Annual Fuel Poverty Statistics in England, 2026 (2025 data)

26th March 2026   **Accredited Official Statistics**

Headline Statistics

- In 2025, there were an estimated **9.4% of households (2.36 million) in fuel poverty in England** under the Low Income Low Energy Efficiency (LILEE) metric. This is a reduction from 9.9% of households (2.47 million) in 2024[1].

- The **average fuel poverty gap** for England in 2025 (the reduction in fuel costs needed for a household to not be in fuel poverty) was estimated at £379, similar to the value of £381 for 2024 (in 2025 prices). The **aggregate fuel poverty gap** for England in 2025 (the total of all fuel poverty gaps) was estimated at £896 million under the LILEE metric, a fall of 5% since 2024 (£941 million) in real terms.

- There has been an increase in the estimated share of households meeting the **2030 fuel poverty target** in 2025, with 65.2% 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 62.6% in 2024.

- For the first time, these statistics include a **new affordability measure** of median required energy costs as a proportion of household income (after housing costs). In 2025, this proportion was an estimated 6.8% for households in England, down from 7.5% in 2024. For low income households, the proportion was an estimated 14.9% in 2025, down from 15.8% in 2024.

- These statistics continue to report on the existing affordability measure of the number of households who are required to spend more than 10% of their income (after housing costs) on energy costs. In 2025, an estimated 30.4% of households (7.63 million) exceeded this threshold, down from 34.4% in 2024 (8.55 million).

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[1] Previous 2024 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.

Things you need to know about these statistics:

- The 2024 final estimates in this publication supersede the provisional estimates published in 2025.

- The 2025 headline figures in this publication are projections and are subject to change when the final estimates are published in 2027.

- The 2026 projections are more uncertain than the 2025 headline figures since they are based more on fewer observed changes to energy efficiency installations, income changes and energy prices. **All estimates for 2026 are based on projections of energy prices from early 2026 and pre-date any impacts of the conflict in the Middle East.**

- The statistics are mainly based on the English Housing Survey, with other data sources used where needed. Figures for each year are compiled by combining data from two successive financial years. For example, the 2024 final estimates are based on survey data from April 2023 to March 2024 combined with survey data from April 2024 to March 2025. The full methodology can be found here.

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 Fuel Poverty Energy Efficiency Rating[3] (FPEER) between 2024 and 2025 are estimated to have brought more low income households up to a minimum of FPEER band C, which removes them from fuel poverty. These were driven mainly by an increase in the number of households receiving Warm Home Discount as the scheme expanded from winter 2025/26, but also by modelled energy efficiency improvements to dwellings based on deployment through government schemes. These changes are estimated to have reduced fuel poverty by around 153,000 households between 2024 and 2025 if no other factors had changed.

- **Incomes** – Median household income increased by 2% in real terms between 2024 and 2025. However, these increases were not distributed evenly across income deciles and led to a small net increase in fuel poverty, partly driven by the end of targeted cost of living payments in 2024/25. The income changes are estimated to have brought around 15,000 households into fuel poverty between 2024 and 2025 if no other factors had changed.

- **Housing costs** – Increases to housing costs are estimated to have brought around 37,000 households into fuel poverty between 2024 and 2025 if no other factors had changed.

- **Energy prices** – Between 2024 and 2025, median modelled fuel costs for households decreased overall. The change in energy costs is estimated to have decreased fuel poverty by around 8,000 households between 2024 and 2025 if no other factors had changed.

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[3] Energy efficiency ratings are measured using Fuel Poverty Energy Efficiency Rating (FPEER), which accounts for the impact of policies which directly discount households' energy bills such as the Warm Home Discount. See Section 2.2.2 for details.

Figure 0.1 illustrates the decomposition of changes described above. The dark blue bars show the estimated number of fuel poor households in 2024 and 2025. The mid-blue bars and light green bars represent the drivers that have worked to remove households from fuel poverty and to increase fuel poverty, respectively. Overall, the effects of these drivers have led to a decrease of 109,000 in the number of households in fuel poverty.

Figure 0.1: Decomposition of changes in number of fuel poor households from 2024 to 2025

Contents

Chapter 1: Introduction

This annual publication provides a comprehensive view of the latest statistical trends and analysis of fuel poverty in England in 2025.

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 1.1; and

- its disposable income (income after housing costs (AHC) and energy costs) would be below the poverty line[4] as depicted by the vertical sloping threshold in Figure 1.1.

Figure 1.1: The LILEE metric including the fuel poverty gap
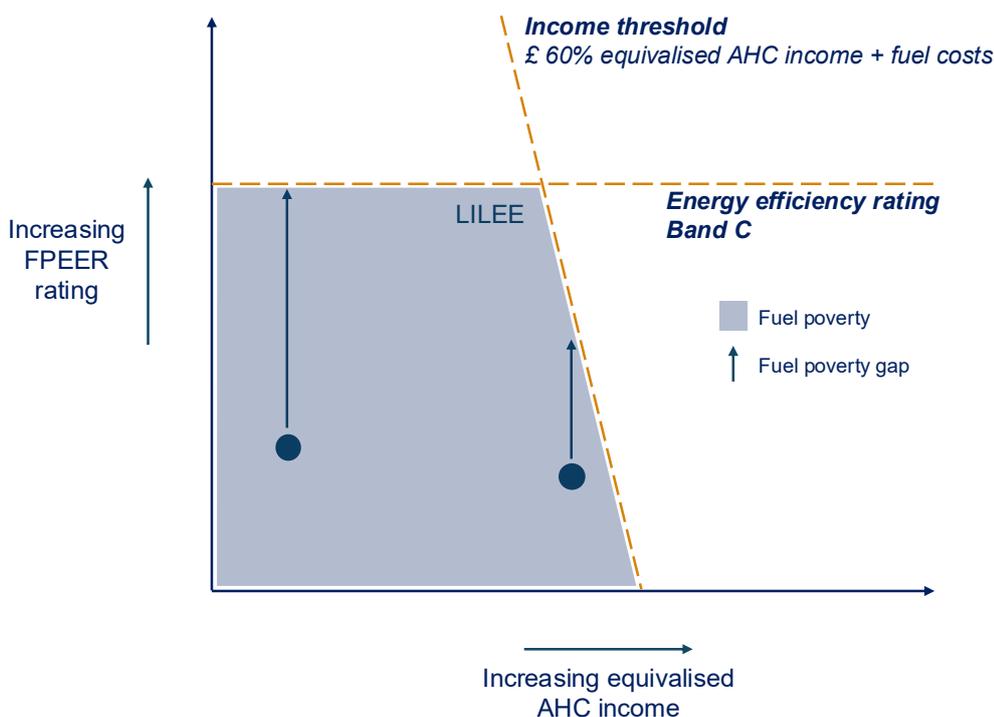
The 2014 fuel poverty target for England set an objective to ensure that as many fuel poor households as reasonably practicable achieve a minimum FPEER rating of band C[5,6] by 2030, with interim targets of band E by 2020, and band D by 2025.

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[4] The poverty line (income poverty) is defined as an equivalised disposable income of less than 60% of the national median in Section 2 of the ONS publication Persistent poverty in the UK and EU: 2017.
[5] Energy efficiency ratings are 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, alongside their fuel poverty gap[7].

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 H 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 the cumulative effect of key policies including the Energy Company Obligation (ECO), Warm Home Discount, Green Homes Grant, Home Upgrade Grant, Local Authority Delivery scheme, Warm Homes: Local Grant, Social Housing Decarbonisation Fund (now Warm Homes: Social Housing Fund), Great British Insulation Scheme, Boiler Upgrade 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.

Between 2022 and 2024, DESNZ published annual fuel poverty statistics in February, as part of a commitment to improve the timeliness of the statistics. In 2025 and 2026, operational delays in receiving input data have delayed publication until March.

1.1 Fuel Poverty Strategy

The Government published the latest Fuel Poverty Strategy for England in January 2026, which sets out the government's approach to tackling fuel poverty in England.

The strategy also introduced a new affordability measure of average (median) required energy costs as a proportion of household income (after housing costs). This metric is presented alongside the existing 10% affordability measure in Annex D.

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.

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[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 2024, based on fieldwork carried out between April 2023 and March 2025 (with a mid-point of 1st April 2024). The sample comprised 14,501 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 2025. These represent the period between April 2024 and March 2026 inclusive. This is a one year ahead projection from the final 2024 estimates and presents a timely estimate of fuel poverty last year. The 2025 projection is less uncertain than the 2026 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 2024 to March 2025 and modelled data from the previous EHS single year data projected forward.

In 2020/21 and 2021/22, the English Housing Survey's data collection was impacted by the circumstances surrounding the COVID-19 pandemic. In 2022/23, the English Housing Survey returned to in-home interviews supported by full internal and external physical surveys. The latest statistics for 2023 onwards, as used in the 2025 fuel poverty statistics publication, were therefore the first to wholly use data not affected by these changes. The data in this publication continue to be unaffected by these changes. More information on the impact of COVID-19 on the English Housing Survey and the modelling methodology can be found in last year's fuel poverty statistics publication and Annex 5.5 of the 2022 to 2023 English Housing Survey's [technical report]().

This publication includes a range of tables for 2025 and time series data for 2010 to 2025 which are described in [Annex H](). All tables for 2024 have been revised to reflect the final EHS 2024 data. The 2024 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 sample sizes. Separate modelling is used to produce the estimates at local authority, lower layer super output area[8] and parliamentary constituency levels, with the 2024 figures due to be published in May 2026.

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](#).

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[8] Further information on statistical geographies can be found on the [Office for National Statistics website](#).

Chapter 2: Key Drivers of Fuel Poverty in England, 2025[9]

2.1 Overview: Fuel poverty in England

In 2025, an estimated 9.4% of households in England (2.36 million households) were classed as fuel poor. This is lower than the final estimate for 2024 of 9.9% (2.47 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 £379 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 2025 was just £2 lower than 2024 in real terms[10]. 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 5% in real terms between 2024 and 2025.

Table 2.1: In 2025 the proportion of households in fuel poverty fell by 0.5 percentage points and the aggregate gap also decreased by 5% in real terms.

Headline measure	2015	2023	2024	2025
Number of households in fuel poverty (millions)	3.78	2.80	2.47	2.36
Proportion of households in fuel poverty (%)	16.7	11.4	9.9	9.4
Aggregate fuel poverty gap (£ millions) (2025 prices)	1,311	1,250	941	896
Average fuel poverty gap (£) (2025 prices)	347	447	381	379

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[9] 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).

[10] The average and aggregate fuel poverty gap figures are adjusted to 2025 prices using the Gross Domestic Product (GDP) deflators consistent with the Office for Budget Responsibility estimates following the 26th November 2025 Budget. 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 decreased each year between 2022 and 2025.
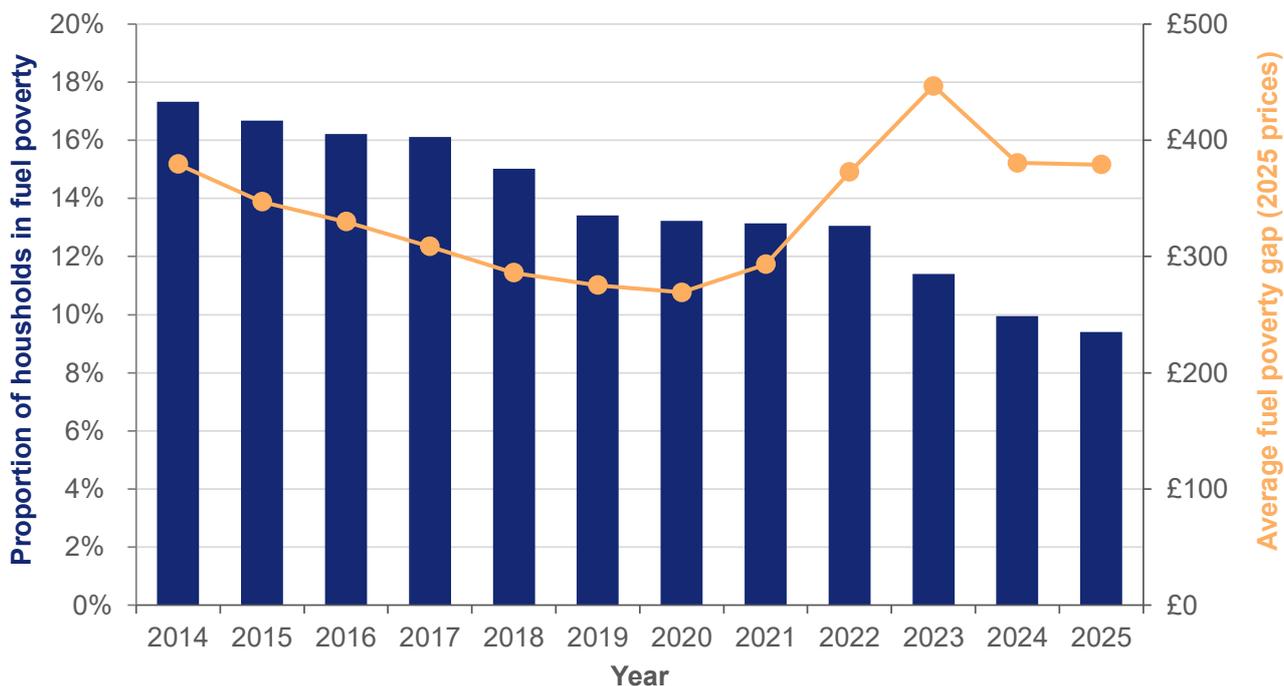
Between 2019 and 2022, the energy efficiency of households improved. However, this was offset by economic factors such as increases in energy prices, resulting in a steady share of households in fuel poverty. The datasets for 2020 to 2022 were also impacted by changes to English Housing Survey data collection relating to the COVID-19 pandemic.

From 2023 onwards, the rate of fuel poverty has reduced each year. Between 2023 and 2024, the proportion of households in fuel poverty dropped from 11.4% to 9.9%, driven primarily by increases in energy efficiency, but also by decreases in energy prices. Between 2024 and 2025, fuel poverty dropped further to a rate of 9.4%, driven primarily by the expansion of the Warm Home Discount scheme from 2025/26 and energy efficiency improvements to households, but also by decreases in energy prices.

The average fuel poverty gap increased by 66% between 2020 and 2023 (in 2025 prices). It then decreased substantially between 2023 and 2024, reflecting a reduction in energy prices. Between 2023 and 2024, the average gap changed little in real terms. Although overall energy prices reduced over this period, they did not reduce the gap of households in fuel poverty.

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 2024. 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 2025 data point is a projection, this is subject to both sample variability and modelling uncertainty.

The revisions to 2024 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 drivers[11]:
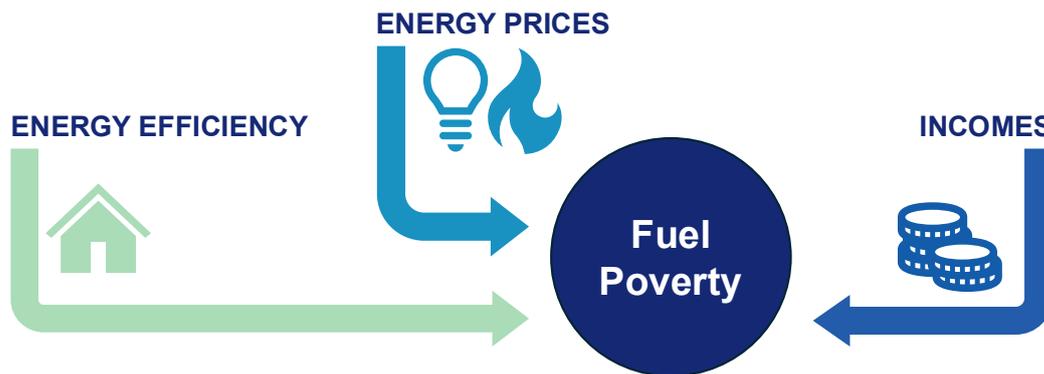
The key drivers will be assessed in turn to explore their effect on headline fuel poverty figures in 2025. **Increased** energy efficiency, **higher** relative incomes and **lower** energy prices would each have a positive impact on a fuel poor household.

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 which households are in fuel poverty and where the most severe fuel poverty gaps are.

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[11] 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 £24,000 can be considered a low income household with high energy costs but that some band A/B households with incomes under £20,000 are considered high income.

Further information on how income and fuel costs are calculated can be found in Sections 3, 4 and 5 of the methodology handbook.

Figure 2.2: 9.4% of all households were classified as fuel poor (LILEE) in 2025[12].

Poverty threshold (60% of median income = £19,009) + fuel costs
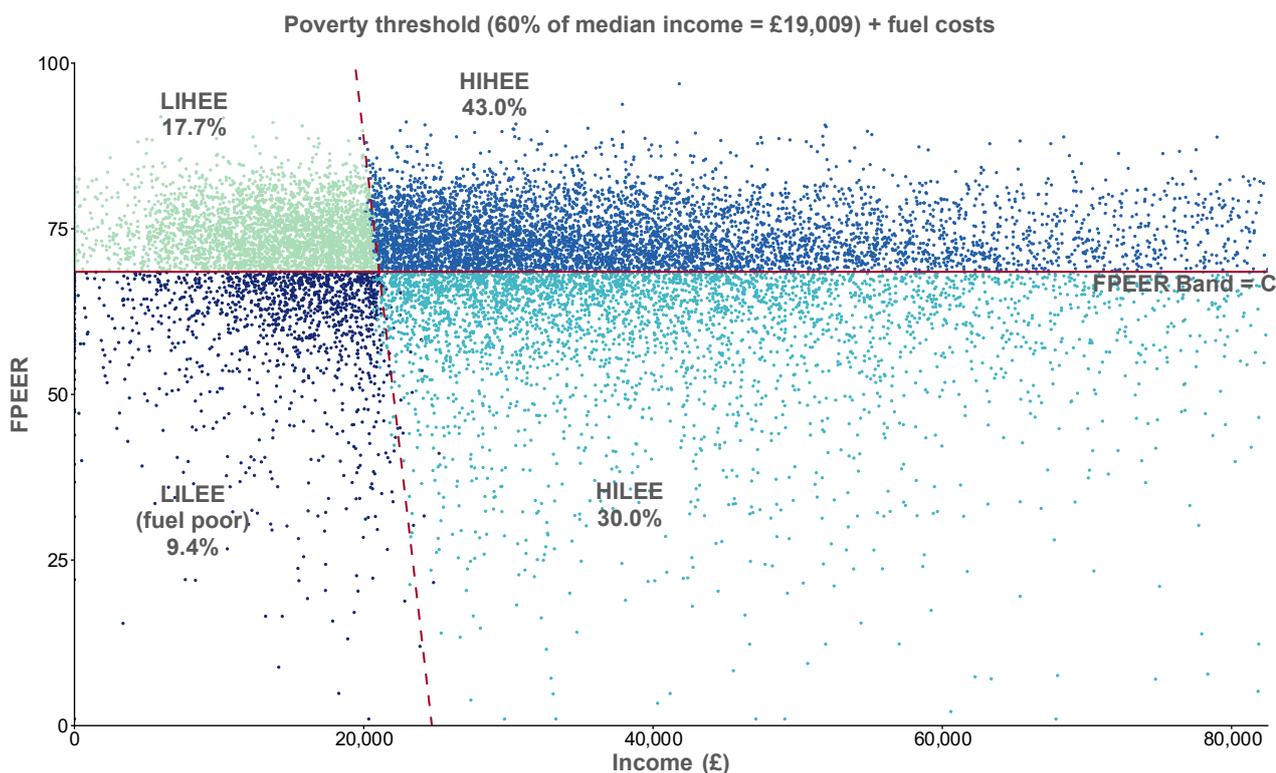
In 2025, 27.1% of households were classed as having a low income (with 72.9% having a high income). Overall, 39.4% of households were classed as low energy efficiency. Of low income households, 34.8% were classed as low energy efficiency and hence fuel poor based on having an energy efficiency rating 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 required fuel costs in figure 2.3 of this report and the 2025 Supplementary Tables are reported net of rebates provided through the Warm Home Discount[13]. After considering these, the median equivalised fuel cost in 2025 was £2,031, a decrease of 6% in real terms since 2024[14].

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[12] In line with Canberra Group Handbook guidance, negative AHC incomes have been set to zero following equivalisation. Households with AHC incomes over £80,000 have not been included in this figure. For more information, see Section 3 of the methodology handbook.

[13] Warm Home Discount provides a rebate of £150. See Annex F for more information about the expansion of the scheme.

[14] Energy prices used for the fuel poverty modelling are based on data across two financial years, and therefore should not be compared to other sources that cover single years. DESNZ Quarterly Energy Prices statistics can be used instead to compare energy prices over time.

Figure 2.3: Required fuel costs for the least efficient[15] properties (band F/G) were 2.2 times higher than costs for the most efficient properties (band A-C) in 2025.
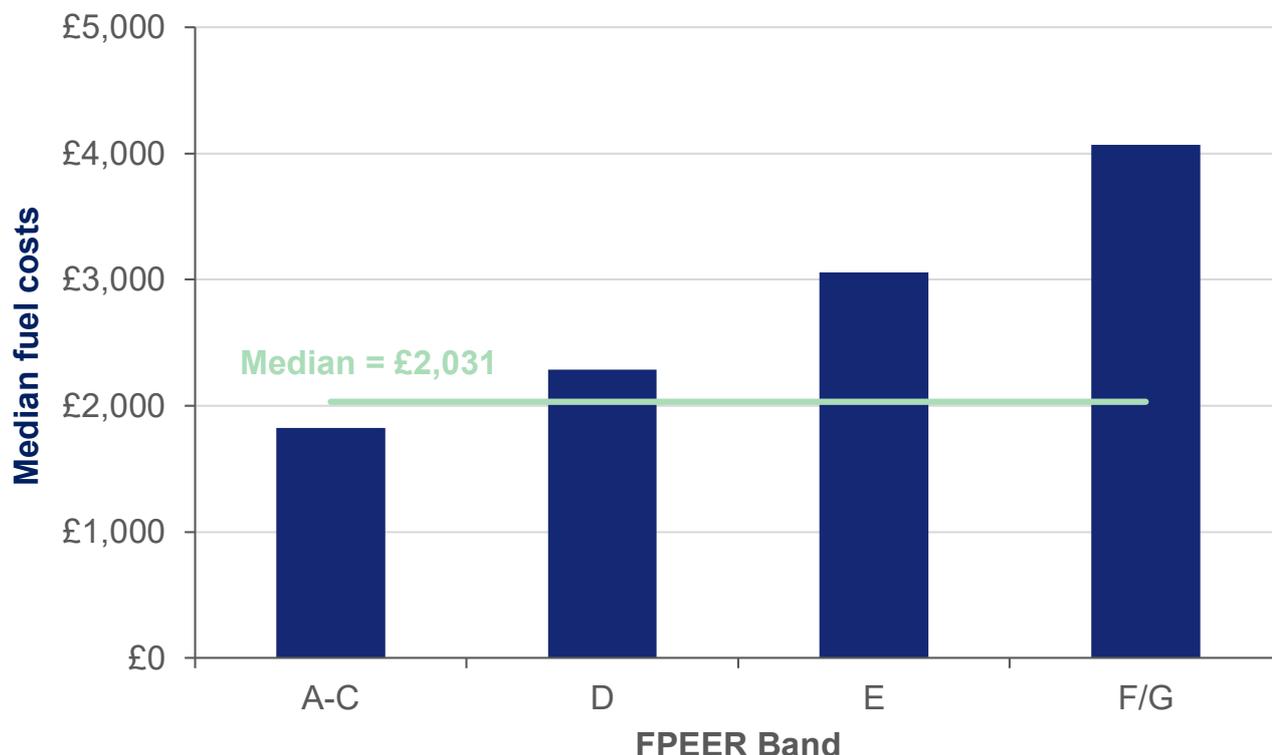
Fuel poverty modelling is based on the estimated fuel costs of a household's theoretical energy consumption since this provides a consistent assessment using the Standard Assessment Procedure (SAP) [16] and the Building Research Establishment Domestic Energy Model (BREDEM) occupancy patterns, reflecting 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 directly 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.

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[15] Energy efficiency measured using FPEER.
[16] 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 of A-G, with A being the highest.

The impact of the Warm Home Discount rebate on FPEER depends on the size of the rebate compared to the total energy bill. Between 2021 and 2025, the relative value of the WHD uplift reduced; in 2025 a typical uplift for a band D home was 3.3 FPEER points, compared with over 5 in 2021. In 2025, the size of the WHD rebate compared to the total energy bill increased compared to 2024 as energy prices decreased overall.

Figure 2.4: Median energy efficiency ratings continued to increase in 2025.
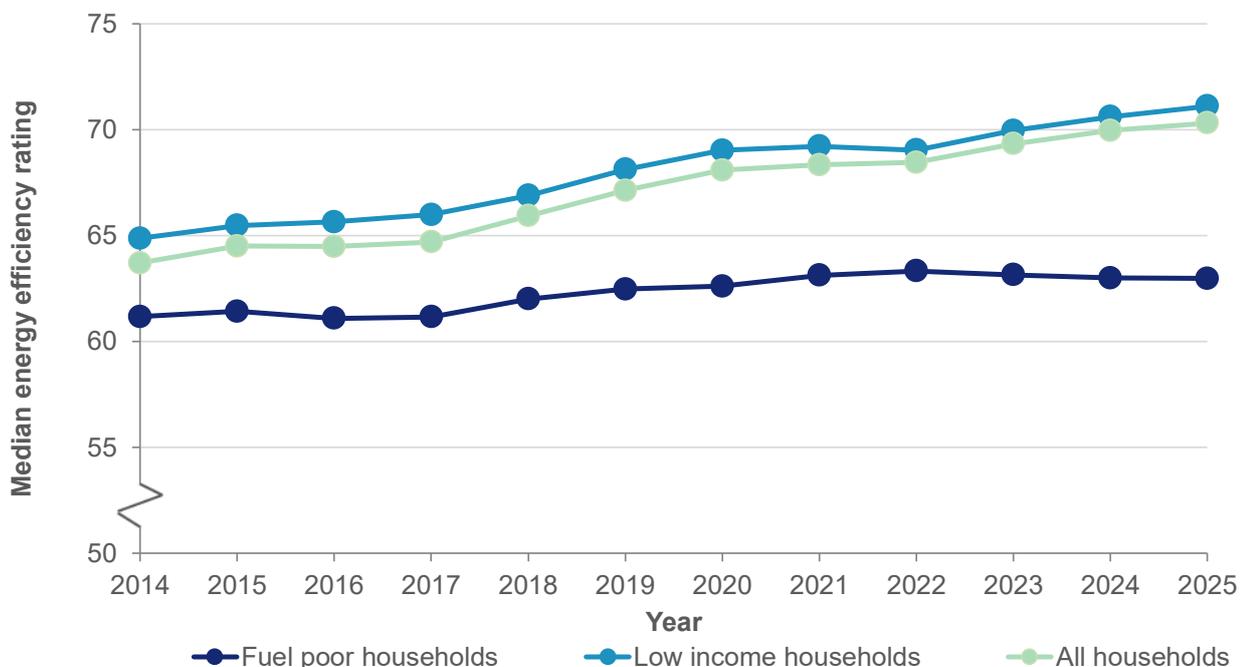

Figure 2.4 shows that in 2025 the median FPEER was 70.3, up from 70.0 in 2024. As explained above, the improvements in the median FPEER can be attributed mainly to an increase in the number of households receiving Warm Home Discount as the scheme expanded from winter 2025/26, but also to modelled energy efficiency improvements to dwellings.

