

Formation, Training and Improvement in Youth Oncology in the Scope of the National Program of Support to Cancer Oncology: a Panorama of the Triennium 2016-2018

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Formação, Treinamento e Aperfeiçoamento em Oncologia Infantojuvenil no Âmbito do Programa Nacional de Apoio à Atenção Oncológica: um Panorama do Triênio 2016-2018

Formación, Entrenamiento y Perfeccionamiento en Oncología Infantil y Juvenil en el Marco del Programa Nacional de Apoyo a la Atención Oncológica: un Panorama del Trienio 2016-2018

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Abstract

Introduction: The National Program of Support to Cancer Oncology (Pronon) is the result of a partnership between the Ministries of Health and of Finance, which together determine a global amount of tax relief to be used each cycle. Among the priority themes of the program are the youth oncology and it is possible to submit projects by the Health Institutions of the Third Sector in the areas of assistance, research and professional training. **Objective:** Present a panorama of the triennium 2016-2018 referring to the projects focused on this theme, in the area of training, training and improvement of human resources. **Method:** Study and qualitative and quantitative analysis were done, taking as a sample all the projects submitted to the Ministry of Health, within Pronon, in the period. **Results:** It was possible to observe that the number of projects presented in the scope of Pronon in the subject of youth oncology is very low, representing 14.28% of the total of projects presented in the triennium and only one project was approved. **Conclusion:** We conclude, therefore, that there is a shortage of projects, both presented and approved, involving this theme. In this way, it is sought to encourage the Third Sector institutions that act in the provision of oncological services to participate in the program through projects with technical operational capacity, considered of relevance to the Unified Health System and its users.

Key words: Medical Oncology; National Health Programs; Health Human Resource Training; Pediatrics.

Resumo

Introdução: O Programa Nacional de Apoio à Atenção Oncológica (Pronon) é fruto de uma parceria entre os Ministérios da Saúde e da Fazenda, que, conjuntamente, determinam um valor global de renúncia fiscal a ser empregada a cada período. Entre os temas prioritários do programa, tem-se a oncologia infantojuvenil e é possível a submissão de projetos, pelas instituições de saúde do Terceiro Setor, nas áreas de assistência, pesquisa e formação profissional. **Objetivo:** Apresentar um panorama do triênio 2016-2018, referente aos projetos voltados para essa temática, na área de formação, treinamento e aperfeiçoamento de recursos humanos. **Método:** Estudo de caso e análise quali-quantitativa, tendo como amostra todos os projetos apresentados ao Ministério da Saúde, no âmbito do Pronon, no período. **Resultados:** Foi possível observar que o número de projetos apresentados na esfera do Pronon, na temática de oncologia infantojuvenil, é muito baixo, representando 14,28% do total de projetos expostos no triênio e, destes, somente um foi aprovado. **Conclusão:** Conclui-se que há uma carência de projetos tanto apresentados como aprovados envolvendo essa temática. Dessa forma, busca-se incentivar as instituições do Terceiro Setor que atuam na prestação de serviços oncológicos a participarem do programa por meio de projetos com capacidade técnica operacional, considerados de relevância para o Sistema Único de Saúde e seus usuários.

Palavras-chave: Oncologia; Programas Nacionais de Saúde; Capacitação de Recursos Humanos em Saúde; Pediatria.

Resumen

Introducción: El Programa Nacional de Apoyo a la Atención Oncológica (Pronon) es fruto de una asociación entre los Ministerios de Salud y de la Hacienda, que, conjuntamente, determinan un valor global de renuncia fiscal a ser empleada a cada período. Entre los temas prioritarios del programa, se tiene la oncología infantil y juvenil y es posible la presentación de proyectos, por las instituciones de salud del Tercer Sector, en las áreas de asistencia, investigación y formación profesional. **Objetivo:** Presentar un panorama del trienio 2016-2018 referente a los proyectos dirigidos a esa temática, en el área de formación, entrenamiento y perfeccionamiento de recursos humanos. **Método:** Estudio de caso y análisis cuantitativo, teniendo como muestra todos los proyectos presentados al Ministerio de Salud, en el ámbito del Pronon, en el período. **Resultados:** Se pudo observar que el número de proyectos presentados en el marco del Pronon en la temática de oncología infantil y juvenil es muy bajo, representando el 14,28% del total de proyectos presentados en el trienio y sólo un fue aprobado. **Conclusión:** Se concluye, por lo tanto, que hay una carencia de proyectos, tanto presentados como aprobados, involucrando esta temática. De esta forma, se busca incentivar a las instituciones del Tercer Sector que actúan en la prestación de servicios oncológicos a participar del programa por medio de proyectos con capacidad técnica operacional, considerados de relevancia para el Sistema Único de Salud y sus usuarios.

