



理 事 会

第 356 届会议，2026 年 3 月 23 日至 4 月 2 日，日内瓦

机构部分

INS

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第十二项议程

《关于理事会根据<国际劳工组织章程>第 33 条就涉白俄罗斯事项提出的建议措施的决议》的后续措施

► 导 言

1. 在第 355 届会议(2025 年 11 月)上，¹ 理事会愈发关切地注意到理事会文件 GB.355/INS/8(Rev.1)中提供的信息，并愈发关切地注意到白俄罗斯政府再次没有就为落实调查委员会建议以及监督机构随后提出的建议而采取的措施提供任何新信息。理事会呼吁白俄罗斯政府重新审视其立场，并与白俄罗斯问题特使充分协作。理事会注意到阿里亚山大·亚拉舒科(Aliaksandr Yarashuk)先生和亨纳德·菲亚迪尼奇(Hennadz Fiadynich)先生已获释，并敦促白俄罗斯政府立即：(1) 归还亚拉舒科先生和菲亚迪尼奇先生的护照；(2) 恢复发放他们的养老金。此外，理事会再次最为紧急地要求白俄罗斯政府接受：(1) 一个国际人道主义特派团，以确保独立医生能够探访所有被监禁的工会工作者，评估他们的健康状况，并在必要时提供医疗援助；(2) 一个劳工组织三方特派团，以评估情况并探访曾被监禁或拘留的工会工作者。理事会敦促白俄罗斯政府在 2026 年 1 月 31 日之前向总干事提交在此方面采取的具体步骤的所有信息，以转交理事会第 356 届会议(2026 年 3-4 月)。理事会还提请国际劳工大会第 114 届会议(2026 年)证书委员会关注理事会文件 GB.355/INS/8(Rev.1)中所载信息。理事会支持总干事将白俄罗斯问题特使的任期延长到 2026

¹ 理事会文件 GB.355/INS/8(Rev.1)/决定。

年，并要求特使向理事会第 356 届会议汇报，并在标准实施委员会有关白俄罗斯实施《1948 年结社自由和保护组织权利公约》(第 87 号)和《1949 年组织权利和集体谈判权利公约》(第 98 号)情况的第三次特别会议上进一步提供所有相关信息。理事会提请劳工组织三方成员——政府、雇主和工人——继续采取措施，确保有效落实大会《关于理事会根据<国际劳工组织章程>第 33 条就涉白俄罗斯事项提出的建议措施的决议》，包括通过召开旨在评估和加强相关工作的国家三方高级别会议，同时确保尊重不驱回原则，并就此向总干事提交报告，以转交理事会。理事会要求总干事为其第 356 届会议编写一份最新情况报告。

► 最新情况

国际劳工组织

2. 实施公约与建议书专家委员会(专家委员会)在其第 96 届会议(2025 年 11-12 月)上，对调查委员会建议的执行情况以及监督机构提出但尚未执行的建议的落实情况缺乏进展表示遗憾。专家委员会敦促白俄罗斯政府重新审视其立场，并与特使充分合作。专家委员会还敦促白俄罗斯政府采取具体措施，落实调查委员会的剩余建议、监督机构的后续建议以及理事会的各项决定。
3. 受调查委员会委托，负责跟进其建议落实情况的结社自由委员会预计将在 2026 年 3-4 月的会议上审查白俄罗斯政府为此采取的措施。其结论和建议将发表在其第 414 份报告中，该报告将提交给理事会本届会议审议。

