Hounslow's local area profile

GAMBLING ACT 2005 - APPENDIX 2



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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 Hounslow. When we exercise our gambling functions, we must have regard to the Act and Regulations made under the Act, the Gambling Commission's 'Guidance to Local Authorities' (GLA) and our Statement of Licensing Principles.

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

- Preventing gambling from becoming: a source of crime and disorder, associated with crime or disorder, or used to support crime
- Ensuring that gambling is conducted in a fair and open way
- Protecting children and other vulnerable persons from being harmed or exploited by gambling.

In the GLA, the Gambling Commission recommends the approach the Council should take to gambling licensing and regulation. In April 2016, changes to the guidance required all gambling operators to undertake local area risk assessments to identify the risks their gambling venues posed to the licensing objectives.

What is a gambling local area profile?

A gambling local area profile is an assessment of the key characteristics of Hounslow 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 gambling local area profile will help us to develop our Gambling Statement of Licensing Principles and set out our expectations of operators of gambling premises.

Creating Hounslow's local area profile

Although there is no legal requirement for the Council to complete a gambling local area profile, we feel there is significant benefit in doing so for operators, our residents, businesses, visitors to Hounslow, and the Council. It will give us 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 the areas where the risk of vulnerability to gambling-related harm is higher. This assessment is Hounslow's gambling local area profile.

In developing our local area profile, we have based our methodology on '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 will 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 a map showing areas with greater concentrations of people who are more likely to be vulnerable
- 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 Hounslow and to visualise this on maps. We used the Geofutures model to identify the main characteristics theoretically associated with gambling-related harm. We then identified the available local data that best represents these characteristics in Hounslow and combined this with other local information to identify areas of higher or lower potential risks.

¹ <u>Heather Wardle, Gambling and Place Research Hub, Geofutures, 9th February 2016</u> https://www.researchgate.net/publication/293652488_Exploring_areabased vulnerability to gamblingrelated harm Developing the gambling-related harm risk index

We have based our approach on the 'possible' risk of vulnerability to gambling-related harm. This means our models are probabilistic. This does not mean that just because an area is 'seen' as being at greater risk that all people in that area will experience actual harm or even be at risk of experiencing harm.

Caveats to our approach

Our models are based on the best information currently available. We acknowledge that there is limited research available on gambling, particularly at a local level. We have also excluded several potentially vulnerable groups from our models because we do not have the required local level data.

From the available information, we have developed our models to identify the location of those people who are at risk of vulnerability to gambling-related harm. Our models do <u>not</u> identify:

- 'Problem' gamblers
- Areas in which problem gamblers are located
- Methods of gambling (for example, online gambling or premises-based gambling)
- Areas in which people suffer actual gambling-related harm.

Information about Hounslow

In this section, we have provided a general overview of Hounslow. Data used will be sourced mainly from the 2021 census to give us an overview of Hounslow as a borough. The map below shows the Hounslow Borough boundary which is the geographical area to which this local area profile applies.

Figure 1 – Hounslow boundary with Hounslow Heath highlighted for scale

GIS Earthlight

The London Borough of Hounslow is situated in the western area of Outer London and contains five main towns: Hounslow, Brentford, Chiswick, Isleworth, and Feltham. There are a number of smaller centres including Cranford, Heston, Hanworth and Bedfont, each with different characteristics.

Hounslow borders the London Boroughs of Richmond Upon Thames, Hammersmith and Fulham, Ealing, Hillingdon along with Spelthorne District Council of Surrey.

In the 2021 Census, Hounslow's population was estimated at 288,200 and is expected to increase to 309,487 by 2035 as London's population expands and further residential development takes place.

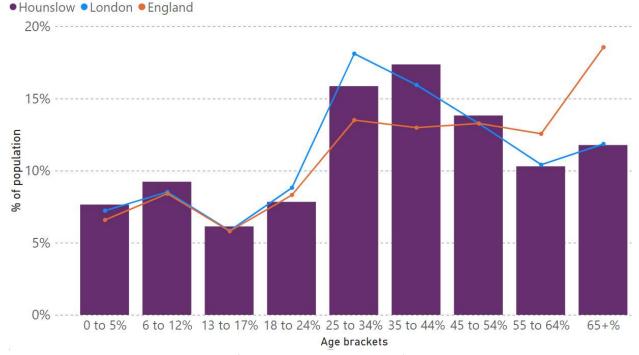
It is the 22nd (out of 32) most dense borough in London and 24th (out of 331) most dense borough in England with 5,148 people per kilometre squared (km²).

Hounslow in total is just under 56 km² in size. Hounslow contains 22 wards each having three councillors other than Brentford East, Brentford West, Hanworth Park and Hounslow East who have two, totalling to 62 councillors for the borough.

Hounslow Heath (marked yellow in above map) is almost a kilometre squared (0.82km²). So the equivalent density would be over 4,000 people living on Hounslow Heath.

