



Governing Body

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Institutional Section

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Follow-up to the resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Belarus

► Introduction

1. At its 355th Session (November 2025), ¹ the Governing Body noted with growing concern the information provided in document [GB.355/INS/8\(Rev.1\)](#) and that the Government of Belarus had once again provided no new information on the measures taken to implement the recommendations of the Commission of Inquiry and subsequent recommendations of the supervisory bodies. The Governing Body called on the Government of Belarus to review its position and to fully collaborate with the Special Envoy to Belarus. The Governing Body noted the release of Messrs Aliaksandr Yarashuk and Hennadz Fiadynich and urged the Government, without further delay, to: (i) return to Messrs Yarashuk and Fiadynich their passports; and (ii) restore the payment of their pensions. The Governing Body further once again requested the Government of Belarus with the utmost urgency to accept: (i) an international humanitarian mission to ensure that independent doctors could visit all imprisoned trade unionists to assess their health and offer medical assistance, as necessary; and (ii) an ILO tripartite mission to assess the situation and visit trade unionists that were in prison or detention. The Governing Body urged the Government of Belarus to submit to the

¹ [GB.355/INS/8\(Rev.1\)/Decision](#).

Director-General all information on concrete steps taken in that regard by 31 January 2026 for transmission to its 356th Session (March–April 2026). The Governing Body also drew the attention of the Credentials Committee at the 114th Session of the International Labour Conference (2026) to the information set out in document GB.355/INS/8(Rev.1). The Governing Body supported the Director-General's renewal of the appointment of the Special Envoy to Belarus for the year 2026 and requested the Special Envoy to report back to its 356th Session and further provide all relevant information at the third special sitting of the Committee on the Application of Standards on the application by Belarus of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). The Governing Body invited the Organization's constituents – governments, employers and workers – to continue to take steps to ensure an effective follow-up to the Conference resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Belarus, including by holding national high-level tripartite meetings to assess and intensify efforts and ensuring that the principle of non-refoulement is respected, and to report back thereon to the Director-General for transmission to the Governing Body. The Governing Body requested the Director-General to prepare an updated report for its 356th Session.

► Latest developments

International Labour Organization

2. At its 96th Session (November–December 2025), the Committee of Experts on the Application of Conventions and Recommendations (CEACR) deplored the absence of progress in implementing the recommendations of the Commission of Inquiry and in addressing the outstanding recommendations of the supervisory bodies. The CEACR urged the Government to review its position and to fully collaborate with the Special Envoy. It further urged the Government to take concrete measures to implement the remaining recommendations of the Commission of Inquiry, subsequent recommendations of the supervisory bodies and the decisions of the Governing Body.
3. The Committee on Freedom of Association, tasked by the Commission of Inquiry to follow-up on the implementation of its recommendations, is expected to examine the measures taken by the Government of Belarus to that effect at its meeting in March–April 2026. Its conclusions and recommendations will be published in its 414th Report to be presented to the Governing Body at its current session.

United Nations Human Rights Council

4. On 3 November 2025, the UN Human Rights Council's Universal Periodic Review (UPR) Working Group **examined** the human rights record of Belarus. During the interactive dialogue a number of recommendations were formulated. In this respect, Belarus was expected to examine and provide response by the Sixty-first session of the Human Rights Council (23 February–31 March 2026) on the following recommendations: ensure genuine cooperation with UN human rights mechanisms and the ILO (146.33); adopt measures to guarantee a safe and enabling environment for trade unionists, among others (146.105); and engage with the ILO in good faith with a view to fully implementing all outstanding recommendations of the ILO Commission of Inquiry, repeal the laws dismantling independent trade unions and stop the persecution of unionists (146.109). The conclusions, which were examined and noted by

Belarus, included the following recommendations: immediately and unconditionally release all those arbitrarily detained, including trade union members, and refrain from detaining new individuals on political grounds (147.23); and release immediately and unconditionally all those unlawfully or arbitrarily detained and exposed to torture for the peaceful exercise of their legitimate functions, including trade unionists (147.26). With respect to the above-mentioned recommendations, the Government of Belarus [replied](#) that it could not support politicized recommendations containing unilateral value judgements and that it rejected recommendations of a prescriptive character that went beyond the advisory nature of the UPR and did not take into account national specificities, resources and domestic policy developments. Belarus replied that it did not recognize special procedures established on the basis of politicized, country-specific resolutions of the UN Human Rights Council, such as the Special Rapporteur on the situation of human rights in Belarus and the Group of Independent Experts on the human rights situation in Belarus (GIEB), and that it was not bound to cooperate with them.

Special Rapporteurs

5. On 8 December 2025, a group of independent human rights experts [denounced](#) the deportation to Lithuania of Belarussian prisoners released from jail, including trade unionists.² They recalled that, on 11 September 2025, Belarus had released from prison and brought to the border with Lithuania 52 individuals, most of whom were Belarusian citizens. Many released Belarussian prisoners had their Belarusian identity documents confiscated and some of them had been included on the official list of individuals involved in extremist activities. The experts argued that the expulsion of the country's own citizens and the arbitrary confiscation of their identity documents violated several human rights, including the right to a nationality, freedom of movement and the right not to be subjected to arbitrary or unlawful interference with one's privacy. According to the experts, it was yet another measure taken by the Belarusian authorities leading to a risk of statelessness; in this regard, the experts recalled the 2022 and 2023 constitutional and legislative amendments that had permitted the revocation of citizenship following [in absentia convictions without a fair trial](#) for "extremism" or for causing "severe damage to the interests of Belarus". The experts further [referred](#) to Presidential Decree "On the procedure for issuing documents and performing actions" No. 278 of 4 September 2023, which had effectively ended the issuance and renewal of identity documents by Belarusian consular services, adding that all those measures ran counter to the objectives of the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness, the two treaties that Belarus had previously agreed to ratify during its Universal Periodic Review in 2020. The experts called on the Belarusian authorities to immediately cease adopting and to revoke all the legislative, regulatory and law-enforcement measures that created a risk of statelessness, including the urgent need to amend the domestic counterterrorism and anti-extremism legislation.
6. Following the release of prisoners, including one trade unionist, on 13 December 2025 and their transfer to Ukraine, on 17 December 2025, the Special Rapporteur on the situation of human rights in Belarus [welcomed](#) their release but cautioned against excessive optimism about the human rights situation in Belarus. He stressed that many of those released, including

