

Report on Illegal Gambling 2025

One of the Danish Gambling Authority's supervisory tasks is to monitor the illegal gambling market in Denmark.

In this way, we ensure the protection of players and a well-regulated market for those licensed to offer gambling in Denmark.

This report describes the Danish Gambling Authority's work on illegal gambling in 2025.

Table of contents

Introduction	2
Summary	3
1. What is illegal gambling?	4
1.1 When is a licence required to offer gambling?	5
1.2 When is gambling illegal?	5
1.3 When is gambling offered in Denmark?	5
1.4 Facilitating participation in and advertising gambling without a licence	5
1.5 The Danish Gambling Authority's sanction options	6
2. The Danish Gambling Authority's work on illegal gambling in 2025	7
2.1 Identification of illegal websites	8
2.2 The effect of blockings	8
2.3 Gambling Package 1: A more responsible gambling market	8
2.4 Blocking mirror sites	9
2.5 Communication platforms such as Discord are used to share illegal gambling	9
2.6 Misuse of regular websites	9
2.7 Partnerships with Google, Meta, Apple, and Twitch	10
2.8 International cooperation	10
2.9 Presentations at upper secondary schools	11
3. Illegal gambling in the land-based sector	13
3.1 Illegally installed slot machines and betting terminals	14
3.2 Poker games without a licence	14
4. Appendixes	15
4.1 Appendix 1: Overview of the number of requests and blockings since 2012	16

Introduction

One of the Danish Gambling Authority's supervisory responsibilities is to monitor the illegal gambling market in Denmark, thereby protecting players and ensuring a well-regulated market for those licensed to offer gambling services in Denmark.

Once a year, the Danish Gambling Authority publishes a report on its efforts to prevent illegal gambling. The focus is particularly on online gambling operators that target Denmark with their gambling offerings and do not hold a Danish licence. In addition, the Danish Gambling Authority also places a strong emphasis on websites and individuals who facilitate and advertise illegal gambling.

The first few sections of the report briefly outline the rules in this field. It is important to have this in place before turning our attention to the work the Danish Gambling Authority has carried out regarding illegal gambling in 2025.

Summary

Since the partial liberalisation of the gambling market in Denmark in 2012, the Danish Gambling Authority has continuously identified websites and processed reports from citizens and others regarding the offering and promotion of gambling services by unlicensed operators.

The Danish Gambling Authority's efforts in 2025 to combat illegal gambling sites resulted in 334 websites being ruled illegal by the district court. In addition, the Danish Gambling Authority's outreach to illegal gambling operators resulted in 36 websites removing or modifying their gambling offerings so that they were no longer available in Denmark. In our assessment, the increase in the number of websites identified and blocked (Appendix 1) reflects the Danish Gambling Authority's growing focus on combating illegal gambling and does not necessarily indicate an expansion of the illegal gambling market in Denmark.

The size of the unregulated market is measured using the concept of the channelisation rate. The channelisation rate indicates the share of online gambling spend that comes from gambling operators licensed to offer gambling in the country in question. The channelisation rate thus indicates what percentage of online gambling spend takes place on websites that are required to comply with the country's regulations governing the offering of gambling services.

The Danish Gambling Authority expects to publish a separate report on the channelisation rate later in 2026.

The Danish Gambling Authority addresses other forms of illegal gambling, such as skin betting, the overlap between gambling and gaming, and public awareness campaigns regarding illegal gambling.

The Danish Gambling Authority engages in close international cooperation, including with other foreign gambling authorities and international companies, and these partnerships strengthen efforts to combat illegal gambling.

In late 2025, a broad majority in the Danish parliament reached a political agreement—known as “Gambling Package 1”—that affects the Danish Gambling Authority's supervision of illegal gambling in several areas.

In a recent development, the Danish Gambling Authority and the Danish Telecommunications Industry Association have entered into a new cooperation agreement, which, together with the latest ruling from the district court, provides the legal basis for blocking mirror sites without a prior court order.

What is illegal gambling?

