



Ministry of Housing,  
Communities &  
Local Government

# House building; new build dwellings, England: March Quarter 2018



## Housing *Statistical Release*

28 June 2018

- On a quarterly basis, new build dwelling starts in England were estimated at 39,350 (seasonally adjusted) in the latest quarter, a 5 per cent decrease compared to the previous 3 months and an 8 per cent decrease on a year earlier. Completions were estimated at 38,160 (seasonally adjusted), 9 per cent lower than the previous quarter and 4 per cent lower than a year ago.
- Annual new build dwelling starts totalled 157,480 in the year to March 2018, down by 3 per cent compared with the year to March 2017. During the same period, completions totalled 160,470, an increase of 8 per cent compared with last year.
- Private enterprise new build dwelling starts (seasonally adjusted) in the March quarter 2018 are down by 3 per cent from the previous quarter, and completions were also down by 9 per cent. Starts by housing associations were 14 per cent lower compared to the last quarter and completions 10 per cent lower.
- All starts are now 109 per cent above the trough in the March quarter 2009 and 14 per cent below the March quarter 2007 peak. All completions are 50 per cent above the trough in the March quarter 2013 and 9 per cent below the March quarter 2007 peak.

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# Introduction

This Statistical Release presents National Statistics on new build dwellings in England up to 31 March 2018. The figures show the numbers of starts and completions for new build dwellings in England in each quarter.

**The ministry also publishes an annual release entitled ‘Housing supply: net additional dwellings’, which is the primary and most comprehensive measure of housing supply.** The new build dwellings release should be regarded as a leading indicator of overall housing supply.

The ‘new build dwelling’ figures are based on building control inspection data, submitted to the ministry by local authorities, the National House Building Council (NHBC) and other independent approved building control inspectors.

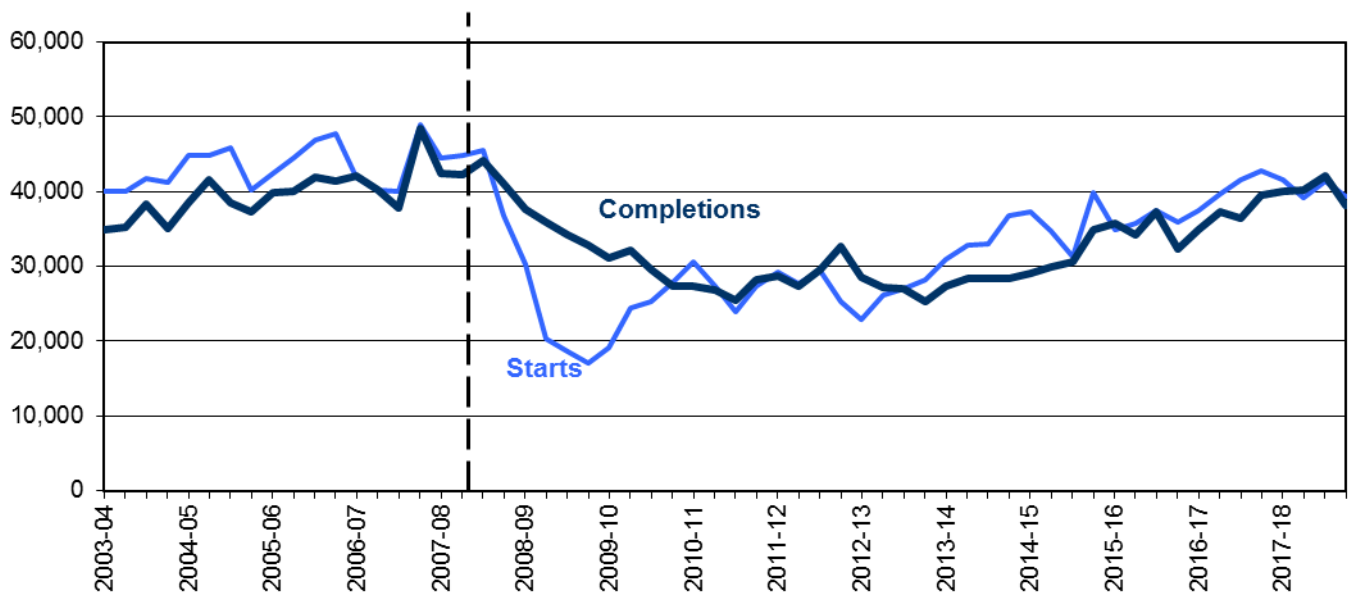
Alongside this release the ministry has published an action plan to improve the measurement of new homes built. This document sets out in detail the on-going work to improve the quality and coverage of our house building statistics.

## Quarterly Figures

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

### Long term trends

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



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

Starts were broadly steady from 2003-04, averaging around 44,000 units each quarter until late 2007. Starts were strongly affected by the economic downturn from the start of 2008 when there

was a period of rapid decline to a trough in the March quarter of 2009. Completions increased gradually from 2003-04 reaching a similar level to starts by 2007. Completions fell more slowly than starts during the downturn but over a longer period.

From 2009 starts began to recover and during the next two years both series converged and levelled out. More recently, despite fluctuations, starts and completions have started to grow again gradually.

### **Starts – March quarter 2018**

Seasonally adjusted new build dwelling starts in England are estimated at 39,350 in the March quarter 2018, a 5 per cent decrease compared to the December quarter 2017. Compared to a year ago, starts this quarter are down by 8 per cent. Starts are 14 per cent below their March quarter 2007 peak, and are 109 per cent above the trough in the March quarter of 2009.

Seasonally adjusted starts were down 3 per cent in the private enterprise tenure and decreased by 14 per cent for housing associations. Starts by local authorities decreased but this sector is small and the figures can be quite volatile.

### **Completions – March quarter 2018**

Completions were estimated at 38,160 (seasonally adjusted) in the March quarter 2018, 9 per cent lower than in the previous quarter, and 4 per cent below their level in the same quarter a year ago. Completions are now 9 per cent below their peak in the March quarter 2007 and 50 per cent above the trough in March quarter 2013.

Seasonally adjusted completions were down by nine per cent in the private enterprise tenure and down by 10 per cent in the housing association tenure. Completions by local authorities decreased but this sector is small and the figures can be quite volatile.

**Table 1a: Quarterly new build dwelling starts by tenure<sup>1</sup>, England, seasonally adjusted<sup>2,3</sup>**

		Private Enterprise		Housing Associations		Local Authority	All Tenures	
		Starts	% change on previous quarter	Starts	% change on previous quarter	Starts	Starts	% change on previous quarter
2014-15	Apr-June	29,170	↔ 0%	7,830	↕ 26%	270	<b>37,270</b>	↕ 1%
	July-Sept	27,310	↘ -6%	6,830	↘ -13%	610	<b>34,750</b>	↘ -7%
	Oct-Dec	25,740	↘ -6%	5,220	↘ -24%	360	<b>31,320</b>	↘ -10%
	Jan-Mar	32,190	↕ 25%	7,020	↕ 34%	650	<b>39,850</b>	↕ 27%
2015-16	Apr-June	28,610	↘ -11%	5,980	↘ -15%	360	<b>34,940</b>	↘ -12%
	July-Sept	28,970	↕ 1%	6,520	↕ 9%	320	<b>35,810</b>	↕ 2%
	Oct-Dec	30,760	↕ 6%	6,300	↘ -3%	350	<b>37,420</b>	↕ 4%
	Jan-Mar	29,650	↘ -4%	5,800	↘ -8%	470	<b>35,920</b>	↘ -4%
2016-17	Apr-June	30,920	↕ 4%	6,080	↕ 5%	440	<b>37,440</b>	↕ 4%
	July-Sept	33,470	↕ 8%	5,940	↘ -2%	380	<b>39,780</b>	↕ 6%
	Oct-Dec	34,430	↕ 3%	6,560	↕ 10%	560	<b>41,550</b>	↕ 4%
	Jan-Mar	35,790	↕ 4%	6,600	↕ 1%	350	<b>42,740</b>	↕ 3%
2017-18	Apr-June	35,820	↔ 0%	5,500	↘ -17%	330	<b>41,650</b>	↘ -3%
	July-Sept	R 32,440	↘ -9%	5,850	↕ 6%	830	<b>39,120</b>	↘ -6%
	Oct-Dec	R 35,090	↕ 8%	6,110	↕ 5%	230	<b>41,440</b>	↕ 6%
	Jan-Mar	P 33,960	↘ -3%	5,230	↘ -14%	160	<b>39,350</b>	↘ -5%