联合国人权理事会

4. 2025 年 11 月 3 日，联合国人权理事会普遍定期审议工作组审议了关于白俄罗斯的人权记录，在互动对话期间提出了一系列建议。对此，白俄罗斯预计将在人权理事会第六十一届会议(2026 年 2 月 23 日-3 月 31 日)之前审查下列建议并作出答复：确保与联合国人权机制和劳工组织开展真诚合作(146.33)；采取措施，保证工会工作者等享有安全和有利的环境(146.105)；与劳工组织真诚合作，以期全面落实劳工组织调查委员会提出但尚未被执行的所有建议，废除解散独立工会的法律，并停止对工会工作者的迫害(146.109)。白俄罗斯已进行审查并注意到的结论包括下列建议：立即无条件释放所有被任意拘留的人，包括工会会员，并不再以政治理由拘留新的人(147.23)；立即无条件释放所有因和平行使合法职能而被非法或任意拘留和遭受酷刑的人，包括工会工作者(147.26)。关于上述建议，白俄罗斯政府答复称，无法支持包含单方面价值判断的政治化建议，并拒绝接受超出普遍定期审议咨询性质且未考虑国家具体情况、资源及国内政策发展变化的指令性建议。白俄罗斯答复称，它不承认基于联合国人权理事会政治化的国别决议设立的特别程序，例如白俄罗斯人权状况特别报告员和白俄罗斯人权状况独立专家组，也无义务与之合作。

特别报告员

5. 2025 年 12 月 8 日，一批独立人权专家谴责白俄罗斯当局将获释的囚犯(包括工会工作者)驱逐至立陶宛。² 他们指出，2025 年 9 月 11 日，白俄罗斯释放了 52 名囚犯，并将他们带到与立陶宛接壤的边境，其中大多数是白俄罗斯公民。许多获释的白俄罗斯囚犯的白俄罗斯身份证件被没收，一些人甚至被列入参与极端主义活动的官方名单。专家们认为，驱逐本国公民并任意没收其身份证件侵犯了多项人权，包括国籍权、行动自由权以及不受任意或非法侵犯隐私权。专家们指出，这是白俄罗斯当局采取的又一项导致无国籍风险的措施。在这方面，专家们回顾指出，2022 年和 2023 年的宪法和法律修正案允许在未经公平审判的情况下，以“极端主义”或“对白俄罗斯利益造成严重损害”为由进行缺席定罪，并据此撤销国籍。专家们还提及 2023 年 9 月 4 日《关于签发证件和办理业务的程序》的第 278 号总统令，该总统令实际上终止了白俄罗斯领事机构签发和换发身份证件的程序。专家们指出，所有这些措施都与《1954 年关于无国籍人地位的公约》和《1961 年减少无国籍状态公约》的目标背道而驰，而白俄罗斯此前已在 2020 年的普遍定期审议中同意批准这两项公约。专家们呼吁白俄罗斯当局立即停止通过并且撤销所有造成无国籍风险的立法、监管和执法措施，并强调迫切需要修订国内反恐怖主义法律和反极端主义法律。
6. 2025 年 12 月 13 日，包括一名工会工作者在内的囚犯获释，并于 2025 年 12 月 17 日被移送至乌克兰。白俄罗斯人权状况特别报告员对这些人员的释放表示欢迎，但他告诫不要对白俄罗斯的人权状况过于乐观。他强调，许多获释者，包括工会工作者和公民活动家，都是因其职业活动或行使公民权利和政治权利而遭到报复，未经公正审判就被定罪。他们在获释的同时，也被驱逐至其他国家；而获释后获准留在白俄罗斯的人则被置于严苛的监视之下，并被禁止重返职业劳动力市场。特别报告员指出，尽管这些人员得以释放，但是出于政治动机的拘留和起诉仍在继续，白俄罗斯仍然是人均政治犯数量最多的国家之一。特别报告员表示，尽管国家媒体将这些人员的释放描述为“赦免”，但另外一些近期获释的人员却被缺席审判，面临新的刑事指控。部分被驱逐者要么刑期即将届满，要么已经服刑完毕，但其刑期却因“恶意抗拒监狱当局”这一罪名，依据《刑法》第 411 条而被任意延长。特别报告员指出，获释的囚犯原本期望返回家中与家人团聚，却被驱逐出境，失去了生活来源，在某些情况下甚至被剥夺了身份证件。特别报告员强调，对他们而言，返回白俄罗斯将面临新的刑事指控和监禁，他们的赦免实际上等同于强制流放。他总结道，虽然释放这些囚犯令人欣慰，但没有任何迹象表明镇压政策或做法有所改变，也没有任何相关的声明。根据特别报告员的说法，在严重侵犯人权行为的肇事者被追究责任、所有政治犯被释放、所有流亡的白俄罗斯人都能安全返回祖国并在那里自由地发声和工作之前，白俄罗斯的局势不能被视为已正常化。

