

**CASINO ADVISORY PANEL
Formal Proposal Cover Sheet**

Please fill in all categories below:

Name of Local Authority:

SALFORD CITY COUNCIL

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Name and title of Submitting Officer:

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Statement of basis of application:

What exactly are you proposing? Please make clear which type of casino you **primarily** wish to be considered for.

Regional **NO**

Large (state number) **YES - 1**

Small (state number) **NO**

If this proposal is unsuccessful what if any is your fall back/ second proposal?

Large (state number) **N/A**

Small (state number). **N/A**

Proposal for a large Casino in Salford

**Submitted by Salford City Council
31st March 2006**

Introduction

Salford City Council, in its role as Licensing Authority, is submitting a proposal for a large Casino to be located in the City. We have already identified one project, which would certainly be deliverable and enjoys the enthusiastic support of the people of Salford and their elected representatives. We are in a position to run an open and fair competition in terms of government policy should other operators wish to propose projects which might offer good value to the people of Salford and neighbouring areas.

The City Council is minded to approve planning permission for a new stadium for "Red City Developments" at Barton, which comprises a new stadium for "Salford Reds" the City's Rugby Super League team. The scheme includes, enabling development, to ensure the delivery of the stadium and continuation of the City's only professional major sports team, and a large Casino forms part of the proposal. Following the City Council indicating that it is minded to grant planning permission the Secretary of State has called in the planning application so that it can be considered at a Public Inquiry commencing on the 20th June 2006. The City Council is mindful that if the Secretary of State were to grant planning permission for the overall development, then the Licensing Authority must be in a position to consider a licence application for a Casino under the new legislation, and it is therefore important that the Casino Advisory Panel consider the relevant issues in parallel to the call-in process. The detailed report to the City's Planning Panel that led to the Panel indicating that it was minded to approve the planning application can be made available to the Advisory Panel on request.

The scheme is an integrated proposal. The key deliverables are:

- A 20,000 seat stadium that comprises all ancillary player, spectator, corporate hospitality and media accommodation providing a purpose built new facility for Salford Reds.
- A 208 bed hotel that is an integral part of the stadium structure complete with associated restaurants, hospitality, conference and leisure facilities.
- A large casino-integral to the stadium structure with a gaming area of 4073m². Interim use pending new casino licensing regime would be an evenly split (floorspace) casino and exhibition space.
- A free standing 21,367m² non food retail warehouse park
- New transport interchange and highway improvement works.

This proposal has been promoted as a single composite scheme with a range of interdependent components making up the whole. Key to this is the enabling elements, particularly the bulky goods retail warehouse building and the associated development, that is the casino, hotel and food and drink uses. These elements are required to firstly deliver the stadium (via the enabling development) and secondly (via the associated development) to sustain it and allow the club to compete at the top level of the rugby Super League.

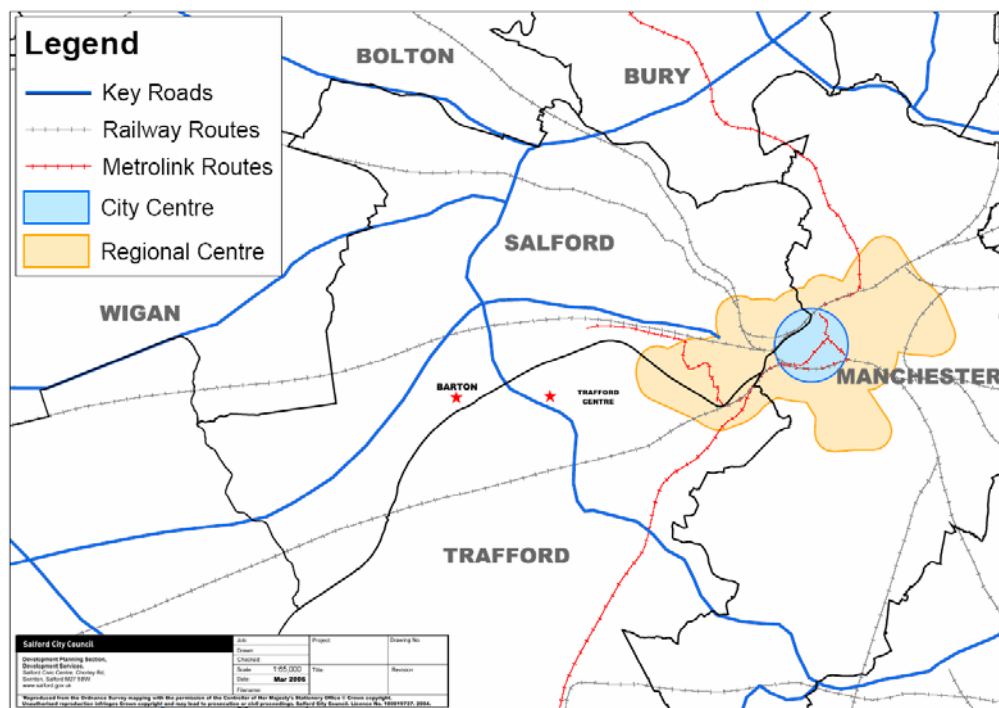
Whilst the City Council is submitting this proposal to support the Red City proposal at Barton, if the Secretary of State for Culture Media and Sports were minded to identify the City of Salford as one of the 8 locations nationally for a large Casino then operators could prospectively submit applications for licenses at other locations in the City. Whilst the City Council supports the Casino proposal at Barton as part of the package of development that supports the delivery of a new stadium, the City Council also believes that there is in any event a strong justification for locating a large casino in the city to support the city's wider regeneration objectives. It is clear from the extensive discussions on the Red City proposal that the Council having carefully considered the desirability of licensing a large casino are now very keen to do so.

Type of area

The City of Salford is home to some 216,000 people and covers a land area of approximately 9,700ha. Approximately two-thirds of the city's land area is urban and one-third is protected greenbelt.

The city, on the western side of the Greater Manchester conurbation, stretches from the very heart of the Regional Centre to the rural periphery (see below). It is at the hub of the region's motorway (M60, M61, M62, M602) and rail network and is just a half hours drive to Manchester International Airport. The city lies on the northern bank of the Manchester Ship Canal and is bisected by the Bridgewater Canal, which have both been important factors in the city's and the region's growth.

Salford is a city of contrasts, with its thriving business districts of Chapel Street, Salford Quays and the former Enterprise Zones that lie within an extensive inner city area. This inner city area also includes Ordsall, Broughton, Kersal, Broughton, Langworthy, Claremont and Weaste & Seedley, which have some of the worst characteristics of social deprivation within the region. Beyond the inner city area, suburbs vary from the picturesque village of Worsley on the Bridgewater Canal, to the more urban areas of Swinton and Walkden and the outer areas of Irlam and Cadishead. In turn, these suburbs give way to large tracts of open countryside, much of which is prime agricultural land created from the mossland of Chat Moss, Linnyslaw Moss and Clifton Moss.



