

TOWN OF LEEDS
GENERAL PLAN

TABLE OF CONTENTS

VISION STATEMENT	III
COMMUNITY GOALS.....	V
INTRODUCTION	IX
Location and Setting.....	XI
Scope and Purpose of the General Plan.....	XI
General Plan Update	XII
Document Organization	XIII
Implementation	XIII
HISTORIC PRESERVATION	1.1
Existing Efforts	1.3
Historic Preservation Strategic Plan.....	1.6
Historic Preservation Goals and Policies.....	1.6
LAND USE	2.1
Existing Conditions	2.3
Build Out Study.....	2.5
Housing Typologies and Future Land Use.....	2.7
Key Land Use Issues.....	2.8
Land Use Goals and Policies.....	2.9
CIRCULATION	3.1
Existing Conditions	3.3
Key Circulation Issues	3.3
Future Circulation Needs.....	3.4
Circulation Goals and Policies	3.4
PUBLIC SERVICES AND FACILITIES	4.1
General Administration	4.3
Recreation	4.3
Utilities	4.7
Public Services and Facilities Goals and Policies.....	4.11

TABLE OF CONTENTS

ENVIRONMENT AND CONSERVATION	5.1
Existing Condition and Key Findings	5.3
Town of Leeds and Adjacent Public Lands	5.3
Environment and Conservation Goals and Policies.....	5.4
 ECONOMIC DEVELOPMENT	 6.1
Existing Conditions and Key Findings.....	6.3
Economic Development Goals and Policies.....	6.4
 MODERATE INCOME HOUSING	 7.1
Existing Conditions and Key Housing Issues.....	7.3
Housing Goals and Policies	7.5

VISION STATEMENT



WELCOME TO LEEDS
PHOTO BY: FRAN REX 2010

VISION STATEMENT

Celebrating the Town of Leeds' rich history and rural character while providing opportunities for economic development and encouraging diversity in density and housing types. Preserving agricultural land, the night sky, and scenic vistas; and enhanced protections for water quality, steep slopes, and sensitive lands. Maintaining a welcoming environment for residents and visitors, which promotes Leeds' recreational amenities, access to public lands, and cultural heritage.

COMMUNITY GOALS



*TOWN OF LEEDS: RED CLIFFS
PHOTO BY: FRAN REX 2010*

COMMUNITY GOALS

Enhance Community

Focus on common goals and shared values, encouraging people to work together to build a future for all of the citizens of the Town of Leeds.

Promote citizen involvement in the unique aspects of town life:

promoting the use of the Town of Leeds' unique recreational opportunities,

protecting citizen access to public lands,

creating recurring events that celebrate the Town of Leeds' history, culture and agriculture.

Continuation of Agriculture and Preservation of Rural Character

Promote the continuation of agriculture, keeping of animals and maintenance of farms and gardens.

Establish land use regulations that promote the preservation of agriculture and rural open space by connecting those goals to development flexibility.

Continue to allow for and to encourage the variety of building scales and mix of uses currently present in the Town of Leeds.

Historic Preservation

Promote the telling and preservation of the Town of Leeds' history, including: historic buildings, agricultural heritage, mining sites, and the sites and stories of ancient peoples.

Collaborate with local preservation organizations and citizens to foster improved preservation of historic sites and coordination of historical resources.



LEEDS 24TH OF JULY PARADE
PHOTO BY: FRAN REX 2009



LEEDS PEACH TREE
PHOTO BY: FRAN REX 2009

Infrastructure

Develop a circulation master plan:

plan for continuity and connection in the road system, and develop a hierarchy of roads that will ensure safety and provide multiple means of access,

adopt a trails master plan to provide access to public lands, recreation and alternate means of travel,

plan for both motorized (OHV and ATV) as well as non-motorized (Pedestrian, Bicycle, Equestrian) modes of travel.

Improve basic public services (sanitary sewer, culinary water, police, and fire), in accordance with orderly growth and development:

ensure adequate services can be provided now and in the future,

ensure that no development project places undue burdens on tax payers.

Encourage energy and water conservation in accordance with good stewardship of town resources.



LEEDS FIRE STATION
PHOTO BY: FRAN REX 2010

Economic Development

Adopt policies that encourage local, small scale businesses.

Pursue annexation where new development is contemplated within town annexation boundary, providing additional opportunities for commercial development.

Clarify land use ordinances in order to, simplify conformity with the town of Leeds' objectives and goals, and encourage commercial development through a more predictable development process.

COMMUNITY GOALS

Housing

Encourage diversity in density and housing types, including multifamily, combined with open space preservation through the use of overlay zoning and density bonuses.

Discourage “cookie cutter” style development.

Environs

Maintain a safe and healthy environment by establishing a comprehensive sensitive lands ordinance which preserves air and water quality and protects natural features, such as hilltops, hillsides, and waterways.

Limit light and noise pollution through the use of building design guidelines and land use ordinances.

Adopt policies that minimize disturbance to native vegetation and addresses restoration of native vegetation following development.

Adopt policies that protect water quality by reducing the quantity and improving the quality of water run-off.



*LEEDS HOUSING VARIETY
PHOTO BY: FRAN REX 2010*

INTRODUCTION



*LEEDS EASTER EGG HUNT
PHOTO BY: FRAN REX 2010*

INTRODUCTION

The Leeds community, rich in history and rural character, is a welcoming environment for residents and visitors. The Town occupies a unique location in the southwestern corner of the State of Utah. Surrounded by National and State Parks, and protected wilderness (Zion National Park, Bryce Canyon National Park, Quail Creek State Park, Sand Hollow State Park, Dixie National Forest, and the Red Cliffs Desert Reserve; **see figure 1**), Leeds has access to some of the best recreational resources in the country, while benefiting from proximity to Interstate 15 and accessibility to regional urban centers (Las Vegas, 139 miles to the south, and Salt Lake City, 289 miles to the north).

Location and Setting



FIGURE 1: LEEDS AREA MAP

Scope and Purpose of the General Plan

The General Plan is an important guiding document for the Town of Leeds and sets the tone for future development. The Plan is a changing and evolving document, reflective of past achievements, present needs, and future goals of the citizens of Leeds. The Plan is designed to give direction to the Leeds Town Council and Planning Commission so that land use and development decisions compliment and promote the vision set forth by Leeds residents. The General Plan should be reviewed annually and updated every five years to ensure the document remains in step with Leeds residents' values and goals.

While this General Plan has undergone a significant revision, the general structure remains from the previous Plan, building on past work. The chapters that follow can be used as a framework for other Town documents, including ordinances, capital improvement plans, and annexation policy plans.

A General Plan is required as follows:

Municipal Land Use, Development, and Management Act of the **Utah Code** (updated 2010.07.01):

10-9a-401. General plan required -- Content.

