

in a legislative Act. Public opinion may grow and, indeed, must do so. It cannot be changed by any process other than growth; but when changed, it cannot pronounce itself until the draft of such an Act is prepared and in front of the people themselves.

CHAP.  
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In theory the thing is obvious, and in practice it is proved by the experience of every attempt to adjust the relations of Anglo-Saxon communities, with the partial and ominous exception of Ireland. And that experience (again with the instructive exception of Ireland) points to the method by which such a scheme must be framed and brought before the people with whom its final acceptance lies. In 1706 English and Scottish Commissions met and framed a measure, by refusing or accepting which the English and Scottish Parliaments might decide whether Englishmen and Scots were to control their foreign affairs together or apart. In the case of Ireland, a Bill was framed by the British Ministry and carried through the Irish Parliament by the expedient of corruption, which had always been used to carry contentious measures in that body. In America the attempt was made to solve the problem by a gradual development of the confederation, and failed utterly. No solution was in sight till in 1787 the states appointed delegates who met at Philadelphia, framed a constitution, and submitted it for acceptance or refusal by the people of each state. In the case of Canada, delegates from all the provinces met at Quebec in October 1864 and framed a series of resolutions, which were then submitted for approval to each of their legislatures. When adopted by those of

How the  
necessary  
draft can  
be framed.