

## ORIGINAL ARTICLE

## TABLE OF NURSING PROCEDURES: ANALYSIS OF THE SCOPE AND SUPPORT IN FEDERAL COUNCIL RESOLUTIONS

### HIGHLIGHTS

1. Legal backing is an important factor for entrepreneurship in the area.
2. Expanding the scope of procedures strengthens the nurse's role.
3. The expanded role of nurses benefits access to healthcare.
4. Professional nurses have the prerogative to undertake.

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### ABSTRACT

**Objective:** To analyze the scope and support of the nursing procedures table based on resolutions of the Federal Nursing Council from 2005 to 2021. **Method:** A quantitative documentary study was carried out on the Federal Nursing Council website to identify the resolutions published between 2005 and 2021. The analysis, conducted in three screening stages, covered resolutions between No. 301/2005 and 673/2021 related to the table of minimum fee procedures for nursing. **Results:** In comparison, resolution No. 673/2021 extends the table of nursing procedures in Resolution No. 301/2005 in four areas of activity and adds 34 procedures, totaling 174 nursing procedures, backed by 48 current resolutions. **Conclusion:** The expansion of nursing procedures, supported by legal grounds, reinforces the entrepreneurial side of nurses. This aspect, when pointed out, can instigate reflection and recognition on the part of the category to expand its activities.

**KEYWORDS:** Nursing; Nursing Legislation; Role of the Nursing Professional; Remuneration; Entrepreneurship.

### HOW TO REFERENCE THIS ARTICLE:

Menegaz J do C, Correa T de FA, Teodoro C. Table of nursing procedures: analysis of the scope and support in Federal Council resolutions. *Cogitare Enferm.* [Internet]. 2023 [cited "insert year, month, day"]; 28. Available from: <https://dx.doi.org/10.1590/ce.v28i0.92936>.

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## INTRODUCTION

In Brazil, the professional practice of nursing is guaranteed by Law No. 7.498/86 and Decree No. 94.406/87, which establishes legal support for the regulation of the profession in Brazil, allowing individuals who are qualified and registered with the Regional Nursing Council (COREN) in their jurisdiction to practice legitimately<sup>1</sup>.

The system made up of the Federal Nursing Council (COFEN) and its Regional Nursing Councils, created by Law No. 5905/1973, is a reference for regulations aimed at guaranteeing the legal exercise of nursing, supervising, standardizing and directing practice, promoting excellence in the services provided. It is the authority's responsibility to propose changes to professional practice legislation in line with updates and advances in the duties of nursing professionals<sup>2-3</sup>.

It is through the drafting and approval of resolutions by COFEN that it is possible to broaden the scope of practice and ensure professional performance is recognized in the job market, especially concerning paid practice, making decisions on this issue important. Nursing is a profession in constant progress and updating. It is guaranteed by ethical and legal precepts and is guided by technical and scientific knowledge<sup>4</sup>.

Along these lines, entrepreneurship in nursing, especially in business, is the process that is mobilizing the expansion of professional practice and autonomy. This movement has increased the profession's visibility, stimulating the creation of new areas of activity and generating a range of possibilities for nurses, especially in paid practice<sup>5</sup>.

Legal certainty and institutional strengthening present new possibilities for fields of practice and professional autonomy. In this respect, the COFEN/COREN system is directly involved in regulating and guaranteeing the pricing of nursing services.

In 2005, COFEN Resolution No. 301, which focused on the implementation of minimum fees for the provision of nursing services, and was updated by COFEN Resolution No. 673/2021, which establishes the Nursing Work Reference Unit (URTE), and proposes new minimum values for nursing procedure fees in URTE<sup>6-7</sup>.

To standardize remuneration for services provided by nurses, COFEN Resolution no. 301/2005 set minimum fees for providing services, divided into 16 areas of activity, integrating the procedures carried out by nurses with their respective values. Suppose the values are updated by establishing the URTE, as a result of COFEN Resolution No. 673/2021, totaling 20 areas with their appropriate procedures carried out by nursing staff.

Over the 16 years that separate one resolution from the other, new decisions have emerged that have led to an increase in procedures evident in establishing a reference unit for nursing work for the setting of values approved in 2021. Examples are the approval of Resolution No. 529/2016, which regulates work in aesthetics, and Resolution No. 585/2018, establishing and recognizing acupuncture as a specialty and qualification for nursing professionals. Table 1 shows the areas of nursing practice, the practical procedures in the different resolutions, and how many resolutions per area appeared in this period.

