Rijksinkoopsamenwerking
Ministerie van Binnenlandse Zaken en Koninkrijksrelaties

Market Consultation Document

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Market Consultation

Supply of Medicinal Cannabis to the Netherlands

on behalf of

Ministry of Health, Welfare and Sport
CIBG Agency
(Office of Medicinal Cannabis)

Contacts	Reinier Luijckx
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Appendices in TenderNed

To be completed and/or added electronically by supplier in TenderNed		
Appendix 1	Questions form for information notice	Please use and submit this form
Appendix 2	Response template to questionnaire	Please use and submit this form

1 Introduction

The Contracting Authority, Ministry of Health, Welfare and Sport, more specially the CIBG Agency (Office of Medicinal Cannabis), is considering preparing a tender to seek for a supplier of Medicinal Cannabis to the Netherlands. Part of these preparations is a Market Consultation, offering interested companies with an opportunity to provide information early in the procurement process.

The Market Consultation benefits all parties concerned. The Contracting Authority ascertains what is possible and impossible and what is going on in the market.

This information is used by the Contracting Authority to assess the feasibility and the conditions for a potential assignment. The Contracting Authority also uses the gained information to determine the most appropriate tendering procedure. Answers provided by the interested Relevant Market Parties are used as one of the sources of information.

1.1 The Contracting Authority

The Ministry of Health, Welfare and Sport (VWS) is working towards a healthy, fit, and resilient Netherlands. Now and in the future.

VWS does this by committing to good, affordable, and sustainable care and support. Care and support you can rely on, whatever your situation. VWS also promotes a healthy lifestyle, sufficient physical activity, and good nutrition. And VWS offers the Netherlands good (top-level) sports facilities. To this end, VWS collaborates with many partners, such as the healthcare sector, municipalities, sports organizations, the business community, scientists, and citizens.

CIBG Agency (Office of Medicinal Cannabis)

Since January 1, 2001, the Office of Medicinal Cannabis (OMC) has acted as a government agency within the meaning of the Single Convention on Narcotic Drugs. As such, the OMC has the exclusive right in the Netherlands regarding the import, export, wholesale, and holding of stocks of cannabis, cannabis resin, and hemp oil, and the OMC must purchase and take actual possession of all cannabis harvests.

The OMC has a twofold task. On the one hand, the OMC must investigate (or have investigated) whether cannabis or cannabis products can be used as a medicine; on the other hand, the OMC must supply pharmacies with medicinal cannabis so that patients can obtain it on a doctor's prescription.

The OMC provides the following products and services:

1. medicinal cannabis:
   A. within the Netherlands to pharmacies, dispensing physicians, and veterinarians;
   B. (medicinal) cannabis for the purpose of scientific research;
2. import and export of cannabis, cannabis resin, and THC;
3. exemptions from the Opium Act for cannabis, cannabis resin, and THC.

It follows from the Single Convention on Narcotic Drugs that cannabis, cannabis resin, produced in a country other than the Netherlands may be purchased exclusively by the OMC through the government office of the country concerned.

In the Netherlands, the medicinal cannabis policy is strictly separated from the recreational cannabis system of coffeeshops.

For more information, see:

- Ministry of Health, Welfare and Sport | Government.nl
- Office of Medicinal Cannabis | The Office of Medicinal Cannabis.

Rijksinkoopsamenwerking (RIS) is supervising this Market Consultation

The RIS has been commissioned to supervise this Market Consultation. The RIS is a civil service organization specialized in the procurement of services and products. If you would like to know more about how the RIS works, please read on the Home | Rijksinkoopsamenwerking.

1.2 Contacts

Your Contact is Reinier Luijckx, senior procurement officer at RIS. For this formal Market Consultation we would like to maintain clear rules, comparable to a tender. This is why we would like you to communicate only with the Market Consultation Contacts and request that such communication is done via TenderNed.

2 What is the reason for and aim of this Market Consultation?

2.1 Background and reason for the Market Consultation

The Ministry of Health, Welfare and Sport, more specially the CIBG Agency (Office of Medicinal Cannabis), is considering a (European) request for a tender to seek for a supplier of medicinal cannabis to the Netherlands.

In the Netherlands, medicinal cannabis is legal and regulated, available exclusively via prescription from any licensed doctor and dispensed through registered pharmacies. The national program is overseen by the OMC, which guarantees medicinal cannabis of pharmaceutical-grade quality, free of mould, bacteria, pesticides and heavy metals and with standardized cannabinoid levels. The medicinal cannabis supplied by the OMC is used for therapeutic and scientific purposes.

