Pathology of the Policy-Making Process in Sport for All in Iran

Mohammad Javadi Pour*, Somayeh Rahbari

Faculty of Psychology and Education, Tehran University, Tehran, Iran. Young Researchers and Elites Club, Science and Research Branch, Islamic Azad University, Tehran, Iran.

ABSTRACT

Background. “Sport for all” is associated with the heart of the community and aims to spread joy and happiness, boost morale, increase motivation, promote healthy individual and social life, reduce family and social abnormalities, strengthen physical power, and eliminate mental problems for all people, including men and women, and old and young people. Objectives. This study aims to evaluate the pathology of the policy-making process in sport for all in Iran. Methods. The methodology of this study utilized an applied mixed-method study. The population of the study consisted of executives and experts of sports for all in Iran. In the qualitative study, by using targeted and criterion sampling methods, 16 subjects were selected as a sample. Data was collected by conducting interviews. Then, the data from the interviews by Streubert and Carpenter’s method (2011) were coded and analyzed. In the quantitative study, the samples were selected by using a simple random sampling method; the data was collected by using a questionnaire that was extracted from qualitative research. Data analysis in this section was performed by using the SPSS software and the Friedman test. Results. In the qualitative study, the findings showed that the organizational components, beliefs and cultures, economic conditions, scientific analysis and interpretation of studies, and research were factors that affected the policy-making process of sport for all in Iran. The existing weaknesses of the policy-making process in sport for all in Iran included weak control and monitoring, weak structure, weak planning and execution, weak performance of media, limited financial resources, weak performance of human resources, rules, and limited partnership of academic and research centers. Conclusion. In general, the findings showed that the policy-making process for sport for all in Iran was associated with certain weaknesses and challenges; they must be recognized and modified based on scientific methods. Strengthening the close communication between the individuals responsible, policy-making organizations, and universities in the field have been suggested.

KEY WORDS: Sports, Sport for All, Sports Policy-Making.

INTRODUCTION

Sports are a form of social policy that could help solve problems in society. Gilchrist and Wheaton (2011) state that “participation in sport and recreation can lead to improved health, reduce crime levels, generate employment and encourage a more positive attitude toward education” (1). Thus, sports has a central role to play in society and, due to its popularity, it provides an important way for governments to connect with communities. In addition, “sports for all” is associated with the heart of the community and aims to spread joy and happiness, boost morale, increase motivation, promote healthy individual and social life, reduce family and social abnormalities, strengthen physical power, and eliminate mental problems in all...
people, including men and women, and old and young people (2). Therefore, it is necessary to address sports for all and apply the right policies to achieve its goals.

In the sports policy area, there is a trend towards the use of different organizational forms, including boards, charities, commissions, councils, networks and partnerships (3). Sports policy is a policy area that is closely connected to other policy areas, such as public health policy, democracy, equality and integration policy, civil society policy, education policy, and economic policy (4). It is a policy area that has received increased attention, both nationally and internationally, during the last few decades as it is often based on a belief that a voluntary organized sport is inherently good for societies, collectives, and individuals. Except for arguments about the need to increase the rates of participation as a means of increasing talent pools for elite sports development, the inherent goodness of sports is intimately related to its assumed potential in contributing to a myriad of social and health-related outcomes (5).

Owing to its wide scope, sports for all policy-making processes, bringing it to a desired situation, and attracting families, youth, and teenagers to participate in sports is a complex issue; it needs the attention and mutual cooperation of cultural, social, and economic institutions for culture-making, alerting, notifying, and creating low-cost and readily available facilities for different levels of the community (6). The policy-making system in Iran has special epistemological and theoretical foundations that create specific tools and techniques appropriate for themselves. In order to understand politics and policy-making, therefore, understanding of these foundations may help the optimization of future policy-making processes and also make people familiar with the strengths and weaknesses of sport for all (7).

Sports development as a public policy priority has historically been on the periphery of the political agendas of governments. This was, however, not the case in the early twenty-first century. Over the past decade, in nations as diverse as Canada, China, Germany, Norway, Poland, Singapore, and the United Kingdom, public policies for sports development-related activities have increased in salience (8, 9).

While most governments have national policies and most of them allocate funds to international projects, only a few governments have developed a proper political framework, clear regulation strategies, explicit and specific programs, and committed funds to guide/help the implementation of sports development programs (SDP) at the international level (10).

