

CHAPTER - IV

ADMINISTRATION

(1818 - 1839)

Satara Raj was newly created by Mountstuart Elphinstone in 1818. In this state he wanted reorganize the administration without disturbing the existing system of the Marathas. As the Marathas had not yet forgotten their glorious history and their past period, Elphinstone appointed Captain James Grant as the political agent at Satara with necessary guidelines about the administration of the newly created Satara State. James Grant laid down the foundation of administration of the Satara Raj.

Captain James Grant reorganised the entire structure of administration in Satara and it was known as 'Grant Sahebcha Dastur'. Raje Pratapsinh continued the same framework of administration and policies of Grant upto 1839. It is, therefore, intended in this chapter to discuss in detail the various aspects of Raja Pratapsinh's administration.

Elphinstone instructed Grant by his letter of 18th April 1818 about the administration of Satara State.¹

Elphinstone followed a liberal policy towards Satara State. He did not want any particular changes in administration, but he was willing to use the existing administrative system with modifications required for efficiency. Elphinstone informed Grant, that justice that should be administered with consideration their religion and customs and revenue should be administered considering the previous systems then in vogue in

the country. James Grant played a dual role during the period from 1818 to 1822. On the one hand he was the teacher of Pratapsinh in all fields on the other hand he was to oversee the administration of Satara State. He had to reform the machinery of administration by introducing regularity in administration and punishing corruption. The boundaries of the Raja's territory were yet to be fixed. How to assimilate the shibandi was an important problem before Grant. The soldiers were coming back from battle fields to their watans and natives places, whether they should be allowed to live on their watans or be disbanded was the basic problem before him. Grant with the advice of Elphinstone, decided that if they did not take up arms on behalf of Peshwa Bajirao II they should not be punished.²

Territorial divisions of Satara State :

James Grant and Balaji Pant Natu defined the boundaries of the new State of Satara. They were preparing the mind of the Raja to accept the idea of a limited State. The boundaries of the new state were fixed at Sahyadri hills or Ghats on the west, river Nira and Bhima on the north, Nizam's frontier on the east and the Krishna and Warana on the south.³

A portion of the Original Maratha Swaraj was placed directly under the control of Pratapsinh. The six Jagirdars were however placed under the Raja at their own request, on receiving a special guarantee from the British Government. They

were not to be administered by the Raja. They had their own administrative machinery. The six Jagirdars of Satara were Pratinidhi of Aundh, Pant Sachiv of Bhor, Bhosale of Akkalkot, Nimbalkar of Phaltan, Daphale of Jath and Shaikh Mira of Wai.⁴ The following paraganas, which were part of the Bijapur province were handed over to Pratapsinh in 1822 A.D. They were Haveli, Bijapur, Molwad, Kolhar, Balotee, Sidnath, Chimalge, Horti, Halsingi, Mamdapur, Gote, yielding Rs.122068.2.43 paise as revenue.⁵

The territory of the Satara Raj was roughly divided into two divisions - Western division and Eastern division. The Western division consisted of seven petas- Satara, Targaon, Karad, Walwa, Jawli, Wai and Koregaon and the eastern division consisted of four petas viz. Khanapur, Khatav, Pandharpur and Bijapur.⁶ James Grant during 1818-1821 reorganised the administrative units of the Satara State which were known as Peta administration. Grant divided the territory into Petas with their estimated revenue and appointed Mamlatdars and other officers like Shirastedars, Shikdars etc.⁷ He followed Elphinstone's instructions while dividing the territory into Petas. In 1818 Grant divided the territory into fourteen Petas. Those Petas were Satara, Jawali, Targaon, Karad, Battis-Shirale, Walwa, Khatav, Mayani, Khanapur, Pandharpur, Baloni, Phaltan, Wai and Koregaon. As Bijapur was included in the Raja's territory in 1821, Captain Grant again reorganized the territory of Satara State into eleven Petas in that year. For that purpose he merged the villages of Mayani, Baloni and

Phaltan Petas into the adjoining Petas.⁸ The description of those Petas are as given below :

1) Satara Peta :

It was bounded by Wai Peta on the north, Koregaon on the northeast, Targaon on the south and Jawali on the west. There are two hill forts, one is at Satara and other is at Parali.

2) Jawali Peta :

This Peta was bounded in the west by the Sahyadri, on the east by Satara Peta, on the north by Wai Peta and on the South by Walwa Peta. Five forts belonged to this Peta. They were Mahimangad, Makarandgad, Pratapgad, Wasota and Jangli Jaigad.

3) Targaon Peta :

This Peta was bounded on the west by Jawali, on the east by Khanapur, on the north by Satara Peth and south by Karad Peta. Three forts belonged to this Peta. They were Morgheree, Dategad and Prachitgad.

4) Karad Peta :

This Peta was bounded by Targaon Peta on the north, Walwa Peta on the south west and Khanapur Peta on the east. Two forts belonged to this Peta. They were Vasantgad and Sadashivgad.

