Global Gambling Control Scorecard (GGCS):
User Guide

Version 1: November 2025

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Background

The **Global Gambling Control Scorecard (GGCS)** is a tool designed to assess the strength of gambling control systems across countries. It focuses on mapping policy responses that are embedded in legislation, policy, and/or mandatory regulations to compare national gambling control frameworks. This represents a crucial first step in identifying gaps and comparing policy and legislative infrastructures between countries. Currently, the GGCS focuses on European countries, with additional funding, we hope to extend it to other regions.

Importantly, the GGCS does **not** evaluate the degree of implementation or efficacy of each policy response. Instead, it focuses on understanding what measures are embedded in existing policy frameworks as a first step. However, we hope that future iterations of the GGCS will incorporate assessments of the efficacy of policy responses as the GGCS develops.

The GGCS is intended to be a live document, with data updated as legislation changes. The information presented here is based on policy up to **01.10.2025**. We are keen to get feedback and to receive updates from individual countries.

By **gambling control**, we refer to a range of policy measures aimed at protecting individuals from the health and other harms associated with gambling.

GGCS development

The GGCS codes information according to seven different domains. The individual metrics included in the GGCS were devised based on the following:

- a) two-round e-Delphi study with 36 gambling harm prevention stakeholders from around the globe; 24 of whom were from high-income countries and 12 from low and middle-income countries;

- b) review of evidence of gambling harm prevention measures efficacy conducted as part of the Lancet Public Health Commission on Gambling;

- c) mirroring data about gambling disorder treatment collected by the WHO as part of their *GLOBAL SURVEY ON PROGRESS ON SDG HEALTH TARGET 3.5*

Seven domains included within the GGCS are:

1. Legal status of gambling & Regulatory Regime

2. Actions to prevent illegal/unlicensed gambling

3. Policies to prevent gambling harms; multi-sectoral policies

4. Use of effective prevention measures; availability of treatment

5. Effective regulatory controls (legal powers; prescriptive vs voluntary regulation)

6. Systems for monitoring harms

7. Methods of funding for harm prevention.

How to use this guide

This guide is intended to help users understand the types of information included at each question. It outlines key definitions and provides guidance on what should and should not be considered when responding.

The response options provided for each question are not always ordinal. That is, higher scores do not necessarily indicate stronger or better performance. In some cases, response categories are nominal, distinguishing between different policy or regulatory arrangements across jurisdictions.

If a question is not applicable to a particular country or jurisdiction, a score of **-1** should be used to indicate this.

Generally, we have focused on coding policies that exist at the national or federal level. However, many countries have (partly or fully) devolved gambling legislation and regulation. In this instance, we have applied the following rules:

1. Code national-level legislation first. If it contains relevant legal provisions, assign a relevant score and proceed to the next question.

2. If no evidence of such provisions at the national level is found, code the legislation of the largest regions that together represent at least 60% of the country's population. The final score should reflect the predominant trend observed across the selected regions. For example, in Italy, the coding would need to be done for Lombardy(17% of the national population), Lazio (9.7%), Campania (9.5%), Veneto (8.2%), Sicily (8.2%), and Emilia-Romagna (7.5%). We appreciate that this is not exact, but this approach has been taken to balance the need to gain some understanding of the general principles across a nation and the time it takes to comprehensively code regional/devolved policies.

The same coding principle has been applied to other sectoral policies (Domain 3), where responsibility is devolved to sub-national jurisdictions.

In the sections that follow, we outline the exact questions within each domain, the coding instructions we used, and any notes or considerations on definitions or data coding.

For any questions regarding the GGCS, please contact:
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Domain 1: Legal status of gambling & Regulatory Regime

This domain addresses the legal status of gambling products, regulatory frameworks, and key financial indicators such as gross gambling yield (GGY) and regulators' budgets.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
1.1 Is legislation/policy for gambling primarily at national/federal level?		No (i.e., gambling legislation is primarily at the state/province level) → Score 1 (see p.2-3 of this codebook on how to code countries with devolved legislation) Yes → Score 2
1.2 Any legal gambling at all?	Legal gambling is defined as gambling activities that are permitted and regulated by law within a specific jurisdiction. The legal market can be organised in different ways, through licensing regimes and/or through monopoly systems. All are included within our definition of legal gambling.	No → Score 1 (indicate in comments whether gambling is explicitly banned or unregulated) Yes, lotteries only → Score 2 Yes, lotteries and at least one other type of gambling → Score 3

