



# 2024 Comprehensive Plan

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173 W. Spotswood Avenue, Elkton, VA 22827

# **ELKTON COMPREHENSIVE PLAN** **LIST OF MAPS**

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## **ACKNOWLEDGEMENT**

<i>Sources of Information:</i> .....	<i>CSVDP</i>
<i>Suburban stats.org</i> .....	<i>US Census Bureau 2018</i>
<i>Virginia Basic Facts</i> .....	<i>/hometownlocator.com</i>

## INTRODUCTION

### *PURPOSE OF THE COMPREHENSIVE PLAN*

#### **Role and Content of the Comprehensive Plan**

This Comprehensive Plan provides a general guideline for community development in the Town of Elkton. A comprehensive plan should be a community's statement of its future goals and desires, based on realistic assessment of both current and projected conditions. The plan typically is developed under the direction of the planning commission, Director of Community Development and Central Shenandoah Planning District Commission, and VDOT. It is a process that causes the community to look closely at itself. Essentially, the community must evaluate 1) where it is now, 2) where it wants to be, and 3) how to get there. Once completed, the plan serves as a guide from which to develop the steps or implementation measures needed to reach the stated goals.

The scope and purpose of the comprehensive plan is described in the Code of Virginia, Section 15.1-446.1:

In the preparation of a comprehensive plan the [planning] commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants.

The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be.

Such plan, with the accompanying maps, plats, charts, and descriptive matter, shall show the commission's long-range recommendations for the general development of the territory covered by the plan..., including the location of existing or proposed recycling centers. It may include, but need not be limited to:

1. The designation of areas for various types of public and private development and use, such as different kinds of residential, business, industrial, agricultural, conservation, recreation, public service, flood plain and drainage, and other areas;
2. The designation of a system of transportation facilities such as streets, roads, highways, parkways, railways, bridges, viaducts, waterways, airports, ports, terminals, and other like facilities;
3. The designation of a system of community service facilities such as parks, forests, schools, playgrounds, public buildings and institutions, hospitals, community centers, waterworks, sewage disposal or waste disposal areas, and the like;
4. The designation of historical areas and areas for urban renewal or other treatment;
5. The designation of areas for the implementation of reasonable groundwater protection measures;

6. An official map, a capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, and agricultural and forestal district maps, where applicable; and
7. The designation of areas for the implementation of measures to promote the construction and maintenance of affordable housing, sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district in which the locality is situated.

The exact composition of the plan is left open to the locality, except that such topics as the following must be surveyed and studied (Section 15.1-447):

1. Use of land, preservation of agricultural and forestal land, production of food and fiber, characteristics and conditions of existing development, trends of growth or changes, natural resources, ground water, surface water, geologic factors, population factors, employment, environmental and economic factors, existing public facilities, drainage, flood control and flood damage prevention measures, transportation facilities, the need for affordable housing in both the locality and the planning district in which it is situated, and any other matters relating to the subject matter and general purposes of the comprehensive plan.

However, if a locality chooses not to survey and study historic areas, then the locality shall include historic areas in the comprehensive plan, if such areas are identified and surveyed by the Department of Historic Resources.

2. Probable future economic and population growth of the territory and requirements therefore. The plan also must recommend methods of implementation. These can include an official map, a capital improvements program, a subdivision ordinance, and a zoning ordinance and map.

### **Development of the Plan**

The plan is developed by the planning commission, which then forwards it to the governing body for official approval. At least two public hearings must be held, one when the planning commission considers the plan and another when the governing body considers it (unless these hearings are held jointly).

The Code specifies that the community must review its Comprehensive Plan every five years. In the interim, amendments may be made to the plan, following due public notice and a public hearing.

### **Legal Status of the Comprehensive Plan**

Once the plan is adopted by the Town Council, development proposals can be approved or disapproved based on whether they are compatible with the plan. It also is the document on which other, more specific planning documents, such as subdivision and zoning ordinances, a capital improvements plan, and the official land use map, should be based.

The Code of Virginia states in Section 15.1-456 that a comprehensive plan adopted by the governing body of a locality "shall control the general or approximate location, character and extent of each feature shown on the plan. Thereafter, unless such feature is already shown on the adopted master plan ... no street or connection to an existing street, park or other public areas, public building or public structure, public utility facility or public service



corporation facility other than railroad facility, whether publicly or privately owned, shall be constructed, established or authorized, unless and until the general location or approximate location, character, and extent thereof has been submitted to and approved by the local commission as being substantially in accord with the adopted comprehensive plan or part thereof."

## **PAST PLANNING EFFORTS**

This is Elkton's fifth comprehensive plan. The first plan was developed in 1977 as part of the overall Rockingham County comprehensive plan and included the area surrounding Elkton. It was produced by county staff with the help of an Elkton Area Citizens' Committee. The 1977 plan consisted of two parts: 1) Existing Conditions: Background for the Comprehensive Plan and 2) the Comprehensive Plan, including land use recommendations for specific areas. The 1977 plan was very detailed and thorough. To the extent that certain natural features such as soils have not changed over this time, the 1977 Existing Conditions section will remain the most detailed source of information. However, because the 1977 plan was developed by the County and covered a significant area beyond the Town limits, these sections have been summarized and tailored to include only the Town itself. New information, such as the DRASTIC mapping, also has been incorporated.

Other past efforts included the revision of the Town's zoning ordinance (adopted in 1990), and the revision of the Rockingham County Comprehensive Plan, which was adopted in December 1993.

Our Second Plan was published in December 2006 and contained the following highlights:

1. Area Growth Maps were redrawn to reflect the current population statistics and the annexation of property in 2004. In addition, projections were forecasts with maps displaying the long range growth of the area through 2026.
2. Chapter 11 was written and identifies "Goals"; both information long and short terms.

The third plan was developed in 2013. The fourth developed in 2018.

This revision will be our fifth publication and contains an updated history of Elkton, updated data, figures, tables, Demographics and Population, Housing, Economy and Transportation. This document was implemented to define specific details about the type of housing existing in each zoning district. It ties in with the Comprehensive Plan when issues arise and decisions are made relative to rezoning requests.

## CHAPTER 1

### HISTORY

#### HISTORY OF THE ELKTON AREA

##### Native Americans and the Spotswood Expedition

The first people to live on the land that would become Elkton were Native Americans. The Native Americans hunted and gathered. Traditionally, hunting was done with chipped stone-tipped wooden spears and bows and arrows. The bow was most common, and animals were stalked and shot at close range. Bows were flat, with a simple curve, and made of well-seasoned hickory, ash, elm, hemlock, or white oak. They had disappeared by the time the first Europeans reached the valley in 1716, leaving behind a fertile land full of game and forage. Even today, it's still common to find arrowheads, hand tools, and flint flakes where the first Americans and early white settlement in the Valley peoples lived in communities by the river, the springs, and Elk Run. In August, 1716, Governor Alexander Spotswood and led his "Knights of the Golden Horseshoe" - an expedition of "gentlemen," surveyors, land speculators and soldiers - west from the Tidewater area into the wilderness. The group most likely crossed into the Shenandoah over the Swift Run Gap and made their way down into the Valley somewhere close to Elkton. Where they found fertile land full of game and forage.

##### Early Settlers

Spotswood's quick peek at the Valley did not immediately lead to settlement west of the Blue Ridge. When the earliest settlers arrived, they came from the German and Swiss states by way of Pennsylvania. First to come was Adam Miller and his family, who settled first along the Shenandoah in what would become Page County before moving to a wide fertile spot between the Blue Ridge and the Shenandoah. By the time the family's land patent was formally approved in 1741, Miller reported that he had lived on the land for fifteen years. The family's original homestead still stands in the current Town - on the west side of Route 340.

##### The Growing Settlement of Conrad's Store

In 1812, George Conrad built a general store near Elk Run creek. Known simply as "Conrad's Store," it was that and much more. Over the years it served as a store, stagecoach stop, polling station, post office, and court, as slowly a collection of houses grew into a town. Because it served as the earliest link to surrounding area, the community became known as "Conrad's Store." It remains standing today and is a treasured landmark of Elkton's earliest history.

The first official post office for the settlement was called "Roadside," and was just east of Conrad's Store. Opened in 1866, it operated until 1870 when the Post Office was called Elkton. In 1881, the community's name was changed to Elkton and in 1908 the Town of Elkton was incorporated by the Virginia General Assembly.



## Early Business and Industry

In the years before roads made wagon transportation possible, the Shenandoah River served as the earliest transportation route for lumber and produce from plantations and farms to Front Royal, Harper's Ferry and, in time, to Georgetown. Flour was delivered to Georgetown for \$1.25 a barrel and to Harper's Ferry for \$1.00. Shallow barges/boats called gundalows, between nine and eleven feet wide and up to seventy feet long, were essential for transporting the iron ore mined in the Blue Ridge and Massanutten ranges to Harper's Ferry, where the U.S. Army's armory was located. Once goods and produce were sold the gundalows were broken up for lumber and the crews walked home. The gundalow business operated along the Shenandoah, with a stop in Elkton for trading and loading goods, until 1867.

The river also provided the energy for the many mills that flourished along its banks. Conrad Kite built a woolen mill on the west bank of the river just north of the Old Rt. 33 river bridge. In 1841 William Kite built a tannery east of town on today's Tanyard Bridge Road. And William H. Marshall – at the time of his death in 1915 - owned three flour mills (the River Bank Mill, the Elkton Mill and the Swift Run Mill) plus two of the town's general merchandise stores. Essential saw mills dotted the riverbanks.

In addition to the mills, mines, and produce, the area supplied materials for one more industry: pottery. A deposit south of town along the river yielded some of the finest potter's clay in Virginia. Used by Stephen Conrad's sons, acclaimed potter Andrew Coffman, and the Riverton Pottery, today these prized pots are highly sought after by collectors nationwide and sell at premium prices.

## The War Years

On the eve of the Civil War, Conrad's Store was a close-knit community with deep familial and common roots. It was a collection of houses and small industries that had grown up along the east-west Rockingham Turnpike, connected to the rest of Rockingham County by a wooden bridge beside the woolen mill - a day's ride from Harrisonburg.

The community's principal crops included corn, barley and other grains, hay, and fruit crops like peaches, apples, pears and berries. Farmers raised cattle, poultry and hogs, often turning the pigs loose in the mountains in the spring and rounding them up to butcher in the fall. The Shenandoah Valley was so fertile that it was justifiably called "the Bread Basket of the Confederacy."

For much of the Civil War, the community of Conrad's Store was isolated. At other times, it and its residents were deeply impacted, particularly during the spring of 1862 and the autumn of 1864.

In April, 1862, General Thomas "Stonewall" Jackson, commander of the Second Corps in the Army of Northern Virginia, camped with his men around the town, making his headquarters at the Kite home on Rockingham Street. The house (now known as the Miller/Kite House) has been restored and today houses a museum that features many of the War's artifacts. General Richard Ewell quartered at Dr. S. P. H. Miller's house, and the bulk of the soldiers camped near the town's spring and on the grounds of the current Elkton Elementary School.

For a week, the army remained in place while Jackson planned his famed Shenandoah Valley Campaign, which in May and early June defeated three separate Union armies and kept General George McClellan, commander of the United States Army, from advancing on Richmond. According to oral history in a number of families, young farmers' sons would take their families' cattle and horses into the mountains to hide when armies from either side were active in the area. Families and friends "rendezvoused" for safety and camped out on lands on the outskirts of town.

The Valley Campaign ended with the twin battles of Cross Keys and Port Republic, fought on successive days (June 8 and 9) on either side of the Shenandoah a dozen miles south of Conrad's Store, the armies withdrew –



the Union troops to the north and west, and the Confederates east to Richmond – and, other than seeing the wooden bridge across the river burned by the Confederates, Conrad's Store quieted again, until the end of September, 1864.

General Philip Sheridan, commander of the Cavalry Corps of the Army of the Potomac, was tasked by General Grant to destroy the economic resources of the Shenandoah Valley. Fighting General Jubal Early southward, his troops burned barns, mills, shops and factories, and crops, slaughtering livestock the army couldn't carry off, and leaving the Valley a wasteland. Everything that could be used to support the Confederate war effort was to be destroyed and, in large measure, was destroyed. Historians called the campaign "The Burning." At Conrad's Store, the tannery, flour mill and woolen mill were burned, stores and houses looted, and barns and livestock in the surrounding area destroyed.

By War's end, Elkton – like many other Virginia communities – was ravaged. Its farming and industrial base had been destroyed. Barns, mills, shop, factories and crops had been burned. Houses had been looted and livestock had been carried off. With money and materials scarce, many of the large landowners were forced into bankruptcies; tenant farmers and emancipated enslaved laborers needed income, education and homes.

**Elkton had to rebuild. And it did.**



The Miller-Kite Museum

### **Rebuilding: The Railroads**

The railroad sparked much of Elkton's renewal. The 1860s planning for a rail service from the Potomac River to Salem, Virginia had to be delayed by the financial hardships of the 1870s. With the discovery of iron ore deposits and the growing need for agricultural transportation, the line from Hagerstown Maryland to Waynesboro, Virginia was finally opened in 1881. The Chesapeake and Western Road opened a track from Elkton to Bridgewater in 1897. Elkton built a depot and passenger station in 1881 and 1907 respectively. Only the foundation of the Passenger Station remains and can be seen on the western side of the railroad track. The Station was dismantled in 1977 after 70 years of service to the community and the Depot had a similar fate on November 4, 1989.

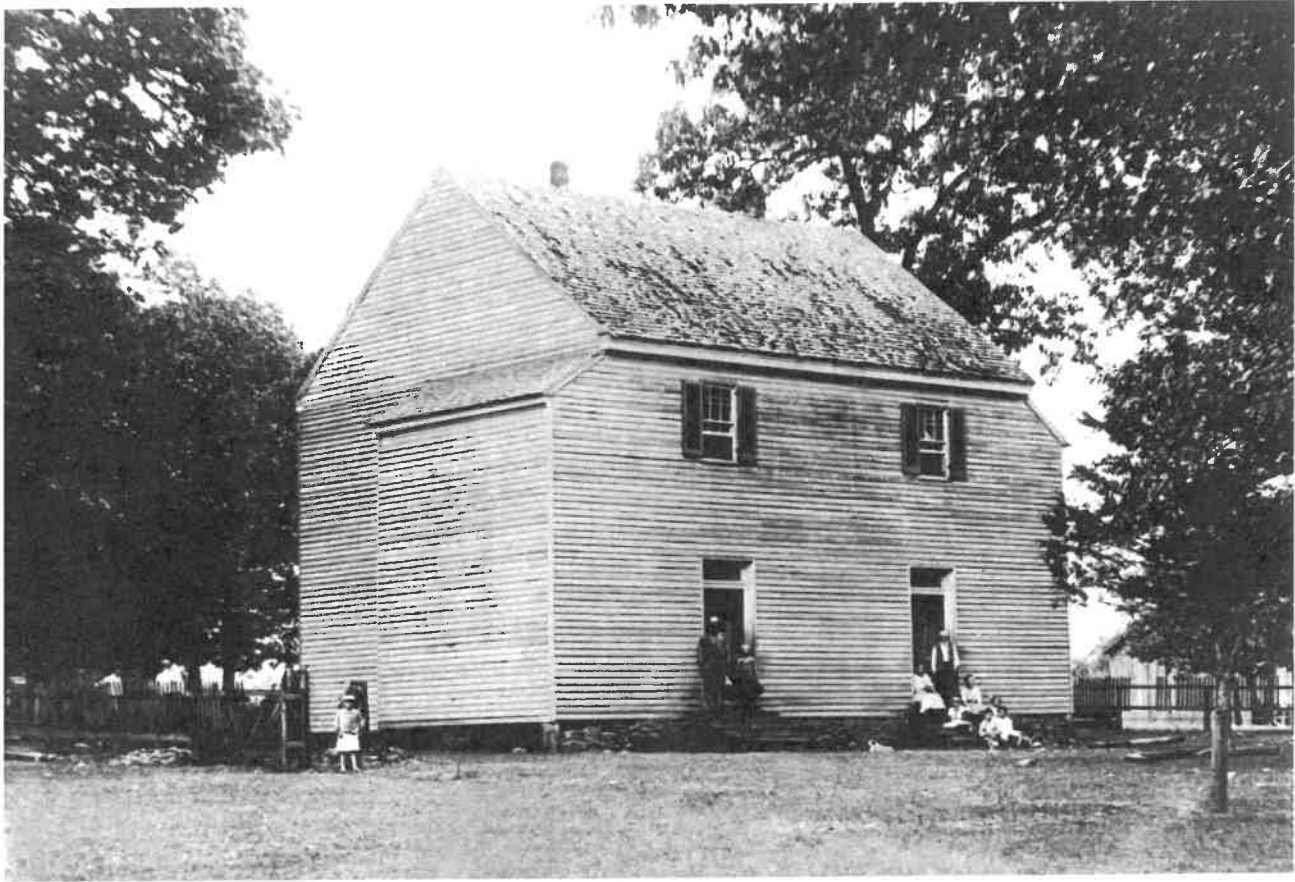


### **The Boom Era and the Elkton Improvement Company**

The newly opened rail lines presented opportunities to the nearby communities up and down the Shenandoah Valley. Leaders were quick to seize the moment and development companies were formed; prospective towns were laid out. Some plans were successful. Others failed. Among the most successful was the Elkton Improvement Company, led by Dr. S. P. H. Miller (1835 – 1895). The Company was chartered in 1890 and Elkton began to take shape. The plan envisioned a densely populated town designed in grids with diagonal thoroughfares - accommodating the twists and turns- of the Shenandoah River and Elk Run. "Riverside Park" was located just south of where Spotswood Trail crosses the river. A. C. Walker was commissioned to draw the community's first map, much of which formed the basis for what is now the Town of Elkton. With the injection of capital, the influx of businesses and the resulting increase in population, the community flourished. The Town now had its first newspaper "The Elkton Index," factories, machine shops, wagon works, tanneries, canneries and mills dotted the area. Hotels were erected and visitors from far and wide were welcomed.

### **Religious, Social and Civic Life**

Elkton's community churches were the centers of social life, providing religious instruction, philanthropy, and respectable recreation. Early church services were held in private homes. By 1821 private home could no longer accommodate the growing population: a church was needed. The non-denominational Elk Run Liberty Meeting House was constructed on the grounds of what is now the Elk Run Cemetery. The Meeting House measured 30 feet by 36 feet, and was completed by Henry Monger Jr. on March 21, 1822. The building contained a central divider to separate the men's and women's side, and had separate entry doors for each. A balcony was included for enslaved servants to join in worship. The meeting house – later the First Methodist Episcopal Church – was dismantled in 1910 as a number of new denominational churches were built.



**Elk Run Liberty Meeting House**

The Elk Run Liberty Meeting House Run Meeting House was no longer sufficient for the growing and diverse population, a church boom started in 1894 with the United Brethren. The Methodists followed in 1896, the Presbyterians in 1900. The Free Pentecostal, Catholic, and Mennonite congregations came later, and all have been resilient forces in town. Today Elkton hosts many, diverse churches, all of which are integral and compassionate parts of the community. One only needs to visit the meeting room of the Evangelical Church on Spotswood Avenue and view their wall lined with annual awards as Rockingham County's top "bell ringers" for the Salvation Army to understand first-hand the compassion and generosity of Elkton's people.

### **Agriculture**

Apple orchards whose produce historically was turned into applejack- some the finest brandy in the state which was shipped over the railway. With the prohibition era, sales were halted. But it gave away to some enterprising moonshiners, whose stills dotted the mountains and even some homes in Town. Legendary stories still swirl around the area.

### **Education**

Early education was offered at one room school houses, as well as private schoolhouses and tutors. The Elk Run Academy, which offered public education for the community's children, was built near the Elk Run Liberty Meeting House on the current grounds of the Elk Run Cemetery. Elkton now hosts four schools: The Elkton Elementary School on B Street, Riverbend Elementary School on Rockingham Pike, Elkton Middle School on Blue and Gold Drive and the East Rockingham High School on Eagle Rock Road. Graduates wishing to pursue their education enroll in schools across the nation, but many avail themselves of local trade schools, community colleges and the universities closest to home.



## The Town of Elkton is Chartered

The visionary work of The Elkton Improvement Company served as a roadmap for the creation of the Town and its subsequent incorporation in 1908. When Elkton's boom era ended in 1896, James E. Leebrick, became the driving force for continued progress. He helped establish the Bank of Elkton and served as its first President and then spearheaded the drive for the Town's incorporation. His efforts proved successful. On March 14, 1908 the General Assembly of Virginia enacted Elkton's Charter that "shall go into operation at once." On April 24th, the Town convened a Council – composed of J.A.S. Kyger, J.R. Cover, J.E. Leebrick, J.L. Heard, V.C. Miller, W.A. Gordon, I.L. Flory. J.A.S. Kyger was selected as Mayor with James Leebrick, community leader businessman and visionary, continuing to serve the newly created Town. Three months later, Elkton held its first election. The new town government tackled the many challenges any new enterprise faces; revenue and facilities. For the first years of its administration, the mayor and council met in various offices in the downtown area, until they were able to arrange town office. It didn't stop them from planning and starting to build improved streets, electricity, water, sidewalks, police and fire service. And they met the challenge of cows who took midday naps in the middle of the streets impeding traffic.

## Early Twentieth Century

When the boom ended in 1896, the Town had approximately 400 residents and contained one of the Valley's foremost health resorts.

The Elkton Lithia Bottling Company formed in 1907 as a soft drink bottling company. It was the forerunner to the 7-Up Bottling Company, which operated until the early 1980s. In 1921, the Maryland Company opened a garment manufacturing company, which later became the major employer Blue Bell. In the early 1920s, Water Street was known as "tenpin alley" because of the tenpin alley and pool halls operating there.

In the aftermath of the 1922 fire, it was clear that the water system, which had proved inadequate for fighting the fire and would not support much more growth, needed to be improved. In November 1923, the Town issued \$35,000 in bonds to purchase the water rights from Elkton Lithia Water Company and improve the water system. Elkton's volunteer fire department was formed in 1927.

In 1930, construction on Route 340 was completed to Elkton. The dedication of the Shenandoah National Park in 1936 brought Franklin D. Roosevelt to Elkton.

In 1941, Merck and Co. located a plant just south of the Town and has been a major employer for the area ever since. East Point Turkey, Inc. was established in Elkton in 1944 by Chester Housh. This local venture was a harbinger of what was to become the major industry for Rockingham County. By 1957, East Point was growing 500,000 turkeys annually. In 1956, Elkton Milling Co. moved into new quarters in the first fully pneumatic equipped flour mill in the country. This mill had a long history in Elkton, starting across the river as Marshall's woolen mill. It was converted to a flour mill after the Civil War. In the 1920s and 1930s it was run by E.P. Louderback, who also ran a small milling operation in Town beside the railroad. In 1956 the two operations were combined into the new building in Town.

### **Jennings House: Home of the Town's Government**

Town Hall has come a long way since Elkton's founding when meetings were held in the business office of the Mayor and a room was rented for the Police Chief. It is now situated in one of the town's most historic buildings – the "Jennings House." Dr. Simeon B. Jennings built the "Jennings House" on 300 acres of land purchased by his father-in-law, William Kite on April 3, 1837 for \$8,000.

The eight-room, two-story brick dwelling with a widow's walk and wood-shingled roof is believed to date to that time period. Dr. Jennings was more than just a medical doctor whose services spanned the East Rockingham and Southern Page County areas, he served the community throughout his life. By all accounts he was a highly respected member of the Elkton community. He was as a Steward of the Elk Run Meeting House, a founding officer of the Elk Run Lodge, No.53, I. O. G. T., a superintendent of the New Shenandoah Company, operated a flour mill, jointly opened a health resort near Bloomer Springs and, importantly, served as a doctor for the Rockingham County Poor House. During the Civil War, Dr. Jennings opened his doors to his home and treated injured soldiers.

The Jennings House passed through numerous hands until purchased by Merck & Co., on September 25, 1944 for their use as a company club. Merck generously deeded the property to the Town of Elkton on August 10, 1964 and it has since served as Elkton's seat of government. Recently painstakingly renovated and modernized, it is fitting that this house – built by a man known for his philanthropy and contributions to the community – is the home of the Town government.

And standing proudly in front of the Jennings House is Elkton's bur oak tree – the oldest in the State of Virginia and believed to be older than the House itself.

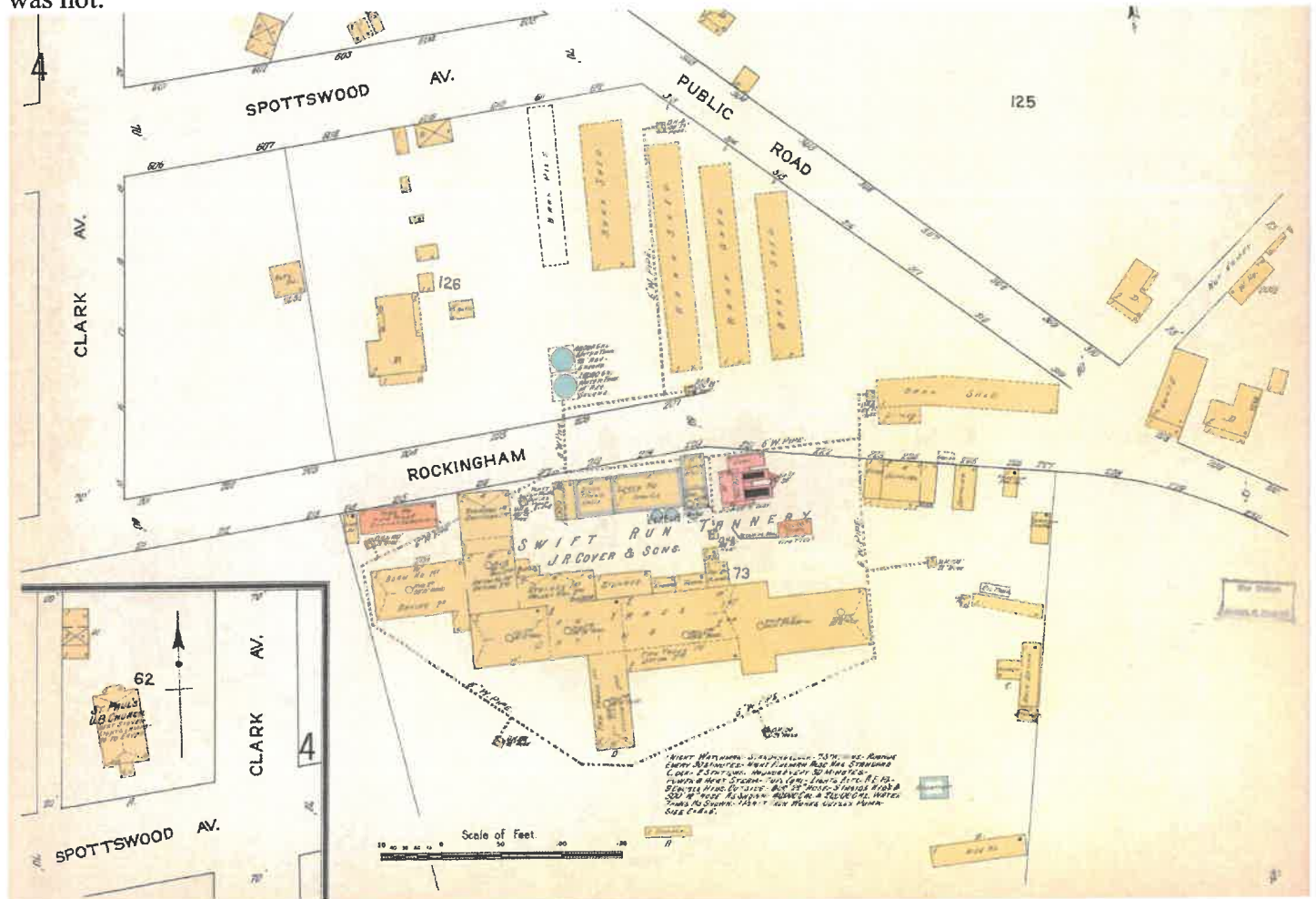


**The Jennings House - Elkton's Town Hall**



## Answering Tragedy with Resilience

On April 11, 1922, catastrophe struck. A major fire destroyed the business section of town, known as the "triangle." Bucket brigades proved futile. In the end ten of the Town's most utilized buildings were reduced to ash. Fortunately, the historic Jennings House, was spared by mere yards. Just 3 ½ years later, on December 13, 1925, fire consumed the sprawling complex of Elkton's major employer, the Swift Run (Cover) tannery. The blaze reportedly was visible in the Harrisonburg sky and drew an estimated crowd of 5,000. It was termed the worst fire in county history with losses estimated to be \$1,000,000. At the time, the tannery employed 200 workers – down from its World War I peak of 400 – 500. The tragedy served as a clarion call for expansion of fire service throughout the County. The downtown buildings that were destroyed were rebuilt, but the Tannery was not.



The sprawling "Swift Run Tannery" complex prior to the 1925 fire







**Downtown Elkton's triangle before and after the 1922 devastating fire.**

### **Hospitality**

Starting in the 1850's, resorts that featured "water cures" became popular in Virginia. The two major springs in Elkton were renowned for their purity and their healthfulness. Taking advantage of the railroad, Bear Lithia Springs, shipped their water nationwide and built a popular health resort. The Town of Elkton now owns the spring and the privately owned adjacent manor home hosts a large vegetable and fruit market with in-demand baked goods.

The other major spring – the Elk Lithia Spring - is located west of Town. Its water was piped into the early hotels. It also is owned by the Town and serves it well as its main water supplier.

The early taverns which housed visitors gave way to hotels. The first major hotel to open its doors was the Virginia Hotel, planned by the Elkton Improvement Co. Strategically located in proximity to the rail road depot, its 120 rooms served as a boarding house and stopping point for travelers. In 1971 the hotel was consumed by fire.

Opening a year later – in 1891 – was a luxury hotel located on the west bank of the Shenandoah just south of Elk Run. Rumored to be designed by architect Sanford White, "The Elkton" was a popular summer resort that featured 120 rooms, dining and meeting rooms, a restaurant, a swimming pool and a boat landing. In an era when people who could afford to escape the heat of the cities did just that. "The Elkton" thrived, both with tourists coming from all points across the country and with locals. After the resort era of the early 19<sup>th</sup> century faded, "The Elkton" got new life and a new name, "the Golden Horseshoe Tavern," with the opening of the Shenandoah National Park in 1936. The hotel was renovated in 1941 and again renamed, "The Gables Hotel." It was closed in 1956 and torn down in 1958. Route 33 crosses the hotel grounds, and the hotel itself stood just south of the westbound lane.



**Bear Lithia Springs and Hotel**



**The Virginia Hotel, 1910**



**The Hotel Elkton, Elkton, Va.**



**The Hotel Elkton went through many name changes during its lifetime. It was also known as The Golden Horse Shoe Tavern and the Gables Hotel.**

### **The People**

**Patsy Cline:** The best known Elktonian is Virginia “Ginny” Elizabeth Hensley, critically acclaimed Country singer and “Grand Ole Opry” legend, known throughout the world as “*Patsy Cline*.” Despite being born in Winchester, Patsy spent her childhood in Elkton, home to her father’s family since the late 1700s. She made frequently returns to her “home” and served as the Grand Marshall of the 1958 Golden Jubilee parade. Patsy’ childhood home still stands on Rockingham Pike. To this day, she is the pride of Elkton.



Every town has a local legend and Elkton's is Herman "Zut" Zetty (1879 – 1954), a character so memorable that the Elkton Brewing Co. named a drink in his honor. Zut saved Hopalong Cassidy from ambush on the big screen of the local theater by shouting "Watch out" and firing a shot at the screen. Love scenes in the theater were not the same without him shouting out "Kiss her you fool." And he is the only person to ride his trusty horse, Buck, into a local establishment for liquid refreshments. Zut's memory will live forever.



**Hobby Robinson:** Zut isn't the only local after whom a beverage was named. The Elkton Brewing Co., also offers a Hobby Robinson drink. Randolph Miller "Hobby" Robinson (1916-1993) managed his family's general department store in downtown Elkton, served in the Navy during WWII, and was a photographer. He captured the images of town residents in a series of popular books over a four decade span. His photographs are on permanent display at the Rocktown Historical Society in Dayton.

Despite its increased population (just under 3,000 residents) and its expanded borders, Elkton remains a small town. It's a place where neighbors are friends and community is a family. Nonprofits, churches and community band together with charity auctions, concerts, bake sales to help those in need. Elkton was even mentioned on an episode of the TV show Matlock!!

While the majority of Elktonians can trace their roots in the community for generations, "newcomers" have discovered its spirit and open arms. Today, there is a mix of farmers, builders, merchants, business leaders, professors, veterans, seniors, children and workers of all types.

