

# **Massachusetts State Hazard Mitigation and Climate Adaptation Plan**

## **Chapter 8: Plan Implementation and Maintenance**

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## Acronyms and Abbreviations

A&F	Executive Office of Administration and Finance
CZM	Office of Coastal Zone Management
DCAMM	Division of Capital Asset Management and Maintenance
DCR	Department of Conservation and Recreation
EOEEA	Executive Office of Energy and Environmental Affairs
EOPSS	Executive Office of Public Safety and Security
FEMA	Federal Emergency Management
MassDEP	Department of Environmental
MEMA	Massachusetts Emergency Management Agency
RMAAT	Resilient MA Action Team
SHMCAP	State Hazard Mitigation and Climate Adaptation Plan



## 8. Plan Implementation and Maintenance

This State Hazard Mitigation and Climate Adaptation Plan (SHMCAP) is intended to be a living document, one that is operationalized through the continuous implementation of the actions identified in *Chapter 7: Hazard Mitigation and Climate Adaptation Strategy* and ongoing dialogue with stakeholders. It is also intended to be dynamic—changing and improving as needed through routine maintenance procedures that help to ensure the plan is reviewed, revised, and updated as conditions and information change, and with input from stakeholders. This chapter outlines more specifically how the plan will be implemented and maintained by the Commonwealth, and it describes how the public and other stakeholders will continue to be involved in the process.

The Executive Offices with the overall strategic and policy responsibility for the SHMCAP are the Executive Office of Public Safety and Security (EOPSS) and the Executive Office of Energy and Environmental Affairs (EOEEA). The state agencies with primary responsibilities for implementing, maintaining, monitoring, evaluating, enhancing, and updating the SHMCAP include the Massachusetts Emergency Management Agency (MEMA), EOEEA’s Climate Change Program, and the Department of Conservation and Recreation (DCR) Flood Hazard Management Program. The Climate Change Coordinators, established through Governor Charlie Baker’s *Executive Order 569 Establishing an Integrated Climate Change Strategy for the Commonwealth* and positioned within each Executive Office, will also have increased roles and

responsibilities for the SHMCAP in the years ahead. These key state agencies and staff will act through strong partnerships to lead and guide the ongoing implementation team, described below as the Resilient MA Action Team (RMAAT). Under the direction of the primary state agencies, the RMAAT will be tasked with monitoring and tracking the implementation process, making recommendations to and supporting the primary state agencies on plan updates, and facilitating coordination across State government and with stakeholders, including businesses, cities, and towns.

## **8.1 Plan Implementation**

The most critical outcome of the SHMCAP is the effective implementation of specific hazard mitigation and climate adaptation actions, which will ensure that the Commonwealth can achieve the plan's strategic goals and overall purpose. Plan implementation will be accomplished by designing implementation strategies and establishing timelines for priority actions, and by continuing to monitor, evaluate, update, and develop actions as new information and experience becomes available. Although the RMAAT will be tasked with general monitoring and reporting on plan implementation, proposed actions have largely been assigned to a specific lead agency or Executive Office with overall responsibility and accountability for carrying the action out. Therefore, the ultimate responsibility for plan implementation falls on many state agencies and Executive Offices. Actions that are cross-cutting have also been identified, and many need to be implemented across State government, with an Executive Office or specific agency lead. These actions will be particularly important for the RMAAT to track to ensure objectives are being met at the Administration and agency scales.

Specific implementation details for each action proposed in this plan, such as the lead agency or Executive Office, potential partners, timeline for completion, funding source(s), and agency priority level are identified in Chapter 7. Although it is the responsibility of each lead agency or Executive Office to determine additional implementation needs beyond those listed in this plan, each action has been developed to be measurable and time-bounded, making these actions the most useful indicators for tracking progress in overall plan implementation. Where individual agencies find that the original prioritization framework did not provide sufficient benefit analysis to accurately prioritize certain agency-specific missions, such as natural resource protection, additional benefit analysis considering co-benefits could be conducted to reassess the action priority.

### **8.1.1 System for Monitoring Implementation**

As part of the plan implementation, the RMAAT will be charged with developing a system for monitoring and evaluating plan implementation. It is envisioned this will be through some type of action tracker—a customized spreadsheet tool for reporting progress status updates on

individual actions. The action tracker will be developed by the RMAAT after this plan is approved; serve as the primary mechanism for reporting and tracking the status updates on each action; and establish metrics to measure effectiveness.

