



**To: The Business, Economy and Enterprise Scrutiny Board (3)**

**Date: 2<sup>nd</sup> November 2016**

**Subject: Select Committee Recap and Identification of Key Lines of Enquiry**

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## **1 Purpose of the Note**

- 1.1 The purpose of this briefing note is to provide a recap of the information Members have received this Municipal Year on the subject of public transport to enable Members of the Board to identify key lines of enquiry for the Select Committee to be held on 15<sup>th</sup> February 2017.

## **2 Recommendations**

- 2.1 Members of the Business, Economy and Enterprise Scrutiny Board (3) are recommended to:
- 1) Note the content of the attached briefing notes already considered at the meetings of the Board on 6<sup>th</sup> July 2016, 21<sup>st</sup> September 2016 and 12<sup>th</sup> October 2016.
  - 2) Consider information provided at the meeting of the Board on 2<sup>nd</sup> November 2016.
  - 3) Identify focussed key lines of enquiry for the Board's Select Committee meeting on 15<sup>th</sup> February 2017.

## **3 Information/Background**

- 3.1 At their informal meeting on 8<sup>th</sup> June it was agreed that the Business, Economy and Enterprise Scrutiny Board (3) would hold a Select Committee Style meeting to address issues around public transport.
- 3.2 The purpose of the Select Committee is to hear evidence on a specific issue, in this case, Public Transport with regard to a key line of enquiry. It is important that the key lines of enquiry are identified before the select committee meets so the correct background information can be provided and appropriate witnesses can be invited to give evidence.
- 3.3 Board Members have been provided with briefings and background documentation to provide information on the current position on various aspects of public transport
- 3.4 Members have already received briefings on public transport in general and providing transport for an aging population, which can be found at Appendix 1 and 2 to this briefing note. This information should be considered when identifying the key areas to focus on for the Select Committee.

Appendix 1: Public Transport in Coventry – Briefing Note 8<sup>th</sup> July 2016

Appendix 2: Transport for an Aging Population – Briefing Note 21<sup>st</sup> September 2016

Appendix 3: Coventry Station Masterplan – Briefing Note 12<sup>th</sup> October 2016



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**To: Business, Economy and Enterprise Scrutiny Board (3)**

**Date: 08 July 2016**

**Subject: Public Transport in Coventry**

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## **1 Purpose of the Note**

To provide the Business, Economy and Enterprise Scrutiny Board (3) with background information on the governance, responsibilities and operation of public transport services in Coventry, to inform the select committee meeting on 21<sup>st</sup> September 2016.

## **2 Recommendations**

The Business, Economy and Enterprise Scrutiny Board (3) are recommended:

- 1) To note the contents of the report;
- 2) To identify and agree topic areas which require further scrutiny at the select committee planned for 21<sup>st</sup> September 2016.

## **3 Information/Background**

- 3.1 Nationally, public transport includes a range of different modes of travel, including heavy rail, tram and light rail, rapid transit systems, bus, taxi and cycle hire. In Coventry, public transport provision is currently primarily concentrated around bus, rail and taxi services, however the focus of this note is the mass passenger carrying modes of transport, namely rail and bus.
- 3.2 Bus and rail services are governed by various pieces of legislation and are planned and operated by a variety of organisations and companies. This note is structured to provide an overview of the major elements involved such as legislation, governance and the key services provided to the public. It also outlines any important legislative changes which may have an impact on the provision of public transport in the future.

## **4 Legislative Framework**

- 4.1 The following summarises the most recent Transport Acts and Rail Act which set out changes to legislation related to transport including the governance of bus and rail services and infrastructure.
  - Transport Act 1985 – This Act introduced changes to public transport through the privatisation and deregulation of bus services in Great Britain which came into force in Oct 1986. This meant that municipally-owned bus services (outside London) under the

control of Public Transport Executives (PTE's) were transferred, ultimately, to the control of private companies. This removed the ability for PTE's to regulate bus routes and fares. PTE's however retained a role of maintaining bus infrastructure and financing "socially necessary" bus services (see Bus Subsidy below). The Act also covered the role of Traffic Commissioners who are responsible for the licensing and regulation of companies who operate buses, coaches and heavy goods vehicles, and the registration of local bus services.

