

Leeds General Plan

May 2022



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1 Introduction – Location and Setting

The Town of Leeds is located in southwestern Utah in Washington County. It is defined as a town by the State of Utah because its population is less than 1,000 people. It is located beside Interstate 15 approximately 140 miles north of Las Vegas, Nevada, 15 miles north of St. George, Utah, and 289 miles south of Salt Lake City. The Town of Leeds is close to Zion National Park, Bryce Canyon National Park, Cedar Breaks National Monument, Quail Creek State Park, and Sand Hollow State Park.

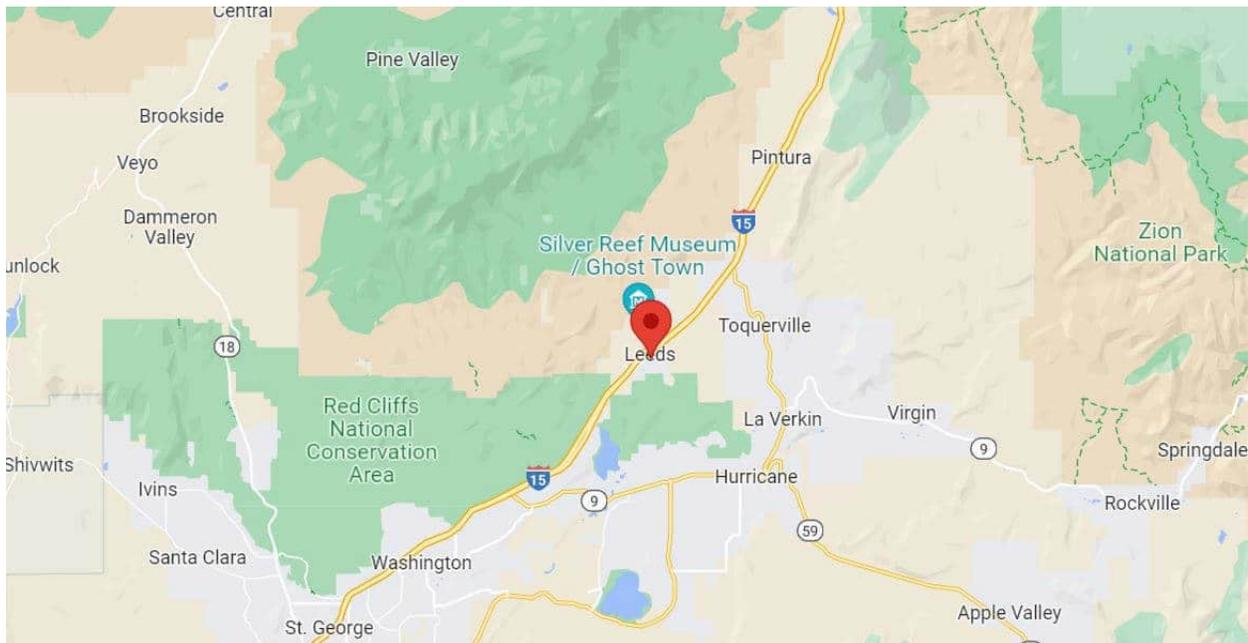


Figure 1-1: Location

1.1 Scope and Purpose of General Plan

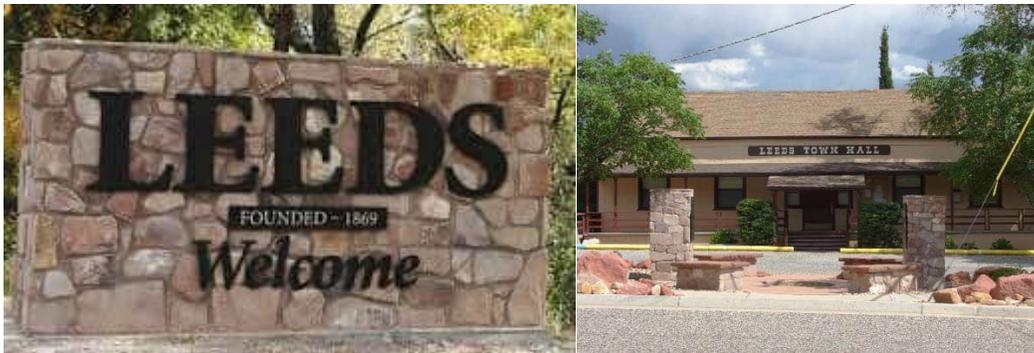
A general plan provides for the overall guidance of any town's growth and sets the course and direction for future development. Policy decisions related to the Town of Leeds' land use decisions should all be consistent with the goals and policies outlined within the general plan. Moreover, the Leeds General Plan is designed to provide policy direction to decision makers when considering development proposals and options for overall town development. The general plan should be updated and reviewed as necessary and updated every five years to ensure the document remains consistent with the Town of Leeds' vision and direction.

1.2 Authority

Title 10-9a-401 of the Utah State Code requires that "each municipality shall prepare and adopt a comprehensive, long-range general plan for:

- (a) present and future needs of the municipality; and
- (b) growth and development of all or any part of the land within the municipality.”

Moreover, subject to Subsection 10-9a-403(2) of the Utah State Code, “the municipality may determine the comprehensiveness, extent, and format of the general plan.” At the time of this writing Leeds is considered to be a “Town – under 1,000 population” as defined by the Utah State Code; therefore, the mandatory elements of this general plan update shall, at a minimum, consist of land use and transportation. The Town of Leeds, however, has decided to also include elements in the general plan consisting of housing, public services, historic resources, environment and conservation, and economic development.



1.3 General Plan Update – Public Process Summary

In late 2021 the Town of Leeds contacted Sunrise Engineering, Inc., to discuss the need for a general plan update. Sunrise Engineering was hired to engage the public, gather community input, and provide an updated general plan document.

The following is the process undertaken by Sunrise Engineering to update the Leeds General Plan:

1. Data Collection:
 - a. Land use inventory – An assessment of zoning and land use patterns within the town’s corporate boundary and potential annexation areas.
 - b. Traffic circulation and patterns.
 - c. Collection of historic data.
2. Stakeholder interviews and community preferences survey:
 - a. A survey of the citizenry was conducted to determine opportunities, constraints, and preferences.
3. Public Participation:
 - a. Sunrise Engineering participated in public hearings before the Leeds Planning Commission and Town Council to obtain input. Citizens were encouraged to

participate; Sunrise heard residents' concerns and then incorporated those comments as much as possible in the general plan update.

- b. Sunrise Engineering also worked closely with the Leeds Steering Committee to gather input from Leeds residents.
- c. Throughout 2022 Sunrise worked to update the general plan to reflect the vision, priorities, and goals outlined by Leeds citizens.
- d. The updated general plan was presented by Sunrise Engineering to the Leeds Planning Commission and Town Council at a public hearing for final comment and adoption.

The document that follows represents a collaborative effort between Leeds residents, business owners, town staff and volunteers, Sunrise Engineering, and numerous local and regional organizations. This collaboration is key to the success of the general plan as a tool to guide future development in the Town of Leeds.

1.4 Major Town General Plan Themes

Below are the key general areas of concern that were identified as a result of the public participation process:



1. Maintaining the Rural, Open and Charming Character of Leeds: Most residents live in Leeds for its rural, agricultural, small-town charm and want to keep that hometown feeling. Development is starting to encroach from surrounding areas, causing the town to develop rapidly and in a possibly uncontrolled manner. Residents believe that it is imperative to keep the rural, hometown feel and control growth now and in the future.
2. Large Lot/Agriculture: Developing into a suburb of the St. George metropolitan area is not desired. Large lot developments and preservation of the town's agricultural and farming heritage is preferred.
3. Infrastructure: Keeping up with infrastructure needs and requirements such as water, possibly sewer and street improvements is necessary.
4. Code Enforcement: Address unkempt properties and enforce existing codes related to property maintenance.



5. Recreational Activities and Parks: Recreational activities such as riding, hiking, and camping are valued. The Town of Leeds is surrounded by public lands, and, as such, there is a desire to see access to public land maintained. Locally, providing more park-related recreational services and facilities is desired.

6. Environment: Maintaining the vistas, views, clean air, and night sky environment are important to residents in the town.

7. Develop and Support for Local Businesses: Supporting of local businesses and restaurants is desired. Lack of local necessary services such as a gas station is a concern.

1.5 Demographic Data

Based on the 2020 Census Data the population of Leeds, Utah, is 864. ([City and Town Population Totals: 2010-2020](#)). Although some population change has occurred since 2020 the demographic information from the census still offers a good representation of the Leeds community. As evidenced in the rest of the State of Utah, growth continues to trend upward in the community and the rate of growth can be variable and somewhat unpredictable.

In 2020 the population of Washington County, Utah, was 182,111. The projected population of Washington County is expected to more than double to 401,757 by 2050. If the Town of Leeds follows the same demographic trend, the population could also double to over 2,000 residents. The previous general plan provided a build-out scenario where the town could increase its population to over 12,000 people given complete annexation by 2050. This build-out scenario is far too optimistic. Given the approach to growth of the town, a population growth in keeping with Washington County trends is more logical and would only occur in Leeds if property is annexed into the town and the town finds the need to embrace higher density zoning (See Appendix A).

For more information regarding the history, culture, and vision of the Town of Leeds, please visit <http://www.leadstown.org/>.



1.6 Annexations

The Town of Leeds presently has several square miles of property identified in its annexation policy map that could be annexed to provide for future growth. The town wants to ensure that only well-planned, cohesive growth occurs in the areas identified in the town's annexation policy map. As such, the town reserves the right as provided under Utah State Code 10-2-4 to annex areas as identified within the annexation area policy plan and map.

2 Land Use Element

2.1 Purpose

The land use element of the general plan is a guide for the future development of the town. The land use element is intended to provide a reference guide for town leadership when deciding upon future land use patterns, development, and vision of the town. Balancing the vision for town development with the overall goals, strategies, and actions contained within this general plan is the intent of the land use element.

2.2 Existing Conditions



In 2022 land uses within the Town of Leeds and areas available to be annexed consist of undeveloped and natural property, low density residential, agricultural, historic resources, and a limited number of commercial businesses along Main Street. There are two RV parks located in the eastern area of town. Presently, there are 401 homes located in Leeds. The areas that could potentially be annexed generally consist of vacant and natural land that includes some areas of existing residential development such as Homespun. Most single-family homes are built on lots ranging from approximately 7,000 square feet in size to over five acres in size. Open space areas located around the Town of Leeds are generally governed by the Bureau of Land Management.

2.2.1 Current Land Use Classifications

Current and proposed general plan land use designations consist of the following: Commercial, Mixed Use (Commercial or 0-4 du/ac or both), Open Space, Estate Residential (1 du/ac), Rural Residential (1 du/5 acres), Low Density Residential (0-4 du/ac), High Density Residential (up to 5 du/ac), Institutional, Historic Preservation and Agriculture (see Figure 2.1).

The Town of Leeds Zoning Ordinance presently lists ten separate residential zones, several of which are not presently utilized. Four overlay land use designations also exist within the zoning ordinance (HPO – Hillside Protection Overlay, L-X Lot Size, E-X Environmental, HIST – Historic – not yet created). A mixed-use zone was part of the zoning ordinance, but it was repealed by the town council in 2016.

2.2.1.1 Residential Land Uses - Zoning

The intent of zoning within the Town of Leeds is to provide for logical and cohesive development of the town. Permitted uses, conditional uses and setback requirements provide for logical and consistent development of the town while also providing property owners the latitude to enjoy

their property. The following describes zoning classifications presently located within the Town of Leeds Zoning Ordinance:



Rural Residential – (Zones included: R-R-20, R-R-1, R-R-2, R-R-5). The rural residential zones provide for limited farming associated with residential uses.

Residential – (Zones included: R-1-1, R-1-2, R-1-5, R-1-10, and R-1-20). The residential zones provide for development consisting of a more traditional neighborhood housing environment that does not contain farming or agricultural uses.

Multiple Residential – (Zones included: R-M-7). The RM classification is to provide and protect areas for medium density residential use while permitting limited establishment of the public and quasi-public uses which serve the requirements of the neighborhood. Up to five one-family residences per acre may be possible based on the number and type of structures and approval of a conditional use permit.



2.2.1.2 Commercial Land Uses - Zoning

Commercial Land Uses – (Zones included: C). The commercial classification is to provide the Town of Leeds with a variety of goods and services.

2.2.1.3 Open Space Land Uses

Open Space Land Uses – (Zones included: OS). The open space classification is an interim transition zone developed for newly annexed areas.

For further information regarding zoning and land use classifications, please visit <http://www.leadstown.org/ordinances/land-use-ordinance/>.

2.3 Major Land Use Themes



Two major land use themes were obtained from the survey of Leeds residents:

1. Small Town – Rural Feel: Most residents enjoy the town because it is rural, generally still agricultural and has a small-town charm. Residents want to continue to keep that feel to the town. A common goal is to preserve the town's rural character and history in all future planning and development activities.

2. **Controlled Development:** Development must be planned accordingly and controlled so that the Town of Leeds maintains its own character and does not become just a suburb of the St. George metropolitan area.

2.4 Land Use Goals and Policies

The following goals and policies provide specific actions to promote Leeds residents' vision as discussed in the previous sections.

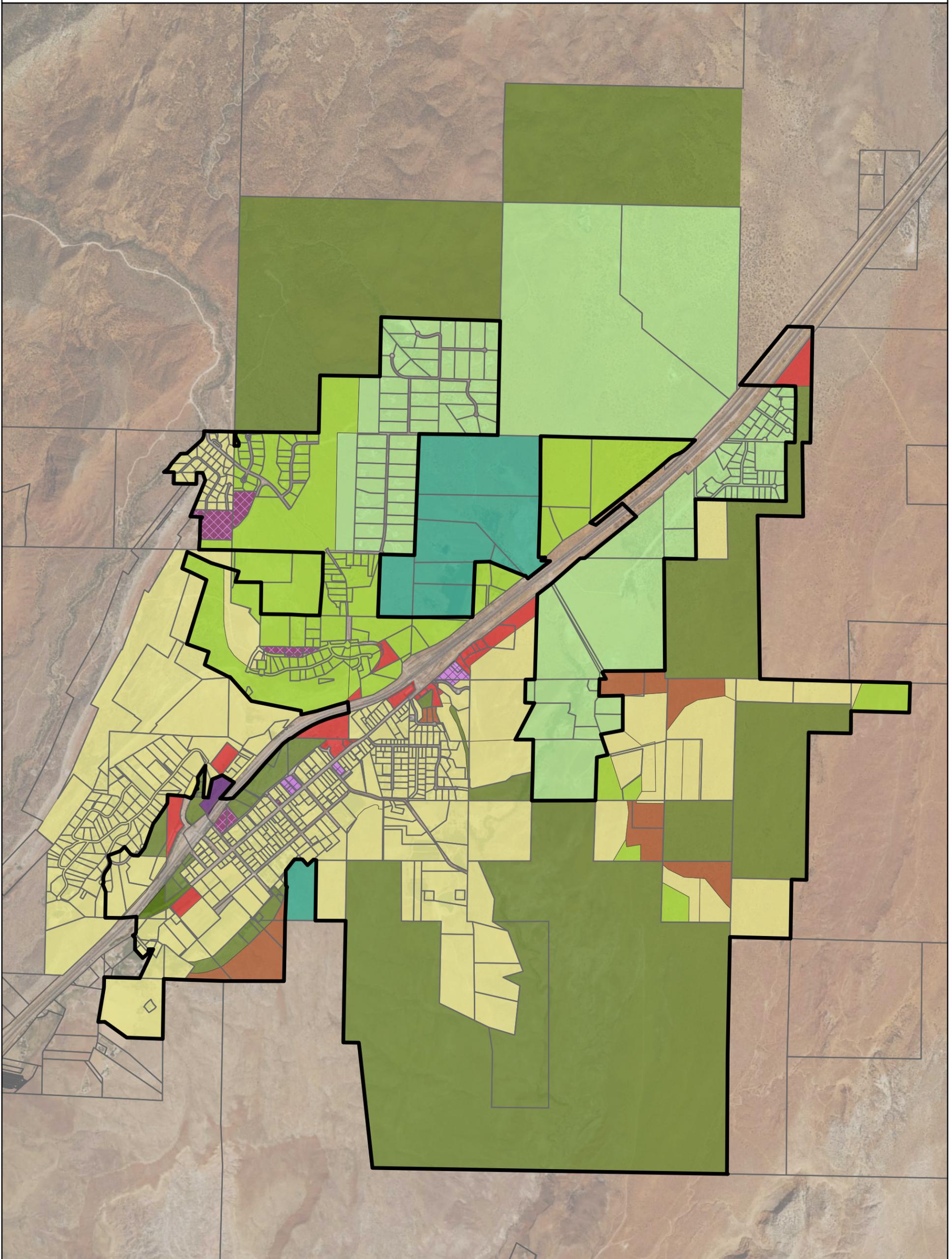
Goals	Strategy	Action
Provide for responsible growth management through the logical extension of the town's municipal boundary.	Determine areas of influence where the town should annex properties in keeping with the Town of Leeds Annexation Policy Map. Annexing areas prior to development is preferred as opposed to annexing areas after they have been developed. Annexing areas prior to development provides the town with an ability to influence development proposals so that those proposals will remain in keeping with town goals and values.	As per Utah Code Section 10-2-4, initiate the annexation process for those chosen areas referenced in the town's annexation plan.
Anticipate and encourage managed and planned growth.	Require new residential development to be compatible and consistent with the town's historic land use patterns and/or adjacent developed lot sizes.	Review and update the town's zoning ordinances and development standards to ensure compatibility with surrounding land uses. Update the town's zoning map to be compatible with the general plan map and land use designations.
	Require new commercial development to be compatible with surrounding residential homes and development.	Proactively enforce land use and development standards existing in the Leeds Municipal Ordinance. Require developers of new residential or commercial development projects to enter into development agreements with the town to ensure compliance with stated objectives of development.

