



Parallel Session 3 – UPDATE: European country reports – North West

Germany



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Gambling Regulation

- In general, gambling in Germany is only allowed with a **government permit** according to §§284 – 286 of the German Criminal Code
- The formal establishment of a **state monopoly** was intended to serve the purpose of optimally averting the dangers associated with gambling
- Legislation **prohibits the admission of people under 18 years** of age for all commercial gambling (nationwide since 2004)
- The authority to control gambling is vested in the **16 federal states**, which grant concessions for **casinos, lotteries, and sports betting**
- The **federal government** regulates gambling machines that are set up in amusement arcades, restaurants, and bars (**amusement with prizes-machines**), since according to the law, these AWP-machines are **not seen as gambling products** due to lower stakes and limited possibilities of winning / losing money



National Gambling Policy

- The **Federal Constitutional Court** had to judge the legitimacy of the state monopoly on sports betting (March 2006):

The court decided that the state monopoly on sports betting in its current form does not fit with the German Constitution because it is designed in a way that does not guarantee an effective combating of gambling addiction that would justify the exclusion of private operators. If the state-run provider does not meet the condition of fighting addiction and limiting marketing by the end of 2007, it will lose its monopoly position.

- The prime ministers of the federal states argued for **conserving the state monopoly**. Thus, a **new gambling state treaty came into force in 2008** (until the end of 2011). Main **goals** are:

1. *To prevent gambling addiction*
2. *To limit gambling supply and to canalize the passion for gambling*
3. *To guarantee the protection of youths and gamblers*
4. *To ensure that gambling is practiced according to regulations*



Selected Regulations

Hosting and arranging **gambling** on the internet is illegal

Advertisement should only **inform** about legal gambling options

Providers are obliged to urge individuals to **responsible gambling practices**

Implementation of an **overall banning system**

Research on prevention and fighting gambling addiction has to be ensured

The **impacts** of the state treaty need to be **evaluated**

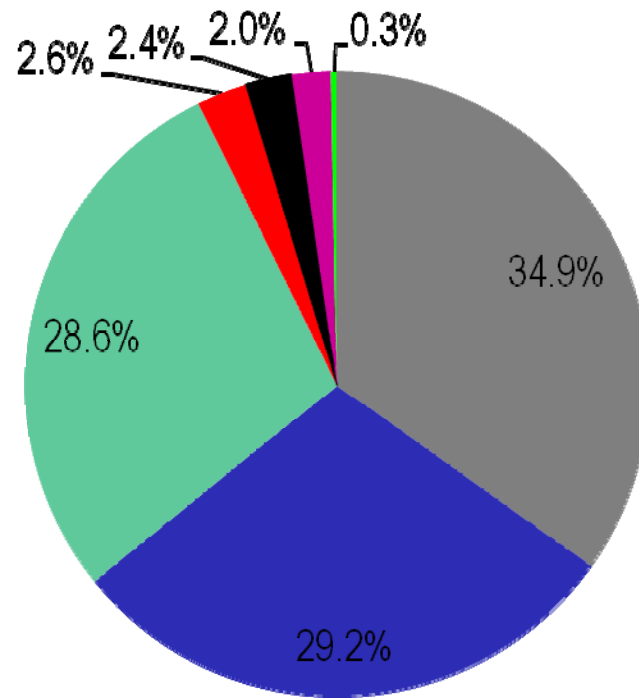


Turnover in 2009 (Billion Euros)

Government Licensed Gambling	2009	Change 2008/2009
Casino Gambling - Slot Machines, Roulette, Black Jack, Poker etc.	6.862	-14.5%
Amusement with Prizes-Machines - Amusement Arcades / Bars / Restaurants	8.350	+2.8%
German Lotto- and Totoblock - Lotteries and Sports Betting	7.003	+3.1%
Class Lotteries - Nordwestdeutsche - Süddeutsche	0.270 0.312	-15.1% -33.6%
Television Lotteries - ARD Fernsehlotterie - ZDF Aktion Mensch	0.183 0.448	+2.6% -0.8%
(Saving) Banks - PS Sparen - Gewinnsparen	0.274 0.196	-2.5% +3.5%
Horse Race Betting - Totalisator and Bookies	0.066	+2.2%
TOTAL	23.962	-3.8%



Shares in Turnover (2009)





