

# Implementation of the Unified State System for Municipal Inspection of Artisanal Foods and Small Producers

Implementação do Sistema Unificado Estadual na Inspeção Municipal de Alimentos Artesanais e de Pequenos Produtores

Implementación del Sistema Estatal Unificado de Inspección Municipal de Alimentos Artesanales y Pequeños Productores

## RESUMO

O Sistema Unificado de Atenção à Sanidade Agroindustrial Familiar e Pequeno Porte (SUSAF) permite que pequenos produtores gaúchos comercializem seus produtos em todo o estado, garantindo a qualidade dos alimentos. Para aderir ao Sistema, o município precisa comprovar que o Sistema de Inspeção Municipal (SIM) está estruturado, ativo, com profissional qualificado e as normas adequadas para realizar as fiscalizações. O estudo expõe os desafios para implementar o SUSAF em um município do noroeste do Rio Grande do Sul, levando em consideração todas as legislações de produtos de origem animal vigentes. Como resultados, o município em questão necessitou de várias alterações em suas leis, decretos e instruções normativas, visto que estavam desatualizadas em relação as leis brasileiras, além de melhorias em suas auditorias de controle de qualidade. Concluiu-se que para aderir ao SUSAF, o SIM precisa estar estruturado, com equipe qualificada, registros auditáveis, legislação atualizada e combatendo a clandestinidade.

**DESCRIPTORIOS:** Fiscalização; Origem animal; Comércio estadual; Adesão; Clandestinidade, Saúde Pública.

## ABSTRACT

The Unified System for Attention to Family and Small-Scale Agroindustrial Health (SUSAF) allows small producers in Rio Grande do Sul to market their products throughout the state, ensuring food quality. To join the System, the municipality must prove that the Municipal Inspection System (SIM) is structured, active, with qualified professionals and the appropriate standards to carry out inspections. The study exposes the challenges of implementing SUSAF in a municipality in the northwest of Rio Grande do Sul, taking into account all current legislation on products of animal origin. As a result, the municipality in question needed to make several changes to its laws, decrees and normative instructions, since they were outdated in relation to Brazilian laws, in addition to improvements in its quality control audits. It was concluded that to join SUSAF, the SIM needs to be structured, with a qualified team, auditable records, updated legislation and combating clandestinity.

**DESCRIPTORS:** Inspection; Animal origin; State trade; Adhesion; Clandestine, Public Health.

## RESUMEN

El Sistema Unificado de Atención a la Sanidad Agroindustrial Familiar y de Pequeña Escala (SUSAF) permite que los pequeños productores del estado de Río Grande do Sul comercialicen sus productos en todo el estado, garantizando la calidad de los alimentos. Para adherir al sistema, el municipio debe demostrar que el Sistema de Inspección Municipal (SIM) está estructurado, activo, con profesionales calificados y las normas adecuadas para realizar las fiscalizaciones. El estudio expone los desafíos para implementar el SUSAF en un municipio del noroeste de Río Grande do Sul, teniendo en cuenta todas las legislaciones vigentes sobre productos de origen animal. Como resultados, el municipio en cuestión necesitó varias modificaciones en sus leyes, decretos e instrucciones normativas, ya que estaban desactualizadas en relación con las leyes brasileñas, además de mejoras en sus auditorías de control de calidad. Se concluyó que, para adherir al SUSAF, el SIM debe estar estructurado, con personal calificado, registros auditables, legislación actualizada y combatiendo la clandestinidad.

**DESCRIPTORIOS:** Fiscalización; Origen animal; Comercio estatal; Adherencia; Clandestinidad; Salud pública.

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# Experience Report

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## INTRODUCTION

Family agribusiness is linked to the need to increase income from agricultural activities. To this end, agribusinesses are an alternative to diversifying production, which is difficult when it comes to monocultures.<sup>(1)</sup>

Brazilian health inspection systems are regulated by a set of laws, decrees, ordinances and normative instructions, which establish the operation of the inspection and monitoring of products of animal origin. Formalization governed by health inspection regulations is very difficult for small businesses, resulting in a large number of agribusinesses operating irregularly. Therefore, many of these food-producing agribusinesses find themselves without legal conditions to produce and sell products of animal origin.<sup>(2)</sup>

Until 2006, the system covered responsibilities at the federal, state and municipal levels, and the organization of this system is disjointed and gives rise to three different types of inspection: Federal Inspection System, State Inspection System and Municipal Inspection System. The responsibility of this inspection system is the production of products of animal origin, and its main obstacle is that an agribusiness that has a SIM can only sell its products within the geographic limits of its municipality, restricting the market. To this end, a new inspection system for agricultural products came into effect

in 2006, aiming to facilitate organization and marketing at the national and state levels.

The Unified Agricultural Health Care System (SUASA) was created with MAPA as its central and superior authority, and the Brazilian Animal Product Inspection System (SISBI-POA) as its inspection system. The main advantage of this new structure would be the possibility for family-owned agribusinesses that have SIMT to sell their products at the state and federal levels, as long as they meet the legally established requirements. SUSAF is an initiative of the State of Rio Grande do Sul that allows establishments registered with SIM to sell throughout the state. This system emerged after the creation of Law No. 13,825/2011<sup>(3)</sup>, regulated by State Decree No. 49,340/2012<sup>(4)</sup>, which, like SISBI, occurs voluntarily in municipalities through proof of equivalence of their inspection and monitoring processes and procedures with the Secretariat of Agriculture, Livestock and Irrigation (SEAPI-RS). As of 2013, the procedures for recognizing equivalence to SUSAF-RS were established by Normative Instruction No. 02/2013 of SEAPA.<sup>(5)</sup> Thus, the objective of this study was to report the main challenges encountered by a Municipal Inspection Service in adhering to the Unified State System of Family, Artisanal and Small-Scale Agroindustrial Health - SUSAF.

