

**ELKTON COMPREHENSIVE PLAN
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ACKNOWLEDGEMENT

<i>Sources of Information:</i>	<i>CSVDP</i>
<i>Suburban stats.org</i>	<i>Us Census Bureau 2018</i>
<i>Virginia Basic Facts</i>	<i>/hometownlocator.com</i>
<i>Town of Elkton Economic Development</i>	<i>Manual Feb 2010</i>
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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 fourth 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

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beyond the Town limits, these sections have been summarized and tailored to include only the Town itself. New information, such as the DRASTIC mapping, also has been incorporated.

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

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

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

This revision will be our fourth publication and contains updated information on "Housing Inventory". This document was implemented to define specific details about the type of housing existing in each zoning district. It ties in with the Comprehensive Plan when issues arise and decisions are made relative to rezoning requests.

CHAPTER 1 HISTORY

HISTORY OF THE ELKTON AREA

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 which is now in 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 now owned by 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 1800's, 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 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), and 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 the entire 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 southeast 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 thought to be 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 grounds 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. 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) and 2008 Elkton Centennial.

Elkton Historical Society

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

Elkton Welcome Center Committee.

In 2008 the Centennial Committee held a 100 year anniversary with events honoring the Town's birthday throughout the year. The center serves as the Information and Education Center for residents. It blends historic preservation with economic development as we display historical photographs of the Town, Elkton memorabilia, and books containing Elkton's history, pamphlets, and souvenirs. Recently, the building where they were located was sold and they have begun to search for another facility. Members host a free Christmas Event by providing carriage rides.

Blue Ridge Garden Club

Blue Ridge Garden Club, organized in 1963 and chartered in 1964, is a member of the Virginia Federation of Garden Clubs, Inc. and the National Garden Clubs. It is a non-profit organization and its purpose is to provide youth and adult education resources and opportunities for its members, to promote the love of gardening, floral and landscape design, civic and environmental responsibility. This is accomplished through the following major areas of interest: floral designing, horticulture, community service and environmental conservation.

The club also dedicated a Blue Star Memorial Byway Marker at the BB&T Bank in honor of, and to honor, all our military personnel.

Elkton Area United Services (EAUS)

Elkton Area United Services (EAUS) is a comprehensive social service agency serving eastern Rockingham County since 1972. Through its programs EAUS provides assistance with

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housing, utilities, food, education, transportation, and aid to stranded travelers, senior citizen activities and a joyful holiday season. EAUS tries to develop programs where a need exists and tries to meet the needs of an ever-changing community.

EAUS programs include: Emergency Assistance, Food Pantry, Meals on Wheels, Holiday Cheer, Travelers' Aid, GED Classes, Back to School, Reading Rules!, Senior Citizens and Treasures for Everyone Thrift Store. The organization is supported primarily from community donations, "Treasures for Everyone" thrift store proceeds, and a United Way of Harrisonburg and Rockingham County Community Impact Grant. Donations may be mailed to EAUS, P.O. Box 383, Elkton, VA 22827.

The organization recently moved to a new location in the town. The building is more modern, larger, and is able to display items in a more pleasant environment for the public. In addition, the organization purchased several acres of B 2 Business property and in the future they hope to build a new complex and combine all their current locations into the same facility. This will include the Food Pantry now located on Gibbons Avenue.

Elkton Lions Club {Sponsored by the Harrisonburg Lions Club}

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

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

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

Elkton Progressive Improvement Committee (EPIC)

EPIC (Elkton Progressive Improvement Committee) was formed in 1987 to improve the image and quality of life in Elkton. EPIC is excited to celebrate over 30 years of events that promotes a positive image of the Town of Elkton. Each year EPIC hosts four events: The EPICfest Beer, Wine & BBQ Festival the third Saturday in May, the Greater Elkton Memorial Golf Tournament in the Summer, Elkton Autumn Days Arts &

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Crafts Festival the third weekend in October and the Christmas Home and Church Tour the first Sunday in December. All proceeds go directly back to the town through projects. EPIC always welcomes new members. EPIC takes great pride in the many accomplishments such as Fort Stonewall "Kid's Castle" Playground, a quarter mile walking trail and picnic shelter, "Welcome to Elkton" signs, An Honor/Memorial stone wall that encircles the top of main park, just to mention a few. Current ongoing projects that EPIC plans to complete in 2019 include a Community Pavilion to promote local gatherings in the heart of Downtown Elkton as well as the construction of a permanent LOVEwork installation in conjunction with a grant from Virginia Tourism Corporation. The group works hard to promote our motto and work with the many other organizations in the town.

Changes were implemented in 2017 at the annual Elkton Autumn Days Arts and Crafts Festival (held the third week in October) that allowed vendor spaces to be moved to a new location on Spotswood Avenue where it proved to be less crowded and allow for increased vendor participation. Attendance has increased dramatically since moving to the new festival location and offered festival attendees a chance to visit Downtown Elkton businesses the opportunity to be more visible to visitors and residents. A new event was introduced in 2017, the EPIC fest Beer, Wine and BBQ Festival. The event drew a nice crowd in its first year and it is expected to become an annual fundraiser for the EPIC group.

In addition to short term projects listed, EPIC members are active in submitting a Concept of a future Greenway to be constructed within the town boundaries. This project is currently in the planning stages and received Elkton Town Council support in fall of 2018 and will hopefully begin Phase I in spring of 2019. The greenway, when completed, will become an attraction in bringing tourism to our town.

Elkton Ruritans

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

Junior Order of United American Mechanics

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

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

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

Neighborhood Watch

The Elkton Neighborhood Watch is an organized group of volunteer citizens devoted to the prevention of crime and vandalism. We are the extra eyes and ears of the Elkton Police Department. We hold monthly meetings with a police officer or special guest speaker. Our goal is to make our community a safer and better place to live.

Veterans of Foreign Wars of the U.S.

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

This organization constructed a Memorial in Stonewall Park to honor fallen heroes of WW II and keep an American flag flying at all times. They join with the Neighborhood Watch Committee and hold a memorial service each year on November 11th to commemorate Veterans Day.

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 Miller Coors plant, and Massanutten resort. Today, the Town is primarily a bedroom community, as residents can commute easily to nearby Merck and Coors, as well as to Harrisonburg, Waynesboro, and Charlottesville.

Many of these growth changes have put pressure on the downtown as the traditional retail center of Town. The intersection of Routes 33 and 340 now is a busy hub for businesses. In addition, the construction of two

shopping centers nearby, one just inside the town limits (1978) and the other west of Town (1988), as well as the regional Valley Mall in Harrisonburg, all have provided 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 approximately 770 residents. Since 2004, the Taylor property on Mt Pleasant Rd was annexed into town boundaries and covers 17.34 acres. In July 2010, the Town of Elkton took in the Downey Knolls Sub-Division through a boundary line adjustment for a total of 9.049 commercial acres, 30.64 acres in residential and 15 acres in agriculture. The total new acreage is 72.49 acres and makes a total of 0.11 additional square miles.

In December 2016, land lying southwest of the town and running northeast along Spotswood Trail, was annexed thru a boundary line adjustment with Rockingham County. The total acreage was 5.80 acres and is in the M I Light Industrial Zoning District.

The borders of Elkton do not fully reflect these development patterns. The southeastern boundary in particular is not immediately obvious, as the Town limits do not include the developed areas east and south of the Route 33 and Route 340 intersection that are similar to the other quadrants in density and type of buildings.

CHAPTER 2 NATURAL FEATURES

LOCATION

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

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

GEOLOGY

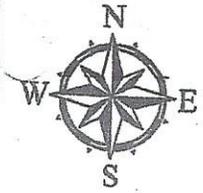
In geologic terms, the Town lies on a valley landform, part of the Valley and Ridge Province, which in turn is part of the Appalachian Valley topographic province. The Town is underlain by sedimentary rocks. Most of the Town lies on Elbrook Dolomite, a thick-bedded dolomite (estimated thickness 3,000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

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

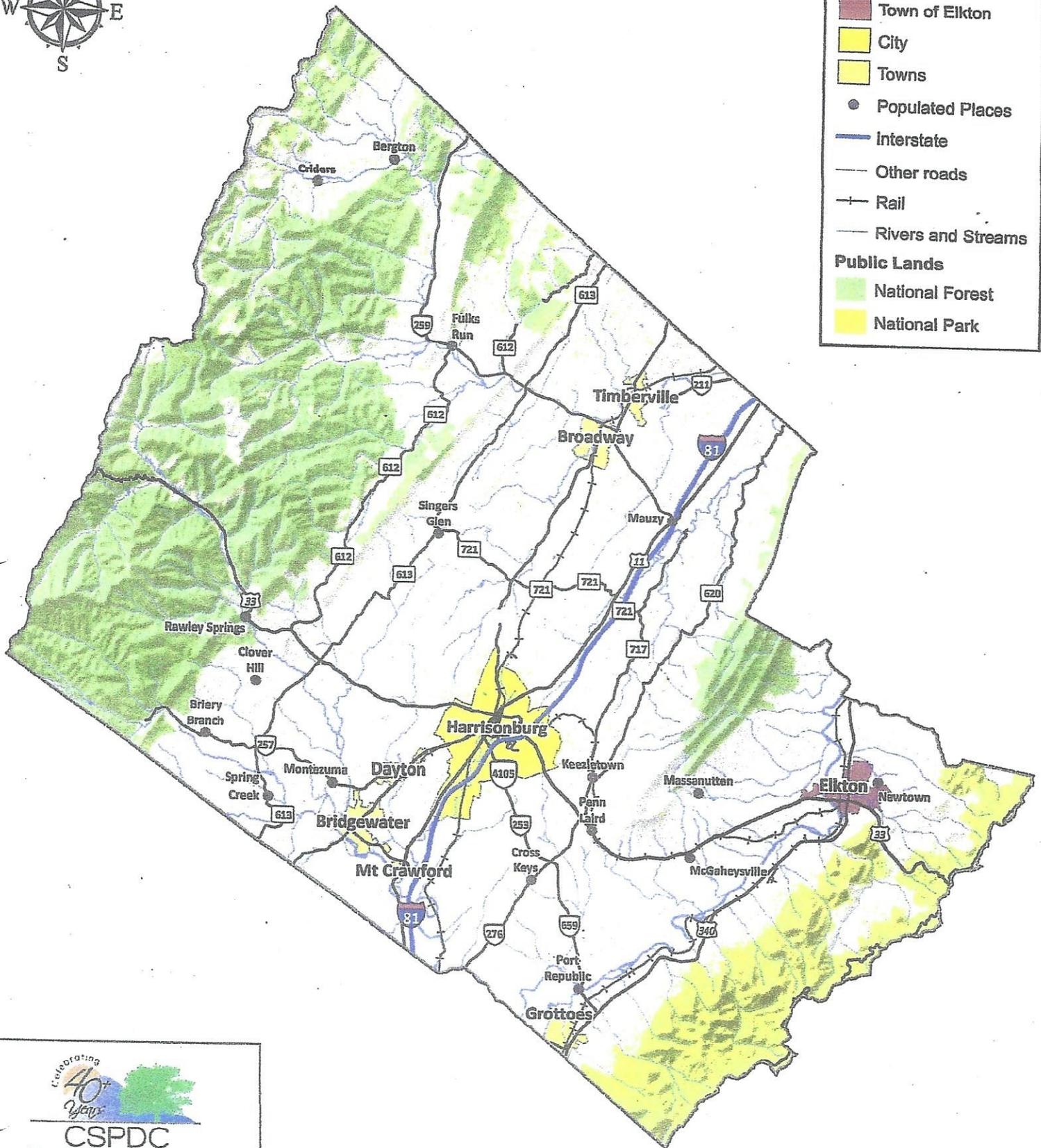
Geology influences land use planning primarily in three areas: mineral resources, geological hazards, and groundwater resources. Each of these aspects is discussed below.

Town of Elkton

Area Map



	Town of Elkton
	City
	Towns
	Populated Places
	Interstate
	Other roads
	Rail
	Rivers and Streams
Public Lands	
	National Forest
	National Park



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



Mineral Resources

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

Geological Hazards

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

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

CLIMATE

The climate of Rockingham County, and hence Elkton, is moderate. Daytime temperatures average approximately 80 degrees (F) in the summer and 42 degrees (F) in the winter. The average temperature is approximately 54 degrees (F). Temperature extremes in the cold season range from highs in the mid 70's to lows of approximately -16 degrees. Extremes during July and August range from 100 degrees to less than 45 degrees. The growing season averages approximately 166 days, with the last frost usually occurring near April 30 and the first frost occurring near October 10. May 25 and September 21 are the record frost dates.

According to a 1988 planning bulletin prepared by the Virginia State Water Control Board, prevailing winds in the Valley are southerly to northwesterly at an average velocity of 10 mph. Storms, however, can bring wind velocities of 80 mph.

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

TOPOGRAPHY

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

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

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

HYDROLOGY

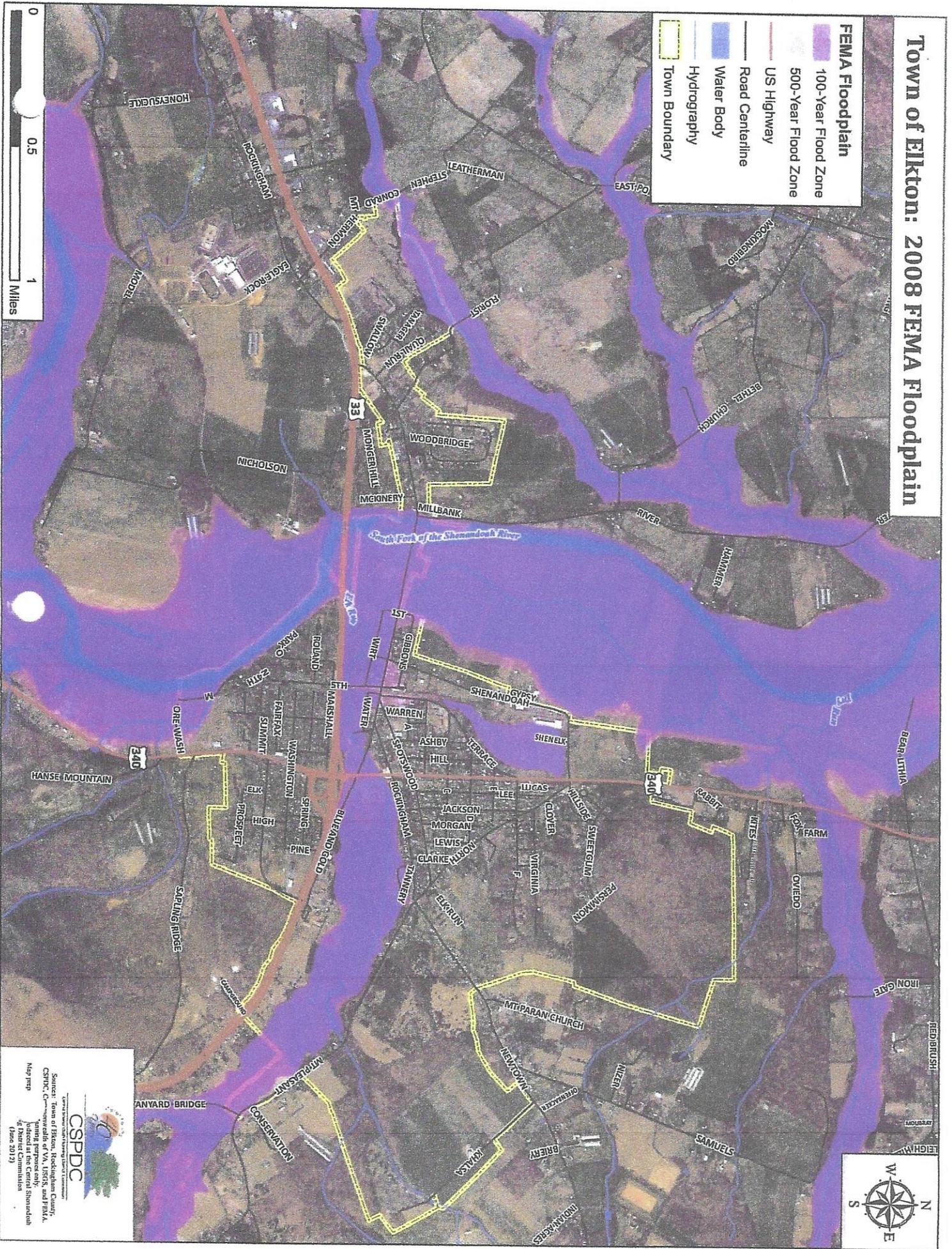
Floodplains

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

Town of Elkton: 2008 FEMA Floodplain

FEMA Floodplain

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



CSPDC
 Central Shenandoah Planning District Commission

Source: Town of Elkton, Independence County, CSPDC, Commonwealth of VA, USFIS, and FEMA. Planning purposes only. Indexed at the Central Shenandoah District Commission (June 2012)

The Shenandoah River floodplain stretches along the western corporate limits. Elk Run and Shenandoah River share a common floodplain near the Town limits. The worst flooding occurs when both streams overrun their banks. Generally most of the flooding occurs from Elk Run, which is susceptible to intense, short-duration storms that cause rapid runoff from the steep slopes at the stream's headwaters.

