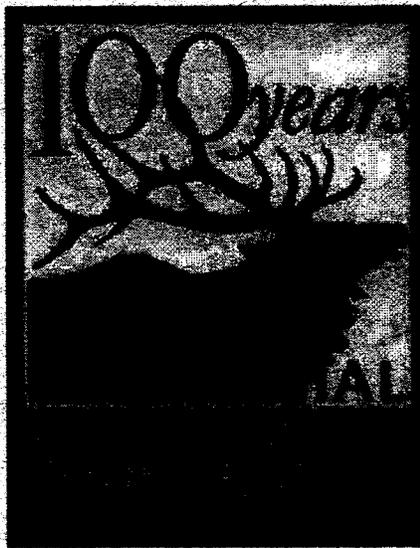


*Town of Elkton  
Comprehensive Plan  
2004-2024*

*December, 2006*



**TOWN OF ELKTON**  
**COMPREHENSIVE PLAN**

**December, 2006**

# ELKTON COMPREHENSIVE PLAN

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## CHAPTER 1 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 and 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 second 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.

## CHAPTER 2 HISTORY

### ***HISTORY OF THE ELKTON AREA***

#### **Early Settlement**

The Elkton area was one of the first in the Shenandoah Valley to be settled by colonists. Before the 1700s, migratory Indians ranged throughout the Valley and were its only human inhabitants. In the 1700s, European settlers began branching farther westward. General Alexander Spotswood and the Knights of the Golden Horseshoe crossed the barrier of the Blue Ridge Mountains in their famous 1716 expedition and claimed the area for Great Britain. They apparently crossed at Swift Run Gap, so their first views of the Valley would have been of the area near Elkton.

The first influx of settlers to the Valley, however, were German immigrants, who followed the Valley south from Pennsylvania. Adam Miller (Mueller), born in 1703 in Shreisheim Germany, is credited with establishing the first permanent settlement in the Shenandoah Valley. He settled first north of Elkton near the Rockingham County-Page County line in approximately 1726, but later moved to the banks of the Shenandoah River near the current Town. His cabin was still standing in 1958. Miller lived until 1783 and his descendants held the homestead well into the twentieth century.

The Millers and two other families, the Harnsbergers and the Kites, each held large land grants near Elkton. For several generations, there was not much additional settlement in the area. William Kite's land grant contained what is today the center of Town. The Millers held the land to the north and the Harnsbergers to the south. The Harnsbergers, originally from Switzerland, were living in the area by 1751. The Kites also were an influential family. The land grant to William Kite was dated 1801 and contained the Lithia Springs, which are still owned by descendants and serve as a partial water source to the Town.

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

It was not until 1821 that there were enough settlers to warrant building the Elk Run Liberty Meeting House. By the mid 1800s, the area was called Conrad's Store. The store was run by

Stephen Conrad, who had married a descendant of Adam Miller. This two-story log building still stands on business Route 33, at the corner of Shenandoah Avenue and Spotswood Trail.

The settlement received its first post office in 1866. Called Roadside, it stood just east of the current Town limits. From 1870 to 1880, the post office was called Elk Run. Finally, in 1881, the name was changed to Elkton.

### Early Business and Industry

The Shenandoah River was the early transportation route. Boats carried goods down the river to Georgetown or to Harpers Ferry. These boats, typically 9 1/2 feet wide and 76 feet long, would be sold for lumber at the end of the trip and the crew would walk home. The last known boat trip from the area was in 1889.

Milling and tanning were two prominent early industries. From approximately 1841 to 1869, a tan yard was operated on Elk Run. The tan yard, built by Will Kite, was destroyed by Union troops in 1864 but rebuilt the next year.

Conrad Kite, son of William Kite, operated a woolen mill just outside the current town limits on the western banks of the Shenandoah River near the bridge. This mill manufactured uniforms for the Confederate forces. In 1866, Dr. S.P.H. Miller operated a sawmill on the banks of the river near the bridge.

In 1870, a terrible flood caused much damage in Elkton. The following year, John Cover, from Philadelphia, Pennsylvania, started a tannery that became the Town's first major industry. The tannery stood on Rockingham Street. It was expanded in 1917 and a year later was processing 300 hides a day and employing 200 people. It was sold to Continental Shoe Company in 1923, but burned in 1925 and was never operated again.

### Civil War

In the spring of 1862, Stonewall Jackson's Valley Campaign brought the war close to Elkton. At that time, the settlement contained only a few homes and other buildings. In preparation for the coming battles, the Confederate army camped near Conrad's Store, with General Jackson headquartered at the Kite homestead and General Ewell at Dr. S.P.H. Miller's. Troops set up camp at a number of sites, including near the Town spring and near the current Elkton Middle School. The Elk Run Meeting House (dismantled in 1910) was used to keep prisoners.

Jackson chose this strategic location at the foot of Swift Run Gap and flanked by Massanutten Mountain because it would enable him to fend off attack from much larger Union forces, yet threaten their rear if they tried to advance south toward Staunton. Several battles were fought in eastern Rockingham County. Just before the battles of Cross Keys and Port Republic, Jackson ordered the bridge over the Shenandoah at Conrad's Store burned. After Jackson left the Valley, Union troops continued the destruction in the area, burning Kite's woolen mill, Jennings' flour mill, and numerous barns.

Like the rest of the Valley, Elkton had much to recover from when the war ended. Industrial and farming structures had been destroyed. Money and materials were scarce. Not until the coming of the railroads did new opportunities open up to the Valley.

### Railroads

The railroad sparked much of the development of Elkton. Starting in the late 1860s plans were made to provide rail service from the Potomac River to Salem, Virginia. This program, however, was thwarted by the financial depression in the 1870s. Dr. S.P.H. Miller was influential in promoting the development of a railroad to transport agricultural goods and iron ore from the deposits which had recently been discovered in the area. In 1881, the line from Hagerstown, Maryland, to Waynesboro, Virginia, was opened. In 1897, the Chesapeake and Western opened track from Elkton to Bridgewater. After 1938, the service was expanded to Staunton on the old Southern Railway lines.

### Springs

The Elkton area is noted for its springs. In the late 1800s, as health resorts and medicine shows became popular, people flocked to the springs. Captain H.A. Kite capitalized on the excellent waters that flowed from the spring on his property and which could now be shipped by railroad. The Elk Lithia Water Company was formed in 1891. Business faded after the turn of the century, however, and the rights to the spring reverted to the Kite family. In 1928, the Town acquired the water rights. Bear Lithia Spring, on land sold by Adam Miller to Jacob Bear, supported a hotel and provided water sold far and wide by the Bear Lithia Spring Company (1906-17), later named the Great Bear Company.

## The Boom Era

The coming of the railroad brought a swarm of speculation up and down the Shenandoah Valley in the late 1800s. Development companies formed and prospective towns were laid out. Many of these "boom towns" never came to pass. Others, like Elkton, were built, but on a less grandiose scale than planned.

The Elkton Improvement Company, chartered in 1890, took as its goal the conduct of mining and business operations in Rockingham, Page, Greene, and Albemarle counties, the laying out of towns, and the establishment of governments for these towns. Largely through the diligence of the company's president, Dr. S.P.H. Miller (1835-1895), Elkton took shape. The 1890 plan for Elkton drawn by A.C. Walker contains many identifying features of the Town today, although not all of the plan was developed. For example, the plan calls for a "Riverside Park" just south of where Spotswood Avenue crosses the river. The plan envisioned a densely populated town laid out in grids punctuated by diagonal thoroughfares and accommodating the curves of the Shenandoah River and Elk Run. These tiny lots are the basis for today's tax parcels.

The 1890s saw a profusion of industries in the Town, including mills, factories, machine shops, wagon works, tanneries, and canneries. A manganese mine was operated from 1891 to 1902 approximately two miles east of Elkton. In addition, Marshall's mill, built in 1876 and powered by steam, produced everything from flour and feeds to apple butter. The mill stood on the banks of Elk Run and its mill race gave Water Street its name. The first Town newspaper, "the Elkton Index," was published in 1891.

Like many boom towns, Elkton featured a major hotel. "The Elkton," opened in 1891, was designed by the famous New York architect Stanford White and had 120 rooms. It became a popular summer resort. The opening of the Shenandoah National Park in 1936 and a new name, "the Golden Horseshoe Tavern," extended the hotel's popularity beyond the resort era. In 1941, the hotel was modernized and renamed "the Gables Hotel." It was closed in 1956 and razed two years later. The Route 33 bypass cuts through the location where this hotel stood.

## Religion

The first church in the town was Elk Run Liberty Meeting House, which was open to all Christian denominations. In 1821, leaders of the community, including Henry Miller, Sr., Jacob Conrad, George Baugher, Henry Miller, Jr., and Jacob Harnsberger directed that a log building be

erected with dimensions of 30 feet by 36 feet. George Conrad, Jacob Miller, Sr., and Jacob Bear were the trustees, and Henry Monger was hired to build the building. This building became the First Methodist Episcopal Church.

In the latter half of the nineteenth century, a number of churches were established in Elkton. A second church was built on the site of the First Methodist Church in 1896 and was remodeled in 1921. The Presbyterian Church organized in 1898 and erected a building in 1899. The United Brethren organized a Sunday School in 1894 and built a church in 1910. The Free Pentecostal Church was built in 1931 and the Catholic Church was built in 1953. Mennonites had settled in the western part of Rockingham County by this time and pursued missionary service in the eastern part of the County near Elkton in 1948. As part of their mission, they built an evangelical church on Stuart Avenue.

### Early Twentieth Century

When the boom ended in 1896, one citizen in particular became the driving force for continued progress in Elkton. James E. Leebrick helped to form the Bank of Elkton and was its first president and pushed successfully for the incorporation of the Town in 1908. At the time, 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, and the current business, Flory Beverage Distributors. 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 April 1922, a fire destroyed most of the Town's business district. In the aftermath, 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. In 1925 another terrible fire struck, this time taking the tannery that was Elkton's major industry. 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.

### **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).

Today, the Elkton Historical Society, the successor to the Diamond Jubilee Committee, sponsors such events as the annual Elkton Horse Show. Proceeds from the Horse Show go to the renovation of the Miller-Kite House. Other annual civic events are a Fall Festival and Autumn Days (a two-day arts and craft fair), Christmas Home Tours, and a golf tournament.

### ***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 twentieth-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 Adolph 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 changes have put pressure on the downtown as the traditional retail center of Town. The intersection of Routes 33 and 340 now is a busy hub for auto-oriented businesses. In addition, two shopping centers nearby, one just inside the town limits and the other west of Town, as well as the regional Valley Mall in Harrisonburg, all provide competition to the downtown businesses.

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 770 residents for a total population of 2,797.

## **CHAPTER 3 NATURAL FEATURES**

### **LOCATION**

The Town of Elkton is the primary settlement in northeastern Rockingham County (Map 1 on page 13). 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 Western (N & W) Railway (now part of Norfolk Southern but operated as an independent railroad) runs north and south through the western half of Town, adjacent to the river. The Chesapeake Western Railway (CHW) crosses the river near Elkton, intersects the N & W tracks near Roland Avenue and Fifth Street.

