

Federal Democratic Republic of Nepal

FY2016 Ex-Post Evaluation of Technical Cooperation Project

“The Project for Promoting Peace Building and Democratization through the Capacity  
Development of the Media Sector in Nepal”

External Evaluator: Hisae Takahashi, Japan Economic Research Institute Inc.

## 0. Summary

This project was implemented to establish a model<sup>1</sup> of accurate, impartial and fair media in the democratizing process of Nepal through revision of media policy and reform of Radio Nepal<sup>2</sup> (RNE). The purpose of this project is consistent with the constitution, development policy and development need of Nepal, which have shown the importance of media in promoting the participation of the general public in the democratizing process. It is also consistent with Japan’s ODA policy in Nepal, therefore, the relevance of this project is high. Through the project, the revised media policy, acts, regulations and guidelines, etc. which are in line with the current situation of the country, were created and the capacity of the RNE, which is expected to take a role as Public Service Broadcasting (PSB)<sup>3</sup>, to produce fair and neutral programs, was improved. Furthermore, improving the reliability of RNE by audience was also confirmed. Mass Communication Policy (New media policy) in Nepal, which was prepared based on the revised media policy, has yet to reach the execution stage at the time of ex-post evaluation<sup>4</sup>. However, since the stakeholders of this project as well as major media were involved in drafting the same, they have come to share what a model of accurate, impartial and fair media should be and thus the project contributed to build an environment in which the role the media needs to play is respected. Accordingly, the effectiveness and impact of this project are high. Though the project period was within the plan, the project cost exceeded the plan, so the efficiency is judged to be fair. Regarding sustainability, while related policy and systems to support to execute media policy and materialize PSB<sup>5</sup> are confirmed, the

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<sup>1</sup> The model represents how the media in a democratic state should function such as investigative reporting, fair journalism to election/politics and journalism ethics including human rights.

<sup>2</sup> Radio Nepal was established under the Ministry of Information and Communications of Nepal in 1951 and operated as the sole national radio station for 46 years till the first private radio station started broadcasting in 1997.

<sup>3</sup> National broadcasting is funded by the state. In some cases, broadcasting provides information strongly controlled by state power to the general public. Conversely, since the PSB is basically non-profit-making, it is normally funded partially by government and partially by a local body, with the reception fee paid by the TV holder and TV license fees. Since radio waves are basically public property, private broadcasting is also considered public in nature. However, they are distinguished with the label “Commercial broadcasting” since they aim to make a profit to remain in business.

<sup>4</sup> After the field survey of this ex-post evaluation, it was confirmed that *Gazette* (government’s official journal) published the new media policy as of July 3, 2017. It means that the new media policy is now officially implemented in Nepal.

<sup>5</sup> At the time of ex-post evaluation, RNE has not shifted to PSB from state broadcasting directly operated by government. This evaluation report described the shift of RNE to PSB as well as movement toward the shift to PSB as “being PSB”.

influences of the political situation in Nepal remain areas for concern. Where RNE takes the role of PSB, there is room for improvement in terms of a lack of staff numbers and financial aspects. Thus, the sustainability of the effect produced in this project is fair.

In the light of the above, this project is evaluated to be satisfactory.

## 1. Project Description



Project Locations (Whole Nepal)



RNE Head Office

### 1.1 Background

The peace process of Nepal, which began in 2006 with the signing of the Comprehensive Peace Agreement (CPA), ended a decade of conflict between government of Nepal and the antigovernment force. Even after the CPA, however, discussions had ensued in Nepal as to how the media should report the news to avoid encouraging conflicts, including protest activities for claiming the rights by each ethnic group neglected by central government or by those of lower castes and violent activities by groups of youth activists under each of the political parties. There were also many cases, the accurate reports were not delivered to the regions on the peace process, the progress of discussion among parties and political issues. Moreover, media worker also did not have sufficient knowledge on issues facing Nepal such as the constitution-making process. Under such circumstances, Nepal was flooded with media beyond what its market could bear and the media did not play the expected role as “a monitor of development” due to access to the political parties for survival, intimidation and physical violence to medias which did not comply with certain parties and a lack of professionalism disguised as self-regulation for the self-protection of the journalists themselves.

The existing communication and broadcasting laws, under the jurisdiction of the Ministry of Information and Communications (MoIC), were formulated at the time of the sovereignty of the king and needed amending based on the current media surplus and with the political situation in mind. RNE is the state-owned radio broadcasting organization, broadcasting nationwide radio and providing multilingual news programs and others that take into account the multiple cultures. RNE was expected to play an important role in reports of elections, political activities or any disasters along with increasing

independence of broadcasting, organization and finance as part of the PSB process. However, difficulties in securing funding for the programs meant they had to depend on government publicity, which led to government restrictions hindering the freedom to edit programs. Besides, RNE had difficulties in securing resources to develop staff capacities and improve programs, resulting in low-level programming, poor sound quality and ultimately, a decline in the audience.

Under such circumstances, the government of Nepal requested technical cooperation from the Japanese government to revise media policy and enhance the institutional capacity of RNE as an accurate, impartial and fair media model, which led to the implementation of this project.

## 1.2 Project Outline

Overall Goal		Environment to respect the principle of accuracy, impartiality and fairness of media is enhanced.
Project Purpose		A model of accurate, impartial and fair media in the democratizing process is established (through revision of media policy, acts, regulation and guideline and reform of RNE).
Output(s)	Output 1	Draft of the revised media policy, act, regulations and guidelines are formulated by MoIC.
	Output 2	The function of RNE as a public broadcasting institution is enhanced.
Total Cost (Japanese Side)		340 million yen
Period of Cooperation		November 2010 – October 2013
Implementing Agency		Ministry of Information and Communications (MoIC) / Radio Nepal (RNE)
Other Relevant Agencies / Organizations		N/A
Supporting Agency /Organization in Japan		Ministry of Internal Affairs and Communications
Related Projects		【Technical Cooperation】 “In-Country Training for Journalists for Promoting Peace through Media” (2009) 【Grant Aid】 “The Project for the Improvement of Short Wave and Medium Wave Radio Broadcasting Stations” (September, 2006)

## 1.3 Outline of the Terminal Evaluation

### 1.3.1 Achievement Status of Project Purpose at the Terminal Evaluation

The media policy and acts -drafting process was mostly completed, with only consultation and promotion activities to the media remaining. RNE, as a PSB, was considered to be involved in the process of establishing the foundation of the independent editorial rights system, without any arbitrary interference by political parties and thus program editing, without any arbitrary interference by political parties

and thus considered likely to achieve the project purpose.

### 1.3.2 Achievement Status of Overall Goal at the Terminal Evaluation (Including other impacts.)

MoIC and other major Medias participating in the deliberations shared a common understanding to establish an accurate, impartial and fair media sector. The overall goal was expected to be achieved, provided the process of democratization could be maintained, amended media policies were transformed into law and executed and project activities and achievements adequately promoted.

### 1.3.3 Recommendations from the Terminal Evaluation

#### Recommendation by the time of project completion

1. The experts are expected, acting in coordination with the MoIC, to broaden the understanding on “a legal framework to assure democratic activities of the media”, share its understanding and promote awareness on fair, impartial and accurate media.
2. RNE is expected to increase its independence by broadening the use of related manuals and guidelines, maintaining a neutral reporting attitude and promoting cooperation among departments toward improving the financial situation.

#### Recommendation by the time of project completion

1. MoIC is expected to maintain its policy direction, even after project completion, seek formal approval of policies and regulations and continue to improve the democratic media environment.
2. RNE is recommended to internally establish a core group and ensure established know-how accumulated in this project and ongoing operations.

## **2. Outline of the Evaluation Study**

### 2.1 External Evaluator

Hisae Takahashi, Japan Economic Research Institute, Inc.<sup>6</sup>

### 2.2 Duration of Evaluation Study

This ex-post evaluation study was conducted with the following schedule.

