

Food Access Needs Assessment 2014

Surrey Public Health



SURREY

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Julie Nelson (Public Health Lead, Surrey County Council)

Kashif Mirza (Formerly Policy and Strategic Partnerships Manager, Policy and Performance, Surrey County Council)

Lisa Andrews (Senior Public Health Lead, Surrey County Council)

Lynda Owen Hussey (Regional Manager, Trussell Trust)

Surrey Welfare Reform Impact Group

Executive Summary

Surrey County Council Public Health carried out a Food Access Health Needs Assessment in order to identify key issues across the County and to elicit information which can be used to develop recommendations for ways in which Public Health and wider Surrey partners can better support food aid services and their clients. The recommendations will include initiatives and interventions which could be facilitated by Public Health and food aid providers across the County.

The importance of eating a balanced diet has been well documented for a number of years; reducing the risk of a variety of different conditions including diabetes, cardiovascular disease, obesity and a range of cancers^{1,2}. Further, it is estimated that 70,000 premature deaths across the UK could be prevented through eating the nutritional guidelines for fruits and vegetables, saturated fat, added sugar and salt intake³. In addition to over eating, levels of under nutrition or malnutrition are on the increase, with approximately 3 million individuals at risk of malnutrition⁴. Reports have shown increases over the past five years of hospital admissions due to malnutrition, with figures doubling in England since 2008/2009⁵.

Aims and Objectives

The rationale of this needs assessment is to understand the current food aid provision across the County and consider what approaches Surrey Public Health, Surrey County Council colleagues, and partner organisations could use to enable individuals to mitigate the impact of living on a low or lower budget. The aims of this Needs Assessment are to:

1. Map out the current provision of food aid across Surrey
2. Explore the reasons why people are driven to access food banks and other food poverty activities
3. Explore how people find out about/are referred to food banks e.g. which agencies refer, voucher schemes, etc.
4. Examine what information people are given by food banks e.g. signposting to relevant services
5. Explore what additional services people attending food banks feel would be useful to support them to eat well on a low income e.g. cooking skills training, budgeting skills, etc.
6. Provide recommendations on how people on low income can be better supported to enable them and their families/dependents to eat well

Methods

This Needs Assessment had four main stages for its completion.

- Stage 1 involved an evidence review to begin to understand the current national trends of food aid services and the possible reasons for use. The last two – three years has seen a dramatic increase in food aid services however, there is little research in the United Kingdom and much of the research is from foreign countries. During the time of this project there have been a number of

new papers which contribute to the evidence of why there has been a growth of food banks in the UK.

- Stage 2 looks at the potential level of need for food aid across the County. Working with the Surrey County Council Welfare Reform Impact Group, this stage looks at some of the impacts of welfare reform and other drivers for food bank use which have been highlighted in the papers reviewed for the needs assessment.
- Stage 3 mapped the current number of food bank services across the County. Many of the countywide partners had attempted to map provisions but often these had grown quickly out of date or did not include independent food banks which are not part of any networks. Many local stakeholders had a good understanding of what food banks were close to them. Due to the rapidly evolving landscape of food banks, it is extremely difficult to keep an up to date list as new ones are opening all the time.
- Stage 4 was based on a qualitative approach and the interviews carried out were informal and open ended. Unstructured interviews were held with food bank managers as to allow new topics and information to be discussed at each interview. The manager was unrestricted in conversation, and meetings were held at a time and place of their convenience.

These interviews formed the basis of a portfolio of case studies from across the County. The issues highlighted in these interviews formed the structure of the food bank manager survey which was distributed to all managers including those who took part in the case studies. A total of six informal interviews were carried out.

A total of 32 emails providing the link to the survey were sent out. Six were undelivered and a following seven out of office replied were received. Fifteen food banks completed the survey.

Key Finding.

- Food banks are the prominent food aid service across the county
- Food banks have a large role to play in their local community supporting those who are in desperate need
- At the time of completion there were 37 food banks operating across Surrey, 11 are Trussell Trust Sites, 26 are Independent
- A large number of volunteers support the food banks
- Local communities support the food banks through donations (financial and food)
- Food banks are supporting a wide range of people including those in and out of work
- Although food banks traditionally use a maximum three voucher rule, by referral only, the way food banks are evolving in the way they support clients, so that the level of support goes beyond three vouchers. Some food banks offer a delivery service; many will never turn a client away in need.

- The primary reasons for the use of food banks are benefit delays and low income
- Surrey's Local Assistance Scheme is also providing food for Surrey residents, it is estimated that £88,000 was given via cash cards for food purchases.
- There are opportunities to work with food bank volunteers to enable them to provide more support to the clients that access the food banks.
- Food banks are mostly run by Christian organisations, this Needs Assessment has not been able identify the role of other faiths in food aid
- This Needs assessment has also not been able to discuss in great detail the role of other food aid initiatives. However, it has highlighted that there are other community led services running in Surrey, such as Fruit Kingdom.

Recommendations

The following recommendations are based on limitations and gaps identified by this Needs Assessment and been agreed with the Surrey Welfare Reform Impact group. The recommendations require joint working between Surrey Public Health, the Surrey Welfare Reform Impact group, the food banks and wider organisations to ensure the maximum impact.

Therefore the following recommendations for future work have been made to provide a fuller picture of what food aid is available to people on low income in Surrey:

- Map other forms of food aid e.g. soup kitchens etc
- Explore the costs associated with re-starting the Casserole club and its current evidence base for effectiveness as it targets food poverty and social isolation.
- Examine the role of black and minority ethnic (BME) communities and other faiths' e.g. Muslim and Hindu role in food aid provision
- Explore if faith is a barrier to accessing food banks which are based in churches
- Examine further how many people are accessing a food banks more than three times, and what the root causes of this might be
- To hold client focus groups to better understand the root causes of using a food bank
- Regularly update the food bank location map to track the development of new food banks
- Liaise with food banks to track when new distribution sites are developed

The following recommendations aim to support food banks and their clients further:

- To up skill volunteers working in food banks in line with the Making Every Contact Count principles. Training courses which could be considered include:
 - RSPH L2 Understanding Health Improvement
 - RSPH L2 Understanding behaviour change
 - Motivational interviewing
- To develop a network for food bank managers to meet and discuss issues / best practice. The Trussell Trust currently facilitates this for its own food banks through its regional managers.
- To help food banks develop further support for clients on how to use the items in their food parcels.
 - Recipes
 - Cookery Leader Training

Partner organisations should work more closely together to:

- Improve communication between services to avoid duplication and to provide additional support for clients so they do not become dependent on food banks

- Local Assistance Scheme
- “getWIS£”
- Action Surrey (Fuel Poverty support)
- Provide better links to referring agencies. Guildford Borough Council has already carried out a Meet the Referrer workshop. Lessons learnt and best practice from this workshop should be taken forward to run similar sessions across Surrey’s 11 borough and districts
- Provide better links to workshops / advice services which can be mobile and where possible delivered in partnership with the food banks.
 - Debt Advice Workshops
 - Digital inclusion

Recommendations to further support healthy eating on a low budget include:

- Promote the development of Fruit Kingdom so that food banks can offer fruit at a low cost
- Consider the development of FareShare and / or FoodCycle hubs and distribution sites to decrease food waste across the County
- Raise awareness of current initiatives which Surrey residents might not be currently making the most of
 - Healthy Start
 - Free School Meals
- Explore the role of gardening and growing schemes
 - Carry out a brief evidence review to highlight additional benefits (physical activity, social isolation, mental health)
 - Work with local partners to explore what schemes are currently available and map

Introduction

Surrey County Council Public Health carried out a Food Access Needs Assessment in order to identify key issues across the County and to elicit information which can be used to develop a recommendations for ways in which Public Health and its partners can better support food aid services and their clients. The recommendations will include initiatives and interventions which could be facilitated by Public Health, the Surrey Welfare Reform Impact group and food aid providers across the County.

This report will begin with an introduction to Surrey County Council and the wider determinants of health. It will go on to briefly discuss the impact of food choices and how they maybe affecting the health of Surrey residents.

The report will then outline the methodology of the needs assessment, the findings of the assessment, outlining the current service provision in Surrey, reasons for use and, where possible, the views of service users and stakeholders / referrers. The report will also explore the limitations of the needs assessment and any identified gaps in the research. Finally it will go on to detail recommendations for an action plan, planning for future service needs and public health initiatives.

Aims and Rationale

The importance of eating a balanced diet has been well documented for a number of years¹; reducing the risk of a variety of different conditions including diabetes, cardiovascular disease, obesity and a range of cancers². Further, it is estimated that 70,000 premature deaths across the UK could be prevented through eating the nutritional guidelines for fruits and vegetables, saturated fat, added sugar and salt intake³. In addition to over eating, levels of under nutrition or malnutrition are on the increase, with approximately 3 million individuals at risk of malnutrition⁴. Reports have shown increases over the past five years of hospital admissions, due to malnutrition, with figures doubling in England since 2008/2009⁵.

Those from low socioeconomic backgrounds are more likely to eat an unbalanced diet. One example is the percentages of individuals eating the recommended 5 a day; the Health Survey for England 2011 indicated that 34.6% of those in the highest household equivalised income quintile ate 5 or more a day whilst only 19.7% in the lowest quintile did so⁶. A recent report following 100 households through the changes the welfare reform found that third of households are spending less than £20 per week on food, and that the average spends per day on food has fallen from £3.27 to £2.10⁷. Reports such as these have led to the suggestion that welfare reform maybe one of the drivers behind the increase in malnutrition, as people face an 'eat or heat' situation.

Across Surrey residents generally enjoy good health and wellbeing, the average life expectancy in Surrey is higher than the national average at 84 years for women and 81 years for men⁸. Although Surrey is one of the least deprived counties in England, there are pockets of deprivation across the County. Pockets of deprivation have been highlighted in Spelthorne, Woking, Guildford, Reigate and Banstead and Surrey Heath. Within Surrey approximately 30% (23,000) children live in poverty, making them at risk of poor diet and limited physical activity opportunities. In

addition, they are less likely to do well at school resulting in limited career options and as thus are more likely to live in poverty throughout adulthood⁹. With regards to older people, it is expected that the number of individuals aged 85 years and over will double by 2033 to 69,000. This rise is likely to result in increased numbers of individuals living with dementia, increased isolation and loneliness and increased rates of fuel poverty.

The rationale for this Needs Assessment is to understand the current food aid provision across the County and to consider what approaches Public Health and its partners could use to enable individuals to mitigate the impact of living on a low or lower budget. To achieve this, the Needs Assessment aims to:

1. Map out the current provision of food aid across Surrey;
2. Explore the reasons why people are driven to access food banks and other food poverty activities;
3. Explore how people find out about/are referred to food banks e.g. which agencies refer, voucher schemes, etc;
4. Examine what information people are given by food banks e.g. signposting to relevant services;
5. Explore what additional services people attending food banks feel would be useful to support them to eat well on a low income e.g. cooking skills training, budgeting skills, etc.
6. Provide recommendations on how people on low income can be better supported to enable them and their families/dependents to eat well

Surrey- Local Context

This section of the Needs Assessment focuses on deprivation across Surrey. More detailed information about the demographic breakdown of Surrey's residents can be found in Appendix A.

Areas of Deprivation in Surrey

The county of Surrey has a diverse environment with a mix of rural and urban areas. While overall the population is affluent in comparison to the national average, there are masked pockets of deprivation and inequalities present across Surrey. The Index of Multiple Deprivation (IMD) is a national index that identifies the spread of relative deprivation by local authority. The 326 local authority boroughs across the whole of England have been ranked according to this index.

Table 1: Summary measure of the Index IMD2010 at local authority district level: population weighted average of the combined ranks for the LSOAs in a local authority district.

Local authority	Rank (where 1 is most deprived)
Elmbridge	322
Epsom and Ewell	308
Guildford	300
Mole Valley	310
Reigate and Banstead	296
Runnymede	292
Spelthorne	262
Surrey Heath	324
Tandridge	284
Waverley	320
Woking	294

Source: Department for Communities and Local Government

Priority Places

As highlighted in the Surrey JSNA inequalities chapter, Surrey CCGs and Surrey County Council in partnership with the borough and district councils have previously attempted to tackle inequalities in health by the introduction of a 'priority place' model. Residents in priority places experience greater inequality and deprivation relative to the rest of Surrey. The themes used to identify the priority places were, health and wellbeing, children and young people, economic development, safer and stronger communities and housing issues. The priority places identified for all themes were:

- Stanwell North, Ashford North, Stanwell in Spelthorne;
- Maybury and Sheerwater in Woking.

Alongside these are Health and Wellbeing, Children and Young People and Economic Development issues in:

- Westborough in Guildford;
- Merstham in Reigate and Banstead.

Children and Young People also identified:

- Old Dean area of Surrey Heath.

Common themes within the priority places included higher than the Surrey average smoking prevalence, higher than the Surrey average for children not in education, employment and training and issues with anti-social behaviour¹⁰. Whilst the term priority places is no longer used these areas of Surrey still experience inequalities.

Methodology

Stage 1: Evidence review

A brief evidence review was carried out to provide a 'snapshot' of the current picture of food aid across the United Kingdom, using a journal data base search. The following data bases were searched:

Key words were:

"food banks"

"food banks"

"food aid"

"food aid" and "United Kingdom"

"food security"

Whilst hundreds of articles were found many did not address food poverty / aid in the United Kingdom, as the search term 'food aid UK' mainly yielded results of support for third world countries provided by UK based charities.

