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COUNCILS ON AGING IN MASSACHUSETTS

FISCAL YEAR 2022 STATISTICAL REPORT

EXECUTIVE OFFICE OF ELDER AFFAIRS
One Ashburton Place, Boston, MA 02018
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INTRODUCTION

Councils on Aging (COAs) are Massachusetts municipal agencies that support older adults, as well as their families and caregivers. COAs offer services such as transportation, meals, and health screenings.¹ Many COAs also operate one or more senior centers. There are 350 COAs in Massachusetts, one in each municipality.² Each COA chooses its own priorities based on local needs and resources.

Massachusetts law authorizes cities and towns to establish COAs to carry out programs designed to meet the needs of older adults (Mass. Gen. Laws ch. 40 § 8B). By law, COAs coordinate with the Executive Office of Elders Affairs (EOEA) and submit an annual report to EOEA. The annual report information provided by COAs for Fiscal Year 2022 (FY22), July 1, 2021 – June 30, 2022, is summarized in this report.³ This is EOEA's first published fiscal year COA report, and EOEA anticipates releasing subsequent reports annually.

This report describes Massachusetts COA FY22 personnel, senior center operating hours, and funding, as well as the activities and services COAs provided for older adults.⁴ EOEA created this report to (1) inform policymakers and funders about how COAs serve older adults in the Commonwealth, and (2) help COAs learn from other COAs and benchmark their resources and services.

To describe how COAs serve older adults, this report presents the total activities and services provided by responding Massachusetts COAs. These statistics *underestimate the actual COA activities and services* for two reasons. First, only 78% (270/350) of COAs provided data to EOEA; services provided by the non-responding COAs are missing from the reported totals. Second, some submitting COAs did not provide valid data for some services or activities; for these resources and services, EOEA coded the data as missing (see Appendix B).

To facilitate COA learning and benchmarking, this report describes how COA resources and services vary within and across municipalities of different sizes: 500-999 older adults in the municipality (n=19 COA with valid data), 1,000-2,499 older adults in the municipality (n=65),

¹ For more information about COAs, including a COA finder, visit the Massachusetts Councils on Aging (MCOA) [website](#). MCOA, a non-profit association of municipal COAs, provides support, training, and advocacy for COAs.

² One municipality, Monroe, does not have a COA.

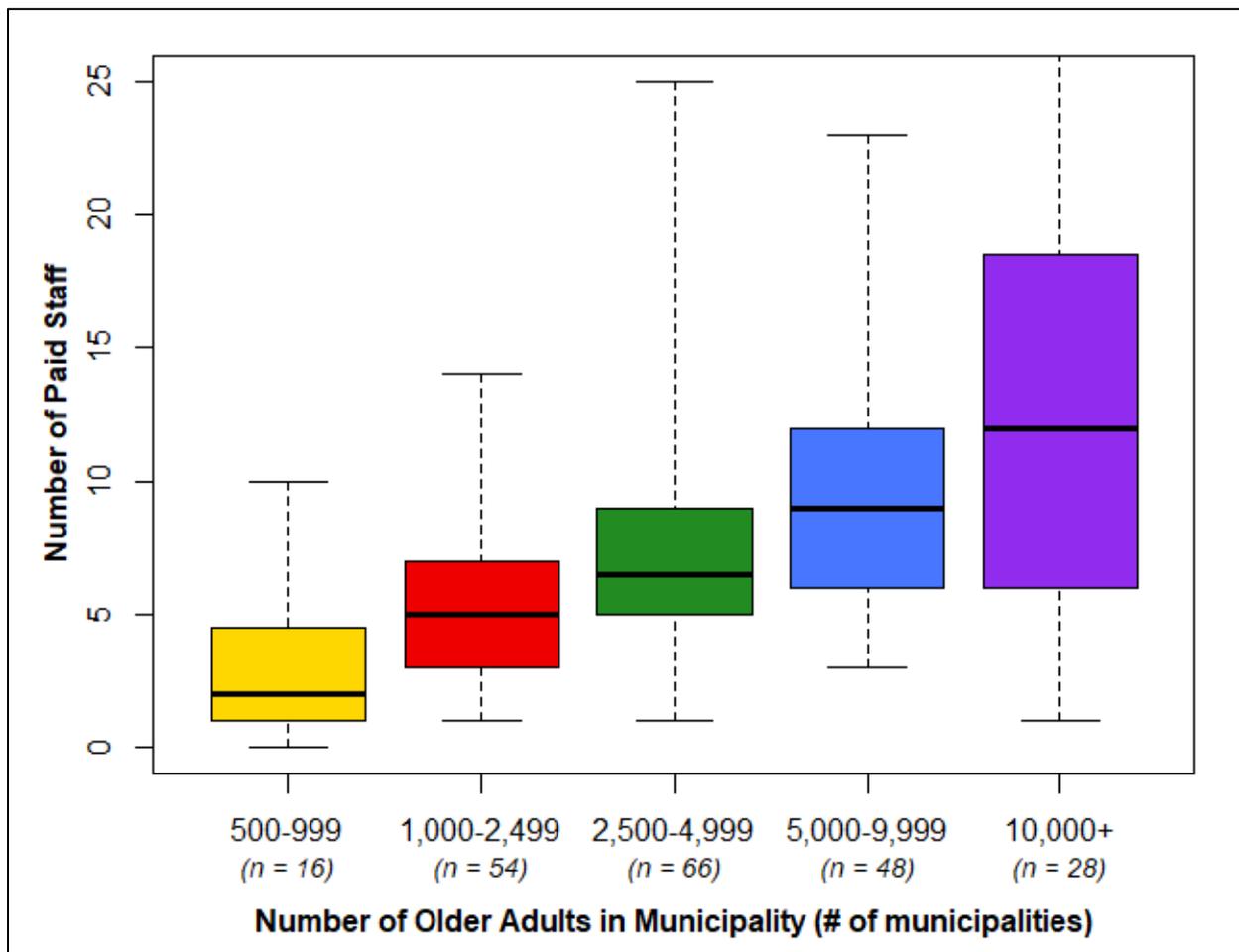
³ The data summarized in this report comes from online surveys completed by 147 COAs. An additional 91 COAs authorized EOEA to access the administrative data maintained in their My Senior Center database. For more information about data collection, cleaning, and validation, see the appendix to this report

⁴ Volunteers often provide many essential COA supports such as health insurance benefits counseling.

2,500-4,999 older adults in the municipality (n=68), 5,000-9,999 older adults in the municipality (n=53), and 10,000 or more older adults in the municipality (n=33).⁵

To present the variation within and between types of municipalities, EOEa has visualized statistics using boxplots, which present the median (50th percentile) COA value, the spread (25th and 75th percentiles), and the minimum and maximum values (see example below). Within each category, approximately 25% of COAs have a lower value than the 25th percentile, half of COAs have a lower value than the 50th percentile (*median*), and 75% of COAs have a lower value than the 75th percentile.

BOXPLOT EXAMPLE



Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 42 paid staff. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

⁵ The municipal population data was estimated by the U.S. Census for 2020. For information on the population of older adults in each municipality, see Appendix C. The text "(n=)" identifies the number of responding COAs in municipalities with that older adult population.

In this example boxplot, the bottom of the green box indicates that 25% of COAs in municipalities with 2,500-4,999 older adults have 5 or fewer paid staff (25th percentile) and the top of the green box indicates that 75% of COAs have 9 or fewer paid staff (75th percentile). The line in the middle of the green box indicates that half of COAs in municipalities with 2,500-4,999 older adults have 6.5 or fewer staff (*median* or 50th percentile). The ends of the dashed lines (*whiskers*) emerging off the top and bottom of the green box indicate the number of paid staff for the COA with the fewest staff (1 paid staff for COAs in a municipality with 2,500-4,999 older adults) and the number of paid staff for the COA with the most staff (25 paid staff for COAs in a municipality with 2,500-4,999 older adults).

For some boxplots, the ends of the dashed lines are not visible on the boxplot because displaying the extreme values (*outliers*) can obscure important details. For example, roughly 99% of COAs report less than 26 paid staff but one COA reported 42 paid staff; including this COA in the boxplot would mean obscuring all other differences between COAs.⁶ In the example boxplot, the ends of the dashed line are not displayed for the two largest municipality types. Following a common rule, EOEI does not display a maximum value when the value is larger than the 75th percentile of all COAs plus three times the 25th-75th percentile range. Instead, the maximum values are listed in the figure notes.⁷

EOEA has excluded AgeStrong from all boxplots except for senior center hours. As an Area Agency on Aging, Boston's COA (AgeStrong) receives federal funds to provide services that help older adults remain in their homes. These additional resources and responsibilities make AgeStrong categorically different from other COAs in large municipalities.

ADDITIONAL INFORMATION

Appendix A presents information for 32 COAs in small towns with fewer than 500 older adults (to reduce the reporting burden, these COAs were asked to submit much less information). Appendix B describes data collection, data cleaning, and data validation. Appendix C reports the population of older adults in each municipality.

⁶ Specifically, having a Y-axis scale maximum of 50 makes differences of 5 paid staff more difficult to visually distinguish.

⁷ EOEI considered completely excluding outliers from the boxplots, but that exclusion often affects the median and other percentiles such that the boxplots do not accurately display the distribution of the data.

COA PERSONNEL

COAs utilize different types of personnel: paid staff, volunteers, older adults who work to reduce their property taxes (*Senior Property Tax Workoff or SPTW individuals*), and interns.

PERSONNEL

The responding COAs reported employing 1,849 part- and full-time paid staff, 17,447 volunteers, 1,446 SPTW individuals, and 49 interns (Table 1). The actual personnel employed by all COAs will be larger because roughly 22% of COAs did not complete the survey, COAs in municipalities with fewer than 500 older adults are not included, and other COAs did not provide valid personnel data.

Table 1. Total number of personnel in responding COAs, by size of municipality

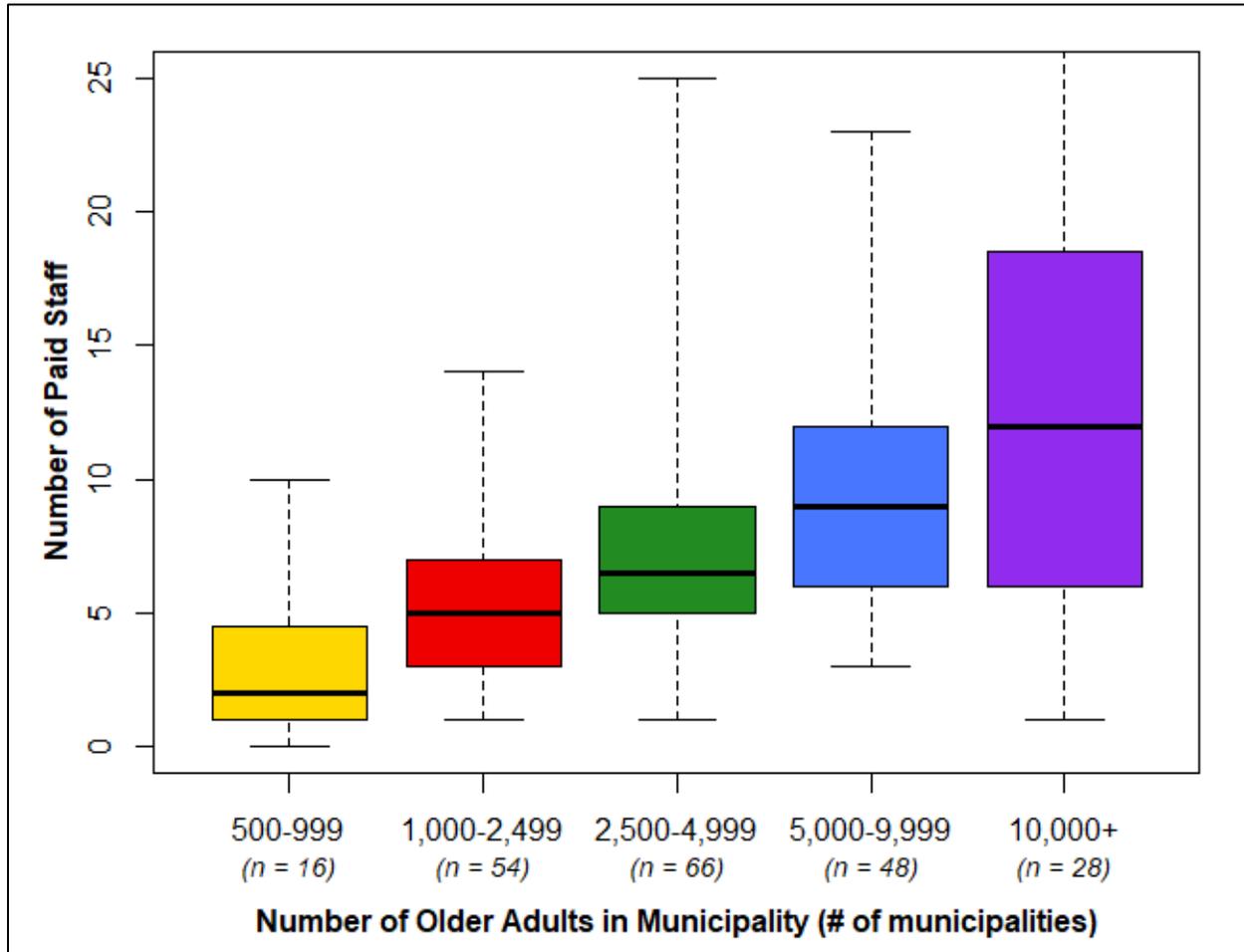
Personnel Category	Size of Municipality (number of older adults)					Total
	500-999	1,000-2,499	2,500-4,999	5,000-9,999	10,000+	
Part- and Full-time Paid Staff (n= 214)	47	288	465	461	383	1,644
Volunteers (n=234)	207	2,120	2,945	2,943	2,743	10,958
SPTW Individuals (n=139)	25	314	331	591	185	1,446
Interns (n=127)	-	8	11	12	18	49

Notes. These statistics underestimate the actual personnel (see text above). The number of COAs that provided valid data for each type of personnel is indicated by “n=” in the row heading. To provide valid data, a COA needed to report a number greater than or equal to 0 personnel (that is, the COA could not leave the field blank). For 24 COAs, EOEAs converted 0 reported paid staff to blank because these COAs also reported receiving \$0 from EOEAs; as all COAs received some funds from EOEAs, this appears to be an issue with completing the database report (23 of 24 COAs submitted via database provider).

PAID STAFF

The median number of paid COA staff consistently increased with municipality size, from roughly 2 paid staff in municipalities with less than 500 older adults to approximately 12 in municipalities with more than 10,000 older adults (Figure 1).⁸

Figure 1. Number of paid staff, by size of municipality



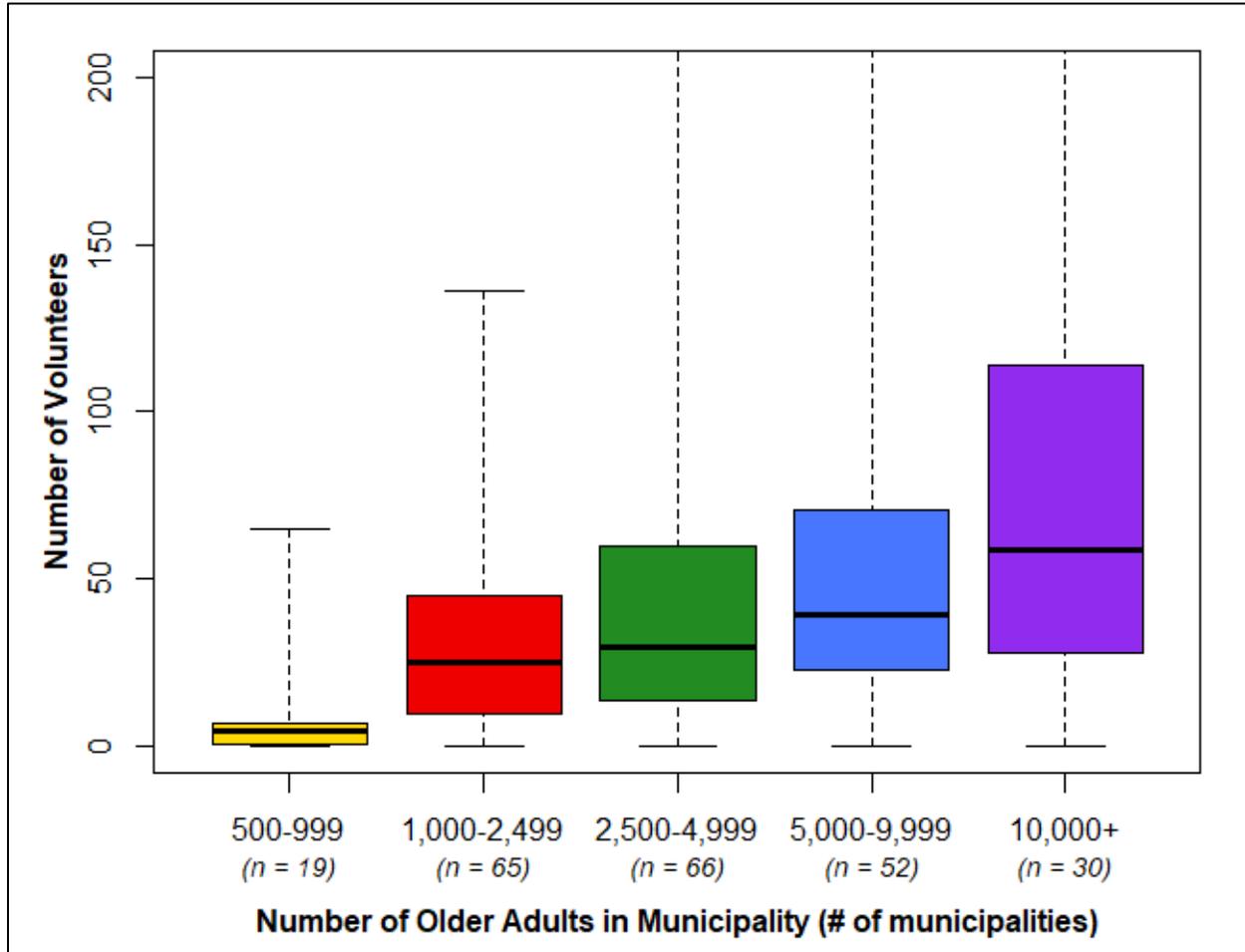
Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 42 paid staff. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

⁸ EOEa also requested that COAs report the “Average Weekly Hours of Paid Staff Service.” EOEa intended to request the total number of hours per week across all paid staff, and most COAs provided that information. However, a significant minority appeared to interpret the term as a request for the average hours per week per staff person. For example, one COA listed more than 10 paid staff members but the reported weekly hours of paid staff service was only 35. Because of the different interpretations of the data requested, EOEa is not reporting paid staff hours for FY22. The equivalent hours question for volunteers, SPTW individuals and interns requested “Total Annual Hours” and all COAs appeared to provide total hours.

VOLUNTEERS

The median number of volunteers also steadily increased with municipality size, from roughly 5 COA volunteers in the municipalities with the fewest older adults to more than 50 COA volunteers in municipalities with more 10,000 older adults (Figure 2).

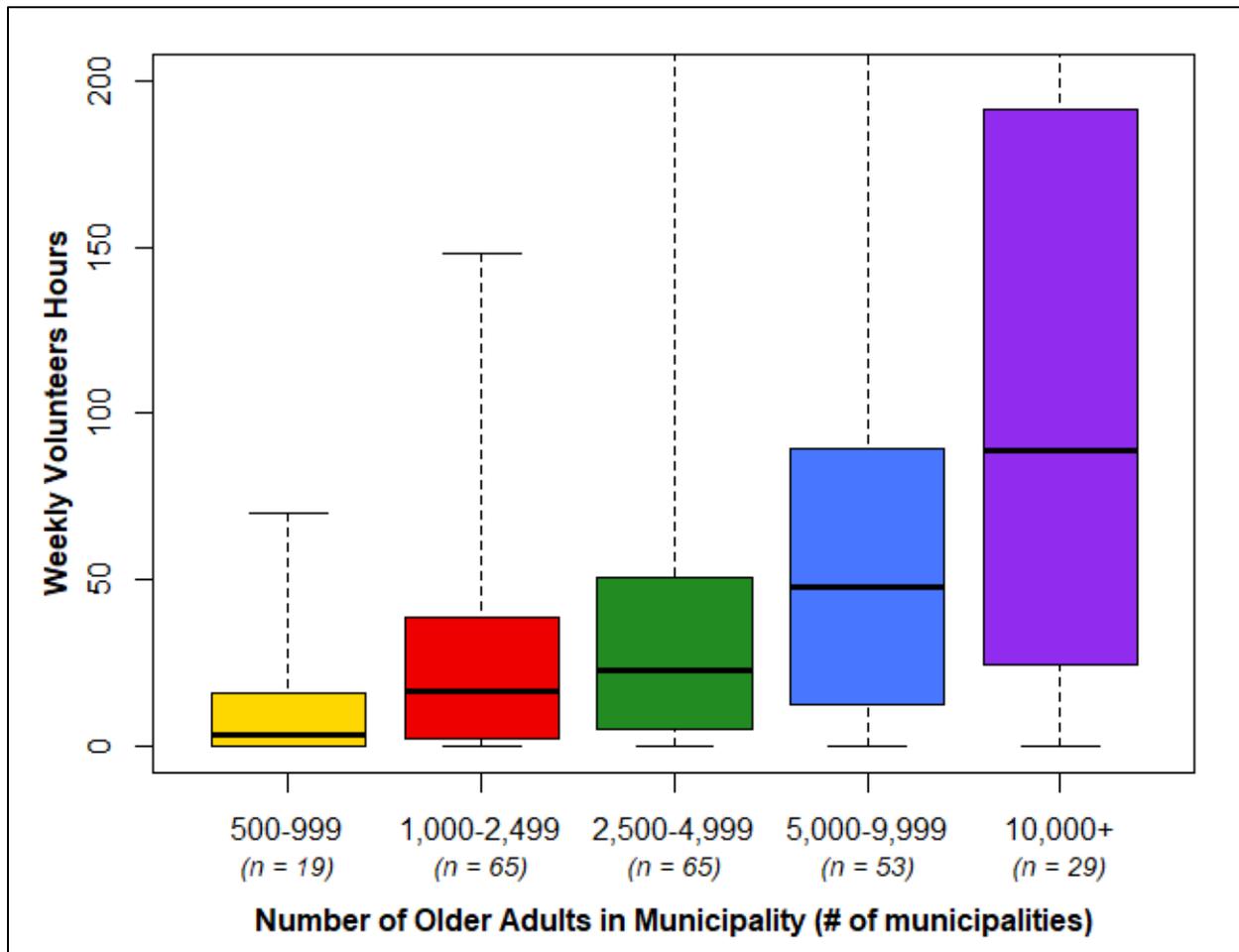
Figure 2. Number of volunteers, by size of municipality



Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 360 volunteers, the maximum value for COAs in municipalities with between 5,000 and 9999 older adults was 281 volunteers, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 235 volunteers. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

The median total weekly hours worked by all COA volunteers also consistently increased with municipality size, from 3.5 weekly hours in the smallest municipalities to 77 in the largest (Figure 3). In the largest municipalities (10,000+ older adults), there was substantial variation in the number of weekly volunteer hours, with the 25th percentile at 23 hours and the 75th percentile at 188 hours.