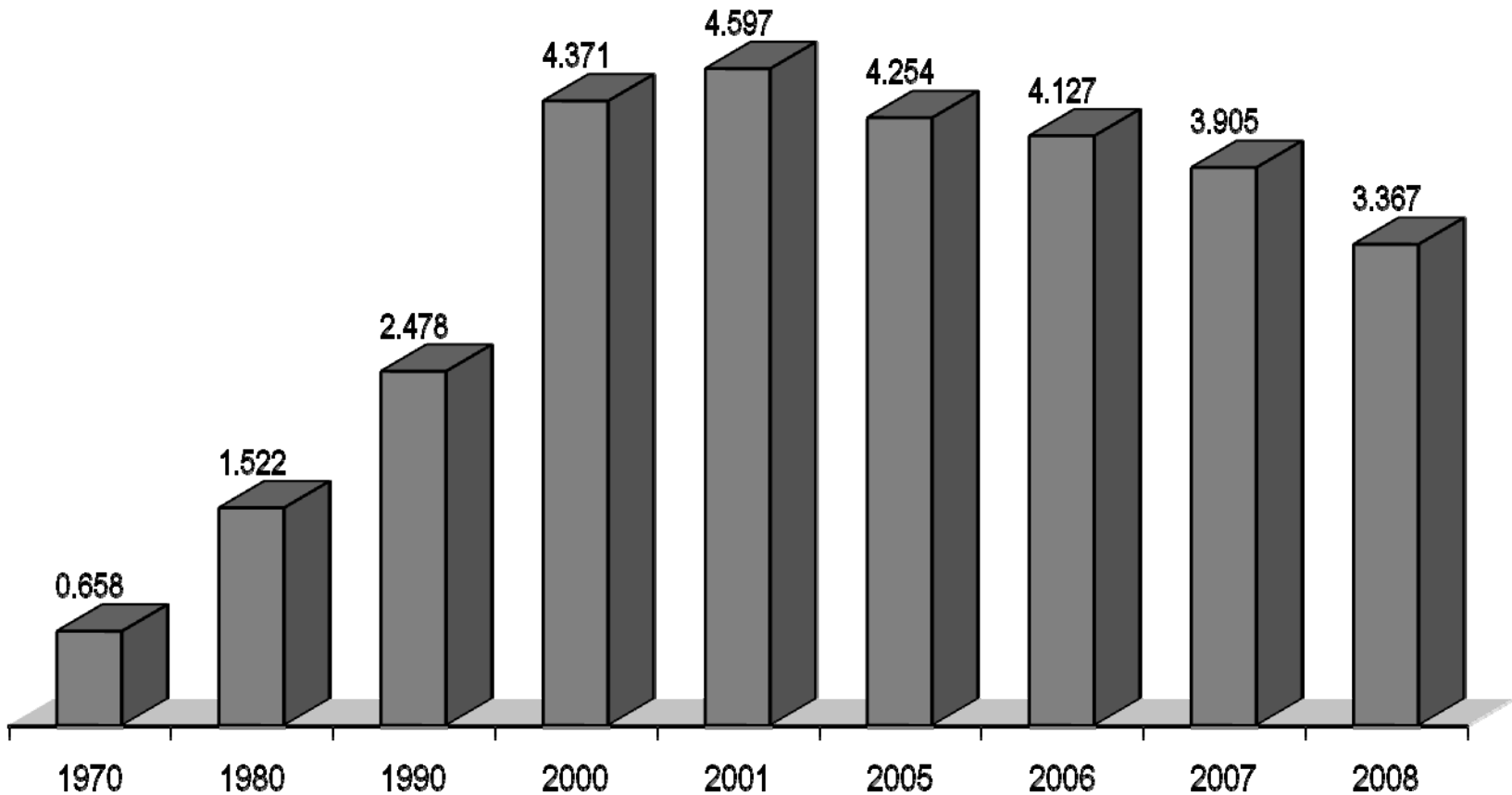
Gross Gaming Revenues (2009)

According to Goldmedia (2010), the **gross gaming revenues** in Germany in 2009 is estimated at **10.3 billion Euro**. The **unregulated / illegal market** accounts for **17%** of the total GGR (= 1.7 billion Euro).
With regard to **sports betting**, **unregulated / illegal activities** make up even **86%** of the GGR.