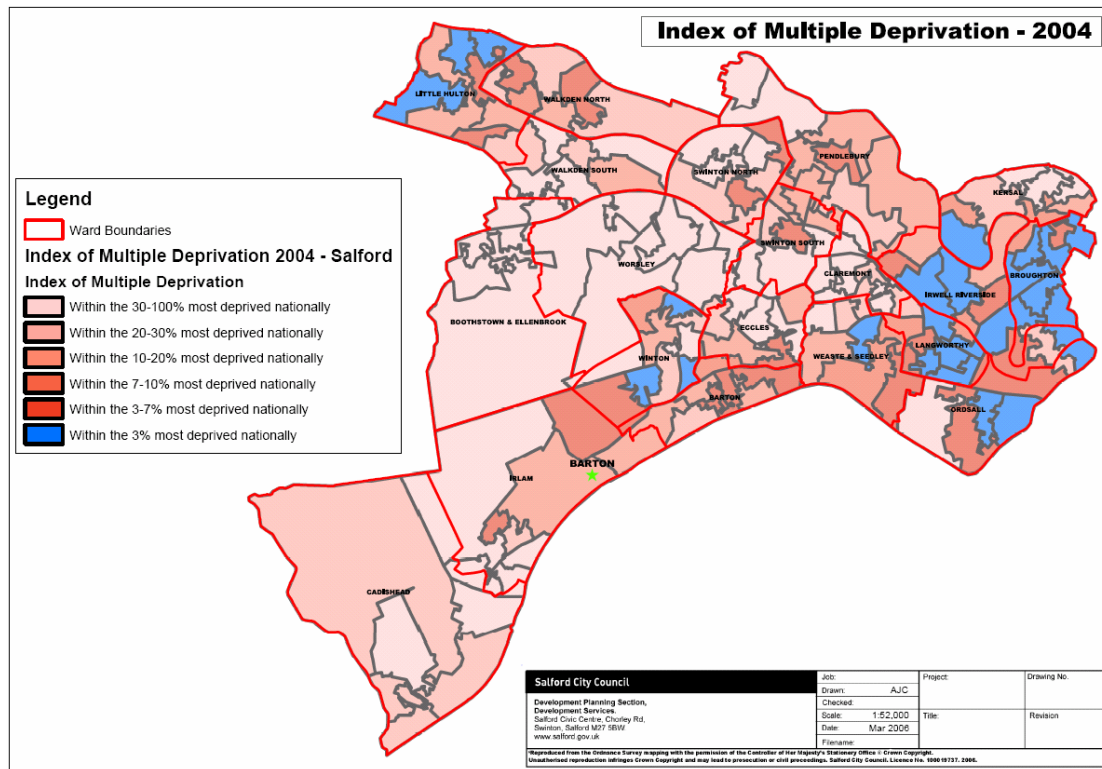
Index of Multiple Deprivation

The 2004 Index of Multiple Deprivation (IMD) places Salford in 12th position out of 354 authorities (where 1st is the most deprived), which means that the city is actually within the 4% most deprived districts nationally. Across the city there are 144 super output areas (SOA's), of these:

- Eight are within the 1% most deprived SOA's in the country, effecting approximately 12,000 residents;

- Forty Four are within the 7% most deprived SOA's in the country, effecting approximately 65,000 residents; and
- Ninety Nine are within the 30% most deprived SOA's in the country, effecting approximately 150,000 residents.

The plan below demonstrates the distribution of deprivation as described within the overall IMD score for Salford. As shown the main concentrations of the severest deprivation are focused within the Central Salford wards, however there are high scoring areas within Eccles, Swinton and Little Hulton.



Population and households

The resident population of Salford, as measured in the 2001 Census, was 216,103, of which 49 per cent were male and 51 per cent were female. The table below represents the broad age breakdown of the population within Salford compared to England and Wales.

Resident population and Age (%)		England and Wales
Age Range	Salford	
Under 16	20.4	20.2
16 to 19	5.4	4.9
20 to 29	13.8	12.6
30 to 59	39.3	41.5
60 and over	21.2	20.9

Source: 2001 Census, ONS

In Salford there were 94,238 households in 2001. The table below shows the makeup of these households in Salford and compares it to the national average. The largest disparity between Salford and national figures is around high numbers of singles and lone parents, and lower numbers of married couples within Salford than there are nationally.

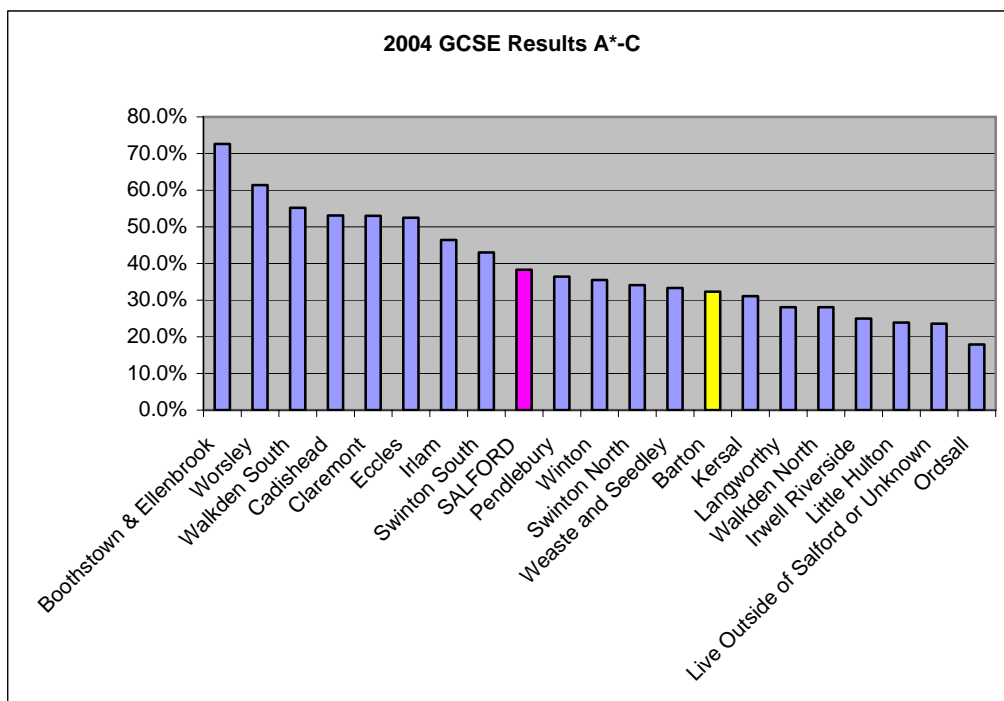
population reaching a new natural balance we will start to see a period of population stability and ultimately small-scale growth within Salford.