For these reasons the evidence review has included an Internet search which resulted in a wide range of papers and reports including reports by national charities and government papers. Including this 'grey area' literature provides a detailed insight to the developing food aid landscape in the UK. A full list of papers used in this review can be found in the references.

Stage 2: Mapping the level of risk in Surrey

There is currently no systematic evidence on drivers of food aid use in the UK¹¹. It was one of the primary aims of this research to consider the 'client journey' and it was therefore important for this Needs Assessment to try and understand the potential level of need across the County. The Welfare Reform Impact group provides a detailed review of the impact of the welfare changes. This data has been discussed in line with the predictors which have been listed in the evidence review.

Stage 3: Mapping out the current provision of food aid across surrey

Prior to this Needs Assessment there was no definitive list of food aid services across the County. Therefore the initial stage of this Needs Assessment was to understand the stakeholders across the County who are working on the health and food agenda and also the welfare reform agenda. Surrey County Council already had a Welfare Reform Impact group which provided the primary stakeholders required for this Needs Assessment. The group included Department for Work and Pensions (DWP) representatives, borough and district representatives (including housing associations, Revenue and Benefits, Surrey Welfare Rights Unit) and representative from Surrey County Council (SCC) Public Health, Adult Social Care and Policy and Performance. . Many of the countywide partners had attempted to map provisions but often these had grown quickly out of date or did not include independent food banks which are not part of any networks. Many local stakeholders had a good understanding of what food banks where close to them. Due to the

rapidly evolving landscape of food banks, it is extremely difficult to keep an up to date list due to new ones starting all the time.

The current list of food aid services was compiled by a variety of methods including:

1. Trussell Trust location (<http://www.trusselltrust.org/map>)
2. Google Searches
 - i. “food aid”, “food aid Surrey”, “food banks Surrey”, “food banks *district / borough”
3. Consultation with Stakeholders
 - i. Drawing together various lists of food aid services from referral agencies (i.e. hospitals, Citizens Advice Bureau (CAB), DWP)

Stage 4: Food bank case studies and surveys

The Welfare Reform Impact group acted as a stakeholder group to identify the key issues which might elicit information which could enable additional support provided to the client. It was decided that the following topics needed a greater understanding:

- Role of the food banks as an information source for clients
- Understanding the client journey
 - What support could have prevented the client from needing to use a food bank
 - How they support themselves not to rely on the food banks
- Understanding the role of BME communities and how they might be providing and accessing food aid

Therefore this part of the needs assessment was based on a qualitative approach and the interviews carried out were informal and open ended. Unstructured interviews were held with food bank managers as to allow new topics and information to be discussed at each interview. The manager was unrestricted in conversation, and meetings were held at a time and place of their convenience.

Upon meeting the food bank managers it was evident that holding focus groups with clients made the managers and volunteers uncomfortable. Clients often attend the food banks in a vulnerable state and saw the food banks as a ‘safe’ non judgemental place. It was therefore decided that focus groups with clients would not be carried out at this time.

These interviews formed the basis of a portfolio of case studies from across the County. The issues highlighted in these interviews formed the structure of the food bank manager survey which was distributed to all managers including those who took part in the case studies. A total of six informal interviews were carried out.

A total of 32 emails providing the link to the survey were sent out. Six were undelivered and a following seven out of office replied were received. Fifteen food banks completed the survey.

The vast majority of food banks nationwide are part of the Trussell Trust and therefore many are based in local churches and linked to the Christian faith. In order to understand the role of BME) communities and other faiths, four large faith organisations / networks were contacted. However, no replies were received to arrange a meeting or interview to understand the role they might be playing in food provision.

Results:

Evidence review food aid in the UK

Whilst it is outside the scope of this Needs Assessment to explore issues of food security and food poverty across Surrey, in any great depth, it is important that these are considered and understood as it is highly unlikely that an individual or family accessing a food bank would not be living with food poverty. Further the issue of food security has led to increases in food prices and is therefore inextricably linked to increasing use of food aid across the UK. Therefore, the following section of this report provides a brief insight into the issues which have been linked to the increase use of food aid and food banks.

Food Security

In 2006 a report from Department for Environment, Food and Rural Affairs (DEFRA) provides the following as a definition for food security¹²

“According to the Food and Agriculture Organization of the United Nations (FAO), food security exists when all people, at all times, have physical and economic access to sufficient, safe and nutritious food to meet their dietary needs and food preferences for an active and healthy life.”

DEFRA (2006) pg 12

This is further broken down into the following four sub categories.

- **Individual or household food security**
- **Regional food security**
- **National food security**
- **Global food security**

With regards to this Needs Assessment and food security in relation to food aid, the main focus is on household food security or lack thereof. Household food insecurity has been defined as:

“the lack of economic and physical access to sufficient, acceptable food for a healthy life”

A more recent DEFRA report, specifically looking at the rise of food aid in the UK, has highlighted the need to understand contemporary food security including the barriers to food access, the rising cost of food and fuel and the impact of food aid¹¹. The link between food security and food aid is particularly important as it has been heavily criticised for not providing a solution to the underlying causes which forces and individual turn to food aid.

Economic climate; national trends and the rise in food poverty

The latest Government statistics show that the average income has decreased by approximately three percent in both 2011/2012 and 2010/2011. Years prior to this since 1994/1995 had mostly seen an increase in average income¹³. The report also shows that the percentage of individuals in absolute low income rose by 1% taking us back to levels of 2008/2009. In terms of how this translates into levels of poverty

17% of individuals are living in poverty. Groups which are more likely to be living in poverty (based on relative low income) include: children and workless families; those with three or more children; those with no savings; those aged 85 and above with no personal or occupational pension and those pensioners living alone; households headed by certain ethnic minority groups; and individuals in families with one or more disabled member.

From the approx 13 million living in poverty the Food Ethics Council have estimated 4 million are living in food poverty¹⁴. Food poverty is yet to have a single, official definition and it is measured and monitored by the Government. The Department of Health have defined food poverty as “*the inability to afford, or to have access to, food to make up a healthy diet*”¹⁵. Another suggestion for a definition commonly cited is more aligned to that of the fuel poverty definition; “*where if a household is spending 10% or more of its annual income on food it is considered to be experiencing food poverty*”¹⁶.

A report published by Kelloggs highlights the impact of the rising food costs on households; it reports an increase of £537 in food bills over the from 2012-2017 years seeing annual food bills reaching approximately £3,297¹⁶. This is further exaggerated in low income households and families with single parents and retired households spending 12.2% and 11.2% of their annual income on food respectively. The poorest 10% of households spend 23.8%, in comparison the richest 10% spend a mere 4.2% of their income. Despite this increase in spend, current trends also show a decrease in the amount of food consumed, so in essence individuals are spending more but consuming less^{16,17}. This has resulted in a cut back of healthier foods as families are being forced to buy less healthy food, and are unable to maintain a balanced diet¹⁶. This is supported by reports which show a reduction of fruit by 20% and vegetables 12%, reductions in intake of Vitamin A, C, iron and fibre have also been reported¹⁶. As the cost of basics such as bread (22% increase) continue to rise the food system has been accused of ignoring the need to support the nutritional and health and wellbeing needs of its consumers^{17,18,19}. Taylor and Robinson have suggested the need for action before a public health emergency is declared and the opportunity to take a preventative approach has been missed⁵.

Changes to benefits system (Welfare Reform) have been another reason cited for an increase in the use of food aid; changes to the welfare system in 2010 have seen the introduction of a range of new benefit structures and sanctions. It is estimated that when excluding the Universal Credit system which will come into force in 2017/18, the average income of houses will be lower by £1,615 per year in 2015/16 which is the equivalent to £31 per week²⁰. The report goes onto estimate that approximately 59% of reductions from welfare reform will impact households where at least one person works.

The changes to the welfare system include:

- Introduction of the Spare Room Subsidy Introductions of Universal Credit
- Changes to tax credits e.g. Child Tax Credits, Working Tax Credits
- Restriction of contributory Employment and Support Allowance

- Introduction of the Personal Independence Payment (PIP) to replace the Disability Living Allowance
- The abolition of Council Tax Benefit
- Capping of the total benefit receipt

A more in depth study on the predicted impact of the impact of the Welfare Reform Act's impact on Surrey claimants can be found here.

ESRO (2013) Preparing for the Impact of Welfare Reform https://www.surreycc.gov.uk/_data/assets/pdf_file/0008/556253/SCC-Preparing-for-the-impacts-of-welfare-reform-March2013-FINAL.pdf

Food aid

Food aid in the UK is not all together a new phenomenon, with soup kitchens and food provision being available for a number of years, however, traditionally these were more locally delivered projects. The expansion of nationwide initiatives which “professionalise and formalise” the processes of the food aid are a fairly recent development²². The growth of food aid initiatives has largely grown over the last decade; food banks in particular have seen a steady increase in number over the last five years with a more rapid increase in number of food banks and clients since 2012²³.

Food aid encompasses a range of different food initiatives which tend to support individuals for a short period of time, however, some are more prone to be used across extended periods (e.g. soup kitchens) whilst others are restricted to a maximum amount of uses (food banks). In a recent report commissioned by the Department for Environment, Food and Rural Affairs (DEFRA) (2014) the specification for inclusion into the study was defined as¹¹:

“An umbrella term used to describe any type of aid giving activity which aims to provide relief from the symptoms of food insecurity and poverty. It includes a broad spectrum of activities, from small to large scale, local to national, emergency one-off operations or well established food banks.”

(Lambie-Mumford et al., 2014, pg 15)

Whilst not all forms of food aid are within the scope of this piece of research it is important to comprehend the range of food aid available to individuals in order to understand the way they might interact with one another. For instance, it has been reported that families are more likely to struggle to feed their children throughout the summer holidays when free school meals are not available. In addition a rise in food bank use throughout school holidays has been reported²⁴

The different types of food aid have been detailed by the 2014 DEFRA report into food banks and food aid; this can be found in Appendix B¹¹.

The food aid landscape – national programmes

As aforementioned there has been a growth in the amount of professional and organised bodies facilitating food aid initiatives across the country and lobbying for action to end food poverty. These organisations generally use models which are replicated across various locations.

The Trussell Trust (TT) has become the largest food bank organisation across the country with 345 food banks. TT anticipates opening three food banks every week to meet the growing demands people in need. The TT is a not for profit charity which operates a social franchise model, working with churches and communities to develop local projects²². The franchise is acquired through a £1500 donation toward start up costs and in return support is offered to the local projects from the national TT team. Support includes an operating manual, annual audit, a network manager and regional coordinators where they exist²². An additional benefit is the use of an online database which allows the food banks to manage stock control and to store information about clients such as the reason for use, which then supports the lobbying which TT does on food poverty. TT estimates that 90% of the food distributed is donated by the general public, collections at schools, churches and local supermarkets are the commonly used²⁵. The TT also has a corporate deal with Tesco's who 'top up' 30% on top of what has been donated. During 2012 -2013, 3,492.44 tons of non perishable food was donated. More information on the social franchise model can be found [here](#).

During 2012-2013, TT fed almost 350,000 people a dramatic increase on the number in 2011-2012 when TT feed just under 130,000, however the Lambie-Mumford report in 2011 highlights that this does not take into account repeat users. TT have a strict operating system whereby individuals are required to present a referral voucher before they are allowed to receive a food parcel; an estimated 15,000 frontline care staff referred to TT food banks last year alone. Front line staff who are able to refer include: CAB staff; Job Centre plus; social workers; school teachers; nurses; and GPs.

Food aid relies heavily on the donation of food in order to be able to provide it to those who are in need. There are a few national programmes which work with corporate companies to redistribute food waste. FoodCycle uses a three tier donation model whereby food waste is donated by supermarkets, time is donated by volunteers and space for the kitchens is donated by partners, such as the YMCA²⁶. Since 2011 FoodCycle has gone from having 2 hubs to 14, running with over 1,200 volunteers which have served approximately 80,000 meals, made from 85,000kg of wasted food. To date there is no FoodCycle hub in Surrey. FoodCycle estimate that over 400,000 tons of food is wasted every year and are looking to expand to use this waste to counteract food poverty.

FareShare is another nationwide network which redistributes surplus food waste²⁷. FareShare differs as it redistributes food to 1,296 charities across the country, over 62,000 individuals are thought to benefit. Similarly to FoodCycle, FareShare focuses on redistributing food which is fresh and perishable as opposed to non perishables given out at food banks. FareShare operates 17 hubs across the UK, the closest hubs to Surrey are Brighton and Hove and London. Like the TT, FareShare reports huge growth in demand since its inception in 1994 as it currently provides charities with enough food for 1 million meals every month and is taking on 7 new local projects / charities every week. Food redistributed largely comes from their main partners, Asda, Sainsburys and Tesco's.

In addition to the aforementioned national programmes there are many local communities who are distributing food aid. Commonly seen at local churches or community groups, it is well known that many food banks are not linked to national networks or programmes, making it particularly difficult to measure the extent to which they are being used and where they are sourcing food from. TT statistics show that 350,000 people benefited from food parcels, the report by Oxfam estimates that this could rise to 500,000 when local non TT sources are included¹⁴. These statistics also do not combine other forms of food aid, such as hot meals and independently run food aid services.

Identifying at risk groups – Surrey’s Population

Welfare reform impact - benefits

The following data has been extracted from the Welfare Reform Impact Annual report. The aim of the report is to provide an overview of the impacts of the reforms in Surrey. Some of the following data has been extracted to highlight the potential number of individuals which might be at risk of food poverty. The report was prepared by the Surrey Welfare Reform Impact group setup to monitor, discuss and share intelligence on the impact of the welfare reforms on households and services. The group is made up of representatives from the County, district and borough councils, the voluntary sector and housing associations.

