

Table 39a Households experiencing fuel poverty in England by tenure

Percentages, numbers and £

Tenure	Low Income High Costs (LIHC)					Low Income Low Energy Efficiency (LILEE)														
	2003	2005	2010	2015	2019	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Numbers (000's) of households																				
Owner-occupied	1,220	1,276	1,284	1,056	1,313	2,049	1,902	1,731	1,554	1,421	1,416	1,407	1,393	1,310	1,243	1,289	1,355	1,434	1,215	1,205
Private rented	476	500	702	924	735	1,247	1,427	1,431	1,445	1,435	1,394	1,402	1,420	1,353	1,195	1,119	1,124	1,146	1,037	993
Social rented																				
Local authority	512	378	257	225	164	790	730	586	534	474	448	426	436	404	360	355	297	266	239	241
Housing association	218	238	219	276	241	694	667	603	654	576	520	495	490	450	377	395	387	328	310	294
England	2,425	2,392	2,462	2,482	2,453	4,780	4,726	4,351	4,186	3,905	3,778	3,731	3,739	3,517	3,176	3,158	3,163	3,175	2,802	2,733
Percentage of households																				
Owner-occupied	8.2	8.5	8.9	7.4	8.6	14.1	13.2	12.1	10.8	9.9	9.9	9.8	9.5	8.8	8.2	8.4	8.7	9.1	7.6	7.5
Private rented	24.2	21.5	20.6	20.9	16.5	36.7	38.4	36.4	33.3	33.4	31.5	30.1	31.1	29.7	26.8	25.0	24.7	25.0	22.6	21.5
Social rented																				
Local authority	21.9	18.4	14.6	14.0	10.3	44.9	40.2	33.9	32.0	28.7	27.8	27.0	27.6	25.3	22.6	22.5	18.9	17.2	15.6	15.7
Housing association	14.0	13.6	11.4	11.9	10.0	36.0	33.0	30.4	29.0	25.3	22.5	21.0	20.6	19.0	15.7	16.2	15.8	13.3	12.3	11.6
England	11.7	11.3	11.4	11.0	10.4	22.1	21.6	19.8	18.5	17.3	16.7	16.2	16.1	15.0	13.4	13.2	13.1	13.1	11.4	11
Average fuel poverty gap (£)																				
Owner-occupied	-	-	-	-	-	448	436	425	464	449	362	347	345	335	310	289	306	399	506	472
Private rented	-	-	-	-	-	458	448	413	377	373	388	355	322	295	272	274	320	381	421	407
Social rented																				
Local authority	-	-	-	-	-	262	232	221	227	227	200	224	193	135	168	171	151	216	231	215
Housing association	-	-	-	-	-	238	229	236	234	228	204	185	160	149	167	177	170	192	278	299
England	-	-	-	-	-	390	379	367	368	362	331	315	294	273	262	256	280	355	426	407

Source: Department for Energy Security & Net Zero, Annual Fuel Poverty Statistics in England 2025 (2024 data, note that will be subject to revision in later editions).

- Notes:
1. From 2021, Low Income Low Energy Efficiency (LILEE) became the official fuel poverty measure. A household is judged to be fuel-poor if it occupies a dwelling with an energy-efficiency rating of band D or below and would have a disposable income after housing costs (AHC) and energy needs below the poverty line (60% of median equivalised income). Income excludes disability benefits.
 2. The former Low Income High Costs (LIHC) measure judged a household to be fuel-poor if their required fuel costs were above the national median level for their household group and if they were to spend this amount, they would have an equivalised disposable income below 60% of the national median. From 2020, LIHC figures are no longer produced.
 3. The fuel poverty gap is the reduction in fuel costs needed for a household to no longer be in fuel poverty. It is calculated based on achieving energy efficiency of a fuel poor household to a Fuel Poverty Energy Efficiency Rating of at least 69 (band C threshold) or reducing the costs sufficiently to meet the income threshold.
 4. Fuel poverty statistics are derived from English Housing Survey data. Historic data for the LIHC from 2003 to 2010 and the LILEE from 2010 to 2020 were backcast by the department to provide trends data.
 5. From 2017, the statistics allow for the effect of the pre-payment price cap that was introduced in April 2017.
 6. Lower response rates and changes in respondent composition due to Covid-19 enforced methodological changes to government surveys mean statistics for 2021 and 2022 are subject to more uncertainty than previous years and should be treated with caution. Figures may not sum precisely due to rounding. Estimates allow for the rise in energy prices in 2022 and the UK Government Energy Bill Support. From 2024/25, data modelling accounts for changes in criteria for the Winter Fuel Payment.
 7. The average fuel poverty gap (£) figures have been restated using the Gross Domestic Product (GDP) deflators (December 2024).