5) Walwa Peta :

It was bounded on the north by Karad Peta; on the west by Khanapur Peta, on the south by river Warana, on the

east by the jagirs of Miraj and Sangli. Machindragad fort belonged to this Peta.

6) Wai Peta :

This Peta was bounded on the north by river Nira, on the west by the Jahagirs of Pant Sachiv, on the south by Satara Peta and on the west by Jawali Peta, and on the east by Phaltan jagir. There were six forts in this Peta- Vairathgad, Pandavgad, Chandan, Vandan, Kenjal and Kamalgad.

7) Koregaon Peta :

It was bounded on the west by Satara Peta, on the east by Khatav Peta, on the south by Targaon and Khanapur Peta, on the north by the jagir of Phaltan. Only Nandgiri fort belonged to this Peta.

8) Pandharpur Peta :

This Peta was bounded on the north by river Nira. On the south-east by Jath jagir, on the west by Khatav Peta. The main towns in the Peta were Pandharpur, Akluj, Sangola etc.

9) Khatav Peta :

This Peta was bounded on the north by river Nira, on the north-west by the jagir of Phaltan, on the south by Khanapur and on the east by Pandharpur Petas. Four forts belonged to this Peta. They were waroogad, Vardhangad, Mahimangad, Tathawada, the main towns in the Peta were Netepute, Shinganapur and Dahiwadi.

10) Khanapur Peta :

This Peta was bounded by Khatav Peta on the north, on the south it was bounded by Miraj Jagir and on the west Targaon Peta, on the east the Pratinidhi jagir bounded this Peta. Only Bhushangad fort belonged to this Peta.

11) Bijapur Peta :

The parganas included in this Peta were :-
Haveli, Bijapur, Molwad, Kolhar, Balotee, Sidhnath, Chimalge, Horti, Halsingi, Mamdapur and Gote.⁹

Grant appointed Tatya Abhyankar as a Daftardar on 10th June 1818, with the salary of Rs.300/- per month. He also appointed Janoba Agashe as Secretary, Jairam Sahastrabudhya as Treasurer, Balaji Naik as Deputy Treasurer, Abaji Bapuji as Accountant, Vithalpant Mahajan as Diwan and Krishnarao as Fadnis.¹⁰ Pratapsinh continued the same framework of administration established by James Grant. He governed Satara State with the same principles, policies and instructions of James Grant. John Briggs who was the resident of Satara State after Grant from 1823 to 1827 was greatly impressed by the Raja's administrative ability. He wrote in 1827,

" the aptness with which the Raja took to business under Captain Grant Duff is truly surprising, and the steadiness with which he pursues the system laid down by him is highly creditable to His Highness."¹¹

(A) CIVIL ADMINISTRATION :**(I) Central Administration :**

In the Maratha Swaraj Chhatrapati Shivaji created a council of ministers known as the Asht-Pradhan Mandal. Shivaji assigned to the ministers their duties. During Chhatrapati Rajaram's regime Amatya wielded the supreme power. During Shahu's period Peshwa emerged powerful. Raja Pratapsinh created his Ashta-Pradhan Mandal subordinate to the British law system. Pratapsinh's Ashtapradhan Mandal was as follows :

1) Diwan :- Vithal Ballal Mahajani was appointed as Diwan in 1820. After his death in 1825 his eldest son Govindrao Vithal became the Diwan. Diwan was head of the civil administration. He was to keep a general supervision over all public servants of the government. He was always to inquire into the Jamabandi of all the Petas. The salary of Diwan was Rs.1000/- per month.

2) Pant Amatya :- Sarvottam Baburao was appointed the Pant Amatya. After his death Bapu Khanu Phadnis was appointed as Pant Amatya in 1836. The duties of Pant Amatya were to keep financial accounts of the Petas and Raja's personal accounts. He had to look after the income and expenditure of the State.

3) Pant Sachiv :- Chimanaji Pandit was appointed the Pant Sachiv. After his death his adopted son Raghunathrao was appointed as the Pant Sachiv. It was the duty of Pant Sachiv to supervise the entire correspondence of the government.

Therefore, all the letters and sanads issued by the Raja were despatched under the supervision of Sachiv.

4) Pant Mantri :- Pratapsinh appointed Jayawantrao Islampurkar as the Mantri. After his death his son Raghunath Jayawantrao was appointed as the Mantri in 1831.

5) Senapati :- Pratapsinh appointed Balwantrao Raje Bhosale as the Senapati in 1827.

6) Sumant :- Pratapsinh appointed Balwantrao Malhar Chitnis as the Sumant in 1821.

7) Nyayadhish :- Pratapsinh appointed Chintaman Chitko Bhate as Nyayadhish for the period from 1836 to 1839.

8) Pratinidhi :- Pratapsinh appointed Parashuram Shrinivas as the Pratinidhi in 1822.¹²

The duties of the Mantri, Senapati, Sumant, Nyayadhish and Pratinidhi were same as their predecessors used to discharge in the past. Pratapsinh's Ashta-Pradhan Mandal had no much authority as per the treaty of 1819. The actual reins of administration were in the hands of British Resident.