Age & sex

Figure 2 – Age bracket comparison of Hounslow against London and England



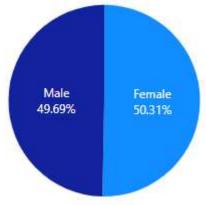
Census 2021 - Age by single year data (aggregated to age brackets)

Hounslow's population consists predominantly of adults aged '35 to 44' (17.4%). Generally, Hounslow does not stray far from London & England's average population sizes in each age bracket.

The main differences are seen in the age brackets of:

- '25 to 34' Hounslow has more than England's average but below London's average
- '35 to 44' Hounslow has more than both geographies
- '55 to 64' and '65+' Hounslow is level with London but much lower than England's average

Figure 3 – Sex makeup of Hounslow



Census 2021 - TS008 Sex tables

Hounslow has slightly more females than males but only a 1,777 difference.

Employment & Salaries

People aged 16 years and over are economically active if, between 15 March and 21 March 2021, they were:

- In employment (an employee or self-employed)
- Unemployed, but looking for work and could start within two weeks
- Unemployed, but waiting to start a job that had been offered and accepted

Economically inactive are those aged 16 years and over who:

- Did not have a job between 15 March to 21 March 2021
- Had not looked for work between 22 February to 21 March 2021
- Could not start work within two weeks this could include students, retired people and those unable to work due to disabilities

Hounslow has 150,604 people classed as being economically active in the borough which makes 70% of people aged 16 to 74. This puts Hounslow just below the median London borough at 16th highest for economic activity out of the 32 London boroughs.

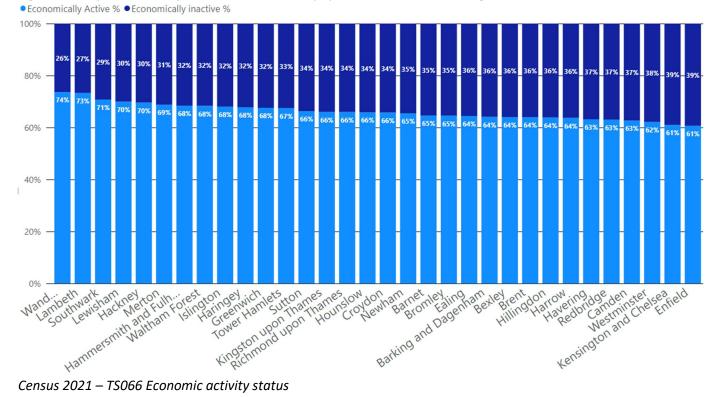


Figure 4 - % of economically active & inactive 16+ population in London boroughs

Census 2021 - TS066 Economic activity status

Hounslow's median weekly gross earning is £595 (salary: £30,940) compared with £646 (£33,592) for London and £533 (£27,716) for the UK².

Table 1 – Universal credit claimants

Region	UC claimants	Population	Claimant population %
Hounslow	36,130	288,200	12.5%
London	927,999	8,799,800	10.5%
England & Wales	5,016,325	56,490,048	8.9%

DWP - People on Universal Credit in December 2022 (Stat-Xplore)

Figure 4 shows 12.5% of Hounslow's population are claiming Universal Credit (UC) which is a higher rate than both London and England & Wales rate.

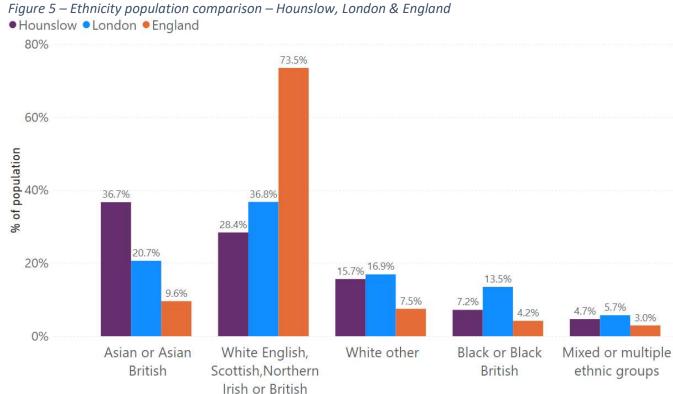
Universal Credit is a payment to help with living costs. It is paid monthly and can be received if the person is employed but on a low income, temporarily out of work or cannot work.

² ONS Annual Survey of Hours and Earnings (ASHE) - Table 8.1a - Weekly gross pay estimates April 2022

Cultural diversity

Hounslow differs from both the London and England average as its highest ethnicity group is 'Asian or Asian British' whereas for London and England it is 'White British'.

This puts Hounslow as the borough with the England's 9th highest % of BAME population (all ethnicities included other than 'White British').



Census 2021 - Population by ethnic group by local authorities in England

Health and social care

Figure 6 – Disability comparison 12% 10% 10.0% % of population 8% 6% 6.9% 6.8% 4% 4.4% 2% 0% Disabled- Activities limited a lot Disabled- Activities limited a Not disabled: Has long term little physical/mental health condition but activities are not limited ■ Hounslow ■ London ■ England

Census 2021 – TS038 Disability by local authority

Hounslow has a disability rate below London & England both when using the equality act definition and without. This puts Hounslow's population of non-disabled and no long term limited health issues at 83.3%.

