

Town of Chatham Community Resilience Building Workshop Summary of Findings Final Report June, 2019



Prepared by Applied Coastal Research and Engineering For the Town of Chatham, MA

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This report summarizes efforts by the Town of Chatham to prepare for the future and build resiliency towards a changing climate. As a coastal community, the Town of Chatham and its residents have a high awareness of the need for addressing vulnerabilities and risks associated with natural hazards and climate change. With an apparent ever-shifting Chatham shoreline, exemplified by recent new inlet formations, it is important for the Town to undertake proper steps to plan for vulnerabilities and increase coastal resiliency. Participation in the Massachusetts Municipal Vulnerability Preparedness (MVP) Program is the latest example of an undertaking the Town has made to plan for natural hazards, coastal and community resiliency, and climate change.

In 2017, the Commonwealth announced the MVP Planning Grant Program. The MVP Program is designed to provide support to cities and towns to complete community-based climate change vulnerability assessments, increase community awareness and by-in of these issues, and develop action-oriented resiliency plans. The program provides funding for communities to run Community Resiliency Building (CRB) workshops with local stakeholders. Municipalities who complete this process and develop a final report will be designated as an "MVP Community," which leads to increased standing in other state grant programs, including additional MVP Action grants.

This *Summary of Findings* report presents the results of the CRB workshop held on Chatham on May 1, 2019.

Community Resilience Building Workshop

A core team of key internal stakeholders was initially created to plan and establish goals for the MVP process. These individuals, along with Applied Coastal Research and Engineering (Applied Coastal) identified twenty-seven participants with a variety of experience and perspectives to attend the CRB workshop. Participants backgrounds ranged from local neighborhood associations, conservation groups, historical and cultural resource organizations, small businesses, and members of town departments/committees.

The Workshop's stated goals were to accomplish the following:

- 1. Develop a mutual understanding and respect around natural hazard risks, vulnerabilities, and resilience options in Chatham using a consensus building process.
- 2. Define top hazards faced by the Chatham community.
- 3. Identify <u>vulnerabilities</u> and <u>strengths</u> with regards to Climate Change in Chatham.
- 4. Develop risk profiles for Chatham's assets including infrastructure, society (social environment), natural environment, economy and historic assets.
- 5. Develop actions that reduce vulnerabilities and reinforce strengths for the community.

6. Document the top priority actions to reduce the impact of hazards and increase resilience in the community.

The workshop combined group interactions between all participants, in addition to small, breakout discussion groups. Before starting the small team breakout sessions, participants listened to a presentation about other related municipal initiatives currently underway, the types of hazards that can threaten the community, and the impacts that climate change is expected to have on those hazards. Following this presentation, participants were directed to three separate "small team" tables, of roughly 10 persons. Each group was intentionally comprised of individuals with different roles, responsibilities, and expertise to foster an exchange of ideas and opinions. The variety of experiences between participants promoted unique discussions for each group. Each small team, participants engaged in dialogue to identify the top hazards faced by Chatham, the key strengths and vulnerabilities associated with the top hazards listed. Following the small group discussions, all groups convened in a larger discussion to share their respective ideas.

Community Resilience Building – Risk Matrix Exercise

Features

To begin, each small group completed the CRB matrices for infrastructural, environmental, and societal features of Chatham. Features were identified as specific locations or general systems that are relevant in the context of resiliency. These features were categorized as strengths, vulnerabilities, or both. Discussion groups had some unique responses, however, there were many common themes allowing further grouping and prioritizing later in the meeting. Features of the discussion are listed below for each team:

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Category	Feature	Discussion
	Infrastructura	ıl
Beaches and Coastline	Southside Beaches	 Low-lying and prone to flooding/erosion Loss of recreational value Few properties (mostly recreational)
	Shifting Barrier Islands	 Shifting navigational channel Wave exposure through breaks Increased storm surge
	Little Beach	 Low-lying properties and roadways, prone to flooding
Energy and Communication	Electrical Infrastructure	• Flooding of electrical systems could be problematic
	Substations	 Capacity issue, cannot meet demand Need to consider upgrading
	Cell Towers	Dependence on them