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	We ask about unregulated gambling in the next question.	
1.3 *What is the legal status of each of these types of gambling in the country?*	We ask this question for 10 broad types of gambling, differentiating between land-based and online gambling. We use the following definitions: *Illegal or black markets*. Gambling activities that are prohibited by law (e.g., so-called underground poker clubs, or unlicensed land-based or online gambling provision). […] *Grey markets:* The European Commission makes a distinction between so-called black and grey market operators. Grey market (also referred to as offshore) is represented by those operators who, although licensed in one or more European Economic Area member states, provide gambling opportunities to customers in other member states without those states'	**Lottery, including scratch cards (online and land-based):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Casinos (land-based):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Sports betting/other betting (land-based):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Horse/other animal racing (land-based)** Legal → Score 1 Unregulated/illegal or grey → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	specific authorisation. Both the black and grey markets pose risks to consumers and undermine a given state's ability to regulate online gambling markets. *Unregulated market:* an umbrella term used by the International Association of Gaming Regulators which includes the illegal/black market as well as grey/offshore markets.	**Electronic Gambling Machines (land-based):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Bingo (land-based):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Casino games (online, including slots and poker):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Sports betting/other betting (online):** Legal → Score 1 Unregulated/illegal or grey → Score 2 **Horse/other animal racing (online)** Legal → Score 1 Unregulated/illegal or grey → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
		Bingo (online): Legal → Score 1 Unregulated/illegal or grey → Score 2
1.4 *What is the regulatory regime for each of these types of gambling in the country?*	We ask this question for 10 broad types of gambling. The commercial gambling is provided through different systems. The first is *multiple licensing systems* (i.e. more than one license can be granted for the same type of gambling activity within a jurisdiction). The second is where governments themselves control the provision of gambling. This might be through a *state-controlled monopoly* system. Our definition of a state-controlled monopoly also includes cases when the government authorises private operators to provide	**Lottery (online and land-based):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Casinos (land-based**) Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Sports betting/other betting (land-based):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	gambling _on behalf_ of the state (e.g. lottery in Germany).	**Horse/other animal racing (land-based):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Electronic Gambling Machines (land-based):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Bingo (land-based):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Casino games (online, including slots and poker):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
		Sports betting/other betting (online): Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Horse/other animal racing (online):** Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2 **Bingo (online**): Multiple licenses → Score 1 State-controlled monopoly or single license → Score 2
1.5 Size of Gross Gambling Yield/Revenue across all forms of gambling in the last available accounting period, i.e. financial year.	Gross Gambling Yield (GGY) is defined as the amounts staked by customers minus winnings paid to them. GGY is the term used by the Gambling Commission in the UK. In other countries, Gross Gambling Revenue (GGR) may be used as an alternative term.	Record number in local currency and in US$, according to the DEC alternative conversion factor (first two columns) (https://wdi.worldbank.org/table/4.16) Note the reporting period.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Where to look for data on GGY (in order of priority): 1. Regulator's web-site. 2. National gambling associations 3. European Gaming & Betting Association https://www.egba.eu/about-us/ (for EU) and other regional analogues. 4. Any other sources (academic publications; policy papers; media; etc.)	
1.6 Does the country have a dedicated regulator or a government department with primary regulatory responsibility?	Regulation for gambling may either be the responsibility of a separate regulatory entity or may be housed within existing government departments. Regulatory provision can range from one or two members of staff with primary responsibility for gambling regulation to an entire organisation or department. If there is anyone within the country with primary responsibility for gambling regulation, code yes at this question.	Yes → Score 1 and record name of agency performing the role of the regulator No → Score 2 and go to 2.1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
1.7 What was the total budget available to the gambling regulator/department with regulatory responsibility for gambling?	Regulator's budget is understood here as <u>operating expenditure.</u> Where to look for data (in order of priority): 1. Regulator's web-site. 2. Gambling acts. 3. Any other sources (academic publications; policy papers; media; etc.)	Record data available → record number in local currency and in US$, DEC alternative conversion factor (first two columns) (<u>https://wdi.worldbank.org/table/4.16</u>) Note the reporting period.

