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CODEX ALIMENTARIUS COMMISSION

CODEX ALIMENTARIUS

**FOODS DERIVED
FROM BIOTECHNOLOGY**



FOOD AND AGRICULTURE ORGANIZATION
OF THE UNITED NATIONS
WORLD HEALTH ORGANIZATION



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PREFACE

The Codex Alimentarius Commission and the FAO/WHO Food Standards Programme

1. The Codex Alimentarius Commission implements the Joint FAO/WHO Food Standards Programme, the purpose of which is to protect the health of consumers and to ensure fair practices in the food trade. The *Codex Alimentarius* (Latin, meaning Food Law or Code) is a collection of internationally adopted food standards presented in a uniform manner. It also includes provisions of an advisory nature in the form of codes of practice, guidelines and other recommended measures to assist in achieving the purposes of the Codex Alimentarius. The Commission has expressed the view that codes of practice might provide useful checklists of requirements for national food control or enforcement authorities. The publication of the Codex Alimentarius is intended to guide and promote the elaboration and establishment of definitions and requirements for foods, to assist in their harmonization and, in doing so, to facilitate international trade.

Principles for Risk Analysis and Guidelines for Safety Assessment of Foods derived from Modern Biotechnology

2. The Codex Alimentarius Commission at its 26th session in 2003 adopted Principles and Guidelines on foods derived from biotechnology. These are overarching principles on the risk analysis of foods derived from modern biotechnology and guidelines for food safety assessment of foods derived from recombinant-DNA plants and microorganisms. It is hoped that this compact format will allow wide use and understanding of the risk analysis and safety assessment of food derived from biotechnology and that it will encourage their use by governments, regulatory authorities, food industries and all food handlers, and consumers.

3. Further information on these texts, or any other aspect of the Codex Alimentarius Commission, may be obtained from:

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**PRINCIPLES FOR THE RISK ANALYSIS OF FOODS
DERIVED FROM MODERN BIOTECHNOLOGY**

CAC/GL 44-2003

SECTION 1 - INTRODUCTION

1. For many foods, the level of food safety generally accepted by the society reflects the history of their safe consumption by humans. It is recognised that in many cases the knowledge required to manage the risks associated with foods has been acquired in the course of their long history of use. Foods are generally considered safe, provided that care is taken during development, primary production, processing, storage, handling and preparation.
2. The hazards associated with foods are subjected to the risk analysis process of the Codex Alimentarius Commission to assess potential risks and, if necessary, to develop approaches to manage these risks. The conduct of risk analysis is guided by general decisions of the Codex Alimentarius Commission¹ as well as the Codex Working Principles for Risk Analysis².
3. While risk analysis has been used over a long period of time to address chemical hazards (e.g. residues of pesticides, contaminants, food additives and processing aids), and it is being increasingly used to address microbiological hazards and nutritional factors, the principles were not elaborated specifically for whole foods.
4. The risk analysis approach can, in general terms, be applied to foods including foods derived from modern biotechnology. However, it is recognised that this approach must be modified when applied to a whole food rather than to a discrete hazard that may be present in food.
5. The principles presented in this document should be read in conjunction with the Codex Working Principles for Risk Analysis to which these principles are supplemental.

¹ These decisions include the *Statements of principle concerning the role of science in the Codex decision-making process and the extent to which other factors are taken into account* and the *Statements of principle relating to the role of food safety risk assessment* (Codex Alimentarius Commission Procedural Manual; Thirteenth edition).

² “Working Principles for Risk Analysis for Application in the Framework of the Codex Alimentarius”(adopted by the 26th Session of the Codex Alimentarius Commission, 2003; Codex Alimentarius Commission Procedural Manual; Thirteenth edition)

6. Where appropriate, the results of a risk assessment undertaken by other regulatory authorities may be used to assist in the risk analysis and avoid duplication of work.

SECTION 2 – SCOPE AND DEFINITIONS

7. The purpose of these Principles is to provide a framework for undertaking risk analysis on the safety and nutritional aspects of foods derived from modern biotechnology. This document does not address environmental, ethical, moral and socio-economic aspects of the research, development, production and marketing of these foods³.

8. The definitions below apply to these Principles:

“Modern Biotechnology” means the application of:

- i) *In vitro* nucleic acid techniques, including recombinant deoxyribonucleic acid (DNA) and direct injection of nucleic acid into cells or organelles, or
- ii) Fusion of cells beyond the taxonomic family,

that overcome natural physiological reproductive or recombinant barriers and that are not techniques used in traditional breeding and selection⁴.

“Conventional Counterpart” means a related organism/variety, its components and/or products for which there is experience of establishing safety based on common use as food⁵.

SECTION 3 – PRINCIPLES

9. The risk analysis process for foods derived from modern biotechnology should be consistent with the Codex Working Principles for Risk Analysis.

RISK ASSESSMENT

10. Risk assessment includes a safety assessment, which is designed to identify whether a hazard, nutritional or other safety concern is present, and if present, to gather information on its nature and severity. The safety assessment should

³ This document does not address animal feed and animals fed such feed except insofar as these animals have been developed by using modern biotechnology.

⁴ This definition is taken from the Cartagena Biosafety Protocol under the Convention on Biological Diversity.

⁵ It is recognized that for the foreseeable future, foods derived from modern biotechnology will not be used as conventional counterparts.

include a comparison between the food derived from modern biotechnology and its conventional counterpart focusing on determination of similarities and differences. If a new or altered hazard, nutritional or other safety concern is identified by the safety assessment, the risk associated with it should be characterized to determine its relevance to human health.

11. A safety assessment is characterized by an assessment of a whole food or a component thereof relative to the appropriate conventional counterpart:

- A) taking into account both intended and unintended effects;
- B) identifying new or altered hazards;
- C) identifying changes, relevant to human health, in key nutrients.

12. A pre-market safety assessment should be undertaken following a structured and integrated approach and be performed on a case-by-case basis. The data and information, based on sound science, obtained using appropriate methods and analysed using appropriate statistical techniques, should be of a quality and, as appropriate, of quantity that would withstand scientific peer review.

13. Risk assessment should apply to all relevant aspects of foods derived from modern biotechnology. The risk assessment approach for these foods is based on a consideration of science-based multidisciplinary data and information taking into account the factors mentioned in the accompanying Guidelines⁶.

14. Scientific data for risk assessment are generally obtained from a variety of sources, such as the developer of the product, scientific literature, general technical information, independent scientists, regulatory agencies, international bodies and other interested parties. Data should be assessed using appropriate science-based risk assessment methods.

15. Risk assessment should take into account all available scientific data and information derived from different testing procedures, provided that the procedures are scientifically sound and the parameters being measured are comparable.

RISK MANAGEMENT

16. Risk management measures for foods derived from modern biotechnology should be proportional to the risk, based on the outcome of the risk assessment

⁶ Reference is made to the Guideline for the Conduct of Food Safety Assessment of Foods Derived from Recombinant-DNA Plants (CAC/GL 45-2003) and the Guideline for the Conduct of Food Safety Assessment of Foods Produced using Recombinant-DNA Microorganisms (CAC/GL 46-2003).

and, where relevant, taking into account other legitimate factors in accordance with the general decisions of the Codex Alimentarius Commission⁷ as well as the Codex Working Principles for Risk Analysis.

17. It should be recognised that different risk management measures may be capable of achieving the same level of protection with regard to the management of risks associated with safety and nutritional impacts on human health, and therefore would be equivalent.

18. Risk managers should take into account the uncertainties identified in the risk assessment and implement appropriate measures to manage these uncertainties.

19. Risk management measures may include, as appropriate, food labelling⁸ conditions for marketing approvals and post-market monitoring.

20. Post-market monitoring may be an appropriate risk management measure in specific circumstances. Its need and utility should be considered, on a case-by-case basis, during risk assessment and its practicability should be considered during risk management. Post-market monitoring may be undertaken for the purpose of:

- A) verifying conclusions about the absence or the possible occurrence, impact and significance of potential consumer health effects; and
- B) monitoring changes in nutrient intake levels, associated with the introduction of foods likely to significantly alter nutritional status, to determine their human health impact.

21. Specific tools may be needed to facilitate the implementation and enforcement of risk management measures. These may include appropriate analytical methods; reference materials; and, the tracing of products⁹ for the purpose of facilitating withdrawal from the market when a risk to human health has been identified or to support post-market monitoring in circumstances as indicated in paragraph 20.

⁷ See footnote 1.

⁸ Reference is made to the CCFL in relation to the Proposed Draft Guidelines for the Labelling of Foods and Food Ingredients obtained through certain techniques of genetic modification/genetic engineering at Step 3 of the Codex Elaboration Procedure.

⁹ It is recognised that there are other applications of product tracing. These applications should be consistent with the provisions of the SPS and TBT Agreements. The application of product tracing to the areas covered by both Agreements is under consideration within Codex on the basis of decisions of 49th Session of Executive Committee.

RISK COMMUNICATION

22. Effective risk communication is essential at all phases of risk assessment and risk management. It is an interactive process involving all interested parties, including government, industry, academia, media and consumers.

23. Risk communication should include transparent safety assessment and risk management decision-making processes. These processes should be fully documented at all stages and open to public scrutiny, whilst respecting legitimate concerns to safeguard the confidentiality of commercial and industrial information. In particular, reports prepared on the safety assessments and other aspects of the decision-making process should be made available to all interested parties.

24. Effective risk communication should include responsive consultation processes. Consultation processes should be interactive. The views of all interested parties should be sought and relevant food safety and nutritional issues that are raised during consultation should be addressed during the risk analysis process.

CONSISTENCY

25. A consistent approach should be adopted to characterise and manage safety and nutritional risks associated with foods derived from modern biotechnology. Unjustified differences in the level of risks presented to consumers between these foods and similar conventional foods should be avoided.

26. A transparent and well-defined regulatory framework should be provided in characterising and managing the risks associated with foods derived from modern biotechnology. This should include consistency of data requirements, assessment frameworks, the acceptable level of risk, communication and consultation mechanisms and timely decision processes.

CAPACITY BUILDING AND INFORMATION EXCHANGE

27. Efforts should be made to improve the capability of regulatory authorities, particularly those of developing countries, to assess, manage and communicate risks, including enforcement, associated with foods derived from modern biotechnology or to interpret assessments undertaken by other authorities or recognised expert bodies, including access to analytical technology. In addition capacity building for developing countries either through bilateral arrangements

or with assistance of international organizations should be directed toward effective application of these principles¹⁰.

28. Regulatory authorities, international organisations and expert bodies and industry should facilitate through appropriate contact points including but not limited to Codex Contact Points and other appropriate means, the exchange of information including the information on analytical methods.

REVIEW PROCESSES

29. Risk analysis methodology and its application should be consistent with new scientific knowledge and other information relevant to risk analysis.

30. Recognizing the rapid pace of development in the field of biotechnology, the approach to safety assessments of foods derived from modern biotechnology should be reviewed when necessary to ensure that emerging scientific information is incorporated into the risk analysis. When new scientific information relevant to a risk assessment becomes available the assessment should be reviewed to incorporate that information and, if necessary, risk management measures adapted accordingly.

¹⁰ Reference is made to technical assistance of provisions in Article 9 of the SPS Agreement and Article 11 of the TBT Agreement.

