



Annual Fuel Poverty Statistics in England, 2025 (2024 data)

27 March 2025

Accredited Official Statistics

Headline Statistics

- In 2024, there were an estimated **11.0% of households (2.73 million) in fuel poverty in England** under the Low Income Low Energy Efficiency (LILEE) metric. This is a slight reduction from 11.4% (2.80 million households) in 2023¹.
- The **aggregate fuel poverty gap** for England in 2024 was estimated at £1.11 billion under the LILEE metric, a fall of 7% since 2023 (£1.19 billion) in real terms. The **average fuel poverty gap** for England in 2024 (the reduction in fuel costs needed for a household to not be in fuel poverty) was estimated at £407, down by 4% in real terms since 2023.
- Due to improvements in energy efficiency, there has been an increase in the share of households meeting the **2030 fuel poverty target** in 2024, with 59.5 per cent of all low income households living in a property with a Fuel Poverty Energy Efficiency Rating (FPEER)² of band C or better, up from 58.0 per cent in 2023.
- It is projected that in 2025, fuel poverty will increase slightly to 11.2 per cent (2.78 million) with the average fuel poverty gap falling by 9 per cent in real terms to £370 (in 2024 prices). In 2025, it is projected that 59.9 per cent of all low income households live in a property with a fuel poverty energy efficiency rating (FPEER) of band C or better.
- These statistics also include an affordability measure of the number of households who are required to spend more than 10 per cent of their income (after housing costs) on domestic energy. In 2024, 36.3 per cent of households (8.99 million) exceeded this threshold, up from 35.5 per cent in 2023 (8.73 million).

¹ Previous 2023 figures have been revised to final estimates in this publication. See [Annex E](#) for more information.

² To estimate fuel poverty and measure progress against the fuel poverty target, the Department for Energy Security and Net Zero (DESNZ) is legally bound to use a fuel poverty specific energy efficiency rating. DESNZ uses the Fuel Poverty Energy Efficiency Rating system which is a modified version of the Standard Assessment Procedure (SAP) used to generate Energy Performance Certificates.

A household's fuel poverty status using the Low Income Low Energy Efficiency (LILEE) measure depends on the interaction of these key drivers:

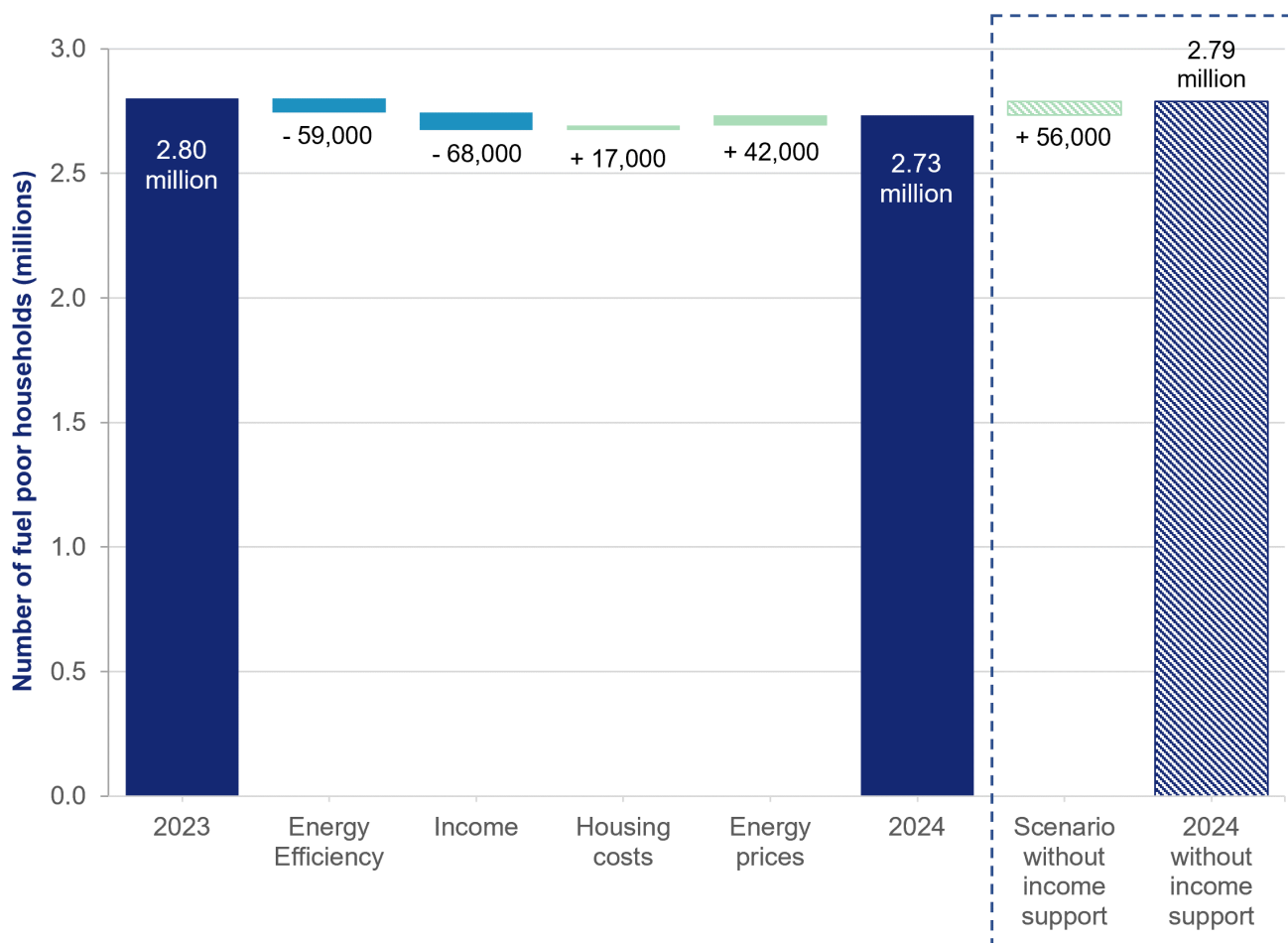
- **Energy efficiency** – Improvements in energy efficiency between 2023 and 2024 brought more low income households up to a minimum of FPEER band C which removes them from fuel poverty. This energy efficiency progress, combined with an increase in the number of households receiving Warm Home Discount from winter 2023/24 onwards, is estimated to have reduced fuel poverty by around 59,000 households over this period if no other factors had changed.
- **Incomes** – Median income increased by 4% in real terms between 2023 and 2024. Income changes are estimated to have reduced fuel poverty by around 68,000 households if no other factors had changed. The end of targeted cost of living payments in 2024/25 is likely to have lessened the number of households that moved out of fuel poverty.
- **Housing costs** – Increases to housing costs are estimated to have brought around 17,000 households into fuel poverty between 2023 and 2024 if no other factors had changed.
- **Energy prices** – Between 2023 and 2024, gas and electricity prices decreased by 9% in real terms. However, the Energy Bills Support Scheme, which gave all households a rebate of £400 in winter 2022/23, ended. After considering energy rebates, energy efficiency and household changes, median required energy costs increased by 1% between 2023 and 2024 in real terms. The change in energy costs is estimated to have increased fuel poverty by around 42,000 households between 2023 and 2024 if no other factors had changed.

Things you need to know about these statistics:

- The 2023 final estimates in this publication supersede the provisional estimates published in 2024.
- The 2024 headline figures in this publication are projections and are subject to change when the final estimates are published in 2026.
- The statistics are mainly based on the English Housing Survey, with other data sources used where needed. In 2020/21 and 2021/22, the survey's data collection was impacted by the circumstances surrounding the COVID-19 pandemic. The latest statistics for 2023 onwards in this report are the first to use data not affected by these changes. More information is provided in [Annex B](#).
- These statistics account for the change in eligibility for Winter Fuel Payment from winter 2024/25 onwards. This is explained in detail in [Annex G](#).

Figure 0.1 illustrates the decomposition of changes described above. The dark blue bars show the estimated number of fuel poor households in 2023 and 2024. The mid-blue bars and light green bars represent the drivers that have worked to remove households from fuel poverty and the source of the increase in fuel poverty, respectively. Overall, the effects of these drivers have led to a decrease of 68,000 in the number of households in fuel poverty.

Figure 0.1: Decomposition of changes in number of fuel poor households from 2023 to 2024



The bars in the dashed box represent a scenario of how 2.79 million households (11.3%) could have been in fuel poverty in 2024 without the cost of living support given by government³. The impact of this support is also seen in the 10 per cent affordability metric, where the number of households exceeding the energy costs to after housing costs income ratio rises from 9.0 million to 9.1 million without the support.

³ This sensitivity analysis removes additional cost of living payments for households eligible for means tested benefits (£900) and the pensioner cost of living payment for households eligible for Winter Fuel Payment (£300). Both payments were given in 2023/24.

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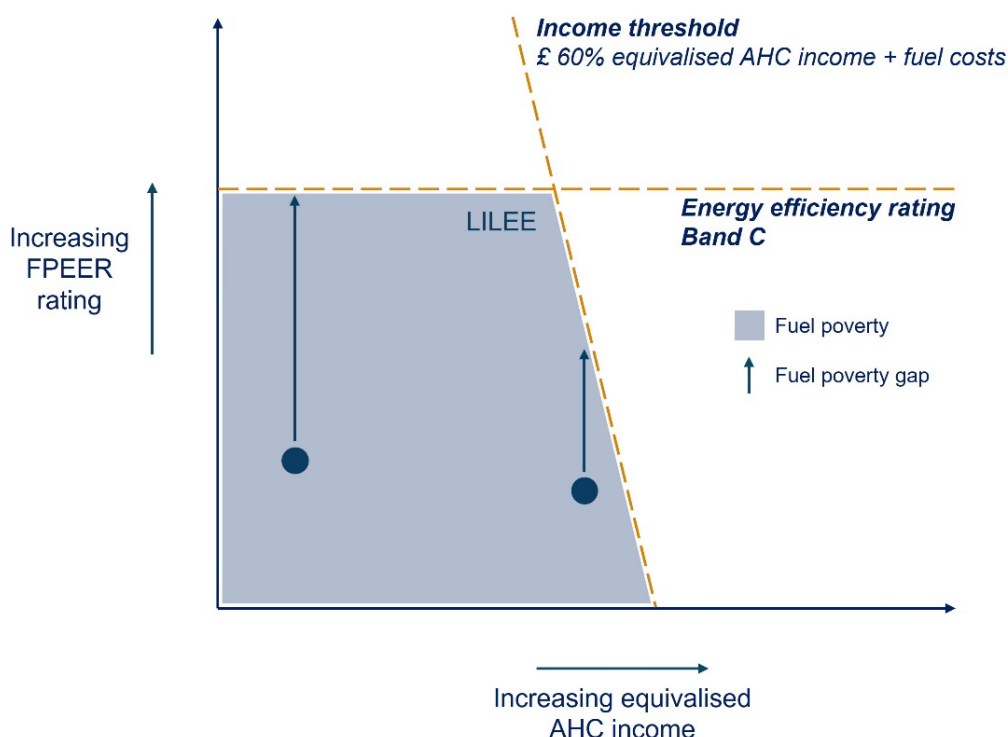
Chapter 1: Introduction

This annual publication provides a comprehensive view of the latest statistical trends and analysis of fuel poverty in England in 2024.

Fuel poverty in England is measured using the Low Income Low Energy Efficiency (LILEE) indicator, which considers a household to be fuel poor if:

- it is living in a property with an energy efficiency rating of band D, E, F or G as determined by the most up-to-date [Fuel Poverty Energy Efficiency Rating \(FPEER\) Methodology](#) - this is depicted by the horizontal threshold in Figure 1; and
- its disposable income (income after housing costs (AHC) and energy costs) would be below the poverty line⁴ as depicted by the vertical sloping threshold in Figure 1.

Figure 1: The LILEE metric including the fuel poverty gap



The 2014 fuel poverty target for England set an objective to ensure that as many fuel poor households as reasonably practicable achieve a minimum FPEER rating of band C^{5,6} by 2030, with interim targets of band E by 2020, and band D by 2025.

⁴ The poverty line (income poverty) is defined as an equivalised disposable income of less than 60 per cent of the national median in Section 2 of the ONS publication [Persistent poverty in the UK and EU: 2017](#).

⁵ Energy efficiency rating is measured using Fuel Poverty Energy Efficiency Rating (FPEER). See Section 2.2.2 and the glossary for more detail.

⁶ Household energy efficiency ratings are banded from G (lowest) to A (highest).

The primary purpose of the Annual Fuel Poverty Statistics is to monitor progress against the statutory target and track the proportion of households in fuel poverty and their fuel poverty gap⁷.

In addition to the headline results, the key drivers of fuel poverty are presented in Chapter 2, with detailed analysis of the prevalence and severity of fuel poverty by various household and dwelling characteristics in Chapter 3. Detailed data tables are published alongside this report (see [Annex I](#) for details of published tables).

The fuel poverty statistics, and underlying data, form a key element of the evidence base supporting the Department for Energy Security and Net Zero (DESNZ) to:

- Implement the [Fuel Poverty Strategy](#)
- Develop, monitor and evaluate key policies including the [Energy Company Obligation \(ECO\)](#), [Warm Home Discount](#), [Green Homes Grant](#), [Home Upgrade Grant](#), [Social Housing Decarbonisation Fund](#) (now Warm Homes: Social Housing Fund), [Great British Insulation Scheme](#) and [Private Rented Sector Minimum Energy Efficiency Standards](#)

The Government is interested in the amount of energy households need to consume to have a warm, well-lit home, with hot water for everyday use, and the running of appliances. Fuel poverty is therefore measured based on required energy bills rather than actual spending. This ensures that those households who have low energy bills simply because they actively limit their use of energy at home, by not heating their home for example, are not overlooked.

Since 2022, DESNZ has published annual fuel poverty statistics in February, as part of a commitment to improve the timeliness of the statistics. This year, operational delays in receiving input data have delayed publication until March. However, we intend to bring forward the date of publication in future years.

1.1 Fuel Poverty Strategy

The Government published the latest Fuel Poverty Strategy, [Sustainable warmth: protecting vulnerable households in England](#), in February 2021. The Strategy confirmed a new fuel poverty metric, Low Income Low Energy Efficiency (LILEE).

The Government is now reviewing this strategy and published a [consultation](#) in February 2025 seeking views on a new strategy to accelerate progress to deliver warm homes.

1.2 Data

These statistics are based on data collected in the [English Housing Survey \(EHS\)](#), which is a continuous national survey commissioned by the Ministry of Housing, Communities and Local Government (MHCLG). It collects information about people's housing circumstances and the condition and energy efficiency of housing in England.

⁷ Fuel poverty gap is the reduction in fuel costs that a fuel poor household needs to not be classed as fuel poor.

The latest complete combined year dataset for the EHS is for 2023 based on fieldwork carried out between April 2022 and March 2024 (with a mid-point of 1st April 2023). The sample comprised 12,918 occupied dwellings where a physical inspection and a household interview was carried out. Further information including EHS releases and a detailed survey guide for users can be found at the [EHS publication page](#). Confidence intervals for key estimates are shown in Annex A.

The headline figures used in this report are projections for 2024. These are designed to represent the period between April 2023 and March 2025 inclusive. This is a one year ahead projection from the final 2023 estimates and is designed to present a timely estimate of fuel poverty last year. The 2024 projection is less uncertain than the 2025 projection since it is based more on observed changes to energy efficiency installations, income changes and announced energy prices. The methodology for these projections is described in Section 7 of the [methodology handbook](#) with the data based on actual EHS data from April 2023 to March 2024 and modelled data from previous EHS single year data projected forward.

In recent years, the English Housing Survey's data collection was impacted by the circumstances surrounding the COVID-19 pandemic:

- For 2020/21 and 2021/22, there were changes to both the interview and physical surveys due to the COVID-19 restrictions in England. Interviews were completed by telephone rather than face-to-face, while internal inspections were replaced by external inspections.
- In 2022/23 the English Housing Survey returned to in-home interviews supported by full internal and external physical surveys. This enabled the full set of data to be collected and holding face to face interviews helps increase the quality and completeness of data collected through the interview survey.

Due to the sudden nature of the restrictions, no thorough testing of this new methodology was possible. Given this, it is unclear how this change of methodology affected the outcome versus how much is real change such as economic changes in employment and income, lifestyle change such as the size and composition of households, or the amount of time spent at home. Surveyors collected the physical inspection data using an assessment of the exterior of the dwelling together with a short interview carried out (socially distanced) to ask the occupants for details of items usually captured internally by the survey. This included items such as the type of heating system present, and extent of low energy lighting. Whenever possible, surveyors also used information from energy performance certificates (EPCs) and web-based tools such as Google Street View and Rightmove to inform decisions.

Where data was missing (e.g. loft insulation present but no insulation thickness given) due to the data collection method changes, imputed default values were used consistent with the approach used in a full survey year.

The latest statistics for 2023 onwards in this report are the first to wholly use data not affected by these changes. Therefore, some changes in the latest results may in part be due to this return to normal data collection methods. More information on the impact of COVID-19 on the English Housing Survey and the modelling methodology can be found in Annex 5.5 of the survey's [technical report](#).

This publication includes a range of tables for 2024 and time series data for 2010 to 2024 which are described in [Annex I](#). All tables for 2023 have been revised to reflect the final EHS 2023 data. The 2023 fuel poverty dataset will be made available later this year via the UK Data Service. This dataset contains the underlying data used to calculate fuel poverty and the corresponding breakdown variables used within the fuel poverty report. Documentation covering variable names and descriptions is also provided alongside the datasets.

The majority of fuel poverty variables are included in the dataset deposited at the UK Data Service under the standard End User Licence. To comply with data protection, supplementary fuel poverty variables are released under a more restricted Special Licence on the UK Data Service. To maintain the confidentiality of respondents, disclosure control is applied to both the End User Licence and Special Licence fuel poverty datasets on the UK Data Service.

Please note users will need to register with the [UK Data Service website](#) to access the data.

1.3 Sub-regional data

This report provides estimates for fuel poverty at regional level in England but does not include estimates for sub-regional data. These cannot be measured directly from survey data due to small sample sizes. Separate modelling is used to produce the estimates at local authority, lower layer super output area and parliamentary constituency levels with the 2023 figures due to be published in April.

1.4 Methodology

A [methodology handbook](#) has been published alongside this publication. This sets out the method for calculating the headline fuel poverty statistics using the LILEE indicator and the detailed methodology for calculating the income, energy efficiency and fuel prices for each household.

A [Fuel Poverty Energy Efficiency Rating \(FPEER\) Methodology](#) has also been published. This sets out the method for calculating a fuel poverty specific measure of household energy efficiency.

There is further information on methodological changes in [Annex B](#).

Chapter 2: Key Drivers of Fuel Poverty in England, 2024⁸

2.1 Overview: Fuel poverty in England

In 2024, an estimated 11.0 per cent of households in England (2.73 million households) were classed as fuel poor. This is lower than the final estimate for 2023 of 11.4 per cent (2.80 million households).

The depth of fuel poverty is measured by the fuel poverty gap. The fuel poverty gap is the reduction in fuel costs needed for a household to not be in fuel poverty. This is either the change in required fuel costs associated with increasing the energy efficiency of a fuel poor household to a Fuel Poverty Energy Efficiency Rating (FPEER) of at least 69 (band C threshold) or reducing the costs sufficiently to meet the income threshold.

The average fuel poor household would require a reduction of £407 to their fuel costs to be moved out of fuel poverty. This is the average (mean) fuel poverty gap (referred to hereafter as simply the gap). The average gap in 2024 was 4 per cent lower than 2023 in real terms⁹. We recommend using the gap, in conjunction with the proportion, as an indication of the depth of fuel poverty.

The aggregate fuel poverty gap, which is the total of all fuel poverty gaps for households in England, decreased by 7 per cent since 2023. Table 2.1 below summarises these figures.

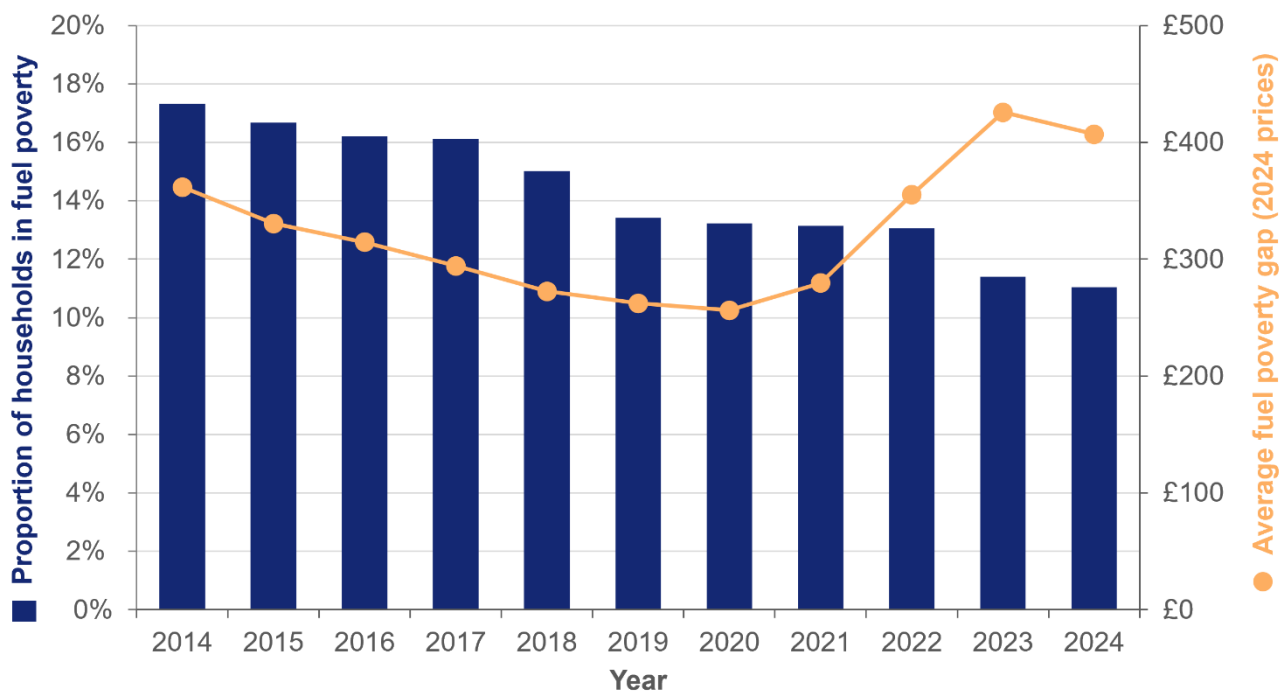
Table 2.1: In 2024 the proportion of households in fuel poverty fell by 0.4 percentage points, while the aggregate gap also decreased by 7 per cent.

Headline measure	2014	2022	2023	2024
Number of households in fuel poverty (millions)	3.91	3.18	2.80	2.73
Proportion of households in fuel poverty (%)	17.3	13.1	11.4	11.0
Aggregate gap (£ millions) (2024 prices)	1,412	1,129	1,192	1,113
Average gap (£) (2024 prices)	362	355	426	407

⁸ Note that caution should be used when interpreting year on year changes as the sample is not independent; fuel poverty is based on a two-year combined sample (see Annex B).

⁹ The average gap and aggregate gap figures are adjusted to 2024 prices using the Gross Domestic Product (GDP) deflators consistent with the Office for Budget Responsibility estimates December 2024. This also applies to the figures in table 2.1.

Figure 2.1: Following a steady proportion of households in fuel poverty between 2019 and 2022, this proportion has fallen since 2022



Between 2019 and 2022, the energy efficiency of households improved. However, this was offset by economic factors such as increases in energy prices, resulting in a steady share of households in fuel poverty. The datasets for 2020 to 2022 were also impacted by changes to English Housing Survey data collection relating to the COVID-19 pandemic. See Section 1.2 for more information.

The latest statistics for 2023 onwards in this report are the first to use data not affected by the data collection changes mentioned above. Between 2022 and 2023, energy efficiency of households improved substantially, while increases in energy prices were balanced out by increases in household incomes. This led to a notable drop in fuel poverty in 2023. The reduction seen in fuel poverty between 2022 and 2023 was at a similar rate to the change between 2018 and 2019. In 2024, fuel poverty dropped further as energy efficiency improved, incomes increased, and energy costs changed little overall.

The average fuel poverty gap increased by 66 per cent between 2020 and 2023 (in 2024 prices). While fuel poverty fell between 2022 and 2023, this increase in gap reflects increasing energy prices during this period, which increased the gap between the required energy costs of a household and the required fuel costs for that household at band C. Between 2023 and 2024, the gap dropped slightly. This reflects energy prices starting to drop.

Confidence intervals for the share of fuel poor households and average fuel poverty gap are shown in Figures A.1 and A.2 respectively, up to 2023. The confidence intervals reflect the sample variation between years and hence small changes such as the changes in the proportion of low income households achieving FPEER band D or above are not statistically significant. Since the 2024 data point is a projection, this is subject to both sample variability and modelling uncertainty.

The revisions to 2023 estimates have produced a lower fuel poverty rate than the provisional estimate included in the previous annual fuel poverty statistics publication. More information on this can be found in [Annex E](#).

2.2 Key drivers

The fuel poverty status of a household depends on the interaction between three key drivers¹⁰:



The key drivers will be assessed in turn to explore their effect on headline fuel poverty figures in 2024. **Increased** energy efficiency, **higher** incomes and **lower** energy prices would each have a positive impact on a fuel poor household.

The LILEE fuel poverty indicator sets an absolute energy efficiency threshold making it easier to identify the impact of changes in energy efficiency. The relative nature of the income threshold means it is harder to see the impact of changes in income and the contribution of prices since this requires an assessment of how household incomes and fuel costs change relative to the median income.

Chapter 3 explores dwelling and household characteristics that help identify where the most severe fuel poverty gaps are, and which households are in fuel poverty.

¹⁰ See [Annex B](#) for further explanation of how changes to key drivers affect fuel poverty figures.

2.2.1 The Low Income Low Energy Efficiency quadrant

Fuel poverty in England is measured using the LILEE indicator, as defined in Chapter 1. Based on a combination of household income, energy requirements and energy prices, the indicator allows households to be grouped into one of the four quadrants illustrated in Figure 2.2.

Energy Efficiency: The horizontal line provides the absolute threshold between low energy efficiency rated households (band D to G) and high energy efficiency rated households (band A to C).

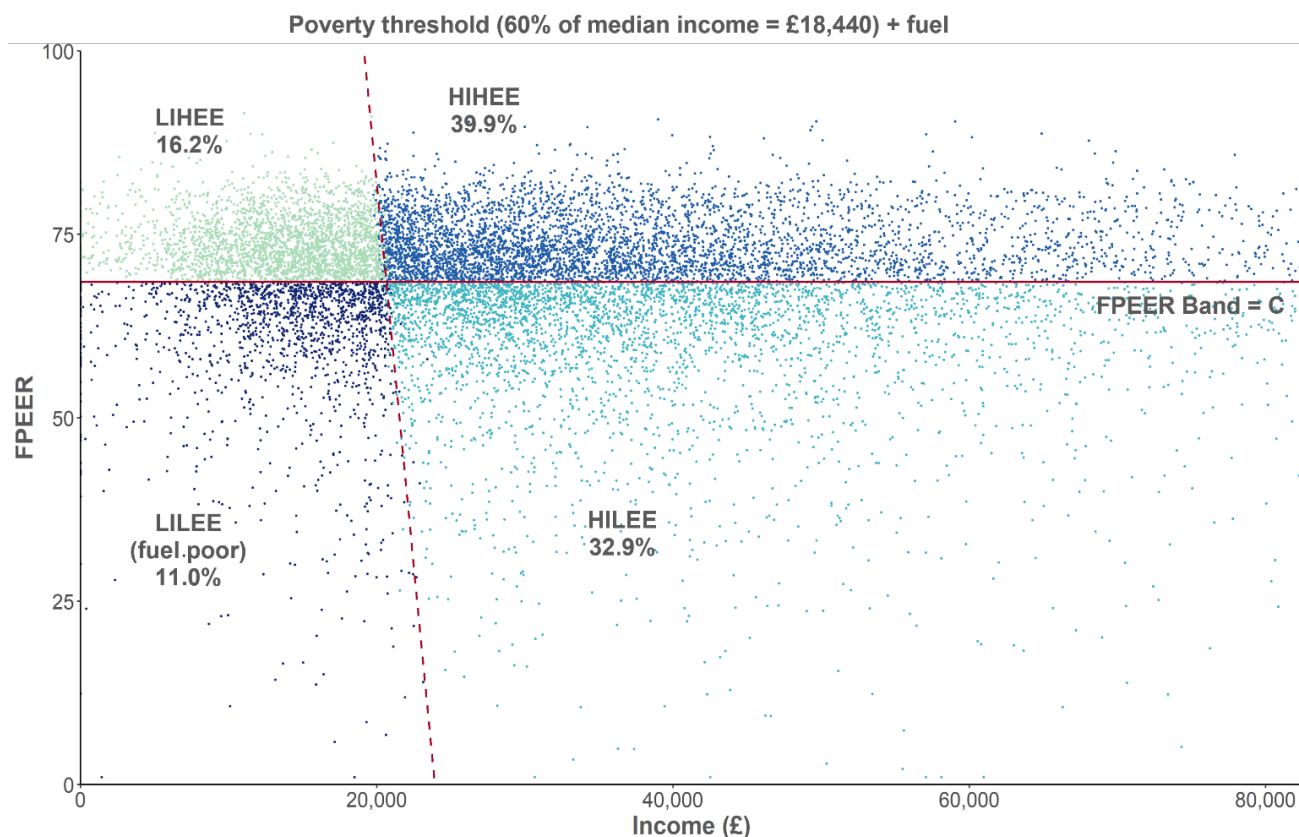
Fuel costs: The Government is interested in the amount of energy households need to consume to have a warm, well-lit home, with hot water for everyday use, and the running of appliances. Fuel poverty is therefore measured based on **required** fuel costs of the energy efficiency of the home rather than **actual** spending. This ensures that households who have low energy bills simply because they actively limit their use of energy at home, for example, by not heating their home, are not overlooked. An equivalisation factor is applied to reflect the different levels of energy required depending on the number of people living in the property.

Income: The horizontal axis shows equivalised income after housing costs, tax, and National Insurance. Equivalisation reflects that households have different spending requirements depending on the number and age of people living in the property.

Under the LILEE indicator there is no exact point on the income axis, for a given FPEER rating, where the household would be classed as low income since this threshold is measured using income minus fuel costs. The sloping dashed line marks a line of best fit between households classed as low income and high income and shows the impact of higher fuel costs in low energy efficiency households. The variation in fuel costs for a given FPEER is due to factors including property size, household size and occupancy pattern. The poverty threshold line is more sloped in recent years with greater variability in fuel costs between high and low energy efficiency households due to higher prices. The scatter plot shows how a band F/G household with an income over £23,000 can be considered a low-income household with high energy costs but that some band B households with incomes under £20,000 are considered to be high income.

Further information on how income and fuel costs are calculated can be found in Sections 3 and 5 of the [methodology handbook](#).

Figure 2.2: 11.0 per cent of all households were classified as fuel poor (LILEE) in 2024¹¹.



In 2024, 27.3 per cent of households were classed as having a low income (with 72.7 per cent having a high income). Overall, 43.9 per cent of households were classed as low energy efficiency. Of those households with low incomes, 40.5 per cent were classed as low energy efficiency and hence fuel poor based on having an energy efficiency rating of band D or below.

2.2.2 Energy efficiency

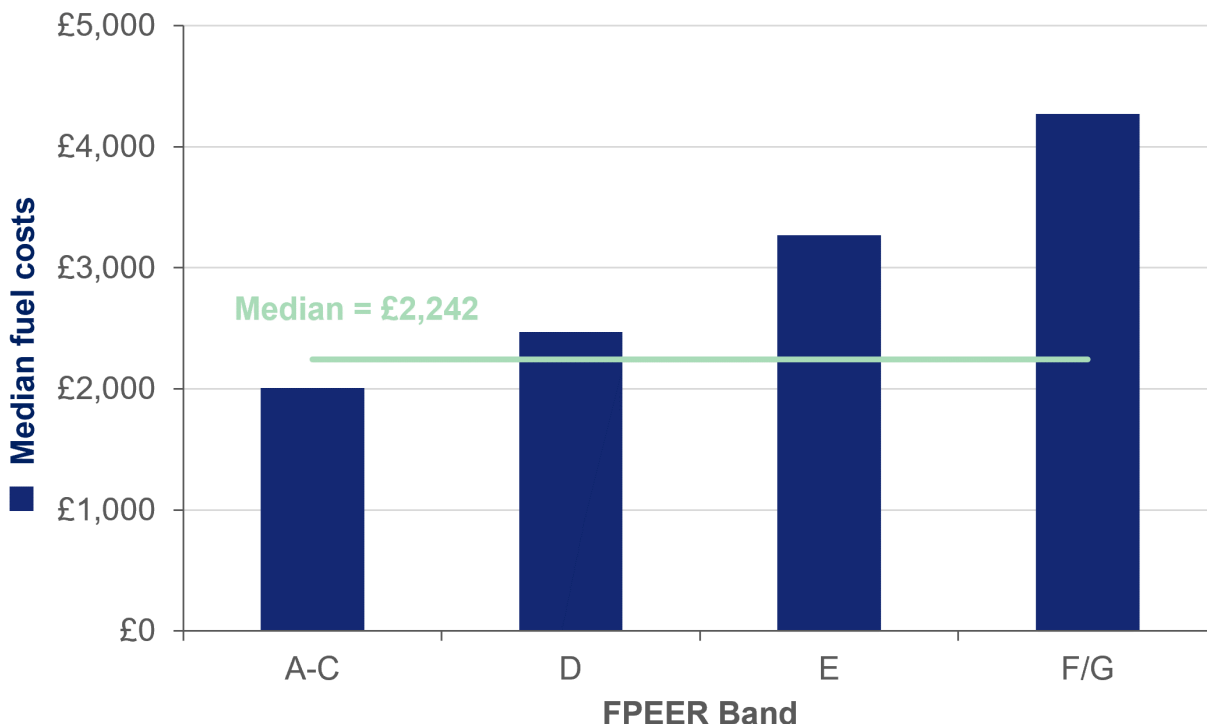
Energy efficiency is a key driver of fuel poverty, as higher energy efficiency reduces a household's fuel costs for a particular size of property. The LILEE metric also sets an absolute threshold above which a household cannot be fuel poor (FPEER band C) regardless of income. Using an absolute threshold also means that once a property attains this threshold it is unlikely to fall below it.