² 专家包括：白俄罗斯人权状况特别报告员尼尔斯·穆日涅克斯先生；促进和保护见解和言论自由权问题特别报告员艾琳·汗女士；和平集会自由权和结社自由权问题特别报告员吉娜·罗梅罗女士；在打击恐怖主义的同时促进与保护人权和基本自由问题特别报告员本·索尔先生。

成员国

7. 一些欧盟成员国已采取措施，以减轻《关于签发证件和办理业务的程序》法令颁布后的影响。该法令禁止白俄罗斯驻外使领馆签发(换发)护照，迫使身处海外的白俄罗斯公民返回白俄罗斯办理或换发护照，其中一些人可能面临因政治原因被拘留的风险。尤其值得注意的是，2026 年 1 月 19 日，西班牙移民管理总局局长和移民与边境事务总局局长联合发布了一份[联合指令](#)，旨在确定针对居住在西班牙的白俄罗斯公民的已启动或正推进的移民程序中应遵循的标准。该指令允许主管当局接受已过期的白俄罗斯护照，用于办理授权和许可，以及为指令发布之日身处西班牙的白俄罗斯公民签发和递送外国人身份证。为此，该指示援引了[联合国专家](#)于 2023 年 9 月 20 日发出的呼吁，敦促联合国会员国确保不会因护照过期或因惩罚性剥夺国籍而导致的护照失效，而将因担心遭受迫害而滞留的白俄罗斯公民驱逐回白俄罗斯，同时敦促联合国会员国为无法安全返回祖国的白俄罗斯公民提供便利，使其能够获得替代旅行证件和身份证明，从而获得基本服务和行动自由。此外，波兰于 2025 年 12 月 30 日将白俄罗斯公民申请波兰外国人旅行证件的简化程序有效期[延长](#)至 2026 年 6 月 20 日。具体而言，护照已过期的白俄罗斯公民可在符合先决条件的情况下，优先申请波兰外国人旅行证件。同样，2026 年 1 月 23 日，一名白俄罗斯公民凭借过期的白俄罗斯护照[获得](#)了法国国籍。

白俄罗斯政府提供的信息³

8. 该国政府在 2026 年 2 月 2 日和 3 月 17 日的复函中指出，其已多次提供全面信息，并就针对白俄罗斯违反劳工组织结社自由公约、调查委员会建议以及劳工组织监督机构后续建议的毫无根据且出于政治动机的指控，以及针对工会积极分子因和平开展合法活动而遭受迫害的指控，提出反驳。该国政府重申，其认为在劳工组织内部发起的反白俄罗斯运动，国际劳工大会依据《国际劳工组织章程》第 33 条通过的关于白俄罗斯的决议，以及理事会和劳工组织监督机构的后续决定，均属非法且缺乏正当理由。该国政府再次重申，关于白俄罗斯工会和公民因参与合法工会活动以及和平合法行使公民权利和自由而遭到起诉的说法毫无根据。该国政府还重申了白俄罗斯工会联合会(FPB，白俄工联)的独立性和代表性，并再次强调，一个设在欧盟某国的破坏性组织正打着白俄罗斯民主工会大会(BKDP，白俄民主工大)的幌子进行活动。该国政府主张，劳工局和劳工组织各机构与白俄民主工大及其代表进行互动没有法律依据，该国政府也没有义务对从与该国无关的非法机构或组织获得的信息发表评论意见。
9. 该国政府进一步重申，与特使接触或接受拟议的赴白俄罗斯特派团，既无政治意义，也无实际意义。该国政府继续反对劳工组织和其他联合国机构成立工作组，以协调行动向白俄罗斯施压。该国政府尤其认为，特使的任务授权是一个蓄意偏袒且不可接受的机制，其设立的目的是为了实施反白俄罗斯的举措；该国政府重申，事先人为捏造的关于白俄罗斯的负面叙事，使特使无法对局势进行客观评估，因而无法开展建设性对话。该国政府称，特使与非法的白俄民主工大代表的接触；特使在理事会第 355 届会议上确定的需采取进一步行动的优先领域；以及他关于“白俄罗斯问题”不仅涉及工会活动的开展，还涉及保障该国结社自由这一更广泛的问题，都