² The experts: Mr Nils Muižnieks, [Special Rapporteur on the situation of human rights in Belarus](#); Ms Irene Khan, [Special Rapporteur on the promotion and protection of the right to freedom of opinion and expression](#); Ms Gina Romero, [Special Rapporteur on the Rights to Freedom of Peaceful Assembly and of Association](#); Mr Ben Saul, [Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism](#).

trade unionists and civil activists, had been convicted without fair trials in retaliation for their professional activities or for exercising their civil and political rights and that the releases had been accompanied by expulsions to other countries, while those allowed to remain in Belarus upon liberation had been placed under a draconian surveillance regime and prevented from re-entering the professional labour market. The Special Rapporteur pointed out that detentions and prosecutions on politically motivated grounds continued alongside the releases and that Belarus continued to rank among the countries with the highest number of political prisoners per capita. The Special Rapporteur stated that, while the State media presented those releases as “pardons”, new criminal cases had been opened in absentia against some other recently released individuals. Some of those expelled were either nearing the end of their prison terms or had already served their sentences, their imprisonment having been arbitrarily prolonged based on article 411 of the Criminal Code for “malicious disobedience to penitentiary authorities”. The Special Rapporteur indicated that the released prisoners had expected to return to their homes and families but instead had been expelled abroad, left without means of subsistence and, in some cases, stripped of identity documents. The Special Rapporteur underlined that returning to Belarus for them would entail facing new criminal charges and imprisonment and that their pardons amounted to forced exile. He concluded that, while the releases were a relief, there were no signs of a change in the policy or practice of repression nor declarations to that effect. According to the Special Rapporteur, until perpetrators of grave human rights violations were held accountable, all political prisoners were released, and all Belarusians in exile could safely return to their country and speak and work there freely, the situation in Belarus could not be characterized as having undergone normalization.

Member States

7. Some European Union (EU) Member States have implemented measures designed to alleviate the consequences of the promulgation of the Decree “On the procedure for issuing documents and performing actions”, which, by means of prohibiting Belarusian embassies and consulates from issuing (renewing) passports, forces Belarusian citizens abroad to return to Belarus for obtaining or renewing their passports, wherein some of them would be at risk of detention on political grounds. Most notably, on 19 January 2026, the Director-General for Migration Management and the General Commissioner for Immigration and Borders (Spain) issued a [joint instruction](#) for determining the criteria to be followed in immigration procedures initiated or ongoing in respect of Belarusian nationals residing in Spain. The instruction allows competent authorities to accept expired Belarusian passports for the purposes of processing authorizations and permits as well as the issuance and delivery of foreigner’s identity cards from Belarusian nationals who were in Spain as of the date of issuance of the instruction. In this regard, the instruction cites the [UN experts](#) who, on 20 September 2023, called on the UN Member States to ensure that Belarusian citizens fearing persecution were not deported to Belarus on grounds that their passports had expired or had been invalidated as a result of punitive withdrawal of their citizenship and, accordingly, urged the UN Member States to facilitate the acquisition of alternative travel and identity documents guaranteeing access to essential services and the freedom of movement to the Belarusians who could not return safely to their home country. Furthermore, on 30 December 2025, Poland [extended](#) the validity of the simplified procedure for issuing a foreigner’s Polish travel document for citizens of Belarus until 20 June 2026. Specifically, Belarusian nationals whose passport has expired, may apply for a foreigner’s Polish travel document on a preferential basis, subject to the pre-determined conditions. Similarly, on 23 January 2026, a Belarusian national [received](#) French citizenship with an expired Belarusian passport.

Information provided by the Government of Belarus ³

8. In communications dated 2 February and 17 March 2026, the Government indicated that it had repeatedly provided comprehensive information and its counter-arguments regarding the unfounded and politically motivated accusations of non-compliance by Belarus with the ILO freedom of association Conventions, the recommendations of the Commission of Inquiry and the subsequent recommendations of the ILO supervisory bodies, as well as on the alleged persecution of trade union activists for peaceful exercise of lawful activities. The Government reiterated that it considered the anti-Belarusian campaign launched within the ILO, as well as the adoption of both the International Labour Conference's resolution on Belarus on the basis of article 33 of the ILO Constitution and the subsequent decisions of the Governing Body and the ILO supervisory bodies illegal and unjustified. The Government once again reiterated its position that claims regarding the prosecution of Belarusian trade unions and citizens for the engagement in legitimate trade union activities and the peaceful and lawful exercise of their civil rights and freedoms lacked merit. The Government also reaffirmed the independent and representative character of the Federation of Trade Unions of Belarus (FPB) and reiterated that a destructive cell based in one of the EU countries was operating under the guise of the Belarusian Congress of Democratic Trade Unions (BKDP). The Government asserted that there were no legal grounds for the Office and the ILO bodies to interact with the BKDP and its representatives and that the Government could not be obliged to provide its comments on the information received from illegitimate structures or organizations not associated with the country.
9. The Government further reiterated that there was no political and practical expediency for engaging with the Special Envoy nor for accepting the proposed missions to the country and that it continued to oppose the creation of a working group of the ILO and other UN institutions with a view to coordinating actions to put pressure on Belarus. In particular, the Government considered the mandate of the Special Envoy as a deliberately biased and unacceptable mechanism created in the context of implementing anti-Belarusian initiatives; the Government reiterated that the artificially created negative narrative regarding Belarus a priori precluded the Special Envoy from an objective assessment of the situation and, accordingly, ruled out the possibility of constructive dialogue. According to the Government, its position was corroborated by the engagement of the Special Envoy with representatives of the illegitimate BKDP; the Special Envoy's priority areas identified for further action at the 355th Session of the Governing Body; his statement that the "Belarusian issue" concerned not only the exercise of trade union activities but also a broader issue of ensuring freedom of association in the country. The Government asserted that the steps taken by the Special Envoy and his understanding of the issue conformed to the established paradigm on the "Belarusian issue", that is, wherein the Government's arguments and information were not taken into account and the evaluation of the situation was based on unsubstantiated statements by politically biased individuals and organizations operating under the guise of protecting labour and trade union rights.
10. Regarding the Governing Body's decision in relation to Messrs Yarashuk and Fiadynich, the Government noted that they had been pardoned by the decision of the Head of State based on humanitarian considerations. The Government further indicated that it did not have information about the location of passports of Messrs Yarashuk and Fiadynich and that the procedure for obtaining identity documents by Belarusian citizens was determined by

³ See the full communications in Appendix I.