Figure 3. Total weekly volunteer hours, by size of municipality

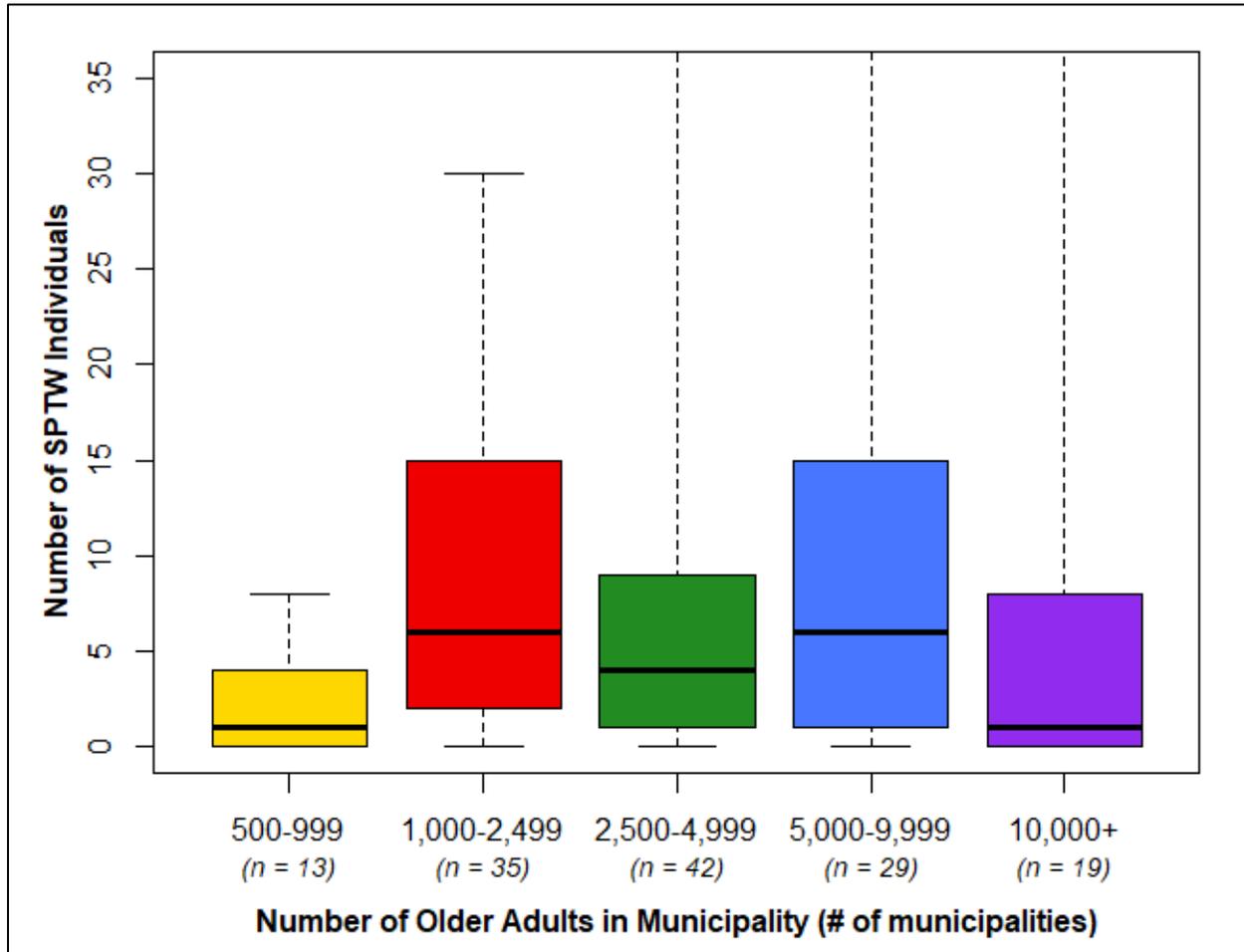


Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 769 hours, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 1,973 hours, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 313 hours. COAs reported total annual hours; EOEa divided this number by 52 to calculate weekly hours. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

SENIOR PROPERTY TAX WORKOFF INDIVIDUALS

The median number of SPTW individuals did not vary consistently with municipality size—the median was 1 for COAs in the smallest and largest municipalities and, for other COAs, the median individuals assisting was between 4-6 (Figure 4).

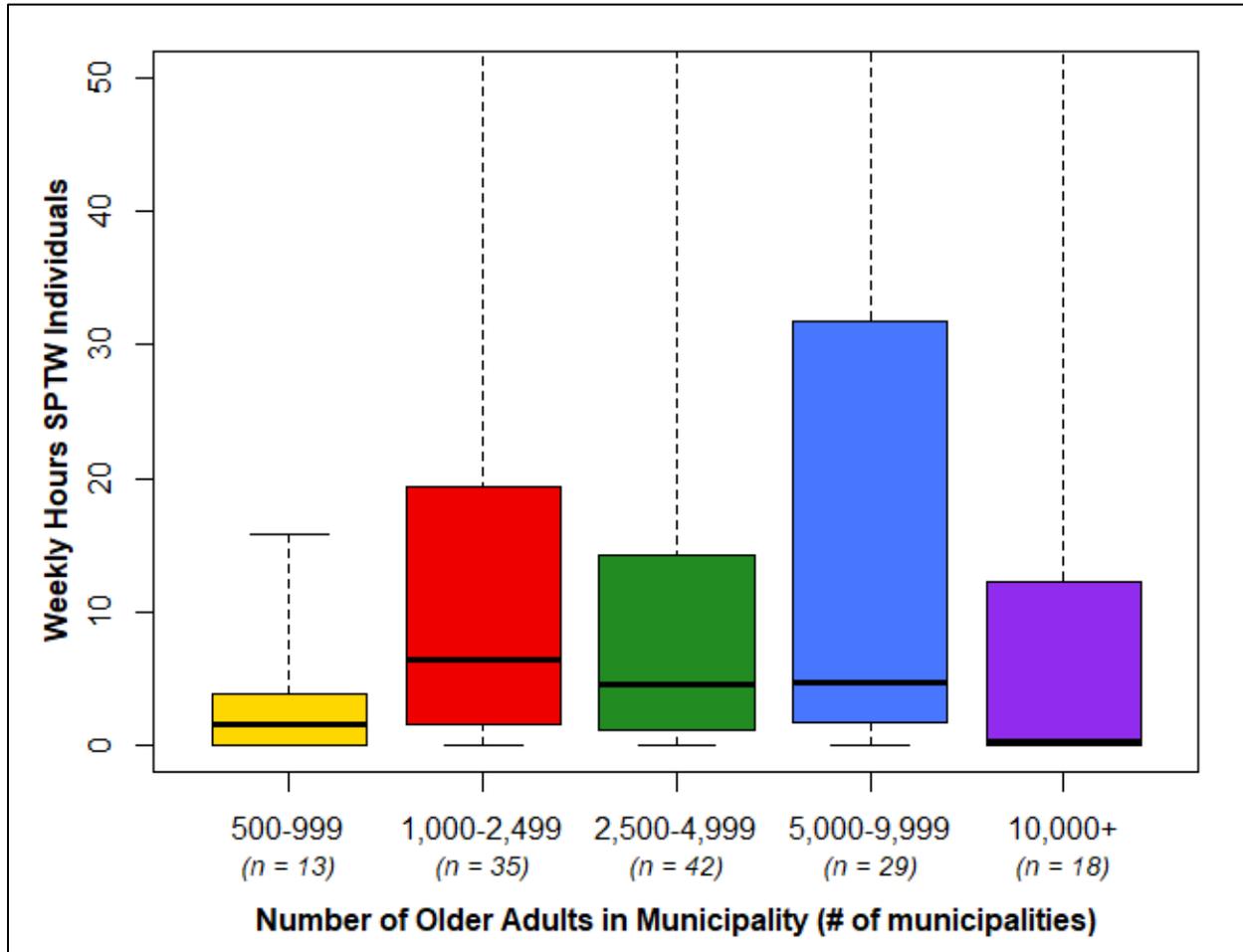
Figure 4. Number of SPTW individuals, by size of municipality



Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 64 SPTW individuals, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 237 SPTW individuals, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 65 SPTW individuals. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on SPTW individuals, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

The total weekly hours worked across all SPTW individuals was usually below 10 hours a week, regardless of municipality size (Figure 5).

Figure 5. Total weekly SPTW hours, by size of municipality

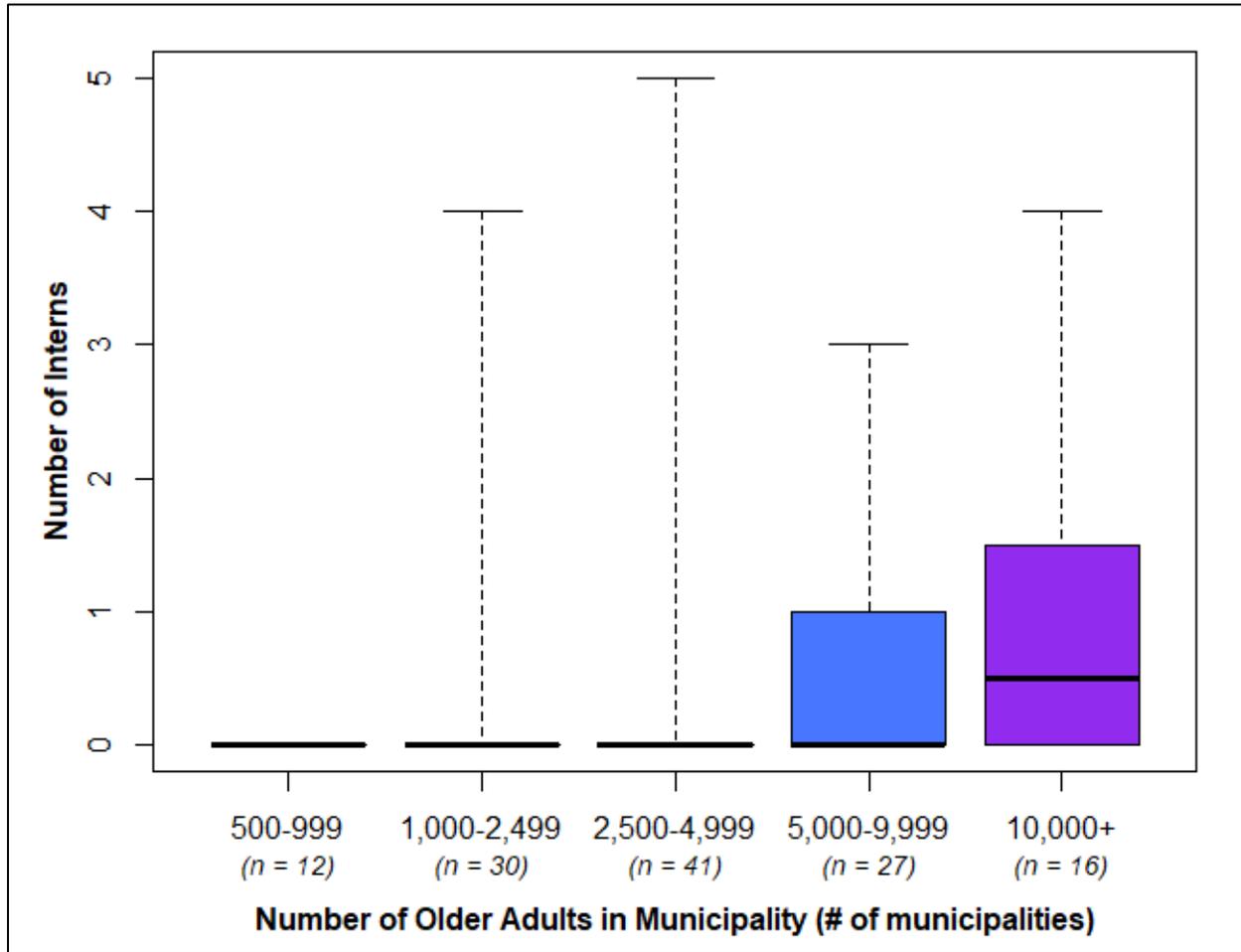


Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was 100 hours, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 456 hours, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 88 hours. COAs reported total annual hours; EOEa divided this number by 52 to calculate weekly hours. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on SPTW individuals, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

INTERNS

Less than a quarter of COAs in municipalities with fewer than 5,000 older adults placed any interns (Figure 6); the median number of interns for COAs in municipalities with more than 10,000 older adults was 1.

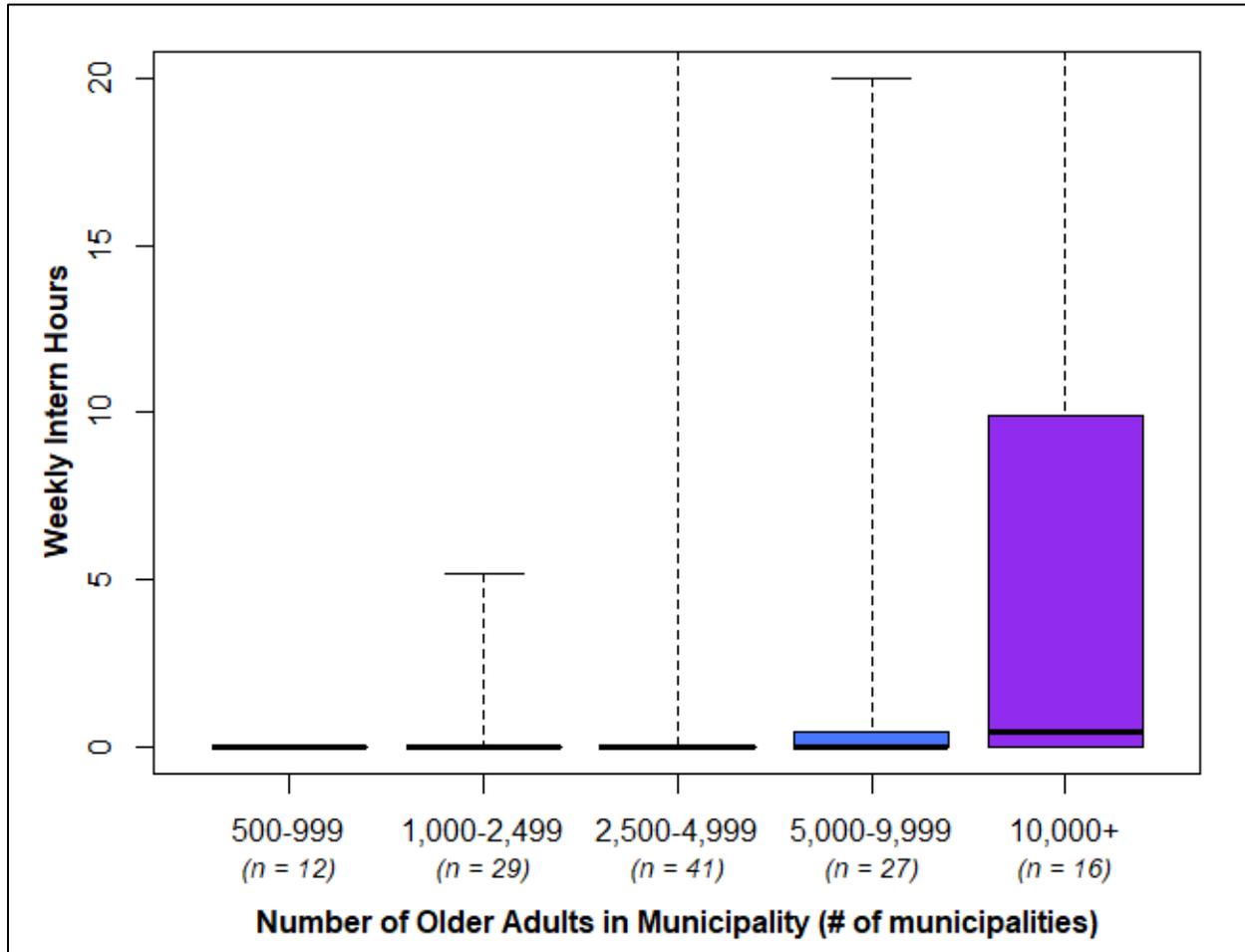
Figure 6. Number of interns, by size of municipality



Notes. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on interns, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

Few COAs, regardless of size, utilized interns for more than 10 hours a week (Figure 7).

Figure 7. Total intern weekly hours, by size of municipality



Notes. COAs reported total annual hours for interns; EOEa divided this number by 52 to calculate weekly hours. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on interns, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

COA HOURS OF OPERATION

Most COAs operate senior centers, a building where older adults can participate in activities and receive services. Of the 147 COAs that reported usable data on whether the COA operated a senior center, over 90% reported operating a center (Table 2).

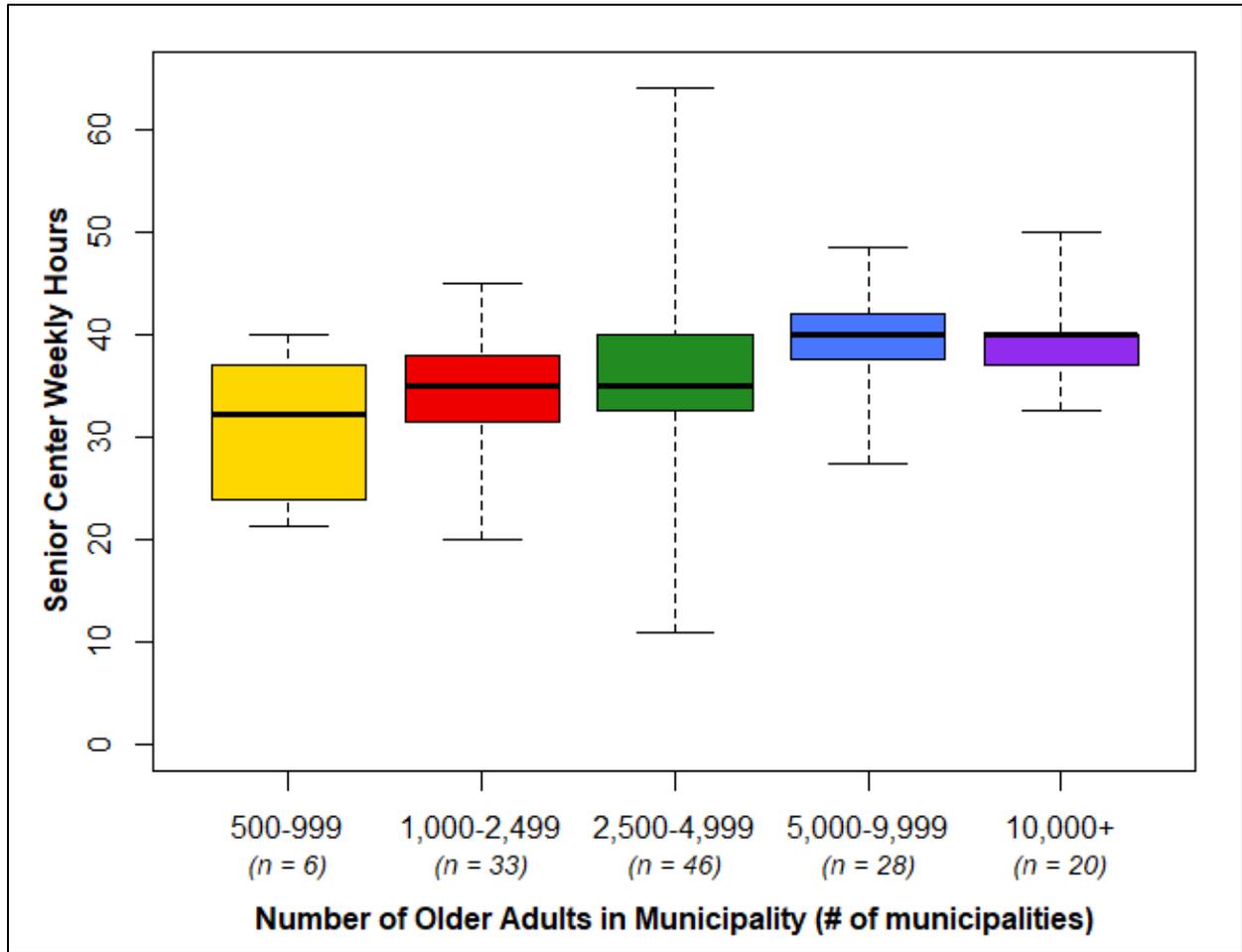
Table 2. Percentage of Responding COAs with Senior Center, by size of municipality

Personnel Category	Size of Municipality (number of older adults)				
	500-999	1,000-2,499	2,500-4,999	5,000-9,999	10,000+
Operate (n=133)	40%	92%	100%	97%	95%
Do Not Operate (n=14)	60%	8%	0%	3%	5%

Notes. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on senior centers, so this data is solely from those COAs completing the online survey.