Given the above, this article aimed to analyze the scope and support of the nursing procedures table based on resolutions of the Federal Nursing Council from 2005 to 2021.

## METHOD

A quantitative documentary study was conducted, analyzing official documents that had not yet received analytical treatment or that could be approached according to the research objective<sup>8</sup>. To continue to provide answers on expanding the professional scope

and supporting paid nursing practices, the resolutions published by COFEN between 2005 and 2021 were analyzed. The selected period is in relation to the COFEN Resolution no. 301/2005 and COFEN Resolution No. 673/2021 set benchmarks for minimum nursing fees.

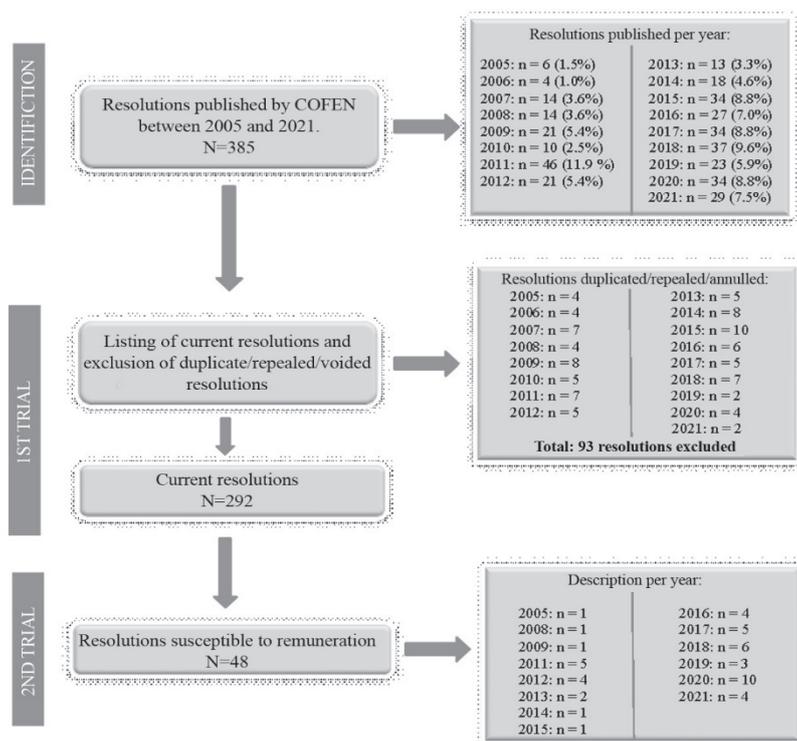
Data was collected in December 2022 electronically by accessing the COFEN portal, identifying all the resolutions produced within the period proposed for analysis, after which they were grouped in a table, prepared in the *Microsoft Excel* spreadsheet editor, taking into account the year of publication, the title and the menu.

The first screening was then carried out, identifying which resolutions were in force, excluding those revoked, duplicated, or annulled. The second screening was carried out, which consisted of identifying which of the resolutions in force standardized professional practices that could be remunerated. Afterward, the resolutions included were associated and compared to the areas of activity included in COFEN Resolution No. 301/2005 (administrative, teaching, and care) and COFEN Resolution No. 673/2021 (administrative, didactic-educational, childbirth and newborn care, operating room support, and assistance).

## RESULTS

As for the scope, when comparing the 2005 and 2021 resolutions, it was observed that four areas of activity were added in COFEN Resolution No. 673/2021: childbirth and newborn care, surgical support, alternative and complementary therapies, and aesthetics. The number of procedures was also increased from 140 to 174, all backed by current resolutions.

Between 2005 and 2021, COFEN published 385 resolutions, of which 93 have been repealed, and 292 are still in force. Of the resolutions in force, 48 support the nursing procedures table, as shown in Figure 1.



**Figure 1** - Flowchart describing the resolutions passed between 2005 and 2021. Chapecó, SC, Brazil, 2022.

Source: Authors (2022).

**Table 1** - Areas and procedures considering COFEN resolutions No. 301/2005 and n. 673/2021, showing the resolutions approved between 2005 and 2021. Chapecó, SC, Brazil, 2022.