Palabras clave: Oncología Médica; Programas Nacionales de Salud; Capacitación de Recursos Humanos en Salud; Pediatría.

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INTRODUCTION

The Brazilian National Program to Support Cancer Care (PRONON)¹ is a federal government program spearheaded by the Ministries of Health and Finance, aimed at encouraging actions and services by organizations, associations, and non-profit private foundations working in the field of oncology.

According to Di Pietro², broadly speaking, the partnerships involve all forms of arrangements organized between the public and private sectors to achieve public-interest objectives, without forming new legal persons. In the case of PRONON, this partnership involves government administration and health institutions from the Third Sector.

Established by Law no. 12.715/2012³, regulated by Decree no. 7.988/2013⁴ and updated by Ministry of Health Consolidation Ruling no. 05/2017⁵, annex LXXXVI, which revoked Ministry of Health Ruling no. 1.550/14⁶, the program is funded by tax waiver funds, the amount of which is determined formally by the participating Ministries, along three lines:

1. Expansion of the supply of services and the provision of medical care.
2. Support for human resources capacity-building, training, and improvement at all levels.
3. Clinical, epidemiological, experimental, and socio-anthropological research.

The legislation on the program defines priority areas in which the institutions can present projects for training health professionals, preferably affiliated with the Unified National Health System (SUS).

According to Article 6 of Consolidation Ruling no. 05/2017, annex LXXXVI, the priority areas for actions and services in oncology include:

IV- Development of permanent education projects and human resources training targeted to health professionals at all levels of care, especially [...] permanent education in pediatric oncology (p. 5)⁵.

Data from the Brazilian National Cancer Institute José Alencar Gomes da Silva (INCA) for the two-year period 2018-2019⁷ point to an estimated 12,500 new cases of pediatric cancer in Brazil, accounting for 3% of all the new cancer cases in the country. The cure rate for pediatric cancer in Brazil is considered high (80%), although it is still the second leading cause of death in individuals 0 to 19 years of age.

Based on technical data published in the specialized literature, “an estimated 70% of children with cancer can

be cured with early diagnosis and treatment of the disease in specialized centers”⁸.

Among the actions that can be taken by health administrators in their respective jurisdictions, it is crucial to monitor cancer morbidity and mortality in order to obtain information and tools to establish initiatives in the prevention and control of cancer and its risk factors.

In step with care and management, activities in training and capacity-building for health professionals that develop their care for pediatric cancer patients should be one of the pillars for increasing the quality of services, guaranteeing treatment with greater focus, responsibility, and humanity for children and adolescents in such an important and sensitive area as oncology.

As reported by Lacombe (p. 14)⁹, it is fundamentally important:

to select, train, integrate, and improve a group of persons to work in a company as a true team, with well-defined objectives, such that each person knows his or her role, cooperates with others, and “toes the line” to produce results

...through on-going learning, and in this context, continuing education in health. Health professionals should develop technical knowledge in the biological, psychological, and emotional areas, addressing multidisciplinary practice to improve cancer care, especially for children and adolescents.

A study on early diagnosis in pediatric cancer in primary care¹⁰ concluded that there is “a need to enhance the training of health professionals working in the care of children and adolescents in primary health care, prioritizing the approach to early diagnosis of childhood and adolescent cancer”.

It is expected that pediatric oncology institutions will have applied to PRONON for strategic resources for training and capacity-building for health professionals.

In the Brazilian Ministry of Health, the Department for the Coordination of Technical Areas in Health Education under the Division of Health Education Management, under the Secretariat for Workforce Management and Health Education (CGATES/DEGES/SGTES/MS) is the area responsible for the analysis, follow-up, and monitoring of projects under PRONON, seeking to encourage the development and applicability of projects in oncology, especially in pediatric oncology, aimed at dealing with the shortage of projects in this area and strengthening institutions from the Third Sector¹¹.

