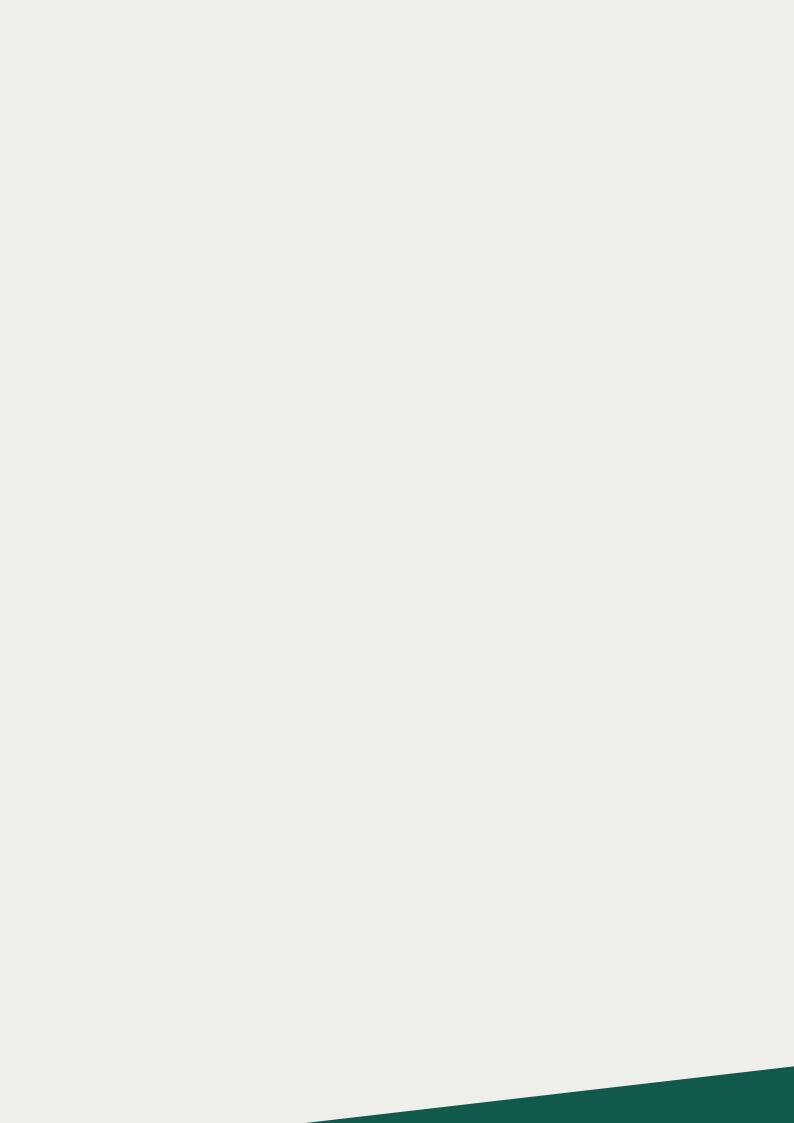
Údarás Rialála Gambling Cearrbhachais Regulatory na hÉireann Authority of Ireland

Strategy Statement 2025 – 2027





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Legal Mandate

The Gambling Regulatory Authority of Ireland is a new statutory body that is responsible for the licensing and regulation of gambling in Ireland. The Gambling Regulation Act 2024 (the Act) sets out the framework and legislative basis for the Authority and for a robust regulatory and licensing regime for the gambling sector.

