



Department for Levelling Up, Housing & Communities

Statistical release

Housing

Housing supply; indicators of new supply, England: October to December 2021

In this release:

Building control figures (seasonally adjusted):

- The number of dwellings where - according to building control figures - building work has started on site was 41,600 in October to December 2021. This is a 3 per cent decrease when compared to last quarter and is a 3 per cent decrease when compared to the same quarter of the previous year.
- The number of dwellings completed - according to building control figures - was 41,330 in October to December 2021. This is a 4 per cent decrease when compared to last quarter and is an 11 per cent decrease when compared to the same quarter a year ago.

Other housing supply indicators:

- There were 216,490 net additional dwellings between April 2020 and March 2021, an 11 per cent decrease on the net additional dwellings created between April 2019 and March 2020.
- There were 61,110 new dwelling EPCs lodged in England in the quarter ending December 2021, a 6 per cent decrease when compared to the same quarter last year. In the 12 months to December 2021, new dwelling EPCs totalled 243,780, an increase of 13 per cent on the 12 months to December 2020.
- There was a net increase of 201,850 in the number of domestic properties with a council tax band in England between April 2020 and March 2021. This increase was 17 per cent less than that seen in the same period of the previous year.

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Introduction

The purpose of this release is to provide an indication of the levels of and trends in new housing supply in England (please refer to the Technical Notes document for information on statistics in Scotland, Wales, and Northern Ireland). This statistical release presents National Statistics on building control reported estimates of housing supply in England up to 31 December 2021. The figures also show estimates of housing supply in England using other, additional, data sources.

The ‘new build dwelling’ figures are based on building control inspection data, submitted to the Department by local authorities, the National House Building Council (NHBC) and other independent approved building control inspectors. This series began in 1946 based solely on Local Authority building control. NHBC data were added from 1985 and, after 2007, legislation allowed data from independent approved inspectors.

The Department for Levelling Up, Housing and Communities (DLUHC) also publishes an annual release entitled ‘Housing supply: net additional dwellings’, which is the primary and most comprehensive measure of housing supply. The indicators of new supply release should be regarded as a leading indicator of overall housing supply. The next release of ‘Housing supply: net additional dwellings’ will be in November 2022 and will cover the year ending March 2022.

Changes to this release

DLUHC published a consultation, on 26 March 2020, on proposed changes to further improve the house building statistics. The consultation is available at the following link:

<https://www.gov.uk/government/consultations/house-building-statistics-proposed-changes>

In this release, further improvements have been implemented to the interactive dashboard which is available at the following link:

<https://www.gov.uk/government/statistics/housing-supply-indicators-of-new-supply-england-october-to-december-2021>

Building control reported new build starts and completions

It is estimated that the building control sourced data currently provides information on about 80% of house building in England, further details are available in the technical notes that support this release. These figures should therefore be used as a leading indicator of trends in total housing supply which is published in the net additional dwellings release in November.

Building control – latest quarterly update

Quarterly figures for new build dwelling starts and completions are given on a seasonally adjusted basis. These should be used for quarterly comparisons to see trends.

Starts – December quarter 2021

New build dwelling starts in England were estimated at 41,600 (seasonally adjusted) in the December quarter 2021, a 3 per cent decrease compared to the September quarter 2021 and a 3 per cent decrease compared to the same quarter a year ago. Starts are 15 per cent below their March quarter 2007 peak and are 143 per cent above their trough in the June quarter 2020.

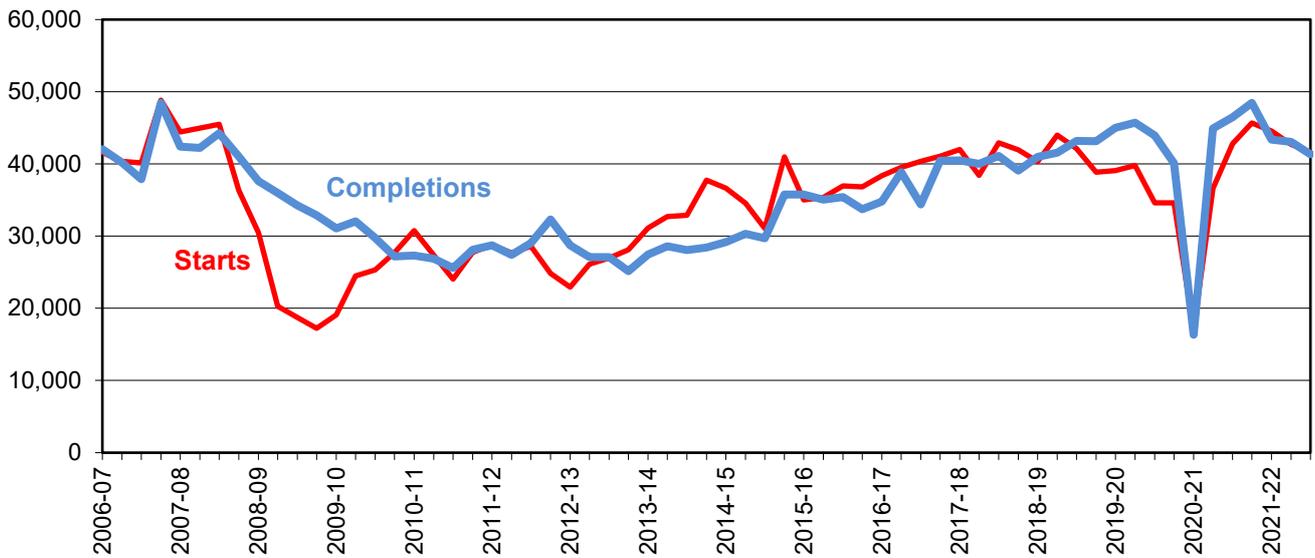
Completions – December quarter 2021

New build dwelling completions in England were estimated at 41,330 (seasonally adjusted) in the December quarter 2021, a 4 per cent decrease from the previous quarter and 11 per cent below the same quarter a year ago. Completions are 15 per cent below their peak in the March quarter 2021 and are 153 per cent above their trough in the June quarter 2020.

