

### CHAPTER III

#### QCC SYSTEMS IN THE TWO ORGANIZATIONS: VARIOUS ASPECTS

This chapter will focus on the various aspects of the QCC systems in the two selected organizations. Some of the aspects covered will be: QCC development in these two organizations, their implementation strategies, the level of employee participation in QCC, the number of projects undertaken, and the QCC objectives. Another aspect to be covered here would be the organizational structures found in these two organizations. Here, the role and ability of the Steering Committee and the facilitators will be examined. The final section of this chapter will cover the Organizational Environment, the Reward Systems and the training aspects in QCC.

As stated in Chapter I, the above mentioned aspects may be considered as external factors which can have an influence on the proper development and functioning of the QCC groups in these organizations. In dealing with these aspects, the purpose will be twofold. Firstly, as an exploratory data-gathering study, the situation with regards to each of the above mentioned aspects will be presented. Secondly, the more important purpose will be to examine these aspects to see whether the situation which exists with regard to each of these aspects represent a facilitative condition to the development and functioning of the

QCC groups or whether the situation so existing, acts as an obstacle to the QCC groups in their activities.

### 3.1. QCC Development in These Two Organizations

#### 3.1.1. Implementation Strategy

QCC was only introduced into the public sector in late 1982. It is more or less about four years now since its inception into the public sector. There is a need to evaluate how well the Circles have performed through an examination of the development of QCC over the years in these two organizations. This will allow us to infer as to what is the implementation strategy of QCCs in these two organizations. Such inference will allow us to assess to what extent the strategy adopted will be conducive to the future continued development of the QCCs in the two organizations.

Number of Circles				
Organization	1983	1984	1985	Total
DFA, Min of Education	5	2	6	13
Min of Housing	5	-	17	22
Total	10	2	23	35

Table 3.1 : Growth of Circles

From Table 3.1 it can be seen that in the Finance and Accounts Division (DFA) of the Ministry of Education, 1983 was the take-off point with the establishment of the initial Circles. Five Circles were established in that year. However, 1984 was a year of consolidation. This is to be expected for QCC, being new in the organization, needed time to gain a strong footing before any attempt is being made to establish new Circles. Hence, only 2 Circles were established in 1984. The remaining 6 Circles came into existence in 1985 bringing a total of thirteen Circles covered by this study. Thus, QCC implementation in this organization in terms of the number of Circles appears to have been slow and gradual.

In the Ministry of Housing, the implementation strategy seemed to be a slow and gradual one too. The organization started off with just 5 Circles. The following year, 1984, was a period of consolidation without the establishment of any new Circles. However, the remaining 17 Circles came to be established by the end of 1985. Of these 17 Circles, 15 Circles were from the Ministry while one Circle was from the Department of Fire Services and another from the Department of Town and Country Planning. Taking just the 15 Circles alone, this goes to indicate that the growth of Circles over these years at the Ministry level trebled the number established in 1983. The extension of QCC into the Department of Fire Services and the Department of Town and Country Planning seems to imply that QCC

implementation in the initial area seemed to have borne fruit and hence justify the expansion to other departments in the Ministry.

As indicated above, it appears that the strategy adopted by both these organizations is one of gradual implementation. The pertinent question is: is their type of strategy conducive to the functioning and development of QCCs in both these organizations? In practice, the QCC implementation strategy can take two forms: either the fast approach or the gradual approach. In the former approach, it involves going in big for QCC by establishing as large a number of Circles as possible right at the start. In this approach there is a possibility that great care may not be exercised in laying down the basic infrastructure for QCC. An additional disadvantage of the fast approach is that it will make great demands on the resources of the organization at the onset and the organization may be ill-equipped to handle these demands. The gradual approach however will allow for a more careful implementation with adequate preparation and care. The gradual approach, will also allow for more time to provide the necessary basic infrastructures.

If the goal is to ensure that QCCs fulfil its potential in a particular organization, the gradual approach seems the better answer. By taking this approach, several benefits can be obtained. Firstly, since the approach involves starting a few Circles first and gradually increasing the number of Circles, the demand for resources to support the Circles at any point of time

will not be beyond the organization's ability to provide the resources. With adequate support the Circles are more likely to succeed. A second benefit is that once the earlier groups have achieved success, this can have a demonstration effect. The success of these groups will generate interest among those who are yet non-committal towards the QCC activities and this will ensure that subsequent groups can continue to be filled with enthusiastic members. Such enthusiasm will ensure the success of the subsequent groups; as the saying goes "success breeds more success". Clearly then, the gradual approach is a more suitable approach for ensuring that QCCs develop successfully in an organization. Since the two organizations surveyed appeared to have followed this approach, we may therefore say that, from the implementation strategy point, we have a facilitative factor for the development of QCCs in these two organizations.

### 3.1.2 : Level of Employee Participation in QCC

Here an attempt will be made to find out the number of employees who are participating in QCCs within these organizations. In a way this can help us measure the level of QCC enthusiasm within these organizations. At the same time it will enable us to determine whether the participation levels found in these two organizations are at par with the Japanese requirements.

In the Ministry of Housing, although a total of 141 respondents were involved, only 125 respondents (110 participants and 15 facilitators) were from the Ministry proper while the remaining 16 respondents came from 2 Circles which belong to the Department of Fire Services and the Department of Town and Country Planning. Taking the 125 respondents from this Ministry within an organisation of 663 personnel, this would mean that the participation rate in the Ministry of Housing is 18.9% of the total work force. In the DFA, Ministry of Education, with 99 respondents this represents 19 percent of the total 522 - strong workforce.

Thus it would seem that in both these organisations the participation levels is not very high. By JUSE's standards of measurement, if the participation level is less than 50 percent, there is a need for QCCs to be reactivated. However, if the participation levels is between 70 to 80 percent, the participation level is considered to be "active"<sup>1</sup>. Thus it would seem that these two organizations do not meet the Japanese mark. Hence there is an implication that the level of employee participation would need to be very much reactivated.

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1. Japanese Union of Scientists and Engineers, How to Operate QC Circle Activities, A Report by QC Circle Headquarters, (Japan: Juse, 1985), p. 238.

One would argue that it would be unfair to expect a high percentage of participation from the work force in the public sector, considering we are still in our infant stage of implementation. We cannot measure our performance by the Japanese yardstick. The Japanese have more than 20 years of QCC experience while the Malaysian public sector has only about 4 years. A close to 20 percent attainment of employee participation in these two organizations within a four-year period can be said to be a reasonably good involvement and may perhaps taken to be a good indication of active employee participation in the two organizations.

### 3.1.3 : Number of Completed Projects

The performance of Circles in terms of their activeness can be measured from the number of projects undertaken. According to the JUSE manual, it is desirable for Circles to undertake 2 to 4 projects each year<sup>2</sup>. However, one can also argue that there is no definite number of projects that can be used as a yardstick for measurement because it depends on how big and how difficult the projects or problems are.