Currently, five different cannabis strains are made available by the OMC, including THC and CBD dominant varieties (see table 1 below). Two types are available as dried flower tops (flos, non-granulated) and the other three types have flowers which are ground up (granulate).

Table 2.1. Types of medicinal cannabis currently supplied by the OMC for Dutch patients/market.

Variety	Characteristics	THC content	CBD content
Bedrocan, flos	THC dominant, EP grade (sativa)	circa 22%	less than 1%
Bedica, granulate	THC dominant, EP grade (indica)	circa 14%	less than 1%
Bedrobinol, flos	OMC grade (sativa)	circa 13.5%	less than 1%
Bediol, granulate	THC/CBD intermediate, EP grade (sativa)	circa 6.3%	circa 8%
Bedrolite, granulate	CBD dominant, EP grade (sativa)	Less than 1%	circa 7.5%

EP = European Pharmacopoeia

All types of medicinal cannabis outlined in table 2.1 above are available in two different packaging configurations, namely as 5 gram containers and 400 gram laminated bags. Bedrobinol is available in cans of 5 grams only and is non-EP grade.

A legislative amendment of the Opium Act is currently being prepared and is expected to come into force mid-2028 at the earliest.[1] The current agreement with our supplier has been terminated, while the OMC retains its tasks in the supply of medicinal cannabis until the change in the respective law has been implemented. The current stock levels and corresponding expiry dates will not meet local demand until implementation of the new policy. Therefore, this market consultation is being published to evaluate whether there is a supplier that can fulfil the needs of Dutch patients with regard to medicinal cannabis until the new policy is implemented.

The time period and thereby the required quantity is dependent on the legislative amendment process and is expected to involve a period of at least eighteen (18) months, corresponding to an expected volume range of 350 – 750 kg medicinal cannabis.

Based on the information gathered through this Market Consultation, a request for a tender may be published at the end of 2026.

[1] Dutch House of Representatives (Kamerstukken II), Government Letter "*Voortgang beleids- en wetswijzigingen medicinale cannabis",* 3 July 2026, 29477, no. 986. Available at: https://www.tweedekamer.nl/kamerstukken/brieven_regering/detail?id=2026Z15750&did=2026D35328

2.2 Aim of the Market Consultation

The purpose of this Market Consultation is to evaluate whether there are (European) suppliers of medicinal cannabis that meet the expectations as set out in section 3.2 and to evaluate whether these parties are interested in supplying different varieties of medicinal cannabis for a specific period to the Netherlands, as well as under what conditions.

Furthermore, the purpose of this Market Consultation is to include the lessons learned from practice, in the potential tender. We are also interested in current trends and developments in the market which could have impact on the potential tender. Whether or not the Contracting authority will proceed with a European tender is at the discretion of the Ministry and will, in part, be dependent on the information gathered in this Market Consultation.

The Market Consultation provides benefits for all parties involved. The Contracting authority ascertains what is possible, the trends, the extent of interest of the market and the possibilities and impossibilities associated with the supply of medicinal cannabis to the Netherlands. The advantage for the entrepreneurs involved is to have an idea of the Contracting authority as an organization and the goals set for the tender project early on in the procurement process.

The aim of the Market Consultation is to:

- gain insight whether the market is interested in the possible Contract;
- involve entrepreneurs that are interested at an early stage;
- test our own starting points and assumptions;
- get an overview of visions, suggestions and ideas;
- determine which procurement strategy is most suitable.

3 What is the topic of the Market Consultation?

3.1 Context of the Contract

Background

For more than twenty (20) years, medicinal cannabis has been available in the Netherlands on prescription, allowing physicians to prescribe it to patients and pharmacies to dispense it. The supply and production of medicinal cannabis is the responsibility of the OMC. Therefore, the OMC set up a production chain (see figure 3.1 below) and works with contracted parties.

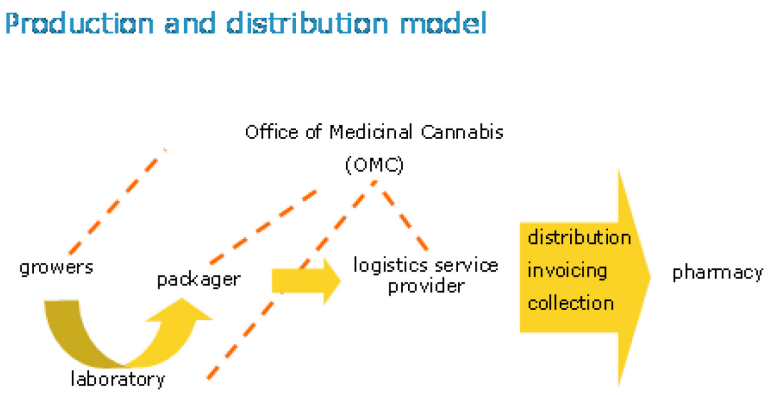

Figure 3.1. Schematic overview of production and distribution model.

