

**magic
breakfast**
fuel for learning

A young boy with short brown hair, wearing a dark green V-neck sweater over a white collared shirt, is smiling broadly at the camera. He is holding a yellow plastic cup. In the background, another child is seated at a table with a plate of food. The setting appears to be a school cafeteria or dining hall.

Making the Case for School Breakfasts

Improved Educational and Health
Outcomes for Children

'These kids only have one chance at childhood and one chance at education. Education is going to be their best way out of poverty. By feeding and valuing them, Magic Breakfast makes a practical difference to these children every single day'

Mei Yi Choi, DeBohun School, Enfield

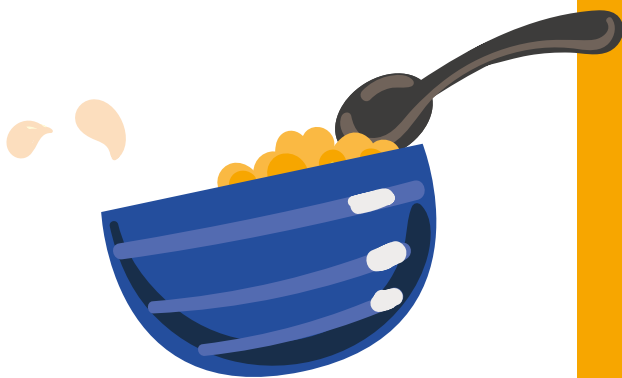


Magic Breakfast was established in 2001 by Carmel McConnell MBE in response to headteachers telling her that the biggest obstacle to them being able to teach was hunger among their pupils.

Magic Breakfast forms partnerships with schools, working with them to ensure the most vulnerable children have access to a healthy meal, without barrier or stigma, in a safe, nurturing environment, at the start of the school day.

We currently work with 480 schools in England and in Scotland feeding 48,480 children each morning.

We also partner with Family Action to implement a Department for Education funded programme, The National School Breakfast Programme, in over 1,775 schools feeding 280,000 children each morning.



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Executive summary

An estimated 1.8 million school age children are at risk of hunger each morning¹. Hunger prevents children from learning and from reaching their full potential, with knock on effects for the UK's economic productivity and prosperity.

Since 2001, Magic Breakfast has formed partnerships with schools, working to ensure the most vulnerable children have access to a healthy meal, without barrier or stigma, at the start of the school day.

Our mission has been the same from day one; no child should start their school day too hungry to learn. To achieve this mission, we believe Government action is needed. We are calling on the Government to build on its existing leadership on school breakfasts, demonstrated by its investment in the National School Breakfast Programme (NSBP), and make a permanently funded legislative commitment to school breakfasts.

We present the following recommendations as a roadmap for Government to work towards ending morning classroom hunger for good. Our proposals will boost educational attainment, the skill of our workforce and the growth of our economy.

Our Recommendations

▶ One

The Government is currently carrying out a one year Comprehensive Spending Review. An immediate priority for the Government must be to commit to renewing funding for the NSBP and its supported schools for an additional £12m a year.

▶ Two

To reach all schoolchildren at risk of hunger, the Government should introduce primary

legislation requiring schools to provide children with access to a healthy school breakfast.

▶ Three

The Government should provide additional funding to schools to enable them to provide a free school breakfast to pupils at risk of hunger.

▶ Four

The National Funding Formula for schools should be amended to include extra funding for schools calculated based on the number of pupils on roll in Income Deprivation Affecting Children Index (IDACI) Bands A-F (a robust proxy for estimating the number of children at risk of hunger).

▶ Five

The Government should establish a guidance framework for schools that sets standards for school breakfast provision and should explore, in consultation with schools and children, what further support is needed.

▶ Six

Funding received by schools should be ringfenced for breakfast provision and schools should be required to sign a partnership agreement setting out the terms and conditions of the funding, and report annually.

▶ Seven

Revenue from the Soft Drinks Industry Levy (SDIL) should continue to be allocated to school breakfasts. Any unspent additional revenue from the SDIL should be put towards the expansion of free school breakfast provision.

The Power of a Healthy, Free School Breakfast

Improved Educational Outcomes

Education is the single most important determinant of whether or not children reach their full potential. It is a tool that can be used to overcome social divisions, create opportunities and ensure the UK is an economic powerhouse.

- A systematic review of the effects of breakfast carried out by Leeds University found **a positive correlation between breakfast consumption and children's cognitive function including improvements in children's attention, memory, and executive function**².
- In 2016, the Education Endowment Foundation and The Institute for Fiscal Studies carried out a randomised controlled trial of Magic Breakfast's model and found pupils in schools supported by Magic Breakfast made an additional **2 months academic progress over the course of a year**³.
- Teachers report that school breakfast

provision **improves pupils' behaviour, readiness to learn, energy levels, concentration, punctuality and attendance**⁴.

This evidence suggests that school breakfast provision can contribute towards **tackling the educational attainment gap, improving the skill and productivity of our workforce, and driving economic growth**. It can also act as **free childcare**, allowing more parents to return to work.

Improving Health Outcomes

- A 2019 systematic review found that **skipping breakfast was associated with being overweight or obese in children**⁵.
- 90% of teachers in Magic Breakfast schools reported that they had observed an **improvement in children's healthy eating habits** since the establishment of a school breakfast provision⁶.
- 82% of teachers surveyed by Magic Breakfast reported they had observed improvements in children's mental and emotional well being as a result of school breakfast provision⁷.

'As we are in a deprived area, it was not unusual for our children to turn up to school with a bag of crisps or biscuits for breakfast. Since we have started the breakfast club provision it is very rare that we will see this happen as the children can have a healthy breakfast at school.'

Teacher from a Magic Breakfast supported school

NSBP

National School Breakfast Programme

The NSBP is funded by the DfE, with revenue from the SDIL amounting to £23.7m, between March 2018 and March 2020. It is being delivered by two national charities, Family Action and Magic Breakfast.

Impact

The programme is currently feeding over 280,000 children (including 115,000 pupil premium children) in over 1,775 schools in England, each school morning¹¹.

In a typical week, NSBP delivers:

- 624,000 bagels
- 7,224 boxes of cereal
- 260kg of oats for porridge¹²

The Future of the Programme

The success achieved by the NSBP demonstrates the impact that free, healthy school breakfast provision can have on child hunger, education, health and well-being.

Funding for the Programme, can be extended for an additional 2 years, but is currently scheduled to end in March 2020.

With the current state of school funding, we anticipate that the majority of schools supported by the NSBP are very likely to need continued funding to maintain their free school breakfast provision in the short to medium term.

► Recommendation

The Government is currently carrying out a one year Comprehensive Spending Review.

An immediate priority for the Government must be to commit to renewing funding for the NSBP and its supported schools for an additional £12m a year.

This will prevent over 280,000 children from once again being at risk of hunger from 1 April 2020 onwards.

A Long Term Solution to Classroom Hunger

Existing UK Government Support for School Breakfasts

2013

The Department for Education (DfE) published the School Food Plan, recommending that schools with 40% or more pupils on Free School Meals (FSM) should set up breakfast clubs⁸.

2016

To help get these clubs started, DfE provided £1.1 million of funding over two years for 184 schools and Magic Breakfast was awarded the contract to deliver implementation⁹.

2018

The Conservative Government established the NSBP¹⁰.

Next step

Our policy proposal outlines the next steps to ensure that no child starts the day too hungry to learn.

The Immediate Next Step: Our Policy Proposal

Continued funding for NSBP is an important stepping stone towards ensuring no child starts the day too hungry to learn.

► **Recommendation:** To reach all schoolchildren at risk of hunger, the Government should introduce primary legislation requiring schools to provide children with access to a healthy school breakfast.

An amendment to the Education Act of 1996 is needed to place a requirement on school governing bodies to provide school breakfasts.

This legislation would apply to maintained nursery, primary, secondary, boarding and special schools; pupil referral units; academies and free schools; and non-maintained special schools.

Additional Funding

► **Recommendation:** The Government should provide additional funding to schools to enable them to provide a free school breakfast to pupils at risk of hunger.

The Income Deprivation Affecting Children Index

IDACI is a robust measure of relative income deprivation, based on the child's registered home address, that is already collected by schools. Bands A-F represent the highest levels of income deprivation¹³.