- (1) In order to accomplish the purposes of this chapter, 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.
- (2) The plan may provide for:
 - (a) health, general welfare, safety, energy conservation, transportation, prosperity, civic activities, aesthetics, and recreational, educational, and cultural opportunities;
 - (b) the reduction of the waste of physical, financial, or human resources that result

INTRODUCTION

- from either excessive congestion or excessive scattering of population;
 - (c) the efficient and economical use, conservation, and production of the supply of:
 - (i) food and water; and
 - (ii) drainage, sanitary, and other facilities and resources;
 - (d) the use of energy conservation and solar and renewable energy resources;
 - (e) the protection of urban development;
 - (f) the protection or promotion of moderate income housing;
 - (g) the protection and promotion of air quality;
 - (h) historic preservation;
 - (i) identifying future uses of land that are likely to require an expansion or significant modification of services or facilities provided by each affected entity; and
 - (j) an official map.
- (3) Subject to Subsection 10-9a-403(2), the municipality may determine the comprehensiveness, extent, and format of the general plan.

General Plan Update

Public Process Summary

In March of 2009 the Leeds Planning Commission and Town Council met with Form Tomorrow, a local non-profit, to discuss the need for a General Plan Update. The last General Plan Update was completed in 2004 and incorporated public input from a community survey conducted in the fall of 2003. In order to accurately represent the vision of current Leeds residents, Form Tomorrow was hired to engage the public, gather community input, and make recommendations for the General Plan Update.

The public process was conducted in three phases:

1. Data collection
 - a) Land Use Inventory: catalogues current land uses for each individual parcel within the Town and annexation boundaries.
 - b) Build-Out Study: estimates future development capacity within the Town and annexation boundaries based on current zoning and current development trends.
2. Stakeholder interviews and community preferences survey: provides citizens, who would otherwise feel less comfortable in a public forum, the opportunity to express general concerns, land use values and preferences, and identify significant cultural and historical landmarks.
3. Public workshops
 - a) Vision Statement: identifies the basic core values of Leeds residents. The vision establishes “why” the Town is undertaking its policies and which values it deems most important to protect.
 - b) Map Game: helps refine residents’ preferences for “where” things go and further identifies areas of agreement and disagreement.
 - c) Planning Tools and Scenarios: presents different strategies for regulating development that specifically address Leeds citizens’ concerns, as expressed in previous workshops and the survey and interviews.

Following the public process, Form Tomorrow prepared a “Recommendations Report” including an overview of the public process and final recommendations for the General Plan Update. [See Appendix 001, additional copies available at the Leeds Town Hall.] This report was presented to the public in November of 2009 and Form Tomorrow was hired by the Town in December of 2009 to assist with the remainder of the General Plan Update.

Throughout 2010, Form Tomorrow in conjunction with the Leeds Planning Commission, Leeds Town Council, Leeds staff, and local utilities and service companies, worked to update the General Plan in order to reflect the vision, priorities, and goals outlined by Leeds’ citizens. In November of 2010 a draft General Plan Update was presented at a public open house and the final General Plan Update was adopted by the Leeds Town Council in the Spring of 2011.

The document that follows represents a collaborative effort between Leeds residents, business owners, Town staff and volunteers, Form Tomorrow, 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.

Document Organization

The Leeds General Plan is organized into seven chapters: Historic Preservation, Land Use, Circulation, Public Services and Facilities, Environment and Conservation, Economic Development, and Housing. Each chapter outlines existing conditions, key issues, future needs, related goals and policies, and any corresponding maps and charts.

In addition to the individual chapters, this Plan contains appendices with definitions, supporting documents, and background information. Maps are provided at the end of each chapter to graphically represent specific content within the corresponding chapter. Tables and charts provide greater detail and supporting information, located within the text of each chapter and within the appendix.

Implementation

Using the Plan

The General Plan should be the guiding document for the Town of Leeds. The “Goals and Policies” of each chapter of the Plan should be referenced during preparation of the annual budget, capital improvement plans, and review of development proposals, such as rezonings, annexation requests, subdivision plats, and site plans. Using the Plan to prepare the Town budget and guide development will help insure the “vision” of Leeds’ residents is upheld.

Updating the Plan

The General Plan is intended to be an evolving and flexible document that reflects the goals and priorities of the Town of Leeds. In order to keep the Plan in line with the attitudes of current Leeds’ residents, the Plan should be reviewed annually. As part of the annual review, the Plan should be continually updated with substantial updates taking place every five years.

Priorities

The Town of Leeds Planning Commission and Town Council have identified the following key priorities to provide focus for implementing the General Plan.

INTRODUCTION

1. Land Use Ordinance Update: While the General Plan sets a vision for the Town of Leeds, Land Use Ordinances provide the regulatory framework needed to implement this vision. Due to the scale of this General Plan Update, it is imperative that all Leeds Land Use Ordinances are reviewed and updated. Specific Land Use Ordinance Updates include the addition of a Historic Preservation Ordinance, a Dark Sky Ordinance, and a Sensitive Lands Ordinance.

2. Maintain Access to Public Lands: The Town of Leeds is surrounded by public lands and the majority of Leeds' residents expressed a strong desire to see access to this public land maintained. As new development is considered, the Circulation Master Plan and Land Use Ordinances should be used to ensure existing access points are maintained and new connections proposed.

3. Develop Opportunities for Affordable or Moderate Income Housing: As the Town of Leeds grows, the Town must develop opportunities for Moderate Income Housing. While residents understand the need for affordable housing options, it is important that Moderate Income Housing be well integrated into the community. To avoid large tracts of apartments that are incongruous with the character of Leeds, the Town should encourage the development of accessory dwelling units and a variety of lot sizes as a means for affordable housing.

4. Develop Opportunities for Small Commercial Development and Local Businesses: As part of the Land Use Ordinance Update, the Town should develop overlay zones such as Mixed Density and Blended Neighborhood in order to provide opportunities for commercial development.

HISTORIC PRESERVATION 1



LEEDS HISTORIC CCC CAMP
PHOTO BY: FRAN REX 2010

1 HISTORIC PRESERVATION

The Historic Preservation chapter of the General Plan identifies historic sites and structures that contribute greatly to the character and identity of the Town of Leeds. In addition, the following chapter will establish the overall goals and policies that will help ensure historic preservation remains an important part of Leeds' future. In order to preserve this rich history, the Town Planning Commission and Historic Preservation Committee must continue to work together to develop clear criteria for assessing historic elements and means for their protection.