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	Natural Gas Supply	Moratorium Issued
Tourism	Fish Pier and Commercial Fishermen	 Prone to flooding Needs improvements to safely support the public while properly servicing the commercial fishing industry
	Downtown Infrastructure	All service industry is downtown
Transportation	Low-lying Roads	 Can isolate sections of town during storm events (e.g., Morris Island)
	Airport	 Important to maintain for local and regional response, search and rescue, and supplies in an emergency
	Navigational Channels	 Permitting issues as permits only allow for a short time window to dredge Shifting shoals create ambiguity in terms of dredging location
	Marinas and Other Marine Related Infrastructure	 Town is spending millions on public waterfront infrastructure Designed to be resilient to sea level rise of intermediate projections
Water Supply and Wastewater	Fresh Water Wells	 Locations of water tower and wells are in high elevation locations Wells have their own generator Water use/demand very high in summer Need for additional wells in the future
	Treatment Plants and Effluent Water Quality	 Town is implementing its comprehensive plan to sewer throughout the Town Phasing of installation based on priorities for water bodies most vulnerable to nitrogen loading
	Septic	 Most properties have septic tanks (85%) Sea level rise impacts to septic

systems may modify priorities of sewer locations

	Environment	tal
Beaches	Barrier Beaches	 Offer protection as a buffer from storm waves and surge Even with sea level rise of 3 feet, some form of the barrier beaches are expected to remain in tact
	Recreation	 South-side beaches are popular for tourists in the summer Important for town-wide economic viability & revenue generation
	Nourishment	 Dredged sand from navigation channels available for nourishment
Fishing	Shellfish	 Need to look at if/how ocean acidification might affect shellfish Groundfish stocks changing due to warming ocean waters
Terrestrial Resources	Conservation Land	 Chatham has considerable conservation land with over 1,000 acres Need to maintain
	Sylvan Garden	 Important green space for the town
Water Bodies	Pleasant Bay	 Important to keep clean as it is important provider of recreation, tourism, and shellfishing
	Marshes	 Storm protection capabilities when inundated
	Muddy Creek	 Provides wetland buffer, mitigation for nutrient loadings, and resource area
	Mosquito Control	 Increased breeding habitat with increased water levels

	Pollution/Fuel (Marine)	Containment of fuel depots during storms
	Societal and Cult	tural
Communities	Pleasant Bay Alliance	 Steady agenda with watershed coordination of the towns Continue to seek grants. Current grant effort seeks funding for salt marsh study to preserve function under sea level rise scenarios
Housing	Seasonal	 Many residents renting in the off- season are unable to find affordable housing in the summer and must camp for the summer
	Affordable Housing	 Not much affordable housing available year-round Potential for accessory unit expansion in Town
Populations	Young Families	 Young families are moving out Chatham 365 program is dealing with the issue
	Elderly/Retired	 Active senior center to expand services Variety of private elderly housing options within Town
	Seasonal Workers	Difficult to find staff with expensive housing
	Winter Population	Less resources necessary to cover fewer people
School Enrollment	Cape Tech, Monomoy Regional	 Tough maintaining sufficient enrollment to fill programs with the loss of young families

*Appendix XX includes photos of the matrices completed by each team.

Top Hazards

Discussions regarding the top hazards faced by Chatham showed a large degree of agreement

between different teams. Participants identified a range of hazards, including flooding, high winds, sea level rise, coastal storms, barrier island movement, inlet formation extreme high temperatures, extreme low temperatures, drought, and wildfire. Human-related "hazards" such as pollution and overdevelopment were also noted. Ultimately, each small team arrived at four to five top hazards as follows.

As many of the top hazards were common between small teams and similar in character, the list of top-priority hazards identified in the workshop can be condensed to the following:

- Coastal Flooding
- Erosion
- Shifting Shoals
- Sea Level Rise

The specific concerns related to the top hazards are laid out in Table 1:

Concern	Feature of Concern
Shoreline Management and Resiliency	 Little Beach Barrier Islands South Side Beaches Pleasant Bay Cedar Swamp
Access to Water and Navigation	 Shifting Shoals Dredging Public Beaches Marinas
Housing and Sustaining Populations	 Seasonal Workers Young Families School Enrollment Elderly Population Affordable Housing
Flooding and Sea Level Rise	 Low Roads/Neighborhoods Pleasant Bay Fish Pier Water Supply Morris Island Wastewater Treatment

Table 2 Top Concerns Related to Hazards

Once the features and top hazards of Chatham were discussed, workshop participants then categorized each one as a strength or vulnerability, in addition to assigning a priority (i.e., high, medium, or low). These include features that are vulnerable to climate hazards, those that are strengths with regards to community resilience, and those features that are both vulnerabilities and strengths.

