1989

Community Newspapers

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This Technical Note is derived from the field experience of its authors in Indonesia working for various non-government, private volunteer organizations.

TECHNICAL NOTE NUMBER 27

COMMUNITY NEWSPAPERS

Note Written By: Russell Dilts and Mansour Fakih

SUMMARY: This note presents a simple, easily utilized approach to creating and publishing a village-level newspaper. The process emphasizes the participatory nature of the product and provides useful tips which the reader can use to help create village newspapers.
1. The Ecuador Project: Discusses the basic goals, philosophy and methodology of a rural nonformal education project.
3. Hacienda: Describes a board game simulating economic and social realities of the Ecuadorian Sierra.
4. Mercado: Describes a card game which provides practice in basic market mathematics.
5. Ashton-Warner Literacy Method: Describes a modified version of Sylvia Ashton-Warner's approach to literacy training used in Ecuadorian villages.
7. Bingo: Describes bingo-like fluency games for words and numerical operations.
8. Math Fluency Games: Describes a variety of simple games which provide practice in basic arithmetic operations.
9. Letter Fluency Games: Describes a variety of simple games which provide practice in basic literacy skills.
10. Tabacundo - Battery Powered Dialogue: Describes uses of tape recorder for feedback and programming in a rural radio school program.
11. The Facilitator Model: Describes the facilitator concept for community development in rural Ecuador.
12. Puppets and the Theatre: Describes the use of theatre, puppets and music as instruments of literacy and consciousness awareness in a rural community.
13. Fotonovella: Describes development and use of photo-literature as an instrument for literacy and consciousness raising.
14. The Education Game: Describes a board game that simulates inequities of many educational systems.
15. The Fun Bus: Describes and NFE project in Massachusetts that used music, puppetry and drama to involve local people in workshops on town issues.
16. Field Training Through Case Studies: Describes the production of actual village case studies as a training method for community development workers in Indonesia.
17. Participatory Communication in Nonformal Education: Discusses use of simple processing techniques for information sharing, formative evaluation and staff communication.
21. Q-Sort as Needs Assessment Technique: Describes how a research technique can be adapted for needs assessment in nonformal education.
22. The Learning Fund - Income Generation Through NFE: Describes a program which combines education and income generation activities through learning groups.
23. Game of Childhood Diseases: Describes a board game which addresses health problems of young children in the Third World.
24. Road-to-Birth Game: Describes a board game which addresses health concerns of Third World women during the prenatal period.
25. Discussion Starters: Describes how dialogue and discussion can be facilitated in community groups by using simple audio-visual materials.
26. Record Keeping for Small Rural Businesses: Describes how facilitators can help farmers, market sellers and women's groups keep track of income and expenses.
27. Community Newspaper: Describes how to create and publish a community-level newspaper in a participatory fashion.
28. Skills Drills: Describes how to make and use a simple board game for teaching basic math and literacy skills.
This note is based on the actual field experience of the authors while working with rural Indonesian communities in collaboration with nongovernmental organizations in Indonesia. This is the twenty-seventh installment in the Technical Note series. The purpose of the series is to disseminate information about successful, innovative methods and materials for adult and nonformal education through the publications office of the Center for International Education, University of Massachusetts.

This publication focuses on how to create and manage a low-cost community newspaper in a participatory manner such that communities maintain total control over production. The examples given from Indonesia are only part of the reservoir of local publications that allow community groups to develop and sustain their own voices. The information contained within this Note is intended for immediate use by practitioners, to adapt to their own circumstances and implement in their own settings.

We encourage readers to share their reactions and similar experiences which have occurred in other contexts.

Other Technical Notes are available from:

Publications Coordinator
Center for International Education
Hills House South
University of Massachusetts
Amherst, Massachusetts 01003
This technical note concerns community newspapers, an example of local media drawn from field programs in Indonesia. This type of communications program stands in contrast to most conventional development support communications programs. The basic vocabulary of conventional approaches includes terms such as priority messages, delivery systems, KAP surveys, media campaigns, social marketing, information dissemination, content experts, electronic media receiver groups, target groups, and so on. These terms reflect the status quo in the field of development support communications: the community is a passive “receiver system”, the target of bombardment by “expert information/propaganda” from the outside.

