

NAFDAC Bread Regulations 2025

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In exercise of the powers conferred on the Governing Council of the National Agency for Food and Drug Administration and Control ('the Governing Council') by Section 30 of the National Agency for Food and Drug Administration and Control Act, Cap. N1, LFN, 2004 and Section 12 of the Food, Drugs and Related Products (Registration, Etc.) Act. Cap. F33. LFN, 2004 and of all the powers enabling it in that behalf, the Governing Council with the approval of the Minister makes the following Regulations: -

Part 1
Objective and Application

1. Objective

The objective of these Regulations is to provide regulatory framework for the regulation of bread manufactured, imported, exported, advertised, sold, displayed for sale, distributed, or used in Nigeria.

2. Application

These Regulations shall apply to bread manufactured, imported, exported, advertised, sold, distributed, or used in Nigeria.

Part II

Fortification of Flour, Quality Criteria for Bread, Ingredients for Bread, Classification of Bread

3. Fortification of flour

- (1) Flour derived from wheat, maize and composite flour shall be fortified with the required micronutrients for bread production.
- (2) This may also apply to High Quality Cassava Flour (HQCF), potato flour and other flour derived from legumes used for bread production.

4. Quality Criteria for Bread

- (1) Bread shall be crusty or soft with the crust smooth and of uniform golden brown or light brown color.
- (2) Bread shall not be burnt and have soot or any other foreign matter.
- (3) The flavor and aroma shall be the characteristics of a baked bread free from bitterness, yeasty color or any other objectionable flavour or taste.
- (4) Bread shall be free from mold.

5. Ingredients for Bread

- (1) The raw materials used as essential ingredients in bread production shall include:
 - (a) Flour

- (b) Leavening agents
 - (c) Food grade salt
 - (d) Hydrogenated edible oil or refined edible oil of suitable type excluding lard
 - (e) Potable water
- (2) The optional ingredients for use in bread production may include but not limited to:
- (a) Milk products
 - (b) Honey
 - (c) Date syrup
 - (d) Egg
 - (e) Sugar (except for whole wheat bread)
- (3) The production of specialty bread as provided in the Second Schedule to these Regulations may include the addition of specialty ingredients which may include but not limited to:
- (a) Composite flour
 - (b) Legume flours (soya bean)
 - (c) Malt or malt extract flour
 - (d) Cocoa powder
 - (e) Spices
 - (f) Seeds
 - (g) Fish
 - (h) Milk products
 - (i) Coconut
 - (j) Fruits
 - (k) Oat
 - (l) Nuts
- (4) The specific requirements for white Bread and whole wheat Bread shall be as provided in the Third Schedule to these Regulations.
- (a) Additives permitted for use in bread production include:
 - (i) Ascorbic acid
 - (ii) Lecithin
 - (iii) Calcium monostearate
 - (iv) fungal amylase
 - (v) Ammonium persulphate
 - (vi) L-cysteine (hydrochloride) and any other additives as may be permitted by the Agency
 - (b) The minimum requirements for preservatives used shall not exceed the level as stated in the Schedule I to these Regulations.
 - (c) The use of non-nutritive sweeteners is not permitted in bread production.
 - (d) Cassava flour for bread shall not contain more than 10 mg/kg of hydrogen cyanide.

6. **Classification of bread**

- (1) Bread shall be classified based on the requirements provided in the Second Schedule to these regulations.
- (2) Bread made from other specialty ingredients not stated in Second Schedule to these Regulations,

shall contain an amount of the ingredient as maybe permitted by the Agency.

Part III

Labelling, Contaminants, Packaging

7. Labelling

- (1) The labelling of bread shall be in accordance with the Pre-Packaged Food (Labelling) Regulations 2022.
- (2) Pursuant to the Pre-Packaged Food (Labelling) Regulations 2022, the following shall apply to the labelling of bread
 - (a) The term 'whole wheat' shall be declared on the label where whole wheat flour is used in the production of bread.
 - (b) The presentation of the bread shall be stated on the label in close proximity to the product name.
 - (c) Bread produced from specialty ingredients shall be labelled with the name of the specialty ingredients prefixed to the bread.
 - (d) Allergenic ingredients shall be indicated on the label with a clear reference to the name of the allergen.
 - (e) 'Bromate free' shall not be stated on the product label.

8. Contaminants

Metallic contaminants in bread shall not exceed the amounts as specified in the Fifth Schedule to these Regulations.

9. Packaging

Bread shall be packaged in food grade materials to maintain the quality of the product.

Part IV

Prohibition, Offences and Penalties, Forfeiture after Conviction

10. Prohibition

- (1) A person shall
 - (a) manufacture, export, advertise, display for sale, or distribute bread in Nigeria unless it has been registered in accordance with the provision of these Regulations.
 - (b) use bromate in the production of bread.
 - (c) not indicate 'Gluten free' on bread label unless it is gluten free.

11. Offences and Penalties

- (1) Any person who contravenes any of the provisions of these Regulations commits an offence and shall be liable on conviction. In case of -
 - (a) an individual, to imprisonment for a term not exceeding one year or to a fine not exceeding N800,000.00 or to both; and

- (b) a body corporate, to a fine not exceeding N5,000, 000.00.
- (2) Where an offence under these Regulations is committed by a body corporate, firm or other association of individuals every: -
- (a) director, manager, secretary or other similar officer of the body corporate.
 - (b) partner or officer of the firm.
 - (c) trustee of the body concerned.
 - (d) person concerned in the management of the affairs of the association; or
 - (e) person who purports to act in a capacity referred to in paragraphs (i) to (iv) of this sub-regulation, is severally liable to be proceeded against and punished for that offence in the same manner as if he had himself committed the offence, unless he proves that the act or omission constituting the offence took place without his knowledge, consent or connivance.

