

TOWN OF ELKTON

COMPREHENSIVE PLAN



January 2010

Acknowledgements

The Town of Elkton Planning Commission expresses its appreciation to the many people, agencies and organizations that provided information, ideas and input for this plan.

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Town Commissioners Resolution

Planning Commission Resolution



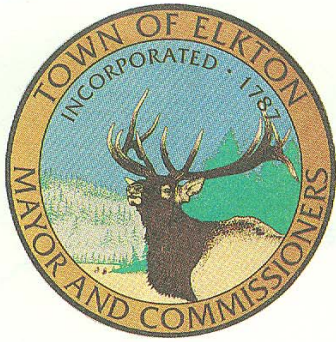
**Town of Elkton Planning Commission
Resolution**

Be It Resolved that the attached Plan and revision compendium is approved this 18 day
of JAN, 2010.

David Wiseman, Chair
Town of Elkton Planning Commission

I hereby certify that the attached Resolution and Comprehensive Plan with revision
compendium were adopted and approved by the Elkton Planning Commission on January
18, 2010.

Attest:
Jeanne D. Minner
Director of Planning



The Mayor and Commissioners
of the Town of Elkton

Resolution R1-2010
Comprehensive Plan

A RESOLUTION of the Mayor and Commissioners of the Town of Elkton to approve and adopt Elkton's 2010 Comprehensive Plan (the "Plan") in accordance with Article 66B, Annotated Code of Maryland ("Article 66B").

WHEREAS, the Mayor and Commissioners, acting as the governing and legislative body for the Town of Elkton, are authorized and empowered by Article 66B, to develop, adopt, and implement a comprehensive plan to promote and sustain the health, safety, and welfare of its citizens, and to provide the guidance necessary for the logical, systematic, and prosperous growth and development of the town, as well as to preserve and enhance the high quality of life in the Elkton community; and

WHEREAS, the Mayor and Commissioners have appointed a citizen planning body, the Elkton Planning Commission, to exercise the powers and duties set forth under Article 66B, inclusive of preparing the Town's comprehensive plan; and

WHEREAS, the Elkton Planning Commission, through a process of conducting public hearings that allow for public questions, comments, concerns, and suggested recommendations, and through open meeting discussions and deliberations, has finalized their recommendation for the Plan and has submitted both the Plan and their recommendation for approval and adoption by the Mayor and Commissioners; and

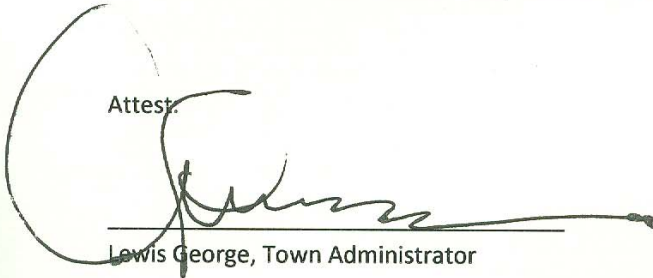
WHEREAS, the Mayor and Commissioners have provided an opportunity for its citizens to further comment or make recommendations on the Plan by holding a public hearing on this date and has determined that no additional amendments to the Plan are necessary.

NOW, THEREFORE, BE IT RESOLVED, by the Mayor and Commissioners, as follows:

- 1) The 2010 Comprehensive Plan, presented and recommended by the Elkton Planning Commission is hereby approved and adopted.
- 2) The 2010 Comprehensive Plan shall be effective this date, unless otherwise provided by law.
- 3) The 2010 Comprehensive Plan shall be published on the Town of Elkton's Website.

THIS RESOLUTION, READ AND PASSED THIS 20TH DAY OF JANUARY, 2010.

Attest:



Lewis George, Town Administrator

The Mayor and Commissioners
of the Town of Elkton

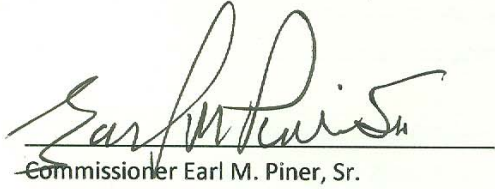


Mayor Joseph L. Fisona

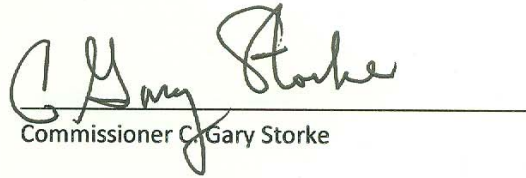
Commissioner Charles H. Givens, Sr.



Commissioner Mary Jo Jablonski



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Commissioner Gary Storke

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Chapter 1. Introduction

The *2010 Comprehensive Plan* serves as the policy guide and framework for future growth in the Town of Elkton. The plan examines municipal growth, land use, water resources (including drinking water, wastewater and stormwater facilities), transportation, public facilities (including police, fire and emergency services, schools and libraries), economic development, housing, environmentally sensitive areas and mineral resources and issues related to Downtown Elkton and urban design.

The Plan's horizon is the year 2030, meaning that the plan looks at growth and development during the next 20 years. Under state law, the Town must review the Plan at least once every six years. The next review should begin by 2016 and likely will result in changes to this plan.

The *2010 Comprehensive Plan* replaces the Town's 1998 Comprehensive Plan. Each chapter includes goals and objectives, a review of background information and trends, a discussion of issues, and a list of recommended policies and action items.

1.1. Legal Requirements

This Plan has been prepared pursuant to State enabling legislation and the requirements for Maryland counties contained in Article 66-B of the Annotated Code of Maryland. Article 66-B has been amended several times in recent years to include new requirements for comprehensive plans, including a municipal growth element, a water resources element, a sensitive areas element and a workforce housing element. This Plan has been prepared to meet these requirements.

In 2009, as part of Smart, Green and Growing Legislation, the General Assembly replaced the State's eight planning visions with 12 new ones. These new visions are the State's land use policy, and local jurisdictions are required to incorporate the visions into their comprehensive plans and implement them through the zoning ordinance and other regulations:

1. Quality of Life and Sustainability: A high quality of life is achieved through universal stewardship of the land, water and air, resulting in sustainable communities and protection of the environment;
2. Public Participation: Citizens are active partners in the planning and implementation of community initiatives and are sensitive to the responsibilities in achieving community goals;
3. Growth Areas: Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers;
4. Community Design: Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural and archeological resources;
5. Infrastructure: Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sensitive manner;

6. Transportation: A well-maintained, multimodal transportation system facilitates the safe, convenient, and efficient movement of people, goods and services within and between population and business centers;
7. Housing: A range of housing densities, types and sizes provides residential options for citizens of all ages and incomes;
8. Economic Development: Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities, are encouraged;
9. Environmental Protection: Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems and living resources;
10. Resource Conservation: Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;
11. Stewardship: Government, business entities and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection; and
12. Implementation: Strategies, policies, programs and funding for growth and development, resource conservation, infrastructure and transportation are integrated across the local, regional, state and interstate level to achieve these visions.

1.2. Plan Preparation

Pursuant to Article 66-B, the Comprehensive Plan was prepared for the Town of Elkton Mayor and Commissioners by the Town of Elkton Planning Commission. The Planning Commission met regularly with staff and consultants to review the 1998 Comprehensive Plan, review growth projections, discuss preliminary goals and objectives, and review the draft plan elements. The public was invited to attend and participate in these sessions.

Chapter 2. Background

2.1. Location, Regional Setting, Government

Elkton is located at the head of the Elk River near the Maryland/Delaware border, 45 miles from Baltimore, 20 miles from Wilmington, and halfway between Baltimore and Philadelphia. Elkton is the county seat of Cecil County and serves as the governmental, commercial, and employment center for the surrounding area.

Elkton has been for years the scene of marriages because of the state's no wait, no blood test law. In fact, the Town earned the nickname "Marriage Capital of the East Coast," a well-earned nickname considering that, even today, with a required 48-hour waiting period, as many as 15 to 20 couples are married daily in Elkton.

Elkton's location along major transportation routes has long been a key to its growth and development. Elkton continues to be influenced by its proximity to major transportation corridors as well as by its location in the Baltimore-Philadelphia corridor and, more specifically, the Wilmington, Delaware, metropolitan area.

A major trend first identified in the 1979 *Master Development Plan*, the increasing influence of the Wilmington area on Elkton, has continued throughout the past decade and will likely be a key growth influence throughout the Town's foreseeable future.

The Town is within a few hours of major cities and six miles from the Chesapeake and Delaware Canal. Two major railways and several large distribution companies operate through the area. The Greater Philadelphia International Airport is an hour's drive and Amtrak rail service is available in Newark, Wilmington and Perryville.

Highways are the most dominant transportation corridors in the Elkton area. Maryland Routes 7, 40, 213, 279, and 545 all pass through the Town and the major highway linking the Eastern United States, Interstate 95, skirts the northern Town limit.

2.2. History

The Town of Elkton began as a village, serving travelers on the important Post Road, established in 1666 between Philadelphia and the southern territories. Named Head of Elk by the English explorer Captain John Smith in 1608, the Town was an early shipping point for the wheat raised in the Piedmont surrounding the settlement. In 1787 the town came to be known as Elkton.

During the American Revolution, Elkton played a role for General George Washington, Lafayette, and British General Robert Howe. British troops numbering 15,000 to 18,000 passed through the area in August, 1777 on their way north to capture the American capitol in Philadelphia.

In March 1781, Lafayette's troops also embarked from Head of Elk for Annapolis on their way to Yorktown because the Bay was controlled by British ships. The British returned on April 29, 1813, but Elkton

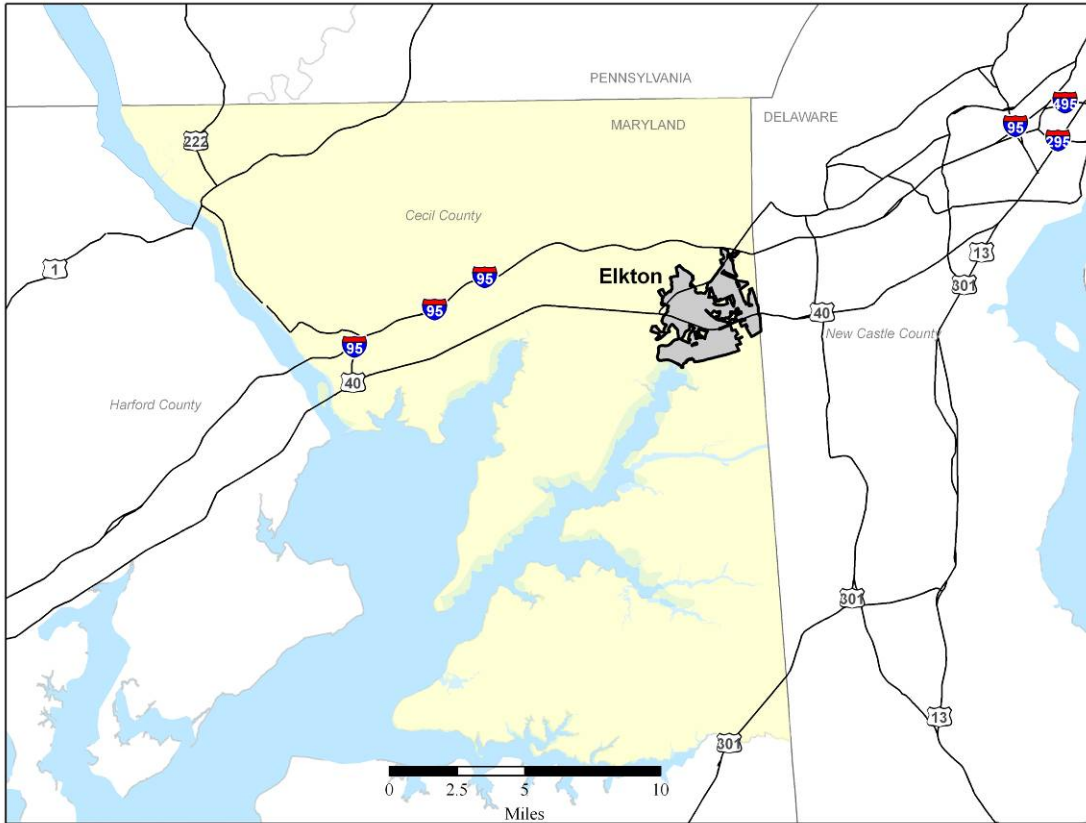


Elkton Armory is listed on the National Register of Historic Places.

was saved from burning by defense from Forts Hollingsworth and Defiance in the War of 1812.

In the early nineteenth century, wheat grown in Lancaster County, Pennsylvania was milled at gristmills on the Big and Little Elk creeks, which also supplied waterpower for small paper and textile factories.

Map 2.1 Regional Context



Elkton also played a role in the War of 1812, undergoing British attacks in 1813 along the Elk River. Subsequent attacks by the British were driven back by guns at Fort Defiance and again by militia at Cedar Point opposite Fort Hollingsworth.

Since World War II, Elkton has become increasingly industrialized and urbanized. In the early 1900s Elkton was home to several sparkler and fireworks manufacturers.

During World War II, the well-established fireworks infrastructure was easily modified to allow for the large-scale production of munitions, flares, signals and other pyrotechnic devices. This caused a heavy in-migration of workers to Elkton and its environs and construction of substantial additional housing here. After the war many people stayed on to work in the new industries that were locating in the area. Since then, the Town's population, with the exception of a slight decline during the 1960s has grown steadily.

Elkton's location along major transportation routes has long been a key to its growth and development. Throughout the Town's early history, it was travel by water and early roadways that was most important. Later, rail travel brought prosperity to Elkton. In the early 1900s and continuing to the present, roads have been increasingly important.

Today Elkton is located in close proximity to major routes or hubs for several different modes of transportation.

2.3. Related Plans and Documents

The Comprehensive Plan influences and is influenced by companion plans and documents that serve to implement the Plan:

- Town of Elkton Zoning Ordinance
- Town of Elkton Subdivision Regulations
- Cecil County Master Sewer and Water Plan (updated 2008). This plan guides the development of water supply and sewerage systems and facilities by implementing the County's growth and development policies.
- Cecil County Land Preservation, Parks and Recreation Plan (2005)
- Cecil County Solid Waste Management Plan (2008)
- The Downtown Master Plan (2003)

A number of other plans and studies have been completed that the Town uses to in its comprehensive planning program. In particular, the *Urban Growth Boundary Plan* (2000) defines the Town's policy on growth areas and annexation. These policies have been carried for in this Comprehensive Plan.

2.4. Plan Incorporated by Reference

In addition to the plans above, the *Downtown Elkton Master Plan* (2003) is incorporated by reference into this plan as a detailed analysis of downtown Elkton.



Downtown
Elkton

2.5. Elkton's Future

While the Comprehensive Plan looks out 20 years to the year 2030, the implications of the Plan's policies and action items will be felt for much longer.

Looking to the future, the Town must address several key growth and development issues:

- How to attract growth to Elkton, including residents, jobs and commercial uses, to reinforce the Town's role as the center of commerce in Cecil County and to take advantage of the benefits of an expanding region.

- How to encourage quality development in attractive, compact, pedestrian-oriented neighborhoods.
- How to diversify the Town's housing stock, to appeal to people with a range of incomes and to serve the needs of people throughout their lives, from young families to the senior population.
- How to expand the number and quality of jobs and economic development opportunities
- How to provide and pay for the public services and facilities needed to support future growth.
- How to coordinate infrastructure improvements with Cecil County while implementing the Town's comprehensive plan goals.

Chapter 3. Municipal Growth

In 2006, the Maryland General Assembly amended Article 66B of the Annotated Code of Maryland, the set of laws that enables municipalities to control land use planning and zoning, to require that all municipalities include a Municipal Growth element in their comprehensive plans. This chapter takes a detailed look at population growth, land development and the impacts of growth on infrastructure so that the Town of Elkton can prepare for future development and create the policy framework and action items needed to manage its effects.

The Municipal Growth element includes a detailed discussion of growth, where it has occurred and where it is encouraged, how much growth is expected during the next 20 years and how much land will be consumed by it. It also addresses the impacts of anticipated growth on community facilities and the Town’s natural features. This chapter is closely connected to the Land Use and Community Facilities chapters in this plan. Those chapters examine the Town’s land use and public facilities in greater detail.

3.1. Growth Trends

3.1.1. Past Population Growth

For most of the past three decades, Elkton has grown at a faster annual rate than Cecil County. Between 1980 and 2005, the Town’s population more than doubled, while Cecil County’s grew by 60 percent (Table 3.1).

However, in recent years, the difference in the annual growth rates of Elkton and Cecil County has narrowed. In the most recent five-year period for which data are available (2000 to 2005), the County’s annual growth rate actually surpassed the Town’s slightly (2.44 percent per year to 2.28 percent).

Table 3.1 Population Growth, 1980-2005

		Elkton	Cecil County	
	1980	6,468	60,430	
	1990	9,073	71,347	
	2000	11,893	85,951	
	2005	13,312	96,950	
Change, 2005	1980-	Number	6,844	36,520
		Percent Change	106%	60%
		Annual Increase	2.9%	1.9%
Change, 2005	1990-	Number	4,239	25,603
		Percent Change	47%	36%
		Annual Increase	2.59%	2.07%
Change, 2005	2000-	Number	1,419	10,999
		Percent Change	12%	13%
		Annual Increase	2.3%	2.4%

Sources: 2000 Census, ERM

3.1.2. Age/Education

In 2000, a significant amount of the population was under age 44, and 29 percent of the population was younger than 18. Thirty-three percent of the population was between the ages of 25 to 44. From 1990 to 2000, population in this age range grew by 29.5 percent, indicating an increase in the employable sector of the population (Table 3.2).

Table 3.2 Population by Age

	Under 5	5-17	18-24	25-44	45-54	55-59	60-64	65+
1980	493	1371	814	1650	619	376	311	834
1990	749	1672	1094	3078	668	343	336	1133
2000	1029	2464	1171	3986	1329	403	287	1224

Source: 2000 Census

In 2000, the median age of the Town’s population was 30.7, which was significantly lower than that of Cecil County, at 35.5. Of the population over 25, 77.4 percent had a high school degree and 16.2 percent had earned a bachelor’s degree or higher. In 2000, the Town’s population was 47.8 percent male and 52.1 percent female, the same percentages as in 1990.

3.1.3. Household Size

In 1990, there were 2.59 persons per household in Elkton. By 2000, the average had dropped to 2.55, lower than both Cecil County (2.71) and Maryland as a whole (2.61), according to Census data.

3.1.4. Recent Land Use Change

Elkton has annexed a substantial amount of land in recent years. Between 1993 and 2008, the Town annexed 11 parcels (primarily containing residential uses), totaling almost 305 acres. The largest annexations were two parcels of approximately 138 acres north of Frenchtown Road (controlled by Southside LLC) for the Southfields Planned Unit Development (PUD) project (Table 3.3).

Table 3.3 Annexations 1993-2008

Property	Date	Town Zoning	Size (acres)
Zawacki Property	1993	R-1	0.4
George Property	1993	R-1	0.2
Delmarva Capital Realty	1996	C-2 / R-3	63.3
Margaret Boulden Property	1997	R-1	0.5
Reba Keithley/Bryson Property	2000	R-2	10.7
Walter & Jean Baker Property	2002	R-3	16.9
Southside, LLC	2002	R-2 / R-P	83.2
Lands of Curtis Rasnake	2003	C-2	29.9
Hughes & Ginder Properties	2005	R-O	0.3
Lands of Eddy S. Saw	2006	R	44.8
Lands of Southside, LLC	2006	R-2	55.0
Total			305.0

Source: Town of Elkton Planning Department

3.2. The Plan for Future Growth

Accommodating Elkton’s projected growth will require development and redevelopment within the Town’s existing boundaries, as well as future annexations. This section quantifies this growth and the demand for land that this anticipated growth will generate.

3.2.1. *Population Projections*

The Maryland Department of Planning (MDP) prepares population projections to assist local governments in their planning. Under MDP’s most recent population projections, Cecil County is expected to grow from 96,950 people in 2005 to 154,950 by 2030, an increase of 58,000 people, or 60 percent.

In 2005, the Town of Elkton’s population was approximately 13,312, or 13.8 percent of the County’s estimated total.

MDP completed separate municipal level population, household and housing unit projections for the Town of Elkton that include a range of possible futures, based on past trends and recent development activity in the areas surrounding the Town. The approach recommended by the state estimates that Elkton will have a population of 22,070 in 2030, a 66 percent increase from 2005. As shown in Table 3.4, this represents an increase of 8,758 residents from the 2005 total.

Table 3.4 Population Projections, 2005-2030

Year	Elkton	Cecil County
2005	13,312	96,950
2010	14,403	108,100
2015	16,416	121,650
2020	18,277	134,500
2025	20,170	147,350
2030	22,070	154,950
Change, 2005-2030	8,758	58,000
Percent Change, 2005-2030	66%	60%

Source: Maryland Department of Planning

In addition to the projected 8,758 new residents expected by 2030 due to “natural growth,” added through infill within the Town’s current boundaries, and new development on undeveloped land expected to be annexed by the Town, the future annexation areas identified in the plan include an estimated 407 existing housing units (see below for a discussion of annexation).

3.2.2. *Household Projections*

Using these population projections, we can determine how many additional households will be needed to support Elkton’s anticipated population growth. As explained above, the Town’s average household size has been falling over time, from 2.59 persons per household in 1990 to 2.55 in 2000, according to Census figures.

For purposes of the household projections, MDP projected a continued decrease in household size, to 2.31 in 2030. Based on these inputs, MDP estimates that the Town of Elkton is expected to gain an additional 3,957 households by 2030 (Table 3.5).

Table 3.5 Household Projections, 2005-2030

	2005	2010	2015	2020	2025	2030	Change 2005-2030
Total Population	13,312	14,403	16,416	18,277	20,170	22,070	8,758
Households	5,141	5,622	6,512	7,358	8,228	9,098	3,957

Source: Maryland Department of Planning

3.2.3. *Housing Unit Projections*

To complete the calculations of future demand, we also need to consider housing units.

At any time, a certain percentage of housing units are vacant, which, under the 2000 Census, was 6.3 percent in Elkton. MDP used this factor to estimate the number of housing units that would be developed in Elkton to support growth. As shown in Table 3.6, this yielded an estimated 9,710 housing units in 2030, or an increase of 4,223 over 2005. To support the Town’s projected growth, then, Elkton will need an estimated 4,223 additional housing units by 2030.

Table 3.6 Housing Unit Projections, 2005-2030

	2005	2010	2015	2020	2025	2030	Change 2005-2030
Households	5,141	5,622	6,512	7,358	8,228	9,098	3,957
Housing Units ¹	5,487	6,000	6,950	7,852	8,781	9,710	4,223

Source: Maryland Department of Planning

3.2.4. *Development Capacity*

The Maryland Department of Planning also analyzes residential development capacity to support the planning efforts of local government. This effort calculates the capacity of the land to support growth, based on the density requirements in the municipality’s zoning ordinance. This analysis produces estimates of the number of housing units that can be built based on existing zoning, land use, parcel data, sewer service, and information about un-buildable lands. This analysis does not account for school, road, water or sewer capacity.

In 2008, MDP completed a capacity analysis for Elkton that showed that developable land in the town (on land not already subject to proposed residential development) could support 641 additional housing units (Table 3.7).

Table 3.7 Development Capacity by Zoning District, (Uncommitted Land)

Zoning District	Description	Maximum Density (DU/acre)	Density Yield (DU/acre) ¹	Residential Capacity (Housing Units) ²
R-1	Town Estate	3.00	2.25	89
R-2	Suburban Residential	5.00	3.75	429
R-3	Urban Residential	9.67	7.25	85
R-O	Residential - Office District	9.50	7.13	32
MH	Manufactured Home Residential	6.00	4.50	0
RP	Resource Protection	0.50	0.38	6
Total				641

1: Assumed to be 75% of the maximum density, as per MDP’s Models and Guidelines #25.
 2: Does not include Pipeline Development

Source: Maryland Department of Planning

Because a number of developable parcels already had residential projects proposed or in development, the Town decided to include these projects in its development capacity. As shown in Table 3.8, these projects represent an additional 3,278 units.

Table 3.8 Development Capacity, Pipeline Projects

Name	Proposed Units	Type
Gray Mount Commons	194	Townhouse Residential
The Woods	44	Single Family Residential
Liberty Hill, Phase 1	115	Single Family Residential
Liberty Hill, Phase 2	52	Single Family Residential
South Stream	55	Single Family Residential
Red Hill	84	Townhouse Residential
Kensington Courts	4	Single Family Residential
Patriots Landing (Prelim.)	100	Single Family Residential
Patriots Glen, Phase IV	24	Single Family Residential
Deer Knoll, Section 2	26	Duplex
Pheasant Glen, Section 4	4	Townhouse Residential
Quail Ridge, Section 2	19	Single Family Residential
Overlook at Walnut Hill	8	Single Family Residential
Summit at Walnut Hill	49	Townhouse Residential
Southfields PUD	2,500	Mixed Use
Total*	3,278	

*This total does not reflect all pipeline development, only larger and key developments affecting the analysis.

Source: Town of Elkton Planning Department

Adding these pipeline projects to the development capacity on uncommitted land yields a total development capacity in Elkton of 3,919 units (Table 3.9).

Table 3.9 Total Development Capacity

	Housing Units
Uncommitted Land	641
Pipeline Projects	3,278
Total	3,919

Source: ERM

3.3. Distribution of Future Growth

The analysis of Elkton’s future growth in light of its development capacity shows that the development capacity of the town would not meet the demand represented by the Town’s projected growth. Expressed in housing units, the deficit is 304 units, as shown in Table 3.10.

Table 3.10 Demand for Housing Units

	Housing Units
Uncommitted Land	641
Pipeline Projects	3,278
Total Development Capacity (2030)	3,919
Demand for Additional Housing Units (2030)	4,223
Units Needed Beyond Capacity + Pipeline (2030)	304

Source: ERM

These findings are based on a buildout of the Southfields PUD project as envisioned at the time this plan is drafted. However, it is possible that Southfields could be developed at a lower yield, given the underlying zoning and the residential market realities of 2008, which in turn would affect the development capacity of the Town, at least in terms of land currently identified as developable.

Southfields is proposed to include 2,500 units at a density of approximately six units per acre. Because it is being proposed as a planned unit development, this yield is higher than what would be allowed under base zoning.

If Southfields were developed under base zoning densities, the project would be capped at approximately 1,994 units, or 500 fewer units than assumed in the capacity analysis.¹ In this case, Elkton would have capacity for only approximately 3,413 housing units, or 810 fewer units than the number of units estimated to serve the Town's anticipated growth by 2030. Therefore, regardless of the status of the project, the Town lacks sufficient capacity to support projected future growth, and the Town needs to look at annexation, as well as redevelopment of existing areas, to support anticipated growth.

3.4. Annexation Areas

In addition to the opportunities for growth represented by pipeline residential projects and infill, the Town of Elkton will need to consider annexing land for long-term growth needs.

Future annexations into the Town of Elkton should serve two primary purposes. First, annexations should help to accommodate projected population growth and commercial/employment needs through 2030, as well as a reasonable amount of growth beyond 2030. Second, Elkton should annex properties and areas that simplify the Town's boundaries, so that Town services can be provided in as efficient a manner as possible. Such annexations should also incorporate areas that already rely on (but do not necessarily pay taxes to support) Town roads and other public services and facilities.

Cecil County's 1990 *Comprehensive Plan* includes policies that suggest future growth in the County should be directed into the I-95 and US 40 corridor (the Development District). Cecil County plans to extend public drinking water service from a private water supplier, Artesian Water Company in Delaware, to areas on the northwestern boundary of Elkton (an area known as "Elkton West").

It is anticipated that together these improvements will provide the impetus for growth and development in the County's Development District. These policies and capital projects will have numerous implications for the Town of Elkton and underscore the need for a cooperative approach to growth management between the municipalities in the Development District and the County.

Based on the need for future growth areas, the Town of Elkton prefers to retain the annexation areas it identified in 1988, as well as in the Town's *Comprehensive Water and Sewer Plan*. Growth in this direction is in line with the long-standing conception of Elkton's natural boundaries as Interstate 95 on the north, Frenchtown Road on the south, and the state line on the east.

The Town considered growth south of Frenchtown Road as part of the plan process but decided that any future expansion to the south of the current Town boundaries should occur after areas to the north, northeast (in the area around Muddy Lane), northwest and west of the Town have developed.

The Town's preferred areas for future annexation are shown on Map 3.1 below. Portions of the Town's future annexation areas are located in the planned Elkton West

¹ The Southfields PUD is planned for approximately 591 acres: 69 acres are zoned R-3, 227 acres are zoned R-2, and 283 acres are zoned R-1, and 12 acres are zoning RP. Undevelopable land includes 46 acres of wetlands and a forest conservation area.

service area but the Town is making arrangements to allow these areas to stay within Town service areas. The future annexation area is 2,913 acres and has a capacity for an additional 4,693 housing units at existing County zoning, as shown in Table 3.11 below.

Table 3.11 Housing Capacity of Proposed Annexation Areas

Growth Area	Size (acres)	County Zoning	Density	Housing Unit Capacity*
1	729	DR/M1	3.75	1,591
2	1,078	DR/SR/RM		2,635
3	709	M2/B1	2.00	2
4	397	DR/M1	3.75	465
Total	2,913			4,693

Source: MDP Capacity Analysis for Cecil County, April 2008

In addition to undeveloped land, the planned annexation areas include land already developed for residential and nonresidential purposes. These areas contain approximately 407 existing residential units. The Town assumes that approximately half of these units (204 units, containing approximately 510 residents²) would be annexed by 2030.

3.4.1. Growth Area 1

This area would be the first priority for future annexations, as land between the town limits and state line have been added to the Town since the 1998 Comprehensive Plan. It is envisioned that Growth Area 1 would be annexed within the next ten years.

This area is envisioned for medium density residential uses, mostly designated Suburban Residential (with R-2 zoning), but with a portion of Urban Residential (with R-3 zoning) along Muddy Lane.

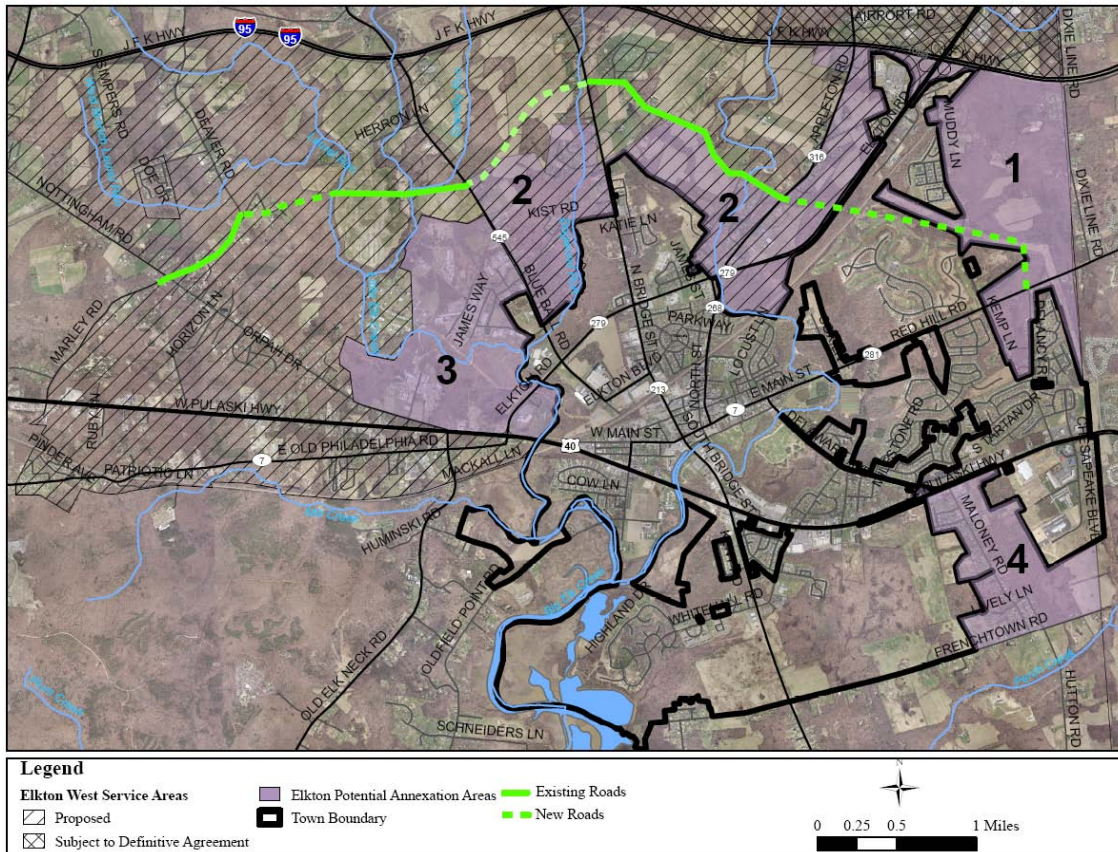
3.4.2. Growth Area 2

Growth Area 2 includes 1,078 acres of land in two sections: one between MD 279 and Appleton Road and between Ricketts Mill Road and the current Town boundary, and another between MD 213 and Blue Ball Road north from the Town boundary to a line roughly connecting the ends of Ricketts Mill Road and Zeitler Road. This segment, not currently connected by a road, has been proposed for a loop road around Elkton, and the boundary for this area, as envisioned here, would snap to that future roadway. It is envisioned that Growth Area 2 would be annexed within the next fifteen years.

The area between MD 279 and Appleton Road is envisioned for Interchange Commercial and Mixed Use (a new category), with Resource Protection on the area south of 279 and Big Elk Creek. The area between MD 213 and Blue Ball Road is envisioned as Suburban Residential. Mixed Use areas would be strategically located along MD 213.

² Based on 2.5 residents per household.

Map 3.1 Future Growth Areas



3.4.3. Growth Area 3

This includes 709 acres of land zoned almost exclusively for industrial and commercial uses. It would continue to be industrial and commercial in nature and serve as an opportunity area for the Town’s economic development. It is envisioned that Growth Area 3 would be annexed within the next ten to twenty years.

3.4.4. Growth Area 4

This area includes 397 acres on either side of Maloney Road south of US 40. It includes areas of existing residential development. It is envisioned as medium to high density residential (Suburban and Urban Residential). It is envisioned that Growth Area 4 would be annexed within the next ten to twenty years.

If Chesapeake Boulevard is extended to Frenchtown Road, industrial areas could be extended to take advantage of the road access that would be provided between US 40 and Frenchtown Road. Absent such an improvement, this area would be isolated from existing employment uses and would be envisioned as a residential area.

Table 3.12 Future Annexation Areas

Annexation Area	Current Land Use	Recommended Land Use	Estimated Dwelling Units	Sensitive Areas Present
Growth Area 1	Agriculture, Natural Areas	Medium Density Residential	1,591	Sensitive Species Habitat, Wetlands, Forest
Growth Area 2	Agriculture, Natural Areas, Industrial	Mixed Use, Highway Commercial, Medium Density Residential	2,635	Big Elk Creek (a Tier II stream), Floodplain, Dogwood Run, Wetlands, Forest
Growth Area 3	Industrial, Commercial, Natural Areas	Employment, Mixed Use, Medium Density Residential	2	Forest, Floodplain, Little Elk Creek, Wetlands, Forest Conservation area, Chesapeake Bay Critical Area
Growth Area 4	Natural Areas, Low Density Residential	Medium Density Residential	465	Forest Conservation Area, Wetlands

3.5. Impacts of Growth on Community Facilities and Services

In addition to consuming land, new development also places additional demands on public services provided by the Town and Cecil County. This section describes those impacts. A more detailed description of these facilities is provided in Chapter 8, Community Facilities.

3.5.1. Public Schools

Elkton is served by three elementary schools, two middle schools, and two high schools. The number of students attending these schools will grow as the community does.

Public school enrollment in Cecil County experienced growth beginning in the early 1980s. From 1986 to 1995, total enrollment increased 20 percent from 12,221 to 14,673. The primary increase was at the elementary level, where pre-K through Grade 5 enrollments increased by 29 percent. Projections for all of Elkton’s schools predict larger enrollments through the year 2019.

The Town does not own, nor has it been deeded, any lands suitable for new school facilities. The school district’s approach (as expressed in its Capital Improvement Plan) is to accommodate increased enrollment through renovation and addition to existing school facilities, or demolition and reconstruction of outdated facilities.

As shown in Table 3.13, one elementary school and Elkton and Bohemia Manor high schools are at or over capacity as of 2008 enrollment. By 2015, one additional elementary school will exceed state rated capacities, and by 2019, based on the existing inventory of schools, all but one (Bohemia Manor Middle School) serving the Town will be over capacity.

