

國家人權行動計畫

NATIONAL HUMAN RIGHTS ACTION PLAN

2022-2024

FINAL IMPLEMENTATION REPORT (SUMMARIZED VERSION)

Republic of China(Taiwan) 



Foreword

In Part II, paragraph 71 of the Vienna Declaration and Programme of Action, the World Conference on Human Rights “recommends that each State consider the desirability of drawing up a national action plan identifying steps whereby that State would improve the promotion and protection of human rights.” It also recommends that each State include “improving human rights” as a policy objective, enabling both government and various communities to participate in shaping policy, and ensuring that resources are properly allocated and utilized to achieve this objective and safeguard human rights. To support this effort, the Office of the United Nations High Commissioner for Human Rights (hereinafter the OHCHR) published the Handbook on National Human Rights Plans of Action (hereinafter the UN Human Rights Handbook), which encourages member states to adopt national human rights action plans and offers ongoing guidance. The handbook provides practical recommendations on establishing relevant bodies, identifying key human rights issues, collecting public input, secretariat, and conducting follow-up assessments—all to support States in developing and executing their human rights action plans.

The Executive Yuan began formulating the first National Human Rights Action Plan in 2018, its aim being to promote human rights protection on a national level. By using the UN Human Rights Handbook as a reference and holding to the principles of diverse participation, openness, and transparency, the Executive Yuan has engaged in extensive discussions with government agencies, NGOs, experts, and scholars on the framework of the National Human Rights Action Plan and the selection of human rights issues to be included as priorities. The drafting process took close to four years. On May 5, 2022, Taiwan announced its first National Human Rights Action Plan after a comprehensive examination of human rights deficiencies in urgent need of improvement. The Executive Yuan included eight human rights issues as priorities, namely “strengthening human rights protection,” “human rights education,” “equality and non-discrimination,” “enhancing protections of the right to life,” “housing justice,” “climate change and human rights,” “digital human rights,” and “refugee rights protection.” Accordingly, 154 actions with key performance indicators and time frames were since formulated as a demonstration of the nation’s commitment to improving human rights deficiencies.

The UN Human Rights Handbook emphasizes that, in addition to setting specific activities and objectives, national human rights action plans should incorporate standing monitoring mechanisms to ensure effective outcomes. It also notes that designating a dedicated human rights body to undertake such monitoring is both more appropriate and cost-effective. To fortify Taiwan’s human rights protection framework, strengthen the

government's capacity for integrated policy planning, and enhance coordination across ministries and international human rights conventions, the first National Human Rights Action Plan designated the establishment of the Department of Human Rights and Transitional Justice under the Executive Yuan as a pivotal initiative. The Department was formally established on June 27, 2022. Its mandate encompasses the formulation of national human rights policies, legislation, and action plans, as well as the supervision of relevant ministries in the implementation of diverse human rights initiatives.

To ensure effective oversight of the first National Human Rights Action Plan by relevant competent authorities, the Executive Yuan promulgated the Mechanism for Monitoring and Evaluating the implementation of the National Human Rights Action Plan on September 22, 2022. This mechanism mandates annual reporting by each authority on the progress of their assigned actions in accordance with the prescribed timeline. Three rounds of implementation reviews were conducted: January–February 2023, January–February 2024, and October–November 2024, comprising nine thematic sessions co-chaired by two Ministers without Portfolio affiliated with the Executive Yuan's human rights-related Task Forces. To promote broader and more inclusive engagement, representatives from the National Human Rights Action Plan Consultative Committee, the Human Rights Protection and Promotion Task Force, the Control Yuan's National Human Rights Commission, youth representatives, and various civil society organizations collaboratively review the progress reports. This process also fostered civic dialogue and transparency. Following each review, detailed documentation—including meeting minutes, comments on the progress reports, feedback summaries from the participants, and the revised progress reports was published on the Executive Yuan's Human Rights Information Portal, ensuring public access to the government's progress in advancing human rights protections. The review results indicated that 43 indicators require further enhancement and were recommended for continued monitoring and potential inclusion in the next Action Plan. Meanwhile, 141 indicators were self-tracking, and 83 were exempted from tracking. In total, 83.9% of the key performance indicators achieved their designated targets.

