
Elmbridge's local area profile

Gambling Act 2005



Elmbridge
Borough Council

... bridging the communities ...



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Introduction and Background

The Council is the licensing authority under the Gambling Act 2005 (the Act) and is responsible for issuing premises licences and permits for gambling venues in Elmbridge. When we exercise our gambling functions, we must have regard to the Act and its regulations, gambling codes of practice, our Gambling Policy and the Gambling Commission's Guidance to Local Authorities (GLA).

The Act requires the Council to 'aim to permit' gambling and therefore aim to issue premises licences if applications are 'reasonably' consistent with the following licensing objectives:

- preventing gambling from being a source of crime and disorder, being associated with crime or disorder or being used to support crime
- ensuring that gambling is conducted in a fair and open way, and
- protecting children and other vulnerable persons from being harmed or exploited by gambling

In its GLA, the Gambling Commission recommends the approach the Council should take to gambling licensing and regulation. In September 2015, the Gambling Commission issued a revised GLA (edition 5) with several changes for licensing authorities that fall under three broad themes:

- increased focus on risk and regulation
- greater attention to local area risk, and
- encouraging partnership and collaboration between stakeholders to mitigate risk

In addition, changes to the Gambling Licence Conditions and Codes of Practice (LCCP) that took effect in April 2016, require all industry operators to undertake local area risk assessments to identify the risks their gambling venues pose to the licensing objectives.

What is a gambling local area profile?

A local area profile is an assessment of the key characteristics of Elmbridge, in the context of gambling-related harm. The information we obtain for the assessment helps to provide a better understanding of the types of people that are at risk of

being vulnerable to gambling-related harm, where they are located and any current or emerging problems that may increase that risk. Our local area profile will help us to develop our Gambling Policy and set out our expectations of operators of gambling premises.

Creating Elmbridge's local area profile

Although there is no legal requirement on the Council to complete a local area profile, we feel there is significant benefit for operators, our residents, business, visitors to Elmbridge, and the Council to have an evidence-based awareness of the potential and actual risks of vulnerability to gambling-related harm.

In this context, we have completed an assessment of the key characteristics of the Borough to identify areas where the risk of vulnerability to gambling-related harm is higher. This assessment is Elmbridge's local area profile.

In developing our local area profile, we have had regard to the study 'Exploring area-based vulnerability to gambling-related harm: Developing the gambling-related harm risk index' and 'Exploring area based vulnerability to harm: who is vulnerable?'¹ Manchester City Council and the City of Westminster commissioned the study and in this document, we refer to the study as the 'Geofutures model'.

Our local area profile has three main aims:

- to consider the types of people who may be at greater risk of harm from gambling and where they might be located
- using those identified datasets, to create local risk tables showing areas with greater concentrations of people who are more likely to be vulnerable to harm
- provide the basis for an evidence-based approach to decision making

Our approach

We have used spatial analysis to identify potential vulnerability to gambling-related harm in Elmbridge and to visualise this on maps.

To achieve this, we used the Geofutures model to identify the main characteristics theoretically associated with gambling-related harm.

¹ Heather Wardle, Gambling and Place Research Hub, Geofutures, 9th February 2016
geofutures.com/research/gambling/