This Technical note deals with another type of communications program, one designed to give the community a voice. The term newspaper may conjure images of complex production technology, high costs, trained reporters and writers,
and intricate distribution logistics. Experience has shown, however, that this need not be the case. In fact such technocratic baggage may indeed thwart the development of sustainable, community-based development communication programs. The village newspaper described herein, the BULLETIN KEJAR, has far outlived numerous high-tech, high budget, project and expert dependent media efforts initiated during the same period including local radio broadcasts and bulletins done with expensive 'micro-mobile printing units'. The following chart summarizes some of the key elemental differences between conventional development media and more participatory, community based efforts.

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<th>A COMMUNICATIONS CONTINUUM (Conventional vs. Participatory)</th>
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<td><strong>GOALS</strong></td>
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<td><strong>INTERESTS SERVED</strong></td>
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<td><strong>CONTENT</strong></td>
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<td><strong>&quot;SENDER&quot;</strong></td>
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The goal of this Technical Note is not to belabor field experience with theoretical arguments. Instead, it will make an effort to honestly describe simple, practical approaches that can be undertaken by nearly any community-based organization, group, or project. The main example of village journalism will be a description of the history of the BULLETIN KEJAR program in Lembang, West Java. Another example from Indonesia will be cited to give an indication of the variety of efforts that have been undertaken in this area.

The Programmatic Setting of BULLETIN KEJAR

The National Center for the Development of Learning Activities located in Lembang, in the mountains of West Java is a center operated by the Directorate General of Nonformal Education, Sports, and Youth which works to develop and test prototype community education approaches, learning materials, and training methodologies. The Center hosts a wide variety of training programs for nonformal education and provides a setting for training for many government departments and non-governmental development organizations. The Center is probably best known for its role in the development of the learning group approach to community education which is now at the core of an extensive national nonformal education system.

In order to keep its programs grounded in field reality, the Center maintains contact with a network of community learning groups scattered throughout villages in the surrounding hills. This network of local organizations serves as a laboratory site, for want of a better term, where Center personnel work with village groups in developing and testing new approaches, materials, and methodologies. Far from being 'test rabbits', these groups have proven to be highly effective in 'educating' professional staff from a variety of agencies, organizations, and universities through the vehicle of field-based training.
programs carried-out by the Center.

Learning Group network contact is maintained by a crew of fieldworkers recruited from the villages and trained by the Center. All fieldworkers were previously Learning Group members or Learning Group leaders, most having junior high or high school education. These fieldworkers are in charge of providing technical input and materials to learning groups, performing liaison activities with local government and outside resource agencies, and monitoring network activities. These fieldworkers provide the main linkage between the government-funded Center and the local community.

Program Inception

Before the village newspaper program began, the Center had already experimented with several communications programs including the use of local radio broadcasts, poster campaigns, and audio cassette distribution. While these efforts seemed successful in the short term, few took root within the community and most were dependent on funding plus high levels of professional staff input. Further, these top-down informational programs were at odds with the principles of the learning group approach which emphasizes participation and ‘bottom-up’ information flow.

When laboratory site fieldworkers and Center staff began to experiment with village newspapers, they were responding to a number of needs encompassing:

- Ways to maintain the involvement of both learning groups and the broader community in ongoing learning activities
- Reinforcement of newly acquired literacy skills and content knowledge (agriculture, family planning, health/nutrition)
- Simple feedback and evaluation systems for keeping track of laboratory site learning group activities
• Methods for maintaining motivation and providing program continuity
• Means and channels for horizontal sharing between learning groups and between communities
• Broadening the base of support for learning group activities within the community.

Fieldworkers already had some things to build upon: learning group leaders met on a monthly basis for inservice training, and the fieldworkers made scheduled visits to each learning group at least twice a month. In their view, however, something more was needed to strengthen the program and bind the entire effort into an integrated whole.

The Evolution of the BULLETIN KEJAR

At the time of this writing, the Bulletin KEJAR has been coming out on schedule for over 11 years! The program has survived three changes of Center Directorship, two World Bank projects, two National Five Year Development Plans, several different editors, and multitudinous interference from professional staff and consultants. Few major newspapers in the country or international development journals can claim such staying power. At present it is published
monthly, with a length of 6-12 pages and a total print-run of 500 copies. As may be surmised, the BULLETIN KEJAR did not just appear in its current form. It evolved slowly over a several year period as field staff experimented with format and content as their skills in 'village journalism' increased. The evolution of the BULLETIN KEJAR can be divided roughly into 3 stages which will be discussed below.

Stage I: The Beginning 1977

The initial bulletin was indeed humble. After one of the monthly learning group leaders meetings, fieldworkers decided to write-up and reproduce an information sheet summarizing reports concerning activities of the various learning groups. Learning group leaders would carry this sheet back to their respective groups and communities.