Domain 2: Prevention of illegal/unregulated gambling

In this section of the GGCS, we examine the policies and regulations designed to minimise or manage unregulated gambling. We include only those measures that are explicitly set out in law or mandated through regulatory action.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
2.1 Does the country have any specific policies to minimize and manage unregulated (illegal and/or offshore) gambling?	We use the following definitions: *Illegal or black markets*. Gambling activities that are prohibited by law (e.g., so-called underground poker clubs, or unlicensed land-based or online gambling provision). […] *Grey markets:* The European Commission makes a distinction between so-called black and grey market operators, black representing operators who provide unlicensed betting and gaming opportunities from EU or non-EU countries, and grey (also referred to as the offshore market) representing those operators who, although licensed in one or more European Economic Area member states, provide gambling opportunities to customers in other member states without those states' specific authorisation. Both the black and grey markets pose risks to consumers and	No → Score 0, go to 3.1 Yes → Score 1, go to 2.2.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	undermine a given state's ability to regulate online gambling markets. *Unregulated market:* an umbrella term used by the International Association of Gaming Regulators which includes the illegal/black market as well as grey/offshore markets.	
2.2 Are the following actions to prevent illegal/unregulated gambling covered by the legislation or regulations: *1) website blocking;* *2) payment blocking;* *3) enforcing fines on illegal/unregulated operators for targeting the population with ads, etc?*	In this question, we focus specifically on <u>what is covered in the legislation or regulations – not the actual practice.</u> We use the following definitions: *Website blocking:* A legal or regulatory measure that obliges internet service providers or other intermediaries to restrict user access to specified online domains, URLs, or IP addresses, with the purpose of preventing access to gambling services that are not licensed or authorised within the jurisdiction.	No to all → Score 0 Yes, some → Score 1 Yes, all → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Payment blocking: A legal or regulatory measure that requires financial institutions, payment processors, or other intermediaries to prevent, suspend, or refuse transactions between customers and gambling operators that are not licensed or authorised within the jurisdiction. *Enforcing fines on illegal/unregulated operators:* A legal or regulatory measure that enables authorities to impose financial penalties or other enforceable sanctions on gambling operators who are not licensed or authorised within the jurisdiction, particularly when such operators actively target the domestic population (e.g. through advertising, marketing, or promotional activities). We recognise that in some countries regulatory practice may be more advanced than the legislation, and that existing laws and regulations may be poorly implemented or not implemented at all. However, this is not the focus of this question.	

Domain 3: Policies to prevent gambling harms; multi-sectoral policies

This domain assesses the extent to which gambling harms are recognised across relevant policy areas and the degree to which these policies include recommendations or measures aimed at minimising or reducing such harms.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
3.1 Is gambling harm recognized in gambling legislation/policy?	We use the following definitions: *Gambling harms*: the adverse effects from gambling on the health and wellbeing of individuals, families, communities, and society. Gambling harms extend beyond gambling disorder (see below) and include a wide range of harms (financial, physical and mental health, relational, etc.), which affect many people in addition to individuals who gamble. *Gambling disorder*: a recognised disorder in the two major classifications of mental and behavioural disorders—the ICD-11 and the American Psychiatric Association's Diagnostic and Statistics Manual-5 (DSM-5). The DSM-5 states that gambling disorder is identified by a pattern of repeated and ongoing betting and wagering that continues despite creating	No → Score 0 Yes, policy mentions risk of addiction/gambling disorder and includes some measures (e.g., self-exclusion, signposting to treatment; warning messages) to address them → Score 1 Yes, policy recognises the risk of gambling harms (e.g. recognition of financial harms, health harms, harms to others etc) alongside addiction and gambling disorder and includes more comprehensive measures to address them → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	multiple problems in several areas of an individual's life. The ICD-11 states that gambling disorder is characterised by a pattern of persistent or recurrent gambling behaviour, manifested by impaired control over gambling (eg, onset, frequency, intensity, duration, termination, context), increasing priority given to gambling to the extent that gambling takes precedence over other life interests and daily activities, and continuation or escalation of gambling despite the occurrence of negative consequences. The pattern of gambling behaviour might be continuous or episodic and recurrent. The pattern of gambling behaviour results in substantial distress or impairments to personal, familial, social, educational, occupational, or other important areas of functioning. We are interested in whether gambling harms, beyond gambling disorder or addiction, are recognised in policy and the whether specific measures are included to address these harms.	

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
3.2 Is gambling harm and/or gambling included in any national strategies to improve mental health?	Some (but not all) countries have national strategies to improve mental health. Gambling is known to impact mental health in a variety of ways, with gambling disorder being recognised as a behavioural addiction. We are interested in whether gambling is included within national strategies aimed at improving mental health. Where gambling is included within national mental health strategies, we are keen to understand if specific recommendations relating to gambling are also included or not.	No policy or policy expired more than 12 months ago → Score -1 (not applicable) Policy exists, but no focus on gambling → Score 0 Policy exists and gambling mentioned but no specific policy actions/recommendations → Score 1 Policy exists and focus on gambling and specific actions/recommendations included → Score 2
3.3 Is gambling harm and/or gambling included in any national strategy to prevent addiction?	Some (but not all) countries have national addiction strategies. These can be strategies for specific addictions, like drugs or alcohol, or targeting a range of addictions. Gambling disorder is known to co-occur with other addictions	No policy or policy expired more than 12 months ago → Score -1 (not applicable) Policies (cross-addictions or for individual addictions, e.g. alcohol, drugs, etc.) exists, but no focus on gambling → Score 0

