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**Promotion and protection of all human rights, civil,
political, economic, social and cultural rights,
including the right to development**

Report of the Special Rapporteur on the contemporary forms of slavery, Tomoya Obokata on his visit to Brazil

Comments by the State*

* The present document is being issued without formal editing.



Inputs from the Government of Brazil regarding the report of the visit of the Special Rapporteur on contemporary forms of slavery, including its causes and consequences to Brazil

I. Ministry of Labour and Employment

General coordination for labour inspection to eradicate conditions analogous to slavery and human trafficking (CGTRAE)

1. Page 3 – Footnote

The following information is incorrect: “Brazil has not ratified the Protocol of 1953, amending the Slavery Convention adopted in 1926.”

Convention No. 29 of 1926 was amended by a Supplementary Protocol in 1953 and was ratified by Brazil, already in its amended form, in 1966 through Decree No. 58,563 (8657589).

There may have been confusion with the 2014 Protocol to Convention No. 29, whose ratification process had not yet been completed by Brazil at the time of the Special Rapporteur’s visit. Nevertheless, we note that the text of the Protocol was approved by the National Congress and incorporated into the Brazilian legal system through Decree No. 12,857, published in February 2026 (8657617).

2. Page 4 – Paragraph 12

The following text regarding the National Plan for the Eradication of Slave Labour should be updated: “The plan is a cornerstone of Brazil’s human rights and labour policy agenda, and the Special Rapporteur was informed that the newest version is being finalised as of this writing.”

The Third National Plan for the Eradication of Slave Labour has already been finalized and is currently awaiting approval by the Chief of Staff’s Office of the Presidency of the Republic.

On page 4, paragraph 13 states:

“The Public Labour Prosecution Office and the Federal Police are part of the Group which may also include the Federal Prosecution Service and the Federal Public Defender’s Office.”

It should be clarified that the Special Mobile Inspection Group (GEFM) is composed exclusively of Labour Inspectors linked to the Ministry of Labour and Employment. The Labour Prosecution Office and the Federal Police are not members of the GEFM but work alongside it within their respective legal mandates, as do the Federal Prosecution Service and the Federal Public Defender’s Office.

3. Page 5 – Paragraph 14

At the end of paragraph 14, it would be appropriate to update the number of workers rescued between 1995 and 2025 to 68,000.

It should also be added that, beginning in 2026, all Brazilian states have established their own regional teams dedicated to combating labour performed under conditions analogous to slavery.

4. Page 8 – Paragraph 30

The following passage appears:

“Child labour and instances of sexual exploitation and abuse among migrant children were also reported but there do not seem to be safe, effective channels available to report human rights abuses taking place in these settings.”

Regarding this statement, it is important to recall that the Labour Inspectorate developed the Ipê System, an online platform dedicated exclusively to reporting situations involving the potential submission of workers to conditions analogous to slavery.

The Ipê System serves as a direct channel between society and the Labour Inspectorate. In addition to Portuguese, it is available in English, Spanish, and French to assist non-Brazilian victims. The system is free of charge, requires no prior registration, accepts anonymous reports, and allows the attachment of photos, videos, audio files, location data, and other supporting materials.

Furthermore, Dial 100 (Human Rights Hotline) is the Brazilian Federal Government's official channel for receiving, analyzing, and forwarding reports of human rights violations. The service is free, confidential, and available 24 hours a day, seven days a week, including weekends and holidays.

In addition to phone calls, reports may be submitted via WhatsApp, Telegram, the internet, the "Human Rights Brazil" mobile application (available for Android and iOS), and Brazilian Sign Language (LIBRAS) video calls for deaf or hard-of-hearing individuals.

Once a report is registered, the information is forwarded to the relevant local protection bodies, such as Child Protection Councils, police stations, the Public Prosecutor's Office, or Specialized Social Assistance Reference Centers (CREAS).

On page 8, paragraph 33 states:

"Findings from the Labour Prosecution Office and other stakeholders documented decades of unpaid labour, degrading living conditions, social isolation, and denial of access to education and healthcare."

In fact, this passage should refer to findings from the Labour Inspectorate, which was responsible for the determination that conditions analogous to slavery existed, as well as the rescue operation itself. The Labour Prosecution Office, Federal Police, and Federal Public Defender's Office acted jointly, particularly before the courts, based on findings produced by the Labour Inspectorate.

5. Page 10 – Paragraph 42:

The following statement is inaccurate: "Furthermore, many are said to face discrimination by law enforcement authorities and other public authorities. Consequently, reports of exploitation or abuse are frequently not taken seriously and left unaddressed by the police and by the Ministry of Labour and Employment."

