CHAPTER II
CONCEPTUAL FRAMEWORK - PUBLIC POLICY, BUDGETARY POLICY,
POLICY ANALYSIS AND CONTENT ANALYSIS
Public Policy

The term 'Public Policy' refers to whatever Government choose to do or not to do. It includes not only specific Government actions but overall programmes of action towards a given goal. Government action must have a goal in order to be labelled as policy. Government here is used in technical sense i.e. what Government choose to do or not to do. So realistically, our notion of public policy includes all actions of Government - not just the stated intention of the Government or public officials. It is important to note that public policy involves what is actually done (not done) to accomplish a goal. It is a purposive pattern of activity, not a single decision made at a given time by some persons or group for a specific clientele. In short, public policy involves more than such formal statements as statutes, administrative rules and judicial opinions articulated for achieving a declared goal of public authority. In view of the above discussion, a standard definition of public policy has been accepted as follows - "Public Policy is a goal-directed or purposive course of action or a set of actors in an attempt to deal with a public problem". This definition focuses on what is done as distinct from what is intended, and it distinguishes policy from decisions. Public policies are developed and formulated by governmental institutions and officials through the political process.

They are distinct from other kind of policies because they result from the actions of legitimate authority in a political system. Here it needs emphasis on the word legitimate public authorities whose goal oriented actions constitute public policy. David Easton designates the authorities in a political system as the paramount chiefs, executives, legislators, judges, administrators, councillors and the like, who engage in the daily affair of a political system. They are public authorities because they are recognised as legitimate by most members of the system as having responsibility for these matters and they take actions which are accepted as binding most of the time by most of the members so long as they act within the limits of their roles. Implications of the above concept of public policy may now be analysed.

First of all, public policy is purposive, goal oriented behaviour rather than random or chance behaviour. In real terms, public policies are not acts that just happen even though some of their consequences or effects are anticipated.

Secondly, public policy consists of courses of action—rather than separate discreet decisions or actions performed by Government officials. Public policy involves not only the decision to enact a law but also the subsequent acts regarding interpreting and enforcing the law.

4. Ibid.
Third, policies what Governments do in controlling inflation, providing employment, maintaining law and order, providing social security, organising institutions for public welfare, cleaning of the environment or redistributing income etc.—not what they say, they will do or what they intend to do. Food distribution policy, for instance, involves what is actually done to provide food to hungry and needy. Poor people cannot eat the Government's intentions or promises. It is useless to regard an intention as a policy without reference to what subsequently follows as action.  

Fourth, public policy may either be positive or negative. Positive policy is involved when Government takes action to affect a particular problem, for instance, in its Budget proposal, the Government wants to relief tax burden on the lower income group by reducing tax or abolishing tax on certain essential commodities, to provide incentive for setting up new industries, to give unemployment allowance to the unemployed youths, to enhance dearness allowance of the employees etc. On the other hand, negative policy occurs when Government decides not to act in an area where Government action is needed. Thus, in other words, Government can decide not to work by following a policy of laissez faire. For example, Government may decide not to formulate policy for rural development by thinking that the people of the village can solve their problem very well or Government may make a policy of non-interference in checking the rising in prices or increase in

unemployment or controlling the spread of drug abuse.

Fifth, public policy is based on law and is authoritative. Public policy of imposing a tax as budgetary policy carries with it the sanction like when taxes are not paid or finance laws are disobeyed, there is implicit risk of fines and jail sentences. Thus public policy has an ingrained threat of legitimate coercion, which is usually lacking in the policies of private organisations.

Finally, the way of making public policy is characterized by the way in which public policies are arrived at the politics of public policy. For instance, anti-inflationary budget making, zero-base budget making, balanced budget making, deficit financing as a budgetary policy are results of politics in a given period. There may be public debate or party decisions or demand of the opposition or agitational pressure on the Government and the Parliament to adopt a public policy. Thus all most all public policies are results of politics and political process. Budgetary policy as a barometer of public opinion reflects the positive output of national and State politics during a given period of time.