In addition, to undertake a thorough evaluation of the implementation of human rights initiatives, the Executive Yuan compiled this Final Implementation Report, integrating updates from competent authorities on the status of each sub-issue, as well as on the outcomes of their respective efforts. In November 2024, the Executive Yuan convened a review meeting to assess the implementation of the first National Human Rights Action Plan (2022–2024). Participants included representatives from the National Human Rights Action Plan Consultative Committee, the Human Rights Protection and Promotion Task Force, the Control Yuan's National Human Rights Commission, youth representatives, various civil society organizations, and officials

from relevant government agencies to jointly assess the implementation outcomes. The report was subsequently submitted to the 49th meeting of the Executive Yuan's Human Rights Protection and Promotion Task Force in January 2025 for approval. Following revisions, it was made available to the public in March 2025.

Through the concerted efforts and cooperation of competent authorities, the government has gradually advanced its human rights protection goals by allocating resources, refining pertinent policies, and conducting periodic assessments through monitoring and evaluation mechanisms. This report aims to provide a comprehensive summary of the implementation outcomes of the first National Human Rights Action Plan, highlighting both its achievements and areas requiring improvement, and to serve as a reference for guiding future policy development.



Progress in Advancing Human Rights and Recommendations for Future Policy

Intermediate Results

I. Integrating Human Rights into Policy through Impact Assessments

- (I) Establishing benchmarks for human rights progress - human rights indicators: In January 2023, the Executive Yuan promulgated “Guidelines on Establishing Human Rights Indicators and Human Rights Statistics for Competent Agencies,” designating six priority human rights areas for which indicators were to be developed. This initiative established a structured monitoring mechanism to track the realization of rights for disadvantaged groups under international human rights conventions. The indicators developed for these six priority areas were approved at the 49th meeting of the Executive Yuan Human Rights Protection and Promotion Task Force in January 2025. Moving forward, the lead agency for each area will aggregate data on the indicators, with contributions from supporting agencies. The compiled data will then be published by the Department of Human Rights and Transitional Justice on the Human Rights Indicators section of the Executive Yuan’s Human Rights Information Portal.
- (II) Enhancing the human rights obligations of legislation and projects - human rights impact assessments: The Executive Yuan is establishing a human rights impact assessment mechanism for legislative proposals and medium- to long-term development plans. Effective July 2025, all draft acts and emerging initiatives under medium- and long-term plans submitted to the Executive Yuan for review or deliberation must include a human rights impact assessment checklist or equivalent assessment results during the policy formulation stage. This requirement aims to enable competent authorities to proactively identify and analyze potential human rights impacts for specific groups.
- (III) Enhance human rights awareness and integrate it into governance - human rights education monitoring and evaluation mechanism: In 2024, the Executive Yuan established a mechanism to monitor the implementation and assess the effectiveness of human rights education. A structured framework was developed to support the delivery of human rights education and training for civil servants. This framework guides training institutions through all stages, including the formulation of appropriate training objectives and learning outcomes, the development of teaching materials, the selection of qualified instructors, and the design of teaching methods. In addition, suitable evaluation tools and self-

assessment processes are employed to continually enhance the quality and impact of human rights training.

II. Advancing Human Rights Education on Campus

To promote human rights education and strengthen protection mechanisms within educational institutions, the Ministry of Education (MOE) is conducting a self-assessment based on the Human Rights Education in Primary and Secondary School Systems: A Self-Assessment Guide for Governments, published by the Office of the United Nations High Commissioner for Human Rights. The MOE also carried out a comprehensive review of the implementation of its Human Rights and Civic Education Mid-Term Plan over the five-year period from 2017 to 2021. This review assessed strategies to enhance the integration of international human rights conventions in policy frameworks. In response to the concluding observations from national reports submitted under various international conventions, the MOE is identifying concrete objectives to further advance human rights education. To this end, it promulgated the Ministry of Education Plan to Promote the Implementation of International Human Rights Conventions, in December 2024, which took effect in 2025.

III. Legal and Policy Reforms for Vulnerable Group Protections

- (I) Formulating the Stalking and Harassment Prevention Act and amending the three gender equality acts to build a safe and gender-friendly environment: The Stalking and Harassment Prevention Act was promulgated in December 2021. It delineates eight categories of stalking and harassment behaviors and seeks to deter such conduct through employing criminal penalties and a written warning system that allows for prompt intervention. In addition, three pivotal gender equality statutes—the Sexual Harassment Prevention Act, the Gender Equality in Employment Act, and the Gender Equity Education Act—were amended and promulgated in August 2023. These amendments prioritize victim protection, strengthen penalties for offenders, enhance victim-centered protection and support services, and establish professional and credible mechanisms to prevent sexual harassment.
- (II) Incorporating reasonable accommodations to ensure educational equality for students with special needs: The revised Special Education Act, promulgated in June 2023, enshrines the principle of reasonable accommodation. This amendment not only advances equality and non-discrimination for students with special needs, but also ensures that facilities and services adhere to the principles of universal design, equitable treatment, and accessibility. Furthermore, the revision affirms students' individual rights to express their opinions and contributes to the creation of a more inclusive and supportive educational

environment. It marks a significant milestone in advancing human rights within the education system.