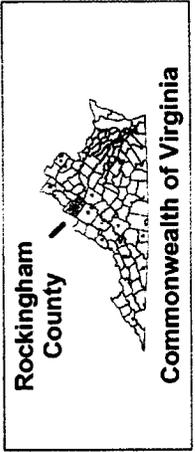
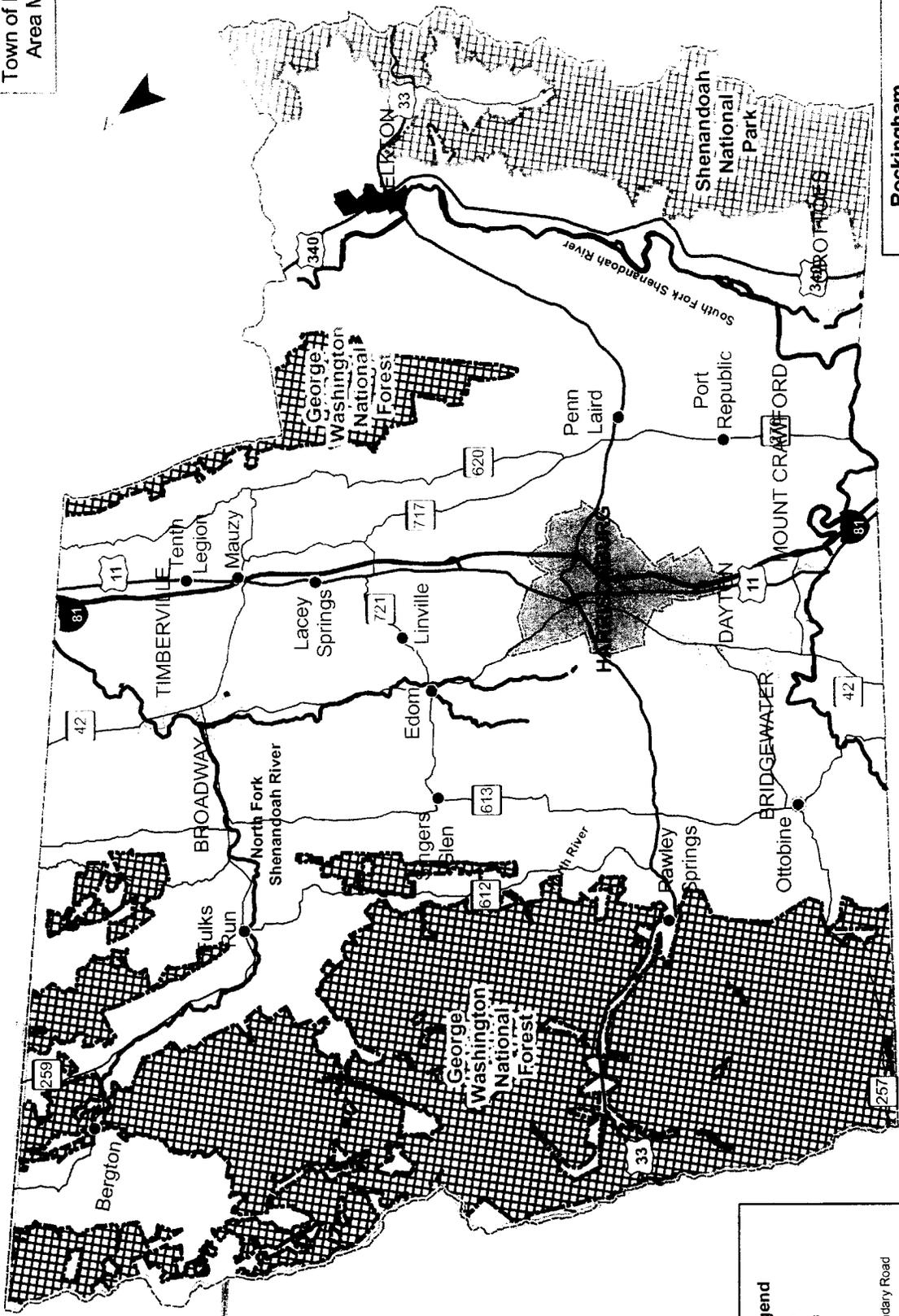
### **GEOLOGY**

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.

**MAP 1**  
Town of Elkton  
Area Map



**Legend**

- Elkton (thick black outline)
- Towns (thin black outline)
- Roads**
  - 1-81 (thick line)
  - Secondary Road (thin line)
- US Highway (line with shield)
- State Boundary (dashed line)
- Rockingham (dotted pattern)
- Public Land**
  - National Forest Service (cross-hatched pattern)
  - National Park Service (dotted pattern)
- Streams (wavy line)

Central Shenandoah Planning District Commission  
Source: US Census Bureau, March 2004

## 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-70s 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. Elkwood is the only area in town with 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 Town reservoir is on the foothills of this mountain. The area south of Route 634 would be prohibitively steep to develop and the peak of Hanse Mountain itself lies within Shenandoah National Park.

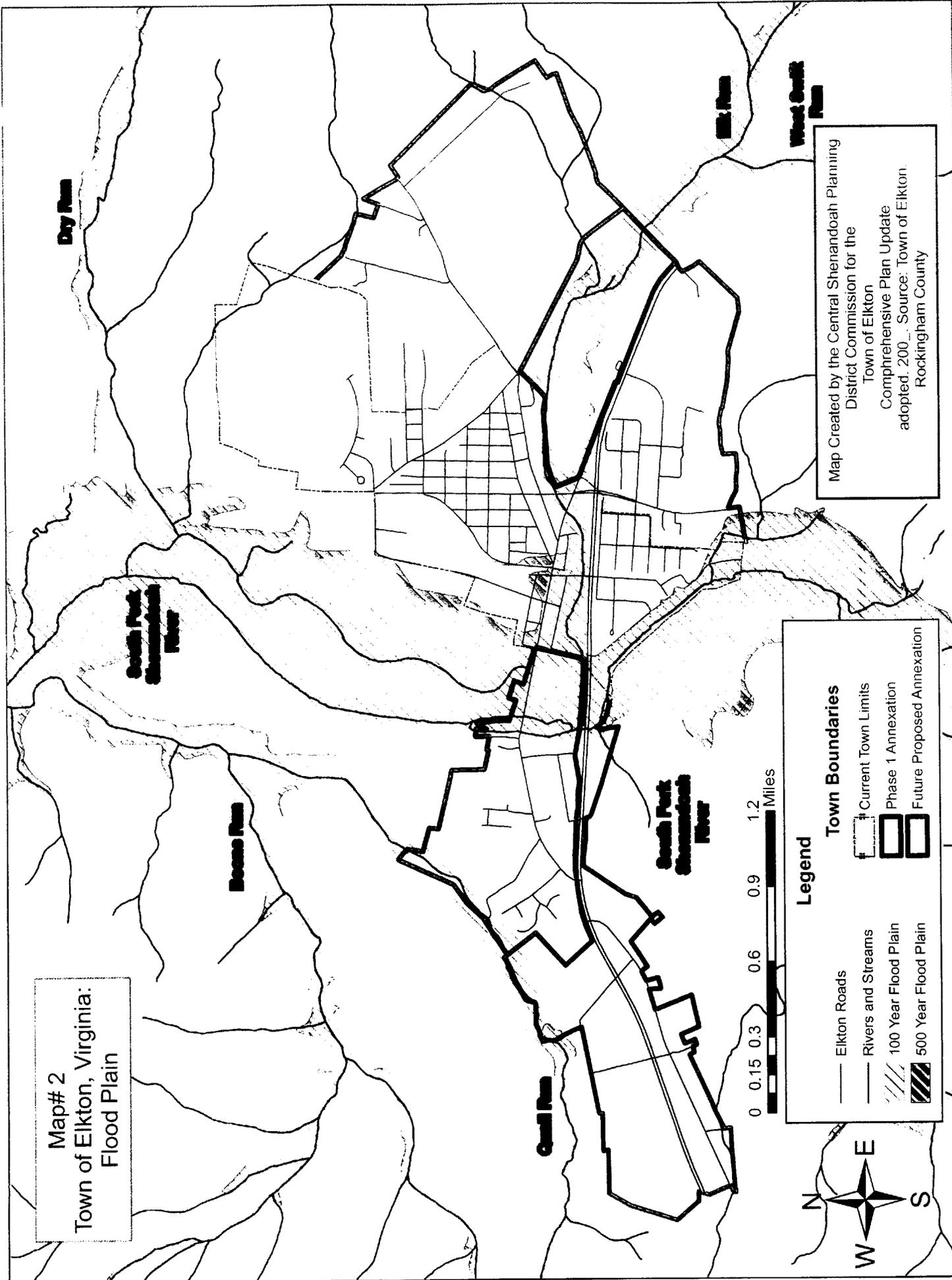
Otherwise, slope by itself would not hinder development. The river lies within a flat area, and the slopes rise fairly gently away both to the east and west along the Route 33 corridor.

## **HYDROLOGY**

### **Floodplains**

Much of the Town of Elkton lies within the 100-year floodplain as delineated by the Federal Insurance Administration's Flood Insurance Rate Map completed in 1978 and updated in September 1992 (Map 2 on page 16). Much of the downtown area lies in the floodplain of Elk Run. 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 N & W Railway and into the back yards of the houses and businesses on the south side of Rockingham Street.

**Map# 2**  
**Town of Elkton, Virginia:**  
**Flood Plain**



**Legend**

	Elkton Roads
	Rivers and Streams
	100 Year Flood Plain
	500 Year Flood Plain
	Current Town Limits
	Phase 1 Annexation
	Future Proposed Annexation

Map Created by the Central Shenandoah Planning District Commission for the Town of Elkton  
 Comprehensive Plan Update adopted, 200... Source: Town of Elkton, Rockingham County

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 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.

### 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. Likewise, the Town is able to supply water to the Elkwood area despite the topography. For future expansions, the Town might consider putting an additional well at Elkwood to supplement its water system and efficiently supply new development on the hill.

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.

Some areas outside Town also have drainage problems. Among these are Little Egypt (west of the bridge on business Route 33), Pentecostal (Chicken) Hill, and Route 623 (Tanyard Bridge Road).

### 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) Mundys Spring (flow undetermined) near Rt. 602, 2), the town-owned 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.

Public water is supplied by a 353-foot well on the Memorial Park property. Elk Lithia Spring serves as a secondary source.

## 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 Western 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 Western 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 serves as a backup water source for the Town. Potential for pollution of this spring should be considered in land use decisions in the surrounding area.

## CHAPTER 4 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 (now being restored 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 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 Moderne. 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 has not undergone an architectural survey sponsored by the Virginia Department of Historic Resources (VDHR). Many of the older buildings, particularly the downtown commercial structures, have not been inventoried. 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 Elkton Library (Jennings House): Dwelling/Town Hall: 1850s 2-story plus basement, 5-bay Italianate design; remodeled into town hall & library, porches added to back. Military: hospital during Civil War.

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).

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

Because of the lack of a complete survey, these should not be taken as the only buildings worthy of recognition.

## **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, a picnic shelter, tennis courts, and "Fort Stonewall" playground.