### Revitalization and Today's Elkton

Elkton has continually readjusted to the times. From the Civil War to its fires, it has rebuilt and found new life. With the demise of the tannery, Merck and Co. stepped in to become major employer, locating a plant just south of Town in 1941. They were followed by Coors (now MillerCoors) in 1986 and together they offer jobs for many of the Town residents. Their partnership with – and support of – Elkton has created a stronger foundation and greater outlets for the community.

The completion of Route 33 – giving citizens a quick route to major stores and malls – left some of the small grocery and general stores without sufficient customers. But with new energy, new stores have taken their place.

The Town was designated an Appalachian Trail Community in August 2021 and attracts visitors from the adjacent Blue Ridge Mountains, many returning just for the Town's festivals. On September 21, 2023, Downtown Elkton was added to the Virginia Landmarks Registry. And in October 2023 Elkton was added to the National Register of Historic Places by the National Park Service.

Through the generous help of nonprofits, murals dot the walls of some businesses and facelifts have been given to older structures. The new playground equipment in Stonewall Park is a magnet for children. New hiking and

walking trails and a dog park are available. And the Town's calendar is full of events year-round – attracting visitors from far and wide. An estimated 15,000 – 20,000 visitors attended the 2023 Autumn Festival with streets lined with food, vendors, crafts and plenty of games for the children.

Elkton's planning continues with a major unveiling of a new park (EDM), marketplace and an outdoor performance stage planned for 2024.

### **Civic and Cultural Events**

From 1909 to 1912, Elkton held an annual Athletic Field Day, with participants from the surrounding counties. A wild melee during the 1912 events caused the demise of this competition, but the event was reborn later as a carnival-style Field Day. In 1958, the Elkton Golden Jubilee was held to celebrate the Town's 50th anniversary of incorporation. Singer Patsy Cline, who spent part of her childhood near Elkton, was the Grand Marshal of the parade. Similar celebrations were held in 1976, for the Bicentennial, and in 1983 (Elkton's Diamond Jubilee) and 2008 Elkton Centennial.

#### **Elkton Historical Society**

The Miller Kite Museum is open for scheduled tours on weekends. In addition, a Christmas Tea is held in November and funds raised offset expenses incurred at the museum.

#### **Blue Ridge Garden Club**

Blue Ridge Garden Club, organized in 1963 and chartered in 1964, is a member of the Virginia Federation of Garden Clubs, Inc. and the National Garden Clubs. It is a non-profit organization and its purpose is to provide youth and adult education resources and opportunities for its members, to promote the love of gardening, floral and landscape design, civic and environmental responsibility. This is accomplished through the following major areas of interest: floral designing, horticulture, community service and environmental conservation. The club also dedicated a Blue Star Memorial Byway Marker at the BB&T Bank in honor of, and to honor, all our military personnel.

#### ***Elkton Area United Services (EAUS)***

Elkton Area United Services (EAUS) is a comprehensive social service agency serving eastern Rockingham County since 1972. Through its programs EAUS provides assistance with housing, utilities, food, education, transportation, and aid to stranded travelers, senior citizen activities and a joyful holiday season. EAUS tries to develop programs where a need exists and tries to meet the needs of an ever-changing community.

EAUS programs include: Emergency Assistance, Food Pantry, Meals on Wheels, Holiday Cheer, Travelers' Aid, GED Classes, Back to School, Reading Rules!, Senior Citizens and Treasures for Everyone Thrift Store. The organization is supported primarily from community donations, "Treasures for Everyone" thrift store proceeds, and a United Way of Harrisonburg and



Rockingham County Community Impact Grant. Donations may be mailed to EAUS, P.O. Box 383, Elkton, VA 22827.

The organization recently moved to a new location in the town. The building is more modern, larger, and is able to display items in a more pleasant environment for the public. In addition, in 2021 the organization purchased several acres of B-2 Business property which is currently on the market for sale. In August 2022 EAUS purchased 2.7 acres with a building. The organization is in the process of remodeling the building and hope to offer a new complex and combine all their current locations into the same facility. This will include the Food Pantry now located on Gibbons Avenue.

#### **Elkton Lions Club {Sponsored by the Harrisonburg Lions Club}**

Elkton Lions Club held its charter meeting on March 24, 1942, at The Gables Hotel. The seventeen members were welcomed by Lion Stuart G. Aldhiser, president of the sponsoring club, and addressed by District Governor Lion Herman A. Cooper.

A gift of an official gong was presented and is still in use. After 67 years, the organization continues serving the local community with emphasis on sight and hearing, as well as furnishing support for youth activities.

The Elkton area gives solid support to Lion sponsored activities and generously donates to fund raising attempts. They hold White Cane Days and take part in the October Elkton Festival Days by cooking brown beans in an open pot and selling brooms year round.

#### **Elkton Progressive Improvement Committee (EPIC)**

EPIC (Elkton Progressive Improvement Committee) was formed in 1987 to improve the image and quality of life in Elkton. EPIC is excited to celebrate over 30 years of events that promotes a positive image of the Town of Elkton. Each year EPIC hosts four events: The EPICfest Beer, Wine & BBQ Festival the third Saturday in May, the Greater Elkton Memorial Golf Tournament in the Summer, Elkton Autumn Days Arts & Crafts Festival the third weekend in October and the Christmas Home and Church Tour the first Sunday in December. All proceeds go directly back to the town through projects. EPIC always welcomes new members. EPIC takes great pride in the many accomplishments such as Fort Stonewall "Kid's Castle" Playground, a quarter mile walking trail and picnic shelter, "Welcome to Elkton" signs, An Honor/Memorial stone wall that encircles the top of main park, just to mention a few. Current ongoing projects include the construction of a permanent LOVEwork installation in conjunction with a grant from Virginia Tourism Corporation, donating funds to the Town to assist with the building of the Downtown Marketplace Pavilion. The pavilion will help promote local gatherings in the heart of Downtown Elkton. The group works hard to promote our motto and work with the many other organizations in the town.

Changes were implemented in 2017 at the annual Elkton Autumn Days Arts and Crafts Festival (held the third week in October) that allowed vendor spaces to be moved to a new location on Spotswood Avenue where it

proved to be less crowded and allow for increased vendor participation. Attendance has increased dramatically since moving to the new festival location and offered festival attendees a chance to visit Downtown Elkton businesses the opportunity to be more visible to visitors and residents. A new event was introduced in 2017, the EPIC fest Beer, Wine and BBQ Festival. The event drew a nice crowd in its first year and it is expected to become an annual fundraiser for the EPIC group. In addition to short term projects listed, EPIC members are active in submitting a Concept of a future Greenway to be constructed within the town boundaries. This project is currently in the planning stages and received Elkton Town Council support in fall of 2018 and will hopefully begin Phase I in the near future. The greenway, when completed, will become an attraction in bringing tourism to our town.

### **Elkton Ruritan Club**

The local [Elkton Ruritan Club] was chartered November 13, 1973 with 28 members. Club projects include flag displays, student scholarships, donations to area fire and rescue squads, and crisis support for some local residents. The club also supports the Eagle Scout program as well as local Boy and Girl Scout troops. Financial support is also provided for the East Rockingham High School after Prom Party, Sponsor Elkton Little League Team, E.A.U.S., and the Elkton Area Community Center.

### **Junior Order of United American Mechanics**

As a civic group, in the community of Elkton, we strive to give back to the community that supports us in our annual events. Our longest commitment is providing our Little League with part of our property for their two baseball fields. We sponsor scholarships at East Rockingham High School to seniors wishing to further their education and help support other school related needs when they arise. We help financially with local church sponsored food programs the needs of Elkton Area United Services, a local assistance program, and make donations to national programs. All of these obligations are made possible thru the support of our annual events, the Spring Festival held in May, Field Day events held in July and our Fall Festival and Flea market held in October.

### **Ladies Auxiliary of the Blue Ridge Council #149 Elkton, VA**

Our purpose is to support the men with their objectives and to teach patriotic principles and show our love to God and our country. To always be there for sisters of our auxiliary. We support our community, local schools and weekday religious education.

### **Neighborhood Watch**

The Elkton Neighborhood Watch is an organized group of volunteer citizens devoted to the prevention of crime and vandalism. We are the extra eyes and ears of the Elkton Police Department. We hold monthly meetings at the Jr. Order Lodge located at 900 Shenandoah Avenue. The Neighborhood Watch also volunteers and sponsors events: National Night Out, Police Week, Halloween Hoodoo. Future events are in the planning stages. Our goal is to make our community a safer and better place to live.

## **Veterans of Foreign Wars of the U.S.**

*GOODEN BROTHERS V.F.W. POST 9292 CHARTERED March 14, 1947*

This organization constructed a Memorial in Stonewall Park to honor fallen heroes of WW II and keep an American flag flying at all times.

## **DEVELOPMENT PATTERN OF THE TOWN**

In the earliest period of its settled history, the Elkton area was a sparsely populated farming community. Early industrial activities such as flour mills, sawmills, and tan yards were located on the banks of the river or Elk Run.

The Town itself was laid out in 1890. The major thoroughfare (Spotswood Avenue) paralleled Elk Run, with smaller streets in tight grid patterns. Terrace Avenue and other features also are recognizable today, although much of the plan never came to fruition. In general the street pattern has held, but the tiny lots that were platted have been combined into varying sized lots for actual construction. Throughout the Town, original farmhouses can be identified among the more recent suburban development. The early platting of streets probably aided in this gradual infill, so that streets contain houses of a variety of ages.

Many of the buildings of downtown date from around the turn of the century when Elkton became an incorporated town and experienced its boom era. Early 20<sup>th</sup> century commercial buildings line the streets of the downtown. These primarily two-story frame and brick buildings reflect the growth of the Town in this period and are essential for maintaining a sense of the downtown core. A number of row houses on Wirt Avenue also are good examples of this period. The central business district has been susceptible in the past both to fires and to flooding, so that many buildings have been destroyed.

The older residential districts, particularly the Fourth Street area, have a good variety of late nineteenth and early twentieth century homes. More recent development projects, particularly apartments, have been constructed across vacated streets and so have deviated from the 1890 town plan.

In January 1977, the Town annexed 331.94 acres north of town, including 304 acres called Elkwood. Several streets of suburban-style residences have been built, but the bulk of the annexed area remains undeveloped.

Notable growth factors near Elkton include the Merck plant, which continues to be a dominant employer, the Miller Coors plant, and Massanutten resort. Today, the Town is primarily a bedroom community, as residents can commute easily to nearby Merck and Coors, as well as to Harrisonburg, Waynesboro, and Charlottesville. .

Many of these growth changes have put pressure on the downtown as the traditional retail center of Town.

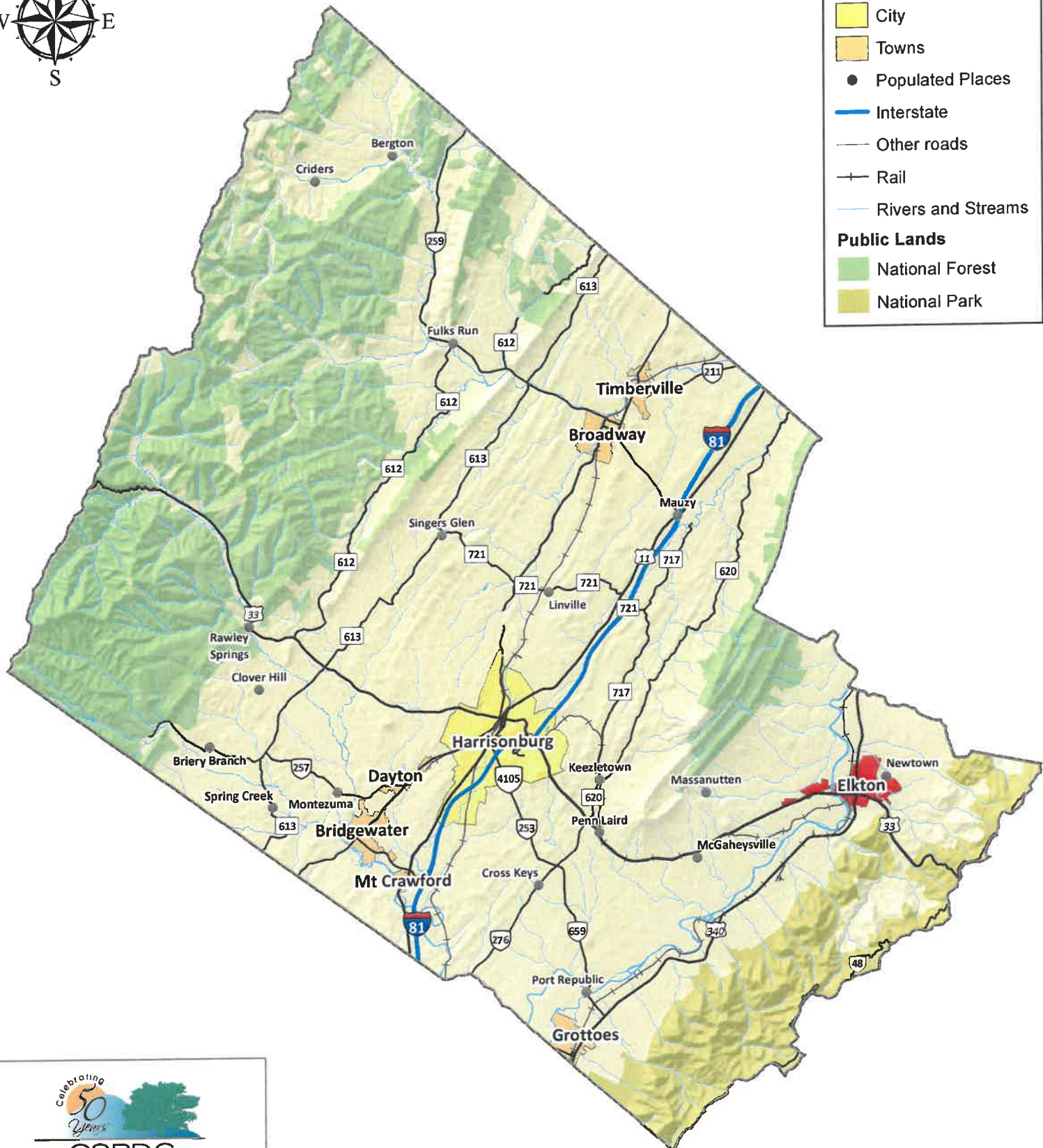
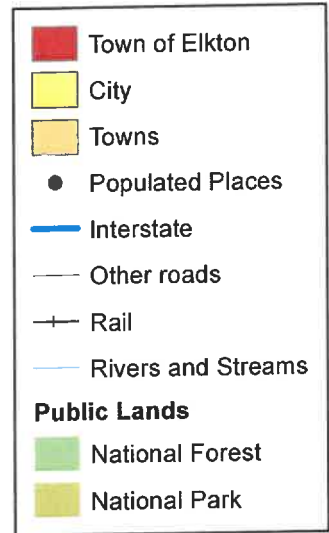
While the bypass improved traffic flow through the county, it reduced the Town's visibility and opportunity for travel trade. The 1976 Comprehensive Plan projected that the Town of Elkton would have between 4,000 and 9,000 residents by the year 2000. Although Elkton outpaced the growth rate in the rest of Rockingham County in the last decade, the Town's population remains far short of this projection. In the 2000 census, Elkton had 2,042



residents. In 2004, the Town of Elkton annexed 790 acres, which added approximately 770 residents. Since 2004, the Taylor property on Mt Pleasant Rd was annexed into town boundaries and covers 17.34 acres. In July 2010, the Town of Elkton took in the Downey Knolls Sub-Division through a boundary line adjustment for a total of 9.049 commercial acres, 30.64 acres in residential and 15 acres in agriculture. The total new acreage is 72.49 acres and makes a total of 0.11 additional square miles. In December 2016, land lying southwest of the town and running northeast along Spotswood Trail, was annexed thru a boundary line adjustment with Rockingham County. The total acreage was 5.80 acres and is in the M I Light Industrial Zoning District. In 2023, the Town annexed through a boundary line adjustment with Rockingham County. The boundary line between the County and Town is presently adjacent to parcels of land located on the existing western corporate limits of the Town of Elkton, Virginia, on the north-western side of Spotswood Trail (U.S. Route 33) just south-west of the Town of Elkton, Stonewall District, Rockingham County, Virginia, consisting of three (3) parcels: (1) 26.710 acres, (2) 25.026 acres, and (3) 85.808 acres, in the aggregate 137.544 acres, more or less.

# Town of Elkton

## Area Map



Sources: Town of Elkton, Rockingham County, CSPDC, Commonwealth of VA, and USGS.  
For planning purposes only.  
Map prepared and produced at the Central Shenandoah Planning District Commission (September 2023)

0 5 10 Miles

## CHAPTER 2 NATURAL FEATURES

### LOCATION

The Town of Elkton is the primary settlement in northeastern Rockingham County. Located approximately 14 miles east of the City of Harrisonburg, the Town lies on the eastern bank of the South Fork of the Shenandoah River and straddles the junction of primary highways 33 and 340. Route 33, the main east-west artery through Rockingham County, crosses the Blue Ridge Mountains just east of Elkton and provides the Town good access to the City of Charlottesville, 38 miles southeast, as well as to Harrisonburg. Route 340, also a major road, connects Elkton to Page County to the north and the City of Waynesboro to the south.

Elkton lies at the junction of two rail lines. The Norfolk and Southern Railway runs north and south through the western half of Town, adjacent to the river. A second spur crosses the river near Elkton, intersects near Roland Avenue and Fifth Street.

### GEOLOGY

In geologic terms, the Town lies on a valley landform, part of the Valley and Ridge Province, which in turn is part of the Appalachian Valley topographic province. The Town is underlain by sedimentary rocks. Most of the Town lies on Elbrook Dolomite, a thick-bedded dolomite (estimated thickness 3,000 feet) with beds of blue limestone and some shale. Although there are a few strong outcrops near Town, much of this belt is covered by alluvial deposits of sand and gravel. These formations contain solution channels that are potentially good aquifers.

The eastern edge of Elkton lies on the Rome (Waynesboro) formation, approximately 1,700 feet deep and consisting of red and brown shale and some sandstone and limestone. The western edge of Town abuts a Conococheague limestone formation, a thick-bedded bluish limestone (typically 2,500 feet deep in Rockingham County) with some dolomite and sandstone.

Geology influences land use planning primarily in three areas: mineral resources, geological hazards, and groundwater resources. Each of these aspects is discussed below.

### Mineral Resources

The geologic formations near Elkton have attracted mining companies in the past, although no mines are being operated now. Fox Mountain Mine, 3.5 miles northeast of Elkton, opened about 1836 and was in the height of production in the 1880s. The mine was the largest producer of iron ore in the area. Hanse Mountain, one mile south of Town, supported several manganese mines between 1888 and 1915. Luck Stone, Inc., operates a quarry for crushed stone and agricultural stone at a site approximately three miles northwest of Town. Copper mineralization occurs southeast of Elkton, but it is unknown whether it would warrant mining.



## Geological Hazards

Because Rockingham County is in an area underlain by soluble rock (limestone and dolomite), sinkholes and caves are common. This "karst" topography carries three types of potential problems: sinkhole subsidence, in which the void created by the dissolution of the bedrock causes a gradual or sudden collapse of the surface materials; 2) flooding, if the sinkholes, which provide drainage to underground streams, become plugged; and 3) pollution, because any materials deposited in the sinkhole can enter the groundwater system undiluted through the underground drainage routes. Neither the geology map nor the U.S. Geological Survey map shows sinkholes near Elkton, but research for the previous Comprehensive Plan (map entitled "Soils: Septic System Limitations," September 1975) indicates a wide band of sinkholes on the western bank of the river across from the Town as well as a few sinkholes within the Town limits.

No faults are delineated in the immediate vicinity, although there is an approximate fault noted above Elkton Spring near Dolly's Knob, a sharp peak north of Route 33 just east of Town. A fault can potentially carry pollution into the groundwater.

## CLIMATE

The climate of Rockingham County, and hence Elkton, is moderate. Daytime temperatures average approximately 80 degrees (F) in the summer and 42 degrees (F) in the winter. The average temperature is approximately 54 degrees (F). Temperature extremes in the cold season range from highs in the mid 70's to lows of approximately -16 degrees. Extremes during July and August range from 100 degrees to less than 45 degrees. The growing season averages approximately 166 days, with the last frost usually occurring near April 30 and the first frost occurring near October 10. May 25 and September 21 are the record frost dates. According to a 1988 planning bulletin prepared by the Virginia State Water Control Board, prevailing winds in the Valley are southerly to northwesterly at an average velocity of 10 mph. Storms, however, can bring wind velocities of 80 mph.

The Elkton area, because of its proximity to the western edge of the Blue Ridge Mountains, receives significantly more rainfall than the county as a whole. Elkton's average annual rainfall is approximately 45 inches, compared to 35 inches annually for the county.

## TOPOGRAPHY

Elkton is fairly flat compared to many settlements in the Valley region of the state. Most of the Town is flat and low, ranging from approximately 920 feet along the banks of the Shenandoah River to a high point of 1,168 feet at Elkwood. The other area of definite slope is along Terrace Avenue which, true to its name, runs along a bluff overlooking the park and the fields by the river. Almost all of the area west of Route 340 is both below 1,000 feet and less than 8 percent slope. Newly annexed areas to the East have slopes greater than 25 percent.

In the immediately surrounding area, Hanse Mountain directly southeast of Elkton has very steep slopes and rises to a height of 2,153 feet. The area south of Route 634 would be prohibitively steep to develop and the peak of Hanse Mountain itself lies within Shenandoah National Park.

Otherwise, slope by itself would not hinder development. The river lies within a flat area, and the slopes rise fairly gently away both to the east and west along the Route 33 corridor.

## **HYDROLOGY**

### **Floodplains**

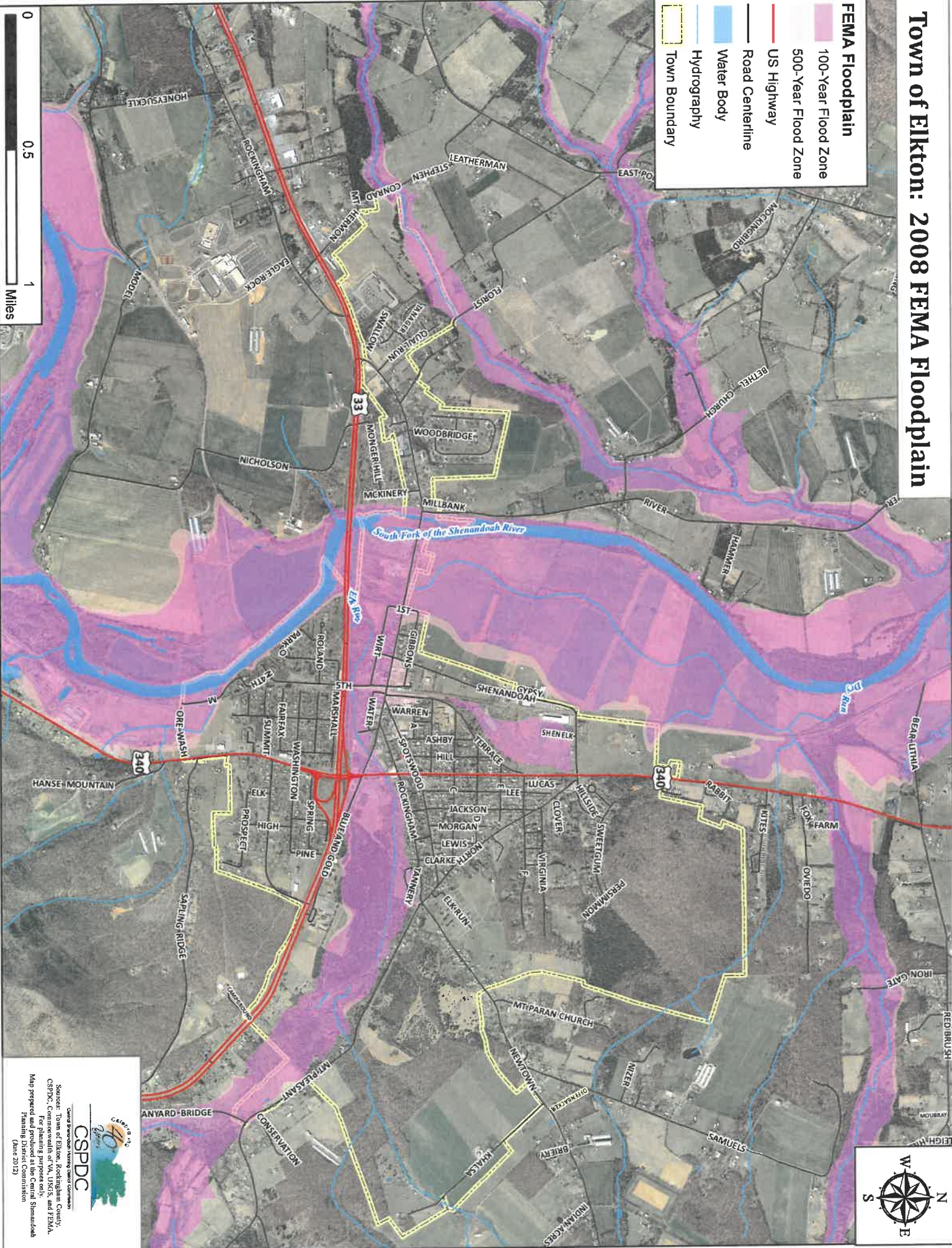
Several sections of the Town of Elkton lie within the FEMA flood zone designations A, AE, AH, AO, B, C and X as delineated by the new map for (FEMA) *Federal Emergency Management Agency* completed in 2007. According to the map, flooding from 100-year or greater storms could bring flood waters from the creek into almost all of the area between the Rt. 33 Bypass and Spotswood Trail west of the Norfolk and Southern Railway and into the back yards of the houses and businesses on the south side of Rockingham Street.

The Shenandoah River floodplain stretches along the western corporate limits. Elk Run and Shenandoah River share a common floodplain near the Town limits. The worst flooding occurs when both streams overrun their banks. Generally most of the flooding occurs from Elk Run, which is susceptible to intense, short-duration storms that cause rapid runoff from the steep slopes at the stream's headwaters. The 1985 & 1996 flood, caused major flooding from the River, just as identified by the map, but not very much flooding from Elk Run. One factor is the Route 33 bypass. The new roadbed improves the flow of Elk Run into the river and lessens its potential to back up into the Town.



# Town of Elkton: 2008 FEMA Floodplain

- FEMA Floodplain**
- 100-Year Flood Zone
  - 500-Year Flood Zone
  - US Highway
  - Road Centerline
  - Water Body
  - Hydrography
  - Town Boundary





## **Drainage**

Elkton lies within the drainage basin of the South Fork of the Shenandoah River. A portion of the Town drains directly into the river, but most of it drains into the tributary of Elk Run, which joins the river at the Town limits.

Drainage and sewage normally are designed on the basis of watersheds. Sewers are most efficient when they are contained within a given watershed to allow gravity flow throughout the system. A slight drainage divide parallels C Street from the eastern edge of Town and then cuts north along Rt. 340. This divide is too slight to pose serious problems for the design of drainage and sewage systems. The Elkwood property lies north of this divide but the sewage is pumped back to the Town system for treatment.

Drainage improvements and erosion and sediment control must be sized to handle all upstream runoff. If drainage is too slow, flooding can result. Conversely, if water drains too fast, serious erosion can result from the increased momentum and pollutants can be borne into surface waters. Runoff is especially a problem on large areas of impervious surfaces.

The U.S. Environmental Protection Agency (EPA) in November of 1990 issued regulations to control discharges of storm water. These regulations do not apply to towns.

The Virginia Erosion and Sediment Control Law, adopted in 1973, requires all localities to administer programs to reduce sedimentation of streams, basically through regulating land-disturbing activities associated with urban construction. Rockingham County administers the program for Elkton.

The Town has major problems with inadequate drainage and storm water runoff, particularly in the areas of Stonewall Memorial Park, Spotswood Avenue from North Street to Stuart Avenue, and the downtown. The Town has completed many drainage improvement projects in the last 15 years, including the recent installation of a pump in the Park to help pump out excess water, but more remains to be done.

## **Water Resources**

### **Quantity**

Elkton is blessed with a plentiful supply of water. The Town lies on alluvial soil of the Central Valley Province, which generally coincides with the areas of highest groundwater potential in Rockingham County and one of the best groundwater-producing areas in Virginia west of the Coastal Plain. This high quantity of groundwater is caused by the geology of the area, namely the wide band of alluvial and terrace deposits of gravel and sand that mark the past and current floodplains of the Shenandoah River. These sediments receive great amounts of runoff from the steep Blue Ridge Mountains and also infiltration from the river. In effect the land flanking the river as it courses through the County acts like a large sponge.

Wells in Elkton and vicinity generally are from 100 to 200 feet deep and yield small to moderate supplies of water. Wells with large yields have been drilled south of Elkton at the Merck plant, with depths varying from 70 feet to 330 feet.

There are four springs in the Elkton area: 1) Mundy's spring (flow undetermined) near Rt. 602, 2) Bear Lithia Spring (100 gallons per minute) west of Rt. 340, 3) Samuel Spring (flow undetermined) on Rt. 340 south of Town, and 4) Elk Lithia (or Kite) Spring just east of Town. Bear Lithia is a public water source donated by Miller Coors to the County.

In 2003 Rockingham County donated Bear Lithia Springs to the Town. It is now a source of revenue with approximately 1,000,000 gallons per month being pumped and used in area households and on farms to water livestock.

## Quality

Most of the groundwater in Rockingham County is generally of good quality, with only isolated problems. Hardness is a widespread characteristic, but Elkton's water appeared to be below the county mean, measuring as only relatively hard in a 1976 Rockingham County Groundwater study by the State Water Control Board. As described further in the Community Facilities chapter, the water pumped from the well contains sand and silica particles.

## SOILS

Urban uses of land are affected by the soil characteristics of permeability, structural conditions, and depth to bedrock. Of particular concern is suitability for septic systems, although this is not as important in areas served by public sewer. The 1975 planning map "Soils: Septic System Limitations" for Elkton based on soils data shows the Town as an oasis of slight and moderate limitation bounded by areas of severe limitation. Within the Town, these severe limitations generally reflect the floodplains of the river and Elk Run.

The area receiving a rating of "slight" limitation contains the portion of Town that is west of the Norfolk and Southern Railroad, plus a small wedge of Rockingham Street and Spotswood Avenue. Much of the downtown is on the best soils in the area in terms of septic suitability.

For information on specific sites, the U.S. Soil Conservation Service Soil Survey for Rockingham County should be consulted or a field test undertaken. In general terms, however, as indicated on the soils map, development limitations due to soil characteristics within the Town limits are as follows:

### Moderate Limitations for Development

- Southeast of Terrace Avenue and north of Spotswood Avenue
- Western section of Town, west of the Norfolk and Southern Railroad tracks  
And south of the U.S. 33 bypass

### Severe Limitations for Development

- Northwest of Terrace Avenue in the parks
- Land adjacent to Elk Run

The most dominant soil type in the Town limits is Unison fine sandy loam (71B2), which is gently sloping and well drained. This soil is moderate in terms of permeability, water capacity, shrink-swell potential, and erodability. Surface runoff is medium. Natural fertility and organic matter tend to be low. Permeability rates that are unacceptable for septic tanks are a severe limitation for development unless a public sewer line is available. Also, most soils with slow percolation rates carry a shrink-swell potential that makes them poor sites for construction. Much of the land surrounding Elkton is unsuitable for septic systems. This makes development potential partially reliant on sewer service.

## **DEVELOPMENT CONSTRAINTS**

### Slopes

Few areas in Town have slopes severe enough to limit development. Elkwood is the steepest area.

### Drainage

Elkwood's location entails minor obstacles for providing water and sewer for development. The Town's susceptibility to major flooding increases the importance of effective storm water management, floodway protection, and sediment and erosion control.

### Floodplains

Elkton has severe potential for flooding. Much of the traditional downtown is susceptible to 100-year floods, as are the areas along Elk Run.

### Sinkholes/Faults

No areas within the Town limits have been identified as having geologic hazards such as sinkholes or faults. These formations are indicated, however, in certain locations in the surrounding area.

### Soils

Most of the area in Town carries moderate limitations for development based on soil characteristics. The floodplains carry severe limitations, as do some areas surrounding the Town.

### Springs

Elk Lithia (Kite) spring once served as a backup water source for the Town. It was condemned in approximately 2012 and taken out of operation.

## CHAPTER 3 CULTURAL/RECREATIONAL RESOURCES

### HISTORICAL SITES

Elkton has a number of historic buildings dating from the early 1800s to the early twentieth century. The oldest buildings are two antebellum houses and Conrad's Store, which dates from 1845-60. These buildings attest to the period in Elkton's history when the area was a sparsely populated farming community. During the Civil War, the Jennings House (Town Hall) served as a hospital, while the Miller-Kite (operated by the Elkton Historical Society) was Stonewall Jackson's headquarters. There has been renewed nationwide interest in the Civil War battlefields in the Shenandoah Valley. The nearest battlefield with tourist facilities is located in New Market.