The Authority will operate as an independent, self-financing regulator under the aegis of the Department of Justice, Home Affairs & Migration. The Directors and staff are public servants. The role of the Authority, as set out in the legislation, includes the following functions, which will be rolled out on a phased basis over the period 2025 - 2027:

- Licensing, supervising and enforcing the provision of betting, gaming and lotteries in the State
- Protecting the public interest and society, in particular minors and adults at risk of harm, from gambling harms
- Establishing and maintaining a National Gambling Exclusion Register – to allow persons to register to exclude themselves from online gambling with licensees
- Establishing a Social Impact Fund, financed by a levy on the industry, to support services to treat gambling addiction, and fund public education and awareness raising programmes
- Conducting and commissioning research into gambling, to assist the Minister for Justice Home Affairs & Migration in coordinating and further developing policy
- Issuing Codes of Practice, protecting and promoting the interests of consumers relating to the provision of betting, gaming and lottery
- Inspecting for compliance, Investigating breaches of licences and regulations
- Imposing administrative sanctions and fines, initiating criminal prosecutions in respect of offences arising under the Act
- Investigating and addressing complaints in relation to alleged contraventions by licensees of the relevant obligations under the Authority's remit
- Combatting money laundering activities in the context of betting, gaming and lottery activities
- Implementing Anti-Money Laundering (AML), Countering Terrorist Financing (CTF) and Sports Integrity Measures insofar as they relate to gambling

The legislative basis for the development of this Statement of Strategy relates to Section 30 of the Act: "The Authority shall, as soon as practicable after the establishment day and thereafter within the period of 6 months before each third anniversary of the establishment day, prepare and submit to the Minister, a strategy statement for the 3 year period immediately following the year in which the statement was submitted. Strategy Statement means a statement of the key objectives, outputs and related strategies, including the use of its resources".

Chairperson's Foreword

As the newly appointed Chairperson of Údarás Rialála Cearrbhachais na hÉireann, the Gambling Regulatory Authority of Ireland (GRAI), I am pleased to present our Statement of Strategy for 2025 - 2027.



The Gambling Regulation Act 2024 sets out the framework and legislative basis for the establishment of the GRAI and for a modern and robust licensing and regulatory framework for both in-person and online gambling. As a newly established independent regulator, we have been entrusted with a vital public mandate: to ensure that gambling in Ireland is conducted in a safe, fair, and transparent manner, with the interests of individuals, families, and the wider community at its heart. Our work is grounded in the principles of prevention, protection, and evidence-based regulation.

Our ambition is to deliver a modern, fair and trusted regulatory regime that reflects both the constantlyevolving nature of gambling and the expectations of the Irish public. In doing so, we will draw on international experience while shaping a distinctly Irish response to the challenges and opportunities ahead.

This three-year strategy sets out our initial roadmap - one that focuses on building strong foundations, developing robust systems of licensing, compliance and enforcement, and engaging openly with stakeholders across society. We are committed to advancing a culture of safer gambling and to supporting initiatives that reduce gamblingrelated harm, in particular by increasing consumer awareness, protecting children and conducting research into gambling issues. We will introduce limits on advertising and measures that enable consumers to monitor and control their gambling.

The obligations set out in the Act, as well as the enforcement powers of the GRAI, will apply to licensees under the new regulatory framework. The Act also sets out sanctions for those attempting to operate unlicenced. The Executive Team, led by Anne Marie Caulfield, CEO, has already undertaken extensive work in advancing this regime. Establishing the new licensing arrangements, compliance management and enforcement functions during the term of this Strategy is central to reducing the likelihood of gambling harms and will underpin a wellregulated gambling market in Ireland.

Recent research commissioned by the GRAI and undertaken by the ESRI has shown the extent of problem gambling in Ireland is ten times higher than previously thought. The establishment of a Social Impact Fund, funded by licensees, will be a priority for the Authority during the lifetime of this Strategy. The Fund will support research and education initiatives to help consumers better protect themselves from gambling harm. It will also provide funding to support services for those with a gambling

I wish to thank the Minister for Justice, Home Affairs and Migration, Mr. Jim O'Callaghan TD, and his officials in the Department for their support in establishing the Authority. I also extend my thanks to Anne Marie Caulfield and her colleagues for the breadth of work already undertaken prior to establishment.

Together with my colleagues on the seven-person Authority, I look forward to working alongside the Executive in building Ireland's first gambling regulatory authority. We do not underestimate the substantial and complex programme of work before us. However our core values will underpin our work and inform our success. We are collectively determined in delivering on this important mission for the people of Ireland.