Areas	COFEN Resolution No. 301/2005	COFEN Resolution No. 673/2021	Resolutions approved and in force between 2005 - 2021
Administrative	05 procedures	Ten procedures	09
Didactics	08 procedures	12 procedures	-
Childbirth and Newborn Care	-	05 procedures	05
Surgical Support	-	06 procedures	01
Assistance with hygiene and comfort needs	20 procedures	16 procedures	-
Meeting oxygenation and circulation needs	08 procedures	13 procedures	03
Meeting nutritional needs	08 procedures	07 procedures	02
Meeting disposal needs	14 procedures	11 procedures	01
Meeting thermal/hormonal/neurological/hydro electrolytic/respiratory/cardiovascular regulation needs	15 procedures	20 procedures	-
Meeting cutaneomucosal needs	10 procedures	17 procedures	01
Meeting diagnostic and therapeutic needs	28 procedures	27 procedures	03
Meeting the needs of locomotion/mobility/exercise/change of decubitus	11 procedures	01 procedure	02
Meeting physical security needs	02 procedures	-	-
Caring for the body after death	01 procedure	01 procedure	-
Nursing Process	03 procedures	04 procedures	07
Alternative and complementary therapies	-	07 procedures	02
Aesthetics	-	09 procedures	02
Surveillance and Monitoring	05 procedures	16 procedures	04
First Aid	01 procedure	01 procedure	04
Home care	01 procedure	01 procedure	-

Source: Authors (2022).

**Table 2** - Description of the procedures subject to remuneration with the resolutions that support them. Chapecó, SC, Brazil, 2022.

Procedure	Description	n. / Year of Resolution	Summary of the Resolution	Relationship with Resolutions No. 301/2005 and 673/2021
Orthopedic procedures	Nursing care in orthopedics and procedures related to orthopedic immobilization.	No. 422/2012	It regulates the work of nursing professionals in orthopedic care and orthopedic immobilization procedures.	-
Opening offices and clinics	Opening offices and clinics in various areas of nursing.	No. 568/2018	Approves the regulations for nursing offices and nursing clinics.	-
Assistance in the process of organ and tissue donation for transplants	Assistance in organ and tissue donation for transplantation, nursing care for the donor and recipient in the perioperative period of organ and tissue transplantation.	No. 611/2019	Updates the rules regarding the nursing team's work in organ and tissue donation for transplants and makes other provisions.	-
Intraosseous puncture	Intraosseous puncture, in urgent and emergencies, if it is impossible to obtain peripheral venous access.	No. 648/2020	Provides for the standardization, training, and performance of nurses in performing intraosseous punctures on adults and children in pre- and in-hospital urgency and emergencies.	-
Supervision/Coordination	Action taken by the nurse in front of a team and sector.	No. 303/2005	Provides authorization for nurses to take on the role of technical coordinator of the health service waste management plan (PGRSS).	Administrative Activities
		No. 424/2012	It regulates the duties of nursing professionals in material and sterilization centers (CME) and health product processing companies.	
		No. 571/2018	Authorizes the occupational nurse to fill out, issue, and sign the biological monitoring report provided for in the social security professional profile (PPP).	
		No. 620/2019	Regulates the duties of nursing professionals in long-term care institutions for the elderly.	Administrative activities // Nursing process
		No. 678/2021	Approves the work of the nursing team in mental health and psychiatric nursing.	Administrative activities // Nursing process
		No. 656/2020	It regulates the role of nurses in the direct assistance and management of mobile pre-hospital care and in-hospital care by air vehicle.	Administrative activities // First aid

<b>Specialized Consulting</b>	Advice, planning, diagnosis, proposals for regulations, flows, monitoring, control, and follow-up of projects.	No. 468/2014	Provides for the work of nurses in genetic counseling.	<b>Administrative Activities</b>
		No. 556/2017	Regulates the activity of forensic nurses in Brazil and makes other provisions.	
<b>Technical Responsibility</b>	Nursing professional at a higher level who is responsible for planning, organizing, directing, coordinating, executing, and evaluating nursing services and who is granted ART by the Regional Nursing Council.	No. 509/2016	Updates the technical standard for noting technical responsibility for the nursing service and defines the duties of the nurse in charge.	<b>Administrative Activities</b>
<b>Technical opinion for accreditation/qualification</b>	An administrative act deriving from binding police power in which the Regional Nursing Council, as the body that oversees professional practice, grants, based on the fulfillment of legal requirements, a license to the nurse in charge to act as a link between the company's/ institution's Nursing Service and the Regional Nursing Council, to facilitate the exercise of supervisory activity about the nursing professionals who carry out their activities there, as well as promoting the quality and development of nursing care in its technical, ethical and safe aspects for society and nursing professionals.			
<b>Accompanying and assisting normal childbirth without dystocia</b>	Action taken by obstetric nurses and midwives.	No. 439/2012	Provides for the compulsory registration of the title of specialist in obstetric nursing and makes other provisions.	<b>Childbirth and newborn care</b>
		No. 440/2013	Provides for the enrollment and registration of midwives and other measures.	
		No. 627/2020	Standardizes the performance of obstetric ultrasound by obstetric nurses.	