<http://www.legislation.gov.uk/ukpga/1985/67>

- Transport Act 2000 – This Act introduced the ability to introduce Bus Quality Partnerships, Bus Quality Contracts, changes to bus ticketing schemes and the provision of bus information. It also introduced a requirement for all Transport Authorities to produce a Local Transport Plan and a Bus Strategy. In the West Midlands area (including Coventry) the production of these plans was the responsibility of Centro and the PTA, however they were also adopted by each local authority. The Act made changes to the structure of the privatised railway system through the introduction of the Strategic Rail Authority (SRA), which was later abolished in 2005, and its functions replaced by Network Rail and the Department for Transport.  
<http://www.legislation.gov.uk/ukpga/2000/38/contents>
- Local Transport Act 2008 – This Act introduced changes to the role of Passenger Transport Authorities (PTAs) renaming them as Integrated Transport Authorities (ITAs), however Public Transport Executives (PTE's), the delivery bodies for PTA's, (e.g. Centro) retained their existing names. The bill also strengthened the powers of PTEs/ITAs to regulate bus services and retained the responsibility to produce Local Transport Plans.  
<http://www.legislation.gov.uk/ukpga/2008/26/contents>
- Railways Act 2005 – The main changes brought about through this Act include the abolishment of the Strategic Rail Authority (SRA), and changes which gave the Secretary of State for Transport more influence over the development of the railways through the High Level Output Specification (HLOS) process. It also established Passenger Focus as a single national consumer representation body.

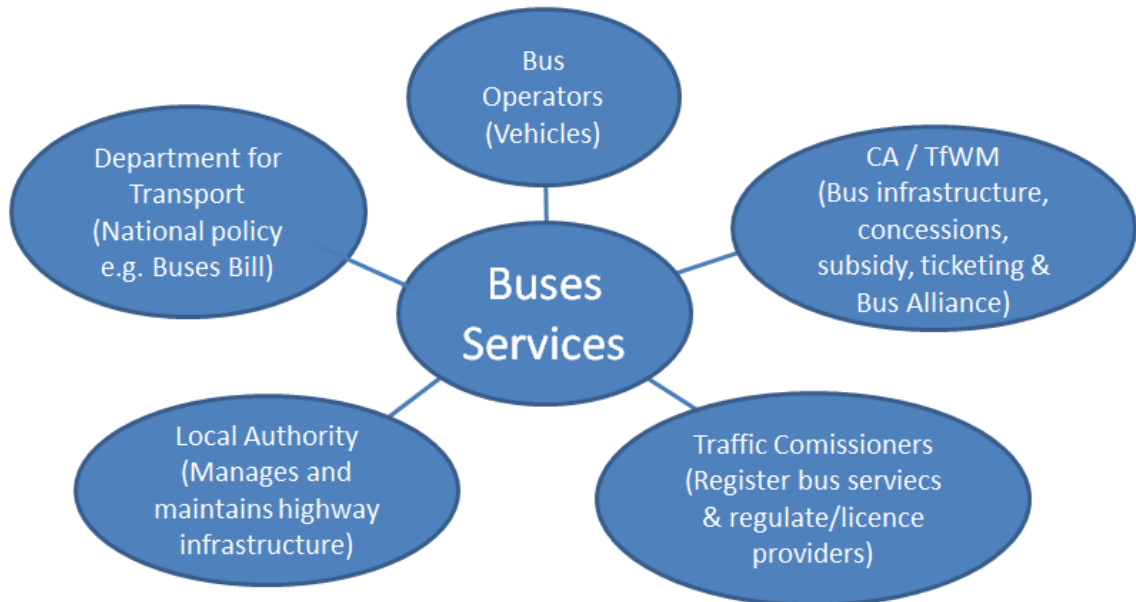
## **5 Bus Services – Key Issues**

- 5.1 The Authority for public transport in Coventry is Transport for the West Midlands (TfWM), the transport arm of the new West Midlands Combined Authority (WMCA). Until recently this role was fulfilled by Centro and the West Midlands Integrated Transport Authority (WMITA). These organisations both transitioned into WMCA on 17th June 2016.
- 5.2 **Transport for the West Midlands (TfWM)** is responsible for installing new and maintaining existing bus infrastructure in the West Midlands metropolitan area (excluding buses) including bus shelters, bus flags, timetables and bus stations such as pool meadow. TfWM is also responsible for the Network West Midlands Brand, integrated ticketing including the new Swift card, bus passes, and the West Midlands Strategic Transport Plan. TfWM also develops strategic transport infrastructure such as Metro and rapid transit networks. As part of the CA, part of the local strategic highway will be designated as a Key Route Network with the objective of using highway capacity more effectively to cater for public transport services. The highway itself will remain the responsibility of the City Council as the Highway Authority.

