



PLANNING PROCESS PERFORMED BY NURSES: PRIMARY HEALTH CARE
PROCESSO DE PLANEJAMENTO REALIZADO PELOS ENFERMEIROS: ATENÇÃO BÁSICA EM SAÚDE

EL PROCESO DE PLANIFICACIÓN REALIZADO POR ENFERMERAS: ATENCIÓN PRIMARIA DE LA SALUD

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ABSTRACT

Objective: to analyze the effects of the planning process in the assistance provided in two basic health care units. **Method:** this is a qualitative study, descriptive, field-research type, whose scenarios were a Basic Health Unit and a Polyclinic. Data were collected in 2017, using as instrument a semistructured interviews with four nurses. The results were presented by means of content analysis. **Results:** the category “Consequences of the planning process in the assistance provided in primary health care” emerged. **Conclusion:** the nurses demonstrated knowledge about planning when analyzing their speeches, reflecting the concern about the involvement of everyone to achieve the institutional goals. When used by nurses, it allowed reflecting on the importance of its use to optimize the nursing services and institutions where these professionals are inserted, however, the existence of weaknesses, such as the lack of human, material resources, in addition to the lack of recognition of their work, sometimes hinder achieving the objectives.

Descriptors: Nurses; Planning; Health Services; Primary Health Care; Administration and Organization; Health Facilities.

RESUMO

Objetivo: analisar os reflexos do processo do planejamento na assistência prestada em duas unidades da atenção básica de saúde. **Método:** trata-se de um estudo qualitativo, descritivo, tipo pesquisa de campo, tendo, como cenários, uma Unidade Básica de Saúde e uma Policlínica. Coletaram-se os dados em 2017, utilizando-se, como instrumento, um roteiro de entrevista semiestruturado, com quatro enfermeiros. Apresentaram-se os resultados por meio da Análise de Conteúdo. **Resultados:** evidenciou-se a categoria “Os reflexos do processo do planejamento na assistência prestada na atenção básica em saúde”. **Conclusão:** demonstrou-se o conhecimento, por parte dos enfermeiros, sobre o planejamento ao analisar os discursos, refletindo a preocupação do envolvimento de todos para alcançar as metas institucionais. Possibilitou-se, ao ser empregado pelos enfermeiros, refletir sobre a importância da sua utilização para otimizar os serviços de Enfermagem e das instituições onde estes profissionais estão inseridos, porém, a existência de fragilidades, tais como a falta de recursos humanos, materiais, além da falta de reconhecimento de seu trabalho, dificultam, algumas vezes, o alcance dos objetivos. **Descritores:** Enfermeiros; Planejamento; Serviços de Saúde; Atenção Primária em Saúde; Administração e Organização; Instalações de Saúde.

RESUMEN

Objetivo: analizar los efectos del proceso de planificación en la asistencia que se presta en dos unidades de atención básica de la salud. **Método:** se trata de un estudio cualitativo, descriptivo, del tipo investigación de campo, teniendo como escenarios una unidad básica de salud y un policlínico. Los datos fueron recolectados en el 2017, usando como instrumento una entrevista semiestructurada con cuatro enfermeras. Los resultados fueron presentados por medio de análisis de contenido. **Resultados:** se evidenció la categoría “Reflexiones del proceso de planificación en la asistencia prestada en la atención primaria de la salud”. **Conclusión:** Se demostró el conocimiento, por parte de enfermeras, acerca de la planificación cuando se analizaron los discursos, reflejando la preocupación de la participación de todos para lograr los objetivos institucionales. Se utilizado por las enfermeras, reflexiona sobre la importancia de su uso para optimizar los servicios de enfermería e instituciones donde estos profesionales se insertan, sin embargo, la existencia de deficiencias, como la falta de recursos humanos, materiales, además de la falta de reconocimiento de su trabajo, hacen difícil, a veces, lograr los objetivos. **Descriptores:** Enfermeros; Planificación; Servicios de Salud; Atención Primaria de Salud; Administración y Organización; Instalaciones de Salud.