The 1985 & 1996 flood, caused major flooding from the River, just as identified by the map, but not very much flooding from Elk Run. One factor is the Route 33 bypass. The new roadbed improves the flow of Elk Run into the river and lessens its potential to back up into the Town.

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 supplies water through the well to the Elkwood area.

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

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

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

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

Water Resources

Quantity

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

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

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

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

The Town of Elkton draws its water from two drilled wells. The first well located in Stonewall Memorial Park, was dug in 1965 and utilizes a 30-horsepower vertical turbine pump, which discharges into an eight-inch main for distribution. The well is operated 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 rate less than 220 gallons per minute prevents major sand and silica problems. This results in a dependable yield of 0.316 million gallons per day.

A new well referred to as *Elkwood I Well* was connected in 2010 and is being used as a primary source of water for the town. *Reference Chapter 9, Community Facilities-page --*

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

Quality

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

SOILS

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

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

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

Moderate Limitations for Development

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

Severe Limitations for Development

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

The most dominant soil type in the Town limits is Unison fine sandy loam (71B2), which is gently sloping and well drained. This soil is moderate in terms of permeability, water capacity, shrink-swell potential, and erodability. Surface runoff is medium. Natural fertility and organic matter tend to be low.

Permeability rates that are unacceptable for septic tanks are a severe limitation for development unless a public sewer line is available. Also, most soils with slow percolation rates carry a shrink-swell potential that makes them poor sites for construction. Much of the land surrounding Elkton is unsuitable for septic systems. This makes development potential partially reliant on sewer service.

DEVELOPMENT CONSTRAINTS

Slopes

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

Drainage

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

Floodplains

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

Revision 2018

Sinkholes/Faults

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

Soils

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

Springs

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

DRAFT

CHAPTER 3 CULTURAL/RECREATIONAL RESOURCES

HISTORICAL SITES

Elkton has a number of historic buildings dating from the early 1800s to the early twentieth century. The oldest buildings are two antebellum houses and Conrad's Store, which dates from 1845-60. These buildings attest to the period in Elkton's history when the area was a sparsely populated farming community. During the Civil War, the Jennings House (Town Hall) served as a hospital, while the Miller-Kite (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 located in New Market.

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

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

The Town 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 Jennings House Dwelling/Town Hall: 1850s 2-story plus basement, 5-bay Italianate design; remodeled into town hall, porches added to back. The Library has merged with Massanutten

Regional Library and moved to a new location. Served as a military: hospital during Civil War. It was closed to the public for renovating. The Elkton Police Department and Town of Elkton staff now operate out of The Elkton Area Community Center located at 20593 Blue & Gold Dr. in Elkton, Virginia.

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

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

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

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

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

Stonewall Park 9/11 Memorial.

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

Stonewall Park Veterans Memorial

The Veterans of Foreign Wars was constructed in honor of WW II soldiers killed in action. It is the site where the Neighborhood Watch Group holds the Veteran's Day program annually on November 11th.

Shenandoah National Park Chimney

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

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 in the east part of the town limits for future recreational facilities. Upgrades occurred in early 2018 when Fort Stonewall, a wooden stick built play area, was found to be deteriorating and deemed unsafe. The fort was demolished and upgraded to new equipment which meets guidelines under state codes. Additional equipment is to be added as funds become available.

There is much potential for additional smaller parks to be developed. For example, a waterside park could be made on Elk Run Creek 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 pedestrian's downtown.

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

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

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. In 2017 Game & Inland Fisheries rebuilt the boat landing located on the land.

Shenandoah National Park

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

Massanutten Resort

Massanutten Mountain, a few miles west of Elkton, has been developed as a successful ski and recreational resort. The Massanutten area has extensive time share units that have been built in the last 20 years as well as a community of year around homes. Elkton is the closest incorporated community.

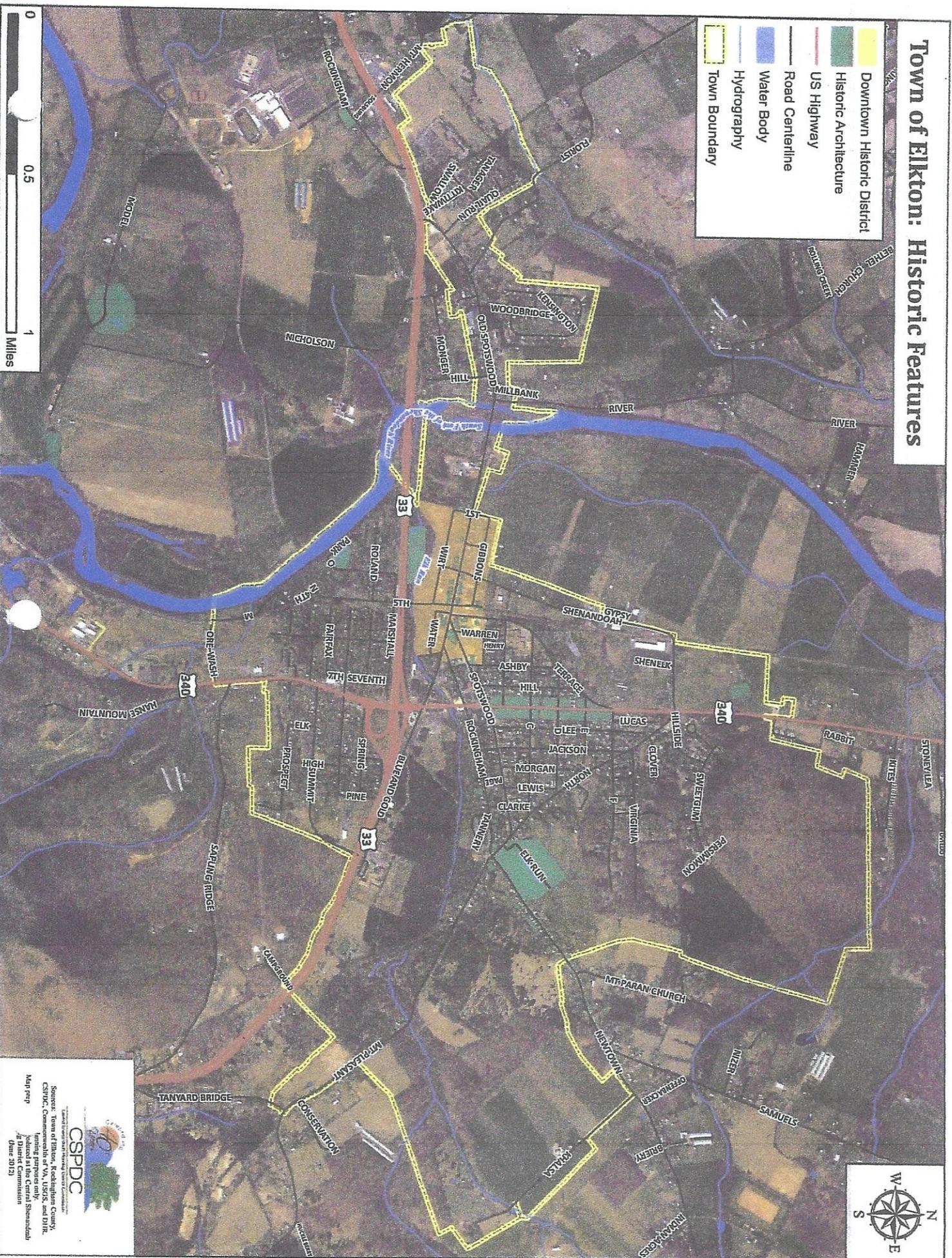
TOURISM POTENTIAL

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.

Town of Elkton: Historic Features

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





 Sources: Town of Elkton, Rockingham County, CSPDC, Commonwealth of VA, USGS, and DHR.

 Map prep

 published at the Central Shenandoah

 District Commission

 (June 2012)

CHAPTER 4 DEMOGRAPHICS AND POPULATION

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

POPULATION TRENDS

Population Growth

In the past 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, 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 final count taken 2000 to 2010 census figures showed an increase of 683 people or 33.5 percent. (See Table 1) pg 33. The population growth increased dramatically due to the annexation which occurred January, 2004. In 2017 the population increased by 133 people and the percentage of growth was 4.5%

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. In 2010 the ratio decreased to 2.80 percent. 2017 estimates show the ratio remains about the same at 2.81%.

Population Density

According to the U.S. Census, the Town of Elkton in 2000 encompassed 1.4 square miles. This yields 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, yielded a population density of 1,064 persons per square mile. In 2010 the Town of Elkton gained another 0.11 square mile thru boundary line adjustments making a total of 2.75 square miles, yielding a population density of 1051 persons per square mile. Rockingham County had 79.6 persons per square mile in 2000 and in 2009 and increase in population density to 80 persons per square mile. U S Census Bureau estimates for 2018 lists density for Elkton at 899.5 persons per sq. mile, while Rockingham County estimates list a small increase in density upward to 92 persons per sq. mile.

David Kite property, which totals 17.49 acres was taken into town in 2008. In July 2010 a boundary line adjustment between the Town and Rockingham County took in Downey Knolls Sub-Division for a total of 30.64 acres.

In addition, Elkton Plaza West added 9,049 acres (B 2 Business) with an undeveloped 15 acres zoned as (A-Agriculture). Although the square mileage increased 0.11 percent (72,486 acres) for a total of 2.75 sq miles, the population did not increase. In 2018, The David Kite property remains farm land and the developer has begun to build the proposed project known as Downey Knolls with new residential dwellings occupants attributing to some of the growth. The latest property taken into town limits, via a boundary line adjustment is located between Solsburg Rd. and the intersection of Spotswood Tr./Rockingham Pike. The total acreage equals 5.80 acres. This is zoned M I Light Industrial so no population increase is recorded. The sq mileage on Elkton's Official Zoning Map is listed at 2.78 sq. miles and is equal to 20 acres more or less.

TABLE 1 POPULATION CHANGE 1940 - 2017

Census	Elkton	% Change	Rockingham County	% Change	County plus City	% Change	Planning District	% Change
1940	1,050	-	31,289	-	40,057	-	134,954	-
1950	1,361	29.6	35,079	12.11	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	2042	5.0	67,725	9.20	108,988	24.0	258,789	19.01
2010	2726	33.5	76,314	12.7	125,228	14.9	286,781	10.8
2017	2,859	5.0	80,227	5.1	133,541	6.6	-	-
Avg Growth		1.74%						8.37%

NOTE: In 2004 the Town of Elkton took in 727 residents through annexation which accounts for a drastic increase for the 2010 census.

Facts and Figures 2010 Central Shenandoah Valley Region
Source: US Census Bureau 2000 and 2010

Rev.2017

Area Population

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

Population Projections

To provide an estimate of the population of Elkton in future years the Virginia Employment Commission (2006) were used. Rockingham County was projected to reach a population of 73,899 in 2010 but the final count was 75,962. Assuming that Elkton would maintain the same proportion of county population (4.0 percent) as it read in 2004, Elkton's population was projected to be 2,948 in 2010. With two major proposed developments on hold and a third development annexed in July 2010, the population should increase and reach former projected levels made for 2010 in the next decade ending 2020. The average annual growth rate should be approximately (1.5 percent) possibly even lower at (1.37 percent) over the next 10 year period. Excluding any annexation the population should total near 3,000 people in 2020. Rockingham County was projected to grow to 79,899 by 2020 for an annual rate of (0.8 percent); Elkton would grow to 3,000 by 2020 at the same rate.

Harrisonburg was 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 3,000 in 2020 and 3,300 in 2030.

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 2017 is shown in Table 3.

**TABLE 3
SUMMARY OF AGE GROUPS
2009-----2017**

Age Range/Elkton	Number of Persons		Percent of Population	R/Ham Co	Percent of Population
< 5 years	170		5.5 %	4,610	6.3 %
5 to 9 years	165		5.8 %		
10 to 14 years	186		6.5 %		
15 to 19 years	174		6.1 %	18 to 64 years 56,248	76.5 %
20 to 24 years	179		6.2 %		
25 to 34 years	359		12.2%		
35 to 44 years	322		11.2 %		
45 to 54 years	400		14.0%		
55 to 59 years	146		5.1 %		
60 to 64 years	142		5.0 %		
65 to 74 years	260		9.0 %	65 yrs. Up 10,319	14.0 %
75 to 84 years	168		5.9 %		
85 years and older	65		2.3 %		
4.7 % margin of increased population 133 people			95% +/- 5 % Err	71,177	96.8% +/- 4 % err

www.surburbanstats.org

RACE AND SEX

Race

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.

In 2010 Elkton showed a decline in the white population down to 91.8 percent, 7.4 percent are black and other races make up less than 1.0 percent of the population about 2.1 percent were of Hispanic origin.

2016 statistics show an increase in the white population of 93 percent while African American decreased to 3 percent. 1 percent were of Hispanic origin with all others below 1 percent.

Sex

In 2009, Elkton residents were 58.0 percent female. In 2017 that number decreased to 51 percent. Males make up 49 percent of the town's population.

