

2024

Jersey Gambling Commission Annual Report and Accounts



R.120/2025

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Chairman's Statement

Not a year goes by without my having to comment on the need for specialist problem gambling treatment in the Island. To that end we have continued our discussions with Health and we wrote to the Health Minister. We asked whether progress could be made together bearing in mind the other pressures faced by his department or whether it would be better to continue with our own approach, helping individuals on a case by case basis. We await a definitive answer. Meanwhile, the Commission will naturally continue to do what it has always done: promote understanding, offer support and in the most serious cases, establish treatment routes from external providers.

It is heartening to receive feedback at officer level that the pathologies underlying compulsive gambling, and the associated potentials for harm, are being increasingly recognised by government and that individuals presenting in crisis will be treated, where appropriate, through our local Health service. Even taking this into account, I continue to fear that we are missing an opportunity to provide structure and security for those people who may not know how to access support and who, consequently, may progress further into difficulty than might have been the case if there was a publicly promoted route to treatment. It is not ultimately important whether help is provided in Jersey, in the UK, or even remotely into the home. What matters is that the option is there and that people know that it exists and how to access it.

In this sense, 2024 has been a year of 'wait and see'. Direct referrals by the Commission to third party providers are down and there were no claims for direct assistance which is the first such year for some time. This may be a good thing. Certainly people still present at the Commission looking for information and assistance and it is not unreasonable to assume that where they do not return and ask for help directly to us, this is because they have received it elsewhere. It would, however, be good to know that rather than merely relying on the assumption. Exchange of information between the Commission and government in respect of requests for assistance and acceptance into the healthcare system would provide certainty that these people are not merely falling through the cracks.

The signing and coming into force of the Memorandum of Understanding between the Minister for Sustainable Economic Development and the Commission in March was a most welcome and tangible sign of that information exchange being placed on a formal footing. I greatly appreciate the input from, and access to, the Minister for which the MoU provides. It has allowed us to flag potential regulatory improvements that could be achieved and to consider other areas where the experience of the Commission could be put to work for the public good. The importance of the MoU should not be underestimated: neither party benefits from working in isolation and the ongoing structured engagement ensures that not only is the Commission given a voice and access to government, but equally importantly, the Commission is informed about government priorities and concerns. To that end, I look forward to a broadening of understanding as we move forward. We continue greatly to value the active interest that the Minister has always shown in the work of the Commission and the beneficial insights which he has shared with us.

The stability identified in terms of the land-based sector last year has continued, albeit with a further small decline (one shop) in retail betting, a reduction in two remote licences (from October 2024) but an increase in thrift clubs. The big success of the year, of course, was the 2024 MONEYVAL assessment that was published in July. The strength of the regulatory supervision of the remote gambling sector was recognised, albeit with inevitable recommendations for enhancement. The great takeaway, however, is that predictions made back in 2012 by those who prophesied that remote gambling would become an easy route for money laundering and pose an enormous risk to Jersey's finance centre have been proven to be false prophets. Now that the industry has matured and emotions calmed, it is plain that this sector is of commercial benefit to Jersey. This should not be a surprise, but it is pleasing nevertheless to have the Commission's position vindicated.

I commend this report to the Minister and respectfully request that it be forwarded for submission to the Assembly.

Advocate Cyril Whelan
Chairman

Chief Executive's Statement

It is fitting to start this statement by marking two significant events, one at the beginning of the year and the other at the end. January witnessed the passing of an icon of the Jersey racing scene, Neville Ahier. Mr Ahier was a regular visitor to the Commission's offices and was always a source of feedback regarding the Jersey betting scene and the relative rises and falls of Crown and Anchor. His passing truly marks the end of an era and he will be missed. December 2024 provided a moment of reflection as the Commission marked its 100th Board Meeting since having been created in 'shadow' form in 2007 to assist government with policy proposals leading to the enactment of the Commission Law in 2012. The intervening 18 years have perhaps not delivered everything that was hoped for, but in general terms the results have been positive. The focus on reducing gambling harm has never been stronger, even if avenues for assistance remain few, and the balance of regulation has become better targeted upon commercial operations and based on sound principles. The outlook for further change and improvement remains good.

Turning to the financial position, the Commission has ended the year with an operational surplus of £92,254 a modest decrease on the previous year operational surplus of £100,084. Taken together with bank interest and investments this was £134,587 (2024) against £131,033 the previous year. This represents a most positive result, in part because of the additional full-year income received from the exiting remote licensees. As for all, costs continue to rise and revenue while stable, is unlikely to see any significant growth outside of the cost of living increases introduced in 2022. The Commission will therefore face increasing financial pressures in the future as it continues to operate purely on the income that it receives through licence fees and without the benefit of any public money. The long-term impact of this is clear: either the Commission receives a new revenue stream, or it will have to make whatever savings can be made and steadily use its retained surplus (currently £812,627 and not including the Social Responsibility Fund) as a financial buffer. Article 3(1)(b) of the Commission Law provides a possible further avenue of exploration, in that it describes the functions of the Commission as being 'any other function conferred on or transferred' to the Commission by any enactment. The recent signing of the Memorandum of Understanding between the Commission and the Minister for Sustainable Economic Development has opened an avenue for dialogue in this regard and progress is now underway to discuss the remit of the Commission and how it might possibly evolve to undertake other functions.

For many years I have commented on the value of international co-operation and the important role that organisations such as GREF, the Gambling Regulators European Forum and IAGR, the International Association of Gaming Regulators play in connecting Jersey to the wider world. While this clearly benefits the Island and the Commission team, there can be no doubt that this is a two way process and to that end I was delighted to have participated in the recruitment and selection of Board members for the new Gambling Regulatory Authority of Ireland, having previously sat on the recruitment board of their new CEO. I wish the new team at the GRAI much success in the years ahead. Within IAGR I continue as a Board Trustee of the Association and also Co-Chair the Working Group on Compliance and Enforcement as well as the Membership Working Group.

The relationship of the Commission with the industry that it regulates is also one of importance and I wish to recognise the support of the bookmaking sector in assisting with the crafting of a 'landing page' specifically for Jersey residents on the Gamcare website: <https://www.gamcare.org.uk/gambling-harm-support-in-jersey/> Gamcare is a leading third sector provider of structured help services in the UK and is a prominent listee of internet search engines when seeking information of problem gambling. While their funding conditions prevent Gamcare from offering direct services to Jersey residents, they remain a valued resource of information and signposting. Having a specific page for Islanders is therefore most helpful.

Finally, I wish to put on record my thanks to my team for what has been a very good year in terms of their contributions to the MONEYVAL assessment and the very real impact that they make in dealing with individuals, their friends, families and loved ones who attend requesting help and assistance in respect of their gambling.

Dr Jason Lane
Chief Executive and Commissioner

The Board and its Responsibilities

Membership of the Board of Commissioners is by Ministerial appointment from a list of applicants compiled by the sitting Chair. The position of Chair is by open competition under the auspices of the Jersey Appointments Commission and with representatives of both the Minister and the Commission. The last open competition was in July 2015 with the next scheduled for July 2025. Both Advocate Whelan and Ms Sebire will have served for 10 years, while Dr Lane's appointment (from January 2023) is in accordance with Article 4(3)e, the term of office being in line with his period of employment with the Commission. Dr Lane receives no additional remuneration for the role (Article 3(3) of the Gambling Commission (Jersey) Law 2010 refers).

Article 2 of Schedule 1 of the Gambling Commission (Jersey) Law 2010 governs the Constitution and operation of Commission. It mandates the requirement of the Board to disclose any direct or indirect conflict of interest in the operations of the Commission and that thereafter any such conflicted Commissioner should take no further part in the proceedings in respect of that conflict. The declaration of interests is consequently a standing item on the agenda of Board meetings and no conflicts were declared during the period under review.

The Law also gives a power (but makes no requirement) for the Commission to have committees. The utilisation of specialist committees within large Boards is quite normal, but with a Board of only three, the separation of thought and expertise is at best theoretical. For this reason the Board elected at the start of its term to consider all matters together. For this reason, responsibility for the strategic direction of the Commission lies with the Board, with the operational delivery being in the hands of the executive.

CYRIL WHELAN, CHAIRMAN

First Appointment, November 2015

Appointed Chair, October 2016

Re-Appointed November 2019

Re-Appointed April 2022

Re-Appointed February 2023.

Advocate Whelan will have completed the full ten-year maximum tenure as a Commissioner in November 2025.



Called to the English bar in 1979 and to the Jersey bar in 1982, Advocate Whelan spent 28 years as senior legal adviser in the Law Officers' Department in Jersey. He was appointed to the office of Crown Advocate immediately upon the creation of that office in 1987 and remains the Island's longest serving Crown Advocate. He has served from time to time as Jersey's acting Attorney General and has also acted on behalf of successive Attorneys General in the implementation of major regulatory and mutual assistance legislation in Jersey.

Advocate Whelan retired from the Law Officers' Department in 2007 and is currently a Senior Consultant at the local law firm Baker and Partners. Among other positions of public service, Advocate Whelan completed the ten-year maximum tenure as a Commissioner of the Jersey Financial Services Commission in June 2020. He sits as an employment judge (Deputy Chair) of the Jersey Employment and Discrimination Tribunal, sits as one of Jersey's Coroners and chairs the Appeals Panel in respect of the fitness of medical professionals under the relevant legislation.

DEBBIE SEBIRE, COMMISSIONER

First Appointment, November 2015

Re-Appointed November 2019

Re-Appointed January 2023.

Commissioner Sebire will have completed the full ten-year maximum tenure as a Commissioner in November 2025.



From 2004 to 2012 Ms Sebire was the Director of Trust Company Business for the Jersey Financial Services Commission. Prior to that from 1991 to 2004 Ms Sebire was a Director of Citigroup's Jersey Trust Company, responsible at various times for running the Jersey Trust Company and a Mutual Fund Unit. Ms Sebire is an Associate of the Chartered Institute of Bankers.

Ms Sebire retired from the Board of Highvern Trustees Limited as a non-executive director in November 2024.

JASON LANE, COMMISSIONER AND CHIEF EXECUTIVE



Jason has been Chief Executive of the Jersey Gambling Commission since the organisation was created in 2010, having previously worked as a policy advisor on regulatory issues for the Government of Jersey. A former Chairman of the Gaming Regulators European Forum (2014-16), and Past President of the International Association of Gaming Regulators (2021-23), Jason continues to serve as a Trustee of IAGR and is Co-Chair of its Compliance and Enforcement Working Group and the Membership Working Group.

A member of the International Masters of Gaming Law, Jason also served on the Jersey Police Authority from 2014, becoming Chair in 2017 and completing his service in June 2023.

Meetings of the Commission

Meetings of the Board are of three main types. The first are standard meetings which are held quarterly and these touch upon all aspects of the Commission's functions, but particularly include a financial review of actual income and expenditure against budget. The Commission's management accounts are compiled by their shadow Finance Director, a service supplied by local accountancy firm Allsorted (formerly Purpose). These management accounts are based upon the Commission's operational budget which is prepared by Allsorted after consultation with the Chief Executive. It is worth noting that the Commission receives no public funding whatsoever and must therefore ensure that it is fiscally responsible and makes best use of the fees which it charges to its licensees, permit holders and other stakeholders.

The Board will also be presented with an operational report during its quarterly meetings. These are prepared by the Executive and raise matters which are deemed notable and reportable. The Board will also meet to consider licence applications across its various commercial sectors. These are assessed on the basis of the application received and the Executive's report into the firm or individual concerned.

Finally the Board also meets on an *ad hoc* basis for particular or pressing matters that cannot wait until the next quarterly meeting and those matters subject to the published Decision Making Process.

In 2024, the Commissioners met formally on four occasions:

11th March 2024; 10th June 2024; 13th September 2024; 11th December 2024.

Attendance:

	Present	Absent
Cyril Whelan	4	0
Debbie Sebire	4	0
Jason Lane	4	0

Board packs comprising agendas and reports are distributed to the Commissioners a week in advance of each meeting, and categorised accordingly:

- Confirmation of the Minutes
- Matters arising from previous meeting
- Report on Financial Matters
- Report on Operational Matters
- Matters for Decision
- Matters to Note
- Any other business & late items

The Chair governs the meeting and agrees the agenda proposed by the CEO. The substance of the agenda ranges over issues arising locally and internationally and deals with updates related to the various licences and permissions granted by the Commission. The Board meetings address governance matters ensuring the Commissioners are satisfied that the Commission is being managed well and that financial stewardship is competently and transparently controlled.

The Board has a statutory duty in respect of Responsible Gambling and oversight of the Social Responsibility Fund which is managed and accounted for separately from the Commission's funds. The importance of this work has grown significantly in recent years and, coupled with a modest decline in the number of commercial licensees, is now the main area where the Board exercises its leadership and strategic direction.

