

Cash-First: Towards ending the need for food banks in Scotland

Child Rights and Wellbeing Impact Assessment (CRWIA)

October 2023

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CRWIA Stage 2 – Assessment of Impact and Compatibility

Background

The Scottish Government's 2021 and 2022 Programmes for Government committed to publishing a Plan, grounded in human rights, that sets out the further action we will take to improve the response to hardship so as to reduce the need for food banks. This is a cornerstone of our commitment to tackling poverty, protecting and fulfilling the right to food and achieving our Good Food Nation ambition.

A draft Plan was developed with contributions from a stakeholder steering group and direct experience reference group, and this was published for consultation between 20 October 2021 and 25 January 2022.¹ There were over 400 responses² and an independent analysis of views has been published.³ This reaffirmed a shared consensus across Scotland, including among food banks and other food aid providers, for a human rights informed approach to ensure that everyone can afford an adequate diet.

On 5 June 2023, the Scottish Government published *Cash-First: Towards ending the need for food banks in Scotland* ("the Plan").⁴ This details the nine targeted actions the Scottish Government will take over the next three years, alongside other public bodies, local services and anti-poverty organisations to improve the response to crisis and start to reduce the need for emergency food parcels. The learning from these actions will help to identify scalable interventions that move us closer towards our longer term ambition of a Scotland without the need for food banks, which we will continue to pursue to the fullest of our power and resource.

Our shared ambition is that everyone has a sufficient and secure income to be able to access food that meets their needs and preferences. Where financial hardship occurs, coordinated local responses are in place which prioritise cash-first assistance and integrate money advice and other holistic support services to reduce the need for food aid and prevent future hardship. Where help to access food is still needed, this is provided in a way that maximises dignity.

¹ Scottish Government, [C:\Users\kxh3421\Downloads\Ending the need for food banks: consultation on a draft national plan - gov.scot \(https://www.gov.scot\)](https://www.gov.scot/publications/consultation-analysis-draft-plan-ending-need-food-banks/) Ending the Need for Food Banks: Consultation on a draft national plan (2021) [Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](https://www.gov.scot/publications/consultation-analysis-draft-plan-ending-need-food-banks/)

² Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Published responses for Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](https://www.gov.scot/publications/consultation-analysis-draft-plan-ending-need-food-banks/)

³ Scottish Government, Ending the Need for Food Banks: Consultation analysis (2022) <https://www.gov.scot/publications/consultation-analysis-draft-plan-ending-need-food-banks/>

⁴ Scottish Government, *Cash-First: Towards ending the need for food banks in Scotland* (2023) <https://www.gov.scot/publications/cash-first-towards-ending-need-food-banks-scotland/>

While food insecurity and food bank use can occur in all household profiles, evidence suggests that younger people and households with children have a higher than average prevalence. These households may therefore benefit more from action to improve the response and prevent future hardship. A wide range of evidence has been considered to inform this view, and impact will continue to be reviewed during the delivery of the Plan.

Part 1 - What evidence have you used to inform your assessment? What does it tell you about the impact on children's rights?

This impact assessment considers the likely impact of the Plan and associated actions on the rights of children and young people. In doing so, we have considered official statistics and wider survey data, evidence from frontline services and academic research, and views from children and young people and children's rights organisations.

1.1 - Official statistics and wider survey data on prevalence of food insecurity

The Family Resources Survey and Scottish Health Survey provide official statistics on experience of food insecurity. The Family Resources Survey provides data on prevalence by the age of the head of the household and includes data on those aged 16 and 17 as part of the 16-24 age group.⁵ The latest data is from 2021-22 and found 18% of households with a head aged 16-24 experienced food insecurity, compared to the 7% average.

The Family Resources Survey also provides data on prevalence based on household composition and includes households with one, two and three or more children, as well as those with no children. The latest data highlighted that single adult households had the lowest rates of food security⁶:

- households with one adult and children were more likely to experience food insecurity rising from 21% for one child within the household to 27% for three or more children;
- households with two adults and children had lower rates of household food insecurity – 6% for households with one child, rising to 11% for three or more children; and
- households with three or more adults experienced food insecurity levels ranging from 5% for one child to 18% for three or more children within the household.