The percentage of Surrey’s population on benefits is considerably lower than the national average at 6.87%; this is equivalent to 49,330 individuals claiming working age benefits. Regatta and Banstead (7.54%), Spellthorne (8.47%), Tandridge (7.51%) and Woking (7.47%) all have a higher percentage of individuals claiming benefits than the Surrey average.

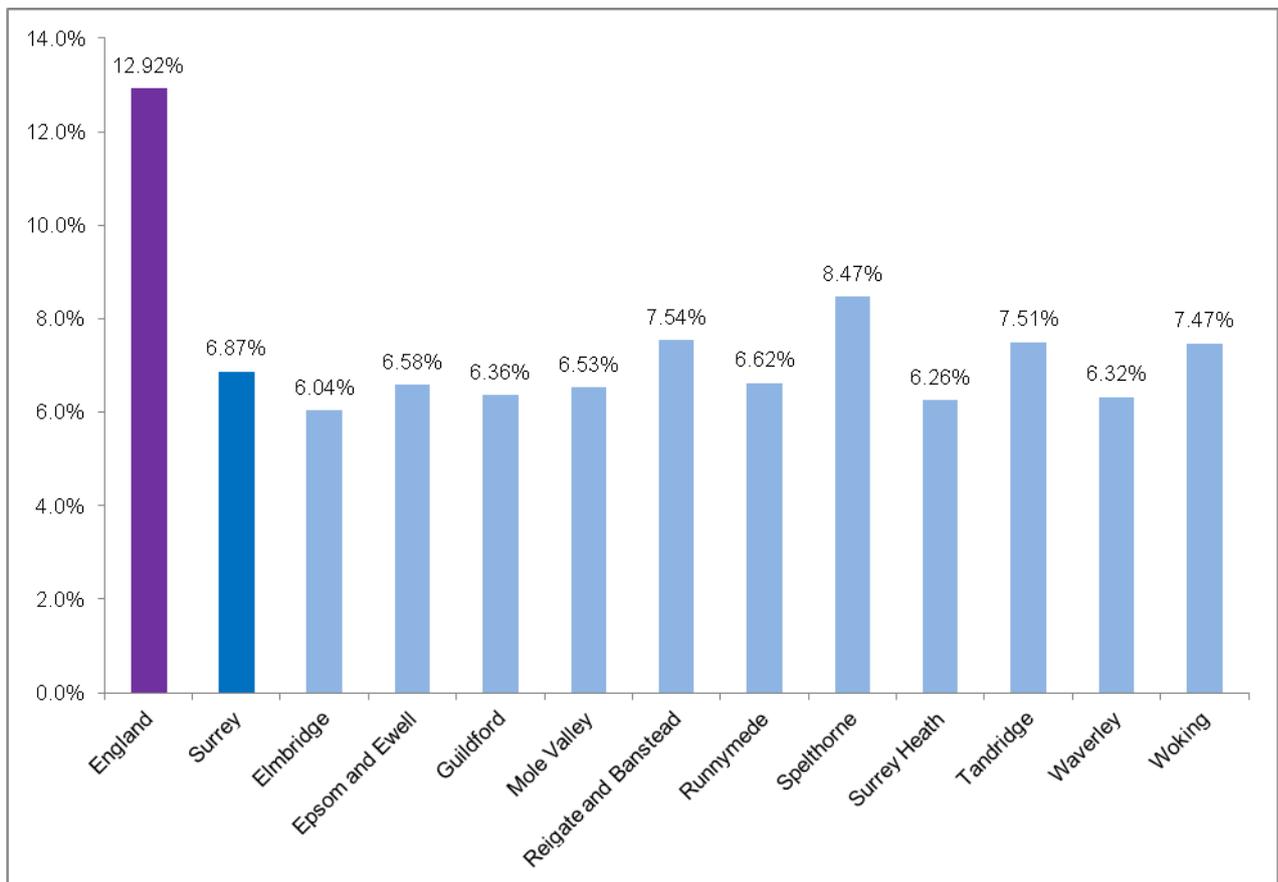


Figure 1: Percentage of population aged 16-64 claiming working age benefits

Source: Department for Work and Pensions Oct-Dec 2013 Available on Surrey I

Figure 2 shows that the breakdown of different types of benefits mirrors the trends of the national breakdown; Employment and Support Allowance (ESA) and Incapacity Benefit account for just under half at 45.8% for Surrey and 45.6% for England.

The second most claimed benefit in Surrey and England is Jobseeker's Allowance, however this is slightly lower in Surrey than the England average with 21.7% and 16.1% of benefits received respectively. Disability benefits are slightly higher at 12% than the England average (8.7%).

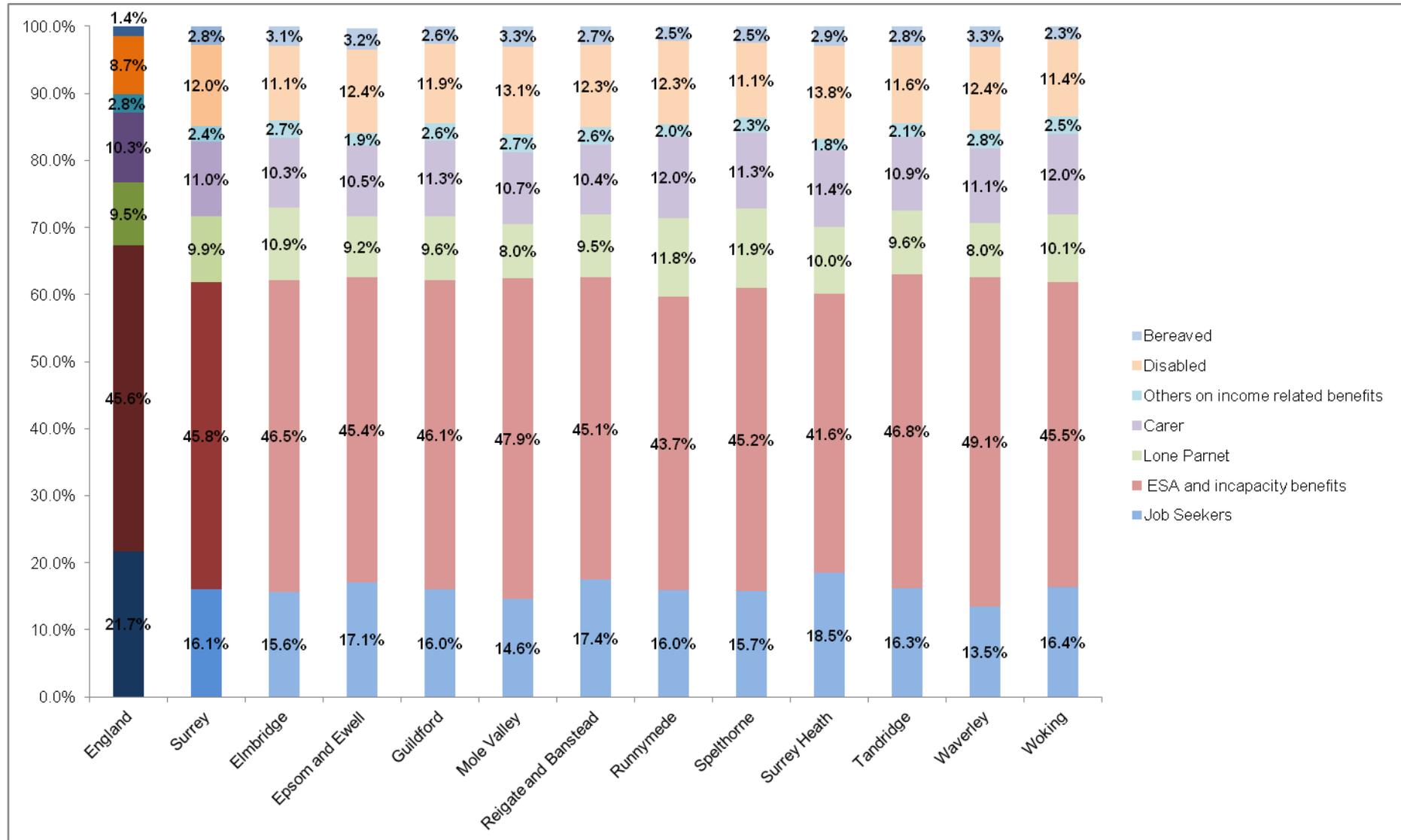


Figure 2: Percentage breakdown of types of benefits Source: Department for Work and Pensions Oct-Dec 2013 Available on Surrey

As aforementioned 12.0% of Surrey's claimants are claiming Disability Allowance and a further 45.4% are claiming ESA or Incapacity Benefit. As of November 2013 this totals 55,305 individuals across Surrey.

Table 2: Disability benefits in Surrey

Source: ONS Disability Allowance 2011 - 2013

Disability Benefit	# of claimants Nov 2011	# of claimants Nov 2012	# of claimants Nov 2013	% change 2011 - 2013
Disability Living Allowance (DLA)	31,530	32,520	32,735	+4 %
Employment Support Allowance (ESA)	23,130	22,720	22,570	- 2

The Welfare Reform Act will see Personal Independence Payments (PIP) replace Disability Living Allowance benefits. To date a total of 290 of Surrey's claimants have transitioned to PIP. Table 3 highlights the delays in PIP being administered. Delays of this kind make it difficult to understand the full impact.

Table 3: Personal Independence Payments in payment (moved across from Disability Living Allowance) correct at February 2014

Personal Independence Payments in Payment	Feb 2014
Elmbridge	33
Epsom and Ewell	12
Guildford	42
Mole Valley	12
Reigate and Banstead	31
Runnymede	26
Spelthorne	23
Surrey Heath	23
Tandridge	24
Waverley	29
Woking	35
Total	290

Source: Department for Work and Pensions

The reform has also seen the introduction of the Spare Room Subsidy, which limits housing benefits for working-age people who are deemed to have too many bedrooms for their families needs. . The reduction is a fixed percent at 14% for one extra bedroom and 25% for two or more.

Data provided by Surrey benefit managers shows that a total of 11, 239 households have been affected by the benefit gap, this equates to approximately 22.4% of total household benefit claimants being affected.

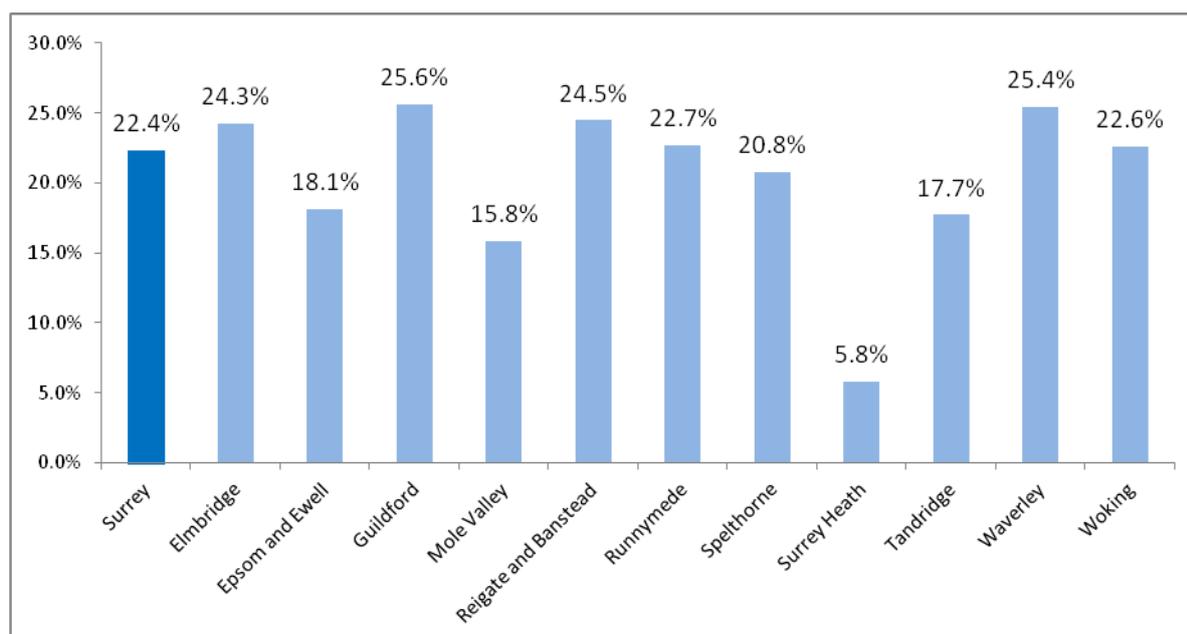


Figure 3: Combined data - Number of individuals on household benefits 2013 Available on Surrey

Source Department for Work and Pensions

Table 4 shows that there are a there is a total of 22,300 households waiting for housing assistance, this accounts for 8.0% of Surrey’s population, which is lower than the England average of 13.0%. Runnymede has the largest total number of individuals on their waiting list with 3267 individuals waiting. However in terms of the percentage of the population, Waverley has the highest amount at 10.0%. Waiting lists should be considered carefully as not everyone on the waiting list will necessarily be in urgent housing need. Waiting lists include those looking to change place of residence, to upsize or downsize for instance.