Table 3.13 Town of Elkton Schools Enrollment and Capacity in September 2008

School	State Rated Capacity	Existing Enrollment (2008/9)		Projected Enrollment (2014/15)		Projected Enrollment (2018/19)	
		Enrollment	Percent of Capacity	Enrollment	Percent of Capacity	Enrollment	Percent of Capacity
Gilpin Manor ES	416	460	111%	448	108%	493	119%
Holly Hall ES	624	611	98%	668	107%	744	119%
Thomson Estates ES	614	531	86%	596	97%	661	108%
Bohemia Manor MS	601	471	78%	522	87%	588	98%
Elkton MS	712	601	84%	659	93%	764	107%
Bohemia Manor HS	643	708	110%	739	115%	832	129%
Elkton HS	944	1088	115%	1246	132%	1403	149%

Source: Cecil County Public Schools FY09 Report

3.5.2. Public Libraries

The Elkton branch of the Cecil County Public Library is located near the intersection of MD 213 and MD 279. Designated as the central library for the county, this facility serves as the headquarters for six branch libraries. The library maintains a collection of 125,000 items for all ages, including books, material in large print, DVDs and books on compact disc, videos, records and audio tapes. The 25,000 square foot facility is the County's busiest branch, circulating more than 400,000 items a year, in part, because of its special services and expanded collections.

As a result of growth in population and services, library capacity is often exceeded. Planning for growth will be part of the library system's next strategic plan.

More information about Elkton's library is in Chapter 8, Community Facilities

3.5.3. Public Safety

The Elkton Police Department provides a full range of police services within the Town. As of 2008, the department was made up of 51 members, of whom 37 were sworn officers (42 are budgeted). The addition of approximately 8,500 residents over the next 20 years will place greater demands on local public safety and police resources. To serve the projected population, Elkton Police Department estimates that total sworn police staffing could reach between 66 and 70 by 2020, an increase of 55 percent. Further discussion on public safety can be found in Chapter 8, Community Facilities.

Fire, Rescue, and EMS services in Elkton are provided by a combination of volunteer and paid emergency medical services personnel. Fire and rescue services in the Elkton area are provided by the Singerly Fire Company.

The Singerly Fire Company has 21 fire suppression officers and seven EMS officers on staff, supplemented by numerous volunteers. Although volunteers are difficult to quantify, the VFD appears to have adequate staff to serve the Town's current and projected population.



Singerly Fire Company provides fire and rescue services to Elkton.

3.5.4. *Water and Sewer Facilities*

Current Inventory

The availability of water and sewer service is a key determinant of growth and development in Elkton. The location, capacity and availability of these services often determines where, when and how the Town will grow and develop. Water and sewer service is available to all properties in the Town. A detailed inventory of the existing water and sewage facilities and available drinking water supply sources, plus various other descriptive materials and information pertaining to each, is contained in the Chapter 5, Water Resources; Chapter 8, Community Facilities, and the Cecil County Water and Sewer Master Plan.

The Elkton Water System presently serves approximately 14,500 residents. The system serves several subdivisions and commercial areas outside the Town limits, such as Holly Hall, Elkwood Estates, Thomson Estates, Triumph Industrial Park and through a meter located at MD 279 and MD 545, the Town sells water to Cecil County Government for properties on MD 7 and US 40.

The system consists of the Town’s surface water treatment plant and two wells in the Potomac aquifer. As of 2007, Elkton’s water treatment plant had an additional capacity of 350,000 gpd, or 16 percent of the plant’s permitted treatment capacity.

Wastewater processing in Elkton is provided by the Elkton Wastewater Treatment Plant (WWTP) located south of US 40. The plant, which went into operation in 1961, discharges into the Big Elk Creek and has recently been upgraded with Biological Nutrient Removal (BNR) and Enhanced Nutrient Removal (ENR) facilities. The plant has permitted treatment capacity of 3.2 million gallons per day (MGD) and is at approximately 66 percent of capacity.

Demands Created by Projected Growth

A population increase of 8,758 people translates into a total of 9,710 housing units, which will create a demand for approximately 2.42 MGD of drinking water, and non-residential demand will be approximately 0.60 MGD³ (Table 3.14). Based on these projections, the Elkton Water System will not have adequate permitted capacity to support projected growth through 2030.

Chapter 5, Water Resources discusses options for securing additional water supplies.

Table 3.14 Future Public Water Treatment Capacity (gpd)

Existing Demand, 2008	1,800,000
Permit Capacity	2,150,000
Total Future Demand (gpd)	3,034,439
Net Future Capacity (gpd)	(884,439)
Percent Available	-41%

Source: ERM

The Town’s wastewater treatment plant will have just enough capacity to serve this growth, as shown in Table 3.15, and may have to seek expansion to serve projected demand.

³ Non-residential demand assumed to be 30% of residential demand.

Table 3.15 Public Wastewater Treatment Capacity (gpd)

Existing Demand, 2008	1,490,000
Treatment Capacity	3,200,000
Total Future Demand (gpd)	3,034,439
Net Future Capacity (gpd)	165,561
Percent Available	5%

Source: ERM

3.5.5. Stormwater Management

The Town is currently 17 percent impervious cover. As development continues, impervious cover increases and water quality in area streams is affected as a result of development, the Town should attempt to mitigate problems when they are identified in the development and redevelopment process by encouraging Environmental Site Design (ESD) and selected SWM retrofit projects. Examples of ESD and additional detail on storm water management can be found in Chapter 5, Water Resources.

3.5.6. Recreation

There are approximately 500 acres of public recreation land in the Town of Elkton. In addition to Town-owned facilities, school playgrounds also provide recreation opportunities for local residents. These facilities include neighborhood parks and playgrounds, local schools, a skate park, and recreation areas.

The State of Maryland recommends that jurisdictions provide 30 acres of park and open space land per 1,000 residents, of which 15 acres should be active recreation uses (parks, recreation facilities, etc). The Town of Elkton currently has approximately 38 acres of parkland per 1,000 residents. However, the Town will need approximately 159 acres of additional parkland to meet the state's recommended standard for the projected future population (Table 3.16). Also, many acres of parkland are in the floodplains or are wetlands and are not available for active recreational use.

Table 3.16 Park Facilities Capacity

	2005	2030
Population	13,312	22,070
Acres of park land	503	662
Acres per 1000 residents - Town Parks Only	37.75	30

Source: ERM

The 2005 Cecil County Land Preservation, Parks and Recreation Plan (LPPRP) recommended the addition of county and regional facilities to help meet this deficit. A more detailed discussion of recreational facilities is provided in Chapter 8, Community Facilities.

3.6. Financing of Infrastructure Expansions

3.6.1. Background

New development will require additional public water supplies, emergency services and fire hydrant infrastructure, an expanded police department, recreation facilities, and new school facilities.

3.6.2. *Financing responsibilities*

Construction of new public schools in Cecil County is funded through general obligation bonds, transfer and recordation fees, state contributions, and funds from current operating revenues (pay-go).

3.7. Rural Buffer

Elkton sits within Cecil County's Development District. Undeveloped land around Elkton is expected to be developed over the long term. Accordingly, the Town does not envision a rural buffer.

3.8. Burdens on Municipally Provided Services and Infrastructure beyond Proposed Municipal Growth Area

The Town is not responsible for any other major infrastructure outside of its boundaries. However, the town's water system does serve several subdivisions and commercial areas outside the Town limits, such as Holly Hall, Elkwood Estates, Thomson Estates, Triumph Industrial Park and through a meter located at MD 279 and MD 545, the Town sells water to Cecil County Government for properties on MD 7 and US 40.

3.9. Protection of Sensitive Areas in and Near Elkton

Chapter 6, Sensitive Areas, catalogues and describes the streams and wetlands (and associated buffers), floodplains, sensitive species habitat, and areas of steep slope in and around the Town. Most of these sensitive areas are associated with Big Elk Creek and Little Elk Creek.

Policies to protect those resources are primarily described in the Land Use, Water Resources, and Environmental chapters of this Comprehensive Plan, as well as the Town's development ordinances. These policies and ordinances emphasize the concentration of development in locations that minimize adverse impacts to sensitive areas in and around the Town.

3.10. Relationship of Long Term Development to Elkton's Character

The Town of Elkton places great value on the design of neighborhoods, both to be complementary to the Town's existing built environment in terms of density and character, and also to assure that growth areas are built to a design quality that enables all Elkton residents to live in desirable residential environments.

Elkton has the great advantage of being the county seat and having a historic downtown and walkable streets and walkable commercial areas. New mixed-use areas within the growth area should be designed in keeping with these character elements and enable residential and commercial uses to exist within walkable proximity without traffic and noise impacts that degrade the quality of residential areas.

Future residential areas should be developed on connected local road networks that enable residents to walk and bicycle through their neighborhoods to commercial uses and public facilities such as schools and libraries. All streets should have sidewalks and connect to trails and parks that weave the Town's environmental character into its built environment. In this way, the Town can foster residential densities that support transit while providing residents with transportation choices that support the overall planning goals of the Town.

Chapter 4. Land Use

This chapter sets forth land use policies and action items to help Elkton enhance its role as the economic and cultural center of Cecil County while creating opportunities for growth and development. The intent of this chapter is to create a land use pattern that enables the Town to support and enhance its desired development character and implement a framework of residential densities and intensities of commercial, industrial and mixed uses. This framework will help the Town make decisions on the most appropriate and suitable uses within defined land use districts.

Issues related to annexation, growth and demand for public services are discussed in detail in Chapter 3, Municipal Growth, while the adequacy of public water and sewer service is discussed in Chapter 5, Water Resources.

4.1. Goals and Objectives

- Maintain and enhance Elkton's role as the economic, commercial, governmental, cultural and institutional center of Cecil County.
- Expand the Town's corporate boundaries to provide for future residential growth and economic development opportunities and protect the Town's fiscal health.
- Manage growth in a manner that allows the Town to deliver public services in an efficient manner.
- Ensure that residential areas are compact, attractive and well-designed, with a street pattern and arrangement of dwelling units that support pedestrian and bicycle activity, public safety, long-term investment and the efficient provision of infrastructure.
- Protect residential neighborhoods from excessive through traffic and encroachment from commercial and industrial uses.
- Establish mixed-use areas that combine residential, commercial and office development in strategic locations along the Town's major corridors.
- Support public and private investment in the Central Business District to promote redevelopment and infill and maintain the CBD as a center of government, professional services and commercial activity in Cecil County.
- Support the development and redevelopment of commercial areas along US 40 and MD 213.
- Continue to leverage the Town's access to Interstate 95 by expanding employment opportunities near the I-95/MD 279 interchange.
- Ensure that future development avoids environmentally sensitive areas.

4.2. Existing Land Use

Elkton's existing land use is a mix of residential, commercial, institutional, recreational, and undeveloped areas (see Table 4.1). As of 2007, according to the State's land use/land cover data, 53 percent of the Town's land area was developed, and 47 percent was undeveloped.

Developed areas are almost evenly split between residential uses and commercial, industrial, institutional uses. One-fourth of the Town is developed as residential, 19 percent of which is at medium densities (defined as two to six dwelling units per acre).

Another four percent of the Town is high density residential (at densities above six units per acre), with the remaining two percent at low density.

Elkton has the largest concentration of commercial uses in Cecil County, located along US 40 and MD 213. Fourteen percent of the Town is commercial, comprising 739 acres in 2007. Another four percent of the Town is industrial, and three percent is institutional. Institutional uses include schools, churches, and the Wastewater Treatment Plant.⁴

Table 4.1 Existing Land Use/Land Cover, 2007

Land Use Category	Acres	Percent
Development Lands	2,845	53%
Low Density Residential	114	2%
Medium Density Residential	1,024	19%
High Density Residential	189	4%
Commercial	739	14%
Industrial	240	4%
Institutional	151	3%
Open Urban Land	388	7%
Resource Lands	2,555	47%
Agriculture	566	10%
Forest	1,722	32%
Wetlands	189	4%
Brush	78	1%
Total	5,400	100%

Source: Maryland Dept. of Planning 2007 Land Use Land Cover dataset

As noted in Chapter 9, Housing, residential uses are primarily single-family, including attached and detached units and a significant number of multi-family units. From 1990 to 2005, the number of housing units in the Town increased by 1,890, from 3,597 to 5,487.⁵ Since 1990, residential development in Elkton has focused in the northeast quadrant of the Town, primarily north of US 40 and east of the Elkton reservoir. The Grays Hill and Washington Woods neighborhoods have built out, and the Patriots Glen development surrounding the Patriots Glen golf course is being developed. Other residential projects built on the east side of Town and north of US 40 since 1990 include the Glen Creek and Pine Valley apartment complexes.

Townhouse communities have been developed north of US 40 at Turnquist east of Delancy Road and the Meadows at Elk Creek west of Muddy Lane. Chapel Run was developed as single-family homes east of Delancy Road during this period. A portion of Walnut Hill east of MD 213 (Singerly Road) at the northern edge of the Town also has been developed. The Kensington Courts subdivision has been completed in the southwest portion of Town, and the Elk Chase I and II apartment complexes were built in the south central portion of Elkton.

⁴ The land use/land cover dataset classifies land by what is on the ground. Consequently, the forest, wetlands, brush and open urban land categories include land designated as parks.

⁵ Sources: U.S. Census Bureau and Maryland Department of Planning

Map 4.1 Existing Land Use



Source: Maryland Department of Natural Resources

4.3. Land Use Issues

4.3.1. *Projected growth in Cecil County and the region provides opportunities for Elkton to attract future growth.*

Elkton and Cecil County as a whole are projected to grow significantly by 2030. The most recent projections by the Maryland Department of Planning (MDP) show that the County's population will increase by more than 50,000 residents, 20,000 households and more than 19,000 jobs by 2030. Much of this growth is fueled by regional growth trends, the U.S. Department of Defense's Base Realignment and Closure (BRAC) process and the fact that adjacent jurisdictions, such as Harford County, Chester County, New Castle County and the City of Wilmington, do not have sufficient capacity and infrastructure to support all of the future growth that is forecast.

Although the recession that began in 2007 has slowed down economic and development activity throughout Maryland and the nation, long-term forecasts for growth remain strong. Moreover, the long-term trend in Maryland has been to direct future growth to areas served by existing infrastructure. The opportunity is available for Elkton to attract future growth – residential, commercial and industrial – by enhancing its advantages. These include its status as the commercial and government center of Cecil County, its location along two major corridors, its proximity to major population centers, its historic character and core neighborhoods, and its potential to serve as a future transit hub when MARC and SEPTA commuter rail service is expanded. (More information about transit is included in Chapter 7, Transportation.)

4.3.2. *The area south of US 40 and north of Frenchtown Road is a major growth opportunity for the Town.*

As noted in Chapter 9, Housing, Elkton is a center of affordable housing in the County. The need for affordable and workforce housing will continue to be a major issue as the population grows with the housing stock. However, the Town also needs to be able to attract higher-value housing so that it may provide a range of housing options at values that will help to sustain the Town's fiscal health.

The undeveloped land between US 40 and Frenchtown Road known as Southfields Planned Unit Development (PUD) includes the largest area designated Town Estate (low density residential) remaining in the Town. At 2,500 potential dwelling units, the proposed development represents 64 percent of the Town's existing residential capacity of 3,919 units, and 59 percent of the Town's forecast demand for housing units by 2030 (approximately 4,220 units).

Development of the Southfields area represents a major opportunity and challenge for the Town as it seeks to capture future residential growth. The character and pattern established by the development will define the southern part of Elkton, and its attractiveness as a neighborhood and community will establish the character of that area of the Town. As a major development, it will compete with other residential projects in Elkton and throughout Cecil County. Therefore, the character of the development should match the Town's goals for compact, attractive and well-designed neighborhoods, with a street pattern and arrangement of dwelling units that support pedestrian and bicycle activity, public safety, long-term investment and the efficient provision of infrastructure, as well as recreation facilities and adequate, quality amenities.

4.3.3. *The Town's development pattern offers opportunities for mixed-use development and redevelopment.*

Elkton has many advantages that provide opportunities for mixed-use development and redevelopment. The Town has a compact downtown and street grid with retail and employment uses that can be reached on foot. The Town also has four corridors that radiate out from the downtown, holding the potential to create a larger street grid system as the Town grows. The Central Business District is mixed-use by its character, and the Town has already experienced the potential for mixed-use development in its Residential Office district.

Reopening of the Elkton train station will provide opportunities for mixed-use and transit-oriented development near the center of Town. The proposed loop road around the Town would create the potential for nodes of development at intersections with MD 279/Elkton Road, MD 213/Singerly Road and MD 545/Blue Ball Road. Developing these areas as mixed use would concentrate density at locations that could eventually be supported by transit service, because transit best operates along corridors of concentrated density. These mixed-use areas also could serve as transitional areas between commercial and residential uses and residential and employment uses, such as along Blue Ball Road.

4.3.4. *Elkton will remain the commercial center of Cecil County.*

With 14 percent of its land area designated for commercial uses, Elkton functions as the commercial center of Cecil County. Concentrations of commercial uses along the Interstate 95/MD 279 interchange, US 40, along Bridge Street (MD 213) and downtown not only serve different markets (including auto-oriented, regional and neighborhood-scale retail uses) but provide a diversity to the Town's commercial base.

Much of the commercial uses in Cecil County are concentrated in towns, and it is anticipated that this pattern will continue, as future growth is directed toward areas of existing infrastructure. The enhancement of US 40 as the County and the Town's primary commercial corridor will support Elkton's economic development goals and provide opportunities for additional commercial uses as the area south of US 40 develops with residential uses.

4.4. Proposed Land Use

Map 4.2 is the Town's proposed land use plan. The Future Land Use Map embodies the Town's goals and objectives by designating land use categories that apply to specific areas. The map divides Elkton into nine land use categories, which are general and provide the basis for a more refined classification of land into districts for zoning purposes:

Table 4.2 Proposed Land Use Designations

- Town Estate Residential
- Suburban Residential
- Urban Residential
- Central Business District
- Mixed Use
- Mixed Use Residential Office
- Highway Commercial
- Highway Interchange
- Business and Industrial
- Resource Protection and Open Space

Seven of the nine categories carry over from the 1998 *Comprehensive Plan*. The new category is the Mixed Use District, which is intended to foster mixed-use development at nodes and along the Town’s corridors and replace the existing Residential Office district. The Residential Office district has been refined into a Mixed Use Residential Office designation.

Table 4.3 summarizes the area of these future land use districts, as well as the share of the Town’s total land area where these districts apply.

Table 4.3 Future Land Use

Land Use	Acres	Share of Total
Town Estate Residential	731	15%
Suburban Residential	1,320	27%
Urban Residential	610	12%
Central Business District	102	2%
Mixed Use	21	<1%
Mixed Use Residential Office	26	<1%
Highway Commercial	581	12%
Highway Interchange	185	4%
Business and Industrial	574	12%
Resource Protection and Open Space	794	16%
Total	4,944	100%

Note: Total acreage of future land use does not equal the total of land use/land cover because land use/land cover includes roads

Source: Maryland Dept. of Planning 2007

Map 4.2 is the Future Land Use Map. The map has several purposes:

- It is a policy map that provides the basis for a more refined classification of land into zoning districts that regulate the use and development of land.
- It serves as a guide to the Town’s future desires and interests for land development, preservation and conservation.
- It serves as a guide to decision makers regarding public facilities, economic development, transportation, and parks.

4.4.1. *Town Estate Residential*

The Town Estate District comprises Elkton's low-density residential areas, with a maximum permitted density of three dwelling units per acre. With lot sizes typically of one-quarter to a half-acre, this district is made up of single-family detached units.

Areas of Town Estate Residential in the Town include the undeveloped area known as Southfields (south of US 40, west of Maloney Road, north of Frenchtown Road and east of MD 213), as well as the Heritage Woods and Normira Heights neighborhoods north of US 40 and the Estates at Walnut Hill community adjacent to Elkton High School.

4.4.2. *Suburban Residential*

Suburban Residential is Elkton's medium-density residential land use district. Densities range from three to a maximum of five dwelling units per acre. Most of the dwelling units are single-family detached, although the lot sizes and yards are smaller than in the Town Estate District. Suburban Residential is the Town's largest residential land use district in terms of area at more than 1,300 acres, or about one-fourth of the Town's existing land area.

Existing Suburban Residential areas include Patriots Glen, and much of the area between Delancy Road and Hatchery Park, including Washington Woods, Grays Hill, Buckhill Farm, Thomson Estates, Friendship Heights, Walnut Hill and Colonial Ridge, as well as the Elkton Heights neighborhood east of Bridge Street.

4.4.3. *Urban Residential*

The Urban Residential District includes the higher density areas of Elkton. Through this district, the town seeks to provide areas within the Town that are appropriate for development at urban densities and that support a full-range of housing types, including single-family detached units, townhouses, apartments and condominiums. The Town also seeks to encourage through the Urban Residential District the development of new residential areas that function as neighborhoods and have unified design elements and appearance. Maximum densities are capped at five units per acre for single-family detached units, 10 units per acre for townhouses, and 14 units per acre for apartments and condominiums.

The Urban Residential District includes areas of Downtown Elkton east of North Street, as well as denser neighborhoods on the periphery of town, including Kensington Courts, Turnquist, the Meadows at Elk Creek, Hollingsworth Manor and a portion of Walnut Hill, as well as the Villas at Whitehall, Elk Chase Apartments, Pine Valley Apartments, Glen Creek Apartments, the Meadows apartment complex and Chapel Run.

4.4.4. *Central Business District*

The Central Business District is the center of commerce in Elkton. This area is generally bounded by the Amtrak line, Bridge Street, Howard Street and Booth Street. It contains a mix of public uses, as well as business, service, and commercial establishments that make up a significant portion of the local economy. The Central Business District recognizes the role of Downtown Elkton in the Town's economy as it continues to provide a compatible mix of commercial, cultural, institutional, governmental, and residential uses in a compact, pedestrian oriented, traditional town center that serves as the focal point for surrounding residential areas.

This district encompasses Elkton's downtown core and surrounding areas. The buildings that line both sides of Main Street and North Street establish the downtown's

character. Commercial and industrial uses are intermixed with older residential buildings to reinforce the Town's traditional urban fabric.

4.4.5. *Mixed Use*

The Mixed Use District applies to areas where the Town envisions a seamless combination of residential, commercial, office and institutional uses.

Mixed use developments are defined as single, high intensity development projects, commercial in nature, which include two or more types of uses, including residential, commercial, business, service, civic and open space. Mixed use development integrates the different uses horizontally (on the same site) or vertically (in the same building).

Mixed use development has several advantages over single use development:

- Uses reinforce one another; for example, residential uses can support business, business uses can support retail, and so on.
- Automobile trips can be reduced as more trips are made on foot.

Mixed use areas can be livelier, with a more varied and interesting built environment. Parking areas can be shared and smaller.

New mixed-use areas should result from master planning efforts or a special study. This future land use will support the Town's land use, housing and economic development goals by promoting the comprehensive development and redevelopment of land where a mix of land uses is desired.

A new mixed-use zoning district should be created to encourage and guide mixed-use development. Residential densities in mixed-use areas would be determined through the planning process, but would be consistent with the densities in the Urban Residential district.

The Mixed Use District as envisioned in this plan would be applied along major corridors and promote integrated mixed-use development and redevelopment, especially through the Planned Unit Development (PUD) process. Map 4.2 shows an area of Mixed Use east of MD 213 and north of MD 279. Mixed Use is also envisioned in the Town's growth areas north of MD 279.

Development projects in the Mixed Use District are envisioned as including no less than 30 percent residential uses and no less than 20 percent non-residential uses.

4.4.6. *Mixed Use Residential Office*

The Mixed Use Residential Office District applies to developed areas of the Town adjacent to the Central Business District, where units have been converted to mixed uses, including dwelling units with accessory apartments, offices, and/or institutional uses.

The purpose of the Mixed Use Residential Office District is to provide for a mixture of residential and business uses in the central part of Elkton that do not adversely affect high-density residential areas in the district. This will enable the Town to maintain the positive mixed-use elements of central Elkton as a transition area between the Central Business District and the residential land use districts that abut it.

Non-residential uses should be limited to those with minimal demand for parking, daytime hours of operation and little or no appearance of a business establishment, including signage.

4.4.7. *Highway Commercial*

Highway Commercial is Elkton's primary commercial land use district, applying to continuous commercial corridors along major highways and entrance points to the Town. This land use supports the range of commercial activities in appropriate locations serving the commercial needs of Town residents as well as future commercial and service uses that serve large market areas and, therefore, need access to major thoroughfares.

The Highway Commercial District includes the entire US 40 corridor and portions of the MD 213/Bridge Street corridor. Uses include retail sales and business service establishments such as community shopping centers, fast food restaurants and service stations. Uses that are characterized by extensive warehousing, frequent heavy truck activity, open storage of material, or nuisance factors of dust, odor, and noise associated with manufacturing are not permitted in this district.

4.4.8. *Highway Interchange*

The Highway Interchange District allows for the intense development of automobile-oriented commercial, office and industrial uses in the area surrounding the Interstate 95/MD 279 interchange. This interchange serves as the primary, direct access point into Elkton from the interstate.

Permitted uses include fuel stations, hotels, truck stops, and fast food restaurants. These uses must be easily accessed from the interchange and must not create traffic burdens on other areas of the Town. This district applies to the extreme northern part of Elkton, both the north and south sides of Elkton Road (MD 279) to the Amtrak line, as well as a portion near the interchange area north of MD 279 to the existing town limits.

4.4.9. *Business and Industrial*

The Business and Industrial District is the Town's primary employment district, identifying appropriate areas for light and medium industrial uses, and accessory uses and facilities. Offices, office parks, light industrial parks, research and development facilities, and manufacturing facilities are the target land uses for these areas. Business and Industrial areas are locations to which the Town will devote special attention to attracting new businesses and providing appropriate space for existing businesses in the Town that want to expand.

The Business and Industrial District is generally located along primary highway and rail corridors, including US 40, MD 213 and MD 279. This includes the Upper Chesapeake Corporate Center south of US 40 and west of the Delaware state line.

A characteristic of this district is large buildings with associated parking. Because of the large parcel sizes upon which they are located, their visual impact is somewhat lessened. The existence of undisturbed natural areas surrounding these uses also helps to soften adverse visual effects.

4.4.10. *Resource Protection and Open Space*

The Resource Protection and Open Space District contains areas of sensitive natural features and other development constraints that limit the appropriate uses for these

areas. This district also includes areas where special development requirements are imposed to protect and enhance water quality in the Chesapeake Bay and its tributaries, as well as to enhance and maintain sensitive wildlife habitats.

The Resource Protection and Open Space District includes natural areas likely to remain in a natural state or developed with low intensity uses such as public and private parks, recreation facilities, cemeteries and other large land areas specifically preserved as open space. These areas include steep slopes, floodplains, Resource Conservation Areas (RCA) associated with the Chesapeake Bay Critical Area Program, stream valley and buffers and wetlands.

4.5. Urban Design Framework Plan

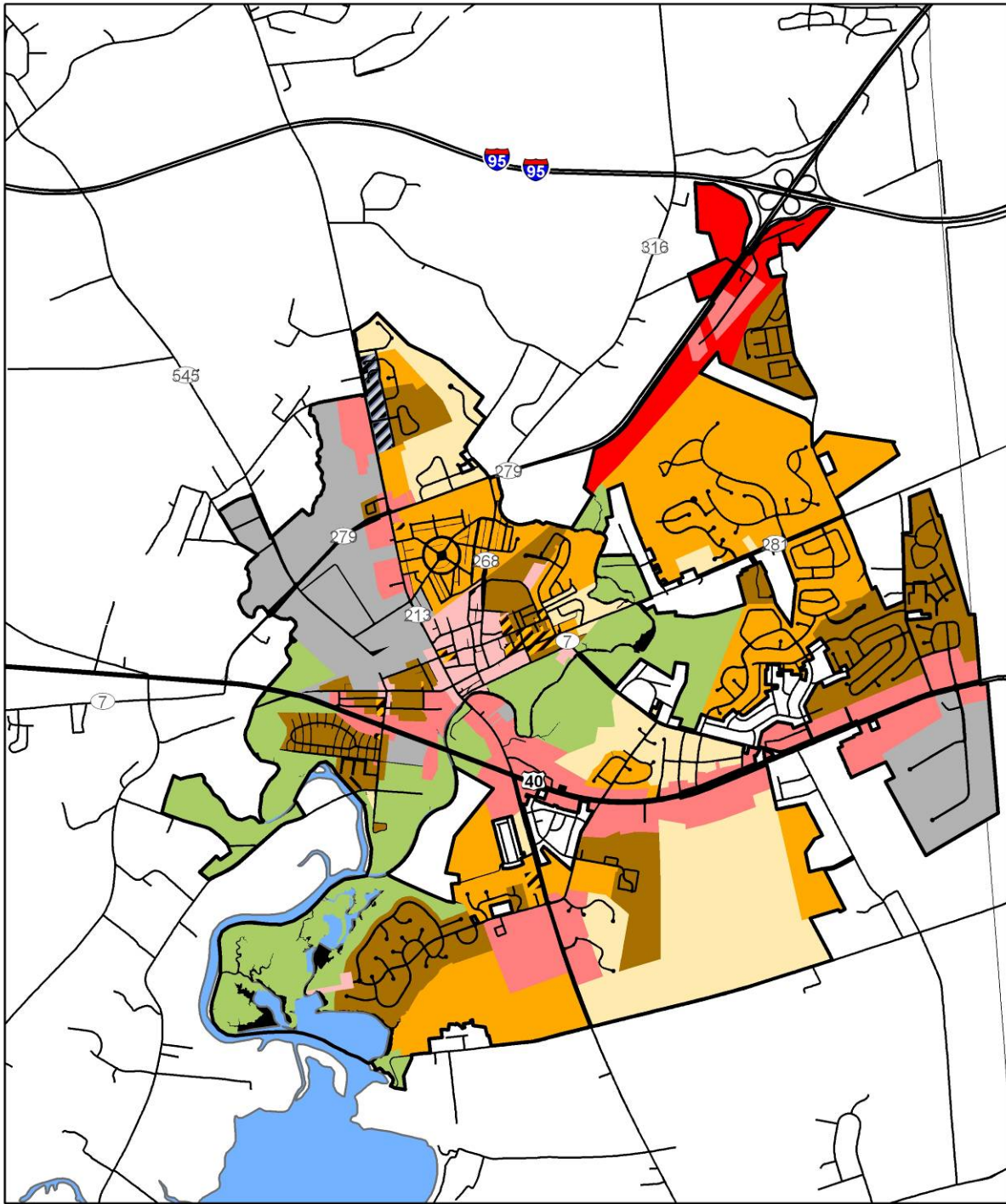
As an appendix to the *2010 Comprehensive Plan*, an *Urban Design Framework Plan* was developed. This framework plan reflects an analysis of physical and environmental features and characteristics, an evaluation of the Town's existing and desired development patterns, and an effort to illustrate key goals and objectives of the *2010 Comprehensive Plan*.

The overall goal of this effort is to show, through these analyses, a potential urban design concept for the growth area between the Town of Elkton's existing corporate boundaries and Interstate 95. This framework seeks to incorporate the Town's land use goals and create a development pattern that would enable concentrated, mixed-use, transit-supportive development pattern that functions well, given environmental constraints and existing and potential transportation networks.



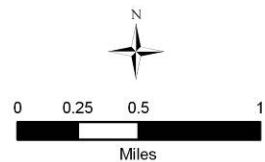
Big Elk Creek and Eder Park provide recreational opportunities to Elkton residents.

Map 4.2 Future Land Use



Elkton Future Land Use

- | | | |
|-----------------------------|--------------------------------|-----------------------|
| ■ Business and Industrial | ■ Town Estate | ■ Mixed Use |
| ■ Central Business District | ■ Suburban Residential | ■ Resource Protection |
| ■ Highway Commercial | ■ Urban Residential | |
| ■ Interchange Commercial | ■ Mixed Use Residential Office | |



4.6. Overlay Districts

In addition to these land use districts, the Town of Elkton has established three overlay districts that have been enacted into the Zoning Ordinance to implement the Town's land use goals: a Historic District, a Highway Corridor District, and a Planned Development overlay.

4.6.1. *Historic Overlay*

The Historic Overlay District applies to areas of Elkton that contain concentrations of structures with historic, cultural, architectural and design significance. The Zoning Ordinance contains criteria that are used to determine significance, including features such as whether the resource was the site of a historic event, may yield important information about history, is identified with a person or group that influenced society, and/or exemplifies the Town's cultural, economic, social, political or historic heritage.

Design criteria include whether the resource embodies the distinctive characteristics of a period, style or method of construction, represents the work of a master architect or builder, and/or represents an established and familiar visual feature of the Town, among other criteria.

As part of the Comprehensive Plan process, the Historic and Architectural Review Committee (HARC) recommended changes to the Historic District Map that Elkton Middle School, the Holly Hall, and the peninsula of the historic Elk Landing Site, as well as the properties abutting the Little Elk Creek to Old Fieldpoint Road. More information about the Historic District is included in Chapter 11, Historic Resources.

4.6.2. *Highway Corridor Overlay*

The Highway Corridor Overlay District has been established to create uniform standards for development along major corridors, including standards for access control, buffering, landscaping and signage.

The Highway Corridor Overlay Zoning District includes all lands within 500 feet of each side of the center line of US 40, I-95, MD 213 and MD 279. Development within the corridor is subject to an architectural design review by the Elkton Planning Commission.

The Highway Corridor Overlay District is shown on Map 7.1.

4.6.3. *Planned Development Overlay*

The primary means the Town has used to encourage the development of well-designed and integrated mixed-use developments and business parks is through the Planned Unit Development process. The Town has two Planned Development zoning overlay districts: PUD (Planned Unit Development, Mixed-Use) and B-P (Planned Business Park District).

The PUD zone is intended to provide for a mix of multi-family residential uses with limited commercial activities that primarily serve the local neighborhood. Development is intended to be pedestrian-oriented, supported by commercial activities of a scale that is less intensive permitted in commercial districts.

Although the PUD has been enacted to encourage the design elements found in traditional neighborhoods, the regulations have not resulted in the types of development desired by the Town. Consequently, the Town would benefit by bolstering the PUD process through the creation and implementation of design standards and guidelines, such as a Traditional Neighborhood Design (TND) ordinance, which would codify town

planning principles that are intended to create compact, pedestrian-oriented communities.

The B-P zone is intended to encourage the creative design of commercial, business and industrial development by facilitating the use of innovative construction techniques and maximize the conservation and efficient use of open space and natural features. The Town should review these regulations in light of the Comprehensive Plan's land use and economic development goals to determine how these regulations can be improved.

4.7. Policies and Actions

1. Ensure that future land uses in the Town are consistent with the designations in Table 4.2 and the locations on Map 4.2.
2. Enhance the Town's character by adopting design standards that create compact, walkable and attractive neighborhoods connected to each other and linked, where appropriate, to the Town's mixed-use and commercial areas.
 - a. Consider revising the Planned Unit Development, Mixed Use zone to incorporate tools such as design standards and a Traditional Neighborhood Design ordinance to identify and codify the Town's goals for future residential and non-residential development.
 - b. Encourage innovative designs for residential neighborhoods that include common open spaces, streetscapes, sidewalks and trails.
 - c. When adopting design guidelines, establish site design elements, building materials, external finishes and architectural styles that are consistent with the Town's historic character and continue to make Elkton an attractive place to live.
 - d. When adopting design guidelines, require that new residential development include street and other public improvements, (street trees, sidewalks, signage, and buffers) that contribute to enhance the quality and attractiveness of neighborhoods.
 - e. Consider establishing performance standards in the zoning and subdivision ordinances that set specific minimum and maximum standards to assure compatibility with surrounding uses and increase developer flexibility.
 - f. Review the Town's site plan review process to ensure that it enables the Town to implement its development goals.
3. Protect residential areas from negative impacts from adjacent non-residential development
 - a. Protect existing residential neighborhoods from encroachment by commercial and industrial activities
 - b. Require landscaping of non-residential development and buffers between incompatible land uses, especially in places where a commercial use abuts a residential property or residential street.
 - c. Maintain a clear distinction and buffer between the Central Business District and adjacent residential areas.
4. Establish and expand mixed use areas in the Town

- a. Develop a mixed-use zoning district consistent with the land use designation in this plan.
 - b. Support future mixed use and transit-oriented development around the Elkton train station.
 - c. Continue to encourage a mix of residential, commercial, and employment uses, including a mix of residential and non-residential uses in the same building, in the Central Business District.
5. Maintain and enhance the CBD as a center of governmental, professional, and mercantile activities in the Town.
- a. Continue to build upon the successes of the Streetscape Project and Façade Program by working with the Elkton Alliance and Elkton's Main Street Manager for the revitalization and economic vitality of the CBD.
 - b. Continue to work with the Elkton Alliance, the Main Street Manager and merchant and/or landlord organizations in the CBD to coordinate public improvements with private investments in buildings and building sites.
 - c. Encourage development and redevelopment in the CBD consistent with the Downtown Master Plan.
 - d. Avoid commercial intrusion into established residential neighborhoods by strictly limiting conversion of residential structures to non-residential uses, especially west of Booth Street, Locust Lane, and Delaware Avenue and east of Bridge Street in the CBD.
 - e. Encourage landlords to achieve full occupancy of upper-level apartments in the CBD
 - f. Work with landlords to obtain housing rehabilitation grants to bring substandard apartments up to code and made available for affordable housing.
 - g. Attract non-residential land uses that bring tourism and entertainment to the downtown.
 - h. Ensure that new development has lot sizes, setbacks, building heights, architectural character, and other elements that complement the character of existing development.
 - i. Target public investments in the CBD to support and leverage private investment that benefits the Town.
6. Implement transportation improvements consistent with the Town's land use plan and goals.
- a. Ensure that streets for new residential and non-residential developments are consistent with Chapter 7, Transportation.
 - b. Require that new developments mitigate any off-site traffic impacts that can be directly attributable to the project and that will result in degraded traffic operations and/or unusual maintenance costs.
 - c. Protect residential neighborhoods from through traffic.

