

Collaboration

The EFSA's European Food Risk Assessment (EU-FORA) Fellowship Programme

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Abstract

The European Food Risk Assessment (EU-FORA) Fellowship Programme is a key initiative for ensuring preparedness for future risk analysis needs. The Programme aims to enlarge the pool of food safety risk assessment experts available in Europe and stimulate the involvement of Member States in risk assessment work, all with the ultimate objective of building a common European Union culture for risk assessment.

The principal focus of EU-FORA is on chemical and microbiological risk assessment. This "learning-by-doing" fellowship aims at increasing the knowledge of mid-career professionals in several scientific aspects relevant to food safety risk assessment by participating in the work of Member State organisations. For a 12-month period, fellows participate in the work of a European food safety risk assessment organisation (hosting site) and gain first-hand experience. During this period, fellows also benefit from several weeks of outsourced dedicated training.

The upgraded Programme (EU-FORA 2.0), informed after a comprehensive evaluation, introduces several significant changes. Although the key elements of the Programme remain unchanged, the selection of hosting sites and fellows is now performed via an open Call for Proposals with two national Competent Organisations applying in consortium: one acting as hosting site and the other as fellow releasing organisation. Organisations must be from different Member States, Iceland or Norway.

In line with EFSA's (European Food Safety Authority) strategic objectives, EU-FORA 2.0 builds on mutual benefits and increases EFSA and Member States capacity to pool shared expertise. It is a Programme driven by the needs of EFSA and Member States, focused on the development of staff in national Competent Organisations, with improved mechanism to ensure sustainability, as well as the return on investment, thus contributing to the implementation of the Partnerships vision.

Key words

EU-FORA, EFSA, food safety, risk assessment, training, fellowship.

1. Introduction

The European Food Safety Authority (EFSA)'s Food Risk Assessment Fellowship Programme (EU-FO-RA) is a key initiative for building the European Union's (EU) scientific assessment capacity and knowledge community.

The EU-FORA Programme offers a 1-year, learning-by-doing fellowship in Member States hosting sites, aimed at food safety¹ professionals with a background in life sciences and limited experience in food safety risk assessment. This hands-on-training fellowship aims to increase the knowledge of these professionals in several scientific aspects relevant to food safety risk assessment by participating in the work of Member States Competent Organisations. During this period, they also benefit from several weeks of dedicated training which is devised and delivered by an EFSA contractor.

EU-FORA has the stated objectives to (i) attract and motivate food safety professionals to become risk assessors, thus enlarging the pool of experts available in Europe; (ii) intensify exchange and cooperation among national food safety bodies and EFSA, hence stimulating the involvement of Member States in regulatory risk assessment work; and (iii) contribute to harmonising and further developing food safety risk assessment practices and methodologies across Europe, with the goal of building a common EU culture for risk assessment.

In practical terms, the scientists that participate in the Programme as fellows, supervisors, tutors, Programme coordinators and others will constitute a pool of experts, available to support the risk assessment activities of EFSA and the Member States. The Programme contributes to strengthening the overall capacity in regulatory food safety risk assessment in Europe, allowing countries to support such EU activities. Furthermore, the exchange through the Programme, and the interaction of all the involved parties from different EU countries and different EU institutions, contribute to the harmonisation of food safety risk assessment methodologies in Europe.

The legal framework for the Programme is Article 23(b) of EFSA's Founding Regulation: "To promote and coordinate the development of uniform risk assessment methodologies in the fields falling within its mission" (EU, 2002). The Programme was born under the implementation of EFSA's Strategy 2020 (EFSA, 2016a) to support EFSA's Strategic Objectives 3 (building the EU's scientific assessment capacity and knowledge community) and 4 (preparing for future risk assessment challenges) and, to a lesser extent, the Strategic Objective 2 (widen EFSA's evidence base and maximise access to its data).

EU-FORA was first presented to the Member States at the 56th Advisory Forum meeting, in June 2015 (EFSA, 2015), and further developed, in close cooperation with them, in 2015 and 2016. It was conceived as a programme focused on microbiological and chemical risk assessment, using the ECDC (European Centre for Disease Prevention and Control) Fellowship Programme (ECDC, 2022) as a benchmark, although including some unique features to better reflect EFSA's organisational model. The final acronym "EU-FORA", in abbreviation for "The European Food Risk Assessment Fellowship Programme", was selected by the EFSA's Focal Points Network in September 2016 (EFSA, 2016b).