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INTRODUCTION

Nurses' process of managerial work includes a set of technical instruments of management, such as planning, sizing of Nursing personnel, recruitment and selection of staff, continuing and/or permanent education, supervision, performance evaluation and others. It also includes means or instruments such as labor force, materials, equipment and facilities, in addition to various administrative knowledge.¹

Planning is a fundamental activity of the administrator, being the first step of the administrative procedure, which bases on roles, preliminary determination, has its own development and clear goals to be achieved. The proper planning allows providing the administrator means of control and properly stimulating the use of resources. During the planning, the manager must identify the objectives in the short, medium and long term, consider the changes that must be made, in order to guarantee the achievement of the objectives, as well as must have vision and creativity.²

The planning becomes increasingly important in the life of the contemporary man, as well as in the work process in Nursing management, in which this function is usually one of nurses' private activities, when considering the social and technical division of labor. With this understanding, his/her importance is recognized, as well as the perception of increasing the effectiveness of the nursing service through its use.

The nurse that abstains from planning ceases to have tools and resources to evaluate his/her own performance or of the Nursing team, as well as separates the establishment of criteria for the evaluation of expected actions from those that were executed, which hinders the (re) planning and performance with competence.

In this sense, basic care planning requires from nurses knowledge on the recommendations of the Unified Health System (UHS), which points the normative acts for the establishment or the regulation of the operation of this basic care; the institutional culture and the type of planning that fits the principles, the value, the vision, mission, goals, objectives of paramount importance for the success of this planning in an institution.

One should observe the important management tool that involves mobilization, engagement, decision of managers and professionals, which is the Planning System of the UHS (PlanejaSUS), considering its contribution to the constant improvement of

management in the three spheres of government, which, therefore, enhances the quality of life of people through the appropriate, resolute and humane provision of health services.³

OBJECTIVE

- To analyze the effects of the planning process in the assistance provided in two basic health care units.

METHOD

This is a qualitative study, descriptive, field-research type, i.e., research focused on qualitative aspects of certain issue.⁴ This research was approved by the Research Ethics Committee of the Medicine College of the Federal Fluminense University, opinion number 46534115.2.0000.5243/15, regarding Resolution 466/2012.⁵

The research scenarios chosen were the Basic Health Unit Santa Bárbara (BHUSB) and the Community Polyclinic of Jurujuba (CPJ), which are part of the Primary Health Care network in the city of Niterói, managed by the Municipal Health Department of Niterói.

Data were collected in the year 2017, after approval by the Ethics Committee, by means of an instrument that was a semistructured interview guide. The research participants were four nurses who work in the BHUSB and a nurse in the CPJ, who comprise the total of professionals, in the category of nurses, who work in these units.

In order to comply with the ethical precept, the participants were identified with the letter "I", for "interviewee", followed by a cardinal number, which indicates the order the interviews occurred, namely: I1, I2, I3, and so on. Data were analyzed through thematic categorization.⁴

RESULTS

When analyzing the findings, the following category emerged: Consequences of the planning process in the assistance provided in primary health care. The importance of knowledge about planning was observed, as well as the contribution of its proper and timely preparation and implementation to the efficient and effective care.

The discourse of the interviewees from both units showed the understanding on planning.

[...] planning is to outline your goals based on priorities, [...] to devote to what was proposed in the plan. (I1BHUSB)

For me, planning is a methodological tool used to organize and/or deploy actions in a

priority service, seeking a better service for the patient. (I4BHUSB)

The interviewee of the CPJ says that planning contributes to a safe decision-making process.

For me, planning means to organize the service in the best way, trying to provide, within what is possible, in our routine. [...] to define priorities and what will be done, provide a safe decision making not to run the risk to improvise. (I5CPJ)

Some participants argued the importance of the involvement of team members at this important stage of care.

[...] when performing the planning, people need to be engaged. (I2BHUSB)

[...] first thing, to plan, you have to see your team; you never can and should not [...] there is an emphasis on the goals of home visits (HV) made in the units [...] visits to hypertensive patients, diabetics and others. (I2BHUSB)

The nurses' statements show the concern to meet the priorities of the routines of the sector.

Planning alone [...] You have to listen to a representative from each party of the unit. (I3BHUSB)

The nurse is also responsible for planning in respect to the Nursing personnel, being responsible for elaborating scales, which must comply with the needs of the institution and of the treated population.

The employees' shifts are too tight, we need to work it out and break our heads to handles the institutional planning. (I2BHUSB1)

In the institutional aspect, the Ministry of Health recommends the achievement of some goals for basic care, as evidenced in the speech below.

