



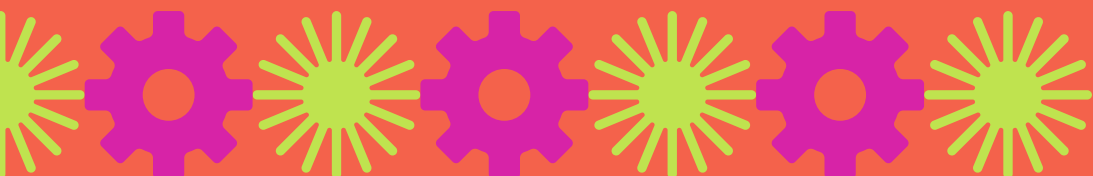
Millers
for
Nutrition



Case Study

Bakhresa Millers

**Enabling Effective Fortification
Through Company Dialogue
with Government in Tanzania**



Summary

Bakhresa collaborates closely with the government of Tanzania to ensure that food fortification standards can be operationalized effectively by the milling industry. Public-private dialogue has established an atmosphere of trust and mutual support, leading to high compliance.

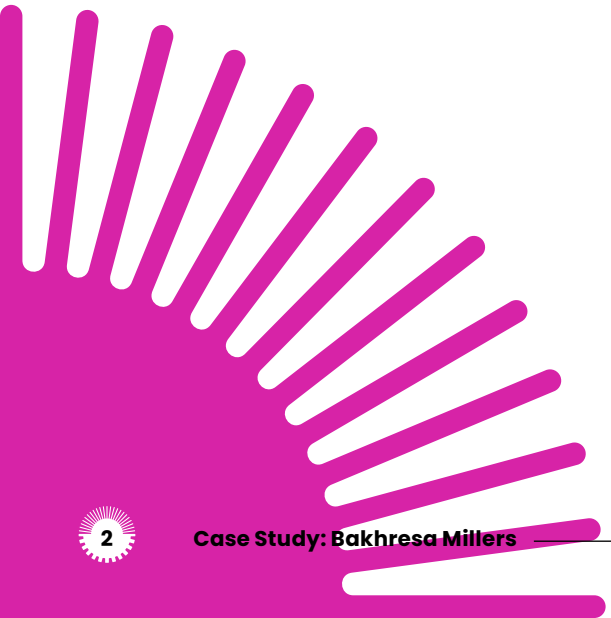




Table of contents

Context: New regulation	4
Objective: realize the best outcome for all parties	4
Approach: establish continuous dialogue	5
Results: Value addition at industry level	6



Context: New regulation



“Initially, there was a mindset that working with the government is a threat.”

Iddi Mvungi
Compliance Manager at
Bakhresa Millers

Tanzania mandated fortification of wheat and maize flour with vitamins and minerals (Folate, B12, Iron and Zinc). In 2013, the regulation focused on large, industrial mills only. In 2024, the government also mandated all small and medium sized mills to comply with the standard.

Bakhresa is an industrial conglomerate in Tanzania. Part of the group is Bakhresa Grain Milling, a leading producer of flour in East & Central Africa. Bakhresa’s mills in Tanzania have a daily wheat milling capacity of 4,320 tonnes. The company’s brand, Azam flour, is used both by domestic and professional customers, such as bakers, and is the dominant wheat flour brand in the country.

Iddi Mvungi, Compliance Manager at Bakhresa Millers, remembers: „Initially, there was a mindset of the private sector that working with the government is a threat and risky engagement. Government may impose things that are not implementable, create costs for the business, or interfere with operations, and lead to a loss. Thankfully, we managed to collaborate well with minimum challenges.”

Objective: realize the best outcome for all parties



As a leader in the industry and a leading brand, Bakhresa was keen to implement the food fortification regulation as best as it could. However, a standard is quite broad. In the beginning, there were many questions around operationalizing the regulation. Establishing dialogue with the public administration helped to co-develop approaches that make sense from an industry perspective. By engaging in public-private dialogue, Bakhresa aims to:

- Share industry perspective and know-how on the operationalization of food fortification
- Build trust and an open conversation between administration and industry in order to address issues pragmatically
- Ensure quality and good health outcomes for consumers by reviewing the results of food fortification.



