“We need to think of older adults as a community, which has systematic strengths but also experiences systematic oppression. And we also need to think how other axis of diversity (race/ethnicity, disability, sexual orientation, etc.) intersect with age as an axis of diversity to affect older people in specific and unique ways.” – survey respondent
Executive Summary

Our area is experiencing the beginning of a long-term demographic shift to a more aged society. By 2025, there will be approximately 182,000 people over the age of 60 and nearly 13,000 people over the age of 85 living in Multnomah County. More than one in ten of individuals over 60 will live in poverty and 3 in 10 will experience a disability. On the flip side of this challenge is a unique opportunity. Nationwide, over $7 trillion in economic activity is generated by people 50+ every year and this is expected to nearly double by 2032.

Multnomah County joined the AARP/WHO Network of Age-Friendly Communities in 2014 and thus committed to developing an Action Plan to meet the changing needs of our community and take advantage of this unprecedented opportunity.

As defined by the World Health Organization (WHO), an “age friendly” city:

- has structures and services that are accessible and inclusive of older people with varying needs and capacities,
- emphasizes enablement rather than disablement, and
- is friendly for people of all ages and abilities.

Aging, Disability, and Veterans Services Division contracted with Portland State University’s Institute on Aging to develop county-wide employee survey that built upon community, stakeholder, and key Multnomah County staff feedback. The result was a 15 question survey that aimed to prioritize 6-8 issue areas within the framework of these themes: Aging & Equity, Provision of Services, and Infrastructure, as well as asking employees open-ended questions to identify ways Multnomah County could better serve the needs of older adults. Roughly 35% of all employees responded to the survey. Response rates by department varied, and ranged from a low of 17% of staff at the Sheriff’s Office to 56% of staff at the Library.

Key Findings

Employees prioritized services to underserved and vulnerable populations, social and racial justice, and equal access for people with disabilities within the Aging and Diversity theme. Within the Service Delivery theme, employees emphasized

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Over $7 trillion in economic activity is generated by people 50+ every year and this is expected to nearly double by 2032.
prevention in health and wellness; improving communication with older adults; enabling high-need individuals who do not qualify for programs and services to be served; and improving coordination between behavioral health services and other programs. Overwhelmingly, employees ranked affordable and accessible housing as top priorities for improving **infrastructure**, with transportation ranking third.

In addition to prioritizing services within the focus areas described above, 1,044 staff provided open ended responses addressing the ways in which Multnomah County could better serve the needs of older adults. The categories receiving the largest response were for:

- New or expanded senior-specific programs, funding and/or dedicated staff;
- Increased mobility, i.e. to, between, and just outside the door of Multnomah County facilities;
- Physical access within buildings and improved hours to reduce barriers; and
- Greater outreach and increased awareness of services.

Although the survey did not seek input about **workforce development** and **attitudes about age and aging**, this emerged as a theme in the open-ended question responses. Staff noted hiring and promotion practices, retirement programs and planning, time and scheduling accommodations, and a perception of institutional ageism that affected older employees. Two out of three respondents supported getting older adults more involved in their department’s services as volunteers. This was led by the Library at 81% and followed by Human Services at 76%. Some employees felt that their employer should **pay older workers** and not use them as volunteers. Staff cited some barriers to utilizing older adult volunteers that may be **rooted in misconceptions** about older adults’ abilities. When staff was asked if their department addresses issues or needs pertaining to older adults, the high “not at all” and “indirectly” response rates may indicate a **lack of awareness** of how their services may, in fact, impact older adults.

