

**A Project Completion Report**

**'Outlining National Policies and Bill for Public Service Broadcasting in Nepal'**

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**Submitted by:  
Freedom Forum  
Thapathali, Kathmandu  
Phone +977-1-4102030/4102022  
Email: [info@freedomforum.org.np](mailto:info@freedomforum.org.np)  
[freedomforum@enet.com.np](mailto:freedomforum@enet.com.np)  
URL- [www.freedomforum.org.np](http://www.freedomforum.org.np)  
[www.nepalpressfreedom.org.np](http://www.nepalpressfreedom.org.np)**

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## **1) Importance of Public Service Broadcasting to sustainable peace in Nepal**

As Nepal is currently in the process building a sustainable peace state-restructuring, it is of utmost importance that Nepal looks into turning Radio Nepal and Nepal Television into public service broadcasting, disseminating information and creating an informed, diverse population of Nepal.

A public broadcasting system detached from state influence is essential to disseminate impartial and diverse information. An independent and well-performing public broadcasting system examines public issues with an incisively critical eye by providing programmes that include public debate, cultural expressions and educational programming aside from entertainment.

In practice, Public Service Broadcasting (PSB) refers to the broadcasting made, financed and controlled by the public, for the public. It is neither a commercial nor the state-owned; it is free from political interference and pressure from commercial forces. When guaranteed with editorial freedom, universality of content and access, high quality and accountability, PSB can serve as a cornerstone of democracy strengthening freedom of expression and right to information.

Nepal is currently passing through a significant time of framing the new constitution. Nepal's legislative framework as well as the social, financial and administrative bases should be prepared for the establishment of public service broadcasting with the sole purpose of serving the people of Nepal.

The basis for the transformation has been laid out in the Interim Constitution that seeks freedom of expression and access to information. Public service broadcasting at its best promotes cultural and linguistic diversity and provides people universal access to information and knowledge through diverse content that reflects the needs and concerns of the homogenous audience.

The issue of PSB is becoming even more relevant as Nepal is going through a state-restructuring into a republic. Through public service broadcasting Nepal can answer to the demands of inclusion and diversity that are being raised both in the central and local level. PSB is necessary for public debate, to ensure social and democratic cohesion and reinforcing cultural identities and it can have a crucial role in reflecting the multi-ethnic and multicultural society and raise awareness on active, participative citizenship. It could help create a new, united nation of Nepal that is working together in order to build an inclusive, sustainable peace.

PSB should also actively seek and encourage the advice of civil society associations in the determination of policies and priorities for programming. PSB should become a civil society institution for all citizens, independent from both political ties and commercial bias.

In Nepal, radio with its 80% coverage remains the most important source of information, especially in the areas with high levels of illiteracy and poverty. However, television is growing its popularity, as more and more people have access to television. It is of importance that both, Nepal Television and Radio Nepal are turned into PSB simultaneously, as part of the same process. Only then can they support and complement each other in their crucial task of promoting social cohesion and national identity, considering multi-lingual, multicultural and multiethnic fabrics of the society.

**2) Introducing the most important issues to be considered when creating the PSB law in Nepal of the model law to Nepal's context, including short excerpts from the model law if needed.**

Despite constitutional openness and protection, the broadcasting sector has been relegated to the backburner from policy and legal perspective in Nepal. The broadcasting media has been hit hard with the existing chaos in the sector from the perspective of ownership, content and participation. The State's control on mass media disseminating information is still in practice. Effective media like Radio Nepal and Nepal Television, which are deemed to have wider reach among public, are still owned and operated by the state and the government has direct control on these media. Policy ad hocism is what prevails in both the media.

Radio Nepal is still being operated as per the Directorate on Development Committee under the government while Nepal Television (NTV) is still functional from the Regulation regarding Corporation/Broadcasting Act relying on the government. Though both the broadcasting media have wider effect and coverage, they are being confined as the mouthpiece of the government against the spirit of democracy and international standard and practice. As of today, there is no any Act formulated by the parliament for the operation of these media.

The existing state broadcasters —Nepal Television and Radio Nepal — should be transformed into independent public service broadcasters. The new public service broadcasters should have clear mandates set out in law, including to provide public interest broadcasting that serves the needs of all sectors of Nepali society. These broadcasters should be funded directly from the State budget in accordance with a budget approved by parliament. They should be accountable to the people through the parliament, as well as through direct means, such as surveys and feedback sessions.

The proposed national policy states 'Radio Nepal and Nepal Television, currently under the government's ownership, shall be merged into the Authority with all types of ownership and liabilities including the economic and administrative ownership to be under the authority.' The proposed Act also enshrined a provision of autonomous body to manage and operate the public broadcasting services for providing to the general

public true, balanced and credible information, practical education and healthy entertainment by means of radio, television, Internet and such modern technological means by adopting the policies of the Authority.

In democracy, there should be no prevalence of policy provision and practice allowing the State, commercial interest groups or any power actors to impose interference on information. Access to information should be made easy and accessible. As information is the source of power, it should be within the equal reach of public. The 'public' is the entire population of the country which the public broadcaster is responsible for serving. 'Entire population has twin meaning - firstly in terms of technical coverage (every household in the service area should be in a position to receive the programme service) and secondly, all groups and sections of society must be served by the programming.

'A public service broadcasting shall be established with the reach of the broadcast media covering all parts of the country for fulfilling the right to freedom of conscience and expression and the right to information of all Nepali citizens.

There is also the lack of clear legal arrangement and mechanism regarding the regulation and management of private and community broadcasting. There is no independent regulatory mechanism. There is no concrete policy and legal provision to resolve the problems surfaced in connection with licensing, renew, and tax and advertisement. Frequency distribution and renewal is directly under the purview of Ministry of Information and there is monopoly due to government's discriminatory practices. There is no effective monitoring of the programme and advertisement contents disseminated by the broadcasters.

The proposed Act has clearly specified a provision of autonomous Authority for running PSB. The main duty of the Authority is to manage and operate the public broadcasting services for providing to the general public true, balanced and credible information, practical education and healthy entertainment by means of radio, television, Internet and such modern technological means by adopting the policies of the Authority.

In order to ensure public service broadcasting in Nepal, it is very necessary to formulate specific laws, to explore appropriate content in line with PSB and to create mechanism of accountability. Weak frequency management and overlapping, lack of independent regulatory body, code of conduct of broadcasters, non-transparent licensing and its mismanagement are some of the key problems that surfaced in broadcasting sector of Nepal.

The issue of devising policy is realized in a bid to transparently manage the establishment and operation of FM Radios keeping in mind the exponential rise in the numbers and the essence of best use of frequency - the public asset. The government has also reached to a conclusion that the National Broadcasting Act is not enough to

address the current context. Various past studies and reports have clearly recommended the government to establish broadcasting authority, classification of radios with clear definition and removing government control on media.

Formulation of new broadcasting laws and policy (PSB Act with clear definition, purpose, goals, directive principles, scope of work, editorial guidelines, funding, accountability mechanism etc) is the prime issue followed by the establishment of independent regulatory mechanism, devising crystal clear policy arrangement on classification of Broadcasters (public, commercial and community), put in place the system of regulation conducive to freedom of expression, pluralism, diversity and editorial independence. Other issues considered while formulating the Act and policy are incorporating PSB in the government's policy, plan and program, replacement of the National Broadcasting Act and Regulation, arrangement of editorial independence (discuss with people), legal arrangement to ensure editorial professionalism, creativity and pluralism promoting multi-faceted identity.

The proposed Act has clearly mentioned about the production of editorial contents, publicity and technical skill, and the areas to have cooperation on infrastructures. It also added that the public service broadcasters should be autonomous in terms of formulating rules, directives and issuing code of conduct. 'The broadcaster should not only prepare the editorial guidelines but also the guidelines regarding the employees, administration and advertisement,' according to the Act, stressing the need of devising clear periodic and transitional provision.

### **3) Describing the process of drafting the model law**

UNESCO Office in Kathmandu and Freedom Forum recently outlined a National Policy and Bill for PSB in Nepal' in line with international standard as per the UNESCO's Media Development Indicators (MDIs). Government bodies including Ministry of information and Communication, Department of information were also consulted in the process of outlining policy for PSB. The then Minister for Information and Communications Krishna Bahadur Mahara, Secretary Sushil Ghimire and Director at Information Department Shreedhar Gautam were imparted about the process and their positive response on the need and intervention to address it were positive.

A discussion with the Minister for Information and Communication Krishna Bahadur Mahara held in January 2011.

Freedom Forum Chairman Taranath Dahal drew the attention of the Information Minister Mahara about the importance of public service broadcasting (PSB) in order to ensure the rights to information to all people in the country considering the imminent change in the socio-political set up. During the meeting, Minister Mahara was also reminded about the recommendation of the high level media commission.

Minister Mahara was requested to take political initiative to frame the PSB.

Similarly, the Freedom Forum informed Mr Mahara about the efforts being made for outlining the PSB model bill.

He expressed commitment that PSB was necessary for Nepal and wished for carrying out the works.

In this connection, Ministry Secretary Sushil Ghimire, Joint Secretary Narayan Regmi and Director General of the Department of Information was met and had extensive discussion. Joint Secretary Regmi said there was a similar Japanese project on this. However, Freedom Forum informed them that a PSB model bill was being prepared. Freedom Forum further said its efforts would also help in that project.

The major components of the undertaking are conducting an initial survey identifying the current status of broadcasting sector in Nepal, preparing a compilation of texts related to PSB in Nepal, developing three thematic papers on policy, structure and content of PSB, organizing national workshop among stakeholders, establishing a taskforce to prepare a national PSB policy and bill and lobbying for the promulgation of PSB bill.

A rigorous process was adopted to undertake following component and activities.

First workshop was organized amidst the participation of broadcasters, media professionals, critics and educators, government line agencies, CA members, including other stakeholders to validate the research and receive inputs to make the paper more comprehensive and clear. The taskforce was formed in the workshop, which was obliged to observe the workshop procedures from the very beginning and expedited bill drafting process based on the background paper, workshop recommendations, findings and consultations with stakeholders at various levels in different stages.

Various consultative meetings were organized to engage the stakeholders in the process. Second workshop finalized the recommendations. The taskforce outlined the Bill by taking stock all the comments, recommendations, observations and analysis received during the process, international standard model laws, MDIs and policy papers on PSB developed so far. The draft of model law was discussed separately with key stakeholders and parliamentarians and got finalized. **(Reference/source is given herewith)**

**Annex-1**

**CURRENT STATUS, FEASIBILITY AND THE WAY AHEAD OF PUBLIC SERVICE  
BROADCASTING IN NEPAL**

**Prepared by  
Tara Nath Dahal  
Krishna Sapkota**

**FREEDOM FORUM  
Thapathali Kathmandu  
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## **Acronyms**

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## Annex

1. Nepali Media in line with MDI

**Acronyms:**

AFC	Agenda for Change
CEO	Chief Executive Officer
CSO	Civil Society Organization
DTH	Door to Home
EC	Executive Chairperson
FM	Frequency Modulation
FNJ	Federation of Nepali Journalists
MD	managing Director
MDI	Media Development indicators
MW	Medium Wave
NTV	Nepal Television
PSB	Public Service Broadcasting
SW	Short Wave
TV	Television
UNESCO	United Nations Educational, Scientific and Cultural Organization
US	United States

## **1. Introduction:**

The background paper is an outcome of the preliminary research study of the existing situation of broadcasting sector with regard to Public Service Broadcasting (PSB) in Nepal. The paper takes account of substantive comments received from experts and stakeholders of broadcasting reforms. The research is focused on identifying the current situation of broadcasting sector including contemporary trends and problems. The background paper has made efforts to analyze the status, opportunities, challenges and way forward of PSB in Nepal.

The aim of the paper is to contribute to stakeholders' understanding of the sector to facilitate the process of outlining PSB Bill in Nepal. The paper highlights some of the key challenges and feasibilities of PSB in Nepal, presenting extensive information and data to ease the development of theme papers on policy, structure and content of PSB in line with the Media Development Indicators (MDIs) developed by UNESCO. The paper is a gateway of the project 'Outlining National Policy for Public Service Broadcasting (PSB) in Nepal', a collaboration of Freedom Forum and UNESCO, Nepal, Kathmandu Office.

## **2. Definition and Concepts:**

### 2.1 What is the meaning of broadcast media?

The media consists of a variety of communication channels such as: radio, television, video and film; newspapers, magazines, pamphlets and posters; the internet, e-mail and telephones; theatre, dance, music and puppetry. Broadcast media is more narrowly defined and consists of 'electronic media', i.e. television, radio and the internet.

Broadcast media is by far the most important source of information and entertainment for most people around the world. It is extremely important in relation to other kinds of media because broadcast media and radio in particular, is the only effective form of communication. Radio is a much more cost-effective way of disseminating information and in many countries with high illiteracy levels radio may be the only means of delivering information on important issues. The ability of the broadcast media to reach a wide number of people renders it a powerful tool for furthering both political and commercial objectives. In many countries, the broadcast media is the primary source of news and information. Radio and television are delivered straight into the living room for free, making them the most easily accessible media, particularly for the poor and those in rural areas.<sup>1</sup>

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<sup>1</sup> Background Paper 1 on Freedom of Expression Guarantees and Regulation of the Media (December 2007), developed by Freedom Forum, Federation of Nepali Journalists (FNJ) and Article 19.

Recent technological developments, particularly the emergence and development of cable/satellite broadcasting and digitalization, have had a significant impact on broadcasting in three main ways: (i) removing barriers to entry - new media such as cable TV & cable radio as well as web casting have enabled more 'players' (both large and small/community based) to enter the media industry reducing the former monopoly of broadcasting; (ii) extending audience reach -especially to more remote areas; (iii) improving transmission -extensive developments in digital technology (audio/video coding) have made it possible to compress digital data and thus reduce frequency requirements.<sup>2</sup>

## 2.2 What is the difference between state, public service and commercial broadcasting?

The table below is a snapshot overview of some of the key differences and similarities between state, public service and commercial broadcasting models.

### Different Broadcasting Model:<sup>3</sup>

Type	State	Public Service	Commercial
Description	State authorities directly supervise the media system and have full control over content/programming	The media system is defined through a carefully articulated legislative framework in which the media is in public hands but management/operations enjoy substantial programming autonomy	Private ownership usually accompanied by some degree of state regulation
Operating Rational	Programming driven by political interest	Programming driven by public interest	Programming driven by commercial interest
Audience	Citizens	Citizens	Consumers
Revenue Sources	Taxes	Subscription fees from listeners, viewers and state funding through small amount of advertising	Advertisement: Private investment

The media landscape of a country includes a range of broadcasters including commercial, community, state, public service broadcasters. Most countries presently aspire to a mixed broadcasting system which includes both public service and commercial broadcasters. What is considered the most desirable mix of all

<sup>2</sup> Supporting Public Service Broadcasting Learning from Bosnia and Herzegovinian (October 2004), UNDP Bureau for Development Policy

<sup>3</sup> Supporting Public Service Broadcasting Learning from Bosnia and Herzegovinian (October 2004), UNDP Bureau for Development Policy

three types (state, public service and commercial) is shaped by the economic, social, political, cultural and economic factors that characterize a specific country. Broadcasting systems can have any number of configurations: maintaining the state broadcaster but permitting significant private competition, privatizing the state broadcaster in whole or in part, as well as permitting competition or moving the state broadcaster into a public service model.

Community broadcasting - especially community radio - is an especially important part of broadcasting. It can be argued that community radio is public service broadcasting in its most decentralized and democratic form, in that a community radio station serves a defined geographical area of a village or a group of villages, and is owned and managed to serve a given community. Community media can in some cases be absolutely central for facilitating participation in local level governance. In many countries, there has been exceptional growth in community broadcasting and often in places hostile to national or full-service public broadcasters. However, the distinct nature of community radio which may not easily allow for integration of community programming into the national public broadcaster remains a challenge. Sometimes community radio may be seen unfavourably by emerging public service broadcasters who are fighting their own battles. Ideally the legislative and enabling framework (e.g. licence allocation) within a country should allow for the co-existence of public service, commercial and community broadcasters.

### **2.3 PSB in Theory:**

There has never been a generally accepted 'theory' of public service broadcasting, and different national variants have somewhat different versions of the rationale and logic of operation<sup>4</sup>.

Most countries around the world, with a few notable exceptions, have a national publicly funded broadcaster. These broadcasting organizations can make an important contribution to the public's right to a diversity of information and viewpoints, and the free flow of information and ideas<sup>5</sup>.

There are mainly two schools of thought regarding public service broadcasting. The term 'public broadcasting' in the United States (US) generally refers to a minority network mainly financed by viewers and listeners voluntarily and choosing to pursue certain cultural goals<sup>6</sup>.

In many other countries, public service broadcasting refers to a system that is set up by law and generally financed by public funds (often compulsory licence paid by households) and given a large degree of editorial and operating independence<sup>7</sup>.

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<sup>4</sup> McQuail, Dennis. *Mass Communication Theory*. Vistaar Publication, New Delhi. 2005

<sup>5</sup> ibid

<sup>6</sup> McQuail, Dennis. *Mass Communication Theory*. Vistaar Publication, New Delhi, India. 2005

<sup>7</sup> ibid

PSB is broadcasting made, financed and controlled by the public, for the public. It is neither a commercial nor the state-owned; it is free from political interference and pressure from commercial forces. Through PSB, citizens are informed, educated and also entertained. When guaranteed with pluralism, programming diversity, editorial independence, appropriate funding, accountability and transparency, public service broadcasting can serve as a cornerstone of democracy." (For a detailed elaboration of this function, see the African Charter of Broadcasting, adopted in the UNESCO sponsored 'Windhoek Plus 10' forum in 2001.) The key element is that a public service broadcaster, even if state-owned, should be non-partisan, non-profit, with a public interest remit and, usually national coverage and a national mandate. Often nationwide services are complemented by regional public service broadcasting services, and particularly in federal states or states with autonomous regions or different language services.

"As a name itself intimates, public service broadcasting is broadcasting made for the public, financed by the public and controlled by the public", Dr Werner Rumphorst stated in *Handbook of Model Public Service Broadcasting Law* (2003).

Similarly, according to the Prague Resolution, "Public service broadcasting, both radio and television, supports the values underlying the political, legal, and social structures of democratic societies, and in particular respects for human rights, culture and political pluralism". It termed PSB as "Forum for public discussion in which as broader spectrum as possible of views and opinions can be expressed".

## **2.4 International principles and standards for PSB**

Article 19 ([www.article19.org](http://www.article19.org)), an international civil society organization with expertise in international public service broadcasting standards, notes that although no international treaty directly addresses the question of PSB, there does exist a body of standards that are found in a number of international instruments. These instruments are listed under *International Standards and Principles* in the Resources section of this paper.

From these international standards at least six characteristics or standards of public service broadcasting emerge that need to be provided for in a broadcasting legislative framework.

- 1. Universality** - the services of the public service broadcaster are available and accessible to the entire population in terms of content (languages) and technology (all people within an area in which a public service broadcaster is assigned a license, must be able to receive the signals and the services delivered by the broadcaster).
- 2. Diversity** - broad programme range. Public service broadcasters should provide a variety of programmes, including quality content of an educational and informative

nature. The obligation of diversity in programming serves to ensure that the public has access to information about a wide variety of issues and concerns.

### **3. Independence from both the State and commercial interests**

programming decisions should be made by public service broadcasters on the basis of professional criteria and the public's right to know, rather than by pressure from political or commercial interests.

**4. Impartiality of programmes** - Impartiality is closely related to independence. If it is inappropriate for the government to use public funds to promote its particular viewpoint, it is equally inappropriate, given its public mandate, for a PSB organization to promote a certain position or support a particular political party.

**5. Concern for national identity and culture** - in some countries this is an explicit obligation that reflects the role of public service broadcasters in building a sense of national identity, belonging and participation. At the same time, this principle is controversial as it may restrict editorial freedom and contribute to promoting a dominant culture rather than multiculturalism.

**6. Financed directly by the public** - many PSB systems are based on a general charge on users or a television license fee. License fees are generally regarded as being less susceptible to government interference, although typically public bodies set the rate of the license fee and where relevant apportion it among public service broadcasters. In some countries, the parliament directly votes funds for broadcasters. However license fees may be difficult and/or costly to collect and may be difficult to introduce for political and economic reasons, where they are not already in place.

Some argue that '**standard setting**' is another characteristic of PSB in that the absence of commercial pressure can encourage a higher standard of journalism which raises the bar for all journalists.

### **2.5 PSB Model in MDI:**<sup>8</sup>

Public Service Broadcasters (PSBs) are generally funded through public funds sometimes raised through a general charge on users. PSBs may also additionally attract some commercial funding. Privately-owned broadcasters may also have certain public service functions.

Public service broadcasting is premised on the assumption that the market cannot meet all the nation's broadcasting needs. The defining characteristic of PSBs is that they are protected from interference, particularly of a commercial or political nature, in respect of their governance, budget and editorial decision-making. Their public service remit

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<sup>8</sup> Media Development Indicators: A Framework for Assessing Media Development endorsed by the Intergovernmental Council of the International Programme for the Development of Communication (IPDC) at its 26th session held on 26-28, March, 2008

usually includes obligations to ensure that the public receives politically balanced information, especially at election times.

In addition, they typically strive to ensure that their transmission system covers the whole territory of a country, and that they serve all regions, cultures and linguistic groups. Clearly this requires people to be able to access the means of communication (reception of broadcasts, electricity supplies, access to telecommunications).

PSBs typically carry limited amounts of advertising, or none at all. They should be either free at the point of delivery or available at a cost that the vast majority of the population can afford. Their remit may also include requirements to provide comprehensive and balanced news coverage; a forum for public debate; a minimum amount of locally generated content (possibly through the use of quotas) and creative, diverse and original programming.

Some PSBs may have some, but not all of these characteristics e.g. community-based stations may have a largely public service remit without having national coverage. Public service broadcasters will have a key role in the modernisation of the technological environment of the media of their countries and may need to put in place proper tools to fight against the digital divide caused by geographical location, age, education and wealth.

Public service obligations may be placed upon all broadcasters e.g. through the regulatory authority that issues licenses.

## KEY INDICATORS

### **1. THE GOALS OF PUBLIC SERVICE BROADCASTING ARE LEGALLY DEFINED AND GUARANTEED**

- the public service remit of the PSB is clearly defined in law
- the PSB has specific guarantees on editorial independence and appropriate and secure funding arrangements to protect it from arbitrary interference
- the PSB has adequate technical resources
- the PSB is publicly accountable, through its governing body

### **2. THE OPERATIONS OF PUBLIC SERVICE BROADCASTERS DO NOT EXPERIENCE DISCRIMINATION IN ANY FIELD**

- satellite and cable carriers do not refuse to carry PSB stations or content
- Evidence of clear rules preventing discrimination by content carriers

### **3. INDEPENDENT AND TRANSPARENT SYSTEM OF GOVERNANCE**

- the PSB is overseen by an independent governing body whose autonomy is legally guaranteed
- appointments to the governing body are open, transparent and free from direct government interference or control by any political or economic vested interests

- the governing body ensures that the PSB fulfils its public service remit and protects its independence

#### **4. PSBs ENGAGE WITH THE PUBLIC AND CSOs**

- the PSB has a proven commitment to consultation and engagement with the public and CSOs,
- including a complaints system
- public involvement in appointments to the governing body

#### **2.6 Importance of Public Service Broadcasting**

Public service broadcasting has the potential to play a crucial role in ensuring the public's right to receive a wide diversity of independent and non-partisan information and ideas. It can also help promote a sense of national identity, foster democratic and other important social values, provide quality educational and informational programming, and serve the needs of minority and other specialized interest groups.

"These broadcasting organisations can make an important contribution to pluralism, by producing programmes in areas that are unprofitable and therefore ignored by the private channels, such as children's or minority language programmes", states the Background Paper on Freedom of Expression Guarantees and Regulation of the Media December 2007). They can also promote the general public's right to know, by presenting a credible platform of balanced and accessible news and current affairs, both through traditional and modern formats, such as TV news, documentaries, current affairs programmes and entertainment programmes.

It has a key role to play in strengthening democracy and democratic governance as well as poverty reduction efforts by ensuring that marginalized and disempowered groups have access to information and provide a voice for the voiceless. It ensures that the general population has access to a broad spectrum of views on issues of public concern promoting tolerance and understanding amongst diverse groups in society as well as facilitating discussion around national development/poverty reduction plans, peace agreements, reconciliation/dialogue processes.

#### **3. Broadcast Sector of Nepal: At a Glance**

Radio and television are deemed the most accessible means of information and communication for the majority of Nepali populace in general and disadvantaged community people in particular. Owing to the prevalence of geographical remoteness and limited access of print media, these means of communication have been popular in our country<sup>9</sup>.

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<sup>9</sup> Report of High Level Commission for Media Recommendation (p.14), 2063 BS

Though the state-run Radio Nepal was the only radio service in operation for over 60 years, the National Broadcasting Act-2048 BS (1993) and its related Regulations have paved the way for the private sector to venture into the field of radio broadcasting.

The Radio Nepal was established on 1st April 1951. Initially, the transmission covered duration of 4 hours and 30 minutes through a 250 Watt SW transmitter<sup>10</sup>. However, the initiative for the operation of radio station was made before the Radio Nepal came into effect. It is found that pro-democratic freedom fighters had started broadcast in Bhojpur in November 1950. Later, the same radio equipments were brought to Biratnagar where 'Prajatantra Radio' broadcast was initiated to gear up the democratic movement. Earlier, it is heard that a ninety-minute radio programme went on air from the Electricity Office nearby Tundikhel public ground during Rana Prime Minister Padma Shamsher's time<sup>11</sup>.

Radio Nepal, which is being operated under a separate law, now can be tuned in on Medium Wave (MW) and Short Wave (SW) frequencies as well as on the Frequency Modulation (FM) in different parts of the country since 1995. Radio Nepal, since its establishment, has been considered the government mouth piece. As a government-owned-and-controlled media, it had established its dominant presence and monopoly in the broadcast industry till the Nepal Television (NTV) was introduced in 1985. Around the same time, a change in the organizational structure in Radio Nepal occurred; the very structure converted from government-funded to self-sustaining board claiming it to be public service broadcasting in Nepal<sup>12</sup>.

Around 90 per cent coverage by Radio Nepal across the country has made it people's voice in its essence. It has lost the trust of majority of Nepali populace due to growing interventions from the government as well as political and economic front. Radio Nepal has 14 FM bands throughout the country and is currently competing with private FM broadcasters.

Nepal Television (NTV) was started as a project in January 1985, under the sixth development plan (1980-1985) of the government. It was incepted with the slogan "Communication for Development" with a broad mission statement "Produce and telecast programs on educational, religious and cultural conservation to promote national unity, heritage and interest. Provision was made "to undertake feasibility study of the establishment of television in the country. In December 1985 Nepal Television was formed as a corporation and went for regular broadcasting service at a time when the reach and access of the private newspapers was very limited<sup>13</sup>. At the moment, the influence of television was invariably high as a popular means of communication. The Nepal government took initiative for the television broadcast when private sectors in India had initiated television broadcast.

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<sup>10</sup> <http://www.radionepal.org/aboutus.php> visited on December 10, 2010

<sup>11</sup> Report of High Level Commission for Media Recommendation (p.14), 2063 BS

<sup>12</sup> A Paper on Public Service Broadcasting in Nepal (2010) by Tulsi Ram Kafle

<sup>13</sup> An Article on Nepal Television Amid Unclear Policies by Laxman Humagain, Senior Official of Nepal Television

The satellite broadcast of the NTV has made its reach wide in the country as well as in more than 20 countries of Asia via TV signals. It seems that its terrestrial network has also widened its reach in 62 per cent of the total land of the country<sup>14</sup>. TV is having competition with private satellite and terrestrial channels. With the introduction of its second channel 'NTV Metro' it has strived best to serve the taste of the larger public. But, due to the organizational structure where the general manager is political appointment, it has come across several hurdles and hassles from government and political forces.

The radio (93%) and television (81%) has the highest interface among our sample respondents followed by newspaper (35%), mobile phone (26%), magazine (16%) and internet (8%)<sup>15</sup>. The media consumption pattern during last three months of 2007 for television, radio and internet and readership pattern per week for newspapers and magazines shows that, a larger majority (76 %) of the respondents had daily interface with television followed by radio (64%) and newspaper (24%).

The survey had separately accessed the interface with television and radio for working days and Saturday/ holiday. In case of radio the chart (Chart 8) depicts that people would listen to radio for longer hours on Saturday / holiday as compared to working days i.e. during Saturday / holiday 41% of the total respondents would listen to radio for more than 2 hours. On the other hand during working days only 33 % of them listened to radio. Similar is the case for Television viewer ship during Saturday/ holiday, 59 % of the respondents watched TV for more than 2 hours during holidays against 41% during working days.

The Peoples Movement-1990 stood as one of the major historical turning points in the political history of Nepal. It was important from the point of view of paradigm shift in political system opening up avenue for media development by recognizing people's fundamental rights and their participation in governance. The Constitution of Kingdom of Nepal 1990 guaranteed the right to freedom of press and of expression along with the right to information as fundamental right. Liberalization of the media began with the new political system in place; tight censorship of the media was lifted and democratization of the polity began with the broader ideas of "Privatization", "Liberalization" and "Globalization".

The National Communication Policy brought out in 1992 theoretically ended the broadcast monopoly of the Radio Nepal allowing the private sector for the operation of FM radios. The National Broadcasting Act-1993 provided with a legal framework for the licensing of private FM operators. As a result, both community and commercial radio started to thrive. Independent radio came into being with the licensing of Radio Sagarmatha on May 18, 1997<sup>16</sup>.

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<sup>14</sup> Report of High Level Commission for Media Recommendation-2063 BS

<sup>15</sup> People's Media Preference and KAP Survey in Nepal, Final Report, USAID Nepal

<sup>16</sup> Kharel, P (Ed.), Media Nepal 2000

Channel Nepal, an undertaking of Space Time Network Pvt. Ltd., is Nepal's first satellite TV channel. It has been catering to viewers in the Asia pacific region from 3rd July, 2001. The private sector has been enthused to establish and broadcast TV channels because of sweeping technological advancement in the communication sector. Though the TV channels have done a great deal in disseminating information and entertainment to public with various educational and knowledgeable programme, it still has some problems on the way to its institutional development and consolidation.