Education

GCSE Attainment

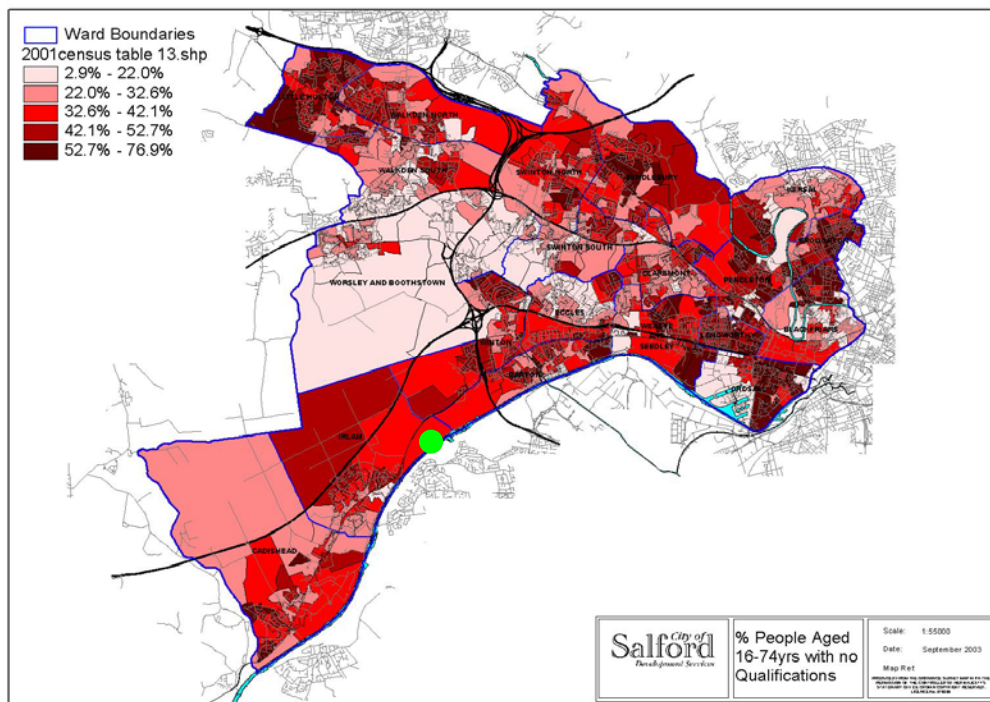
The figure below demonstrates the variation in GCSE attainment levels across the city. The data represents the percentage of pupils living within each ward that took GCSEs during 2004 and achieved 5+ A*-C GCSE passes. During 2004, 38.3% of pupils living within Salford gained 5+ A*-C GCSE passes, which is below the national average of 53.7%.

Although the figure below specifically looks at the period 2004-2005 (*i.e. requires the use of data for exams taken in June 2004*), it is important to note that provisional attainment results for June 2005 suggest a significant increase in GCSE 5+A*-C in Salford. There has been a reduction in the gap between Salford (44.8%) and England (56.5%), GCSE attainment rates.



Qualification level and work related training

From the 2001 Census, there are 35.3 million people of working age in England. There are a greater proportion of people in Salford with no formal qualifications (36%) than across the North West (32%) or England as a whole (29%). Additionally, Salford has the third highest rate for people with no qualifications within Greater Manchester. The figure below highlights the distribution of those people with no qualifications.



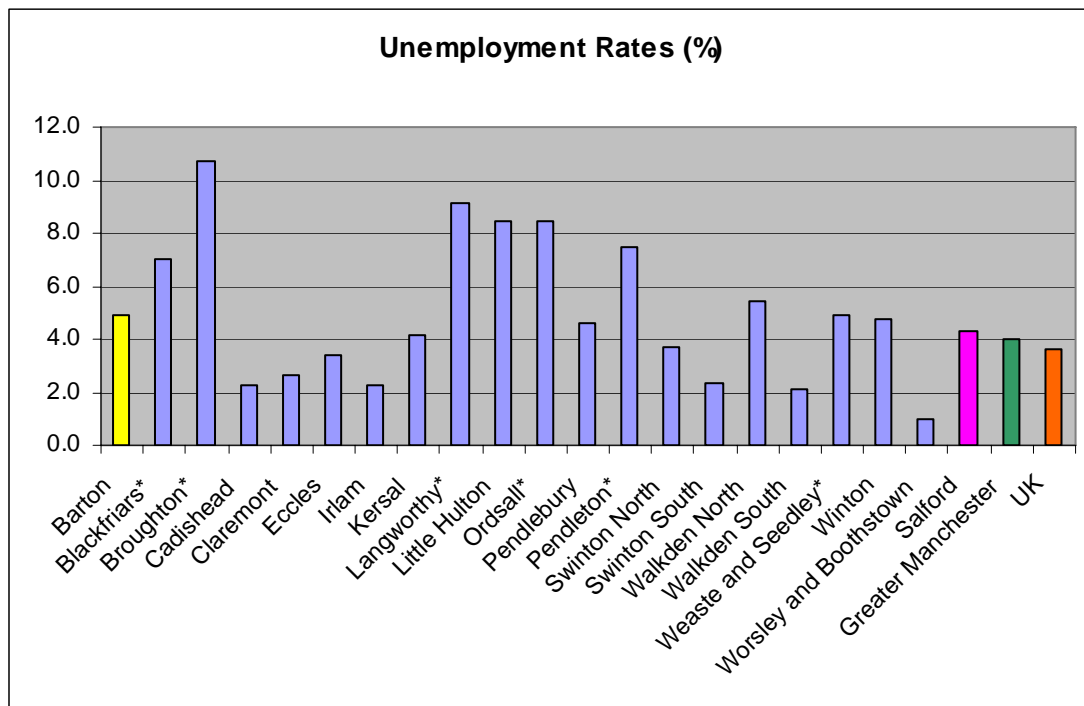
The percentage of people in Salford with one or more GCSEs or equivalent (58%) is slightly lower than for the North West (61%) and England (64%). The same is true for the proportion of people with first degrees or above (Salford 14%, North West 17%, England 20%).

The community benefits identified (see page 18) within the stadium proposal include using the media, ICT, pre-employment and environmental training facilities alongside the sport development activities to help combat some of the local low qualification attainment of residents.