⁵ DWP, Family Resources Survey: financial year 2021 to 2022 (2023) household food insecurity data table, 9.3 [Family Resources Survey: financial year 2021 to 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/family-resources-survey-financial-year-2021-to-2022-household-food-insecurity-data)

⁶ DWP, Family Resources Survey: financial year 2021 to 2022 (2023) household food insecurity data table, 9.2 [Family Resources Survey: financial year 2021 to 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/family-resources-survey-financial-year-2021-to-2022-household-food-insecurity-data)

The Scottish Health Survey (SHeS⁷ provides data on experience of household food insecurity, and this includes disaggregation by age. The latest data set from 2021 suggests that younger people experience higher levels of concern of food insecurity:

- 12% aged 16-24 compared with 18% aged 25-34 and 0% for those aged 75 and over were most likely to worry about running out of food in the previous 12 months⁸;
- 6% aged 16-24 compared with 12% aged 25-34 and 0% aged 75 and over reported eating less than they normally would over the previous 12 months because of a lack of money or other resources⁹ ; and
- 2% aged 16-24 compared with 5% aged 25-34 and 0% aged 75 and over reported running out of food in the previous 12 months due to lack of money or other resources.¹⁰

Data from these surveys is used for reporting against our National Outcomes, our Tackling Child Poverty Delivery Plan and Good Food Nation ambition.

Part 2 - Evidence from frontline services and academic research

While data from food banks can provide helpful insight from frontline crisis response services, this is not a reliable indicator of need as many people experiencing hardship do not seek this assistance.

The Trussell Trust and Independent Food Aid Network publish regular data on the household profile of the people who seek support from food banks in their networks. It should be noted that this data does not cover all food banks or food aid provision. While both organisations publish data on the number of households with children supported, neither provides data on the age profile of those supported under the age of 16.

Trussell Trust data covering April 2022 – September 2022¹¹ found that over 34% of parcels provided in Scotland supported households with children. The Trussell Trust's State of Hunger report 2021¹² indicated that while the socio-economic profiles of people who report food insecurity and those who are referred to food banks are generally similar, this is not the case for young people aged 16-24 who have 'high levels of food insecurity but low levels of referrals to food banks'.

⁷ Scottish Government, Scottish Health Survey 2021 (2022): volume 1: main report [Supporting documents - The Scottish Health Survey 2021 - volume 1: main report - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/scottish-health-survey-2021-main-report-2022-2023/pages/11.aspx)

⁸ Scottish Government, Scottish Health Survey 2021 (2022): supplementary table 22, WV1 [Scottish Health Survey 2021: supplementary tables - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/scottish-health-survey-2021-supplementary-tables-2022-2023/pages/11.aspx)

⁹ Scottish Government, Scottish Health Survey 2021 (2022): supplementary table 22, WV5 - [Scottish Health Survey 2021: supplementary tables - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/scottish-health-survey-2021-supplementary-tables-2022-2023/pages/11.aspx)

¹⁰ Scottish Government, Scottish Health Survey 2021 (2022): supplementary table 22, WV9 - [Scottish Health Survey 2021: supplementary tables - gov.scot \(www.gov.scot\)](https://www.gov.scot/publications/scottish-health-survey-2021-supplementary-tables-2022-2023/pages/11.aspx)

¹¹ Trussell Trust, MYS Nation and Regional briefing, Scotland (2022) [MYS-Nation-and-Regional-briefing_Scotland.pdf \(trusselltrust.org\)](https://www.trusselltrust.org/mys-nation-and-regional-briefing-scotland/)

¹² Trussell Trust, State of Hunger report (2021) [State-of-Hunger-2021-Report-Final.pdf \(trusselltrust.org\)](https://www.trusselltrust.org/state-of-hunger-2021-report-final/)

The Trussell Trust's most recent end-year statistics, published on 26 April 2023¹³ for April 2022-March 2023, highlighted a total of 259,744 food parcels had been provided - 171,776 to adults with a further 87,968 (33.8%) to children. These figures reflect a 30% increase compared to 2021/2022, 37% across the UK. The number of parcels provided between April 2022 – March 2023 represents a 50% increase in the number of parcels distributed by food banks in the Trussell Trust network in Scotland five years ago in 2017/18, with the increase in parcels for children greater still, at 57%.

