

The Lancet Public Health Commission on Gambling

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Appendix A: Contributions to the Commission

Commissioners

Chairs: Heather Wardle, Louisa Degenhardt and Shekhar Saxena were invited by the editor of Lancet Public Health to form a Commission on Gambling.

Commissioners: The Chairs were responsible for identifying and recruiting Commissioners. The aim was to recruit a multi-disciplinary group of Commissioners with a range of substantive expertise. The Chairs saw the Commission as an opportunity to mix experts on gambling with a broader range of public health professionals, including those with experience in managing other addictive behaviours and unhealthy commodity industries. We wanted to achieve an equitable split on gender and to achieve good representation from LMICs.

A summary of Commissioners' areas of expertise and regional experience is shown in Figure A1.

Figure A1: Commissioner attributes

Commissioner	Gambling expertise	Public health/closely related area	High income country	Low Middle income country
Christopher Bunn	•	•		•
Charles Livingstone	•	•	•	
Virve Marionneau	•	•	•	
Vladimir Poznyak		•	•	
Jianchao Quan		•	•	
Jürgen Rehm		•	•	
Gerda Reith	•	•	•	
Angela Rintoul	•	•	•	
Manoj Sharma		•		•
Jeremy Shiffman		•	•	
Malcolm Sparrow		•	•	
Kristiana Siste		•		•
Rachel Volberg	•		•	
Joana Salifu Yendork		•		•

The Commission recognises that we could have benefited from greater engagement with those in LMICs, especially as we lacked representation from South America despite significant efforts to engage colleagues in South America for this project.

Whilst all Commissioners take joint ownership of the full and final report, smaller sub-groups took the lead in preparing initial drafts of particular sections, as follow:

Public Health: Angela Rintoul, Charles Livingstone, Jianchao Quan

Commercial Determinants of Health: Gerda Reith, Charles Livingstone, Virve Marionneau, Heather Wardle, Shekhar Saxena

Epidemiology of Gambling harms: Louisa Degenhardt, Lucy Tran, Jürgen Rehm, Rachel Volberg, Heather Wardle, Virve Marionneau

Global policy cycles: Virve Marionneau, Daria Ukhova, Heather Wardle, Malcolm Sparrow

Supporting staff: The work of Commissioners was supported by staff—namely Daria Ukhova, Blair Biggar, Viktorija Kesaite, Lucy Tran and Samantha College—from the National Drug and Alcohol Research Centre (NDARC), University of New South Wales and the University of Glasgow.

Funding: Supporting staff based at the University of Glasgow were funded by the Wellcome Trust through a Humanities and Social Science Fellowship granted to Heather Wardle (grant no: 20036). The National Drug and Alcohol Research Centre (NDARC) is supported by funding from the Australian Government Department of Health under their Drug and Alcohol Program. The views expressed in this publication do not necessarily represent the position of the Australian Government. Louisa Degenhardt and Michael Farrell are funded by an Australian National Health and Medical Research Council (NHMRC) Program grant (grant number APP1150078). Lucy Tran is supported by an NHMRC Postgraduate Scholarship (RG212107) and an NDARC Higher Degree Research Scholarship. Louisa Degenhardt is supported by an Australian National Health and Medical Research Council (NHMRC) Senior Principal Research Fellowship (APP1135991) and an NHMRC Investigator Grant (APP2016825). All Commissioners donated their time in kind. Renumeration for lived experience contributors was made via the Lord Kelvin Adam Smith fellowship funds from the University of Glasgow, awarded to Heather Wardle.

People with lived experience of gambling

To support the work of the Commission, we recruited nine lived experience contributors (5 male, 4 female). These contributors were known to existing lived experience networks across the UK, Australia, America, Northern Europe and Africa. One contributor contacted the lead author (Heather Wardle) directly after reading the announcement of the Commission in the *Lancet Public Health* journal, in January 2021.

The main role of the lived experience contributors was to tell the Commission about their experiences of gambling and gambling harms, so these powerful and personal accounts could be reflected within the Commission report. We were particularly keen to understand the longer-term effects that gambling had had upon them, as well as the impact on family and friends. Selected contributions are presented in Panels 10 and 11 of the Commission report. We offered all contributors the opportunity to review our recommendations.

Our interactions with lived experience contributors were subject to Ethics approval, which was granted by the University of Glasgow College of Social Science Ethics Committee (Ref number: 400210091). Whilst our engagement with these contributors did not constitute an in-depth qualitative study in its own right, we nevertheless treated and analysed the data emerging from interviews using established best practices for qualitative research methods. With interviewees' permission, we recorded and transcribed our conversations, and then used thematic analysis to help identify and select quotes most relevant to the subject areas covered by the Commission¹⁻³.

We also conducted two workshops with a total of 11 people (distinct from our lived-experience contributors) who had been harmed by gambling (either their own gambling, or the gambling of

others) in order to understand their perspectives and preferences regarding choice of language to be used when reporting their experiences. Two participants were women and nine were men. Participants were given £80 for their participation. All were UK-based.

Whilst participants used a variety of terms or phrases to self-identify, as a group they agreed that each individual with lived experience has the right to frame their experiences in language that is most comfortable to them. However, it was also agreed that when third parties describe experiences of gambling harms they should use the most universally acceptable descriptions, avoiding stigmatizing terms such as “problem-gambler,” “pathological gambler” or “addict.” The Commission report uses preferred person-centered language throughout (e.g., “people who gamble”, “people who suffer gambling harms”, “people who suffer gambling disorder”, etc.). Workshop participants stressed that using the right language to describe the experience of those harmed by gambling was important for them at a personal level, but also important for developing a better public understanding of these issues.

Appendix B: Glossary

Gambling products

Betting on races – Placing bets on the outcomes of horse, or in some jurisdictions, greyhound races. Betting on races is provided by bookmaking or tote organisations. The most common types of horse races consist of trotting and gallop⁴.

Bingo – A random numbers game in which players select numbers on a number card. Numbers are then randomly called. Players cross correct numbers from their cards. Prizes are won by forming patterns. Bingo is offered by charities and by commercial operators⁵.

Casino table games – In casinos, table games refer to products such as blackjack, craps, roulette, poker, and baccarat. These games are played on a table and operated by dealers⁶. In many jurisdictions, live dealers have been replaced by ‘e-tables’ (electronic table games) which may feature screen projection of a digital croupier. In some jurisdictions, e-tables are defined as EGMs (electronic gambling machines) rather than table games⁷.

Cryptocurrency gambling / trading – Cryptocurrencies are block-chain technology-based digital coins that can be used as tokens for gambling. Cryptocurrencies can be traded on exchanges as investment instruments, but they are extremely volatile.⁸ Crypto markets are available 24 hours a day.

Daily fantasy sports – Fantasy sports is a game product in which players pick sports teams and earn points according to how their team performs. Daily fantasy sports is an extension of fantasy sports. Betting is based on a single match or tournament rather than across an entire season⁹.