Elkton's downtown has a variety of older buildings, most of which were constructed before World War II. The commercial buildings range in style from mid-to-late Victorian to Art Deco or Modern. In 1992, Elkton was designated a Virginia Main Street Community, which demonstrates its commitment to building on the historical and economic value of the downtown.

Many buildings were destroyed in the fires of 1922 and 1925 and to make way for modern development. Among the latter are the Blue and Gray Hotel and the Hale building. Also lost are physical examples of the Town's industrial past. The tan yard and the mills on Water Street and on the west side of the river survive only through the names of roads.

The Town underwent an architectural survey sponsored by the Virginia Department of Historic Resources (VDHR) in August 2023. There are 288 total architectural resources in the district, of which 214 are contributing and 74 are noncontributing.

The buildings currently on file with the VDHR are listed below.

216-1 Miller-Kite House: Dwelling/Museum: 1827 2-story brick I-house with rear ell. Built for Henry Miller, Jr., with carpentry and joinery by Rockingham craftsman Samuel Gibbons. Interior decoration illustrates German decoration popular in area. Military: headquarters of Stonewall Jackson in 1862. Listed on the National Register of Historic Places.

216-2 Conrad's Store: Store/dwelling: 1845-60 2-story log, 2-room store; gable end entry, gable roof, remodeled into dwelling; some original finish; late ell addition.

216-3 Jennings House Dwelling/Town Hall: 1850s 2-story plus basement, 5-bay Italianate design; remodeled into town hall, porches added to back. The Library has merged with Massanutten Regional Library and moved to a new location. Served as a military: hospital during Civil War. It was closed to the public for renovating.

216-4 Blue and Gray Hotel (destroyed): Hotel: late 19th century, 3-story frame, common local form for late 19th century. Rectangular building with long side along the road and full 2-story porch (Razed).

216-5 Hale Building: Store: 1890s 2-story brick burned in 1920s-30s; divided into 2 stores typical of late 19th early 20th century commercial architecture (destroyed because in path of highway).



216-6 Kite Mansion Dwelling: Completed in 1948 as the residence of Edwin Kite family. The house was built as a replica of Williamsburg mansion with large columns, exquisite chandeliers, and imported stone for the fireplaces.

(Source: Virginia Division of Historic Landmarks, The Valley Regional Preservation Plan: Evaluation of Architectural, Historic, and Archaeological Resources in Rockingham County, Virginia, 1985)

**Adam Miller** is recognized as being the first permanent white settler to locate in the Shenandoah Valley. The Adam Miller house is still standing on Rt 340 in the northern most Town boundary. Elkton Welcome Center members recently placed an obelisk memorial in the Elk Run Cemetery located on the eastern side of Town to commemorate what is rumored to be the final resting place of Adam Miller.

#### **Stonewall Park 9/11 Memorial.**

The Town of Elkton erected two memorials at Elkton Middle School and Stonewall Memorial Park, honoring and memorializing individuals involved in the 9/11 attacks. The steel beams in the memorials actually came from the World Trade Center Towers. Citizens are honored to have a piece of history in their town,

#### **Stonewall Park Veterans Memorial**

The Veterans of Foreign Wars was constructed in honor of WW II soldiers killed in action. It is the site where the Town of Elkton holds the Veteran's Day program annually on November 11<sup>th</sup>.

#### **Shenandoah National Park Chimney**

The chimney was unveiled on May 20, 2018. The chimney monument represents the chimneys of the displaced families, some of which still stand today in Shenandoah National Park. The roll includes more than 230 people, two schools, two churches and a business.

## **RECREATIONAL SITES**

### **Town Parks**

Elkton has an extensive park below Terrace Avenue (Stonewall Memorial Park). This park serves well for area athletic events. In addition to baseball and softball diamonds, it contains bathrooms, two picnic shelters, tennis courts, pickle ball court, playground and a dog park. In 2022 public works for the Town constructed a 1.6 mile walking trail that was paved around the park. The town has purchased undeveloped land situated in the east part of the town limits for future recreational facilities.

There is much potential for additional smaller parks to be developed. In 2023 a 0.8 of a mile walking trail was constructed and paved at the Elkton Landing near the river with access points to the river behind the Rockingham County Landfill facility.

Riverside Park, deeded to the Town by Merck and Company, is on the southwestern side of Town. In 2016 Merck & Co. donated additional acreage to the park to allow more parking spaces. A picnic shelter, with electricity, and modern bathrooms are located on the property. In addition, it sits on the Shenandoah River and is a favorite fishing area for locals.

A small pocket park is located along Spotswood Trail in the general business area. This piece of property was deeded to the Town via a land swap by a local business that was in need of additional parking in another area of Town. BB&T Bank donated the property on the opposite side of Elk Run to the Town. The park has been improved by placing park benches, picnic tables, landscaping, flowering shrubs, and decorative stone and is now open to the public, accessible by foot traffic only.

Located behind the Elkton Area Community Center the Town owns Elk Run Trails. Elk Run Trails offer a variety of options for walking, trail running, or biking at any distance. The most-used trail parallels Elk Run, with ample opportunity for wading or fishing in the creek. Although some loops are designated for mountain bikes, all are suitable for foot and bicycle travel. The terrain is mostly flat, with areas of dense hemlocks and pine trees. Most of the area is protected from sun and wind.

The Town of Elkton was excited to host a groundbreaking event in January 2024 for the Elkton Downtown Marketplace, the town's newest downtown 2-acre park. The park will include a large open-air pavilion, performance stage, paved parking, and open play area for events and festivals. The ribbon cutting ceremony and official grand opening is planned for late July 2024.

### **Shenandoah River**

The Shenandoah River, which forms the western border of Elkton, provides exceptional opportunities for recreation. Canoeing and fishing are available along its entire length. A riverfront park was envisioned in the 1890 Elkton Town Plan, but was never built. Although the Town border on Route 33 is east of the River, the Town does own additional land adjacent to the River that possibly could be developed into a park. In 2017 Game & Inland Fisheries rebuilt the boat landing located on the land.

### **Shenandoah National Park**

Elkton is the closest incorporated town to the Route 33 crossing of the Blue Ridge Mountains. The Shenandoah National Park lies directly southeast and east of Town. Both the park and the Skyline Drive, sited along the ridge top to provide panoramic views, are national draws, particularly as one of the closest recreational spots to the Washington, D.C., metropolitan area. In the past, "tourist camps" or groups of small cottages met the demand for tourists coming to the area to experience the mountains. Construction of a new hotel or motel in Elkton would definitely be an advantage to promote tourism, especially catering to overnight or short term visitors.

### **Massanutten Resort**

Massanutten Mountain, a few miles west of Elkton, has been developed as a successful ski and recreational resort. The Massanutten area has extensive time share units that have been built in the last 40 years as well as a community of year around homes. Elkton is the closest incorporated community.

## TOURISM POTENTIAL

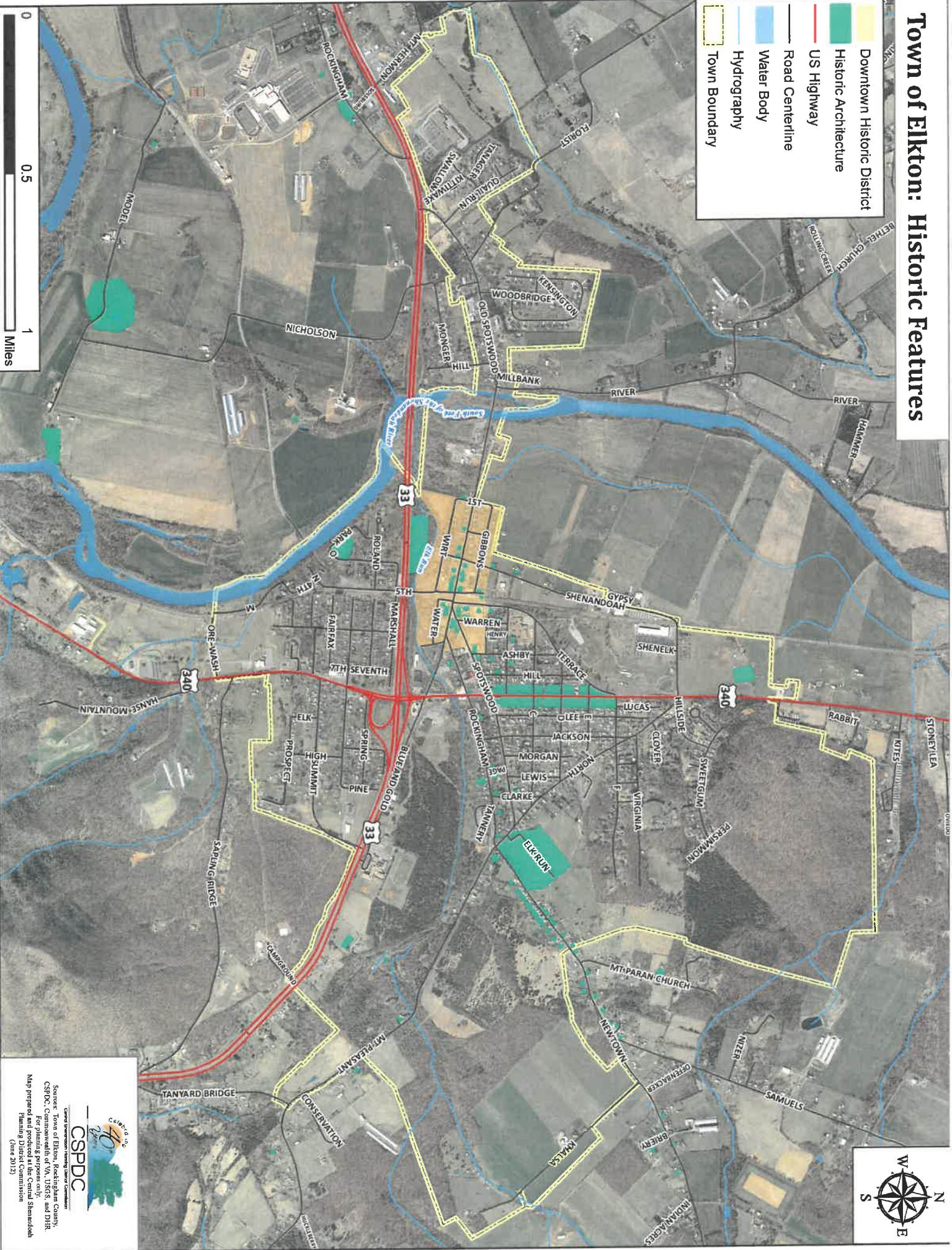
Elkton's proximity to nationally recognized recreational and historic sites indicate that the Town has substantial potential to provide services to these visitors. Enhancement of the Town's own historic, cultural, and natural assets (particularly the River) would be important to this effort.

The large number of visitors using Shenandoah Park suggests that there might be a market for tourist facilities or shopping areas. Park users may need provisions for fishing, camping and other outdoor recreation. Skyline Drive tourists may desire overnight lodging or family-oriented recreation. Likewise, expanded shopping opportunities in Elkton might serve the Massanutten residents and visitors. In 2021 Elkton approved its first Special Exception for a short-term rental. Since that time Elkton has issued eleven special exceptions and made several revisions to the short term rental code. Short term rentals have proved beneficial for the Town as to visitors stay in the Town and dine at our restaurants, utilize gas stations, grocery store, convenience stores and enjoy all that Elkton has to offer.



# Town of Elkton: Historic Features

- Downtown Historic District
- Historic Architecture
- US Highway
- Road Centerline
- Water Body
- Hydrography
- Town Boundary





## CHAPTER 4 DEMOGRAPHICS AND POPULATION

The size and characteristics of the population of Elkton will greatly influence the services that will be needed. An understanding of the demographics of the Town is therefore essential to planning future demands on Town resources.

### POPULATION TRENDS

#### *Population Growth*

In the past 80 years, the population of Elkton has increased 179.8 percent, from 1,050 in 1940 to 2,938 in 2021 (US Census Bureau). This growth has been sporadic rather than steady. In fact, between 1960 and 1980 the Town's population was essentially the same. In recent decades, however, the population surged. The Town annexed vacant land in 1977 and a substantial number of houses have been built there since. The bulk of this growth, occurred in the 1980s as the population increased by 415 people or 27.3 percent. The population growth also increased dramatically during the early 2000's due to annexations which occurred in January 2004. The most recent Decennial Census taken in 2020 showed that the Town is continuing to grow as the population increased by 215 people or 7.9 percent. (See Table 1, pg. 32).

#### *As a Percentage of County Growth*

### Population Density

In 1940, Elkton contained 3.4 percent of the population in Rockingham County. By 2000, the ratio had decreased somewhat (3.0 percent). However, after Elkton annexed land in 2004, the ratio increased to 4.0 percent. By 2020, the ratio had decreased to 3.5 percent.

According to the U.S. Census Bureau, the Town of Elkton encompassed 1.4 square miles in 2000. This yielded a population density of 1,490 persons per square mile. Through a series of annexations between 2004 and 2010, the Town of Elkton gradually grew to 2.75 square miles. As seen in Table 1, this was the catalyst for a 33.5 percent population increase between 2000 and 2010. However, the Town's growth in size outpaced the population growth as the Town's population density declined slightly to 1,051 persons per square mile in 2010. As the Town continued to annex less densely populated land in the 2010s, Elkton's density has gradually declined. With a population of 2,941 and a land area of 3.21 square miles, Elkton's population density was roughly 916.9 persons per square mile in 2020. However, this is still significantly higher than Rockingham County, as the County's population density in 2020 was 98.2 persons per square miles.

## POPULATION CHANGE, 1940 - 2020

Census	Elkton	% Change	Rockingham County	% Change	County plus City	% Change	Planning District	% Change
1940	1,050	-	31,289	-	40,057	-	134,954	-
1950	1,361	29.6%	35,079	12.1%	45,889	14.6%	151,265	12.1%
1960	1,509	10.9%	40,485	15.4%	52,401	14.2%	166,585	10.1%
1970	1,511	0.1%	47,890	18.3%	62,495	19.3%	186,306	11.8%
1980	1,520	0.6%	57,038	19.1%	76,709	22.7%	208,344	11.8%
1990	1,935	27.3%	57,482	0.8%	88,189	15.0%	225,025	8.0%
2000	2,042	5.5%	67,725	17.8%	108,988	23.6%	258,789	15.0%
2010	2,726	33.5%	76,314	12.7%	125,228	14.9%	286,781	10.8%
2020	2,941	7.9%	83,757	9.8%	135,571	8.3%	307,211	7.1%
Avg	Growth	2.3%		2.1%		3.0%		1.6%

NOTE: In 2004 the Town of Elkton took in 727 residents through annexation which accounts for a drastic increase for the 2010 census. Source: U.S. Census Bureau – Decennial Census

Elkton also annexed approximately 137.5 acres of land on the west end of town in 2023. Since the most recent American Community Survey data available at the time this Comprehensive Plan was adopted was from 2021, these areas are not included in the population and demographic numbers detailed below. However, since the majority of this land is not currently residential, this annexation is not expected to significantly impact the Town’s demographic data.

## Area Population

According to the last Rockingham Comprehensive Plan adopted in 2015, the area around Elkton is expected to experience a moderate amount of future development and population growth during the next several decades.

## Population Projections

The Town of Elkton projected its future population growth based on the Weldon Cooper Center for Public Service's population estimates. According to the Weldon Cooper Center, Rockingham County and the City of Harrisonburg are expected to grow by about 24.7 percent between 2020 and 2050. Assuming that Elkton will grow at a similar rate, thereby maintaining the same proportion of county's population (3.5 percent) as it held 2020, Elkton's population is projected to be 3,156 in 2030. As seen in Table 2, the Town's population is expected to be increase by about 0.82 percent each year, reaching 3,669 in 2050, excluding any additional population growth through annexation.

**TABLE 2**

### **PROJECTED POPULATION CHANGE, 2010 - 2050**

*Sources: Weldon Cooper Center; U.S. Census Bureau*

	Year	Elkton		Rockingham County	
		Population	Growth Rate	Population	Growth Rate
<b>Actual</b>	2010	2,726		76,314	
	2020	2,941	7.9%	83,757	9.8%
<b>Projected</b>	2030	3,156	7.3%	89,893	7.3%
	2040	3,387	7.3%	96,465	7.3%
	2050	3,669	8.3%	104,481	8.3%



## POPULATION CHARACTERISTICS

The accuracy of this projection will depend on a number of factors. Among these are the amount of vacant land in the Town, attractions to growth both in the area and in the Town specifically, additional annexations, and disincentives to growth in the area and the Town. Larger trends for the state and the country, such as increasingly smaller households, also will influence population change.

The median age of Town residents is 42.3 years old. This is roughly four years higher than the national average (38.4) and two years higher than Rockingham County (40.3). An age breakdown of Elkton's population in 2021 is shown in Table 3.

*Race\* According to the U.S. Census Bureau, the Town's racial diversity has fluctuated over the last two decades. In 2000, 96.7 percent of the population was white, 3.0 percent was black, and 1.0 percent was of another race. About 1.8 percent of the citizens were Hispanic. In 2010, Elkton showed an increase in racial diversity as the white population made up 91.8 percent of the population, the black population made up 7.4 percent, and other races make up less than 1.0 percent. About 2.1 percent were of Hispanic origin. However, as of 2021, 97.5 percent of Elkton's population was white, 0.7 percent was black, and 1.8 percent identified as being two or more races. 0.4 percent of Elkton's population is Hispanic of any race. In 2009 Elkton residents were 58 percent female. In 2017, that number decreased to 51 percent. By 2021, males made up a slight majority, as 50.9 percent of residents were male and 49.1 percent were female.

SUMMARY OF AGE GROUPS, 2021

Age Group	Elkton		Rockingham County	
	Number of Persons	Percent of Population	Number of Persons	Percent of Population
Under 10 years	159	5.4%	9,759	11.7%
10 to 19 years	481	16.4%	11,053	13.3%
20 to 29 years	307	10.4%	10,011	12.0%
30 to 39 years	406	13.8%	10,419	12.5%
40 to 49 years	349	11.9%	9,165	11.0%
50 to 59 years	505	17.2%	11,264	13.6%
60 to 69 years	290	9.9%	10,646	12.8%
70 to 79 years	271	9.2%	7,213	8.7%
80 years and over	170	5.8%	3,560	4.3%
<b>Total</b>	<b>2,938</b>	<b>100.0%</b>	<b>83,090</b>	<b>100.0%</b>

*Source: US Census Bureau, 2017-2021 American Community Survey, 5-year estimate*

**HOUSEHOLD SIZE**

Elkton's 1,271 households have an average household size of 2.31. This is slightly lower than Rockingham County's average household size of 2.61. Nonfamily households comprise 509 (40.0 percent) of the Town's households. Of family households, 539 are married-couple households, and 223 are male or female householders with no spouse present. Roughly 246 (19.4 percent) of Elkton's households have children

Adequate housing is critical to the vitality of any community. For a community to thrive, it must have a sufficient stock of quality housing that residents can afford. While housing construction, sale and rental, and maintenance are largely the role of the private market, local government provides many of the resources that influence housing markets, including infrastructure, transportation systems, education, public safety, community facilities, recreational opportunities, zoning, and taxation. To provide safe, affordable, and accessible housing options, the public and private sector must work together. This chapter serves as a housing profile for the Town of Elkton. As housing markets continue to fluctuate, this housing profile can serve as a useful tool for the town to understand its essential housing features.

### ***HOUSING CHARACTERISTICS***

#### ***Housing Trends***

In 2000 the Town had 884 housing units, which represented a 5.7 percent increase from 1990. However, between 2000 and 2004 the Town annexed 790 acres with an additional 295 housing units. The boom that was projected to increase the population and the number of housing units did not materialize by the end of year 2010. The Town's long-range predictions include (2) Master Plans which were approved and construction has not begun at this time. Currently, (1) Master Plan was approved in 2010 with construction just beginning on a small scale. This subdivision is set aside for 55 and older population and growing at a slow pace.



**TABLE 4**  
**Housing Supply, 2000-2021**

	2000		2010		2021	
	Units	%	Units	%	Units	%
Single family	594	67.2 %	738	63.6 %	959	70.6 %
Multi-family	283	32.0 %	418	36.0 %	388	28.6 %
Mobile Homes	7	0.8%	4	0.3%	11	0.8%
<b>Total</b>	<b>884</b>	<b>100 %</b>	<b>1,160</b>	<b>100 %</b>	<b>1,358</b>	<b>100 %</b>

**TABLE 5**  
**Housing Tenure, 2000-2021**

	2000		2010		2021	
	Units	%	Units	%	Units	%
Owner-occupied	492	55.7 %	692	59.7 %	812	59.8 %
Renter-occupied	370	41.9 %	425	36.6 %	459	33.8 %
Vacant	57	6.4 %	153	13.2 %	87	6.4 %
<b>Total</b>	<b>884</b>	<b>100 %</b>	<b>1,160</b>	<b>100 %</b>	<b>1,358</b>	<b>100 %</b>

Source: US Census Bureau, 2017-2021 American Community Survey, 5-year estimate

### *Housing Occupancy*

Of Elkton's 1,358 housing units in 2021, 1,270 were occupied (95.6 percent). By percentage of the total units, 59.8% (812) were owner-occupied, 33.8 percent (459) were renter-occupied, and 6.4 percent (87) were unoccupied. This represents a slightly higher percentage of renters than in the County (24.1 percent).

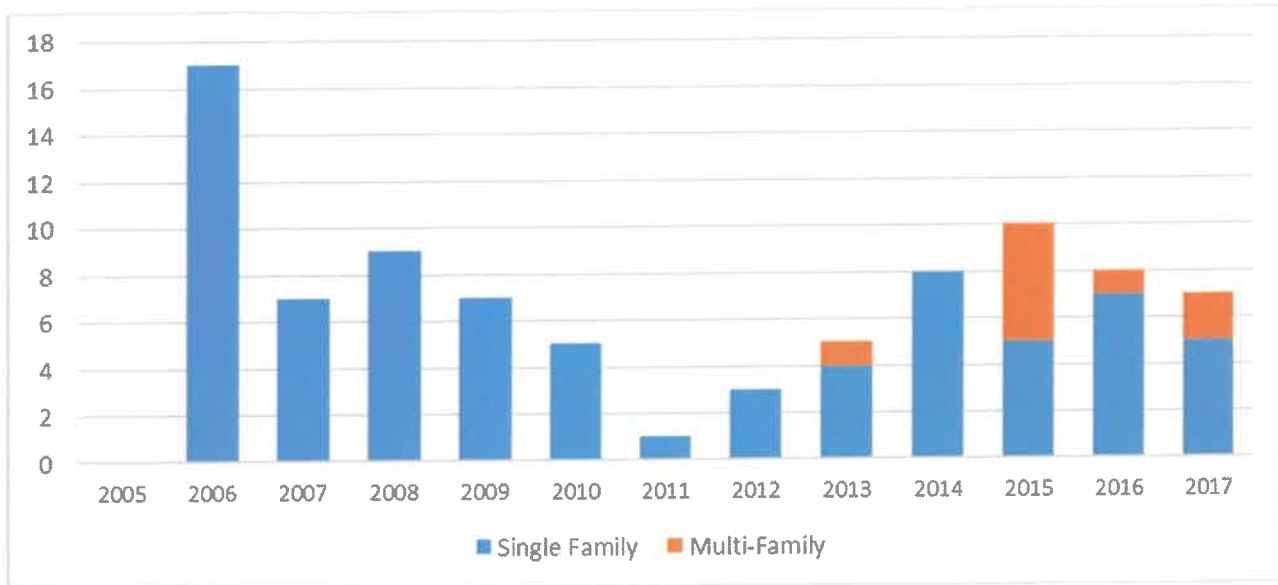
### *Tenure and Household Characteristics*

Most households (59.8 percent) in Elkton own their home, slightly lower than the Rockingham County average of 75.9 percent, while renters constitute 33.8 percent of the Town's population (see Table 5). Among Elkton's homeowners, almost half are 55 or older. The average household size in Elkton is 2.31 persons, with renters having a notably larger household size (2.8 persons) than homeowners (1.4 persons).

### *Housing Types*

Elkton offers a range of housing types. Single-family homes, by far the largest component (70.6 percent), range from large older homes to modest twentieth-century neighborhoods (See Table 4). Newer developments have tended to contain larger homes. Multi-family options have increased greatly in the last two decades with the construction of several large apartment complexes. Townhouses are being constructed as well (See Figure 1).

**FIGURE 1**  
**Single-Family and Multi-family Permits Issued, 2005-2017**



Most streets contain only single-family homes. Most of the large apartment complexes are set off from existing neighborhoods. The smaller apartment buildings tend to be within neighborhoods. Each neighborhood has a fairly consistent style of houses. Limited numbers of lots to build on has slowed the development of new homes.

The Town also contains a small number of mobile and manufactured homes (0.8%). Continuing to promote a wide array of housing types including multi-family and manufactured homes can help to provide sufficient quality housing at needed price points to ensure all residents can afford to live and work in Elkton. This will help to accommodate the needs of different family types and sizes, as well as various householder ages.

#### *Age of Housing Stock*

The Town of Elkton's housing stock is slightly older than Rockingham County's or the City of Harrisonburg's as 443 (32.7%) of the Town's housing units were built prior to 1959. A large portion of the Town's available housing (37.8%) was constructed in the 1970s and 1980s. The number of new units being developed notably declined after the 2008 recession as only 4.5% of the Town housing stock was built in the 2010's. An older housing stock can be an indicator of housing condition. As Elkton's housing stock ages, the town should monitor housing conditions community-wide and prioritize investment and rehabilitation needs.

**Table 6**  
**Age of Housing Stock**

Year Structure Built	Elkton		Rockingham County		City of Harrisonburg	
	Units	%	Units	%	Units	%
Built 2020 or later	0	0.0%	38	0.1%	54	0.3%
Built 2010 to 2019	61	4.5%	3,187	9.0%	1,529	8.2%
Built 2000 to 2009	155	11.4%	5,843	16.5%	3,522	19.0%
Built 1990 to 1999	95	7.0%	5,213	14.7%	3,242	17.5%
Built 1980 to 1989	364	26.8%	5,024	14.2%	3,362	18.1%
Built 1970 to 1979	145	10.7%	5,747	16.2%	2,811	15.1%
Built 1960 to 1969	95	7.0%	2,503	7.1%	979	5.3%
Built 1950 to 1959	236	17.4%	2,174	6.1%	1,088	5.9%
Built 1940 to 1949	80	5.9%	1,295	3.7%	619	3.3%
Built 1939 or earlier	127	9.4%	4,364	12.3%	1,363	7.3%
<b>Total Housing Units</b>	<b>1,358</b>	<b>100%</b>	<b>35,388</b>	<b>100%</b>	<b>18,569</b>	<b>100%</b>

Source: 2021 American Community Survey, 5-year estimate

### *Housing Size*

Although Elkton's housing stock is primarily comprised of single-family homes, the size of housing units varies. Table 7 and the Map below shows that the square footage of the majority of Elkton's homes is evenly distributed between 1,000 and 2,000 sq. feet, with slightly fewer homes that are larger (over 2,000 sq. ft.) or smaller (under 1,000 sq. ft.). The median square footage of housing units in Elkton is 1,396 sq. ft., while the average square footage is 1,500 sq. ft.

**Table 7**  
**Size of Housing Stock**

Square Footage	Percent of Units
Under 1,000	10.2%
1,000 - 1,250	24.0%
1,250 - 1,500	24.4%
1,500 - 1,750	16.7%
1,750 - 2,000	8.9%
Over 2,000	15.8%

Source: Rockingham County GIS

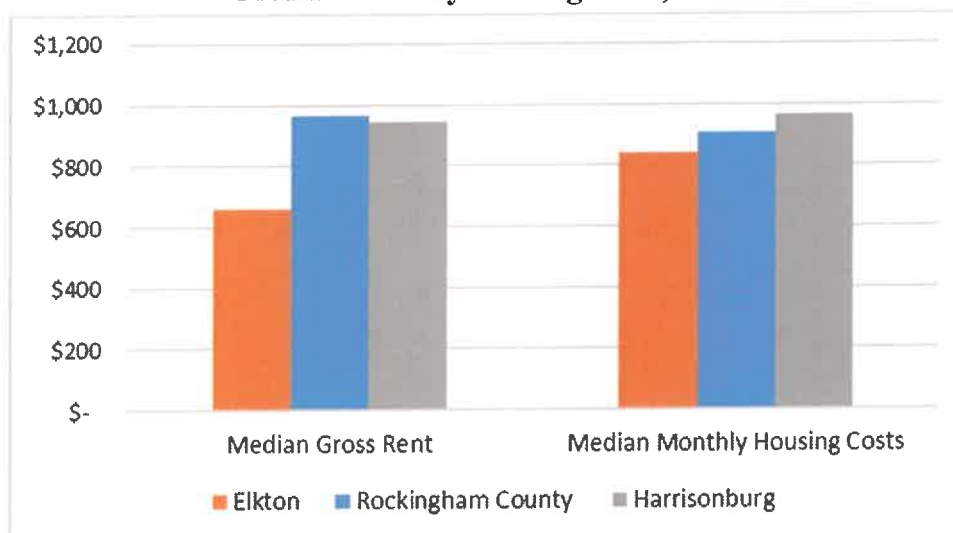


Revision 2024

### Housing Values and Costs

Elkton offers relatively affordable housing costs for both owners and renters. The median home value in Elkton is \$194,400 – a modest increase of 8 percent since 2016, according to American Community Survey 5-year estimates. With an estimated median monthly housing costs of \$838 and a median gross rent of \$658, Elkton offers affordable housing opportunities in relation to its neighborhoods (see Figure 2). However, that does not mean that Elkton is devoid of affordability issues. With housing prices rising dramatically nationwide, over 24 percent of Elkton’s residents pay 30 percent or more of their income on housing costs, indicating that many households are burdened by housing costs. This is notably higher than Rockingham County (20.5 percent). The map on the following page displays the assessed values of residential structures in the Town as of 2022.

**FIGURE 2**  
**Median Monthly Housing Costs, 2021**



Source: 2021 American Community Survey, 5-year estimate

### Housing Services

Public water is available to all Town properties. A small number of households have chosen not to hook up. Some areas experience low water volumes, which are sufficient for residential use, but problematic for firefighting.

Sewer service is currently not available to all town properties. A small number of annexed residents have chosen not to connect to the sewer. New sewer lines were installed to annexed areas on Newtown Rd., Mt. Pleasant Rd., and N Eastside Highway but the number of residents connecting to the lines is still being surveyed.

#### Revision 2024

The percentage will be determined by the property owners who still have wells and a working septic system and choose not to connect immediately.

#### *Housing Inventory by Zoning*

This section provides a break-down of residential zoning districts located in the Town. The long-range outlook in the Comprehensive Plan has established percentages for each zoning district and plays a vital part in the planning commission's decisions regarding new rezoning requests. The Town of Elkton currently has six residential zoning categories. Table 8 provides a summary of the number of parcels, the land area, and the number of residential structures classified under each zoning district.



# Town of Elkton: Housing Values

Total number of housing units with improvement values: 949  
Total number of parcels in Town of Elkton: 2428

## \*Housing Values (Count / Percentage)

	\$1,300 - \$50,000 (74 / 8%)
	\$50,001 - \$100,000 (393 / 41%)
	\$100,001 - \$150,000 (308 / 32%)
	\$150,001 - \$200,000 (105 / 12%)
	\$200,001 - \$250,000 (42 / 4%)
	\$250,001 - \$465,900 (27 / 3%)

\*Housing values derived from  
2011 Rockingham County property  
assessment data.

- US Highway
- Road Centerline
- Water Body
- Hydrography
- Subdivision
- Structures
- Town Boundary

0 0.5 1 Miles



Central Shenandoah Planning District Commission  
CSPDC  
Sources: Town of Elkton, Rockingham County,  
CSPDC, Commonwealth of VA, and USGS.  
For planning purposes only.  
Map prepared and produced at the Central Shenandoah  
Planning District Commission  
(June 2012)



**Table 8**  
**Residential Structures and Available Land by Zoning District, 2022**

<b>Zoning</b>	<b>Total Parcels</b>	<b>Area (acres)</b>	<b>% of Residential Zoning</b>	<b>Dwelling Structures</b>	<b>Vacant Parcels</b>	<b>Vacant Area (acres)</b>
R2 – Low Density Res.	314	227.3	16.9%	196	56	25.7
R3 – Single Family Res.	631	165.1	12.2%	444	70	34.5
R4 – Residential	673	148.45	11.0%	270	138	61.7
R5 – Residential	411	152.0	11.3%	246	76	27.4
R6 – High Density Res.	12	24.7	1.8%	162	2	3.2
R8 – Planned Unit Dev.	27	631.2	46.8%	17	14	490.9
<b>Total</b>	<b>2,068</b>	<b>1,348.7</b>	<b>100.0%</b>	<b>1,335</b>	<b>356</b>	<b>643.3</b>

Tables 9 and 10 summarize the number and type of special use and home occupation permits the Town has issued.

