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Evaluation of UNESCO's Bioethics and Ethics of Science and Technology Programme

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ABSTRACT

Since the 1990s UNESCO has been a leading UN Organization in Bioethics and Ethics of Science and Technology. It developed a number of international normative instruments, which were adopted by expert advisory bodies and became the basis for two global capacity building programmes (Assisting Bioethics Committees (ABC) and Ethics Education Programme (EEP)) that are managed by Headquarters and implemented with the support of Field Offices. This evaluation examined how the Organization's Bioethics and Ethics of Science and Technology Programme had been designed and implemented during 2010-2016, as well as the results achieved with the aim of suggesting improvements.

The evaluation found that past and current normative work continues to drive the programme. UNESCO also provides a global forum for reflection on Bioethics and Ethics of Science and Technology through its advisory bodies, though the working methods of the latter require review. Its capacity building programmes are relevant, but not sufficiently demand-driven and require different delivery modalities. The Organization's partnerships in the field are underutilized and their full potential not yet realized.

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Table of Contents

List of Tables

List of Figures

List of abbreviations

ABC – Assisting Bioethics Committees programme
COMEST - World Commission on the Ethics of Scientific Knowledge and Technology
EEP – Ethics Education Programme
ETTC – Ethics Teacher Training Course
EU – European Union
GEObs – Global Ethics Observatory databases
HQ – Headquarters
IBC – International Bioethics Committee
IGBC – Intergovernmental Bioethics Committee
LAC – Latin America and the Caribbean
NBC – National Bioethics Committee
SHS – UNESCO Sector for Social and Human Sciences
UDBHR – Universal Declaration on Bioethics and Human Rights
UN-IACB – United Nations Inter-Agency Committee on Bioethics
WHO – World Health Organization

Executive Summary

Background and purpose

1. Since the early 1990s, UNESCO and its International Bioethics Committee (IBC) have developed a number of international normative instruments in the field of bioethics and ethics of science and technology. These have served as a base for the implementation of the Organization's programme in the field, which includes supporting the work of the IBC and two other Advisory Bodies (Intergovernmental Bioethics Committee (IGBC) and the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST)), implementing two capacity building programmes (Assisting Bioethics Committees (ABC) and the Ethics Education Programme (EEP)), hosting the Global Ethics Observatory (GEObs) databases and acting as the Secretariat of the UN Inter-Agency Committee on Bioethics (UN-IACB).

2. The evaluation had a dual purpose: (i) to determine the extent to which the programme has achieved desired results (summative aspect) and (ii) to examine to what extent the programme design and implementation can be improved (formative aspect). UNESCO's Bioethics and Ethics of Science and Technology Programme had not been evaluated since 2010. The timing of the present exercise is therefore opportune to take stock of progress made since and to inform future management decisions for the programme. The intended users of the evaluation are the programme managers at Headquarters, as well as Field Office staff working on the programme and senior management in the Social and Human Sciences Sector. The evaluation draws on multiple data collection strands – semi-structured interviews with a diverse set of stakeholders, four online surveys of UNESCO staff, partners, beneficiaries and UN-IACB members respectively, and a document review.

Findings

3. The evaluation findings are as follows:

Past and current normative work remains relevant and drives the programme.

4. The 2005 Declaration on Bioethics and Human Rights continues to be a critical reference point for global action. Important new normative work including a Declaration on the Ethics of Climate Change and a review of the Recommendation of the Status of Scientific Researchers of 1974 is on its way and will strengthen UNESCO's role as a standard setter. The two new instruments also provide opportunities for the Organization to lead programmes in the fields, if resources permit.

UNESCO continues to provide a global forum for reflection and standard setting on bioethics and ethics of science and technology through the work of its Advisory Bodies.

5. IBC and COMEST are relevant structures contributing to UNESCO's global role in responding to new developments in bioethics and ethics of science and technology. Both produce valuable reports and capitalise on experts' knowledge and experience to support various stakeholders. The IGBC provides a relevant platform for exchange between Member States and experts on the IBC.

The working methods and degree of integration of the Advisory Bodies require review.

6. The working methods and sessions of the Advisory Bodies have been streamlined and consolidated under a single Secretariat, which has improved effectiveness and efficiency. The IGBC, however, as a structure is costly. The Advisory Bodies currently lack broad consultation mechanism with national stakeholders. There is strong support for further integration of IBC and COMEST work, including a potential merger of the two.

The capacity building programmes are relevant, but need to be more demand-driven and require different delivery modalities.

7. ABC is relevant and continues to support the creation of National Bioethics Committees, but its three-year timeframe is too long and there are insufficient means to address follow up needs. The ETTC is high in demand and given the limited capacity to deliver courses, a new delivery modality is required to increase the effectiveness, efficiency and number of participants. Both programmes were developed in the 1990s and need to be revisited and made more demand-driven.

GEObs constitutes an important source of information, but its relevance it decreasing due to a lack of resources for regular maintenance.

8. GEObs is the only global repository of information on bioethics and ethics of science and technology. However, it is at a critical crossroad since it has not been updated in several years due to a lack of resources. Although it is recognized as a unique tool, its continued relevance is questioned and costs of revival will need to be justified. More research is required to underpin a management decision on the future of GEObs.

UNESCO's partnerships for its Bioethics and Ethics of Science and Technology programme are underutilized.

9. UNESCO holds the Secretariat for the UN-IACB, organising its annual meetings, which function as a forum of exchange and information. More needs to be done to respond to the demand for deepening reflection on emerging topics and driving the agenda, including inviting experts to the meetings. The partnership with the EU is mutually beneficial, providing UNESCO with the opportunity to demonstrate its unique expertise and contributing much needed resources. UNESCO Chairs contribute to UNESCO's mandate and expand the outreach of the programme, but their number is too low and their potential not yet fully realized. Partnerships with the private sector, civil society and the general public are limited.

Mainstreaming of gender equality into the programme is weak and reporting very limited.

10. The evaluation found little evidence of gender equality being mainstreamed into the programme besides the integration of the priority into some of the reports of the Advisory Bodies as well as into the content of the capacity building initiatives. Reporting on this global priority is also limited to one expected result at the level of the Social and Human Sciences Sector on the number of female members of the National Bioethics Committees. This constitutes an organization-wide challenge.

Way forward

11. The evaluation makes a series of recommendations, some overarching, and some theme-specific. The Section for Bioethics and Ethics of Science and Technology should:

1. Engage with all SHS staff working on the programme in Field Offices to jointly review priorities and working methods in view of elaborating a more effective and efficient programme.
2. Develop a roadmap for the further cooperation and possible integration of IBC and COMEST.
3. Develop new capacity building programmes upon acceptance of the revised Recommendation on the Status of Scientific Researchers (1974) and the Declaration on Ethical Principles in Relation to Climate Change.
4. Review the capacity-building programmes (ABC and EEP) with a view to increasing their relevance, effectiveness and delivery, including developing targets for gender equality and Priority Africa.
5. Develop a knowledge-sharing mechanism for all providers of capacity building support such as Chairs, universities, trainers, NBCs and teachers.

6. Initiate a review of GEObs with a view to take a decision on its future.
7. Develop a partnerships strategy in order to maintain and enhance UNESCO's strategic position and increase the demand for its programmes and expertise.
8. Mainstream gender equality into its programmes by developing an approach and introducing tools.

Management Response

Overall Management Response:	
The Social and Human Sciences sector welcomes the evaluation report. It identifies several pertinent challenges and recommendations that will allow the program to improve its planning, implementation and results. Some of the recommendations were in fact already started to be implemented, others were already contemplated In the coming 39 C5. The recommendations will allow improving their formulation. However, the action plan to be developed in response to the evaluation recommendations will need to be carefully aligned with available human resources and funding.	
Recommendation:	Management Response:
1. The Section for Bioethics and Ethics of Science and Technology should engage with all SHS staff working on the programme at Headquarters and in Field Offices to jointly review priorities and working methods in view of elaborating a more effective and efficient programme. This should involve consideration of the following: • Joint budgeting and planning • Clear delegation of responsibilities between Headquarters and Field Offices • Enhanced information sharing and reporting • Training for field staff	For the 39 C5, under the new structure and implementation plan, the recommendations about joint budgeting and planning are already being taken care of. There is room for improvement across the sector as far as delegation of responsibilities and reporting lines. Initial discussions around these topics will take place during the coming retreat 7-8 September. Some actions to improve information sharing have been identified and will also be discussed and refined together during the retreat. Some actions in order to train the FO staff have taken place, and further initiatives have been identified in the past, but lack of resources have been the reason for not implementing them so far. Efforts will be done to find solutions.
2. The Section for Bioethics and Ethics of Science and Technology in close cooperation with the Advisory Bodies and SHS management should develop a roadmap for the further cooperation and possible integration of IBC and COMEST. Such a roadmap should address: • Development of a consultation mechanism that allows NBCs, Chairs, and others to express their needs and help set the agenda of the bodies • Plans to undertake more joint work by the Advisory Bodies based on the identification of needs-driven topics • Merging of Advisory Bodies' working groups to address complementary topics • Preparation of joint publications • Addressing gender equality in the Advisory Bodies' ways of working and outputs • Reduction of costs related to the structure of the IGBC	While the spirit of the recommendation is recognized, the Sector currently lacks the financial and human resources to implement all the specific actions recommended. Moreover, some are already are in place. Currently, due to the composition of IBC and COMEST, the topics are already needs driven. IGBC (and its public sessions open to all Member States) is the existing mechanism for Member States to provide their inputs. Consultation will be widened, to include further parties as recommended. Merging working groups to address complementary topics is not feasible due to the financial implications that it has. The current practice will be enhanced when applicable. i.e. members of both committees read, comment and contribute to each other's report. Joint publications would also have financial implications and extra effort from members of both committees, which does not seem feasible. Alternatives can be explored to foster even closer collaboration between the two bodies. Gender equality is already addressed in the advisory bodies work. During the training session for the new members, there is a dedicated session on gender, provided by the colleagues from Gender Division. The current gender balance is one of the best so far, 20 women and 11 men for IBC and 11 men and 7 women

	for COMEST. Moreover, in the reports produced by the committees, there is always the gender perspective and dimension included. Efforts will be done to enhance this last point in the 39 C5. There is no way to reduce IGBC costs. Its structure is such that all the expenditure is for interpretation. The six languages are mandatory. Secretariat does not have to cover any participation cost. Only printing and translating working documents and simultaneous interpretation.
3. The Section for Bioethics and Ethics of Science and Technology - upon acceptance of the revised Recommendation on the Status of Scientific Researchers (1974) and the Declaration on Ethical Principles in Relation to Climate Change – should develop capacity building programmes for the implementation of these new normative instruments.	They are already foreseen in the current drafts of the work plans for the 39 C5.
4. The Section for Bioethics and Ethics of Science and Technology together with relevant SHS staff in Field Offices should review the capacity building programmes (ABC and EEP) with a view to increasing their relevance, effectiveness and delivery. This should involve the following: • Developing a Theory of Change for the programmes in order to determine their expected outcomes • Ensuring that the capacity building programmes are contextualised and more demand-driven • Exploring various delivery modalities (including online courses, etc.) • Making better use of partners and networks to deliver the capacity building programmes • Including targets for gender equality and Priority Africa	Developing a Theory of Change requires the funds to hire a consultant. Within the current financial situation, this does not looks feasible. Revision of the capacity building activities has in fact started, based on lessons learned and close consultation with experts delivering the programs and the FO. Through such consultations, the aim is to enhanced the contextualization and the response for specific needs; while at the same time, ensuring the global message regarding the bioethical principles and the human rights, both constituting the UN framework. Further discussion will take place in the coming retreat. Efforts will be done to make better use of the networks to deliver the capacity building programs, and different delivery modalities. We will be built on successful existing practices and from past evaluations of potential alternatives that have advice against some online trainings for some activities. Resource allocation is already higher in Africa and most of the capacity building activities take place in the continent. Gender is already integrated in the capacity building activities, but further efforts will be conducted to have systematic gender mainstreaming activities in foreseen 39 C5.
5. The Section for Bioethics and Ethics of Science and Technology should develop a knowledge-sharing mechanism for all providers of capacity building support such as Chairs, universities, trainers, NBCs	While the value of the recommendation is recognized, the Sector currently lacks the financial and human resources to develop such a complex platform or

and teachers to become interconnected in order to respond to future capacity building needs.	mechanism. Alternative actions to strengthen knowledge sharing will be considered in light of the financial constraints faced. The interconnection between all the share and stakeholders of the program currently has been addressed by creating an online platform for former IBC member and former ETTC students. It is important to mention that they are not very active, as we also lack the human resources to animate them. As to build a more sophisticated mechanism, more time and funds are needed.
6. The Section for Bioethics and Ethics of Science and Technology should initiate a review of GEObs with a view of a decision on its future. This should include: • An assessment of the relevance of the data to its users • A cost – benefit analysis • An assessment of the system's comparative advantage in relation to other information-sharing tools	While the value of the recommendation is recognized, the Sector currently lacks the financial and human resources to conduct the suggested assessment.
7. The Section for Bioethics and Ethics of Science and Technology should develop a partnerships strategy with - amongst others – as key objectives: • Maintaining and enhancing UNESCO's expertise and position in the field of Bioethics and Ethics of Science and Technology • Increasing demand for its programmes and effective delivery • Assisting with resource mobilization. The strategy should also clarify and strengthen existing partnerships, such as through: • Inviting experts to UN-IACB meetings to enhance learning and debate • Exploring how the Chairs can be brought together, including those working in human rights so that their work can be more effective • Bringing Bioethics Chairs together for joint reflection on enhancing the partnership.	It is indeed important to strengthen the existing partnerships with the aim as described in the recommendation. UNESCO, as UNIACB secretariat, will promote inviting experts to the meetings, to enhance the learning and debate. The section, in collaboration with the relevant section, will look for ways to bring bioethics chairs and chairs working on human rights together, building on previous experiences and lessons learned, one in Bergamo (for Bioethics and Human Rights chairs) and one in Israel (for Bioethics chairs).
8. The Section for Bioethics and Ethics of Science and Technology together with SHS staff in Field Offices working on the programme should mainstream gender equality into the programme by: • developing an approach and tools to apply gender equality in all its initiatives • Suggesting amendments to procedures of the Advisory Bodies to reflect gender equality.	The value of the recommendation is recognized, nevertheless, it is important to acknowledge that the Section already mainstreams gender in the activities as explained below. Some of the recommendations were already contemplated for the 39 C5 and the last one is not clear. The program already gathers information in a disaggregated manner; in capacity building activities: promotes the active and leading role of women at all levels; all the programs include both topics and sometimes, specific sessions devoted to gender.

	Many bioethical issues addressed in capacity building are gender issues, as they are almost intrinsic to bioethics: reproductive health, role of woman in decision making in health or research, different perception of risk and different risk exposure between men and woman, etc. Moreover, new tools are foreseen to be developed in the 39 C5. It is not clear what does it mean to change the procedures of the Advisory Bodies to reflect gender equality, also based on what is stated before in the answer to recommendation 2.

1. Description of the Programme

1. Bioethics does not only concern scientists, since the resolution of ethical issues raised by scientific advances also determines the way we live together. UNESCO's Bioethics and Ethics of Science and Technology programme was created in the 1970s to reflect on the responsibilities of social scientists at a time when the world was witnessing extremely rapid development in science and technology.

1.1 Normative Work

2. Since 1993, the Bioethics and Ethics of Science and Technology programme's focus has been on standard-setting and its work culminated in the successful adoption of the following international instruments, which became normative frameworks for scientists:

I. Universal Declaration on the Human Genome and Human Rights (1997);

II. International Declaration on Human Genetic Data (2003); and,

III. Universal Declaration on Bioethics and Human Rights (UDBHR) (2005).

3. Furthermore, in recent years the programme has been responsible for the revision and development of two additional instruments:

I. Recommendation on the Status of Scientific Researchers (1974). Revisions to the original text are under preparation and will be submitted to UNESCO's General Conference in the fall of 2017; the original version was not under the Bioethics and Ethics of Science and Technology programme, it is only the revision that is covered by this evaluation.

II. Declaration on Ethical Principles in Relation to Climate Change (under preparation for submission to UNESCO's General Conference in the fall of 2017).

1.2 Advisory Bodies

4. UNESCO's Bioethics and Ethics of Science and Technology programme has created three Advisory Bodies, which bring together renowned scientists from both natural and life sciences as well as social and human sciences from all over the world:

5. International Bioethics Committee (IBC) - Created in 1993, the IBC is an advisory body of 36 independent experts. The IBC's mandate includes: promoting reflection on the ethical and legal issues raised by research in the life sciences and their applications; encouraging the exchange of ideas and information; and, taking action to heighten awareness among the general public, specialized groups and public and private decision-makers involved in bioethics. In addition, it co-operates with international governmental and non-governmental organizations concerned by the issues raised in the field of bioethics as well as with national and regional bioethics committees and similar bodies. Finally, it contributes to the dissemination of the principles set out in UNESCO's normative instruments in the field of bioethics, and to the further examination of issues raised by their applications and by the evolution of technologies.

