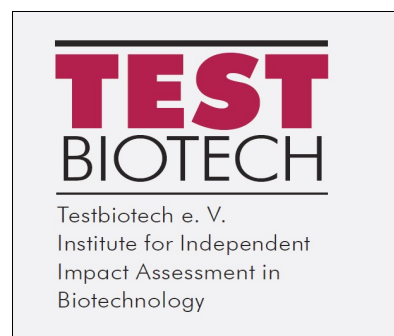


TESTBIOTECH Background 1-12-2010

European Food Safety Authority: A playing field for the biotech industry

Standards for risk assessment massively influenced by industry



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Summary

Testbiotech investigations have revealed that conflicts of interest have a severe impact on the work of the *GMO Panel* at the Food Safety Authority (EFSA). The EFSA *GMO Panel* is responsible for the risk assessment of genetically engineered plants. Harry Kuiper, a leading scientist there since 2003, chairs the EFSA *GMO Panel*. Just before he joined the EFSA, he worked for a so-called *Task Force* established by the *International Life Sciences Institute* (ILSI). A Monsanto member of staff heads this *Task Force* and all other members are representatives from large biotech-corporations. Even after starting work at EFSA, Kuiper is still currently active within ILSI. There is also at least one other EFSA *GMO Panel* member who has worked for the *Task Force*.

The collaboration between ILSI and the *GMO Panel* experts has had a marked effect on EFSA. According to ILSI, the work of the *Task Force* has had an impact on the EFSA guidelines for the risk assessment of genetically engineered plants. *Comparative Assessment* was implemented as a starting point for risk assessment. So-called *Comparative Assessment* is based on the assumption that conventional breeding and genetic engineering can generally be seen as being equivalent. As a result, the risks of genetically engineered plants are less rigorously investigated than they would be if EFSA assumed that genetic engineering and conventional breeding are basically different –which is much more plausible from a scientific point of view.

Further problems arise from the fact that ILSI set up the databank used to compare the compounds of genetically manipulated plants with those of plants derived from conventional breeding. This constellation does not appear to provide adequate protection from targeted manipulation by industry.

Further evidence that the ILSI influences the EFSA *GMO Panel* has been found in the context of feeding trials. EFSA does not normally require feeding studies using genetically engineered to test for potential health impacts. The document published by EFSA to explain why feeding trials are not necessary, was partially plagiarized from an ILSI paper.

The Testbiotech investigation cannot give a fully comprehensive picture of the situation. More likely this is only the tip of the iceberg. The risk assessment of genetically engineered plants has been influenced by the relationship between the EFSA *GMO Panel* experts and biotech industry on several levels, and this is cause for concern.

Testbiotech recommends a far-reaching re-organisation of EFSA with significant participation of environmental and consumer organisations. As a first step, all members of staff, experts and members of the EFSA management board active in ILSI should step down from their positions at EFSA.

1. Introduction

The European Food Safety Agency (EFSA) was established in 2002. One of its tasks is the risk assessment of genetically engineered plants. This kind of risk assessment is based on EU regulations that foresee a high standard of safety for consumers and the environment, based on the precautionary principle (Directive 2001/18, Regulation 1829/2003). The EFSA is responsible for the practical application of these regulations in the context of market applications. A department for the risk assessment of genetically engineered plants (*GMO Unit*) was set up in 2003 to coordinate an expert panel, the so called *GMO Panel*. The *GMO Unit* was headed by Suzy Renckens. Harry Kuiper (originally from RIKILT Institute at the University of Wageningen) chaired the scientific work of the *GMO Panel*.

The *GMO Panel* published risk assessment guidelines in 2004. Since then several further documents have been published, dealing with various issues of risk assessment such as environmental risk assessment, animal feeding trials, allergenicity risk and monitoring. There has been a lot of criticism from various stakeholders that the work of EFSA is inadequate to fulfil EU requirements (see for example EU Commission, 2006¹). Reports (so-called opinions) prepared by the EFSA *GMO Panel* have failed to gain necessary majorities in the EU Council voting.