Electronic gambling machines (EGMs) – EGM is a general term used for different types of high-intensity electronic gambling machines. EGMs use random number generators. Most commonly, EGMs emulate traditional slot machines, with players attempting to get winning symbol combinations on virtual reels. However, EGMs can emulate a broader variety of games. EGMs may be stand-alone machines or bound together in a larger network¹⁰.

Esports betting – Bets are placed on competitive electronic games played by others. Esports covers a variety of competitions and leagues across different game titles. Betting opportunities on Esports events is typically provided by commercial gambling companies⁹.

In-play betting – In-play betting, or live action betting, is a sports betting product enabling placing of bets whilst a match is underway. By contrast with fixed-odds betting, where bets are made prior to the match, in-play betting offers multiple betting opportunities during the course of a live event¹¹.

Instant games – Instant games refers to gambling products and activities where payouts are provided instantly. These include products such as scratch-cards, instant draw games and instant lottery games.

Loot boxes – Loot boxes are ‘treasure chests’ within electronic games. They can be opened with real money or in-game money, and they contain game item prizes of varying values. In some games, these items can be further traded. The mechanics of loot boxes come very close to chance-based gambling⁹.

Lotteries – Lotteries take several forms. Progressive-prize lotteries, with a jackpot that accumulates over time, are the most common. Jackpots can grow to be very large, while the odds of winning are extremely low. Winning numbers are typically drawn weekly or bi-weekly. Fixed-price lotteries have smaller jackpots but higher odds of winning, and usually run on a daily basis. Scratch cards can also be categorised as a type of lottery (see scratch cards)¹².

Mobile gambling – A generic term for gambling on different products that takes place via a mobile device (phone) typically using apps.

Online casino gambling – A generic term for a variety of online casino-type gambling formats, including online EGMs and online table games.

Online gambling – A generic term for a variety of online gambling formats. Online gambling can take place via computer or mobile device.

Scratch cards – Scratch cards are also known as instant-win tickets. They have highly variable payout amounts and odds. Payouts are provided instantly.¹² Scratch cards can also be provided online where the mechanics increasingly resemble those of online EGMs¹³.

Skin betting – Skin betting, or skin gambling, involves trading on skins in electronic gaming. Skins are decorative items which players can use to customise their weapons or characters in-game. Some skins are more valuable than others within gaming communities. Skins can be traded and sold in secondary marketplaces, but there are also gambling websites on which skins can be used as items of value for placing bets (e.g., when betting on sports or esports)⁹.

Slots – Traditionally the term slots, or slot-machines, described mechanical gambling machines with a slot for coins and a three-reel design, operated by pulling a handle at the side of the machine¹⁰. With the advent of EGMs, the term “slots” is now used almost interchangeably with “EGMs”.

Social casino games – Social casino games replicate casino games, including table games and EGMs, but are played for virtual currency. They incorporate characteristics from social gaming, including leader boards and share functions. They are called ‘social’ because these products were originally embedded in social media platforms⁹.

Sports betting – Sports betting consists of placing a wager on one or more sporting events. The bet can be placed on the final outcome of the event, but also on the occurrence or non-occurrence of intermediate or component events (for example, goal scoring). Betting on sports can take place in relation to a single match, or across season-long competitions¹⁴.

Monetary terms

Gambling yield – Gross gambling yield, or gross gambling revenue, is the gambling revenue companies raise net of winnings paid out to players.

In-game currency – Video games have their own currencies that can be used to purchase in-game items. In-game currencies can be purchased directly with money, but they cannot be converted back without a secondary exchange market that charges a fee or a commission¹⁵.

Tokens – Tokens are a form of currency that can be used for gambling. Instead of wagering money, players wager tokens or points¹⁶. Cryptocurrencies can also be defined as tokens.

Wager – A wager, a bet, or a stake, is a sum of money or item of value that is risked on an uncertain event.

Appendix C: Technical and methodological description of policy framing analysis

Background

As part of the Lancet Public Health Commission on Gambling, we conducted an international analysis of approaches to gambling legislation and regulation. Full methodological details of the policy and regulatory analysis are given in Ukhova et al.¹⁷ Details of how we conducted our review of legislative framings, building on the methods set out by Ukhova et al.¹⁷, are presented below.

Eligibility

We identified jurisdictions that had implemented major legislative change for gambling between 2018 and October 2023. Major legislative change was defined as the legalisation or ban of one or more types of gambling products and/or modes of their provision (online/offline). The starting point (2018) was chosen because this year marked the beginning of a shift towards framing gambling as a global public health issue. In 2018, WHO categorised gambling disorder within the 11th revision of the International Classification of Diseases under substance use and related disorders, recognising similarities with other addiction disorders for which public health perspectives and responses are relevant. Reviewing policies from 2018 onwards also provides a focus on recent trends, especially among jurisdictions permitting gambling for the first time.

Jurisdictions where major policy change was proposed but was not yet ratified and passed into law were not included in our study.

Where federal level policy was not available (United States of America, India, Argentina, Kenya, and Canada), we analysed major changes in policy at state and regional levels instead.

Identification of eligible jurisdictions

We started with the 33 jurisdictions identified by Ukhova et al.¹⁷ as experiencing major legislative change between 2018 and 2021, and then updated our search to include jurisdictions with major legislative change between 2021 and October 2023. Our search process replicated that used in Ukhova et al.¹⁷ The first step was to identify all jurisdictions with major policy change using the VIXIO Gambling Compliance database. The VIXIO database tracks global gambling markets and regulations. The provisional list generated was then validated through systematic web searching to verify the information and determine eligibility for the study. The preliminary list was also checked with subject matter experts in each region. This process was undertaken by VM, DU, and HW, and the determination of whether a jurisdiction experienced major legislative change or not was double coded. Cases where coders disagreed were discussed and resolved.

Identification of relevant policies:

Through this process we generated a list of 80 jurisdictions/states which had implemented major legislative change for gambling between 2018 and October 2023, of which 73 legalised and eight prohibited some form of gambling. Florida both legalised and prohibited different forms of gambling. See Table A1 for a listing of jurisdictions and the types of legislative change.