Approach: establish continuous dialogue



“The good thing about government: they really involved the private sector from the beginning of the fortification program.”

Iddi Mvungi
Compliance Manager at
Bakhresa Millers

Iddi Mvungi recalls: “The good thing about government: they really involved the private sector from the beginning of the fortification program. We worked together for the development of the local and regional (East African and African) standards and the regulations, because we have the technical skills and experience in the sector. This involvement made the implementation of the program easy.”

The key counterpart for Bakhresa on the government side is the Tanzania Bureau of Standards (TBS). Standards are developed through Technical Committees. The Agriculture and Food Divisional Standards Committee (AFDC) contains the technical committee Nutrition and Special Dietary Needs (AFDC 6), which is in charge of developing the standard for flour fortification. The committee brings together a cross-section of stakeholders that include the government, academia and research, manufacturers, distributors and consumers. Mvungi from Bakhresa is a member of the technical committee and thus directly involved in the formulation of standards.

Iddi Mvungi explains: “Standards are very generic. We use it to develop our own formulations and policies, for extra value addition to the product and to distinguish ourselves from the rest.” He also acknowledges the support of Millers for Nutrition and the technical experts from TechnoServe in the process, who contributed to the capacity building of staff around fortification, Quality Control and Quality Assurance (QAQC) and Good Manufacturing Practices (GMP). The Technical Bureau of Standards surveys the implementation of fortification standards annually and at mid-year. The report is shared with Bakhresa and these reports are used by the company as inputs in setting the continuous improvement plan.

The Ministry of Industry and Trade as well as the Ministry of Health are in charge of fortification regulation. The Ministry of Industry and Trade is involved in setting up regulations and standards under TBS, and the Ministry of Health provides the health policies and guidelines with regards to the country nutritional and health status and guides the public on appropriate interventions. All these documents are usually shared with the industry as drafts for input and final documents are disseminated for application. This consultative approach makes the documents easy to adopt for implementation.



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Iddi Mvungi
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The Tanzania Food Fortification Alliance (TFFA) is an important platform for dialogue between public, private sector, NGOs and international partners. It acts as a central forum for discussing strategies and aligning partners on fortification goals, including developing and promoting regulations, standards, and quality assurance systems for fortified foods. Industry and government work together to improve quality control and monitoring and to create a viable market for fortified products, including branding and social marketing. SS Bakhresa is also a member of TFFA and regularly attends its meetings to share the industry opinion, experience and its contribution to food fortification programs. The commitment of the industry leader motivates others, including small and medium-sized mills, to join and serves as a model for how to implement the standard.

The 39th Tanzania Food Fortification Alliance (TFFA) Meeting in July 2025 in Arusha D (Source: <https://ecsahc.org/tanzania-food-fortification-alliance-convenes-for-the-39th-stakeholders-meeting-in-arusha/>)



Results: Value addition at industry level



“The industry owns the program. It is part of our value addition.”

Iddi Mvungi
Compliance Manager at
Bakhresa Millers

Through close dialogue with government, SS Bakhresa has become a leader and champion of food fortification. Iddi Mvungi confirms: “The industry owns the fortification program. We do not feel it as a burden. It is rather part of our value addition.” Compliance is a matter of quality and contributing to the health of the community.

The collaboration also enables the company to resolve issues quickly. “Whenever there is an issue, we sit down with government and discuss,” shares Iddi Mvungi. As a result, government checks are not perceived as a threat but rather as a complementary step in the quality assurance.



Mvungi's advice to other millers: "In order to sustain company growth, working closely with the government is unavoidable. Once the government works with the private sector and the private sector is open about the challenges, there will be better outcomes. Standards and regulations will easily be implemented sustainably. We work with the government so that at the end we achieve the positive results and there is no problem in implementation. There is no reason to be scared. No way we can shy away from the government policies and directives because as good citizens it is our responsibility to partner and contribute to the country economic growth and development".



Iddi Mvungi, Compliance Manager at Bakhresa Millers, receiving the East Africa Best quality product of the year 2025 award. (Source: Bakhresa)



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Written by

Dr. Christina Tewes-Gradl, Endeva GmbH

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Contact

Millers for Nutrition Coalition
www.millersfornutrition.com

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