Quality of programme for quality of care: Curriculum development of a vocational education programme for community care for the elderly in Hong Kong

Caritas Institute of Community Education

Introduction

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The paper reports the dynamic and interactive process for the curriculum development of a vocational education programme of a Higher Diploma in Health and Community Care for the Elderly.

Nowadays, programme planning in self-financing education sector is a great challenge work. The programme planning is necessary to determine institutional direction among the mission of the institute, the community needs, resources. We need to tackle the emerging needs to offer quality programmes.

Introduction

The process for developing new academic programmes can be a time-consuming process.

In order to meet the diverse needs of our senior citizens in different age ranges and the need for multi-faceted services. For the able-bodied elderly, the government aims to create a social environment conducive to "active ageing". For those with weaker physical conditions, we are offering them the necessary support according to their different level of care needs under our policy objective - "ageing in place as the core, institutional care as back-up".

Introduction

However, the acute shortfall in the community care quota and manpower shortage in elderly service sector. The government has implemented a number of measures to enhance the supply of front-line care staff and improve their work prospects. The measures include implementing Qualifications Framework (QF) in the elderly service sector, supporting the various training programmes for the social welfare sector, implementing the Navigation Scheme for Young Persons in Care Services, etc.

馮志豪（2015年7月31日）。居家安老急需支援。蘋果日報。2015年7月31日，取自https://hk.news.appledaily.com/local/daily/article/20150731/19238317

Introduction

By conducting stakeholder surveys and in-depth case studies of client-based requirements, the programme development team enhanced their understanding on the context-specific issues which underpin total quality of community care for the elderly.
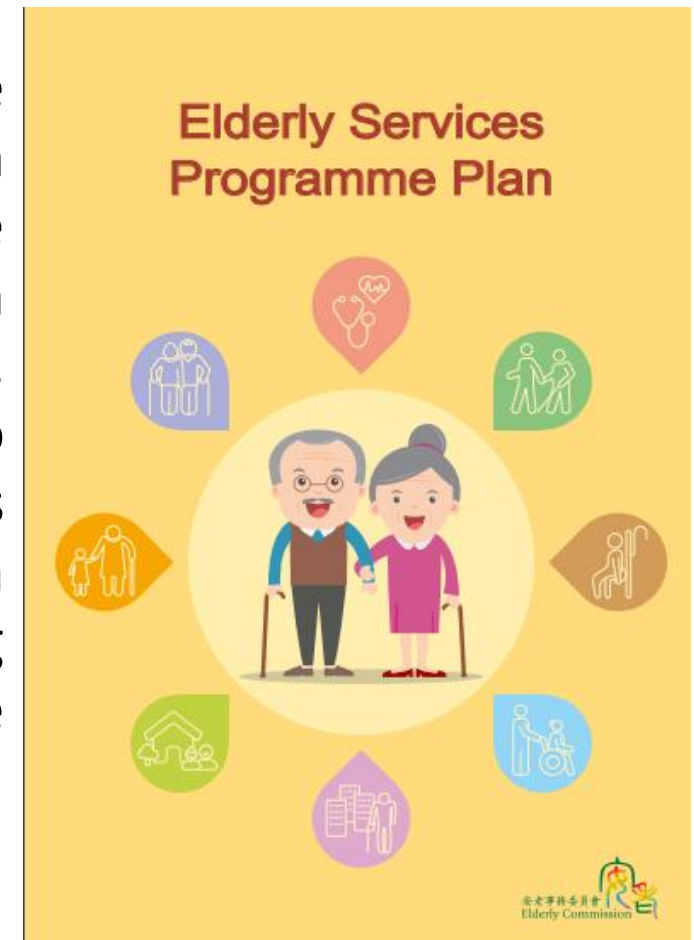
Programme Design

Programme Design

Achieve "ageing in place" and reduce institutionalisation rate through significantly strengthening CCS Uphold the Government's established policy direction of "ageing-in-place as the core, institutional care as back-up", and to actualise the principle of "prevention is better than cure". This means putting a heavier focus on CCS and strengthening health promotion and maintenance initiatives.

Programme Design

The Higher Diploma in Health and Community Care for the Elderly gave rise to a building block of technically oriented subjects in nursing skills, rehabilitation practice and social sciences methods and implementations in facilitating "ageng in place".