**Coventry City Council** is responsible for the provision and maintenance of the public highway and associated infrastructure which supports public transport such as traffic signals,

signs and road markings. It is also responsible for the enforcement of bus lanes and illegal parking.

An indicative model outlining the roles of the organisations involved in bus service provision in Coventry is shown below:



5.3 **Bus Operators** - Since 1986 all bus services outside London have been delivered by private sector bus operators; under the current legislation the WMCA is not legally permitted to operate bus services. In Coventry there are three main bus operators:

- **National Express Coventry** which is a subsidiary of the UK bus division of National Express PLC\*;
- **Stagecoach** which is part of Stagecoach Group PLC\*, and;
- **Mike de Courcey Travel** who are a Coventry family run and owned business.

\*Also a global bus, rail and metro operator.

5.4 **Bus Subsidy** - All Council organisations have the ability under the 1985 Transport Act to subsidise what are known as socially necessary bus services. These are bus services that the commercial bus operators do not provide, but there is considered to be a strong social need for them. Virtually all bus services in Coventry are operated by private bus operators without any subsidy from TfWM or local authorities. Along with Wolverhampton, Walsall, Sandwell, Dudley, Birmingham and Solihull Councils, Coventry funds the TfWM through a Levy to discharge the policy to provide subsidised bus services.

5.5 **West Midlands Bus Alliance** - The Bus Alliance is a new way of delivering partnership working, and unlike previous partnerships it directly involves the LEP's and local highway authorities through a Partnership Board. The board is made up of key representatives from the bus operators, WMCA (both officers and elected members), the Highway Authorities, LEPs, Transport Focus and the Police. The board has set a number of objectives to improve bus services between now and 2020 which are:

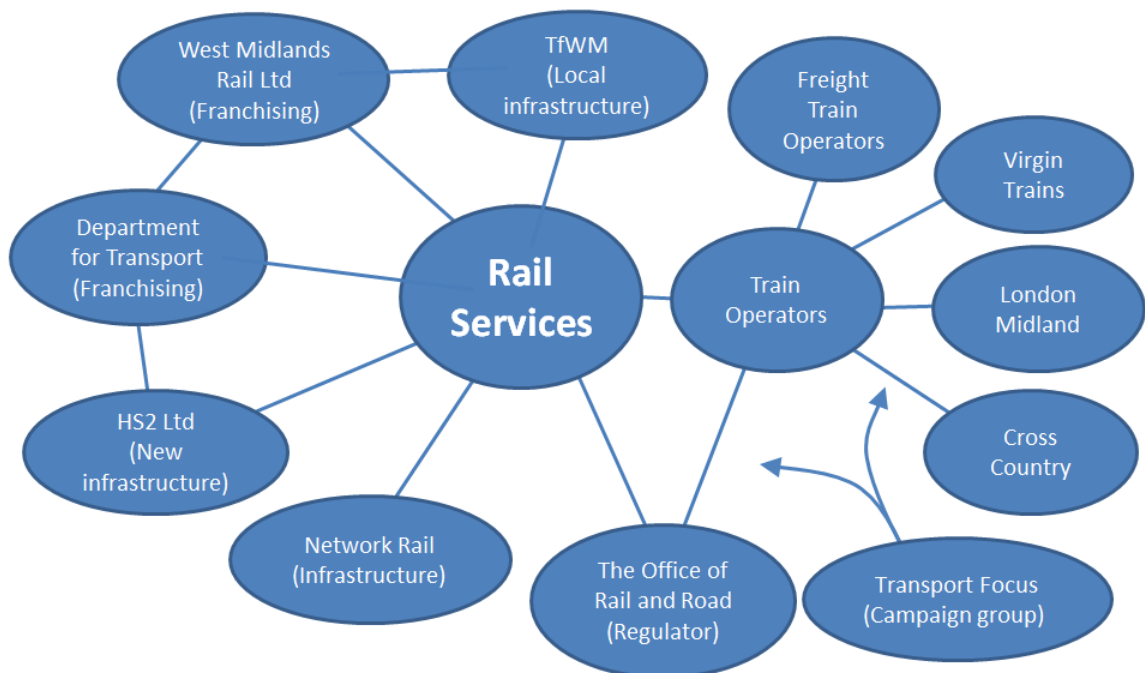
- Network Development Plans for all areas
- Creation of the Key Route network