► **Recommendation:** The National Funding Formula for schools should be amended to include extra funding for schools calculated based on the number of pupils on roll in Income Deprivation Affecting Children Index (IDACI) Bands A-F (a robust proxy for estimating the number of children at risk of hunger).

Supporting Schools through Implementation

Magic Breakfast's 18 years of experience has demonstrated that breakfast provision has the greatest impact in reaching the children at risk of hunger when schools are directly supported with technical guidance and advice. Support enables schools to run a hunger focused provision targeting children most in need while maintaining a stigma free provision.

► **Recommendation:** The Government should establish a guidance framework for schools that sets standards for school breakfast provision and should explore, in consultation with schools and children, what further support is needed.

Accountability

► **Recommendation:** Funding received by schools should be ringfenced for breakfast provision and schools should be required to

sign a partnership agreement setting out the terms and conditions of the funding, and report annually.

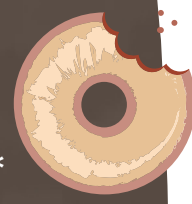
Costings

A typical Magic Breakfast provision has the following costs:

	Typical costs per school per year	Typical costs per child per year
Capacity building	£89	£1.06
Food and delivery	£4,630	£55.12
Total	£4,719	£56.18
School staffing costs	£8,000	£95.24
Total including school staffing costs	£12,719	£151.42

We are proposing that schools receive additional funding based on the number of IDACI pupils in band A-F on roll. IDACI data suggests that **1,378,529** children attending school in England are living in out of work or low income households.

If schools received funding based on the combined cost of food, delivery and capacity building per child the annual cost of this policy would be:

$$\begin{aligned}
 & \text{£}56.18^* \\
 & \times 1,378,529^{**} \\
 \hline
 & = \text{£}77,445,774
 \end{aligned}$$


'Magic breakfast is magic because it makes your brain work.'

Child from a Magic Breakfast supported school

* cost of food, delivery and capacity building per child per year

** number of children in IDACI Band A-F living in an out of work or low income household

If schools also received funding to cover staffing costs, in addition to the costs of food, delivery and capacity building, the annual cost of our policy would be: **£151.42** (cost of school breakfast provision per child per year) X **1,378,529** (number of children in IDACI Band A-F living in an out of work or low income household) = **£208,736,902**.

The Potential Economic Impact of our Proposal

Addressing classroom hunger is an investment in our children's educational attainment and future economic productivity. Achieving Level 2 qualifications, 1 or 2 GCSE passes, for example, is associated with an additional lifetime productivity return of £141,000¹⁴.

Potential Sources of Funding

► **Recommendation:** Revenue from the SDIL should continue to be allocated to school breakfasts. Any unspent additional revenue from the SDIL should be put towards the expansion of free school breakfast provision.

Government should also work with corporates who already invest in school breakfast provision to harness and leverage their commitment.

The clear benefits of school breakfast provision go beyond education. Given the role school breakfast can play in preventing childhood obesity, the Department for Health and Social Care and Public Health England should consider investing in school breakfast provision. The additional work and study access reported by schools as a result of school breakfast provision also provides a strong rationale for the Department for Work and Pensions to consider joining DfE in investing in school breakfasts.

Conclusion

Current levels of child hunger are unacceptable and school breakfast provision is a well evidenced policy solution that can address child hunger and boost educational and health outcomes. If, as a country, we believe that every child should have the opportunity to reach their full potential regardless of where they come from, what school they attend, or who their parents are then the Government must take urgent action and make a legislative, permanently funded commitment to school breakfasts.

Only an additional

1,480 pupils

per year would need to achieve GSEs as a result of school breakfast for the programme

to pay for itself,

even if school staffing costs were covered.



‘Magic breakfast makes a difference. A healthy start to the day gives all children an equal opportunity to be the best they can be.’

Head Teacher from a Magic Breakfast supported school

Introduction

UNDERLYING CAUSES OF FOOD INSECURITY

- ▶ **Rising cost of living**
Poverty premium
Housing costs
- ▶ **Insecure work**
Low pay
Job insecurity
Insecure/insufficient hours
- ▶ **Benefit inadequacy**
Benefit uprating
Benefit deductions
Two-child limit/benefit caps
Tapers
- ▶ **Lack of crisis support**
Local welfare
Benefit advice
Affordable credit
- ▶ **Inability to access benefits**
Five-week wait
Admin delays
Sanctions
Conditionality
No recourse to public funds

Source: End Hunger UK

Children Experiencing Food Insecurity in the UK

An estimated 1.8 million school age children are at risk of starting the day hungry each morning. This figure is based on UNICEF data which indicates 19% of children under 15 in the UK are living in moderately or severely food insecure households where parents and children are compromising the quality and quantity of the food they eat or are skipping meals altogether¹⁵.

Household food insecurity is caused by a number of underlying causes summarised in a diagram, created by End Hunger UK¹⁶.

Certain groups are more vulnerable to food insecurity than others. Almost half of young mothers (aged 16–24) surveyed by Young Women's Trust admitted regularly missing meals to provide for their children¹⁷. A study by the Food Standards Agency found that in England, Wales and Northern Ireland, food insecurity particularly affects the unemployed and those in the lowest income quartile¹⁸.

The high level of food insecurity experienced by children affects classrooms and schools across the country. Approximately five children in every class of 30 are at risk of hunger and a survey carried out by the National Association of Head Teachers found that 81% of school leaders have seen a rise in the number of pupils arriving at school hungry in the last five years¹⁹. Hunger prevents children from learning and from reaching their full potential, with knock on effects for the UK's economic productivity and prosperity.

Responding to Classroom Hunger: Magic Breakfast

Magic Breakfast was established in 2001 by Carmel McConnell MBE in response to headteachers telling her that the biggest obstacle to them being able to teach was hunger among their pupils. Carmel was astonished to learn that teachers were buying food out of their own pockets and bringing it in for children because parents were struggling to provide food within limited budgets, despite many being in work.

Over the last 18 years, Magic Breakfast has delivered food and formed high impact partnerships with schools, working with them to ensure the most vulnerable children have access to a healthy meal, without barrier or stigma, in a safe, nurturing environment, at the start of the school day. We currently work with 480 schools in England and in Scotland, feeding 48,480 children each morning and disbursed £1.9m of food support to schools in 2017/2018. We also partner with Family Action to implement a Department for Education (DfE) funded programme, The National School Breakfast Programme (NSBP), in over 1,775 schools, feeding over 280,000 children each morning²⁰.

We have seen first-hand the difference a free nutritious school breakfast can have on a child's life. Our schools have proven that alleviating hunger can improve children's punctuality, attendance, behaviour, educational attainment, social skills and overall emotional and mental wellbeing.

Our mission has been the same from day one; no child should start the day too hungry to learn. Our long term goal is for Magic Breakfast to no longer be needed in the UK, because every child is accessing a nutritious breakfast.

Our Proposal

To achieve this mission, we believe that Government action is needed. We are calling on the Government to build on its existing leadership on school breakfasts, demonstrated by its investment in the NSBP, and go further. In this report we review the evidence demonstrating the positive impact school breakfast provision can have on children, families, communities and the country by improving education and health outcomes. We also set out our policy proposal calling on the UK Government to make a permanently funded legislative commitment to school breakfasts. This would require an amendment to the Education Act and a change to the National Funding Formula for schools. We also outline the potential positive impact of our policy proposal on educational attainment and the economy and provide estimated costings and suggestions for potential funding sources.

A Call to Action

The UK is experiencing unprecedented political change. As we work through Brexit, we cannot ignore the pressing social issues that affect communities across the country, including child hunger. Investing in our children, in their education and their health, is an investment in our future. If we want the UK to prosper and succeed as we begin this new chapter in our country's history, then we must invest in the foundations of the future.

We present this policy proposal to all UK political parties as a feasible and cost effective solution to an urgent problem and urge parties to commit to supporting school breakfasts immediately.

'A hungry child cannot learn.'

Teacher from a Magic Breakfast supported school

Reviewing the evidence

There is extensive independent evidence which demonstrates the positive impact healthy school breakfast provision can have on children's education and health outcomes.

