PROJECT IDENTIFICATION
TOWN OF ELKTON
DOWNTOWN TRIANGLE STORMWATER DRAINAGE

Location Description
38.40835, -78.62224
Downtown triangle east of the railroad and along W. Spotswood Trail near the town pavilion.

Project Issue
Stormwater flooding - This location is a low-lying area downtown with minimal stormwater conveyance infrastructure (**Figure 1**, **Figure 3**). Runoff from storm events concentrates in this location from Ashby Avenue, along W. Spotswood Avenue toward Warren Street, and beyond where it pools. Water pooling in this intersection poses a traffic safety hazard. Stormwater also floods nearby businesses, creating a hazard for pedestrians and business owners.

Project Purpose
Install/upgrade stormwater retention and conveyance infrastructure to mitigate flooding impacts on existing businesses and roads.

Identified Constraints
a. Land acquisition and/or easements may be necessary depending on location of current stormwater infrastructure and route of proposed connections
b. Portions of project are within FEMA floodplain
c. Proximity to local businesses and private properties
d. VDOT involvement

Additional Information Needed
a. Presence of utilities
b. Existing stormwater infrastructure locations and capacity information

Project Proposal and Planning-Level Cost Estimate
Some of the flooding challenges in this location could be solved by implementing new stormwater infrastructure and connecting to the existing conveyances. Currently, rainwater flows across the landscape, collecting onto W. Spotswood Trail. This then runs uninterrupted along the roadway downhill towards the Downtown Triangle (**Figure 1**). There is currently a bioretention pond on a Town-owned parcel (**Figure 2**, **Figure 3**;); however, the outfall from this is routed directly onto Warren Street, which leads to W. Spotswood Avenue. A stormwater system survey and study would be required first to verify the current capabilities of the system, identifying locations that would be most suitable for upgrades and planned routes for connections. Extending the stormwater

drainage system along W. Spotswood Avenue, Warren Street, and Ashby Avenue would collect this stormwater and reduce roadway flooding. Improved curb and gutter with appropriate curb inlets installed along each of these streets would collect and convey stormwater underground to alleviate flooding downhill. A preliminary engineering review conducted by a town-retained engineer previously confirmed that the downstream stormwater infrastructure has the capacity to convey the additional flow volume from this area, which will be corroborated as part of the design study.



Figure 1. Photograph of W Spotswood Ave facing southwest displaying the businesses experiencing the most severe flooding.



Figure 2. Photograph of existing detention pond on town-owned parcel facing south along Warren St.



Figure 3. Map of Elkton in proximity to Ashby Ave and Warren St.

ITEM/DESCRIPTION	QTY	UNIT	UNIT COST	ITEM SUB-TOTAL	EXTENDED SUB-TOTAL
Survey and Design					**$350,000**
Construction Administration and Oversight					**$150,000**
Access and ESC					**$85,000**
Traffic Control	90	DAY	$500	$45,000	
Erosion Control Measures				$40,000	
Construction					**$2,028,000**
Stakeout and As-Built	1	LS	$36,000	$36,000	
Mobilization	1	LS	$109,000	$109,000	
Excavation and Hauling	2700	CY	$100	$270,000	
Curb Drop Inlets	12	EA	$10,000	$120,000	
Storm Sewer Pipe	3000	LF	$300	$900,000	
Curb & Gutter	3000	LF	$50	$150,000	
Concrete Sidewalk	2700	SQ YD	$80	$216,000	
Pavement Replacement	2700	SQ YD	$80	$216,000	
Mill and Overlay	200	SQ YD	$25	$5,000	
Striping	3000	LF	$2	$6,000	
Contingency (30%)					**$783,900**
TOTAL ESTIMATED BUDGET					**$3,396,900**

The table above presents the estimated costs for design and installation of a storm sewer system along 900 linear feet of Spotswood Avenue, 200 linear feet of Ashby Ave, and 400 linear feet of Warren Street, adding storm sewer under sidewalk. The survey, study, and design could be approached separately from the construction efforts to allow a more refined estimate of construction costs.

Possible Alternatives and Additional Considerations

There are other design practices that could be implemented to manage flooding in the area. The current bioretention pond on the Town parcel could be retrofitted to increase the storage volume, but the topography and surrounding structures limit the amount of increase likely to be attained. Alternatively, other nature-based designs, such as a bioswale or rain garden could be constructed on Town-owned land. These solutions would work to filter pollutants and recharge groundwater; however, these structures would likely provide little extra flood mitigation when compared to the stormwater infrastructure improvements above. Tree box filter (e.g. Filterra) units could also be installed with the curb and gutter improvements as a green alternative to trap sediment and filter other pollutants before runoff enters the stormwater infrastructure. This alternative would need to be balanced against costs and increased maintenance efforts.