Infrastructure

Elevation (S)

Most of Chatham's residential areas were built in elevated parts of town, the natural elevation ensures that most properties are protected from flooding events (nor'easters and hurricanes). Homes built at a lower elevation may need to be raised, an action discussed in the next section. Other important infrastructure (municipal, private, public utilities) were also built at elevations above the floodplain, including wastewater treatment plants and most of the town's wells.

Zoning (V)

Some groups discussed their opinion on current zoning regulations. Groups were mostly in agreement that homeowners should be allowed to raise their home, but limits on elevation which were put in place to protect the character and feel of the Town, are in question regarding the need to raise houses further above the flood plain. Current MassDEP Wetland Protection Act regulations prohibit coastal engineering structures (e.g. revetments) to protect homes from erosion built after 1978. It is anticipated that most properties eligible for revetments will choose to harden their shoreline in lieu of other more natural "soft" alternatives which may exacerbate erosion issues elsewhere and result in a net loss of wetland resources. These were important considerations when discussing limitations of personal home protection.

Low-Lying Road (V)

Several important roads are low lying and flood during storm events. For example, Morris Island is only accessible from one low-lying road and can become isolated and inaccessible during high storm tides. Participants discussed the decision of whether it is appropriate to fund projects to raise non-major roads, the Town's ability to respond to emergencies during floods serviced by the low-lying roads, and if the length of time flooding occurs mitigate for the occurrence.

Wells & Water Supply (S)

The Town's seasonal population expands greatly during the summer and water usage and demand can outpace water supply. The Town's fresh water extraction wells and water towers are built at elevations well above the flood plain and have backup generators. Two additional wells are soon to become operational expanding the Town's ability to supply fresh water. Additional regulations on sprinkler systems have been implemented which should help control the future water demand at a rate the system can absorb.

Navigation Channels (V)

Navigation channels behind the barrier islands within Chatham Harbor are constantly shoaling and changing position due to the dynamic morphological movement of sediment as the harbor adjusts to evolving multi-inlet configurations. Dredging and maintaining these channels is difficult from a regulatory standpoint as the best location for a navigation channel rapidly shifts and moves and the regulatory process does not adjust at the same rate of change. Therefore, dredging within the Harbor requires adaptive management as the dredging is costly and technically challenging regarding availability and use of proper dredge equipment and dredged material disposal options. Choosing the most effective time for dredging is further complicated by fisheries Time of Year (TOY) work restrictions. Chatham will continue to investigate further adaptive management permitting strategies with regulatory agencies to allow flexible dredging and disposal methodologies.

Environmental

Coastal Resources Department (S)

Chatham's position of Coastal Resources Director employs is unique to most coastal towns. The appointment provides the town with a full-time position to evaluate and plan for coastal challenges and decisions faced by the Town and better manage coastal resources. Continued support of this position is important to keeping Chatham on-track with its resiliency goals.

Fish Pier (S/V)

The Chatham Fish Pier is the largest commercial fishing port on Cape Cod and is an important asset of the Town. The Fish Pier is also a major tourist attraction and the most-visited tourist destination in town. The building itself is low-lying and at risk of flooding during storms.

Maintaining and protecting the Fish Pier from future storm events will require significant costs from the Town.



Figure 1 Chatham Fish Pier during a northeast storm event.

South Side Beaches (S/V)

The south side beaches are important as they are a draw for summer tourists, help support a robust summer rental industry, and serve the Town as a buffer for storms with winds out of the southern quadrants. However, many of these beaches have sediment deficits and experience increased erosion rates requiring sustained nourishment. The erosion of south-side beach shorelines results in less tourism and resulting revenue generation for the town. Fortunately, neighboring navigation channels provide a source of sand for the beneficial use of dredged material to combat erosion along these shorelines. Chatham's Board of Selectmen has endorsed implementation of a beach nourishment program and supports routine funding for the program in the Town's budget as needed.