**Table 1b: Quarterly new build dwelling completions by tenure<sup>1</sup>, England, seasonally adjusted<sup>2,3</sup>**

		Private Enterprise		Housing Associations		Local Authority	All Tenures	
		Completions	% change on previous quarter	Completions	% change on previous quarter	Completions	Completions	% change on previous quarter
2014-15	Apr-June	23,010	↕ 1%	5,790	↕ 10%	290	<b>29,100</b>	↕ 3%
	July-Sept	23,020	↔ 0%	6,550	↕ 13%	350	<b>29,930</b>	↕ 3%
	Oct-Dec	24,030	↕ 4%	6,260	↘ -5%	320	<b>30,610</b>	↕ 2%
	Jan-Mar	26,290	↕ 9%	8,300	↕ 33%	400	<b>34,980</b>	↕ 14%
2015-16	Apr-June	27,350	↕ 4%	8,050	↘ -3%	440	<b>35,840</b>	↕ 2%
	July-Sept	26,850	↘ -2%	6,960	↘ -14%	350	<b>34,160</b>	↘ -5%
	Oct-Dec	30,190	↕ 12%	6,680	↘ -4%	470	<b>37,330</b>	↕ 9%
	Jan-Mar	26,630	↘ -12%	5,110	↘ -24%	650	<b>32,380</b>	↘ -13%
2016-17	Apr-June	28,170	↕ 6%	6,150	↕ 20%	610	<b>34,920</b>	↕ 8%
	July-Sept	30,420	↕ 8%	6,410	↕ 4%	420	<b>37,250</b>	↕ 7%
	Oct-Dec	29,650	↘ -3%	6,420	↔ 0%	420	<b>36,490</b>	↘ -2%
	Jan-Mar	33,010	↕ 11%	6,170	↘ -4%	400	<b>39,580</b>	↕ 8%
2017-18	Apr-June	32,430	↘ -2%	7,150	↕ 16%	390	<b>39,980</b>	↕ 1%
	July-Sept	R 32,970	↕ 2%	6,910	↘ -3%	340	<b>40,210</b>	↕ 1%
	Oct-Dec	R 34,590	↕ 5%	6,940	↔ 0%	600	<b>42,130</b>	↕ 5%
	Jan-Mar	P 31,370	↘ -9%	6,260	↘ -10%	540	<b>38,160</b>	↘ -9%

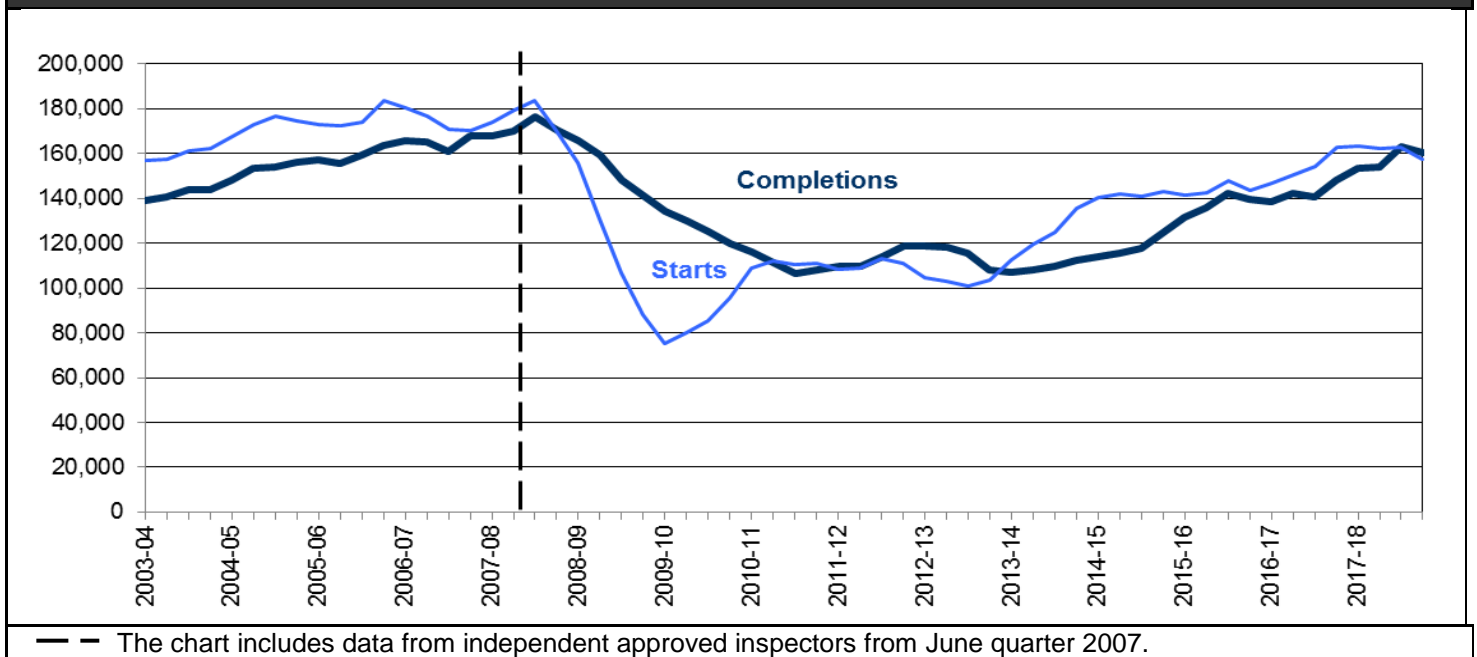
1. Tenure may reflect the tenure of the developer building the dwelling rather than the intended final tenure, see definitions for further explanation.
2. Because the number of local authority new build dwelling starts and completions is very small, quarterly comparisons can be very volatile. Accordingly, percentage changes are not shown for this tenure.
3. Seasonally adjusted data have not been constrained to annual totals. Non-seasonally adjusted data are presented in the tables accompanying this release.

# Annual figures

Annual figures are not seasonally adjusted and give the actual figures for house building over 12 month periods. These data can be used to make year on year comparisons. For quarter on quarter comparisons the quarterly seasonally adjusted series (above) should be used.

## Long term trends

**Figure 2: Trends in starts and completions, England, 12 month rolling totals**



Annual new build dwelling starts were increasing from 2003-04 until reaching a peak of 183,600 in 2007. Starts fell sharply during the downturn to a low of 75,350 in the year ending June 2009. Since then, starts have experienced some periods of growth and levelling off, and have more recently been increasing, averaging around 160,240 for the past two years.

Similarly, annual completions increased from 2003-04, reaching a peak of 176,650 in the year ending December 2007. Completions then fell gradually through 2008 - 2010. Despite fluctuations, completions have increased gradually since 2013-14, averaging around 154,200 for the past two years.

### Starts – year ending March 2018

There were 157,480 new build dwellings started in the year to March 2018, a 3 per cent decrease from the year to March 2017. Private enterprise starts were down by 2 per cent compared with the previous year. Housing association starts decreased by 13 per cent compared with a year before.

### Completions – year ending March 2018

160,470 new build dwellings were completed in the year to March 2018, which is 8 per cent higher than in the year to March 2017. Private enterprise new build dwelling completions were 9 per cent

higher than in the previous year, whilst completions by housing associations increased by 8 per cent on an annual basis.