Budgetary Policy

The budget being the financial plan of Governmental machinery is at the very core of democratic Government. In the words of Harold Smith, "The objectives of the budget should be to implement democracy and provide a tool which will be helpful in the efficient execution of the function and services of Government. The budget is a device for consolidating the

various interests, objectives, desires and the needs of our citizens into a programme whereby they may jointly provide for their safety, convenience and comforts. It is the most important single document relating to the social and economic affairs of the people. It gives emphasis on the need for state programmes to be executed as efficiently as possible so that maximum results are obtained for the money spent on them. In one sense, the entire budgetary process can be said to have as a single objective, the attainment of economy and efficiency, the determination of how country's scarce resources can best be served by the diversion of scarce resources through taxation and other methods from private to public use and by the allocation of those resources among various Government uses. Such a determination covers both the question what programmes should be undertaken and how they should be executed. Only in the budget can an united view of the scope and character of Governmental activity be seen and only here can the financial direction which Government is planning to take be discerned. Ideally also, the budget document permits the average citizen to see fiscal policy in integrated forms, in practice the picture is often excessively complex even for the legislator whose business it is to legislate budgetary plans.

Two main factors determine the character of public finance in a country, firstly the condition of the economy and

secondly the objectives of Governmental economic policy.9

The character of economic life at any time profoundly influences its fiscal policies. For example, the policy pursued by an underdeveloped country is likely to be different from that of an advanced country. Again, the nature of fiscal measures during war time might be different from measures taken during the period of peace.10 It should be borne in mind that the onset of inflation, or a depression, or changes in the character of international trade or balance of payments and such other changes influence the budgetary measures of Government.

The other important factor which moulds the shape of public finance of a country is the economic philosophy of its Government coupled with the socio-economic and developmental policies pursued by it in accordance with this philosophy. It may for example believe that the role of the Government should be confined to the so-called essential functions or, it may believe in the socialism of one variety or another. These different beliefs and attitudes lead to different policies in fiscal and other spheres.11

Fiscal policy is an integrated organ of modern public finance. It relates to Government spending, taxing and borrowing and management of public debt.12 Fiscal policy

on the whole comprises of budget instruments and Government transactions designed to further - general economic development and other allied objectives. (It operates through taxation, expenditure, monetary arrangement and investment policies of Government. Evidently, fiscal policy fundamentally concerns itself with the aggregative effects of public expenditure, investment, borrowing and taxation on income, output, trade defined economic transactions and employment). Hence, the effectiveness of fiscal policy to exert a significant influence upon the level of economic activity in an economy depends upon direction and percentage of aggregate national income and expenditure reflected in the Government budget.

The significance of fiscal policy as an instrument of economic control was first emphasised in the 1930's by John Maynard Keynes in his well known book of "General Theory of Employment, Interest and Money". Keynes projected for the first time, that the total national income was an index of economic activity which in its turn, depended on the total spending. In other words, economic activity can be influenced only through fiscal action, direct or indirect, on aggregate spending of the community. For the first time, it was realised that the budgetary policy of the Government was a tool of profound significance in the economic management.


After words, Fiscal policy became a policy under which the Government used its expenditure and revenue programmes to produce desirable effects on national income, production and employment.

From then, fiscal policy has continued to assume a dominant position and guides the Governmental thinking on planning. Fiscal policy embraces matters of policy at various levels ranging from matters of local concern such as the desirability of erecting a new grammar school to matters of broad national policy such as the poorer sphere of Government fiscal activity in relation to the operation of the economy as a whole.\textsuperscript{15} It is concerned with the manner in which all the different elements of public finance, while still primarily concerned with carrying out their duties may collectively be geared to forward the economic policy.\textsuperscript{16} In other words, fiscal policy aims at establishing a delicate balance between the various policy measures - such as tax revenues, income from property, debt management, expenditure, loans, grants and transfers to achieve economic activity as best and as rapidly as possible.

The importance of budgetary policy under which the Government uses its expenditure to provide desirable effects on national income, distribution of income, production and employment was practically not realised before the world depression.

\textsuperscript{15} Taylor, Phillip E., 'The Economics of Public Finance', \textit{3rd Edn.}, Oxford and IBH Publishing Co., New Delhi, 1968, p.2

in the thirties. Gradually, it has been realised that through the budgetary policy, Government can control regulate the volume of economic activities, the general price level and private expenditure.

Once we accept that budgetary policy and budgetary trends of a Government can affect the economic affairs of a country, we should not ignore that some factors such as unforeseen contingencies, economic condition prevailing in the country and economic goals desired by a nation are itself responsible for giving a significant turn to the budgetary policy of a nation. As regards the effects of unforeseen contingencies, we may take several examples that influenced the Indian Budgetary policy. In the post war period, India's budgetary policy was affected to a large extent by the effects of war. One of its several consequences was inflation. Many programmes and projects were started to curb inflationary pressures. Expenditures on grow more food schemes were incurred and taxes were imposed with a view to mop up surplus purchasing power. Similarly, just after independence partition affected the budgetary policy of the country. Large expenditure had to be incurred on the relief and rehabilitation of refugees and displaced persons from Pakistan. Civil administration was also disturbed and greater expenditure had to be incurred for the maintenance of law and order. The defence expenditure was also increased as India became independent and it had to stand on its own legs vis-a-vis Pakistan.