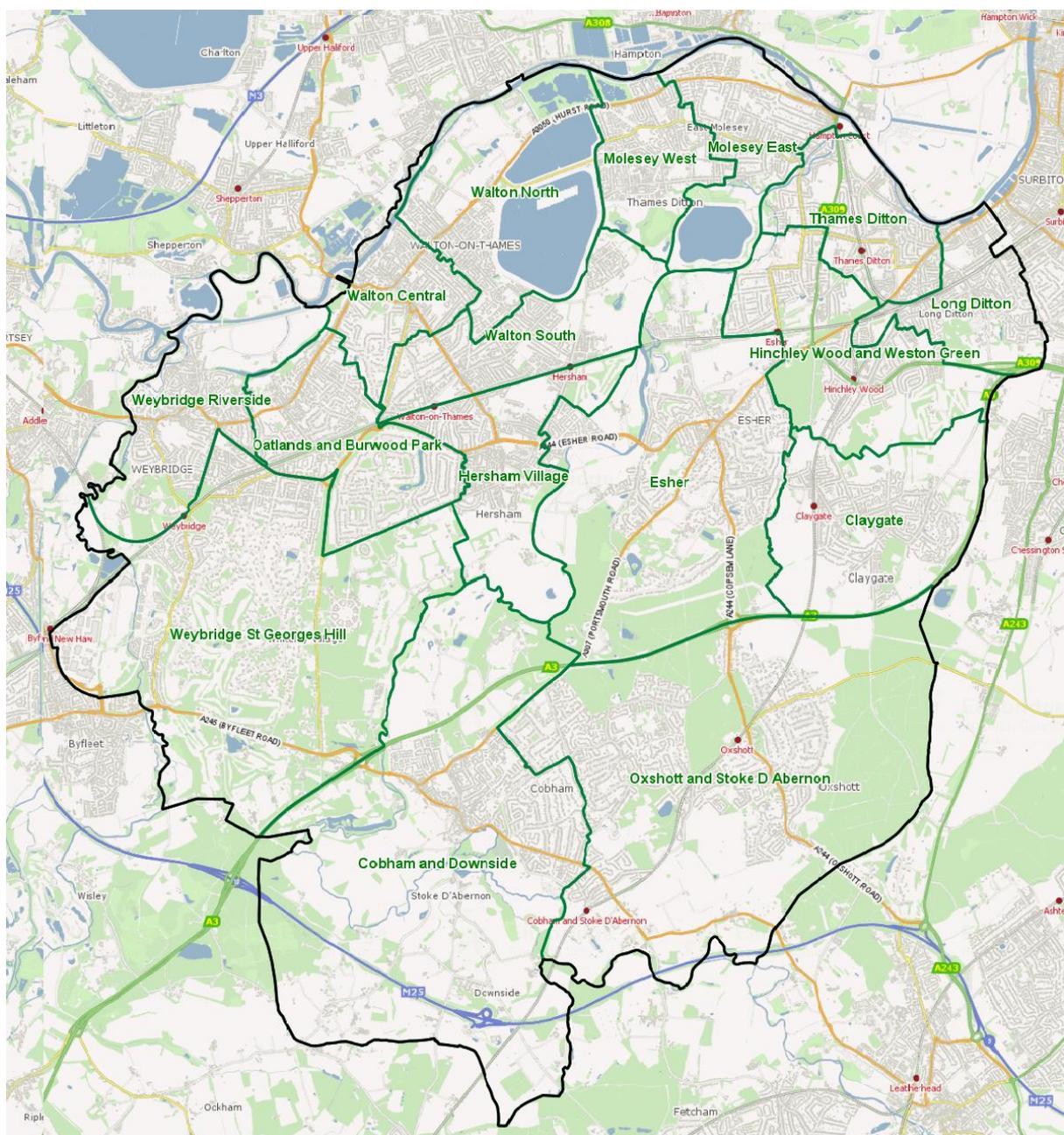
We then identified the available local data that best represents these characteristics in Elmbridge and combined this with other local information to identify areas of higher or lower potential risks.

We have based our approach on the 'possible' risk to gambling-related harm. This does not mean that just because an area is 'seen' as being at higher risk that all people in that area will suffer actual harm or be at risk of suffering harm.

Information about Elmbridge

In this section, we have provided a general profile of Elmbridge. In the following section, we link this information to gambling activity and use it to identify those people that may be at greater risk of vulnerability to gambling-related harm and where they may be located.

The map below shows the Elmbridge Borough boundary which is the geographical area to which this local area profile applies.



Elmbridge is one of eleven Surrey Borough Councils and is situated South West of London in North East Surrey. Elmbridge neighbours the London Boroughs of Kingston Upon Thames and Richmond Upon Thames, and Guildford, Mole Valley, Runnymede, Spelthorne and Woking District Councils. In 2018, the ONS estimated Elmbridge's resident population at 136,626².

The Borough of Elmbridge comprises of almost 96 square kilometres and contains 16 wards, each represented by three elected Councillors. Elmbridge is close to Central London, Heathrow and Gatwick Airports, the M3, M25, M23 and the A3.

