

# JSNA Health and Wellbeing Profile 2025/26

## Fuel Poverty

### Summary points

- 10.3% (approximately 20,950 households) of all households in Bristol are living in fuel poverty<sup>1</sup>, lower than the national average (11.4%).
- While energy prices have decreased since 2022, they remain higher than they were in 2021 and there are still a high number of people seeking support with energy bills and debt.

### Background

Fuel poverty is a term that is typically used to describe a person on a low income who's struggling to afford their energy costs. The drivers of fuel poverty are low income, poor energy efficiency and high energy prices.

Living in fuel poverty and experiencing a cold home have been shown to have a significant impact on mental and physical health including:

- increased blood pressure
- suppression of the immune system
- increased airway constriction and mucus production in the lungs
- mental health effects from depression
- reduced educational and employment attainment

Several large-scale evidence reviews have suggested that living in a cold home and coping with unaffordable fuel bills can have significant adverse implications for a range of outcomes, including health, educational and social outcome<sup>234</sup>.

Fuel poverty is measured using the Low Income Low Energy Efficiency (LILEE) indicator\*. Under this indicator, a household is considered fuel poor if:

- they are living in a property with an energy efficiency rating of band D or below.
- when they spend the required amount to heat their home, they are left with a residual income below the official poverty line.

\*This definition replaces the Low Income High Costs (LIHC) definition of fuel poverty which does not take account of energy efficiency. EPC ratings can often be inaccurate due to issues with quality control in the industry and does not take account of if a heating system in a property is broken, faulty or not being used. Finally, there is evidence of some very low income households living in EPC C rated homes still struggling to afford their fuel bills. These households face the same negative outcomes, but the root cause is related to a broader context of poverty, not specific to fuel. We recognise households living in poverty who are not covered by this definition still experience the same impacts from living in cold homes, please see the action plan for more details (see page 3).

<sup>1</sup> Department for Business, Energy and Industrial Strategy (BEIS), 2025. Annual Fuel Poverty Statistics Report 2025

<sup>2</sup> Marmot Review Team. 2011. The Health Impacts of Cold Homes and Fuel Poverty.

<sup>3</sup> Centre for Sustainable Energy, 2016. Understanding the Characteristics of Low Income Households Most at Risk from Living in Cold Homes.

<sup>4</sup> NICE. 2015. Excess winter deaths and illness and the health risks associated with cold homes.

## National picture

The increased cost of living continues to impact households nationally, with poverty rates increasing. In October 2024, a typical household's energy bill increased by £149, an increase of 10%. Although energy prices are much lower than their peak in 2023, they do remain above pre-Covid levels. In 2023, there was financial support for households in receipt of certain benefits. This winter, that support has gone, leaving households in the potential situation of having to fend off these increases alone<sup>5</sup>.

The Office of National Statistics found that in February 2024, around 4 in 10 adults are using less fuel in their homes because of cost of living increases and were finding it very or somewhat difficult to afford them<sup>6</sup>. High numbers of households continue to seek support, with Citizens Advice Bureau helping record numbers of people with energy issues and energy debts in 2023 (264,943 and 85,333 respectively). Of the people they helped with energy issues, over 50% needed help with crisis support e.g. food bank referral<sup>7</sup>.

## National data

Based on the LILEE definition, there are an estimated 20,950 fuel poor households in Bristol, representing 10.3% of all households (BEIS, 2025)<sup>8</sup>. This is lower than the rate for England (11.4%), as shown in Figure 1 (below).

