**UNIVERSITY OF YORK**

**Social Policy Research Unit**

**Who are the fuel poor?**

Antonia Keung and Jonathan Bradshaw

8 February 2023

**Summary**

**After April 2023 when the Energy Price Cap is raised from £2500 to £3000 and the £400 rebate to all households runs out, fuel poverty will rise. This paper shows who will be affected by fuel poverty after April, based on analysis of the ONS Living Costs and Fuel Survey. We use a threshold of households spending more than 20% their net income after housing costs on fuel. The analysis describes their characteristics, their fuel poverty rates, their fuel poverty gaps and which households in fuel poverty are not being helped by the mitigations for households receiving social security benefits.**

**There is clearly an association between fuel poverty and net income with fuel poverty concentrated in the lower income deciles, but some richer households also spend more than 20% of income on fuel and a third of households in fuel poverty are not income poor. Childless couple households are less likely than average to be fuel poor and couples with two or more children and lone parent households are more likely to be fuel poor. Pensioner households are no more likely to be fuel poor. If there had been no mitigations for social security recipient households, 27.1% of households would be fuel poor from April 2023. The mitigations will reduce that by 5.5 percentage points or 20.3%. 65.5% of all fuel poor households are receiving cost of living payments but that leaves 34.5% (or 2596k) of them not receiving the payments. Households with children are most likely to be at risk after mitigation. The social security mitigations reduce the fuel poverty gap by 22.3% overall but for those not eligible the mean fuel poverty gap is £34.40 per week.**

**Background**

On 23 October 2023 Jonathan Brearley the Chief Executive of OFGEM said “That is why today, as part of the further work on price regulation announced by government in autumn last year, we are calling for a serious assessment of a social tariff. This is a tariff that is set at a different rate for vulnerable customers and protects against the impact of extremely high prices. If it can be made to work, this could tackle the root cause of this issue and the distress that many customers are in this Winter.”[[1]](#footnote-1)

Since August 2022 we have been producing papers on household fuel poverty based on the secondary analysis of the ONS Living Costs and Food Survey.[[2]](#footnote-2) Among these was a paper on social tariffs which compared the impact of a simple progressive social tariff (lower tariffs for smaller consumers paid for either by higher tariffs for larger consumers or by the taxpayer) with policies providing direct support by increasing the incomes of social security recipients. Broadly we concluded that enhancing social security incomes was a better strategy, though far from perfect.[[3]](#footnote-3)

To summarise: the problems are not all the fuel poor are small consumers; not all social security recipients are in fuel poverty; not all households in fuel poverty are social security recipients; and neither the government nor fuel providers know who the ‘vulnerable customers’ are.

In this paper we extend and update our previous analyses to identify who the fuel poor will be after April 2023.

**Methods**

Fuel poverty is driven by low income and high energy cost, the latter can be further attributed to high unit cost of energy and poor thermal efficiency of some dwellings. In order to identify which households are most affected by fuel poverty, we use the latest available household data from the ONS Living Costs and Food Survey 2020-21. Chart 1 below shows a significant upward trend of the average energy costs to the UK households between 2020 and 2023.

**Chart 1: Average energy costs to the UK households**

Own analysis of LCFS 2020/21 weighted data

There is no single agreed measure of fuel poverty. Our earlier analyses used a variety of thresholds based on the percentage of net equivalent income spent on fuel (10%, 20%, 25% and 30%). Following convention we tended to focus on those spending more than 10% on fuel. However using this definition our analysis revealed that 65 percent of UK households in April 2023 would be classified as fuel poor in the context of distorted high energy costs. The End Fuel Poverty Coalition has suggested that that these households should be more accurately be referred to as living in ‘fuel stress’, and that fuel poverty should be limited to a higher threshold. In this paper we decided to adopt the 20% definition, using this higher threshold to differentiate the relatively less impacted ‘fuel stress’ households from the more impacted ‘fuel poor’ households.

On 17 November 2022 the Chancellor announced that the Energy Price Guarantee (EPG) would be raised from £2500 to £3000 from April 2023 when the £400 per household energy rebate would also end. He also announced that social security benefits and pensions would be uprated by 10.1% and there would be a new set of costs of living payments: £300 for all pensioners households, £150 for disability benefit recipients and £900 for recipients of means-tested working age benefits.