Duration of the Study: September, 2016 – October, 2017

Duration of the Field Study: January 11 – January 27, 2017, April 22 – April 29, 2017

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<sup>6</sup> Joined the evaluation team of Japan Economic Research Institute Inc. as a team member from Ernst & Young ShinNihon LLC.

### 3. Results of the Evaluation (Overall Rating: B<sup>7</sup>)

#### 3.1 Relevance (Rating: ③<sup>8</sup>)

##### 3.1.1 Consistency with the Development Plan of Nepal

At the time of the plan, Nepal was drafting the “National Development Strategy Paper” to develop a “Three-Year Interim Plan” (2010/11-2012/2013)<sup>9</sup>. The paper emphasized strengthening media to promote public participation in the democratization process and specified the creation of media policy, establishing related regulations on a timely basis and delivering an impartial, balanced and public-oriented program based on facts to the public as urgent issues. A “High-Level Committee” was also established under a decision by the interim government and appointed by the prime minister in 2006 in light of public broadcasting as part of a democratic society<sup>10</sup>. This committee, in which representatives of major media-related organizations and others participated, proposed a process allowing RNE and Nepal Television (NTV), the state broadcaster, to be PSB<sup>11</sup>.

The “Interim Constitution, 2063”, established in 2007, clearly cited media and press freedom, while the “Three-Year Plan” (2010/11-2012/2013), at the time of project completion, emphasized the further development and expansion of areas of information and communication, allowing the public to widely access information, which was shown having acknowledged the importance of the media in promoting public participation in the democratization process. The abovementioned “High-Level Committee” remained effective at the time of project completion.

The project purpose was to show the role and model to be played by media in a democratic nation and thus relevant to the Nepal constitution and development policy. These have focused on the role and strengthening of media as part of the democratization process at the time of planning and through project completion.

##### 3.1.2 Consistency with the Development Needs of Nepal

Nepal was involved in the process of building a democratic nation at the time of the plan and the concept of a free and fair media remains in the nascent stages. Accordingly,

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<sup>7</sup> A: Highly satisfactory, B: Satisfactory, C: Partially satisfactory, D: Unsatisfactory

<sup>8</sup> ③: High, ②: Fair, ①: Low

<sup>9</sup> Although Nepal established the “10<sup>th</sup> Five-Year Plan” (2002-2007) in February 2003, a “Three-Year Interim Plan” (2007-2010) was developed in 2007 to fill the gap until the next “10<sup>th</sup> Five-Year Plan” was prepared due to the political circumstances prevailing during the constituent assembly election. With the political and financial circumstances in mind, although the next “Three-Year Interim Plan” (2010-2013) had been drafted at the time of the plan, it remained incomplete due to some delays.

<sup>10</sup> This committee was established by the decision of the interim government after the 2<sup>nd</sup> democracy movement and aimed to discuss the issues faced by air media. It featured participation from 13 people, including the chair of a major media-related organization in Nepal. It suggested restructuring RNE, NTV, Rastriya Samachar Samiti and Gorkhapatra Corporation along with securing freedom to edit, independence and fairness as state media which played important roles.

<sup>11</sup> Source: documents provided by JICA

information related to the peace process, the progress of discussion among the relevant parties in legislature parliament and political issues were not delivered accurately to the regions and media workers also lacked sufficient knowledge about the issues, such as formulation of a constitution, facing Nepal. Communication and broadcasting laws were formulated at the time of the sovereignty of the king and were required amendment based on the current situation and flood of incoming media. Also RNE, with a nationwide broadcasting network given expectations of its role as a PSB, struggled with issues such as financial deterioration, slumping program content and poor sound quality<sup>12</sup>.

Nepal was still seeking how best to embark on the democratization process at the time of project completion and had to enhance the understanding of the media principle to political parties and promote a share of understanding for the role of journalism in a democratic nation. This was in order to strengthen sustaining policies and practices, and also to foster an accurate, impartial and fair media by the government and MoIC. Although information resources are expanded along with the rise in Internet or social media, online media was not included in the media policy at the time, prompting voices to revise media policy and regulations, including additional rules governing online information sources. Furthermore, RNE and NTV had many issues to be improved from the perspective of providing information to secure the public right to know on a timely basis, as a highly public form of media, commensurate with democratic standards for reporting and producing programs<sup>13</sup>.

The revision of media policy and the capacity strengthening of RNE to be PSB were required at the time of the plan through to project completion. Accordingly, this project was relevant to the country's development needs.

### 3.1.3 Consistency with Japan's ODA Policy

Based on the ODA charter, Japan emphasized "democratization and peacebuilding" as one of its priority areas for supporting Nepal at the time of the plan and decided to provide timely support along with the democratic process<sup>14</sup>. The democratic process supporting the program, one of the priority areas, clearly indicated the need to promote "providing the public with impartial and fair information for the political process through media along with system development<sup>15</sup>. Accordingly, this project was relevant to Japan's ODA policy and the program policy in terms of capacity building of media as an important role for the country's democratic process.

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<sup>12</sup> Source: documents provided by JICA

<sup>13</sup> Source: questionnaire and interview with MoIC

<sup>14</sup> Source: Japan's ODA Data by country 2010

<sup>15</sup> Source: documents provided by JICA

This project was highly relevant to the country’s development plan and development needs, as well as Japan’s ODA policy. Accordingly, its relevance is high.

### 3.2 Effectiveness and Impact<sup>16</sup> (Rating: ③)

#### 3.2.1 Effectiveness

##### 3.2.1.1 (Project Output)

Under the project purpose of “A model of accurate, impartial and fair media in the democratizing process is established”, this project aimed to achieve two aspects of the revision of media policy (output 1) and RNE reform as an expected role of PSB. Specifically, various working groups (WG) were established, as required, under the media policy task force<sup>17</sup> leading the activities of output 1 and the PSB preparation task force<sup>18</sup> leading the activities of output 2 of the project activities were implemented to achieve each output. (See below for the project implementation structure)

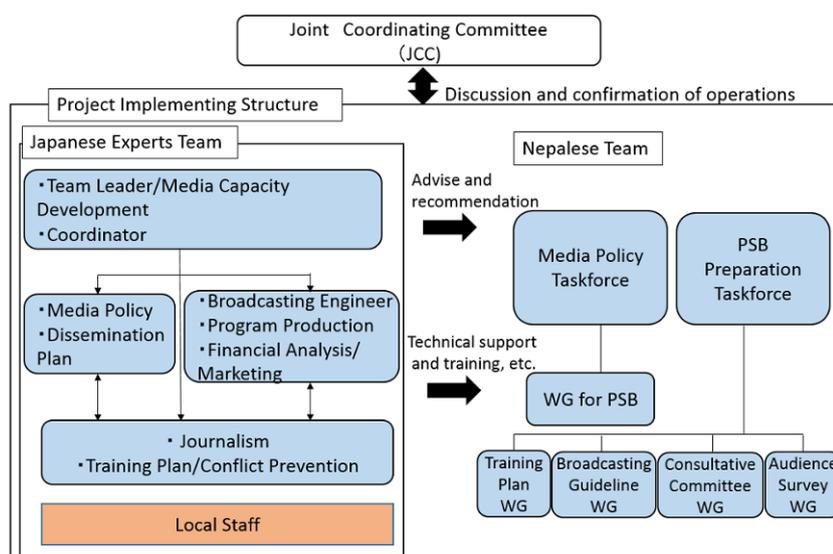


Figure 1 The Project Implementation Structure

Source: documents provided by JICA

Note 1: The Joint Coordination Committee (JCC) is the primary decision-making body, with members comprising implementing agencies, control authorities and the head of JICA local office, etc. As well as the members, all other related parties gather during the meeting to discuss and determine the relevant project issues.

Note 2: See footnotes 17 and 18 for details of each task force on the Nepal side. MoIC staff participated in the WG for PSB under the media policy task force, while RNE staff participated in four WGs under public broadcasting preparation task force.

<sup>16</sup> Sub-rating for Effectiveness is to be put with consideration of Impact.