The report also highlighted that Scotland saw a smaller percentage increase in the number of parcels provided for children from November 2022-March 2023. There was a 17% increase in Scotland compared to 42% in England. At the Social Justice and Social Security Committee (Scottish Parliament, 4 May 2023) Trussell Trust stated that "The Scottish Child Payment is a great example of a policy that is starting to make a positive difference.When we released our annual parcel figures last week (26 April 2023) it does look like there's a much lower percentage increase in the number of parcels for children from November 2022 to March 2023."

The Scottish Welfare Fund¹⁴ can provide financial support in the form of a crisis grant – cash or cash equivalent – if experiencing an unexpected emergency situation e.g. fire or flood. It can also provide assistance with community care grants to help with expenses to live within the community. Data collected up to 30 September 2022¹⁵ highlights that since its inception in April 2013, 491,630 unique households received at least one award, of which there were 22% single parent households.

A Scottish Government funded pilot project delivered by Citizens Advice Scotland offered shopping cards as an alternative to food bank referrals via seven advice bureaux between 2021-22.¹⁶ Their monitoring data found that of the 3,337 shopping cards issued, 1,566 (46.9%) were for children within a household. No data was collected to evaluate the age of people who accepted welfare and/or money advice.

Food Foundation¹⁷ data published January 2023 stated that 24.4% of households with children experienced food insecurity. 84% of households were concerned about the impact of the cost of living on their children's general wellbeing.

There is limited published academic evidence on food insecurity experiences of children and young people. The available research does indicate that few children actually experience severe food insecurity because adults, particularly women, in the household try to protect children from the impact¹⁸. However the research notes that

¹³ Trussell Trust, end year statistics, 2022-2023 (2023) [End of Year Stats - The Trussell Trust](#)

¹⁴ Scottish Government, Scottish Welfare Fund [Scottish Welfare Fund - Social security - gov.scot \(www.gov.scot\)](#)

¹⁵ Scottish Government, Scottish Welfare Fund monthly data up to 30 Sept 2022 (2022) [Scottish Welfare Fund, Self-Isolation Support Grant and Discretionary Housing Payments: monthly data - gov.scot \(www.gov.scot\)](#)

¹⁶ Citizens Advice Scotland, Shopping card evaluation report (2022) [Shopping card pilot final evaluation November 2021](#)

¹⁷The Food Foundation, Food insecurity tracking, round 6a, 7a (2020,2021) [Food Insecurity Tracking | Food Foundation](#)

¹⁸ M Fram et al., Children are aware of food insecurity and take responsibility for managing food resources (2011) *The Journal of Nutrition*, 141(6); S Cantillon and B Nolan, Poverty within

children are aware of food insecurity in their families and internalise responsibility for managing food resources to alleviate pressure on their carers.¹⁹

One qualitative study provides evidence of teenagers developing informal strategies to combat food insecurity; namely sharing food within their peer networks outside of the home.²⁰ Another study highlights, however, how the inability to afford food can have a detrimental effect on young people's social interaction, as they are restricted from leisure activities that involve buying and consuming food.²¹ Young adults experiencing food insecurity, who may have recently left the parental home, can find it harder to seek out, or accept, both formal and informal support due to perceived stigma and 'a strong sense of independence'.²²

Some UK research has focused on food insecurity during the school holidays, where the pressure on household budgets for food can become more acute for children eligible to receive free school meals on the basis of low income.^{23,24,25,26} Since the onset of the pandemic, payments in lieu of the cost of meals has been provided to families alongside a range of local holiday activity, meal and childcare provision. Local areas have adopted different models and some literature has questioned the extent to which programmes that focus solely on meal provision represent a socially acceptable solution to childhood food insecurity.^{27,28,29,30}

Households: Measuring Gender Differences Using Non-Monetary Indicators (2001) *Feminist Economics*. 7(1), pp. 5-23.