7. Protect the Chesapeake Bay Critical Area and floodplains through the implementation of the Critical Area and Floodplain overlay zoning districts (see Chapter 6, Sensitive Areas).

Chapter 5. Water Resources

The Water Resources chapter creates a policy framework for sustaining public drinking water supplies and protecting the Town's waterways and riparian ecosystems by effectively managing point and nonpoint source water pollution. It complies with the requirements of Article 66B of the Annotated Code of Maryland—as modified by Maryland House Bill 1141, passed in 2006.

This chapter identifies opportunities to manage existing water supplies, wastewater effluent, and stormwater runoff, in a way that balances the needs of the natural environment with the Town's projected growth. In this way, the Water Resources chapter helps to protect the local and regional ecosystem while ensuring clean drinking water for future generations of Elkton residents.

5.1. Goals and Objectives

- Maintain a safe and adequate water supply and adequate amounts of wastewater treatment capacity to serve existing development and projected growth.
- Protect and restore water quality in nearby streams.
- Ensure that existing and planned public water systems meet projected demand.
- Conserve water in all public and private systems
- Reduce pollution from nonpoint sources
- Ensure that existing and planned public wastewater collection and treatment systems meet projected demand without exceeding their permitted capacity and nutrient caps.

5.2. Interjurisdictional Cooperation

At the time of publication of the Town's *2010 Comprehensive Plan*, Cecil County was completing a Water Resources Element as part of the County's 2010 Comprehensive Plan. The Town anticipates working closely with the County to achieve their common Water Resources goals.

5.3. Drinking Water Assessment

Almost all residences, businesses, and institutional uses in the Town of Elkton receive drinking water from the Elkton Water System, which is managed by Severn Trent Services.⁶ Severn Trent oversees the treatment and distribution of drinking water throughout the town. This system's service area is shown on Map 5.1. Water for the regional water system is drawn from the following sources:

- Surface water from the Big Elk Creek
- Two groundwater wells that draw from the Potomac aquifer
- Artesian Water Company

Water from the Big Elk Creek is chemically treated, filtered, and disinfected at a treatment plant before being pumped into the Town's distribution system, which includes both pipelines to all developed areas within the Town and to storage facilities that reserve water for times of peak demand and for emergency fire-fighting needs.

⁶ About a dozen homes within town limits are on private wells.

Groundwater requires only minimal treatment before being pumped into the distribution system. The two systems are interconnected by an altitude valve. Public safety water supply in the Town of Elkton comes from the public water supply. They currently have 3.4 million gallons of reserve water capacities (including towers, standpipe and reservoirs), which is adequate to satisfy public safety demands, however, a tower is likely needed south of US 40 to serve the southern part of the Town.

5.4. Water System Capacity

The maximum permitted capacity of the regional water system is approximately 2.15 million gallons per day (MGD). This is the average amount of water the Town is permitted to withdraw from all sources, including wells and creeks.

In 2008, the Town withdrew approximately 1.1 MGD from the Big Elk Creek and 0.68 MGD from the two wells. Water from the Big Elk Creek is treated at the water treatment plant before public distribution. The system has a storage capacity of 3.4 million gallons. Water demand has remained relatively stable for the past seven years, with a 10 percent increase from 2001 to 2008 (Table 5.1). Estimated demand for drinking water through 2030 is shown on Table 5.2, as measured in equivalent dwelling units..

Table 5.1 Public Drinking Water Demand 2001-2008

		Year	MGD
Annual Daily (gpd)	Average Demand	2008	1,612,608
		2007	1,583,700
		2006	1,633,000
		2005	1,661,700
		2004	1,522,500
		2003	1,470,700
		2002	1,473,800
		2001	1,467,500
		Change, 2008	2001-
Percent Change	10%		
Annual Increase	20,278		

Source: ERM

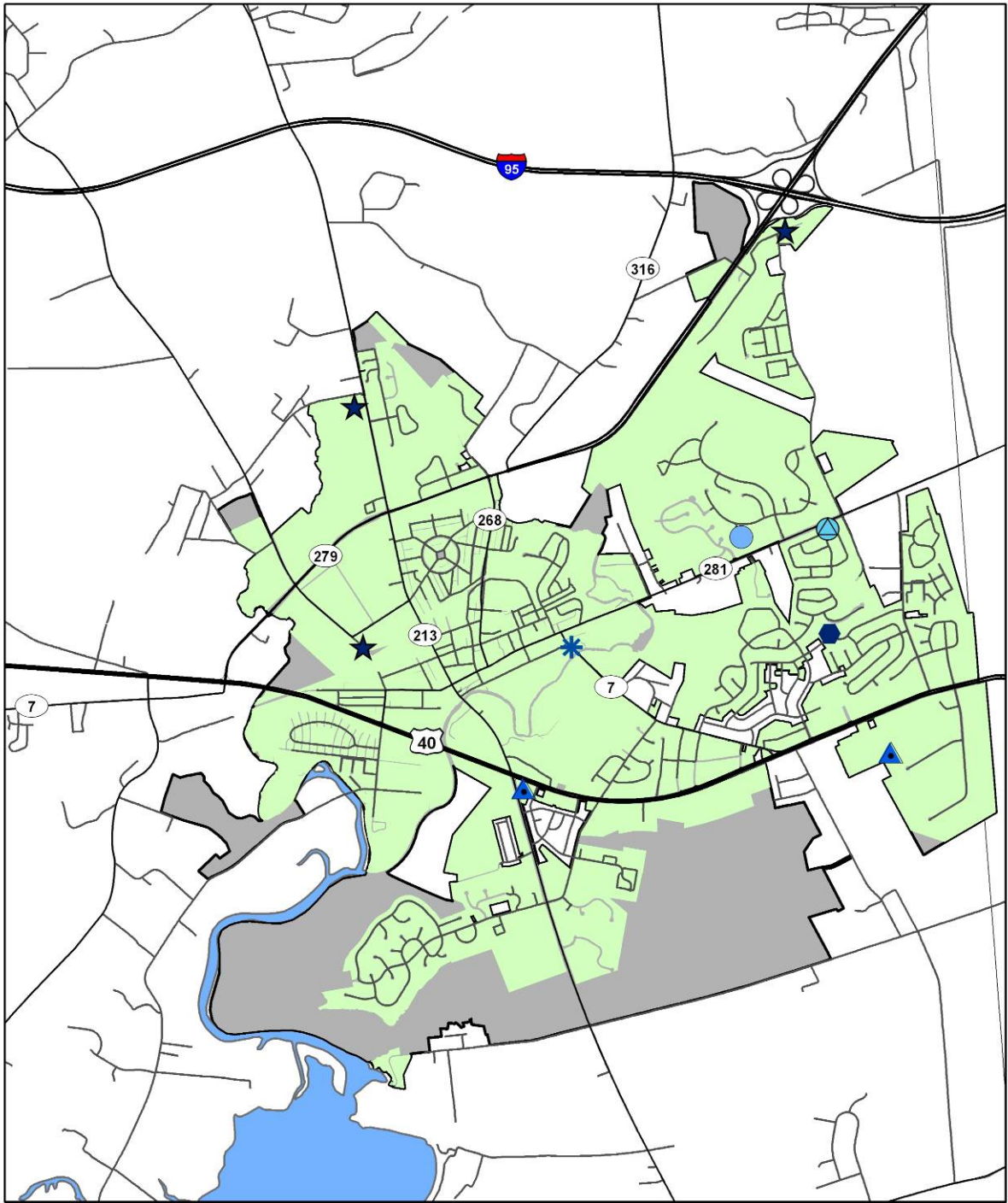
Table 5.2 Estimated Drinking Water Demand, 2008-2030

Demand	Gallons per Day	Equivalent Dwelling Units ¹
2008	1,800,000	7,200
2015	2,109,391	8,438
2020	2,418,782	9,675
2025	2,728,173	10,913
2030	3,037,564	12,150
Change 2008-2030	1,237,564	4,950

1: One EDU is 250 gpd, the estimated amount used by one household. EDU allow comparisons of residential and non-residential water and wastewater use.

Source: ERM

Map 5.1 Elkton Water Service Area



Elkton Water Service Area

- Water Service Area
- Water Tower
- Well
- Water Treatment Plant
- East Village Rd Standpipe
- Red Hill Reservoir
- Pump Station

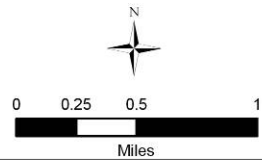


Table 5.3 summarizes public water supply and demand in Elkton. An increase of 3,960 households will create a demand for an additional 0.99 MGD in 2030, and non-residential demand will add approximately 0.25 MGD (non-residential demand is calculated based on a percentage of household demand)⁷. Based on these projections, the Elkton Water System will not have adequate permitted capacity to support projected growth through 2030, and will need to find at least an additional 0.88 MGD.

Table 5.3 Current and Projected Public Water Supply and Demand

	Gallons per Day (gpd)	Equivalent Dwelling Units (EDU) ¹
System permitted capacity	2,150,000	8,600
Existing Demand, 2008	1,800,000	7,200
Available Capacity, 2008	350,000	1,400
Existing demand, 2008	1,800,000	7,200
Total new demand for Elkton, 2009-2030	1,237,564	4,950
Total projected demand for Elkton, 2030	3,037,564	12,150
System permitted capacity 2030 ²	2,150,000	8,600
Less total projected demand, 2030	3,037,564	12,150
Available system capacity (deficit), 2030	(887,564)	(3,550)
1: One EDU is 250 gpd, the estimated amount used by one household. EDU allow comparisons of residential and non-residential water and wastewater use.		
2: A new Town well is being drilled on the Southfields LLC land with estimated production of 700,000 gpd. If the water treatment plant obtains greater capacity this would reduce the projected deficit to 19,100 gpd.		

5.5. Additional Drinking Water Resources

In order to serve projected development without a future deficit, the Town will need to secure additional water sources. This section summarizes the most likely potential sources of additional drinking water.

5.5.1. Surface Water

Surface water is withdrawn from the Big Elk Creek under a Water Appropriation and Use Permit authorizing a daily average withdrawal of 1.5 million gallons on a yearly basis and a maximum daily withdrawal of 2.0 million gallons. This withdrawal is limited by a number of conditions in the permit, including the Town’s responsibility to maintain a flow-by minimum of 11.9 cubic feet of water per second (5,347 gallons per minute or 7.7 million gallons per day) in the Big Elk Creek by the plant. This permit also requires a back-up water supply plan; consequently, the Town constructed the Artesian Water-Elkton water distribution systems Interconnection, completed in July, 2009, which can supply up to 1.5 MGD in the event of the surface water plant’s failure.

5.5.2. Groundwater

Approximately forty percent of Elkton’s current drinking water comes from groundwater wells. To serve development beyond 2030, Elkton would need to find additional water

⁷ The Town estimates that future non-residential demand would be approximately 20 percent of future residential development, based on past demand and land use.

resources, most likely from groundwater. Elkton has recently investigated the viability of obtaining additional water supply with a new well in the southwest portion of the incorporated limits of the Town, anticipated in the 700,000 gpd range. If an appropriations permit is obtained from MDE, the additional water supply will provide water for future development in the southwest portion of Town. Additional water towers will also be needed in this area for water storage. If the well at Southfields produces 700,000 gallons per day (gpd), the deficit would be reduced.

Private Sources

In 2008, Elkton entered into an agreement with Artesian Water Company of Delaware to purchase a minimum of 50,000 gpd and up to 1.5 MGD for emergency purposes. This interconnection will provide Elkton with potable water for redundancy should the Town experience an interruption in service of the water treatment plant or require unusually high amounts of water for firefighting purposes. An agreement for additional supplies should be considered to help reduce the projected deficit. Other source options to consider include purchase of water from United Water or another private water company.

5.6. Other Drinking Water Considerations

5.6.1. *System Water Loss*

The Town of Elkton, as both a requirement of its Water Appropriation and Use Permit for the Elkton Water Treatment Plant and as a matter of public interest, must conduct a yearly water use audit and determine the amount of unaccounted water, i.e., the difference between the amount of water produced or purchased from other utilities and the total amount sold to metered customers.

Unaccounted water may result from unauthorized use (e.g., theft from fire hydrants), unauthorized metered use, water loss from leaks in the water distribution system, and/or from accounting errors. If the unaccounted water determined in any yearly water audit is greater than ten percent (10%) of the total water system use, the Town is required to prepare and submit a corrective action plan to the Maryland Department of the Environment that identifies and reduces water loss.

The importance of a reliable and consistent source of potable water for the Town's residential, institutional, commercial, and industrial customers, as well as for planned growth and development, is essential. Consequently, the Town will endeavor to appropriately monitor and take reasonable action to mitigate any loss of water from preventable circumstances.

5.6.2. *Source Water Protection*

Source water protection policies identify and protect the area surrounding existing drinking water sources through buffer and setback requirements, land use restrictions, and other measures. The Town of Elkton has included wellhead protection areas as part of its public drinking water protection program. Ground water underlying the community water supply wellhead protection areas is a major source of existing and future water supply for the Town. The impetus for proposed management measures arises from MDE's wellhead protection program that was approved by EPA and which identifies local governments as the responsible agent for wellhead protection, including regulations and management controls to protect public drinking water supplies from contamination.

The aquifer supplying the community supply is integrally connected with surface waters and streams in the community. The Town is concerned that accidental spills and discharges of toxic and hazardous materials could potentially threaten the quality of such water supplies, posing public health and safety hazards. In response, the Town, in cooperation with Cecil County, is considering adoption of a Wellhead Protection Overlay Zone (WPOZ).⁸

5.6.3. *Water Conservation*

Water conservation is potentially the most cost-effective and environmentally sound way for Elkton to reduce water demand. Conservation measures can help the Town to stretch existing water supply further and reduce infrastructure maintenance costs. At the time of this Plan, the Town was awaiting adoption of the Water Conservation Plan. Additional water conservation measures—particularly retrofits of existing homes—could significantly increase the Town’s ability to serve future development. Water conservation measures for the home include installing low-flow fixtures and planting native plant species that do not require irrigation.

5.7. **Wastewater Analysis**

Wastewater processing in Elkton is provided by the Elkton Wastewater Treatment Plant (WWTP) located south of US 40. The plant, which went into operation in 1961, discharges into the Big Elk Creek. Originally designed for 2.7 MGD, the WWTP was upgraded in 2008 with Biological Nutrient Removal (BNR) and Enhanced Nutrient Removal (ENR) facilities (see below) and has a permitted capacity of 3.2 MGD. Almost all residences, businesses, and institutional uses in the Town of Elkton send wastewater to this WWTP, as shown on Map 5.2.

5.8. **WWTP Upgrades**

Nitrogen and phosphorus (more generally referred to as “nutrients”) from WWTPs and from stormwater and other “non-point sources” are the primary contributors to degraded water quality in the Chesapeake Bay and its tributaries. To help improve water quality in these tributaries, Maryland has established Chesapeake Bay Tributary Strategy point source caps for all WWTPs. These caps are numerical limits on the amount of nitrogen and phosphorus that WWTPs can discharge to the Bay and its tributaries (expressed as pounds per year of nitrogen and phosphorus).

To meet these caps, and to improve water quality in the Big Elk Creek, the Elkton WWTP was upgraded in 2008 to Enhanced Nutrient Removal (ENR) technology, the most advanced wastewater treatment technology available.⁹ The upgrade project involved replacing the existing Town of Elkton Rotating Biological Contactors (RBCs)

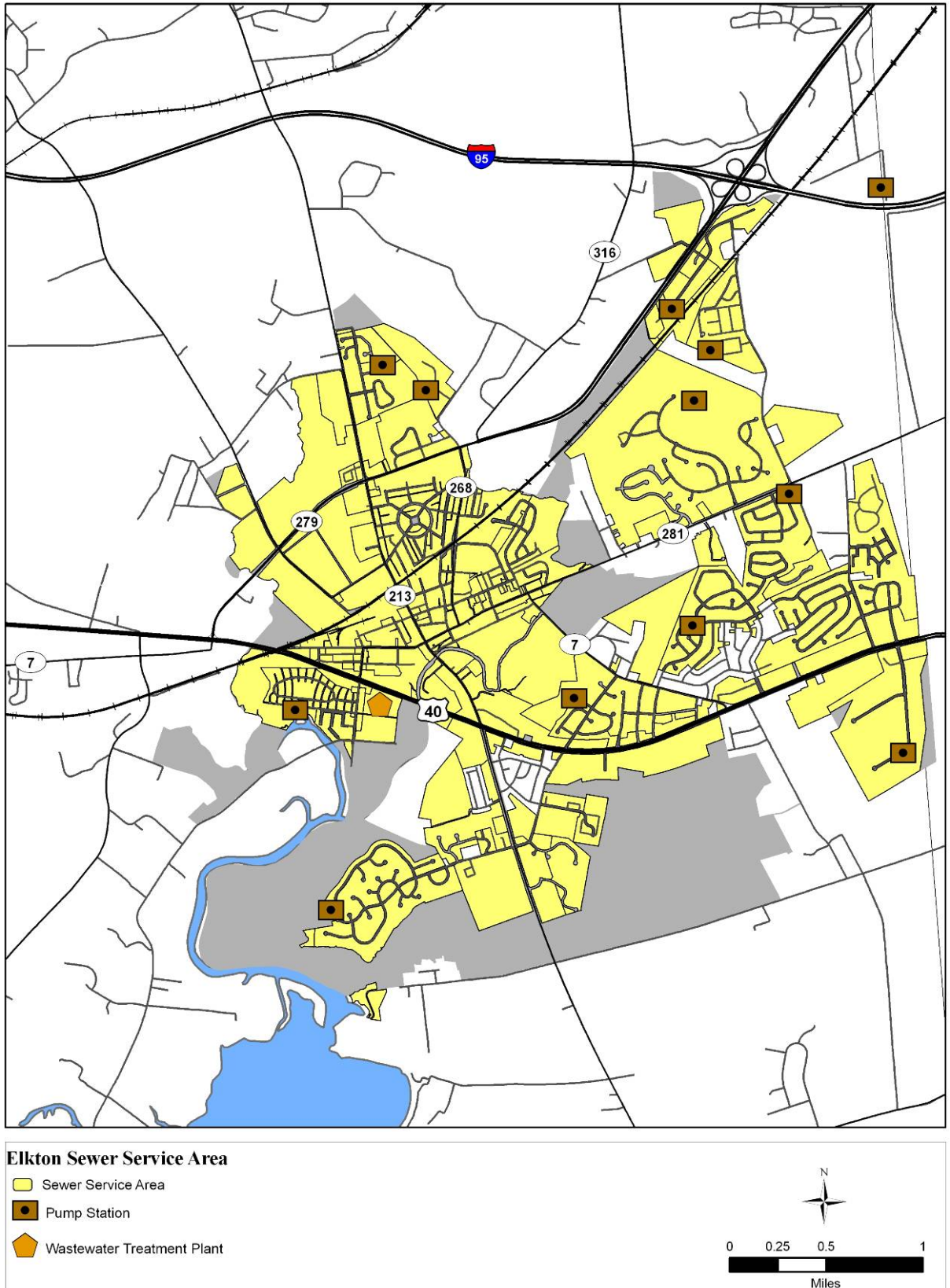
⁸ The Wellhead Protection District wherein the WPOZ would apply is generally defined as that area of the identified aquifer which contributes water to a well under the permitted withdrawal rate (average annual) and average annual recharge conditions that can be anticipated based on historical data. It is bounded and may be influenced by the ground water divides which result from pumping the well and by the contact of the aquifer with less permeable geographic boundaries. In all cases, the Wellhead Protection District should extend to its point of intersection with prevailing hydrogeologic boundaries (a ground water flow divide, a contact with geologic formations, or a recharge boundary), or be limited by time-of-travel. The WPOZ would apply to at least 2 zones. Zone 1 is based on a 1 year time-of-travel, fixed radius or other assessment of an area most closely connected to the water supply. Zone 2 is based on a 10 year time-of-travel of by hydrologic boundaries. MDE recommends a third (optional) zone that represents the watershed drainage area that potentially contributes to the water supply.

⁹ Source: <http://www.mde.maryland.gov/ResearchCenter/Publications/General/eMDE/vol2no4/elkton.asp>. ENR can reduce nitrogen concentrations from 18 mg/L of effluent (discharged by the lagoon system) to 3 mg/L, and can reduce phosphorus from 6 mg/L to 0.3 mg/L.

wastewater treatment plant with Biological Nutrient Removal (BNR) and Enhanced Nutrient Removal (ENR) facilities. The plant can be expanded to 4.8 MGD. Its tributary strategy point source caps are 37,156 lbs/year of nitrogen and 2,787 lbs/year of phosphorus.

Elkton has also installed approximately 200 waterproof manhole lids in order to achieve a reduction in excess inflow and infiltration rates within the existing conveyance system. The Town has also completed major improvements to the collection and conveyance system along the US 40 corridor to alleviate bottlenecks. Phase 1 of the Blue Ball Road collection has also been completed.

Map 5.2 Elkton Sewer Service Areas



5.8.1. *Demand and Capacity*

Table 5.4 shows the relationship between the upgraded WWTP's available capacity and projected demand through 2030. Average daily flows (ADF) to the existing WWTP in 2008 were approximately 1.49 MGD. At 3.2 MGD capacity, the WWTP should be able to serve an additional residential demand of 0.99 MGD and additional non-residential demand of approximately 0.25 MGD¹⁰ through 2030. Total projected demand for 2030 is approximately 2.7 MGD, leaving 15 percent of the WWTP capacity for additional long-term growth.

Table 5.4 Demand and Capacity in the Elkton WWTP

	Gallons per Day (gpd)	Equivalent Dwelling Units (EDU) ¹
Available Capacity after ENR Upgrade	3,200,000	12,800
Existing Demand, 2008	1,490,000	5,960
Existing Net Capacity	1,710,000	6,840
Existing Demand, 2008	1,490,000	5,960
Total Additional Demand 2009-2030	1,237,564	4,950
Total Demand, 2030	2,727,564	10,910
Capacity, 2030	3,200,000	12,800
Total Demand, 2030	2,727,564	10,910
Net Available Capacity, 2030	472,436	1,890
Percent Available, 2030	15%	

1: One Equivalent Dwelling Unit (EDU) is 250 gpd, the estimated amount used by one household. EDU allow comparisons of residential and non-residential water and wastewater use.

Source: ERM

5.9. **Point Source Nutrient Caps**

To address nutrient loads from point sources (such as WWTPs), the state has established Chesapeake Bay Tributary Strategy point source caps. These caps are numerical limits on the amount of nitrogen and phosphorus that WWTPs can discharge to the Bay and its tributaries (expressed as pounds per year of nitrogen and phosphorus). Excess nitrogen and phosphorus in an aquatic ecosystem causes a wide range of problems, including toxic algal blooms, loss of oxygen in the water, fish kills and the loss of aquatic vegetation. In the Chesapeake Bay area, eutrophication is a widespread problem that can be remedied by decreasing input rates of nitrogen and phosphorus into the water.

Table 5.5 shows the Elkton WWTP's likely nutrient discharges by 2030, compared to its Tributary Strategy Point Source Cap. Using ENR technology, the Elkton WWTP has attained treatment levels of approximately 1.5 mg of nitrogen and 0.15 mg of phosphorus per liter of discharged effluent, one of the lowest discharge concentrations in

¹⁰ The Town estimates that future non-residential demand would be approximately 20 percent of future residential development.

the State due to recent upgrades. Using these rates, the WWTP will be well below both the nitrogen and phosphorous limits based on a 2030 projected demand of 2.728 MGD.

Table 5.5 Point Source Nutrient Loads

	Nutrient Load (lbs/year)	
	Nitrogen	Phosphorus
2009 Discharge ¹	8,349	528
2009 Permit Limit	20,411	1,531
2009 Overage (Surplus)	(12,061)	(1,003)
2030 Discharge ²	12,446	1,245
2030 Permit Limit	37,156	2,787
2030 Overage (Surplus)	(24,710)	(1,542)
1: Plant achieving discharge concentrations of approximately 1.5 mg/L nitrogen, 0.15 mg/L phosphorus after upgrade to ENR.		
2: Assumes discharge concentrations at 2009 levels of 1.5 mg/L nitrogen, 0.15 mg/L phosphorus and 2.728 MGD flow		

Source: ERM

5.10. Nonpoint Source Analysis

The majority of Elkton’s primary water courses are influenced by nonpoint source pollution. Nonpoint sources consist of agricultural run off, erosion and sediment from development, and stormwater runoff from the roads, streets, and highways. These sources are called nonpoint because they involve widely dispersed activities, and hence are difficult to measure. This section characterizes the nature of nonpoint source pollution in Elkton.

5.10.1. Maryland Stormwater Design Manual

The 2000 Maryland Stormwater Design Manual, Volumes I & II is incorporated by reference into the Town’s Stormwater Management Ordinance, and serves as the official guide for stormwater principles, methods, and practices.

In 2007, the General Assembly passed the Maryland Stormwater Management Act, which mandates substantial revision of the Stormwater Design Manual. The most notable provision of the Stormwater Management Act of 2007 is the requirement that new development use Environmental Site Design (ESD) techniques, which are intended to “maintain predevelopment runoff characteristics” on the site.¹¹ MDE revised manual and accompanying regulations in 2008.

The Town should revise its Stormwater Management Ordinance to incorporate the revision of the Maryland Stormwater Design Manual and other enhanced stormwater management policies (recommended by MDE, pursuant to the Stormwater Management Act of 2007) to ensure that new development generates as little nonpoint source pollution as possible.

5.10.2. Other Stormwater Management Considerations

Requiring Environmental Site Design (ESD) for new development and pursuing stormwater retrofits where feasible can help to protect Big Elk Creek, and are consistent

¹¹ Source: MDE. <http://www.mde.state.md.us/assets/document/act%20-%20a%20state%20perspective.pdf>

with the state's Tributary Strategies for urban nonpoint source pollution.¹² ESD processes also have been identified as ways to improve water quality throughout Cecil County, and these methods can be applied in Elkton.

Some examples of ESD include:

- **Engineered systems** that filter storm water from parking lots and impervious surfaces, such as bio-retention cells, filter strips, and tree box filters
- **Engineered systems** that retain (or store) stormwater and slowly infiltrate water, such as sub-surface collection facilities under parking lots, bio-retention cells, and infiltration trenches
- **Modifications to infrastructure** to decrease the amount of impervious surfaces
- **Low-tech vegetated areas** that filter, direct, and retain stormwater such as rain gardens and bio-swales
- **Innovative materials** that help break up (disconnect) impervious surfaces or are made of recycled material such as porous concrete, permeable pavers, or site furnishings made of recycled waste
- **Water collection systems** such as subsurface collection facilities, cisterns, or rain barrels
- **Native and site appropriate vegetation** such as transplanted viable, existing trees to appropriate areas to expedite streambank stabilization, to restore tree canopy, to establish wildlife habitat, and/or to create vegetated buffers.

5.10.3. *Septic Systems*

There are fewer than a dozen active septic systems within Town boundaries or the proposed sewer service area. Failing or failed septic systems were connected to the Town's sanitary sewer.

5.11. **Total Nutrient Loads and Assimilative Capacity**

This section discusses the implications of Future Land Use Plan (Chapter 4) on point source (WWTP) and nonpoint source nutrient loads and impervious surface.

5.11.1. *Nonpoint Source Loading*

To gauge the impacts of alternative land use and water resources policies, this Water Resources Element uses three scenarios for the nonpoint source analysis, based on the probability of the Southfields development. These scenarios are:

Scenario One: Southfields PUD will build out as planned, and the remaining need, 304 units, will be accommodated in Growth Area 1 at Suburban Residential zoning.

Scenario Two: Southfields PUD and all development will occur according to existing zoning (including Southfields) and the remaining 810 units will be accommodated in Growth Area 1 at Suburban Residential zoning.

Scenario Three: Southfields PUD will not be developed and other development will occur according to existing zoning. The remaining demand of 2,804 units will be accommodated in Growth Areas 1 and 2 at Suburban Residential zoning.

¹² For more information, see http://www.dnr.state.md.us/bay/tribstrat/exec_summary_5_6_2.pdf

Table 5.5 shows the estimated existing and future nonpoint source loading (nitrogen and phosphorus) in each 8-digit watershed under each of the three scenarios. Nonpoint source nutrient loads were estimated using methodology developed by the Maryland Department of the Environment. More detail on the nonpoint source evaluation methodology is presented in the Water Resources Element Appendix. The loadings described in Tables 5.6 and 5.7 represent estimates only and are intended only to facilitate comparison between scenarios.

All three scenarios would result in decreased nutrient loadings in all watersheds, compared to 2007 levels. This is due largely to the nonpoint source analysis assumption that nutrient-reducing Best Management Practices (BMPs) for urban stormwater and agricultural runoff would be more widely implemented by 2030. All three scenarios would produce comparable levels of nonpoint source nitrogen and phosphorus discharges, although Scenario One would have the lowest discharge levels.

Table 5.6 Nonpoint Source Nutrient Loading, By Land Use Scenario¹

Watershed	Existing		Scenario One		Scenario Two		Scenario Three	
	TN	TP	TN	TP	TN	TP	TN	TP
Big Elk Creek	19,357	1,478	15,528	1,171	16,800	1,220	19,701	1,409
Christina River	2,991	207	3,094	206	1,866	138	1,866	138
Little Elk Creek	15,621	1,021	11,272	801	11,272	801	11,275	801
Upper Elk Creek	42,884	3,089	34,561	2,536	38,051	2,715	34,561	2,536
Total Nonpoint Source	80,853	5,795	64,455	4,714	67,989	4,874	67,403	4,884

Notes: 1: Does not include septic systems. Few septic systems remain within the Town.
Source: ERM

5.11.2. *Total Nutrient Loading*

Table 5.7 shows the total combined point and nonpoint source discharge in each 8-digit watershed under each of the three scenarios. This table combines the information in Tables 5.5 and 5.6. As with the nonpoint source loadings alone, all three scenarios would reduce nutrient loading compared to existing levels and result in comparable levels of nonpoint source nitrogen and phosphorus discharges. Elkton’s wastewater treatment plant is located in the Upper Elk Creek watershed, so nutrient loading is higher in this watershed for all three scenarios.

5.11.3. *Impervious Surfaces and Nonpoint Source Loading*

Impervious surfaces are primarily human-made surfaces which do not allow rainwater to enter the ground. Impervious cover creates runoff that causes stream bank erosion, sediment deposition into stream channels, increases in stream temperatures, and degradation to water quality and aquatic life¹³. The amount of impervious surface in a watershed is a key indicator of water quality. Water quality in streams tends to decline as watersheds approach ten percent impervious coverage, and drops sharply when the watershed approaches 25 percent impervious coverage.

Table 5.7 summarizes existing impervious coverage and related nutrient loading as of 2002 (the most recent year for which existing land use data are available) as well as future impervious coverage based on the Town’s current zoning and future land use

¹³ Cecil County Green Infrastructure Plan, The Conservation Fund, 2007.

plans for annexation areas. Currently, 1,466 acres, or approximately 17 percent of all land in the Town of Elkton and future annexation areas is impervious. Each of the scenarios outlined above would result in different amounts of impervious cover. Table 5.8 below outlines the approximate changes in impervious cover for each scenario.

Because each of these scenarios would cause water quality in the surrounding watersheds to decline further, this plan recommends that Elkton implement stormwater management techniques and retrofits, as described above, to reduce nonpoint source pollution.

Table 5.7 Total Nutrient Loading, All Scenarios

			Big Elk Creek	Christina River	Little Elk Creek	Upper Elk Creek	Total
<i>(all data in lbs/year)</i>							
Existing (2007)	Nonpoint	TN	19,357	2,991	15,621	42,884	80,853
		TP	1,478	207	1,021	3,089	5,795
	Point	TN	0	0	0	8,349	8,349
		TP	0	0	0	528	528
	Total	TN	19,357	2,991	15,621	51,233	89,202
		TP	1,478	207	1,021	3,617	6,323
Scenario 1	Nonpoint	TN	15,528	3,094	11,272	34,561	64,455
		TP	1,171	206	801	2,536	4,714
	Point	TN	0	0	0	12,446	12,446
		TP	0	0	0	1,245	1,245
	Total	TN	15,528	3,094	11,272	47,007	76,901
		TP	1,171	206	801	3,781	5,959
Scenario 2	Nonpoint	TN	16,800	1,866	11,272	38,051	67,989
		TP	1,220	138	801	2,715	4,874
	Point	TN	0	0	0	12,446	12,446
		TP	0	0	0	1,245	1,245
	Total	TN	16,800	1,866	11,272	50,497	80,435
		TP	1,220	138	801	3,960	6,119
Scenario 3	Nonpoint	TN	19,701	1,866	11,275	34,561	67,403
		TP	1,409	138	801	2,536	4,884
	Point	TN	0	0	0	12,446	12,446
		TP	0	0	0	1,245	1,245
	Total	TN	19,701	1,866	11,275	47,007	79,849
		TP	1,409	138	801	3,781	6,129

Source: ERM

Table 5.8 Impervious Cover, 2030, by Scenario

	Impervious Cover (acres)	Change (acres)
Scenario 1	2,428	962
Scenario 2	2,531	1,065
Scenario 3	2,556	1,090
Existing Land Use	1,466	

Source: ERM

Map 5.3 Tier II Waters in Cecil County



Source: MDE

5.11.4. *Antidegradation*

Maryland's antidegradation policy significantly limits new discharge permits that would degrade water quality in Tier II (high quality) waters, as defined by the US Environmental Protection Agency (EPA) (MDE 2008). In these areas, new nutrient discharges can be permitted, as long as they do not degrade existing water quality. Maryland does not have any waters designated for Tier III, but Elkton contains a portion of Big Elk Creek, a Tier II watershed. Map 5.3 below shows all Tier II waters in Cecil County.

EPA regulations provide for three tiers of stream protection. Tier II protects water that is better than the minimum specified for that designated use. Maryland's antidegradation policy assures that water quality continues to support state-designated uses. Each major stream segment in Maryland is assigned a use. The use is a goal for water quality and may or may not be served now but should be attainable.

5.12. **Choice of Land Use Plan**

A major goal of the Water Resources chapter is to more closely link land use and development to water quality. Ideally, the Water Resources chapter should use measures of assimilative capacity, such as completed TMDLs for nutrients, to guide direction of growth and land use patterns within the Town. Because TMDLs have not been completed for the Town's impaired 8-digit waterways, it is difficult for the County to clearly identify "appropriate" receiving waters for its point and nonpoint source nutrient loads, or to direct future growth toward those appropriate receiving waters.

Lacking this specific data, the Water Resources chapter's broader goal of improving water quality should guide the Town's choice of future land use plan. The preferred land use plan should minimize future nutrient loads and impervious surface in all watersheds. Upon completion of nutrient TMDLs for the Town's impaired waterways, Elkton should adjust its future land use plan in subsequent Comprehensive Plan updates to direct future growth to the most appropriate locations.

5.13. **Policies and Actions**

This section describes policies and implementation strategies that the Town of Elkton should pursue in order to achieve the goals of this chapter:

1. Work with MDE to identify new sources of drinking water, specifically by evaluating the quality and quantity of water in the Town's deeper and less frequently used aquifers.
2. Work with Artesian or other private water companies to secure additional drinking water supplies.
3. Continue to make the Town's water plant more efficient to reduce the amount of water loss.
4. Work with major water users that are not metered, such as the Fire Department, to reduce water loss.
5. Develop additional water storage facilities south of US 40.
6. Limit or phase growth in a way that allows sufficient time to develop additional drinking water resources and infrastructure.
7. Revise building codes to encourage wastewater reuse systems, roof catchments, rain barrels, and other methods to minimizing the groundwater use.

8. Identify and implement alternative wastewater disposal methods, such as land application of treated wastewater, tertiary treatment wetlands, wastewater reuse, and nutrient trading.
9. Initiate outreach and education programs to minimize water loss and waste by consumers and public water suppliers.
10. Identify and eliminate sources of inflow and infiltration (I/I) to free up additional capacity for treatment plants.
11. Identify locations without stormwater management or with poorly performing facilities that would be suitable for stormwater retrofit projects or communal stormwater management.
12. Use best management practices (and ESD to the maximum extent possible before reverting to conventional means) to control stormwater runoff on-site.
13. Identify possible locations for additional bioretention features to serve multiple properties.
14. Require street tree plantings to be incorporated as stormwater management features as an element of making green streets and enhancing open space.
15. Require new development to pay for the cost of expanded public drinking water systems that serve such development.
16. Amend the Town's development ordinances to require Environmentally Sensitive Design
17. Restore riparian forest along streams supplying drinking water and on eroding stream banks and hill slopes.