Presidential Decree No. 294 of 3 June 2008 “On Documenting the Population of the Republic of Belarus”. Furthermore, with respect to the Governing Body’s request to restore the payment of the pensions of Messrs Yarashuk and Fiadynich, the Government asserted that the commission of the crime for which Mr Yarashuk had been convicted served as the basis for terminating the payment of the pension accrued during his civil service; at the same time, Mr Yarashuk had been informed about possibility of transferring to an old-age pension, subject to the submission of a respective application. The Government further stated that Mr Fiadynich received an old-age pension calculated on the basis of his total length of service, and, in accordance with the provisions of the pension legislation, Mr Fiadynich was being paid a pension considering the costs of his detention at the correctional facility. According to the Government, Mr Fiadynich must submit a respective application with a view to restoring the payment of his pension.

11. The Government further urged that the information and arguments it provided be given due consideration in order to restore constructive dialogue and cooperation. The Government did not consider itself bound by obligations to implement unfounded and politically motivated decisions and recommendations aimed at promoting the geopolitical interests of a certain group of states, to the detriment of the interests of Belarusian workers and employers. The Government reiterated its categorical opposition to interference in the internal affairs of sovereign states, the use of ILO mechanisms to legitimize sanctions violating the rights of Belarusian citizens, and the discriminatory recommendations to international organizations and ILO Member States to review their relations with the Republic of Belarus. The Government also demanded the immediate curtailment of anti-Belarusian initiatives lobbied by Western countries and structures under their control as well as the cancelation of unjustified and unlawful decisions in relation to Belarus. Accordingly, the Government reiterated its call on all ILO constituents and bodies not to take steps to implement the resolution on Belarus, which created a dangerous precedent of unlawful pressure on the country based on false accusations.

Information provided by the Belarusian Congress of Democratic Trade Unions

12. In its communication dated 31 January 2026, the BKDP alleged that, since September 2025, Belarus had continuously failed to implement the recommendations of the Commission of Inquiry as well as the annual recommendations of the Committee on Freedom of Association. The BKDP stated that independent trade unions and their members continued to be unable to operate legally in Belarus and that any individual engaging with independent trade unions was subject to criminal liability, established under articles 193¹ (“Unlawful organization of the activities of a public association, religious organization or foundation or participation in their activities”), 361¹ (“Creation of or participation in an extremist group”) and 361⁴ (“Facilitating extremist activities”) of the Criminal Code.
13. The BKDP indicated that, on 13 December 2025, Mr Maksim Senik, the secretary-treasurer of the Belarusian Independent Trade Union (BNP) at the “Grodno Azot” company, was released together with other 122 political prisoners. While the legal basis for his release remained unknown, it had supposedly resulted from the negotiations between the Government of the United States of America and the authorities of Belarus culminating in a bilateral agreement wherein political prisoners were released in exchange for the lifting of the US sanctions on the export of potash fertilizers. While acknowledging the release, the BKDP indicated that: together with other political prisoners, Mr Senik was forcibly deported to Ukraine; his release did not constitute exoneration nor implied recognition by the Belarusian authorities of the

violations committed against Mr Senik, nor did it demonstrate the acknowledgement by the Government of Belarus of its obligations under Conventions Nos 87 and 98 and measures recommended by the Governing Body under article 33 of the ILO Constitution. The BKDP therefore alleged that Mr Senik had been subjected to an unlawful deportation as defined under Article 7(1)(d) and (2)(d) of the Rome Statute of the International Criminal Court. Moreover, at the time of his release, Mr Senik was being held in solitary confinement, unaware of his imminent release, and was forced to physically harm himself by banging his head against the wall to obtain information about his situation; the prison administration threw him to the floor, handcuffed him and placed him in a room with rubber walls to prevent him from further harming himself. The BKDP reported that, as a result, Mr Senik experienced mental and physical health problems.

14. The BKDP alleged that repressions against the leaders and activists of independent Belarusian trade unions and the labour movement persisted. As of 4 February 2026, more than 50 trade union and labour leaders and activists were under criminal persecution, including 19 trade unionists that remained in prison or in detention.⁴ The BKDP reiterated its deep concern about the state of health of Mr Vatslau Areshka, the Belarusian Union of Radio and Electronics Workers (REP) union newspaper editor, who, despite his critical health condition,⁵ had not been released together with other political prisoners on 13 December 2025. The BKDP alleged the continued prosecution of Mr Maksim Pazniakou: his sister and his spouse's parents had been summoned for questioning, and, in December 2025, the police once again searched his mother's and sister's apartments. The BKDP indicated that it had deliberately excluded some details about the persecution of certain independent trade unionists to avoid unreasonable risks of further persecution.
15. The BKDP further indicated that, on 18 November 2025, Mr Lukashenko signed [Decree No. 400](#), which approved the plan for drafting legislative acts in 2026. The plan provided, in particular, for the elaboration of a law to amend the Law on Trade Unions and identified the Council of Ministers, the National Center for Legislation and Legal Information and the Federation of Trade Unions of Belarus (FPB) as state bodies (organizations) responsible for drafting it.
16. The BKDP referred to [resolution No. 696](#), "On certification, confirmation of qualifications, and business (professional) reputation in the field of auditing", adopted by the Council of Ministers on 1 December 2025. The resolution prohibits individuals who have been held administratively or criminally liable for committing "extremist" offences from working as auditors; any applicant for an auditor's certificate must provide to the Ministry of Finance a document confirming the absence of an outstanding or unexpunged conviction for committing offences under a number of articles of the Criminal Code, including the following: 342 ("Organization and preparation of actions grossly violating public order or active participation in them"), 342² ("Repeated violation of the procedure for organizing or holding mass events"), 361 ("Calls for restrictive measures (sanctions) or other actions aimed at harming the national security of the Republic of Belarus"), 361¹ ("Creation of an extremist formation or participation therein"), 361² ("Financing extremist activities"), 361⁴ ("Facilitating extremist activities"), 361⁵ ("Training or other preparation for participation in extremist activities"), 369¹ ("Discrediting the Republic of Belarus"), 369² ("Illegal receipt and (or) use of foreign gratuitous aid"), 369³ ("Public calls to organise or hold an illegal

⁴ See Appendix II.

