

**2024** Implementation Progress Report  
of the Action Plan for

# **Fisheries and Human Rights**



Fisheries Agency,  
Ministry of Agriculture



# 2024

## Implementation Progress Report of the Action Plan for **Fisheries and Human Rights**



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March 2025

# Index

<b>Preface</b>	<b>1</b>
<b>I. Introduction</b>	<b>3</b>
(I) Summary of labor profile in Taiwan distant water fisheries	3
(II) Action Plan for Fisheries and Human Rights implemented to further strengthen migrant fishers' rights and benefits	3
<b>II. Strategies and Results</b>	<b>6</b>
(I) Full Implementation of Agreed Labor Conditions	7
1. Requiring to sign employment contracts, informing rights and benefits before signing contract(s)	7
2. Direct and full wage payment	8
3. Hours of work and rest	9
(II) Improvement on Living Conditions and Social Protection	10
1. Improving accommodation conditions onboard fishing vessels	10
2. Improve onshore living facilities for fishers	11
3. Insurance required and increasing amount of death solatium	13
4. Limit maximum duration of stay at sea for distant water fishing vessels.	13
5. Multiple compliant channels and publicizing information on fishers' rights and benefits	13
6. Encourage operators to provide Wi-Fi for fishers	14
7. Promote occupational safety for fisher	15
(III) Strengthen Management of Recruitment Agents	16

<b>(IV) Increase Monitoring and Control Capacity</b>	<b>16</b>
1. Increase inspection manpower	16
2. Maintain Inspection Coverage with High-Intensity	17
(1) Incorporate unannounced inspections into inspection procedures	17
(2) Number of inspections and results	18
3. Handlings of complaints and reported cases	20
4. Sanctions imposed on Infractions	25
5. Strengthening cross-agency cooperation to combat human trafficking at sea	25
6. Promoting the installation CCTV system onboard distant water fishing vessels	25
<b>(V) Strengthen Management of Foreign Flag Fishing Vessel Invested and Operated by Taiwan Nationals</b>	<b>25</b>
1. More constraints on conditions for investment and operation	25
2. Fulfill Port State Responsibilities	25
(1) Limit conditions for foreign flag fishing vessel entering our ports	25
(2) Conduct joint inspection across agencies	26
<b>(VI) Cooperation between Public and Private Sectors</b>	<b>27</b>
1. Corporate Social Responsibility (CSR) Program, education and caring events for migrant fishers	27
2. Collaboration with private sectors	28
<b>(VII) Establish and Strengthen International Cooperation</b>	<b>28</b>
1. Bilateral Consultation Meeting between Taiwan and the United States on Human Rights	28
2. Hosting International Forum on Fisheries and Human Rights	29
3. Participation at Meetings Organized by Stella Maris	30
4. Exchanging Views on migrant fishers' rights and benefits with Indonesian Migrant Workers' Protection Agency	30
5. 9th Taiwan-Philippines Joint Labor Conference	30

### **III. Major Events Timelines**

**31**



# Preface

Marine capture fisheries are a labor-intensive industry characterized by hard work. As a result, Taiwan, like many other fishing nations, faces challenges in recruiting domestic fishers to work onboard fishing vessels. The fisheries industry thus heavily relies on a substantial number of migrant fishers to fill labor shortages. In recent years, the rights and benefits of migrant fishers employed on Taiwan-flagged fishing vessels have drawn significant attention both domestically and internationally.

Due to the operational characteristics of Taiwan's distant water fishing vessels, migrant fishers are often employed and dismissed overseas. To safeguard their rights, the Ministry of Agriculture (formerly the Council of Agriculture, Executive Yuan, which was restructured as the Ministry of Agriculture (MOA) on August 1, 2023) incorporated the overseas employment of migrant fishers into the regulatory framework in 2017. However, isolated incidents of rights violations on certain vessels severely damaged the reputation of Taiwan's distant water fishing industry. In response, the Government conducted thorough reviews, solicited input from various sectors, and officially adopted the Action Plan for Fisheries and Human Rights in 2022. This Plan mobilizes the resources of the State while engaging the industry and civil society to collectively strengthen the rights and benefits of migrant fishers.

With international fisheries organizations and market States placing increasing emphasis on the protection of human rights, the Taiwan Government and industry are working together to demonstrate our firm commitments and ongoing efforts to maintain the sustainable development of distant water fisheries and to safeguard migrant fishers' rights and benefits. This report compiles key achievements in 2024 according to the Action Plan for Fisheries and Human Rights, providing insights into Taiwan's progress in promoting human rights within its fishing industry. Through collective oversight and cooperation, we will strive to provide effective protection of migrant fishers' rights and benefits, while driving the industry to reinforce itself and fostering its sustainable development.



Director-General, Fisheries Agency

**Wang, Mao-chen**



# I ▶ Introduction





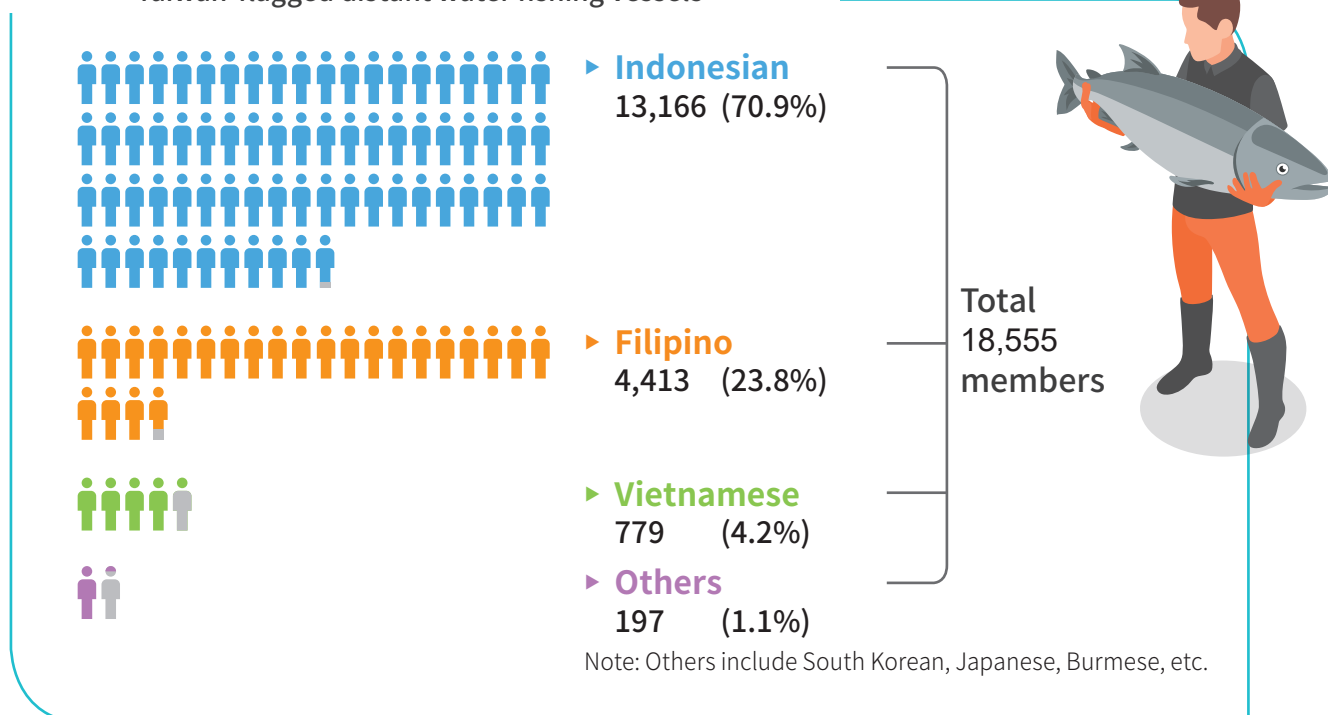
## (I) Summary of labor profile in Taiwan distant water fisheries

According to the statistics as of 31 December 2023, there were 1,014 Taiwan-flagged distant water fishing vessels, with 2,011 nationals, 18,555 migrant fishers employed overseas (hereinafter referred to as "migrant fishers"), and 792 Chinese fishers.