Chapter 6. Sensitive Areas

Natural features play a fundamental role in determining the most desirable and efficient patterns of land development. They can provide optimum conditions for development or severely limit it, depending upon their capacity to support particular kinds of land uses. Features such as basic geological characteristics, slope, depth of the soil to bedrock, and soil qualities all help to determine which elements of the natural environment can be most economically and appropriately adapted to human needs, and which should remain in a natural condition.

The Economic Growth, Resource Protection and Planning Act of 1992 and subsequent legislation require that all comprehensive plans in Maryland include a Sensitive Areas element that describes, at minimum, protection for streams and stream buffers, the 100-year floodplain, steep slopes and the habitats of threatened or endangered species. The Planning Act also requires a Mineral Resources element, to identify land to be kept undeveloped until minerals are extracted and to describe measures to prevent preemption of mineral extraction by other uses. This chapter responds to this requirement.

This chapter describes environmental resources in Elkton and establishes policies to balance the Town's environmental management goals with environmental considerations, and, in conjunction with the Water Resources and Land Use elements, attempts to strengthen policies to protect the Town's sensitive areas.

The Town will continue to strive to continue to protect sensitive natural resources while recognizing the need and value of economic and residential growth by enforcing its environmental regulations and encouraging the use of emerging technologies that will aid in this effort.

6.1. Goals and Objectives

- Limit development in sensitive areas.
- Protect and preserve the Town's important natural features, including streams, wooded areas, wildlife habitats and other sensitive natural areas.
- Preserve environmentally sensitive areas along the Town's waterways.
- Balance the need to preserve important natural resources with the need to develop in a manner that supports the Town's economic sustainability.
- Protect, restore, and enhance the Chesapeake Bay Critical Area.
- Develop a systematic approach to protect the Town's green infrastructure.

6.2. Inventory of Environmentally Sensitive Areas

6.2.1. *Streams and Buffers*

Maintaining water quality in streams is critical to the survival of animals and plants that live in and around them as well as for humans who come in contact with the stream. Each opportunity to improve water quality in a stream contributes to water quality improvement in the entire watershed. Thus, local actions to protect water quality can have far-reaching benefits.

Elkton is located just inland of the head of the Elk River and is bisected by and bordered by the Big and Little Elk creeks. These streams, as well as Dogwood Run, are shown with floodplains on the Sensitive Areas map (Map 6-1).¹⁴

Stream buffers play a key role in the stream's overall health. A buffer's effectiveness depends on its width, the type of vegetation within the buffer and maintenance of the buffer. Stream buffers can help to reduce sediment, nitrogen, phosphorous, and other runoff pollutants by acting as a filter, thus minimizing damage to streams. A buffer can slow the velocity of stormwater entering the stream, thus preventing the loss of ground cover and reducing stream bank erosion.

The Zoning Ordinance regulates development around streams. Under the ordinance, buffer width is required to be 100 feet from perennial streams but allows reductions to 75 feet if the design, construction or use of the land will provide the same or better protection of water quality than a 100-foot buffer. Road crossings and public or community facilities are allowed only if the disturbance is minimized to the maximum extent possible. For intermittent streams, the minimum buffer width is 50 feet. For both types of streams, stormwater management and sediment control devices are prohibited within the buffer.

6.2.2. *Wetlands and Buffers*

Wetlands are valuable natural resources that provide habitat for plants and animals, maintain water quality (by slowing and collecting sediment and pollutants), act as groundwater recharge areas, protect fisheries, provide habitat and natural corridors for wildlife, and control flooding and erosion.

Fairly extensive areas of tidal wetlands and shallow water aquatic habitats are located off shore south of Elkton on the Big Elk Creek. The areas are protected from unnecessary disturbance by state law and are regulated by the Army Corps of Engineers through a joint permitting process.¹⁵ In addition, shallow water depths in the boating channel north of Locust Point limits extensive boat traffic in this area of the Big Elk Creek. This natural barrier helps minimize disturbance to tidal wetlands from boat wakes.

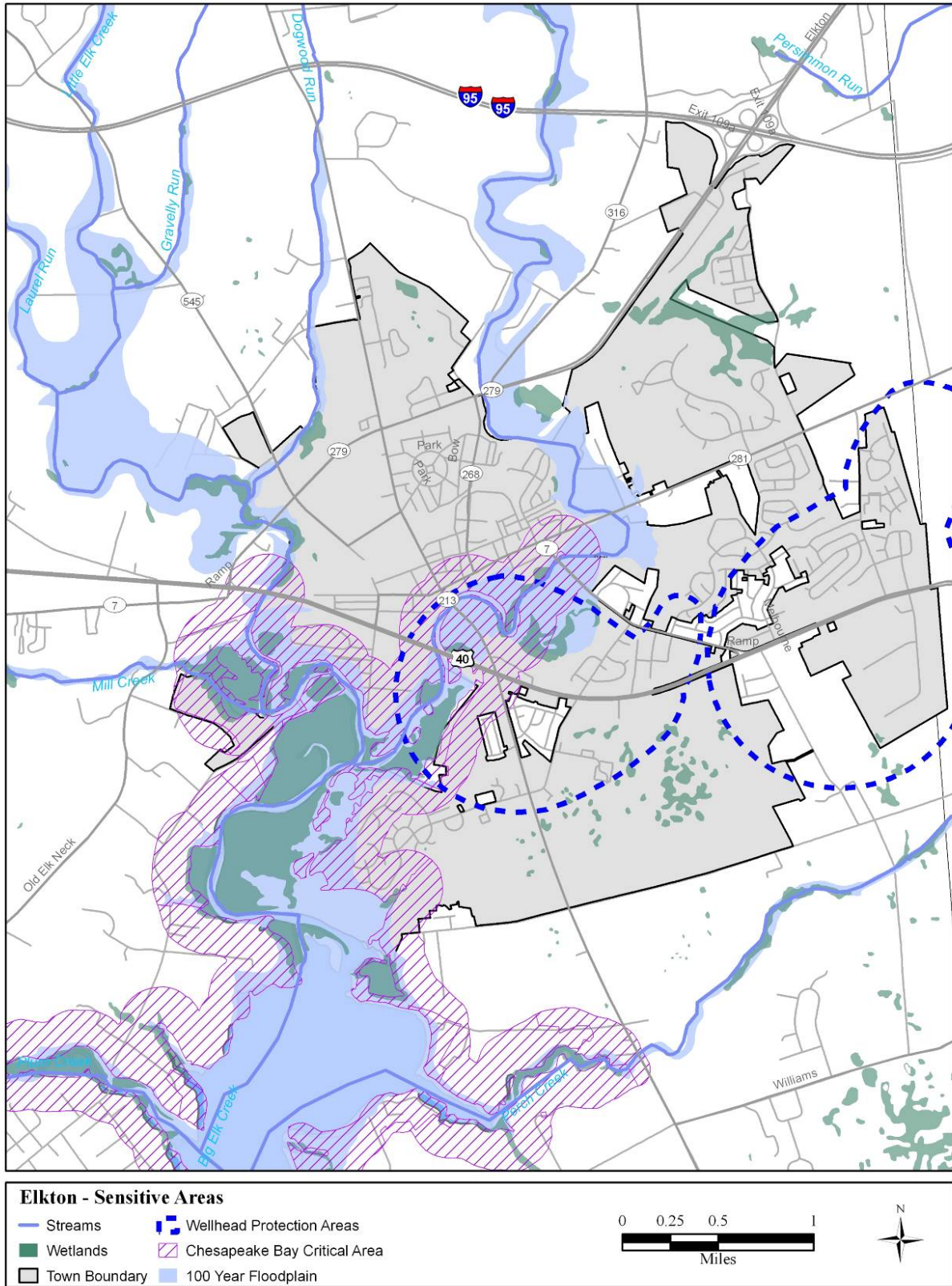
A diversity of palustrine wetland types also occurs in Elkton, including emergent, scrub/shrub and forested wetlands. Most of these wetlands are closely integrated into the tidally influenced riverine systems of the Big Elk Creek and Little Elk Creek.

Elkton's zoning ordinance requires a 25-foot setback from all non-tidal wetlands for all development around the extent of the delineated nontidal wetland. The ordinance also requires that the 100-foot perennial stream buffer be expanded to include hydric soils, highly erodible soils and soils on slopes greater than 15 percent that are contiguous with the perennial stream, any 100-year floodplain adjacent to the stream, or any nontidal wetlands adjacent to the stream to a maximum distance of 300 feet.

¹⁴ FIRM number 2400710001A

¹⁵ The Maryland Department of the Environment (MDE), through the provisions of the Non-Tidal Wetlands Protection Act. COMAR Title 26, Subtitle 23

Map 6.1 Elkton Sensitive Areas



6.2.3. *100-year Floodplains*

Floodplains are relatively low, flat areas adjoining rivers, streams, and other bodies of water that are usually naturally formed and are subject to partial or complete flooding on a periodic basis. Floodplains moderate and store floodwaters, absorb wave energies, and reduce erosion and sedimentation, and are typically described in terms of the frequency of flooding that they experience.

The 100-year floodplain is the area that has a one percent chance of being flooded in any given year. Safeguarding the many natural functions performed by floodplains benefits adjoining and downstream communities by minimizing the risks associated with the loss of life and property, which may directly affect drinking water supplies and recreational opportunities.

The floodplain in Elkton is primarily located along the Big Elk Creek (see Map 6-1). The Town is subject to fluvial flooding resulting from heavy runoff originating upstream and from excessively high tides along the Elk River during heavy storms.

Flooding occurs in recreational areas along the Big Elk Creek and on Howard Street, where there is the potential for commercial property damage in the event of severe flooding, as well as Bridge Street south of the Big Elk Creek and along Delaware Avenue. The pressure from buffeting floodwater represents a threat to the structural stability of bridges on MD 7 and MD 213.

The Town's Floodplain Ordinance provides a unified and comprehensive approach to managing floodplains and addressing the floodplain management requirements of the State and Federal governments. The purpose of the Floodplain Ordinance is to protect human life and health; minimize public and private property damage; protect water supply, sanitary sewage disposal, and natural drainage; and reduce financial burdens imposed on the community, its governmental units, and its residents by preventing the unwise design and construction of development in areas subject to flooding.

The Floodplain Management Ordinance prohibits most development and disturbances in the 100-year floodplain, in places where alternative building sites on a parcel are available for construction outside the floodplain.

The National Flood Insurance Program does not prohibit development within the 100-year floodplain. However, to adhere to the minimum federal requirements, the Town requires that development and new structures in the floodplain meet certain flood protection measures, including elevating the first floor of structures a minimum of one foot above 100-year flood elevations and utilizing flood-proof construction techniques. To mitigate flooding problems, the Town has acquired a significant amount of flood-prone areas over the years for compatible uses such as park and open space.

6.2.4. *Wildlife*

Deer, squirrel, rabbit, red fox, woodchuck, quail, pheasants, mallards and wood ducks inhabit the Town as wildlife. Elkton is on the Atlantic flyway of migratory waterfowl and thus serves as a temporarily home to an influx of seasonal wildlife.

The welfare of wildlife depends largely on the amount and distribution of available food, shelter, and water. If any of these elements are missing, inadequate, or inaccessible, wildlife will be scarce or absent. The species of wildlife that live in a given area and their number also are tied to land use, to the availability and pattern of vegetation, and to the supply and distribution of water.

The loss of one or a few species can lead to a chain of events that affect ecosystems and cause negative impacts to the physical environment. Although it may be difficult to assign a monetary value to plant and wildlife species, each species contributes to the diversity of the ecosystem and the quality of the environment and natural heritage.

6.2.5. *Threatened and Endangered Species Habitats*

More than 200 species of flora and fauna have been documented as being extinguished during the past 350 years in Maryland and habitat destruction and degradation is estimated to threaten another 400 native Maryland species with extinction.¹⁶

The key to protecting threatened and endangered species is protecting the habitat in which they exist. The federal and state governments maintain separate lists and maps of the habitats of rare, threatened, and endangered (RTE) species, including plants and animals. There are 14 state-listed RTE animal species (four of which are also federally listed endangered species), and 143 state-listed RTE plant species (one of which is a federally listed endangered species) in Cecil County.

Several species of plant and wildlife that are classified as threatened, endangered, or in need of conservation have been identified in the Elkton area. Species of concern, such as *Rhynchospora globularis* (grass-like beakrush), have been identified in Elkton, as have other rare plants such as *Cirsium horridulum* (yellow thistle), *Cirsium muticum* (swamp thistle) and *Scirpus expansus* (wood bulrush).

Based on sensitive species habitat mapping from Department of Natural Resources, at least two of those species have habitat in the northeast and southwest areas of Elkton and may inhabit areas southwest of the Town boundary.¹⁷

When a project is within these areas, the developer is required to contact the DNR's Heritage and Biodiversity Conservation Program (HBCP). HBCP works with the developer and the Town to determine the project impacts on the habitat and attempt to eliminate or minimize negative impacts.

Habitat loss and alteration is the major cause of species reduction in the Chesapeake Bay watershed. Changes in upland land use, modification of wetlands and reduced water quality are all factors contributing to species diminution and a loss of ecological diversity.

6.2.6. *Steep Slopes*

Steep slopes are defined in Elkton as land with a slope of 15 percent or greater. Steep slopes are inherently unstable landforms that can result in the movement of soil and pollutants when land disturbance occurs. Changes in slope can occur from natural processes such as soil saturation resulting from extreme rain events. However, human activity such as excessive loading or vibrations from construction activity, filling or dumping, or changes in vegetative covers also can change slopes.

¹⁶ The Maryland Nongame and Endangered Species Conservation Act (Natural Resources Article, 10-2A-01 through 06) provides definitions of threatened and endangered species. Maryland law and regulations do not currently provide a definition of habitat. As a basis for establishing protection measures for habitats of threatened and endangered species, habitat is defined in this Plan as "areas which, due to their physical or biological features, provide important elements for the maintenance, expansion and long-term survival of threatened and endangered species listed in COMAR 08.03.08. Such areas may include breeding, feeding, resting, migratory, or overwintering areas".

¹⁷ State mapping does not identify the species that may inhabit these habitat areas.

Slopes affected by the removal of vegetation can expose soils to repeated erosion and movement from rainfall. This soil frequently ends up in streams and watercourses where it can smother vegetation and animal life and cause siltation and flooding. Identifying and protecting steep slopes helps communities avoid these hazards. Protecting slopes within or next to stream buffer areas is especially beneficial. These actions can provide open space and help to maintain biodiversity on the slopes.

Elevations in Elkton range from a few feet above mean sea level in the southern part of Town to approximately 100 feet above mean sea level in the northern portions of Town. Most land in Elkton is relatively flat and conducive for development.

The largest concentrations of steep slopes are found in the eastern part of the Town in the vicinity of Red Hill Road and also on Grays Hill. Steep slopes generally are associated either with stream banks or the outskirts of floodplains. Currently, no structure or impervious surface is permitted on any slope with a grade of 15 percent or more.

6.2.7. *Wellheads and Springs*

Elkton's water supplies are derived from Big Elk Creek and two wells in the Potomac formation aquifer. As described in Chapter 5, Water Resources, the aquifer supplying the community supply is integrally connected with surface waters and streams in the community. The Town is concerned that accidental spills and discharges of toxic and hazardous materials could threaten the quality of water supplies and pose public health and safety hazards. In response to this problem, the Town has considered the adoption of a Wellhead Protection Overlay Zone (see Map 6.1).

The purpose of the protection and preservation of the groundwater resource of the community is to ensure a future supply of safe and healthy drinking water. This is especially true in groundwater recharge areas, where runoff from impervious surfaces can reduce water quality. This valuable resource is sometimes taken for granted and is therefore considered a "sensitive area" of great importance. However, the protection of this resource may be difficult to achieve (see Chapter 5, Water Resources).

The Town of Elkton has enacted a number of regulatory tools over the years to protect groundwater, including stormwater management regulations, stream buffer regulations, forest conservation regulations, and critical area regulations.

6.2.8. *Forests*

Forests, developed woodlands and street trees are important natural features that provide the Town with many economic and environmental benefits. In addition to being a potential source of timber, the Town's wooded areas are effective pollutant-filtering systems and help control erosion, provide energy savings to man-built structures by providing shading, provide recreational opportunities and scenic beauty, and provide quality wildlife habitat.

In developed areas, such as the central part of Elkton, trees provide shade and substantially reduce the surface temperature of underlying streets and sidewalks, mitigating the urban heat island effect and the resulting thermal stresses on streams. Trees, especially large blocks of contiguous forest, also provide habitat for plants and animal species.

When large tracts of woods are kept intact, the resulting wildlife corridors allow a safe passageway for animals to traverse to other natural areas that have become disjointed by roads, agricultural fields, or buildings. The corridors are important because they allow

the movement of animal populations into new territory and provide an intermixing of populations that may be essential to the long-term survival of a species.

The Town’s Forest Conservation Ordinance requires developers to submit a forest conservation plan and conserve existing forest stands on lots 40,000 square feet or larger.¹⁸ The Town set a forest conservation threshold based on Land Use, as shown in Table 6.1. If little or no forest exists on the site, the applicant must conduct afforestation on the lot or parcel.

Table 6.1 Forest Conservation Thresholds

Category of Use	Threshold Percentage
Agricultural and resource areas	50 percent
Institutional development areas	20 percent
High density residential areas	20 percent
Mixed use and planned unit development areas	15 percent
Commercial and industrial use area	15 percent

Restoring forests also provides benefits to sensitive areas and areas with significant natural resources, and these restoration efforts should continue.

6.2.9. *Topography*

Cecil County is divided into two physiographic regions: the Coastal Plain and the Piedmont. Portions of Elkton are within each region. The fall line, or boundary, between the Coastal Plain and the Piedmont regions roughly follows the Pennsylvania Railroad line.

Topographic relief in the Piedmont is generally greater than the relatively flat Coastal Plain. Elevations in Elkton range from slightly above mean sea level in the southern part of Town to approximately 100 above mean sea level in the northern areas.

6.2.10. *Soils*

Cecil County has nine general soil associations. Six of these are located in and around Elkton. They include:

- *Glennelg-Manor-Glenville Association:* Deep, somewhat excessively drained to moderately well-drained, gently sloping to steep, loamy soils derived from micaceous rock material
- *Neshaminy-Montalto-Legore Association:* Deep, well-drained, gently sloping to steep, loamy, clayey, and stony soils derived from basic rock
- *Keyport-Loamy and Clayey land-Beltsville Association:* Deep, well-drained to moderately well-drained, nearly level to steep soils that developed in old coastal plain deposits ranging from gravelly loamy sand to clay

¹⁸ New legislation in 2009 under the State’s Forest Conservation Act (1) increases the fee-in-lieu contribution rate to State and local Forest Conservation Funds; (2) limits the exemptions for forest clearing associated with a single lot, a linear project, and a dwelling house to a maximum disturbance of 20,000 (instead of 40,000) square feet of forest; (3) limits the exemption for construction of dwelling houses to owners and their children; (4) eliminates an exemption for areas that were previously developed and covered by paved surface; and (5) requires that priority be given to specified trees, shrubs, plants, and areas for retention and protection, unless a variance is granted. DNR is required to define the meaning of no net loss of forests for any State policy and develop proposals for creating a State policy on no net loss of forests in cooperation with forestry-related stakeholder groups. By December 1, 2011, DNR must report on policies to achieve no net loss of forests in the State, in consultation with forestry-related stakeholder groups.

- *Sassafras-Woodstown Association:* Deep, well-drained to moderately well-drained, gently rolling soils developed in loamy coastal plain deposits that overlie sand
- *Mattapeake-Butlertown Association:* Deep, nearly level to gently sloping, well-drained and moderately well drained, loamy soils on the coastal plain
- *Mattapex-Elsinboro-Othello Association:* Deep, well-drained to poorly drained, nearly level to sloping, loamy soils on the coastal plain and over coarse water-transported material on stream terraces.

6.2.11. **Green Infrastructure**

Green infrastructure has been defined as an interconnected network of natural areas and other open spaces that conserves natural ecosystem functions, sustains clean air and water, and provides a wide array of benefits to people and wildlife. Green infrastructure has been developed as a concept to enable governments to examine natural resources as systems and consider the values of interconnections among natural areas across watersheds and other boundaries.

In 2006, Cecil County commissioned a countywide Green Infrastructure Plan. The plan identifies the County's largest green infrastructure hubs as on the Elk Neck peninsula (including Elk Neck State Park, Elk Neck State Forest, and Plum Creek Natural Heritage Area), along the Northeast River, west and north of Charlestown, Fair Hill, and along the larger streams (for example, Octoraro Creek, Northeast Creek, Bohemia River, and Sassafras River). The plan also identifies "gaps" in the green infrastructure network for land that is in development, agriculture, or is barren.

Cecil County's 2010 Comprehensive Plan recommends that the County consider developing the plan's recommendations further. Given that many of these ecosystems and networks span political boundaries, the Town of Elkton should engage the County as part of the effort to refine the Green Infrastructure Plan so that the Town can identify actions it can implement to support its sensitive area and green infrastructure goals.

6.3. **Chesapeake Bay Critical Area**

Elkton is located just inland of the head of the Elk River and is crossed and bordered by the Big and Little Elk Creeks. The Elk River is among the many bodies of water that feed the Chesapeake Bay, the nation's largest and most productive estuary. The balance of the Bay's delicate ecosystem can be damaged by development, which creates runoff that overloads the bay system with nutrients and clouds its waters with sediments.

The Maryland General Assembly enacted the Chesapeake Bay Critical Area Law to foster more sensitive development activity along tidal shorelines of the Bay and minimize damage to water quality and wildlife habitats.

The Critical Area Law required that each town adopt and implement a critical area program consistent with the guidelines established by the Chesapeake Bay Critical Area Commission. Elkton's Critical Area Protection Program was adopted March 1989.

The Chesapeake Bay Critical Area includes all lands and waters defined in Section 8-1807 of the Natural Resources Article, Annotated Code of Maryland. These include all waters of and lands under the Chesapeake Bay and its tributaries to the head of tide as indicated on the State wetlands maps, and all State and private wetlands designated under Title 9 of the Natural Resources Article, Annotated Code of Maryland, as well as all land and water areas within 1,000 feet beyond the landmark boundaries of State or

private wetlands and the heads of tides designated under Title 9 of the Natural Resources Article, Annotated Code of Maryland.

Concern for the conservation and protection of the sensitive natural features of Elkton transcends arbitrary boundaries, i.e., the 1,000-foot Critical Area (see Map 6-1). Land within Elkton's Critical Area has been designated as one of the following: Resource Conservation Area, Limited Development Area, or Intensely Developed Area, depending on the intensity of development that existed on the ground as of December 1985.

All development activities in the Critical Area must be consistent with the Town's Critical Area Program, the Critical Area Criteria and the implementing provisions of the Zoning Ordinance.

The Critical Area Criteria were developed to achieve the goal to accommodate development while protecting water quality and habitat. Depending on the Critical Area designation, the criteria limit forest clearing and impervious surfaces, encourage public access and shore erosion control, and require protection and conservation of habitat protection areas, management of stormwater and protection of water quality.

6.4. Mineral Resources

Cecil County has significant areas of sand and gravel extraction but none within the Town of Elkton. The area is part of the Atlantic Coastal Plain Province, as defined by USGS and is underlain by Cretaceous to Pliocene sediments.

The Maryland Geological Survey is not aware of any extractable materials in the immediate Elkton area or any future annexation area.

6.5. Policies and Actions

1. Protect and restore groundwater recharge areas such as wetlands and the headwaters areas of streams.
 - a. Update the Town's development regulations to incorporate the provisions of the Maryland Stormwater Design Manual, as revised by MDE to reflect provisions of the Stormwater Management Act of 2007.
 - b. Encourage the planting of native tree species in stream buffer zones.
2. Ensure that development activities within environmental corridors are managed in a manner that controls and minimizes impacts on groundwater.
 - a. Explore the development and application of green building standards and other environmentally friendly development standards where appropriate and feasible.
 - b. Continue to use Town-owned property adjacent to the sensitive tidal wetlands for passive recreation uses and to support environmental education programs.
3. Limit development in floodplains, on steep slopes, and in other sensitive natural areas.
 - a. Assure that new development and redevelopment avoids stream buffers and 100-year floodplains, where possible.
 - b. Continue to prohibit development or redevelopment on any slope with a grade of 15 percent or more, covering a contiguous area of 10,000 square feet or more.

4. Develop and adopt a Wellhead Protection Ordinance.
5. Conserve forest and woodland resources and replenish them where possible in keeping with the Forest Conservation Ordinance.
 - a. Implement the Forest Conservation Ordinance by working with property owners and developers to identify priority areas for tree and forest conservation.
 - b. Require a minimum of 10 percent tree canopy for all development and redevelopment projects.
 - c. Encourage the preservation of existing specimen trees (defined as trees 30 inches or greater in diameter at breast height).
 - d. Increase the percentage of urban tree canopy by planting trees and other vegetation along roadways, in median strips and in residential communities; ensure that root space is sufficient for the long-term survival of these trees.
6. Ensure that the Chesapeake Bay Critical Area is protected to the maximum extent possible through implementation of water quality and other related measures.
 - a. Implement the Town's Critical Area Program to protect the aquatic habitat along the Big Elk and Little Elk Creeks and their tributaries, preserving and enhancing these water bodies as natural assets to the community.
 - b. Continue to enhance the Town's Critical Area protection program in response to local, regional, and statewide initiatives and legislative changes.
 - c. Consider adopting net buildable area provisions in the land development regulations to require that sensitive lands be subtracted from the gross site area to derive a base site area from which to calculate density.
 - d. Encourage property owners to place environmentally sensitive lands under conservation easements.

Chapter 7. Transportation

This chapter describes the Town's transportation system, including roads, transit, and bicycle and pedestrian facilities. It also identifies the transportation improvements and policies needed to support the Town's projected growth and improve the function and safety of the transportation infrastructure.

7.1. Goals and Objectives

- Support a multi-modal transportation system, including roads, transit (bus and rail) and pedestrian and bicycle facilities, that serves the needs of residents, workers, visitors, shoppers and employers
- Support and implement road improvements that reduce congestion, improve access within the Town and channel through-traffic around Elkton
- Plan for and implement transportation improvements that meet that Town's long-term land use goals
- Support the expansion of transit to increase transportation choices and reduce automobile trips
- Preserve the capacity of US 40 by limiting commercial and residential access along the road
- Continue to develop the US 40 as a regional business corridor and destination or "address" street
- Encourage mixed-use development to reduce trip lengths and the number of vehicle trips
- Eliminate congestion, reduce accident hazards at intersections and improve the availability of parking
- Increase transportation options for the senior population, people with disabilities and other residents who lack access to automobiles
- Create a safe and efficient bikeway system that connects key areas of the Town

7.2. Roads

Elkton's transportation system features a network of state, county and local roads and streets that provide access to and within the Town. This network has expanded significantly since 1963, when the Town first adopted a comprehensive plan and had 18.5 miles of streets and highways. Over the years, this network has expanded with the development of new residential neighborhoods (and internal street networks) and the annexation of existing neighborhoods (and roads).

Today, the Town has about 46 miles of roads, 10.1 of which are maintained by the State and 35.4 of which are maintained by the Elkton Public Works Department. Cecil County owns and maintains the remaining roads.

Elkton's road network is shown on Map 7.1. Five state routes radiate from the center of town and provide access to Interstate 95 and US 40, the two major transportation corridors that connect Elkton to the region. Local streets connect to and from these state routes and serve local neighborhoods.

MD 213 is the major north/south route in the Town and serves as the primary access from Cecil County and points north to the Eastern Shore. Blue Ball Road north of MD 279 is designated MD 545.

7.2.1. *Functional Classifications*

Transportation planners have created a hierarchy of roads known as functional classifications to group roadways based on the type of service they provide. Federal, state and local highway officials use this classification system to plan improvements and prioritize road maintenance programs. The hierarchy reflects the fact that roads function as a system, providing access to property and mobility for travelers. Within this system, local roads primarily serve to provide access to land; arterials primarily serve to provide mobility for through traffic; and collectors serve to provide link local roads to arterials.

The Wilmington Area Planning Council (WILMAPCO) is the regional transportation planning agency for Cecil County, and New Castle County, Delaware. It functions as a federally-mandated Metropolitan Planning Organization (MPO) responsible for planning and coordinating federal transportation investments to satisfy the needs of residents and employers. The agency's role is to educate and involve the public in the transportation decision-making and funding process.

WILMAPCO, which models traffic for the region, uses the following functional classification system. These classifications are used on Map 7.1:

- Interstate
- Principal Arterial
- Minor/Other Arterial
- Collector
- Local

7.2.2. *Level of Service*

A Level of Service (LOS) policy establishes a basis for evaluating proposed development plans against the LOS that the Town seeks to achieve or maintain as growth occurs. These criteria are used to evaluate the transportation system impacts of proposed development. LOS is rated on a scale from A to F. LOS A represents free flow conditions with little delay due to congestion. LOS F, conversely, represents congested traffic conditions with stop and go traffic and significant travel delay.

This plan recommends a minimum level of service for developments as LOS C during off-peak periods and LOS D during peak hours. Current LOS deficiencies would prohibit future development adjacent to affected roadways and, continuing Town policy, new development in these areas should not be approved if it reduces (worsens) LOS below the roadway's current level, unless those adverse effects are mitigated by the developer.

As part of the development, the Town requires a traffic impact analysis for major development projects to determine whether the development worsens LOS. These studies require a description of past and present roadway conditions, existing roadway capacity, existing and projected traffic volumes (Average Daily Traffic, and peak A.M. and P.M. traffic), pre- and post-development levels of service, existing and proposed sight lines based on facts and reasonable generation factors for the site and immediately affected road networks and intersections. In cases where development includes

planned improvements in the short term, the Town may permit the petitioner to include the improvements in the traffic impact analysis.

7.2.3. *State Roads*

Elkton falls within the Maryland State Highway Administration's (SHA) District 2, headquartered in Chestertown. SHA owns and maintains the state roads in Elkton.

Interstate 95

This state-owned and maintained limited access highway consists of three northbound and three southbound lanes in Cecil County.

US US 40 (Pulaski Highway)

US 40 (also known as Pulaski Highway) is a principal arterial consisting of two through lanes in each direction, linking Elkton to Perryville and points west of Cecil County, and to New Castle County, Delaware and points east. This federal-designated highway primarily carries through trips but also connects to major and minor collectors. US 40 (Hattem Bridge) provides one of three highway crossings of the Susquehanna River.

Maryland Route 7 (Landing Lane/Main Street/Delaware Avenue)

This major arterial consists of two segments. The first section, known as Delaware Avenue, connects US 40 to Main Street. The signed route then travels along Main Street and Landing Lane to a second connection with US 40.

Maryland Route 545 (Blue Ball Road/Elkton Boulevard)

This minor arterial is signed along Elkton Boulevard west of Bridge Street to Blue Ball Road, where it continues north to the town boundary and into Cecil County.

Maryland Route 268 (North Street)

This major arterial connects Main Street and Downtown Elkton with MD 279, providing the most direct access into downtown from the north.

Maryland Route 281 (Main Street/Red Hill Road)

This minor arterial is signed along Main Street and Red Hill Road from the Delaware state line to the intersection with Delaware Avenue, crossing Big Elk Creek.

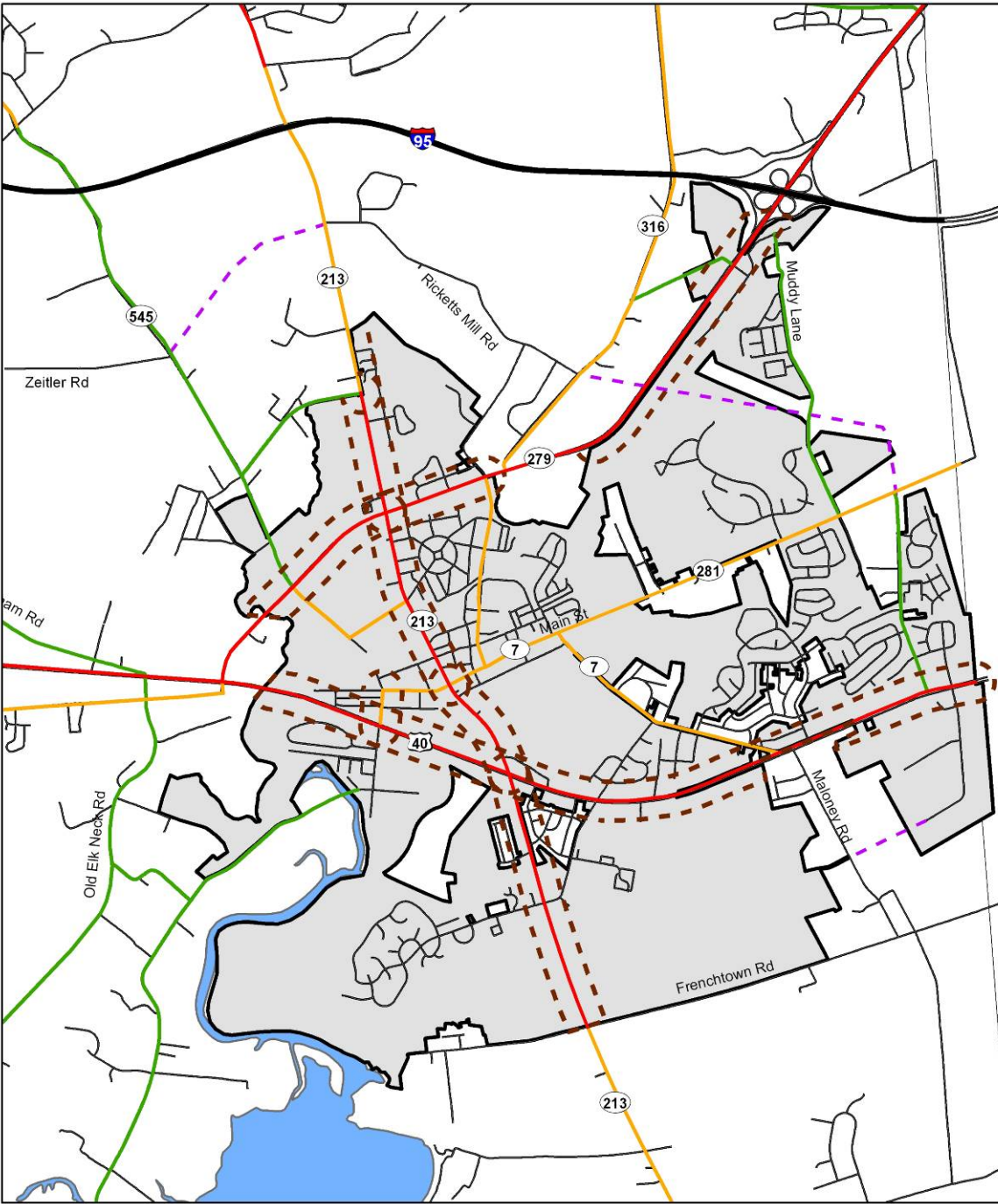
Maryland Route 279 (Elkton Road/Newark Avenue)

This principal arterial connects Elkton to Interstate 95, northern areas of Cecil County, and Newark, Delaware. It originates at the at-grade intersection of Elkton Road and US 40 and proceeds north through an interchange with I-95 and into Delaware, serving a significant amount of commuter traffic at peak periods.

Maryland Route 781 (Delancy Road)

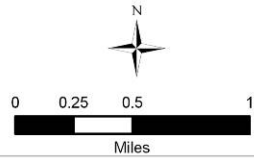
This collector (also known as Delancy Road) links US 40 with Red Hill Road (MD 281). It functions as a collector for adjoining residential uses and for through traffic destined to US 40.

Map 7.1 Elkton's Existing and Proposed Road Network



Elkton Road Network

- Interstate
- Principal Arterial
- Minor Arterial
- Collector
- Local Road
- Proposed Roads
- Highway Corridor Overlay District
- Town Boundary



Maryland Route 213 (Singerly Road/Bridge Street/Augustine Herman Highway)

This principal arterial provides the only direct north/south access through Elkton and, as noted above, provides the only connection to the Eastern Shore through Maryland from Cecil County. As such, it is one of the most heavily traveled roads in the Town.

7.2.4. *County Roads*

The Roads Division of the Cecil County Department of Public Works builds and maintains County roads and bridges. One County-maintained minor collector (Frenchtown Road) and two local streets (Maloney Road and Muddy Lane) are in Elkton:

- *Frenchtown Road*, which connects MD 213 to US 40 east of Elkton in Delaware, is predominantly used as a collector for adjoining residential uses.
- *Maloney Road* connects US 40 and Frenchtown Road and functions as a collector for adjacent residential uses.
- *Muddy Lane*, which connects MD 281 (Red Hill Road) with Belle Hill Road and MD 279, provides indirect access to US 40 East through Elkton, as well as the only road access to three residential developments in the Town. Because of the road's low vertical clearance under the AMTRAK line and narrow width under the bridge, its capacity to carry traffic is limited.