Although sports are a social issue, the analysis of this phenomenon is based on the hypotheses of social sciences and theories should be conducted with caution; the analysis of sports should be conducted based on interdisciplinary phenomena analysis because sports are undoubtedly associated with culture, sociology, psychology, economy, politics, etc. In analyzing social phenomena, one factor or condition (depending on the type of the phenomenon) may be considered as the main factor or condition (11). The sociological functionalism perspective maintains that sports release people from excitation, stress, and aggression, and emphasize the positive social values; therefore, it plays a role in political socialization, increases national unity, and leads to social stability and balance. This perspective indicates that social stability and balance is established if the values and environment are compatible; this may be possible if the values of society are transformed through a proper socialization process to the new generations (12).

However, there is no research on the policy-making process in sports for all and even in sports; a few researches have studied politics and sports. Therefore, this is a new study. Among the relatively relevant studies, the following studies can be mentioned: Malakoutian (2009) studied the various aspects of the relationship between sports and politics. It was indicated that the relationship between sports and politics is mutual; politics impacts sports through formulation and implementation of sports policies; sports, on the other hand, impacts politics by promoting human values and national unity, and by increasing political participation. Sports are also exploited during international sports events by global powers (13). The findings of Safania (2014) revealed that one of the main reasons for the unfavorable sports situation in Mazandaran was the lack of a development strategy for Public Sports (14). Dousti et al. (2013) reviewed the
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required to provide opportunities for all people in order to participate in sports activities (22).

In certain countries, such as Finland and Sweden, the number of participants in sports activities exceeds 80 percent. Considering the global history of sports, its new approaches and clear philosophies in many countries, and its focus on various factors, including health, vitality of the society, enrichment of the leisure time, improvement of business relationships, social relationships and communication, prevention and treatment, its pleasurable nature, the release of energy, the possession of social emotions, and access to the benefits of sport, it seems that sports are necessary to take advantage of all the capacities of society in order to develop sports for all. The institutionalization of this issue in society requires public awareness (23). The experiences of countries that are in a better situation in this field suggest that the development of sports for all in these countries is a result of investment and cooperation of their government and of the people. A study that was conducted on 126 countries showed that although 92 percent of these countries required physical education for all people, only 71 percent of the countries had coordinated physical education with social needs and 29 percent of the countries used it to achieve objectives other than sports activities. In developing countries, 60 percent of sports policies are not executed. In addition, this study revealed that there is a gap between what is determined by law and what is executed (24).

According to above point, the vision of the Sports for All and Entertainment Federation (moving toward having a active, fresh, and healthy people until 1,404, covering 50 percent of the population) (25), and the definition of this movement (policy-making, planning, building infrastructure, generating motivation, and supporting and preserving achievements) and, therefore, sports for all policy-making in Iran is necessary. Since sports for all impacts all the levels of society, it needs the support of the people, practitioners, politicians, and private sectors. This study, however, aims to investigate the processes, perspectives, and theoretical foundations of sport for all policy-making process in Iran, identifying influential factors and policymakers, and evaluating their impact on the rational and logical processes of policy-making.

The study of the existing frameworks in the analysis of sport policies, and sport for all policies and programs may bridge the gap in the valuation of policymaking levels. Having a model and an approach for sport for all policy-making may help to scientifically reevaluate the political priorities of sport for all, and to quickly understand policymaking relationships in the world.

MATERIALS AND METHODS

Research Design. This was an exploratory mixed-method research, which was conducted in two main stages: qualitative and quantitative. This method of research was applied to the mixed-method study.

Data Collecting and Sampling. The population consisted of executives and experts of sports in Iran. In the qualitative study, by using targeted and criterion-sampling methods, 16 subjects were selected as samples; the data was collected by conducting interviews. Speziale et al method (2011) was used to analyze the data (26). At first, the interviews were conducted to collect the required data. Then, the conducted interviews were carefully transcribed and written in detail. During the process of the readout, the main propositions were determined; then, primary themes and categories were selected for the propositions. The themes were extracted and analyzed. To confirm the validity and reliability of the data, the findings were provided to the participants and their opinions were inquired after once again. Denzin and Lincoln (1994) argue that in order to confirm the validity and scientific accuracy in qualitative researches by using the concept of reliability and its multiple elements, there are several strategies such as reviewing the coding, confirming the results by referring to the subjects, approving the research collaborators, etc. In the present study, in order to increase the credibility of the research, the opinions of professors and experts on the research process were considered. In this research, for the verification of scientific accuracy, the coding (test-retest reliability) was reviewed and the approval of research colleague was ascertained (27).

