Evaluating Community Radio:
An action research approach to developing
a toolkit for self-assessment

A thesis submitted in partial fulfillment of the requirements for award of the degree of
DOCTOR OF PHILOSOPHY

by

VASUKI BELAVADI

Department of Communication
Sarojini Naidu School of Arts and Communication
University of Hyderabad
Gachibowli, Hyderabad
Telangana, India

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CERTIFICATE

This is to certify that the thesis titled: **Evaluating Community Radio: An action research approach to developing a self-assessment toolkit,** submitted by **Vasuki Belavadi,** to the Department of Communication, Sarojini Naidu School of Arts and Communication, University of Hyderabad, in partial fulfillment of the requirements for the award of Doctor of Philosophy in Communication is a bonafide work carried out by him under my supervision and guidance.

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Supervisor

Head
Department of Communication

Dean
Sarojini Naidu School of Arts and Communication

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I, **Vasuki Belavadi** hereby declare that the thesis titled: **Evaluating Community Radio: An action research approach to developing a self-assessment toolkit** submitted by me under the guidance and supervision of **Professor B.P. Sanjay**, is a bonafide research work which is also free from plagiarism.

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ABSTRACT

The announcement in 2013 by the Ministry of Information and Broadcasting (MIB) at the annual National *Sammelan* of community radios (CRs) that it was keen on introducing a process of performance evaluation of Community Radio Stations (CRSs) generated a lot of debate on whether it was the right time to do so. The perceived political nature of community radios is what perhaps led MIB to introduce this process. However, after a few rounds of discussions, MIB agreed to a process of self-assessment of the CRSs in the spirit of co-learning and improvement as against an external evaluation of the sector.

By then, three toolkits for self assessment had been developed by different agencies with stakes in the sector. MIB adopted them as part of what it called a 'Peer Review' process.

The purpose of this study was to examine the participatory processes that went into the development of one of the toolkits-- Community Radio-Continuous Improvement Toolkit. The participatory consultative processes and the reasons behind situating it in the self-assessment, co-learning and continuous improvement framework have been examined in this study.

Through an abbreviated review of communication for development, and of the emerging practices in Monitoring and Evaluation and their critiques, the researcher arrives at participatory methods of assessment that help in providing answers to the 'why' and 'how' rather than focus on just 'what' and 'how much'.

The researcher, who was also part of the toolkit development team, uses action research methods to examine the evolution of the toolkit. The methods and tools, the conceptual

frameworks it draws from to develop the parameters and indicators, the transformation the latter underwent during the consultative processes and field testing, and their usefulness for self assessment of CR stations leading to a community of practice are examined in the study. The study analyzes the extent to which the parameters of the toolkit are based on the non-negotiable principles of community media and how they help to translate these into good practices, co-learning and continuous improvement.

Towards the end, it examines the potential of an online community of practice in bringing CR practitioners onto one platform to share experiences thereby leading to continuous improvement of the sector.

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Hyderabad   **Vasuki Belavadi**

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ABBREVIATIONS

ACB	African Charter of Broadcasting
AIR	All India Radio
AMARC	World Association of Community Radio Broadcasters
ATMA	Agriculture Technology Management Agency
BNNRC	Bangladesh NGOs Network for Radio and Communication
BQF	British Quality Foundation
C4D	Communication for Development
CAB	Cricket Association of Bengal
CC-BY-SA	Creative Commons-By-Share Alike, a form of creative commons license
CEMCA	Commonwealth Educational Media Centre for Asia
CI	Continuous Improvement
CL	Co-learning
CNRL	Charte de la Confédêration Nationale des Radios Libres
CoP	Community of Practice
CoP	Community of Practice
CQI	Chartered Quality Institute
CR	Community Radio
CR-CIT	Community Radio-Continuous Improvement Toolkit
CRMC	Community Radio Management Committee
CR-PAS	Community Radio-Performance Assessment System
CRS	Community Radio Station
CRSS	Community Radio Support Scheme
CRux	Community Radio User Experience
DANIDA	Danish International Development Agency
EACOMNET	East African Community Media Network
ERP	Effective Radiated Power

FAO	Food and Agriculture Organisation
FM	Frequency Modulation
GFMD	Global Forum for Media Development
GOPA	Grant of Permission of Agreement
KVK	Krishi Vigyan Kendra
LOI	Letter of Intent
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MIB	Ministry of Information and Broadcasting
NGO	Non-Governmental Organization
NWICO	New World Information and Communication Order
PAR	Participatory Action Research
P-D-S-A	Plan, Do, Study, Act
PLWD	People Living With Disabilities
PRA	Participatory Rural Appraisal
RBM	Results Based Monitoring
SA	Self Assessment
SA&PR	Self Assessment and Peer Review
SAG	Self-Assessment Guide
SAT	Self-Assessment Toolkit
SITE	Satellite Instructional Television Experiment
SWAP	Sector Wide Approaches
SWOT	Strength, Weaknesses, Opportunities, Threats
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
UNESCO	United Nations Educational and Scientific Organization
UNICEF	United Nations Children's Fund (formerly, United Nations International Children's Emergency Fund
WPC	Wireless Planning and Co-ordination

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CHAPTER ONE:
INTRODUCTION AND RESEARCH METHODOLOGY

It has been a decade since the Community Radio Guidelines (MIB, 2006) were published by the Ministry of Information and Broadcasting (MIB). As of early 2015, 179 community radio stations (CRSs) have gone on air, notwithstanding claims by the government that it would facilitate setting up of 4000 community radio stations (CRSs) across the country in the first decade. Besides anxieties over the sluggish growth of the community radio (CR) sector as the third tier of broadcasting, well-meaning CR practitioners, enthusiasts and funding agencies have begun to examine if the sector is functioning bound by the universally accepted non-negotiable principles that justify its existence.

The MIB announced its intentions of introducing a process of performance evaluation of CRSs in 2013 at an annual gathering of community radio stations held in Delhi. The entire CR sector unanimously felt that an external evaluation of the sector was not desirable at the current juncture since many CR stations were yet to find their feet. Many discussions and consultations later, MIB agreed to a process of self-assessment of the CRSs in the spirit of co-learning and improvement, given its fledgling state. Three toolkits were developed to facilitate self-assessment of CRSs by different agencies which had varied stakes in the sector. MIB provided the CRSs the option to choose any one of the toolkits for self-assessment by following, what it called 'Peer Review' process.

This thesis examines the processes involved in the development of one such self-assessment toolkit − the Community Radio-Continuous Improvement Toolkit (CR-CIT) developed by the UNESCO Chair on Community Media. The researcher was himself a part of the

formative research, development, validation and testing of the toolkit before it was released in the public domain.

The researcher therefore, adopted the participatory action research (PAR) method to document how the toolkit was developed and went through the different stages mentioned above. Hence the title "Evaluating Community Radio: An action research approach to developing a toolkit for self-assessment". It examines the development of the toolkit right from conceptualization to the finalization of the toolkit, the consultative processes and the reasons behind grounding it in the self-assessment model.

The thesis is organized in three parts. The first part will provide the context and conceptual framework within which the study was undertaken. The second part will focus on the development of the toolkit preceded by a review of the theoretical underpinnings of participatory methods – the approach adopted to develop the toolkit itself. The third part will look at how and why CRSs have adopted the toolkit, and how it has developed a cadre of Peer Reviewers, which was one of the aims of the entire exercise.

This chapter provides a brief history of community radio broadcasting with a focus on India, dwells on the universally accepted non-negotiable principles of the CR sector and highlights the concerns and anxieties emerging both within and outside the sector.

A brief history of broadcasting

The year 2015 marks 150 years of the first wireless transmission between two points. In 1865, Guillermo Marconi, the son of a rich Italian farmer was able to establish the commercial potential of wireless technology in transmitting information. By the turn of the century he had established many companies which would provide communication between ships on sea and the shore. (Garratt, 1994)

Much before governments anywhere could legislate, the first radio broadcasting happened in 1906 from a small room in Massachusetts where Reginald Fessenden played violin in front of a microphone and read from his Bible. (Medoff et al, 2015)

By the mid 1900s radio stations had emerged in many parts of the world. However, media establishments began to ignore the masses, and people in rural areas, particularly, felt left out. "The media industry, especially broadcast and TV, have traditionally had a very fickle relationship with the countryside," explains Nic Millington, director of the Hereford-based Rural Media Company (www.ruralmedia.co.uk). "Every so often they would sort of beam down into a rural area when a particular issue was coming up on the agenda, but then leave very little behind them in the form of skills, remuneration or, indeed, accurate representation. They left a degree of disappointment in the communities that had participated in those programmes." (Mitzi Waltz, 2005: 31). Similar was the case in many Asian countries.

Around the mid 1900s, radio stations that were outside of the broadcast organizations began to spring up, slowly but steadily, in many parts of the world. From the miners in Bolivia, to rock musicians in Belgrade, to aboriginals in Australia radio stations (Kate Coyer et al, 2007)

came to be called by different names viz. Community Radio, Alternative Radio, Pirate Radio, Radical Radio. These began to broadcast voices of people who could not have been heard either on state-owned radios or in many cases, even on radio stations owned by private corporations. While many terms exist to characterize media outlets not owned by wealthy, capitalist corporations, they all broke away from the norms established by the mass media organizations and attempted to broadcast something different. They all seemed to attempt to answer Nic Millington's concerns. Why they were called by different names is a subject for another study. For purposes of this study, we will stick to the popularly accepted name – Community Radio (CR).

The government-owned All India Radio attempted rural broadcasting way back in 1935 when some stations in western India began to broadcast programmes for rural audiences. The Delhi, Madras and Lucknow stations of All India Radio began rural broadcasts in the late 30s. By around 1965 most of the AIR stations had begun to air exclusive programmes on agricultural extension for farmers. (Mathur and Neurath, 1959)

The programmes used the local dialect and focused mostly on delivering the emerging practices in agriculture. Some of the programmes were so popular that in Thanjavur in South India, farmers began to call a particular variety of rice, 'radio rice'.

It was, however, criticized for not making any attempts at people's participation and using radio as a tool for top-down communication. It was only around the late 50s that AIR attempted to receive and act on feedback on farm radio programmes that it broadcast in

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Maharashtra. Based on a Canadian model, the theme of the radio rural forum set up alongside broadcasting was 'Listen, Discuss, Act'. The radio rural forums became quite popular and in 1964, there were 7,500 forums across the country. (Chatterji, 1991). Sadly, AIR did not capitalize on the lessons learnt and it remained just an experiment (like the SITE and Kheda projects in case of television later) in development communication with community involvement in media. (Pavarala and Malik, 2007:83)

Community Radio: Some definitions

When UNESCO began to promote Community Radio (CR) in the early 1980s the objective was to use airwaves as a means of cultural expression, a forum for participation and a platform for discussion and dialogue. UNESCO saw CR as the key to knowledge and information dissemination. Maslog (1997) offers the following as characteristics of CR:

1. Owned and controlled by people in the community;

2. Usually smaller and low-cost;

3. Provides interactive two-way communication;

4. Nonprofit and autonomous, therefore, noncommercial;

5. Has limited coverage or reach;

6. Utilizes appropriate, indigenous materials and resources;

7. Reflects community needs and interests;

8. Its programs or content support community development.

The historical philosophy of community radio is to use this medium as the voice of the voiceless, the mouthpiece of oppressed people (be it on racial, gender, or class grounds) and generally as a tool for development. Community radio is defined as having three aspects: non-profit making, community ownership and control, community participation. It should be made clear that community radio is not about doing something for the community but about the community doing something for itself, i.e., owning and controlling its own means of communication (One of the definitions by AMARC, 1998).

Wijayananda Jayaweera (2011:34), former director, Division for Communication Development, UNESCO, offers the following as CR's characteristics:

-Community radio is constituted as a not-for-profit (nor for loss) operation.

-It is intended to serve specific communities, either geographically-based or communities of interest.

-It has a management structure that is representative of the community that the station is designed to serve and to which it should therefore be accountable.

-It provides programming that is relevant to the community being served, with emphasis on local content and community empowerment.

-Community radio actively involves community members in its operations – both as audience members and as participants.

Louis Tabing provides a simpler definition. He says the CR is one that is operated "in the community, for the community, about the community and by the community". Tabing goes on to explain that CR uses technology appropriate for the community, meaning that the focus

is on demystifying technology rather than adapting those processes that increase dependence on external sources. (Tabing, 2002: 11)

With community radio, "the focus is on dialogue, on finding solutions, on the future rather than who did what to whom…, on bringing all the stakeholders together and through the radio trying to calm situations down and move the society toward peace and democracy," (Carole Frampton, 2007:8) indicating that CR can be an effective tool in addressing conflicts too.

Community Radio in India: A brief history

> *The principles and practices of broadcasting as they have existed and evolved in India are audibly reflected in the key issues that the media planners and policy makers have sought to resolve at different times in the 80 years of its existence now. The discourses and imperatives at any given time with regard to Indian broadcasting have been quite in conflict with each other. The state's monopoly over broadcasting is under attack, while anxiety is being expressed for regulating the invasion from satellite because of its perceived impact on national culture and cultural identities. While private broadcasters are seeking free market for media, and consumers are demanding the right to choose, there is worry over the increasing commercialisation and homogenisation of media content that is thwarting its public service function.* (Pavarala and Malik, 2007:81)

It was in this background that the ferment for community radio began in India in the 1990s. This was also the time when India embarked on a process of economic liberalization. The government sought to open up the manufacturing and service sector to foreign investments with an aim to improve provision and introduce competition, which it felt was imperative in order to make the economy vibrant. The media sector was no exception. Until then, media was regulated by the archaic Indian Telegraph Act of 1885 and Indian Wireless Act of 1933. Post-independence, although the government set up a number of committees to throw light on the functioning of the state-owned broadcaster, most of the committees ignored the fundamental principle of people's access to media technologies. The state continued its hold over radio broadcasting. The burgeoning television channels in the wake of liberalization only led to homogenization of content. Private television channels provided access to audiences although in a limited fashion. People's access to radio and having their say continued to be limited to the letters they wrote to All India Radio.

It is interesting to note that much later, community radio in India was legalized based on a Supreme Court judgment on a case involving the government and a private broadcaster. The 1995 judgment of the Supreme Court in the Cricket Association of Bengal (CAB) Vs Ministry of Information and Broadcasting (MIB) has been well-documented, in which the Supreme Court ruled that airwaves were public property and that they should be used for public good (Pavarala and Malik: 2007). This provided an impetus to civil society groups and community radio enthusiasts to campaign for a policy framework for community radio in the country.

It took 12 long years of persistent advocacy efforts by activists for the government to be convinced that a third tier of broadcasting was necessary and possible in the country. During these years, the government preferred to interpret 'public good' to suit its convenience and opened up FM frequencies for auctioning to the private sector. The civil sector intensified its struggle for community radio and following several negotiations, the government announced the Community Radio Guidelines in 2002. However, this policy restricted licenses to well-established educational institutions with a transmitter power of 50 Watts and antenna height of 30 metres. Anna University became the first campus community radio station under these guidelines to go on air in 2004. The third-tier of radio broadcasting had come into being.

Meanwhile, a number of consultations were held with the government and a 'consensus document' was shared by CR activists with the MIB during a workshop in 2004. A workshop during the same year in which UNDP, UNESCO, MIB and stakeholders like experts, civil society groups, donors and enthusiasts participated, resulted in the draft Community Radio Policy. The government took two more years to approve the policy and did so in November 2006. Non-profit organizations like NGOs, civil society groups, registered societies, autonomous bodies and public trusts could now apply for a community radio license. The transmitter power remained at 50 Watts, antenna height at 30 metres and advertising was allowed. However, news and current affairs were disallowed under the policy (MIB: 2006).

Deccan Development Society, which had applied for a license way back in 2002 and faced rejection then, launched the first community radio station to be run by an NGO, in 2008. This was soon followed by Radio Bundelkhand by Society for Development Alternatives and

Namma Dhwani in Karnataka and MVSS in Maharashtra. Many others CR stations followed in other states of the country. As of 2015, 63 CRSs were run by NGOs, six by Krishi Vigyan Kendras. The rest of the licenses were owned by educational institutions.

The government has not issued CR licenses in what it prefers to call 'disturbed areas'- states where extremist activity has been reported for some years now. Although activists have been insisting that CRSs in such areas could aid in resolving conflict, the government has not yet made up its mind.

More than ten years after the government announced the first Community Radio Policy Guidelines, the website of Ministry of Information and Broadcasting has the following statistics (May 2015):

A	No. of applications received	1662
B	Letters of Intent (LOI) issued	409
C	Letters of Intent (LOI) Rejected	91
D	Grant of Permission of Agreement (GOPA) signed	218
E	Operational Community Radio Stations	179
F	Number of applications rejected	822
G	Applications under process	340

CR activists and enthusiasts are not entirely happy with the growth of the CR sector. They point to the repeated assertions of the government right from 2006 that 4000 community

radio stations would be established in India "under the new enabling policy". The sluggish growth of community radio and the reasons thereof have been adequately documented in the report of the National Consultation on Community Radio held in 2010 in New Delhi (UNESCO, 2011). In at least three sessions, panelists highlighted how the licensing process was extremely bureaucratic and that they need to be simplified. The then Director (Broadcasting), herself pointed out that the Wireless Planning and Co-ordination (WPC) wing of the Ministry of Communications needed to simplify and facilitate quick processing of applications (UNESCO, 2011:40). The table in May 2015 on the MIB website above indicates that not much has changed in the WPC wing. According to government figures released in February 2015, MIB has received 1,692 fresh applications and it has issued letter of intent to 409 of the applicants. Out of the 409, 218 have managed to sign the Grant of Permission Agreement and are waiting for the license. There have been repeated calls for a clear allocation of spectrum amidst rejection of applications on the grounds that there is no frequency in some cities and even in some rural areas. Ban on news on CR is another issue that is being fiercely debated with the government.

In 2013, MIB also announced a Community Radio Support Scheme (CRSS). The objectives of the scheme are:

(i) To strengthen new and existing CR Stations with resources, capacity and technology so that they could provide access and voice to marginalized communities.

(ii) To promote growth of CRS, especially in remote and rural areas, so that people living in these areas could have access to a meaningful medium of broadcast

(iii)To promote socio-economic and cultural development of communities as CRS is a powerful medium for social mobilization (CRSS announcement, MIB: 2013)

The scheme covers equipment acquisition, support for training, emergency grants, replacement of existing equipment and innovative grants. Besides this, the Ministry of Agriculture disburses funds under the Agriculture Technology Management Agency (ATMA) scheme to KVKs to set up CRSs.

Community Radio Policy Guidelines: Salient features

The extant CR Policy Guidelines allow for three types of institutions to apply for a license. Under the policy educational institutions, NGOs and Krishi Vigyan Kendras (KVKs) (Agricultural Research and Extension Units set up by the Ministry of Agriculture) are all issued licenses under one umbrella policy. This is unlike in some western countries where there are categories under which applications are filed. In some countries like the US, applicants compete for announced frequencies under the various categories. In India, license applications are processed and approved on a first-come-first-serve basis.

The Ministry of Information and Broadcasting advertises calling for applications once a year. However, institutions belonging to the three categories mentioned above can file online applications throughout the year.

Some of the highlights of the policy guidelines are:

- The programmes should be of immediate relevance to the community

- At least 50% of the content should be generated with the participation of the local community

- All CRSs are required to follow the All India Radio Programme and Advertising Codes

- News and Current Affairs programmes that are political in nature cannot be broadcast

- Programmes should not encourage superstitions and denigrate women and children

- CRSs can only use a 50W transmitter with a 100 W Effective Radiated Power

- The maximum height of the antenna should not exceed 30 metres

- Transmitter and antenna should be located within the geographical area of the licensee

- Funding from multi-lateral agencies is allowed. However, sponsored programmes are not allowed except the ones by Central and State governments, and other organizations to broadcast public interest information

- Advertising will be restricted to five minutes per hour of broadcast

Characteristics of CR

Some of the important universally accepted principles and characteristics related to CR are that they are accessible, managed by members of the community, provide opportunities for diversity, gender equality, and importantly, accountability. That is, they are accountable to the communities they serve. While state-owned or private radios operate mainly for

propaganda, power, politics and profit, CRs can be distinguished by the fact that they operate on the not-for-profit principle (Pavarala and Malik: 2007). This does not necessarily mean that they do not earn any revenues since adequate financial flows are important to sustain the running of the station. However, most scholars emphasize that social sustainability is an important factor for the success of a CR station.

Technically, CR Stations (CRS) have low power transmitters and broadcast in a small geographical radius serving a small community. Programmes are conceived, produced and aired by members of the community. This assumes that community members, even if unlettered, gain the necessary skills over a period of time through participatory processes that build their capacities. Most of the resources for the CRS including financial come from individuals and local institutions and businesses and other fund raising methods. A major part of the CRS is dependent on volunteers with a view to keep the costs low and make it sustainable.

Broadcast hours are also decided keeping in mind the convenience of the communities in the broadcast area and community members are motivated constantly to participate in programming and production leading to slow erasure of what Jo Tacchi (2008) calls 'voice poverty'. In summary, a CRS works to provide a platform to members of the community, who would have otherwise not found an opportunity in state-owned/private radios, to air their grievances, success stories, discuss and voice their opinion on issues concerning them.

Communities across the world seeking to establish CR agree on these broad principles although approaches may vary from country to country depending on the political climate.

Principles of Community Radio

A review of the documents released by the World Association of Community Radio Broadcasters (AMARC), UNESCO, CR associations in the Asian region and works produced by scholars provide the basic principles for CRSs.

Most scholars agree that community radio is for social gain but not for profit; that management and ownership should rest with the community it serves and it has to provide for the community to be represented in programming, production and management.

Its most distinguishing characteristic is its commitment to community participation at all levels. While listeners of commercial radio are able to participate in the programming in limited ways – via open line telephone shows or by requesting a favorite song, for example – community radio listeners are the producers, managers, directors, evaluators and even the owners of the stations. (Girard: 2001). They also agree that CR provides a platform for local art and artistes, horizontal communication within the community, resolving local conflicts, prioritizing local needs leading to desired development/social change in the community. The historical philosophy of community radio is to use this medium as the voice of the voiceless, the mouthpiece of oppressed people (be it on radial, gender, or class grounds) and generally as a tool for development. (AMARC: 1998). Its specific focus is to make its audience the

main protagonists, by their involvement in all aspects of its management and programme production, and by providing them with programming that will help them in the development and social advancement of the community. (UNESCO, 2001:16).

Charte de la Confédêration Nationale des Radios Libres (CNRL), France, says CRs are those that are linked to human rights and concerned about the environment. They are pluralistic and that they avoid commercialization. It goes on to state that it builds solidarities with other CRSs that make it possible for each member in the network to fulfill its mission.

The Community Radio Handbook released by UNESCO (2001) highlights the following principles as being central to CR.

Principle of access and participation: Citizens have a democratic right to accurate and timely information. Access implies the availability of broadcasting services to all citizens while participation means that the public is actively involved in planning and management as producers and performers. Opportunities to enter and participate are unrestricted and that it makes available the technical production facilities to everybody irrespective of their backgrounds.

Decisions on programme content, duration, type of programmes and scheduling are all taken by members of the community. People select the type of programmes they wish to hear, rather than being offered a type of programme by producers. It also welcomes feedback and comments on the functioning of the CR and there is continuous interaction among members

of the community. The CRS makes special efforts to bring about changes in its functioning based on the feedback from its community.

Ownership & Management: The CRS is owned by the community either through a trust, foundation or a similar arrangement. There can be cases where ownership is in the hands of another body but has provided the facility for the community to use it independently. On issues of day-to-day management, a board comprising members of the community is left to take decisions.

Funding: CRSs are set up as not-for-profit and they mostly rely on finances from the community, institutions within the community, grants, membership fees, fund-raising events etc. However, it is important that the CRS get funding from a diversity of sources.

Editorial independence: They are editorially independent of central and local governments and are not influenced by these and other commercial or religious institutions. Content to be aired is decided by members of the community alone.

Diversity in representation: The CRS will strive to continuously encourage diversity in terms of programming and participation from different interest groups within the community. They make special efforts to ensure inclusion of minority and marginalised groups on equal terms in all aspects of running the station. Importantly, they will strive to provide gender balance too. Through openness, the CRS also provides for a diversity of voices and opinions to help address conflicts in the community. In fact, the acknowledgment of possible conflict and

discord caused by different ethnic, linguistic, religious and even socio-economic backgrounds is one of the hallmarks of community radio. The aim is to objectively air all sides of a discussion without taking sides.

Diversity in content and programming: Content coverage is not limited to only one section of the community. Formats and genres of programming are decided based on community interests and all efforts are made to ensure a variety in programme formats.

Good Governance: CRs play the role of a watchdog and make people aware of their rights and responsibilities and help build a civil society by focusing on democratic values. One would expect a CRS to also be transparent in its functioning and management. Subjecting themselves to social audits and similar such exercises lead to building a healthy CRS.

Partnership and collaboration: CRSs benefit from building partnerships, collaborations and networking with other civil society groups and movements. Besides reinforcing democratic values, they help in building a rich community life through collective action.

Demystifying technology, building a cadre of community broadcasters: CRSs strive to demystify broadcasting by deploying simple-to-use technologies. Often serving unlettered and economically poor communities necessitates conducting of regular workshops to build capacities of its communities.

Community radio in India: Some concerns

The CR sector in India is just over 10 years old. Despite the fact that the government is slow on issuing licenses, educational institutions, KVKs and NGOs continue to apply for a license. While the MIB has a separate Cell dedicated to processing of applications, the inordinate delays and lackadaisical approach of the Wireless Planning and Co-ordination (WPC) wing of the Ministry of Communications is a matter of discussion and debate at every National Sammelan, the annual gathering of CRSs, organized by the MIB.

The anxieties are not just limited to licensing procedure. Have CRSs lived up to their expectations? Have they been adhering to the current policy guidelines and principles of community radio?

In theory, although all CRSs are expected to function similarly, there are several differences. A quick review of the research by interested stakeholders indicates the following:

Ownership models: Some CRSs are launched as development projects by NGOs or as extension arms of KVKs. In a majority of cases, educational institutions have established CRSs since it provides a good training ground or because it enhances their portfolio. There is also considerable debate on whether campus-run radio stations should be licensed differently. Community ownership in actuality is not possible in India since the license is issued to an organisation. In other cases, the legal ownership rests with the NGO that has received the

license. Many NGOs seem to be apprehensive about handing over the ownership to a community based trust.

Community Participation and Management: While some stations are run largely by volunteers, some, funded heavily by funding agencies, have paid staff too. Most CRSs have a Management/ Advisory Board with a few members from either the community or from the host institution itself. Some cases indicate that once established, large educational institutions like universities also reduce funding to a great extent leaving the CRSs to explore other avenues.

Programming & Production: Most CRSs broadcast programmes covering music, talk, drama, local affairs and information. Some have acquired rights to film music and broadcast them to meet the demands of the listeners. Development content, some of it funded by the host NGOs or funding agencies, too find a place on the schedule.

Size: While most CRSs established by educational institutions and KVKs have massive infrastructure, many established by NGOs and registered groups have basic infrastructure. NGOization is among the many concerns prevalent in the minds of CR activists, enthusiasts, researchers and some CRSs themselves. NGOs are expected to serve as agents for social change and deliver public services effectively because they will be more accountable to citizens (Pearce 1993). NGOs by their very nature are required to be accountable on three counts—to their funding agencies and the government, to the beneficiaries, and to the staff involved in the organization. However, undue emphasis on accountability to the funding

agencies as opposed to being accountable to the communities leads to fears of NGOization of the CR.

> *Ten years ago, facing a suspicious and reluctant government, the community radio movement strategically projected the argument for CR within the development paradigm, something with which the state could identify, given its own post-independence history of mobilizing mass media for 'national development'. It is increasingly becoming apparent that this has become a trap. Well-endowed NGOs and well-meaning donor agencies have upped the ante for smaller groups struggling to put out a few hours of original programming a day. Content is often closely tied to the programmatic agendas of NGOs, and the imperative of putting together a 'fixed-point-chart' of more and more hours of daily broadcast forces many stations to a stultifying adoption of standardized genres and formats.* (Pavarala, 2013)

Sustainability: Dependence on donor funding creates incentives to NGOs to focus on projects with short-term measurable outcomes which often may not focus on community participation. In their eagerness to please the funding agency and the local officials, programmes are often designed with 'experts' who deliver information to the 'ignorant masses'. While this not undesirable on programmes related to civic and political rights, extending the same format to even public welfare schemes without questioning their implementation, limits the very existence of community radio.

Undue stress on financial sustainability in the recent years is yet another emerging concern. While one concurs with the need for steady funding of CRSs, over dependence on one single donor might prove detrimental. Sudden withdrawal by the funding agency (often due to "change in national priorities") leaves the CRSs high and dry resulting in downsizing and cutting even the basic costs of production. On the other hand, looking up to the government constantly for funding through commercials leads to the CRSs becoming unwitting supplicants for state largesse. (Pavarala, 2013). This could also lead to a loss of ownership by the community.

Over professionalization: In terms of programming and production, the importance of professional selection, editing and packaging to a degree is undeniable. However, over emphasis on professionalization may lead to the tendency of employing only 'university graduates' at the cost of alienating community members. This is goes against the very basic principle of demystifying technologies for the communities. In their quest to mimic commercial FM stations in terms of 'quality' of programmes, CRSs run the risk of increased maintenance costs and moving away from the very communities they seek to serve.

Participation and Gender equity: Participation and representation of women and related gender issues is yet another concern. The Global Media Monitoring Project, 2010 laments that only 34% of stories on mainstream media including radio and television were presented by women. Only 10% of the workforce employed by the Indian state radio broadcaster, All

India Radio (AIR) is women. Participation of women and sexual minorities in all spheres of CR operations including decision making, programming and production, and even as listeners is crucial for CR to make a meaningful contribution.

Today, 180 CRSs broadcast programmes ranging anywhere from four hours to 24 hours a day across the country. According to MIB, although the National Sammelan brings together practitioners and potential operators on a common platform, the event itself does not provide an opportunity for the CRSs to look inwards on their performance in terms of community engagement, listener profile, financial sustainability, capacity building and other such issues. Based on an idea by the practitioners themselves, MIB initiated the Peer Review Process. This exercise, besides providing an opportunity to take stock of their operations would also forge exchanges between practitioners and lead to strengthening of the sector. (MIB, 2014).