Paul Quinn

Chairperson

Chief Executive Officer Foreword

I am privileged to have been appointed as CEO of the Gambling Regulatory Authority of Ireland. The Authority, at its core, is focused on the effective regulation of the industry to protect children, adults at risk of harm and individuals suffering from problem gambling.



The staff of the GRAI are deeply committed to establishing an effective and professional regulatory regime which robustly implements the Gambling Regulation Act 2024. The Authority is established as an independent regulator, to fulfil the framework and legislative basis as set out in the Act. The Authority's scope includes the regulation of Betting, Gaming and Lotteries in Ireland with the exception of the National Lottery.

The legislation provides for an improved and modern approach to the licensing and regulation of gambling in Ireland today, one that reflects the reality of the availability of various gambling activities in the State and recognises the fastevolving impact of technology. The Act gives the Authority a clear and strong mandate: to establish a gambling regulator focused on public safety and well-being, covering gambling online and in person, with the powers to regulate advertising, gambling websites, and apps along with the suppliers of gambling products and services. It places a series of legal obligations on licensees who, following a thorough vetting practice, are authorised to operate in the Irish market. Therefore, it is imperative that we rollout a modern licensing regime as quickly as possible and proactively address any illegal activities by un-licensed entities which may try to circumvent Irish legal requirements.

The Authority will be self-financing, following an initial three-year establishment phase, funded by the licensing regime and other charges on licensed entities. We look forward to the Authority playing its part to serve and protect the Irish public from problem gambling. We will also establish a Social Impact Fund financed by the licensed organisations in the industry to fund problem gambling education and awareness programmes and to fund measures to treat and address gambling harms. An online National Gambling Exclusion Scheme will also be established as a support to problem gamblers.

As soon as Licences go live the Authority will also commence the compliance and enforcement functions and will work to protect the public by operating a credible, robust, and proactive regulatory regime in accordance with the law in a manner that is fair and transparent.

We recognise that the majority of operators act professionally but where this is not the case, the Authority will robustly implement sanctions against licensees who do not operate in accordance with the law, as well as those operating illegally.

Where there are indicators of serious criminality, including gambling offences involving children and adults at risk of harm from excessive or compulsive gambling, money laundering and terrorist financing, we will collaborate with partner regulatory and enforcement agencies in Ireland and internationally, to ensure that we pool our collective investigative and regulatory resources for a cohesive and multifaceted response.

My team and I are engaging with a broad range of stakeholders to build a strong legislative regulator for the gambling sector in Ireland. We recognise that gambling operators range from large, multinational operators to smaller operators. We also recognise that gambling can play an essential role in funding and supporting the excellent work of charities and philanthropic organisations, and that role is reflected in the Act. We are committed to a regulatory regime that is independent, proportionate, and fair.

The staff welcome the appointment by the Minister of the seven-person Authority. We very much look forward to working with the Authority Members and the Chairperson, Paul Quinn.

Over the next few years, the Authority will be equipped with the people, capabilities, technologies, and governance structures necessary to carry out its main function of protecting members of society who are at risk of harm from problem gambling, as well as delivering on our stakeholder engagement and communications strategies. Our goal is that the Authority becomes a recognised regulator that reduces gambling harm and delivers positive change through fair, proportionate and effective regulation.

Anne Marie Caulfield CFO

Strategy Statement

This Strategy Statement 2025 – 2027 has been prepared in accordance with Section 30 of the Act following its enactment in October 2024. It was developed on the appointment of the seven- person Authority, formally adopted by them and submitted to the Minister in line with the provision in Section 30.