Gambling Form	GGR (Billion Euro)
Amusement with Prize-Machines	3.34
Lotto '6/49'	2.25
Other Lotteries	1.08
Online-Gambling	1.02
Super 6, Spiel 77	0.81
Casinos	0.77
Betting Shops	0.48
Illegal Betting	0.23
(Saving) Banks	0.21
'Oddset' / Toto	0.10
Horse Race Betting	0.06



State Revenue from Gambling (Billion Euros)



The decrease of revenue since 2001 can be put down primarily to the increasing presence of private operators who do not have to pay corresponding taxes

In 1998, for the first time, the state return on gambling was higher than the return on taxes related to alcohol

Problem Gambling – Prevalences (Adults)



	Buth & Stöver (2008)	Bühringer et al. (2007)	BZgA (2008)	BZgA (2010)
Year of Data Collection	2006	2006	2007	2009
Sample (Age Range)	7.981 (18 - 65)	7.817 (18 - 64)	10.001 (16 - 65)	10.000 (16 - 65)
Method	Telephone Interviews and Online Survey	Questionnaires and Telephone Interviews	Telephone Interviews	Telephone Interviews
Screening Instrument	DSM-IV	DSM-IV-TR	SOGS	SOGS
Pathological Gambling	0.56% N = 300,000	0.20% N = 103,000	0.19% N = 104,000	0.45% N = 242,000
At-Risk/Problem Gambling	0.64% N = 340,000	0.29% N = 149,000	0.41% N = 225,000	0.64% N = 347,000



Demand for Outpatient Counselling

	2000	2002	2004	2006	2007	2008	2009
Outpatient Centres (n)	401	454	591	595	431	558	514
Number of Clients (n)	57,647	74,097	105,183	110,625	86,254	119,292	110,668
Pathological Gamblers (n)	1,302	1,727	2,965	2,918	2,639	4,329	5,222
Pathological Gamblers (%)	2.3	2.3	2.8	2.6	3.1	3.6	4.7
Pathological Gamblers per Centre (n)	3.2	3.8	5.0	4.9	6.1	7.8	10.2

The proportion of females was **9.9%**

The **total number of pathological gamblers** who sought counselling can be extrapolated to **9,500**

Reasons for the increase: **Rise in gambling incentives** (illegal gambling, private gambling suppliers) and **development / improvement of the help system** since 2008