Table 4: Housing Benefit claimants by Region and Local Authority 2013 Available on Surrey

Region	Number of households on local authorities housing waiting lists
Surrey	22300
Elmbridge	2234
Epsom and Ewell	2190
Guildford	3074
Mole Valley	1399
Reigate and Banstead	1836
Runnymede	3267
Spelthorne	2184
Surrey Heath	959
Tandridge	1998
Waverley	1350
Woking	1809

Source: Department for Communities and Local Government

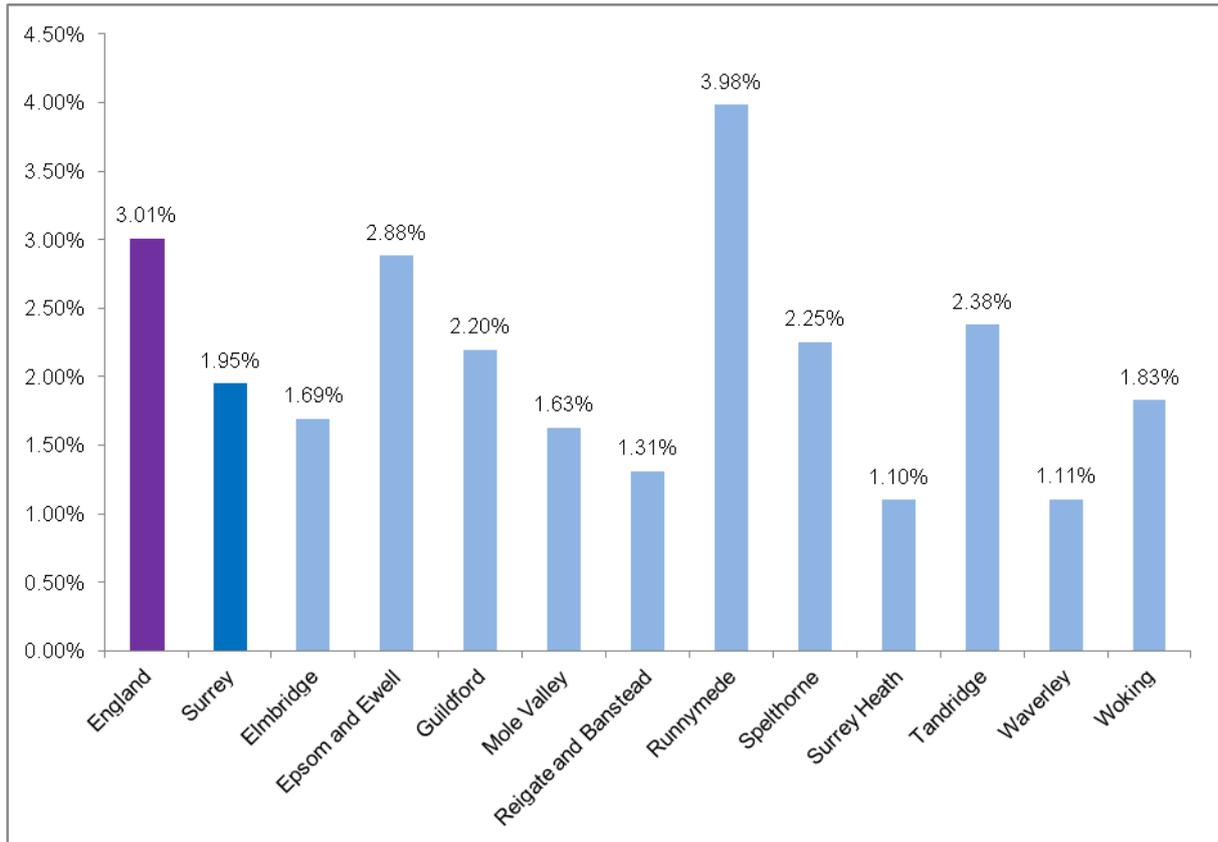


Figure 4: Percentage of population on household waiting lists by Region and Local Authority 2013 Available on Surrey

Source: Department for Communities and Local Government

Welfare Reform Impact – Local Assistance Scheme

The Surrey Local Assistance Scheme (LAS) is an emergency support service run by Surrey County Council. Central Government currently funds the LAS but funding is due to be pulled in 2015/2016. It provides help to residents who have nowhere else to turn in an emergency and can provide assistance to set up or maintain a home in the community. The LAS can either provide a monetary grant or access to basic household goods

During 2013/14 the number of total claims for the year was 3349, and in quarter four alone there were 1293 total claims compared to just 479 in quarter one, an increase of 170 per cent over the year.

The number of total claims were approved was 2907, in with 1187 claims approved quarter four representing a 200 per cent increase on quarter one. The percentage of claims approved for the year was 89 per cent.

Further analysis into what claims have provided showed that there were 2246 monetary awards between April 2014 and October 2014. The LAS does not currently refer to food banks, however the LAS does provide monetary awards for food.

Approximately 56% of all funds provided are for food (approx. £88,000).
 Approximately 95% of awards include money for food (approx. 2133 claims in total)

Of these claims involving food award;

- On average there are 1.75 people dependant on the money (3732 people in total)
- On average LAS provided £38.55 for food (£80k+ in total)
- 47% of these people also needed help with utility payments (1002 claims in total)

Fuel poverty

Figure 5 shows that 8.0% of Surrey's households are fuel poor, which is below the national average of 13.0%. This is approximately 36687 households across Surrey. The borough with the highest rates of fuel poverty is Waverley with 10.0% of households (n=4906), the borough with the lowest rates of fuel poverty is Surrey Heath 6.3% of households (n=2117).

“Excess winter deaths” (EWD) refers to these higher than normal deaths during cold weather. The Office of National Statistics (ONS) has defined the winter period as the months from December through to March. “Excess Winter Deaths” is defined as the difference between deaths in the winter months and the corresponding average over the non-winter months. Those who might be at risk of fuel poverty include Households on low income; Individuals in deprived areas suffering fuel poverty; Homes with poor insulation, draughts and high heat loss (e.g. stationary mobile home, mobile trailer and many older homes); Single people of working age; those in rural areas; Living alone in large house; sedentary life (e.g. ill, or distressed; elderly, very young); poor nutrition; inappropriate clothing for cold weather. Table 5 shows that a total of 580 deaths could have been prevented in the winter of 2011/2012.

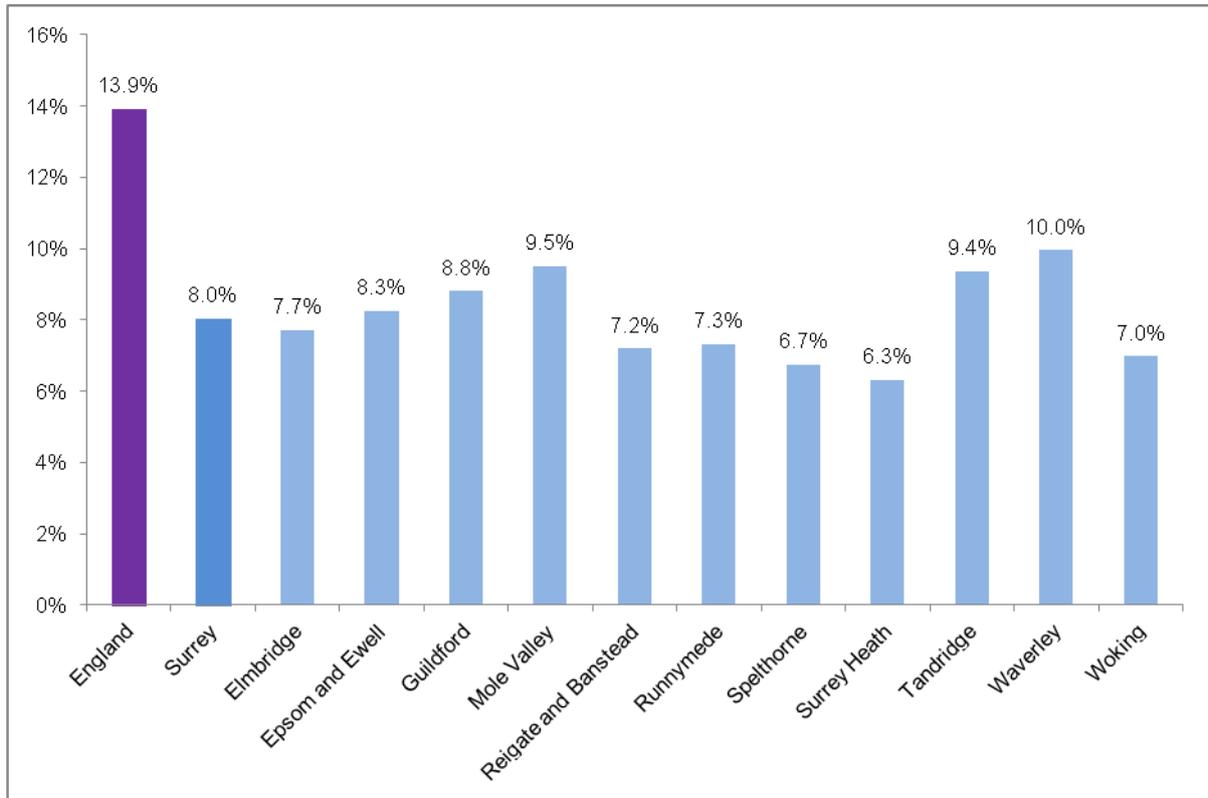


Figure 5: Percentage of population which are fuel poor by Region and Local Authority 2012
Source: Department of Energy and Climate Change.

Table 5: Number of Excess Winter Deaths by Local Authority 2011/2012

Borough	Number of EWD	Index	CI
Elmbridge	50	14.0	10.1 - 18.0
Epsom and Ewell	10	3.8	1 - 6.6
Guildford	90	29.9	23.8 – 36.1
Mole Valley	60	24.6	18.5 – 30.6

Reigate and Banstead	60	16.4	12.4 – 20.4
Runnymede	70	35.2	27.2 – 43.3
Spelthorne	60	23.2	17.4 – 29.0
Surrey Heath	30	14.8	9.7 – 19.9
Tandridge	40	17.3	12.2 – 22.4
Waverley	60	19.0	14.3 – 23.7
Woking	50	23.4	17.1 – 29.6

Source ONS EWD 2011/2012

Child poverty

Across Surrey there are a total of 24793 parent families with dependent children. In terms of family characteristics, the boroughs and districts are fairly similar. Lone parent families in Surrey tend to have one child (57.0%). Children from lone parent families are more likely to be living in poverty.

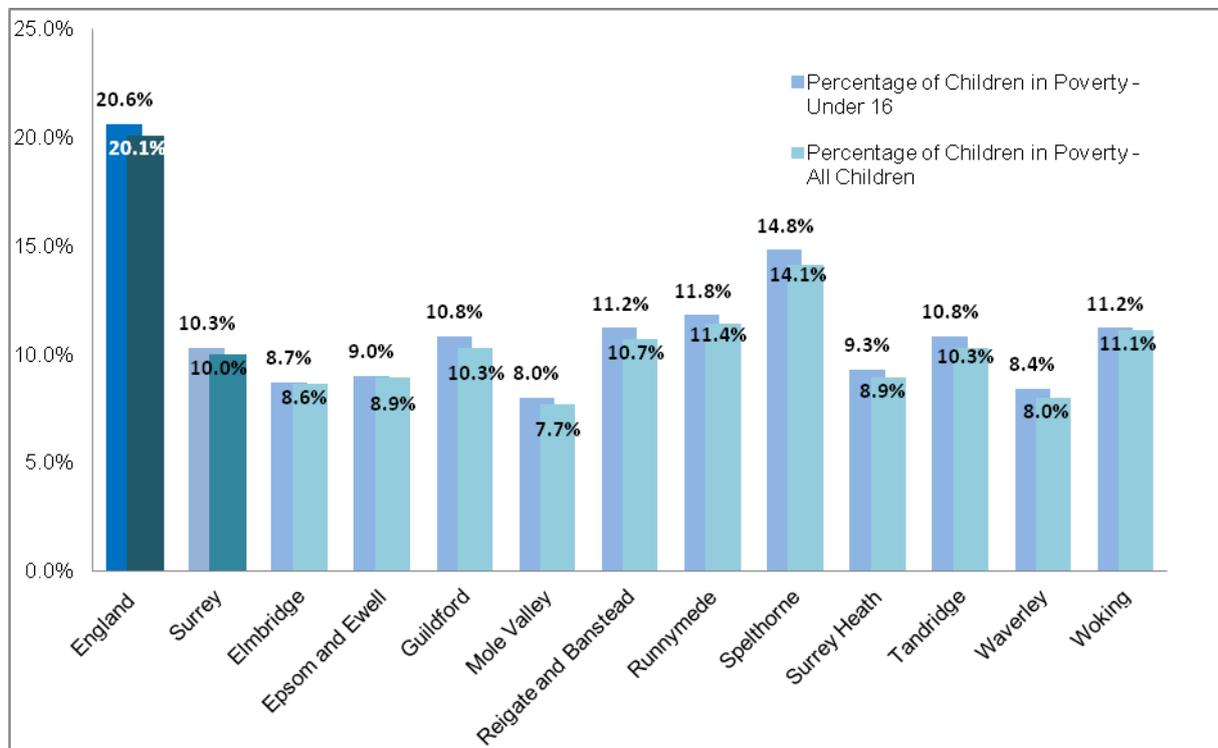


Figure 6: Percentage of children living in child poverty by Region and Local Authority 2012 – 2013 Available on Surrey

Source: HM Revenue and Customs

Surrey has roughly half the number of children living in poverty (10.3%) compared to the national average (20.6%). The borough with the highest level of child poverty is Spelthorne which is considerably closer to the England average, with 14.8% of all children living in poverty. Mole Valley has the lowest number of children living in poverty at 8.0%.