Economy

Unemployment

The unemployment rate in Salford is currently 4.3%, compared to a lower average in Greater Manchester (4.0%) and England (3.6%). Within the vicinity of the stadium proposal unemployment is currently even higher (4.9%). It could be assumed that this development would have a significant effect on that rate should local people have the appropriate skills to work in this industry.



Employment

Salford is a net importer of workers as there are approximately 115,838 jobs within the city, compared to approximately 94,000 economically active residents. Of these jobs around 21% are currently within the Distribution, Catering and Hotel industries. This compares to higher rates of 23% across Greater Manchester and 25% across England.

Tourism

Tourism has become a significant part of Salford's growing economy, particularly with the opening of the Lowry at Salford Quays in 2000, and then subsequently the nearby Imperial Museum North and Manchester United's ground at Old Trafford. The city also benefits from the increasing numbers of visitors to Manchester City Centre (the first 5 star hotel in the city – the Rocco Forte Lowry – is located on the Salford bank of the River Irwell). Additionally its industrial heritage and its sporting and cultural assets attract visitors from near and far.

A Tourism Marketing Strategy and Action Plan for the city for 2006/07 (currently in draft form) builds on the Greater Manchester, regional and national tourism policies set out in "Destination Manchester", the GM tourism strategy and the strategy for Tourism in England's north west. The draft develops the strategic objectives in Salford's 2003 tourism vision ("Maximising Tourism Potential IN Salford") and the 2005 Tourism Marketing Strategy. The draft Action Plan for 2006 focuses on the further development of new Tourism products (including the new Red City stadium including Casino at Barton), the Triathlon World Cup at the Quays, cultural tourism (some of this in conjunction with Manchester), products around Salford's industrial heritage, visitor services, and the role of tourism in changing perceptions of place.

City of Change

Salford is a city that has undergone substantial development and regeneration in recent decades. The stereotype of the "dirty old town" and Lowry's paintings of industrial scenes no longer applies as a reality on the ground. Some of the UK's most outstanding and innovative regeneration schemes have happened in Salford – in

particular Salford Quays and the Lowry, now one of the north's top visitor attractions, but more recently the growth of Salford's part of the city centre. There is however a massive regeneration task still in front of us, which involves transforming neighbourhoods and places to create a more sustainable city, and underpinned by social regeneration to tackle the city's significant problems of deprivation and social inclusion. The recently formed Central Salford Urban Regeneration Company (with founding partners the City Council, English Partnerships and the North West Development Agency) will play a critical role in delivering regeneration in the "inner city". The work of the Manchester Salford Housing Market Renewal Pathfinder is bringing substantial resources to deliver neighbourhood transformation. The Local Strategic Partnership ("Partners IN Salford) brings together the major public sector and voluntary agencies to coordinate our regeneration activities. A series of developer partnerships, with developers working directly with local communities, are driving innovation and change and delivering results on the ground. Lastly, the City's commitment to real neighbourhood management means that localities have their say in directing local priorities and tackling issues and problems at the local level.

The City as test-bed

Salford is a good location to test the impact of a large casino under the new gaming regime. The city forms part of the core of one of the UK's largest conurbations. A large Casino – if planned in the right way – could assist in the City's regeneration by supporting the further development and mix of tourism and visitor attractions. A proposal is not a theoretical concept – the City Council is already minded to grant planning permission for such a proposal as part of a broader stadium led scheme. The city has 2 existing Casinos, with others located nearby in Manchester, so "competition effects" can be tested. Its social impacts, in terms of the sorts of problems arising which those critical of the new Gaming legislation anticipate, can be tested in partnership with Salford University's Centre for the Study of Gambling and Commercial Gaming – Professor Peter Collins and his team are a locally based centre of excellence with a national and international reputation. The Good Practice IN Community Involvement Project (recently commended by RENEW northwest) can also be used to engage local communities directly in the testing process. The social impacts can not only be tested, but also if they do arise tackled through the Local Strategic Partnership's well-developed strategies promoting social inclusion. Lastly, the City has always been at the forefront of innovation – from the country's first street gas lights, the UK's first multiplex cinema, the first large scale waterside regeneration of a former dockland, to most recently innovation in delivering development control services through the Urban Vision partnership company.

Social Impact

Social inclusion is and will continue to be a priority in Salford. The Social Inclusion Executive oversees the development of inclusion on behalf of the City's Local Strategic Partnership (LSP). Financial inclusion has been a priority for the Executive for a number of years. The Financial Inclusion Working Group is an established sub-group of the Executive and its membership includes community and voluntary organisations representing the community financial sector such as Salford Moneyline, River Valley Credit Union and the Citizen's Advice Bureaux.

Our community strategy dates back to the early 1990s and our community committees were established shortly thereafter. There are currently eight committees, which are mature and operate devolved budgets. Community committees are places where concerns of communities can be raised and issues addressed by partner agencies. We champion community leadership and have developed capacity within our communities to enable real engagement and involvement.

We have now expanded our neighbourhood management model, aligned to the community committees, and informed by community action plans. Neighbourhood Management enables the development of innovative solutions to neighbourhood problems, reacts in a timely fashion to the concerns of local people, and builds capacity in communities. Its objectives include promoting voluntary activity and community cohesion and enabling local people to play a greater role in the delivery as well as commissioning of services.

Salford was highlighted in the joint IDEA/Audit Commission report "Fitness for Purpose in the 21st Century" as a council that has invested heavily in democratic renewal through participatory area initiatives. The high level of investment in neighbourhood management reflects our commitment to developing the community as a partner.

Salford has a large pool of potentially untapped talent and knowledge that exists in its economically inactive population, a good percentage of whom could join the workforce. The profiles of those furthest away from the labour market must be raised to show companies the benefit of a wide and open recruitment policy. We work collaboratively to find innovative ways to promote vacancies to Salford residents and engage with those that are furthest away from the labour market, and new employers in Salford are encouraged to recruit locally. The launch of the Salford Construction Partnership aims to meet the growing challenge and opportunity presented through the increased level of inward investment and development in the city to maximise training opportunities for local people.

Salford is fortunate to have within its borders the University of Salford, the only university in Europe with a Centre for the Study of gambling which studies Public Policy issues in relation to gambling and has particular expertise in relation to the social and economic impacts of new Casinos. The Centre is directed by Peter Collins, Professor of Public Policy Studies at the university and specialist advisor on casinos to the Joint Scrutiny Committee, which considered the Gambling Bill in 2004. We have been in discussion with Professor Peter Collins over the last three years since the idea of having a new Casino in Salford was first mooted. He has now agreed to take responsibility for designing and implementing (in consultation with ourselves) a social and economic impact study.