Existing Efforts

The Leeds Historic Preservation Committee and various local agencies have already taken many steps toward protecting the history of Leeds and the surrounding area. The Historic Preservation chapter of the General Plan is intended to support and build on existing historic preservation efforts. In 2009 the The Historic Preservation Committee and Form Tomorrow held a stakeholders workshop to solicit community feedback and bring coordination to numerous disconnected preservation efforts. The Leeds Historic Preservation Strategic Plan was written as a result of the stakeholders workshop and can be found in the appendix of this General Plan. The Strategic Plan contains a Vision, Mission, Goals, Objectives, and Initiatives for historic preservation within Leeds and the surrounding area. [See **Appendix 002**]

In order to provide clarity to property owners and more clearly focus future preservation efforts, the Town should update and/or redefine the Historic District, originally defined in the Historic Preservation Ordinance (91-1). At this time, it may be in the best interest of the Town to create multiple districts throughout Town. Each District would have specific design guidelines and criteria to guide future development. While it is important for the Town to take measures to protect the historic integrity of Leeds, these efforts must be balanced with individual property rights. Residents have clearly expressed the importance of individual property rights within Leeds and the desire to avoid excessive regulation. Continued community involvement, such as the stakeholders workshop, will help ensure planning efforts are to the benefit of the community at large and in step with the goals of Leeds' residents.



*LEEDS HISTORIC TITHING HOUSE
PHOTO BY: FRAN REX 2010*



*REMNANTS OF HISTORIC BUILDING,
SILVER REEF
PHOTO BY: FRAN REX 2010*

1 HISTORIC PRESERVATION

List of Historic Sites and Structures

The following list, compiled by the Leeds Historic Preservation Committee, includes historic sites and structures within the Town of Leeds. The list is broken into nine regions (Main Street, Mulberry Street near Interstate 15, Other Leeds Historic Buildings, Peach-Pit Pavilion-Babylon Mill Road, Paiute Ruin-Downtown Leeds, Bonanza Flat Area, Cemeteries, Historic Silver Reef-Wells Fargo Silver Reef Historical Monument/Washington County owned property within Leeds Town Boundary).

A. MAIN STREET

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

Other Historic Properties on Main

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



LEEDS HISTORIC STIRLING HOME
PHOTO BY: FRAN REX 2010



LEEDS HISTORIC CCC CAMP
PHOTO BY: FRAN REX 2010

B. MULBERRY STREET NEAR I-15

1. CCC Camp-4 buildings and steps/walls/including terracing-1933
2. 58 W. Mulberry-Benjamin Stringham House-built 1870

C. OTHER LEEDS HISTORIC BUILDINGS

1. 175 S. Valley Road building Zion RV Park-clapboard siding-1930
2. 60 E. Berry Lane-1940

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-1450
Silver Reef Dr. -1880s
2. Downtown Leeds East, West and Center Ditches-1880s
3. 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

I. HISTORIC SILVER REEF: Wells Fargo Silver Reef Historical Monument- Washington County Owned Property Within Leeds Town Limit

1. Wells Fargo Building/Museum- 1877
2. The Rice Bank- 1870s built and later burned; restored 1991
3. Vestiges/Walls of Chinese Laundry/ Drugstore-1875
4. Stone Walls – 1870s
5. Various remaining ruins/walls of historic town – 1870s



LEEDS/SILVER REEF HISTORIC
CATHOLIC CEMETERY
PHOTO BY: FRAN REX 2010



LEEDS/SILVER REEF HISTORIC WELLS
FARGO MUSEUM
PHOTO BY: FRAN REX 2010

1 HISTORIC PRESERVATION

Historic Preservation Strategic Plan

Completed in June of 2009 as a joint effort between Form Tomorrow and the Leeds Historic Preservation Committee. [See **Appendix 002**]

Historic Preservation Goals and Policies

G 1.1: Protect the historic integrity and character of Leeds.

P 1.1.1: Update and/or redefine the Historic District and create Historic District Overlay Zones, throughout Town, in order to ensure new development and redevelopment of existing sites or structures is done in a “historically sensitive” manner.

P 1.1.2: Update the current Historic Preservation Ordinance (91-1) in order to clarify procedures for Historic Preservation and make the Ordinance more enforceable. Include specific criteria for each Historic District and state the design guidelines for “historically sensitive” development.

P 1.1.3: Develop a Historic District Map showing all Historic Districts and Historic District Overlay Zones.

G 1.2: Physically preserve historic sites and structures in Leeds.

P 1.2.1: Promote the diversity of stories and sites within Leeds, including those related to Pioneer History, Mining, Native American Cultures, and 20th century history.

P 1.2.2: Collaborate with citizens and existing preservation organizations in pursuit of grants to preserve the histories of Leeds.

P 1.2.3: Pursue the establishment of historical trails, markers, and events that draw attention to the history of Leeds.

See the Historic Preservation Strategic Plan [**Appendix 002**] for additional Historic Preservation Goals and Policies.

LAND USE 2



*SOUTH PORTION OF LEEDS, LOOKING
NORTHEAST
PHOTO BY: FRAN REX 2010*

2 LAND USE

The Land Use chapter of the Town's General Plan is intended to promote land use decisions that take into consideration the unique rural character and history of the Town of Leeds while providing opportunities for economic development and the Town's economic viability. This chapter is based on information compiled during an extensive public process which was conducted during the spring and summer of 2009. The Town residents strongly value the unique rural character of the Town and expressed the importance that the Town's character be maintained. To do so, residents desire that all planning and development include protections for agricultural land, open spaces, scenic vistas and sensitive lands, water quality, historic preservation, limiting the impact of lighting on the night sky, and public access to recreational amenities.

The Town residents also strongly value the diversity of land uses and structures, and the variety of lot sizes and building types. They overwhelmingly prefer a mix of uses and variety over cookie cutter style development and buildings. Main Street, with its mix of agriculture, homes, and businesses is a perfect example of the diversity the Town residents prefer. Many Town residents also respect the Western tradition of property rights, and do not wish to overly restrict land owners. Therefore, it is important to the residents that both the diversity and characteristics, that define the Town, are maintained and carefully balanced as planning and future development continue and economic opportunities are created.

The Land Use chapter of the Town's General Plan offers guidelines to assist in achieving the residents' vision for the Town and its future growth and development.

Existing Conditions

In 2010, land use within the Town of Leeds and the surrounding annexation boundary is defined by undeveloped private property (82.18%), low density residential (10.35%), agriculture (6%), and a small amount of commercial businesses along Main Street (.6%). [See figures 3.1 and 3.2 for a summary of land use; See Map 001, Current Zoning Map, for Town and Annexation Boundaries.]

The majority of single-family homes are built on lots ranging from one acre to five acres in size with the exception of the area of Town including and surrounding Main Street, which is characterized by a mix of lot sizes, ranging from one quarter (1/4) of an acre to two (2) acres. While residents of Leeds respect the Western tradition of property rights and do not wish to overly restrict land owners, they overwhelmingly support the existing low density model that currently defines the Town. However, in recent years, developers have proposed higher density projects in the Town, resulting in multiple zone changes that are uncoordinated with the goals and priorities of the Town of Leeds. If future development continues in this fashion, the larger cohesive vision of the Town residents will not be respected. Town residents desire that all new planning and development enhance the vision and character of the Town and not detract from it.