It is a diverse and contrasting borough with five towns (Cobham, Esher, Molesey, Walton-on-Thames and Weybridge) and eight villages and communities (Claygate, Hersham, Hinchley Wood, Long Ditton, Thames Ditton, Oatlands, Oxshott and Stoke D'Abernon). The Borough includes 25 conservation areas, three historic parks and gardens, and six scheduled monuments. 58% of Elmbridge is green belt and Esher Common is designated by the Government as a Site of Special Scientific Interest for wildlife and diversity.

Population

As mentioned above, the estimate of Elmbridge's resident population is 136,626. The population of an area changes over time and Elmbridge experiences a relatively low degree of migration in and out of the borough. The most current data from the ONS in 2017, estimates that Elmbridge saw a total migration of minus 396 people in 2018. Births³ (1,526) and deaths (1,142)⁴ also affect population dynamics and during the same period, there was a net addition to the population of 384.

Elmbridge's population consists predominantly of adults aged 18 to 64 years (57%) with 18% of adults aged over 64 years, and 25% aged under 18 years⁵. Elmbridge is diverse and 79.85% identify as White British, 10.4% as White (Other) and 9.49% identify as other ethnic groups and cultural backgrounds⁶ (2011 Census).

63.37% of Elmbridge residents are in employment, and 2.74% are unemployed and 33.91% are economically inactive. 14.7% of Elmbridge residents have an illness or

² surreyi.gov.uk/dataset/2gd9n/area-and-population-density

³ surreyi.gov.uk/dataset/2lnwx/births-by-area-of-residence-of-mother

⁴ surreyi.gov.uk/dataset?topic=people-and-society&masthead=office-for-national-statistics&q=deaths

⁵ surreyi.gov.uk/dataset?topic=people-and-society&masthead=office-for-national-statistics&q=age

⁶ surreyi.gov.uk/dataset/vq104/2011-census-full-tables-ethnicity-by-national-identity

disability that affects day-to-day activities to some degree (2011 Census).⁷

Over a third of Elmbridge households own their home outright (34%) and 39% own with a mortgage or loan (2011 Census)⁸.

The 2018 ONS rolling annual population survey⁹, shows that over half (55.6%) of Elmbridge residents aged 16 to 64 years are educated to degree level or equivalent while 2.9% have no qualifications.

Age and gender

Elmbridge's demographic profile is typical of all Surrey local authority areas.

- 22.3% are aged under 16
- 59.4% are aged 16 to 64
- 18.3% are aged over 65

There are more women (51.5%) than men (48.5%), and the working age population is relatively even, but with slightly more women to men (2018 ONS rolling annual population survey).

Cultural diversity

Elmbridge's population shows ethnic diversity. The 2011 census¹⁰ identifies that 19.49% of Elmbridge residents are from black or minority ethnic groups; 10.4% are non-British White residents including Irish and others originating mainly from English-speaking countries as well as from Eastern Europe and other places.

Salaries and income

The median average gross full-time pay for people resident in Elmbridge is £37,034¹¹. This is above the UK average of £24,897. Part-time pay is higher in Elmbridge than for the UK averages. Overall median gross pay for women in Elmbridge (£25,472) is 55% that of men (£46,073) (2019 ONS).

⁷ surreyi.gov.uk/dataset/2z6on/2011-census-full-tables-disability-by-economic-activity

⁸ surreyi.gov.uk/dataset/24jj5/census-household-characteristics-tenure-and-dwellings

⁹ surreyi.gov.uk/dataset/20x86/annual-population-survey-qualifications

¹⁰ surreyi.gov.uk/dataset?q=ethnicity

¹¹ ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/pla-ceofresidencebylocalauthorityashetable8

In 2017, the estimate of the average gross disposable household income in Elmbridge was £29,624¹².

Health and social care

The 2011 Census identifies that day-to-day activities of 14.7% of Elmbridge's population are limited to some degree by a health problem or disability. 1.73% of the population 'self-report' that they are in bad health which is marginally lower than the Surrey average¹³. In May 2019, 1,884 (1.84%) of working-age residents were in receipt of Disability Living Allowance¹⁴ and 2,403 (2.5%) were in receipt of Employment and Support Allowance¹⁵.

On a number of health indicators, Elmbridge scores significantly higher than the England average, including: life expectancy at birth, under 75 mortality rate, emergency hospital admissions for self harm, admissions for alcohol related conditions and violent crime, and children in low income families, obesity in children (year 6), but worse for estimated diabetes diagnosis rate road injuries/deaths¹⁶.