The following overview shows that EFSA guidelines are influenced by industry. The most relevant drivers in this context are the *International Life Sciences Institute* (ILSI) and the chair of the EFSA *GMO Panel*, Harry Kuiper.

2. How the ILSI impacts the EFSA risk assessment of genetically engineered plants

ILSI has its headquarters in the US and maintains that it is not influenced by any vested interests from industry (ILSI 2004):

“The International Life Sciences Institute (ILSI) is a non-profit worldwide foundation established in 1978 to advance the understanding of scientific issues relating to nutrition, food safety, toxicology, risk assessment, and the environment. ILSI also works to provide the science base for global harmonization in these areas. By bringing together scientists from academia, government, industry, and the public sector, ILSI seeks a balanced approach to solving problems of common concern for the well-being of the general public.”

The work of the ILSI has been greatly criticized for many years mainly because of its close cooperation with the tobacco industry to which WHO publicly objected.² More recently, ILSI made headline news because Diana Banati, a member of the EFSA management board, was also active within ILSI. Banati quit ILSI after media reports.³ According to further research by the German media, ILSI also had an impact on the risk assessment of potentially hazardous chemical compounds such as Bisphenol A.⁴

1 <http://europa.eu/rapid/pressReleasesAction.do?reference=IP/06/498&format=HTML&aged=1&language=EN&guiLanguage=en>

2 <http://www.who.int/tobacco/media/en/ILSI.pdf>

3 <http://www.taz.de/1/politik/europa/artikel/1/aufseherin-gibt-industrie-job-auf/>

4 <http://www.spiegel.de/wissenschaft/mensch/0,1518,729902,00.html>

2.1 The ILSI Task Force

Especially in the context of agri-biotechnology, there is no doubt that ILSI has a very close connection to industry. ILSI established a *Task Force* to deal with biotechnology, all of whose members belong to industry. The October 2010 ILSI homepage shows (see also Fig. 4 below), that the following companies are currently members of the *Task Force*: BASF, Bayer CropSciences, Dow AgroSciences, Monsanto, Pioneer HiBred/Dupont und Syngenta.⁵

ILSI has dealt with agri-biotechnology since at least 1996, around the time that Monsanto first started to grow genetically engineered soy commercially. At that time agri-biotechnology faced the difficulty of opening up the European market for its new controversial products. In 1997, ILSI established a European work group to deal with Novel Food.⁶ In Europe, the RIKILT team – Institute for Food Safety at the University of Wageningen and their experts Harry Kuiper, Gijs Kleter and Ester Kok were amongst those who cooperated with ILSI. Harry Kuiper had already worked with ILSI in 1998 (see ILSI, 1999).

From around the year 2001, Harry Kuiper, Gijs Kleter and Ester Kok were working together as authors for the ILSI *Task Force* (ILSI, 2004, picture 1). At that time, the members of the *Task Force* were from the following companies: Cargill, Monsanto, Renessen, Dupont/Pioneer, Bayer CropSciences, Syngenta, Dow AgroSciences. Kevin Glenn from Monsanto was head of the *Task Force* (ILSI, 2004, ILSI 2008).