Instrument. In the quantitative study, samples were selected by using the simple random sampling method; data was collected by using a researcher-made questionnaire. The items
in the questionnaire were extracted from systematic interviews on the policy-making process, interviews with experts, and research background; the existing and desired situations of sport for all policy-making in Iran were investigated.

Reliability of the instrument. Cronbach’s alpha was used to determine the reliability of the questionnaire (α= 0.83) this was a desirable level.

Statistical Analysis. Using the SPSS software, the Friedman test was conducted to analyze the data.

RESULTS

Qualitative study. According to the data, most interviewees maintained that the sport for all policy-making method was not appropriate. They stated that five factors (organizational components, beliefs and cultures, economic conditions, scientific analysis and interpretation, and studies and research) have an impact on proper sport for all policy-making. The items of these factors are provided in Table 1.

<table>
<thead>
<tr>
<th>Components</th>
<th>Categories that are extracted from the interviews</th>
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<tbody>
<tr>
<td>Organizational Components</td>
<td>Strategies of the Supreme Leader Imam Khamenei, sport for all development plan and CPM, development and evaluation of the document and its follow-up, promotion of the managerial structure of sport for all, quantitative and qualitative access to sport for all and ICT, participation of public institutions, holding regular events, attention to championship sports, attention to sports to reduce social harms, productivity and using the capabilities of people, expanding different disciplines in collaboration with governmental and non-governmental institutions and organizations, sport programs of governmental and non-governmental organizations, sports legislations, and attention to sports and planning for them.</td>
</tr>
<tr>
<td>Beliefs and Cultures</td>
<td>Public beliefs and culture in society, sports and mobility culture in society and its institutionalization, cultural beliefs of people toward sports, and the investment of the private sector and other sectors (such as the education department, universities, health and well-being organizations, and even military forces) in sports.</td>
</tr>
<tr>
<td>Economic Conditions</td>
<td>Proper facilities and equipment, sufficient funds to create interest and operationalize policies, using financial resources, and access to facilities.</td>
</tr>
<tr>
<td>Scientific Analysis and Interpretation</td>
<td>Having a unit definition for sport for all, identifying strengths, weaknesses, opportunities, and threats, developing sports philosophy, goal-setting, stating the problem, understanding the environment and its analysis, developing a comprehensive plan, determining the contributions and duties of each entity, and having policy-maker managers.</td>
</tr>
<tr>
<td>Studies and Research</td>
<td>Field studies of successful countries implementing sports for all, modeling them, the scientific nature of policy-making process, and adjusting function with scientific standards.</td>
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The second research objective was the pathology of policy-making process in sport for all. Reviewing the opinions of the participants in the interviews, eight weaknesses were determined for the sport for all policy-making process: weak monitoring and control, weak structure, weak planning and execution, weak performance of media, limited financial resources, weak performance of human resources, laws, and limited participation of academic and research centers; these factors are provided in Table 2.

Quantitative Study. The ranking average of the weaknesses in the sport for all policy-making process is provided in Table 3.

Table 2. Pathology of the sport for all policy-making process. Data analysis by Streubert and Carpenter’s method (2011): Coding and categorizing