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	and gambling disorder itself is recognised as a behavioural addiction. We are interested in whether gambling is included within national addiction strategies. Where gambling is included within national addiction strategies, we are keen to understand if specific recommendations relating to gambling are also included or not.	Policies exists and gambling mentioned but no specific policy actions/recommendations → Score 1 Policies exist and focus on gambling and specific actions/recommendations included → Score 2
3.4 Is gambling harm and/or gambling included in any national strategy to prevent suicide?	Some (but not all) countries have national suicide prevention strategies. Gambling disorder is strongly associated with suicidality. We are interested in whether gambling is included within national suicide prevention strategies. Where gambling is included within national suicide prevention strategies, we are keen to understand if specific recommendations	No policy or policy expired more than 12 months ago → Score -1 (not applicable) Policy exists, but no focus on gambling → Score 0 Policy exists and gambling mentioned but no specific policy actions/recommendations → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	relating to gambling are also included or not.	Policy exists and focus on gambling and specific actions/recommendations included → Score 2
3.5 *Is gambling harm and/or gambling included in any national strategies focused on prevention of financial harms (indebtedness; loss of savings and pensions) and/or improvement of financial literacy in the population*	Some (but not all) countries have national suicide regarding the prevention of financial harms and/or improvement of financial literacy. Gambling disorder is strongly associated with financial harms. We are interested in whether gambling is included within national strategies around prevention of financial harms and/or financial literacy. Where gambling is included within such strategies, we are keen to understand if specific recommendations relating to gambling are also included or not.	No policy or policy expired more than 12 months ago → Score -1 (not applicable) Policy exists, but no focus on gambling → Score 0 Policy exists and gambling mentioned but no specific policy actions/recommendations → Score 1 Policy exists and focus on gambling and specific actions/recommendations included → Score 2
3.6 *Does the national gambling harm prevention strategy/plan include*	We want to understand if countries have a national gambling harm prevention strategy.	No, there is no national strategy/plan on gambling harm prevention or it expired more than 12 months ago → Score 0

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
clear evidence of multisectoral approach? OR is there a standalone national multisectoral strategy/plan on gambling harm prevention?	If they do, we are interested in whether a multi-sectoral approach to gambling harms prevention is taken or not. A multi-sectoral approach to policy means engagement with one or more government sectors outside the sector which has primary responsibility for gambling. For example, in Great Britain, policy responsibility is held by the Department of Culture Media and Sport (DCMS). A multi-sectoral approach in this context means engagement with departments outside of DCMS. A multisectoral approach is one in which multi-stakeholder engagement takes place and action is across different sectors.	Yes, there is a strategy/plan, but no evidence of multisectoral approach → Score 1 Yes, there is a strategy/plan with clear evidence of multisectoral approach → Score 2

Domain 4: Specific gambling control actions

In this domain, we want to explore the extent to which certain measures aimed at preventing gambling harm have been put in place. As before, we are interested in the extent to which these measures are written into law or into mandatory regulatory policy.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
4.1. Is there a minimum Legal age limit for gambling?	We are interested in the extent to which there are legal age limits for all gambling products legally available within a country. The legal age limit may vary depending on the product (for example, some countries have a lower legal age limit for lotteries than for other gambling products). Some countries also set legal age limits for certain products but not for others. In this question, we use the term age of majority, which means the age at which a person is granted by law the rights (such as the ability to sue) and responsibilities (such as liability under contract) of an adult; it is also called full age. Note: The age of majority is set by statute in most states at 18. The age at which a person may perform various acts—such as legally drink alcoholic beverages or make a valid will—does not necessarily correspond to the age of majority.	No → Score 0 Yes, but not for all products **and/or** below the age of majority for some products → Score 1 Yes, **at/or** above the age of majority for all products → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
4.1.1 Are there mandatory age verification policies to prevent underage gambling in land-based venues?	Age verification policies can vary. They may include mandatory requirements for ID verification checks prior to gambling, or they may include "Think 25" or "Think 21" policies, whereby ID is checked only if a person is suspected to be under that age. ID-based verification refers to any system in which ID is checked for everyone prior to gambling (e.g., membership systems).	No age verification procedures in place → Score 0 Age verification procedures not requiring universal ID-based verification (e.g. staff trained in 'Think 25' policy; test purchasing) only → Score 1 ID-based verification, possibly supplemented by other age verification procedures → Score 2
4.1.2 Are there mandatory age verification policies to prevent underage gambling online?	Different countries have different systems for online verification and identification. The gold standard is where officially issued identification (national identity cards, driving licences, passports, etc.) is used to automatically verify the age of the customer.	Non-existent or by self-declaration → Score 0 Any non-ID-based methods of verification (e.g. facial estimation; behavioural profiling; cross-platform authentication; etc.) OR ID-based verification where operators allow for a time period between registration and sending in a copy of your id (where no electronic ID is available) → Score 1