**Table 2a: Annual total new build dwelling starts by tenure<sup>1</sup>, England, not seasonally adjusted<sup>2,3</sup>**

		Private Enterprise		Housing Associations		Local Authority	All Tenures	
		Starts in previous 12 months	% change on previous year	Starts in previous 12 months	% change on previous year	Starts in previous 12 months	Starts in previous 12 months	% change on previous year
2014-15	Apr-June	111,090	↑ 25%	27,180	↑ 22%	2,060	<b>140,330</b>	↑ 25%
	July-Sept	111,940	↑ 18%	27,780	↑ 18%	2,460	<b>142,190</b>	↑ 19%
	Oct-Dec	111,800	↑ 13%	26,340	↑ 6%	2,630	<b>140,760</b>	↑ 13%
	Jan-Mar	114,140	↑ 6%	26,880	↑ 4%	1,890	<b>142,900</b>	↑ 6%
2015-16	Apr-June	114,410	↑ 3%	25,090	↓ -8%	1,970	<b>141,470</b>	↑ 1%
	July-Sept	116,000	↑ 4%	24,800	↓ -11%	1,680	<b>142,470</b>	↔ 0%
	Oct-Dec	120,290	↑ 8%	25,750	↓ -2%	1,670	<b>147,710</b>	↑ 5%
	Jan-Mar	117,450	↑ 3%	24,590	↓ -9%	1,490	<b>143,530</b>	↔ 0%
2016-17	Apr-June	120,290	↑ 5%	24,680	↓ -2%	1,580	<b>146,550</b>	↑ 4%
	July-Sept	124,810	↑ 8%	24,110	↓ -3%	1,640	<b>150,550</b>	↑ 6%
	Oct-Dec	128,100	↑ 6%	24,340	↓ -5%	1,840	<b>154,280</b>	↑ 4%
	Jan-Mar	135,730	↑ 16%	25,550	↑ 4%	1,730	<b>163,000</b>	↑ 14%
2017-18	Apr-June	137,200	↑ 14%	24,550	↓ -1%	1,610	<b>163,360</b>	↑ 11%
	July-Sept	<i>R</i> 135,580	↑ 9%	24,430	↑ 1%	2,060	<b>162,070</b>	↑ 8%
	Oct-Dec	<i>R</i> 136,780	↑ 7%	24,200	↓ -1%	1,740	<b>162,720</b>	↑ 5%
	Jan-Mar	<i>P</i> 133,600	↓ -2%	22,330	↓ -13%	1,550	<b>157,480</b>	↓ -3%

**Table 2b: Annual total new build dwelling completions by tenure<sup>1</sup>, England, not seasonally adjusted<sup>2,3</sup>**

		Private Enterprise		Housing Associations		Local Authority	All Tenures	
		Completions in previous 12 months	% change on previous year	Completions in previous 12 months	% change on previous year	Completions in previous 12 months	Completions in previous 12 months	% change on previous year
2014-15	Apr-June	90,530	↑ 6%	22,550	↑ 10%	980	<b>114,060</b>	↑ 7%
	July-Sept	91,560	↑ 6%	23,050	↑ 8%	1,110	<b>115,720</b>	↑ 7%
	Oct-Dec	92,850	↑ 7%	23,780	↑ 10%	1,180	<b>117,810</b>	↑ 8%
	Jan-Mar	96,270	↑ 7%	27,020	↑ 24%	1,360	<b>124,640</b>	↑ 11%
2015-16	Apr-June	100,690	↑ 11%	29,240	↑ 30%	1,500	<b>131,430</b>	↑ 15%
	July-Sept	104,660	↑ 14%	29,700	↑ 29%	1,500	<b>135,850</b>	↑ 17%
	Oct-Dec	110,700	↑ 19%	30,110	↑ 27%	1,650	<b>142,460</b>	↑ 21%
	Jan-Mar	111,320	↑ 16%	26,450	↓ -2%	1,900	<b>139,670</b>	↑ 12%
2016-17	Apr-June	111,940	↑ 11%	24,740	↓ -15%	2,070	<b>138,750</b>	↑ 6%
	July-Sept	115,660	↑ 11%	24,280	↓ -18%	2,140	<b>142,080</b>	↑ 5%
	Oct-Dec	114,770	↑ 4%	23,990	↓ -20%	2,090	<b>140,850</b>	↓ -1%
	Jan-Mar	121,000	↑ 9%	25,090	↓ -5%	1,840	<b>147,930</b>	↑ 6%
2017-18	Apr-June	125,610	↑ 12%	26,100	↑ 5%	1,630	<b>153,340</b>	↑ 11%
	July-Sept	<i>R</i> 126,080	↑ 9%	26,610	↑ 10%	1,550	<b>154,250</b>	↑ 9%
	Oct-Dec	<i>R</i> 134,050	↑ 17%	27,410	↑ 14%	1,730	<b>163,200</b>	↑ 16%
	Jan-Mar	<i>P</i> 131,390	↑ 9%	27,210	↑ 8%	1,870	<b>160,470</b>	↑ 8%

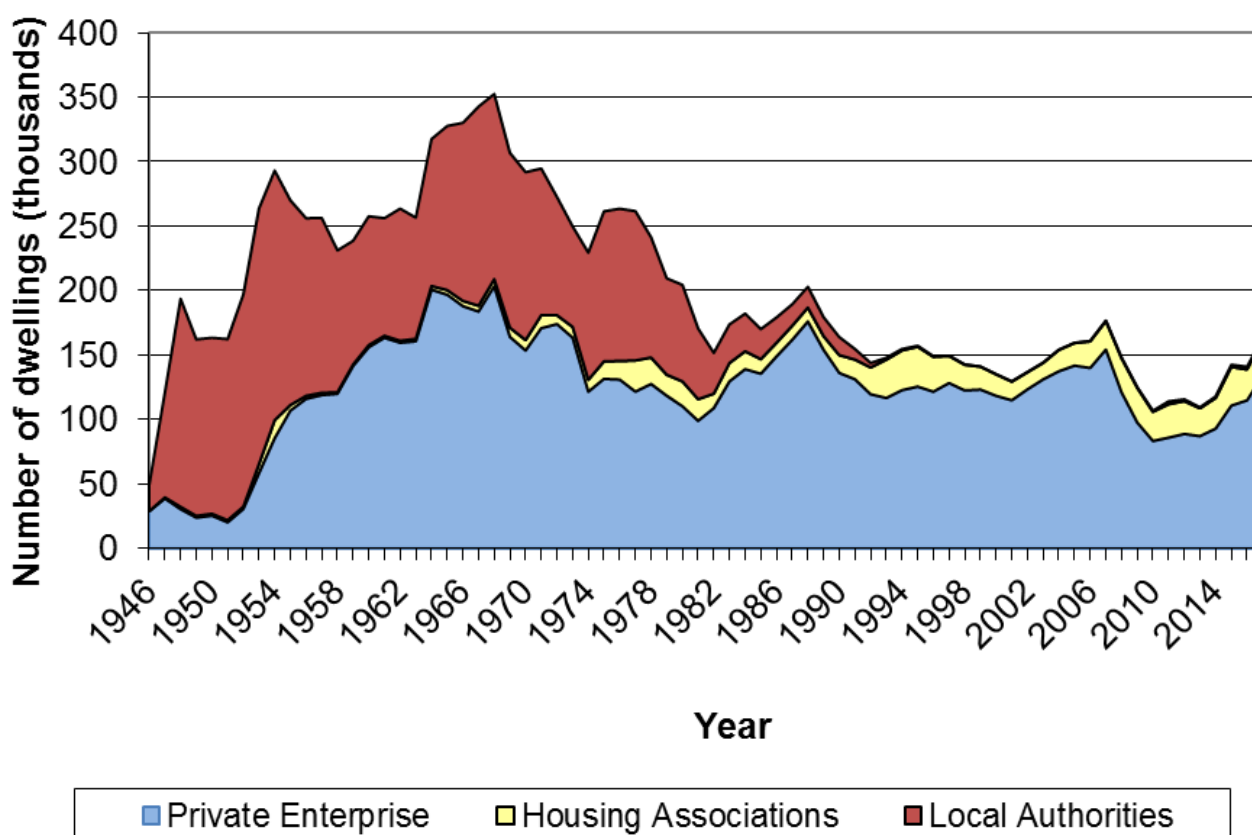
1. See notes under Table 1a, 1b.

## Historical trends

Figure 3 below shows the historical trends of new build dwelling completions in England, split by tenure of developer. Overall, the number of completions increased until the 1970's with a peak of 352,540 dwellings completed in 1968. Completions then fell significantly in the next decade.

In terms of tenure of developer, from 1946 to 1980's a large number of completions were delivered by Local Authorities (Council housing). This reduced as the 1980s saw local authorities becoming housing 'enablers' working with housing associations rather than direct 'providers'. Completions delivered by the private sector picked up in the 1950's and soon started dominating the market through to the current day. Housing Associations have delivered a broadly steady numbers of completions over the years. The tenure captured in these statistics reflects the tenure of the developer building the dwelling rather than the intended final tenure, which can be different. In particular, there is a substantial quantity of affordable housing which is not captured because it is built in the private sector and then bought by local authorities and housing associations. The department produces affordable housing supply statistics which give a more detailed breakdown of the provision of affordable housing <https://www.gov.uk/government/collections/affordable-housing-supply>. Technical details relating to the tenure classification in this release are outlined further in the Definitions section.