**Conclusion**

Employees believe that Multnomah County should focus on serving those who are the most in need and vulnerable, promote racial and social justice, as well as support people with disabilities with equal access to services within the county. They understand the impact of a lack of affordable and accessible housing and transportation to the community. They have many ideas for increasing access to programs and would like to see increases in funding and development of new initiatives that support an aging community. A majority of respondents support more involvement by older adults in the workplace, though a significant amount of responses indicate the presence of age bias, stereotypes, or discrimination that Multnomah County should consider across all departments.
Background
In 2006, the World Health Organization (WHO) chose a total of 33 cities around the world to help identify indicators of an age-friendly city. These indicators would go on to produce a guide that others could use to help foster and develop age-friendly cities around the world. Portland, a city within Multnomah County, was the first US city to join the global network, committing to develop an action plan and to work towards being more age-friendly. In 2013, with the support of Portland State’s Institute on Aging (IOA) and a host of other organizations, including Multnomah County Aging, Disability, and Veterans Service Division, the City of Portland developed their Age-Friendly Action Plan. In October 2014, Multnomah County adopted the action areas from Portland’s plan and applied to join the AARP/WHO Network of Age-Friendly Communities. These are the adopted action areas to foster age-friendliness in Multnomah County.

- Housing
- Transportation
- Outdoor Spaces and Buildings
- Respect and Social Inclusion
- Civic Participation and Volunteering
- Employment and the Economy
- Social Participation
- Communication and Information
- Community Services
- Health Services

With support from Portland State University Institute on Aging, Multnomah County Aging, Disability, and Veterans Services Division began to assess and inventory Multnomah County’s age-friendly practices, programs, and services, as well as to uncover gaps and barriers to becoming an age-friendly governing body.

Several steps were taken to develop a survey instrument to compile this inventory. The first of which was a review of the existing literature, which included the Action Plan for an Age-Friendly Portland along with the 2007 WHO publication *Global Age-friendly Cities: A Guide*. The WHO publication helped to guide the language used in the survey, as well as framed the focus of our research around the following definition of an age-friendly city: “in an age-friendly city, policies, services, settings and structures support and enable people to age actively by: Recognizing the wide range of capacities and resources among older people; Anticipating and responding flexibly to ageing-related needs and preferences; Respecting their decisions and lifestyle choices; Protecting those who are most vulnerable; Promoting their inclusion in and contribution to all areas of community life.” (WHO, 2007)

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Once the research focus was properly defined, consultation with select Multnomah County staff commenced. Through two work sessions, with 20 employees representing each department of Multnomah County, information was solicited that helped to inform the proposed action plan, as well as the survey questions asked. The work sessions helped narrow the survey themes to Aging and Diversity, Infrastructure, and Service Delivery. Themes of intergenerational workplace management and equity with respect to aging arose as a top priority from the work sessions, but were not included in this survey to avoid duplicating a biannual employee survey conducted by Department of Human Resources. The result was a 15 question survey, with four open-ended responses and 11 closed-ended. Of the closed-ended questions, five were multi-part questions which solicited between five and eight responses each. The survey was conducted online, voluntarily and anonymously. In total 1,640 respondents answered this survey, which equates to roughly 35% of all budgeted employees in Multnomah County.

Data Analysis
Beginning in November 2015, Multnomah County Aging, Disability, and Veterans Services Division began to compile and synthesize the data collected from the age-friendly survey. Data was divided between quantitative and qualitative questions, and analyzed separately using various techniques. Two teams were established to handle each of these data and write this report.

The responses from the four open-ended questions were grouped with like sentiments in themes. The closed-ended questions were analyzed quantitatively. Employee responses and measurements were grouped by department and by the county as a whole using descriptive and cross-tabulation methods to visualize differences in means between groupings.

Additional means testing techniques such as independent samples t-tests, one-way analysis of variance, and non-parametric tests were explored to compare responses between groups. Using normality and distribution testing to determine authenticity of the test results, it was determined that the data collected for both tenure and age were non-normally distributed. Due to the non-normal distribution, the Mann-Whitney non-parametric test was preferred. Because the Mann-Whitney is similar to a t-test in model design, age and tenure were dichotomously grouped (50 years and over, under 50 years, etc.) Basic testing was conducted to establish the validity of the Mann-Whitney test by comparing histograms to verify equal shape.

While the number of engagements, defined as having answered at least one question, was 1,640, significant drop-out was encountered as the survey progressed. By the fifth overall and first multi-part question, only 62% of people who engaged responded. This number fell to only 47% who made it past question 11, a prioritization of initiatives, which arguably is the heart of what the survey was designed to inform.
Response rates by department varied, and ranged from a low of 17% of staff at the Sheriff’s Office to 56% of staff at the Library. By headcount, the largest response group came from the Health Department with 383 respondents, while the lowest came from the District Attorney’s office at 62, with a 38% and 31% response rate, respectively (see Figure 1 below).