**Table 9**  
**Special use Permits**

<b>Zoning</b>	<b>No. of Permits Issued</b>	<b>Types of Permits Issued</b>
Residential	3	2 nursing homes, Cemetery
Business	1	Warehouse to store wine/Special Exception
Industrial		
Agricultural		

**Table 10**  
**Home Occupation Permits**

<b>Types of Permits Issued</b>	<b>Number of Permits Issued</b>
Hair cutting	2
House Cleaning	2
Brick Layer	1
Carpenter	1

## CHAPTER 6 Economy

### BUSINESS SECTOR

Elkton is a center of employment and services for the northeast quadrant of the County. It shares markets to some extent with the Town of Shenandoah, which lies approximately six miles north, in Page County. Two major employers south of Town, Coors and **Merck**, together employ more than 1,000 workers and are a significant force in the local economy.

Within Elkton, most of the businesses are located in the traditional downtown, especially on Business 33 (Spotswood Trail) and Spotswood Avenue and Rockingham Street. Newer businesses have tended to locate along the Route 340 and Rt. 33 Corridor. From the year 2020 through 2022 the Town approved **546** business licenses. Of the business licenses given out most were for retail businesses. In the three year period 36% of business licenses were for retail businesses, 28% were for repair and personal businesses, and 25% were for contractor businesses.

Like all towns, Elkton's downtown has some commercial vacancies. However, considerable reinvestment has occurred in recent years as private individuals have purchased and renovated empty buildings and begun new enterprises. Entrepreneurs have capitalized on economic progress made in the past several years and the downtown area is attracting strong local support. Restaurants, breweries, coffee shops, and other service industry establishments have popped up to provide the Town with more opportunities to work and enjoy life. To continue building on the past efforts of the Elkton Downtown Revitalization Corporation and the Virginia Main Street Program, the Town Manager and Town Council the Elkton Economic Development Committee organized themselves work to attract new business, tourism and turn around existing attractions into providing revenue for the Town.

According to the 2017 Economic Census Elkton has several industries employing people within the Town. These industries and their work force is included in the chart below.

<i>Industry/Business Category</i>	<i>No. of Firms</i>	<i>No. of People Employed</i>
Accommodation and Food Services	12	204
Administrative and Support and Waste Management and Remediation Services	4 or fewer	100 - 249
Finance and Insurance	4 or fewer	20 - 99
Health Care Accommodation	7	49
Other Services (Except Public Administration)	4 or fewer	20 - 99
Professional, Scientific, and Technological Services	5	12
Retail Trade	25	232

Like many small towns with a long, rich history Elkton has an industrial past. Many of these traditional businesses have faded, however, according to the 2021 American Community Survey, manufacturing remains the third largest sectors of employment for the Town. Behind only, “Educational services, and health care and social assistance,” and “Arts, entertainment, recreation, and accommodation and food service,” manufacturing employees an estimated 169 people, accounting for approximately 10% of the employment. The majority of these manufacturer workers commute to other locations, including nearby Merck and MillerCoors. A chart highlighting prominent manufacturers in the Elkton Area is found below.

MillerCoors Distribution Center	Brewery
*JACO Racing Products	Tires for Remote Control Cars
*K & K Machining, Inc	Machine Shop
Merck & Company	Pharmaceuticals
*Ran Mar	Heavy Equipment/Paving
*Rockingham Redi-Mix, Inc.	Concrete
*McDaniel Contractor Services	Drywall Installation

*\* Within Elkton Town limits*

James Madison University, Massanutten Resort and Sentara Rockingham Memorial Hospital offer many positions for those willing to commute daily. Most of the stores and businesses in Elkton are small, locally owned enterprises. Charlottesville and Waynesboro are also less than 40 miles away, giving many options within driving distance for



Elkton customers. The downtown contains mostly specialty stores and services. The Shen Elk Plaza hosts an Emporium which contains a variety of shops. The retail industry is the sixth largest employment industry in the town, with an estimated 142 workers accounting for approximately 8.4% of the civilian work force. The town boasts several businesses that depend upon internet sales to keep them afloat. With these extra dollars they are able to replenish the tax base for the Town.

Professional services, such as banks, medical and dental offices, insurance agencies, hair salons, pet grooming, nursing homes, realtors, and law offices all are represented in Elkton. This industry category “Finance and insurance, and real estate and rental and leasing” makes up approximately 6% of the workforce.

The Town recently adopted a new ordinance approving “Short Term Rental” aka Airbnb, VRBO and other short term rental services in single family detached dwellings in R1 thru R5 zoning districts. Rentals will require use of a Special Exception Permit to be issued by Elkton Town Council, a Business License and fees to be collected by the Town Treasurer for lodging tax. B-1 and B-2 are a permitted use. The Town hopes to capture some tourism from James Madison University’s overflow during special events.

## **Tourism/Services**

The “Arts, entertainment, recreation, and accommodation and food service” industry has grown substantially in Elkton. This industry accounts for nearly 15% of Elkton’s workforce, employing approximately 251 people. Massanutten Village is approximately 7 miles west of Elkton and contains homes, second homes, and resort and meetings facilities, including skiing, spas, golf, and a recently expanded water park. The village is a significant employer, mostly in the services sector. Though Elkton has benefited from the tourism draw they have not been able to leverage it to the point where businesses are attracted to move this far east of Massanutten with their products. The town lacks a destination hotel/motel east of the village, although several nice Bed & Breakfast homes do exist. An upscale restaurant would be ideal for the local economy since most of the local restaurants offer fast food while others serve specialty or gourmet food. Several antique shops are open for shopping and browsing and are accessible with downtown parking.

According to the 2021 ACS 5-year estimate, the average commute for residents was 28.8 minutes, showing an increase from the than the 2015 figure of 24.1 minutes. This commuting time is longer than the average for all county residents (21.9 minutes). It is also higher than many of the towns, cities, or counties in the district. Of the 2021 Census designated places (CDP’s) nearby Massanutten CPD, at 31 minutes, had one of the largest commuting averages in the district. Of all county towns, residents of Elkton have the longest commute at 28.8 minutes. The

long commute makes sense given the many employers are located in the county and Elkton is within commuting distance of Harrisonburg, Charlottesville, and Waynesboro, and the counties of Albemarle, Augusta, Page, and Shenandoah. Looking at commuting data from the United States Census, we can see that a majority of people commuting to work from Elkton go to Harrisonburg followed by Massanutten and Staunton. 1.3% of commuters travel as far as Richmond.

#### 2021 Commutes Times

Bridgewater	Broadway	Dayton	Elkton	Grottoes	Massanutten CDP	R/Ham Co
15.6	23.4	17	28.8	22.1	31	21.9

With little new industry has in the area since the last Comprehensive Plan update in 2018, the commute times have remained relatively the same. Records from the latest 5 year American Community Survey census data 2017- 2021 reveal the labor force (population 16 years old and older) stood at 1,715 persons (58.4%) of the town's populace.

<u><i>Industry</i></u>	<u><i>%age of workforce</i></u>
Educational services, and health care and social assistance	25.1%
Arts, entertainment, and recreation, and accommodation and food services	14.9%
Manufacturing	10%
Transportation and warehousing, and utilities	9.8%
Construction	8.8%
Retail trade	8.4%
Finance and insurance, and real estate, and rental, and leasing	6%
Professional, scientific, and management, and administrative and waste management services	5.3%
Public administration	3.9%
Other services, except public administration	3.8%
Agriculture, forestry, fishing and hunting, and mining	1.9%
Information	1.7%
Wholesale Trade	0.3%

According to the 2021 ACS census 89 % of Elkton's populace over the age of 25 has graduated from high school and 15% of the population have earned a bachelor's degree or higher. 5.7% of the population have gone on to obtain a Graduate or professional degree.

## **INCOME**

The 2021 adjusted for inflation median household income for Elkton residents was \$53,750, (\$67,484 for the county and \$80,615 for state). Per capita income was \$33,799 for Elkton (\$34,094 for the county and \$43,267 for the state).

Compared to the county, Elkton has a slightly lower household income and lower per capita income, however when compared to the County and Commonwealth, Elkton has a fewer percentage of people living below the poverty level. As reported by the 2021 ACS, the percentage of all people whose income in the past twelve months fell below the poverty level in Elkton is 6.9%. This percentage is slightly higher for Rockingham County at 7.6%, and higher still for the Commonwealth, at 9.9%. Overall, the rate of people living in poverty is lower for Elkton, Rockingham County, and Virginia, than it is for the United States as a whole, at 12.6%.

## **GROWTH POTENTIAL**

Elkton's location between Harrisonburg and Charlottesville, two rapidly expanding urban centers, gives it a definite potential for growth. It is the major residential and commercial community in the northeast section of the County and has the advantages of rail access, location at the intersection of two primary highways, an established business area, and water and sewer systems. It has especially strong potential for tourism, based on its location near the Skyline Drive and Shenandoah National Park, the Shenandoah River, and Massanutten Village, and the future Shenandoah Rail Trail.

Past annexation greatly increased the opportunity for growth, with the potential for two (2) sub-divisions to be built, and additional business property has been brought into town through a boundary line adjustment with Rockingham County. In addition, sites have been zoned and approved to build duplexes and single-family dwellings on the town's western boundary. There is potential for infill development and reuse of vacant buildings. The Town is in the process of annexing land to the west, along US-33. This additional annexation will provide further potential for Elkton to continue to develop and grow.






















In March 2009 the Town of Elkton formed a group to be known as the (ECDC) Economic Community Development Committee. Economic development in Elkton is defined as: *Elkton's policies and services for growing the local economy in order to enhance the quality of life of its citizens.* Through local meetings attendees were made aware that the town's engagement in economic development is important as economic growth is simply an increase in the size of a local economy, while economic development, and requires that qualitative improvements occur. The Town's main focus includes an emphasis on long-term planning for a vital, sustainable community. Seizing the opportunity, the Town Council, Town Manager and the Economic Community Development Committee submitted a request to James Madison University's Department of Political Science and Master's Degree in Public Administration Program to help develop an economic plan for the Town. The result was the 2010 Economic Development Plan for the Town of Elkton, Virginia, and this Economic Development Plan is still in use today.

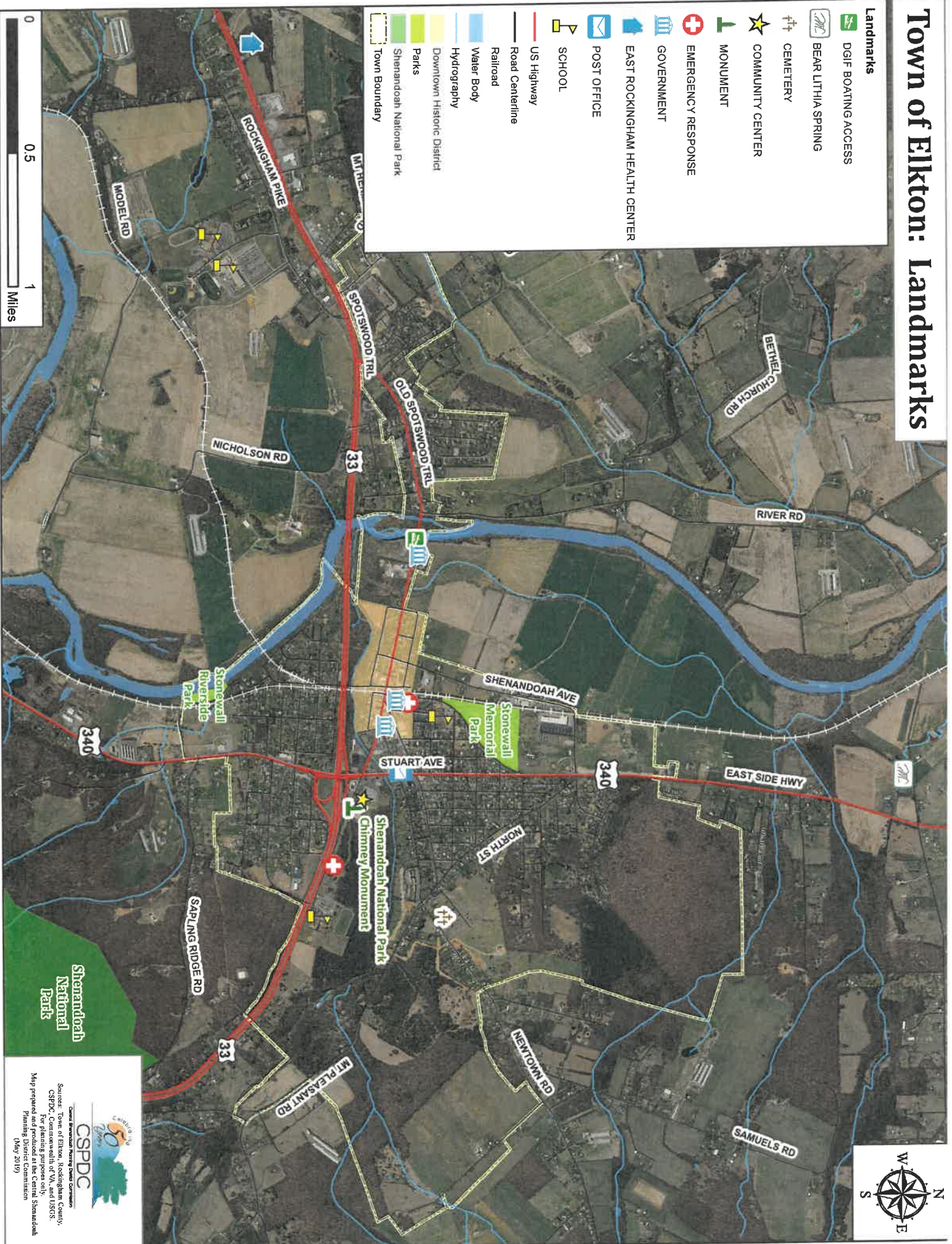
Town leaders in Elkton have continued to embrace economic development. Building on past civic organization initiatives, like the Elkton Downtown Revitalization Cooperation (ERDC), the Town has developed the Elkton Progressive Improvement Committee (EPIC). EPIC is a non-profit community organization focused on improving the quality of life for the residents of Elkton. EPIC has been successfully raising funds for the Town by organizing events like the EPIC Fest Beer & Wine Festival, the Greater Elkton Memorial Golf Tournament, the Christmas Home Tour, and several other events. The success of the Elkton Progressive Improvement Committee has allowed them to create improvements in the town of Elkton including Stonewall Memorial Park, a welcome to Elkton Sign, bleachers for the local Blue Sox Field, and a seasonally decorated "LOVE" sign at the Elkton Municipal Office.

A manual of occupied and vacant business properties located within town boundaries is available at the Municipal Office located at 173 W Spotswood Avenue, Elkton, Virginia

# Town of Elkton: Landmarks

## Landmarks

-  DGI BOATING ACCESS
-  BEAR LITHIA SPRING
-  CEMETERY
-  COMMUNITY CENTER
-  MONUMENT
-  EMERGENCY RESPONSE
-  GOVERNMENT
-  EAST ROCKINGHAM HEALTH CENTER
-  POST OFFICE
-  SCHOOL
-  US Highway
-  Road Centerline
-  Railroad
-  Water Body
-  Hydrography
-  Downtown Historic District
-  Parks
-  Shenandoah National Park
-  Town Boundary



Shenandoah  
National  
Park



Source: Town of Elkton, Rockingham County, CSPDC, Commonwealth of VA, and USGS. Map prepared and produced at the Central Shenandoah Planning District Commission (May 2019).



## **CHAPTER 7**

### **GOVERNMENT STRUCTURE AND FUNCTION**

#### **TOWN GOVERNMENT**

The government in the Town of Elkton is the “Town Manager Model”, where the Town Manager runs the day-to-day government of the town and the Town Council acts as the policy and ordinance setting body. The mayor is a member of the Town Council and acts as the representative of the town at official functions and as a liaison between the Town Council and the Town Manager.

#### **Town Council**

The Town Council consists of six council members elected at large to four-year terms on a two-year staggered basis. The Mayor is also a member of the Town Council and is elected to a two-year term.

The Town Council has six standing committees that meet to study proposals and recommend actions concerning their specific area to the full council. The standing committees are Special Projects & Economic Development, Personnel, Finance, Recreation & Community Center, Public Safety, Public Utilities.

Additionally, there are two commissions that administer and/or recommend policies to the council. These are the Cemetery Advisory Commission and the Planning Commission. The Cemetery Commission is an advisory body of seven that administers the operations of the Elk Run Cemetery and serve at the pleasure of the Town Council. The Planning Commission studies all requests for rezoning and related land use issues and recommends appropriate action to the Town Council. The commission works with the town Zoning Administrator. The Planning Commission members are appointed by Town Council from the town at large for four-year staggered terms.

#### **Town Manager**

The Town Manager is responsible for the management of the day-to-day activities of the town in accordance with Town Council policies and ordinances and State and Federal laws. He/she supervises five departments that conduct the day-to-day business: Public Works, Zoning/Cemetery, Treasurer, Police and Community Center.

The Public Works Director provides support for the Cemetery Director and provides town custodial, electric, water, sewer, garbage collection, and maintenance services. His/her department varies from time to time depending on the needs of the Department.

The Town Treasurer provides budgetary and fiscal support to the Town. The Treasurer has clerks who support these activities.

The Zoning Administrator works independently and accepts responsibility to review plats submitted by developers and/or town residents. The Zoning Administrator provides support for the Planning Commission. In addition he/she attends the monthly Planning Commission meetings, Town Council Work Sessions, Town Council meetings and any additional special meetings, tracks issued zoning permits, and is responsible for collecting the correct fees for each separate category. Any rejected issues may be appealed through the local Board of Zoning Appeals. In addition the Zoning Administrator is also the Cemetery Director. The Cemetery Director maintains all aspects of the 23 acre cemetery including, selling of spaces/niches, scheduling open/closing with the assistance of public works, preparing deeds, working closely with funeral home directors, and families, monument companies and working with the Town Manager to prepare a budget each year. The Director works closely with the Cemetery Advisory Commission and presents recommendations to Town Council.

The Police Department consists of the Chief of Police, one Lieutenant, one Sergeant, and 6 full time officers and 5 part time officers. The Chief of Police is responsible for public safety and law/ordinance enforcement.

The Clerk of Council provides administrative support to the Town Council, takes minutes at all Town Council meetings, and processes Freedom of Information Act Requests.

## **REVENUES**

Governmental fund revenues are recognized in the accounting period in which they become both measurable and available to finance expenditures of the current period. Accordingly, property taxes not collected within 45 days after year-end are reflected as deferred revenues-uncollected property taxes. The Town recognizes sales and utility taxes remitted to the Town as revenues and receivables in the month preceding receipt. Licenses and permits are recorded as revenues when received. Intergovernmental revenues, consisting primarily of Federal, State and other grants for the purpose of funding specific expenditures, are recognized when earned or at the time of specific expenditure.



**TABLE 7**  
**TOWN OF ELKTON REVENUE**  
**2017 and 2012**

<b>REVENUE - GENERAL FUND</b>	<b>2017</b>	<b>2022</b>
General Property Taxes & Sale of Property	\$230,075	\$304,518
Other Local Taxes	\$1,189,020	\$1,622,575
Permits, Privilege Fees and Regulatory Licenses	\$4,778	\$7,915
Fines and Forfeitures	\$19,809	\$15,536
Revenues from the Use of Money and Property	\$10,284	\$2,139
Charges for Services	\$356,442	\$468,282
Miscellaneous	\$35,567	\$0
Intergovernmental	\$683,564	\$964,733
<b>TOTAL REVENUES</b>	<b>\$2,529,539</b>	<b>\$3,385,698</b>

Table 7 reflects the total revenues received for fiscal years ended June 20, 2017 and June 30, 2022. This information is taken from the annual audit as prepared by YNBP & Company (2017) and BrownEdwards Certified Public Accountants (2022).

### TAX RATES AND ASSESSMENTS

Table 8 reflects the tax rates for the Town of Elkton as of 2022.

***Real Estate:*** *Per the Code of Virginia, “All real estate, except that exempted by law, shall be subject to such annual taxation as may be prescribed by law. All general reassessments or annual assessments in those localities which have annual assessments of real estate, except as otherwise provided in § 58.1-2604, shall be made at 100 percent fair market value.”*

**§ 58.1-3201**

***Personal Property:*** *Per the Code of Virginia, “Tangible personal property shall consist of all personal property not otherwise classified by (i) § 58.1-1100 as intangible personal property, (ii) § 58.1-3510 as merchants' capital, or (iii) § 58.1-3510.4 as short-term rental property. ‘Tangible personal property’ does not include fixtures, as defined in § 58.1-3295.3, if such fixtures are taxed in accordance with § 58.1-3295.3. Such tangible personal property is hereby segregated for and made subject to local taxation only pursuant to Article X, § 4 of the Constitution of Virginia.”* **§ 58.1-3500**

Real Estate taxes are assessed annually by Rockingham County, Virginia, for all property of record as of January 1<sup>st</sup>. The Town collects real estate taxes on an annual basis (due in full by February 5<sup>th</sup>). The tax rate assessed for the year ended June 30<sup>th</sup> was \$0.11 per \$100 valuation. A penalty of five (5) percent of the tax is assessed after the applicable payment date. Interest is charged to all unpaid accounts at an annual rate of ten (10) percent.

**TABLE 8 TOWN OF ELKTON  
2022 TAX RATES**

Real Estate	0.11
Machinery & Tools	0.46
Merchant's Capital <i>(included with Personal Property Taxes)</i>	
Tangible Personal Property <i>(on Fair Market Value)</i>	0.46

### EXPENDITURES

In the government-wide financial statements, expenditures are classified by function for both governmental and business-type activities. Expenditures for the Town are broken into six (6) categories:

- General Government Administration;
- Public Safety;
- Public Works;
- Parks, Recreation and Cultural;
- Community Center; and
- Long Term Debt

Table 9 includes the expenses for the years ended June 20, 2017 and June 30, 2022. This information is taken from the annual audit as prepared by YNBP & Company (2017) and BrownEdwards Certified Public Accountants (2022).

**TABLE 9  
TOWN OF ELKTON  
EXPENDITURES  
2017 and 2022**

	2017	% OF TOTAL	2022	% OF TOTAL
General Government	\$771,432	26.75%	\$1,564,680	37.44%
Public Safety	\$538,007	18.65%	\$930,894	22.27%
Public Works	\$783,020	27.15%	\$813,679	19.47%
Parks, Recreation and Cultural	\$374,728	12.99%	\$112,046	2.68%
Community Center	\$15,518	0.54%	\$323,481	7.74%
Cemetery Services	\$66,194	2.30%	\$87,519	2.09%
Debt Service	\$335,188	11.62%	\$346,852	8.30%
<b>TOTAL</b>	<b>\$2,884,087</b>	<b>100.00%</b>	<b>\$4,179,151</b>	<b>100.00%</b>

## ENTERPRISE FUNDS

Enterprise Funds account for operations where the intent of the Town is that the cost of provided services to the Town's businesses, residents, school, and churches be financed and recovered through user charges. Enterprise funds consist of the Electric Fund, which accounts for the operation of the Town's electric plant and electric distribution system; the Water Fund which accounts for the operation of the Town's water treatment plant and water distribution system; and the Sewer Fund which accounts for the operation of the Town's wastewater plant, sewage collection system and pump stations. All three (3) enterprise funds are considered major funds for financial reporting purposes.

Table 10 reflects the revenue for the enterprise funds for the years ended June 20, 2017 and June 30, 2022 as recorded in the annual audits.

**TABLE 10  
TOWN OF ELKTON  
ENTERPRISE FUND REVENUES AND EXPENDITURES  
2017 and 2022**

<b>ENTERPRISE FUNDS REVENUE</b>	<b>2017</b>	<b>2022</b>
Electric Fund	\$1,905,296	\$1,945,911
Water Fund	\$497,937	\$594,511
Sewer Fund	\$750,643	\$889,574
<b>TOTAL ENTERPRISE FUNDS REVENUE</b>	<b>\$3,153,876</b>	<b>\$3,429,996</b>
<b>ENTERPRISE FUNDS EXPENDITURES</b>	<b>2017</b>	<b>2022</b>
Electric Fund	\$1,713,292	\$1,886,124
Water Fund	\$292,400	\$330,706
Sewer Fund	\$381,241	\$640,627
<b>TOTAL ENTERPRISE FUNDS</b>	<b>\$2,386,933</b>	<b>\$2,857,457</b>

## ASSETS AND LIABILITIES

According to the annual audits for the years ended June 30, 2017 and June 30, 2022, total assets and liabilities of the Town were as follows:

	<b>2017</b>	<b>2022</b>
<b>TOTAL ASSETS</b>		
Governmental Activities	\$9,780,307	\$11,340,509
Business-Type Activities	\$8,277,577	\$29,303,325
<b>TOTAL ASSETS</b>	<b>\$18,057,884</b>	<b>\$40,643,834</b>
 <b>TOTAL LIABILITIES</b>	 <b>2017</b>	 <b>2022</b>
Governmental Activities	\$2,232,693	\$3,015,722
Business-Type Activities	\$5,579,954	\$17,250,677
<b>TOTAL LIABILITIES</b>	<b>\$7,812,647</b>	<b>\$20,266,399</b>
 <b>TOTAL TERM LIABILITIES (DEBT)</b>	 <b>2017</b>	 <b>2022</b>
<b>Governmental Activities</b>		
General Obligation Bonds	\$599,990	\$993,866
Notes Payable	\$1,176,748	\$555,219
Compensated Absences	\$0	\$99,860
 <b>Business-Type Activities</b>		
General Obligation Bonds	\$5,206,329	\$434,640
Revenue Bonds	\$0	\$15,558,024
Compensated Absences	\$0	\$50,747
<b>TOTAL TERM LIABILITIES (DEBT)</b>	<b>\$6,983,067</b>	<b>\$17,692,356</b>



## CHAPTER 8 TRANSPORTATION

### TRANSPORTATION SYSTEM

#### Roadway Network Inventory

The Town of Elkton maintains its streets and alleys with the exception of two state routes. The Virginia Department of Transportation (VDOT) maintains Stuart Avenue. (US Route 340) and Spotswood Trail (US business 33). The streets are macadam paved, and pavement conditions can be seen below in **Map 8.1**. The alleys which run between parallel streets are maintained in three different states: macadam paved, graveled, or grassy. There are approximately 36 miles of paved streets in Elkton. Streets have a right of way of 50-100 feet and the alleys have a right of way of 15-20 feet. US Route 33 is a limited access highway that runs through the town with access at the intersection of Spotswood Trail and an interchange at US 340.

VDOT's Functional Classification System provides a uniform way of classifying roadways based on their role within the transportation system. Roadways are categorized into a class that describes their character and function, with each designation serving progressively smaller service areas and more local forms of travel. From largest to smallest, these classifications include Interstates, Freeways/expressways, Arterials, Collectors, and Local Roads. Below, **Table 1** and **Map 8.1** provides information on the functional classification of roads in the Town of Elkton. Additional maps highlighting the Average Annual Daily Traffic (Map 8.2), Level of Service (Map 8.3), the condition of pavement (Map 8.4), bridges and culverts (Map 8.5), as well as the severity of crashes (Map 8.6) can be found together at the end of the chapter.

As Elkton's only road that is designated as part of the National Highway System, US 33 is the Town's only arterial according to VDOT's Functional Classification. As detailed in Table 1, US 340/Stuart Avenue is a minor arterial. Newtown Road, East and West Spotswood Trail and River Road are major collectors. Shenandoah Avenue, West C Street, North Avenue, Blue and Gold Drive, Mt. Pleasant Road, and East Summit Drive are classified as minor collectors. In 2017 Park Avenue over to Roland Ave (including the cul-de-sac) was asphalted and became classified as an additional minor

collector street. A Resolution was adopted on September 18, 2017 to add a portion of Shenandoah Avenue to become eligible for maintenance funding from VDOT.

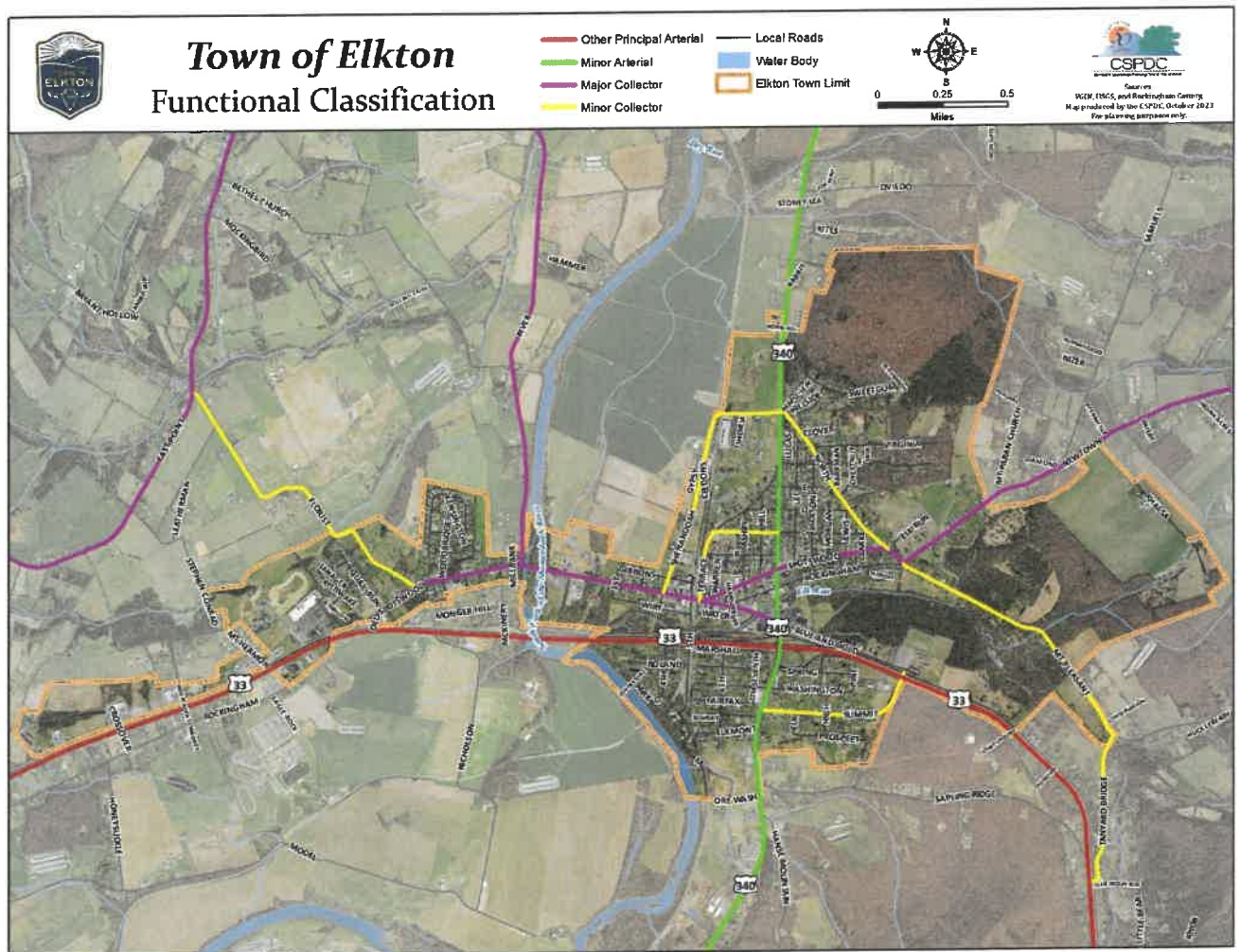
Paving has been completed for the following streets:

- From Old Spotswood Tr/N Terrace Avenue. To B-Street.
- C Street from N Terrace Avenue to N Stuart (aka Rt. 340)
- B Street from Ashby Avenue to N Stuart (aka Rt. 340)
- F Street from Rt. 340 to Lee Avenue.

Downey Knolls Subdivision added Downey Knolls Dr., Beatty Dr., and Vinny Ct.