<sup>17</sup> This task force mainly comprises board members of the Press Council Nepal and the Nepal journalist federation, in addition to MoIC staff.

<sup>18</sup> This task force comprises the RNE president, vice-president and heads of each of the technical, general affairs, sales and finance departments, etc.

The outputs of this project, required to achieve the project purpose, were mostly achieved at the time of project completion (See Table 1 for the achievement of each indicator).

(1) Creation of the revised media policy, act, regulations and guidelines

Based on revised plans prepared at the media task force, revised media policy<sup>19</sup> and seven related acts<sup>20</sup> for four major areas, including “broadcasting including online media”, “press and printing”, “cinema” and “advertisement” were finalized after the work process to reflect the results of discussion with stakeholders<sup>21</sup>, comments provided through dissemination activities to journalists and responses obtained at the Consultative Committee (herein after policies and related acts revised during this project is referred to as “the revised media policy”). The revised media policy was submitted to the minister of MoIC upon approval of the JCC and formally approved by the minister in September 2013 (details of the drafting process are shown in Figure 2 below). The revised media policy incorporates “program production based on broadcasting ethics”, “adequate media management with frequency management” and “media Code of Conduct”, all which are required for the accurate, impartial and fair media model.

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<sup>19</sup> The policy, overall goal and overall policy constitutes the general picture of the media policy, which clearly indicated the direction of the media aimed for, respecting the rights of the press, publications and broadcasting as basic rights guaranteed in the interim constitution.

<sup>20</sup> “Broadcasting act”, “Public Service Broadcasting Act”, “Radio Communication Act”, “Press and Publication Act”, “Cinema Act”, “Advertisement Act” and “National Media Commission Act” are above 7 acts.

<sup>21</sup> Stakeholders include not only major media organizations, press, local media and media-related experts but various organizations for people left behind by the social mainstream due to issues of human rights, and those of women and native peoples, etc.

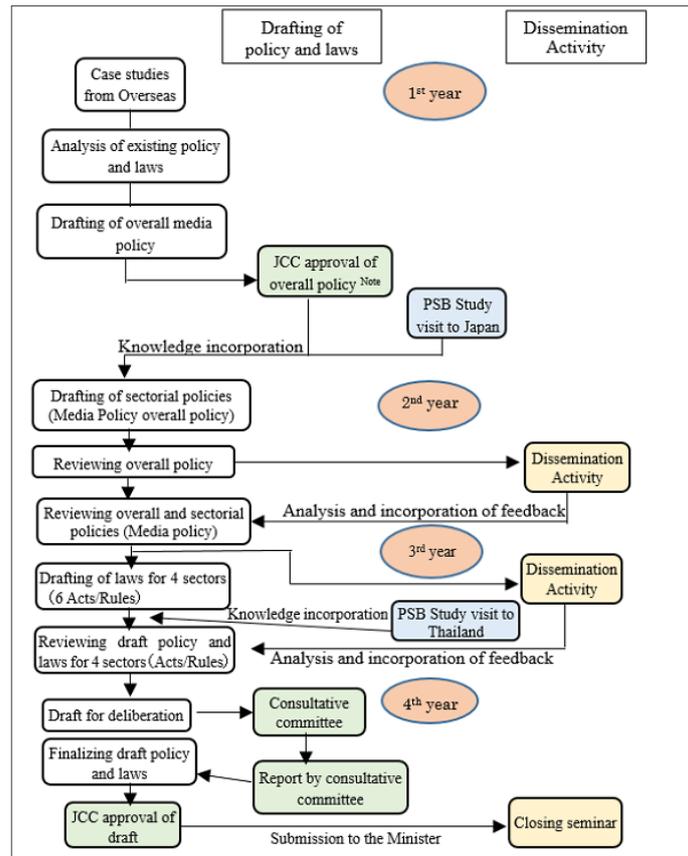


Figure 2 Process of Drafting the Policies and Related Laws

Source: documents provided by JICA

Note: JCC stands for Joint Coordination Committee. See Note 1 of Figure 1 for the detail.

(2) Strengthening of the RNE function as PSB

As a PSB function, RNE had to meet the following requirements<sup>22</sup>:

- have a function to monitor the program appropriately
- have necessary program standards and guidelines for monitoring
- have a program selection process free of dogmatic judgment and prejudice
- have a training program or system to improve technical skills and awareness of staff
- secure broadcasting service areas (coverage)
- have a strategy to restore their financial situation

Through the activities of PSB preparation Taskforce, Manuals for “Broadcasting guideline/program standard”, “monitoring methods of program”, “training plan” and “audience survey” were prepared in RNE and training to implement them were conducted for their staff. In addition, the newly installed FM transmission systems expanded the broadcasting service area. The internal reform of RNE also progressed as follows: as for strengthening the financial aspect of RNE, accounting software was

<sup>22</sup> Source: documents provided by JICA

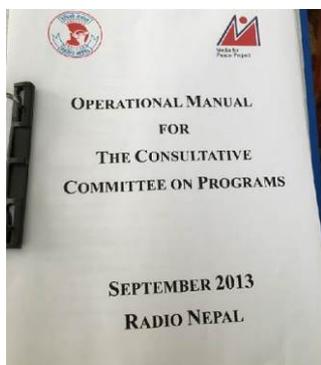
installed to capture the financial information more efficiently and the business strategy was reviewed to earn advertising fees through cooperation with business and program product sections.

Table 1 Achievement of Output Indicators (At the time of project completion)

Output 1 : Draft of the revised media policy, act, regulations and guidelines are formulated by MoIC.	
<p>Indicators:  <u>Revised media policy, acts, regulations and guideline shall be formulated including ① to ③.</u>            ① Production of programs based on broadcast ethics            ② Appropriate media control with control of frequencies            ③ Media Code of Conduct</p>	<p><u>Achieved</u>            The draft for legal issues for the four major categories was completed and they were later revised in the Consultative Committee. The revised policy, act and guidelines addressed the following contents:            ① The draft of the Broadcasting Act required broadcasters to produce the Program Standards/Broadcasting Guideline, establish a Mock Committee on Programs, evaluate programs based on the program standards and open the result of committees to the general public.            ② Broadcasters were classified into prominent broadcasters and commercial and noncommercial broadcasters and their responsibilities and rules were mentioned in the draft Broadcasting Act. The draft Radio Communication Act was also prepared by classifying community radio and prominent broadcasters, then controlling proper frequency management.            ③ The draft of broadcasting, press and publication, etc., required the concerned organizations to produce a Code of Conduct and open to public.</p>
Output 2 : The functions of Radio Nepal as a public broadcasting institution are enhanced.	
<p>Indicators 2-1:            Improving the method of program monitoring of RNE</p>	<p><u>Achieved</u>            By implementing the project, simulated Mock Committees were also conducted for monitoring the programs. Details of the procedure for “Operation Manual for Consultative Committee on Programs” were also prepared by the project completion to continue to have committees.</p>
<p>Indicators 2-2:            Establishment of process of program selection at RNE</p>	<p><u>Achieved</u>            The format for the radio program schedule was determined and introduced in program production team. It was used in the program proposal meetings conducted weekly and the program selection procedure was established. The program proposal sheet was then introduced and explained to regional branches for use.</p>

<p>Indicators 2-3: Development of a strategy to strengthen finance of RNE</p>	<p><u>Achieved</u> A financial survey, analysis and a marketing survey were conducted by a subcontractor and a marketing strategy paper was prepared in the fourth year (September 2013). During the business workshop held in 2013, a new agreement for advertising amounting to one million Nepal Rupees (NPR)<sup>23</sup> (approximately 970,000 Japanese yen) was concluded. Besides, cost cutting measures including reductions of electricity/utility and personnel structure was raised. Installment of PC/accounting software for accounting management and trainings for the staffs helped improve the efficiency of the administration function of the financial department.</p>
<p>Indicators 2-4: Establishment of an in-house training system in RNE</p>	<p><u>Achieved</u> Training Manual was prepared. By utilizing this manual, trainings were conducted, which included regional branches. Furthermore, RNE staff also participated in Journalist Training which was conducted by commissioned local subcontractors (See details to Indicator 1 of Project Purpose), which helped them learn about the know-how of the trainings from external experts, whereupon the training manual was revised and improved.</p>
<p>Indicator 3: Service coverage area of RNE is expanded.</p>	<p><u>Achieved</u> Work to install FM transmission systems was completed and operations started in Chamelhill, which widely covered most of the Mid-Western region and Simbhanjyan, which covered the central region. The two new transmission stations cover an estimated population of about 1.4 million and 2.8 million people respectively, to whom the radio signal is relayed via RNE FM.</p>