Social deprivation

Elmbridge has large areas of affluence but does contain some more deprived areas although the data does not provide the level of deprivation or wealth. The English Indices of Deprivation 2019 shows that Elmbridge features among the least deprived districts in England¹⁷.

Housing

The cost of housing in Elmbridge is the highest for all local authority areas in Surrey. In June 2020, the average house price in Elmbridge was £580,944. This is 2.44 times the average price for the United Kingdom (£237,834)¹⁸. Houses (detached, semi-detached and terrace) make up the bulk of the housing stock in Elmbridge.

The average rent for properties (1 April 2019 to 31 March 2020) in the private rented

¹² surreyi.gov.uk/dataset/vq187/gross-disposable-household-income-gdhi-per-head

¹³ surreyi.gov.uk/dataset?q=disability

¹⁴ surreyi.gov.uk/dataset/24j96/disability-living-allowance-and-personal-independence-payment-by-age-cases-in-payment-local-authority-data

¹⁵ surreyi.gov.uk/dataset/emyr5/employment-and-support-allowance-claimants

¹⁶ fingertips.phe.org.uk/profile/health-profiles

¹⁷ imd2019.group.shef.ac.uk/

¹⁸ landregistry.data.gov.uk/app/ukhpi

sector in Elmbridge is the highest for all local authority areas in Surrey. The median rent costs 1.6 times the average rate of the national average¹⁹.

Households and dwellings

The 2011 Census recorded 52,933 households with residents, with an average household size of 2.44 persons per household²⁰.

- 34.24% of households were owner occupied (owned outright)
- 38.81% of households were owner occupied (with a mortgage)
- 0.74% of households were owner occupied (shared ownership)
- 2.12% of households rented from the council
- 7.74% other social rented
- 15.13% of households rented privately
- 1.22% living rent free

0.09% of Elmbridge people lived in communal establishments such as hostels, hospitals and nursing homes.

The local economy

Elmbridge is an important business location in the UK. In 2015 (the latest year for which local figures are available) Elmbridge's economy contributed £4,446 million GVA (gross value added). GVA is the value of goods and services produced in Elmbridge²¹.

Business and employment

In 2019, Elmbridge was home to 9930²² businesses which specialise in highly skilled, high value parts of the economy such as law, management consultancy and advertising. The largest industrial sector in Elmbridge is professional, scientific &

¹⁹ ons.gov.uk/peoplepopulationandcommunity/housing/bulletins/privaterentalmarketsummarystatisticsinengland/october2018toseptember2019#local-authority-analysis

²⁰ surreyi.gov.uk/dataset/24jgx/census-population-households-and-area

²¹ ons.gov.uk/economy/grossvalueaddedgva/datasets/regionalgvaibylcalauthorityintheuk

²² surreyi.gov.uk/dataset/24jw6/number-of-businesses-in-surrey

technical, which make up 27.4 % of enterprises in Elmbridge. The sector includes legal, management consultancy, architectural and engineering practices, scientific research and advertising or market research.

The 2011 Census data shows that Elmbridge has 65,279 residents in employment and 22.1% of Elmbridge residents live and work in Elmbridge. A further 15.5% work mainly at or from home and 8.1% of Elmbridge-resident workers have no fixed place of work. The majority of Elmbridge resident workers (54.3%) travel outside the borough to work with 36.4% working in London²³.

The labour market

Between June 2018 and July 2019, the overall employment rate in Elmbridge was high at 77.2% with 2.4% unemployed and 20.8% were economically inactive²⁴.

In October 2019 (the latest available figures), 1.1% of the resident population were claiming out-of-work benefits²⁵. During the same period 0.6% of claimants had been unemployed for up to 6 months, 0.3% had been claiming for between 6 and 12 months and 0.2% for over 12 months²⁶.

In October 2019, the wards with the highest unemployment rates as a proportion of residents aged 16 to 64 were:

- Walton North (1.7%)
- Weybridge Riverside (1.5%)
- Molesey West (1.4%)

Education and Skills

In 2016, it was estimated that 43.9% of the working age population of Elmbridge obtained a level 4 qualification or above. However, it was also estimated that 13.2% of residents have no qualifications²⁷.