³ 完整复函请见附录一。

印证了该国政府的立场。该国政府主张，特使采取的步骤及其对该问题的理解符合既定的“白俄罗斯问题”范式，即该国政府的论点和信息未被考虑，而对局势的评估基于一些打着保护劳工和工会权利的旗号、政治立场偏颇的个人和组织未经证实的声明。

10. 关于理事会关于亚拉舒科先生和菲亚迪尼奇先生的决定，该国政府指出，出于人道主义考量，国家元首已颁布决定对两人予以赦免。该国政府进一步表示，其并不知道亚拉舒科先生和菲亚迪尼奇先生的护照下落，白俄罗斯公民获取身份证件的程序由 2008 年 6 月 3 日《关于白俄罗斯共和国人口登记》的第 294 号总统令规定。此外，关于理事会恢复亚拉舒科先生和菲亚迪尼奇先生养老金的要求，该国政府强调，亚拉舒科先生被判犯有的罪行是其担任公务员期间累积的公务员养老金被停发的依据；同时，该国政府已告知亚拉舒科先生，他可以通过提交相关申请转为领取老年养老金。该国政府进一步表示，菲亚迪尼奇先生的养老金是根据工作年限计算并依据养老金法律规定领取的，考虑到其在惩戒机构的羁押费用，已向其发放了养老金。该国政府表示，菲亚迪尼奇先生必须提交恢复养老金发放的相应申请。
11. 该国政府进一步敦促各方充分考虑其提供的信息和论据，以恢复建设性对话与合作。该国政府认为自身没有义务执行那些毫无根据且出于政治动机、旨在维护特定国家集团地缘政治利益、损害白俄罗斯工人和雇主利益的决定和建议。该国政府重申，坚决反对干涉主权国家的内政，反对利用劳工组织机制使侵犯白俄罗斯公民权利的制裁合法化，反对向国际组织和劳工组织成员国提出的要求其审视与白俄罗斯共和国关系的歧视性建议。该国政府还要求立即停止西方国家及其控制下机构游说的反白俄罗斯举措，并取消所有针对白俄罗斯的不合理和不合法决定。为此，该国政府再次呼吁，劳工组织所有三方成员和机构不要采取措施执行关于白俄罗斯的决议，因为该决议开创了基于虚假指控对该国施加非法压力的危险先例。

白俄罗斯民主工会大会提供的信息

12. 白俄民主工大在 2026 年 1 月 31 日的来函中声称，自 2025 年 9 月以来，白俄罗斯一直未能落实调查委员会的建议以及结社自由委员会的年度建议。白俄民主工大指出，独立工会及其会员在白俄罗斯仍然无法合法开展工作，任何与独立工会有联系的个人都可能承担刑事责任，其依据是《刑法》第 193 条¹（“非法组织或参加公共团体、宗教组织或基金会活动”）、第 361 条¹（“创建或加入极端主义团体”）和第 361 条⁴（“为极端主义活动提供便利”）。
13. 白俄民主工大表示，2025 年 12 月 13 日，白俄罗斯独立工会格罗德诺氮肥厂工会书记兼司库马克西姆·塞尼克(Maksim Senik)先生与其他 122 名政治犯一同获释。虽然其获释的法律依据尚不明确，但据称是美利坚合众国政府与白俄罗斯当局多轮谈判的结果，谈判达成双边协议，用释放政治犯来换取美国解除对白俄罗斯钾肥出口的制裁。白俄民主工大在承认塞尼克先生获释的同时指出：塞尼克先生与其他政治犯一起被强行驱逐至乌克兰；他的获释并不构成免除其罪责，也不意味着白俄罗斯当局承认对塞尼克先生实施的侵犯人权行为，更不表明白俄罗斯政府认可其在第 87 号和第 98 号公约下的义务以及理事会根据《国际劳工组织章程》第 33 条建议的措施。因此，白俄民主工大声称塞尼克先生遭受了《国际刑事法院罗马规约》第七条第 1 款第 d 项和第 2 款第 d 项所定义的非非法驱逐。此外，塞尼克先生获释时正被单独监禁，并不知道自己即将获释，被迫用头撞墙伤害自己以求获知自己的处境；监狱管理人员将其摔倒在地，戴上手铐，