The Town could also provide incentives for local businesses to acquire removable flood shields to prevent floodwater from entering the buildings or pursue permanent floodproofing options.

TMDL/MS4 Considerations

Elk Run does not have an approved TMDL. The South Fork Shenandoah River, which drains Elk Run and portions of the Town of Elkton, does have a TMDL. The South Fork Shenandoah River is listed as having a benthic impairment with a benthic stressor analysis identifying sediment and phosphorus as pollutants of concern, though the TMDL noted that upstream TMDLs would sufficiently address those pollutants. Additionally, the South Fork has approved TMDLs for bacteria and mercury levels. Infrastructure improvements alone would do little to address these pollution concerns, but a hybrid approach with a combination of these improvements and a nature-based solution could work to both reduce flooding and treat pollutants. Rockingham County became an MS4 permittee in 2025 and could be approached for interest in partnering if proposed work in the future seems likely to reduce pollutant loadings that would be beneficial to meeting permit requirements.

Assumptions

Watershed (via StreamStats 8/10/2026) is 0.05 square miles at the railroad crossing on W Spotswood Trail.

Existing stormwater system along Spotswood Trail assumed to be in good condition and adequate to handle the added collection from Ashby, Warren, and Spotswood Ave. Estimates assume: 900 lf of Spotswood Avenue, 200 lf of Ashby Ave, and 400 lf of Warren Street, adding storm sewer under sidewalk on both sides.

Recommended Next Steps

Begin outreach to VDOT regarding potential improvements as W. Spotswood Trail (US Route 33) is a VDOT-maintained road. Evaluate funding options.

References

Engineering Concepts, Inc. 2009. Bacteria TMDL Development and Benthic Stressor Analysis for South Fork Shenandoah River

USGS. StreamStats v4.33.0. Accessed online 7 August 2026.

Virginia Department of Environmental Quality. 2009. Total Maximum Daily Load Development for Mercury in the South River, South Fork Shenandoah River, and Shenandoah River, Virginia

PROJECT IDENTIFICATION

TOWN OF ELKTON

ELK RUN CORRIDOR DOWNTOWN RESIDENTIAL AND COMMERCIAL FLOODING MITIGATION

Location Description

38.40689, -78.6226

Elk Run corridor through downtown residential and commercial area, from the railroad tracks southward toward the river confluence (**Figure 1**); key impact areas include properties from Shenandoah Avenue east along Wirt Avenue and Water Street to Harnsberger Street.

Project Issue

Riverine backwater flooding — during riverine flood events, South Fork Shenandoah River backwater effects prevent Elk Run from draining freely, backing up along its corridor and inundating adjacent residential and commercial properties. The railroad track embankment impounds water on both sides during high-flow events. Town staff estimate flooding to occur at severe levels approximately every 30–40 years and noted one NFIP repetitive loss property documented on Harnsberger Street. A stream restoration project is already under way on this section of Elk Run to address channel conditions. Some newer properties along the corridor were constructed with flood resilience in mind, but many older properties have not been retrofitted.

Project Purpose

Reduce flood risk to residential and commercial properties along the Elk Run corridor subject to backwater flooding during major river events and address documented repetitive loss property on Harnsberger Street.

Identified Constraints

a. Probability of land acquisition
b. Coordination with railroad operator
c. Cooperation across private and public properties