By around the same time, three agencies had either already developed a toolkit for self assessment or were finalizing one. The Self-Assessment Toolkit (SAT) developed by the Commonwealth Educational Media Centre for Asia (CEMCA) with support from Ford Foundation says it is meant for CRSs to improve practice. It says the framework could be a useful tool for CRSs to aid them in strategic planning and forward thinking exercises that they may undertake. (SAT, 2013:2). Another toolkit introduced by Ideosync Media Combine (IMC) is the Self-Assessment Guide (SAG). The tool could be used to analyze and improve on the CRS' activities that they might undertake in a stipulated timeframe to improve on any or all of the areas. (SAG, 2014:1).

The third toolkit, Community Radio-Continuous Improvement Toolkit (CR-CIT), on which this thesis will focus, was developed by the UNESCO Chair on Community Media. This was developed to help CRSs conduct a systematic process of self-reflection about their experiences and see how they can compare themselves against the philosophy of CR and against the best practices of their peers internationally, on a continuous basis. (CR-CIT, 2014:2)

Structure of the thesis

Following the first introductory chapter, the next chapter will present in detail the process that went into the development of CR-CIT. However, before achieving this, the thesis will first look at the journey of development communication and its changing contours over the decades. It will examine the history and evolution of monitoring and evaluation of communication for development (C4D) projects, the tools and methods used over the years and the changing practices.

The same chapter will also examine concepts such as self-assessment, continuous improvement and co-learning, drawn from other disciplines. It will also present the research objectives and the methodologies deployed as part of the action research undertaken to achieve those objectives.

The next chapter will focus on the participatory process adopted, the field testing and validation processes involved before finalizing the toolkit and publishing it in the public

domain. This chapter will also detail the validation and field testing processes leading to the finalization and development of the toolkit and the evolution of the Self-Assessment and Peer Review process to help CRSs in their review.

The chapter following this will examine the adoption of the toolkit by CR stations in India, the process of adaptation by six other countries analyze the toolkit for its parameters and indicators. The Community of Practice (CoP) set up for CR practitioners, enthusiasts, trainers and researchers will also form part of the discussion and conclusion.

The last chapter will try to provide an overview of the observations by the researcher. The Community of Practice (CoP) set up for CR practitioners, enthusiasts, trainers and researchers will also form part of the discussion and conclusion.

Research Methodology and Tools

This section will lay out the methods and tools employed in this study. It will begin with an introduction to the methods and go on to detail the tools used in order to achieve those methods.

As mentioned earlier, this thesis examines the processes involved in the development of Community Radio-Continuous Improvement Toolkit (CR-CIT) developed by UNESCO Chair on Community Media. CR-CIT is one among the three toolkits developed in India for self-assessment of community radio stations around the time the Ministry of Information and Broadcasting (MIB) expressed its intent to introduce an evaluation process on the effectiveness of community radios in the country. The other two toolkits for a similar purpose were developed by CEMCA (with support from Ford Foundation) and Ideosync Media Combine. All the three toolkits are in the public domain for application by community radios. The MIB left the option of choosing one of the toolkits to the community radios stations. Around 60 community radio stations have since applied CR-CIT as part of the Peer Review process initiated by MIB.

Situating the researcher

At this point, I wish to state my position as a researcher. As an electronic media practitioner with a keen interest on how media technologies can be used by communities for empowerment, I have been involved in advocacy and capacity building efforts for community radio since 2000. Participation in conferences and training workshops coupled with visiting community radio stations as part of other research projects have provided a

deeper understanding of how community media, in this case, community radio, ought to function. While my earlier involvement in the development sector sensitized me to the need and importance of community media my work in the CR sector as a practitioner, activist and trainer have exposed me to policy advocacy, technology, issues of participation and sustainability and concomitant issues.

My role also as a Faculty Fellow at the UNESCO Chair on Community Media led to my involvement in the development of the CR-CIT, an exercise that was taken up in 2010-11.

There has been a slow but steady development of scholastic literature on community radio including evaluation reports on community radios in various parts of the world. CR-CIT was conceptualized to be a toolkit with an evaluation and assessment framework that community radios themselves could use to review their performance.

Researching the development of a toolkit using participatory methods is what interested me the most. As my review of literature will show, monitoring and evaluation has slowly moved away from being a top-down, external approach to a more democratic and participatory approach in which stakeholders come together to assess their performance. The phased process involving consultations with stakeholders and experts that "respects, legitimizes, contextualizes and draws on the knowledge and experience of the local participants as well as relevant experts and outsiders" (Tacchi, 2013:22) is what drew me to research the development of the toolkit.

That the development of the toolkit would involve several phases dawned after a series of discussions. A few rounds of such discussions later, the three-member development team including me concluded that it was only appropriate that the development of the toolkit also

be participatory in nature, in line with the fundamental principle of community radio. This was accompanied by the understanding that the toolkit developed would have to enable participatory self-assessment for continuous improvement, the reasons for which I will expand on, in the following chapters. My role in the development of the toolkit included organizing logistics for the workshops, participating in discussions, workshops, maintaining detailed notes of the workshops, development of the toolkit and documenting the workshops.

This thesis also serves as a platform for reflecting on one's own practice and involvement in developing the toolkit. Therefore, this research will be a combination of critical reflections on the processes and tale telling, although the latter has not been labeled as such.

Besides reviewing Communication for Development (C4D), this thesis will also look at the emerging frameworks on monitoring and evaluation and the paradigmatic shifts therein. It will then proceed to examine why there was a felt need for self-assessment by CRs.

The methods and tools involved in arriving at the parameters and indicators for each parameter will form the major portion of this thesis. Validating and field testing the toolkit once it was developed, to check on the suitability of parameters at the ground level was a significant part of the development of the final version of the toolkit. This thesis shall also layout the entire process involved in this phase, and in doing so, it will adopt a Participatory Action Research method.

Participatory Action Research:

Introductory texts on communication research outline two major methods of research – Quantitative and Qualitative research. Quantitative methods often seek to confirm hypotheses and use structured methods such as questionnaires and surveys. They tend to predict causal relationships using numerical data that result out of the structured methods. In research involving questions on human behavior and complex processes that are often unpredictable or context dependent, "outcomes of complex interventions are reduced to simple, cause-effect processes and the categorization of things, including people" (Eyben 2011 in Tacchi and Lennie 2013).

Contrary to this, qualitative methods seek to explore phenomena, use flexible instruments, semi-structured methods such as focus group discussions, in-depth interviews and participant observation and group work by peers wherein the data is more in the form of detailed text. Qualitative methods also lend themselves to flexibility in terms of adding questions arising out of interviews. Participants in qualitative research often get an opportunity to provide more detailed and nuanced answers, which is then left to the researcher to analyze and arrive at conclusions. In short, qualitative methods are often employed to answer 'why', 'how' and 'what' rather than 'how many' and 'how much'.

Participatory research methods seek to involve the people under study. Participatory research can be regarded as a methodology that argues in favor of the possibility, the significance, and the usefulness of involving research partners in the knowledge-production process (Bergold 2007). Given its openness and flexibility, both the researcher and the researched stand to benefit from the research (Bergold and Thomas 2012). Several studies conducted earlier have

led to the conclusion that participatory research methods focuses on knowledge for action rather than knowledge for understanding (Cornwall and Jewkes, 1995). One of the key strengths of participatory research methods is that they are seen to reside in exploring local knowledge and perceptions.

For purposes of this study, I take the action research approach first developed by Kurt Lewin, a Prussian psychologist in the 1940s. Action research involves an action researcher and community members who are seeking a change in their situation. Therefore, Lewin argues, that action research is concerned with an agenda for social change that involves in pooling community knowledge to define a problem in order to resolve it. Several scholars have acknowledged that action research has been influenced by works of Paulo Friere and his belief that critical reflection is essential for individual and social change.

A second generation of action research was developed in Great Britian in the 70s. This was built on action research in organizational development. The practical character of this research was developed upon by researchers in Australia in the 1980s. This generation was characterized by calls for more 'critical' and 'emancipatory' action research. Scholars in Europe too made attempts to realize this call with critical approaches to inquiry. In the 1990s, the fourth generation of action research emerged in the connection between critical emancipatory action research and participatory action research. This evolved mainly in the context of social movements in the developing countries and was championed by scholars such as Paulo Friere, Robert Chambers, Anisur Rahman, Rajesh Tandon, Budd Hall, Myles Horton and John Gaventa. These scholars emphasized on the need for action researchers to

be more 'actionist' resulting in change, and building linkages with social movements prevalent in the developing countries. In contrast to action research where social problems were investigated by a lead researcher, the latter scholars emphasized the need for the researched and the researcher to be in collaboration and described it as a cyclic process of planning, acting, observing and evaluating. They termed this process, Participatory Action Research (PAR).

Vollman etal (2004) define Participatory Action Research as an approach that recognizes the need for the subject under study to participate in the design, execution and dissemination of the research that affects them. According to them, the purpose of PAR is to foster capacity, community development, empowerment, access, social justice, and participation.

Seen as a subset of action research, participatory action research (PAR) cannot be grouped into one single methodological approach. On the other hand, it allows for varied approaches and methods in order to conduct research.

According to McIntyre (2008), although PAR practitioners engage in a variety of research in different contexts there are underlying principles that inform such of those projects. They include a collective commitment to investigate a problem, openness to engage in self- and collective reflection, engaging in action that benefits both the researchers and the researched, and building of alliances between participants and researchers in the entire research process.

Besides moving away from a linear cause to effect perspective, PAR involves a cyclic process of research, collective reflection, and social action (Marshall & Rossman, in MacDonald, a 2012: p36) that "offers a critique of, and challenge to, dominant positivist social science research as the only legitimate and valid source of knowledge" (Maguire in MacDonald, b 2012:p36).

Kemmis and McTaggart (1998) observe that besides continuous self-reflection, PAR has seven characteristic features:

1. It is a social process: The authors agree with Habermas that processes of individuation and socialization continue to shape individuals and social relationships. It is a process that is conducted largely in community settings where people—both individually and collectively—try to understand how reform can occur in relation to one another.

2. It is participatory: It is participatory in the sense that individually and collectively, people tend to get a grip on how their current knowledge frames constrains their action. They do this through reflection. It is important to remember that they do this on themselves and not on the 'other'.

3. It is practical and collaborative: It examines how social practices link people with others in social interaction. People try to explore how to improve their interactions by changing the acts that constitute them. They also seek to improve rationality, productivity and alienation.

4. It is emancipatory: PAR is a process in which people explore the ways in which their practices are shaped by socio-economic and political structures and how best they can

intervene to release themselves from these constraints. Alternatively, they see how best they can work within and around them to minimize irrationality, lack of productivity and alienation.

5. It is critical: It attempts to help people recover from the constraints embedded in the social media through which they interact. By social media here, we refer to the language, models of work, power relations (inclusion, exclusion). Fundamentally, people contest such aberrations and try to reconstitute themselves in terms of social media.

6. It is reflexive: It helps people to investigate reality in order to change it and change reality in order to investigate it. People aim to transform their practices through cycles of critical reflection and action. Shunning the armchair view of theorizing, it is a process of learning, with others, by doing.

7. It aims to transform both theory and practice: It does not regard either theory or practice as preeminent in the relationship between the two. Neither does it aim to develop theory in isolation of practice nor does it aim to develop forms of practice that could be judged sans theoretical frameworks. Thus, PAR aims at transforming the perspectives of both theorists and practitioners in a way that may help to shape conditions in a particular local setting.

Donna Mertens in the book Transformative Research and Evaluation notes that PAR methods include group-based iterative processes, enabling people to represent their knowledge and concepts. In PAR, the group decides on the focus and questions for research; both participants and researchers observe, engage in action and record observations. Both

participants and researchers seek to deepen their understanding through sharing of knowledge using iteration as a tool and opportunity to revise their plans for the next cycle of research.

PAR or action research involves investigation of actual practices. Those involved seek to understand their social and educational practices and how they are a product of particular material, social and historical circumstances. Therefore, by understanding these practices and the contexts, they seek change led by co-generative learning.

Through co-generative learning, they consider how, by collaborating with each other, they can change themselves, practices and the understanding of these practices and the situations that they live and work in.

Participatory Action Research (PAR) has gained traction over the years and come to be recognized as an important tool for social change and action. Jo Tacchi (2003) combines ethnography and action research, which she names Ethnographic Action Research to monitor and evaluate the effectiveness of community multi-media centres in Sri Lanka and uses a similar approach in studying the project 'Putting ICTs in the hands of the poor', a UNESCO project.

The methods she uses are similar to the ones used in action research. Jo Tacchi is concerned about how a project develops a research culture through which constant reflection and the knowledge thus developed are constantly fed back to help the project develop.

However, she notes: "Each of the projects within the UNESCO programme has a project worker trained in the research methodology who is responsible for ensuring the research is undertaken and integrated into each project's own development." This, perhaps, distinguishes EAR from PAR, although the former too uses some of the methods and tools used by the latter. It must be noted that in Ethnographic Action Research, every discussion, chat and experience is material, the methodology and tools used by me were limited in terms of its 'immersive' nature. Stakeholders of community radio came together to share their lived experiences to produce knowledge in the case of the development of CR-CIT. In EAR, the material for research developed from the lived experiences of the researcher and the researched.

Use of PAR in the development of the CR-CIT:

This thesis will attempt to seek answers to the following research questions:

- What are the pros and cons of the dominant paradigms of monitoring and evaluation?

- What are the paradigmatic shifts occurring in monitoring and evaluation?

- What processes did the agency adopt in developing the toolkit?

- Who were the actors involved in the development process and how did they contribute?

- What went into the development of the parameters and indicators in the toolkit?

- What methods and tools went into the validation and field testing of the toolkit?

- How participatory is the toolkit in its approach?

Research Objectives:

1. Undertake an analysis of monitoring and evaluation approaches in C4D and by extension in community media

2. Examine the participatory processes involved in the development of a toolkit for self-assessment of community radio stations (CRS)

3. Analyze if the parameters of the toolkit are based on the non-negotiable principles of community media and how they help to translate these into good practices.

4. Study the use and adoption of CR-CIT by CRSs for self assessment and continuous improvement

Data Collection

This study employed a qualitative research design which consisted of three distinct stages of data collection.

While the development team created a set of parameters based on the secondary data through desk review (the details of which will be presented later), it was natural that community radio practitioners and experts be involved in reflecting and providing suggestions and feedback on improving the same. This would not only make the development of the toolkit a participatory process but also provide a platform for co-learning among the practitioners and experts.

The first stage of secondary data collection involved a detailed desk review of the existing policies and codes of practices in 10 different countries. The objective was to arrive at certain

performance criterion of community radios in these countries. The policies and practices of each country was studied and tabulated to help arrive at key parameters for the toolkit.

The next stage involved a three-day hands-on workshop with community radio practitioners, the objective being arriving at parameters for performance. It must be mentioned that the development team had worked on certain parameters and presented it to the workshop to facilitate better understanding and provide for critical inputs on the same. Community radio practitioners from all over the country participated in the workshop. At the three-day workshop, participants, facilitated by the development team, went through the parameters initially developed and offered comments and suggestions. Long debates, facilitated by the development team on some indicators ensued resulting in consensus. Participants also provided anecdotal information and observations. I maintained detailed notes on the interactions and feedback the development team received from the practitioners. The journal I maintained, had participants offering different ways of looking at a parameter and comments; reflections from personal experience and recommendations. These would later feed into revising the raw set of parameters developed by the team.

At this stage the team adopted what has been described as the Charrette method by Glenn (1994:7) The term Charrette has its origins in French wherein students used to carry around their works of art and architecture to the university in Paris. As they moved along, farmers, other students, inn keepers etc would offer suggestions on their work. This way architects used the inputs from clients in improving their work.

Glenn describes Charrette as an intensive face-to-face process designed to bring people with different experiences into consensus on an issue with a short period of time. These people who come together become groups (breakaway groups) work on the problem at hand and report to the whole. Feedback from the groups and the entire group is then addressed in the next round of discussions. This sequence is repeated until consensus is reached before the work is released for public consumption.

The next set of data came from another workshop that involved experts, enthusiasts and practitioners from the CR sector. CR experts from the country, with a history of being involved in national and international advocacy and one expert on audience research participated in the workshop. A smaller team of CR practitioners and enthusiasts also participated. This workshop served to confirm and refine the parameters and the indicators developed for the toolkit. Similar to stage two, the journal I maintained had extensive notes on feedback and comments provided by the participants at the workshop. This would feed into further revising the parameters and indicators for the toolkit.

At this stage the team used the Delphi technique. Developed by RAND Corporation in the 1950s, Delphi technique was initially used to forecast the impact of weapons on people and society. However, the technique has come to be used in other situations too. This technique makes use of intuitive information of the participants on a particular problem at hand. It must be mentioned here that the Delphi technique uses surveys that lend anonymity to the information or opinions shared. The fundamental principle in Delphi technique is to use experts for their suggestions, opinions and feedback and feed it back into the next round of

discussion to arrive at a consensus. The objective in this case too was the same. Elicit feedback from the experts so that incomplete knowledge available is provided feedback on by the experts.

Analysis of data at each stage contributed to refining the toolkit, the details of which I will be presenting in the following chapters. Following this stage, an initial version of the toolkit (Version 1.0) was released in public domain.

Once the toolkit was refined after receiving feedback from other practitioners, it was field tested with community radios in both India and Bangladesh. I had the opportunity of participating in the field testing too which led to validation of the toolkit. The main objectives of field testing were to make it more inclusive, consensual and universal to the extent possible. Detailed notes on each parameter and indicators including suggested modifications to help it become more inclusive and consensual were made during this phase. Changes were affected to the toolkit from all the three phases of development. However, the development team was aware that the toolkit would have to be validated and adopted for each country with different community media regulations, policies and practices.

Sampling

For purposes of the development, field testing and validation of the toolkit, the development team chose purposive sampling. While the development team did provide some initial structure to the interactions during the workshop as is done in most PAR projects (in the form

of having prepared a raw set of parameters and indicators), the participants were to debate and discuss each parameter and indicator to arrive at a consensus. Participants for the first workshop (held to reflect on the parameters and indicators) were specifically chosen from both urban and extremely remote areas to provide for varied experiences. They were also chosen based on their experience in running a radio station in terms of number of years.

At the time of developing the toolkit there were around 140 community radio stations in the country. Purposive sampling was used to provide representation to CR stations from across the country. Accordingly, participants were chosen from North, South and West. In the eastern part of the country, only Orissa had a few community radios (there are hardly any in the northeast). A total of 20 community radio station representatives providing experience and geographical representation participated in the workshop.

For the second workshop—to validate the parameters and indicators—a team of CR experts with considerable understanding of issues related to policy and practice, mainly because of their involvement in the CR movement (advocacy), capacity building (training) and action research (in setting up good practices for the radio station) were invited to the workshop.

The succeeding chapters will outline in detail, the process that went into the development of the toolkit and its adoption by community radio stations.

CHAPTER TWO:

MONITORING AND EVALUATION IN C4D:

A LITERATURE REVIEW

Communication for Development (C4D) is perhaps the most contested term since it was coined in the early 50s. It has changed contours and has been called by different names viz. development support communication, development communication, communication for development and social change, communications and social change, participatory communication for social change et al. What remains constant, however, is the fact that there has been no agreement by scholars on all aspects of C4D across the world; funding agencies and governments continue to follow the earlier paradigms in their developmental projects.

Thomas (2014:8) wonders if C4D has an identity of its own and a tradition of theorization that it can call its own to make it distinctive from other areas of communication. While one can argue that C4D has enriched itself by borrowing from several 'isms' (e.g. Marxism, imperialism, feudalism, socialism etc.) and schools of thought such as feminist theory etc. Thomas almost laments the existence of several fault lines in terms of theory and practice of C4D, policy making and implementation, technocratic and managerial approaches versus people-centred approaches.

This chapter provides an abbreviated history of communication for development (C4D) before moving on to the changes occurring in approaches to monitoring and evaluation of development projects.

In the post World War II period (1950-70), development, seen as a linear process, was defined in terms of mere economic growth. The goal of second and third world countries was to achieve development – urbanization and industrial growth – like the developed countries of the west. The dominant paradigm conceived transfer of technology from the developed countries to developing countries as a panacea to all problems. Daniel Lerner (1958) argued that mass media played a great role in urbanization. Urbanization, according to him, led to exposure to mass media and literacy, which would then lead to greater participation in political processes.

Wilbur Schramm (1962) who was greatly influenced by Lerner emphasized that knowledge is power, and productivity was key to economic development. He strongly believed that mass media could easily propagate ideas of social change. He held that people must be provided with information; there must be opportunities for them to participate in decision making; and that skills must be taught. Schramm saw media as 'magic multipliers' that could facilitate development and national integration. Mass media could serve as a support system to bridge the gap between tradition and modernity. Everett Rogers (1964) with his diffusion of innovation theory argued that diffusion of new ideas and practices were crucial to development. This theory resulted from agricultural extension work wherein 'experts' from developed countries disseminated information to farmers in countries in the 'South'. Adoption of new ideas was crucial to development.

The next phase between 1970 and 1990 saw the emergence of the New World Information and Communication Order (NWICO) accompanied by a scathing critique of the dominant paradigm, particularly by scholars from Latin America. They argued that the dominant

paradigm was philosophically guided by behaviorism and functionalism while ignoring the socio-political and economic contexts in which it was being implemented. (Sosale, 2002)

Much of the work on these lines in the 70s was rooted in praxis – that meant action and reflection. Under this orientation, practitioners attempt to close the distance between teacher and student, development agent and client, researcher and researched in order to enter into a co-learning relationship guided by action and reflection. In a praxis approach to teaching, development, or research, people serve as their own examples in the struggle for and conquest of improved life chances. (Huesca, 2008)

The dissent against the dominant paradigm led to the emergence of the dependence theory. Scholars who offered critiques of the dominant paradigm focused on imbalance of power structures and uni-directional flow of information from developed to underdeveloped countries. Theorists of this paradigm believed that underdevelopment is a result of accumulation of wealth in a few countries. It also argued that cultural imperialism by dominant socio-political groups influences and shapes the culture of weaker groups or nations through use of mass media and other such institutions. They called for a more humanistic approach to development based on the understanding that people have a better understanding of their contexts and situations and thus, oppression.

Latin American scholars advocated a dialogic communication process rather than a uni-directional process. This required development researchers and practitioners to seek out the experiences, understandings, and aspirations of others to jointly construct reality and

formulate actions (Beltran, 1980). In essence, even the one-way model of communication was rejected by these scholars.

No sooner than Latin American scholars objected to the dominant paradigm, scholars such as Lerner, Schramm and Rogers acknowledged that their works oversimplified development by focusing on an individual while ignoring cultural specificity.

The rejection/passing of the modernization paradigm led to participatory approaches to development. This led to a change in the way communication tools were used for development. Participation became the key word. The participatory model essentially incorporates the concepts in the framework of multiplicity of realities. It stresses the importance of cultural identity of local communities and of democratization and participation at all levels –international, national, local and individual. It points to a social change strategy, not merely inclusive of, but largely emanating from, the traditional 'receivers'. (Servaes, 2005)

Around the 70s, international organizations like UNESCO also debated issues of access, participation and self-articulation. The report of the Belgrade UNESCO meeting in 1977 defines participatory communication as follows (White,Jan Servaes,1996:18)

- Access refers to the use of media for public service. It may be defined in terms of the opportunities available to the public to choose varied and relevant programs and to have a means of feedback to transmit its reactions and demands to production organizations.

- Participation implies a higher level of public involvement in communication systems. It includes the involvement of the public in the production process, and also in the management and planning of communication systems.

- Participation may be no more than representation and consultation of the public in decision-making.

- On the other hand, self-management is the most advanced form of participation. In this case, the public exercises the power of decision making within communication enterprises and is also fully involved in the formulation of communication policies and plans.

By the 1980s approaches such as participatory rural appraisal (PRA) and collective action were gaining ground in the development discourse. Alternative media that encouraged horizontal and multi-directional communication began to be prioritized.

United Nations in its 1997 resolution adopted the definition of Communication for Development as:

> *Communication for development stresses the need to support two-way communication systems that enable dialogue and that allow communities to speak out, express their aspirations and concerns and participate in the decisions that relate to their development.*

Communication for development is characterized as being people-centric, research driven from grassroots and socially inclusive. It is about engaging with communities in bringing about a desired positive change in the lives of people.

Evolution of Monitoring and Evaluation approaches:

The next most debated term in the development industry is monitoring and evaluation (M&E). Alongside the changing contours of communication for development (C4D), the methods employed to monitor and evaluate development, and the effectiveness of development communication projects have also undergone transformation. From a purely external evaluation paradigm, M&E has now come to be recognized as something that should participatory, i.e. involve the stakeholders in every step of the project, including monitoring and evaluation.

This section will briefly outline the changing M&E approaches; suggested changes in frameworks by scholars and give an overview of how community media (radio in this case) projects have been evaluated over a period of time. It will then proceed to layout the theoretical and conceptual underpinnings based on which CR-CIT was developed.

Monitoring and Evaluation: An overview

Monitoring: Can be defined as a continuing function that aims primarily to provide the management and main stakeholders of an ongoing intervention with early indications of progress, or lack thereof, in the achievement of results. An ongoing intervention might be a project, programme or other kind of support to an outcome. (UNDP,2004:6)

Evaluation: The systematic and objective assessment of an ongoing or completed project, programme, or policy, including its design, implementation, and results. The aim is to determine the relevance and fulfillment of objectives, development efficiency, effectiveness, impact, and sustainability. An evaluation should provide information that is credible and useful, enabling the incorporation of lessons learnt, into the decision making process of both recipients and donors. (World Bank, 2014)

The purpose of Monitoring and Evaluation is to provide means for donor agencies, implementing agencies, stake holders and the civil society to learn from past experiences, improve service delivery, and fill gaps in resource allocations and plan for the future.

Monitoring and evaluation also helps clarify programme plans, improve communication among partners (funding agency and implementers) and increases accountability.

Traditionally, the following frameworks have been popular in monitoring and evaluation.

Causal Analysis Framework: Also known as conceptual framework. The aim under this

framework is to examine the causes behind a major problem and conditions that the project seeks to change. Based on certain hypotheses, this framework seeks to bring about changes in the causal factors. Interventions are accordingly planned and outcomes expected are documented. Changes that may have occurred are investigated for, during the evaluation period involving programme managers, implementers, technical experts and beneficiaries. Basic information for evaluation is normally available in the form of needs assessments, feasibility studies, participatory rapid appraisals (PRAs), community mapping, and SWOT (strengths, weaknesses, opportunities, threats) analysis. (MLE website:nd)

Logical Framework: Also known as Log Frame approach. This approach normally has a matrix in which the objectives and how the changes will be measured (indicators) are clearly laid out. Indicators are developed for inputs, outputs and impacts and evaluated against. What are the inputs for the programme? Were they utilized effectively, what the outputs and deliverables? Have the planned activities been completed on time? What changes have occurred as a consequence of an intervention? What are the tangible benefits of such an intervention are some of the questions that are evaluated under this framework. (MLE website:nd)

Results Framework: Also known as the strategic framework, this method is an explicit articulation (by way of graphics, matrices, or even a simple summary) of the different levels of results expected from a particular intervention. The results expected are normally long-term objectives (often referred to as 'impact'). All actions / interventions in between should necessarily lead to those objectives. This is in a way similar to the log frame approach.

UNDP also uses this framework extensively in monitoring its projects under the name 'Outcome Monitoring' as a result of Result-based Monitoring system (RBM). However, the term Results Framework has been adopted by World Bank for all its projects across the world. (MLE website:nd)

Evaluators use a range of methods and tools including performance indicators, surveys, field visits, and lessons learnt, case studies, analysis of progress reports, cost-benefit analysis, expenditure tracking, feedback from beneficiaries and implementers etc. Evaluators, mostly external experts, provide recommendations for either continuation or on sustainability of the project, based on the information gathered through these various documents.

Framework	Programme Management	Is it a basis for M&E?
Causal/Conceptual	Determines which factors the programme will influence	Can only help to explain results
Results	Shows the causal relationship between programme and objectives	Yes. At the objective level
Logic	Shows the causal relationship between inputs and objectives	Yes. At all stages from inputs to process to outcomes

FIG ONE: A comparative table of frameworks, their role in programme management and the bases for application. Source: M&E Fundamentals: A self-guided mini-course (2007)

Jan Servaes etal (2012:12) summarize three evaluator models followed by the funding agencies:

1) The expert-led paradigm in which an external evaluator takes the lead in evaluating a project. This is characteristic of most projects led by UNICEF's MDG, and the World Bank and mostly focuses on results.

2) Participatory paradigm where the community participation/ leadership is key to the success of the project. This paradigm, they say is often noticed in the frameworks adopted by agencies such as Oxfam, FAO and the UN. A key characteristic of this paradigm is that as against pre-determined objectives, indicators and outcomes, the tools must be community-based, simple and easy to understand and measurable. The tools and methods too should be developed by the community in question.

3) Mixed methods which emphasizes on the participation of the community but does not open all aspects of evaluation to the community. This framework is flexible and allows for setting up of indicators depending on the social context in which change is to occur.

Conlin and Stirrat (2008:194) acknowledge that while traditional evaluation practices have remained important, evaluators are being faced with challenges like never before. They point out that until the 1990s the 'project model' was very popular and was manifested in the following ways:

a) Projects were generally funded based on the deliverables and outputs. Such funding predefined the inputs, processes and outputs by the implementing agency. Monitoring and evaluation was usually on what was delivered and whether the assumptions had

held. Scant attention was paid to 'impact assessment' since this required a longer time frame.

b) The second model (which is still in vogue) was where the donors 'owned' the project and the latter was heavily dependent on the 'beneficiary' country to take care of operations and management. The developing countries were considered so weak that experts designated by the funding agency provided 'technical assistance' to these projects. The technical management team usually had its own monitoring and evaluation team that would conduct an assessment periodically, focusing on input and outputs, rarely focusing on the processes, long term impact or the processes. At best, such projects were islands of excellence, which donor agencies would hasten to 'scale up'; at worst, they were unsustainable because of the weaknesses in the local systems.

c) A slight shift occurred in the 1990s where projects were evaluated for 'results', the impact the project had on the 'beneficiaries'. 'Targets' (lowering child mortality, increase in enrolment in schools etc) became the norm with the agreement on Millennium Development Goals (MDG) in 2005. Now, the stress was on 'partnerships' wherein both the developing country was seen as 'owning' the project. Secondly, it was important that the funding agency aligned its focus to the country's priority (this remains so even today in most cases), and both the funding agency and the 'beneficiary' were mutually accountable.