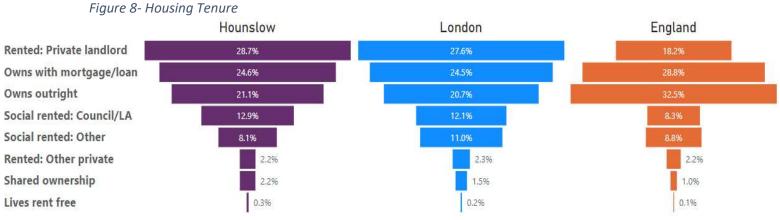
Figure 7 - % of population without a disability or long term health condition 84% 83.3% 82% 81.5% 80% 78% 76% 75.9% 74% 72% **England** Hounslow London

Census 2021 – TS038 Disability by local authority

Statistics here are based on the Equality Act 2010 which states that if you have a physical or mental impairment that has a 'substantial' and 'longterm' negative effect on your ability to do normal daily activities you are classed as disabled.

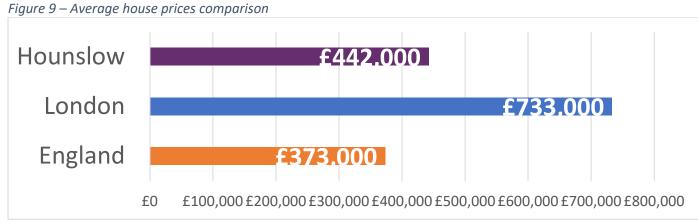
Housing

As we can see from Figure 8 below, Hounslow and London are similar in their Housing tenure percentages. When compared with England, Hounslow has a third fewer households that are owned outright. These households are instead being lived in by renters, both private and social.



Census 2021 - TS054 Housing tenure

Property prices in Hounslow are, as expected, above England's average but far below London's average.



Zoopla housing price data – 12 month average (March 2023)

Social deprivation

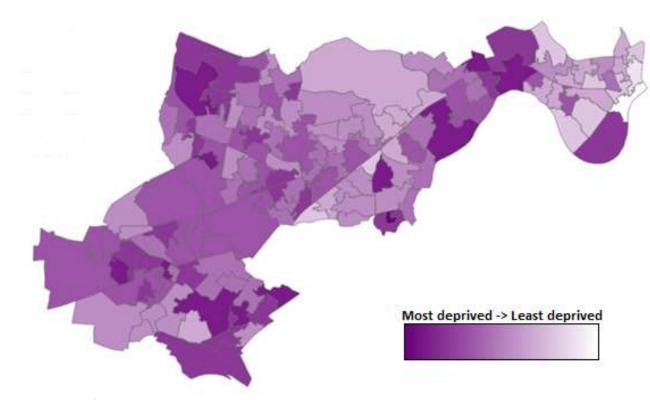
Below is a map of Hounslow's Lower Super Output Areas (LSOAs) coloured by their decile using the English Indices of deprivation 2019.

The data is as an index of various measures such as Income, Employment, Education, Health, Crime, Housing Services and Living Environment. These are used to rank areas on

Lower Super Output Areas are small areas designed to be of a similar population size, with an average of approximately 1,500 residents or 650 households.

their needs and vulnerabilities. Decile 1 is the most deprived decile and 10 would be the least deprived decile.

Figure 10 – Hounslow map of indices of deprivation



The English Indices of Deprivation 2019

In Figure 10 the borough appears darker overall, implying a higher concentration of LSOAs in the lower half of the deprivation scale, with the least deprived areas located in the east. Hounslow has a higher percentage (64%) of LSOAs in the deprived half of deciles (1-5) than London (58.5%), according to Table 2.

Table 2 - Deprivation decile halves

Decile	Hounslow	London	England
1-5 (most deprived half)	64.1%	58.5%	50.0%
6-10 (least deprived half)	35.9%	41.5%	50.0%

The English Indices of Deprivation 2019

Table 3 shows that Hounslow has a higher concentration of LSOAs in the middle of the deprivation scale, with fewer in both the most deprived and least deprived deciles when compared to London and England.

Table 3 – Count of deprivation deciles in Hounslow (Decile 1 = most deprived)

Decile	Hounslow	London	England
1	0.7%	2.2%	10.0%
2	7.7%	14.2%	10.0%
3	14.8%	16.8%	10.0%
4	22.5%	13.7%	10.0%
5	18.3%	11.6%	10.0%
6	19.7%	11.0%	10.0%
7	9.2%	9.0%	10.0%
8	5.6%	8.5%	10.0%
9	0.7%	8.4%	10.0%
10	0.7%	4.5%	10.0%

The English Indices of Deprivation 2019

Education

The 2021 census shows that 41.6% of Hounslow's 16+ population are educated to degree level or equivalent (NVQ Level 4 and above) demonstrated in Figure 11.