Darakdars :

Apart from the Ashta-Pradhan Mandal, Pratapsinh created some other posts which were helpful in his administration. It consisted of many secretaries of different departments. They were Sarlashkar, Phadnis, Daftardars, Chitnis, Bakshi, Senapati, Rajadnya, Potnis, Shiknis, Sarkhel-Jinshi, Munshi etc.



- 1) Sarlashkar :- Raja Pratapsinh appointed Khanderao Raje Shirke as Sarlashkar in 1827.
- 2) Phadnis :- Krishnarao Hanamant Kande was appointed as Phadnis. In 1827 Bapu Khanu was appointed as Phadnis. The Phadnis was to look after all the correspondence of various departments.
- 3) Daftardar :- Wasudev Pant Abhyankar was appointed as the Daftardar. After him in 1827 Yashawantrao Godbole was appointed a Daftardar. The Daftardar was to examine the collection and balance of revenue at the end of each month. He was to explain to the king the Jama-Kharch i.e.the income and expentirure.
- 4) Chitnis :- Balwantrao Malhar was the Chitnis. All papers regarding Enams, Wazans, Jagirs and Saranjams were to be written by the Chitnis. He was a write the papers regarding the release or usurpation of personal property. The monthly salary of Chitnis was Rs.200/- .
- 5) Senakarte :- Dinkarrao Mohite was appointed as the Senakarte in 1827.
- 6) Bakshi :- Balwantrao Ramchandra was the Bakshi. After his death, his son Sakharam Balwant was appointed as the Bakshi.
- 7) Rajadnya :- Keshav Yashawant Agate was appointed a Rajadnya. 13

8) Potnis :- Bhivarao was appointed as the Potnis. The salary of Potnis was Rs.100/- per month in 1820.¹⁴

9) Shiknis :- Amrutrao Upadhye was appointed as the Shiknis. After his death Sakharam Balvant Kanhere was appointed as the Shiknis.

10) Sarkhel-Jinshi :- Kushaji Raje Mahadik was appointed as the Sarkhel-Jinshi in 1827.

11) Munshi :- Hari Mirza Fazal Ali was appointed as the Munshi. His salary was Rs.80/- per month.¹⁵ The duties of all the Darakdars were same as those of the traditional Maratha Darkadars. All the eleven darakdars worked under the direction of the Raja's Ashta-Pradhans.

(II) Peta Administration :

James Grant Duff organized the Peta administration in Satara State. The territory under Pratapsinh was mainly divided into two Subhas - Satara and Pandharpur. These Subhas were subdivided into eleven Petas - Satara, Jawali, Targaon, Karad, Walwa, Wai, Koregaon, Khatav, Pandharpur, Khanapur and Bijapur. The first seven Petas were included in the Satara Subha and the remaining four Petas were included in the Pandharpur Subha. The administration of the Subhas and Petas was carried on by the following officials and employees.

1) Sarsubhedar :- James Grant appointed Sarsubhedars for Satara and Pandharpur Subhas. Yeshwantrao Bapuji Godbole was appointed for Satara Subha. He supervised the seven Petas

in the Satara Subha. Ramchandra Gangadhar Joshi was appointed for Pandharpur Subha and he supervised the four Petas in the Pandharpur Subha. The Sarsubhedars were assisted by two Karkuns and two Jasuds. The salary of the Sarsubhedar in 1820 was Rs.300/- per month. But in 1821 Pratapsinh raised the salary of the Sarsubhedar by Rs.50/-.¹⁶

2) Mamlatdar :- He was the head of the Peta. The main duties of the Mamlatdar were to supervise the collection of revenue, to manage the police, to receive civil and criminal complaints and to send reports of his Peta to the Hujur every month.¹⁷ The salary of Mamlatdar was Rs.200/- per month.¹⁸

3) Shirastedar :- He was to assist Mamlatdar. He was also known as Phadnis. His duty was to assist Mamlatdar in superintending and keeping all accounts and looking after the treasury and records. Mamlatdar and Shirastedar were assisted by Karkuns. The number of Karkuns in each peta was different. The salary of the Shirastedar was Rs.50/- p.m.¹⁹

4) Jamabandi :- Jama-bandi means annual settlement of revenue with the cultivators. In each Peta there was an employee named Jamabandi who looked after the Jamabandi affairs. He was like a head clerk under Mamlatdar. His duty was to write letters to Patils, Shekdars and Kulkarnis regarding revenue matters. His salary was Rs.30/- per month.²⁰

5) Nyayadhish :- The post of Nyayadhish was not maintained in all the Petas. Nyayadhish performed the judicial duties of administering justice in petty matters.

6) Shekdars :- In each Peta there was a Shekdar. He was the revenue officer above Patil. He had to collect the land and other revenues. He along with Mamlatdar had to look after the revenue conditions of the Peta.