Conlin and Stirrat point out that with changes in funding and management patterns, evaluators faced certain challenges. Project management for results was among the major challenges since the evaluators often found it difficult to assess if a particular result was a

consequence of a particular intervention only. This was compounded when more and more intervention was in place. Methodological challenges arose and were only increased due to the 'targets' set as per MDG.

They further explain that with the changing management patterns (partnership), evaluators began to find it even more difficult to assess projects because the project was heavily dependent on the relationship between the funding agency and the recipient 'partner'. With funding being seen as more for empowerment, evaluators are increasingly finding it difficult to harmonize the systems employed by the funding agency and partner countries in terms of management and evaluation.

Harmonizing and aligning donor priorities with that of the 'beneficiary' have also brought about a major change in the mode delivery. Earlier, while funding was limited to a 'project', donor agencies now began to fund Sector Wide Approaches (SWAP). Normally phrased in the MDG framework, funding agencies and recipients began to look at a wide range of activities including policy reform, interventions and outputs thereof. This further complicated the evaluator's work since attribution became difficult.

Finally, the increasing recognition of other aspects such as trade and commerce and accompanying social activities has further complicated evaluation since evaluators are being asked to look at the intersection between the sectoral interventions and economic and social activities to assess how over all development has taken place.

Citing examples of Asian Development Bank and the Ugandan Poverty Reduction Programme, Conlin and Stirrat (2008) assert that besides methodological issues, evaluators are facing a recurring problem: How far should evaluators restrict their activity. Should they restrict their evaluation to just one project and/ or include other socio-economic processes?

With the growing recognition that development is not just a result of one time-restricted, particular intervention but an outcome of several other processes in place, evaluators are now beginning to include other stakeholders such as NGOs and civil society organizations groups in their assessments. While they are doing so, they have two choices: One, either remain completely independent or two, give in to the 'capture' of the evaluation process by the policy makers and implementers.

If evaluators were to adopt different approaches depending on the context, it would certainly give rise to the legitimacy of the process itself. Will 'interpretative' methods be accepted by the funding agencies, recipients and other stakeholders? Will it be accepted by the various actors involved in development? These are some of the questions that keep cropping up one's mind. However, a review of the various M&E methods would perhaps provide a direction to evaluation itself.

Changing approaches to M&E:

The log frame approach has been in vogue for over four decades and has come to play an important role in planning, monitoring, evaluating and managing international aid and development interventions. Jo Tacchi (2013), while mentioning that this framework's use 'is stronger than ever', also critically analyses the shortcomings of the framework.

Citing studies by several scholars, Jo Tacchi establishes the weaknesses in adopting the log frame approach. It has been criticized as inflexible and "bad at accommodating local culture, or at capturing unexpected or emergent outcomes or change." This approach is therefore seen as having limited usefulness in complex situations since it stifles participation, reinforces relationships of power and control and focuses extremely on accountability, "reflecting an audit culture that seeks to reduce uncertainty to measureable goals" (Tacchi 2013:117).

Jo Tacchi (2013) further explains that Causal Analysis and Results Framework have both been criticized for their emphasis on results, outcomes and deliverables rather than the processes that have gone into the project. Even when some participatory methods like in-depth interviews and focus group discussions are included in the framework, it may so happen that community members hesitate to speak to outsiders or even fully speak out their mind. Yet another 'disadvantage' of such processes is that the evaluation becomes overly complex the scale of activities is large or if an exhaustive list of factors and assumptions is assembled. This can be compounded when the stake holders disagree on the determining factors they judge as important. Some of the impact approaches are expensive, mostly quantitative in nature and may not be able to completely reflect the qualitative changes in the

beneficiaries. Moreover, involving programme staff can include biases in findings since implementing agencies are often interested in collecting positive data. This creates a challenge for the external evaluator who will be required to disaggregate information and analyze data.

Participatory Evaluation Methods:

As observed earlier, participatory methods have come to be recognized as important in all aspects of a programme since the 90s. Participatory evaluation is an approach where programme implementers are involved in all steps of the evaluation process. This method focuses on the 'Learning Process Approach' (Aubel,1999:8). The evaluation activity is concerned with not just the extent to which activities were carried out and the results thereof, but how those activities were carried out.

In the case of community radio, all those involved in the running of the station – representatives of the community, staff members, management committees, advisory bodies – are all ideally involved in conducting the evaluation activity. Based on the information collected, the lessons learnt are fed back into future planning and processes of the station. This way the community radio station stands to gain, and is more likely to provide better service to its community.

In a participatory approach, the evaluator (the facilitator, who is a member of the community radio station in this case) collaborates with other CR station stakeholders and designs the

evaluation objectives, methodology to collect information and to develop recommendations for future use.

Since it is possible that all community radio stations may not have the capacities or the skills to conduct evaluation using participatory methods, a toolkit that facilitates the process would make things easier for its periodical assessment.

A report by Global Forum for Media Development (GFMD) surveys several instruments available in the public domain for assessing media landscapes and shares M&E approaches by multi-lateral agencies across the globe. Banda and Berger (2009), quoting Andrew Puddephat, advocate the use of the 'toolkit approach'. A common set of indicators to assess media landscapes in different countries may not be the right approach given the political contexts and varying degrees of media freedom in those countries. In a paper presented at a Harvard-World Bank workshop, Puddephat (2008:6) lays out three approaches to assessing media landscapes. The first approach is a longitudinal analysis that compares media development over time. The second is a comparative analysis of the media environments in different countries. 'The drawback is that genuine comparisons can often be difficult to make – "how can one compare a country with limited infrastructure and weak economic development with a rich OECD country with a long history democratic freedom and transparency? The resulting comparisons are often fiercely contested, or are inconsistent with each other and lead inevitably to evaluated states being reluctant to engage in a debate about areas of weakness that are being flagged up."

Puddephat (2008:7) advocates the toolkit approach with a set of indicators that allows the assessor to select the most appropriate to the environment. The toolkit thus developed could be used as a diagnostic tool without comparison. He strongly suggests that indicators be tailored to the national context.

An assessment toolkit for Community Radio Stations:

At this juncture, it is pertinent to point out that CR-CIT is not the first of its kind attempt in helping assessment of community radio stations.

The World Association of Community Radio Broadcasters (AMARC) released a document in 2007 outlining the principles on which to evaluate community radio stations based on the praxis model. The objectives of the evaluation method, which it called, an impact assessment method, adopted a rights-based approach to voice, one that reflected AMARC's concerns of participation, equity and accountability, and rooted in increasing the effectiveness of MDG. The tools and methods used were round tables, survey, electronic forum and additional research by academic researchers.

The goal of the AMARC 'Community Radio Impact Evaluation: Removing Barriers, Increasing Effectiveness' was to understand the communication processes facilitated by CR, to highlight the effects of CR as well as finding ways to increase the social impact of CR in achieving poverty reduction and development objectives in democracy building, inclusiveness, good governance and accountability (AMARC, 2007, p.36).

The key findings of the evaluation process were as follows:

- Measurement of CR social impact must be people-centred

- Quantity indicators don't tell the whole story

- Quality indicators are required to measure the impact of the communication process

In 2013, the Wits Radio Academy, South Africa developed a 'diagnostic tool' that uses a series of detailed checklists to develop a clear idea of the strengths and weaknesses of a particular station. It lays out five major parameters on which to check the health of a CR station i.e. mission and governance; management and staff; infrastructure and finance; programming; and community involvement. The tool has indicators for each of these parameters. The tool also mentions that the assessment could be taken up either by members of the staff or by somebody from outside the station or by a combination of the two. It provides weightage to each of the five parameters totaling to 100%. The higher the score, the healthier the station. It is evident that tool has been developed in the context of South Africa. However, the emphasis seems to be biased in favor of the managerial aspects the radio station while some basic principles like gender equity, local cultures and identity, and transparency and accountability that are the characteristics of a community radio station seem to have been given a go by.

A few years earlier, the Radio Knowledge Centre, Community Radio Support Centre (CRSC) in Nepal released the Community Radio-Performance Assessment System (CR-PAS) in 2009. Nepal is perhaps the only country in the world that has several community radio stations on air, but does not have a dedicated CR Policy. Within 10 years of 'opening up of

airwaves', Nepal saw the emergence of over 400 radio stations under one umbrella broadcasting policy. While some stations preferred to label themselves community radios, they continue to compete with the 'commercial' radios to sustain themselves. Developed through participatory means – the consultation process involved over 95% of the radio stations – the toolkit allows for CRSC to assess CR stations on the basis of seven parameters viz. participation and ownership, governance, programmes, resource structure and resource management, station management and financial management. A CR station that scored less than 35% on these parameters was labeled as 'failing to be a community radio'. The grading proceeded from Evolving CR (35-44%) to Model CR (80% and above).

The danger with the grading model is that it tends to create a competitive environment in the community radio sector similar to the one in the commercial, market-driven radio sector. Community radios work towards creating an alternative public sphere in favor of the unheard. It is possible that a competitive environment diverts the CR sector from its core principles of equity, justice, providing a voice to the voiceless and enabling horizontal and vertical means and processes of communication in a community.

In India, until 2013, when the Ministry of Information and Broadcasting (MIB) expressed its intent to set in process a formal review of the community radio stations in the country, a few CRs, funded either by their parent organizations (educational institutions, NGOs and Krishi Vigyan Kendras) had already initiated a process of evaluation. In most cases, the evaluations were either done by external experts with funding from multi-lateral agencies that had funded the setting up of the CRs or by the NGOs/ educational institutions themselves to investigate

their performance over a period of time. Most of such studies were either quantitative in nature – mostly trying to understand audience perceptions – that did not completely capture the spirit behind the operations of a community radio.

The researcher was involved in at least two major studies of CR stations—one in Jharkhand in 2009 (not yet on air then) commissioned by the National Foundation of India and another, a study of three CRs in the Bundelkhand, commissioned by UNICEF, India (2010). It may be mentioned here that while the research team was successful in adopting participatory research methods in both the above cases, a number of studies carried out by other agencies tend to be more quantitative in nature, thus risking missing out on capturing the qualitative aspects of assessment.

While not doubting the intentions of the Ministry of Information and Broadcasting behind initiating the performance evaluation, one can safely infer that it was mainly to check for compliance of the policy guidelines, given the political nature of the community radio sector. However, the UNESCO Chair's approach was to develop a toolkit that would enable CRSs to reflect on their practices and process to be able to offer better services.

Given this background in the field of M&E and community radio assessment, the UNESCO Chair on Community Media set out to develop a self-assessment toolkit for CR stations with support from CEMCA. While developing the toolkit, it was important to keep in mind the following:

- National policy/guidelines on community radio (National legal framework)

- Principles of community radio and practices (universally accepted)

- Principles of social and financial sustainability

The over-arching objectives of this exercise were:

- Develop a self-assessment toolkit for CR stations

- Create a Community of Practice for co-learning among stations

Conceptual underpinnings:

The development team (consisting of this researcher and two other members) was clear that the toolkit would have to be developed in a participatory manner. However, it also drew inspiration from the participatory practices and discourses prevalent in other sectors such as education, and management in developing the toolkit. This section will outline the conceptual underpinnings of the development phase.

The broad principles behind the development of the toolkit were the principles of Continuous Improvement, Co-learning and creating a Community of Practice.

Continuous Improvement (CI):

Continuous improvement (CI) is a management concept. The need to improve, whether at an individual or organizational level, hardly needs emphasis. Management *guru* Deming defines CI as "Improvement initiatives that increase successes and reduce failures" (Bhuyian,

Baghel, 2005:761). It has also been described as the "propensity of an organization to pursue incremental and innovative improvements of its processes, products, and services" (Anderson et al in Lee, 2004: 623). A more comprehensive definition is as follows:

> *Continuous improvement is an ongoing effort to improve products, services and processes to provide excellence and added value for the customer. It is important to emphasize that continuous improvement isn't one particular system or specific way of doing something, it's a mindset, based on the knowledge that there is always a better way of doing things and therefore a journey that never ends.* (Manchester Metropolitan University, 2011:3).

The Chartered Quality Institute website describes CI as "… type of change that is focused on increasing the effectiveness and/or efficiency of an organization to fulfill its policy and objectives. It is not limited to quality initiatives."

As a management principle, CI has been in vogue for over three decades now in the corporate, health, and education sectors among others. The focus is on putting in place a system wherein the entire workforce focuses on providing better services by improving on principles and practices.

Langley et al (2009:1) proposed the P-D-S-A model wherein P stands for Plan, D for do, S for study and A for Act. Towards achieving this, three questions are crucial:

- What are we trying to accomplish?
- How will we know that a change is an improvement?

- What changes can we make that will result in improvement?

What are we trying to accomplish?
How will we know a change is improvement?
What change can we make that will result in improvement?
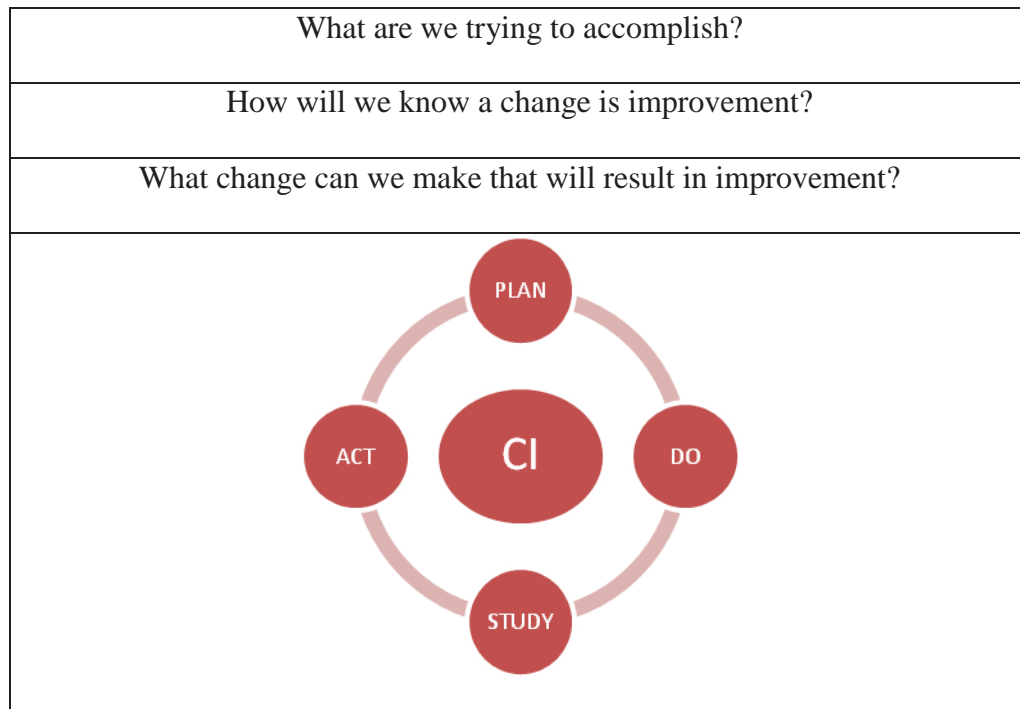
FIG TWO: Model for continuous improvement. Source: Chartered Quality Institute website (2009)

The PDSA model describes a process through which knowledge is generated. The organization then acts on that knowledge, makes changes and reflects on the changes in continuous cycles. However, it must be remembered that not all change is improvement, but improvement is change. It is important to be clear about what changes one wishes to accomplish even while ensuring that communication systems in the organization are in place to communicate those changes leading to improvement.

The PDSA model helps an organization and the stakeholders associated with it to learn from experience and effect changes to achieve its mission and vision or the objectives that it has set out for itself.

<u>Co-learning (CL)</u>:

Co-learning simply implies that participants investigating a problem reflect on the challenges, the options available, and find out from each other on how their learning took effect in a given environment.

While co-learning has been defined differently in different contexts, it has been broadly seen as "an integrated and community-based research approach to support natural resource management decision-making" as a means towards attaining sustainability. There is no clear pedigree as to the origins of the term. The most frequent use of co-learning appears to be a process of interactive and experiential dialogue and collaborative interaction in a particular field with a specific objective. (Law,2011:4).

The characteristics of a co-learning relationship are that all knowledge is valued; co-learners care and trust each other, reciprocate and share knowledge with each other and finally, learn from each other. (Brantmeier, nd)). This is based on the assumption that co-learning happens in a group; that each member of the group has some knowledge and experience to share, thereby maximizing the learning experience.

Some of the tools that lend themselves to co-learning include mapping, Strengths, Weaknesses, Opportunities, Threats (SWOT) analysis, gaps identification, bench marking and strategy development. By taking up self-assessment, community radios in a way are doing all of these to achieve continuous improvement.

Self-assessment (SA):

Self-assessment is a slowly but steadily growing phenomenon in the education sector. Some universities are moving away from the traditional method in which teachers assess students based on the latter's performance vis-à-vis an assignment. As a practice, self-assessment is growing out of a concern that traditional methods have not been all that successful in developing independent learning and thinking. (Boud,1992:186).

In management of organizations, self–assessment is yet to take off as a fully recognized practice. Some organizations, like big corporations that believe in continuous improvement, have begun to use it citing the following reasons:

- To find opportunities for improvement

- To monitor and measure the progress of improvement initiatives

- To create quality awareness among staff members, and

- To acknowledge best practices and reflect upon them (Teo, Dale, 1997)

Self-assessment in both educational and management sectors are seen as a practice for having an awareness of one's own knowledge and the limitations of that knowledge. Undoubtedly, it requires more than this; a sense of vision with an ability to appreciate a wider or more encompassing knowledge base is critical, and self-assessment is enhanced when others provide feedback on an individual's summary of their perceptions. Reflection in this frame is the ability to use that self-assessment to formulate some action and to act on those self-assessments. Unless acted upon, self-assessment becomes a summative process, and thus

negates the potential of it being a formative process to support learning (Black & Wiliam, 1998; Tan, 2007).

The British Quality Foundation (2000:1) in its booklet on conducting self-assessment lists out the benefits as follows:

- systematically examines everything the organization does
- generates discussion that gets everyone involved in problem-solving, and sharing good practice and improvement ideas
- can improve communication and ease disagreements
- provides an opportunity to celebrate and build on achievements
- gives a focus for improvement
- offers no hiding place for problems
- is inclusive and democratic
- links what the organization does with the results it achieves
- encourages organizations to look at the evidence they have that they are working well.

Questions are often raised about the validity and reliability of self-assessment methods. The often heard criticism is that self-assessment tools tend to result in inflated grades on performance and that it is difficult to remove any bias creeping in. However, to standardize the toolkit and to make it reliable, experts recommend its development through participatory methods. The development of indicators is the most crucial part of the development of such a toolkit. Indicators are a way of measuring if progress is being made as per the aims and

objectives of the organization. They are used to monitor the performance as against set principles or targets. They also help in measuring to what extent the organization has met targets and provides hints on what could be done to achieve them.

While quantitative indicators are useful to measure 'how much' has been achieved, qualitative indicators help the organization to measure to 'what' extent they have been achieved and importantly, how to move forward. There are essentially four types of indicators viz. input indicators, output indicators, process and outcome indicators (DANIDA 2005). It was important that the toolkit have indicators that reflect all the four types to make it comprehensive and universally applicable at the same time.

Communities of Practice (CoP):

The ultimate objective of creating the toolkit was also based on the principle of creating a Community of Practice (CoP). Drawn from a principle of knowledge management, CoP are groups of people who share a concern, a set of problems, or a passion about a topic, and who deepen their knowledge and expertise in this area by interacting on an ongoing basis. (Wenger et al, 2002:p4).

Communities of Practice connect people who might not have interacted with each other, provides a shared context, enables dialogue, and stimulates learning from each other resulting in diffusion of knowledge. It also helps in introducing collaborative processes through which better practices can be implemented. CoP has been recognized as an important way of improving chances of success through collaborative learning. CoPs can exist in varying

forms and sizes including physical meetings, online networking, small or big, local or global, homogenous or heterogeneous, depending on the intended/stated objectives. (CACUSS,nd:1)

One of the major advantages of CoP is that they are dynamic and tend to bring in fresh ideas, new interests thus benefitting all members. This also results in presenting individual experiences and practices in a given context, critically examining those practices, providing suggestions/ alternatives and arriving at best practices suited to one's environment. This approach enables the sector as a whole to grow positively and in this case empower community radio practitioners to provide better services to the communities they serve.

Having laid out the basic principles on which the toolkit was developed, I will, in the next chapter present a detailed desk review that was conducted to arrive at the parameters. It will also present in detail the participatory process in the form of a consultative workshop that was held with CR practitioners in attendance.

The step following the first workshop, triangulation of the parameters and indicators, was conducted during another consultative workshop in which experts, enthusiasts, advocates and other CR practitioners participated. This helped the development team finalize the parameters and indicators acceptable to the CR community, at least in India. I will present data derived from these two workshops and the creation of first version of the toolkit that was released in public domain.

A further round of field testing helped validating the parameters and indicators arrived at for the toolkit. Details of the field testing and the changes that resulted in the second version of the toolkit will also be presented in the fourth chapter. In the same chapter, I will also present the Self Assessment and Peer Review process that the development team recommends to apply the toolkit for assessment. The fourth chapter will conclude by outlining how the entire development process itself was participatory in nature.

CHAPTER THREE:

CR POLICIES AND CODES OF PRACTICE: A DESK REVIEW

As mentioned in the earlier chapter, the CR-CIT development team came up with a set of parameters based on some of the universally accepted principles of community radio. This chapter presents the detailed desk review of CR policies and codes of conduct for CR sector prevalent in various countries across the world where community radio is an active practice. An assorted set of publicly available documents in the form of policies and codes of practice served as guidance in arriving at an initial set of parameters for the toolkit. These principles reflected in these documents were tabulated, filtered and further discussed and debated, with a purpose to refine them into the first set of parameters and indicators for the CR-CIT.

This chapter is based on this desk review of the policies and codes of practice from some selected countries where there is an active community radio sector. The bases of selection of the countries were availability of policies, guidelines, and codes of practice (put in place either by regulators or to community radio associations and related organisations countries) in public domain. Specifically, this review examines policies, regulations, guidelines, and codes of practice of community radio in Australia, South Africa, Nigeria, Nepal, Ireland, the USA, UK, Canada, Thailand, and India, as well as principles enunciated by organizations such as AMARC (the World Association of Community Radio Broadcasters) and Community Media Forum Europe.

The attempt has been to identify, through the review, certain key criteria for assessing the functioning of a community radio station. The criteria or parameters of performance that were derived from the desk review include: community participation and mobilization; financial sustainability; technical management; policies and procedures; volunteers; participatory governance structures; content sharing and networking; on-air standards of broadcasting; and grievance and feedback from listeners.

The idea was that a holistic understanding of the community radio philosophy and principles would help to incorporate a range of possible criteria that would be "non-negotiable so that they (community radio stations) do not become clones of mainstream media and defeat their rationale and scope" (Malik, 2012:49). The documents reviewed here range from the more formal Community Radio Station Performance Assessment System of Nepal (CR-PAS, 2012), which actually assigns quantitative scores to various indicators, to more suggestive guidelines issued by associations and governments such as in Canada and Australia. Setting aside the desirability of quantifying performance of CR stations, the attempt has been to develop a general comparative analysis of codes of practices in nine different countries. The similarities and differences among the practices have been accounted for with the hope that this exercise would provide the basis for deliberating on a set of commonly agreeable parameters for continuous improvement of community radio stations.

Codes of Practice: A Comparative Analysis

Participation as such has always been an issue of discussion and something that is at the core of the community radio movement worldwide, so it seems logical to begin this section on codes of practice with this principle as our first parameter.

Table One-Community Participation & Mobilization

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Is the organisation, registering for a community radio station, required to have worked with a definable community (s) in order to obtain a license?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Policy	Policy through Broadcasting Act, 1999	Policy guidelines, 2006	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	-	-
2	Do members of the community participate in election of people from within the community to various administrative bodies in the radio station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	-	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	Yes, as per report from Thai Media Center 2011.	-
3	Is feedback from the members of the community taken into account, irrespective of caste, class, gender, occupation?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006 implied.	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
4	Are members of the community actively involved in promoting the radio station within the community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	-
5	Is the radio station's policy inclusive of all the members of the target community in terms of class, caste, religion, ethnic, linguistic, gender and geographic	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	Can be implied from Policy guidelines, 2006, though not specifically	Broadcasting Commission of Ireland	-	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines

	characteristics?					mentioned.				
6	Does the radio organise a public hearing/ community audit for assessment over regular time periods?	CR-PAS, Pilot assessment tool	-			-	-	-	Yes, as stipulated by OfCom regulations 2010	-	-

A thematic review of the codes of practice and guidelines from various countries saw community participation and mobilization to be of paramount importance. The literature suggests that there is significant amount of acceptance among community radio stations, forums and collectives with regards to the onus placed on participation.

While examining the voluminous literature available, it was observed that considerable work has been done to make community participation mandatory to the core functioning of a radio station. In practice, however, there is a lot to be desired in terms of participation in activities such as gathering content, station management, fundraising, resource mobilization and programming. What seemed relevant though was the fact that all the guidelines for the nine countries stipulated that prospective owners or managers of community radio stations need to be able to identify the specific community or communities to whom they want to broadcast.

Participation can be ensured only if people from the community constitute a significant part of various bodies that help the community radio station function effectively on a day-to- day basis. It is also apparent that participation is holistic when members of the community, who also constitute the listenership for a radio station, come forward to voice their opinions. One also needs to examine whether these opinions are taken into account when important decisions are taken about the station's management. Though the literature on community radio in India often speaks of a two-way, horizontal communication between the radio station and the community, there is no concrete evidence to the effect feedback is taken into account while making various decisions with respect to content generation or the station's policy (Malik, 2012).

What also seems paramount is that a community radio station should be reliant on people from within the community to promote and make effective use of the radio station for themselves

rather than depend on the parent organisations and external agencies. This implies that the station needs people from the community on its team for promoting and establishing an identity for itself. In order to gain a strong foothold in the community that they wish to work with, a community radio station must ensure that the radio station's policy is inclusive in terms of class, caste, religion, ethnicity, language, gender and geography. This mandate was reflected in the policy guidelines for all the nine countries.

Community participation helps build a very strong bond between the CR station and its community besides demonstrating the accountability of the station to the latter. Social audit is not seen in any of the countries' codes of practice or regulations other than it being suggested in Nepal. The Community Radio Performance Assessment System (CR-PAS) implemented in Nepal in 2012 used something similar to this criterion to assess the success of their community radio stations with respect to what they called "performance in terms of participation and ownership"(CR-PAS 2012:56). In Australia, station evaluation is suggested, but no mention is made of anything that would indicate community involvement (Community Radio Broadcasting Codes of Practice, 2008). In Thailand, while there is no mention of participation in the conventional sense, its policy identifies who cannot participate in the CR station, including politicians, local administrative organizations, businesses and business entrepreneurs (Thailand, MPC Report 2011:39).

Table Two- Financial Sustainability

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Is there a time limit to advertising that can be broadcast per hour?	-	5 minutes; Codes of Practice as a matter of policy	-	-	5 minutes; Policy guidelines, 2006	6 minutes; Broadcasting Commission of Ireland	-	-	-
2	Is the community radio station allowed to look at other sources of revenue generation apart from advertising?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
3	Does the Radio station involve its community in activities for fundraising?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006 neither prohibit nor address this issue.	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
4	Does the broader framework of national community policy allow sponsorship for programmes?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Sponsoring of programmes only by Government agencies is allowed.	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	No, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines

#	Question	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999		Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
5	Are Community Radio Stations required to maintain the accounts or financial records on a year to year basis?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
6	Is the community shown the books of account (preferably audited) on regular intervals?	CR-PAS, Pilot assessment tool	-	-	-	-	Broadcasting Commission of Ireland	-	-	-

Radio in its analogue form is free-to-air and thus people listening to community radio need not pay a subscription fee to access the content, which makes the radio stations all the more dependent on other sources of revenue.

When reviewing the codes of practice and guidelines with respect to financial aspects and modes of revenue generation by a community radio station, it was found that there is no regulation with respect to time-limit on advertising in countries other than India and Ireland, where a CR station can advertise for five minutes per hour and six minutes per hour, respectively (MIB, 2006; BCI Policy, 2007)

In Nepal, on the other hand, there was a special assessment criterion mentioned in the CR-PAS which encouraged other creative sources of revenue generation apart from advertising. The assumption here is that community radio stations should be financially self-sustainable in the long run (CR-PAS, 2012). It prefaces the toolkit by stating that while CR stations are not-for-profit organizations, it need not mean that they run losses.

The third and fourth criteria suggest that the community radio station must look to its listening community for revenue generation apart from the local ad-revenues. Many stations around the world, including a few in India, have a nominal membership fee through which listeners could become stakeholders in the station. In fact, India's first rural community radio station, Sangham Radio has a system in which about 5000 women members of the *sanghams* (women's collectives) contribute about Rs.50 a year, making it an interesting community shareholder model. This is where it would seem that the radio station could become more accountable to the community with respect to financial transparency and maintenance of accounts. When it comes to the concept of sponsorship of the radio station or of specific programmes broadcast, which

seemed like a common source of revenue in all countries, it was in India that there is a ban on sponsorship from sources other than various ministries or departments of the government (MIB, 2006) OfCom of UK stipulates that news programs cannot be sponsored.