**Table 1. Functional Classification Table**

<b>Route</b>	<b>Facility Name</b>	<b>From</b>	<b>To</b>	<b>Miles</b>	<b>Functional Classification</b>
<b>33</b>	Spotswood Trail	WCL Elkton	ECL Elkton	1.96	Other Principal Arterial
<b>340</b>	Stuart Avenue	NCL Elkton	SCL Elkton	1.76	Minor Arterial
<b>33</b>	Spotswood Trail	RTE 33	Stuart Avenue	1.63	Major Collector
<b>635</b>	River Road	RTE 33 BUS	NCL Elkton	0.06	Major Collector
<b>903</b>	Spotswood Avenue	RTE 33 BUS	ECL Elkton	1.13	Major Collector
<b>13</b>	E Summit Avenue	RTE 340	RTE 33	0.63	Minor Collector
<b>623</b>	Mt. Pleasant Rodd	ECL Elkton	Spotswood Avenue	1.16	Minor Collector
<b>637</b>	Florist Road	NCL Elkton	RTE 33 BUS	0.37	Minor Collector
<b>1706</b>	Shenandoah Avenue	BUS US-33E	US- 340N/S	0.95	Minor Collector
<b>9000/9001</b>	Terrace Avenue/C ST	BUS US-33E	US-340N	0.51	Minor Collector
<b>9000</b>	North Street	Rockingham St	Cul-de-sac	0.68	Minor Collector



**Map 8.1. Functional Classification Map**

### ***Other Transportation Systems***

The Shenandoah Valley airport is located 30 miles southwest of Elkton and has regular connecting flights to hubs in the northeastern US. The Norfolk-Southern Railway runs through Elkton but carries only freight to industries in the surrounding area.

The Town has developed a multi-use pathway between the Community Center and Elkton Middle School. On-street pedestrian facilities such as sidewalks exist on some streets in the Town, but many gaps also exist in the sidewalk network.

In 2016 improvements were made in specified areas and were fortunate enough to have new sidewalks constructed. W Spotswood Tr. and B St. have new sidewalks. 2018 Public Works schedule calls for new sidewalks to be constructed from C St. to E St. /N Terrace Avenue., C St. to North St., portion to continue N Stuart Avenue. Rt. 340. In addition to the sidewalks constructed in 2016 and 2018 along W.

Spotswood Tr., B St., portions of C St., between N. Terrace Avenue. And N. Stuart Avenue. /Rt. 340 E St., sidewalks have been built along W. Rockingham St. between W. Spotswood Tr. And S. Stuart Avenue./Rt.340, along Warren St. from W. Spotswood Avenue. And B St. to W. Spotswood Avenue. To complete the sidewalk network between its intersection with W. Spotswood Trail and Clarke St.

## **PLANNING ASSUMPTIONS**

### **Population Growth**

As discussed in **Chapter 4: Demographics and Population**, Elkton has experienced relatively moderate growth since the second half of the twentieth century and expects this trend to continue. Elkton's population in the 2010 Census was 2,726 people with an upward trend to 2,859 as of July 1, 2017. Since 2017 population growth has slowed, and the estimated total population in 2021 was 2,941. Elkton will grow at a similar rate to Rockingham County, thereby maintaining the same proportion of county's population (3.5%) as it held in 2020. Elkton's population is projected to be 3,156 in 2030, an expected increase by about 0.82% each year, reaching 3,669 in 2050. Virginia Employment Commission projections estimate that the Town's population will grow to 3,374 people by 2030, excluding annexations. This modest growth should not exceed the capacity of Elkton's existing transportation network.

### **Employment Rate**

Looking at American Community Survey data from 2021, the unemployment rate for the Town of Elkton was 0.8% which makes the area a more desirable place to live when compared to state and national rates of 2.6% and 3.5% respectively (United States Bureau of Labor Statistics).

### **Employment Growth**

As discussed in **Chapter 6: Economy**, Census journey to work data reveals that many Elkton residents commute to jobs outside the town, although the Merck and Miller Coors plants just south of the Town on US 340 are major employers for the eastern part of Rockingham County. While Elkton continues to work toward downtown revitalization and occupation of vacant properties in the downtown, at this time it does not anticipate the addition of a new major employer with commute or freight trips that will exceed the capacity of the existing network.

### **Water and Sewer Extensions**

The Town extended water and sewer service to remaining un-serviced annexed area during the 2016/2017 fiscal year. New water and sewer lines were constructed to Mt. Pleasant R., Newton Road., and several properties on N 340 which are located in town boundaries. As discussed in **Chapter 9: Community**



**Facilities**, water and sewer service was extended to the Pentecostal Hill neighborhood in 2006, but many households have elected to remain on well and septic systems, despite being located within the Town limits.

### **Previous Transportation Plans**

#### **Route 33 Arterial Management Plan**

The US-33 Arterial Management Plan was conducted by VDOT's Staunton District in 2021 and 2022. Noting that there were over 550 crashes between 2015 – 2019, and the fact that US-33 serves as the primary east-west corridor in Rockingham County, local leaders and VDOT Staunton District staff identified the US-33 corridor between the City of Harrisonburg eastern limits and US-33B in the Town of Elkton as a corridor in need of safety improvements and improvements to maintain capacity amid anticipated growth.

The Arterial Management Plan recommends installing eastbound and westbound outside shoulder rumble strips, and an off-street shared use path on US-33 between Boyers Road to US-33B Old Spotswood Trail. More specifically to Elkton, the Arterial Management Plan recommends the installation of a traffic signal and a restriction of southbound left-turn movements at US-33 and US-33B Old Spotswood Trail. The plan also recommends additional intersection improvements at the Route 981/ Rockingham Pike intersection, the intersection of US-33 and Old Spotswood Trail, the intersections of US 33 and Mt. Hermon Road, and the intersections of US 33 and Sentara E. Rockingham Health Center, and US 33 and Meyers Ford/VFW. All recommended improvements are listed in the list of recommended projects at the end of the chapter.

In addition to recommended improvements along the US-33 Corridor, the US-33 Arterial Management Plan also forecast traffic volume into 2040 using the Travel Demand Model, the results of the Travel Demand Model are below in Table 2: US 33 Travel Demand Model Growth Rates.

**Table 2: US 33 Travel Demand Model Growth Rates**

Corridor	Segment	Projected Growth Rate
Mainline	US-33 from ECL Harrisonburg to Rt. 687 (Massanetta Springs Road)	1.86 – 2.39%
	US-33 from Rt. 687 (Massanetta Springs Road) to Rt. 276 (Cross Keys Road) / Rt. 620 (Indian Trail Road)	1.85%
	US-33 from Rt. 276 (Cross Keys Road) / Rt. 620 (Indian Trail Road) to Club Run Creek	2.15%
Side Streets	Rt. 687 (Massanetta Springs Road) from Rt. 689 (Shen Lake Dr.) to US-33 (Spotswood Trail)	5.41%
	Rt. 276 (Cross Keys Road) from Rt. 689 (Shen Lake Drive) to US-33	0.84%
	Rt 620 (Indian Trail Road) from US-33 to Rt. 925 (Keezletown Road)	7.24%

**Elkton 2020 Transportation Plan**

The Elkton 2020 Transportation Plan (The Plan) was developed as a cooperative effort between the Federal Highway Administration, Virginia Department of Transportation (VDOT), and the Town of Elkton. The Plan was derived from a study, which evaluated the engineering of the town's current roadway network, traffic capacity, and safety of the transportation system. The Elkton Town Council voted to adopt the Elkton 2020 Transportation Plan on June 17, 2002.

The focus of the Elkton 2020 Transportation Plan is the thoroughfare system; however, the local streets were analyzed as well. In addition to the roadways, the following other modes of transportation were evaluated as well: parking; bicycle and pedestrian facilities; intercity bus, rail, and air travel; transit and par transit; taxi; and the movement of goods.

Although a wide variety of other modes of travel were examined in the study, not all modes were financially feasible for a town of Elkton's size, nor are they necessary. A para-transit service is the only other mode of transportation directly available in Elkton. However, within a short drive of Elkton there are a number of other modal options. Taxi and intercity bus services are available in Harrisonburg, located about 15 miles to the west. Intercity rail is available in Staunton, located about 30 miles to the

southwest. Additionally, commercial air travel is available out of the Shenandoah Valley Regional Airport, located about 20 miles southwest of Elkton.

As previously stated, providing a wide range of other modes of travel in a town as small as Elkton is not financially feasible, nor is it necessary. However, the study recommends the establishment of an Elkton-based taxi service, as well as an intercity bus stop.

### **Golf Cart Study**

On June 20, 2011, the Town Council passed an Ordinance Amendment to Chapter 158 of the Town Code under Vehicles and Traffic, Article VII *Operation of Golf Carts on Public Highways*. The ordinance was passed after the conclusion of a golf cart study was begun in 2010 with the idea of alternative transportation for short distance trips. Allowing golf carts on certain streets would make travel within town cheaper and easier for citizens. Only street legal carts would be allowed to operate as detailed in the new ordinance. The same requirements would be implemented for the carts versus driving an automobile since a valid Virginia driver's license would be required along with liability insurance. Streets will be marked to identify the designated routes. In addition, carts may not travel on streets with a speed limit greater than 25 miles per hour, nor will they be able to cross streets with a speed limit greater than 35 miles per hour.

### **2012 Blue Ridge Parkway/Skyline Drive Gateway Study for Rockingham County and the Town of Elkton**

The purpose of the Blue Ridge Parkway/Skyline Drive Gateway study is to strengthen the connection between the Parkway/Skyline Drive and the communities directly adjacent to those amenities. The Town of Elkton and Rockingham County share an important commercial corridor in U.S. Route 33 (Spotswood Trail), which served as the main focus of this study. The West Spotswood Trail/U.S. 340 intersection is a primary entrance leading to downtown Elkton. This area was studied because of its overall impact to the economic development of Elkton and the experience of those visiting the region along this gateway corridor.

The corridor, which features a variety of land uses including commercial, civic, residential and light industrial mixes, was largely developed in the second half of the 20<sup>th</sup> Century and has remained fairly static of late. This study may be used by Rockingham County and the Town of Elkton as a blueprint to facilitate the revitalization of this corridor.

Recommendations from the Study include:

- Landscape treatments and signage consolidation along the approach to Elkton in US 33
- Safety and landscaping improvements to the US 340/Spotswood Trail Intersection
- Downtown entrance corridor improvements for pedestrian and cyclist access, signage consolidation and landscaping.

A group of Town Council members, Town staff and local leaders are currently working to implement the recommendations of the 2012 Gateway Study. The project is ongoing; the town and county are still a part of this group.

## NEEDS ASSESSMENT

### Problem Areas

#### Pedestrian and Cyclist Network

The large size of the intersection of **Stuart Avenue (Route 340)** and **Spotswood Avenue** makes it difficult for pedestrians to cross. The intersection is at a central location in the Town, and is along the path of a walker traveling from one side of town to the other. VDOT has a crosswalk painted but no plans to install a push button.

The 2012 Gateway Study also identified the bridge over Elk Run on **Spotswood Trail** between **Stuart Avenue** and **East Rockingham Street** as a barrier to pedestrian and cyclist travel between the Community Center and downtown. The bridge is very narrow and lacks sidewalks or a bike lane. This is a future project as plans for the Greenway are developed and implemented.

#### Parking

Parking is adequate for current needs but probably not for future growth. In some parts of the downtown area, there is limited on-street parking resulting in competition for parking spaces among shoppers, second-floor residential tenants, and commuters. Inappropriate placement of some utility poles and fire hydrants also contributes to on-street parking problems.



## RECOMMENDATIONS

### **1. Spotswood Trail Bridge Over Elk Run**

The Town will continue to work with VDOT to determine how best to provide non-motorized access across the creek in this area which is located between Ace and McDonalds and will become the actual part of the future Greenway.

**Cost Estimate:** Dependent on location and type of bridge. A free-standing footbridge for the approximately 50 ft. span would cost \$2.5 million. A bridge widening to add a single 5 to 6 ft. wide sidewalk to the side of the bridge would cost 2.7M.

### **2. US 340 (S Stuart Avenue)/ Rockingham Street:**

Short term: Install new stop signs at the proper mounting height for the westbound approach and install advances warning flashers on existing signs for the main roadway which will become the actual part of the future Greenway.

**Cost Estimate: \$14,400**

### **3. US 33 at Sentara Health Center**

US 33 Arterial Management Improvement:  
Systemic signing and striping improvements.

**Cost Estimate: \$10,000**

### **4. US 33 at Meyers Ford / VFW**

US 33 Arterial Management Improvement:  
Convert to eastbound and westbound directional crossover. Construct eastbound and westbound left turn lanes.

**Cost Estimate: \$3,000,000**

### **5. US 33 at Route 829-Mt. Hermon Road/Independent Road**

US 33 Arterial Management Improvement:  
Improve turn lanes and provide systemic signing and striping improvements.

**Cost Estimate: \$1,000,000**

### **6. US 33 at Route 979-Mt. Hermon Road/Solsburg Road**

US 33 Arterial Management Improvement:  
Convert to eastbound and westbound directional crossover.

**Cost Estimate: \$1,000,000**

### 7. US 33 at Route 981 Rockingham Pike/Shopping Center

US 33 Arterial Management Improvement:

Improve the traffic signal timing and offset the eastbound and westbound left-turn lanes for better visibility of oncoming traffic. In addition, review the flashing yellow arrow operation based on traffic demand and crash history.

**Cost Estimate: \$5,145,000**

### 8. US 33 at Old Spotswood Trail:

US 33 Arterial Management Improvement:

Install traffic signal and restrict the southbound left-turn movement. Construct a conventional traffic signal and add a second eastbound left-turn lane to improve traffic operations.

**Cost Estimate: \$4,427,000**

### 9. Old Spotswood Trail from Corporate Limits of Elkton to Spotswood Trail/Terrace Avenue.

Long term plan is to reconstruct to urban three-lane standards.

**Cost Estimate: \$35, 000, 00**

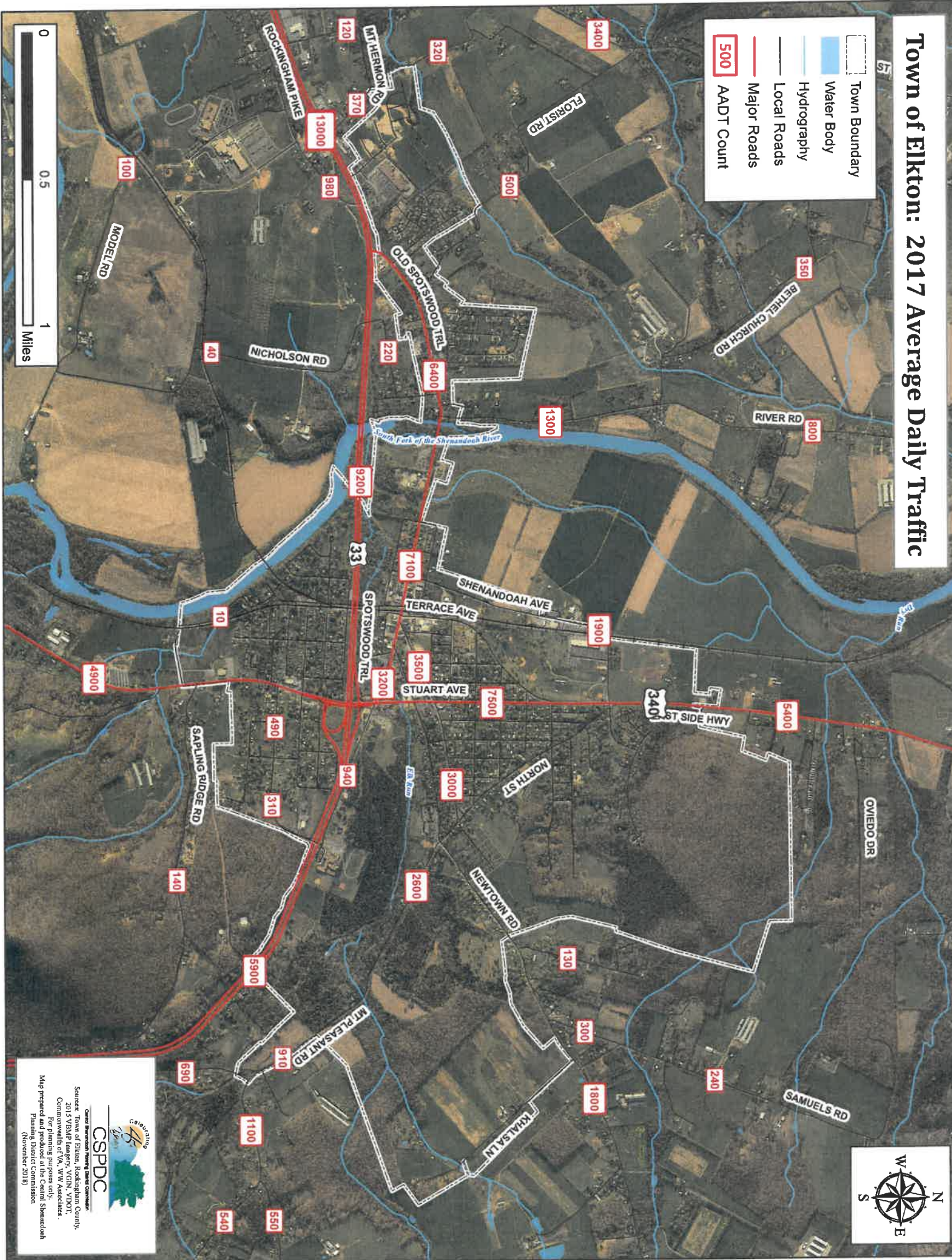
**\*AADT: Annual Average Daily Traffic**

<b>FACILITY</b>	<b>FROM</b>	<b>TO</b>	<b>FUNCTIONAL CLASS</b>	<b>AADT*</b>
Old Spotswood Trail	US 33 BUS	W. Spotswood Avenue.	Major Collector	6,600
W. Spotswood Trail	Old Spotswood Trail	W. Spotswood Avenue.	Major Collector	7,100
W. Spotswood Trail	W Spotswood Avenue.	US 340	Major Collector	2,800
US-33	WCL Elkton	ECL Elkton	Minor Arterial	10,000
W. Spotswood Avenue.	W. Spotswood Trail	N. Stuart Avenue.	Major Collector	3,100
E. Spotswood Avenue.	N. Stuart Avenue.	Newtown Road.	Major Collector	2,900
North St	E Spotswood Avenue	Newtown Road	Minor Collector	2,400
Newtown Road.	North St.	ECL Elkton	Major Collector	2,400
N. Stuart Avenue./US-340	Shenandoah Avenue.	NCL Elkton	Minor Arterial	8,100
US-340	US-33	SCL Elkton	Minor Arterial	5,800



# Town of Elkton: 2017 Average Daily Traffic

- Town Boundary
- Water Body
- Hydrography
- Local Roads
- Major Roads
- AADT Count




  
**CSPDC**
  
 Central Shenandoah Planning District Commission
   
 Source: Town of Elkton, Rockingham County,
   
 2015 VBAP Imagery, VEIN, VDOT,
   
 Commonwealth of VA, WW Associates.
   
 For planning purposes only.
   
 Map prepared and produced at the Central Shenandoah
   
 Planning District Commission
   
 (November 2018)



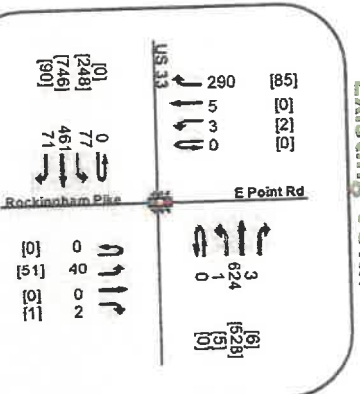
18

PSI  
80

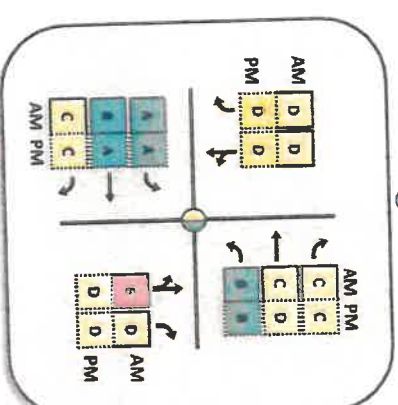
48

# US 33 at E Point Road/Rockingham Pike

Existing Volume



Existing Results

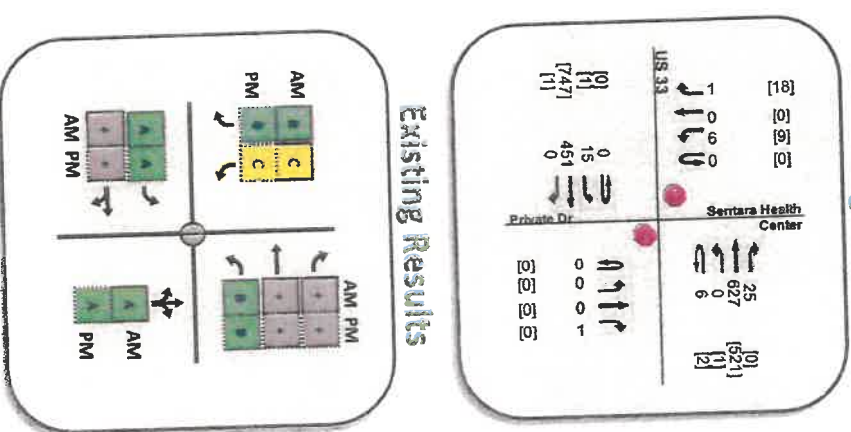


ARTERIAL  
PRESERVATION PROGRAM

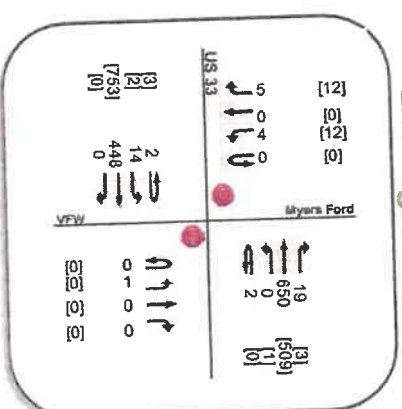
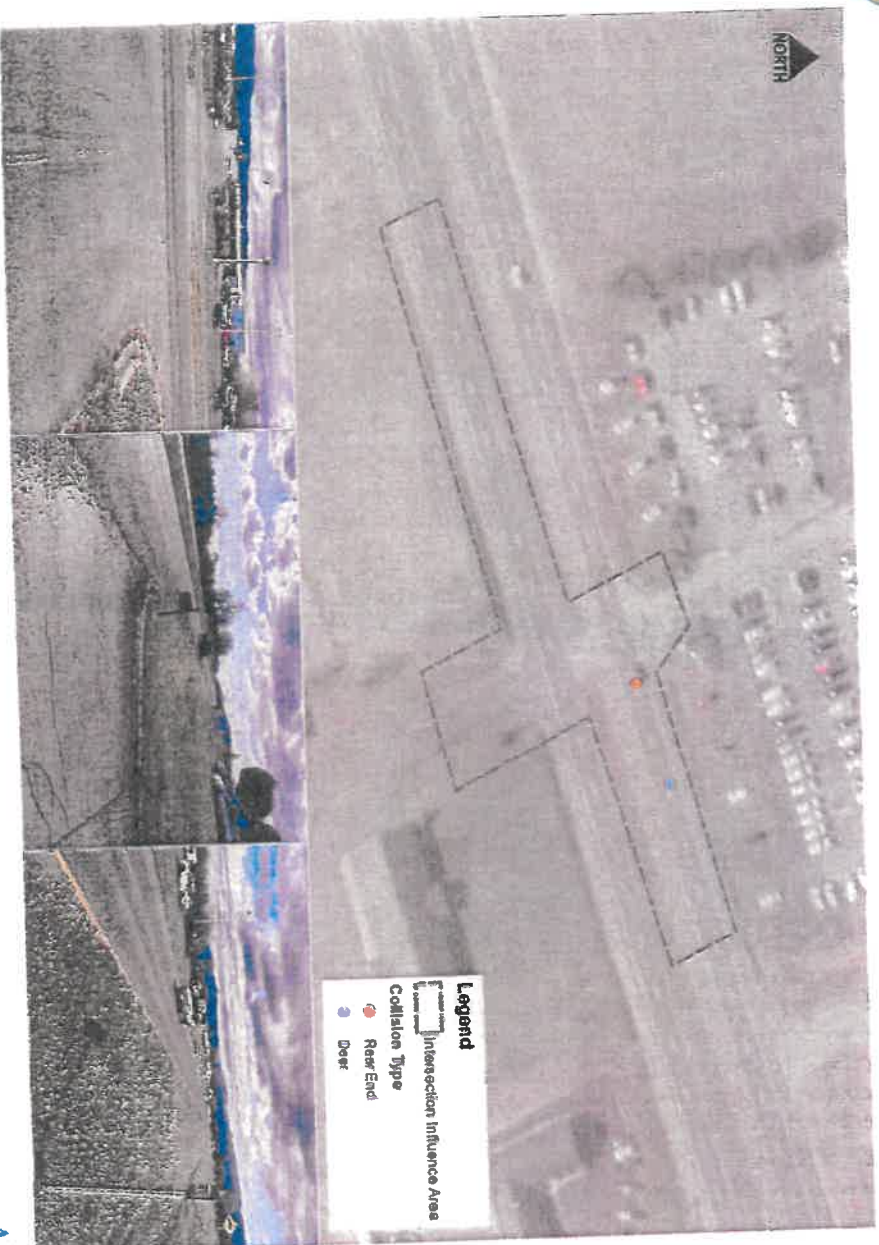
VDOT  
Virginia Department of Transportation



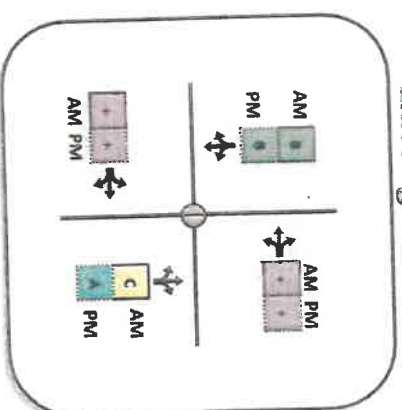
# US 33 at Sentara Health Center/Private Drive



## 20

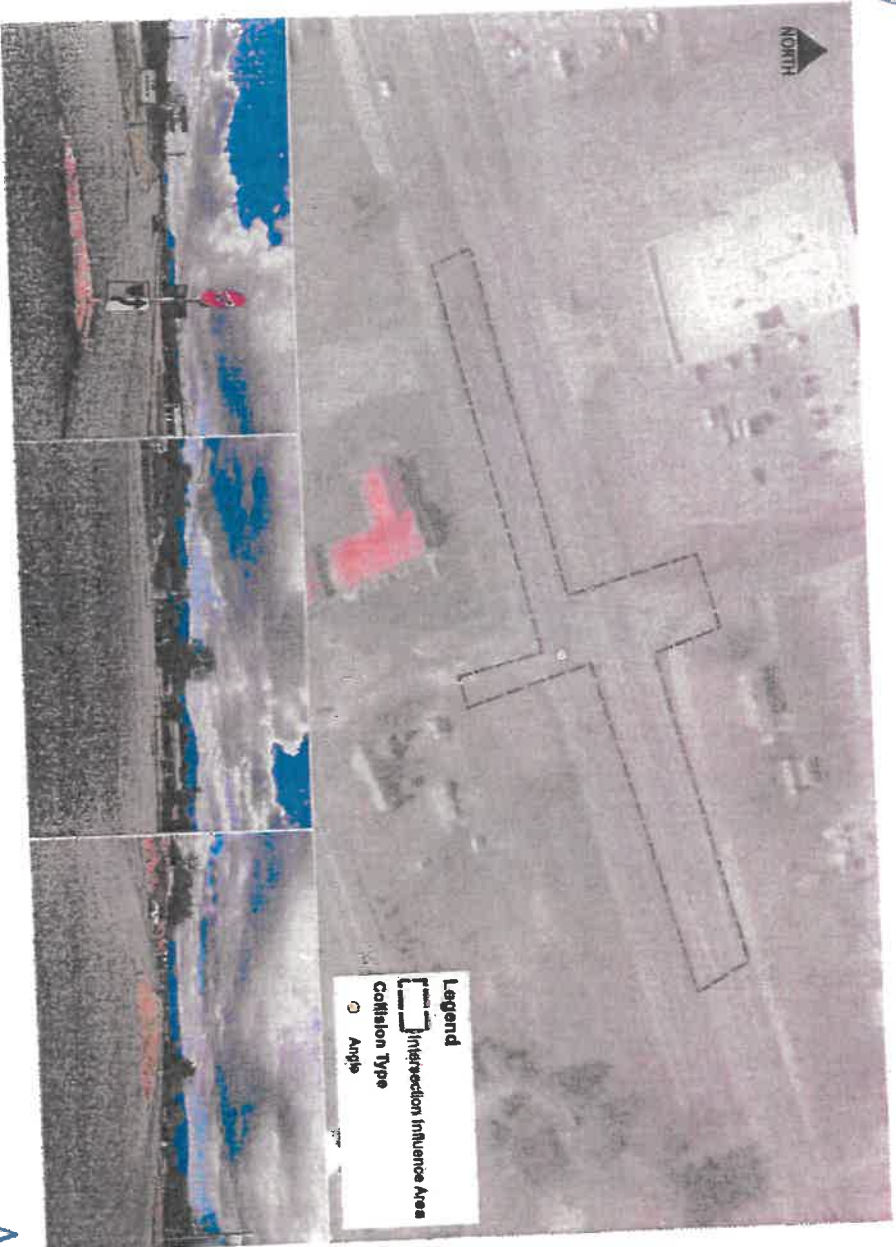


## Existing Results

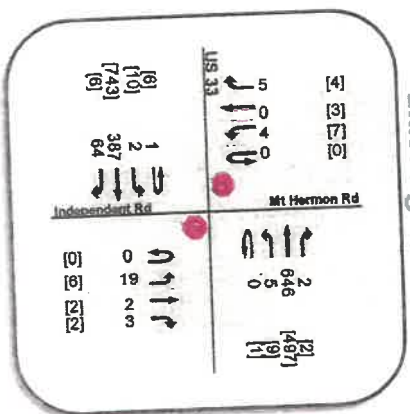




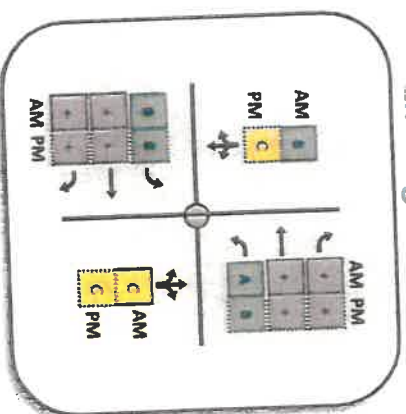
# US 33 at Mt Hermon Road/Independent Road