Additional Information Needed

a. Flood study/model
b. Elk Run Stream Restoration details

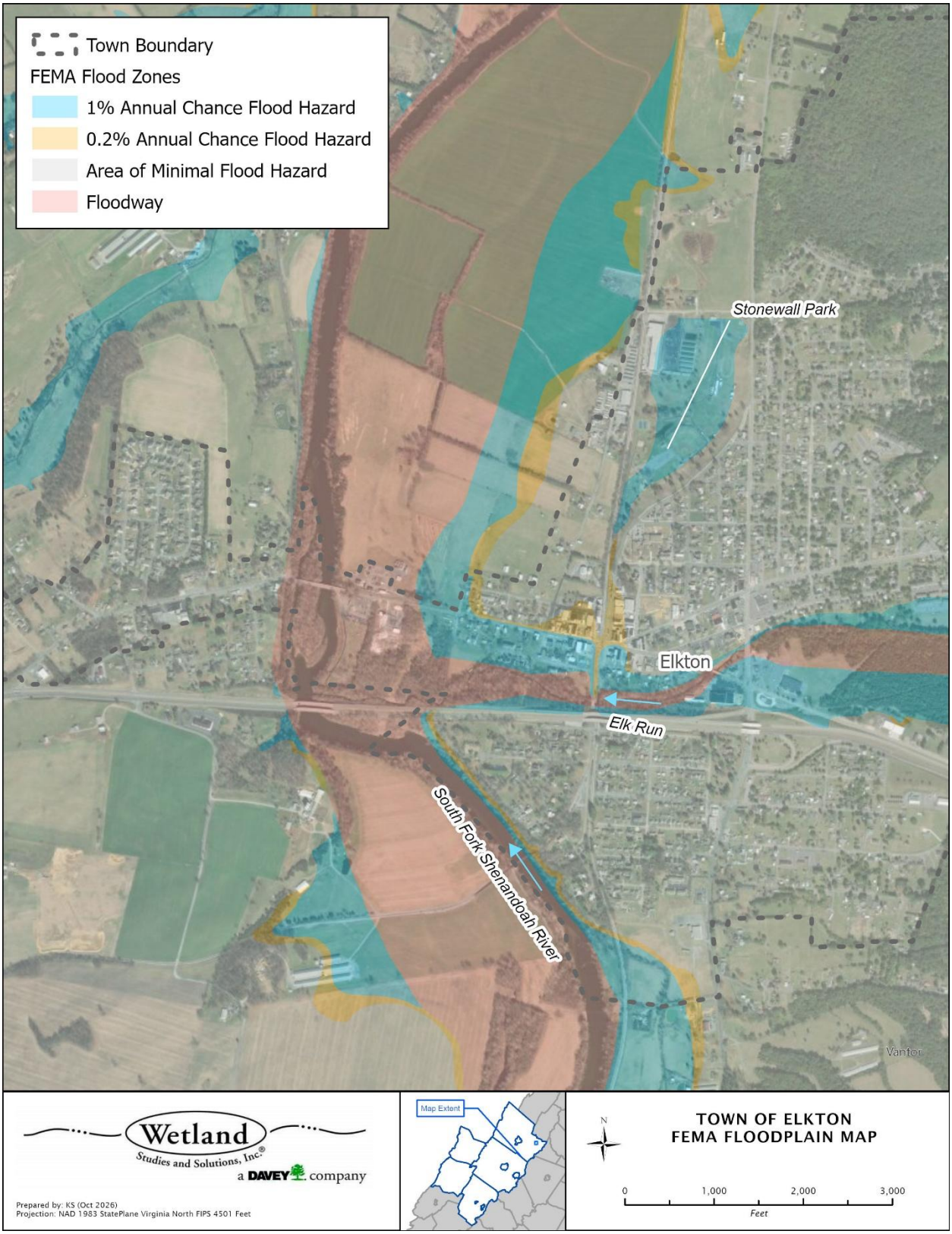

Figure 1. FEMA Floodplain area map showing the interaction of Elk Run and the South Fork Shenandoah River.

Project Proposal and Planning-Level Cost Estimate

To address the backwater flooding concerns from the South Fork Shenandoah River into Elk Run, certain properties should be considered for a voluntary buyout. One property has already been identified as a repetitive loss and should be considered for voluntary acquisition. Several other properties are within the FEMA's Special Flood Hazard Area (SFHA), the one percent annual chance flood hazard zone (**Figure 2**).

The ongoing Elk Run Stream Restoration project may provide incidental flood reduction, depending upon the level of floodplain storage that may be added. The final design, if a significant change to the existing conditions, could warrant evaluation of possible changes to the SFHA.