## (II) Action Plan for Fisheries and Human Rights implemented to further strengthen migrant fishers' rights and benefits

The Executive Yuan approved the Action Plan for Fisheries and Human Rights on 20 May 2022. The MOA works jointly with other ministries on the seven implementation strategies, i.e., Full Implementation of

Table 1 ► Number of migrant fishers employed overseas onboard Taiwan-flagged distant water fishing vessels





Agreed Labor Conditions, Improvement on Living Conditions and Social Protection, Strengthening Management of Recruitment Agents, Increasing Monitoring and Control Capacity, Strengthening Management of foreign-flagged fishing vessels invested and operated by our national (hereinafter FOC-Vessels), Establishing, and Deepening International Cooperation and Promoting Mutually-Beneficial Partnerships, with the goal of strengthening migrant fishers' rights and benefits in a multifaceted and systematic manner. After one year of implementation, a revised version to the said Action Plan was adopted on 25 July 2023.

To improve communications and safety onboard fishing vessels for fishers, the Taiwan Government provides NT\$1.03 billion. In addition, together with NT\$950 million for the buyback program for distant water fishing vessels and NT\$470 million for providing affordable accommodation and recreational facilities for fishers specifically for Qianzhen Fishing Harbor. A total of NT\$2.45 billion is allocated for strengthening migrant fishers' rights and benefits.

Furthermore, to make the working conditions onboard Taiwanese fishing vessel keep up with the international standards, the Ministry of Labor (MOL) had identified the discrepancies between our legislations and International Labour Organization (ILO) Working in Fishing Convention, 2007 (No.188) (hereinafter referred to as the ILO C-188) and decided to amend current provisions that were deemed applicable as soon as practical. It was concluded by the Executive Yuan in October 2023 that the incorporation of ILO C-188 would be moved forward as Implementation Act and the MOA would be the competent authority responsible for such incorporation.

After inviting stakeholders ranging from experts and scholars, competent authorities, the industry, fisher associations to civil society groups and convening three meetings on drafting Implementation Act, the MOA completed the legal procedure on 22 September 2024 and submitted the said drafted Act to the Executive Yuan on 31 December 2024 for deliberation .



## II ▶ Strategies and Results





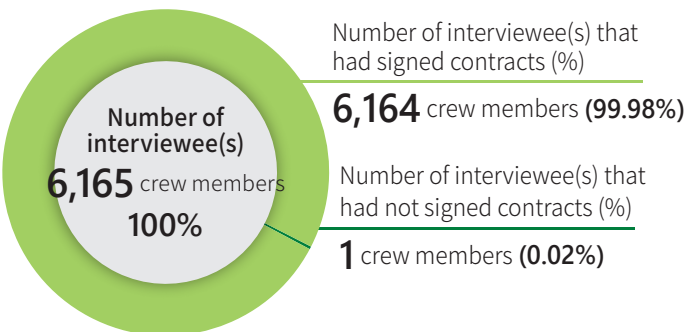
## (I) Full Implementation of Agreed Labor Conditions

### 1. Requiring to sign employment contracts, informing rights and benefits before signing contract(s)

In accordance with the Regulations on the Authorization and Management of Overseas Employment of Migrant Fishers (hereinafter referred to as the Regulations), the Fisheries Agency of Taiwan (TFA) requires that fishing vessel operators or authorized recruitment agents shall inform migrant fishers of the required provisions in the labor contracts before signing the standard employment contracts. It is also required that fishers shall

watch the rights and benefits promoting videos recorded in their native languages, and the process shall be thoroughly recorded in audio and video without interruption. Following all the required procedures, operators or recruitment agents may sign contracts available in both Mandarin Chinese and their mother languages and a copy of the signed contract shall be provided for each fisher concerned, and it shall be the same

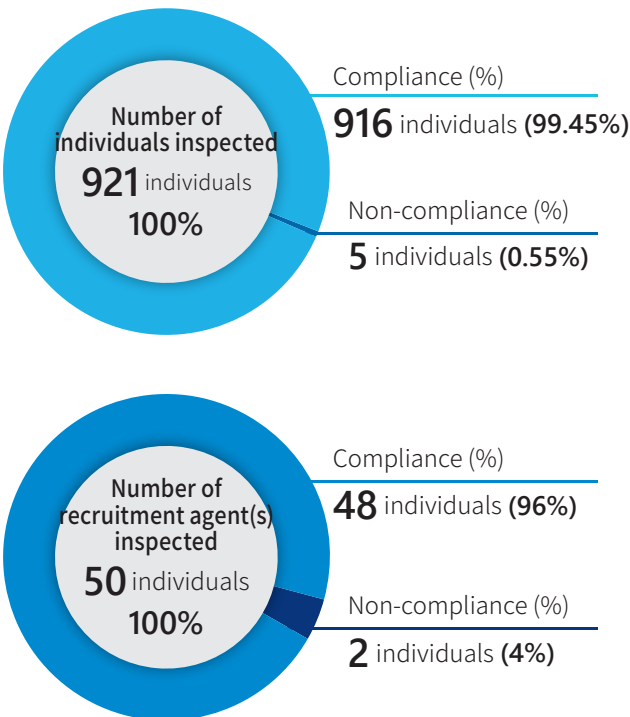
Table 2 ► Statistics on the Inspection of Employment Contracts Signed by Migrant Fishers on Taiwan's Distant Water Fishing Vessels in 2024



Number of sanctions imposed : 1 case  
Sanctions : NT\$50 thousand imposed on the fishing vessel operator

Table 3 ► Summary of TFA's random inspection on the recording of fishers watching video on rights and benefits in 2024

Occasion of inspection : On-site inspection(s) on recruitment agent's premises



Action(s) taken : 2 cases with official notice issued to provide instructions for improvement

when there is any change to the contract or when there is a contract renewal. By doing so, it is to ensure that migrant fishers understand their rights and benefits.

When conducting inspections on the recruitment agents, TFA randomly inspected whether the agents had informed the migrant fishers of their rights and benefits and kept the process recorded. In 2024, TFA inspected 50 recruitment agents, the average compliance rate was 99.45%. For the cases found failing to keep the said records, TFA would require the recruitment agents for improvement.

## 2. Direct and full wage payment

The Regulations stipulate that during their employment, distant water fisheries operators shall comply with contract signed with migrant fishers and with recruitment agent respectively. Wages shall be paid at a frequency that is mutually agreed upon between both sides and the amount shall be paid in full, either by paying in cash to the fishers or by transferring the wages to the account designated by the fishers. In addition, the wages shall not be paid through foreign agents.

**Table 4 ► Statistics on infraction regarding wage payment for migrant fishers working onboard Taiwanese fishing vessels in 2024**

Source	Finding	Number of FV	Results			Total amount of fine (NT\$10 thousand)	License suspension (month)
			Govt. letter sent to provide guidance on improvement (FV)	Administrative sanction imposed (FV)	Forwarded to office of country of origin to be properly handled (Case)		
Labor inspection (Note1)	Wages deducted by agent from country of origin	1	1	-	1	-	-
	Wages not paid in full amount	1	-	1	-	25	1
	Wages frequency not aligned with contract	2	2	-	-	-	-
Grievance channel and sanction imposed from labor inspection in previous year	Wages not paid in full amount	7	-	7	-	111	17
Total		11	3	8	1	136	18

Note 1: Inspections were conducted by TFA on 774 fishing vessels, of which 35 of them were inspected twice. Among those 739 inspected fishing vessels, data analysis was completed for 669 fishing vessels. It is found that four fishing vessels had such infraction above.