The fuel costs in figure 2.3 of this report and the 2024 Supplementary Tables are reported net of rebates provided through the Warm Home Discount¹². After considering these, the median fuel cost in 2024 was £2,242, an increase of 1 per cent in real terms since 2023.

¹¹ In line with [Canberra Group Handbook](#) guidance, negative AHC incomes have been set to zero following equalisation. Households with AHC incomes over £80,000 have not been included. For more information, see Section 3 of the [methodology handbook](#).

¹² [Warm Home Discount](#) provided a rebate of £150 to approximately 2.8 million households in 2023/24 in England and has been modelled in these statistics as providing the same amount to the same number of households in 2024/25.

Figure 2.3: Fuel costs for the least efficient¹³ properties (band F/G) are 2.1 times higher than costs for the most efficient properties (band A-C) in 2024.



Fuel poverty modelling is based on the estimated fuel costs of a household’s theoretical energy consumption since this provides a consistent assessment using the Standard Assessment Procedure (SAP)¹⁴ and the Building Research Establishment Domestic Energy Model (BREDEM) occupancy patterns, reflecting a standard achieved temperature for all households. Theoretical energy consumption and actual usage were compared in a [special feature article](#), published in March 2019. The analysis suggested that in properties rated band C or lower, actual consumption is, on average, lower than the theoretical value. This difference increases as the energy efficiency of a property decreases.

For fuel poverty statistics, and to measure progress against the fuel poverty target (see Section 2.3), DESNZ is legally bound to use a fuel poverty specific energy efficiency rating.

The fuel poverty energy efficiency rating ([FPEER](#)) (hereafter referred to as energy efficiency rating), is based on SAP, but accounts for the impact of policies which discount households’ energy bills (e.g. the [Warm Home Discount](#)). For example, if a household has a band D Energy Performance Certificate (EPC) and they get £150 deducted from their energy bill due to receipt of the Warm Home Discount, this could move them into an FPEER band C.

The impact of the WHD rebate on FPEER depends on the size of the rebate compared to the total energy bill. Between 2021 and 2023, the relative value of the WHD uplift reduced: in 2021

¹³ Energy efficiency measured using FPEER.

¹⁴ Every household in England can be assessed using SAP, and a score 1-100 awarded, with 1 indicating the least energy efficient and 100 being the highest. For the purposes of Energy Performance Certificates (EPC), SAP scores are banded to give a rating A-G, A being the highest.

the typical energy efficiency uplift to a band D home from receiving WHD was 5 FPEER points; in 2023 it was less than 3 points. In 2024, the size of the WHD rebate compared to the total energy bill stayed the same as in 2023.

Figure 2.4: Median energy efficiency ratings increased more than usual between 2022 and 2023, and continued to increase slightly in 2024.

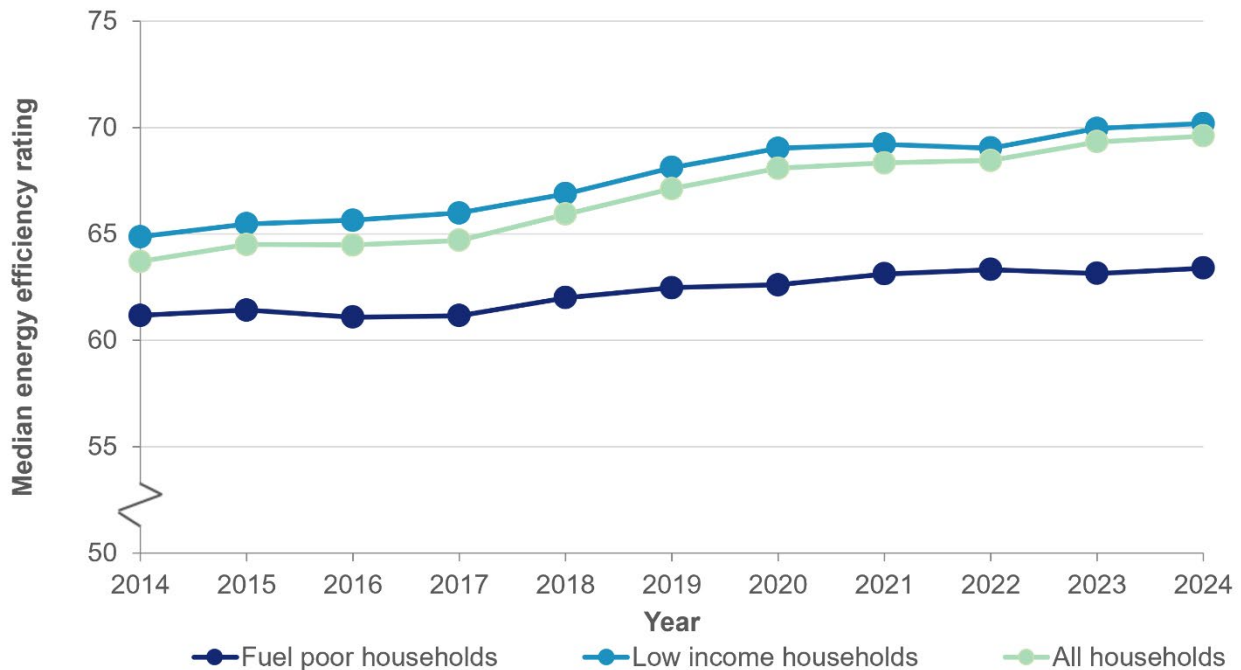


Figure 2.4 shows that in 2024 the median FPEER was 69.6, up from 69.3 in 2023. As explained above, the improvements in the median energy efficiency rating can be attributed to improvements to the energy efficiency of households and an increase in the number of households receiving Warm Home Discount from winter 2023/24 onwards.

The rate of increase in median energy efficiency rating since 2010 is slowest among fuel poor households. This is because when the energy efficiency improvements made to a low income household bring this household up to band A-C, this removes them from fuel poverty and therefore this improvement is not seen within the current fuel poor group.

2.2.3 Income

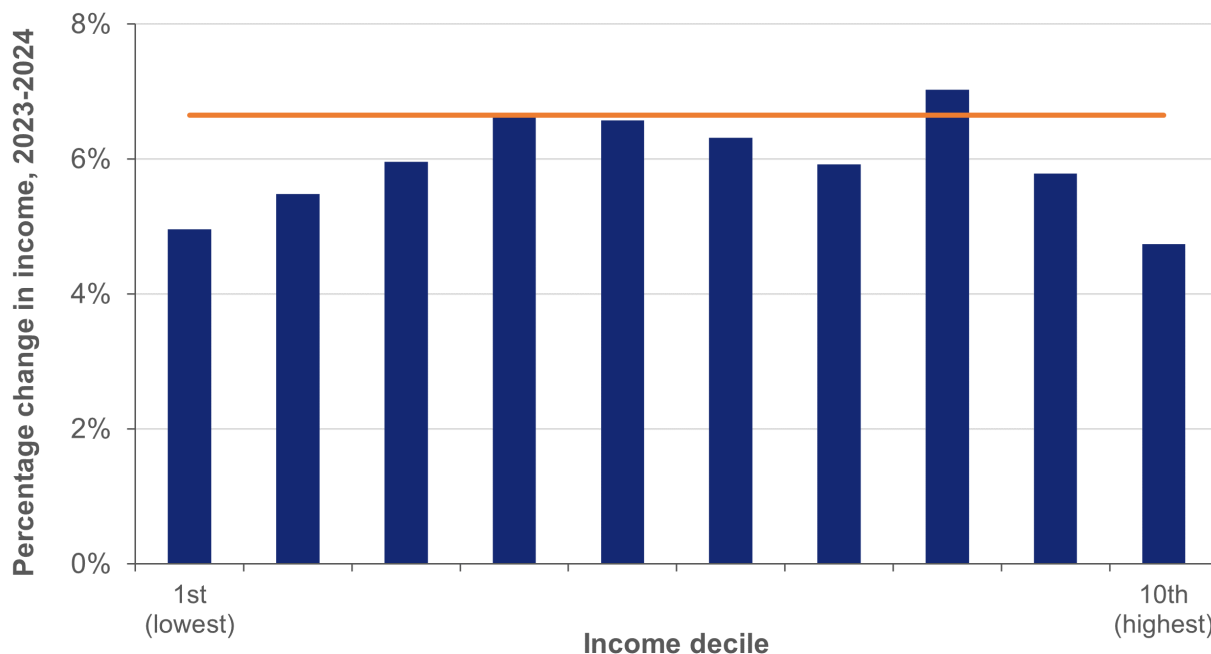
Income is one of the three key drivers of fuel poverty. Changes to occupants’ earnings, benefits, other income sources and housing costs determine whether a household is classed as “low income” or “high income.”

In 2024, a household was classified as low income if their equivalised income (after tax, National Insurance, and housing costs) minus their required fuel costs was less than £18,440 (60 per cent of median AHC income for all households)¹⁵.

¹⁵ In the 2024 Fuel Poverty projected dataset, the median (after housing costs equivalised income for all households) was £30,733. 60 per cent of the median is £18,440. See Figure 2 in the [methodology handbook](#).

There has been an increase in incomes across the income distribution despite a significant increase in housing costs for some households. This increase is smallest for the lowest and highest income deciles.

Figure 2.5: The growth in incomes (after housing costs equivalised) in the lowest deciles was lower than the median income growth between 2023 and 2024.



Aside from general increases to incomes, there are several changes which will have impacted incomes in 2024:

- The ending of the Cost of Living Payment in 2024/25 has likely reduced the income growth seen for those in the lowest income deciles.
- The ending of the Pensioner Cost of Living Payment in 2024/25 will also have reduced income growth. However, the effects of this will be seen across the income deciles because it was not means tested.
- The projected data for 2024 model a change in National Insurance Contributions from January 2024 onwards. The details of this change are set out in Section 3.3 of the [methodology handbook](#). These changes may have contributed to income growth but were not observed to have a substantial effect on rates of fuel poverty.

The proportion of households classed as low income between 2010 and 2019 remained between 25.6-26.2 per cent as the shape of the income distribution remained stable. Between 2019 and 2022 this proportion rose, to 27.8 per cent in 2022.

In 2023, the share of low income households was 27.2 per cent. In 2024 the share remained similar at 27.3 per cent. While income growth worked to reduce the low income share in 2024, this was offset by the overall slight increase in energy costs.

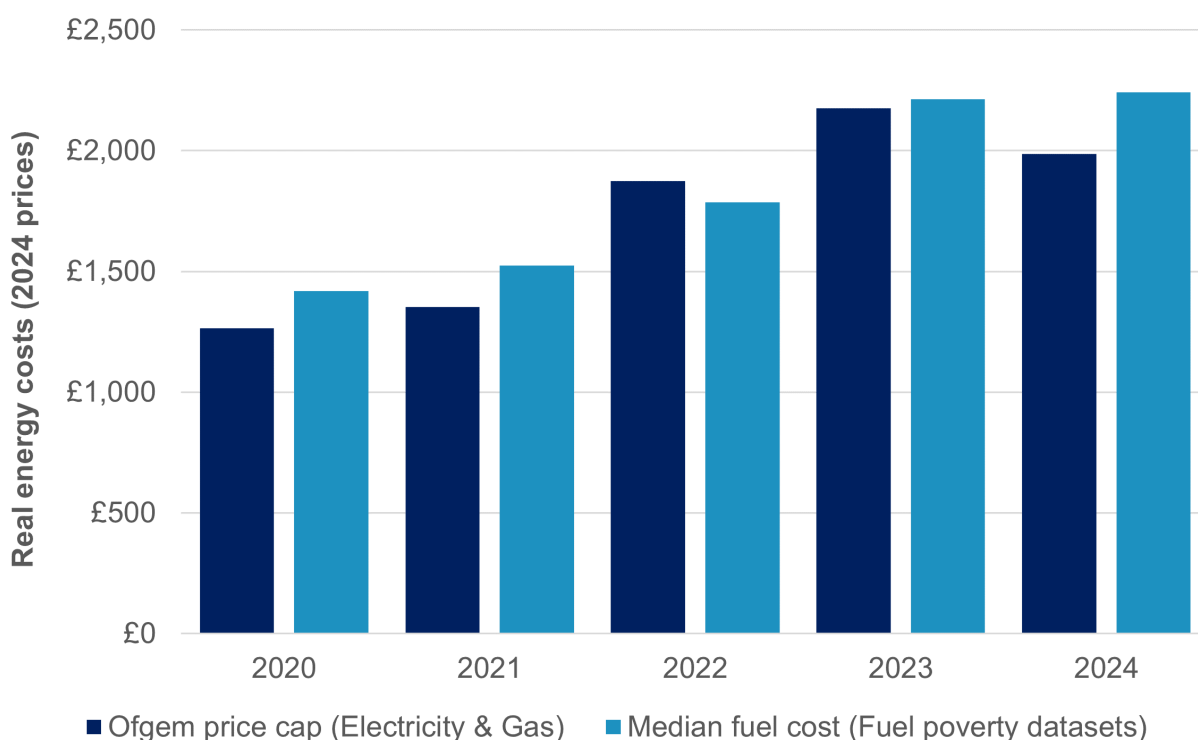
2.2.4 Energy prices

Energy prices are used to calculate how much the required energy for each household would cost for that specific year. The required equivalised energy bill for each household is subtracted from the equivalised after housing costs (AHC) household income and hence determines if a household is classified as low income.

Domestic energy prices rose significantly in recent years, to a peak in 2023. Figure 2.6 compares the trend in the typical household bill as measured through the Ofgem price cap with the median fuel costs seen in this fuel poverty modelling.

Fuel poverty datasets are based on two years of data across the two financial years in this comparison. The change in prices between the fuel poverty datasets for 2023 and 2024 is based on the change between the average of 2022/23 & 2023/24 prices and the average of 2023/24 & 2024/25 prices.

Figure 2.6: The median fuel cost for households (after rebates) changed little between 2023 and 2024 in real terms, while the Ofgem price cap decreased¹⁶.



There are a number of differences to be aware of in this comparison:

- The median fuel cost used for fuel poverty is usually higher than the Ofgem price cap because it includes all types of fuel, and because fuel poverty modelling uses assumptions consistent with SAP which are known to be higher than actual energy use, particularly for low income households facing high energy prices.

¹⁶ All prices include the impact of the Energy Price Guarantee which was below the Ofgem price cap (Oct 22-June 23). Figures for 2023/24 are based on a consumption weighted average of quarterly price caps. Data for gas and electricity separately can be found in [Annex A](#). For prices for non-metered fuels used in fuel poverty modelling, see Section 4 of the [methodology hand-book](#).

- The fuel poverty median costs are net of rebates including the Warm Home Discount and other rebates given to households in 2022/23. These were the [Energy Bills Support Scheme](#) (£400 given to all households), the alternative fuel payment (£200 for non gas or electricity heated homes) and the [council tax rebate](#) (£150 for households in council tax bands A to D).

The rebates help to explain why fuel poverty median costs rose by 56 per cent in real terms between 2020 and 2023, compared with an increase of 72 per cent in the Ofgem price cap based on fixed consumption levels.

Between 2023 and 2024, gas and electricity prices decreased by 9 per cent in real terms for a typical household. However, the ending of the rebates listed above in 2023/24 meant that household's median energy costs increased by 1 per cent in real terms. This means that net household energy costs were similar to 2023 values.

In 2024, fuel poor households were required to spend a median cost of £2,240 on their energy bills after rebates, which is 28 per cent (£540) more than Low Income High Energy Efficiency households (£1,940). Characteristics of the dwelling and household which contribute to these higher costs are explored in detail in Chapter 3.

Overall, the decrease in prices between 2023 and 2024 is 2 per cent for electricity and 15 per cent for gas, leading to an overall decrease of 9 per cent for the typical dual fuel household.

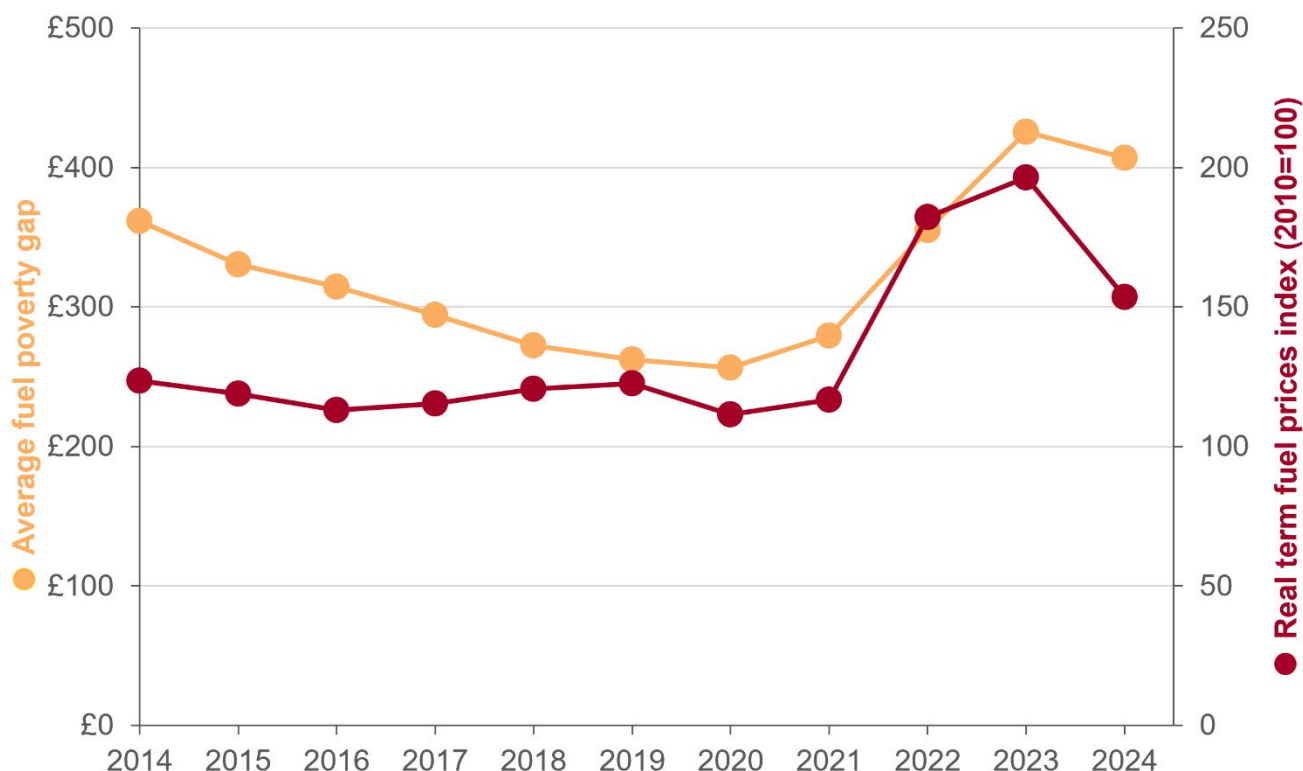
The rate of decrease for gas and electricity combined for pre-payment households is slightly larger (13 per cent) and for direct debit households slightly smaller (7 per cent) with standard credit down by 10 per cent. The payment type with the smallest typical fuel bill in 2024 was prepayment (typical dual fuel bill £1,940), followed by direct debit (£1,970) with standard credit having the largest typical fuel bill (£2,090). This marks a change from recent years, where direct debit had the smallest typical fuel bill. See Tables A.1 and A.2 in Annex A for details.

Fuel poverty statistics are modelled using required fuel expenditure that takes into account the assumed heating pattern appropriate to a household's circumstances. Households are assigned one of four heating patterns depending on whether they are usually at home during the day or not and whether they under occupy their home.

Figure 2.7 shows that between 2010 and 2019, as energy prices were stable, the average fuel poverty gap reduced due to energy efficiency improvements. However, between 2020 and 2023, as energy prices rose, the average fuel poverty gap increased along a similar trend. In 2024, the average fuel poverty gap has fallen as energy prices also fell.

The energy price series does include the impact of the Energy Price Guarantee, which capped the unit price of gas and electricity to households but is not adjusted for energy rebates. Likewise, the fuel poverty gap is not directly impacted by energy rebates since these apply equally to the fuel poor households and the assumed band C costs for that household.

Figure 2.7: The average fuel poverty gap decreased slightly by 4 per cent in real terms between 2023 and 2024 as energy prices fell^{17,18}.



Higher energy costs affect the number for fuel poor households relative to their disposable income under the LILEE metric. For example, if fuel costs rose by £500, fuel poor households would be found £500 further up the income distribution. Annex D analyses some alternative affordability metrics which are more sensitive to energy price changes.

2.3 Progress against the target

In 2014, the Government put in place a new statutory fuel poverty target for England: to ensure that as many fuel poor households as reasonably practicable achieve a minimum energy efficiency rating of band C^{19,20} by 2030, with interim targets of band E by 2020, and band D by 2025 (see Figure 2.8).

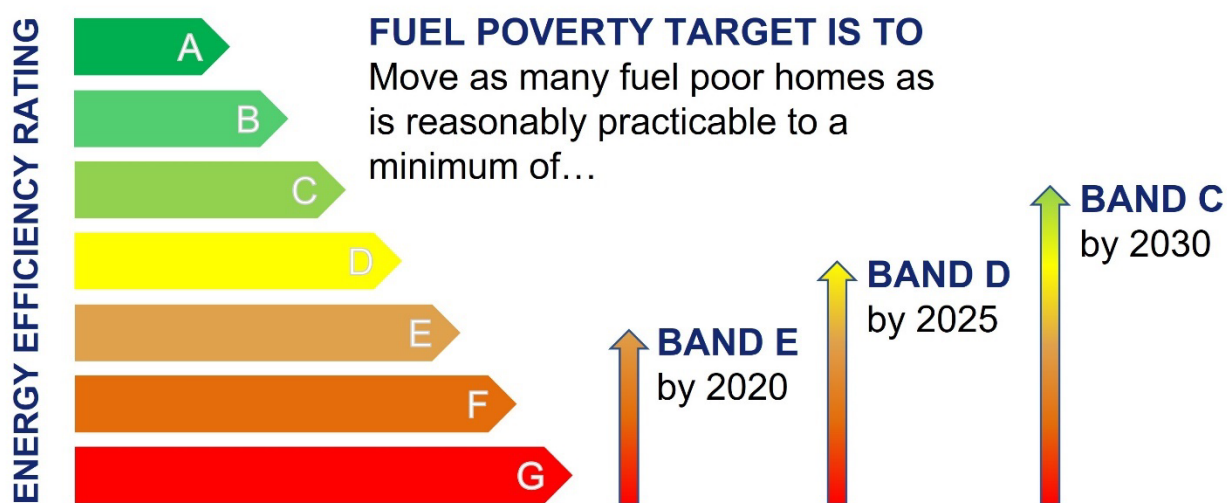
¹⁷ Produced using the Gross Domestic Product (GDP) deflators consistent with the Office for Budget Responsibility estimates December 2024.

¹⁸ Real term fuel prices index taken from Quarterly [Energy Prices table 2.1.2](#), up to 2024.

¹⁹ Energy efficiency rating is measured using Fuel Poverty Energy Efficiency Rating (FPEER). See Section 2.2.2 and the glossary for more detail.

²⁰ Household energy efficiency ratings are banded from G (lowest) to A (highest).

Figure 2.8: England’s statutory fuel poverty target



Under the Low Income Low Energy Efficiency (LILEE) metric, a household that achieves a fuel poverty energy efficiency rating of band C or above would not be measured as fuel poor, and therefore fuel poverty would be eradicated if all low income households achieved an energy efficiency band C rating, providing an absolute metric for the target. Progress towards the fuel poverty target is measured as the percentage of all low income households who achieve an energy efficiency band C in 2030 and the interim milestones.

Table 2.2, Figure 2.9, and Table 2.3 show statistically significant increases in the percentage of low-income households reaching both the band C target and the band D milestone between 2022 and 2023. They also show slight increases for both targets between 2023 and 2024.

Table 2.2: In 2024, the percentage of households reaching the fuel poverty target and remaining interim milestone increased slightly.

Fuel poverty target	2014 progress	2022 progress	2023 progress	2024 progress
Band D or above by 2025 (% of low income households)	83.6	91.2	92.5	93.2
Band C or above by 2030 (% of low income households)	32.9	53.1	58.0	59.5

Figure 2.9: The percentage of low income households in bands A to C was 59.5 per cent and in bands A to D was 93.2 per cent in 2024.

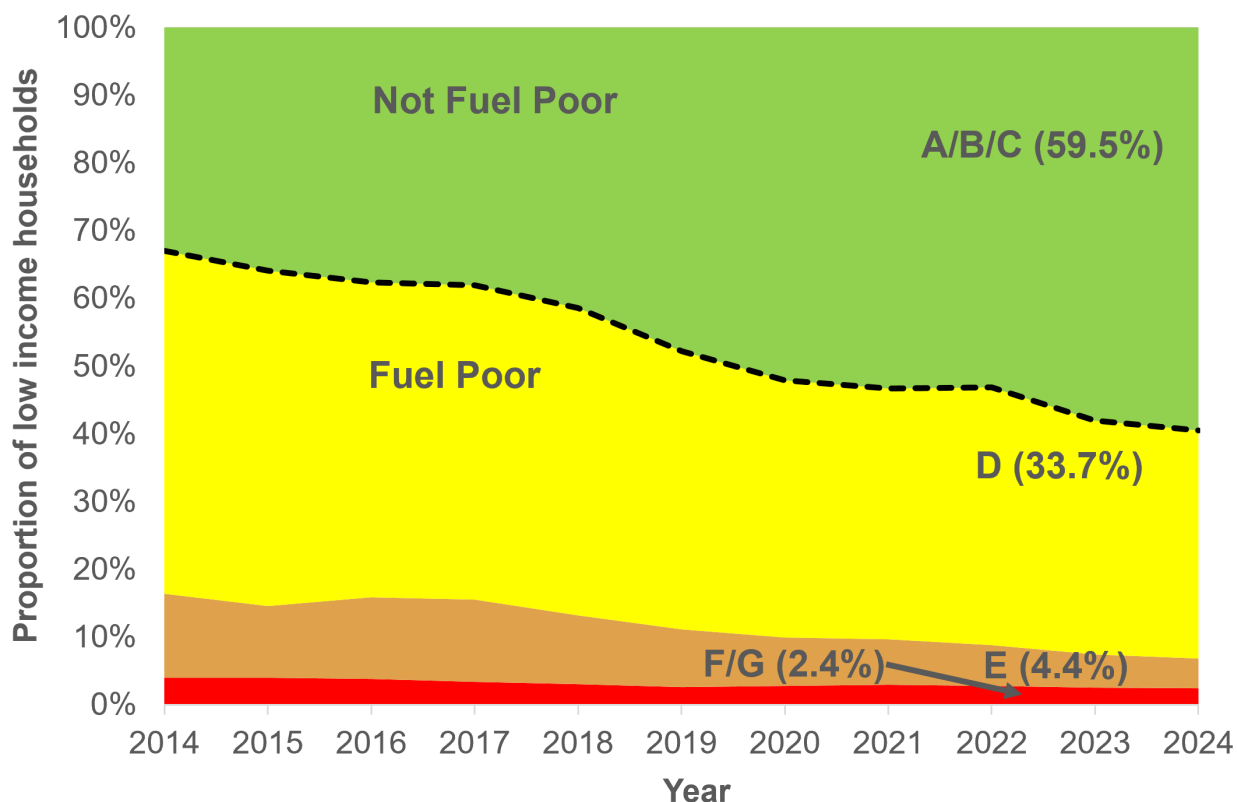


Table 2.3: Proportion and number of low income households in each fuel poverty energy efficiency band, 2014, 2023 and 2024.

Low income households in each FPEER band	2014		2023		2024	
	(%)	No. households (000's)	(%)	No. households (000's)	(%)	No. households (000's)
Band A/B/C	32.9	1,917	58.0	3,873	59.5	4,013
Band D	50.7	2,949	34.5	2,303	33.7	2,272
Band E	12.4	724	5.0	333	4.4	299
Band F/G	4.0	231	2.5	166	2.4	163

2025 interim milestone progress: 93.2 per cent of low income households were living in properties with an energy efficiency rating in band A to D in 2024, an increase of 9.5 percentage points from 2014, and an increase of 0.6 percentage points since 2023.

2030 target progress: 59.5 per cent of low-income households were living in properties with an energy efficiency rating of A, B or C in 2024, an increase of 26.5 percentage points from 2014 and an increase of 1.4 percentage points since 2023.

Confidence intervals for the fuel poverty target and milestones are shown in Figure A.3 up to 2023. The increases shown above for the 2030 fuel poverty target and 2025 interim milestone between 2022 and 2023 represent statistically significant differences, while the increases between 2023 and 2024 do not.

Chapter 3: Detailed Analysis of Fuel Poverty in England, 2024

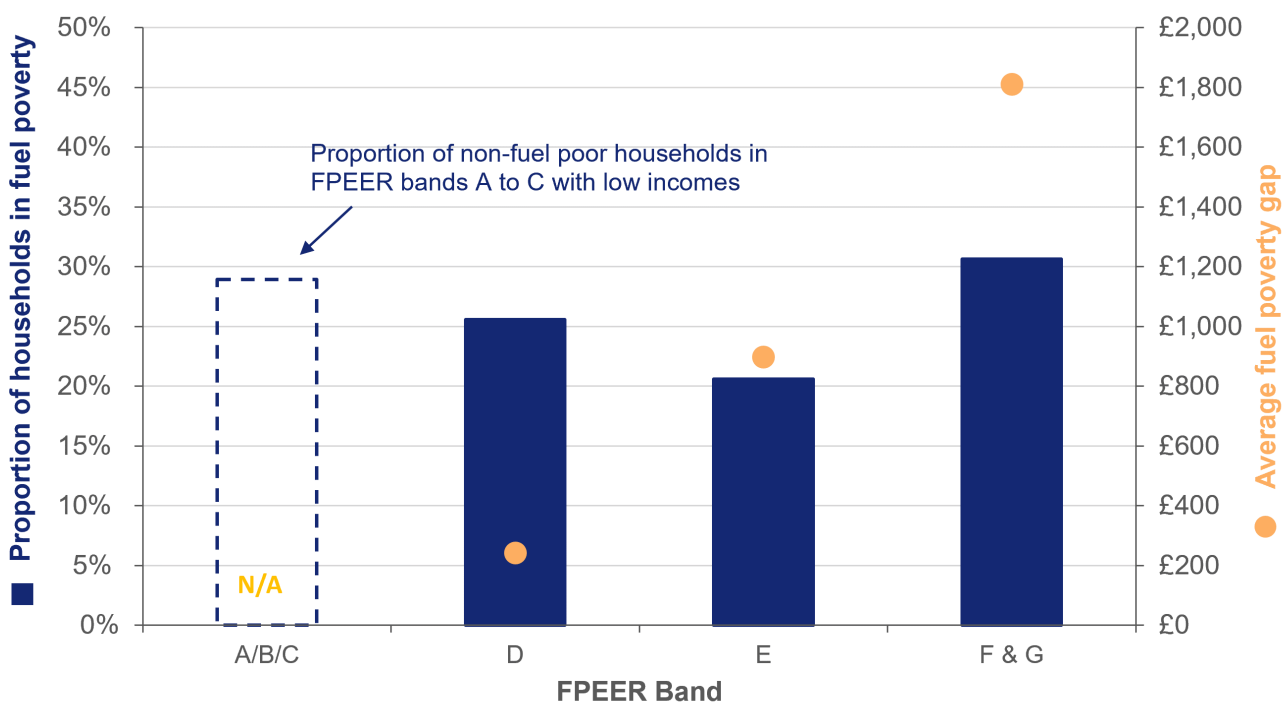
Fuel poverty in England is affected by multiple characteristics, including energy efficiency, income, and fuel costs. This means that assigning causality to one factor alone is not possible. The following chapter analyses these individual characteristics, but users should be aware that built-in interactions likely exist between them.

The data behind this analysis is available in the fuel poverty detailed, trends and supplementary tables (of median equivalised incomes, fuel costs, energy efficiency ratings and floor areas) detailed in [Annex I](#).

3.1 Property characteristics

3.1.1 Fuel Poverty Energy Efficiency Rating (FPEER)²¹

Figure 3.1: Proportion of “low income” households at different FPEER ratings in 2024. Households with FPEER D-G were also “fuel poor.”