All agencies and Executive Offices that have been assigned as the lead for an action in Chapter 7 will be required to provide annual implementation updates using the action tracker developed by the RMAAT. Lead agencies and Executive Offices will also be encouraged by their Executive Office's Climate Change Coordinator to maintain their progress tracking information for all actions on a more frequent basis. These action tracker updates include information on the specific status of the action (i.e., completed, partially completed, delayed, deferred, canceled), as well as narrative descriptions of progress made, delays incurred, problems faced, resources needed, or other details as required. In tracking these data, the action tracker will help the lead agencies and Executive Offices to evaluate the appropriateness and/or feasibility of actions as currently designed or being pursued; and when necessary, take corrective steps or adjust actions to address current conditions.

The action tracker will also be the primary tool for the RMAAT to routinely evaluate, monitor, and report on the overall implementation of the SHMCAP. Per the method and schedule for plan maintenance (described in Section 8.2), the action tracker will be used in the completion of reporting procedures that are tied to annual due dates for lead agencies, in addition to an annual summary of implementation progress. It will also be a critical tool to assist the RMAAT in completing tasks associated with regularly scheduled plan review and update processes. The State will measure and show progress toward implementation by tracking and evaluating progress of specific actions.

### **8.1.2 Plan Integration**

At the state level, the SHMCAP serves as the Commonwealth's primary risk assessment and risk reduction strategy for natural hazards and climate change. As a result, it serves as a key document for state agencies and Executive Offices to routinely reference, and as applicable, to integrate into their own plans, budgets, policies, assessments, or strategies. Such integration will continue to be encouraged by the Office of the Governor, Executive Office of Administration and Finance (A&F), EOPSS, EOEEA, and members of the RMAAT as specific opportunities are identified. Plan integration will also be a discussion topic during regularly scheduled plan reviews, as described in Section 8.2.2.

More specifically, the SHMCAP will continue to be integrated to the maximum extent practical with state plans or programs that have already been determined to be mutually supportive; and at a minimum, in need of cross-referencing. These include, but are not limited to, the following:

- Commonwealth of Massachusetts Five-Year Capital Investment Plan, Fiscal Year 2019-2023
- Office of Coastal Zone Management (CZM) StormSmart Coasts program and Coastal Resiliency Grants
- Division of Capital Asset Management and Maintenance's (DCAMM) Statewide Resilience Master Plan
- DCR's Flood Hazard Mitigation Program
- EOEEA's Clean Energy and Climate Plan for 2030 ("2030 Plan")
- EOEEA's Division of Conservation Services land protection programs
- EOEEA's Municipal Vulnerability Preparedness program
- All EOEEA and EOEEA agency grant programs and capital spending requests
- MEMA's Comprehensive Emergency Management Plan
- MEMA's Hazard Mitigation Assistance programs
- MEMA's State Disaster Recovery Plan (under development)
- MEMA's Threat and Hazard Identification and Risk Assessment

The SHMCAP will reside on the Commonwealth's resilient MA Climate Change Clearinghouse (<http://www.resilientma.org/>), which serves as a gateway to data and information relevant to climate change adaptation and natural hazard mitigation across the state. The resilient MA site will be the home for the online version of the 2018 SHMCAP, as well as future updates to the plan; and will enable dynamic interaction with the general public, local communities, state agencies, and other stakeholders over the life of the plan. At a more local level, many state agencies routinely coordinate with municipalities and other jurisdictions, and through direct outreach will help to ensure the SHMCAP is incorporated into other relevant plans such as local or regional hazard mitigation plans and climate adaptation plans. It is expected that both state and local level planning initiatives will benefit from this coordination, because state agency staff will also be able to more easily identify ways to improve the ability of the SHMCAP to support local plans.

At a national level, the Commonwealth's participation and accreditation in the Emergency Management Accreditation Program will continue to help ensure that the SHMCAP is adequately in compliance with national standards for risk assessment, risk reduction, and other emergency or disaster management programs. The Commonwealth will also continue to seek opportunities to leverage or integrate other relevant national plans or standards with the SHMCAP as appropriate; including, but not limited to, the National Climate Assessment, the

Federal Emergency Management Agency's (FEMA) Strategic Plan, the National Mitigation Framework, and the National Disaster Recovery Framework.