Table 39b Levels of fuel poverty in English regions

Percentages of households

Region	Low Income High Costs (LIHC)					Low Income Low Energy Efficiency (LILEE)														
	2003	2005	2010	2015	2019	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
North East	18.3	17.3	15.4	15.2	12.0	27.0	26.2	21.5	21.6	22.9	20.9	20.2	19.3	16.0	14.8	14.4	14.0	10.9	10.6	10.1
North West	12.9	13.6	12.8	11.8	10.8	24.5	23.9	20.1	18.9	17.7	16.5	17.2	18.3	16.7	14.5	14.4	14.6	14.1	12.1	11.6
Yorkshire & The Humber	17.6	12.3	12.1	12.5	12.3	22.8	23.0	19.9	18.1	18.9	19.1	15.8	16.8	16.9	16.8	17.5	16.5	17.0	14.7	14.2
East Midlands	11.5	11.8	13.4	11.2	10.4	23.3	22.5	21.0	17.7	15.4	17.9	17.2	14.1	14.6	13.9	14.2	13.6	15.1	11.7	10.9
West Midlands	13.9	13.6	13.5	13.6	14.4	25.1	25.5	26.3	21.9	18.3	18.1	18.3	18.2	17.4	17.5	17.8	18.5	19.6	16.7	16.4
East England	8.0	9.7	10.5	7.7	11.5	18.8	18.1	16.8	15.2	13.6	14.4	14.7	13.8	13.8	13.2	13.2	12.3	10.0	9.7	9.0
London	8.5	9.1	10.4	9.7	10.1	25.7	23.4	22.0	22.5	20.8	17.7	18.4	20.1	18.7	15.2	11.5	11.9	10.4	9.3	9.4
South East	7.7	7.3	7.6	9.3	6.5	16.1	16.2	16.3	14.9	13.6	14.1	12.8	12.3	10.3	7.5	8.6	8.4	9.7	9.6	9.4
South West	13.7	12.7	11.3	11.3	8.3	19.9	19.6	16.9	18.0	18.2	15.3	14.4	13.7	12.0	10.6	11.4	11.9	12.9	10.2	10.1
England	11.7	11.3	11.4	11.0	10.4	22.1	21.6	19.8	18.5	17.3	16.7	16.2	16.1	15.0	13.4	13.2	13.1	13.1	11.4	11.0

Source and notes: See Table 39a.

Table 39c Households in fuel poverty in Wales by tenure

Numbers and percentages

	2008	2017/18	2021
Number of households in fuel poverty	332,000	155,000	196,000
Percentage of households in fuel poverty			
Owner-occupied	25.0	11.0	13.0
Private rent	36.0	20.0	23.0
Social rent	26.0	9.0	13.0
All households	26.0	12.0	14.0
Number of households in extreme fuel poverty	60,000	32,000	38,000
Percentage of households in severe fuel poverty	4.7	2.4	3.0

Sources: Welsh Government, Living in Wales Property Survey 2008; Welsh Housing Conditions Survey 2017-18; Fuel poverty modelled estimates for Wales: October 2021.

- Notes:
1. A household required to spend more than 10% of their income on maintaining a satisfactory heating regime is defined as fuel poor. A household required to spend more than 20% is defined as being in severe fuel poverty. For a definition of a 'satisfactory heating regime' see note 3 of table 39d for Scotland.
 2. The 2021 modelled estimates were produced by the Building Research Establishment (BRE) and are not directly comparable to the earlier figures.

Table 39d **Households in fuel poverty in Scotland by tenure**

Percentages

	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
																Revised definition of fuel poverty ²				
Households in fuel poverty																				
Owner-occupied	15.0	20.0	25.0	25.0	25.0	33.4	31.2	31.5	33.9	34.1	32.5	29.2	24.8	23.3	17.2	17.3	-	-	18.5	16.2
Owned outright	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	28.0	25.0
Buying with mortgage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	14.0	15.0
Private rent	22.0	20.0	23.0	27.0	29.0	25.2	34.5	28.9	27.6	33.3	37.3	32.8	23.1	27.9	36.0	36.0	-	-	44.0	44.0
Social rent	-	15.0	20.0	26.0	29.0	33.9	41.6	36.3	37.4	39.3	39.3	33.4	32.1	27.1	40.5				48.0	61.0
Local authority	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	48.0	61.0
Housing association	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	47.0	60.0
All households	15.4	18.2	23.5	25.3	26.5	32.7	34.7	32.9	29.0	31.7	28.8	27.7	25.7	23.7	25.0	24.6	-	-	31.0	34.0
Households in extreme fuel poverty																				
Owner-occupied	5.0	7.0	9.0	9.0	9.0	12.2	10.7	9.6	10.6	10.4	9.9	9.2	8.7	7.5	9.0	9.8	-	-	11.8	10.2
Owned outright	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	19.0	18.0
Buying with mortgage	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	7.0	7.0
Private rent	6.0	6.0	9.0	10.0	8.0	10.7	10.5	9.1	6.8	10.5	11.3	9.0	5.9	7.6	19.0	22.0	-	-	26.0	25.0
Social rent	-	1.0	2.0	4.0	6.0	6.0	6.4	6.3	6.1	6.9	7.4	5.8	5.3	5.6	13.9	14.5	-	-	26.0	32.0
Local authority	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	25.0	33.0
Housing association	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	27.0	30.0
All households	4.9	5.2	7.5	7.4	7.8	10.3	9.6	8.8	9.3	9.8	9.5	8.3	7.5	7.0	11.3	12.4	-	-	18.0	19.0

