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only five heads of departments to be appointed, and of these the Attorney-General might be described as a head without a department, since the duties of his office were few and required only his occasional attention. As it fell out, however, the Attorney-General whom Jefferson appointed, Levi Lincoln of Massachusetts, practically carried on the work of all the Executive Departments until his colleagues were duly appointed and commissioned. For Secretary of War Jefferson chose another reliable New Englander, Henry Dearborn of Maine. The naval portfolio went begging, perhaps because the navy was not an imposing branch of the service, or because the new President had announced his desire to lay up all seven frigates in the eastern branch of the Potomac, where "they would be under the immediate eye of the department and would require but one set of plunderers to look after them." One conspicuous Republican after another declined this dubious honor, and in the end Jefferson was obliged to appoint as Secretary of the Navy Robert Smith, whose chief qualification was his kinship to General Samuel Smith, an influential politician of Maryland.

The appointment by Jefferson of James Madison as Secretary of State occasioned no surprise, for the