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2. Ibid

Number of Projects	Min. of Education	Min. of Housing
	No. of respondents (Members & Leaders)	No. of respondents (Members & Leaders)
0 Project	3 (3.4%)	16 (13%)
1 Project	52 (58.4%)	94 (76.4%)
2 Projects	28 (31.5%)	9 (7.3%)
3 Projects	5 (5.6%)	3 (2.4%)
4 Projects	1 (1.1%)	1 (0.8%)
Total	89 (100%)	123 (100%)

Table 3.2: Number of Completed Projects.

Attempts were made to find out from both members and leaders, the number of projects their Circles have completed. From the statistics in Table 3.2 above, it is revealed that a significant majority of them from both organizations have completed at least one project. In the DFA, Ministry of Education, 58.4 percent of the participants have completed a project, 31.5 percent have undertaken 2 projects while about 6.7 percent have undertaken more than 3 projects. In the Ministry of Housing, 76.4 percent of the participants also have completed a project, and about 10 percent have undertaken more than two projects. The percentage of participants who have not undertaken any project is small in both organizations, with the percentage in the the DFA, Ministry of Education (3.4 percent) being lower than that in the Ministry of Housing (13 percent).



Thus it is obvious that the implementation of projects had been on a small and gradual scale. At a glance, the projects of these Circles would appear negligible as compared to those of the Japanese Circles. Here again, it would be unfair if the Japanese yardstick is used to measure our performance. However, we may conclude that given that QCC is a new concept in the public sector, the success in terms of completed projects undertaken, may not be exceptional but it is encouraging. As the movement matures in the two organizations, we can expect a higher rate of completed projects. The fact that most Circles have at least successfully completed a project is a conducive factor as far as the QCC movement is concerned as these successes, albeit small, will encourage others to join in the QCC activities. This can pave the way for further development of the movement.

#### 3.1.4 : QCC Objectives

In order to achieve success in the QCC programmes, it is important that the organizations lay down the goals or objectives of QCC. When this is done, only then can management direct the various activities and efforts as well as plan the personnel and funding for the future growth of QCC. Therefore it is the intention here to examine the QCC objectives of both these organizations. This data on the QCC objectives is obtained through the facilitators who are in a better position to provide us with the information. They can provide us the best source of

information since they are the link between the Steering Committee and the rest of the participants. The QCC objectives are plenty and for the purpose of this study they are identified in Table 3.3.

Objectives	Min. of Education		Min. of Housing	
	No. Resp.	Total Resp.	No. Resp.	Total Resp.
To improve management-employee relations	1(20%)	5	1(6.7%)	15
Effective utilization of human resources	4(80%)	5	10(66.7%)	15
Improve workers proficiency and develop potentials of the worker	1(20%)	5	9(60%)	15
To increase productivity	4(80%)	5	14(93.3%)	15
Problem-solving opportunities	3(60%)	5	8(53.3%)	15
Cost-savings and reduction	1(20%)	5	1(6%)	15

Table 3.3 : QCC Objectives by Facilitators

i) To Improve Management-Employee Relations

It is typical of any organizational structures to be structured hierarchically with management at the apex and the various levels of employees below. If the organization is large, more often than not the lower level employees would hardly ever get to see the management of the organization. However, QCC is one way to link the people in the organization with their management no matter what their formal positions are in the organization. Through the problem-solving process of QCC, the participants would be able to learn the many functions of the organization. The management presentation for instance can help build up communication between management and employees. However, only one facilitator out of the 5 (20 percent) from the DFA, Ministry of Education and 1 out of 15 of them (6.7 percent) from the Ministry of Housing cite this objective as one of the QCC objectives.

ii) Effective Utilization of Human Resources

In any organization the human resources are important elements. These human resources are full of potential that wait to be tapped through QCC participation. Effective utilization of these human resources can be achieved through QCC. As has been explained earlier, QCC fosters teamwork. People working in a Circle get together to solve problems. Team spirit is created

and this can become a strong force in the organization. Through QCC participation too, job satisfaction and motivation can be derived and by getting people more involved in their work, cohesiveness and unity within the organization can be achieved. A high percentage of the facilitators from both organizations indicated this as a QCC objective; 80 percent from the DFA, Ministry of Education and 66.7 percent from the Ministry of Housing.

iii) Improve Workers' Proficiency and Developing Their Potential

Training is identified as a key element in any QCC process. Training help enhance participants' knowledge about their organization and about the QCC techniques and operations. Through this process of educating them, their abilities are sharpened through the application of problem-solving techniques such as Pareto diagrams, cause and effect analysis and check sheets. Thus QCCs can help improve workers' abilities and at the same time develop themselves to the fullest extent. While 60 percent of the facilitators identified this objective in the Ministry of Housing, only 20 percent of them identified this objective in the DFA, Ministry of Education.

iv) To Increase Productivity

QCCs set up in Japan in the sixties were purely meant to solve quality problems and even today the Japanese Circle

activities are involved in solving quality problems. A QCC is definitely one of the best answers for solving problems and hence improving quality and productivity within the organization. A high percentage of the facilitators indicated this objective - 80 percent from the DFA, Ministry of Education and 93.3 percent from the Ministry of Housing.

v) Problem-Solving Opportunities

In the earlier paragraphs, we have seen how QCCs can provide an excellent opportunity to solve problems that employees face and can do something about collectively. QCC gives participants a chance to get together and think about the problem and then try to use their ideas to solve it. As the inherent talent (brain power) of the people in an organization is immense, QCC involves the tapping of this brain power for problem-solving purposes of QCC. A majority of them have identified this objective - 60 percent of them in the DFA, Ministry of Education and 53.3 percent from the Ministry of Housing.

vi) Cost-Savings and Cost-Reduction

Cost-savings and cost-reduction is definitely of great concern to any organization because reducing cost of production is tantamount to improving the productivity of the organization. However, cost-reduction objective in QCC is only indicated by a minority of the facilitators - 20 percent from the DFA, Ministry

of Education and only 6 percent from the Ministry of Housing.

From the examination above, it is obvious that the majority of the facilitators from both organizations have identified the following QCC objectives:-

- i) Effective utilization of human resources.
- ii) To increase productivity and
- iii) Problem-solving opportunities.

It should be noted that the first two of these three objectives had been identified by the highest percentage of facilitators. However, one more objective which is cited by the majority identified in the Ministry of Housing but not in the DFA, Ministry of Education is "to improve workers' proficiency and develop the potentials of the worker." It can be assumed that the other objectives not identified by the majority can be considered to be objectives of lower priority to these two organizations. Judging from the above observations and findings, we can conclude that QCC objectives in both these organizations are clearly emphasised. This is itself a facilitative factor for the QCC movements. With these objectives, the organizations would be able to direct the various QCC activities and efforts along the right track, while at the same time channel the resources for QCC effectively for the future growth and development of QCC.

### 3.2 : QCC Organizational Structures

The QCC structure is an integrated system made up of several parts - the members, the leaders, the facilitators and the Steering Committee. The Steering Committee forms the nucleus of the whole QCC system. Next to the Steering Committee are the facilitators, the key person and the coordinators who make the programme work. Then follow the leaders and members who are the direct participants. Without them, there is no QCC movement. This section of the chapter will focus on the kinds of structures, consisting of these various parts, that exist in these two surveyed organizations to oversee the development and operations of their QCC groups.

