STRATEGIC POLICY FRAMEWORK FOR THE WEST MIDLANDS METROPOLITAN AREA

March 2012
Purpose of the Strategic Policy Framework

1. A long term Urban Renaissance strategy was put in place through the West Midlands Regional Spatial Strategy (RSS), 2004 and updated in 2008. In short, this sought to develop urban areas in such a way that they can increasingly meet their own economic and social needs in order to counter the unsustainable movement of people and jobs facilitated by previous strategies. These previous development patterns were also leading to greater car reliance and longer journeys resulting in congestion, air pollution and limiting the scope to reduce carbon emissions.

2. This approach has been independently examined on three separate occasions, most recently via the RSS Phase II Revision Examination in Public in 2009, and was reaffirmed as the most appropriate way forward. This, however, predated the current economic downturn.

3. As these unsustainable trends had evolved over time, it follows that this approach requires time to bed down and as such the strategy was considered to be a long term one. Monitoring thus far suggests that the strategy is beginning to take effect; further information is set out in the attached appendix.

4. In the light of the Government’s early commitment to revoke Regional Spatial Strategies (RSSs), the West Midlands Planning and Transportation Sub Committee (WMP&TSC)\(^1\) approved a Strategic Planning Position Statement its meeting on 21st January 2011, which continued to support the broad Urban Renaissance principles set out in the RSS. This was subsequently endorsed by the West Midlands Joint Committee (WMJC) at its meeting on 26th January 2011.

5. In November 2011, the Localism Act attained Royal Assent. Section 110 sets out the ‘duty to cooperate’, which Government intends will replace RSS as a basis for strategic / cross boundary planning. Section 109 gives Government the powers to revoke the eight RSSs outside London following completion of an ‘environmental assessment’ for each; until this time RSS remains part of the statutory development plan. Consequently, WMP&TSC took the opportunity to refresh the statement at its meeting on 2nd March 2012.

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\(^1\) The West Midlands Joint Committee (WMJC) was established by the District Councils of the County of West Midlands on 24 July 1985. The Constitution of the WMJC has been updated to reflect changes in law brought about, primarily, by the Local Government Act 2000. All seven Metropolitan leaders sit on WMJC. In terms of its functions, the WMJC is responsible for coordination and joint action on issues of mutual interest. The WMJC may appoint such sub-committees to consider and deal with the functions of the Committee as may be thought desirable. A long-established example is the West Midlands Planning and Transportation Sub Committee (WMP&TSC), which is made up of senior elected members from the seven Metropolitan Authorities and the Integrated Transport Authority / Centro. WMP&TSC considers strategic planning and transportation matters as they affect the area as a whole.
6. Strategic planning issues in the West Midlands Metropolitan Area include, inter alia:

- Cross boundary housing market areas;
- Cross boundary labour markets and commuting patterns;
- Promoting urban regeneration through the reuse of previously developed land;
- The provision of major infrastructure, particularly transport and green infrastructure;
- Major retail and leisure facilities with cross boundary catchments;
- The need to retain and enhance environmental quality and prevent urban sprawl through strategically important designations such as the Meriden Gap;
- Measures to address the causes and consequences of climate change and the need to improve air quality.

7. Once the RSS has been abolished Local Plans will be sovereign. If, however, Local Plans are not in place then the draft National Planning Policy Framework (NPPF) suggests that there is a ‘preference in favour of sustainable development’; a final NPPF is due to be published by April 2012.

8. Due to the procedures that must to be followed and the need for independent examination, it is not possible for all local plans to be in place before the proposed abolition of the RSS and publication of the NPPF. Moreover, the Localism Act is now in place and it is a statutory requirement to comply with the Duty to Cooperate.