*Figure 1: Multnomah County response summary, percent of total and counts by department.*

Respondents were on average 4 years older than the typical county employee, at 50 years, with the middle respondent aged 51. Nearly half of those who responded fall in the 50-65 years age range, and almost 60% were over the age of 50. The average tenure of an employee who responded to the survey was 11 years, with the median being 10.1 years.

**My department addresses issues pertaining to aging and/or older adults**

Employees of the Department of County Human Services were more likely to respond that their department, either directly or indirectly, dealt with issues pertaining to older adults, while the library was the least likely. The Library, Non-Departmental/Other, and Management departments had over 50% of their respondents’ answer that their department had no involvement with aging and/or older adults (see Figure 2 below). Given that many departments have services that are catered specifically to aging adults, it is unclear whether the results from this question reflect a lack of awareness of these services or rather reflect a low perceived impact.

*Figure 2: Staff self-reporting about their respective departments’ involvement in addressing the needs of older adults.*
Figure 2 shows us that departments that deal directly with law enforcement, prosecution, and criminal justice tended to score both themselves and Multnomah County lower than those with a different primary focus. These criminal justice-oriented departments included Community Justice, District Attorney’s Office, and the Sheriff’s Office. Routinely the Sheriff’s Office rated their department more poorly than the average response regarding enhancing social connections, healthy environments that support activity, supporting populations with the highest needs, equitable and just policy implementation, and respect and inclusion for all people. This represents a relatively low score across all of the parts in questions five and six. This holds for both the department and the county scores coming from individuals in the Sheriff’s Office, although they tended to have a more favorable opinion of the County than of their own department.

Getting older adults more involved with volunteering
Two out of three respondents supported getting older adults more involved in their department’s services. This was led by the Library at 81%, and followed by the County Human Services at 76%. The Management Department, and County Assets showed the lowest levels of support for involvement (see Figure 3 below).

Figure 3: Staff reporting on the benefits of greater involvement of older adults in their programs.
Generally, employees in Multnomah County promoted services to underserved and vulnerable populations over other theme areas. Additionally, social and racial justice
and equal access for people with disabilities was ranked high for being important to the clientele they serve (see Figure 4 above).

Comparing individuals by age group, with 50 or over being one population and under 50 another, we see significant distinction in answers. The first of these differences is around the service to underserved populations, in which those over 50 ranked a whole priority level higher (2nd vs. 3rd) than the younger group (p<.01). We also see differences in rankings to equal access to people with disabilities (p<.01) and services to unincorporated areas (p<.05), where people over the age of 50 tended to rate the areas lower.

**Service Delivery:**

*Figure 5: Staff ranking of importance of targeted service issues.*

Figure 5 demonstrates that Employee responses in regards to service delivery were a mixed, with four themes showing relatively equal support. These were:

- Emphasizing prevention in health and wellness initiatives
- Improving communication with older adults
- Enabling citizens who do not qualify for government programs but have high needs access to programs and services
- Improving coordination between mental/behavioral health services and other programs

Comparing service delivery areas across the 50 plus and under 50 age groups yielded significant differences in ranking in prevention and health wellness initiatives with the younger group rating it a higher priority (p<.05).
Overwhelmingly employees at Multnomah County rated housing of primary importance to their clientele. Affordable housing and accessible housing both stand out among other infrastructure related issues, with 3 out of 4 respondents marking either affordable or accessible housing as their top priority (see Figure 6 above). Of the bunch, affordable housing stood out as the favorite, with nearly 4 in 5 respondents (78%) marking it as their top priority.

As an additional component of analysis, we used a scoring methodology that identifies “high rank”, “mid rank”, and “low rank” with a slant towards neutrals. The reasoning behind this is to establish and separate those topics which have strong support (scored in their top 2); apart from those that are likely supported but of lower importance (scored a 3 or 4) and those whose interpretation is more ambiguous (scored a 5, 6, or 7). Figure 7 below illustrates the high level of support for both affordable and accessible housing in Multnomah County.
Comparing between the 50 plus and under 50 respondent age groups we found those aged 50 or older tended to rank Affordable housing higher (p<.05).