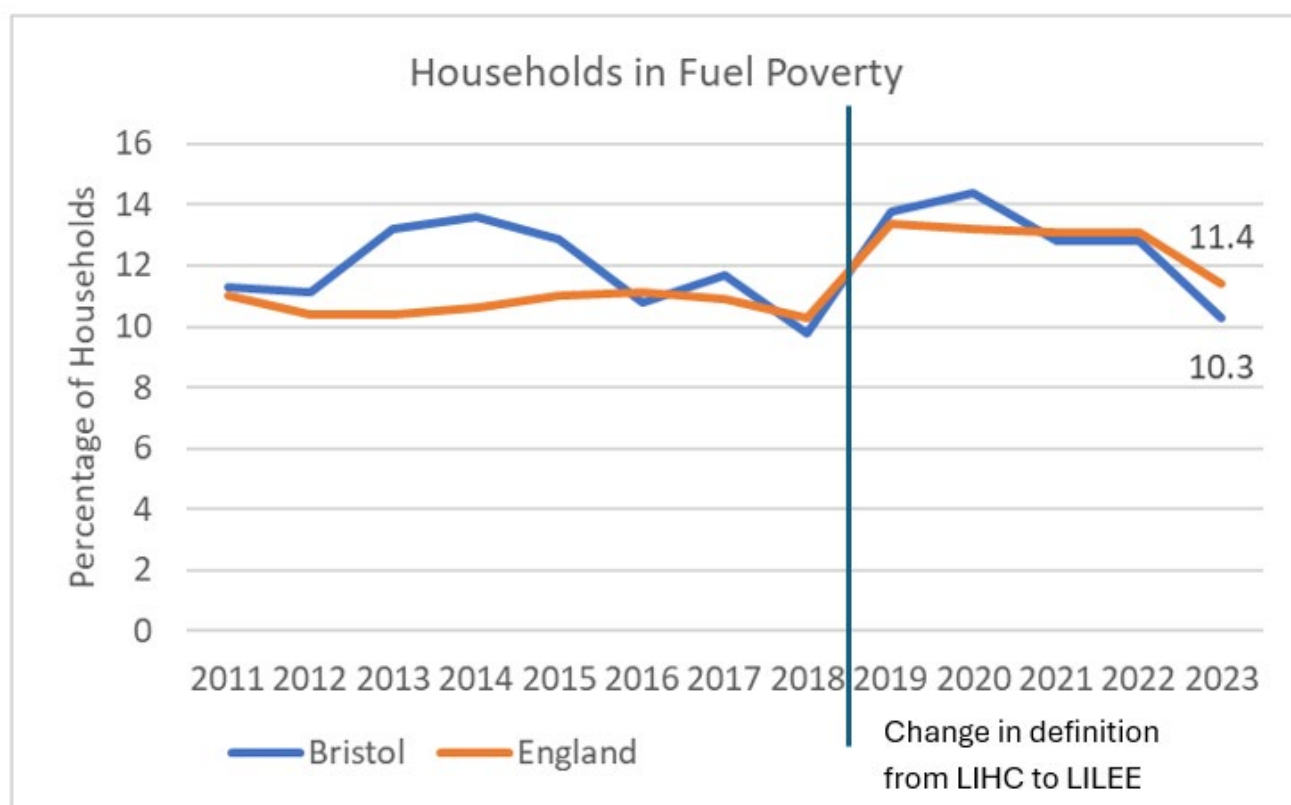


Figure 1: Percentage of households in Fuel Poverty in Bristol (data 2011 – 2018 based on Low Income High Cost (LIHC) metric, data 2019 onwards based on Low Income Low Energy Efficiency (LILEE) metric). Source: Department for Business, Energy and Industrial Strategy (BEIS), 2025. Annual Fuel Poverty Statistics Report 2025 (2023 Data).

<sup>5</sup> [UK Poverty 2025: The essential guide to understanding-poverty in the UK](#)

<sup>6</sup> [Cost of living insights - Office for National Statistics](#)

<sup>7</sup> [Energy data - Citizens Advice](#)

<sup>8</sup> Department for Business, Energy and Industrial Strategy, 2025. Annual Fuel Poverty Statistics Report 2025 (2023 Data).