As of now, 31 organizations have taken license to operate TV channel up to June 1, 2010. Among the license holders, 24 TV stations including two state-owned have been already brought into operation. The government has provided license to more than 400 cable channel operators who produce and telecast TV program.

Though Radio Nepal has its own glorious history in the broadcasting sector of Nepal, the emergence of FM Radios following the promulgation of 1990-Constitution of Nepal have brought about a social revolution. Currently, 364 FM stations are being operated by private companies, cooperatives, NGOs and government bodies in Nepal, out of which 285 are on regular operation, according to the website of Ministry of Information and Communication. The trend is on.

Broadcasting and wireless operation frequencies are issued by Frequency Division, Ministry of Information & Communication, Government of Nepal. The FM radio licenses are basically categorized and taxed according to their operational transmitter power. Officially, there is no other classification such as commercial or community radios.

The country has already gone for Door to Home (DTH) system. With the advancement of technology, facilities of digital broadcasting have been increased on the one hand and internet service, radios and TV channels are also increasing in number on the other. With the proliferation of media instruments followed by new dimensions surfaced in media, the discourse for the improvement and reform of the broadcast media sector has also been accelerated.

### **3.1 Policy**

Despite constitutional openness and protection, the broadcasting sector has been relegated to the backburner from policy and legal perspective. The broadcasting media has been hit hard with the existing chaos in the sector from the perspective of ownership, content and participation. The State's control on mass media disseminating information is still in practice. Effective media like Radio Nepal and Nepal Television, which are deemed to have wider reach among public, are still owned and operated by the state and the government has direct control on these media. Policy ad hocism is what prevails in both the media.

Radio Nepal is still being operated as per the Directorate on Development Committee under the government while Nepal Television (NTV) is still functional from the Regulation regarding Corporation/Broadcasting Act relying on the government. Though

both the broadcasting media have wider effect and coverage, they are being confined as the mouthpiece of the government against the spirit of democracy and international standard and practice. As of today, there is no any Act formulated by the parliament for the operation of these media.

Similarly, though it has been over 13 years since private radio came into effect, there has been so far no law to manage and regulate the initiative. They have been providing service under the ambit of the existing broadcasting law. The need of devising policy is realized in a bid to transparently manage the establishment and operation of FM Radios realizing the exponential rise in the numbers and the essence of best use of frequency - the public asset<sup>17</sup>. The government has also reached to a conclusion that the National Broadcasting Act is not enough to address the current context. Various studies undertaken by commissioning different commission, task forces and committee and drafting of bill to incorporate new policies are the outcomes of the conclusion<sup>18</sup>. The studies and reports have clearly recommended the government to establish broadcasting authority, classification of radios with clear definition and removing government control on media.

In democracy, there should be no prevalence of policy provision and practice allowing the State, commercial interest groups or any power actors to impose interference on information. Access to information should be made easy and accessible. As information is the source of power, it should be within the equal reach of public. The 'public' is the entire population of the country which the public broadcaster is responsible for serving. 'Entire population' has twin meaning - firstly in terms of technical coverage (every household in the service area should be in a position to receive the programme service) and secondly, all groups and sections of society must be served by the programming<sup>19</sup>.

There is also the lack of clear legal arrangement and mechanism regarding the regulation and management of private and community broadcasting. There is no independent regulatory mechanism. There is no concrete policy and legal provision to resolve the problems surfaced in connection with licensing, renew, and tax and advertisement. Frequency distribution and renewal is directly under the purview of Ministry of Information and there is monopoly due to government's discriminatory practices. There is no effective monitoring of the programme and advertisement contents disseminated by the broadcasters.

The country had adopted the National Communication Policy-1992, National Broadcasting Act-1993 and National Broadcasting Regulation-1995. But timely amendments to these legal framework and mechanism have not been made to address the new challenges surfaced during the passage of time and emergence of new context.

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<sup>17</sup> Report of Recommendation Committee regarding Frequency Modulation Broadcast System (P. 18), 2061 BS

<sup>18</sup> Community Radios in Nepal: Legal Arrangement and Need (2008) by Advocate Madhav Kumar Basnet for Association of Community Radio Broadcasters of Nepal (ACORAB)

<sup>19</sup> Model Public Service Broadcasting Law - Revised Edition - with Introductory Note and Explanatory Comments (P. 2), Handbook, by Dr Werner Rumphorst (2003)

The dillydallying on the part of authority concerned to this effect has aggravated the problem.

Some efforts have been made so far to establish independent broadcasting authority to monitor and develop broadcasting sector, formulate separate Act for community broadcasters, liberate Radio Nepal and Nepal Television from the clutch of the government and operate them by National Broadcasting Authority under the purview of parliament responsible to people, develop independent body to monitor and regulate the contents of advertisement and editorial, among others. However these efforts have not been materialized as of today.

Despite overall development and effect, problems have been surfaced in a rising level in the absence of clear and concrete arrangement regarding the legal, policy and regulatory mechanism. It is urgent to develop plan and execute it in line with the Public Service Broadcasting concept to make these achievements sustainable and more effective.

Though the government investment on print media (newspaper) is still continue, the effect of the state-controlled information in newspaper content is nominal with the prevalence of high professional competition in the private sector. It is important that government-owned print media has contributed to the promotion of media pluralism with its publication as an alternative medium of information flow in different languages.

A strong need of reliable and accountable media that contributes to people's empowerment by providing with factual information and objective analysis being not beholden to any sides is felt, however proliferation of FM broadcasting organizations and television channels have contributed to the state's duty to make informed citizenry.

In this context, the issue of developing public broadcasting service in Nepal has been raised for the last one decade. The state has reflected its commitment for this in Long-term Mass Communication Policy-2059. Following the agenda of restructuring the media sector after the people's movement in 2062-63 BS, it had gained special importance. Despite this, the State has not taken any concrete initiatives in developing public service broadcasting in Nepal during the past five years. In the meantime, the government had formed different taskforces to provide sector-wise recommendations and received the reports prepared by the experts. The restructuring and reform agenda of media sector has been overshadowed following the elections to Constituent Assembly.

Various studies including Agenda for Change (AFC) on Freedom of Expression in Nepal have shown that the policy, structural and legal restructuring of entire media sector including media broadcasting is imperative to serve the agenda of making Nepal a democratic and prosperous country. The structure of Nepali media has not been in line with MDIs developed based on international standard and requirement of democratic societies. The appropriate policy intervention and implementation is a must to make a good start in this connection.

At a time when Nepal has ushered the Federal Democratic Republic from the unitary state system, it should be kept into consideration while formulating and revising the policies and laws on public service broadcasting. Policies promoting a system of regulation conducive to freedom of expression, pluralism and diversity of public service broadcasting should be put in place. The State should make a rigorous preparation to ensure the access of PSB to transform its state broadcasters (TV and Radio) and Community Radios into editorial independent public service broadcasters in order to ensure media pluralism and quality journalism.

### **3.2 Structure**

There is the stringent need of bringing about changes in policy and legal framework regarding the regulation and operation of broadcasting channels and their editorial contents. Besides, it is pertinent to come up with concrete initiative to ensure changes in the structural arrangements and enhance quality in editorial exercise

NTV is supervised by a Board of Directors appointed by the Ministry of Information and Communication. The Board headed by the Executive Chairperson comprises six members including the General Manager. A member is exclusively nominated from among the staff to ensure their representation. The Executive Chairperson is under the board of directors. The Radio Nepal also witnesses the same structure. The governance body of Radio Nepal and Nepal TV is not independent with the government selecting the Board of Directors in both. Impartial news and programme can not be imagined from such structure of management.<sup>20</sup> Besides, change in the board of directors following the change in the government has contributed to shortsighted tendency to fulfill individual and partisan interests.

The structure of commercial FM radios in Nepal varies as per the organizational form and other infrastructure. However, there are some commonalities of the structure<sup>21</sup>. In most of the commercial radio stations, the Board of Directors is the supreme body followed by Chief Executive Officer (CEO) or Managing Director (MD) or Executive Chairperson (EC). The title is varying in different stations. In general practice, CEO/MD/EC is followed by Station Manager (SM) with editors (news and programs) below. There is variation in private TV Channels regarding management structure.

News department, program department, engineering department, marketing department and admin and account department are major departments within commercial radio stations and televisions. Clear structure of PSB should be outlined in the law so that its independence from political and commercial pressures and safeguarding its editorial independence is guaranteed.

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<sup>20</sup> An Article on Nepal Television Amid Unclear Policies by Laxman Humagain, Senior Official of Nepal Television

<sup>21</sup> Interview with Bishnuhari Dhakal, Chairperson of Broadcasting Association of Nepal (BAN), Dhakal was interviewed on December 9, 2010

### **3.3 Programming:**

Radio Nepal has extended its reach in almost 90 per cent of the territory of Nepal from six broadcasting centres and 18 FM relay stations through MW, SW and FM bands. Airing news in 20 languages and programmes in various 16 dialects, it has attempted to discharge the responsibility of plural media to promote diversity to some extent. While studying the content disseminated by the Radio Nepal through its 18-hour-long broadcast, it is clear that its content are focused on addressing public interests, including the promotion of national language and culture, and enhancing access to knowledge and information of public. However, it is also not aloof from the compulsion of commercial interest. Apparently, the Radio Nepal is compelled to devise strategy to attract commercial advertisements stating it to be popular among audience as to nurture its commercial motive. 'Though its policy-making and management is entirely under the government control, the Radio Nepal has to depend on commercial programme to maintain day-to-day works. It is imperative to remove the provisions enshrined in the Development Committee Act-2013 BS so as to establish and develop the Radio Nepal as a purely public service broadcaster"<sup>22</sup>.

It is the same situation what NTV has also been facing. Moreover, it has come across more difficult situation for not getting huge chunk of investment for the expansion of necessary physical infrastructure to directly reach to the households of poor Nepali people without cable and satellite technology. With this, NTV is also in a situation to sell its important time to commercial market to serve its commercial interests instead of broadcasting information, current affairs, educational and knowledgeable programme for the betterment of public. In this present context, it is not possible to adopt the norms and values of public broadcasting. Therefore, it is essential to transform Radio Nepal and NTV to a public media through which entire Nepali can access to and interact on information as a democratic platform by changing their ownership, structure, fund management and content in line with PSB model.

### **3.4 Funding management:**

The Nepal government earmarks a certain amount of budget to Radio Nepal and NTV through annual budget statement. Besides, both media receive considerable amount of fund from different government bodies for the promotion and dissemination of public information related to health, education, empowerment, inclusion, various developmental issues and so on.

Current sources of expenditure of Radio Nepal and NTV are: direct government funding, physical infrastructure provided by government, welfare advertisement especially provided by government bodies and line agencies, subsidies, tax-exemption, and program-support fund along with other commercial advertisement.

#### **Radio Nepal: Income and Expenditure Sheet (fiscal years 062/63–066/67)**

Fiscal	Total	Organisation's Earnings	Govt. Grant	Total
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<sup>22</sup> An Article on "Can Radio Nepal be transformed into public service media?", by Sribhadra Wagle published in "Jhankar"- a mouthpiece of Radio Nepal (2009)

year	Expenditure			Income
062/63	163,220,544	91,535,276	700,00,000	16153, 5276
063/64	165,397,696	90,506,500	96,413,000	186,919,500
064/65	165,839,518	93,922,305	81,339,000	175,261,305
065/66	207,392,112	105,965,067	115,752,000	221,717,067
066/67	216,011,166	93,359,014	102,000,000	195,359,014

*Source: Nepal Television*

### **Comparative Study of last five years budget of Nepal Television**

S. N.	Fiscal Year	Total Budget Rs.	Internal Sources	%	Last year's balance	%	Gov. Grant	%
1	061/62	419, 653, 566.50	187, 000, 000.00	44.56	197, 653, 566.50	47.10	35,000,000.00	8.34
1.	062/63	476, 849, 025.00	190, 000, 000.00	39.84	259, 349, 025.00	54.39	27, 500, 000.00	5.77
2.	063/64	357, 413, 701.00	196, 600, 000.00	55.01	145, 813, 701.00	40.80	15, 000, 000.00	4.20
3.	064/65	379, 260, 000.00	198, 000, 000.00	52.21	153, 860, 000.00	40.57	27, 400, 000.00	7.22
4.	065/66	371, 606, 580.00	167, 178, 500.00	44.99	184, 428, 080.00	49.63	20, 000, 000.00	5.38
5.	066/67	351, 816, 953.21	175, 000, 000.00	49.74	121, 816, 953.21	34.63	55, 000, 000.00	15.63

*Source: Financial Administration Department, NTV*

The tables demonstrate that Radio Nepal and NTV are compelled to go to market with commercial interests to manage fund required for the day-to-day operation. It is imperative that the State should come up with a vision to ensure enough funding availability to free them from financial burden if the broadcasters are to be converted to PSB.

'It was not obvious to pay off electricity cost of Rs. 50 million of which the government shares only Rs. 25 million and provide remuneration to salary dependant families by taking increasing burden of daily operational expenses of the office from the limited income generated from the advertisement. But now, it is difficult for me to analyze as

how it was managed at the moment<sup>23</sup>. The government has to manage entire funds Radio Nepal and NTV after they are converted as public service broadcasters.

#### **4. State's initiatives toward promoting PSB in Nepal**

The Nepal government has put on relatively less efforts towards promoting PSB in Nepal. However, different Commissions, Taskforces, Recommendations Drafting Committees have been formed various times in an attempt to bring about reforms and improvement in communication sector. It is interesting that all the commissions and committees have furnished comprehensive recommendations for the transformation of Radio Nepal and Nepal Television to Public Service Broadcasting. The much-awaited herculean task is yet to be materialized on the part of the State to recognize the multifaceted importance of PSB in Nepal.

Let leave aside the commission and committees formed before democracy of 1990 as the then governments had massively used media as a tool to put forward their political agendas and propagandas so as to penetrate their ideas and ideologies during Panchayat era for 30 years.

After the reinstatement of democracy in 1990, it seems the governments opted for doing something for the promotion of PSB; however, there is, so far, no tangible outputs to this effect. The major policy breakthroughs witnessed during the period of democratic governments are as follows.

1. National Communication Policy 2049 BS (1992)
2. Tenth Five-year Plan (2002—2007)
3. Long term Communication Policy 2059
4. Interim Three-Year Development Plan (2007-2010)
5. Report of High Level Commission for Media Recommendation 2063 (2006) headed by Radheshyam Adhikari
6. Report of High Level Media Taskforce 2006 (2063) headed by Badri Bahadur Karki

##### **4.1 National Communication Policy 2049 BS (1992)**

The Nepal government adopted liberal Communication Policy after the restoration of democracy in 1990. The National Communication Policy was formulated in the year 2049. Article 4.1.3 of the policy is about National Broadcasting Authority: Radio Nepal. The article sets out a clear stance for the transformation of Radio Nepal as an independent organization. Similarly, article 4.1.4 states that Nepal Television shall be developed as an independent entity and its coverage will make nationwide along with infrastructural development<sup>24</sup>.

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<sup>23</sup> An Article entitled 'Radio Nepal in My Experience' (2008) by Tapanath Shukla in "Jhankar" - a mouthpiece of Radio Nepal

<sup>24</sup> Dahal Taranath et. al (Ed). Patrakarita Niti Tatha Kanoon. Freedom Forum 2065

#### **4.2 Tenth Five-year Development Plan (2002—2007)**

The crux of the tenth five-year development plan with regard to PSB is also the establishment of broadcasting authority as an autonomous regulatory body.

- Broadcasting authority will be established as a regulatory body for the coordinated and competitive development and regulation of broadcasting sector with the objective of making electronic media competitive and credible to impart healthy entertainment, knowledge and information,
- New technology such as satellite, computer will be used to ensure the reach of radio transmission service across the country and outside as well by developing Radio Nepal as a national broadcasting institution,
- Relay centre will be established across the country by developing Nepal Television (NTV) as national broadcasting institution so that every family could have free access to television transmission
- Programme will be set considering the essence of second channel to increase the production of quality programmes as per human interest and demand of time and to increase the programme about Nepali art, culture and lifestyle by holding competition with foreign satellite channels
- Laws and policies necessary for the development of Radio Nepal and NTV as national broadcasting institutions will be amended timely,
- Programme reflecting the spirit of plural, multi-ethnic, multicultural and multi-lingual Nepali society will be produced and transmitted,
- Public access to information will be strengthened by encouraging the uses of community media at local level such as FM transmission, participatory video, local television, cable TV, wall magazine, community radio tower and cassette magazine,
- Focus will be laid on setting up integrated information system in district headquarters across the country

#### **4.3 Three-Year Interim Development Plan (2007-2010)**

The three-year interim development plan has projected to reach the transmission of NTV to one-third population of the country where it is still a far cry. Similarly, it has set a goal to ensure the access of radio transmission to 20 per cent population still out of its reach. The plan has devised the strategy to develop government media as national broadcasting/print media and subsequently make them more credible, impartial, balanced, inclusive and pro-people. Likewise, it has put priority to make private sector broadcasters flow factual, investigative, entertaining information to contribute to make the society well-informed and cultured. Among the major policies it has incorporated are reconstruction and rehabilitation of devastated structures of Radio and NTV, establishment of relay stations and FM stations across the country as per the need, effort to proportional broadcast of news and programme in all national and vernacular languages of Nepal, expansion and consolidation of regional transmitters of Radio and NTV, programme production contributing to promote local language and culture and making the licensing to private sector radio and television broadcasters easy and accessible.

#### **4.4 Long Term Communication Policy-2059 BS (2002)**

The objective of the Long Term Communication Policy was to proportionally expand the radio, television and internet-based information system throughout the country by setting up an administrative unit to monitor the diversity and effectiveness of broadcasting materials and ensure the management of broadcasting system. Another objective is to ensure the effective operation of radio and TV, establishing national broadcasting authority as a regulatory body. Among the major working policies of the Long Term Policy are participation of private sector to attain stipulated goal keeping in mind the State's role towards the development of broadcasting sector and adoption of technological development, enhancement of broadcasting coverage area of radio and television in keeping with sweeping technological development occurred in broadcasting and its cost structure, establishment of broadcasting academy as an autonomous body for research and study, and encouragement to the use of community media putting emphasis on the establishment of approved information system in district headquarters.

Similarly, various taskforces, commissions and study teams including the Committee (2002) headed by Bharat Dutta Koirala, the High Level Commission for Media Recommendation-2006 headed by Radheshyam Adhikari, the High Level Media Taskforce-2006 led by Badri Bahadur Karki have also stressed the need of separate PSB Act, national broadcasting corporation/council as an autonomous regulatory body, classification of broadcasters, development of frequency allocation plan, monitoring and evaluation of content, among others.

#### **5. PSB in Nepal: Need and Key Challenges**

In order to ensure media pluralism, diversity and quality journalism in broadcasting sector and to serve the greater goal of promoting freedom of expression and access to information as envisaged by the Interim Constitution of Nepal-2006, it is pertinent to take concrete initiative to outline policy for the PSB. The need of PSB is reinforced to create an informed citizenry through the dissemination of factual, impartial and objective information on the issues pertaining to civic concern and public importance; to educate and entertain members of general public; to promote social cohesion and national identity considering multi-lingual, multicultural and multiethnic fabrics of society.

Nepal is currently passing through a very significant time to frame the new constitution. Nepal's legislative framework as well as the social, financial and administrative bases should be well prepared for the establishment of public service broadcasting. The principle of editorial independence of broadcasters should be guaranteed by law and executed through regulation in the constitution of Nepal.

Improvement of broadcasting particularly PSB is emerging as a burning issue among media scholars, practitioners, investors and other stakeholders in Nepal. On the one hand, there is no clear law and regulation specifying PSB, which has remained as a major hurdle in the planned development and improvement of broadcasting in Nepal. On the other, the content and ownership of radio and TV stations is questionable with regard to PSB.

In order to ensure public service broadcasting in Nepal, it is very necessary to formulate specific laws, to explore appropriate content in line with PSB and to create mechanism of accountability. Weak frequency management and overlapping, lack of independent regulatory body, code of conduct of broadcasters, non-transparent licensing and its mismanagement are some of the key problems that surfaced in broadcasting sector of Nepal. Hence, it is very significant to come up with concrete efforts to outline policy and set up mechanism for PSB to address these problems and mark a new beginning of broadcasting sector in Nepal. Its role in post-conflict Nepal with fragile democracy is highly required to leverage the nation-state building process.

Though converting state-owned Radio Nepal and Nepal Television to the public service broadcasting model has been in debate since a long time, the State is yet to come up with tangible policy to that end.

*The existing state broadcasters —Nepal Television and Radio Nepal — should be transformed into independent public service broadcasters. The new public service broadcasters should have clear mandates set out in law, including to provide public interest broadcasting that serves the needs of all sectors of Nepali society. These broadcasters should be funded directly from the State budget in accordance with a budget approved by parliament. They should be accountable to the people through the parliament, as well as through direct means, such as surveys and feedback sessions<sup>25</sup>.*

Principally, all political parties have agreed for the promotion of PSB, however, they do not demonstrate ample willingness and innovation to translate their words into action when they ascend to the state power. Political resistance for reform is found to be one of the major challenges in this regard.

Ample analysis has been made regarding the need of PSB in Nepal; but coordinated strategic plans to meet these needs were never made. It has suffered a lot due to lack of clear State policies and legislation<sup>26</sup>. Donor dependency also seems to be another problem, which is resulted in by a limited appreciation of the need to focus on strengthening financial self-sustainability at the outset of media broadcasting project. Limited focus on management capacity building and limited consultation with stakeholders leading to lack of ownership are also surfaced as factors hindering the development of PSB in Nepal<sup>27</sup>.

There is abundant opportunity to transform and run Nepal TV as an autonomous, commercial and competent public service broadcaster to discharge its social responsibility<sup>28</sup>. There is the need of massive exercise to open up avenues leading to the transformation of Nepal TV to a strong public service broadcaster in the days to

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<sup>25</sup> An Agenda for Change: The Right to Freedom of Expression in Nepal, Article 19, Freedom Forum and Federation of Nepali Journalist (FNJ). 2008

<sup>26</sup> Mainali, Raghu was interviewed on December 10, 2010.

<sup>27</sup> Humagain, Laxman was interviewed on December 15, 2010

<sup>28</sup> Aryal, Kundan in his paper 'Nepal Television: Ups and Downs of 25 Years and Possibilities

come. Nepal TV with two channels is the biggest organization among the existing broadcasters in Nepal, which has been transmitted through terrestrial, satellite and optical fiber technologies, the paper states, adding that NTV has double challenges - having competition with economically viable private sector-run channels and foreign channels on the one hand and on the other, the responsibility of producing non-commercial programmes.

## **6. Feasibilities of PSB in Nepal**

Public Service Broadcasting is an issue of public discourse in Nepal since long. All the recommendations made time to time have univocally underscored the urgency of converting existing State broadcasters into Public Service Broadcasting model. In this connection, the chance of introducing public service broadcasting seems to be viable in Nepal. Basically, at present, Nepal can adopt the British model of PSB and, in a long-run, we may adopt the US model as well after people getting aware on the need of PSB. However, PSB models adopted in other countries can also be kept into consideration.

The main weaknesses of public broadcasting 'theory' lie in two sources of tension. One is between the necessary independence and the necessary accountability for finance received and goals achieved or missed. The other is between attaining the goals set by 'society' in the public interest and meeting the demands of the audience as a set of consumers in the wider media (and audience) market<sup>29</sup>. Thus, the government has to pay enough attention to these shortcomings as well. Sector-wise feasibilities of PSB in Nepal can be divided as mentioned below:

### **6.1 Legal provisions:**

Currently, National Broadcasting Act and Regulation govern the broadcasting sector in Nepal. Both the Act and Regulation lack clarity regarding the classification of private broadcasting sector, i.e., commercial, community, government-owned and public service broadcasting. So, the first step that government should take in this regard is formulation of the Act with crystal-clear provisions and readiness to enforce the law and its implementation. Policy, structure and mechanisms of PSB should be clearly mentioned in state's law<sup>30</sup>.

### **6.2 Physical Infrastructure**

Since Nepal Television and Radio Nepal have been operating their services throughout the country, the chance of converting both government-owned media to public service broadcasting model is high. NTV and Radio has its own infrastructure within the premises of Nepal's main administrative building, Singhadurbar. Radio Nepal has its own MW, SW and FM frequency and Nepal Television has been telecasting through satellite along with terrestrial technology. The government should strengthen its capacity in terms of infrastructure so as to make its coverage nation-wide. Special program should be launched to reach its coverage across the far-flung parts of Nepal. Media reach and access is crucial issue for democracy and for public service

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<sup>29</sup> McQuail, Dennis, Mass Communication Theory, Vistaar Publication, New Delhi. 2005

<sup>30</sup> ibid

broadcasting too. Thus, government has to give special attention for the reach and access of people to public service broadcasting.

### **6.3 Human Resource and Training**

Direct government intervention for recruiting human resources in Radio Nepal and Nepal Television should be put to an end. Likewise, after converting them into public service broadcasting model, the government has to recruit highly professional human resource in transparent manner. Regarding the existing human resource, the government has to provide with capacity building training to them so as to produce content in line with public service broadcasting model.

### **6.4 Financial Resource**

The government has to manage funds for both the Radio Nepal and NTV once they will be converted as public service broadcaster. The government should clearly specify their role for picking up grassroots issues and the way for empowering people with periodic monitoring of its accountability and responsibility.

## **7. Conclusion/Recommendation**

All in all, we are in the position to say that there is no broadcast media which is truly working as public service broadcaster in Nepal. Even though Radio Nepal and Nepal Television are being run with public fund, they are yet to be converted as public service broadcaster. Radio Nepal and NTV still lack the inherent qualities of public service broadcasting because both are government-owned media having no independence from political and commercial interests. There has been no proper model of costing - both the broadcasters seem to be commercial, however the government shares their financial burden.

Introducing public service broadcasting is the need of time as Nepal is currently passing through post-conflict situation with new political set up of federal democratic republic. The issue of public service broadcasting has become more relevant at this moment when the voice for inclusion and diversity has been invariably flared up from local and central level.

Major recommendations furnished through this paper are

- The existing state broadcasters — Nepal Television and Radio Nepal — should be transformed into independent public service broadcasters.
- The adoption of a new public service broadcasting law is needed, setting out in detail the mandate and structure of these bodies, including accountability and funding.
- The new PSB should have clear mandates set out in law, including scope, structure, governance, funding and programming
- They should be accountable to the people
- The government should form an independent entity to operate public service broadcasting (the body may supervise other broadcasting entity as well). The

government can form National Public Broadcasting Authority and operate PSB entity through this Authority.

- The new law should address the concern for the national culture, language and identity, and guarantee to keep Public Service Broadcasters aloof from vested political and commercial interests.
- The state should come up with clear plan and programme to invest and develop infrastructure and update technology to ensure its reach among entire population.
- In order to maintain its accountability, public service broadcaster should maintain impartiality, neutrality and objectivity. Public service broadcaster should publish and distribute widely an Annual Report, along with externally audited accounts and should ensure the complaints mechanism and chances of public review.
- Political will from all sides is imperative to avert political intervention and endorse PSB law incorporating the provision of diversity in delivering programmes of main tastes, Interests and needs as well as matching the full range of opinions and beliefs.
- All broadcasters, including satellite and cable operators should be required to obtain license through a fair and transparent process.
- A process to plan the allocation of frequencies should involve public consultations and assure that adequate frequencies are allocated to the three sectors of broadcasters - public service, commercial and community - for both television and radio service.
- PSB not only at national (central) level rather it should be arranged at provincial, regional, local and international level. Its service should be universal in terms of geography, language and technology

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## Annex-1

### **Nepali Media in line with Media Development Indicator (MDI)**

*Media Development Indicators: A Framework for Assessing Media Development* was endorsed by the Intergovernmental Council of the International Programme for the Development of Communication (IPDC) at its 26th session that was held on 26-28 March 2008.

The different categories of MDI is aimed at capturing and building consensus across the existing initiatives about how the media can best contribute to, and benefit from, good governance and democratic development. The framework is geared to assessing media development at the national level, not at the level of the individual media organization.

#### **1. A system of regulation conducive to freedom of expression, pluralism and diversity of the media:**

Under this indicator, MDI has clearly established its stance that freedom of expression, right to information, editorial independence and journalists' right to protect their sources are guaranteed in law and respected in practice. It has also presumed the active engagement of public and civil society organizations (CSOs) in shaping up public policy towards the media.

MDI denies the state's unwarranted legal restrictions on the media and curtailing media freedom through defamation laws or other restrictions upon freedom of expression, whether based on national security, hate speech, privacy, contempt of court laws and obscenity. Likewise, MDI envisages that media is not subject to prior censorship as a matter of both law and practice and state does not seek to block or filter internet content deemed sensitive or detrimental.

Regarding regulatory system for broadcasting media, MDI clearly talks about the independence of the regulatory system guaranteed by the law and respected in practice as well as the functioning of regulatory system to ensure media pluralism and freedom of expression and information.

As far as the Nepali media sector is concerned regarding this indicator, there are many issues left in lurch with regard to legal arrangement and practice. Constitutionally the right to freedom of expression is guaranteed, however, the Act and Regulations are not conducive as expected. Despite the enforcement of RTI law, its practice is far from the satisfaction. Editorial freedom is not legally protected and news sources are not found protected. However, Nepali broadcasting sector has somewhat provided with a platform for public debate and for resolving public issues. It is positive development that they are in the position to investigate and report on issues of public importance and interest. The fundamental issue of establishing national independent regulatory body to monitor and expedite the development of broadcasting sector is still elusive, however it has been recommended by several studies and taskforces made in different times.