**Recommendations for serving older adults living in Multnomah County**

The four questions which sought open-ended responses give us a greater view into the perceptions of staff and allowed for suggestions and concerns with only minimal framing. These additional insights can help us make recommendations for improving the age-friendliness of Multnomah County.

**What are one or two ways in which your department could better serve the needs of older adults?**

We received 1,044 comments about one or two ways in which an employee’s department could better serve the needs of older adults. Responses were coded into categories following qualitative analysis methodology. Categories were emergent and not based on an empirical framework. Comments where the respondent stated they do not know the answer (n=132), or the question does not apply (n=126) were omitted from review. Nearly 14.8% called for new or expanded senior-specific programs, funding and/or dedicated staff. Nearly 10% (9.9%) of the remaining 786 responses had to do with increased mobility, physical access and improved hours. Another 9.6% reported needing greater outreach and increased awareness of services. A small percent of responses (6.3%) were categorized not needing improvements, or could not improve. An example of responses included “I think they are already well served” and “Our services for older adults seem adequate.” See Figure 8: Qualitative Responses by theme: recommendations for Multnomah County leadership.
Figure 8: Qualitative responses by theme: recommendations for Multnomah County leadership.

Recommendations for Multnomah County from staff

Recommendations were centered on hiring/promoting older workers (n=22) and valuing older employees overall (n=19). Respondents also recommended greater physical accommodations (n=12), greater retirement programs and planning (n=6) and time and scheduling accommodations (n=6). There were some comments related to perception of older workers being forced out of the workforce, or negative attitudes to those employed.

In your opinion do you believe that it would be beneficial for older adults to become more involved as volunteers to the services and programs provided by your department?

Overall, 67% said it would be beneficial for older adults to continue or become more involved as volunteers into county programs. Of these responses, one-fifth noted that they already had older volunteers in place. Those who said directly that older adults would not be beneficial represented 16% of responses with another 14% responding that the question was not applicable. Some representative responses to why older adult volunteer opportunities were not applicable were “Our department requires acquired skills,” “The program I work in has very exact requirements and assessments that could not be completed by volunteers,” and “We do not directly serve older adults and there are few volunteers involved with our department.” See Figure 9: Staff open-ended response around benefits of having older adults as volunteers.
Please describe any barriers older adults face with respect to enrolling in and/or receiving services within your department or work unit.

When asked to describe barriers older adults face enrolling in and/or receiving services in their department, 28% of responses said no barriers currently existed (n=564). Some (15.8%) said that it does not apply to their specific program. The top barrier listed with 14.9% responses was the perception that older adults would not have the IT skills necessary to perform the work.
Recommendations for barriers outside of Multnomah County employees

Figure 10: Staff response around barriers that prevent older adults from being involved with the county.

There were recommendations specific to Multnomah County employees. Most of these comments do not seem to be about receiving services, but barriers experienced on the job. There were three primary categories which included lack of IT access and services (n=14), the physical demands and safety of their job (n=16), and perception of institutional ageism (n=13). A few representative comments were “The [D]epartment is youth-focused and [provides] nothing toward the older adult population," and “[t]here is disrespect by younger coworkers and management personnel” and “The County… and my [D]epartment” do not appreciate our experience or knowledge.”

Please share any additional suggestions you have about Multnomah County's efforts to move toward increased age friendliness.

A total of 158 comments were received about additional suggestions to increase Multnomah County’s age friendliness. The suggestions were grouped into physical environment, service environment and social environment – consistent with the
framework provided by WHO. Physical environment suggestions were primarily the need for increased housing and increased accessibility in the built environment, better accommodations and more comfortable spaces. Service environment suggestions were increased programs and funding, increased outreach, greater community partnerships and feedback as well as specific needs for transportation, care coordination, mental health training and staff training overall. Social environment recommendations were increased cultural agility, respect and inclusion.