[...] plans I will draw to reach certain goal [...] according to the priorities. (I3BHUSB)

The planning is closely related to the service quality.

In fact, planning provides higher quality service. Sitting down, organizing and planning our activities, in addition to contributing to our progress in the sector, indeed reflects positively with our users. (I3BHUSB)

Indeed, the planning results in a better service, with a better way of receiving the demand [...] we need to be fair with the population's right to receive quality care. (I5CPJ)

The following speech shows that the process of reassessment of the planning is necessary while seeking improvements in results.

[...] we review what was planned, to remake a new planning, implementing,

differently, so that it may work better. (E2BHUSB)

Many times, although implementing the planning, the goals are not always achieved.

Unfortunately, we cannot comply with everything we want in the time we would like to, because we lack staff, materials [...] for this reason, we need to prioritize. (I3BHUSB)

The lack of subsidies affects negatively users' perception, even with planning and organization of assistance in the unit:

[...] we always need to clarify our users the problems we have in the unit (I4BHUSB).

The same interviewee reports an example of the problems they face.

The laboratories are also making it very hard [...] we need to explain that the lack of kits in laboratories for certain requested exams is not our fault. We manage up to collection, then, we no longer control it. The lack of materials directly affects the (service) to our user; if you organize and have good planning, your user will leave satisfied, even in case of a negative answer. (I3BHUSB)

An interviewee also reported issues related to the lack of transport to move along the territory.

The problem is that we have no car in the unit to perform home visits and this brings consequences to our work, [...] the lack of a car is not lack of planning, is lack resources of the city hall itself. (I1BHUSB)

DISCUSSION

Nursing planning consists of a managerial action performed through continuous choices for elaboration and implementation of plans or practices in the institution.⁶ A good planning must have clear and simplified objectives, without ambiguity of interpretation; have a connection between stability and flexibility, with the ability to adapt to priority, emergency or changing situations.⁷

Foreseeing needs is an essential point for decision-making, because some decisions are repetitive, even happening in particular time cycle, while others happen unexpectedly. Furthermore, the decision-making requires prior knowledge of the results, i.e., the predictability of the available alternatives in certain situation within the organization.⁸

In planning, the mobilization of the team in favor of complying with the institutional demand is essential, thus, those involved need to assume, with competence and responsibility, the management of a particular sector of the units.

In this process, the aim is to use the dimensioning of Nursing personnel, which is a systematic process that supports planning for the quantitative and qualitative assessment of Nursing personnel necessary to provide Nursing care, in order to ensure the quality, previously established to customers, according to the philosophy and structure of the organization, as well as the singularity of each service. The dimensioning of Nursing professionals to care units requires competence and skill, since, when improperly carried out, it could compromise the Nursing care in its different dimensions, whether administrative, assistance or educational.⁹⁻¹¹

The criteria of priorities for planning can base on health indicators of the Brazilian population, whose mortality rates are still high, such as bedridden users or with difficulty in locomotion, hypertensive, diabetic, HIV positive, pregnant women, children aged under two years or malnourished, elders, people with leprosy or tuberculosis and people in the postoperative period. This situation requires careful planning, since the absence of home visits, especially for the most vulnerable groups, may represent a problem for the health care of these people.¹²

The nurse experiences a stressful routine during his/her work process, in which the inadequate planning of daily activities causes wear, fatigue and overload, mainly because this professional's workload is often long, which can affect the quality of the assistance.¹¹ When the amount of Nursing professionals is inadequate to meet the demand, nurses try their hardest to meet, at the same time, multiple units and develop multiple functions, which prevents them to establish bonds not only with the user, but also with the team itself.¹³

The managerial action involves the assessment of the health conditions of users of the unit, directing therapeutic actions that will be undertaken, as well as the delegation of activities for the Nursing team, organization of various procedures needed by users and forecasting/provision of necessary materials and resources. To ensure the effective planning, indicators, epidemiological and managerial information should be used to support actions and decisions.⁷

When considering the primary care context, the nurse, as a coordinator, has an essential role in managing the Nursing staff and the health service for the production of necessary care, then, it is essential to use methods that allow planning according to the demand of the community. This professional

must have clarity regarding the concept of management and learn to use the tools that assist in the work process, aiming at the improvement in basic health care, considered its relevance in the UHS. Qualified staff and with the ideal amount, systemized work and use of own instruments of planning allows reaching the appropriate conditions for the provision of assistance.