6. Intergovernmental Bioethics Committee (IGBC) - The IGBC, created in 1998, under Article 11 of the IBC is comprised of 36 representatives of Member States elected by UNESCO's General Conference for four-year terms. Its role is to examine the advice and recommendations of the IBC at least once every two years. The IGBC informs the IBC of its opinions and submits these along with proposals for follow-up action to UNESCO's Director-General for transmission to Member States, the Executive Board and the General Conference.

7. World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) - COMEST is an advisory body and forum of global reflection that was set up in 1998 to formulate ethical principles

related to science and technology that could provide decision-makers with criteria that extend beyond purely economic considerations. The Commission is composed of 18 members and 11 *ex officio* members representing UNESCO's international science programmes and global science communities.

8. The three Advisory Bodies' work feeds into different capacity building programmes of UNESCO since their reports form valuable input for UNESCO's Field Offices, National Bioethics Committees (NBC) and for the Ethics Education Programme (EEP) activities.

9. The work of these bodies has assisted UNESCO in deepening reflection on the role of science, technology and innovation and in responding to sustainable development challenges. Moreover, the bodies have worked towards equitable and inclusive social development, including by addressing the ethical principles of climate change adaptation and mitigation. In addition, enhancing research to ensure equitable access to health care, promoting international solidarity through the sharing of scientific benefits, and supporting and promoting the implementation of the three UNESCO bioethics declarations has been on their agenda.

1.3 Capacity Building Programmes

10. The normative instruments form a basis for supporting Member States in establishing and strengthening their national bioethics infrastructure and programmes. To enable them to implement the instruments at the national level, UNESCO created two core capacity building programmes during 2004-2006:

- Assisting Bioethics Committees Programme (ABC):
  - Assisting the establishment of National Bioethics Committees
  - Training committee members in the field
- Professional Capacity Building Programmes: Ethics Education Programme (EEP):
  - Ethics Teacher Training Course (ETTC)
  - Core Curriculum on Bioethics
  - UNESCO Chairs in Bioethics[1]

11. In addition, in 2005 UNESCO also launched the Global Ethics Observatory (GEObs), which provides free access in six languages to information on experts, institutions, education programmes, legislation and principles, including codes of conduct and bioethics resources. The platform is intended to facilitate the creation of ethics committees, the drafting of public policies and the development of ethics teaching programmes. GEObs is active, but not regularly maintained due to resource constraints.

1.4 United Nations Interagency Commission on Bioethics (UN-IACB)

12. UNESCO acts as the Secretariat of the UN-IACB, which was established in 2003. By providing a forum for exchange of information in the field of bioethics and related issues, with special attention to human rights, the UN-IACB intends to promote coordination and cooperation in the activities carried out by its members.[2]

[1] The UNITWIN/UNESCO Chairs Programme consists of the establishment of UNESCO Chairs and UNITWIN Networks in higher education institutions. This UNESCO programme serves as a means of building the capacities of higher education and research institutions through the exchange of knowledge and sharing, in a spirit of international solidarity. It is managed by the Section for International Cooperation in Higher Education Division of the Education Sector. http://unesdoc.unesco.org/images/0014/001439/143918e.pdf

[2] Membership includes the United Nations and those specialized agencies that have developed programmes in, or carry out specific activities focusing on bioethics, including its human rights aspects and other related issues. Its associate members include other international and regional intergovernmental organizations and institutions outside the United Nations system, particularly regional agencies of developing countries, engaged in activities relating to bioethics, including its human rights aspect and other related issues. More recently, some international organizations have also been welcomed as observers.

1.5 Avicenna Prize

13. In order to promote and reward the activities of individuals and groups in the field of ethics in science the Avicenna Prize is awarded every two years. Originally the award amounted to USD 10 000, but was increased to USD 50 000 in 2017. The last edition of the prize was awarded during the IBC and COMEST biannual meeting to draw attention to UNESCO's work in Bioethics and Ethics of Science and Technology. According to the current Statutes, this Prize rewards "the activities of individuals and groups in the field of ethics in science".[3] The prize was recently evaluated and renewed and is therefore not covered by the scope of the present evaluation.[4]

1.6 European Union-funded Projects in Bioethics and Ethics of Science and Technology

14. The Stakeholders Acting Together on the Ethical Impact Assessment of Research and Innovation (SATORI) project (2014-2017) aims to develop a common framework of ethical principles and practical approaches to strengthen shared understandings among various actors involved in the design and implementation of research. The project brings together 16 partners from 13 countries, including UNESCO as the only intergovernmental organization.

15. Creating and enhancing TRUSTworthy, responsible and equitable partnerships in international research (TRUST) project (2014-2017) is a consortium aiming to reduce the risk that non-ethical practices are 'exported' to third countries when choices are made to locate research to such countries.

16. The European Union (EU) also supported the development of an Ethics website during the period 2010 – 2014. The objective was to stimulate an enhanced democratic debate on ethical issues of science and to promote a more engaged and informed public. This website was to respond to the need of creating an inter-connected European information and documentation system in order to promote critical debate on issues of major significance in ethics and science. UNESCO has participated in this project due to its valuable experience with the GEObs databases.

1.7 Situating the Programme in UNESCO's Planning Documents

17. This evaluation spans a period covering 2010-2016, which is covered by four different organizational programme and budget documents. The following table presents the Bioethics and Ethics of Science and Technology programme as it is embedded into UNESCO's Programme and Budget documents. Benchmarks and targets are set for certain performance indicators in some biennia, but are missing for most. Consequently, the evaluation was not in able to measure progress against a set of targets for all areas (See section 2.5 on limitations to the evaluation in the next Chapter).

Table 1 Bioethics and Ethics of Science and Technology Programme in UNESCO's Programme and Budget Documents (C/5) 2010-2016

Programme and Budget Period	Expected Result	Performance Indicators
2016-2017 (38C/5) and 2014-2015 (37C/5)	Capacities of member states strengthened to manage bioethical challenges and engage fully in debates on bioethics and on identification of the ethical, legal and social implications of cutting-	• Number of supported countries which have established and/or reinforced their bioethics capacities • Number of reports with specific policy guidance produced as a

[3] The UNESCO Avicenna Prize for Ethics in Science was established in October 2002 by the Executive Board of UNESCO at its 165th session (165 EX/Decision 3.4.5) on the initiative of the Islamic Republic of Iran, the Donor of the Prize. The Prize is named in honor of the eminent Persian scientist and philosopher Abu Ali al-Husain ibn Abdallad ibn Sina more widely known by his Latin name, Avicenna (980-1038CE).
[4] See http://unesdoc.unesco.org/images/0024/002477/247744e.pdf.

	edge science, emerging technologies and their application for sustainable development.	result of global reflections on the ethical, legal and social implications of science and technology, with particular emphasis on bioethics.
2012-2013 (36C/5)	Capacity of member states enhanced at national level to identify and address bioethical challenges with due regard to appropriate human-rights and gender equality frameworks.	• Number of countries supported in building their capacities in bioethics, including the establishment of national bioethics committees (target was 2 countries); • Number of policy documents produced by IBC and IGBC relating to identification of specific bioethical challenges and appropriate human-rights and gender-sensitive responses to them; • Number of universities introducing the core curriculum in medicine and other relevant schools.
2010-2011 (35C/5)	3 expected results: 1) Policy advice provided and bioethics programmes strengthened.	• Number of statutory activities of IBC and IGBC held and policy documents produced relating to the application of the principles of the UNESCO Declarations • Number of activities organized and impact monitored to promote the principles of the UNESCO Declaration in different regions • Number of activities organized and impact monitored in different regions to stimulate public debate and raise awareness of decision-makers
	2) Ethics infrastructures in member states developed and reinforced.	• Number of national bioethics committees set up and with enhanced performance • Number of entries in GEObs • Number of ethics teaching programmes in universities
	3) Overarching framework for an ethical approach to the use of science and technology and other scientific activities that respect human dignity and human rights further developed.	• Number of meetings and debates of COMEST and policy documents • Quality of assistance given to Member States in monitoring development and implementation of codes of conduct for an ethical approach to scientific activity

Source: UNESCO's System of Information on Strategies, Tasks and the Evaluation of Results (SISTER)

2. Evaluation Purpose and Scope, Methodology and Limitations

2.1 Evaluation Purpose

18. UNESCO commissioned an external evaluation of its Bioethics and Ethics of Science and Technology programme. The evaluation aims to build upon an external evaluation conducted in 2010 and follow up to assess whether the recommendations of the latter have since moved the programme forward.[5] For the Terms of Reference, please see Annex 1.

19. This evaluation has a dual purpose:

- To determine the extent to which the programme has achieved desired results (summative aspect).
- To examine to what extent the programme design and implementation can be improved (formative aspect).

20. UNESCO's Bioethics and Ethics of Science and Technology Programme had not been evaluated since 2010. The timing of the present exercise is therefore opportune to take stock of progress made since and to inform future management decisions for the programme. The intended users of the evaluation are the programme managers at Headquarters, as well as Field Office staff working on the programme and senior management in the Social and Human Sciences Sector.

2.2 Evaluation Scope

21. The evaluation examined the work undertaken in the area of Bioethics and Ethics of Science and Technology between 2010-2016, corresponding to the period since the aforementioned evaluation. The present evaluation aims to assist decision-making by providing evidence-based recommendations.

22. The scope includes the following main dimensions:

- The relevance, efficiency and effectiveness of Bioethics and Ethics of Science and Technology programme activities, both at the Headquarters and in the Field Offices:
- The effectiveness of interaction among the various statutory bodies, primarily among IBC, IGBC, and COMEST;
- The overall financial situation of the Bioethics and Ethics of Science and Technology programme, including extrabudgetary resource mobilization, and its effect on performance in the period under evaluation;
- The use of partnerships and UNESCO networks (e.g. Chairs, National Bioethics Committees, UN SISTER agencies, other intergovernmental organizations, inter-sectoral cooperation within UNESCO, etc.) in the programme and whether these could be more effectively leveraged to improve results;
- Programme performance in terms of addressing UNESCO corporate priorities Gender Equality and Priority Africa (see section below); and
- Progress made in follow-up to the recommendations of the 2010 external evaluation. (See Annex 6.)

[5] Evaluation of UNESCO Strategic Programme Objective 6: "Promoting principles, practices and ethical norms relevant to scientific and technological development". Internal Oversight Service, Evaluation Department. IOS/EVS/PI/102. February 2010. See Annex 6 for information on follow-up to recommendations from the 2010 evaluation.

2.3 Corporate Priorities

23. For the period 2014-2021, Member States have confirmed the two Global Priorities of UNESCO: Priority Africa and Gender Equality.[6]

24. Based on consultations with and decisions of Member States, UNESCO's action for Africa aims to focus on two major areas during the medium term period 2014-2021:

- Building peace by building inclusive, peaceful and resilient societies; and,
- Building institutional capacities for sustainable development and poverty eradication.

25. The Organization's operational strategy for Priority Africa does not, however, outline any flagship programmes or objectives in the field of Bioethics and Ethics of Science and Technology.

26. In order to achieve concrete and sustainable results for the promotion of gender equality across all its fields of competence, UNESCO aims at applying a two-pronged approach: (i) gender mainstreaming in all programmes and activities; and, (ii) gender-specific programming.

27. The Gender Equality Action Plan states that the Bioethics and Ethics of Science and Technology programme should "Ensure that women's contributions and roles, as agents of change, are duly taken into consideration in challenges pertaining to bioethics, including their equal and inclusive participation in decision-making processes, research and capacity building" (under Main Line of Action 2).[7] It also states that women's participation in bioethics committees and relevant capacity building activities are to be promoted (Expected Result 3).

2.4 Methodology

28. This evaluation assignment consisted of three phases, including an Inception Phase, Data Collection Phase and a Synthesis and Analytical Phase leading to the drafting of the report. Each phase included a visit to UNESCO Headquarters for interviews with key informants. During the final phase, a presentation of emerging findings was made to UNESCO staff at Headquarters and in Field Offices working on the Bioethics and Ethics of Science and Technology programme.

29. The data collection methodology included:

- Document review (See Annex 2)
- Surveys of four different clusters of stakeholders (See Table 2 below)
- Interviews with a variety of stakeholders: UNESCO staff, members of Advisory Bodies, UNESCO Chairs in Bioethics, representatives of partner organizations, and independent experts.

Table 2 Overview of surveys and interviews

Stakeholders	Number of invited respondents	Number of Respondents	Respondents percentage
Survey 1 : UNESCO staff working on the programme at Headquarters and in Field Offices	15	13	87%
Survey 2: Partners and enablers of the programme	200 partners + 195 Member States = 395	84	21%

[6] UNESCO considers gender equality as a fundamental human right, a building block for social justice and an economic necessity. It is a critical factor for the achievement of all internationally agreed development goals as well as a goal in and of itself.[6] Gender equality is central to UNESCO's work, and thus is a pillar of programming and activities in all major Programmes.

[7] UNESCO Priority Gender Equality Action Plan 2014 – 2017, page 36

Survey 3: ETTC and ABC beneficiaries	320	76	24%
Survey 4: UN-IACB	16	4	25%
Interviews (selection of above)	32	27	84%

2.5 Limitations

30. Various documents have been assessed for data collection, including monitoring reports from UNESCO's System of Information on Strategies, Tasks and the Evaluation of Results (SISTER), programme implementation reports, and resources from UNESCO's website. Their quality, in terms of data, results achieved, outcomes and so forth, varies and consequently poses a challenge in terms of extracting relevant information. In addition, reporting on global priority Gender Equality is limited to one expected result at the level of the Social and Human Sciences Sector on the number of female members in National Bioethics Committees. There is no reporting on Priority Africa for the programme. To compensate for this gap, the evaluation included questions on the integration of both global priorities in its surveys and interviews.

3. Context

3.1 The 2010 Evaluation and Beyond

31. In 2010, the UNESCO Evaluation Office conducted an Evaluation of UNESCO's Strategic Programme Objective 6: Promoting principles, practices and ethical norms relevant to scientific and technological development. This evaluation focused on UNESCO's Bioethics Programme only, while the Ethics of Science and Technology Programme was not included in the scope. The principle reason for not including it at the time was that the Bioethics Programme accounted for 75 percent of the budget of the two programmes combined[8].

32. In response to the 2010 evaluation recommendations, a number of actions have been undertaken such as:

- Capacity building*, inter alia*, training for journalists, handbook teaching bioethics, establishment of new regional documentation centre;
- Establishment of networks, *inter alia*, South-South collaboration, network of young bioethicists;
- Partnerships, *inter alia*, close collaboration with the European Union (EU) and the World Health Organisation (WHO);
- Establishment of new national bioethics commissions, as well as the delivery of numerous teacher-training courses;
- Facilitation of the international conference on gender and bioethics (Kazan 2010) and specific gender training for new members of the IBC and COMEST;
- Dissemination of good practices and exchange of information and knowledge.

3.2 Restructuring and Merger of the Programmes

33. Various reorganizations and restructurings took place in UNESCO between 2010 and 2016, which affected the entire Organization, as well as the setup of the Bioethics and Ethics of Science and Technology programmes and the way they were embedded in UNESCO's Social and Human Sciences Sector. Originally, in 2010 the Division of Ethics of Science and Technology had two sections and programmes: i) Bioethics and ii) Ethics of Science and Technology. Various restructurings resulted in abolishing this Division and creating one section of Bioethics and Ethics of Science and Technology in the Division of Ethics, Youth and Sport. The creation of this section, therefore, resulted in the programmes being located at a lower level in the organizational hierarchy since a section is below a division.

34. In 2012, after the financial crisis of 2011, UNESCO's budget was cut by about 35%. Consequently, in 2013 a prioritization by UNESCO's Executive Board identified the Bioethics programme as being of higher priority than Ethics of Science and Technology. Bioethics received an A rating and Ethics of Science and Technology a C rating.[9] The prioritization had a binding effect on the preparation of the budget and Bioethics received a larger share of the budget - about 75% - while Ethics of Science and Technology received only 25%.[10] In 2013, the Bioethics programme also received an A rating in terms of priority for receipt of Emergency Funds as a compensation for the reduction in regular programme resources.[11]

[8] See Annex 6 on the follow-up to recommendations from the 2010 evaluation.
[9] This explains the A/C in the budget line for 2014-2017.
[10] This budget division was similar before the crisis hit but each portion was reduced considerably.
[11] Decisions Executive Board, Paris, 4 July 2013, decisions adopted by the Executive Board at its 5th special session

35. Since then, additional restructurings have one way or another affected how the programmes are structured and implemented. This has included budget cuts in staff and operations as well as a decentralisation process that was introduced in 2014. The restructuring also provided opportunities for the Bioethics and Ethics of Science and Technology programmes' respective Advisory Bodies to work much closer together. There has since been more cross-fertilization and learning happening and staff cooperate more closely.