The production chain can be summarised as follows:

1. After harvesting, the medicinal cannabis is transferred to the packaging facility under GDP-compliant transport conditions.
2. A representative sample from each batch is sent to a qualified laboratory for quality control testing. The medicinal cannabis is tested for pesticides, heavy metals, microbiological contamination and other relevant parameters, as well as for its cannabinoid content (THC and CBD). Testing is performed in accordance with the European Pharmacopoeia (EP) requirements set out in monographs 3028, 0671 and general chapter 5.1.4.
3. Upon satisfactory review of the analytical results, the OMC QA team reviews the batch documentation and issues a Certificate of Analysis. The batch is then approved for packaging.
4. Following packaging, the medicinal cannabis is retested for microbiological contamination and, if compliant, released for sale.
5. Medicinal cannabis is available only on doctor's prescription and can only be dispensed by a pharmacy.
6. Pharmacies can order medicinal cannabis through OMC's pharmaceutical wholesaler upon receipt of a valid prescription.
7. The pharmacist dispenses the medicinal cannabis to the patient.

Future situation

The objective is to determine whether an EU-based supplier is interested in and able to supply (different varieties of) medicinal cannabis, packed in the final packaging, including transport to the local Dutch distributor. Domestic distribution to pharmacies is handled by the Dutch distributor. No re-export will take place.

In short, the process in question comprises (at least) cultivation, analysis, packaging (including labeling), full release of medicinal cannabis (in accordance with GMP) and qualified transport (in accordance with GDP) of medicinal cannabis to the Netherlands.

3.2 Scope of the Contract?

Scope of the Contract

The following is expected to fall within the scope of the assignment:

Delivery, packaging (including labeling conform EP), release and transport of:

- At least three medicinal cannabis varieties (similar to Bedrocan, Bediol and Bedrolite) and preferably five varieties with comparable properties to the varieties as listed in table 2.1 above;
- Compliant with the relevant EP requirements (monographs 3028, 0671 and 5.1.4).

The relevant activities must be carried out in accordance with EU GMP and GDP and the applicable local legislation and regulations.

The concerned time period is expected to be from July 2027 until January 2029 (18 months) corresponding to a volume range of 350 – 750 kg medicinal cannabis. Please note that the time period and thereby the required quantity is dependent on the legislative amendment process.

Furthermore, considering the expected limited sales volumes, the OMC wishes to receive the products from general stock, so preferably no custom work or production on request.

The General Terms and Conditions for Public Service Contracts (ARVODI-2025) commonly apply to the contract with the Contracting Authority.

Out of Scope

The following activities are outside the scope of the contract:

- Local Dutch distribution of medicinal cannabis (such as ordering, invoicing, complaints).
- The delivery of Investigational Medicinal Product (IMP).

The supplier is not required to label the packaged medicinal cannabis with labels in Dutch. This will be carried out by the Dutch pharmacies.

The OMC shall ensure that the relevant exemptions required under the applicable Dutch Opium Act will be obtained.

3.3 Aim of the Contract

The Ministry of Health, Welfare and Sport, more specially the CIBG Agency (Office of Medicinal Cannabis), aims to achieve the following goal with the assignment: Fulfill the obligation of the OMC to be able to deliver medicinal cannabis of pharmaceutical quality to Dutch patients.

The framework agreement will be concluded for a period of about 18 months, with options for extension. The intention is for the framework agreement to commence on July 2027.

4 What questions does the Contracting Authority have?

The Contracting Authority has several questions. The questionnaire has been drawn up with care and is presented in the first paragraph. Answering this questionnaire requires the necessary time and effort, which we very much appreciate. If this Market Consultation leads to a tender, we expect the tender to be more aligned with the market.

4.1 Which questions does the Contracting Authority want to receive an answer to?

Based on the questions below and their answer, we want to achieve the set goals as stated in this Market Consultation Document. We request that you use Appendix 2 when answering the questions.

Market Consultation Questions

1. General

a) Are you considering submitting a bid for the possible tender, (partly) based on the information from this Market Consultation?

b) What additional information do you need to submit a good bid in the potential upcoming European tender?