To verify whether such operators and recruitment agents had paid wages and retained records of payment in accordance with the Regulations, TFA conducted inspections on 739 fishing vessels and interviewed 6,165 migrant fishers. Among those interviewed, inspection findings of 669 inspected fishing vessels were concluded with data cross-checked. 665 fishing vessels, 99.4%, were found to be compliant with regard to the wages. By contrast, among the four fishing vessels, one was involved in a recruitment agent deducting wages at the fisher's country of origin, one was involved in not paying wages in full, and two had payment

frequencies that were not aligned with the contract. For those found to have minor deficiencies, TFA assisted such operators in improving by sending official notice whereas for those with serious infractions, TFA imposed sanctions according to the Regulations; details can be found in Table 4.

### 3. Hours of work and rest

Taking ILO C-188 as a reference, TFA has required that migrant fishers shall have a minimum of ten hours of rest per day, including at least six uninterrupted hours. Migrant fishers shall have a minimum 77-rest-hour in any seven days. However,

**Table 5 ► Summary of TFA' s random inspection on the compliance on rest hours on Taiwan-flagged distant water fishing vessels in 2024**

Source	Type	Non-compliance (number of FVs)	Results	
			Official notice issued to provide improvement (number of FVs)	Administrative sanction (number of FVs)
Labor inspection (Note 1)	Overtime but compensatory rest or compensation provided	81	81	-
	Minor deficiency	15 <sup>(Note 2)</sup>	15	-
Total		96	96	-

Note1: TFA inspected a total of 774 fishing vessels. Excluding those fishing vessels inspected more than one time, there were 739 vessels. Data from 669 fishing vessels were cross-checked. Among 669 fishing vessels, 96 fishing vessels were found to be involved in the findings above.

Note2: For those with minor deficiencies, most of the interviewees revealed that overtime occurred during the fishing operations at the fishing ground. After cross-checking the operational patterns of the fishing vessels, attendance records and the interviews, it was assessed that the average daily rest period was not below 10 hours. As a result, the fishing vessel operators were provided with instructions to establish reasonable working arrangements, compensatory rest mechanisms, and to implement proper recording of working hours and compensatory rest periods.

in consideration of fishing operation, compensatory leave(s) at sea or after the fishing vessel enters port may be arranged in accordance with the agreement between the employer and the employee.

TFA verifies the hours of work onboard Taiwan-flagged distant water fishing vessels through interviews and cross-checking attendance records. If minor overtime is identified, TFA would provide guidance and assistance on improvements for such fishing vessel operators, whereas, for cases with significant infraction, legal action would be taken accordingly. More information can be in table 5.

## (II) Improvement on Living Conditions and Social Protection

### 1. Improving accommodation conditions onboard fishing vessels

In order to ensure the quality of the accommodation onboard fishing vessels, the MOA has required that vessels, including those vessels with a length overall of 24 meters and above and those distant water fishing vessels with a length overall less than 24 meters, whose keels are placed or the building of which has reached to the stage similar to placing the keel after 16 November 2020 shall meet the requirements on accommodation as provided in Annex



▲ Picture 1: Sleeping cabin onboard fishing vessel meeting the requirements in ILO C-188



▲ Picture2: Dining room area onboard fishing vessel meeting the requirements in ILO C-188

III of International Labour Organization (ILO) Convention No.188 and that such fishing vessels shall be subject to the inspections made by the Maritime and Port Bureau, Ministry of Transportation and Communication. As of the end of 2024, 24 fishing vessels were built in accordance with the requirements above, 12 fishing vessels were under application for building fishing vessels and one fishing vessel was under application for the modification accordingly.

## 2. Improve onshore living facilities for fishers

TFA has planned and established fisher-friendly facilities at the fishing ports with a higher number of migrant fishers. In 2024, TFA

set up five additional shower rooms with hot water, recreation facilities or prayer rooms, making 39 facilities available at fishing ports. Additionally, four onshore power facilities were also available.

### Prayer rooms

available at 14 fishing harbors (12 subsidized by TFA; eight (8) provided by municipal and county government)

### Shower rooms

available at 39 locations across 33 fishing harbors (30 subsidized by TFA at 26 fishing harbors, one (1) provided by municipal and county government, in Kaohsiung City, and eight (8) provided by private sectors)

#### Lienchiang County



#### Kinmen County

Xin-Hu



#### Penghu County

Ma-Gong 3<sup>rd</sup> 、  
Feng-Gui-Dong 、  
Sui-Gang 、Tan-Mem  
Ma-Gong 3<sup>rd</sup>



Chien-Chen 、Qi-Jin 、  
Shang-Zhu-Li 、Xing-Da 、Mi-Tuo

Chien-Chen 、Qi-Jin

Dong-Gang Yan-Pu

#### Fishing Harbor

Dan-Shuei's 2<sup>nd</sup> 、Huang-Gang 、  
Wan-Li 、Dong-Ao 、Gui-Hou 、  
Shen-Ao 、Ao-Di 、Ma-Gang

Dan-Shuei's 2<sup>nd</sup> 、Hou-cuo 、  
Xia-Gu-Zi 、Shen-Ao 、  
Ao-Di 、Ma-Gang

Ba-Dou-Zi 、Chen-Pin 、  
Chang-Tan-Li 、  
Da-Wu-Lun 、Wai-Mu-Shan



▲ Picture 3: A summary on the establishment of onshore living facilities for fishers





▲ Picture 4: Qianzhen Fishing Port Crew Hall located at Qianzhen Fishing Harbor



▲ Picture 5, 6, 7: Recreation facilities, Wi-Fi, computers, available at Qianzhen Fishing Port Crew Hall to connect with fellow fishers and families



▲ Picture 8, 9: Shower rooms, bathrooms and toilets, prayer rooms also available for fishers at Qianzhen Fishing Port Crew Hall to meet their physical, mental and religious needs.



▲ Picture 10, 11: Islamic prayer room at Hsinchu Fishing Harbor

Among those facilities, the Crew Hall, located at Qianzhen Fishing Port, is featured with a convenience store, restaurant, prayer rooms, shower rooms, recreation rooms, washing machines, free Wi-Fi, computers, and more, which has been officially open since April.

### **3. Insurance required and increasing amount of death solatium**

The regulations require that Taiwanese distant water fishing vessel operators shall take out accident insurance, medical insurance of at least NT\$300 thousand, and life insurance of at least NT\$ 1.5 million for migrant fishers during the term of the employment contract. In case of death or missing during the period of employment, the amount of death solatium increased from NT\$ 100 thousand to NT\$200 thousand for each deceased or missing fishers since 16 October 2024. Besides the solatium provided by the MOL, the family dependents of the deceased may apply for the maximum of solatium NT\$ 100 thousand from the MOA.