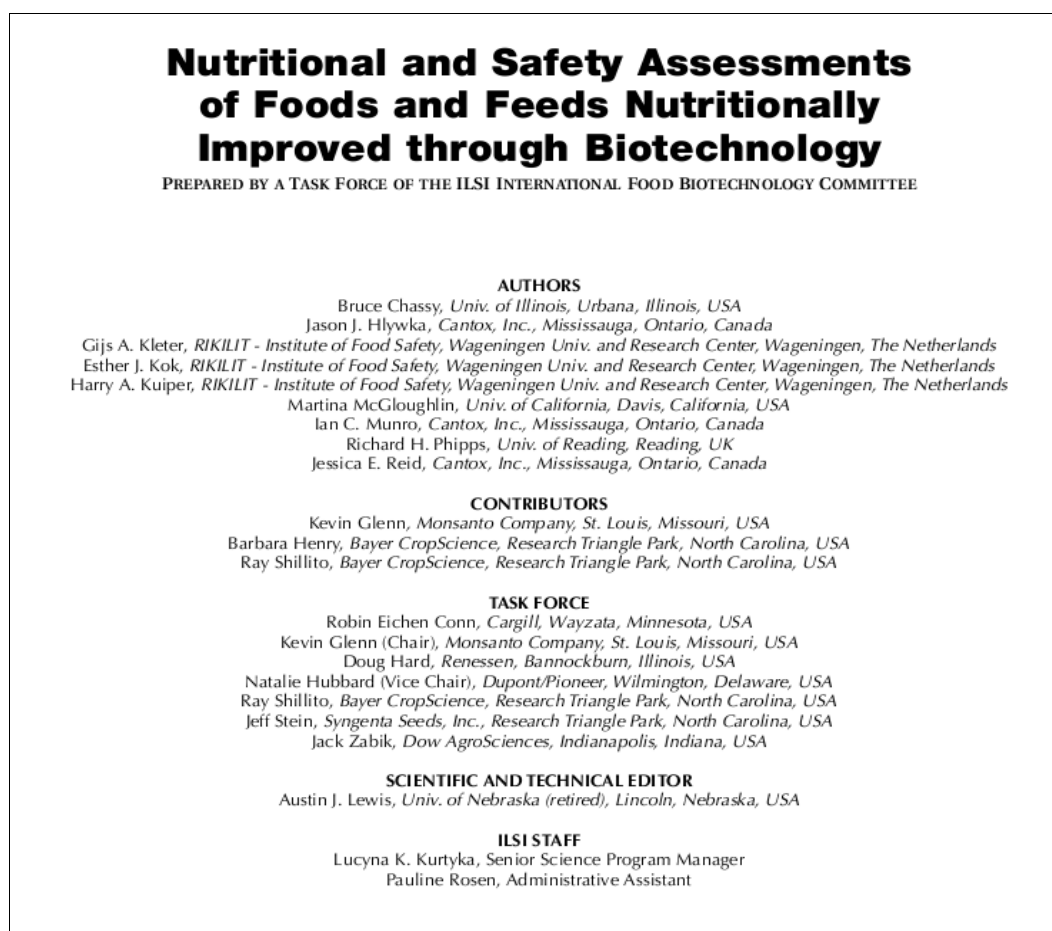


Fig. 1: ILSI, 2004, the Task Force and their authors

5 <http://www.ilsil.org/FoodBioTech/Pages/NutritionalandSafetyAssessments.aspx>

6 http://www.monsanto.com/newsviews/Documents/food_feed_safety.pdf

In parallel to his work at ILSI, Harry Kuiper was the chair of the EU project ENTRANSFOOD that was supported by the Commission and industry and was also dealing with the risk assessment of genetically engineered plants. Thus, in this context, Harry Kuiper was one of the most influential experts in Europe at a time when he was under contract to ILSI.

During the period that Kuiper, Kleter and Kok were working as experts for the ILSI *Task Force*, they published several papers on the risk assessment of genetically engineered plants in which there are references to ILSI concepts (Kuiper et al., 2001; Kok & Kuiper, 2003; Kuiper & Gijs, 2003). In this context one of the most important issues is the so-called *Comparative Assessment*, which is the actual basis and starting point for the risk assessment of genetically engineered plants of EFSA's *GMO Panel*.

2.2 ILSI, EFSA and the Concept of Comparative Assessment

The concept of *Comparative Assessment* is based on a comparison between genetically engineered plants and conventionally bred plants. They are seen as being equivalent if no significant differences are identified in the comparison of the most important plant components:

“The underlying assumption of this comparative assessment approach for GM plants is that traditionally cultivated crops have gained a history of safe use for the normal consumer or animal and the environment. These crops can serve as a baseline for the environmental and food/feed safety assessment of GMOs.” (EFSA 2004, page 12)

In short, the concept of *Comparative Assessment* helps to simplify risk assessment. In consequence, it avoids a more comprehensive risk assessment of genetically engineered plants. An in depth investigation would be necessary if genetically engineered plants were considered as substantially different from conventional plants because of the methods used in their production. In this case, which is much more plausible from a scientific point of view, a much broader concept for risk assessment would be needed (for overview see Then & Pothoff, 2009). As EFSA (2004) says:

“Where no appropriate comparator can be identified, a comparative safety assessment cannot be made and a comprehensive safety and nutritional assessment of the GM crop derived food/feed per se should be carried out.”