9. The purpose of this Framework, therefore, is to:

- Enable a smooth transition between abolition of RSS, and up to date local plans and effective wider Duty to Cooperate mechanisms being in place;
- Demonstrate commitment to ongoing collaboration in order to meet Duty to Cooperate responsibilities within the Metropolitan Area;
- Advise those bodies subject to the Duty to Cooperate and other key stakeholders including Local Enterprise Partnerships that Metropolitan Authorities remain committed to urban renaissance and are responding to Government’s growth agenda;
- Be a material consideration in plan preparation and development management decisions; and
- Continue to provide a coherent strategic spatial context for the third West Midlands Local Transport Plan (LTP3), which covers the administrative areas of the seven Metropolitan Authorities.

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2 Including saved UDP policies and Local Development Frameworks.
3 NPPF paragraph 214
Urban Renaissance and Government Policy

10. Since taking office, Government has issued several plans, strategies and statements seeking to foster local economic growth to support the national economy and reduce the budget deficit. A summary and chronology of the most salient issues that impact on cities and urban areas, and by inference support Urban Renaissance, is set out below.

White Paper for Growth – Realising every place’s potential

11. The White Paper Local Growth⁴ sets out Government’s ambition to foster prosperity in all parts of the country, harnessing the potential across the range of industries. Previously growth has been concentrated in some areas of the country but not others, and within a limited number of sectors, notably financial services. Instead, the economy must be rebalanced ensuring that growth is spread and prosperity shared.

12. Cities and urban areas have a key role to play in this as there can often be a mutually beneficial economic relationship between larger cities and surrounding urban areas, which the Government wishes to support, for example in the eight core city-regions outside London: Birmingham, Bristol, Leeds, Liverpool, Manchester, Newcastle, Nottingham and Sheffield.

13. Through the Growth White Paper, Government offered Council Leaders and prominent members of the business community to form Local Enterprise Partnerships (LEPs). The White Paper sets out the diverse roles the LEPS can play depending on their local priorities. These could include ensuring that planning and infrastructure investment support business needs, and working with Government to support enterprise, innovation, global trade and inward investment. A combination of strong business leadership with groups of local authorities whose planning, regulatory and public realm roles are critical to growth will help achieve this. The West Midlands Metropolitan Area straddles three LEP areas:

- Black Country
- Coventry and Warwickshire
- Greater Birmingham and Solihull

The Budget Statement and Plan for Growth

14. The Plan for Growth⁵ that accompanied the Budget in March 2011 reiterated this and seeks an increase in private sector employment, especially in regions outside London and the South East. It cites increases in investment and exports as a route to a more balanced economy.

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⁴ http://www.bis.gov.uk/policies/economic-development/local-growth-white-paper
15. The West Midlands Metropolitan Area is well placed to benefit from this agenda, with its manufacturing base contributing to export led growth. The region performs strongly in terms of exports to EU and non EU countries, especially when compared to areas other than London and the South East. The West Midlands is at the heart of the automotive industry, which is one of the largest in terms of the value of its exports.

16. The Plan for Growth also announced that Enterprise Zones would be created, including in Greater Birmingham / Solihull and the Black Country LEP areas. Businesses within these zones would benefit from business rate discounts and a simplified regulatory framework, whilst the LEP would be able to retain business rate growth. These zones are based around Birmingham City Centre, the i54 site to the north of Wolverhampton and the Darlaston Strategic Development Area in Walsall. The i54 site has subsequently attracted a £335 million investment in the form of Jaguar Land Rover’s Advanced Engineering facility.

17. The Plan for Growth also signaled the need to reform the planning system to make it simpler, easier to navigate and consequently a tool to enable growth. In doing so, however, it stated that:

This policy change does not affect the Government’s commitment to maintain the greenbelt, Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and other environmental designations.

18. On 23rd March 2011, the Secretary of State for Communities and Local Government issued a complementary Ministerial Statement which advised that:

Councils will be able to identify the most suitable locations for growth in their areas, having regard to the coalition commitment to protecting the environment, including maintaining the Green Belt and other environmental designations.