**GUIDELINE FOR THE CONDUCT OF FOOD SAFETY
ASSESSMENT OF FOODS DERIVED FROM
RECOMBINANT-DNA PLANTS**

CAC/GL 45-2003

SECTION 1 - SCOPE

1. This Guideline supports the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology. It addresses safety and nutritional aspects of foods consisting of, or derived from, plants that have a history of safe use as sources of food, and that have been modified by modern biotechnology to exhibit new or altered expression of traits.
2. This document does not address animal feed or animals fed with the feed. This document also does not address environmental risks.
3. The Codex principles of risk analysis, particularly those for risk assessment, are primarily intended to apply to discrete chemical entities such as food additives and pesticide residues, or a specific chemical or microbial contaminant that have identifiable hazards and risks; they are not intended to apply to whole foods as such. Indeed, few foods have been assessed scientifically in a manner that would fully characterise all risks associated with the food. Further, many foods contain substances that would likely be found harmful if subjected to conventional approaches to safety testing. Thus, a more focused approach is required where the safety of a whole food is being considered.
4. This approach is based on the principle that the safety of foods derived from new plant varieties, including recombinant-DNA plants, is assessed relative to the conventional counterpart having a history of safe use, taking into account both intended and unintended effects. Rather than trying to identify every hazard associated with a particular food, the intention is to identify new or altered hazards relative to the conventional counterpart.
5. This safety assessment approach falls within the risk assessment framework as discussed in Section 3 of the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology. If a new or altered hazard, nutritional or other food safety concern is identified by the safety assessment, the risk associated with it would first be assessed to determine its relevance to human health. Following the safety assessment and if necessary further risk assessment, the food would be subjected to risk management considerations in accordance with the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology before it is considered for commercial distribution.

6. Risk management measures such as post-market monitoring of consumer health effects may assist the risk assessment process. These are discussed in paragraph 20 of the Principles for the Risk Analysis of Foods derived from Modern Biotechnology.

7. The Guideline describes the recommended approach to making safety assessments of foods derived from recombinant-DNA plants where a conventional counterpart exists, and identifies the data and information that are generally applicable to making such assessments. While this Guideline is designed for foods derived from recombinant-DNA plants, the approach described could, in general, be applied to foods derived from plants that have been altered by other techniques.

SECTION 2 - DEFINITIONS

8. The definitions below apply to this Guideline:

“Recombinant-DNA Plant” - means a plant in which the genetic material has been changed through *in vitro* nucleic acid techniques, including recombinant deoxyribonucleic acid (DNA) and direct injection of nucleic acid into cells or organelles.

“Conventional Counterpart” - means a related plant variety, its components and/or products for which there is experience of establishing safety based on common use as food¹.

SECTION 3 - INTRODUCTION TO FOOD SAFETY ASSESSMENT

9. Traditionally, new varieties of food plants have not been systematically subjected to extensive chemical, toxicological, or nutritional evaluation prior to marketing, with the exception of foods for specific groups, such as infants, where the food may constitute a substantial portion of the diet. Thus, new varieties of corn, soya, potatoes and other common food plants are evaluated by breeders for agronomic and phenotypic characteristics, but generally, foods derived from such new plant varieties are not subjected to the rigorous and extensive food safety testing procedures, including studies in animals, that are typical of chemicals such as food additives or pesticide residues that may be present in food.

10. The use of animal models for assessing toxicological endpoints is a major element in the risk assessment of many compounds such as pesticides. In most

¹ It is recognized that for the foreseeable future, foods derived from modern biotechnology will not be used as conventional counterparts.

cases, however, the substance to be tested is well characterised, of known purity, of no particular nutritional value, and, human exposure to it is generally low. It is therefore relatively straightforward to feed such compounds to animals at a range of doses some several orders of magnitude greater than the expected human exposure levels, in order to identify any potential adverse health effects of importance to humans. In this way, it is possible, in most cases, to estimate levels of exposure at which adverse effects are not observed and to set safe intake levels by the application of appropriate safety factors.

11. Animal studies cannot readily be applied to testing the risks associated with whole foods, which are complex mixtures of compounds, often characterised by a wide variation in composition and nutritional value. Due to their bulk and effect on satiety, they can usually only be fed to animals at low multiples of the amounts that might be present in the human diet. In addition, a key factor to consider in conducting animal studies on foods is the nutritional value and balance of the diets used, in order to avoid the induction of adverse effects which are not related directly to the material itself. Detecting any potential adverse effects and relating these conclusively to an individual characteristic of the food can therefore be extremely difficult. If the characterization of the food indicates that the available data are insufficient for a thorough safety assessment, properly designed animal studies could be requested on the whole foods. Another consideration in deciding the need for animal studies is whether it is appropriate to subject experimental animals to such a study if it is unlikely to give rise to meaningful information.

12. Due to the difficulties of applying traditional toxicological testing and risk assessment procedures to whole foods, a more focused approach is required for the safety assessment of foods derived from food plants, including recombinant-DNA plants. This has been addressed by the development of a multidisciplinary approach for assessing safety which takes into account both intended and unintended changes that may occur in the plant or in the foods derived from it, using the concept of substantial equivalence.

13. The concept of substantial equivalence is a key step in the safety assessment process. However, it is not a safety assessment in itself; rather it represents the starting point which is used to structure the safety assessment of a new food relative to its conventional counterpart. This concept is used to identify similarities and differences between the new food and its conventional counterpart². It aids in the identification of potential safety and nutritional issues and is considered the most appropriate strategy to date for safety assessment of

² The concept of *substantial equivalence* as described in the report of the 2000 joint FAO /WHO expert consultations (Document WHO/SDE/PHE/FOS/00.6, WHO, Geneva, 2000).

foods derived from recombinant-DNA plants. The safety assessment carried out in this way does not imply absolute safety of the new product; rather, it focuses on assessing the safety of any identified differences so that the safety of the new product can be considered relative to its conventional counterpart.

UNINTENDED EFFECTS

14. In achieving the objective of conferring a specific target trait (intended effect) to a plant by the insertion of defined DNA sequences, additional traits could, in some cases, be acquired or existing traits could be lost or modified (unintended effects). The potential occurrence of unintended effects is not restricted to the use of *in vitro* nucleic acid techniques. Rather, it is an inherent and general phenomenon that can also occur in conventional breeding. Unintended effects may be deleterious, beneficial, or neutral with respect to the health of the plant or the safety of foods derived from the plant. Unintended effects in recombinant-DNA plants may also arise through the insertion of DNA sequences and/or they may arise through subsequent conventional breeding of the recombinant-DNA plant. Safety assessment should include data and information to reduce the possibility that a food derived from a recombinant-DNA plant would have an unexpected, adverse effect on human health.

15. Unintended effects can result from the random insertion of DNA sequences into the plant genome which may cause disruption or silencing of existing genes, activation of silent genes, or modifications in the expression of existing genes. Unintended effects may also result in the formation of new or changed patterns of metabolites. For example, the expression of enzymes at high levels may give rise to secondary biochemical effects or changes in the regulation of metabolic pathways and/or altered levels of metabolites.

16. Unintended effects due to genetic modification may be subdivided into two groups: those that are "predictable" and those that are "unexpected". Many unintended effects are largely predictable based on knowledge of the inserted trait and its metabolic connections or of the site of insertion. Due to the expanding information on plant genome and the increased specificity in terms of genetic materials introduced through recombinant-DNA techniques compared with other forms of plant breeding, it may become easier to predict unintended effects of a particular modification. Molecular biological and biochemical techniques can also be used to analyse potential changes at the level of gene transcription and message translation that could lead to unintended effects.

17. The safety assessment of foods derived from recombinant-DNA plants involves methods to identify and detect such unintended effects and procedures to evaluate their biological relevance and potential impact on food safety. A variety of data and information are necessary to assess unintended effects because no individual test can detect all possible unintended effects or identify,

with certainty, those relevant to human health. These data and information, when considered in total, provide assurance that the food is unlikely to have an adverse effect on human health. The assessment for unintended effects takes into account the agronomic/phenotypic characteristics of the plant that are typically observed by breeders in selecting new varieties for commercialization. These observations by breeders provide a first screen for plants that exhibit unintended traits. New varieties that pass this screen are subjected to safety assessment as described in Sections 4 and 5.

FRAMEWORK OF FOOD SAFETY ASSESSMENT

18. The safety assessment of a food derived from a recombinant-DNA plant follows a stepwise process of addressing relevant factors that include:

- A) Description of the recombinant-DNA plant;
- B) Description of the host plant and its use as food;
- C) Description of the donor organism(s);
- D) Description of the genetic modification(s);
- E) Characterization of the genetic modification(s);
- F) Safety assessment:
 - a) expressed substances (non-nucleic acid substances);
 - b) compositional analyses of key components;
 - c) evaluation of metabolites ;
 - d) food processing;
 - e) nutritional modification; and
- G) Other considerations.

19. In certain cases, the characteristics of the product may necessitate development of additional data and information to address issues that are unique to the product under review.

20. Experiments intended to develop data for safety assessments should be designed and conducted in accordance with sound scientific concepts and principles, as well as, where appropriate, Good Laboratory Practice. Primary data should be made available to regulatory authorities at request. Data should be obtained using sound scientific methods and analysed using appropriate statistical techniques. The sensitivity of all analytical methods should be documented.

21. The goal of each safety assessment is to provide assurance, in the light of the best available scientific knowledge, that the food does not cause harm when prepared, used and/or eaten according to its intended use. The expected endpoint of such an assessment will be a conclusion regarding whether the new food is as safe as the conventional counterpart taking into account dietary impact of any changes in nutritional content or value. In essence, therefore, the outcome of the safety assessment process is to define the product under consideration in such a way as to enable risk managers to determine whether any measures are needed and if so to make well-informed and appropriate decisions.

SECTION 4 - GENERAL CONSIDERATIONS

DESCRIPTION OF THE RECOMBINANT-DNA PLANT

22. A description of the recombinant-DNA plant being presented for safety assessment should be provided. This description should identify the crop, the transformation event(s) to be reviewed and the type and purpose of the modification. This description should be sufficient to aid in understanding the nature of the food being submitted for safety assessment.

DESCRIPTION OF THE HOST PLANT AND ITS USE AS FOOD

23. A comprehensive description of the host plant should be provided. The necessary data and information should include, but need not be restricted to:

- A) common or usual name; scientific name; and, taxonomic classification;
- B) history of cultivation and development through breeding, in particular identifying traits that may adversely impact on human health ;
- C) information on the host plant's genotype and phenotype relevant to its safety, including any known toxicity or allergenicity; and
- D) history of safe use for consumption as food.

24. Relevant phenotypic information should be provided not only for the host plant, but also for related species and for plants that have made or may make a significant contribution to the genetic background of the host plant.

25. The history of use may include information on how the plant is typically cultivated, transported and stored, whether special processing is required to make the plant safe to eat, and the plant's normal role in the diet (e.g. which part of the plant is used as a food source, whether its consumption is important in particular subgroups of the population, what important macro- or micro-nutrients it contributes to the diet).

DESCRIPTION OF THE DONOR ORGANISM(S)

26. Information should be provided on the donor organism(s) and, when appropriate, on other related species. It is particularly important to determine if the donor organism(s) or other closely related members of the family naturally exhibit characteristics of pathogenicity or toxin production, or have other traits that affect human health (e.g. presence of anti-nutrients). The description of the donor organism(s) should include:

- A) its usual or common name;
- B) scientific name;
- C) taxonomic classification;
- D) information about the natural history as concerns food safety;
- E) information on naturally occurring toxins, anti-nutrients and allergens; for microorganisms, additional information on pathogenicity and the relationship to known pathogens; and
- F) information on the past and present use, if any, in the food supply and exposure route(s) other than intended food use (e.g. possible presence as contaminants).