Long term trends

Looking at Figure 1, trends in starts and completions were similar up to 2008. During the downturn, both starts and completions fell. Completions fell more slowly than starts, but over a longer period. From 2009, starts began to recover and during the next two years both series converged and levelled out. From 2013 to 2018, starts and completions grew again gradually. Since 2019, there was a sustained decrease in starts whilst completions continued to grow. In 2020, there was a steep fall in starts and completions reflecting the restrictions introduced during Spring 2020 in response to the COVID-19 pandemic. Following a sharp uptick in the September quarter 2020, starts and completions both continued to increase up to the March quarter 2021, and have since decreased.

Figure 1: Seasonally adjusted trends in quarterly building control reported new build dwelling starts and completions, England

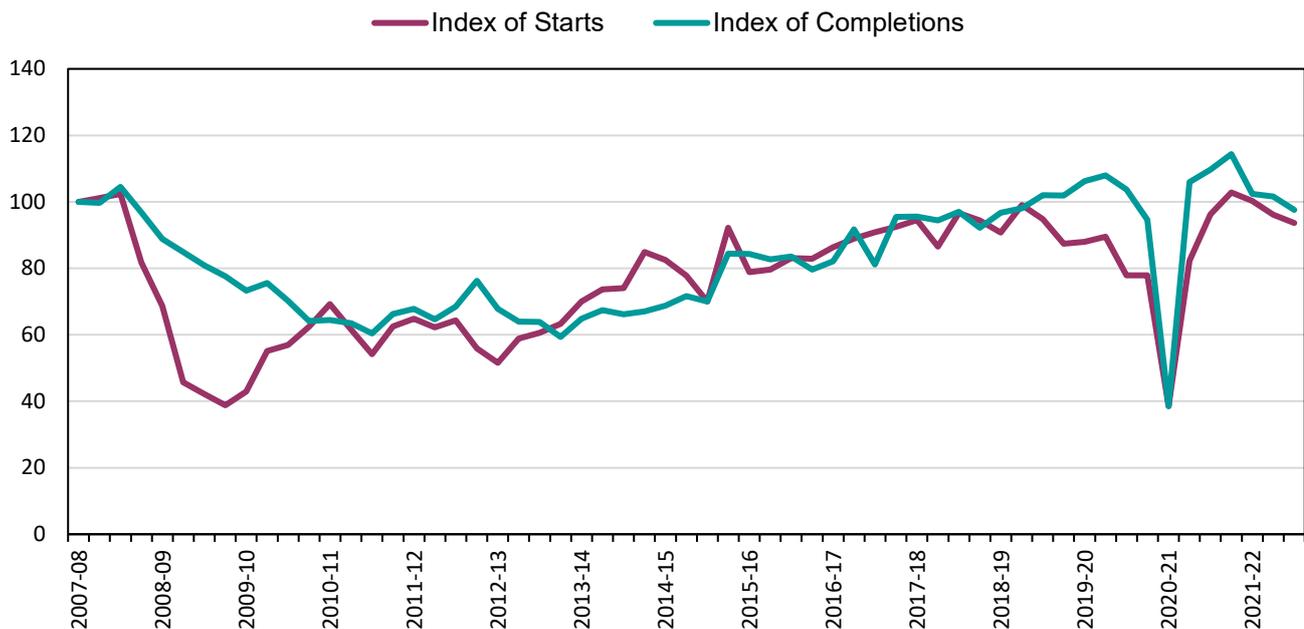


The chart includes data from independent approved inspectors from June quarter 2007.

Quarterly Index

The chart below shows the quarterly trends of starts and completions as an index starting at 100 in the June quarter 2007. This should be used when looking at the rate of change of starts and completions rather than the numeric change. The index shows a similar pattern to the seasonally adjusted quarterly estimates with the continued recent decrease in starts and completions evident.

Figure 2: Index of building control reported new build dwelling starts and completions, quarterly (seasonally adjusted), England



The chart includes data from independent approved inspectors from June quarter 2007.

Building control – latest 12 months update

These figures are not seasonally adjusted and give annual estimates for house building over a rolling 12-month period. These can be used to make year on year comparisons.

Starts – year ending December 2021

There were an estimated 174,880 new build dwellings starts in the year to December 2021, a 35 per cent increase compared to the year to December 2020.