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Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
		ID-based verification, possibly supplemented by other age verification procedures → Score 2
4.2 Are there any policies restricting gambling advertising?	A coding framework from a paper on gambling advertisement regulation developed by the project team (VM; HW; DU; forthcoming in *International Gambling Studies*) has been adopted in this question. The framework consists of two parts. **Step 1:** The restrictions on gambling advertising are first to be coded across eight domains: 1. Content of advertising • *Few*: fewer than five specific content restrictions. • *Several*: five or more content restrictions. 2. Target audiences	Allowed, no restrictions → Score 0 Allowed, with some restrictions → Score 1 Allowed, with greater restrictions → Score 2 Allowed, but approaching near full ban → Score 3 Full ban → 4

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores

	• Restrictions on exposure of minors or vulnerable groups.
	
	3. Channels/media
	
	  • Prohibitions or restrictions on where ads can appear (e.g. TV, radio, print, online).
	
	4. Timing
	
	  • Time-based restrictions on when ads can be broadcast or displayed.
	
	5. Objects of advertising
	
	  • Restrictions on what can be promoted (e.g. bonuses, inducements, loans, links).
	
	6. Sponsorship
	
	  • Rules on gambling sponsorship of events, teams, venues, or individuals.
	
	7. Online and direct advertising
	
	  • Controls on digital, social media, and direct-to-consumer marketing (e.g. email, SMS).
	
	8. Harm-prevention measures	

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	• Mandatory inclusion of health warnings, helpline details, or responsible gambling messages. **Step 2:** General principle • Allowed, with some restrictions: some restrictions in 4 or less of the eight domains. • Allowed, with greater restrictions: restrictions in 5-6 domains. • Allowed, but approaching near full ban: strong restrictions across 7-8 domains. • Full ban: prohibitions across all domains.	
4.3.1 Is there a national policy or action plan for developing treatment services for gambling	We use the following definitions: *Policy*: defines a national vision, values, principles, and objectives for gambling disorder treatment.	No → Score 0 Yes → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
disorders in the country?	*Action plan*: specifies detailed strategies, programs, or activities to develop and implement treatment services for gambling disorders. Note: This question corresponds directly to the WHO Survey Module on Addictive Behaviours: Gambling and follows its definitions for national policy and action plan.	
4.3.2 Are there specialized treatment services for people with gambling disorder in the country?	Treatment services specifically designed for individuals with gambling disorder include: • Helplines, outpatient clinics, counselling centres, or inpatient programs that focus on gambling disorder. • Dedicated programs within broader mental health or addiction treatment services that specifically address gambling-related problems.	NO, specialized treatment services are not provided in any geographic area of the country → Score 0 NO, but treatment is provided in specialized health care settings for substance use disorders → Score 1 NO, but treatment is provided in mental health care settings → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Note: This question corresponds directly to the WHO Survey Module on Addictive Behaviours: Gambling and follows its definitions for national policy and action plan	YES, specialized treatment services for gambling disorder are available, but only in very few institutions and largely not accessible to most people in need → Score 3 YES, specialized treatment services for gambling disorder are available in the country for most of those in need → Score 4
4.3.3 How do the majority of people in need pay for treatment of gambling in the country?	There are different health care systems across Europe, which can influence the costs of treatment for gambling disorder. In some countries, gambling may not be covered under health insurance or within national health systems, requiring people pay themselves for treatment. In other countries accessing services may require a small co-payment (e.g. 10 euro in Germany). This information may not be stated explicitly in gambling-specific policy documents or academic publications, but may be discussed in more generic publications on access to healthcare services in a specific country (e.g. in health insurance policies,	- Persons pay mostly (≥50%) or entirely out of pocket for service → Score 0 - Persons pay at least 20%, but less than a half towards the cost of service → Score 1 - Persons pay, but less than 20% towards the cost of service → Score 2 - Persons pay nothing at the point of service use (fully insured/covered) → Score 3