HOUSEHOLD SIZE

The 2009 figures continue to increase for the Town at 38.5 percent owner occupied units and 61.5 percent renter occupied units. In Rockingham County the figure was 7.4 for owner occupied units and 2.6 renter-occupied units.

In 2017, Town Housing Units, 1,387 existing with 52.6 percent owner occupied and 33.5 percent renter occupied. Vacant Housing Units total 13.9 percent.

Ref: Elkton Virginia Basic Facts/Home Town Locator 2017

CHAPTER 5 HOUSING

HOUSING CHARACTERISTICS

Housing Trends

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

Table 4 Housing Supply

Table 5 Total Housing Units & Tenure

	2000	2010	2017			2000	2010	2017
Single family units	594	738	918		Owner occupied	492	692	730
Multi-family units	283	418			Renter-occupied	370	425	464
Mobile Homes/Other	7	4	4		Vacant units	57	153	193

Source U.S. Census Bureau 1990-2009

Source U.S. Census Bureau 119-2009
2010 Zoning Review for the Town of Elkton

[HTTP://virginiahometownlocator.com](http://virginiahometownlocator.com)

Revision of this year's Comprehensive Plan includes a break-down by R 1 thru R 8 residential zoning districts located in the Town. Our long range outlook in the Comprehensive Plan has established percentages for each zoning district and plays a vital part in the planning commission's decisions regarding new rezoning requests. *Please reference "Housing Inventory Survey". Pg. (39)*

The median value of owner occupied housing units increased to \$170,800 for the period ending 2009. This value compares to \$184,500 for the county.

2010 HOUSING INVENTORY SURVEY, for the Town of Elkton analysis, revealed that 63 non-conforming multi-family dwellings exist in residential areas while 47 conforming single family attached dwellings exist in zoning districts as permitted uses. Some non-conforming units exist due to annexation.

2017 HOUSING INVENTORY SURVEY (12) new single family attached dwellings have been constructed since the 2010 Inventory along with 8 duplex units and 4 town houses.

DRAFT

2017 HOUSING INVENTORY for the Town of Elkton

A. Residential Zoning

The Town of Elkton currently has 8 residential zoning categories. The following is a summary.

Note: R8 numbers are derived from proposed master plans that were used for reference purposes

Zoning	Lots with dwelling Structures 2017	% of Structures that are occupied by the owner(s)	Lots Vacant	Percent Vacant	Total Lots	% overall residential zoning
R1	0	0	0	0		0
R2 21+	167	87%	56	25%	223	8%
R3 Single Family 5+	358	79%	21	50%	1054	39%
R8 as R3	0		675			
R3 multifamily non conforming	56	100%	0	0%	0	0%
R4 Single Family 5+	226	73%	71	23%	297	11%
R4 Single Family Attached 8+	12		67	83%	*79 Added 10 new lots	3%
R4 multifamily non conforming	7	100%	0	0%	0	0%
R5 Single Family 3+	167	85%	0	0%	167	6%
R5 Single Family Attached 4+	47		26	76%	712	26%
R8 as R5	0		639			
R5 Multifamily > 4	0	0	0	0%	0	0%
R6	162	100%	44	21%	206	7 %
R7	0	0	0	0%	0	0%
Totals	1202	Not Updated 2017-	1592	-	2738*	100%

Housing Type	Existing	Potential to be built	Total potential units	Percent of Total
Single Family 34+	918	820	1738	62%
Single Family Attached 12+	59	735	794	28%
Multi – family >4	225	44	269	10%
Totals	1156	1635	2791*	100%

- Totals vary by 63 units due to non conforming use apartments

B. Business Zoning

The Town of Elkton currently has 3 Business zoning categories. The following is a summary.

Zoning	Lots with business structures	Percent of Lots with structures that are actively used for Business	Lots Vacant	Percent Vacant	Percent of overall business Zoning
B1	48	81%	6	11%	36%
B2	49	69%	45	48%	64%
B3	0	-	0	-	-

C. Industrial Zoning

The Town of Elkton currently has 2 Industrial zoning categories. The following is a summary.

Zoning	Lots with Industrial structures	Percent of Lots with structures that are actively used for Industry	Lots Vacant	Percent Vacant	Percent of overall Industrial Zoning
M1	12	100%	16	60%	100%
I1	0	-	0	-	-

D. Conservation Zoning

The following is a summary.

Zoning	Lots with structures	Lots Vacant	Percent Vacant
C1	4	4	50%

E. Agricultural Zoning

The following is a summary.

Zoning	Lots with structures	Lots Vacant	Percent Vacant
A1	4	4	50%

F. Special use Permits

The following is a summary.

Zoning	No. of permits issued	Types of Permits issued
Residential	3	2 nursing homes , Cemetery,
Business	1	Warehouse to store wine/Special exception
Industrial		
Agricultural		

G. Home Occupation Permits

The following is a summary.

Types of Permits issued	Number of permits issued
Hair cutting	2
House Cleaning	2
Brick Layer	1
Carpenter	1

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 1990 and 2000. The annexation of 2004 added about 295 units to the total, but the exact age of these units is not available. Beginning in 2006 thru 2010 a total of 45 single family homes were constructed. From 2011 thru 2017 a total of 33 single family homes were constructed. Additionally, in the same time frame 8 duplexes were constructed and 4 townhouses.

Table 6
Age of Housing Stock
Town of Elkton

Yr structure built	Elkton	%	Rockingham County	%	City of Harrisonburg	%
1990 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

. Excludes apartments.

Single Family Homes Permits issued 2006/2010		Single Family Homes Permits issued 2011/2015		Single Family Homes Permits issued 2016	
2006	17	2011	1	2016	7 + 1 Dupx
2007	7	2012	3 + 1 Dupx	2017	5 + 2 Dupx
2008	9	2013	4		
2009	7	2014	8		
2010	5	2015	5 + 5 Dupx		

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

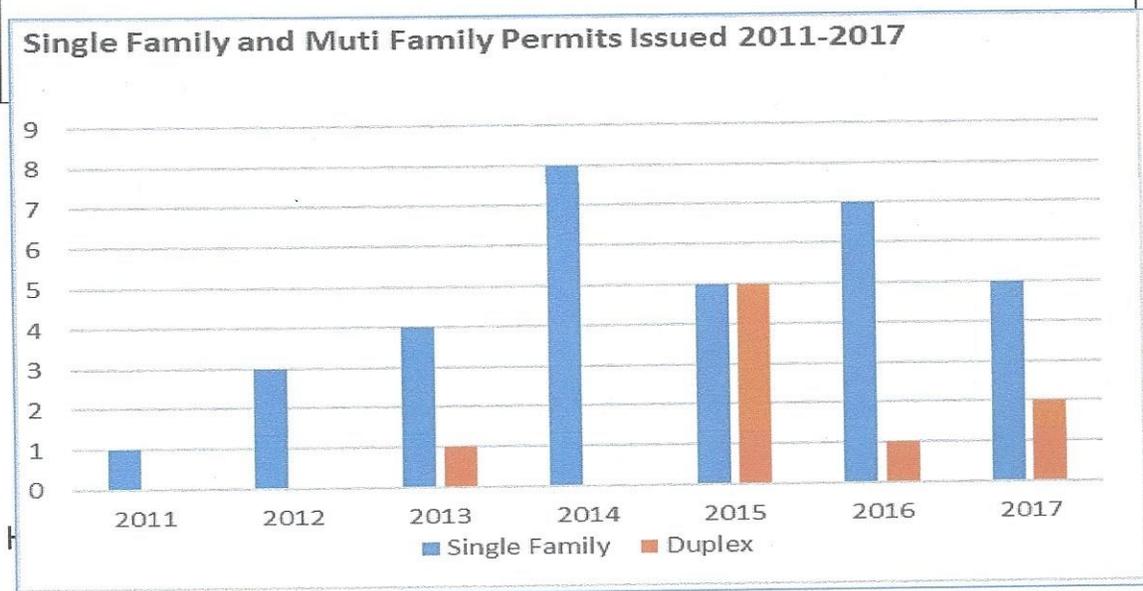
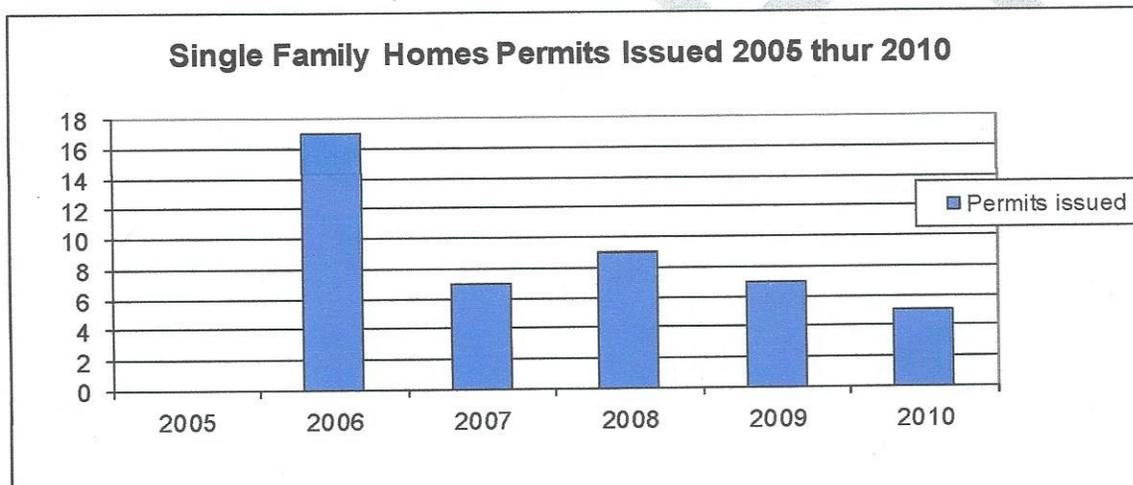
Sewer service is currently available to all town properties. A small number of annexed residents have chosen not to connect to the sewer. Recently, new sewer lines were installed to annexed areas on Newtown Rd., Mt. Pleasant Rd., and N Eastside Highway but the number of residents connecting to the lines is still being surveyed. The percentage will be determined by the property owners who still have wells and a working septic system and choose not to connect immediately

HOUSING INVENTORY

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 are being 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 the 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.

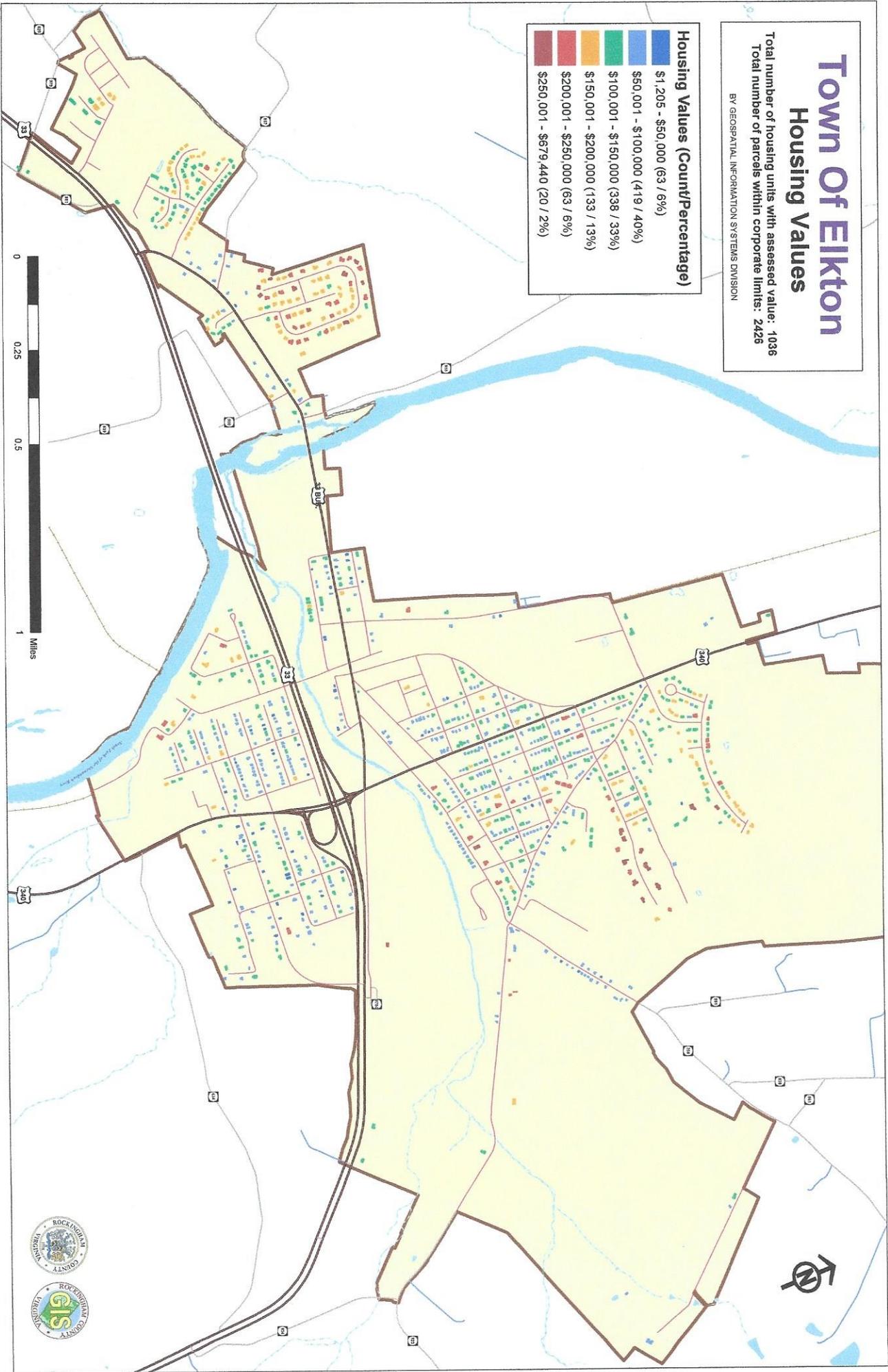


MAP H

Town Of Elkton Housing Values

Total number of housing units with assessed value: 1036
 Total number of parcels within corporate limits: 2426
 BY GEOSPATIAL INFORMATION SYSTEMS DIVISION

Housing Values (Count/Percentage)	
\$1,205 - \$50,000	(63 / 6%)
\$50,001 - \$100,000	(419 / 40%)
\$100,001 - \$150,000	(338 / 33%)
\$150,001 - \$200,000	(133 / 13%)
\$200,001 - \$250,000	(63 / 6%)
\$250,001 - \$679,440	(20 / 2%)



CHAPTER 6 ECONOMY

BUSINESS SECTOR

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

Within Elkton, most of the businesses are located in the traditional downtown, especially on Business 33 (Spotswood Trail) and Spotswood Avenue and Rockingham Street. Newer businesses have tended to locate along the Route 340 Corridor and a new shopping center was built in 1978 in the previously undeveloped northwestern corner of Town. In 2010 the Town averaged approximately 202 business licenses. Approximately 14 percent of these are home occupations and professional licenses.

Latest results show 169 business licenses issued in 2017, approximately 15 percent of these are home occupation 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 currently inactive. However, with the assistance of the Town Manager and Town Council the Elkton Economic Development Committee has been organized and assigned the task of attracting new business, tourism and turn around existing attractions into providing revenue for the Town.