For Multnomah County employees specifically, there were some (4.1%) comments that reiterated a need to hire, keep and value older workers. Some comments are about age discrimination such as “[department] is not age friendly at all, in fact they discriminate against older employees and force them out of their jobs” and seeing “the discussion needs to include how the county as an employer treats older county employees.”

**Survey Summary:**
Through a coordinated effort between Multnomah County and our partners, a multi-departmental survey was conducted to establish and get guidance from staff regarding the age-friendliness of the county. In all, more than a third of all county employees responded, and some useful information has been drawn from their feedback.

It is clear that while the majority of people believe their department deals with issues that pertain to the older population, there is room to improve staff awareness as well as explore the implementation of more age-friendly programs.

Employees generally believe that we should focus on serving those who are the most in need and vulnerable, promote racial and social justice, as well as support those who are disabled with equal access to services within the county.

Staff are mixed, but more favorably promote emphasis on preventative services, improving communication with older adults, delivering services for people who are in need but don’t qualify for existing programs, and improving coordination between mental/behavioral health services and other programs.

Respondents overwhelmingly agreed that housing is the single most important issue as it relates to those they serve. Staff was emphatic that both accessibility and affordability should be addressed.

Employees shared their opinions about increasing mobility, physical access, and adjusting hours of operation to support greater access. They also supported strong outreach programs that build awareness to services already provided, as well as developing new programs and increasing funding to existing programs that focus on helping seniors.

Two-thirds of staff encouraged and responded favorably to having increased participation by older adults in their programs as volunteers. Of the one-third who did
not answer positively, the majority of the responses were either “N/A” or gave reasons as to why volunteers were not preferred (i.e. prefer paid staff).

Employees listed IT access and lack of IT skills as the number one barrier to the older adult population accessing county services, followed by knowledge of existing programs.

Finally, responses tended to support additional efforts to improving age-friendliness in Multnomah County, suggesting this is an important issue to county employees – both in regards to their workplace environment and the clients they serve.

Appendix: Multnomah County Age-Friendly Survey

Age-Friendly Multnomah County - Survey of Employees
Thank you for participating in this survey. It is designed to better understand gaps and opportunities here at Multnomah County as we strive to develop an action plan for an age-friendly Multnomah County. Although your opinion as a resident is valuable, for the purposes of this survey, we would like you to consider these questions from your perspective as an employee of Multnomah County.

According to the World Health Organization (WHO) *Global Age-friendly Cities: a Guide* in an age-friendly city, policies, services, settings and structures support and enable people to age actively by:

- Recognizing the wide range of capacities and resources among older people
- Anticipating and responding flexibly to ageing-related needs and preferences
- Respecting their decisions and lifestyle choices
- Protecting those who are most vulnerable
- Promoting their inclusion in and contribution to all areas of community life

This survey should take about 20 minutes to complete and is mobile phone compatible. Also, please know that your answers are anonymous and will only be shared in aggregate form so that respondents cannot be identified. Thank you, we appreciate your input!

**Section 1: Job description**

1. **How long have you worked for Multnomah County?**

   Years _____ and/or Months _____

2. **What is your current department?**
   a. Health
   b. Human Services
   c. Community Services
   d. District Attorney
   e. Sheriff
   f. Community Justice
   g. Library
   h. Management
   i. Assets
   j. Other _______

3. **Please select a category that most accurately describes your role at Multnomah County**
4. Please select the answer that best describes how your department currently addresses issues pertaining to aging and/or older adults.
   a. My department has no focus on aging and/or older adults and does not directly or routinely address their needs
   b. My department indirectly deals with issues pertaining to aging and/or older adults (e.g., some community members served may be older), but that is not our focus
   c. My department directly addresses issues pertaining to aging and/or older adults

Section 2: Current Program and Service Provision

5. In your opinion, on a scale of 1-5, how much do you agree with the following statement: Multnomah County (i.e., all departments) provides programs and services that: (1 = Strongly disagree, 2 = Disagree, 3 = Neither agree nor disagree, 4 = Agree, 5 = Strongly agree)