12. Forfeiture after conviction

- (1) A person convicted of an offence under these Regulations shall forfeit to the Federal Government:-
- (a) any asset or property constituting proceeds derived from or obtained, directly or indirectly, as a result of the offence; and
 - (b) any of the person's property or instruments used in any manner to commit or to facilitate the commission of the offence.
- (2) In this section, "proceeds" means any property derived or obtained, directly or indirectly, through the commission of the offence.

Part V Miscellaneous

13. Interpretation

In these Regulations, unless the context otherwise requires:

Agency: means National Agency for Food and Drug Administration and Control

Cassava bread: means product obtained by baking dough made from High-quality cassava flour.

High Quality Cassava Flour (HQCF): means cassava flour made within a day of harvesting the root. It is very white, has low fat content, is not sour like traditional, fermented cassava flour, does not give a bad smell or taste to food products and can mix very well with wheat flour for use in bread or cakes.

Composite flour: means the combination of wheat flour and one or more non-wheat flour from indigenous cereals, roots, tubers, legumes or oilseeds to produce bread and other baked products.

Dough: means a thick, materials mixture of flour and liquid as well as other ingredients, sometimes elastic paste stiff enough to knead or roll used for baking into bread

Flour: means a finely ground endosperm of cereals or the dried, milled contents of peeled roots and tubers or a powder which is made by grinding cereal grains, or other seed or roots that is free from bran,

germ and fibre.

Fruit bread means bread made from dough which contains added fruits in the form of sultanas, currants, fruit peel, dried fruits or any combination of these ingredients.

Leavening agent: means a substance causing expansion of dough by the release of gas (es) with such mixtures producing baked product with a porous structure.

Proofing: means final rise the dough undergoes, which takes place after being shaped and before it is baked.

Specialty bread means wheat bread which consist of dough made of wheat flour or composite cereal flour and may contain ingredients providing specific sensory characteristics and /or functional and /or nutritional value.

White bread means product obtained by baking a yeast-leavened dough made from essential ingredients with or without additional ingredients. This does not include whole wheat bread and bread from composite flour.

Whole Wheat Bread means product obtained by baking dough made from whole meal wheat flour

14. **Citation**

These Regulations shall be cited as NAFDAC Bread Regulations, 2025.

MADE at Abuja thisday of2025.

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Dr. Mansur Kabir
Chairman of the Governing Council
National Agency for Food and Drug Administration and Control (NAFDAC)

List of Preservatives

S/No	Preservatives	Requirements (Not exceeding the stated % of wheat flour)
	Calcium or Sodium Propionate	0.3
	Acetic or Lactic acid	0.04
	Vinegar acid	5-6%
	Anti-Staling Agent	0.4
	Sorbic acid	0.1

Classification of Bread

S/No	Name of Bread	Ingredient	Minimum amount of Ingredient as % of Flour
1.	Whole Wheat Bread	Whole wheat flour	Whole wheat flour should not be less than 99% of whole wheat flour
2.	White bread	Refined wheat flour	-
3.	Specialty Bread		
	Name of Bread	Specialty Ingredients	Minimum amount of Ingredient as % of Flour (The calculation of specialty ingredient is on 100g flour basis)
a.	Honey bread	Honey	5%
b.	Cheese bread	Cheese	10%
c.	Oatmeal bread	Oatmeal	15%
d.	Bread with wheat germ	wheat germ	5%
e.	Fruit bread	raisins, currants, sultanas or dried fruit	10%
f.	Bran bread	Edible Bran	5%
g.	Fish Bread	Sardine	5%
h.	Coconut Bread	Coconut	5%
i.	Milk Bread	Milk	10%
j.	Bread such as Garlic bread, masala bread, oregano bread etc.	Garlic, Oregano etc	2%

k.	Bread with seeds such as flax seeds, sesame seeds, pumpkin seeds etc	Flax Seeds, sesame seeds, pumpkin seeds etc.	5%
l.	Peanut Bread	Nuts	5%

Third Schedule

Specific Requirements for White Bread and Whole Wheat Bread

S/No	Parameters	White Bread	Whole Wheat Bread
1.	Moisture (%) w/w (max)	40.0	40.0
2.	Total Solid content (%) (min.)	60.0	60.0
3.	Protein (%) (min)	10.0	2.72
4.	pH of the Aqueous extract	5.3-6.0	5.3-6.1
5.	Ash Content (%) (max)	0.6	0.6
6.	Insoluble Ash (%) (max)	0.5	0.5
7.	Fat content (%) (max) (of which saturated fat)	2.0 0.5	0.26 0.47
8.	Crude Fibre (%) max	0.5	1.93
9.	Carbohydrate (%) (Min)	48	12.91
10.	Energy (kcal/100g) min	215	68.88
11.	Bromate Spot test	Negative	Negative

Fourth Schedule

Allowable limits for Metallic contaminants

M Metals	M Maximum permitted level{mg/kg}
Lead (Pb)	0.1
Arsenic (As)	0.1
Iron (fe)	1.5