### **4. Limit maximum duration of stay at sea for distant water fishing vessels**

To increase the time that fishers can rest in ports, the MOA amended relevant regulations for distant water fishing vessels, by the type of fisheries and the ocean, requiring Taiwan-

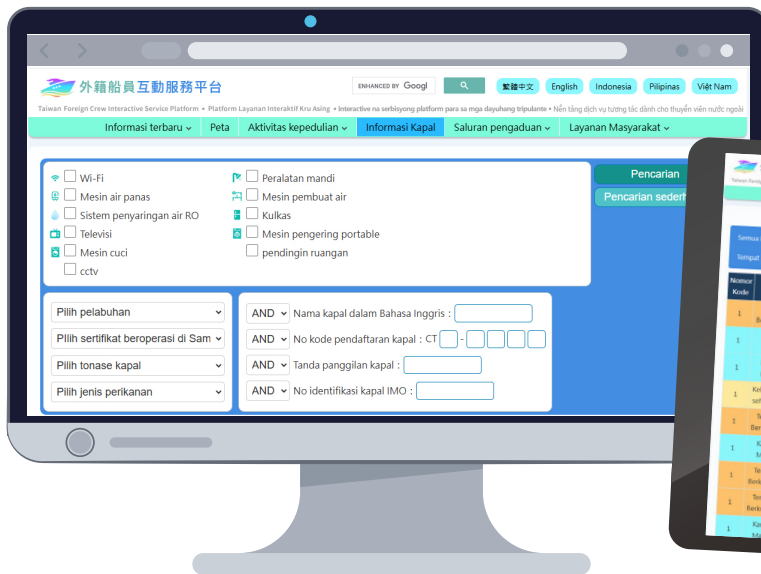
flagged distant water fishing vessels not to stay at sea for more than three to ten months. TFA continues to monitor the activities of fishing vessels via its Fisheries Monitoring Center (FMC) on an hourly basis. In 2024, one distant water fishing vessel was found non-compliant, and TFA imposed sanction on the said fishing vessel with a fine of NT\$500 thousand.

### **5. Multiple compliant channels and publicizing information on fishers' rights and benefits**

An online grievance channel is available on the Taiwan Foreign Crew Interactive Service Platform developed by TFA, which is available in five languages. In 2024, TFA processed 41 complaints submitted via this Platform. Additionally, with the collaboration between MOL and TFA, the complaints received by the MOL via 1955 free Hotline (available in multiple languages) from migrant fishers working onboard distant water fishing vessels would be forwarded to TFA. Complaints received from 2020 to 2024 via various channels are summarized in Table 13 and Table 14.

While conducting inspections on fishing vessel labor conditions in 2024, TFA disseminated leaflets concerning fishers' rights and benefits and requested that the information on the grievance channel be posted in a clear and visible area onboard fishing vessels.





▲ Picture 12: Public information on fishing vessel facilities available on Taiwan Foreign Crew Interactive Services Platform (in Bahasa Indonesian)



▲ Picture 13: Facilities around fishing harbors can be found on Taiwan Foreign Crew Interactive Services Platform (in Bahasa Indonesian)

Information on facilities around 35 fishing harbors and fishers' rights and benefits are available on Taiwan Foreign Crew Interactive Services Platform, and all basic information on all Taiwan-flagged fishing vessels are made public. The total number of views of the Platform was 26,038 in 2024.



▲ Picture 14: TFA hosted outreach events on Wi-Fi subsidy program, with participation from distant water fisheries associations, industry associations, and vessel operators.

## 6. Encourage operators to provide Wi-Fi for fishers

Since 2022, TFA has been providing subsidies or offering other administrative assistance to incentivize distant water fishing vessel operators to install Wi-Fi devices onboard that is available for fishers. In 2024, the maximum amount of subsidy provided for installing Wi-Fi was raised to NT\$600 thousand, and the maximum monthly subsidy for communication fees was increased to NT\$40 thousand. As of the end of 2024, a total of 109 distant water fishing vessels have provided accessible Wi-Fi for the fishers.

In addition, to guide distant water fishing vessel operators in providing reasonable access to Wi-Fi or satellite phones for

fishers, thereby safeguarding labor rights at sea and mitigating the risk of forced labor, TFA convened three consultation meetings in 2024, bringing together industry representatives, migrant fishers, and NGOs. As a result, the Guidelines for the Use of Maritime Communication Facilities for Fishers Provided by Distant Water Fishing Vessel Operators were finalized and made available to the public.

## 7. Promote occupational safety for fisher

To enhance the occupational safety of fishers, the MOA requires all fishers working on the decks of distant water fishing vessels to wear inflatable life jackets. Starting in 2022, the Ministry has also provided subsidies to

purchase inflatable life jackets for distant water fishing vessel operators. As of December 31, 2024, subsidies had been granted to 985 distant water fishing vessels (a coverage rate of 97.1%), with a total of 13,775 inflatable life jackets subsidized. Additionally, to improve the survival rate of fishers falling overboard and to comprehensively enhance personal safety and rescue efficiency, TFA introduced an additional subsidy program in 2024 to assist distant water fishing vessel operators in purchasing personal locator beacons (PLB) or maritime survivor locating devices (MSLD). In 2024, subsidies were granted to 23 distant water fishing vessels for the purchase of a total of 507 such devices.



▲ Picture 15: Fishers working while wearing inflatable life jackets



▲ Picture 16: TFA Inspectors promoting the proper use of inflatable life jackets to fishers.



### (III) Strengthen Management of Recruitment Agents

Since 2018, the MOA has conducted annual reviews of recruitment agents hiring migrant fishers overseas. Such annual review results are published on TFA's website in multiple languages, including English, Indonesian, Tagalog, and Vietnamese. Additionally, to enhance the quality of evaluation of recruitment agents, starting in 2023, TFA has continued to commission an independent polling company to conduct satisfaction surveys among migrant fishers and vessel operators. The results of these surveys are

incorporated into the overall review scores. Furthermore, the findings from on-site inspections of recruitment agents' premises conducted by TFA are also factored into the results of reviews.

### (IV) Increase Monitoring and Control Capacity

#### 1. Increase inspection manpower

In 2022, TFA recruited additional 60 inspectors, and in 2024, TFA continued to conduct inspections to safeguard labor rights on distant water fishing vessels. Each year,

Table 6 ► Results of annual reviews of recruitment agents recruiting migrant fishers

Score/Year	2018	2019	2020	2021	2022	2023	2024
Grade A	2	27	32	20	16	9	14
Grade B	23	12	15	28	33	27	32
Grade C	8	2	0	3	0	3	1
Grade D	13	2	2	3	-	-	-
Total Number of Agents Reviewed	46	43	49	54	49	39	47

Note: annual review results were categorized into Grade A, B and C after the amendments on 20 May 2022.

TFA also invites experts and scholars from relevant government authorities to provide training on preventing human trafficking (see Table 7). In addition, inspectors participate in inspection training programs organized by the ILO to enhance their professional competence in assessing labor conditions aboard fishing vessels.

To enhance overseas inspection capacity, since 2023, TFA has commissioned independent third-party organizations to dispatch inspectors to conduct inspections at foreign ports where Taiwanese distant water fishing vessels land their catches. After completing labor inspection training provided by TFA, such inspectors follow the standard operating procedures set by TFA to conduct such inspections. To date, labor inspections on distant water fishing vessels have been conducted at 12 foreign ports.

**2. Maintain Inspection Coverage with High-Intensity**

**(1) Incorporate unannounced inspections into inspection procedures**

The Ministry of Agriculture has established standard operating procedures (SOPs) for labor inspections covering distant water fishing vessels, vessel operators' premises, and recruitment agents.<sup>1</sup> Each year, inspections are conducted on more than 50% of Taiwan's distant water fishing vessels. Starting in November 2024, TFA has piloted unannounced labor rights inspections on distant water fishing vessels. During these inspections, migrant fishers are interviewed with the assistance of interpreters and with questionnaires prepared in their native languages, while vessel operators and officers are required to stay away from the interview process.

**Table 7 ► Participation of TFA's Personnel in Training Programs in 2024**

Host	Topic of Training	Session(s)	Number of TFA personnel(s) attended
National Immigration Agency	Training and case study for the enhancement of cooperation mechanism for preventing human-trafficking at-sea	2	129
International Training Centre of ILO	Online course on inspection of labor conditions on fishing vessels	2	51
TFA	Labor inspector forum and training	1	69

1. With respect to the standard procedures for labor inspections, please refer to the website: Ministry of Agriculture' s Standard Operating Procedures for Labor Inspections: [https://www.fa.gov.tw/view.php?theme=Announcement\\_Info&subtheme=&id=258](https://www.fa.gov.tw/view.php?theme=Announcement_Info&subtheme=&id=258)



▲ Picture 17: Labor rights and benefits inspection personnel of TFA



▲ Picture 18: TFA Inspectors and interpreters conducting interviews with migrant fishers

## (2) Number of inspections and results

Regarding the inspections on distant water fishing vessels, vessel operators' premises, and recruitment agents and migrant fisher interviews in 2024, the results and statistics are summarized below:

### A Labor rights inspections on distant water fishing vessels and interviews with migrant fishers

In 2024, TFA interviewed 6,165 migrant fishers

(including inspections conducted domestically, at foreign ports, and by independent third-party inspectors) and inspected 774 vessels. Both figures are higher than the ones in 2023<sup>2</sup>.

