



Federation of the European Union Manufacturers and Suppliers of Ingredients
to the Bakery, Confectionery and Patisserie Industries

Brussels, 3 September 2018

**Fedima comments to Draft Spanish Royal Decree
Approving the quality standard for bread
(TRIS Notification 2018/274/E)**

Fedima, the federation representing manufacturers of bakery and pastry ingredients in Europe, appreciates the opportunity to provide input on the draft Spanish Royal Decree that has been notified to the European Commission and the Member States via the TRIS Procedure.

General remarks

Fedima welcomes the intention of this draft decree to review existing legislation in Spain in order to better reflect the reality of the bread and specialty market as well as to meet consumer expectations. We acknowledge that consultations have taken place with the relevant stakeholders in the bakery supply chain in Spain. ASPRIME, the Spanish association of producers of raw materials and improvers for the bakery and pastry industry, is a member association of Fedima.

Our general remarks on the draft decree are:

- It is unclear what the intention of the Spanish authorities is regarding the categorisation of standard bread ('pan común') and speciality bread ('pan especial') according to the food categories as per Regulation (EC) No 1333/2008 on food additives and the Guidance document describing the food categories in Part E of Annex II to Regulation (EC) No 1333/2008.
- In the definition of sourdough as per **article 8**, Fedima is unclear about the meaning authorised microorganism ('microorganismos autorizados') and how this authorization is achieved. Therefore, we would suggest to use the term 'safe microorganisms' instead. Furthermore, we suggest deletion of the notion of spontaneous in the context of the fermentation process ('fermentación espontánea').

- **Article 14.4** outlines the conditions to claim a bread 'made with sourdough'. Fedima recommends a change in relation to the notion of an 'uninterrupted' process to reflect the period from the start of kneading the bread dough until the start of baking, instead of the period starting with the production of the sourdough. The production of sourdough is separate process than production of bread dough.
- There are various discrepancies in the translation provided of the Spanish decree. For example in English the word 'masa madre' is wrongly translated into 'starter', instead of 'sourdough' and 'leavening' should read 'yeast'. If desired, Fedima would be happy to assist the European Commission and Member States in reflecting the commonly used denominations for sourdough in each country, as well as other technical vocabulary relating to bread processing. For the purpose of these comments, we will not further comment on translations.

Our detailed comments per article can be found below. We remain at your disposal for further clarification.

Best regards,
Nuria Moreno Otero
Regulatory Affairs

Draft ROYAL DECREE APPROVING THE QUALITY STANDARD FOR BREAD (Version 23/05/2018)	FEDIMA COMMENTS FOR SUBMISSION TO TRIS PROCEDURE
<p>Article 2. Definition of bread</p> <p>Bread, without any further description, is the product that results from the baking of dough obtained from a mixture of wheat flour or other cereal, alone or in combination, and water, with or without the addition of salt, fermented with the help of baker's yeast or a starter.</p>	<p>Article 2. Definition of bread</p> <p><i>Fedima suggests to add 'and/or' between 'baker's yeast or a starter', as in our understanding this would better reflect the meaning of 'alone or in combination'.</i></p> <p><i>The article would read:</i></p> <p>Bread, without any further description, is the product that results from the baking of dough obtained from a mixture of wheat flour or other cereal, alone or in combination, and water, with or without the addition of salt, fermented with the help of baker's yeast <u>and/or</u> a <u>starter sourdough</u>.</p>
<p>Article 3. Definition of standard bread</p>	<p>Article 3. Definition of standard bread</p> <p><i>Fedima appreciates clarification from the Spanish authorities on their intention to categorise standard bread ('pan común') and speciality bread ('pan especial') according to the food categories as per Regulation (EC) No 1333/2008 on food additives and the Guidance document describing the food categories in Part E of Annex II to Regulation (EC) No 1333/2008 on Food Additives. To which of these categories does the draft decree apply?</i></p> <p><i>In the text, other optional ingredients such as malted wheat flour and gluten commonly used to correct the baking quality of flour would not seem to be allowed in standard bread. The lack of reference to EU bread categories does not allow to know what additives are authorised and a list of optional ingredients needs to be mentioned in the decree, e.g. as a point (aa) under article 11(2).</i></p> <p><i>The article would read:</i></p>

