

# 1968 - Community Driven Adaptation and Resilience Plan for Saxis, Virginia

## Application Details

Funding Opportunity:	1446-Virginia Community Flood Preparedness Fund - Capacity Building/Planning Grants - CY23 Round 4
Funding Opportunity Due Date:	Nov 12, 2023 11:59 PM
Program Area:	Virginia Community Flood Preparedness Fund
Status:	Under Review
Stage:	Final Application
Initial Submit Date:	Nov 10, 2023 2:07 PM
Initially Submitted By:	Denise Drewer
Last Submit Date:	
Last Submitted By:	

## Contact Information

### Primary Contact Information

Active User*:	Yes
Type:	External User
Name*:	Ms. Denise Middle Name Drewer Salutation First Name Last Name
Title:	Mayor of Saxis
Email*:	<a href="mailto:ddrewer53@gmail.com">ddrewer53@gmail.com</a>
Address*:	P.O. Box 10
	Saxis Virginia 23427 City State/Province Postal Code/Zip
Phone*:	757-710-4747 Ext. Phone ###-###-####
Fax:	###-###-####
Comments:	

### Organization Information

Status*:	Approved
Name*:	Town of Saxis
Organization Type*:	Local Government
Tax ID*:	54-108 9699
Unique Entity Identifier (UEI)*:	VPUZZKJ7X8F4

Organization Website:

Address\*: P.O. Box 156

Saxis Virginia 23427-  
City State/Province Postal Code/Zip

Phone\*: 757-710-4747 Ext.  
### ### #####

Fax: ### ### #####

Benefactor:

Vendor ID:

Comments:

## VCFPF Applicant Information

### Project Description

Name of Local Government\*: Town of Saxis

Your locality's CID number can be found at the following link: [Community Status Book Report](#)

NFIP/DCR Community Identification Number (CID)\*: 510003

If a state or federally recognized Indian tribe,

Name of Tribe:

Authorized Individual\*: Denise Drewer  
First Name Last Name

Mailing Address\*: P.O. Box 156  
Address Line 1  
Address Line 2  
  
Saxis Virginia 23427  
City State Zip Code

Telephone Number\*: 757-710-4747

Cell Phone Number\*: 757-710-4747

Email\*: [ddrewer53@gmail.com](mailto:ddrewer53@gmail.com)

Is the contact person different than the authorized individual?

Contact Person\*: No

Enter a description of the project for which you are applying to this funding opportunity

Project Description\*:

The Town of Saxis is applying for funds to hire a consultant to facilitate the creation of an Adaptation and Resilience Plan for the community.

Low-income geographic area means any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income, or any area in the Commonwealth designated as a qualified opportunity zone by the U.S. Secretary of the Treasury via his delegation of authority to the Internal Revenue Service. A project of any size within a low-income geographic area will be considered.

Is the proposal in this application intended to benefit a low-income geographic area as defined above?

Benefit a low-income geographic area\*: Yes

Information regarding your census block(s) can be found at [census.gov](https://census.gov)

Census Block(s) Where Project will Occur\*: 903

<b>Is Project Located in an NFIP Participating Community?*</b> :	No
<b>Is Project Located in a Special Flood Hazard Area?*</b> :	Yes
<b>Flood Zone(s) (if applicable):</b>	AE and VE
<b>Flood Insurance Rate Map Number(s) (if applicable):</b>	51001C0215G

## Eligibility - Round 4

### Eligibility

Is the applicant a local government (including counties, cities, towns, municipal corporations, authorities, districts, commissions, or political subdivisions created by the General Assembly or pursuant to the Constitution or laws of the Commonwealth, or any combination of these)?

<b>Local Government*</b> :	Yes
	Yes - Eligible for consideration
	No - Not eligible for consideration

If the applicant is not a town, city, or county, are letters of support from all affected local governments included in this application?

<b>Letters of Support*</b> :	Yes
	Yes - Eligible for consideration
	No - Not eligible for consideration

Has this or any portion of this project been included in any application or program previously funded by the Department?

<b>Previously Funded*</b> :	No
	Yes - Not eligible for consideration
	No - Eligible for consideration

Has the applicant provided evidence of an ability to provide the required matching funds?

<b>Evidence of Match Funds*</b> :	Yes
	Yes - Eligible for consideration
	No - Not eligible for consideration
	N/A - Match not required

## Scoring Criteria for Capacity Building & Planning - Round 4

### Scoring

Eligible Capacity Building and Planning Activities (Select all that apply) ? Maximum 100 points. To make multiple selections, Hold CTRL and click the desired items.

#### Capacity Building and Planning\*:

Development of a new resilience plan., Goal planning, implementation and evaluation, Long term maintenance strategy, Resource assessments, planning, strategies and development, Stakeholder engagement and strategies.

Is the project area socially vulnerable? (based on [ADAPT Virginia's Social Vulnerability Index Score](#))

#### Social Vulnerability Scoring:

Very High Social Vulnerability (More than 1.5)  
 High Social Vulnerability (1.0 to 1.5)  
 Moderate Social Vulnerability (0.0 to 1.0)  
 Low Social Vulnerability (-1.0 to 0.0)  
 Very Low Social Vulnerability (Less than -1.0)

<b>Socially Vulnerable*</b> :	Moderate Social Vulnerability (0.0 to 1.0)
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Is the proposed project part of an effort to join or remedy the community's probation or suspension from the NFIP?

<b>NFIP*</b> :	No
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Is the proposed project in a low-income geographic area as defined below?

"Low-income geographic area" means any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income, or any area in the Commonwealth designated as a qualified opportunity zone by the U.S. Secretary of the Treasury via his delegation of authority to the Internal Revenue Service. A project of any size within a low-income geographic area will be considered.

<b>Low-Income Geographic Area*</b> :	Yes
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Does this project provide ?community scale? benefits?

**Community Scale Benefits\*:** 50-100% of census block

**Comments:**

## Scope of Work and Budget Narrative - Capacity Building and Planning - Round 4

### ***Scope of Work - General Information***

Upload your Scope of Work

Please refer to Part IV, Section B. of the grant manual for guidance on how to create your scope of work

**Scope of Work Attachment\*:** [CID510003\\_TownofSaxis\\_CFPF.pdf](#)

**Comments:**

The scope of work is included as pages 2-7 of the attached document.

### ***Budget Narrative***

**Budget Narrative Attachment\*:** [CID510003\\_TownofSaxis\\_CFPF.pdf](#)

**Comments:**

The budget narrative is included on page 14 of the attached document.

## Scope of Work Supporting Information - Capacity Building and Planning

### ***Scope of Work Supporting Information***

Describe identified resource needs including financial, human, technical assistance, and training needs

**Resource need identification\*:**

Pre-award, the Town will work with the community to create a Resilience Steering Committee with representation from the specific sectors present in Saxis. Because the Town will hire an engineering firm to lead this process, we are not requesting funds for capacity or training.

Describe the plan for developing, increasing, or strengthening knowledge, skills and abilities of existing or new staff. This may include training of existing staff, hiring personnel, contracting consultants or advisors

**Development of Existing or New Staff\*:**

N/A

Where capacity is limited by funding, what strategies will be developed to increase resources in the local government? (This may include work with non-governmental organization, or applying for grants, loans, or other funding sources)

**Resource Development Strategies\*:**

The Town is partnering with Accomack County and The Nature Conservancy's (TNC's) Virginia Coast Reserve to increase capacity for the project. TNC will provide staff support to assist with hiring the engineering firm and leading community outreach and enrichment efforts.

Describe policy management and/or development plans

**Policy management and/or development\*:**

N/A

Describe plans for stakeholder identification, outreach, and education strategies

**Stakeholder identification, outreach, and education strategies\*:**

The Town of Saxis is already working with members of its community to identify sectors present and needed to engage for the process of creating the Plan. Throughout the Spring/Summer of 2023, sector representatives will be sought to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Saxis Plan on track, we will schedule monthly meetings of the Resilience Steering

## Budget

### Budget Summary

**Grant Matching Requirement\*:**

LOW INCOME - Planning and Capacity Building - Fund 90%/Match 10%

\*Match requirements for Planning and Capacity Building in low-income geographic areas will not require match for applications requesting less than \$3,000.

I certify that my project is in a low-income geographic area: Yes

**Total Project Amount\*:** \$250,000.00

**REQUIRED Match Percentage Amount:** \$25,000.00

### BUDGET TOTALS

Before submitting your application be sure that you meet the match requirements for your project type.

**Match Percentage:** 16.67%  
Verify that your match percentage matches your required match percentage amount above.

**Total Requested Fund Amount:** \$250,000.00

**Total Match Amount:** \$50,000.00

**TOTAL:** \$300,000.00

### Personnel

Description	Requested Fund Amount	Match Amount	Match Source
Volunteer/In Kind 250 hours (Mayor) and 120 hours (Town Council) and 125 hours (community members)	\$0.00	\$50,000.00	Town personnel
	\$0.00	\$50,000.00	

### Fringe Benefits

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	\$0.00	\$0.00	

### Travel

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	\$0.00	\$0.00	

### Equipment

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	\$0.00	\$0.00	

### Supplies

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	<b>\$0.00</b>	<b>\$0.00</b>	

#### **Construction**

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	<b>\$0.00</b>	<b>\$0.00</b>	

#### **Contracts**

Description	Requested Fund Amount	Match Amount	Match Source
Contract for Engineering Firm	\$250,000.00	\$0.00	
	<b>\$250,000.00</b>	<b>\$0.00</b>	

#### **Pre-Award and Startup Costs**

Description	Requested Fund Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
	<b>\$0.00</b>	<b>\$0.00</b>	

#### **Other Direct Costs**

Description	Requested Fun Amount	Match Amount	Match Source
N/A	\$0.00	\$0.00	
N/A	\$0.00	\$0.00	
	<b>\$0.00</b>	<b>\$0.00</b>	

## Supporting Documentation - General

#### **Supporting Documentation**

Named Attachment	Required	Description	File Name	Type	Size	Upload Date
Detailed map of the project area(s) (Projects/Studies)		This is a Google image of Saxis, VA with many community assets labeled.	<a href="#">google_image_labels.png</a>	png	1 MB	11/10/2023 01:17 PM
FIRMette of the project area(s) (Projects/Studies)		National Flood Hazard Layer FIRMette for Saxis, VA	<a href="#">FIRMette - Saxis.VA.png</a>	png	830 KB	11/10/2023 01:18 PM
Historic flood damage data and/or images (Projects/Studies)		Photos taken during two sunny dayflooding events - August 4, 2020 an December 23, 2022.	<a href="#">flooding_photos.pdf</a>	pdf	383 KB	11/10/2023 01:20 PM
A link to or a copy of the current floodplain ordinance		Please see bullet 3 of the attached document.	<a href="#">Required Checklist Items.pdf</a>	pdf	666 KB	11/10/2023 01:22 PM
Maintenance and management plan for project		This document contains all items from the required checklist. Please see the last item (#10) for the answer to this question.	<a href="#">Required Application Components.pdf</a>	pdf	785 KB	11/10/2023 01:25 PM
A link to or a copy of the current hazard mitigation plan		Please see bullet 5 in the attached document.	<a href="#">Required Checklist Items.pdf</a>	pdf	666 KB	11/10/2023 01:26 PM
A link to or a copy of the current comprehensive plan		Please see bullet 6 in the attached documents.	<a href="#">Required Checklist Items.pdf</a>	pdf	666 KB	11/10/2023 01:28 PM
Social vulnerability index score(s) for the project area		Please see bullet #7 in the attached document.	<a href="#">Required Checklist Items.pdf</a>	pdf	666 KB	11/10/2023 01:39 PM
Authorization to request funding from the Fund from governing body or chief executive of the local government		The Mayor of Saxis is submitting this application and the attached document is page 1 from Appendix A that shows that the Town is requesting funds for Capacity Building/Planning. This document is signed by the mayor.	<a href="#">authorization.pdf</a>	pdf	617 KB	11/10/2023 01:41 PM
Signed pledge agreement from each contributing organization						
Maintenance Plan						
<i>Benefit-cost analysis must be submitted with project applications over \$2,000,000. in lieu of using the FEMA benefit-cost analysis tool, applicants may submit a narrative to describe in detail the cost benefits and value. The narrative must explicitly indicate the risk reduction benefits of a flood mitigation project and compares those benefits to its cost-effectiveness.</i>						
Benefit Cost Analysis						
Other Relevant Attachments						

### Letters of Support

Description	File Name	Type	Size	Upload Date
This is a letter from The Accomack County Administrator.	<a href="#">Accomack County support letter .pdf</a>	pdf	103 KB	11/10/2023 01:45 PM
This is a letter from the Director of The Nature Conservancy's Virginia Coast Reserve stating support for the project.	<a href="#">TNC Letter of Support.pdf</a>	pdf	506 KB	11/10/2023 01:46 PM