This is below the London rate but above the national rate.

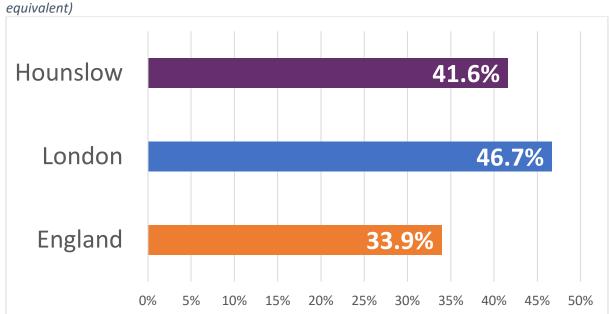


Figure 11 - % of 16+ population with educational attainment of at or above degree (NVQ level 4

Census 2021 – Highest level of qualification TS067

Although Hounslow has a higher rate of population with degree level qualifications than England, it also has more of its population without any qualification.

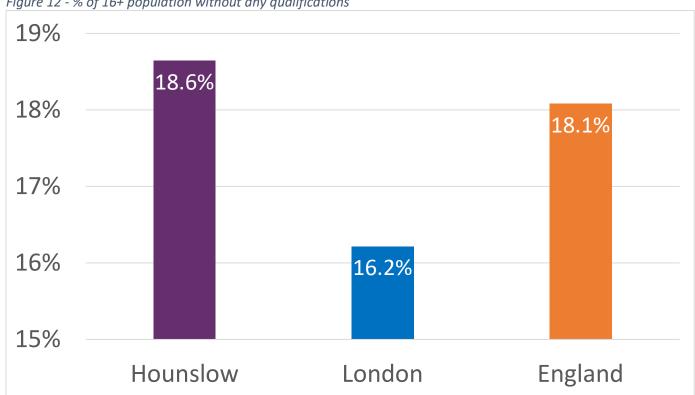
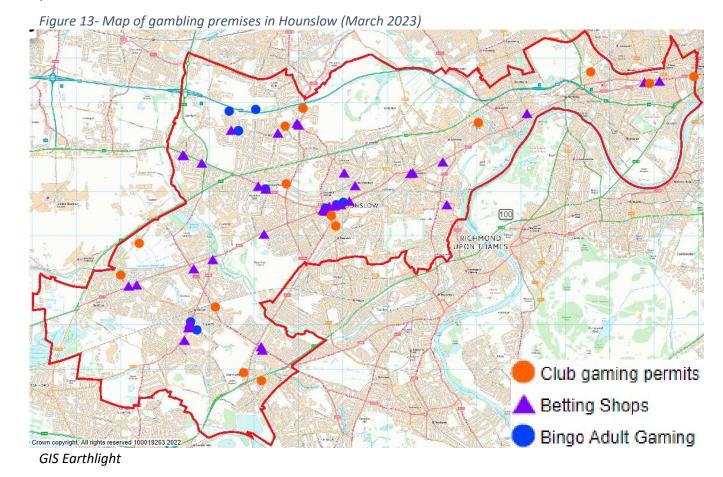


Figure 12 - % of 16+ population without any qualifications

Census 2021 – Highest level of qualification TS067

Gambling Premises in Hounslow

The map below shows the location of Hounslow's existing licensed gambling premises in March 2023.



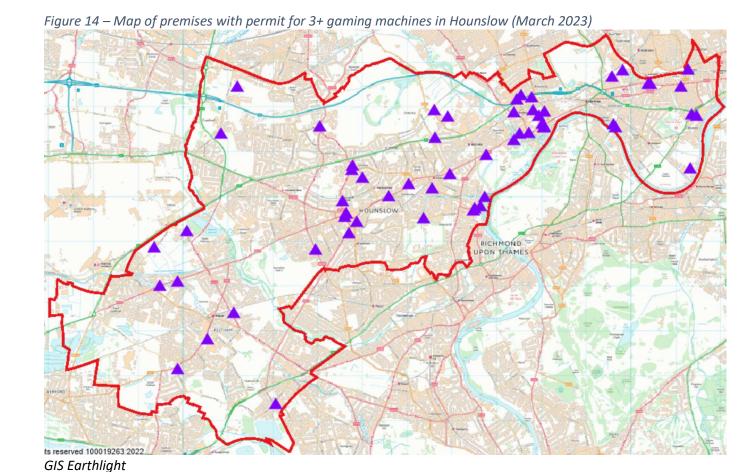
Hounslow council, as of March 2023, has issued

- 14 club gaming permits
- 36 betting shops
- 11 bingo/adult gaming permits

Additionally, there are 59 licensed premises, as depicted in Figure 14, authorised to operate three or more gaming machines. Out of these, 49 establishments are categorised as a pub, bar, or nightclub, which can potentially lead to impaired judgment and an increased likelihood of harm related by gambling.