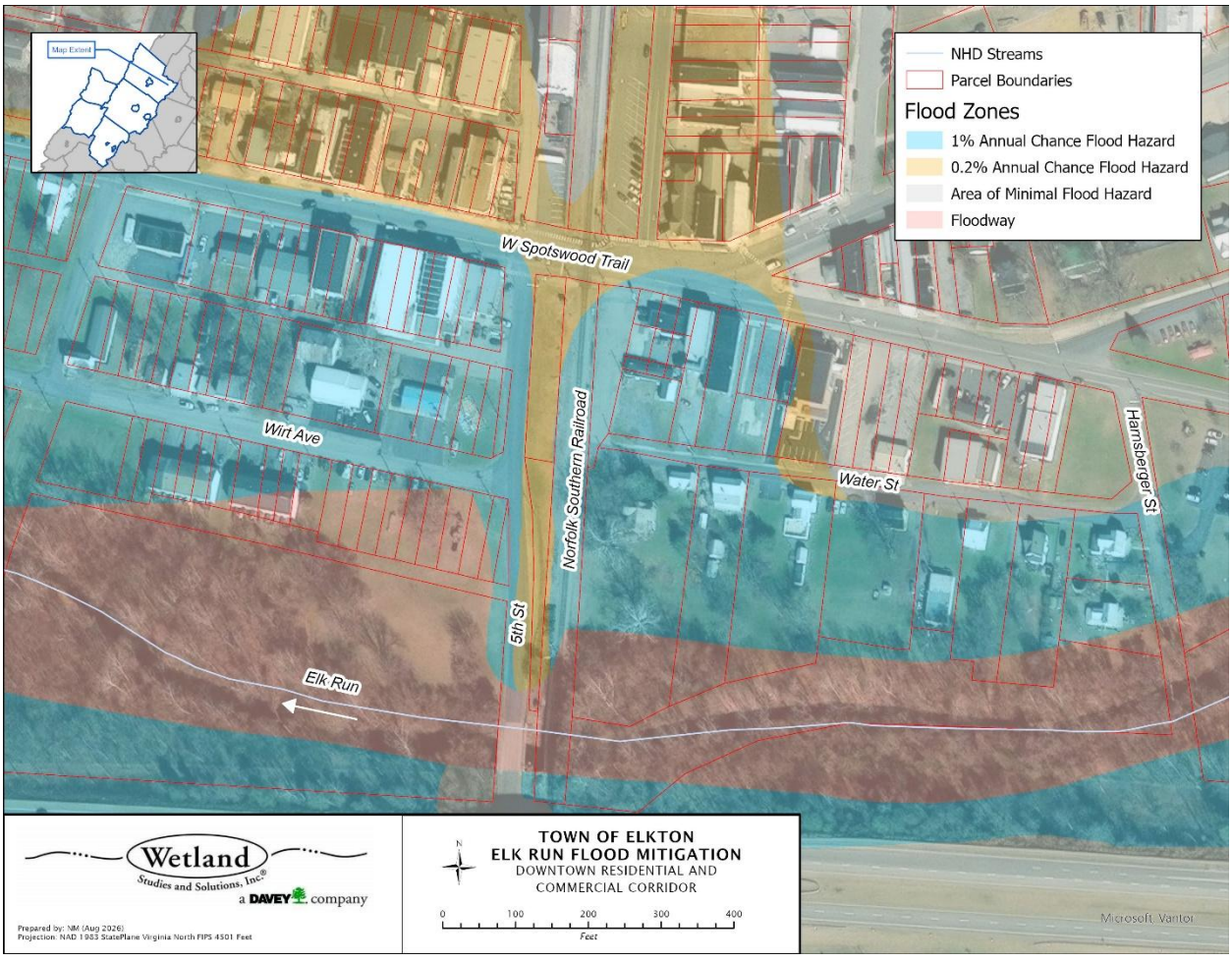

Figure 2. Site map of Elk Run and adjacent properties

ITEM/DESCRIPTION	QTY	UNIT	UNIT COST	ITEM SUB-TOTAL	EXTENDED SUB-TOTAL
Property Buyout and Demolition					**$163,000**
Contingency (30%)					**$48,900**
TOTAL ESTIMATED BUDGET					**$211,900**

Possible Alternatives and Additional Considerations

While the repetitive loss property is the highest priority, incentives for other property owners within the SFHA can be evaluated. If owner interest is high enough, the Community Flood Preparedness Fund could be leveraged to aid in the implementation of flood resilience retrofits for other properties – or additional property acquisitions. This would do little to decrease the extent or severity of flooding, but it would work to partially protect the properties and ease the recovery for these residents post-flooding.

The Town could also explore additional stream restoration projects along Elk Run that could focus specifically on increasing floodplain storage. Such projects would be eligible for CFPF funding.

TMDL/MS4 Considerations

Rockingham County became an MS4 permittee in 2025. Elk Run does not have an approved TMDL. The South Fork Shenandoah River, which drains Elk Run and portions of the Town of Elkton, does have an approved benthic TMDL addressing sediment and phosphorus as pollutants of concern, though the TMDL noted that upstream TMDLs would sufficiently address those pollutants. Additionally, the River has approved TMDLs for bacteria and mercury levels. Property modifications would do little to decrease pollutants, but stream restoration projects may assist in decreasing sediment and nutrient loads from channel erosion.

Assumptions

Watershed (via StreamStats 8/10/2026) is 15.4 square miles south of Wirt Ave

References

Engineering Concepts, Inc. 2009. Bacteria TMDL Development and Benthic Stressor Analysis for South Fork Shenandoah River

USGS. StreamStats v4.33.0. Accessed online 8 August 2026.

Virginia Department of Environmental Quality. 2009. Total Maximum Daily Load Development for Mercury in the South River, South Fork Shenandoah River, and Shenandoah River, Virginia

PROJECT IDENTIFICATION

TOWN OF ELKTON

STONEWALL PARK LOW-LYING DRAINAGE AREA IMPROVEMENTS

Location Description

38.41435, -78.62215

Low-lying depression adjacent to baseball field outfield in Stonewall Park, between the walking trail and outfield; restroom building adjacent to the drainage depression (**Figure 1**).