DESCRIPTION OF THE GENETIC MODIFICATION(S)

27. Sufficient information should be provided on the genetic modification to allow for the identification of all genetic material potentially delivered to the host plant and to provide the necessary information for the analysis of the data supporting the characterization of the DNA inserted in the plant.

28. The description of the transformation process should include:

- A) information on the specific method used for the transformation (e.g. Agrobacterium-mediated transformation);
- B) information, if applicable, on the DNA used to modify the plant (e.g. helper plasmids), including the source (e.g. plant, microbial, viral, synthetic), identity and expected function in the plant; and
- C) intermediate host organisms including the organisms (e.g. bacteria) used to produce or process DNA for transformation of the host organism.

29. Information should be provided on the DNA to be introduced, including:

- A) the characterization of all the genetic components including marker genes, regulatory and other elements affecting the function of the DNA;

- B) the size and identity;
- C) the location and orientation of the sequence in the final vector/construct; and
- D) the function.

CHARACTERIZATION OF THE GENETIC MODIFICATION(S)

30. In order to provide clear understanding of the impact on the composition and safety of foods derived from recombinant-DNA plants, a comprehensive molecular and biochemical characterization of the genetic modification should be carried out.

31. Information should be provided on the DNA insertions into the plant genome; this should include:

- A) the characterization and description of the inserted genetic materials;
- B) the number of insertion sites;
- C) the organisation of the inserted genetic material at each insertion site including copy number and sequence data of the inserted material and of the surrounding region, sufficient to identify any substances expressed as a consequence of the inserted material, or, where more appropriate, other information such as analysis of transcripts or expression products to identify any new substances that may be present in the food; and
- D) identification of any open reading frames within the inserted DNA or created by the insertions with contiguous plant genomic DNA including those that could result in fusion proteins.

32. Information should be provided on any expressed substances in the recombinant-DNA plant; this should include:

- A) the gene product(s) (e.g. a protein or an untranslated RNA);
- B) the gene product(s)' function;
- C) the phenotypic description of the new trait(s);
- D) the level and site of expression in the plant of the expressed gene product(s), and the levels of its metabolites in the plant, particularly in the edible portions; and
- E) where possible, the amount of the target gene product(s) if the function of the expressed sequence(s)/gene(s) is to alter the accumulation of a specific endogenous mRNA or protein.

33. In addition, information should be provided:
- A) to demonstrate whether the arrangement of the genetic material used for insertion has been conserved or whether significant rearrangements have occurred upon integration;
 - B) to demonstrate whether deliberate modifications made to the amino acid sequence of the expressed protein result in changes in its post-translational modification or affect sites critical for its structure or function;
 - C) to demonstrate whether the intended effect of the modification has been achieved and that all expressed traits are expressed and inherited in a manner that is stable through several generations consistent with laws of inheritance. It may be necessary to examine the inheritance of the DNA insert itself or the expression of the corresponding RNA if the phenotypic characteristics cannot be measured directly;
 - D) to demonstrate whether the newly expressed trait(s) are expressed as expected in the appropriate tissues in a manner and at levels that are consistent with the associated regulatory sequences driving the expression of the corresponding gene;
 - E) to indicate whether there is any evidence to suggest that one or several genes in the host plant has been affected by the transformation process; and
 - F) to confirm the identity and expression pattern of any new fusion proteins.

SAFETY ASSESSMENT

Expressed Substances (non-nucleic acid substances)

Assessment of possible toxicity

34. In vitro nucleic acid techniques enable the introduction of DNA that can result in the synthesis of new substances in plants. The new substances can be conventional components of plant foods such as proteins, fats, carbohydrates, vitamins which are novel in the context of that recombinant-DNA plant. New substances might also include new metabolites resulting from the activity of enzymes generated by the expression of the introduced DNA.

35. The safety assessment should take into account the chemical nature and function of the newly expressed substance and identify the concentration of the substance in the edible parts of the recombinant-DNA plant, including variations

and mean values. Current dietary exposure and possible effects on population sub-groups should also be considered.

36. Information should be provided to ensure that genes coding for known toxins or anti-nutrients present in the donor organisms are not transferred to recombinant-DNA plants that do not normally express those toxic or anti-nutritious characteristics. This assurance is particularly important in cases where a recombinant-DNA plant is processed differently from a donor plant, since conventional food processing techniques associated with the donor organisms may deactivate, degrade or eliminate anti-nutrients or toxicants.

37. For the reasons described in Section 3, conventional toxicology studies may not be considered necessary where the substance or a closely related substance has, taking into account its function and exposure, been consumed safely in food. In other cases, the use of appropriate conventional toxicology or other studies on the new substance may be necessary.

38. In the case of proteins, the assessment of potential toxicity should focus on amino acid sequence similarity between the protein and known protein toxins and anti-nutrients (e.g. protease inhibitors, lectins) as well as stability to heat or processing and to degradation in appropriate representative gastric and intestinal model systems. Appropriate oral toxicity studies³ may need to be carried out in cases where the protein present in the food is not similar to proteins that have previously been consumed safely in food, and taking into account its biological function in the plant where known.

39. Potential toxicity of non-protein substances that have not been safely consumed in food should be assessed on a case-by-case basis depending on the identity and biological function in the plant of the substance and dietary exposure. The type of studies to be performed may include studies on metabolism, toxicokinetics, sub-chronic toxicity, chronic toxicity/carcinogenicity, reproduction and development toxicity according to the traditional toxicological approach.

40. This may require the isolation of the new substance from the recombinant-DNA plant, or the synthesis or production of the substance from an alternative source, in which case, the material should be shown to be biochemically, structurally, and functionally equivalent to that produced in the recombinant-DNA plant.

³ Guidelines for oral toxicity studies have been developed in international fora, for example, the OECD Guidelines for the Testing of Chemicals.

Assessment of possible allergenicity (proteins)

41. When the protein(s) resulting from the inserted gene is present in the food, it should be assessed for potential allergenicity in all cases. An integrated, stepwise, case-by-case approach used in the assessment of the potential allergenicity of the newly-expressed protein(s) should rely upon various criteria used in combination (since no single criterion is sufficiently predictive on either allergenicity or non-allergenicity). As noted in paragraph 20, the data should be obtained using sound scientific methods. A detailed presentation of issues to be considered can be found in the Annex to this document⁴.

42. The newly expressed proteins in foods derived from recombinant-DNA plants should be evaluated for any possible role in the elicitation of gluten-sensitive enteropathy, if the introduced genetic material is obtained from wheat, rye, barley, oats, or related cereal grains.

43. The transfer of genes from commonly allergenic foods and from foods known to elicit gluten-sensitive enteropathy in sensitive individuals should be avoided unless it is documented that the transferred gene does not code for an allergen or for a protein involved in gluten-sensitive enteropathy.

Compositional Analyses of Key Components

44. Analyses of concentrations of key components⁵ of the recombinant-DNA plant and, especially those typical of the food, should be compared with an equivalent analysis of a conventional counterpart grown and harvested under the same conditions. In some cases, a further comparison with the recombinant-DNA plant grown under its expected agronomic conditions may need to be considered (e.g. application of an herbicide). The statistical significance of any observed differences should be assessed in the context of the range of natural variations for that parameter to determine its biological significance. The comparator(s) used in this assessment should ideally be the near isogenic parental line. In practice, this may not be feasible at all times, in which case a

⁴ The FAO/WHO expert consultation 2001 report, which includes reference to several decision trees, was used in developing the Annex to these guidelines.

⁵ Key nutrients or key anti-nutrients are those components in a particular food that may have a substantial impact in the overall diet. They may be major constituents (fats, proteins, carbohydrates as nutrients or enzyme inhibitors as anti-nutrients) or minor compounds (minerals, vitamins). Key toxicants are those toxicologically significant compounds known to be inherently present in the plant, such as those compounds whose toxic potency and level may be significant to health (e.g. solanine in potatoes if the level is increased, selenium in wheat) and allergens.

line as close as possible should be chosen. The purpose of this comparison, in conjunction with an exposure assessment as necessary, is to establish that substances that are nutritionally important or that can affect the safety of the food have not been altered in a manner that would have an adverse impact on human health.

45. The location of trial sites should be representative of the range of environmental conditions under which the plant varieties would be expected to be grown. The number of trial sites should be sufficient to allow accurate assessment of compositional characteristics over this range. Similarly, trials should be conducted over a sufficient number of generations to allow adequate exposure to the variety of conditions met in nature. To minimise environmental effects, and to reduce any effect from naturally occurring genotypic variation within a crop variety, each trial site should be replicated. An adequate number of plants should be sampled and the methods of analysis should be sufficiently sensitive and specific to detect variations in key components.

Evaluation of Metabolites

46. Some recombinant-DNA plants may have been modified in a manner that could result in new or altered levels of various metabolites in the food. Consideration should be given to the potential for the accumulation of metabolites in the food that would adversely affect human health. Safety assessment of such plants requires investigation of residue and metabolite levels in the food and assessment of any alterations in nutrient profile. Where altered residue or metabolite levels are identified in foods, consideration should be given to the potential impacts on human health using conventional procedures for establishing the safety of such metabolites (e.g. procedures for assessing the human safety of chemicals in foods).

Food Processing

47. The potential effects of food processing, including home preparation, on foods derived from recombinant-DNA plants should also be considered. For example, alterations could occur in the heat stability of an endogenous toxicant or the bioavailability of an important nutrient after processing. Information should therefore be provided describing the processing conditions used in the production of a food ingredient from the plant. For example, in the case of vegetable oil, information should be provided on the extraction process and any subsequent refining steps.

Nutritional Modification

48. The assessment of possible compositional changes to key nutrients, which should be conducted for all recombinant-DNA plants, has already been

addressed under 'Compositional analyses of key components'. However, foods derived from recombinant-DNA plants that have undergone modification to intentionally alter nutritional quality or functionality should be subjected to additional nutritional assessment to assess the consequences of the changes and whether the nutrient intakes are likely to be altered by the introduction of such foods into the food supply.

49. Information about the known patterns of use and consumption of a food, and its derivatives should be used to estimate the likely intake of the food derived from the recombinant-DNA plant. The expected intake of the food should be used to assess the nutritional implications of the altered nutrient profile both at customary and maximal levels of consumption. Basing the estimate on the highest likely consumption provides assurance that the potential for any undesirable nutritional effects will be detected. Attention should be paid to the particular physiological characteristics and metabolic requirements of specific population groups such as infants, children, pregnant and lactating women, the elderly and those with chronic diseases or compromised immune systems. Based on the analysis of nutritional impacts and the dietary needs of specific population subgroups, additional nutritional assessments may be necessary. It is also important to ascertain to what extent the modified nutrient is bioavailable and remains stable with time, processing and storage.

50. The use of plant breeding, including *in vitro* nucleic acid techniques, to change nutrient levels in crops can result in broad changes to the nutrient profile in two ways. The intended modification in plant constituents could change the overall nutrient profile of the plant product and this change could affect the nutritional status of individuals consuming the food. Unexpected alterations in nutrients could have the same effect. Although the recombinant-DNA plant components may be individually assessed as safe, the impact of the change on the overall nutrient profile should be determined.

51. When the modification results in a food product, such as vegetable oil, with a composition that is significantly different from its conventional counterpart, it may be appropriate to use additional conventional foods or food components (i.e. foods or food components whose nutritional composition is closer to that of the food derived from recombinant-DNA plant) as appropriate comparators to assess the nutritional impact of the food.

52. Because of geographical and cultural variation in food consumption patterns, nutritional changes to a specific food may have a greater impact in some geographical areas or in some cultural population than in others. Some food plants serve as the major source of a particular nutrient in some populations. The nutrient and the populations affected should be identified.