Again, in October 1962, due to Chinese aggression, India was forced to increase its expenditure on defence which doubled from Rs.343.37 crores in 1962-63 to Rs.708.51 crores in 1963-64 and we had to alter the proportion of development and non-development expenditures. Three years later, again in August, 1965, conflict with Pakistan, during the closing stage of Third Five Year Plan, had a significant bearing on the budgetary policy of Government of India. Policy makers realised that budget expenditure were raised from Rs.717.8 crores in 1965-66 to Rs.900 crores in 1966-67. Simultaneously, "the year 1971-72 had been the most eventful in our recent history." The Prime Minister, in his budget speech, on the eve of budget proposals, for the year 1972-73, had observed that by November 1971, some ten million refugees had sought shelter in our midst and affected our economic programmes. These additional burdens were met by two supplementary instalments of fresh taxation by greater mobilisation of voluntary savings and by renewed drive for economies in non-plan expenditures and speedier tax collection.

Not only the unforeseen contingencies but the general economic conditions prevailing within the country also determines the shape of budgetary policy and trends. Government of India set up a Planning Commission in March 1950 to prepare a plan for the most effective and balanced utilisation of country's resources. Planning Commission determines the socio-economic objectives for the short as well as long term. It fixes the order of priority and targets to be attained. The budgetary

trends during the First Plan period were mainly concerned with the problems of inflationary situation and food shortage prevailing in the country. To meet these challenges, expenditure policy was directed towards improvement in Agriculture, fertilizer and buffer stock of food and other items. The plan outlay was the reflection of this. Out of the total outlay of Rs.2069 crores in the public sector during the five years of First Five Year Plan (April 1, 1951 to March 31, 1956) Agriculture and Community Development Projects received Rs.360.43 crores (17.4 percent), Irrigation and Power Rs.561.41 (27.1 percent). Coming to Orissa's position, we may observe that during the same period the total expenditure on Agriculture and Allied Services which also included Minor Irrigation was Rs.5.1 crores (27.72%) of total expenditure, the expenditure on Industry and Mineral was Rs.1.1 crores (5.97%) of the total expenditure, and on Power and Renewable Energy, the expenditure was Rs.4.8 crores (26.08%) of the total expenditure. Compared to Government of India's figure of expenditure on Agriculture and Community Development projects, in Orissa the expenditure on Agriculture and Allied Services was higher in percentage.  

During the last two years of the First Plan, it was being felt that Agricultural Development would not be sufficient for the balanced growth of the economy. At the same time, it was felt that without industrial advancement, it would be impossible to divert surplus population from agriculture which

would cause deterioration of the standard of living of both rural and urban population and also the demand for agricultural product would not increase at the rate of increase of its supply which may result in the fall in prices and may affect the rural sector and ultimately the whole economy. Therefore, the budgets during the Second Plan Period, started a bold programme of industrialisation for the country and there was a marked emphasis on the development of basic and capital goods industries. In Orissa, during the same period, the expenditure on Agriculture and Allied services was ₹17.9 crores out of the total expenditure of ₹86.6 crores (20.66%). On the other hand, the expenditure on Industry and Mineral was ₹3.9 crores (4.5%). The expenditure on industry and mineral was much less in Orissa in comparison to the expenditure on Agriculture and Allied Services, inspite of Government of India's policy of rapid industrialisation.

On the eve of the Fifth Plan, mounting figures of unemployment in agricultural, industrial and educational sectors were forcing the higher authorities to frame the Fifth Five Year Plan as a job oriented plan and the State Government were also trying to create as much job opportunities as possible.

At present, it has been realised by the planner that a significant portion of the population is below the poverty line. Therefore, in the plan of 1978-83, measures had

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20. [Budget In Brief 1989-90, op. cit.]
21. The percentage of population below poverty line in 1977-78 was calculated 48% in the rural areas and 41% in urban areas in Draft Five Year Plan, 1978-83.
been suggested which could bring distributive justice. These measures should influence firstly, the existing distribution of assets particularly agricultural land, urban real estate and corporate property.