The Strategic Goals and Objectives set out a clear direction for the Authority with specific KPI's that will be used to measure progress and success over the next three years with emphasis on timely Licensing upon which a whole series of new Consumer Protections are predicated. These protections include the National Exclusion Register, and The Social Impact Fund both of which have an overarching legal obligation to protect the public from gambling harms. Licensing will be phased in as quickly as possible over the lifetime of this Strategy and the delivery of our Strategic Objectives will be underpinned by annual Business Plans, which will include performance indicators for our work.

National Gambling Exclusion Register

The Authority will establish a National Gambling Exclusion Register, as per the provisions in the Act. This will provide an online centralised platform to assist individuals seeking to exclude themselves from all licensed online gambling activities. The Register will provide real-time information to licensees on people who have opted to be excluded from online gambling. Licensees will be obliged to block these individuals from gambling online. The Register will be funded through the licence fees of online gambling operators.

The Social Impact Fund

The Authority will establish a Social Impact Fund funded from a levy contribution on the industry. This is anticipated to amount to at least €14 million per annum when fully operational. The Social Impact Fund will support initiatives aimed at reducing or eliminating compulsive or excessive gambling, including:

- Public education and awareness raising
- Research, training and community interventions
- Services provided by public or private bodies to support treatment of persons engagement in compulsive or excessive gambling

The Statement of Strategy sets out our Vision for the society we serve through regulation and our Mission as an independent regulatory authority. Our Values guide how we work and how we engage with our stakeholders.

Funding of Operations

The Authority is independent in the performance of its functions, and it is envisaged that it will be entirely self-financing within three years of establishment, funded by the licence fees and charges applied to gambling operators.

The Authority will commence operations on a phased basis as appropriate staffing, ICT, and other resources are made available, and as the necessary secondary legislation is completed to enable licensing and other regulatory and consumer protections as set out in the Act.

Vision

Our Vision is proportionate, innovative, and professional regulation by which an informed public is protected from gambling harms

Mission

Our Mission is to effectively regulate and educate in order to safeguard current and future generations from gambling harm

Values

Our Values are:

- Independence
- Integrity
- Transparency
- Innovation
- Collaboration

Strategic Goals 2025 - 2027

STRATEGIC GOAL

Licensing

Design and implement an effective, efficient and proportionate licensing regime, for betting, gaming and lotteries, both online and onsite for Business to Customer, Business to Business, Charitable and Philanthropic organisations, all to be licenced, on a phased basis, within the lifetime of this Strategy.

STRATEGIC

Monitoring & Compliance

Establish a comprehensive, robust compliance regime to systematically monitor licensee adherence to their legal obligations in the Act, which reduces the likelihood of gambling harms and underpins a best practice regulated gambling market in Ireland.

STRATEGIC GOAL

Enforcement

Develop a robust enforcement framework that enables the Authority to effectively, dissuasively and proportionately address contraventions of the Act and to prevent gambling-related money laundering.

STRATEGIC GOAL

Consumer Protection and Awareness

To mitigate and reduce gambling harm through effective research, education, communications and by financial support via the Social Impact Fund.

STRATEGIC GOAL

People, Organisation and Governance

Establish a fit-for-purpose organisation with the necessary capabilities, people, skills, and expertise, underpinned by strong governance processes and systems.

STRATEGIC GOAL

Digital First

Establish an agile ICT function that supports the Authority business units and our stakeholders, leverages data-analysis and AI to drive compliance with our legislative remit and enables the Authority to effectively regulate a fast-evolving gambling sector.

Licensing

Design and implement an effective, efficient and proportionate licensing regime, for betting, gaming and lotteries, both online and onsite for B2C, B2B, Charitable and Philanthropic organisations, all to be licenced, on a phased basis, within the lifetime of this Strategy.

