

世界性的兒童政策：

世界和平的前趨

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——編者註

由於嚴重的歧見所導致的戰爭，殺害了數以百萬計的社會成員，使人類遭遇到前所未有的禍殃。在各部落、民族與國家間所進行的權力鬭爭，至目前雖在根本上多少有所不同，但其目的無非欲對土地、資源、以及人力取得控制與剝削，這種鬭爭仍然持續不絕，而我們今天所要面臨的則更是各種毀滅性武器的使用，正威脅着摧毀全世界。

當然，我們全心全意希望能發展出一種方法，使社會能控制並預防嚴重歧見的發生，以及由之而起的各種悲慘事件。二十世紀以來，爲了處理持續威脅着各國安全的歧見，各國結合起來發展了許多權宜的手段——如第一次世界大戰後的國際聯盟與第二次世界大戰後的聯合國即是。

國聯徒具革新的雄心與抱負，然昧於現實，好高騖遠，不幸終不能預防並制止第二次世界大戰的產生。第二次世界大戰的慘痛教訓，使全世界各國都同意並明確表示了以新的策略來增進了解，促進和平的迫切性。這新的策略——聯合國，成立於一九四五年，直到今天（一九八〇）仍具有其功能，並且吸收了全世界大多數的國家爲其會員國。姑不論其在處理軍事糾葛方面所遭遇的一些失敗，就衛生、教育、社會福利、勞工、農業條件、以及其他與全世界有關的許多人類活動方面，其功能正不斷擴大，且有積極的貢獻。值得稱道的是在聯合國大會之前，任何會員國均可就會議事項中的任何一項或全部，提出於公開討論會（Open Forum）上加以討論與辯解。姑不論對於導致軍事衝突之歧見的解決方面，聯合國所獲得的成就乃是微乎其微的此一事實，各國仍然繼續運用這個措施，並且參加每年的會議。那是由於有一個重要的因素存在，使得每一個國家都熱誠地希望並且相信我們的有生之年，聯合國組織的最有意義的目標將可達成——那就是世界和平。

在聯合國內，處理世界人類社會與經濟問題的衆多機構中，尤其值得我們此時賦予更嚴重的關切者，乃是「聯合國國際兒童應急基金」組織（United Nations International Children Emergency Fund, UNICEF）。該組織創始於一九四五年，第二次世界大戰之後，對於在大戰中產生的數以百萬的無家可歸、無處安身的兒童特予關注。其功能與運作不僅爲世界各國所接納，並且獲得他們無異議地贊成，將其應急式的功能改變爲聯合國內專門化的常設組織。須說明者，維持 UNICEF 組織的基金均爲聯合國各會員國的志願捐獻，以及義賣聖誕卡所籌集的金錢，和萬聖節的捐贈。這些籌集到的基金從一九四〇年代的幾百萬美元，到一九八〇年已超過一億美元了。UNICEF 的執行委員會有目的地擴充這些基金，在開發中國家產生了附加基金，用來對抗兒童所面臨的無數經濟與社會問題——營養、衰弱、疾病、瘰癧、教育機會、失業、遺棄、家庭破裂、產婦與嬰兒死亡率，以及一連串社區發展上的相關問題。去年（一九七九）在 UNICEF 的歷史發展上乃是有意義的一年，因爲聯合國宣布這一年爲「國際兒童年」。許多活動在世界各地擴大舉辦，強調兒童所面對的各種問題，必須預防並根絕有害兒童生長的各種環境。這些努力究竟得到多少成就？以下將做一個簡單的評判。

作者在甘迺迪總統與詹森總統時期，曾經銜命擔任 UNICEF 組織的美國代表有八年之久，有了這個經驗更使我相信，在持久性和平的進展中，兒童可以是在各國在快速朝向更良好的意思溝通，以及增進相互之關切時的一個重點所在。在戰爭的毀壞性中，最大的犧牲總是兒童——死亡、饑饉、疾病、殘缺、遺棄等不幸，統統都由數百萬個兒童來承擔。我們認爲每一年都應該是兒童年。而對於聯合國來說，更重要的會議事項應該是「兒童」。一九五四年，聯合國發佈該年所思考、討論、計劃並完成的工作目標與主題乃是——兒童權利宣言（Declaration of the Rights of the Child）。