¹⁹ M Fram et al., Children are aware of food insecurity and take responsibility for managing food resources (2011) *The Journal of Nutrition*, 141(6)

²⁰ L Laverty, Managing food insecurity through informal networks of care: an ethnography of youth practices in the North of England (2019) *Sociology of health & illness* vol. 41,4 : 709-722. Doi:10.1111/1467-9566.12847 [Managing food insecurity through informal networks of care: an ethnography of youth practices in the North of England – PubMed \(nih.gov\)](#)

²¹ A Knight, R O'Connell and J Brannen, Eating with Friends, Family or Not at All: Young People's Experiences of Food Poverty in the UK (2018) *Child Soc*, 32: 185-194. [Eating with Friends, Family or Not at All: Young People's Experiences of Food Poverty in the UK - Knight - 2018 - Children & Society - Wiley Online Library](#)

²² C McPherson, e Young people , food insecurity and Covid-19 : A qualitative study in Edinburgh and London. (2020) [YOUNGP3-1.pdf \(hw.ac.uk\)](#)

²³ Poverty and Inequality Commission, Advice for the Scottish Government on Addressing Poverty During School holidays (2018) [Poverty-and-Inequality-Commission-advice-on-poverty-in-school-holidays.pdf \(povertyinequality.scot\)](#)

²⁴ SPIRU, Holiday out of school provision in Scotland (2021) [SAC-SPIRU - Holiday Out of School Provision - Final Draft V2 210910 \(gcu.ac.uk\)](#)

²⁵ R Machin, Understanding holiday hunger (2016) *Journal of Poverty and Social Justice*, 24 (3), pp. 311-319. [14536_Machin.pdf \(ntu.ac.uk\)](#)

²⁶ P Stretesky, M Defeyter, M Long, L Ritchie, D Gill. Holiday Hunger and Parental Stress: Evidence from North East England. (2020) *Sustainability*12(10):4141. [14536_Machin.pdf \(ntu.ac.uk\)](#)

²⁷ Scottish Government, Get Into Summer 2021: Qualitative Evaluation (2022) [Supporting documents - Get into Summer 2021: qualitative evaluation - gov.scot \(www.gov.scot\)](#)

Scottish Government, Summer Holiday Food, Activities and Childcare Programme (2023) [Supporting documents - Summer holiday food, activities and childcare programme: evaluation report - summer 2022 - gov.scot \(www.gov.scot\)](#)

²⁸ BMJ blog, Holiday hunger requires radical long term solutions (2018) [Holiday hunger requires radical long term solutions - The BMJ](#)

²⁹ M Long, M Defeyter PStretesky, Holiday Hunger in the UK: Local Responses to Childhood Food Insecurity (2021) Routledge. [Holiday Hunger in the UK | Local Responses to Childhood Food Insecurity \(taylorfrancis.com\)](#)

³⁰ H Lambie-Mumford and L Sims Feeding Hungry Children: The Growth of Charitable Breakfast Clubs and Holiday Hunger Projects in the UK (2018) *Child Soc*, 32: 244-254 [Feeding Hungry](#)

There is evidence that food insecurity during childhood can impact on developmental outcomes including diminished academic, behavioural and social functioning as well as negative mental health outcomes.³¹ Child hunger has also been linked with depression and suicidal thoughts in late adolescence and early adulthood.³²

Part 3 - Views from children and young people, and children's rights organisations

The Food Foundation undertook a Children's Future Food Inquiry³³ and the findings resulted in the development of a Children's Right2Food nationwide initiative to ensure every child in the UK can access and afford good food. Led by a team of Young Food Ambassadors across the UK, the campaign called for government action to tackle children's food insecurity and childhood obesity caused by inequalities.

In March 2021 the Scottish Government food insecurity team convened a meeting with the Young Food Ambassadors based in Scotland and Scottish Government policy leads from school-age child care, free school meals, child poverty and attainment challenge. The young people shared their experiences and campaign asks while also asking questions of officials on relevant areas of policy development. It was an important opportunity for officials to hear directly from young people to help inform development of food policy that impacts on them. The relationship is ongoing and a follow up meeting with the group will take place in late Spring 2023. This will help inform the delivery of the Plan in practice.