ALFALFA FIELD ADJACENT TO
LEEDS HOME
PHOTO BY: FRAN REX 2010

To accomplish this, it is in the best interest of the Town of Leeds to address the disparity between the residents and developers, such that future development and planning can contribute to the larger vision of the Town. It is also in the best interest of the Town to annex land within the Town's annexation boundary as new development projects are proposed. Considering annexation at the time of a development proposal is preferred over annexing land after it has been developed. This policy will further help the Town of Leeds maintain its cohesive master plan, while also being compatible with Washington County policy of encouraging developers to annex into incorporated communities or towns.

In order to further understand the current land use within Leeds and the annexation boundary, a Land Use Inventory was conducted in 2009. The following charts represent land use within the Town and the annexation boundaries in late 2009 [See Appendix 001 for additional Land Use tables]. It is important to note the percentage of vacant land currently held in private ownership. If this land were developed without adhering to the larger vision set forth by the Town of Leeds, it would significantly impact the population and character of the Town.

2 LAND USE

Figure 3.1 Land Use: Town Boundary

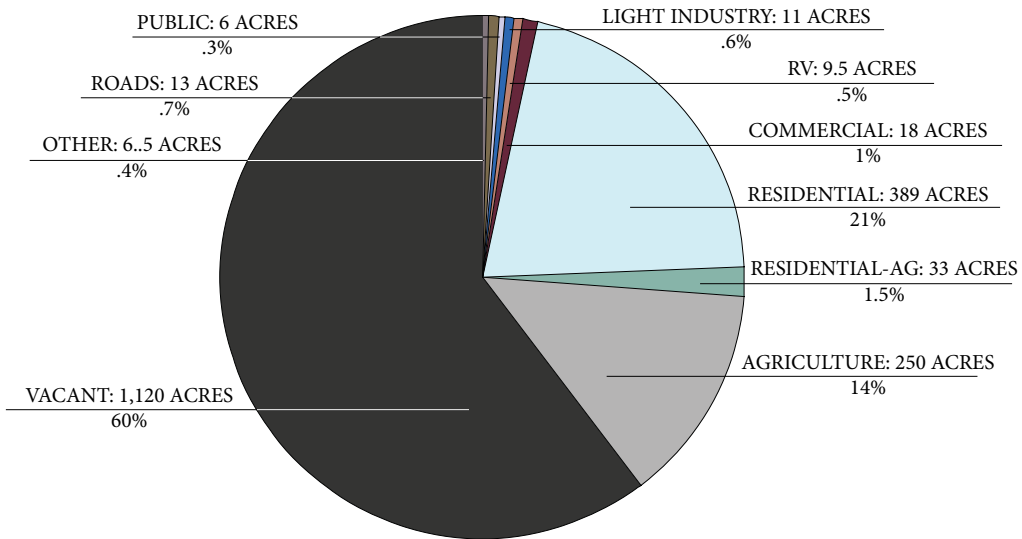
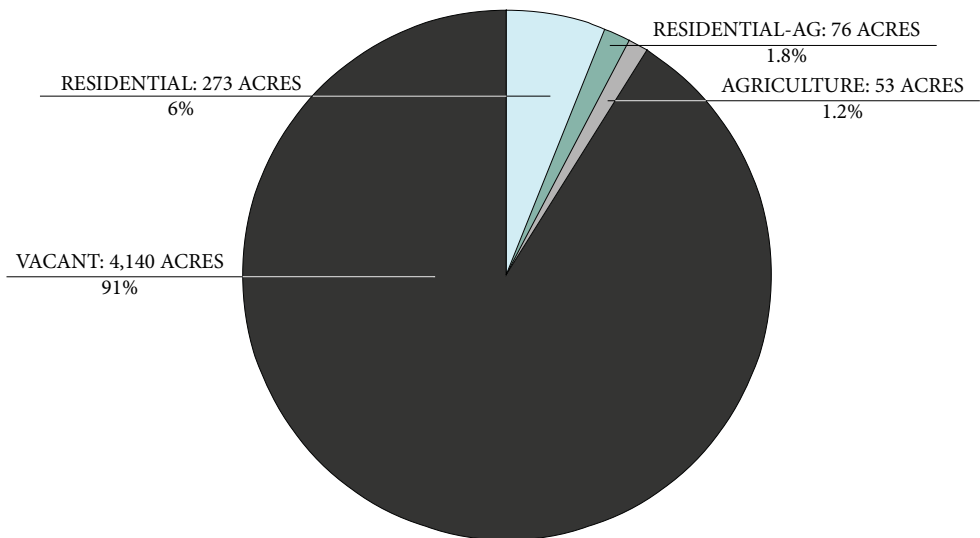


Figure 3.2 Land Use: County Land Within Annexation Boundary



*NOTE: Percentages do not include land managed by the Bureau of Land Management (BLM). [See Appendix 001, page 6 for additional charts including BLM land.]



LEEDS LOOKING NORTHWEST
PHOTO BY: FRAN REX 2010

Build Out Study

To understand the potential impacts of growth and development using the current zoning conditions within the Town of Leeds and the annexation boundary, a Build-Out Study was conducted in 2009. The Build-Out Study combined the information gathered in the Land Use Inventory with existing zoning regulations and current development trends. Build-out estimates within the Town boundary were based on the current zoning map, allowable units within each zone, and the Land Use Inventory conducted in late 2009. Build-out estimates for the annexation boundary were based on current development trends (average of 1 unit per 1.33 acre) and the Land Use Inventory.

Currently within the Town of Leeds there are 1,427 acres of vacant, agricultural, or underutilized (land that has a more intensive zoning than is currently being utilized) land in private ownership. With the exception of 26 acres zoned commercial, all the vacant, agricultural, and underutilized land is zoned residential, open space, or mobile home. [See **figure 3.3 for percentages of vacant land by zone.**] If the vacant properties within each respective zone were developed in accordance with the Town's current zoning regulations, there could be an additional 1,194 residential units and roughly 3,152 residents in the Town. Combined with the existing population, the total Town capacity would be 1,482 residential units and 3,912 residents, which would have a significant impact on the character and diversity of the Town, not to mention its viability.

In the Town's annexation boundary alone there are approximately 4,012 acres of vacant, agricultural, and underutilized land (minus steep slopes of 30% or greater) that is in private

2 LAND USE

ownership. If the current development pattern in the annexation boundary continued into the future (average lot size of 1.33 acres), there is the potential for an additional 3,017 residential units and 8,266 residents. Given these figures, the combined build out capacity for the entire Town of Leeds, including all land within the annexation boundary, is 4,211 residential units and 12,178 residents.

The following charts describe the vacant or underutilized land in each zone within the Town boundary and the potential build-out population within the Town and annexation boundaries.