現在正是我們把全副注意力灌注於我們對兒童所作的聲明之真正涵義，並且開始實踐這些承諾的適當時機。這樣的決定配合有效的計劃，將會使整個世界從迷漫着不信任與戰爭及備戰狀態的迷霧中轉換爲對兒童的關注與設想的祥和氣氛。顯然，爲了準備戰爭及發動戰爭所需的大筆開銷，就必須轉而賦予個別的關切與行動於以下從聯合國兒童權利宣言中提要出來的各點，這些權利是

爲每一位兒童而設的：

- 1 健全與道德的教養方式
 - 2 從出生之時即賦予姓名及國籍
 - 3 享有社會安全的利益
 - 4 適宜的營養
 - 5 充足的醫療服務
 - 6 合適的住宅
 - 7 合適的娛樂
 - 8 情愛與安全的氣氛
 - 9 由父母負責照顧
 - 10 對於機能障礙者的優惠照顧
 - 11 患病時的防護與照顧
 - 12 免除殘酷、疏忽與剝削的待遇
 - 13 免除實際撫育時的差別待遇
- 這些兒童的權利，雖然敘述起來很簡單，但是立可預見其將爲人類社會所發佈的最偉大的宣言之一，或可比諸英國的 Magna Carta，或是摩西制訂的十誡，或是美國獨立宣言，或歷史上其他表達了社會對其成員能夠和平而安詳地生活的關切等類似的宣言。

聯合國應再檢討其對兒童所作的誓約，並立即參與活動來實踐這些誓約。要認真承擔這項工作，就需要極度的真誠、信心、犧牲精神，與互相了解，同時必須自動自發去計劃、去執行一些具體的方案。這種承擔可能會引起人類所想像到的最偉大的運動。人力要加以充分的運用，資源與貨幣將作交錯的配合，無論如何，達成兒童的素願，乃是絕對有必要的。因而各種形式的必要性軍事開支也都要大幅削減。

那麼，將如何來提昇一個廣受矚目且能促使世界更加和平的世界性兒童計劃呢？考慮中的提案可能包含以下的各點：

- 1 革新聯合國兒童權利宣言的誓約，並盡可能以一種能夠實踐的方式宣布；下一步並立即周知此一要旨。
- 2 委託代理，即由各國承擔評價其兒童之需要的工作，以便對兒童權利的

形像描繪出一個大概的輪廓。爲了協助各國從事這項龐大的工作，可由聯合國集合各方面的專家，成立人力同盟，以盡力幫助各國在有關兒童的需求方面能作成內容廣泛的報告。報告中必須包含在最近的未來，以及接着的長程計劃中，爲了滿足那些需求所需要的成本預估。

3 各國所作的報告，要接受聯合國裏面專門機構與計劃專家的分析，這項工作完畢後，就可提供作爲聯合國召集有關「兒童」與「和平」之世界性會議的基礎。經過深思熟慮與細長補短之後，這個世界會議即可着手方案、組織與管理的進行。毫無疑問地，這種承擔的規模及其嚴重性可能掩蓋歷史上人類與社會所作的任何計劃的努力，而其終極目的則在於拯救全人類及動物界。

4 聯合國最重要的工作是要規劃兒童與世界和平的新組織，在世界各地發起區域性的會議（一洲一洲地），以徵求並獲得各地區文明的反應與附加的建議。

5 世界上各宗教與慈善組織，在根本上有必要發展成爲一個世界性組織的形式。基本上，他們應該是一種有效而持久的合作，以保證安和與成功。

6 國際法庭的角色與運作功能，應大大加強，以確保國家間的公義。而首需確定者，乃是其各項決定須爲聯合國所切實履行。

7 國際教育訓練中心的角色以及其所發揮的功能應該具有絕對的獨立性；而人力資源、各項發明與發現、創作、實驗與研究的努力均應盡可能地進行；潛能的發覺則彌足珍貴；此外，合宜的投資必屬有用並可保確實。

8 或許，最難達成且最敏感的決定，乃是聯合國對於和各國的軍事強度有關，並求適合此目的所做的決定。如果我們的目標是「和平」，那麼世界各國都應該宣誓支持聯合國對於軍力問題所做的裁判。同時，也必要發展一個強大的國際軍事力量，以防阻國家間潛在衝突的產生。如此，終必導致每個國家的軍事開支得以大量減少。這樣的財源，對於世界和平及兒童計劃的實踐乃有其必要。如果這兩種承諾成真，則對於持續的永久和平之明確期望庶幾可達。