⁵ During his imprisonment, Mr Areshka was diagnosed with cataracts, glaucoma and a retinal tear. As of 16 September 2025, he was completely blind, suffered from skin inflammations on his legs, and experienced problems with his spine. Mr Areshka was forced to move around by touch, including in order to reach the toilet facilities, which exposed him to a constant risk of injury; he had repeatedly fallen in his cell, sustaining wounds and bleeding injuries as a result.

gathering, rally, street march, demonstration or picket, or involvement of persons in such mass events"). Applicants must also confirm the absence of administrative penalties under several articles of the Administrative Code, provided that the statutory period for the administrative penalty to be considered extinguished had not elapsed. The BKDP described the resolution as an additional form of persecution of persons convicted under "extremist articles" of the Criminal Code and the Code on Administrative Offences.

► Measures taken by ILO constituents

Communications from national employers' and workers' organizations

17. In a communication dated 16 September 2025, the German Confederation of Trade Unions (DGB) highlighted the following measures it had taken to implement the Conference resolution on Belarus: (i) it continued supporting Belarussian trade unionists in exile, particularly by providing office space and IT infrastructure to the Salidarnast Association in Bremen, and had facilitated the information exchange between Belarussian trade unionists in exile and the Special Envoy; (ii) engaged with the German Government to initiate a tripartite meeting with the Special Envoy to discuss the next steps in support of the measures under article 33 of the ILO Constitution; and (iii) engaged with the authorities to facilitate the visa application process for Belarussian trade unionists and advised the German Government on the significance of promoting the democratic forces in Belarus and implementing the measures under article 33 of the ILO Constitution, including through reinstating the expedited procedure for issuing humanitarian visas that the German Government had previously suspended.

► Follow-up to the action plan to implement the Conference resolution and the conclusions of the Committee on the Application of Standards

18. In 2026, the Special Envoy to Belarus, Mr Lelio Bentes Corrêa, continued to oversee the activities relevant to ensuring the prompt and effective implementation by the Government of Belarus of the recommendations of the Commission of Inquiry. To that end, the Special Envoy has engaged with the following stakeholders:
 - the International Trade Union Confederation;
 - the International Organisation of Employers (IOE);
 - the European Economic and Social Committee (EESC);
 - the European Commission's Directorate-General for Employment, Social Affairs and Inclusion (EMPL);
 - the Group of Independent Experts on Belarus;
 - the UN Special Rapporteurs on freedom of peaceful assembly and of association and on the situation of human rights in Belarus.
19. The Special Envoy will present to the Governing Body an oral update on his activities.

20. Building on the work carried out in 2025 and early 2026, the Special Envoy will continue, in line with his mandate, to seek engagement with the Government of Belarus and all social partners, including those mentioned in the recommendations of the ILO Commission of Inquiry with a view to: (a) visiting the detained trade unionists, (b) facilitating their release, and (c) exploring avenues for the recognition of BKDP so that they can re-engage with the tripartite National Council on Labour and Social Issues and the tripartite Council for improvement of legislation in the social and labour sphere.
21. The Office and the Special Envoy will continue to engage with the UN agencies and other relevant international entities with a view to ensuring coordinated and joint action towards the implementation by the Government of Belarus of the recommendations of the ILO Commission of Inquiry as well as the recommendations of the other ILO supervisory bodies. In particular, engagement with the UN Special Rapporteurs with country and thematic mandates will continue through regular meetings with a view to exchanging information on the situation of trade union rights in the country and further exploring ways for making concrete progress in the implementation of the ILO recommendations.
22. The Office will continue to engage with ILO constituents with a view to facilitating the implementation of the mandate of the Special Envoy and to solicit information on the measures taken to ensure an effective follow-up to the Conference resolution for transmission to the Governing Body.

► Draft decision

23. The Governing Body:

- (a) **noted with growing concern the information provided in document GB.356/INS/12(Rev.2) and that the Government of Belarus once again provided no new information on the measures taken to implement the recommendations of the Commission of Inquiry and subsequent recommendations of the supervisory bodies;**
- (b) **called on the Government to review its position and to fully collaborate with the Special Envoy;**
- (c) **noted with utmost concern the failure of the Government of Belarus to return to Messrs Yarashuk and Fiadynich their confiscated passports and resume payment of their pensions and urged the Government to do so without further delay;**
- (d) **once again requested the Government of Belarus with the utmost urgency to accept:**
 - (i) **an international humanitarian mission to ensure that independent doctors could visit all imprisoned trade unionists to assess their health and offer medical assistance, as necessary; and**
 - (ii) **an ILO tripartite mission to assess the situation and visit trade unionists that are in prison or detention;**
- (e) **urged the Government of Belarus to submit to the Director-General all information on concrete steps taken in that regard following the 356th Session of the Governing Body by 21 September 2026 for transmission to the Governing Body at its 358th Session (November 2026);**

- (f) drew the attention of the Credentials Committee at the 114th Session of the International Labour Conference (2026) to the information set out in document GB.356/INS/12(Rev.2);
- (g) requested the Special Envoy to report back to the 358th Session (November 2026) of the Governing Body and further provide all relevant information at the third special sitting of the Committee on the Application of Standards on the application by Belarus of the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98);
- (h) invited the Organization's constituents – governments, employers and workers – to continue to take steps to ensure an effective follow-up to the Conference resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Belarus, including by holding national high-level tripartite meetings to assess and intensify efforts and to report back thereon to the Director-General for transmission to the Governing Body;
- (i) requested the Director-General to prepare an updated report for the 358th Session (November 2026) of the Governing Body.