		<p>Require developers to post warranty bonds in accordance with State of Utah code to ensure completion of infrastructure related to project development.</p>
		<p>Require compliance with the intent of the general plan when reviewing applications for changes in the land use and zoning.</p>
	<p>As agricultural property owners request, preserve agricultural land.</p>	<p>Amend the zoning ordinance to allow for the establishment of agricultural protection areas in accordance with state code requirements.</p>
<p>Maintain the small-town, rural feel of Leeds.</p>	<p>Given the opportunity, preserve the agricultural and historic heritage of Leeds by promoting and preserving such practices in the zoning ordinance and in land use decisions.</p>	<p>Review the zoning ordinance to ensure agricultural practices are protected and encouraged in the appropriate zones. Update the zoning ordinance if necessary to maintain consistency in agricultural regulations/zones throughout town.</p> <p>Promote community participation events such as farmer's markets, local fruit stands, quilting guilds, patriotic celebrations, and other community related events.</p> <p>Review and update the Utah Dark Sky Ordinance from 2007 to require compliance with evening lighting restrictions.</p>
<p>Maintain and promote an attractive and inviting living environment.</p>	<p>Consider any practical approach to beautifying and maintaining the town's municipal assets, residential areas, open space areas, vistas, and other assets.</p>	<p>Review the zoning ordinance to ensure that the proper mechanisms exist to enforce nuisance hazards.</p> <p>Proactively enforce nuisance issues to maintain the town's values in a fair and even approach.</p> <p>Pursue grant opportunities from the state and federal government for the upkeep and enhancement of beautifying roadways, the park, and preserving open space areas.</p>

		<p>Work with the BLM on potential pavement enhancements for Silver Reef Road.</p> <p>Consider sign kiosks at strategic areas of town so that businesses can advertise in an organized manner instead of using temporary signs and then require those businesses to use only the kiosk signs.</p> <p>Consider establishment of a citizen committee to sponsor community beautification programs, cleanup days, and other types of events.</p>
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Table 2-1: Land Use Goals and Policies

FIGURE 2-1: GENERAL PLAN MAP



MAP LEGEND

  <p>1 in = 2,000 Feet</p>	<table border="0"> <tr> <td> Commercial</td> <td> Parcels</td> </tr> <tr> <td> Mixed Use: Commercial or 0-4 du</td> <td> Leeds Town Boundary</td> </tr> <tr> <td> Open Space</td> <td></td> </tr> <tr> <td> Estate Residential: 1 du/ac</td> <td></td> </tr> <tr> <td> Rural Residential: 1 du/5ac</td> <td></td> </tr> <tr> <td> Low Density Residential: 0-4 du/ac</td> <td></td> </tr> <tr> <td> High Density Residential: up to 5 du/ac</td> <td></td> </tr> <tr> <td> Agriculture</td> <td></td> </tr> <tr> <td> Institutional</td> <td></td> </tr> <tr> <td> Historic Preservation</td> <td></td> </tr> </table>	 Commercial	 Parcels	 Mixed Use: Commercial or 0-4 du	 Leeds Town Boundary	 Open Space		 Estate Residential: 1 du/ac		 Rural Residential: 1 du/5ac		 Low Density Residential: 0-4 du/ac		 High Density Residential: up to 5 du/ac		 Agriculture		 Institutional		 Historic Preservation		 <p>11 NORTH 300 WEST WASHINGTON, UTAH 84780 TEL 435.652.8450 - FAX 435.652.8416 www.sunrise-eng.com</p> <hr/> <p>TOWN OF LEEDS</p> <hr/> <p>TOWN OF LEEDS GENERAL PLAN</p>	
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 Agriculture																							
 Institutional																							
 Historic Preservation																							

3 Historic Preservation Element



3.1 Purpose

The purpose of the Historic Preservation element of the General Plan is to enhance, preserve, and protect historic structures and areas within the town.

3.1.1 List of Historic Sites and Structures

A comprehensive list of historic structures and sites in the Town of Leeds is attached to this general plan as Appendix E. Of the more significant public structures in town, the Civilian Conservation Corps (CCC), Town Hall (old Silver Reef schoolhouse), Leeds Cemetery and the Silver Reef Museum area are owned by the Town of Leeds and Washington County. The CCC camp and the Tithing House (15 S. Main Street) are on the National Register of Historic Places, while the Sterling House is on the State List of Historic Places.

The following list compiled by the Leeds Historic Preservation Committee in 2009 includes historic sites and structures within the Town of Leeds. It has also been recently updated. The list is broken into nine regions: Main Street, Mulberry Street near Interstate 15, other Leeds Historic Buildings, Peach-Pit Pavilion and Babylon Mill Road, Paiute Ruin-Downtown Leeds, Bonanza Flat Area, Irrigation Ditches, Cemeteries, and Historic Silver Reef-Wells Fargo Silver Reef Historical Monument/Washington County owned property within Leeds town boundary. Table 3.2, the

Goals, Strategy and Actions part of this element provides recommendations by which significant historical properties can be preserved.

A. MAIN STREET



3.1.1.1.1 4 Corners of Main & Center

1. 15 S. Main-Stirling Home - 1876
2. 10 S. Main-Home - 1881
3. 30 N. Main-Home - 1868
4. 25 N. Main-Tithing House & Wall - 1891
5. 35 N. Main-Home & Wall - 1868
6. 32 N. Main-Leeds Mercantile - 1920

3.1.1.1.2 Other Historic Properties on Main

- | | |
|-------------------------------------|--------------------------|
| 1. 48 N. Main St.-1936 | 12. 345 N. Main St.-1912 |
| 2. 72 N. Main St.-1886 | 13. 365 N. Main-1920 |
| 3. 125 N. Main St.-1886 | 14. 33 S. Main-1920 |
| 4. 175 N. Main St.-1905 | 15. 80 S. Main-1870 |
| 5. 190 N. Main St.-1946 | 16. 81 S. Main-1896 |
| 6. 211 N. Main St.-1934 | 17. 100 S. Main-1910 |
| 7. 218 N. Main-1880-Leeds Town Hall | 18. 110 S. Main-1912 |
| 8. 240 N. Main St.-1900 | 19. 155 S. Main-1868 |
| 9. 242 N. Main St.-1947 | 20. 217 S. Main-1940 |
| 10. 293 N. Main St.-1920 | 21. 255 S. Main-1940 |
| 11. 335 N. Main St.-1885 | |

B. MULBERRY STREET NEAR I-15

1. 58 W. Mulberry-Benjamin Stringham House-built 1870

C. OTHER LEEDS HISTORIC BUILDINGS AND AREAS



1. 175 S. Valley Road building Zion RV Park-clapboard siding-1930
2. 60 E. Berry Lane-1940
3. CCC Camp
4. Silver Reef area – Wells Fargo Building
5. Various milling and mining sites

D. PEACH-PIT PAVILION-BABYLON MILL ROAD AREA

1. Peach-Pit Pavilion replaced in 1985 from historical structure built in the 1900s

E. PAIUTE RUIN-DOWNTOWN LEEDS

1. Paiute Ruin - Prior to 1867

F. BONANZA FLAT AREA

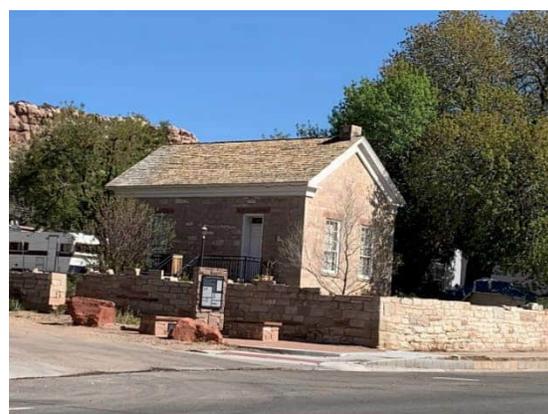
1. 25 W. Bonanza Flat-1880-mine portal
2. 155 W. Bonanza Flat-1880-multiple mine resource

G. IRRIGATION DITCHES

1. Leeds Ditch-Silver Reef Park-1880s
2. Silver Reef Drive -1880s
3. Downtown Leeds East, West and Center Ditches-1880s
4. Original Ditch in Silver Reef -1870s

H. CEMETERIES

1. Leeds Cemetery-1870
2. Catholic Cemetery-1875
3. Protestant Cemetery-1875
4. Site of Chinese Cemetery-1875



3.2 Historic Preservation Goals, Strategies, and Actions

Goal	Strategy	Action
<p>Support the restoration and maintenance of historic structures and properties in Leeds in order to conserve historic structures, areas, and history.</p>	<p>Develop an historic preservation ordinance and/or modify the existing ordinance.</p>	<p>Continue to define historic properties in Leeds and develop standards and regulations governing the identification, protection, restoration, maintenance, alteration, relocation, or removal of historic resources.</p> <p>Clarify procedures for eligibility of listing of historic structures and areas. Create a landmark structure listing of all significant properties/structures/walls, etc.</p> <p>Attempt to secure public and private funding sources to assist in preservation efforts. Consider all available grant opportunities.</p>
<p>Physically preserve historic sites and structures in Leeds.</p>	<p>Implement all existing governmental resources, programs, and guidelines available.</p>	<p>Encourage, adopt and/or implement the Secretary of the Interior's standards for the "Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings."</p> <p>Consider adopting a new zoning designation called "Historic Preservation Overlay" to preserve existing historic resources and encourage those who qualify to place the overlay zone on the historic resource property.</p> <p>Consider adopting flexible land use standards and development options as historic structures normally do not comply with present day development standards.</p>

Table 3-1: Historic Preservation Goals, Strategies, and Actions

4 Transportation Element



The intent of the transportation element of the general plan is to address various aspects of the transportation system in the Town of Leeds. Discussion regarding the town's rights-of-way, infrastructure and strategies for future and continued improvements to the town's transportation system follow.

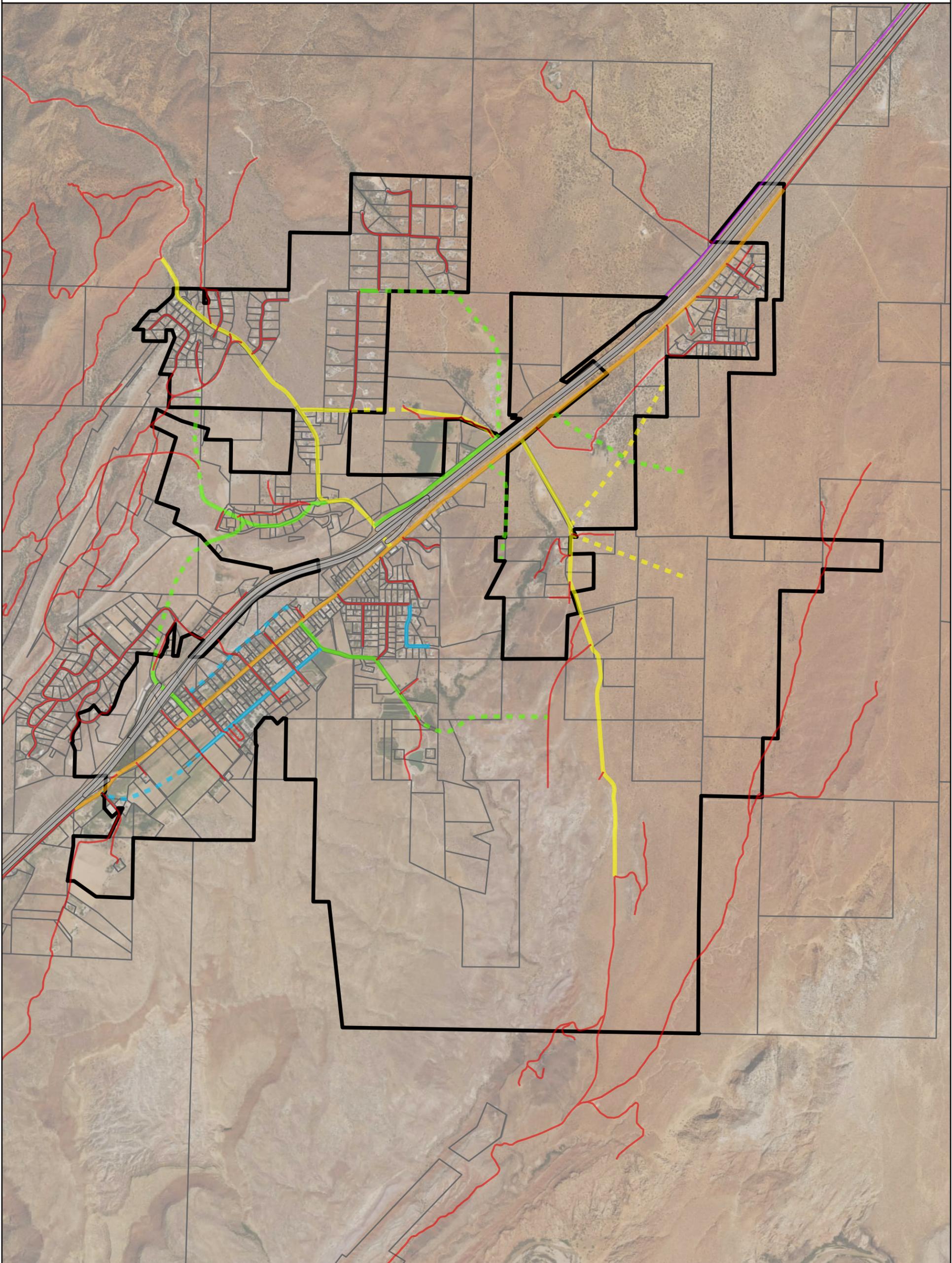
4.1 Existing Conditions

Main Street in Leeds runs parallel to Interstate 15 (I-15) and used to be the main highway (SR228) between St. George and Cedar City before the interstate was constructed. Main Street is the primary thoroughfare in town and provides access to both the south- and northbound on- and off ramps for the I-15. Main Street is a state highway and is maintained by the State of Utah; all other roads in Leeds are maintained by the town. The town received a grant and constructed curb, gutter, and landscape enhancements to Main Street. Presently, a northbound off ramp and southbound on ramp exist at the south end of town, and a northbound on ramp and southbound off ramp exist at the north end of town. All traffic through town utilizes Main Street. Main Street is also an alternative route to the communities of St. George, Hurricane, and Toquerville and can be driven as an alternative route to Interstate 15 at Anderson Junction.

Silver Reef Road is located on the northwestern end of town. It is an arterial road that intersects with Main Street. Silver Reef Road crosses under the I-15 and provides the only drive access to the Dixie National Forest, BLM land, and the historic remnants of the Old Town of Silver Reef.

On the southwestern end of town is Cemetery Road. Cemetery Road is a Major Collector Road and also intersects with Main Street. Cemetery Road crosses over the I-15. It provides access to the I-15 southbound ramp and the Leeds Cemetery. Cemetery Road provides access to Leeds Cemetery and to homes and property located in Washington County and is designated as a major collector road. Many other local streets intersect with Main Street and provide access to homes throughout the downtown area of Leeds. Most roads that provide access to homes and businesses in Leeds are paved (see Leeds Transportation Map Figure 4-1).

FIGURE 4-1: LEEDS TRANSPORTATION MAP



MAP LEGEND

	<ul style="list-style-type: none"> — Major Arterial, Existing — Minor Arterial, Existing — Minor Arterial, Proposed — Major Collector, Existing — Major Collector, Proposed — Residential Collector, Existing — Residential Collector, Proposed — Frontage — Existing — I-15 	<ul style="list-style-type: none"> Leeds Town Boundary Parcels 	<div style="text-align: center;">  <p>SUNRISE ENGINEERING</p> <p>11 NORTH 300 WEST WASHINGTON, UTAH 84780 TEL 435.652.8450 - FAX 435.652.8416 www.sunrise-eng.com</p> <p>TOWN OF LEEDS</p> <p>TOWN OF LEEDS GENERAL PLAN</p> </div>	
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4.2 Future Transportation Issues

Transportation issues will largely determine the quality of life for residents in and around Leeds for the foreseeable future. Leeds must continue to address the increased needs of its citizenry by seeking a variety of funding options and grants to upgrade and plan for roadway improvements and alternate modes of transportation.

The proper mechanism to analyze and provide for increased traffic demand is to initiate a comprehensive transportation master plan. A transportation master plan would allow Leeds to ensure continued safety of the traveling public as the Town of Leeds continues to be impacted by surrounding growth. The transportation master plan would thoroughly analyze existing roads and trails, proposed roads and trails, and proposed road and trail connections. The plan should include a corridor preservation plan that will allow the town to identify and preserve important corridors for pedestrian trails, access to public lands, ATV trails, equestrian paths, bikes and other important modes of transportation.

Access to I-15 is a significant issue in regard to traffic flow in Leeds. As mentioned previously, Leeds has access to I-15, but both ramps are restricted in regard to function. The existing on- and offramps were built when I-15 was constructed through town. At the time of construction, the ramps served the town appropriately although somewhat inconveniently. The issue of access in to and out of the town needs to be analyzed and addressed with UDOT as the town continues to experience growth pressure. The Utah Department of Transportation must be an integral part of any plans for transportation that impact I-15 or SR-228 (Main Street).

4.3 Roadway Design

A safe and sound transportation system is essential for any town. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways, bikeways, and walkways should be designed in a way that all people can equally access and use the transportation system. The Town of Leeds has identified existing and future transportation corridors as shown on the Leeds Transportation Map (Figure 3) and has adopted a hierarchal system of roadways to assist in providing for connected traffic circulation. Table 4-1 is provided as a guide regarding the hierarchal road system, average daily trips for each classification, typical speeds, and access points.

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Leeds will need to coordinate access management requirements with UDOT as the town experiences growth pressures.