1

1.1 When is a licence required to offer gambling?

The Danish Gambling Authority monitors the Danish gambling market to ensure that no gambling services are offered in violation of the Gambling Act.

A licence is required to offer gambling in Denmark if:

- Participation requires a stake (money or something else of economic value),
- The participant has a chance of winning a prize through the stake (any type of prize of monetary value), and
- The chance of winning depends on an element of chance.

1.2 When is gambling illegal?

A game is offered in violation of the Gaming Act if:

- The gambling product is offered without a licence from the Danish Gambling Authority, and
- The gambling operator targets its game offerings at the Danish market.

1.3 When is gambling offered in Denmark?

An online gambling offer is considered to be directed at Denmark if one or more of the following elements are present on the website¹:

- Danish language
- Danish currency
- Payment solutions that only work in Denmark (e.g., Dankort)
- Danish customer service
- The video game platform Steam is used to provide access to the website
- The website has pre-filled "Denmark," "Danish," "+45," etc., in the registration process
- The gambling operator's offering is structured in such a way that it is clear the game is aimed at Danish players. For example, by offering bets on lower-tier Danish football leagues.
- The website automatically redirects to websites that offer gambling illegally

Similarly, the gambling offer may be targeted at the Danish market even if none of the above conditions are met—for example, if it is marketed directly to Danish players.

With regard to skin betting, the court ruled in a decision dated February 6, 2018, that websites that use the computer game platform Steam for login are considered to be directed at Denmark.

1.4 Facilitating participation in and advertising gambling without a licence

It is a violation of the Gambling Act to facilitate participation in or advertise illegal gambling. The assessment takes into account, among other things, whether the facilitation or advertisement is aimed at the Danish market.

The term facilitation of gambling refers to all activities intended to organise gambling or to promote participation in illegal gambling, whether offered electronically or by other means. These could include, for example, links to websites operated by gambling operators that offer gambling in Denmark without a licence, in violation of the Gambling Act.

¹ The Danish Gambling Authority's definition of when an offer is directed at Denmark is based on the Minister of Taxation's response to the telecommunications industry in connection with the drafting of the Gambling Act, which took effect in 2012

Promotion of gambling refers to the acceptance of sponsorships from illegal gambling operators. Sponsorship typically refers to a situation in which a gambling operator makes a financial contribution to a recipient, after which the recipient is typically expected to provide something in return, such as advertising, positive publicity, and the like. Often, the illegal gambling operator will also use the name of the sponsorship recipient in its own marketing.

1.5 The Danish Gambling Authority's sanction options

When the Danish Gambling Authority becomes aware of a website that offers illegal gambling or facilitates or advertises illegal gambling, we contact the website's owners whenever possible. Here, we draw attention to the violation and urge them to cease the illegal offering of gambling services or the illegal promotion or advertising of gambling.

In many cases, the dialogue resulting from this request is sufficient to put an end to the violation.

In cases where an illegal gambling offer is not ceased, we do not hear from the owners, or we are unable to locate the owners, we have the option of having the website blocked by Danish internet service providers through the district court.

In addition, we have the option of reporting violations of the Gambling Act to the police, after which responsibility for the further proceedings is transferred to the police. We also have the authority to issue orders to ensure that the illegal situation is rectified or ended, and we may issue a reprimand for violations that have already ceased.

The Danish Gambling Authority's work on ille- gal gambling in 2025

2

2.1 Identification of illegal websites

To monitor the gambling market with a view to identifying websites offering illegal gambling, the Danish Gambling Authority collaborates with the Danish Tax Agency's anti-fraud unit, which continuously monitors the online gambling market to identify potentially illegal websites that offer or facilitate gambling.

In 2025, the Danish Gambling Authority, in collaboration with the Danish Tax Agency's anti-fraud unit, conducted three searches into potentially illegal websites, which resulted in 695 websites being placed under the Danish Gambling Authority's supervision.

The Danish Gambling Authority's market analysis team also investigates potentially illegal websites, in part by monitoring and analysing trends in Danes' gambling on websites that do not have a licence. This is achieved, among other things, by using web traffic data from Semrush². In addition, the Danish Gambling Authority receives reports from citizens regarding potentially illegal websites.