**Figure 3: Permanent new build dwellings completed, by tenure, England, 1946 to 2017**



# Sub-national trends

Comparisons between national, district and Local Enterprise Partnership figures in this section are based on the non-seasonally adjusted series. The discussion here is based on annual total values for house building in local authority districts. Using annual totals avoids issues of seasonality and also difficulties associated with quarterly variations in the small levels of house building in some local authority districts. For more information see "District level data" under "Data quality" below.

## Geographic distribution of new build dwelling starts

**Figure 4: Starts per 1000 dwellings (left) and changes in numbers of starts (right) for each local authority district in the 12 months to March 2018**

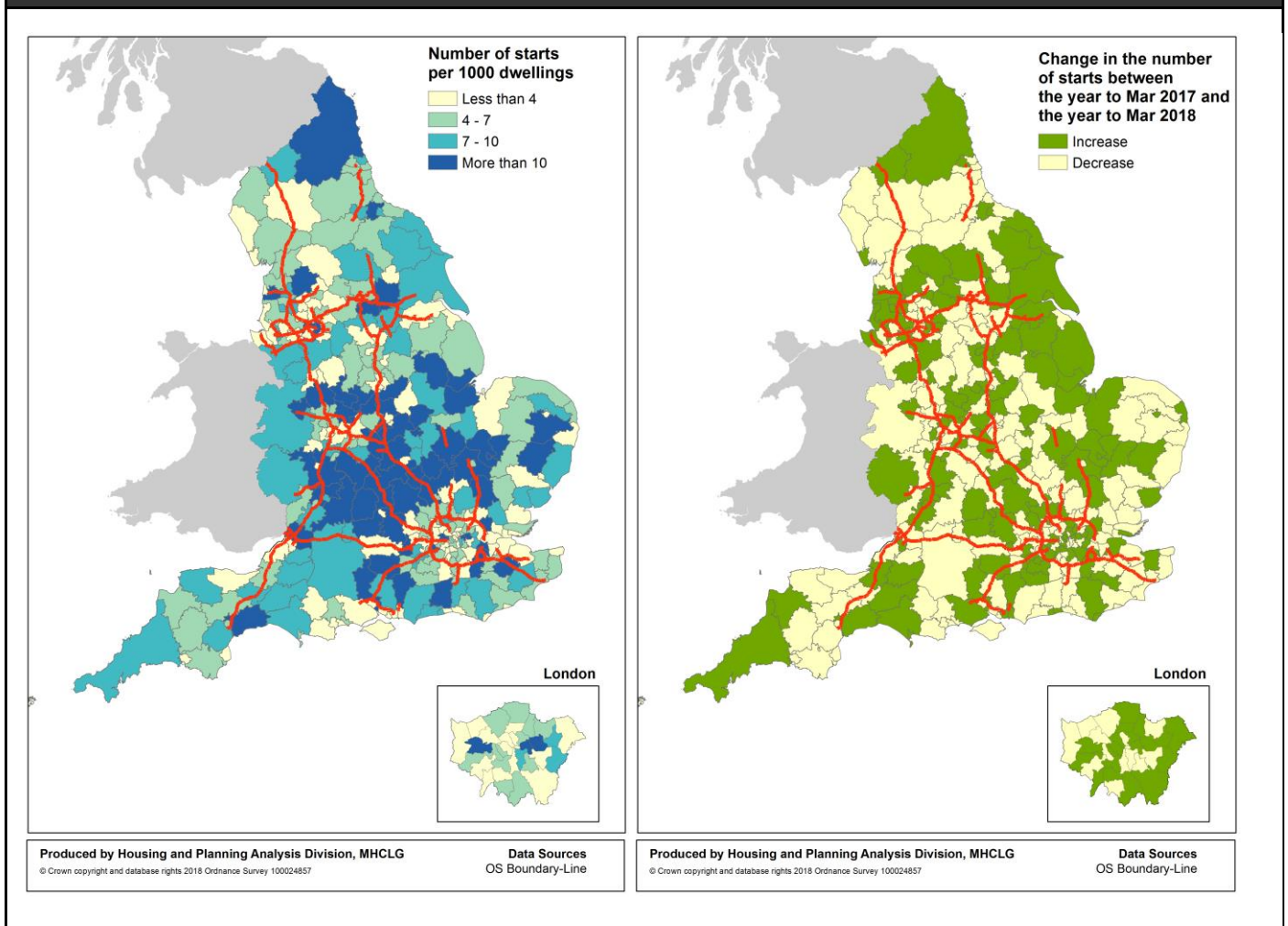


Figure 4 shows the number of starts, per 1000 dwellings (left) and changes in the number of starts (right) in each of the 326 local authority districts (except the Isles of Scilly) over the year to March 2018. To show house building in proportion to the size of each district we divide the number of starts 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 local authority district with 100,000 dwellings where, over the previous year, 150 new dwellings are started. This would give a value of 1.5 new dwellings per thousand of existing stock and would therefore be shaded in light yellow in the coloured map for starts. The red lines indicate motorways.

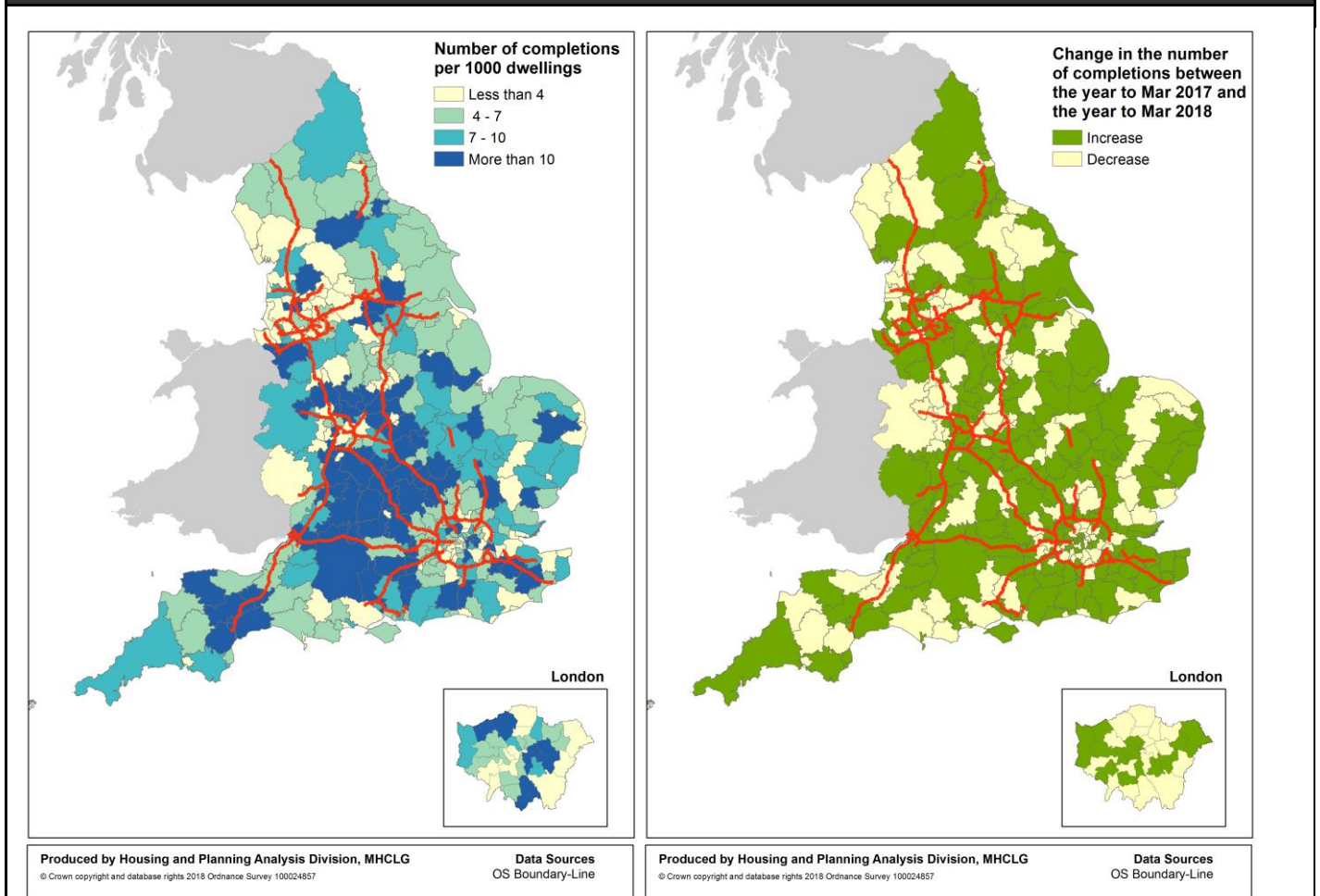


There are relatively high rates of new build starts per 1,000 dwellings in local authorities stretching from west of the London commuter belt across the midland to East Anglia. Areas with high rates include Essex, Northamptonshire and South Derbyshire.