	DESCRIPTION	ACCESS POINTS	TYPICAL SPEEDS	TYPICAL LANE / SHOULDER WIDTH	AADT* (VMT**)
Principal Arterial (Other)	Serve higher-volume vehicle movement with higher-speed, longer-distance travel, supporting statewide or interstate travel. Usually part of a state network. Example: Highway 89.	Few	45+ mph	11–12 ft 8–12 ft	2000–8500 (12–29%)
Minor Arterial	Generally designed for relatively high traffic speeds and minimal impediments to movement (stop signs or stop lights). Generally spaced 0.5–3 miles apart. Access is typically limited to promote traffic movement; parking is usually not allowed. Example: Route 24	Few	35–45 mph	10–12 ft 4–8 ft	1500–6000 (12–19%)
Major Collector	Intended to channel traffic to the arterial system. Generally spaced about 0.5 mile apart. Direct access to adjoining property is common. Parking is acceptable but may be limited.	Some	30–35 mph	10–12 ft 1–6	300–2600 (12–24%)
Minor Collector	Intended to collect traffic from local roads and connect to major collectors. Parking is acceptable but may be limited.	Some	25–30 mph	10–11 ft 1–4 ft	150–1100 (3–10%)
Local	Provide direct access to property. Most streets are local streets and are characterized by slower speeds, smaller roads, and lower traffic volumes.	Many	20–30 mph	8–10 ft 0–2 ft	15–400 (18–61%)

*Average Annual Daily Traffic ** Vehicle Miles Traveled
 Adapted from: https://www.fhwa.dot.gov/planning/processes/statewide/related/highway_functional_classifications/fcauab.pdf

Table 4-1: Transportation Goals and Policies

4.4 Parking

Parking congestion is not currently a problem in Leeds; however, parking of trucks and trailers with ATVs is sometimes an issue during certain seasons. There are presently no organized parking areas in town providing appropriate parking for recreational use and BLM has provided no areas to park such vehicles in the National Forest.

4.5 Transportation Goals and Policies

Goals	Strategy	Action
Continue to provide a safe and robust roadway network.	Evaluate the town’s circulation system to ensure that access is being provided for all users, that the roadway system is being maintained and that appropriate signage is provided.	Develop a five-year CIP plan for the continual repair, replacement, and maintenance of the town’s road system.
		Inspect the roadway system for maintenance and signage issues. Repair all identified issues.

		Develop a transportation master plan and implement the recommendations of the plan.
		Look for any available grant and funding opportunities to pave, maintain and upgrade the town’s transportation system.
		Require new development to pay traffic impact fees and provide traffic impact studies to analyze traffic mitigation measures.
		Pursue opportunities to provide organized parking locations in town and/or work with BLM to provide areas for parking.
		The town should continue to explore active transportation opportunities that will connect its historic downtown core with the trails, bikeways, and recreational facilities that surround the town.
		Work seamlessly with UDOT regarding continual improvements to Main Street and in regard to access and potential improvements from Interstate 15.

Table 4-2: Transportation Goals and Policies

5 Public Services, Facilities and Recreation Element

5.1 Location, Services and Existing Conditions

The Town of Leeds is governed by a non-paid mayor with support of a non-paid town council. The town also has a non-paid planning commission. Leeds Town Hall is housed in the Silver Reef old historic school which was relocated from Silver Reef to its present location at 218 North Main Street. The mayor, town council, and limited employees provide the most efficient and effective service to the town residents while also operating within its budget. The community also has active volunteers to assist with programs and events. Police service is provided by the Washington County Sheriff's Office. Emergency fire service is provided under contract with the Hurricane Fire Department and supplemented with volunteers. The town boasts a single fire station located on North Main Street. The Town of Leeds does not have a library or medical facility. There is no public school in town. School age children receive public education at locations south of town in in Hurricane City and Washington City.

5.2 Recreation

The Town of Leeds boasts one community park (Leeds Park) and is located behind Leeds Town Hall on Main Street. The parks consist of playing fields, a playground, large grassy areas, trees, a restroom, and the Peach-Pit Pavilion. There is a parking lot provided. Hiking and ATV trails are located just outside town in areas maintained by the Bureau of Land Management.



5.3 Utilities

5.3.1 Water

The Leeds Domestic Water Users Association (LDWA) is the domestic water purveyor for the town. LDWA states that the "Leeds Domestic Water Users Association is a non-profit, shareholder owned culinary water company" and that "LDWA is not an extension of state or local government". The

town’s charter, however, with LDWA states that LDWA cannot function without support of a local government agency. LDWA culinary sources come from one well and one spring. As of December 31, 2020, LDWA served 377 active water connections within its water distribution system.

5.3.2 Wastewater

The Town of Leeds presently does not have an organized waste water distribution system. All waste-generating structures in the town are on septic systems. Some septic systems in town are beginning to fail and need attention. The Ash Creek Special Service District is the nearest waste water purveyor to the town.

5.3.3 Electricity, Gas, Solid Waste

Electricity to the Town of Leeds is provided by Rocky Mountain Power. Natural gas is provided by Questar and solid waste service is provided by Washington County.

5.3.4 Drainage

Formalized drainage and storm water drainage systems (curb, gutter, culverts) exist on Main Street in the Town of Leeds and under Interstate 15. All other drainage consists of sheet flow into troughs, ravines, and gullies. Occasional flooding in Leeds has been an issue in the past and the town has tried to address such issues as resources allow.

5.3.5 Trails

No organized hiking or bike trails exist within the Town of Leeds. There are organized trails located west of town on BLM maintained property. Some unorganized trails provide access from the town to BLM land, Dixie National Forest, Red Cliffs Desert Reserve, and other public lands.

5.4 Public Services, Facilities and Recreation Goals, Strategies and Actions

Goals	Strategy	Action
Provide for efficient and effective town administration and essential public services.	Assess, maintain, adjust and enhance service levels to the community.	Continually recognize changes in community needs and reprioritize resources (fiscal and otherwise) to address such needs.
		<p>Continue to assess and anticipate budget issues, adjust the budget as necessary and maintain an appropriate reserve in case of emergency or other unforeseen issues.</p> <p>Continue to work with and support the Washington County Sheriff’s Office regarding issues related to crime, speeding and crime prevention in town.</p>

		<p>Work with the Hurricane Fire Department to provide the best emergency service possible in order to decrease response times to the community.</p>
		<p>Make employee safety and competency a top priority by providing the appropriate training based on job function.</p>
		<p>As the population grows, continue to evaluate and assess the educational needs of the community. Additional resources provided by Washington County or the Washington County School District may be necessary to properly service the community's educational needs.</p>
		<p>Assess and review development impact fees. Adjust such fees as necessary.</p>
		<p>Develop a five-year capital improvement program so that a comprehensive approach can be taken to provide for storm water, street and possibly waste water service to the community.</p>
<p>Provide the highest quality utility service to the community.</p>	<p>Plan for expansion, extension or establishment of water, storm water and wastewater service to the community and develop redundancy in all systems.</p>	<p>Continue to apply for grants to address any drainage issues that still exist in the town.</p>
		<p>Encourage LDWA to upgrade old water lines, storage, and delivery systems to better provide for redundancy, security, and safety in the town's water system.</p>
		<p>Work and cooperate with the Washington County Water Conservancy District in regard to providing the highest quality water possible to residents and in helping LDWA cope with growth and maintenance of the system.</p>
		<p>Work and cooperate with the Ash Creek Special Service District to eventually provide phased wastewater service to</p>

		<p>the town and in development of a waste water master plan.</p>
<p>Expand recreational opportunities and meeting space to the best extent possible for residents of the town.</p>	<p>Support, maintain and encourage activities and events at Leeds Town Park and at Town Hall. Support a bike and trail network.</p>	<p>Provide sufficient funding for park maintenance and recreational activities.</p>
		<p>Continue to allow and support community events at Leeds Town Park and Town Hall.</p>
		<p>Look to establish cultural opportunities and events that unite the community and provide for community cohesiveness.</p>
		<p>Pursue sponsorships and other private funding mechanisms to establish new events, celebrations, summer outdoor concerts, presentations and activities at Leeds Town Park and Town Hall.</p>
		<p>Pursue funding opportunities to establish organized walking and biking trails in town which can connect to existing established trails on the outskirts of town.</p>

Table 5-1: Public Services, Facilities and Recreation Goals, Strategies and Actions

6 Environment and Conservation Element

6.1 Existing Condition and Key Findings



The Town of Leeds is located in a unique area of southern Utah and boasts beautiful views of hills, mountains, and desert landscapes. The environment and conservation element of this general plan addresses strategies in order to preserve the unique environmental resources of the town for the enjoyment of future generations. Moreover, the general plan provides for enhancement and protection of those unique resources as the town grows. Preservation of the environment is an essential and critical part of the overall

development strategy of the Town of Leeds and should be given equal consideration when new development is proposed.

6.2 Town of Leeds – Environment and Public Lands

The Town of Leeds has a unique and beautiful environment characterized by an abundance of natural resources, plant, and animal habitat. In order to maintain the character and quality of Leeds' natural environment, it is important to take measures to protect valued natural resources. These natural resources not only contribute to the aesthetic character of the town, but also to the local economy and the welfare of Leeds residents. In order to balance the protection of Leeds' environmental resources with private property rights, the town must make expectations clear regarding protection of unique environmental resources when development is proposed. Leeds is surrounded by public land, including BLM managed areas, Dixie National Forest land, the Red Cliffs Desert Reserve, the Red Cliffs Recreation Area, and Quail Creek State Park. Taking an active role in regard to the administration and management of surrounding public lands is essential with regard to the manner in which such lands are preserved for the benefit of town residents and visitors.



6.3 Environment and Conservation Goals and Policies

Goals	Strategy	Action
<p>Ensure and preserve environmentally sensitive areas such as scenic vistas, open space, view corridors, washes, and threatened and endangered species.</p>	<p>To preserve irreplaceable community assets for future generations, limit development in those areas.</p>	<p>Review the zoning ordinance to consider limiting development in scenic areas, vistas, hillsides, slopes, and washes. Review and update development standards to match the goal if necessary.</p>
		<p>Designate areas as open space that are valued and considered irreplaceable.</p> <p>Revise the open space zone to eliminate any type of urban uses associated with the zone. The open space zone is for preservation of land only. This will</p>

		<p>maintain open space for present and future generations. Apply the open space zone to those areas of intrinsic value and BLM property.</p>
		<p>Work with FEMA to update flood zone maps.</p>
		<p>Establish grading limits which govern the extent of road cuts and minimize scarring to reduce the chance of erosion of the hill slopes and surrounding area.</p>
		<p>Make expectations clear with governmental agencies charged with managing the surrounding valued and irreplaceable areas that preservation of environmentally valued areas is necessary and expected.</p>
	<p>Upon initial development submittal, make expectations known with the development community that areas of intrinsic value will be preserved.</p>	
	<p>Continue to collaborate with local agencies in order to ensure that the Town of Leeds plays an active role in regulation and use decisions governing public lands surrounding the town.</p>	
		<p>Comply with federal NDPES requirements.</p>

Table 6-1: Environment and Conservation Goals and Policies

7 Economic Development Element

A successful economic development strategy is essential to the strength and security of any municipality. Leeds’ local economy has competitive strengths and economic opportunities. The general plan economic development goals seek to establish and maintain balanced economic drivers presently operating within the community as well as support future business ventures.

The economic development element provides an approach and framework to maintain the town’s economic base while also providing guidance where potential economic opportunities may be present. A strong local economy not only provides residents with a high quality of life but also enhances local government revenues to better provide essential public services. In order to prepare for a balanced economy, broad goals, strategies, and actions are provided in this general plan to guide future economic development efforts. The economic development element goals are meant to be long-term in nature and implementation, flexible, and provide an organizational framework to help guide decision makers in responding to differing market conditions.

7.1 Existing Conditions



Presently the Town of Leeds has only a few commercial or retail establishments. A strip commercial center exists at the intersection of Silver Reef Road and Main Street. This location houses a contract post office, two restaurants, a hair salon, a small market, and office units. Located to the south of this commercial center on Main Street is the Leeds Market. The Leeds Market generally sells groceries to the community. Other small, home-based businesses have been permitted by the town and exist

throughout the community. Some commercially zoned vacant property exists along Main Street and along the easterly portion of Silver Reef Road (near I-15).

7.2 Economic Development Goals and Policies

Goals	Strategy	Action
Promote a strong and diversified economic base by attracting quality businesses and encouraging existing businesses to expand.	Promote, recruit, and encourage new businesses that can fill gaps in the range of goods and services currently available.	Encourage the expansion of existing businesses in Leeds and promote efforts at business retention.

<p>Ensure fiscal viability for the town by pursuing a diversified local business base that provides growing sales and property tax revenues to pay for municipal operations.</p>	<p>Promote the town’s assets, community, and business-friendly environment to prospective commercial developers.</p>	<p>Expand retail and visitor-serving opportunities by encouraging an appropriate mix of revenue-generating land uses in an effort to maintain a competitive edge and a strong sales tax base.</p>
	<p>Provide areas within town for commercial establishment and expansion.</p>	<p>Work with State of Utah agencies to see if there is any assistance with establishing economic development programs in rural communities.</p>
	<p>Consider establishing a business assistance program and promotion of the town’s assets.</p>	<p>Explore working with the Washington County Economic Development Council and the Washington County Convention and Tourism office to help promote the Town of Leeds.</p>
	<p>Expand upon, seek out and foster community-based revenue-producing events.</p>	<p>Work with community members in establishing new fall, winter, spring and summer activities and events. These may include 5K runs, bike races, harvest festivals, lectures, pageants, etc., that help local businesses.</p>
<p>Promote and support community related events and activities.</p>	<p>Expand upon, seek out and foster community-based revenue-producing events.</p>	<p>Explore providing in-kind support to help with events and sponsorships.</p>

Table 7-1: Economic Development Goals and Policies

8 Housing Element

8.1 Existing Conditions and Key Housing Issues



Housing in Leeds currently consists of single-family homes on lots ranging in size from approximately 7,000 square feet to over five acres in size. The smaller lots are generally located in the older downtown area of Leeds. The 2020 census states that there are 401 homes in Leeds. Single family homes comprise 99 percent of available housing. The average household size is 2.18 persons. Approximately 85 percent of the homes are owner occupied. While the majority of the

housing stock in Leeds is single-family, the architecture is varied and unique.

The Silver Reef area (generally located to the west of Interstate 15 along Silver Reef Road) consists of larger lots and estate-type homes. There is a wide range in age with regard to the housing available in Leeds. There are pioneer homes still in use in Leeds, with new homes generally being built in the southern, central, and eastern areas of town. During the public participation process in 2022 for the general plan update, Leeds residents clearly expressed a desire to maintain a variety of housing types. Moreover, residents wanted new homes to fit within the rural character of the town. While understanding the need to provide affordable housing for residents of varying income levels, residents also expressed a concern for housing in Leeds to remain primarily single-family. As the town grows, there will need to be significant consideration given to provision of low-income housing that meets the rural character of the town to the maximum extent possible.

Currently, the median household income for Washington County, Utah, is \$59,839 (US Census 2022). The average home price in the Washington County area in February 2022, is \$575,000 (Realtor.com.) As with Washington County and the rest of the State of Utah, Leeds has experienced housing price increases. Housing price escalation is not expected to slow down any time soon as an influx of people leaving other states continues to head to southern Utah.



8.2 Housing Goals and Policies

The following goals and policies provide specific actions to promote affordable housing options while maintaining Leeds residents’ vision as discussed in the previous sections.

Goal	Strategy	Action
<p>Address the critical need for moderate income housing in the town.</p>	<p>Employ Utah State guidelines and strategies to provide for moderate income housing.</p>	<p>Consider reviewing and modifying the town’s zoning ordinance to allow for long-term only rentable accessory dwelling units, internal accessory dwelling units and duplexes in residential zones.</p>
		<p>Consider alternative development standards for accessory dwelling units and duplexes (i.e., more liberal setback and parking requirements).</p>
		<p>Consider eliminating any building permit fees for accessory dwelling units as an incentive to provide for moderate income housing.</p>
		<p>Consider waiving any impact fees associated with the construction of moderate-income housing or accessory structures.</p>
		<p>Consider and evaluate all housing stock that may be suitable for rehabilitation for moderate income housing.</p>
		<p>Consider all grant opportunities for moderate income housing.</p>

Table 8-1: Housing Goals and Policies

Appendix A – Leeds Census and Demographic Data

Population		Housing – Total Housing Units		Occupied Housing Units	
2010	820	2010	352	2010	304
2020	864	2020	401	2020	359
Absolute Change	44	Absolute Change	49	Absolute Change	55
% Change	5%	% Change	14%	% Change	18%
Vacant Housing Units		Income			
2010	48	Median House Income (2019)			\$48,993
2020	42	Changes in Median Household Income Between 2000 and 2019			+18.8%
Absolute Change	-6	Per Capita Income in 2019			\$34,856
% Change	-13%				

Sources:

[2020 Census Redistricting Data - Kem C. Gardner Policy Institute \(utah.edu\)](#)
[Leeds, Utah \(UT\) income map, earnings map, and wages data \(city-data.com\)](#)