Excluding the vessels that were inspected more than one time, a total of 739 vessels were inspected, among which 669 vessels' inspection reports have been analyzed. The inspection results are presented in Tables 8 to 10.

**Table 8 ► Statistics on the Number of Distant Water Fishing Vessels Inspected for Labor Rights in 2024**

Location of Inspection		Number of FVs	Number of FVs (excluding FVs inspected more than one time)
Domestic Port		566	550
Foreign Port	TFA personnel	82	71
	Independent Third Party	126	118
Total		774	739

**Table 9 ► Statistics on the Number of Migrant Fisher Working on Taiwanese Distant Water Fishing Vessels Interviewed in 2024**

Type of Interview	Number of Interviewees
Domestic Inspection	4,225
Oversea Inspection	940
Independent Third Party	1,000
Total	6,165

2. The TFA interviewed 4,980 migrant fishers in 2023, and inspected 676 Taiwanese distant water fishing vessels in 2023



**Table 10 ► Statistics on Deficiencies Identified by Labor Rights Inspections of Distant Water Fishing Vessels and Actions Taken in 2024**

Item of Inspection	Number of Compliant Vessels (%)	Number of Non-Compliant Vessel (%) (Note 2)	Result				
			Official notice issued to guide improvement (vessels)	Administrative sanction imposed (vessels)	Request the representative office of the fisher's country of origin for appropriate handling (cases)	Fines imposed (NT\$10 thousand)	License suspension (months)
Passport and identification document accessible when needed	664 (99.3%)	5 (0.7%)	5	0	0	0	0
No instances of excessive overtime	573 (85.6%)	96 (14.4%)	96 <sup>(Note 3)</sup>	0	0	0	0
Adequate supply of clean drinking water	653 (97.6%)	16 (2.4%)	16	0	0	0	0
Sufficient and adequate supply of food	643 (96.1%)	26 (3.9%)	26	0	0	0	0
Wages compliant with Regulations and paid in full	665 (99.4%)	4 (0.6%)	2 <sup>(Note 4)</sup>	1	1	25	1
No deposit collected	653 (97.6%)	16 (2.4%)	16	0	16	0	0
No incidents of improper treatment	664 (99.3%)	5 (0.7%)	5 <sup>(Note 5)</sup>	0	0	0	0

Note 1: A total of 774 vessel inspections were conducted by TFA. After eliminating duplicate inspections, 739 vessels were inspected, and inspection data of 669 vessels was cross-checked.

Note 2: A vessel might have more than one type of deficiencies.

Note 3: For further details, please refer to Table 5.

Note 4: For further details, please refer to Table 4.

Note 5: In cases where migrant fishers reported being verbally reprimanded onboard, investigations revealed that such incidents were misunderstandings primarily stemmed from language barriers and poor communication. As no concrete evidence of misconduct was found, TFA has formally notified and advised the vessel operators to improve communication practices.

### B Inspections of operators' and recruitment agents' premises

In 2024, TFA inspected 351 fishing vessel operators' premises, of which 340 inspection reports have been analyzed. The results are presented in Table 11.

In 2024, TFA inspected 50 recruitment agents, with all inspection reports fully analyzed. The results are summarized in Table 12.

### 3. Handlings of complaints and reported cases

In addition to receiving reports and investigating cases in accordance with established procedures, TFA also convenes ad hoc "Review Panel for the Complaints of Migrant Fishers Employed Overseas" to handle complex, contentious complaints or cases involving violations found during inspections. These meetings invite representatives from the Ministry of Justice, the Ministry of Labor, the National Immigration Agency of

**Table 11 ► Statistics on Deficiencies Identified by Inspections of Vessel Operators' Premises and Actions Taken in 2024**

Inspection Item	Number of Compliant Operators (%)	Non-Compliance (%) (Note 2)	Results			
			Official notice issued to guide improvement (operators)	Administrative sanctions imposed (operators)	Fines imposed (in NT\$10 thousand)	License suspension (months)
Labor contract not expired	336 (98.8%)	4 (1.2%)	-	-	-	-
Fishers are insured in accordance with Regulations	340 (100%)	-	-	-	-	-
Wages are paid in full	330 (97.1%)	10 (2.9%)	10	-	-	-
Attendance records are documented and retained in compliance with regulations	264 (77.6%)	76 (22.4%)	76	-	-	-

Note 1: 351 operator premises were inspected by TFA. The data of 340 premises was cross-checked. The results are as described above.

Note 2: An operator premise may have more than one type of deficiencies.

Note 3: Deficiencies identified during inspections are followed up within the same year to confirm that the operators have completed the necessary improvements. Deficiencies deemed minor are included in the follow-up inspection items for the following year.

the Ministry of the Interior, the Seamen and Fishermen's Service Center, as well as experts and scholars, to review handling procedures

or investigation results. From 2020 to 2024, the status of complaints handled by TFA are shown in Table 13.

**Table 12 ► Statistics on Deficiencies Identified by Inspections of Recruitment Agents and Actions Taken in 2024**

Inspection Item	Number of Compliant Agents (%)	Non-Compliant Agents (%) (Note 2)	Results			
			Official notice issued to guide improvement (operators)	Administrative sanctions imposed (operators)	Fines imposed (in ten thousand New Taiwan Dollars)	License suspension (months)
Service contract are not expired	48 (96%)	2 (4%)	2	0	0	0
Commissioned contract are not expired	48 (96%)	2 (4%)	2	0	0	0
Fishers insurance complies with applicable regulations	50 (100%)	0	0	0	0	0
Operators provide wage payment certificates for retention by the recruitment agent	44 (88%)	6 (12%)	6	0	0	0
The recruitment agent pays wages on schedule in accordance with contractual terms	45 (90%)	5 (10%)	5	0	0	0
The recruitment agent provides wage payment certificates for retention by the operator	47 (94%)	3 (6%)	3	0	0	0
Service fees charged clearly	50 (100%)	0	-	0	0	0
Foreign agents cooperated are in the authorized list of the origin countries	49 (98%)	1 (2%)	1	0	0	0
The cooperation agreement with the migrant recruitment agent has been duly filed for record	38 (76%)	12 (24%)	12	0	0	0

Note 1: A total of 50 recruitment agents' premises were inspected, and all the data have been analyzed. The results are as described above.

Note 2: A recruitment agent may have more than one types of deficiencies.

Note 3: Deficiencies identified during inspections are followed up within the same year to confirm that the recruitment agents have completed the necessary improvements. Deficiencies deemed minor are included in the follow-up inspection items for the following year.