The concept of *Comparative Assessment* is based on the previous concept of *Substantial Equivalence* developed by industry and the OECD in 1993 (OECD, 1993). The concept of *Substantial Equivalence* was criticised by various experts and stakeholders as inadequate. In 2003, Kok & Kuiper (2003), both of whom were working for the ILSI *Task Force*, said that the older concept of *Substantial Equivalence* should be renamed *Comparative Assessment* with no change to its core content. The concept could then serve as a starting point for testing genetically engineered organisms (Kok & Kuiper, 2003):

“Although the Principle of Substantial Equivalence has received comments from all types of stakeholders (producers, regulators, consumers, evaluators, etc.), the basic idea behind the principle remains untouched. When evaluating a new or GM crop variety, comparison with available data on the nearest comparator, as well as with similar varieties on the market, should form the initial part of the assessment procedure.”

The new concept of *Comparative Assessment* was first discussed in a joint working group of FAO and WHO (FAO/ WHO, 2000) chaired by Harry Kuiper. Between 2001 and 2003 the concept was shaped by Harry Kuiper and his colleagues to its present day form.

In 2004, ILSI published a report on its *Task Force* and referred to the publications of Kuiper et al (2001) and the joint workshop of FAO/WHO (2000). The concept of *Comparative Assessment* is described as follows:

“This comparative assessment process (also referred to as the concept of substantial equivalence) is a method of identifying similarities and differences between the newly developed food or feed crop and a conventional counterpart that has a history of safe use.”

Since 2003, Kuiper has headed the newly established EFSA *GMO Panel*, the group of experts responsible for the risk assessment of genetically engineered plants. Suzy Renckens, who was the head of EFSA's *GMO Unit* at this time, caused a public stir because she became a member of the agri-biotech corporation Syngenta immediately after leaving EFSA in 2008.⁷

The team around Harry Kuiper and Suzy Renckens worked on the basic EFSA *Guidance Document* for the risk assessment of food and feed derived from genetically engineered plants (EFSA 2004). *Comparative Assessment* became the most crucial element. Other co-authors of the guideline document (EFSA 2004) were the German experts Detlev Bartsch, Hans-Joerg Buhk and Joachim Schiemann whose particular closeness to the genetic engineering industry is described elsewhere (Lorch&Then, 2008).

Kuiper and his colleagues were active in several organizations (such as ILSI, EFSA, FAO/WHO and ENTRANSFOOD) and prepared several papers published in scientific magazines. This could give the impression that the concept of *Comparative Assessment* relies on a broad consensus of all kind of experts. On taking a closer look, however, it seems that to a large extent the concept was created just by the network around Harry Kuiper and his colleagues during the time he was active for the ILSI *Task Force* (see table 1).

Year	Events
1993	OECD publishes its concept of <i>Substantial Equivalence</i>
1999	Harry Kuiper writes his first report for ILSI
2000	Joint workshop of FAO & WHO chaired by Harry Kuiper discusses <i>Comparative Assessment</i>
around 2001	Harry Kuiper, Gijs Kleter and Ester Kok become authors for the ILSI <i>Task Force</i>
2001-2003	Harry Kuiper, Gijs Kleter and Ester Kok publish several papers on the risk assessment of genetically engineered plants and the concept of <i>Comparative Assessment</i> is given its current shape.
2003	Harry Kuiper, Gijs Kleter and Suzy Renckens become staff members of the EFSA <i>GMO Panel</i>
2004	The ILSI <i>Task Force</i> publishes its report particularly emphasising the concept of the <i>Comparative Assessment</i> .
2004	EFSA publishes its <i>Guidance Document</i> on the risk assessment of food and feed derived from genetically engineered plants. <i>Comparative Assessment</i> is hereby the most important starting point

