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RESEARCH

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PARLIAMENTARY KNOWLEDGE: A TOOL FOR THE CREATION OF A TRAINING CENTER ON THE FRANCO BRASILEIRA FRONTIER

Conhecimento parlamentar: uma ferramenta para criação de núcleo de capacitação na fronteira franco brasileira

Conocimientos parlamentarios: una herramienta para crear un centro de formación en la frontera de franco brasileira

Tancredo Castelo Branco Neto¹ 

Fernanda Matos Fernandes Castelo Branco¹ 

Fabio Rodrigues Trindade² 

Ivonizete Pires Ribeiro³ 

Fabricio Ibiapiana Tapety³ 

Raurys Alencar de Oliveira³ 

ABSTRACT

Objective: to analyze the knowledge of lawmakers on the Brazilian franc frontier regarding the legal protection of alcohol users. **Method:** exploratory qualitative study, carried out with 11 councilors. The data were obtained through an interview with a semi-structured script and an open question, processed in the Interface software for the Multidimensional Analyzes of Textes and Questionnaires (IRaMuTeQ®). **Result:** seven classes were generated, divided into two segments, which were named based on the statements of the interviewees: parliamentary training on the legal protection of alcohol users and tools for the creation of the Parliamentary Training Center. **Conclusion:** the councilors' knowledge about the legal protection of alcohol users is permeated by general knowledge and without scientific nature, showing the need to create a Parliamentary Training Center, based on competent training.

DESCRIPTORS: Knowledge; Organic law; Training; Continuing education; Health at the border.

¹ Universidade Federal do Amapá, Oiapoque, AP, Brasil.

² Universidade Federal do Piauí, Teresina, PI, Brasil.

³ Centro Universitário UNINOVAFAPI, Teresina, PI, Brasil.

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Corresponding Author: Tancredo Castelo Branco Neto, Email: tcbranconeto@gmail.com

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RESUMO

Objetivo: analisar o conhecimento dos parlamentares da fronteira franco brasileira sobre a tutela jurídica dos usuários de álcool. **Método:** estudo exploratório de cunho qualitativo, realizado com 11 vereadores. Os dados foram obtidos por meio de entrevista com roteiro semiestruturado e uma pergunta aberta, processada no software *Interface de R pour les Analyses Multidimensionnelles de Textes et de Questionnaires* (IRaMuTeQ®). **Resultado:** foram geradas sete classes, divididas em dois segmentos, que foram nomeadas com base nas falas dos depoentes: capacitação parlamentar sobre a tutela jurídica dos usuários de álcool e ferramentas para criação do Núcleo de Capacitação Parlamentar. **Conclusão:** o conhecimento dos vereadores acerca da tutela jurídica dos usuários de álcool é permeado de conhecimentos generalistas e sem cunho científico, mostrando a necessidade da criação de um Núcleo de Capacitação Parlamentar, a partir de uma formação competente.

DESCRITORES: Conhecimento; Lei orgânica; Capacitação; Educação continuada; Saúde na fronteira.

RESUMEN

Objetivo: analizar el conocimiento de los legisladores en la frontera del franco brasileño con respecto a la protección legal de los consumidores de alcohol. **Método:** estudio cualitativo exploratorio, realizado con 11 concejales. Los datos se obtuvieron a través de una entrevista con un guión semiestructurado y una pregunta abierta, procesada en el software de interfaz para los análisis multidimensionales de textos y cuestionarios (IRaMuTeQ). **Resultado:** se generaron siete clases, divididas en dos segmentos, que fueron nombrados en base a las declaraciones de los entrevistados: capacitación parlamentaria sobre la protección legal de los usuarios de alcohol y herramientas para la creación del Centro de Capacitación Parlamentaria. **Conclusión:** el conocimiento de los concejales sobre la protección legal de los consumidores de alcohol es impregnado de conocimientos generales y sin naturaleza científica, lo que demuestra la necesidad de crear un Centro de Formación Parlamentaria, basado en una formación competente.