When one looks at the need for community radio stations to maintain financial records, the emphasis is on the station's ability to use such records to maximize their potential for earnings and, as a consequence, realize their long-term goal of financial independence. In fact, Nigeria's policy on community radio expects CR stations to be debt-free by the end of the financial year, a regulation not found in existing policies and guidelines of other countries. This regulation would, in fact, be beneficial as this would reduce the amount of pressure on radio stations and ensures that editorial content on these radio stations remains neutral. Ireland, which largely follows the AMARC guidelines for community radio in Europe, expects a strong and transparent mechanism in a sector where financial resources are limited (SCMEU, 2007: 45,48) This is a feature also seen in Nepal's assessment programme of community radio stations (CR-PAS, 2012: 67).

In the case of Thailand, the code of ethics mandates that all financial donations/contributions to the CR stations must be made anonymously. The policy also expects that any form of operational surplus attained by a CR station must be given back to the community for further development endeavours (Thailand, MPC Report 2011: 41).

The Indian policy on community radio stations is stringent about various revenue generation options but does not have anything to say about maintenance of financial records or about the involvement of the community in mobilizing funds.

However, one must understand at this juncture that if a radio station is using the community's base as a revenue generating foundation, either through advertising, sponsorship or fund-raising,

it should be ethically obliged to share its books of accounts with the community. If community

radio expects other institutions around it to be transparent and accountable, it would do well to

lead by example.

Table Three- Technical Management

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Are there positions for members from the community in the technical management team?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	Not specifically mentioned but the NCRA/ANREC guidelines expect participation in all bodies.
2	Is there significant focus on capacity building for the community with respect to handling and maintaining technical equipment in the radio station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/ANREC 2011 guidelines
3	Is there an onus on the radio station to organize workshops for people from the community to learn production of programmes?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	-
4	Is there an existence of a team assessing the technical equipment available to the radio station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	-

		policy						
5	Does the station policy ensure compliance with safety standards for studio and production facilities?	-	-	-	-	-	-	Well defined in the NCRA/ANREC 2011 guidelines

Technical management is not merely to do with the ability to handle equipment for transmission or recording of content. Capacity-building in terms of technical skills goes a long way in demystifying technology and making it more accessible to the deprived sections of society who are normally not associated with it.

The community radio station must be able to share the required amount of technical knowledge on a continuous basis so as to consciously enable the creation of a talent pool which would, in turn, ensure a continuous stream of programming for the radio station. This could be facilitated effectively if a group of initial trainees then take up the responsibility of building the capacities of their peers. This process of horizontal learning would be greatly aided by the fact that the trainers would be able to use their existing relationships within the community as well as their command of the local language. Workshops seem like the way to impart technical education, as they pedagogically move away from the top-down "taught" style to the more hands on "discovery" style that lets the users experiment with the equipment (Buckler, 1996: 32).

Technical management as a broad category, however, would also include the fact that the conditions in which the station is operated are safe and all the necessary safety precautions are taken. Overlooking this issue would imply not only a loss of equipment, but also instils a fear among the members of the community who would have been enthusiastic to take part.

Table Four- Policies & Procedures

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Are there clear procedures to ensure a wide variety of programmes for the community to benefit from?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/ANREC 2011 guidelines
2	Does the station's policy state that it will work on the principle of non - profit?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines , 2006	Broadcasting Commission of Ireland	Yes as stipulated by OfCom.	Yes, as per report from Thai Media Center 2011.	-
3	Is there an adequate policy that defines the code of conduct for the employees?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/ANREC 2011 guidelines
4	Is there policy regarding orientation of staff about the purpose of the Community Radio Station and the community radio movement in general?	-	-	Guidelines /Toolkit	-	-	-	-	-	Well defined in the NCRA/ANREC 2011 guidelines
5	Do the members of the community know about the policies of the radio station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines , 2006	Broadcasting Commission of Ireland	-	-	-

The category of policies and procedures examined the overall rules and regulations that govern a community radio station. The rules and regulations are also meant to ensure that they are in accordance with the station's long and short term goals. One must note that policies and guidelines can differ from station to station as the very purpose and nature of activities of community radio stations are context dependent.

The need for variety in programme content could be based on the demography of the community. To make the programmes relevant to different kinds of listeners, it would perhaps make sense to plan systematic broadcasting of content. This could be achieved by dividing slots to give space to the needs and aspirations of women, children, senior citizens and other marginalised groups. The principle of non-profit mode of functioning is primary, and non-negotiable to the philosophy of community radio. Globally, the community radio movement has emphasized the local character of the content and it is reinforced by international agencies that have been promoting CR (See, for example, UNESCO's CR Handbook, 2001). It is this principle that distinguishes community radio most decisively from its commercial counterparts.

One of the indicators seeks to set the ground rules for employees and volunteers in the radio station to check any excesses on their part. This also helps prevent internal conflicts which might jeopardize the proper working of the station or even compromise the well-being of the community. Something similar to this can be found in Nepal's CR-PAS, conducted in 2012. It is also important that there be proper socialization of the station staff in the basic philosophy of community radio, generally, and about the role of the station, specifically, in the lives of the community it serves. Some community radio stations, in the pressure to produce hours of content on a regular basis to keep the station going, often value technical capability of station personnel at the expense of their ideological commitment to community radio. Though CR stations in all

of the countries under study implicitly suggest proper training and orientation of their staff, it is only in Nigeria that the policy has a section on staff training. Nigeria states that it important to train staff members and volunteers on different aspects of radio broadcasting (Ojebode, 2009).

Developing a clear set of policies for the community radio station should be followed by sharing them with the wider community. An aware and conscious community would be in a position to be alert and keep a check on the activities and programmes of the community radio station. This idea is mentioned only in the policy documents of Nigeria and South Africa.

Table Five – Volunteers

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Is there a transparent procedure for selection of volunteers?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	-	-	-	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/AN REC 2011 guidelines
2	Is there a provision for volunteer induction kit or pamphlets or newsletter for informing volunteers about the functions of the radio station?	-	Codes of Practice as a matter of policy	-	-	-		-	-	Well defined in the NCRA/AN REC 2011 guidelines
3	Is there a provision in place regarding the remuneration of volunteers for their service?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006 imply, though there is nothing specifically mentioned.	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/AN REC 2011 guidelines
4	Are members from within the community trained to become volunteers?	-	-	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	-	-	-	-	Well defined in the NCRA/AN REC 2011 guidelines

5	Are there provisions to ensure that volunteers working within the community are well-equipped to help in producing content?	-	-	-	-	-	-	-	-	Well defined in the NCRA/AN REC 2011 guidelines

Volunteers have always been an integral part of the community radio movement around the world. For a non-profit, low-remuneration entity such as community radio, there is need for people with motivation and conviction to come forward and participate in this process of media-making. But at a practical level, it has been difficult to tap into this enormous potential in the form of volunteers.

There should be a transparent procedure for selection of volunteers to ensure productivity of the station and reliability of the human resource. To keep the volunteers adequately informed, one could supply them with pamphlets, brochures and induction kits, which will orient them to their workspace. Canada's codes of conduct and the guidelines NCRA/ANREC (2011) are well-drafted when it comes to not only volunteer selection, but also about handling disciplinary and moral problems that one might encounter with volunteers. Thailand, on the other hand, acknowledges the role of volunteers in CR stations, but there is not much of a discussion in its code of ethics.

There is also the need to ensure that volunteers are incentivised in some form to help retain their interest. Also, guidelines in some countries suggest that one must keep in mind various parameters such as the local costs of living and inflation when salaries are fixed for staff members and updated. The fifth criterion is about the capacity of volunteers to experiment with new programming styles and to be able to make informed judgments about what kind of programming would ensure the achievement of long-term goals of both the radio station and the community it serves.

Table Six- Participatory Governance Structures

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Does the advisory committee/decision making body include members from within the community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006	Broadcasting Commission of Ireland	-	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines
2	Are there different committees to handle different operations within the radio station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	-	-	-	Broadcasting Commission of Ireland	-	-	-
3	Are office bearers elected democratically by the members of the community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	-	-	-
4	Are there regular board meetings to review the functioning of the station?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	-	-	-	Broadcasting Commission of Ireland	-	-	-
5	Is there a proper public disclosure system to inform the community about the management of the station?	CR-PAS, Pilot assessment tool	-	-	-	-	Broadcasting Commission of Ireland	-	-	Well defined in the NCRA/ANREC 2011 guidelines

One could conceptualize participatory governance structures as a critical underbelly of participatory production processes and community involvement in the activities of a community radio station. Unless there is a representative and democratic decision-making structure at the level of the station, all efforts towards participatory programming and shaping the station to be responsive to community needs would amount to nothing.

The first criterion is important as Buckler (1996), in his work on continuous improvement, states – that the best way to encourage participants to experiment and innovate with their hands-on work is to ensure that the objectives of the participants and those of the organization are the same (Buckler, 1996: 35). It is a necessary condition that in order for a community radio station to synergize its goals and objectives with those of its community is to have members of the community on its decision-making body. This is also echoed in Nepal's CR-PAS. The second criterion refers to the need for CR stations to decentralize different roles and responsibilities and to have a systematic delegation of tasks that would ensure an efficient working model for the radio station on a daily basis. Of course, the number of paid staff members at a small radio station may be so minimal that this kind of division of labor would be a luxury.

The third indicator is something which suggests a higher degree of involvement of the community by giving them a say in the election of a few community representatives to various bodies and panels of the radio station. This could result in more community members becoming aware of how the radio station functions and, consequently, could help them make informed choices. The fifth point raised here is a consequence of the third, as people who chose representatives would definitely want to know how the station is being run and how their representatives are faring.

The fourth criterion suggests that as governing bodies constituted for the management of the radio station, they must have periodic review sessions and meetings to keep themselves on track to meet their quarterly and annual objectives. It may be mentioned here that in the case of UK, while the regulatory body, OfCom, does not have any specific codes of conduct or practice for community radio, it does have a monitoring and assessment system which calls for an evaluation of the performance of a station against the goals and objectives that it would have formulated for itself at the beginning of the year.

Table Seven- On Air Standards of Broadcasting

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Are you permitted to carry news relevant to the community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	No news is allowed, although information content of local relevance is permitted	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct
2	Does the station follow strict codes for preventing hateful speech or carrying materials that stereotype any section of the community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006; Programming Code of All India Radio applies	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	Yes, as per report from Thai Media Center 2011.	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct
3	Does the station respect the privacy of individuals in light of the content?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Nothing specific, except the AIR Code	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct
4	Is the radio station politically neutral?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	The Indian CR Policy guidelines, 2006 ensure this by strictly prohibiting political	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct

			content						
5	Is the station sensitive to the multilingual needs of a community?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines /Toolkit	Policy through Broadcasting Act, 1999	Policy guidelines, 2006	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct

The on-air standards of broadcasting are an ethico-political issue for community radio stations. It is understood that a CR station would be responsible enough to have in place adequate and sensitive filters to screen content prior to broadcasting. Station staff should be sufficiently trained to ensure that the content broadcast strives to maintain justice and equity in its representation of various people and in its presentation of facts. In Australia, the Broadcasting Code (CRBCP, 2008) asserts: "We will not broadcast material that is likely to stereotype, incite, vilify or perpetuate hatred against or attempt to demean any person or group on the basis of ethnicity, nationality, race, language, gender and sexuality". (CRBCP, 2008:6) In India, at present, community radio stations (in fact, even commercial FM stations) are not allowed to broadcast even local news.

The AMARC gender policy is a valuable document to be referred to here for codes that a CR station may follow to ensure gender sensitivity and equity in their conduct and content.

The second and third criteria seem to be axiomatic to all forms of mass media. These codes are universally followed in most CR stations worldwide, while in India the CR policy mandates that AIR's Programme Code applies to community radio as well. The issue of political neutrality is a moot point in countries like India where news and political content are prohibited. It is a given that many of the issues concerning the marginalized sections of society, including women, tribals, *dalits*, the minorities, and the disabled, are implicitly political in nature, but codes of practice must ensure that on-air content shall be free from political biases and that it will not display preferences for particular political parties and their agendas during elections.

Table Eight- Grievances and feedback from listeners

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Does the radio station encourage its listeners to share their grievances and feedback about the radio station and its activities?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	Yes, as stipulated by OfCom regulations 2010	-	Well defined in the NCRA/ANREC 2011 guidelines and also mentioned in NCRA/ANREC code of conduct.
2	Is the radio station mandated to record the grievances against it or its content by the listeners?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC code of conduct 2011.
3	Is there a team or a group of people who respond to the various grievances of the listeners?	CR-PAS, Pilot assessment tool	Codes of Practice as a matter of policy	Guidelines/ Toolkit	Policy through Broadcasting Act, 1999	-	Broadcasting Commission of Ireland	Yes, expected to stick to the UK Broadcasting code	-	Well defined in the NCRA/ANREC code of conduct 2011.

This section of the review focuses on the feedback mechanism, if any, that a community radio station has put in place for the community to respond to the programmes and activities of the station. The various criteria in this section examine the CR station's enthusiasm to receive and respond to feedback and criticism, and its willingness to change, adapt and improve accordingly (Nepal CR- PAS 2012: 55).

It is important that the stations have a system in place to not only to keep on record feedback (especially, negative) from the community, but also to respond to or act upon the feedback given by their key stakeholders. Canadian codes of practice ask that community radio stations provide documentary evidence of feedback and grievances and of actions taken on complaints, if any.

Table Nine- Content Sharing & Networking

No.	Criteria	Nepal	Australia	Nigeria	South Africa	India	Ireland	UK	Thailand	Canada
1	Is there a possibility for Radio stations to share content with various organizations?	CR-PAS, Pilot assessment tool	-	-	-	-	-	-	-	-
2	Is there an existence of a process in which content is shared across various community radio stations?	CR-PAS, Pilot assessment tool	-	-	-	-	-	-	-	-

The concept of content-sharing among community radio stations should be seen, in principle, as an essential element of a horizontal networking strategy that enables communities within and across various geographical regions to promote solidarity and to enhance cross-cultural understanding. Pragmatically, it provides some additional content to CR stations that are struggling to generate original content and ensure that they are on air for a certain number of hours daily. This concept ideally allows CR stations to exchange content or purchase content from other organisations. A beginning has been made in this direction in India where there are online content-sharing platforms such as *Ek Duniya Anek Awaaz* (EDAA - One World Many Voices) set up by One World South Asia and *Manch* (Platform) initiated by Ideosync Media Combine.

There are still issues to be sorted out in content-sharing. For instance, in the case of original music content provided by local/regional folk performers, what kind of licensing agreements must one have to ensure that the rights of the artists are not exploited? Nepal's Performance Assessment System encourages formation of linkages between stations for content, but it does not have a copyright policy in place and nor does it recommend one (CR-PAS 2012: 67). The initial set of parameters thus derived from the desk review were discussed at a participatory, consultative process in which CR practitioners worked in groups to debate the parameters and indicators for the toolkit. The next chapter will focus in detail on the consultative processes conducted in order to examine the feasibility of the parameters and the indicators therein. It will also discuss the field testing and validation process that was undertaken to finalise the toolkit, besides outlining the Self-Assessment and Peer Review (SA&PR) process.

CHAPTER FOUR:

CR-CIT: THE DEVELOPMENT PROCESS

The Community Radio-Continuous Improvement Toolkit (CR-CIT) broadly based on principles of co-learning and continuous improvement, leading to a community of practice was developed through a participatory consultative process. The following steps were planned in order to achieve all of the above:

1. Desk Review

2. A consultative workshop with CR practitioners

3. A second validation and triangulation workshop with CR experts and other practitioners

4. Field testing and validation

The details of the Desk Review were explained in the previous chapter. This chapter will explain in detail the processes adopted for the two workshops, and also discuss the data collated from field testing, during validation, and the outcomes thereof.

The first consultative process workshop:

The first consultative workshop was held in early 2013 with the participation of 11 CR practitioners chosen from across the country. The criteria for selection of the participants were:

- Geographical representation: Participants were chosen from all the four regions of India. Northeast hardly has any CR station and therefore one participant was chosen from Orissa.

- Ownership model: It was important to have a mix of CR stations owned by NGOs/ civil society groups and educational institutions.

- Approachability: CR stations from urban and rural areas, and remote areas.

- Experience: CR stations with a minimum of three years of operational experience.

- Gender: Gender representation was an important criterion.

The Charrette method in action research was employed for the workshop. The purpose behind using this method was to allow for individual ideas to be placed on the table. They would then be divided into groups where new ideas would be proposed; this way, each person in the group gains an understanding of why certain ideas may or may not work. Every person in the group would feel like they were involved in finalizing the parameters and indicators.

The stated objectives of the workshop were to assess the realities of operating a community radio station from the ground-up and work jointly towards evolving a set of parameters and indicators that would provide a framework for continuous improvement of the performance of CR stations in the country and evolve certain self-defined guideposts in the journey of CR practitioners.

After the introductory and prefatory remarks, participants shared at length the areas in which they were doing well and also mentioned the issues their stations have encountered during the few years of being on air. This session, with sharing of grassroots realities,

provided the ideal backdrop to the deliberations. Experiences shared by the participants included limited reach of the CR station, difficulties in working with limited funding support, power outages and the resultant expenditure, problems in getting equipment repaired, and even issues related to attracting volunteers to work with the station.

The development team then presented its findings from the desk review to the workshop and introduced the concept of a toolkit and its objectives. This presentation was followed by a discussion with the participants on the key parameters that came through the desk review.

After a thorough discussion, participants agreed that there could be nine parameters viz. Community participation and mobilization; financial sustainability; technical management; participatory governance structures; volunteers; on-air standards of broadcast; policies and procedures; grievances and feedback from listeners; and content sharing and networking.

While eight parameters were self-explanatory, the development team had to clarify that for the purposes of this toolkit, grievances were being defined as 'negative feedback' or complaints from the listening community of a CR station. 'Feedback' was being as audience responses to programming, including appreciation, suggestions for changes, improvements, or new initiatives.

The participants were then divided into three teams for group work. During this break-away session, the three teams discussed and worked on the possible indicators for three of the nine parameters mentioned in the previous session. At the end of the group work, the three teams converged to present and deliberate on their findings. This exercise was repeated for the remaining six parameters on the second day.

The final session was a brain storming session about the structure of the toolkit and how the indicators would be operationalized. There were animated discussions around the non-negotiable as well as cross-cutting principles, adaptation to specific contexts, nomenclature of indicators, the wording of the options and several others. Participants felt that issues such as gender, participation, representation of marginalised groups and capacity building should cut across parameters like community participation and mobilization, technical management, governance structures, volunteers, and (station's) policies and procedures. A schematic diagram of the process involved in this phase has been presented below:
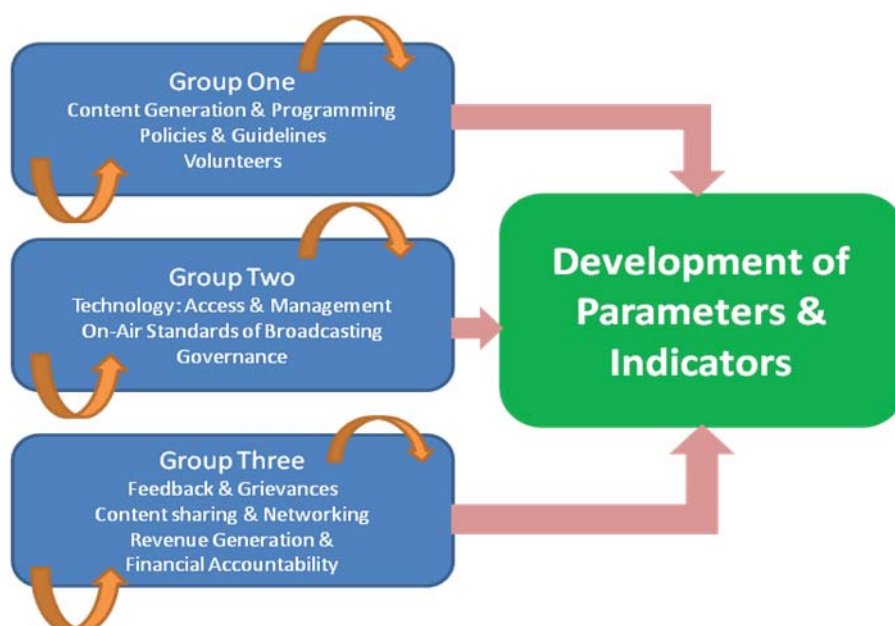

Fig Three: Schematic diagram of the first consultative process held to consolidate the parameters and indicators for the toolkit

In conclusion, the UNESCO Chair informed the participants that their inputs on various parameters would be compiled into a draft community radio continuous improvement toolkit and shared with all of them soon. They were also informed that the same draft would be presented to and discussed at a second workshop end of April by a group consisting of a

few other CR stations and community radio advocates. The development team used this time to consolidate the parameters and indicators to be further refined at the next consultative workshop.

The second triangulation workshop:

A month later, another consultative workshop with the participation of CR advocates and CR stations that had not participated in the first workshop was held with the objective of validating the parameters and indicators developed in the earlier workshop. This workshop had eight experts including advocates, capacity building facilitators, CR support agencies like Bangladesh NGOs Network for Radio and Communication (BNNRC) and Panos India, and one expert on audience research. The remaining six participants were CR practitioners, chosen again, based on the regional criteria laid above. These CR practitioners were chosen from stations other than the ones that had participated in the first consultative workshop.

The objectives of this consultative workshop were to:

- Design the structure of the toolkit
- Refine the parameters and indicators for the toolkit
- Define and describe ways of self-administering it
- Ensure that basic principles such as access, participation, gender, diversity are part of the toolkit

The discussion in the first open session was centered on how the CR-CIT would be implemented. It was felt that a user-guide accompanying the CR-CIT was a must for

effective self-administration. Emerging from the session was also the need to account for a CR station's vision and principles to ensure continuous improvement. The discussion also saw the rise of principles such as participation and need for transparency emerge as cross-cutting issues which were part of most parameters in the draft CR-CIT. The discussion in the session concluded that the toolkit would have to be administered with the participation of all involved in the functioning of the station--the station manager, staff, volunteers and a few members from the CR station's community.

All the participants were then divided into separate teams to discuss each parameter. Each team would have lead facilitators who would introduce the fundamental principle behind a parameter and throw it open for discussion among all participants.

Details of the discussion surrounding the parameters were as follows.

Community Participation & Mobilization: The lead facilitators felt a strong need for a preamble to support the draft CR-CIT, which would not only reinforce good practices but also provide the context to the various parameters and terminology in the CR-CIT by explaining the philosophy of the CR sector and movement as a whole.

It emerged in the discussion that defining community participation would be difficult without addressing the issue of the spirit of ownership of a CR station. The discussion then moved to the measurement of community participation and how as time progresses the participation from a CR's community remains static and the interest evinced earlier by the community begins to wane. What a CR station can do to promote community participation; how we need to look at participation; and how it must mean more than mere feedback; were

some of the issues that came up for discussion. The participants then veered towards the need for a CR station's policy (beyond the guidelines laid down by the government) to address inclusivity and emphasize on the need for community participation to the members of its staff and the community at large.

The session also operationalized the ways the draft CR-CIT could measure community participation. Developing indicators in terms of percentages was perhaps ideal in this case.

Technical Management: This session looked at the technology aspect in a CR station. Some of the observations were as follows. Most often CR stations first adopt technology and then the discourse of participation comes in. Traditionally technology is seen as the domain of the expert and rarely is the community consulted when choices on technology are made. It also emerged in the session that use of low-end user-friendly devices increases the level of participation. Even in a CR station environment, technology is usually associated with men and women rarely get to use gadgets such as computers.

The session also looked at how a CR station needs a peer–to–peer system for managing technology and rectification of problems. It was felt in the session that minor technical problems could be fixed by members from within the community itself. The importance of the right diagnosis of a technology-related problem in the shortest possible time to ensure the smooth running of a CR station seemed paramount. There was a pressing need to look at technology not only from the access and inclusion perspective of the community but also from a management perspective of efficiency.

Revenue generation & Financial Accountability: At the very beginning, all participants agreed that revenue generation was crucial despite the fact that a community radio station involved low costs. Revenue generation was necessary to meet operational costs such as electricity and water bills, and the annual license fee payable to the government, among others. Some of the key words that emerged during the discussion were funding sources, sustainability, risk management, transparency and the need for accountability.

Among other points of discussion, the significance of having multiple sources of revenue and funding and examining ways of revenue generation from the community, thereby involving it in the CR station to a larger extent, were significant. Some participants observed how it was more difficult for a station in a remote area to generate revenues from commercials. This led to further discussion on the need for some amount of financial planning in a CR station for a better management of the financial resources at the CR's disposal. With respect to accountability the panel listed the various ways in which a CR station can disseminate its financial statements/accounts to the community at large.

Station Policies & Procedures: What must a CR station do to encourage participation? Does participation happen by default or through persuasion? Should CRs explicitly state their station policies on participation? What are the different ways in which a stated CR station policy can ensure participation from the community?

The discussion then examined the policy in place at individual CR stations to enable women participation, provide representation to minorities and give a platform for marginalized communities. The need to orient staff with the Indian CR policy guidelines was also

discussed. Other policies, such as a code of conduct for employees of the CR station, sexual harassment, mechanisms for policy review in CR stations; a set of guidelines for community participants and the various ways a CR station can disseminate its policy were also deliberated upon. It emerged that this parameter could have qualitative indicators given that the policies and procedures in place at CR stations would be largely context dependent.

Volunteers & Participatory Governance: This session looked at two parameters from the draft CR-CIT namely, Volunteers and Participatory Governance. The discussion on Volunteers recommended that the CR-CIT must provide for indicators to look at what CR stations do to get volunteers interested and involved with the station. Volunteer participation was essential for creation of content, but would the CR station do well to have a policy to avoid arbitrary recruitment and carry out deployment only for specific tasks?.

Defining volunteers and whether and what forms of incentivization could be put in place led to an intense discussion. Participants from CR stations situated in remote rural areas said volunteers were unpaid contributors who also attract participation from other community members who otherwise were reluctant to come on board. However, one participant from a campus community radio station explained that it is difficult to find volunteers for CR stations in urban areas if some form of incentive was not in place.

The discussion then moved towards an ideal number of volunteers and managing the numbers. It was also important that volunteers identified with the objectives of the CR station. An ideal volunteer would not seek remuneration but would be self-motivated to

contribute to the CR station. There is also a need to look at volunteers' contribution to a CR station beyond just programme production.

On participatory governance, the need for a Community Radio Management Committee (CRMC) as well as an Advisory Committee was felt and it was essential to ensure proper representation of all sections within the community in such organizational structures. Besides taking pride in listener groups, it was felt that the toolkit must look at what a CR station can learn and implement from its audience to ensure continuous improvement.

Feedback and Content Sharing: This session began with a prolonged discussion on the difference between feedback and grievances. Were indicators on grievances even required? The panel agreed that the term feedback is generally associated with content, but the fact that community members could also have grievances vis-à-vis the CR station has not been addressed by the policy. Does the community know about the mechanisms for feedback and grievances, and if so, how can they approach the CR station for redressal of their grievances?

The panel felt that the more options available to receive feedback by a CR station, the better. It was also important for a CR station to look beyond ways of receiving feedback/ grievances and institute mechanisms to analyze them. What actions must be taken when the CR policy guidelines and the station policies are violated either by the CR station or an individual?

The session then moved to the content sharing section where an emphasis was placed on the need for adequate permissions to be taken by a CR a station before it broadcasts content made by other sources in order to safe guard the rights of the talent.. The discussion also looked at who in a CR station is trained about rights --was the entire staff aware of the rights or was just training the CR station manager and CRMC sufficient? One of the participants, at this point, stated that it is essential for the CR station's staff to know that though cost of acquiring rights for content such as film music is high, airing content illegally could be a lot more expensive if legal action is taken. This session also looked at how the quality of programming is regulated and the need for proper guidelines to be in place at a CR station when content from another CR station is broadcast by them.

On Air Standards of Broadcast: CR stations in India are required to follow the AIR codes for broadcast. Panelists observed that in India, the All India Radio (AIR) code is generally called the general broadcast code and the advertising code is called the AIR commercial code. The AIR code subsumes several codes and also covers copyright, slander and libel. If properly implemented, the AIR code holds one to the highest of standards. Any violation of the codes holds the license holder and the parent organization responsible and this is something that makes community ownership of NGO-owned CR stations difficult.

There were suggestions that one way to ensure compliance was to pre-screen programmes (not by the producer) but this was found extremely difficult owing to the large amount of content necessary for some CR station on a day-to-day basis. It was felt that while the CR station put in appropriate preventive measures, it was also necessary that a programme that

violates the code or ethical boundaries be removed from the archives in order to prevent re-broadcast.

Some of the important points that emerged at the end of the workshop:

- Need for detailed descriptors and explanations for each parameter and indicators
- Need for developing a detailed user guide to accompany the toolkit
- Translation into as many Indian languages as possible, given the linguistic diversity
- Create a modular structure to enable a CR station to assess itself for individual parameters.
- A peer support system to procure feedback for the toolkit.
- Field testing of toolkit to validate it further

Besides debating the parameters and indicators, the final session of the two-day workshop saw the operationalization of several indicators to enable performance measurement. Participants agreed that each parameter in the CR-CIT would need to be reflected upon by CR stations from their respective contexts of vision, policy and mission.

Since it normally takes a minimum of one year to set up a radio station and some additional time to put practices and policies in place, it was agreed upon that for a CR station to be able to apply the CR-CIT. it would need to be on air for a minimum of two years.

Based on the feedback and suggestions received on the draft version of the toolkit at the two workshops, the development team created the first version of the toolkit. In order to make it more reliable and to test for its applicability across the country, it was decided to field test it in at least four CR stations. The development team also took up the task of translating CR-

CIT into Hindi to enable easy understanding in a couple of stations where it was to be field tested. Translation into Hindi would make it easy for the large number of CR stations in North India to self-administer the toolkit.

One of the members from the development team was present throughout the translation process carried out by professional translators. The Hindi version translation was then back-translated into English to check for syntactic, semantic and issues related to phraseology. Problems identified in some parts in capturing the spirit of the terminology were conveyed to the translator who then modified the translation in collaboration with the same member of the development team.

CR-CIT Version 1.0 was made available in public domain under a Creative Commons Attribution 4.0 License (CC-BY-SA) and the Hindi translation was held back for field testing.