If you have a premises license for alcohol supply you can automatically provide up to two gaming machines without application.

There will be many more premises with one or two gaming machines that do not require a license.



The Gambling Context

What are gambling-related harms?

Gambling-related harms are defined by the Gambling Commission as the adverse impacts from gambling on the health and wellbeing of individuals, families, communities and society. These harms impact on people's resources, relationships and health.

Negative effects can include loss of employment, debt, crime, breakdown of relationships and deterioration of physical and mental health. At its worst, gambling can contribute to loss of life through suicide.

Harms can be experienced not just by gamblers themselves. They can also affect their children, partners, wider families and social networks, employers, communities and society as a whole.

Who is vulnerable to gambling-related harm?

The Act singles out vulnerable people for 'protection from being harmed or exploited by gambling.' For regulatory purposes, we assume 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.

We have used the Geofutures model to select which themes will be used to identify areas with higher risk of vulnerability to gambling-related harms. These are:

Youth **Demographics Ethnic Groups** Poor Judgement/ Substance abuse problems Learning disabilities **Impairment** Unemployment Financial difficulty/debt Socio-economic Deprivation Homelessness/housing instability factors Poor mental health Gambling premises Other Factors Problem gamblers Recorded crime: drugs, robbery and anti-social behaviour seeking support

Data & Methodology

Which datasets have we used?

Theme: **Demographics**

Risk factor: Youth

Datasets:

- Location of education institutions with students of 13-24 years
- Location of children's and youth clubs and groups
- Location of children's play areas such as playgrounds
- Location of residents aged 10-24 years

Risk factor: Ethnic groups

Dataset:

Number of residents from Asian/Asian British,
 Black/African/Caribbean/Black British ethnic groups, Arab or other ethnic groups

Theme: Poor Judgement / Impairment

Risk factor: <u>People with substance abuse or misuse problems</u>

Datasets:

- Drug and alcohol treatment and recovery centres (including AA meetings)
- Premises providing needle exchange / disposal

Risk factor: People with a learning disability

Dataset:

 The location of day centres/supported & assisted housing for people with a learning disability Theme: Socio-economic Factors

Risk factor: <u>Unemployed people</u>

Datasets:

• Location of Job centres

Risk factor: Deprived Areas

Datasets:

• The location of houses of multiple occupancy

Risk factor: <u>People with financial difficulty and/or debt</u> Datasets:

- Location of payday loan shops
- Location of pawnbrokers
- Location of food banks

Risk factor: <u>Homelessness and housing instability</u> Datasets:

- The location of homeless accommodation
- The location of asylum seekers' hostels & hotels

Risk factor: <u>Deprived areas</u>

Datasets:

- Areas with claimants for Universal Credit (Nov 22)
- Economically active unemployed residents

Theme: Other Factors

Risk factor: <u>Gambling premises</u>

Datasets:

- Betting premises
- Club gaming centres
- Bingo premises
- Location of 3+ gaming machine permits

Risk factor: Locations of recorded crime (Nov 2021 to Oct 2022)

Datasets:

- Drugs
- Robbery
- Anti-social behaviour

Risk factor: <u>People with poor mental health</u>
Datasets:

- The location of doctors' surgeries, hospitals, day centres, counselling, and advice centres
- Mental health cases by GP referral

Risk factor: Problem gamblers seeking treatment

Datasets:

GamCare counselling locations

Dataset weighting

Why weight?

When developing risk indices, it is standard to apply weights to the different component parts of the model. This recognises that the relative importance of each risk factor is not the same and seeks to represent this in the model. Whilst we have a range of different risk factors, they are not all equal in terms of the relative risk attached to each. Therefore, we have developed a weighting scheme and applied it to our final model.

Weighting scheme used

The weighting scheme developed for this project draws on two different domains to assign a relative risk weight to each factor. These are:

- the strength of the empirical evidence and,
- the relative level of gambling harm/problems exhibited by each group.

Looking at the strength of evidence domain first, we have reviewed and assessed the empirical evidence relating to each risk factor. This assessment includes review of both the quantity and quality of the evidence. Whilst we recognise this is subjective, we believe our judgements reflect the existing evidence.

We have translated this assessment of strength of evidence into a scale ranging from 0 to 1, where 0 equals no evidence and 1 equals excellent evidence. The values given to each risk factor on this first domain are shown in Table 4 below, along with a brief justification of the value assigned.

Table 4 – Strength of evidence weighting domain

Risk factor	Value	Explanation
Substance abuse/misuse	1	The evidence base demonstrating the strength of the association between substance misuse/abuse is strong. There is both British based and international data from studies using gold-standard methodologies.
Poor mental health	1	As above, there is both British based and international evidence supporting this, with studies using gold-standard methodologies.
Unemployment	1	As above, there is both British based and international evidence supporting this, with studies using gold-standard methodologies.
Ethnic groups	1	As above, there is both British based and international evidence supporting this, with studies using gold-standard methodologies.
Youth	1	As above, with the addition that youth are singled out for additional regulatory protection in the Gambling Act 2005.
Financial difficulties/debt	0.5	There is emerging evidence of the relationship between financial difficulties and debt and gambling harm. The few British based studies use gold-standard methodologies but this remains to be further explored.