National Infrastructure Plan

19. A revised National Infrastructure Plan was published in November 2011 to accompany the Autumn Budget Statement, this made further commitments to growth in the West Midlands Metropolitan Area through announcing the below investment:

- M6 managed motorway scheme between Birmingham and Manchester
- A45 Westbound Bridge (Solihull) – Replacement bridge over the West Coast Main Line close from Birmingham Airport on the A45 strategic corridor into Birmingham
- A45/46 Tollbar End improvement scheme
- A45 Corridor (Damson Parkway to M42 junction 6) diversion

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6 http://www.hm-treasury.gov.uk/national_infrastructure_plan2011.htm
20. The document also pledged to submit a hybrid Bill to Parliament for the first Phase of High Speed Two (London-West Midlands rail line) in late 2013 subject to the Secretary of State for Transport’s announcement. Following consultation, the Secretary of State announced her support for High Speed Two in January 2012.

**Department for Transport Major Scheme Announcements**

21. Following the Autumn Statement, Government also announced support for further local transport schemes in December 2011, including the following within the Metropolitan Area:

- **Coventry-Nuneaton Rail Upgrade (formerly known as NUCKLE).** Enhanced rail service and two new stations on the Coventry to Nuneaton railway line; total cost of £18.8m.

- **Darlaston (Walsall).** Various road improvements including new bridges over the canal and railway, junction improvements, modifications to existing roads to open up development area; total cost of £25.9m.

- **Chester Road (Birmingham).** Widening of Chester Road to a three lane dual carriageway from M6 Jct 5 with bus priority and pedestrian improvements; total cost of £10.5m.

22. These schemes are now in a position to proceed to seek statutory powers and formal tender prices prior to final approval. In February 2012, the Local Transport Minister gave final approval for the £128m extension of the Midland Metro to Birmingham New Street.

**Government Response to the Communities and Local Government Committee’s report on Regeneration**

23. The Communities and Local Government Committee’s report on Regeneration was published in November 2011; the Government published its response on 13th January 2012. In short, it deemed that regeneration is about addressing problems faced by a community, widening opportunities and growing the local economy. It is not a matter for Government to define regeneration beyond this; consequently, there is no requirement for a national regeneration strategy.

24. The response, however, states that Government and the Homes and Communities Agency, however, continue to support housing and regeneration in places that have previously experienced housing market challenges. Its response also expects local plans to identify areas for economic regeneration, supports town centre first and prioritising development of sites of lower environmental quality. It also anticipates that local authorities will want development on previously developed land and, in order to support this, draws attention to retention of Land Remediation Relief for developers.

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Urban Renaissance Guiding Principles

25. The guiding principles supporting Urban Renaissance can be summarised as follows:

- Stemming the uncontrolled decentralisation of people, jobs and other activities away from the Metropolitan Area by improving the quality of the urban environment as a whole.
- Making the best use of existing urban capacity
- Improving, or where necessary replacing existing infrastructure
- Ensuring that development is directed sequentially with priority given to promoting brownfield development in sustainable locations

Refreshed Shared Policy Priorities

26. Government has powers to abolish RSSs through the Localism Act once environmental assessments have been undertaken, until that time RSS remains part of the statutory development plan.

27. Once RSS has been abolished, it is necessary to ensure a smooth transition until up to date local plans are in place and effective Duty to Cooperate arrangements established. The below shared policy priorities which support Urban Renaissance guiding principles, continue to be collectively supported

Employment Land Supply

- Provision for a rolling five year supply of employment land in each plan area sufficient to meet development needs of the plan period
- Protecting the employment land portfolio to meet the identified range of needs in each plan area
- Promoting development within the Black Country LEP and Greater Birmingham and Solihull LEP Enterprise Zones
- Support for the development at key nodes in the identified High Technology Corridors to counter structural changes in the manufacturing sector and to fully exploit agglomeration effects. These are:
  - The Central Technology Belt (Birmingham City Centre – Worcestershire A38 Corridor)
  - Coventry, Solihull and Warwickshire
  - Wolverhampton to Telford

- Regional Investment Sites and Major Investment Sites are large, high quality sites with good access to the strategic highway network and have

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8 These are shown diagrammatically and do not denote corridor based ribbon development or Green Belt land release for development. It is nodes within these corridors such as research and educational institutions and key sites that will be identified for development
been identified to support growth and diversification of the local economy; their benefits in terms of job creation transgress local authority boundaries. Their retention, implementation, appropriate expansion is supported as is the identification of further sites to meet identified shortfalls.