The rate of increase in median energy efficiency rating since 2014 was slowest among fuel poor households. This is because when energy efficiency improvements are made to a low income household it typically brings the household up to band A-C. This removes the household from fuel poverty and therefore this improvement is not seen within the 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." Note that incomes used for the fuel poverty modelling are based on data across two financial years, so may not align with other sources of data on income changes and should not be used as a general source for year-on-year income comparisons.

In 2025, a household was classified as low income if its equivalised income (after tax, National Insurance, and housing costs) minus its required fuel costs was less than £19,009 (60% of median AHC income for all households)[17].

There was an increase in incomes in cash terms across the income distribution except for the lowest income decile, which saw a 0.0% change in cash terms. The second, third and fourth income deciles also saw lower growth compared to the higher income deciles.

Figure 2.5: All deciles except the lowest one saw growth in incomes (after housing costs equivalised) between 2024 and 2025[18,19].
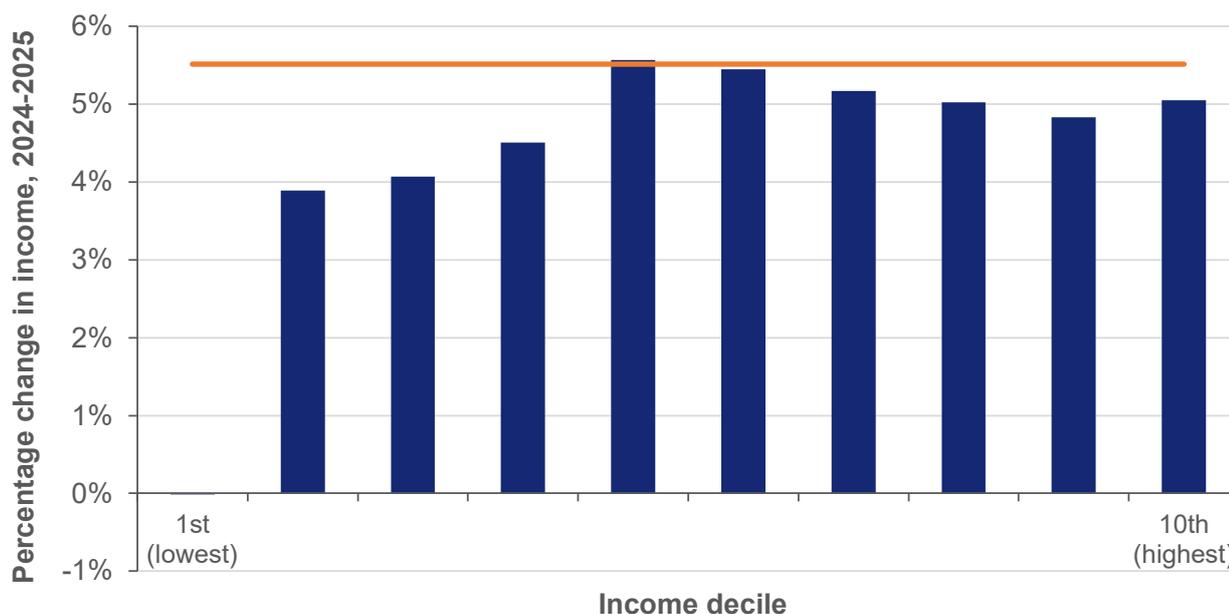
Aside from general increases to incomes, there are several changes which will have impacted incomes in 2025:

- The ending of the Cost of Living Payment in 2024/25 likely reduced the income growth seen for those in the lowest income deciles. This payment was £900 in 2023/24.

- The ending of the Pensioner Cost of Living Payment in 2024/25 also reduced income growth. However, the effects of this will have been seen for pensioner households across the income deciles because eligibility was not means tested. This payment was £300 in 2023/24.

- The criteria which make households eligible for Winter Fuel Payment changed in 2024/25 and 2025/26, making fewer households eligible for Winter Fuel Payment overall in 2025 than 2024. The effects of this will have been seen for pensioner households not in receipt of qualifying means-tested benefits and for recipients who earn more than

[17] In the 2025 Fuel Poverty projected dataset, the median (after housing costs equivalised income for all households) was £31,681. 60% of the median is £19,009. See Figure 2 in the methodology handbook.
[18] Values are in cash terms.
[19] The orange line represent median growth across all households.

£35,000, since these households would no longer qualify under the new criteria. The Winter Fuel Payment was up to £300 in 2023/24.

The lowest income decile saw a decrease in median income in real terms between 2024 and 2025, of 3.3%. Meanwhile, all other income deciles saw real terms growth in median income. The decrease for the lowest decile could be explained by the following factors:

- The ending of the Cost of Living Payment, as described above, which affected the lowest income decile most strongly. The ending of this payment also reduced incomes in the previous fuel poverty statistics publication. However, while last year's publication no longer captured the payment of £650 that was paid in 2022/23, these latest results no longer capture the larger value of £900 that was paid in 2023/24, which will have had a larger impact in the modelling.

- Increases in housing costs appeared to have a greater proportional effect on households in the lowest income decile.

The Winter Fuel Payment overall was estimated to have only a small impact on fuel poverty in 2025. It reduced the number of households in fuel poverty by approximately 2,000, leaving the rate of fuel poverty effectively unchanged at 9.4%. The number of households that move across the LILEE relative income threshold due to Winter Fuel Payment is low because the change is relatively small for those close to the income threshold. Winter Fuel Payment does not affect households' FPEER ratings, with the one-off cash grant being too small an amount to implement energy efficiency measures independently. Previous analysis on the impact of the Winter Fuel Payment eligibility change in the winter of 2024/25 can be found in Annex G of the 2025 annual fuel poverty statistics report.

The proportion of households classed as low income between 2010 and 2019 remained between 25.6% and 26.2% as the shape of the income distribution remained stable. Between 2019 and 2022 this proportion rose to 27.8%, before dropping to 27.2% in 2023. In 2024 the share dropped to 26.6%, likely driven by increases in after housing costs incomes and decreases in energy prices. In 2025, the share increased to 27.1%. The distribution of changes in incomes across deciles, as seen above, increased the proportion of households classed as low income, as did increases to housing costs.

2.2.4 Energy prices

Annual energy costs for each household are modelled using average energy prices[20] and required fuel consumption[21]. 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.

Prices are based on data across two financial years. The change in prices between the data for 2024 and 2025 is based on the change between the average of 2023/24 and 2024/25 prices and the average of 2024/25 and 2025/26 prices.

Domestic energy prices rose significantly in recent years, to a peak in 2023 (which is based on prices from 2022/23 and 2023/24). Figure 2.6 displays the trend in fuel poverty modelled fuel costs.

Figure 2.6: Modelled fuel poverty required fuel costs over time (2025 prices)[22].
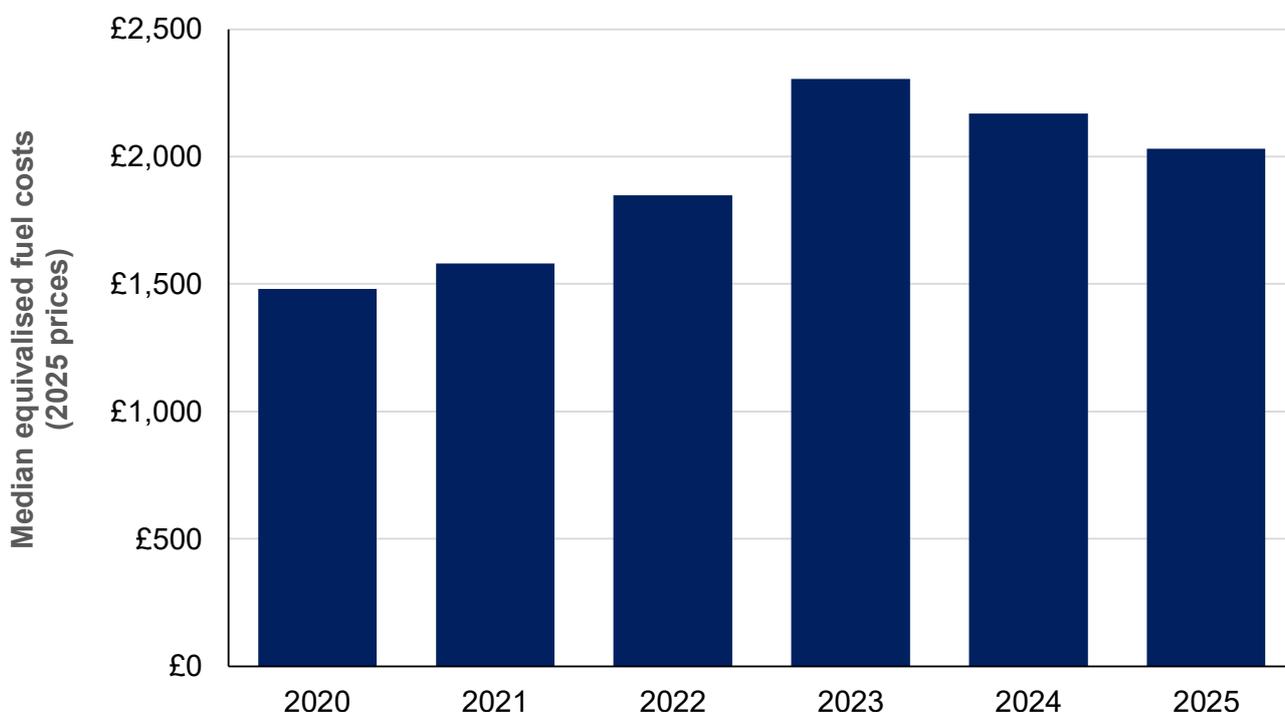
Median equivalised fuel costs decreased by 6% between 2024 and 2025 in real terms. In 2025, fuel poor households were required to spend a median cost of £2,320 on their energy bills after rebates, which is 32% (£560) more than Low Income High Energy Efficiency households (£1,760). Characteristics of the dwelling and household which contribute to these higher costs are explored in detail in Chapter 3.

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[20] The fuel poverty modelling uses average standing charges and unit costs for each fuel type and payment method. These do not reflect the specific tariffs that households use.
[21] Modelled fuel consumption 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.
[22] For more information on modelling of fuel costs in the fuel poverty statistics, see Section 4 of the methodology handbook.

Figure 2.7 shows that between 2014 and 2020, 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 fell with energy prices. In 2025, the average gap remained at a similar value while energy prices decreased. This is because energy prices did not decrease for all customers and fuel poor households were more likely to see increases to fuel costs than households who were not fuel poor.

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 saw little change between 2024 and 2025 as energy prices fell slightly overall[23,24,25].
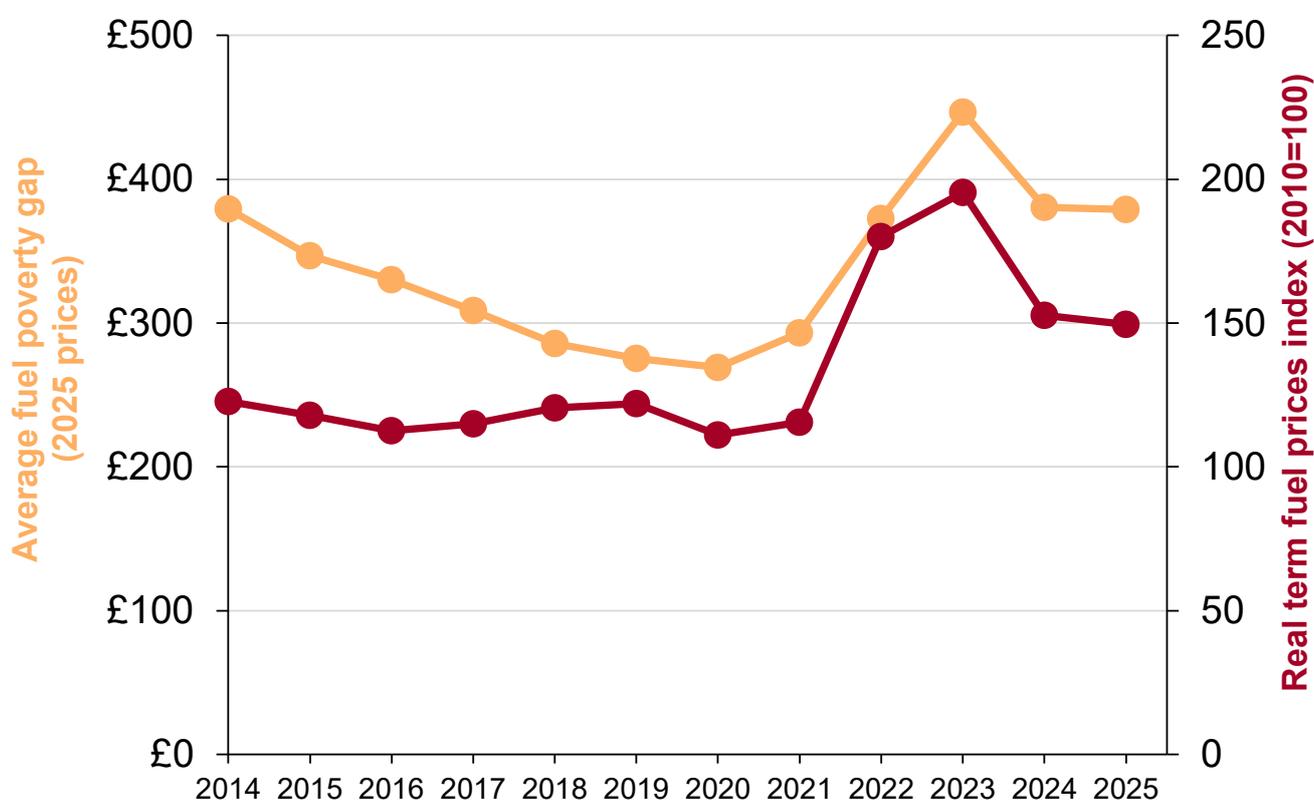
Higher energy costs affect the values assessed for fuel poor households relative to their disposable income under the LILEE metric. For example, if fuel costs rose by £500, fuel poor households would be found £500 further up the income distribution. Annex D analyses some alternative affordability metrics which are more sensitive to energy price changes.

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[23] Produced using the Gross Domestic Product (GDP) deflators consistent with the Office for Budget Responsibility estimates November 2025.

[24] Real term fuel prices index taken from Quarterly Energy Prices table 2.1.2 up to 2025.

[25] In this figure, the real term fuel prices indices relate to single years, while the average fuel poverty gaps are produced by combining survey data from two financial years. For example, the 2024 average fuel poverty gap is based on a combination of survey data from 2023/24 and 2024/25.

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[26,27] by 2030, with interim targets of band E by 2020, and band D by 2025 (see Figure 2.8). The latest Fuel Poverty Strategy for England, published in January 2026, confirmed that the Government is retaining the 2030 fuel poverty target.

Figure 2.8: England's statutory fuel poverty target
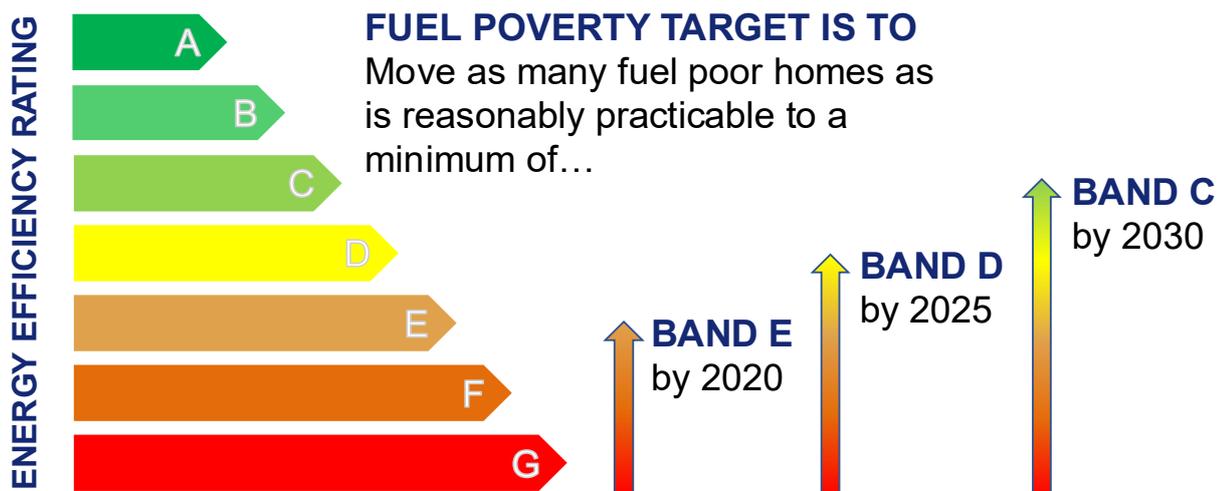
Under the Low Income Low Energy Efficiency (LILEE) metric, a household that achieves a fuel poverty energy efficiency rating of band C or above would not be measured as fuel poor. Therefore, fuel poverty would be eradicated if all low income households achieved an energy efficiency band C rating, providing 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 band C in 2024 and 2025.

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[26] Energy efficiency rating is measured using Fuel Poverty Energy Efficiency Rating (FPEER). See Section 2.2.2 and the glossary for more details.
[27] Household energy efficiency ratings are banded from G (lowest) to A (highest).

Table 2.2: In 2025, the percentage of households reaching the fuel poverty target increased and the percentage of households reaching the interim milestone increased slightly.

Fuel poverty target	2014 progress	2023 progress	2024 progress	2025 progress
Band D or above by 2025 (% of low income households)	83.6	92.5	92.8	93.0
Band C or above by 2030 (% of low income households)	32.9	58.0	62.6	65.2

Figure 2.9: The percentage of low income households in bands A to C was 65.2% and in bands A to D was 93.0% in 2025[28].
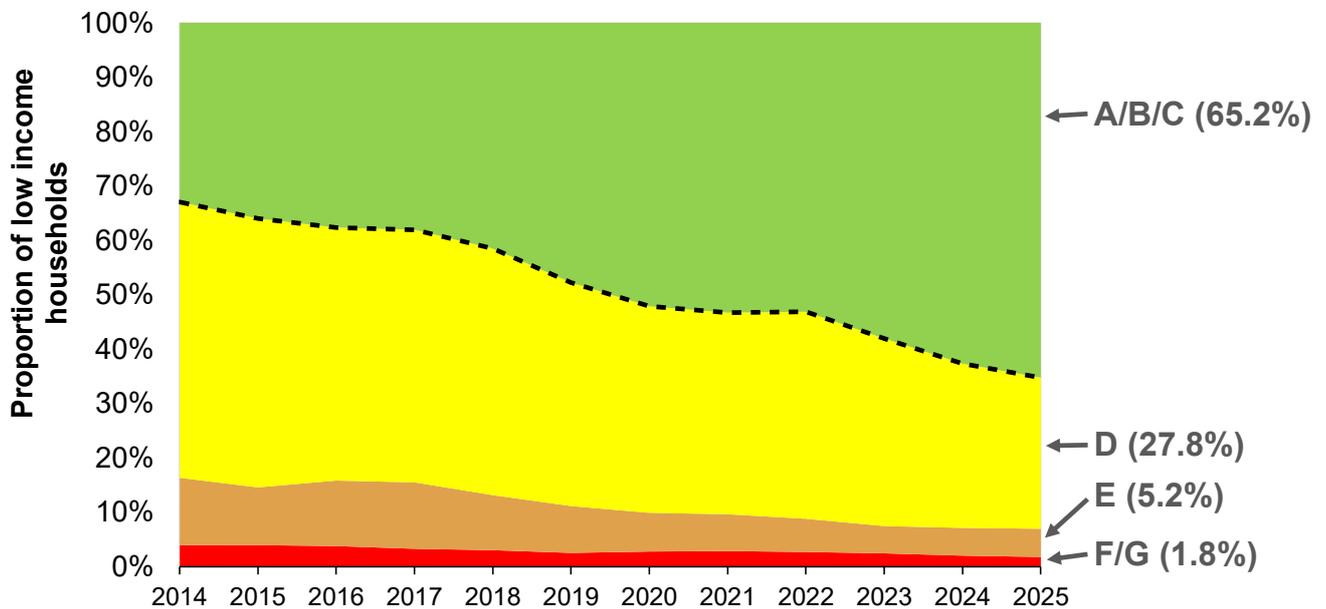
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[28] Annotations on Figure 2.9 show the proportion of low income households in each FPEER band group in 2025.

22

Table 2.3: Proportion and number of low income households in each fuel poverty energy efficiency band, 2014, 2024 and 2025

Low income households in each FPEER band	2014		2024		2025	
	(%)	No. households (000's)	(%)	No. households (000's)	(%)	No. households (000's)
Band A/B/C	32.9	1,917	62.6	4,137	65.2	4,429
Band D	50.7	2,949	30.2	1,998	27.8	1,886
Band E	12.4	724	5.1	338	5.2	352
Band F/G	4.0	231	2.1	136	1.8	125

2025 interim milestone progress: 93.0% of low income households were living in properties with an energy efficiency rating in band A to D in 2025, an increase of 9.4 percentage points from 2014, and an increase of 0.2 percentage points since 2024.

2030 target progress: 65.2% of low-income households were living in properties with an energy efficiency rating of A, B or C in 2025, an increase of 32.3 percentage points from 2014 and an increase of 2.6 percentage points since 2024.

Note that these are provisional estimates for 2025. The 2027 fuel poverty statistics will provide final estimates for 2025.

Confidence intervals for the fuel poverty target and milestones are shown in Figure A.3 up to 2024. The increases shown above for the band C 2030 fuel poverty target represent a statistically significant difference, while the increases for the interim targets do not.

# Chapter 3: Detailed Analysis of Fuel Poverty in England, 2025

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 H.

3.1 Property characteristics

3.1.1 Fuel Poverty Energy Efficiency Rating (FPEER)[29]

Figure 3.1: Proportion of "low income" households at different FPEER ratings in 2025. Households with FPEER D-G were also "fuel poor."
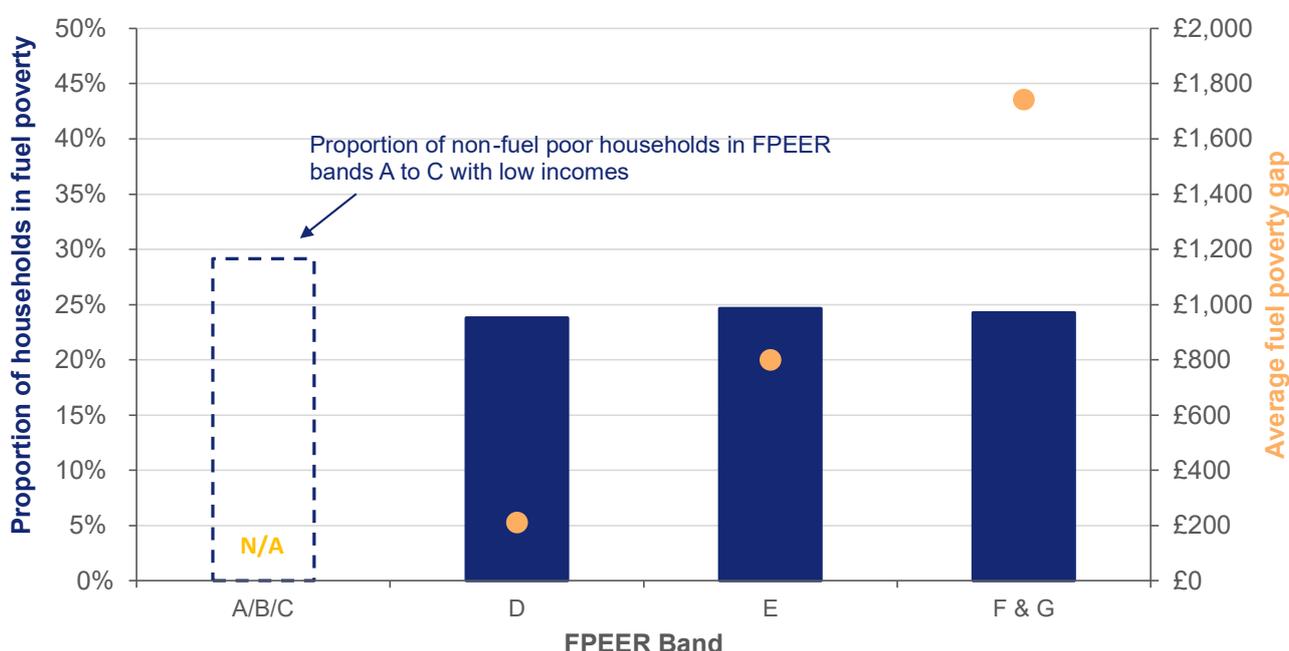
In Figure 3.1 above, other than for band A-C, the blue bars denote the proportion of households in fuel poverty for each group and the orange circles represent the average fuel poverty gap for each group. For example, the blue bars show that in 2025, 23.8% of households who lived in energy efficiency band D properties were fuel poor and the orange circle shows that these households had an average gap of £211.

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[29] The Fuel Poverty Energy Efficiency Rating is defined in Section 2.2.2.

In 2025, 79.8% of all fuel poor homes were FPEER band D, 14.9% were band E, and 5.3% were band F/G (see Detailed Table 3). Households living in band F/G had the highest median energy costs (£4,070) and the highest average fuel poverty gap in 2025.

By definition, households rated A-C were not fuel poor and therefore they did not have a fuel poverty gap. In 2025, the median equivalised income of households within energy efficiency bands A-C (£30,650) was 12.0% lower than it was for households in band E, which had the highest median equivalised income of £34,850. 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, and more likely to be living in smaller properties. Despite the lower median income, none of these band A-C households were fuel poor because of their high energy efficiency rating.

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, 4.8 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 2025[30,31,32]

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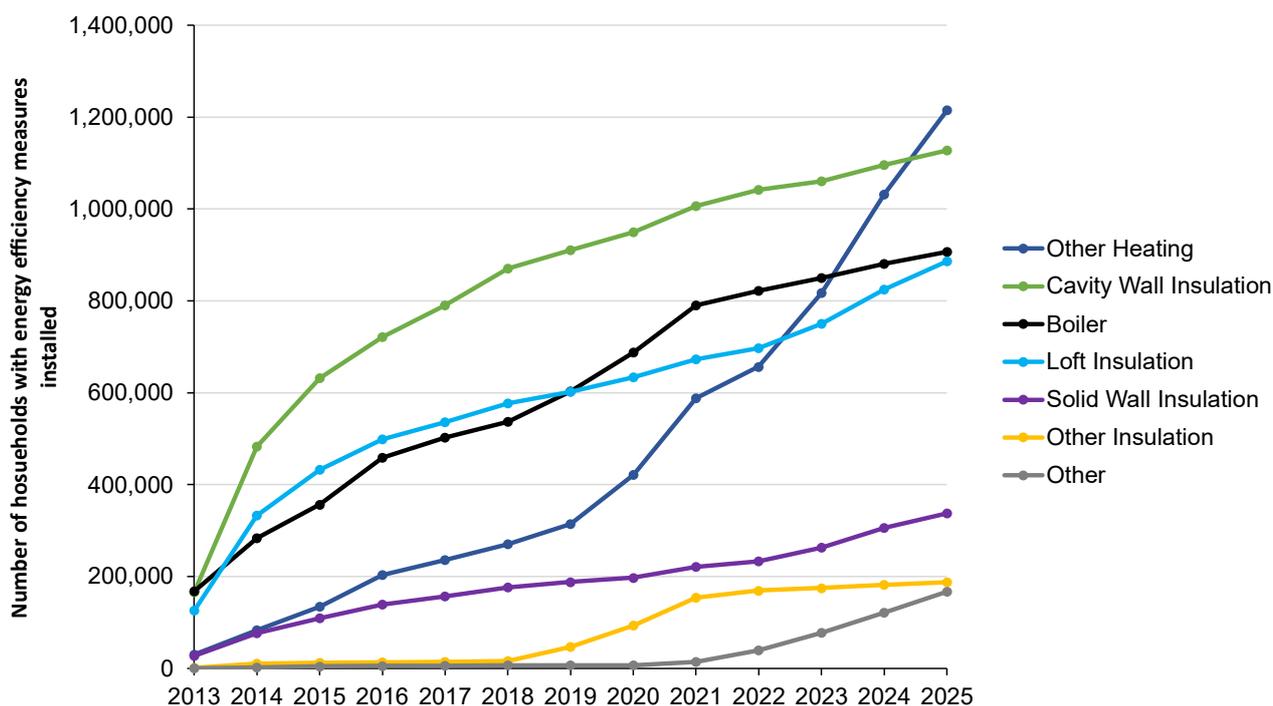
[30] Figure 3.2 is sourced from Government schemes including Energy Company Obligation, Green Homes Grant Vouchers, Local Authority Delivery, Home Upgrade Grant, Social Housing Decarbonisation Fund, Great British Insulation Scheme, Warm Homes: Social Housing Fund and Warm Homes: Local Grant. Figures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

[31] The 'Other' category includes batteries, biomass boilers, energy efficient lighting, solar PV, windows and doors, and measures of unknown type.