Levels of starts increased between the year to March 2017 and the year to March 2018 in 149 out of 326 authorities. The geographic spread of increases and decreases is mixed. Some of the greatest increases and decreases in starts levels were in parts of London.

### Geographic distribution of new build dwelling completions

**Figure 5: Completions per 1000 dwellings (left) and changes in numbers of completions (right) for each local authority district in the 12 months to March 2018**



See notes under Figure 4.

The highest rates of completions follow a similar pattern to starts, with particular areas including Northamptonshire, Vale of White Horse, South Derbyshire and Kent.

Completion rates between the year to March 2017 and the year to March 2018 were increasing in 196 out of 326 authorities. The geographic spread of increases and decreases is very mixed.

## Local Enterprise Partnerships

House building statistics are reported at Local Enterprise Partnership level and can be found in the house building live tables. Local Enterprise Partnerships are partnerships between local authorities and businesses, initially formed in 2011. A list of the local authority districts covered by Local Enterprise Partnerships can be found here:

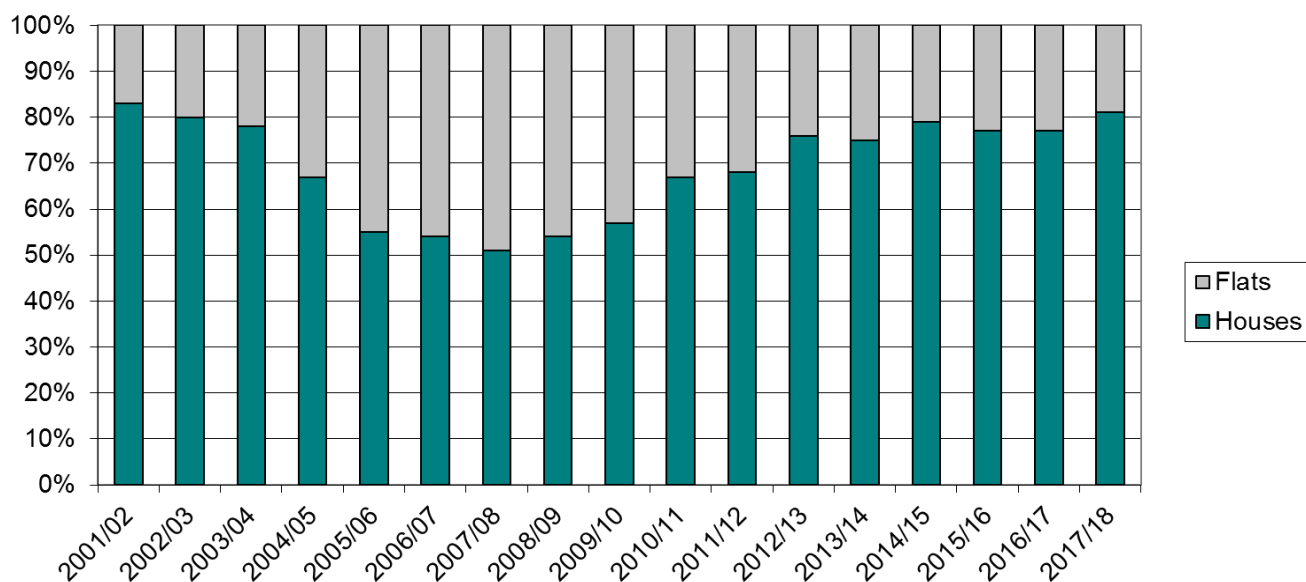
<http://www.gov.uk/government/publications/local-enterprise-partnerships-local-authority-mapping>

## Types of homes being built

Approximately half of the data used to produce the house building statistics are supplied by the National House-Building Council (NHBC). These data contain additional detail on the size and type of new homes being completed and can be used to provide annual estimates of the proportion of new build dwellings that are houses as opposed to flats.

Figure 6 shows the split of completions between houses and flats. The proportion of flats increased from just under a quarter of all new build dwellings in 2001-02 to almost half by 2005-06, remaining at that level through to 2008-09. The proportion for flats then fell back to around a third by 2010/11. In 2017-18 houses made up 81 per cent of all new build dwelling completions – the highest proportion since 2001-02.

**Figure 6: Proportion of new build dwelling completions that are houses and flats**



# Accompanying tables

Relevant accompanying data can be found in the house building live tables which are updated at the same time as this release is published. The available live tables are:

<http://www.gov.uk/government/statistical-data-sets/live-tables-on-house-building>

In addition, legacy regional tables are also available at the link above. These tables have not been updated. For more information please see the Written Ministerial Statement as noted below:

<http://www.gov.uk/government/speeches/statistics-for-local-enterprise-partnerships-and-upper-tier-local-authorities>

All statistical releases on house building can be accessed on the Ministry of Housing, Communities and Local Government website at

<http://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/series/house-building-statistics>.

## Related statistics

### Housing supply: net additional dwellings

The Ministry of Housing, Communities and Local Government publishes annual National Statistics on **net additional dwellings** based on local authority estimates of gains and losses of dwellings during each year. These *Housing supply: net additional dwellings* statistics show the absolute change in dwelling stock between 1 April and 31 March the following year. They comprise the number of new build permanent dwellings; plus the net gain from dwelling conversions; plus the net gain of non dwellings brought into residential use; plus net additions from other gains and losses to the dwelling stock (such as mobile and temporary dwellings); less any demolitions. **These annual statistics provide a more comprehensive but less timely measure of total housing supply in England than the new build dwelling statistics. The quarterly new build dwelling statistics can be considered an important leading indicator of the annual net additional dwellings statistics.**

### *Estimates of new build dwellings: net additions and quarterly new build statistics*

The 'quarterly new build' statistics are based on building control inspection data. The 'new build' component in 'net additions' statistics comes from annual returns from local authorities. Local authorities are asked to take account of all the changes to the housing stock over the previous financial year. The new build figures from the annual return provide a more complete count than the building control based quarterly statistics. Local authorities have longer to complete the annual return and to reconcile various sources including council tax records, site visits and building control. The new build component of the net additions statistics is generally larger than the corresponding annual total from the quarterly new build series. **'Net additional dwellings' is the primary and most comprehensive measure of housing supply. The quarterly *House***

## ***building; new build dwellings* release provides a leading indicator.**

The *Housing supply; net additional dwellings* statistics can be found at the link below.

<http://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/series/net-supply-of-housing> .

## **Council tax valuation lists**

The Valuation Office Agency compiles and maintains lists of all domestic properties in England and Wales to support the collection of council tax. These lists are continually updated to reflect new dwellings and losses. The Valuation Office Agency also manages lists of 'non-domestic rating' properties in England and Wales to support the collection of business rates. These lists are also continually updated to reflect the creation and loss properties. Properties move between the two lists (for example, a 'non-domestic rated' self-catering property may change to a Council Tax valuation list dwelling, and vice versa).

The Valuation Office Agency's definition of a dwelling differs from that used in the population census. The Ministry of Housing, Communities and Local Government's *net additional dwelling statistics* and dwelling stock estimates statistics use the census definition that does not include communal dwellings although these are included in the council tax list. (see '*Definitions*' section below).

The Valuations Office Agency now publishes statistics on these lists which can be found at the following link.

<http://www.voa.gov.uk/corporate/Publications/statistics.html>

## **New Homes Bonus**

The New Homes Bonus allocates grants to local authorities according to the number of new homes delivered and empty homes brought back into use in their area. The growth in their council taxbase is used as a proxy measure for the number of new homes delivered because this provides information about council tax bands which are required as part of the calculation of New Homes Bonus allocations. The number of long-term empty homes in each area is also collected as part of the council tax system.

As the New Homes Bonus is based on council tax data, which is derived from the Valuation Office Agency's valuation list, it is collected using the same, broader definition of a dwelling as used by the Valuation Office Agency (see '*Council tax valuation lists*' above).