For this analysis we have increased net household income by 10%. This is an attempt to adjust for improvements in net income between September 2020 and April 2023. We have to acknowledge it is only an estimate. Household incomes will have been affected by Covid during 2020/21 especially the £20 per week uplift in Universal Credit (UC). There were upratings of benefits in April 2021 (by 0.5%) and 2022 (by 3.2%) and they will increase again in April 2023 (by 10.1%). Also the National Minimum Wage has been increased faster over this period than general increases in earnings. ONS estimates show that nominal earnings grew by 1.0% in the year ending April 2020, 5.5% in the year ending April 2021 and 6.9% in the year ending April 2022. But all those increases will have been offset by the £20 per week reduction in UC and/or increases in taxation. Remember we are dealing with net household income.

In this version we have also taken account of the cost-of-living payments that will be paid through the social security system in 2023-24, though we should acknowledge some limitations: There is a well-known underreporting of benefit receipt in survey data; only around 5 million households received the Means-tested benefits eligible for the cost of living payment in LCFS 2020-21 dataset and the government predicts 8 million will be eligible in 2023-24; there were only around 3 million people in receipt of disability benefits in LCFS 2020/21 and the government predicts 6 million people in 2023-24. This discrepancy can also partly be explained by the lack of data in the LCFS on the following eligible disability benefits: Scottish Disability Benefits, Armed Forces Independence Payment, Constant Attendance Allowance, and War Pension Mobility Supplement. However there does not seem to be any difference between the LCFS and government estimates for pensioner households. The social security mitigations are going to increase income rather than reduce expenditure for those eligible, but for analytical reasons, in order to see their impact on fuel poverty we have adjusted fuel expenditure in the following analysis.

The result shows that 27.1% (or 7.5 million) of households in the UK in April 2023 will be classified as fuel poor as they will spend more than 20% of their net income after housing costs on their energy bills (before any mitigations).

**Results**

The first analysis is an exploration of the household characteristics of the fuel poor – what is the composition of households spending more than 20% of net income on fuel? Table 1 shows the composition if there had been no social security mitigations and after the mitigations.