Table 6 Free school meals (FSM): percentage of children entitled to FSM and under registration rates (HMRC benefits Data Dec 2012 and Schools Census Jan 2013)

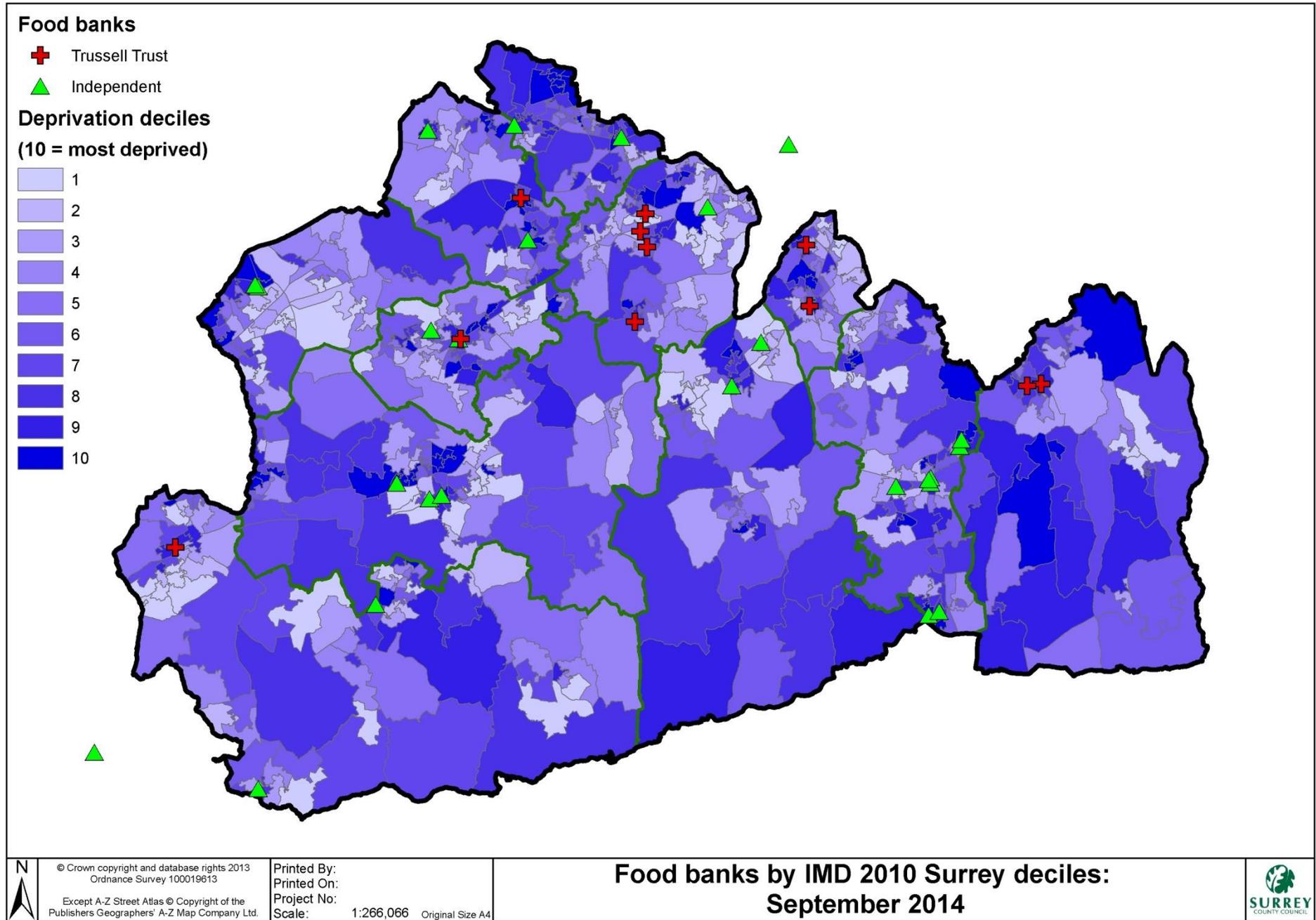
Region	% Entitled to FSM on roll	% Claiming FSM of those on the roll	Under Registration Rates
England	21%	18%	11%
South East	16%	13%	19%
Surrey	12%	9%	29%

Source: HMRC benefits Data Dec 2012 and Schools Census Jan 2013

Table 6 shows that Surrey has nearly triple the England average of under registration rates for free school meals at 29% and 11% respectively. In terms of those registered and claiming both England and Surrey have 3% of registrants entitled to FSM.

Food access services – Mapping provision across the county

This mapping exercise has found that there are 37 food banks operating across the County. However, two operate only during the Christmas period. In addition some fall under the same name but operate a variety of different distribution sites. Other than the Walton and Hersham Food bank which operates 3 distributions, the number of distribution sites has not been mapped. Twenty-six of the food banks discovered from this mapping exercise are independent sites, the remaining 11 are Trussell Trust sites. New food banks were opening throughout the course of this needs assessment, for these reasons the map below (Figure 7) is only accurate at the time of publication.



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**Food banks by IMD 2010 Surrey deciles:
September 2014**



Figure 7: Food banks across Surrey mapped with IMD scores

Food Access Services Case Studies

Independent food banks

Two independent food bank managers were interviewed as part of this needs assessment. The first is located in the south west of the County, in a local church located in a residential area. The food bank was originally developed alongside a coffee and cake morning which aimed to target isolation within the local area. The food bank now has three sites, all in priority areas of Surrey. The food bank also offers an outreach service which delivers food parcels to those who are unable to make it to the distribution sites. The food bank receives food / donations from a range of local sources. Generally, the food bank has a three voucher policy but is unlikely to turn clients away when in need. They do offer additional support and liaise with the referring agency to further support the client when the client is returning more than three times. 491 vouchers have been redeemed since opening 21 months ago; this is thought to equate to feeding 1650 people and 15,000 meals.

The food bank gets referrals from a range of services across the borough/ district it is located in and also is involved in a local network which meets every quarter. The network includes wider partners such as the local housing association and relevant staff from the Borough / District Council. The aim of this network is to provide a wider system approach to these clients as to support them through their periods of crisis and discuss how the local borough / district can support the local food banks. To date the network has run a 'Referrers workshop' and are looking to run a 'Low income workshop'.

Problems experienced by the food bank include storage for the food that is donated and being unable to provide recipes from low cost looking books due to copyright. The main problem currently being experienced is that the manager does not feel that the food bank is achieving its initial aim to reduce isolation, the focus of the food bank and coffee morning moving forward will be to engage the local community more to reduce isolation. Ideas include an Internet cafe.

The second independent food bank is located in the north east of the County. This food bank is also based in a church; however this Church is situated in the centre of a deprived town. The food bank has been open for 20 months, and works with 25 local referrers including the local CAB and women's refuge centre. The food bank initially met with Trussell Trust sites who explained the set up costs of being a TT franchise (approx £7-8k). It was for this reason that the independent did not join the TT. The food bank runs three days a week between 12-2pm when there is 'Open Church'. The food bank offers a 'by appointment' only food parcel collection service and also delivers to partner services like the local women's refuge. They also offer food parcels to those who do not have a voucher, but it is considerably smaller than a normal food parcel; just enough to tie one person over for a day or two.

The food bank has approximately 25 volunteers of which 15 are key to the day to day running of the food bank. The food bank tries to recruit and use high quality volunteers who are able to deal with the clients as in some cases clients can be difficult to handle, for a variety of reasons including but not limited to, mental health and / or addiction issues. The key issue the food bank experiences is that sign

posting clients on to additional services is just unpractical as there is just too much information to pass on and condense.

Trussell Trust food banks

Two Trussell Trust food bank franchise managers were interviewed as part of this Needs Assessment. The first TT food bank was situated in the north of the County. The manager explained that the TT supports food banks to avoid 'reinventing the wheel' and it was for this reason that they decided to become a TT site. The manager explained benefits of being a TT franchise included an online data base to measure food stock levels and intake, value of the food in stock and client usage details. The system allows the food bank to analyse data so that they can understand what postcodes clients are coming from and how many times a client has collected a food parcel.

The food bank has fantastic connections with local businesses which support the food bank. Sponsorship enables the food bank to hire a van which is branded so acts as an advertising tool. It also enables the food bank to rent some warehouse space to store foods. The food bank has a good relationship with local supermarkets as it is not located near a Tesco's (TT supermarket partner) which enables them to do supermarket days to collect food.

One of the issues raised in the interview was the amount of work required to run the food bank and meet demand. In the first 6 months over 300 parcels were received and 140 volunteers are currently supporting the food bank which takes a lot of time to organise and train. The manager expressed his concerns that at some point in order to run and meet demand paid staff will be required.

The second food bank was located in the west of the County in a deprived area and is again located at a church. The food bank has two sites, one on a central bus route and the other with good parking facilities. The manager explained that the reasoning for becoming part of the TT was to 'feel part of something bigger', the TT lobbies on behalf of food banks and they felt this was important. The food bank was relatively new and had been open less than six months. During this time uptake had been building slowly and the manager had been working with local referring agencies to increase the profile of the food bank.

The main difficulty highlighted by the food bank was the ability to engage with referrers and to increase the use of the food bank. The manager felt they did not always know the best people to talk to about become a referring agency and felt certain there were more agencies which could be referring and that some could be referring more.

Fruit Kingdom CIC– Low cost fruit service

Kingdom Fruit is a Christian social enterprise which was established in 2014 to address food poverty in the low income areas of the Borough of Elmbridge. Kingdom Fruit is essentially a mobile greengrocer which provides a low cost, convenient source of good quality fresh fruit and vegetables.

As well as those struggling on low incomes, the service benefits the elderly, the less mobile and those without access to a car or Internet shopping. Items are sold individually or in small portions (e.g. half a cauliflower) and are generally priced between 50p and £1 matching those of the cut price supermarkets.

Kingdom Fruit is also a vehicle for community building at a grassroots level. Selling fruit and vegetables in the community provides an opportunity to engage with people on a regular basis, to hear their stories and listen to their concerns. It is a particularly effective way of connecting with 'hard to reach' people who may be reluctant to engage with authority-led initiatives.

Kingdom Fruit currently operates mainly in the Lower Green area of Esher where, as well as selling door-to-door in the community, it links with existing activities such as the Silver & Gold over 60s club and the Beehive support hub at the local community centre. The company has also been working closely with the local Surestart children's centre to serve vulnerable families in the community. Kingdom Fruit is authorised to accept Healthy Start vouchers and would like to see a similar scheme available to recipients of food bank vouchers.

Having established an effective business model the directors are now looking at how the service might be extended or replicated in other areas of need.

Casserole Club – hot meal service

The Casserole Club was developed to target both food poverty and social isolation, it works on a very simple concept of local people cooking extra portions of food and delivering this to older members of the community who could benefit from a hot meal. The basic aims of the project are to decrease rates of malnutrition, decrease rates of social isolation and to create local friendships thus increasing community cohesion.

The Casserole Club was delivered in Reigate and Banstead, for two years before the project funding came to an end.

There were two clients for this project, cooks (those who cook an extra portion) and diners (those who receive a hot meal). Both could sign up to the service online. The cooks had to go through a webcam identity check, a DBS check and a food hygiene online training course. A member of the project team matched cooks to diners. Both the diner and the cook received a handbook, which fully explained the process. Once diners and cooks were matched they could organise how often they wished to share meals, guidance from the project team suggested once a week and that the cook should stay for a minimum of 20 minutes to socialise with the elderly person. This project requires a small amount of ongoing funding which is why the project is not currently running. However, nationally the project has continued to grow.

Food Bank Survey Results

Part 1 – About your food bank

A total of 15 food banks responded to the request for more information from the 31 who were emailed. Five email addresses bounced and it was not possible to find the correct contact information. Of those who responded 53% (n = 8) were independent food banks and 47% (n=7) were part of the national Trussell Trust programme. The food banks had been open for various times, 20% (n=3) had been open for 7-12 months, 13.3% (n=2) one year, 33.3% (n=5) 2 years and 33.3% (n=5) had been open for three years or more.

The food banks were asked to explain why they had initially set up the food bank through an open ended question. The responses varied but a number of key themes emerged, development due to increasing numbers of people in debt unable to feed their families and local churches coming together to support local need. Three of the food banks noted being part of wider services offered to residents in need, which had been running for many years, in all cases food had been available but not always in the format of food parcels. Demand for food had grown over past years and as a result they had began running an official food bank service in addition to the other ongoing services.

“We were already operating but dealing mostly with new mum packs, electrical packs, kitchen starter packs etc. We only gave food out at Christmas in a hamper to those we had helped during the year. We were then asked to supply food and at the same time offered harvest from local churches and schools. The need has grown dramatically over the past three years”

Faith as driver as a sense of community duty and giving back to those in worse situations was also commonly cited as a reason to develop a food bank;

“Our faith motivates us to help those living in poverty and difficulty. After research and consultation, we decided that a food bank was needed in Sunbury, we very much want to serve this community as a church family, and the majority of our donations are given by individuals that attend the church.”

The survey showed that 53% (n= 8) had only one distribution site, 13.3% had two sites (n=2), 26.7% (n =4) had three sites and the remaining 6.7% had four sites (n=1). Of those who were independent food banks, one had multiple sites, whereas five of the Trussell Trust franchises had more than one distribution site, three of which had three and one had four sites. 73.3% (n= 11) of respondents said they were not thinking of adding new distribution sites to their food bank. The 26.6% (n=4) who were in the process, or starting to think about expansion generally stated moving closer to areas of deprivation or referring agencies as a reason for development.