As stated clearly on the 'masthead' of the single mimeographed sheet, the purpose of the bulletin at this point was as "a communication and information media between learning groups". (see Figure I) The monthly publication was entirely the work of the laboratory site fieldworkers. Since at this point the laboratory site itself was still in a formative period, the fieldworkers/bulletin editors saw the bulletin as a motivational tool. It gave the learning groups something to look forward to while the laboratory sites' supervisors organized routine duties. Developing a routine was important to ensure that deliveries of the bulletin were made at regular intervals.

The content of the bulletin at this stage was two-fold: reports from learning group leaders concerning the activities of their group, and notes on current activities at the Center. The fieldworkers found that the bulletin in this form did indeed encourage group leaders to keep records of activities, and learning group
STAGE 1:

This formative stage lasted approximately one year. During this time the bulletin grew to two pages (both sides of a single sheet) and content expanded to include comics, puzzles, and short stories as well as information from learning groups. Learning group leaders also began to assume more responsibility for developing material and distributing the bulletin. During this period 200 copies of each monthly edition of the bulletin were produced. Materials cost for each edition was approximately US$10.

During this time a number of perceived shortcomings were also grappled with by the editors and learning group leaders, including:

- **Format**: the one page front-back format was easy and cheap to produce, but the product resembled many of the advertising flyers current in the village. Learning group and community members tended to take a quick look at it, see if their group or their name was mentioned, and then discard the sheet. As one bulletin editor put it, "many copies are being used to wrap boiled peanuts". A folder/booklet version was tried, with difficulty. By the end of the year the format had been consolidated and improved: the masthead was silkscreen printed in color (one of the learning groups did silkscreening as an income generation activity) with the Department of Education Logo included to give the bulletin an air of official permanence.
• **Content:** fieldworkers quickly realized that a bulletin containing only learning group news and notes on Center activities was not sufficient to hold village group member attention for more than a few minutes, hence making the bulletin more trouble than it was worth except for monitoring purposes. The editors began to experiment with comics, puzzles, and more articles of local interest in the local language (Sundanese).

• **Style and Language:** This was a major hurdle, since initially writers had tried to imitate the stilted official-style language prominent in government publications. As the style of the bulletin became more casual and local language was included, contributions from villagers became much easier to obtain, and writers/editors had a much easier time.

**Stage II: Further Development 1978-79**

Over the course of the next year the production, distribution, and use of the bulletin stabilized. Internally, as the skills of editors and learning group leaders increased the BULLETIN KEJAR expanded to include many more local feature articles plus an increased set of 'regular features'. To accommodate the increased content the publication grew to 4-6 pages (2 or 3 pages front and back). Some of the changes experimented with and adopted during this period included:

• **Increased use of graphics:** drawings and illustrations began to occupy as much as one third of the bulletin, with good response from village learning group members. Such things as the 'Comic Corner' became regular features. Some issues utilized photos of learning group activities scanned with a stencil cutter to further heighten community interest.

• **Serialized Stories:** tales of 'Si Kabayan', the Sundanese comical folk legend became a regular feature. This addition proved so popular that community members unrelated to the learning group program began to come directly to the Center to get their next installment, fearful that if they waited there might not be enough copies to go around.

• **Contests:** to encourage learners and motivate communication, games and puzzles such as crosswords or riddles regularly offered prizes to persons and groups.
• Poetry Corner and Reader's Page: by the end of this stage at least one page was devoted to poetry, stories, letters, and reports sent in by community members. The editors used this to encourage group members to write and create as well as to read and receive.

• Feature Articles: whereas the early bulletin contained mostly message-oriented information concerning family planning, nutrition, or agriculture, during this period an emphasis was placed on developing articles with the community. Features included 'reporting' such things as on market prices, agriculture marketing channels, or local village technology. At one point the bulletin felt the wrath of local powers when it took an advocacy role in local village head elections. Several learning groups had to move to new locations or close down because of this. Fortunately, the Bulletin's candidate won and all programs were resumed.

Stage III: Community Media 1980 - ?

The BULLETIN KEJAR continues to this day. The bulletin continued to expand and change with the addition of columns, increased circulation, more use of graphics and photos, and much more input from village communities. At present the BULLETIN KEJAR has between 6 and 12 pages per issues with a circulation
of 500. It has become a fixture in the villages in the Lembang area.