Secondly, public sector operations should steer distribution of essential commodities infrastructure facilities and social services in favour of low income consumers. Thirdly, on the production side, the share of small farmers and small industry enterprises in industrial credit and in the supply of material inputs needs to be increased. To materialise these measures, provision of huge amount had been made for the plan period.

Apart from these, the objectives of Governmental economic planning also determines the budgetary policy. Till 1947, India was under foreign rule. The foreign Government was the believer in the policy of lassezfaires and, therefore Government activities during that period typical only of maintaining 'law and order'. Since independence, Governmental activities have increased a lot. The State is not only meant for maintenance of law and order but also it has become a 'Welfare State'. The State aims at the achievement of maximum social welfare of the people and also trying to attain socialistic pattern of society within the framework of democracy. Efforts are being made in Five Year Plans to achieve self-reliance, higher production in agricultural and industrial sectors, increase in exportable surplus etc. and at the same time, reduction

in disparities of income and wealth and opportunities.

Thus, we can summarise that budgetary policy of a country has certain positive effects on the economic activities of the country. On the one hand, and on the other hand, they are governed by some factors - unforeseen contingencies prevailing economic conditions within the country and objectives of Governmental economic planning.

**Policy Analysis**

Policy analysis is one of the areas included in Public Affairs/Public Administration. It was first recommended by the National Association of Schools of Public Administration (NASPA) in the USA. To them, policy analysis refers "to require knowledge on (a) the process by which policy is formulated, implemented and evaluated", (b) "strategies for optimization and selection of alternatives" and (c) "distinctive attributes of policy relative to specific functional areas". It involves skills needed in socio-economic analysis; political diagnosis as in group power survey and executive legislative relationships; problem comprehension and interpretation, as in the identification of issues and the programme evaluation.

Policy analysis is finding out what Governments do, why they do and what difference it makes. In short, policy analysis is the description and explanation of the courses and consequences of Government activity. Governments do many things. As assigned to them under the provisions of the

Constitution from education, welfare, health, environment, law and order, transport, housing, urban development and raising ways and means through taxation, borrowing etc. One of the major things that the Government does is the public expenditure. Simply finding out what Government does in a welfare state more so in a planned economy, is a formidable task. Explaining why Governments do, what they plan and what are the consequences of such diverse activities for the society pose a serious challenge to the scholars in public administration. Therefore, policy analysis has evolved as a serious discipline in Public Administration. It involves the systematic identification of the causes and consequences of public policy, the use of scientific standards of inference and the search of reliability and generality of knowledge. It is not the advocacy of policy reference by social scientists. Policy advocacy and policy analysis are separate endeavours.

Policy analysis can involve the investigation of either the causes or consequences of Government policies and programmes. While studying the causes of public policies, public policies themselves are dependent variables and these policies are explained by reference independent variables like social, economic, technological and political forces in the society which are the determinant of public policy.

Policy analysis mainly refers to determinants of public policy raising questions like what is the effects of political instability on economic growth? What is effect of public opinion on laws relating family planning, marriage, civil rights etc. as reflected in the Government budgets?
Policy analyst is duty bound to investigate on the impact of racial and religious group activity on the allocation public funds to education, health, and social welfare activities. Such questions deal with policy analysis research.

When consequences of public policies are studied it becomes policy impact research. Questions are asked in such studies; will a guaranteed minimum income for all families in Orissa reduce unemployment and social dependency? Can Scheduled Caste students in general schools receive a quality education and equal educational opportunities? Another question may be asked; who gains and who loses from the present Government expenditure reflected in the budget? What will be the impact of tax concession on the redistribution of income in Orissa? Will sharing of federal revenue result in sufficient alleviation of urban problems, crime and human capital development? These are examples of questions which are dealt with in policy analysis. Policy analysis also is concerned with the task of evaluating the effectiveness of various plan programmes of the Government. Even it may investigate intellectual and social development resulting from a public policy which has been covered by budgetary policy.

Thus without being policy making process, policy analysis provide the knowledge about the forces shaping damping and dusting public policy and the consequences there of. The policy analysis on budgetary policy with the use of modern scientific tools can predict the impact of such policies on the economy as a whole or on the clientele it seeks to serve. While studying the causes and consequences of budgetary policies, the policy analysis provides a scientific lense into the
Finally, policy analysis concentrates on evaluating research namely on the real impact of a budgetary policy or other policies in terms of goals and objectives. Systematic analysis on budgetary policy provides knowledge on what governments do, why they do it, what are the consequences of their doing and what are the impacts on economy and society of the State concerned.