## Existing Volume



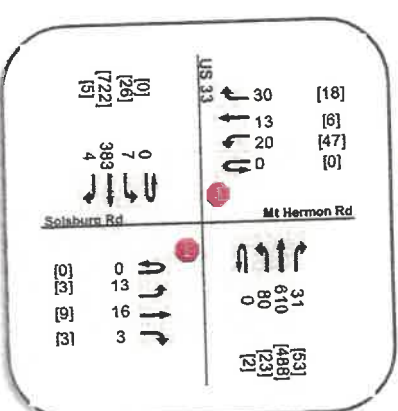
## Existing Results



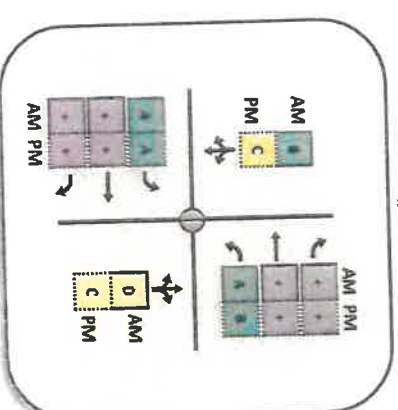
# US 33 at Mt Hermon Road/Solsburg Road



## Existing Volume



## Existing Results

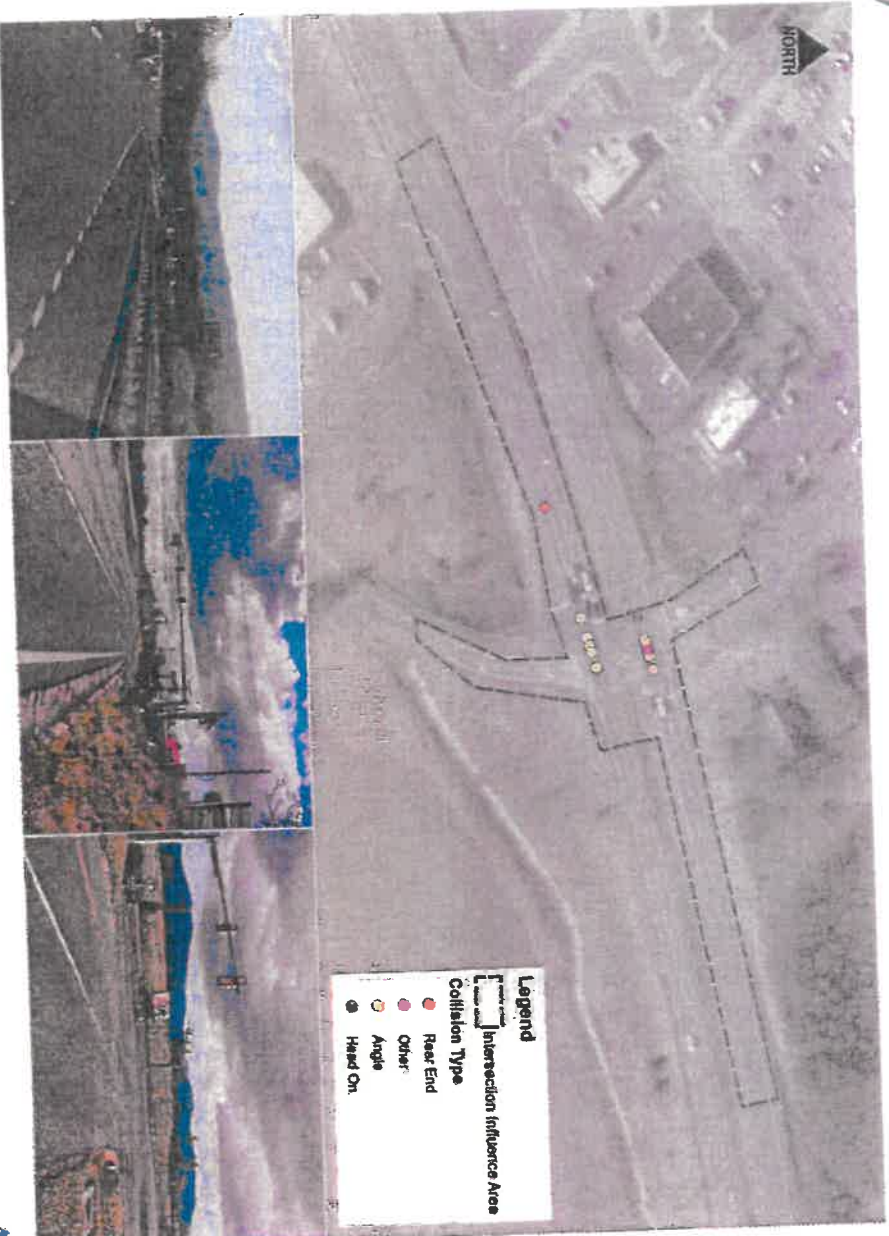




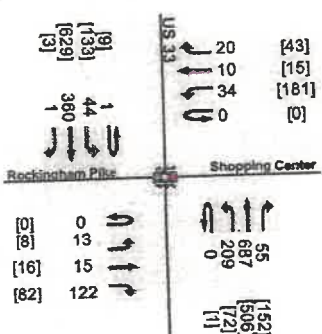
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PSI  
36

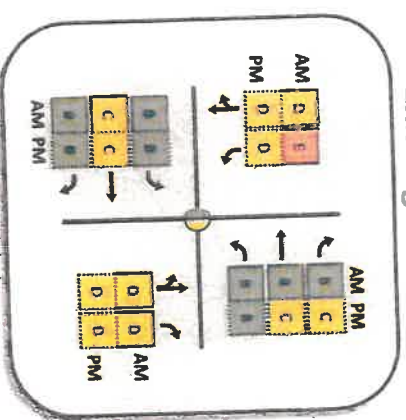
# US 33 at Rockingham Pike/Shopping Center



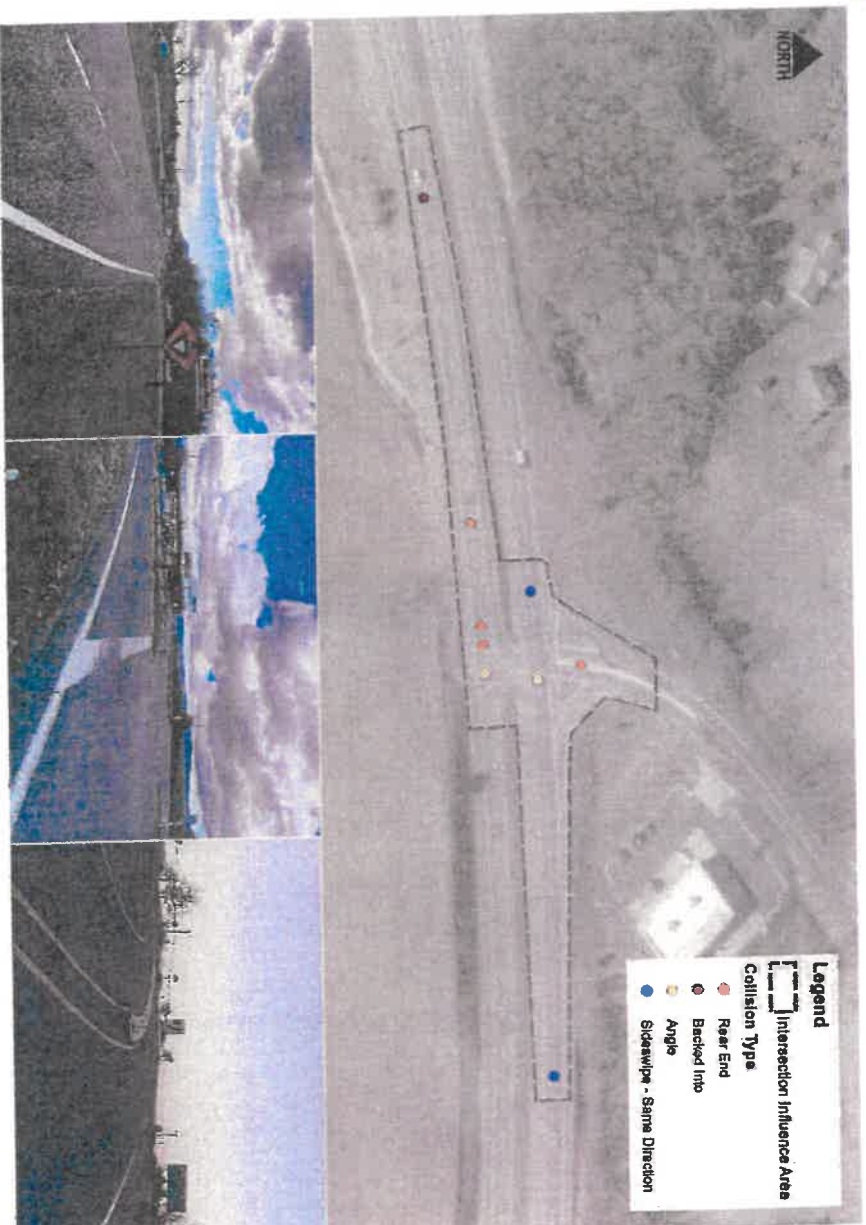
## Existing Volume



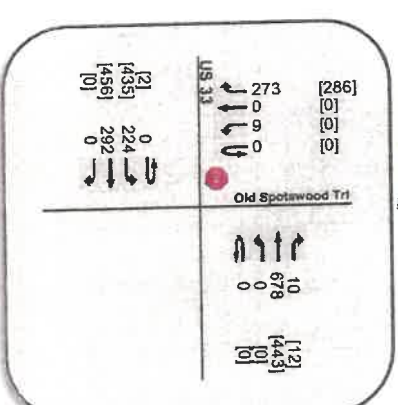
## Existing Results



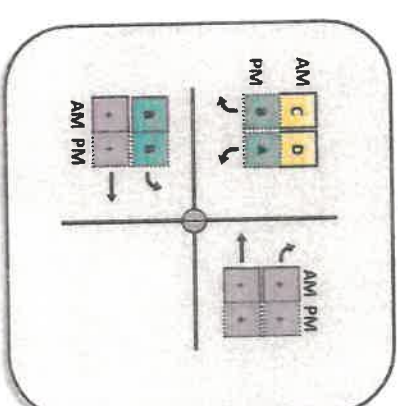
# US 33 at US 33B-Old Spotswood Trail



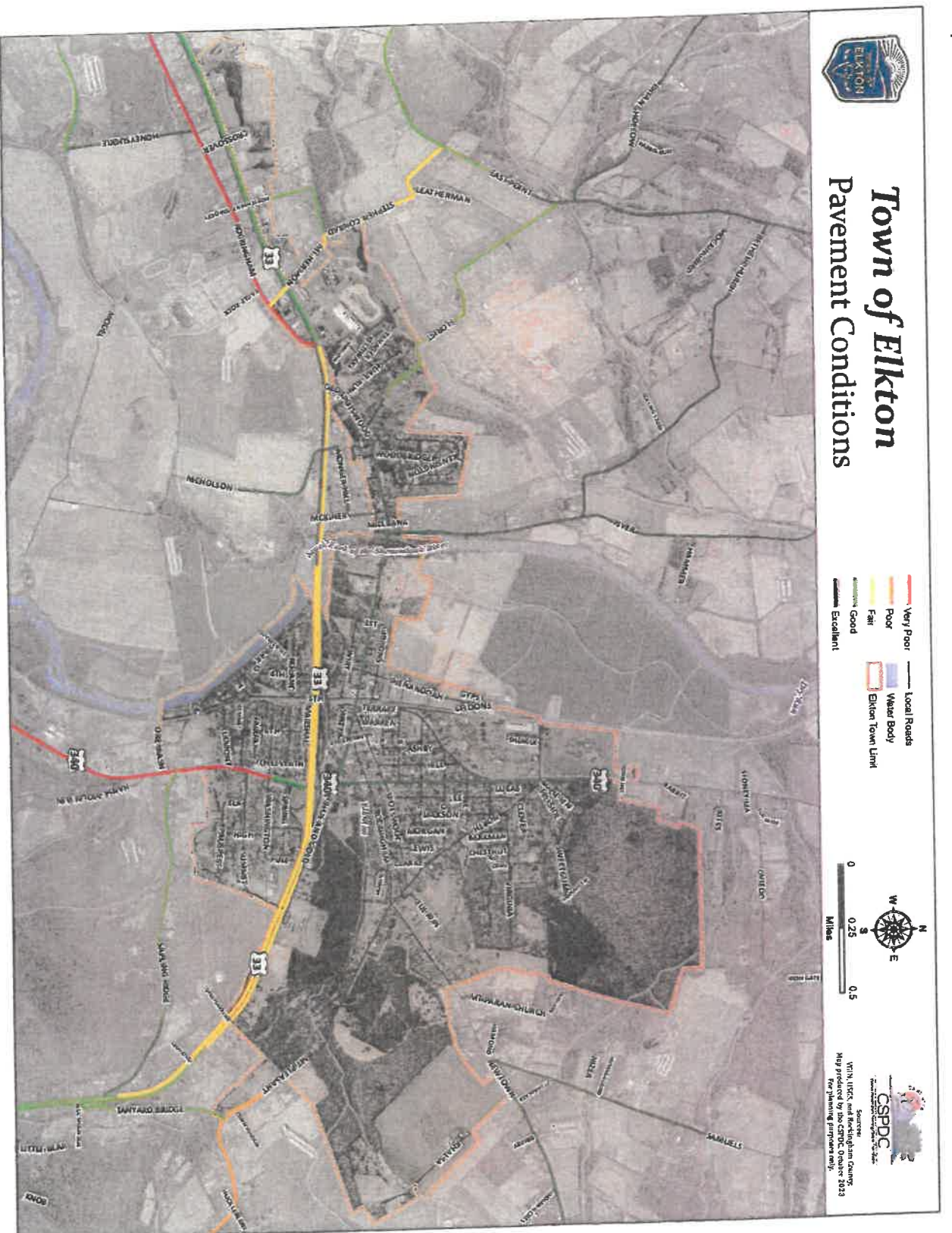
## Existing Volume



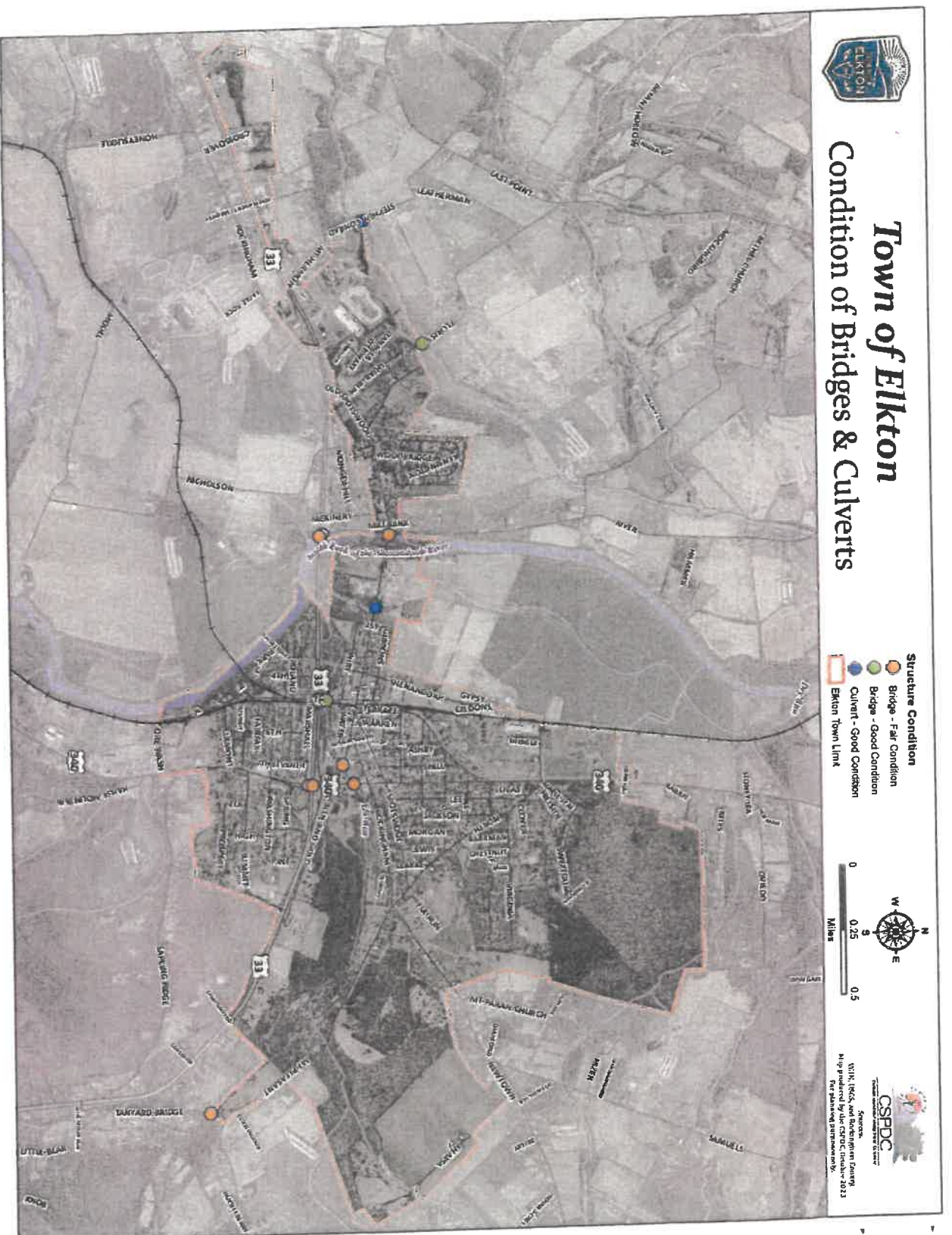
## Existing Results







Map 8.4. Pavement Conditions



Map 8.5. Condition of Bridges and Culverts





## COMMONWEALTH of VIRGINIA

DEPARTMENT OF TRANSPORTATION  
811 COMMERCE ROAD  
STAUNTON, VIRGINIA 24401-9029  
[www.VirginiaDOT.org](http://www.VirginiaDOT.org)

Stephen C. Brich, P.E.  
Commissioner

6/17/2024

Delores Hammer  
Town of Elkton  
173 W Spotswood Ave  
Elkton, VA 22827

Dear Ms. Hammer:

In accordance with the Virginia Traffic Impact Analysis Regulations, 24VAC30-155, the Town of Elkton proposed Comprehensive Plan transportation chapter update was submitted to the Virginia Department of Transportation (VDOT) for review on May 28, 2024. VDOT Staunton District Planning has evaluated the updates to the transportation chapter of the plan for conformity with Chapter 729 regulations of state code 15.2-2223. Chapter 729 requires that locality Comprehensive Plans include four principle elements; an inventory of the existing transportation network, planning assumptions that will influence the transportation network, an existing and future needs assessment, and recommendations addressing those needs. In addition, the Comprehensive Plan must be consistent with VTrans, the Six-Year Improvement Program (SYIP), and the selected location of state highways set by the Commonwealth Transportation Board. In this case, consistency is defined as inclusion in the Comprehensive Plan of significant new, improved, or relocated highway projects on roadways with a functional classification of major collector or higher. The submittal was found to be in conformance with Chapter 729 requirements.

Finally, I ask that you arrange to have VDOT's official comments from this letter included in the locality's official public records (meeting minutes, staff report) and to have this document placed in the official file for the Comprehensive Plan. Once the transportation chapter update is officially adopted by the city, VDOT requests that you forward a digital copy to us for our records.

6/17/2024

Page 2 of 2

Sincerely,



Shane McCabe  
Assistant District Planner  
Staunton District Planning

cc:

Adam Campbell, VDOT

Brad Reed, VDOT

Don Komara, VDOT

Burgess Lindsay, VDOT

Jeremy Crute, CSPDC

## CHAPTER 9 COMMUNITY FACILITIES

### UTILITY SERVICE AREA

Public water is available to all residents and businesses within Town limits but not all residents take advantage of the opportunity to connect to the utilities; particularly residents who were taken into the Town during the 2005 annexation. As of December 2023, the Town provided service to 1268 water customers; up from 1226 in October 2010 and 1182 sewer connections; up from 1120 customers in October 2010.

Not all eligible residents will elect to hook into the new system since septic systems are in use on their property. Some property owners will have a choice to connect to the system at the rate in effect when they were annexed into the Town, those who purchased property since 2008 will pay the current fee of \$7,500 sewer and \$7,000 water connections.

**TABLE 12**  
**TOWN OF ELKTON**

<b>Residential</b>		<b>Commercial</b>		<b>Industrial</b>	
<b>Sewer 2022</b>		<b>Sewer 2022</b>		<b>Sewer 2022</b>	
1 <sup>st</sup> 2,000 gallons	Add'l 1,000 gals.	1 <sup>st</sup> 2,000 gallons	Add'l 1,000 gals.	1 <sup>st</sup> 2,000 gals.	Add'l 1,000 gals.
\$26.86	\$8.09	\$26.86	\$8.40	\$26.86	\$9.06
<b>Sewer 2023</b>		<b>Sewer 2023</b>		<b>Sewer 2023</b>	
\$27.96	\$8.41	\$27.96	\$8.74	\$27.96	\$9.42
<b>Water 2022</b>		<b>Water 2022</b>		<b>Water 2022</b>	
\$12.13	\$3.96	\$12.14	\$3.96	\$12.14	\$3.96
<b>Water 2023</b>		<b>Water 2023</b>		<b>Water 2023</b>	
\$12.13	\$3.96	\$12.14	\$3.96	\$12.14	\$3.96



## **WATER SYSTEM**

### **Water Supply**

The Town of Elkton draws its water from two drilled wells. The first well located in Stonewall Memorial Park, was dug in 1965 and utilizes a 30-horsepower vertical turbine pump, which discharges into an eight-inch main for distribution. The well is operated intermittently to overcome an additional problem, the collection of sand and fine colloidal matter. According to the Shenandoah Water Supply Plan developed by the State Water Control Board in 1986, intermittent operation at a rate less than 220 gallons per minute prevents major sand and silica problems. This results in a dependable yield of 0.316 million gallons per day.

Elkwood Well No. 1, located in a wooded area at the rear of the Elkwood Subdivision on the north side of Town, is operated with a 30-horsepower pump and discharges into a twelve-inch main for distribution. During draw-down testing, the Town found that this well could potentially provide 800 gallons per minute. However, due to electricity limitations on site, the well produces approximately 300 gallons per minute and is operated based on the level of the Town's one million gallon reservoir located on the East end of Town. Town staff monitors the water level and operates this pump when necessary. At the current pump rate, the well yields approximately 0.432 million gallons per day.

The Town currently owns an additional well located on the west side of the Old U.S. 33 Bridge over the Shenandoah River. Known as the "Life" Well, this water source was taken offline several years ago because the Town was not treating the water taken from the well. It is possible that this well could serve as a future water source.

### **Distributions System and Identified Problems**

Water is distributed throughout the Town by approximately twelve miles of distribution pipes of various sizes. Many of the pipes throughout Town are deteriorating and are undersized for their function. Deterioration of the pipes and the related infrastructure has resulted in a nearly seventy percent water loss rate in the distribution system in 2009. As leaks have been spot-repaired throughout the system, it is expected that number will decrease. However, as the pipes continue to age, it will be imperative that the Town invest significantly into water infrastructure.

In addition to the deterioration of the pipe system throughout Town, many of the pipes are drastically undersized. In order to provide effective water pressure for domestic, commercial, and firefighting use, the Town has engaged in a long-term plan for the replacement of distribution pipes and the improvement of the design of the system, ensuring redundancy and the ability to isolate particular sections of the system.

## **SEWER SYSTEM**

### **Treatment Plant**

Elkton's wastewater treatment plant was put into operation in May 1981. It has a design capacity of 400,000 gallons per day and treated an average daily flow of 200,000 gallons in 1982. In 2018, it is operating near capacity. It replaced a plant built in 1956. In 2023 Elkton completed its \$17 million dollar waste treatment plant. It has a design capacity of 800,000 gallons per day and treated an average daily flow of 300,000 gallons.

### **2010 Report Sewage Service**

The collection system consists of pipes of a variety of ages and materials: terra cotta, cement, asbestos cement, plastic, cast iron and ductile iron. Sizes range from 4 to 18 inches. In addition, a major pumping station at North Avenue serves the northeast side of Town.

Like the water system, the Town's sewage system is essentially contiguous with Town borders. The largest and most recent extension was to provide service to the Elkton Plaza Shopping Center on Route 33 about one mile west of Town. The only other sewer service outside of Town is the approximately half-mile section along Route 33 east. When the new East Rockingham High School was built off of Rockingham Pike the Town obtained easements and ran approximately 5 miles of new sewer pipe to serve the school. This project included removal of the West Lift Station on Rte. 33.

## **PLANT AND SEWER SYSTEM**

### **Improvements to the Sewage System were implemented in 2010/2011**

The Plant of the Sewer System was revamped in 2010/2011 including replacement and improvements to the influent station and screening separate, clarifiers and digesters, ultraviolet radiation disinfection system, electrical system which included a new emergency generator, effluent metering system, and rehabilitated drying beds. A new sludge process control building was constructed.

Improvements were performed in 2010 for abandonment of an existing sewer pump station and line along old Rte. 33 (Old Spotswood Tr.) A new gravity sewer main and manholes were installed for a length of 1500 L. F.

In addition, rehabilitation of 1600 L. F. of existing 10 foot gravity main and manholes along Spotswood Trail. To further improve the system a 12 inch sewer main was installed under the Norfolk & Southern Railroad from Wirt Avenue to 5<sup>th</sup> Street.

To improve the Inflow and Infiltration (I & I) conditions 4000 L. F. of sewer lines were inspected, cleaned, and repaired; primarily in the Northeast section of town.

Planned improvements to the sewage system include an ongoing program of exploration and corrections to prevent infiltration of the existing sewer lines and manholes.

#### **Additional Improvements to the Sewage System implemented in 2017**

In July 2017 upgrades began at the Waste Water Treatment Plant. The project was mandated by DEQ and it carried a \$3.5 million dollar price tag along with a one year date of completion. The intent of this upgrade was implemented in order to cleanse the river water flowing into the Chesapeake Bay.

In water treatment a clarifier is a setting tank used to separate solid waste particles from water. When the clarifier separates the concentrated impurities, the sludge formed by the process discharges from the bottom of the tank. The clarifiers act as a separator and are noted for allowing cleaner water to flow into the river.

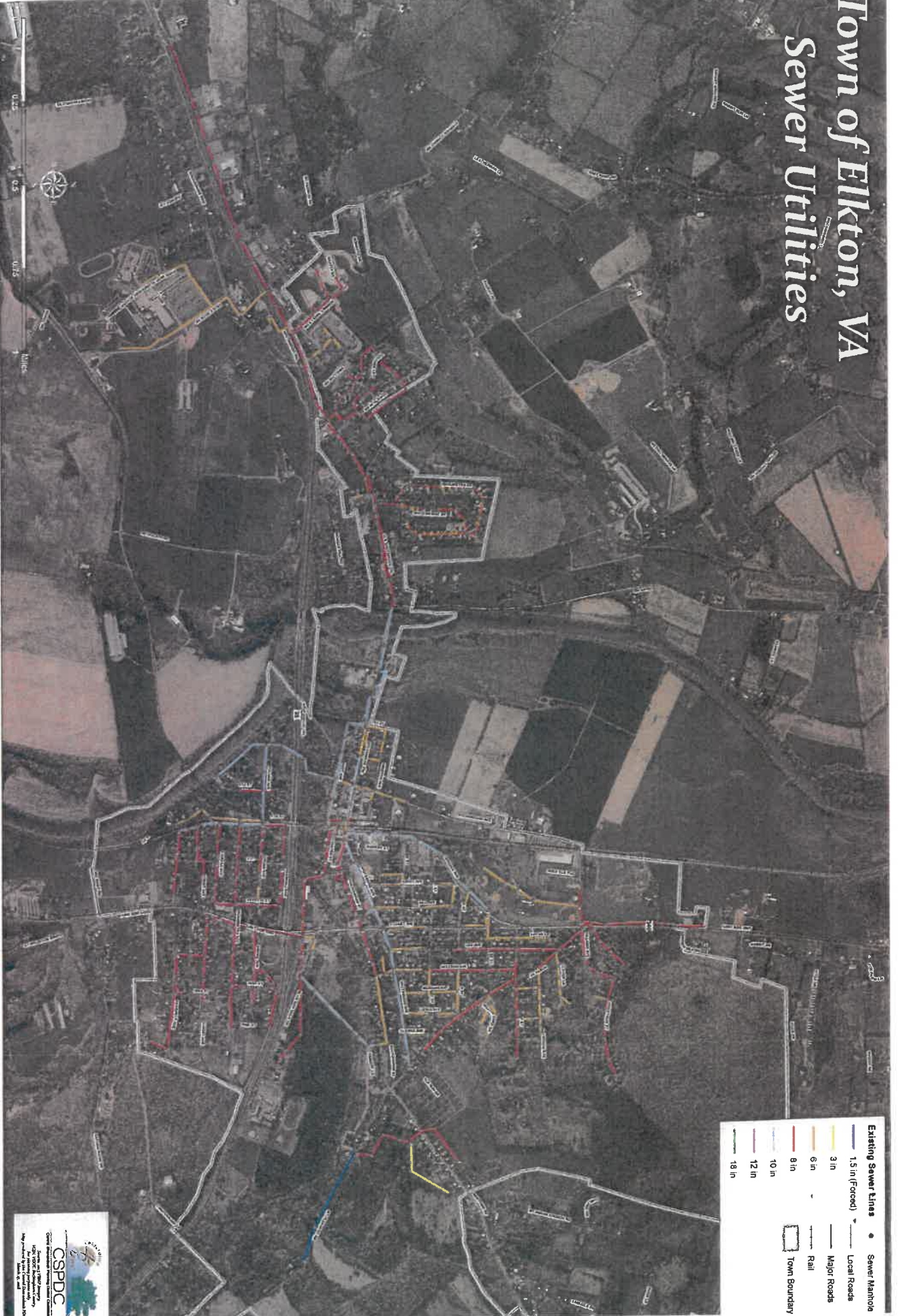
The construction of a tank for the clarifiers requires a cement structure, electrical upgrades and larger pipes for the system

A reduction in water treatment was seen due to the transfer of the Massanutten Laundry, the town's largest water usage customer, to Rockingham County.

Plans were finalized and the Town purchased 31 +/- acres to construct the new Waste Water Plant facility. The Waste Treatment plant was completed in 2023.



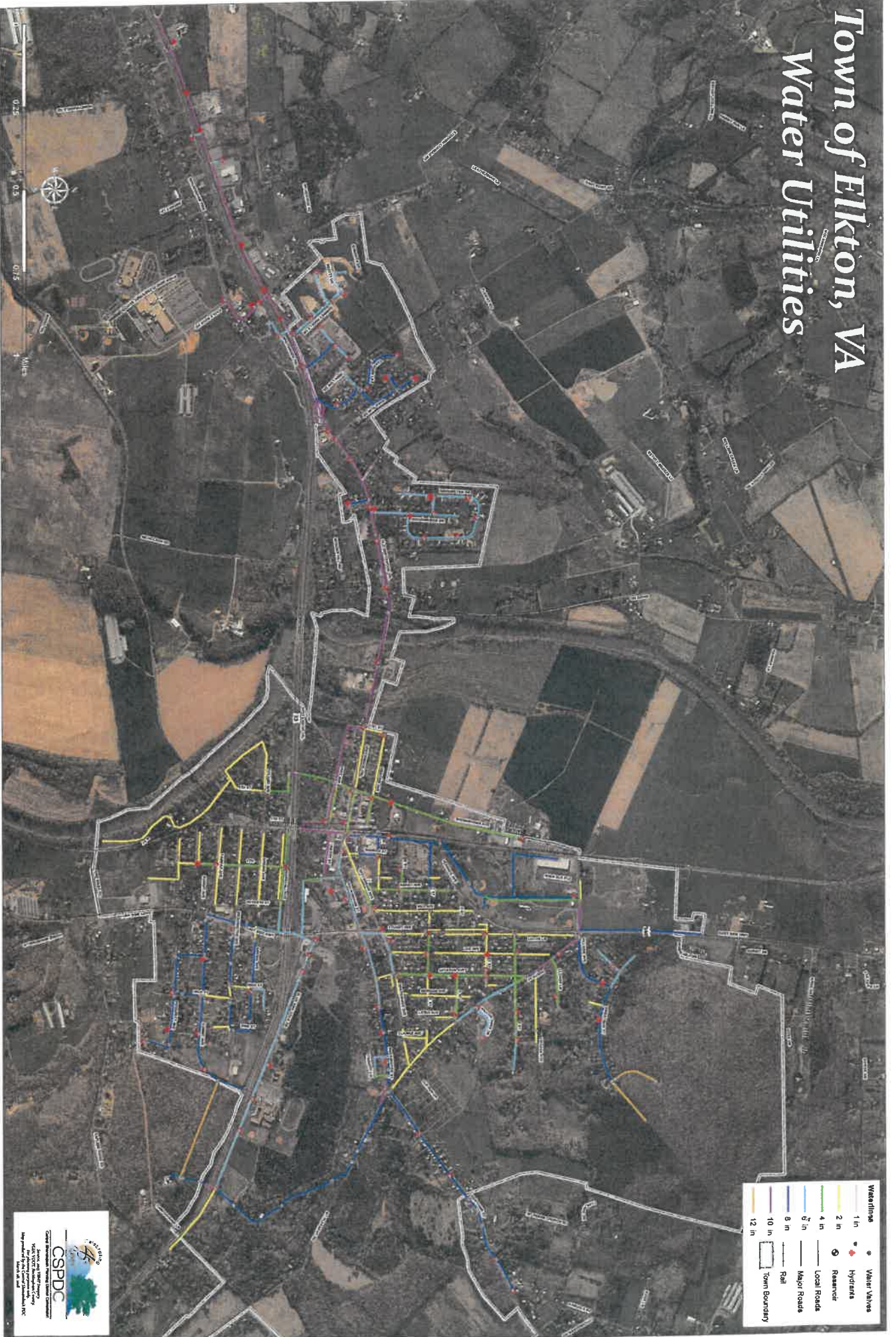
# Town of Elkton, VA Sewer Utilities

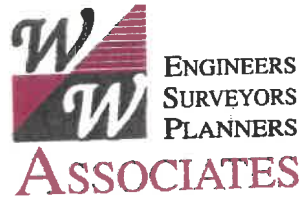


- Existing Sewer Lines
- 1.5 in (Forced)
- 3 in
- 6 in
- 8 in
- 10 in
- 12 in
- 18 in
- Sewer Manhole
- Local Roads
- Major Roads
- Rail
- Town Boundary



# Town of Elkton, VA Water Utilities





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## TOWN OF ELKTON: WATER SYSTEM IMPROVEMENTS

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### Water System Improvements: Option Breakdown

#### Option No. 1 - Maintain Existing Status:

- Continue maintenance of existing system, repairing waterlines as leaks are located.
- Loss of pressure during demand periods.
- Reliability remains a major concern with Town wells running at full capacity.
- Water loss continues to persist at 57%, losing over half of the water put into the system.
- Limited Town growth due to existing capacity issues.
- Limited fire flow available.