## 8.2 Plan Maintenance

The SHMCAP has been developed to be a living and public document that reflects the Commonwealth's continuing commitment to reducing risks from natural hazards and climate change. As noted above, the online version and future updates to the plan will reside on the Commonwealth's resilient MA Climate Change Clearinghouse.

This section describes how the plan will be actively maintained over time. It includes general procedures for regularly reviewing and making minor amendments, in addition to the comprehensive review, update, and adoption of the plan by the Commonwealth at least every 5 years. Per the hazard mitigation and climate adaptation strategy in Chapter 7, modifications to specific actions or action plans will be revised more frequently as needed, including if the conditions under which this plan was adopted change—such as updates to critical underlying data or new study findings, new or revised state policies or federal regulations, lessons learned from implementing the plan, or a major disaster event.

### 8.2.1 Roles and Responsibilities

The Executive Offices with the overall responsibility to implement, monitor, evaluate, enhance, and provide strategic policy for the SHMCAP over time are EOPSS and EOEEA, and together with the lead agencies identified above and the RMAAT, they will oversee plan maintenance. This team will also lead the following ongoing activities:

- Help ensure the current version of the SHMCAP is made readily accessible to state agencies and the public, including an online version hosted on the Commonwealth's resilient MA Climate Change Clearinghouse (<http://www.resilientma.org/>) and in other formats as needed.
- Provide clear methods for state agencies and external stakeholders to review and provide comments on the plan and/or its effectiveness, especially during any scheduled plan reviews or updates.
- Work closely with the RMAAT and other state agency staff to promote and support the SHMCAP in ways that continue to meet the needs of the Commonwealth and federal requirements for state hazard mitigation plans.
- Assist in interagency efforts for response, recovery, and hazard mitigation before and after major disaster events, including review and recommendation of Hazard Mitigation Grant Program projects.

- MEMA, working with EOPSS and EOEEA, will be responsible for the SHMCAP 5-year update, and establishing the plan update schedule, milestones, and federal requirements.

Numerous stakeholders from local, regional, state, and federal government agencies, private-sector organizations, and others will be engaged in the ongoing plan maintenance process. The primary method to engage these stakeholders is through the RMAAT, as described below. Additional methods for stakeholder engagement and coordination in support of plan maintenance are described in Section 8.3.

#### Resilient MA Action Team (RMAAT) Roles and Responsibilities

The RMAAT will be established after plan adoption to include representation from each Secretariat and key state agencies. The membership is anticipated to include staff at the EOEEA (particularly in the Climate Change Program), EOPSS, MEMA, A&F, DCR, CZM, Massachusetts Department of Environmental Protection, Department of Housing and Community Development, DCAMM, Massachusetts Department of Transportation, Massachusetts Bay Transit Authority, Department of Energy Resources, Department of Fish and Game, Division of Ecological Restoration, Department of Public Health, and others. The RMAAT will be chaired by the EOPSS or their representatives at MEMA and EOEEA.

The RMAAT will also include the Climate Change Coordinator and additional staff as needed from each Executive Office, as well as other key agency staff responsible for plan oversight and implementation—including those at the director or deputy commissioner level. The role and responsibilities of the RMAAT members include, but are not limited to, the following:

- Conduct and attend quarterly meetings, annual plan reviews, post-disaster reviews, and 5-year plan review and updates as scheduled.
- Coordinate within Executive Offices to track and facilitate the completion of annual implementation updates as required for all actions included in Chapter 7 of the SHMCAP.
- Support performing tasks required for effectively completing plan review and update procedures as described in Section 8.2.2, and ensure that as new data become available, they will be incorporated into the SHMCAP. New data may include technical reports or scientific studies on hazard/climate risks; local hazard mitigation and climate adaptation plans; and completed or updated vulnerability assessments from state agencies, cities and towns, regional planning entities, private entities, educational institutions, and other sectors.
- Provide outreach, technical assistance, stakeholder engagement, and other educational services that increase general awareness and understanding of the SHMCAP.