Completions – year ending December 2021

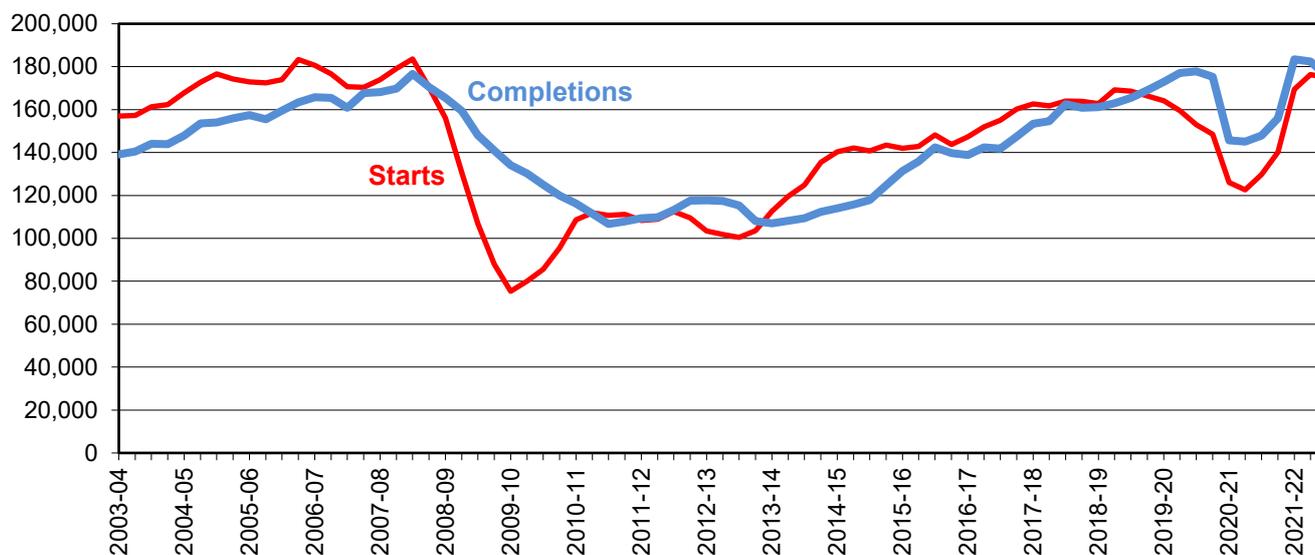
There were an estimated 175,390 new build dwellings completed in the year to December 2021, an increase of 19 per cent compared to the year to December 2020.

Long term annual trends

Annual new build dwelling starts were broadly increasing from 2003-04 until reaching a peak of 183,600 in the year ending December 2007. Starts then fell sharply to a low of 75,350 in the year ending June 2009. Starts increased over the following decade, more than doubling to 169,200 in the year ending September 2018, before falling to 153,000 in the year ending December 2019. Starts then dropped steeply in Spring 2020 due to the restrictions introduced during the COVID-19 pandemic, but then rose sharply to 174,880 in the year ending December 2021.

Similarly, annual new build dwelling completions generally increased from 2003-04 until the year ending December 2007. Completions then gradually fell, reaching a low of 106,720 in the year ending December 2010. Thereafter completions increased gradually to 177,880 in the year ending December 2019. Completions then dropped steeply in Spring 2020 due to the restrictions introduced during the COVID-19 pandemic, recovered sharply to a peak of 183,430 in the year ending June 2021, and have since fallen slightly to 175,390 in the year ending December 2021.

Figure 3: Trends in building control reported estimates of starts and completions, England, 12 month rolling totals



The chart includes data from independent approved inspectors from June quarter 2007.

Table 1: Estimated annual total new building control reported build dwelling starts and completions, England, not seasonally adjusted

Year Ending		All Starts		All Completions	
		Starts in previous 12 months	% change on previous year	Completions in previous 12 months	% change on previous year
2008	Oct-Dec	106,890	-42%	148,010	-16%
2009	Oct-Dec	85,600	-20%	124,970	-16%
2010	Oct-Dec	110,660	29%	106,720	-15%
2011	Oct-Dec	113,260	2%	114,020	7%
2012	Oct-Dec	101,020	-11%	115,590	1%
2013	Oct-Dec	124,790	24%	109,440	-5%
2014	Oct-Dec	140,760	13%	117,810	8%
2015	Oct-Dec	148,150	5%	142,470	21%
2016	Oct-Dec	155,150	5%	141,870	0%
2017	Oct-Dec	164,110	6%	162,480	15%
2018	Oct-Dec	168,610	3%	165,490	2%
2019	Oct-Dec	153,000	-9%	177,880	7%
2020	Oct-Dec	129,700	-15%	147,880	-17%
2021	Oct-Dec	<i>P</i> 174,880	35%	175,390	19%

Further indicators of supply

This section of the release provides analysis of other indicators of housing supply. It is intended that these indicators, along with the building control data, provide a suite of information which give a rounded estimate of the current trends in housing supply and what the more complete estimate of supply (Net additional dwellings) will show when it becomes available in November.

Energy Performance Certificates

The Department for Levelling Up, Housing and Communities publishes quarterly experimental official statistics on the Energy Performance of Buildings Certificates in England¹ which includes statistics on Energy Performance Certificates (EPCs) lodged for new dwellings. These can be compared to the previously mentioned annual 'Housing supply: net additional dwellings' release, which is the primary measure of housing supply.

EPCs provide a very close estimate to net additions. As with the net additions figures, those from the EPC data include new builds, conversions and change of use etc. They are therefore not a direct comparison with the building control figures shown earlier in this release. This is the reason for the use of other sources to estimate new build completions.

DLUHC started publishing weekly EPC data in 2020 because they were judged to be of immediate value to interested parties to meet demands for statistics measuring the impact of the COVID-19 pandemic. Weekly data is timelier than the quarterly statistics but differs from the quarterly figures

¹ Whilst the EPBC statistical release covers England and Wales, the accompanying tables also have data for England and Wales separately.

<https://www.gov.uk/government/collections/energy-performance-of-buildings-certificates>

due to overlaps of weekly figures. For example, the week commencing 28 December 2020 contains days in December 2020 as well as January 2021. Weekly data may also contain certificates that are cancelled or not for issue following publication and will therefore be an overcount. This represents around 2 per cent of weekly EPC data.