 **Table 1: Frequencies distribution of the fuel poor households on key variables. April 2023.**

|  |  |  |  |
| --- | --- | --- | --- |
| Key variables  | Fuel poor before mitigations | Fuel poorafter the mitigations | All households  |
|  |  | Count (000) | % | Count (000) | % | Count(000) | % |
| Income decile | 1 | 2399 | 31.9 | 2016 | 33.6 | 2810 | 10 |
|  | 2 | 1697 | 22.6 | 1262 | 21.0 | 2810 | 10 |
|  | 3 | 1143 | 15.2 | 860 | 14.3 | 2797 | 10 |
|  | 4 | 818 | 10.9 | 598 | 10.0 | 2813 | 10 |
|  | 5 | 519 | 6.9 | 415 | 6.9 | 2812 | 10 |
|  | 6 | 380 | 5.1 | 345 | 5.8 | 2799 | 10 |
|  | 7 | 237 | 3.1 | 206 | 3.4 | 2810 | 10 |
|  | 8 | 187 | 2.5 | 173 | 2.9 | 2811 | 10 |
|  | 9 | 109 | 1.4 | 104 | 1.7 | 2808 | 10 |
|  | 10 | 30 | 0.4 | 22 | 0.4 | 2808 | 10 |
| Total |  | 7517 | 100 | 6001 | 100.0 | 28079 | 100 |
| Household type (brief) | Single | 1163 | 15.5 | 917 | 15.3 | 4426 | 15.7 |
|  | Couple | 820 | 10.9 | 697 | 11.6 | 5312 | 18.8 |
|  | Households with dep children | 2440 | 32.5 | 1981 | 33.0 | 6743 | 23.9 |
|  | Pensioners | 2247 | 29.9 | 1651 | 27.5 | 8878 | 31.5 |
|  | Other multi-unit | 848 | 11.3 | 755 | 12.6 | 2839 | 10.1 |
| Total  |  | 7517 | 100 | 6001 | 100.0 | 28198 | 100 |
| Household type (detailed) | Single | 1163 | 15.5 | 917 | 15.3 | 4426 | 15.7 |
|  | Couple | 820 | 10.9 | 697 | 11.6 | 5312 | 18.8 |
|  | Couple with 1 child | 521 | 6.9 | 442 | 7.4 | 2029 | 7.2 |
|  | Couple with 2 children | 768 | 10.2 | 682 | 11.4 | 2524 | 9.0 |
|  | Couple with 3 children | 427 | 5.7 | 335 | 5.6 | 843 | 3.0 |
|  | Couple with 4 or more children | 115 | 1.5 | 92 | 1.5 | 186 | 0.7 |
|  | Lone parent with 1 child | 231 | 3.1 | 174 | 2.9 | 532 | 1.9 |
|  | Lone parent with 2 or more children | 378 | 5.0 | 255 | 4.2 | 629 | 2.2 |
|  | Pensioners single | 961 | 12.8 | 671 | 11.2 | 3860 | 13.7 |
|  | Pensioner couple | 1039 | 13.8 | 785 | 13.1 | 4268 | 15.1 |
|  | Other pensioner (i.e. pensioner only with children or pensioners living in multi-unit) | 247 | 3.3 | 195 | 3.2 | 750 | 2.7 |
|  | Other (multi-unit) | 848 | 11.3 | 755 | 12.6 | 2839 | 10.1 |
| Total  |  | 7517 | 100 | 6001 | 100.0 | 28198 | 100 |
| Region | North East | 423 | 5.6 | 301 | 5.0 | 1238 | 4.4 |
|  | North West and Merseyside | 772 | 10.3 | 546 | 9.1 | 3132 | 11.1 |