The council taxbase data return is made by local authorities to the Ministry of Housing, Communities and Local Government in November giving details of their council tax base at September. Therefore the period over which the change in taxbase is measured for the New Homes Bonus (the year to September) is different from the period over which the *Housing supply;*

*net additional dwellings* is measured (the year to April).

The combination of timing and definitional differences means that it is not possible to reconcile fully the New Homes Bonus numbers to the net additional dwelling estimates. The different sources will inevitably give different figures, though trends over time are likely to be similar. In addition, the New Homes Bonus headline allocations figures also include a component for empty homes brought back in to use.

Users of housing supply statistics should note that the New Homes Bonus figures are a by-product of the data used to administer the council tax system and are not primarily designed as a measure of housing supply. The National Statistics on *Net additional dwellings* is designed to give a comprehensive measure of housing supply which can be used to make consistent comparisons over time. They have been assessed and endorsed by the UK Statistics Authority (see 'National Statistics' section below).

The final New Homes Bonus allocations for 2018/19 were published on 6 February 2018. Details can be found at the following link.

<https://www.gov.uk/government/publications/new-homes-bonus-final-allocations-2018-to-2019>

## **Dwelling stock estimates**

The Ministry of Housing, Communities and Local Government also publishes statistics showing the total dwelling stock in England each year. These estimates are based on the latest census count incremented annually with the net additional dwelling statistics from this release. The dwelling stock estimates also provide a split by tenure that takes account of the net increases in supply and also changes between tenure such as Right to Buy sales.

<http://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/series/dwelling-stock-including-vacants>

Dwelling stock by tenure is available at:

<http://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

## **Affordable housing**

New affordable homes are defined as additional housing units (or bed spaces) provided to specified eligible households whose needs are not met by the market and can be categorised into social rent, intermediate rent and low cost home ownership. Total additional affordable supply includes both new build supply and acquisitions of existing private sector homes.

The house building statistics in this publication are categorised by tenure into private enterprise, housing association (HA) and local authority (LA). However, this tenure split has its limitations (see "Data quality" section) and is not the best source of information on new build specifically in the affordable housing sector. A more detailed and complete source is Ministry of Housing, Communities and Local Government's *Affordable housing supply* statistics, which can be found at the following link, along with detail on definitions and sources.

<http://www.gov.uk/government/organisations/ministry-for-housing-communities-and-local-governmen t/series/affordable-housing-supply>

Although the HA and LA tenures of the house building statistics attempt to measure the entire new build component of affordable housing supply, including social rent, shared ownership and other affordable housing products, in practice much new build shared ownership housing and some new build social rent housing may be mis-recorded within the ‘private enterprise’ tenure of the house building statistics. This means that the house building statistics underestimate the total new build supply of affordable housing in the LA and HA tenure categories. Users requiring the best annual estimate for new build affordable housing should refer to the “New build and acquisitions” section of the affordable housing supply statistical release and live table 1009, both accessible from the link above. Despite this, the tenure split reported in the house building statistics continues to have practical uses as they provide more frequent and timely estimates of starts as well as completions, and are available back to 1946.

The Homes and Communities Agency’s National Housing Statistics can be found at the following link – <http://www.homesandcommunities.co.uk/statistics> - and show delivery through the HCA funding programmes for housing.

There are three main sources of official figures on affordable housing supply which are summarised in the following table:

<b>Statistical source</b>	<b>Included</b>	<b>Not included</b>	<b>Frequency</b>	<b>Timeseries</b>
House Building statistics: Housing Association and Local Authority tenures combined	New build housing for social rent.	Most affordable ownership supply (will be included under private enterprise) and acquisitions from existing private housing.	Quarterly	From 1946
Affordable Housing Supply statistics	All supply (new build and acquisitions) of affordable housing	May be some small gaps in coverage (see release)	Annual	From 1991/92
Homes and Communities Agency National Housing Statistics	All supply (new build and acquisitions) of affordable housing delivered through HCA grant funding programmes	Some housing delivered without HCA grant funding.	Six monthly	From 2009/10

# Definitions

## Dwelling

A home or dwelling in these statistics is defined in line with the Census definition, which defines a dwelling as a self-contained unit of accommodation. Self-containment is where all the rooms (including kitchen, bathroom and toilet) in a household's accommodation are behind a single door which only that household can use. Non self-contained household spaces at the same address should be counted together as a single dwelling. Therefore a dwelling can consist of one self-contained household space or two or more non-self-contained household spaces at the same address.

Ancillary dwellings (e.g. 'granny annexes') are included provided they are self-contained, pay separate council tax from the main residence, do not share access with the main residence (e.g. a shared hallway) and there are no conditional restrictions on occupancy.

Communal establishments, i.e. establishments providing managed residential accommodation, are not counted in overall housing supply. These cover university and college student, hospital staff accommodation, hostels/homes, hotels/holiday complexes, defence establishments (not married quarters) and prisons. However, purpose-built (separate) homes (e.g. self-contained flats clustered into units with 4 to 6 bedrooms for students) are included, with each self-contained unit counted as a dwelling.

Non-permanent (or 'temporary') dwellings are included if they are the occupant's main residence and council tax is payable on them as a main residence. These include caravans, mobile homes, converted railway carriages and houseboats. Permanent Gypsy and Traveller pitches should also be counted if they are, or likely to become, the occupants' main residence.

## New build dwelling start

A dwelling is counted as started on the date work begins on the laying of the foundation, including 'slabbing' for houses that require it, but not including site preparation. Thus when foundation work commences on a pair of semi-detached houses two houses are counted as started, and when work begins on a block of flats all the dwellings in that block are counted as started. The starts of houses in building schemes are usually phased over a period of weeks or even, in very large schemes, months.

## New build dwelling completion

In principle, a dwelling is regarded as complete when it becomes ready for occupation or when a completion certificate is issued whether it is in fact occupied or not. In practice, the reporting of some completions may be delayed and some completions may be missed if no completion certificate was requested by the developer or owner, although this is unusual.

## Tenure

For the purposes of these statistics, the term tenure refers to the nature of the organisation responsible for the development of a new housing start or completion. It does not necessarily describe the terms of occupancy for the dwelling on completion. For example, some housing associations develop homes for sale on the open market. Such homes would be reported in the

Housing Association tenure of these statistics, but would ultimately most likely be owned and occupied in the private sector.

## Housing association

“Housing associations (HAs)” has been used as the generic name for all social landlords not covered by local authorities (see below). In previous editions HAs were referred to as Registered Social Landlords (RSL), and the technical term (private) Registered Provider (PRP) of social housing is also sometimes used. The more all-encompassing description of ‘housing associations’ is now seen as more helpful to users of these statistics.

# Technical notes

## Symbols

The following conventions have been used in the tables:

- .. Not available;
- Fewer than 5 dwellings;
- <sup>P</sup> Figure provisional and subject to revision;
- <sup>R</sup> Revised from previous release.

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

## Data collection

This release takes information from three data sources on building control:

- ‘P2’ quarterly house building returns submitted to Ministry of Housing, Communities and Local Government by local authority building control departments;
- monthly information from the National House-Building Council (NHBC) on the volume of building control inspections they undertake in each local authority area, and;
- quarterly data collection from other approved inspectors (AIs).

Data on starts and completions by individual building control organisations are not published.

## Data quality

### District level data

House building data are collected at local authority district level, but it is important to treat figures at this level with care. House building is unevenly distributed both geographically and over time and patterns of housing development can produce clusters of new homes which make the figures at a low geographic level volatile and difficult to interpret.



Consider a district averaging 100 starts in a quarter: one or two major residential developments starting in that district would produce a large increase in starts for that year. Similarly, once work on the developments has begun those starts would drop out of the statistics which could at first glance be interpreted as a large fall in housing supply in that district. In the next year a new development might occur in a neighbouring district and produce similar effects. Neither of these events would in themselves be unusual but in both cases it would be unwise to infer any form of trend from the figures. A better interpretation might be to look at both districts, together with neighbouring areas.

In addition, the precise timing with which starts and completions are recorded in the statistics can vary from one housing development to the next, depending on factors such as the timing of building control inspections or differences between data providers' administrative systems. Such factors tend to cancel out over time or when figures are aggregated to higher geographic levels, but can be acute at the individual district level.