#### 3.2.1 : Steering Committee

The Steering Committee exists at the apex of the QCC organizational system. It establishes and approves Circle policies and programmes. They are also there to oversee the QCC programmes, to ensure that there is proper implementation of the Circle projects, to ensure that Circles get the necessary support-material in order to function effectively, and to promote Circle objectives within their organizations. Thus, it is their responsibility to review and discuss items pertaining to training, publicity and programme improvements. In short, they function to keep their Circles effective and on target. A

Steering Committee, properly instituted, will go a long way to ensure successful development of QCC in a given organization.

(a) Steering Committee Structure In The Organizations

Steering Committee in the DFA, Ministry of Education

Steering Committee  
Head of Division,  
P.T.D Superscale "D"

Facilitators

Leaders

Circle Members

Fig. 3.1 : QCC Organization Structure in the DFA,  
Ministry of Education

In the DFA, Ministry of Education, the overseeing and planning functions for QCC development are carried out by a specially set-up Steering Committee, as shown in figure 3.1 above. The Steering Committee here is an Executive Committee comprising of the various Section Chiefs with the Division Head as the Chairman. The Secretariat services is being provided within the Finance and Administration Section. The composition of the Steering Committee is as follows:-



- |   |   |                |
|---|---|----------------|
| 1 | Head of Division P.T.D.<br>Superscale 'D'       | - Chairman     |
| 2 | Deputy Head of Division PTD S.S. 'F'            | - Member       |
| 3 | Accountant, Accounts Section,<br>Superscale 'F' | - Member       |
| 4 | Auditor, Audit Section PTD Superscale 'G'       | - Member       |
| 5 | Principal Asst. Secretary PTA, SAO              | - Secretariat. |

This Committee meets once a month to discuss all matters pertaining to the development and promotion of QCC programs of the Division. As can be seen, besides the Secretariat, all the four positions represent important positions in the formal set up of the Division, ranging in rank from Superscale 'G' to Superscale 'D'. Figure 3.2. shows the location of these four Steering Committee members in the formal hierarchical structure.

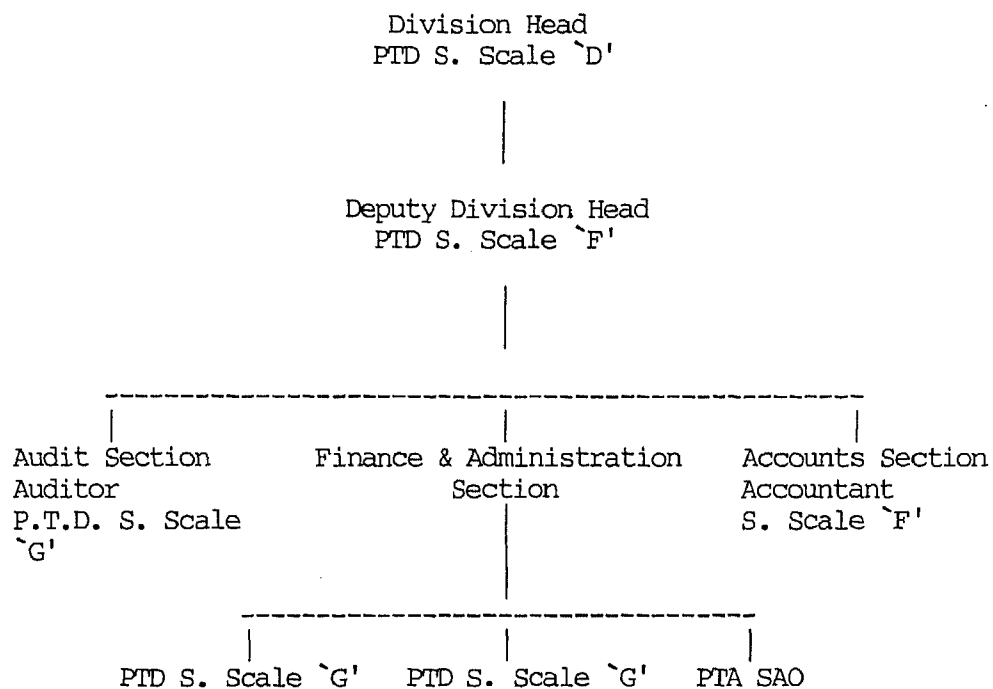


Figure 3.2 : Formal Organization Structure of Finance and Accounts Division, Ministry of Education.

Source: DFA, Ministry of Education.

Steering Committee in Ministry of Housing

Executive Committee on Planning and Development  
Secretary-General of Ministry,  
P.T.D. S. Scale 'B'

Executive Committee of  
Heads of Division  
Dept. Secretary-General of Ministry  
P.T.D. S. Scale 'E'

Facilitators

Leaders

Circle Members

Fig. 3.3 : QCC Organization Structure in the  
Ministry of Housing and Local Governemnt

In the Ministry of Housing, two Executive Committees perform the tasks of the Steering Committee as shown in figure 3.3. These two Executive Committees can be termed as psuedo-Steering Committees. They are not the actual Steering Committee but they undertake the tasks of the Steering Committee.

One psuedo-Steering Committee comprises of the Secretary-General of the Ministry as Chairman and members are the

Directors-General of the various Departments and they are as follows:-

Planning and Development Committee

- |   |  |               |
|---|--|---------------|
| 1 | Secretary-General, PTD Superscale 'B'                              | - Chairman    |
| 2 | Deputy-Secretary General I, PTD Superscale 'E'                     | - Member      |
| 3 | Deputy-Secretary General II, PTD Superscale 'F'                    | - Member      |
| 4 | Head, Planning and Development Division, PTD Superscale 'F'        | - Member      |
| 5 | Director-General, National Housing Department, PTD Superscale 'D'  | - Member      |
| 6 | Director-General, Department of Town and Country Planning S.S. 'D' | - Member      |
| 7 | Director-General, Fire Services Department S.S. 'D'                | - Member      |
| 8 | Director-General, Local Government Division PTD Superscale 'C'     | - Member      |
| 9 | Planning and Development Division                                  | - Secretariat |

While this high-powered Committee meets once a month on policy matters of the Ministry (including QCC policies) the other psuedo-Steering Committee, a committee of Deputy Directors-General and Division Heads attend to the more mundane administrative matters on QCC as and when required during its monthly Division meetings.