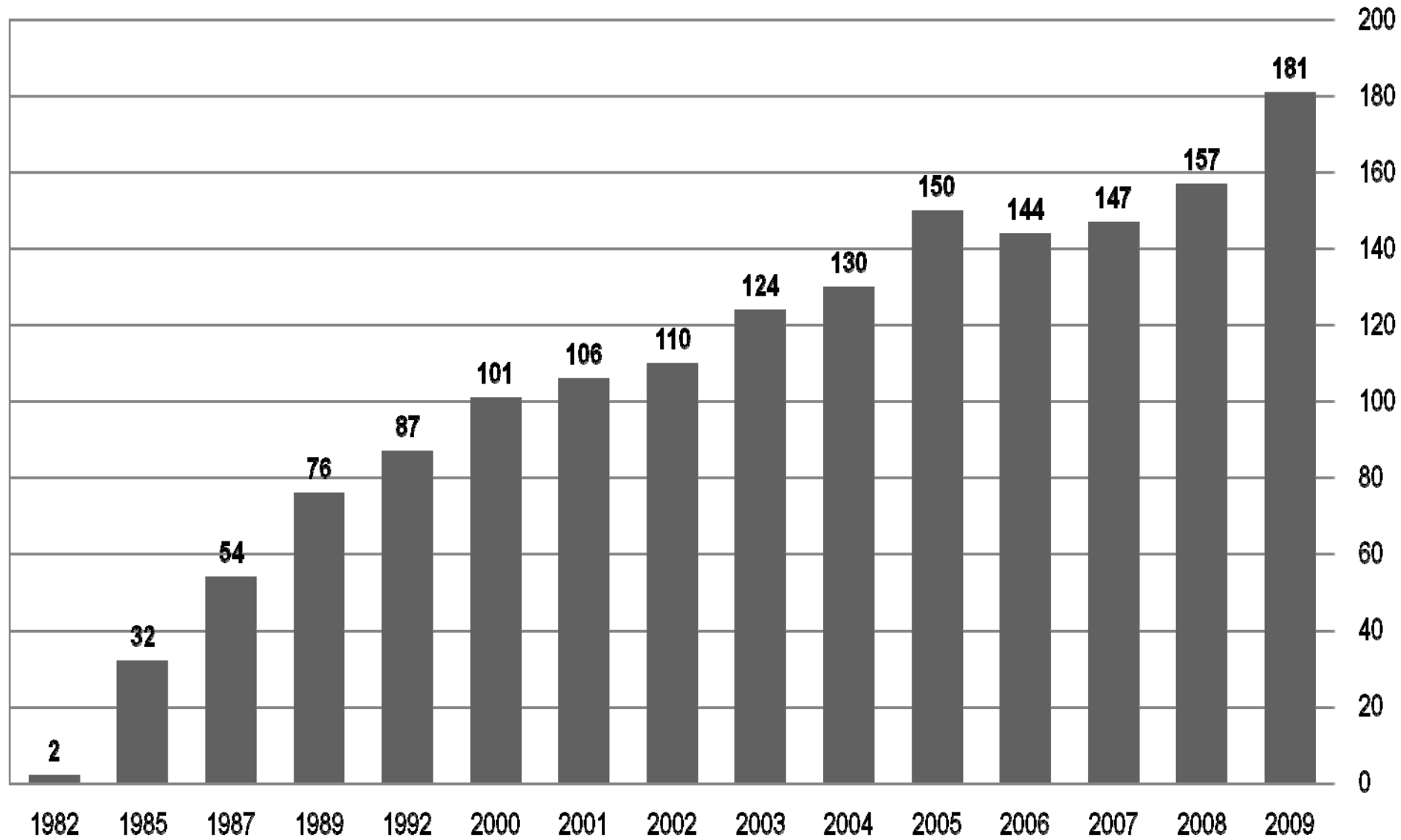
Pathological Gamblers and Indebtedness

Clients of German outpatient counselling centres (new entries in 2009; Pfeiffer-Gerschel et al., 2010)

Main Disorder	Indebtedness (Euro)				
	none	< 10,000 (%)	< 25,000 (%)	< 50,000 (%)	> 50,000 (%)
Alcohol (n = 44,506)	72.4	18.1	4.8	2.5	2.1
Opioids (n = 12,050)	42.1	43.5	9.5	3.1	1.9
Cannabinoids (n = 9,747)	70.9	23.6	3.7	1.1	0.6
Sedatives / Hypnotics (n = 642)	73.1	17.3	5.0	3.1	1.6
Cocaine (n = 1,616)	44.8	34.3	11.8	4.5	4.5
Stimulants (n = 1,894)	59.6	30.2	6.5	2.5	1.2
Eating Disorder (n = 568)	91.2	6.5	1.4	0.4	0.5
Pathological Gambling (n = 3,064)	32.1	32.0	16.4	11.1	8.3



Number of Self-Help Groups





Exclusion System

Total number of excluded persons on the list (by end of 2009): 19,041

Casino sector: 18,828; Lottery sector: 213

Year	Self-Exclusion	External Bans		Request for Lifting Ban	Lifted Bans	Trying to gamble despite ban
		Notice from Third Person	Notice from Staff			
2008	3,328	291	278	1,007	348	1,742
2009	2,130	184	205	696	316	753



Example: Gambling Addiction Warnings



Die Teilnahme am Spielangebot von WestLotto ist Personen unter 18 Jahren gesetzlich verboten.

Glücksspiel kann süchtig machen!
Hilfe und Beratung unter:

www.landesfachstelle-gluecksspielsucht-nrw.de
Telefon: 0 800-0 77 66 11 [kostenlos]

Bundeszentrale für gesund. Aufklärung (BZgA):
Telefon: 0 800-1 37 27 00 [kostenlos]



Example: Internet-Based Help

<https://www.check-dein-spiel.de> (Federal Centre for Health Education)

CHECK DEIN SPIEL

CHAT-SPRECHSTUNDE
DONNERSTAGS, 15-17 UHR

INFORMATIONEN

WISSENSTEST

SELBSTTEST

ONLINE-BERATUNG

HILFEANGEBOTE VOR ORT

Willkommen bei Check dein Spiel!

Check dein Spiel bietet Betroffenen, Angehörigen und Interessierten Informationen und Beratung rund um das Themenfeld Glücksspiel und Glücksspielsucht.

Wenn Sie mehr wissen wollen...

Wenn Sie an Glücksspielen teilnehmen und sich fragen, ob Ihr Umgang damit angemessen ist, können Sie an einem [interaktiven Selbsttest](#) teilnehmen. Im [Wissenstest](#) können Sie herausfinden, wie gut Sie sich allgemein mit Glücksspielen auskennen.