School Breakfast and Education

Every child should have the chance to reach their full potential, regardless of their start in life. The UK should be a country where every child has a fair chance to go as far as their talents and hard work will allow.

Education is the single most important determinant of whether or not children reach their full potential. It is a tool that can be used to overcome social divisions, create opportunities and ensure the UK is an economic powerhouse. Today, more children are attending schools rated as 'good' or 'outstanding' than ever before, but, education cannot work its magic if children begin the school day with empty stomachs and are unable to concentrate on the first four hours of lessons, especially when many teachers report the most important lessons are taught in the morning.

Educational Attainment

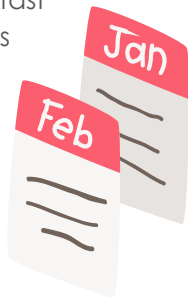
There is strong independent evidence that the provision of free school breakfasts improves schoolchildren's **educational attainment**. Two systematic reviews of the effects of breakfast carried out by Dr Adolphus of Leeds University in 2013 and 2016 found a positive correlation between breakfast consumption and children's cognitive function and academic performance. Across 45 studies there was relatively consistent evidence that breakfast consumption improved children's attention, memory, and executive function. Across 22 studies there was consistent evidence that habitual breakfast consumption frequency is positively related to academic performance^{21,22}.



CASE STUDY

Randomised Control Trial of Magic Breakfast Model Finds Children in Schools with a Free Breakfast Provision Achieve 2 Months Additional Progress

In 2016, the Education Endowment Foundation and The Institute for Fiscal Studies carried out a randomised controlled trial of Magic Breakfast's model. **The independent evaluation found that pupils in schools supported by Magic Breakfast made an additional 2 months academic progress compared to pupils in schools with no such breakfast provision over the course of an academic year.** This additional progress was observed across all pupils, not only those attending the breakfast club, suggesting that the breakfast clubs led to improvements in the classroom environment which had spill over benefits even for pupils who did not attend a breakfast club²³.



Under the Magic Breakfast model, schools are eligible to receive funding from Magic Breakfast if 35% of pupils are eligible for Pupil Premium Funding. Eligible schools receive: a £500 start-up grant to purchase necessary equipment (toasters, freezers), food delivered each week which meets School Foods Standards, detailed resource packs and support from a dedicated School Partner.

School Partners advise on how to identify and reach children most at risk of hunger and share best practice to create a stigma free, accessible breakfast club serving nutritious food.

Schools contribute to the breakfast club by supplying spreads, milk and staff to supervise the club. After two years of support, schools who are able also pay a nominal membership fee to Magic Breakfast to contribute towards costs and allow the charity to reach more schools where pupils are at risk of hunger in the morning.

The Magic Breakfast model forms the basis of the DfE funded NSBP, delivered in partnership by Magic Breakfast and Family Action, discussed further later on. An additional 280,000 children are reached by this programme in over 1,775 schools²⁴.

‘A number of our pupils experience challenging home lives and often attend school without having any breakfast, impacting their school day in various negative ways. By offering ‘magic breakfast’ either at the beginning of the school day or mid-morning we have seen a decrease in some challenging behaviour and an increase in children’s willingness to engage with activities.’

Teacher from a Magic Breakfast supported school

CASE STUDY

Magic Breakfast: Forest Academy, Barnsley

With support from Magic Breakfast, Forest Academy, a primary school in Barnsley, established a breakfast club for the first time in September 2014. 170 out of 220 children attended breakfast in the first week. The head teacher, Sam Bailey, reflected that the breakfast provision had a major impact on the school across a range of areas including reducing lateness and behavioural incidents and improving relationships between staff and children and staff and parents. The school also saw a clear improvement in educational attainment and Sam believes breakfast provision played a significant role in this achievement. Exam results improved dramatically in just one year with 83% of Key Stage 2 pupils reaching the expected standard compared to 33% the year before and 85% of Year 1 pupils achieving a pass in phonics compared to 40% the year before.

CASE STUDY

Wales Free Breakfast in Primary Schools Scheme

Universal school breakfast provision has already been rolled out within parts of the UK. In 2004, the Welsh Government implemented universal free school breakfast provision in all primary schools²⁵. In 2015, Cardiff University carried out a study of the programme, following 5,000 9-11 year olds in over 100 primary schools to assess the link between breakfast consumption and educational attainment. The study found that children who ate a nutritious breakfast achieved higher educational outcomes. **Pupils who ate breakfast were twice as likely to achieve above average educational performance as those who did not**²⁶.

The Welsh Government programme was introduced via legislation in 2004 placing a duty on all Local Authorities (LAs) to provide free breakfast for pupils at primary schools, if the school makes a written request to the LA for the breakfast to be provided at the school. Breakfast has to be provided free of charge and be available on school premises before the start of the school day. Schools decide themselves what food will be served but all food must comply with the Healthy Eating in Schools Regulations. All pupils are eligible to receive a free breakfast. Catering is provided either by the LA or through delegated arrangements made by the LA. The Welsh Government provides LAs with additional funding to implement breakfast provision as part of their wider Revenue Support Grants²⁷. In 2018, 87.9% of maintained primary schools in Wales provided free breakfasts, reaching over 61,000 children each morning²⁸.

Classroom Environment

The impact of school breakfast provision on educational attainment is likely to be a result of improvements in children's behaviour, concentration, energy levels, and overall readiness to learn. These improvements have spill over benefits for all children in the classroom allowing teachers to focus on teaching, rather than classroom management and allowing children to focus on learning. As a result, school breakfast provision can lead to wider benefits for the entire school, and not just the children accessing breakfast; this was one of the key findings of the Education Endowment Foundation and Institute for Fiscal Studies evaluation of the Magic Breakfast model.

following benefits of free school breakfast provision to the classroom environment²⁹.



Magic Breakfast Monitoring and Measurement Survey 2019

A survey of 365 teachers from schools supported by Magic Breakfast, carried out in the summer term of 2019, reported the

CASE STUDY

School Breakfast and Nutrition Education Program (SBNEP) Western Australia

The benefits observed by Magic Breakfast are reinforced by experiences of charities providing school breakfasts across the world, including in Australia.

A 2016 Foodbank Western Australia survey of schools, combined with Food Sensations surveys of 11 teachers and 1,141 pupils found the following results³⁰: 84% of teachers reported that most or all of their pupils' readiness to learn had improved; 81% of teachers reported an increase in most or all of their pupils in task concentration; and 78% of teachers reported an increase in productivity in the classroom. Teachers also reported an improvement in their pupils' attendance, punctuality, calmness and social skills³¹.

The SBNEP is funded by the Australian Department of Education, Department of Health, and Department of Regional Development and is delivered by Foodbank Western Australia. The SBNEP specifically targets schools that have a low Index of Community Socio Education Advantage (ICSEA) and/or a significant subset of pupils at risk of disadvantage. More than 400 schools and 17,000 pupils access the programme each year. Schools registered with the SBNEP receive breakfast food products free of charge and are eligible to access nutrition education lessons and resources³².

Tackling Challenges in the Education System and the Economy

The evidence outlined above indicates that the impact of school breakfast provision on educational attainment and the classroom environment can contribute towards tackling the current challenges faced within our education system, with knock on effects for the skill of our workforce and the strength of our economy.

Improving Behaviour in Schools

When behaviour is poor, teachers' attention is diverted from teaching the content of lessons to classroom management. A 2014 YouGov survey estimated that pupils are potentially losing up to an hour of learning each day in English schools because of disruption in classrooms. This is equivalent to 38 days of teaching lost per year³³. According to the teachers themselves, an average secondary school might contain five or six teachers who lose at least 10 minutes of learning time per lesson as they struggle to keep order in the classroom³⁴.

The provision of school breakfasts has the potential to improve pupils' behaviour, allowing teachers to concentrate energy on teaching and children to concentrate on learning. 83% of teachers in schools supported by Magic Breakfast reported an improvement in general behaviour following the introduction of school breakfasts³⁵.

Addressing the Educational Attainment Gap

Even before beginning school, children aged 5

who are eligible for free school meals (FSM) (a proxy measure for disadvantage) are already 4.3 months academically behind their peers. This gap widens to 5.3 months by Year 2, and then nearly doubles to 9.5 months by Year 6. By the time children leave secondary school, children eligible for FSM are 19.3 months behind their peers³⁶.