#### **2. Plurality and diversity of media, a level economic playing field and transparency of ownership**

MDI foresees that the State takes positive measures to promote pluralist media and ensures compliance with measures to promote pluralist media. Similarly, it envisions that state actively

promotes a diverse mix of public, private and community media, independent and transparent regulatory system, and state and CSOs actively promote development of community media.

The MDI presumes that the State uses taxation and business regulation to encourage media development in a nondiscriminatory manner. According to the MDI, the State does not discriminate through advertising policy and should come up with effective regulation governing advertising in the media.

Pertaining licensing and spectrum allocation, MDI says that State plan for spectrum allocation ensures optimal use for the public interest; State plan for spectrum allocation, promotes diversity of ownership and content, and independent and transparent regulatory system.

As far as Nepal's media situation in line with this indicator is concerned, its provisions and assumptions have not been addressed here. The State has not proactively taken any measures to promote pluralism and diversity in media.

### **3. Media as a platform for democratic discourse**

The media – public, private and community based – serve the needs of all groups in society. Media organisations reflect social diversity through their employment practices. Thus it reflects diversity of society. Regarding the public service broadcasting model, the MDI states the goals of public service broadcasting are legally defined and guaranteed and the operations of public service broadcasters do not experience discrimination in any field. The MDI also underscores the need of independent and transparent system of governance and engagement with the public and CSOs. It also advocates for media self regulation stressing that print and broadcast media have effective mechanisms of self-regulation and displays culture of self-regulation

Effective broadcasting code setting out requirements for fairness and impartiality is another focus of MDI. The public displays high levels of trust and confidence in the media and the media organisations are responsive to public perceptions of their work. Journalists, associated media personnel and media organisations can practice their profession in safety. Media practice is not harmed by a climate of insecurity. The MDI stresses the need of professional capacity building and supporting institutions that underpins freedom of expression, pluralism and diversity.

To this front too, Nepal has sorry picture. The broadcasters air enough programme that promote democracy but not raise a spectrum of issues pertaining to the democratic governance and civic engagement in the process. Though they have developed regulation within the organization to reflect social diversity and inclusion while making any appointments, it is not virtually followed in practice.

### **4. Capacity Building of Media:**

The MDI underscores the essence of availability of professional media training, academic courses in media practice, presence of trade unions and professional organizations and presence of civil society organizations. In Nepalese context, there are a few opportunities for journalists to attend training to capacitate them and no as such academic courses in media practice. Trade unions are established in media but are not playing effective role for reform rather confine themselves to serve interest of political party they are associated with. It is very regretful that the presence of civil society organizations fighting for the right to freedom of expression and of press is nominal in Nepal.

### **5. Infrastructural capacity is sufficient to support independent and pluralistic media**

This indicator includes availability and use of technical resources by the media, press, broadcasting and ICT penetration, coherent ICT policy aiming to meet the information needs of marginalized community.

A system of regulation conducive to freedom of expression, pluralism and diversity has got no rank because there is no provisions in law that oblige media entity to ensure freedom of expression, pluralism and diversity

## Annex-2

### **PSB-Need, Challenges and Feasibility in Nepal**

#### **Primary Workshop,**

**January 24, 2011**

It is a small report incorporating the vies aired by various stakeholders in the workshop organized by Freedom Forum in the administrative hall of Nepal Television in a bid to facilitate the process to outline PSB policies and bill in Nepal. The report has simply covered the views of participants.

#### **Pradip Chapagain: Chairperson NTV/FNJ Chapter**

- The government should not run media
- Media should be accountable to the state not to the government. The government should not control media its job should be to monitor and facilitate the

#### **Tapanath Shukla: General Manager, Radio Nepal**

- We are positive and active to introduce PSB in Nepal.
- Lack of political will power
- Radio Nepal has three year project with JICA
- Changing mindset is a must for innovation (PSB)
- NHK and BBC model are not feasible in Nepal. Thailand model of PSB is appropriate in Nepal.

#### **Kundan Aryal: Executive Chairperson-Nepal Television**

- Closing/opening is simple but regulation is tough.
- People in the government are not aware about the media system and therefore they create confusion. Media system should be clear.
- Radio Nepal has a big infrastructure but today it is reeling under financial problem even to provide salary to its employees.
- There is weak alternative of media state of Nepal. It was the technical preparation of the NTV that people across the country can see live broadcasting of the official handover of Maoist combatants in Shaktikhor. The industrious work of NTV engineer made it possible otherwise the programme was not telecast from any TV channel.
- Budget should not be axed on the need of improvements. No financial autonomy, programming autonomy is a need. Discussion on news and content is desired

- Nepal Television is being operated under Communication Act and other Acts. There should be a single Act.
- Political leaders and bureaucracy should be clear about PSB and transmission of state broadcasters to PSB
- Nepal should develop Nepali model of PSB. The government support should continue on advertisement and grant.
- To a greater extent, NTV is PSB. It has no regulation.
- Three big political parties including NC, UML and Maoists along with bureaucracy should be made clear about its concept and benefits to facilitate its introduction in Nepal. Parties, bureaucracy and audience should be made clear.
- Policy intervention is a must to protect the state broadcasters NTV and Radio Nepal.

### **Sunil Babu Panta: Constituent Assembly Member**

- The need of PSB is more justifiable at the moment when government media are in difficult situation
- The question of national identity is associated to the introduction
- Consistent efforts leading to the promulgation of PSB Act are required. Our cooperation will be there in the parliament.
- Media is voice of voiceless but the coverage about third gender is not wide as it should be. Unless it is reflected in policy, this will not work.
- Therefore, media covering the issues of all sections of society should be established in Nepal. PSB will address the problem.
- Media should respond to people's aspiration and need. Bitter experience of not getting chance to conduct programme even on condition of providing charge.
- Regulation and competition should be given equal focus. No one can escape from competition if it is the question of existence.

### **Mahesh Prasad Adhikari: Nepal Telecom Engineer**

- Following the promulgation of the National Broadcasting Act, private sector witnessed an upsurge. It brought about revolution. Registration of 364 FM Radios and 30 Televisions.
- Private sector understood its role and got flourished but government media did not make any homework to cope with the situation in the new context.
- No win-win situation rather one another against. It was bad.
- Government media should not get worried with the proliferation of media in private sector.

- The compulsion of showing loyalty towards individual/body making appointments. We claim for the PSB but our leniency towards such tendency makes no sense.
- Why financial autonomy should be studied in depth
- Focus should be given to financial autonomy. Financial resource could be tapped from the revenues raised through license and renewal fee. A mechanism should be made to have this fund directly for PSB. It may facilitate the operation of PSB
- The government should ensure equipment support and provide development cost time to time. It will help facilitate the PSB

### **Suresh Acharya: Media Educator**

- According to the American school of thought of PSB, the government is not obliged to provide direct fund for PSB operation. PSB through public fund is the thrust.
- We should remain far from the concept that the PSB should be established by the government
- Community radio could not be PSB. Sagarmatha run by NGO. Community radios – government, cooperative, private sector. There should be clear cut category of the community radios with clear definition. Operation of community radio does not match the PSB.
- Wrong trend of running community radio either in the name of NGO or a small group
- It should be clear why National Broadcasting Authority is a need in Nepal. Why this issue has become seasonal in Nepal? Why we left the demand of broadcasting corporation?
- State media or government media. Clarity is needed.
- Lets put our efforts for non-state funding PSB in Nepal
- Control, regulation and monitoring should be clear
- PSB is essential is essential in the countries adopting liberal communication. It is much needed in the country like ours.
- Private broadcasters should also be made PSB
- If radio and TV were state media, it would be PSB. Problem surfaced when they became government-owned.

### **Mukunda Acharya: Former Executive Director, Radio Nepal**

- Minister should be honest for this. Change in the mindset is essential. Amendment to policy and laws. Political will and Minister's initiatives
- PSB after state restructuring
- None has paid attention on the role of PSB for the greater good of people and country.

- Structure should not be established only to appoint people.
- A single Act should be made to regulate Radio Nepal and NTV.
- PSB should be made to guarantee editorial freedom and freedom of expression

### **Laxman Humagain: Senior Editor, Nepal Television**

- Broadcasting Act is influenced to deal with the content of the Nepal Television while the formation of board is in accordance with the Communication Act.
- There is 10 per cent ownership (financial) of government. Though government ownership is there, its nature is of Public Service Broadcasting.
- It should be freed from the confusion of the ownership and nature. NTV should get freed from the 10 per cent ownership of the government to make it PSB.
- Quality has declined while going for commercial nature. Our income will slash when we go for PSB.
- There is no management autonomy now. Management and financial autonomy is a need. Management is appointed by the Ministry so it is not independent.
- NTV has not yet been the state TV from the government TV.
- Everything is controlled from a room, it is the problem. Therefore, broadcasting authority is stressed. Umbrella authority for NTV and Radio Nepal is very much needful.
- Funding source for PSB may be license fee, tax and valid funding

### **Laxman Uperty: Former Chairperson NEFEJ**

- It is good signal that the Nepal television FNJ branch has come forward for PSB. Demand within the organization is good.
- Sagarmatha is the first independent radio of Nepal. Sagarmatha FM (no advertisement, 60 per cent programme and news educational and first reporting was on natural calamity and loss it caused)
- The efforts made from the very beginning of Radio Sagarmatha may be supportive for us to go to PSB. Better have a study on it.
- State support should be for research and expansion of technology.
- Sagarmatha may be a model for PSB. Basically its content may be the model. Can Radio Sagarmatha be the PSB if we see it without advertisement?
- Better if its ownership modality is adopted while going to PSB. Do study on the contribution made by small radios. Their contribution should not be underestimated.

### **Sushil Koirala: Senior Official, Radio Nepal**

- A taskforce headed by Badri Bahadur karki has already drafted the Act after wider discussion among the stakeholders including all of us. It was quite comprehensive and clear.
- Better find out the Act. It is rather not good to make the same journey again. It will be delay to repeat all the processes so it is good to activate the Act.
- The existing resource of NTV and Radio Nepal meets the requirement of the PSB.
- Entire coverage can be ensured if the infrastructure of Radio Nepal and NTV is shared. It can be best utilized to cater to the need of infrastructure development for PSB
- Federalism is not the matter of worry for PSB. Focus to collect political commitment. Reinforce our efforts for the activation of previously formulated draft of the Act.

### **Tanka Mani Sharma: Joint Secretary, Ministry of Finance**

- Conceptual clarity is a must. Clarity on wording: public services, public sector, public service broadcasting and public broadcasting service)
- Come up with enough pressure along with concrete recommendations for PSB policy. Pressure is not enough
- Time should be appropriate for this. It is the right time
- Let us put our efforts to include the introduction of PSB in Nepal in upcoming year's Plan and Programme of the State. Efforts from my side will be there for this on behalf of the Ministry of Finance.
- NTV is good in its funding framework. Let us double check what is the funding details.
- NTV is a public enterprise while Radio Nepal Is not. Radio Nepal (neither enterprises nor department)
- Funding may be ensured through grant, earmarking and special support
- From 1992 to 2002, the role of actor changed. The government could not change its role. Its role after the democracy in 1990 should be regulatory rather than controlling.
- Think to make PSB free from the government interference
- The government has share worth Rs. 1.96 billion in NTV.
- With the concept of citizen's media or community media, the need of PSB is relevant. It has to provide social benefits. Analysis of social and economic benefits.
- Make a best concept in our context for PSB technology. Financial modalities should also be clear cut.

- If Ministry of Information makes a call to Ministry of Finance, we can arrange budgetary part for its preparation. Its need and benefits should be disseminated to the grassroots level too. Massive awareness from grassroots to central level.
- Do not do delay to come with proposal for this.

### **Shree Bhadra Wagle: Senior Engineer Radio Nepal**

- Five things (P) should be considered while introducing PSB in Nepal.
  - People (employees)
  - Physical infrastructure (technologically feasible)
  - Process (certain standard, transparency)
  - Price (payable)
  - Policy (for monitoring not for regulation)
- The government's role should be to regulate content.

### **Rajendra Dev Acharya: NTV Official**

- PSB is important; there is abundant chance; it is feasible. The discussion should be focused on what typw of PSB we will make in the context of the country.

### **Sahaj Man Shrestha: Former Chairperson NEFEJ**

- Beware of conspiracy while starting any good thing. Ministry is distributing Public Service Announcement for Public Service Conspiracy.
- Give focus on programming and execution rather than policy. In the past time, programmes were automatically designed as per the PSB requirement
- NTV has somehow discharged the role of PSB. PSB whether accountable to people or society or government or state should be clear.

### **Bijaya Burma: Reporter NTV**

- Concept of Communication for development. Development is for those who are backward and disadvantaged. It should be kept in mind while introducing PSB
- Political will is a must to materialize the good effort to introduce PSB

### **Dhruba Basnet: Former Chairperson NEFEJ**

- Let us go ahead as per 5 P modality by broadening the stakeholders and their engagement in the process. Consider the need of the country. People's aspiration should be put in centre
- Discussion should also be made with indepenant producers. Mobilization of existing human resource of state broadcasters should be rigorously utilized.
- PSB should be clear about social benefit package. Diversity should be reflected in programming. Need to educate ministry official first.

### **Rajendra Nepal: Chief, Judicial Service Training Centre**

- The concept of PSB was there in the Ministry of Information. The problem is on the implementation. Drafting the recommendation was made earlier.
- PSB is essential for the improvement of state broadcasters – NTV and Radio Nepal. Better review the efforts made so far to developing a new model of PSB in Nepalese context.
- Efforts of experts of this sector should be made to ensure a good start in this connection.

### **Govinda Dhital: Reporter NTV**

- Continuity of the issue. Whether we are only raising the issue seasonally? Therefore, consistent raising of the issue is important.

### **Dharmendra Jha: Central Chairperson FNJ**

- Supports to the ideas put forward for the introduction of PSB in Nepal. The inputs came from different individuals are enough to start work for this.
- FNJ will give full-fledge support in this regard as it is the issued concerned with freedom of expression and right to information.

### **Taranath Dahal: Chairperson, Freedom Forum**

- Opinion has been made, vision is also there but lack of policy for PSB in Nepal.
- Concrete discussion and process is a must as to how to develop in the form of PSB
- Today's programme (workshop among stakeholders) is a part of the initiative for structural and policy reform.
- It is the preliminary discussion to scope the issues of PSB and initiate efforts to formulate legal structure
- PSB is feasible in Nepal. Various reports presented by different taskforce, committees and individual studies have recommended the need of PSB. So it is easier for us to have a march toward this.
- No media reform took place during the last two years.
- We can make a leap forward in the issue of PSB if we move ahead hand in hand.

Thank You!

## Annex-3 (A)

### लोकसेवी प्रशारण: अवधारणा र अभ्यास (अवधारणापत्र)

आयोजक: फ्रिडम फोरम, थापाथली र युनेस्को नेपाल

प्रस्तुतकर्ता: रघु मैनाली

२०६७ बैशाख १६ गते

कुनै पनि प्रशारणलाई परिभाषित गर्न नीतिगत, संरचनागत तथा कार्यक्रमिक पक्षहरूको विश्लेषण गर्नु जरुरी हुन्छ । त्यसको स्वामीत्व, संरचना, नियन्त्रण, लगानी, कार्यक्रम र श्रोतासंगको सम्बन्ध आदिले प्रशारणका प्रकारलाई छुट्याएको हुन्छ । यस अवधारणापत्रलाई मूलत लोकसेवी प्रशारणको अवधारणा, कार्यक्रम स्थानडेट र अभ्यासमा केन्द्रित गरिएको छ । अंग्रेजीको पब्लिक सर्भिसलाई यस अवधारणा पत्रमा लोकसेवी र सार्वजनिक सेवा दुवै शब्दलाई एकै अर्थमा अलगअलग ठाउँमा प्रयोगमा ल्याइएको छ ।

## सार्वजनिक प्रशारण र सार्वजनिक दायरा/वृत्त (public broadcasting and public sphere)

सार्वजनिक प्रशारण सेवा भन्नाले नाफारहित, गैर व्यापारिक तथा स्वतन्त्र प्रशारण सेवालाई जनाउँछ, जुन समग्र जनतालाई लक्षित गरिएको हुन्छ र सबैखालका कार्यक्रमहरु उत्पादन तथा प्रशारण गरिन्छ । धेरै देशहरूमा सार्वजनिक प्रशारण सेवाले नागरिकको ज्ञान बढाउन, दृष्टिकोण फराकिलो पार्न तथा जीवनस्तरलाई सम्बृद्ध पार्न महत्वपूर्ण भूमिका खेलेको हुन्छ । सर्वस्वीकार्य, सर्वव्यापक, विविधतायुक्त, स्वतन्त्र तथा भिन्न पहिचान अन्तर्राष्ट्रिय रूपमै पूर्ण स्वीकार गरिएका सार्वजनिक प्रशारण सेवाका आधारभूत मुल्यहरु हुन । जुनसुकै सामाजिक र आर्थिक हैसियत भएका भए पनि हरेक व्यक्तिलाई दलगत राजनीतिक हस्तक्षेप र व्यापारिक स्वार्थबाट मुक्त गुणस्तरीय कार्यक्रमहरु उपलब्ध गराउनु सार्वजनिक प्रशारण सेवाको पहिलो कर्तव्य हो । सार्वजनिक प्रशारण सेवा नागरिकप्रति उत्तरदायी हुनुपर्छ । युनेस्कोका अनुसार सार्वजनिक प्रशारण सेवा त्यस्तो प्रशारण सेवा हो जुन जनताद्वारा निर्मित, प्रायोजित तथा नियन्त्रित हुन्छ । यसमा न त व्यापारिक, न त सरकारी स्वमित्व नै हुन्छ । यो राजनीतिक हस्तक्षेप र आर्थिक दबावबाट स्वतन्त्र हुन्छ । सार्वजनिक प्रशारण सेवाबाट जनतालाई सूचनामूलक, शिक्षाप्रद तथा स्वस्थ मनोरञ्जनात्मक कार्यक्रमहरु उपलब्ध गराइएको हुन्छ । यस्तो प्रशारण सेवामा वहुलता, कार्यक्रममा विविधता, सम्पादकीय स्वतन्त्रता, उपयुक्त आयस्रोत, उत्तरदायित्व र पारदर्शीतालाई सुनिश्चित गरिएको हुन्छ । यसरी हेदा सार्वजनिक प्रशारण सेवाले लोकतन्त्रलाई सहज गति दिनका लागि इन्धनको काम गर्नुपर्छ ।

सरकारी प्रशारण सेवा भएका देशहरूमा भै नेपालमा पनि सार्वजनिक प्रशारण सेवालाई सरकारी प्रशारणसँगै जोडेर व्याख्या विश्लेषण गर्ने गरिएको छ । यसर्थे रेडियो नेपाल र नेपाल टेलिभिजनलाई स्थापनाकालदेखि नै सार्वजनिक प्रशारण सेवाका रूपमा चित्रित गरियो । यो परम्पराले वास्तविक सार्वजनिक प्रशारण सेवाको सही वुभाइमा पहिलो भ्रम खडा गरेको छ । यस सन्दर्भमा सबभन्दा पहिला अंग्रेजीको पब्लिक शब्दको अर्थ वुभन् जरुरी छ । अंग्रेजी शब्दको पब्लिकलाई जनाउन नेपालीमा सार्वजनिक वा सरकारी वा औपचारिक जस्ता शब्दहरु प्रचलनमा ल्याइएको पाइन्छ । तर यस खाले प्रयोगले पब्लिकको वास्तविक अर्थ बोक्न सक्तैन । नेपालीमा जनसमाज, जन, लोक जस्ता शब्दहरु छन जसले अंग्रेजीको पब्लिक शब्दसंग नजिकको अर्थ राख्छन । सार्वजनिक प्रशारण सेवाले राष्ट्रिय सिमानासँग पनि सम्बन्ध राख्ने भएकाले पब्लिकको अर्थ नागरिक पनि हुन आउँछ ।

नागरिक शब्दले राजनीतिक अर्थ समेत बोक्छ । नागरिक कहिल्यै पनि निस्क्रिय हुन सक्तैन । नागरिक शब्दले स्वतन्त्रता, समानता र सद्भावको अन्त्यहिन विम्बलाई उजागर गराइरहन्छ (Raboy, १९९७) । जनसमाज वा लोक ती नागरिकहरु मिलेर बनेको हुन्छ जो उनीहरूको सामाजिक हित र अनुभवहरूका लागि सर्वस्वीकार्य व्याख्या विश्लेषण खोजिरहेका हुन्छन र जो संस्थागत रूपमा निर्माण गरिएका मत तथा चाहनामाथि आफ्नो प्रभाव छोड्न चाहन्छन् । राज्य र निजी जीवनभन्दा प्रष्ट रूपमा भिन्न नागरिकहरूको स्वायत्त दायरा नै सार्वजनिक वा लोक दायरा (public sphere) हो । सार्वजनिक वा लोक दायरा राजनीतिक प्रणाली र निजी क्षेत्रको बीचमा मध्यस्थता गर्ने संरचनाको रूपमा रहेको हुन्छ (Habermas, १९९६) । राजनीतिक दायरामा व्यक्तिलाई निश्चित भूभागको नागरिकका रूपमा मात्र

हेरिन्छ तर सार्वजनिक दायरामा मान्छेको बहुआयामिक, बहुपत्रीय तथा विरोधाभाषपूर्ण परिचय हुन्छ, जहाँ व्यक्तिहरुलाई महिला र पुरुष, विभिन्न जाति, भाषी, संस्कृति र धर्म, कामदार र उद्योगी, शिक्षक र विद्यार्थी, उत्पादक र उपभोक्ता आदित्यादिका रूपमा लिइएको हुन्छ (Keane, १९९९)। यस अर्थमा सार्वजनिक परिधि वा लोक दायरा भनेको राज्य शक्ति तथा आर्थिक शक्ति दुवैभन्दा भिन्न तर यी शक्तिमाथि सामुहिक हित रक्षाका लागि आफ्नो प्रभाव छोड्न क्रियाशील पक्ष हो।

लोकतान्त्रिक राज्य व्यवस्थामा राजकीय शक्तिको स्रोत र आधार भनेका जनता हुन र राजकीय शक्तिको अभ्यास भनेको जनमत (public opinion) को वैधानिक वा लोकसम्मत (legitimate) कार्यान्वयन हो। जनमत प्रत्येक व्यक्तिले आफै सोचविचार गरी ठूलो समूहमा मत योगदान गर्ने स्वतन्त्र प्रक्रियाको परिणाम हो (Mills, १९५६)। नागरिकहरुका स्वतन्त्र छलफलबाट जनमत निर्माण हुन्छ। सी राइट्स मिल्सका अनुसार लोकतन्त्रको यो महत्वपूर्ण प्रक्रिया कमजोर भएमा समाज निरन्तर रूपमा जनसमुदाय (community of public) बाट आकार र उद्देश्यहिन निस्कृत आम समाज (mass society) वा जमातमा परिणत हुदै जान्छ। लोक र जमातमा हुने मत निर्माण प्रक्रियालाई छुट्याउन मिल्सले चारवटा आयाम अधि सारेका छन्। पहिलो, मत अभिव्यक्त गर्ने र ग्रहण गर्नेको अनुपात हो। लोकमा जितिले मत अभिव्यक्त गर्दैन् भण्डै भण्डै त्यतिले मत ग्रहण गर्दैन् तर जमातमा जितिले मत ग्रहण गर्दैन् त्योभन्दा निकै कमले मात्र अभिव्यक्त गर्दैन्। दोस्रो, अभिव्यक्त मतका बारे प्रतिप्रश्न गर्ने सम्भावनासंग सम्बन्धित छ। लोकमा जनसंचार (public communication) लाई विशेष ढंगले संगठित गरिन्छ, जसमा व्यक्त मतहरूमाथि तत्काल र प्रभावकारी ढङ्गले प्रतिप्रश्न गर्ने र मतहरूमाथि उठेका जिज्ञाशालाई सम्बोधन गर्ने अवसर हुन्छ। तर जमातमा यस्तो अवसर कठिन या असम्भव हुन्छ। तेस्रो, मत निर्माण र यसको प्रभावकारी कार्यान्वयनसंग संम्बन्धित छ। लोकमा जनमतले तत्काल प्रभावकारी कार्यान्वयन (action) का लागि निकास पाउँछ भने जमातमा जनमतको कार्यान्वयन नियन्त्रित गरिन्छ। चौथो, आधिकारिक निकायहरूले जनमत निर्माणको प्रकृयामा कति हदसम्म हस्तक्षेप गर्दैन् वा प्रभाव पार्दैन् भन्ने प्रश्नसंग संबन्धित छ। लोकमा जनमत निर्माण प्रक्रियामा कुनै हस्तक्षेप गरिदैन र त्यहाँ सबैजना कार्यका लागि लगभग स्वतन्त्र हुन्छन्। तर जमातमा भने कुनै पनि प्रकारको स्वायत्तता रहदैन, आधिकारिक वा संगठित निकायबाट हस्तक्षेप गरिन्छ।

सार्वजनिक प्रशारण सेवाको अवधारणा लोक र सार्वजनिक दायरासंग पूर्ण रूपमा जोडिएको हुन्छ। सार्वजनिक प्रशारण संस्थाहरु संचार प्रक्रियाबाट लोक र सार्वजनिक वा लोक दायरालाई वास्तविकतामा परिणत गर्न तथा फराकिलो पाई लैजान अत्यावश्यक मानिन्दैन्। सार्वजनिक प्रशारण सेवाको मूल कार्य नागरिकलाई सूचित गर्ने (informing the citizen) होइन, नागरिकलाई मूर्तरूप दिने (forming the citizen) र नागरिक समाज निर्माण गर्ने हुनुपर्छ। सामाजिक र राजनीतिक जीवनको प्रजातान्त्रिक विकासका लागि सार्वजनिक संचार अत्यावश्यक हुन्छ। यस सन्दर्भमा महत्वपूर्ण सामाजिक मुद्दाहरुको अन्वेशण गर्न, पूर्वाग्रहरहित दृष्टिकोणहरुको विकास र विस्तार गराउन सार्वजनिक सञ्चारको महत्वपूर्ण भुमिका रहन्छ। सार्वजनिक प्रशारण संस्थाको हैसियत ग्रहण गर्न त्यो वेलामात्र सम्भव छ, जुनवेला लोक (public) ले प्रसारित सामग्रीलाई अति महत्वकासाथ स्वीकार गर्दै र त्यसलाई वैधानिकता दिन्छ। सार्वजनिक दायरालाई फराकिलो पार्न गरिने सञ्चारकार्यले जर्मन दार्शनिक योर्गन हावरमासका अनुसार तीनवटा पूर्वशर्त पुरा गरेको हुनुपर्छ। पहिलो यसखाले सामाजिक वहसले सबै प्रकारका असमानता र तहगत मर्यादालाई इन्कार गरेको हुनुपर्छ। दोस्रो राज्य, राजनीतिक तथा आर्थिक शक्तिहरुमा कायम रहेको सबैखाले मुद्दा तथा विषयहरुको व्याख्या विश्लेषण गर्ने, लोकको मत निर्माण तथा ध्यानाकर्षण गराउने एकाधिकार तोड्न सक्नुपर्छ र तेस्रो लोकको सहज पहुँच र सहभागिता हुनुपर्छ (Habermas १९८९)। सार्वजनिक प्रसारण संस्था हैसियत अनुसार व्यवहार गरिने नोकरशाही परम्पराबाट मुक्त भएर साभा मानवता, सामुहिक चासो र साभा मञ्चको रूपमा स्थापित हुन सक्नुपर्छ।

## प्रसारण अवधारणा

विश्वमा विभिन्न खाले प्रशारण प्रणाली र सस्थाहरु पाइन्छन् । जसलाई सामान्य अर्थमा प्रणालीगत र सस्थागत मोडलका रूपमा लिने गरिएको छ (Raboy, १९९७) । सार्वजनिक सेवा र निजी व्यापारिक प्रशारणहरु एकैसाथ संचालित भएको मिश्रित प्रसारण व्यवस्था प्रणालीगत मोडलका रूपमा परिभाषित छ । क्यानडा, अष्ट्रेलिया, वेलायत र जापान यसखाले प्रशारण मोडल भएका देशहरु हुन् । सार्वजनिक सेवा प्रशारण, निजी इन्टरप्राइज प्रसारण वा सामुदायिक प्रशारण चाँहि सस्थागत मोडलका उदाहरण हुन् ।

प्रसारण प्रणालीमा राष्ट्रिय परम्परा अनुसार व्यापक विभिन्नता भए पनि विद्यमान राष्ट्रिय प्रशारण सेवाहरुलाई तीनवटा मुल प्रणालीमा समेट्ने गरिएको छ । जसमा सार्वजनिक सेवा मुल प्रणाली (Core System), निजी इन्टरप्राइज मुल प्रणाली र सरकारी प्रसारण मुल प्रणाली पर्दछन् । सार्वजनिक सेवा प्रसारणको लामो समयसम्म एकाधिकार भएका पश्चिमी यूरोपका देश तथा स्वतन्त्र सार्वजनिक सेवा प्रशारकहरु ऐतिहाशिक रूपमै केन्द्र भागमा रहेका क्यानडा, अष्ट्रेलिया र जापानजस्ता देशहरुबाट सार्वजनिक सेवा मुख्य प्रणाली विकास भएको पाइन्छ । यी देशहरुमा व्यापारिक प्रशारण सेवा वैकल्पिक सेवाका रूपमा सञ्चालित छन् ।