- (III) Removing election restrictions on those subject to an order of custodial protection to ensure equal voting rights: Article 11 of the Presidential and Vice Presidential Election and Recall Act and Article 14 of the Public Officials Election and Recall Act were amended and promulgated in June 2023, eliminating restrictions on the voting rights of individuals under custodial protection. These amendments aim to uphold equal suffrage and ensure that citizens' voting rights are not limited on the basis of physical or mental conditions.
- (IV) Strengthening identity rights and health rights for indigenous peoples
 1. To comply with Constitutional Court Judgment Hsien-Pan-4 (2022), the Indigenous Peoples Status Act was amended and promulgated in January 2024 to streamline the criteria for obtaining indigenous identity. The revised provisions permit individuals with an indigenous father or mother to apply for indigenous status if they: (1) adopt the traditional name of the parent's indigenous group; (2) adopt a non-indigenous name while incorporating the traditional name of the parent's indigenous group; or (3) adopt the surname of the parent with indigenous status. These revisions reinforce the constitutional safeguards for indigenous peoples' right to identity and equality.
 2. To comply with Constitutional Court Judgment Hsien-Pan-17 (2022)—which affirmed that indigenous peoples protected under the Additional Articles of the Constitution of the Republic of China include not only highland and lowland indigenous groups, but also Austronesian-speaking peoples historically resident in Taiwan—the Council of Indigenous Peoples drafted the Pingpu Indigenous Peoples Identity Act and submitted it to the Executive Yuan for review in October 2024.
 3. The Indigenous Peoples Health Act was promulgated in June 2023 to strengthen the healthcare system for indigenous communities. The Act mandates that the central competent authority allocate adequate funding and establish dedicated units responsible for indigenous health matters. It also requires periodic surveys and research to assess the health conditions and needs of indigenous peoples, the development of a Health Database of Indigenous Peoples, the training of indigenous healthcare personnel, and the study and promotion of traditional indigenous medical knowledge and practices. The enactment of this law marks a major milestone in advancing indigenous peoples' right to health in Taiwan. It supports the development of

health policies that reflect the needs and aspirations of indigenous communities and helps accelerate the reduction of health disparities affecting indigenous populations.

IV. Expanding Housing Assistance and Support for Vulnerable Groups

- (I) From 2017 to 2024, the government implemented phased housing assistance measures through the direct construction of social housing as well as through leasing and management programs. Among the tenants, 11,268 individuals were from vulnerable groups, accounting for approximately 45.8% of all social housing renters. To further reduce the financial burden on renters, the Executive Yuan approved the NT\$30 Billion Special Program for Expanded Rent Subsidies, which provides rental support to unmarried youth, newlyweds, families with young children, and economically or socially disadvantaged groups. This initiative aims to narrow social inequalities and strengthen protections for the fundamental right to housing.
- (II) The government approved subsidies for rural development plans in six indigenous townships across four counties and cities, including Guangfu Township in Hualien County. These subsidies support local indigenous authorities in conducting essential environmental surveys, facilitating tribal communication, and implementing functional zoning, thereby providing concrete assistance for the sustainable development of indigenous communities. In addition, in August 2024, the Executive Yuan approved the Four-Year Three-Phase Plan for Indigenous Housing (2025–2028). This plan aims to safeguard the collective housing rights of urban indigenous populations through medium- and long-term policy implementation and financial support.

V. Strengthening Climate Legislation and Climate Justice

In March 2022, the government announced Taiwan’s Pathway to Net-Zero Emissions by 2050, which promotes equitable energy utilization and environmental enhancement. It prioritizes ensuring that all citizens—particularly vulnerable populations and those impacted by climate change—can equitably benefit from receive support through climate action. Furthermore, in February 2023, the Greenhouse Gas Reduction and Management Act was amended and renamed the Climate Change Response Act. The revised law provides a legal framework for Taiwan’s climate governance, formally enshrines the 2050 net-zero emissions target, introduces a carbon fee mechanism, and incorporates dedicated chapters on just transition and climate change adaptation. Its goal is to promote intergenerational justice, environmental justice, and a fair and inclusive transition.