Wenn Sie von Glücksspielproblemen betroffen sind...

Wenn Sie Glücksspielprobleme haben oder sich Sorgen um jemand anders machen, können Sie sich direkt an das [Beratungsteam von Check dein Spiel](#) wenden - kostenlos und anonym. Sie können sich entweder per E-Mail beraten lassen oder in unsere offene Chat-Sprechstunde kommen. Sie ist jeden Donnerstag von 15 bis 17 Uhr geöffnet.

Wenn Sie mit dem Spielen aufhören wollen, möchten wir Sie zur Teilnahme an unserem [interaktiven Beratungsprogramm](#) einladen. Ihre Teilnahme wird von unserem professionellen Beratungsteam begleitet und ist ebenfalls kostenlos und anonym.

Unter [Hilfeangebote vor Ort](#) können Sie zudem nach Beratungsstellen, Selbsthilfegruppen und Kliniken in Ihrer Nähe suchen.

Erfahrungsbericht



LinuxFan, 21 Jahre

Probleme mit:
Geldspielautomaten,
Online-Poker

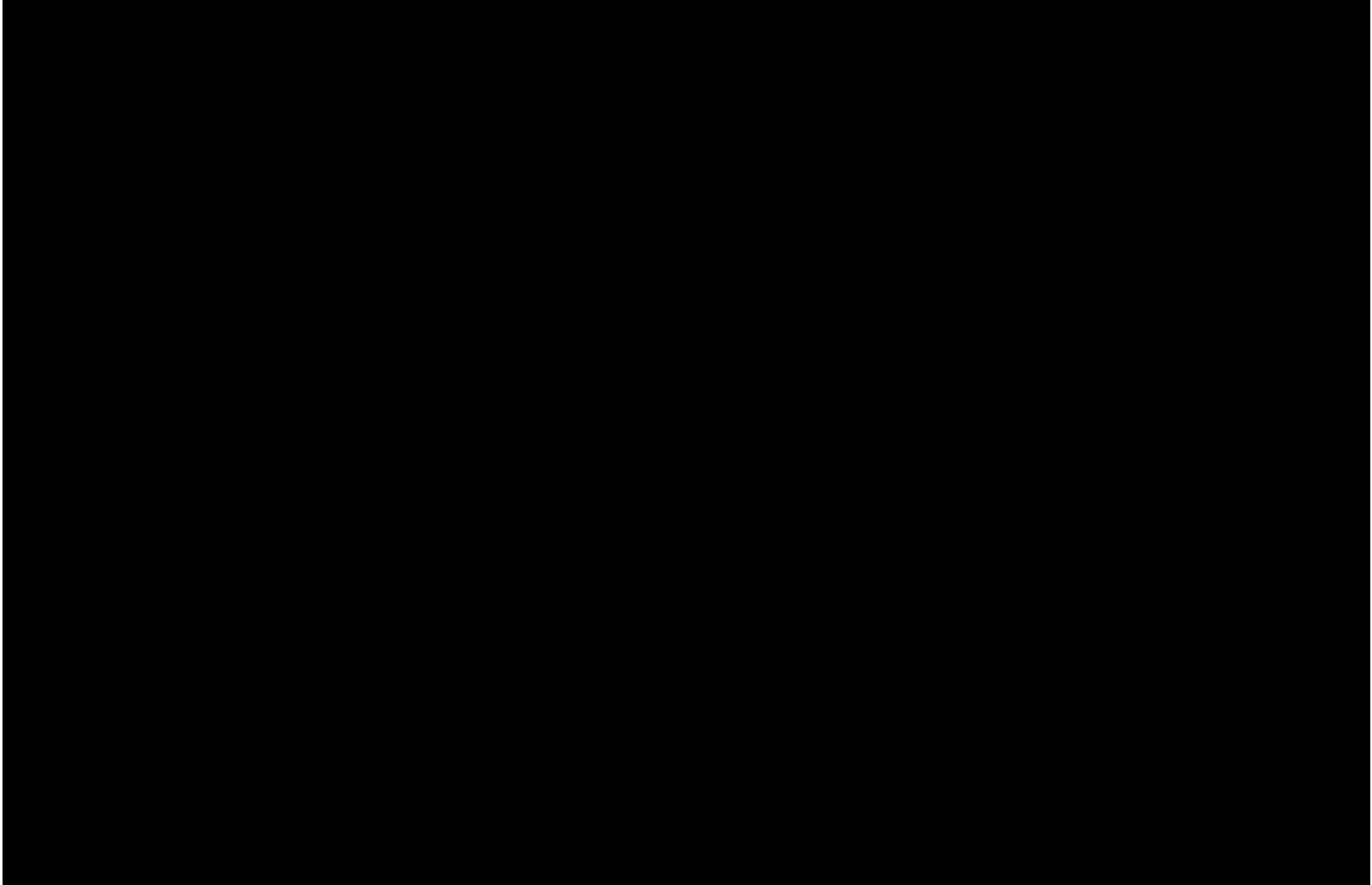
"Es gab Tage, wo ich die letzten Cent-Münzen zusammengekratzt habe, um mir etwas zu kaufen." [mehr...](#)