Annual comparison: new dwelling EPCs and net additional dwellings

Both net additional dwellings and EPCs lodged for new dwellings in England have been steadily increasing since 2012-13, the low point following the economic downturn. In 2019-20, net additions reached 242,700 and new dwelling EPCs totalled 254,720. In 2020-21, net additions fell to 216,490, a decrease of 11 per cent from 2019-20, and new dwelling EPCs fell to 220,730, a decrease of 13 per cent from 2019-20.

Quarterly comparison: new dwelling EPCs and new build completions

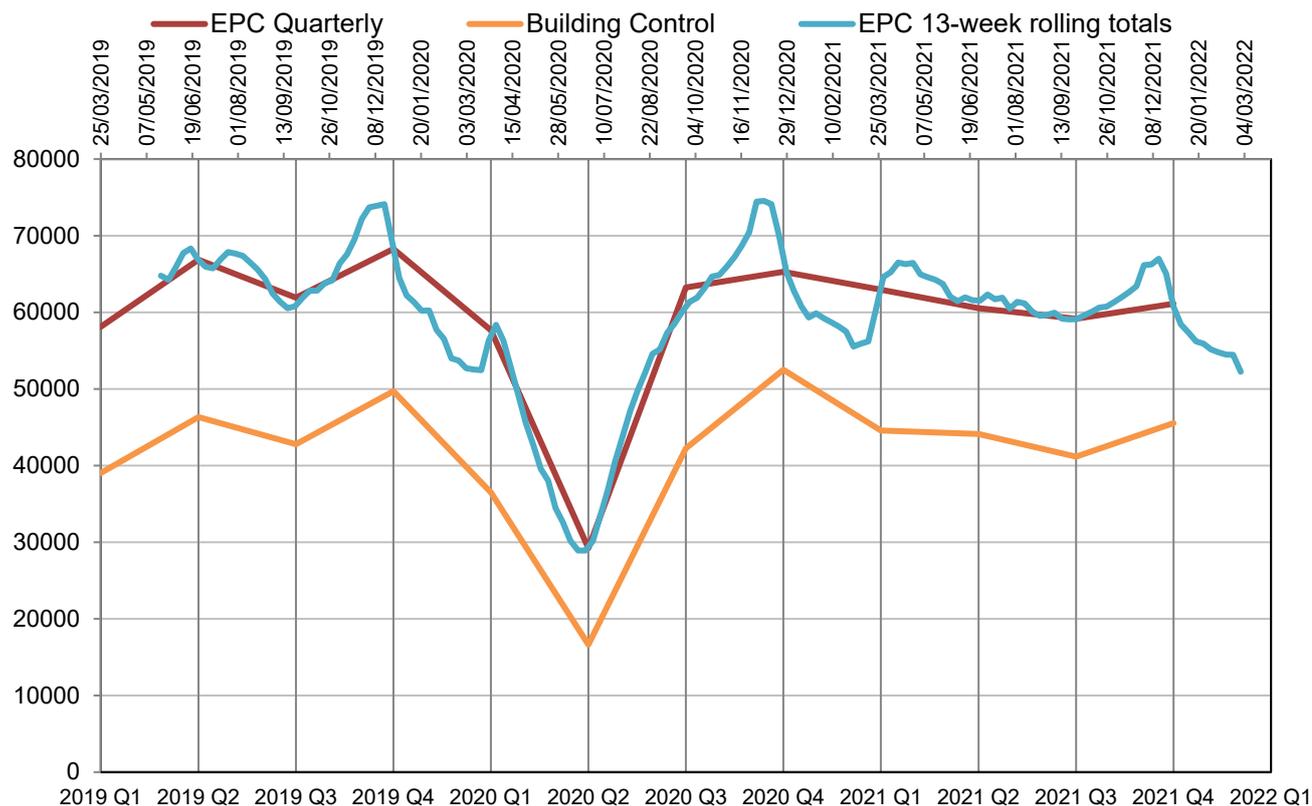
Quarterly figures on EPCs lodged for new dwellings have followed a similar trend to quarterly new build dwelling completions since 2009-10. There were 61,110 new dwelling EPCs lodged in England in the quarter ending December 2021, representing a 7 per cent decrease when compared to the same quarter last year. The number of new dwellings EPCs lodged are higher than quarterly new build completions as they comprise of new build dwellings plus dwelling conversions (for example a house into flats) and change of use of an existing building (for example a shop into a house or a barn conversion). One of the reasons for the difference between the two sets of figures is partly due to an increase in the number of new dwellings created through change of use.

Weekly comparison: new dwelling EPCs

There were 52,230 EPCs lodged for new build dwellings in the 13 weeks to the week commencing 28 February 2022, a 6 per cent decrease on the 13 weeks to the week commencing 1 March 2021. Decreases in the weekly EPC series at the end of each year do not necessarily reflect the trends in housing completions as fewer EPCs are lodged in the Christmas period.

Figure 4 below shows a comparison of EPCs lodged for new build dwellings from the quarterly series and the weekly series. The weekly series is presented with 13-week rolling totals. The figure shows the rolling 13-week totals closely follow the quarterly series.

Figure 4: Quarterly new build dwellings EPCs lodged, 13-week rolling new build dwellings EPCs lodged, building control new build completions, England, not seasonally adjusted



Sources:

Energy Performance of Buildings Certificates in England and Wales: October to December 2021, Live Table NB1;
 Building control reported new build dwellings, Live Table 213;
 Weekly EPCs lodged for domestic properties (new dwellings).