并关进一间橡胶墙房间，以防止他进一步伤害自己。据白俄民主工大报告，塞尼克先生因此出现了身心健康问题。

14. 白俄民主工大指控，针对白俄罗斯独立工会和劳工运动领导人及积极分子的镇压仍在继续。截至 2026 年 2 月 4 日，超过 50 名工会和劳工领导人及积极分子遭受刑事迫害，其中包括 19 名仍被监禁或拘留的工会工作者。⁴ 白俄民主工大重申，对白俄罗斯无线电和电子工人工会报纸编辑瓦特劳·阿雷什卡(Vatslau Areshka)先生的健康状况深表关切。尽管阿雷什卡先生健康状况危急，⁵ 但截至 2025 年 12 月 13 日，他仍未与其他政治犯一同获释。白俄民主工大还指控，对马克西姆·帕兹尼亚库(Maksim Pazniakou)先生的迫害仍在继续：他的妹妹及其配偶父母被传唤问话，2025 年 12 月，警方再次搜查了他母亲和妹妹的住所。白俄民主工大表示，为了避免遭受进一步迫害的不合理风险，他们故意隐瞒了有关某些独立工会工作者遭到迫害的一些细节。
15. 白俄民主工大进一步指出，2025 年 11 月 18 日，卢卡申科先生签署了第 400 号法令，批准了 2026 年法律草案制定计划。该计划特别规定要制定一部法律以修正《工会法》，并指定部长会议、国家立法和法律信息中心以及白俄罗斯工会联合会为负责起草该法律的国家机构(组织)。
16. 白俄民主工大提到了部长会议于 2025 年 12 月 1 日通过的“关于审计领域的认证、资格确认和商业(职业)声誉”的第 696 号决议。该决议禁止因犯有“极端主义”罪行而被追究行政或刑事责任的个人担任审计师；任何申请审计师证书的申请人必须向财政部提供一份文件，确认其不存在任何未决或未被撤销的违反《刑法》若干条款的定罪记录，其中包括：第 342 条(“组织和筹备严重违反公共秩序的行为或者积极参与此类行为”)、第 342 条²(“屡次违反组织或者举行群众活动的程序”)、第 361 条(“呼吁采取限制性措施(制裁)或者其他旨在危害白俄罗斯共和国国家安全的行动”)、第 361 条¹(“创建或者参与极端主义团体”)、第 361 条²(“资助极端主义活动”)、第 361 条⁴(“为极端主义活动提供便利”)、第 361 条⁵(“为参与极端主义活动进行培训或其他准备”)、第 369 条¹(“诋毁白俄罗斯共和国”)、第 369 条²(“非法接受和(或)使用外国无偿援助”)、第 369 条³(“公开呼吁组织或者举行非法集会、游行、游街、示威或纠察，或人员参与此类群众活动”)。申请人还必须确认，在行政处罚时效未了的法定期间内，不存在违反《行政法》若干条款的行政处罚记录。白俄民主工大称该决议是对根据《刑法》和《行政犯罪法》中“极端主义条款”被定罪人员的又一种迫害形式。