Members of the latter psuedo-Steering Committee comprise of all Deputy Directors-General and Division Heads as follows:-

Heads of Division Meeting

- |  |               |
|--|---------------|
| 1. Deputy Secretary-General, PTD S.S. 'E'                                  | - Chairman    |
| 2. Head, Admin & Finance Division, PTD. S.S. 'F'                           | - Member      |
| 3. Head, Planning and Development<br>Division PTD. S.S. 'F'                | - Member      |
| 4. Head, Enforcement Division PTD. S.S. 'G'                                | - Member      |
| 5. Head, Licensing Division PTD. S.S. 'G'                                  | - Member      |
| 6. Head, Research Division, S.S. 'G'                                       | - Member      |
| 7. Head, Housing Loans Scheme Division, PTD,<br>S.S. 'G'                   | - Member      |
| 8. Deputy Director-General National Housing<br>Department PTD. S.S. 'E'    | - Member      |
| 9. Deputy Director-General Fire Services<br>Department S.S. 'E'            | - Member      |
| 10. Deputy Director-General Town & Country<br>Planning Department S.S. 'E' | - Member      |
| 11. Deputy Director-General Local Government<br>Division PTD. S.S. 'F'     | - Member      |
| 12. Admin and Finance Division   | - Secretariat |

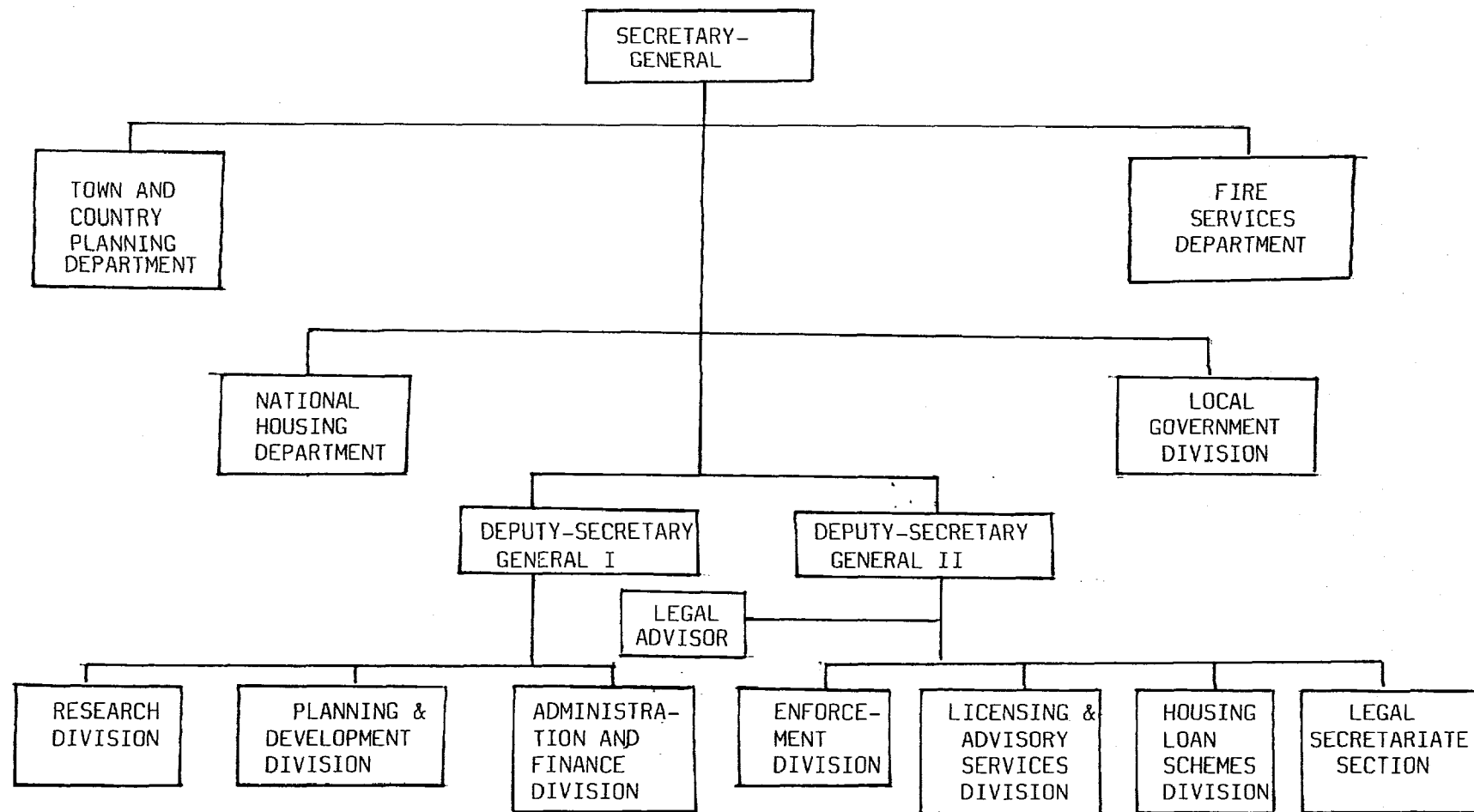


Fig 3.4 : Formal Organization Chart of Ministry of Housing and Local Government.

Source: Ministry of Housing and Local Government.

Both these Committees existed even before the implementation of QCC. QCC merely became an added function to these two Committees. Figure 3.4 shows the location of these members in the formal hierarchical structure of the organization.

In comparing the organizational structures for QCC in the two organizations we can distinguish two differences which are (i) in the DFA, Ministry of Education, a Steering Committee for QCC was actually set up while in the Ministry of Housing, no such committee was set up. Instead two existing committees took on the role of the Steering Committee. Thus it can be said that in the Ministry of Housing, there is no real Steering Committee in the sense accepted in the QCC movement; rather, the two Committees which took on the Steering Committee functions may be considered as psuedo-Steering Committees; (ii) in the DFA, Ministry of Education, the specially set up Steering Committee takes care of all matters - policy and administrative - relating to QCCs in the organization but in the Ministry of Housing policy functions of QCCs are taken by one Committee while the administrative functions are attended to by another Committee.

What are the implications of the above differences in terms of the development and functioning of QCCs in each respective organization? Taking the first difference - which can be stated as one of full-time versus part-time Steering Committee - the DFA, Ministry of Education having a Steering Committee established specially to take care of QCC matters will have the

advantage of being able to devote proper and full attention to QCC matters. As a result, the planning and monitoring of QCC by this Steering Committee will be done systematically and effectively. On the other hand, since the two executive Committees in the Ministry of Housing deal with all matters in the Ministry - QCC matters being only a small component, it is likely that attention given to QCC matters may be sporadic and miniscale. Since the Committees deal with many Ministerial matters, it is probable that these matters may be considered more important and urgent as compared to QCC matters and in this case QCC matters may not be given proper and adequate consideration. Such sporadic and inadequate attention to QCC matters will necessarily mean that QCC development in the organization may not be well-planned and well-monitored.

The second difference is that in one organization one Steering Committee takes care of all QCC matters while in the other, there is a split of functions between two Committees. In the DFA, Ministry of Education's case, since one single Committee takes care of both policy and administrative matters, it means that policies will be more correctly translated into the necessary administrative actions. However, in the case of the Ministry of Housing, the separation of functions may prevent the proper translation of policies into administrative action. This is more likely to be true because not all members of one committee are also members of the other Committee. So because of the lack of common membership, the intention of the policies made



in one Committee may not be properly understood by the other Committee which is supposed to translate the policies into appropriate equivalent administrative actions. This mismatch between policy and implementation may jeopardise the development of QCCs in the Ministry.

It seems logical that a specially established Steering Committee with full control over all QCC matters will facilitate the development of QCCs. The DFA, seem to fullfill this administrative condition with its specially established Steering Committee. The Ministry of Housing with the Steering Committee functions being added to those two multipurpose Executive Committees does not appear to have satisfy this facilitative condition.

