

Market Consultation Gambling Blocking Software

The Netherlands Gambling Authority
14-10-2025

Table of contents

- 1. General information 3**
 - 1.1 Introduction.....3**
 - 1.2 Objective, scope and priorities.....4**
- 2. Questions 6**
- 3. Procedure 6**
- 4. Terms and Conditions..... 7**
- Annex 1: Key Figures 8**
 - 2023..... 8
 - 2024..... 8
- Annex 2: Response to the market consultation questions..... 9**
- Annex 3: Question form for submitting questions 12**

1. General information

1.1 Introduction

Gambling is a form of entertainment in which people can lose themselves. That is why the Netherlands Gambling Authority (hereinafter: Gambling Authority) wants to ensure that people who do wish to gamble, can do so in a safe and reliable way – whether on a website, through an app, in a casino, or in a gaming hall.

Our mission is: Safe Play. Every day, our employees are committed to this goal: overseeing fair and reliable gambling, ensuring that providers are transparent and comply with the rules, and safeguarding players.

We strive for a world in which gambling is reliable and providers are transparent. Players are protected. Games are fair, and the odds of winning are clear. There are no gambling addicts and no illegal practices.

Gambling Regulator

The Gambling Authority is the regulator of the gambling market. We are an independent administrative body and implement Dutch gambling policy on behalf of the State Secretary for Legal Protection. In doing so, we act independently. Our responsibilities are laid down in the Netherlands Betting and Gaming Act¹.

What we do

The Gambling Authority's strategy is built around three key objectives:

1. Protecting and informing consumers

We ensure that players can gamble safely with licensed operators. We do this by providing clear information to the public about games of chance and by pointing people toward the different forms of help that are available. In addition, we monitor operators' compliance with the rules and intervene where necessary.

2. Preventing gambling addiction

We monitor compliance with operators' duty-of-care obligations and take firm action when necessary. We also communicate our expectations and engage with operators to develop better solutions. The Gambling Authority supports people in helping themselves through gambling-stop tools and various self-help modules. We inform the public about the risks of gambling and help guide problem players to appropriate support.

A key part of this effort is the self-exclusion register *Gokstop*. By registering in *Gokstop*, individuals exclude themselves for at least six months from gambling with licensed operators of gambling halls, casinos and gambling site in the Netherlands. These providers are legally required to check the *Gokstop*-list before granting players access to their games. In addition to voluntary registration, involuntary registration is also possible: a stakeholder, such as a partner, family member, or gambling operator, may submit a request to the Gambling Authority. Following a careful assessment procedure, the Gambling Authority determines whether the request should be granted.

3. Combating illegality and crime

We take strong action against illegal online gambling. We aim to make illegal websites quickly inaccessible to players by blocking them. Together with the Public Prosecution Service, municipalities, and the police, we combat illegal land-based gambling. Furthermore, we prevent criminals from

¹ *Wet op de kansspelen - wetten.nl - Regeling - Wet op de kansspelen - BWBR0002469*).

laundering money through licensed operators by ensuring proper compliance with the Anti-Money Laundering and Counter-Terrorist Financing Act (Wwft).

A shifting policy focus

In early 2025, the Dutch government presented a new vision for gambling policy, placing stronger emphasis on the protection of players against gambling-related harm.² Where previously the focus used to be mainly on addiction prevention and players' and providers' own responsibility, the approach is now broadening to the wider (public health) risks and harms of gambling and the role government has to play in that.

For the Gambling Authority, this means that player protection is more than ever at the heart of our mission. This has led to the creation of *OpenOverGokken*³, a new platform aimed at informing consumers about the risks of gambling, how the industry operates, and where consumers can find help.

In addition, a small-scale pilot project is currently being conducted through our consumer helpline, providing people - alongside the self-exclusion register (Gokstop) - with blocking software which blocks access to illegal operators. The pilot runs until June 2026. Our midway evaluation of the pilot shows predominantly positive results: a large proportion of participants reported to experience less emotional and financial stress and a reduced urge to gamble.

These findings have convinced the Gambling Authority of the importance of a structural deployment of blocking software; making sure consumers are aware of it and have access to it. This need has become even more urgent as the illegal gambling market has been growing in recent months. In the first half of this year, for the first time since the legalization of online gambling in the Netherlands in 2021, more money was gambled illegally than legally. The Gambling Authority estimates the size of the illegal market at approximately €617 million, compared to €600 million for the legal market⁴. Therefore, we are now taking steps to implement this initiative on a more structural basis to better protect consumers from illegal gambling websites.