Source: Scottish Government, Scottish House Condition Survey 2023 (and predecessors).

- Notes:
- Up to 2017, a household was defined as fuel-poor if it was required to spend more than 10% of its household income on fuel use to maintain a satisfactory heating regime. A household required to spend 20% or more was defined as being in extreme fuel poverty.
 - From 2018, a household is fuel-poor if more than 10% of its 'after housing cost' (AHC) income is required to heat their home and if after deducting fuel costs, childcare costs, and specific disability and care related benefits, remaining AHC income is below 90% of the applicable UK Minimum Income Standard (MIS), including a remote rural and island area uplift. Those required to spend over 20% of AHC income on fuel are in extreme fuel poverty.
 - A satisfactory heating regime is defined as 21°C in the living room and 18°C in other rooms for 9 hours a day during the week and 16 hours a day at weekends. For older and other vulnerable households it is defined as 23°C in the living room and 20°C in other rooms for 16 hours per day.
 - Fuel poverty estimates for 2012-19 should be considered indicative due to methodological discontinuities, partly linked to adjustments to the energy demand model in 2010 and 2014, the fuel cost model in 2013 and 2014, the Warm Homes Discount from 2011 and pre-payment metered prices from 2016. Revised estimates for overall fuel poverty for 2012-19 were published in 2024 but extreme fuel poverty estimates and tenure estimates for both measures have yet to be issued. The adjustments are likely to be modest.
 - Fuel poverty data for 2018 and 2019 are considered partial best estimates under the revised definition of fuel poverty under the Fuel Poverty (Scotland) Act 2019. They should be treated as indicative, as not all required input variables were available at the time.
 - The 2020 SHCS was not completed due to Covid-19 restrictions. The 2021 SHCS estimates have been removed as they were largely extrapolated from SHCS 2019 data and are not comparable with figures for other years.
 - The 2022 SHCS is likely to underestimate fuel poverty due to over-representation of higher-income and homeowner households. Figures for 2022 were rounded to the nearest whole number.
 - The 2023 SHCS calculation of fuel poverty includes an adjustment to household income and energy bills to account for cost of living payments made in 2023.

Table 39e **Households in fuel poverty in Northern Ireland**

Percentages

	2001	2006	2009	2011	2016	2017	2018	2020	2021
						modelled estimates			
Households in fuel poverty									
Owner-occupied	22.8	31.8	38.9	40.6	23.0	–	–	–	–
Private rent	44.0	44.1	54.9	49.1	26.3	–	–	–	–
Social rent	36.1	37.1	51.4	39.7	9.9	–	–	–	–
NIHE	40.1	40.8	57.3	–	–	–	–	–	–
Housing association	10.1	21.1	–	–	–	–	–	–	–
All households	27.4	34.2	43.7	42.0	21.5	17	18	24	27
Households in severe fuel poverty	–	6.2	–	5.9	1.8	–	–	–	–

Sources: Northern Ireland Housing Executive 2016 NI Housing Condition Survey (and predecessors) and Building Research Establishment modelled estimates

- Notes:
1. A household is considered to be fuel poor if it would be required to spend more than 10% of its total household income from all sources (i.e. full income) on fuel use to maintain a satisfactory heating regime, which is defined as 21°C in living rooms and 18 °C for other rooms.
 2. A household is considered to be in severe fuel poverty if it would be required to spend 20% or more of its total income from all sources to maintain a satisfactory heating regime.
 3. Figures for 2018 to 2021 are BRE modelled estimates derived from the NIHCS 2016 adjusted to allow for the installation of energy-efficiency improvement measures plus changes in household incomes and fuel prices. The 2021 figures also allow for the Energy Price Guarantee and income support measures such as energy support payments.