In Figure 3.1 above, other than for band A-C, the blue bars denote the proportion of households in fuel poverty for each group and the orange circles represent the average fuel poverty gap for each group. For example, the blue bars show that in 2024, 25.6 per cent of

²¹ The Fuel Poverty Energy Efficiency Rating is defined in Section 2.2.2.

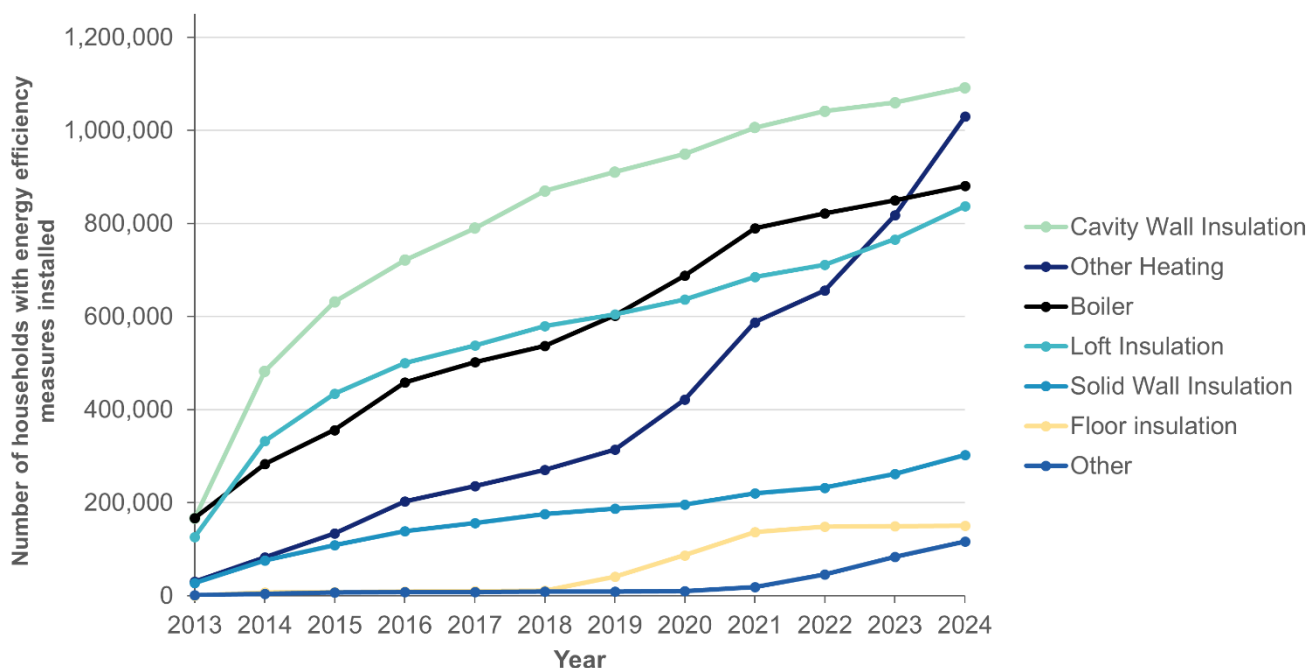
households who lived in energy efficiency band D properties were fuel poor and the orange circle shows that these households had an average gap of £242.

In 2024, 83.1 per cent of all fuel poor homes were FPEER band D, 10.9 per cent were band E, and 5.9 per cent were band F/G (see Detailed Table 3). Households living in band F/G had the highest median energy costs (£4,273), leading band F/G properties to have the highest average fuel poverty gap in 2024.

By definition, households rated A-C were not fuel poor and therefore they did not have a fuel poverty gap. In 2024, the median equivalised income of households within energy efficiency bands A-C (£29,900) was 13.0 per cent lower than it was for households in band E, which had the highest median equivalised income of £34,400. Lower income households were more likely to be living in homes with an energy efficiency rating in Bands A to C than Bands D or E. Despite the lower median income, none of these band A-C households were fuel poor because of their high energy efficiency rating. Households in Band F/G had the lowest median equivalised income of £29,300.

The increase in energy efficiency ratings over the past decade is explained through a combination of the higher performance standards of new homes and by the retrofitting of energy efficiency measures (see Figure 3.2). This information is consistent with the individual scheme statistical reports. Overall, 4.4 million measures have been installed through these Government schemes since 2013.

Figure 3.2: The cumulative number of energy efficiency measures installed through Government schemes between 2013 and 2024^{22,23,24}



While the delivery of some measures has levelled off in recent years, the introduction of ECO3 at the end of 2018 increased the delivery of boilers alongside supplementary insulation measures, typically under floor insulation and often heating controls. Of ECO4 measures (including ECO3 Interim and ECO3 Surplus Actions) installed up to the end of 2024, around two-thirds (69 per cent) were heating measures, and one third (31 per cent) were insulation. The Great British Insulation Scheme (GBIS) also accounted for upgrades to around 44,000 households in Great Britain in 2024, with Cavity Wall Insulation and Loft Insulation being the most common measures²⁵.

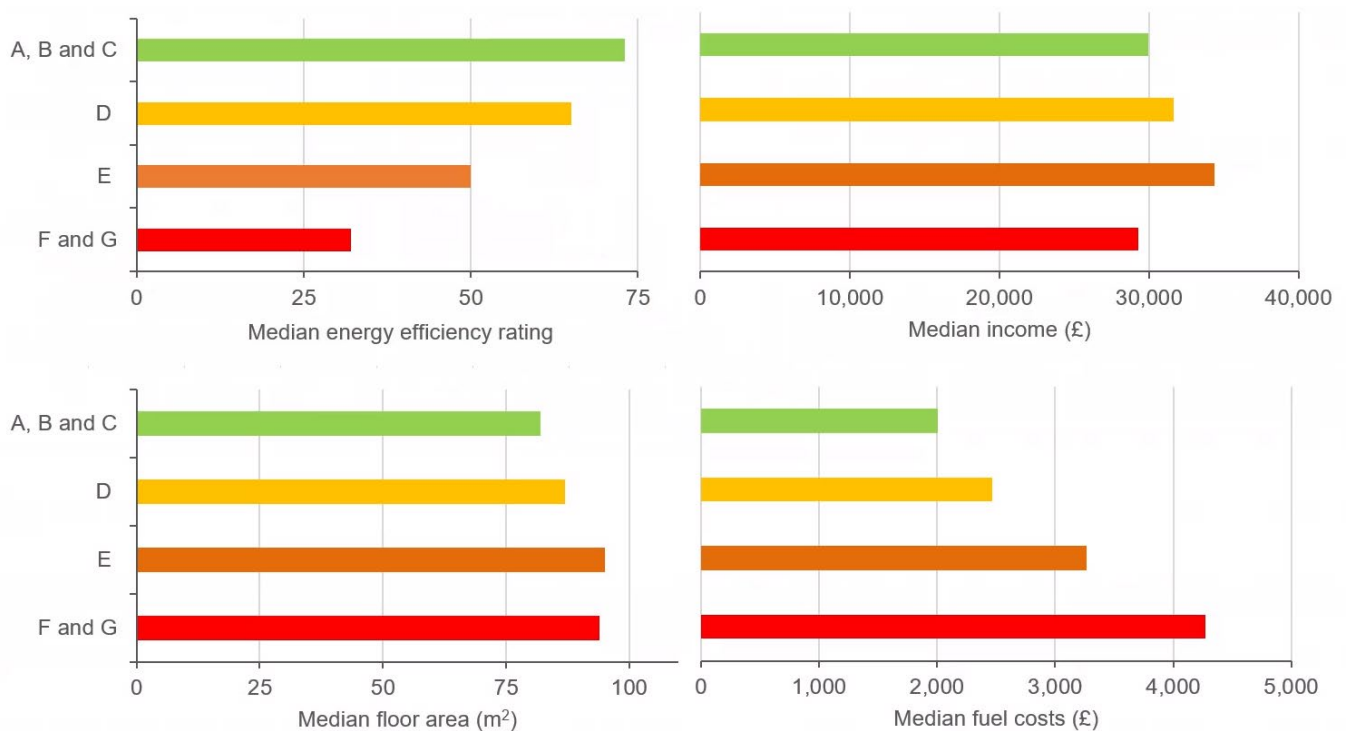
²² Figure 3.2 is sourced from Government schemes including Energy Company Obligation, Green Homes Grant Vouchers, Local Area Delivery Schemes, Home Upgrade Grant, Social Housing Decarbonisation Fund, and the Great British Insulation Scheme. Figures are published in the Household Energy Efficiency Statistics [Annual Report](#).

²³ The 'Other' category includes windows and doors, energy efficient lighting, park home and other insulation, and solar PV.

²⁴ The 'Other Heating' category includes but is not limited to heating controls, heat pumps and electric storage heating. The installation of heating controls made up most of this category's large uptick in 2024.

²⁵ Numbers sourced from [Great British Insulation Scheme \(GBIS\) statistics](#).

Figure 3.3: As energy efficiency ratings decreased from A to F/G, fuel costs tended to increase.

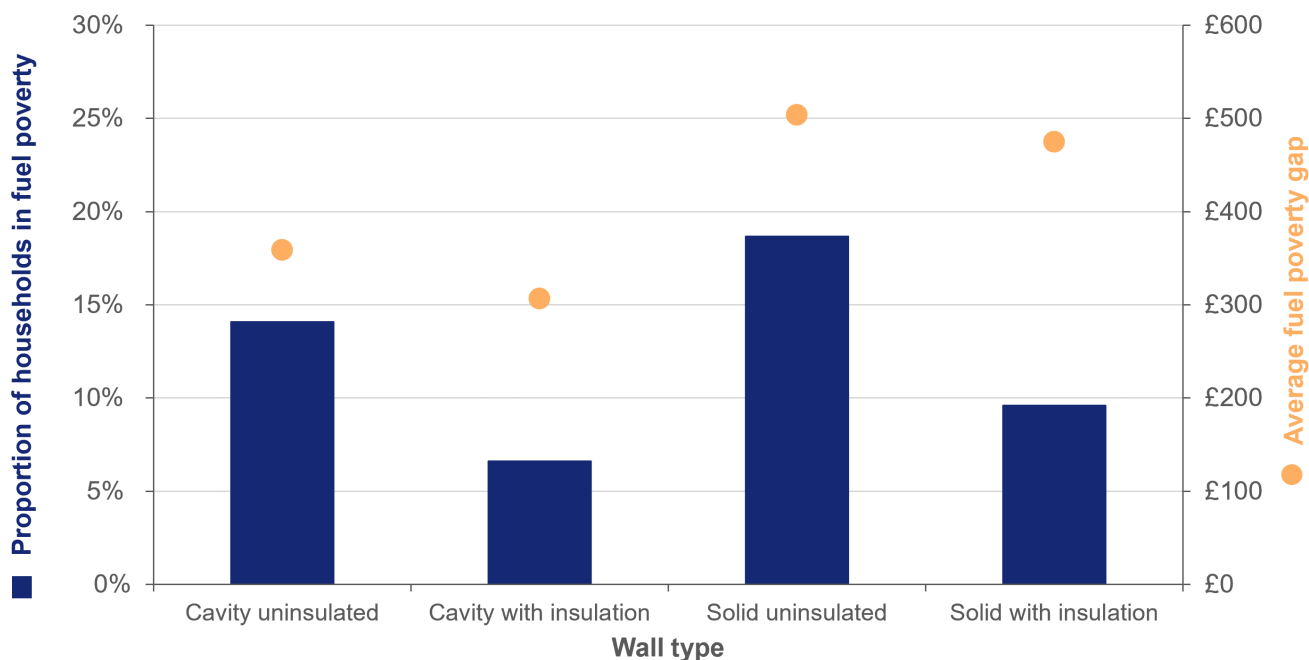


There was a very strong negative correlation between median fuel costs and median FPEER rating. Households in the lower FPEER bands with the lowest energy efficiency ratings tended to be larger and more expensive to heat.

Households in the highest energy efficiency bands had the second lowest median equivalised income. This is partially due to higher FPEER ratings in social housing and flats. The Warm Home Discount also targeted low-income households and provided an uplift to their energy efficiency rating. Further detail on tenure type is discussed in Section 3.2.1.

3.1.2 Wall type

Figure 3.4: The proportion of households in fuel poverty was highest for those living in properties with uninsulated walls.²⁶



Properties with uninsulated solid walls had the highest rate of fuel poverty (18.7 per cent of households) with an average gap of £504, whereas those with insulated solid walls were close to half as likely to be fuel poor (9.6 per cent) with an average gap of £475. Properties with cavity walls followed a similar pattern: households living in properties with uninsulated cavity walls were more than twice as likely to be fuel poor (14.1 per cent) and had a larger average gap (£359) than households living in properties with insulated cavity walls (6.6 per cent and £307).

The larger average gaps and higher likelihood of fuel poverty in properties without wall insulation was likely due to these properties having lower energy efficiency ratings and higher fuel costs. Properties with insulated walls had a higher median energy efficiency rating than properties with uninsulated walls. According to figures from the National Energy Efficiency Data-Framework (NEED), properties had median percentage gas consumption savings of 8 per cent following the installation of cavity wall insulation, and 10 per cent from installing solid wall insulation²⁷.

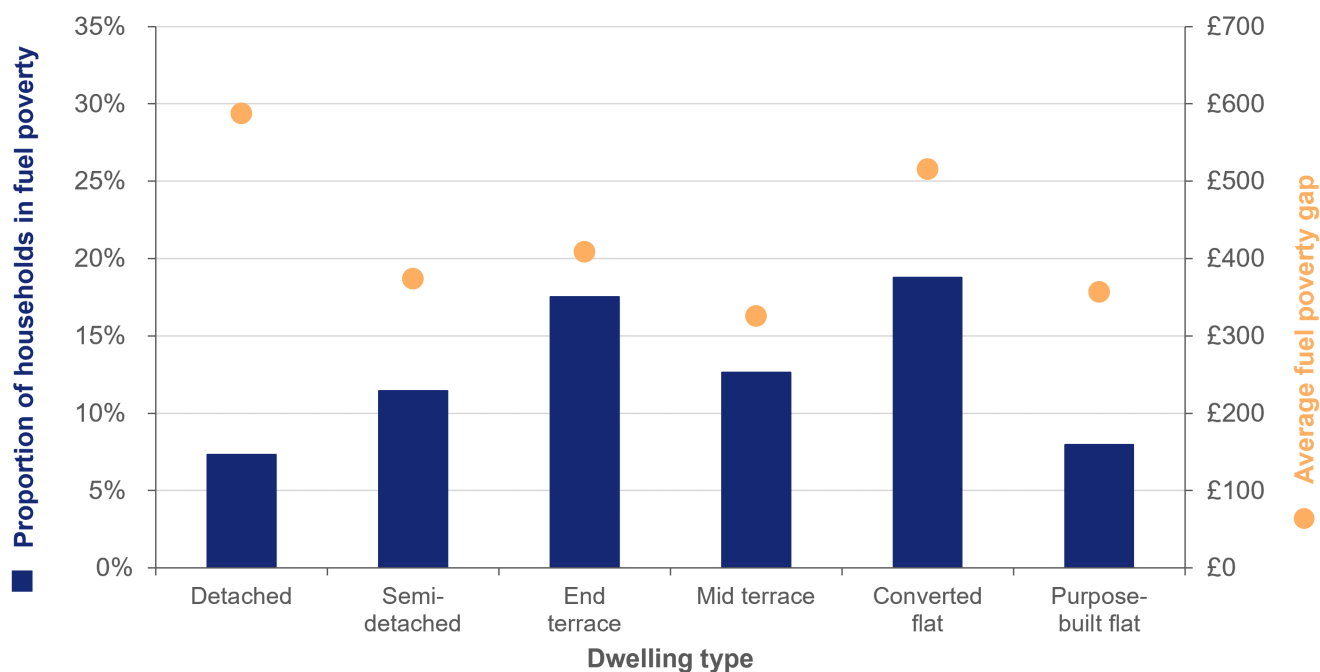
Households living in properties with solid walls (either uninsulated or insulated) had higher average fuel poverty gaps than those living in properties with cavity walls (either uninsulated or insulated).

²⁶ Some households had other wall types but have been excluded from this chart due to small sample counts.

²⁷ Source: National Energy Efficiency Data-Framework (NEED) report: [Summary of analysis 2024](#).

3.1.3 Dwelling type

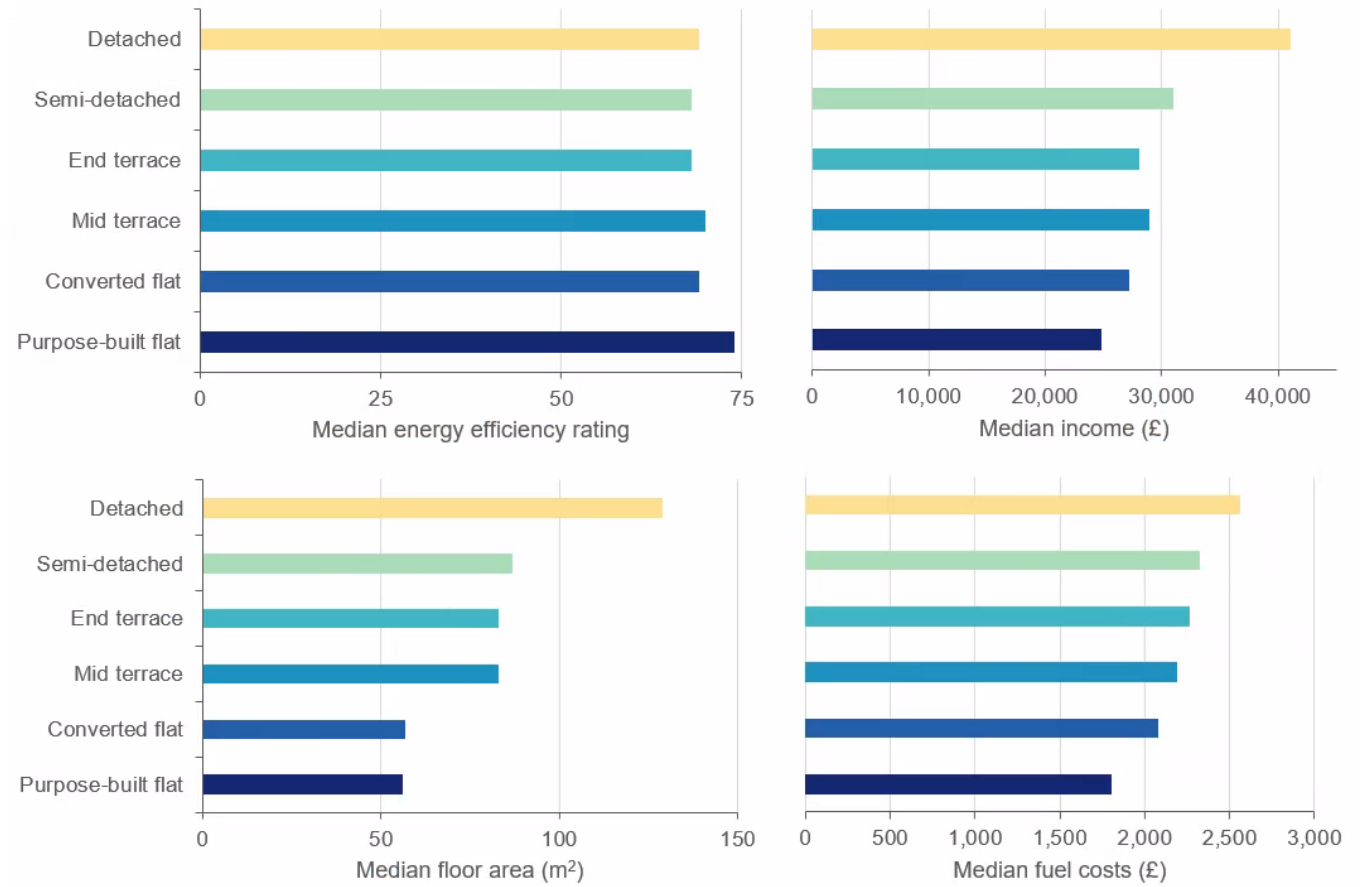
Figure 3.5: The rate of fuel poverty was highest for converted flats and the average gap was highest for detached dwellings.



Households living in converted flats had the highest rate of fuel poverty (18.8 per cent) and the second highest average gap at £516. In contrast, households living in purpose-built flats had the second lowest likelihood of fuel poverty (8.0 per cent) and the second lowest average gap at £357. This could be explained by the difference in median energy efficiency ratings, with purpose-built flats having a median energy efficiency rating of 74, compared to 69 for converted flats. This is due to the nature of the build and age of the property: more modern properties are built to a higher energy efficiency standard. These different property standards resulted in a median fuel cost of £1,800 for purpose-built flats, compared to £2,080 for converted flats.

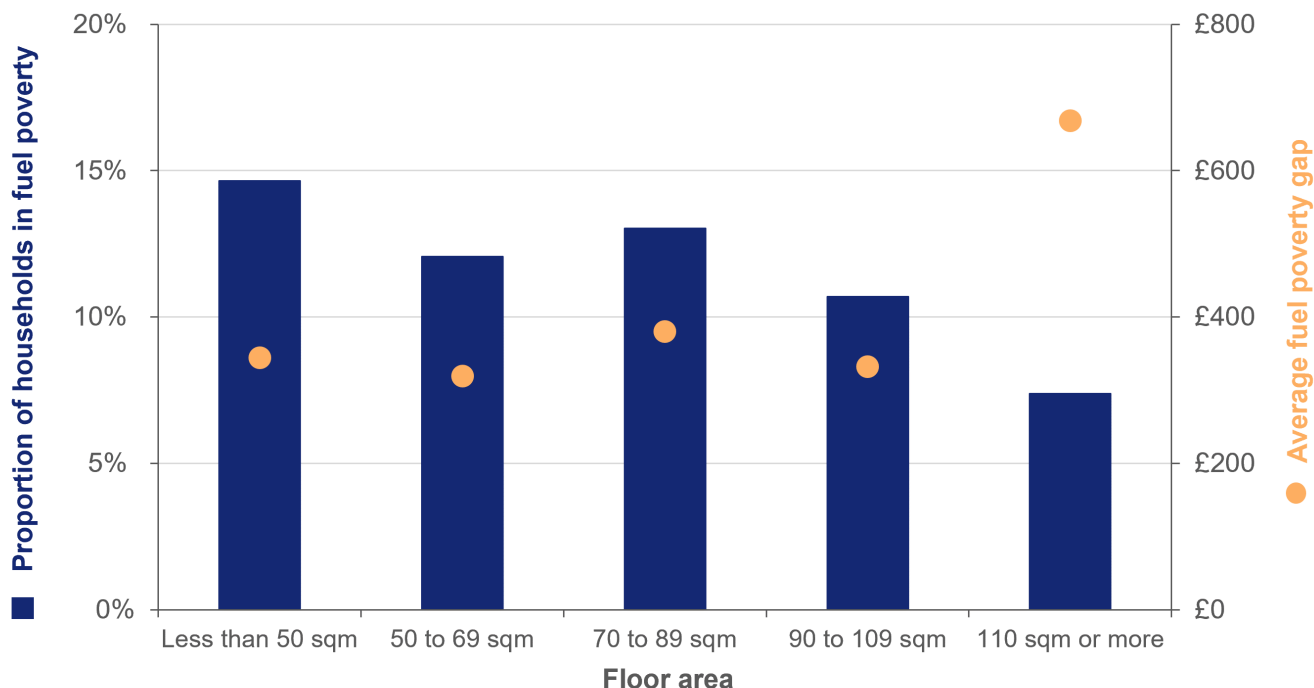
Households living in detached properties had the lowest rate of fuel poverty (7.3 per cent) but the highest average gap at £588. This large gap was due to the number of exposed walls, which contributed to a lower than average energy efficiency rating, and larger floor area (median of 129m²), which was much larger than the next largest floor area in semi-detached properties (median 87m²). Figure 3.6 shows that households living in detached homes had much higher median equivalised incomes than other households, which explains the lower levels of fuel poverty among these households.

Figure 3.6: Purpose-built flats had the highest median energy efficiency rating but the lowest median equivalised income.



3.1.4 Floor area

Figure 3.7: Households living in properties smaller than 50m² were most likely to be in fuel poverty, but households living in properties larger than 110m² had the highest average gap.

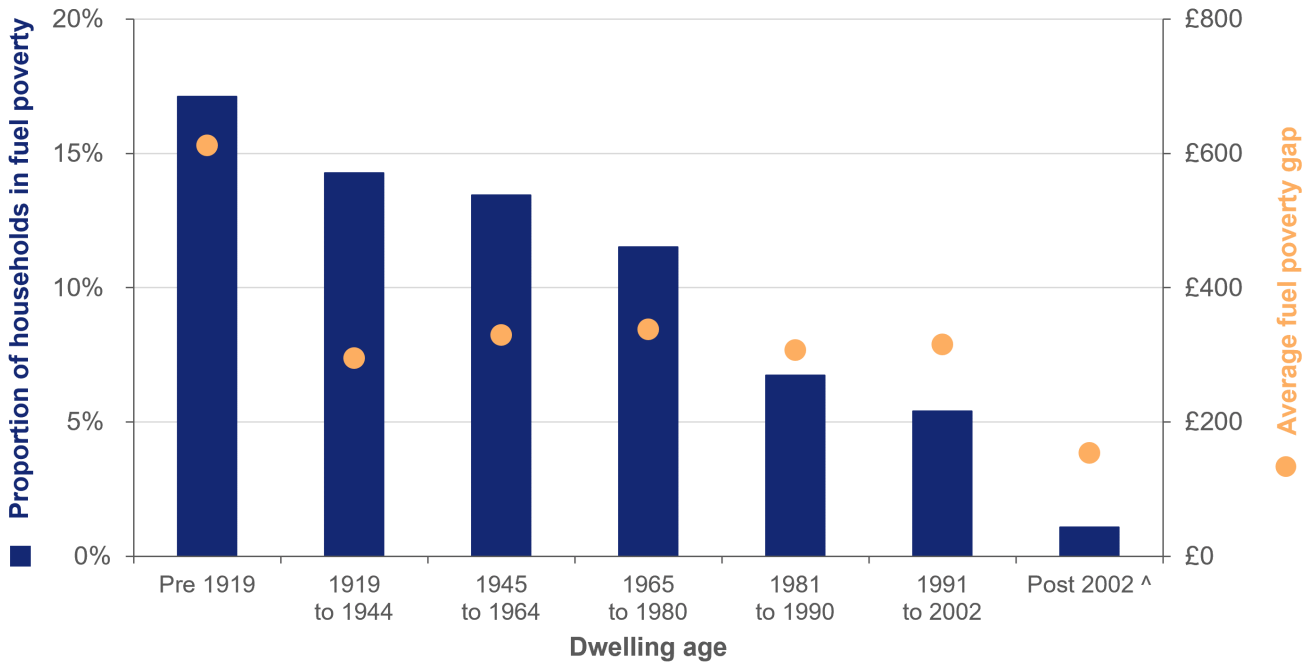


There was a higher proportion of fuel poor households in smaller homes. This was partly due to lower median equivalised incomes of £22,900 (50m²), £26,800 (50m² to 69m²), and £29,700 (70m² to 89m²), compared to the national median equivalised income of £30,700.

While the share of fuel poor households was lowest in homes with floor areas of 110m² or more at 7.4 per cent, these households had the highest fuel poverty gap of £668. This was due to the higher median fuel costs of £2,800 in these larger homes, compared to £2,240 overall. In general, larger floor areas correlated with higher incomes but lower energy efficiency, resulting in higher fuel costs (see Supplementary Table 8).

3.1.5 Property age

Figure 3.8: Households living in properties built before 1919 had the highest rate of fuel poverty and the highest average gap.²⁸



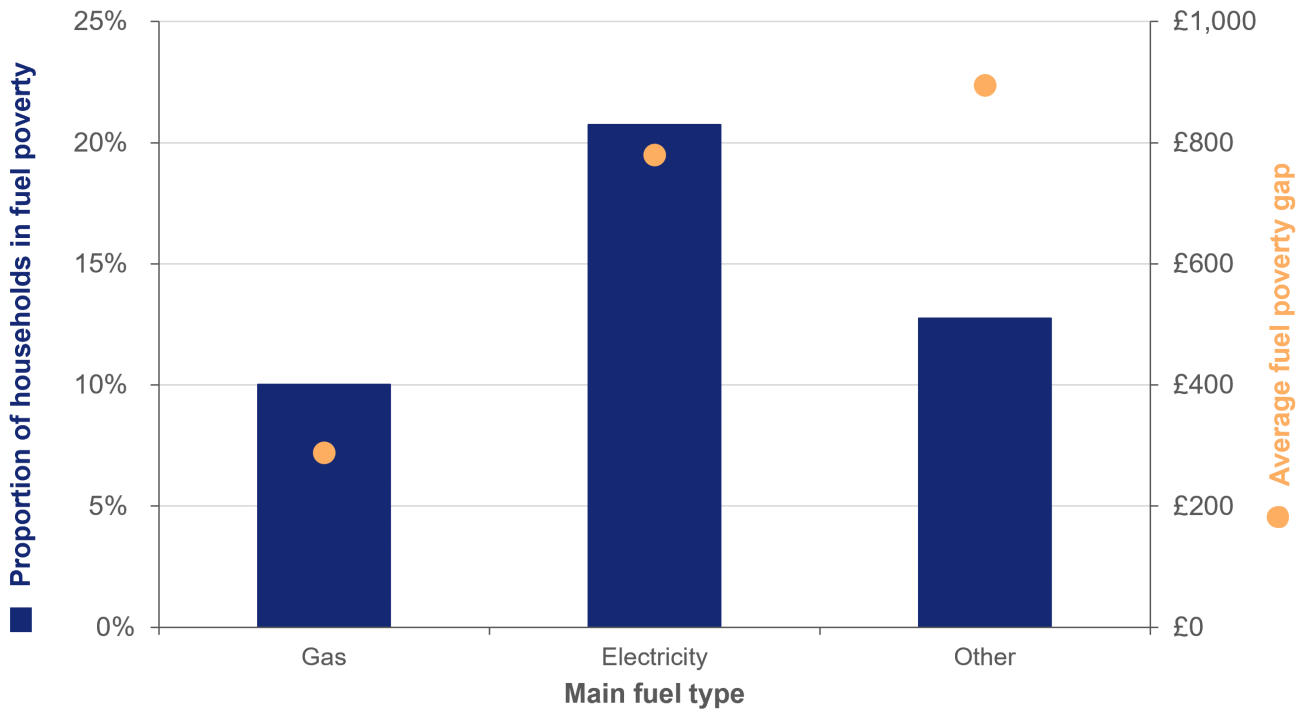
Households living in properties built before 1919 had the highest average gap at £612 and the largest proportion of fuel poverty (17.1 per cent). This may be due to these properties having the lowest median energy efficiency rating of 64 and the highest median floor area of 94m², leading to the highest median fuel costs (£2,540).

Building regulations have driven up energy efficiency standards, with homes built after 2002 having a median energy efficiency rating of 79 (high band C) compared with 64 (mid band D) for homes built pre-1919, and an overall median of 70 (low band C). This improvement in energy efficiency over time was reflected in the overall decrease in fuel costs as the age of the property decreased (see Supplementary Table 7).

²⁸ Figures for households in a category marked with ^ are based on small sample sizes, so inferences should not be made based on these figures.

3.1.6 Main fuel type

Figure 3.9: Households that used electricity²⁹ as their main fuel for heating were more likely to be in fuel poverty and have a higher average gap than households that used gas.

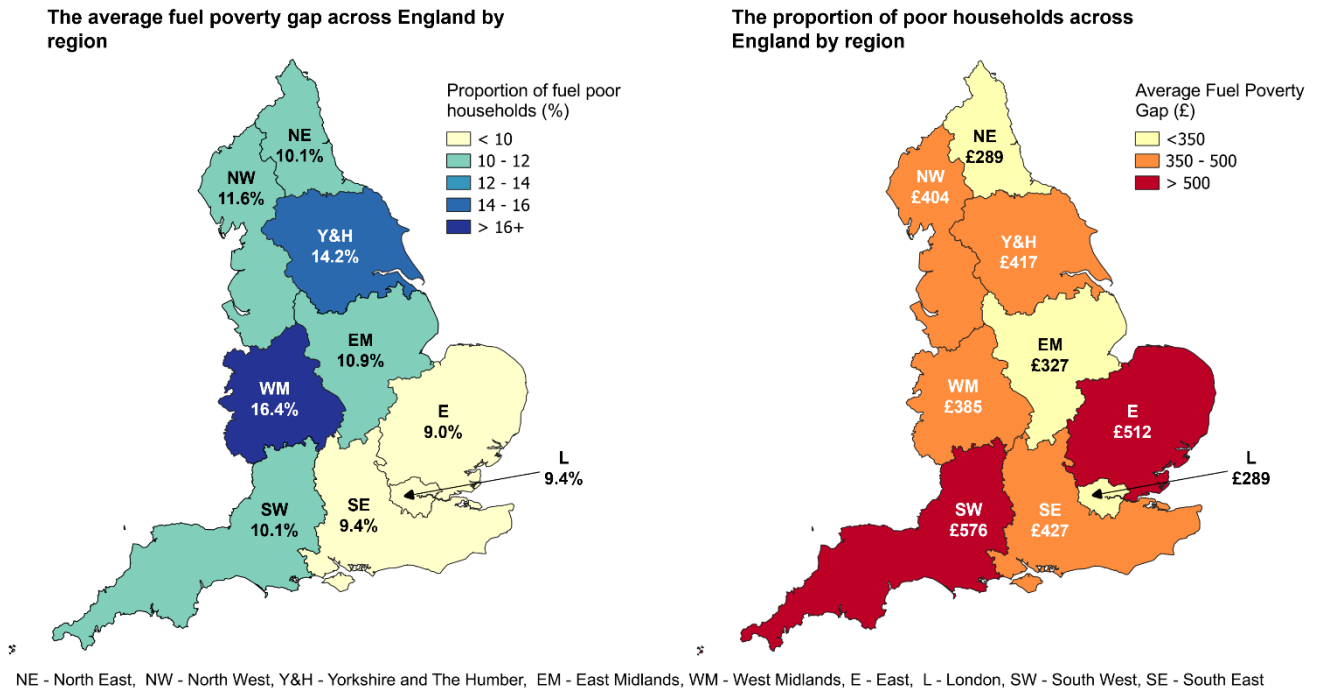


Households that used electricity as their main fuel for heating had the highest rate of fuel poverty (20.7 per cent) and had a much larger fuel poverty gap (£780) than households that used gas as their main fuel, who had the lowest rate of fuel poverty (10.0 per cent) and an average gap of £288. This was partly due to energy efficiency. Households using gas as their main fuel had a median energy efficiency rating of 70, while those using electricity had 63. Households using gas as their main fuel also had lower median fuel costs (£2,210) compared to households using electricity (£2,690). Additionally, households using electricity also had a lower median equivalised income (£27,400) compared to all households (£30,700), which contributed to the high rate of fuel poverty for these households.

