

that under such circumstances the modern practice is for ships commissioned in the apprehension of war to carry their sealed written orders with them, they do not wait to go to shore to get orders. In these modern days war is not precipitated without some notice. Even between Japan and Russia at the time of the last war it was well known for some time that the relations between the two countries were strained, and there is historical testimony that all the ships carried with them their sealed orders to be opened in case of necessity. And so it is to-day with the Canadian fleet, so it would be with the imperial fleet also.

My hon. friend referred to the neutrality of our harbours. I did not reply to my hon. friend because I did not think the question put was very serious, but he seems to attach importance to it. I stated on a former occasion that when Great Britain is at war we are at war, we do not admit any other condition. But section 19, which we are now discussing, reads:

In case of emergency the Governor in Council may place at the disposal of His Majesty for general service in the Royal Navy—

In case of emergency. What is an emergency? An emergency is defined in section 2:

Emergency means war, invasion, or insurrection real or apprehended.

In case of emergency the Governor in Council takes action immediately, or it would be his duty to take action immediately. He does not wait until hostilities have been opened, but if war is apprehended he does.

I presume that when the Governor in Council acts under section 18 war or insurrection or some danger of that kind has been apprehended. That means emergency and action has been taken. This is what takes place: We are in a state of war, our fleet is under orders and has to act accordingly. The question is under such circumstances whether the Governor in Council will place the navy at the disposal of the Royal Navy or whether he will not. My hon. friend in his opening remarks has given the whole crux of the difficulty we are now dealing with. My hon. friend has stated that there are wars in which the navy of Canada would not be bound to take any part, he admits that, he says they are insignificant, they are of no consequence, and therefore, we would not be called on to take any part in them. He says there are other wars in which all the forces of the empire would have to be drawn upon in order to meet danger. So be it. There are wars which would tax the energies and all the resources of the empire and there are wars which would not tax the energies of the empire. Where is the line to be drawn? Would my hon. friend tell me? The line has to

be drawn somewhere. There are wars which would tax all the resources of the empire, there are wars which would not be of any consequence, in which we should not take any part. Where again is the line to be drawn, and who is to draw the line? My hon. friend says the line has to be drawn somewhere, but we are not to draw the line, we go mechanically into the war. Well we say on the contrary that the line has to be drawn by the government and parliament of Canada. This is the position we take. We assume that in this as in everything else since we have been endowed with responsible government, it is for us to resolve, and for us to act, and we act under the responsibility of parliament. I have no fault to find with my hon. friend for the position he takes, but I maintain that my hon. friend cannot support his position. He admits himself that there are wars in which we must take part, we ought to take part, and others in which we ought not to take part. When he has admitted that much it seems to me he has given his whole case away.

Mr. R. L. BORDEN. The Prime Minister has not quoted me in a way in which I desire to be understood or in the way in which I spoke. I said there were wars in which neither the Canadian naval forces nor the British naval forces took any part, and, of course, in such wars any question arising under section 18 becomes absolutely immaterial, because neither the Canadian naval forces nor the imperial naval forces are to be called upon nor can be called upon. I will tell my right hon. friend where I draw the line. I say that in any war where naval forces can be engaged, the Canadian naval force ought to be exactly in the same position as the imperial naval force; in a war of the empire, the Canadian naval force ought to be classed exactly in the same category as the other forces of the empire. I say that is the only practical and workable theory on which you can devise a scheme for maintaining a great naval force of the empire if the empire is to hold together.

I shall take up one or two matters to which my right hon. friend alluded. He says, in the first place, that there always will be a declaration of war. I have looked into that question pretty thoroughly, I have looked into the modern textbooks, and the modern doctrine is that no declaration of war is necessary. Japan made no declaration of war, she committed an overt act of war, and the declaration, if there was any, came afterwards.

Sir WILFRID LAURIER. Hear, hear.

Mr. R. L. BORDEN. And the modern rule seems to be that no declaration of war is necessary. When the relations between