The care directed to a specific population includes, in addition to the attention to the individual, the vigilance of the most important problems and their determinants, the planning of preventive and therapeutic interventions more effective and the movement for the improvement of people's health and living conditions. The care quality is closely linked with the planning, for this purpose, periodic assessments should occur at all stages, and not only at the end of implementation of previous phases.¹⁴

Another important issue is providing the necessary means to implement what was planned, however, this is not the case in the UHS health units. This system includes the principles of universality, integrality and equity, confirmed in the Magna Carta of the country of 1988,¹⁵ giving a sense to proposed actions. The Health Organic Law 8.080/90¹⁵ and Law 8.142/90¹⁶ regulate the UHS with the intention of supporting people's right to health in order to change the situation of inequality in health care, through mandatory public service to any individual, with the prohibition of charging for the provided service.¹⁵⁻⁷

Although the UHS has structured legal framework and the purpose to meet the population equitably, there are various problems demonstrated by the deficient care evidenced by queues, by the absence of beds, examinations, doctors and medicines.

Nevertheless, the barriers did not arise with SUS, but result from the historical disorder of the medical-centered health care model. Health units, including university hospitals, laboratories, blood banks, foundations and research institutes, integrate the UHS and have difficulties to sort the access to users with respect to the services and products.

When attending to users in primary health care units, the basic principles of citizenship must be respected, ensuring the citizen the right to decent entry in health systems, because every citizen has the right to organized access to health systems, with adequate and effective treatment for his/her problem, humanized, cozy and free of any discrimination, while respecting his/her

person, values and rights. Furthermore, every citizen also has responsibilities for his/her treatment to happen appropriately, with the involvement of health managers to ensure the compliance of the principles.¹⁸⁻⁹

Regarding laboratory exams, they provide important data about the client's health status, assisting in the identification of clinical diagnosis, monitoring, treatment and prognosis. The health team uses the results of examinations for the decision of the clinical conduct that best favors the patient's needs.²⁰

This is probably one of the reasons that make the process of communication between laboratory/unit, clinical analysis, or any mishap, which impede the transfer of results with responsibility, commitment and technical-scientific competence, in order not to compromise the user's care.

Despite the difficulties encountered in the various health units, teamwork sustains the activities, which, in principle, would be adversely affected by the lack of human and material resources. The needs of establishing common objectives and developing work plans are worked out in group, in which priorities are established and team members create the necessary conditions for both the individual as collective growth, with the primary intention of offering care centered on the user, developing quality service.²¹⁻²

When coordinating the nursing team and, many times, the health team, the nurse, through the planning of his/her actions, should encourage the collective work to achieve adequate productivity to a level of quality of health service able to meet users' health needs. This professional has the challenge of being, in fact, an agent of change and transformation of the unit, organizing the health services together with their team and making it an instrument of assertive and resolute actions.²³

CONCLUSION

The planning in primary care is a daily necessity, an ongoing process that allows ensuring directionality to actions undertaken, correcting directions, facing unforeseen circumstances and always seeking to move toward the aimed goals based on pre-established priorities throughout its team.

Several circumstances hamper the development of adequate planning for the needs of the services, such as lack of human and material resources, generating overload of the Nursing work force, allowing the guarantee of health attention restricted to minimum demand, and, in addition, the

demand showed influence on the implementation of efficient and continuous planning.

Nonetheless, as the planning acts as a resource optimizer of the Nursing service, the challenges imposed by the lack of appropriate conditions must be continuously overcome, which can be faced and overcome by teamwork, ensuring the attention to users with efficiency and effectiveness.

Regarding the recognition of the need for a planning, the nurse should be responsible for promoting the administration based on efficiency and effectiveness of the assistance, validating the growth of the profession and seeking quality for his/her users.

This study sought to demonstrate how nurses have performed the planning of their work in daily basic care, glimpsing to emphasize the importance of this instrument as fundamental to Nursing practice. The planning is a tool that can ensure the transformation of reality, aiming at the improvement of the environment, teamwork, the dynamics of the service and customer care. Moreover, analyzing the planning carried out by nurses allowed a reflection on the repercussions of its use in the optimization of health services and Nursing.

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