Region	Country	Legalised some form of gambling	Prohibited some form of gambling
Europe	Albania	No	Yes
	Kosovo	No	Yes
	Belarus	Yes	No
	Ukraine	Yes	No
	Germany	Yes	No
	Hungary	Yes	No
	Netherlands	Yes	No
	Sweden	Yes	No
	Switzerland	Yes	No
Asia	Andhara Pradesh (India)	No	Yes
	Bangladesh	No	Yes
	Goa (India)	No	Yes
	Tamil Nadu (India)	No	Yes
	Cambodia	Yes	No
	Japan	Yes	No
	Kyrgyzstan	Yes	No
	Madhya Pradesh (India)	Yes	No
	Meghalaya (India)	Yes	No
	South Korea	Yes	No
	Myanmar	Yes	No
	Uzbekistan	Yes	No
	Vietnam	Yes	No
	Botswana	Yes	No
Africa	Cote d'Ivoire	Yes	No
	Angola	Yes	No
	Gabon	Yes	No
	Kenya (Nairobi only)	Yes	No
	Tanzania	Yes	No
	Ecuador	Yes	No
Central and South America	El Salvador	Yes	No
	Brazil	Yes	No
	Buenos Aires (Argentina)	Yes	No
	Cordoba (Argentina)	Yes	No
	Costa Rica	Yes	No
	Panama	Yes	No
	Peru	Yes	No
	Mendoza (Argentina)	Yes	No
	Trinidad & Tobago	Yes	No
	Venezuela	Yes	No
North America	Paraguay	No	Yes
	Ontario (Canada)	Yes	No
	Arizona	Yes	No
	Arkansas	Yes	No
	Colorado	Yes	No
	Connecticut	Yes	No
	Delaware	Yes	No
	Florida	Yes	Yes
	Illinois	Yes	No
	Indiana	Yes	No
	Iowa	Yes	No
	Kansas	Yes	No
	Kentucky	Yes	No
	Louisiana	Yes	No
	Maine	Yes	No
	Maryland	Yes	No
	Massachusetts	Yes	No
	Michigan	Yes	No
	Mississippi	Yes	No
	Montana	Yes	No
	Nebraska	Yes	No
	New Hampshire	Yes	No
	New Jersey	Yes	No
	New Mexico	Yes	No
	New York	Yes	No
	North Carolina	Yes	No
	North Dakota	Yes	No
	Ohio	Yes	No
	Oregon	Yes	No
	Pennsylvania	Yes	No
	Rhode Island	Yes	No
	South Dakota	Yes	No
	Tennessee	Yes	No
	Vermont	Yes	No
	Virginia	Yes	No
	Washington	Yes	No
	Washington DC	Yes	No
	West Virginia	Yes	No
	Wisconsin	Yes	No
	Wyoming	Yes	No
	Utah	No	Yes

Table A1: list of jurisdictions/states included in the analysis, by type of legislative change.

For each jurisdiction on our final list, we then searched government databases and websites to identify the relevant policy documents. To ensure comparability across cases, we examined both primary and secondary gambling-related legislation, including regulations which specifically addressed gambling-related harms. Temporary regulations introduced during the COVID-19 pandemic were excluded from the analysis. Collectively, we searched and coded documents in English, French, German, Italian, Portuguese, Russian, Spanish, Swedish, and Ukrainian. In jurisdictions where an English translation was not available (e.g., Albania, Cambodia, Japan, Kosovo, the Netherlands, Hungary and Vietnam), searches, coding, and analysis were conducted jointly with colleagues recommended by co-chairs of the Lancet Public Health Commission on Gambling. For South Korea we relied on google translate to perform the document translations.

Coding

Types of policy documents coded

All legislative texts were read in full to extract their policy framing. In most legislative texts, a short introductory paragraph clearly sets out why the legislation was needed. Some texts include longer explanations citing evidence and consultation process undertaken. The location of any policy framing within the texts varied.

The legislative texts included in the analysis, in order of priority, were:

- (1) Primary and secondary legislation. If this did not contain a policy framing, then:
- (2) Regulatory codes. If this did not contain a policy framing then a “no frame” code was assigned for that jurisdiction.

If policy documents (1) or (2) referred to prior legislation for their framing, we included that prior legislation in our review. A listing of the policy documents analysed is shown in **Table A3** below.

Development of coding categories

Our analysis of policy documents revealed a range of policy framings employed. We originally grouped these into five broad domains relating to:

- Health
- Consumer protection
- Preventing Crime
- Economic motivations
- Other

After some initial testing, we subsequently created a more detailed coding matrix and added additional categories, namely *sports integrity*, *equality*, and *religious reasons*. The final codes used were:

1. *Protecting health of populations* (public health-oriented rationales)
2. *Preventing addiction / gambling disorder* (related to preventing individual-level addictive disorder or protecting specific vulnerable populations)
3. *Consumer protection* (related to offering safer gambling options)
4. *Preventing illegal gambling* (related to offering a legal alternative to illegal gambling)
5. *Promoting transparency / game integrity* (related to preventing rigged or fraudulent gambling offers)
6. *Crime prevention / anti-money laundering* (related to preventing other gambling-related crime, such as money-laundering or corruption)

7. *Revenue generation – general* (raising revenue for state budget or other generic purpose)
8. *Revenue generation – earmarked* (raising revenue for specific causes, such as social policy, charitable initiatives, or sports)
9. *Economic growth / tourism* (related to boosting the local economy, creating employment, or supporting tourism)
10. *Sports integrity* (related to preventing match-fixing)
11. *Equality* (related to equality between gambling sectors, providers, or players – providing equal opportunities to gamble or to provide gambling products)
12. *Religious rationales* (related to religious grounds, used to justify bans on gambling)
13. *Other*

Final coding and data extraction

We divided the list of jurisdictions by language capabilities within our team. All identified policy documents were read in full by two team members to identify any passages that pertained to policy framing. Where this was evident, the relevant data was extracted and recorded against the coding matrix. Excerpts of the relevant policy text were entered into a Framework analysis document using Excel. Framework analysis organises data into a matrix, where rows represent cases and columns represent codes, with each cell containing a summary of any relevant data.¹⁸ Such a matrix provides a structure to systematically reduce data in order to allow efficient comparisons by case and by code. Cases, in this instance, comprise jurisdictions and any related codes drawn from our final list of 13 thematic frames. The Framework analytical approach is particularly useful for more pragmatic and policy-orientated research.¹⁸ It allowed us to compare framing motivations by jurisdiction and the way these frames are expressed across different jurisdictions.

All data extraction and entry into the framework analysis was checked by a second team member and any differences of opinion discussed and resolved.

Once the Framework analysis document was populated, the qualitative data within it was used to generate numeric data showing whether a jurisdiction mentioned any of the 13 thematic framings as a policy motivation or not (coded as 1 if mentioned, and 0 if not). A code of 1 was assigned irrespective of the level of specificity pertinent to each theme. This numeric dataset was exported into STATA (version 14) along with additional variables summarising the number of different policy frames used and identifying which of the five aggregate framing themes (see **Figure A2** below) were represented.

Legislative Rationales	Thematic Codes
Potential for addiction/gambling disorder	Health
Protection of public health	
Consumer protection	Integrity/consumer protection
Gambling integrity, transparency and fairness	
Sporting integrity protection	
Reducing/eliminating unlicensed/black market provision	Crime
Crime prevention and anti-money laundering	
Revenue raising – general	Revenue
Revenue raising – earmarked	
Economic growth (including tourism)	
Equality of opportunity	Other
Religious rationales	
Other	

Figure A2: Coding groups

Analysis

The data was further analysed qualitatively and quantitatively. Qualitative approaches looked at the level of specificity and detail given to each noted policy frame, the wording used, and the extent to which multiple or competing frames were deployed along with the relative level of priority assigned to each.

