

DOI: <https://doi.org/10.36489/saudecoletiva.2020v10i58p4021-4030>

Health promotion in Brazil in pandemic by COVID-19: conceptions and practices in basic care

Promoción de salud en Brasil en pandemia por COVID-19: concepciones y prácticas en cuidados básicos

Promoção da saúde no Brasil na pandemia por COVID-19: concepções e práticas em atenção básica

ABSTRACT

Objective: The objective of this article is to analyze, through a literature review, health promotion in Brazil in times of pandemic by COVID-19, considering the thoughts of the selected authors to support the topic addressed. **Method:** This is a literature review study. **Results:** Health promotion involves a set of policies and measures aimed at improving the population's living and health conditions and has been discussed since the mid-1980s, influencing numerous strategies. Many authors emphasize health promotion as a milestone for improving the population's quality of life, highlighting the conditioning and determinant factors of health. **Conclusion:** The effectiveness of health promotion in the context of the FHS in times of pandemic by COVID-19 is essential to characterize this strategy.

DESCRIPTORS: Health Promotion, Family Health Strategy, Health Policy.

RESUMEN

Objetivo: El objetivo de este artículo es analizar, a través de una revisión de la literatura, la promoción de la salud en Brasil en tiempos de pandemia por COVID-19, considerando los pensamientos de los autores seleccionados para apoyar el tema abordado. **Método:** Este es un estudio de revisión de la literatura. **Resultados:** La promoción de la salud involucra un conjunto de políticas y medidas encaminadas a mejorar las condiciones de vida y de salud de la población y ha sido discutida desde mediados de la década de 1980, incidiendo en numerosas estrategias. Numerosos autores destacan la promoción de la salud como un hito para mejorar la calidad de vida de la población, destacando los condicionantes y determinantes de la salud. **Conclusión:** La efectividad de la promoción de la salud en el contexto de la ESF en tiempos de pandemia por COVID-19 es fundamental para caracterizar esta estrategia.

DESCRIPTORES: Promoción de la Salud, Estrategia de Salud Familiar, Política de Salud.

RESUMO

Objetivo: O objetivo deste artigo é analisar, por meio de uma revisão da literatura, a promoção da saúde no Brasil em tempos de pandemia por COVID-19, considerando o pensamento dos autores selecionados para dar embasamento ao tema abordado. **Método:** Tratando-se de um estudo de revisão bibliográfica. **Resultados:** A promoção da saúde envolve um conjunto de políticas e medidas visando à melhoria das condições de vida e saúde da população e vem sendo discutida desde meados da década de 80, influenciando inúmeras estratégias. Muitos autores enfatizam a promoção da saúde como marco para a melhoria da qualidade de vida da população destacando os fatores condicionantes e determinantes da saúde. **Conclusão:** A efetivação da promoção da saúde no contexto da ESF em tempos de pandemia por COVID-19 apresenta-se como essencial para caracterizar tal estratégia.

DESCRIPTORES: Promoção da saúde, Estratégia Saúde da Família, Política de Saúde.

RECEIVED ON: 08/29/2020 APPROVED ON: 09/24/2020

Naiara Maia da Silva

Specialist, Coordinator of Primary Care. Conceição da Feira, BA, Brazil.
ORCID: 0000-0002-2405-0542

Raquel Machado Bastos

Specialist, Municipal Health Secretary. Conceição da Feira, BA, Brazil.
ORCID: 0000-0002-8119-4649

Valdirene Rosa da Cruz Conceição

Specialist, Worker's Health Coordinator. Conceição da Feira, BA, Brazil.
ORCID: 0000-0001-9932-0706

Andreia de Souza Costa Bastos

Specialist, Coordinator of the "Saúde na Escola" Program, Conceição da Feira, BA, Brazil.
ORCID: 0000-0003-1119-2346

Glauciane da Silva Sales

Specialist, Billing Coordinator at Teixeira de Freitas Municipal Hospital, Teixeira de Freitas, BA, Brazil.
ORCID: 0000-0002-5555-1059