► Appendix I

Letters from the Government of Belarus

Communication dated 2 February 2026

Unofficial translation

Information of the Government of the Republic of Belarus on the issues raised in the decision taken by the Governing Body during its 355th Session following the consideration of the item “Follow-up to the resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Belarus”

Taking into account the decision taken by the Governing Body at its 355th Session following the consideration of the item “Follow-up to the resolution concerning the measures recommended by the Governing Body under article 33 of the ILO Constitution on the subject of Belarus”, the Government of the Republic of Belarus (hereinafter referred to as the Government) is once again forced to draw attention to the fact that comprehensive information and counterarguments regarding the unfounded, politically motivated accusations addressed to it regarding non-compliance with ILO conventions on freedom of association, failure to implement the recommendations of the 2004 Commission of Inquiry and ILO bodies, as well as the persecution of trade union activists for the peaceful exercise of their legitimate activities have already been repeatedly presented earlier during the consideration at ILO venues of issues of the country’s application of ratified Conventions No. 87 and No. 98.

The Government considers it necessary to confirm its position regarding the absolute illegality of the anti-Belarusian campaign launched within the ILO, the unjustified adoption of a resolution on Belarus at the 111th Session of the International Labour Conference in June 2023 on the basis of Article 33 of the ILO Constitution, as well as subsequent decisions of the Governing Body and supervisory bodies of the Organization.

Unfortunately, ILO bodies continue to form their view of the situation based on unfounded statements and information from politically motivated individuals and structures acting in the interests of unfriendly forces with the aim of discrediting the Republic of Belarus and escalating pressure on the Belarusian State. As a result, the conclusions and recommendations addressed to the Government are based on unfounded accusations against the Belarusian authorities that lack factual support.

In view of the claims made against the Government regarding its disregard for the recommendations of the Commission of Inquiry and ILO bodies, and its failure to provide new information on their implementation, we note that detailed information on these issues has already been submitted to the International Labour Office (the Office) on numerous occasions.

National legislation and law enforcement practices do not contradict the country's obligations to comply with ILO Conventions No. 87 and No. 98.

The situation with the implementation of the recommendations of the Commission of Inquiry has been developing steadily. The Government, together with social partners and the Office, carried out serious work, as a result of which the absolute majority of the recommendations of the Commission of Inquiry, namely 10 out of 12 recommendations (Nos. 1, 2, 3, 4, 5, 6, 7, 8, 11 and 12), were implemented. Recommendations No. 9 and No. 10 have been implemented to the extent that they do not contradict national interests. The Government strictly followed the agreements reached and the plans developed jointly with the ILO. ILO bodies have repeatedly noted with interest the measures taken by the Government, noting the presence of progress.

The Government considers it necessary to once again draw attention to the absurdity of statements that trade unions and citizens of the country are being persecuted for carrying out trade union activities and the legal and peaceful exercise of civil rights and freedoms.

In the Republic of Belarus, everything necessary has been done to ensure that trade unions can be formed freely and can carry out their lawful activities without outside interference and discrimination. Guarantees of trade union rights are enshrined in legislation and implemented in practice. Unlawful restriction of trade union rights and creation of obstacles to the exercise of their powers are not permitted.

Citizens living in the country freely and actively exercise their right to join trade unions. In turn, trade unions, their leaders, members, and activists have the opportunity to freely carry out their activities aimed at upholding and protecting the labour, socio-economic rights and interests of workers, improving the standard of living and social security of citizens, including through interaction with government bodies within the framework of the social partnership system.

At the same time, the national competent authorities have every legal basis to bring to justice citizens whose actions are illegal.

Thus, citizens appearing in the information of an illegitimate structure allegedly acting on behalf of the Belarusian Congress of Democratic Trade Unions (BKDP) have been held accountable for specific illegal actions (criminal offenses) that are in no way connected with the legal and peaceful exercise of trade union, civil or other rights and freedoms.

Since the criminal prosecution of these individuals is not related to their trade union activities, we consider the continued attempts to manipulate this situation unacceptable.

The Government also once again draws attention to the groundlessness of actions aimed at discrediting the national trade union center, the Federation of Trade Unions of Belarus (FPB), which represents the interests of approximately 4 million citizens, within the ILO.

We insist on ending the systematic effort to impose distorted assessments of the situation in the country's trade union movement on the ILO bodies and Member States. We categorically oppose unfounded statements about the alleged control of the FPB by government authorities, as well as calls to limit the legitimate participation of the FPB in the work of the International Labour Conference and other ILO forums.

The ILO bodies have no objective grounds to question the legitimacy, independence and representative nature of the FPB.

Attempts to discredit the FPB and deprive it of the authority to represent the interests of Belarusian workers within the ILO are, in essence, a violation of the right of the country's workers to freedom of association, guaranteed by ILO Conventions No. 87 and No. 98.

In the context of unjustified adoption and implementation of the anti-Belarusian resolution within the ILO, the Government does not see the political and practical expediency of interacting with the appointed ILO Special Envoy and the missions proposed to be sent to the country, and opposes the creation of a working group of the ILO and other UN agencies to coordinate actions to exert pressure on the Republic of Belarus.

In the context of the unjustified adoption and implementation of the 2023 anti-Belarusian resolution within the ILO, the Government does not see any political and practical expediency of interacting with the appointed ILO Special Envoy and the missions proposed to be sent to the country, and opposes the creation of a working group of the ILO and other UN agencies to coordinate actions to exert pressure on the Republic of Belarus.

The mandate of the Special Envoy is considered by the Belarusian side as deliberately biased and unacceptable mechanism, the creation of which was decided in the context of the further implementation of anti-Belarusian initiatives. Moreover, the artificially created negative background around Belarus a priori excludes objective approaches to assessing the situation and, accordingly, constructive dialogue.