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	etc.). To answer this question accurately may require consulting these wider sources.	
4.4 Is there a self-exclusion registry for <u>online</u> gambling?	(Self-)exclusion is a mechanism that may be used by players themselves or by their relatives to block their access to online gambling outlets. This mechanism could be operator-specific (i.e. people only exclude with that operator) or centralised (usually regulator-controlled). Inclusion into a centralised self-exclusion registry means that the player is prevented from accessing any legal online gambling operators in a jurisdiction for a set time period.	No legally mandated self-exclusion mechanisms for online gambling → Score 0 Legally mandated self-exclusion mechanisms for online gambling, but operator-specific → Score 1 Legally mandated centralised self-exclusion registry for online gambling → Score 2
4.5. Are there national level public health campaigns aimed at raising awareness on gambling harms/risks of gambling ?	We are interested in whether there are national/federal public health campaigns to raise awareness of gambling harms. We are interested only in campaigns that are independent from the gambling industry (and charities or third sector organisations which are funded by the industry).	No evidence or evidence of only industry-funded campaigns in the past three years → Score 0 National publicly funded awareness raising campaign in the past three years → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Do not include campaigns which operate at local or regional level only.	
4.6 Are there national training programmes and/or guidelines for health and social care professionals on the identification of and management of gambling harms?	This is about early identification/screening for gambling harms within health and social care settings. Only national <u>government-approved</u> guidelines/training programmes are to be included. The National Institute for Health and Care Excellence (NICE) guidelines in Great Britain are good example of such guidelines <https://www.nice.org.uk/guidance/ng248>	No, or only industry-funded training programmes/guidelines → Score 0 Yes, independent (of gambling industry influence/funding) training/guidelines available → Score 1
4.7 Are there national guidelines/standards of treatment and care specifically for gambling disorder in the country?	In contrast to 4.6, this is about treatment for gambling disorder. As in 4.6 only national <u>government-approved</u> guidelines/training programmes are to be included. NICE guidelines cover also treatment, so the UK would score 1 also on 4.7 <https://www.nice.org.uk/guidance/ng248>	No → Score 0 Yes, national guidelines/standards of treatment and care for gambling disorder available → Score 1
4.8 Are there legal provisions that limit	We are interested in policies that either: • prohibit certain types of gambling venues within a jurisdiction; or	No → Score 0 Yes, for one type of venues (e.g. casinos only) → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
the number of gambling venues?	• restrict certain types of gambling venues to specific locations (e.g. casinos in resorts only); or • establish specific caps on the number of particular types of gambling venues permitted in a jurisdiction; or • explicitly grant local governments/ authorities the power to restrict the number of specific types of gambling venues.	Yes, for two or more types of venues (e.g. casinos, slot machine halls, etc.) → Score 2
4.9 Are there legally mandated limits on the total number of EGMs in a country?	This question concerns laws or mandatory regulatory policies that establish a cap on the total number of Electronic Gambling Machines (EGMs) permitted within a country. Legally mandated limits may take the form of: • A national-level cap on the total number of EGMs; or • A combination of an overall limit on the number of EGM venues (see Question 4.8) and a maximum number of EGMs permitted per venue (e.g., as implemented in Poland).	No → Score 0 Yes → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Note: This question does not concern lower or upper limits applied solely at the venue level (i.e., per-location restrictions).	
4.10 Are there legally mandated limits on speed and intensity of gambling products?	Here we are interested in laws or mandatory regulatory policy which set restrictions on the speed or intensity of game play (for example, the speed of spin cycles on Electronic Gambling Machines; parallel play/split screens etc).	No → Score 0 Yes → Score 1
4.11 Are there legal provisions regarding the location of gambling venues in relation to at-risk populations?	Definitions of at-risk populations, or populations at risk of gambling harms, may vary between countries. Most commonly, minors are included under this category, but it can also encompass other vulnerable groups, e.g., self-excluded individuals, people with mental disabilities, etc.	No → Score 0 Yes → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	We are interested in broad legal or regulatory provisions that either: • Include measures or guidance on restricting the location of gambling venues to protect at-risk populations (e.g., requirements that venues not be situated closer than X meters to schools); or • Explicitly grant local governments/ authorities the power to regulate or restrict the placement of gambling venues to protect at-risk populations.	
4.12 Are there legally mandated smoking bans at gambling locations?	To help answer this question: check (in order of priority): 1. National smoke-free legislation, ensuring there are no exemptions and/or allowances for smoking rooms for gambling venues; 2. Specific Gambling Acts; 3. Specific regulatory policies.	No → Score 0 Yes (including if country has smokefree legislation) → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
4.13 Is the availability of alcohol restricted at gambling venues?	Gambling is available in a range of venues, some where gambling is the main purpose of the venue (like casinos, bookmakers, slot parlours) and others where gambling machines are secondary to the main purpose (like restaurants and bars). For this question, we are only interested in venues where gambling is the primary purpose. Please code whether these venues have any legal restrictions on the provision of alcohol.	No → Score 0 In some, but not all gambling locations → Score 1 Restricted in all gambling locations → Score 2
4.14 Is mandatory limit-setting on <u>online</u> gambling expenditure available for applicable products?	In this question, we are interested whether at least one type of mandatory monetary limit is legally mandated for gambling products in the jurisdiction. Mandatory in this context means that the limit is not optional: players are either required by law to set such a limit themselves, or limits are applied automatically at a centralized or operator level. In both cases, players do not have the option to opt out or bypass the limit.	No (including voluntary only) → Score 0 Yes, but only operator-specific and for some applicable products → Score 1 Yes, only operator-specific, but for all or most applicable products → Score 2 Yes, centralised for at least one applicable product → Score 3