Thiago Nogueira Silva

Master, Health Surveillance Coordinator, Conceição da Feira, BA, Brazil.
ORCID: 0000-0002-8666-8698

INTRODUCTION

Health promotion can be understood as a set of measures capable of acting on health determinants, increasing general well-being, but not restricting health to the absence of disease. Clinical assistance services run through intersectoral actions in the scope of education, basic sanitation, housing, income, work, food, access to essential goods and services, leisure, among others.¹

Thus, Primary Care becomes one of the main instruments to be used as a vehicle for Health Promotion, acting as a mediator between families and the implementation of health policies, establishing activities for prevention, promotion, recovery and rehabilitation of health citizens' health.¹

According to the World Health Organization, health promotion enables individuals to expand control over health determinants.² In this sense, the need for changes in the ways and conditions of life and its role as a mediation strategy between people and the environment.³

In the past 25 years the world has recognized the importance of Health Promotion with the holding of important International Conferences on Health Promotion. Important documents such as: the report of the emissions sent to China in 1973 and 1974, the Lalonde Report in Canada in 1974, the Alma

Ata Declaration in 1978 and International Conferences on Health Promotion held in Ottawa in 1986, Adelaide in 1988, Sundsvall 1991, Jakarta in 1997, Bangkok 2005, developed the political and conceptual bases of health promotion. As well as, in Latin America, the Santafé Conference in Bogotá in 1992, the 5th International Conference in Mexico in 2000 and the World Conference for the Environment, known as ECO 92, also strengthened the ideals of health promotion bringing the theme to the that continent.⁴

In the 90s, health promotion views started to grow in Brazilian health thinking with health surveillance proposals and strategies such as Healthy Cities and Family Health. Thus, in 2006, the National Health Promotion Policy emerged in Brazil, which proposes interventions in health problems and needs in order to reduce risks to the health of the population.^{5,6}

Thus, the aim of this article is to analyze, through a literature review, health promotion in Brazil in times of pandemic by COVID-19, considering the thoughts of the selected authors to support the topic addressed.

METHOD

The methodology used for this article was the bibliographic review that refers to the activities involved in the search for information on a topic and in the

elaboration of a comprehensive picture of the information situation.²³

For this review, a search was made for scientific journal articles available in the following databases: Medical Literature Analysis and Retrieval System Online (MEDLINE), Latin American and Caribbean Literature in Health Sciences (LILACS) and the Scientific Electronic virtual library Library Online (SciELO).

The search for the articles used was carried out from the beginning to the end of June 2020. The following inclusion criteria were established: complete scientific articles in Portuguese, English and Spanish; available for consultation and published in the last 5 years and that could bring clarification to the guiding question.

For the categorization of studies, the information extracted from these publications was organized. Subsequently, this information was arranged in paragraphs according to the main results of the article. The methodologies used by the authors and the conclusions reached were also considered.

RESULTS E DISCUSSION

For a better organization of the discussion of the data obtained, the results were divided into specific topics, with grouping them according to the thematic related to the information, as follows:

Health Promotion in Brazil

The questions about health promotion were introduced in Brazil in the mid-1980s, in line with the debates on Health Reform, receiving prominence at the 8th National Health Conference in 1986. At this conference there was a consensus that for the health sector in Brazil, a mere administrative and financial reform was not enough, but a change in the current institutional legal framework that included the expansion of the concept of health.¹

The findings of these authors agree with the idea that although the concepts and objectives for Brazilian society, the 8th National Conference were similar to those proposed in Ottawa, at the 1st Global Conference on Health Promotion.⁷ In this way, the Ottawa Charter proposes a positive conception of health, in which an ideological basis for health promotion was formulated, a day-to-day resource, not an objective of life, emphasizing its importance for social and economic life productive.⁴

With this, health promotion is a theoretical - practical - political field that in its composition with the concepts and positions of the Brazilian Health Reform Movement is outlined as a policy that must cover the set of health actions and projects, presenting at all levels of complexity in the management and care of the health system [...] that places the subjects - users and health professionals - as protagonists in the organization of the health production process, understanding that health is produced there, subjects and world.⁸