²³ surreyi.gov.uk/dataset/exzqr/2011-census-commuting-workplace-of-surrey-residents-detailed

²⁴ surreyi.gov.uk/dataset/exzxm/annual-population-survey-economic-activity-and-occupation

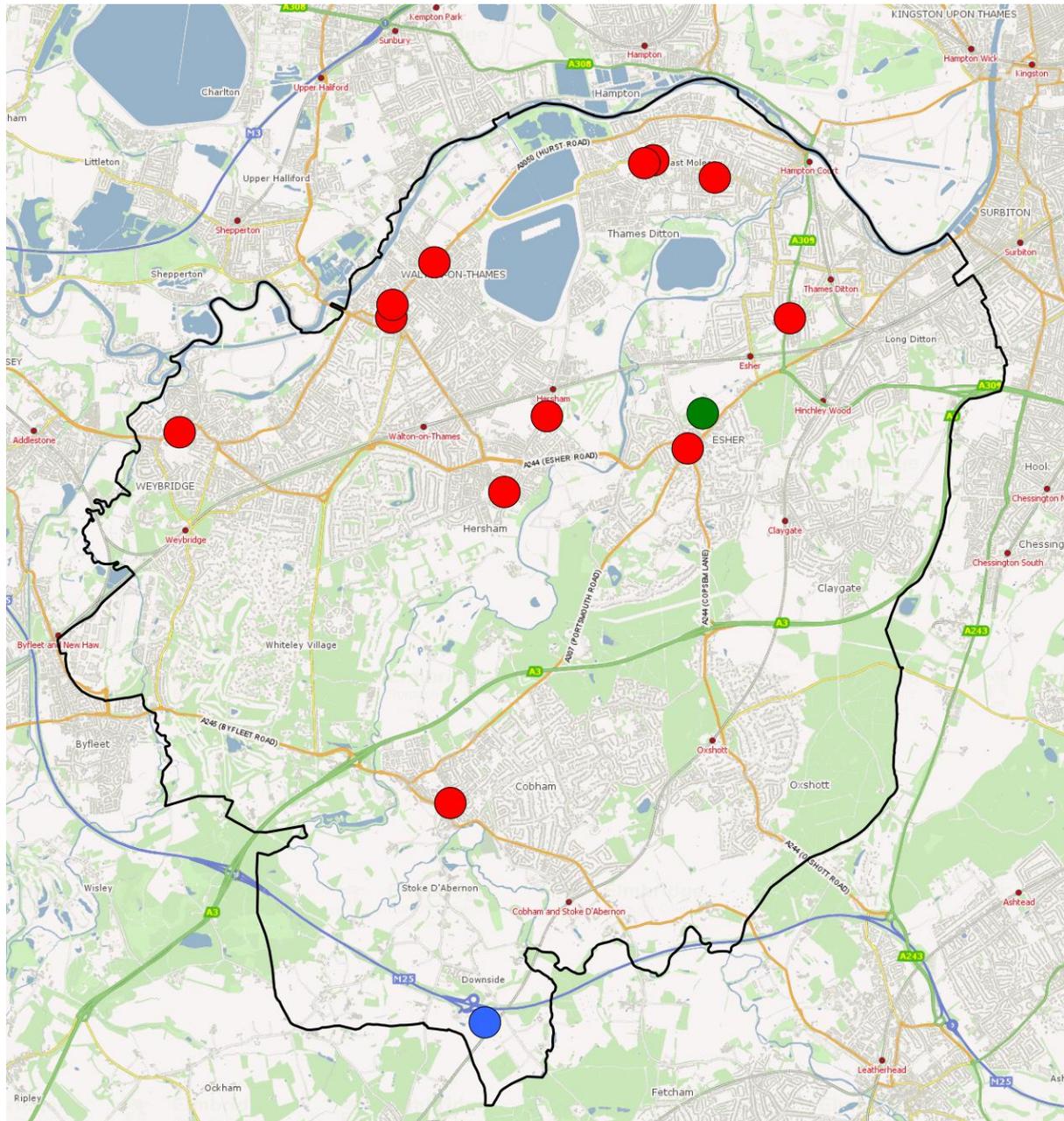
²⁵ surreyi.gov.uk/dataset/20xg9/unemployment-claimant-count-ward

²⁶ surreyi.gov.uk/dataset/2z6dk/claimant-count-by-duration-from-january-2016

²⁷ surreyi.gov.uk/dataset/2n5yx/census-people-characteristics-qualifications

Existing gambling premises

The map below shows the location and a 250 metre radius around existing licensed premises in Elmbridge (data obtained on 30 September 2020).