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	Monetary limits include: 1. Loss limits – restrictions on total losses over a given period. 2. Deposit limits – restrictions on the amount a player can deposit over a given period. 3. Wagering limits – restrictions on individual bets or wagers. In addition, this category also captures the level at which the limit is enforced: o Operator level – limits are set and monitored by the individual gambling operator. o Centralized/state-controlled level – limits are set and monitored by a regulatory authority at the state or national level.	Yes, centralised for all applicable products → Score 4
4.15 Is mandatory limit-setting on the amount of time spent on <u>online</u> gambling available for applicable products?	Mandatory time limits require that a player must set a limit on the amount of time they are willing to spend gambling before gameplay can begin.	No (including voluntary only) → Score 0 Yes, operator-specific → Score 1 Yes, centralised time limits → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	This is not a voluntary prompt — players cannot start gambling until a time limit has been established.	
	Time limits are particularly relevant for immersive gambling products (e.g., online slots), but are generally less applicable to lotteries, sports betting, or other event-based products.	
	This question assesses how the time limit is enforced:	
	• Operator level: The limit is set and monitored by the individual gambling operator.	
	• Centralized/state-controlled level: The limit is set and monitored by a regulatory authority or centralized system at the state or national level.	
	Note: Waiting times or cooling-off periods (e.g., mandatory one-minute breaks between sessions) do not count as time limits and should therefore score 0.	
4.16 Are there legally mandated	User tracking technology could be utilised to reduce gambling harms. Algorithms are	No → Score 0

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
interventions based on user tracking for applicable online gambling products?	applied to detect emerging gambling patterns indicative of harm and, once detected, players are alerted to the potential for harm and ways to avoid this.	Yes, but no official guidance on how these should be implemented → Score 1 Yes, and the regulator has issued guidance or rules on how these should be implemented → Score 2

Domain 5: Effective regulatory controls (legal powers; prescriptive vs voluntary regulation)

This domain looks at the range and powers of the regulator in each county.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
5.1. What is the legally defined remit and power of the regulator?	We are interested in the different ways in which gambling regulation is legally mandated. This can vary from regulatory responsibility being spread across different government departments to having a centralised regulator. We are also interested in the degree of independence the regulator has to conduct its activities. The level of regulatory independence is assessed based on the extent of the regulator's embeddedness in other agencies, such as through budgetary control, staffing, or decision-making authority. In states with a federal structure, where regulatory powers may be divided between different levels of government (e.g., federal vs. state in Germany), code for the gambling regulator at the national or federal level.	No legally empowered regulator (no regulator mentioned in gambling legislation) → Score 0 Regulation of gambling spread across different departments with separate responsibilities (no central responsibility) → Score 1 Gambling regulator exists as a separate unit with legally defined remit and power, but it is embedded in the government ministry/agency → Score 2 Jurisdiction has an independent (not embedded into a government department/ministry) regulator for all gambling with powers defined in legislation → Score 3

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Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
5.2 Does the regulator have the legal right to suspend and revoke licenses?	We are interested in whether, with due process, the regulator has the right to suspend and revoke licenses.	Not a licensing system → Score -1 (not applicable) No → Score 0 Yes → Score 1
5.3. Does the legislation include specific provision for funding the gambling regulator?	There are four commonly used models of funding gambling regulators: 1. Funding from state budget 2. Funding from license fees 3. Fines as a (partial) source of funding. 4. Performance-based funding (at least for top managers) Most countries will rely on some form of a combination of budget-based and license fee-based funding. By 'specific provision' in this question, we refer to provisions that ensure relative 'stability' of funding stream for the regulator,	No → Score 0 Yes → Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	i.e. coming either from license fees or from the state budget. In the absence of such provisions, the inclusion of the regulator's budget into the annual budget (which in some countries has the status of the law) *only* would Score 0.	
5.4.1 To what extent are there prescriptive/rules-based regulation for advertising and marketing?	Rules governing what is and is not permitted in relation to advertising and marketing can be expressed in different ways. A prescriptive or rules-based approach means that the regulator or legislator explicitly defines what is allowed and what is prohibited, and then oversees the industry's adherence through a rules-based compliance process. Alternatively, self-regulatory approaches rely on the industry to establish and enforce its own rules, typically based on internal risk assessments. Some countries adopt a mixed model, applying rules-based regulation to	No mandatory legislation/regulation for advertising/marketing → Score 0 A mix of mandatory legislation and voluntary agreements with industry → Score 1 Fully mandatory legislation/regulation for advertising/marketing → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
	certain aspects of advertising and marketing, while using self-regulatory mechanisms for others.	
5.4.2 To what extent are there prescriptive/rules-based regulations or policies on game design to minimise risk of gambling harms?	Rules governing what is and is not permitted in relation to game design can be expressed in different ways. A prescriptive or rules-based approach means that the regulator or legislator explicitly defines what is allowed and what is prohibited, and then oversees the industry's adherence through a rules-based compliance process. Alternatively, self-regulatory approaches rely on the industry to set its own rules based on internal risk assessments. Some countries adopt a mixed model, combining rules-based regulation for certain aspects of game design with self-regulatory practices for others.	No mandatory legislation/regulatory policy on game design to minimise risk of harms → Score 0 Some legislation/regulatory policy on some aspects of game design to minimise risk of harms → Score 1 Comprehensive legislation/regulatory policy on most aspects of game design to minimise risk of harms → Score 2