[32] The 'Other Heating' category includes district heating connections, electric storage heaters, heat pumps, heating controls and solar thermal. The installation of heating controls made up most of this category's large uptick in recent years.

In 2025, measures were installed in around 60,500 households in Great Britain through the Energy Company Obligation (ECO) scheme[33], with heating controls being the most common measure, followed by loft insulation. In the same year, measures were installed in around 45,700 households in Great Britain through the Great British Insulation Scheme (GBIS), with cavity wall insulation and heating controls being the most common measures[34]. Also in 2025, measures were installed in around 14,900 households in England through the Social Housing Decarbonisation Fund (SHDF) scheme[35], with loft insulation being the most common measure, followed by Solar PV.

Figure 3.3: Median characteristics for all households in 2025 split by FPEER band
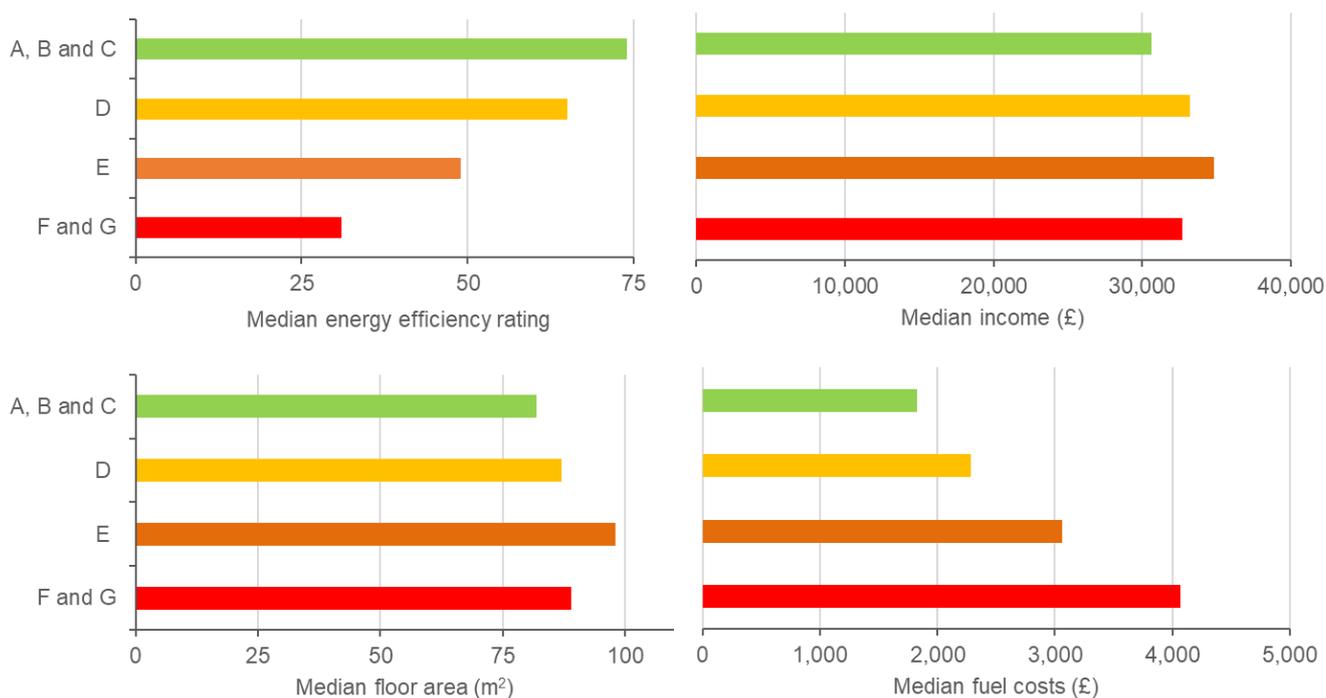
Households in the lower FPEER bands with the lowest energy efficiency ratings tended to have substantially higher fuel costs. Households in the highest energy efficiency bands had the lowest median equivalised income. This is partially due to higher FPEER ratings in social housing and flats. The Warm 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.

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[33] Number of measured sourced from Household Energy Efficiency statistics; most common measures sourced from Household Energy Efficiency Statistics Annual Report

[34] Number of measured sourced from Great British Insulation Scheme (GBIS) statistics; most common measures sourced as in previous footnote.

[35] Number of measured sourced from Social Housing Decarbonisation Fund (SHDF) statistics; most common measures sourced as in previous footnote.

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.[36]
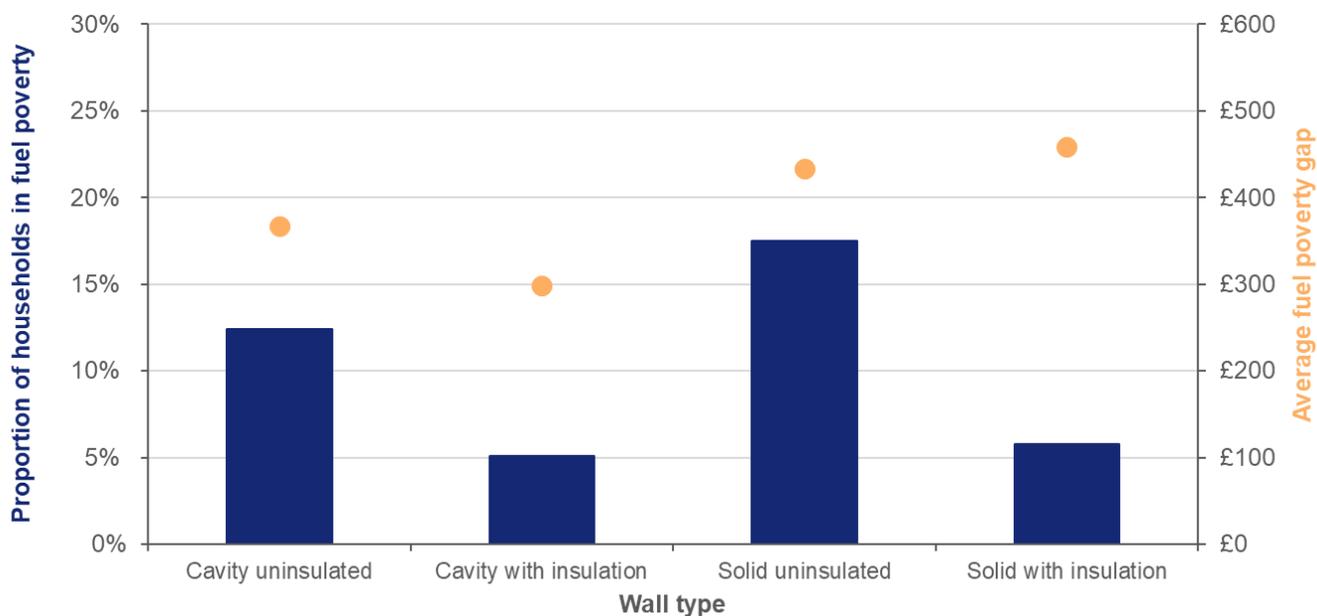
Properties with uninsulated solid walls had the highest rate of fuel poverty (17.5% of households) with an average fuel poverty gap of £433, whereas those with insulated solid walls were far less likely to be fuel poor (5.8%) with an average gap of £459. Properties with cavity walls followed a similar pattern: households living in properties with uninsulated cavity walls were more than twice as likely to be fuel poor (12.4%) and had a larger average gap (£367) than households living in properties with insulated cavity walls (5.1% and £298).

The 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. According to figures from the National Energy Efficiency Data-Framework (NEED), properties had median percentage gas consumption savings of 8% following the installation of cavity wall insulation, and 16% from installing solid wall insulation[37].

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

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[36] Some households had other wall types but have been excluded from this chart due to small sample counts.
[37] Source: National Energy Efficiency Data-Framework (NEED) report: Summary of analysis 2025.

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.
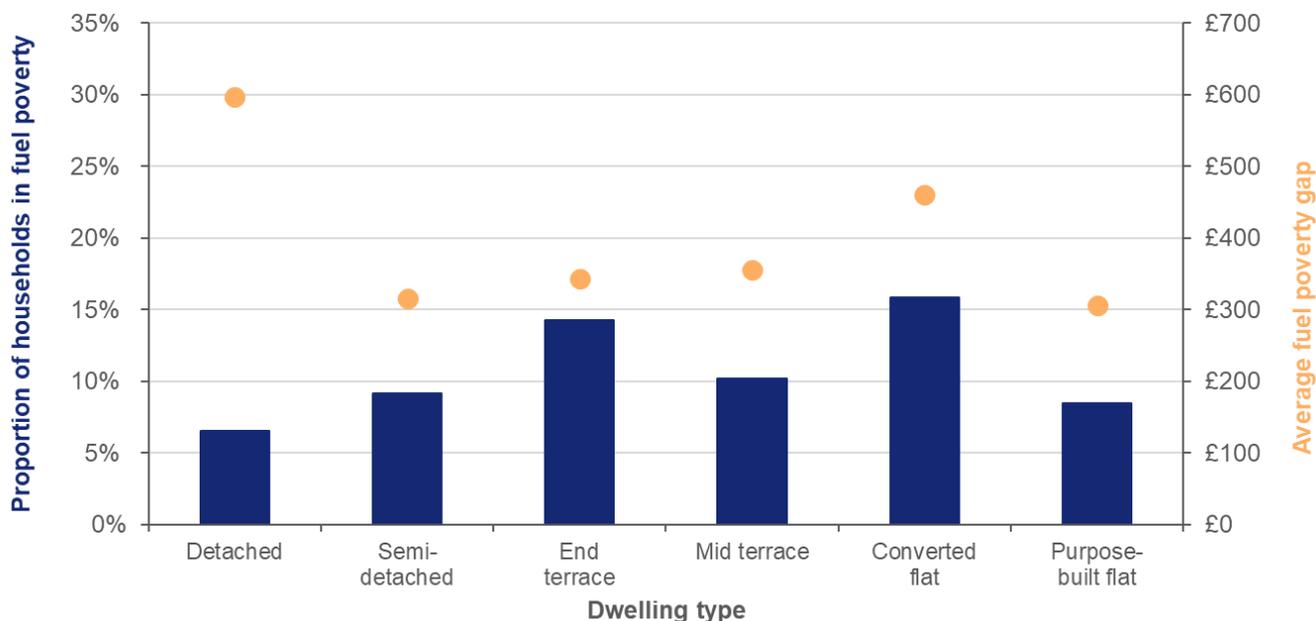
Households living in converted flats had the highest rate of fuel poverty (15.8%) and the second highest average fuel poverty gap at £461. In contrast, households living in purpose-built flats had the second lowest rate of fuel poverty (8.5%) and the lowest average gap at £306. This could be explained by the difference in median energy efficiency ratings, with purpose-built flats having a median energy efficiency rating of 75, compared to 68 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 £1,660 for purpose-built flats, compared to £1,880 for converted flats.

Households living in detached properties had the lowest rate of fuel poverty (6.6%) but the highest average gap at £597. This large gap was due to the number of exposed walls, which contributed to a lower than average energy efficiency rating of 69, and larger floor area (median of 128m^2), which was much larger than the next largest floor area in semi-detached properties (median 89m^2). 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.
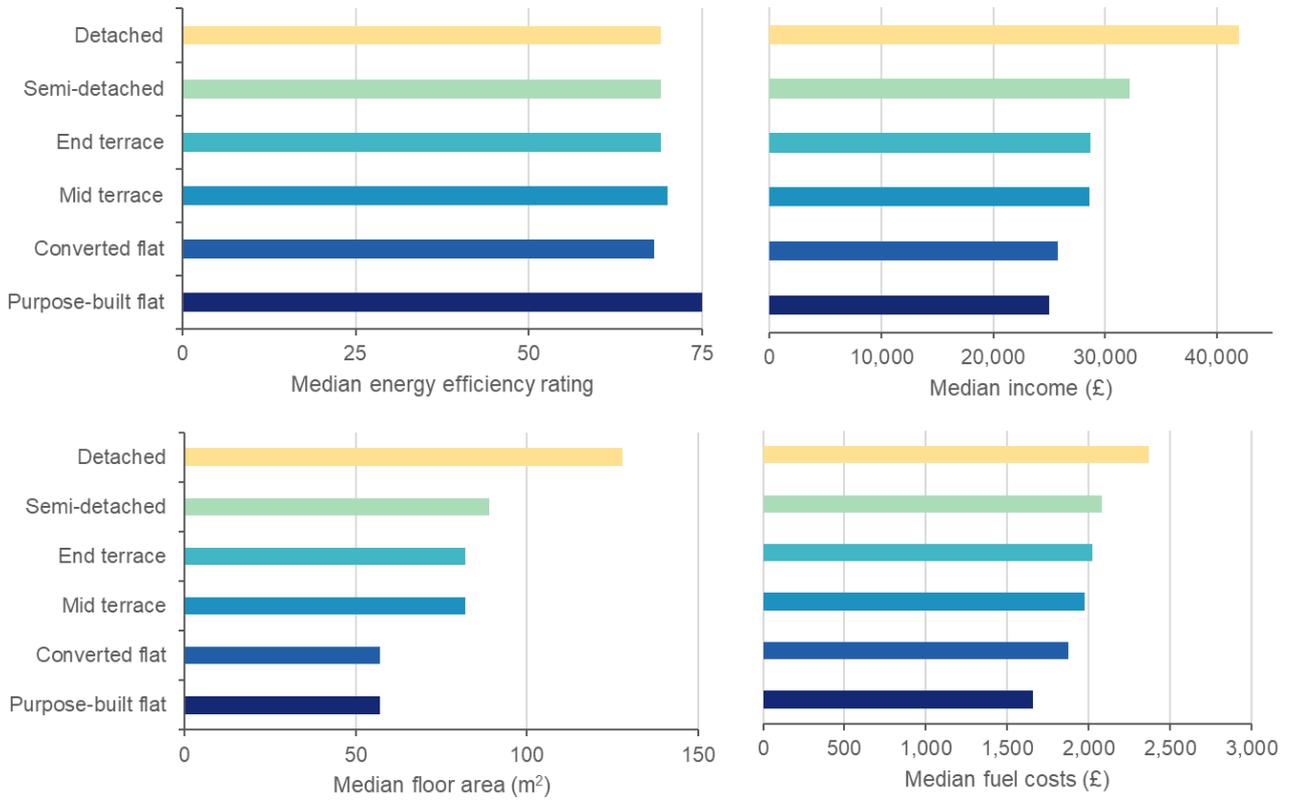
3.1.4 Floor area

Figure 3.7: Households living in properties smaller than 50m^2 were most likely to be in fuel poverty, but households living in properties larger than 110m^2 had the highest average gap.
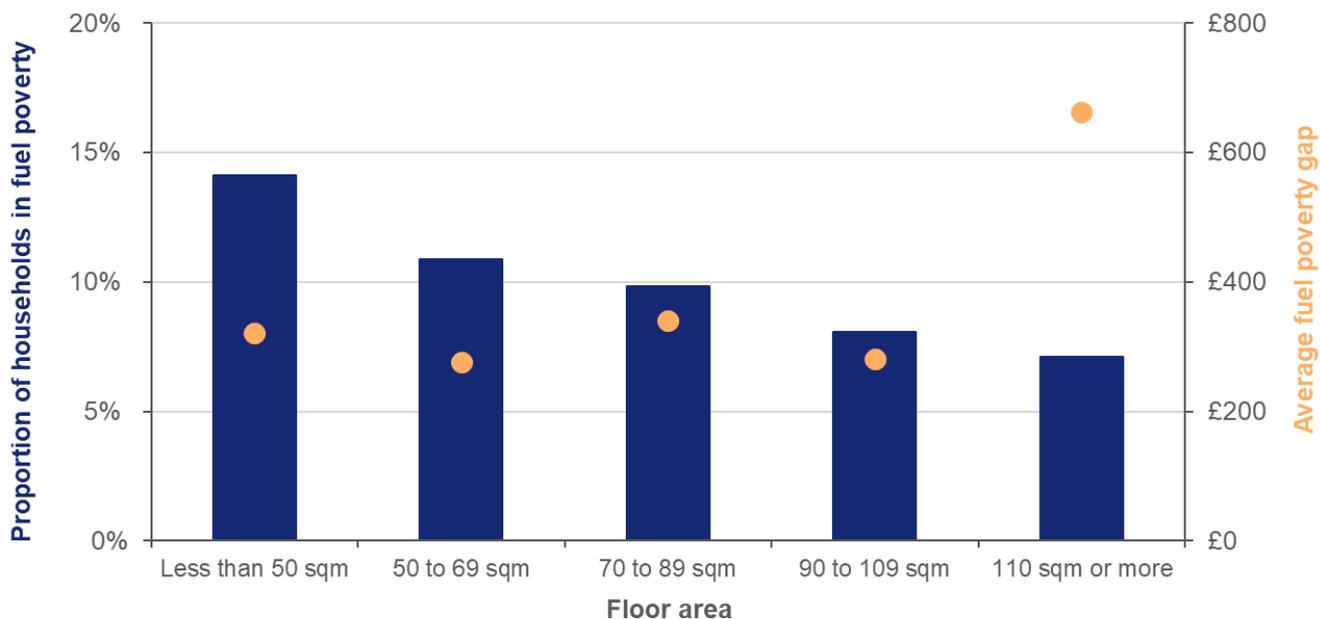
There was a higher proportion of fuel poor households in smaller homes. This was partly due to lower median equivalised incomes of £23,300 (< 50m^2), £26,700 (50m^2 to 69m^2), and £29,100 (70m^2 to 89m^2), compared to the national median equivalised income of £31,700.

While the share of fuel poor households was lowest in homes with floor areas of 110m^2 or more (7.1%), these households had the highest fuel poverty gap of £663. This may be explained by the higher median fuel costs of £2,530 in these larger homes, compared to £2,030 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.
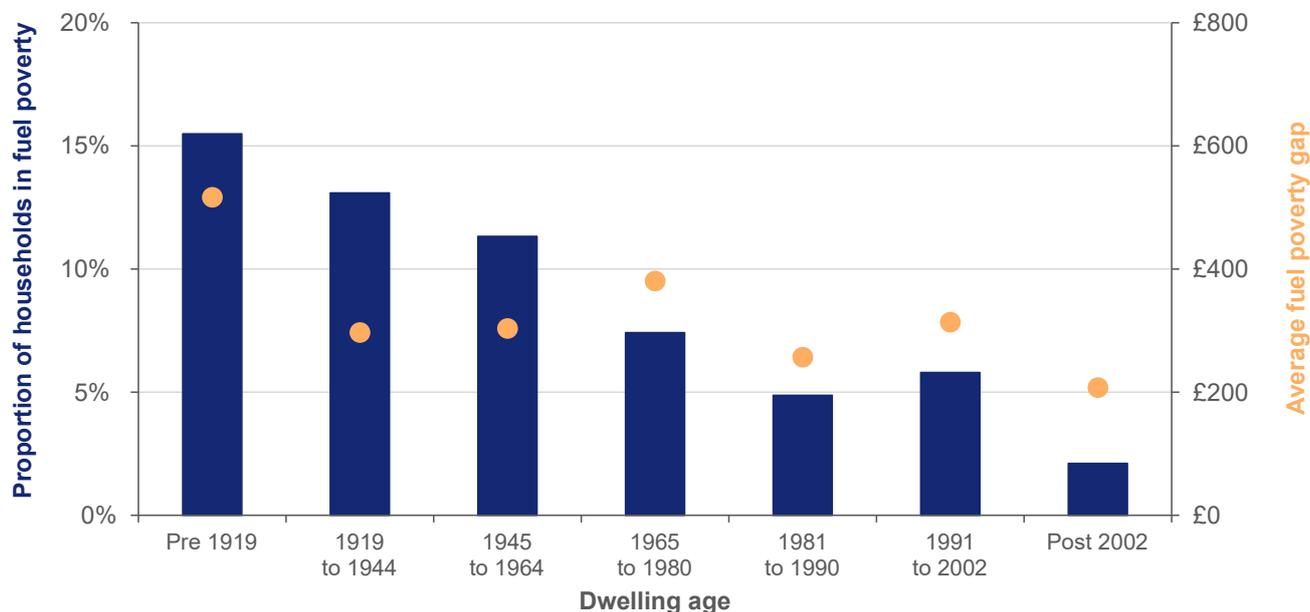
Households living in properties built before 1919 had the highest average fuel poverty gap at £517 and the highest rate of fuel poverty (15.5%). This may be due to these properties having the lowest median energy efficiency rating of 64 and the largest median floor area of 93m^2, contributing to the highest median fuel costs (£2,290).

Building regulations have driven up energy efficiency standards, with homes built after 2002 having a median energy efficiency rating of 78 (high band C) compared with 64 (mid to high band D) for homes built pre-1919, and an overall median of 70 (low band C). This improvement in energy efficiency over time is reflected in the overall decrease in fuel costs as the age of the property decreases. Although households built between 1991 and 2002 have a slightly higher rate of fuel poverty than households built between 1981 and 1990, they do have a higher median energy efficiency rating, and this difference is likely due to slight differences in median equivalised incomes (see Supplementary Table 7).

3.1.6 Main fuel type

Figure 3.9: Households that used electricity[38] 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.
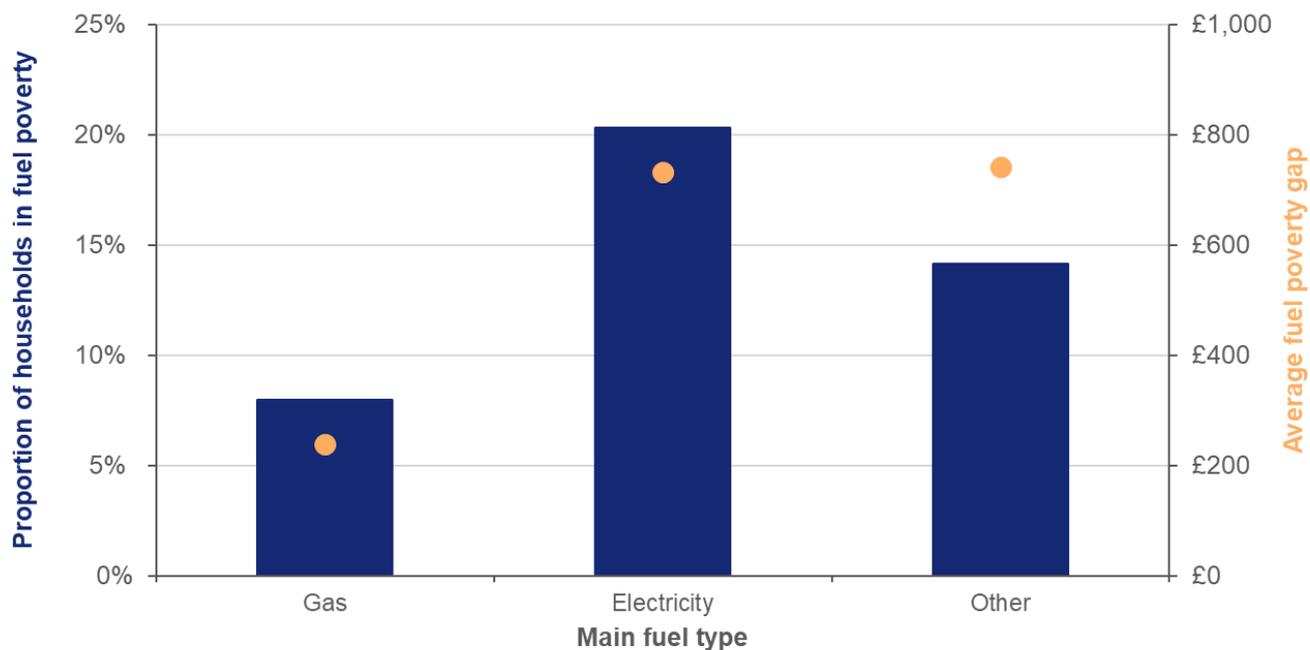
Households that used electricity as their main fuel for heating had the highest rate of fuel poverty (20.3%) and had a much larger fuel poverty gap (£732) than households that used gas as their main fuel, who had the lowest rate of fuel poverty (8.0%) and an average gap of £239. This was partly due to energy efficiency: households using electricity as their main fuel had a median energy efficiency rating of 64, while those using gas had a median rating of 71. Households using electricity as their main fuel also had higher median fuel costs (£2,610) compared to households using gas (£1,990). Additionally, households using electricity also had a lower median equivalised income (£28,100) compared to all households (£31,700), which contributed to the high rate of fuel poverty for these households.

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[38] A small number of electrically powered heat pumps are included in electric heating.

3.1.7 Region

Figure 3.10: In 2025, the West Midlands had the highest proportion of fuel poor households and the South West had the highest average gap.

Proportion of fuel poor households across England by region
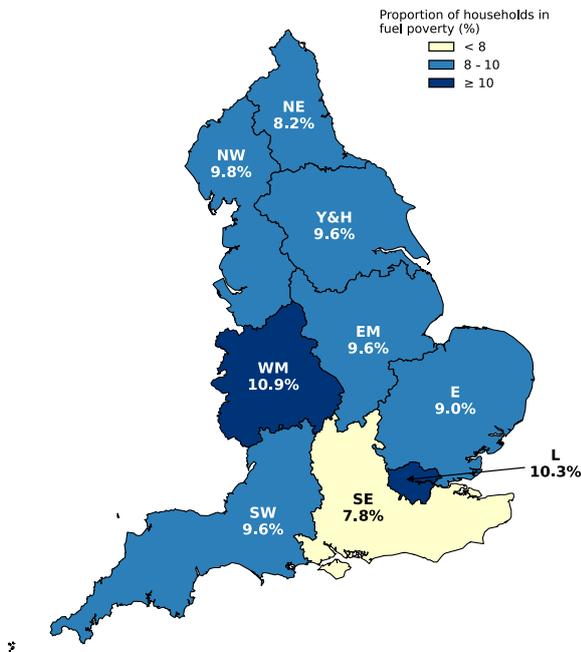
Average fuel poverty gap across England by region
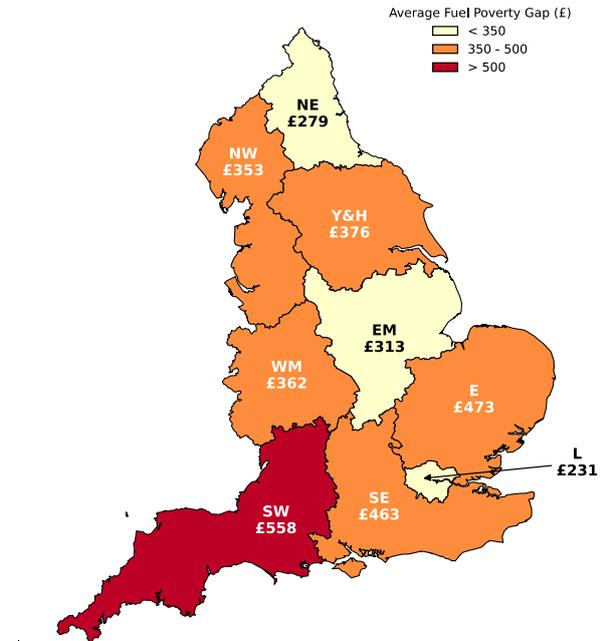
NE – North East, NW – North West, Y&H – Yorkshire and The Humber, EM – East Midlands, WM – West Midlands, E – East, L – London, SW – South West, SE – South East

The West Midlands had the highest rate of fuel poverty at 10.9%, compared to the lowest rate of 7.8% in the South East. Given there were similar median energy efficiency ratings between regions and similar median fuel costs between most regions, the lower median equivalised incomes seen in the West Midlands were likely a driver of the higher rates of fuel poverty seen there.