Accompanying and assisting normal childbirth with spinal surgery and the application of anesthesia by professional practice	Action taken by obstetric nurses and midwives.	No. 516/2016	It regulates the work and responsibility of nurses, obstetric nurses, and midwives in the care of pregnant women, parturients, puerperal women, and newborns in obstetric services, normal delivery centers and birthing centers, and other places where this care takes place; establishes criteria for registering titles of obstetric nurses and midwives within the scope of the Cofen/ Regional Nursing Councils system, and makes other provisions.	Childbirth and newborn care
		No. 627/2020	Standardizes the performance of obstetric ultrasound by obstetric nurses.	
Postpartum/breastfeeding care	Action taken by obstetric nurses and midwives.	No. 547/2017	To standardize the nurse's role in collecting umbilical cord and placental blood.	Childbirth and newborn care
Operating perfusion equipment	Action carried out by the Perfusion Nurse, acting as a surgical team member.	No. 667/2021	Updates the standards for perfusion nurses.	Surgical Support
Take a sample of arterial blood	A trained nurse carries out the procedure.	No. 390/2011	It regulates how nurses should perform arterial punctures for blood gas analysis and invasive blood pressure monitoring.	Meeting oxygenation and circulation needs
Aspirate the upper airways, observing the secretion and cardiopulmonary auscultation characteristics.	Severe patients undergoing orotracheal intubation or tracheostomy in emergency, intensive, semi-intensive, or intermediate care units or other care units should have their airways suctioned by a nurse.	No. 557/2017	It regulates the nursing team's role in the airway aspiration procedure.	Meeting oxygenation and circulation needs
Aspirate tracheostomy/ OTT (orotracheal tube) with observation of secretion characteristics and cardiopulmonary auscultation.				
Performing installation and general care of ventilatory assistance devices	Carrying out installation and general care of mechanical ventilatory assistance devices.	No. 639/2020	Provides for nurses' competencies in caring for mechanically ventilated patients in out-of-hospital and in-hospital environments.	Meeting oxygenation and circulation needs
Performing installation and general care of mechanical ventilatory assistance devices				
Dressing the tracheostomy ostium with or without changing the lace				
Carrying out tracheostomy sub-cannula orientation and cleaning				
Perform irrigation and cleaning of tracheostomy fluidization of secretions.				
Assembling and testing artificial ventilators				

Administering oral feeding to patients	Administering nutrition, installing, and general control of the food system.	No. 453/2014	Approves the technical standard on the role of the nursing team in nutritional therapy.	Meeting nutritional needs
Cleaning and care instructions for gastrostomy tubes				
Installation, control, and general care of parenteral feeding systems				
Installation, control, and general care of enteral feeding systems				
Inserting or removing naso/orogastric and naso/enteric tubes	Administering nutrition, installing, and general control of the food system.	No. 619/2019	Regulates the role of the nursing team in oro/nasogastric and gastroenteric probing	
Insertion of relief or delayed bladder catheter	Help with your disposal needs.	No. 450/2013	Regulates the bladder catheterization procedure within the scope of the Cofen / Regional Nursing Councils system.	Meeting disposal needs
Swapping devices external urinary tract				
Bladder and bladder catheter irrigation (open/closed)				
Performing small	I am assessing, prescribing, and performing dressings on all types of wounds on patients and coordinating and supervising the nursing team in preventing and caring for people with wounds.	No. 567/2018	Regulates the work of the nursing team in caring for patients with wounds.	Meeting cutaneomucosal needs
Performing medium-sized				
Performing Large size				
Changing stoma dressings and bags				
Bandaging in its various applications				
Removing surgical stitches				
Perform conservative instrumental debridement (small lesion)				
Perform conservative instrumental debridement (medium lesion)				
Perform conservative instrumental debridement (grid lesion)				
Apply Unna boot, compressive therapy, and Contensive				
Use adjuvant therapies to treat small/medium/large wounds, such as low-intensity laser, ultrasound, negative pressure, and ozone therapy.				
Performing podo prophylaxis (preventive and therapeutic care of the feet and nails)				
Esculectomy in cases of onychocryptosis (ingrown toenail)				