Pleasant Bay (S)

The 9,000-acre estuary of Pleasant Bay is a state-designated Area of Critical Environmental

Concern (ACEC) and represents a central asset to Chatham and the neighboring communities of Harwich, Orleans and Brewster. Pleasant Bay provides important water access and serves as nursery area and habitat for a wide variety of fish, shellfish, and other aquatic animals and wetland resources. The shorelines and marshes provide important food and habitat for shorebirds and other waterfowl. The fringing marsh systems provide wave attenuation and erosion protection to upland property. Continued support and preservation of Pleasant Bay by the Town, the Pleasant Bay Alliance, and other non-profit organizations are important for the well-being of the Bay.

Shellfish (S)

Chatham has some of the largest wild shellfish landings in Massachusetts which are vital to the Town both recreationally and commercially. Of the numerous species of shellfish found along the Chatham coastline quahogs, soft-shell clams, blue mussels, razor clams and scallops (when available) are the most popular for fishermen. The Town has a substantial shellfish propagation program that includes a shellfish upwelling system in Stage Harbor to facilitate the grow-out of seed quahogs, scallops and oysters. This program is critical for a stable and sustainable shellfishery for the Town's commercial and recreational fishermen. The Town is developing plans for a new shellfish upwelling facility to further augment its propagation program. Mosquito Control (V)

Warming temperatures and higher water elevations provide more opportunities for mosquito borne diseases as breeding areas are expanded. Varying degrees of control in other towns will have an impact on Chatham. Partnership with other towns to combine forces and improve control efforts is important moving forward.

Social and Cultural

Committees and Public Involvement (S)

Numerous committees in town allow for public involvement. One small group recommended that term limits for committee members would allow a more diverse set of residents and perspectives which might benefit the Town. This may be difficult to implement since it is often difficult to get qualified volunteer applicants for various committees.

Town Government (S)

Chatham has been proactive in addressing the challenges that face not only the local community but other Town's across the Cape. This approach has let the Town take the lead in

addressing wastewater issues, begin to restore and enhance natural resources, maintain the character of the Town, and address critical issues as they arise.

Elderly Population (S/V)

The Town has an active and growing elderly population. The Town's senior center has plans to continue to expand its services, but is dependent on funding coming through Town Meeting. The Town has a reassurance list call program to check-in with residents on the list. If there is not response, a police officer will stop by the residency to check-in. Elderly residents not on the list are often the ones most at risk during storms, and therefore should be advised.

Regional Shelter (S/V)

The number of individuals that make use of the warming/cooling center should be monitored in emergency scenarios to develop plans. Warming and cooling centers are being established and the Town is investing in backup generators for these facilities. Currently there is a lack of volunteers to open and staff these stations and consistent or dependable transportation to the shelters is an issue.

Wealth/Affordable Housing (S/V)

The strong housing market and generally affluent population in Chatham provides a strong tax base, allowing the Town to provide a wide range of services for its residents. However, due to the large percentage of non-resident second homeowners and high median value of homes, living in Chatham is not affordable for many mid to low income families and workforce. Families are sometimes forced to camp at Nickerson State Park and other local camping sites during the summer, as they are unable to pay rent during summer months. Construction of affordable housing units was an important topic discussed among all the CRB groups. After identifying top hazards, challenges, and strengths, each small team discussed possible actions that could be taken by the community to mitigate hazards, protect vulnerable assets, and support existing strengths. Actions were then prioritized. All high-priority actions from each working group are summarized in Appendix A.

Following the individual group discussions, all workshop participants were brought together to decide on the full group's top recommendations. Each small team shared their top three or four actions with the full group. Similar actions were consolidated with a resulting list of 9 high-priority recommendations. The results of this discussion are presented in the table below.

High Priority Recommendations

1. Shoreline Management and Resiliency

Chatham must continue to plan for a resilient future with climate change in mind, especially in terms of shoreline management strategies. Some examples of actions the town can take are:

- Review and improve local zoning bylaws and development/building regulations. For example, assess if low lying property owners should be permitted to raise their home further than currently allowed with sea level rise in mind.
- On Pleasant Bay, encourage other towns (i.e., Orleans, Brewster, and Harwich) to collaborate to create consistency across communities with respect to the standards, interpretation and enforcement of the local bylaws and regulations (zoning and wetlands protection).
- The existing FEMA flood elevations should be reconsidered as several powerful storms have recently inundated the coast.
- Dune nourishment, planting, management, access, stabilization, continued measurement of accretion and erosion, and innovative restoration and stabilization approaches.