- Help ensure the current version of the SHMCAP and Commonwealth's resilient MA Climate Change Clearinghouse (<http://www.resilientma.org/>) is well publicized and socialized in the member's own agency or Executive Office, and area of subject matter.
- Coordinate the continuous enhancement of the SHMCAP through collaborative partnerships and the active engagement of key stakeholders, including representatives from municipalities, regional planning agencies, and others who play a role in supporting plan implementation through their own plans, policies, programs, or activities.
- Support incorporation into other state plans and programs as appropriate.

### **8.2.2 Method and Schedule**

The key components of the method and schedule for regularly maintaining the SHMCAP include an annual plan review, a post-disaster review, and a 5-year plan review and update. Effective plan maintenance will also require additional routine or recurring activities that are not necessarily bound to specific methods or schedules, such as tracking and documenting new or best practices for hazard mitigation and climate adaptation, or new policies or procedures that may affect how the SHMCAP is implemented. It is expected that many of these ongoing activities will continue to be performed by members of the RMAAT, and will be further discussed during the regularly scheduled plan reviews described below.

#### Annual Plan Review

The SHMCAP will be reviewed annually to evaluate the progress made on actions included in the hazard mitigation and climate adaptation strategy, and to review and potentially amend the plan to reflect significant changes that took place during the preceding year. This annual review will take place in the month of August, and will be conducted by the RMAAT under the coordination of MEMA, EOEEA, and DCR.

The following tasks may be completed by the RMAAT during the annual plan review:

- Evaluate overall progress on hazard mitigation and climate adaptation actions, especially those identified as short-term actions. The most recent status updates provided by lead agencies and Executive Offices in the action tracker (which, as noted in Section 8.1.1, will be updated on an annual basis by lead agencies and Executive Offices) shall be reviewed and discussed to measure progress.
- Identify any problems or barriers associated with plan implementation (technical, administrative, financial, political, or legal), along with any required or recommended corrective actions.
- Examine any notable changes in the Commonwealth's risks or vulnerabilities related to natural hazards and climate change based on new data and information, updated climate

change projections, or lessons learned through actual hazard occurrences. Special attention should be given to technical reports or scientific studies on hazard/climate risks; local hazard mitigation and climate adaptation plans; and completed or updated vulnerability assessments from state agencies, cities and towns, regional planning entities, private entities, educational institutions, and other sectors.

- Identify any major changes to federal or state laws, authorities, regulations, funding, or other measures that may necessitate revisions or amendments to the SHMCAP.
- Prepare an internal summary of the results and findings of the above tasks, in addition to any other notable updates to the general status and implementation of the SHMCAP. The summary may also highlight any proposed additions, amendments, or improvements required for the plan to increase its overall effectiveness.

If determined necessary, the RMAAT may amend the SHMCAP to reflect significant changes in information. This may include revisions to the data or conclusions presented in the risk assessment or state capability and adaptive capacity analysis, in addition to the policies, priorities, or procedures as presented in Chapter 7, as well as this chapter. If not urgent to handle through interim/annual amendments to the plan, these changes may be documented and recommended for the next 5-year plan review and update process. Another method may be to amend the plan, as appropriate, using annexes to document changes during the current plan approval period that can be more fully integrated during the next plan update cycle. The RMAAT will decide on the best procedures for documenting and making changes.

#### Post-Disaster Review

After each Presidential Disaster Declaration, the RMAAT and other stakeholders will convene as necessary to review specific hazard mitigation or climate adaptation needs and opportunities related to the disaster-affected area. This may be especially important in assisting with identifying any new hazard mitigation and climate adaptation priorities for the Commonwealth, and expediting the integration of specific actions with recovery efforts in impacted areas. It will also allow the RMAAT to amend the SHMCAP to reflect lessons learned, or to address specific circumstances arising from the disaster event; including, but not limited to, the prioritization of hazard mitigation and climate adaptation actions. This post-disaster review may replace an annual plan review in any year that a major disaster occurs if so determined by the State.

#### Five-Year Plan Review and Update

At least once every 5 years, this plan will undergo a comprehensive review, update, and re-adoption process as required by federal regulations for state hazard mitigation plans and Executive Order 569. The plan review and update process will be managed by MEMA and EOEEA. MEMA will manage the administrative details of the plan update process, including potentially securing external funding support through FEMA, contracting with outside

consultants, coordination with FEMA, and plan submission. On completion, the updated plan will be submitted to the Governor for formal adoption, and to the FEMA Regional Administrator for final federal approval.