- Support ongoing work to make adequate provision to meet the needs of the logistics industry, including the need for an Regional Logistics Site to support the economic growth and diversification of the Black Country.

**Housing**

- Within the context of Urban Renaissance, enable housing needs to be met, including the full range of market and affordable housing to be provided.
- Priority for the reuse of brownfield land and, where appropriate, re-use of existing buildings.
- Application of the following criteria at a local level to govern the identification and release of land:
  * The need to maintain and accelerate Urban Renaissance.
  * Bring forward previously developed land in sustainable locations prior to the phasing of greenfield sites.
  * Prioritise sites where development would support regeneration through opening up further opportunities for mixed use sustainable development.

**Growth and Regeneration**

- Regeneration led growth and investment focussed on bringing forward previously developed land and making the best use of existing infrastructure and resources within the identified Regeneration Zones.¹⁰

**Strategic Centres**

- The strategic centres of Birmingham, Brierley Hill, Coventry, Solihull, Sutton Coldfield, Walsall, West Bromwich and Wolverhampton should be the focus for new major comparison retail development and large scale leisure and office developments. Their roles as the most accessible locations to serve large catchments should be maintained and enhanced.
- Other important centres should be the subject of local policies to meet more local needs.

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⁹ Ansty, Birmingham Business Park, Blythe Valley Park, Hilton Cross, Wolverhampton Business Park, i54 Wobaston Road, Longbridge, East Aston
¹⁰ East Birmingham / North Solihull, North Black Country / South Staffordshire, West Birmingham / South Black Country
Transport

- Implementation of a Rapid Transit Network and the public transport and highway schemes as identified in the LTP3 to support the Urban Renaissance.

- Support for the runway extension of Birmingham Airport and improved access to the Airport and the National Exhibition Centre from all parts of the Metropolitan Area.

- Support for strategic Park and Ride provision at appropriate locations to relieve congestion in the Metropolitan Area subject to impacts on the strategic highway network and other environmental impacts.

Green Belt and Infrastructure

- Strategic adjustments to Green Belt boundaries are not supported where they would encourage selective out migration of population from urban areas and run counter to regeneration objectives.

- Support for cross boundary identification and co-ordination of Green Infrastructure Networks

Current and Emerging Priorities for Spatial Development

28. All of the authorities have saved UDP policies that support the urban renaissance, all have or are working on Core Strategies / Local Plans to update and develop the strategy for the regeneration of their areas and all are working on other development plan documents to plan for growth and regeneration within this framework. Together these plans should deliver at the local level the Urban Renaissance strategy for the wider area.

29. The current status of the main strategic elements of the authorities’ local plans and their spatial priorities are set out in summary below:

Birmingham

30. Consultation on the Birmingham draft Core Strategy ended in March 2011, it is anticipated that a publication version will be approved by the Council in October 2012.

31. The draft Core Strategy focuses on growth within the Eastern Corridor, the City Centre, identified Sustainable Urban Neighbourhoods\(^\text{11}\) (including Longbridge) and the Aston, Newtown and Lozells area. This coincides with growth proposals in the Black Country to the west and Solihull to the east. The Big City Plan outlines specific areas in the City Centre where resources will be focussed along with details of individual projects, schemes and infrastructure; sites within

\(^{11}\) Greater Icknield, Southern Gateway / Highgate, Bordesley Park, Stechford, Meadway, Shard End, Druids Heath, Kings Norton 3 Estates, Longbridge
the City Centre have been designated as the Greater Birmingham and Solihull LEP Enterprise Zone.