At the time of writing this local area profile, the following premises types operate under a premises licence issued by Elmbridge Borough Council:

- 1 betting (track) premises licence

- 10 betting premises licences
- 1 adult gaming centre premises licence

In addition, 42 organisations have registered as a small society lottery and we have issued the following gaming machine permits:

- 9 club gaming machine permits
- 1 licensed premises gaming machine permit

Complaints against licensed premises

Over the period 1 January 2017 to 31 December 2019, the licensing authority did not receive any complaints regarding the operation of the above licensed gambling premises.

Inspections of licensed premises

The Councils licensing officers carry out programmed inspections of licensed premises throughout the year. Over the period 1 January 2017 to 31 December 2019, officers carried out 14 inspections and identified 1 instance where the operation of the premises was not satisfactory as the premises licence was not clearly displayed.

Crime and anti-social behaviour

We acknowledge that crime and anti-social behaviour occur at or near gambling premises. However, the data is not available to identify those incidents that relate directly to gambling activity or gambling premises, or that show a direct link to people who are vulnerable to the risk of gambling related harm.

The gambling context

What is gambling related harm?

The term 'gambling-related harm' is not defined in the Gambling Act 2005 (the Act) or the Gambling Commission's Guidance to Licensing Authorities.

We recognise that a person does not need to be a problem gambler to experience harm. This is because uncontrolled gambling activity can affect any number of people such as an individual gambler, their friends, families, or the wider community.

For the purposes of this local area profile, we define gambling-related harm as:

“the adverse financial, personal and social consequences from gambling activity upon individuals, their families, their social networks or the community”

Who is vulnerable to gambling-related harm?

The Act singles out vulnerable people for protection from being harmed or exploited by gambling but does not define the term 'vulnerable person'.

The Commission does not define 'vulnerable persons'. However, for regulatory purposes, it assumes that this group includes people who gamble more than they want to, people who gamble beyond their means and people who may not be able to make informed or balanced decisions about gambling due to, for example, mental health, a learning disability or substance misuse relating to alcohol or drugs.

The Geofutures model notes that many stakeholders involved in their research, felt that under certain circumstances, anyone could be vulnerable to gambling related harm. However, it was recognised that these people would not necessarily be known to regulators (such as the Council) or gambling operators and that people with certain 'defined' characteristics may be more likely to experience or be susceptible to gambling-related harm. It also recognises that not everyone with a certain characteristic will experience harm if they gamble but rather, that they may have an increased risk of harm because of their characteristics or circumstances.

Therefore, the Geofutures model identifies several themes that may increase the risk of vulnerability to gambling-related harm:

- Demographics
- Socio-economic
- Poor judgement or impairment

- Other

Under each theme, there is a range of people or characteristics of people, who theoretically may have increased vulnerability to gambling-related harm. Each characteristic has a risk factor and in the following table, those in red boxes show where there is good evidence to support that these characteristics may be associated with higher risk of harm. Orange boxes demonstrate emerging evidence and the remaining characteristics have a mix, limited or no evidence.

| Demographic | Socio-economic | Poor judgement / impairment | Other |
|---------------|--------------------------------|----------------------------------|---------------------------|
| Youth | Unemployed | Low IQ | Poor mental health |
| Ethnic groups | Deprived areas | Under influence alcohol or drugs | Problem gamblers |
| Women | Financial difficulties or debt | Personality traits | Substance abuse or misuse |
| Older people | Homelessness | Learning disabilities | |
| | Immigrants | Low educational attainment | |
| | Prisoners / probation | | |
| | Low income | | |

Which characteristics have we identified as relevant to Elmbridge?

Although some characteristics may have convincing evidence to support their inclusion in the model, we can only include them in our local area profile if we have excellent quality data for Elmbridge. Equally, for some characteristics we may have excellent quality data, but limited evidence to support their inclusion. This means that we are unable to include some characteristics because the data is either not available or is insufficient for this purpose.