Monitoring of potentially illegal websites has led the Danish Gambling Authority to obtain court orders to block 334 websites offering illegal gambling in 2025.

See Appendix 1 for an overview of the number of searches, requests, and blockings by year.

2.2 The effect of blockings

The Danish Gambling Authority monitors the impact of DNS blockings on illegal websites, among other things, by analysing web traffic data. In June 2025, 178 illegal websites were blocked. Data shows that the total number of visits from Denmark to these sites has declined following the blockings. The blockings show a decrease of approximately 34 percent in the six months following the blocking compared with the six months prior³.

The figures indicate that, even in 2025, DNS blocking measures have helped reduce Danes' traffic to illegal gambling sites. This underscores that DNS blocking remains an effective tool in the fight against illegal gambling operators.

2.3 Gambling Package 1: A more responsible gambling market

On 24 October 2025, the government presented a political agreement designed to help strengthen efforts to slow and reverse the trend of gambling addiction and to better protect children and young people from gambling-related problems.

As part of this effort, the fight against illegal gambling serves as an important safeguard to ensure that children, young people, and vulnerable players are not exposed to the possibility of gambling without the consumer protection rules that apply to Danish licence holders.

The political agreement will also strengthen the supervision of the illegal gambling market in Denmark. Specifically, this will be achieved by strengthening the Danish Gambling Authority's powers by granting it the authority to block websites that promote illegal gambling. That is, websites whose purpose is to direct Danish players to gambling sites that are not licensed by the Danish Gambling Authority. At the same time, the rules governing the facilitation of customers to gambling operators are being amended so that the ban will cover all referrals to unlicensed gambling operators—and thus not just to illegal ones.

² Semrush is a company specialising in search engine optimisation and online visibility.

³ The accuracy of the data from Semrush may vary from website to website. Although the total number of visits to the sites has declined, it is worth noting that there are a few websites where the number of visits has not decreased during this period.

The political agreement also allocates funds to develop a tool within the Danish Gambling Authority that will automatically monitor marketing on digital services.

2.4 Blocking mirror sites

One challenge with blocking illegal gambling websites via DNS is that illegal gambling operators can easily create mirror sites of the websites that the Danish Gambling Authority has blocked. The mirror site is often an identical copy of the blocked website, but under a new domain name. The user experience will therefore remain the same, and the player will not necessarily notice that the website name has changed slightly.

To address this challenge, the Danish Gambling Authority has updated its cooperation agreement with telecommunications industry association, the trade association for internet service providers in Denmark. The new agreement allows for dynamic blocking, enabling the Danish Gambling Authority to block mirror sites without a prior court order.

Since the court has already ruled that the content of the website in question is illegal, it is not necessary to obtain another ruling from the court to establish that the same content, but on a different domain name, is also illegal.

This will reduce the amount of time the illegal website is accessible to Danish users and, overall, help streamline the Danish Gambling Authority's efforts to block illegal gambling sites.

2.5 Communication platforms such as Discord are used to share illegal gambling

In its supervision of illegal gambling, the Danish Gambling Authority has observed a growing trend toward the sharing of illegal gambling activities taking place in closed groups on communication platforms such as Discord, Telegram, etc.

The Danish Gambling Authority urges citizens to be aware that illegal gambling is being promoted on communication platforms. This could include, for example, links and promotions for illegal gambling sites, or the organisation of gambling that does not have a licence and are offered in violation of the provisions of the Gambling Act.

The Danish Gambling Authority also encourages citizens to share information about groups or gambling on these platforms so that the Authority can provide guidance on the relevant rules and monitor the situation.

2.6 Misuse of regular websites

In its supervision of illegal gambling sites, the Danish Gambling Authority has become aware that an increasing number of ordinary websites—whose purpose is entirely unrelated to gambling—are being exploited so that one or more of the site's subdomains function as a gambling site, from which users are, for example, redirected to other websites that offer gambling.