At aged 19, 50% of FSM pupils do not have a Level 2 qualification (at least one GCSE pass)³⁷, which is widely accepted as a measure of good literacy and numeracy skills. Level 2 qualifications are often prerequisites for progressing into secure, good quality employment and further or higher education. As a result, FSM pupils are 18% less likely to access higher education than their wealthier peers³⁸.

As outlined above, school breakfast provision can improve children's educational attainment. If school breakfast provision is targeted towards children from disadvantaged backgrounds it has the potential to contribute towards reducing the educational attainment gap.

Upskilling our Workforce

The current number of children leaving school without a Level 2 qualification has knock on effects on the productivity of the UK's workforce. Over a quarter of working age adults in England and Northern Ireland have low basic numeracy and literacy skills, which means that the UK ranks poorly compared to other OECD countries (16th out of 22). Low skilled workers are twice as likely to be unemployed as those with higher skill levels³⁹. Unemployment comes at a cost to the economy leading to lost productivity and

'The attainment, behaviour and social skills of some of our most needy pupils is significantly improved with the support of a good breakfast and a safe environment to start their day in.'

Teacher from a Magic Breakfast supported school

increased burden on the welfare and benefits system. The challenges low skilled workers face in securing quality work are expected to increase over time as the percentage of low skilled jobs available is declining. This percentage is expected to continue to decline steadily with some estimates suggesting that only 10% of job opportunities in the next decade will require low qualifications⁴⁰. Workers that possess only low skills often make a limited contribution to aggregate productivity growth and often have jobs of low quality, with lower wages and job security than higher skilled workers⁴¹. This in itself can be a driver of food insecurity.

The Government has already identified investing in *people* as one of the five foundational principles to boosting economic productivity, within the Industrial Strategy. It has recognised that supporting workers to build skills will be a critical component in ensuring that the UK is technology investment ready and able to take on the challenges of the 4th Industrial Revolution.

School breakfast provision enables children to achieve better educational outcomes and therefore higher skills qualifications. It has the potential to contribute towards improving the overall skill level of our workforce, ensuring our economy is ready for the future.

Enabling Greater Parental Access to Work

Around two-thirds of mothers say the high cost of childcare is an obstacle to them working more, according to a survey by MumsNet and the independent thinktank the Resolution Foundation⁴². School breakfast clubs provide

parents with additional access to free childcare giving more parents the opportunity to access work⁴³.

School Breakfasts and Health

Breakfast and Obesity

A 2005 literature review of 25 studies that examined the association between breakfast consumption and children's nutrition and body weight found that children who reported eating breakfast on a consistent basis tended to have better nutritional profiles than their peers who skipped breakfast. Breakfast eaters generally consumed more calories, yet were less likely to be overweight. The review concluded that breakfast as part of a healthful diet and lifestyle can positively impact children's health and well-being and encouraged parents to provide breakfast for their children or explore the availability of a school breakfast programme⁴⁴.

A 2019 systematic review of the association of skipping breakfast and weight and cardiometabolic risk factors in children and adolescents found similar results. The review analysed 39 separate studies across 33 countries covering 286,804 children. Skipping breakfast was associated with being overweight or obese in 94.7% of subjects. Skipping breakfast was also associated with a worse lipid profile, blood pressure levels, insulin-resistance, and metabolic syndrome. Five studies reported a lower quality dietary intake in children missing breakfast or "breakfast skippers"⁴⁵.

'I enjoy coming to breakfast club to see my friends and eat a healthy breakfast. If my school didn't have breakfast club, I would spend my money on crisps and chocolate. Having a good breakfast and time to eat, helps me to calm down and get ready for the day ahead.'

Child from a Magic Breakfast supported school

CASE STUDY

Magic Breakfast Supports Children to Develop Healthy Eating Habits

90% of teachers in Magic Breakfast schools reported that they had observed an improvement in children's healthy eating habits since the establishment of a school breakfast provision⁴⁶ with teachers saying⁴⁷:

"There have been a number of pupils who have increased the range of foods they eat as a direct consequence of the Magic Breakfast initiative... one child in particular has really taken on the healthy eating bug and has lost a significant weight, appearing much healthier."

Teacher from a Magic Breakfast supported school

"As we are in a deprived area, it was not unusual for our children to turn up to school with a bag of crisps or biscuits for breakfast, and they were often late. Since we have started the breakfast club provision it is very rare that we will see this happen as the children can have a healthy breakfast at school with their friends."

Teacher from a Magic Breakfast supported school⁴⁷

"Many children have poor diets at home, some are overweight, and many have a high sugar diet, meaning that they are at risk from developing all sorts of health issues later. Magic Breakfast helps to prevent this."

Teacher from a Magic Breakfast supported school

CASE STUDY

Blackpool Council Breakfast Scheme Reduces Consumption of Junk Food

In 2013, Blackpool Council implemented a programme to ensure all primary school children in Blackpool had access to a free school breakfast. The scheme currently benefits 11,000 children each morning across 33 schools⁴⁸. The impact of the scheme on the health and well-being of children has been evaluated by Northumbria University. The evaluation found the programme had been effective at reducing breakfast skipping, with just 2.5% of evaluated children reporting skipping breakfast on the day of the survey. Overall, statistical analysis across the participating schools showed that children who attended the School Breakfast consumed significantly more healthy items than children who did not attend School Breakfast⁴⁹.

School staff surveyed remarked "[children] would often come into school and buy a can of pop on the way, crisps on the way and eat that for breakfast. I have not seen in months, children walking to school eating junk. I did see that before [school] breakfast came along"⁵⁰.

Tackling Health Challenges

Reducing Obesity Amongst the Lowest Income Families

Children at risk of hunger often live in the lowest income families which face significant challenges to achieve a healthy diet within the constraints of tight budgets. The high costs of nutritious food, in the context of low budgets, can lead to households having to prioritise purchasing food that will not go to waste and is the most filling. This can mean a reliance on cheap foods that are nutrient poor but calorie rich. The Food Foundation has estimated that households with children in the bottom two income deciles, would have to spend 42% of disposable income (after housing) on food to meet the Government's Eat Well Guide standards⁵¹. The increased likelihood of a hard no deal Brexit is also expected to lead to higher costs of food, making it even more challenging for low income households to achieve a healthy diet.

This contributes to children from the lowest income households being disproportionately affected by obesity. Children aged 5 from the poorest income groups are twice as likely to be obese as their better off counterparts and by age 11 they are three times as likely to experience obesity⁵².

The evidence outlined above indicates that school breakfast provision could play a significant role in tackling current levels of obesity, particularly if school breakfast provision is targeted towards children from low income households. School breakfast provision can improve healthy eating habits and therefore has the potential to reduce current levels of obesity, particularly amongst the poorest

households. This a key priority for the UK Government as outlined in the Childhood Obesity Plan for Action.

Improving Mental Health

Food insecurity has also been associated with emotional and psychological stress among children, which could exert a negative effect on mental health outcomes⁵³.

A 2002 study carried out in the US aiming to assess the impact of hunger on children's mental and physical health found that, compared with those with no experience of hunger, school-age children with severe hunger were more likely to experience stressful life events, had higher parent-reported anxiety scores and were more likely to have behavioural problems than children with no experience of hunger⁵⁴. A survey published by the NHS similarly found that children living in households in the lowest 20% income bracket are more than twice as likely to develop mental health problems as those living in households in the highest 20% income bracket⁵⁵.

School breakfast provision can reduce experiences of food insecurity and therefore positively impact on children's mental well being. 82% of teachers surveyed by Magic Breakfast reported they had observed improvements in children's mental and emotional well being as a result of school breakfast provision⁵⁶.

This could be a timely intervention as a survey from the National Education Union found that 81% of primary teachers and 86% of secondary teachers reported an increase in the number of pupil mental health problems in the last two years⁵⁷.

'Magic breakfast is critical to the success of both pupils and the school. Educational attainment has undoubtedly improved.'