⁴ 见附录二。

⁵ 阿雷什卡先生在狱中被诊断出患有白内障、青光眼和视网膜撕裂。截至 2025 年 9 月 16 日，他已完全失明，腿部皮肤发炎，脊柱也出现问题。阿雷什卡先生被迫依靠触觉移动，包括去洗手间，这使他时刻面临受伤的风险；他曾在牢房内多次跌倒，导致持续受伤和出血。

► 劳工组织三方成员采取的措施

各国雇主组织和工人组织的来函

17. 在 2025 年 9 月 16 日的一份文件中，德国工会联合会(DGB，德工联)重点介绍了其为落实劳工大会关于白俄罗斯的决议而采取的下列措施：(1) 继续支持流亡的白俄罗斯工会工作者，特别是向位于不来梅的团结协会(Solidarnast Association)提供办公场所和信息技术基础设施，并协助流亡白俄罗斯工会工作者与特使之间的信息交流；(2) 与德国政府接洽，启动与特使的三方会议，讨论支持落实《国际劳工组织章程》第 33 条措施的后续行动；(3) 与有关当局接洽，为白俄罗斯工会工作者的签证申请提供便利，并就推动白俄罗斯民主力量发展以及落实《国际劳工组织章程》第 33 条措施的重要性向德国政府提出建议，包括恢复德国政府此前暂停的人道主义签证快速签发程序。

► 落实劳工大会决议的行动计划和标准实施委员会结论的后续措施

18. 白俄罗斯问题特使莱利奥·本特斯·科雷亚先生在 2026 年继续监督了与确保白俄罗斯政府迅速有效实施调查委员会建议相关的活动。为此，特使与以下利益攸关方接触：
- 国际工会联合会；
 - 国际雇主联合会；
 - 欧洲经济和社会委员会；
 - 欧盟委员会就业和社会事务与包容总司；
 - 白俄罗斯问题独立专家组；
 - 联合国和平集会与结社自由问题特别报告员和白俄罗斯人权状况特别报告员。
19. 特使将向理事会口头汇报其最新活动情况。
20. 在 2025 年和 2026 年初所开展工作的基础上，特使将继续寻求与白俄罗斯政府和所有社会伙伴接触，包括劳工组织调查委员会建议中提到的社会伙伴，目的在于：(a) 探访被拘留的工会工作者；(b) 推动释放上述人员；(c) 探索承认白俄民主工大的途径，以便其能够重新参与国家劳动和社会问题三方委员会以及改善社会和劳动领域立法三方委员会。
21. 劳工局和特使将继续与联合国各机构和其他有关国际实体合作，以确保采取协调一致的联合行动，推动白俄罗斯政府落实劳工组织调查委员会以及劳工组织其他监督机构的建议。特别是，将继续通过定期会议，与联合国负责国别和专题任务授权的特别报告员接触，交流有关该国工会权利状况的信息，并进一步探讨在落实劳工组织建议方面取得切实进展的途径。