53. Some foods may require additional testing. For example, animal feeding studies may be warranted for foods derived from recombinant-DNA plants if changes in the bioavailability of nutrients are expected or if the composition is not comparable to conventional foods. Also, foods designed for health benefits may require specific nutritional, toxicological or other appropriate studies. If the characterization of the food indicates that the available data are insufficient for a thorough safety assessment, properly designed animal studies could be requested on the whole foods.

SECTION 5 – OTHER CONSIDERATIONS

POTENTIAL ACCUMULATION OF SUBSTANCES SIGNIFICANT TO HUMAN HEALTH

54. Some recombinant-DNA plants may exhibit traits (e.g., herbicide tolerance) which may indirectly result in the potential for accumulation of pesticide residues, altered metabolites of such residues, toxic metabolites, contaminants, or other substances which may be relevant to human health. The safety assessment should take this potential for accumulation into account. Conventional procedures for establishing the safety of such compounds (e.g., procedures for assessing the human safety of chemicals) should be applied.

USE OF ANTIBIOTIC RESISTANCE MARKER GENES

55. Alternative transformation technologies that do not result in antibiotic resistance marker genes in foods should be used in the future development of recombinant-DNA plants, where such technologies are available and demonstrated to be safe.

56. Gene transfer from plants and their food products to gut microorganisms or human cells is considered a rare possibility because of the many complex and unlikely events that would need to occur consecutively. Nevertheless, the possibility of such events cannot be completely discounted⁶.

57. In assessing safety of foods containing antibiotic resistance marker genes, the following factors should be considered:

- A) the clinical and veterinary use and importance of the antibiotic in question;

⁶ In cases where there are high levels of naturally occurring bacteria which are resistant to the antibiotic, the likelihood of such bacteria transferring this resistance to other bacteria will be orders of magnitude higher than the likelihood of transfer between ingested foods and bacteria.

(Certain antibiotics are the only drug available to treat some clinical conditions (e.g. vancomycin for use in treating certain staphylococcal infections). Marker genes encoding resistance to such antibiotics should not be used in recombinant-DNA plants.)

- B) whether the presence in food of the enzyme or protein encoded by the antibiotic resistance marker gene would compromise the therapeutic efficacy of the orally administered antibiotic; and

(This assessment should provide an estimate of the amount of orally ingested antibiotic that could be degraded by the presence of the enzyme in food, taking into account factors such as dosage of the antibiotic, amount of enzyme likely to remain in food following exposure to digestive conditions, including neutral or alkaline stomach conditions and the need for enzyme cofactors (e.g. ATP) for enzymatic activity and estimated concentration of such factors in food.)

- C) safety of the gene product, as would be the case for any other expressed gene product.

58. If evaluation of the data and information suggests that the presence of the antibiotic resistance marker gene or gene product presents risks to human health, the marker gene or gene product should not be present in the food. Antibiotic resistance genes used in food production that encode resistance to clinically used antibiotics should not be present in foods.

REVIEW OF SAFETY ASSESSMENTS

59. The goal of the safety assessment is a conclusion as to whether the new food is as safe as the conventional counterpart taking into account dietary impact of any changes in nutritional content or value. Nevertheless, the safety assessment should be reviewed in the light of new scientific information that calls into question the conclusions of the original safety assessment.

ANNEX: ASSESSMENT OF POSSIBLE ALLERGENICITY

SECTION 1 – INTRODUCTION

1. All newly expressed proteins⁷ in recombinant-DNA plants that could be present in the final food should be assessed for their potential to cause allergic reactions. This should include consideration of whether a newly expressed protein is one to which certain individuals may already be sensitive as well as whether a protein new to the food supply is likely to induce allergic reactions in some individuals.
2. At present, there is no definitive test that can be relied upon to predict allergic response in humans to a newly expressed protein, therefore, it is recommended that an integrated, stepwise, case by case approach, as described below, be used in the assessment of possible allergenicity of newly expressed proteins. This approach takes into account the evidence derived from several types of information and data since no single criterion is sufficiently predictive.
3. The endpoint of the assessment is a conclusion as to the likelihood of the protein being a food allergen.

SECTION 2 - ASSESSMENT STRATEGY

4. The initial steps in assessing possible allergenicity of any newly expressed proteins are the determination of: the source of the introduced protein; any significant similarity between the amino acid sequence of the protein and that of known allergens; and its structural properties, including but not limited to, its susceptibility to enzymatic degradation, heat stability and/or, acid and enzymatic treatment.
5. As there is no single test that can predict the likely human IgE response to oral exposure, the first step to characterize newly expressed proteins should be the comparison of the amino acid sequence and certain physicochemical characteristics of the newly expressed protein with those of established allergens in a weight of evidence approach. This will require the isolation of any newly expressed proteins from the recombinant-DNA plant, or the synthesis or production of the substance from an alternative source, in which case the

⁷ This assessment strategy is not applicable for assessing whether newly expressed proteins are capable of inducing gluten-sensitive or other enteropathies. The issue of enteropathies is already addressed in Assessment of possible allergenicity (proteins), paragraph 42 of the Guideline for the Conduct of Food Safety Assessment of Foods Derived from Recombinant-DNA Plants. In addition, the strategy is not applicable to the evaluation of foods where gene products are down regulated for hypoallergenic purposes.

material should be shown to be structurally, functionally and biochemically equivalent to that produced in the recombinant-DNA plant. Particular attention should be given to the choice of the expression host, since post-translational modifications allowed by different hosts (i.e.: eukaryotic vs. prokaryotic systems) may have an impact on the allergenic potential of the protein.

6. It is important to establish whether the source is known to cause allergic reactions. Genes derived from known allergenic sources should be assumed to encode an allergen unless scientific evidence demonstrates otherwise.

SECTION 3 – INITIAL ASSESSMENT

SECTION 3.1 - SOURCE OF THE PROTEIN

7. As part of the data supporting the safety of foods derived from recombinant-DNA plants, information should describe any reports of allergenicity associated with the donor organism. Allergenic sources of genes would be defined as those organisms for which reasonable evidence of IgE mediated oral, respiratory or contact allergy is available. Knowledge of the source of the introduced protein allows the identification of tools and relevant data to be considered in the allergenicity assessment. These include: the availability of sera for screening purposes; documented type, severity and frequency of allergic reactions; structural characteristics and amino acid sequence; physicochemical and immunological properties (when available) of known allergenic proteins from that source.

SECTION 3.2 – AMINO ACID SEQUENCE HOMOLOGY

8. The purpose of a sequence homology comparison is to assess the extent to which a newly expressed protein is similar in structure to a known allergen. This information may suggest whether that protein has an allergenic potential. Sequence homology searches comparing the structure of all newly expressed proteins with all known allergens should be done. Searches should be conducted using various algorithms such as FASTA or BLASTP to predict overall structural similarities. Strategies such as stepwise contiguous identical amino acid segment searches may also be performed for identifying sequences that may represent linear epitopes. The size of the contiguous amino acid search should be based on a scientifically justified rationale in order to minimize the potential for false negative or false positive results.⁸ Validated search and

⁸ It is recognized that the 2001 FAO/WHO consultation suggested moving from 8 to 6 identical amino acid segments in searches. The smaller the peptide sequence used in the stepwise comparison, the greater the likelihood of identifying false positives, inversely, the larger the peptide sequence used, the greater the likelihood of false negatives, thereby reducing the utility of the comparison.

evaluation procedures should be used in order to produce biologically meaningful results.

9. IgE cross-reactivity between the newly expressed protein and a known allergen should be considered a possibility when there is more than 35% identity in a segment of 80 or more amino acids (FAO/WHO 2001) or other scientifically justified criteria. All the information resulting from the sequence homology comparison between the newly expressed protein and known allergens should be reported to allow a case-by-case scientifically based evaluation.

10. Sequence homology searches have certain limitations. In particular, comparisons are limited to the sequences of known allergens in publicly available databases and the scientific literature. There are also limitations in the ability of such comparisons to detect non-contiguous epitopes capable of binding themselves specifically with IgE antibodies.

11. A negative sequence homology result indicates that a newly expressed protein is not a known allergen and is unlikely to be cross-reactive to known allergens. A result indicating absence of significant sequence homology should be considered along with the other data outlined under this strategy in assessing the allergenic potential of newly expressed proteins. Further studies should be conducted as appropriate (see also sections 4 and 5). A positive sequence homology result indicates that the newly expressed protein is likely to be allergenic. If the product is to be considered further, it should be assessed using serum from individuals sensitized to the identified allergenic source.

SECTION 3.3 – PEPSIN RESISTANCE

12. Resistance to pepsin digestion has been observed in several food allergens; thus a correlation exists between resistance to digestion by pepsin and allergenic potential.⁹ Therefore, the resistance of a protein to degradation in the presence of pepsin under appropriate conditions indicates that further analysis should be conducted to determine the likelihood of the newly expressed protein being allergenic. The establishment of a consistent and well-validated pepsin degradation protocol may enhance the utility of this method. However, it should be taken into account that a lack of resistance to pepsin does not exclude that the newly expressed protein can be a relevant allergen.

⁹ The method outlined in the U.S. Pharmacopoeia (1995) was used in the establishment of the correlation (Astwood *et al.* 1996).

13. Although the pepsin resistance protocol is strongly recommended, it is recognized that other enzyme susceptibility protocols exist. Alternative protocols may be used where adequate justification is provided¹⁰.

SECTION 4 – SPECIFIC SERUM SCREENING

14. For those proteins that originate from a source known to be allergenic, or have sequence homology with a known allergen, testing in immunological assays should be performed where sera are available. Sera from individuals with a clinically validated allergy to the source of the protein can be used to test the specific binding to IgE class antibodies of the protein in *in vitro* assays. A critical issue for testing will be the availability of human sera from sufficient numbers of individuals¹¹. In addition, the quality of the sera and the assay procedure need to be standardized to produce a valid test result. For proteins from sources not known to be allergenic, and which do not exhibit sequence homology to a known allergen, targeted serum screening may be considered where such tests are available as described in paragraph 17.

15. In the case of a newly expressed protein derived from a known allergenic source, a negative result in *in vitro* immunoassays may not be considered sufficient, but should prompt additional testing, such as the possible use of skin test and *ex vivo* protocols.¹² A positive result in such tests would indicate a potential allergen.

SECTION 5 – OTHER CONSIDERATIONS

16. The absolute exposure to the newly expressed protein and the effects of relevant food processing will contribute toward an overall conclusion about the potential for human health risk. In this regard, the nature of the food product intended for consumption should be taken into consideration in determining the

¹⁰ Report of Joint FAO/WHO Expert Consultation on Allergenicity of Foods Derived from Biotechnology (2001): Section "6.4 Pepsin Resistance".

¹¹ According to the Joint Report of the FAO/WHO Expert Consultation on Allergenicity of Foods Derived from Biotechnology (22-25 January 2001, Rome, Italy) a minimum of 8 relevant sera is required to achieve a 99% certainty that the new protein is not an allergen in the case of a major allergen. Similarly, a minimum of 24 relevant sera is required to achieve the same level of certainty in the case of a minor allergen. It is recognized that these quantities of sera may not be available for testing purposes.

¹² *Ex vivo* procedure is described as the testing for allergenicity using cells or tissue culture from allergic human subjects (Report of Joint FAO/WHO Expert Consultation on Allergenicity of Foods derived from Biotechnology).

types of processing which would be applied and its effects on the presence of the protein in the final food product.