- Maintain the funding for the Safer Travel Police
- The operators to provide open data for travel planning and disruption management
- Development of consistent brand for bus services
- Contactless smartcards
- Improving bus emissions with all buses being at least Euro V and Euro VI on key routes by 2020

- 5.6 **West Midlands Transport Strategy** - The Combined Authority has adopted all existing policies and strategies transferred from the ITA, however there is an opportunity to review them to ensure they remain fit for purpose. The main strategy relevant to public transport is The West Midlands Strategic Transport plan: Movement for Growth. This sets out policies for all modes of public transport including bus and rail.
- 5.7 **Bus Network Reviews** - TfWM is currently working with Coventry City Council and other stakeholders to create a Bus Network Development Plan for the City which will map out how we collectively would like the bus network to evolve to meet the changes in land use and demands over the next 5 to 10 years. As part of this process key milestone(s) will be identified as to when there will be a need to undertake formal bus network reviews to revise the bus services to meet new or amended demands
- 5.8 **Bus Concessions** - The English National concessionary scheme is administered by TfWM in the West Midlands metropolitan area, and provides older and disabled people free travel by bus anywhere in England during 'off-peak' times. Residents in the West Midlands are also entitled to free train and Metro travel during off-peak times. Off peak travel is between 9.30am to 11.00pm Monday to Friday, all day at weekends and on public holidays. In the West Midlands this is extended to include the last service of the day which is those after 11pm.
- 5.9 **Bus Park and Ride** - There is currently one bus based park and ride service operating in Coventry called Park and Ride South which operates from the War Memorial Park. The service is currently operated by Stagecoach as part of the X16 and 17 services.
- 5.10 **Ring and Ride** - This service is mainly funded through the levy from the seven West Midlands local Authorities which make up the WMCA, and is provided by a charitable organisation called West Midlands Special Needs Transport. This demand responsive service provides transport for people who can't access mainstream bus services. Following a review of the service, all users have to pay a fare to use it (concessionary tickets are not valid) and the charity is now encouraged to look for opportunities to generate additional income to help fund the service. Ring and Ride are looking at contract opportunities, e.g. special needs school contracts and in recent years have started operating mainstream bus services under the LGO brand, mainly under contract to WMCA.
- 5.11 **Buses Bill** - Linked to the devolution deal for the West Midlands CA, an elected Metropolitan Mayor would have the ability to ask for bus franchising powers through the new Buses Bill (Bus Services Act 2016). Whilst this has potential advantages, such as creating a more comprehensive and connected bus network to meet social needs, the new powers will not come with any additional funding required to pay operators to run services which are not commercially viable. As well as franchising powers, the Buses Bill aims to strengthen partnership working and will include a partnership model similar to the new West Midlands Bus Alliance.

## 6 **Rail Services – Key Issues**

An indicative model outlining the roles of the organisations involved in rail services within Coventry and the wider West Midlands is shown below:



6.1 **Rail Operators** - Similar to buses, rail services are operated by private operators under a franchise agreement, in most cases, with the Department for Transport, however there are plans to devolve franchising powers (see Devolved Rail Franchising below). The main passenger rail operators in the West Midlands are:

- Virgin Trains operate express long distance services between the North, Birmingham, Coventry and London as part of the Intercity West Coast franchise which is due to be renewed in April 2018.
- London Midland operate local and intermediate services through Coventry, such as those between Birmingham and Coventry and Nuneaton to Coventry as part of the West Midlands franchise which is due for renewal in Oct 2017.
- Cross Country Trains operate services between the North and south Coast via Coventry and Leamington as part of the Cross Country franchise.

6.2 **Rail Infrastructure** - Railway tracks, signalling and stations are owned by Network Rail who is financed by the Department for Transport, and through income gained from track usage charges and property. Nationally strategic stations, such as Euston and New Street are also managed by Network whilst local stations are managed by the local rail operator, as outlined above. Coventry station is currently managed by Virgin Trains and Canley, Tile Hill and Arena are managed by London Midland.

