EUROPEAN COMMISSION
Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs
Single Market Enforcement
Notification of Regulatory Barriers

Notifizierungsnummer : 2026/0672/FI (Finland)

Luonnos sisäministeriön asetukseksi rahapelitoimiluvanhaltijan rahapelien toimeenpanosta

Eingangsdatum : 26/11/2026
Ende der Stillhaltefrist : 01/03/2027

Message

Message 001

Communication from the Commission - TRIS/(2026) 3446

Directive (EU) 2015/1535

Notification: 2026/0672/FI

Notification of a draft text from a Member State

Notification – Notification – Notifzierung – Нотификация – Oznámení – Notifikation – Γνωστοποίηση – Notificación – Teavitamine – Ilmoitus – Obavijest – Bejelentés – Notifica – Pranešimas – Paziņojums – Notifika – Kennisgeving – Zawiadomienie – Notificação – Notificare – Oznámenie – Obvestilo – Anmälan – Fógra a thabhairt

Does not open the delays - N'ouvre pas de délai - Kein Fristbeginn - Не се предвижда период на прекъсване - Nezahajuje prodlení - Fristerne indledes ikke - Καμμία έναρξη προθεσμίας - No abre el plazo - Viivituste perioodi ei avata - Määräaika ei ala tästä - Ne otvara razdoblje kašnjenja - Nem nyitja meg a késéseket - Non fa decorrere la mora - Atidėjimai nepradedami - Atlikšanas laikposms nesākas - Ma jiftaħx il-perijodi ta' dewmien - Geen termijnbegin - Nie otwiera opóźnień - Não inicia o prazo - Nu deschide perioadele de stagnare - Nezačína oneskorenia - Ne uvaja zamud - Inleder ingen frist - Ní osclaíonn sé na moilleanna

MSG: 20263446.EN

1. Notification Message: MSG 001 IND 2026 0672 FI EN 26-11-2026 FI NOTIF

2. Country: Finland

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4. Products/Services 2026/0672/FI - H10 - Games of chance

5. Title: Draft Decree of the Ministry of the Interior on the Provision of Gambling by Gambling Licence Holders

6. Product/Service Details: Gambling services

7. Notification under another EU law:

8. Executive summary: The Decree of the Ministry of the Interior would lay down restrictions on harmful features of gambling games and certain requirements concerning the provision of gambling games, with a view to preventing and reducing gambling-related harm. The Decree would lay down the maximum permitted stakes for gambling games, the maximum permitted entry fees for certain tournament games, and the permitted methods of awarding jackpot prizes. In addition, the Decree would lay down restrictions on the features of electronic gaming machine games, such as a prohibition on automatic play, a prohibition on playing multiple games simultaneously, a minimum duration for each game round, and a prohibition on misleading game mechanics and game mechanics that increase gambling-related harm. The Decree would also lay down an obligation to inform players when the choices they make have no effect on the outcome of the game, as well as a requirement to provide players with regular reminders of the time spent playing. The objective of the Decree is to reduce harmful features of gambling games and strengthen player protection.

9. Brief statement of grounds: Section 32(1) of the Gambling Act (10/2026) lays down the obligation of gambling licence holders to provide gambling games in such a way as to ensure players' legal protection, prevent abuse and offences related to gambling, and minimise gambling-related harm. The section also contains the necessary enabling provisions for issuing decrees concerning the provision of gambling by gambling licence holders. Subsection 3 of the section empowers the Ministry of the Interior to issue decrees laying down necessary provisions on the features of gambling games provided by gambling licence holders, with a view to preventing and reducing gambling-related harm.

Under section 32(3) of the Gambling Act, a Decree of the Ministry of the Interior may lay down provisions on: (1) the maximum permitted stakes and winnings; (2) requirements concerning the pace of play and other features of games, specific to the form of provision or the game; and (3) quantitative and time-based restrictions specific to the form of provision, the game or the player.

According to the explanatory memorandum to the enabling provision (Government Proposal HE 16/2025 vp), online casino games and fast-paced gaming machine games provided by gambling licence holders are particularly high-risk in terms of gambling-related harm. The online gambling environment increases the risks of harms and highlights the need to regulate the characteristics of gambling services. In particular, with regard to gaming machine games, key regulatory needs concerning game features relate, inter alia, to the maximum stake and winnings, the possibility of placing additional bets during a game round, the speed of game rounds, the automated initiation of game rounds (the so-called autoplay feature) and artificially created so-called near-miss situations.

According to the explanatory memorandum, restrictions on the aforementioned features could reduce the risks of gambling-related harm without unnecessarily impairing the player's gaming experience. The explanatory memorandum states that imposing such restrictions would be necessary in order to achieve the objectives laid down in the section.

As an example of the quantitative and time-based restrictions referred to in section 32(3)(3) of the Gambling Act, the

explanatory memorandum mentions a requirement to remind players of the time spent gambling (time reminder) and a restriction on the duration of gambling whereby the gaming system would require players to take at least a short mandatory break after a prolonged period of uninterrupted gambling.