The Labour Inspectorate faces challenges in addressing these situations precisely because of the limited flow of information concerning such cases. Since sexual exploitation has traditionally been viewed as a criminal matter, reports are only rarely submitted or communicated by criminal enforcement authorities to the Labour Inspectorate, which is the competent labour authority.

On page 10, paragraph 44, it is suggested that a third key financial obligation be included in the following passage:

"At the very minimum, they are required to assume two key financial obligations..."

It is essential to mention the payment of any outstanding labour and social security obligations arising from the exploitation of labour under conditions analogous to slavery, including unpaid wages, unused vacation entitlements, overtime compensation, and related social security contributions, in addition to the compensation for individual moral damages referred to in item (b).

6. **Page 12 – Paragraph 55: The correct name of the project is “Vida Pós Resgate” (Life After Rescue).**
7. **Page 14 – Paragraph 61: It is suggested that the number of reports received through the Ipê System in 2025 be updated to 4,850 reports, reflecting the growing dissemination and use of the platform.**

COORDINATION FOR THE ERADICATION AND INSPECTION OF CHILD LABOUR (COEFITI)

1. Page 5 – Excerpt from Paragraph 18

The report states: “The Special Rapporteur was informed that child protection agencies and custody councils are non-existent or not operational in many areas where sexual exploitation takes place, leaving significant protection gaps.”

This statement is overly broad and does not cite studies, technical data, or empirical evidence supporting the conclusion that “child protection agencies and guardianship councils are non-existent or non-operational in many areas where sexual exploitation occurs, leaving significant protection gaps.”

Available public information indicates the institutional presence of Guardianship Councils throughout the national territory. For example, an official government report announced the inauguration of approximately 30,000 Guardianship Council members in 2024, serving four-year terms and distributed across at least 5,500 Brazilian municipalities, out of a total of 5,569 municipalities.

It is recommended that the wording of the report be revised to avoid broad statements unsupported by appropriate technical evidence and that studies, statistical data, and concrete evidence be included to substantiate the issue, such as the information referenced above.

2. Page 7 – Excerpt from Paragraph 30

The assertion that “there do not seem to be safe and effective channels available to report human rights abuses occurring in these contexts” does not accurately reflect the Brazilian reality. Brazil has several federal reporting mechanisms accessible through different means—including telephone, internet, and in-person services—which ensure the protection and confidentiality of complainants’ information.

These mechanisms include:

- Dial 100 (Human Rights Hotline);
- Dial 190 (Police Emergency Service);
- Dial 127;
- The Ipê System, dedicated to online reporting of situations involving labour analogous to slavery;
- The Child Labour Ipê System, dedicated to online reporting of child labour, including cases involving sexual exploitation;
- Police station duty services (in-person reporting);
- Public Prosecutor’s Office reporting channels;
- The Ombudsman Office of the Ministry of Human Rights and Citizenship (MDHC) via WhatsApp, among others.

In addition to these federal mechanisms, several Brazilian states maintain their own reporting and victim assistance systems.

The Brazilian Government, therefore, provides multiple reporting channels through various means and ensures the confidentiality of complainants.

Links to the reporting channels mentioned:

- <https://ipe.sit.trabalho.gov.br>
- <https://ipetrabalhoinfantil.trabalho.gov.br>
- <https://www.gov.br/pt-br/servicos/denunciar-violacao-de-direitos-humanos>
- <https://www.gov.br/mdh/pt-br/ondh>
- <https://mpt.mp.br/pgt/servicos/servico-denuncie>

3. Page 15 – Excerpt from Paragraph 76

The following recommendation “76. Exploitation of Children (...) (b) Establish child-friendly reporting mechanisms.” does not adequately take into account the reporting mechanisms already available in Brazil, which operate through multiple channels and ensure the protection and anonymity of complainants, including in cases involving children and adolescents.

It is understood that the recommendation contained in item “(b) Establish child-friendly reporting mechanisms” is not appropriate in the Brazilian context, given that the country already has several reporting mechanisms that are accessible and adapted to different audiences, including children and adolescents.

These mechanisms are available through telephone services, online platforms, and in-person assistance, while ensuring confidentiality and protection for complainants.

General coordination for labour inspection and the promotion of decent work (CGFIT/CONADOM)

1. Page 8 – Item 33

The term “exploitation” appears twice, resulting in a loss of meaning in the second usage:

“In addition to labour exploitation, the Special Rapporteur received reports of sexual harassment, exploitation and violence among many of them.”