(b) Steering Committees' Understanding of QCC Concepts and Operations

The Steering Committee may be said to be the principal actor in a QCC scene in that the success or failure of QCCs in an organization depends on how well the Steering Committee plans for and guides the QCCs in the organization. In order for the Committee to be able to plan and supervise the QCCs under their control effectively, it is essential that the Committee members should be well-versed with the concepts, the rationale and benefits of QCC. A proper understanding of these elements by the Committee will mean two things. First, with a proper

understanding comes a better ability to plan and supervise the QCC activities in the organization. Secondly, proper understanding, particularly of the rationale and benefits of QCC, will lead to a stronger commitment to the QCC cause and with such commitment too will come better planning and organization for the growth of QCC activities in the organizations.

Hence it is important here to ascertain how much the Steering Committee understand the concepts and operations of QCC. Since it was not possible to ascertain this by asking the Steering Committee members nor the members and leaders, the data is thus obtained indirectly from the facilitators, who provide a good source since they are in closer contact with the Steering Committee than the rest of the participants.

		DFA	Min. of Housing
QCC Concepts and Philosophies	- No. Resp.	4(80%)	14(93.4%)
	- Total Resp.	5	15
QCC Operations	- No. Resp.	4(80%)	13(86.7%)
	- Total Resp.	5	15

Table 3.4 : Facilitators' Perception of Steering Committee's Understanding of QCC Concepts, Philosophy and Operations.

From both these organizations, it is discovered that a majority of the facilitators felt that their Steering Committee

understood the QCC concepts and philosophies. In the DFA, Ministry of Education, 80 percent of the facilitators claimed this is so, as shown in Table 3.4. In the Ministry of Housing, some 93.4 percent of the facilitators indicated that their Steering Committee understood the concepts and philosophies well. As for understanding of QCC operations 86.7 percent in the Ministry of Housing indicated that their Steering Committee understood well the QCC operations, the corresponding percentage for DFA is 80 percent.

Thus, according to the sources of information above, the members of the Steering Committees in both the organizations appear to have an understanding of the QCC concepts and operations. As such, it can be expected that this will lead to better planning and support for the QCC activities in these organizations. Thus, this is likely to facilitate the development of QCC activities in these two organizations. Another effect of having the Steering Committee being knowledgeable in QCC concepts is that as explained earlier, they will tend to show more enthusiasm and commitment towards the QCC cause and since most of the Steering Committee members are also top or middle management officials in the organizations, this will mean that lower-level employees, encouraged by the enthusiasm and support of higher level officials, will similarly exhibit enthusiasm and support for the QCC activities. All these positive effects will contribute to the continued development and success of QCCs in these two organizations.

### 3.2.2 : Facilitators

Within any QCC organizational system, the facilitators represent a significant set of key persons. The facilitators are usually on the next level of the organizational structure after the Steering Committee. Each facilitator is in charge of a number of Circles and he wears many hats in performing his facilitators' duties. Firstly, he is a coordinator of the Circles where he oversees their development and needs. Secondly he acts as a resource person on whom the participants can call on for advice and help in their problem-solving activities. Thirdly, he is the inter-personal relationship moderator, seeing to the harmony of interpersonal relationship among Circle participants under his supervision. He is also a trainer, providing training to his Circle members and leaders. Additionally he is the administrator, keeping records on various matters for the Circles under his control. These and many other duties which he performs make him "Jack of All Trades" and certainly a very important person in the QCC. His performance of duties will critically decide whether the Circles under him will fail or succeed.

Given that facilitators are such important persons in a QCC system, it will be important to assess for the two organizations whether this important component of the QCC system have the right requisites for fostering the development of the QCC movement in each organization. This assessment is made on the following dimensions:

(a) Mode of Selection of Facilitators

Facilitators are generally selected by management. However, not all of them have been selected to undertake the task. There may be some of them who may have volunteered to participate in the Circle programmes. In the DFA, Ministry of Education for instance, 20 percent of the facilitators volunteered to participate in QCC. Meanwhile in the Ministry of Housing, 33.3 percent of them volunteered to undertake this task. There is no doubt that these percentages constitute a minority of the total facilitators in both these organizations. Nevertheless, voluntary participation by them can be an indication of their eagerness and enthusiasm to be associated with QCC. If the degree of enthusiasm by them is high, the QCC participants under their charge are likely to show their keenness and interest in Circle activities. So there is a chain of effects - facilitators' enthusiasm generating enthusiasm among participants which will then result in the success of the QCCs.

As mentioned above, facilitators are generally appointed by management. In these two organizations however, a number - albeit a small one - had volunteered for the role and as explained earlier, these facilitators will tend to be enthusiastic and this will represent a plus factor as far as the QCC activities are concerned. This does not mean that appointed facilitators are not enthusiastic in the performance of their roles. What is stressed here is that for voluntary facilitators,

the enthusiasm factor is more likely a sure thing and the fact that some facilitators in the two organizations have volunteered for the roles is a good sign for QCC activities in these organizations. Perhaps for the future, it may be better to encourage facilitators to volunteer rather than to merely appoint them.

(b) Characteristics of Facilitators

The characteristics of facilitators may have an impact on their ability to effectively carry out their role. As an example, an older facilitator may, because of the respect for age in our society, be in a better position to act as advisor and coordinator to the various QCC groups than a younger facilitator. In this section, the analysis will focus on the various characteristics of the facilitators and will examine the distribution of facilitators for each characteristic. Inferences will then be drawn based on the distributions as to whether the situation so obtained for each characteristic represents a possible positive or negative impact on the facilitators' ability to carry out their function effectively. The various characteristics analysed are:-

i) Sex Distribution

It is the intention here to determine the sex distribution of the facilitators in order to find out whether there is a fair

distribution of both sexes or whether one sex group is over or under-represented in both these organizations. If there is a fair representation of both the sexes, it can ensure maximum utilization of the existing resources. On the other hand if one group is over-represented or under-represented, then it becomes difficult for the organization to fully tap the potentials of any of the particular group.

Sex	DFA, Min. of Education	Min. of Housing
Male	3 (60%)	8 (53.3%)
Female	2 (40%)	7 (46.7%)
Total	5	15

Table 3.5 : Sex Distribution of Facilitators.

From Table 3.5 it is discovered that the majority of the facilitators are males. They represent three out of the five facilitators in the DFA, Ministry of Education. In the Ministry of Housing, they accounted for 53.3 percent of the total facilitators. Meanwhile the females make up a minority of 40 percent and 46.7 percent of the total respondents in the DFA, Ministry of Education and Ministry of Housing respectively.

In both organizations, the facilitators are selected from the Category 'A' officers. So we can compare this proportion against the proportion of males to females in the Category A. In

the DFA, the proportion of male facilitators is 60 percent while the females constitute 40 percent. Since the Category 'A' officers in the DFA are made up of about 50 percent males and 50 percent females it can be said that there is an almost fair representation of both the sexes in the facilitator group though there is a slight over-representation of males. In the Ministry of Housing, the ratio is 53 percent males and 47 percent females which gives us a 1 male: 1 female ratio. However, this ratio is not reflective of the sex distribution in the total population of category 'A' officers in the organization. There is a 3:1 ratio of male to female officers here. Thus it means that the males are under-represented among the facilitators in this organization. A fair representation of the sexes in the DFA, will ensure a maximum utilization of the existing resources. On the other hand, an under-representation of the males in the Ministry of Housing, will not allow for a maximum utilization of the existing potentials.