Source: Document provided by JCIA and interview survey with implementing agency



(Photo: left) Operation Manual for the Consultative Committee on Programs



(Photo: right) Antenna Tower of the FM Transmitting Station at Simbhanjyan

<sup>23</sup> 1NPR =approximately 0.97 Japanese yen (September 2013)

### 3.2.1.2 Achievement of Project Purpose

To realize the project purpose, “Establish a model of accurate, impartial and fair media in the democratizing process”, two indicators have to be achieved, namely, (1) the revised media policy and acts have to be recognized by media-related persons and (2) to ensure RNE broadcast diverse culture programs and take the news of political parties from a fair and neutral standpoint. The achievement of the project purpose at the time of project completion is shown in Table 2.

(1) Revised media policy, act and regulations are recognized by the media-related persons. (Indicator 1)

During the project implementation, revised media policy was prepared and confirmed in the achievement of the project output. When revising the policy, feedback and recommendation from major stakeholders were reflected through their participation during the discussion in experts’ meetings and workshop. Though some objections arose from a few organizations in the process, major stakeholders agreed and accepted the eight points<sup>24</sup> required for accurate, impartial and fair media and those points also achieved the consensus of the major media.

In this project, journalist training sessions were held not only in Kathmandu, the capital city, but also in the regions. The training sessions provided opportunities for journalists to learn the role of journalism based on revised media policy, as well as practical methods of researching and reporting. According to the journalists who participated in the training in the regions, they learned the importance of reporting balanced news, producing and reporting news based on fact and acting in line with the Code of Conduct as professional journalists in training. They also explained that what they learned was all new to them. Furthermore, there were some opinions as the training sessions changed their awareness as journalists and were a turning point for obtaining the required knowledge or technical capacity.

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<sup>24</sup> 1) Transformation into a self-regulated structure from a government regulated structure, 2) Each media organization should create and disclose editorial standards or program standards and guidelines, 3) A Broadcast organization establish a consultative committee on program, and publishing a report on the committee opinion periodically, 4) an independently regulatory body check the self- regulation mechanisms of media organization as they properly manage editorial standards or program standards and the guidelines and cultivate sound media, 5) Abolish state-run broadcasting, establish PSB by securing a source of revenue and maintain an institutional body independent from the government through special revenue sources, 6) Eliminate government subsidy provided to the media, 7) the license period extended with the renew of the frequency license period shall be limited (proposed period is ten years), 8) When collecting comments on a draft media policy and acts, workshops were held and their contents were reported.

- (2) To ensure RNE broadcasts diverse culture programs and takes news of parties from a fair and neutral perspective. (Indicator 2)

The function of RNE, program production and broadcasting, was getting standardized by utilizing the program standard or broadcasting guideline, etc. The activities of the Consultative Committee on program were also held in line with the prepared operation manual and can thus be said to have been established at the time of project completion. It was also confirmed that the capacity of RNE to broadcast and produce programs improved, based on the fact that the program was produced based on surveyed facts, which was unprecedented<sup>25</sup>. Besides, programs which provide solutions to day-to-day problems facing audiences<sup>26</sup> and new programs showing social issues taking the diverse culture<sup>27</sup> into consideration were produced via on-the-job training and broadcast as an RNE program. The result of the beneficiary survey<sup>28</sup> conducted during the ex-post evaluation confirmed that the satisfaction of respondents in terms of “accuracy”, “fairness”, “neutrality”, “reliability” and “usefulness” of the RNE program after the project completion was slightly higher than for the other radio programs in each (See Figure 2).

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<sup>25</sup> Several themes were proposed for production. Among them, the theme of domestic violence in the capital area was selected. The production division first engaged in brainstorming, while the research division visited police, domestic courts and NGOs, etc. for research. Subsequently, the results of the research were discussed, whereupon the proposal sheet was prepared. The program not only highlighted and reported feedback from victims but also those regarded as victimizers in interviews. Thus, RNE experienced the program production through facing the reality, which was different from the usual programs of RNE, namely predetermined harmony type of program production.

<sup>26</sup> For example, themes including “Quit smoking successfully” “Control utilization of plastic bags” were selected.

<sup>27</sup> Programs which introduce traditional events for Hindu, Christian and Islam.

<sup>28</sup> To measure the project effect, a beneficiary survey encompassing a total of 216 persons (102 for audiences in Kathmandu and 114 audiences in area newly open to FM broadcasting after installing FM transmission systems) was conducted in two areas. Details as follows: Gender: 133 male and 83 female, Age: 42 persons 18 - 29 years old, 64 30-39 years old, 52 40-49 years old, 35 50-59 years old and 23 persons aged above 60. Audience samples in Kathmandu were selected on the major roadsides of each of the municipalities according to population distribution in 11 Municipalities of Kathmandu, as was done by the consulting company during the project implementation. In the two areas where FM transmission systems were installed, audiences were selected by purposeful sampling at major roadsides in three districts selected after each area had been categorized into urban, mid-urban and mountain areas.

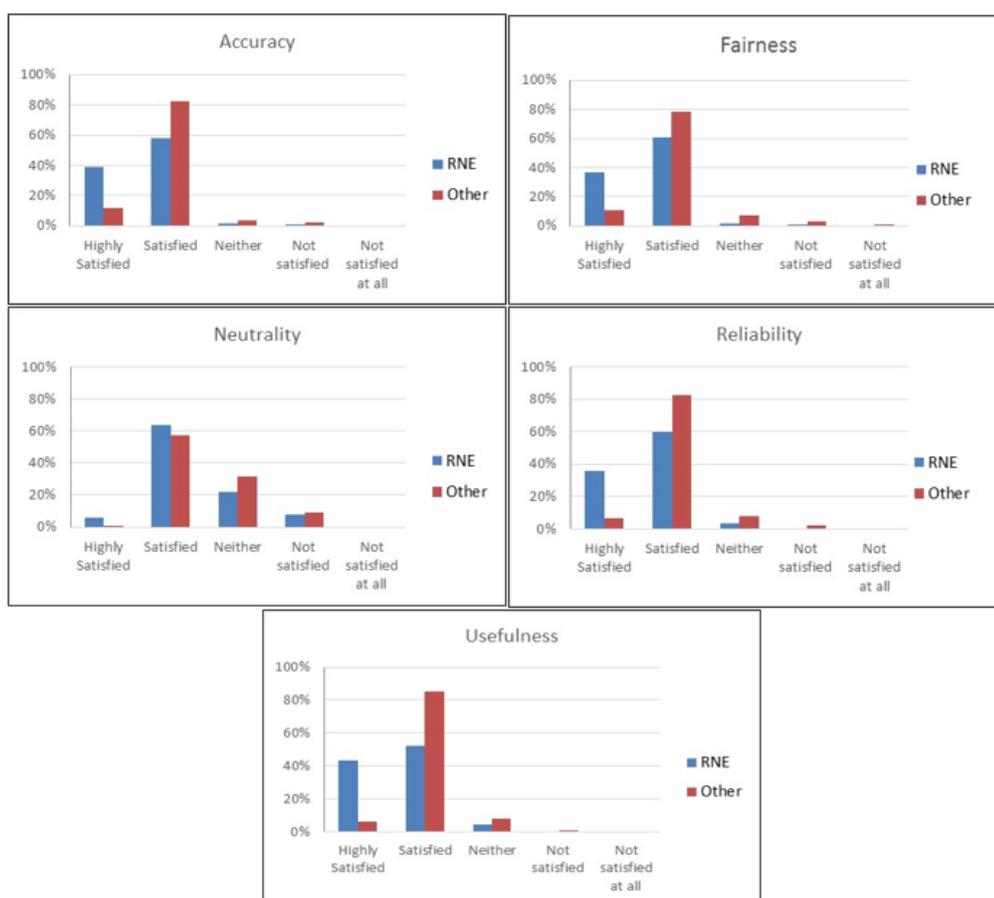


Figure 2 Satisfaction with Radio Programs

Source: Beneficiary survey

Table 2 Achievement of Project Purpose (At the time of Project Completion)

