

the governments concerned. The peoples who will have to accept or reject the Bill must appoint delegates to meet in Convention to frame instructions, and to settle the terms of the measure before it is submitted for the public approval of the communities they represent. That body will have to decide whether the proposed Imperial Parliament is to consist of one chamber or two, how each is to be constituted, the number of members in each, how they are to be apportioned to the several Dominions, and the precise manner in which the Imperial revenues are to be raised. They will have to settle the time after which each Imperial Parliament expires, and the mode of its election. They will have to provide for the representation of all the Dominions in the Cabinet, whether by including ministers without portfolio or otherwise. Probably they will have to devise arrangements whereby the arsenals and dockyards may be properly distributed through all the Dominions, for it is neither in accordance with equity nor public security that the manufacture of war-ships and weapons should continue to be concentrated in the British Isles. Especially they will have to decide whether the reformed Constitution is to remain, as now, unitary and elastic; or whether it is to become federal and, therefore, in some degree rigid. In the latter event they will have to decide whether to make it as easy to amend as that of Australia, or as difficult as that of the United States.<sup>1</sup> Upon these and a number of other points they must instruct the draftsman

<sup>1</sup> For some confusion which has arisen on this point see the Appendix at the end of this chapter.