For COAs in cities and towns with more than a thousand older adults, at least 75% of senior centers were open for at least 30 hours a week (Figure 8). In the largest cities and towns, those with more the 5,000 older adults, the median senior center was open for 40 hours per week.

Figure 8. Senior center weekly hours of operation, by size of municipality



Notes. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on senior centers, so this data is solely from those COAs completing the online survey.

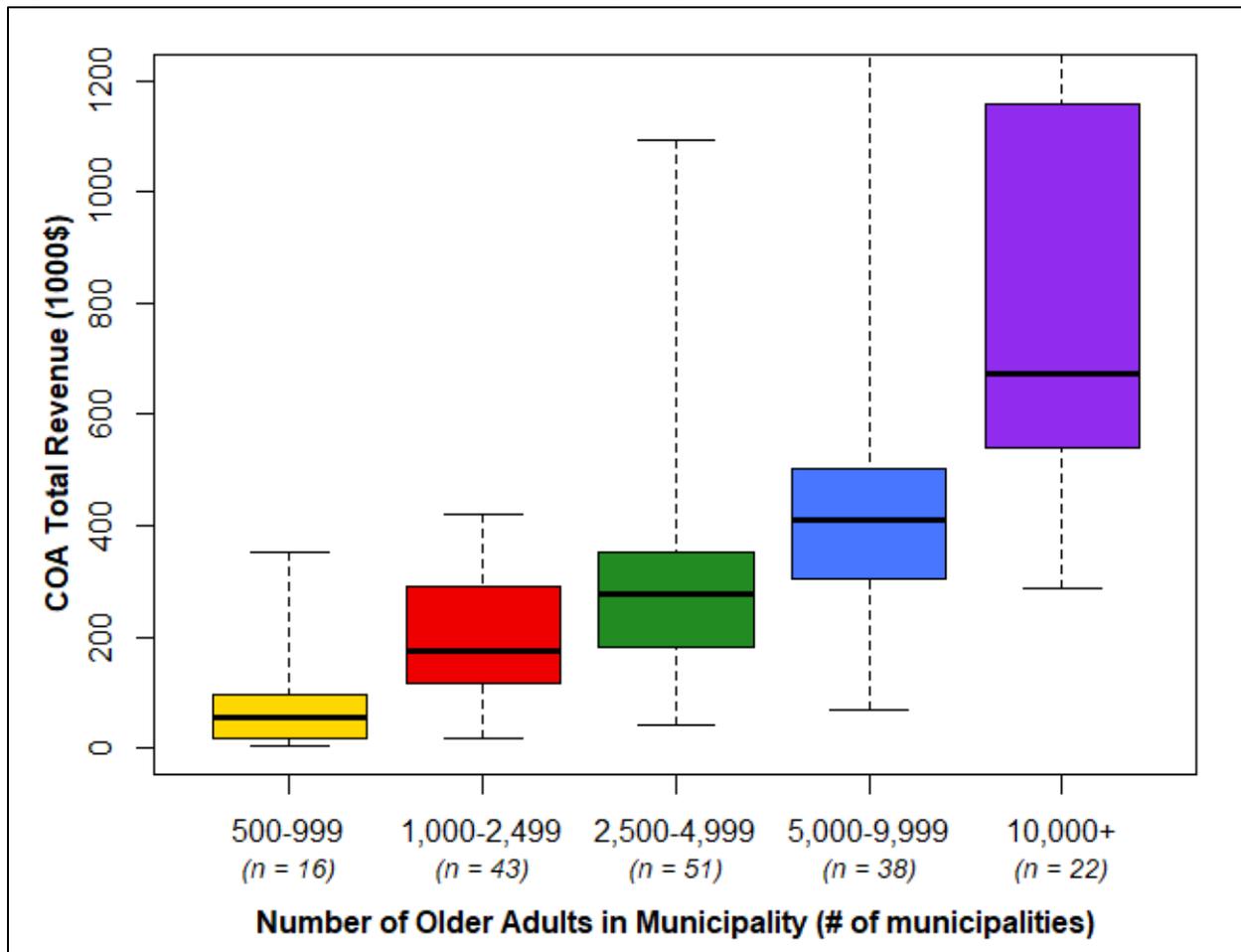
COA REVENUES

Most COAs receive most of their revenues from their municipal government. All COAs also receive funding from the Commonwealth of Massachusetts (in FY22, this was \$12 per older adult in the municipality or a minimum of \$6,000), and COAs can also receive funding from other government agencies and via donations.

TOTAL REVENUE

The median COA total revenue consistently increased with municipality size, from roughly \$57,000 for COAs in municipalities with between 500-999 older adults to approximately \$679,000 for COAs in municipalities with more than 10,000 older adults (Figure 9).

Figure 9. COA total revenues, by size of municipality



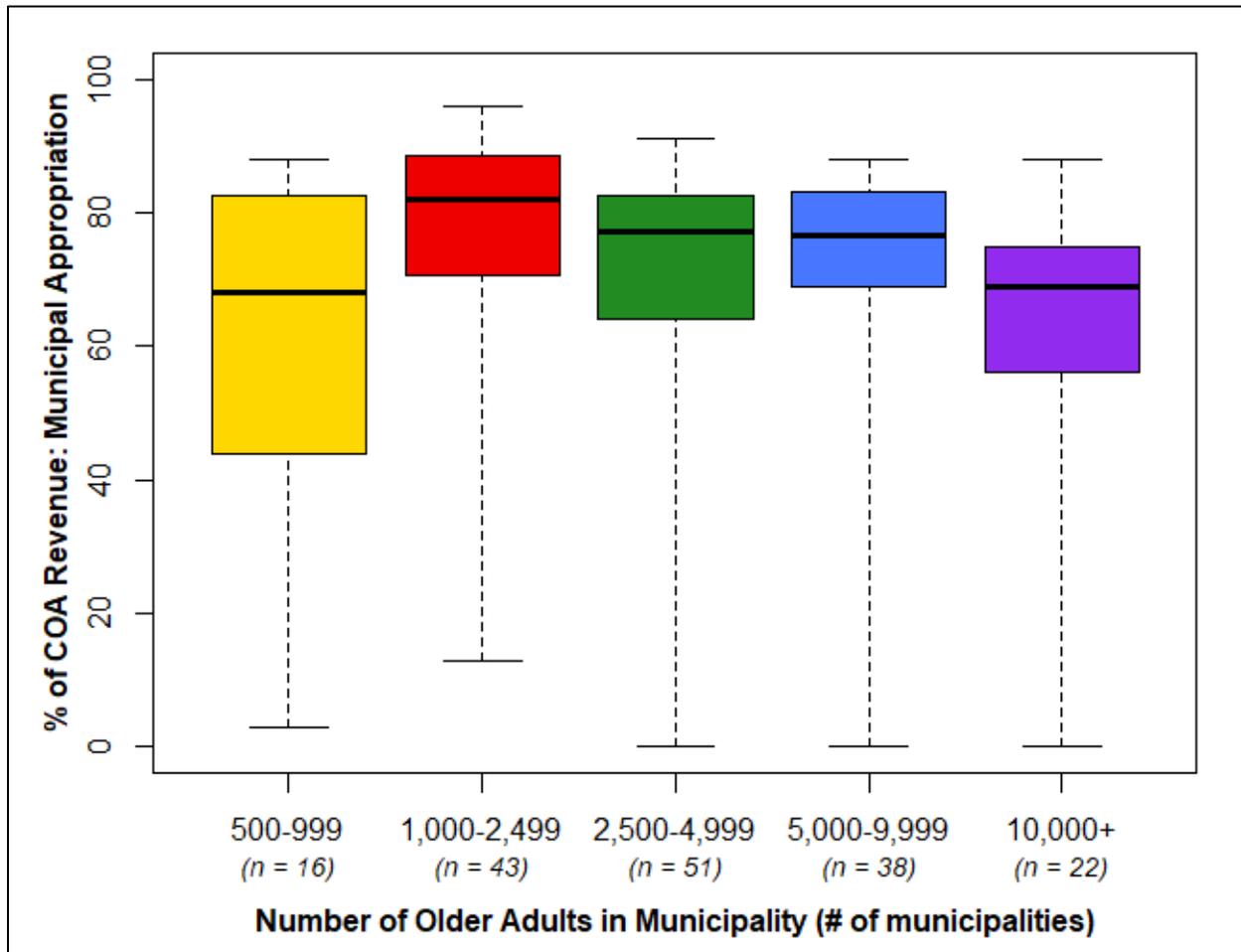
Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was \$1,904,683 and the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was \$1,377,739. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

REVENUE BY CATEGORY

A. Municipal Appropriation

Over 77% of all COAs received most of their funding from their town or city government. COAs in the smallest and largest municipalities had the lowest median municipal funding at 68% and 69%, respectively, while the highest median, 82%, was for COAs in municipalities with between 1,000-2,499 older adults (Figure 10).

Figure 10. Municipal appropriation as percentage of total revenue, by size of municipality

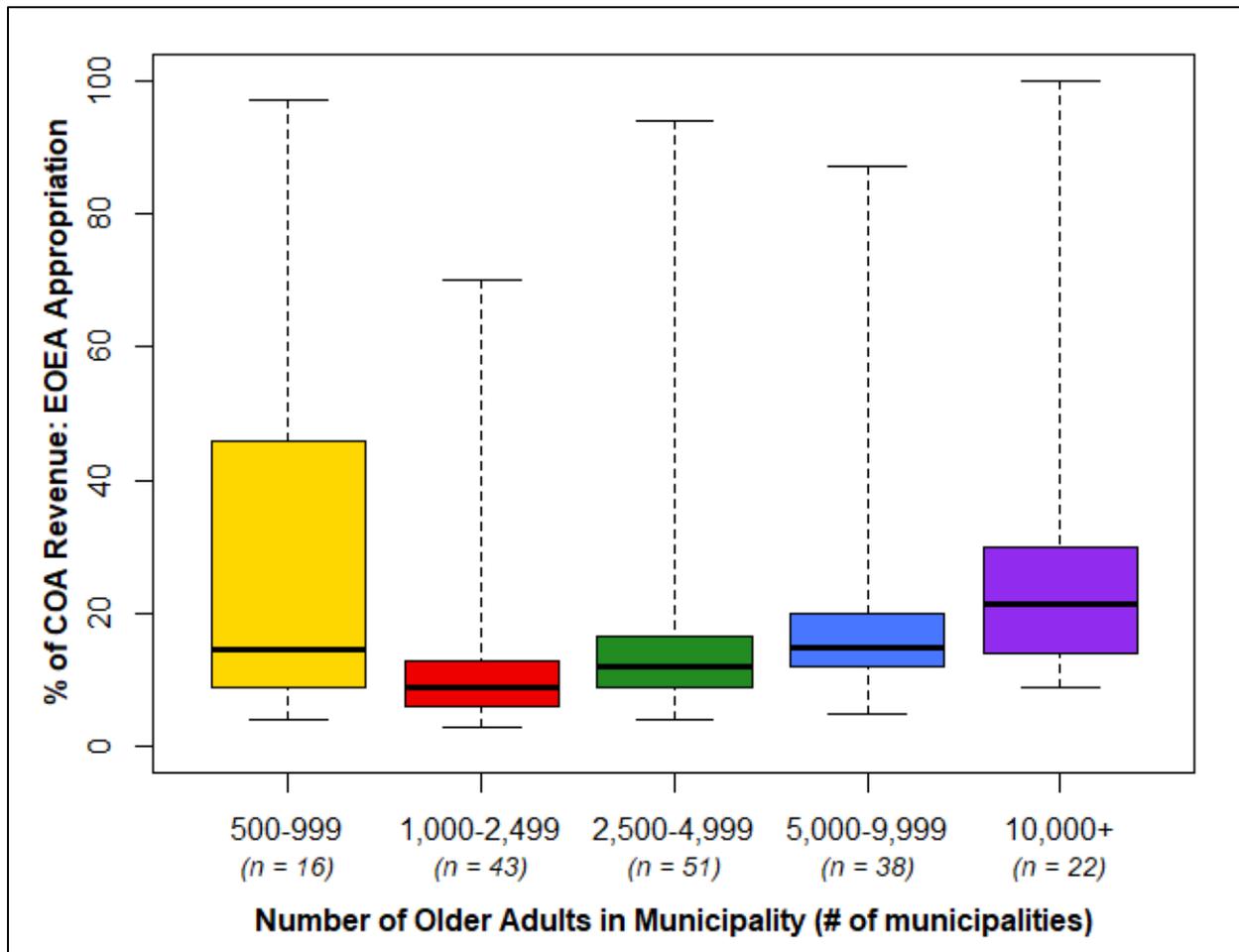


Notes. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

B. EOEI Appropriation

Approximately 75% of COAs reported that EOEI appropriations were 20% or less of their overall revenue. The median for COAs in municipalities with between 1,000-2,499 older adults was 10%, while the median for COAs in municipalities with more than 10,000 older adults was 22% (Figure 11).

Figure 11. EOEI appropriation as percentage of total revenue, by size of municipality

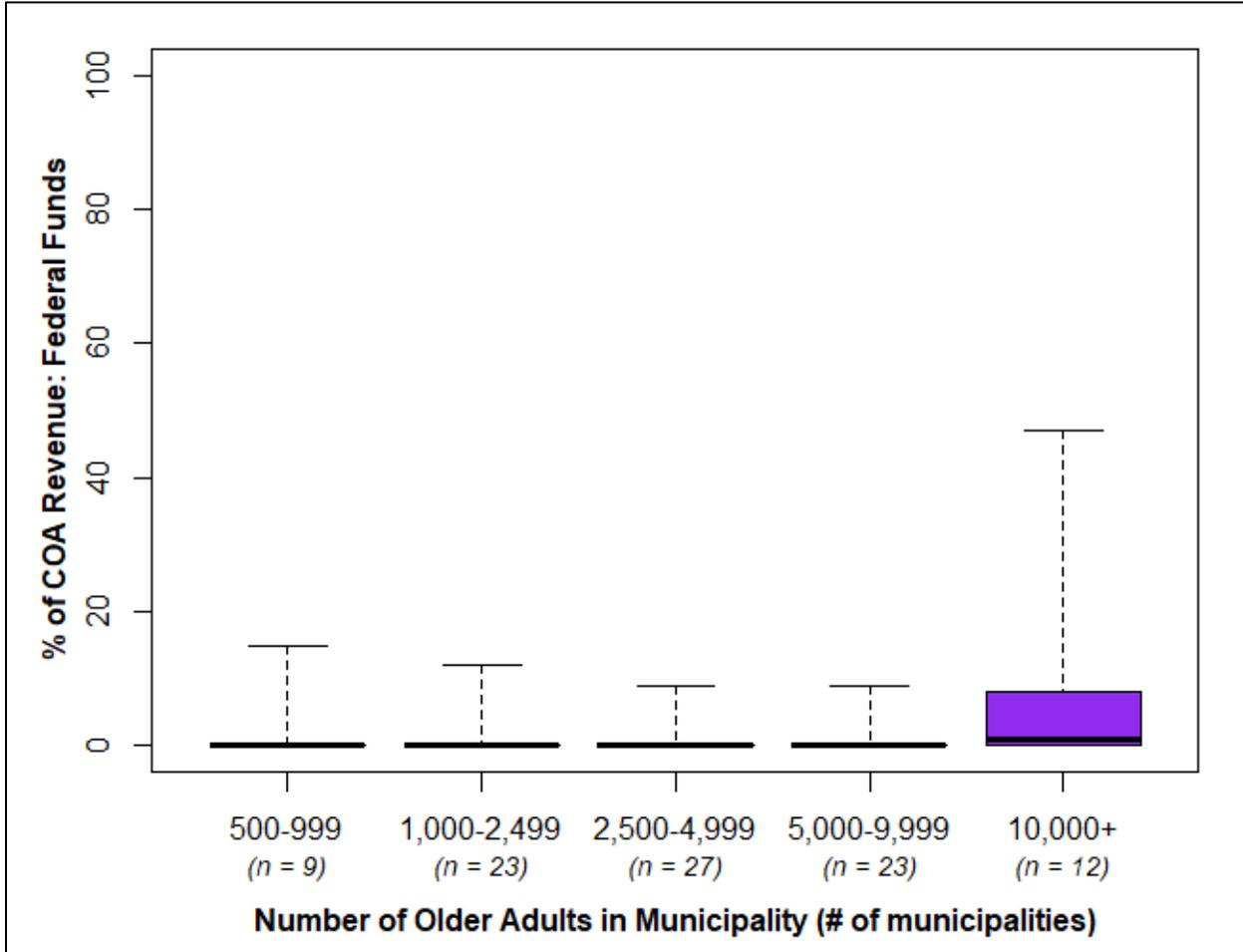


Notes. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

C. Federal Funds

Among COAs in towns with fewer than 10,000 older adults, less than a quarter reported receiving any federal funds (Figure 12). In towns and cities with 10,000 or more older adults, the median percentage was 2% of revenues from federal funds.

Figure 12. Federal funds as percentage of total revenue, by size of municipality

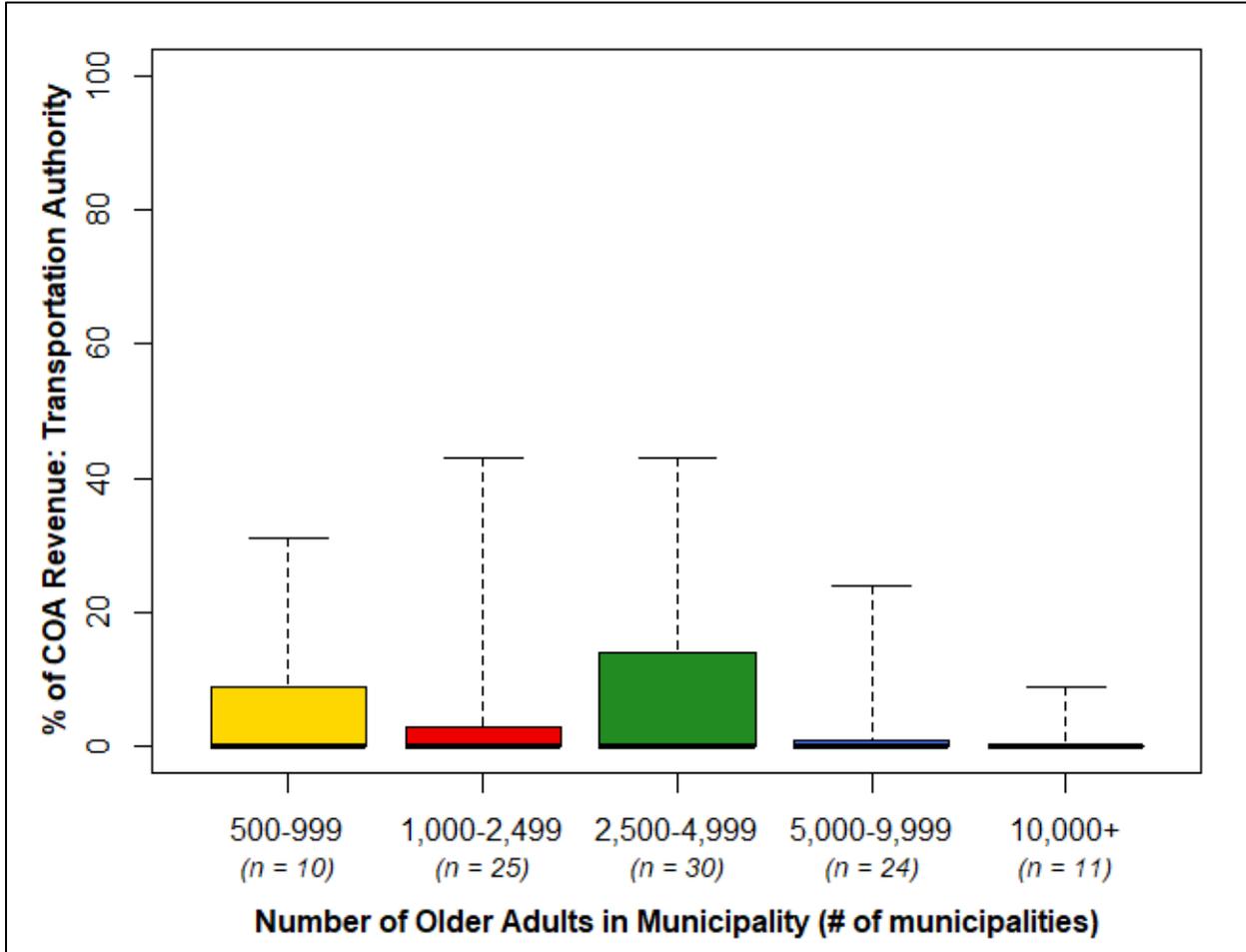


Notes. COAs could submit data to EOEI in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEI. The database provider did not collect data on some revenue categories, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

D. Regional Transportation Authority (RTA)

Over two-thirds of COAs reported receiving no RTA funds; COAs in municipalities with less than 5,000 older adults were more likely to receive RTA funds (Figure 13).