DESCRIPTORES: Conocimiento; Ley orgánica; Formación; Educación continúa; Salud en la frontera.

INTRODUCTION

The use of alcohol has often been associated with mystical and religious rituals, and until today it is a common substance in celebrations and parties, something that is independent of race, cultural tradition, gender, and social condition.¹ It is the most consumed drug in the world, due to its easy access and wide acceptance in the social environment; and it ends up bringing damages both in the individual and social sphere, in the short and long term. It is responsible for three million deaths, corresponding to 5.3% of deaths worldwide, in addition to morbidities, being a causal factor in more than 200 diseases and injuries.²

In Brazil, according to the III National Survey on Drug Use by the Population, the prevalence of alcohol use in the last 30 days surveyed was 30.1%, corresponding to approximately 46 million inhabitants. The binge use (occasional risky use) was 16.5%, corresponding to 25 million inhabitants in the general population. And if we consider the binge use in only the individuals who have used alcohol in the last year, the prevalence of binge drinking would be 38.4%.³

In this context, it is worth highlighting the current approaches and policies that have been essentially developed in the field of justice and public safety, making the problem associated with alcohol consumption difficult to the field of public health.⁴ This policy is based on abstinence as the ideal treatment model, something that is not sustained by its own effectiveness, since, besides the issue being more complex in recent decades, its economic power and the significant number of fatalities and

morbidities caused by groups in the conquest of territories, are scenarios linked to the prohibitionist policy itself.⁵

Therefore, in face of the current prism and the perspectives implemented throughout history about the Brazilian policies and legislation on alcohol, they deserve a debate and reflection, so that new discussions can be grounded in the public health, legal, and parliamentary areas for the operationalization of new effective and efficient actions, all in consonance with the fundamental principles of guaranteed access to health services and human rights.

Given the lack of research on the knowledge of legislators about the legal protection of alcohol users in Oiapoque, the need arose to verify such data and thus contribute to the adoption of educational measures and awareness of the use of risk / harmful use among the population and perhaps create a core of parliamentary training in order to collaborate with the planning of public policies appropriate and focused on this population, as well as contribute to the effective decision-making about the actions to be implemented in the municipality.

In light of the above, this study aimed to: Analyze the knowledge of parliamentarians of the French-Brazilian border about the legal protection of alcohol users.

METHOD

Exploratory study of qualitative approach, conducted in the City Council of a municipality in the extreme north of Brazil, in the Franco-Brazilian border region. Data collection took place in the period from December 2019 to January 2020, through

individual interviews with the 11 councilmen of the city of Oiapoque. Inclusion criteria were: parliamentarians in the exercise of the elective mandate and who were exercising their legislative activities.

For data production, a semi-structured script was used, with variables related to the theme of the study. In this study, an open question was used, where the interviewee could freely answer the basic question: "What do you understand about the protection of alcohol users provided by the State?"

The interviews were conducted in the City Council of Oiapoque-AP, in their offices, and at a convenient time previously scheduled with each councilman so as not to disturb their work. The interviews took an average of 10 minutes. The participant was asked to sign an Informed Consent Form (ICF), approved by the Research Ethics Committee, authorizing their participation in the research. To maintain the participants' anonymity, they were identified by Ver. 1; Ver. 2, and so on.

After collection, the interviews were transcribed in full and organized in a compatible way for processing. The textual analysis software IRaMuTeQ® (Interface de R pour les Analyses Multidimensionnelles de Textes et de Questionnaires) was used for analysis. In this study the three axes were used for data analysis. Furthermore, the software used lexical analysis, for the identification and reformulation of text units, which were transformed into Initial Context Units (ICU) and Elementary Context Units (ECU) that were identified through the number of words, average frequency and number of hápax (words with frequency). Vocabulary research was carried out and words were reduced to their roots (lemmatization), and the dictionary was created from the reduced forms and the active and supplementary forms were identified.⁶

The study was registered in Plataforma Brasil, and forwarded to the Research Ethics Committee (CEP), of the UN-NOVAFAPI University Center, for appreciation, with CAAE: 25315019.2.0000.5210, being approved on November 29, 2019, with opinion 3,734,450.