According to Magalhães, Gadelha, Macedo, and Cardoso:

the theme of children’s cancer needs to be present in all spheres in our country’s health agenda, as a

theme of the utmost relevance, in order to accelerate real improvements in the survival of children and adolescents with cancer in Brazil (p. 4)¹².

The current study thus aimed to analyze the projects submitted within the scope of PRONON to the Brazilian Ministry of Health in the 2016-2018 budget period in the field of capacity-building, training, and improvement of human resources at all levels, and that include proposals for courses in pediatric oncology throughout the country.

METHOD

This was a cross-sectional descriptive study using analysis of data related to projects focusing on the field of capacity-building, training, and improvement of human resources at all levels, submitted to the Ministry of Health in the three-year period from 2016 to 2018.

As provided in its initial ruling, PRONON work with the following major processes, according to the program's administrative procedures established by the Ministry of Health¹: the institution's accreditation in the Program; the project's elaboration by the institution; submission of the project to the Ministry of Health; technical analysis of the project (approval or rejection); validation by the Program's Management Committee; monitoring; conclusion; and financial reporting.

The project's monitoring begins when the project is received by the Ministry of Health: the documents enter through the Electronic Information System, and the data are transcribed to a monitoring spreadsheet. This spreadsheet contains the project's essential data, namely: institution's name, project's name, main themes of the proposed courses, target public, schedule, amount of the proposal, region of Brazil, municipality, state, whether the courses serve a region with gaps in care, and whether the Program's technical section favors the project's implementation.

After identifying all the projects and applying filters to the course themes, state, and target public variables, we identified those with proposals for capacity-building, training, and human resources at all levels on the theme of pediatric oncology.

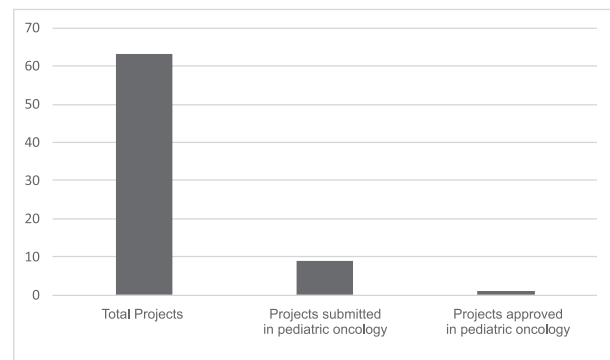
Data collection was limited to the three-year period 2016-2018, and based on the data's consolidation it was possible to identify the projects' geographic distribution, the priority areas covered, and the areas not covered, besides conducting a comparative analysis of the projects submitted by the institutions and those actually approved by the Ministry of Health after the technical analysis.

RESULTS

After collecting and systematizing the data on projects for capacity-building, training, and improvement of human resources at all levels in the scope of PRONON, we found that for the 2016-2018 budget period, the Ministry of Health received 63 proposals for projects in oncology.

During the period covered by the study, and considering the theme's relevance in Brazil, the number of projects submitted in the scope of PRONON in the area of pediatric oncology was very low, accounting for only 14.28% of all the projects submitted for the three years.

Of the nine projects submitted, only one, from Southeast Brazil, was considered fit for execution, as shown in Graph 1.



Graph 1. Comparison of projects (absolute number of projects submitted). 2016-2018

Source: Citizens' Information Service Online System (e-SIC). [Internet]. Version 3.1.0. Brasília: Brazilian Ministry of Health. C2013 – [accessed 2018 Aug 29]. Available at: <http://portalms.saude.gov.br/aceso-a-informacao/servico-de-informacao-ao-cidadao>.

Graph adapted by the authors.

The Ministry of Health consolidated the data for the two years 2016 and 2017, so it was not possible in this study to separate the information by year. The results are thus shown in two periods: cycle 2016-2017 and cycle 2018.