The second domain focuses on the relative levels of risk with problem gambling among each group. This ranking has been produced by examining rates of problem gambling among each group and calculating the extent to which these rates are higher than that of the general population. This is calculated by dividing the estimate for each risk factor by the population average. A score of 0 means

that the rate of problem gambling among this group is the same as the national average, anything above 0 means that problem gambling among this group is x times higher than the national average. Results are shown in Table 5.

Table 5- Relative risk of gambling problems weighting domain

Risk factor	Value	Explanation
Substance abuse/misuse	4.3	This uses the median estimate of problem gambling among those with various substance abuse/misuse disorders from the Adult Psychiatric Morbidity Survey, 2007 (<i>Wardle, 2015a</i>) (3%) divided by 0.7%, the population average recorded in the same dataset.
Poor mental health	4.2	This uses the median estimate of problem gambling among those with various substance abuse/misuse disorders from the Adult Psychiatric Morbidity Survey, 2007 (<i>Wardle, 2015a</i>) (2.95%) divided by 0.7%, the population average recorded in the same dataset
Unemployment	2.0	This uses the problem gambling prevalence estimate among unemployed people reported in the combined Health Survey for England and Scotland report (1.2%) divided by the equivalent population average in that report (0.6%). See Wardle et al, 2014. The problem gambling rates among unemployed people in this report are lower than the BGPS series, which means this may be a conservative estimate.
Ethnic groups	4.0	This uses the median problem gambling prevalence estimate among minority ethnic groups reported in the combined Health Survey for England and Scotland report (2.4%) divided by the equivalent population average in that report (0.6%). See Wardle et al, 2014. The problem gambling rates among minority ethnic groups in this report are lower than the BGPS series, which means this may be a conservative estimate.

Risk factor	Value	Explanation
Youth	2.3	This uses the problem gambling prevalence estimate among young people aged 16-24 reported in the combined Health Survey for England and Scotland report (1.4%) divided by the equivalent population average in that report (0.6%). See Wardle et al, 2014. Problem gambling rates among younger children internationally are believed to be higher than this, meaning that this may be a conservative estimate.
Financial difficulties/debt	2.3	This uses data from the APMS 2007 survey showing problem gambling prevalence rates among those experiencing debt/financial problems and divides this by the population average reported in that study. See Wardle 2015.

Using the two different domains in our weighting scheme, one representing strength of evidence and the other representing relative risk of gambling problems, these were multiplied together to give the final weights for each risk factor.

Then each dataset's final weighting was normalised so that all datapoints land between 0 and 1 using the formula:

$$z_i = (x_i - min(x)) / (max(x) - min(x))$$

where:

- z_i: The ith normalized value in the dataset
- x_i: The ith value in the dataset
- min(x): The minimum value in the dataset
- max(x): The maximum value in the dataset

Mapping methodology

We have chosen to model the input dataset as a surface representation with hotspots rather than distinct area units (e.g. LSOAs or wards). Continuous data surfaces are often easier to perceive and understand by eye and also have statistical analysis benefits as they do not allow for geographical borders to affect the output.

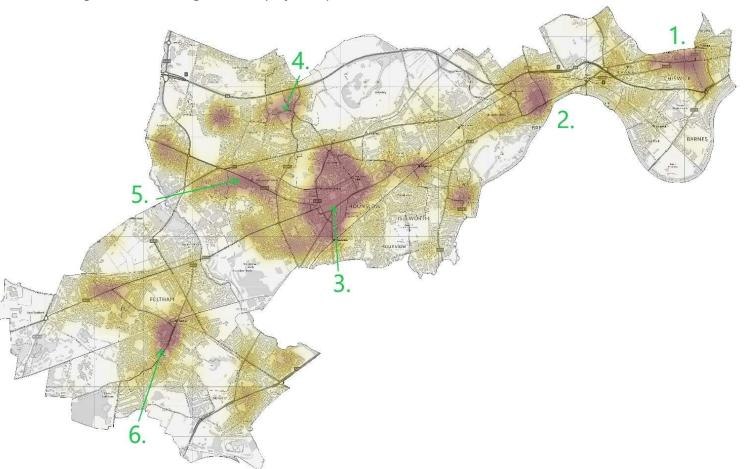
Each datapoint in our dataset was mapped using its co-ordinates (when the data was only available at an area level we used a central position within its geographical boundary) and each co-ordinate had its normalised final weighting attached to it.

Kernel density estimations (KDE), a technique which calculates and visualises the density of activity over a study area, was used to create the hotspots in the map. Each datapoint had a 400m search radius applied (an accepted logical walking distance to local services) with all datapoints in that search radius being summed together to create the hotspot's saturation (i.e. the higher the summed final weighting then the darker the colour).