²⁹ A small number of electrically powered heat pumps are included in electric heating.

3.1.7 Region

Figure 3.10: In 2024, the West Midlands had the highest proportion of fuel poor households and the South West had the highest average gap.

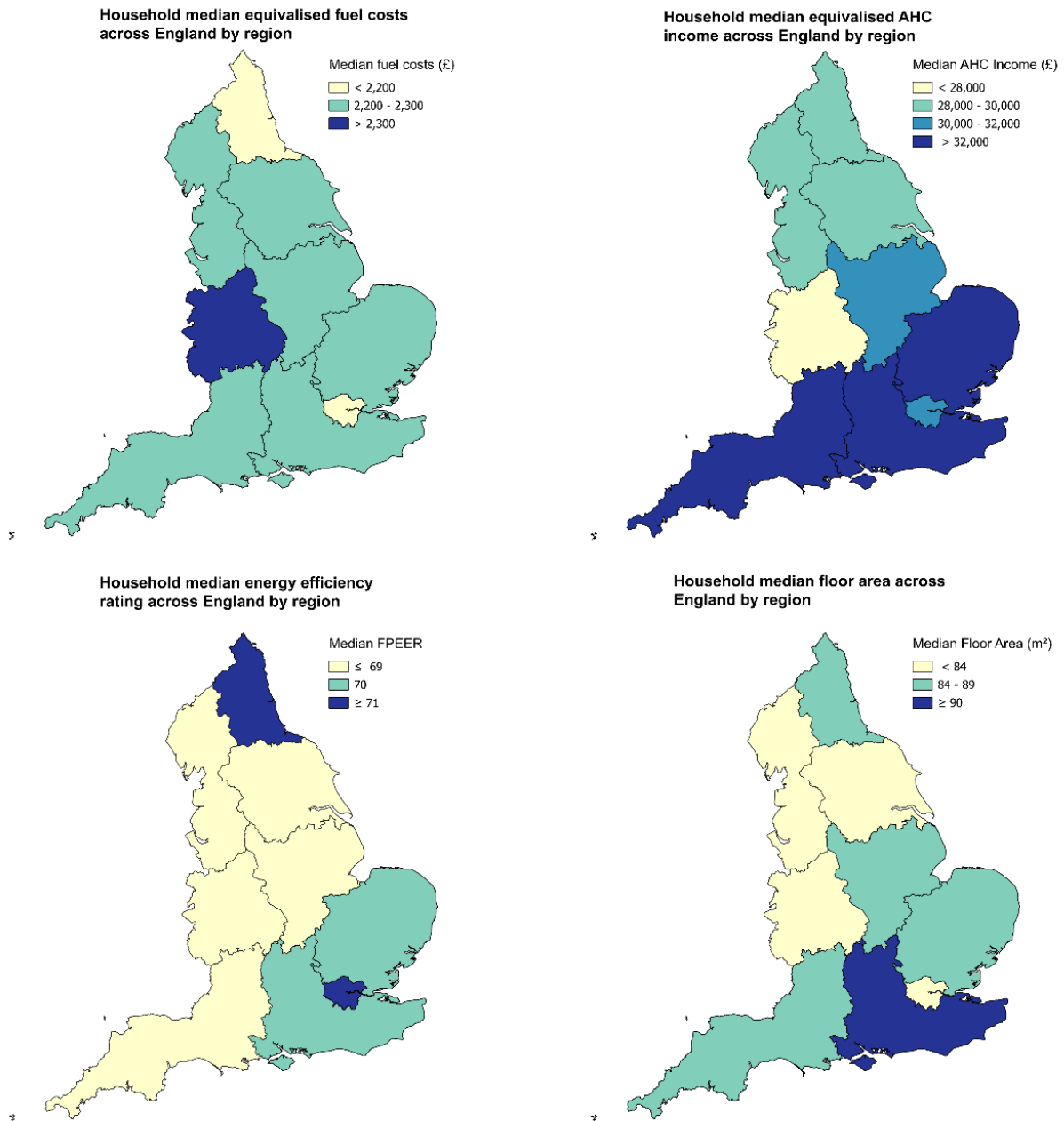


There was a high level of variation in fuel poverty rates between regions. The West Midlands had the highest rate of fuel poverty at 16.4 per cent, compared to 9.0 per cent in the East. Given there were similar median energy efficiency ratings between regions and similar median fuel costs, the lower median equivalised incomes seen in northern regions and the West Midlands were likely key drivers of the higher rates of fuel poverty.

The South West had the highest average fuel poverty gap of £576, compared to the national average gap of £407. This may be explained by having a slightly larger median floor area in the South West (87m²) compared to the median for all households (85m²), a slightly lower median energy efficiency rating (69) than the median for all households (70), and a slightly larger median fuel cost (£2,290) compared to the median for all households (£2,240).

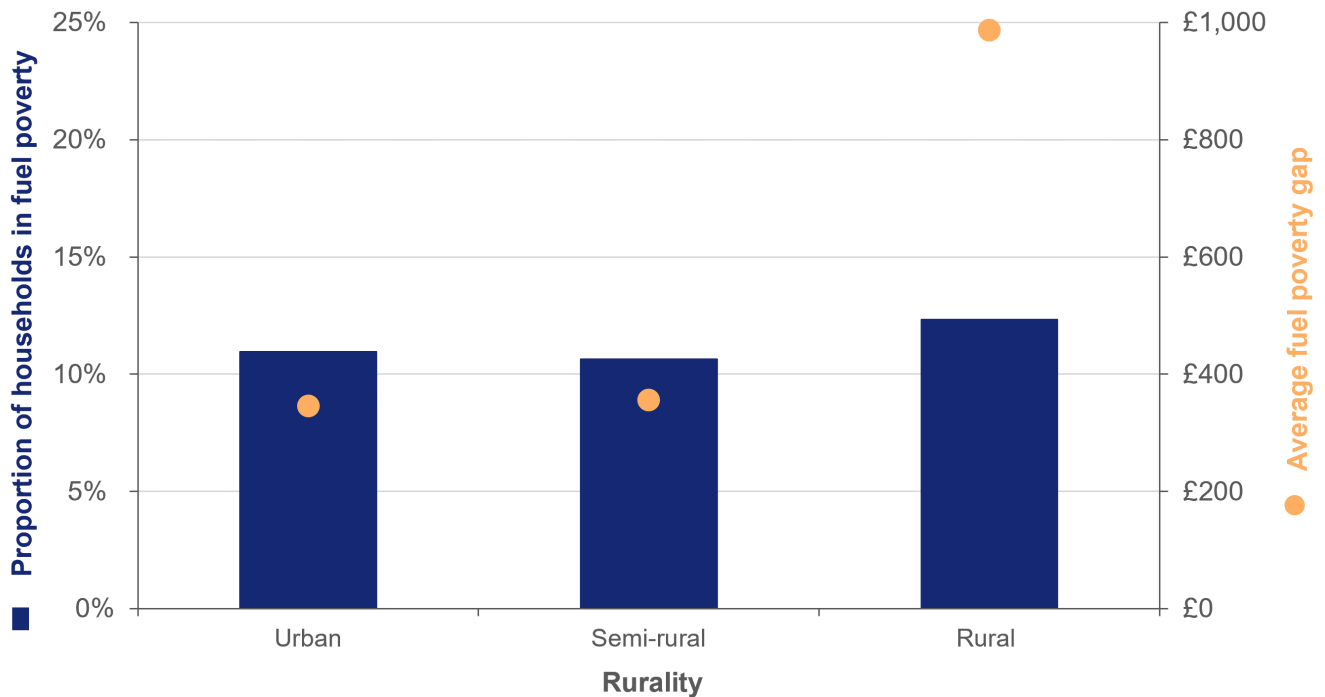
The North East and London had the lowest average gaps (£289 and £298 respectively), which could be explained by these regions having the lowest median fuel costs (£2,200 and £2,100 respectively) and the highest median energy efficiency rating (both 71).

Figure 3.11: Northern regions tended to have lower than average median equivalised incomes, while southern regions outside London tended to have larger than average median floor areas.



3.1.8 Rurality and gas grid connection

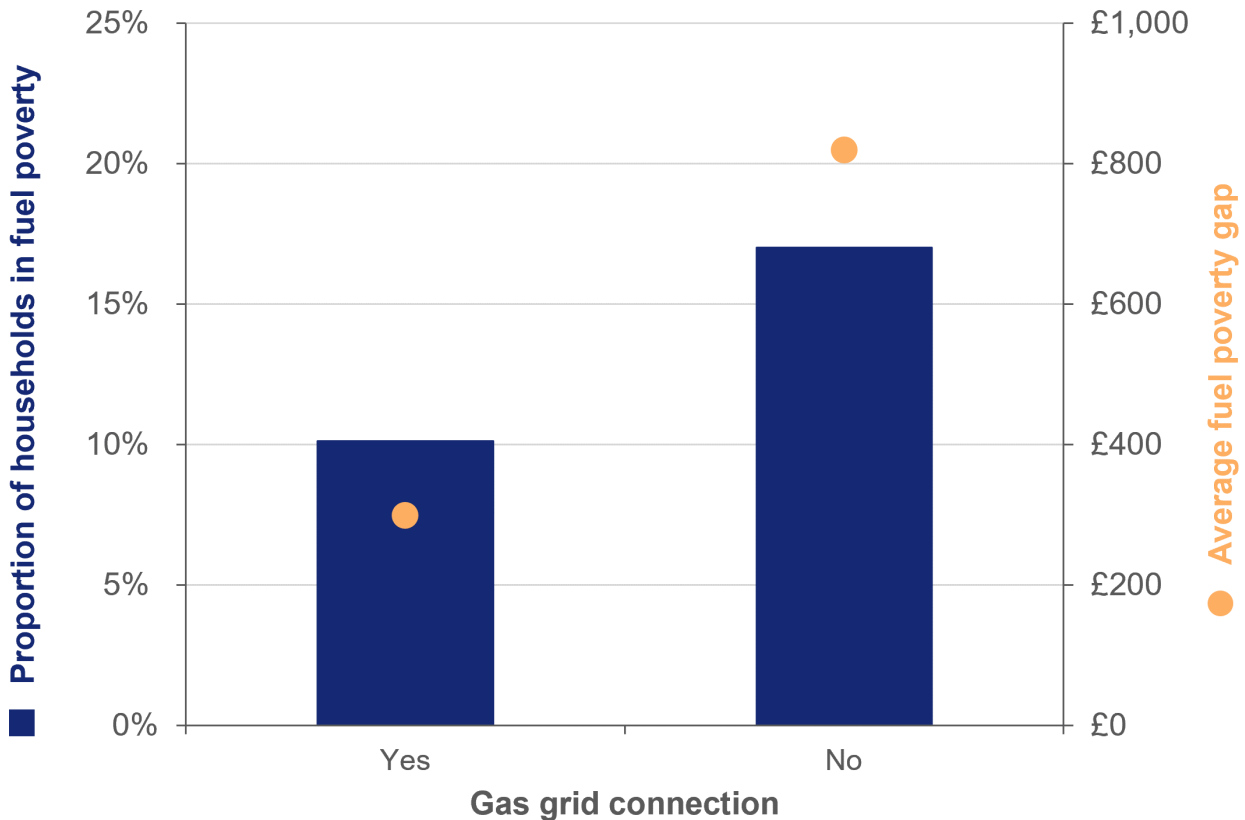
Figure 3.12: Households living in rural areas had a slightly higher rate of fuel poverty and a much larger average gap.



Households living in rural areas had the highest fuel poverty rate of 12.3 per cent and the largest fuel poverty gap at £987. Households in semi-rural areas had the lowest fuel poverty rate of 10.6 per cent, and urban areas had a slightly higher fuel poverty rate of 11.0 per cent.

Households living in rural areas were much less energy efficient than other households on average, with a median fuel poverty energy efficiency rating of 64, compared to an overall median of 70. Households living in rural areas were also much larger, with a median floor area of 115m², compared to an overall median of 85m². This combination of low energy efficiency and large floor area led to a very high median fuel cost of £2,740 in rural areas, driving the large gap and higher fuel poverty rate.

Figure 3.13: Households off the gas grid were more likely to be fuel poor than households on the grid and had an average gap over twice as large.



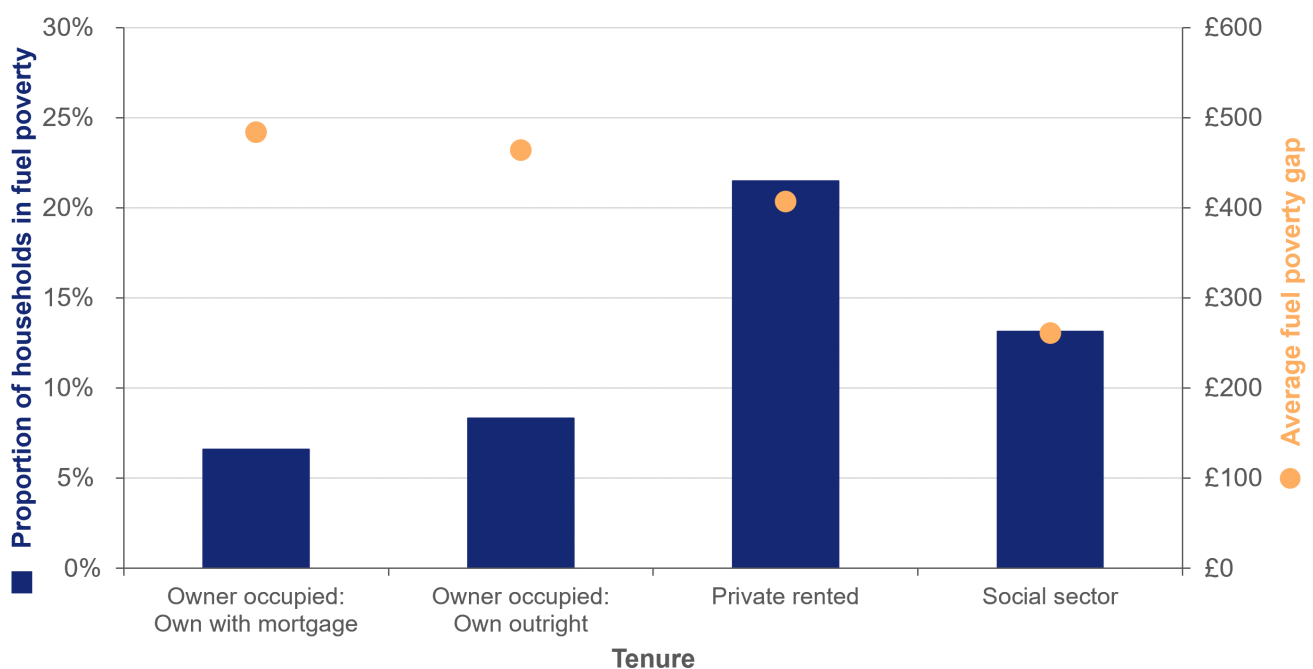
Of households living in properties off the gas grid, 17.0 per cent were fuel poor compared to 10.1 per cent of households living in properties on the gas grid. These compare with 21.7 per cent and 16.7 per cent respectively in 2014, showing the reduction in fuel poverty over time has largely come from households connected to the gas grid: 59.1 per cent of homes on the gas grid were band A-C in 2024, compared with 36.8 per cent of homes off the gas grid. The average fuel poverty gap for households off the gas grid (£820) was over twice as large as the gap for households on the gas grid (£299).

3.2 Household characteristics

3.2.1 Tenure

The differences across tenures in both the fuel poverty rate and average gap reflect both the nature of the housing stock and household characteristics typical to a household's tenure.

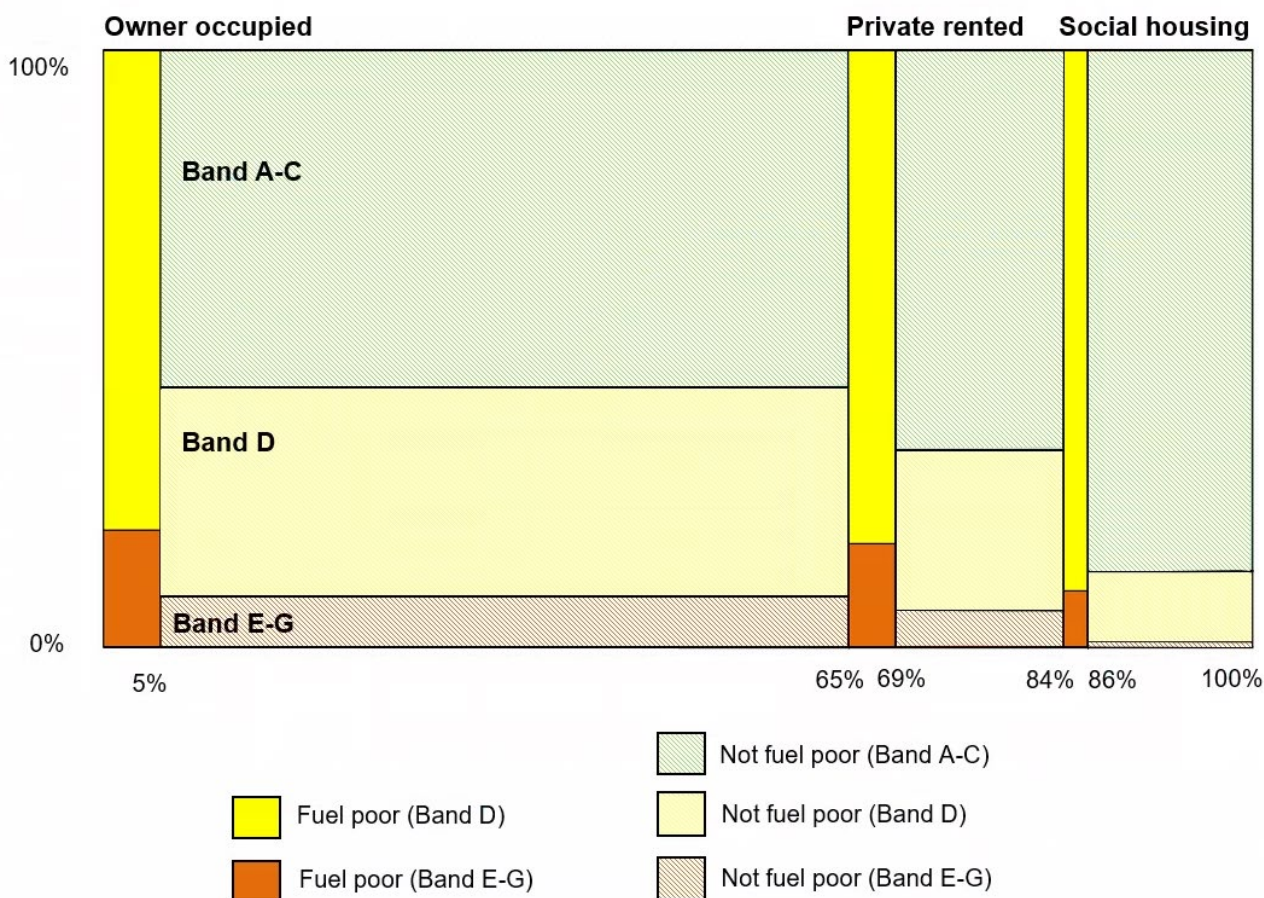
Figure 3.14: The proportion of households in fuel poverty was highest among private rented properties, while owner occupiers with mortgages had the highest average gap.



The highest rate of fuel poverty was in the private rented sector at 21.5 per cent. Owner occupiers had the lowest rate of fuel poverty. Owner occupiers with a mortgage were slightly less likely to be fuel poor (6.6 per cent) than those who owned their home outright (8.3 per cent). This may be explained by the higher proportion of band A-C properties among owner-occupied homes with a mortgage (58.8 per cent), compared to owner-occupied homes owned outright, where only 45.9 per cent of homes were in bands A-C.

Owner-occupied households (both with a mortgage and owned outright) had lower levels of fuel poverty because of their much higher median equivalised income (£36,800) compared to private renters (£24,300) and those living in social housing (£19,000). Even though the median equivalised income was higher for private renters than for social housing, private renters had a higher rate of fuel poverty because of their lower median energy efficiency rating and larger median floor area (see Supplementary Table 12).

Figure 3.15: A higher proportion of socially rented properties were in bands A-C compared to owner occupied and privately rented properties.



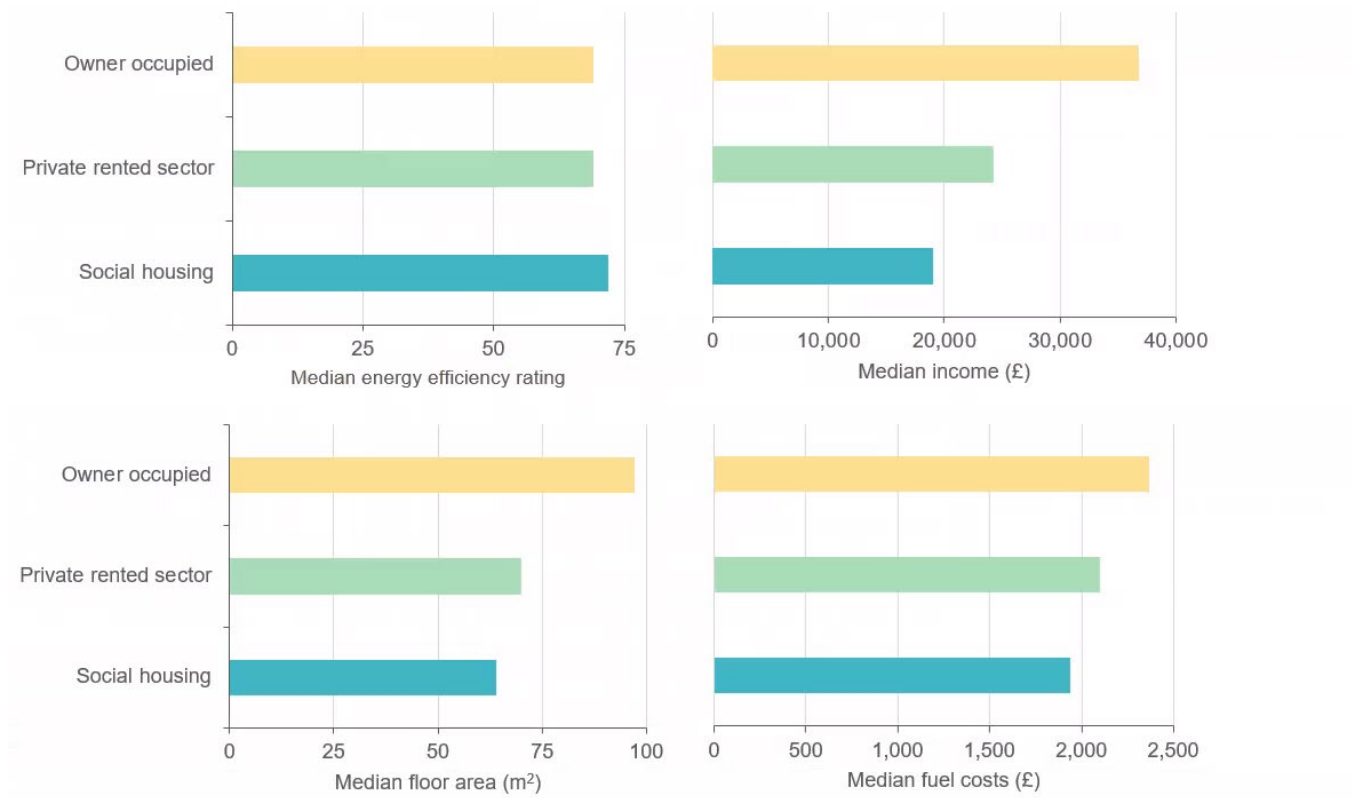
Area is equivalent to the proportion of households in that group.

By definition, any household with an energy efficiency rating of A-C is not fuel poor regardless of income. The highest proportion of band A-C homes was in the social housing sector, where 75.9 per cent of homes were band A-C in 2024. Of households with band D-G rating in this tenure, 54.5 per cent were fuel poor. The median equivalised income of households living in social housing was 21.7 per cent lower than for private rented households, but the higher levels of energy efficiency in social housing have driven down the rate of fuel poverty from 26.7 per cent in 2014 to 13.1 per cent in 2024.

In the private rented sector, the proportion of band A-C homes increased from 29.3 per cent in 2017 to 52.5 per cent in 2024. This sector still had the highest fuel poverty rate because of the lower income households who live in this sector when compared with the owner-occupied sector.

Overall, 44.1 per cent of fuel poor households were owner occupied, 36.3 per cent were privately rented, and 19.6 per cent lived in social housing. In comparison, 64.8 per cent of all households were owner occupied, 18.7 per cent were privately rented, and 16.5 per cent were in social housing.

Figure 3.16: Social housing properties had lower levels of fuel poverty despite having the lowest median equivalised income because they tended to be more energy efficient.

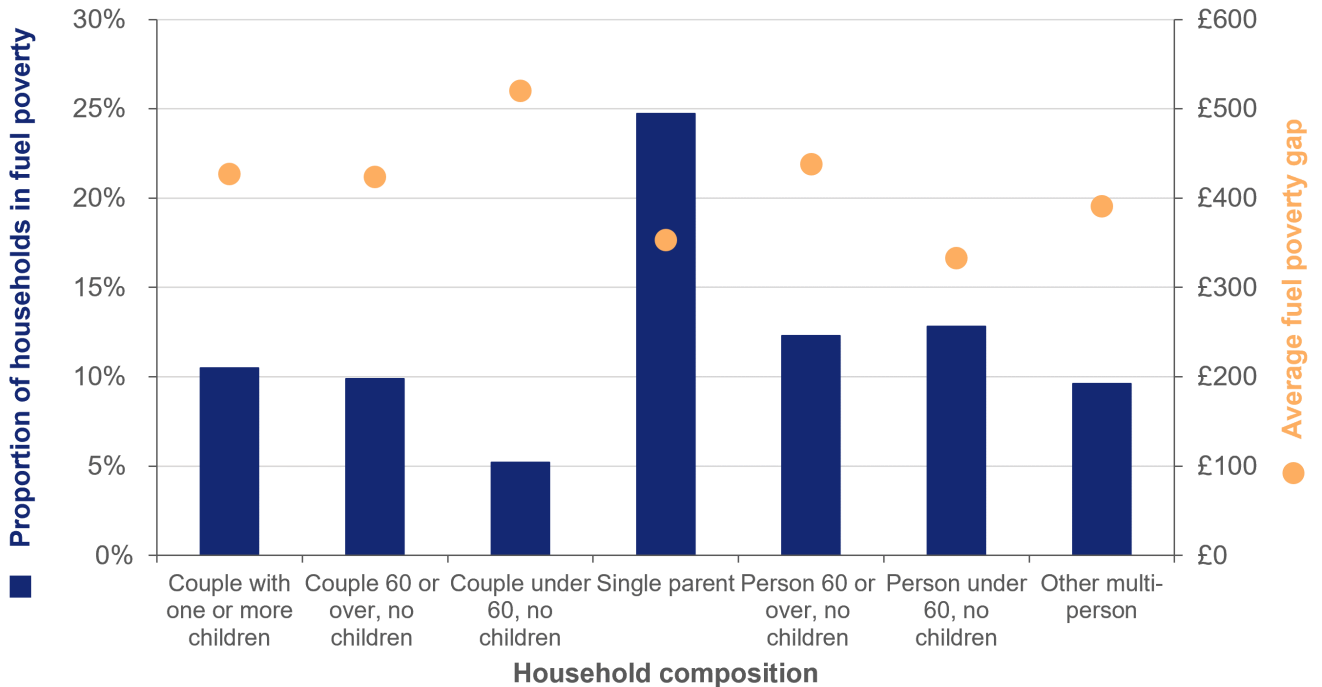


Social housing properties tended to be more energy efficient, with 75.9 per cent of social rented homes rated C or above, which means they could not be fuel poor. Of social rented homes below band C, 54.5 per cent were fuel poor due to the lower incomes in this tenure.

Owner occupied and privately rented properties had lower median energy efficiency ratings, which resulted in higher energy costs and a higher average fuel poverty gap. The median equivalised income of owner occupiers was substantially larger than that of private renters and social renters, leading to a lower rate of fuel poverty within this tenure.

3.2.2 Household composition

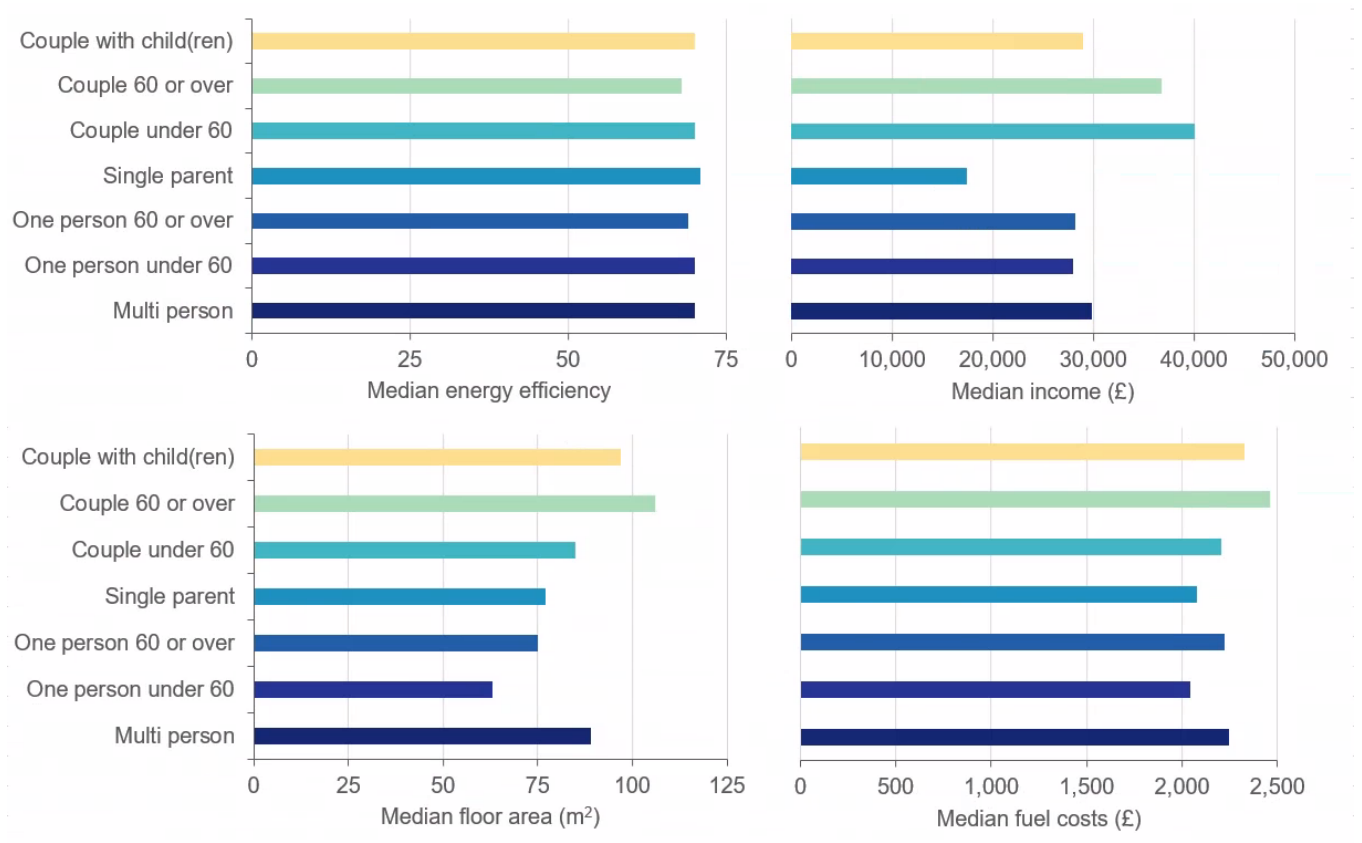
Figure 3.17: Single parent households had the highest rate of fuel poverty and households with couples under 60 without children had the highest average gap.