2. Product and Packaging

a) Which varieties/types of medicinal product similar to the properties outlined in table 2.1 do you offer from general stock?

b) How are these varieties/types qualified, what requirements are set for the product you sell?

c) Which packaging materials apply?

d) What are your available packaging sizes?

e) Is customization regarding labeling possible?

f) What is the shelf life (term and conditions) of your products and is it substantiated by stability studies?

3. Supply and Availability

a) Do you have a stable supply of the same product? If yes, for how long and have you ever been unable to supply?

b) What production capacity is available for the products you offer?

c) What are the average delivery times?

d) How do you handle fluctuations in supply and demand?

e) How long does it take you to obtain an export license?

4. Ordering Process

a) What is the minimum and maximum order volume? Does a minimum order quantity apply?

b) What does the ordering process in general look like?

5. Pricing

a) What is the price of your products and how is this price structured? Can you provide price lists?

b) Are one-off costs applicable?

6. Transport

a) Can you arrange GDP-compliant transport to the Netherlands?

b) What transport conditions are possible (e.g. capacity, temperature, TAPA)?

c) If possible, what prices are charged for transport and how is this price structured?

7. Other

a) How do you handle complaints?

b) To what extent flexibility in scaling up/down is possible?

c) What timeframe do you consider necessary to be operational?

d) Do you have experience with short-term collaborations? Do you set requirements for a customer? If so, what are the requirements?

e) Do you have experience with audits by clients and is it possible to conduct periodic audits at your premises and at the premises of your critical suppliers?

f) Are you in possession of a GMP license, a GDP license and/or API registration?

g) Are you familiar with Quality Assurance Agreements (QAA) with references to GMP and GDP aspects? Can you provide an example QAA?

h) Are you localized within the European Union (EU)?

8. Period of service

What do you consider a reasonable period for the duration of the service in terms of the initial period and any option periods?

9. Additional comments

a) Are there any specific considerations, limitations or requirements that the Contracting Authority should take into account when preparing the potential tender?

b) Would you like to share anything else, for example something that has not yet been addressed in the questions above, or do you have any comments on this potential assignment that the Contracting Authority should take into account?

10. Feedback

What do you think of this Market Consultation? What can we do better in the future?

5 What is the course of the procedure?

This chapter describes everything about the procedure of the Market Consultation. You will be given an overview of the planning. Each step is then explained briefly. This chapter also describes how you can ask questions.

5.1 The Market Consultation

Every Relevant Market Party may participate in this Market Consultation

This Market Consultation is part of a possible request for tenders. For more general information on participating in public requests for tender, please visit the following website: Taking part in national and European tenders: step-by-step plan |.

This Market Consultation concerns services with the following CPV code:

- pharmaceutical products (33600000).

The Market Consultation has been published on Dutch government's online tendering system | TenderNed.

This Market Consultation consists of one phase, only a written phase.

5.2 TenderNed

The Market Consultation has been published on TenderNed, the Dutch government's online tendering system. Participation in this Market consultation also takes place via TenderNed. For more information, see their Dutch government's online tendering system | TenderNed.

If you experience technical problems (e.g. inability to log in or submit an answer or tender), you can contact the TenderNed Service desk:

- telephone: + 31 70 3798899 (Monday to Friday, from 08.30 am to 05.00 pm CET);
- e-mail: Mailen servicedesk | TenderNed.

5.3 Questions regarding the Market Consultation

You may find certain aspects of the Market Consultation document unclear. This section explains what you can do in such cases.

Submit all questions via TenderNed

If you have questions regarding the content or procedure of this Market Consultation, please submit them via TenderNed. To do so, complete the "Question form for Information Notice". You can find this form in TenderNed under "documents"; it is also included as Appendix 1 to this Market Consultation Document. We do not answer questions asked by telephone.

Please note: the Contracting Authority only answers questions related to this Market Consultation and will not address the possible future (European) tender.

Submit all questions and suggestions before the date and time specified in the schedule

This ensures that your question receives a response. If you submit your question or suggestion later, we cannot guarantee that it will be answered.

You may choose whether or not to include names with your questions and suggestions

You decide to what extent you include the following in your questions:

- company names;
- product names;
- other names related to your organization.

We publish all questions and answers on TenderNed

You can view all questions and answers in the Information Notice. This ensures that all economic operators receive the same information. You will receive an email notification when we publish the questions and answers on TenderNed.