**Black Country**

32. The Black Country Joint Core Strategy, covering the administrative areas of Dudley, Sandwell, Walsall and Wolverhampton, was adopted in February 2011. The majority of growth is directed towards an identified Growth Network, which comprises the strategic centres of Brierley Hill, Walsall, West Bromwich, Wolverhampton and 16 Regeneration Corridors. The Growth Network coincides with growth proposals in Birmingham to the south east. Land to the north of Wolverhampton (i54) and at Darlaston in Walsall comprises the Black Country LEP Regeneration Zone.

**Coventry**

33. Consultation on a proposed Core Strategy ended in October 2011.

34. This proposes employment led growth focussed in the City Centre and the Strategic Regeneration Areas of Canley, Swanswell and the Wood End, Henley Green and Manor Farm New Deal for Communities Area. Unless already committed Green Belt and Greenfield sites to be protected from development.

**Solihull**

35. Following consultation on Issues & Options and on an Emerging Core Strategy, the pre-submission draft Local Plan was published in January 2012.

36. It focuses housing growth and new employment opportunities in or near North Solihull including Green Belt adjustments to facilitate local regeneration and growth ambitions with additional development in the urban west and its town centres, especially in areas well served by public transport, and small scale development to meet local needs in rural settlements. The Meriden Gap will be maintained and economic assets such as Birmingham Airport, the National Exhibition Centre and the two Regional Investment Sites in the M42 Gateway will be sustained and further developed to drive the growth of the sub regional economy.

**Cross Boundary Issues**

37. These plan making areas cannot be considered in isolation, there are cross boundary relationships and opportunities to be exploited. The successful implementation of the Urban Renaissance Strategy, therefore, requires an element of redistribution to direct growth and investment to the most sustainable locations within the Metropolitan Area.

38. Within the conurbation, Birmingham and Solihull cannot meet all of the development needs that are generated. The neighbouring Black Country, however, can meet more than its own needs and a bold growth led Core Strategy is in place which can accommodate some of this growth in a manner...
consistent with the BCJCS’s objectives. There is considerable evidence that show population movement to the Black Country from other parts of conurbation is an established pattern and this needs to be accelerated. This supports Urban Renaissance through stemming out migration from the Metropolitan Area, encouraging physical regeneration and investment, whilst relieving pressure on more environmentally sensitive areas.

39. Coventry is physically separated from the rest of the conurbation by the strategically important Meriden Gap, encroachment into it is inappropriate as it would undermine urban regeneration and the longstanding commitment to retaining its openness. Coventry’s economic geography is closely related to Warwickshire, and the Council is working with Shire districts to refresh the Coventry and Warwickshire Strategy,

40. Not all needs, particularly from Birmingham, Coventry and Solihull, can be met in their entirety with the collective boundaries of the Metropolitan Area, and there will an ongoing requirement for a reasonable level of migration to some Shire Districts to be accommodated whilst not undermining regeneration of the Black Country. A failure to address this could have adverse implications on housing affordability and the actual provision of affordable housing and on the local economy, especially as migrants from elsewhere may outbid local people.
Appendix: Progress towards Urban Renaissance

41. As set out in the main Strategic Policy Framework, the urban renaissance strategy seeks to ensure that the Metropolitan Area can meet more of its own needs through population growth and retention, an increase in the number of jobs available and an accompanying acceleration of development, particularly on previously developed land.

42. This is a long term approach given that decentralisation of activity, population decline and dereliction were deep rooted trends. Progress towards urban renaissance was monitored through Annual Monitoring Reports (AMR) published by the former West Midlands Regional Assembly; the final 2009 AMR was published in February 2010.

43. Headline data from these reports is presented below and augmented by other sources where appropriate. Since the abandonment of the West Midlands RSS AMR key data has been collected from West Midlands authorities on a voluntary basis.

Population and Migration

44. Figure 1 demonstrates the scale of the challenge in terms of delivering urban renaissance through stemming population decline. Between 1991 and 2000, population in the Metropolitan Area declined by over 47,400 (1.8%), whereas it continued to grow steadily elsewhere in the region. Between 2001 and 2010, population within the Metropolitan Area grew by 87,100 (3.4%), whilst the rate of growth elsewhere in the region remained comparable to past rates.