Figure 13. RTA funds as percentage of total revenue, by size of municipality

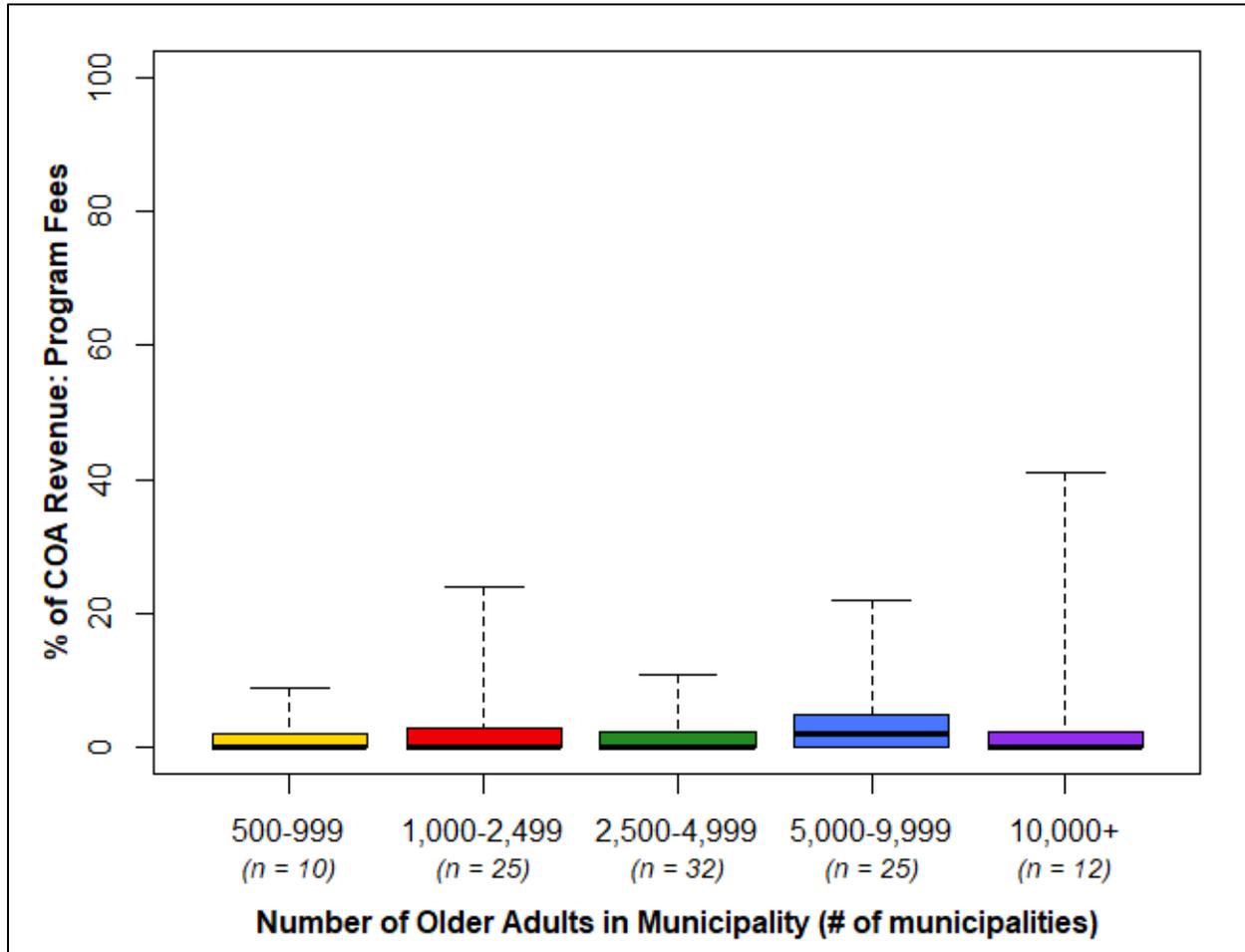


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E. COA Program Fees

Program fees made up less than 5% of COA revenues for roughly 80% of COAs, and there was little variation by municipality size (Figure 14). Only a few COAs raised more than 10% of revenues through program fees.

Figure 14. COA program fees as percentage of total revenue, by size of municipality

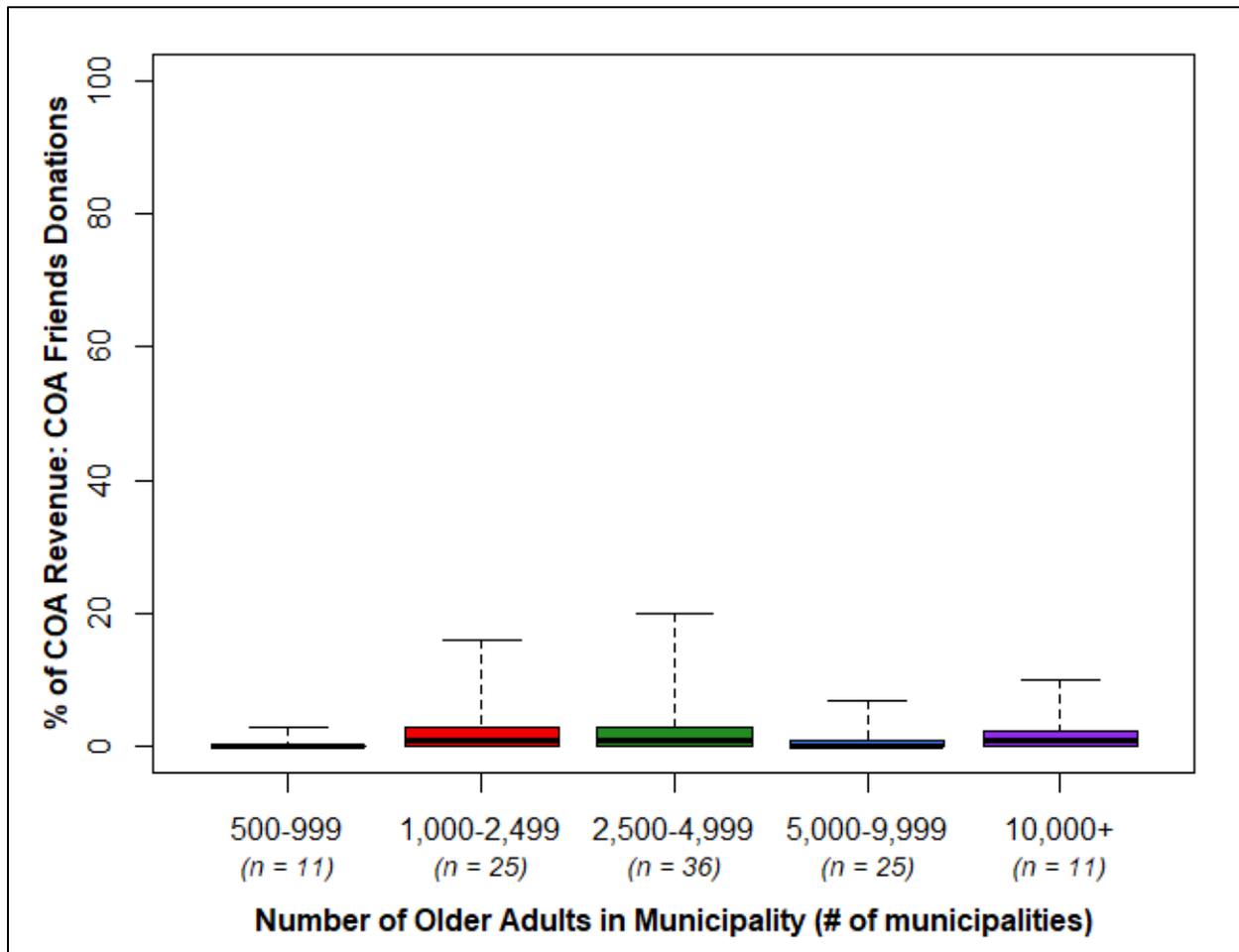


Notes. COAs could submit data to EOEI in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEI. The database provider did not collect data on some revenue categories, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

F. COA Friends

Funds from COA Friends, which are non-profit organizations, made up less than 5% of COA revenues for roughly 90% of COAs, and there was little variation by municipality size (Figure 15). Only a few COAs received more than 10% of revenues through their affiliated Friends organizations.

Figure 15. COA Friends funds as percentage of total revenue, by size of municipality

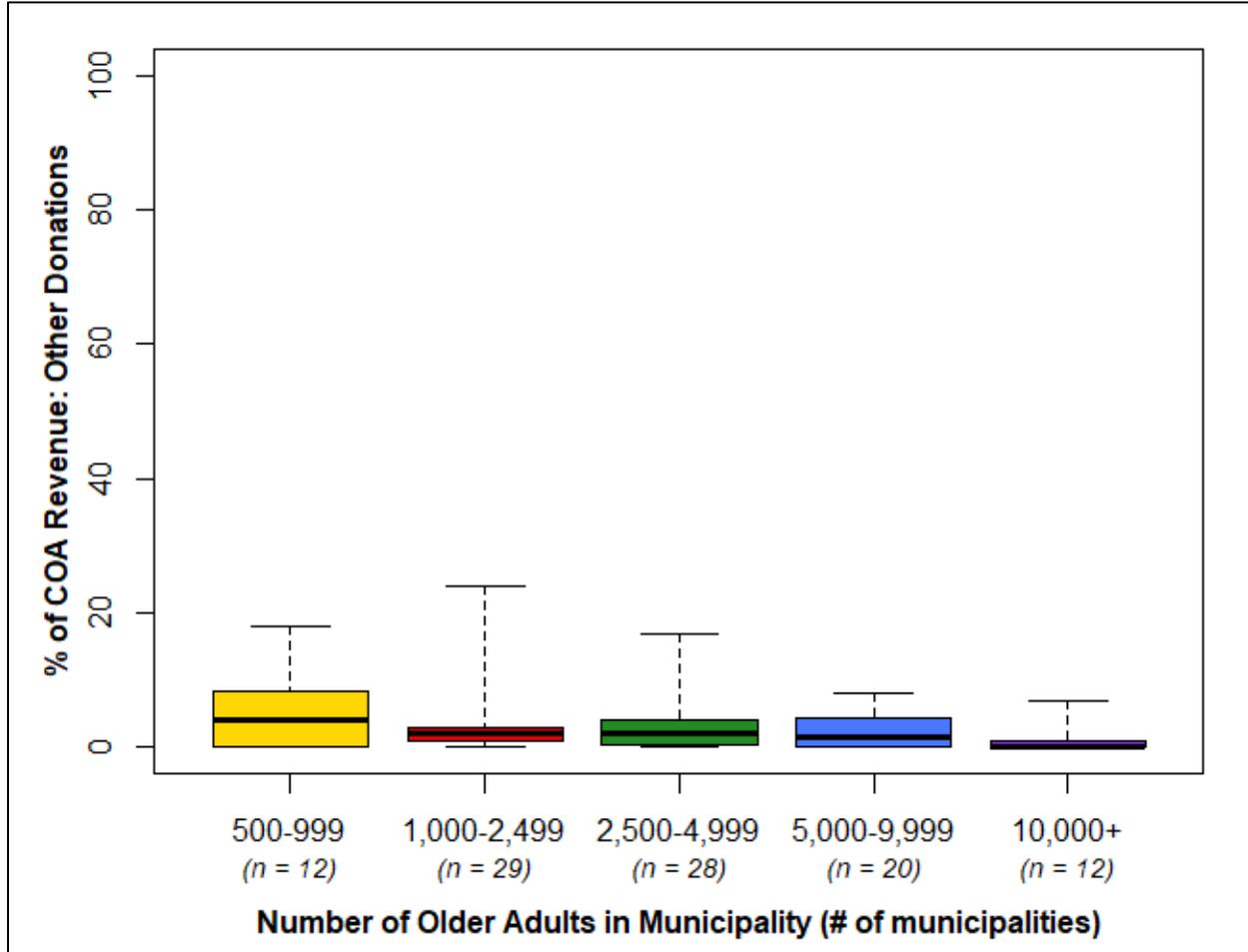


Notes. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not collect data on some revenue categories, so this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

G. Other Donations

Other donations made up less than 5% of COA revenues for roughly 80% of COAs. COAs in the smallest municipalities raised a higher percentage (median = 4%) from other donations (Figure 16).

Figure 16. Other donations as percentage of total revenue, by size of municipality

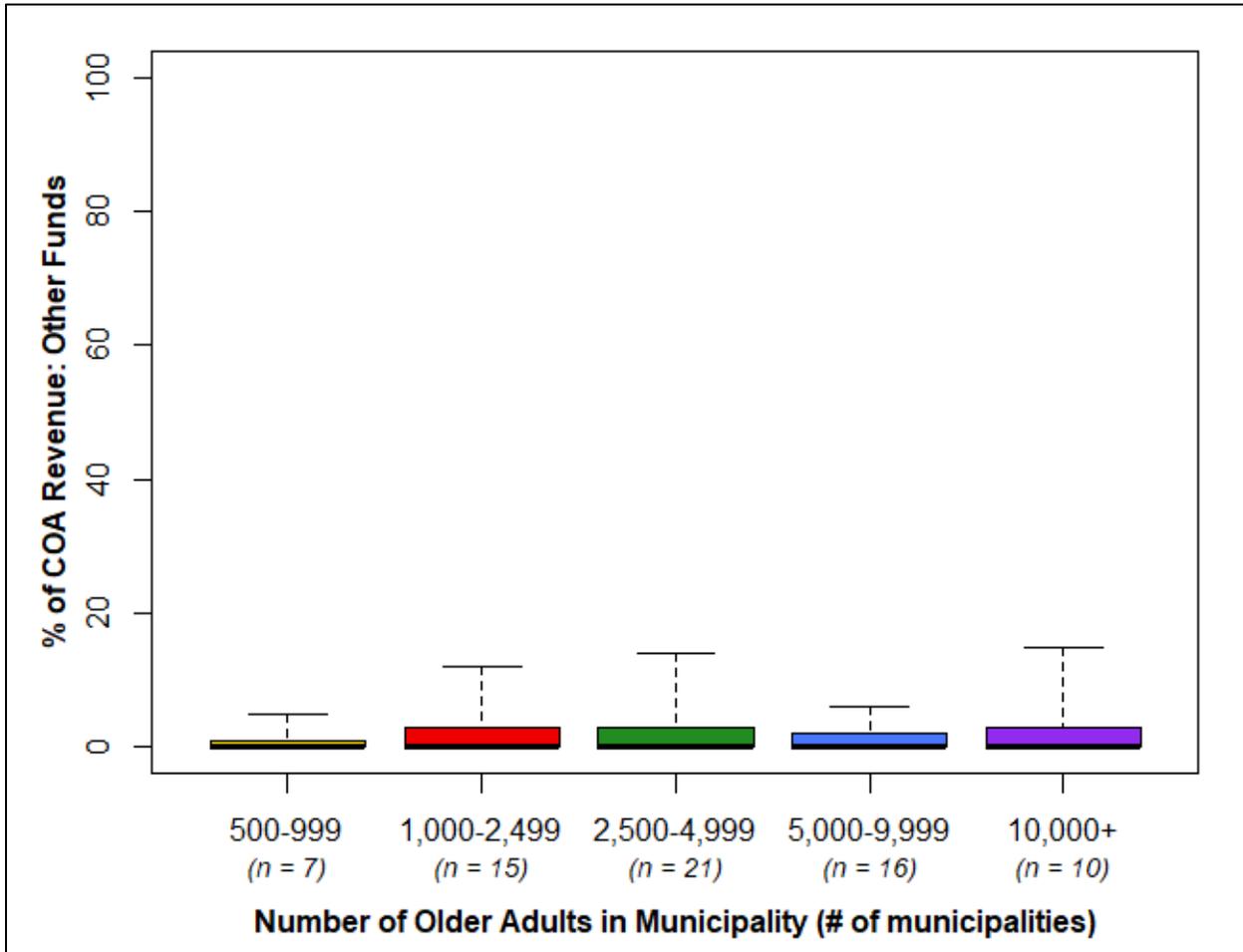


Notes. COAs could submit data to EOEI in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEI. Due to differences between the online survey revenue categories and the database provider revenue categories, this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

H. Other Funds

Other sources of funding made up less than 5% of COA revenues for roughly 85% of COAs, and there was little difference by municipality size (Figure 17).

Figure 17. Other funds as percentage of total revenue, by size of municipality

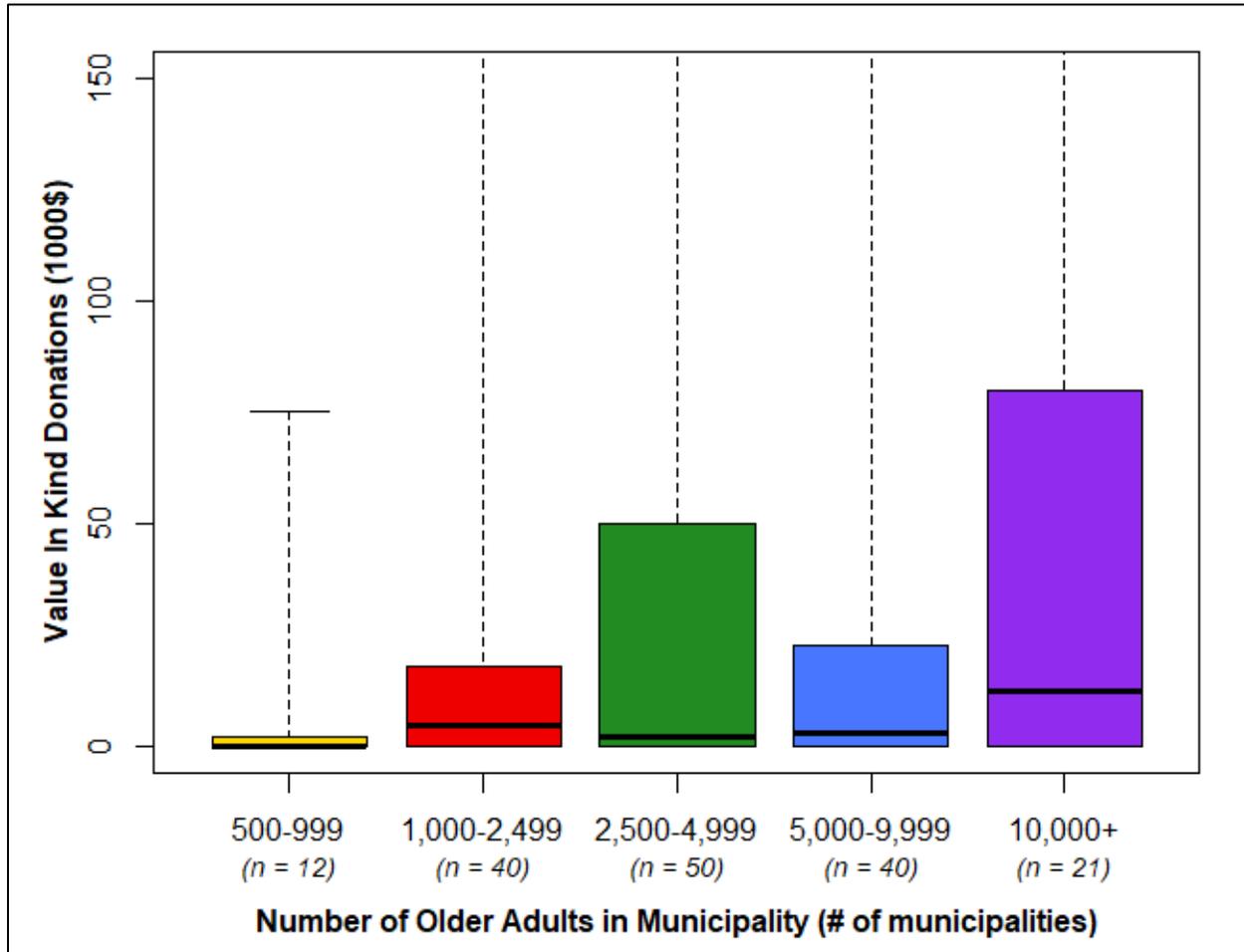


Notes. COAs could submit data to EOEI in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEI. Due to differences between the online survey revenue categories and the database provider revenue categories, this data is solely from those COAs completing the online survey. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

IN-KIND DONATIONS

Roughly 60% COAs also received in-kind (non-monetary) donations, such as furniture. Half of COAs received in-kind donations valued at \$2,000 or less, and roughly 10% of COAs received in-kind donations valued at more than \$100,000.

Figure 18. Value of in-kind donations, by size of municipality



Notes. The maximum value for COAs in municipalities with more than 10,000 older adults was \$1,095,300, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was \$550,000, the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was \$199,353, and the maximum value for COAs in municipalities with between 1,000 and 2,499 older adults was \$185,000. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

SERVICES AND ACTIVITIES

COAs provide older adults with different services (such as delivering meals to their homes) and offer diverse activities for older adults to participate in (such as fitness and exercise classes). Each COA determines which services and activities to offer based on local needs and capacity.

EOEA requested that COAs provide information on 31 different service/activity categories for FY22. For each category, COAs provided two statistics:

- **Total Units Provided** is the total attendance for that category of service or activity during FY22 (*duplicated participants*)
- **Total Unique Participants** is the total number of different people who received services or participated in activities in the category during FY22 (*unduplicated participants*)

For example, if Person A attended a yoga activity 30 times in FY22, that person would receive 30 total units in the Fitness/Exercise category and count as one unique participant.

SERVICES AND ACTIVITIES: TOTALS

As presented in Table 3, the five most common services provided by COAs in FY22 were home delivered meals (786,316 meals provided), general information (652,657 responses provided), recreation and socialization (561,986 units provided), fitness/exercise (469,069 units provided) and outreach (290,501 units provided). COAs reported serving hundreds of thousands of different people, for example providing general information to 205,198 unique individuals and that 40,161 different people participated in fitness/exercise (Table 3).

The totals listed in Table 3 are approximations, as some COAs do not always maintain attendance records or were unable to analyze all their attendance records. COAs completing the online survey indicated whether their reported statistics were an “estimate” or actual.⁹ The percentage of COAs reporting “estimated” statistics varied from 14% to 79%, depending on the service/activity (Table 3).