Figure 3.3 Vacant Land by Zone within Town Boundary

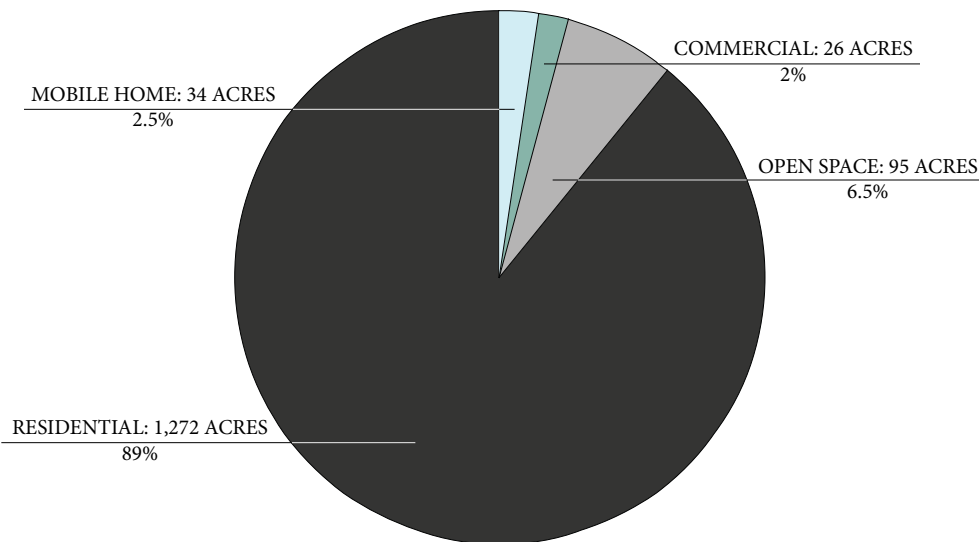
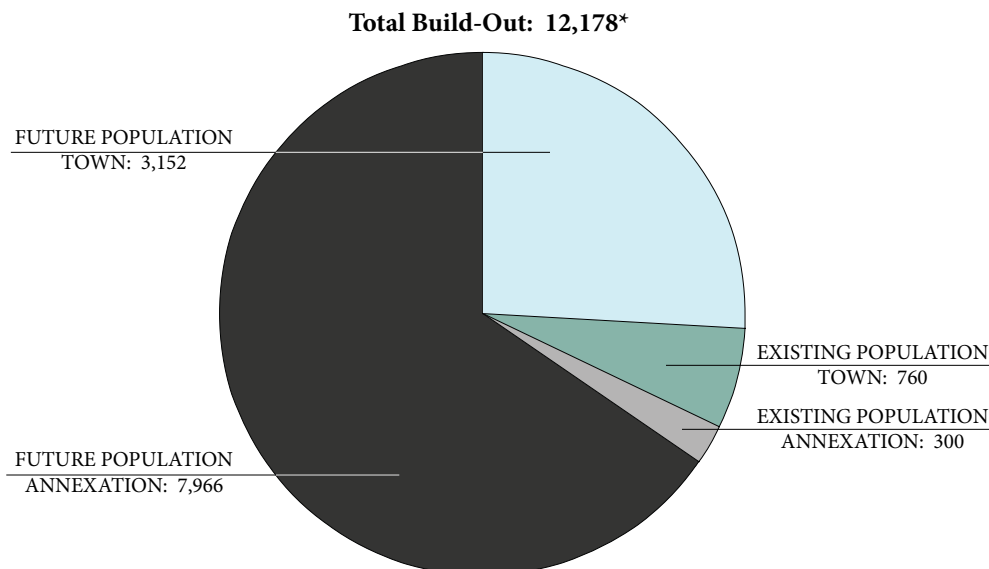


Figure 3.4 Potential Build-Out within Town and Annexation Boundaries



*Future population capacity is based on current average household size in Leeds of 2.64 people (US Census).

Housing Typologies and Future Land Use

As discussed in the previous sections, the majority of Leeds residents would like to maintain the existing rural character of the Town, which includes primarily low-density single family homes. However, many residents recognize that some variety of housing types is desirable to allow for some residents to remain within the community, especially young families and the elderly. While residents have no desire to see concentrated areas of multifamily housing, a limited amount of non-single family housing types are acceptable, providing that the rural character of the Town is respected, and the housing is distributed in such a way that it becomes part of the larger mix of housing in the area. Through the use of overlay zones, the character of the Town can be maintained while providing opportunities for a mix of densities and housing types. Furthermore, overlay zoning can be used to consolidate the Town's existing zoning, simplifying conformance with Leeds goals and objectives. Overlay zoning is discussed in greater detail in the "Key Land Use Issues and Goals and Policies" sections of this chapter and Housing is discussed in greater length in the Housing Chapter of this General Plan. [See Map 002, Future Land Use Map, for proposed overlay zone locations].



HOUSING AND THE KEEPING OF ANIMALS
PHOTO BY: FRAN REX 2010

As well as addressing the need for variety in housing types, the Town of Leeds should address locations for future land uses within the Town and annexation boundaries. While residents expressed mixed feelings regarding the possibility of a school to serve the Leeds area, the need for a school may increase as new residential development occurs. It is important that potential school locations be addressed within the Future Land Use Map. In addition, many residents would prefer industrial or heavy commercial uses not be located in Leeds; however, such uses could provide a substantial increase in the tax base, improving Town viability. Keeping this in mind, it is preferable for the Town to identify possible locations for these uses, prior to a development proposal, in order to outline the Town's expectations and priorities. [See Map 002, Future Land Use Map, for proposed locations for industrial and heavy commercial uses]

The Town of Leeds has a strong history and culture revolving around agriculture and mining. Although mining has ceased, there is a strong desire among many residents and land owners for broad agricultural and animal rights and abilities within the Town. Accordingly, outbuildings, barns, sheds, and other building related to such uses should be allowed and managed appropriately in Town Ordinances.

Leeds residents have also expressed a strong desire that long-term planning efforts include a circulation master plan and historic preservation. These items are discussed in greater detail in the "Circulation" and "Historic Preservation" chapters of this General Plan.

2 LAND USE

Key Land Use Issues

The overwhelming majority of Leeds residents share the common goal of preserving the Town's rural character and history in all future planning and development. This goal conflicts with the residents' desire for larger lot sizes (lower density) and their desire to preserve the tradition of property rights. One key to overcoming this seeming impasse is to develop specific guidelines that connect the desire for increased density to the preservation of the rural character of the Town. For any increase in density there must be a proportionate protection of open space, agricultural land, sensitive lands, the night sky, historic preservation, and/or access to public lands.

Among the key guidelines that will provide for the preservation of Leeds' rural character are:

- Balancing growth with the preservation of open space, agricultural land, and access to public lands.
 - Balancing the desire to maintain rural character with the need for diversity in housing types.
 - Tying development to the protection of sensitive lands and the night sky.
- Increasing historic preservation.