Compared to 2024, all regions saw a reduction in fuel poverty rate except for London which saw an increase from 9.6% to 10.3%. The increase for London was mainly driven by households who were projected to move into low income due to increases in housing costs. Yorkshire and the Humber has moved from having the second highest rate of fuel poverty in 2024 to being in the middle of the other regions. This decrease was driven equally by households moving out of low income and out of low energy efficiency.

The South West had the highest average fuel poverty gap of £558, compared to the national average gap of £379. This may be explained by the South West having the joint largest median floor area (88m^2, compared to the median for all households of 84m^2), and the second largest median fuel cost (£2,090, compared to the median for all households of £2,030).

London had the lowest average fuel poverty gap (£231), despite having the second highest rate of fuel poverty. This could be explained by London having the smallest median fuel cost (£1,860), smallest median floor area (78m^2) and a higher FPEER rating of 71.

Figure 3.11: Northern regions and the Midlands had lower median incomes than southern regions, whilst fuel costs were lowest in London.

Household median equivalised fuel costs across England by region

Median fuel costs (£)
- < 2,000
- 2,000 - 2,050
- > 2,050
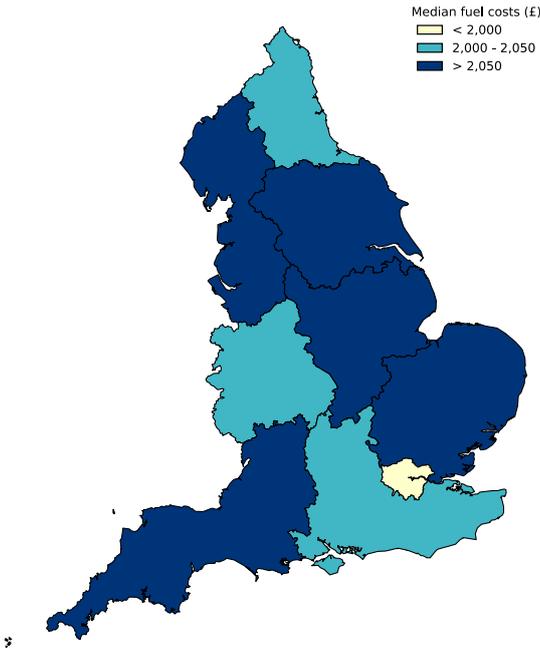
Household median equivalised AHC income across England by region

Median AHC Income (£)
- < 30,000
- 30,000 - 32,000
- > 32,000
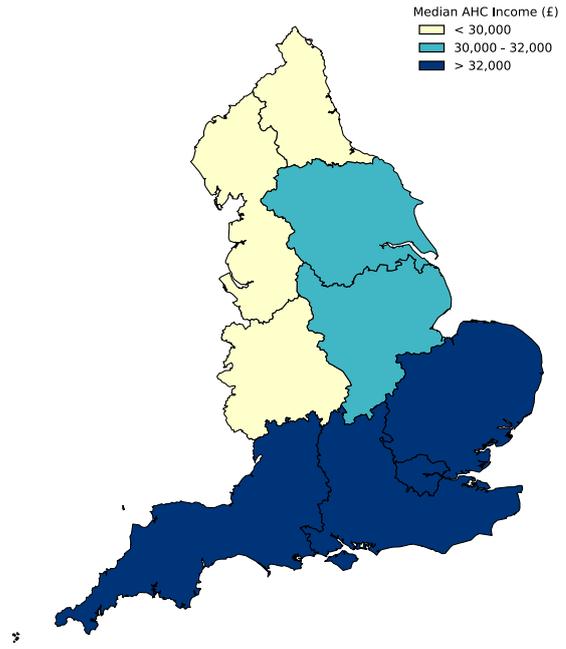
Household median energy efficiency rating across England by region

Median FPEER
- 70
- 71
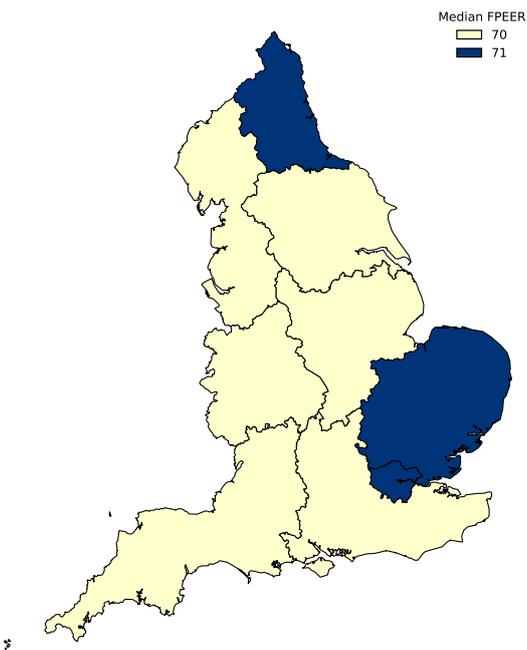
Household median floor area across England by region

Median Floor Area (m²)
- < 83
- 83 - 87
- > 87
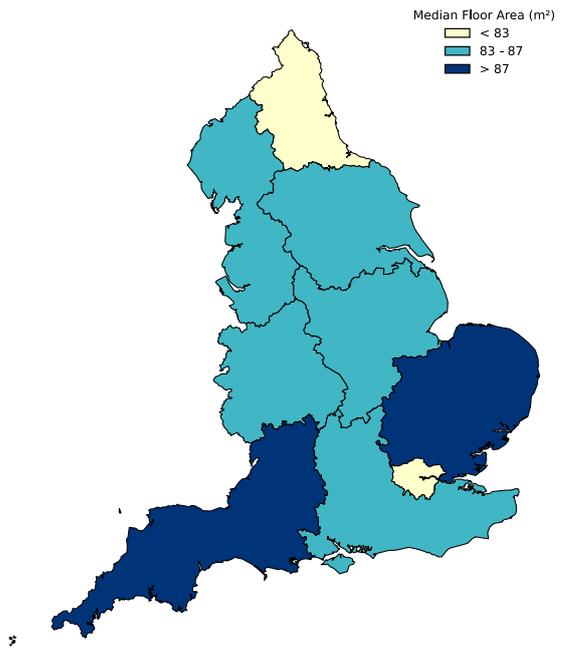
3.1.8 Rurality and gas grid connection

Figure 3.12: Households living in rural areas had a higher rate of fuel poverty and a much larger average gap.
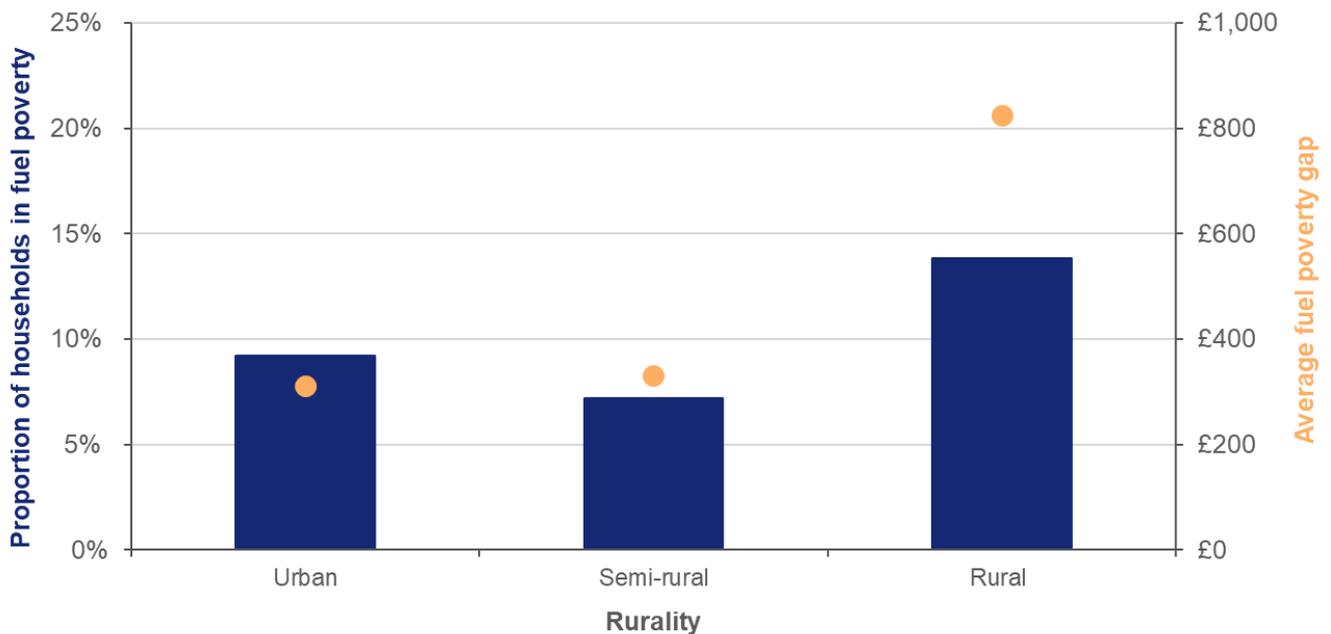
Households living in rural areas had the highest fuel poverty rate of 13.8% and the largest average fuel poverty gap at £824. Households in semi-rural areas had the lowest fuel poverty rate of 7.2%, and urban areas had a slightly higher fuel poverty rate of 9.2%.

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 122m^2, compared to an overall median of 84m^2. This combination of low energy efficiency and large floor area contributed to a very high median fuel cost of £2,630 in rural areas, driving the large average gap and higher fuel poverty rate.

Figure 3.13: Households off the gas grid were over twice as likely to be fuel poor than households on the gas grid and had an average gap nearly three times as large.
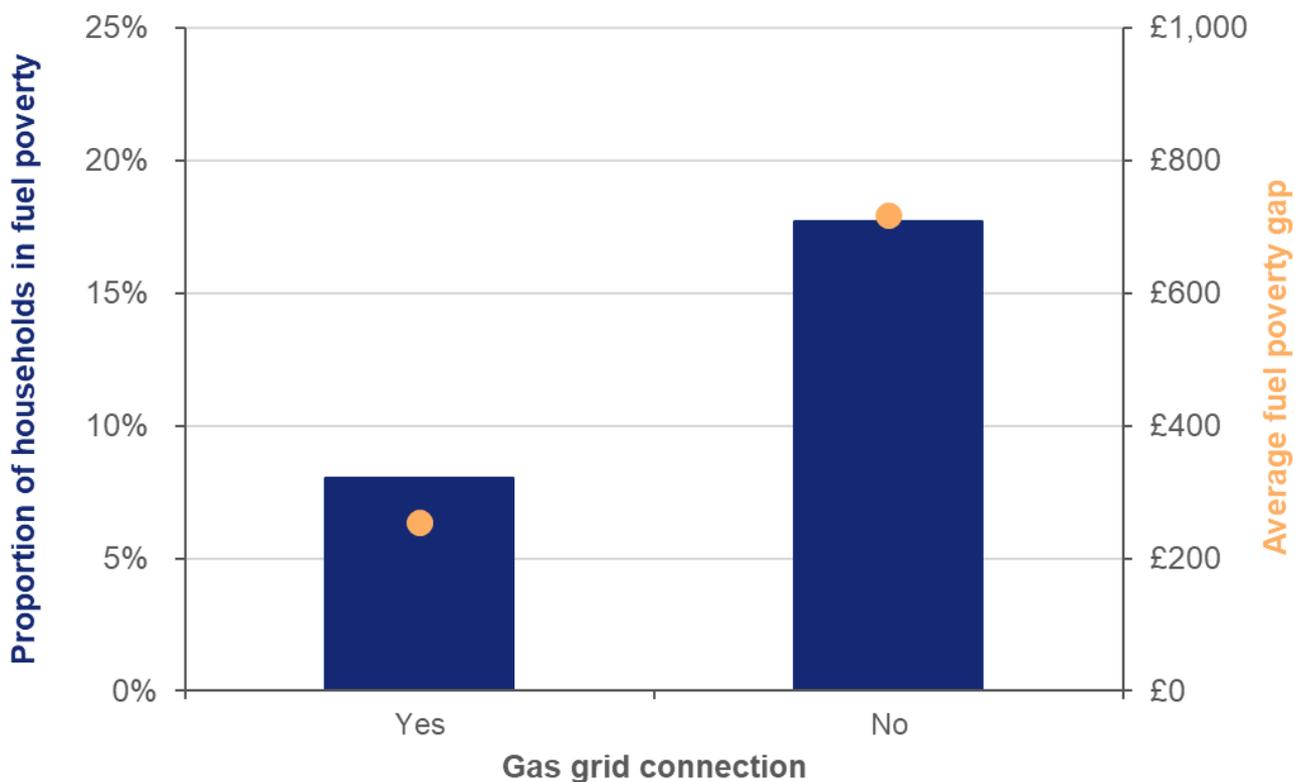
Of households living in properties off the gas grid, 17.7% were fuel poor, compared to 8.0% of households living in properties on the gas grid. These compare with 21.7% and 16.7% respectively in 2014, showing that the rate of fuel poverty has decreased more for households connected to the gas grid. 64.7% of homes on the gas grid were FPEER band A-C in 2025, compared with 36.0% of homes off the gas grid. The average fuel poverty gap for households off the gas grid (£717) was nearly three times as large as the gap for households on the gas grid (£255).

3.2 Household characteristics

3.2.1 Tenure

The differences across tenures in both the fuel poverty rate and average fuel poverty 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.
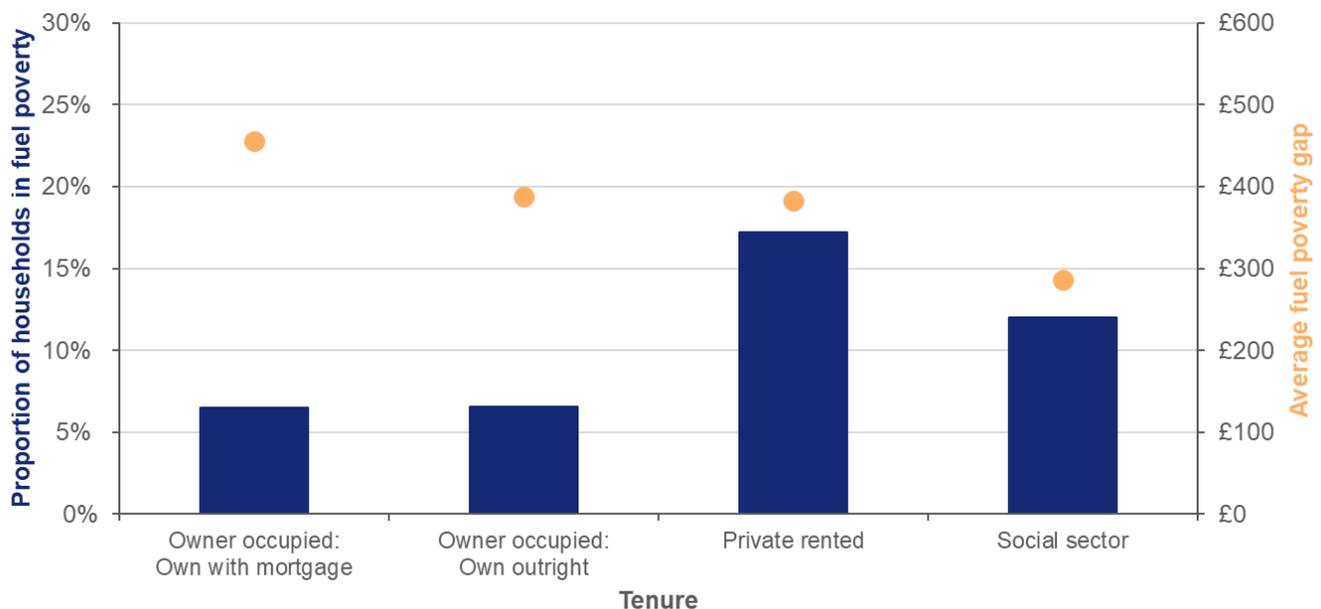
The highest rate of fuel poverty was in the private rented sector at 17.2%. Owner occupiers had the lowest rate of fuel poverty. Owner occupiers with a mortgage were approximately equally likely to be fuel poor (6.5%) as those who owned their home outright (6.6%).

Owner-occupied households (both with a mortgage and owned outright) had lower levels of fuel poverty because of their much higher median equivalised income (£38,300) compared to private renters (£24,500) and those living in social housing (£18,900). Even though the median equivalised income was higher for private renters than for social housing, private renters had a higher rate of fuel poverty, likely driven by their lower median energy efficiency rating and larger median floor area and fuel costs (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.
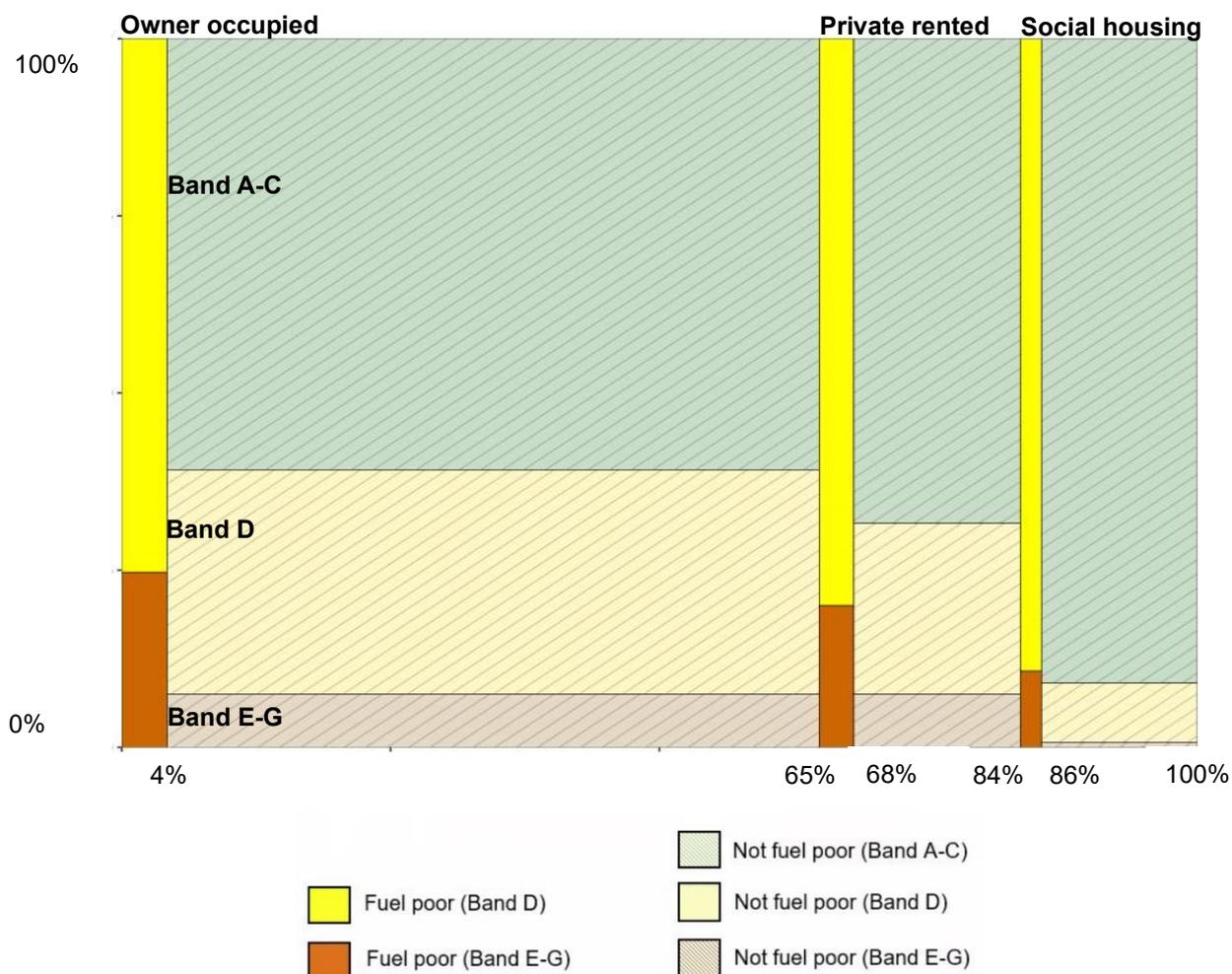
Area is equivalent to the proportion of households in that group.

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 80.0% of homes were band A-C in 2025. Of households with band D-G rating in this tenure, 59.9% were fuel poor. The median equivalised income of households living in social housing was 22.7% lower than for private rented households, but the higher levels of energy efficiency in social housing have contributed to driving down the rate of fuel poverty from 23.4% in 2017 to 12.0% in 2025.

In the private rented sector, the proportion of band A-C homes increased from 29.3% in 2017 to 56.6% in 2025. Although fuel poverty levels have also decreased for the private rented sector, the 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, 44.9% of fuel poor households were owner occupied, 34.1% were privately rented, and 20.9% lived in social housing. In comparison, 64.9% of all households were owner occupied, 18.7% were privately rented, and 16.4% 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.
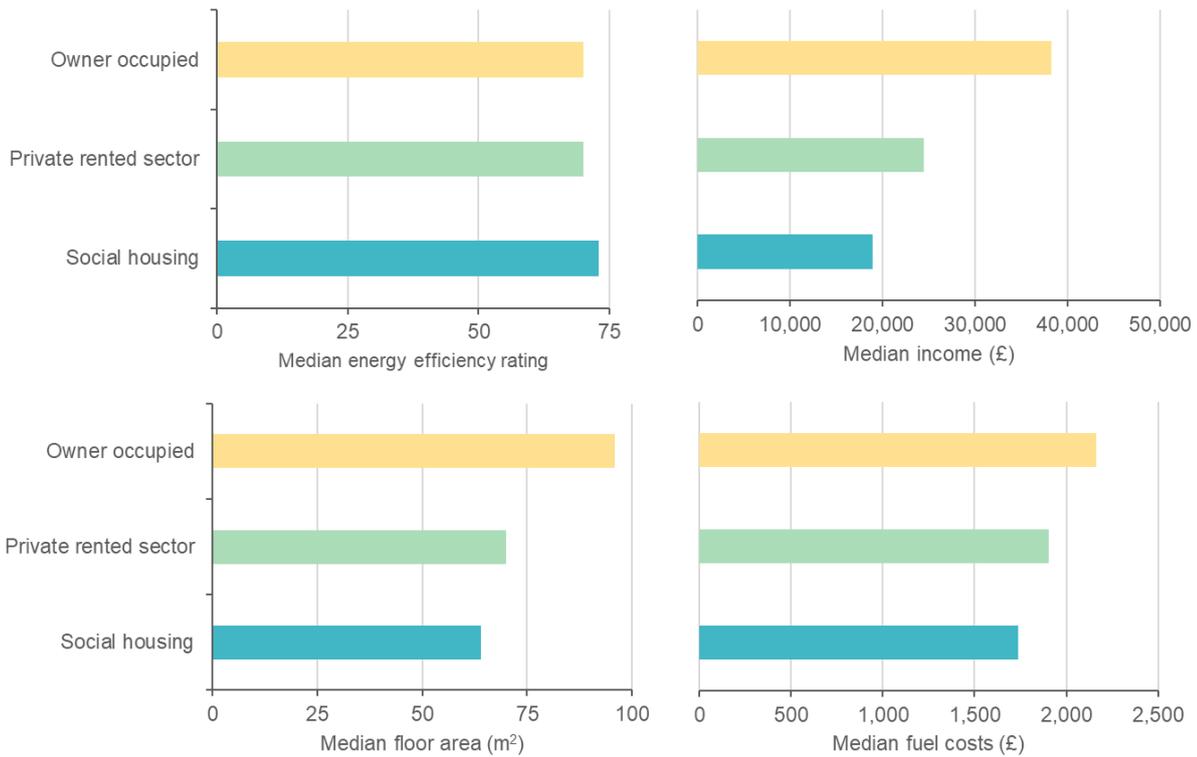
Owner occupied and privately rented properties had lower median energy efficiency ratings, which resulted in higher energy costs and a higher average fuel poverty gap. The median equivalised income of owner occupiers was substantially larger than that of private renters and social renters, leading to a lower rate of fuel poverty within this sector.

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.
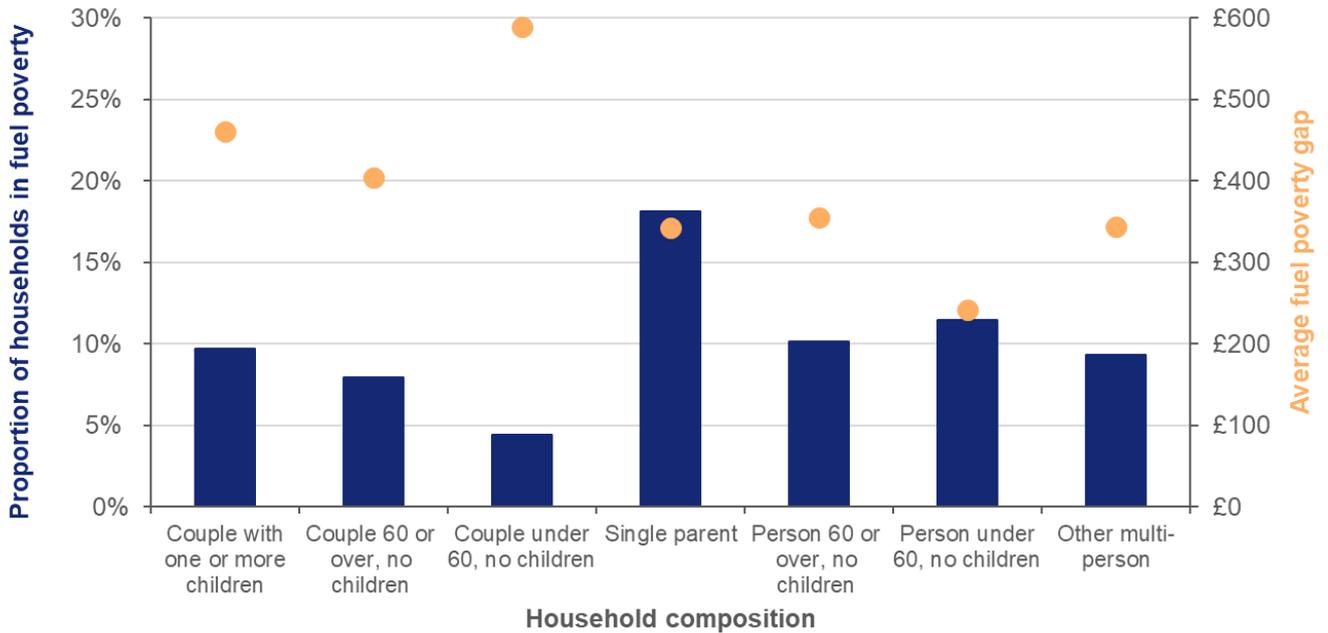
Single parent households have consistently had the highest proportion of households in fuel poverty (see Trends Table 11). In 2025, 18.1% of single parent households were in fuel poverty, likely due to their considerably lower median equivalised income (see figure 3.18). However, their average fuel poverty gap (£343) was below average, largely due to their high median energy efficiency ratings, small median floor area, and smaller median fuel costs.