Photodynamic therapy for onychomycosis				
Follow up hyperbaric assistance				
Administer/monitor blood products.	Administration of blood components/derivatives.	No. 511/2016	Approves the technical standard on the work of nurses and nursing technicians in hemotherapy.	Meeting diagnostic and therapeutic needs
		No. 629/2020	Approves and updates the technical standard on the work of nurses and nursing technicians in hemotherapy.	
Installation of chemotherapy	Assistance provided by nursing professionals to patients undergoing antineoplastic chemotherapy treatment in hospital and outpatient settings.	No. 569/2018	Approves the technical regulations for the work of nursing professionals in antineoplastic chemotherapy.	
Control and care of chemotherapy drugs				
Monitoring active and Passive/walking/ walking, and changing position	The nursing team carries out patient care in the hospital environment.	No. 376/2011	Provides for the participation of nursing staff in transporting patients within health services.	Meeting mobility needs
		No. 588/2018	It updates and standardizes the nursing team's work in transporting patients within healthcare services.	
Conduct nursing consultations (history, physical examination, diagnosis, prescription, and nursing evolution).	Nurses' assistance when carrying out the nursing process in general.	No. 358/2009	Provides for the systematization of nursing care and the implementation of the nursing process in environments, public or private, in which professional nursing care takes place, and makes other provisions.	Nursing Process
		No. 634/2020	Authorizes and regulates, "ad referendum" of the Cofen plenary, nursing teleconsultation as a way to combat the pandemic caused by the new coronavirus (Sars-CoV-2) through consultations, clarifications, referrals, and guidance using technological means, and makes other arrangements.	
Carry out nursing consultations with women who have undergone oncotic cytology.	Nurses' assistance when carrying out the nursing process in women's health.	No. 381/2011	It regulates how nurses perform Pap smears.	Nursing Process
		No. 385/2011	Amends the initial term of validity of Cofen Resolution No. 381, of July 18, 2011, which standardizes the performance by nurses of Pap smears.	
Risk Classification	Nurses' assistance when carrying out the nursing process in risk classification.	No. 661/2021	Updates and standardizes, within the scope of the Cofen/ Regional Nursing Councils system, the participation of nurses in risk classification activities.	Nursing Process

Perform acupuncture	Acupuncture is a therapy that applies fine needles to specific points on the body to improve immunity and help treat illnesses.	No. 326/2008	Regulates the activity of acupuncture in the Cofen/ Corens system and provides for specialty registration.	Alternative and complementary therapies
		No. 585/2018	Establishes and recognizes acupuncture as a specialty and qualification for nursing professionals.	
Performing body and facial lymphatic drainage	Specialist nurses carry out aesthetic procedures.	No. 529/2016	Regulates the work of nurses in the field of aesthetics.	Aesthetics
Electrotherapy		No. 626/2020	Amends Cofen Resolution no. 529 of November 9, 2016, which deals with the work of nurses in the field of aesthetics and makes other provisions.	
Ultrasound				
Intermediate Assistance		No. 427/2012	Standardizes nursing procedures in the use of mechanical restraint of patients.	Monitoring and follow-up
Intensive Care		No. 551/2017	It standardizes the nurse's role in mobile pre-hospital and in-hospital care by air vehicle.	
First aid in special operations	Nurses provide pre-hospital care.	No. 641/2020	Nurses use extra-glottic devices and other procedures to access the airway in urgent and emergency situations, in intra-hospital and pre-hospital environments.	First Aid
		No. 655/2020	Standardizes "ad referendum" of the Cofen plenary, until further notice, the work of nursing professionals in mobile, land, and waterway pre-hospital care, whether in direct assistance or the emergency regulation center.	First aid/ Surveillance and monitoring
		No. 679/2021	Approves the standardization of ultrasound at the bedside and in the pre-hospital environment by nurses.	First aid/ Surveillance and monitoring
Home care (evaluation, monitoring, and educational actions)	Home nursing care includes actions carried out in the person's home to promote their health, prevent illnesses, and treat diseases, as well as rehabilitation and palliative care.	No. 464/2014	Regulates the work of the nursing team in-home care.	Home care

Source: Authors (2022).

## DISCUSSION

Brazil is a country that highlights health as a right in its Magna Carta and has a system of universal access. As a Member State of the United Nations, it has committed to achieving universal health coverage (UHC) by 2030 as part of the Sustainable Development Goals (SDGs). Despite the political controversies surrounding this concept, particularly in the Americas, where there is a discussion about adopting a universal health strategy as an element to reconcile the different paradigms, what we can see is the continuing challenge of

promoting access for the population to health services and actions, from health promotion to prevention, treatment, rehabilitation, and palliative care<sup>9</sup>.