When the Danish Gambling Authority becomes aware of this, we will contact the owner, if possible, to inform them that their website is being used for illegal gambling.

The Danish Gambling Authority is unable to have the illegal content blocked, as it is only possible to block entire websites—not subdomains.

In this context, the Danish Gambling Authority urges website owners to be vigilant about whether their websites are being misused. One way to do this, for example, is to Google your own website along with words like "casino," "betting," or similar terms.

2.7 Partnerships with Google, Meta, Apple, and Twitch

The Danish Gambling Authority combats illegal gambling and the illegal facilitation of gambling on many fronts. As part of the Danish Gambling Authority's supervision, we have observed that illegal gambling is being offered through apps on the App Store and that access to these apps is being facilitated and advertised on Facebook and Google.

Through its partnership with Apple, the Danish Gambling Authority has special access to report illegal gambling in apps on Apple's App Store. Apple may then remove the app from the Danish App Store if it contains illegal gaming content.

The Danish Gambling Authority also has a partnership with Google, under which the Authority has been granted access to report illegal gambling apps on Google Play to Google, which can then remove the illegal content.

In addition, the partnership with Google provides direct access to report illegal gaming content on YouTube and sponsored links on Google's search engine.

The Danish Gambling Authority has a similar partnership with the streaming platform Twitch, where the Authority has observed streams that illegally distribute and advertise illegal gambling content. Through our partnership with Twitch, we can also report the illegal gambling offers, as well as the illegal promotion and advertising of illegal gambling content, which can then be removed from the platform.

Through our partnership with Meta, we can report illegal gambling offerings, illegal facilitation, and advertising of illegal gambling content, which can then be removed from their platforms on Facebook and Instagram.

Before illegal gambling content is removed from any of the above platforms, the Danish Gambling Authority has provided evidence, cited the legal basis, and shared our assessment of the illegal content so that Facebook, Google, Apple, and Twitch can remove the content on an informed and documented basis.

In 2025, the Danish Gambling Authority has seen an increasing number of complaints from Danish licence holders whose brands are being misused on Facebook in connection with advertisements for illegal gambling. Through our collaboration with Meta, we have therefore implemented a process that allows licence holders to report such instances directly to Meta, which can then remove the content. This ensures faster—and therefore more efficient—handling of these matters.

The Danish Gambling Authority is working to establish more partnerships with other media outlets, where we observe illegal gambling or illegal facilitation of gambling. If you, as a citizen, would like to assist the Danish Gambling Authority in our supervision, we encourage you to document the gambling offerings with photos or videos and provide links to any websites, Facebook groups, apps, etc.

2.8 International cooperation

The Danish Gambling Authority places great importance on collaborating with our colleagues abroad. Among other things, we are part of an international working group called the

“Enforcement Working Group” within GREF (Gaming Regulators European Forum)⁴. The group is working on how we can best help each other combat illegal gambling and keeps each other informed about trends across the illegal gambling market in Europe so that it can be more easily combated. Read more in the declaration here: [GREF Declaration of gambling regulators on their concerns regarding illegal operators - Gref](#).

The Danish Gambling Authority is also a member of the IAGR (International Association of Gaming Regulators)⁵, a forum where gambling regulators from around the world can meet to exchange knowledge and strategies and discuss current issues and working procedures. The IAGR comprises approximately 75 jurisdictions located around the world.

The Danish Gambling Authority also participates in an annual Nordic case officer meeting. In 2025, the focus has been particularly on combating illegal gambling on social media, gambling offerings targeted young people under the age of 18, and trends observed in the illegal gambling market in the Nordic countries.

It is essential to maintain international cooperation and focus on illegal gambling, as online gambling operators offer gambling across national borders.

2.9 Presentations at upper secondary schools

For a number of years, the Danish Gambling Authority has offered to give presentations at upper secondary schools—including on illegal gambling and the differences between gaming and gambling. One of the objectives of the presentations has been to raise students' awareness of the Danish Gambling Authority's label, thereby increasing their understanding of the difference between the regulated and unregulated markets.