# National Flood Hazard Layer FIRMette



75°43'36"W 33°55'46"N



Basemap: USGS National Map: Orthoimagery: Data refreshed October, 2021



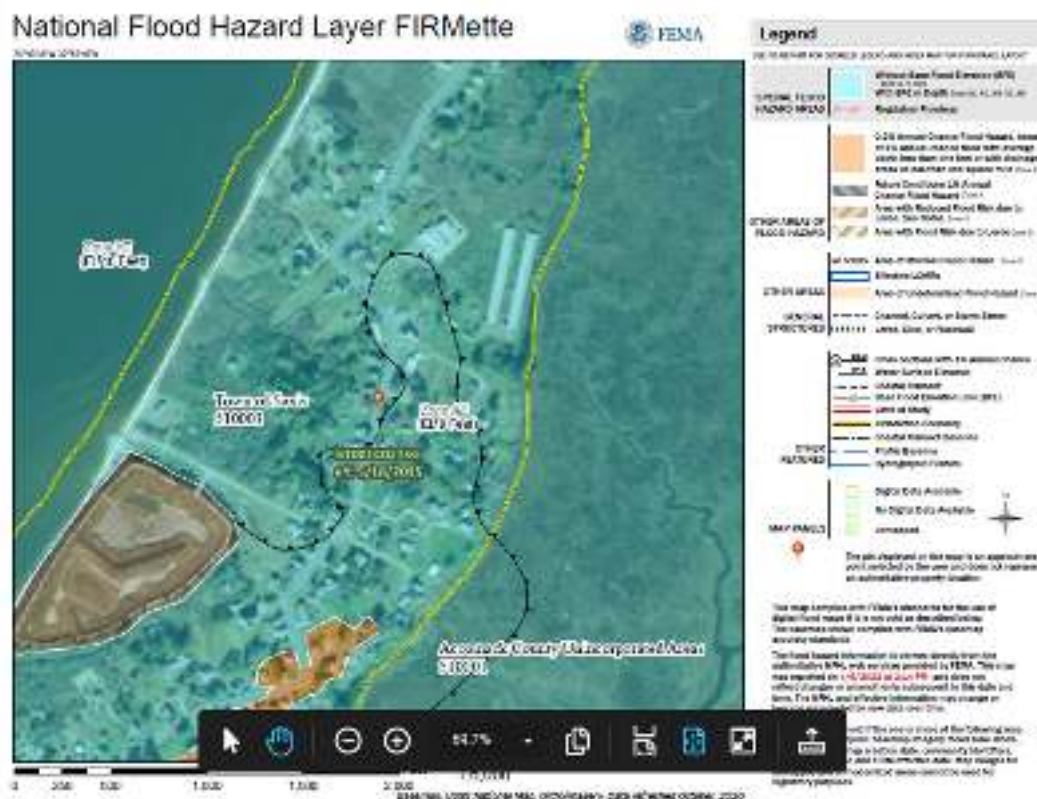
*Figure 3: Saxis Causeway – August 4, 2020 (left, Lee Miles) and Dec. 23, 2022 (right, Mason Nelson)*



*Figure 4: Two homes on Aug. 4, 2020 (left, circa 1850), credit - Lee Miles.*

## Required Checklist Items (Appendix D from CFPF Manual)

- Detailed Map of the project area: see Figure 1 below
- FIRMette of the project area: The area of Saxis is classified in Zones AE and VE and is classified as a “Special Flood Hazard Area.”



- *Current floodplain Ordinance:*  
<https://www.co.accomack.va.us/departments/planning-and-community-development/flood-protection>
- *Non-Fund financed maintenance and management plan for a project extending a minimum of 5 years from project close:* N/A
- *Current Hazard Mitigation Plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/9390/636657749696130000>  
 -- Note that the Eastern Shore Hazard Mitigation Plan rewrite is underway with the status at the following link <https://a-npdc.org/accomack-northampton-planning-district-commission/coastal-resources/hazard-mitigation-planning/>
- *Current comprehensive plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/10669/636761702081200000>
- *Social vulnerability index score for the project area from ADAPT VA:* 0.9
- *The applicant is a town, but we have included support letters below.*
- *Completed Scoring Criteria Sheet:* included in attachments below



## Required Application Components (Part IV from the 2023 and 2021 Grant Manuals)

1. *Resource Need Identification - Assess capacity needs and assets*
  - Pre-award, the Town will work with the community to create a Resilience Steering Committee with representation from the specific sectors present in Saxis.
  - Because the Town will hire an engineering firm to lead this process, we are not requesting funds for capacity or training.
2. *New or Existing Staff* – N/A
3. *Resource Development Strategies*
  - The Town is partnering with Accomack County and The Nature Conservancy's Virginia Coast Reserve to increase capacity for the project. TNC will provide staff support to assist with hiring the engineering firm and leading community outreach and enrichments efforts.
4. *Policy Management or Development* – N/A
5. *Stakeholder identification, outreach and education strategies.*
  - The Town of Saxis is already working with members of its community to identify sectors present and needed to engage for the process of creating the Plan. Throughout the Spring/Summer of 2023, sector representatives will be sought to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Saxis Plan on track, we will schedule monthly meetings of the Resilience Steering Committee and will organize quarterly community gatherings. Please see the *Activities* section on pages 6-7 for more details.

## **Additional Required Components from the 2021 Grants Manual**

6. *Goals and objectives tied to improving flood protection and prevention in a whole community approach to resilience. Identify and describe the goals and objectives of the project.*
  - Our goal is to produce an Adaptation and Resilience Plan for Saxis, VA. The Saxis Plan will include assessment of risk and vulnerability of the resources present in the Town along with a prioritized list of projects to increase resilience to flooding that will include designs and cost estimates. Please see the section on *Outcomes* on pages 5-6 for more details.
7. *Implementation plan and timelines for specific elements of completion such as training, certifications, plan development, etc.*

Please see the *Activities* section on pages 6-8 for these details.
8. *Parties responsible for capacity building and/or plan development process.*
  - The Town of Saxis and TNC, with support from Accomack County, are responsible for capacity building, leading learning and enrichment activities for the community and the Resilience Steering Committee.
  - Plan development will be led by the hired engineering firm with input from the Resilience Steering Committee, on which the Town, County and TNC will be represented.

9. *Performance outputs and measures. Describe the expected results and benefits and how success will be measured.*

- The overall outcome of the project is to create a Coastal Adaptation and Resilience Plan for the community of Saxis, complete with a list of prioritized projects to increase resilience to flooding for the community.
- The Saxis Plan will be submitted to DCR for approval. Once approved, we can then seek funding for those defined projects.
- The Saxis Plan will serve as a prototype for future Adaptation and Resilience Plans for Accomack County as well as other communities within the County.
- The overall measure of success will be the completion of the Saxis Plan; however, other positive outcomes for the County and the community will be achieved during the creation of this Plan, including capacity building for the Saxis community to increase community member knowledge of flooding, anticipated future scenarios, and options for adaptation.

10. *Plans for maintaining capacity, as necessary, over the long term.*

- The partnerships and relationships that the process of creating the Saxis Plan increase our knowledge and capacity to both work on flooding and resilience issues as well as assist with funding applications and activities into the future.

## Required Checklist Items (Appendix D from CFPF Manual)

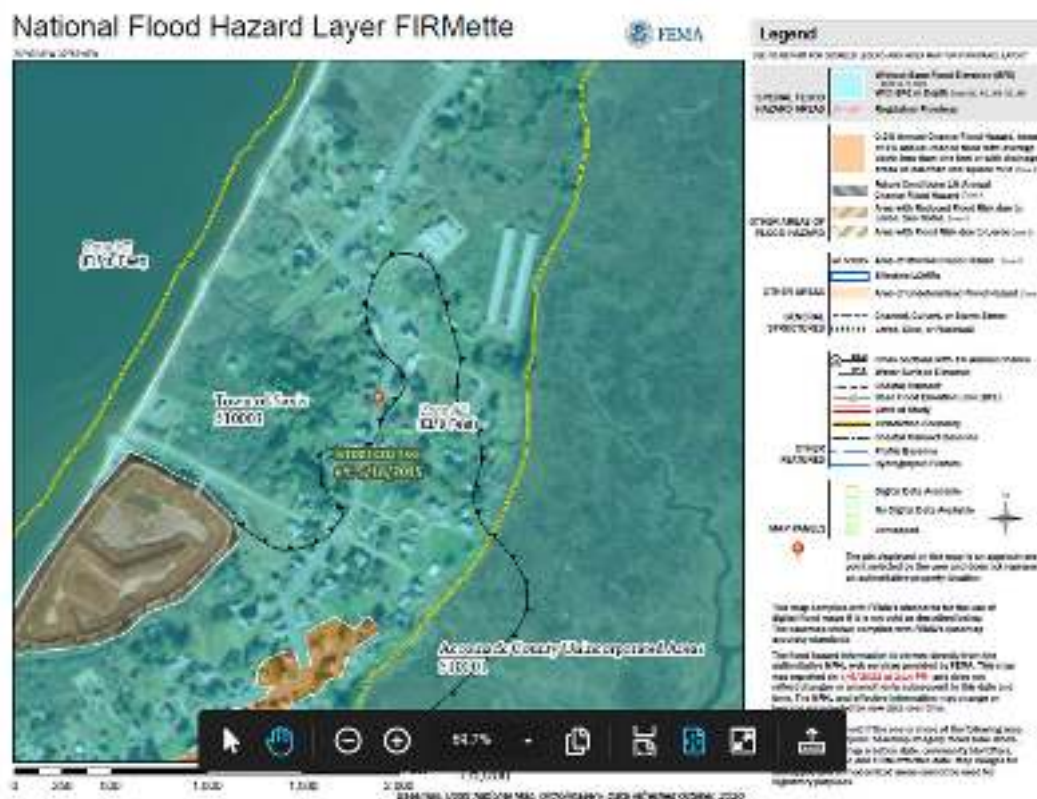
- Detailed Map of the project area: see Figure 1 below
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<https://www.co.accomack.va.us/departments/planning-and-community-development/flood-protection>
- *Non-Fund financed maintenance and management plan for a project extending a minimum of 5 years from project close:* N/A
- *Current Hazard Mitigation Plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/9390/636657749696130000>  
 -- Note that the Eastern Shore Hazard Mitigation Plan rewrite is underway with the status at the following link <https://a-npdc.org/accomack-northampton-planning-district-commission/coastal-resources/hazard-mitigation-planning/>
- *Current comprehensive plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/10669/636761702081200000>
- *Social vulnerability index score for the project area from ADAPT VA:* 0.9
- *The applicant is a town, but we have included support letters below.*
- *Completed Scoring Criteria Sheet:* included in attachments below

## Required Checklist Items (Appendix D from CFPF Manual)

- Detailed Map of the project area: see Figure 1 below
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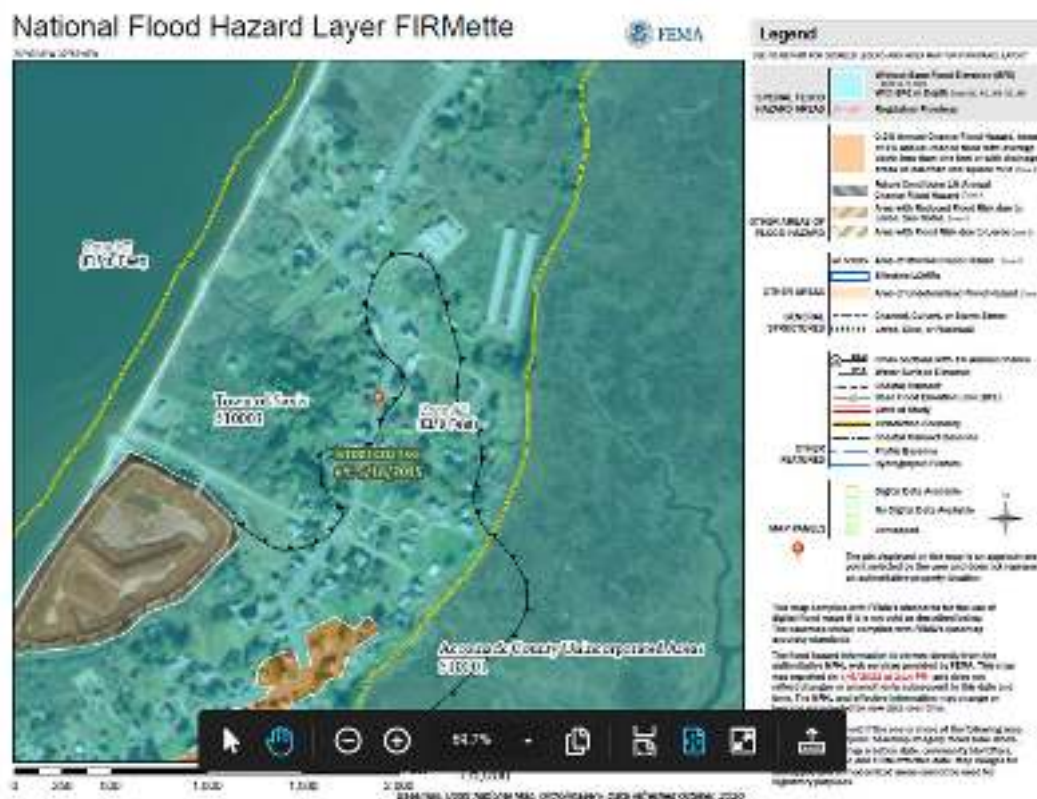


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## Required Checklist Items (Appendix D from CFPF Manual)