Gambling Local Area Profile Mapping Results

Gambling risk index map

Figure 15 – Gambling local area profile map



As we can see from the risk index map of the borough there are various hotspots around the borough, six hotspots stand out as having the highest level of risk to gambling-related harms. These areas are:

- Chiswick Gunnersbury/homefields border Hotspot 1
- Brentford/Syon area Hotspot 2
- Hounslow central/high street Hotspot 3
- Heston/Osterley Hotspot 4
- Hounslow west Hotspot 5

Feltham/Hanworth border - Hotspot 6

These will be explored in our deeper dive section below.

Interpreting the results

The models show the risk of gambling-related harm at a given location. **They do not show where problem gambling is occurring**. They are a probabilistic measure of risk to gambling problems among the population, showing where greater numbers of people who are potentially vulnerable to harm are more likely to be.

The measure is also only of 'high' and 'low' risk relative to other places within Hounslow. It would be incorrect to assume that every individual within an area with a high score will be at risk. Even though a certain place may, on average, be at higher risk, not all individuals in that space will be at risk.

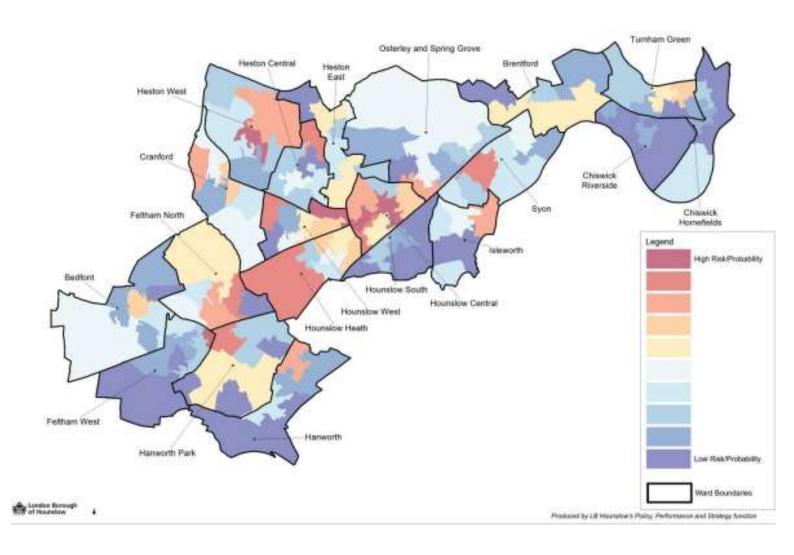
Comparison to previous local area profile

Compared to the previous year's report, this year's report features improved analysis with a finer level of detail by analysing data at a coordinate level rather than at LSOA level. This difference in analysis techniques makes it more challenging to compare findings.

As shown in last year's map (Figure 16), higher levels of risk were observed in the Hounslow central LSOAs, as well as Heston West & Feltham West. This is consistent with the current report's findings (Figure 15).

However, the new report reveals new hotspots including two in the deep dive section below: Chiswick (Hotspot 1) and Brentford/Syon area (Hotspot 2).

Figure 16 – Gambling related harms risk map 2022



Deep dives

Here we will take a deeper look into some of the hotspots within Hounslow to determine the reasons why the area may be more prone to risk of gambling-related harm.

Hotspot 1 - Chiswick Gunnersbury/homefield border



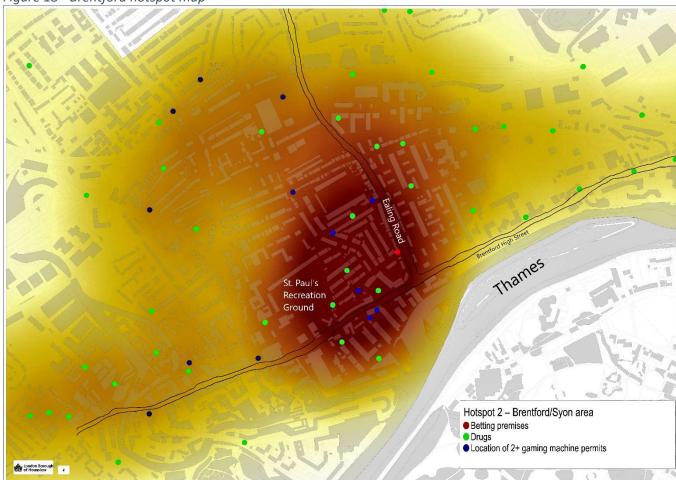
As we can see from the map for this hotspot, the main contributors to gambling-related harm are:

- Location of 2+ gaming machine permits
- The location of houses of multiple occupancy
- Betting premises

The proximity of betting premises along with premises with more than two gaming machine permits along Chiswick High Road has led to this hotspot.