Teacher from a Magic Breakfast supported school

School Breakfasts and the UK Government

A brief history

2013

The DfE published the School Food Plan, a report commissioned with the intention of improving school food and the health of schoolchildren. The report was instigated by the then Secretary of State Rt Hon Michael Gove MP, and led by Henry Dimbleby and John Vincent, founders of the food chain Leon. Their work was guided by an expert panel of stakeholders including Magic Breakfast's Founder, Carmel McConnell MBE. One of the recommendations coming out of the report was that schools with 40% or more pupils on FSM should set up breakfast clubs, which is now one of the 17 agreed Government actions under the plan⁵⁸.

2016

To help get these clubs started, the DfE provided £1.1 million of funding over two years and Magic Breakfast was awarded the contract to deliver implementation⁵⁹. The School Food Plan continues to be the main government policy document on the improvement of school food, and the School Food Plan Alliance and DfE continue to reinforce the importance of all 17 actions, including school breakfast provision.

2018

Responding to the strong evidence base supporting school breakfast provision, and support from the school food sector led by Magic Breakfast, the Conservative Government established the NSBP⁶⁰.



‘Since the NSBP started I have had no students complaining of hunger, feeling sick or having headaches. The impact on the children has been amazing. I have even had students tell me that they don’t need to see me anymore as they’re having breakfast at school.’

NSBP school medical staff

National School Breakfast Programme NSBP

The NSBP is funded by the DfE, with revenue from the Soft Drinks Industry Levy (SDIL) amounting to £23.7m, between March 2018 and March 2020. It is being implemented by two national charities, Family Action and Magic Breakfast. The NSBP is based on the successful Magic Breakfast model but uses eligibility criteria specified by the DfE. Schools are eligible for NSBP if at least 50% of their pupils fall into IDACI Bands A - F. IDACI measures the relative income deprivation of small areas in England⁶¹ and is explained further below.



Impact

The programme is currently feeding over 280,000 children (including 115,000 pupil premium children) in over 1,775 schools in England, each school morning⁶². In a typical week, NSBP delivers 624,000 bagels, 7,224 boxes of cereal and 260kg of oats for porridge⁶³.

Continuation of Funding

The success achieved by the NSBP demonstrates the impact a free school breakfast provision can have on child hunger, education, health and wellbeing in England. But funding for the programme is currently scheduled to end in March 2020 and the Government has not yet indicated whether funding will be continued although the NSBP contract can be extended for another two years. We expect a decision on 20/21 funding to be made and announced in September 2019 as part of the Government's one year 2020/21 Comprehensive Spending Review.

Sustainability

The intention of the NSBP is to support the establishment of optimal breakfast provision in schools that could become sustainable beyond the life of the programme. This goal is being actively worked towards within the NSBP; however, current pressure on school budgets makes this objective very challenging to achieve.

Schools already contribute over half of the costs of breakfast provision covering the costs of staffing and providing milk and spreads. But school budgets are under increased pressure. According to the Institute for Fiscal Studies, school budgets have been frozen in real terms since 2017/2018 and have fallen by 8% since 2009/2010⁶⁴.

At the same time, the level of need within schools for breakfast provision is increasing. A

survey carried out by the National Association of Head Teachers found that 75% of school leaders have seen an increase in the number of parents asking them for financial support or support with essentials in the last 5 years and 81% of school leaders have seen a rise in the number of pupils arriving at school hungry in the last 5 years⁶⁵. Magic Breakfast's own survey of teachers found that 80% had seen an increase in poverty amongst their school community and 70% had seen an increase in the number of children arriving at school hungry in the past school year⁶⁶. That increasing demand has been mirrored by the extraordinary take up by pupils of the NSBP's offer. 280,000 pupils are now eagerly receiving a nutritious breakfast from the NSBP every school day compared to our original projections of take up of 156,000 pupils⁶⁷.

We anticipate that as a result of the current state of school funding, the majority of schools supported by the NSBP are very likely to need continued funding to maintain their free school breakfast provision in the short to medium term. This further underlines the need for continuation funding for the NSBP to give schools more time to work with their school partners on their long term sustainability plans and more time for pressures on school funding to be addressed at a national strategic level.

A decision to continue NSBP funding beyond March 2020 is needed urgently to maintain the momentum of this very successful initiative and to prevent over 280,000 children from once again being at risk of hunger each school morning from 1 April 2020.

► **Recommendation:** The Government is currently carrying out a one year Comprehensive Spending Review. An immediate priority for the Government must be to commit to renewing funding for the NSBP and its supported schools for an additional £12m a year.

Beyond the NSBP

The NSBP is currently feeding 280,000 school children each morning and Magic Breakfast is feeding an additional 48,480 children – but we estimate that as many as 1.8m school age children are at risk of starting the day hungry⁶⁸. The Government's own IDACI eligibility criteria covered over 8,600 schools (with at least 50% of pupils living in areas with high deprivation). Some of these schools already have a breakfast provision in place, however the NSBP received expressions of interest from 3,200 schools



‘I have noticed increased engagement in early morning learning and that there are a greater percentage of children arriving punctually which means they are increasingly ready to learn come 9 am. Also, behaviour and willingness to contribute answers in lessons and children not looking tired with sloped body language at tables have also improved.’

NSBP school teacher

altogether. This indicates that the demand and need for school breakfast provision is far greater than the current reach of the NSBP. Given the clear and compelling benefits school breakfasts deliver for a relatively small financial investment, reaching at least all the schools DfE has designated as eligible would surely be good value for money.

NSBP also aims to *kickstart* breakfast clubs rather than to provide long term support and assumes it is possible that schools will be able to independently fund the full costs of breakfast provision after two years. In light of pressure on schools' budgets, this short term approach is

a significant barrier to ensuring no child starts the day too hungry to learn, as we anticipate that many schools will simply not be able to sustain a breakfast provision without continuing support from NSBP. A different, more long term approach is needed to guarantee children at risk of hunger are given consistent and uninterrupted access to a free and nutritious breakfast.

Further funding for NSBP is an important milestone towards ensuring no child starts the day too hungry to learn. To end classroom hunger in the morning for good, however, we need to go further.



The next step

A Long Term Solution to Classroom Hunger in the Morning.

Guiding Principles

Based on Magic Breakfast's 18 years of experience developing a high impact and low cost model of school breakfast provision, we propose the following principles should underpin any policy solution to classroom hunger in the morning improving the health of future generations and raising attainment levels for the UK's workforce.

National

Every hungry child must be able to access breakfast, regardless of where they live and which school they attend. All children at risk of classroom hunger have the right to food support in schools.

Targeted

The provision must target and reach children at risk of hunger.

Stigma free

Breakfast provision must be free of stigma. No child should feel uncomfortable or discouraged from attending and schools should ensure there is no identification of children who access breakfast free of charge.

Integrated and embedded

School breakfast must be part of a wider package of school food, including school lunches, and should be embedded in a school's wider structures so that the school senior management team feels ownership over the programme.

Nutritious, healthy quality food provided

Food provided must meet School Food Standards and regulations. Surplus food supplies, i.e. what is found in food banks, is currently unlikely to meet the standards required but partners should continue to work with the food industry on how to use food waste optimally to reduce hunger.

Ease of administration

The policy should offer practical and appropriate support to schools, not place an undue burden on them. Schools should have the flexibility to design a breakfast provision that best suits each school's bespoke setting. Healthy food should be reliably and consistently available to the school.

Transparency and accountability

Implementation must be supported and scrutinised by an independent accountability mechanism.

Permanent and sustainable

The commitment to school breakfast provision should become part of the school day and not be able to be overturned or discontinued by a change in staff at school or a change in government.



What Does a Magic Breakfast Look Like?

A 'magic breakfast' is healthy and nutritious. It is designed to give children energy, protein, vitamins and minerals, and is low in sugar, salt and fat. We provide porridge, cereals, special recipe bagels (made using a mix of wholemeal and white flour, low fat, Vitamin D-enhanced, with no artificial additives), and unsweetened juice (which needs to be diluted with 50% water, as recommended by the British Dental Association). Schools buy their own milk and spreads, although we do offer guidance on portion size and the amount of spread

that is appropriate for school age children to consume. We also give schools information on possible allergens in Magic Breakfast food.