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## Application Form (Appendix A from CFPF Manual)

### Appendix A: Application Form for Grant Requests for All Categories

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Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

Name of Local Government:

Town of Saxis

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Category of Grant Being Applied for (check one):

☒ Capacity Building/Planning

☐ Project

☐ Study

NFIP/DCR Community Identification Number (CID) 510003

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If a state or federally recognized Indian tribe, Name of tribe

---

Name of Authorized Official: Denise Drewer

---

Signature of Authorized Official:



Mailing Address (1): P.O. Box 156

---

Mailing Address (2):

---

City: Saxis State: VA Zip: 23427

---

Telephone Number: (757) 710-4747

Cell Phone Number: ( )

---

Email Address: ddrewer53@gmail.com

---

Application Form CFPF 1-A

ELECTION DISTRICT 1  
WILLIAM J. "BILLY" TARR  
CHAIR  
CHINCOTLAGUE, VA 23336

ELECTION DISTRICT 2  
RON S. WOLFF  
ATLANTIC, VA 23303

ELECTION DISTRICT 3  
VANESSA KAY JOHNSON  
SANFORD, VA 23426

ELECTION DISTRICT 4  
PAUL E. J. MUHLY  
PARKSLEY, VA 23421

# COUNTY OF ACCOMACK

## BOARD OF SUPERVISORS



23296 Courthouse Ave – Room 203 | P.O. Box 388 | Accomack, Virginia 23301  
(757) 787-5700 | [administration@co.accomack.va.us](mailto:administration@co.accomack.va.us)

[www.co.accomack.va.us](http://www.co.accomack.va.us)

ELECTION DISTRICT 5  
HARRISON W. PHILLIPS, III  
MODEST TOWN, VA 23412

ELECTION DISTRICT 6  
ROBERT D. CROCKETT  
VICE-CHAIR  
ONANCOCK, VA 23417

ELECTION DISTRICT 7  
H. "JACKIE" PHILLIPS  
ONLEY, VA 23418

ELECTION DISTRICT 8  
DONALD L. HART, JR.  
KELLER, VA 23401

ELECTION DISTRICT 9  
C. RENETA MAJOR  
PANTER, VA 23376

April 6, 2022

### Community Flood Preparedness Fund

#### Review Committee:

I am writing this letter to provide support for the proposed Town of Saxis project titled "Community Driven Adaptation and Resilience Plan for Saxis, Virginia". This project represents an effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a framework and model that will outline projects, costs and priorities that are necessary to address threats due to sea level rise and flooding. Accomack County is supportive of working with the Town of Saxis and The Nature Conservancy to provide a more resilient future for this important bayside town.

Sincerely;

A handwritten signature in blue ink, appearing to read "Michael Mason".

Michael Mason  
County Administrator



The Nature Conservancy in Virginia  
Virginia Coast Reserve  
P.O. Box 158  
11332 Brownsville Rd.  
Nassawadox, VA 23413

Tel (757) 442-3049  
Fax (757) 442-5418  
nature.org

November 8, 2023

Community Flood Preparedness Fund Review Committee:

I am writing this letter to provide support for the Town of Saxis' proposed project, *Community Driven Adaptation and Resilience Plan for Saxis, Virginia*. The Nature Conservancy (TNC) is a partner in this project and will provide collaboration and facilitation assistance with community engagement activities and with the Resilience Steering Committee.

This project represents a real effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a planning framework that will outline projects, costs and priorities that are necessary to begin to address threats due to sea level rise and flooding. The Saxis Plan will align with the Virginia Coastal Resilience Master Plan, and other coastal communities in Virginia are encouraged to create a similar plan that will provide a path forward for projects and funding opportunities. We anticipate the completed Saxis Plan will provide a guide for Accomack County.

Thank you for support of this project and feel free to contact me at [jbieri@tnc.org](mailto:jbieri@tnc.org) or 757-442-5416 if you should any specific questions about this proposal.

Sincerely,

A handwritten signature in black ink, appearing to read "J. Bieri".

Jill Bieri  
Director, Virginia Coast Reserve

# Community Driven Adaptation and Resilience Plan for Saxis, Virginia

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## Scope of Work Narrative

The incorporated Town of Saxis, located on the bayside of northwest Accomack County on the Eastern Shore of Virginia, is a working waterfront and residential community that is highly vulnerable to rising seas and recurrent flooding. Saxis, a peninsula of land itself, is separated from the mainland of the Eastern Shore Peninsula by tidal salt marsh to the East and water on the north, south and west. The area is characterized by expansive marsh islands, shallow sand and mud flats, narrow beaches and small tidal creeks. Accomack County is rural and Saxis has a small town feel where the residents take pride in the surrounding nature and the local economy depends on it. For the project described here, the Mayor and Town Council of Saxis are proposing to work with the local community and stakeholders to plan, write, and in subsequent years, consider implementation of a Coastal Adaptation and Resilience Plan specifically for Saxis. The Saxis Plan and process will serve as a roadmap for the potential creation of a larger Accomack County Resilience Plan in the future, should the County Board of Supervisors choose to do so.

Saxis is a narrow width of land with an area of approximately 0.33 square miles (1.8 miles long) and a local mean tide range of 2.2 feet. The highest elevation in Saxis, excluding a dredge spoil area, is five feet above mean low water and the historical erosion rate is 4.9 feet/year. Saxis has a diversity of critical community assets at risk, which pose unique challenges for flood (tidal and non-tidal) mitigation. These assets include 105 homes with approximately 200 permanent and seasonal residents, a two community churches, public boat ramps and a fishing pier, a commercial and recreational marina with boat slips that provide deep water access for workboats, seafood businesses and a large seafood processing plant, an historical museum, vacation rental cottages, two restaurants and other tourism attractions (Figure 1). The community of Saxis has a diversity of stakeholders due to the numerous uses of the land and harbor, each critical and posing unique challenges for flood mitigation.

The following characteristics of this project, which will be discussed throughout this proposal, make a Saxis Plan timely, achievable, and replicable.

- Active community engagement in the town of Saxis, previous participation in RAFT project and other initiatives that have laid the groundwork for a Saxis Plan.
- Recent legislation in Virginia that provides resilience project funding, creating the opportunity to fund projects designed in the Saxis Plan.
- The numerous stakeholder sectors present in Saxis and the demographic characteristics of the community require unique solutions that will result in a Saxis Plan that is relevant to other Accomack County towns, Eastern Shore communities in general as well as coastal communities nationwide.

Saxis is a place rich with maritime history and like many seaside and bayside communities on the Eastern Shore of Virginia, is no stranger to adapting to rising seas and flooding waters. Saxis sits at the intersection of the Chesapeake Bay and Pocomoke Sound and is surrounded by the Saxis Wildlife Management Area consisting of nearly 6,000 acres of low-lying salt marsh. Saxis is connected to the mainland of Accomack County by a causeway built through the tidal marsh that is frequently flooded and impassable during high tidal scenarios that restrict travel and access to and from Saxis on a routine basis. This includes restrictions for emergency services, school buses, commerce and residents of Saxis. The economy of Saxis is dependent on both tourism and commercial crabbing, fishing and oystering and all face threats due to rising seas and more frequent flooding.

On Virginia's Eastern Shore, assessment of the effects of global climate change on local natural resources and development of adaptation and resilience strategies began back in 2009 and culminated

in formation of the (first of its kind in the region) Climate Adaptation Working Group (CAWG) that continues to work as an effective partnership. The CAWG consists of the following sectors and representatives:

- State and federal agencies – U. S. Fish and Wildlife Service, Virginia Department of Conservation and Recreation, Virginia Department of Wildlife Resources, NASA-Wallops Flight Facility, Virginia Department of Forestry, and Virginia Department of Environmental Quality's Coastal Zone Management Program
- Local Government – County Board of Supervisors members, mayors, town and county planners, and A-NPDC planners
- Academic research partners (including the University of Virginia and the Virginia Institute of Marine Science)
- Virginia Eastern Shore Land Trust
- Special Assistant to the Governor on Coastal Adaptation and Protection
- The Nature Conservancy's (TNC) Virginia Coast Reserve

The CAWG has been meeting quarterly since 2011 and has worked on resilience projects collaboratively including creation of a living shoreline demonstration project on Occohannock Creek in Accomack County and creation of TNC's online Virginia Eastern Shore Coastal Resilience (CR) Tool ([maps.coastalresilience.org/virginia](https://maps.coastalresilience.org/virginia)). Working with the CAWG, the County was recently focused on creating a list of resilience projects for inclusion in the Virginia Coastal Resilience Master Plan. This list will also be utilized by the CAWG, County, and localities to prioritize projects and prepare for upcoming funding opportunities in the Commonwealth and beyond.

The long-term partnerships of the CAWG, which have included Accomack County from the outset and TNC, and preliminary planning in Saxis coupled with long-term data and models and TNC's CR Tool as well as the new initiatives surrounding coastal resilience in Virginia have positioned us to succeed in creating and implementing the Saxis Plan.

### Vulnerability Assessment

Sunny day flooding, or nuisance flooding, is already a problem for the community of Saxis due to sea level rise. NOAA's Sea Level Rise Viewer (<https://coast.noaa.gov/slr/#>) categorizes almost all of Saxis and the entire inland area next to Saxis as "Shallow Coastal Flooding Areas" vulnerable to high tide flooding (Figure 2). However, the people of Saxis do not need a tool to know this is happening. Figures 3 and 4 show pictures taken by Saxis residents of sunny day flooding events. Figure 3 shows different views of the causeway leading into Saxis, the only thoroughway from the mainland peninsula. Along the sides of the road are guard rails, indicating the level of flooding experienced.

Using The Nature Conservancy's Coastal Resilience (CR) Tool ([maps.coastalresilience.org/virginia](https://maps.coastalresilience.org/virginia)), we assess the vulnerability of Saxis to flooding from storm surge and inundation and show the impacts of water level increases to the habitat. For inundation, the CR Tool uses data from future sea level rise scenarios produced by NOAA, namely low, intermediate, high and extreme sea level rise scenarios. To make the following projections, we plot water depth from the high scenario. For storm surge analysis, we chose to display conditions resulting from a storm of high intensity, which correlates with a Category 2-3 hurricane.

Under current conditions, a storm of high intensity could flood the entire land area under 3-4 feet of water with the north half experiencing 6-8 feet of water (Figure 5). Some of the roads in town plus Saxis Causeway, the only access from the mainland, flood under 1 foot of excess water, which already happens with high tides. In the year 2050, the entire Causeway is expected to be inundated

with 1-2 feet of water (Figure 6) and, more urgently, the portion that runs through the wetlands will be permanently inundated by the year 2030 (not shown). Inundation of the north half of the island in 2050 (Figure 6) means that the roads connecting the Causeway to the more utilized south end will be inaccessible. Southern portions of the land area including the main roads, businesses, and docks become inundated with 1-2 feet of water by the year 2075.

TNC's "Future Habitat" application allows a user to visualize and quantify future changes in habitat compared to present day. By creating a polygon around the land area of the town of Saxis, the CR Tool then calculates the number of acres encompassed in that area for each habitat category for the present day. The user can then choose a year in the future for which to calculate any changes in acreage for each habitat. Figure 7 shows the estimated habitat acreage changes from this analysis for the years 2030, 2050 and 2075. The bottom panel lists the habitat categories, with the color corresponding to the bars in the top panels, along with their acreage as calculated in the present day (first column). The other columns indicate habitat changes for the year 2075 in both acreage (second column) and percentage change (third column). The major changes over this time period are a loss of marsh and dry land due to encroaching water. In the year 2030 acreage of irregularly flooded marsh becomes regularly flooded marsh, and undeveloped dry land loses acreage. This trend continues through the year 2050 along with an increase in tidal flat, transitional salt marsh, and water acreage. By the year 2075, however, the regularly flooded marsh as well as additional developed dry land are covered in water.

Furthermore, from the CR Tool, we find that the land area of Saxis is categorized as High on the Virginia Ecological Value Assessment (VEVA) while the surrounding waters and wetlands are categorized as Very High or Outstanding. The VEVA delineates priority conservation areas ranked by level of importance based on VA Department of Game and Inland Fisheries' Priority Wildlife Diversity Conservation Areas, VA Dept of Conservation and Recreation Division of Natural Heritage Conservation Sites Layer (CSL) and Natural Lands Network (NLN), VCU Center for Environmental Studies aquatic resource integrity layer and VIMS College of William and Mary Center for Coastal Resource Management Cumulative Resource Assessment. It was originally published in 2011 by the Virginia Coastal Zone Management Program and was updated for the Eastern Shore in 2014 by The Nature Conservancy.

The ADAPTVA Vulnerability Viewer tool uses Census Tract data for social vulnerability characteristics. A vulnerability score of 0.9, corresponding to a moderate social vulnerability, is assigned to Census Tract 903, which encompasses the town of Saxis. The table below includes the characteristics as listed in this tool.