Suggestion:

Replace the second occurrence of “exploitation” with “overexploitation”.

Page 8 – Item 34

The following excerpt ““While some of the apps help ensure clear, transparent working conditions, the contractual terms set out on the app may not always be sufficiently clear or comprehensive...” conveys the idea that digital platforms may help ensure clear and transparent working conditions, which is generally not the case.

It is understood that the latter part of the sentence is appropriately drafted, as it recognizes that contractual terms established through such applications are not always clear and precise regarding the work being performed.

Page 8 – Item 35: The word “mensualistas” should be corrected to “mensalistas”.**2. Page 9 – Item 35**

The sentence “Furthermore, although Constitutional Amendment No. 72 (2013) established the right to workplace safety for domestic workers, the relevant standards have yet to be issued.” should be placed in a separate paragraph (Item 36) and rewritten more clearly to address the constitutional right to the reduction of work-related risks through health, hygiene, and safety standards, as provided in Article 7, item XXII, of the Federal Constitution and extended to domestic workers by Constitutional Amendment No. 72/2013:

“It is important to highlight that, although Constitutional Amendment No. 72 (2013) extended to domestic workers the right to a reduction in the risks inherent in their work

through health, hygiene, and safety regulations—as already established by Article 7, item XXII, of the Constitution for other categories of workers—the relevant regulatory standards have yet to be issued.”

Page 9 – Item 37

It is suggested that the expression “and other contemporary forms of slavery” be inserted as follows:

“In addition, domestic servitude and other contemporary forms of slavery remain significantly underreported, in part because many workers do not recognize themselves as victims, are unable to report abuse due to isolation and restrictions on movement within private households, or are unaware of their rights.”

Furthermore, the second sentence of the paragraph requires better contextualization, as the double-visit requirement does not hinder the timely and effective enforcement of labour legislation. Rather, it is a legal mechanism designed to provide guidance to domestic employers (as well as microenterprises and small businesses), while exempting situations involving lack of registration, obstruction, resistance, repeat violations, or fraud against labour inspection.

The report currently states: “Moreover, Article 44 of Complementary Law No. 150/2015 in principle establishes a ‘double visit’ requirement for labour inspections in domestic work. This suggests that inspectors must first issue a warning and provide guidance before imposing sanctions during a subsequent inspection visit. In practice, however, this hinders timely and effective enforcement.”

The report should acknowledge that the double-visit requirement is intended as an educational and compliance-promoting mechanism and that it does not apply in cases involving serious violations, repeat offences, fraud, obstruction, or failure to register workers.

II Ministry of Education

Under the section entitled “Victim Protection & Access to Justice”, **paragraph 74(v)**, the report recommends that the Government:

“Train public service professionals, particularly in the areas of education, health, social assistance, and public security, on the identification of instances of contemporary forms of slavery and the provision of appropriate assistance and referrals to victims.”

This recommendation is consistent with the objectives and strategies established under Brazil’s National Policy on Vocational and Technological Education (Política Nacional de Educação Profissional e Tecnológica – PNEPT), which provides, among its strategic actions, for the training and capacity-building of education professionals to operate in contexts of social vulnerability, in coordination with protection networks, particularly with regard to the early identification, appropriate referral, and prevention of human rights violations.

Accordingly, the recommendations set forth in the report are broadly aligned with the strategies envisaged under the National Policy on Vocational and Technological Education (PNEPT), established by Decree No. 12,603 of 28 August 2025, contributing to the creation of an institutional environment conducive to equipping professionals in Vocational and Technological Education (VET) with the skills required to identify, assist, and appropriately refer victims.

Such alignment is of particular relevance in the context of upper-secondary vocational and technical education, given that adolescents constitute the primary target population served by this educational modality, thereby requiring heightened awareness and preparedness on the part of VET professionals.

In such cases, the provisions of Law No. 14,344 of 24 May 2022 (Henry Borel Law) are applicable. The legislation establishes the duty to notify the competent authorities whenever there are indications or knowledge of acts or omissions constituting violence against children and adolescents, as provided in Articles 23 and 26 thereof.

Training of this nature is especially important in light of the extensive reach of educational institutions within society and their unique capacity to identify situations of vulnerability, particularly among children and adolescents enrolled in the educational system.

With regard to the section entitled “Migrant Workers, Asylum Seekers and Refugees”, **paragraph 78 (g)** contains the following recommendation:

“Facilitate access to the formal labour market for migrants and refugees, inter alia, by reducing barriers to the recognition of foreign qualifications and lowering the costs and complexity of diploma and credential recognition processes.”