本篇報告並不想爲許多的建議事項做提綱挈領式的摘要，其目的只在說明一個理想，而此理想或可挽救我們的文明免於覆滅的噩運，在其中必不乏一些可能深入人心的要點，而那也是我們的社會所能想像的。也許，在我們的生活中最可寶貴的要素乃是兒童；而兒童也許就是達致世界和平的最重要的元素。

WORLD POLICY FOR CHILDREN :

A COMMON FRONT TOWARD WORLD PEACE

BY Dean P. Frederick Delliquadri

The human being throughout history has been plagued by serious controversies that has led to wars and the killing of millions of societies' members. Tribes, clans and nations have struggled for dominance of power to control and exploit land, resources and people. The struggle still persists today, although somewhat and radically different. Today, the means of confrontation brings into play instruments of destruction that threatens to obliterate the societies of our entire world.

Of course, we are mindful that attempts have been made to develop means by which society can control and prevent serious confrontations and thus resulting devastation. During the 20th century nations bond together to create several instruments to deal with the persistent controversies that threaten nations. The League of Nations after world war I and the United Nations after world war II.

The League of Nations on innovative and ambitious undertaking failed to realize its coveted goals and unfortunately not unable to deter or prevent World War II. The horrible tragedies of latter war made it imperative for the Nations of the world to formulate and agree on a new device to bring understanding and the promotion of peace. The new device The United Nations

created in 1945 still functions today (1980) and most nations of the world community are members. Despite some failure along the military entanglements, its functions are extensive and contribute significantly to the world's concern for health, education, social welfare, labor, agricultural understanding, and other human activities. Praiseworthy is the *Open Forum* that permits discussion and debate by any member nation on any and all agenda items placed before the General Assembly. Despite the fact that its successes are minimal in settling controversies leading to military conflicts nations continue to use its facilities and participate annually in its sessions. It is this factor that leads one to earnestly hope and believe that in our life time that the most significant purpose and goals of the United Nations organization will be accomplished *peace among all the nation of the world community*.

Of the various agencies created by the United Nations to deal with human social and economic problems of the world one that deserves more serious consideration at the present time is UNICEF (United Nations International Children Emergency Fund). Initiated in 1945 after World War II to give special attention to the millions of homeless and displaced children resulting from that war. Its functions and operations were not only accepted by all the nations but also that their was unanimous approval to change its function from an Emergency Agency to a Permanent Arm of the specialized agencies of the United Nations.

It is to be noted that the funds to support the UNICEF operations are voluntarily contributed by the members of the United Nations as well as money raised through Christmas Card sales and Halloween donations. Such funds have risen from several

million dollars in the 1940's to over \$100,000,000 in 1980. The executive board of UNICEF purposely expends these funds to generate additional funds in the developing countries that utilize it to combat the numerous economic and social problems that confront children—nutrition, ill health and disease, meagre educational opportunities, unemployment, desertion, family break down, maternal and infant death rate, and a whole host of community development problems. Last year (1979) was significant in the historical development of UNICEF. The United Nations proclaimed the year as "The Year of the Child". Widespread activities took place throughout the world highlighting the problems that face children and the need to prevent and eradicate the numerous conditions that impair their lives. How successful these efforts are will be determined shortly.

This writer has had an intimate experience with the UNICEF organization for eight years as the United States Representative appointed by President Kennedy and Johnson. That experience more than convinced me that children can be the Rallying point for nations to move more rapidly toward better understanding and increased mutual concern for a move lasting peace. The ravages of WARS greatest victims are children—death, starvation, illness, disease, abandonment account for millions of children. Each and every year should be the year of the child. The priority agenda item for the United Nations *must be the child*. Thinking, discussion, planning and the accomplishment of the goals and objectives set forth by the United Nations in 1954 Declaration of *the Rights of the Child*.