“We'd like a centre in [name of the town] so clients referred to us from agencies such as [town] Jobcentre Plus don't have to hike it all the way up to [current place of the food bank].”

Across Surrey food banks are run by volunteers. The survey showed that on average the food banks had 45 volunteers supporting their work. However, this varied greatly across the food banks. One food bank stated training 200 volunteers, but only 100 were regularly supporting the food bank whilst another food bank said they were using 140. The smallest number of volunteers was two.

Table 7: Number of food bank volunteers

Total Number of Volunteers across 15 FBs	631
Average number of volunteers	45

Part 2 – Use of your food bank

In the next section of the survey respondents were asked to explain what the food bank offers and what a user might expect to experience.

Food banks were asked how many food parcels they had distributed between 1st April 2013 and 31st March 2014, 12 of the food banks answered the question with a total of 3,335 food parcels. Food banks were also asked to estimate how many people this would have fed this is linked to how much food is given in the parcel. As one food bank monitors food out “per person” rather than “per parcel” there were 13 responses to this question. Responses from this question totalled 10,855 individuals. Food banks were also asked how many of their clients have received a food parcel more than three times, 8 food banks responded to this estimating that 192 clients had received more than three parcels. When these 8 food banks statistics are looked at in isolation and the number of repeat users is worked out as a percentage of the parcels given out, this provides an estimate of 7.30% of clients accessing the food banks more than three times.

Figure 8 shows that the majority of food banks (80%, n = 12) offer food provision for three days. One food bank offers food for 2 days, another provides food for 7 days and the remaining food bank provides food for more than 7 days.

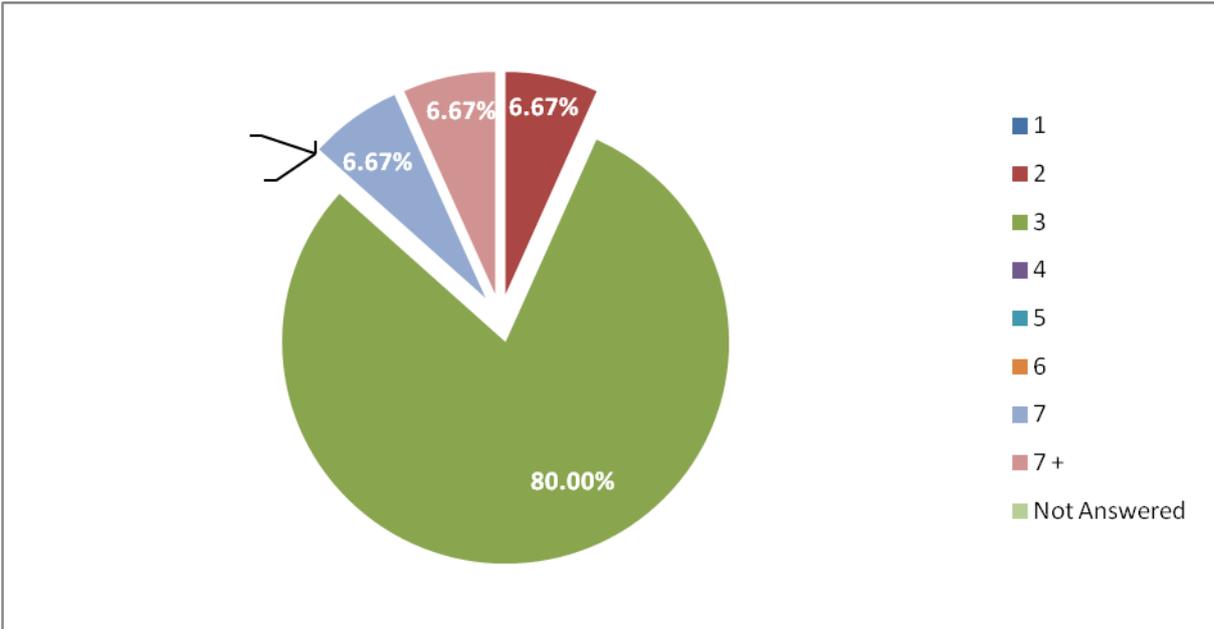


Figure 8: Number of day's food provided for by food banks

Figure 9 shows the variety of foods, which can be found in the food parcels. Two thirds of the food banks provide non-perishable food and household necessities (66.7%, n = 10). One of the food banks provides clients with supermarket vouchers alongside non-perishable foods. There was also the option of noting any other items which might be included; answers included pet food and extras at Christmas and Easter.

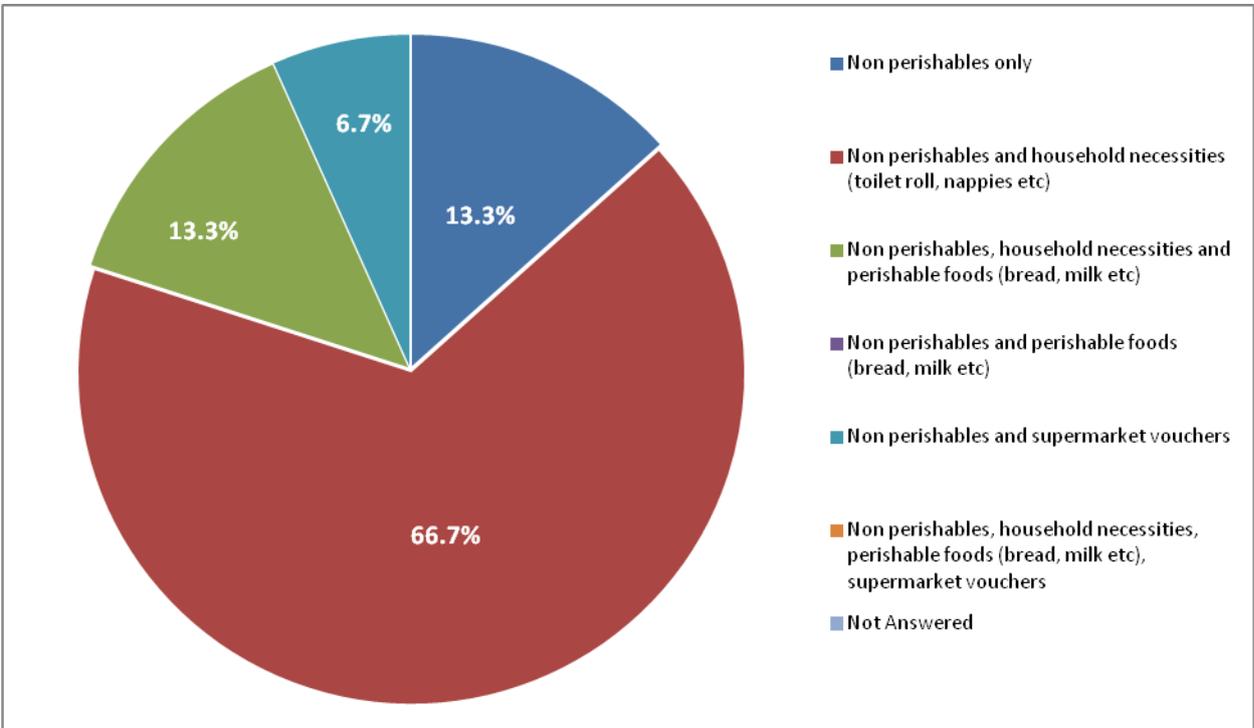


Figure 9: Types of items provided by food banks

Figure 10 shows the reasons as to why a client might be referred to the food bank. Results for this question has been spilt as only two of the independent food banks were able to provide us with this level of data. All responses which received fewer than 5 % have been grouped into 'All other responses'. Table 8 provides a breakdown of these other responses.

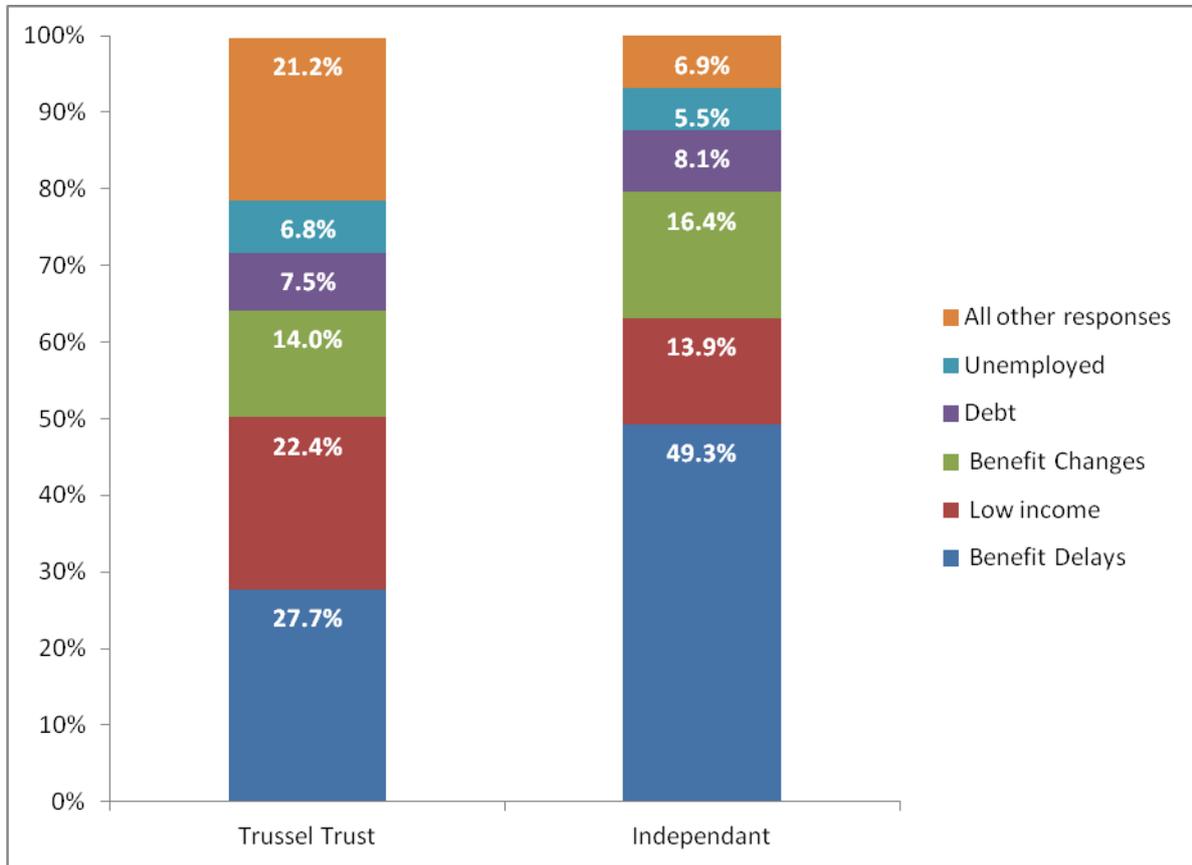


Figure 10: Main reasons cited for use of food bank

Table 8: Other reasons cited for use of food bank

	Homelessness	Domestic Violence	Sickness	Delayed Wages	Child Holiday Meals	Other
Trussell Trust	3.7%	2.8%	3.2%	1.4%	3.0%	7.1%
Independent	5.1%	0.5%	0.6%	0.6%	0.0%	0.0%

Figure 11 shows the means used to collect food for the food banks. A range of methods are used by all food banks, harvest festivals are the most commonly used with all of the food banks reporting using them. When asked what other methods used nearly all of the food banks reported having collection points in local churches, business and schools, and awareness raising days at local shops, rather than permanent collection points.

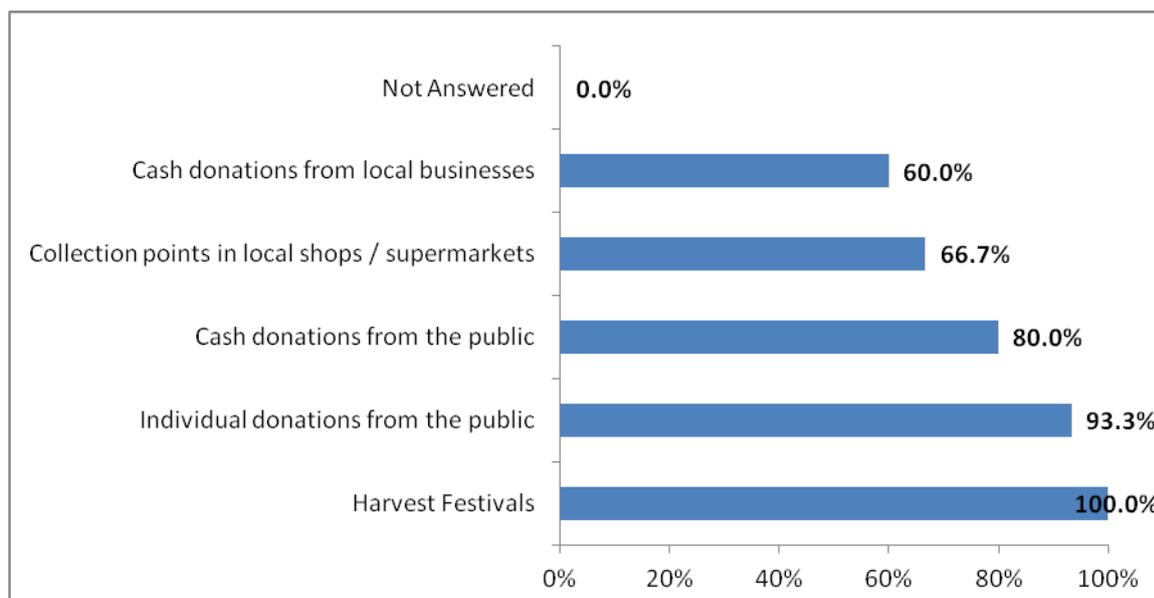


Figure 11: Food collection

Figure 12 shows what services currently are referring into their food banks. Social services and CABs are referring into all of the food banks that responded to this survey. Local GPs were working with only two (26.7%) of the food banks that responded. There was the option to list any other services. There was a huge range of referring agencies, including, but not limited to, debt advice services and domestic violence support agencies. One food bank stated ***“We have over 85 agencies signed up, too many to list”***. A full list can be found in Appendix C.