2. Access to Water and Navigation

Participants believed that all residents in town should have access to water, and it is important for the Town to maintain those access points. It is also important to undertake dredging where necessary to maintain navigational access. Some methods to ensure everyone has access to Chatham's waterways include:

- Existing permitting methods should be flexible to allow for a rolling dredging periods and variable dredging areas depending on the location of shoal features. The Town needs to continue working with state and federal regulators on this adaptive approach.
- Continue use of dredged material as beach nourishment for erosion and flood protection and to widen south-side recreational beaches.
- Continue to maintain marinas and public access points to water.

<u>3. Housing and Sustaining Populations</u>

Housing prices in Chatham are high, forcing many families to move elsewhere. Each group

prioritized the importance of making Chatham more accessible to moderate/low income and young families. Vulnerable and elderly populations must be taken care of in a storm event. Some actions the Town can take include:

- Construction of apartment style housing to increase the availability of affordable housing.
- Support work done by Chatham 365.
- Develop a database or registry of vulnerable populations, and a comprehensive plan for emergencies and power outages.
- Looking to expanding housing opportunities within town by supporting a greater use of accessory dwelling units.
- Seek ways to retain younger year-round families within town.

4. Flooding and Sea Level Rise

Flooding events will increase in extent and frequency as a result of sea level rise. Chatham should develop a plan for vulnerable or isolated sections of town during flooding events by:

- Consider alternative means of power generation and supply in emergencies, including green energy, generators at private service stations, and large generators to support services during storm events. Many of the Town facilities have installed or plan to install the necessary generator equipment.
- Prepare plans to reduce flooding and improve access on emergency evacuation routes and key access roads, including the causeway out to Morris Island and other similar roadways. Raising these roads to provide safe dry emergency access is one possible solution.
- Address private septic systems likely impacted by sea-level rise in the future.
- Evaluate alternatives and implement measures to enhance coastal resiliency along Chatham's eastern mainland shoreline associated with predicted changes to the outer beach and inlets.

Medium and Lower Priority Recommendations

In addition to the high-priority actions chosen by the above, the working groups developed additional recommended actions through the process, which were prioritized "medium" and "low" priority actions:

Medium Priority Actions:

- Address the risk of contamination from waterfront sites (docks, marines, marine sheds, etc.) that
 have fuel depots at and are subject to coastal storms and erosion. The groups expressed concern
 about containing contamination at fuel storage areas during storm events. Ensure the Town and
 facilities have spill response plans and conduct regular prevention inspection to assess for
 corrosion, vulnerability, and upgraded to best practices if necessary.
- Evaluate areas and homes that have regular repetitive loss claims and determine the causes and possible solutions to reduce the frequency of damage. Potential solutions include relocations, elevating, changes in zone or building codes to assist with relocating or raising structures.
- Educate the public and real estate professionals so residents and prospective buyers understand

the risks and responsibilities of owning coastal property.

- Identify vulnerable areas and inventory private septic systems likely to be impacted by sea-level rise in the future. Local regulations may need to be developed to address/manage this issue. Phasing and build-out of the sewer system may need to be modified or extended to replace abandoned/failed septic systems and those expected to be impacted in the future. Consider ways individual neighborhoods could pay for construction of extended sewer systems. Need to consider long-term planning.
- Local regulations (zoning, planning, building, and conservation) may need to be revised or further developed to address/manage sea level rise and increased storm damage. Consider existing regulatory guidelines to analyze 10- to 20-year vulnerabilities and plan how regulations may need to evolve and change over time. Potentially limit future development in high risk areas.
- With regards to bridges and culverts, there should be more public outreach for stormwater management, and culverts should be assessed to determine the proper size for maintaining adequate tidal range and a healthy ecosystem, as well as for preventing flooding. Various funding opportunities to provide on the ground assessments of bridges and culverts necessary for this evaluation should be sought.