Table 13 ► A summary of how complaints received from 2020 to 2024 were processed

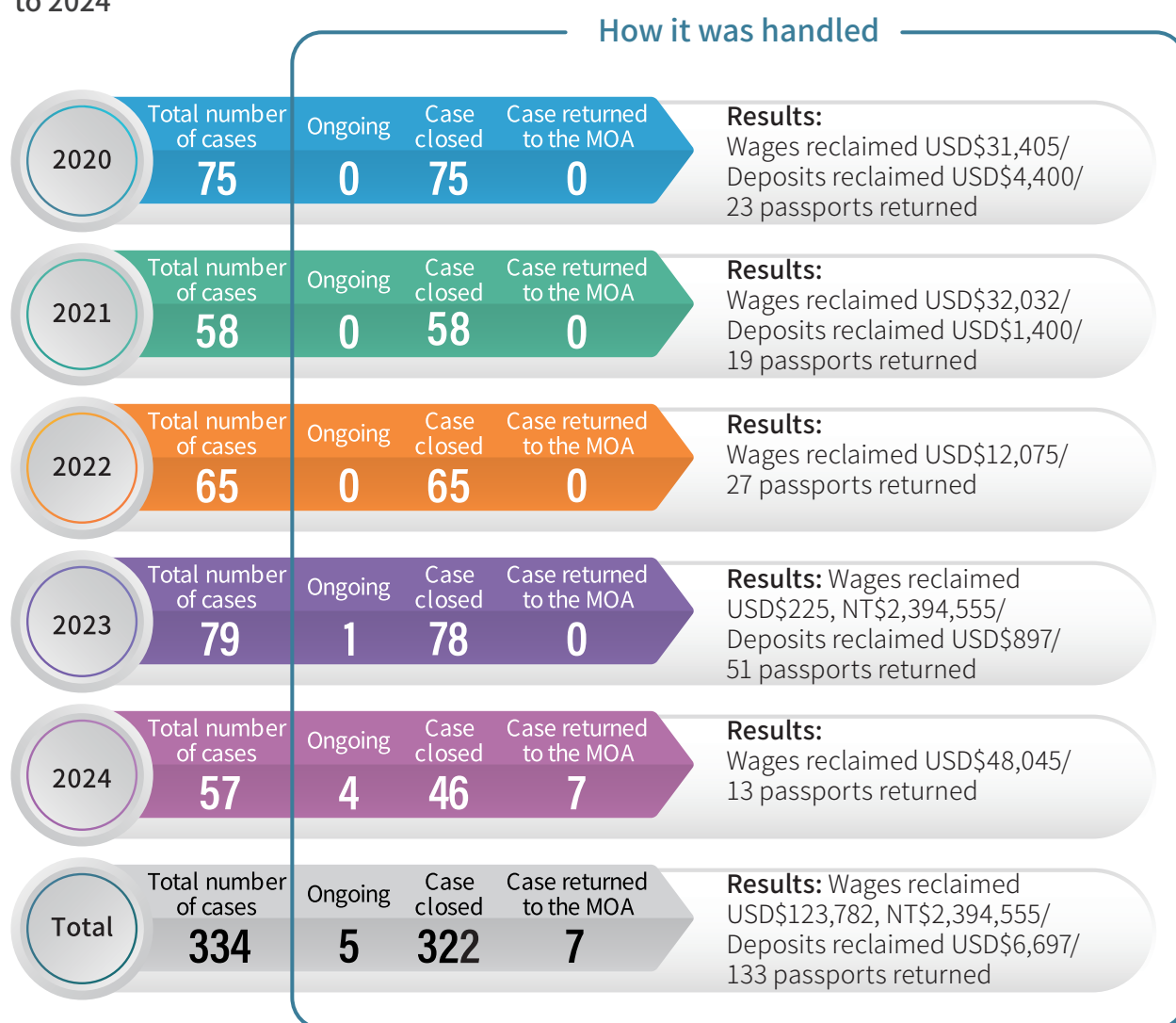
Grievance channels	Year	Total number of cases	Handling types					
			Administrative sanction	Forwarded to prosecutor	No concrete evidence found		Investigation ongoing	Application denied*
					Administrative guidance	Case closed		
Environmental Justice Foundation	2020	64	5	1	37	19	0	2
	2021	17	1	0	10	5	0	1
	2023	23	0	1	7	1	1	13
	2024	4	0	0	1	0	3	0
Greenpeace Foundation	2020	2	0	0	2	0	0	0
	2021	4	0	0	3	1	0	0
	2022	24	0	0	22	2	0	0
	2024	10	0	0	0	1	9	0
Serve the People Association	2020	2	0	0	1	1	0	0
	2021	1	0	1	0	0	0	0
	2022	5	0	0	1	4	0	0
Yilan Migrant Fishermen Union	2022	4	0	0	2	1	1	0
	2023	2	0	0	1	1	0	0
	2024	11	0	0	1	7	3	0
FOSPI Forum Silaturahmi Pelaut Indonesia (FOSPI)	2021	1	0	0	0	1	0	0
	2022	2	0	0	1	1	0	0
	2023	4	1	2	0	1	0	0
	2024	3	1	0	1	0	0	1
Stella Maris International	2020	3	0	0	0	3	0	0
	2021	16	2	1	5	6	0	2
	2022	14	1	1	3	8	0	1
	2023	3	0	0	0	3	0	0
Seamen's/Fishermen's Service Center of PCT General Assembly Church and Society	2020	2	0	0	1	1	0	0
	2021	3	0	1	2	0	0	0
	2022	3	0	0	1	1	1	0
	2023	8	0	0	1	7	0	0
St. Christopher's Church	2021	1	0	0	0	1	0	0
	2022	1	0	0	1	0	0	0
	2023	2	0	0	0	2	0	0
Taiwan Foreign Crew Interactive Service Platform	2024	41	0	0	4	23	13	1
Others	2020	5	0	1	2	2	0	0
	2021	3	1	0	2	0	0	0
	2022	10	1	0	4	4	0	1
	2023	38	3	1	7	18	4	5
	2024	47	2	1	7	26	9	2
Total	2020	78	5	2	43	26	0	2
	2021	46	4	3	22	14	0	3
	2022	63	2	1	35	21	2	2
	2023	80	4	4	16	33	5	18
	2024	124	3	1	14	64	38	4

Note: The reasons for denying applications include unclear objectives, obscure and ambiguous allegations, repeated cases, and foreign-flagged fishing vessels invested and operated not by Taiwan nationals, and out of TFA's jurisdiction, as such kind of application may be difficult to examine or to provide response.

In addition, for compliant(s) reported via the 1955 Hotline and forwarded by the MOL, if it involves overseas employed migrant fisher's rights and benefits, it would be handled by the TFA. The fishers were reported as missing in action as their vessel operators had not

known their whereabouts but were later found filed most of such complaints. In such complaints, they asked vessel operators to pay the unpaid wages for the period before they had left the fishing vessel, to reclaim deposits charged by their recruitment agents

**Table 14 ► A summary of how complaints made via 1955 Hotline were handled from 2020 to 2024**



Note: The types of cases are mostly related to fishers who went missing and were later apprehended. In such complaints, they asked vessel operators to pay the unpaid wages for the period before they had left the fishing vessel, to reclaim deposits charged by their agents (usually foreign agents), and to retrieve their passport(s) stored at the vessel operators or recruitment agents for the purpose of immigration procedures.

(usually foreign agents), and to reclaim their passport(s) stored withheld by the vessel operator or recruitment agent for the purpose of immigration procedures. A summary of the results that the TFA handled complaints reported via the 1955 Hotline from 2020 to 2024 is shown in Table 14.

#### 4. Sanctions imposed on Infractions

Tables 15 and 16.

**Table 15 ► A summary of the Sanctions imposed on distant water fishing vessel operators from 2020 to 2024**

Year	Cases of violations	Cumulative amount of fine (NT\$10 thousand)	Cumulative duration of fishing license suspensions (in months)
Types of violations committed by operators			
Unauthorized employment			
2020	126	1,223	0
2021	33	349	0
2022	17	115	0
2023	5	43	0
2024	15	119	0
Types of violations committed by operators			
Not complying with provisions related to wages			
2020	7	155	6
2021	7	155	3
2022	3	145	0
2023	4	95	4
2024	8	136	18

Year	Cases of violations	Cumulative amount of fine (NT\$10 thousand)	Cumulative duration of fishing license suspensions (in months)
Types of violations committed by operators			
Payslips not available			
2020	2	10	0
2021	2	10	0
2022	0	0	0
2023	4	20	0
2024	0	0	0

Types of violations committed by operators			
Engaged in other employment			
2020	1	5	0
2021	0	0	0
2022	0	0	0
2023	0	0	0
2024	0	0	0

Types of violations committed by operators			
Other			
2020	7	140	8
2021	8	101	0
2022	3	40	6
2023	3	25	4
2024	3	55	4

Note: The type of Others includes failing to provide prompt medical treatment and failing to notify the competent authority.