## METHOD

This work was prepared based on the implementation of the Unified State System for Family and Small-Scale Agroindustrial Health (SUSAF) at the Municipal Inspection Service (SIM) of the Municipality of Entre-Ijuís-RS. SUSAF accredits the SIMs, attests to the sanitary safety of the products and certifies them through the SUSAF seal. With this certification, family and small-scale agroindustries have the opportunity to market their products throughout the state and not only in the municipality. The initial application for membership was sent to the Central Operating Body (IOC) of SUSAF-RS, together with the Secretariat of Agriculture, Livestock and Rural Development of the State of Rio Grande do Sul (SEAPDR/RS). This carries out the entire process of document analysis, qualification of municipalities and accreditation of establishments. In the initial application for membership, a communication must be sent to SUSAF containing several documents, such as the application for membership by the Mayor, the SIM organizational chart, legislation on the creation and operation of SIM, the work program for inspection and monitoring activities, combating clandestinity, among others, available in the SUSAF legislation.

When indicating establishments, SIM is now called the Local Operating Authority (IOL), and selects agroindustries already linked to the State Family Agro-industry Program (PEAF), by

sending the relevant documentation, in accordance with art. 14 of Decree No. 55,324/2020 to SUSAF.<sup>(6)</sup>

The documents for the establishment accreditation stage are an official letter from the mayor and SIM indicating the establishment to SUSAF, a term of responsibility from the owner of the enterprise, a technical health report evaluating the conditions of the SIM Veterinary Doctor applicants, referencing compliance with the health requirements set out in Port. No. 368/1997 and in the respective Decree of the requesting SIM<sup>(7)</sup>, certificate of inclusion in the State Family Agroindustry Program (PEAF), as defined in article 3, items V and VI of decree No. 55,324/2020, floor plan of the establishment as defined in article 3, item VII of decree No. 55,324/2020, evaluation of the enterprise in Good Manufacturing Practices - GMP, certificate of qualification in GMP of the technical person responsible for the enterprise and declaration of the Veterinarian responsible for the SIM attesting to compliance with the precepts of animal welfare, based on current legislation.

## RESULTS

The municipality successfully achieved SUSAF eligibility and membership. Several documents are required to join SUSAF. There were a number of changes to the municipal legislation, which was out of date with the standards required by SUSAF, which required the creation and/or updating of these.

New regulations and decrees are sent to the Municipal Administration Department for review and then for signature and approval by the Municipal Mayor, and only then are they sent to SUSAF for review.

Since several changes had to be made, the process becomes repetitive and slow. Once the legislation was approved by SUSAF, the other documents mentioned in the methodology were

sent and the approval was published in the State Official Gazette.

## DISCUSSION

The city government's requests were met without difficulty, since SUSAF is a municipal necessity.

As for the SIM organizational chart, it was already part of the city government's administration and was being implemented. However, several changes were necessary in the legislative part, such as law no. 1,228/2004 of the Municipality of Entre-Ijuís, which created the Industrial and Sanitary Inspection Service for Animal Products in the municipality, which had to be changed because it did not include Federal law no. 7,889/1989<sup>(8)</sup> and Law no. 5,517/1968, which establishes the exclusive responsibility of a veterinarian for the SIM.<sup>(9)</sup>

Municipal Law 1,228/2004 (revoked by Municipal Law No. 3,832, of July 11th, 2023) should also provide for the emergency hiring of Veterinary Doctor(s) in the event of a health emergency or absence of the head of the department, as a replacement.

Municipal Decree 120/2023 had to be amended because it did not regulate Municipal Law 3,832/2023<sup>(10)</sup> and referred to Federal Decree 30,691/1952<sup>(11)</sup>, which has now been revoked. Therefore, since it was a Decree from 2023, it should have been linked to current and current legislation, in accordance with federal decrees 9,013/2017<sup>(12)</sup> and 10,468/2020.<sup>(13)</sup>

Another difficulty in adhering to the agreement is the failure to meet the requirement to perform microbiological analyses, which should follow the standards of ANVISA's IN 161/2022.<sup>(14)</sup> For water analysis, physical-chemical and microbiological controls must be followed, according to Ordinance 888/2021 of the Ministry of Health<sup>(15)</sup> and receive appropriate treatment, according to the source of capture, in accordance with Consolidation Ordinance MS No. 5/2017.<sup>(16)</sup> Municipal

decree 125/2023, of the "Program to Combat Clandestine, Fraud and Health Education" was created and approved for being succinct and assertive, where at least one action per semester is required.

Regarding Municipal IN 01/2023, which establishes the mandatory compliance with specific legislation for Slaughterhouses, Family Slaughterhouses, Agroindustries and Family Agroindustries and establishments registered in the SIM of Entre-Ijuís, it was created and approved by SUSAF.

Therefore, through legislative updates, such as the amendment of the municipal law creating the Municipal Inspection Service No. 3,848/2023<sup>(17)</sup>, municipal decree that provides for the inspection of products of animal origin No. 192/2023, creation of normative instruction No. 01/2023, creation of the decree to combat clandestinity, fraud and health education No. 12/2023, the process of joining SUSAF of the municipality in question was approved.

## CONCLUSION

Despite the initial difficulties in adapting to and joining SUSAF, it should be considered that this process goes beyond the benefit of marketing products outside the municipality's area of coverage, since it deals with food safety. After the municipality is linked to SUSAF, a new stage of nomination and membership of the linked establishments begins, a rigorous process that requires qualified personnel, physical structure and manufacturing processes compatible with the needs of state marketing.

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