CR-CIT Field testing in India:

Eight months later, during which time Version 1.0 in English and translation of the same into Hindi occurred; the development team decided to field test the toolkit to further refine it.

This section will reconstruct what transpired during the field testing of the toolkit, the methodology employed and the data that emerged out of the exercise. Field testing was a considered choice to enable the development team to check how the parameters and indicators in the toolkit would play out among the various stakeholders of a CR station. It was important to know how CR stations would perceive and interpret the parameters and indicators and see how the toolkit could be further improved.

Both the English and Hindi versions were used for field testing the applicability of the toolkit. This was done to serve two purposes: a) The development team would receive feedback on specific aspects helping it to further refine the applicability and content of the toolkit, b) Field testing the Hindi version would, in addition to serving the first purpose, also help check for any further changes in terms of syntax and phraseology.

In the field testing process, it was decided to include two peers who had participated in the initial consultative processes. This would not only help them understand how the toolkit could be applied for self-assessment, it would also set in a process of co-learning among CR practitioners. For the development team, this was an opportunity to cross-check if the

participatory process that it would later propose for the application of the toolkit would work well.

A total of four CR stations were chosen for field testing. The two peers selected to participate in the field testing process in each of the four stations belonged to the same region and spoke the language of the respective field testing station.

The field exercise included the following: (a) the station manager and staff; (b) regular volunteers (c) a CR Management Committee (CRMC) member; and (d) representative of the parent organisation and (e) one representative each from two peer CR stations, besides the development team. The self-assessing stations were encouraged to adopt a 'do-it-yourself process' that helped them to recognize their strengths and identify gaps in their practices through a co-learning approach, leading to continuous improvement. This helped to put to test the effectiveness of CR-CIT as a toolkit for self-assessment.

The toolkit development team facilitated the process and elicited suggestions about the suitability of the indicators and options within each parameter. Two peers were invited to participation in each self-assessment exercise. They assisted the station to carry out a productive self-assessment and share their experiences with the self-assessing station. The feedback gathered during the field-testing in each of the four stations is presented in the following sections.

Field testing the toolkit

The first of the series of two-day field-testing of CR-CIT was conducted at a CR station (the host station) in Karnataka. Established in an urban setting in educational institution, the CR station works mainly with special interest groups (physically challenged, sexually marginalised, unorganized workers etc) with a diverse and heterogeneous listenership base. The CR station promotes inclusion, good governance, policy advocacy issues and enhanced community cohesion through dialogues to support collective problem-solving.

Besides members of the CRMC, one representative of the parent organisation, the staff and volunteers, two peers from nearby CR stations participated in the process.

Methodology:

1. Each parameter was taken up, question by question. The station staff facilitated the interaction by translating them into Kannada, the local language.

2. The opinion of the entire group, comprising the station staff, representatives from the management committee and the community, was taken in answering every question.

3. Upon completion of each parameter, the two peer station representatives presented their comments on the host station's responses to all the indicators under a parameter. They appraised the responses, and also shared their own experiences with respect to the issues

that were discussed. This led to a healthy exchange of ideas, while also helping each station reflect on their strengths and areas for improvement.

Each of the nine parameters followed the methodology mentioned above. Day One saw the group completing the first five parameters of the toolkit. The remaining four parameters were completed on Day Two, followed by a discussion on the usability and usefulness of the Toolkit.

This methodology was followed in the remaining three CR stations in Delhi, Hyderabad and Gujarat.

The CR station in Delhi provides a platform for marginalised voices in an urban setting, particularly migrant workers. It focuses on their culture, their key needs and aspirations. The stated vision of the CR station is to work towards better livelihood decisions, access to health facilities among others. The third site where field testing was conducted is a campus radio station in Hyderabad that mainly caters to the campus and the surrounding communities. It broadcasts programmes in Telugu, Hindi and English and has participation from a diverse group including students, IT employees, educational institutions and other civil servants.

The fourth site for field testing was a CR station in Gujarat that works exclusively with women. Backed by an NGO, the radio station has an extensive list of volunteers who are involved in all aspects of managing the radio station.

The feedback received on the toolkit has been summarised below:

- Adding/ modifying a couple of options for some indicators to suit both urban and rural contexts

- Adding options to make both staff and volunteers responsible on matters related to on-air standards of broadcasting

- Translation of certain terminologies to be reworked on

- Adding a null indicator like 'no policy in place' to make the performance indicator clearer

The field testing revealed that while some indicators needed modifications, there was a larger need to create a detailed guide to assist the CR stations applying the toolkit. Following the field testing, the development team worked on the feedback gathered during filed testing and created Version 2.0 of the toolkit.

The important features of the toolkit Version 2.0 were that it contained a the five Ws and one H on using the toolkit, a detailed explanation of what was labelled the Self Assessment and Peer Review (SA&PR) process, a detailed checklist of the data to be kept ready by the CR station before actually applying the toolkit and a detail user guide followed by the toolkit itself.

CR-CIT: The Parameters

This section will explain the nine parameters identified and the reasons for its inclusion in the toolkit. The nine parameters that emerged from the consultative workshops and field testing have been derived essentially from an analysis of the user guide that gives the logic behind the inclusion of each parameter and indicator.

Content Generation and Programming: The success of a community radio can be measured by the extent to which it involves the community in the various phases of developing a radio programme, such as programme planning, programme production, programme participation and programme post-production.

The terms mentioned above have been defined as follows in the User Guide:

1. Programme Planning: Includes all pre-production activities such as ideation, research, scriptwriting, and identifying talent.

2. Programme Production: This stage includes actual recording, whether in the studio or in the field.

3. Programme Participation: Participation here means members from the community appearing on any of the shows as talent.

4. Programme Post-Production: This includes editing and packaging a programme for final broadcast.

It also helps the station know the amount of participation from within the community and their contributions to programme development.

The indicators for the first few questions were in terms of percentages to determine the extent of participation. Higher the percentage, better the levels of participation.

The need for a community radio station to offer a diversity of programmes (in various formats) as well as for constantly formulating fresh ones cannot be overstated. When a station manages to involve members of the community in the various phases of programme production, they develop a stronger sense of identification with the station. Listening to one's voice over the radio can be an important step towards a sense of 'community ownership'. To serve as a vehicle of participatory democracy and to help create 'counter-publics' it is important that community radios provide access to historically excluded voices, such as women, *dalits*, tribals, etc. This parameter also attempts to capture to what extent the CR station includes marginalised sections from the community in its operations.

CR stations can assess themselves on levels of inclusion in all aspects of programming and production using nine indicators in this section.

Policies and Guidelines: But for a couple of them, most countries have specific policies and regulations/guidelines on community radio. This section of the toolkit focuses on the need for the station to be aware of, and comply with the CR guidelines/regulations issued by the government. It is important that all the relevant stakeholders, such as its core staff,

volunteers, listeners, members of the Management Committee etc are aware of the national policy and guidelines/ regulations to prevent any violations that might attract legal action.

Over and above the state regulations/policies, world over, some community radio stations create their own guidelines and policies that advocate principles of inclusivity, representation, social justice, and ethical codes of conduct for station personnel. Creating a fair, safe, and just environment for everybody associated with the CR operations is desirable. This section allows the CR stations to reflect on and adopt these principles.

Most national policy guidelines/ regulations impose certain restrictions on the kind of commercials community radios can air. However, some CRs may go beyond this policy and restrict certain kinds of advertising in the larger interests of the community. Making the community and everybody involved in day-to-day operations aware of the policies is as important as creating them.

Similarly, building capacities of people beyond the staff on rolls ensures that the station is not entirely dependent on a set of people.

Volunteers: Worldwide, volunteers have been viewed as the backbone of a successful CR station. In line with the participatory nature of the medium and the modest financial means of most stations, recruiting volunteers from the community seems to be the best option. For

purposes of the toolkit, the term 'volunteers' has been defined as people who contribute to the CR station, but are not on the station's payrolls.

This section of the toolkit allows CR stations to review their approach to volunteers – recruitment, orientation, incentives provided, and responsibilities assigned. Even while recruiting volunteers, it is desirable that there is diversity and inclusivity in recruiting them. The idea is to have a cadre of volunteers working for the station on a regular basis, keep them motivated through material and non-material incentives, and build a sustained relationship between the station and the community.

Technology access and management: Demystifying technology and providing access to the poor and marginalised are key factors in running a truly participatory community radio station. Giving space to voices of the marginalised should also involve their using the technology actively. Over-dependence on external experts located at a distance can hamper the day-to-day functioning of the radio station and undermine its efficiency. It is important, therefore, that the station becomes as self-reliant as possible by building technical capacities of its own staff and volunteers.

Periodic training is necessary if the staff of a CR station must become confident of managing technology on their own. The goal for the CR station would be to move towards peer-to-peer learning as it would be a more holistic and cost-effective approach.

'Peer-to-peer learning' here indicates staff members training each other or learning from personnel at another CR station.

'Off-site training' could be in the form of training sessions conducted by an external agency outside the station.

'On-site training' involves professionals coming to the station to train staff.

Similarly, depending on external expertise even for routine maintenance can increase costs. Therefore, it is necessary that minimum capacities be built to make sure that day-to-day functioning is not hampered due to small technical problems.

While access to technical expertise is one issue, insuring the CR station as a protection from natural disasters and accidents is desirable. Similarly, exploring alternative sources where power supply is a premium prevents disruption of services.

On-air standards of broadcasting: In most countries, the national CR policy guidelines/ regulations issued by the government mandates a CR station to follow a Broadcast Code as well as a Commercial Code. This parameter calls on CR stations to not only review their compliance to these stipulated codes, but also examines whether they have in place anything beyond, based on the broader community radio philosophy or on the vision of the parent NGO/CR station.

An ideal situation for a CR station would be to evolve a set of on-air standards that incorporate key principles of community radio. This may be over and above the national CR policy.

Governance: Among others, a crucial feature that distinguishes community radio stations from mainstream media is the manner in which its operations are governed. This parameter is all about the decision-making structures and processes at a CR station. One would expect these structures to be participatory in nature and include principles of transparency and accountability.

Representation of different sections of the community, especially the marginalised, in management structures is a precursor to striving for representation in programming. Involvement in decision making processes would be empowering for those historically excluded.

An advisory body provides direction in terms of programming to the CR station. It normally consists of opinion leaders from within the community. Unlike the Management Committee that deliberates on matters such as human and technology resources, budgets and day-to-day programming quality, the advisory body normally has members from among the staff, volunteers, parent organization etc.

Feedback and grievances: Audience interests ought to be a primary concern of a CR station. Therefore, it is crucial to have a procedure for receiving, collating, processing, and responding to listener feedback and grievances. Providing avenues for feedback and grievances is another form of providing a voice to the voiceless.

For the purpose of this toolkit, 'grievances' are being defined as negative feedback or complaints from the community. 'Feedback' is perceived as audience responses to programming, including appreciation, suggestions for changes, improvements, or new initiatives.

A CR station would do well to strive to provide the maximum number of channels for feedback and grievances. It is equally important for it to analyze and act on the feedback and grievances, thereby involving the community as listeners too.

Content sharing and networking: CR stations ideally strive to create 100% of the content locally. However, as a strategy for building solidarity with other nearby stations, it may sometimes resort to content-sharing. From another perspective, it could be termed a strategy for networking. However, considering the difficulty of having to generate 100% original content for broadcast this could be viewed as an avenue for networking. Sharing programmes with other CR stations that share socio-cultural commonness could be yet another strategy for networking.

Since a CR station is about providing space to people's voices on issues concerning them, it might be beneficial for it to establish linkages with other social movements that are engaged in securing people's rights.

Revenue generation and financial accountability: As mentioned earlier, community radio stations are established to be 'not-for-profit' entities; this does not mean they run under losses. While supporting the CR station in the initial days of setting it up, parent organizations and funding agencies also expect the station to explore opportunities and shoring up revenues to meet at least the basic operational expenditures.

Where there is external funding involved, the key principle is to ensure that there is diversity in funding sources and that the station is not over-dependent on a single source. Since a CR would ideally consider members of the community, 'shareholders', it should also be accountable to them. The station's policies and procedures must, therefore, include principles of transparency and accountability.

Major additions to Version 2.0:

Two of the major additions to Version 2.0 were a detailed checklist to smoothen the process of self assessment, and a detailed Self-Assessment and Peer Review (SA&PR) methodology. A detailed guide on the role of a peer reviewer was also included part of the

SA&PR methodology. These were included in the second version following observations from the field testing.

Checklist for CRS adopting the CR-CIT

Content Generation and Programming

- Total number of people involved in Programme Planning, Production, as Talent, Post-production (including staff, volunteers and people from the community)
- Total number of people from the community including volunteers (excluding paid staff)
- Total number of people from marginalised communities including volunteers (excluding paid staff)
- Total number of women including paid members of staff
- Total number of local talent/artistes in entertainment programmes
- Total number of community members as experts in information-based programmes (excluding people from the community who may be officials and in positions of power)

Policies and Guidelines

- CR station's own vision and mission statement
- Inclusive practices in written form, if any, for staffing purposes
- Fair and just workplace policy in written form, if any

- Inclusive practices in written form, if any, for historically marginalised groups and women

- Content policy in written form, if any

- Policy on capacity building, in written form, if any

Volunteers

- Total number of volunteers participating in the CR station

- Policy on attracting volunteers, if any

- Policy on capacity building of volunteers, if any

Technology: Access and Management

- Training policy, if any

- Support documents for maintenance of equipment, in the local language, if any

- Insurance policy of the CR station

On-Air Standards of Broadcasting

- CR station's own programming code (besides the country's broadcasting code)

Governance

- Composition of the Radio Management Committee/Radio Advisory Council

Feedback and Grievances

- Modes/processes in place to receive feedback

- Modes/processes in place to analyze and redress grievances

- Modifications in the functioning of the CR if any, based on feedback

- Redressal, if any, based on grievances received

Content Sharing and Networking

- Content sharing policy of the CR station, if any

- Third-party sources for programming

- Percentage of third-party sourced programmes

- Policies for protecting rights of local artistes, particularly when sharing programmes
  with other CR stations

- Capacity sharing policy of the CR, if any, on technology, management practices,
  inclusiveness etc

- Networking policy of CR station, if any, with other CR stations, national and
  international networks

- Networking policy of CR station, if any, with social movements on rights and
  entitlements

Revenue Generation and Financial Accountability

- All sources of revenue

- Membership fees, if any

- Community contributions, if any, in cash or kind

- Station merchandise, if any

- Number of hours of broadcasting per day

- Total number of hours of commercial time aired in the last one year

- Practices, if any, on sharing income and expenditure on CR station with the community

Self-Assessment and Peer Review (SA&PR) Methodology

From the feedback received during field testing and the development team's observations, it was clear that the toolkit in its current form was still open to interpretation and application by individual CR stations. Therefore, outlining the SA&PR process was also deemed important since the toolkit would be in public domain and open to different application methodologies, sometimes not all that participatory. Clearly mentioning the role of peer reviewers would help both the host station and the peer reviewers know the reason behind their presence. This would ensure participation and a uniform process of application in all CR stations.

While writing the SA&PR methodology, the key factors considered include ensuring that the self-assessment process when the toolkit is actually applied by a CR station is participatory. The manner in which the toolkit is to be applied, the parameters to be considered in choosing the two peer reviewers and their role in the assessment process too were factored in.

The SA&PR process has been explained in the toolkit (CR-CIT, 2014:8-12) as follows:

Step I – Pre-meeting among the following: (a) the station manager and staff; (b) CR Management Committee (CRMC) members and members of the Advisory body, if any; and (c) at least one representative of the parent organization (if not already on the CRMC) to go through the CR-CIT and collect information that may be required to address the various parameters in the main meeting involving peer reviewers [See Step II].

The toolkit comes with a detailed **User Guide**, [*See Section III of the Toolkit*] which explains in detail the rationale for various parameters and describes the indicators. The CR station would benefit from reviewing this guide before embarking on the SA&PR process. This may help in compiling the data necessary to respond appropriately to some of the questions.

Step II – This step consists of the meeting that is at the heart of the SA&PR Process. The meeting must include as participants (a) the station manager and staff; (b) CR Management Committee (CRMC) members and members of the Advisory body, if any; and (c) one representative of the parent organization (if not already on the CRMC) and (d) one representative each from two CR stations to serve as peer reviewer. While station personnel are critical to give operational inputs, the presence of CRMC members and that of the parent organization are important because the toolkit has implications for larger policies and resources. We suggest the following specific guidelines for how this meeting could be conducted:

1. CR-CIT must be administered one parameter at a time. Within each parameter, the group takes up one question at a time and decides its response. One person from the group would

read the question within the parameter while another would read the corresponding explanation in the user guide. Members present at the assessment will then discuss and the appropriate options are ticked.

2. While the station team goes through all the questions within one parameter, the peers make notes and express their views and share their experiences on that parameter.

3. The station team, in turn, makes notes on the peer's observations and proceeds to to set goalposts for the station. It is desirable for the goalposts to be accompanied by a timeline so that the station may go back and review what it has been able to achieve. Use the Notes/Goalposts pages at the end of each section of the toolkit for this purpose.

4. This process is repeated for all nine parameters.

5. Finally, there may be an open discussion leading to an assessment of the outcomes of this SA&PR process for the station. This could lead to a compilation of an outcome document and a to-do list for the stations derived from the goalposts.

Role of the Peer Reviewer

The role of the Peer reviewer during the assessment process is also laid out in the toolkit as follows. (CR-CIT,2014:8-12)

Peer Reviewers from two stations (one each) – preferably from the same linguistic region and those from stations that are similar to the one carrying out the self-assessment [broad categories may include, rural, urban, NGO, campus, KVKs, Agriculture Universities etc.] –

would participate along with the station team in the SA&PR process. It may be an added advantage if the invited peers have prior orientation to CR-CIT and the SA&PR process.

- The peer reviewers could initiate the SA&PR process by going through the procedures (*described in Step II above*) with the station team so that there is a common understanding of what is involved.

- After the station team has gone through all the questions in one parameter and noted down the responses, the peers respond to the same set of questions and express their views on each aspect of the parameter.

- The idea would be to share their experiences with the self-assessing station and add new perspectives, where relevant, about the parameter.

- The peers' role is that of a 'friend' and co-learner, who are assisting the station in the process of a productive self-assessment. At the same time, they bring to the process, their own views and suggestions.

- The peers refrain from acting as external evaluators. They are welcome to share ideas that would help in deciding the goalposts.

- Peers may also not get into a self-evaluation mode. Giving examples from their own stations may be useful, however, if it is to suggest solutions or to contribute novel ideas.

- Peer Reviewers facilitate the open discussion at the end of the process, leading to an outcome document.

- The outcome document could include the perceived strengths and weaknesses of the self-assessing station, experiences and learning of the peer stations, and a compilation of the goalposts.

At the end of each parameter the toolkit has provision for the CR station to enter notes—critical, revealing information on the performance of the station. Based on these notes, the assessment meeting can also set goalposts for itself. These goalposts are tasks that are to be achieved to take the CR station one notch upwards in its performance. Depending on the resources available and local priorities deadlines could be set for the tasks to be accomplished.

The goalposts and the tasks come in handy the next time the CR station takes up self-assessment, perhaps a year later. The notes and goalposts sheet would serve as ready reference on checking how many tasks have been achieved during the year and the reasons behind not being to achieve some could be discussed again.

Once the SA&PR process and the checklist too were included in the toolkit, Version 2.0 of the toolkit was released in public domain under the CC-BY-SA license. (**See Annexure One for the Version 2.0 of the toolkit**)

Similarly for the Hindi version, suggestions obtained during field testing were incorporated. The translated version too was released under a similar license. It is important to mention here that the toolkit itself is subject to continuous improvement.

The next chapter will examine the application of the toolkit by CR stations in India; how it was   adapted by other countries, the process involved and how the Community of Practice (CoP) was set up to enable sharing of experiences and co-learning.

CHAPTER FIVE:

CONCLUSION

This thesis has been presented in three parts. The first part of the thesis provided the context in which the study was undertaken. Following a decade-long struggle for community radio, the Ministry of Information and Broadcasting (MIB) issued policy guidelines in 2004. A decade after the guidelines were announced, the performance of the CR stations, the direction in which the sector is moving has been a matter of concern among advocates, enthusiasts, researchers on the one hand and MIB on the other. The 2013 announcement by MIB, of its intent to formally review the performance of CR stations came as a caution call. A series of discussions later, MIB agreed to a process of self-assessment by CR stations. Besides the two toolkits already available, the UNESCO Chair on Community Media took up the task of developing a toolkit for self-assessment by CR stations that would be self-explanatory, easy to administer, flexible and participatory.

The development of the toolkit was based on the universally accepted principles on which CRs function—participation, equity, justice, gender equality, representation and diversity. The toolkit was intended to be modular in structure, have performance indicators that would enable CR stations to assess themselves using the Self-Assessment and Peer Review (SA&PR) methodology recommended in the toolkit. By applying the toolkit, wholly or modularly, CR stations would be able to assess their overall performance or on a certain parameter. This way, they would be able to set goalposts and set timelines to achieve those goalposts as prioritized.

The conceptual and theoretical underpinnings behind the development of the toolkit have been laid out in the second chapter. A review of existing literature outlines the reasons for the emergence of the dominant paradigm of development and its critique leading to participatory development. Following this, I have provided an annotated review of the major frameworks used for monitoring and evaluation of development and communication projects. A critique of the frameworks and how participatory research methods were more favored by the 1990s has also been reviewed. The basic differences between the earlier frameworks and participatory frameworks have been explained in the third chapter.

Conceptually three principles viz. Co-learning, Continuous Improvement and Communities of Practice guided the development of the toolkit.

The process of development too was participatory, in line with the foundation on which community media function. It was consultative, involving stakeholders including practitioners, advocates, capacity building trainers and CR support agencies. Two consultative workshops, a detailed account of which has been presented in the previous chapters, resulted in Version 1.0 of the toolkit and its release in public domain under a CC-BY-SA license (see Abbreviations).

The methodology adopted for field testing conducted in four CR stations from different parts of the country, based on ownership models, the changes made consequently and the Hindi translation before releasing Version 2.0 of the toolkit has also been explained in the next chapter.

In this concluding chapter, I look at the adoption of the toolkit by CR stations in India, attempts made to test for the universal applicability of the toolkit, and its adaptation by six

other countries. I will conclude this chapter and the thesis by providing an overview of the Community of Practice set up for the CR sector and what it seeks to achieve.

Adoption in India

As mentioned earlier, the Ministry of Information and Broadcasting (MIB) expressed its intent to set in motion a process of review of CR stations in the country. When there were 170 operating CR stations in the country, the MIB announced that the purpose was to formally review what the sector set out to achieve and the extent to which it has managed to do so. (MIB, 2014)

The MIB conducts an annual event-the National Community Radio *Sammelan* that brings together practitioners and potential operators on a common platform during which some issues of common concern are discussed. However, a formal review would provide the CR stations to reflect on their work and the way forward.

At this juncture, the entire CR sector including advocates suggested to MIB that since the CR sector was still in its nascent stage and many stations were still finding their feet, a self-assessment process was desirable instead of an external review. Following this, the ministry set in motion a process of self assessment with the following objectives (MIB, 2014:4):

- Appreciate each other's strengths
- Identify challenges and engage in collective problem solving
- Facilitate the development peer-to-peer networks

- Set in place a collaborative learning process to help CR stations improve their operations.

The ministry also clarified that the purpose was not to make comparisons between CR stations and rank them on a score card.

Forty CR stations were invited in the first phase based on the number of years of operation, ensuring geographic representation and ownership model (educational or NGO-owned).

The ministry's report (MIB, 2014) on the process states that 30 CR stations expressed their interest in participation (16 campus radio stations and 14 NGO-owned). The sample represented 18 states. The ministry encouraged the CR stations to examine and adopt any of the three toolkits available. The self-assessment process took about three months. A total of 10 CR stations used CR-CIT for self-assessment while the others used the other two tools.

A total of 37 CR stations participated in the second phase (17 educational, 14 NGOs and 6 Krishi Vigyan Kendras). These CR stations represented 14 states. In the second phase, 20 of the 37 CR stations used CR-CIT to assess themselves (cite – these are facts that come from a known secondary source).

Of the 67 CR stations that participated in both phases of the review process conducted by MIB a total of 30 CR stations chose CR-CIT for self-assessment. The remaining stations chose the other two toolkits.

Training of Peer Reviewers

The UNESCO Chair on Community Media, as part of its larger strategy to develop a team of Peer Reviewers to facilitate effective application of the toolkit, held two workshops. The workshops were designed to:

- To develop a cadre of peer reviewers with appropriate skills to facilitate administration of CR-CIT

- Facilitate understanding of the self-assessment and peer review process of CR-CIT

- Enable CR Stations to make best use of CR-CIT

- Promote a culture of co-learning within the CR community

- Inculcate appreciation of the core principles of CR as enshrined in the nine parameters of CR-CIT

During the workshops, participants were introduced to the concept of SA&PR, role of peer reviewers and how the toolkit ought to be self-administered. A total of 27 CR practitioners participated in two, three-day training workshops after which they were certified and empanelled as Certified Peer Reviewers. The team of certified reviewers, whose profiles have been put up on the CR-CIT website (http://crcitcop.uccommedia.in), could be invited by a CR station that wishes to administer CR-CIT for self assessment.

Responses to the toolkit

Responses from CR practitioners after the field testing in India and those collected as part of MIB's Peer Review process reflect the principle of co-learning that the toolkit is based on. Besides giving CR stations to reflect on their practices, the self-assessment provided an opportunity to learn from each other on how to maximize community participation, revenue generation, work with limited resources and even effectively implement plans they have in mind. Reproduced below are some responses from the participants at the Certified Peer Reviewers' workshops and the review workshops conducted by MIB:

"We got an opportunity to understand not only our operations better but also what is happening throughout the country in other CRS at the experience sharing workshop. Even during the National CR Sammelan we don't get so much exposure and information."-- Naguveer Prakash, Kalanjiam Samuga Vanoli, Tamil Nadu.

"Now it feels like we are not alone in our struggles, but one big family who can help each other understand, share and solve problems."--Gita Naila, Rudi Na Radio, Gujarat

"CR-CIT is an important toolkit for all those CR stations that are busy throughout the year in running the station. It allows for them to reflect, appreciate the good work that they are doing and examine better ways of doing it."-- Asif Rayma, Saiyare Jo, Gujarat

"Introspection is important when you are on a mission. Using the toolkit can help a CR station maintain a long and fruitful relationship with the community. Despite being on air for two years, we haven't had the opportunity to sit and discuss with all stakeholders on the

direction our CR station should take. I will now recommend this toolkit to my management committee to reflect on our work."—Neetu Singh, Waqt Ki Awaz

"The toolkit is approachable and easy to understand and apply in CR stations. I see it as a tool to examine where we are and how to move forward. It helps to identify loopholes and gaps and work towards eliminating them. I feel we can use the parameters in the toolkit to prepare our annual report."—Krishnaveni, Radio Madhuban

Validation and Adaptation in other countries

Buoyed by the adoption rate of the toolkit in India, the next step was to field test the toolkit in other countries for its universal applicability. The development team was aware that the toolkit was not to be adopted on an as-is-where-is basis since regulatory mechanisms, policies and cultural contexts vary from country to country.

The UNESCO Chair then collaborated with CEMCA, which also works in Bangladesh, to help the CR sector in the country adapt the toolkit and conduct a field test. The neighboring country was perhaps an apt location to field test the toolkit since Bangladesh's CR policy was based on India's CR policy guidelines. Bangladesh also shares with India, a developmentalist approach to CR where the influence of international NGOs and multi-lateral agencies is all too evident. (Pavarala, 2015)

 The history of CR struggle in Bangladesh is similar to that of India. It was a 10-year struggle, beginning 1998, after which the government opened up the airwaves for the NGO sector to establish community radios in 2008. The civil sector worked closely with the

government and prioritized the setting up CR stations all along the coastal belt of the country since Bangladesh has a history of natural disasters. In the last seven years, Bangladesh has seen a total of 16 CR stations being established along the coast line and a couple of them in the hinterlands.

Adaptation/validation and field testing in Bangladesh

A three-day workshop for Community Radio Continuous Improvement Toolkit (CR-CIT) was held in Dhaka in November 2013. Through this workshop, the toolkit was sought to be customized in the context of Bangladesh and validated through inputs from the community radio practitioners. A total of 32 representatives from 16 CR stations from all over Bangladesh attended this co-learning workshop. Based on the feedback from the validation workshop, the CR-CIT was suitably adapted for use in field-testing with the Bangladesh stations. This was followed by the field-testing of the adapted version of the toolkit.

Over three days, participants at the workshop were divided into four groups. Each group worked on the parameters and reported back to a plenary. At the end of the workshop, the toolkit was adapted to suit Bangladesh's regulatory and cultural context with the following changes:

- The term marginalized was defined to suit the country's context. Accordingly, it was defined as landless farmers, religious minorities and indigenous tribes.
- Under the parameter Policies and Guidelines, the sector suggested adding categories like physically challenged, children and senior citizens. The category, Climate

refugees, was an important addition in that context. Climate refugees are those who leave their homes and communities because of natural disasters.

- Under the parameter On-air standards of broadcasting, the terms related to regulatory bodies and mechanisms were suitably changed to suit Bangladesh.

- The term 'sexual minorities' was a matter of concern in Bangladesh. It was a culturally unacceptable term and therefore had to be removed.

- Under Content-sharing and Networking, a few more options such as health rights, disaster mitigation, adolescent rights, human trafficking were added to the toolkit.

- Commercial advertising is not allowed under the Bangladesh regulations. Therefore, the term was replaced by 'development advertising' in the parameter Revenue Generation and Financial Accountability.

The development team then made changes to the toolkit based on the feedback received. It was important to effect these changes for the field testing that was to follow in two of the CR stations. However, the field testing had to be conducted in Dhaka itself owing to a law and order situation in the country. This also meant that the methodology that the development team had wanted to implement in Bangladesh also changed.

Representatives from two CR stations self-administered the toolkit in the presence of facilitators from the UNESCO Chair team and peer reviewers (from other CR stations). This was done to still retain the process of co-learning.