Thus, in Brazil, the idea of health promotion appears as an influencer of the Health Surveillance proposal, supports the Healthy Cities Project, influences health education practices and projects for reorganizing the basic network, currently linked to the FHS.⁹

The National Health Promotion Policy proposes interventions on thematic axes, ways of living, working conditions, housing, environment, education, leisure,

culture, access to essential goods and services.⁵

The National Health Promotion Policy, then, is a health production

Thus, health promotion proposes an action that reverses situations such as: lack of opportunity to choose and control individuals over life situations, so that equity is achieved, that is, opportunities for social justice can be created, in which biological differences and free choice are respected, and minimum conditions for dignified survival are ensured.

strategy, that is, a way of thinking and operating in conjunction with the other policies and technologies developed in the Brazilian health system.

Health Promotion: Concepts and Meanings

Health promotion is the name given to the process of training the community to act to improve their quality of life and health, including greater participation in controlling this process.¹⁰ It is a strategy whose main objective is to improve the quality of life of the population and consequently health conditions. For this, there is a need for coordinated work between different sectors aimed directly interfere in the conditions and determinants of health, as well as work between individuals the responsibility that each has with their own health.

The Ottawa letter, the result of the 1st International Conference on Health Promotion held in 1986 in Canada, proposed a positive concept of health, emphasizing that health promotion is not the exclusive responsibility of the health sector, as it involves a healthy lifestyle and the global well-being. Fundamental conditions for the existence of health were also considered: having peace, housing, education, food, income, stable ecosystem, sustainable resources, social justice and equity.¹⁰

In line with this study, it is stated that characterizing health promotion is based on the understanding that health is the product of a set of factors related to quality of life, including good working conditions, opportunities for lifelong education, clean physical environment, social support for families and individuals and the possibility of health care.¹¹

Thus, health promotion proposes an action that reverses situations such as: lack of opportunity to choose and control individuals over life situations, so that equity is achieved, that is, opportunities for social justice can be created, in which biological differences and free choice are respected, and minimum

conditions for dignified survival are ensured.¹²

In this, since its actions and policies are directed at the determinants of health, health promotion requires cooperation between the different sectors involved and the articulation of its actions: legislation, tax system, tax measures, education, housing, social services, primary health care, urban planning, among others.¹³

Thus, health promotion is more broadly defined than prevention, as it refers to measures that are not directed at a particular disease or disorder serving to increase general health and well-being.^{14,15}

Thus, assuming the relationship between health and politics, economics, environment and socio-cultural factors (in addition to biological factors), health promotion is attributed the duty to allow such factors to be favorable to health.

The importance of involving different actors for health promotion has been highlighted since 1978, in the Alma Ata Declaration, which placed health as a fundamental human right and the highest level of health, as a global social goal not only for the health sector, as well as social and economic. Reinforcing this line, in Australia, in 1988, at the Adelaide Conference, the second International Conference on Health Promotion, a new orientation for health policies was instituted, emphasizing the involvement of people, cooperation of various sectors of society and the creation of primary health care.^{16,17}

Health Promotion in Primary Care in Times of Pandemic by Covid-19

Primary Health Care / Family Health is organized through interdisciplinary team work, through the responsibility of Family Health Teams in a given territory, an area covered by an enrolled population. It works with a focus on families, through established bonds, developing health promotion actions, disease prevention, health recovery and

rehabilitation. According to Ordinance 648, of March 28th, 2006, which approves the National Primary Care policy, the ESF aims at reorganizing Primary Care in the country, in accordance with SUS precepts.¹⁸

The World Health Organization (WHO) declared on March 12th, 2020, the disease caused by the new coronavirus (SARS-CoV-2) as a pandemic. The infection (COVID-19), in addition to being more transmissible, has an estimated lethality of approximately 14 times that of influenza. The high rate of contagion, with each individual infecting 2 to 3 people, on average, causes the epidemic to expand in geometric progression.¹⁹