Project Issue

Stormwater drainage — depression receives stormwater runoff from surrounding uphill neighborhood and ponds during rain events, flooding the baseball field outfield and adjacent restroom building area. Town staff operate a 2-inch pump for water removal to divert water into stormwater system conveying water south, but note that in major events that is insufficient.

Project Purpose

Reduce ponding depth and duration of the depressional area, protecting park facilities and restoring timely usability of the baseball field and adjacent areas after rain events.

Identified Constraints

a. Infrastructure within park
b. Avoid disturbing regular park activities
c. FEMA floodplain

Additional Information Needed

a. Accurate watershed area – unmapped stormwater infrastructure noted conveying to park
b. Existing stormwater infrastructure locations/capacity

Project Proposal and Planning-Level Cost Estimate

A stormwater detention basin could be installed in this low-lying area between the baseball outfield and the walking path, where the stormwater currently collects. This new basin could connect to the existing conveyance that drains the current depression (**Figure 2**, **Figure 3**). Per Town Staff, the existing conveyance pumps stormwater through a conveyance parallel to the railroad tracks south toward US Route 33 where it joins other collected stormwater directed toward Elk Run. A new basin in the existing depression would receive the stormwater from the adjacent neighborhood, store this water, and slowly release it back into the existing infrastructure. Inclusion of a bioretention cell in the design would enable infiltration and pollutant treatment in addition to flood detention. Additionally, this project might assist in flooding concerns in other locations

identified by Town officials. A detention basin in this location could help mitigate flooding impacts on the Stonewall Park Well House, which Town staff identified as vulnerable to flooding.



Figure 1. Site map for Stonewall Park along N Terrace Avenue with notable landmarks



Figure 2. Drainage depression between baseball field and walking trail, with surrounding hillside from local neighborhood in the background; photograph was taken facing southeast.



Figure 3. Drainage depression outlet with drop inlet visible at center and restroom building in the background; photograph was taken facing south

ITEM/DESCRIPTION	QTY	UNIT	UNIT COST	ITEM SUB-TOTAL	EXTENDED SUB-TOTAL
Design and Survey					**$84,000**
Construction Survey and Inspections					**$15,000**
Access and Erosion/Sediment Control					**$30,500**
Construction - Detention Basin					**$200,650**
Stakeout and As-Built	1	LS	$36,000	$36,000	
Mobilization	1	LS	$9,500	$9,500	
Excavation	2200	CY	$20	$44,000	
Excess Material Load & Haul Offsite	2200	CY	$45	$99,000	
Grading	0.25	AC	$9,000	$2,250	
Outlet Structure	1	EA	$6,000	$6,000	
Permanent Seeding and Straw/Matting	1300	SY	$3	$3,900	
Contingency (30%)					**$99,045**
TOTAL ESTIMATED BUDGET					**$429,195**

Possible Alternatives and Additional Considerations

The Town currently employs a 2-inch pump to remove water from the baseball field and other facilities, which Town staff note often takes multiple days to divert the collected water, limiting usability of the park after storm events. The Town could invest in larger equipment with the capability to pump water during larger floods and potentially expand the inlet system (**Figure 3**) to convey floodwater more efficiently. This design would likely also require replacing the conveyance pipes to match the increased capacity and verifying the capacity of the receiving storm system. These two solutions would sufficiently address the flooding issues within the park, but it may worsen flooding in other locations downstream. The Town could also consider installing a bioretention cell or similar structure. This would provide both a volume reduction in the volume of flood water and certain nutrients. These systems allow water to infiltrate back into the ground, while plants filter nutrients and other pollutants. This alternative would be effective and provide a nature-based solution, but these benefits are likely to come with increased costs.

Work addressing flooding in the park could reduce the incidence of water encroaching near the well house, noted in another proposed project.

TMDL/MS4 Considerations

The South Fork Shenandoah River has an approved TMDL for a benthic impairment addressing sediment and phosphorus, though the TMDL noted that upstream TMDLs would sufficiently address those pollutants. Additionally, the River has approved TMDLs for bacteria and mercury levels. Installation of a bioretention cell or similar infiltration BMP as part of the detention basin would help address these pollutants of concern. Rockingham County became an MS4 permittee in

2025, and so there may be interest in partnering on a project impacting TMDL-pollutants, especially as the area is in the 2020 Census Urbanized Area.

Assumptions

Watershed (via StreamStats 8/14/2026) is 0.09 square miles on the western side of Shenandoah Ave.