#### ii) Age Distribution

It is important also to examine the age distribution of the facilitators to determine what fraction of them fall in each of the different age categories. The age distribution of the facilitator may have an impact on the QCC movement in the following way. Facilitators who belong to the older age groups may be said to bring certain assets to the Circles under their control. Being older, they would have been in the organization



for someone and thus, will have the knowledge and experience of the work systems and procedures in the organization. With this knowledge and experience they are likely to be more confident in their ability to perform their facilitators' duties. Confidence is definitely a necessary quality for a successful facilitator. Besides confidence, age also may have a different beneficial effect. In our society there is respect for people who are older. Thus having facilitators who are in the older groups may mean that they are more likely to be accorded the proper respect by those under their supervision. With this respect they will be able to guide their Circles more effectively.

Age Group	DFA. Min. of Education	Min. of Housing
	No.	No.
26 - 30 years	2 (40%)	5 (33.3%)
More than 30 years	3 (60%)	10 (66.7%)
Total	5 (100%)	15 (100%)

Table 3.6 : Age Distribution of Facilitators.

In terms of their age distribution, none of the facilitators were found to be younger than 26 years old. A minority of them belong to the 26 to 30 years age bracket. Some 40 percent and 33.3 percent respectively in the DFA Ministry of Education and Ministry of Housing belong to this age group. However the majority of the facilitators are more than 30 years

old, thus belonging to the highest age group category. In the DFA, Ministry of Education, 3 out of the 5 facilitators are more than 30 years old. They represent 60 percent of the total facilitators. In the Ministry of Housing too, a higher percentage of the facilitators are found to be more than thirty years old. They represent 66.7 percent of the total facilitators as indicated in Table 3.6 above.

From the above, it is shown that more of the facilitators belong to the older age group. From the criterion we set earlier, it would seem that this would be good for the QCC movements in both organizations. These older facilitators are more likely to be confident and have the respect of those under their supervision and hence be able to effectively guide the Circles. However, it should be noted here too that sometimes age may have a dysfunctional element in that older people may be more set in their ways of thinking and leadership styles. The rigidity in thinking and leadership styles may not be good for the QCC movement. However, until further research proves that this dysfunctional aspect is true and significant, we shall be guided by the reasoning made above that age tends to have more beneficial effects in the form of confidence and ability to gain respect than dysfunctional effects.

(iii) Educational Background

It is important to stress the need for facilitators to have a good educational background, preferably a College or a University degree. A good educational background is an asset to the facilitators. It will enable the facilitator to train people, to plan and organize work properly and to function effectively. The well-educated facilitator would also better understand, assimilate and apply the QCC concepts and techniques.

All the 15 facilitators involved in this study have a University degree. Presumably, this would mean that they have the required intellectual capability and capacity to coordinate the Circles effectively and positively. Furthermore, relative to the other participants, they would be in a senior position and above all confident in undertaking the tasks of coordinating the Circles. Given such leadership qualities this could provide a great advantage to the Circles in both the organizations.

(iv) Level of Facilitator Confidence

In an earlier section, it was argued that since most of the facilitators are in the older age group, they will have a greater likelihood of securing respect from the Circle participants under their charge. Having respect from participants is one important requisite for a facilitator to perform his task. Then in another section it was noted that most

facilitators are degree holders. This gives them another important requisite. It is also important that a facilitator must have self-confidence because the presence of this quality will mean that they will be more able to perform their tasks and there is also the added advantage that the facilitator's self-confidence may be transmitted to the circle members. In this section, we shall attempt to determine how many of them are confident in their ability to perform their tasks.

	DFA. Min of Education	Min. of Housing
No. Confident Facilitators	4 (80%)	12 (80%)
Total Respondents	5 (100%)	15 (100%)

Table 3.7 : Number of Confident Facilitators.

From the Table 3.7 above, it is discovered that 80 percent of the Facilitators in the DFA, Ministry of Education are confident in themselves. In the Ministry of Housing, the percentage of confident facilitators is also found to be 80 percent. If we can take this percentage to indicate that a high percentage of them are confident, it is a good indication that the majority of them should be able to undertake their tasks effectively. This is important to the Circles for the facilitator is such an important and a key person to the QCC movement. Therefore with confident facilitators there will be

effective Circle coordination and management. This can facilitate the development of the Circles in both these organizations.

(c) Span of Control

As we have seen above, the facilitator is such an important person in terms of providing the back-up service for QCCs to function. His functions encompass counselling, coordinating, evaluating and monitoring the development of the Circles under his responsibility. Considering that he has numerous and substantial functions to perform, the number of Circles which a facilitator has to supervise may determine his effectiveness. Hence, here it is the intention to examine the span of control of the facilitators in both these organizations.

Number of Circles	DFA, Min. of Education No. of Facilitators	Min. of Housing No. of Facilitators
	(%)	(%)
0	0	2 (13.3%)
1	3 (60%)	5 (33.3%)
2	0	6 (40%)
3	1 (20%)	1 (6.7%)
More than 3	1 (20%)	1 (6.7%)
Total	5 (100%)	15 (100%)

Table 3.8 : Facilitators' Span of Control.

Considering QCC is still in its infant stage in the public sector, the number of Circles monitored by each facilitator however, remained small. With reference to table 3.8, in the DFA, Ministry of Education, 3 out of the 5 facilitators, supervise only a Circle each. Only one facilitator coordinates 3 Circles while another, probably the Chief Facilitator, is overall responsible for all the Circles. In the Ministry of Housing, 6 out of the 15 facilitators or 40 percent of them coordinate 2 Circles each while another 33.3 percent of them coordinate a Circle each. Only one facilitator coordinate three Circles and another (probably the Chief) facilitate all the Circles. There are two facilitators without any Circles under their responsibility. The two of them probably are new facilitators yet to be assigned Circles to supervise.

Generally, it can be said that the majority of the facilitators involved in this study facilitate less than 2 Circles each, thus providing for a narrow span of control. As the number of Circles supervised by each facilitator is small, this would presumably ensure that close personal attention is given to the QCC participants and their activities. Hence this may result in the establishment of a close rapport between facilitators and the participants. Thus, the present arrangement of confining a small number of Circles to each facilitator would permit the facilitators to take effective coordination of the Circle activities in their respective organizations. This seems

good for the long-term development of QCC in the two organizations.

(d) Facilitators : Part-time or Full Time

Another aspect which may have an impact on how well the facilitator component plays its role in the QCC system is whether the task of facilitating Circles is a full-time or a part-time vocation. Some organizations are known to have assigned full-time facilitators specifically for the above tasks. However, in some organizations, this may not be so. In the latter case no creation of new posts are involved for facilitating Circles. Those selected as part-time facilitators will have the facilitator function as an additional duty to their normal work functions. A full-time job may have its advantages over a part-time job of facilitating the Circles. In both organizations, facilitating Circles is a part-time vocation. There is thus a possibility that less time is being accorded to the QCC work. This may affect the facilitators' performance.