Table 1: Development of the concept of Comparative Assessment, chronological overview

⁷ <http://www.testbiotech.org/en/node/312>

ILSI claims the EFSA guidelines as a success of its *Task Force*: Kevin Glenn from Monsanto and chair of the ILSI *Task Force*, pointed out at a workshop 2006 in Athens, that the ILSI (2004) report had had a huge impact. Both the EFSA guidelines and the negotiations on the international standards contained in the *Codex Alimentarius* were influenced by the ILSI report (see FAO/WHO 2005, also Fig. 3). The following explanation regarding a 2004 ILSI report is given in a 2008 ILSI report:

“In 2002, a task force of international scientific experts, convened by the ILSI Intl. Food Biotechnology Committee (IFBiC), addressed the topic of the safety and nutritional assessments of foods and feeds that are nutritionally improved through modern biotechnology. In 2004, the task force’s work culminated in the publication of a report that included a series of recommendations for the nutritional and safety assessments of such foods and feeds. This document has gained global recognition from organizations such as the European Food Safety Agency and has been cited by Japan and Australia in 2005 in their comments to Codex Alimentarius. The substantial equivalence paradigm, called the comparative safety assessment process in the 2004 ILSI publication, is a basic principle in the document.”

Workshop on Nutritional and Safety Assessments of Foods and Feeds Nutritionally Improved through Biotechnology: Case Studies

Organized by:
ILSI International Food Biotechnology Committee (IFBiC)

12 September 2006

Ministry of Press Public Relations
Fragoudi 11 & Al. Pantou
Athens, Greece

Kevin C. Glenn
Sr. Science Fellow, Monsanto
Task Force Chair

ILSI Task Force

Expert Working Group

Ian Munro & Jason Hlywka	Cantox, Inc./ U. of Toronto
Martina McGloughlin	U. of California, Davis
Bruce Chassy	U. of Illinois
Richard Phipps	U. of Reading
Harry Kuiper & Gijs Kleter	Wageningen University

ILSI Task Force Members

Bayer CropScience	Ray Shillito
Dow AgroSciences	Joseph Dybowski
DuPont/Pioneer	Matthias Liebergesell
Monsanto	Kevin Glenn
Renessen	David Russell
Syngenta Seed	Catherine Kramer