The totals listed in Table 3 underestimate the number of services provided and unique people served by COAs for three reasons: (1) roughly 22% of COAs did not submit information to EOEA, (2) COAs in municipalities with fewer than 500 older adults did not provide information on specific activities, and (3) some COAs that completed the survey did not provide information on specific services/activities or provided inconsistent information (*invalid data*).

⁹ Only COAs completing the online survey could indicate whether their statistics were estimated. The denominator for the percentage is the number of COAs submitting via online survey and providing valid data for units provided.

Table 3. Total service units provided and number of unique participants

Service/Activity Category	% COAs Reporting Estimate	Total Units Provided	COAs w/ Valid Data	Total Unique Participants	COAs w/ Valid Data
Home Delivered Meals	39%	786,316	195	13,580	155
General Information	79%	652,657	185	205,198	172
Recreation & Socialization	53%	561,986	192	61,467	172
Fitness/Exercise	48%	469,069	191	40,161	174
Outreach	63%	290,501	185	118,718	173
Ambulatory Transportation	34%	255,333	194	23,761	157
Congregate Meals	42%	252,580	190	40,736	166
Case Management	52%	241,755	188	86,873	161
Health Screening	46%	120,107	190	45,018	165
Grab & Go Meals	34%	99,200	197	26,200	149
Lifelong Learning	28%	63,968	141	11,230	83
SHINE	58%	44,137	173	32,031	179
Food Shopping	39%	43,289	190	6,377	155
Wellness Check	51%	41,012	187	19,139	157
Intergenerational Programming	37%	33,972	187	9,179	146
Cultural Events	44%	29,525	188	15,149	149
Other Health Services	37%	28,214	189	12,981	144
Non-Ambulatory Transportation	34%	27,064	188	4,996	157
Group Support	37%	25,834	188	8,306	154
Friendly Visiting	34%	25,586	191	3,652	140
Health Education	44%	24,321	185	13,229	161
Other Benefits Counseling	44%	24,237	129	6,901	94
Social/Supportive Day Care	15%	21,049	195	2,020	123
Medical Equipment Loan	54%	17,802	179	17,949	164
Day Trips	30%	17,151	135	6,402	84
Mental Health	29%	15,287	191	7,885	131
Tax Assistance	31%	9,062	124	10,273	109
Financial Management	22%	5,527	192	4,779	134
Legal Assistance	32%	3,794	180	4,330	153
Employment Services	14%	1,499	194	883	121
Home Repair	23%	1,268	190	1,352	136

Notes. These statistics underestimate the actual COA activities/services provided (see text on previous page). COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. In FY22, the database provider did not report data for the following service/activity categories: tax assistance, lifelong learning, day trips, and other benefits counseling. When completing the online survey, some COAs left both the service provided and the unique participant fields blank for specific services/activities (no COA completing the online survey left both fields blank for all activities). When COAs left both fields blank, EOEa classifies the COAs as providing zero services units and having zero unique participants (that is, EOEa assumes that the respondent left both fields blank because the COA does not provide the service/activity). Only COAs completing the online survey could indicate whether their statistics were estimated.

Table 4. Percentage of COAs providing service/activity, by municipality size

Service/Activity Category	All	Size of Municipality (number of older adults)				
		500-999	1,000-2,499	2,500-4,999	5,000-9,999	10,000+
Fitness/Exercise	92%	88%	94%	89%	95%	96%
Recreation & Socialization	91%	71%	94%	89%	95%	96%
SHINE	90%	65%	92%	92%	90%	96%
Outreach	85%	76%	88%	84%	84%	85%
General Information	82%	76%	76%	82%	86%	93%
Health Screening	77%	53%	80%	77%	80%	81%
Medical Equipment Loan	76%	59%	80%	78%	75%	81%
Case Management	74%	53%	69%	70%	89%	78%
Health Education	72%	47%	76%	69%	81%	77%
Wellness Check	70%	65%	84%	70%	64%	59%
Cultural Events	69%	47%	78%	66%	70%	70%
Congregate Meals	68%	59%	65%	75%	61%	70%
Ambulatory Transportation	65%	41%	76%	59%	70%	67%
Home Delivered Meals	62%	53%	67%	71%	59%	41%
Group Support	60%	24%	52%	57%	80%	70%
Legal Assistance	59%	41%	58%	61%	67%	59%
Tax Assistance	58%	27%	47%	59%	79%	67%
Food Shopping	58%	65%	64%	60%	50%	48%
Other Health Services	56%	53%	54%	51%	55%	74%
Other Benefits Counseling	56%	36%	60%	60%	55%	52%
Grab & Go Meals	55%	47%	52%	55%	64%	54%
Non-Ambulatory Transp.	50%	41%	59%	46%	50%	46%
Day Trips	50%	14%	53%	53%	59%	48%
Intergenerational Program	49%	41%	49%	50%	45%	59%
Friendly Visiting	49%	53%	70%	49%	36%	26%
Lifelong Learning	45%	13%	37%	39%	69%	57%
Mental Health	41%	29%	39%	42%	39%	56%
Financial Management	33%	18%	28%	30%	45%	37%
Home Repair	30%	24%	34%	24%	33%	37%
Social/Supportive Day Care	17%	12%	8%	17%	25%	22%
Employment Services	16%	0%	10%	22%	16%	19%

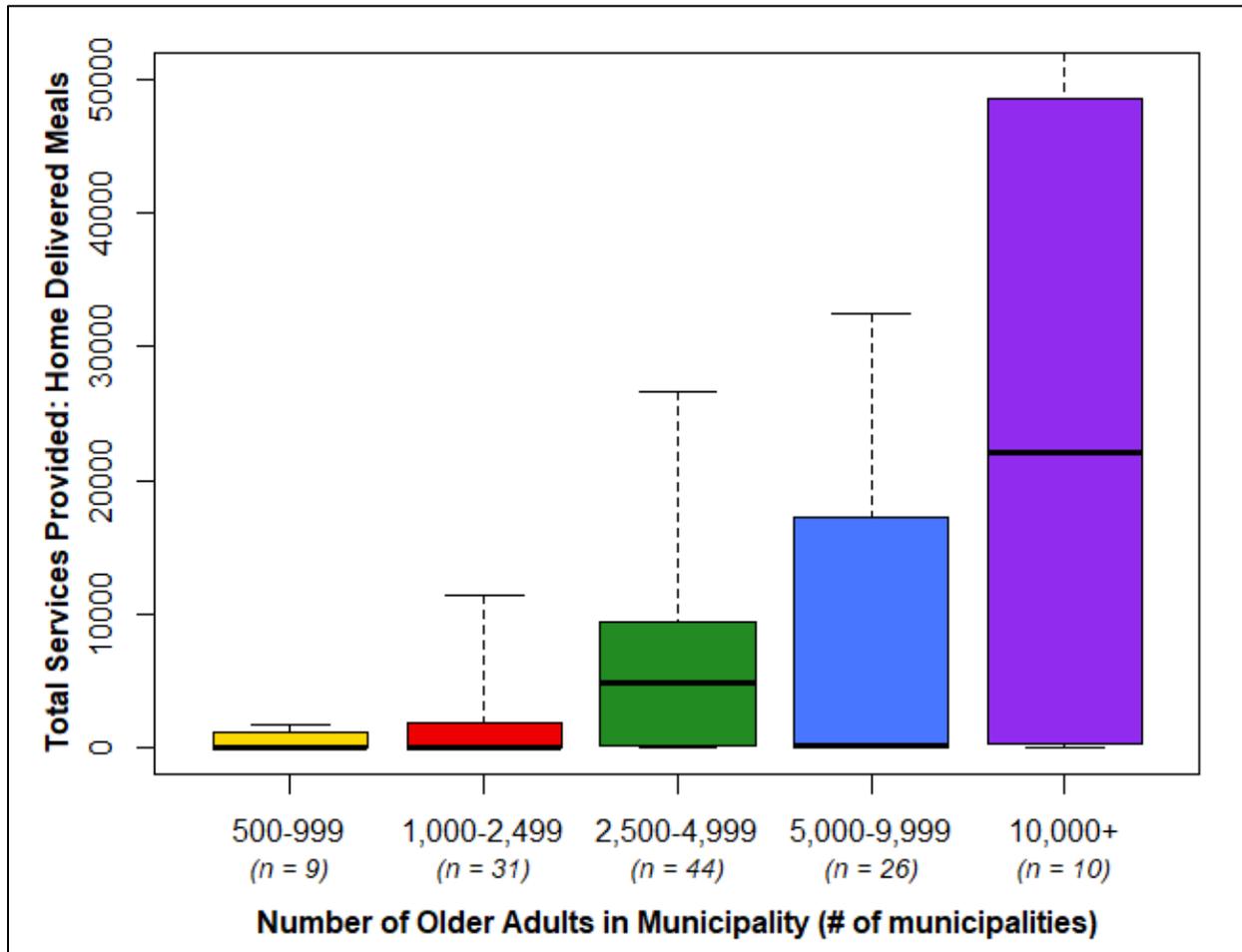
Notes. COAs could submit data to EOEa in two ways: by completing an online survey or authorizing their database provider to submit data directly to EOEa. The database provider did not report data for some service/activity categories: tax assistance, lifelong learning, day trips, and other benefits counseling. When completing the online survey, some COAs left both the service provided and the unique participant fields blank for specific services/activities (no COA completing the online survey left both fields blank for all activities). The percentage of COAs leaving both fields blank varied by activity, from 7% to 49%. When COAs left both fields blank, EOEa classifies the COAs as not providing the service/activity (that is, EOEa assumes that the respondent left both fields blank because the COA does not provide the service/activity).

FIVE MOST POPULAR SERVICES/ACTIVITIES: SERVICE UNITS PROVIDED & UNIQUE PEOPLE SERVED⁹

A. Home Delivered Meals

The median number of home delivered meals ranged from 33 for COAs in the smallest municipalities to 22,100 meals for COAs in municipalities with 10,000+ older adults (Figure 19). Almost 400,000 home delivered meals—over half of the home delivered meals for reporting COAs—were provided by 11 COAs.

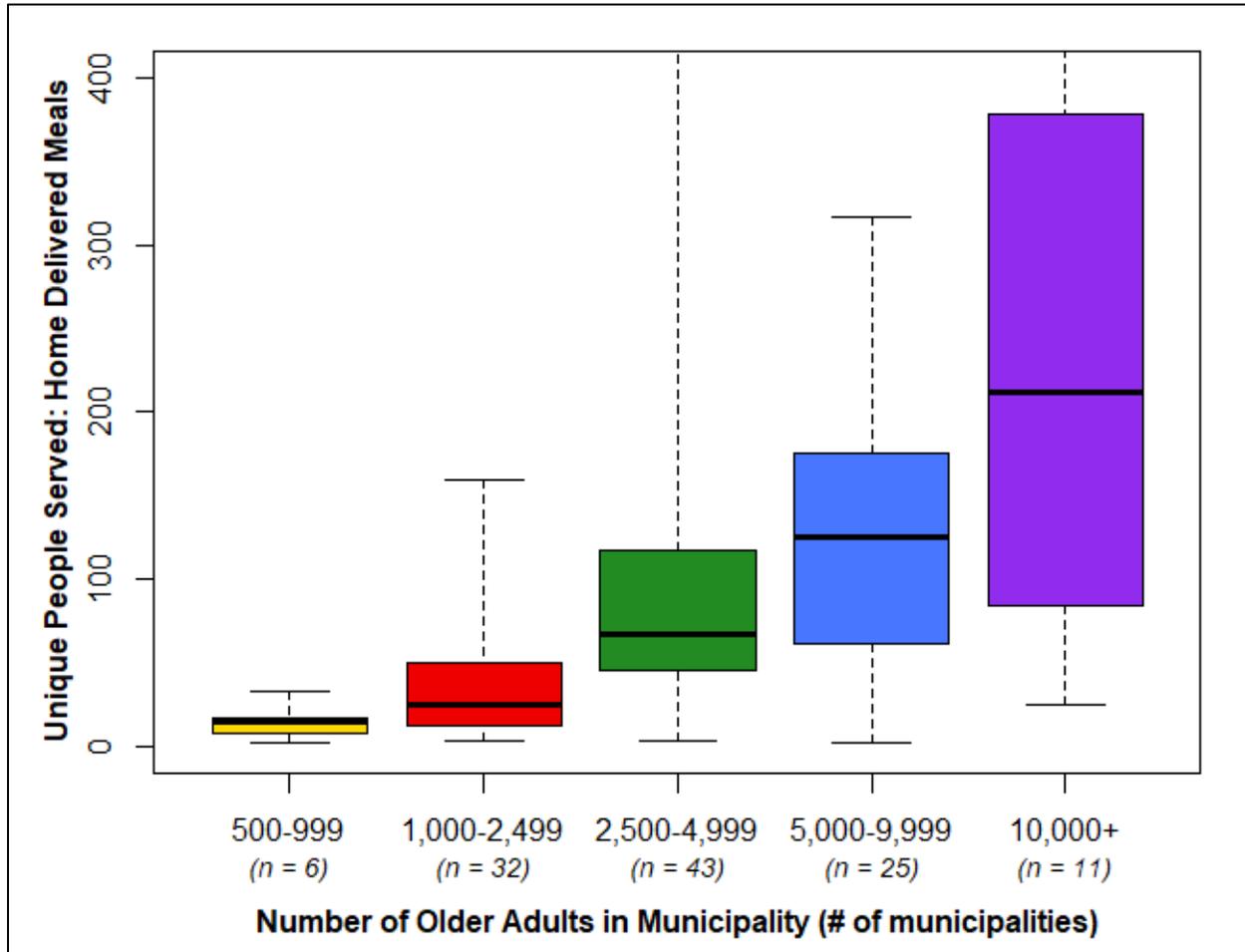
Figure 19. Total home delivered meals provided, by municipality size



Notes. This figure excludes COAs that reported providing zero service units. The maximum value for COAs in municipalities with more than 10,000 older adults was 57,800 meals. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

Roughly 25% of COAs reported delivering meals to the homes of more than 100 unique people (Figure 20). The median number of unique participants consistently increased with municipality size, from 15.5 in the smallest municipalities to 212 in the largest.

Figure 20. Total unique participants receiving home delivered meals, by municipality size

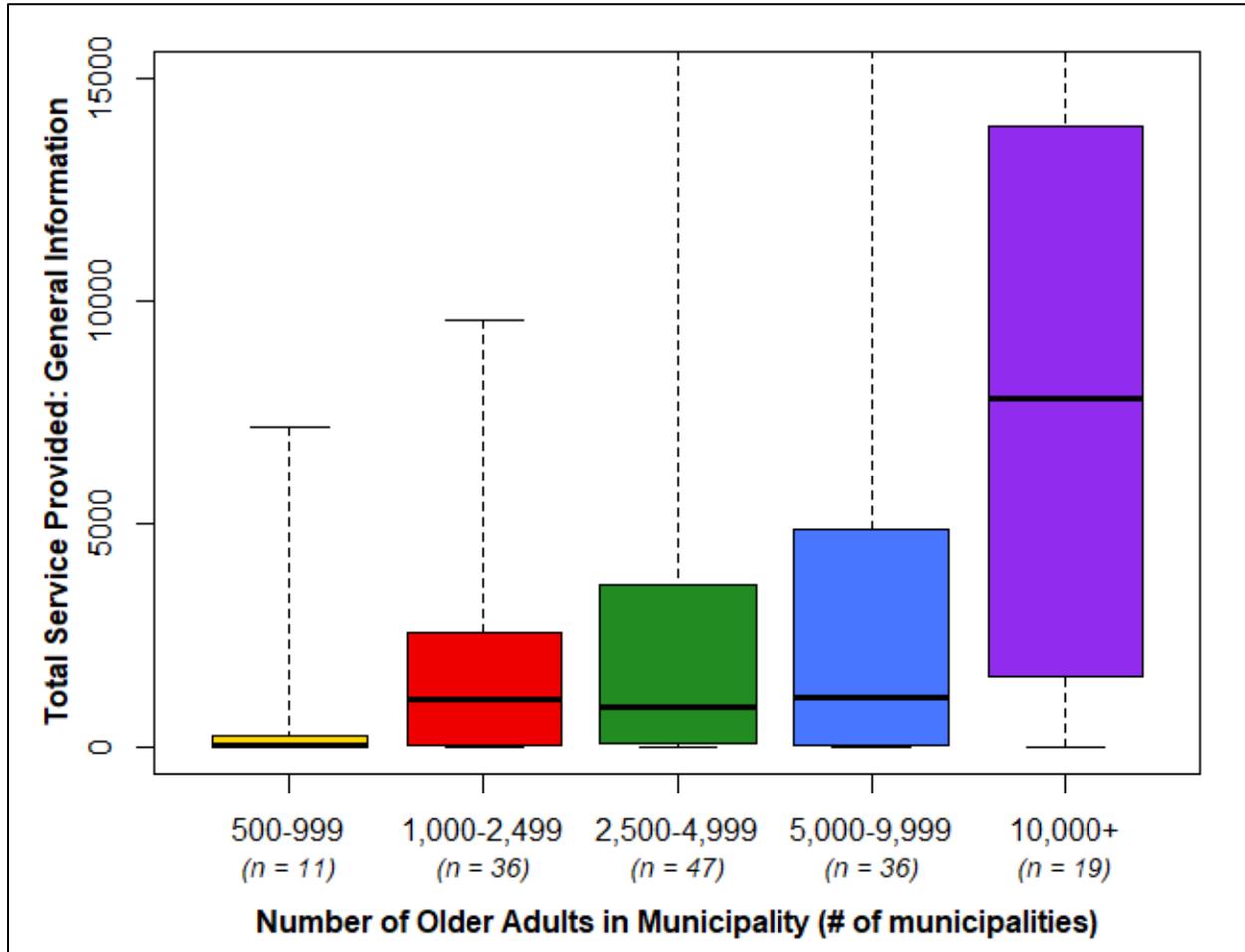


Notes. This figure excludes COAs that reported providing zero unique participants. The maximum value for COAs in municipalities with more than 10,000 older adults was 500 unique participants and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 1,560 unique participants. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

B. General Information

COAs in towns with between 500-999 older adults provided a median of 56 general information service units, COAs in medium-sized towns provided a median of roughly 1,000 service units, and COAs in municipalities with 10,000+ older adults provided a median of 7,921 service units (Figure 21). The general information service had the highest rate of *estimated* services (79%, see Table 3), indicating these statistics are rough.

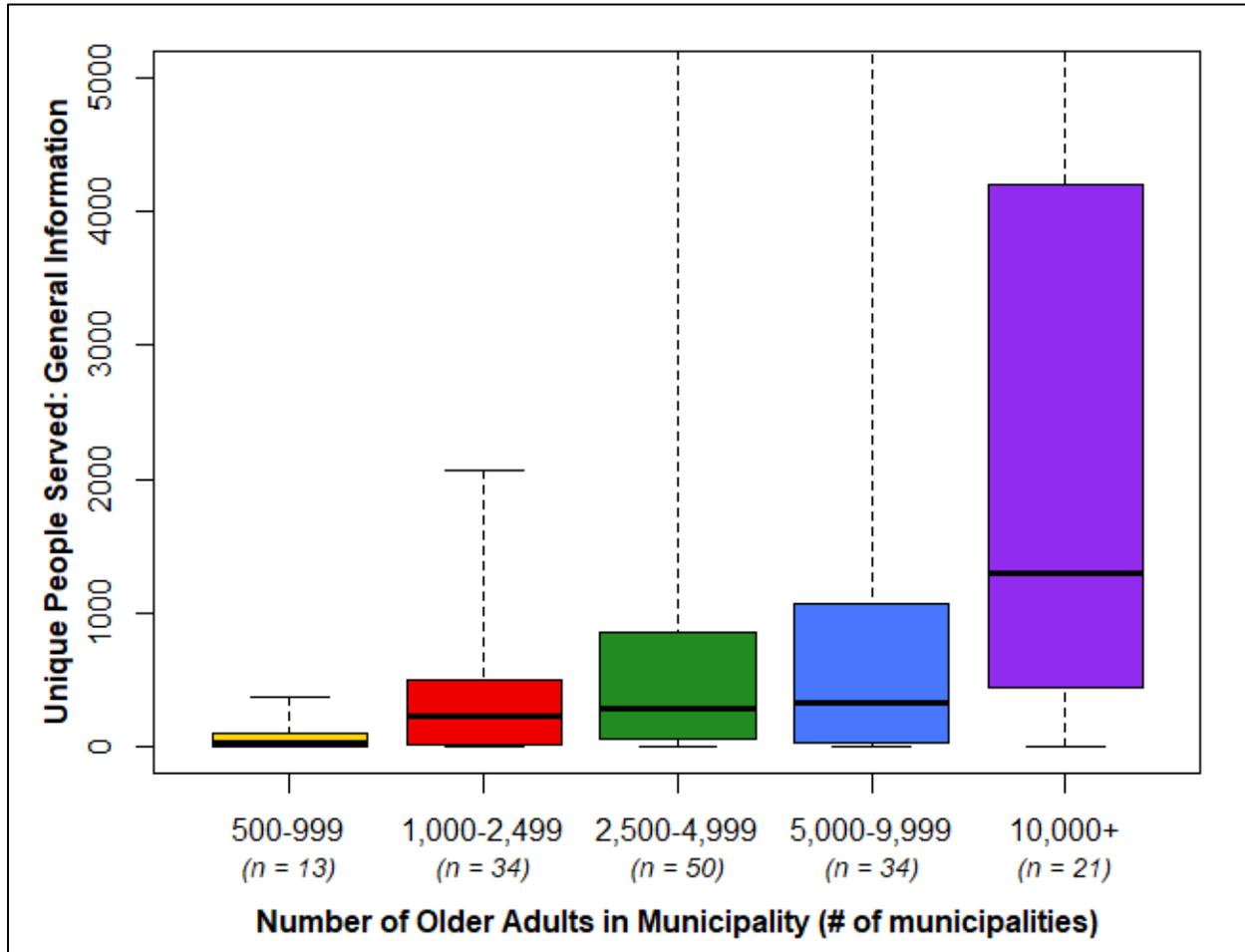
Figure 21. Total general information services provided, by municipality size



Notes. This figure excludes COAs that reported providing zero service units. The maximum value for COAs in municipalities with more than 10,000 older adults was 146,308 responses, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 33,744 responses, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 28,943 responses. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

The median number of unique older adults who received general information varied from 40 for COAs in small towns, 230-330 for COAs in towns with between 1,000 and 9,999 older adults, and 1,300 for COAs in municipalities with 10,000+ older adults (Figure 22).