Single parent households have consistently had the highest proportion of households in fuel poverty (see Trends Table 11). In 2024, 24.7 per cent of single parent households were in fuel poverty, likely due to their considerably lower median equivalised income (see figure 3.18). However, their average fuel poverty gap was below average (£353), largely due to their higher energy efficiency ratings and smaller median floor area.

Couples under 60 with no dependent children had the lowest rate of fuel poverty (5.2 per cent) but the highest average gap (£520). This low rate of fuel poverty was likely due to the high median equivalised income (£40,100) of this group.

Figure 3.18: Single parent households had considerably lower median equivalised incomes than average.



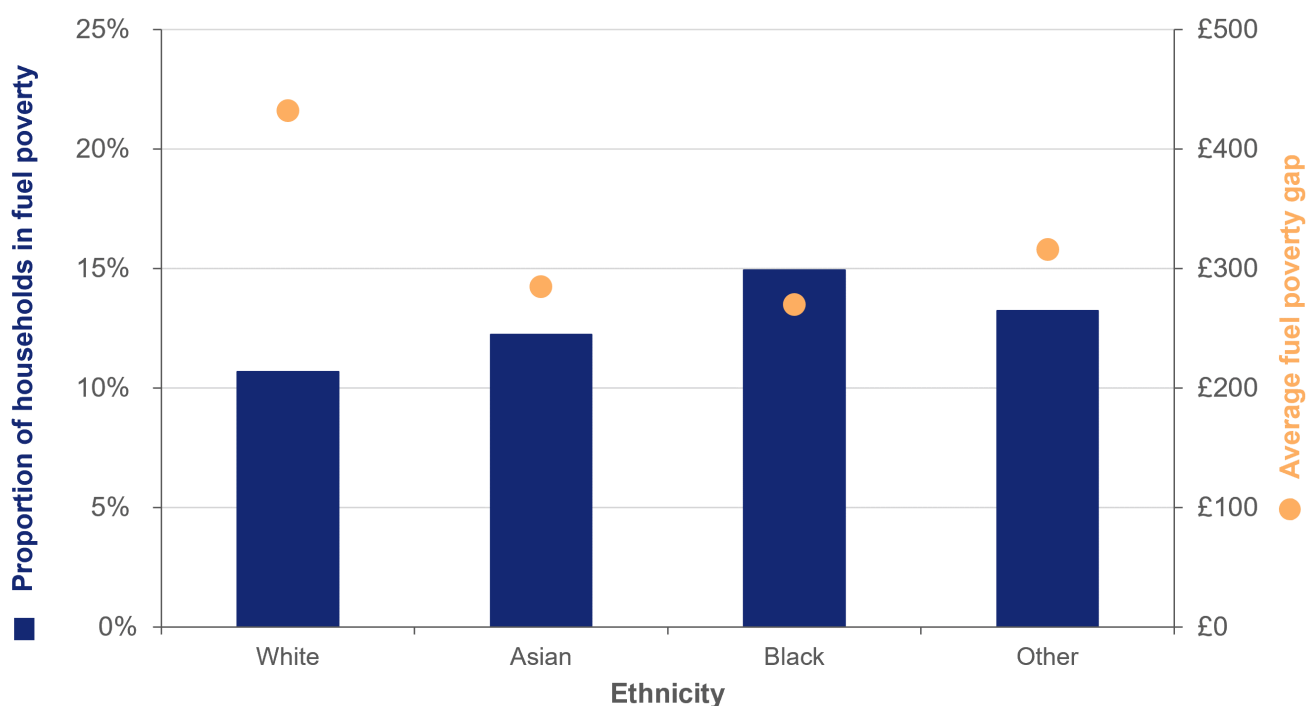
In 2024, 34.5 per cent of all fuel poor households had one or more dependent children (940 thousand households). This was 3.8 per cent of all households and 14.1 per cent of all households with children.

3.2.3 Ethnicity

Households are classified based on the ethnicity of the household reference person (HRP)^{30,31}. Some households contain members from more than one ethnic group, which is not reflected in this analysis. Below is a description of how each ethnicity category in Figure 3.19 is defined:

- White: English / Welsh / Scottish / Northern Irish / British, Irish, Gypsy or Irish Traveler, or any other White background
- Asian: Indian, Pakistani, Bangladeshi, Chinese, or any other Asian background
- Black: African, Caribbean, or any other Black background
- Other: White and Black Caribbean, White and Black African, White and Asian, any other mixed / multiple ethnic background, Arab, or any other ethnic group

Figure 3.19: Households with a Black HRP (household reference person) had the highest rate of fuel poverty, while households with a White HRP had the highest average gap.



Households with a Black HRP had the highest rate of fuel poverty at 14.9 per cent, compared to 12.2 per cent for households with an Asian HRP, 10.7 per cent for households with a White HRP and 13.2 per cent for households with a HRP with 'Other' as their ethnicity classification. These differences in fuel poverty rates may be explained by differences in median equivalised

³⁰ The person in whose name the dwelling is owned or rented or who is otherwise responsible for the accommodation. In the case of joint owners and tenants, the person with the highest income is taken as the HRP. Where incomes are equal, the older person is taken as the HRP.

³¹ Where there is no information about the household reference person's ethnicity, it is assumed to be the same as the partner's ethnicity. If this is also missing or if there is no partner, ethnicity is assumed to be White British.

income, which was negatively correlated with fuel poverty rates across ethnic groups (see Supplementary Table 16).

Households with a White HRP had the lowest median energy efficiency rating and the highest median fuel costs, which may explain their higher average fuel poverty gap.

This data is also published as part of the [Ethnicity Facts and Figures collection](#) published by the Cabinet Office, which will be updated to include 2024 fuel poverty results later in 2025.

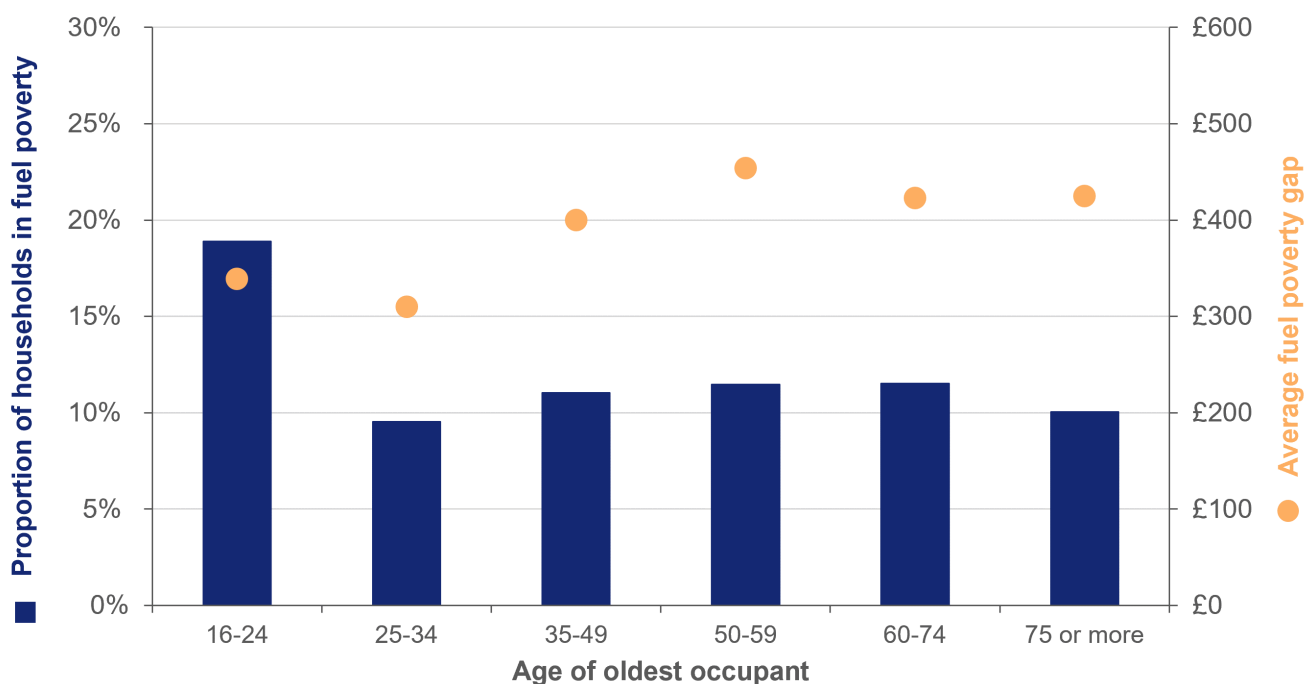
3.2.4 Age

Age can be analysed in two different ways:

- Age of the oldest member of the household.
- Age of the youngest member of the household.

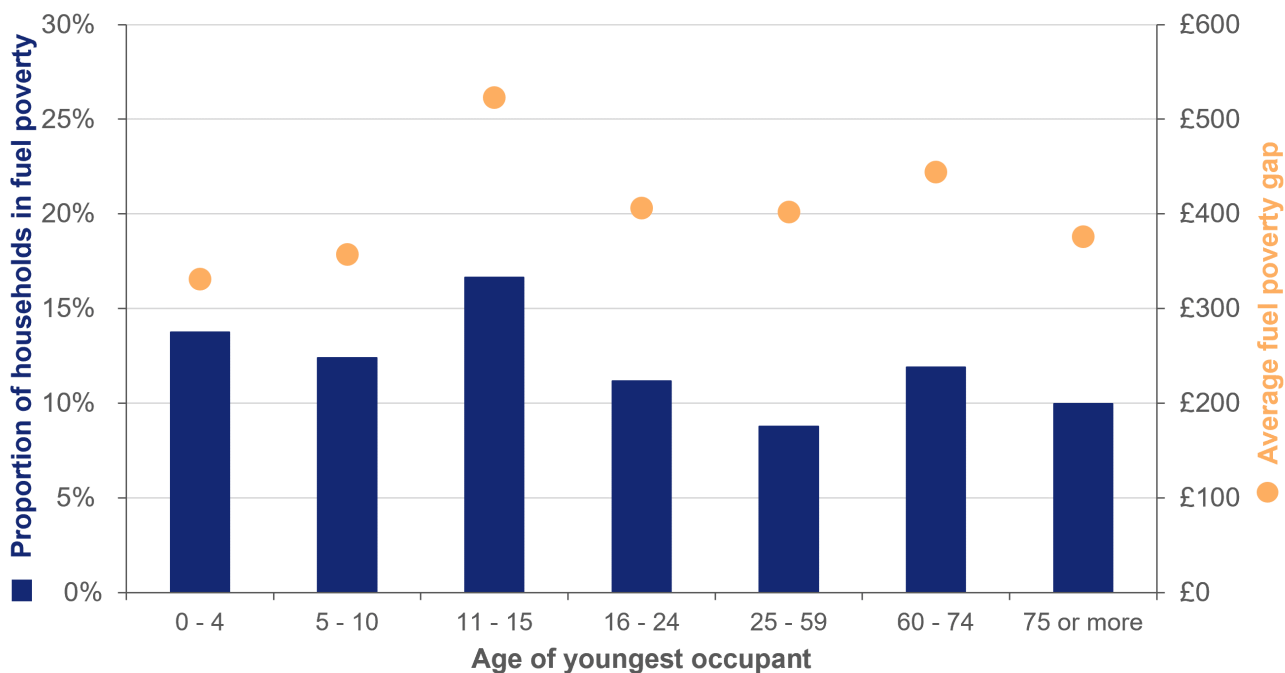
This allows us to distinguish between households with young children and households that comprise solely of those aged 75 and over.

Figure 3.20: Households where the age of the oldest member was between 16 and 24 had the highest likelihood of being in fuel poverty.



18.9 per cent of households where the oldest member was aged 16 to 24 years were fuel poor. This was likely to be a result of much lower median equivalised incomes for younger households. The youngest households (age 16-24) had a median income of £21,300 compared to £30,700 for all households (see Supplementary Table 15).

Figure 3.21: Households containing children had the highest likelihood of being in fuel poverty.



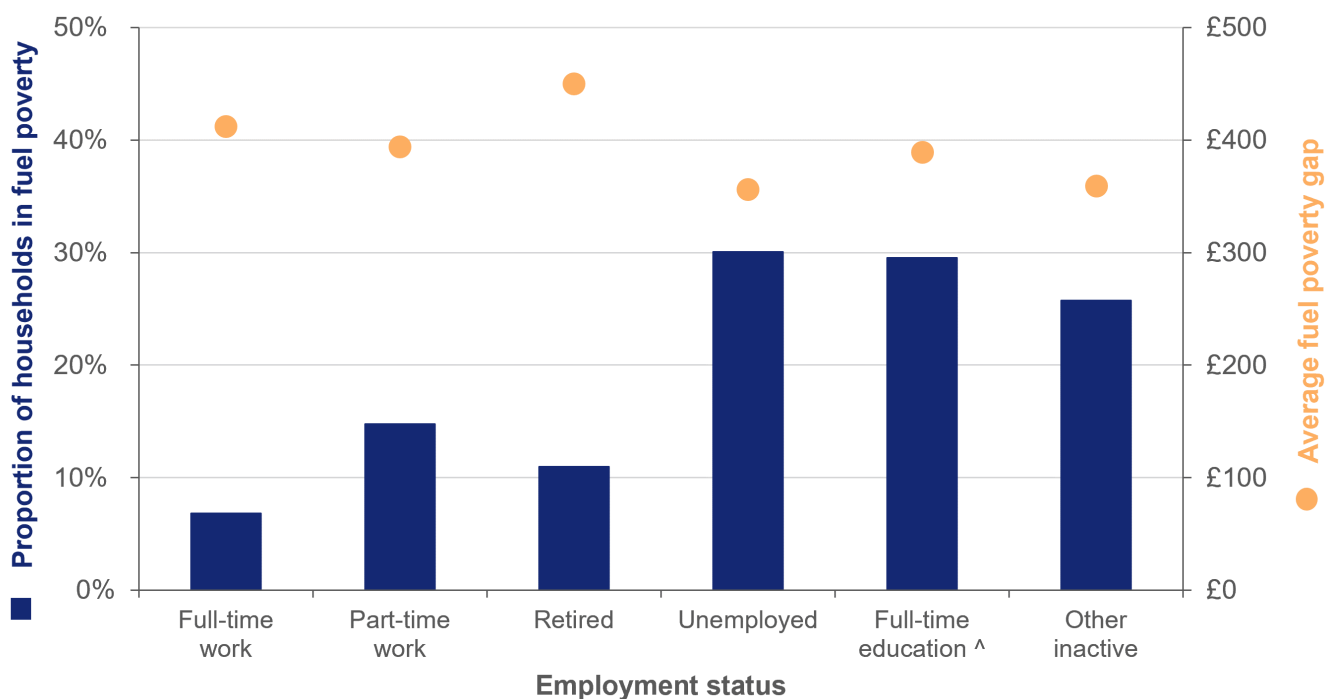
Households with children had the highest rates of fuel poverty, which may be explained by these households having a lower than average median equivalised income (see Supplementary Table 14). Equivalised income reflects the number of people in the household who depend on the total household income. The lowest median equivalised income was £23,400 for households where the youngest person was aged 11-15, compared with the overall median equivalised income of £30,700.

3.3 Household income

3.3.1 Employment status

Data are based on the household reference person (HRP). Many households contain members with a mixture of employment statuses, which is not reflected in this analysis.

Figure 3.22: Households with an unemployed HRP had the highest proportion of households in fuel poverty, while households with a HRP in full-time work had the lowest³².

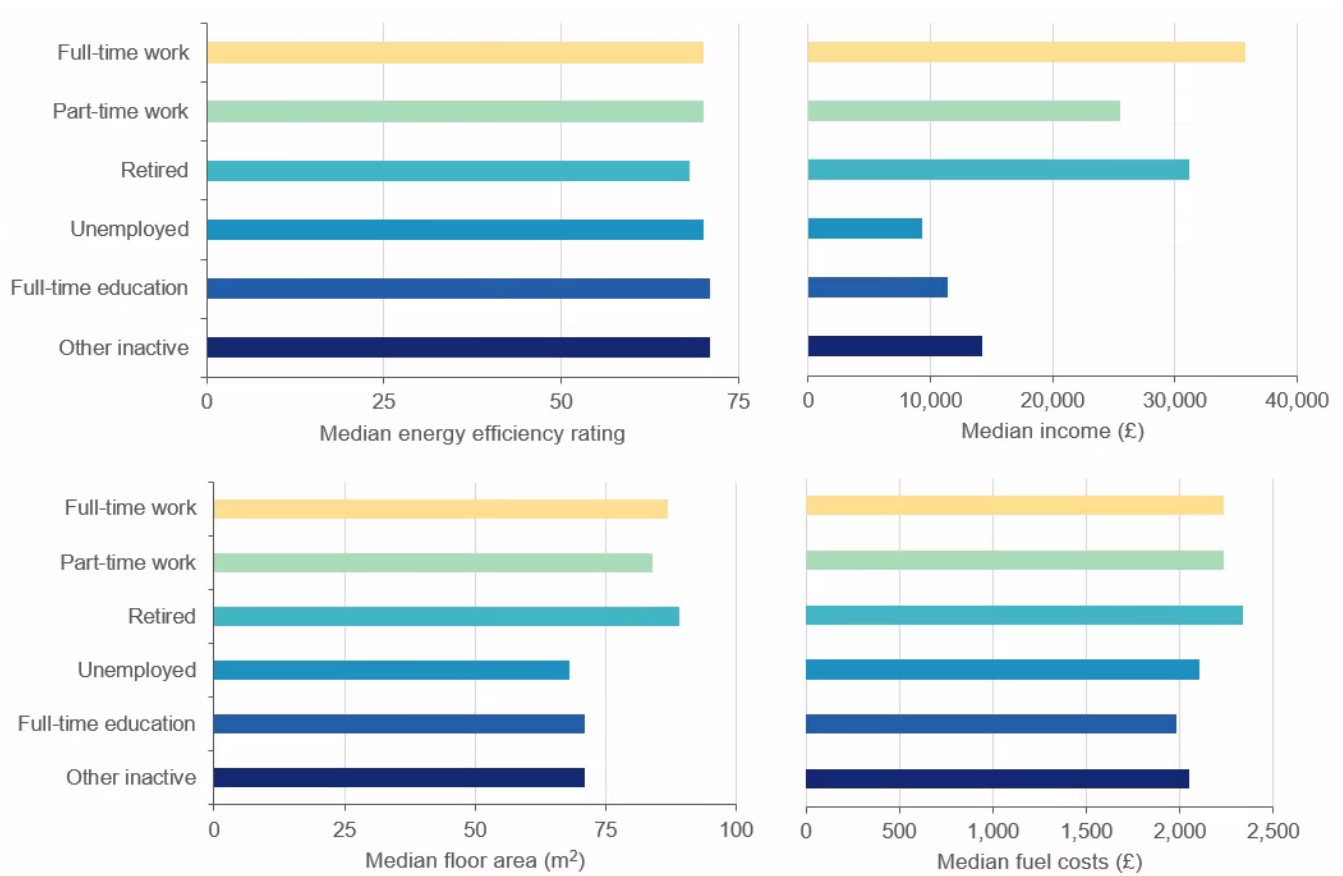


Households where the HRP is in full-time work or retired had the lowest rates of fuel poverty (6.8 per cent and 11.0 per cent, respectively), whereas households where the HRP is unemployed had the highest rates of fuel poverty (30.1 per cent).

The average fuel poverty gap was similar across all employment status categories, although households where the HRP is retired had a slightly higher average gap (£450) than the national average (£407).

³² Figures for households in a category marked with ^ are based on small sample sizes, so inferences should not be made based on these figures.

Figure 3.23: Households where the HRP was unemployed had the lowest median equivalised income.



The difference in fuel poverty rates is likely due to large differences in median equivalised incomes, which were highest for households where the HRP is in full-time work (£35,800) or retired (£31,200), and lowest for households where the HRP is unemployed (£9,300) or in full-time education (£11,400).

3.3.2 Benefits

Overall, an estimated 59.5 per cent of households in fuel poverty were receiving at least one of the following benefits: Employment and Support Allowance, Income Support, Jobseekers Allowance, Universal Credit, Pension Credit (Guarantee or savings elements), Working Tax Credit, or Child Tax Credit. This does not capture households who only receive other state benefits e.g. State pension or Child benefit, which are not specifically for low-income households (see Detailed Table 34a). It also does not capture Housing Benefit.

Income from disability benefits (Attendance Allowance, Disability Living Allowance and Personal Independence Payment) are not included in the fuel poverty income calculation. This reflects that these benefits were specifically given to manage living with a disability. The analysis below does not count households as receiving benefits unless they received another benefit in addition to a disability benefit. The share of fuel poor households receiving benefits rises to 68.7 per cent if disability benefits are included (see Detailed Table 34b).

Figure 3.24: Households in receipt of benefits (excluding disability benefits) were more than three and a half times more likely to be in fuel poverty than households not in receipt of benefits.

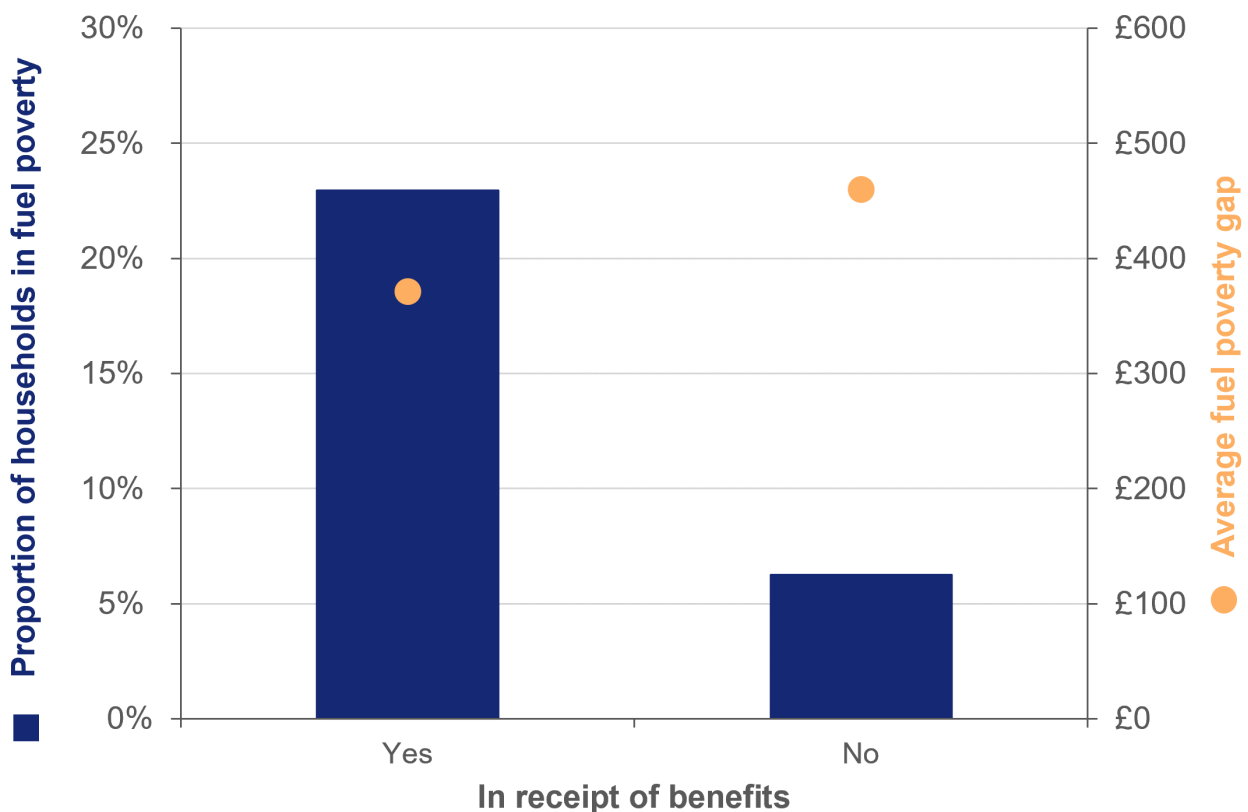
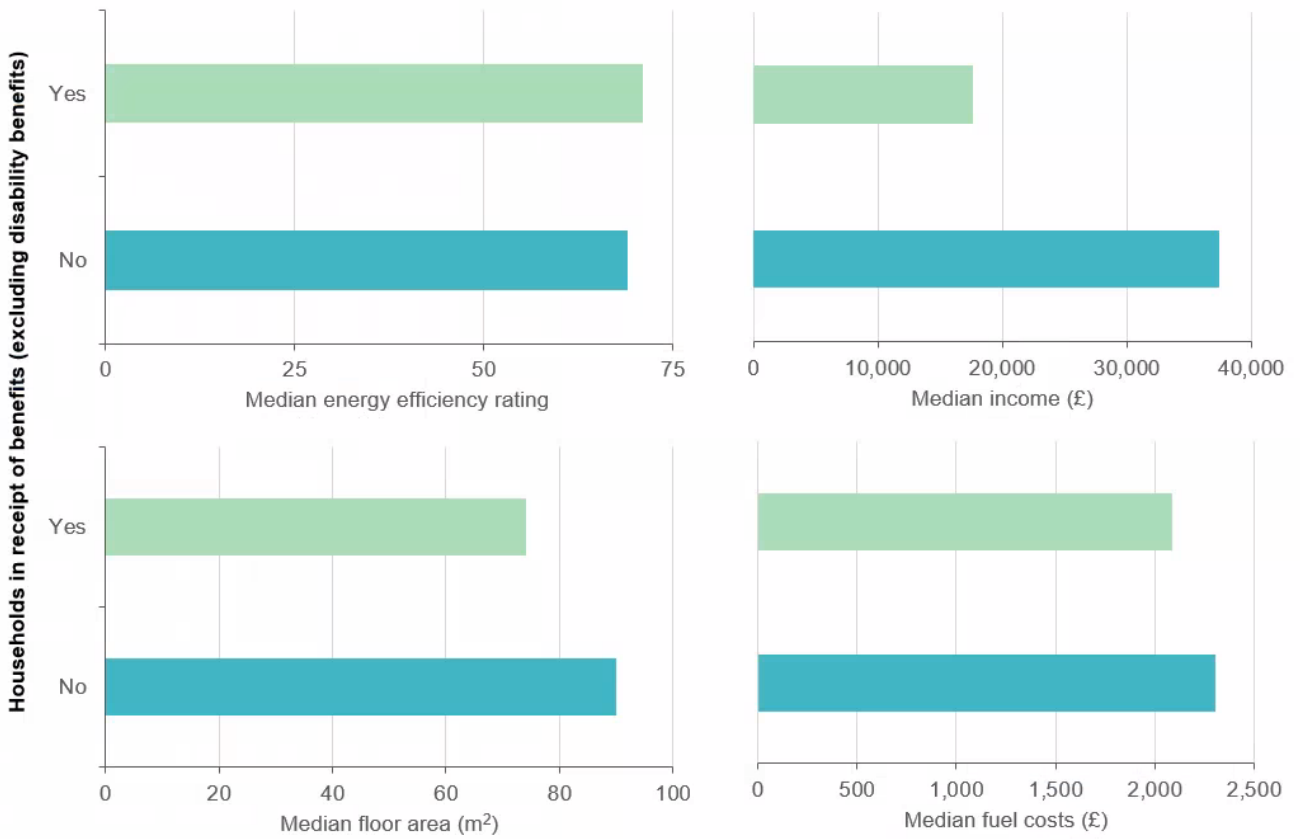


Figure 3.25: Households in receipt of benefits (excluding disability benefits) had much lower incomes than other households but also higher energy efficiency ratings and smaller floor areas, leading to lower median fuel costs than other households.

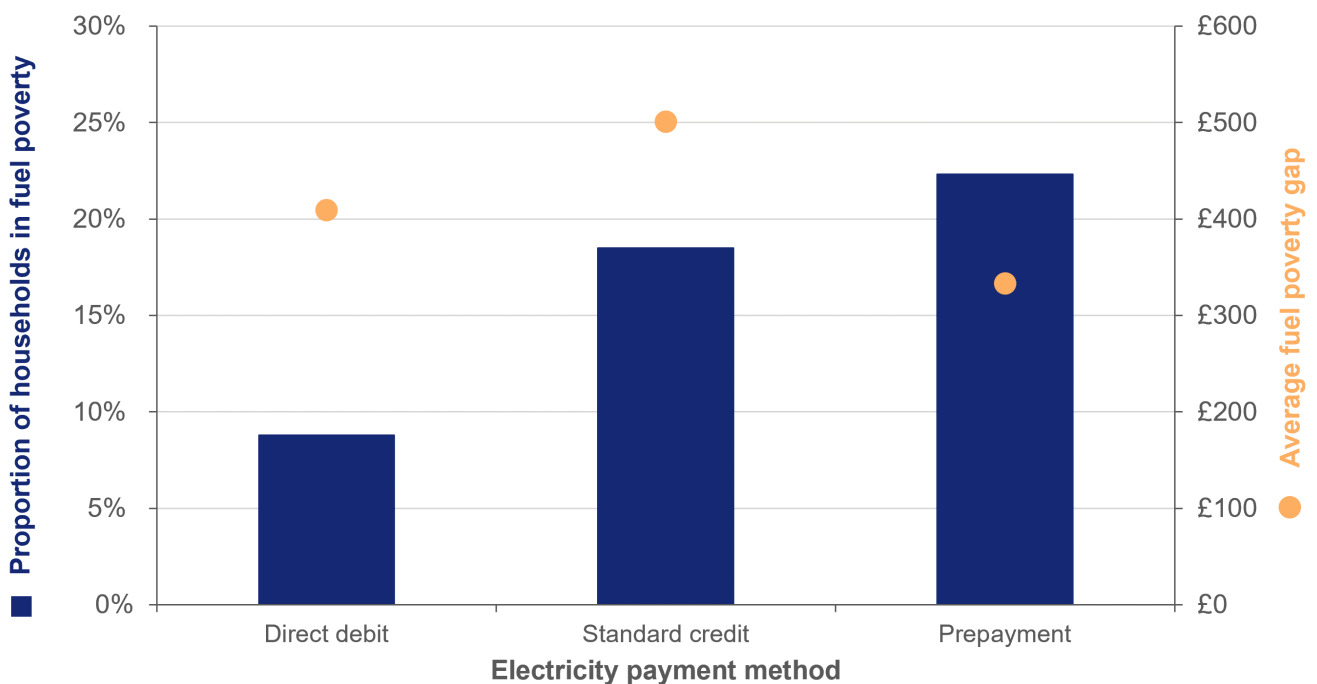


3.4 Fuel payment type

Households that pay by prepayment meter have historically had the highest likelihood of fuel poverty of the payment types. It should be noted that under the LILEE metric, this is driven by the lower incomes associated with households with these tariffs rather than the tariff itself.

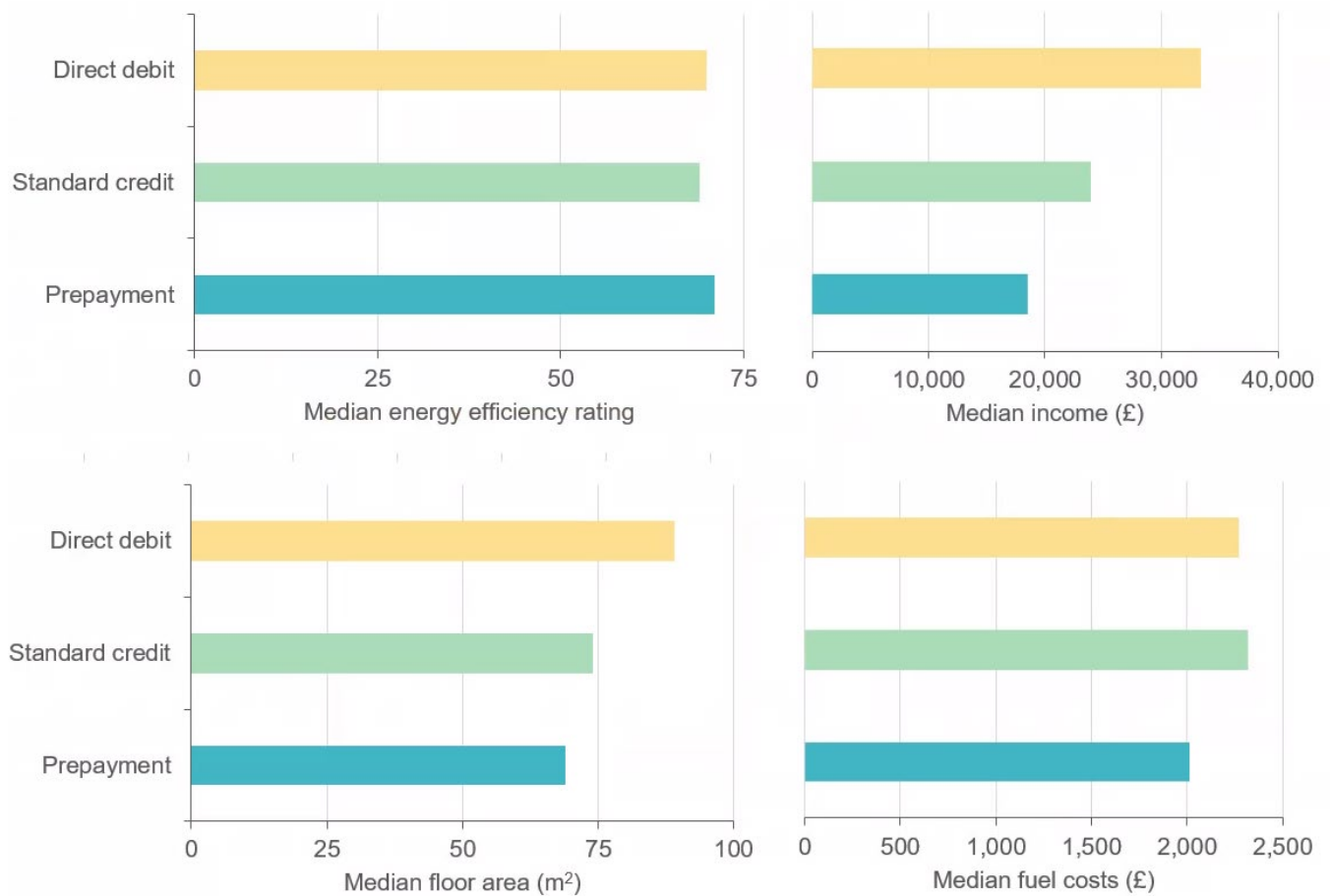
3.4.1 Electricity payment method

Figure 3.26: Households that paid for their electricity by prepayment meter had the highest rate of fuel poverty but the lowest fuel poverty gap.