Couples under 60 with no dependent children had the lowest rate of fuel poverty (4.4%) but the highest average gap (£589). This low rate of fuel poverty was likely due to the high median equivalised income (£43,300) of this group.

Figure 3.18: Single parent households had considerably lower median equivalised incomes than average.
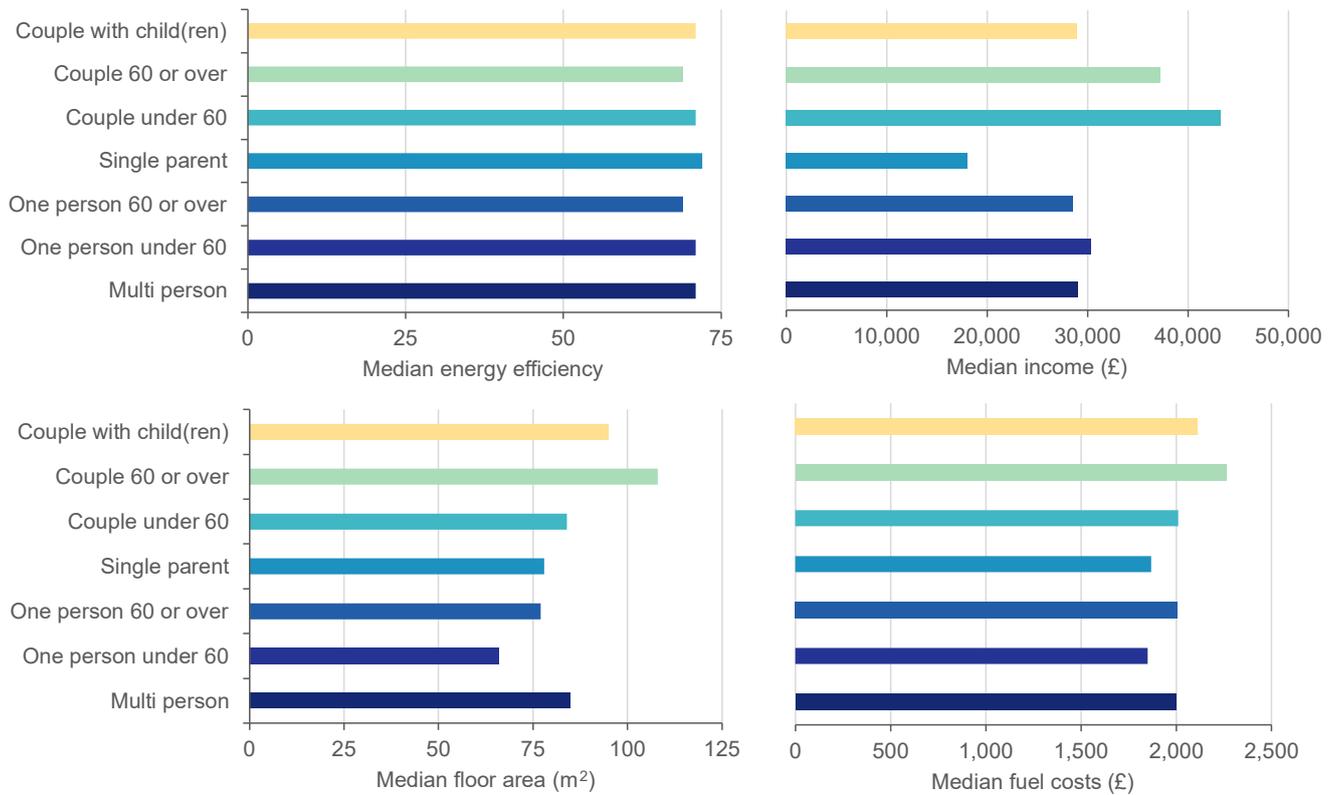
In 2025, 34.9% of all fuel poor households had one or more dependent children (825,000 households). This was 12.1% of all households with children.

3.2.3 Ethnicity

Households are classified based on the ethnicity of the household reference person (HRP)[39,40]. 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 / Norther 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 an HRP (household reference person) belonging to the Other ethnicity group had the highest rate of fuel poverty, while households with a White HRP had the highest average gap.
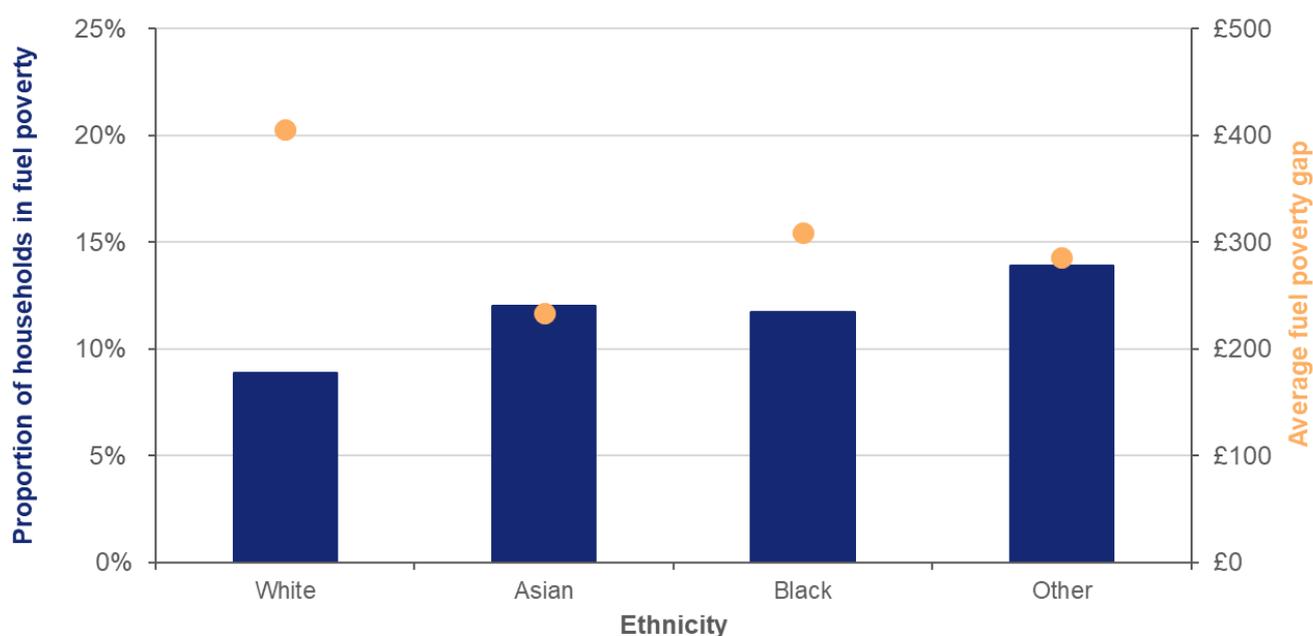
Households with an HRP (household reference person) belonging to the Other ethnicity group had the highest rate of fuel poverty at 13.9%, compared to 12.0% for households with an Asian HRP, 11.8% for households with a Black HRP, and 8.9% for households with a White HRP. These differences in fuel poverty rates may be partially explained by differences in median equivalised income, which was higher for households with a White HRP (£33,100) than for households with an HRP belonging to the Other ethnicity group (£25,900) (see Supplementary Table 16).

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[39] 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.
[40] Ethnicity was known for 99.8% of households.

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 2025 fuel poverty results later in 2026.

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.
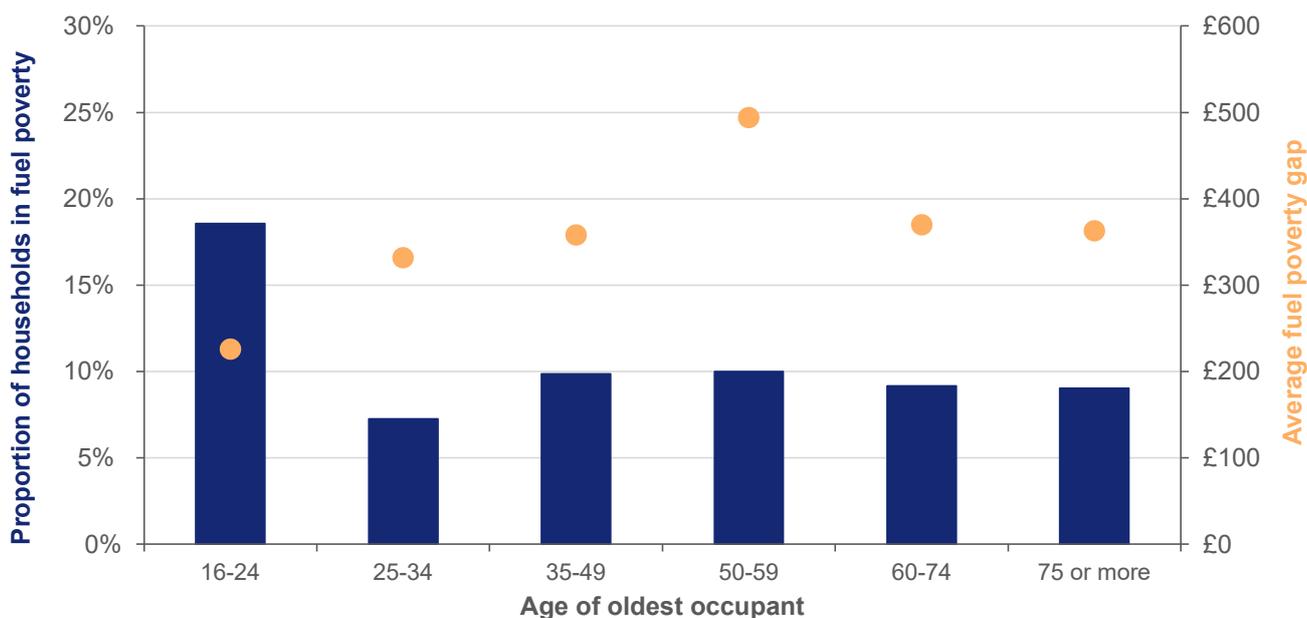
18.6% of households where the oldest member was aged 16 to 24 years were fuel poor. This was likely to be a result of much lower median equivalised income for these households of £21,200 compared to £31,700 for all households (see Supplementary Table 15).

Figure 3.21: Households containing children were typically more likely to be in fuel poverty.
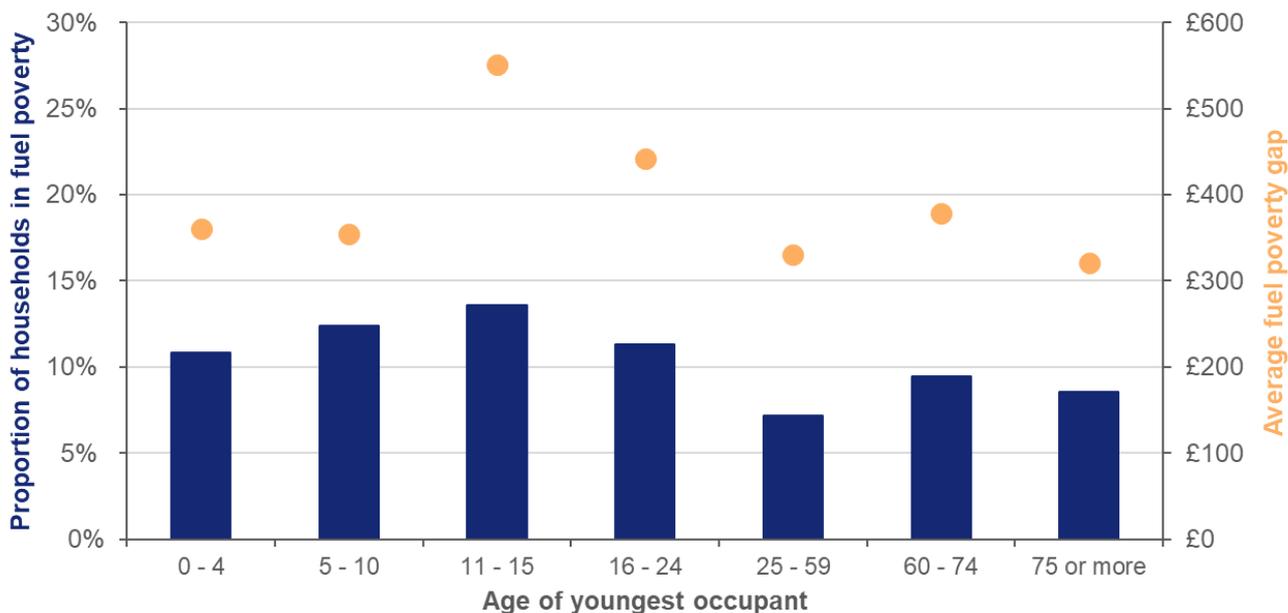
Households with children typically had higher rates of fuel poverty, which may be explained by these households having a lower than average median equivalised income (see Supplementary Table 14). Equivalised income reflects the number of people in the household who depend on the total household income. The lowest median equivalised income was £24,400 for households where the youngest person was aged 11-15, compared with the overall median equivalised income of £31,700.

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 second highest proportion of households in fuel poverty, while households with a HRP in full-time work had the lowest[41].
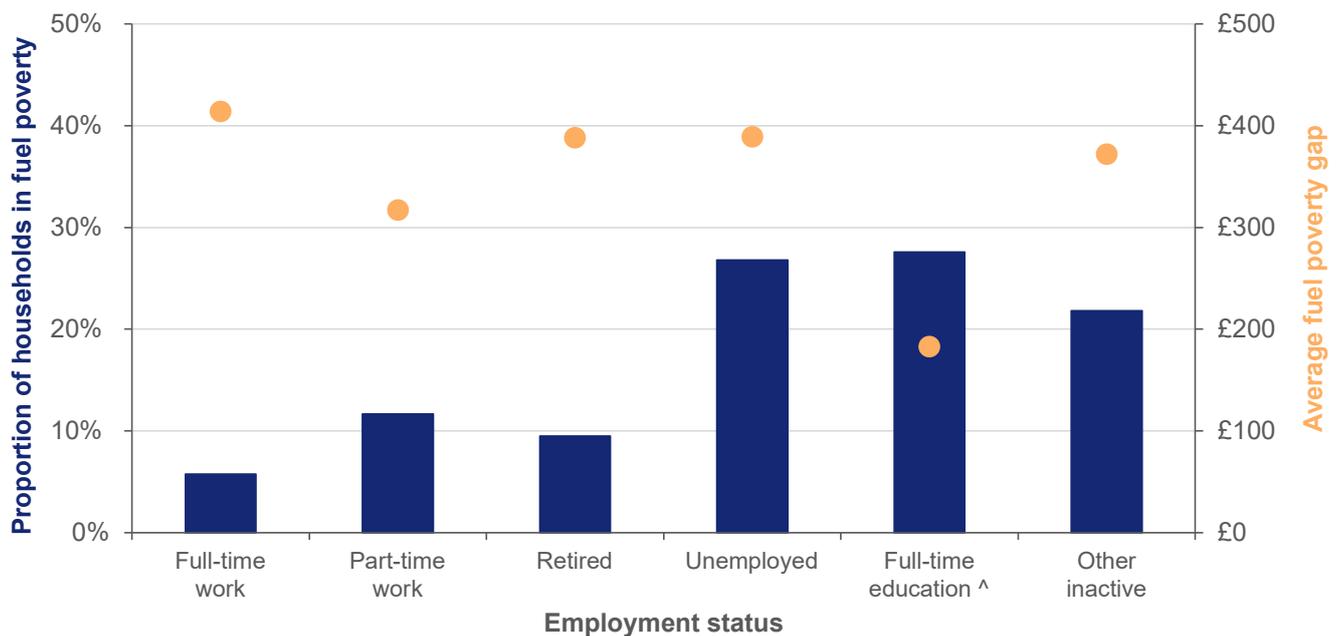
Households where the HRP was in full-time work or retired had the lowest rates of fuel poverty (5.7% and 9.5%, respectively), followed by households where the HRP was in part-time work (11.7%). Households where the HRP was unemployed had the second highest rate of fuel poverty (26.8%). Households where the HRP was in full-time education had the highest rate (27.6%), but due to the low sample size for fuel poor households in this category, inferences should not be made on this figure.

The average fuel poverty gap was fairly similar across most employment status categories, although households with a full-time employed HRP had a higher average gap (£414) than the national average (£379). Households with a part-time employed HRP had the lowest average gap (£317), excluding households where the HRP was in full-time education (as stated above, inferences should not be made for this category).

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[41] Figures for households in a category marked with ^ are based on a low sample count, so inferences should not be made on these figures.

Figure 3.23: Households where the HRP was in full-time education had the lowest median equivalised income.
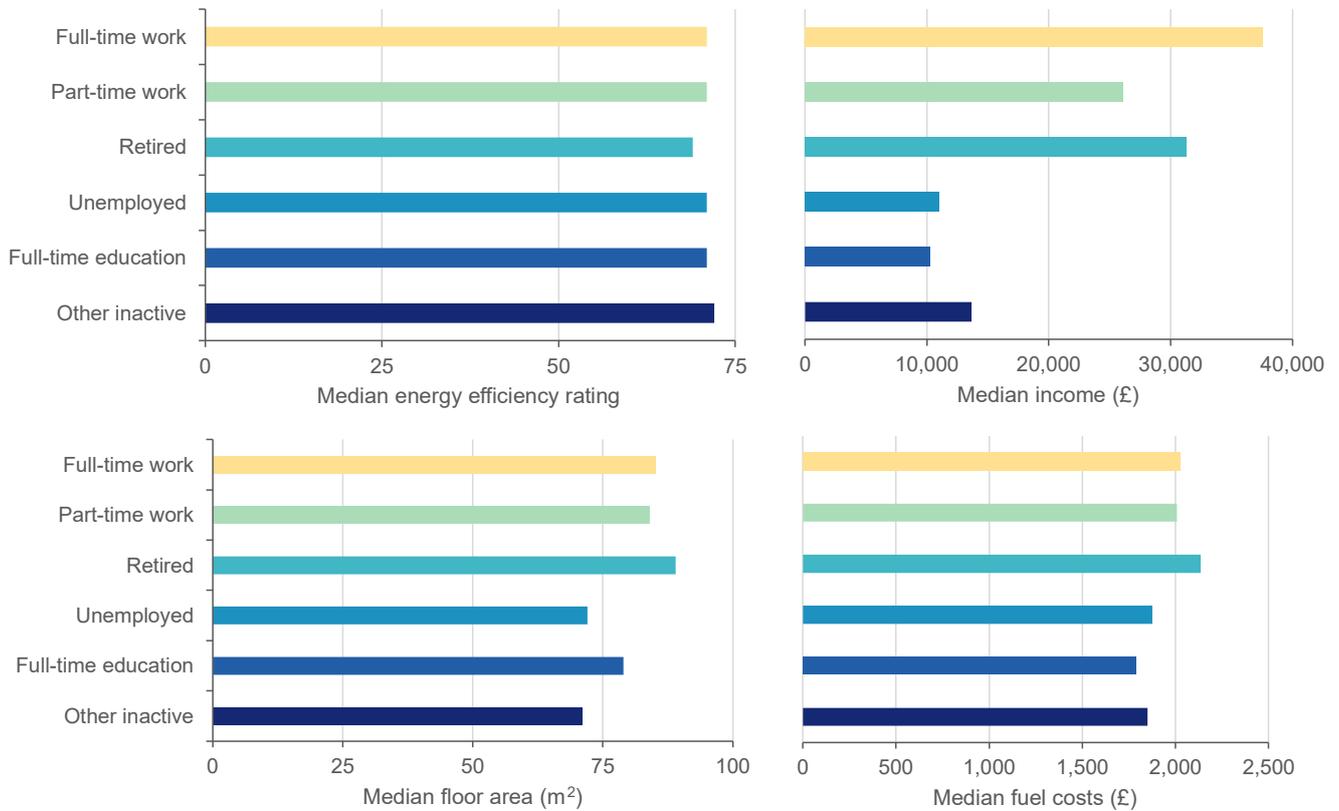
The difference in fuel poverty rates is likely due to large differences in median equivalised incomes, which were highest for households where the HRP was in full-time work (£37,600) or retired (£31,300), and lowest for households where the HRP was in full-time education (£10,200) or unemployed (£11,000).

3.3.2 Benefits

Overall, an estimated 57.6% of households in fuel poverty were modelled as 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[42]. 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 67.3% if disability benefits are included (see Detailed Table 34b).

Figure 3.24: Households in receipt of benefits (excluding disability benefits) were more than three times as likely to be in fuel poverty than households not in receipt of benefits.
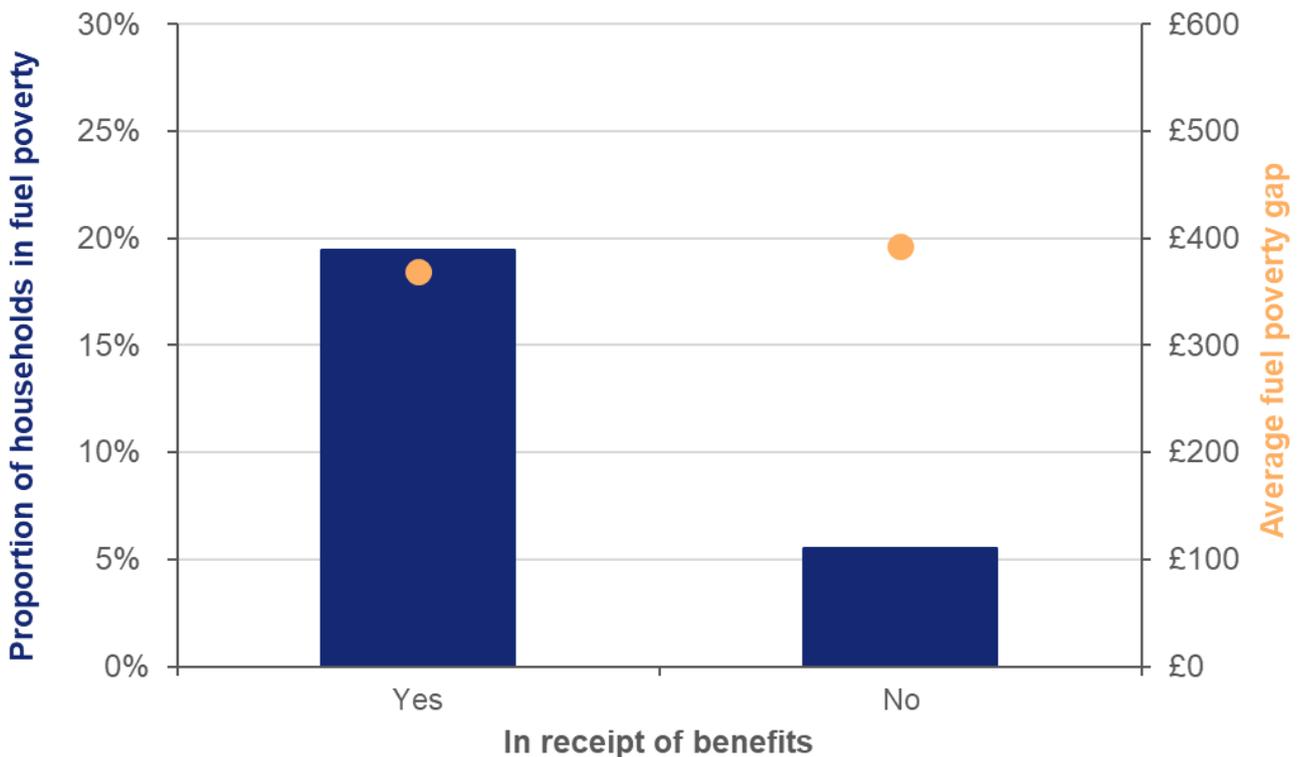
Figure 3.25: Households in receipt of benefits (excluding disability benefits) had much lower incomes than other households but also higher energy efficiency ratings and smaller floor areas, contributing to lower median fuel costs than for other households.
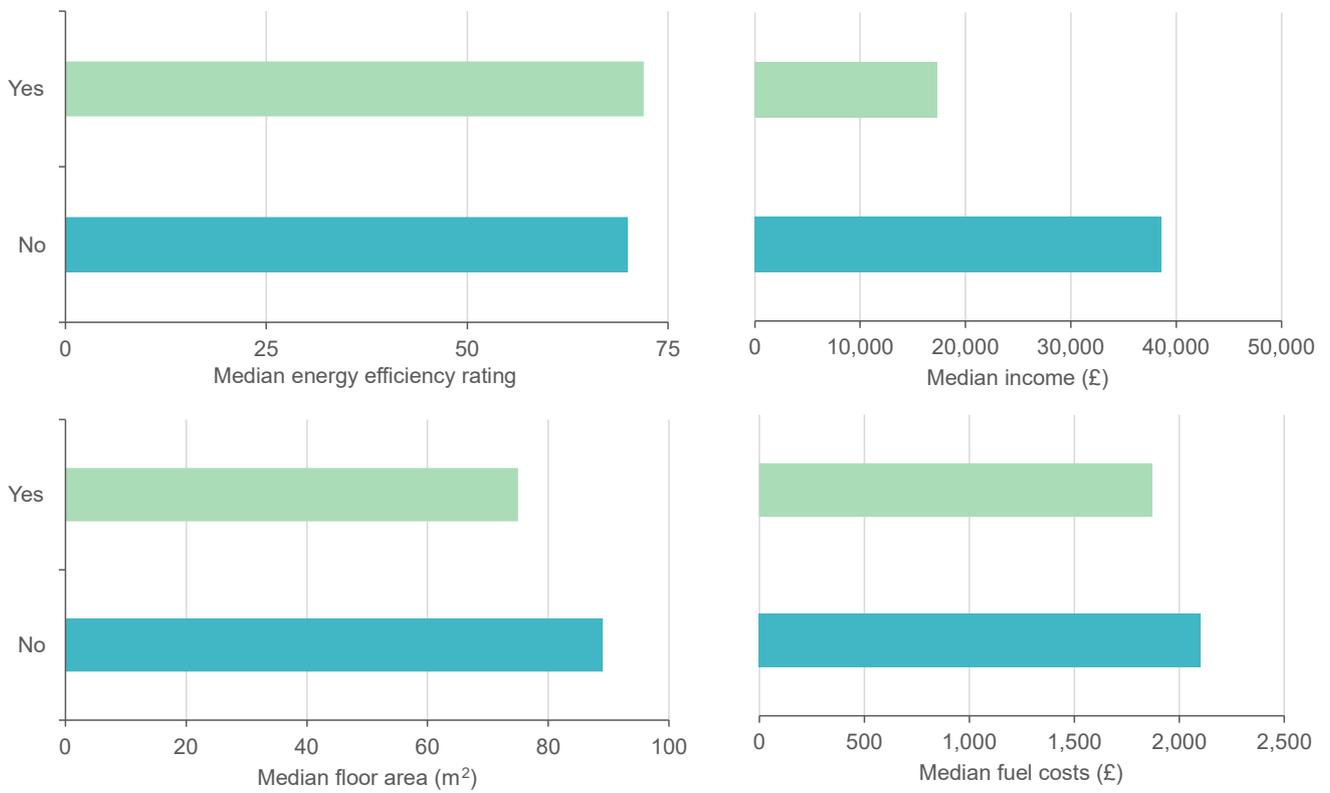
3.4 Fuel payment type

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 and households that paid by standard credit had the highest average fuel poverty gap.
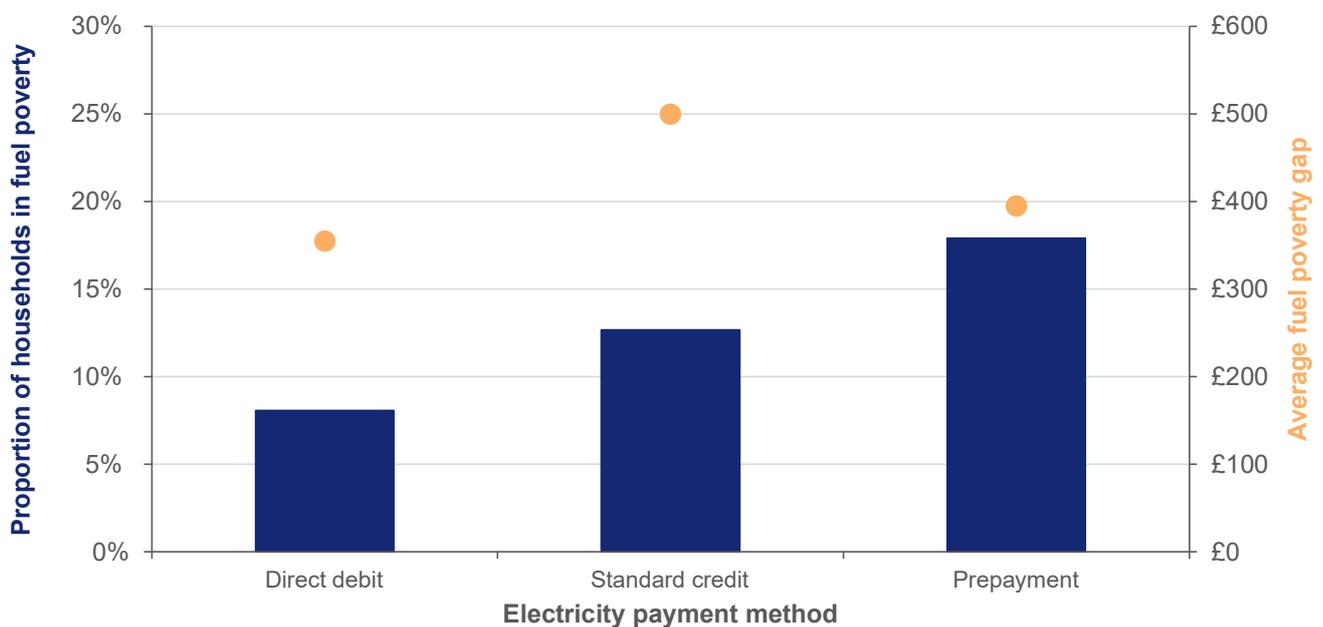
The fuel poverty rate among households that used a pre-payment electricity meter was 17.9%, compared with 12.7% for standard credit and 8.1% for direct debit. Households with pre-payment electricity meters had the lowest median income of £19,100, driving higher levels of fuel poverty. However, households with pre-payment electricity meters had an average fuel poverty gap of £395, which is lower than the average fuel poverty gap for households who paid by standard credit. This is explained by households with pre-payment electricity meters having a smaller median floor area of 70m^2 and higher median energy efficiency rating of 71, contributing to lower than average fuel costs (£1,800).