5.4 Market Consultation planning

This Market Consultation was published via TenderNed. From that moment on, The Market Consultation officially started. Below is the planning of the remainder of the procedure. The following sections provide a brief explanation at each part.

Activity	Date and time
Publication of Market Consultation	July 15, 2026
Questions regarding the Market Consultation	August 18, 2026 (10.00 CET)
Publication Information Notice	August 25, 2026
Submit responses to the questions of the Market Consultation	September 3, 2026 (10:00 CET)
Making final report available to interested Market Parties	October 2026

We will only provide you with information via TenderNed.

5.5 Submission of response to Market Consultation

Submit your response to the Market Consultation

You can only submit your response via TenderNed. This is done by adding your response in a message to us in TenderNed. It helps if your response meets the following conditions:

- You respond to the answers provided by using the response form (Appendix 2)
- You submit your response in a Microsoft Word file and in PDF format.

If you do not want to answer a certain question, then please let us know why, so that we can understand the underlying reasoning. By submitting a response to this Market Consultation you agree to all the terms and conditions (chapter 5) of this Market Consultation. You are free to add any additional documents to your response.

5.6 A final report will be made available to interested Relevant Market Parties

The report will be shared with the Relevant Market Parties

An anonymised summary report will be drawn up of the round of written questions. You will receive a message via TenderNed. You will be able to download the report on TenderNed.

The report will not contain information on prices and/or rates. Neither will the report show any questions and/or answers, nor any problem-solving approaches, for which the participating Relevant Market Party explicitly requested confidentiality. This will be at the discretion of the Contracting Authority.

If there is a follow-up to the Market Consultation in the form of a tender, then the final report will be included in the tender documents.

5.7 Contracting Authority reservations

The Contracting Authority may stop this Market Consultation at any time

Should it be decided to do so, you will be notified via TenderNed. In addition, the Contracting Authority has the right at all times to amend, alter and/or expand the Market Consultation.

The Contracting Authority does not reimburse costs

All costs associated with this Market Consultation are for your own account. Any loss caused due to participation in this Market Consultation is at your own risk.

6 What are the starting points and limiting conditions for this Market Consultation?

This chapter describes the starting points and limiting conditions applicable to this Market Consultation. By participating in this Market Consultation, you agree unconditionally with reservations, starting points and limiting conditions as stated in this Market Consultation Document. The starting points and limiting conditions have been listed below:

- In this Market Consultation procedure, the Contracting Authority will observe the principles of non-discrimination and transparency, as meant in the Public Procurement Act 2012;
- This Market Consultation Document is solely intended for Market Consultation purposes;
- This Market Consultation will explicitly not be used to make a pre-selection of candidates or interested Relevant Market Parties in the context of an intended tender;
- Relevant Market Parties who do not participate in the Market Consultation will not be excluded from further participation in a potential procurement procedure. Relevant Market Parties who do participate in the Market Consultation do not exclude themselves in any manner whatsoever, nor do they advantage themselves in any way for any participation in a procurement procedure;
- The Market Consultation is free of obligation both for any Relevant Market Parties and for the Contracting Authority;
- Participating Relevant Market Parties can derive no rights or obligations from this Market Consultation against the Contracting Authority;
- Participation by a Relevant Market Party to this Market Consultation does not give any right to acquiring an assignment;
- The participating Relevant Market Parties agree that the Contracting Authority may incorporate the information provided by the Relevant Market Parties anonymised in the schedule of requirements still to be determined by the Contracting Authority;
- Information provided in the context of the Market Consultation might deviate from the information still to be issued in the tender;
- To the extent possible, the Contracting Authority will deal with input from the Participating Relevant Market Parties confidentially, in which, in any event, the Contracting Authority will keep account of the legitimate business interests of parties;
- The language to be used in this Market Consultation is English on TenderNed;
- The Contracting Authority is not bound in any way whatsoever by the results of the Market Consultation, nor is it obliged to realisation and/or tendering of the project to which this Market Consultation relates;
- Under no circumstances will the Contracting Authority honour any claims for the use of information, confidentiality, or requests for remuneration;
- The documents submitted by participating parties will be considered to be public documents and exempt of copyright. If copyrights are applicable, then that Participating Company or those Participating Companies indemnify the Contracting Authority;
- The Contracting Authority places no value judgment on the answers given by you to the questions; and
- The Contracting Authority reserves the right to:
    - amend the planning as stated in this document;
    - implement the intended tendering procedure in terms of format and content in a manner other than the procedure that has possibly been notified; and
    - discontinue this Market Consultation tentatively or definitely.