Excavation volumes approximated at a 0.25 acre footprint for the basin and an average excavation depth of 5 ft. Calculations for design in further iterations will refine the volume estimates. The current pump and conveyance system is assumed to be in good repair and able to be re-used.

Recommended Next Steps

Assess interest in a BMP in this location and map/survey stormwater system to better understand both the area draining to the park and the flow paths of water being pumped out of the basin.

References

Engineering Concepts, Inc. 2009. Bacteria TMDL Development and Benthic Stressor Analysis for South Fork Shenandoah River

USGS. StreamStats v4.33.0. Accessed online 14 August 2026.

Virginia Department of Environmental Quality. 2009. Total Maximum Daily Load Development for Mercury in the South River, South Fork Shenandoah River, and Shenandoah River, Virginia

PROJECT IDENTIFICATION

TOWN OF ELKTON

STONEWALL PARK WELL HOUSE FLOOD VULNERABILITY IMPROVEMENTS

Location Description

38.41324, -78.62153

Well house located in Stonewall Park near the baseball field home plate area.

Project Issue

Critical facility flood vulnerability — primary drinking water supply well house in FEMA floodplain. A significant flood event could damage electrical/chemical systems within the well house and/or contaminate the well casing, disrupting the town's water supply. Town staff note no flooding reported in recent memory, but floodplain location constitutes an ongoing public health risk. Potentially impacted by pluvial flooding in the nearby depressional area in Stonewall Park.

Project Purpose

Protect the town's primary drinking water well house from flood-related equipment damage and contamination.

Identified Constraints

a. Infrastructure within park
b. Avoid disturbing regular park activities
c. SFHA permitting requirements depending on flood protection measures implemented
d. Potential disruption of water supply
e. VDH requirements

Additional Information Needed

a. Well casing integrity
b. Equipment elevation relative to flood elevation

Project Proposal and Planning-Level Cost Estimate

Being located within a FEMA Special Flood Hazard Area (SFHA) 1% annual chance flood hazard zone (**Figure 1**, **Figure 2**), the elevation of the well house and associated electrical equipment, chemical storage, tanks, etc. compared to the base flood elevation must be determined as a first step. Being at the edge of the SFHA, it is possible that electrical equipment is already above BFE, which should be verified in the planning phase. If appropriate, the existing door could be replaced with a flood door or gate. The structure should be evaluated for additional floodproofing in order to shield the housed electrical components and treatment chemicals. The well casing itself should also be inspected to identify any potential weaknesses and repaired if needed to protect against

flood water intrusions both above the surface and from elevated soil water pressure during flood conditions.

ITEM/DESCRIPTION	QTY	UNIT	UNIT COST	ITEM SUB-TOTAL	EXTENDED SUB-TOTAL
Floodproofing Survey and Design					**$41,000.00**
Preliminary Floodproofing Implementation					**$20,000.00**
Flood Door	1	LS	$15,000.00	$15,000.00	
Well Casing Inspection	1	LS	$5,000.00	$5,000.00	
Contingency (30%)					**$18,300.00**
TOTAL ESTIMATED BUDGET					**$79,300.00**

The table above presents estimated costs for survey, H&H study, assessment of potential floodproofing efforts for the well house and estimated costs for some preliminary floodproofing steps: installation of a flood door and a structural inspection of the well casing. Should the survey verify that all necessary equipment is above the BFE, the decision to pursue H&H modeling and/or floodproofing measures can be evaluated for necessity, but the inspection of the well casing is still recommended for pursuit to determine the possibility of groundwater intrusion.