22. 劳工局将继续同劳工组织三方成员合作以协助特使履行其职责，并征集有关为确保有效落实劳工大会决议而采取措施的信息，以转交给理事会。

► 决定草案

23. 理事会：

- (a) 愈发关切地注意到理事会文件 GB.356/INS/12(Rev.2)中所载信息，并愈发关切地注意到白俄罗斯政府再次没有就为落实调查委员会的建议以及监督机构随后提出的建议而采取的措施提供任何新的信息；
- (b) 呼吁该国政府重新审视其立场，并与特使充分合作；
- (c) 最为关切地注意到白俄罗斯政府既未能向亚拉舒科先生和菲亚迪尼奇先生归还其被没收的护照，也未能恢复发放其养老金，因此敦促该国政府不再拖延，立即照办；
- (d) 再次最为紧急地要求白俄罗斯政府接受：
 - (i) 一个国际人道主义特派团，以确保独立医生能够探访所有被监禁的工会工作者，评估他们的健康状况，并在必要时提供医疗援助；
 - (ii) 一个劳工组织三方特派团，以评估状况并探访被监禁或被拘留的工会工作者；
- (e) 敦促白俄罗斯政府在 2026 年 9 月 21 日之前向总干事提交关于理事会第 356 届会议之后在该方面采取的具体步骤的所有信息，以转交理事会第 358 届会议(2026 年 11 月)；
- (f) 提请国际劳工大会第 114 届会议(2026 年)证书委员会注意理事会文件 GB.356/INS/12(Rev.2)中所载信息；
- (g) 要求该特使向理事会第 358 届会议(2026 年 11 月)进行汇报，并在标准实施委员会有关白俄罗斯实施《1948 年结社自由和保护组织权利公约》(第 87 号)和《1949 年组织权利和集体谈判权利公约》(第 98 号)情况的第三次特别会议上进一步提供所有相关信息；
- (h) 提请劳工组织三方成员——政府、雇主和工人——继续采取措施，确保后续有效落实劳工大会《关于理事会根据<国际劳工组织章程>第 33 条就涉白俄罗斯事项提出的建议措施的决议》，包括通过召开旨在评估和加强相关工作的国家三方高级别会议，并就此向总干事提交报告，以转交理事会；
- (i) 要求总干事为理事会第 358 届会议(2026 年 11 月)编写一份最新情况报告。

► 附录一

白俄罗斯政府的信函

2026 年 2 月 2 日的复函

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.

2026 年 3 月 17 日的复函

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.

► 附录二

被监禁的工会工作者名单和已获释但未被免罪的工会工作者名单

被监禁的工会工作者名单(监禁并限制自由)

1. Vatslau Areshka (白俄罗斯无线电和电子工人工会, 工会报纸编辑);
2. Andrei Khanevich (白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”工会主席);
3. Uladzimir Zhurauka (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”);
4. Andrei Paheryla (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”);
5. Siarhei Shelest (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”);
6. Valiantsin Tseranevich (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”);
7. Aliaksandr Kapshul (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“纳夫坦”);
8. Aliaksandr Hashnikau (Rabochy Rukh 工人运动, 白俄罗斯独立工会, 开放式股份公司“白俄罗斯钢铁厂”);
9. Ihar Mints (Rabochy Rukh 工人运动, 开放式股份公司“纳夫坦”);
10. Hanna Ablab (Rabochy Rukh 工人运动, 白俄罗斯铁路公司);
11. Siarhei Dziuba (Rabochy Rukh 工人运动, 白俄罗斯铁路公司);
12. Siarhei Shametska (Rabochy Rukh 工人运动, 封闭式股份公司“亚特兰特”);
13. Hanna Karneyenka (金属工人自由工会, 开放式股份公司“明斯克 Vi Kozlov 电子科技工厂”);
14. Volha Brytsikava (白俄罗斯独立工会, 开放式股份公司“纳夫坦”工会主席);
15. Artsiom Parkhamovich (白俄罗斯无线电和电子工人工会, 工会积极分子, 共和制单一制企业“Beltelekom”);
16. Alena Nazarava (白俄罗斯无线电和电子工人工会, 开放式股份公司“明斯克拖拉机厂”);
17. Aliaksandr MuraYOU (白俄罗斯无线电和电子工人工会);
18. Vital Halitski (金属工人自由工会, 开放式股份公司“明斯克 Vi Kozlov 电子科技工厂”);