Over time the bulletin has become two-way with the original ‘learning group reports’ being dwarfed by feature articles in local language, letters from readers, poetry, columns on women’s activities, contests, local folk stories, serialized cartoon strips, and community announcements. The bulletin has indeed become ‘a communication and information media for village learning groups’.

The bulletin has remained in the control of fieldworkers and learning group leaders. Perhaps this is possible due to the small investment required for publishing: around $30 per issue for materials in its present form. Editors and writers have become highly skilled over time, hence the development of the BULLETIN KEJAR is a now more of a fun, easy chore which they look forward to each month.
Stage 2

Title, logo and picture is silkscreened

Village news, reports from learning groups by village

Interest items: Appropriate Technology, How-to section

Cartoon

Readers Contribution

Serialized Stories of SI Kabayan

Issue Number

Editors Publishers

Poetry Corner

Crossword Puzzles

Contest/Quiz
Lessons from Experience

1. **Start Simply**: if a village newspaper program is to become sustainable, control of content and production must begin and remain in the hands of persons close to the community. In the case of the BULLETIN KEJAR Center fieldworkers and learning group leaders handled the bulletin from the start. All of these persons are permanent local village residents. Content was drawn from their daily work in the community, hence giving them a vested interest in the program. Production involved only typing text and drawing upon a mimeograph stencil.

2. **Avoid 'Professional' Interference**: well-meaning staff and consultants often proffered technical advice to bulletin staff. Ironically, many of these 'interventions' correlated directly with problems in the program, as for example when staff convinced the editors to try an unworkable booklet format disliked by community readers! An example of useful 'professional input' came from one of the Center Directors, Maman Suherman, who contributed 'Si Kabayan' comical folk stories written in the local language. This type of input also validated the use of local language and idiom, making editors and contributors less self-conscious about their writing skills. Avoid a top-heavy editorial board structures which inhibit creativity and inevitably slow the production process.

3. **Keep Cost and Technology Low**: with some practice, high-quality newsletters can be produced with nothing more than a typewriter, simple silk-screen, and a mimeograph machine. This production technology was chosen since it was already readily available at the Center, hence additional costs for production of the bulletin were mostly for paper and staff costs (semi-volunteer fieldworkers). Any program more expensive than this will be subject to more
oversight by administrative and professional staff and will be more easily affected by budgetary earthquakes.

4. Involve the Readers: the bulletin only really 'took-off' after community input overshadowed 'messages' from outside. Community involvement also assisted in promoting sustainability as community demand grew: if the bulletin was a day or two late in coming out villagers would begin to appear at the Center asking for it, or else they would question fieldworkers and learning group leaders upon meeting them in the village.

Unanswered Questions

During an evaluation discussion in 1982, a number of questions arose concerning the future of the bulletin. These questions included:

1. Can the bulletin become self-supporting?
Many learning group members are among the poorest in the community so even small charges from 'government' would be questionable. Subsidies from local government were considered, but local officials quickly pointed out that they liked the idea of community media mainly due to its ability to 'give important messages' (read: propagate government interests); a view obviously in conflict with the purpose of the bulletin.

2. Can the bulletin be expanded into a 'real paper'?
The bulletin has reached the limits of its current format, further expansion of content, format, and readership would require consideration of new production methods and new funding. Also, if the bulletin expanded circulation and became independent it would face the problem of liscensing, censorship, and local government interference. Additionally, further expansion would require a whole
new set of managerial skills and salaried staff; probably meaning that fieldworkers and community members would be pushed aside by 'professionals'.

These questions were not answered because they were not faced. The staff and editors decided to leave well enough alone and allow the bulletin to change and evolve at its own pace as long as it remained true to its original purposes of strengthening learning group activities and providing a communications media for local communities. Maintenance of the current program was deemed 'a goal and an accomplishment' and not 'stagnation'. As of late 1988, the BULLETIN KEJAR is still coming out on time and circulating throughout the villages of the Lembang area. Even maintaining the bulletin has proven to be a challenge at times, hence it is wise not to set goals too high nor fall prey to ever rising expectations.

Applications of Village Journalism

As can be seen from the BULLETIN KEJAR experience, the relevance and effectiveness of a newspaper program and the form it will take is determined by a number of factors that must be considered before program initiation:


2. **Program Setting**: will the program be a part of an ongoing project? institution? village organization? or will it stand alone and attempt to develop its own staff, distribution channels, and funding? Will it be used to strengthen an ongoing program, or does it comprise a set of new objectives?
3. **Resources:** What level of financial support will be sustainable over a several year period while the program develops? What staff resources are available, or must they be recruited from outside/from the community? What production technologies are locally available, controllable by those running the paper, and easily accessible?