Classification	Characteristics
Socio-economic	Rural, high dependency on social security, moderate elderly population, moderately low income, moderately high nursing home population, moderately high minority population
Housing	Fragile stock, high percentage of mobile homes, homes lacking plumbing, vacant homes, low home value/rent, long term owners
Hazardous/Toxic	Low potential for hazardous/toxic exposure

The Centers for Disease Control (CDC) also produce a Social Vulnerability Index (<https://svi.cdc.gov/map.html>) based on Census Tract data that compares that tract to an average for all tracts in the country. This tool indicates that Census Tract 903 in Accomack County has a moderate to high level of vulnerability, ranking near the 75<sup>th</sup> percentile. The main contributors to this high vulnerability are socioeconomic and household composition/disability rankings. The other two

categories, housing type and transportation and minority and language vulnerabilities, ranked right at the nationwide average.

The Town of Saxis is identified as low income based on the definition given in the Grant Manual that “any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income.” The U.S. Census Bureau (<https://www.census.gov/quickfacts/fact/map/accomackcountyvirginia,VA/INC110220>) lists the median household income for Virginia to be \$76,398 and for Accomack County to be \$46,178 meaning that Accomack County is in the 60<sup>th</sup> percentile compared to all of Virginia. We further find the median household income for Saxis using the EPA’s EJ Screen Tool (<https://ejscreen.epa.gov/mapper/>) to be \$37,195, meaning that the town is in the 49<sup>th</sup> percentile compared to all of Virginia.

### Outcome(s)

Facilitated by a vetted and hired engineering firm, the Saxis Resilience Steering Committee (a stakeholder committee to be formed specifically to execute the Saxis Plan), with community engagement and participation, will develop the Saxis Coastal Adaptation and Resilience Plan which will (1) organize the Saxis community and stakeholders in a collaborative resilience effort; (2) document and analyze existing conditions and characterize the extent of Saxis’ vulnerability to SLR and recurrent flooding; and (3) recommend strategies and projects (living shorelines, road improvements, flood resilient public access areas, and potential infrastructure relocation), with an emphasis on nature-based solutions, that will enhance Saxis’ long-term resilience. The Saxis Plan will set the stage for on-the-ground projects to make the town more resilient in the face of climate change. The project deliverables will include a project report with data, maps, prioritized strategies for resilience, preliminary engineering plans, cost estimates, and a list of potential funding sources.

Resilience strategies will target both flooding mitigation for the community infrastructure as well as preparing the landscape to be more resilient to rising seas. The plan will outline specific projects and provide options for increasing resilience. These may include, but are not limited to, living shorelines, marsh protection, natural public areas designed for flood control, innovative ideas for current infrastructure that must remain waterfront (such as boat access), and reconfiguring roads/drainage.

The Saxis Plan will provide a framework for the path forward toward resilience by providing a list of prioritized projects with specific details, cost estimates, and targeted funding. It will thus guide the funding and implementation of adaptation and resilience projects to benefit the community and habitat of Saxis. Our goal is to have a Plan that defines projects in such a way that they are construction-ready and have funding opportunities identified.

The Saxis Adaptation and Resilience Plan in addition to all subsequent implemented projects will be used as prototypes for creating a resilience plan for all of Accomack County, should the County Board of Supervisors choose to do so, and for other locations on the Eastern Shore, in Virginia, and the East Coast of the United States. Saxis provides an ideal example location due to the myriad uses and sectors represented, making each of the project plans relevant to most other coastal communities. The fact that Saxis is located in an at-risk, rural community gives added importance and applicability to this Plan.

### Activities

The Town of Saxis, in partnership with the community and stakeholders, Accomack County and TNC will hire an engineering firm to facilitate the creation of the Saxis Plan and lead a Saxis Resilience Steering Committee through this process. The Town will lead the effort of contracting an engineering firm and lead community outreach. Our specific tasks to inform the Plan are described below and



included in the timeline table below. We anticipate the funding cycle to begin in Summer 2023 and extend through Summer 2025.

1. Create and Organize the Resilience Steering Committee

During the 2023 spring/summer season (pre-award), Saxis in partnership with the County and TNC will engage representatives from each of the stakeholder sectors present in Saxis to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Plan on track, we will schedule monthly meetings of the Resilience Steering Committee and community gatherings (i.e. listening sessions, community events, workshops) quarterly. Stakeholder sectors needed on the Steering Committee include long-term residents, permanent and second-home residents, commercial fishermen/oystermen, representatives from the tourism industry, Board of Supervisors members or their representatives, Accomack County staff, A-NPDC planners and TNC.

2. Define the Issues

The Resilience Steering Committee will define the extent of the community study area and determine the coastal adaptation and resilience issues to be addressed. To determine the specific issues to be addressed in Saxis, we will engage stakeholders through workshops and listening sessions. These activities will be moderated in such a way as to glean concrete action items. We plan to use the method of achieving consensus when identifying “Community Assets” and target properties.

3. Identify Risk

Using the CR and other tools, determine the range of risk Saxis may face from recurrent flooding and sea level rise using stakeholder-determined timeframes (i.e., 25, 50, and 100 years) based on likely future scenarios. Vulnerability may also be determined through oral accounts.

4. Characterize Risk to Community Assets

Based on the degree of risk, characterize the likely effects of recurrent flooding to the Community Assets for two scenarios: No-Action and Action. Identify and economically quantify Saxis’ Community Assets, public infrastructure, utilities, homes, recreational facilities, farms, aquaculture industry, public institutions, businesses and the community’s culture.

5. Develop Action Plan

The Resilience Steering Committee will develop specific coastal adaptation and resilience strategies, action plans, and implementation projects designed to enhance the adaptation and resilience of Saxis’ Community Assets. Our intent is to include project designs with specifications, budgets, permitting requirements, potential funding sources and other project details such that the projects are ready as appropriate funding sources become available. Nature based solutions will be prioritized and may include living shorelines, marsh protection/restoration, infrastructure relocation, public space to accommodate flood waters, and innovative ideas (i.e. floating or movable infrastructure). Other projects may include raising or re-routing roads, upgrading drainage, and elevating structures.

6. Rank Projects/Estimate Costs/Map Funding Possibilities

The Resilience Steering Committee will rank the implementation projects based on preliminary engineering specifications, cost estimates, anticipated funding, and the risk or vulnerability of the particular asset. We anticipate seeking funding from potential sources that include NFWF and the CFPF for nature-based solution projects and the Virginia Department of Transportation (VDOT) and others for infrastructure projects such as raising roads and upgrading drainage. We also plan to investigate other state, federal, and local funding opportunities including NSF's Coastlines and People ([www.coastlinesandpeople.org](http://www.coastlinesandpeople.org)).

Target Timeframe	Activity
Spring/Summer 2023 (pre-award)	Engage Saxis stakeholders to create a formal Saxis Resilience Steering Committee and engage in community outreach with the Saxis Resilience Steering Committee
Fall 2023-Spring 2024	Saxis, in partnership with the County, TNC and the Resilience Steering Committee will solicit for and hire an engineering firm
Spring-Fall 2024	Resilience Steering Committee to define the issues and identify and characterize risk
Fall 2024-Winter 2025	Resilience Steering Committee to develop contents of the Saxis Plan
Spring 2025	Resilience Steering Committee to rank projects
Spring 2025	Contract cost estimates for individual projects
Spring-Summer 2025	Finalize the Saxis Plan
Quarterly	Community engagement: community events, listening sessions, workshops
Monthly	Resilience Steering Committee Meetings

## Required Application Components (Part IV from the 2023 Grant Manual)

1. *Assess capacity needs and assets*

- Pre-award, the Town will work with the community to create a Resilience Steering Committee with representation from the specific sectors present in Saxis.
- The Town is partnering with Accomack County and The Nature Conservancy's Virginia Coast Reserve to increase capacity for the project. TNC will provide staff support to assist with hiring the engineering firm and leading community outreach and enrichments efforts.

2. *Goals and objectives tied to improving flood protection and prevention in a whole community approach to resilience. Identify and describe the goals and objectives of the project.*

- Our goal is to produce an Adaptation and Resilience Plan for Saxis, VA. The Saxis Plan will include assessment of risk and vulnerability of the resources present in the Town along with a prioritized list of projects to increase resilience to flooding that will include designs and cost estimates. Please see the section on *Outcomes* on pages 5-6 for more details.

3. *Stakeholder identification, outreach and education strategies.*

- The Town of Saxis is already working with members of its community to identify sectors present and needed to engage for the process of creating the Plan. Throughout the Spring/Summer of 2023, sector representatives will be sought to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Saxis Plan on track, we will schedule monthly meetings of the Resilience Steering Committee and will organize quarterly community gatherings. Please see the *Activities* section on pages 6-8 for more details.
4. *Implementation plan and timelines for specific elements of completion such as training, certifications, plan development, etc.*
- Please see the Activities section on pages 6-8 for these details.
5. *Parties responsible for capacity building and/or plan development process.*
- The Town of Saxis and TNC, with support from Accomack County, are responsible for capacity building, leading learning and enrichment activities for the community and the Resilience Steering Committee.
  - Plan development will be led by the hired engineering firm with input from the Resilience Steering Committee, on which the Town, County and TNC will be represented.
6. *Performance outputs and measures. Describe the expected results and benefits and how success will be measured.*
- The overall outcome of the project is to create a Coastal Adaptation and Resilience Plan for the community of Saxis, complete with a list of prioritized projects to increase resilience to flooding for the community.
  - The Saxis Plan will be submitted to DCR for approval. Once approved, we can then seek funding for those defined projects.
  - The Saxis Plan will serve as a prototype for future Adaptation and Resilience Plans for Accomack County as well as other communities within the County.
  - The overall measure of success will be the completion of the Saxis Plan; however, other positive outcomes for the County and the community will be achieved during the creation of this Plan, including capacity building for the Saxis community to increase community member knowledge of flooding, anticipated future scenarios, and options for adaptation.
7. *Plans for maintaining capacity, as necessary, over the long term.*
- The partnerships and relationships that the process of creating the Saxis Plan increase our knowledge and capacity to both work on flooding and resilience issues as well as assist with funding applications and activities into the future.

## Required Checklist Items (Appendix D from CFPF Manual)

- Detailed Map of the project area: see Figure 1 below
- FIRMette of the project area: The area of Saxis is classified in Zones AE and VE and is classified as a “Special Flood Hazard Area.”



- *Current floodplain Ordinance:*  
<https://www.co.accomack.va.us/departments/planning-and-community-development/flood-protection>
- *Non-Fund financed maintenance and management plan for a project extending a minimum of 5 years from project close:* N/A
- *Current Hazard Mitigation Plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/9390/636657749696130000>  
-- Note that the Eastern Shore Hazard Mitigation Plan rewrite is underway with the status at the following link <https://a-npdc.org/accomack-northampton-planning-district-commission/coastal-resources/hazard-mitigation-planning/>
- *Current comprehensive plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/10669/636761702081200000>
- *Social vulnerability index score for the project area from ADAPT VA:* 0.9
- *The applicant is a town, but we have included support letters below.*
- *Completed Scoring Criteria Sheet:* included in attachments below

## Figures and Photos



Figure 1 Aerial photo from Google Maps of the Town of Saxis, VA.



Figure 2: High tide flooding depicted by the NOAA Sea Level Rise Viewer (<https://coast.noaa.gov/slr/#>). Areas in red are vulnerable to high tide flooding.



*Figure 3: Saxis Causeway – August 4, 2020 (left, Lee Miles) and Dec. 23, 2022 (right, Mason Nelson)*