This position of the Government is confirmed by the contacts that have already taken place between the Special Envoy and representatives of the illegitimate BKDP, the priority areas for further work outlined by the Special Envoy during the 355th Session of the Governing Body, as well as his thesis that the Belarusian case concerns not simply the activities of trade unions, but a broader topic – ensuring freedom of association in the country.

The steps taken by the Special Envoy and his understanding of the situation demonstrate the established paradigm of the Belarusian case, in which the Government's arguments and information are ignored, and assessments of the situation are based on unfounded statements by unconstructively minded and politically engaged individuals and organizations who, under the guise of protecting labour and trade union rights, are carrying out a political order to discredit the country and escalate pressure on the Belarusian State.

Currently, the main source of false information about the Republic of Belarus within the ILO are individuals who position themselves as representatives of the BKDP. In this regard, the Government once again draws attention to the illegitimate status of this entity and its lack of ties with the Republic of Belarus.

Thus, the structure allegedly acting on behalf of the BKDP:

- has no connection with either Belarus or the national trade union movement, and, accordingly, does not have objective and up-to-date information about the situation in the country;
- does not operate within the country (its office and management are permanently based abroad);
- does not represent the interests of Belarusian workers (the trade unions that were part of the BKDP de facto and de jure ceased their work, have no members or primary organizations at enterprises in the country, and, accordingly, do not carry out trade union activities to protect labour and socio-economic rights and interests);
- is not registered in accordance with the established procedure and is illegal (the activities of unregistered associations are prohibited on the territory of the country);
- is financed by organizations and structures acting in the interests of foreign states that pursue unfriendly policies towards Belarus, i.e., it does not meet the criteria of independence.

In fact, today, a destructive cell is operating under the guise of the BKDP, based in one of the countries of the European Union and receiving support there to advance (under the guise of trade union activity) an anti-Belarusian agenda using the tools and procedures of the ILO.

In this regard, the Government insists that ILO bodies should critically approach the fabricated accusations leveled against Belarus by this structure and not accept information from illegitimate entities that have no connection to the country.

The International Labour Office and ILO bodies have no legal basis for interaction with the so-called BKDP and its representatives.

In turn, the Government cannot have any obligations to provide comments in connection with appeals from illegitimate structures or organizations not associated with the country.

Taking into account paragraph (c) of the decision taken by the Governing Body at its 355th Session, we believe it is possible to note the following.

Mr. Yarashuk and Mr. Fiadynich were convicted of committing crimes of an extremist nature and pardoned by decision of the Head of State based on humanitarian considerations.

We do not have information about the location of the passports of these individuals.

The procedure for obtaining identity documents by Belarusian citizens is determined by the Decree of the President of the Republic of Belarus of June 3, 2008 No. 294 “On documentation of the population of the Republic of Belarus”.

Regarding the issue of pension payments, we note that the crime for which Mr. Yarashuk was convicted is grounds for terminating his civil service pension. At the same time, Mr. Yarashuk was informed of the possibility of transferring to an old-age pension (subject to the submission of an appropriate application).

Mr. Fiadynich received an old-age pension taking into account his employment period on a general basis. In accordance with the provisions of pension legislation, Mr. Fiadynich was receiving a pension based on the cost of his stay in a correctional facility. The payment was terminated upon his release. To resume pension payments, it is necessary to submit a corresponding application.

To summarize the above, the Government notes with deep regret the complete disregard by the Office and ILO bodies for factual information from the Belarusian side, the norms of national legislation and the illegitimate status of the entity acting on behalf of the BKDP, as well as the extremely biased and one-sided approaches in assessing the situation in the country.

We insist that the information and arguments of the Belarusian side should be given due consideration in order to restore constructive dialogue and cooperation.

Meanwhile, the Government does not consider itself bound by obligations to implement unfounded, politically motivated decisions and recommendations aimed at ensuring the geopolitical interests of a certain group of states by putting pressure on the Republic of Belarus and harming the interests of Belarusian workers and employers.

We categorically reject interference in the internal affairs of sovereign states, the use of ILO mechanisms to legitimize sanctions that violate the rights of Belarusian citizens, as well as discriminatory recommendations

to international organizations and ILO Member States to review relations with the Republic of Belarus.

We insist that pressure on ILO Member States and organizations that are unwilling to take steps to implement unfounded decisions directed against the Republic of Belarus and its people is inadmissible.

We demand the immediate curtailment of anti-Belarusian initiatives lobbied by Western countries and their controlled structures. Unfounded and unlawful decisions against the Republic of Belarus must be cancelled.

We call on all ILO constituents and bodies not to take steps to implement the resolution on Belarus, which creates a dangerous precedent of unlawful pressure on the country based on false accusations.

At the same time, we are convinced that any conclusions and recommendations of ILO bodies must be based on the actual state of affairs in the country, must not go beyond the competence of the ILO and the areas of regulation of its conventions, and must not deprive the country of its sovereign right to choose political, economic, social and legal systems.

The Government reaffirms its commitment to fundamental principles and rights at work and expresses its readiness for constructive interaction with the Office and ILO bodies, subject to the obligatory condition of taking into account the realities and sovereign interests of the Republic of Belarus.

The Government calls on the Governing Body to pay due attention to the comments presented above, which reflect the actual state of affairs on the issues raised by ILO bodies, in order to avoid the adoption of further unfounded and politically motivated decisions with respect to the Republic of Belarus.

Communication dated 17 March 2026**Comments from the Belarusian Side regarding the information received by the International Labour Office on January 31, 2026, from an illegitimate structure operating abroad calling itself the “Belarusian Congress of Democratic Trade Unions”**

1. As the Government of the Republic of Belarus has repeatedly noted previously, the illegitimate structure operating abroad, calling itself the “Belarusian Congress of Democratic Trade Unions” (hereinafter referred to as the BKDP), is not a national trade union association, does not represent the interests of workers of Belarus, has no connection with the country’s trade union movement, and cannot be considered independent, since it carries out its activities through foreign funding in the interests of foreign states.