36. In 2014, a decentralisation process began across the Organization, which aimed at transferring both financial and human resources from Headquarters to Field Offices. In some cases, new and existing SHS staff in Field Offices were charged with new tasks. However, in offices without recruited SHS staff (particularly in Africa) the programme was not fully implemented. Following a field reform, additional posts were created in Africa and cooperation was strengthened with other Field Offices, which already had SHS staff. The creation of additional SHS posts and recruitment of staff took time however, thus delaying the implementation of the programme. This affected the way in which both the Bioethics and Ethics of Science and Technology section at Headquarters and Field Offices were working and practical solutions had to be found to run the programmes as best as possible. This included a major role for Headquarters' staff whereas the decentralisation meant to devolve the tasks for programme implementation to the Field Offices. This also resulted in unclear reporting lines.

3.3 Human Resources

37. The number of professional staff in June 2017 at Headquarters for the Bioethics and Ethics of Science and Technology Programme totals six: five professional staff and one general service staff.

Table 3 Staffing of the Section of Bioethics and Ethics of Science and Technology in 2017

Headquarters	Grade
Chief of Section	P5
Programme Specialist	P4
Programme Specialist	P3
Programme Specialist	P3
Programme Specialist	P2
Assistant	G5
6 at UNESCO Headquarters	
Field Offices (SHS staff covering the programme)	
ARAB STATES: Beirut, Cairo, Rabat	P4
LATIN AMERICA AND THE CARIBBEAN: Montevideo – Programme Specialist in Bioethics	P4
AFRICA: Abuja, Dakar, Harare, Nairobi and Yaoundé	P4
ASIA AND THE PACIFIC: Bangkok, Beijing, Jakarta	P4/3
12 in Field Offices	

Source: SHS Administrative Office. Please note that SHS Field Office staff have diverse thematic responsibilities and devote only a part of their professional time to the programme. The number of posts in Africa increased during 2014 – 2016. The recruitment for these posts has only recently been completed.

38. In Field Offices, the Social and Human Sciences sector has 12 staff, 11 of which implement the Bioethics and Ethics of Science and Technology Programme and various other SHS programmes (Youth, Research-policy nexus, Intercultural dialogue, etc.). Only the Montevideo office has one staff member working full-time on Bioethics. Therefore, the bulk staff devoted to the programme full-time is based at Headquarters, which is the same for all other SHS programmes.

39. Programme specialists based at Headquarters must therefore provide the necessary backstopping and networking, although in some instances Field Office staff also support each other. Headquarters staff remain responsible for supporting the Advisory Bodies.

40. In 2014 when the decentralisation process began, the aim for the Organization was to fully transfer funding for capacity building (ABC and EEP) activities to Field Offices and to organize meetings

of the Advisory Bodies in the field rather than at Headquarters following a transition biennium (2014-2015). The organization of Advisory Body meetings in the regions, however, was cancelled on several occasions due to budget cuts. During the transition, Headquarters staff not only coordinated, but also executed many field activities especially in the Africa region, while also supporting the learning and transfer of files and information to field colleagues. The Latin American region was not impacted by this transition, as a full-time bioethics programme specialist was always working on the programme.

41. Over the past few biennia, the number of staff working on the Bioethics and Ethics of Science and Technology Programme has been reduced. The merger of the two Headquarters sections resulted in the total number of staff dedicated to the newly merged programme to be reduced to six. Only one staff member from the former Ethics of Science and Technology programme came to work in the new section. Prior to the merger, few staff had worked on both Bioethics and Ethics of Science and Technology programmes to seek synergies, which also did not facilitate the merger of the two programmes.

42. Decentralisation also had important consequences on the staffing of the programme. The closure of the Moscow office meant that the programme was significantly downscaled in Europe. Although more staff have been posted in Field Offices since 2014, there has actually been a reduction in the number of staff whose time is exclusively dedicated to the programme except for Latin America where one programme specialist in Montevideo remained working full-time on bioethics. All other SHS programme specialists' time is spent across a combination of other areas of work in SHS. Consequences of this are substantial. Most staff in Field Offices are not bioethicists and thereby require substantial support from Headquarters. The geographical spread of the programme is wide, but due to staff members' limited time and resources, not all countries receive sufficient coverage.

43. The Headquarters staff – despite the reduction in full time equivalents - remain responsible for carrying out activities linked with the global dimensions of Bioethics and Ethics of Science and Technology, including the work related to ensuring the proper functioning of the Advisory Bodies, elaborating and monitoring the implementation of the major international instruments in these fields, as well as defining the overall aims, approaches, priorities and content of the capacity-raising activities.

44. Headquarters also remains responsible for building and maintaining global partnerships and relations with the ethical and bioethical bodies of the UN system organizations, other intergovernmental organizations, and Member States. Headquarters staff also coordinate Field Offices' overall actions for the programme as well as the reporting process to UNESCO's governing bodies.

45. SHS staff in Field Offices are responsible for implementing the two capacity building programmes, ABC and ETTC as well as for advocacy and networking in their respective regions.

3.4 Financial Resources

46. The total regular programme budget (staff and activity) for Bioethics and Ethics of Science and Technology voted by the General Conference for the 38C/5 period (2016-2017) is USD 6 959 700, representing approximately 20% of the SHS sector's entire budget. This amount was reduced to USD 5 593 400 under the 2016-2017 Expenditure Plan (with USD 1 688 100 going to activities and USD 3 905 300 to staff costs). The budget for the 2016-2017 is significantly smaller than the one allocated to both programmes prior to the financial crisis (See Table 5 and Figure 1 below). During the crisis years (2012-2013), there was some extra budget for the Bioethics section for the organization of statutory meetings of the Advisory Bodies and limited capacity building activities. The budget cuts severely affected the implementation of most capacity building programmes.

Table 4 Expenditures of the Regular Programme for the Bioethics and Ethics of Science and Technology Programme 2010-2016 for Activities (USD)

Theme	2010-11	2012-13	2014-15	2016-17 (as of 23/03/2017)
Bioethics	1 326 501	274 931	1 240 636	810 632
Ethics of Science and Technology	881 262	125 100		
Total	2 207 763	400 030	1 240 636	810 632

Source: SHS Administrative Office.

47. The Bioethics and Ethics of Science and Technology Programme has benefitted from some extrabudgetary resources. In addition to extrabudgetary contributions (such as the UNESCO Avicenna Prize for Ethics in Science of USD 50 000 for each biennium), the programme is supported by in-kind contributions from Member States. This is also the case for the organization and hosting of sessions of the programme's Advisory Bodies (IBC and COMEST, including meetings of their working groups).

48. In 2014-2017, the Section of Bioethics and Ethics of Science and Technology has also been implementing extrabudgetary projects funded by the EU of which the total amounts to USD 633 000. One of the three projects, the Ethics Web, ended in 2014 (See Table 6 below).

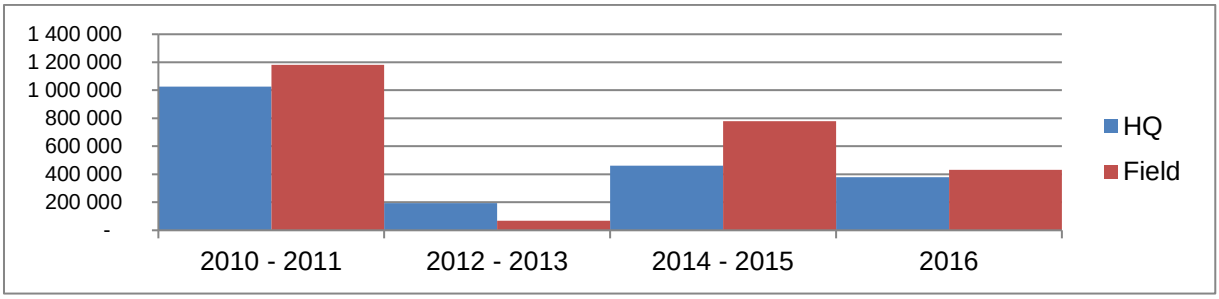
Table 5 Extrabudgetary Resources (USD) (Source: EU)

Project	2010 - 2014	2014 - 2017
The Stakeholders Acting Together on the ethical impact assessment of Research and Innovation (SATORI) 2014 – 2017		444 136
TRUST (Creating and enhancing TRUSTworthy, responsible and equitable partnerships in international research) 2014 – 2017		149 209
Ethics website contribution 2010 – 2014	40 781	

Source: SISTER

49. In terms of the differences of expenditures between Headquarters and Field Offices, Figure 1 below illustrates the severe budget cuts that resulted following the crisis. Field Offices received a slightly higher share of activity budgets than Headquarters, except during 2012-2013.

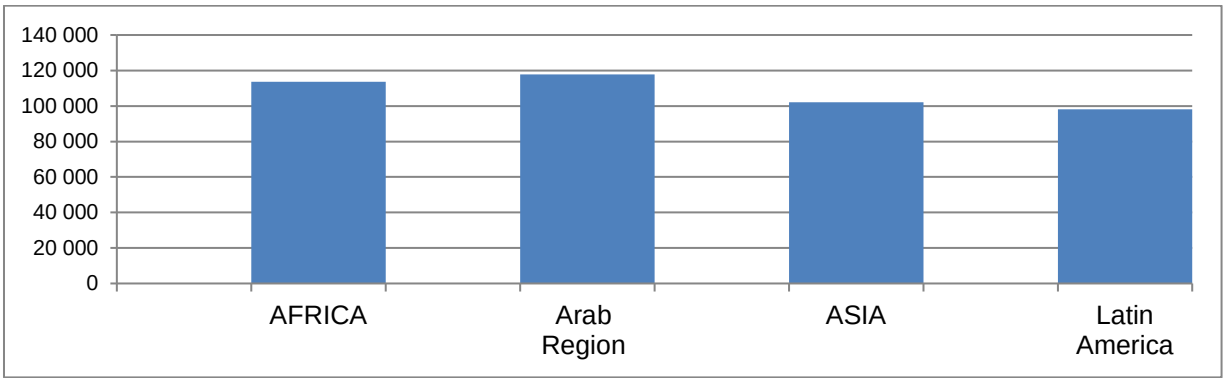
Figure 1 Actual Expenditure for Activities for the Bioethics and Ethics of Science and Technology Programme: Headquarters versus Field Offices 2010-2016 (USD)



Source: SHS Administrative Office

50. While the Africa region received a higher share of the activity budget during 2014-2015, the expenditures for 2016 in the region were lower than those in the Arab region (as of March 2017) due to limited capacities for programme implementation, as a number of SHS posts were still under recruitment (See Figure 2).

Figure 2 Actual Expenditure for Activities for the Bioethics and Ethics of Science and Technology Programme: Field Offices' share in 2016 (USD)



Source: SHS Administrative Office

3.5 Conclusion on Human and Financial Resources

51. In addition to severe budget cuts in 2013, which significantly affected the human and financial resource base in the Organization, decentralisation also affected the programme. This process required new ways of working together, including: i) roles and responsibilities in Field Offices with backstopping from Headquarters; ii) ways of communicating; iii) planning and reporting; and iv) different ways of holding staff and management to account.

52. Headquarters is still very much in charge of the programme and the devolution of roles and responsibilities is not yet complete nor clear to all. This has resulted in Field Office staff experiencing some level of micro management by Headquarters. At the same time, Headquarters' involvement in Field Offices operational work is also a result of the latter staff not being bioethicists (except in Latin America and the Caribbean - LAC). Once again, this is a challenge that has affected the SHS sector as a whole.

53. Coordination between Headquarters and Field Offices is not yet optimal in terms of planning, organising trainings (for example, accessing the roster on trainers) and sharing of information. Consultation processes for planning and budget processes do not always involve Field Office staff. Although some improvements have been made, staff indicate that more needs to be done, including improving issues such as joint planning. They all agree that programme implementation will only improve and be demand-driven once effective coordination and planning processes are put in place between Headquarters and Field Offices.

Recommendation: The Section for Bioethics and Ethics of Science and Technology should engage with all SHS staff working on the programme at Headquarters and in Field Offices to jointly review priorities and working methods in view of elaborating a more effective and efficient programme.

4. Normative Work and Advisory Bodies

4.1 International Bioethics Committee (IBC)

54. The 2005 Universal Declaration on Bioethics and Human Rights (UDBHR) is the key reference for UNESCO's work globally and many interviewees consider it relevant and broad enough to adapt to various contexts. The Declaration continues to form the backbone of the work of the IBC, as well as the Organization's capacity building programmes (see chapter 5).

55. The IBC continues to be relevant and effective in deepening reflection on bioethics, in particular in response to the UDBHR. IBC members who are experts bring relevant topics to the Committee's agenda with a global perspective. However, respondents from both the surveys and interviews question whether the priorities set by the IBC are fully based on regional needs. Although the IGBC was set up for consultation with Member States, respondents questioned to what extent this structure and process sufficiently include the views of a multitude of national actors, such as for example National Bioethics Committees (NBCs), UNESCO Chairs, and Universities.

56. The IBC is effective in terms of its outputs (reports) as well as in capitalising on experts' knowledge and experience to support various stakeholders through its meetings, publications, discussions and dissemination of its materials. The IBC published a number of reports (see Annex 5) during the period 2010-2016 in response to the UDBHR, but their dissemination to wider audiences has been limited.

57. Between 2010 and 2016, the IBC held six ordinary sessions and four joint sessions with the IGBC. All meetings took place as planned, although not always alternating between Paris and another country due to funding constraints[12]. In between meetings, its members work in groups in an efficient and effective manner, communicating through email and meetings virtually. Some members, however, experience limitations using email, as topics are technically complex and need reflection and joint discussion time in meetings. There are however no resources for additional face-to-face meetings.

58. Respondents to the surveys question the way IBC members are appointed and some interviewees consider this process as not transparent enough. Respondents also indicate that regions or countries should be able to propose candidates for the IBC if a position is vacant and that the selection should be open and competitive. Although the rules for nomination are clear, it is not clear how the selection actually takes place and the process is not made public.[13]

59. Finally, the IBC's working methods, including the time frame for meetings have improved significantly and in particular its interaction with both the IGBC and COMEST. The latter has become more active as a result of the interaction with IBC at joint sessions. The interaction between IBC and IGBC is better planned meaning that the IGBC meeting is held every two years and in between IBC meetings which are held annually. This allows the IGBC to discuss IBC draft reports and comment on them. The IGBC recommendations are then taken up at the next IBC meeting.

60. In general, there is appreciation from all respondents for the work of IBC, the reports and its contribution to the implementation of UNESCO's mandate.

[12] Besides Paris, the IBC held meetings in Baku and Seoul.

[13] IBC article 3 from the Statutes of the IBC of UNESCO. Membership. 1. The IBC shall be composed of 36 members appointed by the Director-General. The members shall be independent and shall act in their personal capacity. When making the choice, the Director-General shall take into account cultural diversity, balanced geographical representation and the need to ensure appropriate rotation. He shall also take into account the nominations for membership of the IBC received from the Member States of UNESCO, Associate Members and non-Member States, which have set up a permanent observer mission to UNESCO. When proposing their candidates for the IBC, states shall endeavor to include eminent persons who are specialists in the life sciences and in the social and human sciences, including law, human rights, philosophy, education and communication, with the necessary competence and authority to perform the IBC's duties. The Director-General shall not appoint simultaneously more than one national of the same state.

4.2 World Commission on the Ethics of Scientific Knowledge and Technology (COMEST)

61. COMEST held two ordinary sessions (2011, 2013), three extraordinary sessions (2010, 2012 2014), and two joint sessions: one with the IBC (2015) and one with both the IBC and the IGBC (2016). For an overview of its published reports, see Annex 5.

62. COMEST experienced difficulty in preparing reports during the first years that this evaluation covers: its experts were not nearly as active and did not engage in writing reports. This resulted in less visibility for the work of the body. There is doubt to what extent the topics chosen were relevant given global context and needs, whether there was sufficient political will while also the timing of the choice of topics may have played a role. For example, the Commission's focus on climate change over the first period of the evaluation did not translate into an effective contribution to global discussions on this topic, while recently – and in particular since the 2015 United Nations Climate Change Conference (COP 21) – more momentum has been created with the development of a new normative instrument on this topic and thus the relevance of the body has increased.

63. The Member States of UNESCO invited the Director-General "to prepare [...] a preliminary text of a non-binding declaration on ethical principles in relation to climate change" which is to be submitted to the 39th session of the General Conference in 2017.[14] Relevant work has also been undertaken in revision of the Recommendation on the Status of Scientific Researchers (1974)[15].

64. Joint meetings with the IBC, as mentioned above, helped increase the number of reports, a more active stream of work and mutual learning. Overall, COMEST has improved its performance (number and quality of reports) and relevance over the past years, including with a change of Secretariat.

65. The non-prioritization of the Ethics of Science and Technology part of UNESCO's programme, amongst others, also meant that there were no funds to further develop it. There is, however, a growing demand for such work and in particular support to the ethics of climate change. If the Declaration on Ethical Principles in Relation to Climate Change is accepted at UNESCO's General Conference in the fall of 2017 more momentum may be created to work in this area. This could also include contributing to capacity building programmes on the ethics of climate change, but also developing new ones that emerge.

66. Similarly, to the IBC, respondents to the surveys and interviewees indicate that until now the determination of topics has not been sufficiently done in consultation with NBCs, Chairs, and Member States.