A comprehensive examination of businesses and business properties was conducted in February 2010 in order to gauge what services and industries the town currently has and to probe what services and industries the town needs. At that time there were approximately 33 vacant properties and 156 current operating businesses in Elkton town limits. Currently, there are 13 vacant properties and 120 businesses operating in Elkton town limits.

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

<i>INDUSTRY/BUSINESS CATEGORY</i>	<i>No. of Elkton Businesses 2010</i>	<i>No. of Elkton Businesses 2017</i>
Accommodations and Food Services	34	16
Arts, Entertainment, and Recreation	8	8
Healthcare and Social Services	7	7
Professional, Scientific, and Technological Services	9	16
Real Estate, Rental and Leasing	3	1
Transportation and Warehousing	2	2
Construction	11	10
Finance and Insurance	12	8
Information	1	1
Manufacturing	1	0
Retail Trade	64	56
Utilities	4	4
Lawn Care		2
Cleaning/Housekeeping		5

Businesses were categorized by the North American Classification System
Town of Elkton Economic Development Plan by James Madison University
2010

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 MillerCoors.

James Madison University, Massanutten Resort and Sentara Rockingham Memorial Hospital offer many positions for those willing to commute daily.

Industries in the Elkton Area

Adolph Coors Brewing Co. <AKA MillerCoors
* JACO Racing Products
K & K Machining, Inc.
Merck & Company
* Ran Mar
*Rockingham Redi-Mix, Inc.
*Shen-Valley Drywall aka Maco
Vulcan Materials.

Brewery
Tires for Remote Control Cars
Machine Shop
Pharmaceuticals
Heavy Equipment/Paving
Concrete
Drywall Installation
Crushed Stone & Lime

+

* *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 Valley Mall and other stores in Harrisonburg, just 14 miles away and Ruckersville 14 miles away. Charlottesville also is less than 40 miles away. The downtown contains mostly specialty stores and services. The Shen Elk Plaza hosts an Emporium which contains variety shops.

Professional services, such as banks, medical and dental offices, insurance agencies, hair salons, pet grooming, nursing homes, and realtors all are represented in Elkton.

The Town recently adopted a new ordinance approving "Short Term Rental" aka AIRBB, in single family detached dwellings in R1 thru R4 zoning districts. Rentals will require use of a Special Exception Permit to be issued by Elkton Town Council, a Business License and fees to be collected by the Town Treasurer for lodging tax. The Town hopefully will capture some tourism from James Madison University's overflow during special events.

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. In 2007 a large Water Park was constructed and is an added attraction. The village is a significant employer, mostly in the services sector. Though Elkton has benefited from the tourism draw they have not been able to leverage it to the point where businesses are attracted to move this far east of Massanutten with their products. The town lacks a destination hotel/motel east of the village. An upscale restaurant would be ideal for the local economy since most of the local restaurants offer fast food while other

serve specialty or gourmet food. Several antique shops are open for shopping and browsing and are accessible with downtown parking.

The town boasts several businesses that depend upon internet sales to keep them afloat. With these extra dollars they are able to replenish the tax base for the Town.

EMPLOYMENT

Commuting data, listed in the census notes the average commute for residents is 24.5 minutes, slightly less than the 2000 figure of 25.9 minutes. This commuting time is longer than the average for all county residents (22.0 minutes). It is also higher than many of the towns, cities, or counties in the district. Of the 2000 Census designated places (CDP's) nearby Massanutten CPD, at 29.5 minutes, had one of the largest commuting averages in the district. However, records indicate that it fell to 23.8 minutes in the 2009 census thus leaving Elkton as the highest of all county towns. Clearly, many Elkton workers commute to destinations outside of the Town. Many employers are located in the county and Elkton is within commuting distance of Harrisonburg, Charlottesville, and Waynesboro, and the counties of Albemarle, Augusta, Page, and Shenandoah.

2017 Commutes Times

Bridgewater	Broadway	Dayton	Elkton	Grottoes	Massanutten CDP	R/Ham Co
15.4	21.4	15.6	24.5	22.8	23.8	22.0

Since no new industry has located in the area the commute times remain the same as the last revision of the Comprehensive Plan 2013

The industries that employed Elkton residents in 2005-2009 reflect the same trends. Records from the latest census data 2005- 2009 reveal the labor force (population 16 years old and older) stood at 1,222 persons (59.1 percent) of the town's populace

- Agriculture, farming, fishing, mining and forestry occupations (0.4 percent)
- Construction and manufacturing (29.5 percent)
- Wholesale and retail trade (23.1 percent)
- Transportation, warehousing, utilities, information, finance, insurance, Real estate, rental, leasing, (7.6 percent)
- Professional, Administrative, public administration, waste management , other Services (15.8 percent)
- Educational services, health care, social assistance, entertainment, Recreation, accommodations, and food services. (23.5 percent)

99.9 percent

EDUCATION of POPULACE

According to the 2010 census 71.8 percent of Elkton's populace over the age of 25 had graduated from high school. 2017 data shows an increase to 85.6 percent. In 2010 data shows 11.6 percent of the populace had earned a Bachelor's Degree. 2017 shows an increase to 18.9 percent.

INCOME

In 2009 the median household income for Elkton residents was \$43,475, (\$51,432 for the county and \$60,316 for state). Per capita income was \$22,424 for Elkton (\$24,656 for the county and \$31,006 for the state)

Compared to the county, Elkton has a slightly lower household income and lower per capita income. However, the poverty rate in Elkton at 11.3 percent nearly doubled the poverty rate of 5.7 percent for the county. The state total of 7.2 percent remained well below that of the Town of Elkton.

2016 figures reflect the median income for Elkton residents increased upward to \$42,261 with a per capita income of \$22,588 (with Rockingham County \$52,590 and a per capita income of \$26,658)

Data for 2016 poverty rates show Elkton had 16.0 percent of the population living below the poverty level. The same time frame shows Rockingham County had 9.7 percent of residents below the national poverty level.

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.

Recent annexation has greatly increased the opportunity for growth. Two (2) sub-divisions have the potential to be built, and additional business property has been brought into town through a boundary line adjustment with Rockingham County. In addition, sites have been zoned and approved to build duplexes and single family dwellings on the town's western boundary.

There is potential for infill development and reuse of vacant buildings. The Town also may consider the possibility of annexing additional territory, especially where town utilities are installed.

Economic Community Development Efforts

In March 2009 the Town Manager entertained the idea, along with several Council members, to form a group to be known as the (ECDC) Economic Community Development Committee. Economic development in Elkton is defined as: *Elkton's policies and services for growing the local economy in order to enhance the quality of life of its citizens.*

Many communities across the nation participate in economic development. The local meetings in town began with only several interested citizens participating, but that changed over a period of time, and as the crowd increased so did the ideas and enthusiasm. Attendees were made aware that the town's engagement in economic development is important as it should guide local policymakers and inform the public about issues relating to local economy. Economic growth is simply an increase in the size of a local economy while economic development requires that qualitative improvements occur. The Town's main focus includes an emphasis on long-term planning for a vital, sustainable community.

With the cooperation of the Town Council, Town Manager and the Economic Community Development Committee a request was given to James Madison University's Department of Political Science and Master's Degree in Public Administration Program to help develop a plan for the Town

Ref. *Economic Development Plan, Town of Elkton, February 2010.*

As recently as the early 2000's the town thrived due in large part to a civic organization known as the Elkton Downtown Revitalization Cooperation (ERDC) but they are inactive at this time due to lack of funding.

A manual of occupied and vacant business properties located within town boundaries is available at the Municipal Office located at 20593 Blue & Gold Dr. Elkton, Virginia.

Town of Elkton Economic Development Plan
Manual
Feb 2010

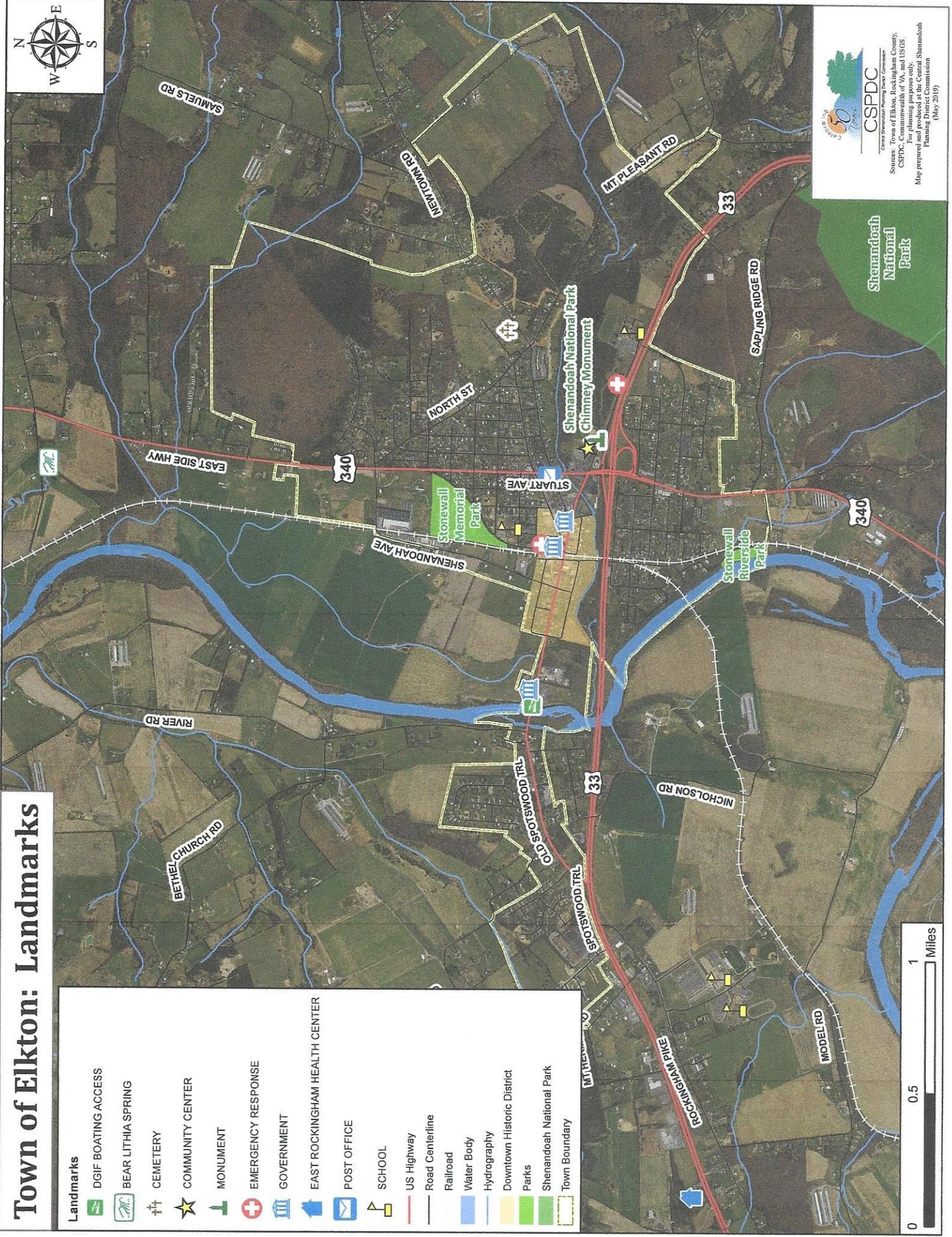
Members of the ECDC group requested, and were granted, permission to host a Christmas Parade in December 2010. This became an annual event since positive response was received. The event is scheduled to coincide with other festivities being held during the same weekend. The idea behind the ECDC hosting the event was an effort to allow vendors and merchants to participate and promote some income for the Town

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 are 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.

Town of Elkton: Landmarks

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



CHAPTER 7 GOVERNMENT STRUCTURE AND FUNCTION

TOWN GOVERNMENT

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

Town Council

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

The Town Council has six standing committees that meet to study proposals and recommend actions concerning their specific area to the full council. The standing committees are Electric; Finance; Personnel; Public Health; Public Safety & Ordinances; Streets & Sidewalks; and Water & 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 the Elk Run Cemetery and serve at the pleasure of the Town Council. The Planning Commission studies all requests for rezoning and related land use issues and recommends appropriate action to the Town Council. The commission works with the town Zoning Administrator. Six of the Planning Commission members are appointed by Town Council from the town at large for four-year staggered terms. The seventh member is as 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.

Town Manager

The Town Manager is responsible for the management of the day-to-day activities of the town in accordance with Town Council policies and ordinances and State and Federal laws. He/she supervises five

departments that conduct the day-to-day business: Public Works, Zoning/Cemetery, Treasurer, Community Center Administrator and Police.

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

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

The Zoning Administrator works independently and accepts responsibility to review plats submitted by developers and/or town residents. The Zoning Administrator provides support for the Planning Commission. In addition he/she attends the monthly Planning Commission meetings and any additional special meetings, tracks issued zoning permits, and is responsible for collecting the correct fees for each separate category. Any rejected issues may be appealed through the local Board of Zoning Appeals.

The Police Department consists of the Chief of Police, one Lieutenant, one Sergeant, and three officers. The Chief of Police is responsible for public safety and law/ordinance enforcement.

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

REVENUES

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 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 improvements programs without having to resort to borrowing for funds. When sizable development programs are required, however, borrowing money 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 2010, and 2017.

TABLE 7
TOWN OF ELKTON REVENUE
2010 and 2017

REVENUE	2010	2017
FROM LOCAL SOURCES		
<i>General Property Taxes & Sale of Property</i>		
Real Estate	\$155,142	\$167,423
Personal property/machinery and tools	45,729	58,822
Public service corporations property		
Penalties and interest	<u>8,335</u>	<u>3,830</u>
<i>Total general property taxes</i>	209,206	\$230,075
<i>Other Local Taxes</i>		
Local sales and use	93,896	121,686
Consumer utility	55,424	51,192
Business Licenses	90,344	95,639
Franchises Licenses		0.00
Motor Vehicle Licenses	44,716	43,388
Bank Stock	97,730	99,126
Meals	493,021	702,989
Cigarette Tax		<u>75,000</u>
<i>Total other taxes</i>	875,131	\$1,189,020
Fines and forfeitures	26,595	19,809
Permits, Privilege Fees, & Regulatory	17,832	4,778
Licenses	77,975	n/a
Use of money and property	150,203	10,284
Community Center Revenue	69,552	97,444
Charges for sanitation, waste removal & other	<u>645</u>	180,568
Charges for recreation	298,375	77,200
Mowing & Brush Grinding		<u>1140</u>
<i>Total charges for services</i>	73,317	356,442
Misc/ HEC rollover/Contributions		0.00
Ins proceeds/Comm.Ctr./Other		35,567
Total	1,502,473	1,811,104
% of Total	73.5%	71.6%

REVENUE (CON'T)	2010	2017
County	\$ 66,500 3.2%	\$66,500 2.7%
Commonwealth		
ABC profits and wine taxes	0	0
Rolling stock taxes	3,234	3,581
DJCP grant for law enforcement	0	0
Law enforcement grants, 599 funds	50,890	50,088
Law enforcement special	0	0
Personal property tax reimbursement	28,097	28,097
Fire protection grant	8,000	10,000
Virginia Commission for the Arts	0	0
State Wildlife Grant		47,842
Street and highway maintenance	<u>353,010</u>	<u>475,008</u>
	443,231	614,616
Total State	21.5%	24.2%
% of Total		
FROM THE FEDERAL GOVERNMENT		
DMV grants-police/Dept. CJS	5,191	2,448
US Forest Service Grant	<u>13,361</u>	<u>0</u>
Total Federal	18,552	2,448
% of Total	1.8%	1.0%
TOTAL REVENUE	<u>528,283</u>	
	<u>2,030,756</u>	<u>2,529,539</u>
% OF TOTAL	100.00%	<u>100.00%</u>

As Shown in Table 7, total income to the Town was listed as \$2,030,756 in 2010. The town revenues increased due in part to the new Community Center, located on Blue & Gold Drive in Elkton, which also listed a \$66,500 grant from Rockingham County as revenue. A slight increase in 2017 listed total income as \$2,529,539

Second in importance as a revenue source was State Revenues, The greatest income from State Revenues came from street and highway maintenance, which was listed at \$353,010 for 2010, with an increase upward to \$475.008 in 2017 accounting for 24.2% of all revenues.