7) Saraf :- In every Peta there was a Saraf. He was to assay the coins which came from the Mamlatdar to Huzur and from Huzur to Mamlatdar. If any forged coin was found it was the saraf who was to pay for that coin. The salary of saraf was Rs.15/- per month.²¹

8) Jasud :- In every Peta there were a number of Jasuds and Ramoshis. They were to supply important information about the activities of all officers in the Peta. The salary of a Jasud was Rs.6/- per month.²²

(III) Village Administration :

In Satara State the lowest unit of administration was village. The village administration was mostly regulated by the Maratha traditions. Since medieval times every village was generally economically self-sufficient and politically autonomous. Elphinstone while discussing the nature of village communities in his report writes,

" These communities contain in miniature all the materials of the State within themselves, and are

almost sufficient to protect their members if all other governments were withdraw..."²³

In each village Patil, Kulkarni and the Chaugula were the main administrative officers. Besides there were twelve village officers, known as Bara Bulletedar.

Patil :- Patil was the most important functionary in a village. He was the village headman. He was both the revenue and judicial officer. His post was hereditary. He supervised the administration of justice in the village. He was also responsible for the police administration of the village. Under the supervision of Mamlatdar, he exercised both revenue and judicial power. Patil was the agent of government and the representative of the ryot too.

Kulkarni :- Patil had under him an assistant called Kulkarni. Kulkarni kept the numerous records and accounts of the village. The most important among these was the one related to the general measurement and description of all the village lands. These records included the list of the fields with the name, size and quality of each, the terms by which it is held, the name of the tenant, the rent for which he has agreed and the highest rent even produced by the field etc., a list of all the inhabitants, whether cultivators or otherwise with a statement of the dues from each to government and the receipt and balance in the account of each the general statement of the instalments of revenue which have been realized, the detailed account where each branch of revenue is shown

under a separate head, with the receipts and balance on each. Besides the public records he generally kept the accounts of all the cultivators with each other and with their creditors and acted as a public notary in drawing up all their agreements and even conducted any private correspondence they may have to carry on. He had lands, but often fees were allotted to him by government from which he held his appointment.²⁴

Chaugula : The Chaugulla acted under the orders of the Patil and assisted him in the discharge of his duties. He also had to take care of Kulkarni's records.

Village Watchmen : The most important revenue duty of the Mhar was to watch over the boundaries both of the village lands and of each individual's field, to see that they are not encroached on; to give evidence in cases where they are disputed; he watched over crops, whether cut or growing, as long as they were in the fields. He was also the public messenger and the guide and also an important actor in the police.²⁵

(B) REVENUE ADMINISTRATION :

Mountstuart Elphinstone, the Governor of Bombay laid the foundation of revenue administration in Bombay Presidency during the period from 1818 to 1827. He introduced Munro's Ryotwari System in Bombay Presidency. In his revenue administration two things were important, one was Settlement of Revenue and the other was Collection of Revenue. He has outlined his views on revenue administration in his Report of

1819 on the territories Conquered from the Peshwa.

James Grant the political Agent at Satara followed the revenue arrangements which Elphinstone put before him. Elphinstone instructed Grant on 10th July 1818, "continue to collect the land revenue as has been the custom of the country...." He further instructed, "... greater care must be taken to avoid over assessment and much indulgence to the ryot will be necessary to overcome the effects of war and of a bad revenue system..." He further advised Grant to use every means to encourage ryot to carry the cultivation to the utmost extent and where they actually required. He further advised Grant that he must assist them in purchasing cattle and seed, and that great care must be taken in giving these advances, after ascertaining that they are really wanted, to prevent any portion of the land lying waste and he also asked Grant to time them so as to preclude the ryot being tempted to squander them before the season for cultivation arrives. He instructed Grant about remissions,

" remissions must now be given with great caution, never promised till the end of the season, and then only granted on actual loss." 26

Elphinstone wanted to continue the revenue system of the Marathas so he retained the same frame-work of revenue administration of the Marathas. He himself summed up revenue arrangements as "liger, more equal and more certain assessment, less speculation, and consequently less profit to the

agents of government."²⁷ Grant strictly followed Elphinstone's instructions while making the administrative divisions of the territory under his charge.

Revenue Machinery :

In Satara State main revenue officers were the Sarsubhedars, the Mamlatdars, the Shikdars and the village Patils. A Sursubhedar was to supervise the work of the Mamlatdars in his Subha, the Mamlatdars were to supervise the work of Shikdars and each Shikdar was to supervise the work of the village Patils under him. Mamlatdar was to send all the accounts of the state of cultivation in the villages under his charge. He visited every village four times in every season, and kept himself thoroughly informed, so that he could help the government in concluding the general assessment. Shikdar was assistant to Mamlatdar in every Peta. He was the main revenue officer there. At the commencement of the season of cultivation the Shikdar visited each and every village, gave encouragement to the ryot and sent to the Mamlatdar the monthly account of the progress of cultivation and crops. He was careful to see that the whole amount was paid to the ryot and was to keep a watch on the proper utilization of loan sanctioned to the ryot by the government.