Quantitative analysis included counts of framing devices employed across all jurisdictions, and calculation of the mean and variance of number of frames used. We used bi-variate analysis and Chi-Squared tests to examine whether the use of broad framing categories varied by region (defined as Europe; Asia; Africa; Central and South America and North America). These results are summarised in **Figures A3-A6** below.

Fig A3: Motivations for legislative change, 2018-2023, by region: integrity and consumer protection reasons.

Source: Legislative coding by region: Appendix C, pp 15-18

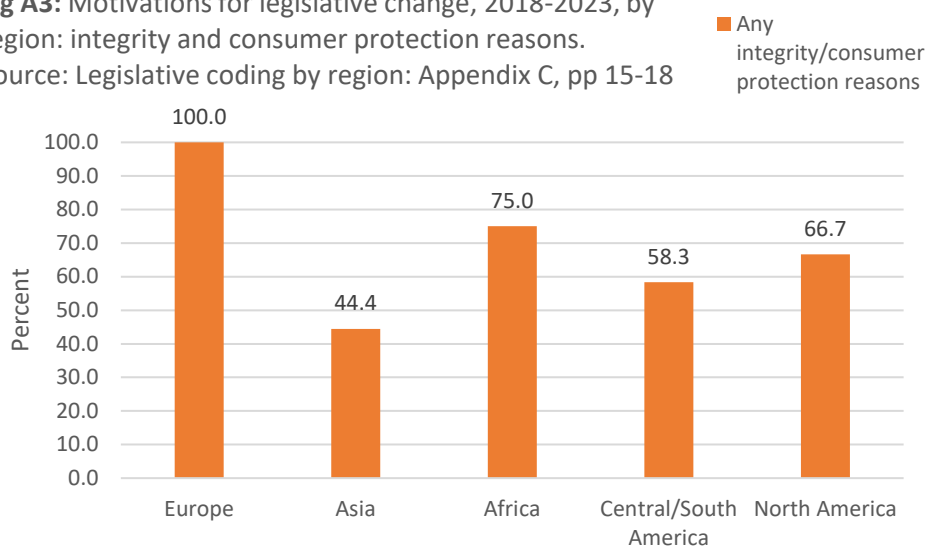


Fig A4: Motivations for legislative change, 2018-2023, by region: health reasons.

Source: Legislative coding by region: Appendix C, pp 15-18

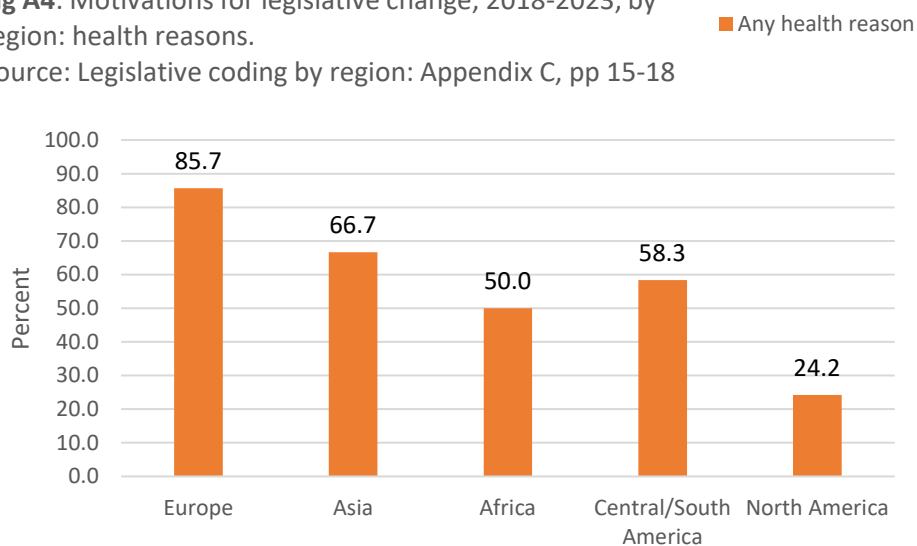


Fig A5: Motivations for legislative change, 2018-2023, by region: crime reasons.

Source: Legislative coding by region: Appendix C, pp 15-18

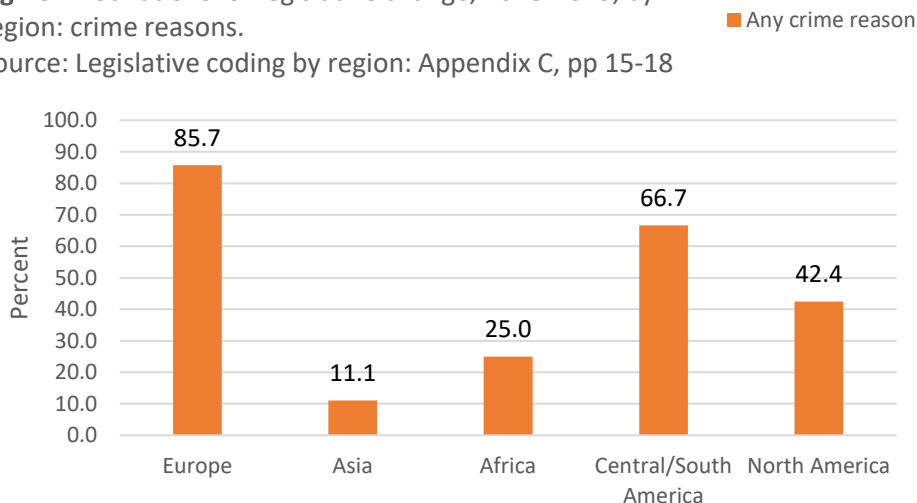
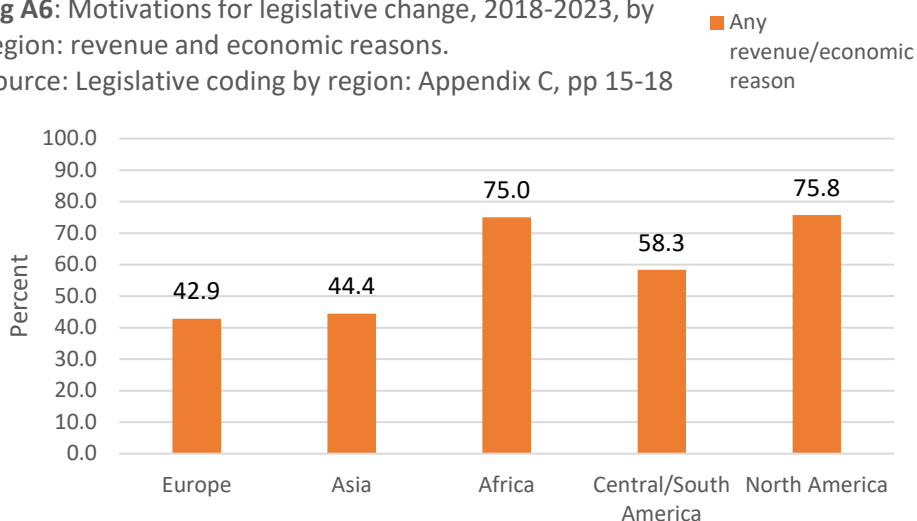


Fig A6: Motivations for legislative change, 2018-2023, by region: revenue and economic reasons.