The Scottish Youth Parliament recently held a campaign³⁴ on the Right to Food and have published their findings.³⁵ There were 846 respondents between the age of 12-26 to the consultation. Over 90% of young people agreed with their statement that 'The right to food should be upheld in Scotland by creating a fair, healthy, and sustainable food system that is accessible to everyone. However only 40.4% of young people indicated that they do know what help and support is available in their local community if they need help in accessing food.'

[Children's: The Growth of Charitable Breakfast Clubs and Holiday Hunger Projects in the UK - Lambie-Mumford - 2018 - Children & Society - Wiley Online Library](#)

³¹ L McIntyre., JV Williams, DH Lavorato, S Patten S, Depression and suicide ideation in late adolescence and early adulthood are an outcome of child hunger (2012) *Journal of Affective Disorders*, 150(1), pp.123-9; S Kirkpatrick, L McIntyre, and M Potestio, Child hunger and long-term adverse consequences for health (2010) *Archives of Pediatrics & Adolescent Medicine*, 164(8)

³² L McIntyre et al., Depression and suicide ideation in late adolescence and early adulthood are an outcome of child hunger (2012) *Journal of Affective Disorders*, 28

³³ The Food Foundation, Launch of the Children's Future Food Inquiry final report (2019) [Launch of the Children's Future Food Inquiry final report | Food Foundation](#)

³⁴ Scottish Youth Parliament, Right to Food, campaigns (2023) [Right to Food - Scottish Youth Parliament \(syp.org.uk\)](#)

³⁵ Scottish Youth Parliament, Young People's Right to Food report (2023) [Young People's Right to Food \(syp.org.uk\)](#)

One action listed for decision makers to consider was for the availability of Young Scot discounts. A Young Scot Membership³⁶ allows young people to apply for a National Entitlement Card (NEC) between the age of 11 and 25. This allows holders to access a range of discounts and rewards and to access school lunches in many areas.

Young Scot supports young people to share their views, voices and opinions and recently carried out a survey of 1,000 young people aged between 11 and 25 called 'How is the current cost of living affecting you?'.³⁷ In response 34.2% stated they were moderately or very concerned about being able to afford or access food and 82.1% stated that a discount card would be useful for food purchases.

Research was undertaken by the Children and Young People's Commissioner Scotland in 2016³⁸ to identify how food insecurity is understood by children between the ages of 5 to 11. Information provided was anecdotal: no specific percentage figures of the experiences of food insecurity were recorded.

It was established that children across all of the sessions identified money as the most significant reason why some children may not have the food they need. Some children made the link between not having enough money and using food banks.³⁹

Children also expressed awareness and understanding of the role of food banks as a potential coping mechanism for a family in difficulty, demonstrating the speed at which food banks have become institutionalised in Scotland. Not all children felt that food banks were a fair solution. All children agreed that children have a right to food, but acknowledged that there are many barriers to making rights a reality.⁴⁰

The children were perceptive and aware that issues around food insecurity affected all children, but they also highlighted particular groups who should be more involved in decision making, including those who are homeless and disabled children.⁴¹

³⁶ Young Scot National Entitlement Card [Young Scot National Entitlement Card – Young Scot](#)

³⁷ C:\Users\kxh3421\Downloads\YS_CostofLiving_report_2022.pdf (<https://squarespace.com>) Young Scot, "How is the current cost of living affecting you?" survey (2022) [How is the Current Cost of Living Affecting You? Survey Results December 2022 - Young Scot Corporate](#)

³⁸ Children and Young People's Commissioner Scotland, Resources, Living is more important than just surviving (2016) - [Living is more important than just surviving - The Children and Young People's Commissioner Scotland \(cypcs.org.uk\)](#)

³⁹ Children and Young People's Commissioner Scotland, Resources, Living is more important than just surviving (2016) page 10 [Living is more important than just surviving - The Children and Young People's Commissioner Scotland \(cypcs.org.uk\)](#)

⁴⁰ Children and Young People's Commissioner Scotland, Resources, Living is more important than just surviving (2016) page 13 [Living is more important than just surviving - The Children and Young People's Commissioner Scotland \(cypcs.org.uk\)](#)