Developing and instituting specific guidelines through ordinances, along with developing overlay zones that provide flexibility in development and address the diversity/density conflicts, will help to overcome divisions in the town by establishing a cohesive master plan. This will further promote the larger positive qualities of the Town of Leeds that appeal to all residents.



*LEEDS AGRICULTURE
PHOTO BY: FRAN REX 2010*

Land Use Goals and Policies

The following goals and policies provide specific actions to promote the vision, set forth by Leeds residents, outlined in the previous sections of this chapter.

G 2.1: Preserve the rural character of the Town of Leeds.

P 2.1.1: Establish an agriculture overlay zone that features clear criteria by which land in any zone can be qualified for the keeping of farm animals (additional to dogs and cats).

P 2.1.2: Adopt zoning, such as a mixed density overlay zone, that promotes creation of lots and common spaces large enough to support agricultural uses. [See Appendix 003 for definition and images of mixed density subdivision.]

P 2.1.3: Adopt zoning, such as mixed density or blended neighborhood overlay zones, that promotes the preservation of open spaces by tying preservation to development flexibility where appropriate. [See Appendix 003 for definition and images of mixed density and blended neighborhood subdivisions.]

P 2.1.4: Adopt ordinances allowing for a farmer's market and festival events that promote Leeds' agricultural heritage.

G 2.2: Maintain diversity in development and housing types.

P 2.2.1: Establish overlay zones [mixed density and blended neighborhood] that allow for flexibility in residential and commercial development while preserving open space or other amenities.

P 2.2.2: Allow for flexibility in development or housing types in combination with the preservation of open space or other land use goals.

G 2.3: Protect steep slopes, hillsides, and waterways.

P 2.3.1: Establish a comprehensive sensitive lands ordinance including an enhanced buffer at the toe of steep slopes and along watercourses and provide incentives where appropriate. [See Appendix 003 for definition and images of enhanced buffer.]

P 2.3.2: Establish grading limits which govern the extent of road cuts and minimize scarring.

2 LAND USE

G 2.4: Protect the night sky.

P 2.4.1: Update the existing "Outdoor Light Ordinance" to minimally reference International Dark Sky Association Standards in order to provide clear and measurable standards for light fixtures and the reduction of light trespass.

P 2.4.2: Create an overlay lighting zone to address different lighting requirements and standards in different areas of Leeds.

G 2.5: Encourage opportunities for economic development.

P 2.5.1: Clarify land use ordinances and consolidate existing land use zones, providing a clear path for developers and simplifying conformity with the town of Leeds' objectives and goals.

P 2.5.2: Establish a future land use map to set base expectations and identify areas for future commercial uses.

P 2.5.3: Create overlay zones that encourage small, independent businesses. Through the use of incentives and bonuses, any increase in density is tied to stated community goals. [See Appendix 003, blended neighborhood overlay zone.]

G 2.6: Maintain access to public lands.

P 2.6.1: Develop a circulation master plan that establishes access to public lands and recreation, and provides for all modes of travel and/or transportation. [See Map 003, Future Circulation Map.]

P 2.6.2: Establish incentives for open space connections between town and surrounding lands that provide desired connections for travel to public lands.

CIRCULATION 3



MAIN STREET
PHOTO BY: FRAN REX 2010

The Circulation chapter of the General Plan is intended to provide an overview of all circulation infrastructure (roads, trails, paths) within the Town of Leeds, direction for maintenance, and planning for future infrastructure.

Currently, Interstate 15 is the primary transportation artery through Leeds. It is used for commuting to work, school, and for general travel. In addition to the interstate, Leeds has a network of streets, varying in size and quality.

Existing Conditions

Main Street in Leeds runs parallel to Interstate 15 (I-15). It used to be the old highway before I-15 existed. It is the main surface street and provides access to both the south and north bound ramps for I-15. At the time of this General Plan revision, Leeds has one I-15 north bound ramp located at the northern end of town just off of Main Street and Silver Reef Road. On the southern end of town, there is one I-15 south bound ramp off of Main Street and Cemetery Road. All traffic in town and through town feeds off of Main Street. Also, Main Street is the only surface road in the Town of Leeds that can be used instead of I-15 to travel from St. George/Hurricane to Toquerville.

On the north western end of town, Silver Reef Road is one of the major roadways intersecting with Main Street. Silver Reef Road crosses under I-15. In addition to Silver Reef Road providing the only access to the residents of Silver Reef, it also provides access to the Dixie National Forest entrance, BLM land, the Old Town of Silver Reef, and the I-15 northbound ramp.



*NORTH END OF LEEDS MAIN STREET,
LOOKING SOUTH
PHOTO BY: FRAN REX 2010*

On the south western end of town, Cemetery Road is one of the major roadways intersecting with Main Street. Cemetery Road crosses over I-15. It provides access to the I-15 southbound ramp and the Leeds Cemetery.

Other heavily travelled roads in Leeds feeding off of Main Street and servicing Leeds residents to the eastern end of town are: Vista and Mountain View, Babylon Mill Road, Cherry Lane, Center Street, and Mulberry Street, and Cemetery. Valley Road runs parallel to Main Street on the eastern side.

The trails in the Town of Leeds are scattered throughout the Town boundaries and are trails that either cross over or are on privately held land in the Town. Some of the trails provide access from the Town to BLM land, Dixie National Forest, Red Cliffs Dessert Reserve, and other public lands. The residents of the Town of Leeds would like to implement a master trail program with future connections to other towns' trail systems. **[See Map 003, Future Circulation Map, for existing and proposed roads and trails.]**

Key Circulation Issues

As future roads and trails are developed within the Town of Leeds it is important to consider the potential conflict with private property. While the Town would attempt to avoid negatively impacting property owners with the development of roads or trails, the potential exists and should be addressed. With the exception of an emergency situation, the Town does not have the right to cross private property without an easement. However, for the purposes of planning and outlining future road and trail connections, identified as important during the 2009 Public Participation Process, the Town may propose a road or trail connection that

3 CIRCULATION

crosses private property. This does NOT grant any individual the right to access or cross private property, it only states the Town's desire for such a connection at some time in the future.

Future Circulation Needs

In order to ensure continued safety and accessibility as the Town of Leeds grows, a Circulation Master Plan should be developed that identifies existing roads and trails, proposed roads and trails, and proposed road and trail connections. During the 2009 Public Participation Process, residents identified several future road and trail connections that would improve circulation throughout town and/or access to public lands. [See Map 003, Future Circulation Map]

Circulation Goals and Policies

G 3.1: Protect access to public lands.

P 3.1.1: Adopt zoning and bonus incentives that encourage developers to maintain existing access to public land.

P 3.1.2: Adopt zoning and bonus incentives to create new access points as more land develops between existing subdivisions and public lands.



*EQUESTRIAN TRAIL USE
PHOTO BY: FRAN REX 2010*

G 3.2: Develop a trails master plan.

P 3.2.1: Work with other agencies (BLM, National Forest Service, County, etc.) to establish new trails, maintain existing trails, and provide continuity through the larger regional trail systems.