Source: Legislative coding by region: Appendix C, pp 15-18



We analysed co-occurrence of policy framings using a chord diagram. A chord diagram uses a circular layout to display connections (edges) between framings (nodes). The width of the arch between two nodes is proportional to the importance of the connection (or flow) between the nodes. The chord diagram was generated using Microsoft Power BI. The full dataset underlying the chord diagram is available in **Table A2**.

Table A2: Final coding for legislative framing

	Addiction prevent- ion	Protect public health	Consumer protection	Preven- ting illegal provision	Transpare -ncy & integrity	Crime prevent- ion, AML	Revenue generat- ion (general)	Revenue generat- ion (earmark- ed)	Economic growth & tourism	Sports integrity	Equality: provider/ consumer	Religious reasons	Other
Albania	1	0	1	1	1	1	0	0	0	1	0	0	0
Andhara Pradesh (India)	0	0	0	0	0	0	0	0	0	0	0	0	0
Angola	0	0	1	0	1	0	0	0	1	0	0	0	0
Bangladesh	0	1	0	0	0	0	0	0	0	0	0	0	1
Belarus	0	0	0	0	0	0	0	0	0	0	0	0	0
Botswana	0	0	0	0	0	0	0	0	0	0	0	0	0
Brazil	0	0	0	0	0	0	0	1	0	0	0	0	0
Buenos Aires (Argentina)	0	1	0	1	1	1	0	0	0	0	0	0	0
Cambodia	0	0	0	0	0	0	0	0	0	0	0	0	0
Cordoba (Argentina)	0	0	1	1	1	0	0	0	0	0	0	0	1
Costa Rica	0	0	0	0	0	0	0	1	0	0	0	0	0
Cote d'Ivoire	1	1	0	0	1	1	0	0	0	0	1	0	0
Ecuador	0	0	0	0	0	0	0	1	0	0	1	0	0
El Salvador	1	1	1	0	1	1	0	1	1	0	0	0	0
Gabon	0	0	0	0	0	0	0	0	0	0	0	0	0
Germany	1	1	1	1	1	1	0	0	0	1	0	0	0
Goa (India)	0	0	0	0	0	0	0	0	0	0	0	0	0
Hungary	0	0	0	1	1	0	1	0	0	0	0	0	0
Japan	1	1	0	0	0	0	0	0	1	0	0	0	0
Kenya (Nairobi only)	0	0	0	0	0	0	0	1	1	0	0	0	0
Kosovo	0	0	0	0	0	0	0	0	0	0	0	0	0
Kyrgyzstan	0	1	1	1	1	0	0	0	0	0	1	0	0
Madhya Pradesh (India)	0	0	0	0	0	0	0	0	0	0	0	0	0

Meghalaya (India)	0	0	0	0	1	0	0	0	0	0	0	0	0
Mendoza (Argentina)	1	0	1	1	0	1	0	0	0	0	0	0	0
Myanmar	0	1	0	0	0	0	0	0	0	0	0	0	0
Netherlands	1	0	1	0	0	1	0	0	0	1	0	0	0
Ontario (Canada)	1	0	1	0	1	1	0	0	0	1	0	0	0
Panama	0	0	1	1	0	0	1	0	0	0	0	1	0
Paraguay	1	1	0	0	0	0	0	0	0	0	0	0	0
Peru	1	0	0	0	1	1	0	0	0	0	0	0	0
South Korea	0	0	0	0	0	0	0	0	1	1	0	0	1
Sweden	0	1	1	0	1	1	0	0	0	0	0	0	0
Switzerland	0	1	0	0	1	1	0	1	1	0	0	0	0
Tamil Nadu (India)	1	1	0	0	1	0	0	0	0	0	0	0	1
Tanzania	0	1	0	0	1	0	0	1	0	0	0	1	0
Trinidad & Tobago	1	0	1	0	1	1	1	0	1	0	0	0	0
Ukraine	1	1	1	0	1	0	0	1	1	1	1	0	0
Uzbekistan	0	0	0	0	0	0	0	1	0	0	0	0	0
Venezuela	0	1	0	1	0	1	0	1	1	0	0	0	0
Vietnam	0	1	0	0	0	0	0	0	1	0	0	0	0
Arizona	0	0	0	0	0	0	1	0	0	0	0	0	1
Arkansas	0	0	0	0	0	0	1	0	1	0	0	0	1
Colorado	0	0	0	0	1	1	0	0	0	0	0	0	1
Connecticut	0	0	0	0	1	0	1	1	0	0	0	0	0
Delaware	0	0	0	0	0	0	1	0	0	0	0	0	0
Florida	0	0	0	0	0	0	1	1	0	0	0	0	1
Illinois	0	0	0	0	1	0	1	1	1	0	0	0	1
Indiana	0	0	0	0	0	0	0	1	0	0	0	0	0
Iowa	0	0	0	0	0	0	0	0	0	0	0	0	0

Kansas	0	0	0	0	0	0	0	0	0	0	0	0	0
Kentucky	0	1	0	0	1	1	0	0	1	1	0	0	0
Louisiana	0	1	1	0	1	1	1	0	1	1	1	0	1
Maine	0	0	0	0	0	0	0	1	1	0	1	0	0
Maryland	0	0	0	0	0	0	1	0	0	0	0	0	1
Massachusetts	0	0	0	0	1	0	0	0	1	0	0	0	0
Michigan	0	0	1	1	1	0	1	0	0	0	0	0	0
Mississippi	0	1	1	0	1	1	0	0	0	0	0	0	0
Montana	1	1	0	1	1	1	0	0	0	0	0	0	0
Nebraska	0	0	0	0	1	1	1	0	1	1	0	0	0
New Hampshire	1	0	0	0	0	0	0	0	0	0	0	0	1
New Jersey	0	0	0	0	1	1	0	0	1	0	0	0	0
New Mexico	0	0	0	0	1	0	0	1	1	0	0	0	0
New York	0	0	0	0	1	1	1	1	1	0	0	0	0
North Carolina	0	0	1	0	0	0	1	0	1	0	0	0	0
North Dakota	0	1	1	0	1	0	0	1	1	0	0	0	0
Ohio	0	0	0	0	0	0	0	0	0	0	0	0	0
Oregon	0	0	0	0	0	0	0	0	0	0	0	0	0
Pennsylvania	1	0	1	1	1	1	1	1	1	0	0	0	0
Rhode Island	0	0	0	0	0	0	0	0	0	0	0	0	1
South Dakota	0	0	0	0	0	0	0	0	0	0	0	0	0
Tennessee	0	0	0	0	1	0	0	0	0	0	0	0	0
Utah	0	0	0	0	0	0	0	0	0	0	0	0	0
Vermont	0	0	0	0	0	0	0	0	0	0	0	0	0
Virginia	0	0	0	0	1	1	0	0	1	0	0	0	0
Washington	0	0	0	0	0	0	0	0	0	0	0	0	1
Washington DC	0	0	0	0	1	0	1	0	0	0	0	0	0