1.2 Objective, scope and priorities

Objective

Our aim is to provide gambling blocking software to consumers in an accessible and user-friendly way — either free of charge or at a very low cost — so that there are as few (financial) barriers as possible. The software should also be easy to find and use, with no technical obstacles, enabling people to better protect themselves against (potential) problematic gambling behaviour.

The software complements a wide range of existing tools and interventions, such as Gokstop (self-exclusion from licensed gambling operators), 24/7 helplines, and self-tests.

The primary target groups are individuals who register in the Gokstop register, those showing signs of problematic gambling behavior, and young adults aged 18–24.

The ultimate objective is to lower the (financial) barriers as much as possible for individuals who require blocking software, thereby ensuring they are able to install and use it effectively. This is expected to benefit several tens of thousands of people (with approximately 100,000 individuals

² [Kamerbrief over visie op kansspelen en beleidsreactie op de evaluatie van de Wet koa | Kamerstuk | Rijksoverheid.nl](#)
[Wij zijn open over gokken](#)

⁴ [Monitoringsrapportage najaar 2025: kentering in de marktontwikkeling, zorgen over aandeel illegaal - Kansspelautoriteit](#)

currently registered in Gokstop and an estimated 180,000 people in the Netherlands classified as 'high-risk gamblers' according to the PGSI screening method⁵).

The Gambling Authority intends to facilitate/finance the provision of this software on a multi-year basis, but in a flexible construction that allows market developments (both in the gambling market and in the blocking software market) to be closely monitored and adjusted to.

The purpose of this market consultation is threefold:

- To gain clarity on and deeper understanding of solutions offered in the market for blocking access to (illegal) gambling sites/apps as well as the parties providing said solutions.
- To determine potential forms of collaboration with a market party.
- To obtain an indicative total cost estimate and explore potential payment models.

Scope

The scope of our request pertains to blocking software which must, at a minimum, meet the following criteria (*in addition to* requirements regarding service levels, continuity, security, and GDPR compliance):

- **Cross-device compatibility:** The software must be easily installable on various types of devices (including smartphones, laptops, PCs, and tablets) and be functional across different operating systems.
- **Multilingual availability:** The software must be available in multiple languages, including Dutch and English, but also in languages such as Turkish, Moroccan, and Arabic, given that – as is the case for the 18–24 age group – individuals with a non-Western migration background are significantly overrepresented in the high-risk category.
- **Comprehensive coverage:** The software must provide the broadest possible blocking of (illegal) gambling websites/apps.

Beyond these minimum requirements, the Gambling Authority also places great value on aspects related to collaboration, technical integration, user-friendliness, and accessibility. These elements are described in more detail below.

Role definition

The Gambling Authority has a strong preference for a hybrid collaboration model. In this scenario, the Gambling Authority offers the blocking software via the *Gokstop* website (and possibly through the *OpenOverGokken* website), offering consumers to both self-exclude from land-based and online licensed operators and to install blocking software. Communication and marketing surrounding this offering also remain the responsibility of the Gambling Authority. The supplier of the blocking software will be responsible for the technical aspects of the product (maintenance, new features, quality) and for responding to user inquiries regarding the software – in short Software as a Service (SaaS).

Technology and Integration

For the technical setup, we have three priorities:

1. **Security and Privacy**
The software must meet the highest standards for security and data minimization, with full compliance with GDPR. Only strictly necessary data may be processed, and users must at all times have confidence in the safety of their data and to be able exercise their rights as stipulated in the GDPR.
2. **Continuity and Reliability**
The blocking software must be reliable and available 24/7. Also, the software must handle updates robustly, ensuring that technical changes do not negatively impact ease of use or stability.

⁵ [Deelname aan kansspelen in Nederland - meting 2024](#)

3. Future-proofing and Flexibility

The software must be able to adapt to technological developments (such as changing browsers, new operating systems, or gambling platforms) as well as to policy changes. In addition, we expect the product to be scalable, so that it can grow in line with increasing numbers of users and new functionality.

User-friendliness and Accessibility

Consumers should experience as few barriers as possible in order to gain access to, install and use the blocking software. We envisage that after or while registering for the self-exclusion register Gokstop, users can, with just a few clicks, also register for the blocking software. At the same time, access to the software, for instance using a unique code provided by a helpline counselor, should also be easily available separate from the Gokstop registering process. We are also interested to learn more about how providers/the software copes with the various ways of circumventing the blocking functionality by users.

2. Questions

The Gambling Authority has formulated a number of questions that it would like to put to the market as part of this market consultation. These questions are included in Annex 2.

3. Procedure

Communication

This market consultation has been published on TenderNed.