4.3 Intergovernmental Bioethics Committee (IGBC)

67. The IGBC was created under the IBC[16] and is a relevant body in terms of providing a political platform for the IBC to discuss its work and reports with representatives of Member States. It is important to note that it is not a governance mechanism for the bioethics programme, but interacts with the IBC based on the latter's statutes and its own rules of procedure.[17]

68. Although the IGBC consists of representatives of Member States, there is a strong call for more consultations of its members with a variety of stakeholders – similarly to the findings on the IBC and COMEST- who would like to bring forward their needs and ideas that often reflect specific challenges in the regions. This would include providing examples of concrete situations and solutions at the regional level to illustrate global trends.

[14] 38 C/Resolution 42
[15] 38 C/Resolution 42
[16] Created in 1998, under Article 11 of the Statutes of the International Bioethics Committee
[17] Rules of Procedure: SHS/EST/IGBC-5/07/CONF.204/7 Rev. Paris, 5 September 2011

69. IGBC interviewees indicated that not all its members are experts, but that some of those who are experts are former IBC members, so the overall contribution to the discussions appears uneven.

70. The current working arrangements of the IGBC meeting in between those of the IBC in order to receive and prepare comments are considered an important improvement, and are thus more effective in streamlining the planning process, interaction and improved discussion between the two bodies.

71. The IGBC as a political platform creates opportunities for discussion and buy in from Member States, but respondents question it as a structure since meetings are costly and labour-intensive for the Secretariat. Moreover, COMEST would also like to have a platform for discussion with the Member States, but would not consider the IGBC a relevant or effective structure given the above.

4.4 Secretariats to the Advisory Bodies

72. The three Advisory Bodies were initially supported by two Secretariats: one for IBC and IGBC and one for COMEST, but these merged in 2014 into one Secretariat, which resulted in substantial cost savings of about 28 percent in staff time. Staff do struggle to devote adequate time to all three bodies.

73. Interviewees point out that limited staff numbers have had an effect on the Secretariat's ability to provide smooth support to the Advisory Bodies. Staff also have other responsibilities related to the Advisory Bodies such as attending meetings related to the topics on the agenda, acting as a backbone for questions from Member States, etc. so their tasks go beyond a pure secretarial support function. This has resulted in staff being overstretched. Interviewees point out that similar bodies elsewhere have a support function that is congruent with the tasks to be performed and that the UNESCO Secretariat is very understaffed.

4.5 Other Normative Work

74. The Bioethics and Ethics of Science and Technology section at Headquarters has also been involved in the monitoring of the implementation of existing normative instruments as well as in the development of new normative work.

75. The section is responsible for monitoring the Member States implementation of certain UNESCO instruments such as the 1974 Recommendation on the Status of Scientific Researchers every four years. In 2010-2011, this entailed designing guidance for the reporting by Member States in consultation with the Executive Board Committee on Conventions and Recommendations (CR), organizing the consultations with Member States to collect their reports, analysis and reporting of their implementation in a consolidated manner to the CR. In 2014, this included punctual advice to and exchanges with the United Nations Human Rights Council and in 2016, the section prepared entirely new guidance in consultation with the CR and again organized consultations with Member States for their reporting on implementation of the existing Recommendation.

76. Together with the Natural Sciences Sector, the Bioethics and Ethics of Science and Technology section is currently in the final stages of preparing a revised version of the 1974 Recommendation on the Status of Scientific Researchers, a work stream that started in 2014 and is scheduled to end in 2017. The Section has led the process, organizing (online) consultations with Advisory Bodies, partners and other organizations, hiring and working together with an expert team of consultants to conceive the revised text according to the comments that had been received, preparing a revised text, organizing consultations with Member States via written procedure, and fundraising for the holding of an intergovernmental meeting on the topic. A final report is under preparation that contains the Director-General's proposal on how the Recommendation should be revised. Member States at the UNESCO

General Conference will examine a decision on this proposal in the fall of 2017 and a simple majority will be sufficient to accept the new Recommendation.[18]

77. The Bioethics and Ethics of Science and Technology Section is also in the final stages of preparing a draft Declaration of Ethical Principles in Relation to Climate Change, an initiative that was foreseen by COMEST over several years, and taken up by UNESCO's General Conference in late 2015. The Section has been leading this process, holding information sessions with the Executive Board, developing a Road Map that fed into the 199th Executive Board consultations, receiving nominations for the Director-General to appoint a balanced Ad Hoc Expert Group, organizing their appointment, convening their meeting and managing their work to prepare texts, and organizing consultations with Member States by written procedure. A text has been recently adopted by an intergovernmental meeting, which will be transmitted by the Director-General as a proposal for UNESCO's new Declaration. Member States at the UNESCO General Conference will decide on this proposal in the fall of 2017 and may adopt this by a simple majority if it requires a vote.

4.6 Global Priorities in the Work of the Advisory Bodies

78. Gender equality features in various ways in the work of the Advisory Bodies, but there is no formal reflection on the global priority in the bodies' statutes or procedures. Interviewees assert that, informally, gender balance is taken into account and that some female members take a strong position in terms of the topics under discussion.[19] Some interviewees point out that more attention should be paid to female scientists from Africa and that their presence and contribution to the Advisory Bodies remains limited. Reports of the IBC and COMEST in most cases have specific gender-related chapters, but interviewees suggest that much could be improved, including moving away from an ad hoc approach to gender equality towards mainstreaming it in all reports. The latter is also the case for the choice of topics such as abortion, prenatal selection or genetic manipulation where a specific gender equality lens should be applied.

79. Priority Africa is not well taken into account nor reflected in the work of the bodies. Interviewees refer to the corporate priority having little effect on the bodies in terms of strategy, reflection and guidance. Interviewees do in general assert that making progress in Bioethics and Ethics of Science and Technology for a variety of reasons is challenging in Africa, including motivating all Member States to take action and support their countries. The survey indicates that the IBC considers the Priority, but an overwhelming majority of respondents indicate that they cannot answer this question, which could mean that they are not familiar with it, or that the guidance and support to implementation is limited.

4.7 Conclusion on Normative Work and the Advisory Bodies

80. The evaluation finds that UNESCO continued to provide a global forum for reflection and standard-setting on bioethics and ethics of science and technology, particularly through the work of the IBC, the IGBC and COMEST, the consultations for the revision of the 1974 Recommendation on the Status of Scientific Researchers and the preparation of the Declaration on Ethical Principles in Relation to Climate Change.

[18] http://www.unesco.org/new/en/social-and-human-sciences/themes/bioethics/1974-recommendation/

[19] For example, the 2010 SISTER report mentions that : ….It should be noted that the balance in the geographical representation was enhanced by increasing the number of members from Africa, and the gender priority was pursued by maintaining at least the present gender balance in the composition of the Committee despite the prevalence of male candidatures.

Recommendation: The Section for Bioethics and Ethics of Science and Technology - upon acceptance of the revised Recommendation on the Status of Scientific Researchers (1974) and the Declaration on Ethical Principles in Relation to Climate Change – should develop capacity building programmes for the implementation of these new normative instruments.

81. The working methods and sessions of the Advisory Bodies have been further streamlined and consolidated under a single Secretariat to eliminate redundancies, enhance synergies, and reduce overall operating costs. The latter, however, has created a situation where staff are overstretched.

82. The surveys and interviews indicate that the role, function and responsibility of the Advisory Bodies, and in particular, in terms of their effectiveness and efficiency,need to be cristallized . Currently COMEST reports do not directly feed into capacity building programmes due to a lack of resources.

83. For IBC and COMEST, the opinions from the interviewees and survey respondents covered a wide spectrum. Some respondents consider the bodies' current role and function to be effective while others believe that, ultimately, the IBC and COMEST should merge into one.

84. A majority of respondents and interviewees assert that further collaboration is needed (some also suggesting that this would lead to a full merger in due course) and that more work could be conducted in a joint fashion. Suggestions were made to work on: i) shared topics which require reflection and discussion from both bodies, ii) a joint report where a topic covers both mandates and the subject of choice, and iii) more integrated programming in the regions and countries responding to needs.

85. The merging of IBC and COMEST would be welcomed by many since they are both complementary as well as overlapping. For example, many bioethical topics have a technological component. A merger would also make their work more effective since they already have joint meetings and costs could be further reduced, including the time spent for preparation by the Secretariat.

86. While a political platform for IBC and COMEST is considered relevant, a structure like the IGBC is questioned, including its related costs. A political platform is required for consultations for both the IBC and COMEST, but what is needed is a body that meets on request, and in particular, prior to submitting draft declarations to the General Conference.

Recommendation : The Section for Bioethics and Ethics of Science and Technology in close cooperation with the Advisory Bodies and SHS management should develop a roadmap for the further cooperation and possible integration of IBC and COMEST.

5. Capacity Building

5.1 Assisting Bioethics Committees Programme (ABC)

87. UNESCO has supported the development and strengthening of capacities of its Member States, as well as the establishment and functioning of their national bioethics infrastructure through its Assisting Bioethics Committees (ABC) Programme since 2006. Its main purpose is to respond to article 19 of the UDBHR, which recommends the establishment of "independent, multidisciplinary and pluralist ethics committees".

88. The aim of such committees at the national level is to have independent, pluralist, and multi-disciplinary bodies that advise policy makers and government in a highly-competent manner on any bioethics matter of importance to the nation, on whatever subject, and vigilantly encourage a public debate on bioethics and ethics of science and technology so that public debate is well-informed and respectfully inclusive.[20]

89. These National Bioethics Committees (NBCs) are the most important intermediary bodies for the implementation of normative instruments, such as the UDBHR, adopted by Member States. The ABC programme was created to reinforce the bioethics infrastructure of Member States by creating NBCs, including enhancing their capacities. The establishment of a NBC, however, is a political process that is initiated by the Member States themselves and requires national support. The establishment and running of the NBCs can also be costly and not all Member States are in a position to provide the necessary resources. This can pose a challenge to their creation and continuity.

90. UNESCO's support through the ABC programme is based on a three-year process which is comprised of the following interventions:

91. Needs assessment: this includes a fact-finding mission to obtain accurate information concerning the existence of ethics committees in the country. Data is gathered on available ethics expertise, ethics education at university level, ethics Advisory Bodies, ethics related legislation and guidelines, codes of conduct and ethics review mechanisms. UNESCO has a broad approach: it sees ethics committees as not only assessing research, but also providing advice on ethical problems, formulating recommendations, and fostering debate, education and public awareness.

92. Technical support for the establishment of the Committee: this is support on establishing a NBC. With the support of the National Commission for UNESCO, all interested parties, bodies and organizations are invited to discuss the needs of the country, the modalities of a committee and the practical steps to be taken at a preparatory meeting. At the end of the assessment, a plan of action or roadmap is agreed upon amongst stakeholders: it is then formalized in a Memorandum of Understanding as soon as the committee has officially been established.

93. Building capacity for long-term sustainability: After the establishment of the NBC, a three-year support programme starts and can differ depending on the needs of the committee. The usual trajectory of support includes in the first year: training in working methods, building up relevant documentation, training of the Committee's secretariat and so on. The second year includes training in bioethics (research ethics, ethics and policy advice etc.) and creating partnerships with experienced NBCs. The final year includes specialized training in ethics based on local needs.[21]

94. The capacity building module offered to the participating NBCs is conducted by a team of three international bioethics experts, selected from a roster of experts and the majority of whom are former or current members of IBC or COMEST. These trainers volunteer their time and UNESCO covers only their expenses. The trainings are provided in four languages: English, French, Spanish and Arabic.

[20] Assisting Bioethics Committees, UNESCO publication, no author
[21] Text composed based on UNESCO's website and SISTER report 2010-2012

95. It is challenging to determine the exact number of established NBCs at the end of 2016. In 2015, however, 19 new NBCs were established, of which 11 were in Africa. Training took place for 13 NBCs in 2015, of which nine were in Africa.[22] This is only a snapshot of one year and is not representative of the entire period covered by the evaluation. The evaluation also notes that UNESCO field officers can only cover a limited number of countries in their respective regions and advocacy takes time. The establishment of NBCs is also a lengthy political process, so progress can be slow.

96. The collected data on creating and assisting NBCs show a mixed picture in terms of the effectiveness of the ABC programme.

97. First, the three-year programme is too long. Due to the high turnover of NBC members, the momentum after the creation of a NBC is lost and the training provided by UNESCO becomes less effective. There is rarely follow up after the three-year programme, mainly due to a lack of resources whereas many NBCs require support to keep up with new topics and technologies, including for the preparation of legislation and policymaking. There is one exception to this: the LAC region. The sustainability of the NBCs is also a concern, as they need to remain relevant and up to date in responding to their country needs. In principle, this is the prerogative of respective governments, but in developing countries, the sustainability of NBCs is a challenge. As such, they also need to have sufficient resources to function properly and many stakeholders consulted during the evaluation have confirmed this.

98. Second, the programme lacks a well-developed consultation mechanism for the identification of the needs of NBCs. This has led to some interviewees cautioning that support is possibly too one dimensional and based on experts identification of topics. It must be noted that the programme has not been reviewed since it was established in 2006.

99. Third, another challenge related to creating a NBC relates to where it is housed. Given that its membership is often a broad representation of stakeholders, there may be different government entities that lobby to host it. In some instances, this has caused friction and undermined effective cooperation among committee members. UNESCO prefers to establish NBCs in government entities with broad mandates (for example education) while for the World Health Organization (WHO) it is logical – given its mandate – to have NBCs located in the Ministry of Health. Practical solutions have been found through ensuring appropriate representation of government entities.

100. In general, the guidance materials used such as the guides on Establishing Bioethics Committees, Procedures and Policies and Educating Bioethics Committees are found to be relevant, but more could be done to adapt these to regional and national contexts.

101. The roster of trainers is not considered diverse enough: there is a limited critical mass of trainers coming from all world regions and particularly Africa. The question related to this issue includes whether more could be done to increase the number of trainers from the regions, if this would be beneficial to the NBCs and increases the effectiveness and efficiency of the support and training.

102. Currently, the backstopping for support to NBCs comes from Headquarters. The main reason for this is that this is where the academic knowledge and experience in bioethics is located – except in LAC –, supplemented by trainers from the roster who support the capacity building elements. Field Office staff can perform such tasks in a limited manner due to the various reasons outlined above and continue to be dependent on backstopping from Headquarters Consequently, this situation is also more costly since Headquarters' staff need to travel to the regions and cannot spend time on their regular tasks. This split situation is not sustainable, while interviewees indicate that the demand for additional support to NBCs is not diminishing.

[22] Brochure UNESCO and Bioethics

5.2 Professional Capacity Building Programmes: Ethics Education Programme

103. The Ethics Education Programme (EEP), much like the ABC, stems from the UDBHR, namely Article 23, which requests to "foster bioethics education and training at all levels as well as to encourage information and knowledge dissemination programmes about bioethics". The EEP also responds to the COMEST report on the teaching of ethics (2003), which recommends the active promotion of ethics teaching in all science disciplines. The overall objective of the EEP is to reinforce and increase the capacities of Member States in the area of ethics education. The EEP is focused on professional capacity building, while the ABC is focused on institutional capacity building. The EEP programme includes three distinct capacity building components:

104. The Core Curriculum on Bioethics draws on the international principles contained in the UDBHR with a strong focus on health ethics. It is a basic set of teaching materials that can be adapted to a national context and can be integrated in university syllabi and used for teaching. The core curriculum has been introduced during the evaluation period, by estimation, in 31 universities and a number of Memoranda of Understanding have been signed with partner institutions, while any university is free to use it. Members of the IBC who are university professors were also found to use it. The core curriculum has been translated into Arabic, French, Spanish, Russian, Chinese, Mongolian, Portuguese, German and Swahili.

105. The Core Curriculum provides a relevant basic course as well as teaching materials to universities, research institutes and hospitals. In some instances, the material has been adapted and expanded. According to the surveys, it is considered to be the most effective capacity building instrument of the EEP programme since it also requires little support from UNESCO. It is an efficient way of disseminating principles of UNESCO's normative work on bioethics. It generates more interest in bioethics and subsequently leads to the development of other relevant materials for professional bioethics education programmes.

106. Ethics Teacher Training Course (ETTC) is provided by a team of international experts, who have a background in ethics education. The ETTC is frequently offered in conjunction with the introduction of the Bioethics Core Curriculum in participating universities, with a view to training the instructors working with the curriculum. The training focuses on both ethics education as well as teaching skills. The courses are designed to: i) introduce participants to the means and resources for teaching ethics of sciences and bioethics; ii) teach participants methodologies for teaching ethics of sciences and bioethics; and iii) assess and provide feedback on participants' demonstrations of teaching skills under the guidance of experienced facilitators. Courses are announced five months ahead of time through the UNESCO website, GEObs contact list, various bioethics networks associated with UNESCO, and social networks. Students can apply and are selected based on a set of criteria, including having a Masters or higher degree university affiliation as well as good command of the language of instruction. There is no tuition fee for participating in the ETTC. Experts, who are volunteers, usually teaching at universities, provide the training. Only their mission expenses are paid for by UNESCO, in addition to other expenses including local transport, catering, translation of materials and interpretation.