<table>
<thead>
<tr>
<th>Themes</th>
<th>Categories that are extracted from the interviews</th>
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<tbody>
<tr>
<td>Weak Monitoring and Control</td>
<td>Weak control and monitoring system of the routes and processes in policy-making, lack of a national committee of the Olympics and Paralympics control, lack of serious and systematic monitoring on execution of policies, and lack of attention of concerned ministries.</td>
</tr>
<tr>
<td>Weak Structure</td>
<td>Lack of strong managerial and organizational structure, lack of ministry and delegation systems, activity of sport for all federation under the indirect supervision of the sports ministry, non-institutional sports for all deputies, lack of appropriate managerial structures, and lack of communication systems between authorities.</td>
</tr>
<tr>
<td>Weak Planning and Execution</td>
<td>Multiplicity of decision-makers, lack of unity, lack of a comprehensive and practical plan with the cooperation of all the relevant authorities, focus on long-term plans, late returns of plans, too much attention paid to converting policies to guidelines and regulations, lack of attention to international processes, and drop behind the world.</td>
</tr>
<tr>
<td>Weak Performance of the Media</td>
<td>Lack of culture-building</td>
</tr>
<tr>
<td>Limited Financial Resources</td>
<td>Limited financial resources and facilities</td>
</tr>
<tr>
<td>Weak Performance of Human Resources</td>
<td>Lack of using pioneers, improper decision-making of the authorities, and constantly changing policies.</td>
</tr>
<tr>
<td>Laws</td>
<td>Formulating laws without considering regional situations, customs, and culture, ignoring potential capitals in provinces as well as their budgets and available resources, lack of institutional policies, and the Federation and Ministry of Sport claim a share of the sports programs of organizations.</td>
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<tr>
<td>Limited Participation of Scientific and Research Centers</td>
<td>Many unusable hours in universities, schools, and factories, and the lack of attention to the gap between established countries and sport for all.</td>
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Table 3. Ranking average of the weaknesses in the sport for all policy-making process

<table>
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<tr>
<th>Weaknesses in the sport for all policy-making process</th>
<th>Ranking average</th>
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<tbody>
<tr>
<td>1 Lack of monitoring and control</td>
<td>7.19</td>
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<tr>
<td>2 Inappropriate structure and weakness of ministries and departments and ...</td>
<td>7.37</td>
</tr>
<tr>
<td>3 The weakness of the communication system among the responsible institutions</td>
<td>7.35</td>
</tr>
<tr>
<td>4 The multiplicity of decision-makers and the lack of Comprehensive unity</td>
<td>7.17</td>
</tr>
<tr>
<td>5 Long-Being Output Program</td>
<td>6.69</td>
</tr>
<tr>
<td>6 Limited financial resources</td>
<td>8.82</td>
</tr>
<tr>
<td>7 Poor Performance of Media</td>
<td>8</td>
</tr>
<tr>
<td>8 Centralized rules and non-institutionalization of policies</td>
<td>7.13</td>
</tr>
<tr>
<td>9 The poor performance of human resources</td>
<td>9.36</td>
</tr>
<tr>
<td>10 Limited partnership of research centers</td>
<td>8.24</td>
</tr>
<tr>
<td>11 The lack of a coherent approach and pattern</td>
<td>7.27</td>
</tr>
<tr>
<td>12 Being of state Sport for all</td>
<td>6.06</td>
</tr>
<tr>
<td>13 Lack of systematic research</td>
<td>5.79</td>
</tr>
<tr>
<td>14 Reducing the role of people and the press in policy making</td>
<td>8.59</td>
</tr>
</tbody>
</table>

Since the significance level is zero (it is lower than 0.05), it can be concluded that despite the difference in the ranking average of the weaknesses in sport for all, this difference is not significant and the weaknesses have a similar impact on the sport for all policy-making process.

DISCUSSION

Sports and participation in sports has become an important welfare policy issue and is regarded as a solution to many of the “problems” encountered by contemporary societies. Alongside the ambition of using sports as a policy tool, there has also been intensification in the use of evaluation measures to judge whether sports delivers services in line with policy objectives (4).

This study used qualitative and quantitative methods to investigate the policy-making process in sport for all in Iran. According to Kheirgo and Daneeefard (2012), public benefit is created through effectiveness, consistency, and compliance of policies with the strategies and goals of the government (28). Fairness and equality are the values that may be assessed to judge the accuracy of the policies or the policy-making process.

According to the qualitative data, most interviewees maintained that the sport for all policy-making method was not appropriate. They stated that five factors (organizational components, beliefs and cultures, economic conditions, scientific analysis and interpretation, and studies and research) have an impact on proper sport for all policy-making. The organizational components included the strategies of the Supreme Leader Imam Khamenei, sport for all development plan and CPM, development and evaluation document and its follow-up, promotion of managerial structure of sport for all, quantitative and qualitative access to sports for all and ICT, participation of public institutions, holding regular events, attention to championship sports, attention to sports to reduce social harms, productivity and the usage of the capabilities of people, expanding different disciplines in collaboration with governmental and non-governmental institutions and organizations, sport programs of governmental and non-governmental organizations, sports legislation, and attention to sports and planning for it.