We currently benefit from strong partnerships with the food industry and an established supply chain. The porridge is supplied directly by Quaker, free of charge. Nestlé cereals are supplied by UK Cereal Partners at below retail price. Bagels are supplied by Bagel Nash and provided at cost price. Juice is supplied by Tropicana at no charge. Beginning in September 2019, we will also provide beans in some schools which will be provided free of charge by Heinz. Food is delivered to schools by Igloo Thermo Logistics.

Magic Breakfast's Policy Proposal

An Amendment to Primary Legislation: Bringing School Breakfast up to par with School Lunches

► **Recommendation:** To reach all schoolchildren at risk of hunger, the Government should introduce primary legislation requiring schools to provide children with access to a healthy school breakfast.

A legislative commitment is needed to ensure that the commitment to school breakfast provision cannot be interrupted or overturned by a change in school staff or Government and will ensure children have permanent and sustainable access to breakfast.

In maintained nursery, primary, secondary, boarding and special schools; pupil referral units; academies and free schools; and non-maintained special schools, the Education Act of 1996 gives school governing bodies the power to provide 'milk, meals, and other refreshments' to pupils^{69,70}. This means that school governing bodies already have the primary responsibility for the provision of school food.

The legislation currently states that school governing bodies must provide a school lunch for pupils where a meal is requested and either the pupil is eligible for free school lunches, or it would not be unreasonable for lunches to be provided. School lunches provided must meet the School Food Standards. School lunches must be provided to a pupil free of charge if the pupil meets eligibility criteria set out within the Education Act of 1996 and a request is received for free meals to be provided either by the pupil or someone acting on their behalf⁷¹.

To bring school breakfasts up to the same level as school lunches, an amendment to the Education Act of 1996 is needed. The amendment would place a requirement on school governing bodies to provide breakfasts, that meet School Food Standards, to pupils if the breakfast is requested and it would not be unreasonable for breakfast to be provided. The specific suggested amendments are set out in Annex 1.

A further amendment to the Education Act of 1996 should also be made to give the Secretary of State the power to set out the terms and conditions associated with the additional funding received by schools to implement their legal requirement.

Additional Funding for Schools

► **Recommendation:** The Government should provide additional funding to schools to enable them to provide a free school breakfast to pupils at risk of hunger.

Approximating the Number of Children at Risk of Hunger in an Individual School

The IDACI measures the proportion of all children aged 0 to 15 living in income deprived families in every small area of the UK. Each small area contains approximately 650 households or 1,500 residents. Income deprived families are defined as households where adults are out of work, or in work but have low earnings⁷². Every small area is given an IDACI score between 0 – 1 and ranked.

A small area with an IDACI score of 0.35, for example, indicates that approximately 35% of children in that area live in out of work or low income households.

IDACI scores are grouped into 7 bands⁷³.

IDACI band	% of children in out of work or low income households
A	50% - 100%
B	40% - 50%
C	35% - 40%
D	30% - 35%
E	25% - 30%
F	20 -25%
G	0% - 20%

Schools already calculate the number of pupils they have on roll from each IDACI band. We propose that this indicator is used as a proxy to estimate the number of children at risk of hunger within a school because there is a high correlation between income deprivation and risk of hunger as limited household budgets are a key driver of food insecurity. Guided by the DfE, the NSBP already uses IDACI as a measure for determining a school's eligibility for support and our School Partners who implement the programme across the country report IDACI to be an accurate measure of a school's need for breakfast provision. Using IDACI also means that there is no extra administration required for children to be counted at risk of hunger and for the school to receive additional funding. This would be an improvement compared to the eligibility criteria for FSM where parents are required to fill out paperwork and register their children as eligible. DfE calculates that around 11% of children eligible for FSM are not registered in part because of this administrative burden⁷⁴. Using IDACI will ensure schools receive funding to reach as many children at risk of hunger as possible.

► **Recommendation:** The National Funding Formula for schools should be amended to

include extra funding for schools calculated based on the number of pupils on roll in Income Deprivation Affecting Children Index (IDACI) Bands A-F (a robust proxy for estimating the number of children at risk of hunger).

The funding route from Government to schools should be as direct and transparent as possible and Magic Breakfast would welcome the opportunity to work with the Government to find the most efficient and effective method of disbursing funds.

Supporting Schools through Implementation

CASE STUDY

The Universal Infant Free School Meals (UIFSM) Implementation Support Service

The UIFSM Implementation Support Service provided support to schools, local authorities and caterers as they prepared to provide UIFSM. The UIFSM Implementation Support Service consisted primarily of an online toolkit and advice service for all schools requiring support and also included a direct-support service for some schools. Schools that were identified as needing direct support had additional avenues of support available to them, including facilitated collaboration with other schools, further telephone advice and face-to-face visits by specialist professional advisors⁷⁵.

Using the funds provided, schools should take on the primary responsibility for setting up a breakfast provision. Magic Breakfast's

18 years of experience in partnering with schools to establish breakfast provision has demonstrated that breakfast provision has the greatest impact when schools are supported with technical guidance and advice. Technical guidance is particularly important in supporting schools to ensure they are targeting the children most at risk of hunger while maintaining a stigma free provision. Support services are most effective when they are co-created with schools and children. Any support service should be based on the needs of children and directed by schools.

► **Recommendation:** The Government should establish a guidance framework for schools that sets standards for school breakfast provision and should explore, in consultation with schools and children, what further support is needed.

Evidenced Models of School Breakfast Provision

Our experience in delivering school breakfast suggests the following models should be tailored to suit a school's individual needs and capacity. Elements of each model could potentially be combined as required by individual schools.

Traditional Breakfast Club

Breakfast is served to children of different ages in a central sit-down location i.e. in a hall or canteen before the start of the school day. In some clubs, early arriving children are charged for childcare, and after a certain time the breakfast becomes free for all. If any payments are taken, they should be taken discreetly and irregularly to minimise stigma.

Additional Strategies to Extend the Reach of Breakfast Provision

Classroom

Food is served and eaten in the child's classroom, either for all classes or just some, just before the school day begins.

Playground

Food is served and eaten in the playground before the school day officially begins.

Grab and Go

Food is served at school entrances and children can pick up food on the way into school.

Provision for Latecomers

Food is available for children who arrive late to school.

Eligibility

Although the level of funding a school receives is based on the number of pupils in IDACI band A-F on roll, this policy intentionally does not make certain pupils eligible or ineligible for breakfast. Rather, the policy trusts schools, with support from technical advisors and additional funding, to establish a breakfast provision that targets and reaches the children at greatest risk of hunger, without creating stigma or any other barriers to access. Evidence and experience from Magic Breakfast and the NSBP demonstrate that this a feasible and effective approach.

Accountability

► **Recommendation:** Funding received by schools should be ringfenced for breakfast provision and schools should be required to sign a partnership agreement setting out the terms and conditions of the funding, and report annually.

The partnership agreement would outline the expected outcomes of the breakfast provision including a reduction in hunger, improved educational attainment, improved attendance and improved behaviour. The school would be required to demonstrate that their breakfast provision targets and reaches children at risk of hunger. Schools would complete a report detailing how funds had been spent each year and report on progress towards the expected outcomes.

Costings

The estimated costs of this policy proposal are based on the costs typically associated with a Magic Breakfast provision. A full explanation of the methodology used to calculate costings is available in Annex 2.

Cost of a Typical Magic Breakfast Provision

	Typical costs per school per year	Typical costs per child per year
Capacity building*	£89	£1.06
Food and delivery	£4,630	£55.12
Total	£4,719	£56.18
School staffing costs	£8,000	£95.24
Total including school staffing costs	£12,719	£151.42

* Expert support to schools to set up at optimise provision to reach children at risk of hunger. Includes resources and best practice sharing.

A typical Magic Breakfast provision costs £12,719 to run per year and feeds 84 children. The combined cost of food and delivery and capacity building per child per year is **£56.18**. Schools may also need additional support to cover the additional costs of extra hours of staff time required to run the breakfast provision. If funding is built in to also cover the costs of school staffing, the total cost per child would be **£151.42** per child per year.

Children at Risk of Hunger

We propose using IDACI as an imperfect but robust proxy measure for children at risk of hunger and allocating funding to schools based on the number of IDACI pupils in bands A-F on the school's roll who live in an out of work or low income household.