Figure 1: Population change in the Metropolitan Area, West Midlands and England 1991–2010

Source: ONS Mid Year Estimates

12 http://www.wmra.gov.uk/Planning_and_Regional_Spatial_Strategy/Monitoring_/Monitoring.aspx
45. Table 1 sets out population change for each local plan / core strategy area over the last 20 years. All local authorities experienced population decline between 1991 and 2000 with this being most pronounced in Birmingham and the Black Country witnessed the greatest population decline between 1991 and 2000. Since 2001, population has grown in all local authorities with the highest increases being in Birmingham and Coventry.

46. Much of the growth from 2001 onwards can be accounted for by higher birth rates and particularly in Birmingham’s case, international migration. There is, however, evidence of a reduction in the net outflow of people from the Metropolitan Area to surrounding Shire Districts as illustrated in figure 2.

Figure 2: Net migration from Metropolitan Area to elsewhere in region

![Net migration from Metropolitan Area to elsewhere in region](image)

47. Given its size and physical constraints, Birmingham is the origin of most population movements. In 2001, people relocated from Birmingham to the adjoining Shire Districts and its Metropolitan Authority neighbours in equal proportion, by 2010 two thirds of all intra regional movements were to other Metropolitan Authorities (see figure 3).

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Housing

48. Despite the economic downturn net housing completions in the Metropolitan Area were twice their 2000/1 levels in 2019/10; at their peak in 2005/6 they were three times higher. Net housing completions beyond the Metropolitan Area in 2009/10 were only half of their 2000/1 levels (figure 4)

49. Gross housing completions in the Metropolitan Area, which take into account demolitions and replacement dwellings increased significantly from 2001/2 before tailing off as a result of the economic downturn whilst remaining stable elsewhere. Since 2002/3, over 90% of housing completions in the Metropolitan Area have taken place on previously developed land.
Employment

50. Total employment in the Metropolitan Area grew steadily throughout the 1990s and levelled off during the last decade before returning to near 1991 levels as a result of the recession. The rest of the West Midlands followed a similar pattern albeit job growth was higher (figure 6).

Figure 6: Total Employees in the West Midlands by Workplace, 1991-2010

Source: ONS (Annual Employment Survey, Annual Business Inquiry and Business Register & Employment Survey). Note that ABI has been rescaled in line with BRES.

51. There is a familiar pattern across the West Midlands in terms of a reduction in manufacturing based employment and a growth in jobs in the service sector. Jobs have been lost at a greater rate and created at a lower rate in the Metropolitan Area compared to elsewhere.
Conclusions

52. The above trends relating to housing and population suggest that urban renaissance may have been beginning to have an effect on people’s decisions about where to live. However, it is not clear what impact the recession and the related fall in house prices from their peak has had on people’s desire or capacity to move.

- Following decline through the 1990’s population growth, particular in terms of stemming out flows is welcomed and supports urban renaissance.
• An increasing number of people who leave Birmingham move elsewhere in the Metropolitan Area, movements to the Black Country are particularly welcomed given that it has capacity to meet more than its own requirements through its growth led Core Strategy.

• There is evidence of a relationship between population growth and acceleration in housing completions in the Metropolitan Area.

• High proportions of housing development on previously developed land and provision of new dwellings through replacement / renewal of dwellings (gross completions), is consistent with urban renaissance in terms of improving the urban environment and preventing environmental degradation elsewhere.

• The economic downturn appears to have had a less pronounced impact in terms of a tail off in housing completions in the Metropolitan Area compared to elsewhere in the region.

• There is an urgent need to create new jobs in the Metropolitan Area to match the growth in population and reduce worklessness, LEPs and their designated enterprise zones and growth strategies are in a position to assist.
Table 1: Population change in the West Midlands 2001 – 2010

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Source: Office for National Statistics