

**SAL-CRA JOINT SEMINAR ON THE FIRST DECADE OF UK GAMBLING
REGULATION AND BEYOND: KEY LESSONS AND PERSPECTIVES**

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**OPENING ADDRESS BY JUSTICE CHAO HICK TIN, VICE-PRESIDENT, COURT
OF APPEAL, SINGAPORE**

Mr Phillip Graf, Chairman, Great Britain Gambling Commission

Mr Richard Magnus, Chairman, Casino Regulatory Authority of Singapore

Distinguished guests

Ladies and gentlemen

Good afternoon and welcome to the SAL-CRA Joint Seminar on the First Decade of UK Gambling Regulation and Beyond: Key Lessons and Perspectives.

1. Gambling regulation is a difficult endeavour – it is made all the more complex by the size of the gambling industry as well as the rapidly evolving ways in which gambling is being and could be conducted.
2. In terms of size, the global gambling industry saw a spurt of development in the last decade. In Asia, Macau liberalised its casino gambling laws in 2001, and since then, has seen exponential growth in gambling revenue, with the gross annual figure leaping from approximately US\$14.92 billion in 2009¹ to US\$45.2 billion in 2013.² This is well ahead of the **annual** gross gaming revenues of Singapore (which was approximately US\$6 billion in 2013),³ and

¹ [Monthly Gross Revenue from Games of Fortune in 2009 and 2010](#), Macau's Gambling Inspection and Coordination Bureau. December accumulated gross revenue was converted into USD\$23,558,308,452.47 via <http://www.xe.com/>.

² Martin John Williams, [Resilient Mass Customers Lift Macau's Annual Haul To \\$45.2bn](#), 3 Jan 2014, Gambling Compliance Compliance .

³ Howard Stutz, [Singapore casinos produce \\$6 billion in gaming revenue in 2013; market still trails Las Vegas Strip](#), 21 Feb 2014, Las Vegas Review Journal.

Las Vegas (which was approximately US\$6.5 billion in 2013).⁴ It would appear that for the whole state of Nevada, the annual figure is US\$11.1 billion.⁵ For the month of February 2014, Macau reported a year-on-year increase of 40% in gross gambling revenue, setting a record high of US\$4.8 billion in a single month.⁶ As there continues to be much speculation and interest in the potential for new markets in Asia, such as Japan, the Philippines and other countries, the global gambling industry looks likely to grow from this region.

3. At the same time, changes in technology mean that regulators have to grapple with new forms of gambling, not least of which is online gambling. The advent of online gambling has resulted in a range of regulatory responses globally. In terms of the main European markets, the UK established licences for remote gambling in 2005,⁷ and Denmark has licensed online casino operators since 2012.⁸ Other European countries, including Portugal, Sweden and Norway, are reported to be reviewing this issue.⁹ In the US, the states of Nevada, Delaware and New Jersey permitted intra-state online gaming in 2013. From 29 November 2013 to 10 January 2014, Singapore conducted public consultations to obtain feedback on restrictions on remote gambling.
4. As I understand it, the UK, in particular, is poised to move towards licensing online gambling operators at the “point of consumption”, meaning that anyone who seeks to provide online gambling services or to advertise the same in the UK will need to be licensed, regardless of where the services originate from.
5. Given the complexity mentioned above, every jurisdiction must wrestle with finding the appropriate balance in regulating its gambling industry. This task is made all the more challenging by the increasing commonality and mobility of

⁴ Supra at note 4.

⁵ Issue of Time Magazine, 7 April 2014

⁶ Vinicy Chan and Rachel Butt, [Macau Casino Revenue Jumps to Record After Lunar New Year](#), 3 March 2014, Bloomberg.

⁷ Gambling Act, 2005, Section 67 (UK).

⁸ Lina Sennevall, [Danish Regulator Blocks Playtech-Powered Sites](#), 28 November 2012, Gambling Compliance

⁹ Daniel MacAdamn, [European Online Gambling Outlook 2014](#), 13 Jan 2014, Gambling Compliance

gambling options both within and outside casinos. It is critical for the legal and policy stakeholders in Singapore and elsewhere to leverage on the experience and expertise of leading jurisdictions to ensure that the best and most innovative solutions inform our respective regulatory ecosystems.

6. We are therefore privileged to have Mr Phillip Graf, Chairman of the Great Britain Gambling Commission, with us here today. Mr Graf will be sharing the Great Britain Gambling Commission's decade-long experience in addressing some of the most difficult questions in gambling regulation.
7. The Great Britain Gambling Commission, which is the successor of the Great Britain Gambling Board, was set up in 2005 under the Gambling Act of the same year to regulate commercial gambling. In 2013, the Great Britain Gambling Commission took over regulation of the National Lottery from the National Lottery Commission.¹⁰ It continues to lead in the area of regulating online gambling and in many other aspects.
8. I would pause here to observe that Great Britain's¹¹ and Singapore's¹² gambling regulators share the similar objectives of ensuring that gambling remains crime-free and is conducted in a fair and open manner, and that children and vulnerable people are protected from its negative effects. It will be highly relevant to consider the Great Britain Gambling Commission's experience and, in the light of that, reflect on how Singapore should best regulate the gambling industry here.
9. As one of the key figures in the Great Britain Gambling Commission, Mr Graf is a regulator par excellence. I should mention that some of the other regulatory "hats" he has worn include the Chairmanships of the Press Standards Board of Finance and the Broadband Stakeholder Group. Mr Graf

¹⁰ Great Britain Gambling Commission, [Who we are and what we do](#), at page 2.

¹¹ Supra at note 9. Please also see the UK Gambling Act, 2005 (UK), Section 24(2), Section 70 (1)- (3), and Section 71 .

¹² Casino Control Act (Chapter 33A, 2007 Rev. Ed) Section 8.

also leads the way by contributing in his roles in non-profit organisations such as Chairman of the CfBT Education Trust.¹³

10. With the wealth of knowledge and experience which Mr Graf has on the subject, I am confident that you will find his presentation today insightful and trenchant. Without further ado, I will now hand over the stage to Mr Graf.

¹³ CfBT Education Trust, [*Board of Trustees*](#)