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<thead>
<tr>
<th>Statement</th>
<th>Agreement</th>
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<td>a. Enhance social connections in communities</td>
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<td>b. Create healthy environments that encourage activity</td>
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<td>c. Provide support for populations with the highest needs</td>
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<td>d. Ensure equitable and just policies and policy implementation</td>
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<td>e. Assure respect and inclusion of all people</td>
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6. In your opinion, on a scale of 1-5, how much do you agree with the following statement: your department provides programs and services that: (1 = Strongly disagree, 2 = Disagree, 3 = Neither agree nor disagree, 4 = Agree, 5 = Strongly agree)

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<td>e. Assure respect and inclusion of all people</td>
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7. What are one or two ways in which your department could better serve the needs of older adults?


8. In your opinion, do you believe that it would be beneficial for older adults to become more involved as volunteers to the services and programs provided by your department?
   a. Yes
   b. No

9. Please explain your answer to Question 8.


10. Please describe any barriers older adults face with respect to enrolling in and/or receiving services within your department or work unit.


Section 3: Prioritization of Age-Friendly Services

The questions in this section are designed to help prioritize actions that will aid in creating an age-friendly Multnomah County. Work sessions convened with Multnomah County staff yielded many of the topics identified here. For each question, please consider how you think the county should prioritize these topics with respect to the clientele whom you and/or your department serve.

For questions 11-13, please find the statement that you would like to re-order and use the left click on your mouse (or your finger on your phone) to select that statement and move it up or down. Please rank all of the items in each question.

11. Aging and Diversity: The following seven topics have been identified as relevant to social equity and creating a more age-friendly Multnomah County. Please rank the issues from the most important (1) to the least important (7) as they pertain to the clientele whom you and/or your department serve:
   a. Services for underserved/vulnerable populations (e.g., English as a second language, LGBTQ community)
   b. Services in response to climate change (e.g., cooling shelters)
   c. Social and racial justice
   d. Equal access for people with disabilities
   e. Services in the rural and unincorporated areas of Multnomah County
   f. Public facilities accessible and welcoming to all members of the community (e.g., public library system, court house)
   g. Access to transit in east Multnomah County and other areas with fewer transit options

12. Service Delivery: The following seven topics have been identified as service delivery gaps that pertain to creating a more age-friendly Multnomah County. Please rank the issues from the most important (1) to the least important (7) as they pertain to the clientele whom you and/or your department serve:
   a. Emphasize prevention in health and wellness initiatives
   b. Improve communication with older adults (e.g., offer alternatives to web-based communication only, improve public participation)
   c. Enable citizens who do not qualify for governmental programs and services, but have high needs (e.g., income levels above minimum), to access needed programs and services
   d. Increase library services to support vulnerable populations and clientele who need access to services
   e. Clarity eligibility criteria and ways in which people can access services
   f. Improve services in rural and unincorporated areas of Multnomah County (e.g., transportation options, sidewalks)
   g. Improve coordination between mental/behavioral health services and other programs (e.g., addictions, aging services, housing, oral health)
13. **Infrastructure**: The following eight topics have been identified as infrastructure gaps that pertain to creating a more age-friendly Multnomah County. Please rank the issues from the most important (1) to the least important (8) as they pertain to the clientele whom you and/or your department serve:
   a. Accessible housing
   b. Affordable housing
   c. Multi-generational housing
   d. Public transit (e.g., frequent service lines, long distances to stops)
   e. Pedestrian safety (e.g., lack of availability of crosswalks, signals with inadequate crossing time)
   f. Maintenance of roads and infrastructure
   g. Accessibility for people with sight and hearing impairments (e.g., small fonts, lack of tactile warnings, lack of flashing beacons, inaccessible pedestrian signals)
   h. Road signage and road striping

14. Please share any additional suggestions you have about Multnomah County’s efforts to move toward increased age friendliness.

Section 4: Demographics

15. In what year were you born?

Thank you for taking time to complete the survey! If you have any questions, please contact Rebecca Miller, Planning & Development Specialist, Multnomah County Aging, Disability & Veterans Services Division, 503.988.3769 or rebecca.miller@multco.us.