In a pandemic and post-pandemic scenario, with projections of an economic crisis and budget restrictions<sup>10</sup>, this challenge will tend to increase, with governments turning to strategies of essential services, baskets of services, concentrated in certain areas. Therefore, the concern and commitment of the state must remain in failing to promote universal access, to have a backup, and to create conditions so that all people can also have alternatives to meet their health needs with quality without exposing themselves to financial difficulties.

Part of a country's success in guaranteeing UHC depends on the availability, access, and capacity of health services and professionals to provide integrated, quality, people-centered care. Health needs, time, and the cost of access to certain services are some of the main intervening elements that have led to the emergence of a parallel market beyond the health plan operators and the medical profession, a market that has supplied the state's pent-up demands, but whose relationship is not cooperative and based on the principles of the Unified Health System (SUS). In this sense, achieving UHC in Brazil by 2030 could involve investing in Nursing Entrepreneurship<sup>11</sup>.

The World Health Organization (WHO) and the Pan American Health Organization (PAHO) have called on countries to invest in nursing professionals to advance toward universal health<sup>12</sup>. This investment has sometimes been understood only in the context of the public sphere, which is limited for a health system such as the Brazilian one. This is limited for a health system like Brazil's, which is gradually admitting limitations, highlighting in national and state health plans the need to expand access coverage in the face of epidemiological data that suggests that people's health needs are not being fully met.

In Brazil, COFEN, in partnership with the Pan American Health Organization, has sought to broaden the scope and backing for its work and provide support for this discussion, especially about its implementation in Primary Care, with residency and professional master's degree programs being key training spaces for preparing professionals<sup>13</sup>.

However, when compared to other countries such as the United States and Canada, especially the former, which introduced the organization of professionals into Advanced Practice Registered Nurses (APRN), divided into four types: clinical specialists, nurse practitioners, nurse midwives, and nurse anesthetists, there is still room for expansion of the role of nurses in the health system and consequently an expansion of procedures and areas in which Brazilian nurses could work<sup>14</sup>.

Expanding the scope of nurses' work in areas and procedures is not just a market issue but also an expansion of access to healthcare, a constitutional right. One of the many elements for making this movement a reality is regulation, and in this respect, countries have invested in areas and legislation according to their needs<sup>15</sup>.

In the context of entrepreneurship, this also becomes a crucial element. Nurses are recognized as liberal professionals and, therefore, have the prerogative to undertake. However, it is only recently that this perspective has taken shape in Nursing, especially since February 2018, when COFEN published Resolution No. 0568/2018.

## FINAL CONSIDERATIONS

Considering the objective of analyzing the scope and support of the table of nursing procedures in resolutions of the Federal Nursing Council from 2005 to 2021, the results indicate an expansion of the scope of procedures and their support in the law of professional

practice and resolutions.

A limitation of the study is that the analysis was limited to documents. In the field of professional practice, the scope and support can be different. The COFEN-COREN system has played an active role in expanding the scope and possibilities for nurses. There are challenges for business entrepreneurship in macro aspects, such as the recognition by the profession and society of nurses performing these procedures outside traditional care establishments such as hospitals, clinics, and basic health units, and being recognized by health insurers, expanding their entrepreneurial activities.

There is also the challenge of positioning yourself, establishing your price, and selling your services on the market in a compatible way. Resolution No. 673/2021 provides a basis for this purpose. Still, knowledge and skills are needed so that professionals can use them according to their context, in addition to the demand for constant expansion and support of professional practice based on entrepreneurship.

## ACKNOWLEDGMENTS

Fundação de Amparo à Pesquisa e Inovação do Estado de Santa Catarina - FAPESC.

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Received: 09/03/2023

Approved: 19/07/2023

Associate editor: Dra. Susanne Betioli

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Substantial contributions to the conception or design of the work; or the acquisition, analysis, or interpretation of data for the work - **Menegaz J do C**. Drafting the work or revising it critically for important intellectual content - **Menegaz J do C, Correa T de FA, Teodoro C**. Agreement to be accountable for all aspects of the work in ensuring that questions related to the accuracy or integrity of any part of the work are appropriately investigated and resolved - **Menegaz J do C, Correa T de FA, Teodoro C**. All authors approved the final version of the text.

ISSN 2176-9133



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