TAX RATES AND ASSESSMENTS

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

**TABLE 8
TOWN OF ELKTON
TAX-RATES- 2017**

	NOMINAL TAX RATE PER \$100	ASSESSMENT RATIO	TAX RATE PER \$100
Real Estate		100%	.085
Machinery & Tools		100 %	.46
Merchant's Capital			0.0
Tangible Personal Property (On Fair Market Value)			.46

EXPENDITURES

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
2004, 2010, and 2017**

	2004	% OF TOTAL	2010	% OF TOTAL	2017	% OF TOTAL
General Government	\$479,029	32.8	632,709	28.4%	771,432	30.5
Public Health	345,958	23.7	411,248	18.5%	538,007	21.3
Public Works	355,853	24.3	553,972	24.8%	783,020	31.0
Cultural & Recreation	66,330	4.5	229,309	10.4%	82,712	3.3
Community Development	4,305	0.3	13,890	0.6	15,518	0.6
Debt Service	210,054	14.4	384,967	17.3%	335,188	13.3
TOTAL	\$1,461,539	100.00%	2,226,095	100.00%	2,525,877	100.00%

As shown in Table 9, during the year ending in June of 2017. The largest category was Public Works; this category includes water and sewer operations, which can be very costly. General Government was the second 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 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
2010 and 2018

ENTERPRISE FUNDS REVENUE	2010	2018
Electric Fund	1,773,575	2,050,052
Water Fund	369,718	455,098
Sewer Fund	491,640	675,954
Cemetery	37,000	43,321
Total Enterprise Fund Revenue	2,634,933	3,224,425

ASSETS AND LIABILITIES

The Town of Elkton is an economically stable community. Records indicate that Town assets are growing on a continual basis. On-July 1, 2010 the figure was \$10,497,965. On June 30, 2017 Town assets had increased to \$18,057,884.

Total Assets	2010	2018
	10,497,965	\$19,265,577

Town assets are directly affected by existing indebtedness. At years end July 10, 2010 the Town had \$5,820,578 in outstanding loans. At year's end "June 30, 2018" the town had \$7,696,406 in outstanding loans.

The remaining Government Type Activities Debt consists of General Obligation bonds, Community Center Loan, Joseph H Kite Jr. (Land, Spotswood Tr)—In addition Business Type Activities Debt include a sewer loan payable, Virginia Resources Authority loan payable, and Virginia Municipal League (Pentecostal Hill project).

Total Debt	2010	2018
	5,820,578	7,696,406

CHAPTER 8 TRANSPORTATION

TRANSPORTATION SYSTEM

Roadway Network Inventory

The Town of Elkton maintains its streets and alleys with the exception of two state routes. The Virginia Department of Transportation (VDOT) maintains Stuart Ave. (US Route 340) and Spotswood 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. There are approximately 36 miles of paved streets in Elkton. Streets have a right of way of 50-100 feet and the alleys have a right of way of 15-20 feet. US Route 33 is a limited access highway that runs through the town with access at the intersection of Spotswood Trail and an interchange at US 340.

With the passage of MAP-21, US 33 became part of the National Highway System. A soon to be completed update of the functional classifications of roadways statewide will classify US 33 as a principal arterial and US 340/Stuart Ave as a minor arterial. Newtown Road, East and West Spotswood Trail and River Road will be major collectors. Shenandoah Avenue, West C Street, North Avenue, Blue and Gold Drive, Mt. Pleasant Road and East Summit Drive will be classified as minor collectors. In 2017 Park Avenue over to Roland Ave. (includes cul-de-sac) was asphalted and became classified as an additional minor collector street. A Resolution was adopted on September 18, 2017 to add a portion of Shenandoah Avenue to become eligible for maintenance funding from VDOT.

Paving was completed from Old Spotswood Tr/N Terrace Ave. to B Street-

C Street from N Terrace Ave to N Stuart (aka Rt. 340)

B Street from Ashby Ave to N Stuart (aka Rt. 340)

F Street from Rt. 340 to Lee Ave.

Downey Knolls Sub Division added Downey Knolls Dr., Beatty Dr. and Vinny Ct.

Table 1 provides information on the functional classification of roads in the Town of Elkton.

Table 1

Route	Facility Name	From	To	Miles	Functional Class
33	SPOTSWOOD AVENUE	RTE 33	SPOTSWOOD TERRACE	1.37	Major Collector
33	SPOTSWOOD TERRACE	SPOTSWOOD AVENUE	STUART AVENUE	0.27	Major Collector
33	SPOTSWOOD TRAIL	WCL ELKTON	ECL ELKTON	1.66	Other Principal Arterial
340	STUART AVENUE	SCL ELKTON	NCL ELKTON	1.46	Minor Arterial
635	RIVER RD	RTE 33 BUS	NCL ELKTON	0.07	Major Collector
637	FLORIST RD	RTE 33 BUS	NCL ELKTON	0.11	Minor Collector
901	NEWTOWN ROAD	NORTH ROAD	ECL ELKTON	0.80	Major Collector
902	NORTH ROAD	SPOTSWOOD AVENUE	NEWTOWN ROAD	0.09	Minor Collector
902	MT PLEASANT ROAD	NEWTOWN ROAD	ECL ELKTON	0.80	Minor Collector
903	SPOTSWOOD AVENUE	NORTH ROAD	RTE 33 BUS	0.71	Major Collector

Other Transportation Systems

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

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

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

Population Growth

As discussed in **Chapter 4: Demographics and Population**, Elkton has experienced relatively moderate growth since the second half of the twentieth century and expects this trend to continue. Elkton's population in the 2010 Census was 2,726 people with an upward trend to 2859 as of July 1, 2017. Virginia Employment Commission projections estimate that the Town's population will grow to 3,374 people by 2020, excluding annexations. This modest growth should not exceed the capacity of Elkton's existing transportation network.

Employment Rate

For the year ending Dec 2017 the unemployment rate for the Town of Elkton was 2.5% which makes the area a more desirable place to live when compared to state and national rates of 3.8% and 4.7% respectively.

{areavibes.Inc 2010- 2018}

Employment Growth

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

Water and Sewer Extensions

The Town extended water and sewer service to remaining un-serviced annexed areas during the 2016/2017 fiscal year. New water and sewer lines were constructed to Mt. Pleasant Rd., Newtown Rd., and several properties on N 340 which are located in town boundaries. As discussed in **Chapter 9: Community Facilities**, water and sewer service was extended to the Pentecostal Hill neighborhood in 2006, but many households have elected to remain on well and septic systems, despite being located within the Town limits.

Previous Transportation Plans

Elkton 2020 Transportation Plan

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

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

Although a wide variety of other modes of travel were examined in the study, not all modes were financially feasible for a town of Elkton's size, nor are they necessary. A para-transit service is the only other mode of transportation directly available in Elkton. However, within a short drive of Elkton there are a number of other modal options. Taxi and intercity bus services are available in Harrisonburg, located about 15 miles to the west. Intercity rail is available in Staunton, located about 30 miles to the southwest. Additionally, commercial air travel is available out of the Shenandoah Valley Regional Airport, located about 20 miles southwest of Elkton.

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

Golf Cart Study

A golf cart study was begun in 2010 with the idea of alternative transportation for short distance trips. Allowing golf carts on certain streets would make travel within town cheaper and easier for citizens. Only street legal carts would be allowed to operate as detailed in the new ordinance. The same requirements would be implemented for the carts versus driving an automobile since a valid Virginia driver's license would be required along with liability insurance. Streets will be marked to identify the designated routes. In addition, carts may not travel on streets with a speed limit greater than 25 miles per hour, nor will they be able to cross streets with a speed limit greater than 35 miles per hour.

On June 20, 2011 the Town Council passed an Ordinance Amendment to Chapter 158 of the Town Code under Vehicles and Traffic, Article VII *Operation of Golf Carts on Public Highways*.

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

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

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

Recommendations from the Study include:

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

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

NEEDS ASSESSMENT

Problem Areas

Pedestrian and Cyclist Network

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

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

Parking

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

RECOMMENDATIONS

1. Spotswood Trail Bridge Over Elk Run

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

Cost Estimate:

Dependent on location and type of bridge. A free standing footbridge for the approximately 50 ft span would cost \$2.5 million.

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

Short term: install new stop sign at proper mounting height for the westbound approach and install advance warning flashers on existing signs for the main roadway.

3. Old Spotswood Trail from Corporate Limits of Elkton (Rt. 33) to Spotswood Tr. /Terrace Ave. Long term reconstruct to urban three-lane standards.

**Table 11 Town of Elkton
Traffic Counts-2009**

*AADT: Annual Average Daily Traffic

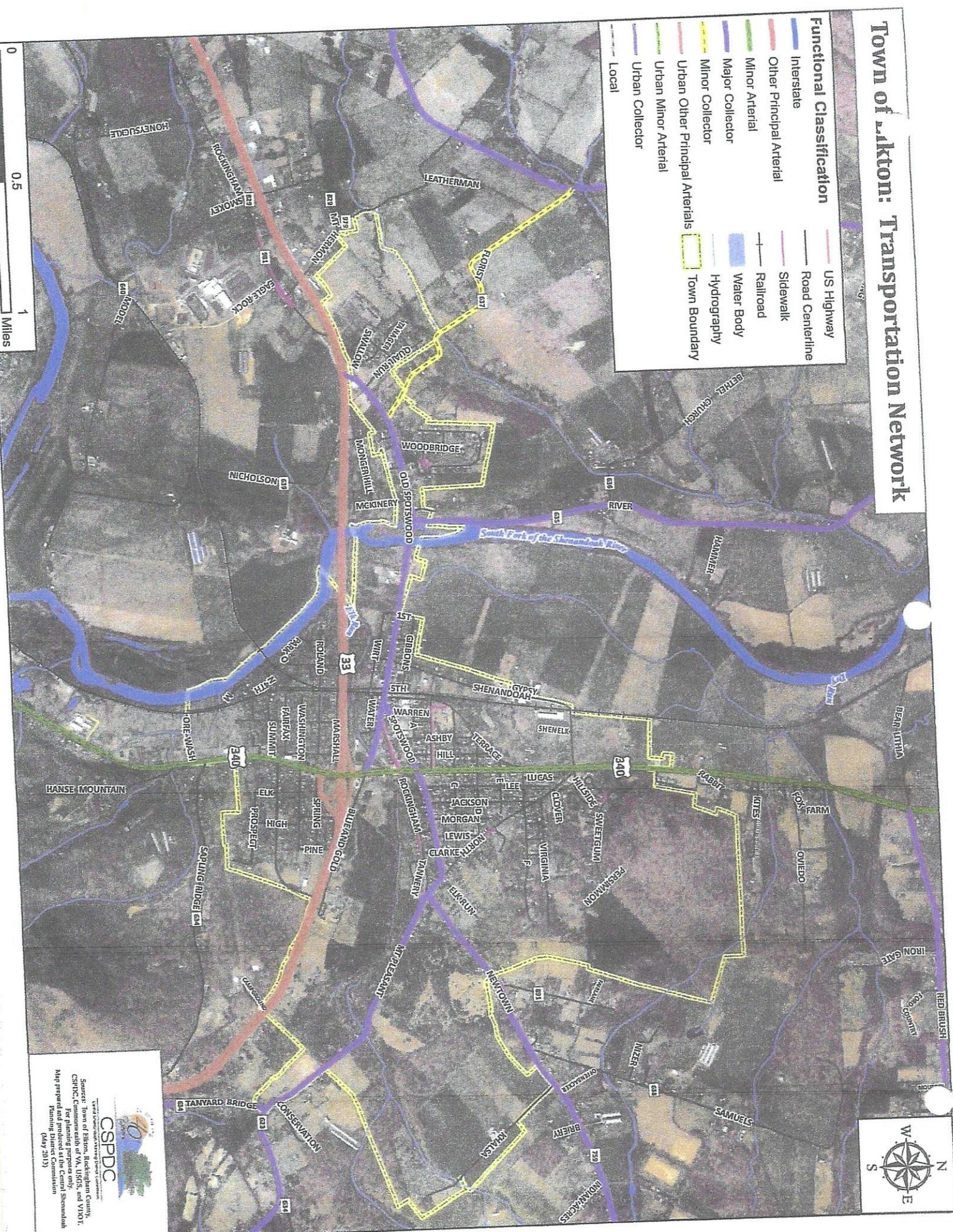
FACILITY	FROM	TO	FUNCTIONAL CLASS	AADT*
SPOTSWOOD AVENUE	RTE 33	SHENANDOAH AVENUE	Major Collector	5982
SPOTSWOOD AVENUE	SHENANDOAH AVENUE	SPOTSWOOD TERRACE	Major Collector	6567
SPOTSWOOD TERRACE	SPOTSWOOD AVENUE	STUART AVENUE	Minor Collector	3616
SPOTSWOOD TRAIL	WCL ELKTON	RTE 340	Major Collector	8631
SPOTSWOOD TRAIL	RTE 340	ECL ELKTON	Minor Collector	5790
STUART AVENUE	SCL ELKTON	RTE 33	Minor Arterial	5820
STUART AVENUE	RTE 33	RTE 33 BUS	Minor Arterial	9297
STUART AVENUE	RTE 33 BUS	SPOTSWOOD AVENUE	Minor Arterial	7729
STUART AVENUE	SPOTSWOOD AVENUE	E STREET	Minor Arterial	7729
STUART AVENUE	E STREET	NCL ELKTON	Minor Arterial	7729
RIVER RD	RTE 33 BUS	NCL ELKTON	Major Collector	1336
FLORIST RD	RTE 33 BUS	NCL ELKTON	Minor Collector	567
NEWTOWN ROAD	NORTH ROAD	ECL ELKTON	Major Collector	2714
NORTH ROAD	SPOTSWOOD AVENUE	NEWTOWN ROAD	Major Collector	3117
MT PLEASANT ROAD	NEWTOWN ROAD	ECL ELKTON	Major Collector	2811
SPOTSWOOD AVENUE	NORTH ROAD	STUART AVENUE	Major Collector	3117
SPOTSWOOD AVENUE	STUART AVENUE	RTE 33 BUS	Major Collector	4218

Town of Elkton: Transportation Network

Functional Classification

- Interstate
- Other Principal Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- Urban Other Principal Arterials
- Urban Minor Arterial
- Urban Collector
- Local

US Highway
 Road Centerline
 Sidewalk
 Railroad
 Water Body
 Hydrography
 Town Boundary



Source: Town of Elkton, Rockingham County, CSPDC. Commonwealth of VA, USGS, and VDOT. For planning purposes only. Map prepared and produced at the Central Shenandoah Planning District Commission (May 2013)



Relocate Stop Bar and Stop Sign approximately 25 feet ahead of existing location.*

Suggested Crosswalk Locations
Int. Rte. 33 Business & W. Spotswood Ave.
Town of Elkton; Rockingham County

Proposed Crosswalk Locations

NOTES:
- 4 ft. Minimum Space between Crosswalk line and Stop Bar
* - Sight Distance should be verified before Stop Bar and Stop sign are relocated.
--- Not to Scale ---

67:1

**CHAPTER 9
COMMUNITY FACILITIES**

UTILITY SERVICE AREA

Public water is available to all residents and businesses within town limits but not all residents take advantage of the opportunity to connect to the utilities; particularly residents who were taken into the town during the 2005 annexation. As of Oct. 9, 2018 the Town provided service to 1226 water customers; up from 1,134 in Oct. 2010 and 1120 sewer connections; up from 795 customers in Oct. 2010. After July 1, 2018 potentially 35 residents will have an opportunity to connect to newly installed sewer lines located along Newtown Rd., Mt. Pleasant Rd., and Eastside Highway.