Impact of Task Force on Improved Nutrition Crops

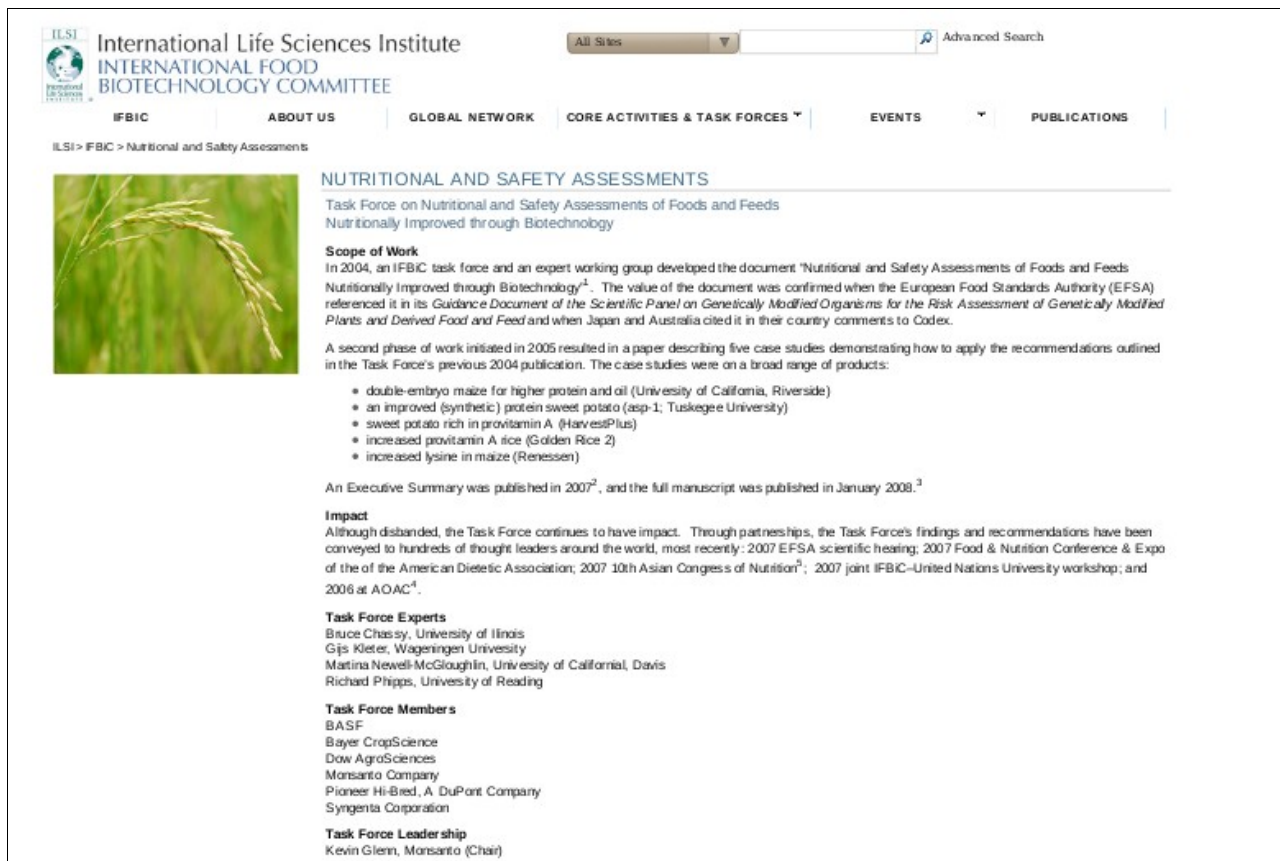
- Referenced by the EFSA Guidance Document of the Scientific Panel on Genetically Modified Organisms for the Risk Assessment of Genetically Modified Plants and Derived Food and Feed (the EFSA Journal [2004] 99, 1–93)
- Cited by Japan and Australia in their country comments to Codex
- Presented at scientific conferences in 2004 & 2005 (e.g., In Vitro Biology, IFT, ISSX, Eurotox)
- ILSI IFBiC-sponsored workshops held in Argentina, Japan and Korea

Fig. 3: Presentation by Kevin Glenn, (Monsanto & ILSI) on the impacts of the ILSI Task Force⁸

⁸ <http://www.ilsil.org/FoodBioTech/Pages/ViewEventDetail.aspx?ID=1>

2.3. Further cooperation between ILSI and EFSA

The publication of the ILSI report (2004) and the elaboration of EFSA's *Guidance Document* (2004) is not the only example of close cooperation between Harry Kuiper and Gijs Kleter and ILSI. Kuiper and Kleter are, in 2010, currently members of the EFSA *GMO Panel*. According to Harry Kuiper's *annual declaration of interest* posted on the EFSA website, he is still, in 2010, working with ILSI.⁹ Gijs Kleter was a member of the ILSI *Task Force* until 2007 (ILSI, 2008; also see Fig. 4).



International Life Sciences Institute
INTERNATIONAL FOOD BIOTECHNOLOGY COMMITTEE

IFBIC ABOUT US GLOBAL NETWORK CORE ACTIVITIES & TASK FORCES EVENTS PUBLICATIONS

ILSI > IFBIC > Nutritional and Safety Assessments

NUTRITIONAL AND SAFETY ASSESSMENTS

Task Force on Nutritional and Safety Assessments of Foods and Feeds
Nutritionally Improved through Biotechnology

Scope of Work
In 2004, an IFBIC task force and an expert working group developed the document "Nutritional and Safety Assessments of Foods and Feeds Nutritionally Improved through Biotechnology".¹ The value of the document was confirmed when the European Food Standards Authority (EFSA) referenced it in its *Guidance Document of the Scientific Panel on Genetically Modified Organisms for the Risk Assessment of Genetically Modified Plants and Derived Food and Feed* and when Japan and Australia cited it in their country comments to Codex.

