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These views, however, of reducing our burthens, are formed on the expectation, that a sensible, and at the same time a salutary reduction may take place in our habitual expenditures. For this purpose, those of the civil government, the army and navy, will need revifal. When we confider that this government is charged with the external and mutual relations only of these states—that the states themselves have principal care of persons, our property, and our reputations—constituting the great field of human concerns, we may well doubt whether our organization is not too complicated, too expensive—whether offices and officers have not been multiplied unnecessarily, and sometimes injuriously to the service they were meant to promote. I will caufe to be laid before you an effay towards a ftatement of thofe who, under public employment of various kinds, draw money from the treasury, or from our citizens. Time has not permitted a perfect enumeration, the ramifications of office being too multiplied and remote to be completely traced in a firft trial—Among thofe who are dependent on executive difcretion, I have begun the reduction of what was deemed unnecessary. The expences of diplomatic agency have been confiderably diminished.—The infpectors of internal revenue, who were found to obftruct the accountability of the institution, have been difcontinued—Several agencies, created by Executive authority, on falaries fixed by that alfo, have been fuppreffed, and fhould fuggeft the expediency of regulating that power by law, fo as to fubject its exercifes to legislative infpection and fanktion. Other reformatons of the fame kind will be purfued with that caution which is requifite, in removing ufelefs things, not to injure what is retained. But the great mafs of public officers is eftablifhed by law, and therefore, by law alone can be abolifhed. Should the legislature think it expedient to pafs this roll in review, and to try all its parts by public utility, they may be affured of every aid and light which executive information can yield.

Confidering the general tendency to multiply offices and dependencies, and to increafe expence to the ultimate term of burthen which the citizen can bear, it behoves us to avail ourfelves of every occafion which prefents itfelf for taking off the furcharge; that it never may be feen here that, after leaving to labour the fmalleft portion of its earnings on which it can fubfift, government fhall itfelf confume the refidue of what it was intituted to guard.

In our care too of the public contributions entrusted to our direction, it would be prudent to multiply barriers againft their diffipation by appropriating fpecific fums to every fpecific purpofe fufceptible of definition: by difallowing all applications of money varying from the appropriation in object or tranfceding it in amount; by reducing the undefined field of contingencies, and thereby circumfcribing difcretionary powers over money; and by bringing back to a fingle department all accountabilities for money, where the examination may be prompt, efficacious and uniform.

An account of the receipts and expenditures, of the laft year, as prepared by the fecretary of the Treasury, will, as ufual, be laid before you. The fuccels which has attended the late fale of the public lands fhews that, with attention, they may be made an important fource of receipt. Among the payments, thofe made in difcharge of the principal and intereft of the national debt, will fhew that the public faith has been exactly maintained. To thefe will be added an eftimate of appropriations neceffary for the enfuing year. This laft will of courfe be effected by fuch modifications of the fystem of expence as you fhall think proper to adopt.

A ftatement has been formed by the fecretary at war, on mature confideration of all the pofts and ftations where garrifons will be expedient, and of the number of men requifite for each garrifon. The whole amount is confiderably fhort of the prefent military eftablifhment. For the furplus no particular ufe can be pointed out. For defence againft invafion, their number is as nothing; nor is it confidered needful or fafe that a ftanding army fhould be kept up, in time of peace, for that purpofe. Uncertain as we muft ever be of the particular point in our circumference where an enemy may caufe to invade us, the only force which can be ready at every point, and competent to oppofe them, is the body of neighboring citizens, as formed into a militia. On thefe collected from the parts moft convenient, in numbers proportioned to the invading force, it is beft to rely not only to meet firft attack, but if it threatens to be permanent, to maintain the defence until regulars may be engaged to relieve them. Thefe confiderations render it important that we fhould, at every feflion, continue to amend the defects, which from time to time fhew

themselves, in the laws for regulating the militia, until they are fufficiently perfect: nor fhould we now, or at any time, feparate until we can fay we have done every thing for the militia, which we could do, were an enemy at our door.

The provifion of military ftores on hand will be laid before you, that you may judge of the additions ftill requifite.

*With refpect to the extent to which our naval preparations fhould be carried, fome difference of opinion may be expected to appear: A fmall force will probably continue to be wanted, for actual fervice in the Mediterranean. Whatever annual fum beyond that you may think proper to appropriate to naval preparations, would perhaps be better employed in providing thofe articles which may be kept without wafte or confumption, and be in readinefs when any exigence calls them into ufe. Progreff has been made, as will appear by papers now communicated, in providing materials for feventy-four gun fhips as directed by law.*