VI. Enhancing Digital Protection against Gender and Child-based Violence

In February 2023, amendments were made to the Criminal Code of the Republic of China, the Crime Victim Rights Protection Act, the Child and Youth Sexual Exploitation Prevention Act, and the Sexual Assault Crime Prevention Act, introducing dedicated chapters on victim protection, harsher penalties, victim support, and related measures. These amendments significantly strengthened penalties for crimes involving sexual imagery. In 2024, additional forms of child and youth sexual exploitation were criminalized, corresponding penalties were introduced, and sentencing thresholds were raised—addressing prior legal deficiencies regarding the unduly lenient treatment of individuals found in possession of child sexual imagery.

Recommendations for Future Policy

I. Sustain efforts to incorporate international human rights conventions into domestic law and practice

Since 2009, Taiwan has progressively adopted and implemented core international human rights instruments, including ICCPR, ICESCR, CEDAW, CRC, and CRPD. In addition, the International Convention on the Elimination of All Forms of Racial Discrimination (ICERD), effective domestically since January 9, 1971, holds the force of law in Taiwan. However, several critical instruments—including the International Convention for the Protection of All Persons from Enforced Disappearance (ICPPED), the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT), the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (ICMW), and the International Labour Organization Convention No. 188 – Work in Fishing Convention (ILO-C188)—have yet to be incorporated into domestic legislation. As a result, their active promotion and implementation remain limited. Continued efforts are needed to align Taiwan’s legal framework with international human rights standards and to advance the goal of building a human rights-based society.

II. Defend the fundamental rights of vulnerable groups to build a friendlier social environment

- (I) Strengthen indigenous peoples’ rights to informed consent and participation and promote cultural respect and sustainable development: To strengthen the legal framework for indigenous peoples, the Council of Indigenous Peoples is tasked with advancing legal initiatives that enhance understanding of indigenous cultures, traditions, and lifestyles within the legal framework. These efforts aim to ensure that the judicial process respects and incorporates cultural diversity. In addition, work on amending the Regulations on Consultation and Obtaining Consent from Indigenous Tribes should continue. It is essential to refine consultation procedures and information disclosure mechanisms to ensure that development projects involving indigenous communities are conducted with full transparency—thereby reaffirming Taiwan’s commitment to respecting and protecting the rights of indigenous peoples.
- (II) Continue to promote the protection of the health rights of persons with disabilities and ensure equal medical rights: To improve the accessibility of healthcare environments for persons with disabilities, the Ministry of Health and Welfare has implemented the Incentive Program for Establishing Accessible Healthcare Environments in Medical Institutions. This program encourages

healthcare providers to install accessible pathways and restrooms, facilities, equipment, and diverse assistive communication tools. Proactive measures are also underway to enhance accessibility in existing public buildings. However, challenges remain—particularly due to outdated architectural designs that hinder full compliance with accessibility standards. Moving forward, continued efforts are needed to promote inclusive planning within medical institutions and to enhance accessibility measures, thereby ensuring a more equitable and consistent healthcare experience for persons with disabilities across all regions.

- (III) Continue to discuss the legalization of gender-change registration requirements to uphold the right to gender self-determination: Current regulations in Taiwan regarding gender-change registration are based on Ministry of the Interior Decree No. 0970066240, issued in November 2008. The decree requires applicants to present assessments from two psychiatrists as well as proof of gender reassignment surgery. However, the irreversible nature of such invasive medical procedures raises concerns about potential infringements on the rights of the individuals involved, especially given the absence of a clear statutory basis for these requirements. To better respect and protect the rights of transgender individuals, the Executive Yuan completed a study in January 2022 titled *Legalization of Gender Change Requirements and Legislative Suggestions*. The study proposes policy and legislative reforms, which remain under thorough review as part of sustained efforts to safeguard the human rights of transgender persons.
- (IV) Promote the reform of the juvenile detention system, protect the rights of juveniles, and facilitate their societal reintegration: The current treatment of juveniles in detention in Taiwan does not yet fully align with the principles set forth in international human rights conventions. To safeguard the fundamental rights of juveniles within the judicial process, the Ministry of Justice has drafted the *Regulations on Implementing Treatment in Juvenile Correctional Schools* and the *Regulations on Implementing Treatment in Juvenile Detention Centers*. Nevertheless, further legislative efforts are required to ensure equitable treatment of juveniles in detention throughout judicial proceedings.
- (V) Continue to study and promote the legalization of asylum for refugees and strengthen associated protection mechanisms: Taiwan has been advocating for the enactment of the *Refugee Act* since 2005. However, despite undergoing multiple reviews in the Legislative Yuan, the draft legislation has yet to be passed—underscoring the need for broader societal consensus. International experience indicates that advancing refugee legislation requires comprehensive consideration of human rights, as well as economic, social, cultural, and national

security factors. Sustained efforts are needed to foster public dialogue and social communication on this issue. Pending the adoption of formal legislation, assistance should continue to be provided based on prevailing circumstances, to the greatest extent possible, in order to uphold the rights and dignity of refugees.