17. As scientific knowledge and technology evolves, other methods and tools may be considered in assessing the allergenicity potential of newly expressed proteins as part of the assessment strategy. These methods should be scientifically sound and may include targeted serum screening (i.e. the assessment of binding to IgE in sera of individuals with clinically validated allergic responses to broadly-related categories of foods); the development of international serum banks; use of animal models; and examination of newly expressed proteins for T-cell epitopes and structural motifs associated with allergens.

**GUIDELINE FOR THE CONDUCT OF FOOD SAFETY
ASSESSMENT OF FOODS PRODUCED USING
RECOMBINANT-DNA MICROORGANISMS**

*CAC/GL 46-2003***SECTION 1 – SCOPE**

1. This Guideline supports the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology and addresses safety and nutritional aspects of foods produced through the actions of recombinant-DNA microorganisms.¹ The recombinant-DNA microorganisms that are used to produce these foods are typically derived using the techniques of modern biotechnology from strains that have a history of safe, purposeful use in food production. However, in instances where the recipient strains do not have a history of safe use their safety will have to be established.² Such food and food ingredients may contain viable or non-viable recombinant-DNA microorganisms or may be produced by fermentation using recombinant-DNA microorganisms from which the recombinant-DNA microorganisms may have been removed.

2. Recognizing that the following issues may have to be addressed by other bodies or other instruments, this document does not address:

- safety of microorganisms used in agriculture (for plant protection, biofertilizers, in animal feed or food derived from animals fed the feed etc.);
- risks related to environmental releases of recombinant-DNA microorganisms used in food production;
- safety of substances produced by microorganisms that are used as additives or processing aids, including enzymes for use in food production³;

¹ The microorganisms included in these applications are bacteria, yeasts, and filamentous fungi. (Such uses could include, but are not limited to, production of yogurt, cheese, fermented sausages, natto, kimchi, bread, beer, and wine.)

² The criterion for establishing the safety of microorganisms used in the production of foods where there is no history of safe use is beyond the scope of the current document.

³ The Joint FAO/WHO Expert Committee on Food Additives (JECFA) is revising guidelines for General Specifications and Considerations for Enzyme Preparations used in food processing. These guidelines have been used to evaluate enzyme preparations derived from genetically modified microorganisms.

- specific purported health benefits or probiotic effects that may be attributed to the use of microorganisms in food; or
- issues relating to the safety of food production workers handling recombinant-DNA microorganisms.

3. A variety of microorganisms used in food production have a long history of safe use that predates scientific assessment. Few microorganisms have been assessed scientifically in a manner that would fully characterize all potential risks associated with the food they are used to produce, including, in some instances, the consumption of viable microorganisms. Furthermore, the Codex principles of risk analysis, particularly those for risk assessment, are primarily intended to apply to discrete chemical entities such as food additives and pesticide residues, or specific chemical or microbial contaminants that have identifiable hazards and risks; they were not originally intended to apply to intentional uses of microorganisms in food processing or in the foods transformed by microbial fermentations. The safety assessments that have been conducted have focused primarily on the absence of properties associated with pathogenicity in these microorganisms and the absence of reports of adverse events attributed to ingestion of these microorganisms, rather than evaluating the results of prescribed studies. Further, many foods contain substances that would be considered harmful if subjected to conventional approaches to safety testing. Thus, a more focused approach is required where the safety of a whole food is being considered.

4. Information considered in developing this approach includes:

- A) uses of living microorganisms in food production;
- B) consideration of the types of genetic modifications likely to have been made in these organisms;
- C) the types of methodologies available for performing a safety assessment; and
- D) issues specific to the use of the recombinant-DNA microorganism in food production, including its genetic stability, potential for gene transfer, colonization of the gastrointestinal tract and persistence⁴ therein, interactions that the recombinant-DNA microorganism may

⁴ Persistence connotes survival of microorganisms in the gastrointestinal tract longer than two intestinal transit times (International Life Science Institute, *The safety assessment of viable genetically modified microorganisms used as food*, 1999, Brussels; the Joint FAO/WHO Expert Consultation on Foods Derived from Biotechnology- *Safety assessment of foods derived from genetically modified microorganisms*, 24-28 September, 2001, Geneva, Switzerland).

have with the gastrointestinal flora or the mammalian host, and any impact of the recombinant-DNA microorganism on the immune system.

5. This approach is based on the principle that the safety of foods produced using recombinant-DNA microorganisms is assessed relative to the conventional counterparts that have a history of safe use, not only for the food produced using a recombinant-DNA microorganism, but also for the microorganism itself. This approach takes both intended and unintended effects into account. Rather than trying to identify every hazard associated with a particular food or the microorganism, the intention is to identify new or altered hazards relative to the conventional counterpart.

6. This safety assessment approach falls within the risk assessment framework as discussed in Section 3 of the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology. If a new or altered hazard, nutritional or other food safety concern is identified by the safety assessment, the risk associated with it would first be assessed to determine its relevance to human health. Following the safety assessment and, if necessary, further risk assessment, the food or component of food, such as a microorganism used in production, would be subjected to risk management considerations in accordance with the Principles for the Risk Analysis of Foods Derived from Modern Biotechnology before it is considered for commercial distribution.

7. Risk management measures such as post-market monitoring of consumer health effects may assist the risk assessment process. These are discussed in paragraph 20 of the Principles for the Risk Analysis of Foods derived from Modern Biotechnology.

8. The Guideline describes approaches recommended for making safety assessments of foods produced using recombinant-DNA microorganisms, using comparison to a conventional counterpart. The safety assessment will focus on the safety of the recombinant-DNA microorganisms used in food production, and, where appropriate, on metabolites produced by the action of recombinant-DNA microorganisms on food. The Guideline identifies the data and information that are generally applicable to making such assessments. When conducting a comparison of a recombinant-DNA microorganism or a food produced using recombinant-DNA microorganism with their respective conventional counterparts, any identified differences should be taken into account, whether they are the result of intended or unintended effects. Due consideration should be given to the interactions of the recombinant-DNA microorganism with the food matrix or the microflora and to the safety of any newly-expressed protein(s) and secondary metabolic products. While this Guideline is designed for foods produced using recombinant-DNA microorganisms or their components, the approach described could, in general,

be applied to foods produced using microorganisms that have been altered by other techniques.

SECTION 2 – DEFINITIONS

9. The definitions below apply to this Guideline:

“**Recombinant-DNA Microorganism**” - means bacteria, yeasts or filamentous fungi in which the genetic material has been changed through *in vitro* nucleic acid techniques including recombinant deoxyribonucleic acid (DNA) and direct injection of nucleic acid into cells or organelles.

“**Conventional Counterpart**”⁵ – means:

- a microorganism/strain with a known history of safe use in producing and/or processing the food and related to the recombinant-DNA strain. The microorganism may be viable in the food or may be removed in processing or rendered non-viable during processing; or
- food produced using the traditional food production microorganisms for which there is experience of establishing safety based on common use in food production.

SECTION 3 - INTRODUCTION TO FOOD SAFETY ASSESSMENT

10. Most foods produced as a result of the purposeful growth of microorganisms have their origins in antiquity, and have been deemed safe long before the emergence of scientific methods for assessing safety. Microorganisms possess properties, such as fast growth rates, that enable genetic modifications, whether employing conventional techniques or modern biotechnology, to be implemented in short time frames. Microorganisms used in food production derived using conventional genetic techniques have not customarily been systematically subjected to extensive chemical, toxicological, epidemiological, or medical evaluations prior to marketing. Instead microbiologists, mycologists, and food technologists have evaluated new strains of bacteria, yeasts and filamentous fungi for phenotypic characteristics that are useful in relation to food production.

11. Safety assessments of recombinant-DNA microorganisms should document the use of related microorganisms in foods, the absence of properties known to be characteristic of pathogens in the recombinant-DNA microorganisms or the

⁵ It is recognized that for the foreseeable future, microorganisms derived from modern biotechnology will not be used as conventional counterparts.

recipient strains used for constructing the recombinant-DNA microorganisms, and known adverse events involving the recipient or related organisms. In addition, when a recombinant DNA microorganism directly affects or remains in the food, any effects on the safety of the food should be examined.

12. The use of animal models for assessing toxicological effects is a major element in the risk assessment of many compounds, such as pesticides. In most cases, however, the substance to be tested is well characterized, of known purity, of no particular nutritional value, and human exposure to it is generally low. It is therefore relatively straightforward to feed such compounds to animals at a range of doses some several orders of magnitude greater than the expected human exposure levels, in order to identify any potential adverse health effects of importance to humans. In this way, it is possible, in most cases, to estimate levels of exposure at which adverse effects are not observed and to set safe intake levels by the application of appropriate safety factors.

13. Animal studies cannot readily be applied to testing the risks associated with whole foods, which are complex mixtures of compounds, and often characterized by a wide variation in composition and nutritional value. Due to their bulk and effect on satiety, they can usually only be fed to animals at low multiples of the amounts that might be present in the human diet. In addition, a key factor to consider in conducting animal studies on foods is the nutritional value and balance of the diets used, in order to avoid the induction of adverse effects that are not related directly to the material itself. Detecting any potential adverse effects and relating these conclusively to an individual characteristic of the food can therefore be extremely difficult. If the characterization of the food indicates that the available data are insufficient for a thorough safety assessment, properly designed animal studies could be requested on the whole food. Another consideration in deciding the need for animal studies is whether it is appropriate to subject experimental animals to such a study if it is unlikely to give rise to meaningful information.

14. Animal studies typically employed in toxicological evaluations also cannot be readily applied to testing potential risks associated with ingestion of microorganisms used for food production. Microorganisms are living entities, containing complex structures composed of many biochemicals, and therefore are not comparable to pure compounds. In some processed foods, they can survive processing and ingestion and can compete and, in some cases, be retained in the intestinal environment for significant periods of time. Appropriate animal studies should be used to evaluate the safety of recombinant-DNA microorganisms where the donor, or the gene or gene product do not have a history of safe use in food, taking into account available information regarding the donor and the characterization of the modified genetic material and the gene product. Further, appropriately designed studies in

animals may be used to assess the nutritional value of the food or the bioavailability of the newly expressed substance in the food.

15. Due to the difficulties of applying traditional toxicological testing and risk assessment procedures to whole foods, a more focused approach is required for the safety assessment of foods produced using recombinant-DNA microorganisms. This has been addressed by the development of a multidisciplinary approach for assessing safety that takes into account the intended effect, the nature of the modification and detectable unintended changes that may occur in the microorganism or in its action on the food, using the concept of substantial equivalence⁶.

16. While the focus of a safety assessment will be on the recombinant-DNA microorganism, additional information on its interaction with the food matrix should be taken into consideration when applying the concept of substantial equivalence, which is a key step in the safety assessment process. However, the concept of substantial equivalence is not a safety assessment in itself. Rather it represents the starting point that is used to structure the safety assessment of both a recombinant-DNA microorganism relative to its conventional counterpart and the food produced using recombinant-DNA microorganism relative to its conventional counterpart. This concept is used to identify for evaluation similarities and differences between a recombinant-DNA microorganisms used in food processing as well as the food produced using the recombinant-DNA microorganisms and their respective conventional counterparts as defined in paragraph 9. It aids in the identification of potential safety and nutritional issues and is considered the most appropriate strategy to date for safety assessment of foods produced using recombinant-DNA microorganisms. The safety assessment carried out in this way does not imply absolute safety of the new product; rather, it focuses on assessing the safety of any identified differences so that the safety of the recombinant-DNA microorganism and the food produced using recombinant-DNA microorganism can be considered relative to their respective conventional counterparts.