Figure 1. Flood map for Stonewall Park, noting important infrastructure

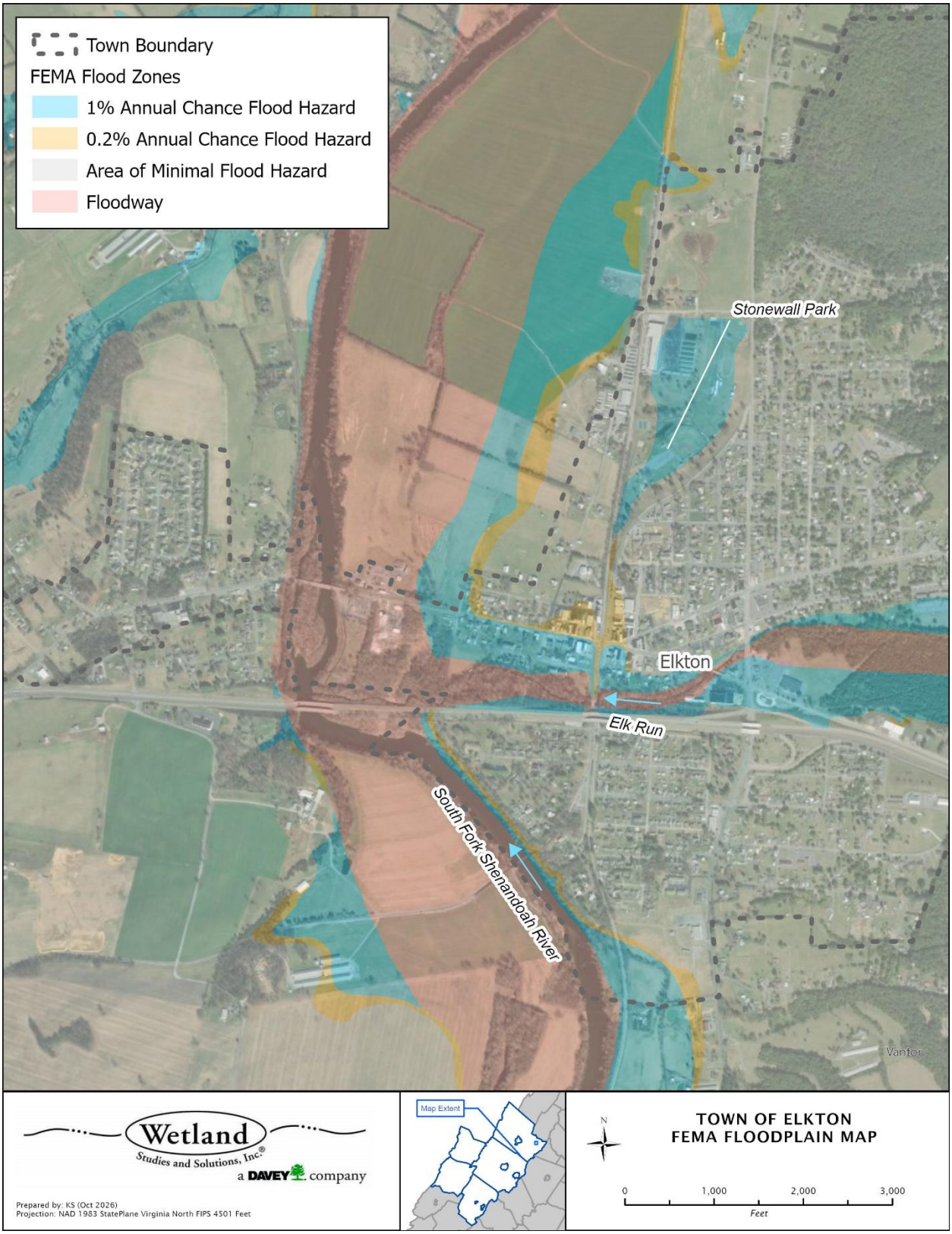

Figure 2. FEMA Floodplain area map showing the orientation of the regulatory floodplain through the park in relation to the overall Elk Run and South Fork Shenandoah River regulatory floodplains and floodways.

Possible Alternatives and Additional Considerations

Work outlined in other identified projects could better protect this location from flooding. In particular, the improvements proposed to managing stormwater collecting in the current stormwater depression near the outfield of the baseball field might also work to reduce the severity of flooding at the nearby well house. Increasing the capacity and conveyance for the proposed stormwater detention structure would decrease flood risk to the well house. Additionally, floodplain studies for the two projects could be combined to reduce cost and avoid duplicate efforts.

Different types of flood barriers could be implemented, depending on the base flood elevation and the desired level of protection. Passive flood barriers could be explored, though they often are high-cost solutions. Active flood barriers would lead to more work for Town employees in preparation for floods, requiring installation prior to each flood event, but are generally lower cost.

TMDL/MS4 Considerations

The South Fork Shenandoah River has an approved TMDL for a benthic impairment addressing sediment and phosphorus, though the TMDL noted that upstream TMDLs would sufficiently address those pollutants. Additionally, the River has approved TMDLs for bacteria and mercury levels. Rockingham County became an MS4 permittee in 2025, though floodproofing of structures is unlikely to generate pollutant reductions towards permit goals. This is an aspect to consider into the future as the area is in the 2020 Census Urbanized Area.

Assumptions

Watershed (via StreamStats 8/17/2026) is 0.06 square miles, taken from the Stonewall Park parking lot.

Recommended Next Steps

Pursue survey of structures and equipment to evaluate elevation compared to BFE, have well casing inspected for potential groundwater intrusion.

References

Engineering Concepts, Inc. 2009. Bacteria TMDL Development and Benthic Stressor Analysis for South Fork Shenandoah River

USGS. StreamStats v4.33.0. Accessed online 17 August 2026.