The Executive

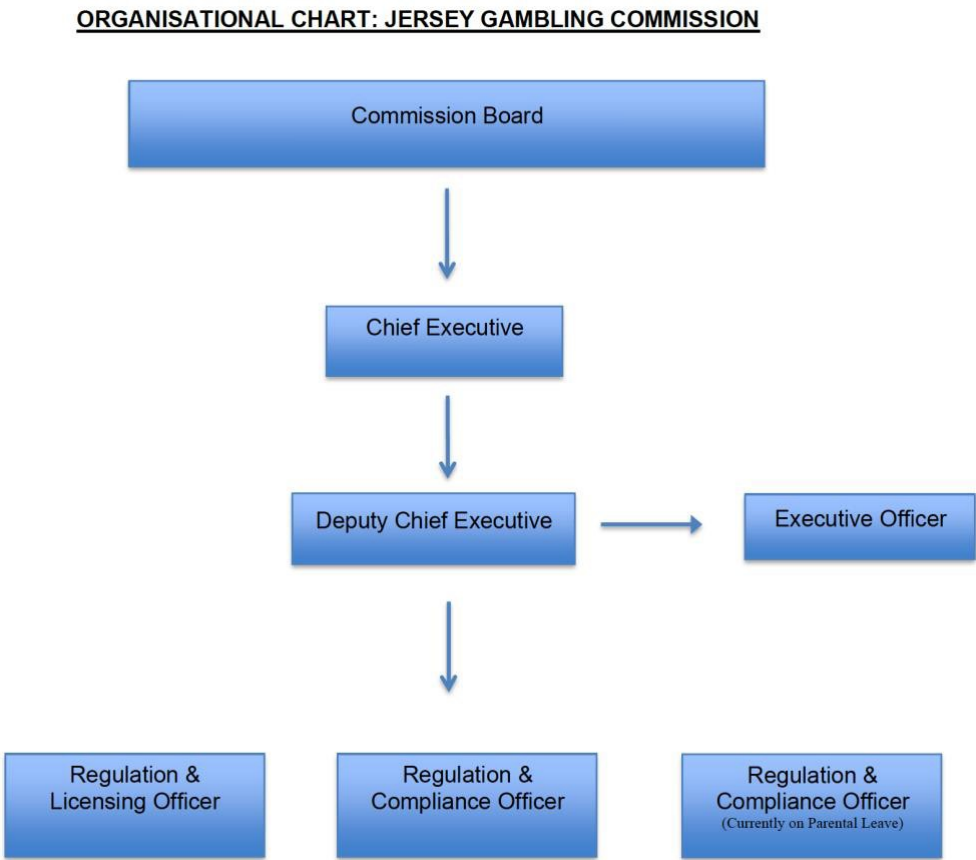
The Executive undertake the operational delivery of the work of the Commission under the scrutiny and oversight of the Board. It is led by the Chief Executive, Dr Jason Lane (Commissioner from 2023) and the Deputy Chief Executive, David Evans, who sits as an ex-officio Board Member. They oversee a small team, including an Executive Officer who has oversight of the financial and administrative functions of the Commission, as well as acting as a case officer with particular oversight of licensees financial reporting. The Executive Officer is in turn supported by three part-time Regulation and Compliance / Licensing Officers who undertake due diligence, monitor reporting and inspect for compliance.



David has worked for the UK Financial Services Authority and Pensions Regulator. In 2001 he joined the Gaming Board for Great Britain (latterly the Gambling Commission) as Inspector for Intelligence and Operations, also serving as the Board’s Money Laundering Reporting Officer.

In 2006 he joined the Jersey Civil Service and transferred to the Jersey Gambling Commission in 2010. As Deputy Chief Executive, David has responsibility for probity investigations on applicants for licensing and the production of guidance and Codes of Practice.

DAVID EVANS
DEPUTY CHIEF EXECUTIVE



The Role of the Commission

Part 2, Article 3 of the Gambling Commission (Jersey) Law (2010) sets out the general functions and powers of the Commission as ‘the general supervision of gambling’, including in particular –

- (i) supervision of providers of gambling services, and
- (ii) investigation of whether any person is complying with, contravening, or committing an offence under an enactment relating to gambling.

The Commission must also directly apply its ‘Guiding principles’ in the performance of all of its functions to ensure that any gambling services provided –

- (a) should be conducted responsibly and with safeguards necessary to protect children and vulnerable people;
- (b) should be regulated in accordance with generally accepted international standards to prevent fraud and money laundering, and should not be permitted to be a source of crime; and
- (c) should be verifiably fair to consumers of those services.

In undertaking these duties, the Commission applies the powers and responsibilities entrusted to it by the Gambling (Jersey) Law (2012).

Executive Overview 2024:

Staff



6 (5 in 2023)
Gender Balance M/F 3:3

Commissioners

3
Gender Balance M/F 2:1

Income 2024



	(2023)
Commercial Fees	
£837,049	£768,813
3rd sector Fees	
£3,899	£2,925

Fees & Salaries 2024



	(2023)
Staff	
£425,689	£399,148
Commissioners	
£80,400	£73,100

There were no formal arrangements requiring implementation of the Commission Decision-Making Process during the year.

Types of Permitted Commercial Gambling



Horse Racing



Internet Gambling



Sports Betting



Crown and Anchor

Types of Permitted Charitable Gambling



Cinema Racing



Raffles / Lotteries



Bingo



Crown and Anchor

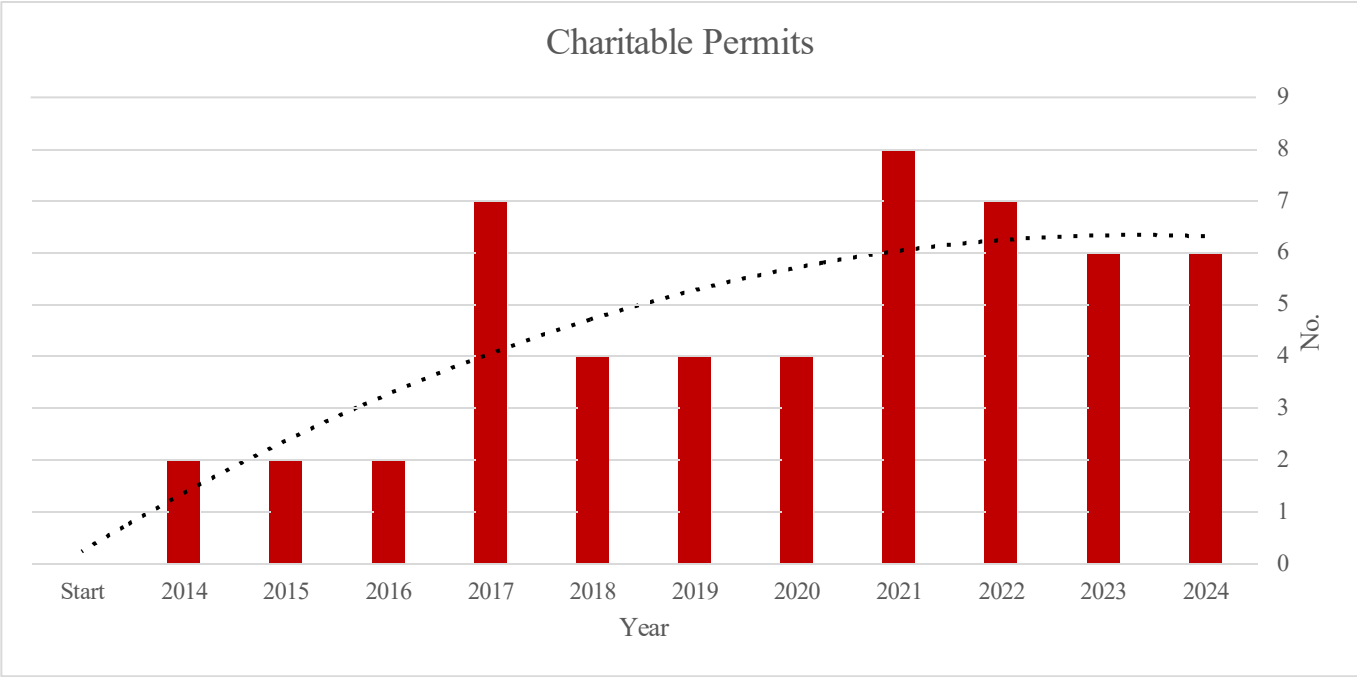
Levels of Charitable Gambling



The level of Charitable registrations remains roughly equivalent to the previous period and the Commission continues to assist charities, clubs and societies to undertake this form of fundraising in a safe and transparent manner. As well as the fundraising covered by the Code on Charitable Gambling, it is important to recognise the value of the ‘exempt’ status, whereby charities can undertake small scale gambling (with a prize fund under £1500) up to 3 times per year without regulation. This ensures that the sector is given an extra boost by providing access to gambling services for free, albeit the requirements of the Code still apply and the Commission is consulted and gives advice where appropriate and generally on request. In 2024 the Commission provided advice and support to 32 different charities, clubs and societies, with a further four receiving more in depth assistance requiring a number of in person meetings.

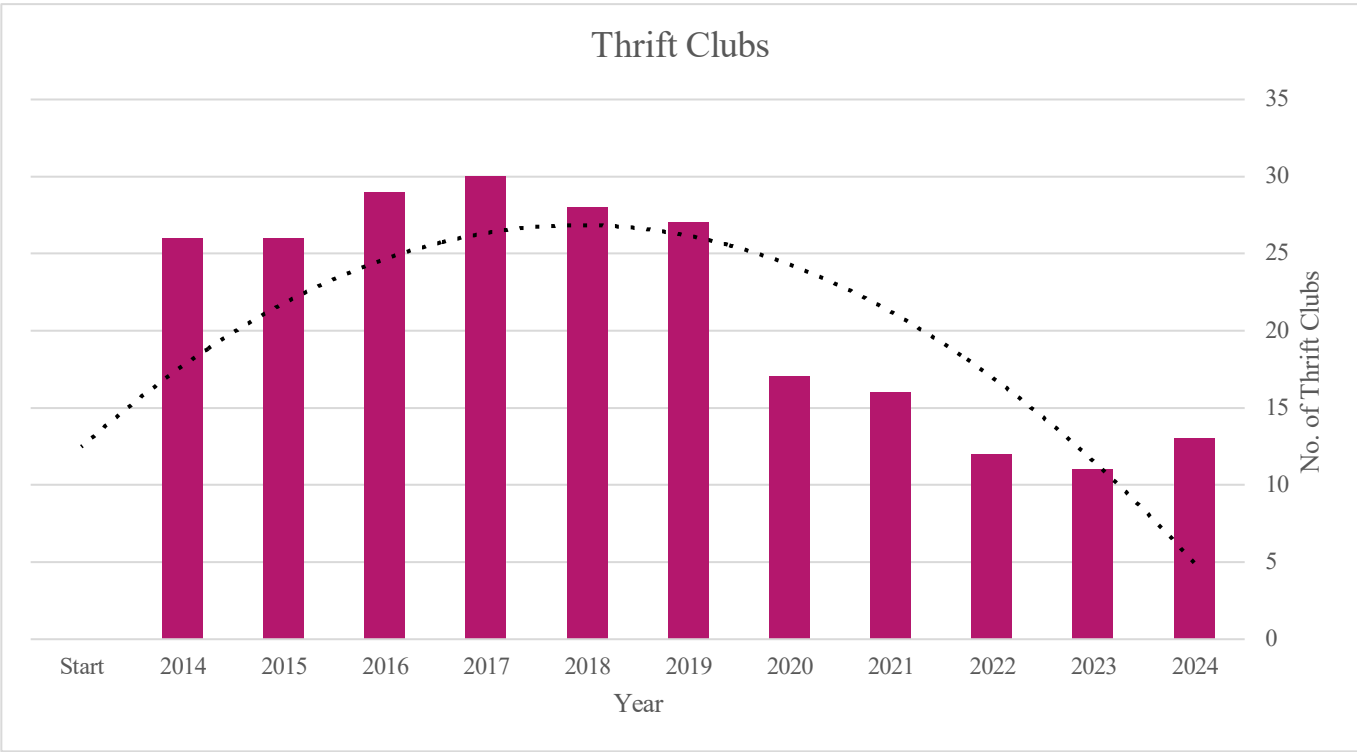
For those charities, clubs and societies that engage in more substantial fundraising, the permit regime is in place. The permit, effectively a licence, provides the Commission with greater oversight and gives reassurance to the charity and its principal persons that they are conducting the permitted type of gambling to an agreed standard. It also ensures

that the public know that the activity is legitimate and sanctioned, ensuring confidence in the brand is not potentially compromised. Over the past year the number of permits remained the same.