The result of Asefi and asadi dastjerdi (2016) indicated that nine categories of barriers influenced developing sport for all in universities: policy making and planning barriers, cognitive barriers, financial barriers, educational barriers, legal barriers, information barriers, human barriers, personal barriers and infrastructure barriers (29). The belief and cultural components included public beliefs and culture in society, sports and mobility culture in society and its institutionalization, cultural beliefs of the people toward sports, and the investment of the private sector and other sectors (such as education department, universities, health and well-being organization, and even military forces) in sports. This study was consistent with other research including Goudarzi et al (2016), Irajpour et al (2016) and the Arab narmi et al (2016) which showed that Iran's television does not have a good approach to public sport, and this problem requires changing the attitude of the organization's managers towards this issue (2, 30, 31). Mass media, despite having an impact on the cultural development of the country's sport, do not have the appropriate attention to this issue and most of the sports programs in the media are about championship and professional sports, and less attention has been paid to sport for all. Therefore, it is recommended that to be done appropriate planning in order to interact with the media and use their capacities to promote the cultural development of the country's sport and motivating and awareness of physical activity in various aspects.

The economic condition components include proper facilities and equipment, sufficient funds to create interest and operationalize policies, using financial resources, and access to facilities.
Widdop's research was in line with this section of the research. Widdop et al (2017) that seek to understand participation levels in sport across socio-demographic groups, specifically for the period 2008–14, in the context of austerity measures taken by central government resulting in local authority income and expenditure reductions, found that policy goals associated with raising and widening participation were not met to any significant degree between 2008 and 2014 as participation levels have changed little for lower income ‘hard-to-reach’ groups (32).

The scientific analysis and interpretation components include having a unit definition for sport for all, identifying strengths, weaknesses, opportunities, and threats, developing sports philosophy, goal-setting, stating the problem, understanding the environment and its analysis, developing a comprehensive plan, determining the contributions and duties of each entity, and having policy-maker managers. The studies and research components include the field studies of successful countries that have implemented sports for all, modeling them, the scientific nature of the policy-making process, and adjusting the function with scientific standards. The research of Asefi et al (2014) was one of the consonant researches with this section which they suggested that the research and development (R & D) unit can help in institutionalizing public sports in the country. And doing research on obstacles to the development of public sport, need assessment of individuals, participation in public sport, and conducting comparative studies and modeling of advanced countries in the public sport sector, was the basis for the growth and development of universal sport in society (33). Boscher et al. (2007) analyzed sports policy factors that lead to international sporting success by dividing them into three levels: 1. Macro-level (the social and cultural context in which people live: economic welfare, population, geographic and climatic variation, degree of urbanization, political system, and cultural system) 2. Meso-level (sports policies and politics. This is the level where well-considered sports policies may influence long-term performance) 3. Micro-level (the individual athletes (genetic qualities) and their close environment (e.g., parents, friends, coaches)) (10). Governance and knowledge, as shown throughout the work of Österlind (2016) and as argued by governmental scholars, are thus intrinsically intertwined (34-36). It is important to note that in relation to this governing–knowledge relationship that the Commission in its report also proposes a new direction for Swedish sports policies and politics. The results of Österlind's research showed that knowledge, evaluations, measurements, and calculations, as governmental techniques and methods of problem-solving, thus played a fundamental role in contemporary sports policy in Sweden (4).

After determining the factors affecting sports for all the policy-making process, the following question was proposed: what are the barriers to the policy-making process in Iran? According to Gholipour (2008), political groups have a greater impact on the policy-making process in Iran than influential civil and professional groups (37). Therefore, the non-governmental sectors and civil institutions have minimal participation in the policy-making process. Other weaknesses of policy-making in Iran include the long policy-making process, limited information bases—especially non-governmental information bases, high lobby in commissions—especially by the bureaucracy, government agencies, and the executive branch, and the lack of interactive communication between the public, private, and civil sectors. Hence, the presence of the government in the most economic, political, cultural, and social activities is one of the reasons behind the current situation. In addition, there is no systematic research to formulate the policy package.