The fuel poverty rate among households that used a pre-payment electricity meter was 22.3 per cent, compared with 18.5 per cent for standard credit and 8.8 per cent for direct debit. Households with pre-payment electricity meters had the lowest median income of £18,500, driving higher levels of fuel poverty. However, households with pre-payment electricity meters also had the lowest fuel poverty gap of £333, which is explained by these households having the lowest median floor area of 69m² and the highest median energy efficiency rating of 71, leading to the lowest fuel costs of the three payment methods, at £2,010.

Figure 3.27: Households that paid for electricity by pre-payment meter tended to live in smaller properties, had lower than average median fuel costs, and a much lower median income.



The proportion of households in fuel poverty and the average gap followed a similar pattern for a household's gas method of payment as it did for electricity method of payment (see Detailed Table 32).

As presented in this chapter, the prevalence of fuel poverty in England varies by several key dwelling and household characteristics. More detailed information can be found online in the accompanying [detailed, trends, and supplementary tables](#) for fuel poverty in England.

Chapter 4: Fuel Poverty Projections for 2025

4.1 Projected headline figures, 2023-2025

Table 4.1: Projected headline figures, 2023-2025³³

Headline figures	2023 Final Estimates	2024 Provisional Estimates	2025 Projections
Number of households in fuel poverty (millions)	2.80	2.73	2.78
Proportion of households in fuel poverty (%)	11.4	11.0	11.2
Aggregate fuel poverty gap (£ millions)	1,192	1,113	1,028
Average fuel poverty gap (£)	426	407	370

Note that the figures based on our fuel poverty projections model should be interpreted as indicative projections, not precise point estimates.

As the 2024 figures were explored in Chapter 2, this chapter focusses on the projections for 2025. The 2024 provisional estimates (see Chapter 2) are less uncertain than the 2025 projections since they are based more on observed changes to energy efficiency installations, income changes and announced energy prices. The 2025 projections presented in this chapter are based on assumptions of economic factors and government policies (compiled in January 2025) relating to the key fuel poverty drivers between 2024 and 2025. The methodology handbook sets out the assumptions and methods in more detail.³⁴

³³ The fuel poverty gap figures are adjusted to 2024 prices.

³⁴ See Chapter 7 of the [methodology handbook](#) for further details.

Figure 4.1: The proportion of households in fuel poverty is projected to increase slightly to 11.2 per cent in 2025.

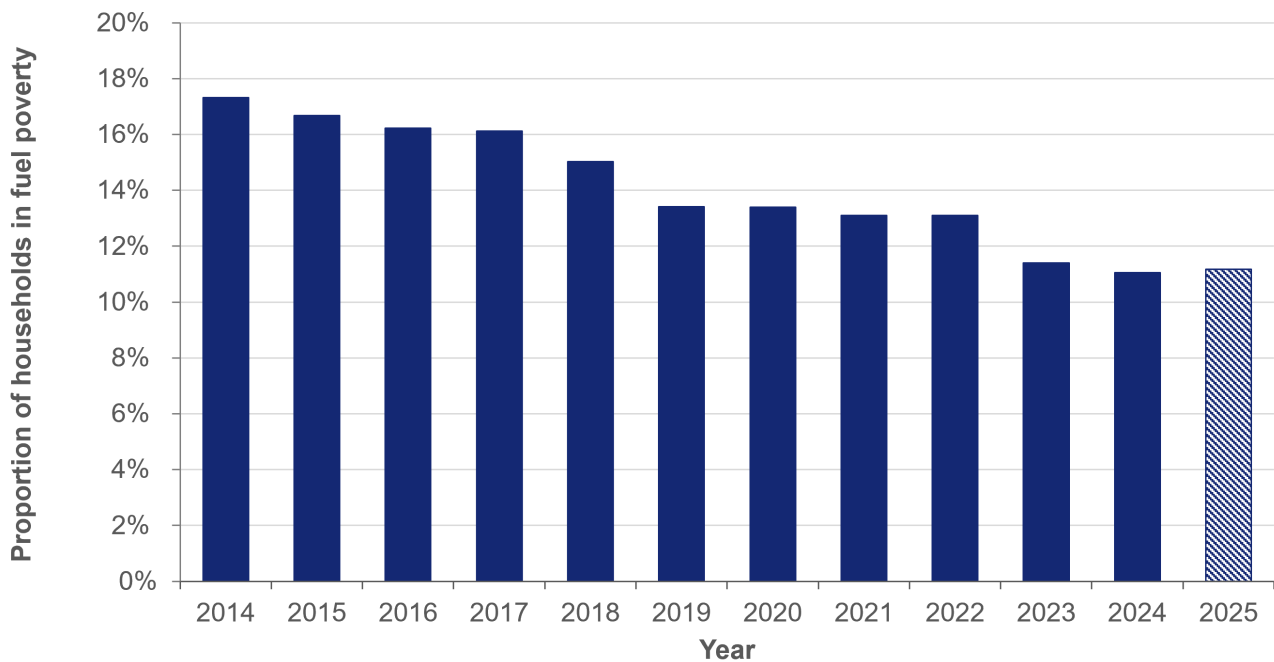
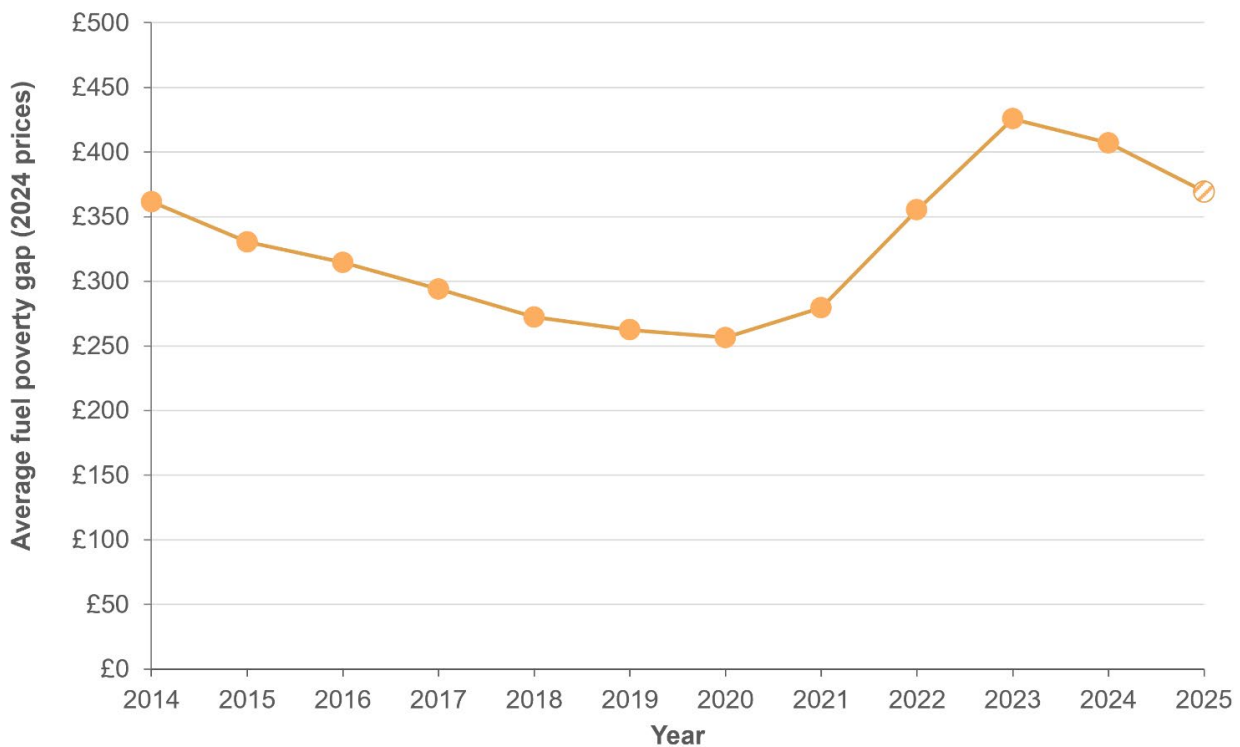


Figure 4.1 shows the proportion of households in fuel poverty fell steadily between 2014 and 2019, from 17.3 per cent to 13.4 per cent. It remained fairly consistent between 2019 and 2022, before decreasing in 2023 at a similar rate to the change between 2018 and 2019. The proportion is projected to be 11.2 per cent in 2025. This is a slight increase compared to 2024 when an estimated 11.0 per cent of households were fuel poor.

The average fuel poverty gap for England in 2025 (the reduction in fuel costs needed for a household to not be in fuel poverty) is projected to be £370, down by 9 per cent in real terms since 2024 (£407), though this is still an increase of 44 per cent since 2020 when the gap began to first increase. The fuel poverty gap is directly affected by changes in fuel prices since it measures the reduction in fuel costs needed for a household to not be in fuel poverty.

Figure 4.2: The average fuel poverty gap in 2025 is projected to decrease to £370 (real 2024 prices) as energy costs decrease for a second year.



The aggregate fuel poverty gap for England is projected to be £1,028 million in 2025 (in 2024 prices), a decrease of 8 per cent in real terms since 2024 (£1,113 million). Although the rate of fuel poverty increases slightly between 2024 and 2025, energy efficiency improvements and decreased energy prices drive this reduction in aggregate gap.

Affordability estimates have also been made for the 2025 projections using the 10 per cent metric. These are shown in Annex D.

The projections presented above are based on projecting forward from two years of survey data and so the year on year trend does not present the full impact of changes affecting single years.

4.2 Changes to key drivers, 2024-2025

The key drivers will be assessed in turn, to explore their effect on the projections. The figures for 2023 in this report are based on the latest English Housing Survey data. The 2024 provisional estimates (see Chapter 2) are less uncertain than the 2025 projection since they are based more on observed changes to energy efficiency installations, income changes and announced energy prices.

The 2025 projections presented in this chapter are based on assumptions of economic factors and government policies relating to the key fuel poverty drivers between 2024 and 2025. These assumptions were compiled in January 2025 and only include policies that were already in place or announced at this time. Policies subject to further consultation have not been included. For example, the projections do not account for proposals to expand the Warm Home Discount scheme.

Higher incomes, **increased** energy efficiency and **lower** energy prices would each reduce the rate of fuel poverty. More information on key drivers can be found in Section 2.2.

While the fuel poverty indicator has an absolute threshold for energy efficiency, the relative nature of the income threshold makes it difficult to accurately isolate individual reasons for change.

A household's fuel poverty status depends on the interaction of these key drivers:

- **Energy efficiency** – Improvement in energy efficiency is expected to bring more low income households up to FPEER band C which will remove them from fuel poverty. The progress with energy efficiency is projected to reduce fuel poverty by around 15 thousand households between 2024 and 2025, if no other factors change.
- **Incomes** – The main policy change affecting incomes in 2025 that is modelled in these projections is the ending of the additional temporary cost of living support given to households receiving benefits and pensioner households up to 2023/24. Although median incomes are expected to increase overall between 2024 and 2025, this support was targeted towards households in the lower income deciles, and its ending is projected to increase the number of households in fuel poverty. Overall, the net effect of these changes is projected to increase the number of fuel poor households by almost 60 thousand, if no other factors change.
- **Housing costs** – The LILEE metric uses an after housing costs measure of income which is impacted by increases in housing costs. Increases are projected for all tenures. Overall mortgage costs are projected to increase by 5 per cent and the increases are projected to increase the number of fuel poor households by around 42,000 households between 2024 and 2025, if no other factors change.

- Energy prices** – 2025 energy price projections are comprised of 2024/25 and 2025/26 combined financial year projected prices. Between 2024 and 2025, overall, it is projected that gas and electricity prices will reduce by 10 per cent and 7 per cent, respectively, in real terms. Overall, the change in energy costs is projected to decrease fuel poverty by around 38 thousand households over this period if no other factors change.

To help users understand the impact of each of these drivers a decomposition of the main changes for the 2024 to 2025 projections is shown in Figure 4.3.

Figure 4.3: Decomposition of changes in the number of fuel poor households from 2024 to 2025

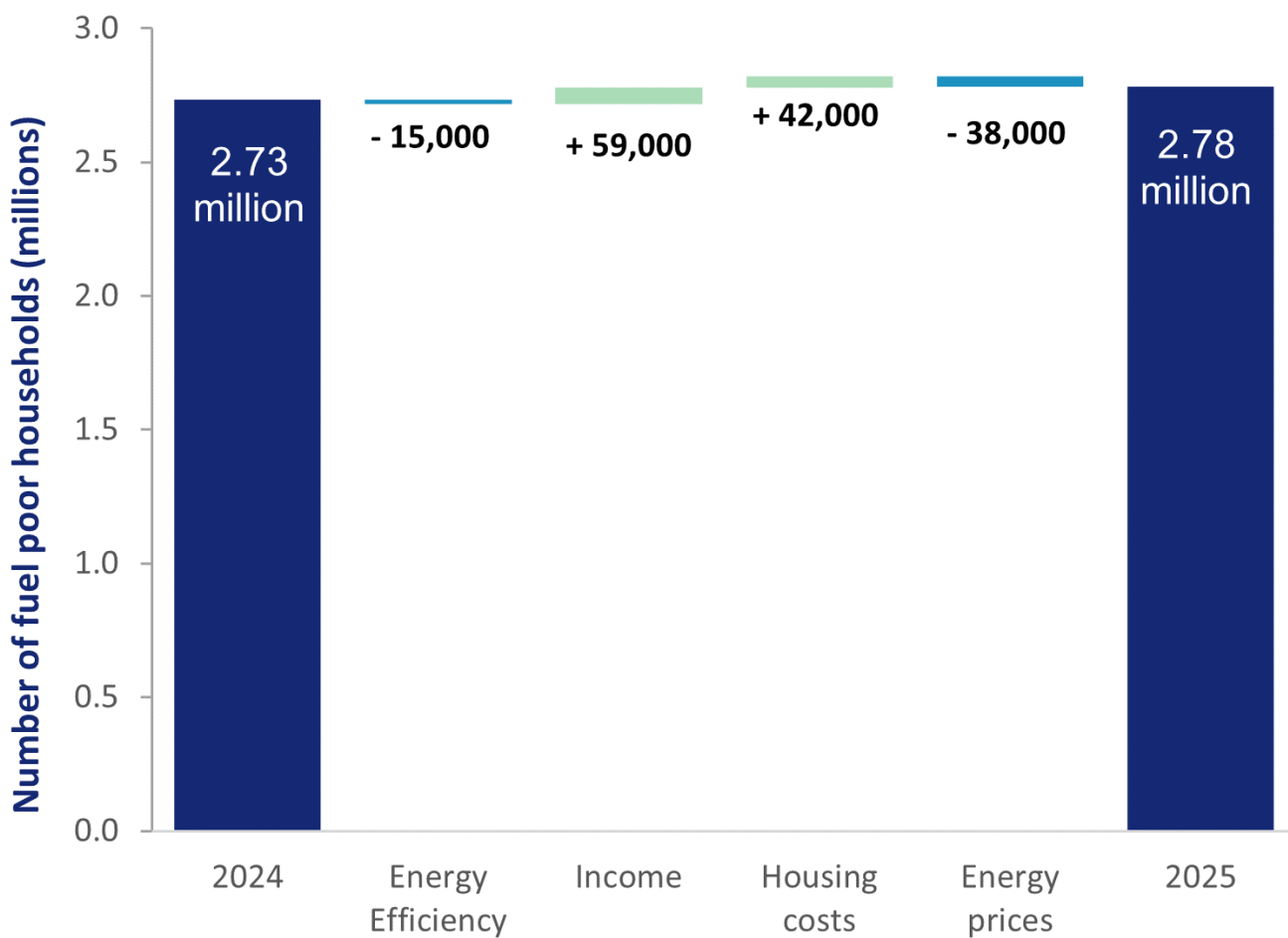


Figure 4.3 illustrates the decomposition of changes described above. The dark blue bars show the provisional estimate of the number of fuel poor households in 2024 and the projection of the number of fuel poor households in 2025. The mid-blue bars and light green bars represent the drivers that have worked to remove households from fuel poverty and the source of the increase in fuel poverty, respectively.

4.2.1 Energy efficiency

Prior to recent economic impacts, fuel poverty has shown a strong declining trend driven by energy efficiency, as more low income households achieve an energy efficiency rating of C or above.

Currently, the main policies under which energy efficiency measures are installed include:

Policy	Incentive	Type of measure covered
Energy Company Obligation (ECO) ³⁵	Under ECO, a Home Heating Cost Reduction Obligation (HHCRO) is placed on medium and large energy suppliers, who must promote measures that improve the ability of low-income, fuel-poor and vulnerable households to heat their homes.	Replacement boiler, heating improvements, insulation, double glazing, additional innovative measures . The current iteration of ECO (ECO4) takes a fabric first multiple measure whole-house retrofit approach with the aim to encourage the installation of insulation, renewables and district heating connections as well as upgrading inefficient heating systems.
Local Authority Delivery (LAD) and Home Upgrade Grant (HUG) schemes (Phase 1 , Phase 2)	LAD and HUG award funding to Local Authorities to help them upgrade energy inefficient homes of low-income households in England. LAD Phase 1 allocated £200m in grants to 136 Local Authorities. LAD Phase 2 allocated a further £300m in grants to five Local Net Zero Hubs. Sustainable Warmth (consisting of LAD 3 and HUG 1) has allocated a combined £439m funding to Local Authorities. LAD 1 installations ran from October 2020 to December 2022, LAD 2 from August 2021 to December 2022, and Sustainable Warmth from January 2022 to September 2023. HUG Phase 2 has been launched and is planned to allocate up to £630m of funding from September 2023 until March 2025.	These schemes focus on upgrading the worst insulated owner occupier and rented homes with energy efficiency installations and low carbon heating. LAD 1 and 2 supported both on and off gas grid homes. LAD 3 supports low-income households heated by mains gas and HUG supports low-income households off the gas grid.

³⁵ From October 2018, the ECO scheme was wholly targeted to low income vulnerable households. In previous phases of the ECO scheme, any household was entitled to subsidies towards energy efficiency improvements, regardless of their income. [ECO statistics](#).

Social Housing Decarbonisation Fund (SHDF)	<p>The Social Housing Decarbonisation Fund (SHDF) scheme aims to upgrade a significant amount of the social housing stock to Energy Performance Certificate (EPC) rating of C.</p> <p>The Government launched Wave 1 of the SHDF in August 2021. It awarded around £179m of grant funding for delivery from 2022 into 2023 for energy performance improvements to up to 20,000 social housing properties. Wave 2.1 of the SHDF awarded around £778m of grant funding to 107 projects, delivering from 2023 to 2025. Wave 2.2 of the SHDF awarded around £80m of grant funding for delivery from 2024 to 2026.</p> <p>This publication also includes the Warm Homes: Social Housing Fund, which has been allocated £1.29 billion for delivery between 2025 and 2028.</p>	<p>Energy efficiency and heating measures compatible with the Standard Assessment Procedure (SAP) that will help improve the energy performance of social housing homes, excluding heating systems which are solely fuelled by fossil fuels. Examples include wall, loft and underfloor insulation and low carbon heating technologies.</p>
Great British Insulation Scheme (GBIS)	<p>The Great British Insulation Scheme is a government energy efficiency scheme that is administered by Ofgem. It is designed to deliver improvements to the least energy-efficient homes in Great Britain.</p> <p>As well as supporting low-income and vulnerable households (through the scheme's low-income group), this scheme also helps those living in homes within a wider, general group. The general group is for those households with properties that have an Energy Performance Certificate (EPC) rating of D to G, and which are within Council Tax bands A to D in England and A to E in Scotland and Wales.</p>	<p>Both the general and low-income groups are eligible for the following insulation measures:</p> <ul style="list-style-type: none"> • cavity wall (including party wall) • loft • solid wall • pitched roof • flat roof • under-floor • solid floor • park home • room-in-roof <p>In some cases, secondary measures, such as room thermostats and thermostatic radiator valves, will be available for households in the low-income group.</p>
Microgeneration Certification Scheme (MCS)	<p>The Microgeneration Certification Scheme (MCS) certifies, quality assures and provides consumer protection for microgeneration installations and installers.</p>	<p>The MCS consists of small scale renewable electricity technologies such as solar PV, biomass, wind, heat pumps and heat products.</p>

Warm Home Discount (WHD)	Annual rebate for electricity bills for low income and vulnerable households. For the purposes of fuel poverty modelling this provides an uplift to the <u>FPEER</u> rating.	£150 rebate off electricity bills in 2024/25 and 2025/26.
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Our projections also include installations of condensing boilers (including condensing-combination boilers) outside of government schemes. Around 1.1 million additional condensing boilers (excluding new builds) are expected to be added to the stock of homes between 2024 and 2025. The model has been developed to account for the high number of condensing boilers that already exist in the English Housing Survey and as such are removed as these are already captured through the policies listed above, or as a result of the new dwellings modelled.

4.2.2 Income & housing costs

There is projected to be an increase in incomes across the income distribution as well as a substantial increase in housing costs for some households.

The components that comprise a household's full income³⁶ (after income tax and National Insurance contributions) are categorised as follows:

- Earnings
- Savings
- Benefits
- Other
- Winter fuel payments

Strong income growth is projected across the income distribution with the median income increasing by 3.8 per cent since 2024 in real terms. As described in the [methodology handbook](#), different sources are used for projecting earnings and other income sources, some of which can be projected separately across the deciles. In addition, the share of each income source within deciles and the amount of housing costs affects the overall change in income within a decile. Whilst some households are projected to move out of fuel poverty (92,000 households) due to increases in their income, the main change affecting incomes for 2025 will be the removal of the additional temporary cost of living support given to households receiving benefits and pensioner households. As this was targeted to support households in the lower income deciles, its ending is projected to increase the number of households in fuel poverty. The net impact of income changes is projected to increase the number of fuel poor households by almost 60 thousand in 2025.

The projections account for the change in eligibility criteria for Winter Fuel Payment (see Annex G). They also account for changes to National Insurance Contributions (see Annex B). These National Insurance Contribution changes are projected to increase incomes for some households, but not to have a substantial impact on the rate of fuel poverty. The projected

³⁶ See Chapter 3 of the [methodology handbook](#) for further details.

proportion of fuel poor households if no changes are made to National Insurance Contributions would be 11.1 per cent.

Housing costs are projected to continue to rise in 2025. Comparing 2024 and 2025, both social rents and private rents are projected to increase by 6 per cent, whilst overall mortgage costs are projected to increase by 5 per cent. Just over half (53 per cent) of owner occupiers are outright owners so will have no housing costs, presenting a mixed picture for owner occupiers.

The English Housing Survey collects data on mortgages including the type of mortgage deal, the value of debit outstanding and length of term remaining. This analysis reflects expected mortgage rates that households would switch onto depending on when their deal is likely to end. Our calculation is then based on how much of the year the household will pay interest at their new rate. Overall, it is projected that mortgage costs will be around 5 per cent higher in 2025 than 2024 but with significant variation depending on if a household's fixed rate deal comes to an end.

Overall, housing costs are projected to have little impact on the number of fuel poor households since housing costs for all tenures except outright owners are moving at similar rates.

4.2.3 Energy prices

Table 4.4: Annual domestic gas bills are projected to decrease by 10 per cent between 2024 and 2025 (real 2024 prices).

Gas method of payment	2024 (2023/24+2024/25) (£)	2025 (2024/25+2025/26) (£)	Percentage change 2024 - 2025 (%)
Prepayment	957	877	-8
Standard Credit	1,023	929	-9
Direct debit	960	857	-11
All payment types	969	871	-10

Table 4.5: Annual domestic electricity bills are projected to decrease by 7 per cent between 2024 and 2025 (real 2024 prices).

Electricity method of payment	2024 (2023/24+2024/25) (£)	2025 (2024/25+2025/26) (£)	Percentage change 2024 - 2025 (%)
Prepayment	988	953	-4
Standard Credit	1,071	1,005	-6
Direct debit	1,009	931	-8
All payment types	1,017	946	-7

Price assumptions for 2025/26 have been projected based on forward market prices from January 2025 and are based on the consumption of a typical household. These are combined with prices consistent with the price caps announced to November 2024 covering up until March 2025, to make the combined 2025 projection of prices. Based on these projections, gas bills are projected to decrease by 10 per cent across all payment types between 2024 and 2025. Over the same period, electricity bills are also projected to decrease across all methods of payment, with a 7 per cent decrease projected for 2025. The overall energy bill for a typical dual fuel household is projected to fall by 8 per cent in real terms in 2025.

4.3 Projected progress against the target

The Government's statutory fuel poverty target for England is to ensure that as many fuel poor households as reasonably practicable achieve a minimum energy efficiency rating of band C^{37,38} by 2030, with interim targets of band E by 2020, and band D by 2025. See Section 2.3 for more details on England's statutory fuel poverty target.

Under the LILEE metric, a household that achieves a fuel poverty energy efficiency rating of band C or above would not be measured as fuel poor, and therefore fuel poverty would be eradicated if all low-income households achieved an energy efficiency band C rating, or above. Progress towards the fuel poverty target is measured as the share of all low income households who achieve an energy efficiency band C in 2030 and the interim milestones.

Within these projections, projections are made for 2024 and 2025 of the share of low-income households who would meet the band C target and band D milestone at this period.

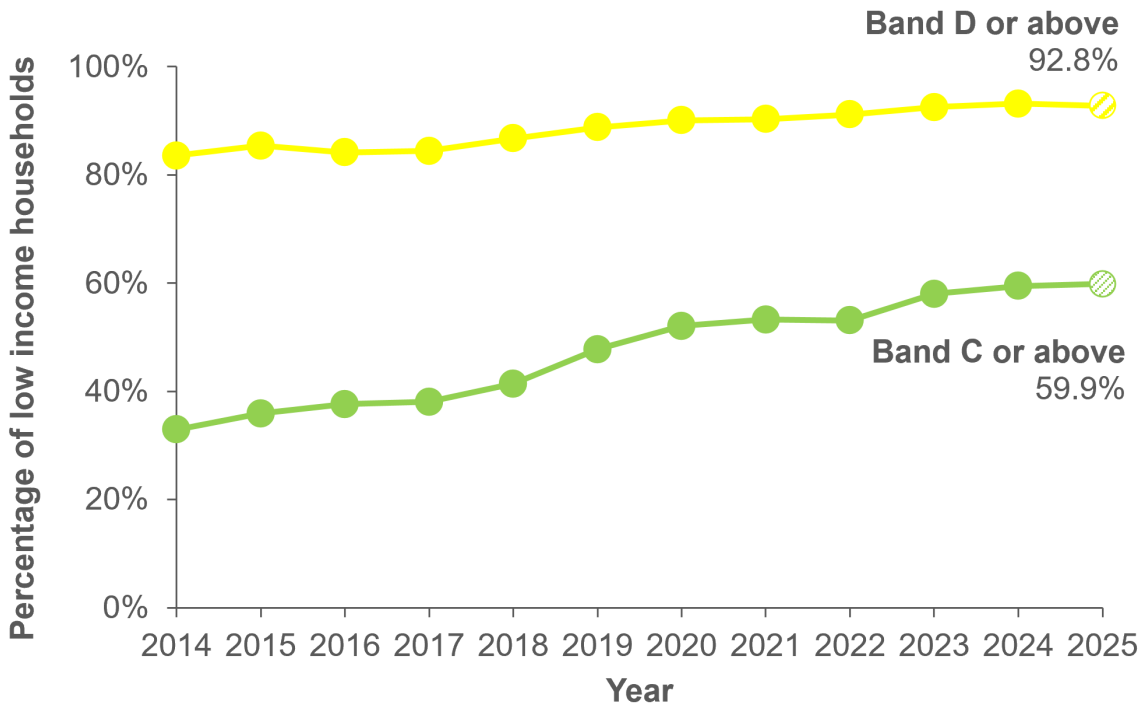
Table 4.3: Projected headline figures, 2023-2025³

Fuel poverty target	2023 Final Estimates (%)	2024 Provisional Estimates (%)	2025 Projections (%)
Band D or above by 2025	92.5%	93.2%	92.8%
Band C or above by 2030	58.0%	59.5%	59.9%

³⁷ Energy efficiency rating is measured using Fuel Poverty Energy Efficiency Rating (FPEER).

³⁸ Household energy efficiency ratings are banded from G (lowest) to A (highest).

Figure 4.4: A slight decrease is projected for the number of low income households meeting the band D target in 2025, and a slight increase for the band C target.



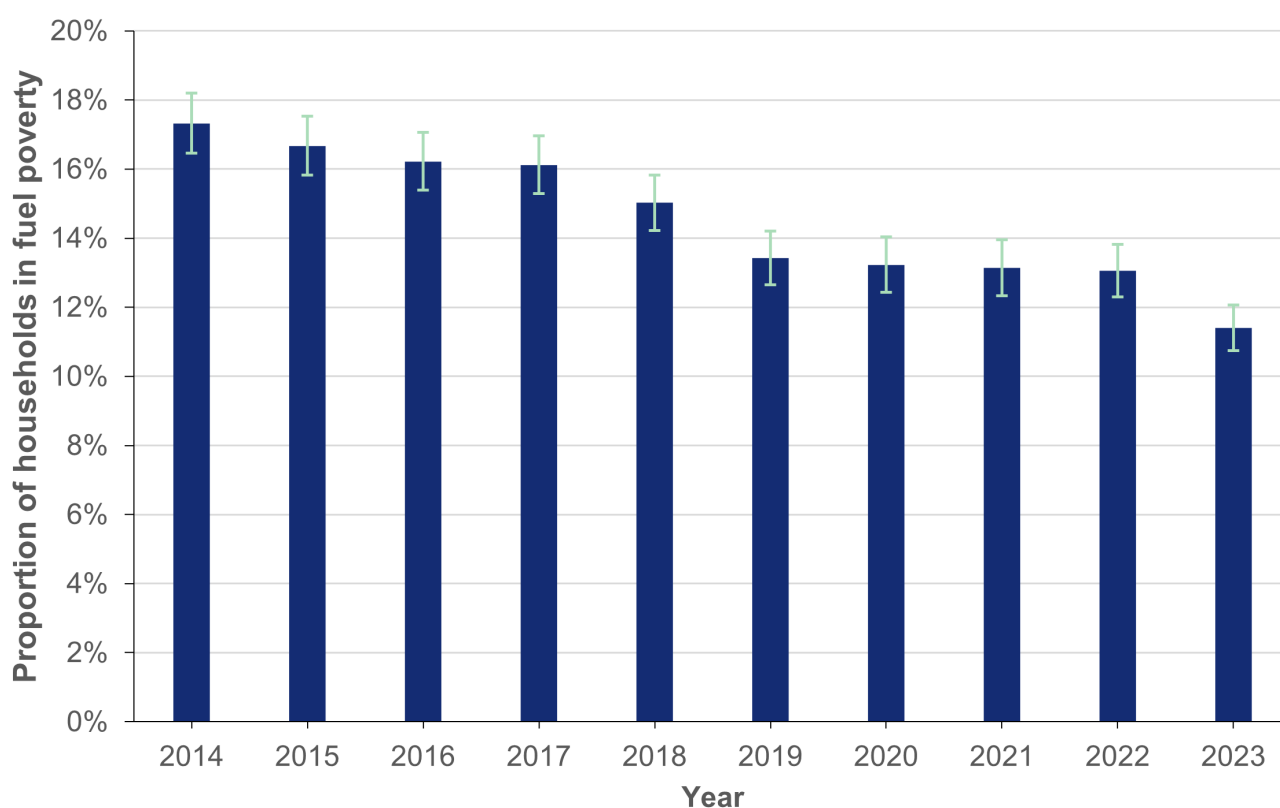
Progress towards the interim milestone and the 2030 target is projected for 2025, with 55.9 per cent of low-income households projected to be in Band A to C and 92.8 per cent of low income households projected to be in Band A to D. This is a slight drop in low income households projected to be in Band A to D compared to 2024 (93.2 per cent). This is likely due to the relative nature of the income threshold: as income is projected to rise for many households in 2025, other households in lower FPEER bands are projected to fall below the income threshold and enter the low income group. The projections also show 97.7 per cent of all low-income households in Band E or higher.