*Figure 4: Two homes on Aug. 4, 2020 (left, circa 1850), credit - Lee Miles.*





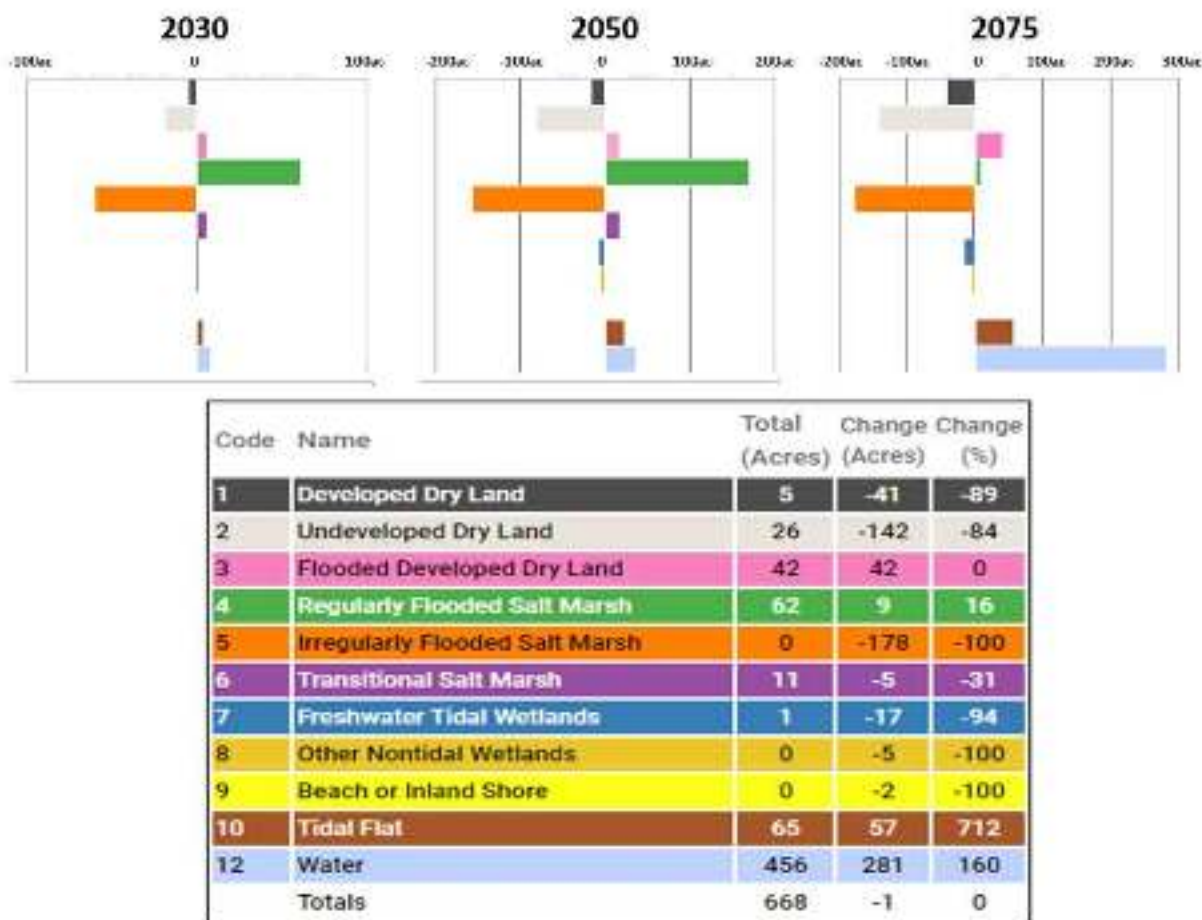


Figure 7: This figure displays the change in habitat type compared to the present day for the years 2030, 2050, and 2075. The bars in the top row indicate the number of acres that have been added or lost compared to the present day. The bottom table lists the habitat types that are plotted and indicates the color coding. This table also shows the total number of acres of each habitat in the present day (first column), the change in acres of that habitat in the year 2075 (middle column) and the percentage change for each habitat in the year 2075 (last column). This information is taken from TNC's CR Tool.



## Budget Narrative

### **Budget: *Community Driven Adaptation and Resilience Plan for Saxis, Virginia***

<b>Expense</b>	<b>Request to CFPF- Year 1</b>	<b>Match- Year 1</b>	<b>Request to CFPF- Year 2</b>	<b>Match- Year 2</b>	<b>Total</b>
<b>Contractual:</b> <i>(Consultant to lead Plan development)</i>	\$125,000		\$250,000		<b>\$250,000</b>
<b>Staff Time:</b>					
Saxis Mayor <i>(Volunteer/In Kind: 250 hrs X \$25/hr- per year)</i>		\$6250		\$6250	<b>\$12,500</b>
Saxis Town Council <i>(Volunteer/In Kind: 120 hrs X \$25/hr X 5 council members; per year)</i>		\$15000		\$15000	<b>\$30000</b>
Saxis Community Members <i>(Volunteer/In Kind: 125 hrs X \$25/hr X 2 people)</i>		\$3125		\$3125	<b>\$6250</b>
<b>Supplies</b>		\$625		\$625	<b>\$1250</b>
<b>Total</b>	\$125,000	\$25,000	\$125,000	\$25,000	<b>\$300,000</b>

#### Staff time

Town of Saxis (in kind match):

The Mayor and Town Council of Saxis as well as at least 2 additional community members will work with the consultant to engage the stakeholders and the greater Saxis community in creating the Adaptation and Resilience Plan. Mayor and Council are unpaid positions and their time is being considered in-kind match (total of \$50,000 in kind match for two years of award).

#### Contractual

Funds to contract and engineering/consulting firm to lead creation and writing of Adaptation and Resilience Plan for Saxis, Virginia. Total estimated cost for this service is \$250,000; The total \$250,000 is being requested from the CFPF.

#### Supplies

Office and other supplies to allow Saxis Mayor and Council to perform duties and conduct community meetings associated with this award.

## Application Form (Appendix A from CFPF Manual)

### Appendix A: Application Form for Grant Requests for All Categories

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Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

Name of Local Government:

Town of Saxis

Category of Grant Being Applied for (check one):

☒ Capacity Building/Planning


☐ Project

☐ Study

NFIP/DCR Community Identification Number (CID) 510003

If a state or federally recognized Indian tribe, Name of tribe \_\_\_\_\_

Name of Authorized Official: Denise Drewer

Signature of Authorized Official: 

Mailing Address (1): P.O. Box 156

Mailing Address (2): \_\_\_\_\_

City: Saxis State: VA Zip: 23427

Telephone Number: (757) 710-4747

Cell Phone Number: ( )

Email Address: ddrewer53@gmail.com

Application Form CFPF 1-A

Contact Person (If different from authorized official): \_\_\_\_\_

Mailing Address (1): \_\_\_\_\_

Mailing Address (2): \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Telephone Number: (\_\_\_\_) \_\_\_\_\_ Cell Phone Number: (\_\_\_\_) \_\_\_\_\_

Email Address: \_\_\_\_\_

Is the proposal in this application intended to benefit a low-income geographic area as defined in the Part 1 Definitions?    Yes X No \_\_\_\_

Categories (select applicable project):

Project Grants (Check All that Apply)

- ☐ Acquisition of property (or interests therein) and/or structures for purposes of allowing floodwater inundation, strategic retreat of existing land uses from areas vulnerable to flooding; the conservation or enhancement of natural flood resilience resources; or acquisition of structures, provided the acquired property will be protected in perpetuity from further development.
- ☐ Wetland restoration.
- ☐ Floodplain restoration.
- ☐ Construction of swales and settling ponds.
- ☐ Living shorelines and vegetated buffers.
- ☐ Structural floodwalls, levees, berms, flood gates, structural conveyances.
- ☐ Storm water system upgrades.
- ☐ Medium and large scale Low Impact Development (LID) in urban areas.
- ☐ Permanent conservation of undeveloped lands identified as having flood resilience value by *ConserveVirginia* Floodplain and Flooding Resilience layer or a similar data driven analytic tool.
- ☐ Dam restoration or removal.
- ☐ Stream bank restoration or stabilization.
- ☐ Restoration of floodplains to natural and beneficial function.
- ☐ Developing flood warning and response systems, which may include gauge installation, to notify residents of potential emergency flooding events.

### Study Grants (Check All that Apply)

- ☐ Studies to aid in updating floodplain ordinances to maintain compliance with the NFIP or to incorporate higher standards that may reduce the risk of flood damage. This must include establishing processes for implementing the ordinance, including but not limited to, permitting, record retention, violations, and variances. This may include revising a floodplain ordinance when the community is getting new Flood Insurance Rate Maps (FIRMs), updating a floodplain ordinance to include floodplain setbacks or freeboard, or correcting issues identified in a Corrective Action Plan.
- ☐ Revising other land use ordinances to incorporate flood protection and mitigation goals, standards and practices.
- ☐ Conducting hydrologic and hydraulic studies of floodplains. Applicants who create new maps must apply for a Letter of Map Revision or a Physical Map Revision through the Federal Emergency Management Agency (FEMA). For example, a local government might conduct a hydrologic and hydraulic study for an area that had not been studied because the watershed is less than one square mile. Modeling the floodplain in an area that has numerous letters of map change that suggest the current map might not be fully accurate or doing a detailed flood study for an A Zone is another example.
- ☐ Studies and Data Collection of Statewide and Regional Significance.
- ☐ Revisions to existing resilience plans and modifications to existing comprehensive and hazard.
- ☐ Other relevant flood prevention and protection project or study.

### Capacity Building and Planning Grants

- ☐ Floodplain Staff Capacity.
- ☒ Resilience Plan Development
  - ☐ Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.
  - ☒ Resource assessments, planning, strategies and development.
    - o Policy management and/or development.
    - o Stakeholder engagement and strategies.

Location of Project (Include Maps): Saxis, VA (map in proposal)

NFIP Community Identification Number (CID#):(See appendix

F 510003

Application Form CFPF 3-A

Is Project Located in an NFIP Participating Community? ☒ Yes ☐ No

Is Project Located in a Special Flood Hazard Area? ☒ Yes ☐ No

Flood Zone(s) (If Applicable): Zones VE and AE

Flood Insurance Rate Map Number(s) (If Applicable): AE9BFE and AE8BFE

Total Cost of Project: 

\$300,000

Total Amount Requested: 

\$250,000

## Scoresheet (Appendix D from CFPF manual)

### Appendix D: Scoring Criteria for Capacity Building & Planning

Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

Applicant Name:		
Eligibility Information		
Criterion	Description	Check One
1. Is the applicant a local government (including counties, cities, towns, municipal corporations, authorities, districts, commissions, or political subdivisions created by the General Assembly or pursuant to the Constitution or laws of the Commonwealth, or any combination of these)?		
Yes	Eligible for consideration	✓
No	Not eligible for consideration	
2. Does the local government have an approved resilience plan and has provided a copy or link to the plan with this application?		
Yes	Eligible for consideration under all categories	
No	Eligible for consideration for studies, capacity building, and planning only	✓
3. If the applicant is <u>not</u> a town, city, or county, are letters of support from all affected local governments included in this application?		
Yes	Eligible for consideration	NA
No	Not eligible for consideration	
4. Has this or any portion of this project been included in any application or program previously funded by the Department?		
Yes	Not eligible for consideration	
No	Eligible for consideration	✓
5. Has the applicant provided evidence of an ability to provide the required matching funds?		
Yes	Eligible for consideration	✓
No	Not eligible for consideration	
N/A	Match not required	

Checklist All Categories | 3-D



Capacity Building and Planning Eligible for Consideration		<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Applicant Name:		
Scoring Information		
Criterion	Point Value	Points Awarded
<b>6. Eligible Capacity Building and Planning Activities (Select all that apply)</b>		
Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.	55	
Development of a new resilience plan.	55	55
Resource assessments, planning, strategies and development.	45	45
Policy management and/or development.	40	
Stakeholder engagement and strategies.	25	25
Goal planning, implementation and evaluation.	25	25
Long term maintenance strategy.	25	25
Other proposals that will significantly improve protection from flooding on a statewide or regional basis.	15	
<b>7. Is the area within the local government to which the grant is targeted socially vulnerable? (Based on <a href="#">ADAPT VA's Social Vulnerability Index Score.</a>)</b>		
Very High Social Vulnerability (More than 1.5)	15	
High Social Vulnerability (1.0 to 1.5)	12	
Moderate Social Vulnerability (0.0 to 1.0)	8	8
Low Social Vulnerability ( -1.0 to 0.0)	0	
Very Low Social Vulnerability (Less than -1.0)	0	
<b>8. Is the proposed activity part of an effort to join or remedy the community's probation or suspension from the NFIP?</b>		
Yes	10	
No	0	✓
<b>9. Is the proposed project in a low-income geographic area as defined in this manual?</b>		
Yes	10	10
No	0	
<b>10. Does this project provide "community scale" benefits?</b>		
Yes	20	20
No		
Total Points		213

Checklist All Categories | 3-D

## Support Letters



The Nature Conservancy in Virginia  
Virginia Coast Reserve  
P.O. Box 158  
11552 Brownsville Rd.  
Accomack, VA 23413

Tel. (757) 442-9046  
Fax. (757) 442-5416  
nature.org

November 8, 2023

Community Flood Preparedness Fund Review Committee:

I am writing this letter to provide support for the Town of Saxis' proposed project, *Community Driven Adaptation and Resilience Plan for Saxis, Virginia*. The Nature Conservancy (TNC) is a partner in this project and will provide collaboration and facilitation assistance with community engagement activities and with the Resilience Steering Committee.

This project represents a real effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a planning framework that will outline projects, costs and priorities that are necessary to begin to address threats due to sea level rise and flooding. The Saxis Plan will align with the Virginia Coastal Resilience Master Plan, and other coastal communities in Virginia are encouraged to create a similar plan that will provide a path forward for projects and funding opportunities. We anticipate the completed Saxis Plan will provide a guide for Accomack County.

Thank you for support of this project and feel free to contact me at [jbieri@tnc.org](mailto:jbieri@tnc.org) or 757-442-5416 if you should any specific questions about this proposal.

Sincerely,

Jill Bieri  
Director, Virginia Coast Reserve



ELECTION DISTRICT 1  
WILLIAM J. "BILLY" TARR  
CHAIR  
CHINCOTEAGUE, VA 23334

ELECTION DISTRICT 2  
RON S. WOLFF  
ATLANTIC, VA 23003

ELECTION DISTRICT 3  
VANESSA KAY JORDSON  
SANFORD, VA 23426

ELECTION DISTRICT 4  
PAUL E. J. MUHLY  
PARKLEY, VA 23421

## COUNTY OF ACCOMACK BOARD OF SUPERVISORS



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MOORETOWN, VA 23412

ELECTION DISTRICT 6  
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ONANCOCK, VA 23447

ELECTION DISTRICT 7  
H. "JACKIE" PHILLIPS  
ONLEY, VA 23418

ELECTION DISTRICT 8  
DONALD L. HART, JR.  
KELLEY, VA 23401

ELECTION DISTRICT 9  
C. RENITA MAJOR  
PAINTER, VA 23316

April 6, 2022

### Community Flood Preparedness Fund

#### Review Committee:

I am writing this letter to provide support for the proposed Town of Saxis project titled "Community Driven Adaptation and Resilience Plan for Saxis, Virginia". This project represents an effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a framework and model that will outline projects, costs and priorities that are necessary to address threats due to sea level rise and flooding. Accomack County is supportive of working with the Town of Saxis and The Nature Conservancy to provide a more resilient future for this important bayside town.