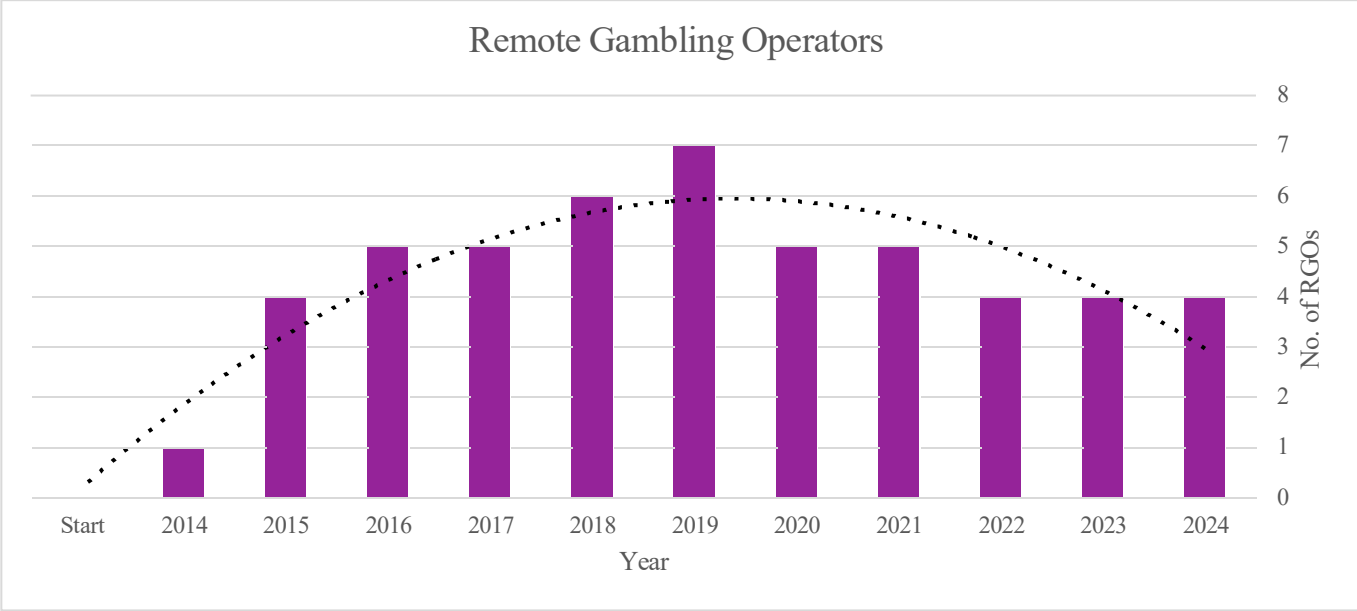


Numbers of Commercial Licences (by Sector – over time)

Thrift clubs are private members clubs that are permitted, by dint of their licence, to offer a restricted number of gambling games to the public. Originally created as a tax saving scheme (when income tax was paid in arrears) within public houses, thrift clubs have evolved into a socially popular and benign form of commercial gambling, offering such games as ‘open the box’, ‘meat draws’ and ‘football cards’ as a supplement to the savings scheme. This form of gambling has been in decline for some time, initially because of the impact of the pandemic, but latterly because of the imposition of full commercial banking charges, where banking is offered at all. To that end, the modest rise in numbers is to be welcomed.

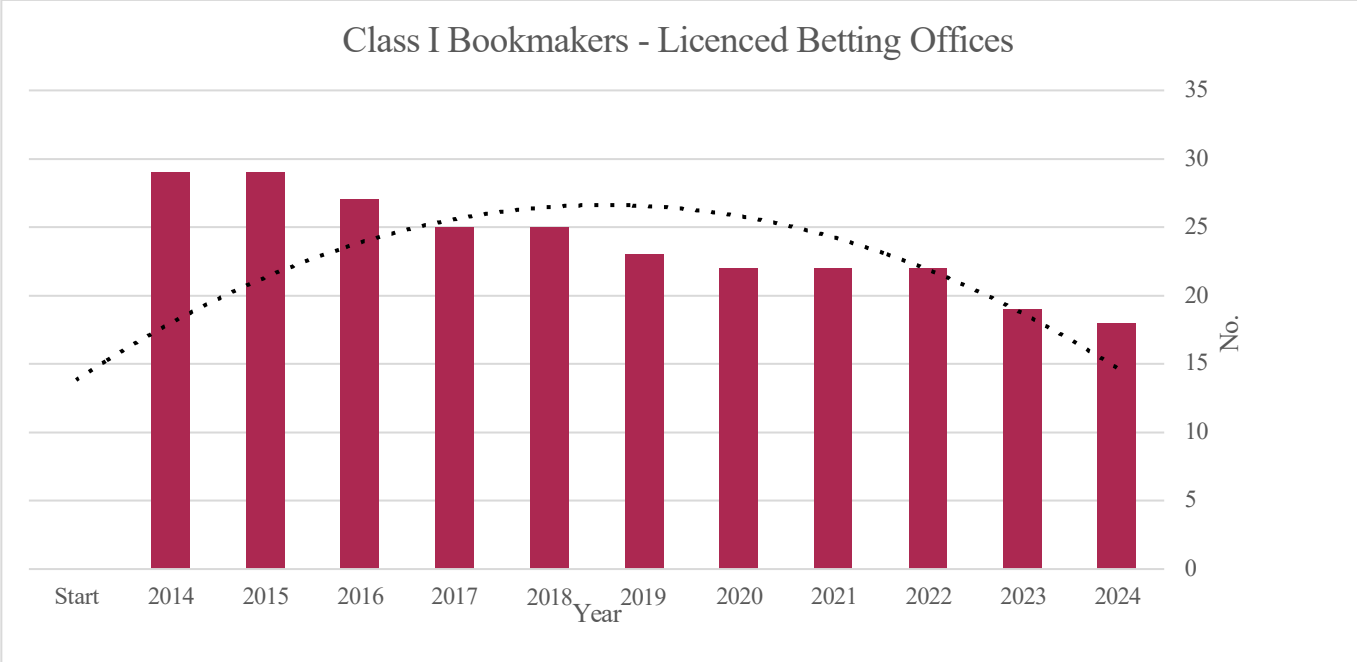


The numbers of remote gambling operators remained stable during the period which was unexpected given the earlier decision of two licensees to surrender their licences during 2024. This remains the intention and will take place once the work on their corporate restructuring has been completed. Prior to their cessation of activity the Commission will require a regulatory return in respect of their cessation of business to ensure that customer funds are properly managed and that there is a clear break between JGC regulatory oversight and that of the jurisdiction that they move to. The Commission monitors compliance via regulatory returns, periodic visits and unannounced inspections. In 2024 the Commission visited two of its remote operators to meet the senior executives and review the back-office systems for regulatory compliance. The Commission is pleased to put on record the co-operation that it received from both companies and can state that there was nothing discovered that would represent a breach of licensing conditions.



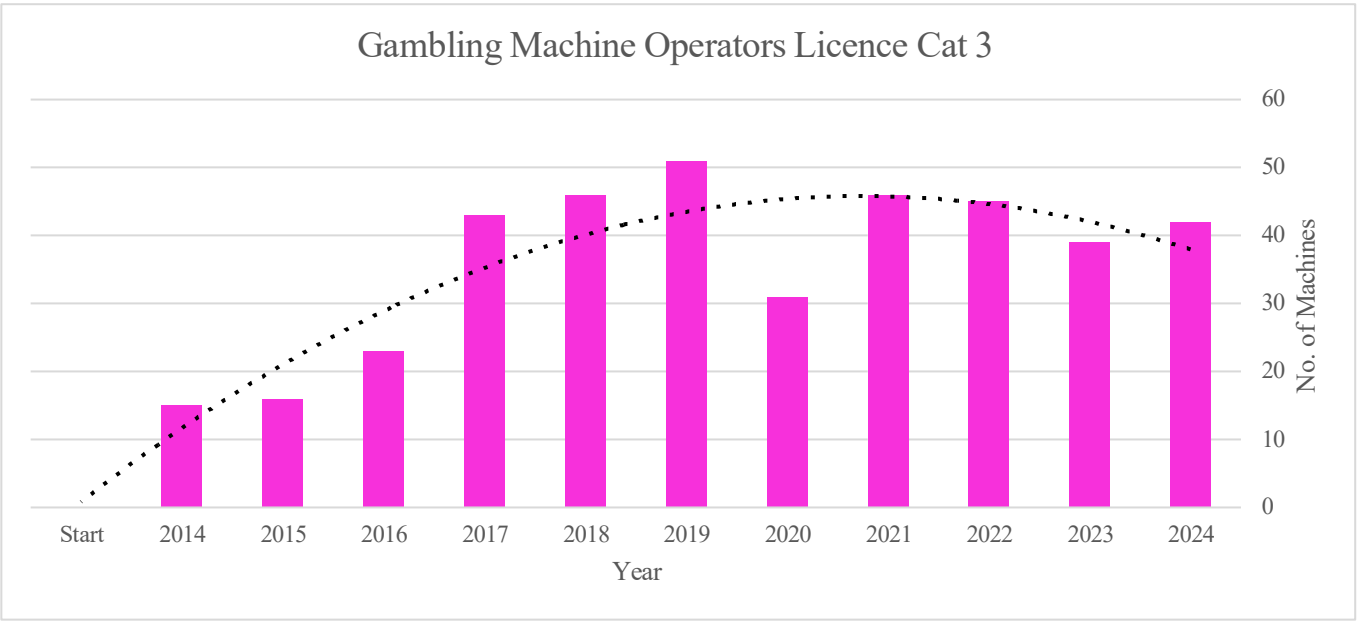
The other main part of the commercial sector is of course bookmaking. In 2024 Licensed Betting Office numbers further reduced with the unexpected closure of a Ladbroke shop, clearly showing that although the market seemed stable, reductions can still occur, even within larger groups, if individual performance is not deemed commercially viable. Associated declines were consequently also noted in the gaming machine estate (see graphs overleaf).

All shops are inspected at least annually, involving a full compliance check, as well as receiving *ad hoc* visits specifically for stated purposes, for example, anti-money laundering reviews or social responsibility checks.





In terms of restaurants, pubs and clubs, the numbers of gaming machines (category 3) returned a small increase on the previous period.