This study would make use of the best methodology and draw on the extensive experience of international jurisdictions where similar studies have been carried out.

It is proposed to gather base-line data before the opening of the casino and follow-up data two years after its opening under the following headings:

- Public attitudes to the casino
- Variations in rates of crime, bankruptcy, family breakdown and problem gambling
- Impact of the casino project on expenditure from visitors to Salford from outside the jurisdiction, employment and investment in facilities and amenities which benefit the community as a whole including those who do not gamble.

International research presented to us by Professor Collins makes it clear that whether or not the introduction of a new casino into a jurisdiction either delivers significant public benefits or generates an increase in problem gambling depends on how wisely the original policy and regulations are designed and how effectively they are implemented. We believe that an extensive public awareness campaign to educate people about the potential dangers of gambling and how to avoid them will not only prevent an increase in problem gambling numbers but may, as in New Zealand, South Africa and certain jurisdictions in North America, lead to a decrease (this would be because there is presently no such public awareness in place although

gambling opportunities in Salford as elsewhere in the UK are extensive). Salford Council also proposes to explore the proposition that a condition of licences be that the successful operator set up an office of GamCare in Salford. This would provide free, confidential and professional counselling services to problem gamblers and those close to them. It would also provide specialists to go into Salford schools and educate young people about gambling and associated issues such as money management as part of their education in life skills.

Need for Regeneration

Salford is a city in transformation. Building on our proud heritage the city is growing into its future as a thriving cultural, economic and residential location. This transformation is underpinned by a proven track record in regeneration.

The redevelopment of Salford Quays has created a world-class business and cultural area of both regional and national significance. Areas which experienced housing market failure are now improving with some showing increasing house values.

As a City Council we see our role as delivering regeneration initiatives that immediately benefit local people while simultaneously driving forward the economy of the city region. Thanks to the Quays, where more people now work than in its heyday as a major seaport, the city is looking towards an exciting economic future. The city's unemployment rate has fallen significantly in recent years. It now stands at 4.3%, more closely aligned with sub-regional, regional and national averages. There have been particularly sharp falls in unemployment in the inner city areas of Ordsall, Broughton and Pendleton. Regeneration in Salford is for all our residents, we are creating new opportunities and supporting people into employment.

While much has been done a great deal remains to be achieved. Salford has many opportunities, a great location, a great transport network, is part of the centre of a major conurbation, and strong public private partnerships with key sites ripe for development. Yet, as was outlined earlier, this is still a city that experiences high levels of need with some of the most deprived communities in the country.

Central Salford Urban Regeneration Company (URC) is a major driving force for regeneration in Central Salford, taking in some of the City's most deprived areas. It is a strong partnership of public and private interests co-ordinating key developments across the area. It will focus public investment strategically where it can generate most private investment and then spread the benefit to Salford as a whole. The vision is deliberately ambitious. It includes a mixed use office / residential development at Exchange Greengate, the original heart of Salford directly adjacent to the heart of Manchester (£472.5m investment, of which £450m is estimated as private sector). There will be a new City Park (£36m investment) along the banks of the Irwell River linking Salford and Manchester, the Quays and Greengate, and local communities with jobs and leisure opportunities. Key routes, currently dominated by traffic, will become tree lined boulevards revealing hidden historic buildings and firmly putting people at the heart of the city.

The Manchester and Salford Housing Market Renewal Pathfinder (MSP) is leading the revival of the housing market across the city. To September 2005 £35 million of HMR has been used to delivery significant change including 2,000 homes refurbished, 700 properties acquired, over 1,100 new homes built and a further 2,500 under construction. And this is just the start. Robust developer agreements that maximise leverage of private sector investment alongside public funding have been negotiated. Salford is working with a range of the UK's leading companies including Urban Splash and Countryside Properties. We have shown innovation in design, including the high quality, high density housing at Broughton Green and the modern

use of existing stock in Seedley/Langworthy. Further funding is imminent with the HMR scheme update continuing this work to 2011.

Charlestown and Lower Kersal New Deal for Communities will see £53 million being invested in the area over the 10 years to 2011. This covers a range of issues that are important locally including skills, safety, young people and health. A new Salford Sports Village was opened in March 2006. This is supported by a new Sports development team driving forward community sports and activities. The programme will see new Healthy Living Centres being built. These are backed up by programmes for young mums, carers, and people who have long-term health problems amongst others. The programme is also making that all important change in local perceptions. Between 2002 and 2004 the number of local people satisfied with their area rose by 10% and the number of residents who felt their area had improved rose by 25%.

As a major gateway route into Salford, the A57 along which the Red City stadium proposal is located, provides the first impression of city. The current poor physical appearance of the route has significant implications on Salford's image as a whole. First impressions count. But work is already underway to improve the route with a shop front improvement scheme and a footway improvement scheme. Plans are being drawn up for improvements to the highway and to parking. This co-ordinated approach is set to stabilise the local population base and increase the retail offer. In short it will make sure that the first impression is a good impression.

In the past 5 years alone we have secured in excess of £250 million to support transformational regeneration across the city. This is being used strategically to lever in many more millions in the form of private sector investment in our city. Some of this private funding can be seen in the new housing developments, more is anticipated for the Irwell River City Park and Greengate developments. A cluster of developments of regional importance are also being progressed in Salford West. The Stadium/Casino at Barton, located close to areas in need of major regeneration and enhancement in their own right, is just one of these.

Maximising local economic benefit through inward investment and large-scale developments is key to providing local people with real employment and training opportunities to help them realise their full potential, as well as providing local employers with appropriately skilled workers.

The proposed large Casino will provide local residents with both construction and post construction employment opportunities and contribute towards breaking the cycle of deprivation and non-participation by helping to remove and overcome the barriers that prevent inactive and workless Salford residents accessing employment opportunities within the construction and post-construction sectors.

For instance, it will directly and indirectly address confidence and self-esteem issues, low expectations and achievement, the take-up of community activities, lack of relevant skills/experience and qualifications, and basic skills. It will provide an alternative gateway to entry-level jobs further training, opportunities currently unavailable to those at risk of social inclusion due to provider selection processes.

The interest in locations for Regional Casinos in the north west in recent years, developing initially from Blackpool's proposals but then from a wider interest, caused the North West Regional Assembly and the North West Regional Development Agency to commission Pion Economics to undertake a study assessing the market demand for casinos in the north west. This was published in June 2005 and provides useful information about anticipated incremental value in GVA and employment arising from casinos. The study estimates that a large casino could generate around

370 local jobs, with £12m in Gross Value Added to the local economy. At a regional level around 500 jobs would be created, and £9m in GVA to the regional economy.