6.3 **Rail Planning and Strategy**- The planning process for the upgrading of railway infrastructure is led by Network Rail through Route Utilisation Strategies, Route Plans the Long Term Planning Process, and investment Control Periods.

6.4 As part of the CA and Midlands Engine, a strategic transport strategy is being developed for the East and West Midlands area called Midlands Connect. The strategy is looking at ways of improving the strategic rail and road networks to support economic growth objectives. The City Council is fully engaged in the development of that strategy by ensuring that the Coventry's rail strategy is embedded within it (see below). The West Midlands Strategic

Transport Plan contains policies relating to the development of the local rail network including new stations.

- 6.5 The City Council has adopted its own rail strategy called the Coventry Rail Story. This sets out the Council's ambitions to enhance local and long distance rail connectivity and identifies where capacity enhancements are required to meet the increasing demand for rail services. The strategy includes the delivery of the Coventry Station Masterplan which aims to improve Coventry Railway Station and the surrounding area including improved integration with other modes of transport such as buses, walking and cycling routes.
- 6.6 **Rail Concessions** - The English National concessionary scheme (as outlined above) allows older people to travel free by bus during off-peak periods, however in the Metropolitan West Midlands area this is extended to include off-peak rail and Metro journeys such as those between Wolverhampton and Coventry. This is paid for by the TfWM levy which is funded by all local authorities in the metropolitan West Midlands area.
- 6.7 **Rail Park and Ride** - Canley and Tile Hill Stations currently operate as rail based park and rides sites. They offer free car parking to encourage people to use public transport as part of their journey. This is funded by TfWM through the levy.
- 6.8 **Devolved Rail Franchising** - As part of the refranchising process, from Oct 2017 the Department for Transport is supporting the devolution of the West Midlands rail franchise (currently held by London Midland) to be operated as a separate limited company. This franchise operation will be governed through a new umbrella organisation called West Midlands Rail Limited (WMR) which is made up of a partnership of fourteen Metropolitan District, Shire and Unitary local transport authorities that cover the proposed map of the devolved rail services. WMR will give partner Authorities (including Coventry) greater control and influence over future franchises for example, the timetabling and quality of services.
- 6.9 Local authorities within the operating area, including Coventry, will now have the opportunity to work with and influence what happens to local rail services. The new areas of local influence include timetable specifications and the livery and brand of the trains that are operated in the West Midlands area. The new West Midlands franchise competition is now underway and is due to commence in October 2017. WMR are working with government to develop plans for a fully devolved rail franchise for the region in the future.
- 6.10 **High Speed Rail** - Subject to royal ascent of the HS2 Hybrid Bill, HS2 phase 1 is due to open in 2026. This would see high speed services operate between Birmingham and London Euston. The nearest stop to Coventry will be at the Interchange station close to Birmingham Airport. It is likely that local rail services on the classic rail networks will change after 2026 as the government anticipates that a high proportion of existing long distance rail passengers will transfer on to HS2 services. The Department for Transport is due to consult on what those changes might be in the future.

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**To Business, Economy and Enterprise Scrutiny Board (3)**

**Date 21<sup>st</sup> September 2016**

**Subject – Providing transport for an ageing population**

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## **1 Purpose of the Note**

To provide Scrutiny Board 3 with a brief guide to the transport solutions to support the mobility and independence of an ageing population, to inform a future select committee meeting.

## **2 Recommendations**

Business, Economy and Enterprise Scrutiny Board (3) are recommended:

- (i) To note the contents of the report;
- (ii) To identify and agree topic areas which require further scrutiny at a future select committee.

## **3 Information/Background**

- 3.1 In 2015 Coventry's population was estimated to be 345,000 of which 14.3% were aged over 65. Whilst this percentage is lower than the regional and national averages, it still represents 49,000 citizens. It is projected that by 2039 the number of over 65's in Coventry will have increased by nearly 50% to number 73,000. On the one hand this is a positive indicator of improved health and rising life expectancies. On the other hand however it presents significant fiscal and policy challenges for local authorities in determining the most viable and cost effective transport solutions to support the mobility and quality of life of an ageing population.
- 3.2 In addition to the increasing number of older people, in 2015, 17.7% of all residents within Coventry were also living with a long term health problem or disability. Based on this figure the number of over 65's with a long term health problem or disability in 2015 was over 8,500 and by 2039 this is likely to increase to 13,000 without interventions. Given the link between increased age and health, the actual figures are likely to be higher.
- 3.3 To assist Scrutiny Board identify the topics for further scrutiny at a future Select Committee, the following is a list of transport solutions that are currently provided in Coventry for older people including those with mobility impairment:



