

The lack of universality has nullified the efficacy of coercive measures for the maintenance of peace. At the same time it has emphasized the need for improved facilities for conciliation and preventive measures against war.

The universal acceptance of the principles of the Covenant must be the constant aim of those who hope for the renunciation of war as an instrument of national policy. ^{71st meeting of} ~~We must~~ remember, however, that universality is not to be attained in a single stride, and that its achievement will only be rendered possible as the utility of the preventive functions of the League is confirmed by experience and supported by the quickened conscience of humanity. There is no reason to believe that nations which lie outside the League association are opposed to the purposes which have their expression in the Covenant. On the contrary, there is abundant evidence that certain abstaining countries share our ideals for peace and are ready to collaborate with us toward the progressive realization of these ideals.

It is not to be doubted that the coercive and punitive provisions of the Covenant have operated in the past as a deterrent to the kind of collaboration which must serve as an intermediate stage to a League of Nations which will be universal. If we have reason to believe that the peaceful declarations of abstaining