RESULTS

As for the sociodemographic characterization of the participants, it was evidenced that there is a greater presence of men among the councilors, the age range varied from 31 to 63 years, predominance of married/stable union, high school education, recent graduation of the professionals involved, and first mandate in most of them.

The software from the speeches, recognized the separation of the corpus into 11 texts. The number of distinct forms or different words was 949, with a number of occurrences of 4,164. From the sample of distinct words, the software judged important and analyzed 589, with a minimum frequency of three or more. Based on the above data, the program used as a parameter to divide the corpus into text segments, classifying

them according to their vocabulary receptives. Thus, the corpus was divided into 89 analyzable text segments from a total of 105, where a level of utilization of 84.76% of the total study is observed. The time the software took to generate the data was 59 seconds.

Thus it was identified that in the first segment there was a division of the main corpus with the appearance of two segments. In a second moment, it is observed that each segment is also divided into two classes. The first segment divided into class (4 and 5) and another with class (6 and 7). There was a subdivision of the opposite branch, giving rise to class 2 and later the appearance of classes 1 and 3. Class 1, corresponding to 13.5% of the total segments; class two (13.5%), class three (12.4%); class four (15.7%); class five (13.5%); class six (16.7%) and class seven (15.7%) of the total text segments.

Each class was submitted to a qualitative analysis, from which they were named, by the insight of the researcher, and analytical classes were built according to the revealed content, that is, the study of the classes brings the description that emerged from the councilors' speeches, from their understanding about the protection of the alcohol user provided by the State, highlighting the positions regarding the abusive use of alcohol, protective measures, precautions, and concerns due to problematic consumption in the city of Oiapoque.

Segment 1: Parliamentary training on the legal protection of alcohol users

Class 1: Empowerment of parliamentarians due to the negative consequences of alcohol consumption

In the present class, the parliamentarians realize the need for training to better meet the demands of alcohol users; they highlight such need due to the harmful consequences, among which traffic accidents are highlighted, as can be seen in their speeches:

It ends up generating these traffic accidents and also internal conflicts in the downtown area. (Ver.1)

A lot of accidents on weekends, of course generating a public health problem, because we see a lot of drunk people. (Ver. 9)

You see a lot of drunk people and a lot of accidents happening on weekends, of course creating a public health problem. (Ver.11)

Also among the consequences of alcohol consumption, and seen in the interviewees' statements, is the use among adolescents and young people, which is becoming more and more frequent:

Very also frequent here in the municipality has other issues of prostitution both child and in other situations. (Ver. 3)

Once a person starts using alcohol or other types of drugs, he already has a mental problem, he has the problem of

not going to school anymore, he doesn't obey his father and mother. (Ver. 8)

Still on the subject of the damages caused by problematic alcohol consumption, one of the councilors highlighted the economic issue influenced by such a fact:

Besides generating damage in public health, as well as even affecting us in situations like tourism [...] besides damaging their health and also damaging the economy of the municipality. (Ver. 6)

Given this conjuncture, legislators affirm the need for training about the legal guardianship of alcohol users, for better information, training, skills, and competence to foster laws that guarantee the rights of access to health care guaranteed by the Brazilian Constitution:

I see that the parliamentarian having this training is essential, important, necessary, and indispensable for us to be able to help the municipality in this sense. (Ver. 3)

Training comes first, because many sometimes don't have knowledge or don't know what to do, and if there is training, everyone will have knowledge. (Ver.5)

So I believe that training is very viable and also for us to understand what is happening in our municipality. (Ver. 6)

That having this specific training to deal with this kind of problem [...] it is of great relevance the training of the councilman. (Ver.9)

If the parliamentarian is educated and trained, he can talk to people and tell them how bad alcohol is. (Ver. 11)