At a minimum, the plan must be reviewed and revised to reflect changes in development, progress in statewide mitigation or adaptation efforts, and changes in priorities. It must also incorporate information learned from implementing the plan and the experiences of state agencies, municipalities, and other partners or stakeholders in assessing and responding to natural hazard and climate change vulnerability. This includes, but is not limited to, plan amendments or updates that were identified during annual plan reviews, but not yet incorporated.

During the 5-year plan review and update, the following questions will be considered by the RMAAT as key factors for assessing the effectiveness of the plan, and for identifying the most critical improvements or enhancements to be made during the process. Additional questions may be added as appropriate.

- Are the plan's goals and actions still representative of the Commonwealth's priorities?
- Has there been meaningful progress toward achieving the goals and in implementing the actions? Has the completion of actions resulted in expected outcomes?
- If the action was completed, did it have the intended results? Did the action help achieve plan goals? What factors contributed to the action's success? Are there next steps that must be taken to ensure optimal outcomes?
- If the action was not completed, what were the barriers to implementation? Should the action remain in the strategy for the updated plan?
- How can lessons/outcomes from implementation of these actions inform development and implementation of future strategies and actions to reduce risk and vulnerability?
- Are the current capabilities and resources of state agencies adequate to implement the plan as scheduled? If not, what are the key gaps or shortfalls?
- Have there been any changes to Federal or State laws, authorities, regulations, funding, or other measures that necessitate specific revisions or amendments to the plan?
- Have the threats and hazards of concern as characterized in the risk assessment changed? Are there new data, techniques, or approaches that must be integrated into the risk assessment?
- Has there been significant new or improved development in areas susceptible or exposed to the impacts of natural hazards and/or climate change?

- Have the procedures to routinely monitor, evaluate, and enhance the plan between 5-year update cycles been effective at keeping it a living document?

The 5-year plan review and update process will entail a detailed and structured re-examination of all aspects of the original plan, followed by recommended updates. The recommendations will be presented to the RMAAT and other identified stakeholders for consideration and approval. On completion, the results and outcomes of the process will be summarized and incorporated into the relevant sections of the updated SHMCAP in accordance with the latest planning guidance or requirements from the Governor, Climate Change Coordinators, and FEMA. This includes a comprehensive description of the plan update process, in addition to any revisions or updates to existing plan chapters as required.

#### Annual Consultation with FEMA

In addition to the regularly scheduled plan reviews identified above, MEMA and DCR will coordinate with FEMA to host an annual collaborative meeting to help inform updates to the SHMCAP. Per FEMA's State Mitigation Program Consultation program, the agency provides technical assistance to states in reviewing activities, plans, and programs to help ensure hazard mitigation commitments are fulfilled. The agenda and specific scheduling arrangements will be done in coordination with FEMA, with the meeting scheduled as close to the Commonwealth's annual plan reviews as possible.

After each year's consultation is completed, FEMA will prepare a State Mitigation Program Consultation summary to describe mitigation program strengths, specific challenges to advancing mitigation, and opportunities for improving mitigation capabilities.

#### 2018-2023 Plan Maintenance Schedule

The plan maintenance methods outlined above will be conducted in accordance with the schedule in Table 8-1. The 60-month time frame will help to ensure that the 2023 SHMCAP update can be prepared, adopted, and published within the required 5-year period.

**Table 8-1: General Schedule for Plan Maintenance, 2018–2023**

Task	Responsibility	Month/Year
Final SHMCAP Published	MEMA, EOEEA, and DCR	September 2018
Quarterly RMAAT Meetings	RMAAT	December 2018 March 2019 June 2019 September 2019
Annual Implementation Updates <i>(Action Tracker)</i>	All Lead State Agencies	May 2019
Annual Plan Review	RMAAT	August 2019