District level data are available in live table 253 which includes annual district level data back to 1998-99 and in live table 253a which includes quarterly district level data back to 2005. For more information about live tables see "Accompanying tables" section below.

### **Local Enterprise Partnerships**

Local Enterprise Partnership level house building statistics are aggregations of district level data and are available in live tables 255 (annual) and 255a (quarterly) back to 2012.

### **Response rate**

The P2 data received from local authorities record starts and completions inspected by local authority building control. These data also include imputation for a small number of missing returns. In the December quarter 2017 an 88 per cent local authority response rate was achieved, up from 83 per cent last quarter.

Other approved inspector data are collected from independent building control companies. In the March quarter 2018 an 84 per cent response rate was achieved, unchanged from last quarter. Where an approved inspector company has previously provided returns but has not provided a return for the current period the data include imputed values for that company.

The NHBC data include all starts and completions inspected by NHBC building control.

### **Imputation**

The process to impute for a missing P2 local authority return works by picking up all data recorded in completed returns for that local authority over the previous five years and comparing it to data for other similar local authorities for the same periods. It then looks at the data provided for the current period by those other local authorities and imputes a figure for the missing local authority return which matches the proportion found in the comparison of data for the previous five years.

Imputation for other approved inspectors is performed using post stratification. Stratification is on

the basis of the most recent previous total of starts and completions reported. Once approved inspectors have been stratified non-response weights are calculated and these weights applied to all responding approved inspectors for the quarter. Where insufficient recent data exist to sensibly include a response or non-response in the stratification (for example where there are no recent data) or where the status of the approved inspector is unclear for that period (for instance it is not certain that they were operating in the that period or are a duplicate entry) the approved inspector is not included in the post stratification process. This may result in a small level of under coverage but ensures that only genuine non-response is weighted for and minimises the risk of overestimating the numbers of starts and completions inspected by approved inspectors.

Non-response weighting for approved inspectors is used only at an England level. In this release, starts data from three independent approved inspectors (for quarters commencing 2017 Q3, 2017 Q4 and 2018 Q1 respectively) were not included in the estimates. To enable further data quality assurance estimates were imputed instead.

### **Independent approved inspectors**

In the March quarter 2012 release the house building data was revised to include data from independent approved building control inspectors. This affected all quarters from the September quarter 2007.

The change to include data from approved inspectors was made in response to increased participation by private companies in the building control market. Following regulatory changes in 2005 it became easier for independent providers to operate in the private house building market for building control. The Ministry of Housing, Communities and Local Government began a quarterly data collection in the September quarter of 2007 to obtain data about this sector.

Results from this data collection showed that the approved inspectors' share of the building control market was at that time insufficient to merit changing the sources used for producing the house building statistics. However, the share held by the independent approved inspector market sector was increasing. In 2011 it was decided that the level of inspections by approved inspectors was sufficient to merit making the change to include the data in the statistics.

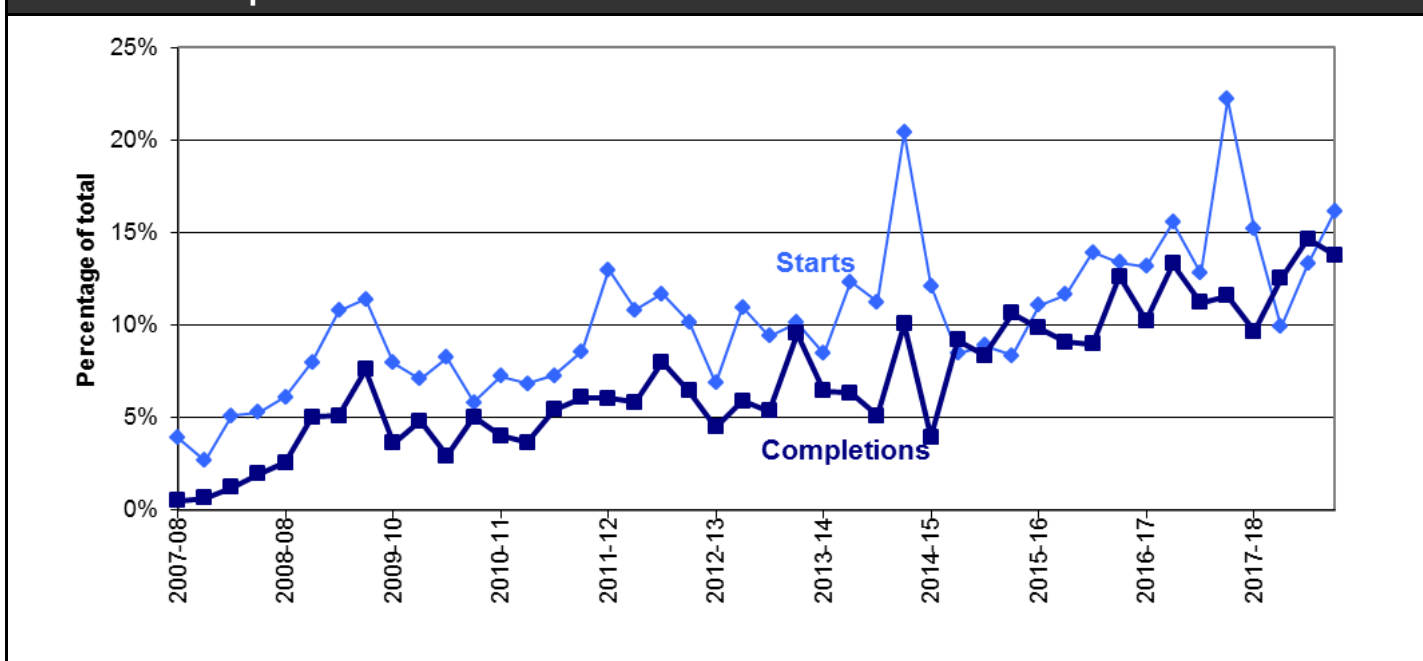
Using the data which had been collected the series was revised back to 2007. This minimised the impact and the overall effect on the trend was slight. However, there was inevitably a step change at the point of first inclusion. For completions this step change is small, with an estimated 216 completions inspected by independent approved inspectors in the quarter. The change in the starts series is more pronounced with 1,855 additional starts in the September quarter of 2007.

The inclusion of the approved inspectors was an improvement to the coverage of these statistics in response to the recent growth of this sector of the market but not a fundamental change to the methodology. The inclusion of the approved inspector data should bring coverage back in to line with the statistics from before 2005 and the entry of approved inspectors into the building control market for private housing. In this sense the section of the series which differs from the rest is the

18-month portion from mid-2005 to April 2007 during which approved inspectors could operate but for which data are not included.

Figure 7 shows that the percentages of all starts and completions reported by approved inspectors have increased since 2007, with both showing particular increases during the early period. Approved inspector completions were less than 1 per cent of total completions in the September quarter of 2007 while starts comprised around 4 per cent of the total. It is likely that the 2007 data collection picked up very early activity for completions but that inspections relating to starts were already more advanced by the time of the collection began. Partial data from a survey of approved inspectors for 2006/07 supports this conclusion.

**Figure 7: Approved inspector reported starts and completions as a proportion of total starts and completions**



improve IT systems to make it faster and easier for building control starts and completions to be submitted.

It is possible that some of the increase in reported work by approved inspectors reflects partly improved coverage, as well as a genuine increase in their market share. We will continue to investigate this as part of improving the statistics.

## **Tenure**

Figures on new build dwelling starts and completions are from records kept for building control purposes. The house building figures will reflect the tenure of the developer building the dwelling rather than the intended final tenure. This may lead to an understatement of housing association and local authority starts and completions recorded in these tables, and a corresponding overstatement of private enterprise figures. This problem is more likely to affect starts than completions.

There are two other sources of official statistics on affordable housing supply which should be considered as an alternative by users interested specifically in the affordable sector. Please refer to the “Related statistics” section of this publication for further information.

## **From start to completion**

A wide range of factors can influence the length of time it takes for a new home to be constructed from start to completion. This period can vary from just a few months to several years.

There are some circumstances in which starts might exceed completions. Information gathered from data providers indicates that the most common of these is where a new dwelling is started but never completed because the developer is no longer able or willing to complete the development.

Also, in principle a dwelling is regarded as completed when it becomes ready for occupation or when a completion certificate is issued, whether it is in fact occupied or not. In practice the reporting of some completions may be delayed and some completions may be missed if no completion certificate was requested by the developer or owner; this is unusual because most property owners would want to have a completion certificate for the purposes of selling the property on.