7.2.5. *Municipal Streets*

The 35 miles of municipal roads in Elkton include two important minor collectors, Landing Lane and Whitehall Road:

- *Landing Lane* connects Main Street to US 40 and south of US 40 through Hollingsworth Manor to Elk Landing.
- *Whitehall Road* connects Delaware Avenue (MD 7) with both US 40 and MD 213. It is maintained by Elkton and owned by Elkton and Cecil County.

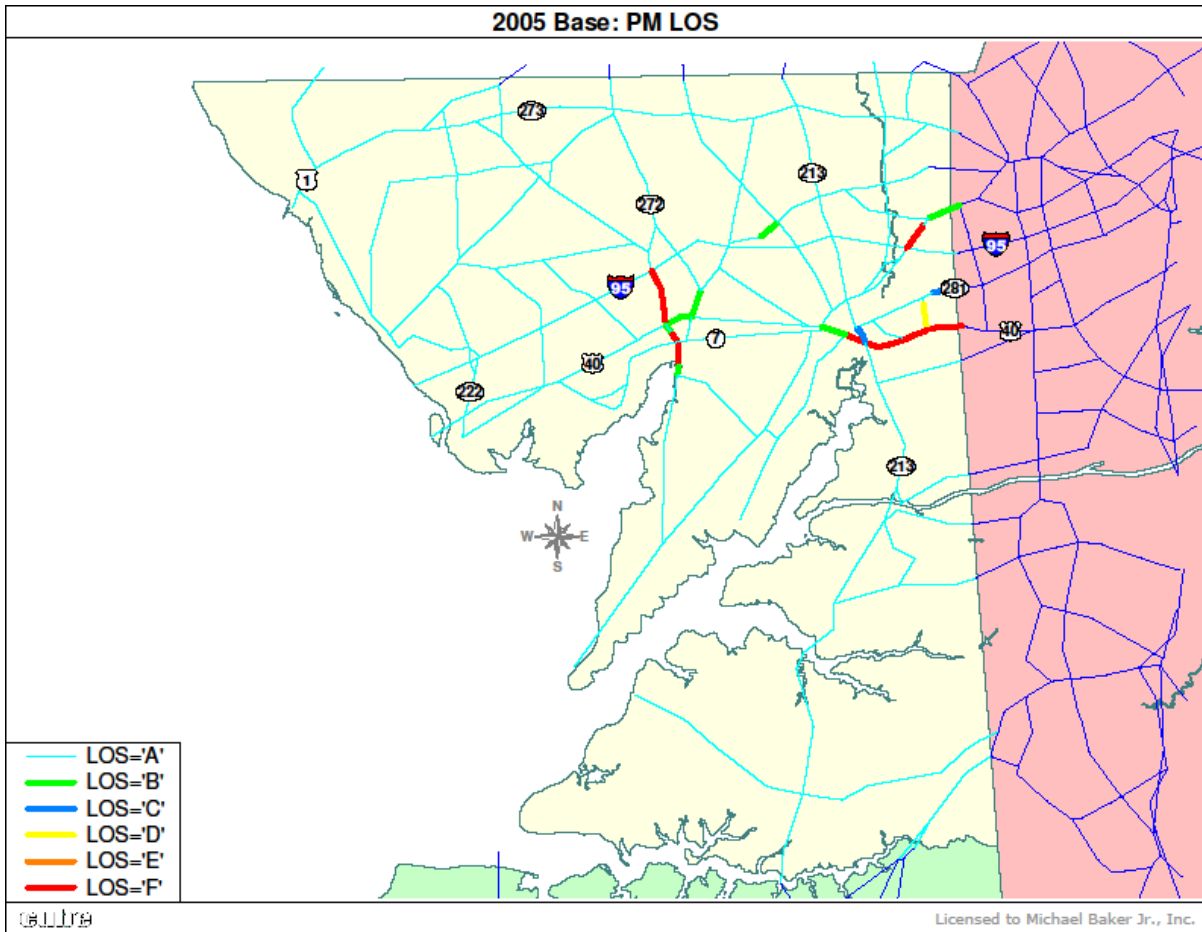
7.2.6. *Traffic Trends*

The Maryland Department of Transportation (MDOT) uses the Upper Eastern Shore Travel Demand Model to forecast traffic and identify transportation infrastructure needs. The model includes Cecil, Kent and Queen Anne's counties in Maryland, as well as New Castle County, Delaware. The Cecil County portion includes 640 lane miles of roadways (freeways, arterials, and collectors), including the major roads in Elkton.

In 2005, approximately 3.6 million vehicle miles of travel occurred in Cecil County on an average weekday. Most roads experience little congestion during the peak period (weekday afternoons). Exceptions in Elkton are US 40 east of Landing Lane (with a level of service F), Delancy Road (with LOS D) and Bridge Street (MD 213) from Main Street to US 40 (LOS C). MD 279 north of Interstate 95 and the Town boundaries also is LOS F at the afternoon peak.

Five of the most congested road segments in Cecil County are in Elkton (Map 7.2).

Map 7.2 Level of Service, PM Peak, Cecil County, 2005



Sources: Maryland Department of Transportation, Michael Baker Jr. Inc.

SHA monitors traffic at stations throughout the state. Average Annual Daily Traffic (AADT) counts for locations in and adjacent to Elkton are shown in Table 7.1, both for 1998 and 2008.

Apart from Interstate 95, US 40 carries the largest traffic volumes in Elkton or the surrounding area. The highest volumes were recorded east and west of the intersection with MD 213. Although the volume is significant (approximately 30,000 trips per day), traffic at these points has decreased slightly since 1998. However, volumes along the easternmost section of US 40 near the state line have increased more than 26 percent since 1998, reflecting the development of the Upper Chesapeake Corporate Center and other traffic generators in the area. Traffic volume more than doubled on Delancy Road during this period.

A couple of trends are noteworthy:

- Change in AADT at monitoring locations in Elkton ranged from a decrease of approximately five percent per year (over the 10-year analysis period) to an increase of more than 11 percent per year. By comparison, traffic growth was approximately two percent statewide and 1.4 percent in District 2 during the same period.
- Traffic volumes have declined in some locations, most notably on MD 213 north of Elkton Boulevard (MD 545). This is likely due to improvements to I-95 and other regional roads in and around Cecil County. Despite these declines, overall traffic

volumes along I-95 near Elkton grew by more than one percent per year, or about 11,800 vehicles per day (vpd) overall.

Table 7.1 Average Annual Daily Traffic (AADT), Elkton area, 1998, 2008

Highway	Location	1998	2008	Trips	Change	
					Percent	Annual Percent
US 40	West of MD 213	31,350	30,713	-637	-2.0%	-0.20%
	East of MD 213	33,000	30,803	-2,197	-6.7%	-0.67%
I-95	West of State Line	22,225	28,213	5,988	26.9%	2.69%
	South of State Line	66,300	78,181	11,881	17.9%	1.79%
MD 7	South of Old Elk Neck Road	6,150	5,262	-888	-14.4%	-1.44%
	West of MD 213	7,300	3,662	-3,638	-49.8%	-4.98%
MD 213	West of Whitehall Road	7,025	7,422	397	5.7%	0.57%
	0.3 mile South of US 40	11,625	16,700	5,075	43.7%	4.37%
	0.1 mile South of US 40	15,025	17,510	2,485	16.5%	1.65%
	South of MD 7	18,525	18,980	455	2.5%	0.25%
	South of MD 545	18,225	18,520	295	1.6%	0.16%
MD 268	North of MD 545	15,750	12,650	-3,100	-19.7%	-1.97%
	South of Ricketts Mill Rd	9,050	7,070	-1,980	-21.9%	-2.19%
	North of I-95	8,275	8,080	-195	-2.4%	-0.24%
MD 279	North of MD 7	4,425	5,761	1,336	30.2%	3.02%
	South of MD 545	12,550	13,302	752	6.0%	0.60%
MD 281	North of MD 545	9,250	10,192	942	10.2%	1.02%
	North of MD 213	13,475	15,142	1,667	12.4%	1.24%
MD 316	North of MD 316	14,350	12,692	-1,658	-11.6%	-1.16%
	North of I-95	18,425	22,012	3,587	19.5%	1.95%
MD 545	East of MD 7	4,825	6,680	1,855	38.4%	3.84%
	North of MD 279	3,725	4,330	605	16.2%	1.62%
MD 781	North of I-95	4,050	4,630	580	14.3%	1.43%
	North of MD 279	4,525	5,340	815	18.0%	1.80%
	North of I-95	4,250	4,630	380	8.9%	0.89%
	North of US 40	5,225	11,020	5,795	110.9%	11.09%

Source: Maryland Department of Transportation, State Highway Administration

7.2.7. Planned Roads and Programmed Improvements

SHA identifies highway improvement needs in the five-year Consolidated Transportation Program (CTP), which is part of the Maryland Transportation Plan. SHA also maintains the Highway Needs Inventory (HNI), a county-generated list of long-range needs on state-maintained highways. SHA updates the HNI every two years. The inventory serves as the technical basis for MDOT to add new projects to the state transportation capital budget or the CTP.

The 2009-2014 CTP includes no significant planned road improvements or studies in Elkton or Cecil County. Table 7.2 shows the highway projects for Elkton that SHA identifies in the most recent HNI.

Table 7.2 Highway Needs Inventory Projects, Elkton, 2008

Location	Type of Improvement
US 40, from MD 279 to state line MD 213	Divided highway reconstruction
From MD 285 to US 40 US 40 to MD 279	Divided highway reconstruction Multi-lane reconstruction
MD 279 From MD 213 to MD 316	Multi-lane reconstruction
North of US 40 to west of MD 213	Divided highway reconstruction

Source: Maryland Department of Transportation, State Highway Administration

In addition to these projects, a segment of Delaware Avenue between Main Street and Whitehall Road is being reconstructed in 2010. The MD 7D Delaware Avenue Road Restoration Project is funded through \$700,000 in American Recovery and Reinvestment Act of 2009 (ARRA) funds.

The project will elevate the road about two feet between the Big Elk Creek Bridge and a point south of John P. Stanley Memorial/Meadow Park and improve drainage swales along both sides of the road. These improvements will limit overtopping of the road and reduce the need for road closures and debris pick-up during minor flood events.

7.2.8. Future Traffic

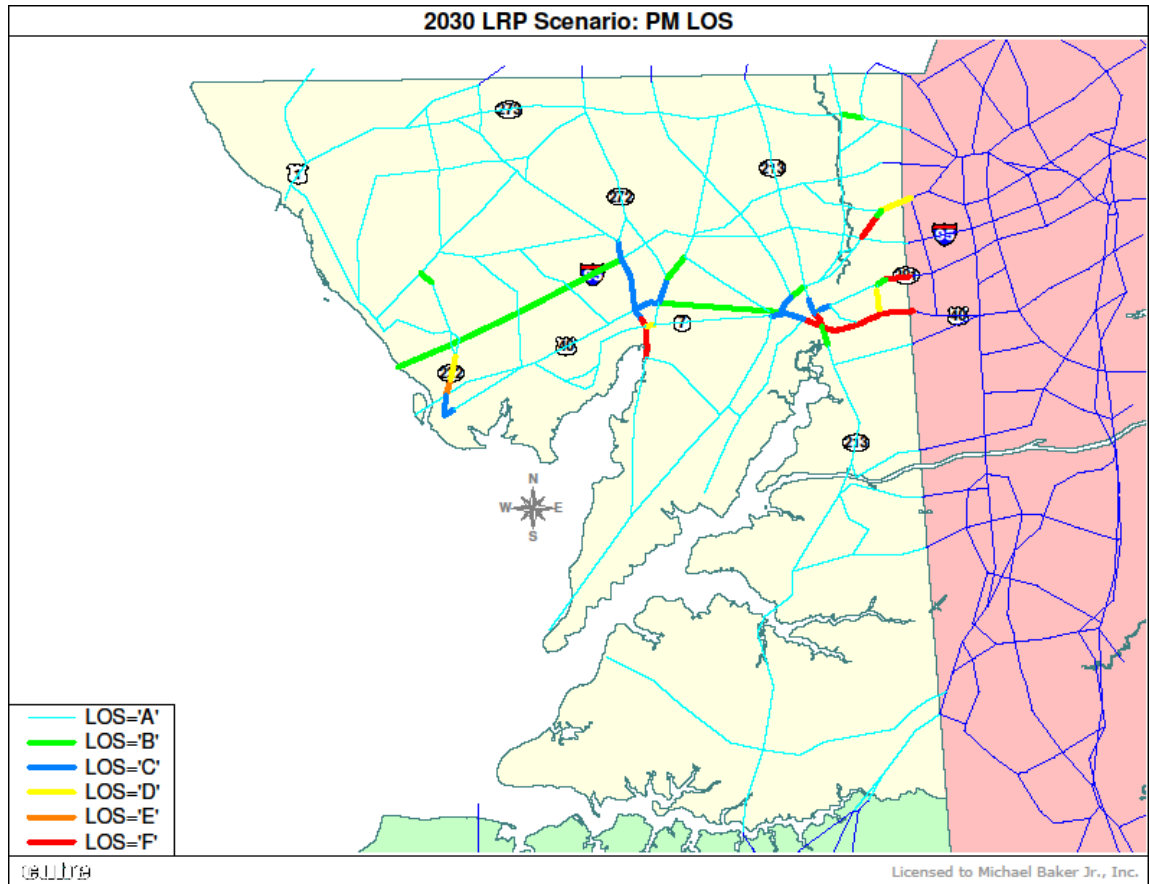
To assess the demands of future traffic on the transportation system, MDOT’s travel model was run for 2030, using the projected socioeconomic forecasts of population, households, and employment developed by WILMAPCO in 2009, and including 40 miles of planned road improvements from the adopted Long Range Plan (LRP) that are scheduled for completion by 2030.

The model shows that, while peak congestion generally will be moderate in the County as a whole, a number of road segments in Elkton will see increased congestion (see Map 7.3). These segments include Red Hill Road (MD 281) east of Delancy Road (with LOS F), and Bridge Street (MD 213) north of US 40 (also LOS F).

Some of the key transportation issues that Elkton will need to address with the State and County include:

- Improving north-south connections between US 40 and I-95. For the US 40 corridor to continue to flourish, preserving and enhancing access to I-95 will be important.
- Improving east-west connections in growth areas. Elkton has a number of north-south connections that provide good access into and out of the Town, especially to the north. Travel model data shows that the east-west roads (MD 279, 281 and US 40) will experience increasing congestion as the Town and region grow.
- Preserving US 40 as a “free flowing” highway through Elkton. If US 40 is to continue to function as the center of commercial activity, not only in Elkton, but for the County as a whole, travel along the road must be efficient and destinations accessible.
- Increasing internal street networks and connectivity so that motorists have options and traffic is not channeled onto a few roads.
- Increasing transit options, especially rail and bus, to reduce automobile trips.
- Increasing and improving options for walking and bicycling.

Map 7.3 Level of Service, PM Peak, Cecil County, 2030



Sources: Maryland Department of Transportation, Michael Baker Jr. Inc.

New Roads

The travel modeling highlights the need for new road connections to implement the Town’s land use goals and meet the demands of a growing community. The first is a loop road generally connecting US 40 to Interstate 95 on the eastern side of the Town and to the growth areas west of MD 279 (see Map 7.1). This loop road would track north from the end of Delancy Road, connect to Muddy Lane, cross or tunnel under the AMTRAK line near the existing underpass, then cross MD 279 through the Town’s future growth areas to existing Marley Road.

The intersections of this loop road with major north-south roads such as Appleton Road (MD 316), Singerly Road (MD 213) and Blue Ball Road (MD 545) could serve as mixed-use “nodes” supporting transit and pedestrian-oriented development, in keeping with the Land Use element. Cecil County’s *Roadway Improvement Strategic Plan* identified a general alignment for this road in 2007.

The intent of this loop road is to increase overall connectivity in the area north of Elkton and Elkton West and provide access to I-95 that does not require travel through downtown Elkton.

This Comprehensive Plan carries forward the Strategic Plan’s recommendation, with an alignment modification in the vicinity of Muddy Lane and Belle Hill Road. However, there is some concern that implementation of such a loop road could lead to increased traffic congestion on US 40, MD 279, and MD 281 east of Elkton. In particular, drivers may

use the eastern portion of this loop (between MD 279 and US 40) to bypass the Delaware toll plaza on I-95. The portion of the road east of MD 279 could also be costly as it would require an upgrade of the Amtrak railroad crossing at Muddy Lane. The advantages of this proposed road should be carefully considered to ensure that its implementation helps to achieve the Town's transportation goals.

A second new road would connect Chesapeake Boulevard with Frenchtown Road. This would provide another access point to the Upper Chesapeake Corporate Center and enable further economic development opportunities in that area. It also would create a second north-south route paralleling MD 213 and support the Town's future expansion south of Frenchtown Road. Potential routes for this new road should be studied to determine the best right-of-way to provide access to this employment center.

US 40 (Pulaski Highway)

Since Pulaski Highway was constructed in the 1930s, its role and function as a commercial corridor have steadily increased. Today, US 40 in Elkton serves not only as the commercial center of the Town, but of Cecil County as well. As the region continues to grow, US 40's role as a primary business corridor will continue to expand, creating a need to ensure that it continues to function well as a transportation facility, and that land use and transportation are coordinated so that the corridor continues to be an attractive destination for shoppers, employers, residents and visitors.

In 2006, the Cecil County Economic Development Commission appointed a US 40 Beautification Committee to take a comprehensive look at US 40, examine what other jurisdictions are doing along similar corridors, and recommend potential improvements. The committee recommended that Cecil County develop a plan in coordination with Maryland State Highway Administration, property owners, the Towns and others to improve the character of the corridor.

The Beautification Committee described a vision for US 40 as an effort to "create vibrant, mixed-use, pedestrian-oriented retail and service centers within a mix of residential and office uses, ideally centers should be located within a quarter mile of higher density population concentrations; these centers should have higher quality design with pedestrian-oriented areas with focal points, cafes and plazas to create a sense of place." This vision is consistent with the Comprehensive Plan's vision for US 40.

The committee recommended that Cecil County consider developing a US 40 Corridor Overlay District that would enable all of the parties, including the towns, to develop a common vision for the corridor and create the tools needed to implement it. As noted in Chapter 4, Land Use, Elkton has a Highway Corridor Overlay District that has been designated on the Town's portion of the US 40 corridor. Any countywide effort should include a review of this district when considering the application of a corridor-wide district.

Access Management

Access management preserves road capacity by limiting the number of new entry points. Cecil County's *Roadway Improvement Strategic Plan (2007)* recommends a number of access management techniques along the entire length of US 40, including consolidation of existing entrances and driveways, construction of curbs and narrowing of existing driveways, and construction of service roads.

The 1998 Comprehensive Plan recommended that the Town adopt an access management program to maintain the capacity of the existing road system by limiting the

number of entry points onto public roads. This program has been implemented through the establishment of regulations in the Zoning and Subdivision ordinances based on a number of site access and circulation guidelines.

As the Town of Elkton and Cecil County continue to grow, the Town and County will need to continue to coordinate with each other and the State of Maryland to address how increased traffic will affect the US 40 corridor and the land uses along the corridor. This likely will require more detailed discussion of access management strategies, in addition to the ones already in place in Elkton.

Wilmapco has developed a truck signage study to divert truck through traffic from downtown Elkton. Other measures, including the proposed loop road, should be considered in connection with land use so that future road and transit infrastructure improvements are coordinated with the Town's land use policies.

The Town should communicate with the County and the State Highway Administration as the County considers similar access management measures in sections of US 40 adjacent to the Town.

Trucking

Major trucking routes that pass through Elkton include I-95, US 40 and MD 213. More than half of the truck traffic in the region is through-trips, including 87 percent in Cecil County, according to WILMAPCO. The total tonnage on the region's roads is expected to increase from 135 million tons in 2005 to approximately 250 million tons by 2030, WILMAPCO data show. Overall, the region will see an 84 percent increase in truck in truck activity between 2005 and 2030. As noted above, Wilmapco is currently preparing a Truck Signage Study that will be used to divert truck traffic around the downtown.

7.3. Air Quality

Air quality affects the way we live and breathe. Air pollution can impact health over short periods of time or accumulate to pose chronic health concerns. Health concerns from breathing ozone and other air pollutants include eye and throat irritation, difficulty breathing, cancer, and damage to the body's immune, neurological, reproductive, and respiratory systems.¹⁹ Ozone also damages the leaves of trees and other plants, ruining the appearance of cities, national parks, and recreation areas.

Cecil County is designated as a severe ground level ozone nonattainment area by the U.S. Environment Protection Agency. This means that, during the summer, the region fails to meet the federal health-based standard for ground level ozone pollution. Ozone is an odorless, colorless, gas and is created by a reaction between nitrogen oxides (NOx) and volatile organic compounds (VOC) in the presence of sunlight. Pollutants come from a variety of sources, including vehicles, boat fumes, and emissions from power plants and industrial facilities.

In 2008, WILMAPCO developed the Air Quality Conformity Analysis for the 8-Hour Ozone National Ambient Air Quality Standards (NAAQS) for Cecil County. This report demonstrated transportation conformity of the WILMAPCO Fiscal Year 2009-2012 Transportation Improvement Program and 2030 Regional Transportation Plan for the Cecil County, Maryland portion of the PA-NJ-MD-DE 8-hour ozone nonattainment area. Cecil County has demonstrated conformity with the 8-hour transportation conformity rule

¹⁹ Source: Maryland Department of the Environment

using the motor vehicle emissions budget test and the County has been found to be working towards fully attaining the air quality standard.

7.4. Bicycle Facilities

One of the goals of the Comprehensive Plan is to create a safe and efficient bikeway system that connects key areas of the Town. Elkton already has a development and street pattern that provides opportunities for recreational bicycling through local neighborhoods and along collector routes. Commuter biking will become increasingly important as a means of travel, especially as mixed-use areas develop and jobs and development are concentrated in the Town.

In 2002, MDOT released the statewide *Twenty Year Bicycle and Pedestrian Access Master Plan*. The plan included an evaluation of roadways for their “bicycle level of comfort,” a measure of how conducive the roadway and traffic are for cyclists. Similar to the level of service classifications, roadways were graded from levels A to F, from the most to the least comfortable for bicyclists.

Elkton has three road segments graded as F: US 40 between MD 213 and Delaware Avenue; MD 213 between US 40 and Main Street; and MD 279 between US 40 and Blue Ball Road.

A Bicycle and Pedestrian Needs Inventory was included in the bicycle master plan. Similar to the HNI, the Bicycle/Pedestrian Needs Inventory identified state roads with the greatest need for bicycle and pedestrian improvements. Table 7.3 lists the needs identified in Elkton.

Facilities designated as Tier 1 have the highest priority for state funding, while facilities designated as Tier 2 have secondary priority for state funds. MDOT works with local officials to update and prioritize areas of greatest need. Wilmapco is currently preparing the Elkton Bicycle Plan that will build upon the 2008 Walkable Communities Workshop that Wilmapco also completed.

Table 7.3 Bicycle Improvement Needs

Route Name/Number	From	To	Length (Miles)
<i>Tier 1 Facilities</i>			
MD 213	US 40	Delaware State Line	0.6
MD 279	US 40	North Street	0.5
<i>Tier 2 Facilities</i>			
MD 7	US 40	Blue Ball Road	0.3
MD 7	Blue Ball Road	MD 213	0.3
MD 7	MD 213	Main Street	0.6
MD 7	Main Street	Howard Street	0.1
MD 7	Howard Street	Creswell Avenue	0.5
MD 7	Creswell Avenue	US 40	0.7
US 40	MD 213	Delaware Avenue	1.4
US 40	Delaware Avenue	Delancy Road	0.7
US 40	Delancy Road	Delaware state line	0.3
MD 268	Main Street	MD 279	0.9
MD 279	MD 316	Interstate 95	2.0
MD 545	Elkton Boulevard	Leeds Road	1.9
MD 545	Newark Avenue	MD 213	0.7
MD 781	US 40	Main Street	1.0

Source: Maryland DOT, <http://www.mdot.state.md.us/Planning/Bicycle/TECHNI.PDF>

7.5. Pedestrian Facilities

Pedestrian facilities include sidewalks, crosswalks, multi-use paths, pedestrian crossing signals, and signage and pedestrian-level street lighting. Promoting walking as a means of transportation for personal health and environmental reasons is a central tenet of this plan. Federal transportation policies support also pedestrian travel as an alternative to driving.

Many, but not all, neighborhoods in Elkton have sidewalks. Areas that are best served by sidewalks include Downtown Elkton along and north of Main Street and south of the AMTRAK rail line, the area north of US 40 and Delaware Avenue and south of Red Hill Road, and Hollingsworth Manor, as well as newer subdivisions along Muddy Lane.

Pedestrian and bicycle connections are especially important on the state highways that serve as the Town’s thoroughfares. While walking or bicycling on neighborhood streets is relatively safe, walking along major roads can be a challenge, as noted in the 2008 report developed from the Elkton Walkable Community Workshop.

MDOT’s *Twenty Year Plan* identifies several pedestrian improvements needed in Elkton. These include sidewalks along MD 213, 279, 281 and 781, as well as along Delaware Avenue (MD 7) from US 40 to Main Street; sidewalk repairs on North Street, and intersection improvements at MD 279 and Belle Hill Road (see Map 7.4).

In addition to these improvements, the Town should consider measures to ensure multiple safe crossings across US 40, MD 213 and MD 279. This could include potential overpasses of US 40 at Whitehall Road or in the vicinity of a future road network serving the Southfields PUD area, as well as at the intersection of MD 213 and MD 279.

7.5.1. *Greenways and Pedestrian Trails*

Greenways are linear parks and trails that connect neighborhoods to schools, shopping areas, offices, recreation areas, open spaces and other active spaces. Greenways often are located along natural resources such as streams, rivers and ridges or built features such as railroad corridors and scenic highways. Greenways can help to protect water quality, enhance wildlife management, provide alternate transportation routes and conserve open space. Greenways provide residents with access to natural resources and recreational opportunities.

Two important greenways cross portions of Elkton: the East Coast Greenway and the Mason Dixon Trail.

The East Coast Greenway is a 3,000-mile urban trail that is planned to connect existing and planned shared use trails to provide a continuous route between Maine and Florida. The Greenway will be entirely on public right-of-way, incorporating waterfront esplanades, park paths, abandoned railroad corridors, canal towpaths, and pathways along highway corridors.

The proposed route through Elkton enters the Town along Oldfield Point Road and crosses Little Elk Creek to connect with Landing Lane. The route continues along MD 7 to Main Street, then along North Street and Walnut Lane before continuing along MD 213 into Cecil County and the Delaware state line.

The proposed route of the East Coast Greenway overlaps with the Mason Dixon Trail into Downtown Elkton. The Mason-Dixon Trail runs from Pennsylvania to Delaware. The segment in Elkton is part of an informal 20-mile trail to Perryville that crosses Elk Neck State Forest west of Town. The trail is not officially sanctioned and segments follow an easement owned by AT&T. As of 2009, the trail is not continuous in Elkton because of gaps created by the Washington Woods and Gray's Hill subdivisions.

These greenways can be connected to potential trails along the Big and Little Elk Creeks. As noted in the 1998 Comprehensive Plan, where these paths are located along streams, the Town should investigate the implications of public dedication of the perennial stream buffer during the subdivision process. If it is determined that fee-simple dedication to the Town is not in the best interest of the Town, public access easements should be investigated as an alternative. At a minimum, the perennial stream buffers should be targeted as common open space areas during the subdivision process.

7.5.2. *Ridesharing*

The Town should encourage business and industry to provide reserved parking spaces for carpools, vanpools, and bicycle racks at office and industrial sites to accommodate and encourage high occupancy vehicle (HOV) commuting.

7.6. **Transit**

7.6.1. *Bus Service*

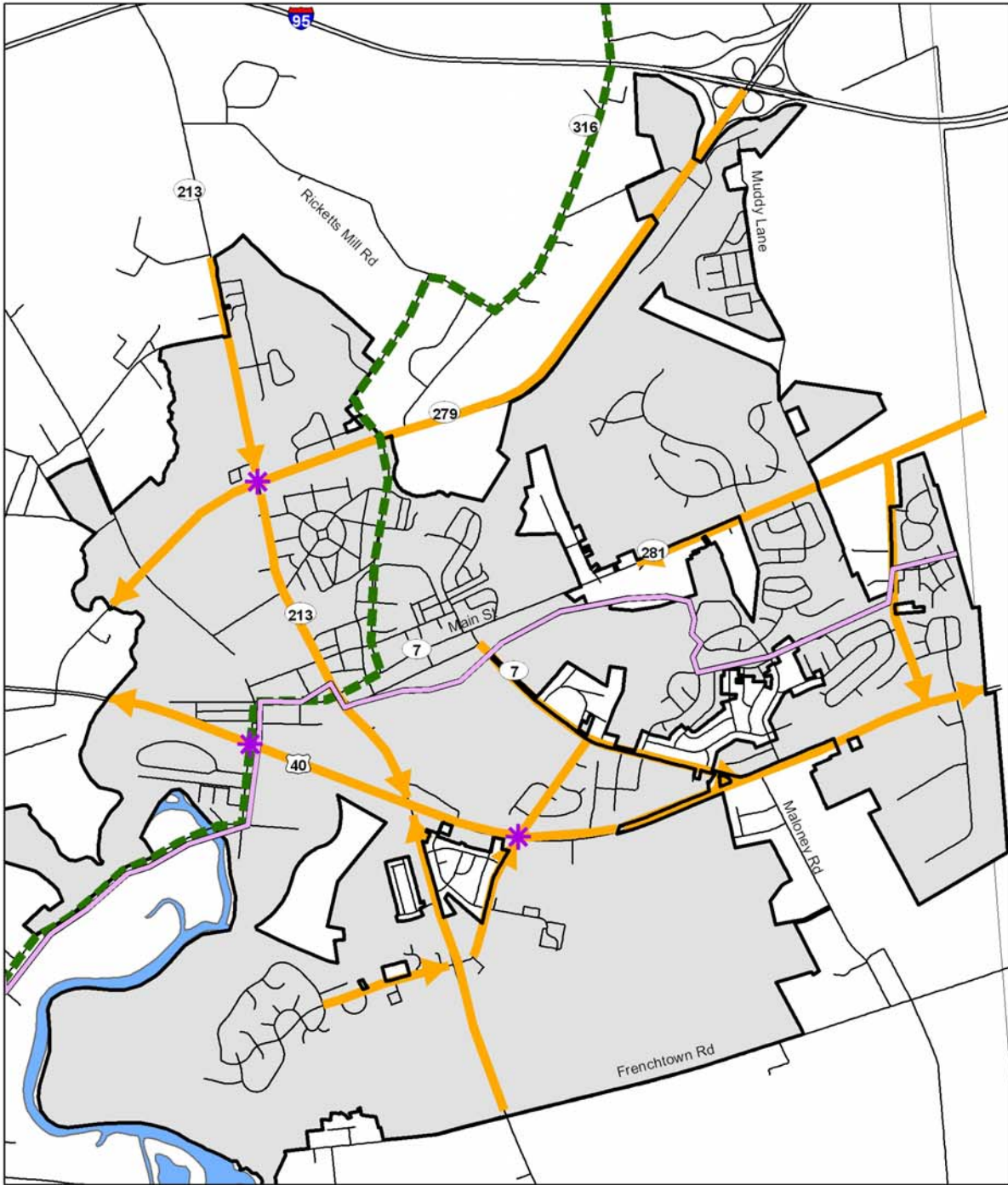
The Delaware Transit Corporation (DART), funded by the Delaware Department of Transportation, provides bus service in New Castle County, Delaware. One route (Route 65) extends into Cecil County, connecting Elkton to Newark and the University of Delaware.

The Cecil County Community Transit Office provides both public fixed-route and demand-response transit service to the Elkton area. The Bus is a fixed route public transit system with two routes: one from Elkton to Glasgow, Delaware, and the other from Elkton to Perryville. The office's five-year transportation plan proposes to extend the Perryville route into Harford County to link with Harford Transit. A third route would connect Elkton to the Cecil College campus in North East. The office also is exploring a route into Delaware along MD 279 or US 40 to connect with DART service.

The C.T. Cruiser is a countywide, curb-to-curb transit service open to all ages. Rides must be scheduled in advance. In all, the Transit Office provided about 46,000 passenger trips as of 2009, traveling more than 250,000 miles per year.

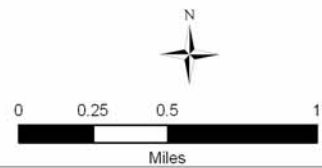
The Cecil County Department of Aging provides weekday service to the general public, the elderly and the disability community.

Map 7.4 Pedestrian Systems



Elkton Pedestrian and Trail Systems

- | | |
|------------------------|--------------------------------|
| Existing Trails | Pedestrian Overpass (Proposed) |
| East Coast Greenway | Proposed Bikeway or Sidewalk |
| Mason Dixon | Town Boundary |



Specialized transit service in Cecil County is provided by a number of small services. The agencies offering these services include:

- Bayside Community Network
- Cecil County Health Department
- Cecil County Community College
- Chesapeake Resources
- David Lokey Horticulture Center
- Department of Social Services
- Maryland Rural Development Corporation
- Nazarene Adult Day Care
- SHARE Community Rehabilitation Program
- Susquehanna Region Private Industry Council
- Union Hospital Medical Adult Day Care Center
- Perry Point VA Medical Center

These agencies provide services to their client groups, with the exception of the Department of Aging, which offers services to the general public for a fee. Ensuring that these services are available will be important as the population ages and more people will rely on transit service for mobility. Transit also serves people with disabilities and others who lack an automobile.

7.6.2. *Commuter and Passenger Rail*

The Maryland Transit Administration operates MARC (Maryland Area Regional Commuter) train service, a commuter rail system that connects Perryville with Washington D.C.

For many years, Elkton and Cecil County have sought an extension of MARC service to Elkton. The R2 is a route of the SEPTA Regional Rail commuter rail system in the Philadelphia area. The Pennsylvania Railroad end of the route has service to Marcus Hook, Pennsylvania, as well as Wilmington and Newark via Amtrak's Northeast Corridor, while the Reading Company end has service to Warminster, Pennsylvania via Glenside and Jenkintown. These trains originate in Philadelphia and operate to Wilmington, with an intermediate stop at Claymont. A few rush hour trains continue on to Newark, with an intermediate stop at Churchman's Crossing station, located near the Delaware Park horseracing track.

MARC operates weekday trains from Perryville through Baltimore and other intermediate stops to Washington D.C. as part of the Penn Line. MARC connects to the Baltimore Light Rail system, Metrorail in D.C., and the Virginia Railway Express (VRE), which provides commuter rail into northern Virginia. Passenger rail service is available through AMTRAK in Newark and Wilmington.

Integrating the systems would link Elkton to all of these areas via rail and provide the Town with opportunities to leverage the train station and development around it with transit-oriented development. Such integration would enable residents to access jobs outside of the town and immediate vicinity via transit and enable residents of other jurisdictions to access jobs in Elkton without relying on the automobile. Concentrating

growth around the train station, in turn, would enable the Town to develop transit supportive land uses that would support further development of bus transit as well.

7.7. Other Transportation Facilities

7.7.1. Airports

Philadelphia International Airport and Baltimore-Washington Thurgood Marshall International Airport (BWI) offer passenger and freight service. Wilmington Airport, located in neighboring New Castle County, Delaware provides freight and charter service. Summit Airport, located in New Castle County, Delaware, also offers charter service.

Cecil County Airport, along Oldfield Point Road southwest of Elkton, is the only General Aviation airport in Cecil County. The privately owned public-use airport has a 3,000 foot paved runway and hosts no scheduled commercial air service. The Raintree Airpark Seaplane Base is in the Elk River, adjacent to Cecil County Airport. Farmington Airport near Rising Sun has two grass runways.

Residents who wish to travel via commercial air carriers typically travel to either Philadelphia International Airport or Baltimore-Washington International Thurgood Marshall Airport.

Cecil County Airport's long-range Master Plan includes extension of the runway to 4,000 feet, extension of the taxiway, a new terminal building and hangars.

7.7.2. Freight Rail

Two freight rail lines cross Cecil County in the Elkton area. The CSX line runs east-west from Perryville to Newark north of Interstate 95 near Elkton. Norfolk-Southern operates freight service co-located with the Amtrak Northeast Corridor rail line between Perryville and Elkton. Norfolk Southern also operates a line along the east bank of the Susquehanna River from Perryville into Pennsylvania.

The freight rail lines provide economic development opportunities to market properties along the rail lines for employment uses, particularly in an era of escalating fuel costs and increased traffic on major highways. Several rail spurs connect major employers to freight rail lines. Elkton should work with the Cecil County Office of Economic Development and Norfolk Southern to encourage continued marketing of rail-accessible sites and employment centers.

7.8. Policies and Actions

1. Work with Cecil County and the State to begin planning (through alignment studies, right-of-way reservation/acquisition) for the following road improvements:
 - a. Northern loop route around Elkton, from MD 781 (Delancy Road) to MD 279, through Elkton West to Marley Road and to US 40.
 - b. Intersection upgrade at US 40 and MD 213.
 - c. Extension of Chesapeake Boulevard to Frenchtown Road
2. Work with the State Highway Administration to complete the following project already identified by the State as regionally significant:
 - a. MD 213: US 40 to Frenchtown Road; 2 to 4 lane divided.