|  | Yorkshire and the Humber | 759 | 10.1 | 589 | 9.8 | 2503 | 8.9 |
|  | East Midlands | 456 | 6.1 | 385 | 6.4 | 2255 | 8.0 |
|  | West Midlands | 562 | 7.5 | 438 | 7.3 | 2444 | 8.7 |
|  | Eastern | 756 | 10.1 | 619 | 10.3 | 2594 | 9.2 |
|  | London | 955 | 12.7 | 789 | 13.1 | 3363 | 11.9 |
|  | South East | 769 | 10.2 | 643 | 10.7 | 3739 | 13.3 |
|  | South West | 685 | 9.1 | 527 | 8.8 | 2433 | 8.6 |
|  | Wales | 407 | 5.4 | 346 | 5.8 | 1260 | 4.5 |
|  | Scotland | 713 | 9.5 | 589 | 9.8 | 2505 | 8.9 |
|  | Northern Ireland | 261 | 3.5 | 229 | 3.8 | 734 | 2.6 |
| Total |  | 7517 | 100 | 6001 | 100.0 | 28198 | 100 |
| Ethnic origin of HH ref person | White | 4403 | 88.2 | 3453 | 57.5 | 17013 | 90.9 |
|  | Mixed race | 89 | 1.8 | 73 | 1.2 | 254 | 1.4 |
|  | Asian or Asian British | 243 | 4.9 | 178 | 3.0 | 855 | 4.6 |
|  | Black or Black British | 122 | 2.4 | 107 | 1.8 | 300 | 1.6 |
|  | Other ethnic group | 133 | 2.7 | 124 | 2.1 | 303 | 1.6 |
| Total  |  | 4990 | 100 | 3935 | 65.6 | 18726 | 100 |
| Tenure type  | LA | 921 | 12.3 | 681 | 11.3 | 1831 | 6.5 |
|  | Housing Association | 1030 | 13.7 | 735 | 12.2 | 2189 | 7.8 |
|  | Private rented | 1661 | 22.1 | 1355 | 22.6 | 5063 | 18 |
|  | Owned/ mortgaged/ outright | 3791 | 50.4 | 3135 | 52.2 | 18770 | 66.6 |
|  | Rent free | 114 | 1.5 | 96 | 1.6 | 345 | 1.2 |
| Total  |  | 7517 | 100 | 6001 | 100.0 | 28198 | 100 |
| Income poverty | No (i.e. >=60% median income) | 2479 | 33.0 | 2022 | 33.7 | 20208 | 72 |
|  | Yes (i.e. < 60% median income) | 5038 | 67.0 | 3979 | 66.3 | 7871 | 28 |
| Total  |  | 7517 | 100 | 6001 | 100.0 | 28079 | 100 |
|  | 1 Means-tested CoL only | 1965 | 26.1 | 1266 | 21.1 | 3035 | 10.8 |
|  | 2 Disability CoL only | 203 | 2.7 | 192 | 3.2 | 599 | 2.1 |
|  | 3 Pensioner CoL only | 1614 | 21.5 | 1270 | 21.2 | 6789 | 24.1 |
|  | 4 Means-tested + Disability CoL | 507 | 6.7 | 295 | 4.9 | 1018 | 3.6 |
|  | 5 Means-tested + pensioner CoL | 268 | 3.6 | 139 | 2.3 | 587 | 2.1 |
|  | 6 Disability + pensioner CoL | 267 | 3.5 | 195 | 3.2 | 1083 | 3.8 |
|  | 7 Means-tested+Disability+ Pensioner CoL | 98 | 1.3 | 48 | 0.8 | 419 | 1.5 |
|  | Not receiving mitigations | 2596 | 34.5 | 3405 | 56.7 | 14668 | 52 |
| Total |  | 7517 | 100 | 6001 | 100 | 28198 | 100 |