राज्यको दायित्व फ्रिक्वेन्सी वितरण तथा निजी प्रशारकहरुलाई नियमन गर्नमा मात्र सिमिति गरिएका देशहरुमा प्रशारण सेवा निजी इन्टरप्राइज मुल प्रणालीका रूपमा सञ्चालित छन् । संयुक्त राज्य अमेरिका र ल्याटिन अमेरिकी देशहरुमा विद्यमान प्रशारण प्रणाली यसको सबैभन्दा राम्रो उदाहरण हो । संयुक्त राज्य अमेरिकामा व्यापारिक प्रशारणहरुले सार्वजनिक प्रशारण सेवालाई किनारामा धकेलेका छन् । सार्वजनिक तथा प्रजातान्त्रिक संस्थामाथि करपोरेट आक्रमण भएको देश संयुक्त राज्य अमेरिका हो । संयुक्त राज्य अमेरिकामा खुल्ला इन्टरप्राइज प्रशारणको त्यो हदसम्मको प्रभुत्व छ जहाँ सार्वजनिक सेवा प्रशारणको पक्षमा उभिनु पनि राजनीतिज्ञहरुका लागि राजनीतिक आत्महत्या सावित हुन्छ (McChesney, २००८) । व्यापारिक प्रशारण मुल प्रवाहमा भएको संयुक्त राज्य अमेरिकामा नेसनल पब्लिक रेडियो र सार्वजनिक सेवा प्रशारण वैकल्पिक सञ्चारमाध्यमका रूपमा छन् भने ल्याटिन अमेरिकी देशहरुमा सामुदायिक रेडियोहरु मुख्य वैकल्पिक सञ्चारमाध्यमका रूपमा कार्यरत छन् ।

लामो समयसम्म प्रत्यक्ष सरकारी नियन्त्रणमा प्रशारण प्रणाली कायम रहेका नेपाल लगायत धेरै एसिया तथा अफ्रीकी राष्ट्रहरुले अझै पनि एकात्मक राष्ट्रिय प्रशारणको परम्परालाई तोड्न सकेका छैनन । ती देशका राजनीतिक नेतृत्वहरु अझै पनि प्रशारणमा सरकारी स्वामित्व र नियन्त्रणकै पक्षमा देखिएका छन् । नेपालमा २०४७ सालमा मुलुक लोकतान्त्रिकरणको प्रकृयामा सामेत भएपछि प्रसारणमाथि रहेको सरकारी एकाधिकार त तोडियो तर राजनीतिक नेतृत्वमा देखिएको नीतिहिनताले गर्दा देश एकात्मक सरकारी मुख्य प्रणालीबाट खुल्ला इन्टरप्राइज प्रणाली तर्फ उन्मुख भइरहेको छ । जसले गर्दा हाल सरकारी सञ्चारमाध्यमहरु रेडियो नेपाल र नेपाल टेलिभिजन नीतिगत, संरचनात्मक, कार्यक्रमिक तथा आर्थिक चारवटै संकट भेल बाध्य छन् । र, सामुदायिक प्रशारण वैकल्पिक प्रशारण माध्यमका रूपमा देखा परिहेको छ ।

खुला बजार मोडल र सरकारी मोडलका प्रशारण प्रणालीमा जनताको सूचना र अभिव्यक्तिको स्वतन्त्रता तथा छनोटको स्वतन्त्रता सीमित वा नियन्त्रित हुन्छ । विविसीका पहिलो महानिर्देशक जोन रिथ्ले भनेका छन्: “प्रशारण जस्तो महान वैज्ञानिक आविश्कारलाई मनोरञ्जनको उद्देश्य र खोजीमा मात्र दोहन गर्नु यसको शक्तिलाई बलात्कार गर्नु तथा जनताको चरित्र र वैदिकतालाई समेत अपमान गर्नु हो” । सरकारी प्रशारणलाई सत्तारुढ दल तथा राजनीतिक शक्तिले साभा वस्तुका रूपमा नभएर शक्ति संघर्षको (Michnik, २००२) वैचारिक अग्रदस्ताका रूपमा प्रयोग गर्ने गरेका छन् । सार्वजनिक सेवा, व्यापारिक प्रसारण सेवा तथा सरकारी प्रशारण सेवालाई तुलना गर्दा मुल फरक के फेला पर्छ भने व्यापारिक प्रशारणले कार्यक्रम उत्पादन गर्दै पैसा कमाउनका लागि, सार्वजनिक सेवा

प्रसारणले पैसा जुटाउँछ कार्यक्रम उत्पादन गर्नका लागि र सरकारी प्रशारणले कार्यक्रम उत्पादन गर्दै शक्ति आर्जनका लागि ।

लोकतान्त्रिकरणको प्रक्रियामा भरखर भरखर सामेल बहुभाषिक, बहुजातीय, बहुसास्कृतिक तथा बहुधार्मिक तथा वर्गीय समाज भएको नेपाल जस्तो देशमा मुलुकको विशेषखाले आवश्यकतालाई सम्बोधन गर्न सक्ने प्रशारण मोडेलको खोजी गर्नु जरुरी छ । राजनीतिक, सामाजिक तथा सास्कृतिक विकासको विशिष्ट आवश्यकतालाई सम्बोधन गर्न व्यापारिक र सरकारी प्रशारण असफल सावित भईसकेका छन् । तसर्थ अब परोपकारी प्रसारण संस्थाहरुको निर्णायक उपस्थिति र मध्यस्थिता अत्यावश्यक छ । नेपाली आवश्यकतालाई सम्बोधन गर्न सक्ने प्रशारण प्रणाली भनेको वलियो सार्वजनिक प्रशारण सेवा सहित व्यापारिक तथा सामुदायिक प्रशारण प्रणाली रहेको बहुलवादी प्रशारण प्रणालीनै हाम्रा लागि एक मात्र विकल्प हुनसक्छ ।

## परिवर्तित प्रशारण मान्यता

विश्वमा प्रशारणको इतिहास एक शताव्दि भन्दा लामो छैन । अझ टेलिभिजन प्रशारणको इतिहास त भरखर आधा शताव्दि मात्र पार गर्दै छ । जे इलिस्ले प्रशारण इतिहासलाई तीन चरणमा बाँडेका छन् (२०००): पहिलो प्रशारण माध्यमहरुको अभावको चरण, दोस्रो प्रशारण माध्यमहरुको उपलब्धताको चरण र तेस्रो प्रशारण माध्यमहरु अति प्रसस्त भएको चरण । विश्वमा राजनीतिक, वैचारिक, आर्थिक, प्राविधिक तथा संरचनागत रूपमा देखापरेका परिवर्तनहरुसंगसँगै प्रसारणका मान्यतामा पनि व्यापक परिवर्तन हुँदै आएको छ । यहाँ प्रशारण मान्यतामा आएको परिवर्तनलाई सार्वजनिक सेवा प्रशारणको युग, व्यापारिक प्रशारणको युग र प्रशारण अधिकारको युग गरी तीन वटा कालखण्डमा बाँडेर हेर्ने जमको गरिएको छ ।

## सार्वजनिक सेवा प्रशारण युग

संयुक्त राज्य अमेरिकामा बाहेक विश्वका धेरै मुलुकहरुमा १९३० को दशकमा सार्वजनिक प्रशारणको शुरुवात भयो । त्यसबेला सार्वजनिक एकाधिकारकै रूपमा स्थापित सार्वजनिक प्रशारण सेवाहरुले सेवा तथा पहुँच उपलब्ध गराउनुलाई सार्वजनिक सेवा प्रशारणको मुख्य भूमिका ठानियो । सार्वजनिक प्रशारण सेवा सर्वव्यापक, सर्वस्वीकार्य माध्यम हो र यसले राष्ट्रिय पहिचान निर्माण गर्नुपर्छ भन्ने मान्यता राखियो । सार्वजनिक प्रशारण सेवाले विश्वयुद्धताका चर्को राष्ट्रवादको वकालत गर्नुपर्यो । संतुलित र गुणस्तरीय कार्यक्रमको एक मात्र बाहकका रूपमा चित्रण गरियो । सार्वजनिक प्रशारण सेवाको दायित्व समाजका अल्पसंख्यकहरुलाई सम्बोधन गर्नु, बाल कार्यक्रम, शैक्षिक कार्यक्रमलगायत सम्भव भएसम्म विविध विधा र ढाचामा कार्यक्रमका उत्पादन तथा प्रशारण गर्नु थियो ।

यो युगमा सञ्चार प्रविधिको खासै विकास भएको थिएन । फिक्वेन्सीलाई अति दुर्लभ श्रोतका रूपमा लिइन्थ्यो । सिमित मात्रामा प्रशारण संस्थाहरु थिए । श्रोता र प्रशारकबीचको सम्बन्ध समान तथा मानवीय थिएन । सार्वजनिक प्रशारण सेवाको केन्द्रिय तर्क श्रोतासंग अभिभावकीय वा संरक्षकत्वको सम्बन्ध कायम गर्नुपर्छ भन्ने थियो । यसर्थ श्रोतालाई शक्तिहिन र निष्क्रिय नागरिकका रूपमा प्रशारकहरुले ग्रहण गरेका थिए । श्रोतालाई समाज र परिवारबाट पूर्ण रूपमा अलग र भिन्न व्यक्तिका रूपमा चित्रण गरियो र यो मान्यता अनुसार श्रोता भनेको नागरिकहरुको एउटा संगठित भुण्डमात्र हो ।

## व्यापारिक प्रसारण युग

सन् १९५० को दशपछि प्रशारण क्षेत्रमा व्यापारिक तथा निजी क्षेत्रले प्रवेश पायो । सन् १९६० को दशकमा आइपुग्दा वैचारिक पक्षधरता तथा आर्थिक लाभको परिभाषानै पत्रकारिताको अभियान बन्यो । औद्योगिक प्रजातान्त्रिक

मुलुकहरुमा व्यापारिक प्रशारणको चर्को बकालत शुरु भयो । सार्वजनिक प्रशारण सेवालाई व्यापारिक प्रशारणको विरोधी प्रशारणका रूपमा व्याख्या विश्लेषण गरियो । सार्वजनिक प्रशारणलाई उनीहरुले चुनौति दिन थाले ।

सन् १९८० को दशकमा आइपुगदा सार्वजनिक प्रशारण सेवा पूर्ण रूपमा संकटमा पर्यो । अकल्पनीय प्राविधिक विकास तथा आर्थिक उन्नति परिवर्तनका लागि ऐतिहासिक तथा शक्तिशाली तत्व बने । यस चरणमा व्यापारिक प्रशारणहरुका लागि बजारको तर्क केन्द्रिय बन्यो । उनीहरुले खुला बजारलाई मूल मन्त्रका रूपमा ग्रहण गरे । बजारको माग अनुसार कार्यक्रम उत्पादन तथा प्रशारण गर्ने दावी शुरु भयो । यस तर्क अनुसार श्रोता भनेका सार्वभौम उपभोक्ता हुन् र कार्यक्रम गुणस्तरीयताको कार्यगत अर्थ छनोटको प्रवृत्तिमा भरपर्छ, जुन लोकप्रियता हो । यसरी सार्वजनिक प्रशारणकालिन मान्यताले दावी गर्ने गरेको गुणस्तरीय कार्यक्रममाथि प्रश्न शुरु गर्यो । वास्तवमै गुणस्तरीय शब्द आफैमा वस्तुगत ढंगले पुष्ट्याई गर्न नसकिने शब्द हो । तर व्यापारिक प्रशारणको मान्यताले समझ र विवेक विनाको लोकप्रियतालाई जन्म दियो । संचार कार्यमा चाहिने लोक संहिताको साटो करपोरेट संहिता शुरु गरियो । विज्ञापनले समर्थन गर्ने कार्यक्रम वा विषयवस्तु मात्रै प्रशारण सामग्रीको रूपमा प्रस्तुत गर्न थाल्यो । बजार प्रणालीमा समाहित व्यापारिक प्रशारण आफैमा एउटा आर्थिक कर्ता बन्यो । यसले अन्य व्यापारका लागि आवश्यक पूर्वाधार तयार पार्न तथा उत्पादनसंग उपभोक्ताका मागलाई एकाकार गर्न महत्वपूर्ण भूमिका खेल्यो (Murdock and Golding, २००५) । यस युगमा प्राविधिको विकासले गर्दा प्रशारण विकल्पहरु थिए । प्रशारण कार्य केही हदसम्म अन्तरक्रियात्मक बन्यो । तर व्यापारिक प्रशारण विलासिताको भावनाबाट अलग्याउनै नसकिने गरी समाहित भयो ।

व्यापारिक प्रशारण सस्थाहरुमा आफ्नो सफलताको समीक्षा गर्ने आधार मुलतः तीनवटा विकास गरिएः करोडौंको वासलात (balance sheet), उल्लेखनीय नाफा र प्रशारण कम्पनीका अंशियारहरुलाई आकर्षक लाभांश (Tracey, १९९८) । उनीहरुको उद्देश्य प्रतिस्पर्धामा सफल हुनु, उत्पादन लागत कम गर्नु, नयाँ बजार पहिचान तथा दोहन गर्नु र सहउत्पादन तथा सुविधा आदानप्रदान गर्ने सम्भावित अवसरको खोजी गर्नु रह्यो ।

खुला बजार पक्षधरहरुले बजारलाई तटस्थ शक्तिका रूपमा चित्रण गरे । तर बजार आफैमा निश्चित विचारधाराको उपज हो । बजार युटोपीयाले सञ्चार प्रक्रियालाई आर्थिक र औद्योगिक प्रक्रियामा समाहित गरी सञ्चार कार्यलाई वस्तुकरण गर्यो । बजार प्रतिस्पर्धालाई नागरिक समाजको पर्यायका रूपमा भरमार व्याख्या गरियो । बजार प्रणालीमा हुक्केका संचारमाध्यमहरु खास सामाजिक तथा आर्थिक उद्देश्यले प्रेरित भएर भुठा आवश्यकताहरुलाई बारम्बार उत्पादन तथा पुनर्उत्पादन गर्ने कार्य गर्दछन (Marcuse, १९६४) । र, बजार कहिल्यै पनि विचारधाराबाट स्वतन्त्र वा तटस्थ रहन सक्तैन ।

यस युगमा श्रोता/दर्शक र प्रशारकबीचको सम्बन्ध अभ अमानवीय बन्यो । बजारबादीहरुले प्रशारण सामग्री निर्धारण गर्न बजारलाई अन्तिम र निर्णायक सत्यको रूपमा व्याख्या गरे । तर बजारका नियम लागु हुन दुईवटा पूर्व शर्त पुरा भएको हुनुपर्छ । हामीले अहिलेसम्म तर्क गर्दै आएको स्वतन्त्र बजारमा पूर्जी स्वतन्त्र र व्यक्तित्वशाली हुन्छ र यो बजारका नियमहरुद्वारा नियन्त्रित हुन्छ । बजारका नियम लागु हुन दुई वटा पूर्वशर्त पुरा भएको हुनु पर्छ । पहिलो शर्त हो- क्रेता र उपभोक्ता एउटै हुनुपर्छ । दोस्रो शर्त चाहि वस्तु वा सामग्रीको छनोट गर्ने अन्तिम अधिकार पनि उपभोक्तामै निहित हुनुपर्छ । संचार माध्यमको हकमा यी दुइटै शर्त लागु हुन सक्तैनन । मिडिया सामग्रीको क्रेता भनेका विज्ञापनदाता वा प्रायोजकहरु हुन भने उपभोक्ता चाहिँ अधिकार सम्पन्न नागरिक हुन् । प्रश्न उद्घः मिडियाहरुले कस्को रुचि र मागअनुसार सूचना सामग्रीको छनोट गर्दछन? उपभोक्ता वा क्रेताको? उत्तर स्वाभाविक छः क्रेताको । त्यस्तै व्यापक रूपमा रहेका घटना, सूचना र विचारहरुलाई छानेर सिमित घटना, सूचना र विचारलाई मात्र प्रवाह गर्ने काम पेशेवर सञ्चारकर्मीहरुबाट हुन्छ, जनतासंग छनोटको सार्वभौम अधिकार पनि छैन (Mainali, २००७) । यसरी व्यापारिक प्रशारण युगमा सार्वजनिक प्रशारण तथा जनताको सुभवुभ र विवेकमाथि बारम्बार खेलवाड

भइरह्यो । प्रजातान्त्रिक सार्वजनिक संस्थाहरुमाथि चर्को करपोरेट आकमण अविच्छिन्न रूपमा कायम राखे (McChesney, २००४) । हामीले बजारलाई अतिरिक्त ढंगले बुझ्यौं र मानवीय मुल्य र आकाक्षांहरुमा व्यापाक क्षति पुर्याइरहेका छौं । मानव संस्कृति र व्यक्तिको स्वतन्त्रतालाई प्रचलनमा ल्याउने विशेष हैसियत पाएको प्रशारण क्षेत्रले बजारलाई पनि उपयुक्त स्थानमा राख्न सक्नु पर्छ भन्ने प्रयत्न सम्म पनि गरेन ।

व्यापारिक प्रशारणले श्रोतालाई सामाजिक तथा पारिवारिक वातावरणबाट अलगयाएर पूर्णकालीन उपभोक्ताका रूपमा परिभाषित गर्यो । जसले गर्दा श्रोतासंगको सम्बन्ध अझ साँधुरो बनाउदै क्रेता र विक्रेताबीचको सम्बन्धमा परिणत गर्यो । क्रेता र विक्रेताबीचको सञ्चार कार्य रणनीतिक हुन्छ (Habermas १९८६) । रणनीतिक सञ्चार कार्यले वास्तविक सञ्चार प्रक्रियालाई अवलम्बन नगरी योजनाबद्ध ढंगले तथ्य बढायाउने वा चतुर्याँपूर्वक तथ्यहरु खटाईखटाई दिने कार्य गर्दछ । यस मान्यताले श्रोता/दर्शकसंग माग अनुसारको सम्बन्धको वकालत गर्दै सार्वजनिक प्रशारणले दावी गरेको अभिभावकीय तथा सरक्षकत्वको भूमिकाको चर्को विरोध त गर्यो तर आपूर्तिकर्ताका रूपमा आवश्यकता, चाहना र माग के हुन भनी व्याख्या विश्लेषण गर्ने अभिभावकीय भूमिका चाहिँ अप्रत्यक्ष रूपमा आफैले लियो । यसरी प्रशारण संस्था र श्रोता/दर्शकबीचको सम्बन्ध व्यापारिक प्रशारण युगमा सुचनाको थोक विक्रेता र पूर्णकालिन उपभोक्ताका रूपमा कायम भयो ।

### प्रशारण अधिकारको युग

आफूलाई नागरिकको अभिभावक ठान्ने परम्परावादी सार्वजनिक प्रशारण र व्यक्तिलाई पूर्णकालीन उपभोक्ता ठान्ने बजार युटोपियावादी व्यापारिक प्रशारण दुवैले जनताको सञ्चार आवश्यकता र आकांक्षालाई पुरा गर्न सकेनन् । अधिकारवादी आन्दोलनले वर्तमान अवस्थामा लोक र संचारबीचको सम्बन्धलाई नयाँ ढंगले परिभाषित गर्नु पर्ने अवस्थामा पुर्याएको छ । अहिलेको युग सूचना तथा अभिव्यक्ति स्वतन्त्रताको युग हो । अभिव्यक्ति तथा सूचनाको स्वतन्त्रता व्यक्तिलाई स्वतन्त्र र व्यक्तित्वशाली बनाउन प्रतिपादन गरिएको स्वतन्त्रता हो । जसले संचारको प्रकृतिमै आधारभूत परिवर्तनको खोजी गरिरहेको छ । तसर्थ वर्तमान युगमा प्रशारण कार्य स्वयं आधारभूत व्यक्तिगत अधिकारका रूपमा देखा परिरहेको छ । स्वतन्त्र समाजमा व्यक्ति स्वतन्त्र र व्यक्तित्वशाली हुन्छ । स्वतन्त्र समाजद्वारा निर्देशित पत्रकारिताले मात्र व्यक्तिको अभिव्यक्ति र सूचना स्वतन्त्रतालाई सुनिश्चित गर्न सक्छ ।

वास्तवमा प्रशारण कार्य प्राथमिक रूपमै सामाजिक र सास्कृतिक प्रक्रिया हो । अहिले प्रशारणका अनगिन्ती विकल्प छन् । प्रविधिको डिजिटलाईजेसन, स्याटेलाईट तथा बहुच्यानलहरुको प्रयोग, मिडिया कन्भरजेन्स, एफएम प्रविधिको विकास, इन्टरनेट पोडकास्टिङ, आदिले गर्दा स्वतन्त्र र समान सञ्चारको (Keane १९९१) अवधारणालाई उच्चतम विन्दुमा पुर्याएको छ । अब हरेक व्यक्ति आफ्ना कुराहरु यी विभिन्न माध्यमको प्रयोग गरी आफै प्रशारण गर्न सक्ने अवस्थामा पुगेको छ । सामुदायिक प्रशारण, इन्टरनेट सामाजिक सञ्जाल, सार्वजनिक र व्यापारिक रेडियो तथा टेलिभिजन आदिको उपलब्धताले गर्दा अहिले वहुलवादी सञ्चार प्रणालीको युग प्रारम्भ भइसकेको छ ।

वहुलवादी सञ्चार प्रक्रियाले व्यापारिक प्रशारणहरुलाई पनि प्रशस्त सार्वजनिक हितका सामग्रीहरु प्रशारण गर्न वाध्य तुल्याइरहेको छ । अबको सार्वजनिक प्रशारण सेवाले त पूर्ण रूपमा नयाँ अवधारणा अवलम्बल गर्न सक्नुपर्छ । जुन अवधारणा अनुसार सार्वजनिक प्रशारण सेवाले लोकतान्त्रिक मान्यतासंग हातेमालो गर्नुपर्छ । प्रशारण अधिकारको युगमा सञ्चार प्रक्रिया क्रेता र विक्रेताबीचको बजारु कारोबार नभएर सामाजिक तथा लोकतान्त्रिक अभ्यासका लागि सहजै आत्मसात गरिएको विषय हो । तसर्थ अबको सार्वजनिक प्रशारण सेवाको ऐतिहासिक दायित्व मुलतः व्यक्तिहरुका लागि सिर्जनशील तथा लोकतान्त्रिक मञ्च उपलब्ध गराउनु तथा त्यस्ता विचारलाई बारम्बार प्रश्य दिनु जसमा लोकतान्त्रिक संस्कारको सारतत्व निहित हुन्छ ।

सार्वजनिक प्रशारण संस्थाको स्वामित्व, संरचना, सम्पादकीय नीति निर्माण, निर्णय प्रक्रिया, उत्तरदायित्व आदिमा पूर्ण रूपमा लोकलाई सहभागी गराउनु अवको सार्वजनिक प्रशारणको पहिलो विशेषता हो । बृहद तथा जटिल समाजमा व्यक्तिगत रूपमै सबैलाई सहभागी गराउनु व्यवहारिक हुँदैन । तसर्थ आधुनिक सार्वजनिक प्रशारण संस्थाहरुले प्रतिनिधित्वको संयत्र र सञ्चारकर्मी, व्यवस्थापक तथा नागरिक समाजको संस्थागत कार्यविभाजन कार्यविधि निर्धारण गर्नुपर्छ, जसले वहुलवादी र स्वसंगठित नागरिक समाज निर्माण गर्न संयोजनकारी भूमिकालाई सुनिश्चित गर्छ । नयाँ मान्यताको सार्वजनिक प्रशारणले आफ्नो वास्तविक म्यानडेट पुरा गर्न, भिन्न सास्कृतिक सन्दर्भ भित्र रहेर कार्य गर्न र श्रोता/दर्शकलाई वास्तविक तथा समग्र मान्देका रूपमा व्यवहार गर्न सक्नुपर्छ ।

यस युगको सार्वजनिक प्रसारण सेवा र श्रोता/दर्शकबीचको सम्बन्ध परम्परागत सार्वजनिक प्रशारण र व्यापारिक प्रशारण युगको भन्दा विल्कुल भिन्न हुन्छ । नयाँ मान्यताको सार्वजनिक प्रशारण सेवा र श्रोताबीचको सम्बन्ध पारस्पारिक हुनुपर्छ । आम जनताको सूचनाको हक तथा अभिव्यक्ति स्वतन्त्रतालाई प्रचलनमा ल्याउने माध्यम भएकाले नयाँ सार्वजनिक प्रशारण सेवाको केन्द्रिय तर्क श्रोतासंग प्रतिनिधित्वको सम्बन्ध कायम गरिनु पर्छ भन्ने रहन्छ । सार्वजनिक प्रशारणको नयाँ मान्यता अनुसार श्रोता/दर्शकलाई स्वतन्त्र व्यक्ति र सामर्थ्य नागरिकका रूपमा ग्रहण गर्नुपर्छ । यो मान्यता अनुसार श्रोता भनेको सामाज, सँस्कृति, परिवार, जाती, धर्मबीचका अन्तरसम्बन्धहरुलाई आत्मसात गरेको पूर्ण सामाजिक तथा स्वाधिन व्यक्ति र आफ्ना अधिकार र कर्तव्यहरु निर्वाह गर्न सक्षम नागरिकहरुको आम संख्या हो जसभित्र अथाह सामाजिक शक्ति लुकेको हुन्छ । यस युगमा प्रशारण सेवाले जनताको विश्वासको मत जित्न सक्नु पर्छ र श्रोता/दर्शकले अनुमोदन नगरेसम्म सार्वजनिक प्रशारण सेवाको वैधानिकता रहदैन ।

## सिद्धान्त र अभ्यास

सार्वजनिक प्रशारण सेवाले गुणस्तरीय कार्यक्रमहरु उत्पादन गर्ने जमको गर्छ । यसले मानवीय अनुभव र भोगाईहरुलाई न्याय गर्छ । यसले परम्परागत तरिका भन्दा भिन्न ढंगले कार्यक्रमहरुलाई प्रस्तुत गर्छ र जनजीवनमा स्तरीयता थप्छ । यसमा प्रयोग हुने कार्यक्रमका स्वरूप र विधाहरुले मानव जातिका विविधता तथा जटिलतालाई प्रतिविम्बित गर्दैन (Keane, १९९१) । नागरिक भनेको सहभागी, राजनीति भनेको समस्या समाधान गर्ने उपाय र लोकतन्त्र भनेको स्वतन्त्र र निस्वार्थ विचारविमर्श हो भन्ने तर्फ सार्वजनिक प्रशारण उन्मुख हुन्छ । सार्वजनिक प्रशारणले सार्वजनिक विमर्शबाट साभा हित पहिचान गर्छ । साँघुरो निजी स्वार्थ नभएर लोक जीवन भनेको साभा समस्या, साभा सामग्री, साभा कार्य, साभा प्रयत्न र साभा धरातल हो भन्ने कुरालाई सार्वजनिक प्रशारण संस्थाले आत्मासात गरेको हुन्छ । यस्तो सामुहिक अवस्थामा वास्तविक मुद्दा, वास्तविक समस्या तथा वास्तविक छोटहरु हुन्छन् (Baker, २००१) । यसरी हेर्दा सार्वजनिक प्रशारण संस्थाका लागि साभा शब्द प्रमुख शुत्र शब्द हो । सामुहिक हित विनाको प्रशारण सेवा जाँगर विनाको विशेषज्ञता तथा हृदयविनाको सम्बेदनशीलता जस्तै हुनुपुग्छ । तसर्थ प्रशस्त राजनीतिक तथा आर्थिक दबाव पर्दापर्दै पनि सार्वजनिक प्रशारण सेवा यसको वौद्धिक, साँस्कृतिक तथा सिर्जनात्मक संरचनाले गर्दा अहिले पनि उत्तिकै जरुरी र महत्वपूर्ण छ ।

नेपाल बहुभाषिक, बहुसांस्कृति, बहुजातीय, बहुधार्मिक तथा बर्गीय समाज हो । यस्तो समाजमा सरकार नियन्त्रित प्रशारण माध्यम रेडियो नेपाल तथा नेपाल टेलिभिजन र बजारको तर्क बोक्ने व्यापारिक प्रशारण माध्यमहरुले सञ्चारको आवश्यकतालाई पुरा गर्न सक्तैनन । नेपाली समाज आर्थिक रूपले मात्र होइन साँस्कृतिक, सामाजिक, सिर्जनात्मक र नैतिक रूपले समेत निर्माण गर्नु जरुरी छ । यस कार्यका लागि सार्वजनिक प्रशारण सेवा एउटा भरपर्दो विकल्प हो । अवको सार्वजनिक प्रशारण सेवाका बारेमा पहिलेजस्तो भावना र संवेगमा आधारित तर्क गरेर पुर्दैन । पहिला इजाजत शुल्कबाट छुटकारा, विज्ञापन कर्ति राख्ने, कसरी आयव्ययबीच संतुलन मिलाउने जस्ता साँघुरा प्रश्नमा

सार्वजनिक प्रशारण सेवाको बहस केन्द्रित थियो । तर अबको सार्वजनिक प्रशारणको बहस नैतिक दृष्टिकोणबाट शुरु गरिनुपर्छ । अहिले मानवीय मूल्य र आकॉक्षाहरुमा आएको हासलाई कसरी वुभने ? समकालिन प्रशारण सेवाको बहसलाई लेखापालको भाषा र शैलीमा नाफा नोक्सानको हिसावमा सिमित गरेर मात्र पुग्छ कि पुग्दैन? प्रशारण सेवाले समाजको चाहना र आकॉक्षाहरुलाई प्रतिनिधित्व गर्नुपर्छ कि पर्दैन? नयाँ प्रशारण नीतिले समाजको सम्पूर्ण विशेषताहरुलाई समेट्न सक्नुपर्छ कि पर्दैन? संचारकार्य बजारको कारोबार हो वा सामाजिक वा लोकतान्त्रिक अभ्यास? बजार प्रणाली उन्मुख, प्रविधिगत प्रयोग गर्न अनिच्छुक परम्परागत मूल्य तथा शास्त्रीय नैतिक प्रणालीहरुलाई निरन्तरता दिने परम्परावादी प्रवृत्ति नै नेपाली प्रशारण सेवामा हावी छ । जसको परिणाम स्वरूप राज्य/सरकार नियन्त्रित प्रशारण माध्यम रेडियो नेपाल र नेपाल टेलिभिजनलाई कायम राख्ने कुरामा सबै विचार र सिद्धान्तका अनुयायी राजनीतिक शक्तिहरुबीच समान धारणा विकास भएको छ । अबको बहसका लागि प्रशारणमा परम्परावादी चिन्तन प्रवृत्ति अलम्बन गर्ने कि लोकतन्त्रवादी चिन्तन प्रवृत्ति? यी प्रश्नहरुको उत्तरका लागि वर्तमान विश्वले अवलम्बन गरेका सार्वजनिक प्रशारण सेवाका सिद्धान्तहरु नेपालमा पनि उत्तिकै सन्दर्भिक छन् । तसर्थ लोकतान्त्रिक समाजमा सार्वजनिक प्रशारण सेवाको भूमिका सामाजिक सहिष्णुता, राष्ट्रिय पहिचान निर्धारक र मुलुकको सास्कृतिक प्रतिविम्बक तथा मुख्य प्रवर्द्धकका रूपमा खोजिनु पर्छ । विचार अभिव्यक्ति तथा नैतिक मूल्य विस्तार गर्दै नागरिकको ज्ञान विकास गर्न, दृष्टिकोण फराकिलो पार्न तथा जीवनको गुणस्तर बढाउन, सहभागिता र सम्वादलाई मलजल गर्न सार्वजनिक प्रशारण सेवाले महत्वपूर्ण भूमिका खेल्नुपर्छ । यसका लागि सार्वजनिक प्रशारण सेवाको पहुँच वृद्धि गर्ने तथा सेवा उपलब्ध गराउने पुरानो मान्यताले मात्र पुग्दैन । अबको प्रशारण सेवाले सर्वव्यापकता, सर्वस्वीकार्यता, विविधता, स्वतन्त्रता, सिर्जनशीलता, नविन पद्धति र भिन्नपन जस्ता आयामहरुलाई समेत उत्तिकै आत्मसात गर्न सक्नुपर्छ ।