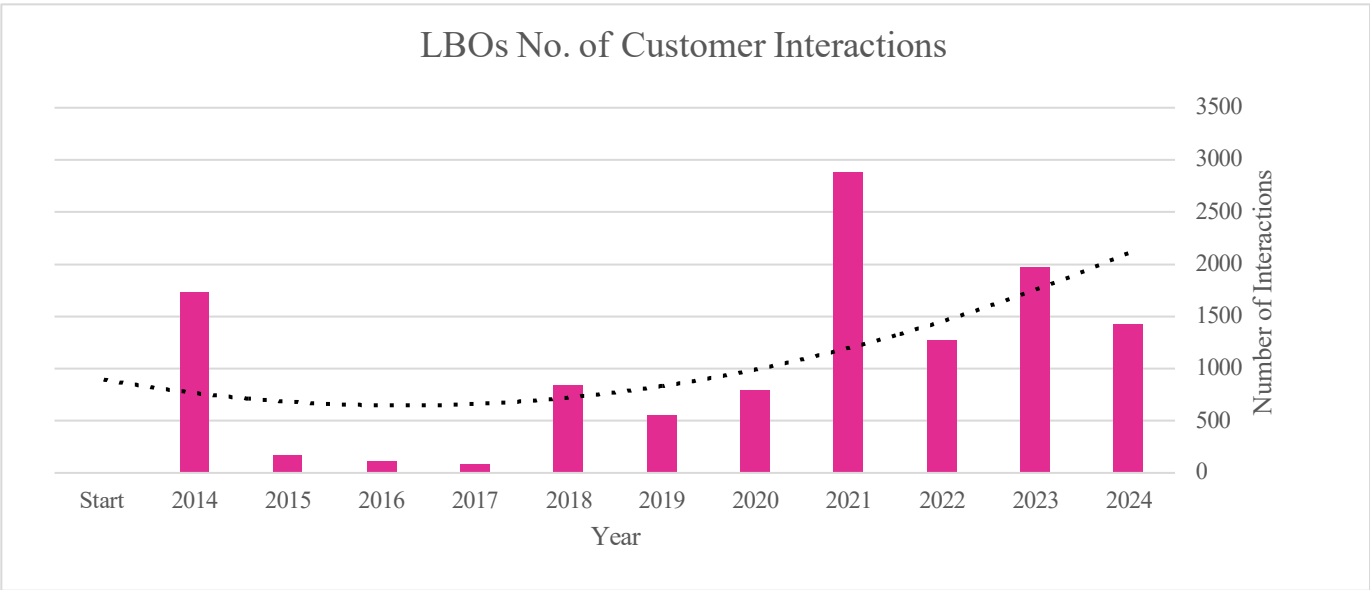
LBOs Self-Exclusion Data 2014-2024



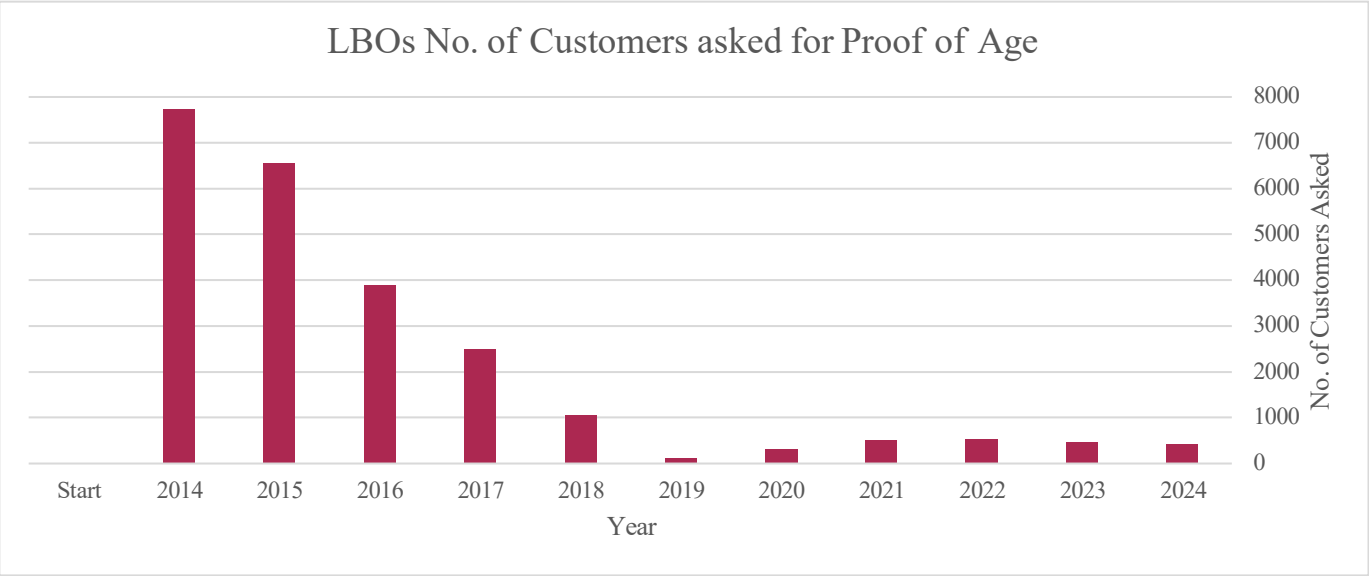
Self-exclusions are actions taken by customers to effectively ban themselves from gambling. Customers have the choice to exclude from a single shop, from the group (if part of a group) or from all betting shops in the Island. It is important to note that exclusions are recorded per premises, so a customer who excluded using the Multi-Operator Self-Exclusion Scheme, or ‘MOSES’ (the all-shops scheme run from the UK) would be recorded as 18 exclusions.

It is important to note that people self-exclude for a myriad of reasons and that they also self-exclude for different time periods. To that end care must be taken not to interpret the data too literally, but to examine it alongside the ‘intervention’ figures noted below.

Numbers of interactions can be a more useful measure as it records the actions taken by staff in shops to ensure that their customers are not experiencing signs of anxiety, or displaying behaviour characteristic of problematic play. Not all of these will be because a customer is experiencing harm, but it is hoped that more frequent interactions will encourage those potentially susceptible to excessive play to have an opportunity to reflect and reduce or stop their play. The reduction in the numbers of interactions is not in and of itself a concern. The betting market is small and it is fair to say that the majority of regulars will be known to the counter staff. After its introduction as a regulatory requirement from the UK, numbers would likely settle reflecting the knowledge that staff had of their customers. All counter staff are questioned in respect of their understanding of the requirement and usefulness of customer interactions as a means of reducing the incidence of problem gambling.



The final chart shows the general reduction in numbers of customers specifically asked to prove that they are over 18. Operators have improved the ‘Think 21’ scheme to now require proof of age by ‘Think 25’.



Licensing and Regulatory Strategy

The Commission is not a promoter of Jersey, or the gambling industry and takes a neutral approach to the sector. It has a clear duty in law to regulate legitimate businesses and those who wish to make use of gambling for charitable, sporting, social or educational purposes. Given that there is no proactive equivalent to Jersey Finance championing the sector, it is, and in all likelihood will remain, niche.

The Commission licences and regulates four areas:

- Terrestrial Commercial Gambling;
- Remote Commercial Gambling;
- Ancillary (Gambling) Services;
- Charitable, Club and Social Gambling.

Articles 8 and 9: Gambling (Jersey) Law 2012

The Law is unambiguous; Article 8 states that it is an offence to provide a commercial gambling service from Jersey without a licence and the offence carries a maximum of 5 years imprisonment and an unlimited fine. Commercial gambling is where a gambling service is provided by at least one person by way of business, to at least one person who gambles as a customer (not by way of business). This is distinguished from an ancillary service, known as business to business or B2B where a gambling service is provided by way of business, but only to others who are also acting by way of a commercial gambling business.

Article 9 requires the Commission to consult on and publish its policies on what types of commercial gambling will be licensed, and what standard conditions will normally be imposed on licences for different types of commercial gambling. These statement and policy requirements also extend to gambling promotions of charities and societies with permissions defined under the Gambling (Charitable and Membership Gambling Services) (Jersey) Regulations 2012 and also those B2B arrangements outlined under the Gambling (Ancillary Services and Miscellaneous Provisions) (Jersey) Regulations 2012.

Regulatory Risk

Given that Risk is inherent in everything that an organisation does, the Commission applies a risk-based approach to regulation, enabling it to prioritise its efforts and focus upon those sectors of the industry that have the greatest impact upon the Island. For that reason, the Commission considers the regulation of the commercial sector to be a higher priority than charitable and society gambling. The guiding principles governing our regulation are stated under Article 4 of the Commission Law. These principles state that we must ensure gambling services:

- should be conducted responsibly and with safeguards necessary to protect children and vulnerable people;
- should be regulated in accordance with generally accepted international standards to prevent fraud and money laundering, and should not be permitted to be a source of crime; and
- should be verifiably fair to consumers of those services.

Applying these principles to practice, a sound working relationship with the regulated sector is of the utmost importance. Self-reporting is a product of this relationship and bolsters trust between the regulator and regulated. While regular inspections and spot-checks are undertaken to verify compliance, it is the duty of a licensee to draw the attention of the Commission to an issue and take steps to resolve it. While a regulatory sanction may be appropriate depending upon the nature and scale of the breach, non-reporting immediately threatens a licence because of its clear breach of that trust previously mentioned. While self-reporting remains an appropriate means of lessening regulatory sanction and increasing compliance, it is vital that all licensees (and this extends to the charitable sector) are confident they can approach the Commission knowing they will be treated fairly.

Key Risks

The Commission operates a risk register to record and consider the possible risks that could have a substantial and unfavourable effect on the Commission. The executive review and update the register monthly and report to the Board annually. The register is organised around the following key themes:

Risk theme: Staff

The Commission is a small organisation, comprising three Commissioners and six executives, three of whom work part-time or reduced hours. The risks concomitant with sickness were clearly brought home during the Covid pandemic that highlighted the vulnerabilities facing a small work force. Remote and flexible working is now embedded for those staff who wish to avail of it. The approaching maximum terms of Commissioners Whelan and Sebire highlight the need for continuity and proper succession planning, as does the relative aging of the executive. While recruitment would seem the simple and obvious solution, the relatively modest packages on offer in comparison to the commercial sector make recruitment and retention difficult.

Risk theme: Finance

The Commission is not a publicly funded body, all income is derived from fees and it must manage its resources prudently. A reserve fund has been built up over a number of years to enable the Commission to mitigate any fluctuations in income, as well as meet any legal challenges. With the decrease in returns, diversification of funds has also become prudent and the Commission therefore has bank accounts with two providers, as well as an investment bond.

Risk theme: Technology

The majority of remote licensees submit reporting through a portal on the Commission's website. To ensure the ongoing robustness of our systems, management is outsourced to a trusted third-party technology company. A new internal case management system was delivered as planned for 2023, and wholesale replacement and modernisation of software and hardware utilising the Microsoft Teams platform was delivered in 2024.

Risk theme: Reputation

The Gambling Commission (Jersey) Law makes it a specific duty of the Commission that in carrying out its functions under Article 7(5) the Commission must aim to secure the protection and enhancement of the reputation and integrity of Jersey in commercial and financial matters, as those are affected by gambling. Although a small regulator of a small industry, the impact of any misconduct in the facilitation of commercial or charitable gambling would seriously impact the Island's reputation as a finance centre and erode public confidence. The Commission must also

observe its duty not to create an undue burden in its oversight of all its permissions, that regulation is proportionate, and that Jersey is not over-bureaucratic.

Operational Review 2024 Highlights

The Jersey Gambling Commission gears itself towards fulfilling five core aims:

1. To protect consumers, the young and the vulnerable;
2. To regulate fairly and responsibly in a manner proportionate to the sector;
3. To ensure that gambling legislation is kept up to date and fit for purpose;
4. To advise Ministers and government on all matters relating to gambling and gambling regulation;
5. To ensure that the Commission works to support government policy and the commitment to economic diversification.

Performance Report Overview Statement by CEO

The Commission seeks to be transparent in its operation in order to demonstrate its performance and review its effectiveness. Our job, as the Island's gambling regulator, is to set the standards and conditions for industry to operate and offer their services to the public and to ensure, as they do so, that this does not cause disproportionate harm or impact children. In some of these, such as access by children, we demonstrate this by on-site visits, checking registers and speaking to staff. Where appropriate, we review on-line data held by licensees to ensure compliance. I remain confident, therefore, that children do not have access to commercial gambling products on the Island.

It is important to realise that access by children to gambling is not necessarily a bad thing, indeed it happens regularly at schools and Parish fêtes and we have to make a distinction between commercial products which are restricted and those 'softer' kinds of gambling that are generally socially acceptable and form part of the learning process around probability and outcome. As I have mentioned before, the Commission particularly welcomes engagement with the public on this issue and is always willing to consider opportunities for review and improvement. What the Commission cannot do, however, is monitor access to internet products that are not licensed in the Island, or in-game purchases that can offer the same risk/reward profile utilised by commercial gambling products. These latter products remain outside of our remit and further evidence needs to be gathered in order to ascertain if there is a causal link between the two.

In terms of fairness, the Commission insists that commercial products are thoroughly tested and require certificates for game testing before entering the market. Thereafter we review terms and conditions of play, causation and resolution of faults in systems and monitor levels of complaints by customers. In the financial space we measure our performance in terms of our ability to operate and invest in our staff and systems without recourse to any public funding. This means we adopt a flexible budget, adjusting our expenditure as needed and smoothing the impact of occasional deficits, using reserves as needed. Keeping gambling free from crime is centred upon appropriate levels of due diligence when applications are received and then ongoing reviews, working with colleagues in other sectors, particularly the JFSC, for compliance in terms of AML/CFT and the wider government programme of engagement to ensure the Island complies with international standards. During the period, all the Island bookmakers were inspected and senior management and shareholders vetted.

Protection of consumers, the young and the vulnerable: The Commission continues its engagement with the Government of Jersey in order to ensure that the dangers posed by gambling are better understood. This involved exchange of correspondence with the Minister of Health and Minister for Sustainable Economic Development, as well as meetings with the Ministers for Education and Young People. The Commission continues to support Gordon Moody (GamblingTherapy) and has held exploratory talks with a number of third sector support groups to

see if they would extend their remit to cover the Island. This is vital work, because it aims to help those individuals for whom gambling has ceased to be an innocent form of recreation and enjoyment and who are experiencing varying levels of harm. In 2024 we recorded 9 direct interactions in respect of problem gambling issues, down from 14 the previous year.