Council Tax Stock of Properties

The Valuation Office Agency publishes annual official statistics on the number of domestic properties with a council tax band in England² which includes statistics on the net increase in the stock of domestic properties. These can similarly be compared to net additional dwellings statistics, which are the most comprehensive measure of housing supply, though it is an approximate comparison as the VOA figures include communal accommodation and properties moving between the business rates list and the council tax list (e.g. re-classification of holiday lets to a dwelling). This can over or under-estimate net additional dwellings. The Council Tax stock of properties also includes new builds, conversions and change of use etc. Therefore, they are also not a direct comparison with the building control figures.

Annual comparison: net change in domestic properties and net additional dwellings

Net additional dwellings and the change in the Council Tax stock of properties in England steadily increased to 2019-20, from 2012-13 and 2013-14 respectively, the low point following the economic

² Whilst the statistical release covers England and Wales, the accompanying tables also have data for England and Wales separately.

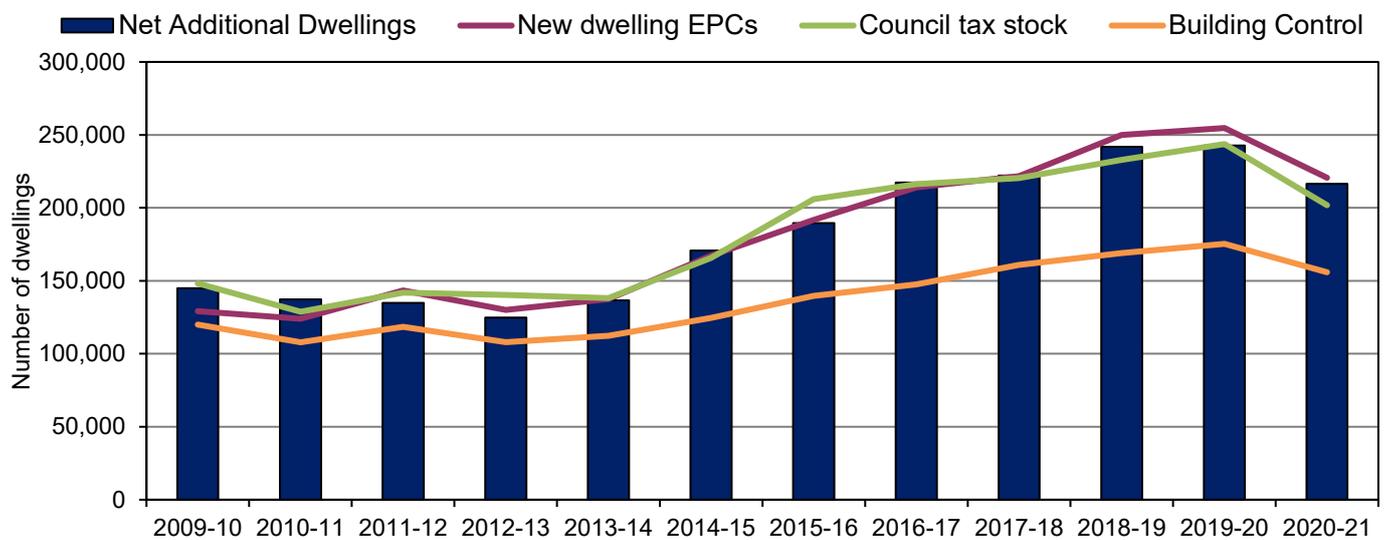
<https://www.gov.uk/government/collections/valuation-office-agency-council-tax-statistics>

downturn. In 2019-20, net additional dwellings reached 242,700 whilst the change in the Council Tax stock of properties totalled 243,720. In 2020-21, net additions fell to 216,490, a decrease of 11 per cent from 2019-20 and the change in the Council Tax Stock of properties totalled 201,850, a decrease of 17 per cent on the previous year.

Estimating total housing supply (net additional dwellings)

Figure 5 below shows the other measures of housing supply directly compared to net additions.

Figure 5: Net additional dwellings, new dwelling EPCs lodged, annual change in the Council Tax stock of properties and building control new build completions, England, 12 month totals



Sources:

Housing supply: net additional dwellings, England: 2020 to 2021, Live Table 120;
 Energy Performance of Buildings Certificates in England and Wales: October to December 2021, Live Table NB1;
 Council Tax: stock of properties, 2021, Table CTSOP1.0;
 Building control reported new build dwellings, Live Table 213.

Sub-national trends

Starts

In the year to December 2021, starts increased in all regions from the year to December 2020. The largest percentage increase was 53 per cent in the East of England. In London, starts were 25 per cent higher in the year to December 2021 than in the year to December 2020.

Completions

In the year to December 2021, all regions had an increase in completions from the year to December 2020. The largest percentage increase was 30 per cent in the East Midlands. In London, completions increased by 10 per cent in the year to December 2021 than in the year to December 2020.

Figure 6 shows higher rates of annual starts per 1,000 dwellings in the East of England and the East Midlands and higher rates of annual completions per 1,000 dwellings in the East Midlands and the South East.