During the market consultation, all communication regarding this matter will take place through the following contact person: Richard Heijne den Bak via TenderNed (Messages/ Berichten).

Timeline

The timeline for this market consultation is provided below.

Activity	Timeline
Publication market consultation	October 14th 2025
Opportunity for market parties to answer questions (Annex 2) and ask additional questions (Annex 3)	October 31st 2025
Response Gambling Authority to additional questions	November 7th 2025
Submission of responses to the market consultation	November 25th 2025
Possible invitation for a meeting	December 3rd 2025
Meetings with selected participants	15, 16 en 18 December 2025

Market Consultation Meetings

Approximately 3-4 parties will be invited for a meeting and, if applicable, a short demonstration, based on all responses received from the market consultation. Each meeting will be allocated approximately 2 hours. Meetings may be held either in person or online, depending on the preference of the invited parties. If more than 4 responses are received from the market, the Gambling Authority may choose to

select which parties to invite. This selection will be made in line with the objectives described and the need for further clarification and elaboration on the submitted answers. No additional information will be provided by the Gambling Authority during the meetings; if any information is provided, it will also be included in the eventual tender.

A maximum of two representatives per supplier may attend any meeting. In the context of the market consultation, the Gambling Authority may choose not to answer certain questions from a supplier. This is to ensure that, if the Gambling Authority launches a tender, the supplier does not gain an advantage over parties not invited for a meeting.

Information gathered during the market consultation may be used as input for any follow-up projects. In the event of a publication of a follow-up project in which market consultation data is used, all companies submitting a bid will have an equal chance of being considered for award, regardless of whether they participated in this market consultation or were invited to a clarification meeting. In the interest of transparency, all information from the market consultation will be shared with all contacted parties or made publicly available.

Submitting and Answering Questions

As part of the market consultation, you have the opportunity to submit questions to the Gambling Authority, in accordance with the provisions of this paragraph and using the form provided in **Annex 3 – Question Form for Submitting Questions**. The answers to the questions will be shared with all participating parties. All questions submitted correctly and on time in accordance with this document will be answered in an anonymized manner.

4. Terms and Conditions

The following terms and conditions apply to this market consultation:

- The market consultation is not part of a potential tender but a consultation round.
- The Gambling Authority reserves the right to suspend or terminate this market consultation temporarily or permanently.
- Responses will be discussed internally and recorded internally.
- Market parties that do not participate in the market consultation are not excluded from participating in any potential tender. Likewise, market parties that do participate in the consultation are not in any way given an advantage in a potential tender.
- Participation in the market consultation is voluntary for all participants as well as for the Gambling Authority.
- Parties (including those not participating in the consultation) may not derive any (mutual) rights or obligations against the Gambling Authority from this market consultation.
- Participation in this market consultation does not confer any right to be awarded a contract.
- Any costs associated with participating in this market consultation will not be reimbursed.
- Participating market parties agree that the information they provide may be used in the program of requirements.
- Contributions from participating parties will be treated as confidential to the greatest extent possible.
- Claims regarding the use of information, confidentiality, or requests for compensation in this regard will not be honored.
- The Gambling Authority is not in any way bound by the outcomes of the market consultation, nor obligated to implement or tender the project to which the market consultation relates.
- By participating in this market consultation, parties indicate their unconditional acceptance of the terms and conditions set out in this document.
- The working language during this market consultation is Dutch or English. You can answer the questions both in Dutch and English.

Annex 1: Key Figures

Key figures Gokstop-register 2023 en 2024

In order to provide some context for the likely amount of people also opting for blocking software when registering for the self-exclusion register, please find below key data from Gokstop/CRUKS for the years 2023 and 2024. Based on this data, a yearly uptake of some 30.000 people opting for blocking software seems plausible, but in reality this figure may be tens of thousands lower or higher.

2023

- The total number of people registered in Gokstop increased from 30,726 to 60,902, a net growth of around 30,000.
- In total, there were approximately 76,000 new registrations in 2023.
- Around 20,000 registrations expired automatically, and 26,000 were actively ended by players.
- This means there were roughly 76,000 registrations and 46,000 deregistrations during 2023.

2024

- The total number of people who took a gambling stop (“gokstop”) was 98,000.
- Of these, 32,000 gambling stops ended automatically.
- The number of Cruks registrations continued to grow steadily, by an average of 509 per week, reaching 87,345 registrations by January 2025.
- Of the 61,000 registrations on 1 January 2024, only 16,000 were still active in March 2025 — meaning that most registrations are short-term.
- 56% of Cruks registrations have been active for less than six months.
- Age distribution: half of those in Cruks are younger than 32, and half are older.
 - 16% are young adults aged 18–23, which is lower than their share of gambling accounts (22%), but higher than their share in the general adult population (9.4%).