107. During the evaluation period, it is estimated that 30 ETTC courses were provided to 560 graduates from 60 countries. A general revision of the method, approach and implementation of the ETTCs was launched at the end of 2015. An online platform was installed in order to foster the networking of former ETTC alumni; so far, 98 alumni have subscribed. LAC has a Spanish platform with a network of 128 former students.[23]

108. The ETTC remains relevant to a very heterogeneous group of participants, providing training on teaching skills in ethics, as well as on the substance itself. Currently there is some inquiry into students' needs, but very little follow-up with additional training as resources for this are not available. This also

[23] http://redlaceb.com/

puts forward the question of how the current content can be better tailored to the needs of the participants.

109. Given that very few organizations (for example UNESCO Chairs) provide training like the ETTC and the demand for it is very high, the ETTC is a critical tool for capacity building. There is, however, no systematic monitoring of how participants use the materials and skills acquired. This evaluation collected some anecdotal evidence that participants use the material and their teaching skills, for example, to improve their work. More diversified content is needed in response to new developments in bioethics and ethics of science and technology, including for follow-up courses.

110. The ETTC is effective in a limited way since the demand for it is substantial, but the budget and mode of delivery as well as related costs are questionable. The ETTC trainings are labour intensive for field staff and given their time and budget constraints, they cannot increase the number of trainings. Other ways of delivery, including online training may serve more people and on a more regular basis, thus expanding the opportunity to enhance people's knowledge of bioethics. A different delivery mode would also increase the efficiency of the course and reduce costs.

111. Similarly to the ABC programme, the roster of trainers consists mostly of academics teaching at Western universities: there is a limited critical mass of trainers coming from other regions and in particular from Africa. The exception is LAC where all trainers are from the regional network of experts, including the Montevideo office programme specialist. The section has already tried to respond to such issues, including organizing a Training of Trainers event in Paris, with 30 participants from all the regions while a second one for Arab and Asian countries took place recently. This also addresses language needs for instruction: trainers are needed who can speak various languages.

112. Participants' future needs reflect that they are in the teaching profession and beneficiaries' most common request is for additional training to either deepen their knowledge or receive specific training in areas that are relevant to them such as, for example, medical ethics, public health or teaching a specific group of different professionals. They also indicate that there is a need for additional teaching methods in bioethics as well as developing case studies. Finally, there is a call for interaction with other teachers and learning and access to documentation and relevant publications, including in their preferred language.

5.3 Global Ethics Observatory (GEObs)

113. The Global Ethics Observatory (GEObs) is a system of six databases in the field of bioethics and other areas of applied ethics in science and technology that was set up between December 2005 and October 2008. The six databases contain information on ethics experts, institutions, teaching programmes, legislation and guidelines, codes of conduct, and resources. They are freely accessible online in the six official languages of UNESCO. The number of new entries between December 2009 and May 2016 contained in each of the six databases is summarized in the table below.

Table 6 Number of entries in the GEObs databases

GEObs Database	Number of entries December 2009	Number of entries May 2017
1: Who's Who in Ethics	1405	1690
2: Ethics Institutions	437	555
3: Ethics Teaching Programmes	232	235
4: Legislation and guidelines	468	797
5: Codes of Conduct	151	150
6: Resources in Ethics	211	417

Source: GEObs databases, May 2017

114. GEObs statistics indicate that every year new users come on-board. Although there is some difference over the years, there is no indication that the new users are steadily declining. As of 12 June 2017, the total number of unique users since its launch in 2005 is 37 637.

Figure 3 New Users of GEObs since 2005

Source GEObs statistics with support from UNESCO

115. The evaluation found that GEObs is still a relevant and important source of information; there is no similar repository of information globally. There are still new entries into GEObs, but the quality assurance function of the databases is limited. Interviewees expressed that the tool is unique in combining different data sets. At the same time – due to a lack of regular inputs and maintenance - GEObs is losing its relevance in terms of up-to-date information. This finding must be understood in light of staff capacity at Headquarters and, to some extentn at the Field Office level to maintain the databases and conduct quality control.

116. GEObs has made a significant contribution to the ETHICSWEB EU-funded project since its staff had relevant experience and knowledge based on the creation of GEObs. Closer integration between the ETHICSWEB Portal and GEObs has been achieved; the relevant data items from GEObs have been recreated in the ETHICSWEB Portal and work was undertaken to enrich the ETHICSWEB with higher quality data.

117. The evaluation surveys reveal that many partners know GEObs, but they do not use it on a regular basis. The survey of beneficiaries (ETTC and ABC training participants) provides zero response on the use of GEObs implying that they do not know it. This seems a missed opportunity since the capacity building beneficiaries constantly request additional documentation and material.

118. There is support for GEObs revival from the UNESCO staff survey, but not at all costs. More analysis is necessary to assess its relevance in its current form and its added value in comparison to existing databases such as ETHICSWEB. Reviving it could also provide an opportunity to change the data sets and ensure that it is relevant to a larger audience.

5.4 Priority Gender Equality and Africa in Capacity Building Initiatives

119. The Gender Equality Action Plan has set a result for the programme in terms of the number of women participating as active members in National Bioethics Committees and in bioethics trainings. For the 2014-2016 biennium, both targets were achieved: four committees have achieved over 30 percent women participating as active members (El Salvador, Ecuador, Guinea and Malaysia). In addition, gender balance was sought when selecting the participants for the ETTC training. As a result, there were 279 women out of 493 beneficiaries (56.59 percent). For ABC, all the expert trainers were women, coming from Mexico, Canada, Belgium and Austria.

120. There was also an intention to respond to Global Priority Africa by focusing the ABC programme's work on that region. As mentioned earlier, a number of NBCs were established in the region during the period under evaluation. The data on participants of ETTC training is not disaggregated by region and thus no conclusion can be drawn on how many from the Africa region participated.

Recommendation: The Section for Bioethics and Ethics of Science and Technology together with SHS staff in Field Offices working on the programme should mainstream gender equality into the programme.

5.5 Conclusion on Capacity Building

121. The capacity building programmes remain relevant, but both ABC and ETTC beneficiaries call for more demand-driven content and the embedding of the programmes into national and regional needs. Since NBCs are established by governments, more thought needs to be given as to how the latter can be mobilised to support the creation and sustainability of NBCs.

Recommendation: The Section for Bioethics and Ethics of Science and Technology together with relevant SHS staff in Field Offices should review the capacity building programmes (ABC and EEP) with a view to increasing their relevance, effectiveness and delivery.

122. Demand for the ETTC is high, including for follow-up, which implies more advanced types of training are required after an initial introductory course. In its current form and with the limited resources it would be a challenge to increase the number of trainings. ETTC courses need to be delivered in a smarter fashion in order to serve more participants. In this context, LAC's lifelong e-learning course is relevant and can serve as an example.[24]

123. Whilst training field officers in bioethics will increase their skills and improve their work with NBCs and ETTC participants, such training may not go so far given that the time they can spend on this work remains limited. Respondents indicate that the Latin America region is where the programme has been most successful due to the programme specialist's background and full-time engagement.

124. If COMEST grows in terms of its strategic position and most likely in the area of ethics of climate change, an operational plan in terms of capacity building will need to be developed. The implementation of such a programme would require additional resources and staff, especially in Field Offices.

Recommendation: The Section for Bioethics and Ethics of Science and Technology should develop a knowledge-sharing mechanism for all providers of capacity building support such as Chairs, universities, trainers, NBCs and teachers to become interconnected in order to respond to future capacity building needs.

[24] www.redbieotica-edu.com.ar.

125. GEObs is at a critical crossroad and before a decision is made on whether it should be revived, analysis is required in order to justify its revival and rethink its management. This analysis could include: i) data statistics over time to get a better idea of the type of user, the frequency of use and the need; ii) the relevance of the categories; iii) the costs of updating and reviving, including time inputs from UNESCO or other staff; the costs of maintenance, including time inputs from UNESCO or other staff; iv) whether UNESCO should actually be in charge of GEObs and v) whether any type of cost recovery should be considered.

Recommendation: The Section for Bioethics and Ethics of Science and Technology should initiate a review of GEObs with a view of a decision on its future.

6. Partnerships

126. Over the years, UNESCO has developed the following partnerships:

- UNESCO acts as the Secretariat of the United Nations Inter-Agency Committee on Bioethics (UN-IACB), which was established in 2003;
- UNESCO has supported the creation of Chairs in bioethics; and,
- UNESCO works closely with the EU on three projects, two of which are ongoing while one is now closed.

6.1 UNESCO's support to the United Nations Inter-Agency Committee on Bioethics (UN-IACB)

127. As the Secretariat of the UN-IACB, UNESCO developed the Terms of Reference and the Rules of Procedure for the Committee and is in charge of organizing the annual meeting of the body. By providing a forum for exchange of information in the field of bioethics and related issues, with special attention to human rights, the UN-IACB intends to promote coordination of activities carried out by its members as well as cooperation between them. The UN-IACB was created to avoid duplication of work among UN agencies.

128. During the period covered by the evaluation, the Committee held meetings every year and in 2010, its Terms of Reference and of the Rules of Procedure were finalised. Members are not all UN organizations and some have distinct mandates or focus on specific regional areas only. Members also have different approaches to bioethics and it is therefore challenging to find a common ground of work.

129. UN-IACB members indicate that they appreciate the annual meetings and find them useful in terms of both information exchange and learning. At the same time, they call for an improvement in the exchange and learning by inviting experts (for example from the IBC and COMEST) and to work around themes in sub groups. This suggests that there is a need to deepen the reflection on emerging topics, and broaden the scope to critical issues for developing countries.

130. UN-IACB survey respondents and interviewees indicated that they consider UNESCO's overall role as a member and Secretariat of the Committee to be very effective. When asked how effective the partnership is with the UN-IABC, a quarter of UNESCO staff found it to be very effective, another quarter judged it somewhat effective and a small percentage considered it ineffective when compared to other partners (NBCs and UNESCO Chairs), UNESCO sectors and Members of the Advisory Bodies (IBC, IGBC, COMEST).

131. There is no evidence of what other effects the meetings have and to what extent UNESCO's role and support to the UN-IACB contributes to UN-wide reflections and discussions on bioethics. Members have their own mandates, focus and work plans and a UN-wide approach or response to a declaration or recommendation is not visible.

132. There is a demand for deepening reflection on emerging topics (with experts), getting better organized (groups and division of labour), but the expectation is that UNESCO needs to drive the agenda, given that it holds the Secretariat.

133. The idea of working in groups could also help to seek a common denominator in terms of organizations that have similar mandates or share interest in specific topics. This could help overcome existing differences among members while also setting the stage for further reflection based on the UDBHR as well as other emerging topics relevant to members.

6.2 Cooperation with UNESCO Chairs in Bioethics

134. The Chairs Programme is UNESCO-wide, promoting international inter-university cooperation and networking to enhance institutional capacities through knowledge sharing and collaborative work. The Programme supports the establishment of UNESCO Chairs and UNITWIN networks in key priority areas related to UNESCO's fields of competence. In many instances, the networks and Chairs serve as think tanks and as links between academia, civil society, local communities, research and policy-making. In areas suffering from a dearth of expertise, Chairs and networks have evolved into poles of excellence and innovation at the regional or sub-regional levels. A Chair may be developed within a university department by reinforcing an existing teaching/research programme in the field of bioethics or ethics of science and technology and giving it an international dimension. It is the university who initiates the request for a UNESCO Chair and funds it. Chairs are also expected to contribute to strengthening North-South, South-South as well as triangular cooperation.[25]

135. The establishment of the UNESCO Chairs in Bioethics was first discussed at the International Conference on Ethics and Education that was initiated and held at the International Centre in Eilat, Israel in 2000. The establishment of Chairs started in 2001 and there are currently 11 established Chairs in Bioethics.

136. UNESCO Chairs are an important asset in supporting the Organization's mission: most Chairs are very active both in terms of ethics education and development and in establishing cooperation with universities in the South. They are therefore important contributors to UNESCO's mandate and can create a snowball effect, with the potential of reaching many people through teaching bioethics, especially in times when UNESCO staff are overstretched. At the same time, it must be noted that Chairs cannot be expected to always act on behalf of UNESCO, as they are not staff of the Organization.

137. The key question put forward by interviewees is why there are so few Chairs, whereas they constitute a great potential in terms of contributing to UNESCO's mandate in bioethics and ethics of science and technology. All their contributions are voluntary and their work can be very effective, including creating academic and non-academic courses, including online modules and fostering the explanation of and debate on the key declarations. In other words, the Chairs are relevant actors in capacity building way beyond UNESCO's remit, but the degree of their involvement in the Organization's work depends on a number of factors that are beyond UNESCO's control. These may include, among others, personal commitment and available resources. The potential impact of the Chairs' work and outreach – given their low number – is therefore not realized, while the work of individual Chairs is appreciated.

138. The Chairs are awarded a title by UNESCO, which brings prestige to their universities. In return, they commit to work in areas that contribute to the Organization's mandate in a given field. Consequently, the partnership is perceived as mutually beneficial. Concerns have been raised about the rules of engagement with the Chairs and how UNESCO needs to coordinate their action, possibly looking at how Chairs in other fields function and bring them together.

6.3 UNESCO's Partnership with the European Union (EU)

139. The EU-funded projects are developed specifically for European Member States and UNESCO's participation and contribution to the three projects has been significant. For example, UNESCO has: i) contributed to building a common framework of ethics assessment for research and innovation both at the European and at a more global level; ii) participated in missions to identify further compliance tools in countries; iii) and hosted and co-organized kick-off meetings.

[25] UNESCO website.

140. UNESCO received financial resources for its support and this had helped pay for staff costs and consultants.[26] The partnership has also contributed to expected results of UNESCO's programme in bioethics and ethics of science and technology since capacities of Member States have been strengthened. UNESCO – through its contributions - has succeeded in confirming its role in promoting ethics of science through identifying ethical principles and elaborating ethical standards and norms of scientific research and application of its results.

6.4 Other Partnerships

141. UNESCO's partnerships with the private sector are limited. In the past, efforts were undertaken to reach out to the private sector, but the cooperation has not translated into a programme of any kind.

142. UNESCO originally planned more international conferences, which could have reached out to the general public as well as civil society, but due to budget cuts, this has not worked out. Some of the Advisory Bodies meetings are open to the public, but these reach only a limited audience. Moreover, the dissemination of the Advisory Bodies' reports is limited.

143. There are no data on interaction with the general public and civil society, but the surveys and interviews suggest that interaction with these groups needs to be strengthened. The private sector interviewees indicated that more could be done on joint work related to the UDBHR, also indicating that UNESCO's teaching materials in the field are relevant to them. Other interviewees caution such cooperation since the private sector is oriented towards profit while UNESCO's work is oriented towards debate, reflection and standards setting. Some pointed out, however, that UNESCO's cooperation with the private sector could also provide opportunities, for example, to explain and discuss the normative work so that the private sector's own standard setting could improve.

144. Finally, interviewees indicate that UNESCO's cooperation and partnership with the WHO could be strengthened through a division of labour in various working groups at global, regional and national levels. For example, the NBCs are created by UNESCO, which is a priority shared by WHO. However, UNESCO expressed a need to ensure that NBC membership must include representation from all fields. Interviewees indicated that there are also opportunities to work together at the regional level and develop joint activities – also since UNESCO has relevant documentation and teaching material - while WHO could serve specific interest groups relevant to its mandate in health. Finally, the Global Summit of National Bioethics Committees was mentioned as an example where WHO takes the lead and good collaboration with UNESCO takes place.[27]

6.5 Conclusions on Partnerships

145. There is evidence that some partnerships – such as with the EU, the Chairs and the UN-IACB – have proven to be mutually beneficial and for UNESCO this has provided an opportunity to demonstrate its unique expertise.

146. UNESCO's role in building and maintaining partnerships for its Bioethics and Ethics of Science and Technology programme is overall limited and the benefits not sufficiently exploited, especially with the private sector, civil society and the general public. This is a missed opportunity since partnerships can be beneficial to UNESCO in terms of improving its resource base and strategic position: using its knowledge and experience to add value, including through its Advisory Bodies; to use its normative work; and to demonstrate its experience in capacity building.

[26] All the material for this chapter has been summarized and taken from the three project documents; progress reports, other material collected from the website and one some interviews.

[27] The Global Health Ethics Unit at WHO provides the permanent secretariat for the Global Summit. This is a biennial forum for national bioethics representatives to share information and experiences on ethical issues in health and public health. It is a platform for discussion and formulates consensus on a wide range of prominent ethical topics.

147. Furthermore, partnerships are not pursued through clear strategy and a number of opportunities, in particular with civil society and the private sector, are missed.

Recommendation 1: The Section for Bioethics and Ethics of Science and Technology should develop a partnership strategy to increase resource mobilisation and garner more expertise; whilst clarifying and strengthening existing partnerships to improve programme implementation.

7. Conclusions and Recommendations

148. The Bioethics and Ethics of Science and Technology programme remains highly relevant. Its implementation, however, has been affected by budget cuts as well as a lack of specialised staff, particularly in Field Offices. The Montevideo office is the only exception to this, as it has a full-time Programme Specialist that has been working on the Bioethics programme for many years.