Considering the facilitators are all part-time facilitators, an important and related question is: what fraction of the official time is taken up to be used for facilitating groups and whether the present arrangement permit them to undertake the task effectively?

	Less than 10%	10-20%	20-30%	30-40%	Total
DFA	2 (40%)	3 (60%)	-	-	5 (100%)
Min. of Housing	8 (53.3%)	4 (26.7%)	2 (13.3%)	1 (6.7%)	15 (100%)

Table 3.9 : Time Taken to Facilitate Circles

From the above table, in the DFA, Ministry of Education, 3 out of the five facilitators indicated they spent 10 to 20 percent of their official time for QCC; the remaining 2 claimed they took less than 10 percent of their official time. On the whole, less than 20 percent of the facilitators' official time is being used for QCC. In the Ministry of Housing, a higher percentage (53.3 percent) of the facilitators took less than 10 percent of their official time for QCC. Only 26.7 percent of the facilitators spent 10 to 20 percent of the official time for QCC. Here again, the majority of the facilitators put in less than 20 percent of their official time for QCC. However, some 20 percent put in more than 20 percent of their time for facilitating the Circle.

Thus it is obvious that a lower percentage of the official time is accorded for the QCC task. It is because of this that 4 out of 5 facilitators from the DFA, Ministry of Education and 10



out of 15 of them from the Ministry of Housing indicated that the daily task does not in any way interfere with the task of facilitating the Circles. This is to be expected since the majority of them assigned less than 20 percent of their time for the task.

This is the risk of having part-time facilitators. A lower percentage of time for facilitating purposes is being accorded for the QCC activities in both these organizations. This allocation of time may not be sufficient considering QCC is still in its infant stage and is confronted with a lot of teething problems. Assuming this is so, the facilitators may have little or no impact in these organizations. There is probably a need for more time to be accorded to QCC especially during these initial years. Perhaps full-time facilitators may provide the answer to this. So the use of part-time facilitators in both these organizations may not be a good practice for the development of QCC in both these organisations.

(e) Training of Facilitator

As has been explained earlier, the facilitator is a key person in any QCC programme. The training needs of the facilitator must first be met before training the other participants. The training of a facilitator normally involves instruction in teaching techniques, human relations, statistics,

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group dynamics and the workings of the organization . It is not the intention here to examine the course contents of their training. Suffice for us to examine how many of them have undergone training and to what extent do they consider their training to be adequate.

	DFA, Min. of Education	Min. of Housing
	No.	No.
No. of Facilitators trained	2(40%)	13(86.7%)
Total Respondents	5	15

Table 3.10 : Number of Trained Facilitators.

In the DFA, Ministry of Education, 3 out of the 5 facilitators have not undergone any training while 2 have attended training. These two facilitators claimed the training had been conducted internally by the Department for a duration of

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3. Sud Ingle, Quality Circles Master Guide, Increasing Productivity with People Power, (New Jersey: Prentice Hall, 1982) p. 153.

one week. With this training received, only one of the facilitator according to Table 3.11 claimed the course was adequate to meet the QCC needs of the Department. As for the facilitators in the Ministry of Housing, it is encouraging to note that 13 out of the 15 of them have been trained. They accounted for 86.7 percent of the total respondents. Training of these facilitators had been conducted largely by INTAN, for a duration of two weeks. Of these 13 who have been trained, 11 of them claimed the training had been adequately met.

	DFA, Ministry of Education	Ministry of Housing
	No.	No.
No. of Facilitators who cite adequacy of training.	1	11(84.6%)
Total Respondents	1	13

Table 3.11 : Adequacy of Training by Facilitators.

Thus training had not been sufficiently and adequately met for the facilitators from the DFA, Ministry of Education. Presumably they would be handicapped by this lack of training in performing their task of facilitating the Circles. If this is so, it can be disastrous for QCC. When training is not adequately met, this means that adequate training could not be

passed on to the rest of the participants. If the participants are not properly trained, it would mean that they would be unable to carry out their problem-solving functions properly. This can affect the QCC movement in the organization. However, in the Ministry of Housing, the training of the facilitators can be said to have been sufficiently and adequately met. When facilitators are adequately equipped for QCC, it makes the task of facilitating all the more easier to handle. Thus adequate and sufficient facilitator training is a must if we want the QCCs to succeed in the public sector.

### 3.3 : Organizational Environment

It is vital that the organizational environment of an organization must be conducive for QCC to develop. A non-conducive environment will only hinder QCC development and progress. It is the purpose here to examine whether the organizational environment in both these organizations are conducive to QCC and if so, what are the elements which have contributed to making it a conducive environment. Here again the researcher feels that the facilitator would provide the best source of information with regards to the conduciveness of their organizational environment. They provide the link between management and the rest of the participants and hence would be in a better position to tell whether the organizational environment in their organization is conducive or not to QCC development.

	No. of Facilitators	Total Respondents
DFA, Min. of Education	3 (60%)	5
Ministry of Housing	13 (86.7%)	15

Table 3.12 : Number of Facilitators Who Cite Conducive Organizational Environment.

In both these organizations, it is encouraging to note that according to the facilitators the organizational environment is indeed conducive to QCC. From Table 3.12 above, in the DFA, Ministry of Education, the majority of the facilitators (60 percent) indicated that their organizational environment is conducive to QCC. In the Ministry of Housing, 13 out of the 15 facilitators (86.7 percent) indicated likewise. It can be deduced that the organizational environment in both these organizations is conducive to QCC. Such an environment would thus facilitate the development of the Circles.

It would be insufficient to merely indicate whether an environment is conducive or not without making reference to what elements make up a conducive environment. Thus attempts were made to find out from the facilitators as to what attributes of the environment contribute to this conduciveness. Bearing in mind that the question was an open-ended one, not many responses were obtained from the facilitators. A handful of them have

ributed it to strong management support. It cannot be denied that strong management support is important for the survival of QCC. QCC programmes must first start off by obtaining management support. If management support is non-existent then QCCs are doomed to fail. In fact the initial enthusiasm for Circle programmes must come from management. The fact that they believe QCCs are important and can work in their organization will boost the enthusiasm and levels of participation in Circle activities. The programmes will then have a greater chance of maximizing their effectiveness.

It is not the intention here to examine the areas or levels of management support and the adequacy of support obtained. All these will be covered in the following chapter. Suffice to indicate here that management support has been considered to be satisfactory according to 3 out of 5 facilitators in the DFA, Ministry of Education and 14 out of 15 of them from the Ministry of Housing. This in itself augurs well the development of QCCs in both these organizations.

#### 3.4 : Reward Systems

The QCC provides a reward system to its participants. The reward system is in fact a form of recognition accorded by management to the participants. The reward system must be adequate and appropriate, so as to inspire workers to strive harder to achieve their QCC objectives. When this happens, great

achievements can be obtained both for the organization and the individual worker. The reward system can take many forms; they can take the form of monetary or non-monetary benefits. Therefore it is the intention here to examine the many forms of the rewards made available in these organisations and to make inference as to whether the existing reward systems are adequate.