<p>This is a dough made up of wheat flour or another cereal flour (or a mixture thereof) and water, with or without the addition of salt, which undergoes a souring fermentation process intended to ensure the bread dough is fermented. The starter contains a souring microflora made up essentially of lactic bacteria and leavening. Authorised microorganisms may be added to it.</p> <p>It may also be dehydrated if, after water is added, it contains a live flora of lactic bacteria and leavening which ensures the fermentation of the bread dough.</p>	<p>achieved. To our knowledge, there is no existing international or EU list of authorized microorganisms. Therefore, we would suggest to use the term 'approved safe microorganisms' instead of 'authorised microorganisms'. Examples can be listed as per the EFSA Qualified Presumption of Safety (QPS). Fedima and ASPRIME are happy to provide references.</p> <p>Furthermore, we suggest deletion of the notion of spontaneous in the context of the fermentation process ('fermentación espontánea'). Note that this term does not appear in the English translation.</p> <p>Reason for this deletion is that the spontaneous fermentation process is not compatible with the use 'authorised microorganisms' which means inoculation. In other words, if you add 'authorised microorganisms' the process is no longer spontaneous. Consequently, the word 'spontaneous' may lead to interpretation issues.</p> <p>The article would read:</p> <p>This is a dough made up of wheat flour or another cereal flour (or a mixture thereof) and water, with or without the addition of salt, which undergoes a souring acidifying fermentation process intended to ensure the bread dough is fermented. The starter contains a-souring an acidifying microflora made up essentially of lactic bacteria and leavening yeast. Authorised Approved Safe microorganisms, such as per the EFSA list of Qualified Presumption of Safety (QPS) - recommended biological agents intentionally added to food and feed - may be added to it used.</p> <p>It may also be dehydrated if, after water is added, it contains a live flora of lactic bacteria and leavening which ensures the fermentation of the bread dough.</p>
<p>Article 11. Raw materials and other ingredients</p>	<p>Article 11. Raw materials and other ingredients</p> <p>Regarding article 11(1) on raw materials, Fedima suggests to add 'and/or' between 'bread yeast or starter' [cf. sourdough], as in our understanding this would better reflect the meaning of 'alone or in combination'.</p> <p>The article would read:</p> <p>All raw materials used as ingredients in bread production shall comply</p>

<p>All raw materials used as ingredients in bread production shall comply with the applicable provisions.</p> <ol style="list-style-type: none"> 1. Raw materials: flour, water, bread yeast or starter, and salt. 2. Other ingredients: <ol style="list-style-type: none"> a) The production of speciality breads may include the incorporation of the following ingredients into the dough (this list is non-exhaustive): <ul style="list-style-type: none"> - Dry or wet wheat gluten - Bran, semolina or groats - Full-fat, concentrated, condensed, powdered, skimmed or semi-skimmed milk, or whey powder - Eggs or egg products - Legume flours - Malt or malt extract flours, edible sugars and honey - Edible fats and oils - Cocoa, spices, condiments and seeds - Raisins, fruits or other prepared or seasoned vegetables b) Additives in the conditions and doses authorised under the legislation in force. 	<p>with the applicable provisions.</p> <ol style="list-style-type: none"> 1. Raw materials: flour, water, bread yeast and/or starter, and salt. 2. Other ingredients: <p><u>aa) The production of standard bread may include the following ingredients into the dough:</u></p> <ul style="list-style-type: none"> <u>- Dry or wet wheat gluten</u> <u>- Malt flour</u> <ol style="list-style-type: none"> a) The production of speciality breads may include the incorporation of the following ingredients into the dough (this list is non-exhaustive): <ul style="list-style-type: none"> - Dry or wet wheat gluten - Bran, semolina or groats - Full-fat, concentrated, condensed, powdered, skimmed or semi-skimmed milk, or whey powder - Eggs or egg products - Legume flours - Malt flour or malt extract flours, edible sugars and honey - Edible fats and oils - Cocoa, spices, condiments and seeds - Raisins, fruits or other prepared or seasoned vegetables b) Additives in the conditions and doses authorised under the legislation in force.
<p>Article 12. Baking adjuvants</p> <p>The following may be used:</p> <ol style="list-style-type: none"> a) 'Releasing agents', including edible oils, beeswax, or any others agents authorised under the legislation in force, used in the minimum 	<p>Article 12. Baking adjuvants</p> <p><i>For clarification, Fedima recommends that a mention on generally approved processing aids is added to this article as a new point</i></p> <p><i>The article would read:</i></p> <p>The following may be used:</p> <ol style="list-style-type: none"> a) 'Releasing agents', including edible oils, beeswax, or any others agents authorised under the legislation in force, used in the minimum amount necessary to release products from moulds, plates and baking