**3.3.1 Concessionary Travel Scheme** – Provides elderly and disabled people with free travel by bus anywhere in England during off-peak times. Residents in Coventry along with the wider West Midlands are also entitled to free train and Metro travel during off-peak times, which is an additional non-statutory service. In 2015/16 the concessionary fares scheme for senior citizens and the disabled cost £55m across the whole West Midlands region and was administered by Transport for West Midlands (TfWM).

**3.3.2 Accessible Public Transport** – There is a comprehensive bus network available within Coventry which through TfWM policies encourage the use of low floor and wheelchair accessible buses designed for easy access by people with mobility issues including the elderly. Within the West Midlands about 90% of all buses are low floor and wheelchair accessible, more than any other metropolitan area outside London. All stops and shelters also have timetables and there are maps in key locations. At Pool Meadow bus station and adjacent to many stops along main routes, real-time passenger information is provided on electronic information displays, which provide details of the next buses to call at the stop including the service number, destination and the time that the bus will arrive. For passengers who are blind or partially sighted, RNIB key fobs are available which can be used to activate an audio voice message which provides the exact same information.

**3.3.3 Community Transport (including Ring and Ride)** – Consists of local passenger transport provision which is organised on a non-profit basis by voluntary organisations, community groups and other non-statutory bodies. Co-operation with local authorities is an important source of funding for many non-profit making transport providers and the Department for Transport encourages this model of working.

In line with this, TfWM provides a grant to Ring and Ride West Midlands Ltd for the provision of services in Coventry and the wider West Midlands for all people who find it physically difficult or impossible to use conventional public transport. Ring and Ride provides an on-call service to people meeting this criteria, transporting them to local amenities. The service is operated by Ring and Ride West Midlands Ltd, a charitable company limited by guarantee. Part of the grant is used to fund the purchase of the special purpose Ring and Ride Vehicles. In 2015/16 the special needs service grant administered by TfWM was £8.5m across the whole West Midlands region.

**3.3.4 Passenger Transport Services** – Delivered by the Council providing transport for over 500 passengers per day amounting to more than a quarter of a million trips each year. The service allows people to access education and learning, social care, health, employment and take an active part in everyday activities. The services include social care transport for adults with learning difficulties and older people to day care and other opportunities. Also “Routedirect” which provides flexible and personalised transport for people on mobility disability living allowance residing in the city.

The in-house transport provision is delivered via standard and accessible minibuses with 27 routes servicing four special schools, 7 college runs, and 14 routes supporting six centres for people with learning disabilities, and older people. The cost of providing this element of the service is in the region £3m per year. Further provision is provided by external providers on 36 routes costing a further £2m per year and a number of taxis are also deployed costing just under £1m per year. The majority of the in-house minibuses are utilised during the morning and in the afternoon which means that during the middle of the day they could potentially be utilised on other activities. A service review is currently underway.

**3.3.5 Taxis and private hire vehicles** – In Coventry there are over 850 taxis and nearly 200 private hire vehicles currently licensed helping to provide an important additional transport option for elderly and disabled people as they can be booked in advance to provide a “door to door” service. All taxis in Coventry are also wheelchair accessible helping to increase the mobility of disabled citizens.

**3.3.6 Blue Badge Scheme** – Aims to help residents with severe mobility problems to access goods, services and other local amenities by allowing them to park close to their destination. In Coventry City Centre alone there are over 400 on-street parking spaces which offer free parking for blue badge holders, including over 40 dedicated disabled bays.

**3.3.7 Shop Mobility** – Aims to provide independence for people with reduced mobility to access shopping centres and other local amenities. The scheme in Coventry is based in Barracks car park and provides for the hire of mobility scooters and other equipment for mobility impaired shoppers and visitors to the city centre. The service is provided by Mobility Pathways on behalf of the Council at a cost of around £85,000 per year.