Regulate fairly and responsibly in a manner proportionate to the sector: the Commission does not operate a 'one size fits all' policy and all physical premises that offer gambling services to the Jersey public will inevitably have at least one visit by the Executive in any one year. These may range from a low-key and unannounced visit to a pub or club operating gambling machines, to a more formal review of licence conditions in a bookmaker. A Remote Gambling Operator on the other hand, will likely only have one onsite inspection during the course of its licence (which may not be in Jersey), but will be subject to either monthly or quarterly review of its financials, systems and other reporting conditions. This level of scrutiny is generally not placed upon the charitable sector, save for specific examples where the scale of the permitted gambling is such that failure would have a disproportionate impact. In all of its undertakings the Commission remains cognisant of its duty in Law (Article 3(5) of the Gambling Commission (Jersey) Law refers) to ensure that it carries out its functions in a way that does not give rise to, or maintain, unnecessary burdens. There is, therefore, a clear need for consistency in approach and ultimately we recognise that we are subject to challenge and take account of this in our decisions.

Ensure that gambling legislation is kept up to date and fit for purpose: the Commission is pleased to report that the slowdown for non-financial services legislation which was demanded by the need to prepare for the MONEYVAL assessment has now been relieved and the Minister supports the enhancement of regulatory powers that have been submitted. Both parties are also having discussions about broadening the Commission's regulatory remit and to that end it may become more efficient to roll these into one piece of work across the next few years.

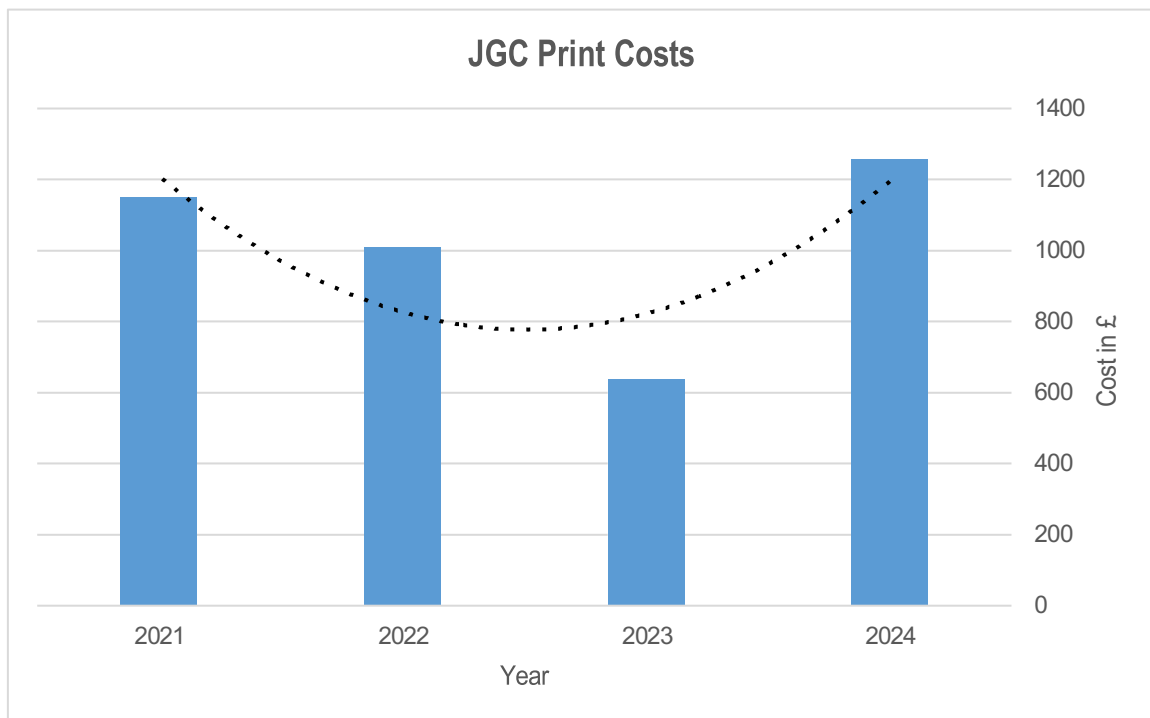
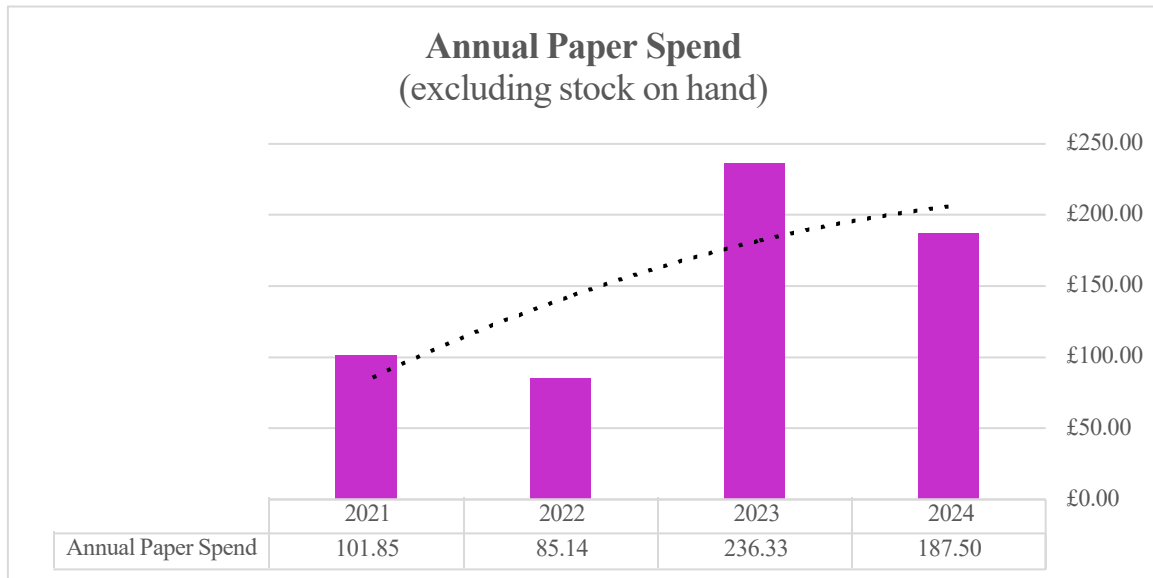
To advise Ministers and government on all matters relating to gambling and gambling regulation: as stated above, the Commission enjoys a positive relationship with Ministers who have committed to enhancing the Commission's regulatory powers. There has been engagement and support in terms of the Commission's remit around consumer protection and problem gambling, with the Sustainable Economic Development Department facilitating meetings with other departments of government. As should be expected, there was also challenge and questioning of regulatory policy and its application by the Commission. This is welcome, as political understanding and support for the Commission's statutory duties is vital to the proper functioning of any public authority.

To ensure that the Commission works to support government policy and the commitment to economic diversification: support of government policy in terms of keeping gambling crime free and ensuring it does not bring the Island into disrepute is clear and unambiguous. The Commission does not promote the industry, yet without a defined industry body to represent its interests, can find itself having to articulate what an industry view might be, simply because no-one else can do it. This is sub-optimal for all parties, but given the small scale of the sector, is unlikely to change. To that end, the Commission makes clear what its regulatory remit requires and what market-entrants could expect, but will not seek new business or promote Jersey as a jurisdiction.

Information on environmental matters: this is an area the Commission has only recently attempted to cover in its annual reporting. Sustainability recognises that the three pillars of the economy, society and the environment are interconnected. It is a long-term, integrated approach, to achieving quality of life improvements while respecting the need to live within environmental limits. The Commission has made an ongoing investment in technology to support hybrid working, reducing emissions in commuting to and from work, and work-related travel.

Air travel is the one area where the Commission does have a direct negative impact, but we consider this travel to be important as we rely, as a small team within a small jurisdiction, on contact with our peers worldwide. In 2024 we were able to reduce our emissions to 4.86 tonnes of CO₂ as a consequence of air travel, down from 24.77 tonnes previously.

Direct energy savings are marginal at best and made by reduction in unnecessary use of lighting, while printing is restricted to save energy costs and paper, with colour only used where absolutely necessary.



Consumer Single Use Plastics are not used and we do not produce food or food wastes, nor do we require use of single use plastics anywhere in our operation. We provide staff with washable cutlery, glasses and cups. The Commission does not monitor its levels of disposable waste, but does recycle aluminium cans which are donated to charity. As a single site organisation in a shared building, our ability to influence meaningful change is limited. We can and will look for further reductions in travel and other carbon producing activities.

Regulatory Review 2024

Commercial

As has been noted for a number of years, the position of the industry is one of managed decline in the land-based sector. While the loss of a further shop was not wholly unexpected, the outlook for the terrestrial bookmaking market remains grim when compared to that of online operators. Worldwide, the remote gambling industry is thriving, with significant improvements in customer care amongst those based in equivalent jurisdictions. To that end the Commission is particularly interested in developments within Great Britain and the review of their gambling regulatory regime, given that the majority of Jersey based businesses are owned by UK firms.

The picture as of 31st December 2024 was not unlike that of previous years. The Island now has 4 Class I Bookmakers, operating 18 shops and 71 machines (2023: 4 operating 19 shops and 75 machines). Pub machines, (Category 3 Gambling Machine licences) rallied somewhat, increasing to 42 (39 in 2023).

While Thrift Clubs have also faced significant pressures in recent years, the number increased during the period from 11 to 13. As per last year's report, several have reported a difficulty in keeping or finding banking facilities and anecdotal evidence points to major banking institutions being less likely to offer this type of account as a consequence of their own competitive pressures. The most common events remain 'Open the Box', Football Cards and Meat Raffles.

Personal Gambling Licence Holders remain at one, and three Promotional Prize Lottery permits were granted compared to 5 in the previous year. In relation to remote gambling services and operators, the number of permits and licences was largely consistent with the 2023 permissions: 2 Hosting Providers, 1 Gambling Software Provider and 4 platform providers. The sole Mirroring and Load Balancing Licence lapsed and was not renewed. Holders of a Remote Gambling Operators Licence remained static at 4, but as noted previously, two have given notice of intention to withdraw.

By conducting proactive and often unannounced inspections, the executive ensures that licensees and permit holders are operating in accordance with the regulatory framework and their specific licence / permit conditions. The inspections also create the opportunity to develop and maintain good working relationships with staff at all levels. To that end, all LBOs can expect to receive a minimum of 1 full inspection, with a small number receiving additional *ad hoc* or thematic inspections. All holders of Class 1 and Class 2 Bookmakers Licences, are also required to complete and return to the Commission an annual Regulatory Return which provides data of gambling operations over the course of the year. This is an invaluable record of the state of the industry and provides a measure not just of business, but more importantly the levels of self-exclusions and other social responsibility data. Remote gambling operators also provide regular data in respect of their operations, exclusions and other reportable events.

Charitable and Social Gambling

Charitable Registrations and Permits

The Commission issued 6 charitable permits, equal to that in 2023. The number of Registrations dropped slightly, with 72 issued, down from 77 in 2023. As is usual, several meetings were requested by the Commission with some of the charities to explain and offer advice on conducting lotteries, but as per last year, most were in respect of wanting advice on how to offer part of their sales and marketing online.

Cooperation with overseas authorities and associations

The Commission continued to meet virtually with the Gambling Commission for Great Britain to discuss and agree regulatory strategies and provide updates on mutual licensees. These meetings are arranged quarterly. The Commission continued to interact and share information and regulatory experiences with the membership of the International Association of Gaming Regulators and the Gambling Regulators European Forum, while on-Island, periodic meetings take place with the Jersey Financial Services Commission.

In relation to fraud prevention, the Commission continued to participate in Gamshield, an industry group established to alert its membership to emerging threats and fraud typologies.

Anti-Money Laundering/Combating the Financing of Terrorism (AML/CFT)

The Commission remains a member of the Jersey Financial Crime Strategy Group and engages in the work necessary to ensure that it can contribute to the shared responsibility of keeping the Island and Islanders safe. The Commission is not a designated supervisory body under the Proceeds of Crime (Supervisory Bodies) (Jersey) Law 2008, and responsibility for the AML/CFT supervision of casinos therefore sits with the Jersey Financial Services Commission. That having been said, Article 16(3)(b) of the Gambling (Jersey) Law (2012) mandates that the Commission monitor and ensure that any ‘licensee and any employee or agent of the licensee must, in conducting gambling in or from within Jersey and any related activity, comply with all anti-money laundering and counter-terrorism legislation’. To that end, although not a designated body in terms of Schedule 2 of the Proceeds of Crime (Jersey) Law (1999), nevertheless the Commission must monitor its licensees for AML/CFT compliance and does so across its regulated entities, not just casinos. In this capacity, the Commission updated the AML/CFT Code of Practice for bookmakers.