Annex A: Additional Data and Figures

A.1 Confidence intervals for fuel poverty final estimates

Figures A.1 to A.3 present confidence intervals for the headline figures measured in this report. Confidence intervals are not shown beyond 2023 since those estimates are projections and will be subject to both sampling error and additional modelling uncertainty. This modelling uncertainty has not been quantified.

Figure A.1: Proportion of households in fuel poverty, 2014 to 2023. 95 per cent confidence intervals are indicated by the green bars.



In 2023, the proportion of households in fuel poverty is an estimate based on a sample of 12,918 households from the English Housing Survey (EHS). Individual survey cases in the EHS are weighted up to give the total number of households in the UK.

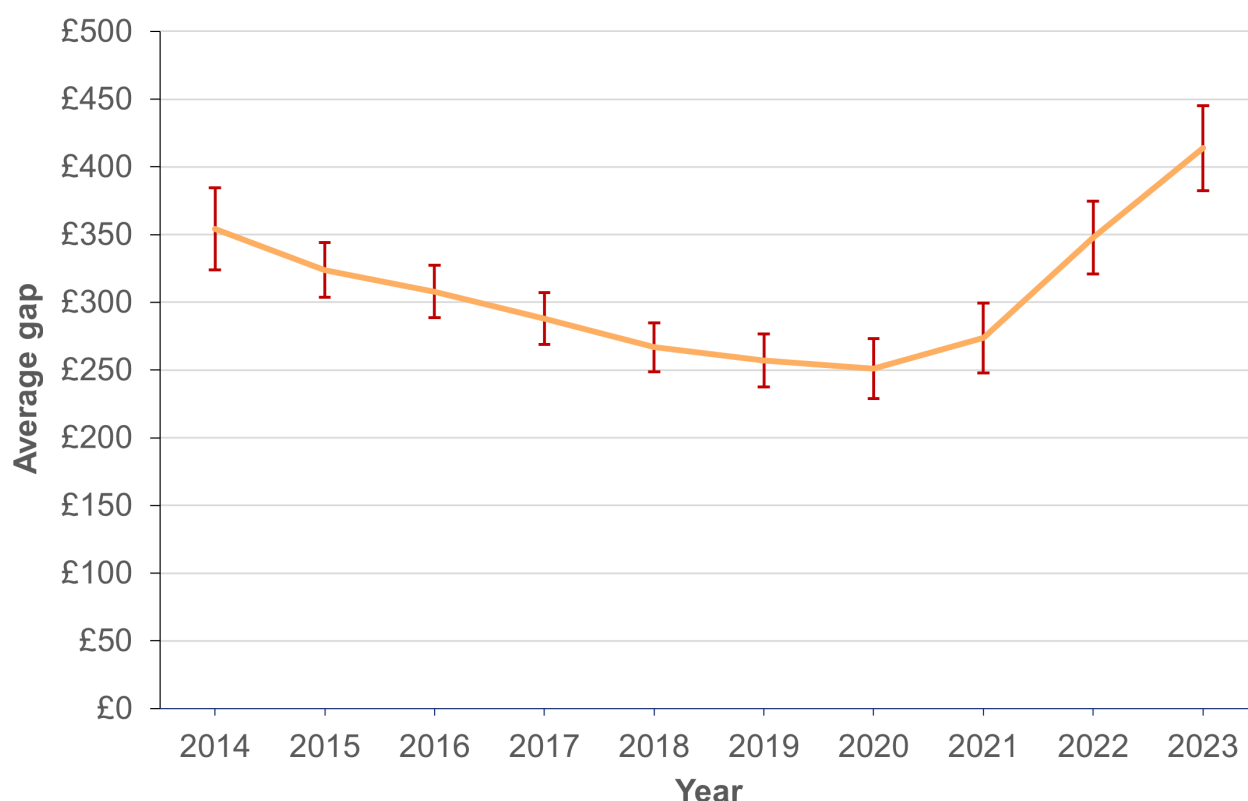
Based on the nature of the EHS sample, the 95 per cent confidence interval for the proportion of households in fuel poverty in 2023 is 11.4 per cent +/- 0.7 percentage points³⁹. We can therefore be 95 per cent sure that the true proportion of households in fuel poverty in 2023 is between 10.7 and 12.1 per cent.

³⁹ Calculated using the following formula: $p \pm 1.96(\text{design factor} * \text{standard error})$ where $p = 11.4$ per cent and the standard error is calculated for a proportion as $\text{sqrt}[0.114*(1 - 0.114) / 12918] = 0.28$ per cent. The EHS *design factor* = 1.20 (average design factor for the EHS sample).

The 2023/24 EHS achieved a 30 percent response rate, slightly down from 34 per cent in 2022/23 and 31 per cent in 2021/22. Following changes to recruitment and survey methods due to the COVID-19 pandemic, the methodology has now reverted back to the standard approach of face-to-face interviews and physical surveys, with the option of telephone interviews. In 2023/24, larger sample sizes were achieved, with 15,846 interviews and 7,496 physical surveys conducted. The physical survey results also benefited from two years of normal data collection post-pandemic.

The size of the 95 per cent confidence interval around the proportion of households in fuel poverty has remained relatively stable between 2010 and 2023. While the total sample size of the EHS has decreased by 19 per cent across this time period, because the rate of fuel poverty has also fallen, the level of uncertainty is similar to in 2010.

Figure A.2: Average fuel poverty gap, 2014 to 2023 (real 2023 prices). 95 per cent confidence intervals are indicated by the red bars.

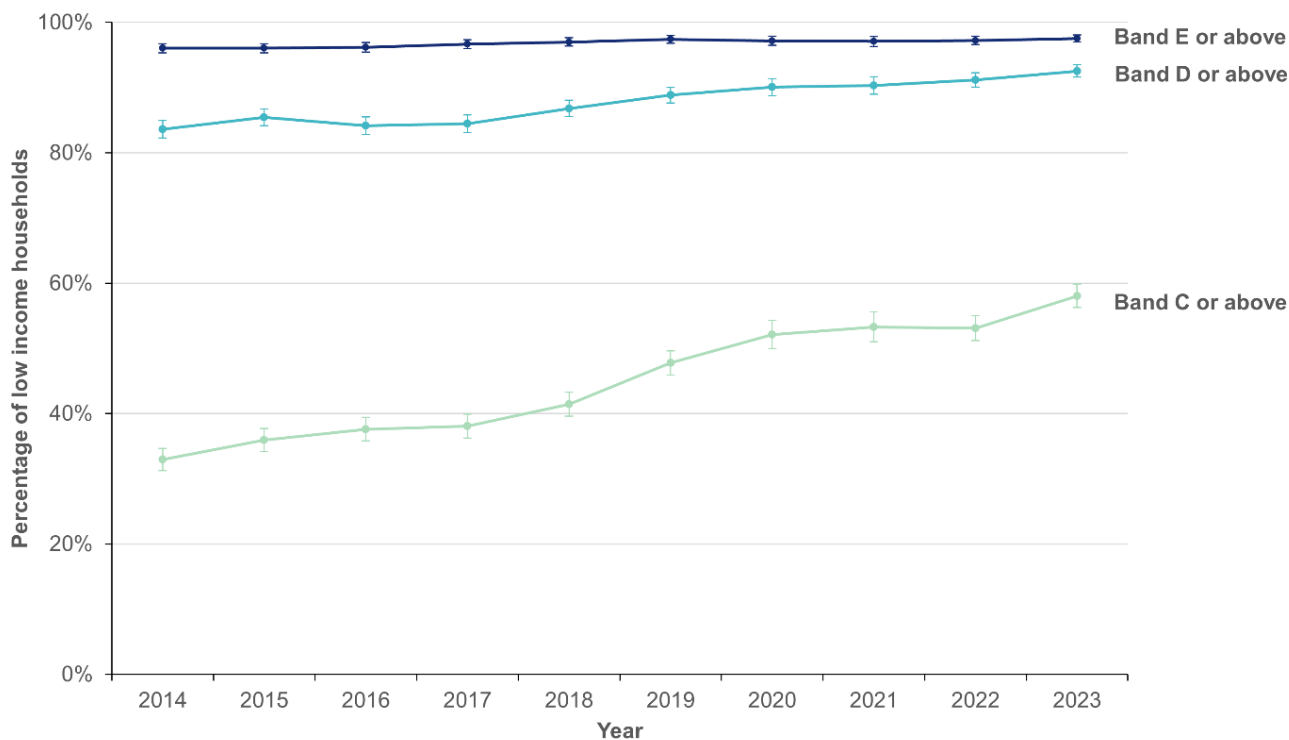


All fuel poor households have a fuel poverty gap based on their fuel expenditure and income relative to their nearest threshold to exit fuel poverty. The calculation of the average gap is the aggregate fuel poverty gap divided by the number of fuel poor households.

The 95 per cent confidence interval for the average gap in 2023 is £414 +/- £32⁴⁰ (figure A.2). We can be 95 per cent certain that the true average gap in 2023 is between £382 and £445. These prices are all in 2023 terms.

⁴⁰ Calculated using the following formula: $p \pm 1.96(\text{design factor} * \text{standard error})$ where $p = £414$ and the standard error is around £13. The EHS *design factor* = 1.20 (average design factor for the EHS sample).

Figure A.3: Progress against the fuel poverty target, 2014 to 2023. 95 per cent confidence intervals are indicated by the bars.



The 95 per cent confidence interval around the estimate of the proportion of households in band C or above in 2023 is 58.0 per cent +/- 1.8 percentage points. We can be 95 per cent certain that the true proportion of low-income households in band C and above in 2023 is between 56.2 and 59.8 per cent.

The 95 per cent confidence interval around the estimate of the proportion of households in band D or above in 2023 is 92.5 per cent +/- 1.0 percentage point. We can be 95 per cent certain that the true proportion of low-income band D and above households in 2023 is between 91.6 and 93.5 per cent.

Figure A.1 shows that the size of the 95 per cent confidence interval around the proportion of households in fuel poverty has remained relatively stable between 2010 and 2023. The size of the confidence intervals around progress towards the targets also remained similar between 2010 and 2023.

A.2 Energy cost analysis

As discussed in Section 2.2.4, Tables A.1 and A.2 show the change in annual domestic electricity and gas bills for each payment method. These compare the prices used for the 2023 fuel poverty statistics (2022/23 & 2023/24 prices) and 2024 statistics (2023/24 & 2024/25 prices) in real 2024 prices. Prices for 2024/25 are derived based on a consumption weighted average of the energy price caps for that period⁴¹. As these prices are compiled for combined years and use a mixture of data sources, they may differ from those reported in other statistics such as the Quarterly Energy Prices or in Ofgem's price caps.

Note that these figures reflect bills before energy rebates are applied. Specifically, the energy rebates applied during recent years were the Warm Home Discount, Energy Bills Support Scheme, Council Tax Rebate and Alternative Fuel Payment. The Warm Home Discount was paid in each year, while the other three rebates were paid in 2022/23 only. Median energy costs after rebates are shown in Detailed table 2 and in the Trends tables.

Table A.1: Annual domestic gas bills for fuel poverty combined years decreased by 15 per cent between 2023 and 2024 (real 2024 prices).

Gas method of payment	2022 (£)	2023 (£)	2024 (£)	Percentage change 2023 - 2024 (%)
Prepayment	1,067	1,210	957	-21
Standard Credit	1,066	1,240	1,023	-18
Direct debit	910	1,093	960	-12
All payment types	958	1,135	969	-15

Table A.2: Annual domestic electricity bills for fuel poverty combined years decreased by 2 per cent between 2023 and 2024 (real 2024 prices).

Electricity method of payment	2022 (£)	2023 (£)	2024 (£)	Percentage change 2023 - 2024 (%)
Prepayment	923	1,013	988	-2
Standard Credit	970	1,094	1,071	-2
Direct debit	902	1,031	1,009	-2
All payment types	916	1,040	1,017	-2

⁴¹ Consumption weighting is used in deriving these figures reflecting higher demand in the winter months (October to March). The winter prices are used for 70 per cent of gas demand and 60 per cent of electricity demand. Ofgem's current standard consumption assumptions of 2,700 kWh of electricity per year and 11,500 kWh of gas have been used across all the years shown.

Annex B: Measuring Fuel Poverty in England

This annex provides more detailed information on the following: how the Low Income Low Energy Efficiency (LILEE) indicator of fuel poverty works, and understanding the drivers of fuel poverty, data sources, and methodological updates for the 2023 estimates. A glossary of key terms used throughout this report and supporting links can be found at the end of the Annexes.

B.1 Introduction to Low Income Low Energy Efficiency

Fuel poverty in England is measured using the LILEE⁴² indicator, which considers a household to be fuel poor if:

- it is living in a property with an energy efficiency rating of band D, E, F or G as determined by the most up-to-date [Fuel Poverty Energy Efficiency Rating \(FPEER\) Methodology](#) - this is depicted by the horizontal threshold in Figure B.1; and
- its disposable income (after housing costs and energy needs) would be below the poverty line⁴³ as depicted by the sloping line threshold in Figure B.1.

Low Income Low Energy Efficiency is a dual indicator, which allows us to measure not only the extent of the problem (how many fuel poor households there are), but also the depth of the problem (how badly affected each fuel poor household is). The depth of fuel poverty is calculated by taking account of the **fuel poverty gap**. This is a measure of the additional fuel costs (in pounds) faced by fuel poor households compared with the required fuel costs at the threshold that would make them non-fuel poor. This is illustrated in Figure B.1, where the indicator consists of:

- the **number** of households that have both low incomes and low energy efficiency (shown by the shaded area in the bottom left-hand quadrant in B.1; and
- the **depth** of fuel poverty among these fuel poor households. This is measured through a **fuel poverty gap** (shown by the vertical arrows in Figure B.1), which represents the difference between the required energy costs for each household and the nearest fuel poverty threshold (in pounds).

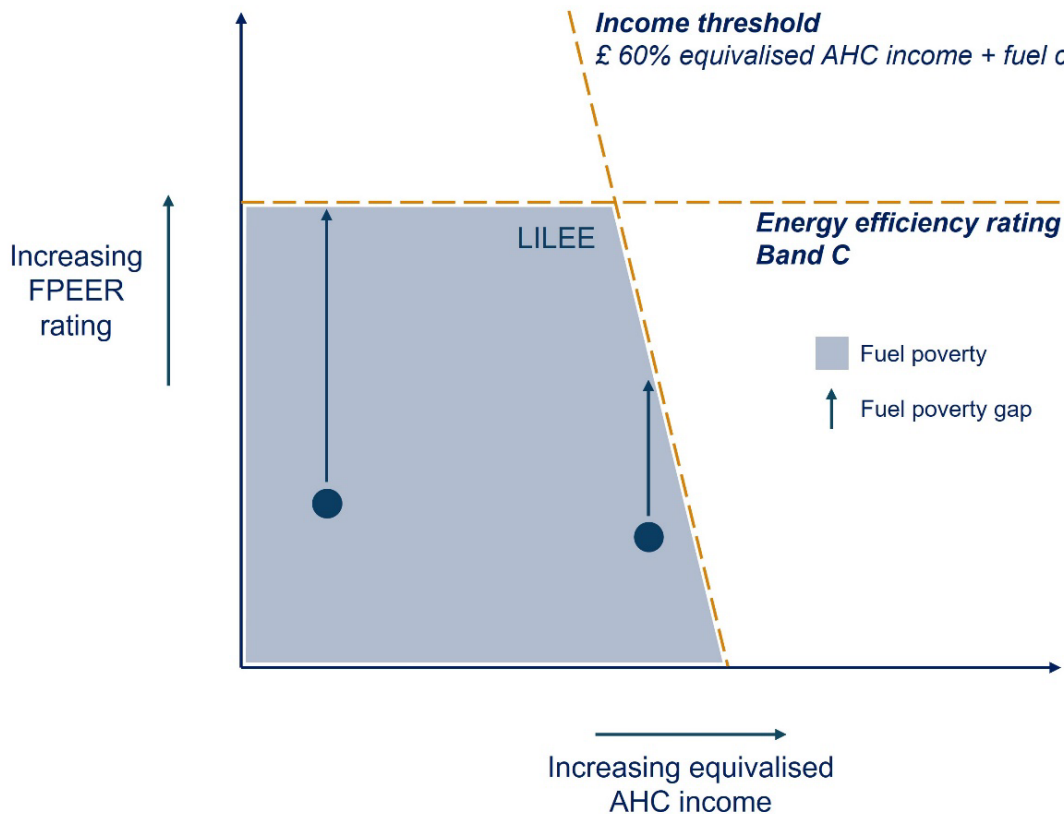
To get a sense of the depth of fuel poverty at a national level, the fuel poverty gap for each individual household is aggregated across all fuel poor households to produce an overall **aggregate fuel poverty gap**.

⁴² The calculation of the LILEE metric is set out in detail in the [LILEE fuel poverty methodology handbook](#).

⁴³ The poverty line (income poverty) is defined as an equivalised disposable income of less than 60 per cent of the national median, as shown in Section 2 of the ONS release ['Persistent Poverty in the UK and EU'](#).

The fuel poverty indicator contains a relative measure, as it compares households to national income thresholds but also uses an absolute energy efficiency rating. A change in income will only have an impact on fuel poor households when they see relatively larger income changes (increase or decrease) than the overall population. The absolute measure of energy efficiency means that improving the energy efficiency rating to at least band C will remove the household from fuel poverty regardless of income and fuel costs.

Figure B.1: Fuel poverty under the Low Income Low Energy Efficiency indicator



Fuel poor households (bottom left-hand quadrant of Figure B.1) include some households who may not traditionally be considered poor but are pushed into fuel poverty by their high energy requirements and low energy efficiency (this is reflected in the gradient of the income threshold).

Those in the bottom right-hand quadrant also have low energy efficiency but their relatively high incomes mean that they are not considered to be fuel poor. Those in the top right-hand quadrant have both high incomes and high energy efficiency and are therefore not fuel poor. While it is recognised that households in the top left-hand quadrant have low incomes, they also have high energy efficiency and so are not considered to be fuel poor.

B.2 How the Low Income Low Energy Efficiency (LILEE) indicator of fuel poverty works

Fuel poverty is estimated by calculating each household's position relative to two thresholds (illustrated in Figure B.2). The first is an absolute energy efficiency threshold whereby a household cannot be considered fuel poor if it has an FPEER rating of band C or above. The second threshold is a relative measure which considers a household's disposable income: After Housing Cost (AHC) income⁴⁴. The AHC income is defined by equivalising a household's income after deducting their housing costs. The low income threshold is then calculated by taking 60 per cent of the median income value having ranked all the AHC incomes in the dataset and adding on the household's equivalised required fuel costs. To be fuel poor under the LILEE indicator, a household's energy efficiency rating must be below FPEER band C and their equivalised AHC income must be below the income threshold.

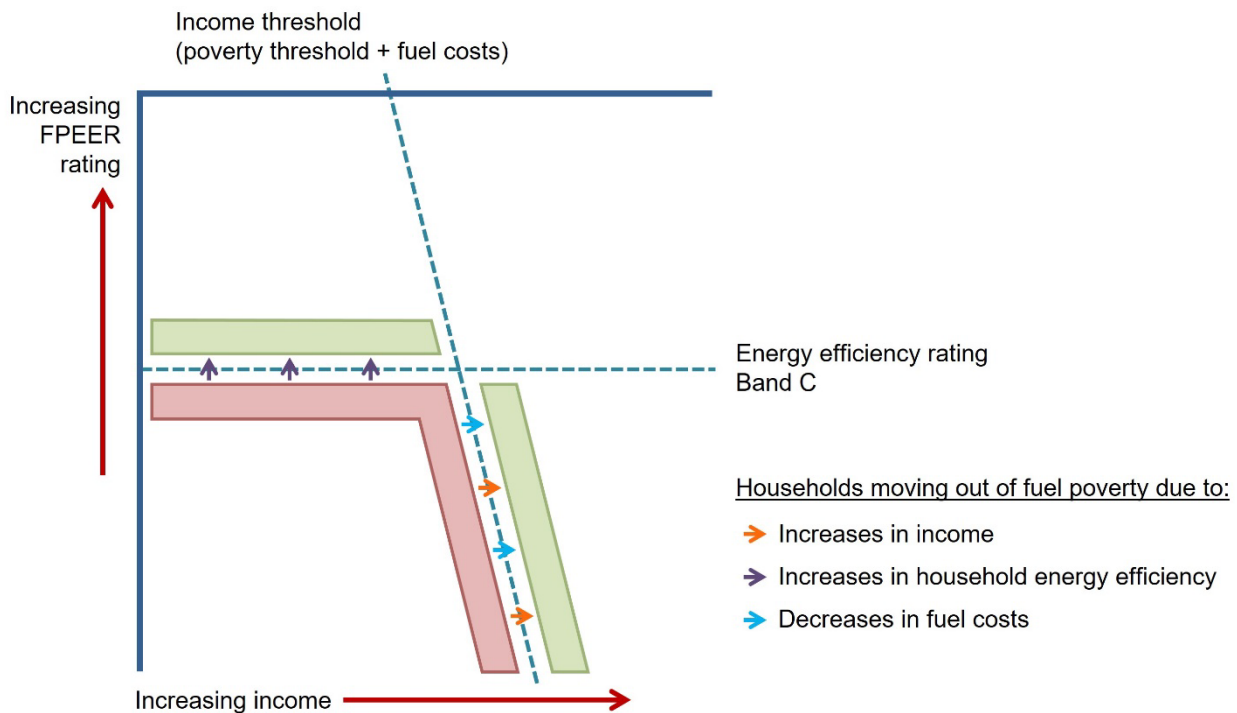
For incomes or housing costs to affect the number of households in fuel poverty they must change by a greater or lesser amount for those at the margins of fuel poverty, than for those not in fuel poverty. Fuel price changes have a limited effect on the LILEE metric unless their change is large because the change in fuel costs is measured relative to a household's income. The fuel prices through do have a significant effect on the fuel poverty gap.

While the energy efficiency rating threshold and income thresholds under the LILEE metric define the number of fuel poor households, the depth of fuel poverty is measured through the fuel poverty gap. This is the monetary difference between a household's current fuel costs and the fuel costs they need to not be considered fuel poor. The fuel poverty gap is indicated by the upward pointing arrows in the LILEE quadrant in Figure B.1, which show households can exit fuel poverty by either attaining a band C energy efficiency or through the income threshold by which their fuel costs have decreased to a value that they are no longer under the low income threshold.

Figure B.2 below illustrates how fuel poor households may move out of fuel poverty, either due to an increase in disposable income and/or an increase in household energy efficiency rating.

⁴⁴ As set out in Section 3 of the fuel poverty [methodology handbook](#) for LILEE, benefit payments made specifically to the HRP and any partner to cover the additional costs of living with a disability including Disability Living Allowance (DLA), Personal Independence Payments (PIP) and Attendance Allowance (AA) are excluded from the household income used for LILEE.

Figure B.2: Movement across the income and fuel costs threshold due to either increases in income, reductions in energy consumption or a combination of both



B.3 Drivers of fuel poverty

There are three key elements in determining whether a household is fuel poor: Household Income, Energy Efficiency Rating, and Fuel Prices.

Measuring household income

The Low Income Low Energy Efficiency indicator is based on modelled incomes calculated after housing costs and council tax have been taken into account, since money spent on housing costs cannot be spent on fuel. Mortgage payments, rent payments and council tax are deducted from the full income of each household to give an After Housing cost (AHC) measure of income.

Once housing costs are deducted, incomes are then equivalised to reflect the fact that different household types will have different spending requirements. For example, a single person on a given income will usually have more disposable income than a family of four on the same income. The equivalisation factors used for income calculations are the same as in the Department for Work and Pensions (DWP) [Households Below Average Income \(HBAI\)](#) statistics. These equivalisation factors were devised by the Organisation for Economic Co-operation and Development (OECD) and are widely used across Europe.

Measuring household energy requirements

The fuel poverty definition uses household energy requirements in two ways. Firstly, the energy efficiency rating sets the low energy efficiency threshold. Secondly, the required fuel costs which includes fuel for heating the home, heating water, lighting, appliance usage and cooking. In calculating the required fuel costs, the energy costs are modelled, dependent on the following factors:

- the economic circumstances of householders (for example, if they are working from home regularly, unemployed or retired they will be at home for longer periods of the day);
- the heating system and the type of fuel(s) used; and
- the dwelling characteristics.

This allows energy requirements to be standardised to ensure households maintain an adequate standard of warmth⁴⁵ based on their household composition and energy set-up. In reality, households may under or over-heat their home, relative to the recommended levels.

Measuring fuel prices

Detailed fuel prices are allocated to each household in the data, based on reported fuel type, regional location, and method of payment. This allows us to model the unit cost of energy for each household based on their energy set-up and assign the appropriate standing charge. To calculate fuel poverty a household's required energy costs must be modelled. This is calculated by taking the number of units of energy consumed, multiplying by the cost of a unit of energy, and adding the required standing charge for each household. Like incomes, fuel costs are then equivalised by the number of people in the household, to reflect the fact that different sizes of households will have different energy requirements. For example, a family of four will need to spend more on energy than a single person living in the same home.

B.4 Data sources

The English Housing Survey (EHS)

Fuel poverty is modelled using data from the [English Housing Survey \(EHS\)](#). The EHS is an annual national survey of people's housing circumstances, household income and the condition and energy efficiency of housing in England. It is commissioned by the Ministry of Housing, Communities and Local Government (MHCLG), covers all tenures (private and social) and involves a detailed physical inspection of properties by professional surveyors.

The two key components of the English Housing Survey for fuel poverty modelling are:

- the interview survey with the householders living in the dwelling; and
- the physical survey (survey of the physical features and condition of the dwelling).

⁴⁵ An adequate standard of warmth is defined as 21°C for the main living area and 18°C for other occupied rooms. Further detail can be found in the [methodology handbook](#).

Each year, approximately 12,000 households take part in the interview. Around half of these properties are selected for the follow-up physical survey (key to fuel poverty energy modelling), involving a physical inspection of the property by professional surveyors.

Two years' worth of EHS data from households selected for both the interview and physical surveys are combined to ensure an adequate sample size for fuel poverty modelling. For the 2023 data, this covers the period between 1 April 2022 and 31 March 2024 and comprises 12,918 households over two consecutive data collection years (2022/23 and 2023/24). Therefore, users are advised to use caution when looking at year on year changes in fuel poverty, as the samples will not be independent. The headline results from the [2023 EHS](#) were published in November 2024 and January 2025. Full data relating to the 2023 EHS will be made available by MHCLG later this year through the UK Data Service.

Fuel prices data

The English Housing Survey does not collect information on fuel prices for households. Therefore, to estimate them for each household in the EHS, fuel price information is modelled using data from other sources including: DESNZ [Quarterly Energy Prices](#); [ONS Consumer Price Index](#); and [Sutherland Tables](#). Further information on modelled fuel price data is available in the [methodology handbook](#).

B.5 Methodological updates

Changes to the BREDEM model

In the last year there have been no changes to underlying methodology used to model household energy requirements using the [Building Research Establishment Domestic Energy Model](#) used for the fuel poverty modelling (BREDEM 2012 version 1.1).

Changes to the English Housing Survey (EHS)

For 2020/21 and 2021/22, there were changes to both the interview and physical surveys due to the COVID-19 restrictions in England. The latest statistics for 2023 onwards in this report are the first to wholly use data not affected by these changes. Further details are provided in Section 1.2.

Changes to income capping

The derived household income variables are capped to maintain the confidentiality of respondents with an income above this level and to comply with the data disclosure control guidance issued by the Government Statistical Service. Prior to the 2023 dataset, a cap of £100,000 was used. From the 2023 dataset, a cap of £130,000 has been used to reflect average increases in household income since the original cap was introduced.

Changes to National Insurance Contributions

A policy change associated with National Insurance came into place within the 2023/24 survey year: the Class 1 NI rate between the Primary Threshold and Upper Earnings Limit dropped from 12 per cent at the beginning of the financial year to 10 per cent on 6th January 2024. This change has been modelled in the 2023/24 data. The impact of these changes is discussed in Chapter 2 and further details are provided in Section 3.3 of the [methodology handbook](#).

Changes to Winter Fuel Payment eligibility

From winter 2024/25, the criteria which make households eligible for Winter Fuel Payment have changed. The new eligibility is modelled in the fuel poverty data from 2024/25 onwards. Further details are included in [Annex G](#).

Changes to household energy efficiency modelling

From the 2023 dataset, a number of improvements were made to the modelling of the energy efficiency and energy requirement of households. These included the use of new survey questions relating to solar hot water panels, rooflights and the fuel type and size of cookers. A full list of improvements is included in Section 5.14 of the [methodology handbook](#).

Changes to Warm Home Discount methodology

Information about the Warm Home Discount is not collected in the English Housing Survey. Therefore, fuel poverty statistics usually model receipt of Warm Home Discount based on eligibility criteria and overall scheme receipt numbers (see Section 5.11 of the [methodology handbook](#) for detailed Warm Home Discount methodology).

Note that for parts of the 2024 publication an alternative approach of matching fuel poverty data to administrative data collected from the Warm Home Discount scheme was piloted. We have assessed that the original modelled approach is most accurate and this is used throughout this publication.

Temporary energy bill and cost of living support

Chapter 2 describes a range of energy rebates in addition to Warm Home Discount paid in 2022/23 and temporary cost of living income payments paid in 2022/23 and 2023/24. These were modelled to households based on eligibility criteria including eligible benefits, council tax band and main heating fuel. The modelling has assumed that all households eligible for these payments have received them.

The energy rebates in addition to WHD are no longer modelled from 2023/24 and the temporary cost of living income payments are no longer modelled from 2024/25.

Annex C: Fuel Poverty across the devolved nations

Fuel poverty is a devolved issue, with each nation in the UK having its own fuel poverty definition, targets and policies to tackle the issue. This is set out in brief below, alongside the latest available estimates produced by each devolved nation.

C.1 Scotland⁴⁶

The [Fuel Poverty \(Targets, Definition and Strategy\) \(Scotland\) Bill](#) was introduced to the Scottish Parliament on 26 June 2018 and the [Fuel Poverty \(Targets, Definition and Strategy\) \(Scotland\) Act 2019](#) received Royal Assent on 18th July 2019. This includes a new definition of fuel poverty in Scotland based on advice from an independent panel of experts and further scrutiny and amendment by the Scottish Parliament.

As set out in Section 3 of the Act, a household is in fuel poverty if⁴⁷:

- in order to maintain a satisfactory heating regime, total fuel costs necessary for the home are more than 10 per cent of the household's adjusted (after housing costs) net income; and
- if after deducting fuel costs, benefits received for a care need or disability and childcare costs, the household's remaining adjusted net income is insufficient to maintain an acceptable standard of living. The remaining adjusted net income must be at least 90 per cent of the UK Minimum Income Standard (MIS) to be considered an acceptable standard of living, with an additional amount added for households in remote rural, remote small town and island areas (RRRSTI).

Extreme fuel poverty follows the same definition except that a household would have to spend more than 20 per cent of its adjusted net income (after housing costs) on total fuel costs to maintain a satisfactory heating regime.

Where a household is in fuel poverty, the fuel poverty gap is the annual amount that would be required to move the household out of fuel poverty. This is either:

- the amount required so that the fuel costs necessary for the home are no longer more than 10 per cent of the household's adjusted net income (after housing costs), or
- the amount required which, after deducting fuel costs, benefits received for a care need or disability and childcare costs, means the household's remaining adjusted net income is sufficient to maintain an acceptable standard of living.

The figure taken to determine the gap for each household is the lower of the two options.

⁴⁶ [Scottish House condition survey](#)

⁴⁷ See Section 4 of the [SHCS 2019 methodology notes](#) for further details.

In addition to a new definition of fuel poverty, the Fuel Poverty (Targets, Definition and Strategy) (Scotland) Act 2019 also set targets to eradicate fuel poverty. The 2040 targets are that:

- no more than 5 per cent of households in Scotland are in fuel poverty
- no more than 1 per cent of households in Scotland are in extreme fuel poverty
- the median fuel poverty gap of households in Scotland in fuel poverty is no more than £250 adjusted to take account of changes in the value of money.

Scotland publishes fuel poverty data as accredited official statistics in the annual Scottish House Condition Survey (SHCS) Key Findings report. The most recent report is from the 2023 survey and was published on January 28th 2025.

In 2023, 861,000 households (34% of all households) were estimated to be in fuel poverty, of which 491,000 (19.4% of all households) were in extreme fuel poverty. This is higher than the 2022 estimates of 31% (780,000 households) for fuel poverty but similar for extreme fuel poverty 18.5% (465,000 households).

The actual median fuel poverty gap for fuel poor households in 2023 was £1,250. This is similar to the median fuel poverty gap from 2022 of £1,240.

The median fuel poverty gap (adjusted for 2015 prices) for fuel poor households was £960. This is similar to the adjusted gap in 2022 of £1,020.

C.2 Wales⁴⁸

Wales use a 10 per cent indicator. Households that need to spend more than 20 per cent of their income (before housing costs) on fuel costs are also defined as being in severe fuel poverty. However, their methodology differs from Scotland in relation to the heating assumptions used. In March 2021 the Welsh Government published [Tackling fuel poverty 2021 to 2035](#) which includes targets to ensure that by 2035: no households are estimated to be living in severe or persistent fuel poverty as far as reasonable practicable; no more than 5% of households are estimated to be living in fuel poverty at any one time as far as reasonably practicable; and the number of all households “at risk” of falling into fuel poverty will be more than halved based on the 2018 estimate.