Starting in 2022, we have stepped up our efforts to reach a wider audience with our presentations (primarily targeting upper secondary schools), and the response has been extremely positive. As demand for these presentations has been rising sharply, the Danish Gambling Authority held a total of 100 classroom presentations throughout the country in 2025.

Furthermore, in 2025 there has been an increasing number of inquiries from sports clubs seeking educational sessions on gambling — primarily aimed at the oldest members of their youth teams. This applies to both amateur and elitist clubs.

We meet the students on their terms. We have very deliberately avoided “preachy” approaches, as well as bans and scare tactics, and the response from both students and teachers has been extremely positive, as the presentations are perceived as balanced.

Participants are actively engaged in the presentations, which incorporate both visual and physical elements. For example, a physical roulette table helps highlight facts such as return to player (RTP) and the probability of winning.

The presentations cover the following topics, among others:

- Definitions of gambling
- Reasons for gambling
- Variance and probability
- Return to player
- Loss of control
- The Danish Gambling Authority's label

⁴ GREF is an association of gambling authorities in Europe

⁵ IAGR is a global organisation for gambling regulators.

Demand for these presentations is quite high, and for that reason, the Danish Gambling Authority has decided to recruit staff for this task by the end of 2025.

Illegal gambling in the land-based sector

3

3.1 Illegally installed slot machines and betting terminals

If the Danish Gambling Authority becomes aware of any possible illegal installation or operation of slot machines or betting terminals, we will report this to the police. We always assist the police if they request it.

In 2025, the Danish Gambling Authority was involved in cases concerning 25 gambling premises where slot machines had been installed without a licence.

3.2 Poker games without a licence

Poker may be conducted as a public game of chance in tournament format (also known as public poker tournaments) in accordance with the rules set forth in the Poker Act. The Danish Gambling Authority issues licenses for and supervises the conduct of public poker tournaments.

If poker games are run without a licence and with significant financial winnings at stake, this does not constitute a violation of the Poker Act or the Gaming Act, but rather of Sections 203 and 204 of the Criminal Code. Therefore, it is not the Danish Gambling Authority but the police who have the authority to conduct inspections at unlicensed gambling establishments. The Gambling Authority can offer to assist during an inspection.

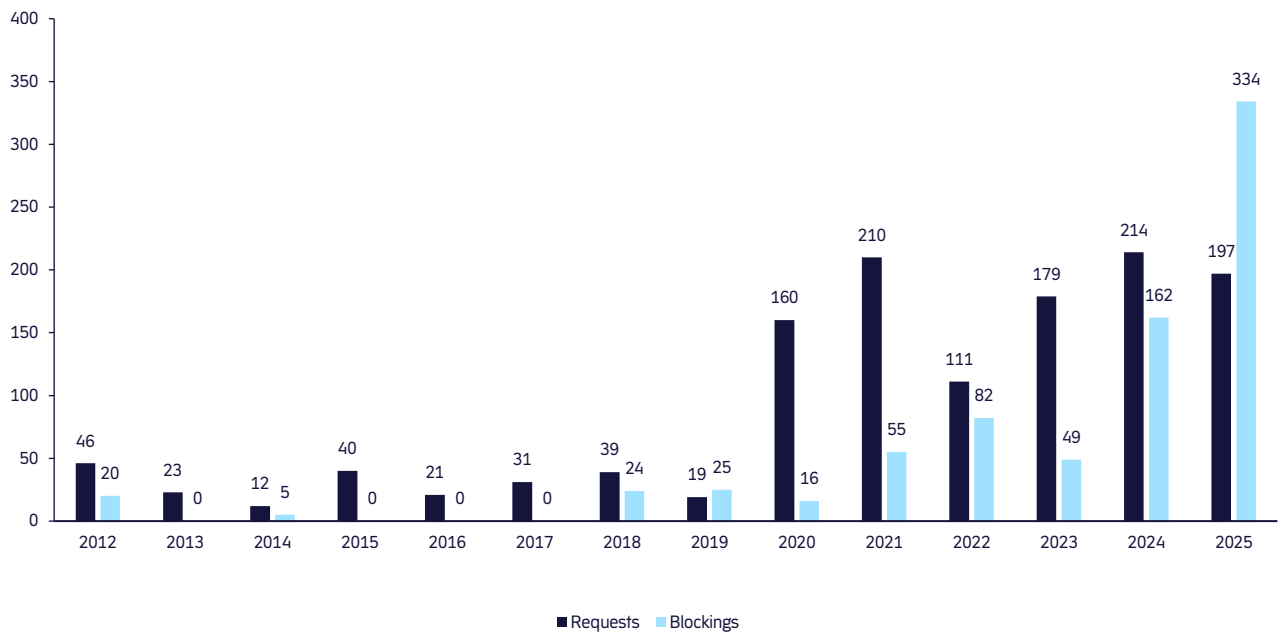
If the Danish Gambling Authority becomes aware of any illegal poker clubs, we will notify the police. In 2025, there have been no cases in which the Danish Gambling Authority has assisted the police during inspections of an unlicensed poker club.