The town has purchased undeveloped land situated east of the town limits for future recreational facilities.

There is much potential for additional smaller parks to be developed. For example, a waterside park could be made on Elk Run on 4 acres owned by the Town near Shenandoah and Wirt. The triangle formed by Rockingham Street and Spotswood Trail or some other site also might be used as a park for pedestrians downtown.

Stonewall Riverside Park, deeded to the Town by Merck and Company, is on the southwestern side of Town.

## 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. A canoe slide was built at this site. 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.

## 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. All of these have closed down and deteriorated over the years.

## 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 20 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, none of which is currently provided in Elkton. Likewise, expanded shopping opportunities in Elkton might serve the Massanutten residents and visitors.

## **CHAPTER 5 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 60 years, the population of Elkton has increased 84.3 percent, from 1,050 in 1940 to 2,027 in 2003 (Weldon Cooper Center for Public Service Estimate). This growth has been sporadic rather than steady. In fact, between 1960 and 1980 the Town stayed at essentially the same population. In the recent decade, however, 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, however, can be attributed to several large apartment complexes built within the former Town limits. The Town's population growth between 1980 and 1990 was 415 people or 27 percent; between 1990 and 2000 the growth was 107, a 5 percent increase. The 2004 annexation brought in 770 more residents for a total of 2797 persons, resulting in a 37.0 increase from 2000 (See Table 1).

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

In 1940, Elkton contained 3.36 percent of the population in Rockingham County. In 2000, the ratio had decreased somewhat (3.02 percent). However, after Elkton annexed land in 2004, the ratio increased to 4.01 percent.

#### **Population Density**

According to the U.S. Census, the Town of Elkton in 2000 encompassed 1.4 square miles, which yielded a population density of 1,490 persons per square mile. After annexing 790 acres in 2004, the total area of the Town increased to 2.63 square miles, which, with the additional 770 residents in the annexed area, yields a population density of 1,064 persons per square mile. Rockingham County had 79.6 persons per square mile in 2000.

**TABLE 1  
POPULATION CHANGE  
1940 - 2004**

Census	Elkton	% Change	Rockingham County	% Change	County/ City	% Change	Planning District	% Change
1940	1,050	-	31,289	-	40,057	-	134,954	-
1950	1,361	29.6	35,079	12.11	45,889	14.6	151,265	12.09
1960	1,509	10.9	40,485	15.41	52,401	14.2	166,585	10.13
1970	1,511	0.0	47,890	18.29	62,495	19.3	186,306	11.84
1980	1,520	0.6	57,038	19.10	76,709	22.7	208,344	11.83
1990	1,935	27.3	57,482	0.80	88,189	15.0	225,025	8.00
2000	2,042	5.53	67,725	17.82	108,193	22.7	258,789	15.0
2003	2,027	-0.73	69,700	-	112,700	4.2	262,600	1.5
Annexed	770	-	-	8.74	-	-	-	-
Adjusted	2,797	38.0	-	9.52	-	-	-	-
2004 Est.	2,797	38.0	69,700	-	112,200	-	-	-

NOTE: In its most recent annexation, Harrisonburg annexed an estimated 4,984 people from the County on January 1, 1983. Without this annexation, the County's population would have increased by 9.5 percent for the decade.

Source: U.S. Census; 2003 Estimates of the Population of Virginia Counties and Cities, Weldon Cooper Center for Public Service, 2003.

## Area Population

According to the latest Rockingham Comprehensive Plan adopted in 2004, the area around Elkton is expected to experience a moderate amount of the future development and population growth during the next several decades.

## Population Projections

To provide an estimate of the likely population of Elkton in future years, the Virginia Employment Commission population projections (2003) were used. Rockingham County is projected to reach a population of 73,899 in 2010, based on annual growth rates of 1.8 percent between 1990 and 2000 and 0.9 percent from 2000 to 2010. Assuming that Elkton maintains the same proportion of County population (4.0 percent) as it held in 2004, Elkton's population would be 2,948 in 2010, a gain of 151 persons. With two major proposed developments, however, the population should increase by 2,800 over the next five to seven years. This will give a total population of about 4,900 in 2010. Rockingham County is projected to grow to 79,899 by 2020, for an annual rate of 0.8 percent; Elkton would grow to 3,187 by 2020 at the same rate.

Harrisonburg is expected to grow at 1.5 percent between 2000 and 2010, and 0.9 percent between 2010 and 2020. This yields a projected area (county and city combined) growth rate of 1.1 percent and 0.9 percent each decade. If Elkton experienced these growth rates, its population would be 2,982 in 2010 and 3,236 in 2020.

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.

## **OTHER POPULATION CHARACTERISTICS**

### Age

A breakdown of the age of the population of Elkton in 2000 is shown in Table 3. By these figures, approximately 5.9 percent of the residents of Elkton were less than 5 years old, 17.0 percent were school aged (5-17 years), 67.3 percent were working age (18-64), and 18.9 percent were older than 65 years.

**TABLE 2  
TOWN OF ELKTON  
2000 POPULATION**

AGE RANGE	# OF PERSONS	AGE GROUPS	# OF PERSONS	PERCENT
<1	22			
1-2	53			
3-4	46	<5	121	5.9
5	28			
6	21			
7-9	81	5-9	130	6.4
10-11	64			
12-13	57			
14	17	10-14	138	6.8
15	25			
16	21			
17	33			
18	26			
19	31	15-19	136	6.7
20	20			
21	34			
22-24	76	20-24	130	6.4
25-29	150			
30-34	146	25-34	296	14.4
35-39	173			
40-44	155	35-44	328	16.0
45-49	126			
50-54	121			
55-59	111	45-59	358	17.5
60-61	41			
62-64	59	60-64	100	4.9
65-69	80			
70-74	81	65-74	161	7.9
75-79	75			
80-84	33			
85+	36	75+	144	7.1
	2,042		2,042	100.0

**TABLE 3  
SUMMARY OF AGE GROUPS**

AGE GROUP	# OF PERSONS	PERCENT
<5	121	5.9
School Age (5-17)	347	17.0
Working Age (18-64)	1,374	67.3
65+	385	18.9
TOTAL	2,042	100.0

SOURCE: 1990 U.S. Census.

In comparison to the figures for Rockingham County and the Central Shenandoah Planning District, Rockingham County and the district, respectively, have 6.27 and 5.57 percent of the population under 5 years old and 13.9 and 14.0 percent were 65 years or older. Elkton's elderly population increased from 301 (15.7 percent) in 1990 to 385 (18.9 percent) in 2000, which represents a greater percentage than the other localities experienced.

#### Race and Sex

In 2000, 52.8 percent of the residents of Elkton were female. Elkton has only a small minority population, but it increased slightly from 1990 to 2000. In 1990, 97.8 percent of the population was white; blacks made up 1.5 percent and other races less than 1.0 percent of the population. Less than 1.0 percent of the citizens were of Hispanic origin. In 2000, 96.7 percent of the population was white; blacks made up 3.0 percent and other races less than 1.0 percent of the population. About 1.8 percent of the citizens were of Hispanic origin.

#### Household Size

In Elkton as across the nation, family size declined in recent decades. In 1990, the number of persons per occupied unit was 2.4 in Elkton, compared with 2.77 and 2.72 for the County and the district, respectively. In 2000, the number of persons per occupied unit in Elkton was 2.4 for owner-occupied units and 2.2 for renter-occupied units. In Rockingham County the figure was 2.7 for owner-occupied units and 2.45 for renter-occupied units. For the district the figure was 2.6 for owner-occupied and 2.4 for renter-occupied units.

## Population Stability

The population in Elkton is fairly stable. The 2000 Census revealed that 40.1 percent of the population was living in the same house five years previously. Even so, the national trend toward greater mobility is reflected by a comparison to the same data from the 1990 Census. Then, 52.3 percent of Elkton residents had lived in the same house five years previously.

## CHAPTER 6 HOUSING

### HOUSING CHARACTERISTICS

#### Housing Trends

The Town had 836 housing units in the 1990 census, compared to 644 a decade earlier. This represents a 29.8 percent increase in housing stock between 1980 and 1990. In 2000, the Town had 884 housing units, which represents only a 5.7 percent increase. However, between 2000 and 2004, the Town annexed 790 acres with an additional 295 housing units. Within the next few years, developers intend to build over a thousand more units within the Town.

**TABLE 4  
HOUSING SUPPLY  
TOWN OF ELKTON: 1990 & 2000**

	1990	2000
Single-family units	548	594
Multi-family units	248	283
Mobile Homes & Other	40	7

Source: U.S. Census Bureau, 1990-2000.

**TABLE 5  
TOTAL HOUSING UNITS AND TENURE  
TOWN OF ELKTON: 1990 & 2000**

	1990	2000
Housing Units	836	919
Occupied Units	789	862
Owner-occupied	458	492
Renter-occupied	331	370
Vacant units	47	57

Source: U.S. Census Bureau, 1990-2000.

The vacancy rate increased from 5.6 percent in 1990 to 6.2 percent in 2000. Of the 919 housing units in Elkton when the 2000 Census was taken, 862 were occupied. By percentage of the total units (862), 42.9 percent (370) were rented, 57.1 percent (492) housed homeowners, and 6.2 percent (57) were unoccupied. This exceeds the proportion of renters in the planning district (29.6 percent) and the County (22.0 percent).

The median value of units increased almost fifty percent between 1990 and 2000, from \$63,900 to \$94,800, while rent increased at an even greater rate, rising from a median of \$293 in 1990 to \$435 in the recent census. The value of housing in Elkton as represented in the 2000 Census is similar to surrounding areas. This compares to \$107,700 and \$485 for the County and \$103,806 and \$473 for the planning district.

As for the age of housing, units have been constructed in Elkton at a fairly even pace over time. As of 2000, a total of 201 units (22.7 percent) were constructed before 1940 and 384 units were built between 1940 and 1980 (43.5 percent). A jump in construction in the last two decades resulted in the addition of 299 units (27.3 percent) between 1980 and 2000. The annexation of 2004 added about 295 units to the total, but the exact age of these units is not available.

**TABLE 6  
AGE OF HOUSING STOCK  
TOWN OF ELKTON**

<b>Year Structure Built</b>	<b>Elkton</b>	<b>%</b>	<b>Rockingham County</b>	<b>%</b>	<b>City of Harrisonburg</b>	<b>%</b>
1999 to March 2000	27	3.1	981	3.6	292	2.1
1995 to 1998	17	1.9	2382	8.7	1602	11.7
1990 to 1994	58	6.6	2970	10.9	1384	10.1
1980 to 1989	197	22.3	4151	15.2	2675	19.5
1970 to 1979	97	11.0	4985	18.2	2985	21.8
1960 to 1969	62	7.0	3324	12.2	1466	10.7
1940 to 1959	225	25.5	3731	13.7	2109	15.4
1939 or earlier	201	22.7	4804	17.6	1176	8.6

Source: U.S. Census Bureau, 2000.