West Virginia	0	0	1	1	1	0	1	0	1	0	0	0	0
Wisconsin	0	0	0	0	1	1	0	1	1	0	0	0	0
Wyoming	0	0	0	0	0	0	1	0	0	0	0	0	0
Total	16	21	20	13	38	24	19	20	26	9	6	2	14

Table A3. Data sources

Countries	Major legislative change between Jan 2018 and Oct 2023	Included legislative and regulatory documents
Europe		9 cases
Albania	2018: ban on all forms of gambling (except casinos in 5-star hotels)	• Law no. 75/2018. Some additions and amendments to Law no. 155/2015, "On games of chance in the Republic of Albania"
Belarus	2018: legalization of online gambling	• Order of the President of the Republic of Belarus 'On the improvement of legal regulation of the gambling business' no. 305. 7 August 2018 • Resolution of the Council of Ministers of the Republic of Belarus. 1 March 2019 no.139 'On measures of realisation of the Order of President of the Republic of Belarus' no.305 7 August 2018 • Action plan on minimisation of negative impacts of games of chance on the population of the Republic of Belarus 2021-2022 • Law of the Republic of Belarus on changes to advertisement laws no.82-3, 4 January 2021
Germany (federal system)	2020: legalization of online gambling	• State Treaty on the re-regulation of gaming in Germany (State Treaty on Gaming 2021 – GlüStV 2021)
Hungary	2023: shift from monopoly to licensing regime for online gambling	• Amended Act XXXIV of 1991 on Gambling Operations ("Gambling Act")
Kosovo	2019: ban on all forms of gambling	• 2019 Law no.06/L-155 on the prohibition of gambling
Netherlands	2021: legalization of online gambling	• Decree on 26 January 2021 to confirm the implementation of the Remote Gambling Act (KOA) • Regulation of the Minister for Legal Protection, 21 January 2021, no. 3181155, containing provisions for the implementation of the Remote Gambling Act (Remote Gambling Regulations) • 2021 Policy rules of the Board of Directors of the Gambling Authority on responsible gambling
Sweden	2019: legalization of online gambling	• Gambling Act 2018: 1138
Switzerland (federal system)	2019: legalization at the federal level of online gambling	• Federal Law on Gambling, 29 September 2017 • Ordinance on Gambling, 7 November 2018 • Ordinance of the Swiss Confederation Casino Commission on casinos, 7 November 2018
Ukraine	2020: re-legalization of land-based and online gambling (banned in 2009)	• The Law of Ukraine on the State Regulation of Activity of the Organisation and Conduct of Gambling No 768-IX, 14 July 2020 • Principles of responsible gambling, 11 August 2021
Asia		13 cases
Bangladesh	2020: ban on all forms of gambling	• Written Petition No. 15090 of 2016 (Judgment dated 10 February 2020)
Cambodia	2019: ban on online gambling	• 2019 Sub-decree creating department for personal safety and fight against commercial gambling • 2020 Law on the Management of Integrated Resorts and Commercial Gambling (LMCG)
India (federal system)		

○ Andhra Pradesh	2020: ban on online gambling	Andhra Pradesh Gaming (Amendment) Act, 2020
○ Goa	2020: ban on casino gambling for residents	Goa Public Gambling (Amendment) Act, 2021
○ Madhya Pradesh	2021: re-legalization of lottery (banned in 1993)	Gazette notification to resume the sale of lottery tickets as well as commence gambling and betting starting August 23 2021
○ Meghalaya	2021: legalization of online gambling	Act No. 9 of 2021. The Meghalaya Regulation of Gaming Act
○ Tamil Nadu	2023 ban on online gambling	ACT No. 9 of 2023. An Act to prohibit Online gambling and to regulate Online games in the State of Tamil Nadu
Japan	2018: legalization of land-based casinos	- Act on Development of Specified Integrated Resort Districts (Act no. 80, 27 July 2018) - Basic law on measures against gambling addiction (Act no.74, 13 July 2018) 2022 Basic plan for promoting measures against gambling addiction
Kyrgyzstan	2022: legalization of gambling for foreign nationals	- Gambling Law of the Kyrgyz Republic, 30th June 2022, no.50 - Resolution of the Cabinet of Ministers of the Kyrgyz Republic, 1 August 2022, No. 440 'On some issues in the field of gambling activities in the Kyrgyz Republic'
Myanmar	2019: legalization of land-based casinos (for foreigners only)	Gambling Law 13/2019
South Korea	2023: legalization of online horse race betting	Korea Racing Authority Act, Law No. 19121, partially amended on 27 December 2022
Uzbekistan	2020: legalization of sports betting	Order of the President of the Republic of Uzbekistan on 'Measures to raise football to a completely new stage of development in Uzbekistan', 4 December 2019
Vietnam	2019-2024: pilot legalization of land-based casinos for Vietnam residents	No 03/2017/ND-CP Decree on casino business
Africa		6 cases
Angola	2023: legalization of land-based and online bingo	- Gambling law 05/16. 17 May 2016 - Executive Decree no. 165/23 – Regulations on organization, exploitation and functioning of the game of bingo
Botswana	2020: legalization of online gambling	- Botswana gambling regulations 2016 - Botswana gambling act 2012
Cote D'Ivoire	2020: legalization of online gambling	Legal regime for games of chance (Law no. 2020-480, 27 May 2020)
Gabon	2020: legalization of online gambling	- Ordinance No. No. 0012/PR/2020, of 14 August 2020, regulating games for entertainment, money and chance in the Gabonese Republic - Law No. 040/2020 of 18 February 2021 ratifying Ordinance No. 0012/PR/2020 of 14 August 2020, regulating games for entertainment, money and chance in the Gabonese Republic