Task	Responsibility	Month/Year
Summary of Progress	EOEEA	September 2019
Annual Consultation with FEMA	MEMA, DCR, EOEEA, and FEMA	4 <sup>th</sup> Quarter 2019
Quarterly RMAAT Meetings	RMAAT	December 2019 March 2020 June 2020 September 2020
Annual Implementation Updates <i>(Action Tracker)</i>	All Lead State Agencies	May 2020
Annual Plan Review	RMAAT	August 2020
Summary of Progress	EOEEA	September 2020
Annual Consultation with FEMA	MEMA, DCR, EOEEA, and FEMA	4 <sup>th</sup> Quarter 2020
Quarterly RMAAT Meetings	RMAAT	December 2020 March 2021 June 2021 September 2021
Annual Implementation Updates <i>(Action Tracker)</i>	All Lead State Agencies	May 2021
Annual Plan Review	RMAAT	August 2021
Summary of Progress	EOEEA	September 2021
Annual Consultation with FEMA	MEMA, DCR, EOEEA, and FEMA	4 <sup>th</sup> Quarter 2021
Quarterly RMAAT Meetings	RMAAT	December 2021 March 2022 June 2022 September 2022
Annual Implementation Updates <i>(Action Tracker)</i>	All Lead State Agencies	May 2022
5-Year Plan Review and Update	RMAAT	September 2021 – September 2023
Summary of Progress	EOEEA	September 2022
Annual Consultation with FEMA	MEMA, DCR, EOEEA, and FEMA	4 <sup>th</sup> Quarter 2022
Quarterly RMAAT Meetings	RMAAT	December 2022 March 2023 June 2023 September 2023
Final SHMCAP Update (2023) Published	RMAAT	September 2023

## 8.3 Stakeholder Engagement and Coordination

Active stakeholder engagement is an integral component to developing the SHMCAP, and will continue to be essential as this plan evolves and is updated over time.

The most appropriate and meaningful opportunities for stakeholders to be involved in the maintenance and implementation of the plan occur during the 5-year plan review and update process. Stakeholders can play a role in helping to identify pathways for implementation of the plan, including opportunities for public-private partnerships, access to new data and techniques, and other catalysts that can speed implementation. Stakeholder engagement in this process will be solicited by members of the RMAAT through multiple means, and as similarly done for development of the plan, as resources permit. As demonstrated in *Chapter 9: Planning Process*, the Commonwealth has been proactive in seeking widespread stakeholder involvement through multiple methods, including numerous public meetings and workshops throughout the process that involve a cross-section of representatives from across the state. Future methods and opportunities to continue or enhance this engagement will be explored and determined by the RMAAT as part of the 5-year plan review.

In addition, while the 5-year plan review and update process represents the greatest opportunity for continued engagement, additional efforts to involve stakeholders in the plan maintenance process will continue to be developed and refined as necessary. These efforts may include, but are not limited to, the following:

- Maintaining and publicizing the availability of the SHMCAP for review through multiple methods, including the ability to submit comments or questions regarding the plan at any time using the online plan platform on the resilient MA website. This website will make the SHMCAP available as a downloadable PDF, but will be enhanced over the next 5 years for a more dynamic user experience.
- Advertising regularly scheduled meetings of the RMAAT with the potential of accommodating additional guests, providing speaking or presentation opportunities, or other means of participation.
- Creating a SHMCAP listserv for stakeholders who express an interest in keeping up with relevant news as it pertains to the implementation and maintenance of the plan.
- Delivering formal updates or presentations on the status of the SHMCAP at relevant professional conferences, seminars, or other forums of exchange.
- Developing active partnerships with municipalities, regional planning agencies, academic institutions, businesses, non-profit organizations, and other entities who share a mutual

interest in advocating for and implementing effective hazard mitigation and climate adaptation strategies.

- Hosting an annual “Resilient MA Summit” or similar event to share updates and gather input from stakeholders on the implementation of the SHMCAP and other related initiatives of the Commonwealth. This event could be used to bring together a cross-section of representatives from various sectors to assist the RMAAT in identifying potential plan updates and enhancements. Attendance should be broad and inclusive to representatives from state agencies, municipalities, regional planning agencies, businesses, universities, non-profit organizations, FEMA, and other federal agencies. In addition to helping to improve the SHMCAP, such an event could benefit these other stakeholder organizations as their representatives return, and bring with them plan knowledge and tools to update their own resiliency plans or activities.

In summary, although the 2018 SHMCAP will be submitted and adopted in the fall of 2018, the planning process itself is continuous, and focused on plan implementation, maintenance, and iteration, which largely will occur in the period between September 2018 and the next 5-year plan update, due September 2023.

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