Table 2 presents fuel poverty rates for each household type before and after the social security. There is clearly an association between fuel poverty and net income with fuel poverty concentrated in the lower income deciles, but some richer households also spend more than 20% of income on fuel and a third of households in fuel poverty are not income poor. Childless couple households are less likely than average to be fuel poor and couples with two or more children and lone parent households are more likely to be fuel poor. Pensioner households are no more likely to be fuel poor. Fuel poverty is more common than average in the North East, Yorkshire and Humberside, Eastern Region, London, Wales, Scotland and Northern Ireland. It is also more common in all non-white ethnic groups and in all rented tenures.

If there had been no mitigations for social security recipient households 27.1% of households would be fuel poor from April 2023. The mitigations will reduce that by 5.5 percentage points or 20.3%.

**Table 2: Fuel poverty rates before and after mitigations April 2023**

|  |  |  |
| --- | --- | --- |
| Key variables  | Fuel poor before mitigations | Fuel poorafter the mitigations |
|  |  | Count (000) | % | Count (000) | % |
| Income decile | 1 | 2399 | 88.9% | 2016 | 74.7% |
|  | 2 | 1697 | 61.1% | 1262 | 45.4% |
|  | 3 | 1143 | 41.5% | 860 | 31.2% |
|  | 4 | 818 | 29.3% | 598 | 21.4% |
|  | 5 | 519 | 18.7% | 415 | 15.0% |
|  | 6 | 380 | 13.7% | 345 | 12.4% |
|  | 7 | 237 | 8.5% | 206 | 7.4% |
|  | 8 | 187 | 6.7% | 173 | 6.2% |
|  | 9 | 109 | 3.9% | 104 | 3.7% |
|  | 10 | 30 | 1.1% | 22 | 0.8% |
| Total |  | 7519 | 27.1% | 6001 | 21.6% |
| Household type (brief) | Single | 1163 | 27.5% | 917 | 21.7% |
|  | Couple | 820 | 15.6% | 697 | 13.2% |
|  | Households with dep children | 2440 | 36.6% | 1981 | 29.7% |
|  | Pensioners | 2247 | 25.5% | 1651 | 18.8% |
|  | Other multi-unit | 848 | 30.6% | 755 | 27.3% |
| Total  |  | 7518 | 27.1% | 6001 | 21.6% |
| Household type (detailed) | Single | 1163 | 27.5% | 917 | 21.7% |
|  | Couple | 820 | 15.6% | 697 | 13.2% |
|  | Couple with 1 child | 521 | 25.8% | 442 | 21.9% |
|  | Couple with 2 children | 768 | 30.5% | 682 | 27.1% |
|  | Couple with 3 children | 427 | 51.9% | 335 | 40.8% |
|  | Couple with 4 or more children | 115 | 61.8% | 92 | 49.7% |
|  | Lone parent with 1 child | 231 | 43.9% | 174 | 33.1% |
|  | Lone parent with 2 or more children | 378 | 62.5% | 255 | 42.1% |
|  | Pensioners single | 961 | 25.2% | 671 | 17.6% |
|  | Pensioner couple | 1039 | 24.4% | 785 | 18.4% |
|  | Other pensioner (i.e. pensioner only with children or pensioners living in multi-unit) | 247 | 33.7% | 195 | 26.6% |
|  | Other (multi-unit) | 848 | 30.6% | 755 | 27.3% |
| Total  |  | 7518 | 27.1% | 6000 | 21.6% |
| Region | North East | 423 | 35.3% | 301 | 25.1% |
|  | North West and Merseyside | 772 | 24.8% | 546 | 17.5% |
|  | Yorkshire and the Humber | 759 | 30.5% | 589 | 23.7% |
|  | East Midlands | 456 | 20.5% | 385 | 17.3% |
|  | West Midlands | 562 | 24.0% | 438 | 18.7% |
|  | Eastern | 756 | 29.2% | 619 | 23.9% |
|  | London | 955 | 29.1% | 789 | 24.1% |
|  | South East | 769 | 20.9% | 643 | 17.5% |
|  | South West | 685 | 28.8% | 527 | 22.1% |
|  | Wales | 407 | 32.3% | 346 | 27.5% |
|  | Scotland | 713 | 28.9% | 589 | 23.8% |
|  | Northern Ireland | 261 | 36.1% | 229 | 31.7% |
| Total |  | 7518 | 27.1% | 6001 | 21.6% |
| Ethnic origin of HH ref person | White | 4403 | 26.3% | 3453 | 20.6% |
|  | Mixed race | 89 | 36.3% | 73 | 29.9% |
|  | Asian or Asian British | 243 | 28.7% | 178 | 21.0% |
|  | Black or Black British | 122 | 40.5% | 107 | 35.7% |
|  | Other ethnic group | 133 | 48.4% | 124 | 44.9% |
| Total  |  | 4990 | 27.1% | 3935 | 21.4% |
| Tenure type  | LA | 921 | 51.2% | 681 | 37.9% |
|  | Housing Association | 1030 | 48.3% | 735 | 34.5% |
|  | Private rented | 1661 | 34.2% | 1355 | 27.9% |
|  | Owned/ mortgaged/ outright | 3791 | 20.3% | 3135 | 16.8% |
|  | Rent free | 114 | 39.6% | 96 | 33.2% |
| Total  |  | 7517 | 27.1% | 6002 | 21.6% |
| Income poverty | No (i.e. >=60% median income) | 2479 | 12.4% | 2022 | 10.1% |
|  | Yes (i.e. < 60% median income) | 5038 | 65.5% | 3979 | 51.7% |
| Total  |  | 7517 | 27.1% | 6001 | 21.6% |
| COL payment recipient group  | 1 Means-tested CoL only | 1965 | 65.8% | 1266 | 42.4% |
|  | 2 Disability CoL only | 203 | 34.5% | 192 | 32.7% |
|  | 3 Pensioner CoL only | 1614 | 23.9% | 1270 | 18.8% |
|  | 4 Means-tested + Disability CoL | 507 | 52.5% | 295 | 30.6% |
|  | 5 Means-tested + pensioner CoL | 268 | 47.1% | 139 | 24.4% |
|  | 6 Disability + pensioner CoL | 267 | 24.7% | 195 | 18.0% |
|  | 7 Means-tested+Disability+ Pensioner CoL | 98 | 24.4% | 48 | 12.0% |
|  | Not receiving mitigation | 2596 | 18.0% | 2596 | 18.0% |
| Total |  | 7518 | 27.1% | 6001 | 21.6% |

**Who is not eligible for cost of living payments but is fuel poor?**

This is an important question because it is an indication of the limits of using the receipt of social security benefits to mitigate fuel poverty and suggests which might be the types of household that need to be targeted in other ways, including by some kind of social tariff.

48% of all households receive some mitigation of their fuel costs via the social security system. It can be seen in Table 3 that most of these (66%) are pensioners.

