Sugar industry is one of the best organized industries of the country. The co-operative wing of the industry holds a place of pride. The Government had adopted a policy of preferential industrial licensing to co-operative sector as a result of it the industry developed rapidly. Its contribution to the Indian economy is enormous with its total turnover of over Rs. 20,000 crores per year, producing 18.53 million tonnes of sugar, giving direct employment to over 5 lakh skilled and unskilled workers creating indirect employment to over 45 million farmers. The annual contribution to the central and state exchequer in the form of taxes amounts to over Rs. 2,200 crores and foreign exchange earning comes to Rs. 2,000 crores.

For higher productivity and sound industrial relations, it is extremely important to give workers the status of partners in industry. The workers must be increasingly associated with the management of units so that they develop an awareness of the problem of industry and begin to feel that they have to make a positive contribution to the functioning and growth of their units. Such association with management would gradually give place to workers' participation in management.
The concept of workers' participation relates to the idea of sharing of decision making power in the management and administration of the work unit by the workers who work therein, in a co-determinative capacity with the employers and managers in the entire range of policy making and managerial matters. The philosophy of workers' participation can be traced to the ideas of the early social thinkers such as Saint Simon, Charles Fourier, Robert Owen, Karl Marx etc. who advocated complete socialisation of production resulting in ending the centralisation of wealth in few hands and exploitation of labour by capital.

In India the year 1920 may be regarded as the milestone in the history of joint consultation. But legislative provision in this regard was made only after independence when the Industrial Disputes Act 1947 was passed. Industrial Policy Resolution of 1956, Twenty Point Economic Programme, Constitutional Amendment and addition of Article 43A in 1976 were made operative for the participation of workers in management in industrial establishments.

It is a fact that co-operative sector did not welcome the scheme of workers' participation before the year 1975. Hence they were criticised for exploiting the workers to further the interest of producer members and so were in findings of the National Commission on Labour 1969. But the need of workers' participation was realized by
the Maharashtra Government which in pursuance of the recommendations of the Gadgil Committee made legislative provision in the Co-operative Societies Act ensuring reservation of seats for workers in the committee of management. The Union Ministry of labour in pursuance of Resolution passed at the conference of the State Labour Ministers formulated the constitution of shop councils and joint councils at shop floor and plant level respectively.

The earlier studies on the subject, reveal that the scheme is yet to be implemented in many of the co-operative sugar factories. In the absence of state or central legislation the scheme is not being implemented in the desired manner and to the required extent. Moreover, the studies also do not reveal the kinds of decisions which are being shared by the management with workers at different fora.

The participation of workers in management is an issue of social justice. Though the Government seemed committed to legislate about it, yet no concrete result was come out except the recognition of idea and amendments by Maharashtra and Punjab Governments in co-operative laws to add new clauses of workers' participation in management.

In the light of the above facts there is a need to study the subject in depth and suggest ways and means to make the scheme more effective and useful in Indian perspective. The proposed study
aimed at searching the evolution of workers' participation in management; to examine how far the background for the scheme has been created in Indian co-operative sugar mills; to study the attitude of workers and the management towards the scheme; to analyse as to how much the existing climate is conducive, to reveal the existing and desired degree of workers' participation; to examine whether the scheme be voluntary or statutory in nature and to evaluate the essential preconditions for the successful implementation of the concept in the co-operative sugar mills.

The proposed study covers the concept of workers' participation in depth. The project was taken up for investigating the actual level of impact which the present system makes on the workers. It attempts to investigate the problems coming in the way of ensuring workers' effective involvement and to suggest ways and means to develop better understanding and larger involvement and participation.

This research work would be of immense use, particularly for workers, the employers as well as Government. The findings of the study would also be useful in the application of the scheme in other co-operative industries. The conclusion and suggestions would be useful in drafting the various rules, guidelines and legislation on the subject in the co-operative sector.
For the proposed study the following hypothesis has been drawn on the basis of the review of academic work on the subject -

- There would be positive attitude of workers and management towards the scheme in the co-operative sugar factories.
- Existing organisational climate of co-operative sugar factories is conducive to the workers' participation.
- For effective implementation of the scheme central and state legislations are required.
- Productivity would increase if the scheme is applied in the industry.
- If the scheme is applied in the industry a healthy industrial relationship can be built and also strikes and lock-outs will be reduced, if not eliminated.

Methodology of the study includes both deductive and inductive approach to obtain judicious conclusions on the basis of primary and secondary data. The collection of primary information was made from the co-operative sugar mills in U.P. and various other states. For drawing up a sample for this study a convenient Random Sampling Technique based on stratified sampling technique, was used in order to accommodate in the sample size those units which were implementing this scheme in different states of the country.
Questionnaires were prepared to get the views of the representatives of workers and managements. The views of various federations of cooperatives at national and state level regarding implementation of the scheme, were also sought.

Secondary data were obtained from the Government records, journals, reports and studies on the subject. In the processing of primary and secondary data economic reasoning and the statistical tools were also used to illuminate the problem. An attempt was also made to study various rules, regulations, laws, bye-laws and guidelines and their impact on the implementation of the scheme. In order to undertake this study an attempt was made to consult a special secondary source i.e. journals, annual reports and other publications of the National Federation of Co-operative Sugar Factories and National Co-operative Union of India.

In pursuit of the objectives and scope of the work, the study has been arranged in seven chapters -

In the first chapter an attempt has been made to define the concept of the participative management, its evolution and the various schemes of workers' participation in management experimented in various countries, in India and U.P.

In chapter second an attempt has been made to make a comprehensive study of the various institutional arrangements at
various levels of management in the form of Works Committees, Joint Councils, Joint Management Councils, Unit Councils and Worker Director etc.

Chapter third covers the environment of workers' participation in India, the legal framework available at central and state level for the implementation of the concept. The chapter also covers the application of the concept in co-operative sector sugar factories, the role of Government and sectoral co-operative federations in the implementation of the scheme and also the composition, functions and recommendations of various committees / councils constituted for the purpose.

In fourth chapter the growth of sugar industry, origin of sugar co-operatives, their development during various Plans, output trend, licensing and other policies of the Government with regard to industry have been elaborately discussed. The chapter also covers the actual working of the scheme of participative management in sugar co-operative of some major sugar producing states such as Maharashtra, Gujrat, Karnataka, Haryana and Uttranchal through some selected case studies.

Chapter five deals with the implementation of the scheme of workers' participation in management in co-operative sugar mills in U.P. It covers the growth of sugar co-operatives in the state, output
trend, management pattern, and the working of the selected co-operative sugar mills. In gives an appraisal of the scheme of participative management in co-operative sugar mills under observation.

Chapter six is devoted to the problems experienced in the implementation of the scheme in general and in sugar co-operatives in particular. In this regard, an attempt was also made to gather the opinion of trade union leaders, representatives of various mills, sugar factories federations and also the political leaders.

Chapter seven deals with the conclusion of the indepth study and the suggestions based on field studies, the study of literature about the scheme of workers' participation in management, personal discussions with academicians, management personnels, trade union leaders, officials and experts in the field of labour laws and labour relations.