⁴¹ Children and Young People's Commissioner Scotland, Resources, Living is more important than just surviving (2016) page 17 [Living is more important than just surviving - The Children and Young People's Commissioner Scotland \(cypcs.org.uk\)](#)

3.1 - Responses to consultation on draft Plan

Over 400 respondents shared their views on the draft Plan through an online consultation and series of direct experience workshops between 20 October 2021 and 25 January 2022.⁴² While no direct contact was made with children and young people through the consultation, responses were received from a wide range of organisations representing their interests⁴³ including:

- Children and Young People’s Commissioner Scotland.⁴⁴
- Child Poverty Action Group for Scotland.⁴⁵
- Children’s Health Scotland.⁴⁶
- Royal College of Paediatrics and Child Health Scotland.⁴⁷
- Save the Children.⁴⁸
- Youth Link.⁴⁹

Children’s rights organisations also had a role in shaping the strategic policy development, including through the Steering Group on Ending the Need for Food Banks and direct experience reference group.

Ten direct experience workshops were conducted within the consultation publication period. The direct impact of child poverty was articulated by attendees whose feedback and suggestions for mitigation activities mirrored the wider views of consultation respondents. Attendees of the workshops included people with no recourse to public funds and asylum seekers, highlighting the particular challenges for this type of household, including children and young people.

The proposed Tackling Child Poverty Delivery Plan was welcomed and participants agreed that the Plan should align with it and wider policy objectives including the

⁴² Scottish Government, Ending the Need for Food Banks: Consultation on a draft national plan (2021) [Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴³ Including but not limited to: *Children and Young People’s Commissioner Scotland, Children’s Health Scotland, Child Poverty Action Group (CPAG) in Scotland, Childsmile, Family Fund, Newtongrange afterschool club and Breakfast club, One Parent Families Scotland, Royal College of Paediatrics and Child Health Scotland, Save the Children, Scottish Association for Social Work, St Paul’s Youth Forum, Venchie Children’s and Youth Project, Youth Link*

⁴⁴ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 965057874 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴⁵ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 342379192 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴⁶ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 21195059 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴⁷ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 130821760 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴⁸ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 827809472 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

⁴⁹ Scottish Government, Ending the Need for Food Banks: Published consultation responses (2022) [Response 989001254 to Ending the need for food banks: a draft national plan - Scottish Government consultations - Citizen Space](#)

Good Food Nation ambition. There was also strong support across the consultation response to incorporate the Right to Food into Scots Law.

Feedback contained within the consultation analysis highlighted the positive effect of a cash-first approach during the pandemic when restrictions were in place and throughout the recovery period. This included the importance of alternatives to free school meal provision for low income households which was provided as cash payments, food vouchers and meals, the value of which varied across local authorities from £10-20 per week. Take-up by parents was noted to have increased if provision was via a cash payment. Families experiencing food insecurity should have choice in how their needs are best met, to deliver better results.⁵⁰

3.2 - Identify any gaps in the evidence base, and set out how you will address these

No specific breakdown into age ranges is collected for children and young people aged between 0 -16 for the Scottish Health Survey, Family Resources Survey or Poverty and Income Inequality in Scotland 2019-2022⁵¹. Data collected by the Trussell Trust and Independent Food Aid Network also does not breakdown into specific age ranges.

We will monitor these gaps by:

- continuing to undertake a national measurement of food insecurity through the Scottish Health Survey and the Family Resources Survey;
- partnering with food bank networks to monitor impact on number of food banks and parcel demand, and with community food networks to understand wider impact on non-parcel provision;
- commissioning independent evaluation of funded activities, both from the perspective of frontline practitioners and people seeking support, and disseminating local good practice examples; and
- exploring the integration of food insecurity measurement in the evaluation of income-boosting measures like the Scottish Child Payment and through exploration of a Minimum Income Guarantee.

⁵⁰ Scottish Government, Ending the Need for Food Banks: Consultation analysis (2022) [Ending the need for food banks – draft plan: consultation analysis – gov.scot \(www.gov.scot\)](https://www.gov.scot/ending-the-need-for-food-banks-draft-plan-consultation-analysis)

⁵¹ Scottish Government, Poverty and Income Inequality in Scotland 2019-22 (2023) [Poverty and Income Inequality in Scotland 2019-22 \(data.gov.scot\)](https://data.gov.scot/poverty-and-income-inequality-in-scotland-2019-22)

Analysis of the evidence

Part 4 - How have the findings outlined in questions 1-3 influenced the development of the relevant proposal?