Project Purpose	A model of accurate, impartial and fair media in the democratizing process is established (through revision of media policy, acts, regulation and guideline and reform of RNE).
Indicator	Actual
1. Revised media policy, act and regulations are recognized by the media-related persons.	<p>&lt;Achieved&gt;</p> <ul style="list-style-type: none"> <li>The draft of media policy, act and regulations were created. Through discussions in the experts' meeting and workshop, suggestions made by major stakeholders were reflected to revised version.</li> <li>As a part of dissemination activities and training sessions for revised media policy and guidelines, four journalist training sessions were held in total<sup>29</sup> in both Kathmandu and the regions, which enhanced their understanding of accurate, impartial and fair media in democratic society.</li> </ul>

<sup>29</sup> Journalist training sessions were conducted at Kathmandu, Pokhara, Mahendranagar, Chitwan, Birtamod and Surket, in which 228 journalists participated in total. The main topics in the training sessions were Role of Journalism, Importance of social inclusiveness (Current situation and issues of media in Nepal), Case studies in other countries, Writing story based on field experience and presentation

<p>2. To ensure RNE to broadcast diverse culture programs and take the news of parties from fair and neutral standpoint.</p>	<p>&lt;Achieved&gt;</p> <ul style="list-style-type: none"> <li>• The program standard, broadcasting guideline, program proposal format and training manual were prepared and introduced toward PSB, which prioritized accuracy, efficiency and neutrality.</li> <li>• Consideration of diverse cultures was ensured by producing and broadcasting news programs based on the research, caste issues and religious issues, etc.</li> <li>• Two installed FM transmission systems expanded coverage population <sup>Note</sup> from approximately 0.9 million people to 4.24 million people.</li> <li>• The result of the audience survey conducted at the time of terminal evaluation revealed satisfaction with RNE programs of 4.5 in terms of “accuracy”, 4.3 for “fairness” and 3.9 for “neutrality” out of a total five points, which exceeded the figures for other radio broadcasting (4.1, 3.9 and 3.5 respectively).</li> </ul>
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Source: documents provided by JICA and implementing agency

Note: Coverage of the population was not calculated based on detailed site investigation, so the data was obtained independently by confirming the condition of reception via regional reporters through the implementing agency.

Implementing this project paved the way to create a revised media policy, which was done by bringing major stakeholders on board and getting their agreement. This, in turn, further improved understanding of revised media policies among media-related parties. Furthermore, with a system to produce and broadcast quality programs established, the audience survey result also showed that RNE’s program outperformed other radio broadcasters in terms of satisfaction and neutrality. Thus, the project achieved its purpose and its effectiveness is high.

### 3.2.2 Impact

#### 3.2.2.1 Achievement of Overall Goal

“An environment, which respects the principle of accuracy, impartiality and the fairness of media is fostered,” was expected as an impact of this project by achieving two indicators as follows: “to reform media policy, acts and indicators are taken into consideration, including the norms and the activity of major media organization” and “to promote people’s reliability over RNE as accurate, impartial and fair media”. During and even after the project implementation, the political situation in Nepal where the democratizing process was proceeding significantly affected the progress of approving and executing media policy and bills, required to achieve the overall goal. The following table shows the scope to which indicators of the overall goal were achieved:

Table 3 Achievement of Overall Goal (at the time of ex-post evaluation)

Overall Goal	Environment to respect the principle of accuracy, impartiality and fairness of media is enhanced.
Indicators	Actual
1. To reform media policy, acts and indicators are taken into consideration, including the activity of Federation of Nepali Journalists and major media organization	<p><u>Largely achieved</u></p> <ul style="list-style-type: none"> <li>• “National Mass Communication Policy 2016” (New media policy) was prepared and approved by the parliament in 2016.</li> <li>• At the time of ex-post evaluation, new media policy was not yet implemented<sup>30</sup>. Accordingly, each media had yet to commit their norms and activities as specific actions. Conversely, it was confirmed that the Code of Conduct published by the Press Council Nepal, which all journalists need to follow, contains key points.</li> </ul>
2. To promote people’s reliability over RNE as accurate, impartial and fair media	<p><u>Largely achieved</u></p> <ul style="list-style-type: none"> <li>• RNE has continued their activities to produce programs to provide information which is fair, impartial and accurate. The result of the beneficiary survey for audiences revealed improved fairness, accuracy, neutrality, reliability and usefulness of RNE’s program as of the ex-post evaluation compared to before the project (See Figure 3 on page 20).</li> <li>• Meanwhile, RNE’s financial aspect was another confirmed issue. Given that the main source is the government-allocated budget, the results of the beneficiary survey also showed that improvement in terms of neutrality was relatively lower than other items.</li> </ul>

Source: documents provided by JICA, questionnaire and interview survey with implementing agency

(1) To reform media policy, acts and indicators are taken into consideration, including the activity of major media organization (Indicator 1)

At the time of the project completion, it was expected that the revised media policy and related act would be discussed and approved after the election. In Nepal, however, the government changed six times and the Secretary of MoIC also changed a total of nine times from the time of project planning to that of ex-post evaluation. During this period, some governments were negative toward democratization and deliberated media policy for an extended period.

Subsequently, the “National Mass Communication Policy 2016” (New Media Policy) was finalized at the high-level committee in 2016, submitted to the government in July and a new committee was established in MoIC to promote efforts to realize and enforce the policy in December. Besides, the MoIC also pointed out that revised media policy had not been properly handed over during

<sup>30</sup> As explained in footnote 4, new media policy has been officially announced on July 3, 2017 and implemented since then. This information is only taken as a reference in this report since the analysis and evaluation are basically made based on the information confirmed by the end of the field survey of the ex-post evaluation (April, 2017).

frequent changing of secretary or seniors in MoIC. This meant the new media policy may not have fully succeeded the revised media policy, which was the project output. Conversely, most of the members involved in discussing the new media policy were those involved in creating the revised media policy and related acts. Accordingly, it was confirmed that key factors and the foundation of the revised media policy were carried over to the new media policy during an interview with MoIC and project-related persons, including a lawyer adopting a role of law advisor of the project. Given the difficulty in comparing all items between revised and new media policies, it was verified that topics deemed indispensable in the revised media policy for the media in the democratizing nation (1. Regulation of Government/political party subsidy etc., 2) Regulation to eliminate the media monopoly, 3) Direction of the media for a democratizing nation)<sup>31</sup> and other important topics were addressed in the new media policy.

In addition, along with the above mentioned three topics which were pointed out as being important by the revised media policy, it was confirmed whether the description of the needs of PSB were transferred over or not in this ex-post evaluation. Then, all topics were included in the new media policy although each topic is expressed slightly differently as shown in the table below. Accordingly, it can be said that the essence and the basic idea of the revised media policy were transferred over to the new media policy.