**Table 16 ► A summary of the sanctions imposed on recruitment agents' from 2020 to 2024**

Year	Cases of violations	Cumulative amount of fine (NT\$ 10 thousand)
Types of violations committed by operators		
Payslips not available		
2020	3	300
2021	0	0
2022	1	100
2023	0	0
2024	0	0

### 5. Strengthening cross-agency cooperation to combat human trafficking at sea

According to Cooperation Mechanism for Strengthening Combat against Human Trafficking at Sea and Suspected Labor Trafficking of Migrant Fisher Examination Chart established by the Ministry of Interior, TFA forwarded five alleged human trafficking cases to the Ministry of Justice for further investigation in 2024.

### 6. Promoting the installation CCTV system onboard distant water fishing vessels

To understand fisher's working conditions at sea, the Ministry of Agriculture had subsidized the installation of CCTV on distant

water fishing vessels since 2022. With the promulgation of Regulations for Distant Water Fishing Vessels to Install and Manage Closed-circuit Television System on 4 October 2023, it is required that CCTV will be installed onboard all distant water fishing vessels in phases by 30 June 2025. A subsidy ranging from NT\$130 to 150 thousand will be provided for each fishing vessel. 396 fishing vessels were subsidized in 2024, and such system was installed onboard 678 fishing vessels as of the end of 2024.

## (V)Strengthen Management of Foreign Flag Fishing Vessel Invested and Operated by Taiwan Nationals

### 1. More constraints on conditions for investment and operation

It is stipulated in Regulations on the Approval of Investment in or the Operation of Foreign Flag Fishing Vessels that our nationals shall not engage in forced labor or human trafficking. It is found that all 183 of such fishing vessels submitted information on fishers employed onboard according to the regulation in 2024.

### 2. Fulfill Port State Responsibilities

#### (1) Limit conditions for foreign flag fishing vessel entering our ports

It is stipulated in Regulations on the

Management and Approval of Foreign Flag Fishing Vessels into Ports of Taiwan that foreign flagged fishing vessel or its operator involving in forced labor or human trafficking shall be denied for entering our ports. In 2024, a total of 110 foreign flag fishing vessels entered our port, in which 52 were invested and operated by our nationals, and all of these vessels comply with the abovementioned Regulations.

## (2) Conduct joint inspection across agencies

Together with the Ministry of Labor, the Ministry of Interior, the Ministry of Transportation and Communication, the Ocean Affairs Council, and the Ministry of Health and Welfare, TFA conducted inspections of working conditions and occupational safety and health on foreign flag fishing vessels entering our ports and provided inspection findings to the flag State. Relevant

deficiencies will be addressed by the fishing vessel operators and subsequently reviewed and confirmed by the competent authorities. In 2024, 15 joint inspections were conducted on 15 fishing vessels, which was 29% of the foreign flag fishing vessels entering our ports, and 189 migrant fishers were interviewed. The findings of the above joint inspections are summarized in Table 17.

## (VI) Cooperation between Public and Private Sectors

### 1. Corporate Social Responsibility (CSR) Program, education and caring events for migrant fishers

Five sessions on promoting corporate social responsibility were held in 2024 to raise fishing vessel operator's awareness on resources sustainability and decent working conditions for migrant fishers.

**Table 17 ► Summarized findings of joint inspections conducted**

Number of FV entering our ports	Number of FV inspected	Number of migrant fisher inspected	Shortcoming found during inspection		
			Latest version of International Medical Guide for Ships not available onboard	Wage slip and advance slip not available	Not compliant with requirement related to Ship Inspection Certification
52	15	189	14 FVs	4 FVs	7 FVs

Note: inspection findings were provided for flag State for consideration.

## Implementation Progress Report of the Action Plan for Fisheries and Human Rights



▲ Picture 19 (above), 20 (below): Joint inspection conducted on foreign flag fishing vessel invested and operated by our nationals by interagency

In addition, to make migrant fishers better understand their rights and benefits, and to relieve homesickness and stress from work, TFA has subsidized fisheries groups and civil society groups since 2024. There were 48 migrant fishers' caring events in cooperation with official organizations of migrant fishers'



▲ Picture 21: Eid al-Adha, Muslim festival, co-organized by TFA and Keelung District Fishermen's Association



▲ Picture 22: Migrant fishers caring event jointly held by TFA, Kaohsiung City Government and Taiwan Squid and Saury Fisheries Association(TSSFA)



countries of origin, five consultation sessions with civil groups that pay attention to human rights, 33 sessions to promote ILO-C188, and 27 sessions to strengthen human rights. Thousands of migrant fishers attended the sessions above.

## 2. Collaboration with private sectors

TFA invited civil society groups that pay attention to migrant fishers' rights and benefits to participate in forums on critical policies and invited them to observe TFA's inspections of labor conditions on fishing vessels, allowing civil groups to offer their advice. In 2024, four forums between the TFA and civil groups took place, and 12 civil groups were invited to observe inspections on labor conditions onboard fishing vessels (in which they attended 10 inspections). TFA took their advice to improve the quality of interviews and living amenities provided onshore.

## (VII) Establish and Strengthen International Cooperation

TFA is dedicated to communicating with fishers' countries of origin and major market States to establish cooperation mechanisms.

### 1. Bilateral Consultation Meeting between Taiwan and the United States on Human Rights

TFA invited the U.S. delegation led by Deputy Undersecretary for Department of Labor, Thea Lee, for an on-site visit and discussion in February 2024. During the visit, Deputy Undersecretary Lee and her colleagues observed the labor inspections conducted by TFA on distant water fishing vessels, and communicated with local fisheries associations, migrant fisher's organizations, civil society groups, and relevant ministries such as Ministry of Labor, Ministry of Migrant Affairs, and National Immigration Agency



▲ Picture 23: Group picture of TFA and U.S. delegation (Deputy Undersecretary Lee in the middle)

of Ministry of Interior. Taiwan's efforts in improving human rights of migrant fishers were recognized by the U.S.

## 2. Hosting International Forum on Fisheries and Human Rights

TFA and National Chung Cheng University co-organized the International Forum on

Fisheries and Human Rights – Challenges in Implementing the ILO Framework in Fishing Convention. Experts and scholars from Taiwan and abroad, the industry and civil society groups, and representatives from the offices of migrant fisher's country of origin and market State of our exported goods had discussions on the Action Plan for Fisheries



▲ Picture 24: International Forum on Fisheries and Human Rights



▲ Picture 25: TFA attending Taiwan International Conference on Fishers' Welfare



and Human Rights, Implementing the ILO Work in Fishing Convention 188: Reform Experiences and Policy Actions, Enforcing the ILO Work in Fishing Convention 188 and related Challenges and shared their own experiences.

### 3. Participation at Meetings Organized by Stella Maris

Stella Maris Taichung and Stella Maris Philippines respectively invited TFA to attend Taiwan International Conference on Fishers' Welfare and 2024 Annual Meeting of the Stella Maris Philippines, in which TFA presented our distant water fisheries and measures of protecting migrant fishers' rights and benefits and it was recognized by meeting participants from various countries.