Strategic Objectives

- Develop a Licensing Strategy & Framework which details how the Authority will deliver a best practice licence application process, using a Digital First approach, and implementing a thorough vetting process to ensure only reputable operators who demonstrate adherence to Irish legislation are licensed to operate. Develop and implement procedures & policies for managing the Licensing processes appropriate and proportionate for each of the Business to Consumer (B2C)¹, Business to Business (B2B) and Charitable and Philanthropic licence types.
- Develop a transparent, fair and proportionate (a) licence application fee structure and (b) annual charges which underpins the financial independence of the Authority and removes the need for public funding within three years of establishment.
- Develop comprehensive Commencement Plans with supporting regulations, in collaboration with Department of Justice, Home Affairs and Migration Officials, and the Office of Parliamentary Counsel, to commence GRAI Licensing functions on a phased basis to ensure alignment with regulatory and operational needs.

Key Deliverables

Licenced Market

A phased implementation plan for GRAI Licensing functions is developed and approved in collaboration with the Department of Justice, Home Affairs and Migration. A structured vetting framework is implemented, ensuring only reputable operators receive licences. Background checks, financial assessments, and compliance evaluations are conducted as part of the application process. A central registry of licensed operators is published and maintained for ongoing monitoring and compliance.

Self-Financing Authority

A transparent and standardised fee structure is developed, ensuring fairness and sustainability. Support will be made publically available to help applicants determine costs.

Periodic fee reviews are scheduled to ensure alignment with regulatory and operational needs.

Business to Consumer:

In Person, Remote, In Person and Remote, and Remote Intermediary Betting Licenses In Person, Remote, and In Person and Remote Licenses Gaming Licenses

In Person, Remote, and In Person and Remote Licenses Lottery Licenses

Monitoring & Compliance

Establish a comprehensive, robust compliance regime to systematically monitor licensee adherence to their legal obligations in the Act, which reduces the likelihood of gambling harms and underpins a best practice regulated gambling market in Ireland.

Strategic Objectives

- Develop a Compliance Strategy & Framework which details how the Authority will robustly monitor the gambling industry's adherence to the Act, Regulations, Codes of Practice and Technical Standards to effectively tackle harm to the public as a result of noncompliance. As each Licence type goes live, the corresponding aspect of the Compliance Strategy will be activated. On an ongoing basis, exercise the role delegated to the Authority under the Act in developing Statutory Instruments for Technical Standards, including engaging in public consultation and Technical Regulation Information System notifications where required
- Develop the corresponding processes and procedures for robust monitoring and surveillance of compliance across the gambling industry supported by bespoke advanced data analytics, appropriate MoUs with other government agencies and 3rd party supplier expertise as required. These processes and procedures should leverage best practice toolkits, software, and collaboration with other regulators focusing on areas where compliance activity can have the biggest impact in reducing gambling harms.

Key Deliverables

Implement a robust, transparent and comprehensive compliance framework. Rollout of a strong compliance regime based on a detailed annual programme of inspections and compliance monitoring activities from July 2026.

Routine and systematic monitoring alongside more in-depth and large-scale reactive enquiries and investigations.

Performance metrics published which report on GRAI's compliance monitoring activity (in terms of reduced levels of Gambling Harms, benchmarked off the 2023 ESRI study). Reporting arrangements both at a sectoral and industry level are in place and insights from compliance activity is routinely fed back to inform future measures.

Enforcement

Develop a robust enforcement framework that enables the Authority to effectively, dissuasively and proportionately address contraventions of the Act and to prevent gambling-related money laundering.

Strategic Objectives

- Establish a robust enforcement function. Build the Authority's capacity to investigate, prosecute and adjudicate as provided for by the Act so that the Authority is equipped to take effective, proportionate and dissuasive regulatory action.
- Define enforcement processes and procedures. Develop protocols, procedures and guidelines to underpin enforcement processes, to ensure consistency, transparency and efficiency in enforcement actions.
- Develop an Anti-Money Laundering (AML) and Counter Terrorist Financing (CTF) Framework so that the Authority can meet its obligations as a competent authority under the Criminal Justice (Money Laundering and Terrorist Financing) Act 2010.
- Develop a Sports Integrity Framework to safeguard the integrity of sports betting.