UNINTENDED EFFECTS

17. In achieving the objective of conferring a specific target trait (intended effect) to a microorganism by the addition, substitution, removal, or

⁶ The concept of *substantial equivalence* as described in the Joint FAO/WHO Expert Consultation on Foods Derived from Biotechnology- Safety aspects of genetically modified plants, 29 May – 2 June, 2000, Geneva, Switzerland, and Section 4.3 of the Joint FAO/WHO Expert Consultation of Foods Derived from Biotechnology, - Safety assessment of foods derived from genetically modified microorganisms, 24-28 September, 2001, Geneva, Switzerland.

rearrangement of defined DNA sequences, including those used for the purpose of DNA transfer or maintenance in the recipient organism, additional traits could, in some cases, be acquired or existing traits could be lost or modified. The potential for occurrence of unintended effects is not restricted to the use of *in vitro* nucleic acid techniques. Rather, it is an inherent and general phenomenon that can also occur in the development of strains using traditional genetic techniques and procedures, or from exposure of microorganisms to intentional or unintended selective pressures. Unintended effects may be deleterious, beneficial, or neutral with respect to competition with other microorganisms, ecological fitness of the microorganism, the microorganism's effects on humans after ingestion, or the safety of foods produced using the microorganism. Unintended effects in recombinant-DNA microorganisms may also arise through intentional modification of DNA sequences or they may arise through recombination or other natural events in the recombinant-DNA microorganism. Safety assessment should include data and information to reduce the possibility that a food derived from a recombinant-DNA microorganism would have an unexpected, adverse effect on human health.

18. Unintended effects can result from the insertion of DNA sequences new to a microorganism into the microbial genome; they may be compared with those observed following the activity of naturally occurring transposable genetic elements. Insertion of DNA may lead to changes in expression of genes in the genome of the recipient. The insertion of DNA from heterologous sources into a gene may also result in the synthesis of a chimeric protein, also referred to as a fusion protein. In addition genetic instability and its consequences need to be considered.

19. Unintended effects may also result in the formation of new or changed patterns of metabolites. For example, the expression of enzymes at high levels or the expression of an enzyme new to the organism may give rise to secondary biochemical effects, changes in the regulation of metabolic pathways, or altered levels of metabolites.

20. Unintended effects due to genetic modification may be subdivided into two groups: those that could be predicted and those that are "unexpected." Many unintended effects are largely predictable based on knowledge of the added trait, its metabolic consequences or of the site of insertion. Due to the expanding knowledge of microbial genomes and physiology, and the increased specificity in function of genetic materials introduced through recombinant-DNA techniques compared with other forms of genetic manipulation, it may become easier to predict unintended effects of a particular modification. Molecular biological and biochemical techniques can also be used to analyse changes that occur at the level of transcription and translation that could lead to unintended effects.

21. The safety assessment of foods produced using recombinant-DNA microorganisms involves methods to identify and detect such unintended effects and procedures to evaluate their biological relevance and potential impact on food safety. A variety of data and information is necessary to assess unintended effects, because no individual test can detect all possible unintended effects or identify, with certainty, those relevant to human health. These data and information, when considered in total, should provide assurance that the food is unlikely to have an adverse effect on human health. The assessment of unintended effects takes into account the biochemical, and physiological characteristics of the microorganism that are typically selected for improving strains for commercial food or beverage uses. These determinations provide a first screen for microorganisms that exhibit unintended traits. Recombinant-DNA microorganisms that pass this screen are subjected to safety assessment as described in Section 4.

FRAMEWORK OF FOOD SAFETY ASSESSMENT

22. The safety assessment of a food produced using a recombinant-DNA microorganism is based on determining the safety of using the microorganism, which follows a stepwise process of addressing relevant factors that include:

- A) Description of the recombinant-DNA microorganism;
- B) Description of the recipient microorganism and its use in food production;
- C) Description of the donor organism(s);
- D) Description of the genetic modification(s) including vector and construct;
- E) Characterization of the genetic modification(s);
- F) Safety assessment:
 - a) expressed substances: assessment of potential toxicity and other traits related to pathogenicity;
 - b) compositional analyses of key components;
 - c) evaluation of metabolites;
 - d) effects of food processing;
 - e) assessment of immunological effects;
 - f) assessment of viability and residence of microorganisms in the human gastrointestinal tract;
 - g) antibiotic resistance and gene transfer; and

h) nutritional modification.

23. In certain cases, the characteristics of the microorganisms and/or the foods produced/processed using these microorganisms may necessitate generation of additional data and information to address issues that are unique to the microorganisms and/or food products under review.

24. Experiments intended to develop data for safety assessments should be designed and conducted in accordance with sound scientific concepts and principles, as well as, where appropriate, Good Laboratory Practice. Primary data should be made available to regulatory authorities upon request. Data should be obtained using sound scientific methods and analysed using appropriate statistical techniques. The sensitivity of all analytical methods should be documented.

25. The goal of each safety assessment is to provide assurance, in the light of the best available scientific knowledge, that the food will not cause harm when prepared or consumed according to its intended use, nor should the organism itself cause harm when viable organisms remain in the food. Safety assessments should address the health aspects for the whole population, including immunocompromised individuals, infants, and the elderly. The expected endpoint of such an assessment will be a conclusion regarding whether the new food and/or microorganisms are as safe as the conventional counterparts taking into account dietary impact of any changes in nutritional content or value. Where the microorganism is likely to be viable upon ingestion, its safety should be compared to a conventional counterpart taking into account residence of the recombinant-DNA microorganism in the gastrointestinal tract, and where appropriate, interactions between it and the gastrointestinal flora of mammals (especially humans) and impacts of the recombinant-DNA microorganism on the immune system. In essence, the outcome of the safety assessment process is to define the product under consideration in such a way as to enable risk managers to determine whether any measures are needed to protect the health of consumers and if so to make well-informed and appropriate decisions in this regard.

SECTION 4- GENERAL CONSIDERATIONS

DESCRIPTION OF THE RECOMBINANT-DNA MICROORGANISM

26. A description of the bacterial, yeast, or fungal strain and the food being presented for safety assessment should be provided. This description should be sufficient to aid in understanding the nature of the organism or food produced using the organism being submitted for safety assessment. Recombinant-DNA microorganisms used in food production or contained in food should be conserved as stock cultures with appropriate identification using molecular

methods, and preferably, in established culture collections. This may facilitate the review of the original safety assessment. Such stock cultures should be made available to regulatory authorities upon request.

DESCRIPTION OF THE RECIPIENT MICROORGANISM AND ITS USE IN FOOD PRODUCTION

27. A comprehensive description of the recipient microorganism or microorganism subjected to the modification should be provided. Recipient microorganisms should have a history of safe use in food production or safe consumption in foods. Organisms that produce toxins, antibiotics or other substances that should not be present in food, or that bear genetic elements that could lead to genetic instability, antibiotic resistance or that are likely to contain genes conferring functions associated with pathogenicity (i.e., also known as pathogenicity islands or virulence factors) should not be considered for use as recipients. The necessary data and information should include, but need not be restricted to:

- A) identity: scientific name, common name or other name(s) used to reference the microorganism, strain designation, information about the strain and its source, or accession numbers or other information from a recognized culture repository from which the organism or its antecedents may be obtained, if applicable, information supporting its taxonomical assignment;
- B) history of use and cultivation, known information about strain development (including isolation of mutations or antecedent strains used in strain construction); in particular, identifying traits that may adversely impact human health;
- C) information on the recipient microorganism's genotype and phenotype relevant to its safety, including any known toxins, antibiotics, antibiotic resistance factors or other factors related to pathogenicity, or immunological impact, and information about the genetic stability of the microorganism;
- D) history of safe use in food production or safe consumption in food; and
- E) information on the relevant production parameters used to culture the recipient microorganism.

28. Relevant phenotypic and genotypic information should be provided not only for the recipient microorganism, but also for related species and for any extra-chromosomal genetic elements that contribute to the functions of the recipient strain, particularly if the related species are used in foods or involved in pathogenic effects in humans or other animals. Information on the genetic

stability of the recipient microorganism should be considered including, as appropriate, the presence of mobile DNA elements, i.e. insertion sequences, transposons, plasmids, and prophages.

29. The history of use may include information on how the recipient microorganism is typically grown, transported and stored, quality assurance measures typically employed, including those to verify strain identity and production specifications for microorganisms and foods, and whether these organisms remain viable in the processed food or are removed or rendered non-viable as a consequence of processing.

DESCRIPTION OF THE DONOR ORGANISM(S)

30. Information should be provided on the donor organism(s) and any intermediate organisms, when applicable, and, when relevant, related organisms. It is particularly important to determine if the donor or intermediate organism(s) or other closely related species naturally exhibit characteristics of pathogenicity or toxin production, or have other traits that affect human health. The description of the donor or intermediate organism(s) should include:

- A) identity: scientific name, common name or other name(s) used to reference the organism, strain designation, information about the strain and its source, or accession numbers or other information from a recognized culture repository from which the organism or its antecedents may be obtained, if applicable, and information supporting its taxonomic assignment;
- B) information about the organism or related organisms that concerns food safety;
- C) information on the organism's genotype and phenotype relevant to its safety including any known toxins, antibiotics, antibiotic resistance factors or other factors related to pathogenicity, or immunological impact; and
- D) information on the past and present use, if any, in the food supply and exposure route(s) other than intended food use (e.g., possible presence as contaminants).

DESCRIPTION OF THE GENETIC MODIFICATION(S) INCLUDING VECTOR AND CONSTRUCT

31. Sufficient information should be provided on the genetic modification(s) to allow for the identification of all genetic material potentially delivered to or modified in the recipient microorganism and to provide the necessary

information for the analysis of the data supporting the characterization of the DNA added to, inserted into, modified in, or deleted from the microbial genome.

32. The description of the strain construction process should include:

- A) information on the specific method(s) used for genetic modification;
- B) information on the DNA used to modify the microorganism, including the source (e.g., plant, microbial, viral, synthetic), identity and expected function in the recombinant-DNA microorganism, and copy number for plasmids; and
- C) intermediate recipient organisms including the organisms (e.g., other bacteria or fungi) used to produce or process DNA prior to introduction into the final recipient organism.

33. Information should be provided on the DNA added, inserted, deleted, or modified, including:

- A) the characterization of all genetic components including marker genes, vector genes, regulatory and other elements affecting the function of the DNA;
- B) the size and identity;
- C) the location and orientation of the sequence in the final vector/construct; and
- D) the function.

CHARACTERIZATION OF THE GENETIC MODIFICATION(S)

34. In order to provide clear understanding of the impact of the genetic modification on the composition and safety of foods produced using recombinant-DNA microorganisms, a comprehensive molecular and biochemical characterization of the genetic modification should be carried out. To facilitate the safety assessment, the DNA to be inserted should be preferably limited to the sequences necessary to perform the intended functions.