I

Conceptual Framework of Policy Analysis

Policy analysis includes the examination and improvement of policy making process itself, as well as evaluation of policy choices and outcomes. No absolute distinction can be made between policy making and decision making because every policy determination is a decision.

Policy should not be confused with planning although both are closely related steps intervening between objectives and execution. Policy is a clear and precise statement of the objectives couched in practical terms, while planning is a detailed listing of priorities and targets.

Policy is very essential in administration, because it gives a concrete shape to the political and social objectives which the Government speaks in the form of laws, resolutions and policy statements. These objectives are meaningless unless they are put into a workable formula of action. For example, congress party declared in All India Congress Committee Meeting at Bhubaneswar in 1964 that it would establish

a socialistic pattern of society. But we know that the term socialism has a different meaning in different countries such as Russia, China, Yugoslavia and in the British and the Scandinavian countries. All these countries may have or may desire to have a socialistic pattern of society and yet their systems widely differ from one another. Therefore, it requires on administrative policy do define in clear terms as to what we mean by a socialistic pattern of society. Thus, our first four five year plans mostly explain more than all the policy statements of the Indian National Congress as articulated by Union Government and Parliament through the approval of National Development Council as to what the Congress Government sought to establish in India. When it speaks of a socialistic pattern of society. Administrative policy, thus gives a practical shape to objectives.

As the quality of administration is measurable in proportion to the quality of administrative decision, an organisation is capable of taking, of late enormous importance is attached to the decision making analysis of the political process. Thus, the study of political process in contemporary political science has become the analysis of 'How policies are made'?25

Most of the public policies like the Budgetary policy are the product of bargaining and compromise of different policy actors involved in policy making. As such the political process becomes a complex one.

According to Anderson, the policy process involves six different but inter-related state of activity. These are:

First Stage: Problem Formation which means getting the Government to see the problem.

Second Stage: Policy Agenda which means getting the Government to bargain to act on the problem.

Third Stage: Policy Formulation which means the Department of pertinent and acceptable proposed courses of action by the Government for dealing with the public problems.

Fourth Stage: Policy Adoption which means getting the Government to accept a particular solution to the problem of legitimising the policy decisions.

Fifth Stage: Policy Implementation which means the application of the policy by the Government's bureaucratic machinery to the problem, and

Sixth Stage: Policy Evaluation which means attempt by the Government or any other agency-public, private or research to determine whether or not the policy has been implemented effectively.

Again Robert Nakamura and Frank Small Wood have suggested the 'Cyclic Linkage Model' which involves three stages in the entire policy process. They are policy formulation, policy implementation and policy evaluation.

For obvious reason, we have adopted this model of analysis, because it is not possible to go deep into the two


stages prior to the policy formulation at least in the Government Department as the data are not provided to the public for scrutiny though they are not treated strictly as classified documents. Further, an accurate and scientific analysis of the acceptable courses of action taken by the Government out of the several alternatives are not made public, because it has political implications.

II

Modern Approaches to Policy Analysis

Policy analysis involves two approaches - (a) rational comprehensive approach and (b) incremental approach. In the rational comprehensive model, values pertaining to objectives are listed and then ranked according to importance. If the goal of curbing price rise is used as an illustration, the policy makers should rank such values as reducing consumer discontent over rising prices, assurance of reasonable business profits and price policy consistent with efforts to conserve energy resources. After systematically comparing all possible alternative policies, they would select one that contain the greatest amount of values.28

But for several reasons this procedure of collecting alternative policies is impractical. It is impossible to collect all the information and make the complete inventory of policy options. Furthermore, it is a time consuming process and policy makers must act without delay. Besides, the

assumption that values can be classified and ranked before policies are adopted is mistaken; Legislation, administrators and the public frequently disagree about the values and the priorities. The policy makers do not choose values in the abstract.\textsuperscript{29}

In the rational comprehensive method, everything must be considered before new policies are decided. This entails risks because the consequences of adopting policies particularly budgetary policies like taxation etc. substantially different from present ones are unknown. Policy makers prefer limiting the alternatives that differ only from existing policies. Previous experience indicates how these policies have worked out, by greatly reducing the risk. Thus incremental approach in studying budgetary policy entails less risk and it makes the policy realistic. It is widely accepted that incrementalism describes the reality, although policies sometimes do break significantly with the past.