3. Support the expansion of MARC service to Elkton and an integration of MARC and SEPTA service, either in Cecil County or in Delaware.
4. Support the expansion of local bus transit serving Elkton and providing transit connections to adjacent jurisdictions.
5. Encourage residents to participate in Ozone Action Days and reduce the amount of miles they drive.
6. Promote ride sharing by working with the State, County and developers to establish and expanding park and ride lots along major commuter routes.
7. Continue to require a Traffic Impact Analysis for all major projects.
8. Create a trail network, building on the trails and greenways concept in the County's Land Preservation Parks and Recreation Plan (2005), including the Lower Susquehanna Heritage Greenway.
9. Support the use of existing rail lines for commercial goods shipments to reduce through truck traffic on major roads.
10. Encourage transit accessibility to nearby commercial airports in Baltimore and Philadelphia.
11. Work with SHA to implement sidewalk improvements along state roads.
 - a. Include right-of-way for bicycles in road widening plans.
 - b. Install sidewalks, particularly in the areas of high pedestrian activity such as MD 213 between US 40 and MD 279.
12. Develop pedestrian/bicycle paths between existing neighborhoods, new neighborhoods, and public parks.
13. Support the development of the East Coast Greenway and Mason Dixon Trail and coordinate improvements to these trails with Town efforts to establish greenways.
14. Require developers to pay for any alterations, improvements or additions to public roads and other transportation facilities that will be needed to support proposed development and would not be provided through normal capital improvement programming, including but not limited to roads, entrances, deceleration and turning lanes, and park and ride lots, bus stops, bike paths and sidewalks.
15. Consider the traffic impacts on local residential streets when reviewing proposals for new development that will affect the level of safety and traffic volumes on local streets.
16. Encourage employers to provide reserved parking spaces for carpools, vanpools, and bicycle racks at employment sites to accommodate and encourage high occupancy vehicle (HOV) commuting.
17. Integrate transportation and land use by addressing corridor-wide transportation and growth issues in connection with land use and land use policies, such as along US 40, and at the US 40 and MD 213 intersection. Tools include access management regulations, diverting truck traffic and providing multimodal access where feasible and appropriate.

Chapter 8. Community Facilities

This chapter describes community facilities and services in the Town of Elkton, including parks and recreation, schools, public safety (police, fire and EMS), emergency services, health care, the public library, solid waste and public utilities. Map 8.2 shows the Town's major community facilities.

8.1. Goals and Objectives

- Provide a system of community facilities that will adequately meet the present and future growth needs of the Town.
- Assure that community facilities are provided equally to all areas of the Town.
- Assure that the Town has adequate fiscal and organizational capacity to support the needed expansion of community facilities.
- Assure that the provision of public facilities does not unnecessarily affect the Town's environmental resources.
- Assure that private development identifies and pays for any future needs for or impacts on community facilities that the project would demand.
- Avoid duplication of effort and conflicts in the planning and provision of community facilities among different agencies and levels of government.
- Support high quality medical and health care facilities and services.

8.2. Inventory of Community Facilities

8.2.1. *Parks and Recreation*

Given the Town's location along the Big and Little Elk Creeks and the Elk River, Elkton has the potential for an outstanding park and recreation system. In fact, much of the land area between US 40, MD 213 (Bridge Street) and MD 281 (Main Street and Red Hill Road) is occupied by parkland, although a significant portion of this area are wetlands or in the 100-year floodplain (approximately 170 of 250 acres), so it can be difficult to schedule events or support recreational activities in wet weather or during flood events.

Elkton is the only town in Cecil County with its own recreation department. It is staffed by a director and three full-time staff, plus about a dozen seasonal employees. Private and nonprofit groups such as the YMCA, the Elkton Community Little League, Babe Ruth baseball program, and other community sport leagues develop and organize their own programs, largely independent of each other and the Town.

Major public and private parks along the Big Elk Creek include Meadow Park West (also known as John P. Stanley Park), Meadow Park East/Hatchery Park, the Howard's Pond Recreation Area, Eder Park, Hollingsworth Manor Park and Marina Park (see Map 8.1).

Meadow Park West (John P. Stanley Park)

Meadow Park West is the largest recreation facility provided by the Town at 132 acres. Meadow Park is south of MD 7 (Delaware Avenue) and Big Elk Creek and features a basketball court, lighted field areas for football and soccer, a sand volleyball court and a paved jogging track, as well as a tot lot and four picnic pavilions.

Meadow Park East/Hatchery Park

Meadow Park East/Hatchery Park is a community park of about 100 acres north and east of MD 7 (Delaware Avenue). The park features a fish hatchery and preserved natural areas, including a fishing pond and a hiking and nature trail.

Approximately 160 acres of Meadow Park West and East are classified as natural resource lands, given that they are subject to flooding and often are unavailable for recreation use because of wet soil conditions. This makes the scheduling of activities extremely difficult.

Howard's Pond Recreation Area

Howard's Pond Recreation Area is a 40-acre community park adjacent to Meadow Park East on the northern side of Big Elk Creek. Formally used for ice skating, the park includes a four-acre fishing pond a picnic pavilion and grills for public use.

Eder Park

Eder Park is a private sports complex of approximately five acres between Howard Street and Big Elk Creek. It includes five ball fields, a picnic pavilion, restrooms, and hosts the Elkton Community Little League program.

Marina Park

Marina Park is 32-acre community west of MD 213 (Bridge Street) between US 40 and Big Elk Creek. It features six tennis courts, a basketball court and a ballfield.

Hollingsworth Manor

Hollingsworth Manor is a five acre neighborhood park south of US 40 and north of Little Elk Creek. It features a ballfield and a tot lot to serve the adjacent residential community.

Mackall Street Park

This park serves as a two-acre open space reserve along Mackall Street between US 40 and MD 281 (Main Street). A tot lot is planned for this park.

Delancy Village Park

This community park includes 2.1 acres of open space north of US 40 and west of Delancy Road.

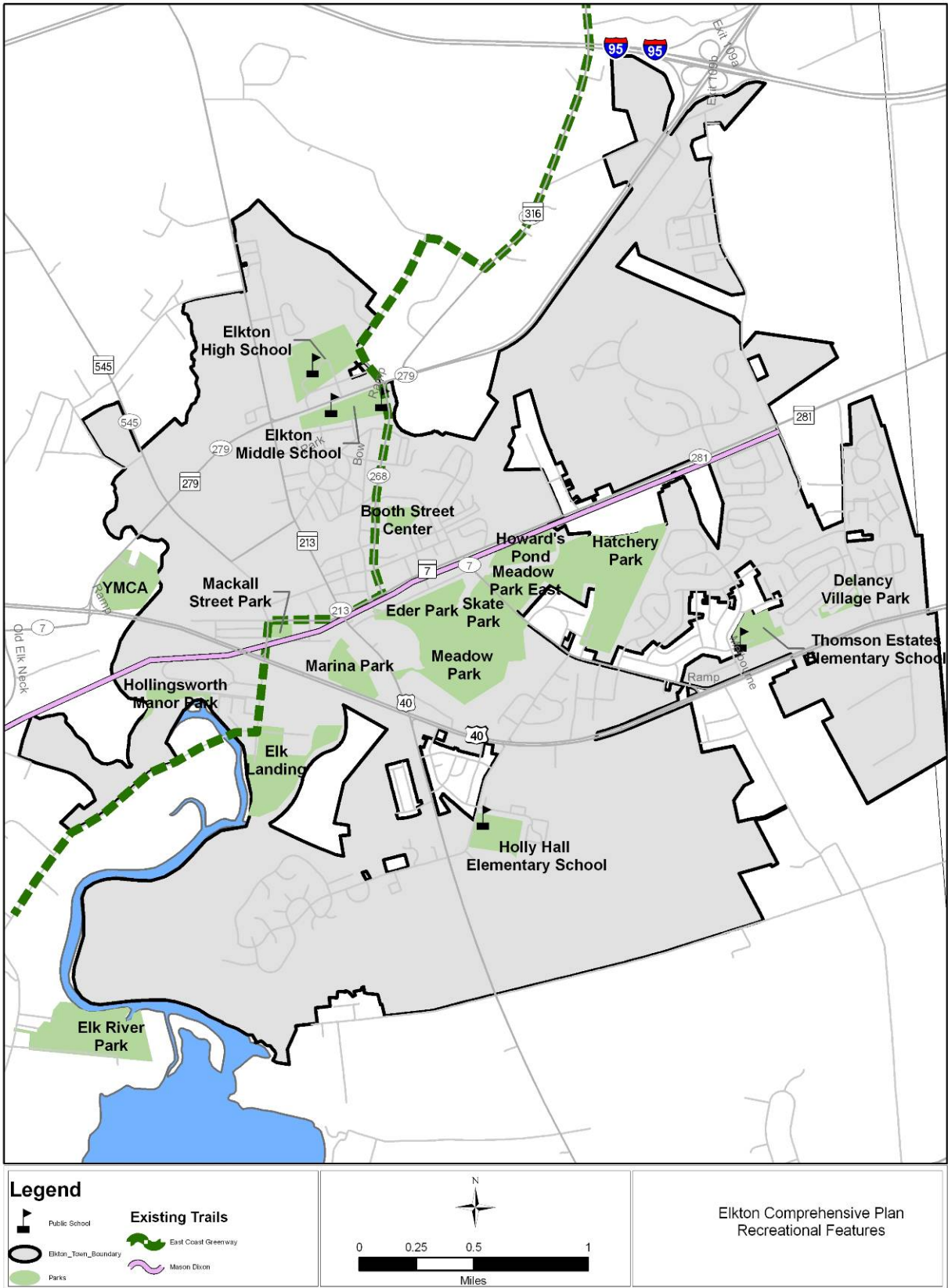
Turnquist Park

This park is a small community park off Delancy Road. It includes a small playground serving the local neighborhood.

Elkton Skate Park

This skate park lies on 1.5 acres on MD 7 (Delaware Avenue).

Map 8.1 Recreational Features



In addition to these community parks, school sites within the town boundaries of Elkton have a variety of open space and recreational facilities for activities such as softball, volleyball, and basketball, as well as playground equipment.

Among the elementary schools, Gilpin Manor has a basketball court and a multipurpose field on 3.7 acres, Holly Hall has a basketball court, two other blacktop courts, a multipurpose field on 5.4 acres, and Thompson Estates has a basketball court and multipurpose field on 7.1 acres.

Elkton Middle School, at 615 North Street, is a 6.9 acre site that includes a basketball court, ballfield and two multipurpose fields, while Elkton High School, at 110 James Street, is a 10.7 acre site that features a basketball court, five tennis courts and two multipurpose fields. In addition, there are other school sites that serve students from the Town of Elkton and have similar recreational facilities and open space that are a short drive from the Town.

Although not technically in the Town's boundaries, the Cecil County YMCA and Elk River State Park also offer significant park and recreation opportunities to town residents. The YMCA is the only multi-purpose indoor recreation facility in Cecil County and features the County's only indoor pool. The complex is 34.4 acres.

8.2.2. *Schools*

Cecil County Public Schools (CCPS) has 28 schools with a total enrollment of 16,128 as of the 2008-09 school year, including 17 elementary schools (serving kindergarten through fifth grade), six middle schools (grades 6-8), and five high schools (Map 8.2). Elkton is served by three elementary schools, two middle schools, and two high schools operated by CCPS. The number of students attending these schools will grow as the community does, and the growth forecast in the Town and Cecil County by 2030 will result in additional school needs.

Public school enrollment in Cecil County experienced growth beginning in the early 1980s. From 1986 to 1995, total enrollment increased 20 percent from 12,221 to 14,673. The primary increase was at the elementary level, where pre-K through Grade 5 enrollment increased by 29 percent. Projections for all of Elkton's schools predict larger enrollments through the year 2019.

As shown in Table 8.1, one elementary school and Elkton and Bohemia Manor high schools were at or over capacity as of the 2008-09 school year. By 2015, one additional elementary school will exceed state rated capacity, and by 2019, based on the existing inventory of schools, all but one school (Bohemia Manor Middle School) serving the Town will be over capacity. However, because Bohemia Manor Middle and High School share one facility, the combined enrollment of the schools will be higher than the schools' combined capacity.

Map 8.2 Community Facilities



The Town does not own, nor has it been deeded, any lands suitable for new school facilities. The Cecil County Public Schools' approach (as expressed in its Capital Improvement Plan) is to accommodate increased enrollment through renovation and addition to existing school facilities, or demolition and reconstruction of outdated facilities.

Table 8.1 Public School Enrollment and Capacity (2008-09 School Year)

School	State Rated Capacity	Existing Enrollment (2008/9)		Projected Enrollment (2014/15)		Projected Enrollment (2018/19)	
		Enrollment	Percent of Capacity	Enrollment	Percent of Capacity	Enrollment	Percent of Capacity
Gilpin Manor ES ²⁰	416	460	111%	448	108%	493	119%
Holly Hall ES	624	611	98%	668	107%	744	119%
Thomson Estates ES	614	531	86%	596	97%	661	108%
Bohemia Manor MS	601	471	78%	522	87%	588	98%
Elkton MS	712	601	84%	659	93%	764	107%
Bohemia Manor HS	643	708	110%	739	115%	832	129%
Elkton HS	944	1088	115%	1246	132%	1403	149%

Source: Cecil County Public Schools FY09 Report

8.2.3. Cecil College

Cecil College is the only higher education facility in Cecil County, offering two-year associate degrees and providing opportunities for students to earn credits for transfer to four-year colleges. It is the fastest growing community college in Maryland, with enrollment of credit students growing more than 20 percent between 2005 and 2009, to 3,175. Cecil College had 4,700 non-credit students in 2009 in workforce training, certification and personal enrichment programs.

Cecil College opened Elkton Station on Railroad Avenue in 2005. This 52,000-square foot facility provides classroom space for continuing education and credit courses. This facility has been very successful in serving students and anchors the Town's redevelopment efforts in a key location near the Municipal Building, Union Hospital and the Town's former train station. The facility also provides an opportunity to enhance partnerships with area businesses and the Cecil County Public Schools. The building replaced a former Cecil College facility at the same location. Elkton Station includes 17 classrooms and five labs used primarily for noncredit courses. As Cecil College grows, this space is planned to accommodate additional credit courses.



Elkton Station is a satellite campus of Cecil College located on Railroad Avenue in Elkton.

The building replaced a former Cecil College facility at the same location. Elkton Station includes 17 classrooms and five labs used primarily for noncredit courses. As Cecil College grows, this space is planned to accommodate additional credit courses.

The *Cecil College Master Plan* recommends that the college's business program eventually be moved to Elkton from the North East campus to provide space for other departments on the North East campus. The college's continued growth will provide

²⁰ The capacity figures from the FY09 report are based on Gilpin Manor's existing state rated capacity.

opportunities in Elkton and can be leveraged to support the college's educational and facility goals and provide further development and revitalization opportunities for the Town.

8.3. Emergency Services

In Cecil County and including Elkton, Emergency Medical Services (EMS) are provided through a partnership between volunteer fire departments and Cecil County Department of Emergency Services (CCDES). CCDES coordinates 911 emergency communications, emergency medical services, emergency management, hazardous material response, electronic support services, and training and education.

Each volunteer department provides EMS services for its defined first response areas, while CCDES operates three paramedic stations. Some volunteer departments in the County estimate a ratio of one EMS call for every 10 residents, and EMS calls account for more than 75 percent of all calls for most volunteer departments. The majority of these calls occur in the daytime, when volunteer availability is at its lowest.

Fire Protection and Ambulance/Emergency Management Services

Fire, Rescue, and EMS services in Elkton are provided by a combination of volunteer and paid emergency medical services personnel. The Singerly Fire Company provides fire and rescue services in Elkton.

There are three Singerly Fire Stations that serve Elkton:

- Station 3 at 399 E. Pulaski Highway in eastern Elkton
- Station 13 at 300 Newark Avenue near the center of Elkton
- Station 14 on Singerly Road in the Fair Hill area

This fire company also has reciprocal fire fighting arrangements with surrounding communities.

The National Fire Protection Association (NFPA) recommends that a jurisdiction the size of Elkton have 15 personnel available to respond to a fire within nine minutes. The Singerly Fire Company has 21 fire suppression officers and seven EMS officers on staff, a number that is supplemented by volunteers.

Although the exact number of volunteers is difficult to quantify, the VFD appears to have adequate staff to serve the Town's current and projected population. However, as the community grows, the need for volunteers will continue to grow. The Town should support efforts to recruit and retain volunteer staff

8.3.1. Police

The Town of Elkton receives police services from its municipal police force, which provides a full range of police services within Elkton. As of 2008, the department was comprised of 51 members, of whom 43 were sworn officers. In addition, the Cecil County Sheriff's Office and Maryland State Police provide a variety of essential services in support of local police forces. Collectively, these law enforcement agencies provide services in the areas of traffic control and enforcement, crime prevention and investigation, court room security, and educational and support programs that benefit the community at large.

For a community the size of Elkton, the International Association of Chiefs of Police (IACP) recommends 2.6 police officers per 1,000 residents. The addition of 8,466

residents over the next 20 years will place greater demands on local public safety and police resources. Using IACP standards, the Town would need a full-time police force of approximately 57 officers to serve the Town's projected population of 22,070 in 2030.

To serve the projected population, the Elkton Police Department's estimate are that the Town's total sworn police staffing could reach between 66 and 70 officers by 2020, an increase of 55 percent over current levels.

8.3.2. *Other Emergency Service Facilities Located in Elkton*

The Headquarters for the Cecil County Emergency Management and Civil Defense Agency is located in the Upper Chesapeake Corporate Center in Elkton. This agency provides central communications for all emergency services, including fire, rescue, and ambulance service and maintains a 24-hour communication center from which police, fire, ambulance, and other emergency service can be dispatched and coordinated. The agency prepares an *Emergency Response Plan* for Cecil County, including an emergency evacuation plan for nuclear power plant failures.

The Cecil County Correctional Center is located on Landing Lane in Elkton and is operated by the Cecil County Sheriff's Department. The Sheriff's Department manages the Correctional Center, which includes a Detention Center and a Community Corrections Center.

The Correctional Center was built in 1983, designed to house 70 inmates in the Detention Center and 32 inmates in the Community Corrections Center. In 2009, the combined average daily population of the Detention Center and the Community Corrections Center was 250, and an expansion of the facility is expected to be completed by 2011.

8.3.3. *Solid Waste*

Trash collection is contracted through Tri State Solutions, Inc. to residential areas within the Town limits. Residents receive twice-weekly service. Service is not provided outside of the Town.

Waste is disposed of at the 418-acre Cecil County Landfill, located off MD 7 near North East. The landfill is constructed as a standard trench-and-fill sanitary operation and has the capacity to dispose of asbestos materials under strict guidelines for packaging, handling and disposal.

The Maryland Department of the Environment requires Cecil County to build landfill cells which are lined with an impervious material and to provide for a collection system to catch leachate (contaminants from the landfill) and to dispose of these contaminants in a safe manner.

The *Cecil County Solid Waste Management Plan 2008-17* evaluated the landfill's capacity and recommended that the land area generally north and west of existing Cells 1 and 4 be permitted and developed for waste disposal to accommodate the County's projected needs beyond 2017, including Elkton's.

8.3.4. *Health Care*

Union Hospital of Cecil County

Union Hospital of Cecil County is headquartered in Elkton. The hospital is an anchor of downtown and has generated spinoff medical offices and an associated need for a

significant amount of parking. The hospital built a parking deck on Railroad Avenue and High Street to accommodate this need.

In all, the hospital has nearly 900 staff members and 260 physicians offering outpatient, surgical and emergency services, and comprehensive health education programs. The hospital has six operating rooms performing an average of 20 procedures per day.

In 2007, the hospital opened a 48-bed inpatient tower in Elkton, expanding its capacity and services in patient care. The hospital's 2008-11 Strategic Plan calls for further program development in cardiovascular disease, oncology, and chest diseases. The hospital also plans to focus on physician recruitment and the creation of primary care and multi-specialty group medical practices.

In support of these goals, the hospital has identified short-term strategic capital investments of \$15 million to enhance its facilities. The hospital also has constructed and is planning satellite facilities to improve access to medical care in the southern and western parts of Cecil County.

Cecil County Health Department

The Cecil County Health Department is located on Bow Street. The facility opened in 1990. The department offers community health services and education, children's medical services, epidemiology and communicable diseases, tuberculosis control, sexually transmitted diseases, adult health, home health, developmental disabilities, early and periodic screening diagnosis and treatment, adolescent pregnancy, improved pregnancy outcome and high risk infant care, geriatric evaluation services, family planning, environmental health, community mental health, community rehabilitation (SHARE), community residence (Sun Rise), alcoholism, drug abuse, and medical adult day care.

8.3.5. *Public Utilities*

Residents of Elkton receive electric service from the Delmarva Power Company. Natural gas is provided by the Elkton Gas Company. This company is franchised to serve a larger area but at present no natural gas is piped outside of the immediate Elkton area. Natural gas is rated at 1,050 BTU per cubic foot and is purchased from the Eastern Shore Natural Gas Company.

8.3.6. *Public Library*

The Cecil County Public Library (CCPL) is headquartered in a 25,000-square foot building near the intersection of MD 213 and 279. This facility serves the local Elkton population and supports the operation of six branch libraries distributed throughout Cecil County.

The Elkton branch offers 125,000 library items, including books, material in large print, DVDs and books on compact disc, videos, records and audio tapes. It is the county's busiest branch.



MD

Cecil County Public Library

CCPL's current services include books on all subjects and in all formats (including downloadable electronic versions), audiovisuals, reference services, early literacy

programs, educational programs for adults, young adults, and children, databases on science, business, health, technology, and career advancement, public high speed internet computers and wireless internet access, introductory computer classes, and a range of library services for small businesses.

8.3.7. *Other Government Office Buildings in Elkton*

The Elkton Municipal Building at 100 Railroad Avenue opened in February 2001. This building houses the Administration, Finance, Planning, Building and Zoning, Human Resources, and the Elkton Police Department. In addition, the Town provides office space in the Old Town Hall to the Elkton Alliance, Inc. The Parks and Recreation Department is at 219 North Street.

A local branch of the Social Security Administration is housed in the Upper Chesapeake Corporate Center.

The U.S. Department of Agriculture's Soil Conservation Service is housed the Upper Chesapeake Corporate Center on U.S 40.

Cecil County offices for many years were concentrated in the Courthouse on Main Street and the former Elkton Municipal Building at 107 North Street. Cecil County moved many of their offices in 2007 to the Upper Chesapeake Corporate Center on U.S. US 40 in Elkton. The County Courthouse remains in Downtown Elkton.

A number of state agencies are located in a District Court/Multi-Service Center at the intersection of South and East Main Streets.

8.4. **Community Facilities Issues**

8.4.1. *Future growth and physical constraints will require that the Town be creative and collaborative in meeting future park and recreation needs.*

Elkton has a significant inventory of parks and open space: more than 400 acres, including public school sites and facilities; and more than 500 acres, including facilities like the YMCA and county parks adjacent to town boundaries.

Generally, the areas north of Big Elk Creek are better served in terms of parks and recreational facilities than the areas south of Big Elk Creek, given the town's development pattern. Older neighborhoods are generally better served than newer neighborhoods because they tend to be denser and closer to the center of Town, which includes the majority of Elkton's park acreage and recreation facilities. The areas north of Big Elk Creek also tend to have park facilities accessible by foot.

The State of Maryland recommends that jurisdictions provide at least 30 acres of parkland and open space per 1,000 residents, of which 15 acres should be for active recreation uses.

Based on Elkton's population of 13,312 in 2005, the Town had approximately 27 acres of parkland per 1,000 residents, which is just below the standard recommended by the State of Maryland. Given the Town's projected population of 22,070 in 2030, Elkton would need a total of 662 acres of parkland and open space, or 200 acres more than exist today, to meet the state standard for parkland. The need to provide active recreation opportunities will be especially important, given that several of the Town's important open space is subject to flooding and often cannot be used for this purpose.

As the Town grows, it will rely on the Zoning Ordinance to add to the existing inventory of parks and open space. Under the ordinance, proposed residential subdivisions are

required to provide open space. The Town requires that all residential developments provide, at a minimum, through dedication or reservation, recreational areas in the form of neighborhood parks at the rate of 0.005 acres per residential unit, with a minimum area of not less than 5,000 square feet. Town Commissioners may permit payment of a fee in-lieu, dedication, reservation or a combination when an individual development project cannot adequately meet these standards, or if the development is less than 30 homes or within 1,500 feet from another park or playground. The fee in-lieu is charged on a per-dwelling-unit basis and fees are collected in an account designated for planned park and recreation facilities.

This mechanism should be applied in the Town's growth areas to add to the existing inventory of parks and open space.

Elkton's need for community parks and recreation space was identified in the 2005 LPPRP. The plan recommends that a community park of 75 to 100 acres be created in the Town of Elkton or in the Elkton/Fair Hill planning area, generally serving the Town. This facility would provide the active recreation uses that are constrained in the center of Town and, if implemented, would fulfill a large share of the Town's future need for open space. As a county-defined need, the Town could partner with Cecil County to identify sites and determine how to develop this facility.

The LPPRP also recommended the development of an indoor sports complex or recreation center in or around Elkton. This facility would include basketball courts, indoor soccer, a fitness center, and possibly an aquatics center to supplement the indoor pool at the YMCA. As many as 150 children a year have been turned away from youth basketball programs because of a lack of facilities.

This facility would include basketball courts, indoor soccer, a fitness center, and possibly an aquatics center to supplement the indoor pool at the YMCA. Many communities in Maryland and elsewhere have developed similar sports complexes in recent years, and this facility could be developed with funding or through a private or non-profit organization.

Based on an analysis of recreation needs, the LPPRP envisioned this center on a five to 10-acre site. Given the current need for active recreational facilities, this was identified as a short-term priority.

The LPPRP also identifies regional trail systems that provide opportunities for Elkton residents and can support the Town's economic development goals by reinforcing the Town's role as a regional destination.

The East Coast Greenway (ECG) is a planned 2,600-mile long multi-use pathway serving bicyclists and hikers linking Maine to Florida. Portions of the interstate trail are complete but the entire greenway has not been completed. The ECG has two planned routes in Cecil County, a western shore route and an eastern shore alignment. Elkton could serve as a destination for bicyclists and pedestrians if the trail is routed through the Town.

The Mason Dixon Trail runs from Pennsylvania to Delaware. The segment in Cecil County is an existing informal 20-mile trail from Perryville to the Elkton area. It is not officially sanctioned and portions of it follow an easement owned by AT&T. Cecil County has obtained some trail easements along the route as part of development approvals. When completed, this trail would connect Elkton to the central part of the County and link to the Lower Susquehanna Heritage Recreational Greenway Trail, the East Coast Greenway, and the Elk Neck Trail.

The Town also should consider developing a dog park within the town limits.

8.4.2. *Population growth will create future school needs*

As of 2008, the Cecil County Public Schools are planning three projects that will increase school capacity in the Elkton area.

CCPS's 2010 Facilities Master Plan includes the construction of a new middle school by 2016 to relieve overcrowding at the combined Bohemia Manor Middle and High School. This new facility would allow the educational programs to operate in separate buildings. Based on CCPS policy, it is anticipated that this school would have an enrollment capacity of 700 students. It is the only new middle school currently being planned by CCPS.

The facilities plan also includes an addition and replacement of Gilpin Manor Elementary School by 2011. The new Gilpin Manor would have an enrollment capacity of 600 students, the number mandated by the school district's existing policy on new school size. The renovated Gilpin Manor will be larger than the existing school's current capacity of 460 students.

Students from Elkton also will be eligible to attend the Comprehensive Career and Technology (CTE) High School that will serve 840 students countywide. By drawing students from existing high schools, this school will help to increase their capacity and help to absorb some of the future residential growth projected for Elkton and the region.

In addition to these needs identified by CCPS, the Town's projected population growth makes it likely that a new elementary school or an elementary school expansion will be needed in the Elkton area by 2030. As the need for this facility becomes clearer, potential sites should be identified.

The CCPS Facilities Master Plan forecasts growth to 2019, while the horizon of this Comprehensive Plan is 2030. An analysis of the County's projected growth suggests that CCPS will need four new elementary schools by 2030, in addition to the facilities identified in the CCPS plan. The exact location of these schools has not been determined, but if future growth continues as expected in the Elkton area, a new school in the Elkton or Elkton West area likely will be needed between 2020 and 2030.

8.4.3. *As the population grows and ages, access to the Town's health care facilities will become a more pressing need*

Elkton's health care needs are well served by the headquarters of Union Hospital and the County Health Department. Although both of these facilities are located in Downtown Elkton, they are not abundantly served by public transit, and as the Town's population grows and ages, the need to access these facilities will become more pressing. Therefore, the benefits of transit are connected to public health issues, and a recognition of these linkages should inform future planning for transit and public health facility expansions.

8.4.4. *The Elkton Branch Library is constrained and will need to expand by 2022*

Population growth has a direct positive effect on the demand and usage of public library services and facilities. During the past 30 years, growth in library usage rates in Cecil County has far exceeded the rate of population growth. This pattern of usage growth continues today.

In 2009, the Cecil County Board of Library Trustees adopted a facilities plan through 2030 that identifies future library needs and priorities. This plan includes, as its second priority, the construction of a new Elkton branch library by 2022.

Although the existing library in Elkton was built in 1987, the site is only 2.5 acres and lacks the capacity to support an expanded facility. The Library Board is planning for a branch of 50,000 to 60,000 square feet, requiring parking for 200 to 250 vehicles. The site needs, therefore, are in the range of six to eight acres. If the Library Board opts to include the system's processing and administrative functions into the facility, such uses would require an additional 15,000 to 20,000 square feet.

For efficient operations, a public library needs accessibility, visibility and access to a major thoroughfare, ideally adjacent to or near a busy commercial center, in order to maximize its use.

The future Elkton branch is envisioned to serve the Elkton and Fair Hill regions and would host the County's largest collections, serve as a countywide resource, host public events and exhibits and serve as a vibrant community center.

Because a site has not been identified, the Town should coordinate site identification with the Library Board to identify strategic locations for the facility, to facilitate the expansion of the facility and maximize its spin-off benefits to the Town.

8.5. Policies and Actions

1. Where possible, expand community facilities as additions to existing systems.
 - a. Coordinate with the Cecil County Public Library and Board of Library Trustees to identify potential sites for the expansion of the Elkton branch. Identify locations that maximize the benefits to the Town and support other Comprehensive Plan goals.
 - b. Support the Cecil County Public Schools' proposal to expand the capacity of the combined Bohemia Manor Middle and High School by building at the existing site.
2. Plan for and stage community facilities and services to meet the needs of Elkton's population.
 - a. Support efforts to recruit and retain volunteer fire and emergency services staff.
3. Require developers to pay for or provide all of the additional public facilities necessary (including water and sewer, parks) to support their developments when scheduled facilities planning will not result in the timely provision of services needed.
 - a. Continue to require that developers provide open space in their developments or the payment of a fee in-lieu, dedication, reservation or a combination when an individual development project cannot adequately meet the standards in the zoning ordinance.
4. Require that no plan for subdivision or development be approved unless the Town determines that adequate facilities are available to support and service the proposed development.
5. Assure that limitations imposed by environmentally sensitive areas are considered when planning extensions of public facilities.

- a. Continue to implement provisions in the Town's development ordinances to preserve floodplains, wetlands and other ecologically significant areas.
6. Support the expansion of parks and recreation facilities to serve the Town's existing population as well as its future needs.
 - a. Consider the development of a community park in the range of 75 to 100 acres, including an active recreational uses, in the Town and/or the identified growth areas.
 - b. Explore the concept of developing an indoor sports complex or recreation center in or around Elkton, in collaboration with the County or through a private or non-profit organization.
 - c. Take the lead in ensuring the implementation of the East Coast Greenway within Elkton.
 - d. Identify opportunities to market Elkton as a regional destination along these trails.
 - e. Ensure that parks are linked to the rest of Town by sidewalks, safe bicycle routes and paths.
 - f. Consider developing a dog park within Town limits.
7. Support a range of educational opportunities for Town residents in facilities located in Elkton.
 - a. Collaborate with Cecil College to support the college's educational and facility goals and provide further development and revitalization opportunities in Downtown Elkton.
8. Support the development of health care facilities serving the local population.
 - a. Support the expansion of Union Hospital in Downtown Elkton.
 - b. Support the expansion of transit service providing residents with access to local health care facilities.
 - c. Participate in collaborative efforts among the Union Hospital, the Cecil County Health Department, Social Services and charitable organizations to increase the availability of health care.
9. Encourage recycling and reuse of refuse by residents and businesses.
 - a. Pursue options to support curbside recycling services.

Chapter 9. Housing

Between 1990 and 2000, the number of housing units in the Town of Elkton increased by 32 percent, from 3,597 to 4,731 units. This total represents 13.7 percent of all housing units in Cecil County.

As the Town grows and developers annex land for housing, units will continue to be added to the Town's housing stock. This chapter describes the Town's housing characteristics and identifies policies and action items to meet the Town's future housing needs.

9.1. Goals and Objectives

- Encourage the development of safe, decent, and sanitary housing in a variety of housing types, located in a manner that permits good access and proximity to services, jobs, and cultural amenities, to assure the widest possibility of choice to meet the housing needs of all economic groups in the Town of Elkton.
- Strive for a balance in the Town's housing stock, from affordable, workforce housing to higher-value homes, to meet the needs and financial abilities of a broad range of current and future residents.
- Increase the percentage of owner-occupied housing.
- Increase public transportation connections to affordable housing.
- Improve housing conditions for all Town residents, especially the disadvantaged and low-income families.
- Encourage the development of walkable residential communities.
- Encourage the use of sustainable materials and "green" construction in new housing design.
- Encourage the development of housing options for active senior adults and assisted care facilities for the elderly population.

9.2. Background

9.2.1. *Housing Characteristics*

Of the 4,731 units in Elkton in 2000, about 65 percent were single-family units, including 40 percent as detached homes and 25 percent as attached units (see Table 9.1). Multifamily units made up 35 percent of the Town's housing stock in 2000.

Owners occupied 45 percent of the Town's housing units (2,133 units), while renters occupied a larger percentage -- almost 49 percent (Table 9.1). The percentage of owner-occupied units was much lower in Elkton than either Cecil County (at 61 percent) or the state (at 60 percent). Conversely, the percentage of rental units in the Town was much higher than in the county (24 percent) and the state (32 percent).

Six percent of the Town's housing units were vacant, a vacancy rate that was lower than both Cecil County (nine percent) and the State (eight percent).

Table 9.1 Housing Type and Tenure, 2000

Unit Type	Number	Percent
1 unit detached	1,869	39.5%
1 unit attached	1,192	25.2%
Multi-Family, 2 to 9 units	1,296	27.4%
Multi-Family, 10 or more units	369	7.8%
Mobile Home, Trailer, Other	5	0.1%
Total	4,731	100%
Tenure and Vacancy		
Owner-Occupied	2,133	45.1%
Renter-Occupied	2,314	48.9%
Vacant	284	6.0%
Total	4,731	100%

Source: 2000 Census

Housing demand varies with age, income, as well as household size and composition. The age of the Town’s population is an indicator of the type of housing needed to meet demand. Table 9.2 summarizes some of the typical housing demand characteristics associated with different age groups, as well as the number of Elkton residents in each category and the percentage of the total population that each category represents.

Sixty percent of the Town’s population was age 34 or younger in 2000, and these are the age ranges often most served by smaller houses, townhouses and multifamily units.

Table 9.2 Age Distribution and Housing Demand, 2000

Age	Residents	Percent	Age Characteristics	Housing Demand Characteristics
Under 5	1,021	9	Dependents of family starters	Apartments, mobile homes, townhouses, duplexes, single-family homes
5-17	2,453	22	Dependents of young adults and families	Single-family homes, apartments
18-24	1,100	10	Young adults and family starters	Apartments, mobile homes, small single-family homes
25-34	2,162	19	Family starters and middle families	Townhouses, duplexes, single-family homes
35-44	1,681	15	Middle families	Single-family homes
45-64	1,961	17	Empty nesters	Townhouses, apartments, single-family homes
Over 64	980	9	Senior citizens	Apartments, small single-family homes, duplexes

Source: 2000 Census (population data)

As Table 9.3 shows, Elkton’s population is younger than Cecil County and the State of Maryland, with 30 percent of the Town’s population under 18 and 60 percent between the ages of 18 and 64.

Table 9.3 Comparison of Age Distribution

Age	Elkton	Cecil County	Maryland
Under 18	30%	28%	26%
18 to 64	60%	62%	63%
65 or Older	9%	10%	11%

Source: 2000 Census

All of these data paint the picture of Elkton’s housing market, on the whole, as serving younger people, renters and townhouses, as compared to the County and state.

Cost of Housing/Affordability

The median household income in the Town was \$38,171 in 1999, which was significantly lower than the County’s median of \$50,500 and the State’s median of \$52,850. Elkton had the lowest median household income of any town in Cecil County other than Port Deposit.