Although single-family housing fell from 80.6 percent of all units to 67.0 percent between 1980 and 1990, the percentage stayed even between 1990 and 2000 (from 67.0 to 67.2 percent). The most important general trend between 1980 and 2000 was toward multi-family housing. In 2000, Elkton contained 253 multi-family units (28.6 percent), nearly double the 122 units (18.9 percent) in 1980. Almost all of these increases were in apartment buildings containing more than four units (164 units or 18.6 percent, compared to only 2.3 percent in 1980). The remaining 7 units (0.8 percent) were mobile homes or categorized as "other" in the Census.

A land use survey conducted in the summer of 1991 revealed information on housing types in terms of acreage. Single-family detached units used 78.48 percent of the Town area, while apartments with more than four units used only 2.51 percent and apartments with two to four units used only 1.06 percent of the land in Town.

Public water and sewer services are 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 fire fighting.

### ***HOUSING INVENTORY***

Elkton offers a range of housing types. Single-family homes, by far the largest component, range from large older homes to modest twentieth-century neighborhoods. 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 have been constructed as well.

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. There are few lots to build on and none currently for sale.

Some areas of Town contain housing that is in deteriorated condition. The 2000 Census revealed that more than almost half (48.2 percent) of the units were constructed before 1960.

## CHAPTER 7 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 (Spottswood Trail) and Spotswood Avenue and Rockingham Street. Newer businesses have tended to locate along the Route 340 Corridor and a new shopping center was built in 1978 in the previously undeveloped northwestern corner of Town. In the last 5 to 6 years, the Town has averaged approximately 100 business licenses. Approximately 25 percent of these are home occupations and professional licenses.

Elkton's downtown has some commercial vacancies. However, considerable reinvestment has occurred in recent years as private individuals have purchased empty buildings, refurbished them, and begun new enterprises. After years of decline, the downtown area is attracting strong local support. The efforts of the Elkton Downtown Revitalization Corporation and enrollment in the Virginia Main Street program are described under economic development efforts at the end of this chapter.

Individual sectors of employment for Elkton and the surrounding area are described below:

#### **Manufacturing**

Elkton has a long industrial past. Many of these traditional businesses have faded, however, and the industrial output within the Town limits is not as great as in the past. Many residents work in manufacturing but the majority of these workers commute to other locations, including nearby Merck and Coors.

## Industries in the Elkton Area

Augusta Mills	Linens
Adolph Coors Brewing Co.	Brewery
Blue Stone Concrete	Concrete
JACO Racing Products	Tires for Remote Control Cars
*K & K Machining, Inc.	Machine Shop
Luck Stone Corp.	Crushed Stone & Lime
Lorry Direct Monuments	Stone Monuments
Merck & Company	Pharmaceuticals
Rockingham Redi-Mix, Inc.	Concrete
Shen-Valley Drywall	Drywall Installation
*Tru Kut Door Corp.	Wood Products
Universal Plastics	Plastic
*X-High Graphic Arts	Printing & Design

\* within Elkton Town limits

## Retail and Professional

Most of the stores and businesses in Elkton are small, locally owned enterprises. These stores provide for the daily needs of local residents, but must compete for business with the Elkton Plaza just west of Town and with the Valley Mall and other stores in Harrisonburg, just 14 miles away. Charlottesville also is less than 40 miles away. The downtown contains mostly specialty stores and services. The ShenElk shopping center has spaces for a few small stores.

In a 1991 survey, 37 of the 66 businesses in the Main Street Project Area were retail establishments. An analysis of the Town's downtown by the National Main Street Center noted that one of downtown Elkton's strengths is the concentration of service businesses, including retail and other businesses with strong service or repair departments. The report cited two particularly important business "clusters" or groups of related businesses: 1) sporting goods/outdoor equipment related to hunting and fishing and 2) home improvement, with a possible sub-component of garden and yard products.

Professional services, such as banks, medical and dental offices, insurance agencies, and law offices all are represented in Elkton.

## Tourism/Services

Massanutten Village is approximately 7 miles west of Elkton and contains homes, second homes, and resort and meetings facilities, including skiing and golf. The village is a significant employer, mostly in the services sector. However, as noted in the Main Street application, "Despite a high rate of tourism within the Elkton area, Elkton businesses have not been successful in securing tourist and second-home dollars. Though Elkton hosts a few gift shops and restaurants, there is currently very little available with respect to goods and services to attract visitors. The town specifically lacks an upscale restaurant, a destination hotel/motel and a variety of specialty shops."

## **EMPLOYMENT**

The majority of Elkton's populace is of working age, 1,374 persons (67.3 percent). Commuting data from the 2000 Census show that the average commute for residents is 25.9 minutes, up from 22.3 minutes in 1990. This commuting time is longer than the average for all County residents (22.8 minutes). It also is higher than many of the towns, cities or counties in the district. Of the census designated places (CDPs), nearby Massanutten CDP, at 29.5 minutes, has one of the longest commuting averages in the district. Clearly, many Elkton workers commute to destinations outside of the Town. Many employers are located in county and Elkton is within commuting distance of Harrisonburg, Charlottesville, and Waynesboro, and the counties of Albemarle, Augusta, Page, and Shenandoah.

A total of 1,082 Elkton residents were employed in 2000. The dominant occupations in Elkton (as reflected in the 2000 Census) are "Production, transportation, and material moving occupations" (30.7 percent) and "Sales and office occupations" (22.7 percent). "Management, professional, and related occupations;" "Service occupations;" and Construction, extraction, and maintenance occupations" made up the remaining 46.6 percent of occupations. These same sectors were equally strong for the County as a whole. At the state level, however, there is much less emphasis on manufacturing.

The industries that employed Elkton residents in 2000 reflect the same trends. A total of 33.1 percent of workers were employed in manufacturing. An additional 15.2 percent listed themselves in educational, health and social services, while 11.3 percent were engaged in construction. People working in retail trade made up 10.1 percent of the work force.

## **EDUCATION**

According to the 2000 Census, 71.4 percent of Elkton's populace over the age of 25 had graduated from high school. This is considerably improved over 1990, when only 61.9 percent were high school graduates. A total of 10.3 percent had at least a bachelor's degree in 2000, about the same as 1990 when the figure was 10.0 percent.

## **INCOME**

In 2000, the median household income for Elkton residents was \$35,556 (\$38,346 for the district; \$46,677 for the state) and per capita income was \$17,192 (\$22,994 for the district; \$23,975 for the state). A total of 6.8 percent of the population was below the poverty line, down from 8.9 percent in 1990. Compared to the county, Elkton has a slightly lower household income but slightly higher per capita income than the County's figures of \$40,748 and \$18,795. The Town's poverty rate is about the same as the County's (8.2 percent).

Ten years ago, the 1990 census showed a median household income for Elkton residents of \$26,271. A total of 8.9 percent of the families were below the poverty line.

## **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 potential for tourism, based on its location near the Skyline Drive and Shenandoah National Park, the Shenandoah River, and Massanutten Village.

## **ECONOMIC DEVELOPMENT EFFORTS**

### **EDRC**

The formation of Elkton Downtown Revitalization Corporation (EDRC) in late 1990 is the most significant action taken by Town citizens to further the economic development needs of the Town. This group has the goals of 1) promoting the economic revitalization of Elkton, 2) fostering improvement of its physical appearance, and 3) enhancing the town's positive image. EDRC has broad representation from government and business. A 10-member Blue Ribbon Panel takes the

role of identifying problems and planning and implementing solutions. It has sponsored a low interest loan pool and oversees the Town's Main Street program. The Town's significant commitment of financial and human resources to the Main Street project demonstrates the strength of this movement to improve the downtown.

### **Main Street**

In 1992, Elkton succeeded in its bid to participate in the Virginia Main Street Program, which previously had been limited to cities. The Main Street program provides a structure for communities to improve the viability of their downtowns and includes a variety of technical assistance. Participating communities must hire a project manager and have the support and oversight of a private-sector group (a role filled by EDRC). The project area consists of approximately 80 buildings in the area. The major uses by land area were 36 percent vacant or unimproved, 21 percent parking, 14 percent retail, and 9 percent services.

The Main Street program provides a network of technical assistance. A detailed Resource Team Report prepared by the National Main Street Center in 1992 provides an in-depth analysis of the downtown. Recommendations in the report focus on four areas: design, promotion, economic restructuring, and organization. An additional site visit and report by a rural development specialist discussed urban design and planning issues for improving the entranceways to Elkton.

### **EPIC**

EPIC (Elkton Progressive Improvement Committee), formed in 1987 to improve the image of the town, takes on specific projects for the community in the areas of promotion of design. The group sponsors annual events and works cooperatively with other organizations such as EDRC. Past projects include printing promotional brochures and supplying welcome signs. They have constructed a "Kids Castle" playground and a picnic shelter in the main park.

### **Rockingham Development Corporation**

A private economic development organization, Rockingham Development Corporation, serves Rockingham County (including the towns) and the City of Harrisonburg to attract industrial development to the area. There a number of small sites in town, but Elkton has limited sites available for industrial uses. An area on Route 340 north of Town, however, has been zoned industrial.

## **CHAPTER 8 GOVERNMENT STRUCTURE AND FUNCTION**

### ***Town Government***

The government in the Town of Elkton is the “Town Manager Model”, where the Town Manager/Superintendent 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 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 Electric; Finance; Personnel; Public Health, Public Safety & Ordinances; Streets and Sidewalks; and Water and Sewer.

Additionally, there are three commissions that administer and/or recommend policies to the council. These are the Cemetery Commission, the Planning Commission, and the recreation Commission. The Cemetery Commission is an advisory body of seven that administers the operations of Elk Run Cemetery. Cemetery Commission members originally were appointed for life, but currently new commission member 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. Six of the Planning Commissioners are appointed by the Town Council from the town at large for four-year, staggered terms. The seventh member is an appointed representative from the town Council. The Recreation Commission is a nine member board comprised of citizens from the town and county who are appointed by the Town Council.

Also serving the town is a Board of Zoning Appeals. The Board is a five member (with one alternate member) functionary of the Rockingham County Circuit Court. The board reviews zoning issues and hands down rulings based on local and state ordinances.

### ***Town Manager/Superintendent***

The Town Manager/Zoning Administrator 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 three departments that conduct the day-to-day business: Public Works/Zoning Administrator, Treasurer and Public Safety.

The Director of Public Works provides zoning administration and support for the Planning Commission, provides support for the Cemetery and Recreation Commissions, and provides town custodial, electric, water, sewer, and maintenance services. His department consists of eleven people.

The Town Treasurer/Clerk provides budgetary and fiscal support to the Town, as well as clerical support for the Town Council and Planning Commission. The treasurer has two clerks who support these activities.

The Public Safety Department consists of the Chief of Police, one Sargent, and four officers. The Chief of Police is responsible for public safety and law/ordinance enforcement.

The Economic Development/Grant Writer assists in economic development projects and writes grants.

### ***REVENUES***

The capacity of a town to engage in public capital improvements is determined by the total net wealth, which it is able to accumulate after paying all costs of providing public services. Actual or realized wealth accrues to the Town as excess revenues whenever total revenues flowing to the government exceed the total operating, maintenance, and debt costs of the town government over a period of time. Generally, a town must continue to generate excess revenues if it is to engage in capital improvement programs without having to resort to borrowing for funds. When sizable development programs are required, however, borrowing may be necessary even though excess

revenues are being generated. This procedure allows those who will benefit from long-term projects to share in the cost of such projects.