Kenya (Nairobi only) (devolved gambling legislation)	2021: legalization of new types of land-based gambling (betting, gaming, totalizator, and new country-wide lottery)	Nairobi City County Betting, Lotteries and Gaming Act, 2021
Tanzania	2021: legalization of online gambling	- Gambling Act 2003 (still valid and complemented by the internet gaming regulations) - Internet gaming regulations 2021
Americas		52 cases included
Argentina (federal system):		
Buenos Aires (Autonomous City of Buenos Aires & Province of Buenos Aires)	2019: legalization of online gambling	- Law 15,079/18, 11 December 2018 - Decree 181/19, 25 March 2019
Cordoba	2022: legalization of online gambling	Law no. 10.793 on Regulation of online gambling, 29 December 2021
Mendoza	2023: legalization of online gambling	- Law no. 9.267 on Regulation of online gambling, 27 October 2020 - Resolution no.554/2.022 on Regulation of online gambling for the province of Mendoza, 19 October 2022
Brazil (federal system)	2018: legalization of fixed odds sports betting	Law 13.756, 12 December 2018
Canada (federal system) Ontario	2021: legalization of single-event sports betting at the federal level 2022: legalization of online sports betting and casino ('new igaming market') in Ontario	- Bill C-218 (Act to amend the Criminal Code (sports betting), 2021/22) 1992 Ontario Gaming Control Act (still valid, last amended in 2020) 2022 Registrar's Standards for Internet Gaming
Costa Rica	2021: launch of a pilot programme to operate online gambling, including sports betting, lottery games and electronic lottery	Regulations for granting concessions for online lotteries and games, 10 March 2021
Ecuador	2023: legalization of online sports betting	2023 Organic Law Decree for the Strengthening of the Domestic Economy
El Salvador	2022: legalization of online lottery, casino-style games and sports betting	Decree no.251 on Organic Law of the National Charity Lottery, 22 December 2021

Panama	2020: legalization of online gambling for residents	Resolution no.11, 6 March 2020
Paraguay	2021: ban on non-casino EGMs	- Presidential note CONAJZAR 725/2020 - Law 6903 that establishes measures to protect minor age from influences of EGMs, 20 April 2022
Peru	2023: legalization of online gambling	- Law no.31557 on Regulation of online gambling and sports betting, 13 August 2022 - Decree no. 005-2023-MINCETUR on regulation of Law no.31557, 13 October 2023
Trinidad & Tobago	2021: legalization of land-based gambling	Gambling (Gaming and Betting) Control Act no.8 2021
United States (federal system)		
Arizona	2021: legalization of sports betting and fantasy betting	House Bill 2772, 2021
Arkansas	2019: legalization of sports betting at casinos	- Amendment 100 to Arkansas Constitution, Rule 20 Race Books and Sports Pools, 2019 - AR Code § 23-113-101 (2012)
Colorado	2019: legalization of sports betting at casinos; legalization of mobile sports wagering	HB19-1327 Authorize And Tax Sports Betting Refer Under Taxpayers' Bill Of Rights, 2019
Connecticut	2021: legalization of sports betting and online casino gaming.	HB6451: An Act concerning the authorization, licensing and regulation of online casino gaming, retail and online sports wagering, fantasy contests, keno and online sale of lottery tickets, 2021
Delaware	2018: legalization of online casino gambling and online sports betting	House substitute 1 for HB 100: An Act to amend title 29 of the Delaware code relating to the lottery, 2009
Florida	2021: legalization of sports betting at casinos; legalization of online sports betting statewide 2018: phase out greyhound racing by 2021	- CS/SB 2-A: Implementation of the 2021 Gaming Compact Between the Seminole Tribe of Florida and the State of Florida - The 2021 gambling compact between the Seminole tribe of Florida and the state of Florida - Revision 8: A proposal to revise the State Constitution by the Constitution Revision Commission of Florida

○ Illinois	2019: legalization of sports betting (land-based and online)	• 230 ILCS 10/ Gambling Act • 2019 230 ILCS 45/ Sports Wagering Act. • Illinois Administrative Code. TITLE 11: Alcohol, horse racing, lottery, and video gaming subtitle: Sports wagering. Chapter 1: Illinois Gaming Board. Part 1900 Sports Wagering: Sections 1900.340 Advertising and marketing; 1900.1230 Client requirements; 1900.1250 Responsible gaming limits; 1900.1730 Duties of licenses regarding self-excluded persons; 1900.1660 Signage; 1900.1220 Sport wagering accounts
○ Indiana	2019: legalization of sports betting (land-based and online)	• HB1015: Various gaming matters, 2019
○ Iowa	2019: legalization of sports betting (land-based and online)	• Senate File 617, An Act relating to gambling regulation and wagering, 2019 • Social and Charitable Gaming, Chpt 99B of Iowa code, 2023 • IAC 2/21/24 Racing and Gaming, Chpt 13 Sports Wagering (Sports betting regulations)
○ Kansas	2022: legalization of sports betting (land-based and online)	• House Substitute for Substitute for SB 84 by Committee on Federal and State Affairs - Authorizing sports wagering, 2022 • Sports Wagering Regulations, 2022 • Kansas Lottery Act, K.S.A. 74-8701 to 74-8732 & Kansas Expanded Lottery Act, K.S.A. 74-8733 to 74-8773, 2007
○ Kentucky	2023: legalization of sports betting (land-based and online)	• HB 551: An act relating to wagering and making an appropriation therefor, 2023 • Kentucky Revised Statutes: KRS Chapter 528. 2023 & Kentucky Revised Statutes: KRS Chapter 230, 2023
○ Louisiana	2021 legalization of sports betting (land-based and online) and permit historic horse race betting	• SB 247, Act 440, 2021 • Wagering on historic horse racing (LAC 35: XVII: Chapter 131)
○ Maine	2022: legalization of sports betting (land-based and online)	• LD 585, An Act To Enhance Tribal-State Collaboration, To Revise the Tax Laws Regarding the Houlton Band of Maliseet Indians, the Passamaquoddy Tribe and the Penobscot Nation and To Authorize Casinos, Off-track Betting Facilities, Federally Recognized Indian Tribes and Certain Commercial Tracks To Conduct Sports Wagering, 2022 • Title 8: Chapter 35: Regulation of Sports Wagering (8 §1201 - §1219), 2022
○ Maryland	2021: legalization of sports betting (land-based and online)	• HB940: Gaming - Regulation of Fantasy Gaming Competitions and Implementation of Sports Wagering - Supplementary Appropriation, 2021
○ Massachusetts	2022: legalization of sports betting (land-based and online)	• House Bill No. 5164, 2021-2022 • SL Chapter 194. An Act establishing expanded gaming in the Commonwealth, 2011