*Maintain Existing Status: Total Cost - \$0*

#### Option No. 2 – Well Development:

- Construct new Town well and connect to existing system.
- Additional redundancy to system, if a well becomes inoperable the Town will still be adequately supported.
- Support Town growth with the increased overall capacity.

*Well Development: Total Cost - \$646,000*

**Option No. 3 – New 1.0 MG Above-Ground Storage Tank:**

- Replace existing under-ground storage tank with a new above-ground storage tank.
- Existing tank is 90 years old and is currently at the end of its useful life. Rust, openings, and leaks are all possible contamination risks with the existing tank.
- Potential risk of a structural failure occurring with the current state of the tank.
- Remove public health risk concerns with a new tank while meeting current VDH recommendations.

*New 1.0 MG Above-Ground Storage Tank: Total Cost - \$2,108,000*

**Option No. 4 – Valve Replacement Program:**

- Replace or add valves in Town to allow for proper isolation of waterlines.
- Readily available working valves allows for the isolation of areas for maintenance operations or to control the affected areas in the event of a pipe break.

*Valve Replacement Program: Total Cost – Variable*

**Option No. 5 – Water St. Piping Connection:**

- Provide a connection between the south of Town and the Downtown area with approximately 3,270 feet of 12" diameter pipe.
- This pipe connection increases the fire flow volumes throughout Town, especially in the Downtown area from an existing 670 gpm to 2800 gpm.

*Water Street Piping Connection: Total Cost - \$945,000*

**Option No. 6 – Mt. Pleasant Road Piping Connection:**

- Replace the existing connection between the underground storage tank and the northern residential areas with approximately 3,970 feet of 12" diameter pipe.
- This connection will support growth along Mt. Pleasant Avenue and will repair the closest connection between the Elkwood Well and the storage tank.
- Fire flow volumes increased from 800 gpm to 1540 gpm on Mt. Pleasant Road.

*Mt. Pleasant Road Piping Connection: Total Cost - \$1,019,000*



Option No. 7 – E Rockingham Street Piping Upgrade:

- Replace and upgrade the piping along E Rockingham Street with approximately 3,300 feet of 12" diameter pipe.
- This piping upgrade would complete the formation of a 12" diameter loop of pipe throughout Town. Creating an unhindered "highway" for water to flow from the water storage tank to high demand areas.

*E Rockingham Street Piping Upgrade: Total Cost - \$654,000*

Option No. 8 – Jackson Avenue Piping Upgrade:

- Replace and upgrade the piping on Jackson Ave. with approximately 2,900 feet of 12" diameter pipe.
- This upgrade will provide more reliable water service on Jackson Ave.

*Jackson Avenue Piping Upgrade: Total Cost - \$573,000*

Option No. 9 – Route 33 Piping Upgrade:

- Replace and upgrade the piping on Route 33. with approximately 4,400 feet of 12" diameter pipe.
- Along with increasing the connection between Downtown and the water storage tank, this connection would serve to provide adequate fire flows to Elkton Middle School.

*Route 33 Piping Upgrade: Total Cost - \$831,000*

Option No. 10 – Memorial Park Well Improvements:

- These improvements include new peristaltic fluoride pumps, new fluoride injector quill, chemical feed tubing, containment system, and chart recorder. Additionally the Well discharge piping and valves are to be replaced, along with the sodium hypochlorite feed system, HVAC system, and lab equipment.
- These upgrades would further the useful life of the well to continue it's usage.

*Memorial Park Well Improvements: Total Cost - \$585,000*





November 9, 2021

Mr. Greg Lunsford  
Town Manager  
Town of Elkton  
173 West Spotswood Ave  
Elkton, Virginia 22827

Ref: Preliminary Engineering Report Addendum No. 1 for Water System Improvements

Dear Mr. Lunsford,

This addendum is intended to be used as an update to the Preliminary Engineering Report, prepared by WW Associates, Inc. dated November 11, 2010, entitled Water Supply and Distribution System: Town of Elkton, Virginia. This report analyzed the existing conditions of the water distribution system in Elkton, VA, and identified key issues within the system that needed to be addressed. From this information several conclusions were made:

- The existing underground storage facility serving the Town of Elkton is in poor condition and is susceptible to leaks and contamination. A new 1.0 MG aboveground water storage facility is recommended to maintain the long-term viability of the Town's water system.
- The Town's current groundwater wells are operating at full capacity with no additional source available. A new well needs to be developed to support the current system, and to accommodate present and future water demands.
- 57% of the water pumped into the system is unaccounted for in billing due to leaks in the aging and deteriorating pipes. Most of these water lines are less than 6 inches in diameter. Water line improvements are recommended to increase both water retention and adequate water flow and pressure within the system.

W.W. Associates' overall recommendations and design intent remain consistent with those made in the original PER. The purpose of this addendum is to express the design revisions that have been made during the most recent review of the Town's water distribution system, as well as give an update to the project's timeline and cost.

The source of original water distribution mapping of the Town was prepared by the Central Shenandoah Planning District Commission based on the best available information at that time. This mapping was used to develop a hydraulic model in 2010.

Recent information provided by the Town's Public Works Department indicates there is a piping disconnect between the South section of Town and the North section. In addition, a 12-inch water line that was previously installed was not depicted on prior water distribution drawings. The 12-inch water line connection is routed from the 1.0 MG underground water storage tank to East Summit Avenue.

Disconnects are located in three areas between the north and south sections of the Town; one is located between Mt. Pleasant Road and Route 33, the second is located between Wirt Avenue and 4<sup>th</sup> St, and the third is located beneath the Rt. 33 overpass on Rt. 340. These disconnects are highlighted in the attached Figure A.1: Town of Elkton Existing Conditions.

#### Water Distribution Updates

The existing 12-inch water line from the storage tank to East Washington Street provides a solid hydraulic connection to the south sector of the water system. We propose to extend this connection along SE Side Highway to Water Street and West Spotswood Avenue. This connection will provide hydraulic connectivity to the downtown and north of the bypass, as well as allowing the Town wells a direct path to the storage tank. (See Figure A.2: Proposed Water System Improvements)

It is our understanding that the existing water piping between Blue and Gold Drive and Mount Pleasant Road has broken under a stream and thus does not provide a direct

connection between the water tank and the east sector of Town. Therefore, it is proposed to replace the piping from the disconnect to Mount Pleasant Road/East Rockingham Street. Future 12-inch piping is also proposed along East Rockingham Street and Jackson Avenue. (See Figure A.2: Proposed Water System Improvements)

### Hydraulic Analysis

A hydraulic analysis was completed for the Town of Elkton to demonstrate the efficacy of the proposed design compared to the existing conditions. Several key areas throughout the Town were chosen as locations to demonstrate the available flow during a 2-hour fire event. An analysis was conducted for the existing conditions of the Town, for the Water Street connection to the storage tank, and for the Water Street connection as well as the Mt. Pleasant Road connection to the storage tank. A comparison of each analysis is below following the respective tables.

Table 1 shows an analysis completed using the existing conditions of the Town's water distribution network. The analysis includes the three disconnects between the north and south areas of Town that were discussed earlier, the Town's current leakage of 57%, and an appropriate demand based on the population of the Town. The recommended fire flow for a 2-hour fire event in a commercial or school zone is 1,500 gpm. The recommended 2-hour residential fire flow is a minimum of 500 gpm. Based on the results of the hydraulic analysis, the existing water supply system is unable to deliver the recommended fire flows throughout Town. As high demands occur during these events, customers experience inadequate flow and water pressure withing the existing water system.

**Table 1**  
**Town of Elkton: Existing Conditions**  
**Available 2-Hour Fire Flow**

<b>Location:</b>	<b>Downtown</b>	<b>East Rockingham High School</b>	<b>Elkwood Subdivision</b>	<b>Elkton Middle School</b>	<b>Elkton Elementary School</b>	<b>Mt. Pleasant Road</b>
<b>Existing Conditions Available Fire Flow (GPM)</b>	670	540	400	660	680	470

The Water Street Piping Connection was found to be a vital connection to increase the available fire flow throughout Town. Table 2 shows how this connection has increased the flow compared to the existing conditions. The available fire flow downtown increases to 2,800 gpm and to 2,240 gpm at Elkton Elementary School, along with supplementary increases throughout Town. This connection is pivotal to begin building a backbone throughout Town that will increase flow and alleviate major pressure drops in the system.

**Table 2**  
**Town of Elkton: Water St. Distribution Connection**  
**Available 2-Hour Fire Flow**

<b>Location:</b>	<b>Downtown</b>	<b>East Rockingham High School</b>	<b>Elkwood Subdivision</b>	<b>Elkton Middle School</b>	<b>Elkton Elementary School</b>	<b>Mt. Pleasant Road</b>
<b>Water St. Available Fire Flow (GPM)</b>	2800	1200	920	1110	2240	800

Table 3 shows the available fire flow during a 2-hour fire event after both the Water Street and the Mt. Pleasant Road connections have been installed. Phase 2A is the second repair to fix the disconnects in Town, connecting the storage tank to the residential areas in the north. From the table it is shown how the available flow is increased from 800 gpm to 1,540 gpm on Mt. Pleasant Road which feeds the neighborhoods to the east of Town. Because of the loop this connection is beginning to form, further increases in available fire flow can be seen throughout Town.

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Charlottesville ■ Lynchburg



**Table 3**  
**Town of Elkton: Mt. Pleasant Rd. Distribution Connection**  
**Available 2-Hour Fire Flow**

<b>Location:</b>	<b>Downtown</b>	<b>East Rockingham High School</b>	<b>Elkwood Subdivision</b>	<b>Elkton Middle School</b>	<b>Elkton Elementary School</b>	<b>Mt. Pleasant Road</b>
<b>Mt. Pleasant Rd. Available Fire Flow (GPM)</b>	3,270	1,960	960	1,110	2,480	1,540

**Project Prioritization**

As stated in the 2010 PER, the Town has two groundwater wells, the Memorial Park Well and the Elkwood Well. These wells are at full capacity and provide no backup capability should either of the wells go out of service. Because of this lack of redundancy, development of a new well is of the highest priority.

In addition to the well priority, the existing water storage tank is at the end of its useful life. The existing 1.0 MG underground concrete tank is currently in poor condition. We therefore prioritize the tank replacement at the same level as the development of a new well. The well and storage tank improvements are considered Phase 1A.

Obtaining a hydraulic connection between the South sector and the North sector is also considered to be a high priority issue. This connection provides improved fire protection downtown, allows for water downtown when the water line on Rt. 33 is out of service, and allows for a direct connection between the wells and storage tank. The connection to Water Street in the downtown area is therefore considered Phase 1B.

The connection between the storage tank and Mount Pleasant Road improves water supply to the eastern section of Town as well as improved fire protection to the east sector and the downtown area. We therefore consider this project Phase 2A.

Additional piping is envisioned for East Rockingham Street and Jackson Avenue. Again, these improvements improve water supply and fire protection to these areas as well as a backup connection between the wells and the water storage tank. We therefore consider this project Phase 2B.

The existing water line on Route 33 is a 6-inch diameter pipe and is in poor condition. This piping was originally envisioned to be a 16-inch diameter pipe, but has been downsized to a 12-inch pipe. This project is now considered to be of lower priority due to the other piping connections described above. We therefore consider this project Phase 3.

The project has therefore been developed into four phases to denote the priority of each improvement. This breakdown of phases improves the constructability of the project and reduces the overall construction activity within the Town at any given time, allowing for more substantial oversight during each phase. The priorities of these phases are summarized as follows:

<b><u>Project Phase</u></b>	<b><u>Priority</u></b>
• Phase 1A: Well Development and Water Storage Tank	High
• Phase 1B: Water Street Piping Connection	High
• Phase 2A: Mt. Pleasant Road Piping Connection	High
• Phase 2B: East Rockingham Street and Jackson Avenue	Moderate
• Phase 3: Route 33 Piping Upgrades	Moderate
• Phase 4: Memorial Park Well Improvements	Moderate

### **Project Discussion**

#### **Phase 1A: Well Development**

Phase 1A includes the construction of a new well. The 2010 PER identified several potential well sites throughout Town. However, the exact well site needs to be reevaluated to fit the current needs of the Town.

Also planned within Phase 1A is to increase the supply capacity of the Elkwood Well. The Elkwood Well currently operates a 30 hp vertical turbine pump at 300 gpm. However, the tested yield at the Elkwood site is 645 gpm, more than double the current flow rate. The current pump uses a three-phase motor, but as of now, is running off of single phase power and a phase converter. To capitalize on the available yield of the Elkwood Well, the site would require a permanent three-phase power source. Increasing the well yield is an efficient method to increase the Town's water supply capacity.

#### Phase 1A: 1.0 MG Above Ground Storage Tank

The new Storage Tank is proposed to be a pre-stressed concrete tank, 94'-0" in diameter and 21'-0" in sidewall height. The tank's overflow elevation will be approximately 1,199 feet compared to 1,183 feet of the existing tank.

The proposed tank will be equipped with a mixing system to improve water quality and reduce the formation of disinfection byproducts. The tank design also includes a SCADA system for monitoring and control of the tank. The site will be provided with security fencing and lighting. The new tank will be adjacent to the existing 1.0 MG underground storage tank and will require the acquisition of approximately one acre to allow for a sufficient construction area to erect the structure as well as a proper ingress and egress point. Due to its poor condition, the existing 1.0 MG underground storage facility will be demolished once the new tank is constructed (see Figure A.3: 1.0 MG Above-Ground Storage Tank).

#### Phase 1B: Water Street Piping Connection

The water distribution system within Elkton has a disconnect between the North and South sections of the Town under the Rt. 33 overpass on Rt. 340. This disconnect, detailed in Figure A.1: Town of Elkton Existing Conditions, is a severe hinderance to the water distribution networks ability to produce appropriate fire flows, as shown in Table 1. Because of this major issue the Water Street Piping Connection has been placed within Phase 1B and is shown in Figure A.2: Proposed Water System Improvements.

This phase will encompass approximately 3,270 linear feet of 12" PVC water line. The water line will be routed from the 12" connection on East Washington Avenue, follow the existing water line on Route 340 and will end at Water Street near downtown. This connection will make up for the one of the disconnects found between the north and south sections of Town, creating an initial foundation that can be built upon in future phases.

#### Phase 2A: Mt. Pleasant Road Piping Connection

Phase 2A will consist of the second water line that will replace the disconnect found between the new Storage Tank and Mt. Pleasant Road. This phase will consist of approximately 3,970 linear feet of 12" PVC water line. This connection will improve flow from the new Storage Tank to the east section of Town. From Table 3 it is seen that flow to the residential areas surrounding Mt. Pleasant Road are greatly improved as well as at the downtown location.

#### Phase 2B: East Rockingham Street Piping Upgrades

Phase 2B of the project includes water line improvements on East Rockingham Street and Jackson Avenue, shown in Figure A.2: Proposed Water System Improvements. Currently there are 6- and 8-inch piping on East Rockingham Street and mainly 4-inch piping on Jackson Avenue. The Phase 2 upgrades will consist of approximately 6,200 feet of 12-inch PVC water line. This phase will create a looping connection between the existing wells, downtown, and the new Storage Tank. These upgrades will remove the existing pipe that is deteriorating and is recommended to be replaced. The formation of a loop of 12-inch water lines will increase flows and residual pressures throughout Town and connect the new and upgraded systems to each other through an unhindered line.

#### Phase 3: Route 33 Piping Upgrades

The Phase 3 improvements have been prioritized, as such, due to the ability to supply a sufficient volume of water to the downtown and north sections of Town with the Phase 1 and 2 improvements proposed. However, from the hydraulic analysis, shown in Table 3, the flow to Elkton Middle School was not sufficiently increased from Phase 1 and 2.



Because of this, it is recommended that approximately 4,400 of 12-inch PVC water line be installed along Rt. 33 servicing Elkton Middle School as well as bolstering the connection between the new Storage Tank and downtown, as a lower priority project.

#### Phase 4: Memorial Park Well Improvements

Phase 4 of the project includes improvements that are recommended based on the analysis conducted within the PER but are not critical issues that need to be addressed immediately. These improvements are for the Memorial Park Well and include replacing existing fluoride pumps with new peristaltic pumps. A new fluoride injector quill, chemical feed tubing, containment system, and chart recorder are also recommended as upgrades to the existing Memorial Park Well fluoride system. Additional equipment upgrades at the Memorial Park Well, that should also be considered to improve the performance of the well are well discharge piping and valves, sodium hypochlorite feed system, HVAC, and lab equipment.

#### Construction Cost Estimate

Below is Table 4: Water System Improvements Construction Cost Summary. This table is a breakdown of each phase of the project.

**Table 4**  
**Water System Improvements Construction Cost Summary**

<b>Improvement</b>	<b>Cost</b>
Phase 1A: Well Development / Storage Tank	\$2,754,000
Phase 1B: Water Street Piping Connection	\$945,000
Phase 2A: Mt. Pleasant Road Piping Connection	\$1,019,000
<b>PHASE 1A, 1B, and 2A TOTAL</b>	<b>\$4,718,000</b>
Phase 2B: East Rockingham Street Piping Upgrades	\$1,227,000
Phase 3: Route 33 Piping Upgrades	\$831,000
Phase 4: Memorial Park Well Improvements	\$585,000
<b>WATER SYSTEM IMPROVEMENTS PROJECT TOTAL COST</b>	<b>\$7,361,000</b>

### Recommendations

We offer the following recommendations relative to the design and construction of the following phases:

- Phase 1A and B – Well Development and Tank, as well as a waterline connection to Water Street as a high priority project
- Phase 2A – Mount Pleasant Road Waterline Connection as a high priority project
- Phase 2B – East Rockingham Street Waterline Improvements
- Phase 3 – Route 33 Waterline Improvements
- Phase 4 – Memorial Park Well Improvements

We recommend construction of Phase 1A, 1B, 2A, the higher priority projects, be developed as an immediate need. Phase 3 and 4 may be programmed as future phases.

We offer the following reasons for moving forward with Phases 1A, 1B, and 2A on a priority basis:

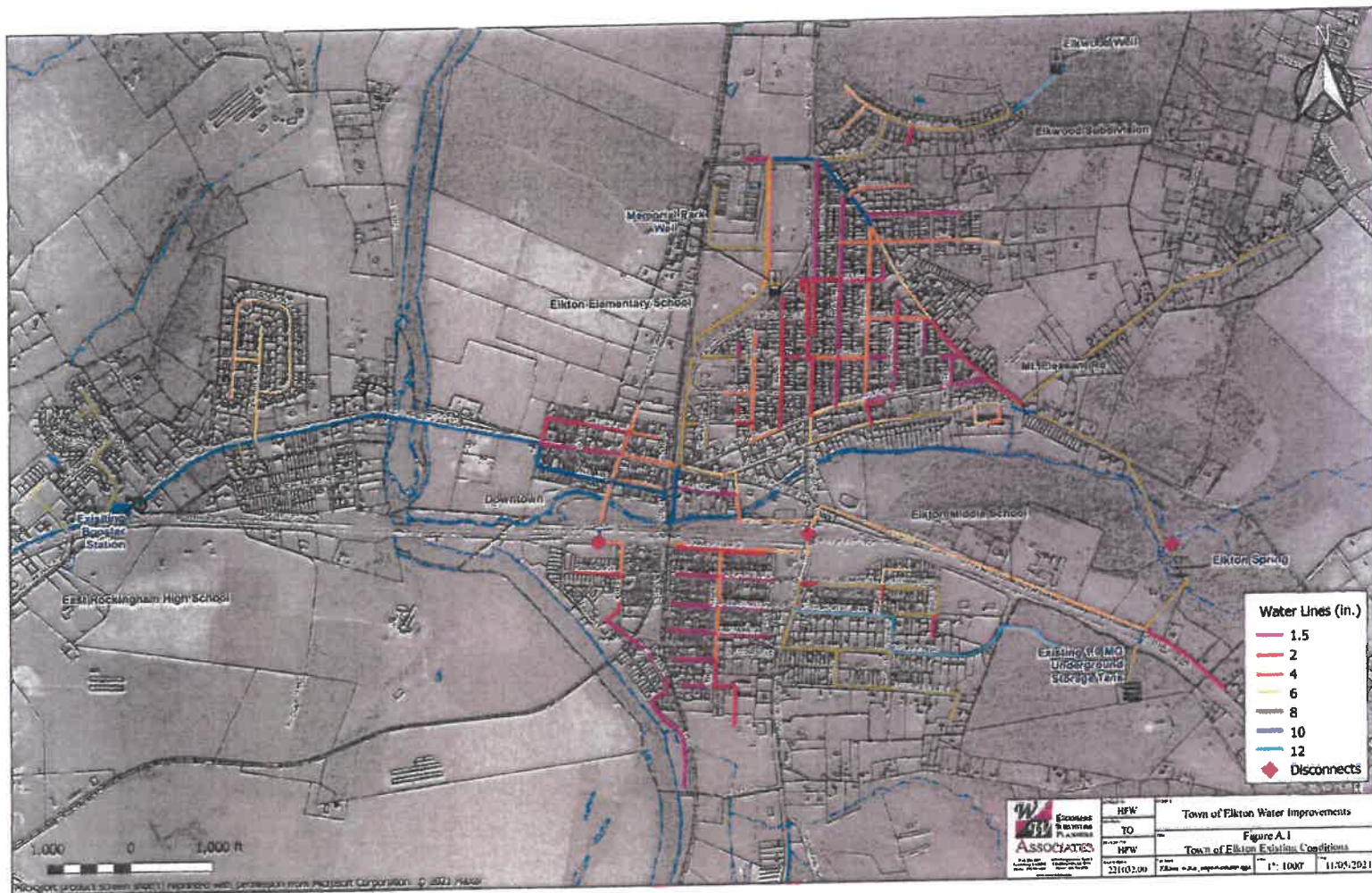
- Existing well capacity has no redundancy.
- Existing water storage tank is near end of useful life.
- Waterline leakage in Town is estimated to be 57 percent.
- Provides a solid hydraulic connection between existing wells and the water storage tank. This ensures the tank can be adequately filled from the water supply wells.
- Provides water system redundancy in the event one of the existing wells is out of service.
- Increases fire flows and pressures throughout the Town.
- Provides redundancy relative to the ability to provide water in the Downtown area in the event of a waterline break.

### Project Schedule

Below is Table 5 Water System Improvements Project Schedule which presents Phase 1A, 1B, and 2A.

**Table 5**  
**Water System Improvements Project Schedule**

Project Phase	Start Date	Completion Date
Project Design Phase	January 2, 2022	July 15, 2022
Bid Phase	August 1, 2022	September 30, 2022
Phase 1A, 1B, and 2A Construction	October 1, 2022	October 1, 2023



Project No.	HPW	Town of Elkton Water Improvements
Client	TO	
Project Name	HPW	Figure A.1 Town of Elkton Existing Conditions
Revision	221032.00	22 Nov 2020, 11:05:20 AM
Scale	1" = 100'	11:05:20 AM

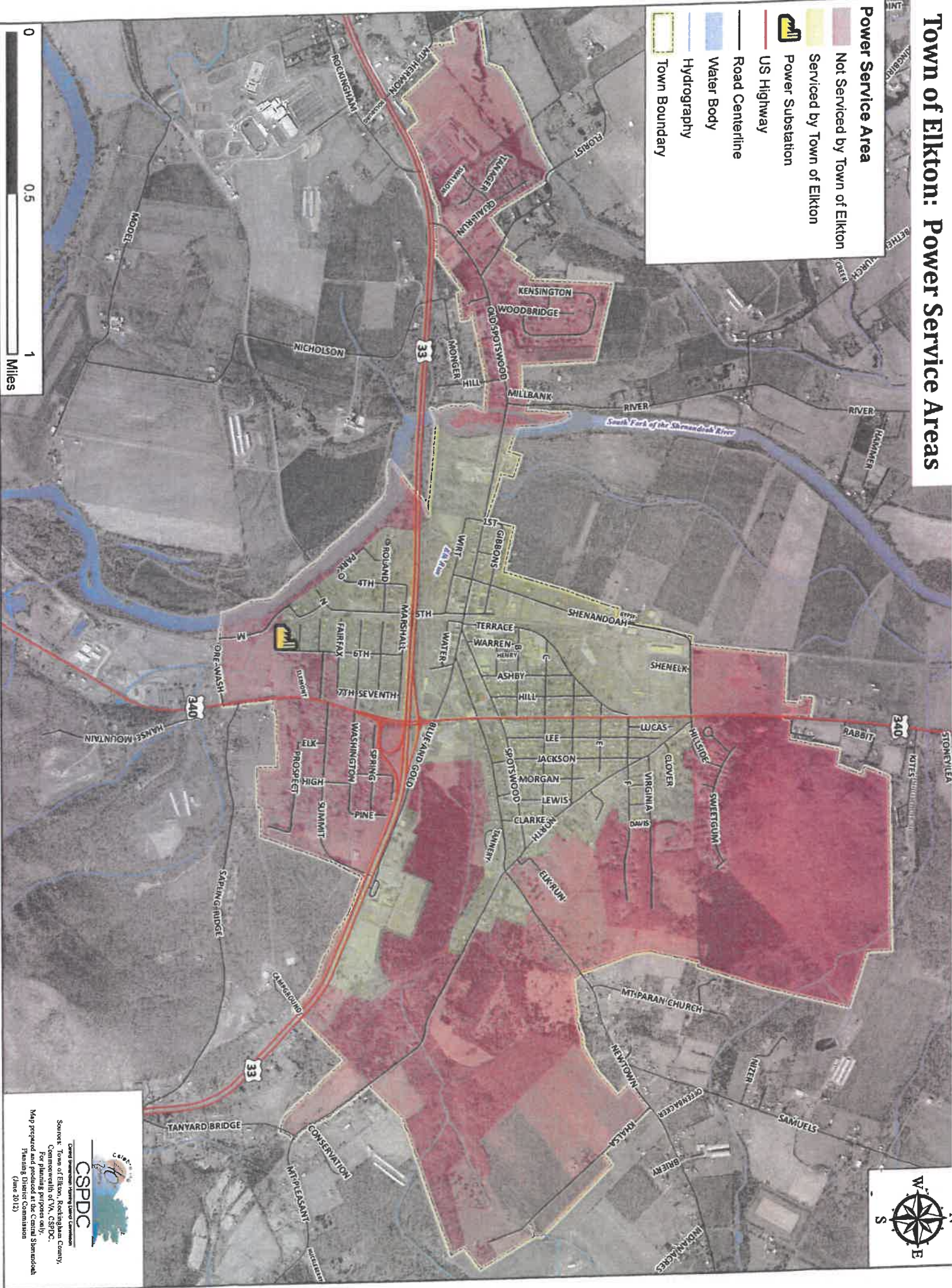
## **ELECTICITY**

The Town of Elkton provides 93 percent of the electrical Service in the Town. The other 7 percent is provided by Dominion Power to annexed areas in Woodbridge and Quail Run Sub Divisions, the Pentecostal Hill area, and to the existing Elkwood Sub Division. Elkton buys its power through VEMA1 from VEPCO. Outside of the town property, VEPCO supplies power directly to customers



# Town of Elkton: Power Service Areas

- Power Service Area**
- Not Serviced by Town of Elkton
- Serviced by Town of Elkton
- Power Substation
- US Highway
- Road Centerline
- Water Body
- Hydrography
- Town Boundary



Source: Town of Elkton, Rockingham County, Virginia  
 CSPDC  
 May prepared and produced at the Central Shenandoah Planning District Commission  
 (June 2012)

## **NATURAL GAS**

Natural gas is not currently available in Elkton, although a major line runs close by. The Columbia Gas Company main line from Stanardsville in Albemarle County to Mathias, West Virginia, passes near Fox Mountain just north of Town. A substation at the intersection of Tanyard Bridge Road and Rt. 634 allows the MillerCoors and Merck plant to tap the line. This same substation could potentially serve Elkton.

## **SOLID WASTE**

### **Collection**

Solid waste collection is provided by Long Enterprises who contracts garbage pick-up for the Town. Pickup is once a week for residential service. In the past businesses have had containers, which are emptied once a week or as needed and paid for by the business owner. In December 2010 the Town made a decision to offer trash pick-up to local business owners in a cost savings arrangement for the Town and proprietors.

### **Disposal**

The haulers take the trash to the Rockingham County landfill on Rt. 711 in Pleasant Valley, approximately 16 miles from the Town. As recommended in the 1977 Comprehensive Plan, the County has located a manned dumpster site in Elkton. The site also takes recyclable materials.

## **Public Safety**

### **Police**

Police protection is provided by the Town of Elkton Public Safety Department consisting of a Chief of Police, one Sergeant, one Corporal, and five full-time officers. They provide around the clock police response for both the town and some surrounding area through the county wide emergency response network. The town dispatcher was eliminated in the late 1990's. An Administrative Assistant is on duty from 8 am through 4 pm daily. After closing at 4 pm all response goes through the county wide emergency response system. Back up police support is provided by the County Sheriff's Department.

In 2020, the offices for the Town Police have been remodeled and currently 8 full-time officers and 5 part-time officers occupy the renovated space within the Town Hall building.



## **Fire Response**

The Elkton Volunteer Fire Company was organized in 1927 and reorganized in 1947. It is located on Terrace Avenue in a 10,000 square foot building provided by the Town of Elkton. This location houses three vehicles designed to respond to different types of EMS calls (911 emergency, medical, services). The building which houses the firefighting equipment is located on Terrace Avenue in Elkton in a town owned building and has operated from this site since being founded in 1960. In 2009 the fire company purchased a building from Myers Chevrolet on Spotswood Trail. (US 33 West) In April 2011 the base of operations became the new headquarters for the Elkton Volunteer Fire Company. This location houses four vehicles designed to respond to different types of EMS calls (911-emergency, medical services.) The firehouse on Spotswood Trail is manned by two paid firemen from 6:00 AM to 6:00 PM Monday through Friday. The county pays the salary of these two individuals. Along with these two people, the fire company has membership of approximately sixty people, of which twenty-five are on the active list, which means they respond to EMS calls. The fire company serves the Town of Elkton and the surrounding area within a radius of five to ten miles. In addition, they also provide mutual aid to various other neighboring areas. On our western and southern border, they provide support to the McGaheysville Fire Company. They also provide mutual aid for the Shenandoah Volunteer Fire Company in the Town of Shenandoah and surrounding area. On occasion they provide support to other fire companies in the area such as Grottoes Volunteer Fire Company, Hose Company Number 4 and the City of Harrisonburg.

The fire company purchased 24 acres of land, three tenths of a mile outside the corporate limits, on Rt. 340 South, in 1980. The land was cleared and several buildings built including a covered stage, picnic shelter, BBQ pit and an approximately 11,000 square foot activity building. The annexation in 2004 took this property into town boundaries. The fire company use this sit for all the fund-raising activities, such as carnivals, concert, suppers and bingo. Due to COVID fire company suspended bingo and currently is renting the activity building to Church of the Nazarene East Rock.

## **Elkton Emergency Squad**

The Elkton Emergency Squad was organized in 1965 as a part of the Elkton Volunteer Fire Company. In 1990, it was separated from the fire company and built a new facility on land donated to them by Mary Elizabeth Kite on Blue and Gold Drive. The building is approximately 6,500 square feet, which housed seven rescue units and a meeting/training room. The area served by the emergency squad runs from the Page County line north to Island Ford South. It also runs from Green County line at the top of the Blue Ridge to Spotswood High School west.

The Elkton Emergency Squad in 2021 was disbanded due to low membership by Rockingham County. Rockingham County took possession of all the squad equipment and building on Blue and Gold Drive in the town limits. In 2022, Elkton Volunteer Fire Company and Rockingham County Fire and Rescue started a partnership to provide EMS service to the Elkton Area. Three rescue units were re-lettered with County name and Elkton Volunteer Fire Company patch. County man rescue unit 24 hours by two paid EMS personnel from Sunday to Saturday. The county pays the salary of these two individuals. Elkton Volunteer Fire Company personnel help man the paid unit and provide a second unit as needed. In 2023, County moved all rescue units to the fire company station on RT 33 location. County tore down the station and is currently building a new station that will house all Elkton Volunteer Fire Company units along with rescue units. The new building is scheduled to be open in 2024.

## HEALTH FACILITIES

A doctor, an ophthalmologist, 2 physical therapy offices and two dentists occupy offices in Elkton in 2023:

Community Health Center located at 170 Shen Elk Plaza

Elkton Family Dentistry located on 160 W. Spotswood Ave., Elkton.