By promoting an anti-Belarusian agenda and calling on the ILO Member States and international organizations to put pressure on Belarus based on distorted assessments of the real situation and unfounded statements, the BKDP is implementing the political order of a well-known group of states that are pursuing a discriminatory policy of isolation and restrictions against the Republic of Belarus.

In this regard, the Belarusian Side insists that the International Labour Office and the ILO bodies have no objective grounds for interacting with the BKDP as a structure representing the interests of Belarusian workers, for considering and taking into account information received from this structure when making decisions, or for allowing representatives of the BKDP to participate in meetings on the “Belarusian case”.

Moreover, the Government of the Republic of Belarus does not consider itself bound by any obligations to consider and respond to statements and information authored by illegitimate structures of a destructive nature that have no connection to Belarus.

2. The Government of the Republic of Belarus has repeatedly provided the International Labour Office, the ILO bodies and the ILO Member States with detailed objective information regarding the situation with the implementation of the recommendations of the Commission of Inquiry.

To date, 10 of the 12 recommendations of the Commission of Inquiry have been implemented (Nos. 1, 2, 3, 4, 5, 6, 7, 8, 11, and 12). Recommendations No. 9 and No. 10 have been implemented to the extent that they do not conflict with national interests.

The requirements put forward by the ILO supervisory bodies in development of these recommendations (such as, for example, permission for foreign financing of political and propaganda work with the population, and the exclusion of penalties for violating legislation on mass events) do not

directly follow from the provisions of ILO Conventions No. 87 and No. 98 and, in the current situation, may serve the purpose of creating conditions for external interference in the internal affairs of the State.

In this regard, we believe that consideration of this issue within the ILO has long since lost its relevance. Moreover, the efforts of the BKDP and other opponents of the country to link the implementation of recommendations and compliance with ILO Conventions Nos. 87 and 98 with the absolutely legal prosecution of a number of individuals who committed criminal offenses (including against Belarusian society and the State), are aimed at artificially maintaining the “Belarusian case” in the focus of the ILO and other human rights structures for the purpose of consistent and systematic implementation of the anti-Belarusian agenda.

3. As it has been noted many times before, in the Republic of Belarus no one is persecuted for legitimate trade union activities for the protection of the labour and socio-economic rights of citizens, nor for the peaceful exercise of civil and political rights and freedoms in accordance with the national legislation and international law.

The citizens listed in the BKDP information were held accountable and served (continue to serve) sentences for crimes in no way related to the implementation of actual trade union activities. Any attempt to present the legal prosecution of a number of individuals for specific criminal offenses as persecution for supposedly peaceful and legal trade union activities is part of the manipulative tactics used by opponents of the Republic of Belarus to exert undue pressure on the country.

It should be noted that the provisions of Belarusian legislation providing for criminal liability for extremism and terrorism and other crimes directed against society, the State and the exercise of power and governance, do not contradict generally recognized norms of international law and overlap with the legislative norms of other (including Western) countries, which strictly regulate any actions that threaten the interests of society and the stability of the State (extremism, violation of public order, unauthorized mass events, threats to national security, overthrow of the constitutional order, etc.).

4. In general, the issues raised by the BKDP regarding the prosecution of a number of individuals for criminal offenses, the conditions of their detention and their release, including by decision of the Head of State based on humanitarian considerations, as well as the legislative prohibition of individuals who have committed certain crimes from holding certain positions, have no relation to the obligations of the Republic of Belarus under Conventions No. 87 and No. 98, fall outside the scope of the ILO mandate and,

therefore, are not subject to consideration within the framework of the “Belarusian case”.

5. The Government of the Republic of Belarus categorically opposes the arbitrary and distorted interpretation of the situation with freedom of association and the functioning of the trade union movement in the country promoted within the ILO.

The BKDP’s claims that independent trade unions cannot legally operate in the country and that their representatives are subject to state repression do not stand up to scrutiny and merely demonstrate that the BKDP is deliberately blurring the boundaries of the concept of “trade union activity” in order to justify the illegal actions of its leaders and members, as well as extremist activities aimed at destabilizing the Belarusian society and the State.

6. The successful implementation of the principles of freedom of association and independence of the trade union movement in the country is demonstrated by the activities of the Federation of Trade Unions of Belarus (FPB), which unites 15 sectoral trade unions at the national level and represents the interests of approximately 4 million citizens of the country (the absolute majority of workers in all sectors of the economy in all regions) in interaction with the Government and national associations of employers within the framework of the social partnership system.

It should be particularly emphasized that there are no objective grounds for questioning the legitimacy, independence and representative nature of the FPB.

Thus, the FPB freely carries out its activities to protect the workers’ labour and socio-economic rights in accordance with the current national legislation, international law and the FPB Charter. Membership of workers in the FPB trade unions is voluntary (upon written application, followed by payment of membership fees confirming the employee’s intention to be a member of the trade union). Furthermore, the FPB’s activities are neither controlled nor funded by the State (unlike the illegal activities of representatives of the BKDP, which rely on foreign funding for the benefit of foreign states).

In this regard, the BKDP’s statements that “independent trade unions and their members cannot carry out their activities in Belarus on a legal basis” and that “all those who are associated with independent trade unions and carry out activities to implement human rights and trade union goals are subject to criminal prosecution” have nothing to do with the real situation.

Trade unions operating in the Republic of Belarus and the national trade union center represented by the FPB are public associations that are

independent in their activities from government bodies and other organizations, political parties, and other public associations, and freely carry out their lawful activities to promote and protect the labour and socio-economic rights of citizens.

Any statements about the FPB and its member organizations being subject to government control, as well as calls and attempts to limit the FPB's participation in the work of the ILO bodies and the International Labour Conference, are nothing more than blatant attacks on the legitimate right of the country's workers to freedom of association.

7. As regards participation of the social partners in the development of legislation, the approaches implemented in the Republic of Belarus fully take into account the positive practices and standards of ILO conventions.

Currently, the interests of workers in the development of draft legal acts aimed at regulating labour relations, issues of external labour migration and trade union activities are completely legally represented by the FPB, as the most widespread and representative association of trade unions in the country.