Given these relative low income levels, Elkton residents spend more on their housing than their neighbors. In 2000, 23 percent of owner-occupied households and 38 percent of renter-occupied households spent more than 30 percent of their household income on housing, while approximately 17 percent of owner-occupied households and 27 percent of renter-occupied households spent over 35 percent of household income on housing (Table 9.4). These figures were higher than both Cecil County and the state.

Table 9.4 shows these data for Elkton, Cecil County, as well as the other seven towns in the county.

Table 9.4 Monthly Housing Costs as a Percentage of Household Income, 2000

	Owner				Renter			
	30% or More		35% or More		30% or More		35% or More	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Elkton	469	23.9%	326	16.6%	877	38.0%	611	26.5%
Cecilton	22	20.0%	12	10.9%	23	34.8%	17	25.8%
Charlestown	66	24.2%	47	17.2%	14	14.7%	7	7.4%
Chesapeake City	54	25.5%	49	23.1%	22	23.4%	17	18.1%
North East	130	24.8%	95	18.1%	226	40.6%	172	30.9%
Perryville	152	18.0%	105	12.5%	172	31.7%	116	21.4%
Port Deposit	25	28.4%	19	21.6%	42	31.3%	29	21.6%
Rising Sun	91	25.1%	50	13.8%	105	34.2%	95	30.9%
Cecil County	4,122	21.6%	2,845	14.9%	2,360	31.0%	1,772	23.3%

Source: 2000 Census

Compared to the County and the State, Elkton’s housing market serves a greater number of younger people, renters and townhouses.

Condition and Age of the Housing Stock

Of the 4,731 housing units in 2000, 29 percent were built since 1990. Approximately one percent of the housing stock lacks plumbing facilities and 1.1 percent lack kitchen facilities.

Crowding has not been a major housing issue in Elkton. In 2000, more than 97 percent of the occupied units (4,333 units) had one or fewer persons per room.

9.3. Housing Issues

9.3.1. *Elkton is a center of affordable housing in Cecil County.*

Town officials have long been concerned that the County's growth policies and lack of adequate sewer and water infrastructure in its designated growth areas have led to the concentration of higher density and relatively inexpensive housing in Elkton. Therefore, it has long been the Town's policy that Elkton and Cecil County strive to share equitably in the responsibility for assuring that the supply of affordable housing in the region is adequate.

Compared with Cecil County and the state, residents of Elkton residents earn less income, are more likely to rent their housing than to own it, are more likely to live in townhouse or multifamily housing than single-family detached housing, and spend more of their household income on housing.

The need for affordable workforce housing is an important housing issue facing jurisdictions throughout the U.S., including Elkton. The definition of housing "affordability" is a function of income and the cost of housing. According to the US Department of Housing and Urban Development, "the generally accepted definition of affordability is for a household to pay no more than 30 percent of its annual income on housing."²¹ Generally, households spending more than 30 percent of their income on housing are considered to be burdened, leaving insufficient funds for other needs such as food and transportation.

According to Census data, Elkton residents pay a relative high amount of their income on housing, and other housing data suggests that Elkton has a considerable market for affordably priced units. These units cater to the needs of the working population as well as the senior population on fixed incomes. However, there has been no recent study that documents the number of affordable units in Elkton. Such a study could give the Town a detailed picture of its affordable housing supply and identify action items to better integrate affordable units into the housing stock.

Even if the number of affordable units is significant, it is in the Town's interests to allow for additional affordable units in future development. The concentration of affordable housing presents the Town with opportunities as well as challenges. The Town's affordable housing stock provides opportunities for young families to transition from renting to home ownership in one community. The density of older neighborhoods and the Town's street grid provide pedestrian access to parks, shopping and employment areas. As the Town views future development opportunities strategically – such as redevelopment around the train station and mixed-use opportunities emerging along its major corridors – a range of housing types can be integrated in a manner that provides for affordable units while increasing the supply of higher value housing as well. These are the advantages that have and will continue to draw people to Elkton.

In reviewing development plans, the Town should focus not only on the number of affordable units, but also on their distribution. Ideally, affordable units should be available throughout the Town—not clustered on one street or in one area—and should comprise a variety of unit types, matching the existing diversity of housing unit types already in Elkton.

²¹ <http://www.hud.gov/offices/cpd/affordablehousing/index.cfm>

9.3.2. *As the region grows, Elkton has an opportunity to tap into a higher income housing market.*

Although the recession of 2007-09 has softened the local housing market, the long-term projections for Elkton, Cecil County and the region show the potential for robust growth through 2030. This growth will provide opportunities for the Town to attract higher income housing.

Elkton has long benefited from its proximity to employment centers in Maryland, as well as to urban and suburban areas in Delaware and Pennsylvania. BRAC is forecast to draw several thousand jobs to the region in the next few years, and the potential long-term redevelopment of the Elkton train station to serve commuter rail will only increase the attractiveness of Elkton as a residential destination for commuters working at jobs in Philadelphia, Wilmington, Aberdeen, Baltimore and Washington D.C

Elkton has the historic and aesthetic character and street grid to provide a high quality of life that will attract higher income residents. That being the case, developers may have the opportunity to build housing that would cater to the housing needs of higher income residents. In reviewing development plans, the Town should consider opportunities to attract the widest possible range of incomes.

9.3.3. *Improved quality of housing and neighborhood design can support the Town's housing goals and desire for redevelopment.*

As Elkton grows and develops, the character of new development, especially in housing, must be in line with the Town's vision and goals. Town officials have expressed concern that the design of housing has not met their desired standards, resulting in residential neighborhoods dominated by parking, units not designed around open space, and a lack of pedestrian connections and connectivity to adjacent neighborhoods. In short, even though the older neighborhoods of Elkton benefit from their density, street grid and aesthetic qualities, newer neighborhoods have not been adequately "woven into" this fabric.

Therefore, the Town needs to evaluate and implement tools such as design standards, a Traditional Neighborhood Design (TND) ordinance, as noted in Chapter 3, Land Use, and Transit Oriented Development (TOD) to maximize its advantages and support the development and redevelopment of well-designed neighborhoods serving a variety of housing needs. Many older neighborhoods of Elkton already exhibit many of the components of TND – as compact neighborhoods where residential, commercial and civic buildings are within close proximity to one another.

The development and redevelopment of these areas can serve as an opportunity to apply new "green building" technologies, as appropriate, to support sustainability and reinforce the Town's environmental goals.

9.4. Policies and Actions

1. Strive for a balance in the Town's housing stock, from affordable, workforce housing to higher-value homes, to meet the needs and financial abilities of a broad range of current and future residents.
2. Encourage the development of medium and high value housing, especially in growth areas, mixed-use areas, redeveloping areas, and Downtown Elkton.

- a. Support the recommendations of the transit-oriented development study for land use changes in Downtown Elkton that support housing development and redevelopment opportunities.
 - b. Provide increased housing, particularly in the downtown area, for small families, including the elderly, semi-retired, and other families with no children.
3. Continue to encourage opportunities for families to live in adequate homes in affordable price ranges.
 - a. Complete an affordable housing study to detail the Town's affordable housing supply.
 - b. Coordinate with Cecil County to share the responsibility of assuring an adequate supply of affordable housing in the region to meet the needs of the areas low- to moderate-income families.
 - c. Assist residents, particularly people with lower incomes, to utilize housing programs to meet their needs.
 - d. Increase homeownership.
4. Ensure high standards of quality in new construction, with sensitivity to housing affordability.
 - a. In reviewing and updating the Zoning Ordinance, consider tools such as design standards and a Traditional Neighborhood Design ordinance to identify and codify the Town's goals for future residential development.
 - b. Review the Town's housing and building codes to assure that they create the Town's desired outcomes for residential development.
 - c. Require site plan and planning review for all major developments to ensure a functional design, quality living environment, and compatibility with overall Town character.
 - d. Ensure that multi-family residential development provides adequate community open space, landscaping and parking.
5. Encourage the maintenance and upkeep of existing housing and stimulate the replacement of housing that becomes unfit for human habitation.
 - a. Continue to encourage the renovation or removal of substandard housing.
 - b. Preserve housing in good condition from replacement by other uses or public facilities unless a greater public need would be served by such action.
 - c. Support safe and comfortable living conditions by protect residential neighborhoods from incompatible activities and land uses.
6. Support a sustainable development pattern by adopting "green building" principles in residential development.
 - a. Develop minimum energy efficiency standards and a rating system for new residential development.

Chapter 10. Economic Development

For Elkton to thrive as a growing center of commerce, industry and government, the Town needs to implement an economic development program that creates jobs, expands the Town's tax base, and provides goods and services for local residents.

This element describes the goals, policies and action items needed to support the Town's economic growth and strengthen Elkton as a center for regional retailing, service, and industrial activities.

10.1. Goals and Objectives

- Create a balanced economy that provides goods and services for Elkton's residents, adequate local job opportunities, and sufficient tax base to finance the municipal services and improvements needed in a growing community.
- Strengthen Elkton's position as Cecil County's center of government, industry, commercial uses and employment.
- Provide adequate and suitable land areas zoned for economic expansion and provide public facilities to support these sites.
- Support the retention and expansion of the Town's existing employers.
- Attract employers that provide skilled job opportunities that utilize the unique abilities of the Town's work force.
- Balance the Town's need to expand employment uses with the need to protect the environment and support the Town's land use goals.
- Provide a range of housing opportunities and community services needed to accommodate population and employment growth.
- Support increased participation and use of tax credits in the Arts and Entertainment District.
- Upgrade and preserve the Central Business District as a viable economic unit.
- Use the Town's historic resources and local attractions to support a strong tourist economy.

10.2. Overview

Located between Baltimore and Philadelphia and a short distance from Wilmington, Elkton benefits from a transportation network that connects the Town to many of the major population centers along the East Coast.

Several major metropolitan areas are within 200 miles of Elkton, including Wilmington, Delaware (25 miles), Philadelphia (45 miles), Baltimore (50 miles), Washington, D.C. (90 miles), New York City (145 miles), and Richmond, Virginia (195 miles). As such, the Town is an attractive location for employers seeking to establish, expand and relocate their businesses.

10.3. Existing Economic Conditions

10.3.1. *Employment*

Approximately 5,973 people of the Town's total population of 8,783 (16 years and older) were in the labor force in 2000. Of these, 5,669 held jobs (Table 10.1). Seventeen

percent of the Town’s residents worked in the field of education, health and social services, while 16 percent worked in manufacturing, 15 percent in retail trade, and 10 percent in finance, insurance, real estate, rental and leasing. These proportions roughly follow the most common types of jobs held by Cecil County residents, although a higher percentage of County residents work in construction than in finance, insurance and real estate.

The percentage of Town workers in the manufacturing industry is much higher than the percentage in the state as a whole (16 versus seven percent). Elkton also has higher concentrations in retail and finance and insurance than the state, but has lower proportions of education and health and professional, scientific and management workers than Maryland as a whole.

Table 10.1 Jobs Held by Residents, 2000

	Elkton		Cecil County		Maryland	
	Num.	Pct.	Num.	Pct.	Num.	Pct.
Agriculture, Forestry, Fisheries, Mining	24	>1%	1,010	2%	16,178	1%
Construction	485	9%	4,491	10%	181,280	7%
Manufacturing	935	16%	6,793	16%	189,327	7%
Wholesale Trade	132	2%	1,625	4%	72,621	3%
Retail Trade	834	15%	5,053	12%	273,339	10%
Transportation, Warehousing, and Utilities	243	4%	2,413	6%	127,294	5%
Information	108	2%	753	2%	103,351	4%
Finance, Insurance, Real Estate, Rental and Leasing	566	10%	3,099	7%	186,159	7%
Professional, Scientific, Management, administrative, and waste mgt services	505	9%	3,163	7%	323,834	12%
Educational, Health, and Social Services (excludes public schools)	947	17%	7,578	18%	538,350	21%
Arts, Entertainment, Recreation, Accommodation, Other Food Services	430	8%	2,604	6%	177,341	7%
Other Services (except Public Administration)	187	3%	1,936	5%	145,424	6%
Public Administration	273	5%	2,435	6%	273,959	11%
Total	5,669	100%	42,953	100%	2,608,457	100%

Source: U.S. Census

10.3.2. Major Employers

The largest private employer in the Elkton area is W.L. Gore and Associates, which employs 2,600 people at 13 facilities as part of its “eastern cluster” in the Delaware Valley (Table 10.2). These facilities produce electronic interconnects, fabric laminates, industrial sealants, filtration media and membrane technologies.

Union Hospital/Affinity Health Systems employs 864. Alliant Techsystems Inc. (known as ATK) operates its Tactical Propulsion and Controls unit in Elkton with 795 employees, up from 350 a few years ago. ATK is one of the largest aerospace and defense contractors in the United States.

Terumo Medical has two plants in Elkton employing 565 people who make cardiovascular equipment. The 2007 Cecil County Growth Study (*Strategic Plan*) noted that average weekly wages in manufacturing recorded the largest increase in the County in the five years prior to 2007 due to increased demand for specialized labor.

The Cecil County Board of Education (with 2,132 employees), Cecil County Commissioners (500 employees) and Cecil College (300 employees) were the largest public employers in the Elkton area in 2009.

Table 10.2 Major Employers in the Elkton area, 2009

Company	Workers	Product / Service	Industry
W. L. Gore & Associates	2,667	Medical products / R&D	Manufacturing
Cecil County Board of Education	2,132	Education	Government
Union Hospital of Cecil County	864	Medical services	Health care
ATK	795	Propellants, rocket motors	Manufacturing
Cecil County Government	610 ¹	Government	Government
Terumo Medical	565	Medical products/ R&D	Manufacturing
Wal-Mart	500	Consumer goods	Retail trade
Cecil College	300	Education	Education
Performance Food Group	265	Food products distribution	Wholesale trade
Burriss Logistics	250	Refrigerated trucking	Transportation warehousing and
Terumo Cardiovascular Systems	220	Medical products / R&D	Manufacturing
Chesapeake Publishing	200	Newspaper publishing & printing	Information
Upper Bay Counseling and Support	200	Medical services	Health care
C&S Wholesale Grocers	180	Food products distribution	Wholesale trade
Petro Fuel Operation	175	Truck fueling station	Retail trade
Acme Markets	160	Groceries	Retail trade
Estes Express Lines	150	Truck terminal	Transportation warehousing and
Laurelwood Care Center	150	Medical services	Health care

¹: Full time equivalent

Source: Cecil County Office of Economic Development

10.3.3. *Income and Unemployment*

Table 10.3 shows the median household income and unemployment rate in Elkton in 2000, compared to Cecil County and the state. The Town's median household income was significantly lower than the county or state, while the Town's unemployment rate was lower than the county and higher than the state. The per capita income in Elkton (\$17,789) was below that of the county and state in 2000 and the incidence of poverty among persons, families and female householders was higher.

Table 10.3 Income, Labor Force, Unemployment and Poverty data, 2000

Jurisdiction	Median Household Income	Per Capita Income	Percent in Labor Force	Unemployment	Percent Living in Poverty
Elkton	\$38,171	\$17,789	68%	5.0%	11.8%
Cecil County	\$50,510	\$21,384	69%	5.7%	7.2%
Maryland	\$52,868	\$25,614	68%	3.8%	8.5%

Source: 2000 US Census

10.3.4. *The Regional Economy*

Elkton is part of a regional economy that spans state boundaries. Table 10.4 shows that a majority of Elkton residents (51 percent) worked outside Maryland. Of the 49 percent

of residents who worked in the state, 45 percent worked in Cecil County and 27 percent worked in the Town.

Table 10.4 Employer Location, Elkton Residents, 2000

Place of Employment	Elkton Residents Employed	Percent
Outside of Maryland	2,799	51%
In Maryland	2,715	49%
Other Maryland Counties	241	4%
In Cecil County	2,474	45%
Outside of Elkton	962	17%
In Elkton	1,512	27%
Total workers¹	5,514	

Notes:

1: Includes all employed residents, age 16 or over in 2000

Source: 2000 U.S. Census

New Castle County, Delaware has a larger employment base than Elkton and Cecil County, and as a consequence, many people who live in Elkton work in Delaware. Data on county-to-county commuter workflows in the 2000 Census showed that 14,059 workers traveled from Cecil County to jobs in New Castle County, compared with 3,379 who travel into Cecil from New Castle for work. The Cecil County portion represented 5.2 percent of New Castle’s workforce.

As the Town and the region grow, it will be important for Elkton and Cecil County to continue to foster local job creation to minimize the need for and effects of commuting. The more that the local workforce must rely on commuting out of their communities for work, the more that work trips will increase the demand for road improvements.

Employment within Cecil County is centralized. Table 10.5 shows the number of workers in Cecil County who traveled between planning districts in the county for their jobs. Cecil County is divided into nine planning districts, and the Elkton planning district is larger than the Town’s corporate boundaries. The far left column on the table is the planning district where workers lived. The other columns show the planning districts where workers travel to. Numbers in bold within the chart show the number of people who worked in the same planning district in which they lived.

The Elkton and North East planning districts have the most jobs in Cecil County, about two-thirds of the total in 2000. A total of 3,439 people in the Elkton planning district work within it.

Table 10.5 Daily Commuter Volumes by Planning District, Cecil County, 2000

Workplace: Cecil County Planning District, 2000										
Residence	Cecilton	Ches. City	Elkton	Fair Hill	Calvert	North East	Port Deposit	Rising Sun	Oakwood	Total
Cecilton	335	120	260	4	0	105	29	40	0	893
Chesapeake City	85	420	470	45	4	125	4	25	0	1,178
Elkton	54	115	3,439	245	90	574	123	145	0	4,785
Fair Hill	15	0	675	335	40	144	49	20	0	1,278
Calvert	10	40	570	80	220	140	80	90	0	1,230
North East	50	95	1,715	160	130	1,910	340	210	10	4,620
Port Deposit	14	20	400	90	29	335	730	95	14	1,727
Rising Sun	20	25	455	79	110	259	220	775	25	1,968
Oakwood	0	0	170	40	35	60	90	125	200	720
Total	583	835	8,154	1,078	658	3,652	1,665	1,525	249	18,399

Sources: 2000 U.S. Census, WILMAPCO

The Elkton area also draws a significant number of workers from New Castle County (Table 10.6). This table shows the counties outside Cecil with a significant amount of workers who commuted into the county to jobs in 2000. The Elkton planning district received the most commuters of all Cecil County planning districts from these jurisdictions in 2000.

Table 10.6 Daily Commuter Volumes into Cecil County from Other Jurisdictions, 2000

Workplace: Cecil County Planning District, 2000										
Residence	Cecilton	Ches. City	Elkton	Fair Hill	Calvert	North East	Port Deposit	Rising Sun	Oakwood	Total
New Castle, DE	75	113	2,055	395	18	361	166	111	0	3,294
Kent, DE	26	33	40	4	0	71	38	25	0	237
Harford, MD	20	0	454	18	24	325	635	4	18	1,498
Kent, MD	43	45	109	32	0	25	4	123	0	381
Baltimore, MD	5	0	87	0	0	128	161	18	0	399
Baltimore City, MD	4	0	10	0	0	0	10	0	10	34
Chester, PA	8	28	233	47	4	78	62	68	4	532
Total	181	219	2,988	496	46	988	1,076	349	32	6,375

Sources: 2000 U.S. Census, WILMAPCO

10.4. Economic Development Opportunities and Resources

Elkton benefits from having opportunities to expand employment opportunities, as well as access to resources that support economic development.

10.4.1. Industrial Land and Enterprise Zones

In association with the State of Maryland, Cecil County has established nine Enterprise Zones, including two in Elkton: the Upper Chesapeake Corporate Center and Vantage Point.

The Upper Chesapeake Corporate Center contains 175 acres zoned light industrial on US 40, with public sewer, water, and natural gas. Thirty-five acres were available as of 2009 for sale or build-to-suit.

Vantage Point is a 59-acre site west of Singerly Road (MD 213) in the north part of town. It is available for redevelopment and is not served by utilities, although utilities are available nearby.

Triumph Industrial Park is a 375-acre park designated as an Enterprise Zone west of Elkton in the Town's growth area. The Town provides water service to the area. As of 2009, 90 acres were available for development.

Businesses that locate or expand in the enterprise zones may be eligible to receive financial incentives through the Maryland Enterprise Zone Program. Incentives are as credits against Maryland corporate income tax and/or credit against county and local property taxes. Other incentives include the enhancement of income tax credits for job creation and eligibility for an increased level of incentives that can include financing for fixed assets (including land, equipment and buildings).

The Town also includes a significant amount of land zoned for industrial uses along major roads, including MD 279 in the vicinity of Singerly Road (MD 213) and Blue Ball Road (MD 545), and south of US 40 in the Upper Chesapeake Corporate Center.

10.4.2. *Revitalization Area*

The Maryland Department of Housing and Community Development (DHCD) assists local governments in the development, redevelopment or expansion of small business enterprises in designated neighborhoods.

Designated neighborhoods are mixed-used areas that are in need of social and/or physical revitalization and that are selected by local jurisdictions and approved by the Secretary of DHCD. These neighborhoods are targets for private and public investment for revitalization and are eligible for DHCD's Neighborhood BusinessWorks Program, as well as the state's Retrofit Sidewalk program, Job Creation Tax Credit Program, and the Maryland State Highway Administration's Community Safety and Enhancement Program, which provides grant money for transportation improvements.

Elkton established designated neighborhoods in 1997.

10.4.3. *Elkton Alliance*

Elkton has been designated a Maryland Main Street community and has supported historic preservation and redevelopment efforts downtown.

The Elkton Alliance was established as a non-profit corporation to help with efforts to improve the central business district. The organization has focused on streetscape improvements, signage, promotion, business retention, low interest loans, facade improvements, traffic, and parking.

The Elkton Alliance serve as staff support for the Main Street program and work together with the local government and business leaders to restore, promote and maintain downtown Elkton and attract new businesses to the area.

10.4.4. *Arts and Entertainment District*

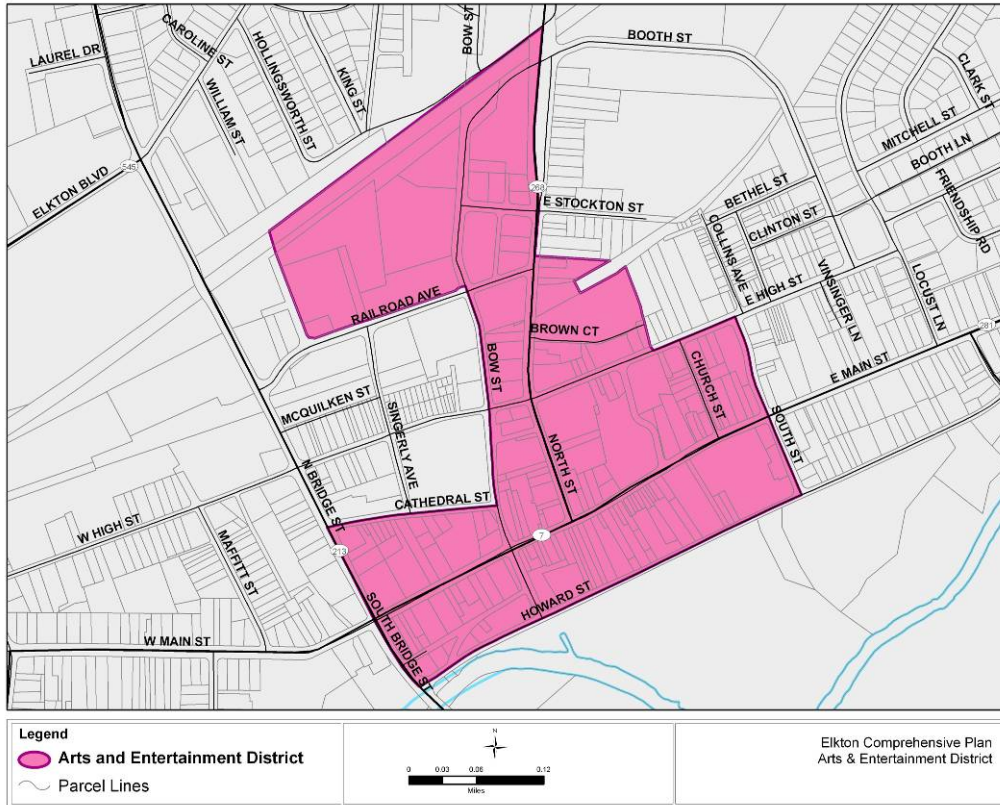
In 2006, the Elkton Alliance, in partnership with Cecil College and the Cecil County Arts Council, applied to the State of Maryland to designate a portion of Downtown Elkton as an Arts and Entertainment District for 10 years (see Map 10.1). The Elkton Alliance administers the Arts and Entertainment District.

The legislation enables local jurisdictions to offer tax incentives within designated districts to stimulate economic development and support local arts and entertainment facilities as local anchors and destinations.

Property owners within the Arts and Entertainment District are eligible for property tax credits for the renovation of buildings that create live-work space for artists and/or space

for arts and entertainment enterprises. The legislation also allows a tax break for income derived from artistic work sold by qualifying residing artists, an exemption from the Admissions and Amusement tax levied by an arts and entertainment enterprise, or, for qualifying artist residing in the district.

Map 10.1 Arts and Entertainment District



10.4.5. Educational Opportunities and Vocational Training

The Cecil County School of Technology and five other secondary schools offer vocational programs. The Vocational Center in North East has an enrollment of 240, as of 2009 and offers 15 training programs in a variety of fields, including automotive technology, carpentry, cosmetology, culinary arts, electrical trades, fire and EMS services, and welding and metals technologies. The five high schools in Cecil County also provide programs in business education, distributive education and vocational industrial cooperative programs.

Cecil College, founded in 1968, is the fastest growing community college in Maryland and the only provider of higher education in the county. The two-year college had an enrollment of more than 3,000 students in 2009.

The college is headquartered at its campus in North East, which includes a Community Cultural Center, Arts and Sciences Building, Technology Center, and the Physical Education and Activities Building. An engineering and math building is being constructed on campus.

As noted in Section 8.2.3, Cecil College’s Elkton Station facility on Railroad Avenue includes classrooms and laboratory space for continuing education and credit courses. Cecil College has actively pursued partnerships with local companies and organizations

to expand educational and training opportunities, and the college plans to continue increasing enrollment at Elkton.

Cecil College is fully accredited by the Middle States Association of Colleges and Schools and the Maryland Higher Education Commission. Cecil also has articulation agreements with more than 35 universities and colleges, both in Maryland and outside the state.

10.5. Economic Development Issues

10.5.1. *Access and proximity to major transportation facilities supports the Town's long term economic growth potential.*

Elkton is located on two major transportation routes (I-95 and US 40) that provide access to a large population base. The Town is also served by air, rail, and motor carrier service:

- Two international airports serve the region: Baltimore-Washington International Thurgood Marshall Airport and Philadelphia International Airport. Air service is also available at the Greater Wilmington Airport.
- The seaports of Baltimore, Philadelphia, and Wilmington are within an hour drive of Elkton.
- More than three dozen motor freight lines serve the region, several with terminals in Cecil County, including Overnight, Peninsula Trucking, Tri-State Motor Transit, and Estes Truck Terminal.
- Conrail, Amtrak and the Chessie rail systems pass east and west through the County. Freight service is provided all along these lines.
- Passenger rail service is available via Amtrak in Wilmington, Newark and Perryville, and MARC commuter rail serves the Elkton area with the terminal station in Perryville.

Despite its proximity to major transportation routes, Elkton remains a relatively small town and, consequently, does not experience the traffic problems associated with larger urban areas. To support this small-town character, the Town should strive to maintain an efficient road network.

This proximity also can be used as an asset to attract employment and redevelopment to the Central Business District.

The Amtrak rail line runs through Elkton. Reopening the Elkton train station would enable the Town connect to MARC and SEPTA rail. An upgraded station that connects the Town to Baltimore, Philadelphia, Washington, D.C. and other major cities along the Eastern seaboard would create opportunities to attract rail-commuting workers and visitors to Elkton and providing residents with more transportation options.

10.5.2. *The Central Business District should remain a focus of the Town's economic development and revitalization efforts.*

The Central Business District is a center of business and commerce in Elkton. It contains a mix of public uses, as well as business, service, and commercial uses that account for a significant portion of the local economy.

Downtown Elkton is one of the few urban environments in Cecil County, and its high densities enable the Town to support lower densities elsewhere. It also serves as an

employment hub that can support transit expansion in the future. Commercial establishments, service industries, offices, institutional buildings, law offices, other intense nonresidential uses, townhouses, condominiums, apartments, and nursing homes provide a mix of uses that make up an attractive urban environment.

The Arts and Entertainment district can be a catalyst to downtown Elkton's overall economic development and revitalization, supporting efforts by the Elkton Alliance and Cecil County Arts Council to generate foot traffic and bring more visitors to downtown. Similar districts in Maryland have attracted an influx of artists, and the potential synergy of these efforts can help to reinforce downtown Elkton's status as a regional destination.

Union Hospital is a major downtown anchor, and spin-off offices and businesses connected with or supporting the hospital has brought more economic activity to the downtown. The CBD also contains several financial institutions that contribute to the Town's economy.

This employment base creates opportunities for retail uses that primarily serve downtown workers. This supports a variety of restaurants, a pharmacy, jeweler, clothing stores and other specialty retail, especially along Main Street. However, downtown Elkton has several vacancies that need to be filled and suffers from a perceived lack of retail uses such as movie theaters, restaurants and museums that could attract more pedestrian traffic and activity and support the CBD's as a countywide or regional destination.

Downtown Elkton is also home to the Maryland District Court, Circuit Court and other state and county offices. Several of these offices will need to expand as the population grows, particularly the Cecil County Department of Social Services and Department of Health.

Because of the emphasis on employment uses, downtown Elkton lacks vitality in the evenings and on weekends. Developing more residential or mixed-use areas serving a range of incomes and population would benefit the Town and likely lead to more redevelopment.

Downtown Elkton also lacks a sense of entry or arrival, as well as formalized open spaces. Gateways into the downtown should let people know that they have arrived at an attractive destination.

From an urban design perspective, downtown Elkton is located between the Amtrak rail line, Big Elk Creek and US 40, major corridors that create barriers to downtown for pedestrians. The 2003 *Downtown Master Plan* included recommendations to make the edges of downtown more "permeable" to adjacent neighborhoods.

The CBD includes large areas of surface parking. Parking uses land that could have higher and better uses. Managing parking more proactively will create a more attractive visual environment and create opportunities for additional redevelopment.

10.5.3. *The Town's location and character can be leveraged to increase tourism.*

Elkton's location at the head of the Chesapeake Bay has earned the Town the nickname "Gateway to the Bay." The Town's colonial history and prior status as the "Marriage Capital of the East Coast" have brought visitors to the Town for many years.

Elkton can build on these elements to increase tourism. Despite Elkton's proximity to Interstate 95, many motorists are not aware of Elkton's history, culture, and recreational opportunities. Better signage and a wayfinding system could be located along the interstate and at other strategic points in the area.

The Downtown Master Plan also discussed ways to capitalize on the Town's access to Big Elk Creek, both a recreational use and a way to protect the environment. Big Elk Creek has very limited access and can only be used by very small boats. Pedestrian access to the waterfront could be increased, and the possibility opening the creek to larger boats might be considered.

Arts and entertainment activities are another economic engine that can generate revenue for local merchants and restaurants, in addition to ticket revenue and merchandising associated with arts events. Town and County tourism officials can work together to increase marketing and promotional efforts and integrate these programs into a coordinated marketing plan.



The Farmer's Market in downtown Elkton provides an outlet for local businesses.

10.6. Policies and Actions

1. Expand the Town's employment base while maintaining its environmental and aesthetic character.
2. Continue to work with the Maryland Department of Business and Economic Development, the Cecil County Office of Economic Development and the Cecil County Economic Development Commission to attract and retain businesses to the Town and diversify the Town's employment base.
 - a. Coordinate with the Office of Economic Development to attract clean, select and light industries to the Town.
 - b. Evaluate potential industrial and employment uses to ensure that they will be compatible with the Town's character and will produce jobs and benefits for residents without causing adverse environmental, operational or visual impacts.
 - c. Work with existing businesses and industries to maintain and expand their operations within the Town.
3. Direct employment uses to areas of Town served by major transportation facilities. Implement this policy within existing and planned transportation networks, to the extent possible.

4. Provide a variety of attractive, safe, and convenient employment sites suitable in terms of size, location, physical characteristics of the land, and accessibility to transportation.
 - a. Ensure that adequate community facilities, particularly water and sewerage infrastructure, are available for desirable new industrial uses.
 - b. Protect land with potential for economic and industrial development from encroachment by other land uses.
5. Encourage industrial uses to locate in campus-like business parks to create attractive areas for economic development and reduce the amount of street frontage devoted to industrial uses.
 - a. Support industrial and employment sites that are large enough to support the development of business parks.
 - b. Review the zoning regulations relative to industrial uses to assure that the regulations provide for the appropriate location of buildings and service areas, attractive architecture, effective buffering, and site landscaping.
6. Implement the major recommendations of the 2003 Downtown Master Plan, especially issues related to gateways to downtown, the edges of the Central Business District, parking and wayfinding systems.
7. Initiate and encourage joint public/private efforts to improve community appearance and property maintenance in industrial and commercial areas.
 - a. Support continued façade improvements in the CBD.
8. Minimize the undesirable effects of industry, such as smoke, odor and noise, to protect public health and safety.
9. Coordinate with Cecil County to plan for and implement commercial and industrial development of the Highway Interchange District.

Chapter 11. Historic Resources

Elkton's location between major transportation corridors and the head of the Chesapeake Bay has spurred its growth and helped it achieve significance in the region's military, commercial and industrial history. This history and cultural heritage are evident in the Town's built environment and have helped to establish Elkton's identity and a sense of place.

Since the 1998 *Comprehensive Plan*, the Town has established a Historic District and Historic Architectural Review Committee (HARC) to protect historic sites, promote historic preservation, and implement the Town's historic district regulations. The purpose of these regulations are to "safeguard the heritage of the Town by preserving areas and structures which reflect elements of its cultural, social, economic, political or architectural history or pre-history" of Elkton.

Preserving the Town's historic and cultural heritage can help to promote Elkton as a sustainable community by demonstrating the connection between the past and the present. By focusing on issues like the adaptive reuse of buildings, the Town can embrace its history and create new uses for older structures.

This chapter describes Elkton's historic resources and describes their value to the Town.

11.1. Goals and Objectives

- Protect the history and heritage of Elkton by preserving resources, sites, and structures of social, economic, political, architectural, and historic significance.
- Emphasize the Town's historic resources to promote a sense of community pride among residents.
- Support the revitalization of neighborhoods through the renovation and adaptive reuse of older structures.

11.2. Elkton's History and Historic District

Elkton's history traces back to the 17th century, when it served travelers on the Post Road linking Philadelphia to the southern territories. Named Head of Elk in 1608 by Captain John Smith, an English explorer, the Town was an early shipping point for the wheat raised in the rich Piedmont surrounding the settlement. In 1787 the town was renamed Elkton.

Elkton played a role in both the Revolutionary War and the War of 1812. By 1807, the Town was an important market for wheat grown in the Piedmont and shipped to Baltimore. In 1832, the New Castle Frenchtown Railroad was established and the Town's importance as a transportation center grew. Mills were established on the Elk River, and the Town thrived.