Red City Developments

The Red City proposal at Barton incorporating a Casino has been promoted as a single composite scheme with a range of interdependent components making up the whole. The primary purpose of the application is to deliver and sustain a new stadium for Salford City Reds, Salford's only professional major sports team. It is understood that without a new stadium the Salford Red Club's position in the Rugby Super League could be prejudiced. The enabling development, that is, the proposed retail warehouse development, would allow the stadium to be built (via the capital receipts generated on disposal of the enabling development) whilst the associated development (hotel, casino/exhibition space and food and drink uses) would provide ongoing income streams to enable servicing of the long term debt funding and establishment of a dowry fund for Salford Reds, and allow the Club to compete at the highest level in the Rugby Super League. The stadium building would accommodate the associated development components and other ancillary uses. Its design, large scale and massing is purposely bold and imaginative in order to deliver an iconic landmark building. It is essential to consider this proposal as a single entity with no alternative sites in Salford being able to accommodate the proposed development.

The development of the Red City proposal will have a number of significant regeneration benefits. It will create a significant visitor destination on a brownfield site, with a number of different attractions integrated together. It will create jobs for local people in an area of particular deprivation in the City, and it will bring spend onto the city to the benefit of the local economy. It will release for redevelopment the Salford Reds existing stadium ("the Willows") at Weaste, which lies within Central Salford and within the Housing Market Renewal area. And it will create an iconic building and group of buildings in a highly visible location – a gateway to Salford. Of course the issues around the appropriateness of the site for the development overall and for its individual components will be tested through the Public Inquiry commencing in June of this year.

Were the location of a casino facility to be contemplated elsewhere in Salford then there are a number of potential locations that could be appropriate in terms of sequential planning criteria, although none of them appears to be appropriate and available for the development of the integrated stadium proposal that is proposed and is essential for Salford Reds future. Part of Manchester City Centre incorporates Salford (within the inner ring road), whilst adjacent areas form part of the Regional Centre (and including Chapel Street through to the Crescent and University, as well as Salford Quays). These locations are priority areas for transformation for the Central Salford Urban Regeneration Company, identified in its Vision and Regeneration Framework, and in its emerging Business Plan. There are a number of significant sites within these areas that are appropriate for a mix of uses, including significant visitor and leisure destinations, and where transport linkages (including public transport links) make them sustainable locations accessible to a wide catchment within Greater Manchester and beyond.

Red City have produced an economic impact assessment for their integrated proposal. In terms of gross employment impact the following emerged:

Full development impact = 2,629 FTE's based on large casino with gaming area of 4180 sqm. The casino was identified as the main employer accounting for 67% of the jobs (1778). Other jobs went to retail (237), hotel (260) stadium (200) and food uses (154). The figure for the split casino/exhibition space went from 1778 to 800.

Net figures (taking into account leakage, displacement and multiplier effects) produced for the 3 areas, Local Authority area, Sub-regional and North West Region came out at 2537, 1742 and 1631 respectively. Lower figures with split casino/exhibition space came out at 1594, 1094 and 1023 respectively.

DTZ assessed the Red City proposal for robustness and identified that (Casino excluded) in terms of monetary value the proposed scheme would result in an annual gross economic impact of £16 million, which translates into an annual net local economic impact of £8.8 million. Figures for the two other geographical areas are very similar. Projecting these figures over a 10 year period would result in £71m to the local economy (£70m/Greater Manchester and £57m North West).

Willingness to Licence

In considering a large Casino as part of a broader stadium led scheme, and indicating that it is minded to grant planning permission, Salford City Council as Local Planning Authority has already resolved that it is minded to grant planning permission following a very thorough and detailed assessment of all the issues involved. Should the Secretary of State determine to grant planning permission for the proposal following the Public Inquiry in June then the City Council would anticipate that it would consider a proposal for a large Casino favourably if it were to be in a position of considering the matter as a Licensing Authority within the terms of the new Gaming Act. The regeneration and other benefits arising from the proposal are significant matters both for the Planning Authority and for the Licensing Authority. Should the Secretary of State determine not to grant planning permission for the proposal – or to vary it in any way which might prejudice the large Casino element of the scheme – then Salford City Council considers that alternative proposals emerging elsewhere would also be considered favourably. The City's position at the heart of the Regional Centre, and the opportunity for a large Casino to provide significant regeneration and economic benefits as part of a range of major visitor attractions found there, mean that the Licensing Authority is likely to be willing to license an appropriately located and developed proposal.

It is apparent to Salford that the City Council must formally put forward a proposal to the Casino Advisory Panel by 31st March 2006 if the large casino element of the Red city scheme is to be capable of delivery under the new Gaming legislation. Now that the City Council has indicated that it is minded to grant planning permission for the wider proposal it is appropriate for the City Council as prospective Licensing Authority to propose the large Casino formally to the Advisory Panel so that – in the event of the Secretary of State granting planning permission – the City Council as Licensing Authority has the opportunity to invite appropriate bids from casino operators.

No polling or market research has been undertaken to establish the extent of support for a large Casino within Salford. On the other hand a proposal has been considered and consulted on in the context of the planning application for the Red City development of which it forms a part. In this context the proposal appears to have been relatively uncontroversial in its own terms and very few respondents listed the Casino element as a major concern. There have been no substantive objections to the large Casino element in its own right from statutory and other major organisations, and including from neighbouring authorities.

There are 2 established Casinos located in Salford, both licensed under the Licensing Act 2003. They are the Grosvenor Casino at Riverside, Regent Road (owned by Rank Gaming Division of London) and the Stanley Albion Casino at Cromwell Road, Castle Irwell (owned by Stanley Casinos of Liverpool). They both appear to have operated without any major issues arising from the responsible

authorities, or indeed from other quarters. There are other Casino premises in Manchester's part of the city centre which we have no knowledge of.

The City Council has not been asked to express a formal view on proposals outside Salford. We are aware of course of the Regional Casino proposed at Blackpool and of the Regional Casino proposal at New East Manchester, but of course the proposal in Salford is not for a facility on this much larger scale and we do not see it as competing with these proposals. The work undertaken by consultants on behalf of Red City has indicated that the large Casino proposal here has a prospective catchment, which makes it a viable proposition in terms of other known proposals.