The Programme was envisioned as a pilot programme for two fellowship cycles: cohort 1, from

¹ In this document, "food safety" is to be understood as a comprehensive expression including risk assessment, risk management and risk communication activities in any of the fields under EFSA's remit.

September 2017 to August 2018; and cohort 2, from September 2018 to August 2019. It was agreed with Member States, at the Advisory Forum level, to perform an evaluation at the end of the pilot phase, to assess its success and discuss the continuity of the Programme (EFSA, 2016c).

In July 2018, EFSA's Management Team agreed to further support the Programme authorising the necessary funds for its continuation. Moreover, as a result of the measures taken to ensure the implementation of the so-called "Transparency Regulation" (EU, 2019), the annual budget for the EU-FORA Programme was increased in 2020 (EFSA, Personal communication). In addition, the Advisory Forum Discussion Group on Capacity Building, that had been active since 2016, renewed its mandate in 2019 for 2 more years, including in its new Terms of Reference the provision of support to EFSA for further developing and ensuring the sustainability of the EU-FORA Programme (EFSA, 2019a). The evaluation process requested by the Advisory Forum at the end of the pilot phase was agreed to be postponed until the end of the third cycle (August 2020), in order to have a larger number of graduated fellows and fellow hosting sites, thus ensuring a higher significance of the outcome (EFSA, Personal communication).

1.1 Evaluation of the EU-FORA Programme

Under this umbrella, an evaluation of the Programme was initiated in 2020 to identify the difficulties and analyse whether the Programme had achieved its objectives and expected impact. This review also had the stated goal of informing the development of a new EU-FORA Programme, making it more sustainable and ensuring EFSA had built upon and learnt from the previous experience.

It is evident that advancing and maximising the scientific risk assessment capacity and potential will require continued collaboration with partners in the EU and internationally (EFSA, 2019b). This will be of particular importance in addressing challenges to the availability of scientific risk assessment capacity in the EU, for example as a result of potential loss of expertise or imbalances in the availability of scientific risk assessment capacity within the EU and internationally (EFSA, 2019c).

In fact, the Transparency Regulation highlights the need for a scientific cooperation framework that shall be implemented via the coordination of activities, the exchange of information, the development and implementation of joint projects, and the exchange of expertise and best practices in the fields within the Authority's mission (EU, 2019). Such cooperation framework is currently envisioned by EFSA as a key element of a "partnership ecosystem" to which the EU-FORA belongs in support of enhanced capacity building among its peers. For its part, the EFSA Strategy 2027 includes the building of partnerships for the scientific advice of the future as one of its stated objectives; and its Expected Outcome 2.1 aims to optimise the development and management of knowledge and expertise (EFSA, 2021a). Therefore, the timing for the evaluation of the Programme was not coincidental since it has run in parallel with the implementation of the Transparency Regulation (EU, 2019) and the adoption of EFSA Strategy 2027 (EFSA, 2021a).

The evaluation was carried out in three steps. First, an external outsourced review was carried out over the summer of 2020, in order to understand the degree to which the Programme had fulfilled its stated objectives, to gauge the satisfaction of the different stakeholders with the Programme, and to assess potential improvements and ways for their implementation. During this review, a thorough

consultation was made with the Member States (at the Advisory Forum and Focal Points Network level), the hosting sites, the former participants in the Programme, the contractor in charge of the organisation and delivery of the EU-FORA dedicated training and the EFSA staff related to the Programme. Subsequently, a consultation with the Advisory Forum Discussion Group on Capacity Building was carried out, in order to identify mutual (EFSA and Member States) needs. Finally, an internal consultation with all the involved Units at EFSA was performed, and a final proposal of an upgraded Programme (known as "EU-FORA 2.0") was developed.

The proposal was presented at the 80th Advisory Forum meeting (EFSA, 2021b), in June 2021, and at the 87th EFSA's Management Board meeting (EFSA, 2021c), also in June 2021.