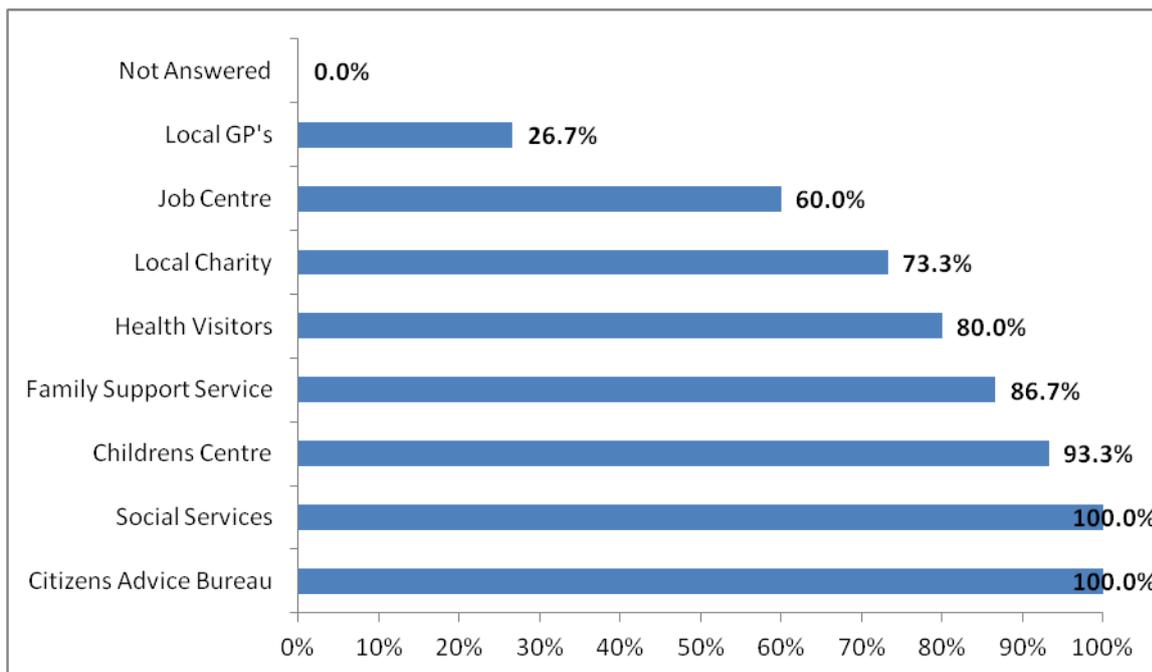


Figure 12: Referring agencies

Respondents were also asked if they are currently signposting clients on to any services. Figure 13 shows that CAB was the most commonly signposted service, debt advice was commonly signposted to also. A full list can be found in Appendix C

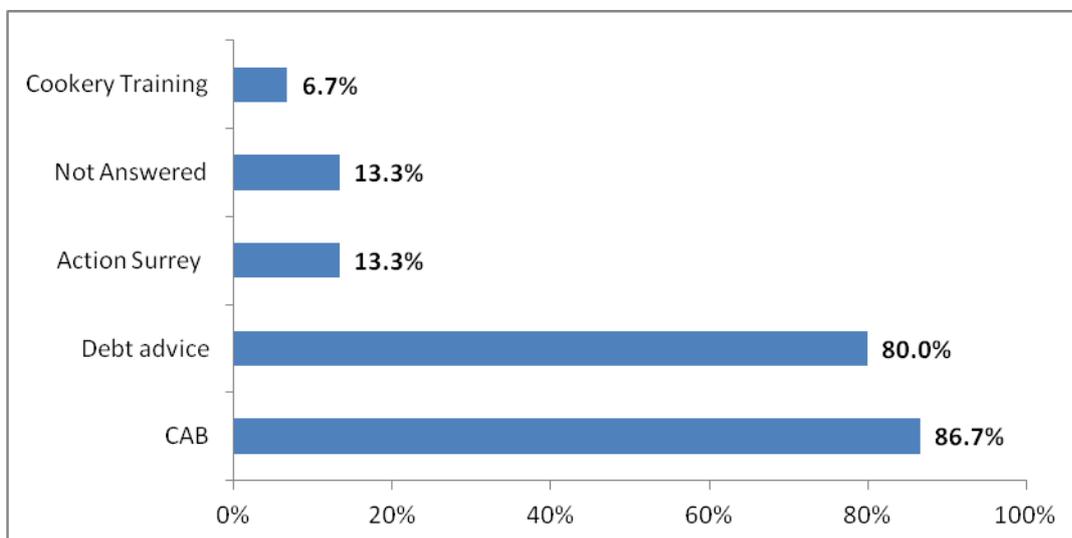


Figure 13: Support services referred to

When asked what might help food banks to support their clients further, 86.7% (n=13) of respondents said that a better awareness of what other services clients could be signposted to. 60% (n=9) said that supporting work and relationships with referrers and signposting workshops would also be valuable. 53.3% (n=8) said that cookery leader training would be useful. Respondents were asked to comment on other ways they could be better supported, a few said that they are already doing extensive work with clients, whilst another noted that they only have fleeting contact

with clients so was not sure how much more they could do. A full list of answers can be found in Appendix C.

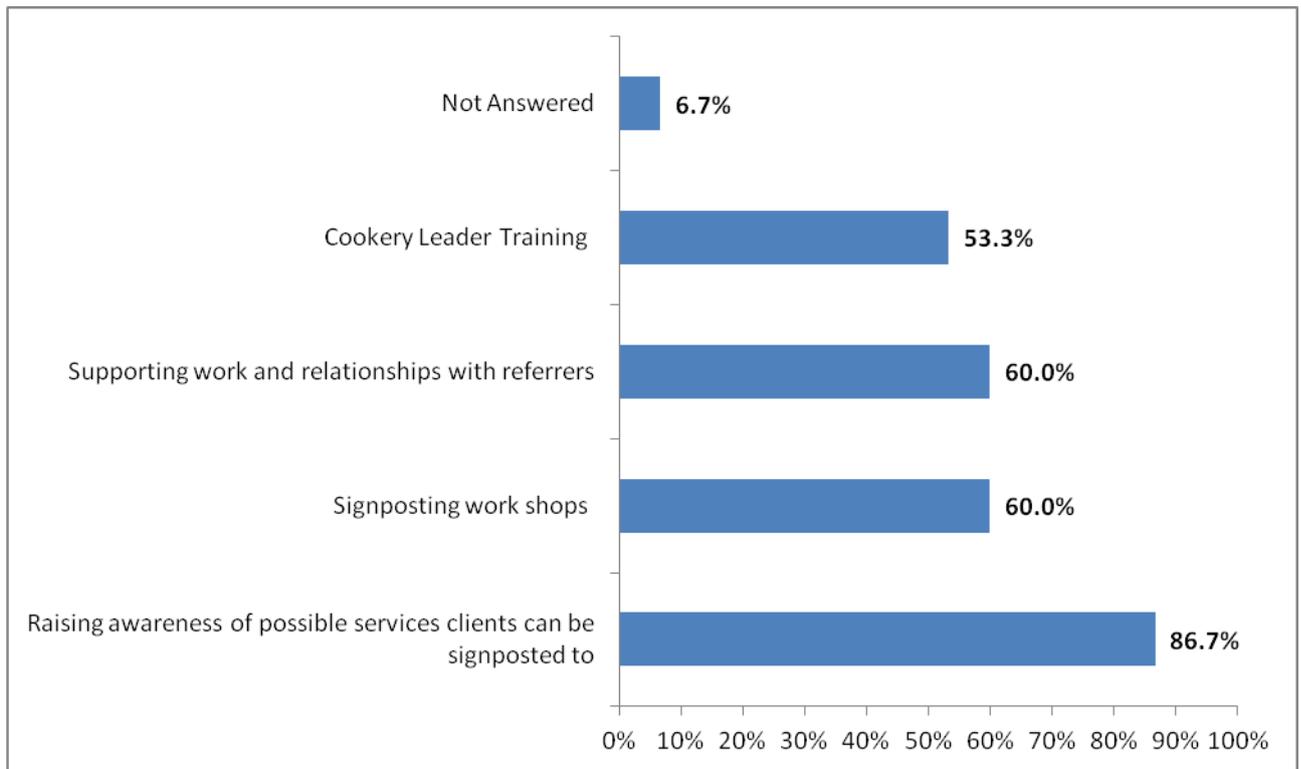


Figure 14: Potential areas for support

Discussion

The following is a brief discussion of the issues raised in this Needs Assessment. Although this Needs Assessment set out to consider a range of different food aid initiatives, the rise in the use of and development of food banks has become its focus. In addition this Needs Assessment was time limited and was primarily a scoping exercise to try and begin to understand the issues arising across Surrey. It is therefore by no means a full or comprehensive reflection of all food aid initiatives in Surrey. However, it has provided a valuable starting block for understanding the potential role of Public Health and partner organisations in the support and development of food banks as they continue to grow.

The discussion is structured in line with the aims 1-5 of the Needs Assessment stated at the start of this paper. Aim 6 was to provide recommendations and these can be in the recommendations section of this report.

1. Map out the current provision of food aid across Surrey

Food banks are the primary source of food support across Surrey and reflect the increase across the UK. Food managers often stated that they had started the food bank as a way of giving back to the community, and faith was often cited as a primary driver for development.

This Needs Assessment shows, at time of its completion) there were 37 food banks in operation across Surrey, 11 of which are Trussell Trust and 26 are run independently. The results from the survey show that in addition to the 37 main sites often food banks have multiple distribution centres. Due to the rapid increase in food banks it was difficult to maintain an up to date map of food banks, moving forward this should be reviewed at least regularly.

Food banks are well distributed across Surrey with all of the boroughs and districts having at least one food bank. However, travel across Surrey's boroughs and districts can be expensive and time consuming on public transport and often the client needs to meet with a referring agency first. This can act as a significant barrier to being able to access the food banks. This is also a reason managers gave for the development of extra distribution sites and drop off services. This flexible approach to the way food banks respond to the needs of the community has led to increase their use.

2. Explore the reasons why people are driven to access food banks and other food poverty activities

The findings of this Needs Assessment show a dramatic increase of both the number of food banks and their use. Reasons stated elsewhere and in this Needs Assessment include welfare reform, the current difficult economic climate with static or reducing incomes and high inflation, as well as a higher awareness of food banks and their services.

Welfare reform appears to be having the largest effect on food bank use. Data provided by the Trussell Trust food banks in Surrey showed that 27.7% of clients used the food banks due to benefit delays and 22.4% because of a low income. Data

from the independent food banks was more limited. Future research should aim to look to and how independent food banks can report their use more easily, especially as there is double the number of independent food banks in Surrey to TT food banks.

Public Health, the Welfare Reform Impact group and food banks should endeavour to work more closely so that referring agencies are aware of the food banks and their locations. In some cases it takes a long time before food banks are being used to their full potential. One food bank manager mentioned that TT suggests the figures for the first year should be ignored as it takes at least that long to be recognised.

The Local Assistance Scheme also provides funds for food. Statistics included in this Needs Assessment show that £88,000 was spent on food in the last financial year. The LAS is not being centrally funded beyond 2014/15, therefore if Surrey County Council are unable fund this resource it will no longer exist. This highlights the importance of avoiding duplication. Food banks interviewed have stated that they are well resourced by volunteers and donations from the public and the support they require is minimal in monetary terms. A huge level of support can be provided just through increasing networks and best practice sharing.

3. Explore how people find out about/are referred to food banks e.g. which agencies refer, voucher schemes, etc

The survey responses show that many agencies are referring clients to food banks and all of the food banks operate a voucher scheme. However, across the borough and districts there is a range of referring agencies and some are more likely to refer than others. Therefore, support for food banks varies in different borough and districts and within borough and districts. Future work should aim to encourage consistencies in referring agencies and widening awareness in where food banks can be located and how they can be accessed.

4. Examine what information people are given by food banks e.g. signposting to relevant services

At the moment information is given to clients is limited. Food banks mentioned that time spent with clients is limited and is mainly used for the client to talk to them if they want to. Another manager mentioned that there is just too much information and that volunteers struggle to understand what the most important information to give out is. In addition a food bank manager mentioned that they are unaware of what support is available, such as fuel support.

The Welfare Reform Impact group also raised concerns about clients being bounced backward and forward between services. It is important that food banks and referring agencies are clear of the pathways before sending a client onto another place to ensure the best chance of resolving the underlying issue which may have caused the need for use of a food bank in the first place.