The evidence above has informed the development of the approach and actions within the Plan, in particular the Cash-First Programme which is built on learning from the first two years of the pandemic response.

Part 5 - Assessing for compatibility against the UNCRC requirements

What impact does/will your relevant proposal have on children's rights (Please tick positive, negative or neutral)

- Positive
 - Article 3 Best interests of the child
 - Article 12 Respect for the views of the child
 - Article 18 Parental responsibilities and state assistance
 - Article 24 Health and health services
 - Article 26 Social security
 - Article 27 Adequate standard of living

- Negative – not applicable

- Neutral
 - Article 1 Definition of the child
 - Article 2 Non-discrimination
 - Article 4 Implementation of the Convention
 - Article 5 Parental guidance and a child's evolving capacities
 - Article 6 Life, survival and development
 - Article 7 Birth registration, name, nationality, care
 - Article 8 Protection and preservation of identity
 - Article 9 Separation from parents
 - Article 10 Family reunification
 - Article 11 Abduction and non-return of children
 - Article 13 Freedom of expression
 - Article 14 Freedom of thought, belief and religion
 - Article 15 Freedom of association
 - Article 16 Right to privacy
 - Article 17 Access to information from the media
 - Article 19 Protection from violence, abuse and neglect
 - Article 20 Children unable to live with their family
 - Article 21 Adoption
 - Article 22 Refugee children
 - Article 23 Children with a disability
 - Article 25 Review of treatment in care

- Article 28 Right to education
- Article 29 Goals of education
- Article 30 Children from minority or indigenous groups
- Article 31 Leisure, play and culture
- Article 32 Child labour
- Article 33 Drug abuse
- Article 34 Sexual exploitation
- Article 35 Abduction, sale and trafficking
- Article 36 Other forms of exploitation
- Article 37 Inhumane treatment and detention
- Article 38 War and armed conflicts
- Article 39 Recovery from trauma and reintegration
- Article 40 Juvenile justice
- Article 41 Respect for higher national standards
- Article 42 Knowledge of rights

First optional protocol

- Positive – not applicable
- Negative – not applicable
- Neutral –
 - Article 4
 - Article 5
 - Article 6
 - Article 7

Second optional protocol

- Positive – not applicable
- Negative – not applicable
- Neutral –
 - Article 1
 - Article 2
 - Article 3
 - Article 4
 - Article 6
 - Article 7
 - Article 8
 - Article 9
 - Article 10
 - Article 11

Part 6 – Impact on children and young people

People of all ages will benefit from the actions contained in the Plan, but as younger people and households with children tend to have a higher prevalence of food insecurity they are more likely to benefit from these actions.⁵²

Article 3 : Best interests of the child

- Evidence from child health experts highlights a clear link between poverty and poorer child health and wellbeing outcomes. By improving the response to financial hardship, the Plan is likely to have a positive impact on fulfilling the best interests of children and young people.

Article 12: Respect for the views of a child

- The Plan process has considered the views of children, young people and those that advocate for their rights, and we will continue to engage with these stakeholders throughout the delivery of the Plan.

Article 18: Parental responsibilities and state assistance

- The Plan sets out collaborative action, including through state assistance, to improve the response to financial crisis and enable households to access food and other essentials that meet their needs and preferences.

Article 24: Right to health and health services

- Access to cash in a crisis provides households with greater choice around food and other essentials, enabling people to better meet their dietary, social and cultural needs and preferences.

Article 26: Right to social security

- The Plan will help to improve the response to crisis and includes specific action to embed access to welfare advice as part of a holistic support service offering to strengthen income and help prevent future hardship.

Article 27 (1-3) : Right to adequate standard of living

- Improving the response to crisis so that people are able to access food and other essentials with dignity and choice, regardless of their income, will help to progress children and young people's right to an adequate standard of living.