**Table 3: Recipients of cost of living payments**

|  |  |  |
| --- | --- | --- |
|  | Count (000) | % |
|  | 1 Means-tested CoL only | 3035 | 22.4 |
| 2 Disability CoL only | 599 | 4.4 |
| 3 Pensioner CoL only | 6789 | 50.2 |
| 4 Means-tested + Disability CoL | 1018 | 7.5 |
| 5 Means-tested + pensioner CoL | 587 | 4.3 |
| 6 Disability + pensioner CoL | 1083 | 8.0 |
| 7 Means-tested+Disability+ Pensioner CoL | 419 | 3.1 |
| Total | 13530 | 100.0 |

65.5% of all fuel poor households are receiving cost of living payments but that leaves 34.5% (or 2596k) of them not receiving the payments. Who are they? Table 4 provides an analysis of their composition.

* 59% are from the bottom 3 income deciles
* 40% are families with children
* 62% are living in owned/ mortgaged houses
* 55% are income poor.

**Table 4: In fuel poverty but not eligible for cost of living payments. April 2023.**

|  |  |  |  |
| --- | --- | --- | --- |
|   |  | Not eligible for CoL | Fuel poor total  |
|   |   | Count (000) | % | Count (000) | % |
| Income decile | 1 | 688 | 26.5 | 2399 | 31.9 |
|   | 2 | 397 | 15.3 | 1697 | 22.6 |
|   | 3 | 440 | 16.9 | 1143 | 15.2 |
|   | 4 | 344 | 13.3 | 818 | 10.9 |
|   | 5 | 174 | 6.7 | 519 | 6.9 |
|   | 6 | 227 | 8.7 | 380 | 5.1 |
|   | 7 | 128 | 4.9 | 237 | 3.1 |
|   | 8 | 121 | 4.7 | 187 | 2.5 |
|   | 9 | 58 | 2.2 | 109 | 1.4 |
|   | 10 | 19 | 0.7 | 30 | 0.4 |
| Total |   | 2596 | 100.0 | 7517 | 100 |
| Household type (brief) | Single | 569 | 21.9 | 1163 | 15.5 |
| Couple | 538 | 20.7 | 820 | 10.9 |
|   | Households with dep children | 1020 | 39.3 | 2440 | 32.5 |
|   | Pensioners | 0 | 0 | 2247 | 29.9 |
|   | Other multi-unit | 469 | 18.1 | 848 | 11.3 |
| Total  |   | 2596 | 100.0 | 7517 | 100 |
| Household type (detailed) | Single | 569 | 21.9 | 1163 | 15.5 |
|   | Couple | 538 | 20.7 | 820 | 10.9 |
|   | Couple with 1 child | 274 | 10.6 | 521 | 6.9 |
|   | Couple with 2 children | 460 | 17.7 | 768 | 10.2 |
|   | Couple with 3 children | 189 | 7.3 | 427 | 5.7 |
|   | Couple with 4 or more children | 8 | 0.3 | 115 | 1.5 |
|   | Lone parent with 1 child | 57 | 2.2 | 231 | 3.1 |
|   | Lone parent with 2 or more children | 32 | 1.2 | 378 | 5.0 |
|   | Pensioners single | 0 | 0 | 961 | 12.8 |
|   | Pensioner couple | 0 | 0 | 1039 | 13.8 |
|   | Other pensioner (i.e. pensioner only with children or pensioners living in multi-unit) | 0 | 0 | 247 | 3.3 |
|   | Other (multi-unit) | 469 | 18.1 | 848 | 11.3 |
| Total  |   | 2596 | 100.0 | 7517 | 100 |
| Region | North East | 114 | 4.4 | 423 | 5.6 |
|   | North West and Merseyside | 270 | 10.4 | 772 | 10.3 |
|   | Yorkshire and the Humber | 217 | 8.4 | 759 | 10.1 |
|   | East Midlands | 171 | 6.6 | 456 | 6.1 |
|   | West Midlands | 144 | 5.5 | 562 | 7.5 |
|   | Eastern | 288 | 11.1 | 756 | 10.1 |
|   | London | 376 | 14.5 | 955 | 12.7 |
|   | South East | 286 | 11.0 | 769 | 10.2 |
|   | South West | 253 | 9.7 | 685 | 9.1 |
|   | Wales | 138 | 5.3 | 407 | 5.4 |
|   | Scotland | 255 | 9.8 | 713 | 9.5 |
|   | Northern Ireland | 85 | 3.3 | 261 | 3.5 |
| Total |   | 2596 | 100.0 | 7517 | 100 |
| Ethnic origin of HH ref person | White | 1503 | 88.1 | 4403 | 88.2 |
|   | Mixed race | 20 | 1.2 | 89 | 1.8 |
|   | Asian or Asian British | 63 | 3.7 | 243 | 4.9 |
|   | Black or Black British | 48 | 2.8 | 122 | 2.4 |
|   | Other ethnic group | 72 | 4.2 | 133 | 2.7 |
| Total  |   | 1706 | 100.0 | 4990 | 100 |
| Tenure type  | LA | 180 | 7.0 | 921 | 12.3 |
|   | Housing Association | 149 | 5.8 | 1030 | 13.7 |
|   | Private rented | 629 | 24.2 | 1661 | 22.1 |
|   | Owned/ mortgaged/ outright | 1611 | 62.1 | 3791 | 50.4 |
|   | Rent free | 26 | 1.0 | 114 | 1.5 |
| Total  |   | 2596 | 100.0 | 7517 | 100 |
| Income poverty | No (i.e. >=60% median income) | 1162 | 44.8 | 2479 | 33.0 |
|   | Yes (i.e. < 60% median income) | 1434 | 55.2 | 5038 | 67.0 |
| Total  |   | 2596 | 100.0 | 7517 | 100 |