Key Deliverables

Robust Enforcement

- A fully operational enforcement function: The Investigations Unit and the Civil & Criminal Enforcement Unit are staffed and equipped to conduct investigations into alleged contraventions of the Act (including offences relating to sports integrity and illegal gambling), and to manage legal enforcement actions, including civil proceedings, adjudication for administrative sanctions and criminal prosecutions, by Q3 of 2026.
- Clear and consistent enforcement processes have been developed, with well-defined procedures for fair, legally robust enforcement actions that withstand scrutiny and which make it clear that non-compliance with Irish legislation, resulting in gambling harms to children and the public, will not be tolerated.

STRATEGIC

Consumer Protection and Awareness

To mitigate and reduce gambling harm through effective research, education, communications and by financial support via the Social Impact Fund.

Strategic Objectives

- Establish a National Self Exclusion Register, providing an online centralised platform for individuals seeking to exclude themselves from online gambling activities nationwide, including complementary consumer protection supports.
- Develop appropriate structures required to administer the Social Impact Fund which will be financed by annual contributions from certain licences to help to address the social impact of gambling and support the provision of services to treat gambling addiction; fund targeted research and finance public education and awareness programmes linked to consumer protection measures.
- Develop a Research Programme which provides an evidence base to increase the understanding of problem gambling; to identify effective interventions and to underpin policy analysis and advice on consumer protections measures introduced.
- Establish a Stakeholder Engagement Framework and Communications Strategy with a focus on effective cooperation and open dialogue to aid the development and implementation of the Authority's regulatory and statutory remit in relation to research and educational awareness, and collaboration with external parties in the advancement of Consumer Protection initiatives.

Key Deliverables

Enhance Consumer Protections

- As per the Act research may be undertaken, commissioned or collaborated and will include the development of a repository of highquality gambling research, providing an evidence base for consumer protection measures and policy analysis and advice.
- Delivery of an informative Education and Awareness Programme on gambling related harm that is supportive, practical, and relevant to our Stakeholders including the development and reporting of appropriate metrics.
- Establishment and rollout of the Social Impact Fund in 2026, the achievement of its intended impact towards addressing the social impact of excessive or compulsive gambling and the development of an evaluation system that provides objective measurement of same.

People, Organisation and Governance

Establish a fit-for-purpose organisation with the necessary capabilities, people, skills, and expertise, underpinned by strong governance processes and systems.

Strategic Objectives

- Develop Strategic and Business Planning processes to enable the achievement of the GRAI Vision, Mission, Strategic Goals and Objectives and delivery of its remit, including self-financing status within 3 years as set out in the legislation.
- Ensure that appropriate governance, risk management processes and procedures are in place that meet best practice accountability requirements, supports the work of the Authority and other legislative structures, and provide stakeholders with assurance of the Authority being a well- run and effective organisation.
- Design and build a strong agile, and professional workforce to meet business needs in a rapidly scaling and changing environment that meet the needs of the Authority and its Statutory obligations.
- Develop capability including gambling, ICT, and other specialist expertise for the general and financial administration of the Authority, including the licensing model and online platform, National Gambling Exclusion Register, Social Impact Fund, Consumer Protection, Compliance, Monitoring, and Enforcement functions.

Key Deliverables

Strong Governance, **Excellent Employer**

- Development and consistent implementation of high standards of governance and best practice financial and risk management including effective robust internal controls and independent audit/ review to demonstrate compliance and provide assurances are in place and applied.
- GRAI to be acknowledged as an Employer of Choice which attracts and retains staff of the highest calibre. A performance focused working environment with the necessary expertise, resources, infrastructure and supports for continuous professional development to enable the achievement of the Authority's target of being both a great place to work and a best-in-class regulator.

Digital First

Establish an agile ICT function that supports the Authority business units and our stakeholders, leverages data-analysis and AI to drive compliance with our legislative remit and enables the Authority to effectively regulate a fast-evolving gambling sector.

