

century all the self-governing colonies or Dominions, except Canada, contributed to the Royal Navy. It was not until 1909 that Australia definitely entered upon the construction of a Commonwealth fleet, and Canada did not pass a Naval Service Act in the same direction till 1910. Gifts from overseas in money or kind towards the armed strength of the Mother Country in time of menace from foreign nations have been directed to the Navy, not to the Army. Such were the splendid gifts of battle cruisers before the war from New Zealand and from the Malay States. When Sir Robert Borden came into power in Canada, and tried to initiate a more active and effective naval policy for the Dominion than that of his predecessors, his proposals for the time being were to add to the Royal Navy from Canadian funds three battleships or armoured cruisers of the most modern type, to be placed at the disposal of the Crown for the common defence of the Empire. The Navy has lent itself more than the Army to specific gifts in kind, the nearest parallel on a small scale being one very much to the point, gifts of aeroplanes in the late war; and those who gave or offered ships did so feeling that they were contributing or proposing to contribute to the service which more than all others was a common service, the bulwark of all and the pride of all. Conversely, oneness in every sense has been the outstanding feature of naval policy at home, emphasized again and again at Imperial Conferences. The Admiralty doctrine has been that the sea is one, the Navy is or ought to be one; there should be no divided control; but if the Dominions prefer to have fleets of their own, the Royal Navy