In Satara State the collection of revenue was under two general heads. One was land revenue and the other was additional revenue or other taxes.

Land Revenue :

Land revenue was the important revenue source of the State. In Satara State lands were classified into three categories - 1) Jirayat (dry land), 2) Bagayat (irrigated land) and 3) Khachur or rice land.²⁸

1) Jirayat Land : It was sub-divided into three types- Kalee Zamin, Mowat Zamin and Mal Zamin.

2) Bagayat Land : The irrigated land was called the bagayat zamin. It was sub-divided into two types- Patashal- it was irrigated by stream or cannal. Motashal- it was watered by wells.

3) Khachur or rice Land : This type of land was used for raising the crop of rice. Heavy monsoon rains were useful for this type of rice fields.

4) Government Land : The land which was directly under the government consisted of (1) Sheri, (2) Ambrai, (3) Bag, (4) Kuran.

Jama-bandi :

Jama-bandi means annual settlement of revenue with the cultivators. Under the supervision of Raja Pratapsinh Jama-bandi was made from September to December every year. After Dasara festival Pratapsinh undertook visits to each Peta. It was James Grant who inculcated in the mind of the Raja the habit of taking the periodical rounds of the state and making enquiry of the welfare of his subjects.²⁹ The assessment of

land revenue was based upon three principles - 1) Irrigation facilities, 2) Fertility of soil, 3) the state of actual cultivation.

Rate of Land Revenue :

The highest rent of a bigha of kalee land (black soil) was Rs.16/- and the lowest rent of it was Rs.1/-. The highest rent of a bigha of mixed land was Rs.8/- and the lowest rent of it was Rs.3/4. The highest rent of a bigha of mal zamin was Rs.2/- and the lowest rent of it was Rs.1/4. The highest rent of irrigated land was Rs.25/-. In dry area the land revenue was as follows : The rent of the best black soil land was Rs.10 $\frac{1}{2}$ per bigha. The rent of middle quality land was Rs.7/- per bigha and the rent of barren land was Rs.4/- only per bigha.³⁰

Land Survey and Collection of Land Revenue :

In 1821 the territory under the Raja's sway was surveyed by Captain Henry Adams. He was a friend of James Grant. Grant appointed him as a surveyor.³¹ Raja Pratapsinh was keenly interested in conducting land survey of his state and was willing to pay for it. The length of a kathi which Adams used for the survey was 9 feet 11 $\frac{175}{1000}$ inches giving a bigha 4383 square yards or hardly 15 square poles which was actually less than the English acre. The land was thus measured by bigha, Chavar and takka.³² Between 1821 and 1829 Adams surveyed all lands of Satara State including Bijapur

Peta. He also classified land and fixed rates of assessment. The culturable land in Satara territory contains, by Captain Adams measurement 2923167 bigas or 2683998 English acres, of which 2662283 beegas or 2444459 English acres are cultivated.³³

In 1851, Ogilvy the late Commissioner of Satara while commenting upon the land survey of Satara state conducted between 1821 and 1829 observed, "Between the official years 1821-22 and 1828-29, Captain Challen and Adams surveyed the entire territory of Satara, with the exception of the lands of several Inamdars, and of a few villages in the Beejapoor district, since received in exchange. It appears that, in communication with heads of villages and other intelligent Natives, they revised the assessment, by which they made, I understand, a trifling increase on the whole revenues. The revised rates were introduced, and continued in operation for a few years, till it was found that, owing to the resistance offered by those whose rents had been raised, added to the loss sustained from those whose rents had been reduced, the revenues declined. On that, the Ex-Raja directed that the old rates should be again levied, instead of the new. The accounts, however, were confused, by retaining in them the new beegas and the old rates of assessment."³⁴

During the period from 1818 to 1822 land revenue amounted to about Rs.1644085 and balance which remained uncollected was of about Rs.245001 but after Grant the uncollected balance swelled to Rs.40000/-. The two charts

No.1 and No.2 given in Appendix No.II show that in a brief period of four years i.e.between 1818 and 1822 Grant succeeded in evolving a quite reasonable and sound revenue policy. Chart one also shows that the revenue during that period increased every year. The revenue collection for the fasli year 1228 (1819 A.D.) was Rs.1379618.1.87 $\frac{1}{2}$, for the fasli year 1229 (1820 A.D.) was Rs.1522463.3.50, for the fasli year 1230 (1821 A.D.) was Rs.1582588.3.62 $\frac{1}{4}$, and fasli year 1231 (1822 A.D.) was Rs.1643547.17.15 $\frac{3}{4}$. The revenue in these years showed a total increase of Rs.252814.2.22 $\frac{1}{4}$ as seen in column 5 of chart No.1.³⁵ (Please see Appendix II)

Other Taxes :

In Satara state other taxes were collected in towns by Shete, Mahajan and Chaudhari, and in villages by Patil and Kulkarni. The duties on trade in the Raja's territories were divided into imports, exports and transit. These duties were 1/2 per cent. The revenue derived from the Abkaree was Rs.8213 in year 1821.