The general objective of this recommendation, namely the recognition of qualifications and diplomas, is closely aligned with Brazil’s framework for the recognition of prior learning and professional competencies. Through this process, knowledge, skills, and competencies acquired throughout an individual’s life are assessed and formally certified according to the level of proficiency demonstrated in a given field.

This initiative is grounded in Article 41 of the Law on National Education Guidelines and Framework (Law No. 9,394 of 20 December 1996) and has been further strengthened through the establishment of the Certifica Network (Rede Certifica) by Ordinance No. 902 of 9 September 2024.

In light of the foregoing, the following revised wording is suggested for paragraph 78(g):

“Facilitate access to the formal labour market for migrants and refugees, inter alia, by reducing barriers to the recognition of foreign qualifications, including the recognition of prior learning, and lowering the costs and complexity of diploma and credential recognition processes.”

A further observation concerns a broader issue raised in paragraph 7 of the report, which has important implications for education in general and, more specifically, for vocational and technological education, including curriculum development, student admission policies, and the recruitment of academic and administrative personnel. In this regard, Brazil has adopted and implemented a number of legislative measures aimed at addressing historical inequalities through effective reparatory mechanisms.

The report states: “Furthermore, contemporary forms of slavery in Brazil manifest clearly along racial and gendered lines. This originated in the country’s legacies of slavery and colonialism which shaped enduring patterns of inequality, land concentration, and racialized labour exploitation. The colonial economy was built on slave labour performed by Africans and on large estates, embedding social hierarchies that persisted beyond the formal abolition of slavery in 1888. The latter occurred without meaningful land reform and to date, no comprehensive restorative justice process specifically addressing slavery and colonialism has been undertaken in the country.”

The final sentence asserts that the abolition of slavery occurred without meaningful land reform and that, to date, “no comprehensive restorative justice process specifically addressing slavery and colonialism has been undertaken in the country.” While acknowledging the historical foundations of the inequalities identified in the report, it should be noted that the Brazilian legal and institutional framework has undergone significant developments aimed at addressing the legacy of slavery, racial discrimination, and social exclusion.

Among the most noteworthy measures are the mandatory inclusion of Afro-Brazilian and Indigenous History and Culture in basic education curricula, pursuant to Law No. 10,639 of 9 January 2003 and Law No. 11,645 of 10 March 2008; the establishment of 20 November as the National Day of Zumbi and Black Consciousness, designated as a national public holiday under Law No. 14,759 of 21 December 2023; and the consolidation of affirmative action policies in access to federal public education through Law No. 12,711 of 29 August 2012, as amended by Law No. 14,723 of 13 November 2023, which guarantees reserved places for Black, Brown (Pardo), Indigenous, and Quilombola students in federal universities and in the Federal Network of Vocational, Scientific and Technological Education, in proportion to their demographic representation within each State as determined by the most recent census conducted by the Brazilian Institute of Geography and Statistics (IBGE).

These measures have been further complemented by Law No. 15,142 of 3 June 2025, which repealed and replaced Law No. 12,990 of 9 June 2014, expanding to 30 per cent the reservation of positions in federal public service recruitment processes for Afrodescendants, Indigenous, and Quilombola candidates. In addition, Law No. 14,611 of 3 July 2023 established provisions to ensure equal pay and remuneration criteria for women and men performing work of equal value or exercising the same function.

Given that the current wording of paragraph 7 does not adequately reflect these important legal, institutional, and social developments, it is suggested that the paragraph be revised with a view to acknowledging such progress or, alternatively, that the final assertion be reconsidered in light of the measures outlined above.

The Report of the Special Rapporteur on Contemporary Forms of Slavery (SEI 6845189) constitutes a detailed and valuable assessment of the Brazilian context with regard to labour performed under conditions analogous to slavery, providing an important and, to a considerable extent, representative overview of the national situation.

Nevertheless, the gaps identified herein, a particularly those relating to the educational dimension, appear to stem from a partial perspective shaped by the specific realities observed during the mission, as well as by the territorial and temporal scope of the visit, which took place between 18 and 25 August 2025 and was limited to the cities of Brasília, São Paulo, Marabá, Belo Horizonte, and Rio de Janeiro.

These observations seek to offer additional contextual elements that may assist in providing a more comprehensive and balanced understanding of the measures adopted by the Brazilian State to prevent, combat, and remedy contemporary forms of slavery and related human rights violations.