We estimate that approximately 1,378,529 children attending school in England are in IDACI band A-F and living in out of work or low income households.

This number is lower than the 1.8 million school age children estimated, based on UNICEF data, to be at risk of hunger in the UK. There are a few reasons for the difference. Firstly, 1.8 million school age children at risk of hunger refers to children in the whole of the UK and the 1,378,529 figure refers to children just within England and who are on a school's roll. Secondly the 1,378,529 figure is based on IDACI which is based on indicators related to adults claiming benefits, and so does not take into account children living in families with no recourse to public funds. We have chosen to use IDACI as a robust and workable but still imperfect proxy for children at risk of hunger because schools already collect this data and there is a strong relationship between income deprivation and risk of hunger. The UNICEF data cannot be broken down to school level because it is based on a household survey.

Costings

We propose schools should receive funding based on the total per pupil costs of breakfast provision, relevant to the number of pupils on roll in IDACI band A-F who live in an out of work or low income household.

If schools received funding based on the combined cost of food, delivery and capacity building per child the annual cost of this



policy would be: **£56.18** (cost of food, delivery and capacity building per child per year) X **1,378,529** (number of children in IDACI Band A-F living in an out of work or low income household) = **£77,445,774**.

If schools also received funding to cover staffing costs, in addition to the costs of food,

delivery and capacity building, the annual cost of our policy would be: **£151.42** (cost of school breakfast provision per child per year) **1,378,529** (number of children in IDACI Band A-F living in an out of work or low income household) = **£208,736,902**.

The Potential Economic Impact

Our policy proposal has the potential to improved educational attainment and boost the skill of our workforce and the growth of our economy.

Lifetime Productivity Associated with Achieving GCSEs

Addressing classroom hunger is an investment in our children's educational attainment and future economic productivity.

At the start of this policy report we highlighted that 50% of children from disadvantaged backgrounds (measured by eligibility for FSM) leave school without a Level 2 qualification⁷⁶. The DfE has done research to estimate the lifetime productivity associated with achieving Level 2 qualifications. Achieving Level 2 qualifications, 1 or 2 GCSE passes, is associated with an additional lifetime productivity return of £141,000⁷⁷. In contrast, to provide school breakfast for 11 years for one pupil would cost just £1,665.62. This demonstrates the high potential return on investment of investing in school breakfast provision.

If even a very small number of pupils achieve 1-2 good GCSEs as a result of having accessed a school breakfast, this programme will pay for itself.

Impact on Economy of Improving Skills

A recent report from the Learning and Work Institute highlighted the potential economic impact of improving the skills profile of the UK workforce. The report suggested if we could increase the number of adults with functional literacy and numeracy skills from 80% to 90% and increase the number of adults with Level 2 and Level 3 qualifications by 2030, **we could boost the economy by £20 billion a year, with an extra 200,000 people in work**⁷⁸.

Further Investigation

While school breakfast provision cannot on its own achieve these outcomes, the evidence presented earlier in this report suggests it can make an important contribution. Further analysis is needed to investigate how the two months additional academic progress achieved by pupils in schools with a breakfast provision affects a pupil's educational attainment over the long term, higher and further education opportunities, future employability and lifetime productivity. Magic Breakfast intends to publish a further report with this impact modelling in the coming months.

Only an additional

1,480 pupils per year

would need to achieve GCSEs as a result of school breakfast

for the programme to pay for itself

even if funding is provided at a higher level to include school staffing costs



Potential Sources of Funding

Below we present our initial suggestions for possible sources of funding for our policy proposal.

These options could be deployed in combination and different funding sources could be pooled into a combined School Breakfast Fund. Magic Breakfast would welcome the opportunity to explore other possible funding sources for our proposals with policy makers, including through alternative tax reforms or through an allocation from the Government's existing core revenue.

Soft Drinks Industry Levy - Sugar Tax

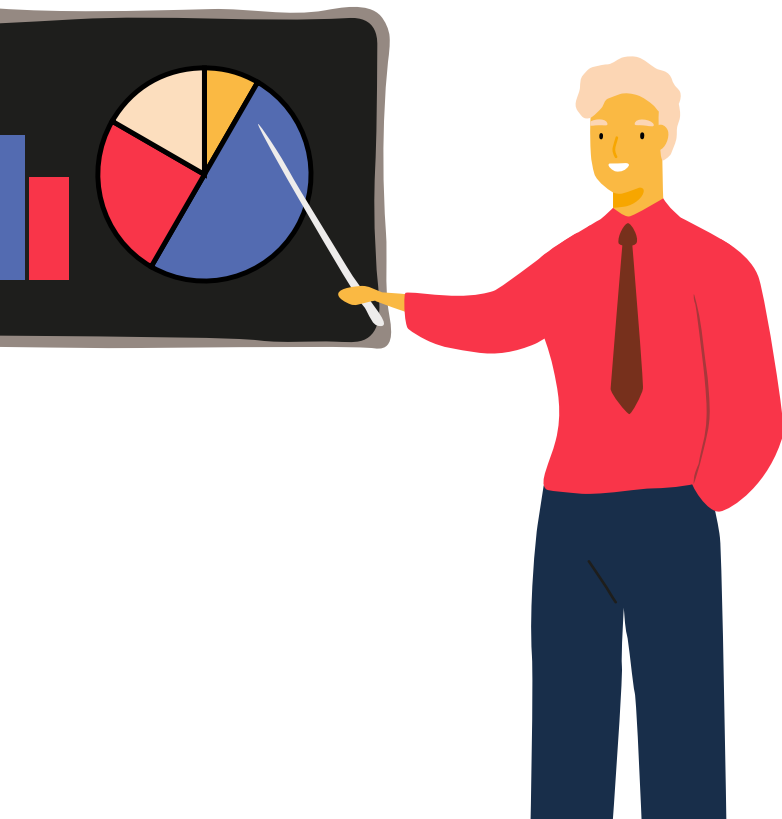
The NSBP is currently funded with income from the SDIL, which continues to generate revenue each year. The Treasury has indicated that revenue from the SDIL will exceed their initial forecasts and is likely to rise from £240m to £340m for 2018/2019 (as a result of the unexpectedly warm summer in 2018)⁷⁹. The forecast for 2019-20 fiscal year has now been revised in line with this. The Government is also exploring a potential extension of the SDIL to milk-based soft drinks, although a decision on this is not expected until 2020⁸⁰.

Based on a Parliamentary Question answered by the former Minister for Children and Families, Nadhim Zahawi MP, we estimate that the SDIL annual revenue will be spent as follows in 2018/2019⁸¹:

- Healthy Pupils Capital Fund: £100,000,000
- The PE and Sport Premium: £160,000,000
- The Essential Life Skills Programme: £13,850,000
- NSBP: £11,850,000*

We estimate that total spending is approximately £285,700,000 per year. If revenue raised from the SDIL is in line with estimates of £340,000,000, this would mean there is a surplus in revenue of £54,300,000 from the SDIL.

* calculated by dividing the total value of the two year contract between DfE and Family Action and Magic Breakfast by 2 as the programme takes place over 2 years



► **Recommendation:** Revenue from the SDIL should continue to be allocated to school breakfasts. Any unspent additional revenue from the SDIL should be put towards the expansion of free school breakfast provision.

Leveraging Existing Corporate Support through Matched Funding

There is also strong existing corporate support for the provision of free school breakfasts, through direct support for schools and through supporting charities like Magic Breakfast. For example, two of the largest corporate donors providing support to schools come from the food sector – Kellogg’s and the Greggs Foundation. The Greggs Foundation is contributing approximately £680,000 per year⁸². Kellogg’s is contributing around £600,000 per year⁸³. If a national breakfast scheme was introduced, government should work with existing corporate supporters to harness and leverage their commitment to school breakfast provision. For example, Kellogg’s and Greggs could be encouraged to contribute to a School Breakfast Fund with the Government

committing to match funds provided by corporate partners.