Figure 3.27: Households that paid for electricity by pre-payment meter tended to live in smaller properties, have lower than average median fuel costs, and have a much lower median income.
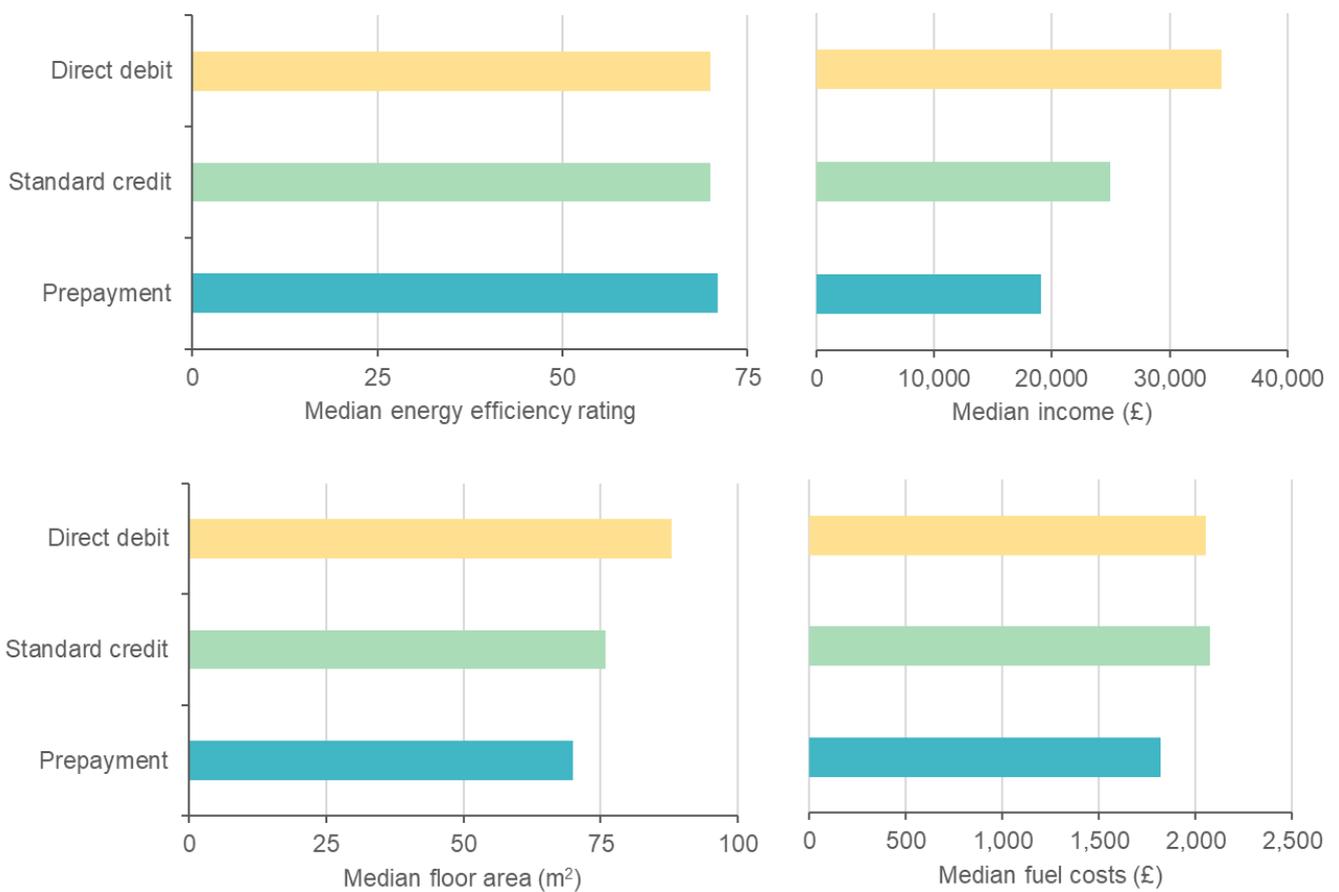
The proportion of households in fuel poverty and the average gap followed a similar pattern for a household's gas method of payment as it did for electricity method of payment (see Detailed Table 32).

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, as set out in Annex H.

Chapter 4: Fuel Poverty Projections for 2026

4.1 Projected headline figures, 2024 to 2026

Table 4.1: Projected headline figures, 2024 to 2026[43]

Headline figures	2024 Final Estimates	2025 Provisional Estimates	2026 Projections
Number of households in fuel poverty (millions)	2.47	2.36	2.13
Proportion of households in fuel poverty (%)	9.9	9.4	8.4
Aggregate fuel poverty gap (£ millions)	941	896	812
Average fuel poverty gap (£)	381	379	381

Note that the figures based on our fuel poverty projections model should be interpreted as indicative projections, not precise point estimates. In particular, all estimates for 2026 are based on projections of energy prices from early 2026 and pre-date any impacts of the conflict in the Middle East.

As the 2025 figures were explored in Chapters 2 and 3, this chapter focusses on the projections for 2026. The 2025 provisional estimates (see Chapter 2) are less uncertain than the 2026 projections since they are based more on observed changes to energy efficiency installations, income changes and announced energy prices. The 2026 projections presented in this chapter are based on assumptions of economic factors and announced government policies (compiled in January 2026) relating to the key fuel poverty drivers between 2025 and 2026. The methodology handbook sets out the assumptions and methods in more detail.[44]

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[43] The fuel poverty gap figures are adjusted to 2025 prices.
[44] See Chapter 7 of the methodology handbook for further details.

Figure 4.1: The proportion of households in fuel poverty is projected to decrease to 8.4% in 2026.
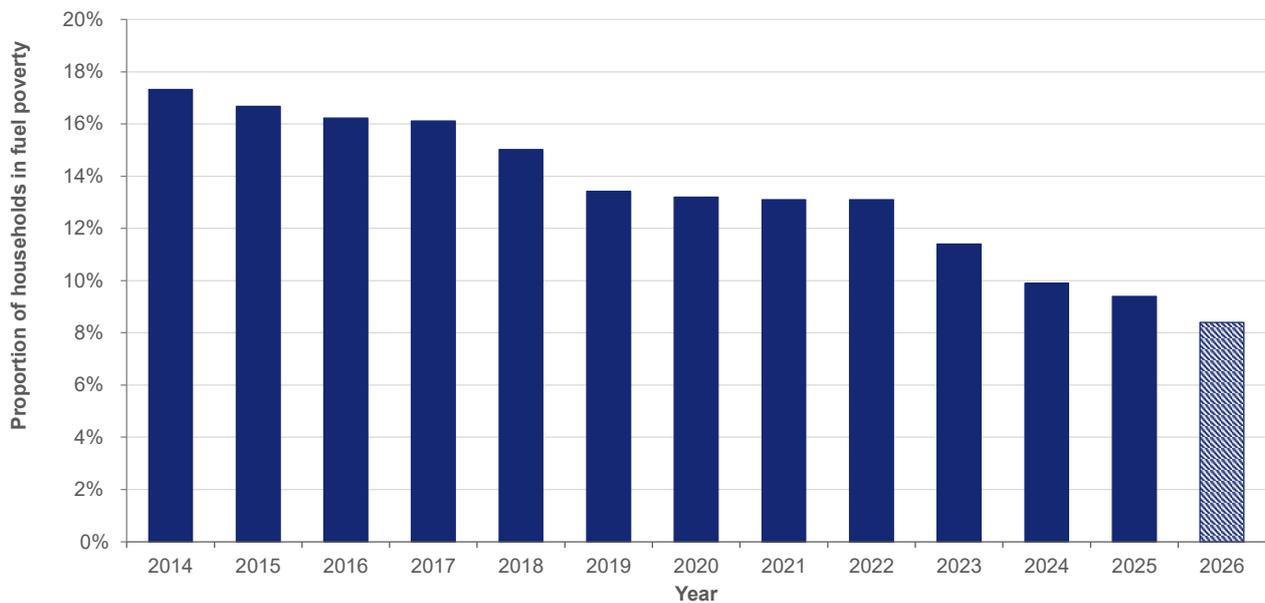
Figure 4.1 shows the proportion of households in fuel poverty fell steadily between 2014 and 2019, from 17.3% to 13.4%. It remained fairly consistent between 2019 and 2022, before decreasing in 2023 and 2024 at a similar rate to the change between 2018 and 2019. The proportion of fuel poor households decreased more slowly in 2025 to 9.4% and is projected to fall a further 1.0 percentage points to 8.4% in 2026. This is a record low, using the LILLE metric.

The average fuel poverty gap for England in 2026 (the reduction in fuel costs needed for a household to not be in fuel poverty) is projected to be £381 (in 2025 prices), which is little change in real terms since 2025 (£379). 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 2026 is projected to remain virtually unchanged at £381 (real 2025 prices) if projected fuel poverty modelled energy costs decrease for a third year.
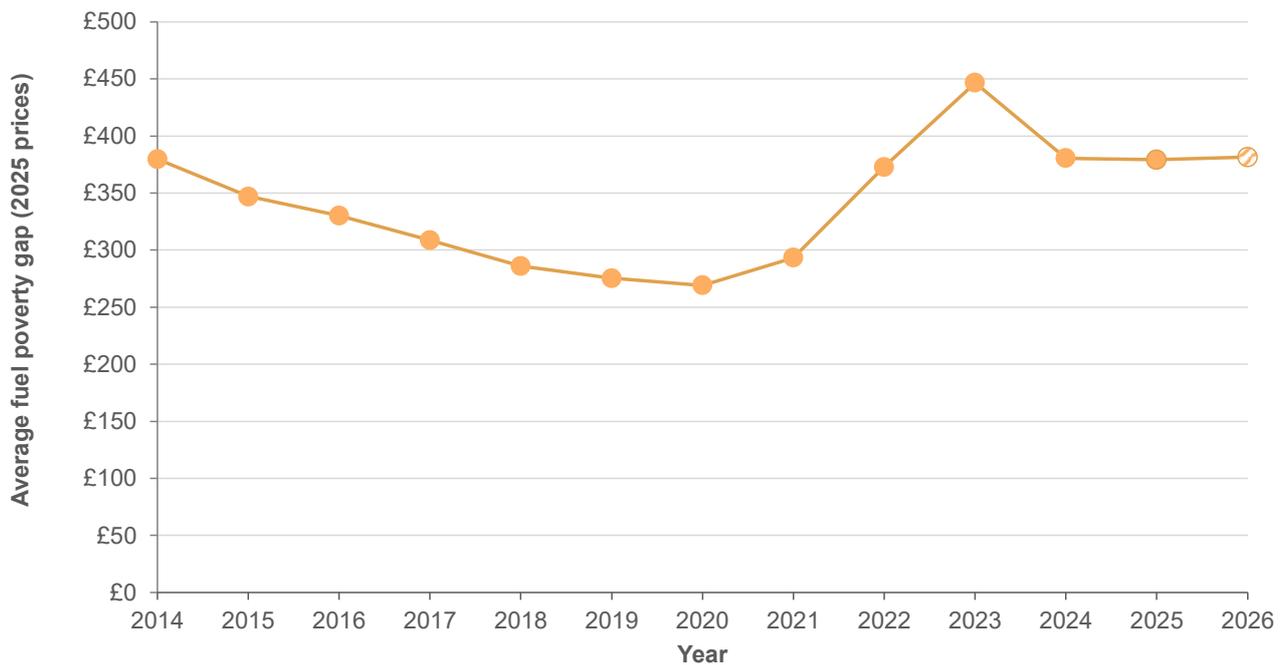
The aggregate fuel poverty gap for England is projected to be £812 million in 2026 (in 2025 prices), a decrease of 9% in real terms since 2025 (£896 million). This reflects the decrease in fuel poverty rates between 2025 and 2026, as energy efficiency improvements, increased incomes, and decreased energy prices drive this reduction in aggregate gap.

Affordability estimates have also been made for the 2026 projections using the 10% metric and the new measure of median required energy costs as a proportion of (after housing costs) household income. 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, 2025 to 2026

The key drivers will be assessed in turn, to explore their effect on the projections. The figures for 2024 in this report are based on the latest English Housing Survey data. The 2025 provisional estimates (see Chapter 2) are less uncertain than the 2026 projection since they are based more on observed changes to energy efficiency installations, income changes and announced energy prices.

The 2026 projections presented in this chapter are based on assumptions of economic factors and government policies relating to the key fuel poverty drivers between 2025 and 2026. These assumptions were compiled in January 2026 and only include policies that were already in place or announced at this time, and economic conditions as reflected in Office for Budget Responsibility estimates following the 26th November 2025 Budget. Policies subject to further consultation have not been included.

Higher relative 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** – Improvements in energy efficiency are expected to bring more low income households up to FPEER band C which will remove them from fuel poverty. This energy efficiency progress, combined with an increase in the number of households receiving Warm Home Discount as the scheme expanded from winter 2025/26, is projected to reduce fuel poverty by around 167,000 households between 2025 and 2026, if no other factors change.

- **Incomes –** Income changes increased household median income by 4.9% in cash terms. Overall, the net effect of income changes is projected to decrease fuel poverty by 58,000 households between 2025 and 2026, if no other factors change.

- **Housing costs –** The LILEE metric uses an after housing costs (AHC) measure of income, so increases in housing costs reduce the income available to meet fuel costs. Housing cost increases reduced median AHC income by 0.6% in cash terms. Housing cost increases are projected to increase fuel poverty by 4,000 households between 2025 and 2026, if no other factors change.

- **Energy prices** – 2026 energy price projections are comprised of combined prices for the 2025/26 and 2026/27 financial years. They are based on projections of energy prices from early 2026 and pre-date any impacts of the conflict in the Middle East. Between 2025 and 2026, based on early 2026 assumptions, it was projected that gas and electricity prices will reduce overall. The change in energy costs is projected to decrease fuel poverty by around 14,000 households between 2025 and 2026 if no other factors change.

To help users understand the impact of each of these drivers, a decomposition of the main changes for the 2025 to 2026 projections is shown in Figure 4.3.

Figure 4.3: Decomposition of changes in the number of fuel poor households from 2025 to 2026
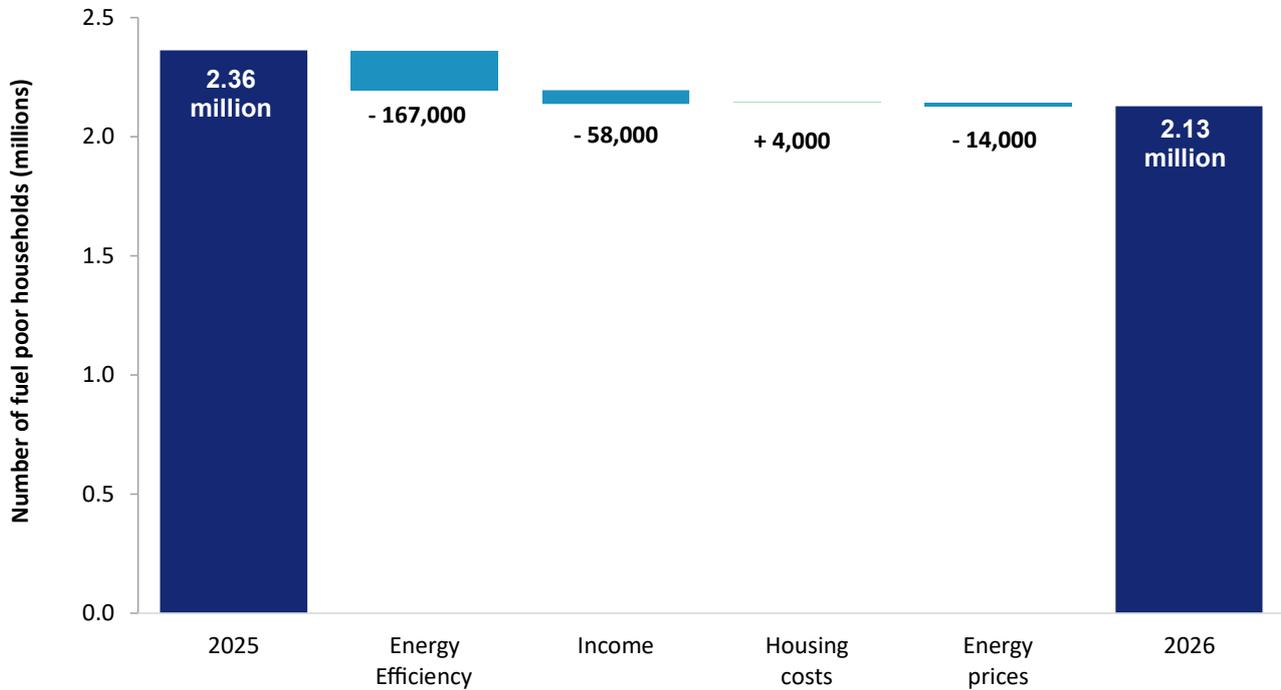
Figure 4.3 illustrates the decomposition of changes described above. The dark blue bars show the provisional estimate of the number of fuel poor households in 2025 and the projection of the number of fuel poor households in 2026. The mid-blue bars and light green bars represent the drivers that have worked to remove households from fuel poverty and to increase fuel poverty, respectively.

4.2.1 Energy efficiency

In recent years, fuel poverty has shown a declining trend driven in part 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)	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. ECO4, the fourth iteration of ECO. will end on 31 December 2026.	The latest iteration of ECO (ECO4) takes a fabric first multiple measure whole-house retrofit approach with the aim to encourage the installation of measures such as insulation, district heating connections and renewables (such as solar PV), as well as upgrading inefficient heating systems.
Social Housing Decarbonisation Fund (SHDF)	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. This publication also includes the Warm Homes: Social Housing Fund, which has been allocated £1.29 billion for delivery between 2025 and 2028.	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.
Local Authority Delivery (LAD) and Home Upgrade Grant (HUG) schemes	LAD and HUG awarded funding to Local Authorities to help them upgrade energy	These schemes focused on upgrading the worst insulated owner occupier

(Phase 1, Phase 2)	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) 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 allocated up to £630m of funding for delivery between September 2023 and March 2025.	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 supported low-income households heated by mains gas and HUG supported low-income households off the gas grid.
Warm Homes: Local Grant (WH:LG)	£15 billion has been committed to the Warm Homes Plan, with £4.4 billion committed to Low-income homes grants. Of this, £0.5 billion has been allocated to the WH:LG to be delivered from April 2025 to March 2028.	This is a government-funded scheme delivered by Local Authorities that provides grants for energy performance upgrades and low carbon heating to low-income households living in the worst quality, privately owned homes in England to achieve energy bill savings and carbon savings. These upgrades are open to all fuel types, including on-gas-grid households (those heated by mains gas), and off-gas-grid households (those heated by electricity, oil, coal, or liquid petroleum gas).
Great British Insulation Scheme (GBIS)	The Great British Insulation Scheme is a government	Although eligibility for particular measure types

	energy efficiency scheme that is administered by Ofgem. It is designed to deliver improvements to the least energy-efficient homes in Great Britain. 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. The scheme ends on 31st March 2026.	can vary depending on a household's tenure, starting SAP band and Council Tax band, both the general and low-income groups can under certain circumstances be eligible for the following insulation measures: • cavity wall (including party wall) • loft • solid wall • pitched roof • flat roof • under-floor • solid floor • park home • room-in-roof Following the government consultation on mid-scheme changes to ECO4 and GBIS, it is now permitted for two of the following types of insulation measures to be installed in a household under GBIS under certain circumstances: cavity wall, loft, underfloor, solid floor and pitched roof insulation. In some cases, secondary measures, such as room thermostats and thermostatic radiator valves, will be available for households in the low-income group. To these has been added Smart Thermostat as an outcome of the mid-scheme changes to ECO4 and GBIS.
Boiler Upgrade Scheme (BUS)	The BUS provides grants to property owners in England and Wales towards the upfront costs of replacing a fossil fuel	• Air-to-water heat pumps • Ground source heat pumps

	heating system with eligible clean heat technologies. BUS currently offers grants of £7,500 for air-to-water heat pumps and £5,000 for biomass boilers. The scheme was launched in April 2022 with funding to 2025, but the scheme has subsequently been extended until 2030.	• Shared ground loop ground source heat pumps • In certain circumstances, biomass boilers are also eligible
Microgeneration Certification Scheme (MCS)	The Microgeneration Certification Scheme (MCS) certifies, quality assures and provides consumer protection for microgeneration installations and installers.	The MCS consists of small scale renewable electricity technologies such as solar PV, biomass, wind, batteries, heat pumps and heat products.
Warm Home Discount (WHD)	An annual rebate for electricity bills for low income and vulnerable households. For the purposes of fuel poverty modelling this provides an uplift to the FPEER rating.	£150 rebate off electricity bills in each year. Eligibility for the scheme expanded from winter 2025/26. See Annex F for more information.

Our projections this year include some minor improvements to methodology to better predict energy efficiency improvements and allocate them to relevant households based on eligibility. As in previous years, all estimates are based on our best estimates of scheme delivery at the time of compiling the statistics. Therefore, any changes to current schemes are not included.

Our projections also include installations of condensing boilers (including condensing-combination boilers) outside of government schemes, due to replacements. Around 325,000 additional condensing boilers (excluding new builds) are expected to be added to the stock of homes between 2025 and 2026. 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 and 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 income[45] (after income tax and National Insurance contributions) are categorised as follows:
- Earnings
- Savings
- Benefits
- Other
- Winter Fuel Payments

Income growth is projected across the income distribution with the median income increasing by 2.0% between 2025 and 2026 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. Overall, the impact of income changes is projected to decrease the number of fuel poor households by 58,000 households in 2026.

The income projections account for the ending of the two-child limit on Universal Credit from April 2026 onwards. This change does not materially affect projected fuel poverty rates in 2026 because only a fraction of families will be fully exposed to the two-child limit during this time, due to the policy's phased introduction since 2017 whereby many households remain under transitional protection. As a result, the immediate income impact in 2026 is limited, with the full poverty effects expected to build gradually over subsequent years. The projected proportion of fuel poor households remains at 8.4% if no changes are modelled to the two-child limit. See [Annex B](#) for further information on this change.

Housing costs are projected to continue to rise in 2026. Comparing 2025 and 2026, median social rents and private rents are projected to increase by around 4%, whilst median mortgage costs are projected to increase by 3%. Just under half (47%) 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 mortgages 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 3% higher in 2026 than 2025 but with significant variation depending on if a household's fixed rate deal comes to an end. Note that these projections are based on data available in early 2026 and pre-date any impacts of the conflict in the Middle East

Overall, housing costs are projected to have little impact on the number of fuel poor households since housing costs move at a similar rate across the income distribution.

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

4.2.3 Energy prices

Table 4.4: Assumed annual domestic gas bills between 2025 and 2026 used for fuel poverty projections (real 2025 prices)

Gas method of payment	2025 (2024/25+2025/26) (£)	2026 (2025/26+2026/27) (£)	Percentage change 2025 - 2026 (%)
Prepayment	855	828	-3
Standard Credit	938	879	-6
Direct debit	869	793	-9
All payment types	**878**	**810**	**-8**

Table 4.5: Assumed annual domestic electricity bills between 2025 and 2026 used for fuel poverty projections (real 2025 prices)

Electricity method of payment	2025 (2024/25+2025/26) (£)	2026 (2025/26+2026/27) (£)	Percentage change 2025 - 2026 (%)
Prepayment	936	963	3
Standard Credit	1,021	1,014	-1
Direct debit	954	922	-3
All payment types	**963**	**942**	**-2**

Price assumptions for 2026/27 have been made based on forward market prices from January 2026 and are based on the consumption of a typical household. These are combined with prices consistent with the price caps announced to November 2025 covering up until the March 2026 cap, to make the combined 2026 estimate of prices. Based on these assumptions, gas bills are assumed to decrease by 8% across all payment types between 2025 and 2026, with the largest decrease being for direct debit customers. Over the same period, electricity bills are projected to show mixed changes by method of payment, with prepayment assumed to increase by 3%, standard credit assumed to decrease by 1% and direct debit assumed to decrease by 3%. Overall, for all payment types, electricity bills are assumed to decrease by 2%. The overall energy bill for a typical dual fuel household is assumed to fall by 5% in real terms in 2026.