5. Explore what additional services people attending food banks feel would be useful to support them to eat well on a low income e.g. cooking skills training, budgeting skills, etc.

Food banks offer a fantastic source of knowledge of local needs and challenges. In addition also attract a huge number of volunteers who have a series of contact with clients. This presents an opportunity to up skill volunteers to provide healthy lifestyle messages to their clients. A couple of the food bank managers mentioned being integrated with the community and building a sense of a community within the church and food bank. One food bank said clients often come back to volunteer and donate when they no longer need the food bank.

Cookery leader training was well received by the food banks and should be explored as an option moving forward. Signposting workshops, were less well received, there were some concerns that the time spent with clients would not be long enough to make a difference. Training should be tailored to meet the requirements of the food bank volunteers and the food bank clients. It is also important that training opportunities are discussed with the TT organisation and lessons learnt are passed between TT sites and independent sites.

Conclusions

This Needs Assessment has shown that food banks have a large role to play in their local community supporting those who are in desperate need. Food banks are a positive part of a community which at the moment are possibly not being used to their full capacity. There are opportunities to work with food bank volunteers to enable them to provide more support to the clients that access the food banks. It is well reported that food banks do not solve the underlying causes for the need for a food parcel, joint work between members of the Surrey Welfare Reform Impact group, Public Health and food banks may provide the opportunity to understand and work towards resolving some of the underlying issues in Surrey.

Whilst this Needs Assessment has provided an insight into the use of food bank, it has also highlighted gaps. This Needs Assessment has not been able identify the role of other faiths in food aid and has also not been able to discuss the role of other food aid initiatives. Future work should try and explore these issues.

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Appendices

Appendix A

Demographic Breakdown

The most update data can be found on Surrey I

<http://www.surreyi.gov.uk/MainMenu.aspx>

1. Population profile of Surrey

Table 1: Mid 2012 resident Surrey population by age band

	Male	Female	Total
All Ages	565149	586965	1152114
0-4	37617	35795	73412
5-9	36379	34614	70993
10-14	33974	32396	66370
15-19	34835	32638	67473
20-24	31374	31279	62653
25-29	30851	30545	61396
30-34	34256	36967	71223
35-39	38487	40084	78571
40-44	42843	44043	86886
45-49	44779	45628	90407
50-54	41079	41457	82536
55-59	34256	34185	68441
60-64	30733	32326	63059
65-69	30738	32465	63203
70-74	21274	23905	45179
75-79	17726	20837	38563
80-84	13062	17356	30418
85-89	7358	11956	19314
90+	3528	8489	12017

Source: ONS

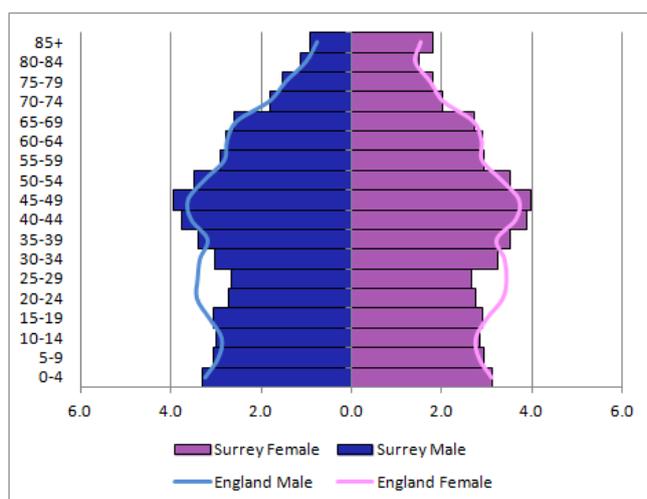


Figure 1: Proportion of total mid 2012 population by gender and age band

Source: ONS

2. Protected Characteristics and Inequalities in Surrey

Under the terms of the Equality Act 2010⁸ public bodies have to consider all individuals when carrying out their day-to-day work, in shaping policy, in delivering services and in relation to their own employees. Public bodies must also:

- have due regard to the need to eliminate discrimination
- advance equality of opportunity
- foster good relations between different people when carrying out their activities

The act introduces the following protected characteristics: age (including children and young people),

Disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation. (People who are considering, undergoing or have undergone gender reassignment are

Referred to in the Act as transsexual people.)

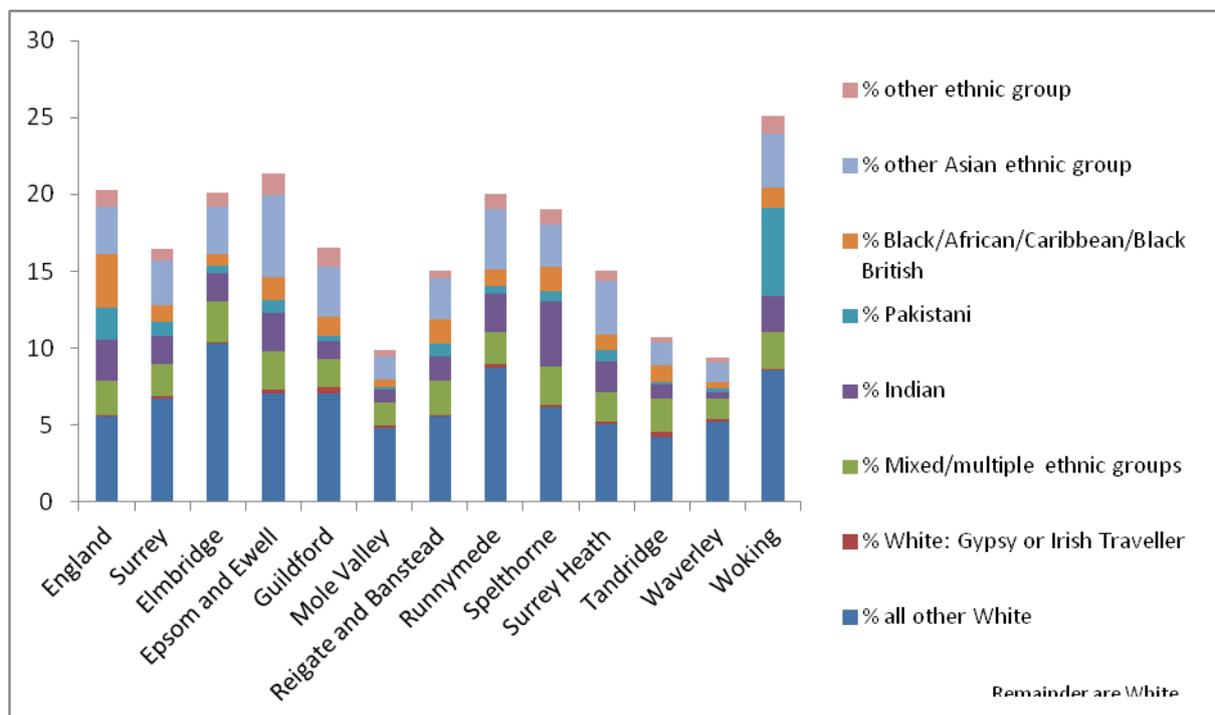


Figure 2: Proportion of Surrey population by summary ethnic group (Census 2011)

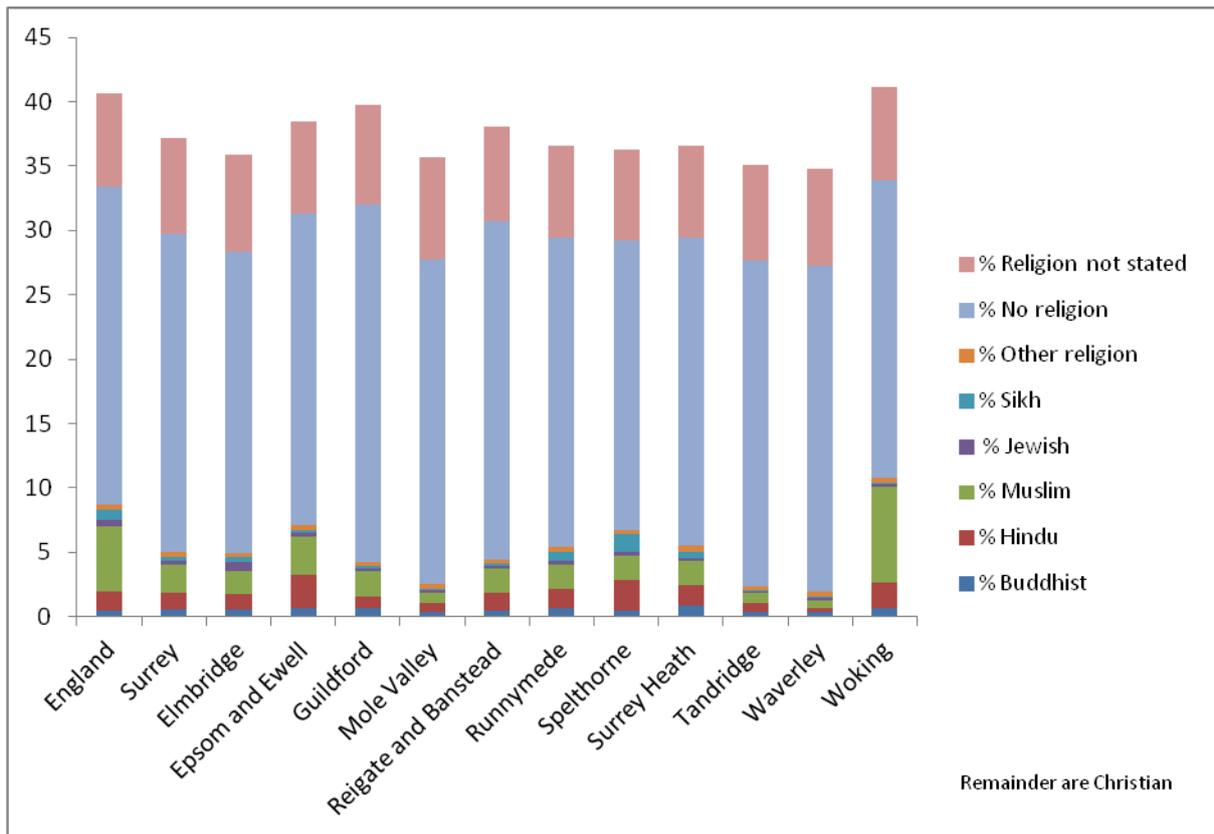


Figure 3 Proportion of Surrey population that identify themselves with belief system: (Census 2011)

Appendix B

Different Forms of Food Aid

Table 2. Forms of food aid taken and adapted from Defra 2014 report

Type of food Aid	Description	Included?
Food Stamps or Vouchers	Given to eligible individuals or households, which entitle them to purchase food at below market price, or to obtain a food ration. For example: Healthy Start.	Y
Food provided as part of community care	Distributed to people in their own homes and may or may not be free to users. For example: 'Meals on Wheels'	N
Food Banks	Projects which provide parcels of food stuffs for people to take away and prepare and eat at home. Other terms are used to describe this kind of provision in the US and Canada, for example, 'food pantry'.	Y
Building-based food provision	Where food is prepared and eaten on-site. For example: day centres; lunch clubs. Provision to children, for example in day care nurseries, was out of scope.	N
Non-building based food provision	Where food is provided (hot or cold, often soups and/or sandwiches) which people can take away. For example: drop-in centres; soup runs.	Y
Institutional Feeding (most commonly through schools)	Meals at midday or breakfast, or one commodity such as milk, are provided, sometimes free or subsidized. (Partially in scope: evaluations of free school meals and free	N
Supplementary Feeding (for infants, young children or new mothers)	Food is usually of a particular kind (e.g. high energy, high protein, micronutrient rich), to be consumed in addition to the usual diet.	N
Emergency feeding	In refugee camps or following a natural disaster, or provided as part of development aid.	N
Food Rations	A more generic version of distribution, usually of fixed amounts of food commodities, given to all who are eligible. Eligibility is defined by government, aid-giving body or some other institution.	N
Food-for-work	Where people do a specific job, usually manual labour, and are paid in food, usually to take to their homes (e.g. sacks of flour, cans of oil).	N

Appendix C

Additional Results

Table 3. Referring Agencies (Other)

Home School Link Workers, Probation, Dom Abuse, churches, Local Community wardens, Youth Support Services, CAMS, MHRs, Age UK

probation, drug and alcohol units, debt counselling, housing support WBC, youth support agencies, mental health teams, church pastors, Surrey skills in recovery, Housing support, child protection services, terrance Higgins trust,

We have over 85 agencies signed up, too many to list

church ministers

Home School Link Workers, Probation Officers

school link workers, probation services, debt advisors, Housing agencies, Age UK

Housing services

Churches

Table 4. Agencies Signposted to (Other)

Local Action Scheme, Furniture Project, Besom,

Besom, church lunches,

Plus a few others

Many others - Over 40 agencies have referred

other support / activities they can access at St Saviour's

None unless asked

Housing services

Christians Against Poverty

Table 5. Food Collection Processes (Other)

Monthly church collections , School collections

Collection points in Churches.

regular church collections

Business collections

collection points in local churches

Collection days at supermarkets

most donations come from the church community and local schools

Scheduled Supermarket Collections rather than Permanent Collection Points

Food drives by businesses and at local supermarket

Local Food Wholesaler

Collection points in all the churches

**This report has been written by:
Laura Saunders**

Formerly Public Health Development Worker, Public Health, Surrey County Council

For more information on this report please contact:

Kate Crockatt

Health Development Worker, Public Health, Surrey County Council

Kate.Crockatt@surreycc.gov.uk