Figure 22. Total unique participants receiving general information, by municipality size

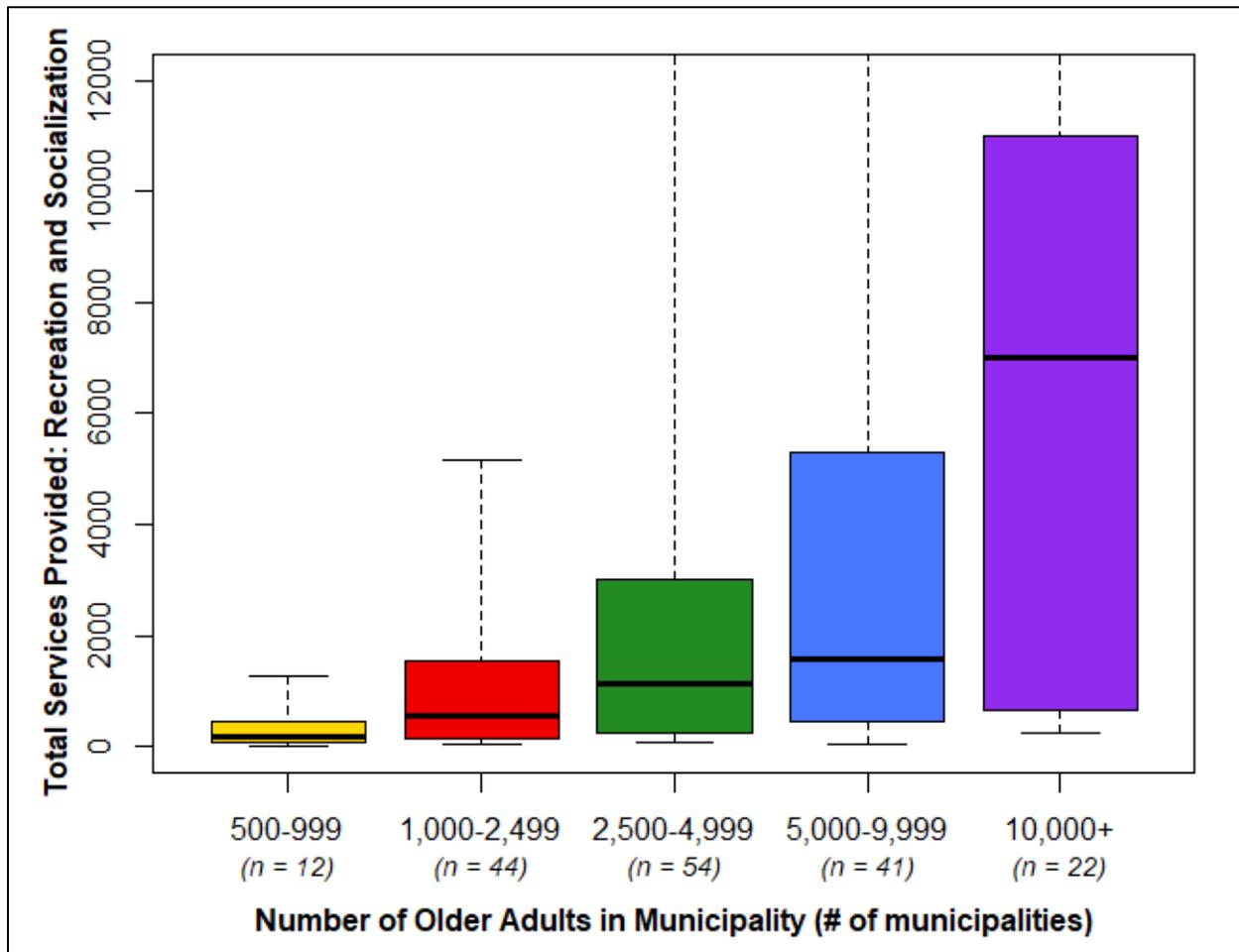


Notes. This figure excludes COAs that reported providing zero unique participants. The maximum value for COAs in municipalities with more than 10,000 older adults was 50,351 unique participants, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 7,800 unique participants, the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 17,365 unique participants. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

C. Recreation and Socialization

The median number of recreation and socialization activities provided by COAs consistently increased with municipality size, ranging from 197 activities for COAs in the smallest municipalities to 7,246 activities for COAs in municipalities with 10,000+ older adults (Figure 23). Almost 38% of all recreation and socialization activities were provided by 8 COAs.

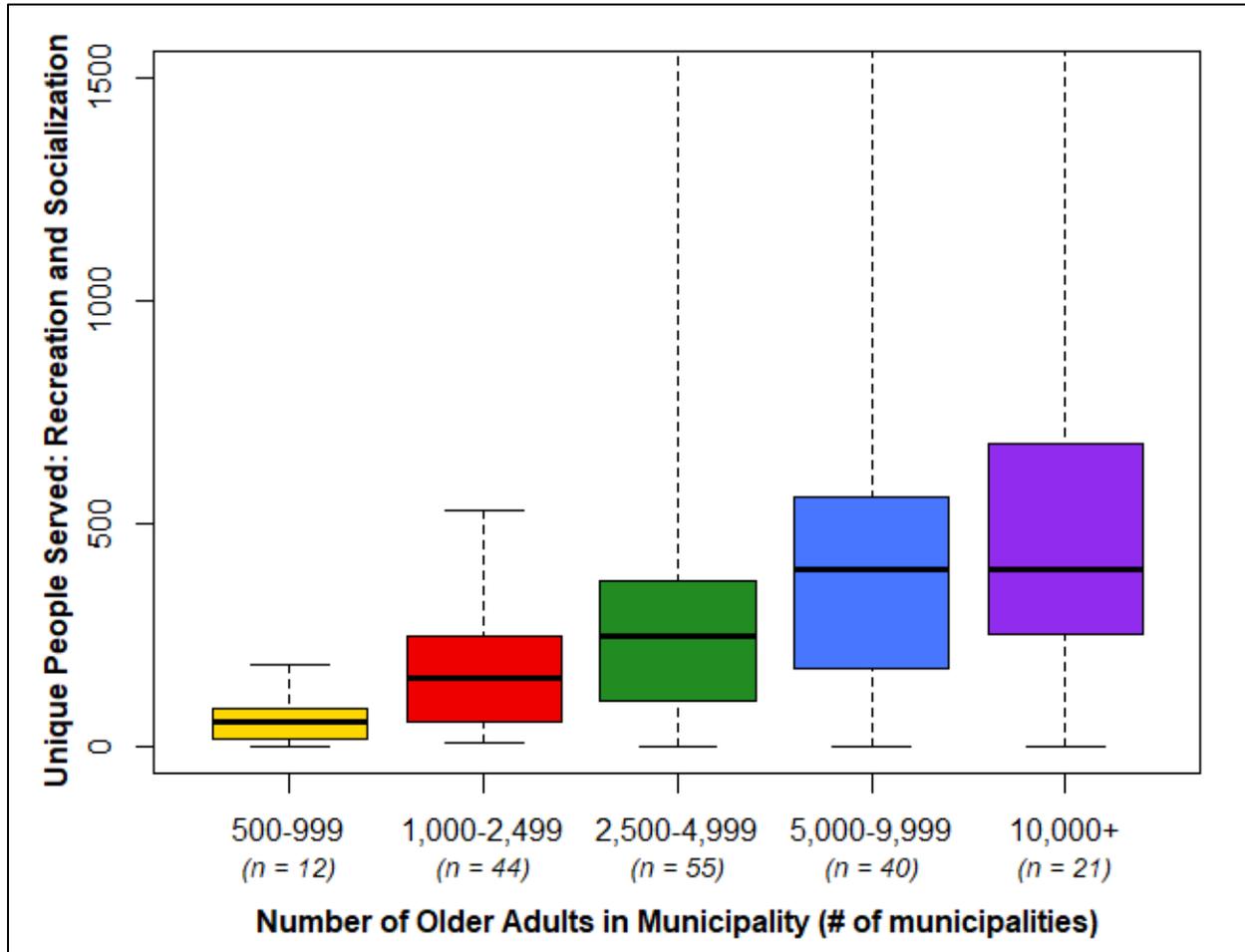
Figure 23. Total recreation and socialization services provided, by municipality size



Notes. This figure excludes COAs that reported providing zero service units. The maximum value for COAs in municipalities with more than 10,000 older adults was 47,099 units, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 39,000 units, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 37,021 units. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

Although COAs in municipalities with 10,000+ older adults provided many more units served than COAs in municipalities with between 5,000 – 9,999 older adults, COAs in the two types of municipalities served similar number of unique participants (Figure 24).

Figure 24. Total unique people participating in recreation activities, by municipality size

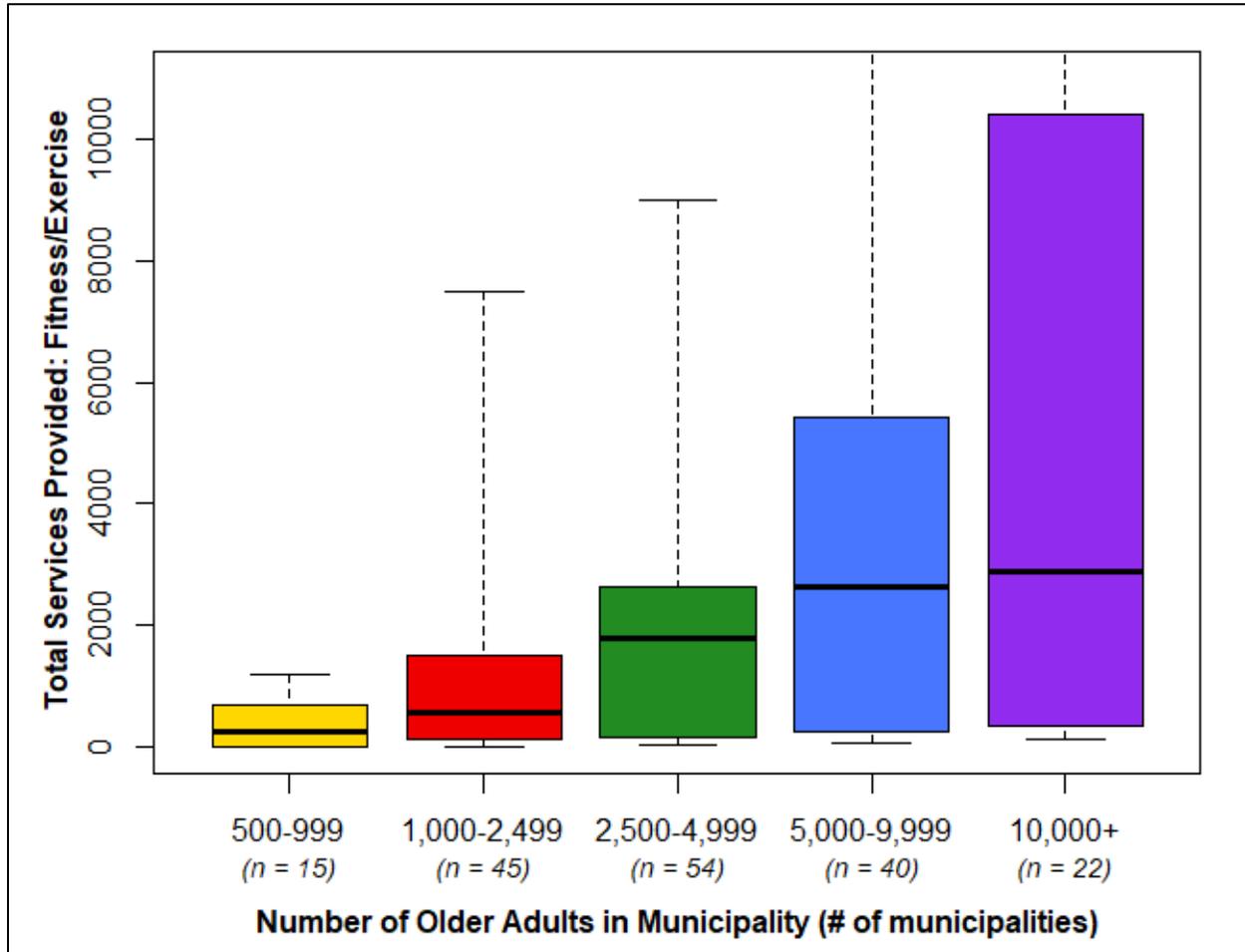


Notes. This figure excludes COAs that reported providing zero unique participants. The maximum value for COAs in municipalities with more than 10,000 older adults was 29,000 unique participants, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 3,000 unique participants, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 5,200 unique participants. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

D. Fitness/Exercise

The median number of fitness/exercise units consistently increased with municipality size, from 250 for COAs in the smallest municipalities to almost 2,900 for COAs in the largest municipalities. In the largest municipalities (10,000+ older adults), there was substantial variation in the number of fitness/exercise units that COAs provided, with the 25th percentile at 389 units and the 75th percentile at 9,758 units (Figure 25).

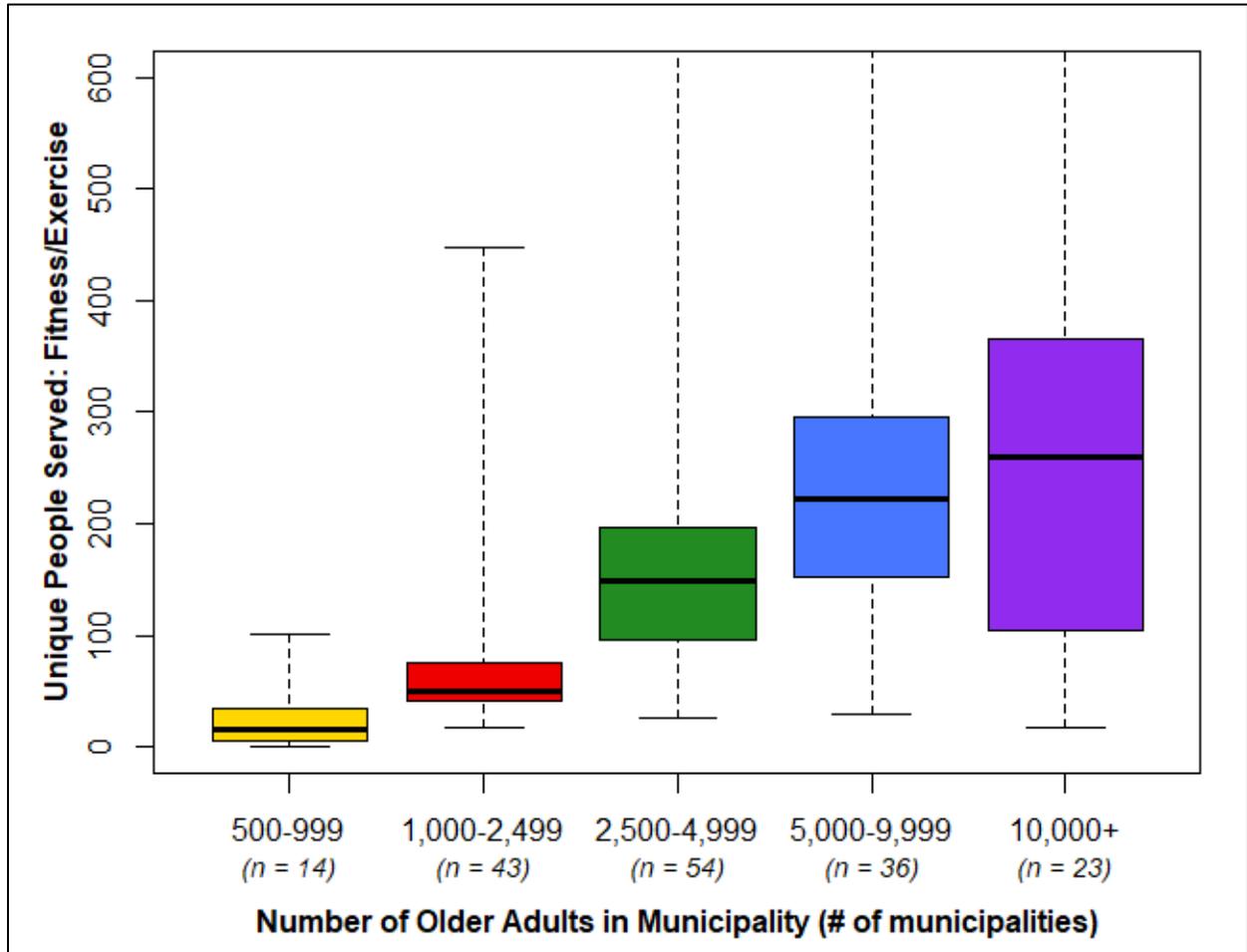
Figure 25. Total fitness and exercise services provided, by size of municipality



Notes. This figure excludes COAs that reported providing zero service units. The maximum value for COAs in municipalities with more than 10,000 older adults was 72,679 units and the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 12,120 units. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

The median number of unique older adults participating in fitness/exercise activities consistently increased with municipality size, from 16 in the smallest municipalities to 260 in the largest (Figure 26).

Figure 26. Total unique people participating in fitness/exercise activities, by municipality size

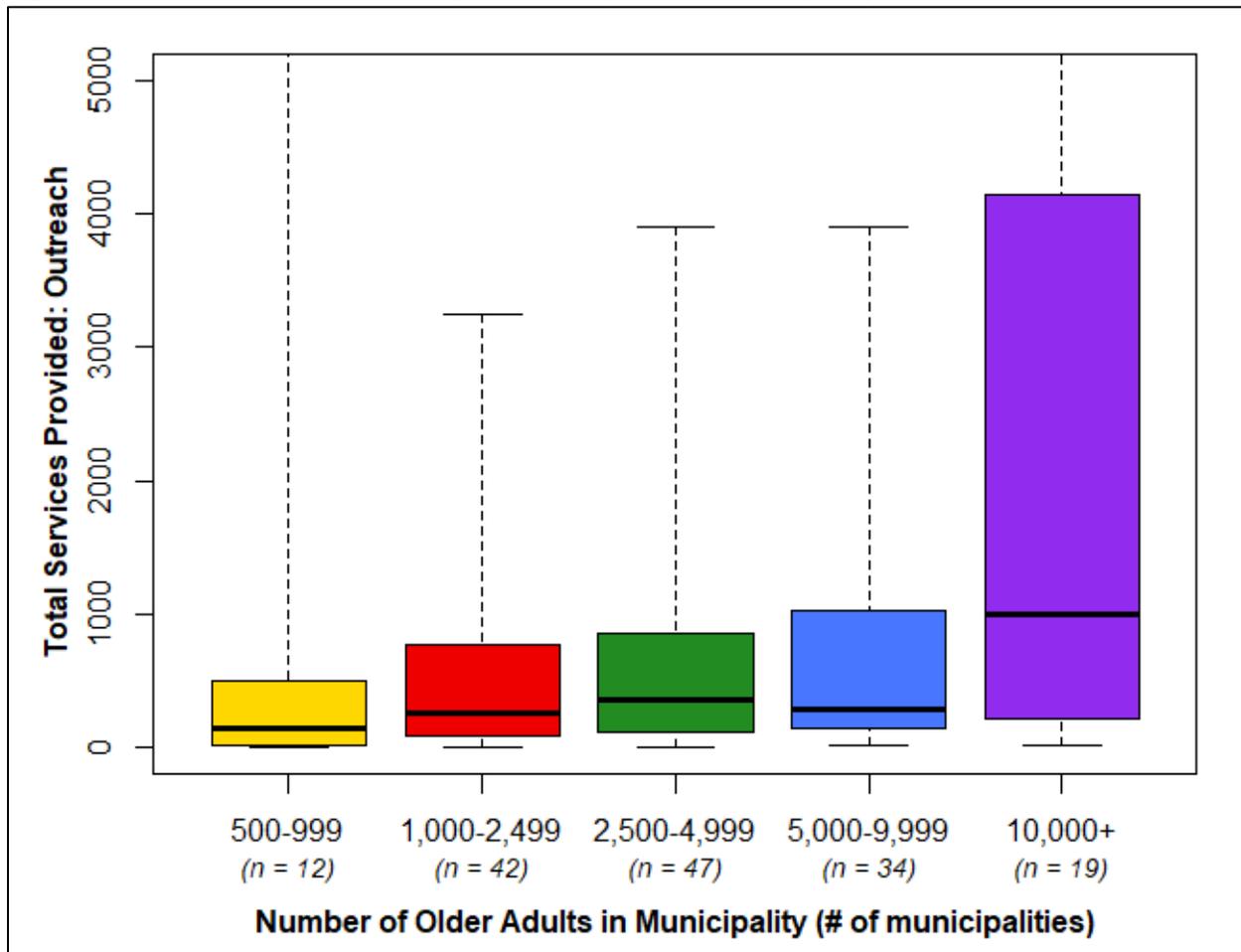


Notes. This figure excludes COAs that reported providing zero unique participants. The maximum value for COAs in municipalities with more than 10,000 older adults was 7,890 unique participants, the maximum value for COAs in municipalities with between 5,000 and 9,999 older adults was 3,000 unique participants, and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 2,500 unique participants. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

E. Outreach

The median number of outreach services provided by COAs did not vary much by municipality size for COAs in towns with less than 10,000 older adults, ranging from median of 147 (COAs in municipalities with between 500-999 older adults) to 367 COAs in municipalities with between 2,500-4,999 older adults (Figure 27). In the largest municipalities (10,000+ older adults), there was substantial variation in the number of outreach units that COAs provided, with the 25th percentile at 218 and the 75th percentile at 4,147.