Table 4 Revised and New Media Policies

Important topics	Summary	
	Revised Media Policy	New Media Policy
Regulation of Government Subsidy etc.	<ul style="list-style-type: none"> <li>• To discourage cross-subsidies and thus ensure healthy development of the communication sector.</li> <li>• To arrange the system to prevent any subsidies to be taken by any media businesses to ascertain freedom of the press.</li> </ul>	<ul style="list-style-type: none"> <li>• Although not conclusively including the term “No Subsidy”, the indirect expression, “To develop clean, healthy and ethical journalism by promoting mass media for self-regulation and self-evaluation” was addressed for not receiving influences from the government and other institutions.</li> <li>• To discourage media, receiving subsidies or support from government or business entities, media sectors have to monitor and follow the Code of Conduct by the Press Council Nepal<sup>32</sup>.</li> </ul>

<sup>31</sup> Important topics which should be addressed in Media policy was identified by confirming with Senior Advisor who was involved in this project.

<sup>32</sup> The “Journalist Code of Conduct-2016”, published by the Press Council Nepal”, addressed that

No monopoly of media	<ul style="list-style-type: none"> <li>• To make the necessary legal arrangements by reviewing international practices of investment limits in ownerships or operations of national publications or broadcasting services by a person, family or group so as to discourage the media monopoly or media concentration.</li> </ul>	<ul style="list-style-type: none"> <li>• Legal arrangements shall be made to discourage media monopoly and media concentration and single individuals, families or groups may not hold decisive shares exceeded a certain rate in any types of media.</li> </ul>
Direction of media for democratizing nation	<ul style="list-style-type: none"> <li>• To ascertain the press freedom as per established norms and values for ideology and freedom of expression.</li> <li>• To ascertain the situation of non-interference in journalist's professional activities.</li> <li>• To develop the media sector as a tool to help promote democracy and peace.</li> <li>• To inspire the media sector in terms of boosting people's awareness in areas of marginalized classes or women and other backward classes.</li> </ul>	<ul style="list-style-type: none"> <li>• Similar provisions as in revised media policy have been worded (To ascertain the freedom of ideology, expression, broadcasting, direction of media for a democratizing nation, refraining from control over journalist's professional activities and media as a tool to promote democracy and peace, etc.)</li> </ul>
PSB	<ul style="list-style-type: none"> <li>• To make arrangements to operate PSB in a fair and autonomous body by incorporating democratic norms and values as well as free journalism notion.</li> <li>• To transform Radio Nepal and Nepal Television into a PSB agency.</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment of PSB on a national level as an autonomous body</li> <li>• Establishing PSB by transforming RNE and NTV to run as PSB fairly, impartially and responsibly.</li> </ul>

Source: Revised media policy and new media policy (Available only in Nepalese)

In Nepal, since the process on deliberations to implement the policy are usually time-consuming, a certain period will be needed to implement the new media policy even from now. Accordingly, new media policy has not been officially implemented at the time of ex-post evaluation<sup>33</sup> and not all the media following the elements of the new media policy, meaning that the overall goal has not been achieved at 100%. However, the “Code of Conduct<sup>34</sup>” of Press Council Nepal<sup>35</sup>, all the journalists are required to follow, specifies “Protection and promotion of press freedom” “Respect for

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“Journalists and mass media should not receive any type of award, gift or special facility from any government body, non-governmental organization, business, organization or individual adversely affecting the professional norm”.

<sup>33</sup> Refer to footnote 30.

<sup>34</sup> Press Council Nepal, “Journalist Code of Conduct - 2016”.

<sup>35</sup> Press Council Nepal is an external body under MoIC and independent council which was set up to develop credible journalism and to promote the freedom of press.

human rights” “Dissemination of factual, balanced information”. Furthermore, “accepting gift and reward from any governmental and non-governmental organization” is listed as works not to be carried out by journalists and mass media, thus the role of media need to fulfill and which revised and new media policy advocate, is confirmed in the Code of Conduct. As shown in Figure 2, the essence of revised and then new media policy as well as the principle of accurate, impartial and fair media is widely disseminated to stakeholders and the general public and the activities of journalists have also been impacted through awareness activities for workshop<sup>36</sup>, experts’ meetings<sup>37</sup>, questionnaire<sup>38</sup>, dissemination activities<sup>39</sup>, etc. in addition to the Consultative Committee, in which major stakeholders participated.

(2) To promote people’s reliability over RNE as accurate, impartial and fair media (Indicator 2)

RNE has continued the outputs generated under the project, such as a Consultative Committee and internal training, etc., even after project completion and it was confirmed that the necessary activities to produce the fair, neutral and accurate programs had been adopted as the RNE<sup>40</sup> system. When confirming the changes in the RNE program before and after the project during the beneficiary survey, it was confirmed that the perception of reliability on the part of the general public of RNE programs had improved. 98% of them answered that accuracy had also improved and 96% of them answered that fairness improved. 97% of them answered that reliability had improved and 96% of them answered that usefulness had also improved. 81% believed that neutrality had improved, which was relatively lower compared to others, then 15% saw no changes, as shown in the figure 3. This is because some general public understand RNE as a national broadcaster, so what RNE reports is biased toward the government, since RNE receives a government subsidy.

Furthermore, even after the project completed, RNE produces and reports on programs based on fact, those useful for the daily lives of audiences and programs

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<sup>36</sup> Workshops were conducted to explain and collect the opinions for revised media policy by inviting totally 300 experts and stakeholders, including major media organizations such as broadcasting, newspapers, cinema and advertisements as well as associations of female journalists, ethnic minorities and organizations of journalists specialized in fields such as human rights, education and the economy and associations of lawyers.

<sup>37</sup> Workshop was conducted for experts related to media to engage in final discussions on the draft of the media policy, based on the views of people obtained from the workshops, questionnaires and via the website. About 60 people, including representatives of organizations playing key roles in the media sector in Nepal and senior journalists were invited.

<sup>38</sup> Stakeholders from a total of 583 organizations who were not invited to the workshop for budgetary and geographic reasons were sent questionnaire. The questionnaire, consisted of questions related to overall media policy, four areas and the full text of the revised draft media policy, were sent to them and collected.

<sup>39</sup> Commercials on media policy were aired on radio, TV and newspapers from December 2011 to January 2012.

<sup>40</sup> Source: Interview survey with RNE staff

which consider diverse cultures<sup>41</sup>, which were not produced before the project, hence RNE’s enhanced program production capacity. Despite the fact PSB has yet to materialize, audience satisfaction with RNE programs (at 95%), slightly exceeds the figure for other radio programs (91%), meaning that RNE is becoming a broadcast station which embodies an accurate, neutral and fair media (See Figure 4).

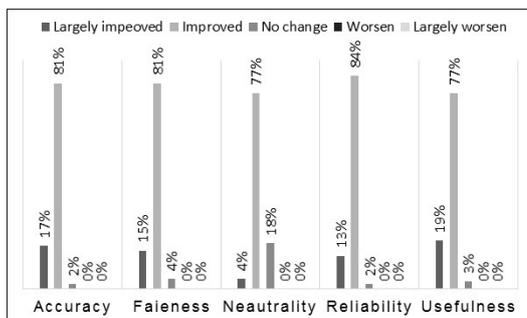


Figure 3

Comparison of satisfaction with RNE programs before and after the Project

Source: Beneficiary survey Source: Beneficiary survey

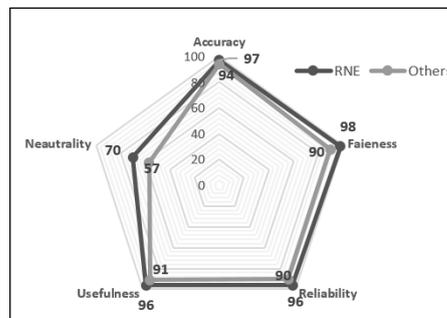


Figure 4

Satisfaction with RNE programs and others

As stated above, the project has largely achieved its overall goal.

### 3.2.2.2 Other Positive and Negative Impacts

#### (1) Other Impact

According to the interview with the implementing agency, it was confirmed that no positive and negative impact on the natural environment occurred due to project implementation, nor will this happen in future. Resettlement or land acquisition were also inapplicable for this project.

#### (2) Decline in complaints to media and violations of the Code of Conduct

Though similar to indicators for effectiveness and impact, the process for revising media policy gave the media and journalists an opportunity to reaffirm the role of the media. Actually, the Press Council Nepal also mentioned fewer cases had been reported to them regarding complaints or criticisms as well as violations of the Code of Conduct as defined by the Press Council Nepal. This is said to have helped generate the social spreading effect.