⁵² DWP, Family Resources Survey: financial year 2021 to 2022 (2023) [Family Resources Survey: financial year 2021 to 2022 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/family-resources-survey-financial-year-2021-to-2022)

Part 7 - Negative Impact/Incompatibility

No negative impact has been identified.

Part 8 - Options for modification or mitigation of negative impact or incompatibility

No negative impact has been identified. Regular monitoring of the Plan delivery will be undertaken to enable any mitigating action to be taken promptly.

- **Issue or risk identified per article/ optional protocol –**
While the Plan and associated actions may improve the response to financial crisis, wider pressure on household budgets could still increase the overall prevalence of household food insecurity – including in households with children.
- **Action taken/to be taken –**
The Scottish Government will monitor the impact of the nine actions in the Plan, including by commissioning an independent evaluation of the Cash-First Programme.
- **Date action to be taken or was taken –**
Ongoing

Part 9 - Positive impact: Giving better or further effect to children's rights in Scotland

Improving the response to crisis is likely to have a positive impact on the rights of children and young people in Scotland.

Part 10 - Impact on Wellbeing: does or will the relevant proposal contribute to the wellbeing of children and young people in Scotland?

Please tick all of the wellbeing indicators that are relevant to your proposal.

10.1 Wellbeing Indicator

Safe - Growing up in an environment where a child or young person feels secure, nurtured, listened to and enabled to develop to their full potential. This includes freedom from abuse or neglect. Will there be an improvement in wellbeing in relation to this indicator: **No**

Healthy - Having the highest attainable standards of physical and mental health, access to suitable healthcare, and support in learning to make healthy and safe choices. Will there be an improvement in wellbeing in relation to this indicator: **Yes**

Achieving - Being supported and guided in learning and in the development of skills, confidence and self-esteem, at home, in school and in the community. Will there be an improvement in wellbeing in relation to this indicator: **Yes**

Nurtured - Growing, developing and being cared for in an environment which provides the physical and emotional security, compassion and warmth necessary for healthy growth and to develop resilience and a positive identity. Will there be an improvement in wellbeing in relation to this indicator: **No**

Active - Having opportunities to take part in activities such as play, recreation and sport, which contribute to healthy growth and development, at home, in school and in the community. Will there be an improvement in wellbeing in relation to this indicator: **Yes**

Respected - Being involved in and having their voices heard in decisions that affect their life, with support where appropriate. Will there be an improvement in wellbeing in relation to this indicator: **Yes**

Responsible - Having opportunities and encouragement to play active and responsible roles at home, in school and in the community, and where necessary, having appropriate guidance and supervision. Will there be an improvement in wellbeing in relation to this indicator: **No**

Included - Having help to overcome inequalities and being accepted as part of their family, school and community. Will there be an improvement in wellbeing in relation to this indicator: **Yes**

Post Assessment Review and sign-off

Part 11 - Communicating impact to children and young people

Officials have engaged with stakeholders, including children and young people and organisations whose main focus is promoting their rights and wellbeing. We will continue to communicate throughout the delivery of the Cash-First Plan to further understand impact and disseminate learning.

Part 12 - Planning for the review of impact on child rights (Stage 3)

We will monitor the impact of actions linked to the Plan throughout the three year delivery period and may commission further evidence gathering subject to local needs and circumstance.

An evaluation of the Cash-First Programme will be published in Spring 2026 and this will inform the Stage 3 review of the wider impact of the Plan on child rights.

Part 13 - Compatibility sign off statement

This relevant proposal has been assessed against the UNCRC requirements and has been found to be compatible.

Deputy Director Signature & Date of Sign Off: Julie Humphreys, 28 June 2023

SGLD Sign Off: Yes No

Disclaimer

This document is an initial assessment of the impact of Cash-First: Towards ending the need for food banks in Scotland, and the Scottish Government will continue to review and update this document where required during the plan delivery. Any future iterations will reflect an increased understanding of these impacts as the amount of data and research available continues to grow. This impact assessment should be read in conjunction with other impact assessments, including the Equality Impact Assessment and the Fairer Scotland Duty Assessment.



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Any enquiries regarding this publication should be sent to us at

The Scottish Government
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Edinburgh
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