Sincerely;

A handwritten signature in blue ink, appearing to read "Michael F. Mason".

Michael F. Mason  
County Administrator

# Community Driven Adaptation and Resilience Plan for Saxis, Virginia

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## Scope of Work Narrative

The incorporated Town of Saxis, located on the bayside of northwest Accomack County on the Eastern Shore of Virginia, is a working waterfront and residential community that is highly vulnerable to rising seas and recurrent flooding. Saxis, a peninsula of land itself, is separated from the mainland of the Eastern Shore Peninsula by tidal salt marsh to the East and water on the north, south and west. The area is characterized by expansive marsh islands, shallow sand and mud flats, narrow beaches and small tidal creeks. Accomack County is rural and Saxis has a small town feel where the residents take pride in the surrounding nature and the local economy depends on it. For the project described here, the Mayor and Town Council of Saxis are proposing to work with the local community and stakeholders to plan, write, and in subsequent years, consider implementation of a Coastal Adaptation and Resilience Plan specifically for Saxis. The Saxis Plan and process will serve as a roadmap for the potential creation of a larger Accomack County Resilience Plan in the future, should the County Board of Supervisors choose to do so.

Saxis is a narrow width of land with an area of approximately 0.33 square miles (1.8 miles long) and a local mean tide range of 2.2 feet. The highest elevation in Saxis, excluding a dredge spoil area, is five feet above mean low water and the historical erosion rate is 4.9 feet/year. Saxis has a diversity of critical community assets at risk, which pose unique challenges for flood (tidal and non-tidal) mitigation. These assets include 105 homes with approximately 200 permanent and seasonal residents, a two community churches, public boat ramps and a fishing pier, a commercial and recreational marina with boat slips that provide deep water access for workboats, seafood businesses and a large seafood processing plant, an historical museum, vacation rental cottages, two restaurants and other tourism attractions (Figure 1). The community of Saxis has a diversity of stakeholders due to the numerous uses of the land and harbor, each critical and posing unique challenges for flood mitigation.

The following characteristics of this project, which will be discussed throughout this proposal, make a Saxis Plan timely, achievable, and replicable.

- Active community engagement in the town of Saxis, previous participation in RAFT project and other initiatives that have laid the groundwork for a Saxis Plan.
- Recent legislation in Virginia that provides resilience project funding, creating the opportunity to fund projects designed in the Saxis Plan.
- The numerous stakeholder sectors present in Saxis and the demographic characteristics of the community require unique solutions that will result in a Saxis Plan that is relevant to other Accomack County towns, Eastern Shore communities in general as well as coastal communities nationwide.

Saxis is a place rich with maritime history and like many seaside and bayside communities on the Eastern Shore of Virginia, is no stranger to adapting to rising seas and flooding waters. Saxis sits at the intersection of the Chesapeake Bay and Pocomoke Sound and is surrounded by the Saxis Wildlife Management Area consisting of nearly 6,000 acres of low-lying salt marsh. Saxis is connected to the mainland of Accomack County by a causeway built through the tidal marsh that is frequently flooded and impassable during high tidal scenarios that restrict travel and access to and from Saxis on a routine basis. This includes restrictions for emergency services, school buses, commerce and residents of Saxis. The economy of Saxis is dependent on both tourism and commercial crabbing, fishing and oystering and all face threats due to rising seas and more frequent flooding.

On Virginia's Eastern Shore, assessment of the effects of global climate change on local natural resources and development of adaptation and resilience strategies began back in 2009 and culminated

in formation of the (first of its kind in the region) Climate Adaptation Working Group (CAWG) that continues to work as an effective partnership. The CAWG consists of the following sectors and representatives:

- State and federal agencies – U. S. Fish and Wildlife Service, Virginia Department of Conservation and Recreation, Virginia Department of Wildlife Resources, NASA-Wallops Flight Facility, Virginia Department of Forestry, and Virginia Department of Environmental Quality's Coastal Zone Management Program
- Local Government – County Board of Supervisors members, mayors, town and county planners, and A-NPDC planners
- Academic research partners (including the University of Virginia and the Virginia Institute of Marine Science)
- Virginia Eastern Shore Land Trust
- Special Assistant to the Governor on Coastal Adaptation and Protection
- The Nature Conservancy's (TNC) Virginia Coast Reserve

The CAWG has been meeting quarterly since 2011 and has worked on resilience projects collaboratively including creation of a living shoreline demonstration project on Occohannock Creek in Accomack County and creation of TNC's online Virginia Eastern Shore Coastal Resilience (CR) Tool ([maps.coastalresilience.org/virginia](https://maps.coastalresilience.org/virginia)). Working with the CAWG, the County was recently focused on creating a list of resilience projects for inclusion in the Virginia Coastal Resilience Master Plan. This list will also be utilized by the CAWG, County, and localities to prioritize projects and prepare for upcoming funding opportunities in the Commonwealth and beyond.

The long-term partnerships of the CAWG, which have included Accomack County from the outset and TNC, and preliminary planning in Saxis coupled with long-term data and models and TNC's CR Tool as well as the new initiatives surrounding coastal resilience in Virginia have positioned us to succeed in creating and implementing the Saxis Plan.

### Vulnerability Assessment

Sunny day flooding, or nuisance flooding, is already a problem for the community of Saxis due to sea level rise. NOAA's Sea Level Rise Viewer (<https://coast.noaa.gov/slr/#>) categorizes almost all of Saxis and the entire inland area next to Saxis as "Shallow Coastal Flooding Areas" vulnerable to high tide flooding (Figure 2). However, the people of Saxis do not need a tool to know this is happening. Figures 3 and 4 show pictures taken by Saxis residents of sunny day flooding events. Figure 3 shows different views of the causeway leading into Saxis, the only thoroughway from the mainland peninsula. Along the sides of the road are guard rails, indicating the level of flooding experienced.

Using The Nature Conservancy's Coastal Resilience (CR) Tool ([maps.coastalresilience.org/virginia](https://maps.coastalresilience.org/virginia)), we assess the vulnerability of Saxis to flooding from storm surge and inundation and show the impacts of water level increases to the habitat. For inundation, the CR Tool uses data from future sea level rise scenarios produced by NOAA, namely low, intermediate, high and extreme sea level rise scenarios. To make the following projections, we plot water depth from the high scenario. For storm surge analysis, we chose to display conditions resulting from a storm of high intensity, which correlates with a Category 2-3 hurricane.

Under current conditions, a storm of high intensity could flood the entire land area under 3-4 feet of water with the north half experiencing 6-8 feet of water (Figure 5). Some of the roads in town plus Saxis Causeway, the only access from the mainland, flood under 1 foot of excess water, which already happens with high tides. In the year 2050, the entire Causeway is expected to be inundated

with 1-2 feet of water (Figure 6) and, more urgently, the portion that runs through the wetlands will be permanently inundated by the year 2030 (not shown). Inundation of the north half of the island in 2050 (Figure 6) means that the roads connecting the Causeway to the more utilized south end will be inaccessible. Southern portions of the land area including the main roads, businesses, and docks become inundated with 1-2 feet of water by the year 2075.

TNC's "Future Habitat" application allows a user to visualize and quantify future changes in habitat compared to present day. By creating a polygon around the land area of the town of Saxis, the CR Tool then calculates the number of acres encompassed in that area for each habitat category for the present day. The user can then choose a year in the future for which to calculate any changes in acreage for each habitat. Figure 7 shows the estimated habitat acreage changes from this analysis for the years 2030, 2050 and 2075. The bottom panel lists the habitat categories, with the color corresponding to the bars in the top panels, along with their acreage as calculated in the present day (first column). The other columns indicate habitat changes for the year 2075 in both acreage (second column) and percentage change (third column). The major changes over this time period are a loss of marsh and dry land due to encroaching water. In the year 2030 acreage of irregularly flooded marsh becomes regularly flooded marsh, and undeveloped dry land loses acreage. This trend continues through the year 2050 along with an increase in tidal flat, transitional salt marsh, and water acreage. By the year 2075, however, the regularly flooded marsh as well as additional developed dry land are covered in water.

Furthermore, from the CR Tool, we find that the land area of Saxis is categorized as High on the Virginia Ecological Value Assessment (VEVA) while the surrounding waters and wetlands are categorized as Very High or Outstanding. The VEVA delineates priority conservation areas ranked by level of importance based on VA Department of Game and Inland Fisheries' Priority Wildlife Diversity Conservation Areas, VA Dept of Conservation and Recreation Division of Natural Heritage Conservation Sites Layer (CSL) and Natural Lands Network (NLN), VCU Center for Environmental Studies aquatic resource integrity layer and VIMS College of William and Mary Center for Coastal Resource Management Cumulative Resource Assessment. It was originally published in 2011 by the Virginia Coastal Zone Management Program and was updated for the Eastern Shore in 2014 by The Nature Conservancy.

The ADAPTVA Vulnerability Viewer tool uses Census Tract data for social vulnerability characteristics. A vulnerability score of 0.9, corresponding to a moderate social vulnerability, is assigned to Census Tract 903, which encompasses the town of Saxis. The table below includes the characteristics as listed in this tool.

Classification	Characteristics
Socio-economic	Rural, high dependency on social security, moderate elderly population, moderately low income, moderately high nursing home population, moderately high minority population
Housing	Fragile stock, high percentage of mobile homes, homes lacking plumbing, vacant homes, low home value/rent, long term owners
Hazardous/Toxic	Low potential for hazardous/toxic exposure

The Centers for Disease Control (CDC) also produce a Social Vulnerability Index (<https://svi.cdc.gov/map.html>) based on Census Tract data that compares that tract to an average for all tracts in the country. This tool indicates that Census Tract 903 in Accomack County has a moderate to high level of vulnerability, ranking near the 75<sup>th</sup> percentile. The main contributors to this high vulnerability are socioeconomic and household composition/disability rankings. The other two

categories, housing type and transportation and minority and language vulnerabilities, ranked right at the nationwide average.

The Town of Saxis is identified as low income based on the definition given in the Grant Manual that “any locality, or community within a locality, that has a median household income that is not greater than 80 percent of the local median household income.” The U.S. Census Bureau (<https://www.census.gov/quickfacts/fact/map/accomackcountyvirginia,VA/INC110220>) lists the median household income for Virginia to be \$76,398 and for Accomack County to be \$46,178 meaning that Accomack County is in the 60<sup>th</sup> percentile compared to all of Virginia. We further find the median household income for Saxis using the EPA’s EJ Screen Tool (<https://ejscreen.epa.gov/mapper/>) to be \$37,195, meaning that the town is in the 49<sup>th</sup> percentile compared to all of Virginia.

### Outcome(s)

Facilitated by a vetted and hired engineering firm, the Saxis Resilience Steering Committee (a stakeholder committee to be formed specifically to execute the Saxis Plan), with community engagement and participation, will develop the Saxis Coastal Adaptation and Resilience Plan which will (1) organize the Saxis community and stakeholders in a collaborative resilience effort; (2) document and analyze existing conditions and characterize the extent of Saxis’ vulnerability to SLR and recurrent flooding; and (3) recommend strategies and projects (living shorelines, road improvements, flood resilient public access areas, and potential infrastructure relocation), with an emphasis on nature-based solutions, that will enhance Saxis’ long-term resilience. The Saxis Plan will set the stage for on-the-ground projects to make the town more resilient in the face of climate change. The project deliverables will include a project report with data, maps, prioritized strategies for resilience, preliminary engineering plans, cost estimates, and a list of potential funding sources.

Resilience strategies will target both flooding mitigation for the community infrastructure as well as preparing the landscape to be more resilient to rising seas. The plan will outline specific projects and provide options for increasing resilience. These may include, but are not limited to, living shorelines, marsh protection, natural public areas designed for flood control, innovative ideas for current infrastructure that must remain waterfront (such as boat access), and reconfiguring roads/drainage.

The Saxis Plan will provide a framework for the path forward toward resilience by providing a list of prioritized projects with specific details, cost estimates, and targeted funding. It will thus guide the funding and implementation of adaptation and resilience projects to benefit the community and habitat of Saxis. Our goal is to have a Plan that defines projects in such a way that they are construction-ready and have funding opportunities identified.

The Saxis Adaptation and Resilience Plan in addition to all subsequent implemented projects will be used as prototypes for creating a resilience plan for all of Accomack County, should the County Board of Supervisors choose to do so, and for other locations on the Eastern Shore, in Virginia, and the East Coast of the United States. Saxis provides an ideal example location due to the myriad uses and sectors represented, making each of the project plans relevant to most other coastal communities. The fact that Saxis is located in an at-risk, rural community gives added importance and applicability to this Plan.