19. Artur Khlus (白俄罗斯自由工会, “格罗德诺国立医科大学” 学生, 格罗德诺救护队护理人员)。

已获释但未被免罪的工会工作者名单

1. Aliaksandr Yarashuk (白俄民主工大, 主席);
2. Hennadz Fiadynich (白俄罗斯无线电和电子工人工会, 副主席);
3. Siarhei Antusevich (白俄民主工大, 副主席);
4. Maksim Senik (白俄罗斯独立工会, 开放式股份公司 “格罗德诺氮肥厂” 书记兼司库);
5. Aliaksandr Kandratsiuk (白俄罗斯自由工会, 国家科学院);
6. Aliaksandr Mialeshka (白俄罗斯自由工会, 工会分会委员会成员)
7. Vasil Berasneu (白俄罗斯无线电和电子工人工会, 代理主席);
8. Iryna But-Husaim (白俄民主工大, 会计);
9. Aliaksandr Mishuk (白俄罗斯独立工会副主席, 开放式股份公司 “白俄罗斯钾肥公司” 工会主席);
10. Yanina Malash (金属工人自由工会, 副主席);
11. Zinaida Mikhniuk (白俄罗斯无线电和电子工人工会, 副主席);
12. Yauhen Hovar (白俄罗斯独立工会, 开放式股份公司 “白俄罗斯钢铁厂”);
13. Mikhail Hromau (金属工人自由工会, 工会秘书);
14. Leonid Soudalenko (白俄罗斯无线电和电子工人工会, 劳工律师);
15. Miraslau Sabchuk (金属工人自由工会, 开放式股份公司 “明斯克拖拉机厂”);
16. Aliaksandr Varabei (金属工人自由工会, 开放式股份公司 “明斯克拖拉机厂”);
17. Uladzislau Martsinovich (白俄罗斯自由工会, 明斯克州医科大学);
18. Siarhei Sliazhou (白俄罗斯独立工会, 开放式股份公司 “白俄罗斯钢铁厂”);
19. Volha Belaziorava (白俄罗斯独立工会, 开放式股份公司 “格罗德诺氮肥厂”);
20. Vitali Siadliar (白俄罗斯独立工会, 开放式股份公司 “克拉斯诺谢尔斯克建材”);
21. Ihar Povarau (白俄罗斯独立工会, 开放式股份公司 “白俄罗斯钢铁厂”);
22. Tatsiana Yekelchyk (白俄罗斯自由工会, 积极分子, 白俄罗斯国立大学学生);
23. Yahor Kanetski (白俄罗斯自由工会, 积极分子, 白俄罗斯国立大学学生);
24. Kasia Budzko (白俄罗斯自由工会, 积极分子, 白俄罗斯国立师范大学学生);

25. Viktoryia Hrankouskaya (白俄罗斯自由工会, 积极分子, 白俄罗斯国立技术大学学生);
26. Anastasiya Bulybenka (白俄罗斯自由工会, 积极分子, 白俄罗斯国立技术大学学生);
27. Andrei Shulhat (金属工人自由工会, 开放式股份公司“明斯克拖拉机厂”);
28. Yauhen Batura (金属工人自由工会, 开放式股份公司“明斯克拖拉机厂”);
29. Aliaksei Zabiran (白俄罗斯独立工会, 开放式股份公司“格罗德诺氮肥厂”);
30. Volha Barushka (白俄罗斯自由工会, 积极分子, 明斯克科学与实践中心);
31. Aleh Kasila (白俄罗斯独立工会, 开放式股份公司“克拉斯诺谢尔斯克建材”);
32. Uladzimir Berdnikovich (白俄罗斯独立工会, 单一制建筑公司“雷姆蒙塔日斯特罗伊”);
33. Aliaksei Aliakseichyk (白俄罗斯自由工会, 共和国儿童肿瘤中心)。
34. Vital Chychmarou (金属工人自由工会, 开放式股份公司“明斯克 Vi Kozlov 电子科技工厂”工会主席);
35. Maksim Zaitsau (白俄罗斯自由工会, 医疗机构“布列斯特州成瘾治疗门诊部”);
36. Dzmitry Varanovich (金属工人自由工会, 开放式股份公司“别拉斯” - 控股公司管理公司“别拉斯控股”);
37. Palina Sharenda-Panasiuk (白俄罗斯无线电和电子工人工会);
38. Halina Smirnova (白俄罗斯无线电和电子工人工会, 博布鲁伊斯克市, 区域工会协调员);
39. Artsiom Zharnak (金属工人自由工会, 开放式股份公司“明斯克汽车厂” - 控股管理公司“BELAVTOMAZ”工会主席);
40. Dzianis Puchak (金属工人自由工会, 开放式股份公司“明斯克拖拉机厂”);
41. Sviatlana Sakovich (金属工人自由工会, 开放式股份公司“明斯克拖拉机厂”)。