9a. Suitability of the Measure to Attain the Pursued Objective: The objective of the provisions contained in the draft Decree is to ensure that, when transitioning to a competitive licensing system, the provision of gambling does not conflict with the objective of the Gambling Act of preventing and reducing gambling-related harm. The provisions concern restrictions applicable to gambling games provided under a gambling licence.

The measures address features of gambling games that have been identified in research literature and in the regulatory approaches adopted in several European countries as being associated with a higher risk of gambling-related harm. Gambling games characterised by fast and frequent game rounds, a high pace of play and continuous availability are considered particularly harmful. Such features include, for example, automatic play, the possibility of playing several games simultaneously, very short game rounds, so-called near-miss displays and other mechanisms that may give players a false impression of their chances of winning or their ability to influence the outcome.
The restrictions proposed in the Decree are intended to slow down the pace of play, increase players' awareness of their own gambling behaviour and reduce the use of features that may encourage prolonged or uncontrolled gambling. In addition, the proposed requirements improve the transparency of gambling games by requiring that their visual presentation corresponds to the actual random outcome and that players are informed, where necessary, that their actions have no effect on the outcome of the game.

The proposed measures form a coherent package aimed at consistently reducing harmful features of gambling games provided by all gambling licence holders. The measures do not constitute barriers to market access or impose any conditions on market access.

In the absence of provisions laid down by Decree, gambling licence holders could use features in electronic gaming machine games that have been considered to increase the risk of gambling-related harm. Compared with what would be permitted under the Decree, gambling could take place at a faster pace and include features that influence player behaviour, such as automatic play, misleading expectations of winning or so-called near-miss displays. There would also be no obligation to provide players with information on the time spent gambling or on the effect of game mechanics on the outcome of the game.

In the consultation feedback, authorities, research organisations and associations that emphasised the prevention of gambling-related harm expressed support in particular for the prohibition of autoplay, the prohibition of simultaneous play, regulation aimed at moderating the speed of game rounds, the prohibition of misleading displays and time reminders.

9b. Necessity: The proposed measures are narrowly targeted at features of gambling games that are considered to increase the risk of gambling-related harm. The Decree would not restrict the provision of gambling services as such or prevent market access; rather, the provisions would apply exclusively to certain technical features and game mechanics of gambling games.
The restrictions on the features of gambling games laid down by the Decree are necessary to ensure the uniform provision of gambling games under the licensing system and to increase the predictability and legal certainty of the regulatory framework. Uniform rules reduce the need for case-by-case interpretation from the perspective of both licence holders and the competent authority.

Other regulatory measures, such as general consumer protection legislation or industry self-regulation, do not make it possible to address those features of gambling games that are known to have the potential to influence player behaviour in a way that increases the risk of gambling-related harm. The objectives laid down in the Act cannot be considered achievable equally effectively by means of less restrictive measures.

The restrictions are particularly necessary in the context of the new gambling system, which will enter into force on 1 July 2027, as it will create a situation in which gambling services are provided by several dozen operators in a competitive market. In the absence of more detailed, uniform and binding requirements concerning product features, licence holders could make use of differing game features, including features that may be considered to increase the risk of gambling-related harm.

During the consultation, several authorities, research institutes and associations focusing on the prevention of gambling-related harm considered the proposed restrictions necessary or called for them to be further tightened. Gambling industry operators also largely accepted the objective of restricting misleading presentations of winnings and near-miss mechanics, and the comments they submitted mainly concerned the precision of the provisions and their technical application.

The proposed provisions form an essential part of the regulatory framework governing the new gambling system and are necessary to achieve the objective set for gambling legislation of preventing and reducing gambling-related harm.

9c. Disproportionate burden in relation to the objective pursued: The proposed measures are aimed at preventing and reducing the social, economic and health-related harms caused by gambling and at strengthening player protection. This objective can be considered an important objective in the public interest.

The restrictions laid down by the Decree are narrowly targeted at the features and game mechanics of gambling games. The aim of the provisions is to ensure the uniform provision of gambling games and the achievement of the objectives of national legislation under the licensing system. In addition, in accordance with the enabling provision, the provisions would specify the requirements laid down in the Gambling Act in order to ensure uniform implementation in practice and predictability from the perspective of licence holders.

The Decree would specify only the requirements concerning the provision of gambling games and would establish rules that are equally binding on all gambling licence holders. The provisions would not affect the conditions for market access or introduce any new licensing requirements or other barriers to market access. Market access and the conditions for granting a gambling licence are laid down in the Gambling Act and cannot be regulated by decree.

Taking into account the importance of the public interest objective pursued, the limited scope of the provisions and the fact that they apply uniformly to all licence holders, the proposed measures can be considered proportionate. The burden imposed on licence holders by the Decree cannot be considered disproportionate in relation to the objectives pursued, namely preventing and reducing gambling-related harm and strengthening player protection.

10. Basic text references: The basic texts have been provided in connection with an earlier notification: 2024/0601/FI

11. Invocation of the urgency procedure: No

12. Please provide the grounds for the urgency:

13. Request for confidentiality: No

14. Is it a Fiscal Measure? No

15. Has an Impact Assessment? Yes

16.
TBT aspects: No

SPS aspects: No

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European Commission
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