The exchange tax was fixed in 1830 at Rs.2.10.0 per cent. The collection of this tax was Rs.34571 in 1830 A.D. The house tax, was generally Rs.1/- per family, and uniform in each village. Buffalo tax of rupee one was levied on each buffalo not engaged in cultivation, and not belonging to the village Patels. This tax yielded upwards of Rs.6,000/- a year. A grazing-tax on sheep, yielding about Rs.24265, was levied

at different rates in almost every village, but averaged a little over Rs.6 per hundred. All the taxes were collected in cash.³⁶

The gross revenue of the territory during the twenty years of Raja Pratapsinh's reign averaged about Rs.3180377, and the net revenue during that period was Rs.1456603. The average annual remissions granted by Raja Pratapsinh were of Rs.174927, the average balances left annually uncollected under Raja Pratapsinh were of Rs.148329. The advances averaged Rs.14505 a year under Raja Pratapsinh and the expenses of collections annually averaged Rs.8994290.³⁷

(C) JUDICIAL ADMINISTRATION :

Justice under the Marathas was based upon the Dharma-shastras. The customs, traditions and religion all were combined in the process of justice. The criminal law was harsh. Equality before law was not known to them. But after 1818 the Maratha country came under the direct administration of the British, and the idea of justice began to change and develop. The British concept of justice was different from that of the Marathas. The British believed in rule of law, equality before law and the due process of law.

Mountstuart Elphinstone the first Governor of Bombay Presidency reorganised the judicial administration in Bombay Presidency. In Satara state he decided to keep the traditional judicial system unchanged. He instructed James Grant the

political agent of Satara that justice was to be administered according to the forms established in country with such modifications as necessary to the attainment of the end in view.³⁸ He laid down the basic rules of administration of civil justice to be dispensed through the Panchayat. James Grant followed Elphinstone's principles and reorganised the judicial administration in Satara state.

Administration of Civil Justice :

On 10th November 1819 the Raja's government issued orders relating to the general maintenance of civil justice and police. They are thirtynine in number. Grant in his report of 13th February 1820 to Chaplin had given a true translation of those orders. These orders give a clear picture of the judicial institutions under Raja Pratapsinh.³⁹ The judicial administration under Pratapsinh was three tier. At the lower level, there were the Village Panchayats assembled under the authority of the Patils. A Kasba or Peth Panchayat of Shete, Mahajan acted as primary units of judicial administration. Above it there was Peta or Taluqa Panchayat which assembled under the authority of Mamlatdar. And at the top there was the Huzur Adalat assembled under the authority of Raja Pratapsinh.⁴⁰

Village Panchayat :

Patil was the head of village Panchayat. When there arose disputes and claims amongst the villagers which they could not adjust among themselves, the Patil used his influence

and good offices to settle all such matters amicably. It was considered a good sign of proper superintendence in a village, when Panchayat was a rare occurrence. When arbitration became necessary, the Patil was authorised to convene the meeting of the village Panchayat. This he could do without any reference or report to government, when the property in dispute was of no great value.⁴¹ Government treated the decisions taken by the Village Panchayats as perfectly valid and confirmed them.

When a Patil refused to call the meeting of Panchayat or when either party objected to having its dispute settled in its own village or if the parties were not satisfied with the decision of their eldermen in the village, they could appeal to the Mamlatdar. When a complaint reached to the Mamlatdar, he could direct the Patil to assemble a Panchayat or grant an order on some Patil of a neighbouring village acceptable to the concerned parties. The Mamlatdar could also dismiss the complaint, if he found it fit to do so, but in such cases he was supposed to state briefly to the Huzur the reason for dismissing the complaint, in the monthly list of cases. It was one of the important duty of the Mamlatdar to report to the Huzur at the end of each month in which he was to state the number of crimes that occurred how many were apprehended etc.⁴²

About the composition of a village Panchayat, the traditional method was followed. The members of a Panchayat were generally selected by the officers of government by whom

it was granted with the approbation of the parties, and often at their suggestion. Some times the parties chose an equal number each and the officer was named as an umpire. The members of the Panchayat were generally the people of the same situation of life as the parties or the people capable of understanding well the subject in discussion. For example, the bankers acted as members in a matter related to accounts, Deshmukhs and Deshpandes acted as the Panchayat members when the suit was about land. The members of the Panchayat were never less than five. They were assembled under a tree or in the temple or choultry.⁴³

Kasba Panchayat :