Hotspot 2 – Brentford/Syon area



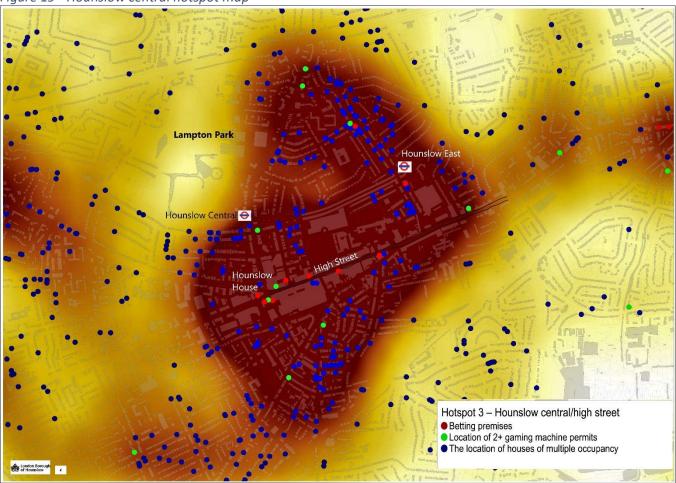


In the Brentford/Syon area the primary factors leading to the hotspot are:

- Location of 2+ gaming machine permits
- Betting premises
- Drug offences

The number of premises with over two gaming machine permits & drug offences are the key reasons why this hotspot has formed.

Figure 19 - Hounslow central hotspot map



From this hotspot map, we can see that the main sources of harm related to gambling are:

- The location of houses of multiple occupancy
- Location of 2+ gaming machine permits
- Betting premises

Along the high street there are many betting shops and premises with more than two gaming machine permits along with a large number of HMOs.

Hotspot 4 – Heston/Osterley

Figure 20- Heston hotspot map



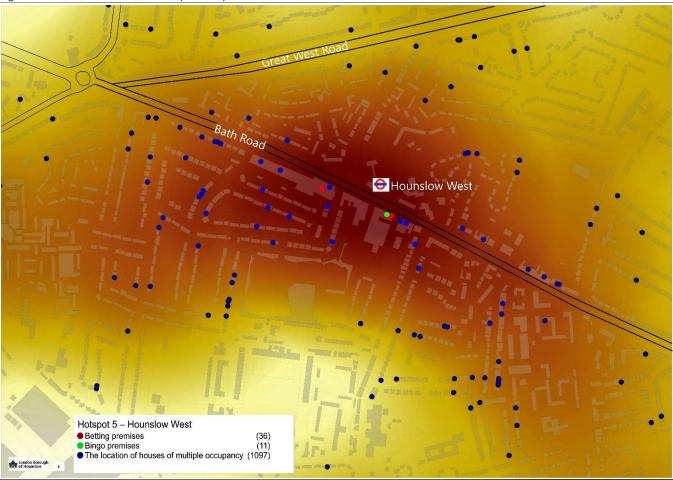
The map for this hotspot illustrates the main factors contributing to gamblingrelated harm are:

- Betting premises
- Location of 2+ gaming machine permits
- Club gaming centres

Although a smaller hotspot, this has been caused by the proximity of six premises where someone could gamble. This small area has a leisure centre, library and four schools in the immediate area.

Hotspot 5 – Hounslow West

Figure 21- Hounslow west hotspot map



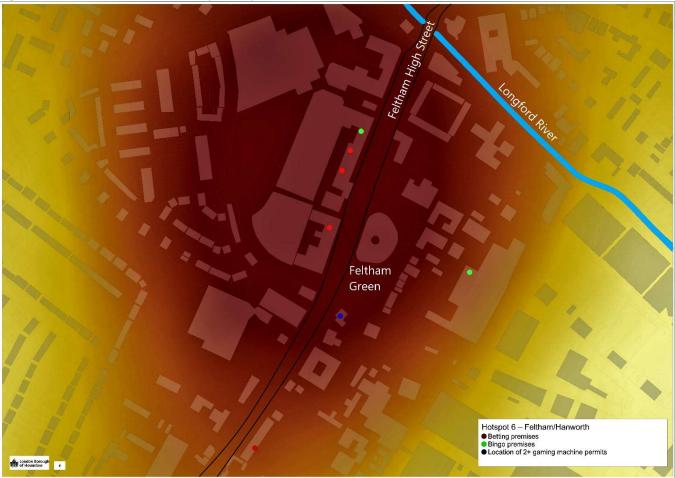
By analysing this hotspot, it is apparent that the most significant drivers of harm related to gambling are:

- Betting premises
- The location of houses of multiple occupancy
- Bingo premises

The main causes for this hotspot are three gambling premises on Bath road which are surrounded by a large number of HMOs.

Hotspot 6 – Feltham/Hanworth

Figure 22 - Feltham/Hanworth hotspot map



When reviewing this hotspot, the primary contributors to harm related to gambling are:

- Betting premises
- Bingo premises
- Location of 2+ gaming machine permits

Here we can see this hotspot has been caused due to the amount of gambling establishments along the high street in quick succession.