### Activities

The Town of Saxis, in partnership with the community and stakeholders, Accomack County and TNC will hire an engineering firm to facilitate the creation of the Saxis Plan and lead a Saxis Resilience Steering Committee through this process. The Town will lead the effort of contracting an engineering firm and lead community outreach. Our specific tasks to inform the Plan are described below and

included in the timeline table below. We anticipate the funding cycle to begin in Summer 2023 and extend through Summer 2025.

1. Create and Organize the Resilience Steering Committee

During the 2023 spring/summer season (pre-award), Saxis in partnership with the County and TNC will engage representatives from each of the stakeholder sectors present in Saxis to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Plan on track, we will schedule monthly meetings of the Resilience Steering Committee and community gatherings (i.e. listening sessions, community events, workshops) quarterly. Stakeholder sectors needed on the Steering Committee include long-term residents, permanent and second-home residents, commercial fishermen/oystermen, representatives from the tourism industry, Board of Supervisors members or their representatives, Accomack County staff, A-NPDC planners and TNC.

2. Define the Issues

The Resilience Steering Committee will define the extent of the community study area and determine the coastal adaptation and resilience issues to be addressed. To determine the specific issues to be addressed in Saxis, we will engage stakeholders through workshops and listening sessions. These activities will be moderated in such a way as to glean concrete action items. We plan to use the method of achieving consensus when identifying “Community Assets” and target properties.

3. Identify Risk

Using the CR and other tools, determine the range of risk Saxis may face from recurrent flooding and sea level rise using stakeholder-determined timeframes (i.e., 25, 50, and 100 years) based on likely future scenarios. Vulnerability may also be determined through oral accounts.

4. Characterize Risk to Community Assets

Based on the degree of risk, characterize the likely effects of recurrent flooding to the Community Assets for two scenarios: No-Action and Action. Identify and economically quantify Saxis’ Community Assets, public infrastructure, utilities, homes, recreational facilities, farms, aquaculture industry, public institutions, businesses and the community’s culture.

5. Develop Action Plan

The Resilience Steering Committee will develop specific coastal adaptation and resilience strategies, action plans, and implementation projects designed to enhance the adaptation and resilience of Saxis’ Community Assets. Our intent is to include project designs with specifications, budgets, permitting requirements, potential funding sources and other project details such that the projects are ready as appropriate funding sources become available. Nature based solutions will be prioritized and may include living shorelines, marsh protection/restoration, infrastructure relocation, public space to accommodate flood waters, and innovative ideas (i.e. floating or movable infrastructure). Other projects may include raising or re-routing roads, upgrading drainage, and elevating structures.



6. Rank Projects/Estimate Costs/Map Funding Possibilities

The Resilience Steering Committee will rank the implementation projects based on preliminary engineering specifications, cost estimates, anticipated funding, and the risk or vulnerability of the particular asset. We anticipate seeking funding from potential sources that include NFWF and the CFPF for nature-based solution projects and the Virginia Department of Transportation (VDOT) and others for infrastructure projects such as raising roads and upgrading drainage. We also plan to investigate other state, federal, and local funding opportunities including NSF's Coastlines and People ([www.coastlinesandpeople.org](http://www.coastlinesandpeople.org)).

Target Timeframe	Activity
Spring/Summer 2023 (pre-award)	Engage Saxis stakeholders to create a formal Saxis Resilience Steering Committee and engage in community outreach with the Saxis Resilience Steering Committee
Fall 2023-Spring 2024	Saxis, in partnership with the County, TNC and the Resilience Steering Committee will solicit for and hire an engineering firm
Spring-Fall 2024	Resilience Steering Committee to define the issues and identify and characterize risk
Fall 2024-Winter 2025	Resilience Steering Committee to develop contents of the Saxis Plan
Spring 2025	Resilience Steering Committee to rank projects
Spring 2025	Contract cost estimates for individual projects
Spring-Summer 2025	Finalize the Saxis Plan
Quarterly	Community engagement: community events, listening sessions, workshops
Monthly	Resilience Steering Committee Meetings

## Required Application Components (Part IV from the 2023 Grant Manual)

1. *Assess capacity needs and assets*

- Pre-award, the Town will work with the community to create a Resilience Steering Committee with representation from the specific sectors present in Saxis.
- The Town is partnering with Accomack County and The Nature Conservancy's Virginia Coast Reserve to increase capacity for the project. TNC will provide staff support to assist with hiring the engineering firm and leading community outreach and enrichments efforts.

2. *Goals and objectives tied to improving flood protection and prevention in a whole community approach to resilience. Identify and describe the goals and objectives of the project.*

- Our goal is to produce an Adaptation and Resilience Plan for Saxis, VA. The Saxis Plan will include assessment of risk and vulnerability of the resources present in the Town along with a prioritized list of projects to increase resilience to flooding that will include designs and cost estimates. Please see the section on *Outcomes* on pages 5-6 for more details.

3. *Stakeholder identification, outreach and education strategies.*

- The Town of Saxis is already working with members of its community to identify sectors present and needed to engage for the process of creating the Plan. Throughout the Spring/Summer of 2023, sector representatives will be sought to form the Resilience Steering Committee. While all community members and stakeholders will be invited to be involved in each event relevant to the creation of the Saxis Plan, we expect a commitment from the Steering Committee to represent their specific sector throughout this effort and anticipate that the Steering Committee will have direct engagement with the consultant. To keep the Saxis Plan on track, we will schedule monthly meetings of the Resilience Steering Committee and will organize quarterly community gatherings. Please see the *Activities* section on pages 6-8 for more details.
4. *Implementation plan and timelines for specific elements of completion such as training, certifications, plan development, etc.*
- Please see the Activities section on pages 6-8 for these details.
5. *Parties responsible for capacity building and/or plan development process.*
- The Town of Saxis and TNC, with support from Accomack County, are responsible for capacity building, leading learning and enrichment activities for the community and the Resilience Steering Committee.
    - Plan development will be led by the hired engineering firm with input from the Resilience Steering Committee, on which the Town, County and TNC will be represented.
6. *Performance outputs and measures. Describe the expected results and benefits and how success will be measured.*
- The overall outcome of the project is to create a Coastal Adaptation and Resilience Plan for the community of Saxis, complete with a list of prioritized projects to increase resilience to flooding for the community.
    - The Saxis Plan will be submitted to DCR for approval. Once approved, we can then seek funding for those defined projects.
    - The Saxis Plan will serve as a prototype for future Adaptation and Resilience Plans for Accomack County as well as other communities within the County.
    - The overall measure of success will be the completion of the Saxis Plan; however, other positive outcomes for the County and the community will be achieved during the creation of this Plan, including capacity building for the Saxis community to increase community member knowledge of flooding, anticipated future scenarios, and options for adaptation.
7. *Plans for maintaining capacity, as necessary, over the long term.*
- The partnerships and relationships that the process of creating the Saxis Plan increase our knowledge and capacity to both work on flooding and resilience issues as well as assist with funding applications and activities into the future.

## Required Checklist Items (Appendix D from CFPF Manual)

- Detailed Map of the project area: see Figure 1 below
- FIRMette of the project area: The area of Saxis is classified in Zones AE and VE and is classified as a “Special Flood Hazard Area.”



- *Current floodplain Ordinance:*  
<https://www.co.accomack.va.us/departments/planning-and-community-development/flood-protection>
- *Non-Fund financed maintenance and management plan for a project extending a minimum of 5 years from project close:* N/A
- *Current Hazard Mitigation Plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/9390/636657749696130000>  
-- Note that the Eastern Shore Hazard Mitigation Plan rewrite is underway with the status at the following link <https://a-npdc.org/accomack-northampton-planning-district-commission/coastal-resources/hazard-mitigation-planning/>
- *Current comprehensive plan:*  
<https://www.co.accomack.va.us/home/showpublisheddocument/10669/636761702081200000>
- *Social vulnerability index score for the project area from ADAPT VA:* 0.9
- *The applicant is a town, but we have included support letters below.*
- *Completed Scoring Criteria Sheet:* included in attachments below

## Figures and Photos



Figure 1 Aerial photo from Google Maps of the Town of Saxs, VA.

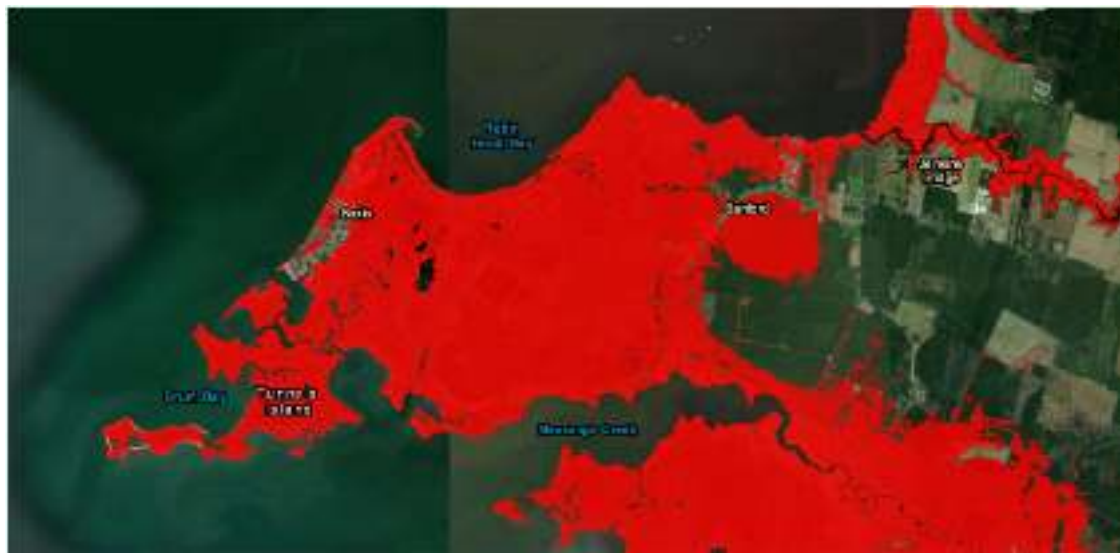


Figure 2: High tide flooding depicted by the NOAA Sea Level Rise Viewer (<https://coast.noaa.gov/slr/#>). Areas in red are vulnerable to high tide flooding.



*Figure 3: Saxis Causeway – August 4, 2020 (left, Lee Miles) and Dec. 23, 2022 (right, Mason Nelson)*



*Figure 4: Two homes on Aug. 4, 2020 (left, circa 1850), credit - Lee Miles.*





Figure 5: Predicted water levels resulting from a high intensity storm (Category 2-3) in the present day.



Figure 6: Water depth under the high sea level rise scenario for the year 2050 from TNC's CR Tool.

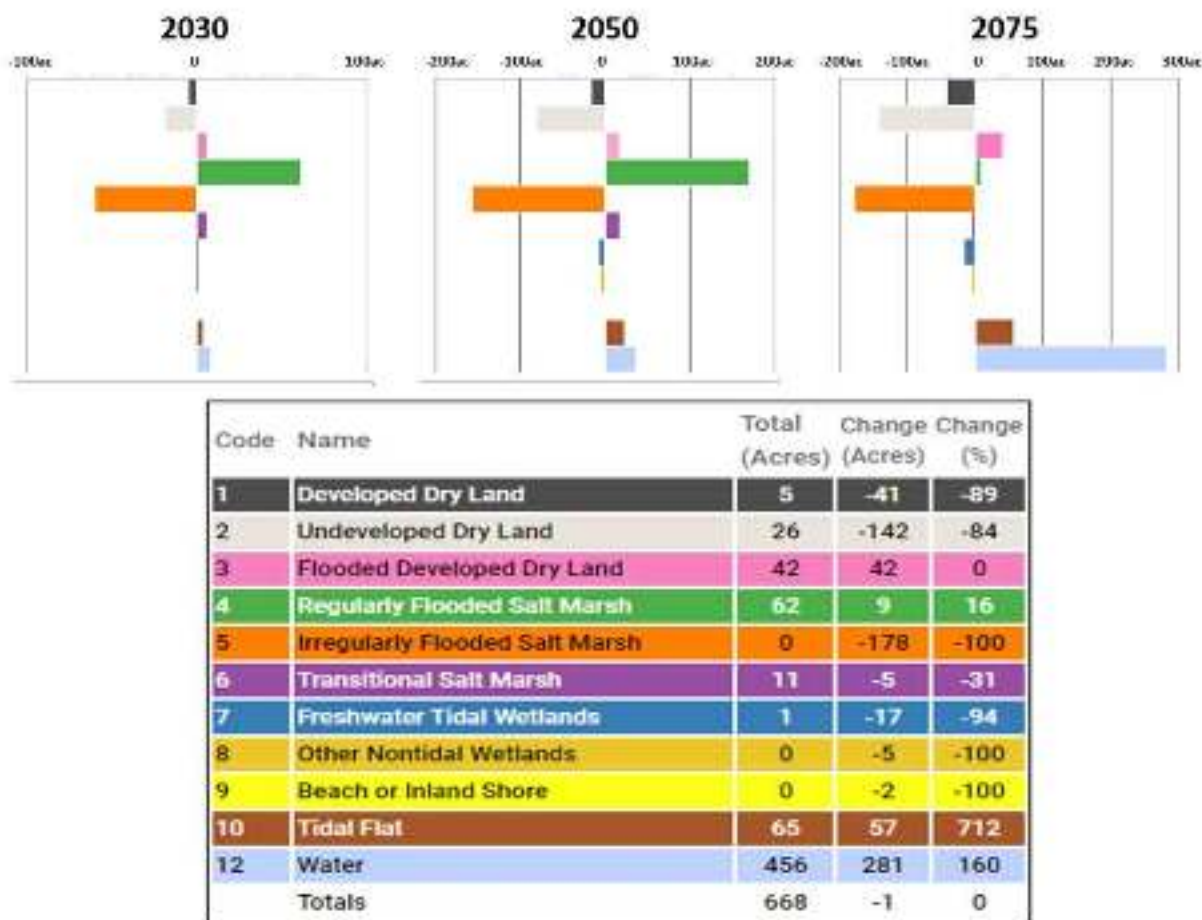


Figure 7: This figure displays the change in habitat type compared to the present day for the years 2030, 2050, and 2075. The bars in the top row indicate the number of acres that have been added or lost compared to the present day. The bottom table lists the habitat types that are plotted and indicates the color coding. This table also shows the total number of acres of each habitat in the present day (first column), the change in acres of that habitat in the year 2075 (middle column) and the percentage change for each habitat in the year 2075 (last column). This information is taken from TNC's CR Tool.