Social Responsibility

The Social Responsibility Fund

As reported last year, the Commission came to within a day of contractually committing a substantial amount of the fund to a foundation of a dedicated treatment service. Hence, plans now need to be reformulated to consider the best way of utilising the Fund in a demonstrable way in keeping with its statutory duties. To that end the Commission is developing plans to develop the social responsibility part of its website and in particular, its educational resources so that young people can be better informed and make better choices regarding whether and when to gamble. The Commission requires payments from its licensees into a Social Responsibility Fund. All licensees located in the Island must pay into this dedicated Fund, especially those operators directly contracting with Jersey residents. Remote licensees may elect to fund charities and help organisations dedicated to the promotion of responsible gambling and the treatment of problem gambling in those countries more representative of their client base.

Accounting for the Social Responsibility Fund is governed by Article 10 of the Gambling Commission (Jersey) Law 2010 and these funds are kept separate from the main Commission accounts. The Fund is used by way of research, education, information, prevention, treatment, counselling or other measures to support vulnerable people from addiction and other forms of harm associated with gambling. Specifically, the Fund meets the costs of the www.gamblingtherapy.org/je website as well as published material distributed to public-facing licensees as well as radio and print media.

At the close of the year, there was £150,064 in the Fund, slightly up from £143,790 in 2023. The Commission continues to offer support to Islanders needing to travel to the UK in order to receive in-house counselling treatment and continues to work with a number of providers to ensure dedicated support is available for Jersey residents. As indicated above, the Commission will continue to press for engagement on a partnership basis with public sector agencies and interested third sector bodies to identify ways in which the Fund can effectively be applied to achieve the most practical outcomes.

Social Responsibility Initiatives

One of the key duties placed on the Commission by the Gambling Commission (Jersey) Law 2010 is to maintain a social responsibility function, namely:

- a) protect children and other vulnerable persons from addiction to gambling and from other forms of harm associated with gambling;
- b) make assistance available to persons who are or may be affected by problems related to excessive gambling; and
- c) otherwise avoid and reduce problems related to gambling.

Throughout 2024 the Commission sought to enhance awareness of problem gambling, the availability of support groups and build upon signposting for those wishing to self-exclude and making it easier for them to do so. A most positive outcome during the year was the commitment by Ladbroke and William Hill to co-fund a place at a UK residential treatment service, if required by a Jersey resident. This is not only good news in terms of options for treatment, but also evidences the industry's commitment to customer care and social responsibility.

Gamblers, Family and Friends in Recovery (GFFR)

This group was created to support compulsive gamblers, their families and friends affected by someone's gambling addiction. GFFR's online meetings have a global reach and meetings are accessed by using the following link: <https://gamblersinrecovery.com/>

About Multi Operator Self Exclusion Scheme

The self-exclusion scheme for betting shops is now extended to Jersey. It is managed by the Multi-Operator Self Exclusion Scheme Limited. The MOSES scheme in addition to recording and notifying operators of registrants and the terms of their self-exclusion, the team also take reports of breaches by registrants and notifies the operators in question. Operators, generally, are accountable to the Commission under the terms of the licence for their management of self-exclusion. MOSES however affords a central point for self-exclusion and rather than have problem gamblers submit exclusion requests in person and to multiple operators, the scheme distributes the request and its terms to those betting shops listed on an exclusion. The MOSES scheme is funded by fees payable by each participating operator based on the number of betting shops owned.

Gamstop

Whereas MOSES deals solely with exclusion from retail bookmakers, Gamstop provides a self-exclusion service from online gambling operators. The scheme is limited to UK licensees because the British Gambling Commission (BGC) makes it a licence condition for online operators to sign up to the initiative. However, discussions with the BGC and Gamstop concluded that facilitating exclusions of Jersey residents from its licensees was the right thing to do. Once a person signs up to Gamstop they will receive an email confirming the registration. The email will contain information about further practical tools and support designed to help. It can take up to 24 hours for your self-exclusion to become effective. A person will then be excluded from gambling with all online gambling companies licensed in Great Britain for a period of either 6 months, 1 year or 5 years. Cancellation of the selected self-exclusion period is not possible and after this period concludes the exclusion will remain in force unless the person expressly contacts Gamstop to ask for its removal. It is important to note that UK licensees are not obligated to include Jersey residents who self-exclude within their list of banned players

Self-Exclusion

Part of the data required from licensees is an annual return stating the numbers and changes in self-exclusions, that is, people who take the initiative to stop gambling and sign a statement with an operator noting their desire to stop gambling which the operator is contractually bound to honour.

In the terrestrial bookmaking sector 224 self-exclusions were in place across the whole Jersey estate during 2024, an increase from 187 in 2023 (209 in 2022). As an individual must self-exclude from several operators if they wish to stop gambling, inspections have confirmed duplication in these numbers, e.g. the same person across four operators – this can cause some distortion of the figures. Therefore, the self-exclusion figure noted above will represent a much smaller group of people who have elected to exclude across the estate. In 2024 127 individual self-exclusion agreements were made, a slight increase on the previous year (106) but a similar level to 2022 (128), with 40 returning to gambling after the self-exclusion period lapsed (38 in 2023 and 55 in 2022).

The number of unsuccessful self-exclusion breaches (self-excluded persons identified while attempting to gamble) decreased to 36, from 61 in 2023 (40 in 2022). There were 5 transactions recorded for self-excluded persons managing to gamble, returning to 2021 levels and significantly down from 26 last year. The introduction of digital imaging and increased staff awareness by the two largest operators, William Hill and Ladbroke, likely being a factor in the overall decrease. 1423 recorded interactions with customers were recorded in 2024. This compares with 1972 in 2023, 1266 in 2022 and 2877 in 2021. As with self-exclusions, this number does not always reflect separate individuals and is more probably a statistic of recurring interaction with some customers. Interaction can

also include a request for proof of identification which, more often than not, is a response to the Think 25 initiative, for example proof of age requests increased from 317 in 2020, 504 in 2021 and 541 for 2022, dropping to 416 in 2023 before starting to rise again with 426 in 2024. Individuals unable to prove age was 123 in 2024, an increase on previous years, but still within parameters of other years:

77 in 2023; 89 in 2022 and 103 in 2021.

This is when a customer is challenged and when unable to produce a means of identification are asked to leave the premises.

A decreasing trend in 'proof of age' requests must be balanced against the increasing number of 'interactions' which give customers an opportunity to reflect (and pause or stop) their gambling and reflects the greater risk of occurrence of problem gambling over under-age gambling.

Gambling Therapy

Since 2013, the Commission has utilised the Social Responsibility Fund to support Gambling Therapy (GT) and actively promoted the services offered via a dedicated Jersey webpage through posters and leaflets for this service. GT has undertaken a major restructuring and updating and consequently the Jersey specific page (.je) has been replaced by a specific page on their main UK site: <https://www.gamcare.org.uk/gambling-harm-support-in-jersey/>. Information regarding GT and other support services are available at all Licenced Betting Offices. While the numbers of people seeking help will always be low, the Commission takes the view that if its funded services provide help to even one Islander then this will have made it worthwhile.

Financial Commentary

The core principle that the Commission has worked to since establishment has been financial independence and ensuring that the service that it provides is wholly funded by those companies and organisations that benefit from its work, rather than the public. This was one of the pillars upon which the Commission was founded and it takes this responsibility extremely seriously. That is clearly a positive, but the downside to being an independent body with no public funding, is that the importance of gambling regulation (relative to its own demands) decreases in the eyes of government as the strong personal links that existed upon establishment slowly wither away. If regulation was all that the Commission did, this might not matter, but it has also been given a statutory duty to protect the vulnerable and it is here where the level of funding available to the Commission does not match potential demand. Treatment of compulsive gambling is a specialist task, requiring dedicated professional help. The Commission cannot impose what would amount to an undue burden on its relatively small industry to fund a programme of this sort. Such an action would be counter-productive. It needs the engagement and assistance of government to do this. The competing financial pressures facing everyone have been well rehearsed over the past few years and the Commission realises this, which is why it has always sought the most efficient, light-touch and low-cost model that it can.

In terms of its operating costs, payroll remains the most significant. The difficulties of finding staff in Jersey are well known and the financial rewards offered by the finance industry only exacerbate this. The Commission must, therefore, strike a balance between resisting wage inflation against the need for professional staff who can be trained and developed in what is something of a niche area. The Commission considers itself particularly fortunate to have the staff that it does and offers flexible-working in order to accommodate their various needs and wishes. The Commission also sets a great importance upon its links with allied regulators overseas and commits approximately 5% of its income towards travel and conferences to maintain these links and deliver the learning and engagement that comes with it. Finally, office, administration and technological costs make up the balance of the operating costs of the Commission. IT provision, particularly the specialist oversight and analysis tools required by the Commission are resource hungry and must be maintained and updated. The Commission also seeks to recover some of the costs of its inspection programme where it believes they are over and above the normal level maintained through its licence fees.

The income of the Commission, as noted above, comes from its commercial licensees, with a very modest amount generated from the charitable sector. The Commission will continue to regulate good causes at what is essentially a below-market rate as part of its contribution to the good work that these organisations do for the Island, but it was inevitable that these very low fees had to increase modestly to combat inflation. The commercial sector remains sensitive to the longer-term impact of the pandemic and increased global competition. The modest decline in the attractiveness of in-person bookmaking will likely continue as habits and demographics change. Remote gambling, while globally strong, faces increased competitive pressures and can also expect higher levels of regulation, reductions in advertising and punitive action for failures. Thus, while the outlook for the sector as a whole remains positive, the licence fee income to the Commission will continue to decrease if nothing is done to reverse it. Last year's surplus of £145,312 was slightly lowered as predicted and the Commission can report of surplus of £140,861.

Given the unexpected retention of two remote licensees for a further year, current projections for 2025 tend towards break-even or a deficit. In terms of financial controls, the Board reviews the finances of the Commission on a quarterly basis with its management accountants, the Chief Executive and Deputy Chief Executive. Between meetings, governance is assured through a system of internal controls. These controls, as well as the actual expenditure and financial planning of the Commission is subject to independent external audit and any findings are required to be declared in this Report.

The following Accounts provide an overview of the Commission's income and expenditure for 2024 in accordance with Financial Reporting Standard 102.

In line with its policies, the Commission reviews its fees and charges annually in light of its audited accounts.

FINANCIAL STATEMENTS OF
JERSEY GAMBLING COMMISSION
FOR THE YEAR ENDED
31 DECEMBER 2024

JERSEY GAMBLING COMMISSION
FOR THE YEAR ENDED 31 DECEMBER 2024

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JERSEY GAMBLING COMMISSION
FOR THE YEAR ENDED 31 DECEMBER 2024

COMMISSIONERS' REPORT

The Commissioners present their report and the audited financial statements of the Jersey Gambling Commission (the "Commission") for the year ended 31 December 2024.

INCORPORATION

The Commission was incorporated in Jersey under the Gambling Commission (Jersey) Law 2010.

COMMISSIONERS

The Commissioners who served during the year were as follows:

Advocate C Whelan
Ms D Sebire
Dr J Lane

RESULTS

The financial statements provide an overview of the Commission's income and expenditure for 2024. The Commission reports a surplus for the year of £140,861 (2023: Surplus £145,312).

GOING CONCERN

The Commissioners have reviewed the Company's forecasts and projections and have a reasonable expectation that the Commission has adequate resources to continue in operational existence for the foreseeable future. The Commissioners therefore continue to adopt the going concern basis in preparing the Commission's financial statements and there are no material uncertainties that lead to significant doubt upon the Commission's ability to continue as a going concern.

REGULATIONS

This report has been prepared in accordance with Section 1a of Financial Reporting Standard 102 ("FRS 102") and the requirements of the Gambling Commission (Jersey) Law 2010.

SOCIAL RESPONSIBILITY FUND

Accounting for the Social Responsibility Fund is governed by Article 10 of the Gambling Commission (Jersey) Law 2010 and these funds are kept separate from the main Commission accounts. The fund is used by way of research, education, information, prevention, treatment, counselling or other measures to support vulnerable people from addiction and other forms of harm associated with gambling. Specifically the Fund meets the costs of the www.gamblingtherapy.je website as well as published material distributed to public-facing licensees. The Commission is working with stakeholders both within the Government of Jersey and externally to assess evidentially other uses for the Fund.

COMMISSIONERS' REPORT (continued)

COMMISSIONERS' RESPONSIBILITIES

The commissioners are responsible for preparing the Commissioners' Report and the financial statements in accordance with applicable law and regulations.

The Gambling Commission (Jersey) Law 2010 requires the commissioners to prepare financial statements for each financial year. Under that law, the commissioners have elected to prepare the financial statements in accordance with FRS 102. The commissioners must not approve the financial statements unless they are satisfied that they give a true and fair view of the state of affairs of the Commission and of the surplus or deficit for that year.

In preparing these financial statements, the commissioners are required to:

- select suitable accounting policies and then apply them consistently;
- make judgements and estimates that are reasonable and prudent; and
- state whether applicable UK Accounting Standards have been followed, subject to any material departures disclosed and explained in the financial statements; and
- prepare the financial statements on a going concern basis unless it is inappropriate to presume that the Commission will continue in business.