बहुलता, कार्यक्रममा विविधता, सम्पादकीय स्वतन्त्रता, उचित लगानी, पारदर्शीता र जवाफदेहीता जस्ता कुराहरुको प्रत्याभूति हुनसकेको खण्डमा सार्वजनिक प्रशारण सेवा लोकतन्त्रको महत्पूर्ण खम्वा बन्छ (UNESCO, २००८) । लोक सेवी प्रशारणको महत्वलाई ध्यानमा राखी युनेस्को, यूरोपियन युनियन जस्ता अन्तर्राष्ट्रिय निकाय तथा वेलायत लगायत लोक सेवी प्रशारणको लामो इतिहास भएका देशहरुले लोक सेवी प्रशारणको मान्यता र मूल तत्वहरुमा व्यापक बहस चलाएका छन् । यिनै विश्वव्यापी बहस समेतलाई आधार मानेर यस कार्यपत्रमा नेपालको सन्दर्भमा लोक सेवी प्रशारणका लागि निम्न अधारभूत निर्देशक सिद्धान्तहरु तय गरिएको छ ।

## सर्वव्यापक (Universal accessibility)

लोक सेवी प्रशारणको ऐतिहासिक चरित्र भनेकै यसको प्रशारण तरङ्ग सबैका लागि उपलब्ध हुने कुरालाई सुनिश्चित गर्नु हो । भौगोलिक वा दुरीका वहानामा मुलुक भित्र वसोवास गर्ने कसैलाई पनि प्रशारण पहुँच बाहिर पारिनु हुदैन । केवुल वा स्याटलाईट वा टेरेस्ट्रिअल जस्ता कुनै पनि माध्यमबाट पठाइएको भए पनि लोक सेवी प्रशारणको संकेत निशुल्क रूपमा उपलब्ध गराइने कुरालाई सुनिश्चित गरिनुपर्छ । अर्को स्वर्यसिद्ध तथ्य के हो भने जुनसुकै सामाजिक हैसियत र आर्थिक अवस्थाको भए पनि सार्वजनिक प्रशारण पहुँच समान रूपमा प्राप्त गर्नु प्रत्येक नागरिकको अधिकार हो । यसको अर्थ श्रोता संख्यालाई व्यापक बनाउनु होइन, जब हामी श्रोतालाई नागरिकका रूपमा परिभाषित गर्दैँ, तब हरेक व्यक्तिले यसखाले प्रशारण सेवा पाउने अधिकार युक्तिसंगत बन्छ ।

## सर्वमान्य अपिल (Universal appeal)

नेपाल जस्तो साँस्कृतिक विविधताले सम्बृद्ध समाजमा सञ्चार कार्यका लागि अन्तरसाँस्कृतिक वुभाई र सम्बेदशीलताहरूलाई पूर्ण र्खाल गरिनुपर्छ । हरेक सस्कृति अनुसार व्यक्तिका अलग अलग अवस्था, सन्दर्भ तथा व्यवहारहरु हुन्छन् । अन्तरसाँस्कृतिक सञ्चारका लागि स्पष्ट भाषिक नीति पहिलो शर्त हो । भाषा भित्र जातिय, लैगिक तथा वर्गीय घमण्डहरु लुकेका हुन्छन् । त्यस्ता शब्दहरूको प्रयोग विभिन्न जातजातिमाभ्य सञ्चार कार्य गर्दा अस्वीकार्य वा आपत्तिजनक बन्न सक्छन् । तसर्थ सार्वजनिक प्रशारण सेवाले नेपाली समाजका बहुलतालाई स्वीकार्दै प्रत्येक व्यक्तिलाई कमितमा पनि स्वाभिमान र गरिमाका हिसावले सबै समन छौ भन्ने भावनाको विकास गराउनु सक्नुपर्छ । बहुलवादी सञ्चार कार्यले व्यक्तिलाई समाजमा रहेका विविधतालाई स्वीकार गर्न, विभिन्नताहरूलाई वुभ्न तथा आपसी सम्बादलाई बढाउन प्रोत्साहित गर्छ । यसखाले प्रशारणले सामुहिक हितका लागि नागरिकको बहुलतालाई शसक्त बनाउने लक्ष लिनुपर्छ ।

नेपाली सञ्चारमाध्यमहरूमा विषयगत, क्षेत्रीय तथा लैगिंक विविधता उल्लेखनीय रूपमा देखापैदैन । अधिकांश समचार राजनीतिक विषयमा आधारित छन् भने काठमाडौं उपत्यकाभित्रका गतिविधिहरूले मात्र समाचार अत्यधिक स्थान पाउने गरेका छन् । नेपालका दैनिक पत्रपत्रिकाहरूमा राजनीतिक समाचारको हिस्सा करिव ७० प्रतिशत र साप्ताहिक पत्रिकामा ८९ प्रतिसत रहेको छ । यसैगरी दैनिक पत्रपत्रिकामा काठमाडौं उपत्यककाको डेटलाईन भएका समाचार करिव ८५ प्रतिसत छ भने साप्ताहिक पत्रिकामा ९९ प्रतिसत रहेको छ (Kharel, २०१०) । रेडियो नेपाल र नेपाल टेलिभिजनको समाचार तथा समसामयिक घटनामा आधारित कार्यक्रमलाई अवलोकन गर्दा महिलालाई प्रत्यक्ष स्रोतका रूपमा उद्धृत गरिएका समाचार वा राजनीतिक विश्लेषकका रूपमा महिलालाई स्रोतव्यक्तिका रूपमा स्थान दिइएका कार्यक्रम नगान्य छन् । विषयवस्तुका हिसावले भन्दा राजनीतिक गतिविधि, मन्त्रीका उद्घाटन भाषण तथा सत्तारुढ दल तथा तीनका नेताका भषण र गतिविधिहरु, सरकारी निकायका कार्य, निर्णय तथा घोषणहरु, राजनीतिक दल तथा तीनका भातृसंगठनका गतिविधि, राजनीतिक प्रकृतिका अदालती मुद्दा आदि रेडियो नेपाल र नेपाल टेलिभिजनका समाचार प्राथमिकताका विषयवस्तुहरु हुन् । समग्रमा भन्दा, नेपाली सञ्चार प्रवाह प्रक्रिया अहिले असन्तुलित र एकोहोरो रूपमा रहेको छ ।

तर सार्वजनिक प्रशारण सेवाले समाजभित्र रहेका धेरैथरिका छनोट र रुचिहरूलाई कार्यक्रममा समेट्न सक्नु पर्छ । कार्यक्रमका स्वरूपमा विविधता, प्रशारण सामग्रीको भाषिक तथा साँस्कृतिक विभिन्नता, समाचार, सूचना, विचार, ज्ञान तथा स्वयं मनोरञ्जन जस्ता विधागत व्यापकता रहनु यसको अर्को विशेषता हो । बालबालिकादेखि महिला र वृद्धबृद्धासम्म, स्थानीय मामिलादेखि राष्ट्रिय राजनीतिक परिदृश्यसम्म, विविध सास्कृतिक उपसमूहहरूदेखि मूलप्रवाहका नागरिकसम्म सबैका लागि कार्यक्रम प्रशारण तालिका तय गरिनुपर्छ । राजनीतिकदेखि सामाजिक, सास्कृतिक, आर्थिक, विकास तथा वातावरण लगायतका विषयवस्तु समेटिनु पर्छ । स्थान तथा जाति विशेषका गर्व, इतिहास, बहादुरी र योगदानलाई कार्यक्रमका विषयवस्तु बनाइनुपर्छ । सार्वजनिक प्रशारण सेवाका असल कार्यक्रमहरु लोकप्रिय हुन्छन् र लोकप्रिय कार्यक्रम असल हुन्छन् भन्ने मान्यतामा अडिग हुनुपर्छ । मुलुकभित्रका सबै नागरिकलाई सेवा प्रदान गर्नु भनेको उनीहरु जे चाहन्छन् त्यही प्रशारण गद्दै भन्नु कदापि होइन (Tracey, १९९८) । सार्वजनिक प्रशारण सेवाका कार्यक्रमहरु यथास्थितिका रुचि र छनोट भन्दा पर गएर नयाँ छनोट, नयाँ स्वाद, नयाँ रुचि, नयाँ ढाँचा र नयाँ सम्भावनाहरूलाई उजागर गर्न सक्ने हुनुपर्छ । जनसाधारणलाई प्रशारणमा कुन समग्रीको कमी छ भन्ने कुरा त्यो वेलासम्म थाहा नहुनसक्छ जवसम्म यसलाई खोजी गरेर उनीहरूसम्म पुर्याइदैन । तसर्थ सार्वजनिक प्रशारण सेवा समाचार र विचार प्रवाह गर्ने माध्यम मात्र नभएर सम्बादका लागि सबै नागरिकको साभा मञ्च हो । सार्वजनिक प्रशारण सेवाको ऐतिहासिक उद्देश्य मुलतः समाजमा आपसी सम्बादका लागि सिर्जनशील, लोकतान्त्रिक थलो उपलब्ध

गराउनु र त्यस्ता विचारहरूलाई प्रश्न्य दिनु हो जसमा साभा हित र लोकतान्त्रिक सस्कारको सारतत्व रहेको हुन्छ ।

## विविधता (Diversity)

केन्द्रीय तथ्यांक विभागका अनुसार नेपालमा १०१ जातजाती छन र ९० भन्दा बढी भाषाहरू बोलिन्छ । यसको अर्थ नेपाल सांस्कृति, भाषिक, तथा जातीय विविधताले भरिपूर्ण छ । यस्तो सामाजिक वास्तविकतामा स्थापित लोक सेवी प्रशारणले कार्यक्रमको प्रकृति, स्वरूप, लक्षित श्रोता तथा विषयवस्तुमा विभिन्नता ल्याउनु पर्दै । प्रशारण विविधिकरणका लागि विषयवस्तुको विविधता, स्रोतको विविधता, परिवर्तन तथा पहुँचको विविधता गरी चारवटा आयाम छन । विषयवस्तुको विविधता भन्नाले यथासम्भव विषयवस्तुमा व्यापकता ल्याउनु हो । भाषिकदेखि सांस्कृतिकसम्म, स्थानीय देखि र अन्तर्राष्ट्रियसम्म, परम्परागत ग्रामिण जीवनपद्धतिदेखि वैज्ञानिक जीवनशैलीसम्म, सर्वसाधारणदेखि राष्ट्रिय व्यक्तित्वसम्म, इतिहासदेखि भविष्यसम्म विषयवस्तुको फैलावट, फरक छनोट तथा सचि र समाचार, विचारदेखि स्वस्थ मनोरञ्जनात्मकसम्म भिन्नभिन्न कार्यक्रम तथा स्वरूपहरूले सार्वजनिक प्रशारण सेवालाई वास्तवमै विविधतायुक्त बनाउनु पर्दै । स्रोतको विविधता भन्नाले प्रशारण सामग्री छनोटकर्ताको विविधता तथा सन्देश प्रवाहका लागि मत राख्न अवसर पाउने व्यक्तिहरूको विविधता (Owen, २००२) पर्दछ । प्रशारण माध्यममा विषयवस्तु छनोटकर्ताका रूपमा निश्चित दृष्टिकोण भएका पेशेवरहरूको एउटा नियमित समूह हुन्छ र उनीहरूसंग राज्य संचालनका परम्परागत कुलिन तथा शक्तिशाली पात्रहरूको स्थायी सूचि हुन्छ । जसले विषयवस्तु छनोट प्रक्रिया र घटना, दृष्टिकोण, विचार, चरित्र तथा संस्कृति प्रवाह पद्धतिलाई एकोहोरो तथा सीमित बनाउँछ । तसर्थ सार्वजनिक प्रशारण सेवाले कार्यक्रममा विविधता ल्याउनका लागि कार्यक्रमको आन्तरिक उत्पादन (inhouse production) तथा सम्थाको सम्पादकीय परिधिभित्र रहने गरी वाह्य कार्यक्रम उत्पादक संस्था तथा स्वतन्त्र कार्यक्रम उत्पादकहरूले उत्पादन गर्ने कार्यक्रमको अनुपात निर्धारण गर्नु पर्दै ।

परिवर्तन र पहुँचको विविधता (McQuail, २०००) अर्को महत्वपूर्ण पक्ष हो । प्रगतिशील परिवर्तनको अर्थ समाकालिन एजेन्डा तयार पार्ने, व्याख्या विश्लेषण गर्ने तथा जनमतलाई निर्देशित गर्ने राज्य संचालनका सास्कृतिक कुलिनहरूको एकाधिकार तोड्दै विषयवस्तु, गतिविधि, घटना, विचार र दृष्टिकोणहरूमा विविधता ल्याउनु हो । यसैगरी पहुँचको अर्थ खुल्ला र समान सञ्चार कार्य हो । यसरी विविधताको सिद्धान्तले पेशेवर प्रशोधित प्रशारण सामग्री (professional processing content) बाट नागरिक प्रशोधित प्रशारण सामग्री (citizen processing content) मा परिदृश्यान्तर (paradigm shift) को आवश्यकतालाई दर्शाउँछ ।

## भिन्न पहिचान (Distinctiveness)

सार्वजनिक प्रशारण सेवा स्तरीय वा मानक (standards) कार्यक्रमको बाहकका रूपमा रहेको हुन्छ । मानकको अवधारणा परिभाषित गर्नु आफैमा जटिल छ, तैपनि सार्वजनिक प्रशारणको अवधारणाको मूल तात्पर्य यही नै हो । सार्वजनिक प्रशारण सेवाका लागि मानकको अर्थ गुणस्तरीयताप्रतिको प्रतिवद्धता, अनुत्पादक तथा दिक्दारीपूर्ण आम छनोटहरूको इन्कारी र मूल्य तथा नैतिक चेतनाको उद्देश्यलाई संरक्षण गर्नु हो । सार्वजनिक प्रशारण सेवाले संख्यामा भन्दापनि गुणस्तरीय कार्यक्रम सहितको प्रतिस्पर्धालाई महत्वका साथ स्वीकार गर्नुपर्दै ।

सार्वजनिक प्रशारण संस्थालाई नाफाको भावनाले भन्दा उत्कृष्टताको चेतनाले बढी क्रियाशील गराउँछ । प्रतिस्पर्धी व्यापारिक प्रशारणले मृत विषय ठानेका सामाजिक मुद्दाहरूलाई सिर्जनशील ढंगले रोचक बनाएर प्रस्तुत गर्दछ । लोकको प्रशंसाका लागि उनीहरूले गर्ने गरेका ऐतिहासिक तथा सांस्कृतिक महोत्सव, स्थानीय सिर्जनशील अभ्यास तथा कलाकारितालाई निरन्तर सहयोग पुग्ने खालका प्रशारण गतिविधिहरू तथा ज्ञानवर्द्धक कार्यक्रमहरू निर्माण र प्रशारण गर्नुपर्छ । जनतालाई रङ्ग/छाला र बनावटको तथ्यांक मात्र ठान्ने व्यापार प्रणालीको तर्कका विपक्षमा उभिदै सार्वजनिक प्रशारणले अल्पसंख्यकका लागि विशेष प्रावधान तथा कार्यक्रमहरूको विशेष स्वभाव निर्धारण गर्नुपर्छ । मुलुकको राजनीतिक तथा समाजिक सम्वादका लागि विभिन्न वर्ग, जात, भाषिक तथा उपसांस्कृतिक समूह लगायत सबैको अभिव्यक्ति अत्यावश्यक हुन्छ । ती अल्पसंख्याकहरू जसको आर्थिक क्षमता र राजनीतिक प्रभाव दुवै छैन, आफ्नो छनोट वा रोजाइले नभएर प्रकृतिक घटनाका कारणले बनेका अपांगता, अन्धा, बुढ्यौली तथा अति गरिबी जस्ता विषेश आवश्यकता सहितका विषेश अवस्थालाई पूर्ण रूपमा मान्यता दिई (Hoggart, १९७२) कार्यक्रम प्रशारण गर्नु पर्छ । यस अर्थमा सार्वजनिक प्रशारण अल्पसंख्यक समूहहरूका लागि स्थापित प्रशारण सेवा समेत हो । व्यापारिक प्रशारणले समाजमा सिर्जना गरेको सञ्चारको खाडललाई पुर्न सार्वजनिक प्रशारण संस्था क्रियाशील हुनुपर्छ ।

समाजले चाहेका तर व्यापारिक प्रशारणले नछोएका वा गम्भिरतापूर्वक नलिएका विषयवस्तुहरूलाई स्थान दिनु पर्छ । सार्वजनिक प्रशारणले व्यापारिक प्रसारणले वेवास्ता गरेका वा छोडेका विषयवस्तुमा कार्यक्रम उत्पादन गरेर मात्र पुरैन, त्यस्ता विषयमा अलगै र सिर्जनात्मक ढंगले कार्यक्रम उत्पादन गरेर, विभिन्न विधा र कार्यक्रमका स्वरूपमा ढालेर संदेशलाई प्रभाकारी बनाउनु पर्छ । नयाँ विधि अन्वेषण गर्नु, नयाँ स्तम्भ सिर्जना गर्नु, कार्यक्रमका नयाँ नयाँ ढाचाको खोजी गर्नु पनि सार्वजनिक प्रशारण सस्थाको दायित्व हो । तसर्थ गुणस्तरीय कार्यक्रम, अल्पसंख्यक, दलित, बालकालिका, युवा, महिला लगायत समाजका सबै क्षेत्र, कला, संस्कृति र जीवनका सिकाईहरूलाई प्रवर्द्धन गर्ने जस्ता कार्यक्रमहरू प्रशारण तालिकमा न्यायोचित ढंगले सम्योजन गर्नुपर्छ ।

राष्ट्रिय तथा क्षेत्रीय कार्यक्रमको उपयुक्त संयोजन अर्को महत्वपूर्ण पक्ष हो । यो आफैमा चुनौतिपूर्ण पनि छ । राष्ट्रिय कार्यक्रमका विषयवस्तु सजिलै पहिचान गर्न सकिन्छ तर क्षेत्रीय कार्यक्रममा विषयवस्तुहरू पहिचान तथा छनोट गर्न थप प्रयत्न गर्नु पर्छ ।

## राष्ट्रिय पहिचान (National identity)

ऐतिहासिक सन्दर्भलाई हेदा सार्वजनिक प्रशारणका लागि नेपालमा राष्ट्रियता निकै बलियो तत्व हो । यस अर्थमा राष्ट्रिय एकता र नेपाली पहिचान प्रवर्द्धन गर्नु सार्वजनिक प्रशारणको कर्तव्य हो । सार्वजनिक प्रशारण सेवाबाट प्रशारित हुने कार्यक्रमहरू विषयवस्तु तथा स्वभावका हिसाबले नेपाली हुनुपर्छ । यस सन्दर्भमा नेपालीपन भनेको आम जातियताले निर्माण गर्ने राष्ट्रिय संस्कृति हो ।

राष्ट्रिय पहिचान नै निर्माण भई नसकेको वर्तमान अवस्थामा नेपाली राष्ट्रिय पहिचानको प्रवर्द्धन आफैमा विवादास्पद र समस्याग्रस्त विषय हो । यसका लागि विछट्टको सांकृतिक फैलावट भएको हाम्रो मुलुकमा साभा संस्कृतिको निर्माण गरी नेपाली हुनुको गरिलो राष्ट्रिय पहिचान निर्धारण गर्नु पर्ने हुन्छ । साभा राष्ट्रिय चेतना र पहिचानलाई अभिवृद्धि गर्न भाषिक, सांस्कृतिक, भौगोलिक, धार्मिक, जातिय तथा वर्गीय स्वभावको नेपाललाई सार्वजनिक प्रशारण सेवाका कार्यक्रममा प्रतिविम्बित गर्नु पर्छ । मुलुकको परिस्थिति र आकांक्षाहरूलाई प्रतिविम्बित गर्न, विभिन्न रुचि, चाहना तथा आवश्यकताहरूलाई पुरा गर्न, नेपाली महिला,

पुरुष, तेस्रो लिंगी, युवा, वृद्धवृद्धा, असक्त तथा बालबालिकाका समान अधिकार लगायत वर्गीय, बहुभाषिक, बहुजातिय, बहुसास्कृतिक नेपाली समाजको स्वभाव अनुसार सार्वजनिक प्रशारण सेवाका कार्यक्रमहरु डिजाइन गरिएको हुनुपर्छ ।

हाम्रो जस्तो सामाजिक बनावटको हिसावले बहु परिचय भएको मुलुकमा राष्ट्रियपरिचयलाई माथिबाट थोपने होइन, साभा परिचयका लागि सहमतिको सम्भावना खोजे मञ्चको रूपमा सार्वजनिक प्रशारण सेवालाई स्थापित गरिनुपर्छ । बहुपहिचानको साभा सस्कृति निर्माण गर्न क्रियाशील रहनुपर्छ । यसरी नेपालीत्वको परिभाषा र पुनःपरिभाषा गर्दै जानु जरुरी छ । धेरै तर साना साना भाषिक समूहहरु भएको हाम्रो देशमा सार्वजनिक प्रशारण संस्थाले मात्र सबै भाषिक आवश्यकता पुरा गर्न सम्भव छैन । राष्ट्रिय, क्षेत्रीय तथा स्थानीय कार्यक्रमबीचको सन्तुलन मिलाउन पनि निकै चुनौतिपूर्ण हुन्छ । सार्वजनिक कोषबाट सार्वजनिक प्रशारण सेवा सञ्चालित हुने भएकाले कार्यक्रम उत्पादनमा समन्वयको सिद्धान्तलाई समेत आत्मसात गर्नुपर्छ ।

केवुल वितरणले गर्दा बढी भन्दा बढी विदेशी च्यानलहरुको उपलब्धता तथा देशभित्रै व्यापारिक प्रशारणको बाक्लो उपस्थिति, सामुदायिक प्रशारणको अकल्पनीय विस्तार तथा इन्टरनेटको सुविधा आदिले नेपालमा बहुच्यानलको वातावरण निर्माण गरेको छ । जसले गर्दा वाह्य कार्यक्रमहरुले नेपालभित्र फैलाउने सास्कृतिक प्रभूत्व कम गर्दै नेपाली संस्कृतिको विकास र संरक्षण गर्न रणनीतिक भूमिका निर्वाह गर्नु पर्छ । यस्तो बहुच्यानल वातावरणमा नेपाली सार्वजनिक प्रशारण सेवाको भूमिकामा केही फेरवदल गर्नु पर्छ । यो भिन्न आवश्यकतालाई आत्मसात गर्दै सार्वजनिक प्रशारण संस्थालाई नेपालीकरण गर्न सामुदायिक प्रशारणसंग भाषा तथा स्थानीयपनका कार्यक्रममा समन्वय गर्नु आवश्यक छ । तसर्थ सार्वजनिक प्रशारण संस्थाको सामुदायिक प्रशारण सेवासंग परिपुरक प्रशारण संस्थाका रूपमा कानूनी र नीतिगत रूपमै सम्बन्ध स्थापित गरिनु पर्छ ।

### बृहत्तर सार्वजनिक दायरा (Enlarge public sphere)

नेपालमा पञ्चायती शासनकालभरि नागरिक समाजका लागि अत्यन्त नियन्त्रित र निर्देशित वातावरण थियो । २०४६ साल पछि नेपालमा खुल्ला वातावरणसँगै सार्वजनिक दायराको व्यापक संभावना खुल्यो तर २०५२ सालदेखि माओवादी सशस्त्र विद्रोह शुरु भएपछि सशस्त्र दायरा व्यापक रूपमा देखापर्यो । राज्य र विद्रोही दुवै पक्षले समाजलाई क्रमशः सैनिकीकरण गर्दै लगे । अहिले राजनीतिक निकासका लागि संविधान सभाको निर्वाचन भइ संविधान लेखन कार्य जारी छ । तर मुलुकमा ससाना विद्रोही तथा अपराधिक समुहहरु सशस्त्र रूपमा देखापरेकाले सार्वजनिक दायरा व्यापक रूपमा खुम्चिएको छ ।

बजार, व्यापारिक समूह, करपोरेट मिडिया, राज्य नियन्त्रित संचारमाध्यम तथा वौद्धिक केन्द्रहरु साँधुरो वैचारिक दायरा भएका नागरिक समाज हुन । यिनीहरु सहर अवस्थित, सहर केन्द्रीत तथा शक्ति उन्मुख हुन्छन् । यिनीहरु स्वभावैले एकाधिकारवादी र एकैखाले नैतिक मापदण्ड भएको समाजका रूपमा चिनिन्छन् ।

समाजका विभिन्न वर्ग, लिंग, सामाजिक संस्था, तह र तप्काको नागरिक समाज असंगठित र छारिएर रहेको हुन्छ । यो जाति र संस्कृति अनुसार भिन्न भिन्न स्वरूपमा पनि देखापर्छ । यसखाले नागरिक समाज स्वभावैले बहुलवादी हुन्छ । यस्तो नागरिक समाज वस्तुपरक, विवेकसम्मत र न्यायपूर्ण समाजको पक्षमा अडान राख्छ । यही छारिएर रहेको नागरिक समाजको अत्यधिक विश्वासको मत जितेर मात्र राजनीतिक शक्तिले लोकतान्त्रिक तथा लोकसम्मत ढंगले राज्य संचालन गर्न सक्छ । तर नेपाली राज्य शक्ति संरचनालाई विश्लेषण गर्दा यो अतिनै साँधुरो नागरिक दायरा तथा कमजोर सामाजिक धरातलमा अडेको छ ।

यस सन्दर्भमा सार्वजनिक प्रशारण संस्थाको काम जनमुखी र वृहद वैचारिक दायरा भएको नागरिक समाजसंग अन्तरसम्बन्ध स्थापित गर्ने तथा उनीहरुको हितलाई बारम्वार उठाउने हुनुपर्छ । सार्वजनिक प्रशारण संस्थाले लोक दायरालाई फराकिलो पार्न मौलिक ढंगले दबाव सिर्जना गर्ने, साँघुरो र वृहद लागायतका सबैखाले नागरिक समाजबीच सम्बाद कायम गर्ने, विपक्षी तथा फरक आवाज र मतहरुबीच सम्बाद गरी सहमति निर्माण गर्ने रणनीति लिनुपर्छ । समाजको वौदिक तथा नैतिक चित्रलाई उतार्न सक्नुपर्छ । यसरी सार्वजनिक प्रशारणको पहिलो दायित्व सार्वजनिक दायरालाई हुर्काउनु बढाउनु हो ।

सार्वजनिक प्रशारण संस्थाले श्रोता/दर्शक वालेट र क्रेडिट कार्ड सहितको उपभोक्ता नभएर दायित्व र अधिकार सहितको नागरिक हो भन्ने कुरालाई प्रश्य दिनुपर्छ (Tracey, १९९८) । सार्वजनिक प्रशारणमा शक्तिशाली तथा निहित स्वार्थ भएका समूहको आवज नभएर सिंगो राष्ट्र र समाज बोल्नुपर्छ । यस मान्यता अनुसार राज्य तथा राजनीतिक शक्तिले सार्वजनिक प्रशारण सेवा प्रयोगमा ल्याउन निश्चित अवस्था निर्माण भएको हुनपर्छ । पहिलो अवस्था त्यो हो जुन वेला राजनीतिक नेतृत्वसंग जनताले भोगिरहेका समस्याहरुको समाधानका लागि महत्वपूर्ण योगदान पुर्याउने भरपर्दा उपाय छन् । यस्तै अर्को अवस्था राजनीतिक पक्षसंग सार्वजनिक हितका लागि केही गतिला प्रस्तावहरु छन् र सार्वजनिक बहसमा ल्याएर ती प्रस्तावहरुमाथि जन सहमति जुटाउन चाहन्छन् । तेस्रो अवस्था आफ्नो शक्ति आर्जन गर्ने वा शक्ति संतुलन मिलाउने नियतले आम समर्थन जुटाउन नभएर लोकको दृष्टिकोणमा आधारित हुदै राजनीतिक दलहरु आफ्ना विचार र इच्छाशक्ति निर्माणमा सहभागी हुन चाहन्छन् (Habermas, १९९६) ।

सामुहिक चरित्रसहितको समुदाय र नागरिक संवेदनाप्रति समुदायको सही समझदारी भएको समाज ज्यादै स्वथ्यकर हुन्छ । तसर्थ सार्वजनिक प्रशारण संस्थाले लोक दायरालाई हुर्काउन बढाउन प्रशारणलाई सार्वजनिक वस्तुका रूपमा स्वीकार गरी सेवा प्रदान गर्नु अति स्वभाविक कार्य हो ।