Domain 6: Systems for monitoring harms

This domain considers the degree to which mechanisms for monitoring and surveillance of gambling harms are established and publicly reported in each country

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
6.1 Is prevalence data on gambling behaviours, gambling harms and gambling disorder and gambling behaviours among children and young people available? This could be through a specific gambling survey or through inclusion of questions on gambling other national surveys.	By regular and representative data, we refer here to national surveys which use random probability sampling. Countries taking part in ESPAD survey https://www.espad.org/organisation-contacts would automatically score 2 on this question.	No prevalence data → Score 0 Some prevalence data available, but not regular and/or not representative → Score 1 Regular (at least every 5 years) representative data of the national population → Score 2
6.2 Is prevalence data on gambling behaviours, gambling harms and gambling disorder and gambling behaviours among adults	By regular and representative data, we refer here to national surveys which use random probability sampling methods.	No prevalence data →Score 0 Some prevalence data available, but not regular and/or not representative →Score 1

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
available? This could be through a specific gambling survey or through inclusion of questions on gambling other national surveys.		Regular (at least every 5 years) representative data of the national population → Score 2
6.3 Statistics on size, consumption and trends of gambling industry	Industry statistics may include, but are not limited to Gross Gambling Yield (GGY); GGY broken down by product types; number of gambling operators; number of land-based premises. Gambling operators have access to vast amounts of user data, and several European countries (e.g. Finland, Switzerland) have made it mandatory for the operators to provide their data to the public. Our definition of 'public' includes researchers.	No industry statistics available → Score 0 Some selected industry statistics available (e.g. on the regulator's web-site) → Score 1 Legally mandated provision of industry data to the public → Score 2

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
6.4. Are there policy provisions in place for monitoring the effectiveness of the national gambling harm prevention strategy or action plan?	A national gambling harm prevention strategy or action plan refers to a formally adopted policy document or coordinated set of measures developed by government authorities (alone or in collaboration with regulators, health agencies, or civil society) that sets out objectives, priorities, and actions to reduce gambling harms at the population level. For the purposes of this analysis, we do not distinguish between primary, secondary, and tertiary prevention measures; all types of preventive or harm-reduction activities are considered part of such a strategy or plan. Note that jurisdictions in which monitoring and evaluation of gambling harm prevention measures is mandated in law (e.g. Germany) would automatically score 2.	No state-mandated/funded gambling harm prevention (GHP) strategy/action plan or it has expired → Score 0 There is national gambling GHP strategy/action plan, but there are no provisions for its systematic monitoring and evaluation → Score 1 National GHP strategy/action plan includes provisions on monitoring and evaluating its effectiveness → Score 2

Domain 7: Funding for gambling harm prevention and treatment

The seventh domain of the scorecard covers a single parameter: the way in which gambling harm prevention, treatment, and support are funded.

Sub-dimension/Main code	Code definition / Background notes	Coding categories / Scores
7.1 Gambling harm prevention, treatment and support funded via earmarked public funding (collected either via a levy on gambling industry turnover or profits OR via general taxation)	The focus here is whether there is evidence of funding being **earmarked**, designated or ring-fenced. What constitutes evidence of earmarking: • Portion of a levy/tax on gambling industry allocated to gambling harm prevention, treatment and support (e.g. UK); • Centralised dedicated funds for gambling-harm prevention, treatment, and support (e.g. *Fund for Pathological Gambling (GAP)* that operated in Italy between 2016 and 2024).	No evidence of any funding, general or earmarked → 0 Some evidence of publicly funded activities, but no earmarking mechanisms in place → Score 1 Yes, earmarked funding → Score 2