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

**TABLE 12
TOWN OF ELKTON**

Residential		Commercial		Industrial	
Sewer 2017		Sewer 2017		Sewer 2017	
1 st 2,000 gallons	Add'l 1,000 gals.	1 st 2,000 gallons	Add'l 1,000 gals.	1 st 2,000 gals.	Add'l 1,000 gals.
\$23.07	\$6.93	\$23.07	\$7.22	\$23.07	\$7.79
Sewer 2018		Sewer 2018		Sewer 2018	
\$23.65	\$7.11	\$23.65	\$7.40	\$23.65	\$7.99
Water 2017		Water 2017		Water 2017	
\$10.67	\$3.48	\$10.67	\$3.48	\$10.67	\$3.48
Water 2018		Water 2018		Water 2018	
\$10.94	\$3.57	\$10.94	\$3.57	\$10.94	\$3.57

WATER SYSTEM

Water Supply

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

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

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

Distributions System and Identified Problems

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

In addition to the deterioration of the pipe system throughout Town, many of the pipes are drastically undersized. In order to provide effective water pressure for domestic, commercial, and firefighting use, the

Town has engaged in a long-term plan for the replacement of distribution pipes and the improvement of the design of the system, ensuring redundancy and the ability to isolate particular sections of the system.

SEWER SYSTEM

Treatment Plant

Elkton's wastewater treatment plant was put into operation in May 1981. It has a design capacity of 400,000 gallons per day and treated an average daily flow of 200,000 gallons in 1982. In 2018, it is operating near capacity. It replaced a plant built in 1956.

2010 Report Sewage Service

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

Like the water system, the Town's sewage system is essentially contiguous with Town borders. The largest and most recent extension was to provide service to the Elkton Plaza Shopping Center on Route 33 about one mile west of Town. The only other sewer service outside of Town is the approximately half-mile section along Route 33 east.

When the new East Rockingham High School was built off of Rockingham Pike the Town obtained easements and ran approximately 5 miles of new sewer pipe to serve the school. This project included removal of the West Lift Station on Rt 33.

PLANT AND SEWER SYSTEM

Improvements to the Sewage System were implemented in 2010/2011

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

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

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

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

With these improvements the plant is operating near capacity and in the near future will need additional upgrades. Planned improvements to the sewage system include an ongoing program of exploration and corrections to prevent infiltration of the existing sewer lines and manholes.

Additional Improvements to the Sewage System implemented in 2017

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

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

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

A reduction in water treatment will be seen in the near future due to the transfer of the Massanutten Laundry, the town's largest water usage customer, will relocate to Rockingham County.

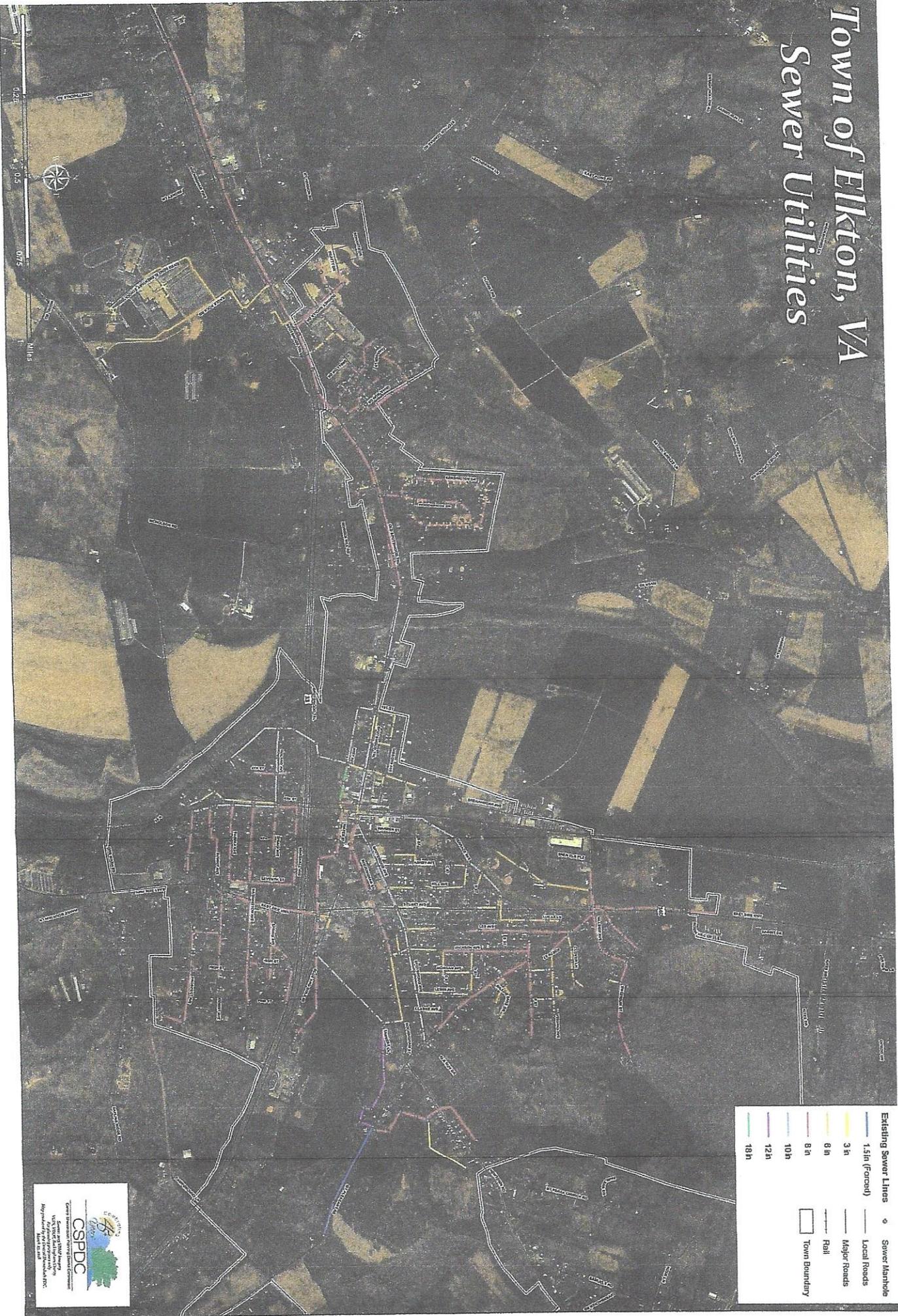
Plans are being finalized for purchase of a 31 +/- acres to construct the new Waste Water Plant facility. Property is to be purchased from the farm adjacent to the existing WWTP. (DEQ) Department Environmental Quality is being required to be constructed and in operation by year 2021.

Several grants have been awarded to the Town; the first from USDA for Waste Treatment Expansion with an amount of \$7.7 million dollars. A second grant for \$100,000 dollars has been secured from the Department of Game and Inland Fisheries for restoration of the riverbank where erosion has occurred over the years.

The Town is working with a \$15.8 million dollar quote for construction, these grants will offset the expenses tremendously.

The Town continues to work diligently to apply for any additional grants in an attempt to avoid raising rates for citizens in the future.

Town of Elkton, VA Sewer Utilities



Symbol	Description
Blue line	Existing Sewer Lines
Blue line with circle	Sewer Manhole
Blue line (thick)	15 in (Forced)
Yellow line	3 in
Red line	6 in
Purple line	8 in
Light blue line	10 in
Green line	12 in
Dark green line	18 in
White outline	Town Boundary
Black line	Local Roads
Thick black line	Major Roads
Black line with cross-ticks	Rail

CSPDC

 Chesapeake Sewer Pollution District

 1500 West of Main Street, Suite 200

 Elkton, VA 22825

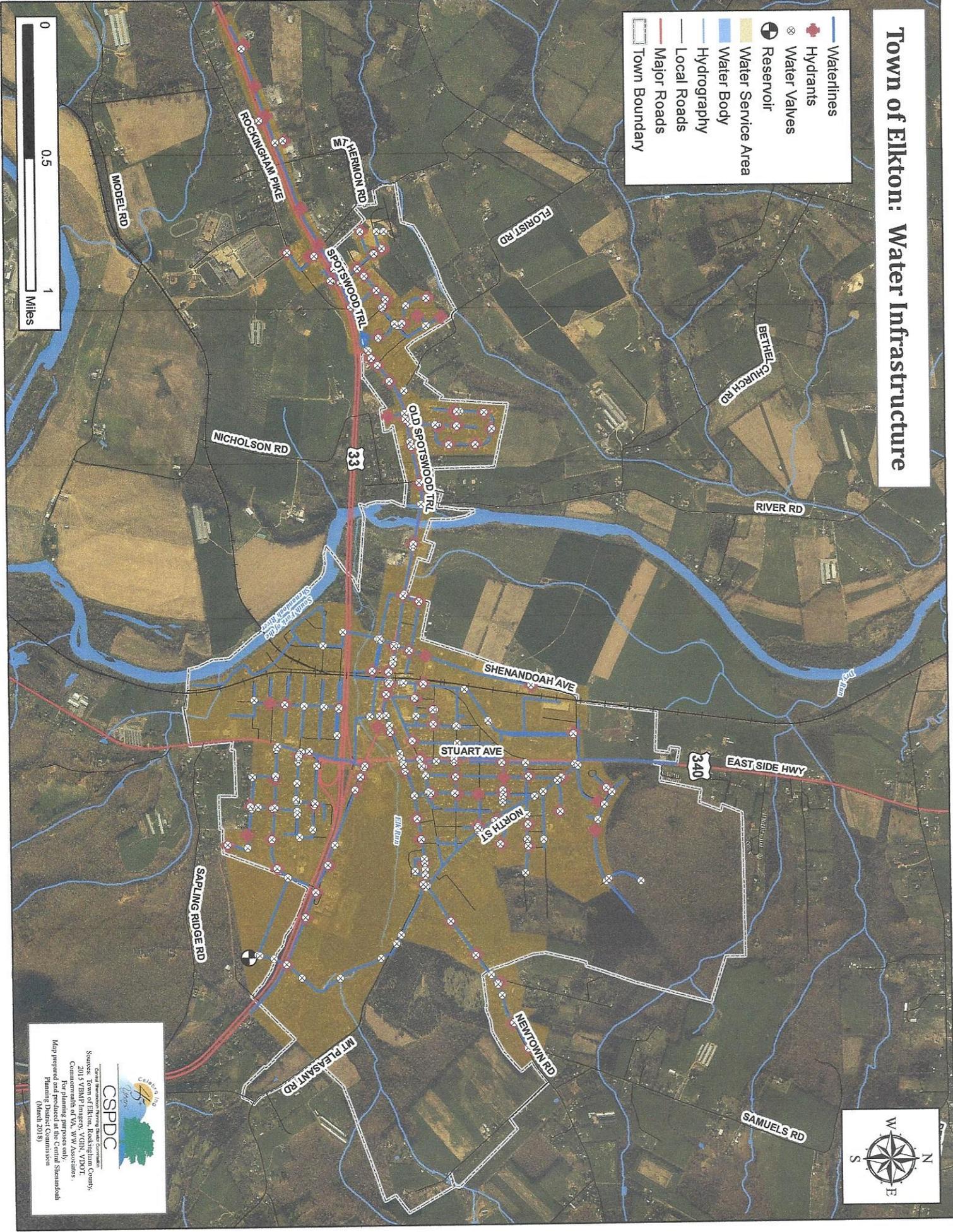
 Telephone: 434-688-2200

 Fax: 434-688-2201

 Website: www.cspdc.org

Town of Elkton: Water Infrastructure

-  Waterlines
-  Hydrants
-  Water Valves
-  Reservoir
-  Water Service Area
-  Water Body
-  Hydrography
-  Local Roads
-  Major Roads
-  Town Boundary





CSPDC

 Central Shenandoah Planning District Commission

Sources: Town of Elkton, Rockingham County,

 2013 VHMIP Imagery, VGIN, VDOT,

 Commonwealth of VA, WV Associates.