During the field testing it emerged that some terms needed further detailed explanations. However, the significant learning from the field testing was that CR station representatives

felt the need for further training to perform their role as facilitators when another station was applying the toolkit.

The process also enabled peers to think about their own stations, and also of ways to improve. Participants felt the toolkit could be administered by a station when there are exchange visits. Discussions during such visits and self-assessment aid internal sharing of information, within a station.

The self-evaluating stations felt that they could identify their shortcomings and also their strengths. They said they would customize and make their own formats for reporting back to the management committees and their respective communities. Their confusion on certain operational aspects was also addressed due to this exercise.

The UNESCO Chair team then modified the toolkit again for the Bangladesh CR sector to be able to bring out its own edition in Bengali.

Adaptation in East Africa

In late 2015, the UNESCO Chair was provided with an opportunity to take the toolkit to East Africa. The East African Community Media Network encompassing member stations from five countries of the region—Kenya, Tanzania, Rwanda, Uganda and Burundi— evinced interest in adapting the toolkit to their respective contexts and adapting it for self-assessment.

Despite the liberalization of airwaves in these countries, the pace of media development has been rather slow owing to the slow pace of socio-economic development. Accessibility to

media is still a challenge to most populations of this region. Radio, still an affordable medium, is considered a primary source of information in most of East Africa and seen as a tool for development. Radio that has remained as a defamed 'hate radio' in many of the countries in East Africa for a long period, is now embracing a renewed form where people could speak for themselves. Community radio is an emerging sector in the background of the African Charter of Broadcasting (2002). While stating clearly that frequency is a public resource, the Charter urges the signatory countries to promote a three-tier of broadcasting—public service, commercial and community broadcasting.

Despite variations in regulations and policies, all these five countries have recognized community radio as a platform for freedom of expression, diversity and enabling free flow of information. However, in none of these countries do the community radio stations have a culture of self-assessment and systematic resources to undertake such a process.

At a three-day workshop in Tanzania, representatives of 26 CR stations from the five countries worked on adapting the toolkit to their respective countries.

Post introduction of the toolkit and its salient features, representatives of each country were divided into working groups to work on the adaptation with the development team as facilitators. The working groups went through all the nine parameters over two days and adapted the toolkit to suit their respective country contexts. All the countries agreed that most parts of the toolkit were applicable to their context. Indicators linked to regulatory mechanisms and culture underwent changes to contextualize the toolkit to each country.

Participants from two countries--Burundi and Rwanda--which are in the process of converting themselves into Anglophone countries (French has been the official language),

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did face some difficulty in interpreting the parameters and indicators. However, the development team, with help from translators was able to facilitate the adaptation process. The changes adopted by each country have been summarized below.

Kenya: Key changes effected were terms such as film music (changed to religious music); ways of compensating volunteers, introducing an indicator on equipment budget plan, sharing station resources with other CR stations and the organizations for networking.

Tanzania: A significant change in this country's adaptation was the addition of an option 'by law makers and authorities' in an indicator on how choices are made for technology upgradation/ replacement at the CR station. Film music was changed to religious music and the country group introduced a couple of additional options for ways of compensating volunteers. The group also added an indicator related to the periodicity with which the programming policy of the CR station was reviewed.

Burundi: While most of the indicators related to regulatory mechanisms in the adaptation were similar to the ones by Tanzania, the Burundi country group made changes to the networking organizations.

Rwanda: A major change adopted by the Rwanda country group was the inclusion of an option 'vulnerable groups' in the background of the 1994 genocide. Further, since the singular media regulatory authority (Rwanda Utilities Regulatory Agency) issues licenses to all media organizations and in the absence of a separate regulatory mechanism/ policy for community radio in Rwanda, the same broadcast code that applies to commercial and public service broadcasters also applies to community radios. The term 'sexual minorities' was

removed since it does not have social acceptance. Similarly, changes were made to the networking organizations.

Uganda: The country group identified People Living With Disabilities (PLWD), widows as falling under the category 'vulnerable groups'. This is perhaps in the backdrop of the civil war that affected Uganda in the early 90s. Uganda too has one media policy that governs all tiers of broadcasting. Therefore, the term 'CR policy guidelines' was replaced by 'Media policy'. Another category 'Religious and Cultural groups' was added under the indicator related to representation of people in the CR management. Similarly, changes were made in the organizations and movements that CR stations could network with. In the Revenue Generation and Financial Accountability parameter, the maximum duration of commercials that could be accepted/ broadcast by a CR per hour was increased to 15 minutes.

Overall, the toolkit found favor among all the East African countries. At the end of the workshop they also discussed the ways in which it could be field tested for validation and further adopted by the sector in those countries.

The UNESCO Chair has also decided to develop Version 3.0 of the toolkit based on the qualitative feedback received from the East African participants.

CR-CIT: An analysis

The thesis has already outlined the importance of an assessment process for an organization to improve itself and provide better services. Community Radio is a service that a community provides for itself through an institutional mechanism. Assessing its performance, preferably, two years after it has been set up is important to know if the CR station is moving in the right direction. The reasons for preferring self-assessment rather than follow an external evaluation process have also been mentioned earlier.

Any self-assessment toolkit ought to be developed keeping the following principles in mind:

- All key stakeholder groups determine measures to be used.

- Parameters and indicators are developed to gather information on both short-term and long-term measures to be put in place.

- Results are used continually to improve systems.

- Continuous quality improvement activities are integrated into all aspects of systems.

- Performance, and system measures are part of the continuous quality improvement process being assessed.

- Personnel within and relevant stakeholders have access to data.

- Data obtained from using the toolkit inform all major decisions.

An ideal toolkit includes the following measures for an organization to help improve itself:

- Process measures (Internal policies, principles and practices)

- Performance measures (In terms of providing services—in this case programming & production)

- Regulatory measures (The country's regulatory mechanisms/ guidelines)

- Risk management measures (Safety)

Measures related to improving participation, especially from marginalised groups within a community in programming and production, including locals as experts, having gender sensitive workplace policies in place, providing orientation to various stakeholders on both internal and regulatory mechanisms etc are process measures. The CR-CIT provides such indicators throughout.

Another set of performance-related measures linked to assessing variety in terms of programming, conducting capacity building programmes, methods adopted to attract volunteers, managing simple maintenance tasks etc have all been covered under various parameters.

Indicators pertaining to assessing the CR station on adherence to regulatory mechanisms also find a place in the toolkit. The amount of locally produced content may be seen as both performance and process measures. In countries like India, where there are specific provisions in the government policies/ guidelines that at least 50% of the content has to be produced locally, such an indicator also serves as an assessment on regulatory measures. Maintaining archives for up to three months is another such requirement, although in this case, the ideal would be to maintain archives since the inception of the CR station.

Issues such as protecting against accidents, having alternative sources of power supply, etc. also need to be measured. Indicators to assess such risk management measures in place have also been included in the toolkit.

A significant part of the toolkit is that besides providing indicators it also provides ideas and suggestions on which CR stations could work towards improving efficiency. The notes taken during assessment and goalposts with deadlines can serve as ready reference and also communicated to the stakeholders to improve individual and organizational performance. It is these goalposts, deadlines and the discussion that follows on how to achieve them that leads to continuous improvement.

The Community Radio-Continuous Improvement Toolkit (CR-CIT) is flexible (allows for modular application), has principles of participation, gender and access—crucial for a community radio station—cutting across all the parameters and indicators and allows CR stations to develop its own goalposts and deadlines to achieve them. One of the most important characteristics of this toolkit is that it also prepares the CR station for an external evaluation, if need be. Since the toolkit covers management, technology, programming and production, revenue and does so within the framework of participation, access, equity and other fundamental principles of community radio, working on the goal posts much before an external evaluation is to take place would keep it good stead.

A detailed user guide provides explanations for the inclusion of a certain indicator under each parameter and examples of how it should be treated during self-assessment. Any ambiguity that may arise in interpreting certain terms are cleared by the explanation provided in this section. Illustrated examples provided throughout the user guide makes it easy for the CR station to complete any pre-assessment work.

The toolkit has four types of indicators:

The first type of indicator measures performance quantatively. For example, under the parameter Content Generation and Programming, the question: 'What percentage of people involved in programming at the CR station is from the community', is meant to elicit answers in terms of percentages. Higher the percentage, higher the participation. This type of indicator requires homework and therefore the checklist provided at the beginning of the toolkit prepares the station to collect such data during a pre-meeting.

The second type of indicator is the one that provide multiple options. The more options a CR station ticks during assessment, the better its performance. Variety in terms of programming, options available for feedback and grievances fall under this type of indicator.

The third type of indicator helps a CR station move towards the ideal even as it assesses itself. For example, if a CR station indicates that 50% of the people involved are volunteers, the ideal would be to move towards 100%.

The fourth type of indicator is just a close-ended question that results in either a 'yes' or 'no' response. Does the CR station have internet connectivity? If the answer is 'no', it could mark it as a goalpost.

The toolkit makes it clear that it is not to be used for impact assessment and evaluation by an external agency, although it prepares the CR station for one at a later stage.

The adaptation by six countries so far other than India has proven that the toolkit is universally applicable given that it is premised on fundamental principles, processes and practices in the CR sector.

Community Radio User Experience (CRux): A community of practice

Now that the toolkit had been introduced to the CR sector in two countries, the development team decided to set up an online community of practice. The community of practice was seen as an extension of the toolkit.

Still in its embryonic stage, Community Radio User Experience, abbreviated as CRux (http://crcitcop.uccommedia.in/cop/) is an online platform for CR practitioners, enthusiasts, trainers and researchers set up as a community of practice for the CR sector across the world.

The participation of CR practitioners, advocates and researchers during the development, involvement of peers during field testing and the training of a cadre of certified peers may all be seen as tasks towards building a community of practice. Co-learning occurred at every stage through exchange of ideas and experiences enriching both the toolkit and the perceptions of the CR practitioners and thereby the CR stations.

CRux as an online community of practice has been set up based on the nine parameters in the toolkit and enables registered members to debate policy issues, discuss existing practices in their contexts and share experiences so that peers from across the world can benefit from it.

Registered members can:

- Launch new topics for discussion

- Respond to topics already online

- Share photographs and experiences of self-assessment

- Add and participate in polls

- Send personal messages to other members

- Email and share interesting topics on social networking sites

CRux is moderated and like most specialized CoPs has boundaries in terms of interaction and membership. However, since it is open to enthusiasts, trainers and researchers besides CR practitioners, the danger of exclusivity and insularity is minimized to a great extent.

One of the advantages of CRux is the manner in which knowledge is shared. Since most of the members belong to a specialized domain, commonly used technical jargon can be freely used. It also has a choice of using a conversational form since it acts like a forum.

What differentiates CRux from other fora is that it is not project-based. It is a platform based on processes and practices, thus creating the space for mutual engagement.

There is no doubt that the CR movement in India and the world in general is caught in a maze of struggles. While reluctant and delayed issuing of licenses, rising costs of technology, fast depleting spectrum and shrinking funding seems to have put the movement on a pause mode, the sector has its own battles to fight. Shrinking volunteers, restrictions by the state (ban on news), growing influence of NGOs and multi-lateral agencies on the CR agenda and importantly, social and financial sustainability are only some of the issues that affect its growth as a healthy alternative media sector. (Pavarala, 2015)

CRux holds the potential to become a platform for diffusion of innovative practices and processes, expose members to emerging critiques of the sector, build relationships, foster networking, promote policy advocacy and sharing intellectual resources thereby strengthening the sector across the world.

Good practices emerge from the interaction of members working collectively to improve the CR sector in their respective countries and indirectly contributing to the same in other countries as well.

In developing and sharing solutions to mutual problems in a given context, the members enrich the sector while at the same time improving their service to the communities they

serve. This assumes that every good practice that emerges out of CRux takes advantage of local resources and opportunities. Such reflexive exercises not only lead to a healthy CR sector but may also help in keeping any misdirected efforts at external monitoring by the state. (Pavarala, 2015)

Self-assessment toolkits such as CR-CIT and fora such as CRux could contribute to long-term sustainability of community radio and help strengthen as an alternative voice that represents the interests of communities.

With dynamic engagement by the stakeholders of the sector, continuous improvement might be an achievable goal.

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ANNEXURE ONE

CR-CIT (VERSION 2.0)

The Commonwealth Educational Media Centre for Asia (CEMCA) is an international organization established by the *Commonwealth of Learning (COL)*, Vancouver, Canada to promote the meaningful, relevant and appropriate use of ICTs to serve the educational and training needs of Commonwealth member states of Asia. CEMCA receives diplomatic privileges and immunities in India under section 3 of the United Nations (privileges and immunities) Act, 1947.

Community Radio Continuous Improvement Toolkit, *Version 2.0*

Developed by: UNESCO Chair on Community Media, University of Hyderabad

Authors: Vinod Pavarala, Kanchan K. Malik, Vasuki Belavadi, Aditya Deshbandhu, Preeti Raghunath (Email: cmchair[dot]uoh[at]gmail[dot]com)

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IV. **The Toolkit**

    Further Readings

Foreword

While the Community Radio (CR) movement worldwide has origins in Latin America in the late 1940s, the Indian CR movement is young and vibrant, with over 140 active CR stations.   Over the years, CR has emerged as an alternate to mainstream broadcast media, owned and managed by communities giving voice to the voiceless, and contributing to the freedom of expression and communication rights of people in the communities. CR stations, working in the communities, contribute towards local development, preserve local languages and culture, and promote cultural diversity through meaningful participation of the local communities in the programming and management of CR. In order to remain relevant and meaningful for the communities they serve, the CR stations need to have a framework to guide them. There are certain non-negotiable principles of CR, such as "community participation and ownership, access and inclusion to marginalised groups, gender equity, community-generated content, emphasis on local cultures and identities, and transparency and accountability in practice," of which the communities managing and running CR should have broad understanding and work to maintain the standards and quality of CR operations.

The Commonwealth Educational Media Centre for Asia (CEMCA) has been working to promote CR in the Commonwealth Asia, in general, and in India and Bangladesh in particular, to support *learning for development*, and create enabling environment for the marginalised communities and groups. Realising that creating a structural framework for quality and standard for communities that are diverse in terms of their needs, affordances and goals, as a non-viable option, we at the CEMCA embarked upon exploring ways to "improve" CR practices though self-assessment and peer-review. With 'continuous improvement' and 'co-learning' as the foundations of 'quality' that is acceptable to the communities served, we requested the UNESCO Chair on Community Media at the University of Hyderabad to undertake a consultative process and develop a *Toolkit* to assist the CR stations' march towards systematic reflections and progress.

We are proud to present the outcome of that engagement as the Version 1.0 of the *Community Radio Continuous Improvement Toolkit* (CR-CIT). In the spirit of continuous improvement, this Toolkit is a work in progress, and we are further refining this through interaction and actual testing of the ideas presented here. The overall aim is to create a framework that can be used for self-improvement and then peer-review at a later stage by building capacities of the stakeholders to assist peer CR stations. The CR-CIT is the outcome of the rigorous work done by professionals led by Prof. Vinod Pavarala, the

UNESCO Chair at University of Hyderabad. While I want to thank him and his team, the CR-CIT has also been validated through expert interventions, and I would like to thank all who contributed to the development of this version. We expect to use this Toolkit for testing at some willing CR stations in India and Bangladesh to further refine it in the year 2013-14.

Our humble initiative will be successful if this is found to be useful for improving the quality of CR operations in all its dimensions. We are eager to receive your feedback to further improve this *Toolkit*.

<div align="right">

Sanjaya Mishra
Director
Commonwealth Educational Media Centre for Asia

</div>

Acknowledgments

This new, revised version also benefited immensely from an adaptation, validation and field testing process in Bangladesh, where all 16 CR stations in the country participated with a great deal of enthusiasm. We are grateful to Mr. AHM Bazlur Rahman, CEO of Bangladesh Network of NGOs for Radio and Communication (BNNRC) and his dynamic team for facilitating this work. We are thankful to BNNRC also for initiating the translation of CRCIT into Bengali.

We have realized early enough that the value of CRCIT would be enhanced if it becomes available in Indian languages and station personnel can use it easily without outside facilitators. In that direction, we have been able to put together a Hindi version, in collaboration with Ideosync Media Combine, New Delhi. We gratefully acknowledge Venu Arora of Ideosync for facilitating the translation. This would not have been possible without the capable translation work done by Anupama Jha in Delhi and Gunavathi Mandal in Hyderabad. Translations into a few other languages are on the anvil.

Mahaprajna Nayak from the Community Media programme at Tata Institute of Social Sciences (TISS), Mumbai, who served as an intern with us in the summer of 2013, lent valuable support during the early phase of the project. In Phase II, Himabindu Chintakunta worked as a research assistant and contributed significantly to the different components of the project.

University of Hyderabad has played a willing host to all of our activities. Without its intellectual ambience, infrastructural facilities, and administrative support, our team's work at the UNESCO Chair on Community Media would have been tougher. R. Thyagarajan at the CEMCA office and Mallikarjun Yadav at the Department of Communication ensured timely financial clearances and management of funds to facilitate our work.

With the availability of the first version of CRCIT in the public domain since August 2013, many community radio stations have voluntarily (outside of the field testing process) adopted the toolkit for their self-assessment. The proof of its worth ultimately lies in its adoption by more and more community radio stations that are interested in continuously improving their services to their respective communities.

We are hoping to sustain our efforts to achieve that end by creating a Community of Practice, an online platform, through which practitioners can share experiences and learn from each other.

Hyderabad

May 2014

Vinod Pavarala

Kanchan K. Malik

Vasuki Belavadi

Aditya Deshbandhu

Preeti Raghunath
UNESCO Chair on Community Media Team

Abbreviations

AIR	All India Radio
AMARC	World Association of Community Radio Broadcasters
BECIL	Broadcast Engineering Consultants India Limited
CoP	Community of Practice
CR	Community Radio
CR	Community Radio
CR-CIT	Community Radio Continuous Improvement Toolkit
CRMC	Community Radio Management Committee
CRS	Community Radio Station
LOI	Letters of Intent
MGNREGA	Mahatma Gandhi National Rural Employment Gurantee Act
MIB	Ministry of Information and Broadcasting, Govt of India
NGO	Non-Governmental Organisation
UNESCO	United Nations Educational Scientific and Cultural Organisation
UNICEF	United Nations Children Education Fund

1

Introduction and Background

I. Introduction and Background
1) The Context

Community Radio in India became a legitimate reality after the historic Supreme Court judgment in 1995 which ruled that "airwaves are public property". However, it was only in 2006 that the Government of India modified its initial guidelines (2003) that had allowed only educational institutions, to also permit civil society groups to set up Community Radio Stations (CRSs).[1]

As per the MIB website, India has around 160 operational CRSs (including educational institutions, KVKs, and those set up by civil society groups), with less than a third of those managed by civil society organisations. A total of 436 Letters of Intent (LOIs) have been issued as against the total of 1238 applications received.[2] However, ever since CRSs have come into existence there have been debates about programming, community ownership and management, content sourcing, sustainability, and other such related issues. There is a great deal of variety in the organisations that run these stations, and a broad range of content and management practices can also be seen. It is time India's community radio stations started a systematic process of self-reflection about their experiences and see how they can compare themselves against the philosophy of community radio as promoted by international agencies such as AMARC and UNESCO, but also against the best practices of their peers nationally and internationally. In fact, in February 2014 the Ministry of Information and Broadcasting initiated a process of peer review for CR stations.

This toolkit is for continuous improvement of community radio stations. The quality of performance of a community radio station, for the purpose of this exercise, is being seen as something embedded in the core principles of community radio. According to various documents of AMARC (the World Association of Community Radio Broadcasters) and UNESCO, community radio stations are characterized by the following features.[3] They:

- serve a recognisable community;
- promote access to media facilities and to training, production and distribution facilities as a primary step towards full democratisation of the communication system;
- offer the opportunity to any member of the community to initiate communication and participate in programme making and evaluation, encouraging local creative talent and foster local traditions;
- use technology appropriate to the economic capability of the people, not that which leads to dependence on external sources;

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[1] For a detailed account of the civil society campaign for community radio in India, see Pavarala,Vinod and Malik, Kanchan K. (2007). *Other Voices: the struggle for community radio in India*, New Delhi: Sage Publications

[2] Figures as of August 01, 2013. Source: Ministry of Information & Broadcasting, Facts and Figures. http://mib.nic.in/ShowDocs.aspx, Last Accessed on April 12, 2014.

[3] Pavarala and Malik, p.18.

- are motivated by community well-being, not commercial considerations;
- facilitate full interaction between the producers and receivers of messages;
- are managed and owned by the community members. Community or their representatives have a voice in the financing of radio programmes;
- promote the right to communicate, assist the free flow of information and opinions, encourage creative expression and contribute to the democratic process and a pluralist society;
- are editorially independent of government, commercial and religious institutions and political parties in determining their programme policy;
- provide a right of access to minority and marginalised groups and promote and protect cultural and linguistic diversity; and
- follow management, programming and employment practices which oppose discrimination and which are open and accountable to supporters, staff and volunteers.

2) Conceptual Framework

2a)   Continuous Improvement

The broad goal of this project is to develop a toolkit through a participatory process, adopting the 'Continuous Improvement' framework that has been used in various other sectors, including higher education. Continuous improvement, in this context, is being conceptualized as ongoing efforts to improve broadcast content as well as processes of production and management of the community radio station. As has been pointed out elsewhere, "It is important to emphasise that continuous improvement isn't one particular system or specific way of doing something, it's a mindset, based on the knowledge that there is always a better way of doing things and therefore a journey that never ends".[4]

Why 'continuous improvement'? The idea of adopting this framework was to move away from externally imposed performance indicators, sometimes suggested by donor agencies who want to know if their money is being well-spent, with outsiders using an evaluation framework.[5] Many scholars and practitioners of participatory development are today suggesting that community-based initiatives should be able to set their own benchmarks or goals against which they could review their performance periodically. This is a process that is participatory, flexible, and realistic. It is an approach that foregrounds unequal power relations, gender inequity, and elite monopoly over media production. It emphasizes

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[4] Manchester Metropolitan University, *Continuous Improvement Toolkit to Support Improvement and Innovation in Higher Education*, p.3. Retrieved 12 June 2013 from http://www.mmu.ac.uk/humanresources/changeacademy/improvement_toolkit.pdf
[5] For an excellent critique of methods of evaluation used in communication for development, see Lennie, June and Tacchi, Jo (2013). *Evaluating Communication for Development: a framework for social change*, Oxon, UK: Routledge

principles such as 'inclusion, open communication, trust, sharing of knowledge and skills, and continuous learning'.[6]

The Continuous Improvement model has been used in fields such as management and education. If we adopt this framework in the context of community radio, the fundamental questions we need to ask ourselves are[7]:

What are we trying to achieve through our radio station?
How will we know that a change is an improvement?
    What changes can we make that will result in improvement of our community radio service?

2b) Co-Learning and Communities of Practice

The entire process of developing this continuous improvement toolkit for community radio is being conceptualized within a co-learning paradigm, incorporating key principles such as: peer learning, reciprocal value of knowledge-sharers, mutual trust, and collective and individual meaning-making.[8] While the workshops and other such events we have organized as part of this process could help, in the short term, in the formulation of certain self-defined guideposts in the journey of community radio practitioners, the medium to long-term goal is to facilitate the forging of a community of practice. The "community of practice," as we understand, is a group of people who share a concern or a passion for something they do and learn how to do it better as they interact with each other regularly.

Wenger, McDermott and Snyder describe how a community of practice develops and works to the benefit of all those participating in it:

They [members of a community of practice] help each other solve problems. They discuss their situations, their aspirations, and their needs. They ponder common issues, explore ideas, and act as sounding boards. They may create tools, standards, generic designs, manuals and other documents – or they may simply develop a tacit understanding that they share. However they accumulate knowledge, they become informally bound by the value that they find in learning together. This value is not merely instrumental for their work. It also accrues in the personal satisfaction of knowing colleagues who understand each other's perspectives and of belonging to an interesting group of people. Over time, they develop a unique perspective on their topic as well as a body of common knowledge, practices, and approaches. They also develop personal relationships and established ways of interacting.

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[6] Lennie and Tacchi, pp. 1 and 5.

[7] Adapted from Langley, G., Nolan, K., Norman ,C., & Provost, L. (1996). *The Improvement Guide: a practical approach to enhancing organisational performance,* San Francisco: Jossy Bass Publishers

[8] Edward Brantmeier, "Empowerment Pedagogy: Co-Learning and Teaching." Retrieved 12 June, 2013 from http://www.indiana.edu/~leeehman/Brantmeier.pdf

They may even develop a common sense of identity. They become a *community of practice*.[9]

2c) Components of the CR-CIT

A detailed review of literature[10] was undertaken in the beginning to identify the critical components of community radio that the stakeholders believe as having a bearing on the operations of community radio from the perspective of the community. Further discussion in the co-learning workshop and expert peer validation resulted in the delineation of nine distinct areas, as follows:

Content Generation and Programming
Policies and Guidelines
Volunteers
Technology: Access and Management
On-Air Standards of Broadcasting
Governance
Feedback and Grievances
Content-Sharing and Networking
Revenue Generation and Financial Accountability

A detailed User Guide for the parameters and indicators is given in **Chapter III**.

3. Methodology Adopted

The Community Radio Continuous Improvement Toolkit (CR-CIT) is designed to be participatory in nature, involving consultations with various stakeholders. This approach 'respects, legitimizes, contextualizes and draws on the knowledge and experience of local

[9] Wenger, E., McDermott, R., & Snyder, William M. (2002). *Cultivating Communities of Practice*, Boston: Harvard Business School Press, pp. 4-5.
[10] Review undertaken as part of this project is available in the project report submitted to CEMCA. Available at http://www.cemca.org.in/ckfinder/userfiles/files/CR_CIT%201_0%20June%2013,%202013.pdf

participants as well as relevant experts and outsiders'.[11]   These deliberations were conducted in order to both develop the CR-CIT (Version1.0) and also to validate it with experts.

Further, the CR-CIT was field-tested in select CR stations across the country and in Bangladesh[12].   The idea was to make this toolkit inclusive and consensual, as an aid to community radio stations for their continuous improvement.   The underlying focus is on social justice and a method that Donna Martens calls 'the transformative lens', which incorporates the knowledge and experiences of the historically excluded and marginalised people.[13]

This version, 2.0 of the CR-CIT is the outcome of the engagements undertaken by the team at the UNESCO Chair on Community Media over a period of two years.

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[11] Lennie and Tacchi, p.22.
[12] Over 30 CR stations in India & 16 in Bangladesh, besides 20 CR experts & advocates were involved in the creation, validation & field testing of of this toolkit.
[13] Mertens, Donna M. (2009). *Transformative Research and Evaluation*, New York: Guilford Press

2

Self-Assessment and Peer Review Process
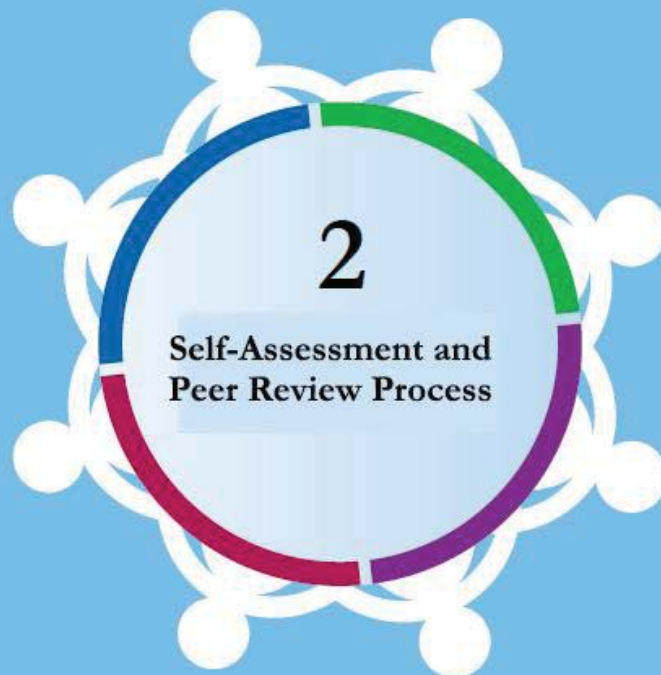
Self-Assessment and Peer Review Process (SA & PR)

1) Know your toolkit

1a) What is CR-CIT?

- CR-CIT (the Community Radio Continuous Improvement Toolkit) is a toolkit that allows community radio stations to periodically assess themselves on their performance.
- CR-CIT has been drafted keeping in view: a) the national community radio policy guidelines (in India) which have several mandatory provisions; and b) certain non-negotiable principles of community media globally, such as community participation and ownership, access to and inclusion of marginalised groups, gender equity, community-generated content, emphasis on local cultures and identities, and transparency and accountability in practice.
- CR-CIT provides for indicators of performance along nine broad parameters: content generation and programming; policies and guidelines; volunteers; technology – access and management; on-air standards of broadcast; governance; feedback and grievances; content-sharing and networking; revenue generation and financial accountability.
- Themes such as participation, inclusion, gender, capacity building, etc. have been treated as core principles that cut across all the nine parameters.
- In many cases, the indicators (or questions) for each parameter are framed in such a way that the options move towards the ideal; in other cases, the questions provide an exhaustive list of all the possibilities that the CR station may explore. The indicators also permit individual stations to include any practices and processes that are unique to the local context and not mentioned by the toolkit (under the option, "Any others, please specify").
- CR-CIT focuses on principles, practices, and processes. Impact of the community radio station on the community is outside the purview of this toolkit. This is primarily to help stations reflect on the extent to which their everyday practices and policies are in tune with the larger philosophy and best practices of community radio.
- CR-CIT could also be seen as a way for CR stations to assess the quality of their overall performance. 'Quality' here is not limited to the technical finesse of programmes, but includes active adoption of the core principles of CR by the stations across all the parameters.
- CR-CIT is NOT for comparison between different community radio stations. This is NOT meant to be an evaluation held by an external agency, with a pass/fail grade.

1b) Who can use CR-CIT?

- Community radio stations which are at least two years old may like to use this toolkit. We think this is the time it takes for a community radio station to establish itself and put in place various processes to streamline its functioning. In fact, it could take even longer, say something like 5 years, given that most CR stations operate under various resource constraints. But, two years is long enough for a CR station to start looking at itself to decide how and where it can improve itself.