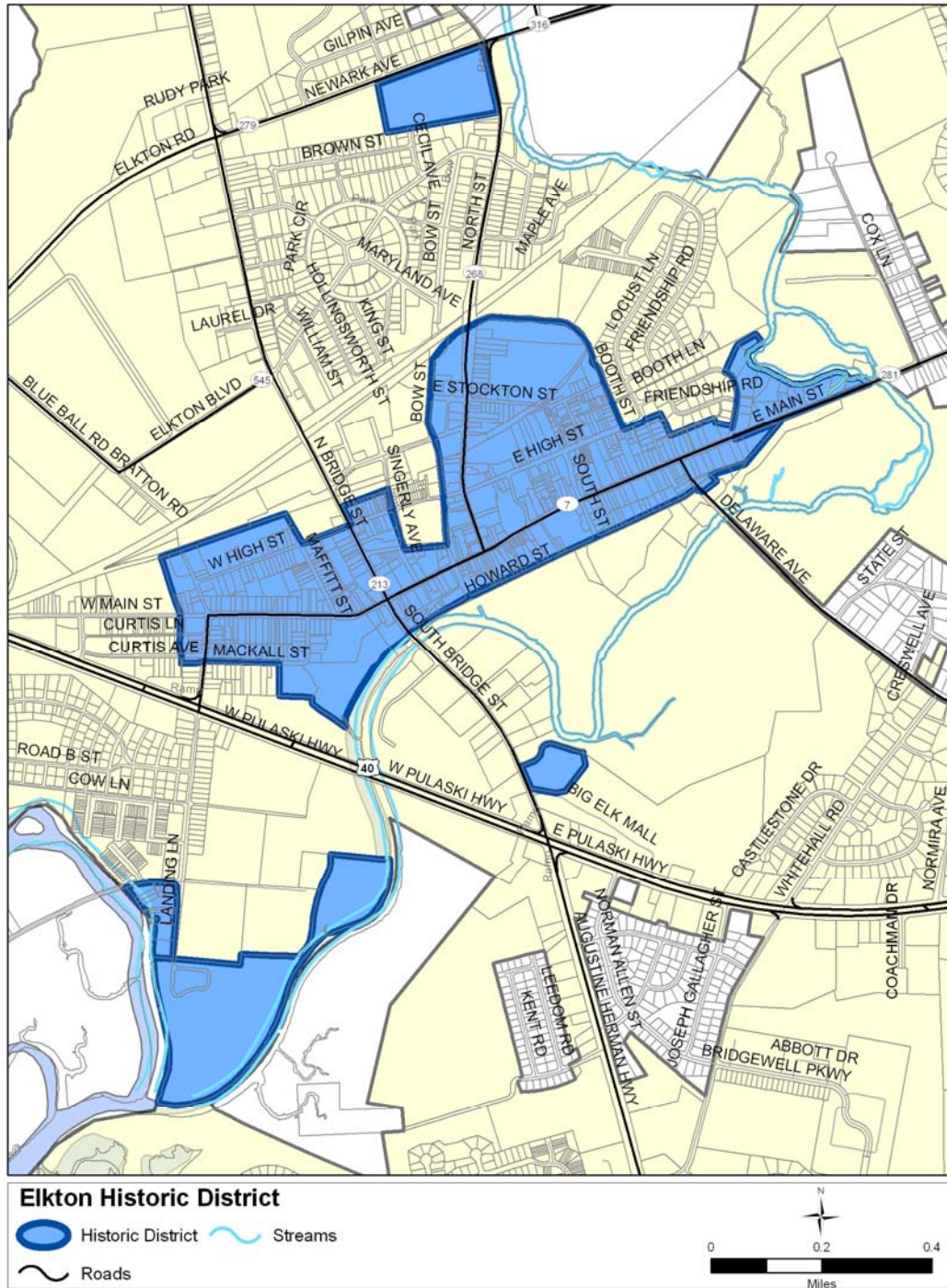
Although Elkton declined in the years prior to the Civil War, industry took off again in the postwar period, as pulp mills, machine shops, fertilizer plants, munitions and fireworks factories and canneries were established, and the Town grew. To support this growth, a varied collection of structures were built, many of which survive today, setting the context for the Town's historic preservation efforts.

The 1991 *Comprehensive Plan* recommended the establishment of a Historic Overlay District. Following the establishment of this district, the Mayor and Commissioners created the HARC in 2007 to implement the Historic District regulations (Map 11.1). The

Historic District is an overlay district in the zoning ordinance and provides detailed guidelines. A historic area work permit is used to regulate and monitor major structural or exterior renovation in the district.

Although the district designation has been helpful in addressing the Town's historic resources, several potential historic sites and structures are not included within its boundaries. This plan supports the expansion of the Elkton Historic District as shown on Map 11.1.

Map 11.1 Elkton Historic District



The Historic District encompasses several neighborhoods in Downtown Elkton featuring structures representing the region's residential, commercial and church architectural styles from the mid-18th to the mid-20th centuries. Most notable are concentrations of workers housing from the mid 19th, late 19th and early 20th centuries. The oldest examples of these houses are two to three stories, with gable roofs, three or four bays wide, mostly duplexes, arranged in rows very close to the street. Houses from later in

the century are primarily frame structures with gambrel fronts and one-story porches spanning the façades, spaced close to the street and to one another. The district also features larger Queen Anne, Shingle, Colonial Revival homes, examples of Greek Revival and Italian Village architectural styles, as well as bungalows.

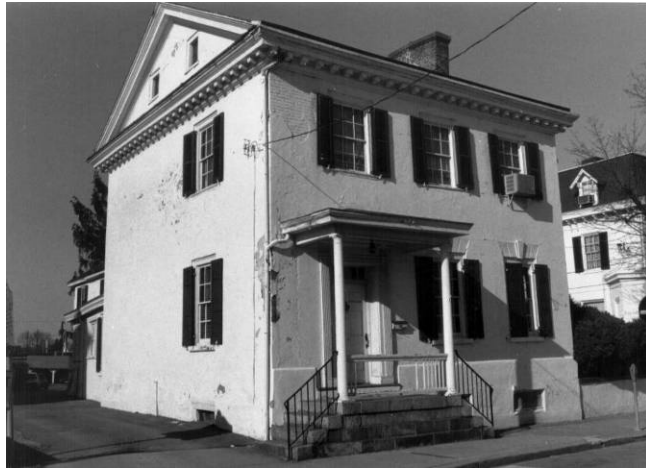
The historic commercial area is made up of several structures dating from the late 19th to the early 20th centuries, as well as churches with Gothic detailing and vernacular churches, typical of the late 19th century, serving African American congregations.

11.3. Significant Historic Resources

Elkton has several individual structures, resources and sites that are of historic, cultural, or architectural significance. The Mitchell House, Elkton Armory, Holly Hall, and Elk Landing are on the National Register of Historic Places, while the Elkton Post Office, Hollingsworth Tavern, the Brick House, and Trinity Episcopal Church are considered eligible for inclusion but are not yet listed.²² In Maryland, the National Register is administered by the Maryland Historical Trust (MHT).

11.3.1. *Mitchell House*

The Mitchell House (131 E. Main Street) was built in 1769 for physician Abraham Mitchell, who used his home as a temporary hospital for the Continental Army during the American Revolution. Dr. Mitchell founded the Medical and Chirurgical Faculty of Maryland in 1799. The house later belonged to his son, Dr. George Mitchell, who was a prominent member of the Pike Expedition to Canada in 1813 and who, as a member of Congress, introduced the resolution that led to Lafayette's expedition in 1824.



Mitchell House, on Main Street, is a National Register listed historic landmark.

11.3.2. *Elkton Armory*

The Elkton Armory on Singerly Avenue was built in 1915 and dedicated to Company E of the 115th Infantry of the 29th Division of the National Guard. The Armory is historically significant for its association with the reorganization and expansion of the National Guard. It has served as a social center for Elkton since it was built and housed the first bowling alley in Cecil County during the 1940s.

11.3.3. *Holly Hall*

Holly Hall (259 S. Bridge Street) is a mansion built in 1810 and designed after published designs of such early architects as Asher Benjamin and Robert Morris. A few of the holly trees that gave the house its name remain on the property. The mansion's basic

²² Site information provided by the Maryland Historical Trust unless otherwise noted. <http://www.marylandhistoricaltrust.net>

form, hipped roof, and recessed stucco panels are noteworthy, and its parapets are unique in Maryland. They relate it to many contemporary published designs that were commonplace in England but rare in America.

11.3.4. *Elk Landing*

Elk Landing, one of Maryland's and the Mid-Atlantic's most historic properties, is located at the confluence of the Little Elk and Big Elk Creeks, the area's earliest transportation corridors.²³ Established as a trading post by the Swedes and Finns, the site was acquired by Zebulon Hollingsworth, who gave the site its name.



Elk Landing, located at the confluence of the Little Elk and Big Elk Creeks, is on the National Register.

During the War of 1812, the British make an attempt to attack Elkton, but defenses at Fort Hollingsworth and nearby Fort Defiance held, and the British moved their forces down the Bay.

In the early 19th Century, Elk Landing served ships departing for Baltimore with Cecil County flour, iron, nails, wood, pork and lumber, and returning with coal, molasses, coffee and whiskey. In 1887, Henry Deibert began constructing canal boats, which were launched sideways into the Little Elk Creek. The stone building at Elk Landing was constructed as a dwelling and later became a tavern.

11.3.5. *Hollingsworth Tavern*

Also known as the Holly Inn, the Hollingsworth Tavern was built in the mid-18th century at 205-7 W. Main Street and is said to have been visited by George Washington and General Howe in August 1777.

11.3.6. *Trinity Episcopal Church*

Trinity Episcopal Church (at the northwest corner of West Main Street and Bridge Street) is a well-preserved Victorian Gothic church featuring a combination of dark stone and contrasting red brickwork that is used in horizontal bands and as trim around openings. It has bell tower buttresses, original large door hinges, stained glass, tiles and a slate roof. On the rear of the property is a parish house of similar design.

11.4. **Historic Preservation Resources**

In addition to the HARC and local historic district, a number of resources are available to protect and preserve historic resources in Elkton:

²³ <http://www.elklanding.org/history.html>

11.4.1. *Historical Society of Cecil County*

The Historical Society of Cecil County was established in 1931. It maintains the largest collection of books, manuscripts, maps, government documents and newspapers related to Cecil County. The collection contains more than 2,000 books and 12,000 issues of newspapers (starting in 1827). The library preserves newspaper clippings, obituaries, souvenir booklets, pamphlets, and other memorabilia related to county families, businesses, organizations, churches, schools, towns, industries, and important events in vertical files. Photographic collections include postcards, slides, prints, glass plates, negatives, lantern slides, stereo cards and daguerreotypes. Wills, land records, correspondence, receipt, and business and organization records are included in the organization's manuscript collection.

The society operates a museum featuring a collection of 19th century furnishings, historic artifacts, and works of art of local interest. Permanent exhibits consist of the Rev. William Duke's Log House and the Sheriff John F. DeWitt Military Museum.

11.4.2. *Maryland Historical Trust*

The Maryland Historical Trust is a state agency dedicated to preserving and interpreting Maryland's past. Through research, conservation and education, the Trust assists the people of Maryland in understanding their historical and cultural heritage. The Trust is an agency of the Maryland Department of Planning and serves as the State Historic Preservation Office (SHPO) pursuant to the National Historic Preservation Act of 1966.

MHT surveys historic buildings, structures and archaeological sites to determine their eligibility for inclusion on the Maryland Historical Trust Register. Having a property on the state register does not limit what the owner can do on the property. A site must be listed on the state register to be considered for listing on the National Register of Historic Sites and/or to have MHT accept an easement on the property.

A state historic preservation easement is a means to preserve a historic structure or resource in perpetuity. Easements may be assigned to other parties or be attached to the deed. Property owners who obtain easements are eligible for income, estate, inheritance, gift and property tax benefits in exchange for granting MHT the right to determine whether the resource may be altered.

MHT also provides financial assistance programs to encourage heritage resource activities through grants, loans and tax incentives.

11.5. **Policies and Actions**

1. Encourage the identification, preservation, rehabilitation and restoration of historic residential, commercial and industrial buildings within the Town, regardless of location.
 - a. Support efforts to preserve historic sites and structures as examples of Elkton's community heritage.
 - b. Consider amending the boundaries of the Elkton Historic District to include additional historic sites and structures within Downtown Elkton.
 - c. Coordinate with the Maryland Historical Trust and local historic organizations to share information on potential historic sites and resources.

- d. Maintain a comprehensive listing and map of historic sites and resources as a means to review the potential impact of historic sites from proposed development projects.
2. Promote historic preservation as a means to reinforce in the public a sense of identity and place in Elkton.
 - a. Collaborate with residents and community groups to develop tools and programs to protect historic sites and resources.
 - b. Create an education and public awareness program to encourage public participation in historic and cultural resource programs.
 - c. Support the efforts of local organizations that promote and educate the public about Elkton's historic and cultural resources.
3. Encourage community revitalization through the renovation or adaptive reuse of older structures.
 - a. Support adaptive reuse that maintains the structural integrity of the structure and is in keeping with the goals of the Comprehensive Plan.
 - b. Identify and participate in state and federal programs that assist in the restoration and maintenance of historic structures.
 - c. Review the zoning ordinance to ensure that it allows for a range of potential reuses of historic structures in keeping with the goals of the Town.
 - d. Consider local incentives to encourage the preservation of historic structures, including tax incentives for major structural or exterior renovation, the donation of protective historic easements, or reduced parking requirements.
 - e. Encourage property owners to use programs that assist in restoration and adaptive reuse of buildings.
4. Enhance and promote historic resources to expand tourism.
 - a. Promote local historic sites through tourism efforts and business services that complement historic areas.
 - b. Develop marketing materials that promote the Elkton Historic District and the Town's historic features to attract tourism to Downtown Elkton.
5. Ensure that archeological sites are protected.
 - a. Review the zoning and subdivision regulations to require that developers identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site.

Chapter 12. Implementation

The success of a Comprehensive Plan can be measured in how well it is implemented. Successful implementation is tied to the ability of a jurisdiction to develop the resources it needs to carry out the Plan's policies and action items.

12.1. Goals and Objectives

- Establish planning and funding mechanisms to ensure infrastructure and community facilities are provided concurrent with growth and demand.
- Assure that the Town has adequate organizational, fiscal, and financial capacity to implement the infrastructure and community facilities improvements it will need as it grows.

12.2. Tools and Approaches to Implementing the Plan

Comprehensive plans are implemented primarily through the Zoning and Subdivision ordinances. Property tax and municipal bonds are the traditional funding mechanisms local governments use to provide for their service, facility and infrastructure needs.

The Town of Elkton will need to review and revise the Zoning and Subdivision ordinances in order to implement aspects of this plan that involve regulation. In terms of planning, the Town would benefit by establishing a Capital Improvements Program (CIP) that would identify capital needs, serve as a tool to set Town priorities and attach projects to funding sources, enabling the Town to better plan for its infrastructure needs.

12.2.1. *Zoning Ordinance*

The Zoning Ordinance is the regulatory document adopted by the Mayor and Commissioners that implements the Comprehensive Plan. The Zoning Ordinance includes specific regulations governing the development and use of land. The ordinance defines zoning districts in keeping with the Comprehensive Plan's land use designations and contains provisions that regulate land use in keeping with these designations.

12.2.2. *Subdivision Regulations*

The Subdivision Regulations enable the Town to regulate the subdivision of land within its boundaries. The purpose of the regulations is to assure that land is developed in a manner that will best promote public health, welfare, and safety, in keeping with the Comprehensive Plan.

The Subdivision Regulations allow the Town to establish uniform standards of development, including the location and arrangement of streets and the relationship of subdivision access routes to public transportation networks. The regulations also serve as a regulatory tool to coordinate the private division of land into parcels consistent with Comprehensive Plan goals, objectives, and policies.

12.2.3. *Capital Improvement Program*

A Capital Improvement Program (CIP) is a multi-year schedule of public infrastructure improvements, including roads, schools, parks, water and sewer facilities, libraries, law enforcement facilities, and other capital expenditures that are funded by taxes or dedicated revenue funds.

The Comprehensive Plan sets the general planning framework for the Town. Functional plans address needs for parks, water and sewer facilities and other infrastructure. These plans identify specific needs and costs.

The CIP is a mechanism to consolidate and prioritize planned capital improvement needs over a set time period, usually five or six years.

The Planning Commission should review the CIP each year and make recommendations to the Mayor and Commissioners on major project priorities.

12.3. Policies and Actions

Review the Town's ability to provide and pay for the public services and facilities needed to support future growth.

Implement a Capital Improvements Program (CIP) to plan for public infrastructure improvements for which the Town is responsible.

Coordinate with Cecil County to implement the Comprehensive Plan, especially in relation to future growth areas.

12.4. Summary of Implementation Policies and Actions

The 2010 Comprehensive Plan includes many policies and action items to translate the County's goals into reality. The table below summarizes the actions from each chapter, lists the responsible County agency or agencies, and defines the timeframe in which the implementation action should be achieved.

The following abbreviations are used in the "Responsibility" column of this chapter.

- BZ Department of Building and Zoning
- DPW Department of Public Works
- EA Elkton Alliance
- F Finance Office
- HA Housing Authority Board
- HC Historic and Architectural Review Committee
- MC Mayor and Commissioners
- P Planning Department
- PC Planning Commission
- PR Department of Parks and Recreation
- SF Singerly Fire Company
- TA Town Administrator

The following definitions are used in the "Timeframe" column in this chapter:

- 1 = Underway/ongoing
- 2 = Immediate: 0-5 years
- 3 = Medium Range: 5-10 years
- 4 = Long Range: Beyond 10 years

Table 12.1 Plan Implementation

Policy/Action Summary (see Chapters for full text)	Responsibility (Lead in bold)	Timeframe
<i>Land Use</i>		
1 Ensure that future land uses in the Town are consistent with the designations in Table 4.2 and the locations on Map 4.2.	P	2
2 Enhance the Town's character by adopting design standards that create compact, walkable and attractive neighborhoods connected to each other and linked, where appropriate, to the Town's mixed-use and commercial areas. <ul style="list-style-type: none"> a. In reviewing and updating the Zoning Ordinance, consider tools such as design standards and a Traditional Neighborhood Design ordinance to identify and codify the Town's goals for future residential development. b. Encourage innovative designs for residential neighborhoods that include common open spaces, streetscapes, sidewalks and trails. c. When adopting design guidelines, establish site design elements, building materials, external finishes and architectural styles that are consistent with the Town's historic character and continue to make Elkton an attractive place to live. d. When adopting design guidelines, require that new residential development include street and other public improvements, (street trees, sidewalks, signage, public art, and buffers) that contribute to enhance the quality and attractiveness of neighborhoods. e. Consider establishing performance standards in the zoning and subdivision ordinances that set specific minimum and maximum standards to assure compatibility with surrounding uses and increase developer flexibility. f. Review the Town's site plan review process to ensure that it enables the Town to implement its development goals. 	P, BZ, PC, MC	2
3 Protect residential areas from negative impacts from adjacent non-residential development <ul style="list-style-type: none"> a. Protect existing residential neighborhoods from encroachment by commercial and industrial activities b. Require landscaping of non-residential development and buffers between incompatible land uses, especially in places where a commercial use abuts a residential property or residential street. c. Maintain a clear distinction and buffer between the Central Business District and adjacent residential areas. 	P, BZ	1
4 Establish and expand mixed use areas in the Town <ul style="list-style-type: none"> a. Develop a mixed-use zoning district consistent with the land use designation in this plan. b. Support future mixed use and transit-oriented development around the Elkton train station. c. Continue to encourage a mix of residential, commercial, and employment uses, including a mix of residential and non-residential uses in the same building, in the Central Business District.. 	P, BZ, PC, MC	2

Policy/Action Summary (see Chapters for full text)		Responsibility (Lead in bold)	Timeframe
5	Maintain and enhance the CBD as a center of governmental, professional, and mercantile activities in the Town. a. Continue to build upon the successes of the Streetscape Project and Façade Program by working with the Elkton Alliance and Elkton’s Main Street Manager for the revitalization and economic vitality of the CBD. b. Continue to work with the Elkton Alliance, the Main Street Manager and merchant and/or landlord organizations in the CBD to coordinate public improvements with private investments in buildings and building sites. c. Encourage development and redevelopment in the CBD consistent with the Elkton Downtown Master Plan, 2003. d. Avoid commercial intrusion into established residential neighborhoods by strictly limiting conversion of residential structures to non-residential uses west of Booth Street, Locust Lane, and Delaware Avenue and east of Bridge Street in the CBD. e. Encourage landlords to achieve full occupancy of upper-level apartments in the CBD f. Work with landlords to obtain housing rehabilitation grants to bring substandard apartments up to code and made available for affordable housing. g. Attract non-residential land uses that bring tourism and entertainment to the downtown. h. Ensure that new development has lot sizes, setbacks, building heights, architectural character, and other elements that complement the character of existing development. i. Target public investments in the CBD to support and leverage private investment that benefits the Town.	P, EA, BZ	1
6	Implement transportation improvements consistent with the Town’s land use plan and goals. a. Ensure that streets for new residential and non-residential developments are consistent with the Transportation Element of this plan. b. Require that new developments mitigate any off-site traffic impacts that can be directly attributable to the project and that will result in degraded traffic operations and/or unusual maintenance costs. c. Protect residential neighborhoods from through traffic.	DPW, P, BZ	
<i>Water Resources Element</i>			
1	Work with MDE to identify new sources of drinking water, specifically by evaluating the quality and quantity of water in the Town’s deeper and less frequently used aquifers.	DPW, P	2
2	Work with Artesian or other private water companies to secure additional drinking water supplies.	DPW, P, TA, MC	2
3	Continue to make the Town’s water plant more efficient to reduce the amount of water loss.	DPW	2
4	Work with major water users that are not metered, such as the Singerly Fire Company, to reduce water loss.	DPW, SF	2
5	Develop additional water storage facilities south of US 40.	DPW, P	3
6	Limit or phase growth in a way that allows sufficient time to develop additional drinking water resources and infrastructure.	P, BZ, DPW	2
7	Revise building codes to encourage wastewater reuse systems, roof catchments, rain barrels, and other methods to minimizing the groundwater use.	BZ, P, PC	2
8	Identify and implement alternative wastewater disposal methods, such as land application of treated wastewater, tertiary treatment wetlands, wastewater reuse, and nutrient trading	DPW	3
9	Initiate outreach and education programs to minimize water loss and waste by consumers and public water suppliers.	DPW	2
10	Identify and eliminate sources of inflow and infiltration (I/I) to free up additional capacity for treatment plants.	DPW, P	2

Policy/Action Summary (see Chapters for full text)	Responsibility (Lead in bold)	Timeframe
11 Identify locations without stormwater management or with poorly performing facilities that would be suitable for stormwater retrofit projects or communal stormwater management.	DPW	2
12 Use best management practices (and ESD to the maximum extent possible before reverting to conventional means) to control stormwater runoff on-site.	DPW	2
13 Identify possible locations for additional bioretention features to serve multiple properties.	DPW , P	3
14 Require street tree plantings to be incorporated as stormwater management features as an element of making green streets and enhancing open space.	DPW	2
15 Require new development to pay for the cost of expanded public drinking water systems that serve such development.	P , PC, MC, DPW	2
16 Amend the Town's development ordinances to require Environmentally Sensitive Design	DPW	3
17 Restore riparian forest along streams supplying drinking water and on eroding stream banks and hill slopes		
<i>Sensitive Areas</i>		
1 Protect and restore groundwater recharge areas such as wetlands and the headwaters areas of streams.	P , BZ	2
a. Update the Town's development regulations to incorporate the provisions of the Maryland Stormwater Design Manual, as revised by MDE to reflect provisions of the Stormwater Management Act of 2007.		
b. Encourage the planting of native tree species in stream buffer zones.		
2 Ensure that development activities within environmental corridors are managed in a manner that controls and minimizes impacts on groundwater.	P , BZ, PC	2
a. Explore the development and application of green building standards and other environmentally friendly development standards where appropriate and feasible.		
b. Continue to use Town-owned property adjacent to the sensitive tidal wetlands for passive recreation uses and to support environmental education programs.		
3 Limit development in floodplains, on steep slopes, and in other sensitive natural areas.	P , BZ, PC	1
a. Assure that new development and redevelopment avoids stream buffers and 100-year floodplains, where possible.		
b. Continue to prohibit development or redevelopment on any slope with a grade of 15 percent or more, covering a contiguous area of 10,000 square feet or more.		
4 Develop a Wellhead Protection Ordinance	P , PC	1
5 Conserve forest and woodland resources and replenish them where possible in keeping with the Forest Conservation Ordinance.	P , BZ, PC	2
a. Implement the Forest Conservation Ordinance by working with property owners and developers to identify priority areas for tree and forest conservation.		
b. Adopt a minimum requirement of the percentage of tree canopy to remain on site for all development and redevelopment projects.		
c. Encourage the preservation of existing specimen trees (defined as trees 30 inches or greater in diameter at breast height).		
d. Increase the percentage of urban tree canopy by planting trees and other vegetation along roadways, in median strips and in residential communities; ensure that root space is sufficient for the long-term survival of these trees.		

Policy/Action Summary (see Chapters for full text)		Responsibility (Lead in bold)	Timeframe
6	Ensure that the Chesapeake Bay Critical Area is protected to the maximum extent possible through implementation of water quality and other related measures. <ul style="list-style-type: none"> a. Implement the Town's Critical Area Program to protect the aquatic habitat along the Big Elk and Little Elk Creeks and their tributaries, preserving and enhancing these water bodies as natural assets to the community. b. Continue to enhance the Town's Critical Area protection program in response to local, regional, and statewide initiatives and legislative changes. c. Consider adopting net buildable area provisions in the land development regulations to require that sensitive lands be subtracted from the gross site area to derive a base site area from which to calculate density. d. Encourage property owners to place environmentally sensitive lands under conservation easements. 	P , BZ, PC	2
<i>Transportation</i>			
1	Work with Cecil County and the State to begin planning (through alignment studies, right-of-way reservation/acquisition) for the following road improvements: <ul style="list-style-type: none"> a. Northern loop route around Elkton, from MD 781 (Delancy Road) to MD 279, through Elkton West to Marley Road and to US 40. b. Intersection upgrade at US 40 and MD 213. c. Extension of Chesapeake Boulevard to Frenchtown Road 	P , DPW, TA	2
2	Work with the State Highway Administration to complete the following project already identified by the State as regionally significant: MD 213: US 40 to Frenchtown Road; 2 to 4 lane divided.	DPW , P	2
3	Support the expansion of MARC service to Elkton and an integration of MARC and SEPTA service, either in Cecil County or in Delaware.	P , PC, MC	3
4	Support the expansion of local bus transit serving Elkton and providing transit connections to adjacent jurisdictions.	PC , MC	3
5	Encourage residents to participate in Ozone Action Days and reduce the amount of miles they drive.	P , DPW	$\frac{1}{2}$
6	Promote ride sharing by working with the State, County and developers to establish and expanding park and ride lots along major commuter routes.	P	2
7	Continue to require a Traffic Impact Analysis for all major projects	P	1
8	Create a trail network building on the trails and greenways concept in the County's Land Preservation Parks and Recreation Plan (2005), including the Lower Susquehanna Heritage Greenway.	P , DPW	3
9	Support the use of existing rail lines for commercial goods shipments to reduce through truck traffic on major roads.	P	1
10	Encourage transit accessibility to nearby commercial airports in Baltimore and Philadelphia.	P	1
11	Work with SHA to implement sidewalk improvements along state roads. <ul style="list-style-type: none"> a. Include right-of-way for bicycles in road widening plans. b. Install sidewalks, particularly in the areas of high pedestrian activity such as MD 213 between US 40 and MD 279. 	DPW , P	1
12	Develop pedestrian/bicycle paths between existing neighborhoods, new neighborhoods, and public parks.	DPW , PR, P	1
13	Support the development of the East Coast Greenway and Mason Dixon Trail and coordinate improvements to these trails with Town efforts to establish greenways	P , PR	3

Policy/Action Summary (see Chapters for full text)	Responsibility (Lead in bold)	Timeframe
14 Require developers to pay for any alterations, improvements or additions to public roads and other transportation facilities that will be needed to support proposed development and would not be provided through normal capital improvement programming, including but not limited to roads, entrances, deceleration and turning lanes, and park and ride lots, bus stops, bike paths and sidewalks.	PC , MC, P	1
15 Consider the traffic impacts on local residential streets when reviewing proposals for new development that will affect the level of safety and traffic volumes on local streets.	P , BZ, PC	1
16 Encourage employers to provide reserved parking spaces for carpools, vanpools, and bicycle racks at employment sites to accommodate and encourage high occupancy vehicle (HOV) commuting.	P , DPW	1
17 Integrate transportation and land use by addressing corridor-wide transportation and growth issues in connection with land use and land use policies, such as along US 40, and at the US 40 and MD 213 intersection. Tools include access management regulations, diverting truck traffic and providing multimodal access where feasible and appropriate.	P , DPW	1
<i>Community Facilities</i>		
1 Where possible, expand community facilities as additions to existing systems. a. Coordinate with the Cecil County Public Library and Board of Library Trustees to identify potential sites for the expansion of the Elkton branch. Identify locations that maximize the benefits to the Town and support other Comprehensive Plan goals. b. Support the Cecil County Public Schools' proposal to expand the capacity of the combined Bohemia Manor Middle and High School by building at the existing site.	P	1
2 Plan for and stage community facilities and services to meet the needs of Elkton's population. a. Support efforts to recruit and retain volunteer fire and emergency services staff..	P , TA, SF, DPW	1
3 Require developers to pay for or provide all of the additional public facilities necessary (including water and sewer, parks) to support their developments when scheduled facilities planning will not result in the timely provision of services needed. For example, continue to require that developers provide open space in their developments or the payment of a fee in-lieu, dedication, reservation or a combination when an individual development project cannot adequately meet the standards in the zoning ordinance.	P , BZ	1
4 Require that no plan for subdivision or development be approved unless the Town determines that adequate facilities are available to support and service the proposed development	P , BZ, PC	1
5 Assure that limitations imposed by environmentally sensitive areas are considered when planning extensions of public facilities. For example, continue to implement provisions in the Town's development ordinances to preserve floodplains, wetlands and other ecologically significant areas.	P , BZ, PC	1

Policy/Action Summary (see Chapters for full text)	Responsibility (Lead in bold)	Timeframe
<p>6 Support the expansion of parks and recreation facilities to serve the Town's existing population as well as its future needs.</p> <ul style="list-style-type: none"> a. Consider the development of a community park in the range of 75 to 100 acres, including an active recreational uses, in the Town and/or the identified growth areas. b. Explore the concept of developing an indoor sports complex or recreation center in or around Elkton, in collaboration with the County or through a private or non-profit organization. c. Take the lead in ensuring the implementation of the East Coast Greenway within Elkton d. Identify opportunities to market Elkton as a regional destination along these trails. e. Ensure that parks are linked to the rest of Town by sidewalks and paths. 	PR , P, EA	2
<p>7 Support a range of educational opportunities for Town residents in facilities located in Elkton.</p> <ul style="list-style-type: none"> a. Collaborate with Cecil College to support the college's educational and facility goals and provide further development and revitalization opportunities in Downtown Elkton. 	P	3
<p>8 Support the development of health care facilities serving the local population.</p> <ul style="list-style-type: none"> a. Support the expansion of Union Hospital in Downtown Elkton. b. Support the expansion of transit service providing residents with access to local health care facilities. c. Participate in collaborative efforts among the Union Hospital, the Cecil County Health Department, Social Services and charitable organizations to increase the availability of health care. 	P , EA, DPW	2
<p>9 Encourage recycling and reuse of refuse by residents and businesses and pursue options to support curbside recycling services.</p>	DPW	2
<i>Housing</i>		
<p>1 Strive for a balance in the Town's housing stock, from affordable, workforce housing to higher-value homes, to meet the needs and financial abilities of a broad range of current and future residents</p>	P , HA	1
<p>2 Encourage the development of medium and high value housing, especially in growth areas, mixed-use areas, redeveloping areas, and Downtown Elkton.</p> <ul style="list-style-type: none"> a. Support the recommendations of the transit-oriented development study for land use changes in Downtown Elkton that support housing development and redevelopment opportunities. b. Provide increased housing, particularly in the downtown area, for small families, including the elderly, semi-retired, and other families with no children. 	P , EA	2
<p>3 Continue to encourage opportunities for families to live in adequate homes in affordable price ranges.</p> <ul style="list-style-type: none"> a. Complete an affordable housing study to detail the Town's affordable housing supply. b. Coordinate with Cecil County to share the responsibility of assuring an adequate supply of affordable housing in the region to meet the needs of the areas low- to moderate-income families. c. Assist residents, particularly people with lower incomes, to utilize housing programs to meet their needs. d. Encourage homeownership. 	P , BZ, HA	2

Policy/Action Summary (see Chapters for full text)		Responsibility (Lead in bold)	Timeframe
4	<p>Ensure high standards of quality in new construction, with sensitivity to housing affordability.</p> <ul style="list-style-type: none"> a. In reviewing and updating the Zoning Ordinance, consider tools such as design standards and a Traditional Neighborhood Design ordinance to identify and codify the Town’s goals for future residential development. b. Review the Town’s housing and building codes to assure that they create the Town’s desired outcomes for residential development. c. Require site plan and planning review for all major developments to ensure a functional design, quality living environment, and compatibility with overall Town character. d. Ensure that multi-family residential development provides adequate community open space, landscaping and parking. 	P, BZ, PC, MC	1
5	<p>Encourage the maintenance and upkeep of existing housing and stimulate the replacement of housing that becomes unfit for human habitation.</p> <ul style="list-style-type: none"> a. Continue to encourage the renovation or removal of substandard housing. b. Preserve housing in good condition from replacement by other uses or public facilities unless a greater public need would be served by such action. c. Support safe and comfortable living conditions by protect residential neighborhoods from incompatible activities and land uses. 	BZ, P, HA	1
6	<p>Support a sustainable development pattern by adopting “green building” principles in residential development.</p> <ul style="list-style-type: none"> a. Develop minimum energy efficiency standards and a rating system for new residential development. 	P, BZ, TA	2
<i>Economic Development</i>			
1	Expand the Town’s employment base while maintaining its environmental and aesthetic character	P, PC, MC	1
2	<p>Continue to work with the Maryland Department of Business and Economic Development, the Cecil County Office of Economic Development and the Cecil County Economic Development Commission to attract and retain businesses to the Town and diversify the Town’s employment base.</p> <ul style="list-style-type: none"> a. Coordinate with the Office of Economic Development to attract clean, select and light industries to the Town. b. Evaluate potential industrial and employment uses to ensure that they will be compatible with the Town’s character and will produce jobs and benefits for residents without causing adverse environmental, operational or visual impacts. c. Work with existing businesses and industries to maintain and expand their operations within the Town. 	P, PC, MC, TA	1
3	Direct employment uses to areas of Town served by major transportation facilities. Implement this policy within existing and planned transportation networks, to the extent possible.	P, DPW, PC	1
4	<p>Provide a variety of attractive, safe, and convenient employment sites suitable in terms of size, location, physical characteristics of the land, and accessibility to transportation.</p> <ul style="list-style-type: none"> a. Ensure that adequate community facilities, particularly water and sewerage infrastructure, are available for desirable new industrial uses. b. Protect land with potential for economic and industrial development from encroachment by other land uses. 	P, BZ	1

Policy/Action Summary (see Chapters for full text)	Responsibility (Lead in bold)	Timeframe
5 Encourage industrial uses to locate in campus-like business parks to create attractive areas for economic development and reduce the amount of street frontage devoted to industrial uses. a. Support industrial and employment sites that are large enough to support the development of business parks. b. Review the zoning regulations relative to industrial uses to assure that the regulations provide for the appropriate location of buildings and service areas, attractive architecture, effective buffering, and site landscaping.	P , PC, MC	1
6 Implement the major recommendations of the 2003 Downtown Master Plan, especially issues related to gateways to downtown, the edges of the Central Business District, parking and wayfinding systems.	P , EA, BZ, PC, MC	2
7 Initiate and encourage joint public/private efforts to improve community appearance and property maintenance in industrial and commercial areas. For example, support continued façade improvements in the CBD.	EA , DPW, P	1
8 Minimize the undesirable effects of industry, such as smoke, odor and noise, to protect public health and safety.	BZ	1
9 Coordinate with Cecil County to plan for and implement commercial and industrial development of the Highway Interchange District.	P	3
<i>Historic Resources</i>		
1 Encourage the identification, preservation, rehabilitation and restoration of historic residential, commercial and industrial buildings within the Town, regardless of location. a. Support efforts to preserve historic sites and structures as examples of Elkton's community heritage to the extent possible. b. Consider amending the boundaries of the Elkton Historic District to include additional historic sites and structures within Downtown Elkton. c. Coordinate with the Maryland Historical Trust and local historic organizations to share information on potential historic sites and resources. d. Maintain a comprehensive listing and map of historic sites and resources as a means to review the potential impact of historic sites from proposed development projects.	HC , P, EA	1
2 Promote historic preservation as a means to reinforce in the public a sense of identity and place in Elkton. a. Collaborate with residents and community groups to develop tools and programs to protect historic sites and resources. b. Create an education and public awareness program to encourage public participation in historic and cultural resource programs. c. Support the efforts of local organizations that promote and educate the public about Elkton's historic and cultural resources.	HC , P, EA	1

Policy/Action Summary (see Chapters for full text)		Responsibility (Lead in bold)	Timeframe
3	Encourage community revitalization through the renovation or adaptive reuse of older structures.	P , BZ, PC, WA	2
	a. Support adaptive reuse that maintains the structural integrity of the structure and is in keeping with the goals of the Comprehensive Plan.		
	b. Identify and participate in state and federal programs that assist in the restoration and maintenance of historic structures.		
	c. Review the zoning ordinance to ensure that it allows for a range of potential reuses of historic structures in keeping with the goals of the Town.		
	d. Consider local incentives to encourage the preservation of historic structures, including tax incentives for major structural or exterior renovation, the donation of protective historic easements, or reduced parking requirements.		
	e. Encourage property owners to use programs that assist in restoration and adaptive reuse of buildings.		
4	Enhance and promote historic resources to expand tourism.	P , EA, HC	2
	a. Promote local historic sites through tourism efforts and business services that complement historic areas.		
	b. Develop marketing materials that promote the Elkton Historic District and the Town's historic features to attract tourism to Downtown Elkton		
5	Ensure that archeological sites are protected by reviewing the zoning and subdivision regulations to require that developers identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site.	P , BZ, PC	1
<i>Implementation</i>			
1	Review the Town's ability to provide and pay for the public services and facilities needed to support future growth	P , TA, F	1
2	Implement a Capital Improvements Program (CIP) to plan for public infrastructure improvements for which the Town is responsible	P , MC, PC, F, TA	1
3	Coordinate with Cecil County to implement the Comprehensive Plan, especially in relation to future growth areas.	P , PC	1