2. Running of the EU-FORA Programme

Overall, the EU-FORA Programme is based on the close cooperation of four main groups of involved parties:

- the hosting sites and supervisors, responsible for the training of the fellow(s) through a work programme;
- the fellows, food safety professionals with limited experience in food safety risk assessment and a background in life sciences;
- the training contractor, responsible for the organisation and delivery of specific trainings during the fellowship year and
- the management of the Programme.

Besides, two different financial instruments are used in the operation of the Programme:

- Grants: the work programmes to be followed by the fellows for a 12-month hands-on training are selected through an open Call for Proposals, following the rules set out in title VIII of the EU Financial Regulation on public procurement (EU, 2018) on grants. Through a Grant Agreement, EFSA funds the training of a fellow.
- Procurement: the selection of the organisation(s) that will prepare and deliver the trainings scheduled along the fellowship year is made through an open Call for Tender following the rules set out in title VII of the EU Financial Regulation on public procurement (EU, 2018). Following the evaluation of the offers received, the selected tenderer signs a Framework Contract (FWC) with EFSA for developing, organising and delivering training activities under the EU-FORA Programme.

A regular EU-FORA cycle starts in September of year N and finish in August of year N+1. Key elements of the Programme include:

- Complementary training, organised and delivered by a contractor, including:
 - Induction training: a 3-week induction training course, held at the start of the fellowship, the goal of which is to ensure that all fellows have the same minimum baseline understanding of fields related to food risk assessment. It covers an introduction to the course, an outline of

the EU food safety system and legislation, basic scientific and statistical concepts, and an overview of chemical and microbiological risk assessments.

- 1-week training modules: during these 12 months, fellows undertake increasingly advanced trainings involving a mix of theoretical and practical exercises, with discussion sessions organised to enable fellows to exchange their views and provide feedback. The topics covered during these trainings are other areas of food risk assessment, emerging topics in food risk assessment, risk communication and crisis response, and data collection and reporting.
- "Learning by doing": during their fellowship, fellows are expected to participate fully in the hosting organisation's work to gain first-hand experience while following the selected work programme, and to increase their knowledge of many scientific aspects relevant to food safety risk assessment.
- Publication: at the end of the fellowship, a technical summary report of the work performed by the fellow under the proposed work programme is published in a special issue of the EFSA journal (EFSA, 2022a).
- Alumni network: at the end of their fellowship, fellows receive a certificate of accomplishment signed by EFSA and are automatically included in the EU-FORA Alumni (EU-FORA ALUMNI, 2022), a self-managed body comprised of former fellows, thereby forming an additional pool of experts for food safety risk assessment activities and creating new opportunities to share capacity at both national and EU levels. Members of the EU-FORA Alumni network are also involved in supporting the induction process for new cohorts of fellows.

The management of the Programme (i.e., funding, organising, steering and monitoring the EU-FORA Fellowship Programme) is the sole responsibility of EFSA and its relevant operational Units.

2.1 Running of the Programme from September 2017 to August 2022

From the beginning of the Programme until the selection of the hosting sites and fellows participating in the fifth EU-FORA cycle (finishing in August 2022), two different calls were yearly launched to select, on one hand, the work programmes and the hosting sites, and the fellows, on the other:

- Call for Proposals: hosting sites were selected through a Call for Proposals to which Competent Organisations designated by Member States (organisations of the so-called "Article 36 List") (EFSA, 2022b) would apply with a proposed work programme in the field of microbiological or chemical risk assessment. Proposals were evaluated against several criteria, including relevance of the proposed work programme to EFSA's scientific activities. All work programmes passing the quality threshold in the evaluation were ranked and the first ones selected for the placement of the fellows.
- Fellows were selected after a Call for Expression of Interest. The target audience were early to
 mid-career professionals. All applications (including application form, *curriculum vitae* and motivation letter) were assessed against certain eligibility criteria. Those passing these criteria were
 evaluated against the selection criteria and ranked afterwards. During this process, candidates
 were interviewed to check their motivation, interest and level of English. Those scoring highest

were placed on a reserve list, out of which, EFSA would suggest a minimum of two candidates to follow the work programme proposed by each selected hosting site. The hosting sites would make the final choice of the fellow.