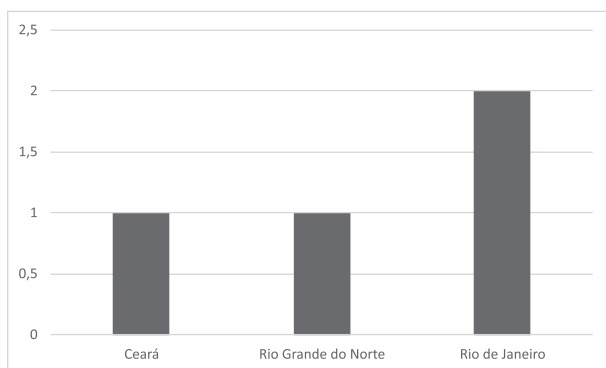
CYCLE 2016-2017

In the two years 2016-2017, 35 projects were submitted to the Ministry of Health in the area of capacity-building, training, and improvement of human resources at all levels in the scope of PRONON. Of these, only four project submissions were in the area of pediatric oncology.

Only three states submitted projects, as shown in Graph 2.

Of these projects submitted for analysis, only two received a favorable assessment of their merit by the technical division. However, one of the two was not

approved because it was not considered a priority, based on the criterion of focusing on an underserved area. Thus, in 2016-2017, only one project in pediatric oncology was considered fit for execution.

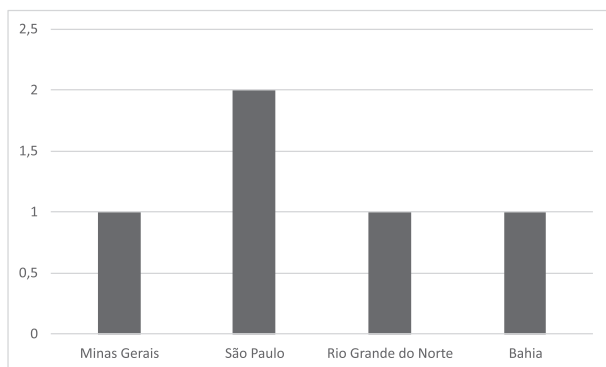


Graph 2. Absolute number of projects submitted in pediatric oncology by state of Brazil in 2016-2017

Source: Citizens' Information Service Online System (e-SIC). [Internet]. Version 3.1.0. Brasília: Brazilian Ministry of Health. C2013 – [accessed 2018 Aug 29]. Available at: <http://portalms.saude.gov.br/ acesso-a-informacao/servico-de-informacao-ao-cidadao>.

CYCLE 2018

In 2018, 28 projects were submitted, of which five focused on pediatric oncology, from four states of Brazil, as shown in Graph 3.



Graph 3. Absolute number of projects submitted in capacity-building, training, and improvement of human resources at all levels in pediatric oncology in 2018 by states of Brazil

Source: Citizens' Information Service Online System (e-SIC). [Internet]. Version 3.1.0. Brasília: Brazilian Ministry of Health. C2013 – [accessed 2018 Aug 29]. Available at: <http://portalms.saude.gov.br/ acesso-a-informacao/servico-de-informacao-ao-cidadao>.

Of the projects submitted, none received a favorable assessment of its merit by the technical division. Rio Grande do Norte was the only state to submit projects in both periods, indicating that most of the institutions that received unfavorable assessments did not develop new proposals during the subsequent year.

CONCLUSION

According to the data on the projects submitted to PRONON in the 2016-2018 budget period, one can conclude that in the area of capacity-building, training, and improvement of human resources at all levels, there is a shortage of proposals submitted and approved in pediatric oncology.

Of the 63 projects submitted, only nine were for pediatric oncology, and of these, only one proposal (in 2017) was considered fit for execution.

Still, through PRONON, it is expected that the Ministry of Health will contribute increasingly to the fight against pediatric cancer in Brazil, supporting projects by the Third Sector, mainly located in underserved regions with gaps in care.

It is of the utmost importance to expand quantitatively and qualitatively the submission and approval of projects for training, capacity-building, and qualification at all levels in the area of pediatric oncology, so as to help improve health professionals working in this area.

Concerning the rejection of the few projects submitted in pediatric oncology, we suggest that new studies be conducted to identify the causes of such rejection, which may relate to noncompliance with the program's legislation or the projects' inadequacy in terms of the criteria defined by the Ministry of Health.

CONTRIBUTIONS

Both authors contributed substantially to the study's conception and/or planning, data collection, analysis, and/or interpretation, and writing and/or critical revision and approval of the final version for publication.

CONFLICT OF INTEREST

None.

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None.

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