In Brazil, the prioritization of Primary Health Care - PHC, with the expansion of the Family Health Strategy and the strengthening of all its attributes, with an emphasis on so-called derivatives (cultural competence, family and community orientation) is crucial in combating COVID -19 throughout the national territory and PHC has a leading role in ensuring access to health care and acting on health determinants in the face of an emerging challenge.²⁰

The national response to COVID-19 goes through the PHC with the Family Health Teams in the role of coordination and communication of care, developing actions for the population and communities, seeking to drastically reduce the number of people who would be referred, unnecessarily, to the emergency rooms and public and private hospitals. In addition, it is essential that the ESF reinforce the prevention strategies for COVID-19 and, at the same time, maintain the longitudinal monitoring of people under care.²¹

The actions of Primary Care, especially the Family Health Strategy, in a scenario of scarcity of diagnostic tests and intensive care beds are essential, such as:

- Active search for respiratory symptoms; It represents the initial tactic for the early detection of recent infected and, when incorporated into the work

process of the teams, promoting the previous diagnosis of the disease, and avoiding the underreporting of cases;²²

- Monitoring of confirmed cases in the territory; When a suspected case of COVID-19 is identified and notified, monitoring begins. In this context, the cases are monitored by phone until discharge and where, in the dialogue, the symptoms are observed, the clinical evolution and it is verified if the isolation is adequate and if someone in the family manifested symptoms of the disease and, when necessary, the ESF team travels to the home for better assessment and monitoring on the spot.²²

- Social isolation and FHS; Horizontal social isolation has been an important worldwide control strategy for COVID-19 to reduce exponential case growth. The horizontal social distance is necessary for the postponement of the epidemic peak, reducing the impact of this by assistance demand and giving time for managers to organize the assistance network, avoiding consequences on the population's health.²²

- Coordination of care for families; The ESF assumes a strategic role in the Unified Health System (SUS), in the coordination of care in the health territory and in the organization of the HCN, with the aim of guaranteeing health promotion, disease prevention, as well as early identification, monitoring, assistance and rehabilitation of patients, accompanying users in the health territory and, when identifying the need to share care in the network with other services, they dialogue with specialized care for image examinations and with hospitals for the process of hospitalization.²²

Through these aspects, it is necessary to highlight health promotion in Brazil, especially in the COVID-19 pandemic.

CONCLUSION

Considering the studies carried out and the objectives raised, we concluded that Health Promotion is a strategy that, when carried out in accordance with

what is recommended by the Ministry of Health, brings advantages to the assisted population when analyzing the aspects inherent to health promotion in Brazil in times of pandemic by COVID-19.

The analysis of the origins and conceptions of health promotion in Brazil provided an increase in the knowledge of when the first questions about this theme appeared in the country, which made it possible to countless discussions

and reflections by different authors.

Understanding the promotion of health as a considerable factor that allows the visibility of the determinant causes of the population's health conditions, we can understand it as fundamental for the improvement of the quality of life of the beneficiaries of the actions and activities within the context of the referred strategy.

When emphasizing the identification of health promotion within the scope of

the Family Health Strategy, the importance of this tool to improve the living and health conditions of the population was highlighted, especially with regard to the need to show individuals the responsibility that each one has with their health and develop educational processes aimed at improving their self-care, one of the main points to be worked on when it comes to promoting health in Primary Care. ■