Appendix B – Washington County Growth Projections

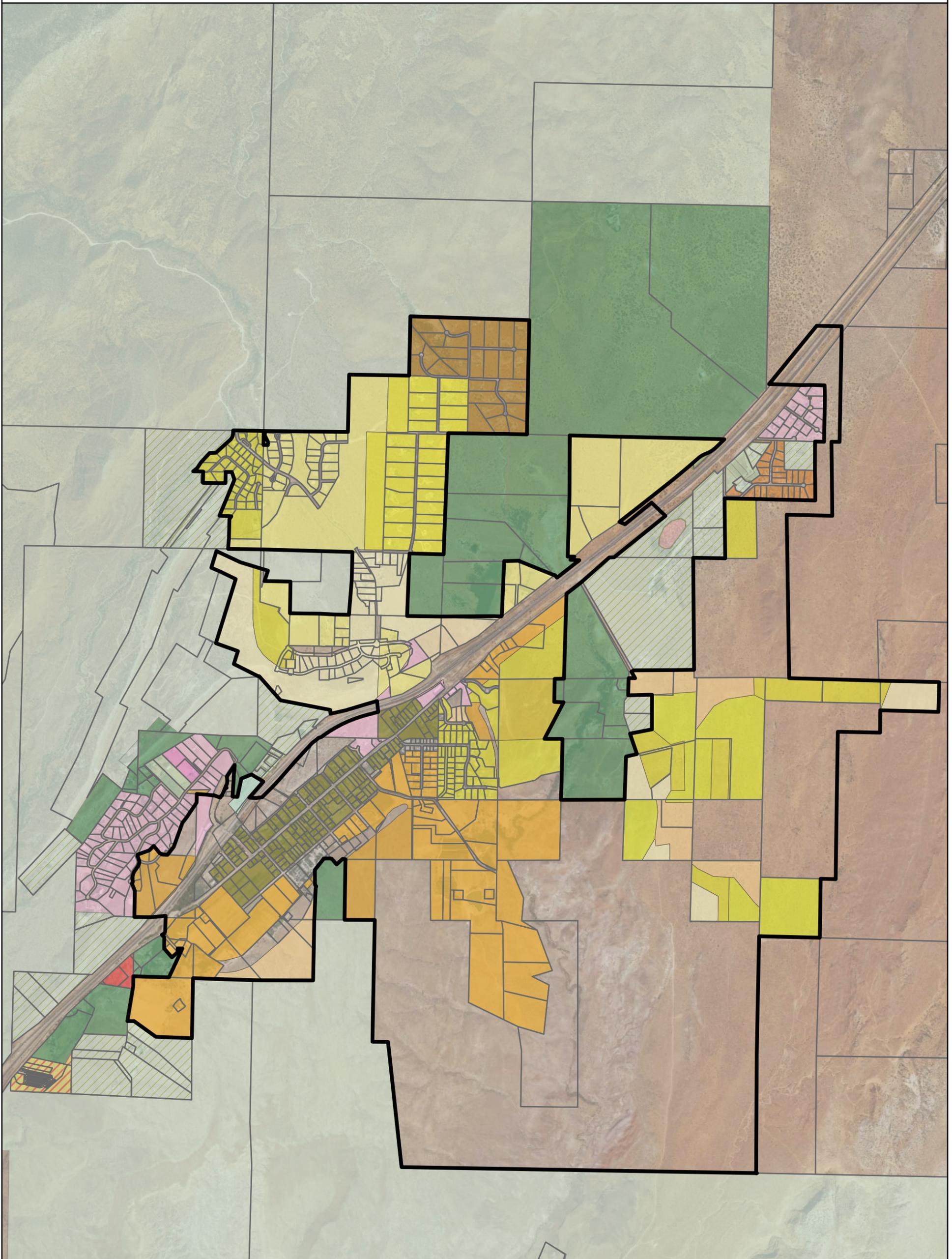
10 Year Snapshots

Year	Population			Employment		Households		
	Population	Annual Growth Rate	Median Age	Employment	Annual Growth Rate	Households	Annual Growth Rate	Persons Per Household
2020	182,111	n/a	37.5	104,797	n/a	62,416	n/a	2.9
2030	265,864	2.90%	42.3	143,157	2.30%	98,497	3.60%	2.7
2040	337,326	2.10%	45.5	172,488	1.60%	131,765	2.50%	2.5
2050	401,757	1.60%	47.7	196,373	1.10%	165,949	2.20%	2.4

Sources:

<https://gardner.utah.edu/wp-content/uploads/Washington-Proj-Feb2022.pdf?x71849>

APPENDIX C - LEEDS ZONING MAP



MAP LEGEND

  1 in = 2,000 Feet	LEEDS C MU OS R-1-1 R-1-2 R-1-5 R-1-10 R-1-20	R-1-20-L-15 R-2-2 R-M-7 R-R-1 R-R-2 R-R-20 R-R-5	UNINCORPORATED A-5 A-20 C-1 C-3 OSC-20 OST-20 PD RA-1	RA-2.5 RE-20 RE-40 Parcels Leeds Town Boundary	 11 NORTH 300 WEST WASHINGTON, UTAH 84780 TEL 435.652.8450 - FAX 435.652.8416 www.sunrise-eng.com	
	TOWN OF LEEDS TOWN OF LEEDS GENERAL PLAN					

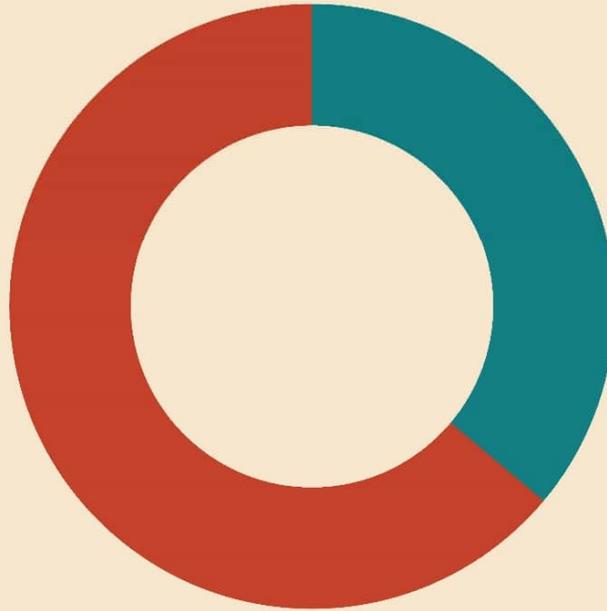
Appendix D – Summary of Survey Results

The following survey was created, performed, and presented by Bruce Parker: Planning Development Services. If you have questions about it, contact him at pds@utahplanning.com.



Surveys Compiled

A total of 105 surveys were completed and submitted by the residents of Leeds.



Top Reasons for Residing or Operating a Business in Leeds

- The small town and rural feel.
- The views of the physical terrain around Leeds. In addition, the clean air displays clear night skies.
- Access to the public lands for outdoor and recreational opportunities like riding UTVs/ATVs, hiking, biking, camping, and fishing.
- Residents enjoy how quiet and quaint it is.
- Leeds is their hometown or family lives here.
- The residential areas consist of low-density housing with large lots and ample open space.
- Leeds is agricultural and animal welcoming.
- There is a friendly sense of community where everyone knows each other.
- There is a lack of traffic to cause congestion.

Most Liked Qualities of Leeds

- The residents of Leeds like that it is a small town and that it has kept this charm over the years. With that small community feel, Leeds is primarily residential and provides a peaceful and quiet lifestyle.
- Close to shopping and work opportunities in nearby communities while still being in a small rural community.
- Residents like that there is a lack of HOAs or large subdivisions that tend to breed division and lack of freedom. More regulations like this tend to steer opposite of the small agricultural feel of the community. They also enjoy that the houses currently in Leeds are on large lots that do not look cookie-cutter and bring a diversity of single-family houses.
- The farming and agriculture culture.
- The views and night sky.
- The friendly community and neighbors. Leeds feels like a tight knit town where neighbors look out for each other.

Most Disliked Qualities of Leeds

- Lack of cohesiveness amongst neighbors on how to maintain properties.
- Lack of ordinance enforcement while trying to preserve the rights of property owners seems to be a topic of division. For instance, some would like to enforce a stricter animal control measure, while others feel like the animal Ordinance (rural residential zoning) feels too restrictive for agricultural purposes.
- Some residents feel that there is too fast of growth in and around the Town as more significant developments come up. Thus, the Town has somewhat urbanized and changed the lifestyle for some residents.
- The freeway is too noisy from adjacent traffic and semis.
- Main Street has a lack of diversity when it comes to businesses. In addition, blight concerns seem to be taking place on Main Street due to flooding and general maintenance issues.
- Lack of restaurants/gas stations and other amenities for purchasing goods and services.

Things That Leeds Does Well

- Leeds conducts well planned community events during the holidays at the local park.
- The residents are friendly, neighborly, and create a great sense of community.
- Leeds does a great job of keeping that small town charm and protecting the community from over-development.
- Overall, Leeds does a good job of conducting Council and Planning Commission meetings. The members address citizens' concerns fairly as they take the time to consider the impact of development and infrastructure proposals. In addition, there is strong communication among the Town and residents to keep everyone informed and encourage participation.
- The Town has a great sense of historic preservation (Silver Reef).
- For the Town's size, Leeds does a decent job of keeping the town maintained and clean.

Things That Leeds Could Do Better

- Cleaning up the appearance of Main Street and other properties. Suggestions include planting more trees, maintaining the upkeep of sidewalks, providing more sidewalks for pedestrians, and improving pedestrian transportation modes with bike lanes.
- Even though residents expressed that they like the current activities held by Leeds, they would like to see more of them. They would like to increase a sense of community.
- Residents would like to preserve and protect the rights of property owners.
- Long term maintenance on roads instead of short term fixes.
- Enforcement of ordinances.

Actions That Could Make Leeds a Better Place to Live or Operate a Business

- Residents would like to maintain the local private water company and not make an agreement with a water conservatory. Protection of water is a significant concern.
- Maintain that small town feel during growth to keep the Town self sufficient and quaint.
- Address storm drainage and additional water management needs. Residents would like to have more curb and gutter to relieve storm-water issues. Additionally, they would like to see responsible building by ensuring a sustainable amount of water for increased usage.
- Provide more community celebrations and functions.
- Provide or research additional opportunities for internet services.
- Create incentives or other resources for businesses to stay so that there is less turnover. These resources should also help current businesses improve. They would also like to see the Town promote and attract more locally owned businesses. Residents suggest promoting them in the Newsletter, providing tax breaks, or expediting the process of obtaining a license.
- Improve beautification of common areas by providing recreation facilities such as pickleball courts or planting more trees.
- Enforce cleanup ordinances.
- Maintain large lot sizes to encourage agricultural uses and maintain the Town's rural feel.
- Provide more recreational activities such as hiking, access to public lands, and the ability to ride UTVs and ATVs. This will benefit residents as they will enjoy and experience the nature that surrounds them.
- Providing road maintenance that allows for efficient traveling.

It is Important for the Town of Leeds to Provide Housing for All Ages

Results



Explanations

NO

- It is not the Town's responsibility to provide housing supply.
- Low income housing will change the character and culture of the community.
- There is a plethora of low income and multi-family housing options in surrounding communities.

YES

- It is too expensive for young couples and families to move in the area.
- There are so few children and lack of diversity of ages living in the town due to the high housing prices.
- If allowed limit the types of higher density houses to townhomes or small single family starter homes without allowing them to turn into high-rise apartment buildings.

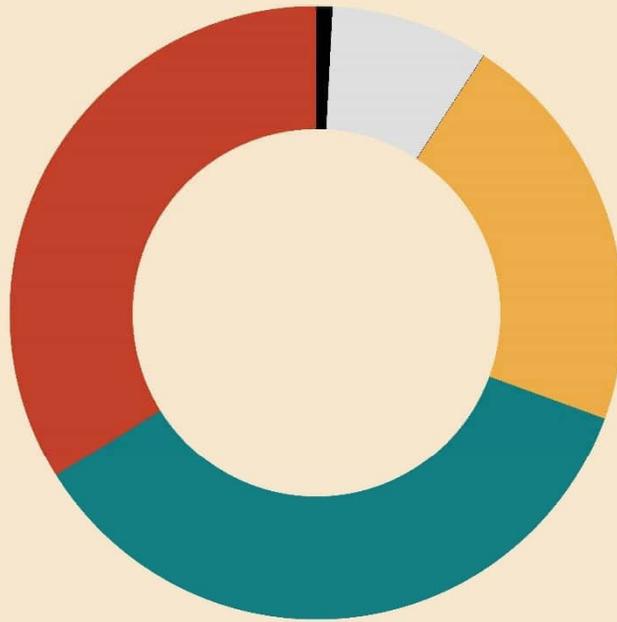
Significant Issues Leeds Will Face in the Future

- Trying to keep the small town atmosphere in the middle of a housing and population boom. Pressures to develop low income housing and commercial businesses. Residents want to see controlled growth.
- The encroachment of bigger communities on the Town's boundaries, such as Hurricane and Toquerville.
- Keeping up with infrastructure needs as the Town grows.
- With the concern of infrastructure, water is a major focal point. Concerns about water sustainability for agricultural purposes: some fear there may not be enough water supply as Leeds grows. Additionally, there are concerns about losing water rights from state government intervention. Residents would like to keep the water company private.
- Another infrastructure concern is sewer. Some would like to explore all possibilities for incorporating enhanced septic systems rather than connecting to a standard sewer system. In contrast, others would want to consider ways to move over to a sewer system in order to promote growth and water conservation.
- Alleviating the traffic along Main Street as it continues to develop.

Preferred Future Image or Character of Leeds

- A farming and rural/small community that does not develop into a suburb or urban area.
- Residents would like to see small and gradual growth and a few more amenities.
- Most of the businesses should be locally owned.

Age of Respondent

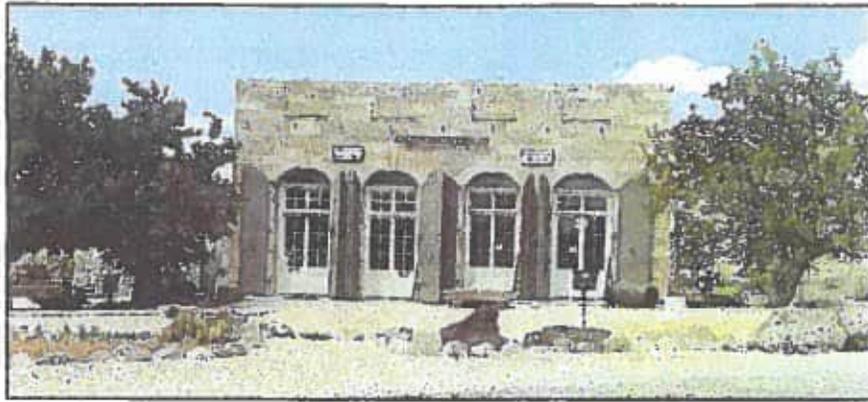


Location of Residency and/or Business



**This survey was prepared, and the results produced by Bruce Parker of Planning Development Services.

Appendix E – Leeds Historic Document



Leeds & Silver Reef, Washington County, Utah

**Standard & Selective
Reconnaissance Level Survey 2009**



Final Report

July 27, 2009

prepared for the
Town of Leeds
Historical Preservation Committee

prepared by
Korral Broschinsky
Preservation Documentation Resource



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Introduction:

This Reconnaissance Level Survey (RLS) was conducted at the request of the Town of Leeds and the Leeds Historic Preservation Committee/Certified Local Government (CLG). The survey was conducted as a combination of a standard and selective survey. Within the town core of Leeds (originally a pioneer-era settlement), a standard survey was conducted to evaluate all historic and non-historic resources. A selective survey, during which only historic resources are evaluated, was conducted on the outskirts of Leeds and within the community of Silver Reef (a former mining camp approximately one mile northwest of Leeds town center and later annexed to Leeds). The survey is being funded by a matching CLG grant and the Town of Leeds. The survey was conducted by Korral Broschinsky of Preservation Documentation Resource between June and July 2009.

The Town of Leeds is currently in the process of producing a new master plan. The surveyor attended and presented a brief power point slide show on Leeds historic resources and an explanation of the RLS process. The Leeds Town Historic Preservation Workshop was held at the town hall on June 30, 2009 by FormTomorrow, a planning firm. Although much of the discussion generated during this workshop was outside of the scope of the current RLS, many ideas and suggestions from the workshop have been incorporated into the recommendations section of this report. The survey results were provided in binder form to the Town of Leeds and in file folders to the Utah State Historic Preservation Office (SHPO).

The survey included an assessment of properties previously entered in the resource database maintained by the Utah SHPO (see Survey Methodology section below for details). Leeds and Silver Reef are maintained as separate databases, although currently both communities are within the municipal boundaries of the Town of Leeds. Although outside of the boundaries of the survey, four historic resources in the community of Harrisburg were photographed and evaluated because two of the resources had previously been mistakenly entered into the Leeds database. Harrisburg is maintained as a separate database, but is currently within the municipal boundaries of Hurricane, Utah.

A total of 271 primary resources were evaluated during the survey. The primary resources were divided between 232 resources in the Leeds database, 35 resources in the Silver Reef database, and four resources in the Harrisburg database. The number of secondary resources evaluated was 35, divided between twenty-five in Leeds and ten in Silver Reef. The total of primary and secondary resources was 304.

Survey Objectives:

The main objective of the survey was to evaluate resources within the Town of Leeds and the annexed community of Silver Reef for National Register of Historic Places (NRHP) eligibility. There are two properties in Leeds that have been individually listed on the National Register of Historic Places: the Leeds CCC Camp Historic District (NR 1993-03-04), and the Leeds Tithing Office (NRHP 1985-01-25).¹ The William and Sarah Stirling House is listed on the Utah State Register. In Silver Reef, the Wells Fargo and Company Express Building is listed on the National Register (NRHP 1971-03-11). All three nominated sites were reevaluated and determined to be still eligible for the National Register.

¹ CCC stands for Civilian Conservation Corps, a depression-era make-work program. The Tithing Office was associated with the LDS Church in Leeds.

The period of significance for the RLS was determined to be 1869 to 1964. Secondary objectives of the survey are as follows:

- To update the current database by reevaluating all previously entered properties to determine current condition, contributing/non-contributing status, and eligibility for the National Register of Historic Places.
- To conduct a standard/selective survey throughout the survey boundaries to evaluate all historic resources not previously included in the SHPO database.
- To provide digital photographic documentation of the evaluated resources within the survey area.
- To provide a map of the survey area with contributing and non-contributing evaluated resources designated.
- To provide contextual periods which accurately represent the physical and architectural development of the survey area.
- To assist the Town of Leeds in developing preservation policies and programs for the survey area; including planning and zoning, preservation/rehabilitation incentives, and educational projects (public presentations, walking tours, historic home tours, historic markers, etc.).
- To identify properties for which further research at the Intensive Level would be recommended.
- To identify properties that may be eligible for listing in the National Register, either individually or within the boundaries of a potential district.
- To provide guidelines for future survey work in the Town of Leeds.

Survey Boundaries:

The survey boundaries roughly followed the current municipal boundaries of the Town of Leeds. Because of recent annexations, the municipal boundaries included the previously separate community of Silver Reef. The survey maps are located in Appendix A. The vast majority of evaluated resources are noted on Map #6 (Leeds) and Map #7 (Silver Reef). The former municipal boundaries are shown on a USGS map of the area. The difference in area can be seen by comparing Map #1 (USGS map) to Map #5 (aerial photograph) with municipal boundaries and Map #8. A few of the resources evaluated during this survey do not appear on the survey maps. As noted above, the Harrisburg resources, which were evaluated to clear up confusion in the database, are outside of the survey boundaries and do not appear on the survey maps. The Stormont Mill site, which is included in the Leeds database but more closely associated with the Silver Reef mining community, is located near the Virgin River, well outside of the survey boundaries and off the map.²

One of the challenges of this survey was determining which resources belong in the Leeds database and which belong in the Silver Reef database. With a few exceptions noted below, historic resources located on the east side of the interstate were placed in the Leeds database and those on the west side were placed in the Silver Reef database.

² The Stormont Mill site includes the foundations of a mill (circa 1875) and a never-completed private residence (circa 1990). The site was inaccessible and not evaluated during this survey. It is physically closer to the community of Hurricane, but is on the north side of the river and accessible from Leeds. It has been traditionally associated with Leeds and Silver Reef.