<sup>41</sup> In “JHANKAR”, a magazine published by RNE, the news program for “Earthquake and its effect”, programs useful for daily life such as “Preventive injection for child”, “Gardening”, “Mother’s day”, etc., as well as programs which consider diverse cultures including “New Year events by each ethnic group”, “Eid (one of the two major festivals in the Muslim calendar) information” are scheduled in 2017.

### (3) Broadcasting of RNE after the earthquake happened

The result of the beneficiary survey revealed a generally high perception of reliability for the RNE broadcasting service among the audience. One of the examples concerns RNE's post-earthquake service. While other forms of media stopped broadcasting or reported information not based on fact, which exacerbated public anxiety, RNE started their reporting on the earthquake and updated the situation for 24 hours from the day the earthquake occurred and continued providing the information to people in Nepal. Under circumstances where major public services stopped, RNE kept providing useful information for people such as accurate information on damage, venues for distributing food and safety confirmation information on missing persons, etc. Since then, the reliability to RNE, which kept their broadcasting services, is high and this case was universally referred to during any interviews with related institutions and audiences. While implementing this project, on-the-job training was conducted by Japanese experts for the program production team and news team, one of which involved them learning and experiencing how to produce the program on "Responsibilities of PSB in the event of a disaster". This is said to be one example demonstrating the output of the training sessions in the event of a massive earthquake.

Thanks to the project, media policy, act and regulations in Nepal were revised and the institutional capacity of RNE was enhanced toward PSB. Accordingly, the beneficiary explains that the accuracy, fairness and neutrality, etc. of RNE programs have improved. Due to the influence of the political situation in Nepal, media policy and related acts had not been executed at the time of the ex-post evaluation. However, a new media policy was approved by the government and major stakeholders enhanced their understanding of the role of media by getting involved in the discussion and the process for deliberation. This was also reflected in the Code of Conduct for journalist. Thus, though part of impact is said to be limited, it was confirmed that the other expected effects were largely generated and accordingly, its effectiveness and impact are high.

## 3.3 Efficiency (Rating ②)

### 3.3.1 Inputs

The planned and actual inputs of this project are shown in the table below.

Table 6 Planned and Actual Output of this Project

<b>Inputs</b>	<b>Plan</b>	<b>Actual</b>
Experts	Seven Long-tem (Team leader, Media policy, Broadcasting engineer, Program production, Financial analysis/Marketing, Journalism, Coordinator/Peacebuilding)	16 Long-term (86.8MM) (Team leader/Media Capacity Building, Media policy, Broadcasting engineer, Program production, Financial analysis/Marketing, Journalism, Training plan/Conflict Prevention, Dissemination plan/PR/Coordinator)
Trainees received	N.A.	Seven trainees in total (five trainees from MoIC, two from RNE)
Equipment	Required equipment, including an FM tower	FM transmitter, FM broadcast panel antenna system, receiver, PC, etc.
Training in third country	N.A.	Seven trainees in total (three from MoIC, two each from RNE and NTV)
Local operation cost	Contracts for local consultants, NGOs, etc.	83 million yen (Entrustment cost of audience surveys, market research, dissemination and training activities, hiring local consultants, travel expenses, communication and transportation expenses, document preparation cost and holding workshop, etc.)
Japanese Side Total Project Cost	280 million yen	340 million yen
Nepali Side Total Project Cost	<ol style="list-style-type: none"> <li>Counterpart personnel Assignment Project manager (MoIC, RNE), Eight Taskforce members, Eight other counterpart personnel</li> <li>Project office space</li> <li>Project activities cost</li> </ol>	<ol style="list-style-type: none"> <li>Counterpart personnel Assignment Seven MoIC staff, 35 RNE staff, five NTV staff, one Press Council Nepal staff member and one FNJ staff member</li> <li>Project Office</li> <li>Project activities Utility costs for office space, travel expenses for C/P, renovation cost of the tower for antenna to install the FM transmission, electricity connection cost, construction costs of the shelter, meeting cost for local branches</li> </ol>

Source: Document provided by JICA and implementing agency

### 3.3.1.1 Elements of Inputs

According to interviews with RNE staff and responses to questionnaires, it was noted that the number, expertise and period of dispatched experts sufficed for generating outputs and achieving project purposes. The numbers of Japanese experts exceeded the original plan as multiple persons were dispatched in areas for media policy, journalism, program production and financial analysis, etc. Training sessions in Japan and the third

country of Thailand were also conducted to gain insights into broadcast policies and general information on the media sector as well as PSB cases involving Japan and Thailand. The results of the questionnaire conducted after the training sessions to the participants of those training and interview surveys during the ex-post evaluation showed that the purpose of the training had largely been achieved and the contents and essence of the training sessions were appropriated. An FM transmission system was procured to directly contribute RNE as PSB to expand the scope of RNE coverage<sup>42</sup>.

#### 3.3.1.2 Project Cost

The actual project cost was approximately 350 million yen, which exceeded the original cost, approximately 280 million yen (125% of the original plan). The increased cost was due to the additional support for NTV (survey, issue analysis and grasp of finance current situation), which was not included in the original plan toward directing the integration of NTV and RNE during the movement for integration. Besides, the need to support RNE to prepare their financial report also emerged in the course of the first year of project implementation, which led to the project cost rising.

#### 3.3.1.3 Project Period

The cooperation period of this project was planned to be for 36 months and the actual period was also 36 months from November 2010 to October 2013 (100% of the original plan).

As a consequence, although the project cost exceeded the original plan, the project period was as planned. Accordingly, efficiency of the project is fair.

### 3.4 Sustainability (Rating: ②)

#### 3.4.1 Related Policy and Institutional Aspects for the Sustainability of Project Effects

The New Constitution, officially announced in 2015, clearly indicates “freedom of expression” and “the right to communication” and describes freedom of broadcasting and publication, as is the case in the interim constitution above. Also the country’s development plan at the time of ex-post evaluation, “13<sup>th</sup> Three-Year Plan” (2012/13 – 2015/16) specifies the action plans of “mass media to be responsible and accountable” and “RNE and NTV converted to PSB” in the information and communication field. The “14<sup>th</sup> Plan” (2016/17 – 2018/19) also aims to introduce a mechanism for RNE and NTV

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<sup>42</sup> Baseline survey for coverage area was conducted and sites where enough population can be covered by installing the FM systems among the area where the receptions of short wave and medium wave were not available. Based on the survey result and the examination with Taskforce, installed sites were selected as Chamelhill and Simbhanjyang.

to be PSB, which led to the establishment of a “Media Action High-Level Committee” with the purpose of promoting (or legislating) the implementation of new media policy under the cabinet office in 2016. New constitution and the development plan indicate the direction in terms of the responsibilities of mass media and the high-level media committee supports the implementation of new media policy. Accordingly, it is obvious that sustainability was ensured from the policy aspect at the time of ex-post evaluation. However, concerns remain over the transition in the phase of implementing new media policy, which includes the possibilities of a slowdown for democratization and the loss of knowledge and experiences accumulated in the institution due to some political change.

#### 3.4.2 Organizational Aspects for the Sustainability of Project Effects

The MoIC is expected to oversee the implementation of media policy as at the time of the plan, while RNE and NTV also continue to play the PSB role. Although they hadn’t transformed to the PSB by the time of ex-post evaluation, the high-level media action committee established in 2016 plans to spearhead ongoing discussions toward promoting PSB<sup>43</sup>. Accordingly, it was ensured that they had established a structure for the detailed steps to PSB via discussion within the high-level committee in future.