The commissioners are responsible for keeping adequate accounting records that are sufficient to show and explain the Commission's transactions and disclose with reasonable accuracy at any time the financial position of the Commission and enable them to ensure that the financial statements comply with the Gambling Commission (Jersey) Law 2010. They are also responsible for safeguarding the assets of the Commission and hence for taking reasonable steps for the prevention and detection of fraud and other irregularities.

Each of the persons who is a commissioner at the date of approval of this report confirm that:

- so far as each commissioner is aware, there is no relevant audit information of which the Commission's auditor is unaware; and
- each commissioner has taken all steps that they ought to have taken as a commissioner to make themselves aware of any relevant audit information and to establish that the commissioner's auditor is aware of that information.

AUDITOR

The Comptroller and Auditor-General exercised their power under Article 18(4)(a) of the Gambling Commission (Jersey) Law 2010 (as amended by Article 27 of the Comptroller and Auditor General (Jersey) Law 2014), to appoint Alex Picot as auditor of the Jersey Gambling Commission from the year ending 31 December 2019.

Registered Office:
The Jersey Gambling Commission
4th Floor, Osprey House
5-7 Old Street
St Helier
JE2 3RG

Signed on behalf of the Commission

.....
Dr Jason Lane
Chief Executive and Commissioner

Approved on 28th July 2025

INDEPENDENT AUDITOR'S REPORT TO THE COMMISSIONERS OF THE JERSEY GAMBLING COMMISSION

Opinion

We have audited the financial statements of Jersey Gambling Commission ('the Commission') for the year ended 31 December 2024 which comprise the statement of comprehensive income and retained earnings, the statement of financial position and the notes to the financial statements, including a summary of significant accounting policies. The financial reporting framework that has been applied in their preparation is applicable law and United Kingdom Accounting Standards, including FRS 102 The Financial Reporting Standard applicable in the UK and Republic of Ireland.

In our opinion, the financial statements:

- give a true and fair view of the state of the Commission's affairs as at 31 December 2024 and of its profit for the year then ended;
- have been properly prepared in accordance with United Kingdom Accounting Standards;
- have been prepared in accordance with the requirements of the Gambling Commission (Jersey) Law 2010.

Basis for opinion

We conducted our audit in accordance with International Standards on Auditing (UK) (ISAs (UK)) and applicable law. Our responsibilities under those standards are further described in the Auditor's responsibilities for the audit of the financial statements section of our report. We are independent of the Commission in accordance with the ethical requirements that are relevant to our audit of the financial statements in the UK, including the FRC's Ethical Standard, and we have fulfilled our other ethical responsibilities in accordance with these requirements. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Conclusions relating to going concern

In auditing the financial statements, we have concluded that the Commissioners' use of the going concern basis of accounting in the preparation of the financial statements is appropriate.

Based on the work we have performed, we have not identified any material uncertainties relating to events or conditions that, individually or collectively, may cast significant doubt on the Commission's ability to continue as a going concern for a period of at least twelve months from when the financial statements are authorised for issue.

Our responsibilities and the responsibilities of the Commissioners with respect to going concern are described in the relevant sections of this report.

Other information

The Commissioners are responsible for the other information. The other information comprises the information included in the Chairman's statement, the Chief Executive's statement and other information provided, other than the financial statements and auditor's report thereon. Our opinion on the financial statements does not cover the other information and we do not express any form of assurance conclusion thereon.

Our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the financial statements or our knowledge obtained in the course of the audit, or otherwise appears to be materially misstated. If we identify such material inconsistencies or apparent material misstatements, we are required to determine whether this gives rise to a material misstatement in the financial statements themselves. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact.

We have nothing to report in this regard.

INDEPENDENT AUDITOR'S REPORT TO THE COMMISSIONERS OF THE JERSEY GAMBLING COMMISSION (CONTINUED)

Responsibilities of Commissioners

As explained more fully in the Commissioners' responsibilities statement, the Commissioners are responsible for the preparation of the financial statements and for being satisfied that they give a true and fair view, and for such internal control as the Commissioners determine is necessary to enable the preparation of financial statements that are free from material misstatement, whether due to fraud or error.

In preparing the financial statements, the Commissioners are responsible for assessing the Commission's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless the Commissioners either intend to cease the operations of the Commission, or have no realistic alternative but to do so.

Auditor's responsibilities for the audit of the financial statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs (UK) will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these financial statements.

Explanation as to what extent the audit was considered capable of detecting irregularities, including fraud:

Irregularities, including fraud, are instances of non-compliance with laws and regulations. We design procedures in line with our responsibilities, outlined above, to detect material misstatements in respect of irregularities, including fraud. The extent to which our procedures are capable of detecting irregularities, including fraud is detailed below:

During our audit we assessed the risk of material misstatement of the financial statements as a result of non-compliance with relevant laws and regulations (irregularities), including fraud. Based on our understanding of the Commission and its environment, together with discussion with senior management where appropriate, we were able to identify those laws and regulations which would have a direct effect on the financial statements as well as those which may have an effect on amounts in the financial statements, for instance through the imposition of fines or litigation. These included but were not limited to Gambling Commission (Jersey) Law, 2010, Data Protection requirements and Employment Law. The risks arising from these laws and regulations were discussed amongst the audit engagement team, including consideration as to how and where fraud might occur.

**INDEPENDENT AUDITOR'S REPORT TO THE COMMISSIONERS OF
JERSEY GAMBLING COMMISSION (CONTINUED)**

Auditor's responsibilities for the audit of the financial statements (continued)

Based on our assessment, the Engagement Partner ensured that the audit engagement team was composed appropriately with suitable competence and capabilities in order to allow identification and recognition of non-compliance with laws and regulations. The risks identified were communicated to all engagement team members who remained alert during the course of the audit for any indication of irregularities, including fraud.

Our procedures in response to the risks identified included the following:

- Enquiry of management, including consideration of known or suspected instances of non-compliance with laws and regulation or fraud;
- Review all available minutes of meetings held by those charged with governance;
- Performing analytical procedures to identify any unusual or unexpected relationships that may indicate risks of material misstatement due to fraud;
- In common with all audits carried out under the ISAs (UK), we carried out procedures in response to the threat of management override, including those considering the appropriateness of journal entries and judgements made in making accounting estimates;
- Review for any changes to activities which the Commission undertakes;

There are inherent limitations in the audit procedures above and, the further removed non-compliance with laws and regulations is from the events and transactions reflected in the financial statements, the less likely we would become aware of it. In addition, the risk of not detecting material misstatement due to fraud is higher than detecting one resulting from error, as fraud may involve deliberate concealment by, for example forgery, collusion or intentional misrepresentations. We are not responsible for preventing non-compliance and cannot be expected to detect all non-compliance with laws and regulations.

A further description of our responsibilities for the audit of the financial statements is located on the Financial Reporting Council's website at: www.frc.org.uk/auditorsresponsibilities. This description forms part of our auditor's report.

Use of our report

This report is made solely to the Commissioners, in accordance with Article 18(4) of the Gambling Commission (Jersey) Law, 2010. Our audit work has been undertaken so that we might state to the Commissioners those matters we are required to state to the Commissioners in an auditor's report and for no other purpose. To the fullest extent permitted by law, we do not accept or assume responsibility to anyone other than the Commission and the Commissioners of the Jersey Gambling Commission as a body, for our audit work, for this report, or for the opinions we have formed.

2025

**Stephen Phillips
for and on behalf of
Alex Picot Chartered Accountants**

STATEMENT OF COMPREHENSIVE INCOME AND RETAINED EARNINGS

	Notes	Gambling Operations	Social Responsibility Fund	2024	2023
		£	£	£	£
TURNOVER	4	<u>845,342</u>	<u>13,774</u>	<u>859,116</u>	<u>790,854</u>
EXPENSES					
Administrative expenses		<u>753,088</u>	<u>7,500</u>	<u>760,588</u>	<u>676,491</u>
SURPLUS/(DEFICIT) ON ORDINARY ACTIVITIES BEFORE INTEREST AND TAXATION		92,254	6,274	98,528	114,363
Changes in fair value of investments		13,237	-	13,237	12,519
Interest receivable and similar income		<u>29,096</u>	<u>-</u>	<u>29,096</u>	<u>18,430</u>
SURPLUS/(DEFICIT) ON ORDINARY ACTIVITIES BEFORE TAXATION	6	134,587	6,274	140,861	145,312
TAXATION	7	<u>-</u>	<u>-</u>	<u>-</u>	<u>-</u>
SURPLUS/(DEFICIT) FOR THE FINANCIAL YEAR AND TOTAL COMPREHENSIVE INCOME		<u>134,587</u>	<u>6,274</u>	<u>140,861</u>	<u>145,312</u>
RETAINED SURPLUS AT 1 JANUARY		<u>678,040</u>	<u>143,790</u>	<u>821,830</u>	<u>676,518</u>
RETAINED SURPLUS AT 31 DECEMBER		<u>812,627</u>	<u>150,064</u>	<u>962,691</u>	<u>821,830</u>

The Commission's turnover and expenses all relate to continuing operations.

There are no recognised gains or losses other than those shown above.

JERSEY GAMBLING COMMISSION
AS AT 31 DECEMBER 2024

STATEMENT OF FINANCIAL POSITION	Notes	2024 £	2023 £
NON-CURRENT ASSETS			
Intangible assets	8	-	-
Property, plant and equipment	9	17,220	4,067
Investment bonds	10	262,881	249,644
		<u>280,101</u>	<u>253,711</u>
CURRENT ASSETS			
Trade and other receivables	11	219,106	349,458
Cash and cash equivalents	12	1,234,792	934,311
		<u>1,453,898</u>	<u>1,283,769</u>
CREDITORS: AMOUNTS FALLING DUE WITHIN ONE YEAR			
Trade, other payables and deferred income	13	771,308	715,650
NET CURRENT ASSETS		<u>682,590</u>	<u>568,119</u>
TOTAL ASSETS LESS CURRENT LIABILITIES		<u>962,691</u>	<u>821,830</u>
NET ASSETS		<u>962,691</u>	<u>821,830</u>
ACCUMULATED RESERVES			
Social Responsibility Fund	14	150,064	143,790
Income and Expenditure Account		812,627	678,040
		<u>962,691</u>	<u>821,830</u>

The financial statements on pages 31 to 41 have been prepared in accordance with the Gambling Commission (Jersey) Law 2010 and Section 1a of Financial Reporting Standard 102.

The accounts were approved and authorised for issue on 28th July 2025 by the Jersey Gambling Commission and signed on its behalf by:

Dr Jason Lane
Chief Executive and Commissioner

(The notes commencing on pages 33 to 41 form part of these Financial Statements)

NOTES TO THE FINANCIAL STATEMENTS

1 General Information

The Jersey Gambling Commission (the "Commission") was created by the Gambling Commission (Jersey) Law 2010 and is responsible for the licensing, registration and regulation of gambling in the Island of Jersey. This law transferred all responsibilities for licensing, registration and regulation of gambling prescribed as the duty of the Minister, the former Licensing Assembly or other States bodies to this new Authority. The Commission is a body corporate and its registered office is 4th Floor, Osprey House, 5-7 Old Street, St Helier, Jersey, JE2 3RG.

2 Statement of compliance

The financial statements have been prepared in compliance with Section 1A of Financial Reporting Standard 102 (FRS 102) 'The Financial Reporting Standard applicable in the UK and Republic of Ireland' issued by the Financial Reporting Council and the Gambling Commission (Jersey) Law 2010.

3 Summary of significant accounting policies

The principle accounting policies applied in the preparation of these financial statements are set out below. These policies have been consistently applied to all years presented, unless otherwise stated. The financial statements are prepared in Pounds Sterling (GBP) which is the functional and presentational currency of the Commission.

Basis of accounting

The financial statements have been prepared on the going concern basis, under the historical cost convention. The Commission has applied the small entities regime under FRS 102(1A), which allows qualifying entities certain disclosure exemptions. The Commission has taken advantage of the exemption from preparing a statement of cash flows under paragraph 7.1b.

Accounting estimates

The preparation of financial statements requires the use of certain accounting estimates. It also requires management to exercise its judgement in the process of applying accounting policies. Accounting estimates involve management's judgment of expected future benefits and obligations relating to assets and liabilities (and associated expenses and income) based on information that best reflects the conditions and circumstances that exist at the reporting date. There have been no changes to the accounting estimates from the previous financial year.