Overall, the impact of energy price changes is assumed to decrease the number of fuel poor households by 14,000 in 2026.

Note that the price assumptions do not reflect changes related to the conflict in the Middle East, nor to government support for low income families who heat their homes with oil.

The price assumptions above reflect the Autumn 2025 budget energy bills package, which acts to take an average £150 of costs off people's energy bills from April 2026. Analysis shows that:

- The Autumn 2025 budget energy bills package is projected to reduce LILEE fuel poverty by 35,000 households in 2026. Without the package, the rate of fuel poverty would be 8.6%, rather than 8.4%.
- The energy bills package is projected to reduce the number of households who are required to spend more than 10% of their income (after housing costs) on domestic energy in 2026 by 686,000. Without the package, the proportion of households in this situation would be 29.2%, rather than 26.5%.
- The energy bills package is projected to reduce average (median) required energy costs as a proportion of (after housing costs) income in 2026 by 0.4 percentage points. Without the package, this average would be 6.6% for all households (rather than 6.3%) and 14.7% for low income households (rather than 14.1%).

Note that the 2026 energy price assumptions are a combination of prices for the 2025/26 and 2026/27 financial years. Therefore, 2026 in these statistics represents the period between April 2025 and March 2027. The Autumn 2025 budget energy bills package begins from April 2026, and therefore only affects prices for half of the 2026 period in these statistics. This is why the estimates of the impact of the budget energy bills package above differ from those previously included in the Fuel Poverty Strategy, where the impact of the budget energy bills package was considered over the entire 2024 period.

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[46,47] 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 effectively ended (i.e. no households would be measured as fuel poor) 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 2025 and 2026 of the share of low income households who would meet the band C target and band D milestone at this period.

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[46] Energy efficiency rating is measured using Fuel Poverty Energy Efficiency Rating (FPEER).
[47] Household energy efficiency ratings are banded from G (lowest) to A (highest).

Table 4.3: Projected headline figures, 2024-2026[3]

Fuel poverty target	2024 Final Estimates (%)	2025 Provisional Estimates (%)	2026 Projections (%)
Band D or above by 2025	92.8%	93.0%	93.3%
Band C or above by 2030	62.6%	65.2%	68.2%

Figure 4.4: An increase is projected for the number of low income households meeting both the band D and band C targets in 2026.
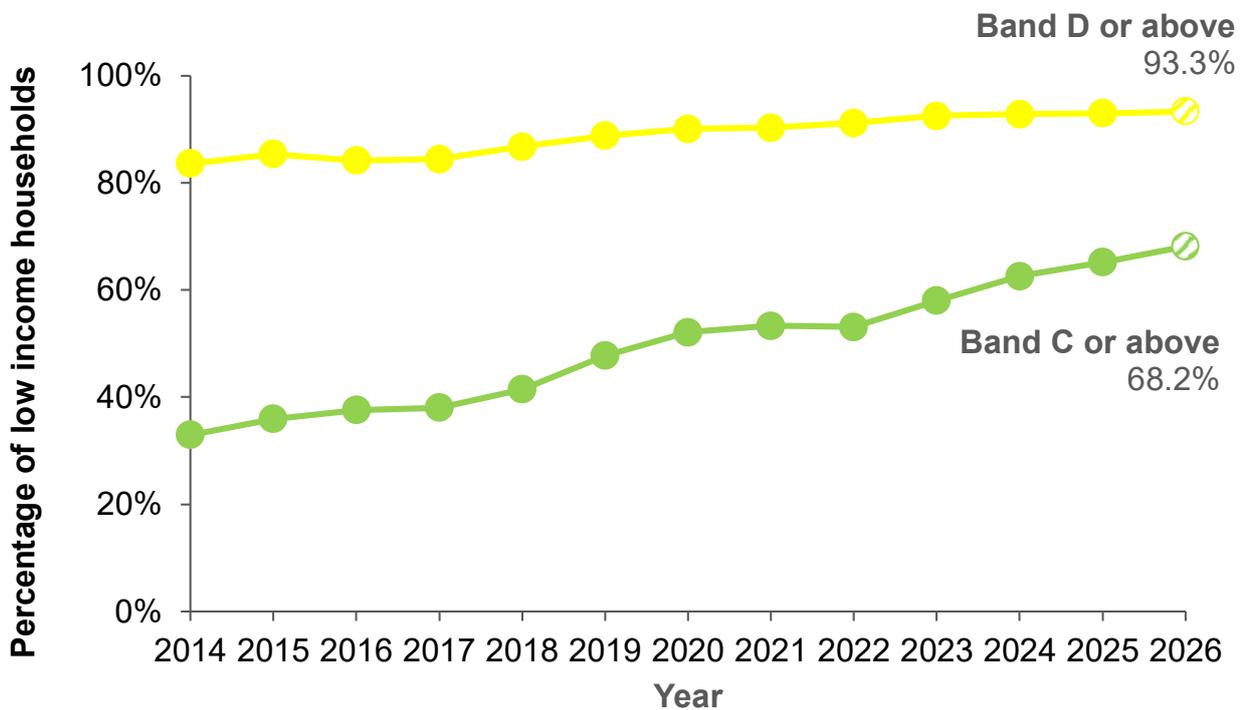
Progress towards the interim milestone and the 2030 target is projected for 2026, with 68.2% of low income households projected to be in FPEER bands A to C and 93.3% of low income households projected to be in bands A to D. This is a slight increase in the proportion of low income households that are projected to be in bands A to D compared to 2025 (93.0%). The projections also show 98.2% 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 2024 since those estimates are projections and will be subject to both sampling error and additional modelling uncertainty. This modelling uncertainty has not been quantified, but would be higher than the sampling uncertainty.

Figure A.1: Proportion of households in fuel poverty, 2014 to 2024. 95% confidence intervals are indicated by the green bars.
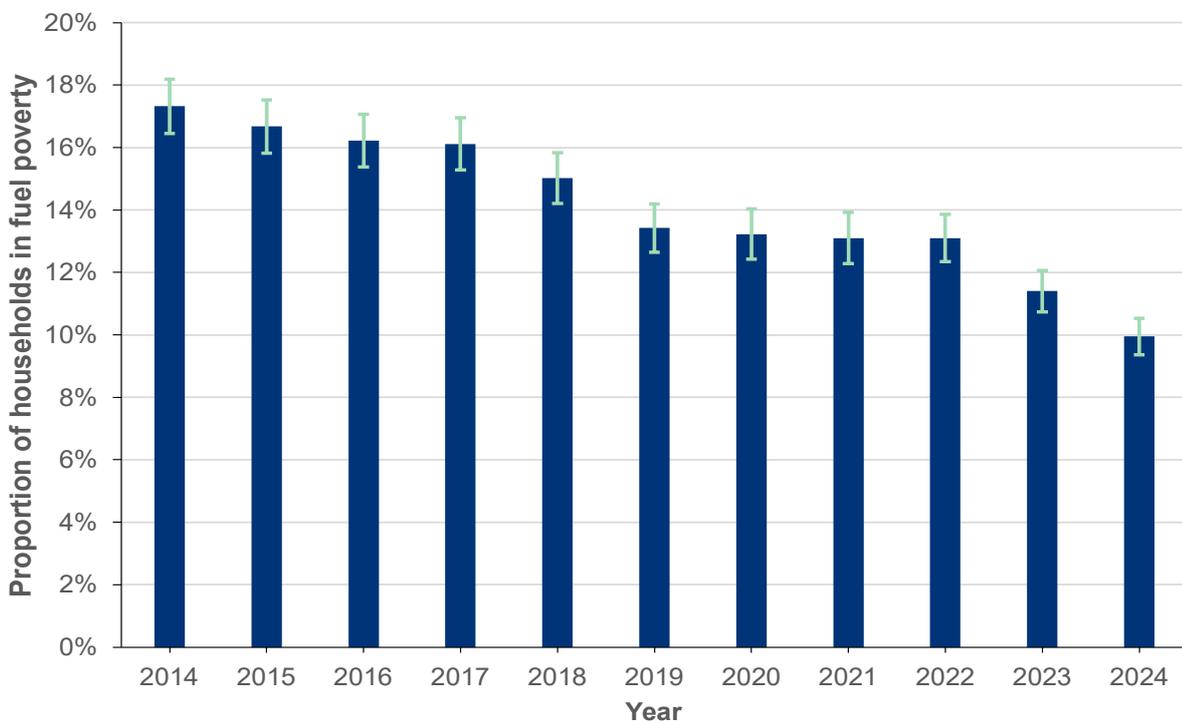
In 2024, the proportion of households in fuel poverty is an estimate based on a sample of 14,501 households from the English Housing Survey (EHS). Individual survey cases in the EHS are weighted up to give a representative total number of households in the UK.

Based on the nature of the EHS sample, the 95% confidence interval for the proportion of households in fuel poverty in 2024 is 9.9% +/- 0.6 percentage points[48]. We can therefore be 95% confident that the true proportion of households in fuel poverty in 2024 was between 9.4% and 10.5%.

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[48] Calculated using the following formula: $p \pm 1.96(design\ factor * standard\ error)$ where $p = 9.9\ per\ cent$ and the standard error is calculated for a proportion as sqrt [0.099 * (1 − 0.099) / 14,501] = 0.25%. The EHS $design\ factor = 1.20$ (average design factor for the EHS sample). More information on the EHS and design factors are available in the latest technical report.

The 2024/25 EHS achieved a 31% response rate, relatively consistent with 30% in 2023/24 and 32% in 2022/23. In 2024/25, relatively similar sample sizes were achieved, with 16,438 interviews and 7,423 physical surveys conducted.

The size of the 95% confidence interval around the proportion of households in fuel poverty remained relatively stable between 2010 and 2022. However, the confidence interval became narrower in 2023 and 2024 as the rate of fuel poverty decreased and the EHS sample size increased.

Figure A.2: Average fuel poverty gap, 2014 to 2024 (real 2024 prices). 95% confidence intervals are indicated by the red bars.
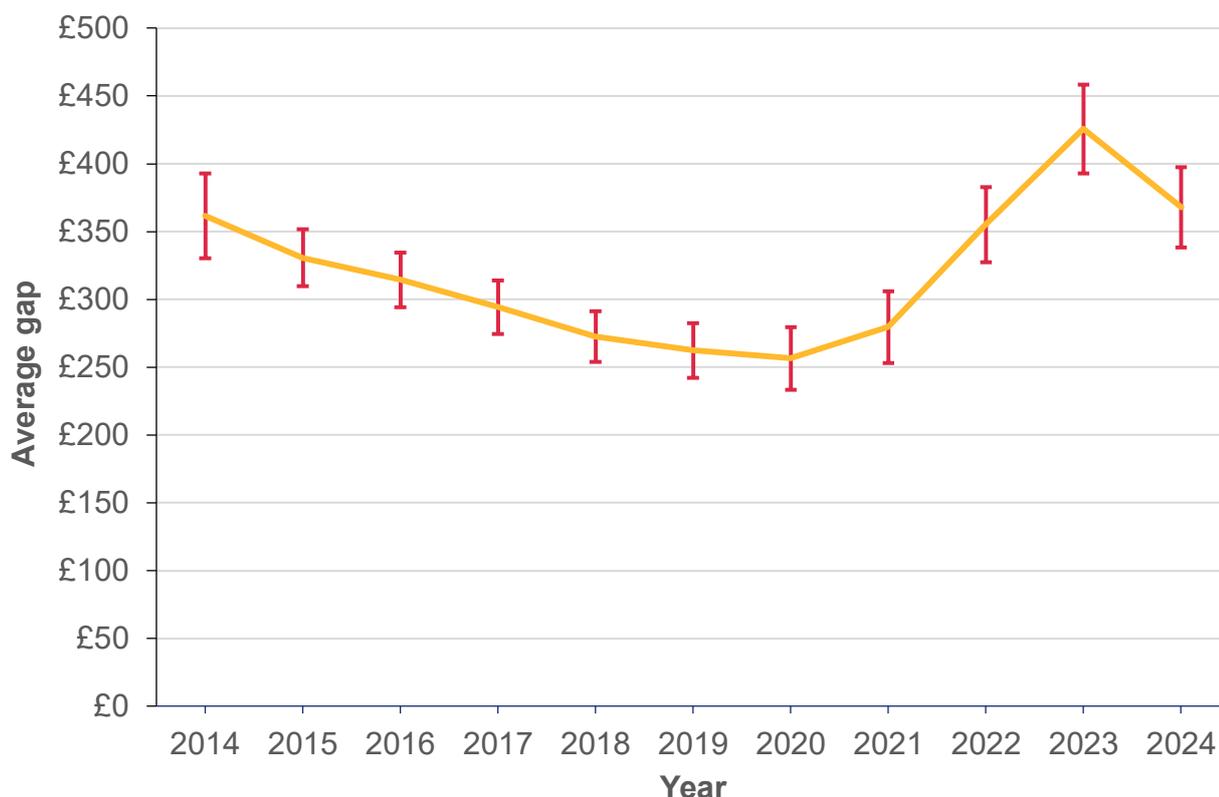
All fuel poor households have a fuel poverty gap based on their fuel expenditure and income relative to their nearest threshold to exit fuel poverty. The average gap is calculated as the aggregate fuel poverty gap divided by the number of fuel poor households.

The 95% confidence interval for the average gap in 2024 is £368 +/- £30[49] (figure A.2). We can be 95% confident that the true average gap in 2024 is between £338 and £398. These prices are all in 2024 terms.

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[49] Calculated using the following formula: $p \pm 1.96(design\ factor * standard\ error)$ where $p =$ £368 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 2024. 95% confidence intervals are indicated by the bars.
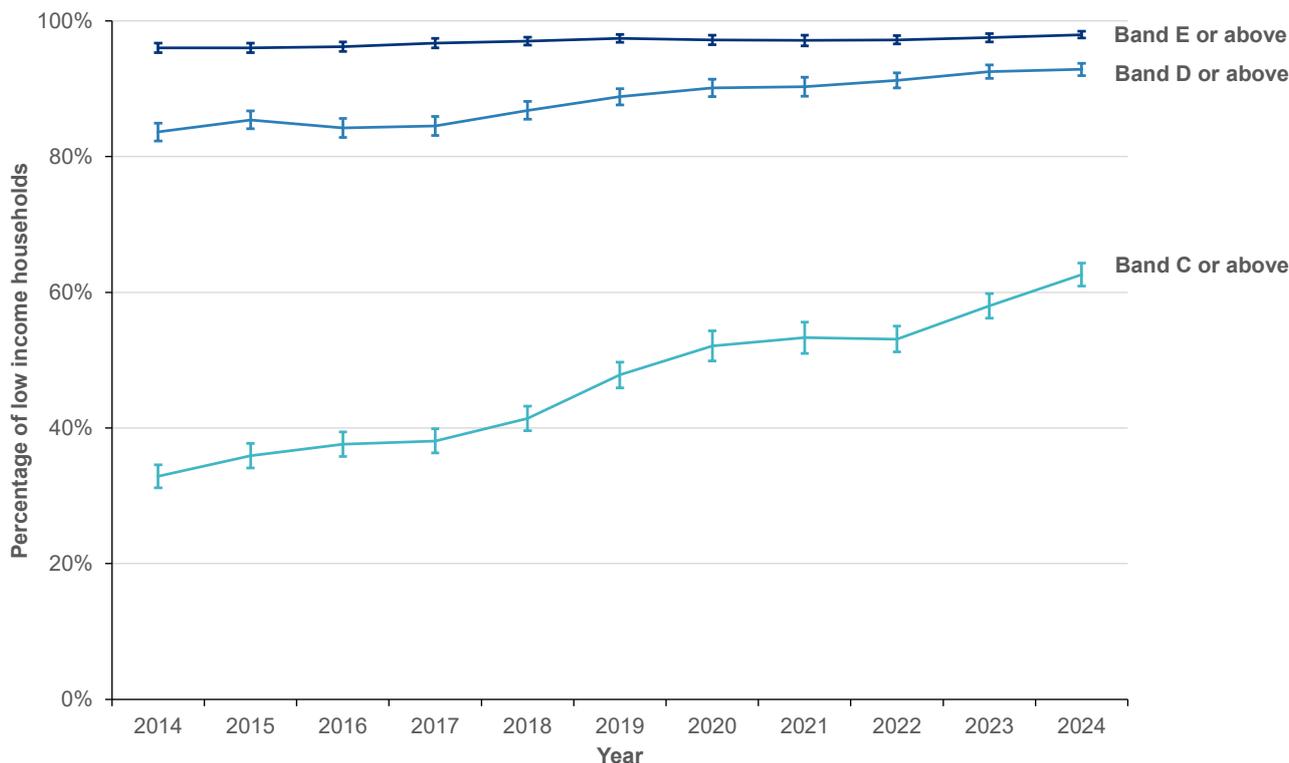
The 95% confidence interval around the estimate of the proportion of households in band C or above in 2024 is 62.6% +/- 1.7 percentage points. We can be 95% confident that the true proportion of low-income households in band C and above in 2024 is between 60.9 and 64.3%.

The 95% confidence interval around the estimate of the proportion of households in band D or above in 2024 is 92.8% +/- 0.9 percentage points. We can be 95% confident that the true proportion of low-income band D and above households in 2024 is between 91.9% and 93.7%.

The size of the confidence intervals around progress towards the targets remained similar between 2014 and 2021 but has decreased from 2022 onwards.

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 2024 estimates. A glossary of key terms used throughout this report and supporting links can be found of the end of the annexes.

B.1 Introduction to Low Income Low Energy Efficiency

Fuel poverty in England is measured using the LILEE[50] 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 line[51] 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 using 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**.

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[50] The calculation of the LILEE metric is set out in detail in the LILEE fuel poverty methodology handbook.
[51] The poverty line (income poverty) is defined as an equivalised disposable income of less than 60% 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
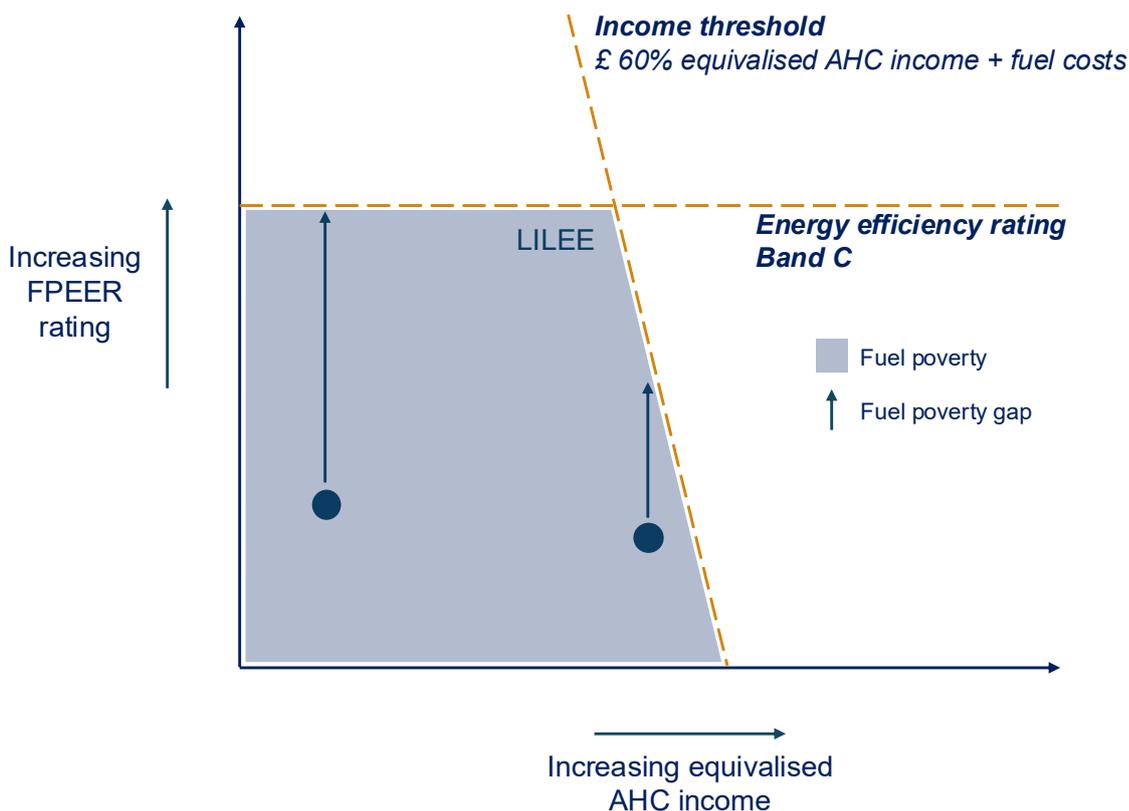
Fuel poor households (bottom left-hand quadrant of Figure B.1) include some households who may not traditionally be considered to be in relative poverty but are pushed into fuel poverty by their high energy requirements and low energy efficiency (this is reflected in the gradient of the income threshold).

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) income[52]. 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% 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. Fuel prices though 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.

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[52] 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
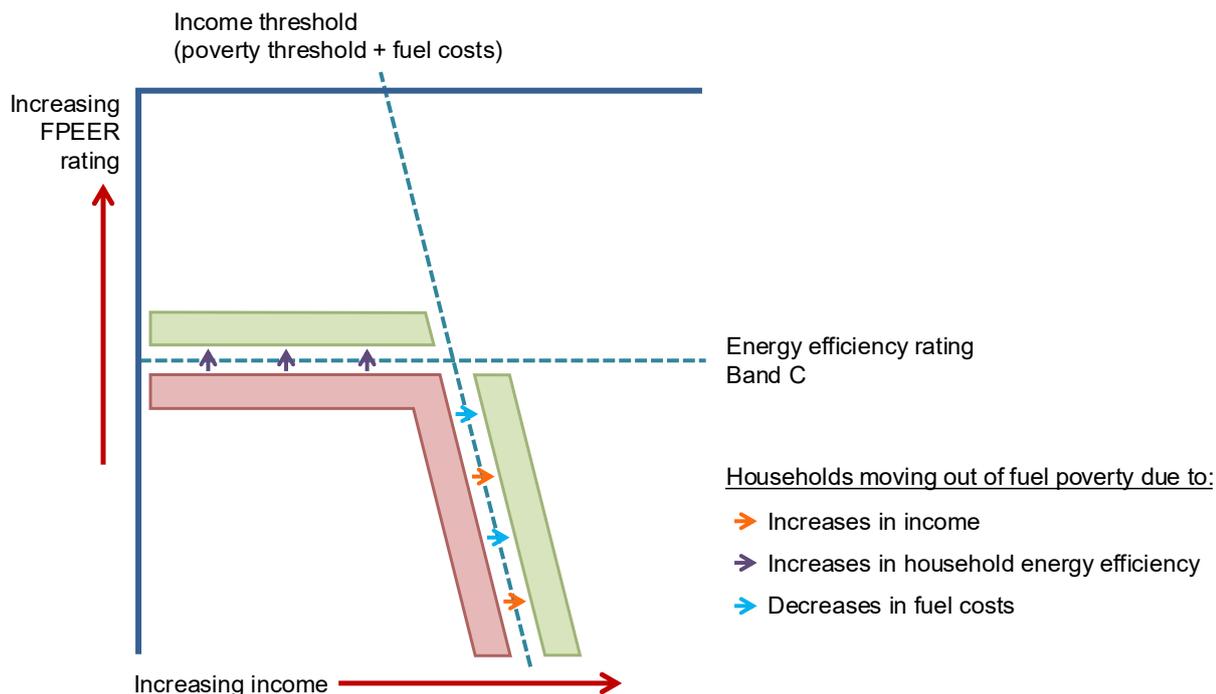
B.3 Drivers of fuel poverty

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 warmth[53] 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.

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[53] An adequate standard of warmth is defined as 21ºC for the main living area and 18ºC for other occupied rooms. Further detail can be found in the methodology handbook.

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).

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 2024 data, this covers the period between 1 April 2023 and 31 March 2025 and comprises 14,501 households over two consecutive data collection years (2023/24 and 2024/25). 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 2024 EHS were published in December 2025 and January 2026. Full data relating to the 2024 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 National Insurance Contributions and Income Tax

In the 2023/24 survey year, the Class 1 National Insurance rate between the Primary Threshold and Upper Earnings Limit dropped from 12% at the beginning of the financial year to 10% on 6th January 2024. This change has been factored into income modelling in the 2023/24 data.

In 2024/25, there were a number of policy changes surrounding Income Tax and National Insurance, which are reflected in the modelled 2024/25 data:

- The main employee (Class 1) rate of National Insurance Contribution (NIC) decreased from 10% to 8% and the main self-employed (Class 4) rate decreased from 9% to 6%.

- The Income Tax rate and Personal Allowance thresholds remained frozen.

- No self-employed person was required to pay the Class 2 NIC.

In April 2024, the UK government changed child benefit eligibility where the starting threshold for the High Income Child Benefit Charge (HICBC) was raised from £50,000 to £60,000 and the rate at which the benefit is withdrawn was halved, meaning Child Benefit is not fully withdrawn until earnings reach £80,000 (up from £60,000).This eligibility change is accounted for in the 2024/25 income modelling.

Further details are provided in Sections 3.2, 3.3 and 3.8 of the [methodology handbook](#).

Changes to Winter Fuel Payment eligibility

In winter 2024/25 and winter 2025/26, the criteria which make households eligible for Winter Fuel Payment changed. The changes in eligibility are modelled in the fuel poverty data from 2024/25 onwards. Further details are included in Section 3.4 and Section 7.3 of the [methodology handbook](#).

Expansion of the Warm Home Discount scheme and changes to scheme costs

From winter 2025/26, the Warm Home Discount scheme was expanded, making all energy billpayers who are on a qualifying means tested benefit eligible for the discount. This expansion is reflected in the projected fuel poverty modelling for 2025/26 onwards in this report.

In addition to the scheme expansion, from 1st April 2026, energy suppliers will recover WHD costs from the unit rate for electricity and gas. Previously, these costs were recovered from standing charges. This change is also reflected in the projected fuel poverty modelling for 2026/27.

See [Annex F](#) for more information about the Warm Home Discount scheme.

Ending of temporary energy bill and cost of living support

A range of energy rebates were paid in addition to Warm Home Discount in 2022/23, and temporary cost of living income payments were 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 assumed that all households eligible for these payments 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.

Ending of the two-child limit on Universal Credit

In November 2025, the UK government announced that from April 2026 it will be removing the two-child limit so that families can receive the child element of Universal Credit for all children regardless of family size. This change is reflected in the projected fuel poverty modelling for 2026/27. The methodology for reflecting this change in the projected fuel poverty modelling is likely to be a slight over-estimate, partly due to the use of modelled benefit receipt data at a household level. There is also further uncertainty in this estimate because statistics are not yet available on this change, fuel poverty calculations have been conducted at the household level only (so may simplify the situations of specific family structures within households) and they use modelled benefit flags which have not been controlled to reflect the presence of children.

Section 4.2.2 of this report explores the impact of this change on fuel poverty.

Ending of Working Tax Credit and Child Tax Credit

Working Tax Credit and Child Tax Credit are two benefits used in modelling for the fuel poverty dataset. Both ended on 5th April 2025 as part of the transition to Universal Credit. However, they were still active at the time the survey data for this report were collected, between April 2023 and March 2025. The fuel poverty modelling in this report therefore continues to use them in income modelling, analysis of benefit receipt, and determining eligibility for Warm Home Discount and the Winter Fuel Payment.