**What happens to the fuel poverty gap?**

The fuel poverty gap is an indication of how far below the fuel poverty threshold those who are in fuel poverty are. It is an indicator of the severity of their fuel poverty. Table 5 presents the fuel poverty gap after April 2023 both before and after mitigations. The social security mitigations reduce fuel poverty by 22.3% on average and of course are of greater value for those eligible but for those not eligible the fuel poverty gap is £34.40.

**Table 5: Mean and median fuel poverty gaps before and after mitigations**

|  |  |  |
| --- | --- | --- |
| Key variables  | Fuel poverty gap before mitigations | Fuel poverty gapafter the mitigations |
|  |  | Mean £ per week | Median £ per week | Mean £ per week | Median £ per week |
| Income decile | 1 | 36.16  |  27.79  | 27.15 | 18.10 |
|  | 2 | 29.93  |  20.21  | 21.12 | 10.55 |
|  | 3 | 25.27  |  16.47  | 19.47 | 11.55 |
|  | 4 | 23.51  |  16.16  | 18.68 | 9.98 |
|  | 5 | 31.77  |  15.84  | 25.88 | 9.77 |
|  | 6 | 28.84  |  16.60  | 25.08 | 15.36 |
|  | 7 | 40.98  |  16.43  | 36.89 | 12.88 |
|  | 8 | 46.94  |  14.32  | 44.26 | 14.32 |
|  | 9 | 60.46  |  46.30  | 55.26 | 40.53 |
|  | 10 | 37.48  |  40.09  | 36.74 | 40.09 |
| Household type (brief) | Single | 29.20  |  21.85  | 22.62 | 11.87 |
|  | Couple | 25.09  |  18.15  | 21.11 | 12.99 |
|  | Households with dep children | 38.15  |  23.48  | 29.79 | 14.53 |
|  | Pensioners | 28.03  |  19.40  | 20.54 | 10.80 |
|  | Other multi-unit | 33.77  |  26.79  | 27.62 | 17.56 |
| Household type (detailed) | Single | 29.20  |  21.85  | 22.62 | 11.87 |
|  | Couple | 25.09  |  18.15  | 21.11 | 12.99 |
|  | Couple with 1 child | 41.70  |  28.21  | 35.36 | 18.95 |
|  | Couple with 2 children | 36.40  |  20.90  | 30.48 | 14.22 |
|  | Couple with 3 children | 39.21  |  21.99  | 31.39 | 15.68 |
|  | Couple with 4 or more children | 71.00  |  42.55  | 55.20 | 34.63 |
|  | Lone parent with 1 child | 27.80  |  23.39  | 17.87 | 11.90 |
|  | Lone parent with 2 or more children | 31.99  |  22.37  | 18.53 | 10.87 |
|  | Pensioners single | 24.66  |  17.70  | 16.89 | 9.18 |
|  | Pensioner couple | 29.52  |  20.90  | 23.18 | 12.83 |
|  | Other pensioner (i.e. pensioner only with children or pensioners living in multi-unit) | 34.86  |  23.70  | 23.61 | 9.10 |
|  | Other (multi-unit) | 33.77  |  26.79  | 27.62 | 17.57 |
| Region | North East | 27.19  |  17.45  | 19.36 | 6.90 |
|  | North West and Merseyside | 27.10  |  18.80  | 19.96 | 9.28 |