馮志豪（2015年5月30日）。護老政策不能迷信市場。明報。2015年5月30日，取自
https://news.mingpao.com/pns/%E9%A6%AE%E5%BF%97%E8%B1%AA%EF%B9%95%E8%AD%B7%E8%80%81%E6%94%BF%E7%AD%96%E4%B8%8D%E8%83%BD%E8%BF%B7%E4%BF%A1%E5%B8%82%E5%A0%B4/web_tc/article/20150530/s00012/1432922065778

Programme Design

Programme design is shifted from institutional care to community care services in order to address emerging market needs and learning resources support. Curriculum design takes on new and interactive relationships of the following factors and issues:

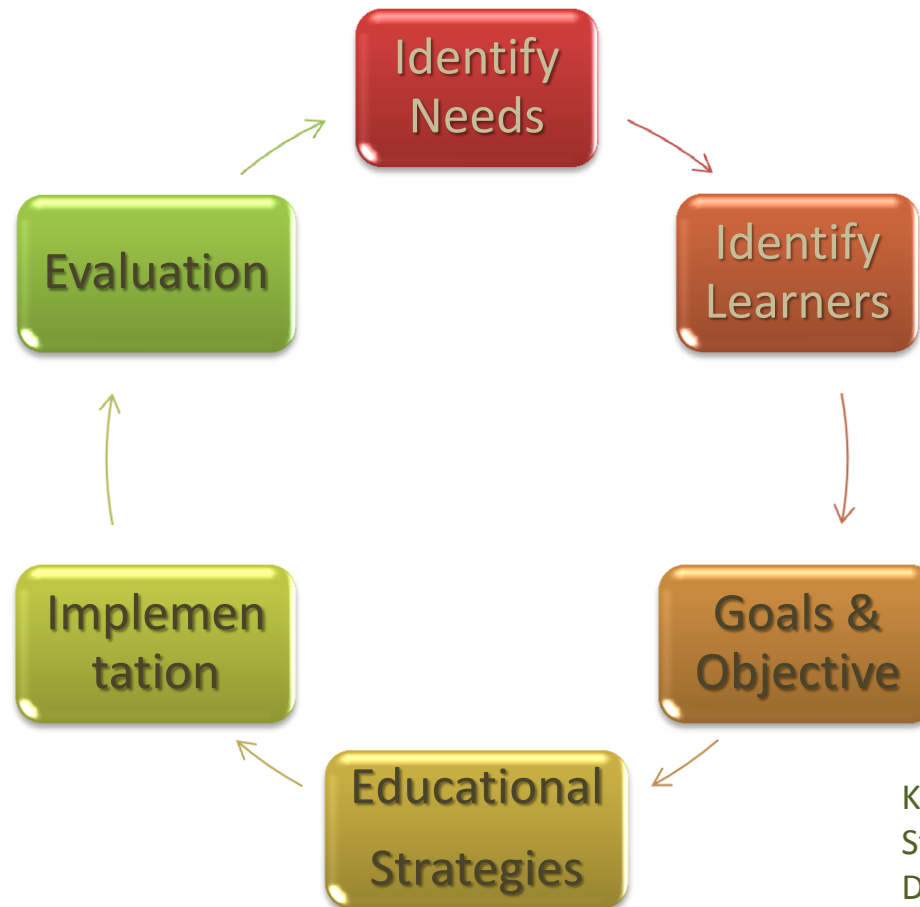
Photo source: Caritas Elderly Services

Programme Design

(1) With community care comprising mainly health and community care services, potential service needs are multifaceted, individualized and in a primarily social oriented context (Gendron, et al 2017, Al-Mazrooa 2011).

(2) Graduates of this vocational education programme are expected to have the competencies to demonstrate practical skills in elderly care services and work independently with high sensitivity to the continuum of care in a broad client-based environment (Mulder et al 2007, Chaya et al 2008, cf. Zickafoose et al 2011).

(3) The quality of care and the managed care contexts in elderly care services require embedding experiential learning in the practical training of students that goes beyond job shadowing to include action research for the design and implementation of individuals' care plans in a wellness perspective (Coogle et al 2005, Loffler et al 2018, Kwan 2007).

Programme Design

The programme is subsequently developed in a structure of mutually reinforcing the PILOs specifying graduates' abilities to design and implement client-oriented caring plans based on the service needs and communicate effectively in an ethically and responsibly in the planning and delivery of elderly care services.

A SIX-STEP APPROACH

Identify Needs

Identify Learners

Evaluation

Goals & Objective

Implementation

Educational Strategies

Kern D et al., (2009).   The Six-Step Approach to Curriculum Development. Baltimore, Md. : Johns Hopkins University Press.

Step 1: Need Identification

- Characterize the social problem

- Identify societal need

- Know what we need to do

Step 2: Identify Learners

Know

- who our target learner is and

- what our target learner needs

Step 3: Goals and Objectives

- Helps prioritize

- Direct the choice of curricular content

- Suggest what learning methods will be most effective

- Enable and direct evaluation

- Provides clear communication to learners, faculty, and stakeholders

Step 4: Educational Strategies

- Identify the educational strategies by which the curricular objectives will be achieved. Involve both content and method.