Shete was an hereditary head of the Kasba or Peth Panchayat. His assistant was Mahajan. The Peth Panchayats in cities and towns were usually called by the marchants and traders to settle their disputes. In case the affairs in dispute were of small value and the Shete with the assistance of neighbours could not effect an amicable adjustment, a Panchayat to which neither party objected was assembled by the Shete.⁴⁴ The members of the Peth or Kasba Panchayat were called at the market place. Shete, Mahajan, Chaudhari, Patil, Kulkarni, Deshmukh and Deshpande were the members of Kasba or Peth Panchayat.⁴⁵

Peta Panchayat :

Mamlatdar was the judicial head of the Peta or Taluqa

Panchayat. All types of civil cases of debt, disputes related to Watan, Inam, Miras Lands, disputes related to share of family property, site of a house, marriage, adoption, precedence rights, caste security etc. were decided by the Peta Panchayat headed by Mamlatdar. Raja Pratapsinh declared that the disputes related to the boundaries of farm lands were to be settled under the supervision of a Mamlatdar of that Peta.⁴⁶ Disputes regarding the fields in the village were solved through the Panchayat assembled under the authority of a Mamlatdar in which Deshmukhs, Deshpandes were to be present.⁴⁷

In the year 1821, 287 complaints were made to the Mamlatdar of Koregaon, 391 were referred to the Mamlatdar of Wai, 51 were made to the Mamlatdar of Khatav, 196 were made to the Mamlatdar of Pandharpur, 65 were made to the Mamlatdar of Bijapur, 215 were referred to the Mamlatdar of Khanapur, 242 were referred to the Mamlatdar of Walwa, 229 were made to the Mamlatdar of Targaon and 298 were made to the Mamlatdar of Satara.⁴⁸

The Mamlatdar might punish the offending party by imposing a fine of not more than two rupees, or by putting into confinement in the village Dharmashala for a period not exceeding 48 hours. In all the cases in which the Mamlatdar thought that the parties deserved a severe punishment he was to send such offenders to the Huzur.⁴⁹

Huzur Adalat :

In Satara state there was a Huzur Adalat at Satara. Huzur Adalat means the Supreme Court. Raja Pratapsinh was head of the Huzur Adalat. He was the highest judicial authority. The judicial orders of 10th November 1819 said, "the Maharaz will always be ready to hear the complaints of his subjects and all who choose to come before him will be heard daily at the Nyayadeesh from noon till evening."⁵⁰ Raja usually attended his office daily at about eleven or twelve O'clock when he sat and heard all complaints viva-voce with secretaries around him making notes of such circumstances as required further investigation or reference.⁵¹

Huzur Adalat was a court of both civil and criminal justice. Huzur Adalat consisted of four members but Raja Pratapsinh appointed five members in the beginning. Nilkantha Shastri Thatte was the Adalat Shastri from 1818 to 1821. The Adalat Shastri was to explain the Hindu Dharmashastras. The other four members of the Huzur Adalat in the year 1822 were Anand Dhondo Chitale known as Annyaba Chitale, Viththal Sakharam Parasnis, Babu Subhedar and Appaji Gundo.⁵² The Diwan, Daftardar, Chitnis used to remain present at the Huzur Adalat to render assistance to the members.

The main function of these four members was to help the government in regulating the judicial business according to the customs. The duties of these four members were -

(1) to do the administrative work connected with the court, (2) recording of the evidence of the litigants and the accused, (3) to make enquiry of the accused, to investigate of the convicts, (4) to maintain the records of investigations.⁵³

The Panchayat assembled by the Raja was known as the sarcarry Panchayat. It was a part of the Huzur adalat. All civil suits were decided by the Panchayats nominated by the parties. If they could not agree upon nominees or decision of Panchayats the appeal was made to the Raja. There were six to seven Karkuns (Clerks) to assist these four members. The salary of Adalat Shastri was Rs.100/- per month. Justice was dispensed by Raja Pratapsinh himself. His decision was final.⁵⁴ Raja Pratapsinh appointed Chintaman Chitko Bhate to the Office of Nyayadhish as a member of Ashta Pradhan Mandal in 1836.⁵⁵

This Nyayadhish discharged his duties in accordance with the traditions of the Maratha country.

Criminal Justice :

In Satara state Huzur Adalat was also known as a court of criminal justice. Raja was the highest authority of criminal justice. Mamlatdar, Patil and Sarsubhedar had limited power in the administration of criminal justice. This court of criminal justice consisted of four members. A Shastri was also there who interpreted the Dharmshastra and Hindu Law and enabled the court to take a final decision.⁵⁶

The main crimes of that period were murder, house-breaking, theft, robbery, assault, fraud, man slaughter concerned in an insurrection, disobedience of orders, negligence of duty, stealing horses, bullocks, ornament, grain etc.⁵⁷ These crimes were very serious. In the year 1821 sixteen murders were committed but the offenders involved in 10 murder cases only were apprehended the criminals in the 6 remaining cases were to be apprehended. Nine house-breaking offences were committed in which property of Rs.1817/- was stolen. Out of 9 house-breaking offences only one was discovered from which an amount of Rs.30/- was recovered. In the same year 214 thefts were committed in which the stolen property amounted to Rs.12738.2.0. Only 102 cases of theft were discovered from which an amount of Rs.4687.3.0 was recovered. There were 16 thefts which were actually not discovered but an amount of Rs.2539.9.0 involved in those theft cases was contributed by the concerned villagers. Ninety six thefts remained to be traced.⁵⁸