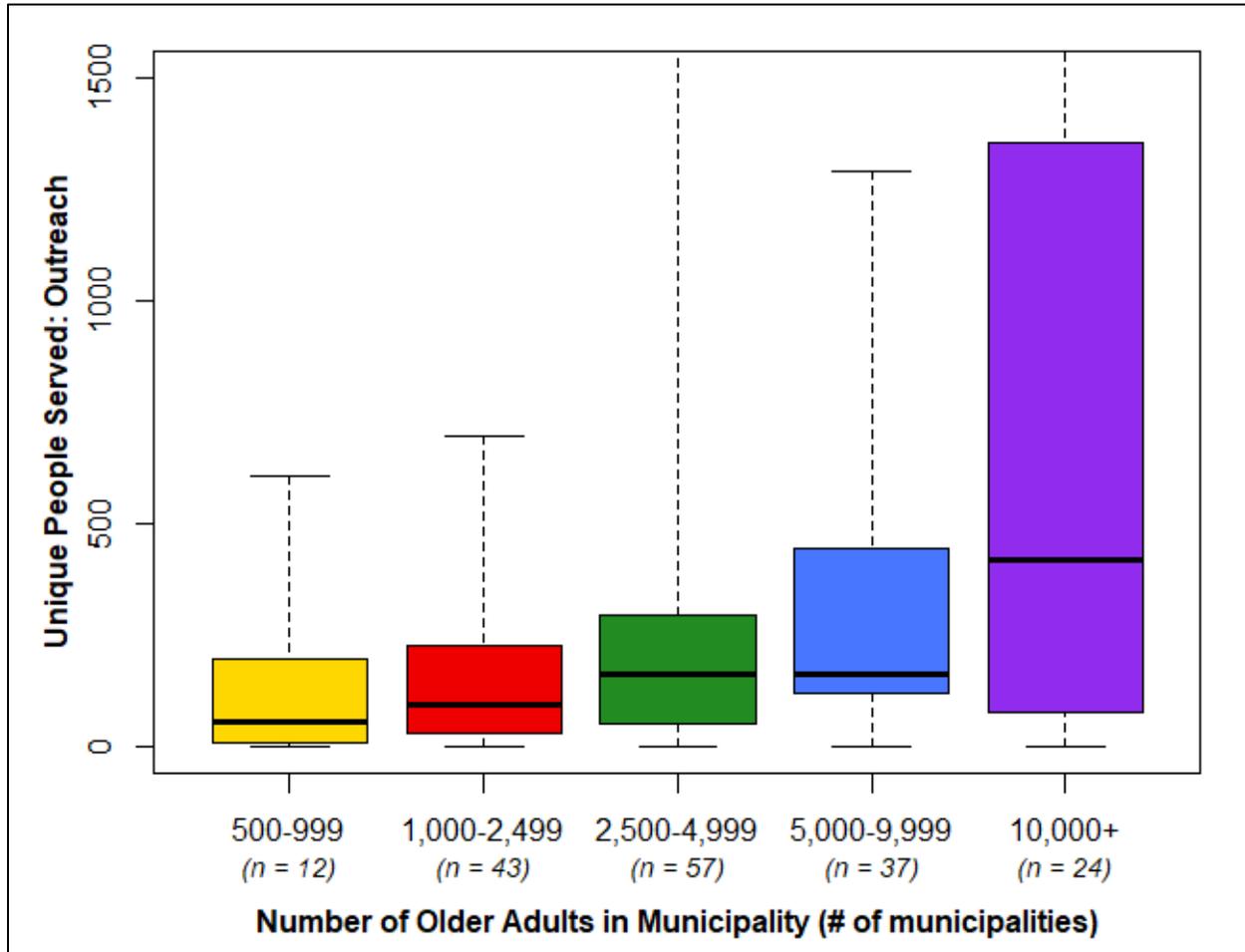
Figure 27. Total outreach services provided, by size of municipality



Notes. This figure excludes five COAs that reported providing zero service units. The maximum value for COAs in municipalities with more than 10,000 older adults was 146,308 units and the maximum value for COAs in municipalities with between 500 and 999 older adults was 7,296 units. This boxplot does not include Boston's COA (AgeStrong); see page 4 for an explanation.

In the largest municipalities (10,000+ older adults), there was substantial variation in the number of unique people that COAs contacted with outreach, with the 25th percentile at 175 unique people and the 75th percentile at 1,351 unique people (Figure 28).

Figure 28. Total unique people receiving outreach, by municipality size



Notes. This figure excludes COAs that reported providing zero unique participants. The maximum value for COAs in municipalities with more than 10,000 older adults was 50,351 unique participants and the maximum value for COAs in municipalities with between 2,500 and 4,999 older adults was 2,500 unique participants. This boxplot does not include Boston’s COA (AgeStrong); see page 4 for an explanation.

APPENDIX A: COAS IN MUNICIPALITIES WITH LESS THAN 500 OLDER ADULTS

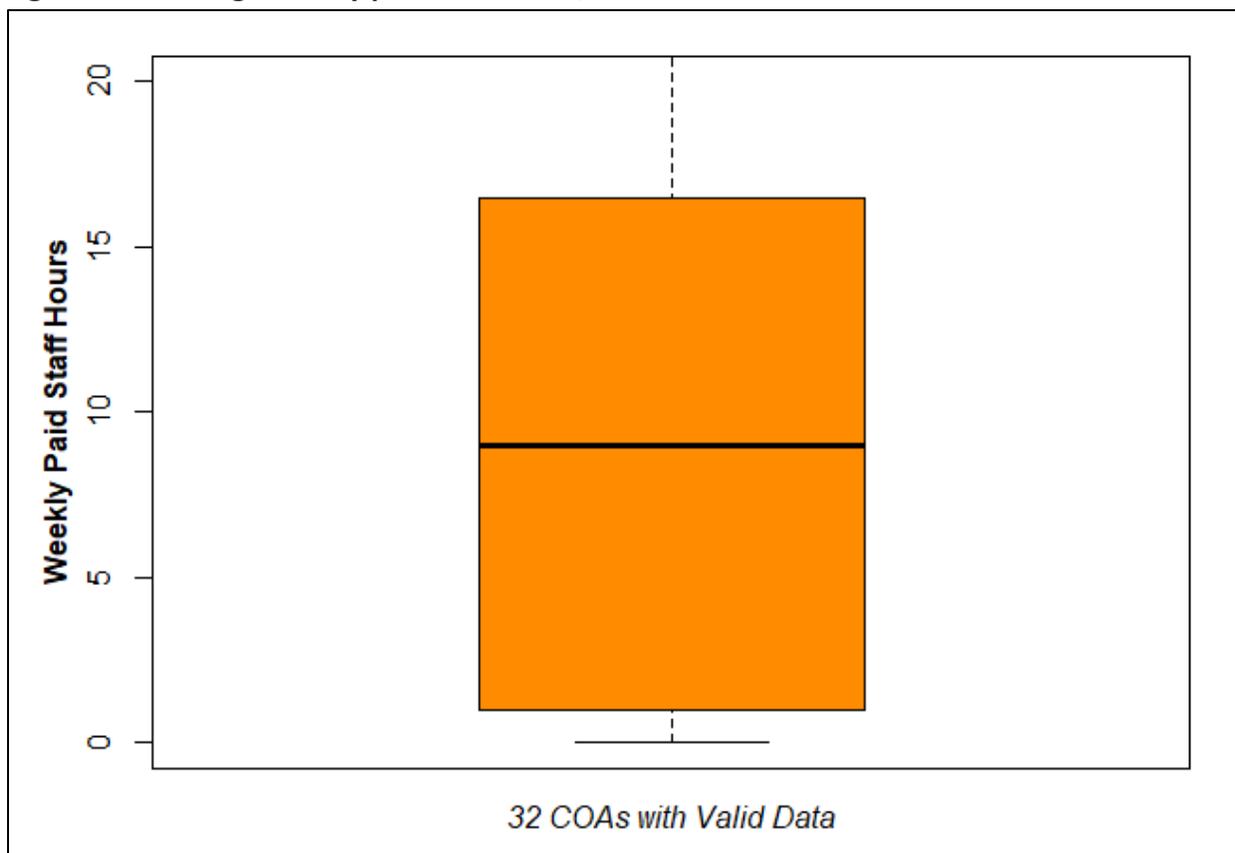
To minimize administrative burden, EOEА asked COAs in municipalities with less than 500 older adults to complete an abridged version of the online survey that requested:

- Contact Information
- Average weekly hours of paid staff service and annual hours for volunteers, SPTW individuals, and interns
- Revenues from municipalities, EOEА, and all other revenues
- Total units served across all services/activities and total unique participants across all services/activities

PERSONNEL

For these small COAs, the median weekly paid staff hours was 9 (see Figure A.1).

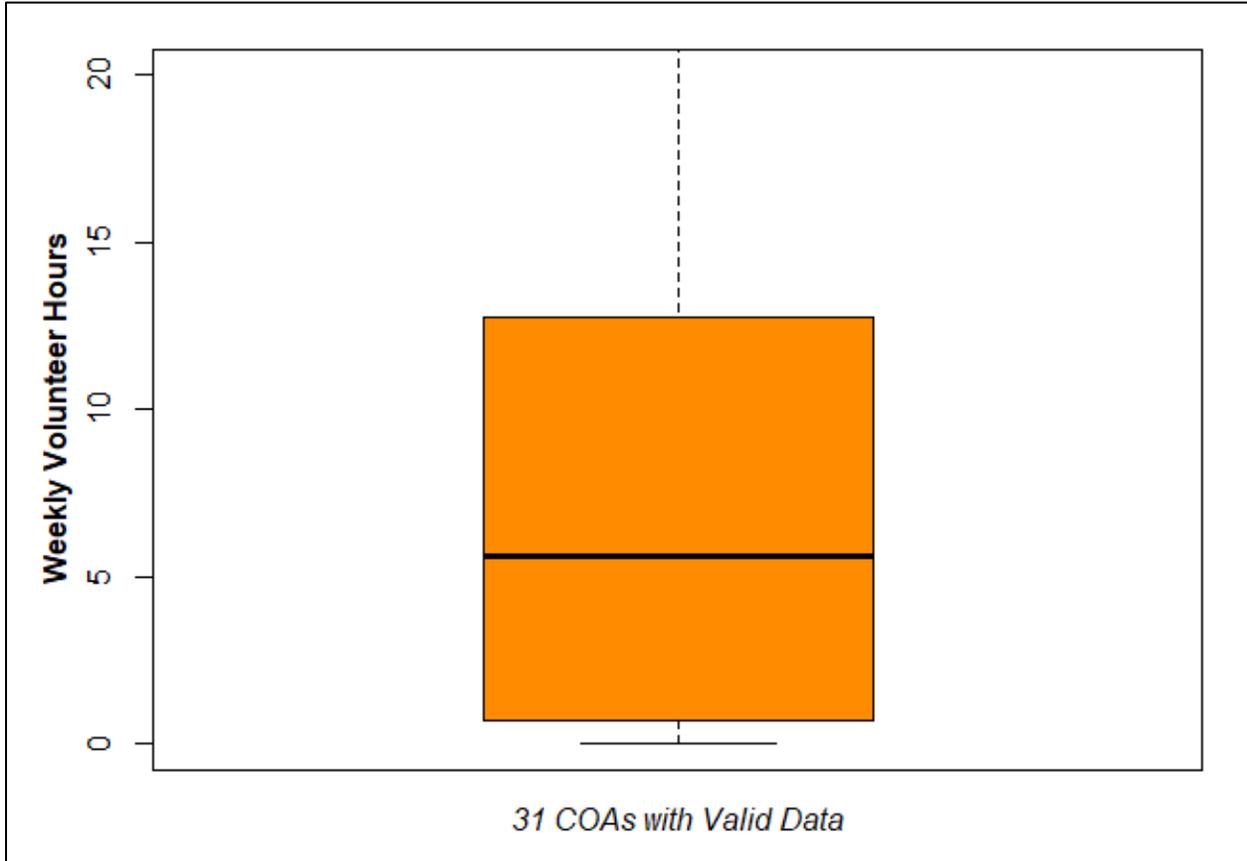
Figure A.1. Average weekly paid staff hours, COAs in towns with < 500 older adults



Notes. The maximum value for these COAs was 157 weekly hours.

The median weekly volunteer hours was 5.65, with 25% of COAs reporting more than 12.5 hours (see Figure A.2).

Figure A.2. Weekly volunteer hours, COAs in towns with < 500 older adults



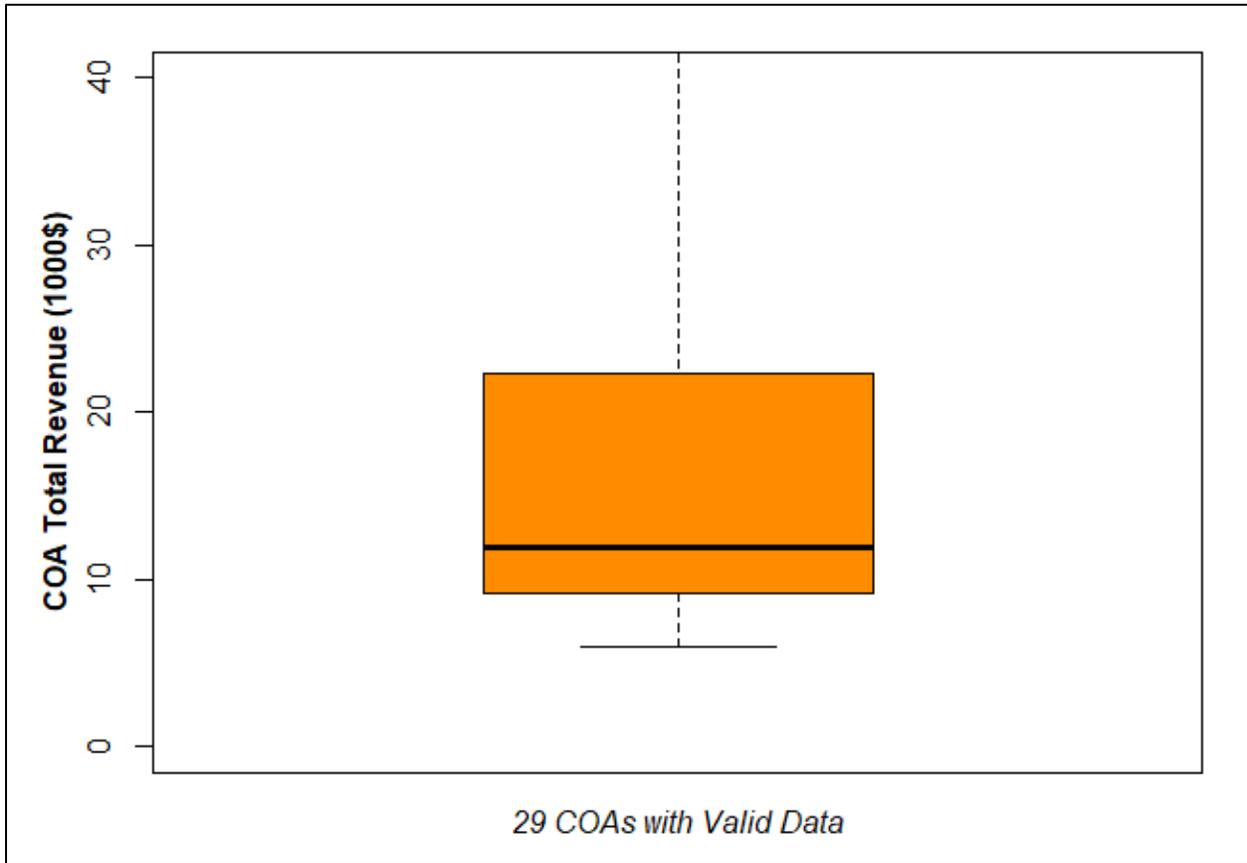
Notes. The maximum value for these COAs was 46 hours. COAs reported total annual hours; EOEa divided this number by 52 to calculate weekly hours.

Box plots are not presented for SPTW individuals and interns, as four COAs reported using SPTW individuals and two reported engaging interns.

REVENUES

The median total revenue for COAs in these small towns was \$11,950, and 75% of these COAs had total revenues of \$22,290 or less (Figure A.3).

Figure A.3. Total revenues, COAs in towns with < 500 older adults



Notes. The maximum value for these COAs was \$6,501,767. No other COA reported more than \$250,000 in total revenue.

Compared to COAs in larger municipalities, COAs in these smaller towns received a much larger percentage of revenue from EOEAs (median = 50%) and less from their municipal governments (median = 43%), see Figures A.4 and A.5.

Figure A.4. Municipal funding percentage of revenue, COAs in towns with < 500 older adults

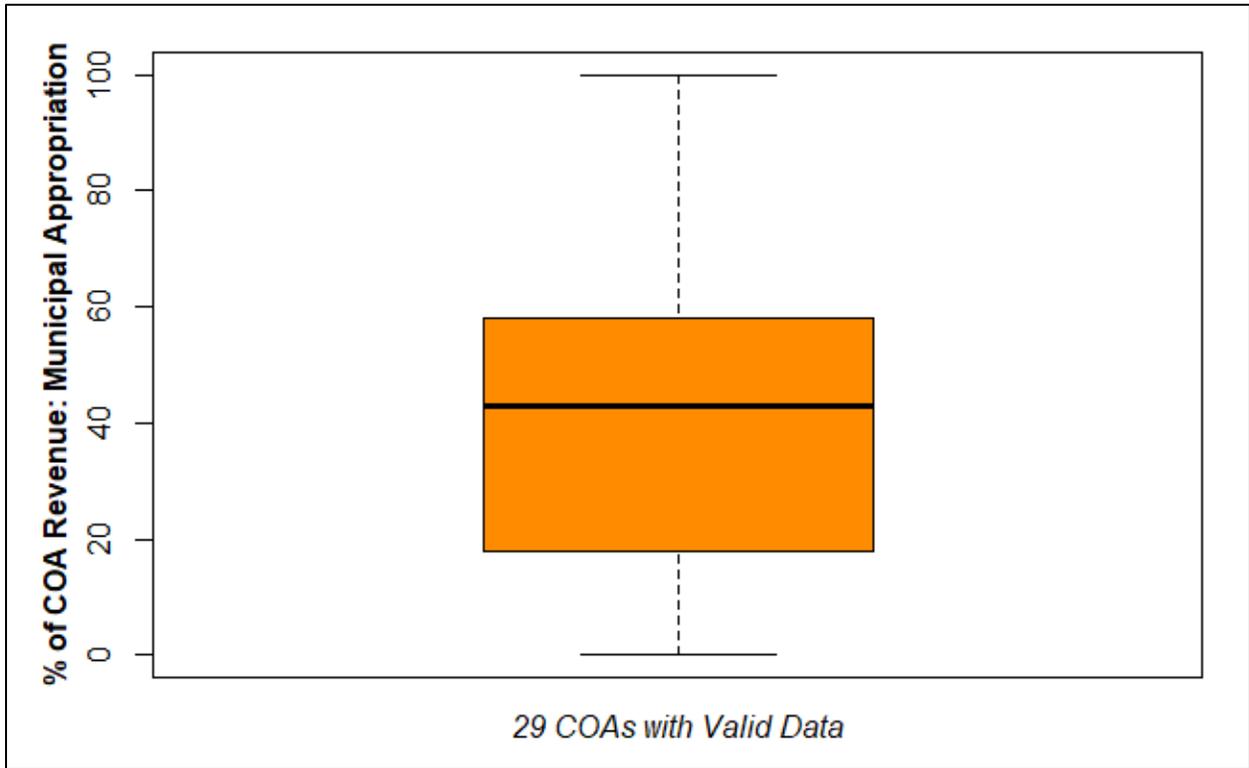
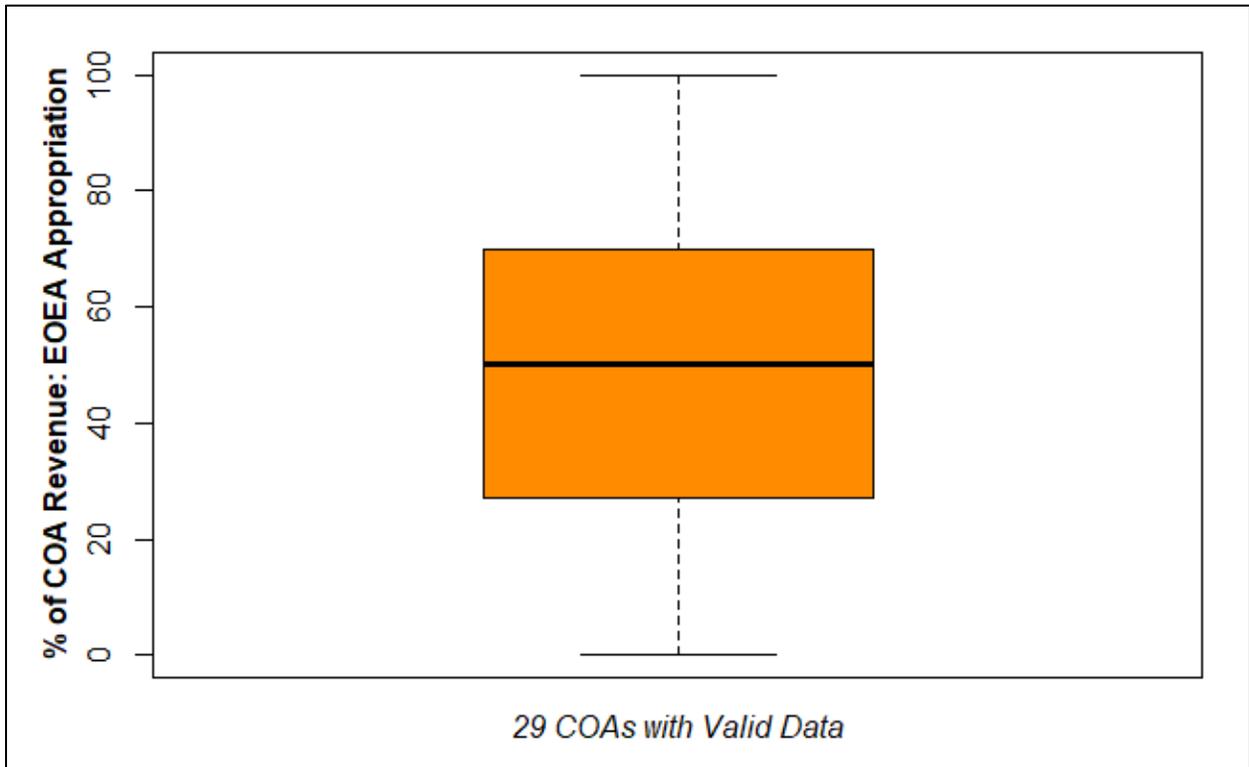