Class 3: Need for extended and intersectorial work

Because problematic alcohol consumption is considered a "social disease", as it affects several spheres, it is necessary to have a concerted, shared work, going through several sectors, with multiple players, so that effective measures can be taken and provide improvements to the population's health, a fact evidenced in the councilmen's speeches:

If we join forces with the Social Assistance Secretary, the Health Special Education Secretary, we could be discussing in a public hearing and for sure build a bill that could guarantee this constitutional protection that all alcohol users have. (Ver.3)

I think we should do a project to help people who use alcohol, with lectures, training, doing sports as well. (Ver. 7)

The City Council can through a legislative decree or the creation of a law itself educate about alcohol in schools. Exist in the program exactly to work directly because education is the basis of everything. (Ver.9)

Class 2: Proposals to create Bills of Law

The proposal to create bills of law is valid and something that was frequently mentioned in the interviewees' speeches:

We can establish through bills and the training of parliamentarians will favor a production of knowledge on the subject. (Ver.1)

I believe that if we create some programs together with the Executive Branch, we can help these people. (Ver. 6)

Abillto help these people. (See.11).

I see the need for us to make a project here in the chamber, directed mainly to minors, prohibiting and making a law so that the merchant can't sell booze to them. (Ver.5)

Oiapoque, I think there is no prevention at all; the young here are free to use alcohol [...] I made this law, because I know that the place they frequent the most is the square. (Ver. 7)

Segment 2: Tools for the creation of the Parliamentary Training Center

Class 7: Role of the Legislator in the Creation of Laws

After describing the councilmen's knowledge about the legal protection of alcohol users, and realizing the need for training so that they can have a basis for designing and applying specific and efficient laws, it is necessary to talk about the tools that will guide the creation of a Parliamentary Training Center.

The city council has this role, this function, and we as the agents of inspection and production of norms for the municipality can establish through bills, awareness, and training. (Ver. 1)

We could build a bill that could be guaranteed this constitutional protection. (Ver. 3)

I believe that there should be training for each parliamentarian. (Ver. 6)

Alcohol that harms youth, they start with alcohol, then they go to drugs and then they go to child prostitution, these are the three here that I have always worried about and that is why I made this law, but it was not approved. (Ver.7)

We agree with capacity building, but it would be good to have really trained people to work on top of this, but this project is very good. (Ver. 8)

The city council can through a legislative decree or the creation of a law itself, alcohol education in schools. (See 9)

To support this cause, it is an important cause and the city council will certainly support this project. (Ver. 10)

What we can support here in the City Council would be a bill [...] that's what I see that the City Council could do this bill to really ease these things. (Ver.11)

Class 6: (CO) accountability of the legislator

Therefore, based on the laws and on the statements of the councilors, the coaccountability is evident in the performance of prophylactic measures and conflict mediation in the face of the alcohol problem.

I understand that the state as a federated entity has as its main function the protection of human rights [...] the parliamentarians will favor a production of knowledge and is the kickoff. (Ver. 1)

We in particular, as a constituted authority as councilors elected by direct vote of the people legal representatives of the people should know with knowledge. (Ver. 3)

I think the following, that if we could get the executive power, social assistance, to work together, talk more or less like this, so that the social service of the municipality, along with us, could talk to the councilmen so that they would be more concerned about this. (Ver.4)

It's very good to provide training on this for the parliament member; the parliament member is not a fixed person who is going to stay all the time, so when another group of councilors comes in, in this case another legislature, they have to do another training course. (Ver.8)

It is of great relevance the training of the councilman not only as a legislator and the councilman himself will also do social educational work within the society. (Ver.9)

Class 5: Everyday vulnerabilities

Another tool, which deserves reflection, and is essential for the creation of the Parliamentary Training Center, presented in the interviewees' statements, are the vulnerability situations, such as violence, criminality, and lack of opportunities in the job market, situations which are present in the municipality of Oiapoque.