## सम्पादकीय स्वतन्त्रता (Editorial independence)

सम्पादकीय स्वतन्त्रता त्यसवेलामात्र सम्भव हुन्छ, जब सञ्चारमाध्यम राज्य र कर्पोरेट स्वार्थका साथै दलगत राजनीतिक दबावबाट मुक्त रहन्छ (Bhattarai, २०११) । हरेक खाले नियोजित स्वार्थबाट टाढा रहनु सम्पादकीय स्वतन्त्रताको पहिलो शर्त हो । सञ्चार प्रवाहमा सामन्यतया तीनखाले नियोजित स्वार्थहरु प्रवलरूपमा देखा पर्ने गरेका छन् । ती व्यापारिक, राजनीतिक तथा व्यक्तिगत स्वार्थ हुन् । यी तीनवटै पक्षसंग रहेको स्वार्थहरुको लामो सूचीले सम्पादकीय स्वतन्त्रताको घेरालाई अति साँघुरो बनाइदिन्छ । तसर्थ सार्वजनिक प्रशारण सेवालाई व्यापारिक स्वार्थ र राजनीतिक हस्तक्षेपबाट अलगै राखिनु पर्छ ।

राज्य तथा दलगत राजनीतिक दबाव र व्यापारिक स्वार्थ भएका प्रशारण संस्था सम्पति र शक्तिशालीका पक्षमा समाचार छान्न, भिन्न मतलाई किनारा लगाउन, सरकार तथा प्रभावशाली निजी क्षेत्रका स्वार्थपूर्ण संदेशलाई जनतामाझ पुर्याउन उद्धत रहन्छन् (Herman and Chomsky, १९९४) । राजनीतिक तथा व्यापारिक स्वार्थबाट टाढा रहन नसकेका प्रशारण संस्थाहरु जनमतको थोक विक्रेताका रूपमा परिणत भएका छन् । यस मान्यता अनुसार सम्पादकीय शाखाको माध्यमबाट मालसामानहरुको विज्ञापन उत्पादन गर्दै तिनको बजार निर्माण गर्न तथा बजार प्रणालीमा आधारित भएर सञ्चारको उत्पादन र विनियम गर्न, स्थापित तथा सादा विचारहरुमात्र प्रवाह गर्न, राज्यसंचालनका परम्परागत शक्तिको स्वार्थ प्रतिकुल हुने तथ्यहरु व्यापक मात्रामा दबाउन वा दिइएको स्थान, कोण, टोन, दोहोरयाइ तथा विश्लेषण शैलीले शासकहरुको अनुकुल हुने गरी तथ्य तथा विषयवस्तुलाई नरम रूपमा प्रस्तुत गर्न बाध्य पारिन्छ ।

व्यक्तिगत स्वार्थ मूलतः पत्रकार/सञ्चार पेशाकर्मीका स्वार्थ हुन । पत्रकारिताको सिद्धान्तले केही पेशागत मूल्य तथा मापदण्डहरु निर्धारण गरेको छ । पेशागत मूल्य सामान्यतया वस्तुप्रकता, सिर्जनशील प्रस्तुती तथा विषयवस्तुको उपयुक्तता निर्धारणमा आधारित हुन्छ । वस्तुप्रकताले विषयवस्तुलाई सम्भव भएसम्म सबैपक्षबाट केलाउनु, कुनै राजनीतिक तथा वैचारिक सीमाविना तथ्यहरुको खोजी गर्नु र ती तथ्यहरुलाई पूर्वाग्रहरहित ढंगले प्रस्तुत गर्नुलाई जनाउँछ । समाचार र विषयवस्तुको उपयुक्तताले सर्वस्वीकार्य तथा स्थापित पत्रकारिताका मान्यतामा आधारित भएर प्रशारण सामग्रीको महत्व निर्धारण गर्नुसंग सम्बन्ध राख्छ भने सिर्जनसील प्रस्तुतीले विषयवस्तुलाई परिपक्क र रोचक ढंगले प्रस्तुत गर्ने कलासंग सम्बन्ध राख्छ ।

तर पत्रकारहरु आफ्नो पेशागत भविश्य (करिअर) प्रति सचेत बन्दै त्यसलाई असर पर्ने खालका सूचना तथा विचार प्रवाहमा जोखिम लिन चाहैनन् (Herman, २००२)। उनीहरु संस्थागत शक्ति संरचना तथा संस्थापन राज्यशक्तिसंग चुनौति मोल्ने पक्षमा नदेखिनुले स्वसेन्सरसीपको अवस्थालाई निम्त्याउने गरेको छ । स्वसेन्सरसीप पत्रकारिताका लागि मन्द विष हो, जसले संचारकार्यलाई मृत्युको मुखमा थाहै नपाई पुर्याउँछ । यस्ता विभिन्न खालका दबाव र अन्यौलका कारण पत्रकारहरू आफ्नो निम्ति जोखिम बन्नसक्ने महत्वपूर्ण घटना, मुद्दा र प्रवृत्तिलाई देखेको नदेख्यै गर्न वा समाचार बनाईहाले पनि वस्तुतथ्य उजागर नगरीकन सामान्य दायित्व निर्वाह मात्र गर्दछन् । यसरी पत्रकारहरु निश्चित विचार तथा मतलाई स्वभाविक रूपमा आत्मसात गर्न थाल्छन् । विचारधाराको भौतिक अस्तित्व हुन्छ र ती विचारहरु मानिसका भौतिक अभ्यासमा प्रकट हुन्छन् (Althusser, २००१) । तसर्थ सञ्चारकर्मी कुनै राजनीतिक वाद वा विचारधाराको पक्ष पोषण गर्नु वा अनुयायी बन्नुलाई स्वभाविक पेशागत चेतना मान्न पुर्याउँछ । हामीकहाँ यो चलन अभ्य व्यापक रूपमा देखापरेको छ । पत्रकारिता पेशामा दलगत रूपले आवद्ध संघ/संगठनहरुको निर्माण हुन यसैको ज्वलन्त उदाहरण हो । जसले पत्रकारिता तथा संचारकार्यको संस्थागत उद्देश्य र वस्तुप्रकता दुवैलाई समाप्त गर्ने गरेको छ ।

व्यापारिक स्वार्थ, राजनीतिक दबाव तथा निजी हितका लागि पत्रकारहरु आफूलाई बढी सीपालु, दक्ष र प्रक्रियासम्मत भएको देखाउन सक्रिय बन्ने गरेका छन् । उनीहरुले सञ्चार प्रक्रिया एउटा मानवीय कार्य हो र यसको सम्पादन गर्नु आफ्नो दायित्व हो भन्ने कुरा विर्सिन पुर्याउँछ । उनीहरुका लागि सञ्चार कार्य साधन मात्र नभएर स्वयंमा साध्य बनेको छ । यस्तो प्रक्रिया उन्मुख सञ्चारकार्यले पत्रकारिताका संस्थागत उद्देश्यहरुलाई प्रतिस्थापित गरिएका छन् । र, सञ्चारकार्य केवल कालीगढी वा शिल्पी चेतनामा सिमित भएको छ । स्थापित तथा निर्माण गरिएका विचार र घटनाहरु मात्र प्रवाह गर्ने यसखाले कार्यले वास्तविक जनमतलाई किम्बदन्तीमा परिणत गरिएको छ । यसरी आर्थिक तथा दलगत राजनीतिक शक्तिद्वारा हुकाइएको पेशागत बाँझोपनाले पत्रकारितालाई कपोरेट र राजनीतिक शक्तिको प्रोपगण्डा औजारमा मात्र परिणत गरिदिन्छ ।

तर सञ्चारमाध्यम राजनीतिक शासकका फाइदा र व्यापारीहरुको व्यक्तिगत नाफाका लागि नभएर सबै नागरिकको साभा प्रयोग र आनन्दका लागि हुनुपर्दछ (Keane १९९१) । यस कार्यका लागि सार्वजनिक प्रशारण संस्थामा सम्पादकीय स्वतन्त्रता अनिवार्य छ । सार्वजनिक प्रशारण संस्थाले स्वतन्त्रताकै अभिन्न अंगका रूपमा पेशागत संहिता, उत्तरदायित्व र गुणस्तर कायम राख्नु पर्छ (Kharel, २००५) । सम्पादकीय स्वतन्त्रता स्वतन्त्र सिर्जनशीलता, स्वतन्त्रताको पूर्ण अभ्यास, निर्णय र विचारको स्वायत्ततालाई सहज बनाउने संरचना तथा क्षमतासंग सम्बन्धित छ । सम्पादकीय स्वतन्त्रता सम्पादकीय जनशक्तिको सामुहिक कार्यपद्धतिमा प्रतिविम्बित हुन्छ । समाचार कक्षभित्र पारदर्शी विधिद्वारा सक्रिय, सजग र व्यवस्थित छलफल, नियमित वैठक र प्रशारित सामग्रीको निरन्तर समीक्षा सम्पादकीय स्वतन्त्रताका महत्वपूर्ण सूचक हुन् ।

सम्पादकीय स्वतन्त्रतालाई सुनिश्चित गर्न सार्वजनिक प्रशारण सेवाको सम्पादकीय संरचना बढी तहगत बनाइनु हुदैन । सम्पादकीय प्रमुख भनेको समान सञ्चारकर्मीमध्ये पहिलो व्यक्ति हो जसले निर्णयको अन्तिम

अधिकार राख्छ भन्ने मान्यता स्थापित गरिनुपर्छ (Kharel, २०११)। व्यापक पदीय वा नोकरशाहीकरण गरिएको सम्पादकीय संरचनाले प्राविधिक प्रक्रियालाई मात्र अनुसरण गर्ने प्रतिवद्धता व्यक्त गर्छ। जुन अवस्थाले अभिव्यक्ति स्वतन्त्रताको पूर्ण उपभोग गर्न दिईन। तसर्थ केन्द्रीकृत र नोकरशाही स्वभावबाट सार्वजनिक प्रशारण संस्था मुक्त हुनुपर्छ।

सम्पादकीय स्वतन्त्रताका लागि सार्वजनिक प्रशारण संस्थाले सम्पादकीय शाखाको आन्तरिक स्वतन्त्रता, सञ्चारकर्मीहरुको भौतिक सुरक्षा तथा स्वायत्त सम्पादकीय व्यवस्थापन प्रणालीको प्रत्याभूति गर्न सक्नुपर्छ। संचारकर्मीहरुको पेशागत क्षमता, ज्ञान र सीपहरुको विकाश तथा परिस्कार गर्दै लैजाने बातावरणले पनि सम्पादकीय स्वतन्त्रतालाई निर्धारण गर्छ। सम्पादकीय कार्य सम्पादनका लागि आवश्यक पर्ने आर्थिक तथा प्राविधिक स्रोतहरुको यथोचित प्रवर्त्य सम्पादकीय स्वतन्त्रताको अर्को महत्वपूर्ण पक्ष हो। पर्याप्त आर्थिक तथा प्राविधिक क्षमता विनाको सम्पादकीय स्वतन्त्रता अक्सिजन विनाको मान्छे जस्तै हुन्छ। नीति तथा संस्थागत प्रक्रियाहरुले पत्रकार तथा सञ्चारकर्मीको भूमिका नियन्त्रित गर्ने होइन, पूर्वनिर्धारित म्यानडेट, आचारसंहिता, शैली, सार्वजनिक संस्थाका स्वयंसिद्ध संस्थागत संस्कार तथा पेशागत मापदण्डभित्र रहेर लोक दायित्व निर्वाहका लागि स्वतन्त्र बनाउनु पर्छ। तसर्थ पर्याप्त आर्थिक तथा प्राविधिक स्रोत, सकारात्मक नीतिगत व्यवस्था तथा चुस्त संस्थागत प्रक्रियाहरुले पत्रकारहरुलाई जनउत्तरदायित्व निर्वाह गर्न सक्ने अनुकूल बातावरण निर्माण गर्नुपर्छ। जनउत्तरदायित्व निर्वाह गर्ने सिलसिलामा नयाँ नयाँ प्रयोग, सिर्जना, खोज तथा अन्वेशण गर्न सक्ने दक्षता र परिस्थिति सुनिश्चित गरिनुपर्छ। सम्पादकीय नियन्त्रण प्रणाली पूर्व घोषित सम्पादकीय निर्देशिकामा आधारित गरिनुपर्छ। सार्वजनिक प्रशारण संस्थाको विस्तृत सम्पादकीय निर्देशिका सार्वजनिक रूपमा उपलब्ध हुनुपर्छ र यो निर्माण गर्ने बेलामा लोकसम्मतिका लागि नागरिक समाजको प्रतिनिधिमूलक परामर्श लिइनु पर्छ।

### कार्यक्रम नीति/मापदण्ड (Standards) निर्धारणका क्षेत्रहरु

सार्वजनिक प्रशारण संस्थाले सम्पूर्ण श्रोता/दर्शकलाई सन्तुष्ट पार्न समाचार, सूचनामूलक, शिक्षाप्रद, स्वस्थ मनोरञ्जनात्मक तथा उनीहरुको जीवनलाई सम्बृद्ध बनाउने खालका सेवा प्रदान गरी आफूलाई अति सिर्जनशील तथा विश्वासिलो प्रशारक र कार्यक्रम उत्पादकका रूपमा स्थापित गर्ने लक्ष लिनुपर्छ। सार्वजनिक उद्देश्यबाट निर्देशित हुदै नेपाली प्रतिभाहरुलाई उत्साहित गर्ने, सबै प्रकारका निहित स्वार्थबाट स्वतन्त्र रहने तथा उच्चतम नैतिक मापदण्ड कायम गर्ने लक्ष राख्नुपर्छ। युक्तिसंगत, वास्तविकता, स्वतन्त्रता, निश्पक्षता, इमान्दारी, सिर्जनशीलता तथा सहभागिताको मान्यता कार्यक्रम उत्पादन तथा प्रशारणको मुल्य र मापदण्ड हुनुपर्छ।

### सम्पादकीय निर्देशिका

सम्पादकीय निर्देशिका सार्वजनिक प्रशारण संस्थाको कार्यसम्पादन मापन गर्न जनताका लागि न्यूनतम मापदण्ड समेत हो। तसर्थ सम्पादकीय निर्देशिकामा महत्वपूर्ण सम्पादकीय अवधारणा, दृष्टिकोण, कार्यविधि, विषवस्तुको प्राथमिकता निर्धारण विधि, पारदर्शीता, जवाफदेहिता, प्रशारित कार्यक्रममार्थ आउने प्रश्न, टिप्पणी, असन्तुष्टि आदि व्यवस्थापन गर्ने प्रकृया र संरचना सुनिश्चित गरिनुपर्छ। तथ्य प्रधान कार्यक्रमहरुको इमान्दारी, स्वच्छपन, यथार्थता, विश्वासनीयता, कार्यक्रम म्यानडेट, संस्कृति तथा जनताका बारेमा पूर्ण र स्वच्छ दृष्टिकोण समेट्ने, गोपनीयताको सम्मान, विविध रूचि तथा इच्छाहरुको आदर, गैरसामाजिक तथा आपराधिक गतिविधि, बालबालिक, महिला, असक्त, वृद्धवृद्ध लगायत सिमान्तकृत वर्गहरुको अधिकार रक्षा, सम्पादकीय इमान्दारी, दृश्यहरुको प्रयोग, बहु पहिचान भएका श्रोता/दर्शकहरुको सम्मान तथा जनताको सूचनाको हक र अभिव्यक्ति स्वतन्त्रताप्रतिको प्रतिवद्धता तथा जनतासंगको सहकार्यका पक्षहरु लगायत प्रशारणका आधारभूति सेवाहरु, सामान्य कार्य, शैक्षिक कार्य, सास्कृतिक कार्य, राजनीतिक जागरण, निर्वाचन कभरेज, परराष्ट्र मामिला तथा

सांसदीय मामिला प्रशारण बारे सम्पादकीय निर्देशिकामा सविस्तार उल्लेख गरिएको हुनुपर्छ । विवादास्पद विषय, हिंसा तथा आतंक, वृद्धवृद्धा, वालकालिका, उपभोक्ता सम्बन्धी कार्यक्रम, मानवअधिकार, परिवार तथा समाज, सार्वजनिक प्रतिष्ठान, यौन, आत्महत्या, शोकपूर्ण घटनाहरूको रिपोर्टिङ, द्वन्द्व र संकटकाल, धर्म, पुरस्कार, जनमत सर्वेक्षणको प्रस्तुति, सभार गर्ने आदि विषयमा स्पष्ट र विस्तृत विवरण सम्पादकीय निर्देशिकामा समाहित गरिनुपर्छ । स्वतन्त्रता सगसगै उत्तरदायित्वको संयन्त्र पनि सम्पादकीय निर्देशिकामा रहनु पर्ने अर्को महत्वपूर्ण पक्ष हो । सम्पादकीय निर्देशिकामा समाचार तथा समसामयिक विषयवस्तुमा आधारित कार्यक्रम, सूचनामूलक तथा शिक्षाप्रद कार्यक्रम र स्वस्थ मनोरञ्जनात्मक आदि कार्यक्रमहरूको प्रकृति निर्धारण गरी प्रशारणमा समावेश गरिने अनुपात समेत तय गरिनुपर्छ ।

### समग्र नेपाललाई समेट्ने कार्यक्रम

सार्वजनिक प्रशारण सेवाका कार्यक्रम तथा सेवाहरु सम्पूर्ण क्षेत्र र जातजातिका नेपाली श्रोता/दर्शकलाई सान्दर्भिक तथा उपयुक्त हुनेखालका हुनुपर्छ । राष्ट्रिय र क्षेत्रीय संवेदनशीलता र विभिन्नताहरूलाई ख्याल गरिनुपर्छ । विभिन्न स्थानमा रहेका नेपाली श्रोता/दर्शकसंग फरक साँस्कृतिक पृष्ठभूमी, फरकफरक अनुभव तथा फरकखाले राजनीतिक तथा धार्मिक वातावरण छन् । राज्य पुरसंरचनाको संघारमा रहेको नेपाली वर्तमान अवस्थामा संघीय राज्य व्यवस्था र फरक राजनीतिक संरचना तथा तीनको उपयुक्त प्रतिनिधित्व हुने गरी कार्यक्रम निर्धारण गरिनुपर्छ । राष्ट्र भन्ने शब्दले भिन्न जनताका लागि भिन्नभिन्न चीजहरु भन्ने जनाउँछ । तसर्थ सामाजिक, साँस्कृतिक, वर्गीय, धार्मिक लगायतका विभिन्नताहरु समेतलाई ख्यालगरी कार्यक्रम संयोजनका लागि राजनीतिक, सामाजिक, आर्थिक, साँस्कृतिक, विकास तथा वातावरणीय आदिको प्रशारणमा विषयगत अनुपात र क्षेत्रगत हिसावले राष्ट्रिय, क्षेत्रीय, स्थानीय कार्यक्रम सामग्रीहरूको अनुपात पनि निर्धारण गरिनुपर्छ ।

### मनोरञ्जनात्मक तथा सांगीतिक कार्यक्रम:

मनोरञ्जनात्मक कार्यक्रमको परिभाषा आफैमा सहज छैन । मनोरञ्जनले व्यक्तिलाई तनाव तथा थकानबाट छुटकारा दिनु पर्छ । मनोरञ्जनको काम व्यक्तिलाई रोमाञ्चित तथा भावुक बनाउनु समेत हो । यस अर्थमा मनोरञ्जन कार्यक्रमले श्रोता/दर्शकलाई आनन्ददायी वातावरणमा हाम्रो समाज र विश्वमा धेरै कुराहरु छन् भन्ने सिकाउँछ । सार्वजनिक प्रशारण सेवाका लागि मनोरञ्जनात्मक कार्यक्रमको परिभाषा छुरो व्यापारिक प्रयोजनका लागि वस्तुकरण गरिएका व्यापारिक प्रशारणको मनोरञ्जनको परिभाषा भन्दा भिन्न हुनुपर्छ । यसको अर्थ सार्वजनिक प्रशारण संस्थाका लागि मनोरञ्जनको अर्थ ठट्टामाजाकमा सीमित हुनुहुँदैन । सार्वजनिक प्रशारणका लागि मनोरञ्जनात्मक कार्यक्रम पत्रकारिताकै एउटा अभिन्न पक्ष हो जसले सांस्कृतिक निःपक्षता, युक्तिसंगत (Fairness) तथा इमान्दारी लगायत पत्रकारिताका आधारभूत मान्यताको अपेक्षा गर्छ । सार्वजनिक प्रशारणमा प्रशारित मनोरञ्जनात्मक कार्यक्रमहरूले नेपालीपनलाई पूर्णरूपमा अङ्गाल्न सक्नुपर्छ, नेपाली समाजलाई प्रतिविम्बित गर्ने तथा विविधतालाई भल्काउने हुनुपर्छ । यसका लागि सबै जातजाति तथा क्षेत्र विशेषते अभ्यास गर्दै आएका साँस्कृतिक मनोरञ्जनात्मक गतिविधिहरु तथा नयाँ नयाँ प्रयोगहरूलाई समावेश गरिनुपर्छ । साँस्कृति भनेको विगतमा गरिएका कार्यहरूको चर्चापरिचर्चा मात्र होइन, यो मानवीय खोज र सिर्जना पनि हो । यसले एक आपसमा समानताको अनुभूति दिलाउँछ र साँस्कृति मान्छेको दिमागी सार्वभौमिकता समेत हो (Juneau, १९९७)। पहिचान र गरिमा संस्कृतिको महत्वपूर्ण पक्ष हो । बहुसाँस्कृतिक समाज नेपालमा हरेक जातिका लोक सांगीतिक परम्पारहरु छन् । तीनको सही प्रतिनिधित्व प्रशारणमा गराउन सक्नु पर्छ ।

नाटक तथा हास्यव्यंग्यात्मक कार्यक्रममा प्रस्तोतालाई अरु कार्यक्रममा भन्दा अलि बढी स्वतन्त्रता हुन्छ । तर यस्ता कार्यक्रम पनि छाडा हुनुहुदैन । यस्ता कार्यक्रमले कसैलाई हानि पुऱ्याउने, अपमान गर्ने लक्ष्य लिनु हुदैन । कसैको शारीरिक वा मानिसक अपाङ्गताका बारेमा ठट्टा गर्दा यसले मानिसको भावना र आत्मसम्मानमा चोट पुऱ्याउँछ र श्रोता/दर्शकले अपमान गरेको ठान्न सक्छ । वास्तविक घटनामा आधारित ठट्यौलीले त्यस घटनामा परेका वा त्यसबाट पीडित मानिसहरूमा चोट पुऱ्छ ।

जात, धर्म, उमेर, अपाङ्गता वा लिङ्गमा आधारित ठट्टाले मानिसलाई पीडा दिन्छ । कसैले आफ्नै समुदायका कमीकमजोरीका बारेमा ठट्टा गर्दा यसले खासै असर नपर्ना तर एउटा समुदायले अर्को समुदायको बारेमा त्यसो गर्दा गम्भीर असहमति निम्त्याउन सक्छ । धर्म र सँस्कृति आस्था र विश्वासका कुरा हुन, यिनमा तथ्य र तर्कको आधारमा निचोड निकालिनु उपयुक्त हुदैन । सार्वजनिक प्रशारण संस्थाले यस सम्बेदनशीलतालाई बुझ्नु जरुरी छ ।

सार्वजनिक प्रशारण संस्थाले सांगीतिक कार्यक्रम प्रशारण गर्दा गीतसंगीतको परिभाषा मनोरञ्जन मात्र हुनु हुदैन । गीतसंगीत भनेको शिक्षाको प्रभावकारी माध्यम तथा कलाको उत्कृष्ट संयोजन सहितको विज्ञान हो भन्ने कुरा उत्तिकै महत्वका साथ स्वीकार्नु पर्छ । सार्वजनिक प्रशारण संस्थाबाट प्रशारण गरिने सांगीतिक कार्यक्रमको उद्देश्य लोक सांगीतिक परम्पराहरूलाई सम्वर्द्धन तथा प्रवर्द्धन गर्नु र सांगीतिक विकासमा महत्वपूर्ण योगदान दिनु हुनुपर्छ ।

विगतमा रेडियो नेपाल र नेपाल टेलिभिजनले गरेको एउटा त्रुटि हो, लोक सांगीतिक परम्परालाई भाषाका रूपमा परिभाषित गर्नु । यी प्रशारण संस्थाहरूले नेपाली शब्द भएकालाई लोक गीत र अन्य भाषामा भएकालाई भाषाभाषीका गीत भनेर परिभाषित गरे । जसको परिणाम स्वरूप लोक गीतको परिभाषा भाकामा आधारित नभएर भाषामा बदलियो । यसखाले अभ्यासले साँस्कृतिक विभिन्नताले भरिपूर्ण नेपालको अथाह राष्ट्रिय साँस्कृतिक सम्बूद्धी निर्माण गरी प्रक्रिया नै अवरुद्ध हुन पुर्यो । यी अनुभवबाट सिकेर अघि बढ्न नेपाली सार्वजनिक प्रशारण संस्था तयार रहनुपर्छ ।

### सिर्जनशीलता तथा दक्षता:

सिर्जनशील तथा दक्ष जनशक्ति सार्वजनिक प्रशारणको पहिलो शर्त हो । तसर्थ कार्यक्रमहरूमा रचनात्मकता तथा स्तरीयता सार्वजनिक प्रशारणको पहिचान हो । नेपालमा अहिलेसम्म सार्वजनिक प्रशारण सेवा नभएकाले सिर्जनशीलताका लागि प्रसस्त नयाँ सम्भावनाहरू छन् । हालसम्म प्रशारणमा सामन्यतया पश्चिमा मुलुकहरूले विकास गरेका तथा पश्चिमा शैलीका कार्यक्रम ढाचाहरू मात्र पाइन्छन् । नेपाली सार्वजनिक प्रशारण संस्थाले पूर्वीय समाजका लागि उपयुक्त कार्यक्रमका ढाँचा विकास गर्न सक्छ । पूर्वीय समाज वास्तवमै मौखिक परम्परामा आधारित समाज हो । जसले गर्दा रेडियो तथा टेलिभिजनका लागि पूर्वीय समाजले परम्परादेखि अभ्यास गरेका प्रस्तुतिका रोचक ढाँचा तथा स्वरूपहरूलाई प्रशारणमा प्रयोगमा ल्याउने प्रसस्त अवसरहरू छन्, जसका लागि नेपाली सार्वजनिक प्रशारण संस्थाले खोज तथा अनुसन्धान र प्रयोगलाई निरन्तरता दिनुपर्छ ।

सार्वजनिक प्रशारण संस्थामा निरन्तर दक्ष जनशक्ति तयार पार्न क्षमता विकासका अवसर र प्रक्रियाहरू संस्थागत संरचनाको अभिन्न अंगका रूपमा समावेश गरिनुपर्छ । खोजमुलक पत्रकारितालाई अभ्यासमा ल्याइनुपर्छ । सार्वजनिक प्रशारण संस्थाले खोज पत्रकारितालाई विस्तृत तथ्यगत रिपोर्टिङमा मात्र सीमित नगरी नैतिक बहस (moral discourse) को स्वरूपमा समेत ग्रहण गर्नुपर्छ । सार्वजनिक प्रशारण संस्था नाफाका

लागि कार्य गर्ने नभएकाले पत्रकारिताका सबैखाले मापदण्डहरूलाई अभ्यासमा ल्याउने वातावरण निर्माण गरिनुपर्छ ।

### चित्रण, प्रतिनिधित्व र शब्दावली:

देशभित्र वसोवास गर्ने सबै जातजाति, भाषाभाषी, लिंग, अवस्था र वर्गका व्यक्तिहरूलाई सेवा प्रदान गर्नु सार्वजनक प्रशारणको दायित्व हो । महिला, बालबालिका, दलित, जनजाति, अपांगता, बुद्ध्यौली, असक्तता आदि सम्बन्धमा कार्यक्रम उत्पादन तथा प्रशारण गर्दा चित्रण, प्रतिनिधित्व, भाषा चयन र सहभागिताका बारेमा स्पष्ट नीति निर्धारण गर्नुपर्छ । उदाहरणका लागि संचार, संगीत, साहित्यहरूमा महिलाहरूलाई विम्ब वा प्रतीकका रूपमा प्रयोग गर्दा तुच्छ, तथा घृणित देखाउने गरिएको छ अथवा उनीहरूलाई यैन वस्तुको रूपमा मात्र चित्रित गर्ने गरिएको छ । वोक्सी, रण्डी, चोथाले, कचकचे, रुच्चे जस्ता विम्बहरू महिलाका लागि प्रयोग हुने गरेका छन् । अधिकाशं साहित्यमा पुरुषलाई प्रयोग हुने वोक्सो, रण्डो जस्ता विम्बहरूको प्रयोग पाइदैन । यस्तो खाले विभेदकारी चित्रणलाई प्रसारणमा स्थान दिनु हुदैन । समानुपातिक लैंगिक प्रतिनिधित्वका लागि सजगतापूर्वक कार्य गर्नु पर्छ । शब्द चयन अर्को महत्वपूर्ण पक्ष हो । महिलाहरूसंग प्रसारणमा कुराकानी गर्दा महिलाहरूको गरिमामा चेट पुर्याउने खालका कामुक भाषाको प्रयोग गर्नु हुदैन । महिलाहरूलाई निश्चित हैसियतवाट बच्चित गर्ने खालका शब्दहरूलाई प्रयोगमा ल्याउनु हुदैन ।

### वास्तविकता वा यथार्थता

सार्वजनिक प्रशारण संस्थाले प्रसारण गरेका कुरा सही हुनुपर्छ । सबै कार्यक्रमका लागि गहन अनुसन्धान गर्नुपर्छ । आफूले पाएका जानकारी सही हुन कि होइनन् भनेर जाँच तथा फेरि जाँच गर्न तयार हुनुपर्छ । सही कुरा पत्ता लगाउन गाहो हुनसक्छ । सही कुरा पत्ता लगाउनु भनेको तथ्य खोज्नु मात्र होइन, सान्दर्भिक तथ्य र सूचना मन्त्यन गरेर सत्य पत्ता लगाउनु समेत हो । विवादास्पद विषयमा सान्दर्भिक विचार र तथ्य दुवै कुराका बारेमा ध्यान दिनुपर्छ । विवादास्पद विषयमा कानूनी रूपले प्रमाणित हुने कुरालाई मात्र सही कुरा ठान्नुपर्छ ।