Probability of Implementation

Red City Developments have undertaken a great deal of work to support their demonstration of the feasibility of their overall scheme. The outline application submitted in April 2003 (reference 03/46028/OUT) comprises the erection of a 20,000 seat sports stadium with associated integrated facilities, including a 208 bedroom hotel, gym, Casino/Exhibition Space (8360 sq m), bars (Class A4), restaurants (Class A3), takeaways (Class A5), museum, offices, media/crèche rooms, gym, free standing 21,367 sq metres non-food bulk retail development, new access off Liverpool Road and new road through Eccles Waste Water Treatment site via existing access off Peel Green Road and bus interchange, parking and alterations to J11 M60/A57 Liverpool Road. Permission was sought for means of access and siting. The application was reported to Salford Council's Planning and Transportation Regulatory Panel on 17th November 2005 for determination. Members of the Panel resolved to approve the application subject to a number of planning conditions and completion of a Section 106 agreement. Under the terms of the Town and Country Planning (Development Plans and Consultation) (Departure) Direction 1999, the Council referred the application to the First Secretary of State

On the 25th January 2006 the First Secretary of State 'called in' the application for his determination and has decided to hold a local inquiry. At the inquiry the First Secretary of State wishes to be informed on the following matters for the purposes of his consideration of the application.

- The relationship of the proposed development to the development plan for the area and to the Regional Spatial Strategy (RSS) for the North West and the weight that should be given to the emerging Unitary Development Plan for Salford.
- Whether the stadium of this scale is required to meet the established needs of the club and the area in which it is based.
- The extent to which the proposed development is consistent with Government Policies in Planning Policy Statement 6 (PPS6) Planning for Town Centres, in particular advice on whether need has been adequately demonstrated; whether it has been adequately demonstrated that a sequential approach has been applied to selecting the location for the proposed development and specifically whether the applicant has demonstrated flexibility in terms of format, design, and scale of their proposal, the amount of car parking and the scope for disaggregation; whether the centres in which the search for sites has been conducted are related to the nature and scale of the proposed development and the catchment that the development seeks to serve; whether any alternative sites are suitable, viable and are likely to become available within a reasonable period of time; the degree to which the proposal would have an impact on the vitality and viability of nearby centres, considering factors set out in paragraph 3.22 of PPS6, and the degree to which the proposal would be accessible by a choice of means of transport in accordance with paragraphs 3.24-3.27 of PPS6.

- The extent to which the proposed development is consistent with Government policies in Planning Policy Guidance Note 13 (PPG13) Transport with particular regard to whether: the location of the proposal would help to reduce reliance on the car, and the number of trips by car; the levels of parking proposed would promote sustainable transport choices in accordance with paragraph 51 of PPG13; the development would be easily and safely accessible by pedestrians, cyclists and disabled people from the surrounding area; and an adequate transport assessment and travel plan have been submitted.
- The extent to which the proposed development is consistent with Government policies in Planning Policy Guidance Note 17 (PPG17) Planning for Open Space, Sport and Recreation with particular regard to: its accessibility by public transport; and whether the inclusion of the additional non sporting facilities would comply with the policy set out in PPS6.
- The physical suitability of the site for development of the kind proposed.
- The scale and implications of the potential loss of employment land as a consequence of the proposed stadium, leisure and retail development of the site.
- Whether the proposal constitutes high quality inclusive design that improves the quality of the area.
- Whether any permission would be subject to conditions and if so the form these should take.
- Any other matter(s) which the Inspector considers relevant.

The application was accompanied by an Environmental Statement and a range of other supporting documents that were submitted in April 2003 or subsequent to the Council's request for further information. The full list of documents that form the planning application are as follows:

- Environmental Statement (2003)
- Transportation Assessment (March 2003):
- Masterplan Statement (April 2003)
- Retail Assessment (April 2003)
- Outline Remediation Strategy (April 2003)
- Design Report (April 2003)
- Ecological Assessment of Proposed Access Through Eccles Waste Water Treatment Works (September 2003)
- Planning Statements Volumes 1, 2, 3(a, b, c) and 4 (October 2003)
- Further Revised Assessment of Retail and Leisure Need and Impact (April 2004)
- Great Crested Newt Survey (May 2004)
- Revised Ecological Mitigation Strategy (March 2005)
- Economic Impact Assessment (May 2005)
- Further Supplementary Information to support the Planning Application dealing with retail/leisure issues, assessment against PPS6 and casino deregulation (June 2005)
- Resubmission Addendum Supporting Planning Statement (July 2005)
- Regeneration Statement (August 2005).

Salford Reds Rugby League Club has made it clear that the new stadium, and the associated development which is required to deliver it and ensure the future success of the Club, is essential to the Club's future viability. The proposal has been worked up in great detail, there is a comprehensive business plan to back it up, and if the Secretary of State grants planning permission then early implementation will need to follow on. This will also be necessary to satisfy the requirements of Super League.

It is understood that Red City Developments are pursuing implementation of the scheme in the expectation that planning permission would be granted and arising from the need to ensure early implementation. What they are prepared to say at this stage is that they have received representations from 6 casino operators for the development to date. Having signed a time limited exclusivity with one (Isle of Capri) that expired, Red City Developments are in the process of negotiating between a shortlist of 3 operators to be signed before the end of April 2006.

The Pion Economics work for the NWRA/NWDA indicates that a location for a large Casino in the Greater Manchester area – and it can be presumed especially at the conurbation core where general accessibility by a range of transport modes is high and there is in any event a large local resident catchment – is likely to be a favoured proposition. Its scenario development and assessment assumed potentially a number of Regional Casinos to be implemented, and the much smaller number being considered nationally means that feasibility overall is likely to not be a problem in terms of a location at Barton through the Red City proposal or indeed within Central Salford at the heart of the City Region.

In assessing proposals and identifying the criteria to be used in assessing them the City Council will take note of the following:

- Existing unimplemented planning permissions, and the regeneration and other benefits arising from proposals
- The Development Plan – Regional Spatial Strategy, the Unitary Development Plan, and the emerging Local Development Framework
- Local impacts of particular proposals including material planning considerations and other issues of more specific interest to the Licensing Authority
- Accessibility issues in the context of Salford's emerging Sustainable Transport strategy
- The extent to which proposals can achieve some degree of "critical mass" through locating near other visitor attractions and be seen as part of a wider "destination offer"