The most notable exception is the Leeds Cemetery, which is located on the west side of the freeway, but accessed from Cemetery Road off Leeds' Main Street. The cemetery was associated with the pioneer community at Leeds. Silver Reef had its own cemeteries during the historic period. Two other resources, located on Cemetery Road (300 West), were included in the Leeds database. A recent subdivision development on a ridge southwest of the cemetery is not within Leeds' boundaries and was not included in the survey.

Within the traditional town of Leeds, the survey was conducted as a standard survey along Main Street, originally State Highway 91, which parallels the route of Interstate 15, east of the freeway. Several resources north and south of the town core, but visible from Main Street were also surveyed. With one exception, all of the lateral streets crossing Main Street were surveyed at the standard level. Main Street and its cross streets include a mix of historic and non-historic construction. The only sections of Leeds on the east side of the freeway that was excluded from the survey were two obviously newer residential developments at the northeast end of town. They include the developments along Silver Meadows Road and Roundy Mountain Road.³ The circa 1990s to 2000s residences in these subdivisions are on the foothills and were not part of historic farmsteads. This is in contrast to some newer homes built at the south end of town, which are located on historic farmstead land and included in the survey for that reason. In Leeds, the housing stock in these newer developments is similar to infill housing stock along Leeds Main Street and its historic laterals.

In contrast, the newer residential development within Silver Reef on the west side of Interstate 15 is easily distinguishable from the historic resources of the former ghost town of Silver Reef. For this reason, all of the Silver Reef housing developments were excluded from the survey. The survey selected historic resources along Oak Grove Drive, Silver Reef Road, Silver Reef Drive, and Wells Fargo Drive. The following streets on the north side of Silver Reef had exclusively either new or no development and were excluded from the survey: Bonanza Road, Canyon Creek Court, Canyon Creek Drive, Deer Trail Drive, El Dorado Court, High Desert Road, Juniper Way, Quail Court, Silverado Court, Silver Crest Court, Silver Hills Road, Silver Shadows Drive. Most of these streets are located in the partially developed El Dorado subdivision, which consists of high-end residences on large lots. It is located north and east of the historic section of Silver Reef. The survey also included the cemeteries and some mining resources along Bonanza Flat Road at the south end of Silver Reef.

The selective survey of Silver Reef concentrated on the extant ruins of buildings and mine workings that were visible from the public access roads. The Silver Reef area includes more remnants of the mining camp, but many are located outside of the municipal boundaries of the Town of Leeds. Those included in this survey must necessarily represent the larger Silver Reef area, which includes both the mining boom town and the mine workings that supported it. Most of the mine locations have limited public access. The survey includes two historic resources along Oak Grove Drive that are outside of the survey boundaries, but have important historical ties to the community: the charcoal kiln (associated with Silver Reef) and the Oak Grove Campground (associated with the Leeds CCC Camp). Because access is from Silver Reef, both of these resources have been placed in the Silver Reef database.

³ Silver Meadows Road extends to the east from Vista Avenue, which connects to Main Street and has a few possibly historic buildings. Roundy Mountain Road intersects with Main, but has no historic buildings. Another development is planned on Majestic Mountain Drive, which also intersects with Main Street, but no buildings are currently visible within the development.

Two historic farmsteads located on the west side of Interstate 15 have been placed in the Silver Reef, although their history is more closely associated with the farming community in Leeds.

Survey Methodology:

The fieldwork was conducted between June 19 and June 20, 2009. The survey began along Main Street in Leeds and then moved to the lateral streets. Silver Reef was surveyed on the second day of fieldwork. An aerial photograph provided by FormTomorrow was used as a base map for the survey. The Town of Leeds was later able to provide a parcel and address map. The street names and addresses were not complete on the map and many of the addresses are extrapolated from neighboring properties. This is particularly true in Silver Reef where many of the historic resources are located on non-address designated parcels. In addition, along the twisting streets within old Silver Reef the numerical and directional address designations appear arbitrary making accurate estimates difficult.

The final RLS map is Auto-CAD-generated and available on disk, as well as a hard copy. In order to provide a scale for readable information, two separate maps have been created, one for Leeds and one for Silver Reef. On the maps, resources estimated to be within the historic period have been designated by an address and either a filled or hatched square. Out-of-period resources within the standard survey area have an address and are designated by an open square. Out-of-period resources skipped in selective survey areas are not designated by address, but are designated by an open square on the map. The resources up the canyon on Oak Grove Drive do not have addresses and do not appear on the map. Extrapolated addresses are designated by a question mark on the maps, in the databases, and on the photograph contact sheets.

The photographs were taken with a Nikon D-40 digital camera recorded on Compact Flash memory cards in the field. The photographs were recorded in the field using the largest image size possible, in this case approximately 6.1 megapixels. Many of the properties were difficult to photograph due to mature vegetation, fencing, long lanes, no trespassing signs, or loose dogs. An effort was made to overcome these difficulties, particularly if the properties contained a historic resource. The image files were downloaded and renamed using the property address. For some estimated addresses the addresses is followed by a "q" to designate a question mark, which is not accepted in the image file name. Other descriptive words such as *rear*, *granary*, *garage*, or *second view* are used to designate estimated addresses or secondary photographs of some properties. The photographs are organized into folders divided according to whether they are in the Leeds or Silver Reef database. Sub-folders have been labeled by street name.

The photographs are printed twelve to a sheet in a format directly corresponding to an edited Microsoft Word version of the Access database printout. The photograph contact sheets are printed on glossy photo paper. The Utah SHPO received black & white copies of the photo sheets on archival paper. The Town of Leeds received a color copy of the photo contact sheets. The contact sheets are laid out in a table created by Microsoft Word. Because using large digital images files creates a cumbersome document, reduced image files of some areas were created and used in the contact sheets. The photograph contact sheets appear in separate documents of approximately five pages each. Both the original and reduced digital image files have been burned onto CD-R disks and provided to the SHPO and the Town of Leeds.

Each property was evaluated for age, type, style, materials, height, outbuildings, and National Register of Historic Places eligibility. All of the surveyed addresses were entered either into the Leeds or Silver Reef sections of the SHPO database. In order to extend the usefulness of the survey, the cutoff date for eligibility was 1965. Properties were evaluated for eligibility using criteria guidelines and designations established by the Utah SHPO. The designations are as follows:

A — Eligible/Significant: built within the historic period and retains integrity; excellent example of style or type; unaltered or only minor alterations or additions; individually eligible for the National Register for architectural significance; also, buildings of known historical significance.

B — Eligible: built within the historic period and retains integrity; good example of type or style, but not as well-preserved or well-executed as "A" buildings; more substantial alterations or additions than "A"; eligible for National Register as part of a potential historic district or primarily for historical, rather than architectural reasons. [Additions do not detract and alterations may be reversible].

C — Ineligible: built during the historic period but has had major alterations or additions; no longer retains integrity. [Resource may have important local significance].

D — Out-of-period: constructed outside the historic period.

A and B evaluations are considered contributing. C and D evaluations are considered non-contributing. In addition to the evaluations A, B, C and D above, the database also provides a designation for demolished properties, which is an X. A designation of U indicates that a property status is unknown. These may include properties that were demolished, but the demolition was not recorded in the database. Unknown is also used to designate properties with address mistakes, properties that appear in the wrong database, or are duplicate records created by accident. Estimated demolition dates or other clarifying information has been added to the comments field for X and U records where known.

This was the first RLS conducted in the area. Previously forty properties had been entered into the SHPO database. Approximately one-third of the properties were entered in the database in 1988 during a cultural inventory for a natural gas pipeline (Map #2).⁴ The SHPO files contain historic site forms (with minimal information) and a single black & white photograph from the inventory conducted in 1988. Another one-third was entered into the database in 1995 during what appears to be a preliminary study of a possible historic district along Leeds Main Street. Around this time, Leeds historian, Wilma Cox Beal, prepared brief descriptions to accompany color photographs of twenty historic buildings along Main Street and one on Mulberry Street. Much of the information provided by Wilma Cox Beal is also found in her published history of Leeds.⁵ The rest of the entries are from miscellaneous years. Two of the properties in the Leeds database were demolished prior to 2009. As noted above, two Harrisburg properties were mistakenly placed in the Leeds database. The database for Silver Reef had four properties, one of which was a building actually located in Leeds and placed in the Silver Reef database by mistake.

⁴ Asa S. Nielson and Donald D. Southworth, *A Cultural Resource Inventory of the Proposed Mountain Fuel Supply Company Natural Gas Pipeline from Cedar City in Iron County, to Ivins in Washington County, Utah*, (Orem, Utah: A-K Nielson Associates, 1988).

⁵ Wilma Cox Beal, *Leeds Historical Events in Bits & Pieces*, (Published by author, 1996).

Outline History of the Survey Area:

The outline history and contextual periods below were developed for the pre-survey Research Design. The results of the completed RLS support the chronological divisions of the contextual periods; however the descriptions of the resources anticipated in the Research Design have been refined to more accurately represent the general results of the survey. More specific findings of the survey are discussed in the Results section of this report. Suggestions for further research within contextual periods can be found in the Recommendations section.

The contextual periods are based on primary and secondary sources. The short history of the mining community at Silver Reef has been written about extensively. In particular the geology and history of the mining industry has been documented. However, the history of the town's inhabitants is mostly anecdotal. The Town of Leeds has fewer references, but there are a couple of excellent local histories. The SHPO files provided some information on individual buildings along Main Street. Census enumerations, gazetteer entries, and other primary sources were consulted. There are many descendants of the early inhabitants of Leeds still living in the area that could provide a good source of oral history for the community.

Pre-Settlement Period

Native Paiutes were the first residents of the survey area. Nomadic bands of Paiutes followed the water along Leeds Creek and built encampments in the area. Later, fur trappers and explorers also followed the creek. There has been some archaeological work performed in the area, but mostly to find artifacts related to the mining community. The BLM land near the Leeds Creek is rich in archeological resources. Within the Leeds municipal town boundaries, there are physical traces of human habitation prior to permanent settlement by Mormon pioneers, for example rock wall storage ledges, but none that could be categorized as buildings or structures for the purposes of this survey.

Early Leeds Settlement Period, 1867-1874

The first permanent settlers of Leeds arrived in 1867. Most came from the pioneer settlement at Harrisburg, 2½ miles to the south. Harrisburg was established in 1859. By the early 1860s Harrisburg had become a way station for travelers and freighters making their way from Salt Lake City to Santa Clara and Saint George, or on through southern Nevada to California. After the completion of the Harrisburg-Quail Creek Dam in 1866, some of the settlers felt that it would be easier to divert water to Road Valley, north and east of Harrisburg. In 1867, one hundred and twenty acres of land was surveyed and many of the Harrisburg residents moved to the Road Valley settlement. By 1869, a school house and several homes had been built in the community. That year the name of the settlement was changed from Road Valley to Leeds, after Leeds, England. The settlement at Harrisburg was eventually abandoned by the turn of the century with only a few surviving buildings.

Leeds was not platted as a typical Mormon village with a rectangular grid of streets that anticipated growth. Neighboring Saint George, Utah, is an example of the typical Mormon town plat, also known as a farm village, where houses and community buildings (schools, churches, etc.) are located within a centralized town and the agricultural land is on the outskirts of the town boundaries.⁶

⁶ Lowry Nelson, *The Mormon Village*, (Salt Lake City, Utah: University of Utah Press, 1952), 4. Brigham

The line village is a modification of the farm village and appears as a linear cluster of homesteads. In the American West, the line village pattern of development most often was a result of settlement that follows a transportation route (first trails and roads, then later the railroads), a water source (streams or springs), or a mineral lode (usually found in a narrow canyon). In the case of Leeds, the settlement was built linearly through the Road Valley following the main north-south transportation corridor. The irrigation system was developed during this period to bring water to the town from the nearby Harrisburg-Leeds Creek. Within the eighteen households noted on the 1870 census of Leeds, seventeen men worked on farms and three were carpenters. The town also had a tailor, a rope maker, and a school teacher.

There are several residences in Leeds that survive from this period. Most are constructed of rock or dressed stone, although there are a couple of frame examples. All have been expanded and remodeled. Examples include the Connally House (built 1868, remodeled circa 1960), the Stirling House (built 1868, remodeled 1935), and the two-story Stringham House (built 1870, expanded circa 1960). The house types and styles from this period are highly individualized buildings constructed by the local builders, often also the first owners. Some agricultural outbuildings may be from this period, but it was difficult to determine exact age since the isolated community had a history of salvaging and reusing building materials. Local histories suggest that the early residences were also used for cottage industries, so there were no commercial or industrial building anticipated. The only institutional building from this period, a meetinghouse/schoolhouse, has been demolished.

Leeds-Silver Reef Boom Period, 1875-1889

This short period is remarkable for the symbiotic relationship between the early pioneer farming settlement at Leeds and the mining camp/boom town that existed 1½ miles northwest at Silver Reef. In 1866, silver was discovered in a rock formation west of Silver Reef by John Kemple. At first he was unable to find the source of the vein, but returned in 1874 to organize the Harrisburg Mining District. William T. Barbee obtained financing from a Salt Lake City bank and by late 1875 there were twenty-one potentially rich mining claims in the area. Within the year a cluster of businesses had been established and were called Bonanza City. A tent city known as Rockpile was built in the spot that became Silver Reef. The camp began to fill with prospectors, unemployed miners from Pioche, Nevada, and former Chinese railroad workers. In 1879, the population was estimated at 1,500 to 2,000. The 1880 census enumeration officially recorded 1,051 residents of Silver Reef. In contrast, Leeds had 280 citizens and Harrisburg had only 51 in 1880.⁷

Within a few years, the mining camp was transformed into a mining boom town with nine grocery stores, six saloons, five restaurants, a hotel, a Catholic church, and its own newspaper. The substantial stone Wells Fargo and Company Express Building was built on Silver Reef's Main Street in 1877. The town reached its peak around 1880. Within a few years, a decline in silver prices, labor disputes and several devastating fires combined to weaken the boom town. By 1884, most of the mines had closed and the miners had moved on. The merchants and other supporting businesses soon followed. The population in 1890 was 177. Several attempts to revive the town failed (1898, 1909, 1916 and 1950).

Young instituted variations of the "City of Zion" plat during the Mormon colonization period of the late 1800s.
⁷ Paul Dean Proctor and Morris A. Shirts, *Silver, Sinners & Saints: A History of Old Silver Reef, Utah*, (Provo, Utah: Paulmar, Inc., 1991): 115. This source provides an in-depth examination of the ethnic and socio-economic study of the Silver Reef residents enumerated on the 1880 census.

The Wells Fargo building is the only intact historic building from the boom period. Both it and the adobe brick Rice Bank building were remodeled into residences in the 1950s. The Wells Fargo building was later rehabilitated as a museum and art gallery in 1986. The Rice Bank was reconstructed as a gift shop around 1991 after being partially destroyed by fire. The frame Cosmopolitan Restaurant is a reconstruction based on historic photographs. Several remnants, mostly stone foundations, of the old mining boom town are visible from the streets. There are also remnants of the mine workings in the vicinity of Silver Reef.

During the boom years of Silver Reef, the residents of the farming community at Leeds had a ready market for their agricultural products. In Silver Reef, for example, apples and peaches produced in Leeds could be sold for five cents each rather than by the pound.⁶ By the time the population of Silver Reef peaked, Leeds farmers had several vineyards and wine making was encouraged. Wine and other cash crops produced for the Silver Reef miners brought prosperity and stability to the struggling agricultural outpost of Leeds during this period. Many of Leeds masons and carpenters found work constructing the boom town buildings of Silver Reef. Others operated mercantile establishments and or provided freight services. In the town of Leeds, on the 1880 census enumeration, the miners outnumbered the farmers two to one. Other ties to the mining industry included an assayer, several teamsters and one man who worked at the charcoal burner. The residents of Leeds were also employed as a store clerk, a wheelwright, as stock men, and as day laborers. The town had three blacksmiths, five carpenters and one stone mason.

The cash from trade with the mining community allowed many residents of Leeds to build more substantial residences during this period. For example, the two-story brick house built by William Stirling in 1876. While brick was available from neighboring communities, stone remained the most popular building material. For example, the well-appointed rock home built by the McMullin family in 1881. Most of the resources are one-story stone residences with a few exceptions. As with the previous period, many of Leeds historic residences have been updated and modernized. An example is the Angell House (built 1885, remodeled 1932). There may be a few agricultural outbuildings from this period. Surviving remnants of the irrigation system likely date from this period, although the main ditch is earlier. Leeds has numerous rock retaining walls that date from the first three historic periods.

Salvage and Stability Period, 1890-1911

By the early 1890s, Silver Reef was a ghost town, but the community of Leeds had developed into a stable, thriving community. Although no longer supported by the mining boom population, the main territorial road running through Leeds allowed the agricultural community to expand its market base. The 1900 census enumeration lists several workers in the mining industries, but the number of men who listed their occupation as farmer or farm laborer grew. The town also had a miller, a store bookkeeper, a hotel manager, a school teacher, and two ministers (the local Mormon ecclesiastical leaders). Business gazetteers of the period list the following businesses: a coffin maker, a blacksmith, a hotel, and two general stores. The 1910 census lists mostly farmers.

The stone Tithing House built in 1891-1892 was one of the last vestiges of the pioneer era. The stone fence around the tithing yard is indicative of the many stone walls found throughout Leeds. Stone was phased out as a building material for residences by the turn of the century.

⁶ Marietta M. Mariger, *Saga of Three Towns: Harrisburg, Leeds, Silver Reef*, (Panguitch, Utah: Garfield County News, [1951]): 24.

Housing stock from this period was more commonly brick or frame. One example is the early bungalow built by Bert Harris in 1911. Like many of the early twentieth century homes in Leeds, the Harris home has been remodeled. During this period, the population of Leeds continued their cottages industries. A high percentage of household combined their primary residence with some commercial use (e.g. dry goods, confectionary, post office, boarding house, etc). Commercial buildings were likely to be altered. The surveyor anticipated a higher probability of extant agricultural outbuildings from this period.