Forms of Rewards	DFA, Ministry of Education	Min. of Housing
	No. of Members	No. of Members
1. Cash	-	2 (4%)
2. Trophies	13 (34.2%)	5 (9.8%)
3. Certificates	77 (98.7%)	76 (83.5%)
4. Special publications	12 (31.6%)	5 (10.4%)
5. Representing QCC at National Conventions	8 (21.6%)	18 (34%)
6. Study Tours	8 (21.6%)	15 (30.6%)

Table 3.13: Forms of Rewards

As indicated in Table 3.13 the majority of the members from both organizations indicated the use of certificates as a form of reward. In the DFA, Ministry of Education 98.7 percent of the members and in the Ministry of Housing 83.5 percent of its members indicated so. The other kinds of rewards were cited by a minority of the members from both organizations. There is cash

reward as indicated by only 4 percent of the members in the Ministry of Housing. Cash rewards is not a feature in the DFA, Ministry of Education. There are also trophies being presented as indicated by 34.2 percent members from the DFA, Ministry of Education and 9.8 percent from the Ministry of Housing. Meanwhile special publications are also used in the reward systems as indicated by one-third of the facilitators from the DFA and about 10 percent from the Ministry of Housing. Other forms of non-monetary rewards are by means of participation at national conventions and conducting of study tours for the participants. About one-fifth of them indicated both these forms of rewards in the DFA while in the Ministry of Housing, about one-third of them indicated so.

If it is right to use the number of members as a means of gauging the extent of usage of these rewards, it would seem that the most popular form of reward in the DFA, Ministry of Education is the presentation of certificates. In this organization the next popular practice would take the form of trophies and special publications. The least common or less frequent would be QCC convention participation and study tours. In the Ministry of Housing, it would also mean that recognition through the presentation of certificates can be classified as the most popular form of reward. The next popular reward is in the form of participation in QCC conventions and study tours. Meanwhile the remaining forms of recognition like special publications, cash



rewards and presentations of trophies are less in practice as indicated by a lower percentage of the members who cited them.

It is obvious in both these organizations that participation in QCC conferences and conventions, or even conducting study tours and exchange visits are all less common forms of rewards as compared to the presentation of certificates. Immeasurable benefits can be derived from giving these kinds of rewards. For example in allowing study tours, contact with the different people from other Circles will allow for the exchange of ideas. Besides, the recipients will find the value of such rewards more than mere certificates. Perhaps these organizations should consider these other rewards.

It would seem also that non-monetary rewards is a practice in the public sector. Cash rewards do not seem to be a 'hit' with these public sector organizations. Cash rewards may not have an impact on a society like the Japanese, who have high income levels and, besides which, their cultural values encourage them to work long hours either in QCC activities or in other areas. In fact, given the higher salaries in Japan, the higher level needs such as self-actualization (in Maslow's Hierachy of Needs) become more important motivators to them than cash rewards. This may not be the case in the Malaysian public sector. Considering our society is a materialistic one, monetary benefits to meet the lower level needs of the worker perhaps can be a strong motivator. These non-monetary rewards may not be adequate motivators in the Malaysian situation. Given

our relatively low-income levels particularly at the Category 'C' level, monetary rewards and tangible rewards such as study tours and representation at conferences may be more appealing to the participants.

### 3.5 : Training Aspect

Undertaking training for the participants is no easy task. There are many problems to be encountered. It is therefore important that the frequent problems be identified so that measures can be taken to overcome them. Otherwise, if these problems are allowed to remain, they can be a major stumbling block to the continued development and proper functioning of the Circles. For the identification of training problems, the researcher feels that the facilitator would be the best source of information as they are to a large extent responsible for planning and conducting internal courses.

#### (a) Internal Training

Attempts were made to find out from the facilitators what constitute the problems in training. As far as internal training is concerned, financial constraint is a frequent problem according to the majority of the facilitators. In the DFA, Ministry of Education, 3 out of the 5 facilitators indicated this reason. In the Ministry of Housing it is so among 9 out of the 15 facilitators. It cannot be denied that the lack of

financial allocation can hinder training programmes from being carried out effectively. However, considering it is internal training, financial constraint should not pose a major problem.

	Min. of Education		Min. of Housing	
	Number	Total Resp.	Number	Total Re.
Problems				
Lack teaching aids	2(40%)	5	5(33.3%)	15
Lack effective trainers	1(20%)	5	5(33.3%)	15
Lack financial allocation	3(60%)	5	9(60%)	15
Training program unplanned	-	5	2(13%)	15
Training not continuous & Permanent	4(80%)	5	4(27%)	15
Negative attitude of trainees	2(40%)	5	6(40%)	15
Course contents not relevant	-	5	1(6.7%)	15

Table 3.14 : Frequent Problems With Internal Training.

It is important that training is carried out on a continuous and permanent basis if we want to make the training to be effective and to achieve the training objectives. Therefore the training programme must be planned for, otherwise it would tantamount to according training a low priority within the organization. From the table above, it would seem that training

is not a continuous and permanent feature in the DFA, Ministry of Education. It appears to be a frequent problem within the DFA, Ministry of Education as it is cited by a majority (80 percent) of the facilitators. In the Ministry of Housing, this does not pose a serious problem as less than one third of the facilitators only cited it as a problem associated with internal training.

Training is found to be unplanned for in the Ministry of Housing as cited by about 13 percent of the facilitators. Training can also be affected if there is lack of teaching aids. In the DFA, Ministry of Education, 40 percent of the facilitators claimed this to be a frequent problem. In the Ministry of Housing, this problem is also said to be frequent by about one third (33.3 percent) of them. Another frequent problem having been identified is "the lack of effective trainers", cited by 20 percent in the DFA, Ministry of Education and one third (33.3 percent) in the Ministry of Housing. One other factor which can affect training is the negative attitude of the trainees themselves. In both these organizations, some 40 percent of them indicated this as a frequent problem. Finally about 7 percent of the facilitators in the Ministry of Housing considered "irrelevance of the course contents" as a frequent problem.

(b) External Training

With regards to external training, similar attempts were made to elicit from the facilitators the problems encountered. One would expect financial constraint to be a problem here considering it involves financial expenses to send people for training outside the organization. However, none of the facilitators from the Ministry of Housing cited this as a problem. On the other hand, a substantial number of them, that is 3 out of the 4 facilitators from the DFA, Ministry of Education, indicated that financial constraint is a problem with external training in their organization. One of the facilitator from this organisation also claimed that external training especially those conducted by INTAN are restrictive in nature in that the number of places allocated to any particular organization for a particular course is very limited. Agencies would have to compete with one another for training opportunities that are offered at INTAN.

There is not much response obtained out of this question since it is an open-ended question. Nevertheless, it is obvious that it would seem that the major problem associated with external training is that of lack of financial resources. When there is financial constraint then it is not possible to send facilitators outside for training. This is true because sending employees outside the organization for training is an expensive affair. To top it all the courses conducted at INTAN have

limited place. Therefore, the best solution to this is to beef up internal training in both these organization. Perhaps trainers from outside can be brought into the organization to train as many facilitators as possible at any one time.