P 3.2.2: Encourage trail users to access Town amenities by providing connections between trails and Town infrastructure.

G 3.3: Develop a circulation master plan.

P 3.3.1: Update the Leeds Master Road Plan as road conditions and needs change, specifically planning for continuity and connection in the road system.

P 3.3.2: Plan for all means of travel, including motorized (Vehicular, OHV and ATV), mechanized (Bicycle), and non-motorized (Pedestrian and Equestrian).

P 3.3.3: Plan for road improvements and upgrades as development and use requires.

P 3.3.4: Include the Trails Master Plan as part of the Circulation Master Plan.



*SOUTH PORTION OF LEEDS,
LOOKING SOUTH
PHOTO BY: FRAN REX 2010*

3 CIRCULATION

G 3.4: Encourage the placement of an I-15 interchange to the north of Town.

P 3.4.1: Maintain representatives to local organizations, such as Dixie Metropolitan Planning Organization (Dixie MPO), to monitor larger transportation policy issues and to understand how a Leeds interchange fits into larger regional transportation planning efforts.

P 3.4.2: Work with UDOT to place an I-15 interchange in a location that is mutually beneficial to Leeds' residents and businesses, and the State, while providing safe access to and from the Town.



*I-15 THROUGH LEEDS
PHOTO BY: FRAN REX 2010*

PUBLIC SERVICES AND FACILITIES 4



*LEEDS MAIN STREET
PHOTO BY: FRAN REX 2010*

The Public Services and Facilities chapter of the General Plan outlines the administration, facilities, recreational events, and public services provided by the Town of Leeds. In addition, this chapter discusses the potential need for expanded public services and facilities as the Town grows.

PUBLIC SERVICES AND FACILITIES 4

General Administration

Location and Services

Leeds is governed by a mayor/town council form of government. The Town Hall is located in an old school, moved from Silver Reef to its present location at 218 North Main Street. Additional improvements have been made to the building (see the **“Historic Preservation” chapter for additional information regarding the structure**).

Town Employees

In late 2010, Leeds employs one (1) full-time clerk/recorder, one (1) part-time treasurer, one (1) part-time public works director (with an additional person depending on workload), and police protection to the degree possible within budget constraints.



LEEDS TOWN HALL
PHOTO BY: FRAN REX 2010

Recreation

Facilities

Leeds Park is located at the Town center, east of Town Hall and consists of a ball field, volleyball court, playground (with equipment for various ages), horseshoe pits, large grass area, shade trees, Peach-Pit Pavilion (named for its location over an old fruit-processing platform, see the **“Historic Preservation” chapter for additional information**) with tables, restrooms, and parking. The restrooms and parking are handicap accessible.



LEEDS PEACH-PIT PAVILION
PHOTO BY: FRAN REX 2010

4 PUBLIC SERVICES AND FACILITIES

Events

Recreation events held in the community include:

- Princess Pageant: royalty are also involved in the Washington County Fair and other Town events.
- Twenty-fourth of July: this State holiday is commemorated with a parade by children, coordinated with local church groups, and occasional evening events.
- Children's Easter Egg Hunt: featuring other activities and games for children.
- Fourth of July: including breakfast, children's games, dancing, programs, and fireworks with Leeds Fire Department.
- "Trunk-or-Treat": held at the Town park, including a dinner (typically hosted by the Leeds Fire Department as a fund-raiser), games, and the main event of decorated trunks with lots of candy!
- Veteran's Day: program with flag retiring ceremony.
- "Wild West Days in Leeds" Fall Festival: this event is the Town's annual festival and includes a soap-box derby, story-telling, concerts, entertainment, children's games, remembrance of farming history (such as Sourgum), pony rides, booths (food and other), and a Town Play.



EASTER CELEBRATION
PHOTO BY: FRAN REX 2010



"TRUNK-OR-TREAT"
PHOTO BY: FRAN REX 2010



FLAG RETIRING CEREMONY
PHOTO BY: FRAN REX 2010

PUBLIC SERVICES AND FACILITIES 4



*"WILD WEST" TOWN PLAY
PHOTO BY: FRAN REX 2010*



*"WILD WEST" TOWN PERFORMANCE
PHOTO BY: FRAN REX 2010*

4 PUBLIC SERVICES AND FACILITIES



LEEDS CANDY DROP
PHOTO BY: FRAN REX 2010

Utilities

Water Rights and Existing Conditions

The State of Utah owns all of the water, and grants rights to use that water, subject to three restrictions: (1) that it is put to beneficial use; (2) that the flow rate not exceed a specified amount, usually expressed in cubic feet per second (cfs); and (3) that the cumulative use for a year not exceed a second specified amount, usually expressed in Acre Feet (AF).

Currently the Town of Leeds culinary water is administered through the Leeds Domestic Waterusers Association (LDWA), a non-profit company. The LDWA is comprised of its Shareholders. LDWA currently has 331 Active Water Tap connections and 69 Stand-By Taps. Stand-By Taps are taps that have been designated for specific property, but no meter has been installed and the property has not been connected to LDWA's water system. Water Rights to service the property are already in LDWA's inventory and LDWA has committed to provide water service at such time as the shareholder desires to connect to the system.



LEEDS IRRIGATION: ALFALFA FIELD
PHOTOS BY: FRAN REX 2010

LDWA owns approximately 440-Acre Feet of culinary water rights, including the assets received from the Silver Reef Special Service District (SRSSD) when acquired by LDWA in the fall of 2002. That acquisition included thirty eight (38) active water taps, a total of 44.5-Acre Feet of water, SRSSD infrastructure, tanks, assets, plus \$21,000 net cash.

Water comes from several sources including springs and underground wells. Water is stored in five water tanks; the tanks are located in Leeds. The five tanks provide a total capacity of 1.083 million gallons.

Water demand does not normally occur uniformly throughout the year. Summer peak water demand can, at times, be 3 to 4 times greater than the amount of water used during the typical winter peak demand. This indicates that a large portion of culinary water is possibly used for irrigation. Water conservation measures are being established in an effort to reduce the need for irrigating landscaping. **[See Appendix 004 for a table with culinary water usage delivered to active residential, commercial, and industrial taps for the 10-year period 2000-2009.]**

Water consumption in Leeds has actually declined over the last ten years. Leeds did share in the housing "bubble" with some increase in local construction. However, our "peak" and collapse appears to have coincided directly with the National housing boom and bust. Four homes have been built in Leeds over the last four years.

In December of 2009, shareholders were apprised of the availability of financing from Utah

4 PUBLIC SERVICES AND FACILITIES

State Division of Drinking Water (DDW) for a Capital Facilities Project to upgrade LDWA's fire hydrant pressure and flow problems and implement its Capital Facilities Plan. In January 2010, the LDWA Board voted to proceed with the loan and has retained Northern Engineering, Inc. to design and oversee the construction of the Project.