Three major sources of income are available to support the Town of Elkton: local, state, and federal. Table 7 provides data on each source of income for 1999 and 2004.

**TABLE 7  
TOWN OF ELKTON REVENUE  
1999 & 2004**

REVENUE	1999	2004
<b>FROM LOCAL SOURCES</b>		
<u>General Property Taxes</u>		
Real Estate	\$62,357	\$87,088
Personal property/machinery and tools	40,942	6,692
Public service corporations property	2,012	-
Penalties and interest	<u>4,465</u>	<u>10,566</u>
Total General property taxes:	109,776	124,406
<u>Other Local Taxes</u>		
Local sales and use	46,874	68,197
Consumer utility	30,023	63,288
Business licenses	31,934	40,063
Franchise licenses	15,366	19,687
Motor vehicle licenses	34,695	43,896
Bank stock	34,767	43,353
Meals	<u>165,630</u>	<u>215,860</u>
Total other local taxes	359,289	493,344
Fines and forfeitures	20,528	22,363
Use of money and property	-	13,855
Charges for sanitation, waste removal & other	74,824	88,051
Charges for recreation	32,123	31,596
<u>Total charges for services</u>	106,947	119,647
Miscellaneous Revenue	7,214	23,693
<b>Total Local</b>	<u>603,754</u>	<u>799,588</u>
<b>% of Total</b>	73.7%	72.3%

<b>REVENUE (Continued)</b>	<b>1999</b>	<b>2004</b>
<b>FROM THE COMMONWEALTH</b>		
ABC profits and wine taxes	8,314	5,044
Rolling stock taxes	3,079	2,682
DJCP grant for law enforcement	17,833	-
Law enforcement grants, 599 funds	-	49,068
Law enforcement special	2,865	-
Fire protection grant	4,000	-
Virginia Commission for the Arts	100	-
Street and highway maintenance	<u>182,261</u>	<u>221,723</u>
<b>Total State</b>	<b>215,587</b>	<b>306,822</b>
<b>% of Total</b>	<b>26.3%</b>	<b>27.7%</b>
<b>FROM THE FEDERAL GOVERNMENT</b>		
Revenue Sharing	-	-
<b>Total Federal</b>	<b>-</b>	<b>-</b>
<b>% of Total</b>	<b>0.00%</b>	<b>0.00%</b>
<b>TOTAL REVENUE</b>	<b><u>\$819,341</u></b>	<b><u>\$1,106,410</u></b>
<b>% of Total</b>	<b>100.00%</b>	<b>100.00%</b>

As shown in Table 7, total income to the Town has increased by 35 percent from 1999 to 2004 (\$819,341 in 1999 to \$1,106,410 in 2004). Local revenues continue to comprise the largest portion, 72.3 percent, of total income. Most categories in the local revenue source have increased. Revenue from business licenses, interest, and miscellaneous/rolling taxes have decreased.

Second in importance as a revenue source was State revenues, which increased from \$215,587 in 1999 to \$306,822 in 2004 (an increase of 42.3 percent). The greatest increase from State revenues came from street and highway maintenance, which increased from \$182,261 in 1999 to \$221,723 in 2004.

## **TAX RATES AND ASSESSMENTS**

Table 8 depicts the tax rates for the Town of Elkton. All properties are required by State law to be assessed at 100 percent of fair market value.

**TABLE 8  
TOWN OF ELKTON  
TAX RATES - 2004**

	<b>NOMINAL TAX RATE PER \$100</b>	<b>ASSESSMENT RATIO</b>	<b>TAX RATE PER \$100</b>
Real Estate	.10	100%	.070
Machinery and Tools	-	-	.40
Merchant's Capital	-	-	-
Tangible Personal Property (On Fair Market Value)	-	-	.51

## **EXPENDITURES**

As shown in Table 9, total Elkton expenditures have increased by 1.4 percent since 1999.

Expenditures for the Town are broken into six categories:

- General and Administrative
- Public Health and Safety
- Public Works
- Cultural & Recreation
- Community Development
- Debt-Service

**TABLE 9  
TOWN OF ELKTON  
EXPENDITURES  
1999 AND 2004**

	1999	PERCENT OF TOTAL	2004	PERCENT OF TOTAL
General Government	\$617,549	42.8	\$479,029	32.8
Public Health and Safety	315,050	21.9	345,958	23.7
Public Works	343,163	23.8	355,853	24.3
Cultural & Recreation	132,094	9.2	66,330	4.5
Community Development	-	-	4,305	0.3
Debt Service	33,442	2.3	210,064	14.4
<b>TOTAL</b>	<b>\$1,441,298</b>	<b>100.00%</b>	<b>\$1,461,539</b>	<b>100.00%</b>

In terms of per capita spending, overall Town expenditures have decreased from \$346.03 per person in 1997 to about \$473.43 in 2003. Overall expenditures increased over the six-year period by 77.3%, or an average of 12.9% per year.

As shown in Table 9, during the year ending in June of 2003, General Government was the largest expense category, which is a catch-all category that includes line-item expenditures such as administrative salaries, contributions (park, library, fire & rescue, BHP) legal and professional fees, and all minor expenditures related to general municipal operations. The second largest category was Public Works; this category includes water and sewer operations, which can be very costly. The third category, Public Health and Safety, includes police department expenditures, garbage collection, electricity for street lights, street maintenance, and snow removal. The fourth category, Debt Service, reflects installation of utility lines and replacement of equipment.

**Table 10  
Town of Elkton  
Enterprise Fund Revenues  
1999 and 2004**

<b>Enterprise Funds - Revenue</b>	<b>1999</b>	<b>2004</b>
Electric Fund	1,270,324	1,506,137
Water Fund	172,460	212,372
Sewer Fund	207,094	259,618
<b>Total Enterprise Fund Revenue</b>	<b>1,649,878</b>	<b>1,978,127</b>

***ASSETS AND LIABILITIES***

The Town of Elkton is an economically stable community. Records indicate that Town assets are growing on a continual basis. The total of all fund assets as of July 1, 2004 was \$7,406,048. In 1999, the Town's assets were \$5,932,983. This represents a 24.8 percent increase in assets.

Town assets are directly affected by existing indebtedness. The Town's, as of July 1, 2004, only remaining long-term debt of \$2,555,802, which is a decrease of \$135,451 from the previous year. This debt consists mainly of the Golf Course bonds, with remaining debt from Kite Charitable Remainder Trust, and JSA Realty Company (Wrangler Building). The outstanding debt on a sewer loan was \$207,938 at the end of fiscal year 2004.

Real estate assessment in 2003 totaled \$107,091,000. Indebtedness, as of July 1, 2003, equaled 0.24 percent of the 2003 real estate assessment and \$105.43 per capita.

## **CHAPTER 9 TRANSPORTATION**

### ***ROAD NETWORK CLASSIFICATION***

The Town of Elkton maintains its streets and alleys with the exception of two state routes. The state maintains Stuart Ave. (State route 340) and Spottswood Trail (US business 33). The streets are macadam paved. The alleys which run between parallel streets are maintained in three different states: macadam paved, graveled, or grassy. The streets have a right of way of between 50-100 feet and the alleys have a right of way of 50 feet. Areas of difficulty include the intersection at Spottswood Trail and Spottswood Ave., Stuart St. and Rockingham Street (7-11 and Post Office), and Stuart St and B.

### ***OTHER TRANSPORTATION SYSTEMS***

US Route 33 is a limited access highway that runs through Elkton and has two intersections with access to Elkton. The Shenandoah Valley airport is located 30 miles south-southwest of Elkton and has regular connecting flights to hubs in the northeastern U.S. The Norfolk-Southern Railway runs through Elkton but carries only freight to industries in the surrounding area.

### ***Problem Areas***

Two areas of congestion and concern in the downtown are the "Y" at Spottswood Trail and Spottswood Avenue and the bisection of Spottswood Trail by the railroad tracks. Sidewalks are deteriorated between 5th Street and Shenandoah Avenue on Spottswood Trail and on Rockingham Street between Spottswood Trail and Stuart Avenue. Approximately 25 percent of the sidewalks in the Main Street area are in need of repair.

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.

## **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 is the product of a study that evaluated the transportation system in Elkton and recommended a set of transportation improvements to best satisfy existing and future transportation needs. The study identified needs based on the engineering analysis, capacity, and safety of the transportation system. The Elkton Town Council voted to adopt the Elkton 2020 Transportation Plan June 17, 2002.

A subset of the Town's roadway network is designated as the urban thoroughfare system. The thoroughfare system includes roads that are functionally classified as collectors or arterials. Arterial roads serve as the major traffic-carrying facilities in the area. Collector roads carry a lesser volume of traffic and feed traffic to these arterial roadways. The focus of the Elkton 2020 Transportation Plan is the thoroughfare system, but local streets were analyzed as well. Also, in addition to roadways, improvements to the following other modes of transportation have been evaluated as part of this study: parking; bicycle and pedestrian facilities; intercity rail, bus, and air travel; transit and paratransit; taxi; and the movement of goods.

In developing the Elkton 2020 Transportation Plan, all modes of travel were considered. This included an assessment of the availability of modes of transportation other than private automobiles.

Elkton has a limited number of other modes of travel available, which is typical for a town of its small size. Paratransit service is the only other mode of travel directly available in Elkton itself. However, within a short drive of Elkton there are a number of other modal options. Taxi service and intercity bus service are available out of Harrisonburg, located 15 miles to the west. Intercity rail is available in Staunton, about 30 miles to the southwest, and commercial air service is available out of the Shenandoah Valley Regional Airport, about 20 miles to the southwest.

Providing a wide variety of other modes travel options in a town as small as Elkton is not financially feasible. However, the study recommends that the Town encourage the establishment of an Elkton-based taxi service, as well as intercity bus stop (Greyhound).

Most goods movement in and through Elkton is accomplished by truck. With the Route 33 Bypass and wide intersections in town, truck flow through Elkton is generally adequate. The report makes no recommendations regarding goods movement.

The study identified current deficiencies in the Elkton transportation system. Aspects of potential deficiencies in the existing transportation system included traffic flow and safety concerns, parking, and goods movement by truck. Two projects were identified as short-term, immediate improvements and are described below.

Stuart Avenue (Route 340) and Spottswood Avenue

The large size of this intersection makes it difficult for pedestrians to cross. Also, 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. To make crossing easier, the report recommends installing pedestrian signal heads.