Figure 6: Starts per 1,000 dwellings (left) and completions per 1,000 dwellings (right) for each English region in the 12 months to December 2021

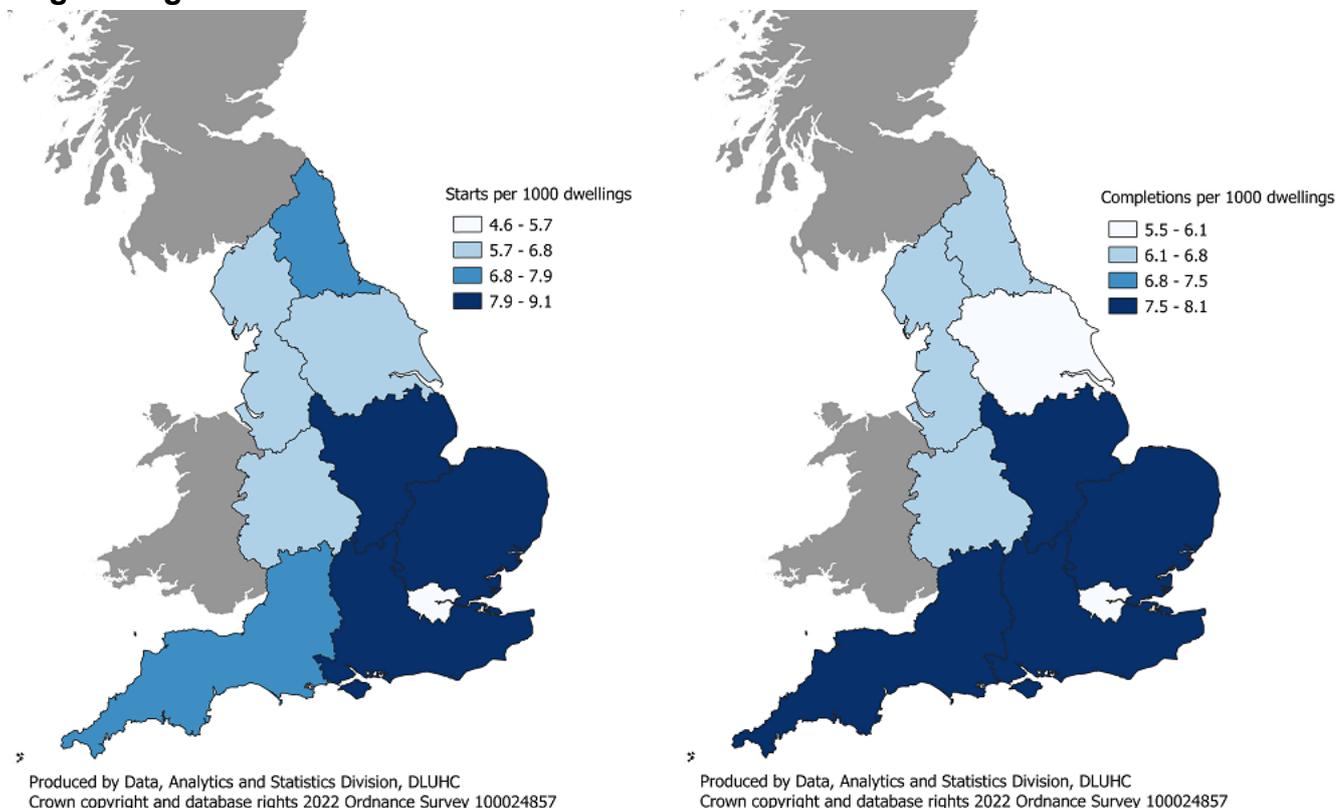


Figure 6 shows the number of starts and completions per 1000 dwellings in each of the 9 English regions over the year to December 2021. To show house building in proportion to the size of each district we divide the number of starts or completions in the year by the existing dwelling stock. The result is multiplied by 1,000 to give a figure that is easier to interpret. For example, a region with 100,000 dwellings where, over the previous year, 570 new dwellings are started would give a value of 5.7 new dwellings per thousand of existing stock and would therefore be shaded in light blue in the coloured map for starts. © Crown copyright and database right 2022 Ordnance Survey 10024857

Local Authority and Local Enterprise Partnership

Local Authority level building control reported house building statistics are found in Live Table 253 and 253a. Figures aggregate to Local Enterprise Partnership geographies are in Live Table 255.