- CR-CIT may also serve relatively new CR initiatives to understand what goes into the functioning of an ideal CR station.

1c) Why use CR-CIT?

- CR-CIT allows community radio stations to inject a dose of positive reinforcement into its staff and volunteers about the good work they have been doing.
- CR-CIT provides an opportunity to the CR station staff to pause from their hectic day-to-day schedules and reflect on their vision and mission along certain specific parameters.
- At the end of the Self-Assessment and Peer Review process (*described below*) using CR-CIT, individual CR stations would be able to set their own goal posts for the future, with the objective of continuously improving their performance.
- CR-CIT would help CR stations identify gaps and constraints in their functioning and enable them to plan ways to bridge the gaps and overcome constraints.
- The Self-Assessment and Peer Review process (SA&PR) using CR-CIT would provide pointers to managing CR stations efficiently and serving their listening community more effectively.
- Although CR-CIT is not meant to be used as a tool for external evaluation, the SA&PR process using the nine broad parameters would assist CR stations to better prepare for any external evaluations commissioned by funding agencies.
- Overall, the aim is that community radio stations strive continuously to match best practices followed globally.

1d) When to use CR-CIT?

- ✓ Community radio stations can use this toolkit after a period of two years of their existence.
- ✓ CR-CIT is designed to be self-administered periodically by the CR stations. If the toolkit were to be used in its entirety, the review could typically be done on an annual basis.
- ✓ However, the modular design of CR-CIT permits CR stations to review their performance along any one or more of the parameters at any given time of their choice.

2. SA&PR Process: Step by Step

It is advised that CR stations use CR-CIT in a Self-Assessment and Peer Review (SA&PR) process. The SA& PR process would help stations recognize their strengths and identify gaps in their practices through a co-learning approach, leading to continuous improvement. The idea is to gradually build peoples' capacities to not only act as peer-reviewers but also take on the role of facilitators.

The main advantage of CR-CIT is that it is not prescriptive and allows for its application in a manner where peer reviewers could facilitate and supplement the process of self-assessment. The station, with inputs from the peer reviewers, could then work on strategies/goalposts for its future.

CR-CIT is modular in design and can be self-administered in parts. If the CR station desires to review its own performance along all the parameters at one go, it may be advisable to set aside adequate time to allow all key stakeholders to participate and express themselves.

Based on the experience of field-testing the CR-CIT, we recommend that two to three days be set aside for Step II, after Step I is completed at the convenience of the station. All people involved in the SA&PR process must have a common understanding of the period under review (e.g. from April 1, 2013 to March 31, 2014).

Step I – Pre-meeting among the following: (a) the station manager and staff; (b) CR Management Committee (CRMC) members and members of the Advisory body, if any; and (c) at least one representative of the parent organisation (if not already on the CRMC) to go through the CR-CIT and collect information that may be required to address the various parameters in the main meeting involving peer reviewers [*See Step II*].

The toolkit comes with a detailed **User Guide**, [*See Section III of the Toolkit*] which explains in detail the rationale for various parameters and describes the indicators. The CR station would benefit from reviewing this guide before embarking on the SA&PR process. This may help in compiling the data necessary to respond appropriately to some of the questions.

Step II – This step consists of the meeting that is at the heart of the SA&PR Process. The meeting must include as participants (a) the station manager and staff; (b) CR Management Committee (CRMC) members and members of the Advisory body, if any; and (c) one representative of the parent organisation (if not already on the CRMC) and d) one representative each from two CR stations to serve as peer reviewer. While station personnel are critical to give operational inputs, the presence of CRMC members and that of the parent organisation are important because the toolkit has implications for larger policies and resources. We suggest the following specific guidelines for how this meeting could be conducted:

1. CR-CIT must be administered one parameter at a time. Within each parameter, the group takes up one question at a time and decides its response. One person from the group would read the question within the parameter. A second participant would read the corresponding explanation given in the user guide. This is followed by discussions and deliberations among members of the self-assessing station, and the appropriate options are ticked.

2. The peers observe and wait, while the station team goes through all the questions within one parameter. They may then be invited to express their views and share their own experiences on that particular parameter. [*See Role of Peer Reviewers, below*]

3. The station team may consider the views expressed by the peers and its own responses in order to set goalposts for the station. Goalposts must always include a realistic timeline so that the station may go back and review what it has been able to achieve. Use the **Notes/Goalposts** pages at the end of each section of the toolkit for this purpose.

4. This process is repeated for all nine parameters.

5. Finally, there may be an open discussion leading to an assessment of the outcomes of this SA&PR process for the station. This could lead to a compilation of an outcome document and a to-do list for the stations derived from the goalposts.

2a) Role of the Peer Reviewers

- Peer Reviewers from two stations (one each) – *preferably* from the same linguistic region and those from stations that are similar to the station carrying out the self-

assessment [broad categories may include, rural, urban, NGO, campus, KVKs, Agriculture Universities etc.] -- would participate along with the station team in the SA&PR process. It may be an added advantage if the invited peers have prior orientation to CR-CIT and the SA&PR process.

- The peer reviewers could initiate the SA&PR process by going through the procedures (*described in Step II above*) with the station team so that there is a common understanding of what is involved.

- After the station team has gone through all the questions in one parameter and noted down the responses, the peers respond to the same set of questions and express their views on each aspect of the parameter.

- The idea would be to share their experiences with the self-assessing station and add new perspectives, where relevant, about the parameter.

- The peers' role is that of a 'friend' and co-learner, who are assisting the station in the process of a productive self-assessment. At the same time, they bring to the process, their own views and suggestions.

- The peers refrain from acting as external evaluators. They are welcome to share ideas that would help in deciding the goalposts.

- Peers may also not get into a self-evaluation mode. Giving examples from their own stations may be useful, however, if it is to suggest solutions or to contribute novel ideas.

- Peer Reviewers facilitate the open discussion at the end of the process, leading to an outcome document. The outcome document could include the perceived strengths and weaknesses of the self-assessing station, experiences and learning of the peer stations, and a compilation of the goalposts.

2b) Getting Started

- Hold pre-meeting and compile relevant data necessary to address the various parameters in the main meeting. [*Step I – Also see the Checklist below*]
- Decide on appropriate peers and set a mutually convenient time and an appropriate

date for holding the main meeting [*Step II*]
- Invite all stakeholders [*Step II*]
- Ensure that the place for the main meeting allows for close interaction and discussion among the all participants.
- Use the CR-CIT to review the performance of the CR stations following the SA&PR process explained above and set goalposts for continuous improvement.

3. Checklist for CRs participating in field testing of CR-CIT

It might be useful for the participating CR Stations to keep the following information ready before actually reviewing their performance based on the nine parameters listed out in the CR-CIT. The unit for calculation is one year (unless the station itself decides on another time period).

Content Generation & Programming

- Total number of people involved in Programme Planning, Production, as Talent, Post-production (including staff, volunteers & people from the community)
- Total number of people from the community including volunteers (excluding paid staff)
- Total number of people from marginalised communities including volunteers (excluding paid staff)
- Total number of women including paid members of staff
- Total number of local talent/ artistes in entertainment programmes
- Total number of community members as experts in information-based programmes (excluding people from the community who may be officials and in positions of power)

Policies & Guidelines

- CR station's own vision & mission statement
- Inclusive practices in written form, if any, for staffing purposes
- Fair & just workplace policy in written form, if any
- Inclusive practices in written form, if any, for historically marginalised groups & women
- Content policy in written form, if any
- Policy on capacity building, in written form, if any

Volunteers

- Total number of volunteers participating in the CR station
- Policy on attracting volunteers, if any
- Policy on capacity building of volunteers, if any

Technology: Access & Management

- Training policy, if any
- Support documents for maintenance of equipment, in the local language, if any
- Insurance policy of the CR station

On-air standards of broadcasting

- CR station's own programming code (besides the country's broadcasting code)

Governance

- Composition of the Radio Management Committee / Radio Advisory Council

Feedback & Grievances

- Modes/Processes in place to receive & analyse feedback
- Modes/Processes in place to analyse & redress grievances
- Modifications in the functioning of the CR if any, based on feedback
- Redressals if any, based on grievances received

Content sharing & Networking

- Content sharing policy of the CR station, if any
- Third-party sources for programming (UNICEF, UNESCO, Deutsche-Welle etc)
- Percentage of third-party sourced programmes
- Policies for protecting rights of local artistes, particularly when sharing programmes with other CR stations
- Capacity sharing policy of the CR, if any, on technology, management practices, inclusiveness etc
- Networking policy of CR station, if any, with other CR stations, national & international networks
- Networking policy of CR station, if any, with social movements on rights & entitlements

Revenue generation & financial accountability

- All sources of revenue
- Membership fees, if any
- Community contributions, if any, in cash or kind
- Station merchandise, if any
- Number of hours of broadcasting per day
- Total number of hours of commercial time aired in the last one year
- Practices, if any, on sharing income & expenditure on CR station with the community

3

User Guide

II. User Guide

In this chapter, we explain the meaning of the nine parameters identified, and their various sub-components. Questions here refer to the questionnaire, which is the tool to measure and understand the present situation of the CRS. Explanations for each of the questions and how to interpret the responses are also given here to help you use the toolkit in a systematic manner. As indicated previously, the CR team should discuss this section carefully to have a common understanding of the questions, before the exercise starts.

1) Content Generation and Programming

The first section of the toolkit looks at the programme production and content generation aspects of a CR station. In this section the toolkit helps one to know how successful is the station in involving members of the community in the various phases of developing a radio programme, such as programme planning, programme production, programme participation and programme post-production. It also helps the station know the amount of participation from within the community and their contributions to programme development. The need for a community radio station to offer a diversity of programmes (in various formats) as well as for constantly formulating fresh ones cannot be overstated. When a station manages to involve members of the community in the various phases of programme production, they develop a stronger sense of identification with the station. Listening to one's voices over the radio can be an important step towards a sense of 'community ownership'. This section also attempts to assess to what extent the CR station includes historically excluded voices, such as women, dalits, tribals, etc.

Guidelines for Questions 1.1-1.3

The various activities that come under the four mentioned functions are:
- Programme Planning: Includes all pre-production activities such as: ideation, research, scriptwriting, and identifying talent.
- Programme Production: This stage includes actual recording, whether in the
- studio or in the field.
- Programme Participation: Participation here means members from the community appearing on any of the shows.
- Programme Post-Production: This includes editing and packaging a programme for final broadcast.

Percentage of Participation	Level of Participation
75 % and above	Substantial
50 -74 %	Good
30 - 49 %	Moderate
10 - 29 %	Little
0 – 9 %	No Participation

1.1 This question asks the station the percentage of people from the community involved in the four areas of programme development at the CR Station. This question *does not include staff* of the CR station as members of the community. The entire pool of people, including staff, involved under each activity for all programmes must be taken as the base number for this calculation. The percentage of members from the community *(excluding staff)* must be calculated and then marked in the appropriate cell in the matrix.

For example, a certain CR station has a total number of 10 people involved in Programme Planning out of which two people are staff of the CR station and the other eight are members from the community, then the percentage of members from the community would be:

> *8/10 X 100 = 80 %*
>
> *And since 80 % is above 75 % the amount of participation would be "**Substantial**"*

Keeping in mind the philosophy of participation on which the CR sector has been built, the CR station is encouraged to achieve substantial participation in the long run with continuous improvement.

1.2: This question focuses on the extent of participation of people from marginalised communities in the four areas of programme development at the CR Station. The base number for this question *includes station staff* that are also a part of such groups.

'Marginalised groups' here include dalits, tribals, minority groups (religious, linguistic, ethnic, sexual), and persons with disability, etc. The percentage of members from the various marginalised groups *(including staff)* must be calculated and then marked in the appropriate cell in the matrix.

For example, a CR station has a total number of 10 people involved in Programme Post-Production out of which three people are from marginalised groups then the percentage would be:

> *3/10 X 100 = 30 %*
>
> *The amount of participation would then be*
> *"**Moderate**"*

1.3: This question looks at the number of women involved in the four areas of programme development at the CR Station. This question also *includes members of the staff* of the CR station who are women. The entire pool of people involved under each activity for all programmes must be treated as the base number. The percentage of women (including staff) must be calculated and then marked in the appropriate cell in the matrix.

For example, a certain CR station has a total number of 10 people involved in Programme Production out of which five of the members are women then the percentage would be:

> *5/10 X 100 = 50 %*
>
> *And since 50 % is in the 50 - 74% bracket*
> *the amount of participation would be*
> *"**Good**"*

1.4: It is important that CR stations try to encourage participation of community members in all age groups. All the people involved in content generation and programming, including staff, would be the base number for this question. When you add up percentage of members from all the age groups it should approximate to 100%.

1.5: This question seeks to find out the percentage of the entertainment-based programmes on the CR Station that promote *local talent/artistes*. The station concerned may arrive at the definition of entertainment through consensus. Community radio ideally showcases and encourages local talent and indigenous art forms. For this question, the percentage of entertainment programmes promoting local talent must be calculated against a CR station's total number of entertainment programmes. The goal is to move towards a higher percentage of entertainment programmes, which encourage local talent and art forms.

1.6: This question tries to ascertain the percentage of information-based programmes that have *community members* as *experts*. "Experts" need not be limited to those draw

their knowledge only from formal, institutional sources; one could also include those with experiential learning. For this question, the percentage must be calculated against the CR station's total number of information- based programmes. The goal is to move towards a greater percentage of information- based programmes, which bring in inputs from within the community, thereby promoting local knowledge.

1.7: CR stations air programmes in a variety of formats that appeal to diverse audiences.

- 'Talk' refers to a format that involves one person speaking to the audience.
- 'Interview' typically involves a host and a guest in a question and answer mode.
- 'Discussion' involves interaction between two or more people in a radio show.
- '*Vox Pop*' refers to a format that involves interviews with people chosen randomly on the street. The
   objective is to obtain a range of responses and opinions on a given subject.
- 'Magazine' refers to a format that is a mix of different types of programmes presented as a package.
- 'Talent Shows' refers to programmes that seek to identify new talent, form example in music, from among the participants in the show.
Please tick all options applicable.

The more the number of programme formats that a CR station uses in its programming, the greater is the diversity in content, appealing to different audience interests. Community radio should be able to showcase the range of possibilities in radio production that are often missing in commercial radio. A station could work towards a desired programme mix and make an assessment of the extent to which its current programme mix matches that.

1.8: This question seeks to review the CR station's archiving practices. The options move from a minimum of three months (as stipulated by the CR guidelines of MIB) to continuous archiving since inception of the station. Archiving, generally, is a standard radio practice, and for community radio, in particular, archiving enables preservation and transmission of a community's oral histories and cultures.

1.9: This question emphasizes the need for regular capacity-building for the station's staff in *programme development*. While this is dependent on availability of resources, it is suggested that at least two such workshops in a year may be necessary to keep alive the enthusiasm of the staff and to enhance their expertise.

2. Policies and Guidelines

This section of the toolkit focuses attention on the need for the station to be aware of and comply with the CR guidelines issued by the government. Going beyond the state policy, world over, community radio stations formulate their own guidelines and policies that uphold principles of inclusivity, representation, social justice, and ethical codes of conduct for station personnel. This section allows the CR stations to reflect on and adopt these principles.

2.1 : This question seeks to know if the CR station orients all relevant stakeholders, such as its core staff, volunteers, listeners and members of the Management Committee, to the government's CR policy guidelines. This is to ensure that the station does not commit any violations that would attract legal action. *Please tick all options applicable.*

2.2 : While the CR policy lays out broad guidelines for running a station, one would expect a CR station to clearly articulate its own vision/mission statement reflecting its overall philosophy and approach.

2.3 : This question seeks to encourage CR stations to make a public commitment in writing of their intention to follow inclusive practices in terms of personnel involved. It is ideal that this commitment is made in the local languages for the understanding of the staff and community. *Please tick all options applicable.*

2.4 : It is desirable that the CR station have a written policy to create a fair, safe and just workplace environment for all its staff and volunteers. *Please tick all options applicable.*

2.5 : Inclusion of excluded voices is the means by which community radio stations promote social change. This question, therefore, seeks to gauge whether the CR station has a policy to adequately represent the issues of groups that are historically marginalised. *Please tick all options applicable.*

2.6 : This question aims to assess whether the CR station has a content policy that caters to all sections of its community. This is to ensure that the station does not alienate any particular group within the listening area. *Please tick all options applicable.*

2.7 : Community radio stations are required to follow the AIR Commercial Code on advertising [option (a).] and CR Policy Guidelines that restrict advertising on CR stations to local products and services [option (b)]. Stations, however, may choose to go beyond it to formulate its advertising policy that may limit the kind of advertising they will accept. Option (c) is indicative of the additional limitation that the station may impose upon itself, based on its own ideology and principles.

2.8 : This question seeks to examine if the CR station has any specific codes of conduct for various groups involved in the functioning of the station. This ensures that everyone behaves in a manner that makes it possible to have a comfortable and amicable work environment. *Please tick all options applicable.*

2.9 : This question reflects one of the principles of community radio that a station must constantly strive to widen its circle of expertise beyond its staff in all areas of CR such as policy, production, marketing, etc. Building capacities of more and more community members ensures that the running of the radio station does not become the domain of only the trained staff.

2.10: It is important that the CR station not only formulates policies, but also makes various stakeholders aware of them. Awareness among all relevant actors, besides ensuring compliance, could also help avoid unreasonable expectations being placed on the station, resulting in potential conflicts. *Please tick all options applicable.*

2.11 : This question reviews the methods used by the CR station to make various stakeholders aware of its policies. The more methods used to reach out, the better. *Please tick all options applicable.*

3. Volunteers

Volunteers have always been an indispensable part of the community radio sector worldwide. In line with the participatory nature of the medium and the modest financial means of most stations, recruiting volunteers from the community seems to be the best option.

For this parameter, we define the term 'volunteers' as people who contribute to the CR station, but are *not* on the station's payrolls.

This section of the toolkit allows CR stations to review their approach to volunteers – recruitment, orientation, incentives provided, and responsibilities assigned. The idea is to have a cadre of volunteers working for the station on a regular basis, keep them motivated through material and non-material incentives, and build a sustained relationship between the station and the community.

3.1: The first question is about the percentage of volunteers against the total number of

people working at the CR station. The entire pool of people involved for the various activities must be taken into consideration.

For example, a certain CR station has a total number of 20 people involved in the various activities of the CR station out of which five are volunteers, then the percentage of volunteers would be:

5/20x100 = 25%

Option (b) is the appropriate answer.

The ideal long-term goal for this question is to increase the percentage of volunteers.

3.2: A CR station needs to think of a variety of ways in which it can attract volunteers. The list given is indicative and the station can add any other method to the last option. The goal for the CR station would be to maximise the number of ways to attract volunteers, as this would attract a larger number of people willing to contribute to the station's working.

An 'open house' is when a station opens its premises on a scheduled day and time to the general public to observe its work and interact with staff. *Please tick all options applicable.*

3.3: This question seeks to find out if the CR station has a policy to pro-actively attract volunteers, especially from disadvantaged sections of the community.

'Marginalised groups' here include dalits and tribals; 'minority groups' here include religious, linguistic, ethnic, and sexual minorities. *Please tick all options applicable.*

3.4: Considering the constant turn-over of volunteers at any CR station, it is essential that every new batch of volunteers is oriented to the station's policies and programming through systematic workshops, among other things.

'Peer-to-peer learning' or mentoring refers to the freshers learning from senior station staff or more experienced volunteers.

Where literacy is not an obstacle, an 'orientation package' could involve a simple set of written guidelines on station policies, programming, and station set-up and technology. *Please tick all options applicable.*

3.5: This question examines the various ways in which a CR station compensates its volunteers. Although, in principle, an ideal community radio station may be one where volunteers are willing to work for it with no expectation of compensation, it may not be realistic under certain conditions. The options listed are in a gradation from no compensation to payment of a fixed honorarium for services rendered. *Please tick all options applicable.*

3.6 This question suggests that the station should have a way of recognizing special contributions of volunteers and offer incentives for them to strengthen their association with the radio station. *Please tick all options applicable.*

3.7 This question seeks to ascertain the range of tasks assigned to volunteers by a CR station. The goal for the CR station would be to make judicious use of volunteers who perform the full range of tasks at a CR station. This could also help reduce the station's dependence on the number of employees on its payroll. *Please tick all options applicable.*

3.8 : The purpose of this question is to look at how a CR station manages its volunteers. While recruiting and orienting a cadre of volunteers is important, it is critical that the station optimizes their contributions to the station.

Option (e) suggests that volunteers could be assigned to particular teams at the station, such as a programming group or a narrowcasting group.

Option (f) assumes that each of the teams at the station have specific duty charts, including for volunteers. *Please tick all options applicable.*

4. Technology: Access and Management

Demystifying technology and providing access to the poor and marginalised are key factors in running a truly participatory community radio station. Giving space to voices of the marginalised should also involve their using the technology actively. Over-dependence on external experts located at a distance can hamper the day-to- day functioning of the radio station and undermine its efficiency. It is important, therefore, that the station becomes as self-reliant as possible by building technical capacities of its own staff and volunteers.

4.1 : This question seeks to find out who is allowed to handle the equipment at the CR station. The goal for the CR station would be to move towards a position where women and members from marginalised groups are also provided opportunities to deal with equipment. *Please tick all options applicable*.

4.2 : Periodic training is necessary if the staff of a CR station must become confident of managing technology on their own. The goal for the CR station would be to move towards peer-to-peer learning as it would be a more holistic and cost-effective approach.

- 'Peer-to-peer learning' here indicates staff members training each other or learning from personnel at another CR station.
- 'Off-site training' could be in the form of training sessions conducted by an external agency outside the station (e.g. CEMCA, UNICEF, UNESCO, MIB).
- 'On-site training' involves professionals (e.g. BECIL, Nomad, Maraa, Ideosync) coming to the station to train staff. *Please tick all options applicable*.

4.3 : This question seeks to examine the frequency of technical training workshops for staff and community members. While this is dependent on availability of resources, it is suggested that at least two such workshops in a year may be necessary to keep alive the enthusiasm of the staff and to enhance their expertise.

4.4 : A community radio station that has invested in building technical capacities of its staff and volunteers should be able to move towards a position where they also choose the technology to be used, rather than use the technology that is always chosen for them. While professional opinions on the available technology options may be necessary, the station may want to reflect on whether the actual users are involved in the decision-making.

The goal for the CR station would be to give importance to inputs from its staff and volunteers while making the choices. Their experiences may enable the CR station to acquire equipment, which is not only better suited, but also more user-friendly.

4.5 : This question refers to routine maintenance of equipment at the CR station. The ideal for the station is to have internal staff and community members who can completely take care of the maintenance requirements. However, they may call upon professional services whenever more complex problems arise.

4.6 : This question seeks to find out the degree of self-sufficiency of a CR station in dealing with any repairs to equipment after the warranty period has ended. While managing locally for all possible repairs is ideal, it is acknowledged that professional support may become necessary from time to time.

4.7 : This question examines the kind of support documents that are in place at a CR station to help users handle technical equipment. The goal for the CR station would be

to develop user guides, preferably in local languages, which are simpler to use than the user manuals/guides provided by manufacturers. The station staff could document their experiences with the equipment and provide situation-based scenarios to guide other users.

4.8 : Natural disasters and other accidents at the CR station may cause serious damage and result in financial liabilities. This could, in turn, lead to disruption of services at the station. Therefore, insuring all essential equipment is recommended. *Please tick all options applicable*.

4.9: In areas that are affected by frequent power cuts or load-shedding, it is advisable that the station has some alternative source of power.

4.10: As the internet enhances connectivity with the external world, CR stations may want to consider having an internet connection.

4.11: This question lists the various ways in which listeners connect and participate in programmes.

5. On-Air Standards of Broadcasting

The national CR policy guidelines issued by the Ministry of Information & Broadcasting mandates a CR station to follow AIR's general Broadcast Code as well as the AIR Commercial Code. This parameter calls on CR stations to not only review their compliance to these stipulated codes, but also examines whether they have in place anything beyond, based on the broader community radio philosophy or on the vision of the parent NGO/CR station.

It would be ideal if a CR station moves towards evolving a set of on-air standards that incorporate key principles of community radio and local sensitivities. This may be over and above the national CR policy.

5.1: This question seeks to know if the CR station's programmes follow the minimal required standards as stipulated in the government's policy guidelines or has a document in place that incorporates the official policy and goes beyond. *Please tick all options applicable.*

5.2: This question aims to find out how a CR station ensures that its staff and volunteers are familiar with all the relevant codes for programming. The goal of the station is to not only make the staff aware of these codes, but also to maximise the ways in which it can be done so as to enable the staff internalise these codes. *Please tick all*

options applicable.

5.3: While orientations and training sessions may help the staff to internalise the various codes, it is imperative that compliance of all concerned to codes is ensured. Non-compliance may even leave the station vulnerable to legal action. It is important that a CR station takes all possible measures to ensure that the codes are not violated. *Please tick all options applicable.*

5.4: This question tries to examine what actions a CR station takes when violations occur in spite of taking all precautions. Punitive measures must always be proportionate to the scale and frequency of the violation committed. Stations must have in place a range of responses, including apologising to any offended sections on air. They must move towards instituting preventive steps such as holding periodic sensitisation workshops. *Please tick all options applicable.*

6. Governance
Governance refers to the decision-making structures and processes at a CR station. It is expected that these be of a participatory character and incorporate principles of transparency and accountability. Representation of different sections of the community, especially the marginalised, in management structures is a precursor to striving for representation in programming. Involvement in decision-making processes would be empowering for those historically excluded.

An advisory body is one that provides direction in terms of programming and making the CR station relevant to the community. It normally consists of opinion leaders from within the community.

The Management Committee on the other hand decides on administrative and functional matters such as human and technology resources, budgets and day-to-day programming quality. It normally has members from among the staff, volunteers, parent organization etc.

This section of the toolkit allows CR stations to review their performance on the parameter of participatory governance.

6.1: This question explores the various ways in which a CR station makes policy decisions. The ideal situation is for the station to have a formal decision-making body, which is fairly representative of the community it seeks to serve. While consultations with listener groups and staff members and public hearings are desirable, they may not substitute a formal structure of governance. *Please tick all options applicable.*

6.2: This question seeks to find out if a CR station has an Advisory body, which advises the station on policy and programming.

6.3 : This question seeks to ascertain the frequency with which the Advisory body meets. As community radio stations have to respond to a variety of challenges that are dynamic and fluid, it may be necessary for the Advisory body to meet as frequently as possible.

6.4 : The Advisory board makes recommendations on all content-related matters and networking. Therefore, it sits in on decisions pertaining to the station's broadcast policy and recommends ways to making it relevant to the community. (*Please tick all that are applicable*).

6.5 : This question seeks to find out if a CR station has a Community Radio Management Committee, which can be defined as a representative decision-making body to advise the station and formulate various policies.

6.6 : This question seeks to ascertain the frequency with which the CR Management Committee meets. As community radio stations have to respond to a variety of challenges that are dynamic and fluid, it may be necessary for the Management Committee to meet as frequently as possible. Ideally, the CR Management Committee that meets at least once in three months may be better suited to respond to emerging challenges.

6.7: Since the CR Management Committee performs an advisory role, it sits in decision on a wide range of tasks that affect the functioning of the CR station. In addition to this, liaisoning with local authorities and getting involved with advocacy can help build the image of the CR station. *Please tick all options applicable.*

6.8: It is important that the CR Management Committee is constituted in a representative manner to include historically excluded sections of the community. The diversity of the community ensures that the perspectives and interests of various groups are considered in the decision-making process. *Please tick all options applicable.*

6.9: This question suggests that a robust policy to select its employees is in the interest of the CR station. This process should ideally not be something that is imposed by the parent organisation. The goal for the CR station would be to make the selection process as transparent and participatory as possible. Whatever the means, the idea is to choose the right person for the right task. *Please tick all options applicable.*

6.10: This question is premised on the idea that frequent interactions with listeners will enable the station and the Management Committee to make decisions in tune with ground realities.

6.11: Successful CR stations always tend to keep their doors open for members of the community to visit as and when they desire. If a CR station is open to community visits and permits the station to develop into a hub of community activity, people are likely to build a bond with the station. Often, matching a face with a voice helps people identify with the station. This can be done in a variety of creative ways. *Please tick all options applicable.*

6.12: It is important that the CR station informs the community about its participatory governance structure. Community members need to know that they are welcome to participate in the governance of the station and that their inputs are valued by the station. The ideal for the CR station would be to use all possible ways to ensure that the information reaches the widest possible audience from the community. *Please tick all options applicable.*

7. Feedback and Grievances

A CR station is typically driven by audience interests and concerns. It is essential, therefore, that CR stations have a system in place for documenting, processing, and responding to listener feedback and grievances.

For the purpose of this toolkit, 'grievances' are being defined as negative feedback or complaints from the listening community of a CR station. 'Feedback' is seen, more generally, as audience responses to programming, including suggestions for changes, improvements, or new initiatives.

7.1 : This question asks the CR station to list all the methods through which its listeners can provide feedback to the station.

- 'Listenership Surveys' are formal procedures adopted by the station to collect feedback with the aid of tools such as questionnaires.
- 'Face to face meetings' could include feedback given during personal visits, narrowcasting sessions, field/studio recording sessions, etc.

- 'Social networking sites' means the use of platforms such as Facebook, Twitter, Google+, YouTube etc.

The goal for the CR station would be to maximise the channels through which feedback is received, making the listening experience more interactive and building a more active listenership. *Please tick all options applicable.*

7.2 : It is important for a CR station to have evolved a system for processing and

analysing feedback received from its listeners. The goal for the CR station would be to not only collect the feedback and analyse it, but also to act (when deemed necessary) upon the suggestions made.

'Collate and analyse' could involve counting the number, categorising them by type of feedback, socio-economic profile, geographical location, etc.

Some kinds of feedback may have to be discussed with the parent organisation option (d) because of their link to additional resources or the possibility of a changed strategy.

It is standard practice in radio stations worldwide to broadcast some representative feedback from the audience option (e). It lets listeners know that their feedback is valued. *Please tick all options applicable.*

7.3: This question asks the CR station to list all the methods through which its listeners can register their grievances with the station.