We have identified the characteristics shown in the diagram for which we have enough evidence to support inclusion as shown below:

Characteristics we have used

- Youth
- Ethnic groups
- Unemployed
- Deprived areas
- Financial difficulties/debt
- Homelessness.
- Poor mental health
- Problem gamblers who are seeking treatment
- Substance abuse/misuse
- Learning disabilities

We have not included the characteristics identified in the Geofutures model that demonstrate emerging, mixed, limited or no evidence. Additionally, some data is either not available in Elmbridge or unsuitable to inform this profile therefore we have not used the following characteristics as the risk factors:

Characteristics we have not used

- Women
- Older people
- Immigrants
- Prisoners/probation
- Low income
- Low IQ
- Under influence of alcohol or drugs
- Personality traits
- Low educational attainment

Which data sets have we used?

The Geofutures model identifies the best available data to represent each characteristic. We will now refer to characteristics as 'risk factors' and identify the datasets that we will use in our local area profile. We have used the following datasets for each risk factor:

Theme: Demographic

Risk factor: youth

Datasets:

- Location of residents aged 10-24 years (Census 2011)
- Location of education institutions with students of 13-24 years (GIS data)
- Location of children's and youth clubs and groups (GIS Data)
- Location of children's areas such as playgrounds (GIS data)

Risk factor: ethnic groups

Datasets:

- Number of residents from Asian/Asian British, Black/African/Caribbean/Black British ethnic groups, Arab or other ethnic groups (Census 2011)

Theme: Socio-economic

Risk factor: unemployed people

Datasets:

- Location of job centres (Directgov website)
- Number of economically active unemployed residents (Census 2011) Ward

Risk factor: deprived areas

Datasets:

- The location of areas with the highest rate of claimants for job seekers allowance (DWP) Ward

Risk factor: people with financial difficulty and / or debt

Datasets:

- Location of payday loan shops (GIS data)
- Location of pawnbrokers (GIS data)
- Location of food banks (GIS data)

Risk factor: homeless /housing instability

Datasets:

- The location of homeless accommodation from local authority lists/Homeless UK (GIS data)

Risk factor: deprived areas

Datasets:

- Known deprived areas by ward (GIS data, Census 2011)

Theme: Poor judgement/impairment

Risk factor: People with substance abuse or misuse problems

Datasets:

- drug and alcohol treatment and recovery centres/clinics (GIS data)
- needle exchanges (Public Health, GIS data)
- accommodation for persons who require treatment for substance misuse (GIS data).

Risk factor: People with poor mental health

Datasets:

- The location of Doctors surgeries, hospitals, day centres, counselling and advice centres (Public Health, GIS data)

Risk factor: People with learning disability

Datasets:

- The location of day centres for people with a learning disability (GIS data)
- The location of supported housing for people with a learning disability (GIS data)

Theme: Other

Risk factor: Problem gamblers seeking treatment

Datasets:

- Gamblers Anonymous meetings
- Gamcare counselling locations

Although our area is defined by the administrative boundary of Elmbridge, wherever possible we have gathered data from the neighbouring local authority areas.

Our local area profile therefore includes this extra data where it is available and adjacent to our boundary, to illustrate any significant areas in adjoining boroughs that may affect the environment within Elmbridge.

Where extra data is not available from surrounding boroughs, we have flagged this against each data set.

How have we used the datasets?