Going concern

The Commission meets its day-to-day working capital requirements through its available cash reserves. After reviewing the Commission's forecasts and projections, the commissioners have a reasonable expectation that the Commission has adequate resources to continue in operational existence for the foreseeable future. The commissioners consider, given the financial condition of the Commission, the use of the going concern basis is appropriate for the current year and for 12 months from the date of signing these accounts.

Revenue recognition

Revenue is recognised to the extent that the Commission obtains the right to consideration in exchange for services rendered. Revenue comprises the fair value of consideration received and receivable after discounts.

NOTES TO THE FINANCIAL STATEMENTS

3 Summary of significant accounting policies (continued)

Licence fees

Under the terms of Gambling (Jersey) Law 2012 and subordinate legislation, licences granted by the Commission are valid for up to five years. Licence fees are payable on issue of the licence and at each anniversary of its issue. Licence fees are initially recorded as deferred income and released over the period of the licence as the commissioners believe that this treatment recognises the fact that the fees cover the cost of regulation and interaction with Commission staff over the term of the licence.

Social permits and registrations

Income from these permits and registrations is recognised when the permit is issued.

Social Responsibility Fund contributions

Contributions to the Social Responsibility Fund are recognised when the invoice is issued.

Pension costs

Staff initially employed by the Government of Jersey before 3 September 2010, of which there are two, are members of the Public Employees Pension Fund ("PEPF") which, whilst a final salary scheme, is not a conventional defined benefit scheme because the employer is not necessarily responsible for meeting any on-going deficit in the scheme. The assets are held separately from those of the Government of Jersey. Contribution rates are determined by an independent qualified actuary so as to spread the costs of providing benefits over the members' expected service lives.

Because the Commission is unable to readily identify its share of underlying assets and liabilities of PEPF, contributions to the scheme have been accounted for as if they are contributions to a defined contribution scheme at a rate of 16% (2023: 16%).

Actuarial valuations are performed on a triennial basis; the most recently published was the PEPF Actuarial Valuation for 31 December 2021 in April 2023. The main purposes of the valuations are to review the operation of the scheme, to report on its financial condition, and to confirm the adequacy of the contributions to support the scheme benefits.

Copies of the latest annual accounts of the scheme, and Government of Jersey, may be obtained from the States Treasury, 19-21 Broad street, St Helier, JE2 3RR or online at:

www.gov.je/Working/WorkingForTheStates/Pensions/PublicEmployeePensionFund/Pages/PublicServicePensionPublications.aspx

Expenses

Expenses are accounted for on an accruals basis.

Intangible assets

Intangible assets are stated at cost less accumulated amortisation and accumulated impairment losses. Amortisation is calculated, using the straight-line method, to allocate the depreciable amount of the assets to their residual values over their estimated useful lives. Amortisation is charged to administrative expenses in the statement of comprehensive income and retained earnings. The assets are reviewed for impairment if the above factors indicate that the carrying amount may be impaired.

NOTES TO THE FINANCIAL STATEMENTS

3 Summary of significant accounting policies (continued)

Property, plant and equipment

Property, plant and equipment are recorded at historical cost or deemed cost, less accumulated depreciation and impairment losses. Cost includes the original purchase price and costs directly attributable to bringing the asset to its working condition for its intended use.

Repairs and maintenance costs are expensed as incurred.

Fully depreciated property, plant & equipment are retained in the cost of property, plant & equipment and related accumulated depreciation until they are removed from service. In the case of disposals, assets and related depreciation is removed from the financial statements and the net amount, less proceeds from disposal and is charged or credited to the statement of profit or loss.

Amortisation

Amortisation is provided on intangible assets so as to write off the cost, less any estimated residual value, over their useful life as follows:

Website costs	Over an estimated useful life of 3 years
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Depreciation

Depreciation is calculated on straight-line basis to allocate the depreciable amount on the assets over their estimated useful economic lives as follows:

Computer equipment	Over an estimated useful life of 3 years
Fixture & fittings	Over an estimated useful life of 5 years

The Commission's policy is to review the remaining useful economic lives and residual values of property, plant and equipment on an ongoing basis and to adjust the depreciation charge to reflect the remaining estimated useful economic life and residual value.

Financial instruments

The Commission has chosen to adopt Sections 11 and 12 of FRS 102 in respect of financial instruments.

(i) Financial Assets

Basic financial assets, including trade and other receivables and cash and bank balances are initially recognised at transaction price, unless the arrangement constitutes a financing transaction, where the transaction is measured at the present value of the future receipts discounted at a market rate of interest.

Financial assets are derecognised when (a) the contractual rights to the cash flows from the asset expire or are settled, or (b) substantially all the risks and rewards of the ownership of the asset are transferred to another party or (c) despite having retained some significant risks and rewards of ownership, control of the asset has been transferred to another party who has the practical ability to unilaterally sell the asset to an unrelated third party without imposing additional restrictions.

NOTES TO THE FINANCIAL STATEMENTS

3 Summary of significant accounting policies (continued)

(ii) Financial liabilities

Basic financial liabilities, including trade and other payables are initially recognised at transaction price, unless the arrangement constitutes a financing transaction, where the debt instrument is measured at the present value of the future receipts discounted at a market rate of interest.

Trade payables are obligations to pay for goods or services that have been acquired in the ordinary course of business from suppliers. Trade payables are classified as current liabilities if payment is due within one year or less. If not, they are presented as non-current liabilities. Trade payables are recognised initially at transaction price and subsequently measured at amortised cost using the effective interest method.

Financial liabilities are derecognised when the liability is extinguished, that is when the contractual obligation is discharged, cancelled or expires.

Cash and cash equivalents

Cash and cash equivalents comprise cash on hand and other short-term highly liquid investments with original maturities of three months or less.

Investments

Investments comprises of investment bonds. Investments are initially measured in the Statement of Financial Position at cost. Investments are subsequently measured at fair value as at the year end. Any gains or losses arising from changes in the fair value are recognised in the profit or loss in the period they arise.

4	Analysis of turnover by category	2024	2023
		£	£
	Licence fees	837,049	768,813
	Social permits	1,675	1,425
	Social registrations	2,224	1,500
	Software designers permits	1,840	2,160
	Social Responsibility Income	13,774	14,466
	Other income	<u>2,554</u>	<u>2,490</u>
		<u>859,116</u>	<u>790,854</u>

JERSEY GAMBLING COMMISSION
FOR THE YEAR ENDED 31 DECEMBER 2024

NOTES TO THE FINANCIAL STATEMENTS

5	Payroll costs	2024 £	2023 £
	Staff salaries	425,689	399,148
	Commissioners' fees	80,400	73,100
	Employer pension contributions	<u>52,467</u>	<u>47,772</u>
		<u>558,556</u>	<u>520,020</u>

	2024	2023
Number of permanent staff employed during the year	<u>6</u>	<u>5</u>

6 Surplus for the financial year

Surplus for the financial year is stated after charging:	2024 £	2023 £
Auditors remuneration	12,140	11,241
Depreciation	1,640	1,083
Amortisation	<u>821</u>	<u>821</u>
	<u>14,601</u>	<u>13,145</u>

7 Taxation

Article 17 of the Gambling Commission (Jersey) Law 2010 provides that the income of the Commission shall not be liable to income tax under the Income Tax (Jersey) Law 1961. The Commission is registered for Goods and Services Tax (GST) under The Goods and Services Tax (Jersey) Law 2007. At the year ended 31 December 2024 the Commission was due a repayment of £3,307 (2023: £1,147).

NOTES TO THE FINANCIAL STATEMENTS

8 Intangible assets

	Website Costs £	Total £
<i>Cost</i>		
Balance brought forward	24,383	24,383
Additions	-	-
Balance carried forward	24,383	24,383
<i>Amortisation</i>		
Balance brought forward	24,383	24,383
Charge for the year	-	-
Balance carried forward	24,383	24,383
<i>Net book value</i>		
Balance carried forward	-	-
Balance brought forward	-	-

9 Property, plant and equipment

	Computer Equipment £	Fixture & fittings £	Total £
<i>Cost</i>			
Balance brought forward	45,013	4,630	49,643
Additions	15,614	-	15,614
Balance carried forward	60,627	4,630	65,257
<i>Depreciation</i>			
Balance brought forward	43,763	1,813	45,576
Charge for the year	1,835	626	2,461
Balance carried forward	45,598	2,439	48,037
<i>Net book value</i>			
Balance carried forward	15,029	2,191	17,220
Balance brought forward	1,250	2,817	4,067

10 Investment

	2024 £	2023 £
Investment bonds	262,881	249,644

The Commission holds investments in Prudential International Investment Bonds managed by Alexander Forbes Channel Island Limited. The investment of £249,000 was initially measured at cost and subsequently measured at fair value as at each year end.

JERSEY GAMBLING COMMISSION
FOR THE YEAR ENDED 31 DECEMBER 2024

NOTES TO THE FINANCIAL STATEMENTS

11 Trade and other receivables	2024 £	2023 £
Licence fees receivable	198,204	319,209
Other debtors	<u>20,902</u>	<u>30,249</u>
	<u>219,106</u>	<u>349,458</u>

All debtors are receivable within one year.

12 Cash and cash equivalents

The cash includes £150,311 (2023: £138,051) relating to the Social Responsibility Fund. The use of the Social Responsibility Fund is restricted by Article 10 of the Gambling Commission (Jersey) Law 2010.

13 Trade, other payables and deferred income	2024 £	2023 £
Amounts due in less than one year:		
Bank overdrafts	26	-
Licence fees billed in advance (deferred income)	711,740	684,601
Other creditors and accruals	<u>59,542</u>	<u>31,049</u>
	<u>771,308</u>	<u>715,650</u>

14 Social Responsibility Fund

To comply with Article 10 (1) of the Gambling Commission (Jersey) Law 2010, the Commission accounts for the Social Responsibility Fund separately from its general funds.

	2024 £	2023 £
Balance brought forward	143,790	129,511
Amounts billed	13,774	14,466
Amounts used	<u>(7,500)</u>	<u>(187)</u>
Surplus	6,274	14,279
Balance carried forward	<u>150,064</u>	<u>143,790</u>

NOTES TO THE FINANCIAL STATEMENTS

14 Statement of Comprehensive Income and Retained Earnings - 2023

	Gambling Operations	Social Responsibility Fund	2023
	£	£	£
TURNOVER	<u>776,388</u>	<u>14,466</u>	<u>790,854</u>
EXPENSES			
Administrative expenses	<u>676,304</u>	<u>187</u>	<u>676,491</u>
 SURPLUS/(DEFICIT) ON ORDINARY ACTIVITIES BEFORE INTEREST AND TAXATION	 100,084	 14,279	 114,363
Changes in fair value of investments	12,519	-	12,519
Interest receivable and similar income	<u>18,430</u>	<u>-</u>	<u>18,430</u>
 SURPLUS/(DEFICIT) ON ORDINARY ACTIVITIES BEFORE TAXATION	 131,033	 14,279	 145,312
 TAXATION	 <u>-</u>	 <u>-</u>	 <u>-</u>
 SURPLUS/(DEFICIT) FOR THE FINANCIAL YEAR AND TOTAL COMPREHENSIVE INCOME	 <u>131,033</u>	 <u>14,279</u>	 <u>145,312</u>
 RETAINED SURPLUS AT 1 JANUARY	 <u>547,007</u>	 <u>129,511</u>	 <u>676,518</u>
 RETAINED SURPLUS AT 31 DECEMBER	 <u>678,040</u>	 <u>143,790</u>	 <u>821,830</u>

15 Related party transactions

During the year salaries paid to the Commissioners totalled £80,400 (2023: £73,100). The Commissioners did not receive any other benefits for services rendered in the current or prior year.

No other transactions with related parties were undertaken such as are required to be disclosed under United Kingdom Generally Accepted Accounting Principles, including FRS 102 and the Gambling Commission (Jersey) Law 2010.

NOTES TO THE FINANCIAL STATEMENTS

16 Leases

On the 1 November 2018, the Commission entered into a lease agreement in respect of its offices at Osprey House until 31 October 2027. The equivalent annual rent is £25,800 from 1 November 2018 to 31 October 2019 and £34,400 from 1 November 2019 to 31 October 2027. Included in the lease was a break out option on 31 October 2023, subject to notice, this option was not taken. The Commission pays all property related expenses.

The total of future minimum lease payments under non-cancellable operating leases for each of the following periods:

	2024 £	2023 £
Not later than a year	25,975	39,560
Later than one year and not later than five years	<u>76,193</u>	<u>72,527</u>
	<u><u>102,168</u></u>	<u><u>112,087</u></u>

17 Ultimate controlling party

The Jersey Gambling Commission is a corporate body without share capital. It is independent of the Government of Jersey and as a result there is no ultimate controlling party.

18 Events after the statement of financial position date

No events occurred after the balance sheet date which are required to be disclosed by the entity.

2024



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