Considering second question, the qualitative findings showed that the weaknesses in sport for all policy-making process include factors such as weak monitoring and control, weak structure, weak planning and execution, weak performance of media, limited financial resources, weak performance of human resources, laws, and

limited participation of academic and research centers. Weak monitoring and control include factors such as weak control and monitoring system of the routes and processes in policy-making, lack of a national committee of Olympic and Paralympics control, lack of serious and systematic monitoring on the execution of policies, and the lack of attention of the concerned ministries. Weak structure includes factors such as the lack of a strong managerial and organizational structure, lack of ministries and delegation systems, the activity of the sport for all federation under the indirect supervision of the sports ministry, non-institutional sports for all deputy, lack of appropriate managerial structure, and lack of communication system between the authorities. Weak planning and execution refers to the multiplicity of decision-makers, lack of unity, lack of a comprehensive and practical plan with respect to the cooperation of all the relevant authorities, focus on long-term plans, late returns of plans, too much attention given toward converting policies into guidelines and regulations, lack of attention toward international processes, and drop behind the world. Weak performance of the media includes the lack of culture-building. Limited financial resources include limited financial resources and facilities. Weak performance of human resources refers to the lack of using pioneers, improper decision-making of authorities, and constantly changing policies. Weak laws and regulations refer to the formulation of laws without considering regional situations, customs, and culture by ignoring potential capitals in provinces and their budget and available resources, lack of institutional policies, and the Federation and Ministry of Sport claiming a share of the sports programs of organizations. Limited participation of scientific and research centers include many unusable hours in universities, schools, and factories and the lack of attention paid to the gap between the established countries and Iran in sports for all.

However, these are consistent with the research findings of Sha'bani et al (2016), Javadipour et al (2012,2013) and Asefi et al (2013); they agree that the lack of codified programs for encourage people to sport, lack of unit management and the same policy in the field of public sport, not using of expert forces in the field of public sport is known as the most important weaknesses and injuries (33, 38-40). The results of Nassif and Amara (2015) are also consistent with the results of this research; the inefficiency in the structure, and the lack of public and private funding constrained the development of sports in Lebanon and their performance in international competitions. In Lebanon, the interference of politics to serve the interests of different religious communities had an impact on mass sports participation as highlighted in the struggle between the Ministry of Youth and Sports and the Ministry of Education over the control of sports in schools and universities (41). These studies achieved similar findings in terms of the weaknesses, lack of sport for all culture in Iran, lack of attention paid to women, rural people, disabled people, the low-income class, and traditional sports, lack of an adequate number of sports facilities, equipment, and spaces in proportion to the population, lack of information and promotion required to promote sports-for-all, lack of comprehensive planning, lack of skilled and efficient manpower, low budget for sports for all, lack of cooperation and coordination among organizations and government agencies, lack of awareness of the importance of sports for all and its benefits, and lack of unified management and policies for sports for all. Tinaz et al. (2014) reviewed the former and current sports policies in Turkey, focusing specifically on the historical development of the administrative bodies of sports in Turkey, the national government’s administrative system for implementing sports policy, and the intersection of sports policy with relevant government policies; the results showed that in spite of a generally youthful population, Turkey has low sport participation rates at different levels of sports; this was one of the major problems surrounding the development of Turkish sports, which is in line with the results of this research. In addition, the incompatibility of
the Turkish education system with sports and central government’s desire for active sports participation created a dilemma for young people keen on developing their minds and bodies (42).

According to the quantitative findings, there was no significant difference between the ranking means of sports for all weaknesses. The weaknesses in sports for all the policy-making processes included factors such as weak monitoring and control, weak structure, weak planning and execution, weak performance of media, limited financial resources, weak performance of human resources, laws, and limited participation of academic, and research centers, which had a similar impact on sports for all policy-making processes. In addition, there was no significant difference in the impact of the available information sources, such as national and international organizations, scientific-research resources, and statistical and media resources on the identification of sport for all the issues in Iran; the available information resources similarly identified sport for all issues.

CONCLUSION
In general, the findings showed that the policy-making process of sport for all in Iran was associated with certain weaknesses and challenges; they must be recognized and modified based on sport for all scientific methods.

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