Appendixes

4

4.1 Appendix 1: Overview of the number of requests and blockings since 2012

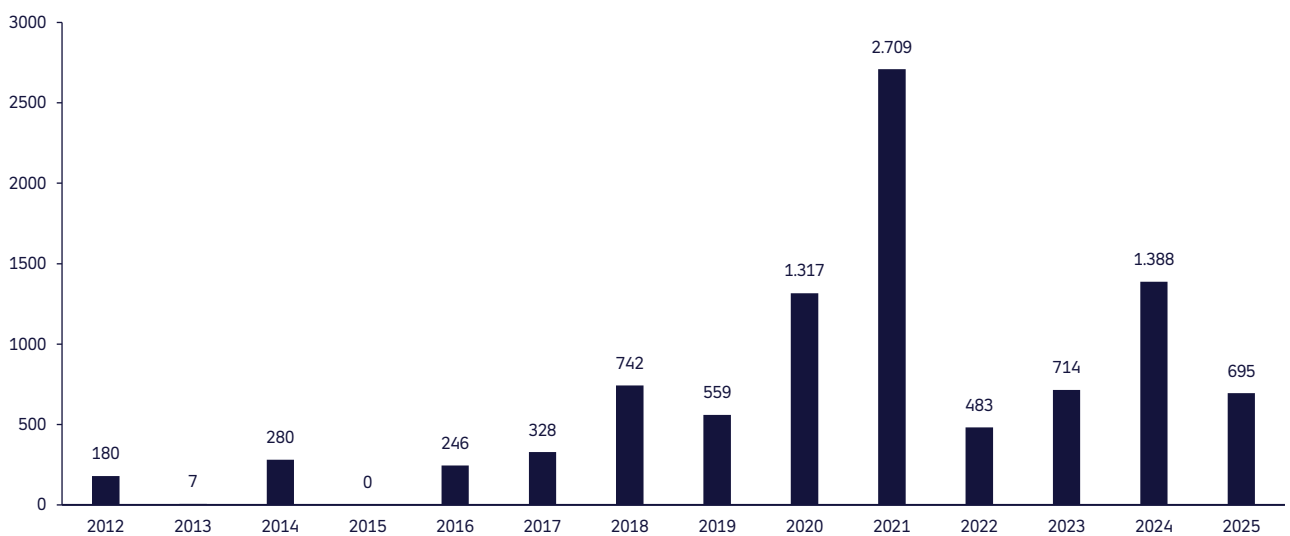
Figure 1. Number of requests and blockings from 2012 to 2025



Source: The Danish Gambling Authority

Note: Several of the requests concern multiple websites owned by the same person. Therefore, a single request may cover more than one website.

Figure 2. Number of websites identified by the Danish Tax Agency's Anti-Fraud Unit from 2012 to 2025



Source: The Danish Gambling Authority

In 2021, the Danish Tax Agency's anti-fraud unit conducted a broader search, which, among other things, also included websites that had been searched previously. This explains the large number of searches in 2021.