गम्भीर खालको तथ्यगत गल्ती भएको खण्डमा त्यसलाई स्पष्ट र खुलस्त ढंगले स्वीकार्न तयार हुनुपर्छ । गलत कुरा प्रसारण भएको खण्डमा निष्पक्षता तथा विश्वासनीयतामाथि प्रश्न आउँछ । गलती भइहालेमा त्यसलाई बेलैमा सच्याएका खण्डमा संस्थाको साख कायम रहन्छ ।

### गोपनीयता

सार्वजनिक प्रशारणले व्यक्तिको गोपनीयताको अधिकारको सम्मान गर्नुपर्छ । सार्वजनिक चासोका विषय भएका अवस्थामा बाहेक अरु बेलामा व्यक्तिगत सम्बन्ध, चिठीपत्र र कुराकानी सार्वजनिक गर्नुहुदैन ।

### रुचि र शिष्टता

प्रशारणमा सामान्य शिष्टाचार पालना गर्नुपर्छ । अपराध गर्न प्रेरित गर्ने वा शान्ति सुव्यवस्थामा खलल पार्ने र आम मानिसको भावनामा चोट पुर्याउने खालका सामग्री प्रसारण गर्नु हुदैन । आफ्ना श्रोता/दर्शक विविध खालका छन् भन्ने कुरामा ध्यान पुर्याउनुपर्छ । भिन्न लिङ्गका, भिन्न पेशाका, भिन्न उमेरका, भिन्न विचारधारा र सँस्कृति भएका मानिसहरूका रुचि विल्कुलै फरक हुनसक्छन् ।

## नक्कल र असामाजिक व्यवहार

मानिसले प्रशारणमा सुनेका वा देखेका कुराको नक्कल गर्न सक्छन्। त्यसैले ज्यान जोखिममा पार्ने, असामाजिक र आपराधिक व्यवहारका बारेमा सुनेर श्रोता/दर्शकले त्यसको नक्कल नगरून भन्ने कुरामा प्रशारकले ध्यान दिनुपर्छ। अपराध र तोडफोड, आत्महत्या, लागू पदार्थ, चुरोट रक्सी आदि विषयमा कार्यक्रम प्रशारण गर्दा सावधानी लिनुपर्छ।

## स्वार्थ बाभिनु

कुन जानकारी प्रसारण गर्ने वा नगर्ने, कुन कार्यक्रम प्रसार गर्ने वा नगर्ने भन्ने कुरा विशुद्ध सम्पादकीय विवेकमा भर पर्छ, अन्य कुनै पनि किसिमका स्वार्थबाट प्रेरित हुनहुँदैन भन्ने कुरामा श्रोता/दर्शकलाई विश्वस्त बनाउन निश्चित अनुशासनहरू निर्धारण गरिनुपर्छ। जसका लागि प्रशारण संस्थाको स्वार्थसंग बाभिने खालका गतिविधि पहिचान गरी तिनका लागि स्पष्ट कार्य पद्धति निर्माण गरिनुपर्छ। यसका लागि उपभोक्त र जीवनशैली सम्बन्धी कार्यक्रम, समाचार र समसामयिक विषयका कार्यक्रम, सार्वजनिक प्रशारकहरूको राजनीतिक, व्यापारिक र आर्थिक सम्लग्नता आदिका बारेमा स्पष्ट नीति बनाइनु पर्छ।

## दुःख र पिडामा परेका व्यक्तिको रिपोर्टिङ

दुर्घटना र प्राकृतिक प्रकोपका बारेमा रिपोर्टिङ गर्दा, मानसिक पीडाको प्रस्तुति, घाइते वा पीडामा परेका मानिसहरूसँग कुराकानी गर्दा, मरेका वा हराएका मानिस, अन्तिम संस्कार, पुराना घटनाको संस्मरण आदि विषयमा कार्यक्रम बनाउँदा पीडित वा उनीहरुका आफन्तमाथि अनावश्यक पीडा थपिने कुरामा सावधानी सहित प्रशारण मापदण्ड तयार पारिनुपर्छ।

## अन्य महत्वपूर्ण पक्षहरू

अपराध, बाल र अन्य खालका यौन दुराचारी, अपराधीसँगको व्यवहार, उनीहरूसंग गरिने कुराकानी, अपराधीका परिवारलाई हेनै दृष्टिकोण, साक्षीसँगको व्यवहार, प्रहरीसँगको सम्बन्ध, बन्धक, अपहरण जुलुस-सभा, स्रोतको गोपनीयता, निर्वाचन तथा मतसर्वेक्षण कभरेज, आतंक र राष्ट्रिय सुरक्षा जस्ता संवेदनशील विषयवस्तुका बारेमा सार्वजनिक प्रशारकको कार्य, भुमिका तथा दायित्वलाई स्पष्ट रूपमा निर्धारण गरिनुपर्छ।

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## **Annex-3 (B)**

# **A Presentation on Policy Guidelines for PSB in Nepal**

Hotel View Bhrikuti, Godavari  
April 29, 2011

Freedom Forum  
Thapathali, Kathmandu

# Freedom of Opinion & Expression

*“Everyone has the right to freedom of opinion and expression; this right includes freedom to hold opinions without interference and to seek, receive and impart information and ideas through any media and regardless of frontiers.”*

- **UDHR -1948- Article 19**
- **ICCPR -1966- Article 19**
- **Article 12 of Nepal’s Interim Constitution** (Every citizen shall have the freedom of opinion and expression)
- **Article 15 Right Regarding Publication, Broadcasting and Press**
- **Article 27** *“Every citizen shall have the right to demand or obtain information on any matters of his/her own or of public importance.”*

# **National Policy Background**

- **National Communication Policy-2049 (1993)**
  - Article 4.1.3 (Transformation of RNE as an autonomous organization)
  - Article 4.1.4 (Transformation of NTV as an independent entity, its nationwide coverage along with infrastructural development.)
- **National Broadcasting Act-1993, Regulation-1995**
  - No independent regulatory mechanism
  - Open up avenues for private sector but state-owned not governed
  - No clarity on PS, private and community

- **Long Term Communication Policy-2002 (2059 BS)**
  - Effective operation and transformation of RNE and NTV as a Public Service through the establishment of national broadcasting authority (regulatory body)
- The crux of the **tenth five-year development plan (2002-07)** with regard to PSB is also the establishment of broadcasting authority as an autonomous regulatory body.
- **The High Level Commission for Media Recommendation-2063 BS** headed by Radheshyam Adhikari recommended the establishment of national broadcasting authority for the management of broadcasters

- **The High Level Taskforce-2064 led by Badri Bahadur Karki submitted Draft Bill to the Prime Minister for the transformation of RNE and NTV into PS.**
- **AFC on Freedom of Expression in Nepal (2007)**
  - The existing state broadcasters —Nepal Television and Radio Nepal — should be transformed into independent public service broadcasters. The new public service broadcasters should have clear mandates set out in law, including to provide public interest broadcasting that serves the needs of all sectors of Nepali society.
  - Broadcast regulation should not be overseen by a government ministry but should be put in the hands of an independent regulatory body which should benefit from structural protection against political, commercial and other interference.

# International Policy on PSB

## 11-point Prague Resolution (December 1994) adopted by the Council of Europe)

- Supports the values underlying political, social and legal structures of democratic societies
- Respects for human rights, culture and political pluralism
- Importance for democratic societies; essential factor of pluralistic communication
- A factor for social cohesion and integration
- Reject any forms of discrimination
- Forum for public discussion
- Impartial and independent news and information
- High ethical and quality standard programming
- Program schedule and services to a wide public

## **7-Point Resolution of European Parliament (of European Union), 2004**

- adopt a new major policy document on PSB, taking stock of developments since the Prague conference and defining standards and mechanisms of accountability...
- mobilise relevant structures of the Council of Europe to ensure proper and transparent monitoring, assistance and, where necessary, pressure, so that member states undertake the appropriate legislative, political and practical measures in support of PSB
- consider specific measures to ensure that a legislation in this area in line with European standards is adopted in Azerbaijan, Georgia, the Russian Federation and Ukraine

- ensure close co-operation with other international organizations in maintaining its standards regarding FoE
- continue to press for audiovisual services to be regarded as more than simply a commodity in the negotiations of the World Trade Organization (WTO) and the General Agreement on Trade in Services (GATS)
- endeavour to ensure that the World Summit on the Information Society gives proper recognition to PSB as an imp. element in developing the information society and easing shock of the rapid changes this development will involve
- call on the governments of member states to a. reaffirm their commitment to maintaining a strong and vibrant independent PBS and define an appropriate legal, institutional and financial framework for the functioning of PBS

## **IFJ 11-point Declaration, 2003 (Journalists' unions and associations from 13 Asian countries on December 1-3, 2003)**

- develop national action plans to promote public service broadcasting in that country
- work with civil society, political forces and other interested groups to promote public support for the structures and values of PSB
- examine ways of building and strengthening independent trade unions in public service media
- examine ways of assisting journalists and other program makers in taking initiatives to establish editorial statutes and to draft their own ethical guidelines

- work with affiliates to consider campaigning action, including legal action, where laws and regulations are not properly enforced or where they undermine constitutional or legal obligations for a free media
- work with affiliates to eliminate all forms of corruption in the media such as bribes, gifts and “envelopes” which undermine the integrity and independence of journalism
- support and defend our colleagues who take action to defend editorial independence, the principles of PSB and trade union rights.
- ensure appropriate steps are taken to address issues of increased media concentration and ownership which undermine the development of a pluralistic media landscape.
- encourage private media to promote editorial independence and diversity of opinion in line with core public service values.

## **ARTICLE 19 (An international Civil Society Organization with expertise in PSB)**

- Universality (entire population in terms of geography, language and technology)
- Diversity (broad program range)
- Independence from State and Commercial Interests (programming decision)
- Impartiality of programs (independence)
- Concern for national identity and culture (National identity, belonging and participation)
- Financed directly by people

# **5-Point Bangkok Declaration (adopted by the 1<sup>st</sup> Conference of the Ministers on Information & Broadcasting in the Asia-Pacific region held in Bangkok on May 27-28, 2003)**

## **Recommendation 3 Public Service Broadcasting**

- Promote and develop education, including community education, spread of information, empowerment and people's participation in society and development addressing all groups of society;
- Create programs which carry credibility with pluralistic groups and which promote cultural diversity and bring positive effects of globalization to all communities;

- Create rich and quality content for all, and in particular by and for women, youth and children
- Initiate public debate and common ground talks between policy-makers, academics and media professionals to counter negative effects of violence in media. Broadcasters can promote the culture of dialogue among civilizations with the view to promote understanding and peace;
- Exploit new technologies to expand coverage and accessibility to information and healthy entertainment;
- Promote protection of copyrights of content by coming out strongly against piracy and unauthorized use of content.

# Media Development Indicators (MDI)/UNESCO

- **Goals legally defined and guaranteed** (guarantees on editorial independence , publicly accountable)
- **Operations - no discrimination in any field** (clear rules against discrimination)
- **Governance system – transparent and independent** (Overseen by independent governance body; autonomy guaranteed, appointments open, transparent and free from direct government control)
- **Engagement with public and CSOs** (Proven commitment to consultation and engagement, complaint system, public involvement in appointment)

# Intervention

## Legal/Policy:

- Formulation of new broadcasting laws and policy (PSB Act with clear definition, purpose, goals, directive principles, scope of work, editorial guidelines, funding, accountability mechanism etc)
- Independent regulatory mechanism (NBA)
- Crystal clear policy arrangement on classification of Broadcasters (public, commercial and community)
- A system of regulation conducive to freedom of expression, pluralism, diversity and editorial independence

- Incorporation in the government's policy, plan and program
- Reform/Replacement National Broadcasting Act and Regulation
- Independent Authority Act
- Community and Small Broadcasters Regulation
- Editorial independence (discuss with people), legal arrangement to ensure editorial professionalism, creativity
- Pluralism (multi-faceted identity)

## **Issues on Policy (For Discussion)**

- Independent Regulatory Authority and Public Service Broadcasting Authority (Under one Act or Separate?)
- How we can define: Public Service, Private and Community. National Broadcasting Act – Amendment or Annulment?
- What is the need? 3 Acts/4 Acts or Single Act enough
- PSB-only transformation of RNE and NTV or more (single institution or a wide network and many institutions or channels

- For PSB (Free Tax, Frequencies, Communication Highway Technological Platforms: Cable, DTH, Satellite, VHF, UHF, Digital, Online, Tower, other broadcasters and transmitters
- Constitutional guarantee of PSB with clear definition and provision of protection; ensure as fundamental rights
- Government – policy, law and program
- Institutional – editorial, management, financial, accountability, response and complaints guidelines

- Clear Language Policy (All Languages, 0.5 % or 1 % population target)
- Culture and Religion Policy, Healthy entertainment
- Accountability for financial details (public discussion need? Parliament or another council?)
- Policy Representation in Council and appointment process– direct Civil Society Organizations, through parliament, govt. head of the state
- Allocation of preferential frequencies. How?
- Advertisement Policy (Content and Quantity)
- Transitional Plan for Transformation

# PSB Fundamental Directive Principles

- A symbol of public welfare autonomous institution and not-for-profit motive
- Fully autonomous in the fixation, selection, conduction of its programs and administrative affairs
- Accessible to the reach of all Nepalis from all parts of the country
- Operation of all broadcastings on innovative broadcasting system

- Editorial honesty and respect
- Aware of fair, broad and balanced dissemination
- Cultural diversity
- Space to all ethnic and minorities' communities
- Separate service for ethnic and minorities
- Maintain balance between the programmes on the interest of particular community and of broader public interest
- Priority to information about government/parliament's decisions, policies and decisions to the people
- Production of programme suitable to specific geographic region.

- Preference to the system which reaches the information, message, news and announcements of public importance to people
- Attentive to presenting educational programmes beneficial to school children
- Policy of producing programme from the local level to the possible extent
- Inclusion of ideological differences to Promotion of programme production within the country
- Hold serious discussions on contemporary issues and on the issues of national importance
- Attaining at least 20 percent of the total amount from the private sector producers of the programmes

Thank You!

### Annex-3 (C)

#### Public Service Broadcasting

##### Background

##### Tapa Nath Shukla

When broadcasting - that is Radio -was invented in the 1920's, many leaders of our societies were marveled at its promises and at what this extraordinary instrument could do for the culture, education and information of the people. Today, the rhetoric often remains, and it now includes television, but the will to make proper use of these technologies has weakened. Policy makers in all countries have allowed Radio and Television to often become trivial and shallow and more of a marketing vehicle. Having started in North America, this development has spread quickly to Europe and rest of the world..Developing countries, despite their obvious need for a kind of broadcasting that pays attention to the cultural, social, educational and economic needs of people is spared.

In developing countries, as elsewhere in the world, television viewers are naturally entitled to some entertainment from the small screen, the role that can be played by comedy or drama in expressing culture and identity, together with people's hopes and sorrows, is well known. Never the less, should we not be concerned about the probability that such extraordinary instrument of communication might be completely dominated by industries catering to audiences not as citizens but as mere consumers to be delivered to the business of advertising?

The communication landscape has undergone obvious changes and change will continue. More and more television services are becoming available. In the liberal democracies, governments and regulatory bodies find they have little room to maneuver. They are faced with a host of Socio-economic pressures in favour of a great number of television channels, demands from audience for access to the wonders of new technologies, competitive pressure from neighboring countries that have been faster off the mark with new services; pressure as well from business interests that want to develop these new services and from advertisers who are always on the look out for new ways of delivering their messages.

All these social pressures are making their effect felt. The multichannel television universe is made possible in part by many technological developments - Hertzian waves, co-axial cable, fiber optics, satellites, digitalization and compression of signals. The increase in the number of channels will inevitably lead to even greater competition among broadcasters for the attention of viewers.

As years went by, the development of broadcasting in many countries was driven by the logic of advertising business and the entertainment industry. In the rating game that rigorously controls that industry, success and failure are measured by TRP.

In a strictly commercial, competitive system, program with lower rating are out. What remains, entertainment formulas with a proven ability to draw large audiences.

Therefore, when one looks at the nature of television, it is normal to wonder whether these media can really serve development in developing countries. People in government and policy -making level, have to deal with very concrete issues of society

like unemployment, poverty, education, health, sanitation, violence etc., do not put broadcasting at the top of public priorities.

However, the consequence of this chain of circumstances is that developing countries may not benefit from media systems dedicated to the imparting of knowledge to the understanding of the problem of their society and of their futures. Very often, through a sort of dumping process, they are more likely to inherit by - products of 'fun -industry' .

Why not use the media much more imaginatively so that, in developing countries, they can help people to understand the problem and possibilities of their own societies?

The basic issue therefore whether broadcasting will be considered mainly as an industry turning out of commercial "Product" and associated totally with marketing or will it be first of all an institution to permit access to culture, knowledge and enlightened entertainment for all the people? In other words, should broadcasting be assimilated to education and other public services or strictly to business?

### **Why Public Broadcasting?**

Technological developments, and the so-called information highway, will allow the creation of a much larger number of audio-visual channels-call them pay-television, pay-per-view or interactive television. One unfortunate result will be greater competition and aggressive commercialization. Currently, there is a great deal of concern about violence and nudity in films and television. There is a chance that in a more commercially competitive context there will be more of this, not less.

Countries will need to insist more on the positive that is on a type of radio and television that is based on the idea of Public Service. Marketing is fine. We need more trade, more economic activity. But we also need more and better education, more training, more enlightenment, more understanding of what our world is all about. We need it to the public at large because in a democracy it is the public at large that is entitled, and fortunately sometimes empowered, to participate in our basic political decisions.

In a UNESCO/ AMIC publication on Public Service broadcasting (2005) Dr. Abdul Waheed Khan, Assistant Director General of communication and information, UNESCO, pointed out that :

Public Service broadcasting is an essential instrument to ensure plurality, social inclusion and to strengthen the civil society. In the sense, the mission of PSB lies in the heart of sustainable development because it empowers people to take informed decisions vital to their own development (page 6)

In the Thailand's newspaper "NATION" dated 30th Jan. 2004 Journalist Kamol Suki quoted Dr. Somkiat Tangkitwanich of the Thailand Development Research institute:

Public Broadcasting media would provide viewers with different type of programmes, more diverse content, natural presentation and access to those individuals who are currently ignored by mainstream commercial media. Its would also help develop democracy and encourage a climate where more attention is paid to programme quality rather than audience numbers.

The history of broadcasting everywhere up to and including the present has shown that only through sustained public policy action can the medium begin to fulfill its potential. Historically, a combination of public pressure, enlightened self-interest and a favourable socio-economic moment led government in a number of countries to create public broadcasting institution, placing them at arms-length from politics and sheltering them from the effects of commerce. Independence from politics and autonomy from the market have become the leading criteria for the definition of public space.

Private broadcasting, it may be argued, can also fulfill public service goals. However, it is unlikely that it would bother to try, if it were not pushed in that direction by the competition and example of public broadcaster. All broadcasting, to be successful, must be programme-driven. But public broadcasting is policy-motivated while private broadcasting is profit-motivated. Public broadcasting is broadcasting with a purpose to enhance the quality of public life, empowering individuals and social groups to participate more fully and equitably. Profit -motivated broadcasting is only interested in large audience. Policy -motivated broadcasting is interested in reaching the largest possible audience, spread over in different geographical regions, most effectively, in light of the specific objective of the programme concerned. It also points to the need to conceptualize broadcasting as an ecological environment, requiring a healthy diet of balanced offerings as well as nurturing and protection.

### **Defining Public Service Broadcasting**

There are many ways to define a concept and process. Clarifying the very nature of the public service broadcasting is one way. Others involve defining the principles that guide this model and the objectives for its existence.

#### **What it is:**

1. A Public service broadcasting model is a separate dedicated network that offers quality programmes of information, education and entertainment of a high technical standard with proper balance and a range of topics. It can maintain a generalist terrestrial channel to maintain its relationship with the audience and perform a cultural and social role. It can be complemented by " free to air" specialized channels and community broadcasting stations providing thematic services relevant to minority and social groups.
2. It serves the entire population of the country or region, providing universal access to its services, with its signal seeking to reach all corners of the country and being accessible to all members of the public.
3. PSB is owned, paid for and controlled by the public.
4. It is more than a media production centre that produces quality programming for its own use or to offer content to other media stations.
5. Public service broadcasting must adapt readily to changes in science and technology. It should exploit the use of all significant digital platforms and offer its consumers an online " personalized public service"
6. UNESCO Provide a universal definition of public service broadcasting as follows (UNESCO, 2005):

*Public service broadcasting is defined, as a meeting place where all citizens are welcomed and considered equals. It is an information and education tool,*

*accessible for all and meant for all, whatever their social and economic status. Its mandate is not restricted to information and cultural development-public service broadcasting must also appeal to imagination, and entertain. But it does so with a concern of quality that distinguishes it from commercial broadcasting (p.5)*

### **What it is not:**

1. It should not offer a transactional relationship with the public it serves. If the viewers pay a license fee in order to sustain public service broadcasting, they expect more than just quality programmes. They would want a more meaningful engagement not only as audiences but also as citizens, as members of communities and as individuals.
2. PSB does not cater to a capital-centric or city-centric viewership. Doing so will alienate those further away from the capital or city. It should, instead deliver products and services to all citizens regardless of where they live. This will strengthen PSB's capability to articulate the realities of the communities even those far from the capital or city.
3. It does not refer to the state-controlled broadcasting model that serves the interest of those who hold political power.
4. It is not the private broadcast model whose primary goal is to pursue commercial interests and maximize profits.

### **Objectives of Public Service Broadcasting**

1. PSBs should reinforce social cohesion in a diverse society and strengthen the bond within the community and with other groups of different cultures and alternative viewpoints. It should serve and reflect the cultural development and linguistic requirements of its population, respecting the demands of pluralism and social justice in respective societies.
2. PBSs must discourage hate-preaching, distortion of national characters, xenophobia, racism, casteism, and exploitation of the poor and marginalized.
3. In the developing countries, the focus of PSB has to be on primary education, literacy, basic health measures, etc, all clearly aimed at the disadvantaged sections of the population. The task of PSBs in developing countries is, therefore, not only far more important it is also more difficult and onerous.
4. PSBs should strive to uphold, collectively and individually, the system of multi-party, participatory democracy. Wherein the right of all sections of each national society, especially the right to freedom of expression and dissent and the principle of gender equality, are fully respected.
5. PSBs should promote digital inclusion by offering their content through the internet and other interactive media to attract users to them, pursuing cultural and linguistic diversity in the on-line environment, as well as digital media literacy.
6. PSBs should develop and stimulate innovation, imagination and creativity in supporting knowledge building content in the areas of art, culture, history, religion, and in leisure and lifestyle. This can serve as a potent force to support

the growth of these qualities in all walks of life and across the span of the economic, social and civic life of all citizens.

7. PSBs should support the formation and training of audiences to address media literacy gaps and enable them to participate actively in enhancing its content and format, as well as its management and operations.
8. PSBs should contribute to an informed democracy by ensuring that their viewers are aware of and understand current events, as well as past, present, and future issues that are of direct concern to them.
9. PSBs should promote the media's function as the foremost school of good citizenship, where people do not feel alienated because of social disadvantage or racial discrimination. "In the context of contemporary multi-cultural societies, the citizenship perspective requires a focus equally on commonality-on people as participants in the political, social and cultural communities-and on plurality-on the irreducible complexity of such societies, and the need to allow both the expression of different identities and dialogue and interaction between them " (Born & Prossner, 2001, p.671)
10. PSB has the duty to promote citizenship and civil society by providing accurate and balance reporting of news and current affairs and offering space for healthy debates of a wide range of issues, with the participation of groups and individuals with varied persuasions, regardless of sex, race and religion.
11. PSB contributes to the economy through its own investments in such things as content production and the promotion of knowledge and creativity. It should invest in skills-upgrading so that journalists, as well as its technical, engineering and production staff become world-class, contributing to enhancing creativity and in exporting quality shows.
12. The basic role of PSB is to provide an inclusive platform for a public sphere in which representative pluralism is reflected and nourished. The editorial purpose of the PSB should consistently show the ability to become the voice in the society, guaranteeing equal access for wide range of opinions by bringing together common conversation that shape the public will, and in particular should become a trendsetter in taking vital socio-political issues for discussions. To perform this function, the public broadcaster should be accountable to the society under a regime of free expression and be free of political and economic pressures.
13. PSB should not simply be an onlooker of events and issues but a vital force in promoting social progress, living up to its "responsibility in the areas such as upholding justice, maintaining peace and stability, promoting prosperity, protecting the environment, safeguarding against financial crisis and fighting terrorism": ( LO Xiao Ping, second East Asia Congress)
14. Public Service broadcasting should serve as a counterweight to globalization and concentration of media markets, and as platform to help develop forms of international cooperation.

15. Public service Broadcasters are encouraged to:

- Be impartial and independent.
- Provide a forum for public dialogue, knowledge sharing and deeper understanding.
- Develop pluralistic programme structures of interest to all groups of society.
- Reflect different cultures, traditional customs and religions to promote understanding and tolerance.
- Caters for the programmes normally not provided by commercial stations and create a good relation with the public.
- Maintain credibility of information and diversity of views, protect social and national values and draw the attention of policy makers to the facts and increase their awareness.
- Provide a forum for an on-going national and international dialogue among different groups of society and among civilization and with the intention of forging close linkages among nations.

### **Transition from State-Broadcasting to PSB**

In many countries freedom of expression is guaranteed by constitution and there is free press, multiple channels with news and current affairs. Why should there be a PSB in such countries? Why not allow the state-broadcaster to continue as they are? To answer these questions, we need to ask others. Are the commercial channels serving all communities? Do they touch all issues? How can we insure that the interest of the public is served by commercial broadcasters beside their own economic interest? Moreover, will the state broadcasters be able to retain audience since they are losing credibility? How will the expenses on the state broadcasters through public funding be defended if they do not serve any purpose for the public?

By linking the idea of Public Service broadcasting to the notion of citizenship, it is necessary to guarantee its delinking from both the political authority of the state and the economic arbitrage of the market.

Some steps should be pursued to establish a solid legislation to convert state broadcasting into PSB:

1. Different sections of society and interest groups should be duly represented in the governing bodies of PSB organization..
2. The status of PSB body should be autonomous, Members of body should be appointed by the parliament. The said body will appoint "Executive Director"
3. PSB should be only accountable to parliament in terms of planning and budgeting.
4. PSB should be adequately funded by a means that protects such broadcaster from arbitrary interference and control.
5. Direct public grant from state budget for PSB Should be adequate.

6. The independence of the governing bodies and/or management of public broadcaster should be guaranteed by law. Law should also guarantee the principle of editorial independence and professional leadership.
7. Employees of state broadcasting organizations must be enabled to make a smooth transition to public broadcasting through legal measures and facilitated by reorientation and retraining to change their mindset.
8. Independent mechanism should be established for responding to complaints about violations of broadcasting freedom.

### **Principles to Guide Transition**

1. When broadcasting organizations move towards PBSs, policy maker should be requested to create as many rules and regulations as necessary to create checks and balances. Trust in the relationship between the state and broadcaster is the most crucial.
2. Transition to PSB must be felt. The audience must get the impression that the times have changed and that the broadcaster has more independence in editorial policies. The style of production, interviews, presentation etc should be changed.
3. All those involved should promote the transition. Collective cooperation and collaboration is critical for an effective transition.
4. The terms and conditions for the transition should be made clear. They should be respected and all those to be affected will be treated and / or compensated fairly.
5. The transition should be conducted with efficiency, consistency and transparency.
6. The transition should not stop existing operations, but should be implemented in phases.

## **Transition of NTV in PSB**

As one of the latest technology of mass communications, television came into being in 1939, but Nepal had to wait for more than 40 years before entering the age of television.

Initially, the objectives of Nepal Television were to promote national unity, preserve national heritage and culture, and to serve national interests through programmes on education, religion and culture.

If we analyze the distinct feature of launching television in Nepal in the regional context, we see that Nepal TV in its infantile stage had to compete with the already mature neighboring channels. For this reason, development of TV in Nepal was rather speedy. NTV went straightway to color when it was launched and the expansion process was initiated within the first year. Within a decade, it had installed 10 relay stations and a regional production center. By the year 2001, it went satellite. From its outset, NTV tried to reach every nook and corner of the country and diversified its programme to meet the needs of every citizen.

In spite of its efforts to be Public broadcaster, Nepal Television has always been criticized not because of its programming but because of its management structure and ownership NTV is a government-owned corporation and the top management i.e. Governing Board is appointed by the political party in government. It is obvious that the board is responsible to the appointee. The other problem of NTV is its financing. Government has always allocated funds to develop infrastructure but at the sometime insisted to meet its operating expenses. Looking at the programming pattern of NTV these days we cannot find any distinction between the programmes of NTV and the programmes of any other commercial channel except for News and views which is government centric.

After the people's revolution -2, a strong need has been felt to democratize state-broadcasting by giving it more editorial independence and putting it under the Parliament. Debate is still going on that Nepal Television and Radio Nepal should be protected by an Act of Parliament guaranteeing their independence and appropriate government funding.

Going back to administrative structure and financing, here are some models that can be adopted:

### **Administrative Structure:-**

- Chairperson and members of the board of BBC are appointed by the Prime Minister, Board appoints CEO, who manage the operation and is accountable to the Board.
- Radio Television Italiana (RAI) is governed by a 9 member administrative council. 7 are elected by parliamentary committee and remaining 2 (one of them President) is nominated by the government. The council appoints DG.
- Australia and Canada have also similar type of administrative structure.

### **Financing:-**

License fees have been the historical form of financing. In principle, this creates a direct relationship between the broadcaster and its public - the audience. NHK and BBC is funded by license fee.