The direct consequence is criminality, a good part of them come from mining, it is a floating population, workers in some construction sites in the city. (Ver. 1)

A difficulty, human beings think and run to alcoholism to forget all the problems they have had. (Ver. 2)

I think that if these people had more work here, since they came thinking about mining, which today they no longer have, if they had jobs from the state or something else, it would prevent them from getting desperate and drinking alcohol. (Ver. 4)

Those who don't drink in the village keep drinking here, there have already been two deaths of our indigenous people here. Once a policeman shot an indigenous person and another was stabbed by someone else, an indigenous person as well, because of alcohol. (Ver. 8)

Class 4: (DES) State assistance

Finally, the absence of specialized and adequate services to monitor the cases of problematic use, as well as to program prophylactic measures to prevent further damage, are evidenced in the legislators' speeches. It clearly highlights the limitation of actions by the State and the presence of activities based on philanthropy, especially the churches.

The state should give special attention to users [...] I see that these initiatives come more from the churches within the municipality. (Ver. 3)

I have never seen a concern about these people that suffer from this addiction, until today I have never, not even a center for alcoholic people. (Ver. 6)

They don't leave because the church brings soup for them, I worry a lot, you know, my heart is very broken. (Ver. 4)

The churches encourage a lot of people not to consume alcohol. talks about the problem that alcohol has caused in the communities. (Ver. 8)

I see the responsibility of the state to insert some kinds of programs that come to prevent and guide the alcohol user. (Ver. 9)

DISCUSSION

Based on the classes formed from the councilors' speeches, the consequences resulting from alcohol abuse were mentioned, among them traffic accidents, and according to data from the National Health Survey, in Brazil, it was found that the prevalence of involvement in traffic accidents was 3.1% in the general population and 6.1% among those who reported abusive and frequent consumption of alcohol.⁷ Another survey showed that in all 27 cities, 6.7% of the adult population reported driving a motor vehicle after drinking alcohol.⁸ A survey that analyzed mortality from traffic accidents showed, besides the death rates, that death in traffic is premature and avoidable, and affects the economically active age population, with multisectoral damage to the country.⁹

Regarding the consequences of alcohol use among young people, a study revealed that a significant proportion is exposed to health risk behaviors associated with heavy drinking, such as fighting and sexual intercourse without the use of condoms.¹⁰ The use of licit substances is culturally permissive by society,

influencing the large early consumption.¹¹ Research that corroborates early onset of use showed that the average age of onset of alcohol use was 13.7 years.¹²

Regarding the economic issues mentioned by one of the councilors, alcohol consumption is a social, health, and economic challenge, since it affects a significant portion of the population globally. Therefore, there is no single solution, and it is a challenge for the government to implement the necessary measures to reduce consumption in the population, besides the fact that the costs involved in consumption are higher than the profits and economic development resulting from the sale of alcoholic beverages.¹³

In this context, the councilors express the need for an education about the theme, as well as training so that they can deal with such a complex phenomenon that needs more focus in the municipality of Oiapoque due to the devastating consequences.

In this way, for a desired professional formation, it is necessary to think beyond prevention, not only as a training and knowledge transmission center, but as a well defined and active position within the alcohol policies, guaranteeing continuity in the actions and helping in the readjustment of the services, for the effectiveness of a care network and reformulation of the assistance practices.¹⁴

For an effective care network, it is necessary to think of an expanded and intersectoral work network, something also evidenced in the interviewees' speech and the Psychosocial Care Network (RAPS), is a "living network", formed by the services and the people who compose it, based on dynamic relationships and articulated dialogues, involving the sectors and especially the actors with their knowledge and singularities. Therefore, not only an organizational arrangement is enough, but also an articulated work process, with good interpersonal relations regarding the circulation of users through the services and the city's spaces.¹⁵ Still in this segment, according to the Brazilian Federal Constitution of 1988, in its article 198, clauses I to III, complements that "the actions and public health services integrate a regionalized and hierarchical network and constitute a unique system".¹⁶