III. Continuously improve traffic safety and progress toward pedestrian- and people-centered urban design

While Taiwan has undertaken significant measures to enhance pedestrian safety and promote walkable, pedestrian-friendly environments, further progress is still needed to reduce traffic-related fatalities and injuries. Sustained cross-sector collaboration is essential to enhancing road design, upgrading pedestrian infrastructure, developing concrete implementation strategies, strengthening traffic law enforcement, and advancing public education on traffic safety. These efforts are critical to developing safe, inclusive, and people-centered urban transportation systems.

IV. Continue to engage the public on death penalty issues to advance the right to life

Constitutional Court Judgment Hsien-Pan-8 (2024), issued in September 2024, upheld the constitutionality of the death penalty in Taiwan but imposed significantly stringent legal safeguards. The ruling states that the death penalty may only be applied in cases where “the circumstances of the crime are exceptionally severe and the criminal procedure adheres to the Constitution’s most rigorous due process requirements.” Public opinion surveys indicated that over 80% of Taiwan’s population supported retaining the death penalty. As there is not yet a societal consensus on abolition, the government will continue sustained public engagement through comprehensive opinion collection and analysis, societal dialogue, exploration of feasible alternatives, and consideration of implementation steps. These efforts aim to mitigate information disparities and foster greater public understanding of the policy. In response to the Constitutional Court’s ruling, the Ministry of Justice is drafting amendments to preclude parole eligibility for serious violent offenses—such as intentional or attempted homicide resulting in the deprivation of life—as a potential alternative to the death penalty. Additionally, a tiered sentencing framework for major violent crimes has been proposed. Prosecutors are now required to meticulously gather evidence and strictly adhere to the elevated due process standards mandated by Hsien-Pan-8, in order to ensure a balance between human rights protections and social justice.

V. Address labor challenges and promote a just transition in the context of the net-zero pathway, balancing industrial development with labor rights

Taiwan is actively promoting net-zero emissions and facilitating an equitable energy transition. Balancing a smooth transition with sustained employment for workers is an essential underlying part of a just transition. A robust policy framework and cross-ministerial coordination are needed to support affected industry workers by offering enhanced skills training. At the same time, it is pivotal to uphold the principles of human rights and decent work by strengthening the rights to information and participation for all those impacted by the net-zero transition.



Conclusion

The implementation of Taiwan's inaugural National Human Rights Action Plan underscores the government's steadfast commitment to upholding human rights. Through a rigorous process of planning, execution, monitoring, and evaluation, the Plan's effectiveness is systematically assessed, with rolling adjustments made to specific components as required. Transparent disclosure of information ensures that activities remain aligned with the goals set at the Plan's inception. Through the coordinated efforts of competent authorities, many policy initiatives have increasingly incorporated human rights principles. Relevant regulations have been reviewed and amended to align with international human rights standards, and administrative measures to promote human rights have been advanced. Resource allocation is under evaluation to further strengthen human rights protections, advancing Taiwan's vision of a human rights-based society.

The National Human Rights Action Plan signifies the government's commitment to integrating human rights protections into national development and public policy planning. Through the Plan, government resources are allocated and utilized effectively to support human rights initiatives. However, certain actions and key performance indicators have faced delays due to factors such as legislative challenges, social conditions, and resource constraints. As a long-term endeavor to promote and protect human rights, the Plan has achieved significant progress, though unresolved issues highlight areas requiring further improvement. Looking ahead, sustained efforts are needed to evaluate and incorporate outstanding recommendations into the updated National Human Rights Action Plan, reaffirming Taiwan's commitment to advancing human rights protections.

This Final Implementation Report not only presents the outcomes of the first National Human Rights Action Plan, but also acknowledges persistent societal challenges. To further develop a comprehensive national human rights protection system, the government will undertake deeper evaluations and implement necessary adjustments, while enhancing cross-agency coordination mechanisms. Future iterations of the National Human Rights Action Plan are expected to build upon established foundations laid by previous versions, advancing toward elevated standards of human rights protection for all citizens and contributing to the overarching goal of mainstreaming human rights across all areas of governance.

行政院

Executive Yuan