Low Priority Actions:

- With increasing temperatures and flooding there was concern about mosquito control and potential increase in breeding habitat as sea level rise expands their natural habitat. The increase in mosquito populations could result in large public health issues by transmitting deceases. The groups concurred this should be addressed within the existing framework of Barnstable County Mosquito Control as opposed to individual Town's seeking solutions independently.
- Morris Island tide gate was originally designed specifically for southern flooding events related to hurricanes. The gate is antiquated and should be re-evaluated to determine its function, benefit, proper operation and then upgraded as appropriate. The assessment should include an evaluation to determine if it can also function to accelerate release of floodwaters from eastern flood events.
- To help maintain the water quality with the Town's estuaries, continue to address low lying septic systems that will likely be impacted by sea-level rise in the future as part of the Town wide Waster Water Management Plan. The Town already has a plan and is implementing it over a phased rollout system.

Conclusions

The Chatham CRB Workshop demonstrated the Town's commitment to implement resilient adaptations to prepare for future climate change. The significant agreement between the different stakeholder groups regarding strengths, vulnerabilities, and potential resiliency for Chatham is a promising sign moving forward. An important outcome of the process was identification of many existing *strengths* the community has available to combat climate-related hazards. Chatham has made great strides in implementing resilient strategies to their future planning initiatives.

The MVP Core Group will continue to meet regularly to pursue actionable recommendations stated in this report and to develop additional pursuits as a result of the data collected in the Community Resilience Building Workshops. The Core Group will focus on high priority and policy recommendations as a first step. Having completed the MVP program, Chatham will become certified by the Massachusetts Executive Office of Energy and Environmental Affairs (EEA) as an MVP community and therefore eligible for MVP Action Grant funding. The MVP Action Grant provides funding to pursue priority climate resilience actions as identified through the MVP Planning Grant program. MVP certification also increases Chatham's standing for other grant opportunities from the State.

May CRB Workshop Participants

Table 3Workshop Participants

Name	Affiliation
Jack Farrell	Realtor; Land Bank/Open Space Committee
Ted Keon	Coastal Resources, Town of Chatham
Robert Duncanson, Ph.D.	Health and Natural Resources, Town of Chatham
Bob Ryder	Citizen, former Fisherman
Stephen Daniel	Finance Committee
Aly Sabatini	Principal Planner, Town of Chatham
Jay Briggs	Building Commissioner, Town of Chatham
Paul Chamberlin	Chatham Conservation Foundation
David Clark	Clark Engineering
Renee Gagne	Shellfish Constable, Town of Chatham
Dick Hosmer	Waterways Advisory Committee
Michael Westgate	South Coastal Harbor Plan Committee
Jane Harris	Pleasant Bay Alliance
Jeff Dill	Little Beach Association
Chuck Bartlett	Water & Sewer Advisory Committee
Tom Temple	DPW Director, Town of Chatham
Susan Ladue	Eastward Companies
Terry Whalen	Special Project Admin, Town of Chatham
Jill Goldsmith	Town Manager, Town of Chatham
John Beckley	Board of Health
Mandi Speakman	Council on Aging Director
Alan Cohen	Ryder's Cove Boat Yard
Joel Rottner	Aunt Lydia's Cove Committee; Summer Residents
Don Poyant	Advisory Committee Eastward Companies
Matt Hillman	USFWS, Monomoy National Wildlife Refuge
Cally Harper	Conservation Agent, Town of Chatham
Kristen Andres	Association for Preservation of Cape Cod

Citation

Town of Chatham, 2019. 2019 Chatham Community Resilience Building Workshop Summary of Findings. Town of Chatham, Applied Costal Research and Engineering., and The Nature Conservancy. Chatham, Massachusetts.

CRP Workshop Project Team

Contributors from within the Town and across the community helped make this project a success and there are far too many to recognize everyone by name. The core team consisted of Robert Duncanson, Ted Keon, Aly Sabatino, John Papalardo, and Jack Farrell. Workshop Scribes were Liz Hunt, Morgan Simms, and Matthew Doelp. The facilitation team from Applied Coastal was comprised of John Ramsey and Trey Ruthven, with Adam Whelchel from the Nature Conservancy.

Special Acknowledgements

Special thanks to the Town of Chatham and the entire community for their willingness to embrace this process and remain engaged for the duration of an 8-hour workshop. This project was made possible through funding from the Massachusetts Executive Office of Energy and Environmental Affairs and the Municipal Vulnerability Preparedness (MVP) Grant Program.













Appendix B CRB Risk Matrixes populated during Workshop

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Appendix C Top Priority Action Cards from CRB Workshop