A second phase of work initiated in 2005 resulted in a paper describing five case studies demonstrating how to apply the recommendations outlined in the Task Force's previous 2004 publication. The case studies were on a broad range of products:

- double-embryo maize for higher protein and oil (University of California, Riverside)
- an improved (synthetic) protein sweet potato (asp-1; Tuskegee University)
- sweet potato rich in provitamin A (HarvestPlus)
- increased provitamin A rice (Golden Rice 2)
- increased lysine in maize (Renessen)

An Executive Summary was published in 2007², and the full manuscript was published in January 2008.³

Impact
Although disbanded, the Task Force continues to have impact. Through partnerships, the Task Force's findings and recommendations have been conveyed to hundreds of thought leaders around the world, most recently: 2007 EFSA scientific hearing; 2007 Food & Nutrition Conference & Expo of the of the American Dietetic Association; 2007 10th Asian Congress of Nutrition⁴; 2007 joint IFBIC-United Nations University workshop; and 2006 at AOAC⁵.

Task Force Experts
Bruce Chassy, University of Illinois
Gijs Kleter, Wageningen University
Martina Newell-McGloughlin, University of California, Davis
Richard Phipps, University of Reading

Task Force Members
BASF
Bayer CropScience
Dow AgroSciences
Monsanto Company
Pioneer Hi-Bred, A DuPont Company
Syngenta Corporation

Task Force Leadership
Kevin Glenn, Monsanto (Chair)

Fig. 4: ILSI website, 23.10.2010, Gijs Kleter is listed as a member of the ILSI Task Force¹⁰

The impact of ILSI on EFSA is not only limited to the *Guidance Document* of EFSA (2004). For example, striking indications for ILSI impact are evident in the EFSA position on animal feeding studies (EFSA, 2007). EFSA does not normally require feeding studies with genetically engineered plants to test them for potential health impacts (for overview see Then & Potthof, 2009). The document published by EFSA to explain why feeding trials are not necessary, was at least partially plagiarized from an ILSI paper. *Table 2* gives an overview of passages that have more or less the same wording in the EFSA (2007) and the ILSI (2004) reports. It is clearly the case that EFSA copied several passages from the ILSI report.

9 <http://www.ilsil.org/FoodBioTech/Pages/NutritionalandSafetyAssessments.aspx>

10 <http://apjcn.nhri.org.tw/server/APJCN/Volume17/vol17suppl.1/229-232S13-1.pdf>