Virginia Department of Environmental Quality. 2009. Total Maximum Daily Load Development for Mercury in the South River, South Fork Shenandoah River, and Shenandoah River, Virginia

PROJECT IDENTIFICATION
TOWN OF ELKTON
WASTEWATER TREATMENT PLANT FLOOD VULNERABILITY MITIGATION

Location Description
38.40973, -78.63345
Wastewater treatment plant adjacent to South Fork Shenandoah River near public boat landing and Rockingham County refuse transfer site, at downstream end of town where Elk Run Creek meets the river

Project Issue
Critical facility flood vulnerability — Town staff noted that main treatment structures had been elevated ~2 ft above BFE, but access roads, electrical systems, chemical storage, and adjacent facilities remain at or near floodplain grade (**Figure 1**). Location at the Elk Run/South Fork confluence causes compounded flood depths when river rise prevents Elk Run from draining freely; historical flood events (1985, mid-to-late 1990s) severely inundated the area.

Project Purpose
Evaluate risk to $25M wastewater treatment facility from flood damage and assess methods to reduce risk of operational failure, public health impacts, and environmental risk to the South Fork Shenandoah River during flood events

Identified Constraints
a. Permitting requirements for work within FEMA floodplain
b. Disturbance of wastewater treatment plant function
c. VADEQ requirements

Additional Information Needed
a. Utility locations
b. H&H study
c. Storage tanks buoyancy and potential for dislodging

Project Proposal and Planning-Level Cost Estimate
Due to the complicated nature of working within the floodway and the importance of the wastewater treatment plant, it is recommended that the Town first performs an H&H study and preliminary engineering report to evaluate extent of flood vulnerability. This study would help to inform the Town about anticipated flooding extents, areas of impact, and infrastructure vulnerability. These studies could then inform actions to mitigate flooding impacts on the site.



Figure 1. Elkton wastewater treatment plant with other notable landmarks in the floodplain labeled.

ITEM/DESCRIPTION	QTY	UNIT	UNIT COST	ITEM SUB-TOTAL	EXTENDED SUB-TOTAL
Study and Plan Development					**$120,000.00**
Site Survey	1	LS	$25,000.00	$25,000.00	
H&H Study	1	LS	$45,000.00	$45,000.00	
Preliminary Engineering Report	1	LS	$50,000.00	$50,000.00	
Contingency (30%)					**$36,000.00**
TOTAL ESTIMATED BUDGET					**$156,000.00**

The table above presents estimated costs for a survey of the facility, H&H study, and development of a PER. If the Town has an existing facility plan or engineering report for the plant, significant savings could be achieved by evaluating those documents against existing conditions.

Possible Alternatives and Additional Considerations

Plausible design alternatives would be dependent on the results of the H&H study. The study and engineering report should identify specific infrastructure vulnerable to flooding and the impacts of elevation or other protection strategies to reduce flood risk. Flooding of the access roads was identified as a concern by Town officials. The report should also outline specific strategies for the floodproofing of electrical systems and chemical storage areas to preserve operational integrity during, and facility resilience and recovery following major floods.

Another alternative would be to construct a levee or earthen berm surrounding the site to provide more protection and ensure the buildings on site are properly protected. This would require extensive design and coordination with FEMA. This alternative is likely to come with high costs and should be weighed against the costs of alternative actions.

Given the size of the watershed of the South Fork at the site, a floodplain restoration project is unlikely to provide significant flood elevation reduction.

<u>TMDL/MS4 Considerations</u>

Rockingham County became an MS4 permittee in 2025. South Fork Shenandoah River, which drains the wastewater treatment plant, does have an approved TMDL. The South Fork Shenandoah River is listed as having a benthic impairment with a benthic stressor analysis identifying sediment and phosphorus as pollutants of concern, though the TMDL noted that upstream TMDLs would sufficiently address those pollutants. Additionally, the River has approved TMDLs for bacteria and mercury levels. The infrastructure improvements discussed in the design alternatives would not serve to mitigate pollutants entering the River, providing little to no TMDL benefits.

Assumptions

South Fork Shenandoah River watershed (via StreamStats 8/17/2026) is 1,196 square miles, taken from Elkton Bridge.

Recommended Next Steps

Evaluate any existing plans or documentation for the plant to determine what informational gaps need to be filled or data updated.

References

Engineering Concepts, Inc. 2009. Bacteria TMDL Development and Benthic Stressor Analysis for South Fork Shenandoah River

USGS. StreamStats v4.33.0. Accessed online 17 August 2026.

Virginia Department of Environmental Quality. 2009. Total Maximum Daily Load Development for Mercury in the South River, South Fork Shenandoah River, and Shenandoah River, Virginia