This information is also reflected in our monitoring report, which we publish twice a year.⁶

⁶ [Ons onderzoek - Kansspelautoriteit](#)

Annex 2: Response to the market consultation questions

It is not necessary to provide a (detailed) answer to every question; you may choose to skip a question if you wish. You may provide your responses in either Dutch or English.

Nمبر.	Question
General information	
1	Could you outline your proposed solution for a future situation for the Gambling Authority, and explain what distinguishes it from other solutions available on the market? How could this work in practice? And how effective is the product?
Answer	
2	What do you consider to be the key success factors for achieving a broad and sustainable implementation of blocking software in the Netherlands?
Answer	
3	In your view, which risks or pitfalls should be anticipated and avoided?
Answer	
4	How do you envision the development of the blocking software over the next five years, both in terms of technical features and related services? Which innovations or improvements do you anticipate could be relevant for this project, and how could the implementation be designed to remain flexible and adaptable to future changes?
Answer	
Role definition	
5	<p>The Gambling Authority wishes to offer the blocking software via the <i>Gokstop</i> website (and possibly through the <i>OpenOverGokken</i> website). Communication and marketing also remain the responsibility of the Gambling Authority. The supplier of the blocking software will be responsible for the technical aspects of the product (maintenance, new features, quality) and for responding to user inquiries regarding the software (SaaS).</p> <p>Given this setup, how do you envision the collaboration working in practice? How can we make the tool as accessible as possible? What role could our helpline's counselors play? How would you register/monitor the subscriptions - taking into account GDPR-restrictions whilst at the same time providing the Gambling Authority with transparent and verifiable reporting and invoicing?</p>
Answer	
6	What experience do you have with similar collaborations with (public) parties?
Answer	
7	Who maintains the blacklist of prohibited sites? How many unique sites do you have in your database? Can the list of illegal sites maintained by the supplier be shared with the Gambling Authority? How do you ensure that the blacklist remains up to date?
Answer	
Technique and integration	
8	Is there a maximum number of devices on which the software can be installed per person? If so, what is the maximum number?
Answer	

9	<p>What solutions do you provide for security, privacy (GDPR), and data minimization?</p> <p>We also appreciate input on the use/provision of a unique code to consumers they can use in order to gain access to blocking software:</p> <ul style="list-style-type: none"> • How such codes can be made secure and unique to prevent misuse. • How long-term subscriptions or renewals can be managed using this approach.
Answer	
10	How do you ensure that the software remains future-proof, for example in the event of changing browsers, operating systems or new gambling platforms?
Answer	
11	What additional functionalities, besides blocking gambling websites, can you offer? (For example, blocking advertisements, crypto websites, or only blocking illegal (as opposed to licensed) websites for recreational players, etc.)
Answer	
12	What are solutions to prevent problem gamblers from bypassing the blocking software (e.g., via Apple settings, a factory reset, etc.)? Additionally, is it possible for users to choose which sites they want to block themselves?
Answer	
Financial	
13	Which funding models (e.g., fixed fee, per-user license, pay-per-use, subscription structure) do you consider feasible or desirable for this type of service? What risks are associated with these options?
Answer	
14	<p>Please provide indicative pricing per user for the following user volume bands:</p> <ul style="list-style-type: none"> • 0–1,000 users • 1,001–10,000 users • 10,001–50,000 users • 50,001–100,000 users <p>For each band, please indicate:</p> <ul style="list-style-type: none"> • Your preferred pricing model (fixed fee, per-user license, pay-per-use, subscription) • Any specific conditions or limitations that apply • Potential risks or considerations related to scalability • Subscription period, e.g., 1 year or 3 years, with the flexibility to cancel the subscription and receive a refund.
Answer	
Additional	
15	Is there anything else you would like to share for the purpose of this market consultation? Are there any important questions we have not asked?
Answer	

Company	
Name	
Function	
Contact details (phone number, e-mail)	
Signature	
Place and date	

This Annex has been added as a separate Word document.

Annex 3: Question form for submitting questions

This template must be used for submitting questions related to the market consultation.

Company	
Name en function	
Contact details (phone number, e-mail)	

Nmbr	Reference (\$, p.)	Question
1.		
<i>Answer Gambling Authority</i>		
2.		
<i>Answer Gambling Authority</i>		
3.		
<i>Answer Gambling Authority</i>		
4.		
<i>Answer Gambling Authority</i>		
5.		
<i>Answer Gambling Authority</i>		

This Annex has been added as a separate Word document.