One of the more notable building trends of this period was the salvage of whole buildings and building materials from the abandoned Silver Reef community. In the early 1890s, William Stirling purchased the old Catholic Church and moved it to Leeds where it served as a dance hall and community center (later demolished). An 1892 description of Silver Reef included the following comment: "The numerous business houses and dwellings which once constituted a part of this prosperous camp are now being hauled away, principally to Leeds, where the people are using the material in the construction of barns, stables, coops, etc."⁹ At least two relocated primary buildings have been previously identified: the Silver Reef frame schoolhouse built in 1880 and moved to Leeds in the early 1900s (now Leeds Town Hall), and the Fuller House, a frame building moved from Silver Reef in 1905 (later remodeled). It is possible that foundation or retaining wall stones found in extant Leeds construction may have been salvaged from Silver Reef.

Agricultural Diversification and Early Tourism Period, 1912-1929

This period is marked by a growing diversification of Leeds economy. The raising of livestock, particularly cattle and sheep, became more dominant in the economy. Early pioneer sorghum from cane processing became a community-wide effort. Orchard and fruit production, particularly peaches, remained an essential part of the agricultural economy, but residents also experimented with other cash crops, such as strawberries, cantaloupes, watermelons, onions, radishes, and tomatoes. Some of Leeds farmers produced sugar beets and alfalfa. The Peach Pit Pavilion (rebuilt and located in the town park) is an example of a structure from this period where the residents would gather to sort peaches for export to outside markets. In 1912, a cannery was built in Leeds. The cannery provided seasonal employment for town residents until it was destroyed by fire in the late 1920s.

Also in 1912, a ranger station was just outside of the Leeds town site, which represents an increase in federal control of the land in southern Utah.¹⁰ In 1926, State Highway 91 was improved for automobile traffic through the Town of Leeds. Although Leeds was not close to emerging tourist destinations in southern Utah, particularly the national parks, the town's modest business district on Main Street did benefit from the traffic along Highway 91. A tourist camp (traveler's rest), the Log Cabin Inn was built at the north end of town during this period (demolished).

Residential construction during this period was limited to a handful of bungalows. One notable example is the rock-faced concrete block bungalow and matching garage (built circa 1920) on the Savage farmstead. Many of the pioneer-era homes were updated during this period (additions, asphalt siding, stucco application, etc.). There is at least one commercial building from this period, the Leeds Mercantile (altered) on Main Street, but most of the commercial activity continued to be in the form of cottages industries.

⁹ Andrew Jensen, as quoted in *Saga of Three Towns*: 25.

¹⁰ Around 1945, the station was moved to Main Street where it was used as a residence for many years.

For example, the Julia Ford house, a pioneer-era home that functioned as both a store and residence for many years (remodeled circa 1930). The Stirling house had a long history as both residence for the Stirling family and the Stirling Hotel well into the twentieth century. The McMullin House functioned as an informal hotel during the same period, although it did not appear in the business gazetteers. The LDS Church built a Spanish Mission-style meetinghouse in 1929-1930 (demolished 1976). An outbuilding from the cannery complex may be extant. The Miller garage on north Main Street may be from this period (altered when a tin false front was removed and the primary elevation covered in aluminum siding). There are some agricultural outbuildings and early garages noted within this period.

Depression Years and the CCC Camp Period, 1931-1945

As with most of the country, construction in Leeds was practically non-existent in the early 1930s. However, many of the existing businesses were able to survive the depression years. Automobile traffic continued to increase on Highway 91, which was paved in 1931. The 1930 census records at least two auto mechanics working in Leeds at the time. In 1932, the Leeds Mercantile building was acquired by Charles and Kate Allen, who expanded the modest mercantile into a small-scale department store selling groceries, house wares, hardware, pharmaceuticals, and gasoline. The Leeds Broom Cooperative Association opened a factory in 1937, which remained in operation until World War II (demolished, date unknown). The 1930 census enumeration illustrates the agricultural diversification that began in the previous decade. Most of the farmers in Leeds were specialized, including a high percentage of fruit farmers.

The most significant change to Leeds in this period was the opening of a Civilian Conservation Corps camp at the south end of town in October 1933. Company #585 employed approximately 200 young men from all over the country, effectively doubling the population of Leeds during its period of operation. The camp also employed several local lumbermen, carpenters, and miners to function as project leaders. The enrollees at the Leeds Camp worked on numerous projects in southwest Utah, but also on local projects in the Leeds area, such as stone-lining of waterways, retaining walls, and the Oak Grove Campground. Four stone buildings are extant in the camp and form the core of the Leeds CCC Camp Historic District.

Although Leeds was a small community, there appears to have been a relatively robust amount of building activity during the late depression years and pre-war years. There are a few Period Revival cottages, built from the late 1930s to the late 1940s. For example, the Young House, a brick period cottage at 242 N. Main Street (built 1947). There are only a couple of World War II-era cottages. There was also a lot of activity ties to the remodel and updating of pioneer-era homes, including the examples noted in previous periods. There are several garages from this period. The possible commercial buildings are noted above. Barns, but especially hay shelters and chicken coops, were the most common agricultural buildings from the period.

Agricultural Specialization and a Stop on Highway 91 Period, 1946-1964

During this period the Leeds agricultural community became more specialized and the number of individual farms and ranches declined. The town maintained its identity as a stop on the increasingly busy Highway 91 corridor. Throughout the first half of the twentieth century, the Town of Leeds maintained a steady population of about 225. In 1910, the population dipped to 148, then reached its peak at 268 in 1940.

The population began to decline after World War II, as the post-war economic boom created greater economic opportunities for younger residents outside of the rural community. In 1960, the population reached a low point of 109. Remodeling and expansion of existing homes were more common during this period than new construction. Some ranch houses appeared as infill housing stock. During this period some residents of the town would rent portions of their homes to recreational visitors, such as hunters from Los Angeles during the hunting season. There is also local information to suggest the continuation of cottage industries and emerging commercial uses during this period, for example, a German restaurant on Main Street. There are several agricultural outbuildings from this period. Most are located on outlying farmsteads with a few in-town groupings.

Interstate Isolation Period, 1965-1991

In 1964, the section of Interstate 15 running parallel to Leeds was completed. Highway 91 (Main Street) through the town became a quiet residential street once more. However, the change "produced an economic coma" for local businesses.¹¹ Despite the isolation produced by the construction of the interstate freeway, the population of Leeds grew in the 1970s through 1990s. This was probably due to the viability of Leeds as a semi-rural bedroom community for the growing metropolis of St. George. There are newer homes from this period as infill, but most of the new residential development can be found on the outskirts of town, in tracts emanating from Main Street or off Vista Avenue. There are also newer residences on many of the older farmsteads. The two commercial plazas along north Main Street were built during this period. The current LDS Church was built in 1976.

In Silver Reef, interest in the mining ghost town grew in the 1970s and 1980s. A forty-lot subdivision was platted north of the ghost town business district. Silver Reef attracted even more new residents after the restoration of the Wells Fargo building in 1986. The Wells Fargo museum now occupies the south side of the building with the Jerry Andersen Art Gallery in the north side. A sculptor, Jerry Andersen, built a home just north of the Wells Fargo building.

Preservation Renaissance Period, 1992 to 2009

Patterns of newer residential construction similar to the previous period were identified during this period. Recently there has been modest subdivision development as the Town of Leeds annexed several large tracts of land. The annexations included the large-lot El Dorado subdivision in Silver Reef, the area surrounding the old Silver Reef commercial district, and much of the land between the two communities. The Town of Leeds passed its first preservation ordinance in 1991. In the mid-1990s, many of the residents of Leeds began to organize for the purpose of preserving as much of the physical history of Leeds as possible. Several buildings have been restored, including the old schoolhouse, which was restored as the town hall.¹² In 2008-2009, the Leeds Historic Preservation Committee designed and built several stone markers with signage to commemorate Leeds early history. The stones for the monument were salvaged from the Angell-Sullivan House (circa 1868) that was demolished. Historic preservation in the community was listed as a top priority in the ongoing development of a new master plan for the community. This survey is part of ongoing preservation efforts by the Town of Leeds and the preservation committee.

¹¹ Town of Leeds Historic Signage.

¹² The full length porch was rebuilt on the west elevation, but the original siding was covered. The historic character of the building is preserved on the east elevation.

Summary of Survey Results:

The combined selective and standard Reconnaissance Level Survey of Leeds and Silver Reef documented a total of 271 primary resources, with 65 contributing. The primary resources were divided between 232 resources in the Leeds database and thirty-five resources in the Silver Reef database. The number of secondary resources evaluated was thirty-five, divided between twenty-five in Leeds and ten in Silver Reef. The total of primary and secondary resources was 304.

As noted above, due to conflicting entries in the database, four resources in the Harrisburg area were photographed and evaluated. The Harrisburg resources included three stone houses from the 1860s: the Orson Adams House (restored), the Leany House (ruin), and the Jolley House (ruin). The database also included an entry for a 1933 concrete bridge (altered). The Harrisburg area also includes a pioneer-era cemetery, stone walls and other ruins, and the remnants of a circa 1958 movie set. These resources were not evaluated in the survey. Because the Harrisburg resources are outside of the boundaries of the survey and the jurisdiction of the Leeds CLG, none of the Harrisburg resources are considered in the survey results.

The majority of contributing resources (As and Bs) were residential (mostly found in Leeds). All were single-family dwellings. There was only one multi-family dwelling, a non-contributing duplex. The residential resources in the survey area are highly individualized and present an eclectic mix of types and styles. The relatively small sampling made any statistical analysis for this report valueless. For reference, a statistical summary of building type and styles appears in Appendix D. In the materials category, thirty percent of contributing buildings were covered with veneers, primarily stucco. A significant twenty-seven percent were stone. This is due to the number of extant settlement-era buildings and the four stone buildings from the CCC Camp. Twenty percent contributing buildings were brick and fourteen percent had wood exteriors.

There were eight primary contributing resources identified as agricultural buildings. Four cemeteries were identified. Only four contributing commercial resources were identified, all others were altered or out-of-period. Six resources were identified with the mining industry (all in Silver Reef). The four buildings associated with government/healthcare are in the Leeds CCC Camp Historic District. The remaining contributing resources are landscape features.

It is important to note that the total number of resources for the RLS includes several non-building resources. At the request of the Leeds CLG, the RLS evaluated several representative examples of resources associated with the historic irrigation system, which appear in both Leeds and Silver Reef. The surveyor was also asked to evaluate representative examples of the stone and rock retaining walls found throughout the survey area. The examples entered into the database are considered linear resources designed to represent a group of resources. The surveyor was also asked to photograph and evaluate the stone markers/monuments that have been recently placed along Main Street in Leeds. In order to remain consistent, the Catholic Church site commemorative marker in Silver Reef was included in the survey. Other less permanent signage, mostly wooden signs, was not included in the survey; although a few appear in photographs taken during the survey.

Because the survey data and is divided between two separate databases, one for Leeds and one for Silver Reef, the discussion of survey's General Findings below has been separated by area. A statistical summary of each database is found in Appendix D. In the discussion of Findings by Contextual Period, the discussion combines the two areas; however, specific examples are noted by location where necessary.

General Findings in the Leeds Area

In the Town of Leeds, a total of 232 resources were evaluated. These resources included updates to existing records in the database as well as new entries. Four previous entries were reevaluated as *U*, or Unknown. One was the Stormont Mill site, outside the boundaries of the survey. Three were duplicate records. Four buildings previously entered in the database have since been demolished. They are listed on the final page of the Leeds database printout in Appendix C. Of the remaining 224 resources, thirteen (six percent) were historic buildings evaluated as *C*, non-contributing and ineligible due to alterations. Some entries with borderline eligibility were noted in the Comments field. Seventy-three percent of resources (165 resources) were built after the period of significance ended in 1964, and therefore given a *D* evaluation (i.e. out-of-period). Eight resources (four percent) were evaluated as *A*, eligible and contributing, but also significant. Thirty-nine resources (seventeen percent) were evaluated as *B*, eligible/contributing. This makes a total of 46 (twenty percent) contributing resources.

Some large and possibly significant outbuildings were evaluated as primary resources. Most outbuildings were simply counted as secondary resources, which are counted as either contributing or non-contributing, rather than evaluated as *A*, *B*, *C* or *D*. Of the thirty-five outbuildings counted, ten were considered contributing and fifteen were considered non-contributing. A slight majority of outbuildings were detached garages. The rest were miscellaneous agricultural outbuildings.

Within the total number of resources, approximately five percent are not buildings. A building is defined for the purposes of National Register (NRHP) eligibility as "sheltering human activity." For example, the non-historic Peach Pit Pavilion and a historic resource possibly associated with the old cannery site, are open to the elements and would be considered "structures" using NRHP guidelines for counting resources. The stone retaining walls and remnants of the irrigation would also be considered structures. The cemetery and park would be considered as "sites" using NRHP criteria. The markers and monuments are considered "objects" by the NRHP. Although the SHPO database has codes to describe the above resources, the database does not provide these distinctions for counting resources using NRHP guidelines. The distinctions are important to understand because an NRHP listing for a historic farmstead may include several resources. For example, a house (building), barn (building), hay shelter (structure), retaining wall and irrigation ditch (structures).

General Findings in the Silver Reef Area

In the Silver Reef area, which was conducted as a selective survey, a total of thirty-five resources were evaluated. Two previous entries in the database were re-evaluated as *U*, Unknown. One was a nearly empty record with no address and the other was a duplicate entry for a period cottage actually located in Leeds. In Silver Reef, two resources were evaluated as *A*, eligible/significant. They were the Wells Fargo building and the Savage Farmstead. There were nineteen contributing *B* resources, which accounts for 55 percent of the resources evaluated. Six resources (eighteen percent) were evaluated as a *C* because of non-historic alterations. Eight resources (twenty-four percent) were evaluated as *D*, out-of-period. Only ten outbuildings (or secondary resources) were counted. Seven are contributing and three are non-contributing.

The Silver Reef selective survey is somewhat unique because half of the resources evaluated were not buildings, but other types of resources. Three of the buildings were associated with old Silver Reef (Wells Fargo, Rice Bank, Cosmopolitan Restaurant). The other buildings were residences associated with historic farmsteads scattered throughout the mostly open land between Silver Reef and Leeds. Only two of the farmsteads appear to be unaltered. The later residences in the non-historic subdivision developments were excluded from the survey.

The Silver Reef area has a remarkable variety of resources associated with the nineteenth century mining boom period. The landscape has numerous ruins of historic buildings (all stone), however, only substantial ruins that could be identified by name were evaluated. A few other examples (unidentified piles of rock) were photographed, but not evaluated. Six ruins of identifiable buildings were evaluated as contributing resources. The ruins would be considered sites under the NRHP criteria for counting resources. The three Silver Reef cemeteries would also be considered sites. Other resources evaluated from the mining period include the mine workings that were visible from the public access roads. The area has other remnants of the mining industry, but many are outside the boundaries of the survey and difficult to access. The head frame, chute, and portal, etc. are considered contributing structures. Remnants of the irrigation system (ditches, water tank) are also considered structures.

Findings by Contextual Period

The findings below are summarized by contextual period. The contextual periods are used to organize the resources in order to aid further research and the implementation of the Recommendations of this report (see below). A few significant and representative examples may be cited in the following discussion, but a more comprehensive list of contributing resources within contextual periods is found in the Recommendations section.

The placement of findings is tentative. Most construction dates were estimated during the survey and it is likely that more in-depth research on specific resources will determine exact construction dates, perhaps placing resources in other contextual periods. It is also important to note that linear multi-part resources, such as the irrigation system, would have expanded over time and possibly several contextual periods. Also of note, particularly in Leeds, many of the historic buildings have been altered over the years, placing them within two or more contextual periods. Modifications to historic buildings that were made prior to 1964 are considered historic in their own right. Therefore, some significantly remodeled buildings may be considered contributing for the purposes of this survey.

Pre-Settlement Period

As anticipated in the Research Design, no historic resources that qualify for inclusion in the SHPO database were identified. The traces of Paiute habitation prior to the Mormon settlement in the area would be considered archaeological resources.

Early Leeds Settlement Period, 1867-1874

Eight contributing resources were identified from this period. They include five settlement-era houses, all have been altered to some extent and are contributing primarily for historical significance. The Leeds Cemetery dates from this period. The earliest remnants of the irrigation system from this period are located in both Leeds and Silver Reef.

Leeds-Silver Reef Boom Period, 1875-1889

There are four contributing buildings in Leeds from this period. All are historic residences. Of the four, only the Stirling House (built 1876 at 15 S. Main Street) is relatively unaltered. Two others have been altered, but are still contributing. The Hancock House (built circa 1886) has been altered to the point of non-contributing, but still may have historical significance. The Leeds Schoolhouse (remodeled to serve as the town hall) at 218 N. Main Street was built in Silver Reef during this period and later moved to Leeds. It is another example of an altered building that has historical significance. As with the previous period, some remnants of the irrigation system date from this period. Some of the stone/rock retaining walls may have been built during this period.

In Silver Reef, sixteen out of the nineteen contributing resources were built during this period. They include the Wells Fargo building, two cemetery sites, eight stone ruin sites, three mine-related structures, the school yard rock wall, a stone paddock, and the stone kiln (located outside the municipal boundaries). The Chinese cemetery site is non-contributing because the graves have been removed and it is unmarked. The reconstructed Rice Bank is also from this period, but non-contributing.

Salvage and Stability Period, 1890-1911

No resources in Silver Reef were identified from this period. The Fuller House at 175 N. Main Street was believed to have been moved from Silver Reef to Leeds in 1905. Later alterations have made it difficult to estimate the original construction date, so the house was placed within this period as a contributing building. In Leeds, four historic residences from this period are contributing. A representative example is the Thomas House (a foursquare built in 1896) with a later rear addition. The Harris House (built in 1911) is an example of a bungalow from this period, which has been unfortunately altered. There are some outbuildings and outbuilding groups that appear to be from this period, but further research is needed to determine more accurate construction dates and whether the outbuildings were built out of materials salvaged from Silver Reef. The Tithing House (built in 1891) is the earliest contributing building from this period. The rock wall around the Tithing House is the only historic retaining wall in Leeds that could be definitively dated by the RLS, and it has therefore been included in this period. This period likely marks the end of rock wall building. Further research may also determine whether any stones were salvaged from Silver Reef.