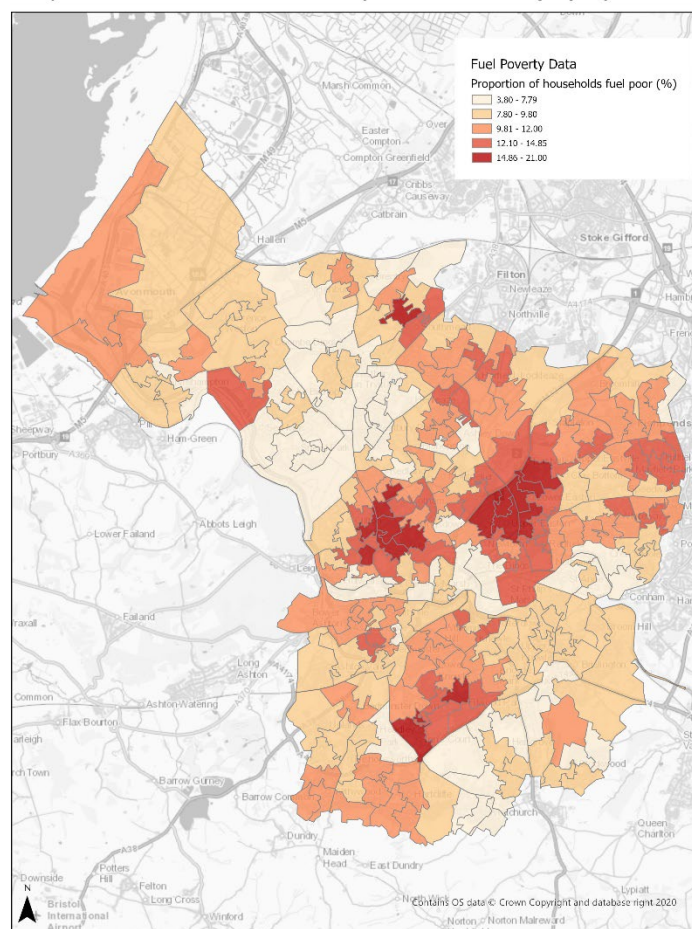
## Local data

The Quality of Life survey also provides insight into fuel poverty in Bristol<sup>9</sup>. In 2024:

- 30% of residents were extremely or moderately worried about keeping their home warm this winter, similar to last year (31%), but rising to 40% in most deprived areas
- 72% of residents were satisfied with the state of repair of their home, reducing to 65% in most deprived areas
- 11% found it difficult to manage financially, rising to 17% in most deprived areas

## Fuel Poverty 2025 (2023 data)

Proportion of households fuel poor in Bristol (%) by LSOA



As displayed in Figure 2, the distribution of fuel poor households varies across the city. A large cluster can be seen around Cotham, Bishopston and Clifton.

The wards showing the highest proportions of fuel poor households contain areas with large student populations and more affluent areas around the centre with old Georgian homes. This is like because these types of properties are more likely to have low energy efficiency ratings.

Figure 2: Percentage of households in Fuel Poverty in Bristol by LSOA (based on Low Income Low Energy Efficiency (LILEE) metric)

Source: Department for Business, Energy and Industrial Strategy (BEIS), 2025. Annual Fuel Poverty Statistics Report 2025 (2023 Data).

COVID-19 has resulted in various impacts on households across the city, including impacts on income and job security.

## Equalities data:

Fuel poverty data is assessed at a geographical level. Equalities data is not available at a local level. Nationally, we know households with a higher need to maintain a warm home resulting in higher fuel needs may be at a higher risk to fuel poverty e.g., older people, people with ill health and disabled people. In England, more than **1 in 3** households in fuel poverty are households with children (34.5%), with lone parents experiencing the highest rates of fuel poverty of 24.7%.

<sup>9</sup> Quality of Life survey data, Bristol City Council (2024)

The highest level of fuel poverty was also in the private rented sector in 2024, with 21.5% of these households being fuel poor<sup>10</sup>.

**Further data / links / consultations:**

A One City Fuel Poverty Action Plan has been developed by the No Cold Homes Steering group and Bristol City Council. This action plan aims to guide cross-sector, city-wide collaboration to tackle the challenge of cold homes and aims to galvanise action to support vulnerable households. The key goal is that by 2030, nobody in Bristol will suffer from a cold home due to fuel poverty.

To view the action plan visit: [One City Strategies - Bristol One City](#)

**Further links:**

- [JSNA Chapter on Fuel Poverty](#)
- [Business, Energy and Industrial Strategy \(BEIS\) 2025 Fuel Poverty Statistics report for England](#)
- [Food insecurity JSNA data chapter](#)
- [Deprivation JSNA data chapter](#)
- Eat or heat: fuel poverty and childhood respiratory health (2022) [Eat or heat: fuel poverty and childhood respiratory health - The Lancet Respiratory Medicine](#)

**Covid-19 Impact:**

Addressed throughout section.

**Date updated:** May 2025

**Next update due:** May 2026

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<sup>10</sup> [Annual fuel poverty statistics report 2025](#)