Strategic Objectives

- Establish secure by design and privacydriven external facing online portals for the public and gambling operators, including systems to support processing online licence applications and a statutory online register that maintains a register of licensed entities and operators which is accessible to the public and our stakeholders.
- Establish a National Gambling Exclusion Register that provides a centralised platform for individuals who wish to self-exclude from gambling and gaming online.
- Develop an IT Strategy with a digital by default approach and establish corporate and operational ICT systems, including a framework agreement for the provision of a regulatory platform which supports the functions of the Authority to deliver on its remit.
- Support the development of a usercentric website with secure and accessible public and business facing portals and dynamic awareness and education tools.

Key Deliverables

Innovative, ICT-enabled Regulator

- Deployment of fit for purpose regulatory platforms, including an online Register, which are digital by default, secure by design and privacy-driven which satisfy the statutory requirements of the Authority and its stakeholders including systems for Customer Service.
- Deployment and development of a National Gambling Exclusion Register which will provide individuals with the facility to quickly and easily exclude themselves from online gambling.
- Development and implementation of an ICT Strategy which encompasses the evolving requirements of a newly established public sector organisation, facilitating the delivery of its regulatory functions within an innovative, data and technology driven sector.

Measuring Success and Transparency

The Authority is committed to the delivery of its mandate as a regulator with a focus on public safety and wellbeing, covering gambling online and in person. The Authority is independent in the performance of its functions which will be rolled out on a phased basis. Notwithstanding this, the Authority recognises the importance of the delivery of these functions as part of a wider landscape, which includes our many stakeholders and the collective impact which can be achieved.

The Authority will therefore monitor its success in achieving the objectives of this inaugural Strategic Plan in ways aligned with our role and functions.

We will:

- Translate the goals within this Strategic Plan into detailed, annualised work-plans with Key Performance Indicators across specific business areas, and associated timelines and performance indicators
- Produce and present an Annual Report and Annual Financial Statements to the Minister and prepare a rolling three-year Strategy Statement detailing key objectives, outputs, and related strategies including the use of our resources
- Deliver on our statutorily assigned functions in a timely manner in line with their legislative phased roll-out
- Regularly review the outputs and impacts of our annual work plans, and report on progress
- Review and report on governance and compliance requirements in line with the Code of Governance for State Bodies 2016
- Report as required to the Oireachtas and the Minister on accountability matters via our Annual Report, External Audits, Assurance Agreements and other relevant documents and publications
- Engage with stakeholders through open dialogue, fostering effective cooperation in support of our regulatory functions and our role in gambling research and education awareness

Resources and **Critical Success Factors**

The Authority will deliver our Strategic **Objectives through the following Directorates:**

- Consumer Protection, Research and Communications
- Licensing
- People and Corporate Services
- Information Technology and Digital First
- Monitoring & Compliance
- Enforcement, Legal and AML

Across each of these Directorates, staff are selected and deployed for their subject matter expertise and the competencies necessary to deliver on our functions.

It will be important that the Authority is resourced to deliver on its functions to the required standard. We foresee that over the next three years, as our functions evolve, the scale and complexity of the work of the Authority will continue to increase. We will work to ensure that our resources are effectively deployed while continuing to run an effective organisation that meets all relevant regulatory and governance requirements.

We commit to effectively deploying our existing resources to deliver on our wide ranging and expanding work-programme, to avail of external expertise where required, and to secure appropriate resources as necessary to enable the delivery of agreed outputs.

Public Sector Duty

The Public Sector Equality and Human Rights Duty places a statutory obligation on public bodies to eliminate discrimination, promote equality of opportunity, and protect human rights of staff and of those to whom they provide services. The duty is set out in Section 42 of the Irish Human Rights and Equality Commission Act 2014 and puts equality and human rights in the mainstream of how public bodies carry out their functions. As the Authority evolves and during the lifetime of this plan these considerations will be embedded in our Strategy, policies and procedures to ensure they are written and implemented to reflect our Public Sector Duty.

Notes			



Údarás Rialála Cearrbhachais na hÉireann Gambling Regulatory Authority of Ireland