149. Proposed changes and initiating action in response to the recommendations that follow will require time and extra resources. This could therefore impose additional pressure on a programme team that is permanently overstretched. There is a real danger that such pressure could culminate in a tipping point where the programme team will no longer be able to respond to routine as well as extra tasks. Ultimately, the effective implementation of UNESCO's mandate in Bioethics and Ethics in Science and Technology could be undermined.

7.1 Human and Financial Resources

150. When the Bioethics and Ethics of Science and Technology programmes merged into one, the resulting programme and section was left with reduced human and financial resources. However, this did not lead to the downscaling of activities, except during the financial crisis in 2012-2013 when most capacity building activities were put on hold. As a first result of the merger, prominence was given to bioethics (following a prioritization exercise), in terms of the allocation of human and financial resources. Consequently, the programme has implemented capacity building activities with a focus on bioethics.

151. Similarly to other SHS programmes, the decentralisation process has not yielded results as expected: it has led to ineffective and inefficient programme implementation due to a lack of staff capacity and expertise in Field Offices and the continued need for backstopping from Headquarters. Although more SHS posts were created in Africa, the expected effect has so far been limited since SHS staff in Field Offices cover multiple programmes and no staff can commit sufficient time and expertise to the Bioethics and Ethics of Science and Technology Programme. The Montevideo office is the only exception to this and confirms the value added of a regional capacity rather than a country level approach. The work in bioethics – which requires specialized knowledge which is available at Headquarters but only to a limited extent in Field Offices – has resulted in an uneven division of labour between Headquarters and field staff as well as unclear business processes.

Recommendation 1: The Section for Bioethics and Ethics of Science and Technology should engage with all SHS staff working on the programme at Headquarters and in Field Offices to jointly review priorities and working methods in view of elaborating a more effective and efficient programme. This should involve consideration of the following:

- Joint budgeting and planning;
- Clear delegation of responsibilities between Headquarters and Field Offices;
- Enhanced information sharing and reporting;
- Training for field staff.

7.2 Normative Work and Advisory Bodies

152. Past and current normative work remains relevant: the 2005 Declaration on Bioethics and Human Rights continues to be a critical reference point for global action. Important new normative work on the Ethical Principles in Relation to Climate Change and the review of the Recommendation of the Status of Researchers of 1974 is on its way and should further enhance UNESCO's strategic position in the field. UNESCO's role as a standard setter is recognized by partners and provides the Organization

new opportunities to position itself strongly in global discussions. The new Declaration and revised Recommendation under preparation also provide opportunities for UNESCO to initiate and lead new programmes in the fields if resources permit.

153. The Advisory Bodies (IBC and COMEST) are relevant structures contributing to UNESCO's global role in responding to new developments in bioethics and ethics of science and technology. They are also critical for operationalising the normative instruments.

154. The Advisory Bodies' choice of topics is not consistently informed by a broad consultation mechanism with national stakeholders that includes members of NBCs, Chairs, experts, and others. The role of the IGBC to provide the IBC with Member States' inputs for the selection of topics was found to be insufficient. The IGBC provides an important political platform for the IBC and is in this context relevant, but its structure is costly. Consideration needs to be given to further streamlining the normative work in this area with a focus on reducing inefficiencies and costs.

Recommendation 2: The Section for Bioethics and Ethics of Science and Technology - upon acceptance of the revised Recommendation on the Status of Scientific Researchers (1974) and the Declaration on Ethical Principles in Relation to Climate Change – should develop capacity building programmes for the implementation of these new normative instruments.

Recommendation 3: The Section for Bioethics and Ethics of Science and Technology in close cooperation with the Advisory Bodies and SHS management should develop a roadmap for the further cooperation and possible integration of IBC and COMEST. Such a roadmap should address:

- Development of a consultation mechanism that allows NBCs, Chairs, and others to express their needs and help set the agenda of the bodies;
- Plans to undertake more joint work by the Advisory Bodies based on the identification of needs-driven topics;
- Merging of Advisory Bodies' working groups to address complementary topics;
- Preparation of joint publications;
- Addressing gender equality in the Advisory Bodies' ways of working and outputs;
- Reduction of costs related to the structure of the IGBC.

7.3 Capacity building programmes

UNESCO has contributed to building the capacity of a number of different types of stakeholders (such as government representatives, university professors, teachers and students) in Member States through its ABC and EEP programmes, which are based on the Organization's standard-setting instruments. At the same time, capacity building programmes are not sufficiently demand driven and contextualized. They were created a long time ago and have not been reviewed since, once again with the exception of the LAC region.

155. There is a high demand for capacity building programmes, but UNESCO cannot fully meet it due to financial and human capacity constraints. The delivery modes, therefore, need rethinking.

Recommendation 4: The Section for Bioethics and Ethics of Science and Technology together with relevant SHS staff in Field Offices should review the capacity building programmes (ABC and EEP) with a view to increasing their relevance, effectiveness and delivery. This should involve the following:

- Developing a Theory of Change for the programmes in order to determine their expected outcomes;
- Ensuring that the capacity building programmes are contextualised and more demand-driven;
- Exploring various delivery modalities (including online courses, etc.);
- Making better use of partners and networks to deliver the capacity building programmes;
- Including targets for gender equality and Priority Africa.

Recommendation 5: The Section for Bioethics and Ethics of Science and Technology should develop a knowledge-sharing mechanism for all providers of capacity building support such as Chairs, universities, trainers, NBCs and teachers to become interconnected in order to respond to future capacity building needs.

Recommendation 6: The Section for Bioethics and Ethics of Science and Technology should initiate a review of GEObs with a view of a decision on its future. This should include:

- An assessment of the relevance of the data to its users;
- A cost – benefit analysis;
- An assessment of the system's comparative advantage in relation to other information-sharing tools.

7.4 Partnerships

156. UNESCO does not make the most of it partnerships to implement and expand its Bioethics and Ethics of Science and Technology programme. Existing partnerships such as with the UN-IACB and the EU could be further improved or expanded while new ones should be explored with the private sector, civil society and the general public.

Recommendation 7: The Section for Bioethics and Ethics of Science and Technology should develop a partnerships strategy with – amongst others – as key objectives:

- Maintaining and enhancing UNESCO's expertise and position in the field of Bioethics and Ethics of Science and Technology;
- Increasing demand for its programmes and effective delivery;
- Assisting with resource mobilization.

The strategy should also clarify and strengthen existing partnerships, such as through:

- Inviting experts to UN-IACB meetings to enhance learning and debate;
- Exploring how the Chairs can be brought together, including those working in human rights so; that their work can be more effective;
- Bringing Bioethics Chairs together for joint reflection on enhancing the partnership.

7.5 Priority Africa and Gender Equality

157. IBC has discussed more Africa-focused topics and has established a number of NBCs on the continent. Besides these two points, there is very little evidence of the programme's results towards the Organization's two global priorities Africa and Gender Equality. This is a challenge that is common to the SHS sector and even UNESCO overall.

Recommendation 8: The Section for Bioethics and Ethics of Science and Technology together with SHS staff in Field Offices working on the programme should mainstream gender equality into the programme by:

- Developing an approach and tools to apply gender equality in all its initiatives;
- Suggesting amendments to procedures of the Advisory Bodies to reflect gender equality.

Annexes

Annex 1: Terms of Reference for the Evaluation of UNESCO's Bioethics and Ethics of Science and Technology programme

Background

Brief description of the programme (2010 - 2015)

1. UNESCO's involvement in promoting international reflection on the principles, which should inform the relations between science and society, including issues, related to the ethics of science and life sciences, dates back to the late 1960s and early 1970s. One of the milestones in this reflection is the elaboration and adoption of the 1974 Recommendation on the Status of Scientific Researchers. UNESCO's continuing work in this area also led to the establishment of its Bioethics programme in 1993, the year in which the International Bioethics Committee (IBC) was created, while its programme in the Ethics of Science and Technology was established in 1998, when the World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) was founded. Furthermore, the Intergovernmental Bioethics Committee (IGBC) was also established in the same year.

2. A detailed description of UNESCO's work in the areas of bioethics and ethics of science and technology as contained in the UNESCO's Programme and Budget (C/5) for the relevant biennial periods under review (2010 to 2016) is presented in Annex 3. Furthermore, a detailed description of key capacity-building, education and training activities, as well as initiatives aimed at strengthening partnerships and networks, international co-operation and co-ordination, is presented in Annex 4.

Major components of the Bioethics and Ethics of Science and Technology Programme

3. The Bioethics and Ethics of Science and Technology Programme is built on two primary pillars of work: (1) standard-setting; and (2) capacity-building. The standard-setting pillar includes activities related to the advisory bodies and the normative instruments. The capacity-building pillar includes activities implementing the outcomes of standard setting, such as through the Ethics Education Programme (EEP) and the Assisting Bioethics Committees (ABC) Project.

Advisory Bodies

4. In its work, UNESCO firmly relies on its independent global multidisciplinary scientific advisory bodies in ethics of science – the IBC and COMEST, which bring together renowned scientists from both natural and life sciences and social and human sciences from all parts of the world. In addition, the IBC also consults the IGBC for opinions and recommendations on its reports.

5. Over the recent years, the work of these bodies has been aimed at assisting UNESCO in deepening reflection on the role of science, technology and innovation in responding to sustainable development challenges and in achieving equitable and inclusive social development, formulating a coherent response to climate change through addressing the ethical principles of climate change adaptation and mitigation, enhancing research to ensure equitable access to health care and international solidarity through sharing of scientific benefits, and promoting and fully implementing the principles of the three UNESCO bioethics declarations. More details on each advisory body can be found by following the hyperlinks below.

6. International Bioethics Committee (IBC) - The IBC, created in 1993, is an advisory body of 36 independent experts that follows progress in the life sciences and its applications in order to ensure respect for human dignity and freedom.

7. Intergovernmental Bioethics Committee (IGBC) - The IGBC, created in 1998, is comprised of 36 Member States whose representatives examine the advice and recommendations of the IBC.

8. World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) - COMEST is an advisory body and forum of global reflection that was set up in 1998 to formulate ethical principles related to science and technology that could provide decision-makers with criteria that extend beyond purely economic considerations. The Commission is composed of 18 members and 11 *ex officio* members representing UNESCO's international science programmes and global science communities.

Normative Instruments

9. Recommendation on the Status of Scientific Researchers – On 20 November 1974, at its 18th session, the UNESCO General Conference adopted a Recommendation on the Status of Scientific Researchers (18 C/Resolution 40). The General Conference, at its 37th session in November 2013, underlining the importance and full relevance of the 1974 Recommendation, decided to revise it by 2017 (37 C/Resolution 40) in order to reflect the challenges for scientific researchers which emerged over the forty years since the adoption of this Recommendation, and to improve its effectiveness and monitoring. The revised 1974 Recommendation should "reflect the contemporary ethical and regulatory challenges relating to the governance of science and science-society relationship, taking account*, inter alia*, of the 1999 Declaration on Science and the Use of Scientific Knowledge and of the 2005 Universal Declaration on Bioethics and Human Rights, in order to provide a powerful and relevant statement of science ethics as the basis for science policies". This would be conducive to the "realization of article 27(1) of the Universal Declaration of Human Rights" (37 C/Resolution 40) that proclaims the human right "freely … to share in scientific advancement and its benefits" (Universal Declaration of Human Rights, article 27(1)).

10. Universal Declaration on the Human Genome and Human Rights - The Universal Declaration on the Human Genome and Human Rights was adopted unanimously and by acclamation at UNESCO's 29th General Conference on 11 November 1997. The following year, the United Nations General Assembly endorsed the Declaration. By Resolution 29 C/I7 entitled 'Implementation of the Universal Declaration on the Human Genome and Human Rights', the General Conference laid out the methods for the follow-up of the implementation of the Declaration. The Declaration has been cited in many academic and popular journals, and has been referred to in numerous national and regional legislation on medicine, privacy and genetic research. In the 2015 Report of the IBC on Updating Its Reflection on the Human Genome and Human Rights, the Committee proposed that the text of the Declaration be revisited in light of the rapid ongoing developments in the field of genetics.

11. International Declaration on Human Genetic Data - The International Declaration on Human Genetic Data was adopted unanimously and by acclamation at UNESCO's 32nd General Conference on 16 October 2003. This Declaration has also been cited in many academic and popular journals, and has been referred to in numerous national and regional legislation on medicine, privacy and genetic research. The proposals of the IBC highlighted above could also be relevant to the text of this Declaration.

12. Universal Declaration on Bioethics and Human Rights - In October 2005, the General Conference of UNESCO adopted by acclamation the Universal Declaration on Bioethics and Human Rights. The Declaration addresses ethical issues related to medicine, life sciences and associated technologies as applied to human beings, taking into account their social, legal and environmental dimensions, and states fundamental principles that are relevant from a global perspective. This Declaration is the first of its kind to provide a truly global perspective of bioethics, and to link bioethics and human rights. This Declaration has also been cited in many academic and popular journals, and has been referred to in several national and regional legislation, as well as in the decisions of several national and regional

courts on a variety of bioethical issues. It also provides the basis for UNESCO's capacity-building activities through the EEP and ABC Project.

13. Preparation of a Declaration on Ethical Principles in Relation to Climate Change - The Member States of UNESCO have invited the Director-General "to prepare [...] a preliminary text of a non-binding declaration on ethical principles in relation to climate change" which is to be submitted to the 39th session of the General Conference in 2017 (38 C/Resolution 42). This decision builds on the previous work of COMEST over the past 10 years on the ethical principles in relation to climate change. An independent Ad Hoc Expert Group appointed by the Director-General prepared the first draft of a preliminary text of a Declaration, and currently UNESCO is launching consultations on this first draft with Member States and other stakeholders.

Capacity-building

14. Assisting Bioethics Committees (ABC) Project - The ABC Project aims to reinforce the bioethics infrastructure of Member States through the establishment of National Bioethics Committees, and once established, through the enhancement of their technical capacities. The ABC Project is normally carried out in 3 phases: (1) exploration and assessment of the existing bioethics infrastructure in Member States; (2) technical support for the establishment of the national bioethics committee; and (3) technical support for long-term sustainability through technical capacity-building trainings; partnerships, internships and networking; and provision of practical information.

15. Ethics Education Programme (EEP) - the EEP has two primary work streams: (1) development of educational materials; and (2) strengthening ethics education. In the first work stream, UNESCO has developed the Bioethics Core Curriculum based on the Universal Declaration on Bioethics and Human Rights (UDBHR) to provide a minimum for developing bioethics education. This Core Curriculum has been referenced and integrated into the medical curricula of a number of countries. The Organization has also signed MOUs with a number of universities to introduce the Core Curriculum. Under this work stream, UNESCO has also developed 2 casebooks for the Core Curriculum, and continues to develop bioethics training materials for journalists and judges based on the UDBHR. Under the second work stream, the Organization is helping to train new teachers on how to teach bioethics through its Ethics Teacher Training Courses (ETTCs); is carrying out bioethics training courses for journalists and parliamentarians; and is supporting two online distance-learning courses on ethics in the Latin American and Caribbean (LAC) region.

Human and financial resources

16. During the period under evaluation, the human and financial resources attributed to UNESCO's Bioethics and Ethics of Science and Technology programme were as follow:

17. The activities of the programme are jointly implemented by both Headquarters and Field office staff. Due to reforms carried out by the Sector, the financial crisis faced by the Organization, and staff movements, human resources at Headquarters for the programme has undergone a reduction during the evaluation period. In 2010, the Division of Ethics of Science and Technology was responsible for managing and implementing the programme, with 1 D-1, 2 P-5s, 2 P-4s, 2 P-3s (one of the P-3s was based in the Assistant Director General's Office implementing a number of activities for the programme), 2 P-2s (one of the P-2s was an Associate Expert), supported by 1 G-7, 1 G-6, and 2 G-5s. From 2011-2013, the programme was clustered under a new Division of Ethics and Global Change, which has three sections on bioethics, global environmental change, and anti-doping and sport. Under this arrangement, bioethics activities were implemented by the Bioethics Section, while ethics of science and technology activities were implemented by the Global Environmental Change Section, which was also responsible for additional work streams on "global environmental change". It is estimated that

during this time, at Headquarters, the Bioethics and Ethics of Science and Technology programme was managed by 1 P-5 at 100%, 1 P-5 at 50%, 1 P-4 at 70%, 1 P-3 at 70%, 1 P-3 at 50% (and another P-3 at 50% for a few months), 1 P-2 at 70%, 1 P-2 at 50%, 1 P-2 at 30%, and supported by 2 G-5s (one of the G-5s at 50%), with the Director assuming a supervisory role over all work streams of the 3 sections in the Division. In 2014, after further reorganization, the programme was consolidated under the Bioethics and Ethics of Science Section within the Division of Ethics, Youth and Sport, which has two sections on bioethics and ethics of science, and anti-doping and sport. Under this arrangement, at Headquarters the programme was managed and implemented by 1 P-5, 1 P-4, 3 P-3s, 1 P-2, and 1 G-5 up until the end of 2014, with a D-1 supervising all work streams of the 2 sections in the Division. From January 2015, a P-3 post was de-facto cut from the Section, and the incumbent on the P-4 post retired in the 3rd quarter. The changes of responsibilities of Field Office staff is briefly indicated in paragraph 19 below.