*How far the authority given by the legislature for procuring and eftablifhing fites for naval purpofes, has been perfectly underftood and purfued in the execution, admits of fome doubt. A ftatement of the expences already incurred on that fubject fhall be laid before you. I have in certain cafes, fufpended or flackened thefe expenditures, that the legislature might determine whether fo many yards are neceffary as have been contemplated. The works at this place are among thofe permitted to go on; and 5 of the 7 frigates directed to be laid up, have been brought and laid up here, where, befides the fafety of their pofition, they are under the eye of the executive adminiftration, as well as of its agents, and where yourfelves alfo will be guided by your own view, in the legislative provifions refpecting them, which may from time to time be neceffary. They are preferved in fuch condition, as well the veffels as whatever belongs to them, as to be at all times ready for fea on a fhort warning. Two others are yet to be laid up, fo foon as they fhall have received the repair requifite to put them alfo in a foud condition. As a fuperintending officer will be neceffary at each yard, his duties and emoluments, hitherto fixed by the executive, will be a more proper fubject for legislation. A communication will be made of our progreff in the execution of the law refpecting the veffels directed to be fold.*

The fortifications of our harbours, more or lefs advanced, prefent confiderations of great difficulty. While fome of them are on a fcale fufficiently proportioned to the advantages of their pofition, to the efficacy of their protection, and the importance of the points within it, others are fo extenfive, will coft fo much in the firft erection, fo much in their maintenance, and require fuch a force to garrifon them, as to make it questionable what is beft now to be done—A ftatement of thofe commenced or projected, of the expences already incurred, and eftimates of their future coft, as far as can be forefeen, fhall be laid before you, that you may be enabled to judge whether any alteration is neceffary in the laws refpecting this fubject. Agriculture, manufactures, commerce, and navigation, the four pillars of our profperity, are then the moft thriving, when left moft free to individual enterprize. Protection from casual embaraffments, however, may fometimes be feafonably interpofed. If in the courfe of your obfervations or enquiries, they fhould appear to need any aid, within the limits of our conftitutional powers, your fenfe of their importance is a fufficient affurance they will occupy your attention. We cannot, indeed, but all feel an anxious folitude for the difficulties under which our carrying trade will foon be placed. How far it can be relieved, otherwife than by time, is a fubject of important confideration.

The judiciary fystem of the United States, and efpecially that portion of it recently erected, will of courfe prefent itfelf to the contemplation of Congress; and that they may be able to judge of the proportion which the institution bears to the bufinefs it has to perform, I have caufed to be procured from the feveral ftates, and now lay before Congress, an exact ftatement of all the cafes decided fince the firft eftablifhment of the courts, and of thofe which were depending when additional courts and judges were brought in to their aid.

And while on the judiciary organization it will be worthy your confideration whether the protection of the inefftimable institution of juries has been extended to all the cafes involving the fecurity of our perfons and property. Their impartial felection alfo being effential to their value, we ought further to confider whether that is fufficiently fecured in thofe ftates, where they are named by a marfhall depending on executive will, or designated by the court, or by officers dependent on them.

I cannot omit recommending a revifal of the laws on the fubject of naturalization. Confidering the ordinary chances of human life, a denial of citizenship under a refidence of fourteen years is a denial to a great proportion of thofe who afk it; and controls a policy purfued, from the firft fettlement, by many of thefe ftates, and ftill believed of confequence to their profperity. And fhall we refufe to the unhappy fugitives from diftreff, that hofpitality which the favages of the wildernefs extended to our fathers arriving in this land? Shall oppreffed humanity find no aylum on this globe? The conftitution, indeed, has wifely provided that, for admiffion to certain offices of important truft, a refidence fhall be required fufficient to develope character and defign. But might not the general character and capabilities of a citizen be fafely communicated to every one manifefting a BONA FIDE purpofe of embarking his life and fortunes permanently with us? With reftrictions, perhaps to guard againft the fraudulent ufurpation of our flag; an abufe which brings fo much embaraffment and lofs on the genuine citizen, and fo much danger to the nation of being involved in war, that no endeavour fhould be fpared to detect and fuppreff it.

Thefe, fellow-citizens, are the matters refpecting the ftate of the nation, which I have thought of importance to be fubmitted to your confideration at this time. Some others of lefs moment or not yet ready for communication, will be the fubject of feparate meffages. I am happy in this opportunity of committing the arduous affairs of our government to the collected wifdom of the union. Nothing fhall be wanting on my part to inform, as far as in my power; the legislative judgment; nor to carry that judgment into faithful execution. The prudence and temperance of your difcuffions will promote, within your own walls, that conciliation which fo much befriends rational conclufion; and by its example, will encourage among our conftituents that progreff of opinion which is tending to unite them in object and in will. That all fhould be fatisfied with any one order of things is not to be expected; but I indulge the pleafing perfuafion that the great body of our citizens will cordially concur in honeft and difinterefted efforts, which have for their object to preferve the general and ftate governments in their conftitutional form and equilibrium; to maintain peace abroad, and order and obedience to the laws at home; to eftablifh principles and practices of adminiftration favorable to the fecurity of liberty and property, and to reduce expences to what is neceffary for the ufeful purpofes of government. THOMAS JEFFERSON,