 Map prepared and printed at the Central Shenandoah

 Planning District Commission

 (March, 2018)

ELECTRICITY

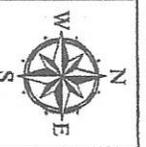
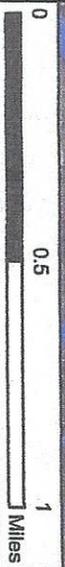
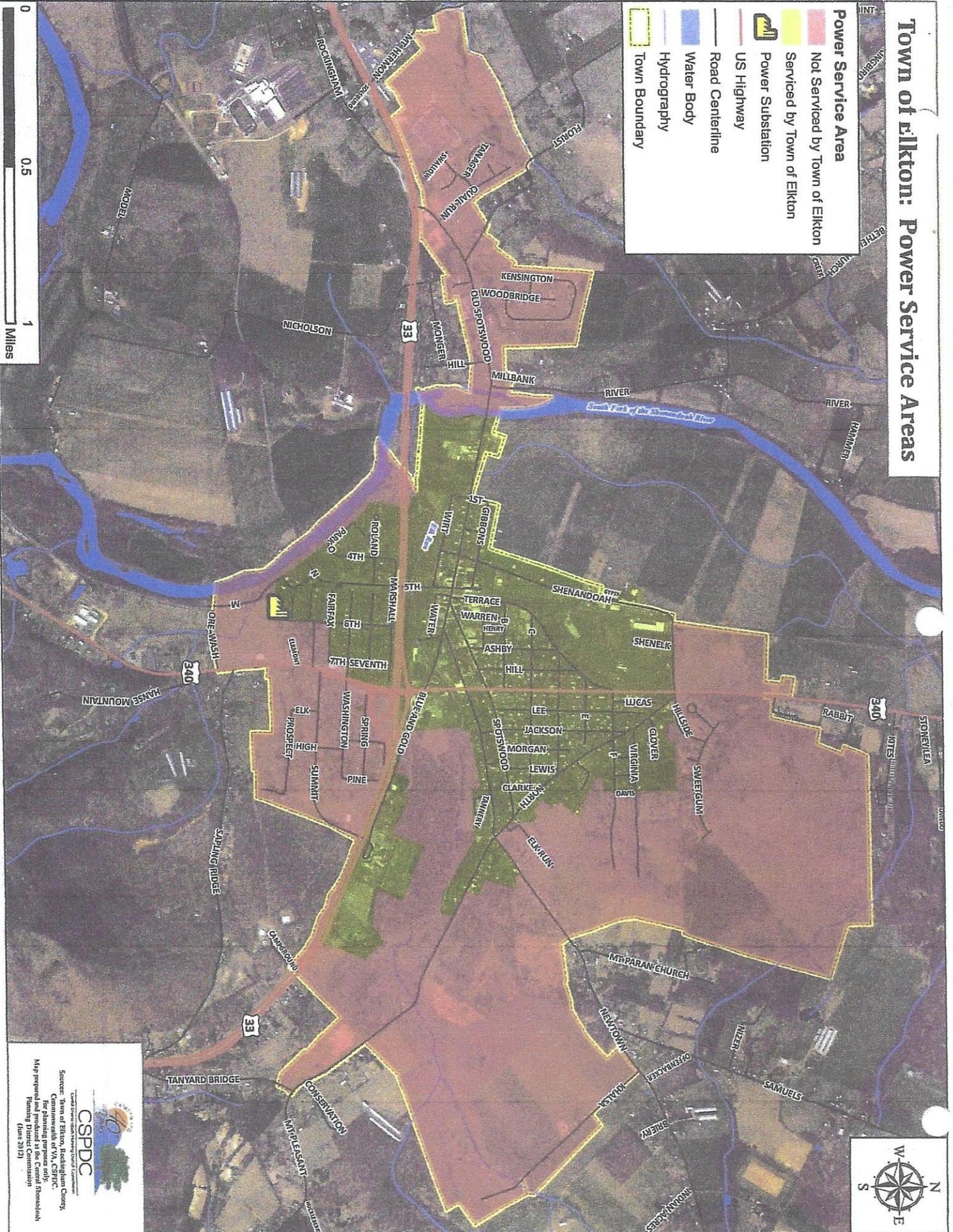
The Town of Elkton provides 93 percent of the electrical Service in the Town. The other 7 percent is provided by Dominion Power to annexed areas in Woodbridge and Quail Run Sub Divisions, the Pentecostal Hill area, and to the existing Elkwood Sub Division. Elkton buys its power through VEMA1 from VEPCO.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

DRAFT

Town of Elkton: Power Service Areas

Power Service Area

- Not Served by Town of Elkton
- Served by Town of Elkton
- Power Substation
- US Highway
- Road Centerline
- Water Body
- Hydrography
- Town Boundary



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

NATURAL GAS

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

SOLID WASTE

Collection

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

Disposal

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

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 twice per month. One of the County's recycling drop-off centers also is located in Elkton. The town encourages its citizens to recycle.

PUBLIC SAFETY

Police

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

In August 2016, town staff and the Elkton Police Department were moved out of offices located in the Jennings House and everyone was relocated in the Elkton Area Community Center at 20593 Blue & Gold Drive. The offices for the town police have been remodeled and currently 5 full time officers and 3 part time officers occupy the renovated space.

Fire Response

The Elkton Volunteer Fire Department was organized in 1927 and reorganized in 1947. It is located on Terrace Avenue in a 10,000 square foot building provided by the Town of Elkton. This location houses 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 6:00 AM to 6:00 PM Monday through Friday. The county pays the salary of these two individuals. Along with these two people, the fire company has a membership of approximately sixty people, of which twenty-five are on the active list, which means they respond to EMS calls. The building which houses the firefighting equipment is located on Terrace Avenue in Elkton in a town owned building and has operated from this site since being founded in 1960. In 2009 the fire company purchased a building from Myers Chevrolet on Spotswood Trail. (US 33 West) In April 2011 the base of operations became the new headquarters for the Elkton Volunteer Fire Company. Future renovations will include accommodations of overnight sleeping quarters. Currently, the Terrace Avenue location and the new headquarters on RT US 33 are equipped to handle the initial response to any emergency.

The fire department serves the Town of Elkton and the surrounding area within a radius of five to ten miles. In addition they also provide mutual aid to various other neighboring areas. On our western and southern border they provide support to the McGaheysville Vol. Fire Co. They also provide mutual aid for the Shenandoah Vol. Fire Co. in the Town of Shenandoah and surrounding area. On occasion they provide

support to other fire companies in the area such as Grottoes Vol. Fire Co., Hose Company Number 4, and the City of Harrisonburg.

The fire company purchased 24 acres of land, three tenths of a mile outside the corporate limits, on Route 340 South, in 1980. The land was cleared and several buildings built including a covered stage, picnic shelter, BBQ pit and an approximately 11,000 square foot activity building. The annexation in 2004 took this property into town boundaries. The fire company uses this site for all of their fund raising activities, such as carnivals, concert, suppers and bingo.

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 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 doctor, an ophthalmologist, physical therapy and two dentists occupy offices in Elkton in 2018:

Community Health Center located at 170 Shen Elk Plaza

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

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

Elkton Eyecare located on 204 W. Spotswood Ave., Elkton.

Drayer Physical Therapy located at 800 Shenandoah Ave., Elkton

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

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

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

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

EDUCATION

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

Schools

Elkton Elementary School	Grades Pre K- 5	2010/2011 Enrollment = 325	2017/2018= 333
Elkton Middle School	Grades 6-8	2010/2011 Enrollment = 500	2017/2018 = 472
East Rockingham High School	Grades 9-12	2010/2011 Enrollment = 669	2017/2018 = 707
Riverbend Elementary School	Grades Pre K-5	2010/2011 Enrollment = <u>390</u>	2017/2018 = <u>357</u>
		1884	1869

Vocational

Massanutten Vo-Tech Harrisonburg, VA

Colleges

Blue Ridge College Weyers Cave, VA
 Bridgewater College Bridgewater, VA
 Piedmont College..... Charlottesville, VA

Universities

Eastern Mennonite University Harrisonburg, VA
 James Madison University Harrisonburg, VA
 Shenandoah University Winchester, VA
 University of Virginia Charlottesville, VA

LIBRARIES

Elkton has a small library located on Terrace Ave. next to the Fire Department. It is affiliated with the Massanutten Regional Public Library. The main branch of the library is located in Harrisonburg, Va.

COMMUNITY CENTER

The Elkton Area Community Center, a joint project by the Town of Elkton and Rockingham County, was opened in 2004 to serve the citizens of Eastern Rockingham County and surrounding areas. The design of this center allows many opportunities for various programs and activities for all ages. This includes recreation programs as well as community programs and events

Elkton Area Community Center Amenities

◆ **Computer Lab**

Internet accessible computers.

◆ **Gymnastics Room**

Classes are available for ages 3 and up.

◆ **Aerobics Room**

Mirrored room used for Aerobics and Children's fitness classes.

◆ **Meeting Rooms**

Large meeting room with capacity over 300 can be divided into 3 smaller rooms for rentals. Available for birthday parties, wedding receptions, meetings and other special occasions.

◆ **Large Commercial Kitchen**

Commercial icemaker, refrigerator, freezer, griddle, 8 burner stove and 2 ovens. Combined Rental of Kitchen and Community Room Great for Dinners and Benefits.

◆ **Game Area**

5 pool tables, 1 ping pong table, 1 foosball table, and 1 air hockey table.

◆ **Precor Cardio & Nautilus Machines**

Includes treadmills, ellipticals, stepper, stationary bikes, and weight machines.

◆ **Cushioned Fitness Track**

Three lanes for varied pace.

◆ **Council Chambers Community Room**

State of the art meeting room with Overhead projection system, Plasma TV's and Dual Access Computer system, rented for classes and seminars.

◆ **Conference Room**

A smaller state of the art meeting room used for reduced groups of attendees. The space includes a large conference table, comfortable seating, Promethean Active Board for presentations and internet connections.

CHAPTER 10

LAND USE PLAN

EXISTING USE OF LAND

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

ROLE OF THE LAND USE PLAN

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

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

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

AREA COVERED

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

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 potentials within the annexed areas because of the sizeable amount of vacant land present there.

In 2000, the population density was 1,400 persons per square mile; in 2004 the figure decreased to 1,064 persons per square mile because of annexation. If the overall density were again to reach 1,490 persons per square mile the Town population would be around 3,900 persons. The Census of 2010 recorded 2, 726 as the town’s population. The columns in the Table on the next page (pg. 88) demonstrates population projections at rates of 3.0 percent, 3.5 percent, and 4.0 percent beginning in the year 2011 with the *Desired Growth Rate* to be 3.0 percent annually. The growth rate of 3.0 percent results in a population of 4,249 people by the year 2026; this represents a gain of 1,523 persons, or an approximate average of ninety five (95) people per year.

ELKTON GROWTH AREA POPULATION PROJECTIONS

2010 to -2026

Desired Projected Growth Rate *

<i>Growth Projections at 3.0 Percent Annually*</i>		<i>Growth Projections at 3.5 Percent Annually</i>		<i>Growth Projections at 4.0 Percent Annually</i>	
2010	2726	2010	2726	2010	2726
2011	2808	2011	2821	2011	2835
2012	2892	2012	2920	2012	2948
2013	2979	2013	3022	2013	3066
2014	3068	2014	3128	2014	3189
2015	3160	2015	3237	2015	3317
2016	3255	2016	3350	2016	3450
2017	3353	2017	3467	2017	3588
2018	3454	2018	3588	2018	3732
2019	3558	2019	3714	2019	3881
2020	3665	2020	3844	2020	4036
2021	3775	2021	3979	2021	4197
2022	3888	2022	4118	2022	4365
2023	4005	2023	4262	2023	4540
2024	4125	2024	4411	2024	4722
2025	4376	2025	4565	2025	4911
2026	4249	2026	4725	2026	5107

ACTUAL GROWTH RATE 2010 to 2017

Year	Population			Growth	Annual Rate
2010	2726				0.00%
2011	2742			16	0.44%
2012	2750			8	0.29%
2013	2756			6	0.22%
2014	2769			13	0.47%
2015	2790			21	0.75%
2016	2816			26	0.93%
2017	2844			28	0.99%

WORLDPOPULATIONSREVIEW.COM/US-CITIES/ELKTON-VA-POPULATION

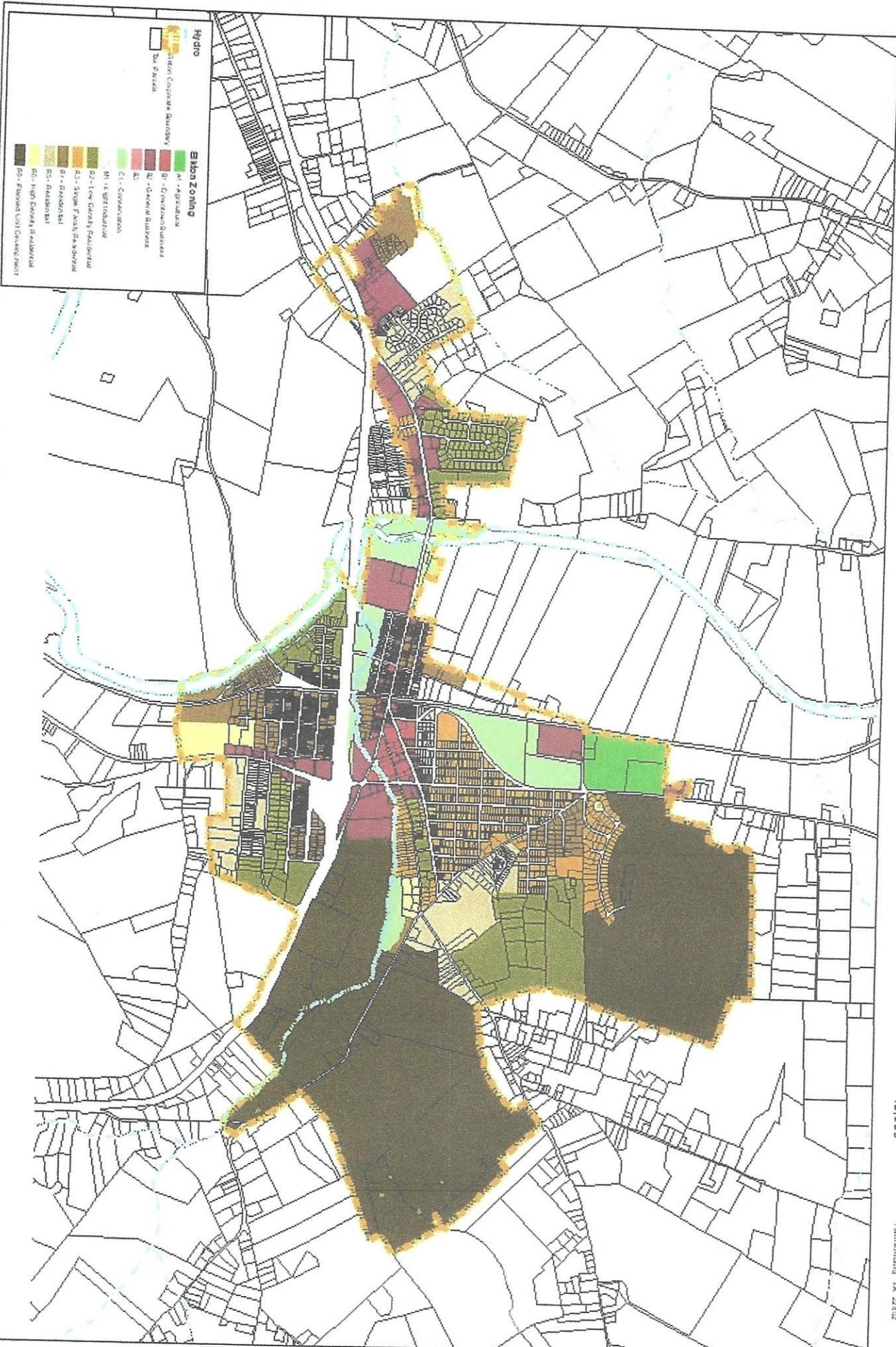
Town of Elkton

Created by County of Rockingham, VA
Geographic Information System Services



All parcel information displayed on this map is currently under development by Rockingham County and is not final. It may change and is subject to change without notice.