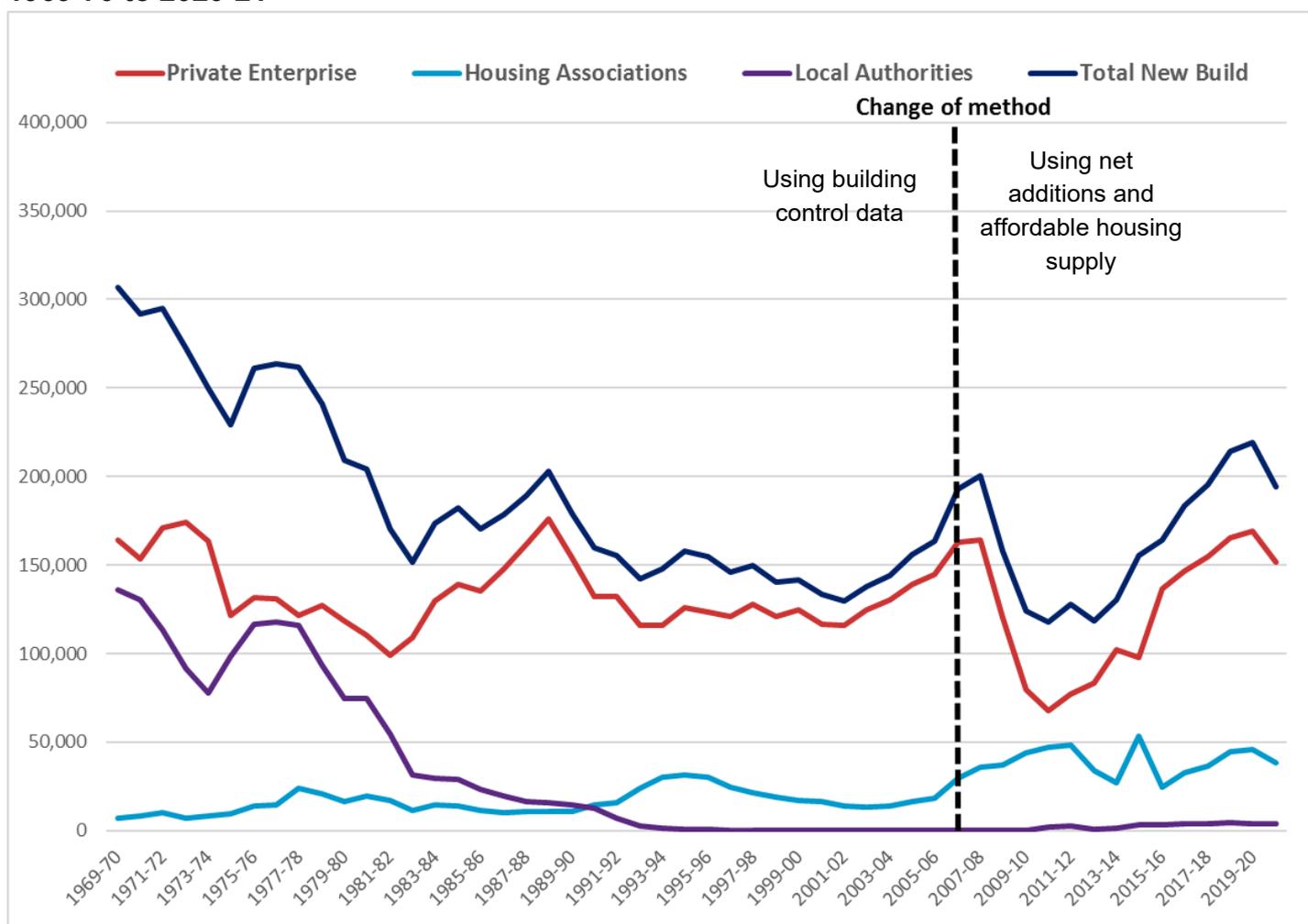
Final tenure estimate – new build completions

Figure 7 below shows the estimated final tenure split of new build completions since 2006-07 using a modelled approach based on the Affordable Housing Supply Statistics explained in the methodology section below.

The final tenure is the final usage of the new dwellings - whether they are for private ownership, housing associations or local authority housing stock. This is different to the tenure of the developer as private developers also build for housing associations and local authorities.

In 2020-21, it is estimated that Private Enterprise (dwellings built for private sale, private renting, and by non-registered providers) delivered 78%, Housing Associations 20% and Local Authorities 2% of new build dwellings.

Figure 7: Number of permanent new build dwellings completed, by final tenure, England, 1969-70 to 2020-21



Sources:

1969-70 – 2005-06: Building control reported new build dwellings, Live Table 213

2006-07 – 2020-21: Total New Build: Housing supply: net additional dwellings, England: 2020 to 2021, Live Table 120

Housing Association New Build: Affordable housing supply in England: 2020 to 2021, Open Data

Local Authority New Build: Affordable housing supply in England: 2020 to 2021, Open Data

Private Enterprise New Build: Modelled as Total New Build - Housing Associations - Local Authorities

Methodology

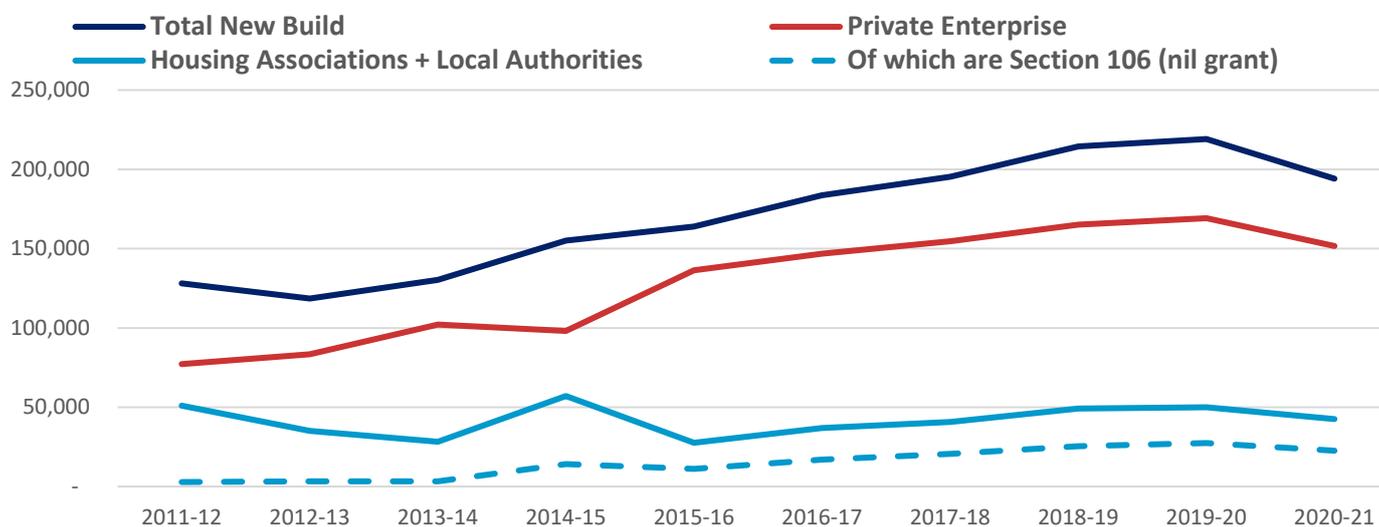
This estimate of tenure split in Figure 7 uses total new build completions from net additions and completions delivered by Housing Associations (HAs) and Local Authorities (LAs) from the Affordable Housing Supply release to estimate the Private Enterprise (PE) delivery.