<p>flour(s) used, calculated as provided for in Article 6(1).</p> <p>The terms referred to in subparagraphs (a) and (b) must appear in the same size, colour and font. The font size shall have an x-height of at least 75% of the x-height of the name of the product and which is not smaller than the minimum font size required under Article 13(2) of Regulation (EU) No 1169/2011.</p> <p>The term 'wholegrain' may be used in place of 'wholemeal'.</p> <p>2. Bread whose production process incorporates any of the ingredients set out in Article 11(2)(a) may include in its name, preceded by the preposition 'with', the name of that or those ingredients followed by the percentage thereof.</p> <p>3. Bread produced using the artisanal production method, as defined in Article 10, may include the wording 'artisanally made'.</p> <p>4. Bread produced through the incorporation of a 'starter', as defined in Article 8, at a proportion of 15 per cent or more of the total weight of the kneaded dough and for which more than 15 uninterrupted hours elapse between the start of production of the starter to the start of baking, may include the wording 'made with a starter'.</p> <p>The kneaded dough comprises a mixture of flour, water, starter and, where applicable, salt, along with the bread yeast.</p> <p>5. Where the bread production process includes fermentation of the dough, after kneading and prior to baking, at a temperature above 4 °C for at least eight hours, the wording 'long-fermented' may be included. If the fermentation includes the use of a starter, following the conditions set out in section 4, the wording 'produced with a long-fermented starter' may be included.</p>	<p>flour(s) used, calculated as provided for in Article 6(1).</p> <p>The terms referred to in subparagraphs (a) and (b) must appear in the same size, colour and font. The font size shall have an x-height of at least 75% of the x-height of the name of the product and which is not smaller than the minimum font size required under Article 13(2) of Regulation (EU) No 1169/2011.</p> <p>The term 'wholegrain' may be used in place of 'wholemeal'.</p> <p>2. Bread whose production process incorporates any of the ingredients set out in Article 11(2)(a) may include in its name, preceded by the preposition 'with', the name of that or those ingredients followed by the percentage thereof.</p> <p>3. Bread produced using the artisanal production method, as defined in Article 10, may include the wording 'artisanally made'.</p> <p>4. Bread produced through the incorporation of a 'starter' sourdough, as defined in Article 8, at a proportion of 15 per cent or more of the total weight of the kneaded dough and for which more than 15 uninterrupted hours elapse between the start of bread production process of the starter to kneading the bread dough ('amasada') to the start of baking, may include the wording 'made with a starter sourdough'.</p> <p>The kneaded dough comprises a mixture of flour, water, starter and, where applicable, optional ingredients and salt, along with the bread yeast.</p> <p>5. Where the bread production process includes fermentation of the dough, after kneading and prior to baking, at a temperature above 4 °C for at least eight hours, the wording 'long-fermented' may be included. If the fermentation includes the use of a starter sourdough, following the conditions set out in section 4, the wording 'produced with a long-fermented starter sourdough' may be included.</p>
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6. The wording ' <i>pan de leña</i> ' or ' <i>pan de horno de leña</i> ' (wood-fired bread) may only be used for bread baked entirely in an oven that burns wood for fuel.	6. The wording ' <i>pan de leña</i> ' or ' <i>pan de horno de leña</i> ' (wood-fired bread) may only be used for bread baked entirely in an oven that burns wood for fuel.
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Fedima has no comments on the additional provisions.