Zopp Family Dental Center office located on 205 W. Spotswood Tr., Elkton.

Elkton Eyecare located on 120 E. Street, Elkton.

Drayer Physical Therapy located at 800 Shenandoah Ave., Elkton

Sentara Therapy Center-East Rockingham located on 14171 Spotswood Trail, Elkton

Additionally, Sentara East Rockingham Health Clinic, run by Sentara RMH, is located .3 miles west of Elkton on US Route 33. The Clinic has a number of doctors and other health care professionals. They provide medical services, including routine doctor visits, physical therapy, radiology, and health care counseling. In addition, there are two local pharmacies in the area:

Elkton Pharmacy, 111 S. Stuart Ave., Elkton.

Walgreens Pharmacy, Route 33, Elkton (Food Lion Plaza).

The nearest hospitals are Sentara RMH in Harrisonburg, Augusta Medical Center in Fishersville, and Page Memorial Hospital in Luray, Martha Jefferson Hospital and the University of Virginia in Charlottesville.

## EDUCATION

Rockingham County operates the public school system serving Elkton. The location of schools in the Elkton area, however, are a convenience to parents and a focal point for community activities. Elkton boasts one of the best school systems in the state of Virginia.

### Schools

Elkton Elementary School	Grades Pre K- 5	2017/2018 Enrollment = 333	2023/2024= 297
Elkton Middle School	Grades 6-8	2017/2018 Enrollment = 472	2023/2024 = 607
East Rockingham High School	Grades 9-12	2017/2018 Enrollment = 707	2023/2024=781
Riverbend Elementary School	Grades Pre K-5	2017/2018 Enrollment = <u>357</u>	2023/2024= <u>34</u>
		1,869	2,034



**Vocational**

Massanutten Vo-Tech ..... Harrisonburg, VA

**Colleges**

Blue Ridge College ..... Weyers Cave, VA

Bridgewater College ..... Bridgewater, VA

Piedmont College..... Charlottesville, VA

**Universities**

Eastern Mennonite University ..... Harrisonburg, VA

James Madison University ..... Harrisonburg, VA

Shenandoah University ..... Winchester, VA

University of Virginia ..... Charlottesville, VA

**LIBRARIES**

Elkton Community Library is part of Massanutten Regional Library's seven branch system that serves Rockingham County, Page County, and Harrisonburg and beyond. The library offers books, magazines and DVDs for check out and access to countless online databases, all free with a library card. Elkton Community Library holds various programs, including children's story times and a book club for adults. The library is located at 106 N. Terrace Avenue.

**COMMUNITY CENTER**

The Elkton Area Community Center, a joint project by the Town of Elkton and Rockingham County, was opened in 2006. The design of this center allows many opportunities for various programs and activities for all ages. This includes recreation programs as well as community programs and events.

## **CHAPTER 10**

### **LAND USE PLAN**

#### **EXISTING USE OF LAND**

Based on the current official zoning map the Town of Elkton consists of **2035.91 acres**. The most recent analysis shows the largest percentage-was zoned R 8, or Planned Unit Development. The second largest percentage of land use belongs to the R 3, or single family residential category. R-4 residential ranks as the third highest category.

#### **ROLE OF THE LAND USE PLAN**

The Land Use Plan, which covers the period from 2015-2035 is the guide for the future physical development of the community. Many factors must be considered in this attempt to envision an optimum pattern of development. Residential, commercial, and employment opportunities must be balanced with the desire to be preserve the environmental and character of Elkton.

The Land Use Plan consists of two parts: 1) a written explanation of policy guidelines in relation to development and 2) the Land Use Guide beginning on (Pg. 89) which shows the general location of land uses within the growth area (Map Pg. 86). The specific purpose of the Land use Plan is to help citizens, town and county officials, and businessmen make sound development decisions. It attempts to delineate a pattern of land use that should encourage and accommodate orderly growth, minimize long-range public development costs, and result in a healthy and attractive community.

The Land use Plan should not be confused with the Town's zoning map and zoning ordinance. As a policy guide, it focuses on general areas suitable for broad use categories. In contrast, the zoning map shows exact locations by tax parcel for specifically defined land uses. The zoning ordinance and zoning map are intended to be the primary means of implementing the general policies outlined in the Land Use Plan.

#### **AREA COVERED**

The area covered by the Land Use Plan is the growth area defined by the Town of Elkton boundaries in addition to the areas that were annexed in 2004. The Town also has an interest in the land of the surrounding area. Although this zoning could change, it does indicate the possible uses at the time the Plan was written.

## **FACTORS IN ACHIEVING THE DESIRED GROWTH RATE**

Many of the factors that will determine how far and in what manner development occurs will be outside of the Town's control. Such factors can include economic conditions, distance or proximity to the interstate, natural features, and the actions of individuals. Nevertheless, the Town must attempt through the Comprehensive Plan process to recognize the steps that it can take to provide incentives or disincentives that will help result in the level and type of development desired. The Land Use Plan is particularly important as the foundation of the zoning and subdivision ordinances and other Town policies that directly affect development proposals.

## **PLAN CONSIDERATIONS**

The policies affecting vacant tracts will be crucial to the long term development of the Town. For example, if the land developed rapidly in a low-density pattern, the Town will have used up many of its options for future development. On the other hand, the higher-intensity options that would accommodate greater population in the long run would have to be considered carefully.

The primary way for the Town to grow is for construction to occur on previously undeveloped land. However, it is important to ensure that this land is developed in responsible ways that take into account the current and future needs of the community. Certain factors in particular should be considered in determining the land use plan and reviewing prospective development. Some of these factors are described below:

### **GUIDING PRINCIPLES**

- 1) A desire to grow
- 2) A desire to reserve the town's atmosphere
- 3) The need to enhance commercial, residential, and employment opportunities in Town
- 4) The need to accommodate the varied household needs of all citizens
- 5) The need to develop a strong economic base
- 6) A desire to provide an efficient, safe, and convenient street and highway system.

## DEVELOPMENT FACTORS

- 1) **Slope-**Slopes in excess of 25 percent are generally not appropriate for intensive development.
- 2) **Floodplains:** Federal programs restrict the construction of residences within the 100-year floodplain unless the structure is flood-proofed. Intensive development of all kinds should generally be discouraged in the floodplain. Appropriate uses for flood plains include agriculture, forestry, recreation and open space.
- 3) **Drainage** Storm water run-off causes problems in some areas of Elkton and additional development can be expected to increase potential flooding and standing water. Furthermore, pollution of ground water supplies may also occur in drainage areas when oils, fertilizers, topsoil, and other pollutants are washed into water supplies. Means of preventing problems should be addressed at the time of development.
- 4) **Utilities** Many private investments, particularly industrial and commercial establishments and coordinated residential developments, cannot be expected to occur without adequate public water and sewer. Conversely, it should be recognized that poorly planned or executed private or public development can result in increased costs to public.
- 5) **Other Infrastructure** – Public investments in roads, schools, and other public buildings can be essential to attracting additional private investment. The quality of public infrastructure can thus be a good indicator of the potential for private development to follow.
- 6) **Impacts on Existing and Future Development** – New development should be compatible with the existing development and be in keeping with major infrastructure plans.

## THE LAND USE GUIDE

### Purpose of the Intent of **Conservation District C-1**.

This district covers portions of the Town which are occupied by various open uses, such as agriculture, national forests and parks, state-owned forest and parklands, and local-government-owned lands. This district is established for the specific purpose of providing recreation and open space uses, conservation of water and other natural resources, reducing soil erosion, protecting watersheds, and reducing hazards from flood and fire.

Purpose of the **Low-Density Residential District R-1**. This district is composed of certain quiet, low-density residential areas plus certain open areas where similar residential development appears likely to occur. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, and to promote and encourage a suitable environment for family life. To these ends, development is limited to relatively low concentration, and permitted uses are limited basically to single-unit dwellings providing homes for the residents plus certain additional uses, such as schools, parks, churches, and certain public facilities that serve the residents of the district.



### **Purpose of Low-Density Residential District R-2**

This district is composed of certain quiet, low-density residential areas plus certain open areas where similar residential development appears likely to occur. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage a suitable environment for family life. To these ends, development is limited to relatively low concentration, and permitted uses are limited basically to single-unit dwellings providing homes for the residents plus certain additional uses, such as schools, parks, churches, and certain public facilities that serve the residents of the district.

### **Purpose of Single-Family Residential District R-3.**

The purpose of the R-3 Single-Family Residential District is to encourage residential neighborhoods and to stabilize and protect the essential character of such neighborhoods. The regulations for this district tend to protect against encroachment of commercial or industrial uses and other uses likely to generate noise, crowds, and concentrations of traffic, light, dust, odors, smoke, or other obnoxious influences.

### **Purpose of Residential District R-4.**

The purpose of the R-4 Residential District is to protect the residential character of established neighborhoods and communities. The regulations for this district tend to reflect and protect established neighborhoods which reflect on long-standing character.

### **Purpose of Residential District R-5.**

The purpose of the R-5 Residential District is to protect the residential character of established neighborhoods and communities. The regulations for this district tend to reflect and protect established neighborhoods which reflect on long-standing character.

### **Purpose of High-Density Residential District R -6**

Purpose is to provide for higher development densities in accordance with the Elkton Comprehensive Plan. The regulations for this district provide for development which is not completely residential as it includes public and semipublic, institutional and other related uses. However, it is basically residential in character, and as such, is protected against encroachment of heavy commercial, industrial, and other uses likely to generate noise, crowds, and large concentrations of traffic, light, dust, odors, smoke, and other obnoxious influences.

### **The purpose of the Residential District R-7**

Purpose is to allow low-cost residential development in the form of manufactured home parks and manufactured home subdivisions

### **Purpose and Intent. Of the Planned Unit Development District R-8**

Purpose is to permit larger-scale development and clustering of single-family residential dwelling units through design innovation to provide for a neighborhood with a variety of housing types and densities, neighborhood shopping facilities, schools, parks, playgrounds, off-street parking and, where necessary, land reserved to provide local employment opportunities. The development in this district shall substantially conform to a comprehensive land use master plan and shall conform to a detailed final plan. Land zoned R-8 for which a master plan conforming to the requirements of this chapter has not been approved shall not be further developed until a master plan, final plan and, as applicable, a subdivision plat have been approved. With respect to land located in a district other than R-8 for which R-8 zoning is sought, an approved master plan shall be a requirement of the rezoning process and a proposed master plan shall be submitted with the application for an amendment to the Zoning Map.

**Intent of Downtown Business District B-1.**

Generally, this district covers that portion of the Town intended for the conduct of general business to which the public requires direct and frequent access in the downtown area. This includes such uses as retail stores, banks, theaters, business theaters, business offices, newspaper offices, printing presses, restaurants and taverns, and garages and service stations.

**Intent of General Business District B-2.**

Generally, this district covers that portion of the Town intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than occasioned by incidental light and noise of congregation of people and passenger vehicles. This includes such uses as retail stores, banks, theaters, business offices, newspaper offices, printing presses, restaurants and taverns, and garages and service stations

**Intent of Planned Business District B-3.**

The B-3 Planned Business Zone is intended to permit the development of neighborhood business areas; under one ownership or control in those areas of the Town where there are areas of sufficient size in heavily populated sections and where sanitary sewers, street access, and public water supply are adequately provided. Within this district the location of buildings, design of buildings, parking areas, and other open spaces shall be controlled in such a manner that it will not be a detriment to the adjoining residential property or to the neighborhood in general.

**Intent of Light Industrial/Business District M-1.**

The intent of the M-1 Industrial/Business District is to accommodate industrial and business uses that provide desirable employment consistent with the goal of maintaining environmental quality. The M-1 District is to permit the manufacturing, compounding, processing, packaging, assembly, sales and/or treatment of finished or semi-finished products from previously prepared material and to permit commercial businesses and professional offices.

**Intent of General Industrial District I-1.**

The primary purpose of this district is to establish an area where the primary uses of land is for industrial operations, which may create some nuisance, and which are not properly associated with, nor particularly compatible with residential, institutional, and commercial service establishments. The specific intent of this district is to:

- (1)** Encourage the construction of and continued use of land for industrial purposes.
- (2)** Prohibit new residential and new commercial use of the land and to prohibit any other use which would substantially interfere with the development, continuation, or expansion of industrial type uses in the district.
- (3)** Encourage the discontinuance of existing uses that would not be permitted as new uses under the provisions of this chapter.
- (4)** To encourage industrial parks.

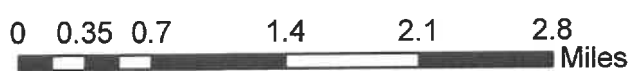
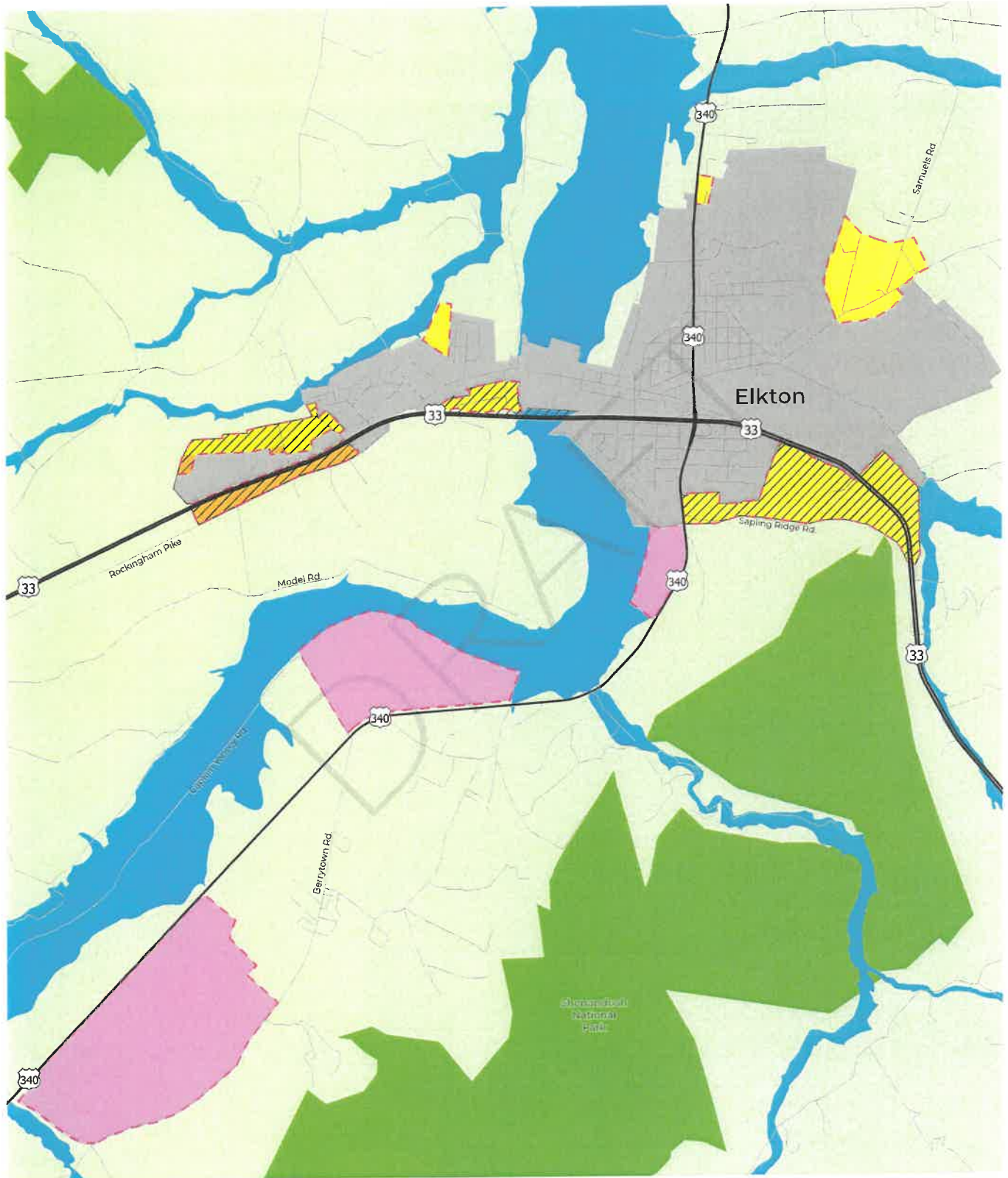
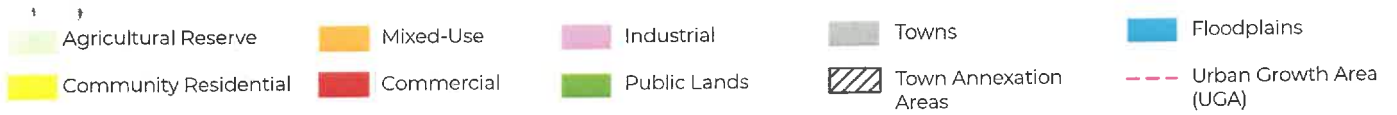
**Flood Hazard District FH-1** The purpose of these provisions is to prevent the loss of life and property, the creation of health and safety hazards, the disruption of commerce and governmental services, the extraordinary and unnecessary expenditure of public funds for flood protection and relief, and the impairment of the tax base by:

- (1)** Regulating uses, activities, and development which, acting alone or in combination with other existing or future uses, activities, and development, will cause unacceptable increases in flood heights, velocities, and frequencies.
- (2)** Restricting or prohibiting certain uses, activities, and development from locating within areas subject to flooding.
- (3)** Requiring all those uses, activities, and developments that do occur in flood-prone areas to be protected and/or flood- proofed against flooding and flood damage.
- (4)** Protecting individuals from buying lands and structures which are unsuited for intended purposes because of flood hazards

**Agriculture and Limited Uses District A-1**

Statement of intent. This district is established for the specific purpose of facilitating existing or future forest or agricultural operations, conservation of water and other natural resources, reducing soil erosion, protecting watersheds, and reducing hazards from flood and fire.

## MAP 7.7 | ELKTON AREA CONCEPTUAL LAND USE MAP



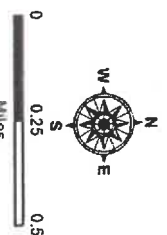




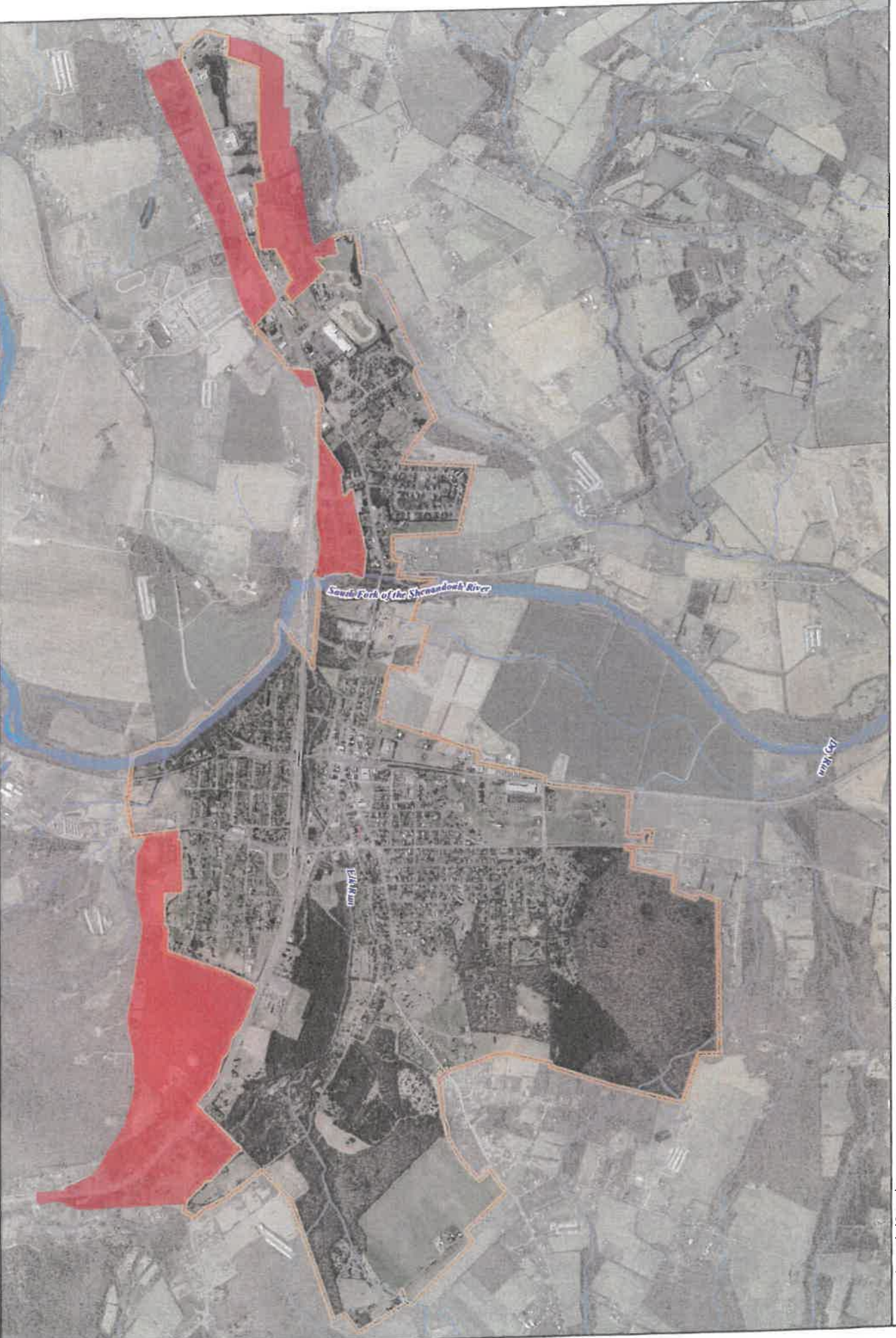
# Town of Elkton

## Annexation Plan 2034

- Annexation Plan 2034
- Local Roads
- Water Body
- Elkton Town Limit



  
CSPDC  
Caldwell Planning and Development  
Sources: -  
USGS, and Rockingham County  
Map produced by the CSPDC, March 2024  
For planning purposes only.

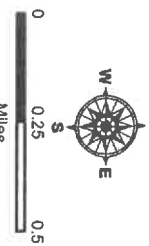






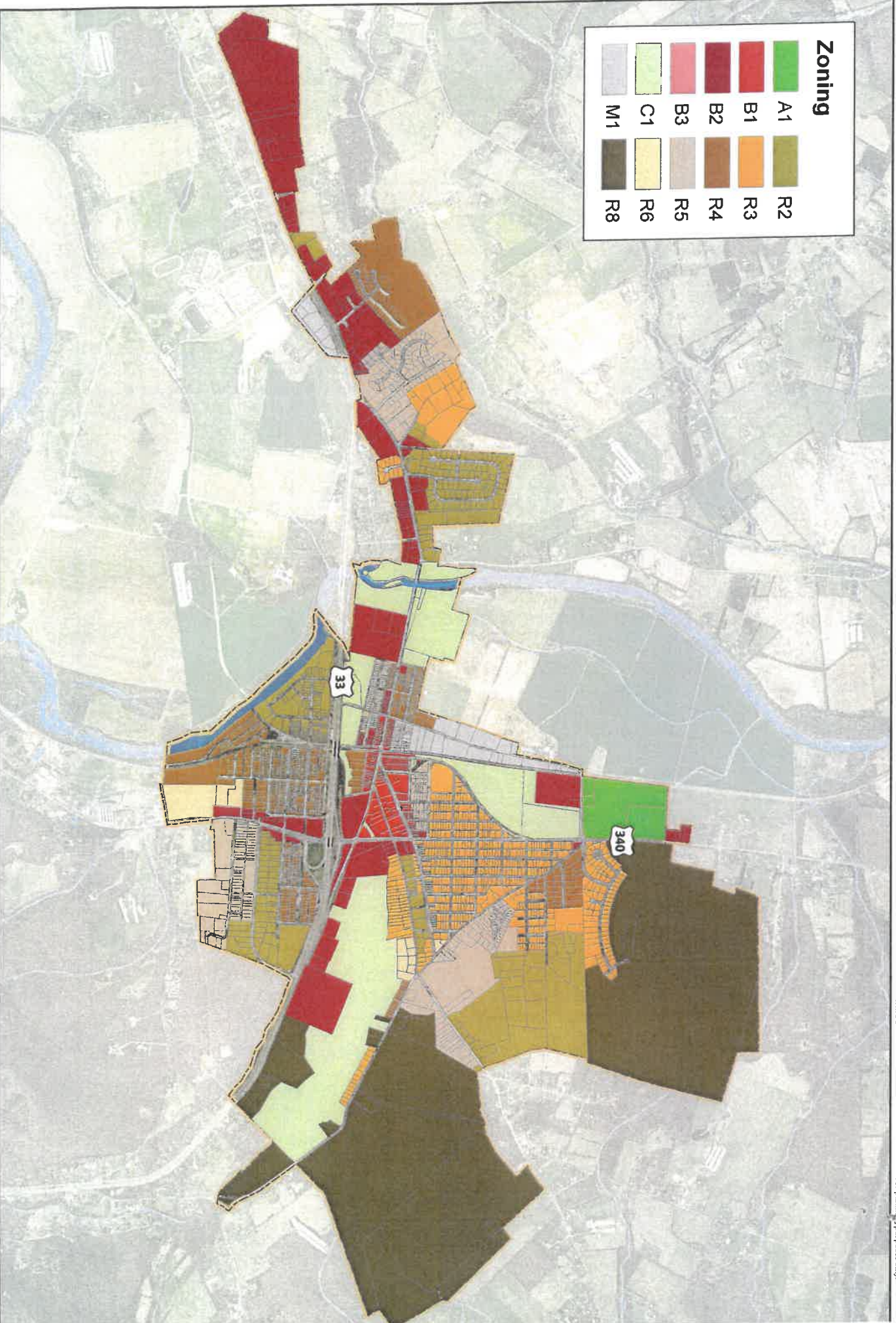
# Town of Elkton

## Town Zoning



Sources:  
VCIN, USGS, and Rockingham County,  
Map produced by the CSPDC, April 2024  
For planning purposes only.

Zoning	
A1	R2
B1	R3
B2	R4
B3	R5
C1	R6
M1	R8



## Chapter 11

### GOALS

- 1) Ensure managed growth with economically proportioned distribution of residential vs. business Development.  
Offer incentives' to new and existing businesses owners for rehabilitation of properties.
  - a. Offer flexible alternatives to building more business properties'
- 2) Ensure all buildings in each Zoned District are approved uses. No non-conforming uses or structures.
  - a. Offer incentives' to owners of non-conforming buildings to bring the use of the building to standards for the District in which they are located.
  - b. Review Zoning Codes to ensure they contain the proper wording for each District and that they remain current with State guidelines.
- 3) Establish and Maintain Architectural Integrity of the Town.
  - a. Provide architectural support to existing and new business owners through programs established by the (ECDC) Economic Community Development Committee.
  - b. Encourage refurbishment of historical buildings.
- 4) Maintain Small Town Atmosphere
  - a. Support local festivals/parades.
  - b. Aggressively enforce existing nuisance ordinances.
  - c. Promote greater proportion of Single Family home vs. apartments/townhouses.
    - 80% single family
    - 12% multifamily less than 8
    - 8% multifamily more than 8
  - d. Support individual and/or family owned business.
  - e. Maintain/Upgrade parks.
  - f. Pedestrian friendly streets/sidewalks.
  - g. Respect existing neighborhoods.
  - h. Maintain sign ordinance to be in accordance of the way a small town should look.

*Note\*\*currently, there are ample building lots in all zoning classifications within the town. The percentage of proposed multifamily attached dwellings far exceeds the Comprehensive Plan's stated goal of 12 percent; it stands at 28%*
- 5) Pursue developing R 8 land in keeping with the goals as stated above because  
Elkton is comprised basically of two types of developable land:
  - a. Green field (R 8) land that can be defined by the developer to establish a neighborhood that meets characteristics that the developer believes will be appealing to the current market.
  - b. Established neighborhoods; Lots that are interspersed between existing structures that Already create an environment or feel that is appreciated by the current occupants/owners.
- 6) Insure development of property adjoining the town limits are sustainable and in line with all other goals of this Comprehensive Plan.
  - a. Establish an open and continual dialog with the Rockingham County

- Planning Commission.
- b Develop Town standards and work with Rockingham County around compatibility issues for development outside of Town limits.
1. Share with a county representative and set standards for future development within ½ mile of town boundaries.

### TOWN OF ELKTON HOUSING AFFORDABILITY GOALS

Housing for the Town is linked to its general growth. The Town expects to grow which will create housing challenges in the future that are not now recognizable. Currently, the housing needs are being met; however, as the demographics of the Town's population change, including an aging population, the Town needs to prepare a plan to insure that adequate housing options are available to meet the citizens' needs.

#### **Goal**

**Support affordable and attainable housing for those who live or work in the Town of Elkton.**

**Policy 1:** Encourage and support initiatives that upgrade the quality of life and standard of living for residents, including adequate and affordable housing.

**Policy 2:** Encourage adequate affordable housing opportunities for low to moderate income residents of the Town of Elkton and to those working and desiring to live in the Town of Elkton.

**Policy 3:** Ensure variety and choice in housing and equal housing opportunities.

**Policy 4:** Emphasize the creation and preservation of safe, high quality and sustainable neighborhoods.

**Policy 5:** Encourage the upgrading of existing, substandard housing to meet minimum standards.

**Policy 6:** Encourage the preservation, renovation and restoration of existing structures to maintain the housing stock and expand affordable housing opportunities.



## SHORT TERM GOALS

1. Downtown revitalization
  - a. Develop a streetscape plan to include working with owners to improve the exterior façade on buildings, sidewalks, street trees, street lights, benches, trash receptacles.
2. Smart Growth/Planning/Controlled Growth/Better Design
3. Clean up Town with Nuisance/Blight Ordinances
4. Promote Tourism
5. Promote Business Development
6. Protect Small Town Character
7. Complete 5 year plan for Water and Sewer Infrastructure
  - a. I & I repairs
  - b. Properly sized water lines.
  - c. Financially self-supporting fee structure.
8. Increase traffic enforcement on streets within town limits.
9. Work to improve the trails and work with Greenway project.

## LONG TERM GOALS

1. Long Term Infrastructure Upgrade
2. Self Sufficient Fee and Permit Structure/Tax Burden Covered by Businesses, Tourism Industry and Developers.
3. Control Growth
4. Tourism Promotion
5. Minimize cost of taxes and services for residents
6. Grants for Infrastructure Upgrades
7. Protect Water/Sewer Infrastructure for safety.
8. Annex properties which are now receiving town utilities.
9. Improve lighting for public safety.

## ACCOMPLISHMENTS COMPLETED SINCE APPROVAL OF 2018 COMPREHENSIVE PLAN

### **Offer incentives' to new and existing businesses owners for rehabilitation of properties.**

#### 1. New Ordinance Chapter 110-610

C: Special Exceptions

(20) Ground floor rear apartment providing it meets requirements listed in Code

. {Added 4/21/20014}

New Ordinance (Chapter 110-706) Sign code for downtown district

New Ordinance Chapter 110-610 B-1, 110-611 B-2, List Child Care as a permitted use

### **Ensure all buildings in each Zoned District are approved uses. No non-conforming uses or structures.**

#### 2 A. New Ordinance Chapter 110-610,

C: Special Exceptions

(21) Structures that were originally designed to be residential in nature, existed before January 18, 2010, but did not meet requirements for single-family dwellings at that time, may be permitted to return to single-family dwellings, provide that the following requirements are met: Listed in Code. {Added 8/17/2015}

#### A. New Ordinance Chapter 110-611

C: Special Exceptions

(19) Structures that were originally designed to be residential in nature, existed before January 18, 2010, but did not meet requirements for single-family dwellings at that time, may be permitted to return to single-family dwellings, provide that the following requirements are met: Listed in Code. {Added 8/17/2015}

§110-606 Short term rentals add to R-5 district. Must comply with the short-term rental code §110-715.

§110-603, §110-604, §110-605, §110-606, §110-715 added limitations to short term rentals 6/26/2023.

### **Establish and Maintain Architectural Integrity of the Town.**

#### 3 Planning Commission created a Downtown Historical District

110- Land Development, Downtown District

110 attachment 3:1 {Added 4/18/2011}

**Maintain small town atmosphere**

- a. Parades and festivals are well supported
- b. Zoning Admin. & Police chief are more aggressive with blight nuisances
- c. New sidewalks have been constructed in the last 5 years with more to be scheduled
- d. Wastewater treatment plant update
- e. New walking path at Elkton's newest Park Elkton Landing
- f. Completion of the Downtown Marketplace Pavilion and amphitheater
- g. §110-715 Specify limit on the number of occupants in short-term rentals