Stuart Avenue (Route 340) and Rockingham Street

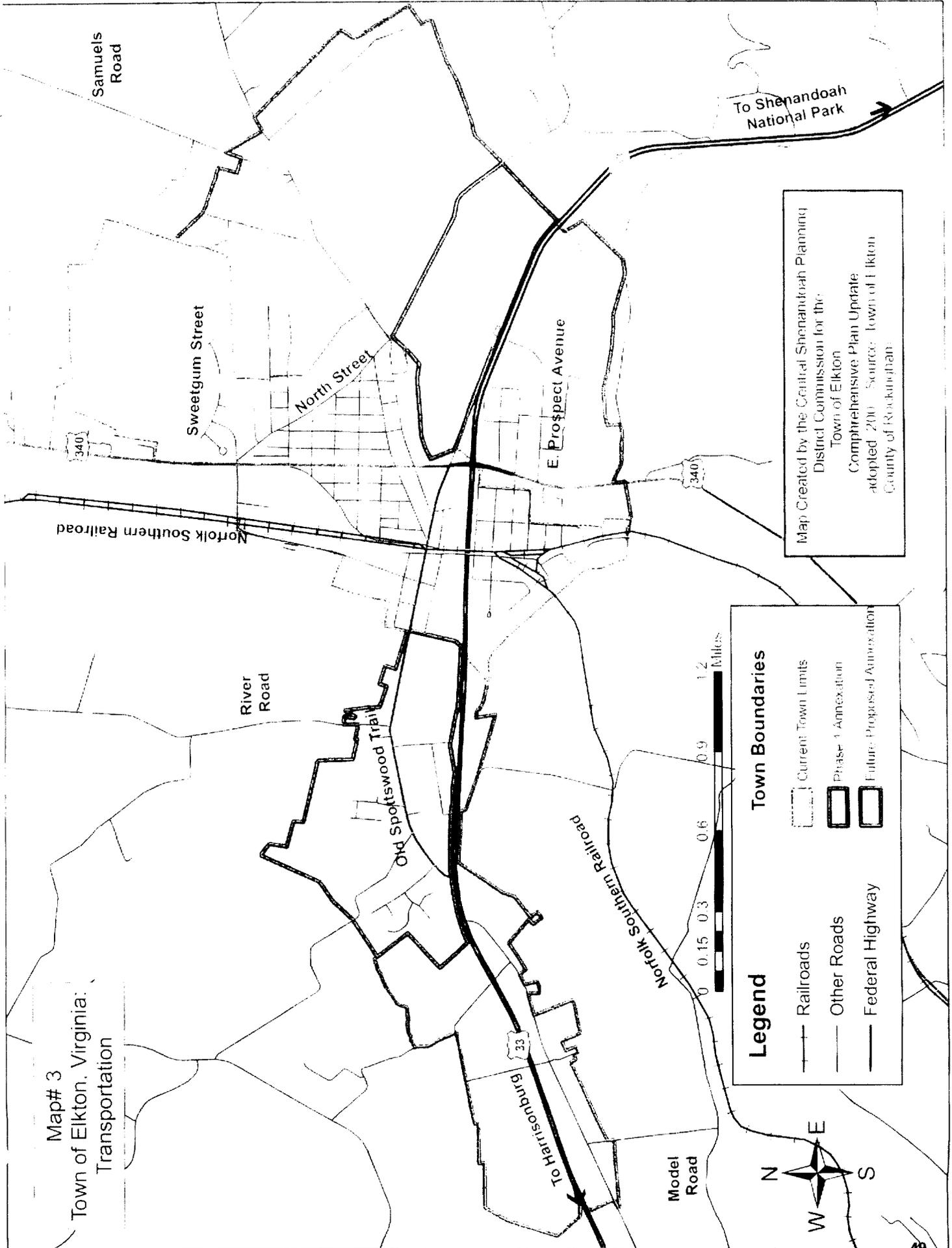
This intersection was identified as a deficient accident location (five or more accidents in at least one year of the three-year analysis period). One factor may be a low stop sign on the westbound approach. As a countermeasure, the report suggests increasing this stop sign height to seven feet, as measured from bottom of sign to the ground. (Current height is five feet.) Also, install advanced warning signs.

**TABLE 11  
TOWN OF ELKTON  
TRAFFIC COUNTS – 2003**

<b>ROUTE</b>	<b>FROM</b>	<b>TO</b>	<b>Length</b>	<b>AADT</b>
Route 33	US 33 Bus West of Elkton	West City Limit - Elkton	0.89	7,900
Route 33	West City Limit – Elkton	East City Limit - Elkton	0.69	7,900
Route 33	East City Limit - Elkton	US 340	0.04	5,300
Bus. 33	US 33	West City Limit – Elkton	1.00	7,300
Bus. 33 Spottswood Ave.	West City Limit – Elkton	Spottswood Terrace	0.37	7,700
Bus. 33 Spottswood Ave.	Spottswood Terrace	Stuart Ave.	0.27	3,900
Bus. 33/ 340 Stuart Ave.	Stuart Ave.	US 33	0.08	10,000
Route 340	82-754	South City Limit – Elkton	2.88	5,100
Route 340 Stuart Ave.	South City Limit – Elkton	US 33	0.03	10,000
Route 340 Stuart Ave.	US 33	Bus. US 33	0.08	10,000
Route 340 Stuart Ave.	Bus. US 33	Spottswood Ave.	0.19	8,400
Route 340 Stuart Ave.	Spottswood Ave.	North City Limit – Elkton	0.59	8,400
Route 340 Stuart Ave.	North City Limit – Elkton	Page County Line	3.30	8,400
Route 623	East City Limit – Elkton	82-634 West	1.05	1,200
Route 759	East City Limit – Elkton	82-861	0.78	2,500
Route 1701	East City Limit – Elkton	US 340	0.05	1,100

\*Counts were taken by VDOT in 2003.

Map# 3  
Town of Elkton, Virginia:  
Transportation



**Legend**

- Railroads
- Other Roads
- Federal Highway

**Town Boundaries**

- Current Town Limits
- Phase 1 Annexation
- Future-Proposed Annexation

Map Created by the Central Shenandoah Planning District Commission for the Town of Elkton  
Comprehensive Plan Update adopted 2001 Source: Town of Elkton County of Rockingham

**CHAPTER 10  
COMMUNITY FACILITIES**

**UTILITY SERVICE AREA**

Public water and sewer are available to all residents and businesses within the Town limits. As of February 2006, the Town had 1,029 water and sewer connections. A few residents have chosen not to hook up to the system. Sewer and water service is essentially contiguous with the Town borders, with a few extensions beyond the Town borders, as described below. In the past, utilities customers outside of the Town limits paid higher fees for water and sewer. Water and Sewer rates as of July 1, 2002 are presented in the tables below:

**TABLE 12  
TOWN OF ELKTON  
WATER AND SEWER RATES**

<b>WATER AND SEWER RATES</b>		
<b>Inside and Outside Town</b>		
	<b>Water</b>	<b>Sewer</b>
<b>Flat rate</b>	\$5.00	\$9.00
<b>Per 1,000 rate</b>	\$1.35	\$1.80

**WATER SYSTEM**

**Water Supply**

The Town of Elkton draws its water from a 353-foot well as its primary source, with Elk Lithia (Kite) Spring as a backup source. The well, located in the Memorial Park, was dug in 1965. A 35- horsepower vertical turbine pump draws the water from the well into an 8-inch line for distribution. Because of problems with sinkholes when the well was first dug, the pumpage rate is limited to avoid future subsidence. The well is pumped continuously 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, continuous operation at a

pumpage rate of less than 220 gallons per minute prevents major sand and silica problems. This results in a dependable yield of 0.176 million gallons per day.

Elk Lithia (Kite) Spring, the backup water source, is located about 0.6 miles east of Town. With a reported yield of 200 gallons per minute, the spring's dependable yield is 0.288 million gallons daily. Two pumps deliver the water to the distribution system through an 8-inch line.

The water from both the spring and the well is treated with a sodium hypochlorite solution that is fed to the discharge line by a small feed pump. Additionally, fluoride is added to the water. The water is classified as hard.

The well and the spring have a combined dependable yield of 0.46 million gallons daily. A 1.0 million gallon concrete reservoir on Pentecostal Hill provides storage.

Water is distributed throughout the Town using approximately 12 miles of water lines. Installed in the 1920s, most of the lines are bell-and-spigot cast-iron pipe with poured joints. Minor extensions use different technology, such as slip-joint cast-iron pipe and asbestos cement pipe.

### Water Service

Water service is provided throughout the Town and to a few areas outside the Town. A 10-inch water line with an 8-inch spur extends approximately one mile west of Town to serve the Elkton Plaza Shopping Center on Route 33. To the east, an 8-inch line stretches along Tanyard Bridge Road to connect with the Elk Lithia Spring and its reservoir. Also to the east, an 8" line located along New Town Road feeds water out past the Auction House at the top of the hill east of town. A 6-inch spur provides water for about 200 feet beyond the southern border of the Town.

### Water System Problems

The Town pumps and treats far more water than it is paid for. Unaccounted water was approximately 45 percent in 2000, 52 percent in 1990, down from 58 percent in 1980. In a system of this age, a number of conditions can be contributing to this water loss. Poured joints deteriorate over time and so are likely a source of some of the leakage. In addition, having to run the pumps continuously means that more water is pumped than needed, and this overflow is lost. In the last four years, 100 percent of the town meters have been replaced with touch read meters to insure all water delivered is billed.

Design limitations also pose problems. More than half of the Town's water lines are 4 inches or less in diameter (6 inches in diameter is generally considered the minimum necessary for

adequate fire protection). Another engineering drawback is that most of the main lines are dead-ended. This design limits the quantity of water available to fire hydrants on the dead-end sections and does not equalize the water pressure as well as a loop system would. These dead-end lines also tend to accumulate sediment and so cause maintenance problems.

### **Planned Improvements to the Water System**

Since the newly installed meters have not identified the large portion of the water that is still unaccounted for, the next step will be for the Town to identify and correct actual leaks.

The town has installed a sand filter system. This improvement should save the Town both money and water, since the pumping operation would be more efficient and not as much water would be drawn. The Town purchased a new well just west of the Shenandoah River, known as the Granville Life well and plans to bring it on line within the next year. This well should produce 200 - 300 gals per minute. The Town is looking at improving the existing lines over the next five years.

The Town is currently extending their water lines into the "Pentecostal Hill" area of Town. This extension includes a new 12" water line to be connected to the reservoir. This will give the Town the ability to ensure water service to the entire Town even if one of the lines were down for service or repair.

The developers of the second phase of Elkwood Subdivision have proffered 1-2 wells and a water storage tank. This will provide more than enough water for the new homes, improve the water pressure to the existing homes in phase 1 Elkwood and provide the Town with a second water storage source.

## ***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 2000, it is operating at 42 percent of capacity. It replaced a plant built in 1956.

The treatment facilities consist of a collection system and the treatment plant. The treatment plant includes raw sewage screw pumps, process tanks, drying beds, and a treatment building housing both controls and process equipment. The plant uses the extended aeration flow scheme of the activated sludge process. Influent wastewater flows to the raw sewage screw pumps where it is

lifted to the head of the treatment plant. The wastewater then flows through the mechanically operated bar screen and grit chamber and into the aeration basins. If for some reason the mechanically operated bar screen is not operating, the wastewater will flow around the bar screen in the bypass channel and then into the aeration basins. As required by the State of Virginia, the aeration basins are designed for dual operation such that if one half of the basin needs to be shut down for maintenance purposes the other side can still be used and has the capacity for the entire design flow, while still meeting all discharge requirements. From the aeration basins, clarifiers receive the flow, which then is disinfected in the chlorination tanks. Plant flow from the chlorination tanks is measured by a Kennison nozzle immediately before it enters the outfall box and the 12-inch outfall line to the Shenandoah River.