○ Michigan	2019: legalization of sports betting (land based and online) and online casino	- Act 149: Lawful Sports Betting Act, 2019 - Act 152: Lawful Internet Gaming Act, 2019
○ Mississippi	2017/18: legalisation of land-based sports pools	2020 Mississippi Code: Title 75; Chapter 76 - Mississippi Gaming Control Act
○ Montana	2019: legalization of land-based sports betting	- Montana Code Annotated 2023; Title 23; Chapter 5: Gambling - HB 725: An Act generally revising lottery laws to authorise sports wagering, 2019
○ Nebraska	2021: legalization of land-based casino and sports betting	LB 561: Rename and change powers and duties of the State Racing Commission and provide regulation and enforcement regarding sports wagering and other gambling activities at licensed racetrack enclosures, 2021
○ New Hampshire	2019: legalization of sports betting (land based and online) 2021: legalization of historic horse race betting	- HB626: Relative to historic horse racing, 2021 - HB480: Relative to Sports Betting, 2019
○ New Jersey	2018: legalization of sports betting (land based and online) and online casino gambling	- AB4111, chapter 33: An Act allowing wagering at casinos and racetracks on the results of certain professional or collegiate sports or athletic events, 2018 - New Jersey Casino Control Act, 2013
○ New Mexico	2018: legalization of land-based sports betting	Indian Gaming Compact: State of New Mexico, 2015
○ New York	2019: legalization of sports betting (land-based and online)	SB S5883: Enacts the upstate New York gaming economic development act of 2013.
○ North Carolina	2021: legalization of sports betting – land based 2023: legalization of sports betting – online	- HB 347: Sports Wagering/Horse Racing Wagering, 2023 - SB 2509, 2021
○ North Dakota	2022: legalization of sports betting and online casino in tribal casinos/lands	Five specific North Dakota Tribal Gaming Compacts, 2022
○ Ohio	2021: legalization of sports betting (land based and online)	OH HB29, 2021-2022
○ Oregon	2019: legalization of sports betting (land based and online)	- Nine tribal compacts for regulation of class III gambling and the State of Oregon, 2006 - Oregon state legislature Chapter 461 — Oregon State Lottery
○ Pennsylvania	2018: legalization of online gambling	2017 Act 42 amending Agriculture code (3 PA.C.S.) and Amusements (4 PA.C.S.) of the Pennsylvania Consolidates Statutes - Interactive gaming regulations

○ Rhode Island	2018: legalization of land-based sports betting 2019: legalization of online sports betting	• HB 7200: Making Appropriations For The Support Of The State For The Fiscal Year Ending June 30, 2019 • SB 37: An Act relating to state affairs and government: video-lottery gambles, table games and sports wagering, 2019 • Rhode Island General Laws, Chapter 11-19 Gambling and Lotteries
○ South Dakota	2021: legalization of sports betting at land-based casinos	• SB 44: An Act to authorize, regulate, and tax wagering on sporting events within the city limits of Deadwood and provide a penalty for a violation thereof, 2021
○ Tennessee	2019: legalization of sports betting (online and land-based)	• HB 1 Tennessee Sports Gaming Act, 2019 • Chapter 1350-01 Sports Gaming License Standards, 2019
○ Utah	2019: removal of electronic sweepstake machines from convenience locations	• UT HB0023: Gambling Machine Amendments, 2019
○ Vermont	2023: legalization of sports betting (online)	• HB 63. An act relating to sports wagering, 2023
○ Virginia	2020: legalization of sports betting (land-based and online) 2020: legalization of casino gambling (land-based)	• Virginia 2020 Sports Betting Bill 384 (as approved on 22 April 2020) • Virginia Administrative Code. Chapter 80. Sports Betting Consumer Protection Program • Chapter 1197 Casino law, 2020
○ Washington	2020: legalization of sports betting (land-based and online)	• HB 2638: Sports wagering – tribal-state gambling compact, 2020
○ Washington DC	2018/19: legalisation of sports betting (land-based and online)	• B22-0944 - Sports Wagering Lottery Amendment Act of 2018
○ West Virginia	2018: legalization of sports betting (land-based and online) 2020: legalization of online casino gambling	• SB 415 West Virginia Lottery Sports Wagering Act, 2018 • Article 22E: West Virginia Lottery Interactive Wagering Act, 2018
○ Wisconsin	2021: legalization of sports betting (land-based)	• Amendments to tribal gaming compacts, 2021
○ Wyoming	2021: legalization of sports betting (online)	• HB0133 - Online sports wagering, 2021
Venezuela	2021 re-legalization of land-based casinos	• 1997 Law for the control of casinos, bingo halls and slot machines • 1998 Regulation of the Law for the control of casinos, bingo halls and slot machines • 2007 Law on taxes on betting or gambling activities • 2010 Administrative ruling no.058 establishing the obligation to report, in casinos and bingo halls, on gambling-related harms

		• 2019 Administrative Ruling no. DE-19-01, which establishes the rules for the prevention, control and inspection of money laundering and terrorism financing crimes, which must be implemented by casinos and bingo halls
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Appendix D: Technical and methodological description of regulatory compliance data

Background

Compliance with and enforcement of regulatory measures varies across jurisdictions. Sweden and Great Britain are among those jurisdictions that fine gambling operators for compliance breaches with increasing frequency. For this report, we examined regulatory tracking data from these two countries to identify what kind of breaches appear in enforcement data between 2016-2022.

Data

The data were provided by the Vixio Gambling Compliance service under license. Vixio provides global information on developments in the gambling industry and changes in the regulatory landscape, and also tracks enforcement action in some jurisdictions. We drew enforcement data for Great Britain and Sweden, which covered fines issued to gambling operators in Great Britain between 2016 and 2022, and in Sweden from 2018 to 2022. (The Swedish licensing system became operational in 2019, replacing the state-run monopoly system for the online gambling environment). Vixio also provided data on the size of the fines.

Coding: The data on enforcement actions was coded based on the nature of the breaches, as reported to Vixio by gambling regulators in each country. The codes we used are as follows:

- (1) breaches in anti-money laundering and counter terrorist financing (AML-CTF) controls
- (2) ‘responsible gambling’ (RG) related breaches (e.g., unauthorised bonuses, failures in reporting, advertising breaches or lacking RG tools)
- (3) advertising-related breaches (this category is also included under the RG category)
- (4) the illegal provision of gambling
- (5) other.

The “other” category includes: failures to report corporate leadership changes, failure to commence operation of gambling within one year after a license was granted, and shortcomings in player identification. In Sweden, several fines have also been issued for offering betting on under-18 football matches. The Swedish Gambling Act prohibits “betting on [sporting] occasions where the majority of participants are under 18 years of age” (Spellag, Section 2(2), Chapter 8).

Some fines were issued for multiple breaches, in which case multiple codes were assigned. Enforcement actions in the “other” category are always coded in terms of aggregate numbers, covering the possibility that there were several “other” breaches covered by one fine.

The data used to produce Figure 12 (in the main report) is shown in **Table A4** below.

Table A4. Number of fines by reason for breach: Great Britain and Sweden (source: Vixio Gambling Compliance)

	Great Britain					Sweden				
	AML/ CTF	RG	Advertis- ing	Illegal gambli- ing	Other	AML/ CTF	RG	Advertis- ing	Illegal gambli- ing	Other
2022	14	16	3	0	0	5	3	0	0	1
2021	13	13	1	0	0	2	8	0	1	1
2020	9	8	1	0	0	0	8	1	2	1
2019	10	9	0	0	0	0	9	0	1	12
2018	5	11	2	0	1	1	0	1	0	0
2017	0	5	3	2	0					
2016	0	0	0	1	3					
Total	51	62	10	3	4	8	28	2	4	15
Total (since 2018)	51	57	7	0	1	8	28	2	4	15
% of violations since 2018	44.0	49.1	6.0	0	0.9	14.0	49.1	3.5	7.0	26.3

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