3.4 In addition to the services that we currently provide, technological advances in the future will also offer a range of other potential transport solutions for older people and those with mobility impairment including within the emerging concept of “Mobility as a Service”:

**3.4.1 Mobility as a Service (MaaS)** – Supported by TfWM this new concept considers a traveller’s journey from end to end rather than between individual modes. It puts the traveler at the core of transport services, offering them tailor-made mobility solutions based on their individual needs. This means that, for the first time, easy access to the most appropriate transport mode or service will be included in a bundle of flexible travel service options for individual users. In short, MaaS will provide transport via a real-time personalised service that integrates all types of mobility choices and presents them to the customer in a completely integrated manner to get them from A to B as easily as possible.

In addition to conventional transport modes linked to MaaS, it may also encompass technological improvements that could assist older people when retiring from ‘conventional driving’, by providing mobility solutions that are consumed as a service. For example the use of assisted technology in cars and driverless vehicles will enable older people and those with mobility impairment to continue driving safely for longer. Other linked future services may include ride-sharing, e-hailing services, bike and car sharing programmes as well as on-demand “pop-up” bus services to assist in people’s mobility.

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**To: Business Economy and Enterprise Scrutiny Board (3)**

**Date: 12<sup>th</sup> October 2016**

**Subject: Coventry Station Masterplan Update**

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### **1 Purpose of the Note**

- 1.1 To provide the Business, Economy and Enterprise Scrutiny Board (3) with an update on progress of the Coventry Station Masterplan.

### **2 Recommendations**

Business, Economy and Enterprise Scrutiny Board are recommended:

- (i) To note the contents of the report;
- (ii) To make any recommendations for further consideration by the Cabinet Member (Jobs and Regeneration).

### **3 Information/Background**

- 3.1 Coventry has the fastest growing railway station in terms of passenger numbers outside London and is a key gateway to the city. It is one of the busiest stations on the West Coast Mainline after London and Birmingham New Street and yet since the current station was built in 1962 it has seen very little investment or updating.
- 3.2 To address this challenge, the Coventry Station Masterplan was approved by Cabinet in March 2015. It aims to deliver transformational improvements to Coventry Station and will also support the wider regeneration and connectivity of the Friargate development.
- 3.3 The proposals are linked to completion of the Friargate masterplan and have been developed in consultation with the rail industry and Friargate LLP. They also form part of the City Centre Area Action Plan and the Coventry and Warwickshire LEP's Strategic Economic Plan as part of an overarching economic regeneration strategy.
- 3.4 Since March 2015 the scheme has been developed further. The City Council has been working with Network Rail, the wider rail industry and Coventry & Warwickshire LEP to identify proposals and a preferred option and secure funding to improve the station and increase capacity. This work remains ongoing and any final decisions will be subject to a further report to Cabinet at a later date.
- 3.5 In terms of the preliminary proposals they seek to deliver new capacity and accessibility within the station through the provision of a new footbridge between platforms; a new station building which can be accessed from platform level and Warwick Road;

replacement and additional car parking and passenger drop off facilities; and a new high quality public transport interchange. To support overall connectivity to Coventry Station and to Friargate, opportunities are also being explored for the integration of a potential future rapid transit system which will connect the city centre to the University of Warwick and eventually serve connections further afield.

- 3.6 The works will be delivered in conjunction with NUCKLE 1.2, a 'sister' scheme, which provides a new bay platform; associated track and signalling works; and an enhanced train service between Coventry and Nuneaton. This will also improve train service performance and provides reliability benefits.
- 3.7 To date the focus of the work has been on design optioneering and completion of concept designs. The emphasis has been on high quality design which respects the heritage of the existing Grade 2 listed building in order to make Coventry an attractive station able to compete with neighbouring stations across the region.
- 3.8 Construction of the first phase of works has commenced on a pedestrian access under Warwick Road and progress is being made on the delivery of NUCKLE 1.2. Extensive traffic modelling work has also been undertaken to ensure the new station infrastructure is supported by an effective highway layout.
- 3.9 The Station Masterplan improvements are expected to be supported by funding from Network Rail to provide enhancements to the existing station buildings. This is complemented by the recent improvements to the station forecourt area and Station Square undertaken by the City Council and Friargate LLP.
- 3.10 An external funding package is being sought to deliver the remaining aspects of the Station Masterplan which could include Growth Deal, Integrated Transport Block and Devolution Deal.
- 3.11 Any formal decisions in terms of design, scope and funding will be subject to further Cabinet approval.

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