'Face to face meetings' could include grievances conveyed during personal visits, narrowcasting sessions, field/studio recording sessions, etc.

The grievances could be related to content, quality of transmission, representation of issues, appropriateness of time-slots, conduct of radio station staff, etc.

The goal for the CR station would be to maximise the channels through which listeners can convey their grievances to the station, thereby making the station open to multiple perspectives. *Please tick all options applicable.*

7.4: As with the general feedback, it is important for the CR station to have evolved a system for processing and responding to grievances of the listening community.

'Collate and analyse' could involve counting the number, categorising them by type of feedback, socio-economic profile, geographical location, etc.

A dissatisfied or unhappy listener can have a potentially detrimental effect on a community radio station's relationship with its community. The goal for the CR station would be to not only record the grievances, but also to act (when deemed necessary) upon those grievances. While some may require immediate action by the station manager, others may call for greater deliberation at various levels. *Please tick all options applicable.*

7.5: The last question in this section calls upon the CR station to recall specific instances of any changes made to content, transmission or scheduling because of audience feedback and grievances. Please mention the specific instances when such changes have been made within the last six months. This can serve as an indicator of how pro-active the station has been in responding to listener inputs.

8. Content-Sharing and Networking

The concept of content-sharing for community radio stations could be viewed primarily as a strategy for building solidarities among the stations. From another perspective, it could be termed a strategy for networking. Practically, a CR station can use this method to obtain additional content, keeping in mind the difficulty of having to generate 100% original content for broadcast. Sharing programmes also allows listeners the opportunity to connect with information related to similarly- placed communities in another geographical location or to enjoy cultural outputs of another community. At a broader level, a community radio station committed to giving space to people's voices in order to bring about desirable social change in their community, may benefit from establishing linkages with wider social movements that are engaged in securing people's rights.

8.1 : This question looks at what kind of content a CR station shares with other CR stations. A station can share not only finished programmes, but also programme ideas and scripts. Stations could work together on issues of common concern (e.g. food security, MGNREGA) by sharing ideas and scripts on the subject, allowing individual stations to make locally relevant adaptations. *Please tick all options applicable.*

8.2 : This question aims to find out what percentage of a CR station's broadcast content is from third party sources, such as UNICEF, UNESCO, Deutche Welle, Sesame Street, etc. This *excludes* content sourced from other community radio stations. While stations may use content from third party sources to maximise air time, the ideal is for stations not to depend excessively on them. In any case, the CR policy guidelines of MIB mandates that at least 50% of content must be locally produced.

For this question, calculate the percentage of content from third party sources against the total number of hours broadcast during the period under review (say, last one year).

For example, if a CR station broadcasts for eight hours a day, 365 days in a year, of which about one hour a day is content sourced from third parties.

> *Step 1: Total no. of broadcast hours: 365x8 = 2920 hours*
>
> *Step 2: Hours of third-party content: 365x1 = 365 hours*
>
> *Step 3: Percentage of third-party content = 365/2920 x 100 = 12.5%.*
> *Tick option (d).*

8.3 : This question tries to ascertain the various ways in which a CR station protects the rights of local artistes when content is shared with other CR stations. It is the responsibility of the station to ensure that stations with which they are sharing local cultural content is not benefiting from its re-broadcast commercially, without a share being passed on to the original talent. Even without a commercial angle, it is advisable for a CR station to obtain the informed consent of the artistes concerned, that the content is being shared with other stations. *Please tick all options applicable.*

8.4 : CR stations could share a full range of things, apart from content, with other CR stations as it would enable the creation of a peer-to-peer network of interdependence. In the long term, this kind of sharing could also enable newly set up CR stations to learn from the more established ones and build their own capacities.

Sharing 'commercial air time' here refers to any arrangements stations in a particular region could make among themselves to offer a combined package of listeners to potential advertisers.

Sharing 'capacities' would mean imparting training in different aspects of radio production and management, including technical skills and management practices.
Please tick all options applicable.

8.5 : It is desirable that CR stations facilitate exchange visits to other stations where possible.

8.6 : This question seeks to find out if the CR station is part of any national and international networks. While being a part of some of these networks enables the station to have a voice in policy advocacy, other associations may make it possible for the station to access training opportunities and share content and experiences with others. The ideal is for the CR station to be a part of as many networks as possible. *Please tick all options applicable.*

8.7 : CR stations and/or their parent organisations may ally themselves with larger social movements that strive to secure people's rights and entitlements. The question offers a list that is only indicative, not exhaustive. It is extremely valuable for community radio stations working, especially with deprived communities, to make these linkages so that they can offer programming that is directly relevant to their listeners and promote equity and social justice. *Please tick all options applicable.*

9. Revenue Generation and Financial Accountability

Community radio stations are expected to be 'not-for-profit' entities. The idea here is that community radio is a non-commercial venture, not that it needs to be a loss- making enterprise. Parent organisations and external funding agencies gradually start expecting the station to explore opportunities for generating revenues that would at least meet the operational costs. Where there is external funding involved, the key principle is to ensure that there is diversity in funding sources and that the station is not over-dependent on a single source. It is important that the station makes the community a 'shareholder' and holds itself accountable to it. The station's policies and procedures must, therefore, incorporate principles of transparency and accountability.

9.1 : This question asks the CR station to enumerate all its sources of revenue and mention what percentage of the total support comes from each of these sources. The question expects one to give percentages for every revenue stream that a station taps into against the entire revenue generated.

- 'Programme-based grants' include funds received from various agencies for broadcast of specific programmes (e.g. UNICEF's *Meena ki Duniya* or Sesame Street's *Gali Gali Sim Sim*).
- 'Income from special projects' would be when a station receives income from production and broadcast of particular programmes (e.g. Tourism department funding for a heritage series).
- 'Membership fee' includes a fixed amount charged periodically by the station for individuals who wish to be associated with the station as its supporters.
- 'Community contributions' are more sporadic and voluntary, either in cash or kind.
- 'Station merchandise' typically includes such things as caps, T-Shirts, coffee mugs, pens, key chains, badges, calendars, etc. However, stations could also think of other products that are locally produced and better reflect local artisanship.

When you add up percentage of all sources it should approximate to 100%

9.2 : The CR policy guidelines restrict advertising on a community radio station to a maximum of five minutes per hour of broadcast. The average advertising time per hour of broadcast can be calculated as follows:

> *Step 1: Use the log sheets/ GRINS software to obtain the total number of minutes of advertising in the given review period (say, one year).*
>
> *Step 2: Calculate the total number of hours of on-air time for the CR station in the review period.*

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For example, a certain CR station broadcasts for five hours a day 365 days in a year and has advertised for a total of 6,388 minutes in the same year, then:

> *Step 1: Total number of advertising minutes: 6,388 minutes (from log sheet/GRINS)*
>
> *Step 2: Total on-air time (in hours): 365x5 (no. of days x no .of hours) = 1825 hours*
>
> *Step 3: Advertising minutes/ total number of hours i.e. 6388 min/1825 hrs = **3.5 minutes / hour.***
>
> *Please tick option (e) (3-3.59 min).*

9.3 : While it is desirable that the station's revenue generation is tied to its core activity, a CR station could explore supplementary sources of revenue by offering certain services that are of use to the community.

'Training' here refers to offering crash courses in things such as basics of computer use, internet browsing, photography, etc.

The station should, however, ensure that the search for these additional sources do not distract it from its primary function of delivering a good quality community radio service to its listeners. *Please tick all options applicable.*

9.4 : The ideal way for a CR station to sustain itself is to have a financial model that is based largely on community contributions. This will ensure that the community develops a sense of ownership over the station. *Please tick all options applicable.*

9.5 : This question relates to transparency and accountability to the community. While it is customary to prepare annual audited accounts, it is suggested that the CR station could even share a simple statement of accounts twice a year with the community.

9.6 : This question seeks to find out the methods used by the CR station to share its financial reports with the community. The goal for the CR station would be to maximise the possible ways and give the community access to financial accounts on a regular basis. *Please tick all options applicable.*

9.7 : Revenue generation does not depend only on the station's marketing abilities and mobilisation of advertising. It could be related to many other factors such as transmission and programming quality, and community participation. External networking activities would throw open opportunities to tap newer funding sources. This question asks the CR station to reflect on what possible options it would like to explore to improve revenues.

- 'Maximise current sources of revenue' means the extent to which existing sources of revenue can be optimally used. For example, if a station is able to raise two minutes of advertising, efforts could be made to reach the maximum limit of five minutes.
- 'Diversifying sources of revenue' means adding newer sources of revenue.

Please tick all options applicable.

4

The Toolkit

1) Content Generation and Programming

1.1 What percentage of people involved in programming at the CR station are from the community (other than staff)?

Function	Percentage of participation				
	75 % & above	50 – 74 %	30 -49 % (Moderate	10 – 29% (Little)	0 – 9 % (No
Programme Planning					
Programme Production					
Programme Participation					
Programme Post-production					

1.2 What percentage of people involved in programming at the CR station are from marginalised groups (e.g. SC/ST/minorities)?

Function	Percentage of participation				
	75 % & above	50 – 74 % (Good)	30 -49 % (Moderate	10 – 29 % (Little)	0 – 9 % (No
Programme Planning					
Programme Production					
Programme Participation					
Programme Post-production					

1.3 What percentage of people involved in programming at the CR station are women?

Function	Percentage of participation				
	75 % & above (Substantial)	50 – 74 % (Good)	30 -49 % (Moderate	10 – 29 % (Little)	0 – 9 % (No
Programme Planning					
Programme Production					
Programme Participation					
Programme Post-production					

1.4 What percentage of people in various age groups are involved in content generation and programming at the CR station? (When you add up percentage of members from all the age groups it should approximate to 100%.)

Age Groups	Percentage of participation				
	75 % & above (Substantial)	50 – 74 % (Good)	30 -49 % (Moderate e)	10 – 29 % (Little)	0 – 9 % (No Participation)
5-12 years					
13-19 years					
20-30 years					
31-50 years					
50 years and above					

1.5 What percentage of the entertainment - based programmes on the CR station promotes local talent/artistes?

a. 0-25 per cent
b. 26–50 per cent
c. 51-75 per cent
d. 76–100 per cent

1.6   What percentage of the information - based programmes on the CR station includes people from the community as experts?

a. 0-25 per cent
b. 26–50 per cent
c. 51-75 per cent
d. 76–100 per cent

1.7   What are the different programme formats in which the CR station broadcasts? (*Please tick all that are applicable*)

a. Information updates/News
b. Film music
c. Folk – music/performance
d. Talk
e. Interview
f. *Vox Pop*
g. Discussion
h. Story telling
i. Drama
j. Documentary
k. Live shows
l. Talent shows
m. Magazine
n.   Any others, please specify _____

1.8   For how long has the CR maintained an archive of all its programmes?

a. For the last 3 months (as stipulated by the national CR policy)
b. For the last 6 months
c. For the last year
d. For the last 2 years
e. Any others, please specify _____
f. Right since inception

1.9   How often does the CR station conduct capacity building in programme development?
a. Does not conduct
b. Infrequently
c. Once a year
d. Once in six months
e. More frequently, when necessary

1) Content Generation and Programming

Notes	Goal Posts

2) Policies and Guidelines

2.1   The CR station provides orientation on national CR
       policy to: (*Please tick all that are applicable*)

       a.   No orientation
       b.   Staff
       c.   Volunteers
       d.   Members of CR Management Committee
       e.   Listeners
       f.   Any others, please specify _____

2.2   Does the CR station have a vision/mission statement that guides its activities?

       a. Yes

       b. No

2.3   Does the CR station have a written policy in the local language that addresses
       inclusion of : (*Please tick all that are applicable*)

       a. No written policy
       b. Gender
       c. Minorities
       d. Marginalised groups
       e. Any others, please specify _____

2.4   The CR station's policy includes: (*Please tick all that are applicable*)

       a. Code of conduct for staff and volunteers
       b. Provisions for minimum wages
       c. Policy against sexual harassment
       d. Policy for grievance redressal
       e. Policy for safety of station personnel
       f. Any others, please specify _____

2.5 Does the CR station have a *programming* policy to ensure representation of issues related to all sections of the community?
(*Please tick all that are applicable*)

    a. No policy in place
    b. A broad policy for adequate representation of all sections
    c. Specific policy on women
    d. Specific policy on marginalised groups
    e. Specific policy on minority groups
    f. Specific policy on youth and children
    g. Specific policy on senior citizens/ elderly
    h. Specific policy on physically and mentally challenged
    i. Any others , please specify_____

2.6 Does the CR station have a *programming* policy to ensure a wide variety of content catering to all the sections of the community?
(*Please tick all that are applicable*)

    a. No policy in place
    b. A broad policy on programming/content for all sections
    c. Specific policy on programming/content for women
    d. Specific policy on programming/content for marginalised groups
    e. Specific policy on programming/content for minorities
    f. Specific policy on programming/content for youth and children
    g. Specific policy on programming/content for senior citizens/elderly
    h. Specific policy on programming/content for physically and mentally challenged
    i. Any other, please specify _____

2.7 What kind of policy is in place if any, regarding the kind of advertisements the CR station accepts?
    a. Only follows national commercial code
    b. Advertising limited to local products and services only
    c. No acceptance of advertising that violates the core values of the station
    d. Any others, please specify_____

2.8 Does the CR station have a written code of conduct in the local language? (*Please tick all that are applicable*)
    a. No code of conduct
    b. A general code of conduct for the CR station (e.g. No smoking etc.)
    c. Code of conduct for staff
    d. Code of conduct for volunteers
    e. Code of conduct for community participants
    f. Code of conduct for visitors
    g. Any others, please specify_____

2.9   Does the CR station have in place a written policy for conducting regular capacity building for the community?

   a. Yes
   b. No

2.10   The CR station creates awareness about its internal policies among : (*Please tick all that are applicable*)

   a. No such initiative
   b. Staff
   c. Volunteers
   d. Members of CR Management Committee
   e. Funding Agencies
   f. Community
   g. Any others, please specify _____

2.11   How does the CR station publicise its policies/code of conduct to its staff and the community? (*Please tick all that are applicable*)

   a. Through orientation sessions
   b. Through workshops
   c. Through charts, displays and leaflets
   d. During narrowcasting
   e. During open house sessions
   f. During social audit meetings
   g. Through broadcasts on the station
   h. Through its website, social media
   i. Any others, please specify _____

2) Policies and Procedures

Notes	Goal Posts

3) Volunteers

3.1 What percentage of people involved with the CR station are volunteers?
   a. 0 – 9 %
   b. 10 - 29 %
   c. 30 -49 %
   d. 50 – 74 %
   e. 75 % & above

3.2 What does the CR station do to recruit/attract volunteers? (*Please tick all that are applicable*)
   a. Does nothing
   b. Broadcasts announcements on the CR station
   c. Conduct capacity building workshops
   d. Conduct open houses
   e. Hold periodic meetings with the community
   f. Informal interpersonal contacts
   g. Insert announcements in other local media
   h. Make announcements on the website
   i. Any others, please specify_____

3.3 The CR station has a pro-active policy to attract volunteers from: (*Please tick all that are applicable*)
   a. Not applicable
   b. Community in general
   c. Marginalised groups
   d. Women
   e. Minority groups
   f. Children
   g. Youth
   h. Senior citizens/ elderly
   i. People with disabilities
   j. Any others, please specify _____

3.4 What does the CR station do to orient its volunteers into the programme? (*Please tick all that are applicable*)
   a. Does nothing
   b. Peer-to-peer learning (mentoring)
   c. Organise orientation workshops
   d. Have in place an orientation toolkit/package
   e. Any others, please specify _____

3.5　In what way does the CR station compensate the volunteers for their services? (*Please tick all that are applicable*)

     a.　No compensation
     b.　Take care of local travel
     c.　Take care of food/snacks
     d.　Free training in radio production
     e.　Free training in computers
     f.　Payment in kind
     g.　Issue certificate
     h.　Discounts in local shops
     i.　Distribute radio souvenirs
     j.　Payment of fixed honorarium
     j.　Any others, please specify_____

3.6　How do you recognize the special contribution of a volunteer?
Please tick all that are applicable.

     a)　Certificates

     b)　Gifts/Crest

     c)　Felicitation

     d)　Support for exchange visits to other stations

     e)　Fellowships for training/course

     f)　Opportunity to become station staff

     g)　 Any others, please specify_____

3.7　What are the tasks that the volunteers in the CR station typically carry out? (*Please tick all that are applicable*)

     a.　Not applicable
     b.　Mobilise community in their own neighbourhoods
     c.　Produce content in their own neighbourhoods
     d.　Programme planning
     e.　Programme recording/production/scriptwriting
     f.　Programme post-production
     g.　Transmission of programmes
     h.　Maintenance of equipment/studio
     i.　Collecting local ads
     j.　Help organise outside events for the CR station

k. Train other volunteers
l. Administrative work for the CR station
m. Any others, Please specify _____

3.8 What procedures does the CR station have in place to manage the volunteers? (*Please tick all that are applicable*)

a. No procedures
b. On the spot assignment of duties
c. Listing of volunteers according to skillsets
d. Meetings to decide tasks
e. Assignment to specific teams within CR station
f. Team specific duty charts
g. Any others please specify:

3) Volunteers

Notes	Goal Posts

4) Technology: Access and Management

4.1 The CR station provides opportunities for handling equipment to: (*Please tick all that are applicable*)

    a. Professionally trained personnel
    b. Men
    c. Women
    d. Members from marginalised groups
    e. Any other, please specify :_____

4.2 What kind of on-going technical training does the CR station provide its staff? (*Please tick all that are applicable*)

    a. Staff learn on the job
    b. Off-site training for staff
    c. On-site training by professionals
    d. Peer-to-peer learning
    e. Any other, please specify :_____

4.3 How frequently does the station conduct technical training workshops for members of the staff and the community?

    a. Doesn't conduct
    b. Infrequently
    c. Once a year
    d. Once in six months
    e. More frequently when necessary

4.4 How are the choices for technology upgradation/replacement made at the CR station? (*Please tick all that are applicable*)

    a. Made by the parent organisation/funding agency
    b. By the CR station Management Committee (CRMC)
    c. By station manager in consultation with technical experts
    d. By station staff in consultation with technical experts

4.5 Routine technical maintenance at the CR station is handled by:

    a. Only professionals hired for the purpose
    b. Partly professional, partly staff
    c. Partly staff, partly community members
    d. Handled entirely by members of the community

4.6 How does the CR station manage repairs for equipment beyond the warranty period?

    a. Depend on outside professional services for all possible repairs
    b. Manage with local expertise for minor repairs and professionals for major repairs
    c. Manage locally for all possible repairs

4.7 Does the CR station have manuals/guidelines for the use and maintenance of technical equipment?

    a. No written guidelines for equipment use and maintenance
    b. Depend on user manuals provided by manufacturers
    c. Self-generated guidelines/manuals developed by the CR station in local language

4.8 Which among the following equipment has the CR station insured to prevent it from unforeseen losses?
(*Please tick all that are applicable*)

    a. No insurance of any equipment
    b. Transmitter
    c. Tower and antenna
    d. Studio equipment
    e. Field equipment (recorders, microphones, portable mixers etc.)
    f. Any others, please specify _____

4.9 What alternative options does your station have to address power problems?

    a) Generator

    b) IPS/UPS

    c) Renewable sources (eg. solar, biogas, etc.)

4.10 Does the station have internet connectivity?

    a) Yes
    b) No

4.11 – What technologies does the station have in place to facilitate audience participation in programmes?   (*Please tick all that are applicable*)

    a) Through mobile phone of station staff

    b) Phone-in panel

    c) SMS Gateway

    d) Internet

    e) Any others, please specify_____

4) Technology: Access and Management

Notes	Goal Posts

5) On - Air Standards of Broadcast

5.1 The programmes broadcast on the CR station
follow: (*Please tick all that are applicable*)

a. AIR broadcast code
b. Guidelines set by parent organisation/NGO
c. Policy devised by the CR station (over and above the AIR broadcast code)

5.2 How does the CR station ensure that the station staff and volunteers are familiar with
the AIR broadcast code and station programming policies?
(*Please tick all that are applicable*)

a. Learn on the job
b. Through orientation workshops
c. Through written guidelines displayed at the station
d. Through its website
e. Any others, please specify_____

5.3 How does the CR station ensure compliance to the AIR broadcast code and
station programming policies?

(*Please tick all that are applicable*)

a. No fixed compliance method in place
b. Random review of programmes periodically
c. The station manager/staff member listens to the programmes when aired
d. The station manager/staff member listens and pre-screens programmes

e. Any others, please specify_____

5.4 What does a CR station do when there are violations of the programming
codes/policy?

(*Please tick all that are applicable*)

a. Broadcasts regrets to any offended sections of the listening community
b. Holds staff meetings to discuss ways of ensuring compliance
c. Counsel/ caution staff members involved
d. Holds periodic sensitisation sessions
e. Any others, please specify_____

5) On - Air Standards of Broadcast

Notes	Goal Posts

6) Governance

6.1 How are the policy decisions made for the CR station? (*Please tick all that are applicable*)

    a. Parent organisation/NGO decides
    b. Through discussions among staff members
    c. Through consultations with community members (e.g. listener groups, SHGs, other collectives, public hearings)
    d. Through an Advisory Body
    e. Through Management Committee

6.2 Does the CR Station have an Advisory body?
    a) Yes
    b) No

6.3 How often does the Advisory body meet?

    a. Not applicable
    b. No particular periodicity
    c. Once a year
    d. Half – yearly
    e. Once in 3 months
    f. Once a month

6.4 On what matters does the Advisory body make recommendations?
Please tick all that are applicable.

    a. Not applicable
    b. Make/ review station policy
    c. Make/ review programming policy
    d. Liaise with talent/ experts
    e. Foster networking

6.5 Does the CR station have a Management Committee?

    a. Yes
    b. No

6.6 How often does the CR Management Committee meet?

    a. Not applicable
    b. No particular periodicity
    c. Once a year
    d. Half – yearly
    e. Once in 3 months
    f. More frequently, please specify: _____

6.7 What decisions does the CR Management Committee make : (*Please tick all that are applicable*)

    a. Not applicable
    b. Make/ review station policy
    c. Approve financial plans
    d. Advise on HR matters
    e. Advise on programming
    f. Advise and approve technology options
    g. Liaise with local administration
    h. Foster networking
    i. Play advocacy role on national CR Policy
    j. Any others, please specify _____

6.8 The CR Management Committee has representation from: (*Please tick all that are applicable*)

    a. Not applicable
    b. Women
    c. Minority groups
    d. Marginalised groups (e.g.SC/ST)
    e. Children
    f. Youth
    g. Senior citizens/Elderly
    h. Disabled
    i. Sexual Minorities (gay, lesbian and transgender groups)
    j. Any others, please specify_____

6.9 How does the CR station recruit its employees?
(*Please tick all that are applicable*)

 a. Appointments made by parent organisation/NGO
 b. On recommendations from CR Management Committee
 c. Selected by the station through open call/announcement
 d. Selected by the station from among volunteers
 e. Nominations from groups within the community
 f. Any others, please specify _____

6.10 How often does the CR station CR Management Committee/ Advisory Body interact with listeners (listener groups, SHGs, other collectives)?

 a) No organised interactions
 b) Once a year
 c) Once in 6 months
 d) Once in 3 months
 e) More frequently, please specify: _____

6.11 In what ways does the CR station encourage visits from community members?
(*Please tick all that are applicable*)

 a) It does not have a policy to encourage such visits
 b) Through random visits
 c) Through periodic open houses
 d) Through organised visits by people of different villages or sections of the community
 e) Through periodic meetings
 f) Through special events (e.g. Health camp)
 g) Any others, please specify _____

6.12 How does a CR station inform the community about the station's governance processes?
(*Please tick all that are applicable*)

    a. Not applicable
    b. Through meetings with the community
    c. Through charts and displays in the CR station
    d. During narrowcasting sessions
    e. During open house visits
    f. During social audits
    g. Through announcements on the CR station
    h. Through announcements in other local media
    i. Through website/ social media
    j. Any others, please specify _____

6) Governance

Notes	Goalposts

7) Feedback and Grievances

7.1 Through what mechanisms can listeners provide feedback to the CR station?

(*Please tick all that are applicable*)

a. Listenership surveys
b. Letters
c. Phone calls
d. SMSes
e. E-mails
f. Social networking websites
g. Face - to - face meetings
h. Suggestion boxes
i. Any others, please specify_____

7.2 What procedures does the CR station have in place to process listeners' feedback?

(*Please tick all that are applicable*)

a. No procedures in place
b. Collate & analyse feedback
c. Consider the suggestions in periodic staff meetings for action
d. Deliberate with parent organisation for action
e. Broadcast feedback periodically
f. Any others, please specify_____

7.3 Through what mechanisms can listeners register their *grievances* against the CR station? (*Please tick all that are applicable*)

a. Listenership survey
b. Letters
c. Phone calls
d. SMSes
e. E-mails
f. Social networking websites
g. Face - to - face meetings
h. Complaint boxes
i. Any others, please specify_____

7.4 What procedures does the CR station have in place to process listeners'

grievances? (*Please tick all that are applicable*)

a. No procedures in place
b. Collate & analyse grievances
c. Decisions made by station manager to redress grievances
d. Consider the grievances in periodic staff meetings for action
e. Deliberate with parent organisation for action
f. Broadcast grievances periodically
g. Any others, please specify_____

7.5 What procedures does the CR station have in place to process listeners'

grievances? (*Please tick all that are applicable*)

a. No procedures in place
b. Collate & analyse grievances
c. Decisions made by station manager to redress grievances
d. Consider the grievances in periodic staff meetings for action
e. Deliberate with parent organisation for action
f. Broadcast grievances periodically
g. Any others, please specify_____

7.6 What changes (if any) has the CR station made to its programming and /or transmission in the last six months based on listeners' feedback /grievances? Please recall specific instances.

_____

_____

_____

_____

_____

7) Feedback and Grievances

Notes	Goalposts

8) Content-sharing and Networking

8.1 Which of the following content-sharing options does the CR station exercise? (*Please tick all that are applicable*)

  a. No content-sharing
  b. Sharing of programme ideas
  c. Sharing of scripts
  d. Sharing of programmes
  e. Any others, please specify _____

8.2 What percentage of content broadcast by the CR station is from third party sources? (e.g. UNICEF, UNESCO, BBC World Service Trust, Deutsche Welle, Sesame Street etc.)

  a. About 50 percent
  b. Between 35 – 50 percent
  c. Between 20 – 35 percent
  d. Less than 20 percent
  e. None

8.3 What does the CR station do to protect the rights of local artistes while sharing content with other CR stations?
(*Please tick all that are applicable*)

  a. No policy in place
  b. Seek informed consent from the artistes concerned
  c. Ensure on-air credits/acknowledgements
  d. Ensure monetary benefits to artistes if CR station is gaining commercially from its broadcast
  e. Any others, please specify _____

8.4 What does the CR station share with other CR stations? (*Please tick all that are applicable*)
  a. Doesn't share anything
  b. Content
  c. Programme Ideas/Scripts
  d. Commercial air time
  e. Capacities
  f. Experiences/Knowledge
  g. Any others, please specify _____

8.5 Does the CR Station facilitate exchange visits to other CR stations/ groups?
   a. Yes
   b. No

8.6 What national/ international associations/ networks (online and offline) is the CR station part of? (*Please tick all that are applicable*)

   a. Community Radio Forum of India
   b. Community Radio Association of India
   c. AMARC
   d. Ek Duniya Anek Awaz
   e. Manch
   f. Regional networks(if any, please specify)_____
   g. Any others, please specify _____

8.7 Does the CR station network with social movements/organisations advocating for people's rights in areas such as:
   (*Please tick all that are applicable*)

   a. No linkages
   b. RTI
   c. Food security
   d. Environment
   e. Forest & Tribal rights
   f. Women's rights
   g. Child rights
   h. Dalit rights
   i. Right to Education
   j. Right to Employment
   k. Any others, please specify_____

8) Content-sharing and Networking

Notes	Goalposts

9) Revenue Generation and Financial Accountability

9.1 What are the CR station's sources of revenue? (When you add up percentage of all sources it should approximate to 100%)

Sources	Percentage of total support
Funding by Multilateral agencies	
Parent organisation	
Advertising (government)	
Sponsorship (government)	
Advertising (commercial)	
Programme-based grants	
Income from special projects	
Funds from MIB scheme	
Selling station merchandise	
Membership fee	
Community contributions	
Other sources, please specify 　1. 　2. 　3.	

9.2 On an average for the period under review, how many minutes *per hour* of advertising was the CR station able to procure?

   a. No advertising
   b. 0.01 – 0.59 minutes
   c. 1.00 – 1.59 minutes
   d. 2.00 – 2.59 minutes
   e. 3.00 – 3.59 minutes
   f. 4.00 – 5.00 minutes

9.3 Which of these *supplementary sources* of revenue has the CR station tapped into: (*Please tick all that are applicable*)

    a. No supplementary sources
    b. Studio rental
    c. Equipment rental
    d. Photocopying
    e. Internet Use
    f. Training
    g. Any others, please specify _____

9.4 In what ways does the CR station raise funds, if any from the community? (*Please tick all that are applicable*)

    a. Does not raise
    b. Membership fee
    c. Donations in cash
    d. Donations in kind
    e. Greetings/announcements
    f. Any others, please specify _____

9.5 How frequently does the CR station present its statement of accounts to the members of the community?

    a. Don't present
    b. Once every year
    c. Once every 6 months

9.6 Through what means does the CR station share its financial reports with the community? (*Please tick all that are applicable*)

    a. Does not share
    b. Display at the CR station
    c. Share them on the website
    d. Make available on demand
    e. Broadcast them periodically
    f. Any others, please specify: _____

9.7 What would the CR station do to improve on its existing sources of revenue generation? (*Please tick all that are applicable*)

    a. Maximise current sources of revenue
    b. Diversify sources of revenue
    c. Optimising transmitter reach to increase audiences
    d. Enhance special interest programming
    e. Improve programme quality
    f. Scale up community participation
    g. Intensify external networking activities
    h. Any others, please specify _____

9) Revenue Generation & Financial Accountability

Notes	Goalposts