At the same time, in this matter, the Government of the Republic of Belarus proceeds from the fact that the process of lawmaking does not presuppose the participation in it of any illegitimate structures operating abroad that have no connection with the trade union movement of the country (such as, for example, the BKDP).

Moreover, the BKDP's unfounded claims that trade unions are not included in the process of drafting laws that directly affect the interests of the workers indicate either a lack of knowledge of national legislative procedures on the part of BKDP representatives, or a clear desire to once again groundlessly discredit government bodies and social partners who are engaged in constructive interaction within the social partnership system for the benefit of the country's citizens.

► Appendix II

List of trade unionists imprisoned and released but non-exonerated

List of trade unionists imprisoned (imprisonment and restriction of freedom)

1. Vatslau Areshka (Belarusian Union of Radio and Electronics Workers (REP), union newspaper editor);
2. Andrei Khanevich (Belarusian Independent Trade Union (BNP), chairperson at OJSC "Grodno Azot");
3. Uladzimir Zhurauka (Rabochy Rukh, BNP, OJSC "Grodno Azot");
4. Andrei Paheryla (Rabochy Rukh, BNP, OJSC "Grodno Azot");
5. Siarhei Shelest (Rabochy Rukh, BNP, OJSC "Grodno Azot");
6. Valiantsin Tseranevich (Rabochy Rukh, BNP, OJSC "Grodno Azot");
7. Aliaksandr Kapshul (Rabochy Rukh, BNP, OJSC "Naftan");
8. Aliaksandr Hashnikau (Rabochy Rukh, BNP, OJSC "Belarusian Steel Works" (BMZ));
9. Ihar Mints (Rabochy Rukh, OJSC "Naftan");
10. Hanna Ablab (Rabochy Rukh, Belarusian Railway);
11. Siarhei Dziuba (Rabochy Rukh, Belarusian Railway);
12. Siarhei Shametska (Rabochy Rukh, CJSC "ATLANT");
13. Hanna Karneyenka (SPM, OJSC "Minsk Electrotechnical Plant Named After Vi Kozlov" (METZ));
14. Volha Brytsikava (BNP, chairperson, OJSC "Naftan");
15. Artsiom Parkhamovich (REP, activist, RUP "Beltelekom");
16. Alena Nazarava (REP, OJSC "Minsk Tractor Plant" (MTZ));
17. Aliaksandr Murauyou (REP);
18. Vital Halitski (SPM, OJSC "Minsk Electrotechnical Plant Named After Vi Kozlov" (METZ));
19. Artur Khlus (SPB, student "Grodno State Medical University", paramedic of the Grodno ambulance brigade).

List of trade unionists released, but non-exonerated

1. Aliaksandr Yarashuk (BKDP, chairperson);
2. Hennadz Fiadynich (REP, vice-chairperson);
3. Siarhei Antusevich (BKDP, vice-chairperson);
4. Maksim Senik (BNP secretary-treasurer at OJSC "Grodno Azot");
5. Aliaksandr Kandratsiuk (SPB, National Science Academy);
6. Aliaksandr Mialeshka (SPB, member of branch union council);
7. Vasil Berasneu (REP, acting chairperson);

8. Iryna But-Husaim (BKDP, accountant);
9. Aliaksandr Mishuk (BNP vice-chairperson, chairperson at OJSC “Belaruskali”);
10. Yanina Malash (SPM, vice-chairperson);
11. Zinaida Mikhniuk (REP, vice-chairperson);
12. Yauhen Hovar (BNP, OJSC “Belarusian Steel Works” (BMZ));
13. Mikhail Hromau (SPM, union secretary);
14. Leonid Soudalenko (REP, labour lawyer);
15. Miraslau Sabchuk (SPM, OJSC “Minsk Tractor Plant” (MTZ));
16. Aliaksandr Varabei (SPM, OJSC “Minsk Tractor Plant” (MTZ));
17. Uladzislau Martsinovich (SPB, Minsk state medical university);
18. Siarhei Sliashou (BNP, OJSC “Belarusian Steel Works” (BMZ));
19. Volha Belaziorava (BNP, OJSC “Grodno Azot”);
20. Vitali Siadliar (BNP, OJSC “Krasnoselskstroyaterialy”);
21. Ihar Povarau (BNP, OJSC “Belarusian Steel Works” (BMZ));
22. Tatsiana Yekelchyk (SPB, activist, student of BSU);
23. Yahor Kanetski (SPB, activist, student of BSU);
24. Kasia Budzko (SPB, activist, student of BSPU);
25. Viktoryia Hrankouskaya (SPB, activist, student of BNTU);
26. Anastasiya Bulybenka (SPB, activist, student of BNTU);
27. Andrei Shulhat (SPM, OJSC “Minsk Tractor Plant” (MTZ));
28. Yauhen Batura (SPM, OJSC “Minsk Tractor Plant” (MTZ));
29. Aliaksei Zabiran (BNP, OJSC “Grodno Azot”);
30. Volha Barushka (SPB activist, Minsk Scientific and Practical Center);
31. Aleh Kasila (BNP, OJSC “Krasnoselskstroimaterialy”);
32. Uladzimir Berdnikovich (BNP, UCC “Remmontazhstroy”);
33. Aliaksei Aliakseichyk (SPB, Republican Center for Children Oncology);
34. Vital Chychmarou (SPM, chairperson at OJSC “Minsk Electrotechnical Plant Named After Vi Kozlov” (METZ));
35. Maksim Zaitsau (SPB, Healthcare institution “Brest regional narcological dispensary”);
36. Dzmitry Varanovich (SPM, OJSC “BELAZ” – Management Company of Holding “BELAZ-HOLDING”);
37. Palina Sharenda-Panasiuk (REP);
38. Halina Smirnova (REP, Babrujsk, regional union coordinator);

39. Artsiom Zharnak (SPM, chairperson at OJSC "Minsk Automobile Plant" – the management company of the holding "BELAVTOMAZ" (MAZ));
40. Dzianis Puchak (SPM, OJSC "Minsk Tractor Plant" (MTZ));
41. Sviatlana Sakovich (SPM, OJSC "Minsk Tractor Plant" (MTZ)).