## Budget Narrative

### **Budget: *Community Driven Adaptation and Resilience Plan for Saxis, Virginia***

<b>Expense</b>	<b>Request to CFPF- Year 1</b>	<b>Match- Year 1</b>	<b>Request to CFPF- Year 2</b>	<b>Match- Year 2</b>	<b>Total</b>
<b>Contractual:</b> <i>(Consultant to lead Plan development)</i>	\$125,000		\$250,000		<b>\$250,000</b>
<b>Staff Time:</b>					
Saxis Mayor <i>(Volunteer/In Kind: 250 hrs X \$25/hr- per year)</i>		\$6250		\$6250	<b>\$12,500</b>
Saxis Town Council <i>(Volunteer/In Kind: 120 hrs X \$25/hr X 5 council members; per year)</i>		\$15000		\$15000	<b>\$30000</b>
Saxis Community Members <i>(Volunteer/In Kind: 125 hrs X \$25/hr X 2 people)</i>		\$3125		\$3125	<b>\$6250</b>
<b>Supplies</b>		\$625		\$625	<b>\$1250</b>
<b>Total</b>	\$125,000	\$25,000	\$125,000	\$25,000	<b>\$300,000</b>

#### Staff time

Town of Saxis (in kind match):

The Mayor and Town Council of Saxis as well as at least 2 additional community members will work with the consultant to engage the stakeholders and the greater Saxis community in creating the Adaptation and Resilience Plan. Mayor and Council are unpaid positions and their time is being considered in-kind match (total of \$50,000 in kind match for two years of award).

#### Contractual

Funds to contract and engineering/consulting firm to lead creation and writing of Adaptation and Resilience Plan for Saxis, Virginia. Total estimated cost for this service is \$250,000; The total \$250,000 is being requested from the CFPF.

#### Supplies

Office and other supplies to allow Saxis Mayor and Council to perform duties and conduct community meetings associated with this award.

## Application Form (Appendix A from CFPF Manual)

### Appendix A: Application Form for Grant Requests for All Categories

---

Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

Name of Local Government:

Town of Saxis

Category of Grant Being Applied for (check one):

☒ Capacity Building/Planning


☐ Project

☐ Study

NFIP/DCR Community Identification Number (CID) 510003

If a state or federally recognized Indian tribe, Name of tribe \_\_\_\_\_

Name of Authorized Official: Denise Drewer

Signature of Authorized Official: 

Mailing Address (1): P.O. Box 156

Mailing Address (2): \_\_\_\_\_

City: Saxis State: VA Zip: 23427

Telephone Number: (757) 710-4747

Cell Phone Number: ( )

Email Address: ddrewer53@gmail.com

Application Form CFPF| 1-A

Contact Person (If different from authorized official): \_\_\_\_\_

Mailing Address (1): \_\_\_\_\_

Mailing Address (2): \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Telephone Number: (\_\_\_\_) \_\_\_\_\_ Cell Phone Number: (\_\_\_\_) \_\_\_\_\_

Email Address: \_\_\_\_\_

Is the proposal in this application intended to benefit a low-income geographic area as defined in the Part 1 Definitions?    Yes X    No \_\_\_\_\_

Categories (select applicable project):

Project Grants (Check All that Apply)

- ☐ Acquisition of property (or interests therein) and/or structures for purposes of allowing floodwater inundation, strategic retreat of existing land uses from areas vulnerable to flooding; the conservation or enhancement of natural flood resilience resources; or acquisition of structures, provided the acquired property will be protected in perpetuity from further development.
- ☐ Wetland restoration.
- ☐ Floodplain restoration.
- ☐ Construction of swales and settling ponds.
- ☐ Living shorelines and vegetated buffers.
- ☐ Structural floodwalls, levees, berms, flood gates, structural conveyances.
- ☐ Storm water system upgrades.
- ☐ Medium and large scale Low Impact Development (LID) in urban areas.
- ☐ Permanent conservation of undeveloped lands identified as having flood resilience value by *ConserveVirginia* Floodplain and Flooding Resilience layer or a similar data driven analytic tool.
- ☐ Dam restoration or removal.
- ☐ Stream bank restoration or stabilization.
- ☐ Restoration of floodplains to natural and beneficial function.
- ☐ Developing flood warning and response systems, which may include gauge installation, to notify residents of potential emergency flooding events.

### Study Grants (Check All that Apply)

- ☐ Studies to aid in updating floodplain ordinances to maintain compliance with the NFIP or to incorporate higher standards that may reduce the risk of flood damage. This must include establishing processes for implementing the ordinance, including but not limited to, permitting, record retention, violations, and variances. This may include revising a floodplain ordinance when the community is getting new Flood Insurance Rate Maps (FIRMs), updating a floodplain ordinance to include floodplain setbacks or freeboard, or correcting issues identified in a Corrective Action Plan.
- ☐ Revising other land use ordinances to incorporate flood protection and mitigation goals, standards and practices.
- ☐ Conducting hydrologic and hydraulic studies of floodplains. Applicants who create new maps must apply for a Letter of Map Revision or a Physical Map Revision through the Federal Emergency Management Agency (FEMA). For example, a local government might conduct a hydrologic and hydraulic study for an area that had not been studied because the watershed is less than one square mile. Modeling the floodplain in an area that has numerous letters of map change that suggest the current map might not be fully accurate or doing a detailed flood study for an A Zone is another example.
- ☐ Studies and Data Collection of Statewide and Regional Significance.
- ☐ Revisions to existing resilience plans and modifications to existing comprehensive and hazard.
- ☐ Other relevant flood prevention and protection project or study.

### Capacity Building and Planning Grants

- ☐ Floodplain Staff Capacity.
- ☒ Resilience Plan Development
  - ☐ Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.
  - ☒ Resource assessments, planning, strategies and development.
    - o Policy management and/or development.
    - o Stakeholder engagement and strategies.

Location of Project (Include Maps): Saxis, VA (map in proposal)

NFIP Community Identification Number (CID#):(See appendix

F 510003

Application Form CFPF 3-A

Is Project Located in an NFIP Participating Community? ☒ Yes ☐ No

Is Project Located in a Special Flood Hazard Area? ☒ Yes ☐ No

Flood Zone(s) (If Applicable): Zones VE and AE

Flood Insurance Rate Map Number(s) (If Applicable): AE9BFE and AE8BFE

Total Cost of Project: 

\$300,000

Total Amount Requested: 

\$250,000

## Scoresheet (Appendix D from CFPF manual)

### Appendix D: Scoring Criteria for Capacity Building & Planning

Virginia Department of Conservation and Recreation  
Virginia Community Flood Preparedness Fund Grant Program

Applicant Name:		
Eligibility Information		
Criterion	Description	Check One
1. Is the applicant a local government (including counties, cities, towns, municipal corporations, authorities, districts, commissions, or political subdivisions created by the General Assembly or pursuant to the Constitution or laws of the Commonwealth, or any combination of these)?		
Yes	Eligible for consideration	✓
No	Not eligible for consideration	
2. Does the local government have an approved resilience plan and has provided a copy or link to the plan with this application?		
Yes	Eligible for consideration under all categories	
No	Eligible for consideration for studies, capacity building, and planning only	✓
3. If the applicant is <u>not</u> a town, city, or county, are letters of support from all affected local governments included in this application?		
Yes	Eligible for consideration	NA
No	Not eligible for consideration	
4. Has this or any portion of this project been included in any application or program previously funded by the Department?		
Yes	Not eligible for consideration	
No	Eligible for consideration	✓
5. Has the applicant provided evidence of an ability to provide the required matching funds?		
Yes	Eligible for consideration	✓
No	Not eligible for consideration	
N/A	Match not required	

Checklist All Categories | 3-D



Capacity Building and Planning Eligible for Consideration		<input checked="" type="checkbox"/> Yes <input type="checkbox"/> No
Applicant Name:		
Scoring Information		
Criterion	Point Value	Points Awarded
<b>6. Eligible Capacity Building and Planning Activities (Select all that apply)</b>		
Revisions to existing resilience plans and modifications to existing comprehensive and hazard mitigation plans.	55	
Development of a new resilience plan.	55	55
Resource assessments, planning, strategies and development.	45	45
Policy management and/or development.	40	
Stakeholder engagement and strategies.	25	25
Goal planning, implementation and evaluation.	25	25
Long term maintenance strategy.	25	25
Other proposals that will significantly improve protection from flooding on a statewide or regional basis.	15	
<b>7. Is the area within the local government to which the grant is targeted socially vulnerable? (Based on <a href="#">ADAPT VA's Social Vulnerability Index Score.</a>)</b>		
Very High Social Vulnerability (More than 1.5)	15	
High Social Vulnerability (1.0 to 1.5)	12	
Moderate Social Vulnerability (0.0 to 1.0)	8	8
Low Social Vulnerability ( 1.0 to 0.0)	0	
Very Low Social Vulnerability (Less than -1.0)	0	
<b>8. Is the proposed activity part of an effort to join or remedy the community's probation or suspension from the NFIP?</b>		
Yes	10	
No	0	✓
<b>9. Is the proposed project in a low-income geographic area as defined in this manual?</b>		
Yes	10	10
No	0	
<b>10. Does this project provide "community scale" benefits?</b>		
Yes	20	20
No		
Total Points		213

Checklist All Categories | 3-D

## Support Letters



The Nature Conservancy in Virginia  
Virginia Coast Reserve  
P.O. Box 158  
11552 Brownsville Rd.  
Accomack, VA 23413

Tel: (757) 442-9046  
Fax: (757) 442-5416  
natnva.org

November 8, 2023

Community Flood Preparedness Fund Review Committee:

I am writing this letter to provide support for the Town of Saxis' proposed project, *Community Driven Adaptation and Resilience Plan for Saxis, Virginia*. The Nature Conservancy (TNC) is a partner in this project and will provide collaboration and facilitation assistance with community engagement activities and with the Resilience Steering Committee.

This project represents a real effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a planning framework that will outline projects, costs and priorities that are necessary to begin to address threats due to sea level rise and flooding. The Saxis Plan will align with the Virginia Coastal Resilience Master Plan, and other coastal communities in Virginia are encouraged to create a similar plan that will provide a path forward for projects and funding opportunities. We anticipate the completed Saxis Plan will provide a guide for Accomack County.

Thank you for support of this project and feel free to contact me at [jbieri@tnc.org](mailto:jbieri@tnc.org) or 757-442-5416 if you should any specific questions about this proposal.

Sincerely,

Jill Bieri  
Director, Virginia Coast Reserve

ELECTION DISTRICT 1  
WILLIAM J. "BILLY" TARR  
CHAIR  
CHINCOTEAGUE, VA 23336

ELECTION DISTRICT 2  
RON S. WOLFF  
ATLANTIC, VA 23003

ELECTION DISTRICT 3  
VANESSA KAY JORDSON  
SANFORD, VA 23426

ELECTION DISTRICT 4  
PAUL E. J. MUHLY  
PARKLEY, VA 23421

## COUNTY OF ACCOMACK BOARD OF SUPERVISORS



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ELECTION DISTRICT 5  
HARRISON W. PHILLIPS, III  
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ONANCOCK, VA 23447

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ONLEY, VA 23418

ELECTION DISTRICT 8  
DONALD L. HART, JR.  
KELLEY, VA 23401

ELECTION DISTRICT 9  
C. RENITA MAJOR  
PAINTER, VA 23316

April 6, 2022

### Community Flood Preparedness Fund

#### Review Committee:

I am writing this letter to provide support for the proposed Town of Saxis project titled "Community Driven Adaptation and Resilience Plan for Saxis, Virginia". This project represents an effort by a local community and the Commonwealth of Virginia to address coastal resilience in a highly vulnerable, rural landscape by providing a framework and model that will outline projects, costs and priorities that are necessary to address threats due to sea level rise and flooding. Accomack County is supportive of working with the Town of Saxis and The Nature Conservancy to provide a more resilient future for this important bayside town.

Sincerely;

A handwritten signature in blue ink, appearing to read "Michael F. Mason".

Michael F. Mason  
County Administrator