Following development of the 2018 estimates of fuel poverty based on the 2017-18 House Conditions survey, the subsequent remodelled estimates of fuel poverty were published in 2021 following energy price rises, and these remain the core estimates as presented in the [Fuel Poverty dashboard](#) that was published for the first time in June 2023. In summary, in 2021 it was estimated that approximately 14 per cent of all households (i.e. around 196,000 households) in Wales were living in fuel poverty, and of these around 3 per cent (38,000 households) were living in severe fuel poverty, and around 11 per cent (153,000 households) were identified as being at risk of fuel poverty. However, as indicated at the front of the

⁴⁸ [Fuel poverty estimates for Wales](#)

dashboard, the continued increase in energy prices is likely to have led to a much larger number of households living in fuel poverty.

In August 2024 the [Fuel Poverty dashboard](#) was refreshed with the latest available external data such as household income and energy price data and a full update of all fuel poverty metrics in the dashboard is planned for summer 2025.

C.3 Northern Ireland⁴⁹

Northern Ireland uses a 10 per cent indicator but there are proposals contained within the draft Fuel Poverty Strategy to introduce a basket of indicators to supplement this. These will include data from government sources such as the Family Resources Survey on issues such as health, damp and mould, household energy expenditure and subjective perspectives on energy affordability.

The approach to addressing fuel poverty has been to assist those private sector households most at risk through schemes such as Affordable Warmth with recent commitments to update existing policies and develop new policies that will ensure our housing standards support the delivery of higher quality, sustainable homes across all tenures to help improve health & well-being.

The last House Condition Survey, which is the current source of official statistics, was in 2016 when an estimated 160,000 households were fuel poor, 22 per cent of the total. This represented a significant improvement from 2011 when the figure was 42 per cent (294,000). The improvement was a result of a focus from the Northern Ireland Housing Executive (NIHE), Northern Ireland Authority for Utility Regulation and the Department for Communities (DfC) to tackle poor energy efficiency in the housing stock, lower than average fuel prices (particularly gas and electricity – depending on payment method) and a decrease in household energy use.

NIHE commissions the Building Research Establishment (BRE) to model annual estimates of fuel poverty levels in Northern Ireland. Figures for 2020 and 2021 were published in October 2023 and the methodology included additional modelling work to simulate the impact of the Covid-19 pandemic. Using 2016 Survey data as a base, BRE adjusted fuel prices and household incomes and simulated the installation of energy efficiency improvement measures, all to 2020 and 2021 levels. The number of fuel poor households was estimated to be 180,000 in 2020 and 179,000 households in 2021, equivalent to 24 per cent of all households. This analysis can be found here:

[Estimates of fuel poverty in Northern Ireland in 2020 and 2021 \(nihe.gov.uk\)](#)

Additional analysis was carried out by BRE in 2024 which provided insight into the impact of 2022 fuel price rises:

⁴⁹ [Estimates of fuel poverty in Northern Ireland in 2019 \(nihe.gov.uk\)](#)

[Impact of 2022 fuel prices on fuel poverty in Northern Ireland](#)

A new Northern Ireland House Condition Survey (NIHCS) took place in 2023 and the findings will be published in due course.

C.4 Summary

Due to both definition and methodological differences in fuel poverty for each devolved nation, the figures are non-additive (i.e., should not be combined) in relation to a UK total. More details of the devolved surveys and fuel poverty measures in each of the devolved nations can be found in Section 1.3 of the [methodology handbook](#).

Annex D: Affordability measures for England

D.1 Background to affordability measures

Fuel poverty in England is measured by Government using the Low Income Low Energy Efficiency (LILEE) metric. This measure was confirmed in the [Sustainable warmth: protecting vulnerable households in England](#) paper in February 2021. This measure includes energy efficiency, household income and modelled energy costs and hence includes the impact of energy prices. This measure closely aligns to the fuel poverty target and tracks progress effectively of the number of households reaching a minimum FPEER rating of band C and hence not fuel poor.

In the 2023 annual fuel poverty statistics, additional affordability indicators were included in response to stakeholder interest. The chosen measures were the number of households required to spend at least 10 per cent of their income on energy costs. These indicators are more responsive than LILEE to energy price changes and can help to understand potential fuel stress of households facing significant rises in their energy costs. This produced two indicators, one of energy costs relative to total post-tax income and the other relative to after tax and housing costs (AHC) income.

An updated fuel poverty strategy is currently being consulted on and it is seeking views on any changes to the measurement of fuel poverty or additional indicators to adopt.

D.2 Impact of price on fuel poverty

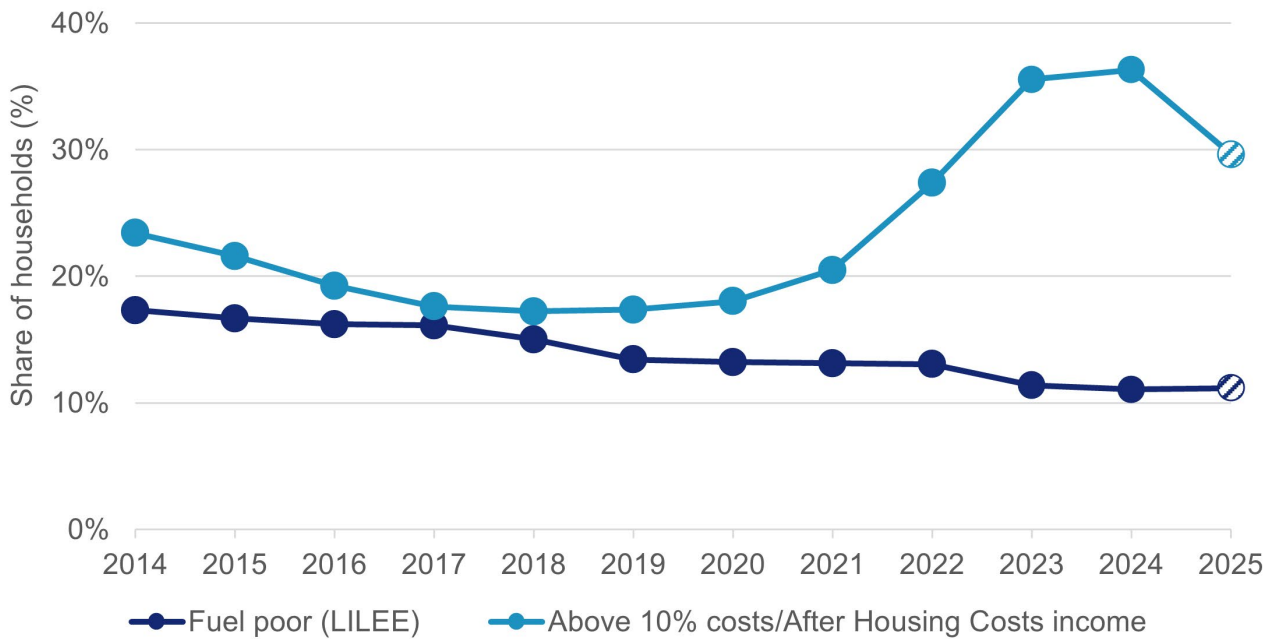
Generally, the impact of energy prices in LILEE is low since fuel costs and income are given the same weight, so a £100 increase in energy costs can be offset by a £100 increase in income. For example, between 2020 and 2022, median household fuel prices rose substantially while fuel poverty under the LILEE indicator remained fairly constant.

D.3 “10 per cent” affordability measures

Of the two 10 per cent affordability indicators, the after housing costs (AHC) measure is more consistent with LILEE which also considers income after housing costs. DESNZ considers that the AHC measure is a better metric since households have limited ability to change their housing costs at least in the short term and has greater consistency with the official LILEE metric. Both indicators are reported in Trends Table 20.

The analysis in this annex shows the number of households in England who have modelled required energy costs greater than 10% of their AHC household income.

Figure D.1 Comparison of the fuel poverty metric (LILEE) with 10% AHC metric



The share of fuel poor (LILEE) households decreased steadily between 2014 and 2019, driven by energy efficiency improvements. From 2019 to 2022 it showed very little change as energy efficiency progress was offset by income changes during the pandemic followed by rising energy prices. This was followed by a decrease in the share of fuel poor (LILEE) households in 2023, which is projected to remain relatively stable at least until 2025.

The 10% AHC affordability measure is much more sensitive to energy prices. Using this indicator, the number of households exceeding this threshold more than doubled from 4.3 million in 2020 to 8.7 million in 2023 and has increased slightly in 2024 to 9.0 million. The number of households exceeding this threshold is projected to fall in 2025. Energy prices for fuel poverty combined years are also projected to fall in 2025, based on the approach set out in Section 4.2.3.

Table D.1 Comparison of the number of households in fuel poverty under the Low Income Low Energy Efficiency (LILEE) measure with households required to spend more than 10 per cent of their after housing costs (AHC) income on energy costs (millions of households)

Year	Number of households in fuel poverty under the LILEE measure (millions)	Number of households required to spend more than 10 per cent of their AHC income on energy costs (millions)
2010	4.78	5.11
2011	4.73	4.93
2012	4.35	5.08
2013	4.19	5.27
2014	3.90	5.28
2015	3.78	4.89
2016	3.73	4.43
2017	3.74	4.09
2018	3.52	4.04
2019	3.18	4.11
2020	3.16	4.30
2021	3.16	4.93
2022	3.18	6.66
2023	2.80	8.73
2024	2.73	8.99
<i>2025 projection</i>	2.78	7.38

The estimates above are based on the same data as the official fuel poverty estimates with two years of data combined:

- The 2023 estimate is based on 2022/23 when fuel poverty modelled energy prices were at their peak, and 2023/24, when they had started to fall. Government energy bill support packages were included in 2022/23 and government cost of living support was included in both years.
- The 2024 estimate is based on 2023/24 and 2024/25, when fuel poverty modelled energy prices continued to fall in both years. Government support is removed further in this estimate, with energy bill support packages no longer included and government cost of living support included in 2023/24 only.
- The 2025 estimate is based on 2024/25 and 2025/26, when fuel poverty modelled energy prices are again projected to fall in both years, with no government support included.

Price assumptions used are shown in Section 4.2.3.

Annex E: Summary of revisions to 2023 estimates

E.1 Background to the 2023 projection made in 2024

In the 2024 annual fuel poverty statistics report, the 2023 provisional estimates were based on a one year ahead projection. The headline figures indicated that 13.0 per cent of households in England (3.17 million households) were estimated to be in fuel poverty. Following publication of the English Housing Survey 2023, final 2023 fuel poverty estimates are included in this report. This annex examines, in turn:

- Changes in fuel poverty between 2022 and 2023 when using final estimates
- The differences between the provisional and final estimates for 2023

E.2 Changes in fuel poverty between 2022 and 2023

Between 2022 and 2023, final estimates show that:

- The rate of fuel poverty in England dropped from 13.1 per cent (3.18 million households) to 11.4 per cent (2.80 million households).
- The aggregate gap increased by 5 per cent in real terms from £1.11 billion to £1.16 billion (both in 2023 prices).
- The average gap increased by 19 per cent in real terms, from £348 to £414 (both in 2023 prices).

As explored for 2024, there are three main drivers of fuel poverty which can account for these differences:

Energy efficiency: Between 2022 and 2023, the proportion of households with an FPEER rating of A to C increased from 49.8 per cent to 55.0 per cent, which was a larger change than seen in previous years. This is likely to have been driven by improvements to the energy efficiency of households and an increase in the amount of Warm Home Discount payments from 2023/24 onwards. This result may also be influenced by the impact of the COVID-19 pandemic on the English Housing Survey's data collection, as set out in Section 1.2, as well as other changes to household energy efficiency modelling set out in [Annex B](#).

Incomes: Median household income increased slightly between 2022 and 2023. The median household income in England was £28,700 in 2022 and £28,800 in 2023 (both in 2023 prices). However, income growth was strongest in the lower income deciles, which helped to reduce the number of low income households. The median costs above factor in government support (cost of living payments) which was in place between 2021/22 and 2023/24.

Energy prices: Energy prices increased by 24% in real terms between 2022 and 2023. The median household fuel cost in England was £1,740 in 2022 and £2,150 in 2023 (both in 2023 prices). These median costs factor in government support (the Energy Bills Support Scheme and other rebates), which were in place in 2022/23.

Putting these drivers together, increases in incomes and energy prices largely balanced each other out, and resulted in a small drop in the proportion of low income households, from 27.8% in 2022 to 27.2% in 2023. The reduction in fuel poverty was primarily driven by the increase in energy efficiency.

Although the rate of fuel poverty decreased, the aggregate and average fuel poverty gaps increased. This indicates that the ‘depth’ of fuel poverty increased for households who were in fuel poverty in 2023, and is consistent with rising energy prices over this period.

E.3 Comparison of provisional and final estimates for 2023

Table E.1: Comparison of headline provisional and final estimates for fuel poverty indicators⁵⁰

Headline measures	2022 Final Estimates	2023 Provisional Estimates	2023 Final Estimates
Number of households in fuel poverty (millions)	3.18	3.17	2.80
Proportion of households in fuel poverty (%)	13.1	13.0	11.4
Aggregate gap (£ millions) (2023 prices)	1,105	1,323	1,159
Average gap (£) (2023 prices)	348	417	414
Fuel Poverty target of Band C or above by 2030 (%)	53.1	54.0	58.0
Fuel Poverty target of Band D or above by 2025 (%)	91.2	91.3	92.5
10% AHC income measure (millions)	6.66	8.91	8.73
Proportion of households spending greater than 10% AHC income (%)	27.4	36.4	35.5

⁵⁰ Estimates of the aggregate and average fuel poverty gap are shown in 2023 prices consistent with the 2024 annual fuel poverty statistics publication.

In comparison to the 2023 provisional estimates, the final 2023 estimates represent a statistically significant revision to the proportion of households in fuel poverty (11.4 per cent compared to 13.0 per cent).

In addition to the projections made for each driver of fuel poverty, there are factors affecting the data collection which help to explain the above differences. For example, a number of changes to the EHS questionnaire were introduced to collect new data and variables to be included into the SAP calculation, which allowed for greater accuracy and less reliance on assumptions. For more information on this see Annex B and the EHS report Technical Notes⁵¹. As the peak of the FPEER distribution is around the C-D boundary, the rate of fuel poverty is very sensitive to changes to the energy efficiency methodology, such as those described above. The results may also be influenced by the impact of the COVID-19 pandemic on the English Housing Survey's data collection, as set out in Section 1.2.

As described in Chapter 2, fuel poverty is based on the three drivers of energy efficiency, after housing cost income, and energy prices.

Energy efficiency:

- The final 2023 estimate showed a higher share of households achieving an A-C FPEER rating than the provisional estimate (55.0 per cent final estimate compared with 50.6 per cent provisional estimate). Low income households also showed a higher share of households achieving an A-C FPEER rating than the 2023 provisional estimate (58.0 per cent final estimate compared to 54.0 per cent provisional estimate).
- Our projections of energy efficiency improvements up to 2023 were based on the latest available data at the time of publishing and so undercounted delivery in some areas, including the Microgeneration Certification Scheme (MCS).
- The 2023 provisional estimate accounted for an increased number of Warm Home Discount (WHD) payments in 2023/24. However, the final number of WHD rebates in 2023 was higher than projected. While this impact is likely small, as the peak of the FPEER distribution is around the C-D boundary, it may have contributed to the increased share of households achieving an A-C FPEER rating. The changes to Warm Home Discount methodology outlined in [Annex B](#) may also have contributed to the difference between the 2023 provisional and final estimates.
- Part of the difference in the energy efficiency of households between the 2023 provisional and final estimates may be explained by improvements to the housing stock made outside of government schemes. These are not captured in the provisional estimates other than for boilers.

⁵¹ [English Housing Survey 2022 to 2023: technical report](#)

Energy costs:

- Energy costs for electricity & gas which are covered by the Ofgem price cap⁵² were known at a high level when the provisional estimate was made. The overall costs also affect the balance of households by payment type and energy demand assumptions.
- Overall, the median household energy cost was accurately projected (£2,152 final estimate compared to £2,198 provisional estimate).

Income:

- The 2023 provisional estimate accurately projected that income would increase in 2023, partly driven by continued cost of living payments to households (£28,816 final estimate compared to £28,818 provisional estimate).
- The 2023 provisional estimate also projected that the impact of the cost of living payments on lower income deciles would be greater than on the median income in 2023. The final 2023 estimate shows a larger than projected fall in the share of low income households (27.2% final estimate compared to 28.1% provisional estimate).

The difference between the provisional and final estimates of the fuel poverty rate was driven primarily by a larger share of households achieving an A-C FPEER rating than was anticipated. A lower-than-expected share of low income households was also a factor.

The final estimate of the aggregate fuel poverty gap for 2023 was smaller than the provisional estimate. This corresponds to the higher energy efficiency and lower rates of fuel poverty in the final estimates. The average gap remained at a similar value.

Considering the changes seen between 2022 and 2023 (which are explored in more detail above), the 2023 provisional estimate did accurately identify the following changes, both driven by increasing energy prices:

- a significant increase in the average fuel poverty gap.
- a significant increase in the number of households spending more than 10% of their After Housing Cost income on energy costs.

⁵² It was assumed that prices consistent with the Energy Price Guarantee would apply Oct 2022 – March 2023.

Annex F: Impact of Warm Home Discount on Fuel Poverty

F.1 Introduction to Warm Home Discount

The [Warm Home Discount](#) (WHD) was introduced in 2011 with the scheme requiring obligated energy suppliers to provide energy bill rebates to eligible households. It is a key fuel poverty scheme supporting low income households with their energy bills and complements energy efficiency schemes in reducing fuel poverty.

In winter 2023/24, 2.8 million households in England received a direct energy rebate of £150 through the WHD scheme with [statistics](#) published by DESNZ of the households receiving this. For years before 2022/23, there were only high level reports on the number of households receiving the rebate published by the scheme administrator [Ofgem](#). Assumptions of delivery from winter 2024/25 are based on the same eligibility as winter 2023/24 and are projected to deliver WHD to 2.8 million households again in winter 2024/25. The modelling does not account for future policy changes such as proposals to expand the Warm Home Discount scheme.

WHD is administered through two distinct eligibility groups:

- **Core Group 1** supports pensioners on a low income who are receiving the [Guarantee Credit element of Pension Credit](#).
- **Core Group 2** supports other [low income households](#) receiving a qualifying means-tested benefit AND assessed as living in a home with high estimated energy costs. The high-cost element is determined based on the Valuation Office Agency data held for the address of the household, specifically the property type, property age and floor area. The [specific criteria](#) used to model this are reviewed on an ongoing basis by the Department for Energy Security & Net Zero and are set in an Eligibility Statement. The latest eligibility statement was published in September 2024 and updated the criteria for 2024/25 onwards.

F.2 How Warm Home Discount impacts fuel poverty

WHD prevents households from being fuel poor in these statistics in two different ways:

- The £150 rebate is treated as a cash value reduction in required fuel costs. Therefore, households who have an income after housing costs and required fuel costs within £150 of the low income threshold can be lifted above this into one of the high-income quadrants.
- As explained in Section 2.2.2, the [Fuel Poverty Energy Efficiency Rating](#) (FPEER) is an adjustment to the Energy Efficiency Rating to reflect the actual required energy costs after direct energy rebates such as WHD have been applied. In simple terms, if a

household had required energy costs for regulated energy demand⁵³ of £1,500, the FPEER would be calculated based on costs of £1,350. It is noted in the methodology that the fuel costs and hence the rebate are deflated to 2012 energy prices consistent with RdSAP2012 and therefore in times of high energy rebates the impact of the rebate is lower. In 2024 a typical uplift for a band D home was just below 3 FPEER points, compared with over 5 in 2021.

F.3 Warm Home Discount impact 2024

Households receiving WHD have been modelled based on eligibility and constrained to the number of rebates issued. In 2024, analysis shows that an estimated 282,000 households were removed from fuel poverty by the WHD. The number of fuel poor households has therefore been reduced by 9 per cent due to WHD. It also shows that of the estimated 2.8 million households given rebates, 34 per cent of these went to households that would have been fuel poor.

The tables below show the number of households receiving WHD in 2024 by fuel poverty status both before and after the rebates are included in their energy costs and FPEER ratings.

Table F.1: Fuel poverty by Warm Home Discount recipients before rebate, 2024

Receive WHD	Fuel poverty measured <u>before</u> recipients receive WHD			
	Total number of households (1,000s)	Number of households (1,000s) - Fuel poor <u>before</u> receiving WHD	Proportion of fuel poor households within group (%)	Proportion of total fuel poor households (%)
Yes	2,843	959	33.7	31.8
No	21,897	2,056	9.4	68.2
All households	24,740	3,015	12.2	100.0

⁵³ Only regulated energy demands are included within the Energy Efficiency Rating (EER) used in Energy Performance Certificates. These end uses include space heating/cooling, water heating and lighting but exclude appliance use.

Table F.2: Fuel poverty by Warm Home Discount recipients after rebate, 2024

Receive WHD	Fuel poverty measured <u>after</u> recipients receive WHD			
	Total number of households (1,000s)	Number of households (1,000s) - Fuel poor <u>after</u> receiving WHD	Proportion of fuel poor households within group (%)	Proportion of total fuel poor households (%)
Yes	2,843	678	23.8	24.8
No	21,897	2,056	9.4	75.2
All households	24,740	2,733	11.0	100.0

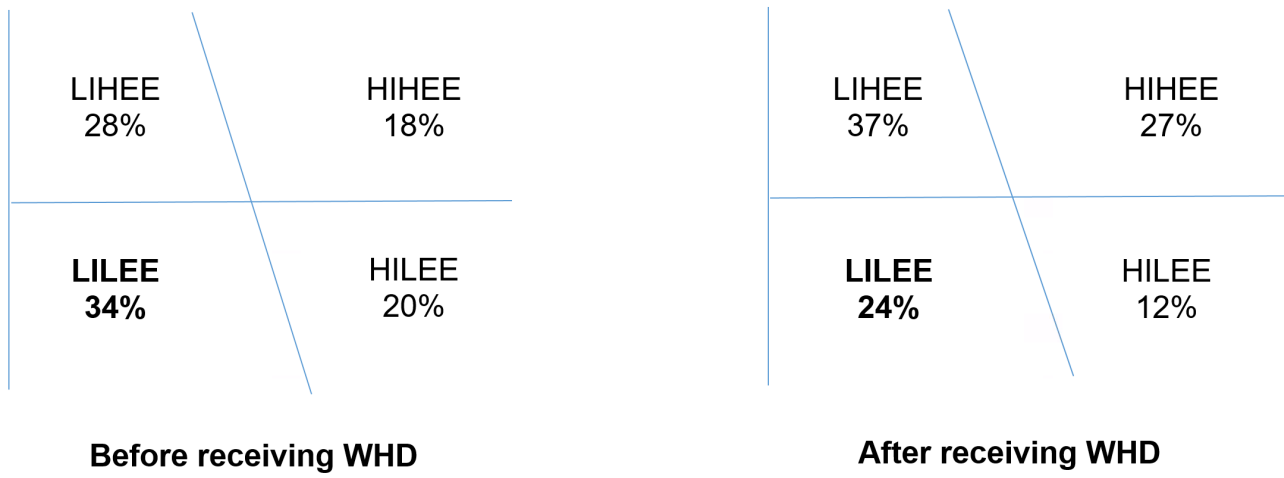
The WHD made only a slight reduction in the number of households required to spend at least 10 per cent of their AHC income on fuel costs, reducing it from 9.1 million to 9.0 million. This is because it has been targeted to the lowest income households combined with high energy costs (Core Group 2). The median AHC 10 per cent affordability ratio for WHD recipients at current prices before the rebate was 13 per cent meaning that a £150 reduction in bills is unlikely to reduce the affordability ratio below 10 per cent.

F.4 Warm Home Discount recipients by fuel poverty quadrant 2024

At the time of publication of this analysis, while the actual number of WHD recipients in winter 2023/24 were known, the number for winter 2024/25 are assumed recipients. The figures below show the overall 2024 estimate of households receiving WHD by fuel poverty quadrant.

As above, the share of WHD recipients who would be Low Income Low Energy Efficiency (LILEE, fuel poor) was 34 per cent with a further 28 per cent Low Income High Energy Efficiency. In total, 77 per cent of WHD households were required to spend at least 10 per cent of their AHC income on energy costs compared with 36 per cent for all households.

Figure F.1: The share of WHD recipients by fuel poverty quadrant before and after receiving the rebate



Annex G: Winter Fuel Payment

G.1 Introduction to Winter Fuel Payment

Winter Fuel Payment (WFP) is a payment made annually to households to help them pay their heating bills over the winter. Eligible households receive £200, or £300 where a person in the household is aged 80 or over.

From winter 2024/25, the criteria which make households eligible for Winter Fuel Payment have changed:

- **Up to winter 2023/24**, to be eligible to receive Winter Fuel Payment, a member of the household needed to have reached State Pension age before the cut-off date for each year.
- **From winter 2024/25**, the household member also needs to have been entitled to one of the following benefits in respect of at least one day of a qualifying week (16th – 22nd September 2024 for winter 2024/25):
 - Pension Credit
 - Universal Credit
 - income-related Employment and Support Allowance (ESA)
 - income-based Jobseeker's Allowance (JSA)
 - Income Support
 - Working Tax Credit
 - Child Tax Credit.

The Tax Credit award must be for at least £26 in respect of the tax year 2024/25.

The results throughout this report account for the change in Winter Fuel Payment eligibility. Eligibility and the amount paid were modelled using household members' age and eligibility for Pension Credit and the other relevant benefits. This modelling also assumed an increase in Pension Credit uptake of 5 percentage points, which is in line with [modelling carried out by the Department for Work and Pensions \(DWP\)](#). Note that the assumed increase in Pension Credit update applies only when estimating eligibility for Winter Fuel Payment and not to income modelling.

G.2 Latest analysis on the impact of the Winter Fuel Payment eligibility change

For 2024, we estimate that the change in Winter Fuel Payment eligibility has left the proportion of fuel poor households in England effectively unchanged. The aggregate and average fuel poverty gap are also effectively unchanged by the Winter Fuel Payment eligibility change. These results are shown in Table G.1 below.

The reason the level of fuel poverty remained effectively unchanged under the changes to the Winter Fuel Payment is because the LILEE metric uses a relative income threshold, and both relatively higher and lower income pensioner households were affected by this change. The number of households that move across the LILEE relative income threshold is low because the change is relatively small for those close to the income threshold. Therefore, the Winter Fuel Payment eligibility change is not sufficient to change the overall fuel poverty rate.

Table G.1: Fuel poverty by Winter Fuel Payment recipients before rebate, 2024

Winter Fuel Payment eligibility	Proportion of households that are fuel poor (%)	Number of fuel poor households (thousands)	Aggregate fuel poverty gap (millions of £)	Average fuel poverty gap (£)
2024 fuel poverty results modelled with original WFP eligibility	11.06	2,736	1,111	406
2024 fuel poverty results modelled with updated eligibility for winter 2024/25	11.05	2,733	1,113	407

Note that the change to eligibility only applies from winter 2024/25 onwards. This means that:

- The provisional estimate for 2024 includes one winter (2023/24) where the original eligibility criteria applied and one winter (2024/25) where the new eligibility criteria applied.
- The projection for 2025 includes two winters (2024/25 and 2025/26) where the new eligibility criteria apply.

G.3 Previous analysis published as ad-hoc statistics

The Department for Energy Security and Net Zero (DESNZ) previously published analysis of the impact of this eligibility change on fuel poverty, as [ad-hoc statistics](#) in September 2024.

This analysis estimated the effect of the change in 2024, keeping all other assumptions the same. It used the same underlying assumptions and data as were used for 2024 provisional estimates in the 2024 annual fuel poverty statistics. At the time, these data were a two year ahead projection, based on data collected between April 2021 and March 2023. This two year ahead projection is more uncertain than the one year ahead provisional estimate used for 2024 in this report. The ad-hoc analysis also used a simpler approach to modelling eligibility than is used in this report and assumed no changes in uptake of Pension Credit.

The ad-hoc analysis also found that when the Winter Fuel Payment was restricted solely to households receiving Pension Credit or any other Means Tested Benefit, the proportion of fuel poor households and the average fuel poverty gap in England were projected to remain effectively unchanged. This is for the same reasons as described above.

Annex H: Relevant Links

H.1 Income indicators

[Households below average income \(HBAI\) statistics](#)

[Winter Fuel Payment statistics](#)

[Cold weather payments](#)

H.2 Fuel price indicators

[Domestic energy price statistics](#), including:

- [Total household expenditure on energy in the UK \(Quarterly Energy Prices Table 2.6.1\)](#)
- [Average expenditure each week on fuel per consuming household in the UK \(Quarterly Energy Prices Table 2.6.2\)](#)
- [Regional variation of payment method for standard electricity \(Quarterly Energy Prices Table 2.4.2\)](#)
- [Regional variation of payment method for standard electricity \(Quarterly Energy Prices Table 2.4.2\)](#)
- [Average annual domestic electricity bills by payment type \(Quarterly Energy Prices Table 2.2.1\)](#)
- [Average annual domestic gas bills by payment type \(Quarterly Energy Prices Table 2.3.1\)](#)
- [Domestic energy switching statistics](#)

[Consumer vulnerability](#)

H.3 Housing indicators

[Standard Assessment Procedure \(SAP\)](#)

[Household Energy Efficiency Statistics](#)

[Local authority housing data](#)

H.4 Excess winter deaths

[Winter mortality in England and Wales statistical bulletins](#)

Annex I: Accompanying tables

The following tables are available in Excel and ODS format on the department's statistics website:

- [Detailed tables LILEE \(2024 data\)](#)
- [Detailed tables LILEE \(2023 data\)](#)
- [Trends tables LILEE \(2010-2024\)](#)
- [Supplementary tables \(2024 data\)](#)
- [Supplementary tables \(2023 data\)](#)

A fuel poverty dataset containing the underlying data for 2023 will be made available on the [UK Data Service](#) later in 2025.

Annex J: Technical information

An updated [methodology handbook](#) has been published alongside this publication. This sets out the method for calculating the headline statistics using the LILEE indicator and the detailed methodology for calculating the income, energy efficiency and fuel prices for each household.

Annex K: Acknowledgements

The fuel poverty modelling relies on the English Housing survey delivered by the Ministry of Housing, Communities and Local Government (MHCLG) and their contractors and expert modelling by the Building Research Establishment (BRE).

Annex L: Glossary

Term / Acronym	Definition
Adequate standard of warmth	Is defined as 21°C for the main living area and 18 °C for other occupied rooms.
Aggregate fuel poverty gap	The fuel poverty gap for each individual household is aggregated across all fuel poor households to produce a national total
AHC	After Housing Costs
Average fuel poverty gap	The average (mean) fuel poverty gap across all fuel poor households.
BREDEM	Build Research Establishment Domestic Energy Model
CW	Cavity Wall
DESNZ	Department for Energy Security & Net Zero
DWP	Department for Work and Pensions
ECO	Energy Company Obligation
EHS	English Housing Survey
Equivalisation	An adjustment factor to standardise spending and energy requirements across households of different sizes.
Equivalised AHC income	After housing costs income equivalised by household composition
Equivalised fuel costs	Household fuel costs equivalised by the number of people in the house
FPEER	Fuel Poverty Energy Efficiency Rating
Fuel Poverty (LILEE)	A household is considered to be fuel poor if: they are living in a home below band C and were they to spend the required amount on fuel costs for the home, they would be left with a residual income below the official poverty line.
Fuel poverty gap (LILEE)	The difference in pounds between the required energy costs for each fuel poor household and the nearest fuel poverty threshold
LILEE	Low Income Low Energy Efficiency
MHCLG	Ministry of Housing, Communities and Local Government
OECD	Organisation for Economic Co-operation and Development
ONS	Office for National Statistics
Percentage points	The arithmetic difference between two percentages
Real terms	An adjusted financial number after correcting for the effect of inflation
RHI	Renewable Heat Incentive
RPI	Retail Price Index
SAP	Standard Assessment Procedure
SW	Solid Wall

Annex M: Further information

Revisions policy

The [DESNZ statistical revisions policy](#) sets out the revisions policy for these statistics, which has been developed in accordance with the UK Statistics Authority [Code of Practice for Statistics](#).

User engagement

The DESNZ statement on [statistical public engagement and data standards](#) sets out the department's commitments on public engagement and data standards as outlined by the [Code of Practice for Statistics](#). Users are encouraged to provide comments and feedback on how these statistics are used and how well they meet user needs. Comments on any issues relating to this statistical release are welcomed and should be sent to: fuelpoverty@energysecurity.gov.uk

Accredited Official Statistics designation

Data and processing undergo careful quality assurance, and users are kept informed about significant changes. Details of key data limitations can be found within the relevant coverage and data limitation sections of this methodology note.

Our statistical practice is regulated by the Office for Statistics Regulation (OSR). OSR sets the standards of trustworthiness, quality and value in the [Code of Practice for Statistics](#) that all producers of official statistics should adhere to. The accreditation of these statistics was last confirmed in July 2022 following a [compliance check by the Office for Statistics Regulation](#). You are welcome to contact us directly (fuelpoverty@energysecurity.gov.uk) with any comments about how we meet these standards. Alternatively, you can contact OSR by emailing regulation@statistics.gov.uk or via the [OSR website](#).

Pre-release access to statistics

Some ministers and officials receive access to these statistics up to 24 hours before release. Details of the arrangements for doing this and a list of the ministers and officials that receive pre-release access to these statistics can be found in the [DESNZ statement of compliance](#) with the Pre-Release Access to Official Statistics Order 2008.

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