35. Information should be provided on the DNA modifications in the recombinant DNA microorganism; this should include:

- A) the characterization and description of the added, inserted, deleted, or otherwise modified genetic materials, including plasmids or other carrier DNA used to transfer desired genetic sequences. This should include an analysis of the potential for mobilization of any plasmids or other genetic elements used, the locations of the added, inserted, deleted, or otherwise modified genetic materials (site on a chromo-

- somal or extra-chromosomal location); if located on a multi-copy plasmid, the copy number of the plasmid;
- B) the number of insertion sites;
 - C) the organisation of the modified genetic material at each insertion site including the copy number and sequence data of the inserted, modified, or deleted material, plasmids or carrier DNA used to transfer the desired genetic sequences, and the surrounding sequences. This will enable the identification of any substances expressed as a consequence of the inserted, modified or deleted material;
 - D) identification of any open reading frames within inserted DNA, or created by the modifications to contiguous DNA in the chromosome or in a plasmid, including those that could result in fusion proteins; and
 - E) particular reference to any sequences known to encode, or to influence the expression of, potentially harmful functions.
36. Information should be provided on any expressed substances in the recombinant-DNA microorganism; this should include:
- A) the gene product(s) (e.g., a protein or an untranslated RNA) or other information such as analysis of transcripts or expression products to identify any new substances that may be present in the food;
 - B) the gene product's function;
 - C) the phenotypic description of the new trait(s);
 - D) the level and site of expression (intracellular, periplasmic - for Gram-negative bacteria, organellar - in eukaryotic microorganisms, secreted) in the microorganism of the expressed gene product(s), and, when applicable, the levels of its metabolites in the organism;
 - E) the amount of the inserted gene product(s) if the function of the expressed sequence(s)/gene(s) is to alter the level of a specific endogenous mRNA or protein; and
 - F) the absence of a gene product, or alterations in metabolites related to gene products, if applicable to the intended function(s) of the genetic modification(s).
37. In addition, information should be provided:

- A) to demonstrate whether the arrangement of the modified genetic material has been conserved⁷ or whether significant rearrangements have occurred after introduction to the cell and propagation of the recombinant strain to the extent needed for its use(s) in food production, including those that may occur during its storage according to current techniques;
- B) to demonstrate whether deliberate modifications made to the amino acid sequence of the expressed protein result in changes in its post-translational modification or affect sites critical for its structure or function;
- C) to demonstrate whether the intended effect of the modification has been achieved and that all expressed traits are expressed and inherited in a manner that is stable for the extent of propagation needed for its use(s) in food production and is consistent with laws of inheritance. It may be necessary to examine the inheritance of the inserted or modified DNA or the expression of the corresponding RNA if the phenotypic characteristics cannot be measured directly⁸;
- D) to demonstrate whether the newly expressed trait(s) is expressed as expected and targeted to the appropriate cellular location or is secreted in a manner and at levels that is consistent with the associated regulatory sequences driving the expression of the corresponding gene;
- E) to indicate whether there is any evidence to suggest that one or more genes in the recipient microorganism has been affected by the modifications or the genetic exchange process; and
- F) to confirm the identity and expression pattern of any new fusion proteins.

SAFETY ASSESSMENT

38. The safety assessment of the modified microorganism should be performed on a case by case basis depending on the nature and extent of the introduced changes. Conventional toxicology studies may not be considered necessary

⁷ Microbial genomes are more fluid than those of higher eukaryotes; that is, the organisms grow faster, adapt of changing environments, and are more prone to change. Chromosomal rearrangements are common. The general genetic plasticity of microorganisms may affect recombinant DNA in microorganisms and must be considered in evaluating the stability of recombinant DNA microorganisms.

⁸ Modified strains should be maintained in a manner to enable verification of the genetic stability.

where the substance or a closely related substance has, taking into account its function and exposure, been consumed safely in food. In other cases, the use of appropriate conventional toxicology or other studies on the new substance may be necessary. Effects of the recombinant-DNA microorganism on the food matrix should be considered as well. If the characterisation of the food indicates that the available data are insufficient for a thorough safety assessment, properly designed animal or *in vitro* studies with the recombinant-DNA microorganism and/or the food produced using it could be considered necessary.

Expressed Substances: Assessment of Potential Toxicity and Other Traits Related to Pathogenicity

39. When a substance is new to foods or food processing, the use of conventional toxicology studies or other applicable studies on the new substance will be necessary. This may require the isolation of the new substance from the recombinant-DNA microorganism, the food product if the substance is secreted, or, if necessary, the synthesis or production of the substance from an alternative source, in which case the material should be shown to be structurally, functionally, and biochemically equivalent to that produced in the recombinant-DNA microorganism. Information on the anticipated exposure of consumers to the substance, the potential intake and dietary impact of the substance should be provided.

40. The safety assessment of the expressed substance should take into account its function and concentration in the food. The number of viable microorganisms remaining in the food should be also determined and compared to a conventional counterpart. All quantitative measurements should be analysed using appropriate statistical techniques. Current dietary exposure and possible effects on population sub-groups should also be considered.

- In the case of proteins, the assessment of potential toxicity should take into account the structure and function of the protein and should focus on amino acid sequence similarity between the protein and known protein toxins and anti-nutrients (e.g., protease inhibitors, siderophores) as well as stability to heat or processing and to degradation in appropriate representative gastric and intestinal model systems. Appropriate oral toxicity studies⁹ may be carried out in cases where the protein is present in the food, but is not closely similar to proteins that have been safely consumed in food, and has not previously been consumed safely in food, and taking into account its biological function in microorganisms where known.

⁹ Guidelines for oral toxicity studies have been developed in international fora, for example the OECD Guidelines for the Testing of Chemicals.

- Potential toxicity of non-protein substances that have not been safely consumed in food should be assessed in a case-by-case basis depending on the identity, concentration, and biological function of the substance and dietary exposure. The type of studies to be performed may include evaluations of metabolism, toxicokinetics, chronic toxicity/ carcinogenicity, impact on reproductive function, and teratogenicity.

41. The newly expressed or altered properties should be shown to be unrelated to any characteristics of donor organisms that could be harmful to human health. Information should be provided to ensure that genes coding for known toxins or anti-nutrients present in the donor organisms are not transferred to recombinant-DNA microorganisms that do not normally express those toxic or anti-nutritious characteristics.

- Additional *in vivo* or *in vitro* studies may be needed on a case-by-case basis to assess the toxicity of expressed substances, taking into account the potential accumulation of any substances, toxic metabolites or antibiotics that might result from the genetic modification.

Compositional Analyses of Key Components

42. Analyses of concentrations of key components¹⁰ of foods produced by recombinant-DNA microorganisms should be compared with an equivalent analysis of a conventional counterpart produced under the same conditions. The statistical significance of any observed differences should be assessed in the context of the range of natural variations for that parameter to determine its biological significance. Ideally, the comparator(s) used in this assessment should be food produced using the near isogenic parent strain. The purpose of this comparison, in conjunction with an exposure assessment as necessary, is to establish that substances that can affect the safety of the food have not been altered in a manner that would have an adverse impact on human health.

Evaluation of Metabolites

43. Some recombinant-DNA microorganisms may be modified in a manner that could result in new or altered levels of various metabolites in foods produced

¹⁰ Key nutrients or key anti-nutrients are those components in a particular food that may have a substantial impact in the overall diet. They may be major nutritional constituents (fats, proteins, carbohydrates), enzyme inhibitors as anti-nutrients, or minor compounds (minerals, vitamins). Key toxicants are those toxicologically significant compounds known to be produced by the microorganism, such as those compounds whose toxic potency and level may be significant to health. Microorganisms traditionally used in food processing are not usually known to produce such compounds under production conditions.

using these organisms. Where altered metabolite levels are identified in foods, consideration should be given to the potential impacts on human health using conventional procedures for establishing the safety of such metabolites (e.g., procedures for assessing the human safety of chemicals in foods).

44. New or altered levels of metabolites produced by a recombinant-DNA microorganism may change the population of microorganisms in mixed culture, potentially increasing the risk for growth of harmful organisms or accumulation of harmful substances. Possible effects of genetic modification of a microorganism on other microorganisms should be assessed when a mixed culture of microorganisms is used for food processing, such as for production of natural cheese, miso, soy sauce, etc.

Effects of Food Processing

45. The potential effects of food processing, including home preparation, on foods produced using recombinant-DNA microorganisms should also be considered. For example, alterations could occur in the heat stability of an endogenous toxicant or the bioavailability of an important nutrient after processing. Information should therefore be provided describing the processing conditions used in the production of a food. For example, in the case of yoghurt, information should be provided on the growth of the organism and culture conditions.

Assessment of Immunological Effects

46. When the protein(s) resulting from an inserted gene is present in the food, it should be assessed for its potential to cause allergy. The likelihood that individuals may already be sensitive to the protein and whether a protein new to the food supply will induce allergic reactions should be considered. A detailed presentation of issues to be considered is presented in the Annex to this guideline.

47. Genes derived from known allergenic sources should be assumed to encode an allergen and be avoided unless scientific evidence demonstrates otherwise. The transfer of genes from organisms known to elicit gluten-sensitive enteropathy in sensitive individuals should be avoided unless it is documented that the transferred gene does not code for an allergen or for a protein involved in gluten-sensitive enteropathy.

48. Recombinant-DNA microorganisms that remain viable in foods may interact with the immune system in the gastrointestinal tract. Closer examination of these interactions will depend on the types of differences between the recombinant-DNA microorganism and its conventional counterpart.

Assessment of Viability and Residence of Microorganisms in the Human Gastrointestinal Tract

49. In some foods produced using recombinant-DNA microorganisms, ingestion of these microorganisms and their residence¹¹ may have an impact on the human intestinal tract. The need for further testing of such microorganisms should be based on the presence of their conventional counterpart in foods, and the nature of the intended and unintended effects of genetic modifications. If processing of the final food product eliminates viable microorganisms (by heat treatment in baking bread, for example), or if accumulations of end-products toxic to the microorganism (such as alcohol or acids) eliminate viability, then viability and residence of microorganisms in the alimentary system need no examination.

50. For applications in which recombinant-DNA microorganisms used in production remain viable in the final food product, (for example, organisms in some dairy products), it may be desirable to demonstrate the viability (or residence time) of the microorganism alone and within the respective food matrix in the digestive tract and the impact on the intestinal microflora in appropriate systems. The nature of intended and unintended effects of genetic modification and the degree of differences from the conventional counterpart will determine the extent of such testing.

ANTIBIOTIC RESISTANCE AND GENE TRANSFER

51. In general, traditional strains of microorganisms developed for food processing uses have not been assessed for antibiotic resistance. Many microorganisms used in food production possess intrinsic resistance to specific antibiotics. Such properties need not exclude such strains from consideration as recipients in constructing recombinant-DNA microorganisms. However, strains in which antibiotic resistance is encoded by transmissible genetic elements should not be used where such strains or these genetic elements are present in the final food. Any indication of the presence of plasmids, transposons, and integrons containing such resistance genes should be specifically addressed.

¹¹ Permanent life-long colonization by ingested microorganisms is rare. Some orally administered microorganisms have been recovered in faeces or in the colonic mucosa weeks after feeding ceased. Whether the genetically modified microorganism is established in the gastrointestinal tract or not, the possibility remains that it might influence the microflora or the mammalian host (Joint FAO/WHO Expert Consultation on Foods Derived from Biotechnology – *Safety assessment of foods derived from genetically modified microorganism*, 24-28 September, 2001, Geneva, Switzerland).

52. Alternative technologies, demonstrated to be safe, that do not rely on antibiotic resistance marker genes in viable microorganisms present in foods should be used for selection purposes in recombinant-DNA microorganisms. In general, use of antibiotic resistance markers for constructing intermediate strains should pose no significant hazards that would exclude the use of the ultimate strains in food production, provided that the antibiotic resistance marker genes have been removed from the final construct.

53. Transfer of plasmids and genes between the resident intestinal microflora and ingested recombinant-DNA microorganisms may occur. The possibility and consequences of gene transfer from recombinant-DNA microorganisms and food products produced by recombinant-DNA microorganisms to gut microorganisms or human cells should also be considered. Transferred DNA would be unlikely to be maintained in the absence of selective pressure. Nevertheless, the possibility of such events cannot be completely discounted.

