



The Controlled Cannabis Supply Chain Experiment



The aim of the Controlled Cannabis Supply Chain Experiment ('the experiment') is to determine whether it is possible to regulate the production, distribution and sale of quality-controlled cannabis. The experiment will also study the effects of a regulated supply chain on crime, safety and public health.

Why the experiment?



The 2017 coalition agreement included a pledge to conduct an experiment with the regulated cultivation and sale of cannabis for recreational use. This pledge came about after a long-running debate on the current toleration policy, which tolerates the sale of cannabis in coffee shops under certain conditions, while the production and supply of cannabis remains prohibited. There was a growing concern in Dutch society about the problems associated with this policy. The experiment is being conducted to determine whether it is possible to regulate the production, distribution and sale of cannabis. The effects of the experiment on crime, safety, public nuisance and public health will be investigated.

Growers



During the experiment a maximum of 10 selected growers will supply regulated, quality-controlled cannabis to the coffee shops (cannabis cafés) in 10 participating municipalities. Growers are responsible for the quality of the cannabis they supply. Accordingly, they must have their cannabis tested. The growers package the cannabis according to the requirements of the experiment and supply it to coffee shops in the participating municipalities using secure transportation.

Prevention

There are always health risks associated with the use of cannabis. The cannabis quality controls carried out as part of the experiment do not mean that cannabis is safe or not harmful to users' health. There continue to be risks to users' health, including dependence, cognitive problems and psychosis. The experiment therefore puts extra emphasis on prevention. Product packaging and labels must meet strict requirements. Consumers will also receive an information leaflet explaining the effects and health risks of cannabis use. For more information about the leaflet see <https://www.government.nl/topics/controlled-cannabis-supply-chain-experiment/leaflet-cannabis-hash-and-weed>

Legislation



The Controlled Cannabis Supply Chain Experiment Act makes the experiment possible. The Act determines, for example, the scope and duration of the experiment and stipulates that the activities of growers, transporters and coffee shop owners within the context of the experiment are not criminal offences. The rules for participants in the experiment are laid down in the Controlled Cannabis Supply Chain Experiment Decree and the Ministerial Order on the Controlled Cannabis Supply Chain. The legislation entered into force on 1 July 2020.

Coffee shops



The Controlled Cannabis Supply Chain Experiment Decree sets out the requirements the coffee shops must meet. Many of these requirements already apply, such as the rule that only adults can buy cannabis and that coffee shops cannot advertise. New requirements include the stipulation that coffee shops can only buy and sell products from one or more licensed growers. They are also responsible for giving their customers information about using cannabis. And staff must be trained to recognise problematic cannabis use. As of the transitional phase, coffee shops are allowed to stock a week's worth of product and they must take measures to store it securely.

The supply



The growers can consult with the coffee shops on the types and quantities required to meet the coffee shops' needs. The cannabis products and packaging must meet strict requirements. There are requirements concerning the absence of heavy metals, micro-organisms or aflatoxins. And the packaging must provide information on the levels of THC and CBD in the products. The price of the products will be set by the growers and the participating coffee shops.

Participating municipalities



There are 10 participating municipalities: Arnhem, Almere, Breda, Groningen, Heerlen, Maastricht, Nijmegen, Tilburg, Voorne aan Zee and Zaanstad. All coffee shops in the participating municipalities will take part in the experiment. This makes a total of almost 75 coffee shops. Coffee shops located in the border municipalities (Breda, Heerlen and Maastricht) are not allowed to sell cannabis to non-residents of the Netherlands. For the duration of the experiment, the current toleration policy will apply in all other municipalities in the Netherlands.

Track & trace system



For the duration of the experiment, growers and coffee shop owners will use a track & trace system for registering activities during the cultivation, processing and sale of cannabis. This system helps monitor the controlled supply chain. All growers and coffee shop owners participating in the experiment are required to use this track & trace system.



The controlled cannabis supply chain experiment

- 1 Groningen
- 2 Almere
- 3 Arnhem
- 4 Nijmegen
- 5 Zaanstad
- 6 Voorne aan Zee
- 7 Breda*
- 8 Tilburg
- 9 Maastricht*
- 10 Heerlen*

*Border municipality

Different phases of the experiment

- In the **preparatory phase** growers were selected and they started to set up their cultivation operation.
- As of the **start-up phase** (15 December 2023 to 17 June 2024) growers could supply coffee shops in Breda and Tilburg. The tolerated sale of illegally produced cannabis was also still allowed during this phase.
- During the **transitional phase** both the tolerated sale of illegally produced cannabis and the sale of regulated cannabis by coffee shops was permitted in all participating municipalities. This phase lasted from 17 June 2024 to 7 April 2025.
- On 7 April 2025 the **experimental phase** began. In this four-year period coffee shops can only sell regulated products. The experimental phase can be extended by up to 18 months.
- The **completion phase** will last six months. At the end of this phase, the situation will return to what it was before the experiment began, unless the government decides otherwise.

Monitoring and enforcement



- The Inspectorate of Justice and Security (IJenV) is responsible for ensuring compliance with the strict procedures for the supply of cannabis.
- The Netherlands Food and Consumer Product Safety Authority (NVWA) is responsible for monitoring the quality of the products and compliance with packaging requirements.
- Mayors are responsible for the supervision of coffee shop owners operating in their municipality.

Research

During the experiment a team of independent researchers will look at whether a controlled cannabis supply chain is possible, how it works and what its effects are. Research will be conducted in the 10 participating municipalities, and in 10 municipalities in which the experiment is not taking place. An independent guidance and evaluation committee of academics will advise the researchers during this process and evaluate the experiment.



Public Health



Crime



Safety

This is a publication of:

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For more information:

www.government.nl/topics/controlled-cannabis-supply-chain-experiment