4. **Audience:** Who comprises the readership? Are readers and 'producers' the same? What will they respond to? What are their issues? What language is most appropriate? What format is appropriate? Again, in the case of the BULLETIN KEJAR these issues were addressed by using community members for most writing, editing, and distribution—even with this approach, it took over a year of experimentation to develop a minimally effective program consistent with established purposes and available resources.

**Other Village Journalism Programs**

The BULLETIN KEJAR is far from a lone example of efforts to use simple publications for community programs. BULLETIN KEJAR is interesting in that it represents a move from project-based communication to community-based communication. Further, the simplicity of technology used puts this type of effort within the reach of nearly any program or organization.

In the following pages another example of a village journalism program will be described. This program serves as an examples of how community newspapers can be developed within a variety of contexts to suit a variety of purposes.
Community Newspapers

Community Journalism in Pesantren

The Indonesian Society for Pesantren and Community Development (P3M) is a small non-governmental organization developed by development workers (called motivators), intellectuals and local moslem leaders. Pesantren is a rural and indigenous Islamic school and community center. There are over 5000 other Pesantren schools throughout the country. Since 1984 many of the Pesantren centers have become community development and nonformal education centers, each having a particular specialization. The Pesantren Tebu Ireng specialized in community communication. It found that the main problem faced by motivators at the centers was that they become the primary source of information flow to the people. How to give a significant voice to the people was a primary concern. With this problem in mind a community communication program was developed.

In order to make community members producers of information, not just consumers, the P3M encouraged village groups to produce short bulletins, newsletters and "selebaran gelap sehalaman" (underground one-page notices) that could be distributed throughout the network. Pesantren Tebu Ireng utilized a training approach to initiate their program by first assessing what was needed by the motivators to institute local
journalism. Following this initial assessment, 12 Pesantren motivators underwent a three-week training to become community journalist motivators.

The training curricula was developed by the participants, utilizing the results of the needs assessment. There were three overall areas:

- The conceptual framework of development support communication, including orientation to participatory communication and an introduction to various kinds of media;
- Methodologies and approaches to community communication, especially low-priced media (photonovella, storyboard), people's theatre, and sound media;
- Techniques of rural journalism: how to identify communication problems; methods of gathering information; developing news materials; layout and publishing; managing participatory journalism; and, approaches to disseminate information.

The participants left the training program with prepared action plans to implement in their villages. The Pesantren groups started working on different communication activities under the guidance of the trained motivators.

The results include some 15 independent village journals. In this program village organizations were encouraged to be self-supporting at the outset. They were trained in how to get advertising and other kinds of sponsorship for their publications. Some of the papers are not small at all, producing up to 20 pages with print runs in excess of 1500 copies. Most, like KEJAR, continue to use simple technology, usually mimeograph technology, and in some rare cases, photocopying.
Conclusion

Most development programs are linked to networks of communication including journals, newsletters, technical bulletins, information clearing houses, and personal networks. These networks are no doubt of great value to professionals and agency personnel in the field in that they speed the spread of usable knowledge, experience, and information. However, no matter how well-intentioned the information program, little of this information is directly accessible to rural poor communities. These communities must rely upon intermediaries.

The main example of village journalism such as the BULLETIN KEJAR included in this Technical Note deal with a much different process wherein communications programs are done BY, not FOR local people and local communities. While far from ideal, these efforts are moving toward communications programs that give local people a voice. What is most clear is that local communities, if given the opportunity, respond strongly to the chance to speak for themselves. For program professionals the message is also clear: solid community-based communication programs need not be expensive or difficult, indeed they are well within the grasp of most projects, organizations, and programs.
CIE PHILOSOPHY AND APPROACH

The Center for International Education (CIE) is a training, research and service program within the School of Education at the University of Massachusetts. Formed in 1968, CIE offers graduate level professional training and research opportunities in the areas of international development education, nonformal education and global education.

The Center maintains its own publications department printing works of CIE members. All CIE publications are available at cost to organizations and individuals with an interest in international education and development. Publications from the Center are intended to provide valuable information for field-based projects and their personnel, as well as explore specific issues in the field of development education, research and training.

For more information about CIE graduate programs, international education projects or publications, please contact us.

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