Changes to mortgage assumptions

In the 2024/25 English Housing Survey, there was improved data collection surrounding households with equity release mortgages. For the first time, additional questions were added to the interview survey questionnaire related to equity release mortgagors, providing information on their equity release loan amount, payments, and interest amount. These updates were incorporated into mortgage modelling for 2024/25. See Section 3.8 of the methodology handbook for more information.

Continuation of changes to household energy efficiency modelling

The fuel poverty statistics published in 2025 described several changes to household energy efficiency modelling that came into effect from the 2023/24 data, such as the use of new survey questions relating to solar hot water panels, rooflights and the fuel type and size of cookers. While these were present in part of the dataset used last year, these changes are now included in the whole 2024 dataset used in this year's fuel poverty statistics. A full list of improvements is included in Section 5.14 of the methodology handbook.

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 Scotland[54]

The Fuel Poverty (Targets, Definition and Strategy) (Scotland) Bill was introduced to the Scottish Parliament on 26th 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 if[55]:

- in order to maintain a satisfactory heating regime, total fuel costs necessary for the home are more than 10% 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% 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% 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% 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.

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[54] Scottish House Condition Survey
[55] See Section 4 of the Scottish House Condition Survey 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% of households in Scotland are in fuel poverty

- no more than 1% 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 2024 survey and was published on February 24th 2026.

In 2024, 732,000 households (28.7% of all households) were estimated to be in fuel poverty, of which 357,000 (14.0% of all households) were in extreme fuel poverty. This is lower than the 2023 estimates of 33.9% (859,000 households) for fuel poverty and 19.4% (491,000 households) for extreme fuel poverty.

This corresponds to a decrease of 127,000 (or five percentage points) in the number of households in fuel poverty and a decrease of 134,000 (or five percentage points) in the number of households in extreme fuel poverty between 2023 and 2024.

The actual median fuel poverty gap for fuel poor households in 2024 was £1,030. This is lower than the median fuel poverty gap from 2023 of £1,250 and corresponds to a decrease of around £220.

The median fuel poverty gap (adjusted for 2015 prices) for fuel poor households was £770. This is lower than the adjusted gap in 2023 of £960 and corresponds to a decrease of around £190.

C.2 Wales[56]

Wales use a 10% indicator. Households that need to spend more than 20% 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.

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[56] Fuel poverty estimates for Wales

Following the development of the [2018 fuel poverty estimates](#) based on the 2017–18 House Conditions Survey, and the subsequent publication of *Fuel Poverty Modelled Estimates for Wales: as at October 2021*, an update was released in October 2025. This update provides [fuel poverty estimates for Wales](#) as at October 2024. In summary, around 340,000 households (25%) in Wales were in fuel poverty in 2024, including 63,000 (5%) in severe fuel poverty and 215,000 (16%) at risk of fuel poverty.

The [Fuel Poverty dashboard](#) was also refreshed with the latest available external data such as household income and energy price data and a full update of all fuel poverty metrics.

C.3 Northern Ireland[57]

Northern Ireland uses a 10% indicator but in the [Warm Healthy Homes Strategy 2026-36](#) (launched 5th February 2026) a basket of indicators has been introduced to supplement this. These indicators include data from government sources such as the Family Resources Survey on issues such as health, damp and mould, household energy expenditure, energy confidence and awareness and subjective perspectives on energy affordability. Annual reports will be published that will measure progress on these strategic indicators as well as progress-level indicators.

The approach to addressing fuel poverty has been to assist those private sector households most at risk through schemes such as Affordable Warmth as well as social housing investment, 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 and wellbeing.

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% 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:

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

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

A new Northern Ireland House Condition Survey (NIHCS) took place in 2023, and the 2023 House Condition Survey Preliminary Report was published on 13th January 2026. Unlike previous years, this will not be followed by one Main Report. Rather, a series of shorter, thematic reports will be published. These thematic reports will be published throughout 2026. A fuel poverty report will be produced and published on completion of the fuel poverty modelling work. The modelling work is underway and is scheduled to be completed by May 2026. It is estimated that the next fuel poverty findings will be available early summer 2026.

Northern Ireland House Condition Survey - Preliminary Report

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) measure. 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 being in fuel poverty.

Generally, the impact of energy prices on the LILEE measure 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.

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

The Fuel Poverty Strategy for England, published in January 2026, introduced an additional affordability measure: median required energy costs as a proportion of (after housing costs) income. This 2026 fuel poverty statistics publication is the first to include this new measure.

To calculate this measure, the following percentage is calculated for each household in the sample:

$$\frac{\text{Annual equivalised fuel costs}}{\text{Annual equivalised household income after housing costs}} \times 100$$

The median value of this proportion is then calculated across all households.

All indicators are reported in Trends Table 20, including this new indicator for all households and for low income households.

D.2 Median required energy costs as a proportion of household income measure

This is the first fuel poverty statistics report to include results for the new affordability metric. These are shown in Figure D.1 below.

Figure D.1 Median required energy costs as a proportion of (after housing costs) income over time[58]
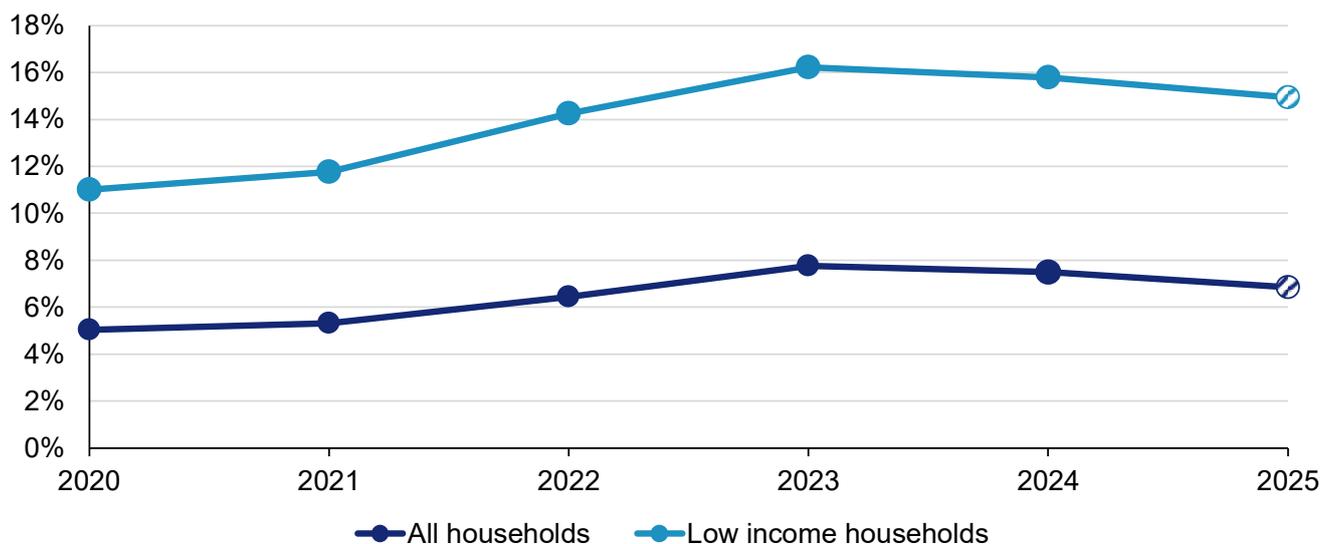
From 2020 to 2021, median required energy costs as a proportion of (after housing costs) income increased slightly from 5.0% to 5.3%. The median value then rose to 7.8% in 2023, in line with rising energy prices. The measure then started to drop in 2024 and is projected to drop further in 2025, in line with falling energy prices for fuel poverty combined years.

The values for low income households have remained a little over twice as high as those for all households, and have followed similar trends. The median value for low income households was 11.0% in 2020, rising to 16.2% in 2023. In 2024 it dropped to 15.8% and in 2025 it dropped further to 14.9%. The larger values for low income households reflect the fact that low income households spend a greater proportion of income on energy costs.

D.3 10% affordability measures

Of the two 10% affordability measures, the after housing costs (AHC) measure is more consistent with LILEE, which also considers income after housing costs. DESNZ considers metrics with housing costs included as more informative, since households have limited ability to change their housing costs, at least in the short term.

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[58] These figures were previously presented in the Fuel Poverty Strategy for England, published in January 2026. Figure D.1 includes a revision to the 2024 figures, which are now final estimates, and includes a new projection for 2025.

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

Figure D.2 Comparison of the fuel poverty metric (LILEE) with 10% AHC measure
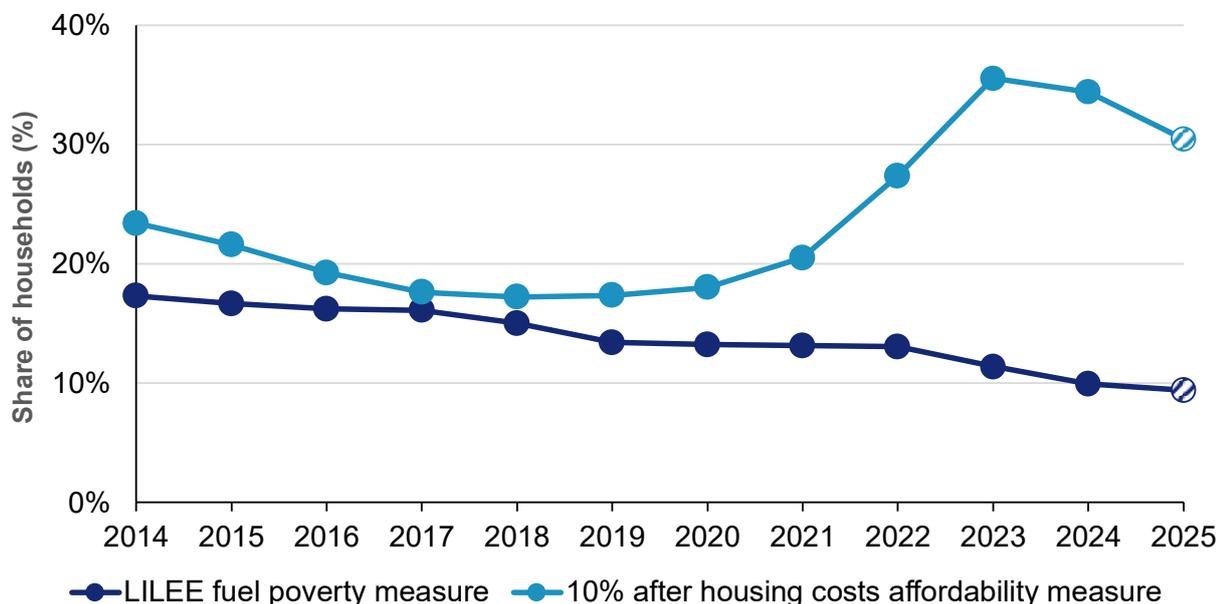
The share of fuel poor (LILEE) households decreased steadily between 2014 and 2019, driven by energy efficiency improvements. From 2019 to 2022 it showed very little change as energy efficiency progress was offset by income changes during the pandemic followed by rising energy prices. This was followed by a decrease in the share of fuel poor (LILEE) households in 2023, 2024 and 2025.

The 10% AHC affordability measure is much more sensitive to energy prices. The number of households exceeding the 10% AHC affordability threshold more than doubled from 4.3 million in 2020 to 8.7 million in 2023. The number then fell in 2024 and is projected to fall further in 2025, as energy prices for fuel poverty combined years also fall, based on the approach set out in Section 2.2.4.

Table D.1 Comparison of fuel poverty and affordability measures over time

Year	Number of fuel poor households (LILEE measure) (millions)	Number of households required to spend more than 10% of their AHC income on energy costs (millions)	Proportion of households required to spend more than 10% of their AHC income on energy costs (millions)
2010	4.78	5.11	23.7
2011	4.73	4.93	22.5
2012	4.35	5.08	23.1
2013	4.19	5.27	23.3
2014	3.91	5.28	23.4
2015	3.78	4.89	21.6
2016	3.73	4.43	19.3
2017	3.74	4.09	17.6
2018	3.52	4.04	17.2
2019	3.18	4.11	17.4
2020	3.16	4.30	18.0
2021	3.16	4.93	20.5
2022	3.18	6.66	27.4
2023	2.80	8.73	35.5
2024	2.47	8.55	34.4
2025	2.36	7.63	30.4
2026 projection	*2.13*	*6.70*	*26.5*

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

- The 2024 estimate is based on 2023/24 survey data and 2024/25 survey data. Government cost of living support was included in modelling for 2023/24 but not for later years.

- The 2025 estimate is based on 2024/25 survey data and the 2025/26 projection.

- The 2026 projection is based on the 2025/26 projection and the 2026/27 projection.

Price assumptions used are shown in Section 2.2.4 and Section 4.2.3.

Annex E: Summary of revisions to 2024 estimates

E.1 Background to the 2024 projection made in 2025

In the 2025 annual fuel poverty statistics report, the 2024 provisional estimates were based on a one year ahead projection. The headline figures estimated that 11.0% of households in England (2.73 million households) were in fuel poverty in 2024. Following publication of the English Housing Survey 2024, final 2024 fuel poverty estimates are included in this report. This annex examines, in turn:

- Changes in fuel poverty between 2023 and 2024 when using final estimates.

- The differences between the provisional and final estimates for 2024

E.2 Changes in fuel poverty between 2023 and 2024

Between 2023 and 2024, final estimates show that:

- The rate of fuel poverty in England dropped from 11.4% (2.80 million households) to 9.9% (2.47 million households).

- The aggregate fuel poverty gap decreased by 24% in real terms from £1.2 billion to £910 million (both in 2024 prices).

- The average fuel poverty gap decreased by 14% in real terms, from £429 to £368 (both in 2024 prices).

As explored for 2025, there are three main drivers of fuel poverty which can account for these differences:

Energy efficiency: Between 2023 and 2024, the proportion of households with an FPEER rating of A to C increased from 55.0% to 58.5%. There was a notable increase in the number of households living in FPEER band C properties and a drop in the number of households living in band D properties.

Incomes: Median household income after housing costs (AHC) increased by 0.6% between 2023 and 2024. The median AHC household income in England was £29,858 in 2023 and £30,025 in 2024 (both in 2024 prices).

Energy prices: Median required fuel costs decreased by 5.9% in real terms between 2023 and 2024, from £2,230 in 2023 to £2,098 in 2024 (both in 2024 prices).

Putting these factors together, increases in after housing costs incomes and decreases in energy prices resulted in a drop in the proportion of low income households, from 27.2% in 2023 to 26.6% in 2024. The size of the reduction in low income households compared to the increase in high energy efficiency households suggests that the reduction in fuel poverty between 2023 and 2024 was primarily driven by the increase in energy efficiency.

E.3 Comparison of provisional and final estimates for 2024

Table E.1: Comparison of headline provisional and final estimates for fuel poverty indicators[59]

Headline measures	2023 Final Estimates	2024 Provisional Estimates	2024 Final Estimates
Number of households in fuel poverty (millions)	2.80	2.73	2.47
Proportion of households in fuel poverty (%)	11.4	11.0	9.9
Aggregate fuel poverty gap (£ millions) (2024 prices)	1,201	1,113	910
Average fuel poverty gap (£) (2024 prices)	429	407	368
Fuel Poverty target of band C or above by 2030 (%)	58.0	59.5	62.6
Fuel Poverty target of band D or above by 2025 (%)	92.5	93.2	92.8
10% AHC income measure (millions)	8.73	8.99	8.55
Proportion of households spending greater than 10% AHC income (%)	35.5	36.3	34.4

In comparison to the 2024 provisional estimates, the final 2024 estimates represent a significant revision to the proportion of households in fuel poverty (9.9% compared to 11.0%).

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

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[59] Estimates of the aggregate and average fuel poverty gap are shown in 2024 prices consistent with the 2025 annual fuel poverty statistics publication.

Energy efficiency:

- The final 2024 estimate showed a higher share of households achieving an A-C FPEER rating than the provisional estimate (58.5% final estimate compared with 56.1% provisional estimate). Low income households also showed a higher share of households achieving an A-C FPEER rating than the 2024 provisional estimate (62.6% final estimate compared with 59.5% provisional estimate).

- The 2024 provisional estimate accounted for an increased number of Warm Home Discount (WHD) payments in 2024 compared to 2023. However, the final number of WHD rebates in 2024 was marginally higher than projected.

- In recent years of the English Housing Survey, there have been a large number of households with an FPEER band of D which are close to the band C boundary. This means that small improvements in household efficiency could move these households over the FPEER band C/D boundary and move them out of fuel poverty. In some cases this could be driven by incremental improvements made by householders over time, rather than major changes. It could also be driven by households close to this boundary receiving the Warm Home Discount and moving into FPEER band C. Therefore, small variations between provisional and final estimates of FPEER ratings can have a large impact on fuel poverty results.

- Our projections of energy efficiency improvements up to 2024 were based on the latest available data at the time of publishing. Part of the difference in the energy efficiency of households between the 2024 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 boiler upgrades.

- The fuel poverty statistics published in 2025 described several changes to household energy efficiency modelling that came into effect from the 2023/24 data, such as the use of new survey questions relating to solar hot water panels. While these changes were present in part of the dataset used for the provisional estimate, they are now included in the whole of the dataset used for the final estimates. See Section B.5 for more information.

Energy costs:

- Ofgem price caps for electricity and gas costs were known up to March 2025 at the time the provisional estimate was made. The overall costs also affect the balance of households by payment type.

- Overall, the median equivalised household energy cost was lower than projected (£2,098 final estimate compared to £2,242 provisional estimate). The projected value was a 0.5% increase in real terms, whereas the final data showed a 5.9% decrease in real terms.

Income:

- Overall, the median equivalised after housing cost (AHC) income was lower than expected (£30,025 final estimate compared to £30,733 provisional estimate). This amounts to a 0.6% actual increase in AHC income in real terms, compared to a 2.9% projected increase in real terms.

- The modelling of receipt of Winter Fuel Payment in winter 2024/25 has also been re-fined between the provisional and final estimates. See Section 3.4 of the methodology handbook for more information.

Putting these factors together, the projected proportion of households in low income was 27.3%, compared to a final estimate of 26.6%. This analysis suggests that 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. Fuel costs decreasing instead of increasing as projected also likely played a role.

The final estimate of the aggregate fuel poverty gap for 2024 was smaller than the provisional estimate (£910 million final estimate compared with £1.11 billion provisional estimate). This corresponds to the higher energy efficiency and lower fuel costs in the final estimates. The average gap was also lower than projected (£368 actual final estimate compared with £407 provisional estimate).

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.

WHD is administered through two distinct eligibility groups. Up until winter 2024/25, these worked as follows:

- **Core Group 1** supported pensioners on a low income who are receiving the [Guarantee Credit element of Pension Credit](#).

- **Core Group 2** supported 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 was determined based on the Valuation Office Agency data held for the address of the household, specifically the property type, property age and floor area.

However, from winter 2025/26, the scheme was expanded[60], making all energy billpayers who are on a qualifying means-tested benefit eligible for the discount[61]. In winter 2024/25, 2.9 million households in England received a direct energy rebate of £150 through the WHD scheme[62]. Statistics are not yet available for winter 2025/26, but around 5.1 million households are expected to have received WHD in England in 2025/26 under the expanded scheme[63].

The fuel poverty modelling in these statistics accounts for expanded receipt of the Warm Home Discount in winter 2025/26, and assumes the same expanded eligibility for winter 2026/27. Since the expanded eligibility only applies from winter 2025/26 onwards, this means that:

- The provisional estimate for 2025 includes one winter (2024/25) where the original eligibility criteria applied and one winter (2025/26) where the expanded eligibility criteria applied.

- The projection for 2026 includes two winters (2025/26 and 2026/27) where the new eligibility criteria apply.

Therefore, the modelling in the following sections on the impact of Warm Home Discount on fuel poverty uses 2026 as its basis. Although this projection is less certain than the 2025 projection, it allows modelling of the full impact of the expanded WHD scheme on fuel poverty.

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[60] [Warm Home Discount eligibility statement for 2025 to 2026](#)
[61] The fuel poverty modelling for the expanded scheme considers all relevant means-tested benefits except Housing Benefit, since modelled eligibility for Housing Benefit is not available in the dataset.
[62] [DESNZ Warm Home Discount statistics](#)
[63] This estimate is derived from Annex 5 of the January 2026 [impact assessment for expanding the Warm Home Discount scheme](#).

F.2 How Warm Home Discount impacts fuel poverty

Warm Home Discount (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 demand[64] 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 RdSAP 2012 and therefore in times of high energy prices the impact of the rebate is lower. In 2025 a typical uplift for a band D home was 3.3 FPEER points, compared with over 5 in 2021.

F.3 Impact of Warm Home Discount on fuel poverty, 2026

Households receiving Warm Home Discount (WHD) have been modelled based on eligibility and constrained to the expected number of rebates to be issued. In 2026, analysis shows that an estimated 574,000 households will be removed from fuel poverty by the WHD. The number of projected fuel poor households is therefore reduced by 21% due to WHD. It also shows that of the estimated 5.1 million households projected to be given rebates, 27% of these were households that would otherwise be fuel poor.

The tables below show the number of households receiving WHD in 2026 by fuel poverty status both before and after the rebates are included in their energy costs and FPEER ratings.

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[64] 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.1: Fuel poverty by Warm Home Discount recipients <u>before</u> rebate, 2026

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	5,136	1,362	26.5	50.4
No	20,140	1,340	6.7	49.6
All households	**25,276**	**2,701**	**10.7**	**100.0**

Table F.2: Fuel poverty by Warm Home Discount recipients <u>after</u> rebate, 2026

| 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	5,136	788	15.3	37.0
No	20,140	1,340	6.7	63.0
All households	**25,276**	**2,128**	**8.4**	**100.0**

Considering all households in England, the WHD reduced the number of households required to spend at least 10% of their (after housing costs) income on energy costs, from 7.0 million to 6.7 million. Correspondingly, median required energy costs as a proportion of (after housing costs) income dropped from 6.4% before the WHD rebate to 6.3% after the rebate. The effect was larger for low income households, where this median dropped from 14.7% before the rebate to 14.1% after the rebate. This is expected, since the WHD is targeted to households receiving means-tested benefits which are more likely to be lower income.

F.4 Warm Home Discount recipients by fuel poverty quadrant, 2026

At the time of publication of this analysis, while the actual number of Warm Home Discount (WHD) recipients in winter 2024/25 were known, the numbers for winter 2025/26 and 2026/27 are assumed recipients. The figures below show the overall 2026 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) before receiving WHD was 27% with a further 39% Low Income High Energy Efficiency.

Figure F.1: The share of Warm Home Discount recipients by fuel poverty quadrant before and after receiving the rebate, 2026

	Before receiving WHD	After receiving WHD
LIHEE	39%	50%
HIHEE	22%	26%
LILEE	**27%**	**15%**
HILEE	12%	8%

Before receiving WHD   **After receiving WHD**
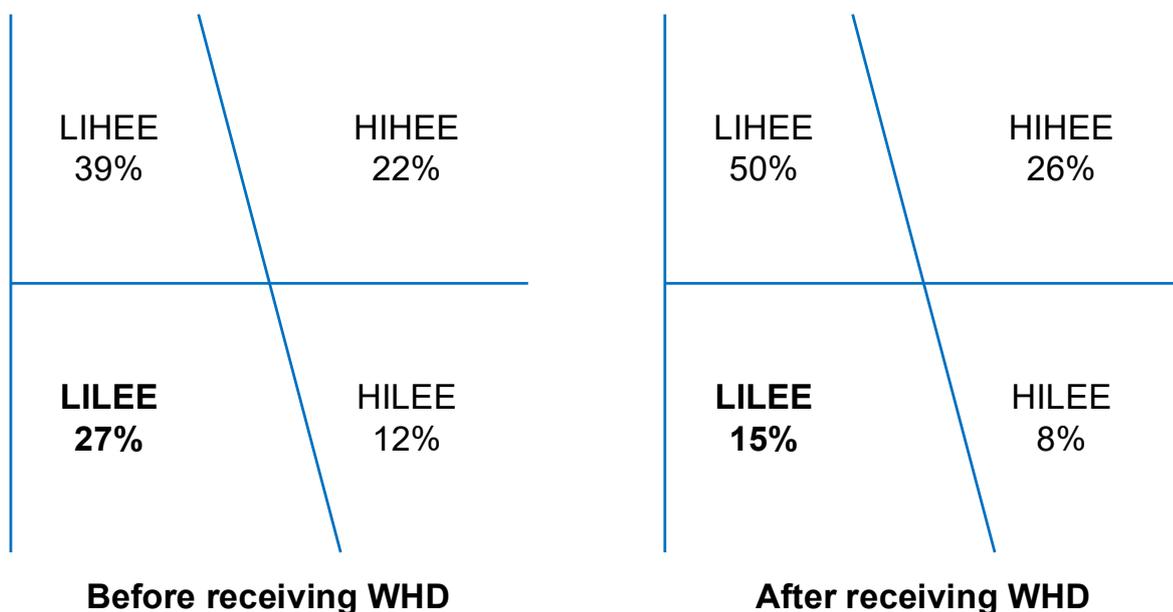
F.5 Impact of Warm Home Discount expansion on fuel poverty, 2026

We can also analyse the impact of the Warm Home Discount (WHD) expansion on fuel poverty. This impact will naturally be smaller than the impact of the WHD scheme overall.

Using projected 2026 figures for England, while the WHD scheme overall is estimated to have reduced fuel poverty by 574,000 households, the expansion of WHD on its own is estimated to have reduced fuel poverty by 214,000 households.

F.6 Impact of Warm Home Discount cost recovery changes on fuel poverty, 2026

From the 2026/27 Scheme onwards (beginning 1st April 2026) energy suppliers should recover WHD costs from the unit rates for electricity and gas[65]. Previously, these costs were recovered from standing charges. A portion of the 2025/26 scheme costs will continue to be recovered through standing charges until the end of 2026/27.

The costs of the WHD scheme are included in the fuel poverty modelled required energy costs. The modelling for this publication accounts for the moving of these costs to the unit rate from April 2026. Further modelling shows that this change has only a marginal impact on fuel poverty. This is consistent with analysis published in the consultation document for this change in December 2025[66].

Note that in the analyses in the previous sections on the impact of WHD and the scheme expansion on fuel poverty, the modelling does not adjust the costs that households pay towards the WHD scheme. It only adjusts FPEER ratings and fuel costs to reflect the impact of receiving WHD on households.

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[65] Warm Home Discount cost recovery consultation outcome
[66] Warm Home Discount cost recovery consultation document

Annex G: Relevant Links

G.1 Income indicators

Households below average income (HBAI) statistics

Winter Fuel Payment statistics

Cold weather payments

G.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 gas (Quarterly Energy Prices Table 2.5.2)
- 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

G.3 Housing indicators

Standard Assessment Procedure (SAP)

Household Energy Efficiency Statistics

Local authority housing data

G.4 Excess winter deaths

Winter mortality in England and Wales statistical bulletins

Annex H: Accompanying tables

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

- [Detailed tables LILEE (2025 data)](#)

- [Detailed tables LILEE (2024 data)](#)

- [Trends tables LILEE (2010-2025)](#)

- [Supplementary tables (2025 data)](#)

- [Supplementary tables (2024 data)](#)

A fuel poverty dataset containing the underlying data for 2024 will be made available on the [UK Data Service](#) later in 2026.

Annex I: 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 J: 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 K: Glossary

Term / Acronym	Definition
Adequate standard of warmth	Is defined as 21ºC for the main living area and 18 ºC 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	Building Research Establishment Domestic Energy Model
CW	Cavity Wall
DESNZ	Department for Energy Security and 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 household
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 FPEER band C and were they to spend the required amount on fuel costs for the home, they would be left with a residual after housing costs 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 L: 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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