|  | Yorkshire and the Humber | 29.19  |  23.86  | 21.61 | 13.69 |
|  | East Midlands | 35.93  |  18.60  | 30.93 | 14.09 |
|  | West Midlands | 33.96  |  25.90  | 25.66 | 15.97 |
|  | Eastern | 32.37  |  20.65  | 26.34 | 15.77 |
|  | London | 37.19  |  24.53  | 29.35 | 16.60 |
|  | South East | 32.15  |  22.42  | 25.89 | 14.94 |
|  | South West | 28.16  |  20.71  | 21.20 | 14.94 |
|  | Wales | 27.74  |  20.90  | 20.22 | 9.48 |
|  | Scotland | 32.06  |  19.41  | 25.66 | 14.07 |
|  | Northern Ireland | 42.26  |  28.18  | 34.27 | 17.95 |
| Ethnic origin of HH ref person | White | 31.69  |  21.47  | 24.64 | 13.82 |
|  | Mixed race | 37.39  |  40.52  | 28.31 | 29.29 |
|  | Asian or Asian British | 31.77  |  23.73  | 20.80 | 10.89 |
|  | Black or Black British | 33.31  |  32.14  | 24.52 | 19.40 |
|  | Other ethnic group | 33.07  |  32.14  | 27.50 | 22.74 |
| Tenure type  | LA | 30.96  |  23.90  | 20.28 | 11.45 |
|  | Housing Association | 30.53  |  22.42  | 19.60 | 10.93 |
|  | Private rented | 31.18  |  23.73  | 23.01 | 15.12 |
|  | Owned/ mortgaged/ outright | 32.29  |  19.55  | 27.62 | 13.70 |
|  | Rent free | 44.29  |  22.40  | 35.96 | 15.82 |
| Income poverty | No (i.e. >=60% median income) | 31.64 | 17.00 | 27.25 | 11.95 |
|  | Yes (i.e. < 60% median income) | 31.91 | 23.46 | 23.49 | 14.22 |
| COL payment recipient group  | 1 Means-tested CoL only | 31.62 | 25.96 | 17.38 | 8.65 |
|  | 2 Disability CoL only | 30.88 | 19.49 | 27.96 | 16.61 |
|  | 3 Pensioner CoL only | 28.40 | 18.60 | 23.25 | 12.83 |
|  | 4 Means-tested + Disability CoL | 36.62 | 23.48 | 20.94 | 3.26 |
|  | 5 Means-tested + pensioner CoL | 28.39 | 23.25 | 10.80 | 0.17 |
|  | 6 Disability + pensioner CoL | 22.92 | 18.38 | 15.19 | 9.01 |
|  | 7 Means-tested+Disability+ Pensioner CoL | 34.77 | 25.06 | 17.12 | 0 |
|  | Not receiving mitigation | 34.40 | 20.20 | 34.40 | 20.20 |
| All |  | 31.82 | 21.60 | 24.73 | 13.63 |

1. <https://www.ofgem.gov.uk/news-and-views/blog/tackling-inappropriate-energy-supplier-prepayment-meter-practices> [↑](#footnote-ref-1)
2. <https://cpag.org.uk/sites/default/files/CPAG-Poverty-173-rising-fuel-poverty.pdf>

<https://cpag.org.uk/news-blogs/news-listings/fuel-poverty-estimates-april-2023-following-autumn-statement-including> [↑](#footnote-ref-2)
3. <https://pure-research.york.ac.uk/admin/editor/dk/atira/pure/api/shared/model/researchoutput/editor/othercontributioneditor.xhtml?scheme=&type=&id=81132846> [↑](#footnote-ref-3)