It is indeed high time that we give our undivided attention

to the true meaning of the declaration for children and begin to fulfill its promises. Such determination and effective planning can do much to move the world community from a climate of mistrust and WAR and the preparations for WAR to one of concern and planning for children. It is implicit that the enormous expenditures devoted to preparation and the staging of wars would need to be diverted to give individual attention and action to the following points outlined in the United Nations Declaration of the *Rights of the Child*. These rights are for *each child*:

1. a healthy and moral manner
2. a name and nationality from birth
3. the enjoyment of benefits of Social Security
4. an adequate nutrition
5. sufficient medical services
6. adequate housing
7. adequate recreation
8. an atmosphere of affection and security
9. care and responsibility by his parents
10. treatment and care of the handicapped
11. protection and care in case of disease
12. protection from cruelty, neglect and exploitation
13. protection from practices which foster discrimination

These rights for children though simply stated now portend to be one of the greatest proclamations enunciated by man and society, one can liken it the English *Magna Carta* or the *Ten Commandments* inscribed by Moses, or the Declaration of Independence of the United States colonies and other such historic announcements that express the concern of societies for its members to

live in peace and harmony.

The United Nation must review its pledge to children and immediately embark on a campaign to fulfill these pledges. To seriously undertake this task will require utmost trust, confidence, sacrifice, understanding and a willingness to plan and execute these projected programs. Such an undertaking would result in the greatest campaign conceived by man. The full utilization of manpower, resources and money will be staggering but absolutely necessary to achieve the cherished goals for children. Of necessity military expenditures in all its forms must be greatly reduced.

How then, does one move to promote a plan that will seriously given attention to a world plan for children that can result in a more peaceful world society. A proposal for consideration could involve the following:

1. A renewed pledge by the United Nations in form of a proclamation that the Declaration of the Rights of the Child shall be implemented as soon as possible; and steps be taken immediately for this purpose.

2. A mandatory request that each nation undertake the task of assessing the needs of its children as delineated by the resolution on the Rights of the Child. To assist nations in this monumental task the United Nations establish a manpower pool of experts of all fields of human endeavor to aid nations in making a comprehensive report on the needs of children. Such a report to include the costs estimates required to meet these needs in the immediate future and continuing to long range planning.

3. National reports would be submitted to United Nations for analysis by its specialized agencies and planning experts. This task

when accomplished would provide the basis for a world conference on children and peace to be called by the United Nations. This world assembly in its deliberations and recommendation would initiate the launching of a program, organization and administration. Undoubtly, the magnitude of this undertaking would over-shadow any planning efforts made by man and society in the course of history. Its ultimate aim and goals are toward the survival of the human and animal world.

4. The United Nations prior to formulating its new organization for children and world peace should stage regional meetings throughout the world (continent by continent) to solicit and obtain reactions and additional suggestions from citizens.

5. The religious and charitable organizations of the world would of necessity be an essential ingredient to developing an formalizing the world organization. In essence they must become an effective and lasting partnership to insure harmony and success.

6. The role and operations of the world court should be greatly enhanced to insure justice among nations. It must be assured that its decisions must be implemented by the United Nations.

7. The role and affective use of the educational training centers of the world would be imperative. Manpower resources, innovations, discoveries, inventions, experimentation and research endeavors must proceed on a great scale. The discovery of talent must be placed at a premium. Lastly, adequate funding must become available and assured.

8. Perhaps the most far reaching and sensitive decision to be made by the United Nations will be the decision regarding the

military strength of nations and the purpose for which they are to serve. If the ultimate goal is peace then the nations of the world must pledge their support for the judgement the United Nations will make in regard to the military question. At the same time the development for a strong international military force would be needed to act as a deterrent for potential conflicts between nations. A necessary result would be a huge reduction of military expenditures in each country. Such funds are needed to implement the plan for children and world peace. If these two premises become a reality a more assuring hope for lasting and permanent peace can be achieved.

This paper does not attempt to outline in detail many of the points suggested. Its purpose is simply to set forth an *idea* that may provide the means to save our civilization from total destruction. There must be some rallying point that can capture the minds and imagination of our societies. Perhaps the most precious element in our lives is the child; and the child may prove to be the most important ingredient in achieving world peace. **Dean Delliquadri* is the Fulbright-Hays Professor at Tunghai U. He is the Dean of the School of Social Work at University of Alabama in U.S.A. He is former chief of U.S. Childrens Bureau; former U.S. delegate to UNICEF of United Nations, Former U.S. representative to Institute del niño in south America; also held Deanships at the university of Hawaii, Wisconsin, and Columbia university in New York City. He has served on many national committees in the U. S. A. Department of Health, Education & Welfare, and has been an administrator of child welfare programs in the States of Wyoming, Illinois, and Wisconsin.