Agricultural Diversification and Early Tourism Period, 1912-1929

The historic resources of this contextual period are a mix of eclectic resources. Of the three contributing resources, the 1912 ranger station has the best historic integrity. This board and batten building was built in 1912 and moved around 1945 from the vicinity of the CCC Camp to its present location at 110 S. Main Street. A stone foursquare built circa 1920 at 365 N. Main Street is also from this period and has minimal alterations. This house is located near the site of the demolished 1912 cannery complex. Two resources, a garage and a covered porch, may have ties to the cannery. There are several altered and non-contributing historic resources from this period, including three historic houses, the Leeds Mercantile, and the Miller garage. Some outbuildings may also date from this period, but further research is needed. In Silver Reef, the only contributing resource identified from this period was the Savage Farmstead, with a rock-face concrete-block bungalow and matching garage (circa 1920). The Savage Farmstead includes a collection of contributing and non-contributing outbuildings. It was historically associated with Leeds.

Depression Years and the CCC Camp Period, 1931-1945

Of the eleven contributing resources built in this period, the most important are the four stone buildings associated with the Leeds CCC Camp. Previously in the SHPO database, the Leeds CCC Camp Historic District (96 W. Mulberry Street) was listed as a single entry. The entry for the NRHP-listed district will remain in the database. However, during this survey, each building within the historic district was given its own entry in order to provide a more accurate count of contributing buildings in Leeds. The listing of buildings separately is also consistent with other historic districts in Utah. In addition to the stone buildings in the camp, the swimming pool was given its own entry, although it has been altered and is no longer contributing.

The remaining contributing resources include three excellent examples of brick period revival cottages: 48 N. Main Street (circa 1936), 255 S. Main Street (circa 1940) and 217 S. Main Street (circa 1940). The basement house (circa 1940s) located on the outskirts of town at 850 N. Main Street may have originally been a root cellar. The stucco-covered house at 145 N. Main Street is one of the few examples of a World War II-era cottage in Leeds. The house at 188 S. Main Street is from the same era, but appears more modern in style. The farmstead on Berry Lane probably dates from this period as well.

Perhaps the most important finding for this contextual period is the high percentage of older homes that were updated during the 1930s. This may have been due to a boost in the Leeds economy provided by the CCC Camp. In Silver Reef, the only resource possibly from this period is the water tank located on Silver Reef Road, which was built when the Leeds water system was upgraded.

Agricultural Specialization and a Stop on Highway 91 Period, 1946-1964

The eight contributing residences from this period include a range of housing types. One interesting example is at 242 N. Main Street, which built in 1947, and is a relatively late example of a brick period revival cottage. The striated brick house at 190 N. Main Street is an example of the early ranch style. The brick house at 48 W. Center (built circa 1960) is an excellent example of a typical ranch house from the latter part of this period. Most of the other residences have some alterations and/or later veneers. Within Silver Reef, the Beal Farmstead was the most intact collection of house, garage, and agricultural outbuildings. The house was estimated to be built around 1950, however, two of the outbuildings appear older, and further research is needed.

Interstate Isolation Period, 1965-1991

This contextual period consists of 72 non-contributing resources that were built outside of the historic period. The majority of the resources are one-story ranch/rambler style residences. The list also includes the LDS Church (1976), the former Leeds Fire Station (1976), and the commercial buildings in the complex between 215 and 291 N. Main Street. The resources include several permanent buildings associated with the two RV parks on Valley Road, including a hotel. The trailers and mobile homes within the RV parks were not surveyed as individual resources; however, several mobile homes in other parts of Leeds. Because of the selective nature of the Silver Reef survey, only a handful of newer homes, possibly on historic farmsteads were evaluated. The Silver Reef Estates subdivision was platted in 1987, but not all of the forty lots were developed prior to 1991, when approximately twelve acres south of the subdivision was leased to the Silver Reef—Wells Fargo Monument Committee (Map #4).

Preservation Renaissance Period, 1992 to 2009

There were approximately 90 non-contributing buildings surveyed, mostly residences built since 1992. There are several manufactured homes. Those surveyed were primarily located as infill between historic residences along Main Street and its laterals. It is estimated that equal numbers of recent residences are located in the Leeds and Silver Reef subdivisions excluded from the survey.

Recommendations:

The Utah State Historic Preservation Office recommends that local preservation programs for historic resources generally be undertaken in the following sequence: Survey, Designation and Treatment.¹³ The Survey of historic resources refers to both identifying resources at the reconnaissance level and more in-depth research at the intensive level. Designation refers to the recognition of the significance of resources. Currently the two most common methods of recognition are listing on a local historic site or landmark register, or listing on the National Register of Historic Places.¹⁴ Treatment refers to the protection, stabilization and rehabilitation of historic resources. Public education on historic resources and preservation issues can occur within any of the three phases. The following recommendations for the Leeds-Silver Reef communities are based on the results of the RLS conducted in 2009. The recommendations follow the general procedures of Survey, Designation and Treatment; however, specific recommendations are presented in an order that best represents the objectives of the survey and the goals of the Leeds Historic Preservation Committee and other interested stakeholders.

Further Reconnaissance Level Survey Work

The Reconnaissance Level Survey developed by the Utah SHPO is the most systematic approach to documenting and evaluating historic buildings and other resources in Utah. It is designed for dealing with large groups of resources and usually includes all or a large portion of a community. Because the Leeds-Silver Reef RLS includes most of the area within the municipal boundaries, no further Reconnaissance Level Survey work is recommended at this time. This report recommends updating the current survey in approximately ten to fifteen years. Because growth is anticipated to fill some of the undeveloped land on the outskirts of town, this future survey should be a standard survey within the municipal boundaries. In fifteen years, the earliest phases of the Leeds and Silver Reef subdivision developments may be eligible for the National Register.

Local Landmark Designation

On April 18, 1991, the Leeds Town Council approved a local Historical Preservation Ordinance.¹⁵ The ordinance makes provisions for a historic preservation committee, designation of historic landmarks and some demolition/building permit protection for qualifying landmarks.

¹³ See page H-9 in the CLG Form Book, a handbook for Certified Local Governments prepared by the Utah SHPO.

¹⁴ In the 1970s and 1980s, the Utah State Preservation Office maintained a state register of historic buildings, but this register has been phased out in favor of the National Register, which has provisions for recognizing a variety of resources for local, state or national significance.

¹⁵ Town of Leeds, Chapter 15-000 Historical Preservation Ordinance 91-1.

The Town of Leeds is currently considering updating the ordinance; therefore this report takes the opportunity to make recommendations on revising the ordinance. During the course of this project, the surveyor observed that the Town of Leeds Historic Preservation Committee appears to be a fully functioning committee with enthusiastic members who have a good knowledge of the historic resources in their community. Whether or not provisions of the ordinance regarding the committee were strictly observed (e.g. appointments, terms of office, meetings, jurisdiction, etc.) could not be determined from the surveyor's relatively brief interactions with committee members, but it was apparent that the committee had been functioning in their advisory capacities according to the terms of the ordinance.

One of the concerns regarding the ordinance was the lack of written information about the historic landmarks. The ordinance makes provision for the historic preservation committee to compile a list of landmarks along with a brief description, estimated date of construction, reason for inclusion on the list (i.e. significance), and name/address of current owner. Compiling a landmark list does not appear to be a requirement of the ordinance, but once the list is compiled it must be accessible to the general public. During interactions with committee members, town staff and others, it does not appear that a landmark list was ever compiled. In fact, some participants of the historic preservation workshop were surprised to learn that the town had a historic preservation ordinance. It is likely that in such a small town, it was assumed that committee members, building permit inspectors, and planning staff would all have a mental working knowledge of the historic resources of the community.

In addition, the ordinance makes provisions for a historic district with extremely fuzzy boundaries that rely on street and property owner names, rather than addresses or parcel lines. The boundary section also includes all landmarks and monuments (defined as commemorative markers, signs, statues, etc.) within the Town of Leeds' limits. Although it is assumed that the historic district boundaries linked to municipal town limits would expand with subsequent annexations, the ordinance at present does not adequately address the unique set of historic resources found in Silver Reef.

For these reasons, this report strongly recommends the implementation of a landmark list as described in the ordinance and in any subsequent revision. Because of the way the ordinance is written, this report recommends that the committee compile separate lists, one for landmarks and one for monuments. In the current ordinance, the definition of landmarks versus monuments overlaps. It may be better to define landmarks as historic buildings, structures or sites. Monuments could be described as markers, signs, statues, objects, etc. that are commemorative in nature. The actual construction dates of said monuments may or may not be historic, for example, the stone markers and signage that were installed along Main Street in 2008-2009.

The results of this RLS may be a starting point for compiling a list of landmarks and monuments. For example, the committee may choose to compile a list of the *A* and *B* designated resources using on the database printouts from the RLS (Appendix C). Because the number of contributing resources is relatively small, this report recommends that the committee consider each contributing resource individually for inclusion on the landmark list. In addition, the committee should review *C*, altered historic resources, for exceptional historical significance and contributions to the community.

In some cases, known historical significance has mitigated a loss of physical historic integrity for the purposes of the National Register. Because the Leeds CLG specifically asked the surveyor to evaluate markers, the database printouts can also be used to compile a monument list, although the non-historic commemorative markers should be kept separate from the historic landmarks.

The committee may wish to choose a cut-off date other than 1964 for the town's landmark status criterion. In which case, this report would recommend choosing an ending date from an earlier contextual period. The committee should examine more closely the estimated construction dates for buildings construction within five years before and after the proposed cut-off date. The committee may have access to local information, county tax records, or building permit records that may be helpful.¹⁶ Some communities use their preservation ordinance to create a local landmark register or registry, but for the Town of Leeds, a simple list should suffice.

This report also recommends that the committee use addresses and/or tax parcel numbers, rather than the descriptive terms currently used in the ordinance to designate landmark status. It is highly recommended that tax parcel numbers be used in addition to property addresses, since so many of the historic resources are located on non-addressed parcels. It is also recommended that the town not use historic district boundaries unless they wish to create a historic district overlay as a zoning ordinance. The overlay zone may be an option along Main Street, but it would not be an effective solution for the farmsteads on the outskirts of town or the scattered resources of Silver Reef. If a historic district overlay is implemented, the planning staff should prepare a map with the district's boundaries, preferably not bisecting existing property lines. Landmark status based on a combination of addresses, parcel numbers, and property lines would be the best way to avoid confusing property owners regarding whether or not their property contains one or more historic landmarks.

The surveyor was not able to ascertain whether the "treatment" provisions of the Leeds preservation ordinance, for example, whether the building or demolition permit process went smoothly where historic buildings were involved. Discussions with committee members and workshop participants did not reveal any major problems with the regulatory provisions of the ordinance. This either means the ordinance is working smoothly or it is not being enforced. The current town planner is new to the job and could not provide any information on preservation actions since the implementation of the ordinance. Having a landmark list would help planning staff and committee members keep track of preservation actions that may help to inform future revisions of the ordinance.

National Register of Historic Places Nominations

The Leeds Historic Preservation Ordinance makes provision for accepting landmark status based on listing "with a national or local historic society." Since it does not appear that the Washington County Historical Society has a designation program, the two options are the Town of Leeds and the National Register of Historic Places. Some communities use the NRHP designation in lieu of local landmark status designation to implement historic preservation policies. This is not recommended for the Town of Leeds for two reasons.

The first reason is that currently only three resources are listed on the NRHP (Wells Fargo building, Tithing Office, CCC Camp). The NRHP listing process for a single nomination can take several months and some important local historic resources may not be eligible. This would leave many of Leeds and Silver Reef's historic resources without protection under the current ordinance. Compiling a local landmark list would be the most efficient way to provide landmark status.

¹⁶ The surveyor requested building permit records from the Town of Leeds, but the town was not able to provide them in time to make the survey deadline.

The second reason is that concomitant listing on the National Register and local landmark status creates the impression with the general public that the NRHP has regulatory power over properties. In fact, listing on the National Register is a purely honorific designation. It is only at the local level that policy makers can put "teeth" into preservation ordinances and regulations. Another false assumption is that an NRHP listing protects a historic building or resource. This is only true when an action (called an undertaking) by a federal agency will have an impact on a historic resource. Where a historic resource has been listed or is eligible for listing on the NRHP, the agency is required to mitigate the impact. In some cases, the action is modified to preserve the resource. In other cases, mitigation means the historic resource is documented before demolition.¹⁷

While listing a building on the NRHP may not provide regulatory power over historic resources, there are several good reasons for both communities and property owners to pursue NRHP listings for their historic buildings and other resources. For buildings, a National Register listing gives the property owner the opportunity to pursue federal and/or state tax credits for qualifying rehabilitation work. The state tax credit is for residential properties and the federal credit is for income producing properties. Some rehabilitation projects may qualify for both credits. Interested property owners should contact the Utah State Historic Preservation Office for more information. There is also information on the NRHP and the tax credits at the Utah Division of State History website.

Although not a financial incentive, National Register status can create a sense of pride for both property owners and others in the community. NRHP listings, particularly when accompanied by a plaque, can educate the public about a community's historic resources and can increase heritage tourism in the area. The Town of Leeds has used the listing of the Tithing Office and the CCC Camp in their promotional materials. Silver Reef has done the same with the Wells Fargo building. The various ways to list historic resources on the NRHP and recommendations for the Leeds and Silver Reef area resources are described below. All are eligible for funding through the CLG grant program.

District Nominations

A historic district is a contiguous collection of historic resources usually within distinctive boundaries. The Leeds CCC Camp Historic District is an example of an NRHP listed district. Within a district, contributing resources (i.e. those that contribute to the historic character of the district) are considered as listed on the National Register. Non-contributing resources within the district's boundaries are not listed.

From a map found in the files of the Utah SHPO, it appears that around 1995 an effort was made to create a Leeds Historic District, mainly along Main Street (Map #3). The map may have been produced for the preservation ordinance, but the source is unknown. Only the historic buildings are on the map. The RLS map produced for this survey (Map #6) shows all resources. Unfortunately, the contributing resources are somewhat scattered, and there does not appear to be a sufficient concentration to justify a historic district at this time. This conclusion is supported by the statistical summary, which indicates only twenty percent of resources within the survey area are contributing. Narrowing the statistical analysis to the Main Street corridor would likely only increase the percentage to 30 percent. In most cases, a ratio of over fifty percent contributing resources is needed in order to qualify for a district.

¹⁷ This is a requirement of Section 106 of the federal Historic Preservation Act. The State of Utah has a similar requirement.

The same concerns arise when considering old Silver Reef as a potential district (see Map #7). There is just too much space between contributing resources to create a cohesive NRHP district. Another problem is the encroachment of newer residential construction along Wells Fargo Road and Silver Reef Drive. With the possible exception of the substantial Wells Fargo building, the scale of the nearby new construction overwhelms the relatively modest-scale contributing resources.

From the results of the RLS, it is not recommended that the Town of Leeds pursue an NRHP historic district at this time. Following this recommendation does not preclude the town from preparing a local landmark historic district overlay zone as described in the previous section. However, the town should be clear that the historic district is a local designation when preparing the documentation. An NRHP historic district for either Leeds Main Street or Silver Reef may be possible after more in-depth research is prepared for individual resources (see discussion of Intensive Level Survey Work below). Thoroughly documenting the resources within a potential district may provide a stronger case for a historic district than the current RLS results provide.

Individual Nominations

To be eligible for the National Register, a building or other resource must be at least 50 years old and retain its architectural integrity (rule of thumb: Would the original owner still recognize the building?). The resource should also be significant nationally, statewide, or locally. This significance must fall in one or more of the following categories: association with important events, association with significant persons, architectural significance, or archaeological significance.

During the RLS process, properties that are obvious candidates for an individual listing on the NRHP are typically designated as A, eligible/significant in the SHPO database. In the case of Leeds-Silver Reef, three resources, not previously listed on the National Register, were given an eligible/significant evaluation and are recommended for an individual listing in the NRHP:

15 S. Main Street, built 1876, William and Sarah Ann Stirling House

The Stirling House is a good example of a two-story central-passage brick residence. The house has both architectural and historical significance as a residence and hotel. The contributions of the Stirling family to the communities of Leeds and Silver Reef have been documented. The house has had minimal exterior alterations and includes a contributing outbuilding. The house was listed on the Utah State Register of Historic Places in 1988.

48 N. Main Street, built 1936, Joan Trude House

The Trude House is an excellent example of a period revival English cottage. The house has minimal alterations. The style is reminiscent of several period cottages built in Panguitch, Utah. A connection to that community may be found during further research.

985 N. Wonder Lane, built circa 1920, Savage House & Farmstead

The Savage Farmstead lies just west of the freeway off the Silver Reef Road. The house is built of rock-face concrete block. Both the house and a matching garage have good historic integrity. The farmstead has contributing and non-contributing outbuildings. The farmstead is not completely intact due to the intrusion of the freeway in 1965, but it remains a good example of an area farmstead.

The above recommendations do not imply that these resources are the only buildings eligible for the NRHP in the Leeds-Silver Reef area. Most of the fifty-five resources evaluated as *B*, eligible/contributing, during the RLS were not given an *A* evaluation due to alterations that have compromised their historic integrity. Additional research is needed to track the history of physical alterations as some changes may have occurred during the historic period. Many of these *B* resources may be eligible for an individual listing on the NRHP with thorough documentation of historical significance (see Intensive Level Survey Work section below). In addition, the preparation of a Multiple Property Submission may boost the eligibility of resources with borderline integrity.

Multiple Property Submission

This report recommends that a Multiple Property Submission (MPS) be prepared for the Town of Leeds and Silver Reef. The MPS consists of an overview document (the NRHP Multiple Property Documentation Form) and individual Registration Forms (nominations) for each property related to the contexts outlined in the overview document. The contexts may be derived from the contextual periods developed for this RLS. The MPS, sometimes called a Multiple Property Submittal or Listing, is similar to the old "thematic" and "multiple resource area" nominations. An MPS can be either thematic (e.g., Carnegie Libraries, Mormon Church Buildings) or geographic in nature (e.g., Historic Resources of Brigham City, Historic and Archaeological Resources of Capitol Reef National Park). The MPS is designed to boost the significance of a group of properties by providing shared contextual material. The MPS can make it easier to list individual resources where architectural integrity has been somewhat compromised or historical significance is difficult to document. The MPS can be an important tool for a community where a historic district is not an option. It is recommended that an MPS for Leeds and Silver Reef be developed as a single document with an emphasis on their historic symbiotic relationship. Another recommendation for a Leeds-Silver Reef MPS is that the validity of historic alterations be included in the registration requirements.