But increasingly the criticism is heard the problems facing Government are so critical that incremental changes are not sufficient and that innovation is required. Therefore, another approach is necessary. Elzioni has given the mixed scanning approach which combines incrementalism and rationalism. For instance, budgetary policy on expenditure on agriculture is dependent on the past and future weather conditions. Studies on weather conditions require this mixed scanning method. By rationalism past experience cannot give the clue to the coming seasonal weather conditions,

\textsuperscript{29} Lindblom, Charles E., op.cit.
nor a little incremental addition to the figures on weather conditions would help. It is therefore necessary to have wholistic picture on the weather forecast system. This requires the mixed scanning approach.

Elzioni gives the examples of mixed scanning applied to the establishment of a world wide weather observation system. In the rational comprehensive method, very complete attempts would be made to survey weather condition employing "cameras capable of detailed observations" and "scheduling reviews of the entire sky, as often as possible". This would yield far too much data and likely to overwhelm our action capabilities. Incrementalism would concentrate on the part of the world where in recent past, similar patterns had manifested themselves, and perhaps on a few nearly regions. Under mixed scanning two cameras would be used, a broad angle one covering "all parts of the sky but not in great detail", the other zeroing in those areas revealed by the first camera to require a more indepth examination. This procedure might miss areas in which only detailed camera (short) would reveal trouble, but it is less likely to than incrementalism to/obvious trouble sports in unfamiliar areas. The idea is to employ two levels, scanning flexibility depending upon the problem; in some cases high coverage scanning would be desirable in others the more turn-cated view "would be in order". This approach of camera technology can be used to deal with social problems. The broad angle camera would be represented by information bank or gene-

31. Elzioni, Amitai, op. cit.
ral survey data. If it would reveal trouble spots, then detailed scanning can be made by indepth study or local survey. This may include the new innovations that might be discovered to tackle the troubles spotted by the survey.

The incrementalist approach can become the base for more comprehensive and national policy making methods. While complete rationality may be impracticable, the policy making process can be more logically ordered under mixed scanning approach.

Content Analysis

With the increasing size and density of population, division of labour and specialisation of functions in society, the nature of social solidarity is changing rapidly. Exchange of information plays a key role in keeping societies integrated, as well as creating crises. Content analysis is an instrument of empirical social research for analysing the content of communication. It is used in social sciences as one of the means of studying communications. It consists of documentary materials such as books, magazines, newspapers and contents of all other verbal materials which can either be spoken or written. Content analysis prior to 1940's was mostly quantitative analysis of documentary materials concerning certain characteristics that can be identified and counted. But since 1950's content analysis is mostly qualitative analysis concerning the general import or message of the existing documents. The difference is somewhat like that between a casual interview or depth interviewing.


Bernard Bareison's name is often associated with the latter type of content analysis.

Generally speaking content analysis is a method of studying 'Communications'. It was developed in the United States as a branch of social psychology known as 'communications research'. The science of communications, an important branch of the social sciences covers all communications whether public or private and includes propaganda and advertising.

The method cannot be applied to all documents. The distinction already made between documents which report facts and those which are facts, are relevant. Historical criticism is more appropriate to the former while sociological analysis is suitable to the latter. Content analysis is applicable to the latter and not the former.

Content analysis is a means for drawing conclusions for objectively and systematically counting elements of manifest content of given texts, with a view to making general statements about the principles underlying their construction. Content analysis is concerned less with the style of the text than the ideas contained in it.

**Stages of Content Analysis**

(i) **Text-Selection**

Texts should be relevant for the purpose in hand. They should be available. Their time and space dimensions have to

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be laid down.

(ii) **Sampling**

In case there are many texts a part of it is studied in the hope that the part is true of the whole. However, sampling procedures have developed beyond the reach of mere content analysts. For economy of time and effort one should apply the principles of sampling.

(iii) **Categorising**

Before analysing texts, words are reduced into a few categories. These categories are statistically treated in order to find out their magnitudes and extent of their relationships. The reduced data are used for constructing theories.

(iv) **Manual Coding**

Manual coding is done if the researcher has no access to a computer. Various categories are given code numbers. Such quantification facilitates data processing and analysis. Coders have a tedious and time consuming role for total reliability, computers may be made use of.

(v) **Data-processing and Analysis**

Statistical measures are applied in order to ascertain the strength of relationships among given categories. Of course, tables can often be interpreted through intuitive inspection with concentrated attention.

Content analysis is being widely used for research on persons who are not easily accessible for reducing a lot of data to a small space. Before conducting time consuming observation, costly surveys or cumbersome experiments it may be worthwhile to analyse the content of available texts or written