Secondary flows of the treatment plant include process water for both wash-down facilities and mixing of chlorine and tank drains.

Waste sludge is digested in two aerobic digesters. Final disposal of the sludge can be by land application or by drying beds. Drying beds are being used at this time.

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 and a lift station on Business Route 33 serves the Elkton Plaza Shopping Center.

During the past year there have been two upgrades to the plant. One was the addition of a UV system to sterilize the bacteria as it leaves the plant; the other was the installation of an automatic bar screen grit machine.

### **Sewage Service**

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.

Elkton provides 689 sewer connections, including 112 outside of the Town limits. Of these connections, 131 are business and the remaining 557 are residential. Some 25 homes within the town limits have chosen not to use public sewer service.

## Problems with the Sewage System

During extremely wet weather, sewage overflows have occurred in the past. Many of these problems have been addressed in the last 15 years. However, infiltration/inflow continues to be a major problem for the Town.

The 1977 plan designated six areas for consideration of eventual sewer service: Monger, Elkwood, Hisey Hill, Newtown, Elk Run, and Pentecostal Hill. Elkwood, Hisey Hill and Elk Run now have service. In the late 1980s, sewer was extended past Monger to serve the new shopping center. The line was further extended to connect East Rockingham Health Clinic in the early 1990's.

## Planned Improvements to the Sewage System

A recent engineering study suggests with the recent projected growth in and around Elkton the plant will be at capacity by 2010. The Developers have proffered approximately two million dollars and are prepaying 1.5 million dollars in connection fees to help upgrade the plant. The Town has hired an engineering firm to provide a Preliminary Engineering Report to determine to what level the plant should be upgraded. With the recently approved developments and the mandated requirements from the State Government, the upgrade of the plant must begin now.

## **ELECTRICITY**

The Town of Elkton provides 93 percent of the electrical Service in the Town. The other 7 percent is provided by VEPCO (to the Elkwood section). Elkton buys its power through VEMA1 from VEPCO. Outside of the town proper, VEPCO supplies power directly to customers.

## **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 Coors plant to tap the line. This same substation could potentially serve Elkton.

## **SOLID WASTE**

### **Collection**

Solid waste collection is contracted through a private hauler. Pickup is once a week for residential service. Many businesses have containers, which are emptied once a week or as needed.

### **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.

### **Recycling**

The state has mandated that localities recycle 10 percent of their waste by 1991, 15 percent by 1993, and 25 percent by 1995. Elkton has a recycling program which offers residents curbside pickup of recyclable materials once a week. One of the County's recycling drop-off center also is located in Elkton.

## **PUBLIC SAFETY**

### **Police**

Police protection is provided by the Town of Elkton Public Safety Department consisting of a Chief of police, one Sergeant, and four 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 and all response goes through the county wide emergency response system. Back up police support is provided by the County Sheriff's Department.

### **Fire Response**

The Elkton Volunteer Fire Department was organized in 1937 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 nine vehicles designed to respond to different types of EMS calls (911 – emergency, medical, services). The fire house is manned by two paid firemen from 7:30 AM to 4:00 PM Monday through Friday. The county pays the salary of these two individuals. The county plans on extending the hours of the two paid firemen to provide 24 hour coverage. Along

with these two people, the fire company has a membership of approximately sixty people, of which twenty-five are on the active list, which means they respond to EMS calls.

The fire department serves the Town of Elkton and the surrounding area within a radius of five to ten miles. They also provide mutual aid or fill in for McGaheysville, Shenandoah, and Grottoes. Except for the City of Harrisonburg, The fire company, along with the emergency squad, is the busiest fire company in the County.

The fire company purchased 24 acres of land, three tenths of a mile outside the corporate limits, on Route 340 South, in 1980. They cleared the land and built several buildings including a covered stage, picnic shelter, BBQ pit and an approximately 11,000 square foot activity building. They use this site for all of their fund raising activities, such as carnivals, concert, suppers and bingo. Their long range plan is to also build a new fire house at this location.

### **Elkton Emergency Squad**

The Elkton Emergency Squad was organized in 1965 as a part of the Elkton fire Department. In 1990, it was separated from the Fire Department and built a new facility on land donated to them by Mary Elizabeth Kite, on blue and Gold Drive. The site is located three tenths of a mile outside the corporate limits. The building is approximately 6,500 square feet, which houses 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 the Green County line at the top of the Blue Ridge to Spotswood high School west. This area also includes McGaheysville and Massanutten Village and Resort. It is one of the busiest squads in the county, answering over 700 calls a year.

### **HEALTH FACILITIES**

A number of doctors and dentists have offices in Elkton. In 2000, there are three doctors' office and two dentists and two optometrist offices. East Rockingham Health Clinic, run by Rockingham Memorial Hospital, is located 3 miles east 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, a pharmacy, and health care counseling. The nearest hospitals are in Harrisonburg and in Charlottesville.

## **EDUCATION**

The 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 Elementary School on West B Street was constructed in 1938 with numerous additions over the years. In February 1994 a contract was awarded to construct a major addition. The county plans to begin building a new Elementary School in 2006 located in the new Elkwood Phase 2 development to serve grades K-2. They would then have the Elkton Elementary School serve grades 3-5. This will help alleviate the current overcrowding problem. The school serves grades kindergarten through fifth grade and in 1994 had an enrollment of 621 students. Elkton Middle School on Blue and Gold Drive opened in 1957 with an annex constructed in 1964. Elkton students attend Spotswood High School, which is located on Route 33 several miles west of Town. The county has plans to begin constructing a new high school located in or near Elkton within the next five years. Elkton has a small library located on Terrace Ave. next to the Fire Department. It is manned by volunteers, affiliated with the Rockingham Public Library. It is manned by one full time branch manager and volunteers, affiliated with the Massanutten Regional Library.

## CHAPTER 11 LAND USE

Based on the current zoning map, the table below displays the existing land use within the Town of Elkton, with acreage and percentage of total land area.

**TABLE 13  
EXISTING LAND USE - 2004**

TYPE OF USE	ACRES	PERCENTAGE
B-1: Downtown Business	36.3	4.7
B-2: General Business	27.0	3.5
B-3: Planned Business	13.1	1.7
C-1: Conservation	53.0	6.9
M-1: Light Industrial	34.8	4.6
R-2: Low Density Residential	36.3	4.7
R-3: Single Family Residential	144.3	18.9
R-4: Residential	80.3	10.5
R-5: Residential	65.7	8.6
R-6: High Density Residential	5.7	0.7
R-8: Planned Unit Development	267.2	35.0
<b>TOTAL</b>	<b>763.7</b>	<b>100.0</b>

The most recent analysis above shows that 35 percent of the land in the Town—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 was the third highest category.

## **LAND USE PLAN**

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

This Land Use Plan, which covers the period from 2004 to 2024, 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 preserve the natural environment and character of Elkton.

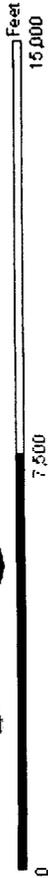
The Land Use Plan consists of two parts: 1) a written explanation of policy guidelines in relation to development and 2) the Land Use Map, which shows the general location of anticipated land uses within the growth area (Map 4 on page 61). The specific purpose of this Land Use Plan is to help citizens, 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.

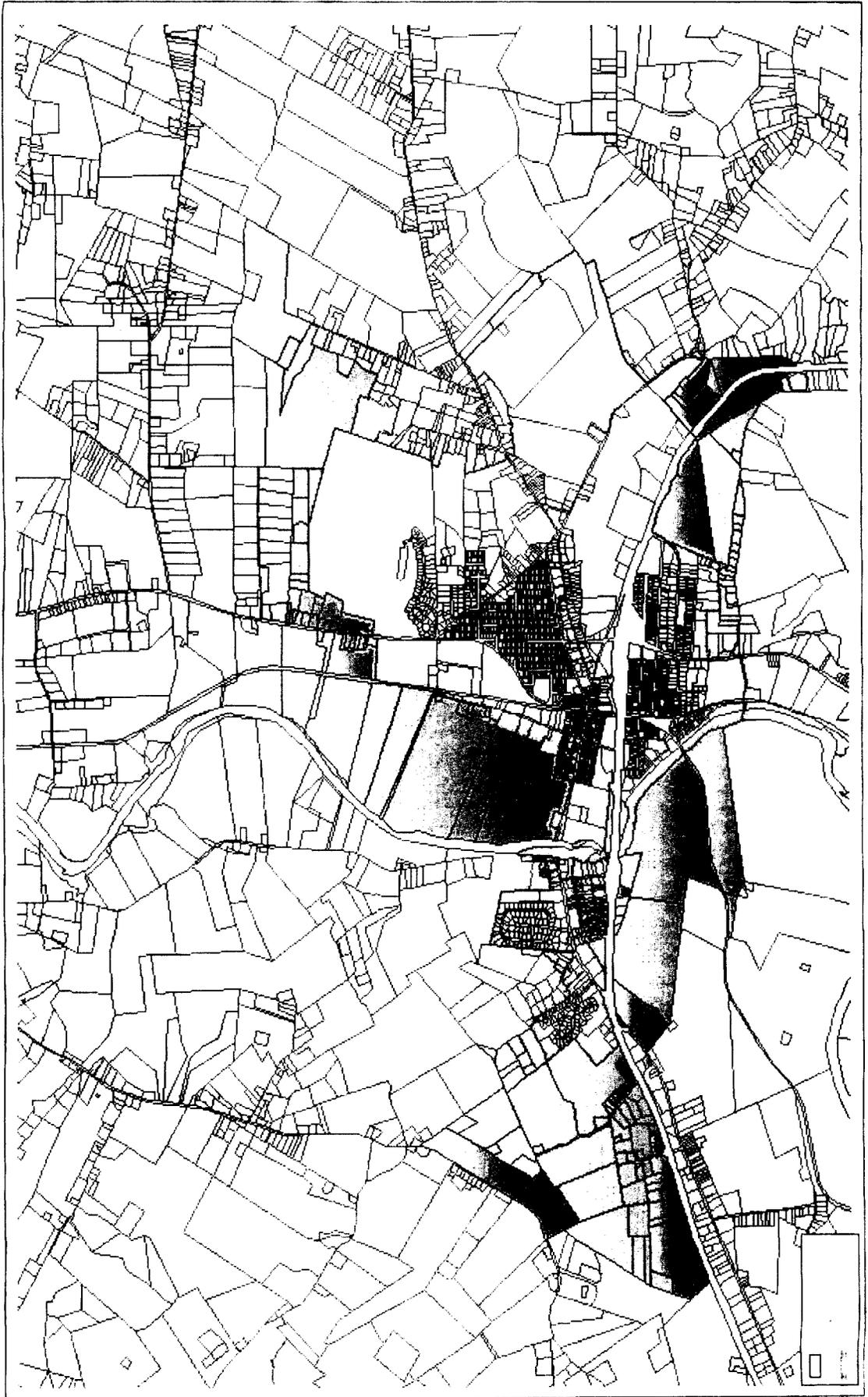
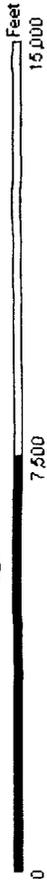
### **AREA COVERED**

The area covered by this Land Use Plan is the growth area defined by the Town of Elkton boundaries in addition to the areas that were annexed in 2004 (Map 5 on page 62). The Town also has an interest in the land use of the surrounding area. Although this zoning could change, it does indicate the possible uses of the land at the time this Plan was written.