Intensive Level Survey Work by Contextual Periods

The Intensive Level Survey (ILS) provides historical research on individual resources or a small collection of associated resources to determine construction and alteration dates, architects or builders, past owners, and associated historical events. The ILS involves three separate tasks: (1) documentation of the property's physical appearance (i.e. primary and secondary resources, usually by photographs and sometimes drawings); (2) research on the property and its owners; and (3) completion of the Historic Site Form with written narratives. The ILS is often used to provide a preliminary determination of integrity and significance before deciding whether to pursue the more in-depth documentation needed for National Register listing for a particular resource.¹⁸

This report recommends that the following resources be documented with an ILS to determine potential eligibility for the National Register of Historic Places. For convenience, the addresses are grouped within the contextual periods of the RLS; however, it should be noted that the evolution of some resources may span contextual periods. Most of the resources listed below were evaluated as *B* in the RLS, but a few exceptionally historical *C* buildings are included. The Historical Preservation Committee should feel free to prioritize, add to or delete from this list as needed.

¹⁸ The ILS can be used to document representative resources within a potential NRHP historic district. The ILS is also used by the state as a standard when requiring documentation of a resource for mitigation purposes.

Pre-Settlement Period

No ILS work is recommended for this period based on the results of this RLS. If desired, the Town of Leeds Historic Preservation Committee could contact archaeologists at the Utah Division of State History to determine whether a comprehensive archeological survey of pre-settlement resources has been conducted in the area. The state maintains a separate database of archeological sites in order to protect the often delicate condition of the resources.

It should be noted that the contributions of the Paiute nation and other Native Americans to the Leeds and Silver Reef area did not end with the Mormon settlement and the mining boom. Ties to the Native American community may be discovered as ILS research is conducted on later resources identified with any of the periods listed below.

Early Leeds Settlement Period, 1867-1874

Leeds Water and Irrigation System, various resources in Leeds and Silver Reef

This is a special case recommendation based on comments from the Leeds Historic Preservation Committee members that the remnants of the irrigation system are important to the history of the community. This would be a multi-resource survey conducted at the intensive level that would span several contextual periods. The survey should include documenting the original Harrisburg-Leeds ditch, East and West ditches, later extant remnants from the pioneer and boom eras, improvements during the CCC Camp, and mid-twentieth century municipal improvements (i.e. water settling tank).¹⁹ Because of the fragmented and scattered nature of the extant water and irrigation resources, the objective of this ILS would not be an individual listing in the NRHP, but would be undertaken as a supporting document, similar to the Multiple Property Submission. For example, the significance of a historic building with marginal architectural integrity may be boosted by the remnant of the historic irrigation system on the property. The research for this ILS may also support a future historic district.

Leeds Stone Retaining Walls, various resources in Leeds and Silver Reef

This is another special case recommendation based on the desires of the committee. This multi-resource ILS would also span contextual periods. Although most of the extant retaining walls are in Leeds rather than Silver Reef, the survey may be able to determine if some stones were salvaged after the demise of the mining town. Again, the objective would be to support the listing of other buildings and resources that may have stone walls along the property lines.

30 N. Main Street, built circa 1868, Stirling-Olsen House

This is a stone residence that has undergone several renovations. It functioned as the town post office for many years.

35 N. Main Street, built circa 1868, Charles & Jane Connelly House

The Connelly House is a stone residence covered in stucco with some minor alterations and additions.

¹⁹ This type of multi-resource ILS would require more time and financial resources than a typical ILS. The CLG should consult with the SHPO prior to conducting this type of special case survey.

80 S. Main Street, built circa 1870, Chidester House

This residence was updated in the period revival era (circa 1930s).

155 S. Main Street, built circa 1868, Julia Ford House

The Julia Ford House is a frame residence now sheathed in brick-pattern asphalt shingles (circa 1930s). The house also served as a store.

58 W. Mulberry Street, built circa 1870, Stringham House

This two-story stone and stucco house has additions to the north.

Leeds-Silver Reef Boom Period, 1875-1889

Silver Reef Mining Boom Period Resources, various resources in Silver Reef

This is another special case recommendation. This ILS would only document extant resources in Silver Reef that are associated with this contextual period. Other resources, such as farmsteads associated with Leeds and other periods, should be researched separately. Silver Reef has been documented in various sources, but never using the standards established by the SHPO for ILS and NRHP research. More than irrigation ditches or retaining walls, this ILS has the potential to become a NRHP listing and a count of resources (i.e. buildings, structures, sites and objects) is critical. However, the main objective of this ILS should be to support public outreach programs, such as a walking tour of old Silver Reef (see discussion below). For this reason, the ILS should be limited to resources visible from the public access. If larger boundaries are desired, the CLG should coordinate efforts with state archeologists. However, this report does not recommend promoting inaccessible mining resources to the general public due to safety concerns. This ILS could also be used as a document to support the historical significance of resources in Leeds, which had ties to Silver Reef during this and the next contextual period.

218 N. Main Street, built circa 1880, Leeds School House, moved from Silver Reef

The Leeds School House, now Leeds Town Hall, was evaluated as ineligible due to alterations. However, the building has overwhelming historical significance.

10 S. Main Street, built 1881, Brigham & Ada McMullin House

This is a one-room stone house that has been expanded over the years. It is currently covered with stucco and has a large rear addition. The house has historical significance associated with the McMullin family and was an informal hotel during the early historic period.

335 N. Main Street, built circa 1885, Wilkinson-Paris House

This house was probably built by its first owner, John Wilkinson, who was a stone mason. It is currently covered in stucco with some alterations. It is near the site of the old cannery and an ILS for this property should be conducted along with the neighboring house at 365 N. Main Street to determine any connections to the cannery site.

125 N Main Street, built circa 1885, Angell-Eager House

This frame house was built circa 1885 and remodeled circa 1930.

72 N. Main Street, built circa 1886, Hancock House

This house was evaluated as ineligible due to extensive alterations.

Salvage and Stability Period, 1890-1911

Preparers of Intensive Level Surveys for this contextual period should be aware of the possibility that materials or even entire buildings/outbuildings may have been salvaged from Silver Reef. For example, the Leeds School House may have been removed from Silver Reef during this period. Preparers should also be aware that some earlier residences may have been converted to outbuildings during this or later periods.

81 S. Main Street, built circa 1896, Elijah & Ann Thomas House

This stone house may date from the previous contextual period and was reportedly built by Ann Thomas and her two sons. It was altered to a foursquare (circa 1896). The stucco and rear addition may be historic alterations.

175 N. Main Street, moved from Silver Reef to Leeds circa 1905, Fuller House

This frame house was reportedly moved from Silver Reef to Leeds around 1905. The rock-face oversized brick may be a historic alteration dating from the early 1960s.

? 100 S. Main Street, circa 1910

This is a small group of in-town agricultural resources, including outbuildings and pasture. It is not currently associated with a historic house.

Agricultural Diversification and Early Tourism Period, 1912-1929

110 S Main Street, built in 1912, Ranger Station

The frame building was originally located near the site of the CCC Camp in Leeds. It was moved to its current location around 1945 where it was later used as a private residence. The building has excellent historic integrity.

56 N. Main Street, built circa 1918, House

This bungalow-style house was evaluated as ineligible due to alterations, but may be worth further investigation as a good example of an Arts & Crafts bungalow. There are conflicting records in the SHPO files identifying this as the Bert Harris House.

? 32 N. Main Street, built circa 1920, Leeds Mercantile

This false-front commercial building was evaluated as ineligible due to alterations, but may be worth further investigation as the earliest extant commercial building in town.

365 N. Main Street, built circa 1920, House

This stone foursquare in the bungalow style is architecturally significant, but it is near the site of the old cannery and an ILS for this property should be conducted along with the neighboring house at 335 N. Main Street. There are several interesting outbuildings on the two properties that should be investigated further.

? 293 N. Main Street, built circa 1920, Miller Garage

This commercial building may have had a false front before it was altered. It was evaluated as ineligible due to alterations, but should be researched further as a unique commercial building in the town of Leeds. There is conflicting information in the SHPO files on this building.

Depression Years and the CCC Camp Period, 1931-1945

217 S. Main Street, built circa 1940, House

This is an excellent example of a brick period revival cottage. It may have been constructed by the same builder as 255 S. Main Street.

255 S. Main Street, built circa 1940, House

This is a good example of a brick period revival cottage (with window modifications). It may have been constructed by the same builder as 217 S. Main Street.

850 N. Main Street, built circa 1940, House

This two-wing basement house at the north end of town may have originally been a root cellar.

? 60 E Berry Lane, built circa 1940, Farmstead

This farmstead at the south end of town may be an altered historic house.

145 N. Main Street, built circa 1945, House

This is an interesting example of a World War II-era cottage.

188 S. Main Street, built circa 1945, House

This is an interesting early-ranch style house with a modern look. It is built of oversized brick.

Agricultural Specialization and a Stop on Highway 91 Period, 1946-1964

190 N. Main Street, built circa 1946, Patch House

This is an early-ranch-style, striated brick house.

242 N. Main Street, built in 1947, Young House

This is an example of a late 1940s period revival style brick cottage.

110 N. Main Street, built circa 1950, House

This house may be older with circa 1950s additions and alterations. It has an orchard to the rear to the property.

48 W. Center Street, built circa 1960, House

This house is a good example of the ranch/rambler style circa 1960. It is built of striated brick.

? 50 E. Cherry Lane, built circa 1950

This group of outbuildings includes a large historic chicken coop, hay shelter and several other outbuildings. It does not appear to be associated with a historic house at this time.

? 200 N Silver Reef Road, built circa 1950, Beal Farmstead, Silver Reef

This farmstead includes a circa 1950 house and a group of historic outbuildings. The owners were associated with the Leeds farming community, but today the farmstead is in Silver Reef.

There are no properties recommended for ILS work from contextual periods after 1964.

Local Planning, Zoning and Preservation Incentives

The need to create a local landmark list in order to successfully implement local preservation ordinances has been discussed in a previous section. It is difficult to assess how well the Leeds Historic Preservation Ordinance has worked since 1991, but the proposed revision of the ordinance provides an opportunity for town staff and committee members to work together to improve the ordinance. In the meantime educating staff, committee members, contractors, developers, and the general public about the current ordinance should be a high priority. A one-page "fact sheet" that describes the provisions of the ordinance in plain English could be made available to the public (i.e. residents and property owners). This educational opportunity could also be used to clarify the differences between a local landmark listing and an NRHP listing. Prior to passing a revised ordinance, the stakeholders should discuss how strictly the town should exert demolition control and whether a design review process is needed.

Because of the eclectic natures of the varied resources, this report does not recommend implementing design review. As an alternative, this report favors using preservation incentives to achieve the goals of the Town of Leeds and the Historic Preservation Committee. Local preservation incentives can include conditional use permits, zoning variances, flexible building code requirements, etc. Where funds have been available, some communities have even created modest matching grant programs to help property owners preserve their historic properties (i.e. maintain, fix up, or minor restoration projects).²⁰

As the Town of Leeds prepares a new master plan, it is important to address the issue of development. Although the current economic situation has perhaps slowed down the rate of development, growth in the Town of Leeds is inevitable. Encroachment from newer development has had a great impact on the historic character of the community, particularly in Silver Reef where large-scale residences sit practically on top of significant historic resources from the mining era. The Town of Leeds planning staff should use the local landmark list, this RLS, and future ILS work as a tool to gauge the impact of proposed development. Detailed maps of resources may be especially useful when dealing with areas where a relatively small-scale resource, like a ruin, is involved. This report recommends enforcing protections for and possibly enlarging the boundaries of the Wells Fargo Silver Reef Monument area. Such actions not only preserve historic resources, but provide desirable pockets of open space for future residents. Supporting conservation easements for historic farmsteads could be considered.

Community Outreach, Education and Heritage Tourism

The Town of Leeds has a track record of community outreach. Prior to the fieldwork phase of this RLS, the preservation committee posted fliers to educate the public about the process. The workshop hosted by the town was well-attended. The committee should continue its outreach programs, including educating the public about the town's preservation ordinance. Other areas of education could include the NRHP, state and federal tax credit incentives, etc. While grants for rehabilitating properties are scarce, there are some offered by the CLG program, the Washington County Historical Society, and the National Trust for Historic Preservation. The Utah Heritage Foundation has a low-interest loan program. Other help may be available for specific projects.

²⁰ For these types of programs, the town may wish to use the Secretary of the Interior's Guidelines for Rehabilitation, which provides general guidelines for preservation treatment. The Secretary's Guidelines are also used by the state and federal tax credit incentive programs.

The Historic Preservation Committee can increase understanding and pride in the community's physical heritage by providing recognition to owners of historic resources. This may be as simple as sending a congratulatory letter to property owners whose resources are listed on the local landmark list. The Town of Leeds may wish to create an annual Preservation Award program that honors outstanding rehabilitation projects in the community. The Preservation Award does not need to be limited to rehabilitation projects, but may be given to individuals for personal contributions to preserving the town's heritage, or outstanding maintenance of historic resources that preserves historic character. The award could even recognize maintaining secondary resources such as historic outbuildings, rock walls, or irrigation remnants, even when a historic house is not present. Although not part of the RLS process, the surveyor noticed a number of older trees and orchards, which contribute to the historic character of the community. The award could also be given for preservation or beautification of historic landscape features. Awards could be announced in the local newspaper.

The Town of Leeds has committed a number of resources to creating signage that commemorates the history of the town. Although the recent stone monuments have been beautifully designed and installed, this report recommends strictly limiting the number of similar monuments in the future. The stone monuments have a strong physical presence. Many more such monuments may be "too much of a good thing" and may overwhelm the historic character of the town. One option is to use the NRHP plaque program as administered by the SHPO to recognize historic resources as they are listed. The NRHP plaques come in various sizes and although usually mounted directly on the building, they can be mounted on metal supports. This signage would be smaller, but similar to the sign recently created for the Stirling House at 15 S. Main. Although more expensive, a sign placed on a support near the sidewalk allows casual visitors to absorb the information at a respectful distance, rather than intrude on private property to read on the front porch. Some communities have started matching fund programs to help property owners purchase plaques when their buildings are listed on the National Register.

Regarding signage in Silver Reef, the current signs should be updated in the future, but prior to that time a design plan for uniform signage should be approved by the community. This report does not recommend any particular design for the signage, but would like to make a few observations. There are many resources in Silver Reef that have not been identified by signage. One example is the Chinese Cemetery, which is a site with an interesting history even though no physical trace remains. Another example is the mine workings off Bonanza Flat Road, where an uninformed visitor could be educated about mine processes while contemplating the structure.

The surveyor was relieved to note that grand plans to rebuild old Silver Reef with replica buildings had not materialized. The "Colonial Williamsburg" approach to historic preservation should be used sparingly. Educating the public is often more effective when using real historic buildings or objects, even with compromised historic integrity. For example, interested parties could rebuild (replicate) the drugstore in Silver Reef, which currently stands as an impressive stone ruin; but it may be just as interesting for visitors to stand in front of the ruin reading a sign with some anecdotal information and a single historic photograph, allowing them to recreate the past partially using their own imaginations. The preservation of the "touchable" past is particularly effective for young people.

While signage is important, it can also be expensive and labor intensive. Until funds are available, publishing a brochure outlining a walking or driving tour of the Leeds-Silver Reef area can be a more economic way to educate the public. Another advantage of a brochure is that it can be easily used to promote the community in what has been dubbed Heritage Tourism. Tour brochures are particularly effective when they include easy-to-read maps, photographs (historic or recent), or perhaps drawings. This report recommends taking information from local histories and future ILS work to prepare a tour of historic resources in the area. A master map of the two communities would probably need to be prepared as a driving or biking tour, but details of Leeds Main Street and old Silver Reef could be produced at a walking level. When selecting resources to include in brochures, the committee should be sensitive to issues of private property access, delicate archaeological sites, and public safety.

During the Historic Preservation Workshop, there was a suggestion to promote Heritage Tourism at a regional level. For example, the community could participate in producing promotional materials that link Leeds and Silver Reef to other tourism venues, such as the Orson Adams House in Harrisburg, the Red Cliff Desert Reserve, the Fort Harmony Historic Site, etc. There was even discussion of creating a heritage corridor along Interstate 15 similar to the Utah Heritage Highway 89 corridor. The Town of Leeds and the Historic Preservation Committee should undertake these suggestions with as much public input from residents as possible.

Selected Resources:

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- Nelson, Lowry. *The Mormon Village: A Pattern and Technique of Land Settlement*. Salt Lake City, Utah: University of Utah Press, 1952.
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- United States Census, Leeds Precincts, 1870 — 1930, Silver Reef, 1880*.
- Utah History Encyclopedia*, Allan Kent Powell, ed. Salt Lake City, Utah: University of Utah Press, 1994.
- Utah State Gazetteers, 1874 — 1927*.
- Washington County News*. Utah Digital Newspapers website.

Appendices:

Final Report & Appendices correspond to the following Utah SHPO files

- 1) Research Design & Final Report

- 2) Survey Maps
 - Appendix A: USGS Maps, Leeds Main Street Resource Map, Town of Leeds Historic District (proposed) Map, Composite Map of Silver Reef, Leeds & Silver Reef Combined Map (reduced), Leeds RLS Map, Silver Reef RLS Map

- 3) Photograph Sheets/CDs
 - Appendix B: Digital Photograph Contact Sheets
 - Appendix G: Digital Photograph CDs & Miscellaneous Documents on CD

- 4) Data Sheets & Statistical Summaries
 - Appendix C: Survey Data Sheets
 - Appendix D: Statistical Summaries of Survey Data

- 5) Research Materials
 - Appendix E: Leeds Research Sources
 - Appendix F: Silver Reef Research Sources

Appendix F – Traffic Counts

Average Daily Traffic counts for Silver Reef, Main Street and the I-15 off-ramps

	2019	2018	2017
North Interchange			
Silver Reef Rd:	1,796	1596	1644
Off Ramp (SB):	1,097	951	982
On Ramp (NB):	996	790	862
Main Street			
North end:	3,129	2768	2866
Mid span:	3,515	3101	3216
South end:	3,287	2950	3069
South Interchange			
On Ramp (SB):	603	584	595
Off Ramp (NB):	2,284	2008	2135