These circumstances do not disproportionately affect particular regions or types of area, although private housing development may be more likely to be affected than public.

In general the number of starts will be a strong indicator of the likely trend in completions in the near future but we have seen differences over the short and medium term. It sometimes appears that an imbalance exists in the statistics when the overall number of starts differs from the overall number of completions over a number of years. For example, over the period from 1997 – 2007 there were 1,760,000 starts but only 1,630,000 completions – a difference of 7 per cent.

However, a comparison of starts and completions over the long term shows that such differences tend to balance out over time – the years before 1997 and the years since 2007 both saw substantially more completions than starts, and over the 20 years from 1990 to 2010 there were in fact 1 per cent more completions than starts. These shorter term imbalances can be understood as a feature of the economic cycle.

## **Comparability between the countries of the UK**

Each of the countries of the UK produces its own statistics on House Building (see “Related statistics” section below). The Ministry of Housing, Communities and Local Government is responsible for collecting and publishing data for England. However house building statistics for the devolved administrations of the UK, as well as for Great Britain and the UK as a whole, are included in the tables that accompany this statistical release. In this section the consistency of the data sources is discussed.

England and the devolved administrations use broadly consistent definitions for starts and completions in collecting house building data. Until now, all four countries have collected starts and completions data split into the three tenure types of private enterprise, housing association and local authority. From the September quarter 2011 onwards, this tenure split is no longer available for Welsh starts figures.

In England and Wales some housing association starts and completions can be misreported as private enterprise starts because it is sometimes difficult for data providers to identify whether a dwelling is being built for a housing association or for a private developer (see above). This is not thought to be a problem in Scotland where data on housing association house building are collected directly from housing association administrations rather than building inspection teams. It is because of this issue that statistics for house building starts in Wales no longer include a breakdown by tenure.

Northern Ireland data prior to 2005 is sourced from the Department of Communities, which use different definitions and adjust their data. Further information can be viewed on the Department for Communities website at:

<https://www.communities-ni.gov.uk/publications/review-new-dwelling-starts-and-completions>

While a very small proportion of the data for England are imputed for missing responses (see above), a full response is generally collected in Wales, Scotland and Northern Ireland so imputation is seldom necessary.

Currently approved inspectors data is included in the statistics for Scotland and Northern Ireland. Approved inspector data is not used in the current Welsh house building data. However an investigation is currently underway to determine the level of approved inspector activity in Wales with a view to including approved inspectors if it is found to be appropriate.

## Revisions policy

This policy has been developed in accordance with the UK Statistics Authority Code of Practice for Official statistics and the Ministry of Housing, Communities and Local Government Revisions Policy (found at <http://www.gov.uk/government/publications/statistical-notice-dclg-revisions-policy>).

There are two types of revisions that the policy covers:

### Non-Scheduled Revisions

Where a substantial error has occurred as a result of the compilation, imputation or dissemination process, the statistical release, live tables and other accompanying releases will be updated with a correction notice as soon as is practical.

### Scheduled Revisions

In order to maximise the response rate from local authorities and enable late information to be included, each quarterly P2 return can be updated at any time up to two years after the initial publication of the figures for that quarter. Every quarter, as well as releasing figures for the latest quarter, we revise the previous quarter to incorporate any data that came in shortly after the previous data collection period. This captures most late local authority data, but in order to incorporate the remainder a longer revision is carried out once a year, in the June quarter statistical release. Therefore, until each quarterly return is permanently closed, figures for that quarter remain provisional. Provisional figures are labelled in the tables with a “P” and revised figures are labelled with an “R”.

The starts data provided by NHBC, which are monthly, can also be subject to some changes after their initial inclusion, and to address this, the NHBC starts data for the previous two quarters are also revised in each release. In particular, the information on the tenure can often change when a start gets closer to completion and this tends to result in a net shift in starts from the private enterprise tenure to the housing association tenure.

In addition, where figures are seasonally adjusted, the adjustment factors for the whole series back to 2000 are recalculated annually, usually in the June quarter. This will result in small changes to seasonally adjusted figures across the whole period. These changes are not labelled with an “R”. Seasonal adjustment is implemented using the software X13-ARIMA-SEATS.

Other revisions to historic data (all data older than that currently due for scheduled revision) should only be made where there is a substantial revision, such as a change in methodology or definition. Where there are small changes that do not substantially change historic data, internal updates are maintained.

### Revisions in this release

As scheduled, starts and completions data provided by local authorities, the National House-

Building Council and other approved inspectors have been revised in this release back to the September quarter 2017. As a result a net change of 536 starts have been added during the period. This includes 224 starts added to the private enterprise tenure and 312 starts added to the housing association tenure. There was no change to the local authority tenure for starts. The revisions have also resulted in a decrease of 52 completions in the period. This includes 58 completions removed from the private enterprise tenure and 6 completions added to the housing association tenure. There was no change to the local authority tenure for completions.

## Uses of the data

The house building statistical series on starts and completions are a key part of the evidence base which informs the development and evaluation of housing policy by central and local government. They are also used as evidence for other housing market analysts, forecasters and decision makers, for example at the Bank of England and in the construction and banking industries. The statistics are also used for market research by a wide range of other businesses. They are used by the media in reports on the housing market, and by academics both in the UK and abroad.

## User engagement

Users are encouraged to provide 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 encouraged. Responses should be addressed to the "Public enquiries" contact given in the "Enquiries" section below.

The Ministry's engagement strategy to meet the needs of statistics users is published here: <http://www.gov.uk/government/publications/engagement-strategy-to-meet-the-needs-of-statistics-users>

A short questionnaire on how the Housing Statistics and data are used and the decisions they inform is currently open at: <https://www.surveymonkey.co.uk/r/housinguser>

## Notes

1. The starts and completions reported in this publication are for new house building in England and exclude new dwellings created through conversions and the change of use of existing buildings.
2. Figures in the accompanying tables are presented rounded to the nearest 10 dwellings.
3. The charts give seasonally adjusted quarterly house building trends and give annual trends by showing a rolling 12-month total. The private enterprise and housing association England series are seasonally adjusted.
4. Accompanying Tables 1a and 1b gives seasonally adjusted quarterly England figures. All figures for other UK countries are shown on an unadjusted basis only.
5. The tables and charts accompanying this release are shown above in the 'Accompanying tables' section and are provided in Microsoft Excel format.

6. Details of officials and ministers who receive pre-release access to the Ministry of Housing, Communities and Local Government quarterly House Building release up to 24 hours before release can be found at:  
<http://www.gov.uk/government/organisations/ministry-for-communities-and-local-government/about/statistics>
7. MHCLG are improving how data providers send statistical and grant data to us by providing a new online system called DELTA. The first full statistical data collection went live on the new system in July 2017 and we are working to move other collections over as part of a phased approach. We are not changing the types of data we collect, only the method in which we ask data providers to submit it. The benefits of the new data collection system include; one system for data submission (replacing varied and disparate contact points across our organisation) and better task management and communication through automated notifications. The system will bring greater visibility of the forms that are due to be completed and sight of submitted data. The aim of these changes is to bring a much better user experience for data providers. This release was one of the first to move over to the new system from the previous Interform system. We have needed more time to process the data using the new systems as a result of this. We hope to continue to improve these processes but we ask users of this release to bear with us while we undergo this significant transition.
8. The **next quarterly release** will be published in September 2018, and will cover house building up to the June quarter 2018.

## Devolved administration statistics

House building statistics for the devolved administrations of the UK are included alongside the England statistics in the tables that accompany this statistical release. These data are published separately by the devolved administrations, and although figures are correct at the time of this publication they may be superseded before the next England house building release. Latest data and details on data sources and methods can be found at the following links:

Scotland (house building statistics)

<http://www.gov.scot/Topics/Statistics/Browse/Housing-Regeneration/HSfS/NewBuild>

Wales (house building statistics)

<https://statswales.wales.gov.uk/Catalogue/Housing/New-House-Building>

Northern Ireland (housing statistics)

<https://www.finance-ni.gov.uk/topics/statistics-and-research/new-dwelling-statistics>



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Information on Official Statistics is available via the UK Statistics Authority website:

<https://www.gov.uk/government/statistics/announcements>

Information about statistics at MHCLG is available via the Ministry's website:

[www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/about/statistics](http://www.gov.uk/government/organisations/ministry-of-housing-communities-and-local-government/about/statistics)

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