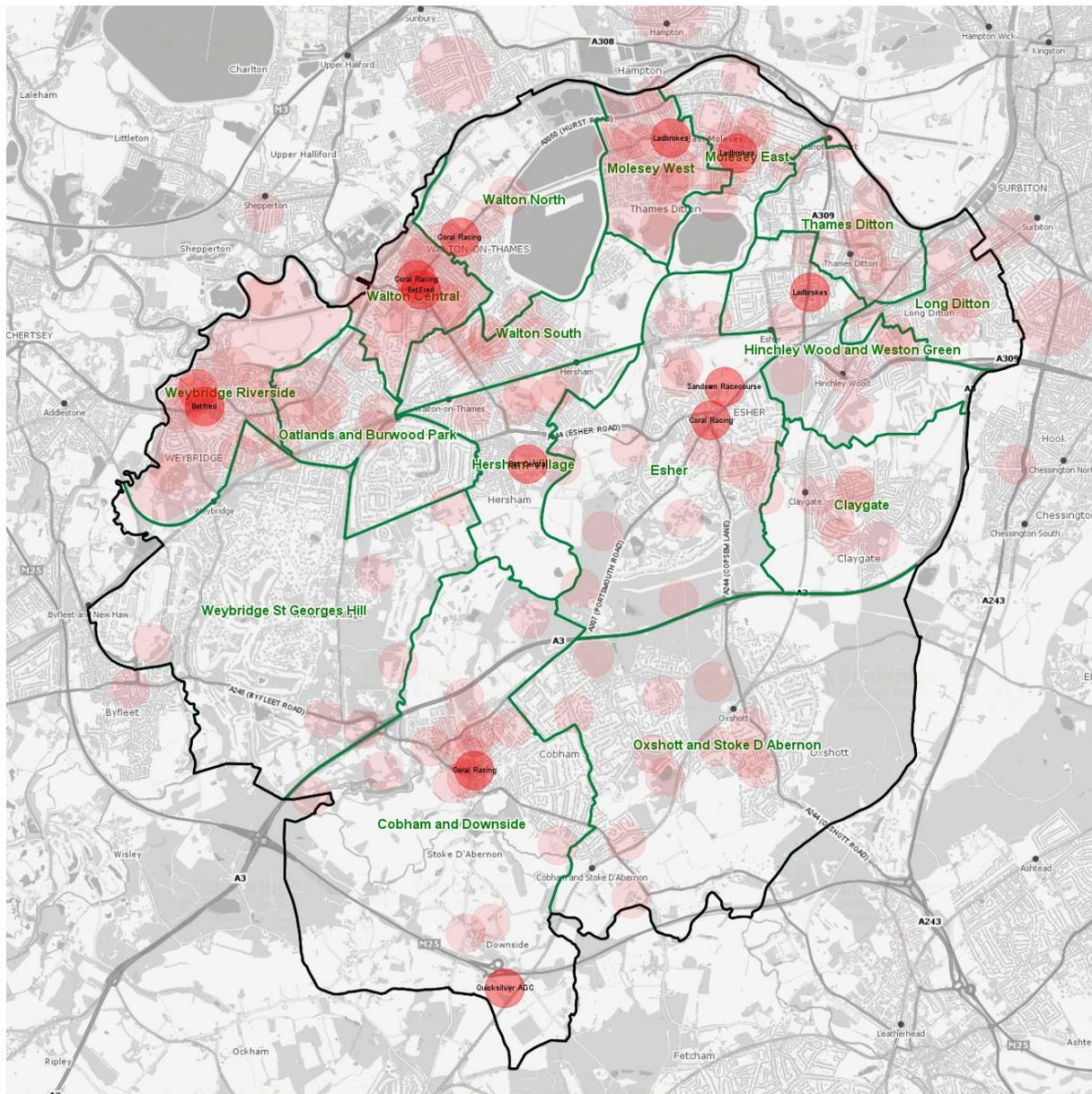
Having named the risk factors and datasets, we then found each of the factors and displayed this on a map. We then overlaid the maps to create a final overview of Elmbridge.

Map overlay is where we take a map layer (being one factor) and place it on top of another map layer (being another factor) to create a new map layer (a combination of the two maps).

The map

All risk factors

Having mapped the risk factors individually we have overlaid the maps to produce a combination of all the risk factors shown under the above themes, from which we can identify the areas at higher risk. We have shown this on the map below:



Our conclusion

The red shading on the map shows the locations in Elmbridge where the risk of vulnerability to gambling-related harm is highest. It does not show where problem gambling or other gambling related issues occur. The darker 'red' areas indicate the locations that present the greatest risk of vulnerability to gambling-related harms.

From the information we have obtained, we can conclude that people in all Elmbridge wards are exposed to some level of risk of vulnerability to gambling-related harms. The main drivers for all areas are the location of residents who are aged 10-24 years, and children locality areas such as education establishments and play areas.

Some wards show an elevated risk of vulnerability to gambling-related harm and we can also conclude that some areas are at greater risk. Not all areas within a ward will present the same level of risk however, the following wards indicate the higher risk of vulnerability to gambling-related harms.

- Walton Central
- Weybridge Riverside
- Molesey West