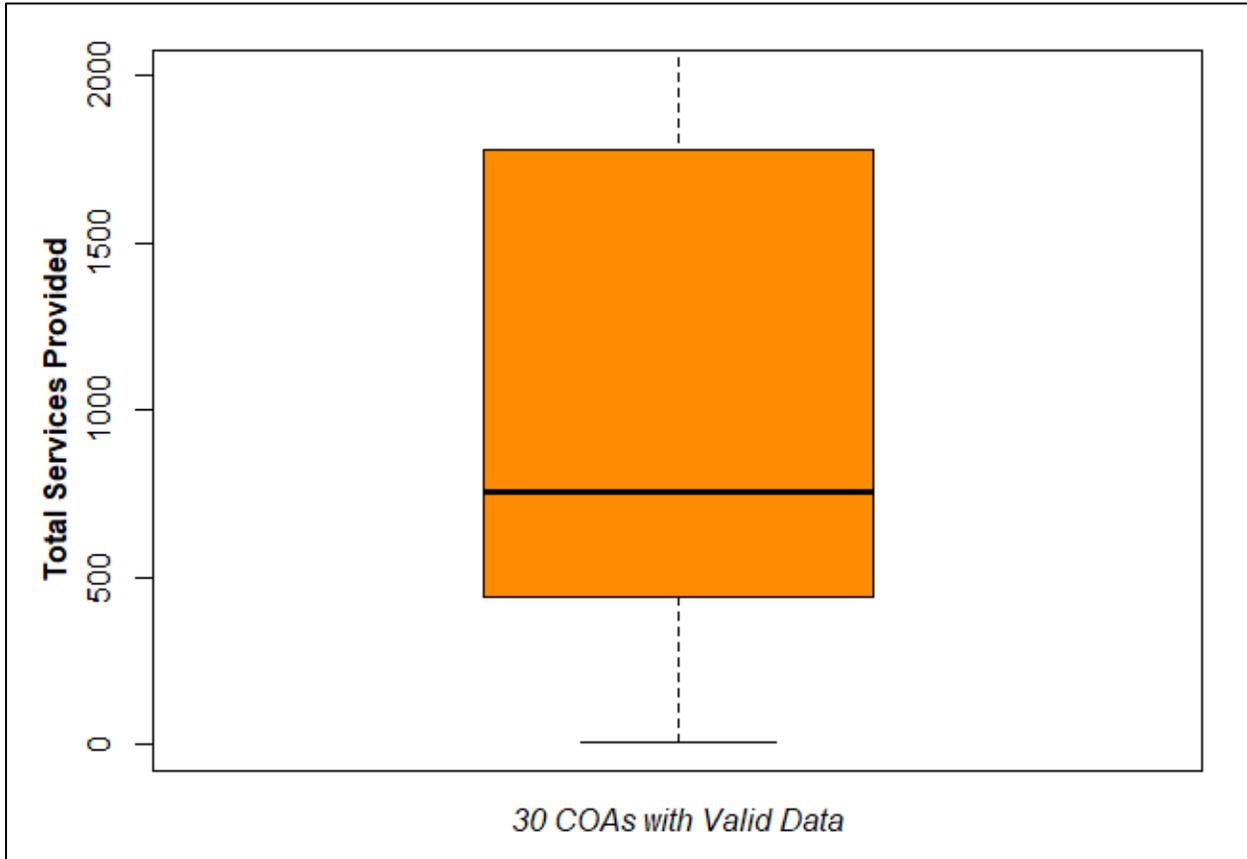
Figure A.5. EOEa appropriation percentage of revenue, COAs in towns with < 500 older adults



SERVICES AND ACTIVITIES

The median service units provided in FY22 was 760 (Figure A.6).

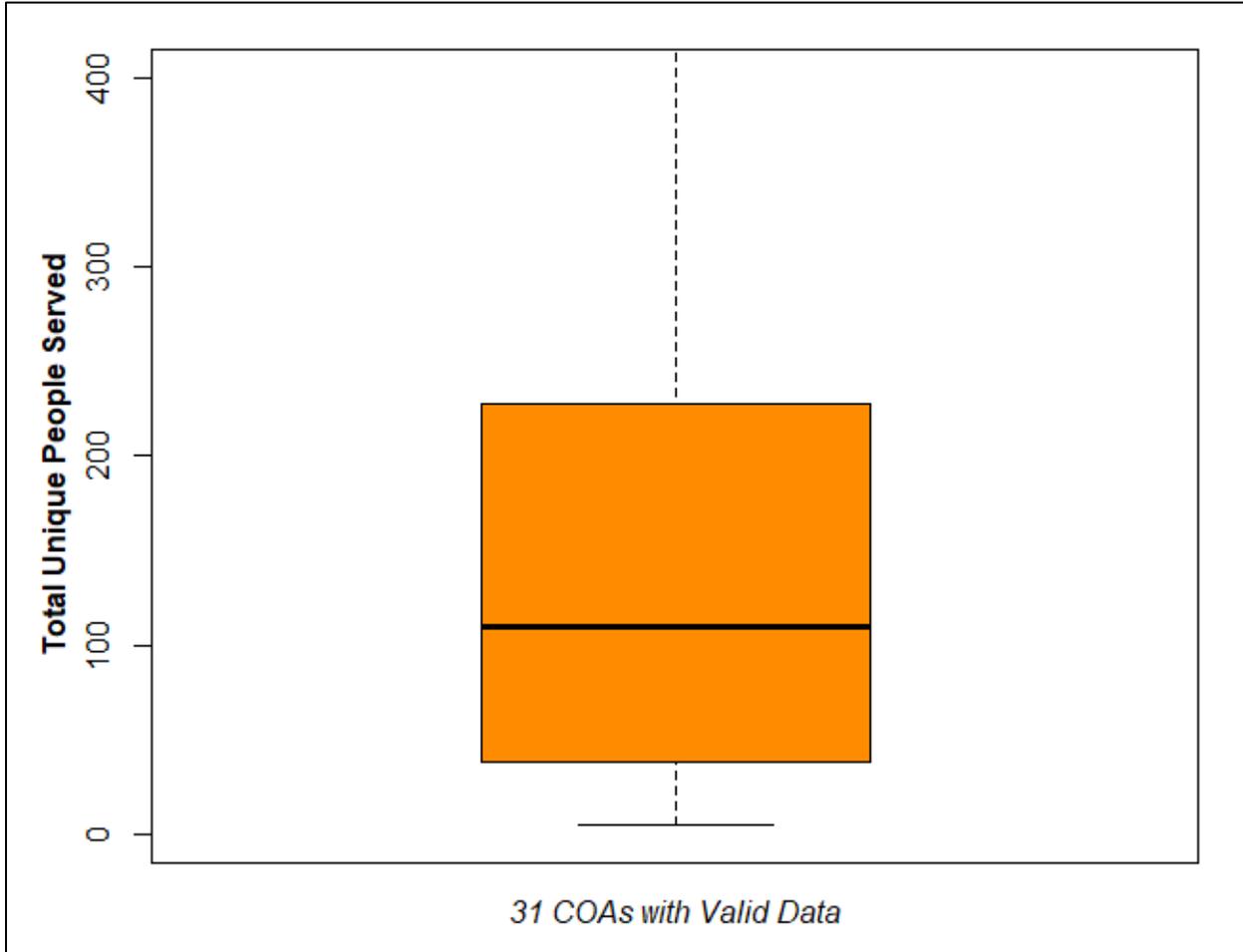
Figure A.6. Total services/activities provided, COAs in towns with < 500 older adults



Notes. The maximum value for these COAs was 7,409 service units.

Even though all of the hosting towns had fewer than 500 older adults, the median number of different people served by these small COAs was 110 (Figure A.7).¹⁰

Figure A.7. Total unique participants, COAs in towns with < 500 older adults



Notes. The maximum value for these COAs was 1,044 unique people served.

¹⁰ Two towns reported serving 1,000 or more older adults. This could be a reporting error or possibly collaboration with neighboring towns.

APPENDIX B: DATA COLLECTION AND VALIDATION

The data in this report were provided by Massachusetts COAs, sometimes through a database provider, and processed and analyzed by EOEa.

DATA COLLECTION

In early January 2023, EOEa emailed all COAs asking them to submit their annual report data by February 2023. The email noted that “in accordance with Mass. Gen. Laws ch. 40, § 8B, each Massachusetts council on aging (COA) shall submit an annual report to the Executive Office of Elder Affairs (EOEA).”

COAs could submit their annual report data either by (1) completing an online form that permitted their database provider to share the information with EOEa,¹¹ or (2) using an online survey developed by EOEa. EOEa asked the 40 COAs in towns with fewer than 500 older adults to provide less information (for more information, see Appendix A).¹²

Of the COAs in municipalities with 500 or more older adults, 147 completed EOEa’s online survey and 108 completed the form permitting the database provider to provide data to EOEa.¹³ Of the COAs in towns with fewer than 500 older adults, 32 COAs completed the online survey and none completed the database form. Roughly 77% of COAs in larger municipalities and 80% of COAs in small towns provided at least some data to EOEa.

DATA CLEANING

The database provider needed COAs to complete a workflow to create the data to be submitted to EOEa.¹⁴ Many COAs did not complete the workflow. Consequently, roughly half of COAs that chose the database option had missing revenue information and service/activity information. In addition, a few types of data collected in the online survey were not created by the database

¹¹ Roughly 75% of COAs use the same database provider.

¹² COAs in small towns often had low response rates to previous EOEa data requests. EOEa hoped that reducing the administrative burden would improve response rates.

¹³ Seventeen COAs completed both the survey and form. For these COAs, EOEa only used the online survey data because those data consistently appeared more complete.

¹⁴ The workflow required COAs to: (1) report their personnel and revenue, and (2) choose the relevant COA services/activities that fit into each EOEa service/category (for example, a COA might have an activity of *Yoga* that would need to be matched with the EOEa category of *Fitness/Exercise*).

workflow.¹⁵ Because some of the database provider's revenue categories were different from EOEAs survey revenue categories, data in some database provider revenue categories was changed to missing.¹⁶

While completing the online EOEAs survey for COAs in municipalities with 500 or more older adults, some COAs left some fields blank. EOEAs processed the data differently depending on the survey instructions. When entering personnel or revenues, the survey instructions told COAs to leave the fields blank when personnel numbers or revenue amounts were unknown.¹⁷ When respondents left fields for these categories blank, EOEAs classified the data as missing. In contrast, for services and activities, the survey instructions did not ask COAs to leave fields blank when unknown. A substantial fraction of COAs left both the services provided and unique people served fields blank for many activities.¹⁸ In these cases, EOEAs imputed 0s in because the agency believes the double blanks most likely resulted from COAs intending to indicate no services/activities. This imputation only affects the percentage of COAs that provided service/activity (Table 4).¹⁹

DATA VALIDATION

When a COA submitted inaccurate or inconsistent data, EOEAs converted the inconsistent data to missing.

EOEAs corrected the following revenue errors:

- When a COA reported total revenues of 0, EOEAs changed total revenues to missing because all COAs received at least some funds from EOEAs
- When a COA reported EOEAs appropriations of 0, EOEAs changed the EOEAs appropriation to missing because all COAs received at least some funds from EOEAs²⁰

¹⁵ The uncollected types of data were: number/hours for SPTW individuals, number/hours for interns, federal government funding, regional transportation authority funding, COA program fees, the number of duplicated/unduplicated people served with tax assistance activities, the number of duplicated/unduplicated people served with lifelong learning activities, the number of duplicated/unduplicated people served with day trips activities, and the number of duplicated/unduplicated people served with other benefits counseling activities.

¹⁶ Specifically, the database provider did not collect four categories of revenue: federal government funding, regional transportation authority funding, COA program fees, and COA Friends donations. Presumably any revenue from these categories was included in the database provider's *other donations* and *other funds* categories. As these categories encompass different revenues for the EOEAs survey and the database provider, EOEAs changed the provider data to missing for these two categories.

¹⁷ EOEAs has deleted this request for the FY23 survey, as we believe that many respondents actually meant to indicate no personnel or revenues in a category by leaving blank.

¹⁸ Depending on the activity, between 23% - 49% of COAs left both fields blank.

¹⁹ If EOEAs did not impute zeros and respondents meant to indicate zeros, the reported statistics in Table 4 would overestimate the percentage of COAs providing the service/activity because COAs that mean to indicate 0 would be classified as missing and thus excluded from the denominator.

²⁰ Underreporting the EOEAs appropriation means that EOEAs cannot accurately calculate the percentage revenue in each category. Accordingly, all other revenue categories were also set to missing.

EOEA corrected the following inconsistencies for activities/services:

- When a COA reported that the total services provided were greater than 0 but the total unique participants was 0, EOEA changed the total unique participants to missing
- When a COA reported that the total unique participants was greater than 0 but the total services provided were 0, EOEA changed the number of services provided to missing
- When a COA reported the total number of unique participants was greater than the number of services provided, EOEA changed both fields to missing

Review

EOEA submitted a draft version of this report to all COAs and MCOA for review. That process identified two data-entry errors: one COA reported 205 paid staff and one COA reported 6,489 volunteers. After confirming that these were errors, EOEA changed these values to missing.

COAs also requested minor additions (such as noting that this is EOEA's first published COA report).

APPENDIX C: OLDER ADULT POPULATION, BY MUNICIPALITY

Municipality	Older Adults Population (age > 60)
Boston	115768
Worcester	39950
Springfield	30561
Quincy	24359
Newton	22789
New Bedford	22647
Brockton	21961
Fall River	21754
Lowell	20905
Lynn	19544
Plymouth	19305
Cambridge	18915
Barnstable	17316
Peabody	17279
Framingham	16062
Haverhill	15421
Weymouth	14992
Chicopee	14845
Lawrence	14184
Falmouth	14025
Taunton	13982
Methuen	13241
Brookline	13222
Waltham	13006
Medford	12766
Malden	12735
Pittsfield	12672
Revere	12364
Attleboro	11039
Arlington	11035
Somerville	10981
Beverly	10909
Yarmouth	10668
Westfield	10657
Salem	10517
Leominster	10464

Gloucester	10270
Woburn	10204
Billerica	10115
Braintree	9847
Chelmsford	9814
Dartmouth	9793
Holyoke	9318
Marlborough	9315
Natick	9216
Lexington	9008
Tewksbury	8973
Fitchburg	8820
Randolph	8710
Agawam	8707
Shrewsbury	8639
Northampton	8506
Andover	8482
Danvers	8413
Watertown	8379
Norwood	8303
Saugus	8130
Needham	8079
Everett	7921
Stoughton	7898
Dracut	7825
Wareham	7787
Marshfield	7694
Franklin	7350
Bourne	7331
West Springfield	7308
Dennis	7274
Hingham	7113
Melrose	7112
North Andover	7102
Wakefield	7090
Dedham	7017
Milford	6972
North Attleborough	6944
Milton	6888
Middleborough	6867
Burlington	6805
Sandwich	6783
Reading	6669

Stoneham	6620
Canton	6521
Walpole	6416
Marblehead	6393
Mashpee	6380
Wellesley	6280
Belmont	6229
Ludlow	6224
Harwich	6072
Bridgewater	6058
Easton	6037
Newburyport	5999
Scituate	5903
Chelsea	5884
Westport	5621
Concord	5620
Wilmington	5601
Gardner	5571
Somerset	5569
Acton	5419
Winchester	5398
Westford	5389
Winthrop	5362
Amherst	5351
Hudson	5340
Greenfield	5329
Fairhaven	5312
Swansea	5155
South Hadley	5110
East Longmeadow	5097
Holden	5035
Brewster	4872
Webster	4834
Ipswich	4789
Easthampton	4778
Mansfield	4771
Rockland	4715
Auburn	4713
Duxbury	4701
Longmeadow	4660
Foxborough	4651
Amesbury	4611
Norton	4601

Sharon	4564
Pembroke	4520
Wilbraham	4504
Westborough	4456
Ashland	4432
Sudbury	4432
Swampscott	4320
Seekonk	4281
Westwood	4232
Grafton	4135
Belchertown	4125
Abington	4099
Raynham	4069
Bellingham	4067
Northbridge	4066
Bedford	3993
Southbridge	3981
Wayland	3905
Hull	3891
North Reading	3863
Northborough	3819
Holliston	3777
Millbury	3776
North Adams	3713
East Bridgewater	3630
Uxbridge	3629
Chatham	3622
Hanover	3609
Kingston	3577
Carver	3530
Orleans	3525
Lynnfield	3502
Hopkinton	3476
Clinton	3453
Palmer	3446
Oxford	3419
Rehoboth	3419
Whitman	3406
Charlton	3381
Spencer	3352
Athol	3281
Wrentham	3276
Rockport	3223

Nantucket	3191
Salisbury	3181
Weston	3165
Lunenburg	3120
Pepperell	3054
Lakeville	3039
Tyngsborough	3029
Acushnet	3013
Medway	2997
Eastham	2941
Leicester	2883
Southwick	2824
Hanson	2823
Medfield	2804
Holbrook	2771
Ware	2750
Norfolk	2695
Maynard	2671
Groton	2654
Dudley	2624
Norwell	2599
Great Barrington	2597
Sturbridge	2591
Middleton	2583
Plainville	2555
Littleton	2522
Winchendon	2503
Montague	2496
Mattapoisett	2474
Freetown	2470
Monson	2467
Adams	2442
West Boylston	2420
Sterling	2375
Townsend	2361
Sutton	2333
Newbury	2314
Lenox	2297
Southborough	2263
Millis	2262
Blackstone	2254
Lincoln	2242
Orange	2191

Westminster	2163
Cohasset	2158
Williamstown	2148
Lee	2134
Georgetown	2132
Halifax	2115
West Bridgewater	2084
Templeton	2079
Boxford	2069
Ayer	2059
Dalton	2018
Topsfield	2018
Douglas	1958
Lancaster	1947
Stow	1937
Harvard	1922
Groveland	1919
Southampton	1915
Merrimac	1909
Rutland	1905
Hamilton	1902
Dighton	1835
Rowley	1831
Marion	1822
Upton	1806
Oak Bluffs	1803
Hampden	1789
Shirley	1788
Manchester-by-the-Sea	1777
Hadley	1765
Granby	1757
Wellfleet	1748
Edgartown	1731
Provincetown	1671
Deerfield	1639
Ashburnham	1628
Tisbury	1615
Carlisle	1586
Rochester	1570
Hopedale	1471
Mendon	1450
Dover	1447
Berkley	1445

Nahant	1422
Barre	1411
West Brookfield	1382
West Newbury	1361
Boylston	1334
Boxborough	1307
Bolton	1295
West Tisbury	1286
North Brookfield	1267
Paxton	1261
Warren	1257
Hatfield	1237
Avon	1219
Hubbardston	1218
Truro	1217
Brimfield	1203
Sheffield	1197
Princeton	1148
Cheshire	1109
Sherborn	1035
Brookfield	1032
Wenham	1013
Essex	1000
Stockbridge	991
Northfield	969
Berlin	957
Lanesborough	948
Williamsburg	921
Ashby	869
Sunderland	844
Plympton	842
Shelburne	812
Hardwick	811
Holland	755
Dunstable	747
Bernardston	743
Becket	711
Ashfield	708
Leverett	708
Hinsdale	695
Otis	685
Buckland	672
Conway	660

Millville	653
Richmond	639
New Marlborough	610
Egremont	603
East Brookfield	592
Huntington	582
Westhampton	578
Oakham	571
Shutesbury	571
Chilmark	551
Wales	545
Whately	544
Worthington	542
West Stockbridge	538
Colrain	536
Gill	526
Clarksburg	519
Pelham	478
Erving	465
Monterey	462
Phillipston	456
Royalston	439
Blandford	429
Granville	429
Russell	427
Petersham	426
Charlemont	421
Sandisfield	402
Chester	400
Chesterfield	393
New Salem	366
Goshen	354
Wendell	347
Cummington	312
Windsor	302
Leyden	299
Warwick	289
Hancock	285
New Braintree	284
Plainfield	267
Montgomery	266
Heath	253
Alford	252

Peru	247
Savoy	227
Florida	221
Washington	221
Tyringham	204
Tolland	190
Aquinnah	169
Middlefield	166
Rowe	166
Hawley	161
New Ashford	86
Mount Washington	69
Monroe	40
Gosnold	33

Source. 2020 Decennial United States Census Survey's Demographic and Housing Characteristics file; prepared by: Center for Social & Demographic Research on Aging University of Massachusetts Boston.

Notes. Monroe does not have a council on aging.