Contributions from Other Government Departments

Funding for the NSBP currently comes from the DfE, but the clear benefits of school breakfast provision outlined throughout this report go beyond education. Given the impact school breakfast provision can have on children’s physical and mental health, notably on obesity, The Department for Health and Social Care and Public Health England should also consider investing in the *School Breakfast Fund*. The educational benefits of school breakfast provision have knock on effects on children’s skill level, employment opportunities and potential productivity later on in life. School breakfasts also provide additional affordable childcare for parents, allowing some to take up additional employment opportunities. These benefits indicate the Department for Work and Pensions should similarly consider investing in the *School Breakfast Fund*.



Conclusion

School breakfast provision is a well evidenced policy solution that can address child hunger and boost educational and health outcomes.

In a country with the fifth largest economy in the world, the current levels of child hunger are unacceptable. Child hunger is having serious knock on effects on children's ability to concentrate and learn in the classroom and on children's mental and physical health. School breakfast provision is a well evidenced policy solution that can address child hunger and boost educational and health outcomes.

The Government has shown promising leadership on school breakfasts, notably through the establishment of the NSBP in 2018. The NSBP is an important milestone towards ensuring no child starts the day too hungry to learn and as we work towards a long term solution to classroom hunger, funding for this programme must continue in order to prevent hundreds of thousands of children from once again being at risk of hunger come 1 April 2020.

If, as a country, we believe that every child should have the opportunity to reach their full potential, regardless of where they come from, what school they attend, or who their parents are then we must go further, beyond the NSBP.

A legislative commitment, requiring schools to provide breakfast and accompanied by additional funding for schools, is needed to ensure all children at risk of hunger have access to a free school breakfast. This has the potential to boost the skill level of our workforce and contribute towards economic growth.



Our Recommendations

► Recommendation

The Government is currently carrying out a one year Comprehensive Spending Review. An immediate priority for the Government must be to commit to renewing funding for the NSBP and its supported schools for an additional £12m a year.

► Recommendation

To reach all schoolchildren at risk of hunger, the Government should introduce primary legislation requiring schools to provide every pupil at risk of hunger with access to a free school breakfast.

► Recommendation

The Government should provide additional funding to schools to enable them to meet the requirement to provide a free school breakfast to pupils at risk of hunger.

► Recommendation

The National Funding Formula for schools should be amended to include extra funding for schools calculated based on the number of pupils on roll in Income Deprivation Affecting Children Index (IDACI) Bands A-F (a robust proxy for estimating the number of children at risk of hunger).

► Recommendation

The Government should establish a guidance framework for schools that sets standards for school breakfast provision and should explore establishing a new structure to support schools in the delivery of school breakfasts.

► Recommendation

Funding received by schools should be ringfenced for breakfast provision and schools should be required to sign a partnership agreement setting out the terms and conditions of the funding, and report annually.

► Recommendation

Revenue from the SDIL should continue to be allocated to school breakfasts and any unspent additional funds should be put towards the expansion of free school breakfast provision.



Annexes

Annex 1

Suggested Amendments to the Education Act of 1996

Amendments are **highlighted in orange**. It is possible that further amendments to other clauses would be needed. Note that a 1998 amendment to the 1996 Education Act transferred the powers and obligations described below from local authorities to school governing bodies.

Article 512

(1) A local authority may provide—

(a) registered pupils at any school maintained by the authority,

(b) other persons who receive education at such a school, and

(c) children who receive relevant funded early years education,

with milk, meals and other refreshments.

(2) Where provision is made under subsection (1), it shall be made—

(a) in a case within paragraph (a) or (b) of that subsection, either on the school premises or at any other place where education is being provided, and

(b) in a case within paragraph (c) of that subsection, at any place where education is being provided.

(3) A [local authority] shall exercise their power under subsection (1) to provide school lunches for any person within paragraph (a) or (c) of that subsection if—

(a) any prescribed requirements are met,

(b) a request for the provision of school lunches has been made by or on behalf of that person to the authority, and

(c) either—

(i) that person is eligible for free lunches (within the meaning of section 512ZB(2)), or

(ii) in the case of a person within subsection (1)(a), it would not be unreasonable for the authority to provide the lunches.

(4) A [local authority] shall exercise their power under subsection (1) to provide school breakfasts for any person within paragraph (a) or (c) of that subsection if—

(a) any prescribed requirements are met, and

(b) a request for the provision of school breakfasts has been made by or on behalf of that person to the authority, and it would not be unreasonable for the authority to provide the breakfast.

(5) to [section 114A(4) of the School Standards and Framework Act 1998 (requirements for food and drink provided on school premises etc)] , any school lunches **or school breakfasts** provided by a [local authority] [in England] pursuant to subsection (3) may take such form as the authority think fit.

Annex 2

Costings Methodology

We have used the IDACI to approximate the costs of this policy proposal. IDACI is a measure of income deprivation and identifies the proportion of children in out of work or low income households in small areas of the UK (approximately 650 households per small area). Given the correlation between income and hunger, we are using IDACI as a proxy measure for children at risk of hunger⁸⁴.

IDACI scores are grouped into 7 bands⁸⁵.

IDACI band	% of children in out of work or low income households
A	50% or greater
B	40%-50%
C	35% - 40%
D	30% - 35%
E	25% - 30%
F	20 -25%
G	Less than 20%

Across England there are a total of 8,819,765 pupils altogether. 45% of those pupils are in IDACI band A-F and 55% are in IDACI band G⁸⁶.

The distribution of pupils in each band is as follows⁸⁷.

IDACI band	% of pupils in band
A	3%
B	8%
C	7%
D	8%
E	9%
F	10%
G	55%

This distribution, applied to the total number of pupils on roll in England means:

IDACI band	Number of pupils in band
A	264,593
B	705,581
C	617,384
D	705,581
E	793,779
F	881,977
G	4,850,871
Total pupils	8,819,765

Each band is a range and indicates the likelihood of a child living in an out of work or low income household, so to work out the estimated number of pupils in each band actually living in out of work or low income households the average IDACI score for each band was used.

IDACI band	Average % of children living in an out of work or low income households of the small areas in band A
A	56%
B	44%
C	37%
D	32%
E	27%
F	23%
G	1%

This allowed us to estimate the number of children, who, based on the low income of their household, might be at risk of hunger.

IDACI band	Estimated number of pupils living in an out of work or low income household
A	148,172
B	310,456
C	228,432
D	225,786
E	214,320
F	202,855
G	48,509
Total	1,378,529

Costings

Cost of a Typical Magic Breakfast Provision

	Typical costs per school per year	Typical costs per child per year
Capacity	£89	£1.06
Food and delivery	£4,630	£55.12
Total	£4,719	£56.18
School staffing costs	£8,000	£95.24
Total including school staffing costs	£12,719	£151.42

A typical Magic Breakfast provision costs £12,719 to run per year and feeds 84 children. The combined cost of food and delivery and capacity building per child per year is **£56.18**. Schools may also need additional support to cover the additional costs of extra hours of staff time required to run the breakfast provision. If funding is built in to also cover the costs of school staffing, the total cost per child would be **£151.42** per child per year.

Costs of our Policy Proposal

Using the IDACI as an imperfect but robust proxy measure, for children at risk of hunger we have estimated **1,378,529 children attending school in England are at risk of hunger**.

If schools received funding based on the combined cost of food, delivery and capacity building per child the annual cost of this policy would be: **£56.18** (cost of food, delivery and capacity building per child per year) X **1,378,529** (number of children in IDACI Band A-F living in an out of work or low income household) = **£77,445,774**.

If schools also received funding to cover staffing costs, in addition to the costs of food, delivery and capacity building, the annual cost of our policy would be: **£151.42** (cost of school breakfast provision per child per year) **1,378,529** (number of children in IDACI Band A-F living in an out of work or low income household) = **£208,736,902**.

Funding for free school breakfasts could be rolled into the National School Funding Formula. It should the sum of:

Number of pupils in IDACI Band A X 0.56 X £56.18 or £151.42

Number of pupils in IDACI Band B X 0.44 X £56.18 or £151.42

Number of pupils in IDACI Band C X 0.37 X £56.18 or £151.42

Number of pupils in IDACI Band D X 0.32 X £56.18 or £151.42

Number of pupils in IDACI Band E X 0.27 X £56.18 or £151.42

Number of pupils in IDACI Band F X 0.23 X £56.18 or £151.42

Number of pupils in IDACI Band G X 0.01 X £56.18 or £151.42

Annex 3

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