In Canada and Australia, public broadcaster is financed out of state's general funds.

Since last few years, many public TV broadcasters have opened up to advertising to a limited level.

A French senate report points out that to the younger generation, the absence of advertising would seem suspicious, "A sign of something elitist, therefore, boring". The report considers that advertisement used in 'moderation' prevents public networks from cutting themselves off from the rest of audio-visual landscape.

Therefore, public broadcaster should generate some funds from advertising but advertising should not be a dominant concern to change the nature of programming.

License fee has already been tried in Nepal, which was a complete failure. The other option, therefore, is to provide partial government funding which should be adequate. PSB should be allowed to generate fund by advertising and sponsorship. The ratio of government funding and advertising revenue should be 50/50.

Government must take following into consideration

- Financing must be substantial so that PSB can be a counterweight to commercial services and not be confined to marginal role.
- Financing must be predictable, its stability and multiyear character must be assured.
- Financing must be growing according to broadcaster's costs.

### **Conclusion**

Despite the existence of various models, broadcasters in the Asia-Pacific Region have felt the need to adopt an Asia-Pacific approach to PSB. This model would be founded on the specific context of the region, its rich cultural and linguistic diversity and socio-political realities. There is no universal recipe for PSB and hence the need to adopt an approach best suited to the country. This can exist as an effective alternative to state as well as commercial broadcasting and will also complement the existing state and commercial players. In this context, the foregoing observations will help in formulating and adopting a PSB model in this time of hyper commercialization, technological proliferation and media convergence.

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## **Annex-4**

### **Interaction on 'Public Service Broadcasting in Nepal: Challenges and Opportunities' Radio Nepal**

**April 10, 2011**

In a context of the country being changed in its entire administrative setup and growing need of more and more democratic media to enable entire population's access to right to information by creating pressure on the concerned bodies including the political leadership, and especially finding possibility in the Radio Nepal to adopt Public Service Broadcasting at present, the Freedom Forum and FNJ Chapter of Radio Nepal jointly organized an interaction on 'Public Service Broadcasting in Nepal: Challenges and Opportunities' in the Radio Nepal Conference Hall on April 10, 2010.

The programme was begun with slogan: Radio Nepal Goes to PSB.

On the occasion, Freedom Forum Chairman Taranath Dahal presented a working paper on 'Current Status, Feasibility and the Way Ahead of Public Service Broadcasting in Nepal.'

Presenting the working paper, Chairman Dahal made it clear that the interaction was organized to discuss how Radio Nepal, Nepal Television and other broadcasters could be transformed into the PSB.

Chairman Dahal further said though the constitution of Nepal 1990 had made a stride on the freedom of expression, the PSB was yet to be adopted in the country. Similarly, following the people's movement 1990 and especially after 2005, there has been media spurt in the country. However, there are a lot of things to do in this sector.

Regarding the PSB, he said the PSB is such sort of media that is made, run and controlled by the people. There is no interference from the government nor from the industrialists. People who use the PSB are themselves the governing body. Similarly, other features of PSB are inclusiveness, diversity and ubiquity. If any media runs as per the PSB model, it must reach to all people in the country irrespective of diverse communities and classes, Mr Dahal said, stressing that as the Radio Nepal has maximum possibilities for these, it could be transformed as per the PSB model. PSB is the included in the media indicator prepared by the UNESCO, he informed the participants at the interaction.

In light with the country undergoing transformation, there is growing need of media on PSB model as it includes all castes and communities and united people across the country, he opined. The PSB ensures everyone's right to information. The wide coverage of Radio Nepal (Radio Nepal has 86 percent coverage in country) and its inclusive nature on its news and programmes of diverse taste are positive and contributive factor to transform itself to the PSB model, he reiterated. Therefore, the Radio Nepal should not be controlled by the government but by the people. The manpower here should change their mindset to change the Radio Nepal into the PSB model. The willpower of the employees and management in Radio Nepal could be another driving force for making it the PSB media, he suggested.

Mr Dahal further suggested that there should be a national broadcasting authority, a regulatory body, political will, and amendment of national broadcasting act for easy adoption of the PSB.

Similarly, Engineer in the Radio Nepal, Mr Shree Bhadra Wagle presented a working paper on 'Transforming Radio Nepal to PSB: Opportunities and Challenges'.

Engineer Wagle said Radio Nepal is taking initiatives for going it PSB with the collaboration of JICA. The JICA has been providing fund to Radio Nepal through the Media for Peace Project.

Stating that Radio Nepal is a democracy fighter, Mr Wagle said there was only radio in Nepal that is Radio Nepal till 2054 BS. Radio Nepal is very diverse including all sections of Nepali society, he said, adding that it has 86 percent coverage in the country.

About the financial status, he said the main sources of income to the Radio Nepal are government, foreign donors and commercial sector. However, it is almost like government funded. The Radio Nepal has the properties of about 1.60 billion. It has 474 permanent staffs. Moreover, Radio Nepal makes the annual budget of 220-250 million.

For the transformation of Radio Nepal, the implementation of the reports of Radhe Shyam Adhikari, and Badri Bahadur Karki would be very fruitful, he suggested.

Political instability was the main challenge for Radio Nepal going PSB, he concluded.

Similarly, Chief Information Commissioner Binay Kasajoo said although Radio Nepal has a lot of similarities to a PSB media, the elements to hinder going PSB are lack of political commitment, economic support, varieties of listeners (fragmented audience) and lack of regulatory body.

Another speaker, Executive Director of the Radio Nepal, Tapanath Shukla expressed worries over government's apathy to prioritizing the broadcasting. He also said the lack of political willpower was major hindrance for adopting PSB model. Mr Shukla stressed that all employees in Radio Nepal must change their mindset for this feat.

Assistant Spokesperson of the Supreme Court, Mr Hemanta Rawal also stressed that capacity building of the Radio workers for the professionalism and new venture.

Another speaker Kiran Aryal suggested that the National Broadcasting Act should be amended for Radio Nepal to adopt PSB model.

Chairman of Employees Union in Radio Nepal, Shyam Rai stressed the need of making a separate policy for Radio Nepal which guarantees the continuity of the employees in the new venture. For this the management needs to train the employees, he added.

Likewise, Chairman of NEFEJ Laxman Bhandari suggested that the Radio Nepal could expand its service through the FM with short waves. He stressed that Radio Nepal needs to know itself.

Another speaker and senior journalist Mr Hari Binod Adhikari said the Radio Nepal suggested Radio Nepal giving up the 'being royal than king nature.'

Former executive director of Radio Nepal Ram Sharan Karki claimed that Radio Nepal's aura of charm has not been decreased at all. If the report of Badri Bahadur Karki on government media gets implemented, the status of Radio Nepal would be thriven, he argued. The Radio Nepal should be proud enough of its being 63 year old, he said, expecting that once Radio Nepal goes to PSB, there will be a lot of national and international support. So, human resource in Radio Nepal should be capable, he suggested. Radio Nepal could extend its reach to the grassroots people if it collaborated with community radio and television, he added. Similarly, Radio Nepal can have complementary relations with the private media in order suit to the present context, he said, adding, the passion and patience are the key tools for Radio Nepal going PSB. The case of Mongolia and Serbia are very good examples for Radio Nepal to go the PSB, he suggested.

Finally, Representative of JICA's Media for Peace Project, Naoki Nambu urged the Radio Nepal management to make the Radio Nepal employees aware about PSB first and initiate the activities for changing it into the PSB model. Mr Nambu stressed that Radio Nepal should listen to the democratic demands of the people. Moreover, he asked three questions with regard to the PSB in Nepal.

1. What is the purpose of PSB? Why it needed to go to PSB model? (a) to meet people's demand. b) because of lack of unfair media. c) Information gap in the remote area.
2. Is there any demand from people for the PSB? Freedom of expression and right to information are important for a democratic nation. To have these rights guaranteed and practice, there should be public demand for PSB if Nepal is a democratic country.
3. Have you collected opinions and aspirations of the employees of Radio Nepal or Nepal Television with regard to their transformation into PSB? Better hold group discussions and collect their opinions.

FNJ Chairman in Radio Nepal, Hari Sharan Lamichhane facilitated the programme where as many as 60 media persons including Radio employees had participated.

## Annex-5

### **A Brief Report on Thematic Workshop on PSB View Bhrikuti, April 29, 2011**

In the backdrop of growing need of clear policies, laws and regulations specifying public service broadcasting (PSB) in the country, Freedom Forum, in collaboration with the UNESCO, organized a thematic workshop on 'Content, Policy and Structure of Public Service Broadcasting' in Hotel View Bhrikuti, Godawari, Lalitpur on 29 April, 2011 as an attempt to ensure media pluralism, diversity and quality journalism in broadcasting sector and to serve the greater goal of promoting freedom of expression and access to information. The need of PSB has grown more also because the commissions, committees and taskforces formed the government in the past had stressed and recommended the establishment of PSB but no laws in this regard have been formulated addressing the socio-cultural diversity of the country and imminent socio-political transformation. Internalizing this very fact, the Freedom Forum organized the workshop expecting that its efforts would serve goal.

Chairman of the organizing body, Mr Taranath Dahal welcomed the guests and participants in the workshop. He informed the participants that the aim of the program was to discuss on the policy, structures and contents of the PSB which would guide the government to make necessary laws in this regard. He expected that the workshop would discuss heavily also on the regulatory body and mechanisms of the PSB and set principles on this.

Guest at the workshop and representative of the UNESCO Nepal Office, Terhi Ylikoski said the PSB has the crucial role to facilitate governance. As the peace building is underway in Nepal, the PSB has a key role to deliver information, she argued, adding the PSB should be non-partisan, non-profit and owned by the public. He expressed hope that the workshop would help UNESCO evaluate media landscape in Nepal.

Similarly, another guest, Constituent Assembly member of the Nepali Congress, Radheshyam Adhikari stressed on the need of PSB in Nepal. He reminded that a media report submitted to the government under his coordination some 5 years back was very beneficial to this end. So, bringing new law on PSB in Nepal was delayed, he added. Mr Adhikari expressed commitment to help for preparing bill on PSB.

On the occasion, media expert, Raghu Mainali presented a working paper on 'PSB: Concept and Practice'. Mr Mainali talked about the features of the PSB as non-profit, independent, widest range of content, non-commercial and universality and said the PSB should create national identity. In the working paper, he argued that the PSB not only informs but also forms the public. He proposed a pluralistic broadcasting in Nepal. He expressed worries over the priority on political issues in Nepali media. Moreover, he suggested that the PSB in Nepal should formulate a directive on editorial freedom. The PSB should differentiate between recreational and musical programs, creativity and competence, and depiction and representation, he argued.

There was floor discussion following the presentation. On the occasion, senior journalist Dhruba Hari Adhikari recommended that the reports by Radheshyam Adhikari and advocate Badri Bahadur Karki on Nepali media were very fruitful for going PSB. Similarly, Kundan Aryal said not only private but also public media should promote diversity. He said the concept of PSB is a realization after 2006 People's Uprising. He stressed on the political commitment for going PSB.

Executive Director of Radio Nepal, Mr Tapanath Shukla said PSB model was facing main hurdle in bureaucracy in Nepal. So, bureaucracy should be aware of PSB, he reasoned.

Mr Laxman Upreti suggested that we should focus on sustainability of PSB in Nepal.

Former executive director of Radio Nepal, Mr Ram Sharan Karki said self-censorship is practiced much in Nepali media due to political influence. He said the hurdle of adopting PSB model was incompetent manpower. So, professionalism should be developed first before going PSB, he suggested.

JICA representative Mr Gopal Gurung said if we guarantee the number of broadcasting in the country.

Mr Rajendra Sharma suggested having thorough discussion on who was to decide public contents and duplication on PSB in Nepal.

As a response, Mr Mainali floated the idea of keeping PSB in public content or as market entity. He suggested that Canada's media model was relevant to Nepal to a large extent.

In the second session, Executive Director of Radio Nepal, Mr Tapanath Shukla presented a working paper on 'Structure and Mechanism of Accountability of PSB in Nepal'.

In the paper, Mr Shukla stated that the idea of making Radio Nepal and Nepal Television, the state-owned media, autonomous was floated by a report submitted by Mr Narahari Acharya following the 1990 People's Movement in Nepal. There was only Television and radio in Nepal till 1990 in Nepal, he stated. Although a high level media commission following the 2006 People's Movement recommended for keeping both Radio Nepal and Nepal Television under the same board, it was not implemented.

According to Mr Shukla there was no content regulatory body in the Information and Communications Ministry in Nepal.

He argued that the concept of PSB was not materialized in Nepal due to legal hurdles. He recommended that the regulatory body of the PSB must be autonomous. The PSB should work on the need of people. The PSB should not be funded by single source. It

should have diverse source. PSB may seek a yearly budget allocation from parliament. Not only Nepal Television and Radio Nepal but all media in the country should go in the PSB model.

Similarly, Mr Shukla mentioned about the governing body, obligation, accountability and transparency, executive body (management) and others in his paper.

In the floor discussion, Mr Dhruba Hari Adhikari suggested that the appointment in the senior post in the PSB governing body should be for 4 years. He said we should be specific on which actually should be presented as advertisement in the PSB.

Similarly, Mr Raghu Mainali said more discussion was needed on organizational model of PSB.

Mr Kundan Aryal asked whether public and private media could be kept under national broadcasting.

Mr Rajendra Sharma stressed the need of heavy discussion on what exactly should be done in Radio Nepal and Nepal Television to go PSB.

Mr Ram Sharan Karki, former executive director of Radio Nepal, said the situation of Nepal and Mongolia was similar in terms of media policy. He also underscored the need of making people aware about PSB through print media.

Similarly, Mr Sushil Koirala said the political parties and employees should be made participate in the PSB programs.

Freedom Forum Chairman Mr Taranath Dahal said license fee was a must for going PSB. He also stressed on bringing such act that run and regulate the public service broadcasters. PSB is not only for informing but also for forming citizenry, he suggested.

Chairman Dahal also presented his ideas on the PSB and shed light on the theoretical as well as practical aspects in various countries. He cited the Prague Resolution, EU Council 2004 Report, 5-point Bangkok Declaration, Media Development Indicators set by UNESCO for the reference to Nepal to go in the PSB model.

It was agreed in the discussion that private production in PSB should be 50 percent.

Similarly, Mr Laxman Upreti said the PSB homogenous model e.g. of Japan and Britain may not suit to heterogeneous setting of Nepal.

Engineer at Radio Nepal Shree Bhadra Wagle stressed on the value chain, concept acquisition, processing/packaging and public outreach while adopting PSB model.

It was concluded that the existing broadcasting regulation needs overhauling. PSB should not be controlled by political parties. New legal avenues are needed for the PSB and PSB should be the mother policy of all communication/information policy.

## **Annex-6**

### **Report on Consultative Meeting on PSB Bill Draft**

In a context of the country being changed in its entire administrative setup and growing need of more and more democratic media to enable entire population's access to right to information by creating pressure on the concerned bodies including the political leadership, the Freedom Forum has been constantly advocating public service broadcasting (PSB).

During this campaign for PSB, the Freedom Forum held various meetings and discussions with the stakeholders concerned and the experts. Garnering suggestions in the discussion and consultations, the Freedom Forum has developed a draft of the PSB Act which it is planning to submit to the government.

In order to fine tune the draft, Freedom Forum held yet another consultative meeting on PSB Bill Draft at SAP Falcha, Thapathali, Kathmandu on June 27, 2011. In the consultative meeting, various persons including the media experts and journalists furnished specific suggestions to make the Bill better.

Mr Mahesh Adhikari suggested qualifying the terms 'among professors' of sub-clause 4(d) of Clause 8 in Chapter 4.

Similarly, former secretary at the Information Ministry, Mukunda Poudel said the appointment of 'director general' as Council's member secretary (Clause 8 (c) of Chapter 4) should be replaced with other post. He also suggested making clear the modality of public hearing.

Former chairman of the FNJ Suresh Acharya suggested deleting clause 30. He also demanded to make clear the relation between clauses 13 and 27.

Mr Kundan Aryal suggested to insert the term 'diversity' before "...pluralistic.." in the preamble of the Bill. Similarly, he demanded to replace the term 'famous' of sub-clause 1 (c) of clause 27 with 'with expertise in the related field'.

Moreover, participants suggested deleting the term 'voluntary' of clause 21.

It was also suggested to pick one word among the terms- license, permit of sub-clause 2 (c) of clause 23.

According to the participants, sub-clause 4 of clause 8 also needed to be clearer.

65 years of age for retirement pertaining to the term of PSB/Broadcasting Council chief was not practical as it was too old and long, so the age should be considered again.

The term 'necessary' should be placed between the words 'as per the,' and 'frequency' of sub-clause 2 (a) clause 31 thereby by making 'as per the necessary frequency'.

Also the concept of ombudsman should be made clearer.

Freedom Forum Chairman Mr Taranath Dahal welcomed the suggestions and assured to mull over and make amendments in the Bill accordingly.

## Annex-7

List of Individuals invited and participated in the Workshops, Meetings, Thematic Workshop, and Informal Discussions organized by Freedom Forum on PSB and Consulted to Draft the Bill on Public Service Broadcasting

SN.	Name	Institution/Profession	* Input Status
1.	Honorable Krishna Bahadur Mahara	Minister for Information and Communication	✓
2.	Achyut Aryal	Journalist, Radio Nepal	✓
3.	Agni Kharel	CA Member, CPN(UML)	
4.	Amar Dhoj Lama		
5.	Ananda Biswa Pant	Surkhet Broadcasting Center , Radio Nepal	✓
6.	Anil Kumar Jha	CA Member, Nepal Sadbhawana Party	
7.	Anirudra Neupane	Freedom Forum	✓
8.	Anup Nepal	Under Secretary, Ministry of Information and Communication	✓
9.	Arbindra Mishra		✓
10.	Arjun Yadav	Bardibash Broadcasting Center, Radio Nepal	✓
11.	Arpana Rongong	UNESCO	
12.	Ashok Baskota	Radio Nepal	✓
13.	Babita Basnet	Chairperson, Sancharika Samuha	

14.	Babita Khanal	Radio Nepal	✓
15.	Babita Shrestha	Radio Nepal	✓
16.	BaburamramBhattarai	Engineer, Radio Nepal	✓
17.	Badri Bahadur Karki	Senior Advocate Coordinator, High level media taskforce	✓
18.	Badri pun		
19.	Balaram Chaudhari	Dhankuta Braodcasting Center, Radio Nepal	✓
20.	Bhagawati Gyawali	Radio Nepal	✓
21.	Bharat Datta Koirala	Senior Media Educator, Media Expert	
22.	Bhola Bahadur Hamal	Bardibash Broadcasting Center, Radio Nepal	✓
23.	Bhumika shrestha	Blue Diamond society	✓
24.	Bijaya k. Varma	Journalist	✓
25.	Bimala Budhamagar	Surkhet Broadcasting Center , Radio Nepal	✓
26.	Binda Pande	CA Member, CPN (UML)	✓
27.	Binod Pahadi	CA Member, CPN (Maoist)	✓
28.	Birandra Chaudahai	Dharan Braodcasting Center, Radio Nepal	✓
29.	Bishal Adhikari	Radio Nepal	
30.	Bishnu Hari Dhakal	Chairperson, Broadcasting Association of Nepal	✓

31.	Bishnu Ram Nepal	NTV	
32.	Bishnu Sharma	Freedom Forum	✓
33.	Buddhi Bdr K.C	Radio Nepal	
34.	Chandra Baniya	Radio Nepal	✓
35.	Chet Narayan Poudel	Radio Nepal	✓
36.	Chiranjibi Kafle	TU, RR Campus	✓
37.	Choodamani Luitel	NTV	✓
38.	Dan singh Eer	Dipayal, Broadcasting Center , Radio Nepal	✓
39.	Deepa Gautam	Senior Officer, NTV	✓
40.	Deepak Mani Dhital	Deputy Director, NTV	✓
41.	Dev Narayan Chaudhari	Dhankuta Braodcasting Center, Radio Nepal	✓
42.	Dhanaraj Gyawali	Ministry of Information and Communication Under Secretary, Law	
43.	Dharmendra Jha	Chairperson, FNJ	✓
44.	Dhruba Basnet	Chairperson, NEFEJ	✓
45.	Dhurba Hari Adhikari	Media Expert, Task Force Member	✓
46.	Dibakar Sharma	Chairperson, Radio Nepal Employee association	✓
47.	Dibakar Sharma	Radio Nepal	✓

48.	Dil Bahadur Chaudhari	Surkhet Broadcasting Center , Radio Nepal	✓
49.	Dinanath Sharma	CA Member, CPN(Maoist)	
50.	Dipendra Joshi	Executive Director, Equal Access Nepal	✓
51.	Dr. Prakash Chandra Lohani	CA Member, Rastriya Janasakti Party	
52.	Durga Fuyal	FNJ Radio Nepal	✓
53.	Er. Shiva Raj Baral	Radio Nepal	✓
54.	Gagan Bista	Chairperson, Press ChautariNepal	✓
55.	Gagan bista	Press Chautari Nepal	✓
56.	Gagan Thapa	CA Member, Nepali Congress	✓
57.	Gambhir Kant Mainali	General Manager, NTV	✓
58.	Ganesh Acharya	Antena foundation	
59.	Ganesh pd Ghimire	NTV	✓
60.	Ganesh Timalsina		
61.	Gokul Pokhrel	Senior Journalist, Media Expert	✓
62.	Gopal Dahal	Secretary, Employee Association, NTV	✓
63.	Gopal Gurung	JICA Nepal	✓
64.	Gopal Krishna Ghimire	Advocate	✓

65.	Gopal Thakur	CA Member, CPN(UML)	✓
66.	Govinda Chimoarya	Radio Nepal	✓
67.	Govinda Dhital	Senior Journalist, Nepal Television	✓
68.	Hari Binod Adhikari	Freedom Forum	✓
69.	Hem bahadur Karki	NTV	
70.	Hemanta Rawal	Spokesperson, Supreme Court	✓
71.	Isha Ghimire	JICA	✓
72.	Ishwori pd Bhusal		
73.	Iswor Thapa	Chairperson , Radio Nepal Employee Union	✓
74.	Janardan Bista	Radio Nepal	✓
75.	Jay Narayan Kusbaha	Bardibash Broadcasting Center, Radio Nepal	✓
76.	Jay Prakash Gupta	CA Member, MPRF®	
77.	Jaya Singh Shah	NTV	✓
78.	Jeevan LAI Chaudhari	Dharan Braodcasting Center, Radio Nepal	✓
79.	Kalpana Bhatrai		
80.	Kamal Gurung	Freedom forum	
81.	Kameswor Yadav	Dharan Braodcasting Center, Radio Nepal	✓

82.	Kanak Mishra		✓
83.	Keshav Nepal	CA Member, CPN(Maoist)	✓
84.	Khagendra Khatri	News Chief, Radio Nepal	✓
85.	Khelananda Mandal	Dharan Braodcasting Center, Radio Nepal	✓
86.	Kiran Aryal	Radio Nepal	
87.	Kiran P. Tuladhar		
88.	Krishna Chandra Poudel	Radio Nepal	✓
89.	Krishna Sapkota	Freedom Forum	✓
90.	Kundan Aryal	Executive Chairperson, NTV Media Expert	✓
91.	Lalit Bahadur Basnet	Advocate	
92.	Laxman Bastola	Admin Chief, Nepal Television	✓
93.	Laxman Humagain	Senior reporter, NTV/ PSB Researcher	✓
94.	Laxmun Uperti	NEFEJ	✓
95.	Lila Naichai	CA Member, Workers and Farmers Party	
96.	Madhav Basnet	Advocate, Expert in Media Law	✓
97.	Mahendra Guragai	Ministry of Information and Communication	✓
98.	Mahesh Ghimire	Chairperson, Radio Nepal National Employee Organization	✓

99.	Mahesh Prasad Adhikari	Broad Member, Nepal Telecom authority Former DG, Radio Nepal	✓
100.	Manoj Chaudhari	Radio Nepal	✓
101.	Min Bahadur Shahi	Chairperson, Association of Community radio Broadcaster (ACORAP)	✓
102.	Mr. Radhakrishna Kafle	Radio Nepal	✓
103.	Mukunda Acharya	Former DG- Department of Information, Director General, Radio Nepal, Former Chairperson, NTV	✓
104.	Nabaraj Raj Nepal	NTV	✓
105.	Narahari Neupane	Radio Nepal	
106.	Narayan Datta Paneru	Dipayal, Broadcasting Center , Radio Nepal	✓
107.	Narayan Pd Ghimire	Freedom Forum	✓
108.	Narayan Pd. Regmi,	Joint Secretary,MOIC	✓
109.	Naresh Singh Thapa	Surkhet Broadcasting Center , Radio Nepal	✓
110.	Nilambar Acharya	CA Member, Chairperson constitutional Committee	✓
111.	Paban Shrestha	NTV	✓
112.	Padam Singh Karki	Chairperson, IPI Nepal	✓
113.	Parag Pokhrel	Radio Nepal	
114.	Pashupati Paudel	Deputy DG, Department of Information	✓
115.	Pawan Pyakural	Nepal Television	✓

116.	Piush Kumar Shrestha	Radio Nepal	✓
117.	Poshan KC	General Secretary, FNJ	✓
118.	Prabhat Bijayanandhu		
119.	Pradip Chapagain	Chairperson, FNJ ,NTV Branch	✓
120.	Pradip Gyawali	CA Member, CPN(UML)	✓
121.	Prahlad Lamichhane	CA Member, CPN(Maoist)	✓
122.	Prakash Jung Karki		✓
123.	Purna Chandra Ghimire	Pokhara Broadcasting Center, Radio Nepal	✓
124.	Rabindra Adhikari	CA Member, CPN(UML)	
125.	Radha Bhattarai	Dhankuta Braodcasting Center, Radio Nepal	✓
126.	Radha krishna kafle	Radio Nepal	✓
127.	Radheshyam Adhikari	CA Member, Nepali Congress	✓
128.	Raghu Mainali	Media Expert, Theme Paper Writer, NEFEJ	
129.	Raj Kumar Thapa	Chairperson, Nepal Employee Association, NTV	✓
130.	Rajendra Dahal	Media Advisor to President	✓
131.	Rajendra Dev Acharya	Chief Editor, NTV	✓
132.	Rajendra Nepal	Legal Expert , Task Force Member	✓

133.	Rajendra Sharma (Rabin Sharma)	Senior Broadcaster Director, Antenna Foundation , Task force Member	✓
134.	Raju Bhandari	Pokhara Broadcasting Center, Radio Nepal	✓
135.	Raju Silwal	Senior journalist, NTV	✓
136.	Ram Pukar Ram	Radio Nepal	✓
137.	Ram Sharan Karki	Former Executive Director, Radio Nepal	✓
138.	Ramesh Jung Kattel		
139.	Ratna Chaudhari	Radio Nepal	✓
140.	Richa Ranjitkar	JICA	✓
141.	S.M. Tripathi		
142.	Sachchita Nanda Yadav	Radio Nepal	✓
143.	Sahaj Man Shrestha	Former Chairperson, NEFEJ	✓
144.	Sailaja Regmi	Under Secretary , MOIC, Heda of Planning Division	✓
145.	Samir Jung shah	Chairperson, Nepal Press Union	✓
146.	Sanat Acharya	Freedom Forum	
147.	Sanjeeb Ghimire	Freedom Forum	
148.	Sapana Malla (Pradhan)	CA Member, CPN(UML)	
149.	Sarad Singh Bhandari	CA Member, MPRF(D)	

150.	Shanker Bhandari	Radio Nepal	
151.	Sher Bahadur KC	Advocate, Former Vice President, Nepal Bar Association	✓
152.	Shiromani Dhungana	The Himalayan Times , PSB Researcher	✓
153.	Shobhakar Prajuli	CA, member, Nepali Congress	✓
154.	Shree Bhadra Wagle	Senior Broadcast Engineer, Radio Nepal, Member of Taskforce	✓
155.	Shreedhar Gautam	DG, Department of Information	✓
156.	Shyam dhakal	Secretary, NTV Employee Association	✓
157.	Shyam Hari Nepal	Radio Nepal	
158.	Shyam Kumar Rai	Radio Nepal Employee Association	✓
159.	Sonam Subedi	Chairperson, Association of Community radio Broadcaster (ACORAB)	
160.	Sudarshan	NTV	
161.	Sudhir Mishra	Radio Nepal	✓
162.	Sunil Babu Panta	CA Member, CPN(Sanyukta)	✓
163.	Surendra Baniya	NTV	
164.	Surendra Poudyal		
165.	Suresh Acharya	Media Educator , Former President-FNJ	✓

166.	Surya Narayan Lal Karna	Bardibash Broadcasting Center, Radio Nepal	✓
167.	Sushil Ghimire	Secretary, Ministry of Information and communication	✓
168.	Susil Koirala	Deputy Director General, Radio Nepal	✓
169.	Tanka Aryal	Citizens' Campaign for RTI	✓
170.	Tanka Kumar Khatri	Radio Nepal	✓
171.	Tanka Mani Sharma	Joint Secretary, Ministry of Finance	✓
172.	Tanka mani Shrma	Under Secretary, Ministry of finance	✓
173.	Tanka Upreti	Senior Producer, NTV	
174.	Tapanath Sukla	Director, Radio Nepal, PSB Expert	✓
175.	Tara Nath Dahal	Freedom Forum	✓
176.	Terhi Ylikoski	UNESCO Office in Kathmandu	✓
177.	Tika Prasad Adhikari	Radio Nepal	
178.	Uddav Singh Dhat,	Dipayal, Broadcasting Center , Radio Nepal	✓
179.	Ujjwal Ghimire	Radio Nepal	
180.	Upendra Aryal	Equal Access Nepal	✓
181.	Vinaya Kumar Kasajoo	Chief Counselor NIC	✓

- *Tick mark(\*) means they provided inputs to the process formally, informally*

- *Repetition of Name of individuals continuously involved in the process participating workshops and meetings has been stated only once*
- *This name list includes name list input providers directly/indirectly participating formal informal meeting*