The punishment awarded by any standard were not very severe. If a female committed a murder punishment for her was more rigorous than that of her male counterpart. Elphinstone advised Grant to suppress any such attempt with a firm hand. The caste had power to punish immoral acts. Grant in his report to Chaplin dated 3rd April 1822, stated that in the year 1821, six caste disputes were made to the government of which 2 were from Pandharpur Peta, 1 from Bijapur, 1 from

Targaon and 2 from Satara Peta.⁵⁹ Sometimes the head or the most respectable person of that caste or government assembled a Jati Panchayat. Regarding these crimes the castes are said to be the best judges. Religion, public opinion and influence of caste no doubt tried to keep down the vices.⁶⁰

Police :

Investigations of civil and criminal cases was conducted by the police and so they were connected with the judicial administration. Regarding the police, the only innovations introduced by the British in the existing form of the Maratha police were closer superintendence and the prohibition of the indefinite confinement of suspected persons by the Patils and Mamlatdars.⁶¹ The administration of justice in those days was greatly an executive action. Prevention of crime was considered better than cure. The object of the police was to prevent the crimes so that punishment may become unnecessary.⁶² Captain Grant re-established some previous police officers. Mamlatdars had charge of the police in their Petas. Patil was the head authority of his village. Shetes, Mahajans exercised police rights in their Pethas. Chaugula, the Mhars the Mangs, the Romoshis etc. assisted Patil in carrying on the police administration in villages. The office of Kotwal was also re-established only in three petas- viz. Satara, Pandharpur and Bijapur.⁶³ Chowkees had been placed round the towns. There was a subhedar placed in charge of each chowkee of the towns. A night watch was kept by a group of

five, ten, fifteen or twenty villagers according to the size of the village under the instructions of the Patil of the village. This duty was taken in rotation by the Marathas, Ramoshis, Mhars and Mangs.

Raja Pratapsinh used Satara fort as the central Jail. Between 1818 and 1819 the total number of prisoners at Satara, Parli, and Wasantgad forts was 180.⁶⁴ The prisoners were compelled to work on the public works such as construction of road digging wells etc.

(D) MILITARY ADMINISTRATION :

James Grant organised the military administration in the Raja's territory. Raja's military force was classified into two main divisions- Horsemen and Shibandis. The first division consisted of the auxiliary horses, Shilledars, Huzur Pagas and the second division consisted of Shibandis and Gadkaries.

Raja Pratapsinh's military force was as follows :

	Horse	Foot
1) Auxiliary	500	-
2) Shilledars	200	-
3) Huzur Paga	100	-
4) Shibandis	-	3000
5) Gadkaries	-	600
	800	3600

1) Auxiliary Horses : There were 500 Auxiliary horses in the Raja's military force. These forces which belonged to the late Captain Spillor were transferred to Raja Pratapsinh by the British East India Company. East India Company wanted to provide employment for the needy soldiers who had no hopes of other employment.⁶⁶ Pratapsinh gave a Nishan to the Auxiliary horses in the Dasara festival of 1821.⁶⁷ In this group there were many officers and Swars.

Category of horsemen	Number	Salary of each person per month
Sardar	2	Rs. 500/-
Jamadar	8	Rs. 150/-
Dafedar	24	Rs. 54/-
Nishandar	16	Rs. 30/-
Swar	744	Rs. 33/-

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2) Shilledars : There were 200 Shilledars in Raja's military force. The salary of each Shilledar was Rs.30/- per month.

3) Huzur Paga : There were 100 Huzur Paga in Raja's military force. Pratapsinh appointed Balasaheb Bhosale to look after the Huzur Paga. There was one Jamadar, one Dafedar and two Nishandars in Huzur Paga. Jamadar received a salary of Rs.150/- per month, Dafedar received a salary of Rs.55/- per month and the (Karkun) Nishandar's salary was Rs.30/- per month in 1820. ⁶⁹



4) Shibandis : There were 3000 shibandis in Raja's military force. The duties of the Shibandis were to protect the treasury of Subha and to help in collecting the revenue. They had also to perform the duties of police. Subhedar was a chief of the Shibandis. There were also Jamadars, dafedars and Karkuns in the Shibandis. The salaries were as follows:

Subhedar	Rs. 57.08.0	Per month	
Jamadar	Rs. 17	Per month	
Dafedar	Rs. 11	per month	
Karkun	Rs. 12	per month	70

5) Gadkaries : There were 450 gadkaries in Raja's military force in 1819 but later their number was increased. The half-yearly pay of a gadkari was Rs.225/-.⁷¹

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