County of Rockingham
Geographic Information Services
27 Lake City Square
Pamplinburg, VA 22862

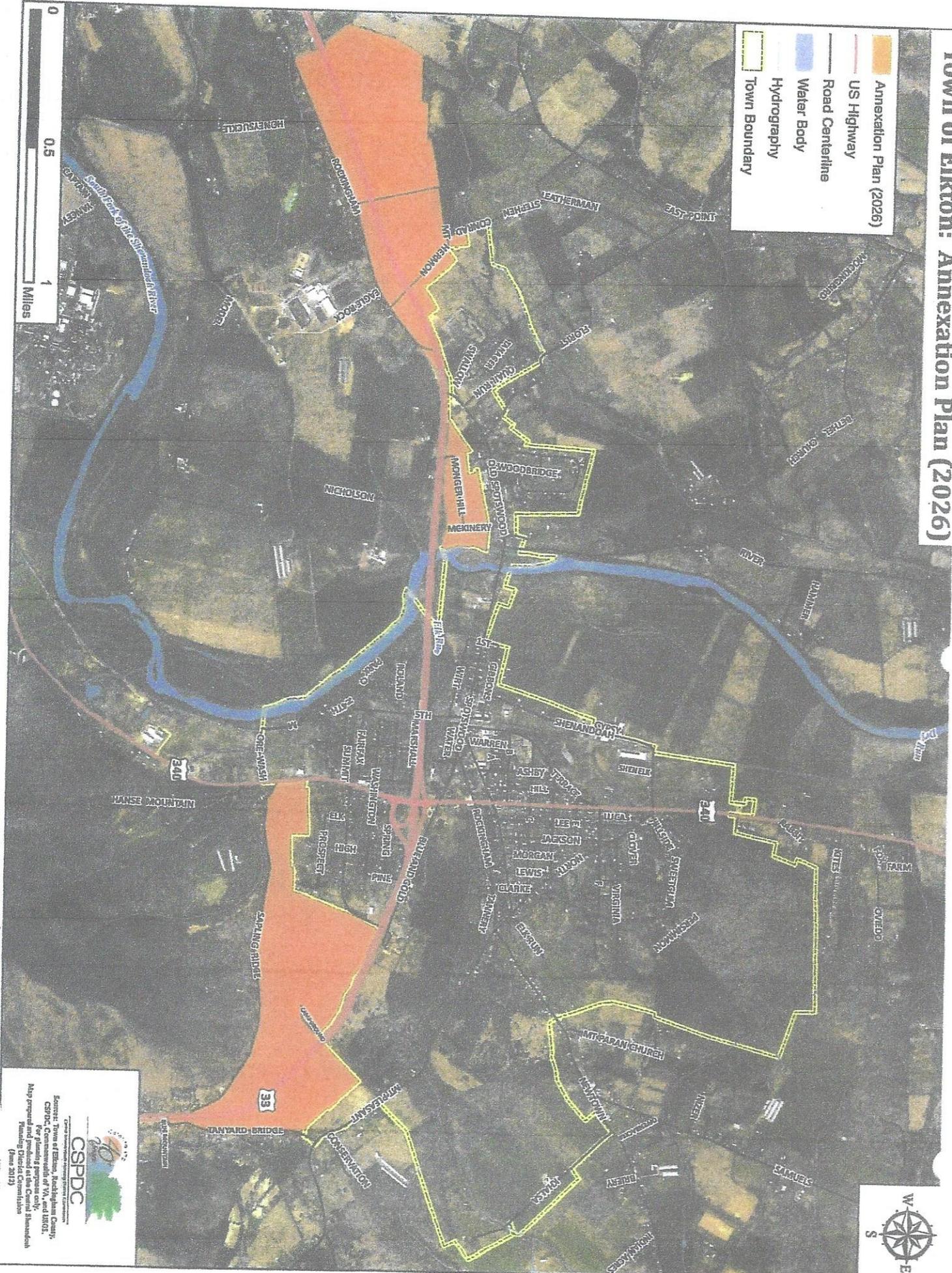


Hydro	
	Hydro (Stream, Creeper, Boundary)
	Soil (Flood)

Silbo Zoning	
	SI - Agriculture
	RI - Downtown Business
	RI - General Business
	RI - Medium Density
	CI - Civic Center
	MI - Medium Industrial
	RI - Low Density Residential
	RI - Single Family Residential
	RI - Residential
	RI - Residential
	RI - High Density Residential
	RI - Planned Unit Development

Town of Elkton: Annexation Plan (2026)

Annexation Plan (2026)
 US Highway
 Road Centerline
 Water Body
 Hydrography
 Town Boundary




 CSPDC
 Cuyahoga Falls
 Cuyahoga County
 Planning Department
 10000 Cuyahoga Falls Road
 Cuyahoga Falls, OH 44224
 Phone: (330) 325-1000
 Fax: (330) 325-1001
 Email: info@cspdc.org
 Website: www.cspdc.org
 Map prepared and produced at the Central Branch
 Planning District Commission
 (June 2012)

FACTORS IN ACHIEVING THE DESIRED GROWTH RATE

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

PLAN CONSIDERATIONS

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

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

GUIDING PRINCIPLES

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

DEVELOPMENT FACTORS

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

THE LAND USE GUIDE

Intent of **Conservation District C-1.**

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

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

Purpose of Low-Density Residential District R-2.

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

Purpose of Single-Family Residential District R-3.

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

Purpose of Residential District R-4.

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

Purpose of Residential District R-5.

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

Purpose of High-Density Residential District R -6

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

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

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

Purpose and Intent of the **Planned Unit Development District R-8**

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

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

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

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

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

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

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

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

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

Intent of General Industrial District I-1.

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

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

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

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

Agriculture and Limited Uses District A-1

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

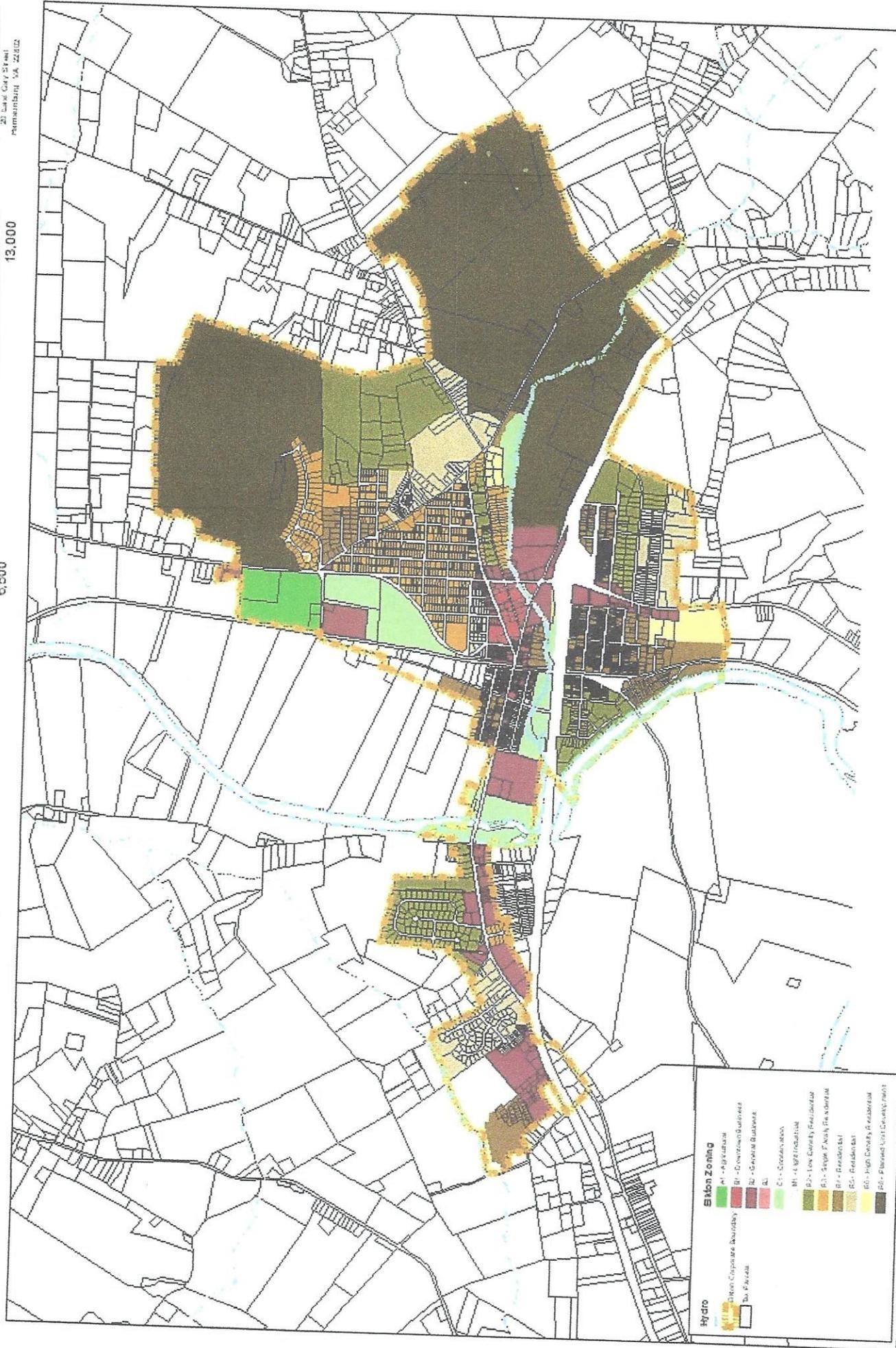
Town of Elkton

Created by County of Rockingham, VA
Geographic Information System Services



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COUNTY OF ROCKINGHAM
Department of Community Development
Geographic Information System Services
20 Lake Cary Street
Petersburg, VA 23102



Hydro	
[Light Blue]	Water
[Yellow]	Elkton Corporate Boundary
[Black]	Town of Elkton

Elkton Zoning	
[Green]	A1 - Agricultural
[Red]	B1 - Employment Business
[Dark Red]	B2 - General Business
[Light Green]	C1 - Community
[Light Blue]	M1 - Light Industrial
[Dark Green]	R1 - Low Density Residential
[Orange]	R2 - Single Family Residential
[Yellow]	R3 - Residential
[Light Yellow]	R4 - Residential
[Dark Yellow]	R5 - High Density Residential
[Black]	R6 - Planned Unit Development

Chapter 11

GOALS

- 1) Ensure managed growth with economically proportioned distribution of residential vs. business Development.
Offer incentives' to new and existing businesses owners for rehabilitation of properties.
 - a. Offer flexible alternatives to building more business properties'
 - b. Statues are still in existence for the Park Authority and the Industrial Development Authority. Consider recruiting new members for these committees.

- 2) Ensure all buildings in each Zoned District are approved uses. No non-conforming uses or structures.
 - a. Offer incentives' to owners of non-conforming buildings to bring the use of the building to standards for the District in which they are located.
 - b. Review Zoning Codes to ensure they contain the proper wording for each District and that they remain current with State guidelines.

- 3) Establish and Maintain Architectural Integrity of the Town.
 - a. Provide architectural support to existing and new business owners through programs established by the (ECDC) Economic Community Development Committee.
 - b. Encourage refurbishment of historical buildings.

- 4) Maintain Small Town Atmosphere
 - a. Support local festivals/parades.
 - b. Aggressively enforce existing nuisance ordinances.
 - c. Promote greater proportion of Single Family home vs. apartments/townhouses.
 - 80% single family
 - 12% multi family less than 4
 - 8% multi family more than 4
 - d. Support individual and/or family owned business.
 - e. Maintain/Upgrade parks.
 - f. Pedestrian friendly streets/sidewalks.
 - g. Respect existing neighborhoods.
 - h. Maintain sign ordinance to be in accordance of the way a small town should look.

*Note**currently, there are ample building lots in all zoning classifications within the town. The percentage of proposed multi family attached dwellings far exceeds the Comprehensive Plan's stated goal of 12 percent; it stands at 28%*

- 5) Pursue developing R 8 land in keeping with the goals as stated above because Elkton is comprised basically of two types of developable land:
 - a. Green field (R 8) land that can be defined by the developer to establish a neighborhood that meets characteristics that the developer believes will be appealing to the current market.
 - b. Established neighborhoods; Lots that are interspersed between existing structures that Already create an environment or feel that is appreciated by the current occupants/owners.

- 6) Insure development of property adjoining the town limits are sustainable and in line with all other goals of this Comprehensive Plan.
- a. Establish an open and continual dialog with the Rockingham County Planning Commission.
 - b. Develop Town standards and work with Rockingham County around compatibility issues for development outside of Town limits.
 - c. Town Code 110-706 Signs
 - 1. Share with a county representative and set standards for future development within ½ mile of town boundaries.

TOWN OF ELKTON HOUSING AFFORDABILITY GOALS

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

Goal

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

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

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

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

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

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

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

SHORT TERM GOALS

1. Downtown revitalization
 - a. Increase Downtown Parking Spaces
2. Smart Growth/Planning/Controlled Growth/Better Design
3. Clean up Town with Nuisance/Blight Ordinances
4. Promote Tourism
5. Promote Business Development
6. Protect Small Town Character
7. Complete 5 Year Plan for Water and Sewer Infrastructure
 - a. Waste Treatment Plant
 - b. I & I repairs
 - c. Properly sized water lines.
 - d. Financially self-supporting fee structure.
8. Increase traffic enforcement on streets within town limits.
9. Work to improve the trails and work with Greenway project.

LONG TERM GOALS

1. Long Term Infrastructure Upgrade
2. Self Sufficient Fee and Permit Structure/Tax Burden Covered by Businesses, Tourism Industry and Developers.
3. Complete Phase I and Phase II of the Community Center
4. Control Growth
5. Tourism Promotion
6. Minimize cost of taxes and services for residents
7. Grants for Infrastructure Upgrades
8. Protect Water/Sewer Infrastructure for safety.

9. Annex properties which are now receiving town utilities.
10. Improve lighting for public safety.

ACCOMPLISHMENTS COMPLETED SINCE APPROVAL OF 2013 COMPREHENSIVE PLAN

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

1. New Ordinance Chapter 110-610
C: Special Exceptions
(20) Ground floor rear apartment providing it meets requirements listed in Code
. {Added 4/21/20014}

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

- 2 A. New Ordinance Chapter 110-610,
C: Special Exceptions
(21) Structures that were originally designed to be residential in nature, existed before January 18, 2010, but did not meet requirements for single-family dwellings at that time, may be permitted to return to single-family dwellings, provide that the following requirements are met: Listed in Code. {Added 8/17/2015}
- A. New Ordinance Chapter 110-611
C: Special Exceptions
(19) Structures that were originally designed to be residential in nature, existed before January 18, 2010, but did not meet requirements for single-family dwellings at that time, may be permitted to return to single-family dwellings, provide that the following requirements are met: Listed in Code. {Added 8/17/2015}

Establish and Maintain Architectural Integrity of the Town.

- 3 Planning Commission created a Downtown Historical District

110- Land Development, Downtown District
110 attachment 3:1 {Added 4/18/2011}

Maintain small town atmosphere

4

- a. Parades and festivals are well supported
- b. EPIC revised their location in 2017 and was successful.
- c. Zoning Admin. & Police chief are more aggressive with blight nuisances
- d. Stonewall Park received new certified playground equipment
- e. New sidewalks have been constructed in the last 5 years with more to be scheduled

DRAFT