18. Within the current Programme and Budget (38C/5), this area of work is designated "Empowering Member States to manage the ethical, legal, environmental and societal implications of scientific and technological challenges with a view to achieving inclusive and sustainable social development" (Main Line of Action 2). The total Regular Programme budget (staff and activity) is $ 6 959 700, representing approximately 20% of the SHS sector's entire programme budget for the two-year period. This amount was reduced to US$ 5 593 400 under the 2016-2017 Expenditure Plan (with US$ 1 688 100 of operation budget and US$ 3 905 300 for staff costs). Besides the UNESCO Avicenna Prize for Ethics in Science which receives US$ 65,000 for each biennium, this area of work does not benefit much from substantial extrabudgetary resources (i.e. voluntary donor contributions are estimated in 38 C/5 at the level of US$500,500 according to the Expenditure Plan, which represent 29,6% from the overall amount of operational budget under the regular programme)It is mainly supported by in-kind contributions by Member States, in particular with regard to the organization and hosting of session of UNESCO's advisory bodies, such as the IBC and COMEST, as well as the meeting of their working groups. The tendency over the recent years proves that an increased number of Member States express their wish to host such meetings.

19. In addition to the structural changes identified in paragraph 17 above, staff responsibilities and financial resources of the programme also evolved between 2010 and 2015. Most significantly, this reflected an important decision to strongly decentralize financial resources and responsibilities for execution of the programme adopted in 2013. The aim was to fully decentralize funding for capacity-building (ABC and EEP activities) and meetings of the advisory bodies organized in the geographical regions of field colleagues, after a transition biennium (2014-2015). During the transition, the Headquarters staff not only coordinated but also executed many field activities especially in the Africa region, while it supported the learning and transferred files and information to the field colleagues. Since 2014-2015, the number of staff members in the Field Offices who deal with bioethical and ethics of science issues has increased and the geographical coverage became wider.

20. The transition period of 2014-2015 permitted SHS/YES/BIO, since January 2016, to adopt the following division of responsibilities among the Headquarter staff and the Field Office colleagues: The Headquarter staff is responsible for carrying out activities linked with the global dimension of bioethics and ethics of science and technology, including the work related to ensuring the proper functioning of UNESCO's advisory bodies, elaborating and monitoring the implementation of the major international instruments in these fields, as well as definition of the overall aims, approaches, priorities and content of the capacity-raising activities. The Headquarter are also responsible for building and maintaining global partnerships and relations with the ethical and bioethical bodies of the UN system organizations,

other intergovernmental organizations, and Member States. The Headquarter staff also backstops the activities of the Field Offices, as well as coordinates the overall action in these areas in order to enhance synergies and improve information and knowledge sharing. The Headquarter staff also coordinates the reporting process to UNESCO's governing bodies. The Field Office staff is responsible for activities at the national and regional levels, responding to the needs and specificities at those levels.

Purpose and Scope

Purpose

21. The evaluation is to build upon an external evaluation conducted in 2010 (Evaluation of Strategic Programme Objective 6: Promoting principles, practices and ethical norms relevant to scientific and technological development), the main findings of which are presented in Annex 2.

22. The evaluation will have a dual purpose: to examine how effectively the programme has been designed and implemented (i.e. formative aspect) and to determine the extent to which the programme has achieved desired results (i.e. summative aspect). The evaluation findings and recommendations are expected to be used by the SHS sector to improve programme strategy, design, delivery and overall management.

Scope

23. The evaluation will examine the work undertaken in the area of Bioethics and Ethics of Science and Technology between 2010-2016, corresponding to the period since the aforementioned evaluation. The evaluation should assist decision-making by making evidence-based recommendations focused on the following main dimensions of performance:

a) the relevance, efficiency and effectiveness of Bioethics and Ethics of Science and Technology programme activities, both at the Headquarters and in the Field Offices;
b) the effectiveness of interaction among the various statutory bodies, primarily among IBC, IGBC, and COMEST, as well as with other UNESCO's intergovernmental programmes;
c) the overall financial situation of the Bioethics and Ethics of Science and Technology programme, including extrabudgetary resource mobilization, and its effect on performance in the period under evaluation;
d) the use of partnerships and UNESCO networks (e.g. Chairs, National Bioethics Committees, category 2 centres, UN sister agencies, other intergovernmental programme performance in terms of addressing UNESCO corporate priorities gender equality and priority Africa; and
e) organizations, inter-sectoral cooperation within UNESCO, etc.) in the programme and whether these could be more effectively leveraged to improve results;
f) progress made in follow-up to the recommendations of the 2010 external evaluation.

Evaluation questions

24. An indicative list of over-arching questions to be answered by the evaluation is presented in Annex I. Interested evaluators (i.e. the prospective Offeror) are expected to elaborate key evaluation questions in their technical proposal in response to these Terms of Reference. The evaluator will be expected to further refine the key evaluation questions in the inception report in consultation with the Reference Group.

Methodology

25. An indication of the proposed methodology will be a part of the prospective Offeror's technical proposal which will be further refined during the inception phase. The methodology may include:

a) Desk study of all key relevant documentation
b) Questionnaires / surveys to various stakeholders
c) Structured and semi-structured interviews

d) Case studies
e) Video and teleconferences with Headquarters and Field Offices, as appropriate and necessary

Roles and Responsibilities

26. The evaluation will be conducted by an independent, external evaluation team. The evaluator(s) is expected to contribute specific subject matter expertise and knowledge. The evaluator(s) is expected to prepare three main deliverables, an inception report, draft and final report. The evaluator(s) will comply with United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation and UNEG Ethical Guidelines for Evaluation.

27. The IOS Evaluation Office (IOS-EO) is responsible for the overall management of the evaluation and quality assurance of the deliverables.

28. IOS has established a Reference Group for the evaluation comprising staff from the IOS Evaluation Office and the Social and Human Sciences Sector, including SHS Executive Office, Director of the Division of Ethics, Youth and Sports, Chief of the Bioethics and Ethics of Science Section and other representatives from the SHS, who have been involved in the Bioethics and Ethics of Science Programme activities during the period under review, especially considering its structural changes from 2010 to 2015. The Reference Group has advised on the Terms of Reference, will provide comments on the draft evaluation report and will provide guidance on appropriate actions to be taken in response to evaluation recommendations. The Reference Group shall meet periodically during the evaluation, as necessary. The IOS-EO will also act as the primary liaison between the external evaluation team and the Reference Group.

Evaluator Qualifications

29. The external evaluator(s) should possess the following mandatory qualifications and experience:

a) At least 10 years of professional experience in an evaluation, research and/or policy-related position in the field of international development
b) At least 10 years of professional experience designing and leading programme and policy evaluations
c) An advanced university degree in the natural or social sciences, public policy or related field
d) Excellent language skills in English (oral communication and report writing)
e) Knowledge of the UN system and other international organizations
f) No previous involvement in the implementation of the activities under review

30. It is desirable that the evaluator possess knowledge of bioethics and the ethics of science and technology; as well as the specificities of UNESCO's role in this area of work.

31. Verification of these qualifications will be based on the provided curriculum vitae. Moreover, references, web links or electronic copies of two recently completed evaluation reports should be provided together with the technical proposal. Candidates are also encouraged to submit other references such as research papers or articles that demonstrate their familiarity with the subject under review.

32. The recommended composition of the team is one senior evaluator (approximately 40 – 50 days of professional working days, including 1-2 visits to UNESCO Headquarters in Paris).

Deliverables and Schedule

33. The evaluation is expected to take place between January – June 2017. The timetable will include an inception report and a workshop to present and discuss draft findings in November 2016. The indicative timetable is shown below.

Activity/Deliverable	Timeline
Formal launch of the evaluation	January 2017
Inception report	February 2017
Document review and data collection	February – April 2017
Stakeholder workshop	May 2017
Draft Evaluation Report	May 2017
Final Evaluation report	June 2017

34. The Draft and Final Evaluation reports should be written in English and comprise no more than 25 pages excluding annexes. It should be structured as follows:

a) Executive Summary
b) Programme description
c) Evaluation purpose
d) Evaluation methodology
e) Findings
f) Recommendations
g) Annexes including TOR, interview list, data collection instruments, key documents consulted.

Annex 1 – Possible evaluation questions (ToR)

These evaluation questions are indicative and not exhaustive. UNESCO may introduce additional questions and may modify any of the questions below during the course of the evaluation.

1) Relevance of Bioethics and Ethics of Science and Technology programme activities:

a) To which extent are the Bioethics and Ethics of Science and Technology programme activities relevant to UNESCO's mandate and its main functions of: (i) standard-setter; (ii) capacity-builder; (iii) laboratory of ideas; (iv) promoter, awareness-raising and information and knowledge sharing body; (v) partnerships and international cooperation builder.
b) To what extent are the Bioethics and Ethics of Science and Technology programme activities take into account the needs of African Member States and gender equality issues?
c) What is the value-added of the Bioethics and Ethics of Science and Technology programme activities compared to the activities in these fields undertaken by other United Nations bodies and other stakeholders?
d) Is the Bioethics and Ethics of Science and Technology programme built on national expertise and knowledge, supported by local partners and institutions and adapted to local social and cultural conditions? Are the field programmes (e.g. trainings, networks, materials) adequate to the needs of identified target groups?
e) Is choice of subjects in the advisory bodies adequate, and is their management and constitution adequate?

Forward looking aspects:

f) What emerging areas could UNESCO pay more attention to?

2) Efficiency, Effectiveness and Impact of BIO and EST programme activities:

a) How is the international normative framework in the areas of Bioethics and Ethics of Science and Technology promoted by UNESCO and whether new or additional ways and means of promotion need to be elaborated and applied?
b) Do the materials, including the reports of the advisory bodies and educational, teaching and awareness-raising publications, correspond to the current needs and burning issues under discussion of the global community and national stakeholders? Do the modalities of their dissemination ensure that these materials are brought timely to the attention of the major stakeholders to whom they are addressed?

c) What has been the scope of the global reflection on ethics of science and technology at UNESCO, including that advanced by the work of COMEST, and the activities implemented by the Field Offices? Are the working methods of COMEST, in particular those related to the ways in which the Commission plans, designs and delivers its work correspond to the requirements of UNESCO? What is the value-added of the work of COMEST for UNESCO? How it is being disseminated? If this needs to be improved, how?
d) Is the interaction of the IBC, IGBC, COMEST and other relevant international programmes / bodies / networks adapted and efficient? If yes. How productive is it? Can it be improved? How?
e) Is the international cooperation between UNESCO and its various partners (e.g. Chairs, National Bioethics Committees, category 2 centres, UN sister agencies, other intergovernmental organizations, UNESCO's Sectors, etc.) efficient and effective? Are the Bioethics and Ethics of Science programme activities supported by Member States and other UNESCO's partners?
f) Are the efforts of the Bioethics and Ethics of Science programmes to address the corporate priorities of gender equality and priority Africa recognized by Member States and UNESCO's governing bodies? How do they contribute to the further development of the programme?
g) Could the activities and outputs have been delivered with fewer resources without reducing their quality and quantity?
h) How the activities of the BIO and EST programme of UNESCO are reflected in the policy, education, information and public awareness documents and concrete national actions in Member States?

Forward looking aspects:

i) In light of post-2015, how shall UNESCO best position and utilize the BIO and EST programme to contribute to the implementation of the post-2015 agenda, especially by capitalizing on the BIO and EST global and cross sectoral dimension?
j) What should be the future selection process and criteria including quality assurance mechanisms, to best ensure harmonized quality standards as well as to provide appropriate incentives for higher education establishments to establish the UNESCO Chairs in Bioethics and Ethics of Science and Technology and promote UNESCO's values and visibility?
k) How can UNESCO effectively use innovative ICT solutions for the administration and enhanced networking of the BIO and EST programme, as well as for enhancing the visibility, image (within and outside UNESCO) and outreach of this programme?

3) Sustainability of BIO and EST programme activities:

a) What mechanisms are in place to ensure that experience from applying principles and experimenting innovative approaches at the national/regional levels feed back into the overall programme activities?
b) Have good practices been identified and effectively disseminated among and beyond UNESCO's network of partners in the areas of bioethics and ethics of science and technology?

Forward looking aspects:

c) What mechanisms can be identified for better linking the results at the micro level to upstream policy developments?
d) What type of partnerships should the BIO and EST programme engage in (such as with civil society and the private sector) to ensure that immediate results are permeating into changing mind-sets in the wider society?
e) What funding/fundraising and other sustainability mechanisms can be built into the programme to increase the financial, institutional and political commitment at the different levels and the likelihood for follow up and continuation of the achieved results?

Annex 2: Documents Consulted

Documents:

- Gender Equality Action Plan 2014-2021
- 38C/5 Programme and Budget document for 2016-2017
- 37C/5 Programme and Budget document for 2014-2017
- 36C/5 Programme and Budget document for 2012-2013
- 35C/5 Programme and Budget document for 2010-2011
- SHS Budget Planning and Monitoring 2017 – BIO
- Bioethics Summary of Budget 2010 – 16
- Sequence of org chart - BIO Section
- Special session budgets 5
- Medium term strategy 2014 – 2021
- Strategic results report 2015 SHS sector
- Programme and budget 2016 – 2017
- Presentation of the SHS sector
- Priority Africa UNESCO 2014- 2021
- Gender Action Plan 2014-2017
- Sister Reports for Headquarters and the Field for each biennium

Brochures:

- UNESCO and BIOETHICS
- 1993-2013 20 YEARS OF BIOETHICS AT UNESCO

Book:

- What is Bioethics?

Report:

- Ethics and Law in Biomedicine and Genetics: An overview of National Regulation in the Arab States.

Latin America and the Caribbean:

- Latin America and the Caribbean Bioethics SISTER Report 2014-2016
- The Emergency Fund INFORMAL FINAL SISTER

Evaluations

- Evaluation of UNESCO's Bioethics and Ethics of Science and Technology programme SPO 6 Evaluation (2010)
- Assessment of UNESCO Avicenna Price 2017

Evaluation 2010 material

- Survey of 6 UNESCO staff in field offices
- Survey of Chairs of National Bioethics Committees – UNESCO's NBC programme helped set these up
- Survey of UNESCO Chairs in Bioethics – these are set up in universities and are expected to contribute to UNESCO's programme
- Survey on Ethics Education Teacher Training Courses
- Survey on GEObs observatory
- Survey of participants of the International Bioethics Committee in November 2009

- Survey of participants of the European Commission / UNESCO Conference: Joint Action for Capacity-Building in Bioethics in November 2009

- Summaries presented to the UNESCO Executive Board:
  http://unesdoc.unesco.org/images/0018/001869/186939e.pdf#page=51
- Programme Implementation Report of 2014
  http://unesdoc.unesco.org/images/0023/002322/232270e.pdf
- Programme Implementation Report of 2015
  http://unesdoc.unesco.org/images/0024/002439/243991e.pdf
- Strategic Results Report of 2015
  http://unesdoc.unesco.org/images/0024/002439/243991e.pdf#page=129

Advisory Bodies:

- International Bioethics Committee (IBC) - on website all statutes, procedures, etc.
- Intergovernmental Bioethics Committee (IGBC) - on website all procedures, etc.
- World Commission on the Ethics of Scientific Knowledge and Technology (COMEST) - on website all statues, procedures, etc.

Normative Instruments:

- Recommendation on the Status of Scientific Researchers
- Universal Declaration on the Human Genome and Human Rights
- International Declaration on Human Genetic Data
- Universal Declaration on Bioethics and Human Rights
- Preparation of a Declaration on Ethical Principles in Relation to Climate Change

Capacity-building initiatives:

- Assisting Bioethics Committees (ABC) Project
- Ethics Education Programme (EEP)
- Global Ethics Observatory (GEObs)

UNESCO website: all the information on the Advisory Bodies, the Capacity Building programmes, the UN-IACB, etc. Most of the material is not regularly updated and some of the documents are dated before this evaluation period.