In RNE, almost all staff associated with this project still remain and continue their activities. At the time of ex-post evaluation, of a total of 555 staff at RNE, 380 were full-time employees and 170 were contractors. The RNE hasn’t recruited any new employees for the past 12 years and according to RNE staff, there are some staff shortages in areas such as finance, operation and maintenance of broadcasting equipment, news department editors as and technical staff for local stations. Although there is no concern over each daily work, an excessive workload can be seen in those departments, which should be minor issues of the RNE organization<sup>44</sup>

#### 3.4.3 Technical Aspects for the Sustainability of Project Effects

RNE operates monitoring, a program selection process and internal training system utilized manuals for staff<sup>45</sup>, which were introduced by the project, to function as PSB. An internal transfer is extremely limited in RNE and such staff worked for the project continued to the above activities as a core member. With adequate use of the program

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<sup>43</sup> There was discussion over whether to integrate RNE with NTV as PSB at the time of the project plan and even during the implementation. However, the discussion of the direction for integration was suspended because they didn’t proceed to discussion about PSB after the completion of the project. In future, these issues will be discussed at the high-level committee.

<sup>44</sup> According to the RNE staff, more staff may resign in 2017 and RNE plans to hire new employees in 2018.

<sup>45</sup> Training sessions cover wide-ranging topics, including planning of a radio program, production techniques including design and communication among departments.

committee and internal training and also the manuals and guidelines necessary to operate and maintain the FM transmitter, which were prepared and provided while implementing the project, the sustainability of the RNE head office in Kathmandu, the capital, is expected. Compared to the head office, the staff capacity of local station can still be improved from the aspect of the need to strengthen the capacity of program production and equipment maintenance and the issue of obtaining some spare parts for FM transmitters. Also at the time of ex-post evaluation, despite introducing accounting software to this project to enhance the financial management of RNE to be PSB, the accounting is operated manually in the same way RNE had done before the project, given the lack of capacity of any member of the finance department to operate the software system. In addition, there was a lack of skilled staff to prepare financial statements such as balance sheets and income statements and control the financial balance, although the accounting process was finalized and implemented to ensure appropriate financial management. Accordingly, some technical capacity issues remain, particularly in terms of finance, which are necessary for a sustainable effect (See 3.4.4 Financial Aspects for the Sustainability of Project Effects for details).

#### 3.4.4 Financial Aspects for the Sustainability of Project Effects

Table 7 shows MoIC and RNE budgets distributed from the MoIC, which can secure a budget for activities under this project; not as a special project but as regular work<sup>46</sup>. The main RNE funding resource comes from a budget distributed from the MoIC and advertising revenue (See Tables 7 and 8). However, RNE's funding resources aren't fixed under the discussion of PSB, which is why financial sustainability was described as the key RNE issue even during the project implementation. Accordingly, this project supported to prepare action plans toward its financial consolidation and introduce accounting software for efficient accounting and proper financial statements, all which were intended to improve the financial structure and to secure a budget to cover the current balance. However, the software had not been used by the time of ex-post evaluation and contents of the action plan was not understood by the RNE financial staff properly, resulting in the current situation without any follow-up for most of the parts. RNE still prepares the financial statement on a cash basis, hence the difficulties of reading the project achievement on an accrued basis. Accordingly, based on the financial information provided by RNE, the data could not be analyzed to show the appropriate RNE balance.

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<sup>46</sup> Source: documents provided by JICA and an interview survey with the MoIC

Table 7 MoIC and distributed RNE budget

(Unit: Million Nepal Rupee (NPR))

	2009/10	2013/14	2014/15	2015/16	2016/17
MoIC	2,203	3,319	3,743	3,736	4,132
– RNE	158	153	210	141	160

Source: documents provided by MoIC

Table 8 RNE's advertising Revenue

(Unit: Thousand NPR)

	2013/14	2014/15	2015/16	2016/17
Advertising Revenue	3,319	3,743	3,736	4,132

Source: documents provided by RNE

As confirmed with RNE, it was clarified that the project activities to improve the financial management capacity were not implemented with a proper set up, but mainly involved temporary staff, which was part of the impact from the cessation of financial technical support. At the time, since RNE was unable to accommodate skilled staff operating accounting software, the project hired temporary staff with basic PC proficiency and other skills needed and implemented the financial technical support. After the project period, despite plans to assign temporary staff as permanent employees, in fact RNE was unable to continue their contracts, which led to a suspension of activities obtained via accounting software and technical support. As a general rule, a state-owned broadcasting station operates via government subsidy and has no serious financial issues given regular financial management, since financial statements are prepared on a cash basis. However, RNE has been pointed out that RNE has to improve its financial management to properly analyze and determine profitability and payment capacity be PSB. Under circumstances where the transformation to PSB stalled after the project completion, RNE was not aggressively required to improve its financial situation, which was one of the factors that RNE failed to address. In future, RNE must re-examine each relevant aspect of financial management and face up to the issues required for improvement.

Some minor problems have been observed in terms of the organizational, technical and financial aspects. Accordingly, sustainability of the project effects is fair

#### **4. Conclusion, Lessons Learned and Recommendations**

##### 4.1 Conclusion

This project was implemented to establish a model of accurate, impartial and fair media in the democratizing process of Nepal through revision of media policy and reform of

RNE. The purpose of this project is consistent with the constitution, development policy and development need of Nepal, which have shown the importance of media in promoting the participation of the general public in the democratizing process. It is also consistent with Japan's ODA policy in Nepal, therefore, the relevance of this project is high. Through the project, the revised media policy, acts, regulations and guidelines, etc. which are in line with the current situation of the country, were created and the capacity of the RNE, which is expected to take a role as PSB, to produce fair and neutral programs, was improved. Furthermore, improving the reliability of RNE by audience was also confirmed. New media policy in Nepal, which was prepared based on the revised media policy, has yet to reach the execution stage at the time of ex-post evaluation. However, since the stakeholders of this project as well as major media were involved in drafting the same, they have come to share what a model of accurate, impartial and fair media should be and thus the project contributed to build an environment in which the role the media needs to play is respected. Accordingly, the effectiveness and impact of this project are high. Though the project period was within the plan, the project cost exceeded the plan, so the efficiency is judged to be fair. Regarding sustainability, while related policy and systems to support to execute media policy and materialize PSB are confirmed, the influences of the political situation in Nepal remain areas for concern. Where RNE takes the role of PSB, there is room for improvement in terms of a lack of staff numbers and financial aspects. Thus, the sustainability of the effect produced in this project is fair.

In the light of the above, this project is evaluated to be satisfactory.

## 4.2 Recommendations

### 4.2.1 Recommendations to the Implementing Agency

- Recommendations to RNE

In the coming years, RNE must establish a sound financial management structure to maintain fair and neutral programs and continue broadcasting as a PSB. Firstly, RNE is expected to review and implement the recommendations for a sound financial management structure as shown in this project so as to establish a structure whereby the current financial situation can be understood and analyzed. In particular, it is desirable to change the single entry on a cash basis to double entry on an accrued basis of the accounting method and prepare financial statements to show income and expenditure, cash flow and account balance.

### 4.2.2 Recommendations to JICA

- RNE's transformation to PSB was temporarily suspended due to repeated changes of government, but is now expected to accelerate the transformation by the established

high-level committee in 2016. The implementing agencies acclaimed “the action plans toward public broadcasting” shown in this project for the transformation to PSB, the outline of which was reflected in the new media policy. Accordingly, it is considered that JICA periodically reviews its progress, examines the action plans toward PSB, monitors the progress of implementation and share its progress, as part of efforts to help promote the country’s PSB.

#### 4.3 Lessons Learned

##### The implementation of an appropriate handover at the time of personnel shift in the implementing agencies

It was confirmed that the revised media policy, act, regulations and guidelines under this project had not been taken over at MoIC. This is due to frequent changes of personnel for the minister and secretary, etc. which impacted on the handover of the revised media policy, although the effect of the revision was utilized with the media involved in the project when discussing new media policy. In such a country, with such frequent turnover in key positions, the implementing agencies and project stakeholders are expected to secure an organizational structure to take over the effect, for instance, by appointing a responsible personnel or team not only politically but also from government officials, who have a lower scope for transfer.