Selected hosting sites would then sign a Grant Agreement with EFSA, the financial contribution of which was used to fund a monthly subsistence allowance of €2200 subjected to a correction coefficient based on the EU relevant list for the country placement (EUROSTAT, 2022), and to be provided by the hosting site to the fellow for the duration of the placement. Besides, fellows would receive an additional instalment to cover potential costs incurred when settling in the new country. At the end of the induction training, fellows would travel to their hosting organisations to start their placement.

The Programme has not remained unchanged since it was first launched. During these five cycles, several modifications have been implemented, including those aimed at accommodating an increase of the available budget. These changes included, among others, the opening of applications to fellow candidates from non-Article 36 organisations. In the first two cycles, only candidates belonging to a Member State Competent Organisation were considered eligible for the Programme.

2.2 Running of the Programme as of September 2022: EU-FORA 2.0 2.2.1 Conclusions and recommendations of the evaluation

As indicated above, the evaluation of the Programme aimed at analysing the degree of fulfilment of its objectives and informing the development of an evolved EU-FORA Programme that would build upon the previous experience. In fact, EU-FORA 2.0 introduces several significant changes based on 5 cycles of experience, the implementation of 80 work programmes, and the participation of more than 60 supervisors from 33 organisations in 16 EU Member States and the United Kingdom.

The evaluation revealed high fulfilment of the Programme objectives, as well as a high degree of satisfaction of the different involved parties. It also reported coherence and alignment with the sustainability provisions of the Transparency Regulation (EU, 2019) and EFSA's Strategy 2027 (EFSA, 2021a). On the other hand, it also highlighted some opportunities for improving the effectiveness of the Programme in its evolution onto EU-FORA 2.0.

Four main areas for potential improvement were identified, namely: (i) the outreach of the Programme; (ii) the engagement of hosting sites/supervisors and fellows beyond the Programme life cycle; (iii) the system in place for the payment of fellows; and (iv) a strategy that ensures the best possible return on investment.

Along the five cycles of EU-FORA, an unbalanced outreach of the Programme among Member States has been observed. This was highlighted as a potential handicap for the achievement of the objectives of capacity building and harmonisation of practices in Europe, since the Programme seemed to benefit a limited number of countries. Moreover, the placement rules regarding nationality (by means of which, fellows were not placed in their countries of residence and/or nationality) could prevent the selection of better fit candidates for the awarded work programmes. Finally, since fellows were not aware of the available work programmes in advance, given that their selection used to run in parallel with the selection of hosting sites, their application was less targeted, with the additional risk of making the Programme less attractive for them.

Although supervisors, hosting sites and fellows show strong engagement and commitment with the Programme, the evaluation observed that this engagement generally seemed to end the moment the cycle finalised, potentially jeopardising the networking and collaboration objectives of the Programme. Enhancing the role of senior staff members at institutions of origin of fellows and hosting sites, acting as supervisors and promoters of post-fellowship activities, could have a clear positive impact on the long-term sustainability of the Programme.

The evaluation reported that the system in place for the payment of the fellows' allowance could have acted as a restricting factor for the participation of some organisations. Although several alternatives have been explored to support organisations to overcome the situation, it seems to have had, nevertheless, a negative impact on the outreach of the Programme, and could threaten the sustainability of EU-FORA.

Finally, according to the evaluation performed, fellows involved with Article 36 organisations may help guarantee a higher return on investment. Indeed, these fellows are more likely to help create networking opportunities between organisations and to dedicate their future career to risk assessment activities, thus also supporting the improvement of national risk assessment systems. Furthermore, more senior applications have a higher likelihood of staying in the risk assessment field, thus also contributing to a higher return on investment.

2.2.2 EU-FORA 2.0 design²

"Ensure preparedness for future risk analysis needs", with the overall objective of sustaining and developing EFSA's core capabilities to ensure its long-term relevance and reputation is EFSA's Strategic Objective 2 under EFSA Strategy 2027. Increased risk analysis capabilities (knowledge, expertise, methodologies and data) to maintain relevance for the future is a specific expected outcome under this Strategic Objective 2. Ensuring a harmonised risk assessment culture, with the necessary knowledge and expertise at EU level, by developing strategic and operational partnerships with Member States Competent Organisations to boost the sustainability of the risk assessment system is an expected operational result also under EFSA Strategy 2027 (EFSA, 2021a).