Annex 3: Stakeholder Analysis Matrix

Who *(stakeholders, disaggregated as appropriate)*	What *(their role in the intervention)*	Why *(purpose of involvement in the evaluation)*	Priority *(how important to be part of the evaluation process)*	When *(stage of the evaluation to engage them)*	How *(ways and capacities in which stakeholders will participate)*	Cluster position *1= management and staff 2= enablers 3= beneficiaries/ observers)*
Individuals/organization with the authority to make decisions related to the intervention						
Assistant Director General for SHS	Programme management	Empower	High	Interview / Final report/presentation of findings	Informant	1
Director - Division of Ethics, Youth and Sport	Programme management	Empower	High	Inception/ Interview / Draft report/presentation of findings	Steering committee Informant Audience	1
Chief of the Section BIO-EST	Programme management Adviser	Empower/ Collaborate/ Consult	High	Throughout the evaluation	Steering committee Informant Audience	1
Programme Specialists Section BIO-EST (both at HQ and field)	Programme Advisors	Empower/ Collaborate/ Consult	High	Throughout the evaluation	Informant/ Audience	All 1
Chief of Executive Office, Social and Human Sciences Sector	Programme management	Empower/ Consult	High	Throughout the evaluation	Informant/ Audience	1
Administrative Officer for SHS	Programme management	Empower/ Consult	High	Throughout the evaluation	Informant/ Audience	1
SHS staff who worked on EST before the merger with BIO	Programme Staff	Consult	High	Data Collection	Informant	1 3
Organizations/ individuals who contribute and enable the Section and SHS achieving the higher objective						
Representatives of Member States of UNESCO	Partners	Collaborate	Medium	Data collection Final report	Informant/ Audience	Selection of non-experts 2
Individual Experts and Members of: 1. International Bioethics Committee 2. World Commission on the Ethics of Scientific Knowledge and Technology	Partners	Consult	High	Data collection Final report	Informant/ Audience	All 2
Representatives of Member States on the Intergovernmental Bioethics Committee	Partners	Consult	High	Data collection Final report	Informant/ Audience	All 2
Other individual experts who are not a member of the 3 Committees	Partners	Consult	Medium	Data collection	Informant	All 2
UNESCO Chairs in Bioethics	Partner	Consult	High	Data collection	Informant	All 2
Other UN and international organizations working on BIO and EST	Partner	Consult	Medium	Data collection	Informant	Selection 2

Other UNESCO Sections such as Africa Department and Division for Gender Equality	Programme Staff	Consult	High	Data collection	Informant	2
EU	Partner Funder	Consult	Medium	Data collection	Informant	
Trainers and host institutions for capacity-building programmes (ABC and EEP)	Partner	Consult	Medium	Data collection	Informant	Selection 3
Organizations which one way or another benefit from the intervention						
Members of National Bioethics Committees	Partner and Primary beneficiary	Consult	High	Data collection	Informant	Selection 3
Governments: Ministries or agencies with responsibilities for BIO- EST	Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Higher Education representatives/ scientists Chairs	Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Geobs Users	Partner and Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Course Participants ABC	Partner and Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Course Participants EEP	Partner and Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Local networks partners who are identified through the field offices	Primary beneficiary	Consult	Medium	Data collection	Informant	Selection 3
Other interest groups who are not directly participating in the intervention						
Civil Society	Secondary beneficiary					
Private sector	Secondary beneficiary					
Individuals in research professions relevant to BIO and EST in countries	Secondary beneficiary					

Annex 4: List of persons interviewed

UNESCO Staff	
Ms. Nada Al-Nashif	Assistant Director-General, Social and Human Sciences Sector
Ms. Angela Melo	Director - Division of Ethics, Youth and Sport
Ms. Dafna Feinholz	Chief of Section - Bioethics and Ethics of Science
Ms. Orio Ikebe	Programme Specialist, Bioethics and Ethics of Science Section
Ms. April Tash	Programme Specialist, Bioethics and Ethics of Science Section
Mr. Tee Wee Ang	Programme Specialist, Bioethics and Ethics of Science Section
Ms. Irina Zoubenko-Laplante	Assistant Programme Specialist, Bioethics and Ethics of Science Section
Mr. Julius Banda	Chief of Executive Office, Social and Human Sciences Sector
Mr. Shashank Shankar	Administrative Officer, Social and Human Sciences Sector
Ms. Seiko Sugita	Programme Specialist - UNESCO Office in Beirut
Mr. Irakli Khodeli	Programme Specialist - UNESCO Office in Jakarta
Ms. Susana Vidal	Programme Specialist - UNESCO Office in Montevideo
Mr. Charaf Ahmimed	Programme Specialist - UNESCO Office in Harare
John Crowley	Former Head of EST Programme
UN Interagency Group and other external partners	
Ms. Laurence Lwoff	Council of Europe
Ms. Gabrielle Berman	UNICEF
Mr. Andres Reis	WHO
Mr. Herman Garden	OECD
Ms. Doris Schroeder	TRUST Fund EU funded
Experts	
Mr. Henk ten Have	Former Director of Division UNESCO
Ms. Marie Geneviève Pinsart	ABC/ETTC trainer
Ms. Nicole Beaudry:	Trainer ABC
Mr. Harald Schmidt	ABC/ETTC trainer
Mr. G. Solinis	Former UNESCO staff
Representatives of Advisory Bodies	
Ms. Marie Helene Parizeau	COMEST chair
Mr. Hans Van Delden	IBC Chair
Mr. Eugenis Gefenas	IGBC Chair
Mr. Rainer Ibana Rainier	COMEST member

Mr. Federico Montalvo Federico De Montalvo Jaaskelainen	IBC member
UNESCO Chairs in Bioethics	
Ms. Christiane Druml	Chair Vienna
Mr. Alberto Garcia Alber	Chair Rome
Mr. Amnon Carmi	Chair Haïfa
Other	
Ms Ingrid Callies	Consultant for UNESCO, for Satori.
Mr. Klaus Leisinger	President, Foundation Global Values Alliance
Mr. Francois Bompart	Sanofi, France

Annex 5: IBC and COMEST Reports

COMEST	IBC
1. Ethical Principles for Climate Change : Adaptation and Mitigation, October 2015 2. Ethical Perspective on Science, Technology and Society: A Contribution to the Post-2015 Agenda (July 2015) 3. Background for a framework of ethical principles and responsibilities for climate change adaptation, Final Report (May 2013) 4. Framework of Ethical Principles and Responsibilities for Climate Change Adaptation (2011) 5. The Ethical implications of global climate change (2010)	1. Report of the IBC on the Principle of the Sharing of Benefits (2015). 2. Report of the IBC on Updating Its Reflection on the Human Genome and Human Rights (2015) 3. Report of the IBC on the Principle of Non-Discrimination and Non-Stigmatization (2014) 4. Report of the IBC on Traditional Medicine Systems and their Ethical Implications (2013) 5. The Principle of Respect for Human Vulnerability and Personal Integrity. Report of the IBC (2013) 6. Report of the IBC on Social Responsibility and Health (2010)

Annex 6: Follow-up to Recommendations of the 2010 Evaluation

RECOMMENDATION	FOLLOW UP ACTION (reported by Section of Bioethics and Ethics in Science and Technology with some additions from interviews conducted by the evaluator)
1. With a view to contributing to the enactment of the principles of the UDBHR at the country-level, consolidate the capacity-building and awareness-raising activities to high-impact interventions such as assistance to national committees, the establishment of regional networks of experts, the development of training materials and the collection of data.	Capacity-building activities, including the development of training materials: • Training for journalists provided in LAC and in other regions • A new Regional Documentation Center has been established in La Rioja, Spain, which is already working in translating IBC reports into Spanish, will host ETTCs, and has hosted the Conference of the International Association of Ethics Education, founded by UNESCO, and currently, an independent NGO. • A Manual for training Journalist in Bioethics in Latin America. • A handbook of teaching bioethics in Latin America. • The Journal of the RedBioetica that is published regularly. • The Chair of Haifa: A case book on bioethics for Judges. • The Chair of Barcelona: Big Data and Health. • The Chair of Barcelona and Portugal: Report on Scientific integrity in scientific research and innovation. Establishment of networks: • Networks in South South collaboration established in Africa and LAC and Lusophone project on the way • Two new networks in LAC (national bioethics committees and ethics teachers) • Mediterranean network not fully operational • Network of young bioethicists to be established Collection of data: • UNESCO was a member of the team revising the Helsinki Declaration, produced by the World Medical Association, which is the most prominent document for medical research ethics. • UNESCO was a member of the revising team of the CIOMS guidelines. (CIOMS was established by WHO and UNESCO). Their guidelines are the most prominent for health research particularly, for developing countries.

	• Two EU-funded projects in research ethics: Both projects aim at producing tools to enhance the ethics assessment in research and innovation. Both projects are multi stakeholder consortia, including private sector, pharmaceutical industry, civil society, research ethics committees, policy makers, research funders, bioethicists, among other.
	  • Satori aims at producing ethical frameworks and tools for funders, researchers and any ethics body that assess research and innovation, with particular emphasis in third countries (not necessarily global south countries). The project has been running for three years, and will end in September.
	  • Trust's objective is to foster adherence to high ethical standards in research globally and counteract the practice of "Ethics dumping", by co-developing with vulnerable populations tools by producing a global code of conduct for funders, a fair research contracting on-line tool and a compliance and ethics follow-up tool, for the improvement of research governance structures.
	• Various publications which contributed to the overall strategic objective, including 2013: Book on Global Bioethics which as a best seller: book in three languages, with 30 stories of bioethics from experts around the world; A book on IBC work produced by IBC members and published by Elsevier.
	• Two publications by Elsevier by the Chair of Rome: one Art 14 on the Universal Declaration on Bioethics and Human Rights: Because of the international workshop on multicultural and multi religious approach dialog in bioethics.
	• The second one is in the press and it is about Neurogenomics from an Interreligious and Multicultural perspective".
	
	Partnerships:
	• Council of Europe: very close collaboration: sharing relevant reports from one organization to the other, inviting relevant speakers to respective events, attending both statutory bodies meetings, etc.
	• UN-IACB permanent secretariat housed at UNESCO and has led to some concrete results: a website established for the committee, the agreement of partners to work together towards an Awareness raising week in bioethics, once a year, in the month of October.
	• Enhanced collaboration with WHO in the organization of the Global Summit and the regional meetings towards the Global Summit. In addition, a pilot project has

	been agreed upon to start collaboration on capacity building of NBCs at a national level. • National courses established, e.g. for medical students.
2. Increase the leveraging of external expertise to assist Headquarters in collecting data, producing specialist materials and providing advice to beneficiaries by collaborating with Field Office staff, regional networks, and Chairs in Bioethics.	• Six very active UNESCO Chairs based in universities, which contribute to awareness-raising on UNESCO's programme. • During 2010-2016, eight new NBCs established, and in total 14. Five more are in the pipeline. • Two additional guides to support all NBCs are in preparation: one on public policies and the other on public awareness. • GEObs not actively managed and maintained since end 2013 due to a lack of resources. • Section helps to collect data and HQ asks for reports to which they respond, e.g. on gender • Two case books and the core curriculum were translated into Swahili. The Core Curriculum has been translated into Swahili, Chinese, Portuguese and German. • Trainers are registered in a roster for easy access and the number of experts therein has doubled for Training of Trainer courses, one in 2010 and the second one in 2017, to enlarge the number but also the language, cultural and geographical outreach. • At least 18 regional teacher training courses conducted, with an average of 20 participants in each training. • Novelties: Delivering a training for judges in Italy in collaboration with Haifa Chair. One for judges in Mexico (by HQ)., and one for Legislators In Dominican Republic • Africa is still challenging problem: because of the large amount of money decentralized without the capacity to be spent, and because the decentralization was not done based on planning but on percentages in order to respond to Priority Africa.
3. Improve coordination mechanisms between Field Offices and the Headquarters bioethics programme by establishing closer collaboration between the two and thus leading to a more efficient use of resources and an increase in operational synergies (i.e. joint planning, implementation, data collection and monitoring).	• Generic issues in UNESCO remain such as levels of accountability and responsibilities; lack of coherence among HQ/FO. Due to lack of experience in the program and lack of academic and professional background, there is a need of strong backup from HQ, which some FO perceive as too much control. The lack of background and experience from the majority of them, results deviations in the way the program is implemented, hence, the need for stronger communication and coordination with HQ, and the need to train the FO colleagues as much as possible.

4. Strengthen its results-based management mechanism (programme monitoring in particular) in order to 1) clarify what "successful" interventions will result in; 2) provide managers with accurate and timely information for prioritizing tasks; adjusting operations and allocating resources; and, 3) increase visibility of the results delivered.	• RBM is not efficient and effective in the section but also across the organization. • The section tried to develop an internal M&E system but they did not succeed due to the lack of staff to carry out the function and resources needed to do it. • New ADG asks for quarterly reports which are produced. • No data or information on the impact of programmes for the same reasons expressed above.
5. Explicitly incorporate gender equality and intersectoral collaboration into the bioethics programme.	• Gender has improved: there is a gender focal point in the section. • There was an international conference on gender and bioethics, for the first time organized by UNESCO in Kazan in 2010, with the publication of the papers presented available on line. • Specific gender training provided to new members in the IBC and COMEST. The goal is to include 30% of female members. The balance has been improving, currently the IBC has more women than men. • All reports are reviewed and assessed on gender: social reasonability and health, protecting vulnerability, benefit sharing, updating reflection on human genome and human rights, Big data and health, ethical issues related to the condition of being refugees. Water ethics and robot ethics. • They encourage the inclusion and the leading role of women in national committees. • The content of the trainings (both for ethics committees and for ETTC) always include gender issues/ problems and approach to analyses them. • Reports of the trainings always include information about participants disaggregated by sex, and indicating the level of participation of women during the trainings. • Intersectoriality has increased. A joint work has been conducted (for 4 years now) in the process of the revision of the 1974 Recommendation on the Status of Scientific researchers, together with Natural Sciences. Moreover, the bio program is also now a member of the UNESCO Climate change platform, which includes all UNESCO sectors. The Bio program has also collaborated in the edition of Go-Spin with Science Sector. Lastly, BIO chief is a member of the scientific committee of the Category 2 Center on biotechnology in Nigeria, where capacity-building activities in bioethics are being now carried in collaboration with the Center.
6. The IBC Secretariat and the Committee as a whole conduct a comprehensive review of working practices in order to improve effectiveness. The following issues need to be explored:	• A training for new IBC and COMEST members was introduced, which includes an overview of UNESCO, SHS and the whole BIOEST programme, along with the relevant documents of the IBC or COMEST (terms of reference, etc). A resource package is also sent to new members along with the letter of appointment.

• Frequency and composition of meetings: the cost-effectiveness of the current modality, i.e. annual IBC plenary meetings, versus alternatives, such as IBC plenary meetings alternating each year with regional-level meetings of the IBC members from each region; • Commissioning more reports to outside experts that would serve as the basis for working group discussions; • Increasing the use of technology for expediting work processes (i.e. web-conferencing tools/video-conferencing); • Providing new members with a "resource package" of materials (i.e. PowerPoint presentations, reference documents, background papers) on IBC, on UNESCO's work in ethics and on related issues to assist them in promoting the bioethics debate in their country/region; and, • Preparing an orientation session for new members to clarify their roles and responsibilities, working procedures, the history of the IBC and an introduction to UNESCO etc.	• Since the merging of the sections, a revision of working methods took place, and changes in the way the meetings are organized were put in place. Moreover a meeting with the Chairs of the three Advisory Bodies took place: IGBC, IBC and COMEST, to discuss ways to enhance the coordination. Chairs of three Bodies are invited to all meetings. • IBC and COMEST meet together and share work and minutes. They have one plenary per year alternating between HQ and the field. This has proven to be more cost effective and has been recently recognized by the UNESCO Governance Committee as a good practice to be shared and followed by other committees. Because of the joint meetings, both committees have inputs of each other reports, not only during the plenaries, but also to the written reports. • Experts are invited to come to the sessions and exchange with the plenary, but also the documents are circulated among different relevant experts and/or bodies for comments, and inputs, be it within or outside UNESCO. • Scenarios developed for better coordination and integration of the 3 advisory bodies which did not materialize but the work on joint topics, e.g. emerging technologies. • Working groups continue to take place to advance the reports between the plenaries. Due to the cuts in budget, the working groups can't meet in Paris as in the past, and paid by the secretariat. They have increased their work via email, but they also have been meeting, thanks to the initiatives taken by the members who mobilize their governments or institutions to host the meetings. Those meetings serve as well as awareness raising activities. • Conference calls are also used more frequently, particularly for the working group and the secretariat, in the more advanced stages of the reports, in order to finalize them before submitting them to the whole committee for comments before the plenaries. • IGCB appointed by Member States and experts profile is improving they have recently approved (20 June) (following the recommendations of the external audit), a guiding document to appoint the members, to be followed voluntarily by MS. • Secretariats of IBC and COMEST merged into one.
7. GEObs management should consult stakeholders as part of a needs assessment in order to identify priority areas for improving the databases (and thus facilitate resource allocation).	• The data base has information on experts; materials; Codes of Conduct, legalization and bioethics. • Inputs are decentralized based on qualified person who can access and upload information

	• QA function was at HQ but no longer systematically applied due to lack of staff resources
8. GEObs management streamline processes and introduce alternative methods for collecting, vetting, maintaining and disseminating the information in the databases.	• Due to staff shortage there is no longer time to review incoming legislation • GEObs scaling back: it is no longer maintained and updated due to a lack of resources
9. ABC establishes clear criteria for setting priorities in the selection process of new Member States that wish to participate in the initiative and make them publicly available.	• The Section is trying to get more clarity in advance about the political commitment for the support of the committees and the real momentum in the country to establish it. It is also trying to select those who can be an example for others in the regions and multiply the effect.
10. DEST: identify areas where closer collaboration could be developed with the Chairs in Bioethics and the Division of Higher Education develop an exit strategy for inactive Chairs.	• The section is currently elaborating a project to produce some fact sheets on bioethics: genetic editing, big data, social responsibility and innovation, among others. • Based on the reports submitted and the interaction with them, two inactive chairs have been closed.