▲ Picture 25: TFA attending 2024 Annual Meeting of the Stella Maris Philippines

### 4. Exchanging Views on migrant fishers' rights and benefits with Indonesian Migrant Workers' Protection Agency

During his visit to Taiwan in May 2024, Deputy for Placement and Protection for Asia-Africa Region, Lasro Simbolon, from the Indonesian Migrant Workers' Protection Bureau and TFA discussed issues related to migrant fishers, such as grievances submitted by migrant fishers, wages, insurance, recruitment mechanism and guidance and assistance provided for migrant fishers, and exchanged views on the protection of migrant fishers' rights and benefits.

### 5. 9th Taiwan-Philippines Joint Labor Conference

The Ninth Taiwan-Philippines Joint Labor Conference and relevant meeting were held by the Department of Migrant Workers in the Philippines in August 2024, where TFA and the DMW discussed the cooperation on training for Filipino fishers intending to work onboard our distant water fishing vessels. In the formal meeting, it was agreed that both sides would cooperate on substantial areas regarding the management of recruitment agents, and mechanism of fisher training to establish a mechanism to jointly safeguard fishers' rights and benefits.



# III ▶ Major Events Timelines

## Jan

- 16 ▶ Serikat Pekerja Perikanan Indonesia (SPPI), Indonesian Economic and Trade Office to Taipei visited TFA
- 30 ▶ Convened the 2<sup>nd</sup> meeting of Review Panel for Minimum Wage of Migrant Fisher Employed Overseas
- 30 ▶ Exchanged views related to rights and benefits of migrant fishers working onboard Taiwan-flagged FV with Employment, Social Protection and Inclusion of European Commission (video conference)

## Feb

- 13 ▶ Organized a social event for Indonesian fishers at Qi-Jin Fishing Harbor, Kaohsiung City
- 20 ▶ Deliberated on Guidelines for the Use of Maritime Communication Facilities for Fishers Provided by Distant Water Fishing Vessel Operators
- 2/26-3/1 ▶ U.S. Delegation led by Deputy Undersecretary for Department of Labor, Thea Lee, visited Taiwan, learning about the progress on Action Plan for Fisheries and Human Rights
- 28 ▶ Taiwan – US bilateral meeting – discussion with NGOs
- 29 ▶ Taiwan – US bilateral meeting – meeting with the industry

## Mar

- 1 ▶ Convened Taiwan- the United States bilateral meeting on human rights
- 1 ▶ Meeting with Indonesian Unions, Indonesian Economic and Trade Office to Taipei, Ministry of Labor and Ministry of Migrant Affairs, discussing MOU on protection of migrant fishers working onboard distant water fishing vessels
- 15-29 ▶ Visited Port Louis in Mauritius to conduct labor inspections on distant water fishing vessels
- 22-31 ▶ Visited Cape Town in South Africa to conduct labor inspections on distant water fishing vessels
- 25-26 ▶ Attended Online Seminar of incorporation of ILO-C188 with representatives of the Netherlands
- 27 ▶ Convened a meeting on discussion of draft Implementation Act of ILO-C188
- 28 ▶ Convened the 3<sup>rd</sup> meeting of Review Panel for Minimum Wage of Migrant Fisher Employed Overseas

## Apr

- 16 ▶ Hosted International Forum on Fisheries and Human Rights
- 24 ▶ Convened one introduction session of 2024 Subsidy program for installation of CCTV onboard fishing vessel (in Yilan County)
- 25 ▶ Convened a meeting on discussion of draft Implementation Act of ILO-C188
- 30 ▶ Convened two sessions of 2024 Subsidy plan for installation of CCTV onboard fishing vessel (in Pingtung County and Kaohsiung City)

## May

- 3 ▶ Convened two sessions of 2024 Subsidy plan for installation of CCTV onboard fishing vessel (in Kaohsiung City)
- 10 ▶ Hosted soft opening event for Qianzhen Fishing Port Crew Hall, Kaohsiung & social event for fishers
- 12-17 ▶ Visited Pohnpei in the Federated States of Micronesia to conduct labor inspections on distant water fishing vessels
- 14 ▶ Participated in Taiwan International Conference on Fishers' Welfare organized by Stella Maris
- 21 ▶ Deputy for Placement and Protection for Asia-Africa Region, Lasro Simbolon, from Ministry of Indonesian Migrant Workers Protection visited TFA, discussing issues related to fishers employed overseas
- 27 ▶ Deliberated on Guidelines for the Use of Maritime Communication Facilities for Fishers Provided by Distant Water Fishing Vessel Operators

## Jun

- 7 ▶ "滿載而歸、漁有榮焉" caring event – free health check-up and free haircutting for migrant fisher
- 18 ▶ Visited National Oceanic and Atmospheric Administration and Department of Labor (NOAA) of the United States to discuss issues of IUU fishing and forced labor
- 20 ▶ Organized Eid al-Adha, Muslim festival, for migrant fishers in Keelung City

## Jul

- 14 ▶ Free health check-up and haircutting event for migrant fishers
- 16 ▶ Convened the 4<sup>th</sup> meeting of Review Panel for Minimum Wage of Migrant Fisher Employed Overseas
- 24-28 ▶ Attended 2024 Annual Meeting of the Stella Maris Diocese Philippines
- 7/25-8/4 ▶ Visited Pohnpei in the Federated States of Micronesia to conduct labor inspections on distant water fishing vessels

## Aug

- 1 ▶ Exchanged views regarding the agenda and arrangements for the 6<sup>th</sup> Labor Consultation Meeting with Labor Secretary of the Taipei Representative Office in the EU and Belgium, exchanged views with Employment, Social Affairs and Inclusion of the European Commission, and including "Working in Fisheries with Dignity" as a discussion topic
- 11 ▶ "Sing for Fishermen" Event
- 12-15 ▶ Attended 9<sup>th</sup> Taiwan-Philippines Labor Ministerial Meeting, including both staff-level and formal meetings
- 15-30 ▶ Visited Port Louis in Mauritius to conduct labor inspections on distant water fishing vessels
- 16-25 ▶ Visited Cape Town in South Africa to conduct labor inspections on distant water fishing vessels
- 23 ▶ Announcement of the promulgation of Implementation Act of the Work in Fishing Convention
- 25 ▶ Hosted Indonesian Migrant Workers Carnival
- 26 ▶ Migrant Affair Officer Jablonski of the U.S. Department of State's Trafficking in Persons Report Office visited TFA, discussing forced labor issues
- 8/30-9/14 ▶ Visited Port Louis in Mauritius to conduct labor inspections on distant water fishing vessels

## Sep

- 11-26 ▶ Visited Port Louis in Mauritius to conduct labor inspections on distant water fishing vessels
- 16 ▶ Organized Mid-Autumn Festival Celebration at Qianzhen fishing harbor
- 18 ▶ Held Mid-Autumn Festival Celebration for migrant fishers in Keelung City
- 19 ▶ Convened the 3<sup>rd</sup> Meeting to Discuss Guidelines for Providing Communication Facilities to Fishers on Distant Water Fishing Vessels

## Nov

- 14 ▶ Caring event for migrant fishers in Wanli District, New Taipei City
- 15 ▶ Online meeting with U.S. National Oceanic and Atmospheric Administration (NOAA), discussing IUU fishing and rights and benefits of migrant fishers
- 25 ▶ Free health check-up and haircutting event for migrant fishers employed overseas at Qianzhen Fishing Harbor
- 29 ▶ Free haircutting event and outreach event on rights and benefits for migrant fishers in Donggang, Pingtung County

## Dec

- 3 ▶ Caring event for migrant fishers in Ruifang District, New Taipei City
- 5 ▶ Caring event for migrant fishers in Tamsui District, New Taipei City
- 27 ▶ Caring event for migrant fishers in Keelung City and fishermen's sports day
- 31 ▶ Draft Implementation Act of the Work in Fishing Convention Submitted to the Executive Yuan for deliberation

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