Regional and Local context

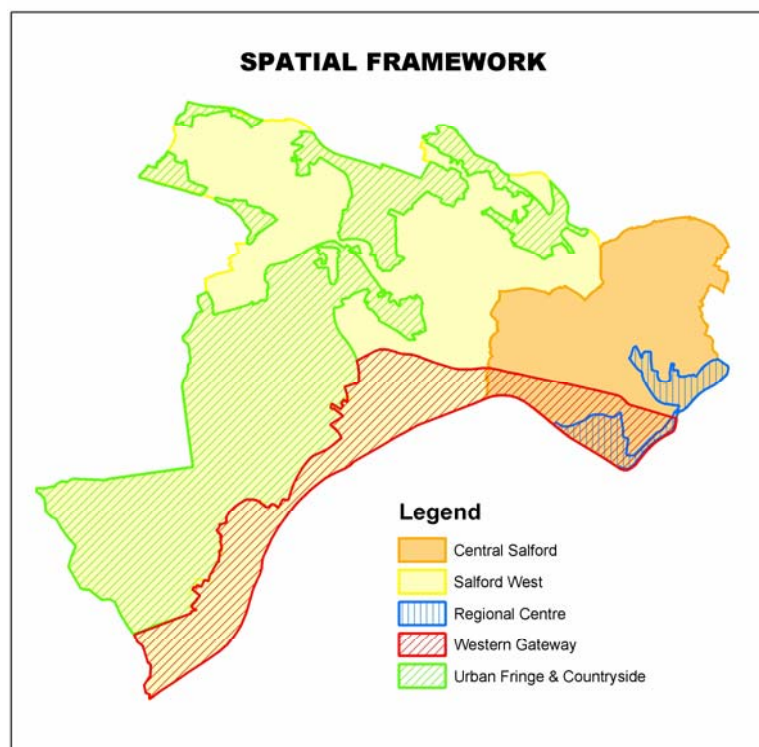
The NWRA in a letter dated 14th March 2006 has set out a form of wording to be included in all submissions to the Advisory Panel, as follows: The North West Regional Assembly, as Regional Planning Body for the North West, supports the development of regional casinos in the following locations – Blackpool, Manchester and Liverpool, with the preferred location for a single regional casino pilot being Blackpool.

Outside of these locations the Regional assembly would expect casino development to be located within the key towns and cities identified in the Regional Spatial Strategy (RPG 13), and to be within town centre locations in accordance with PPS6, and in accessible locations in accordance with PPG13.

The Northern Way proposals, the Manchester City Region Development Programme that supports it, and the draft RSS that these inform (and which will be tested at the Examination in Public commencing in October of this year) all take as their starting point the fundamental importance of the city regions generally and Greater Manchester in particular to the future economic competitiveness of the north and north west. This is reflected in the forecasts of jobs growth for the Manchester city region and the housing growth identified for Greater Manchester, and in particular for Manchester and Salford. The core of the conurbation and its successful regeneration is seen as providing the key opportunity to provide for a significant proportion of the new homes that are required and the new jobs that will be created, in a sustainable

context. Tourism and its role in the service economy is just one aspect of this growth, but an important one, and the opportunity to create well accessed clusters of visitor attractions that can support each others development is one that can readily be achieved, as evidenced at Salford Quays.

The Barton proposal is located in the “Western Gateway”, an area along the Manchester Ship Canal corridor that has seen enormous growth in jobs and employment in the last 20 years – particularly through the work at Salford Quays, Trafford Park and NorthBank at Irlam. The Barton site itself is a priority Regional Investment site for the NWDA, in terms of the opportunity for the delivery of “Port Salford, a new rail freight/ship canal and road interchange. This site is subject to a separate planning application that is entirely complementary to the Red City proposal. Overall the Red City proposal sits comfortably with and supports the objectives of the draft RES now before Government, and in submitting their proposal to the City Council Red City set out in detail the evidence of how the proposal would support broader economic development objectives.



Salford's Unitary Development Plan is currently at an advanced stage of review, and is now at modifications stage with adoption of the replacement UDP anticipated in June 2006. The draft replacement UDP identifies the location of the new stadium for Salford Reds at Barton (a position endorsed by the inspector to the UDP inquiry), although the components of any enabling development to deliver this proposal are not specified in the plan. The policy issues relating to the type and quantum of enabling development (non food retailing, hotel, Casino, other commercial) supporting the stadium development will be tested at the forthcoming call-in Inquiry.

Whilst by June 2006 Salford will have an up to date UDP, we are also commencing on some of the new documents that will comprise the city's new Local Development Framework. Should Salford be identified as a location for a large Casino, and that location not be at Barton, then as well as the UDP other plan documents will help to guide decisions on locations. The Central Salford URC has produced a Vision and Regeneration Framework, aspects of which will guide the preparation of Area Action

Plans within the LDF, as well as other non statutory planning guidance which the City is preparing.

Community benefit

In preparing their submission to the City Council Red City Developments have set out the community benefits that they expect to see the overall proposal achieving, and which are set out below.

Community benefits of the stadium

Element of scheme	Community benefit
Education and training	
1. Media Training Facility	A multi-media training facility targeting adults and young people would be built within the stadium, including radio, TV, film, print and music opportunities.
2. ICT Training	Provision of a community access ICT training suite.
3. Pre-employment training and skills development	This includes a programme of training and support aimed at local young people, those on low incomes and the social excluded. This will train and prepare individuals for the employment opportunities created by the development of the site.
4. Environmental Education	Provision of an outdoor classroom to allows local children and other groups to study the natural environment.
Sports and recreational activities	
5. Sports Academy	The creation of a new rugby academy which will include support for athletics.
6. Sports Development	A heightened programme of sports development provided by the Salford City Reds Rugby League Club. This could expand upon the current programme threefold and cater for a wider range of age groups.
7. Availability for local sports events	The stadium would be an ideal venue for key local sporting events.

These benefits arise from the integrated nature of the overall development rather than from the Casino in its own right. They perhaps demonstrate that it is as part of a broader scheme, which can achieve broad community support, that a large Casino proposal is likely to be seen as delivering tangible community benefit. This will also apply to any alternative proposals which might be put forward at any time.

Unique Characteristics

The essential unique characteristic of the Salford proposal is its association with a broader stadium led scheme that the City Council believes will bring substantial and tangible benefits to the City and its people. Salford has a proud sporting history (we would commend to the Panel the English Heritage book "Played in Manchester") and sees this proposal as very much supporting the City's successful regeneration.

For the Casino Advisory Panel, the fact that the proposal is subject to a Public inquiry commencing in June also creates perhaps a unique set of circumstances! It should

be noted that the main objections to the scheme relate to the impact of traffic from the stadium on the local neighbourhood, rather than to most of those issues which the Secretary of State has asked the inspector to thoroughly consider. The inquiry has been called relatively quickly, and we would hope that the Secretary of State can make a positive decision which would coincide with the deliberations of the Casino Advisory Panel and its timetable of submitting to Government by December 2006.

In any event we would say that Salford has its own set of unique characteristics, including its sharing of the City Centre and more broadly the Regional Centre with Manchester, its mixture of deprivation and regeneration requirements on the one hand, and growth and opportunity on the other, and the massive regeneration process that is now transforming the City and in which – implemented in the right way – a large Casino can play a significant part.