Map #4  
Town of Elkton, Virginia  
2011 Annexation



Map #5  
Town of Elkton, Virginia  
2016 Annexation



## **GROWTH RATE**

The Town wishes to grow, but not at the expense of its small-town atmosphere and quality of life. Its growth rate would therefore be linked closely to the overall factors that will attract new residents and businesses to the area. This policy recognizes the need to coordinate policies with the County to work together for the best overall growth pattern. The annual growth rate from 1990 to 2000 averaged 0.5 percent; with the recent annexation, growth between 2000 and 2004 averaged an annual 9.2 percent. For the coming decade, the Town can expect a mixture of limited growth potential in the traditional borders and higher growth potential within the annexed areas because of the sizeable amount of vacant land present there.

In 2000, the population density was 1,490 persons per square mile; in 2004 the figure decreased to 1,064 persons per square mile because of annexation. If the overall density were to again reach 1,490 persons per square mile, the Town population would be around 3,900 persons.

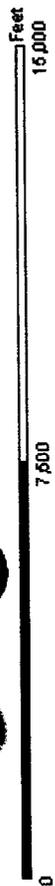
The columns in Table 14 demonstrate population projections at rates of 3.0 percent, 3.5 percent, and 4.0 percent. The first seven years (2006-2012), however, add 400 persons per year from developments in Elkwood and Elkton. After 2012, the projections increase by 3.0 percent, 3.5 percent, and 4.0 percent per year. The mid-range growth rate of 3.5 percent results in a population of 5,396 by Year 5 (2011) and 9,382 by 2026; this represents a gain of 5,986 people, or approximately an average of 300 people per year.

**TABLE 14**  
**ELKTON GROWTH AREA POPULATION PROJECTIONS**  
**2006-2026**

GROWTH PROJECTIONS AT 3.0 PERCENT ANNUALLY		GROWTH PROJECTIONS AT 3.5 PERCENT ANNUALLY*		GROWTH PROJECTIONS AT 4.0 PERCENT ANNUALLY	
2006	3,367	2006	3,396	2006	3,425
2007	3,767	2007	3,796	2007	3,825
2008	4,167	2008	4,196	2008	4,225
2009	4,567	2009	4,596	2009	4,625
2010	4,967	2010	4,996	2010	5,025
2011	5,367	2011	5,396	2011	5,425
2012	5,767	2012	5,796	2012	5,825
2013	5,940	2013	5,999	2013	6,058
2014	6,119	2014	6,209	2014	6,301
2015	6,302	2015	6,426	2015	6,553
2016	6,491	2016	6,651	2016	6,815
2017	6,686	2017	6,884	2017	7,087
2018	6,887	2018	7,125	2018	7,371
2019	7,093	2019	7,374	2019	7,666
2020	7,306	2020	7,633	2020	7,972
2021	7,525	2021	7,900	2021	8,291
2022	7,751	2022	8,176	2022	8,623
2023	7,983	2023	8,462	2023	8,968
2024	8,223	2024	8,758	2024	9,326
2025	8,470	2025	9,065	2025	9,699
2026	8,724	2026	9,382	2026	10,087

\*Desired rate.

Map #6  
Town of Elkton, Virginia  
2026 Annexation



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

Many of the factors that will determine how fast 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. This 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 is 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 preserve the Town's atmosphere
- 3) the need to enhance commercial, residential, and employment opportunities in Town
- 4) the need to accommodate the varied housing 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 properly flood-proofed. Intensive development of all kinds should generally be discouraged in the floodplain. Appropriate uses for floodplains include agriculture, forestry, recreation, and open space.
- 3) **Drainage** - Stormwater runoff causes problems in some areas of Elkton and additional development can be expected to increase potential for flooding and standing water. Furthermore, pollution of groundwater supplies may also occur in drainage areas when oils, fertilizers, topsoil, and other pollutants are washed into water supplies. Means of preventing these 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 the public.
- 5) **Other Infrastructure** - Public investment 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 should be in keeping with major infrastructure plans.

## THE LAND USE GUIDE

The following Land Use Categories describe the types of land uses that are desired in the Town of Elkton. These descriptions correspond to the Future Land Use Map developed as part of this Comprehensive Plan.

1. **Low-Density Residential (R-2 Zoning Designation).** These areas of single-family detached dwellings are designated in order to maintain the existing character of established neighborhoods and to provide traditional areas for home ownership.

### Low-Density Residential Policies:

- Maintain residential areas of single-family, low-density development.
- Infill lots within these areas should be used for single-family residential development.

- Encourage the provision of single-family residential units that are affordable by all segments of the population.

2. **Traditional Downtown Residential** (R-2 and R-3 Zoning Designations). This category would accommodate extension of the original development pattern of Elkton.

Traditional Downtown Residential Policies:

- Maintain areas of compact, predominantly single-family development convenient to the center of town.
- Encourage the use of large older homes as two-family structures.
- Encourage a grid pattern of streets and small lots to enhance pedestrian access and traffic circulation.

3. **Medium-Density Residential** (R-4 and R-5 Zoning Designations). This category is intended to provide more flexible residential development alternatives, while at the same time preserving the basically quiet nature of a residential neighborhood. Permitted dwelling types include single-family detached dwellings, single-family attached duplex dwellings, and duplex apartment units.

Medium-Density Residential Policies:

- Provide an alternative to conventional single-family dwellings while protecting the character of the residential neighborhood from encroachment of commercial and industrial uses.
- Encourage the development of attractive low to moderate density dwellings with adequate open space and off-street parking while limiting the development density to a maximum of five (5) residential living units per acre.

4. **High-Density Residential** (R-6 Zoning Designations). These areas encompass medium-to-high-density residential development. The densities in these areas can accommodate townhouses, two-to-three-story apartment buildings, and multi-story, family-type apartments. These areas should provide a suitable environment for persons desiring the amenities of apartment living and the convenience of being close to shopping and employment centers.

High-Density Residential Policies:

- Encourage high-density residential development in designated areas.
- Provide for higher-density development suited to the needs of the population.

Recommendation:

- Provide adequate community facilities in areas zoned for this type of development.

5. **Planned Unit Development (PUD) (R-8 Zoning Designation).** This category includes a variety of dwelling types, developed in clusters to make the most efficient use of the land. This type of development allows for the sharing of open space, security systems, utilities, and maintenance structures. Single-family homes, townhouses, and two-to-three-story apartment buildings can be accommodated in this area as well as businesses that would serve these residents. The units can be clustered but the maximum gross density must be no more than 8 units per gross acre.

**PUD Policies:**

- Encourage developments with a diversity of dwelling types and layout within designated areas.
- Encourage planned unit developments with smaller lots surrounded by common open space as a means to hold down site development costs.

**Recommendations:**

- Provide expanded community facilities to encourage these developments.
- Encourage mix of land uses compatible with adjoining residences.
- Encourage pedestrian access and links to other development.

6. **Downtown Commercial (B-1, B-2, and B-3 Zoning Designations).** Commercial uses include retail, wholesale, or service functions. The Town business areas should be diverse and well balanced, offering business, commercial, and residential uses.

**Downtown Commercial Policies:**

- Encourage a central shopping area of diverse, but compatible, uses.
- Accommodate residential uses, but give priority to commercial uses.
- Promote the downtown business district.
- Keep development regulations flexible to encourage the reuse of older buildings and the development of infill lots.

**Recommendation:**

- When establishing additional zoning districts, the Planning Commission and Town Council should weigh carefully the impact that additional areas zoned for commercial development could have on the downtown area.

7. **Highway Commercial** (B-1, B-2, B-3 Zoning Designations). Intended for businesses oriented to car traffic, this category addresses the need for road access, ample parcel size, and offstreet parking.

Highway Commercial Policies:

- Designate areas appropriate for these uses.
- Provide development guidelines to reduce negative impacts on traffic and on aesthetics.

8. **Light Industry** (M-1 Zoning Designation). Industrial areas are designated to permit certain industries that do not detract from residential desirability.

Light Industry Policies:

- Encourage additional industrial jobs within the area.
- Seek industrial firms which are compatible with the Town's goals for maintaining a quality environment for its citizens.

Recommendations:

- Use of industrially zoned land for other uses should be resisted.

9. **Conservation** (C-1 Zoning Designation). Conservation areas are those lands that are environmentally sensitive and may be unsuitable for development.

10. **Public/Semi-Public**. In addition to buildings and sites owned by the Town or other public body, this category includes buildings used for public or community purposes, such as churches.

11. **Flood Hazard Area**. The flood hazard area, as defined by the HUD Flood Insurance Program, is superimposed on other land use categories. Developments in the hazard zone must be floodproofed in accordance with the flood hazard area.

Flood Hazard Area Policies:

- Limit occupancy development in the 100-year floodplain.

## CHAPTER 12 GOALS

1. Ensure managed growth with economically proportioned distribution of residential vs. business development.
  - a. Offer incentives to new and existing business owners for rehabilitation of properties.
  - b. Offer flexible alternatives to building more business properties.
2. Ensure all buildings in each Zoned District are approved uses. No non-conforming uses or structure.
  - 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 Economic Development/Main Street Program.
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% multi family less than 4
    - 8% multi family more than 4
  - d. Support individual and or family owned businesses.
  - e. Maintain/Upgrade parks
  - f. Pedestrian friendly streets/sidewalks
5. Ensure development/zoning of property adjoining the Town limits are sustainable and in line with all other goals of this Comp Plan.
  - a. Establish an open and continual dialog with the Rockingham County Planning Commission.
  - b. Require future developments, both inside and outside of Town limits, to provide impact studies and also show how “they” plan to provide water/sewer to the development.
  - c. Develop Town standards and work with Rockingham County around compatibility issues for development outside of Town limits.

### ***SHORT TERM GOALS***

1. Downtown revitalization
2. Smart Growth/Planning/Controlled Growth/Better Design
3. Financial Planning
4. Develop Community Center
5. Hire Economic Development Director/Grant Writer
6. Clean up Town with Nuisance/Blight Ordinances
7. Promote Tourism
8. Promote Business Development
9. Affordable Housing
10. Protect Small Town Character

### ***LONG TERM GOALS***

1. Economic Development
2. Long-term Infrastructure Repair
3. Self Sufficient Fee and Permit Structure/Tax Burden Covered by Businesses, Tourism and Developers
4. Complete Phase I and II of the Community Center
5. Control Growth
6. Tourism Promotion
7. Keep Cost of Living Low
8. Grants for Infrastructure
9. Town Engineer
10. Security for Water/Sewer Infrastructure