The renewed Programme will help create a pool of shared expertise by training mid-career professionals employed by national Competent Organisations, thus intensifying the exchange, knowledge transfer and cooperation among Member States, their competent authorities and EFSA. It will ensure a good alignment with Strategic Objective 2 of EFSA Strategy 2027 and, more concretely, with Expected Outcome 2.1 (EFSA, 2021a).

The key elements of the Programme remain the same, i.e., duration (12 months); learning-by-doing concept; outsourced complementary training (Ted-eTendering, 2022); publication of the technical reports in a special issue of the EFSA Journal and membership at the EU-FORA Alumni network (EU-FORA ALUMNI, 2022). However, some critical changes have been included with the aim to

² Further information and documents can be found at: https://www.efsa.europa.eu/en/engage/fellowship

address those areas identified as opportunities for improvement by the comprehensive evaluation, and to achieve the wider current objectives of the Programme.

Fellows will be staff members of Article 36 organisations, with a background in life sciences and limited experience in food risk assessment. The learning-by-doing work programme will be offered by another competent organisation (hosting site) with solid risk assessment capacity.

The selection of hosting sites and fellows will be done via an open Call for Proposals with two organisations from two different Member States, Iceland or Norway, applying in consortium: one acting as hosting site and the other as fellow releasing organisation. Proposals will need to be co-submitted by both parties, with identification of the fellow(s) to be trained and an *ex-ante* impact assessment on benefits to both hosting site and the organisation of origin. Through a Grant Agreement with the consortium, EFSA will financially support the learning-by-doing of fellows in the work programme selected and approved by EFSA (EFSA, 2022c). The total amount of the EFSA grant (estimated at €55 000 per Grant Agreement in the cycle 2022-2023) intends to support the costs incurred by the fellow-sending organisation by releasing an employee of his/her tasks while he/ she remains a staff member of the institution, and to compensate the costs of supervision by the hosting site.

In the new Programme, there is a need to ensure a proper balance between sustainability, outreach, engagement and achievement of the objectives of collaboration and networking. Therefore, the work programme submitted by the organisation identified as hosting site will be performed by the fellow, as pre-defined in the grant agreement, at his/her own institution of origin with the support of the hosting organisation through remote training. The fellowship foresees short stays at the organisation identified as hosting site with the objective of maximising the knowledge transfer and networking.

What are the expected benefits for fellow-sending organisations?

Fellows will bring back new skills, more expertise and hands-on experience in food safety risk assessment, acquired during the practical work and the training opportunities offered by EFSA over the 12 months. Besides, sending organisations will benefit from the direct contacts established with the hosting site, also becoming members of a strong EU-wide network of professionals in food safety. At the end of the fellowship placement, organisations will gain visibility from the final scientific report on the fellow's work, which is published in a special issue of the EFSA Journal.

What are the expected benefits for hosting sites and supervisors?

As a hosting site, organisations will benefit from the skills and knowledge a fellow brings from his/ her institution of origin, helping to better understand the issues and perspectives of colleagues in other countries. Hosting sites will have the opportunity to strengthen bilateral co-operation with other institutions. Moreover, during the 12-month fellowship, the fellow becomes part of the scientific workforce of the fellow hosting site, contributing to their tasks and activities. Besides, hosting organisations will also create a common forum with other hosting organisations across Europe to exchange experience and best practice, helping to build the future generations of risk assessors. Finally, hosting organisations also gain visibility from the publication of the fellow's final scientific report.

In conclusion, and in line with EFSA's strategic objectives, EU-FORA 2.0 aims to further build on mutual benefits and enlarge EFSA and Member States capacity to pool shared expertise. It will expectedly facilitate stronger fit-for-purpose partnerships and enhance the engagement of Member States organisations via a strengthened involvement of hosting sites. Improved outreach will result in both a stronger food safety risk assessment community and in securing the sustainability of the Programme. It is a Programme driven by the needs of EFSA and Member States, focused on the development of staff in Member States Competent Organisations, with improved mechanism to ensure sustainability, as well as the return on investment, and that contributes to the implementation of the Partnerships vision.

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