ILSI, 2004	EFSA, 2007
In the case of GM crops with improved nutritional characteristics, livestock feeding studies with target species should be conducted on a case-by-case basis to establish the nutritional benefits that might be expected.	Livestock feeding studies with target animal species should be conducted on a case-by-case basis to establish the nutritional benefits that might be expected from GM plants with claimed nutritional/health benefits.
In addition, livestock feeding studies with target species are sometimes conducted to establish the effect of the new feed resource on animal performance with endpoint measurements such as feed intake, level of animal performance, feed conversion efficiency, animal health and welfare, efficacy, and acceptability of the new feed ingredient.	Livestock feeding studies with target species are sometimes conducted to establish the effect of a new feed material on animal performance with endpoint measurements such as feed intake, animal performance, feed conversion efficiency, animal health and welfare, efficacy, and acceptability of the new feed material.
In the case where nutritional components are to be deposited in the consumed tissue of the animal, specific tests for content should be conducted.	In cases where GM plants have been fed to livestock with the intention of modifying the nutritional components to be deposited in the consumed tissue of the animal, specific tests for content should be conducted.
The extent and type of livestock feeding studies conducted will depend on the type of feed resource developed, and their need should be determined on a case-by-case basis.	The extent and type of livestock feeding studies conducted will depend on the type of feed material developed, and their need should be determined on a case-by-case basis.
Sidhu and others (2000) and Ridley and others (2002) provide an excellent example of the compositional analyses conducted when comparing the grain and forage component of maize modified for an agronomic trait with its near isogenic counterpart and a number of commercially grown varieties.	The work conducted by Ridley et al. (2002) provides an excellent example of the extensive compositional analyses conducted when comparing the grain and forage component of HT maize (NK603) with its near isogenic counterpart and a number of commercially grown varieties.
Table 2-1: Examples of crops genetically modified with nutritionally improved traits intended to provide health benefits to consumers and domestic animals.	Table 1 Examples of GM plants with improved characteristics intended to provide nutritional or other health benefits to consumers and/or domestic animals
Once compositional equivalence, which is a cornerstone in nutritional assessment, has been demonstrated, work then focuses, if necessary, on livestock feeding studies to confirm nutritional equivalence (see Appendix 5-1) and on assessing the safety of any newly expressed components (proteins or nutrients).	Once compositional equivalence of the GM plant has been demonstrated, work may then be focused, where necessary, on livestock feeding studies to confirm nutritional equivalence, and to obtain further information on the safety.
Several crops with genetic modifications aimed at improving nutritional characteristics have been produced and are currently in trials (see Chapter 2).	A number of plants with genetic modifications aimed at improving nutritional characteristics have been developed (Table 1) and are currently in trials.
The exact experimental and statistical design will depend on a number of factors and will include animal species used in the study, the trait(s) being assessed, and the size of expected effect, which will in turn affect, for example, the number of animals per treatment group.	The exact experimental and statistical design of animal experiments to test the safety and nutritional value of GM plants with enhanced nutritional characteristics will depend on a number of factors and will include animal species, plant trait(s) and the size of the expected effect.

Table 2: Overview on paragraphs with similar wording that can be found both in EFSA (2007) and ILSI (2004) reports

ILSI is also important for the work of EFSA on another level. ILSI set up a databank with data from crop plants and it is this databank that is used to decide upon the outcome of *Comparative Assessment*.¹¹ The data from genetically engineered plants is compared with conventional plant data stored in the ISLA databank. The broader the range of ILSI data that is used in the comparison, the less a change in the components of genetically engineered plants will be judged as biologically relevant.

This procedure involving the comparison of data from industry (from genetically engineered plants) with the data from the ILSI databank does not appear to provide adequate protection from manipulation. It cannot be ruled out that data from industry is adapted to correspond with data from the ILSI databank.

This databank was used, for example, in the risk assessment of SmartStax, a genetically engineered maize with eight additional gene constructs.¹² The *Comparative Assessment* carried out with data from the ILSI databank¹³ revealed nothing noteworthy and therefore EFSA concluded that it was not necessary to perform further risk assessment.

In 2010, EFSA published new guidelines on the environmental risk assessment of genetically engineered plants (EFSA, 2010). These guidelines are also based on the concept of *Comparative Assessment*.

3. Conclusions

As the Testbiotech report shows, there is some evidence that the work of the EFSA *GMO Panel* has, to an alarming degree, been impacted by the vested interests of industry. Based on current knowledge the following recommendations can be given:

- EFSA should be reorganised at management and *GMO Panel* levels
- Experts working for ILSI should step down from their positions at EFSA.
- A commission including representatives from the general public should be set up to investigate current EFSA standards and the extent to which EFSA has been undermined by industry. Under these circumstances, EFSA guidelines should not be adopted as EU regulations as currently planned by the EU Commission.¹⁴
- EFSA should establish an additional control body, integrating stakeholders from civil society such as environmental and consumer organisations.

11 ILSI 2006. International Life Sciences Institute Crop Composition Database Version 3.0. Available from: <http://www.cropcomposition.org>

12 <http://www.efsa.europa.eu/en/scdocs/scdoc/1781.htm>

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14 <http://www.testbiotech.org/en/node/334>

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