54. In order to minimize the possibility of gene transfer, the following steps should be considered:

- A) chromosomal integration of the inserted genetic material may be preferable to localization on a plasmid;
- B) where the recombinant-DNA microorganism will remain viable in the gastrointestinal tract, genes should be avoided in the genetic construct that could provide a selective advantage to recipient organisms to which the genetic material is unintentionally transferred; and
- C) sequences that mediate integration into other genomes should be avoided in constructing the introduced genetic material.

NUTRITIONAL MODIFICATION

55. The assessment of possible compositional changes to key nutrients, which should be conducted for all foods produced using recombinant-DNA microorganisms, has already been addressed under 'Compositional analyses of key components.' If such nutritional modifications have been implemented, the food should be subjected to additional testing to assess the consequences of the changes and whether the nutrient intakes are likely to be altered by the introduction of such foods into the food supply.

56. Information about the known patterns of use and consumption of a food and its derivatives should be used to estimate the likely intake of the food produced using the recombinant-DNA microorganism. The expected intake of the food should be used to assess the nutritional implications of the altered nutrient profile both at customary and maximal levels of consumption. Basing the estimate on the highest likely consumption provides assurance that the potential

for any undesirable nutritional effects will be detected. Attention should be paid to the particular physiological characteristics and metabolic requirements of specific population groups such as infants, children, pregnant and lactating women, the elderly and those with chronic diseases or compromised immune systems. Based on the analysis of nutritional impacts and the dietary needs of specific population subgroups, additional nutritional assessments may be necessary. It is also important to ascertain to what extent the modified nutrient is bioavailable and remains stable with time, processing, and storage.

57. The use of modern biotechnology to change nutrient levels in foods produced using microorganisms could result in broad changes to the nutrient profile. The intended modification in the microorganism could alter the overall nutrient profile of the product, which, in turn, could affect the nutritional status of individuals consuming the food. The impact of changes that could affect the overall nutrient profile should be determined.

58. When the modification results in a food product with a composition that is significantly different from its conventional counterpart, it may be appropriate to use additional conventional foods or food components (i.e., foods whose nutritional composition is closer to that of the food produced using the recombinant-DNA microorganism) as appropriate comparators to assess the nutritional impact of the food.

59. Some foods may require additional testing. For example, animal-feeding studies may be warranted for foods produced using recombinant-DNA microorganisms if changes in the bioavailability of nutrients are expected or if the composition is not comparable to conventional foods. Also, foods designed for health benefits, may require an assessment beyond the scope of these guidelines such as specific nutritional, toxicological or other appropriate studies. If the characterization of the food indicates that the available data are insufficient for a thorough safety assessment, properly designed animal studies could be requested on the whole food.

REVIEW OF SAFETY ASSESSMENTS

60. The goal of the safety assessment is a conclusion as to whether the food produced using a recombinant-DNA microorganism is as safe as the conventional counterpart taking into account dietary impact of any changes in nutritional content or value. Nevertheless, the safety assessment should be reviewed in the light of new scientific information that calls into question the conclusions of the original safety assessment.

ANNEX: ASSESSMENT OF POSSIBLE ALLERGENICITY

SECTION 1 – INTRODUCTION

1. All newly expressed proteins¹² produced by recombinant-DNA microorganisms that could be present in the final food should be assessed for their potential to cause allergic reactions. This should include consideration of whether a newly expressed protein is one to which certain individuals may already be sensitive as well as whether a protein new to the food supply is likely to induce allergic reactions in some individuals.
2. At present, there is no definitive test that can be relied upon to predict allergic response in humans to a newly expressed protein, therefore, it is recommended that an integrated, stepwise, case by case approach, as described below, be used in the assessment of possible allergenicity of newly expressed proteins. This approach takes into account the evidence derived from several types of information and data since no single criterion is sufficiently predictive.
3. The endpoint of the assessment is a conclusion as to the likelihood of the protein being a food allergen.

SECTION 2 - ASSESSMENT STRATEGY

4. The initial steps in assessing possible allergenicity of any newly expressed proteins are the determination of: the source of the introduced protein; any significant similarity between the amino acid sequence of the protein and that of known allergens; and its structural properties, including but not limited to, its susceptibility to enzymatic degradation, heat stability and/or, acid and enzymatic treatment.
5. As there is no single test that can predict the likely human IgE response to oral exposure, the first step to characterize newly expressed proteins should be the comparison of the amino acid sequence and certain physicochemical characteristics of the newly expressed protein with those of established allergens in a weight of evidence approach. This will require the isolation of any newly expressed proteins produced by recombinant-DNA microorganisms, or the synthesis or production of the substance from an alternative source, in which

¹² This assessment strategy is not applicable for assessing whether newly expressed proteins are capable of inducing gluten-sensitive or other enteropathies. The issue of enteropathies is already addressed in Assessment of immunological effects, paragraph 47 of the Guideline for the Conduct of Food Safety Assessment of Foods Produced using Recombinant-DNA Microorganisms. In addition, the strategy is not applicable to the evaluation of foods where gene products are down regulated for hypoallergenic purposes.

case the material should be shown to be structurally, functionally and biochemically equivalent to that produced by recombinant-DNA microorganisms. Particular attention should be given to the choice of the expression host, since post-translational modifications allowed by different hosts (i.e.: eukaryotic vs. prokaryotic systems) may have an impact on the allergenic potential of the protein.

6. It is important to establish whether the source is known to cause allergic reactions. Genes derived from known allergenic sources should be assumed to encode an allergen unless scientific evidence demonstrates otherwise.

SECTION 3 – INITIAL ASSESSMENT

SECTION 3.1 - SOURCE OF THE PROTEIN

7. As part of the data supporting the safety of foods produced using recombinant-DNA microorganisms, information should describe any reports of allergenicity associated with the donor organism. Allergenic sources of genes would be defined as those organisms for which reasonable evidence of IgE mediated oral, respiratory or contact allergy is available. Knowledge of the source of the introduced protein allows the identification of tools and relevant data to be considered in the allergenicity assessment. These include: the availability of sera for screening purposes; documented type, severity and frequency of allergic reactions; structural characteristics and amino acid sequence; physicochemical and immunological properties (when available) of known allergenic proteins from that source.

SECTION 3.2 – AMINO ACID SEQUENCE HOMOLOGY

8. The purpose of a sequence homology comparison is to assess the extent to which a newly expressed protein is similar in structure to a known allergen. This information may suggest whether that protein has an allergenic potential. Sequence homology searches comparing the structure of all newly expressed proteins with all known allergens should be done. Searches should be conducted using various algorithms such as FASTA or BLASTP to predict overall structural similarities. Strategies such as stepwise contiguous identical amino acid segment searches may also be performed for identifying sequences that may represent linear epitopes. The size of the contiguous amino acid search should be based on a scientifically justified rationale in order to minimize the potential for false negative or false positive results¹³. Validated search and

¹³ It is recognized that the 2001 FAO/WHO consultation suggested moving from 8 to 6 identical amino acid segment searches. The smaller the peptide sequence used in the stepwise comparison, the greater the likelihood of identifying false

evaluation procedures should be used in order to produce biologically meaningful results.

9. IgE cross-reactivity between the newly expressed protein and a known allergen should be considered a possibility when there is more than 35% identity in a segment of 80 or more amino acids (FAO/WHO 2001) or other scientifically justified criteria. All the information resulting from the sequence homology comparison between the newly expressed protein and known allergens should be reported to allow a case-by-case scientifically based evaluation.

10. Sequence homology searches have certain limitations. In particular, comparisons are limited to the sequences of known allergens in publicly available databases and the scientific literature. There are also limitations in the ability of such comparisons to detect non-contiguous epitopes capable of binding themselves specifically with IgE antibodies.

11. A negative sequence homology result indicates that a newly expressed protein is not a known allergen and is unlikely to be cross-reactive to known allergens. A result indicating absence of significant sequence homology should be considered along with the other data outlined under this strategy in assessing the allergenic potential of newly expressed proteins. Further studies should be conducted as appropriate (see also sections 4 and 5). A positive sequence homology result indicates that the newly expressed protein is likely to be allergenic. If the product is to be considered further, it should be assessed using serum from individuals sensitized to the identified allergenic source.

SECTION 3.3 – PEPSIN RESISTANCE

12. Resistance to pepsin digestion has been observed in several food allergens; thus a correlation exists between resistance to digestion by pepsin and allergenic potential¹⁴. Therefore, the resistance of a protein to degradation in the presence of pepsin under appropriate conditions indicates that further analysis should be conducted to determine the likelihood of the newly expressed protein being allergenic. The establishment of a consistent and well-validated pepsin degradation protocol may enhance the utility of this method. However, it should be taken into account that a lack of resistance to pepsin does not exclude that the newly expressed protein can be a relevant allergen.

positives, inversely, the larger the peptide sequence used, the greater the likelihood of false negatives, thereby reducing the utility of the comparison.

¹⁴ The method outlined in the U.S. Pharmacopoeia (1995) was used in the establishment of the correlation (Astwood *et al.*, 1996).

13. Although the pepsin resistance protocol is strongly recommended, it is recognized that other enzyme susceptibility protocols exist. Alternative protocols may be used where adequate justification is provided¹⁵.

SECTION 4 – SPECIFIC SERUM SCREENING

14. For those proteins that originate from a source known to be allergenic, or have sequence homology with a known allergen, testing in immunological assays should be performed where sera are available. Sera from individuals with a clinically validated allergy to the source of the protein can be used to test the specific binding to IgE class antibodies of the protein in *in vitro* assays. A critical issue for testing will be the availability of human sera from sufficient numbers of individuals¹⁶. In addition, the quality of the sera and the assay procedure need to be standardized to produce a valid test result. For proteins from sources not known to be allergenic, and which do not exhibit sequence homology to a known allergen, targeted serum screening may be considered where such tests are available as described in paragraph 17.

15. In the case of a newly expressed protein derived from a known allergenic source, a negative result in *in vitro* immunoassays may not be considered sufficient, but should prompt additional testing, such as the possible use of skin test and *ex vivo* protocols¹⁷. A positive result in such tests would indicate to a potential allergen.

SECTION 5 – OTHER CONSIDERATIONS

16. The absolute exposure to the newly expressed protein and the effects of relevant food processing will contribute toward an overall conclusion about the potential for human health risk. In this regard, the nature of the food product intended for consumption should be taken into consideration in determining the types of processing which would be applied and its effects on the presence of the protein in the final food product.

¹⁵ Reference to Joint FAO/WHO Expert Consultation (2001).

¹⁶ According to the Report of the Joint FAO/WHO Expert Consultation on Allergenicity of Foods Derived from Biotechnology (22-25 January 2001, Rome, Italy) a minimum of 8 relevant sera is required to achieve a 99% certainty that the new protein is not an allergen in the case of a major allergen. Similarly, a minimum of 24 relevant sera is required to achieve the same level of certainty in the case of a minor allergen. It is recognized that these quantities of sera may not be available for testing purposes.

¹⁷ Reference to Joint FAO/WHO Expert Consultation (2001) on description of *ex vivo*.

17. As scientific knowledge and technology evolves, other methods and tools may be considered in assessing the allergenicity potential of newly expressed proteins as part of the assessment strategy. These methods should be scientifically sound and may include targeted serum screening (i.e. the assessment of binding to IgE in sera of individuals with clinically validated allergic responses to broadly-related categories of foods); the development of international serum banks; use of animal models; and examination of newly expressed proteins for T-cell epitopes and structural motifs associated with allergens.