- Use multiple educational methods

- Choose methods that are feasible

Step 5: Implementation

- Identify Resources
  - Personnel, Time, Facilities, Funding

- Obtain Support
  - Internal vs. External

- Develop Administrative Mechanisms

- Anticipate and Address Barriers

- Develop a Plan for Introducing Curriculum

Step 6: Evaluation

- Describe the plan to evaluate the effectiveness of the curriculum

- Closes the loop

- Provides information about continuous quality improvement

Future

Future

長者院舍輸入外勞非上策

馮志豪

勞工及福利局長羅致光接受《明報》專訪時表示，若在一切手法未能奏效時會適度輸入外護理員。

不能否定的是，在資助院舍輸入照顧員的確可解燃眉之急，可是此舉卻實在非上策，措施也許未能處理根本的問題。

羅致光指出目前長者院舍的護理員人手空缺率達18%，輸入外勞是「遲早的事」。誠然，根據政府統計處在2015年9月公布的推算，現時有六成能活到85歲的長者，預期有六成將能活到85歲或以上，四成會過90歲。即是說，廿年後的高齡長者將會大幅增加。雖然政府的安老服務是以「居家安老為本、院舍照顧為後援」為原則，但無論在家或院舍安老，均有需要接受不同程度的護理。但社聯和業界的調查指出，目前護理員平均年齡是52.3歲，甚至有18%的護理員年齡更達60歲或以上，而有一半護理員年齡為50至59歲。由此可見在未來幾年，我們將會面對護理員退休的高峰期。護理員的退休潮將對服務質素帶來很大挑戰。短期來說，引入優質的護理員實在無可厚非。

應全面檢視目前護理員情況

去年不少私營院舍已經透過「補充勞工計劃」輸入了近1400名外勞。可是當中的質素參差，不少都是年齡稍高而沒有充足的護理訓練，而且工資也比本地員工的薪金再打折扣。由此可見聘請外勞的質素實在令人非常擔心，同時更會進一步拉低本地的已得可憐的工資水平。相對來說，一岸之隔的澳門，長者院舍的外勞多是在

菲律賓直接受護士和護理訓練的青年人，更需要在到埗後接受語言訓練以便與長者進行日常溝通；最重要的是他們的薪資是與本地員工看齊。因此，就算香港真的打算引入外勞，絕對應該以質素為先，否則受苦的只會是長者罷了。

不過，除了考慮輸入外勞外，還應全面檢視目前護理人員的情況。羅致光表示政府正計劃提升個人照顧員等的薪級，將薪級中點（mid point）增加兩點。可是現時人手短缺的其中一個原因，就是因為撥款制度所致，隨着在2000年實施整筆過撥款的津貼制度，打破了過往的薪酬基準，社會工作者總工會在2014年的調查指出，只有3.7%的受訪者表示機構是與政府薪級者看齊，現時的護理員之起居照顧員的薪金只有萬多元，與最低工資相若。「海鮮價」與厭惡性工作令員工紛紛情願轉行，造成人手緊張。

青年人看不見就業前景

政府表示在輸入外勞前會舉行大型招聘會吸引本地人入行，而目前政府已經推動「青年護理服務啟航計劃」，藉此鼓勵更多青年人投身社福界護理工作。羅致光說就算招聘會反應理想，能夠成功聘任本地人加入長者護理業界，可能數個月後都會有人流失。這正和筆者以往在其他大專院校任教長者照顧的高級文憑課程期間，眼見不少畢業生都不太願意投身護理工作的景象相類似。

造成此現象除了薪金和待遇問題外，最重要是他們看不見就業的前景。目前無論是起居照顧員或保健員均沒有常設的晉升階梯，令事業成為「掘頭路」。而且其工作亦不受家人

或社會認同，致令青年人卻步。反觀人口老化的日本，其安老服務很早已經塑造成一個受人尊敬的行業，除了其醫學或專家訓練的工種外，並設有照顧領域的專業，如居家照顧員、「介護福祉士」、照顧經理等。他們多是在高等學校接受兩年的訓練及經過統一考試而入行，前景相對明朗，令年輕人較願意留在行業繼續發展。

筆者日常在工作接觸到不少青年人，他們並非沒有心志從事長者護理工作，只是薪酬待遇實在不夠吸引。因此，政府在啟動輸入外勞時，應該同時思量目前的問題所在，對症下葉。另外，政府表示已計劃在本年開始檢討安老院的法例工作，為避免低待遇、低訓練和低質素的惡性循環繼續，政府應該一併連同《安老服務計劃方案》一同審視，從人力資源比例、資歷、待遇和長遠發展作長遠檢視，以令安老服務的質素更佳，令長者能夠真的安享晚年。

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馮志豪：政府在啟動輸入外勞時，應該同時思量目前的問題所在，對症下葉。圖為勞工及福利局長羅致光。

（資料圖片）

With impending changes in government policies and industry demands for career development opportunities for elderly care professionals (Fung 2017), introduction of the programme should help in capitalizing on changes and moving towards prototype curriculum frameworks for the study (cf. Riegelman and Wilson 2016).

馮志豪（2017年11月2日）。長者輸入外勞非上策。明報。2017年11月2日，取自https://news.mingpao.com/pns/dailynews/web_tc/article/20171102/s00012/1509558592919

Q &A