BZgA



Example: TV Commercial Campaign

<http://www.verspiel-nicht-dein-leben.de>





Concluding Remarks

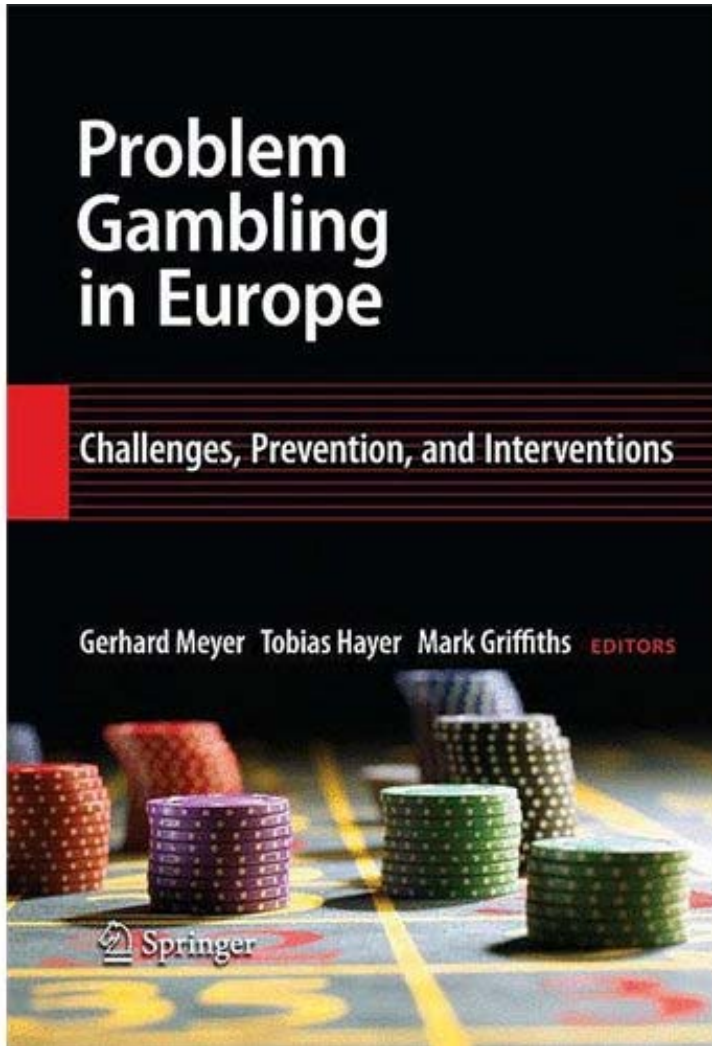
Prevalence rates range from 0.29-0.64% (at-risk/problem gambling) and 0.19-0.56% (pathological gambling). In an international comparison, the rates fall at the lower end of the spectrum.

In the **past**, **economic interests** of the government seemed primarily to shape the German gambling market. The introduction of the new **gambling treaty in 2008** has improved the **gamblers' protection** and the **help system** noticeably.

Controversial issues mainly refer to the **gambling ban on the internet** as well as the **exclusion of the amusement with prized-machines from the state monopoly** despite the high addictive potential of this gambling form.

The **dispute about the regulatory framework** for the German gambling market will be intensified due to a recent **ruling of the European Court of Justice** (08. September 2010). The ECJ has decided that the German state monopoly seems to be applied in an **inconsistent and unsystematic manner**: a) the holder of the monopoly drove **intensive advertising campaigns**; b) **other types of gambling** with a high addictive potential (e.g., amusement with prizes-machines) are **not covered by the state monopoly** (instead there is an expansion to stimulate gambling).

For further information



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Thank you for your attention!