Prior to 2005-06 the tenure split is estimated using the building control reported data, which reports on the provider type. However, this is not the same as providing an estimate of the final tenure of the dwellings once they are completed. It is not always possible, nor is it the responsibility, of a building control inspector to know the final tenure and this is likely to cause an over estimation of the supply for private enterprise.

From 2006-07 onwards the affordable housing statistics and net additional dwellings are used to model the tenure split. This method will be more accurate in providing the final tenure of new housing supply. This series begins at 2006-07 as this is when the new build component in the net additions estimates was first published.

Figure 8 below includes the number of units whose final tenure is either Housing Association or Local Authorities having been provided under Section 106 (nil grant) agreements. In 2020-21, over half of the completions delivered through Housing Associations or Local Authorities were under Section 106 agreements. The Section 106 (nil grant) figures before 2011 are not included as the data were not collected. Non-registered providers and unknown providers contributing to affordable housing delivery are being included in the Private Enterprise estimate in Figures 7 and 8.

Figure 8: Number of permanent new build dwellings completed, by tenure, England, 2011-12 to 2020-21



Sources:

Total New Build: Housing supply: net additional dwellings, England: 2020 to 2021, Live Table 120

Housing Associations + Local Authorities New Build: Affordable housing supply in England: 2020 to 2021, Open Data

Private Enterprise New Build: Modelled as Total New Build - Housing Associations - Local Authorities

Section 106 (nil grant): Affordable housing supply in England: 2020 to 2021, Open Data

Planning applications

DLUHC also produces planning applications statistics measuring the number of applications submitted and granted.

Residential units

The figures collected by the department are the numbers of decisions on planning applications submitted to local planning authorities, such as the number of homes in the case of housing developments, rather than the number of units included in each application. The department supplements this information by obtaining statistics on housing permissions from a contractor, Glenigan³. The latest provisional figures show that permission for 319,000 homes was given in the year to 31 September 2021, up 8 per cent from the 295,000 homes granted permission in the year to 31 September 2020.

Revisions have been made following a review by Glenigan of the most relevant types of planning approval to be included in the figures to achieve accurate measurement whilst minimising double counting. These figures are provided here to give contextual information to users and have not been designated as National Statistics. Further details are provided in the Planning statistics release:

<https://www.gov.uk/government/collections/planning-applications-statistics>

When considering the below figures in relation to the central government aim of raising housing supply to 300,000 homes per year on average by the mid-2020s, it should be noted that, in practice, many permissions do not result in a home being delivered. This is due to a range of reasons relating to the circumstances of landowners and developers as well as the local and national economy.

In addition, i) time lags in building can affect the number of homes built in a particular period; and ii) the methodology used cannot guarantee that all double counting of permissions is removed from the above figures.

³ Glenigan routinely collects data on planning applications submitted to all English local planning authorities and records the information by maintaining a 'planning application' for every project. The data have been updated over time as subsequent applications are submitted and decisions made, with all new applications being matched against the existing database at entry stage. This has involved an automated process supplemented by manual checking to identify any further matching project.

Table 2: Number of housing units granted planning permission, England, annual totals to September 2021

Year Ending			Units Granted	
			Number	% change on previous year
2009	Jul-Sep		147,000	
2010	Jul-Sep		162,000	10%
2011	Jul-Sep		163,000	0%
2012	Jul-Sep		174,000	7%
2013	Jul-Sep		205,000	18%
2014	Jul-Sep		220,000	8%
2015	Jul-Sep		255,000	16%
2016	Jul-Sep		306,000	20%
2017	Jul-Sep		332,000	8%
2018	Jul-Sep		301,000	-9%
2019	Jul-Sep		329,000	9%
2020	Jul-Sep	<i>R</i>	295,000	-10%
2021	Jul-Sep	<i>P</i>	319,000	8%

These figures show a similar trend to the building control reported starts and completions.

Accompanying tables and open data

Symbols used

The following conventions have been used in the tables:

.. Not available;

- Fewer than 5 dwellings;

^P Figure provisional and subject to revision;

^R Revised from previous release.

Totals may not equal the sum of component parts due to rounding to the nearest 10.

Tables

Accompanying tables are available to download alongside this release. These tables can be accessed at <http://www.gov.uk/government/statistical-data-sets/live-tables-on-house-building>

These data are also available in a dashboard that can be access at <https://www.gov.uk/government/collections/house-building-statistics>.

Open data

The EPC statistics are available in fully open and linkable data formats at Open Data Communities: <http://opendatacommunities.org>

Technical Notes

Please see the accompanying technical notes document for further details. This can be found at <https://www.gov.uk/government/collections/house-building-statistics>.

Information on Official Statistics is available via the UK Statistics Authority website: <https://www.statisticsauthority.gov.uk/>

Information about statistics at DLUHC is available via the Department's website: <https://www.gov.uk/government/organisations/department-for-levelling-up-housing-and-communities/about/statistics>



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