REFERÊNCIAS

1. Lopes AMP. Promoção da saúde no processo de democratização brasileiro: biopolíticas e constituição de sujeitos da saúde. *Fractal, Rev. Psicol.* 2019;31(3):283-291.
2. Silva JBJ. Promoção da saúde: ação necessária e urgente nas Américas. *Ciênc. saúde coletiva.* 2019;24(11):3994.
3. Abreu MF, Melo EM e Silveira AM. Contribuições do Planejamento Participativo Regionalizado (PPR) para a ampliação da cidadania e promoção da saúde. *Saúde em Debate [online].* 2018;42(spe4):107-119.
4. Malta DC et al. O SUS e a Política Nacional de Promoção da Saúde: perspectiva resultados, avanços e desafios em tempos de crise. *Ciênc. saúde coletiva.* 2018;23(6): 1799-1809.
5. Dias MSA et al. Política Nacional de Promoção da Saúde: um estudo de avaliabilidade em uma região de saúde no Brasil. *Ciênc. saúde coletiva.* 2018;23(1):103-114.
6. Hartz ZMA. Cuidados primários, avaliação e ações intersectoriais em promoção da saúde. *Ciênc. saúde coletiva.* 2017;22(3):687-688.
7. Minayo MCS. Políticas, tecnologias e práticas em promoção da saúde. *Ciênc. saúde coletiva.* 2017;22(12):4151-4152.
8. Penido CMF, Romagnoli RC. Apontamentos sobre a clínica da autonomia na promoção da saúde. *Psicol. Soc.* 2018;30:e173-615.
9. Oliveira JLM et al. Os desafios do saneamento como promoção da saúde da população brasileira. *Saúde em Debate [online].* 2019;43(especial 3):4-5.
10. OPAS. Organização Pan-americana de Saúde Carta de Ottawa: primeira conferência internacional sobre promoção da saúde, Ottawa, 1986. Disponível em: <<http://www.opas.org.br/promocao/uploadArq/Ottawa.pdf>> Acesso em: 10 jul. 2020.
11. Dias LF et al. Promoção da Saúde: Coerência nas Estratégias de Ensino-Aprendizagem. *Rev. bras. educ. med.* 2019;43(1),supl.1:641-651.
12. Ramos JFC et al. Pesquisa participativa e as estratégias de promoção da saúde integral da criança no Sistema Único de Saúde (SUS). *Interface (Botucatu).* 2018;22(67):1077-1089.
13. Oliveira RTQ et al. Matriz de avaliação de programas de promoção da saúde em territórios de vulnerabilidade social. *Ciênc. saúde coletiva.* 2017;22(12):3915-3932.
14. Madeira FB et al. Estilos de vida, habitus e promoção da saúde: algumas aproximações. *Apoio financeiro: Fundação de Amparo à Pesquisa do Estado do Piauí (Fapepi).* *Saúde e Sociedade [online].* 2018; 27(1):106-115.
15. Prado, Níliá Maria de Brito Lima e Santos, Adriano Maia dos. Promoção da saúde na Atenção Primária à Saúde: sistematização de desafios e estratégias intersectoriais. *Saúde em Debate [online].* 2018;42(spe1):379-395.
16. OPAS. Declaração de Alma Ata: Conferência internacional sobre cuidados primários de saúde, URSS, 1978. Disponível em: <<http://www.opas.org.br/coletiva/uploadArq/Alma-Ata.pdf>>. Acesso em: 10 jul. 2020.
17. OPAS. Conferência de Adelaide: segunda conferência internacional sobre promoção da saúde, Austrália, 1988. Disponível em: <<http://www.opas.org.br/promocao/uploadArq/Adelaide.pdf>>. Acesso em: 12. jul. 2011.
18. Farias JM, Minghelli LC, Soratto J. Promoção da saúde: discursos e concepções na atenção primária à saúde. *Cad. saúde colet.* 2020. Ahead of Print:1-9.
19. WHO - World Health Organization. Report of the WHO-China Joint Mission on Coronavirus Disease 2019 (COVID-19). Genebra:WHO, 2020.
20. Daumas, Regina Paiva et al. O papel da atenção primária na rede de atenção à saúde no Brasil: limites e possibilidades no enfrentamento da COVID-19. *Cadernos de Saúde Pública [online].* 2020;36(6):1-7.
21. Harzheim E et al. Ações federais para apoio e fortalecimento local no combate ao COVID-19: a Atenção Primária à Saúde (APS) no assento do condutor. *Ciência & Saúde Coletiva [online].* 2020;25(suppl 1):2493-2497.
22. Ximenes N, Francisco RG et al. Coordenação do cuidado, vigilância e monitoramento de casos da COVID-19 na Atenção Primária à Saúde. *Enfermagem em Foco, [S.l.].* 2020;11(1).
23. GIL, A.C. Como elaborar projetos de pesquisa. 4. Ed. São Paulo: Atlas, 2002.