Thus, these measures aim to reduce social problems, disseminate information, prevent and rehabilitate users, train legal and legislative professionals, and also seek to overcome the harmful phenomenon of problematic alcohol consumption. From the aforementioned data, it is evident the need to create a Parliamentary Training Center in order to improve the actions and strategies for alcohol users in the city of Oiapoque, because it is the legislators who create the laws and their relevance in the face of such a complex phenomenon. According to the Federal Constitution of 1988, Art. 29, "The Municipality shall be governed by organic law" and Art. 30, "Municipalities are responsible for I - legislate on matters of local interest, Art. 59. The legislative process comprises the elaboration of: amendments to the Constitution; complementary laws; ordinary laws; delegated laws; provisional measures; legislative decrees; resolutions.¹⁶

Complementing this data, the Internal Regulation of the Municipal Chamber of Oiapoque, in Art. 86 "The Chamber

exercises its legislative function through propositions (It is every matter subject to deliberation by the Chamber). The propositions are: a) proposals to amend the Organic Law; b) complementary law projects; c) law projects, among others; Art. 27 XIII - "study any subject included in the respective thematic field or area of activity, being able to promote, in its scope, conferences, exhibitions, lectures or seminars"; Art. 52. The law projects and other propositions distributed to the commissions will be examined by the rapporteur designated in its scope, to issue an opinion", which corroborates the interviewees' statements.¹⁷

Therefore, it is necessary to amplify the critical reflections of daily life with articulation with the health services in order to potentiate public policies, and as such present justifications for the regulation of new laws created. Another tool, which deserves reflection, and is essential for the creation of the Parliamentary Training Center, presented in the interviewees' statements, are the situations of vulnerability. One can notice, therefore, that the consequences caused by the use of alcohol are very varied,¹³ because it does not affect the individual in an isolated manner, but brings about a whole problem at a social level, involving friends, family members, employers, health, besides other sectors, and involves society in a generalized manner.

A fact often mentioned in the interviewees' speech was the absence of essential services for care and quality assistance to people with problematic alcohol use and, as mentioned above, the importance of this articulation within an expanded and intersectoral network. A study¹⁸ guides that the Health Care Network are organizations of services that are interconnected by a single mission, with the purpose of offering integral care, in the most varied degrees of complexity, to meet several demands. Another research¹⁹ complements that the organized and consolidated RAPS provides a more resolute service to meet the user's demands, from primary services and with this the deconstruction of preponderant stigmas in health services and in society and thus the users can develop autonomy, as guided by the Mental Health Policy.

Therefore, the work must be developed in an interdisciplinary way so that the principles dictated by the Unified Health System can be achieved and individuals can ensure resoluteness in their problem situations. Thus, it is important to strengthen the users' significant social network so that the care process can be enhanced.

Thus, it is necessary to frequently review the biopolitical strategies used in the assistance to the user; the macro and micropolitical aspects must be discussed, thus allowing the practices of autonomy and care; it is important to create an articulated network, so that, together with the user, we can build effective strategies of autonomy, or rather, of non-dependence, both on substances and on the existing services.²⁰

CONCLUSION

The councilors' knowledge about the legal protection of alcohol users is based on their experiences and common sense,

and lacks scientific basis. They declare the importance of parliamentary training due to the negative consequences of alcohol consumption, the need for expanded and intersectoral work, the importance of creating bills, the role of the legislator facing this problem and its (co-)accountability, the situations of vulnerability, the lack of specialized services, as a limitation of state actions.

They expose some services and entities such as churches as essential elements in the approach to the alcohol user, however, they do not mention the essential services for a comprehensive care with a holistic approach. It is considered, therefore, in view of the reality experienced, and from the speeches shown, that these are essential tools for the creation of a Parliamentary Training Center, being necessary a competent training and with contents added to the theme of alcohol, so that legislators develop a critical thinking, a prophylactic culture, plan measures based on health promotion, prevention of diseases and reinsertion of the user in the social environment on a continuous basis.

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