A second well is planned to be drilled with location at T40 S., R. 13 W., Sec 31. This will add a redundant water well to LDWA's system and complement the well that was upgraded to Utah State requirements in 2007.

The amount of funding is \$2,009,000.00, 45% of which is forgiveness [grant monies] and 55% is to be repaid over 30 years at 3.6% interest. Construction of the system will be completed late spring of 2011.

Sewer

Currently there is no existing sanitary sewer infrastructure within the Town of Leeds. The Town of Leeds has worked diligently for a sewer solution since 2004. The Town of Leeds, landowners within the Town, and landowners from the surrounding area have engaged engineering firms and experts in various feasibility studies since 2004. The high cost of engineering and implementing a Leeds sewer system has prevented the Town from completing the required infrastructure. While funding assistance from the State of Utah is available, such funding comes with stipulations that Town officials feel go against the Town's and resident's desires. Three primary concerns are:

1. Requiring the Town to spend more money on studies;
2. Requiring the Town to increase the project size and scope from a manageable phased approach to an all or nothing estimated \$13 million dollars; and
3. The State requiring those with working septic to incur the cost to hook up on day one.

With the present state of the economy in 2010, potential investors in a Leeds sewer system have asked the Town to postpone moving forward until the economy has begun to recover and a more reasonable timeline can be expected for a return on the investment. However, the Town remains interested in pursuing sewer infrastructure in order to ensure the quality and safety of Quail Lake Reservoir and other downstream aquifers. In addition, Leeds ability to wholesale water from the Washington County Conservancy District could be impacted if the Town does not install satisfactory sewer infrastructure. The Town of Leeds has begun to hold meetings and actively look for a solution with the following as guiding principles:

- The Town will be neither pro-growth or anti-growth, but will pursue opportunities that improve the services and facilities provided to residents, and that are in keeping with the goals and priorities outlined in this General Plan.
- The burden of cost will fall primarily on those receiving the benefit.
- Those who want sewer service will have equal opportunity to get involved.
- The project must be feasible financially for the Town as well as for its residents.
- The project should include not only the existing Town but the properties within the annexation area.
- The Town should work with the other political bodies in finding a solution.
- The Town wishes to avoid forcing those on working septic tanks to incur cost to hook up to sewer prior to their systems failure ; however, a compromise solution may need to be found to spread the burden of costs through grants, low-interest loans, and a share of the cost going to residents.

PUBLIC SERVICES AND FACILITIES 4

The Town entered into an Inter-local Agreement with Ash Creek Special Service District in the Fall of 2008, and the Agreement was renewed (with some revision) in 2010. The Agreement spells out the basic conditions under which Ash Creek would service the Town's sewer. Ash Creek Board Members and Managers have been great to work with, and in the inter-local agreement Ash Creek agrees to let Leeds use 240 connections worth of capacity in the Harrisburg line, lift station, and treatment plant. In exchange, Ash Creek would charge approximately \$0.70 per 1000 gallons of wastewater discharged from Leeds into the Special Service District system. This agreement was advantageous for Leeds because it alleviates the need for a treatment facility solution until a rate base could be established. Opinions vary on whether the Town should have its own treatment plan or contract with Ash Creek. One principle argument in favor of the Town having its own system is to keep the water in its aquifers.

There are funding sources available to the Town for a sewer solution if/when the Town is willing to adopt a Mandatory Connect Ordinance. This decision should be approached with care and transparency. Residents of the Town of Leeds feel passionately that the proper role of governments is to serve the people and that property rights should be respected. It is also important that financial circumstances of residents be taken into account when decisions of financial impact are being considered.

Having clean ground water is a desire of the Town and its residents, and measures to ensure this goal is met should be adopted into Resolutions and Ordinances. This desire should be balanced with the financial and property rights realities as mentioned above. In terms of future development, it is almost universally felt by residents that new development should pay for itself when it comes to sewer infrastructure for waste water. It is also generally assumed and felt that new developments will need to have a sewer solution to keep our ground-water clean in the long-term.

Fire

General

Leeds Area Special Service District (LASSD) provides Fire and Emergency Medical Services. LASSD services the entire Leeds Area and Interstate 15 from mile marker 16.5 to 36.

Facilities and Personnel

The fire station is located at 730 N. Main St., Leeds. The fire station includes a training room, kitchen, dressing rooms, laundry, and office with room to expand. The department currently employs a full time Chief, other officers and department members are volunteer. Firefighters are state certified or working to become such. Emergency medical technicians (EMT) are all state certified. All fire, medical services, and transports to the hospital are dispatched through the 911 system.

4 PUBLIC SERVICES AND FACILITIES

Programs:

1. LASSD participates in the Insurance Services Office (ISO) rating system and has a 5 rating.
2. LASSD participates in National Incident Management System (NIMS) and is current in the required standards.
3. LASSD participates in the State Cooperator program to fight fires on Federal land, including compensation.

Major equipment housed at the fire station:

- 2003 Kenworth/Pierce Class A Pumper/Attack truck (Type One)
- 2004 Kenworth/ Pierce Class A Pumper/Tanker truck (Type One)
- 2001 Ford/Wheeled Coach Ambulance
- 1999 Ford/Wheeled Coach Ambulance
- 2008 Ford F550 4X4 Brush Truck (Type Six)
- 1999 Ford F450 4X4 Brush Truck (Type Six)
- 2004 Air Filling Station (includes air compressor)
- 2004 12- Self Contained Breathing Apparatus w/ 12 extra tanks.
- 2004 Oxygen Bottle Filling Station
- 2008 FCC licensed Radio Frequency and Repeater



LEEDS FIRE AND RESCUE
PHOTO BY: FRAN REX 2010

PUBLIC SERVICES AND FACILITIES 4

Public Services and Facilities Goals and Policies

Water

G 4.1: Provide an adequate amount of safe, clean water to all Leeds' current and future residents.

P 4.1.1: Continue to maintain and upgrade, as necessary, the Town's water system.

P 4.1.2: Support laws and regulations to monitor, prevent, and correct, where necessary, contamination of water sources.

P 4.1.3: Develop programs and incentives for wise water management, including encouraging the use of native, drought tolerant landscaping.

Sewer

G 4.2: Install and maintain a municipal sewer system.

P 4.2.1: Continue to pursue solutions for sewer infrastructure.

P 4.2.2: Develop and continually update a Waste Water Management Master Plan, outlining the Town's goals and priorities related to waste water management.

Fire

G 4.3: Continued progress in Leeds' fire staff, fire facilities, and emergency services.

P 4.3.1: Pursue opportunities to increase the Advanced Life Support (ALS) capabilities for Emergency Medical Services (EMS).

P 4.3.2: Continue to participate in the State Cooperator Wildland Program and pursue additional opportunities to increase wildland fire safety.

P 4.3.3: Include funding for additional fire staff in the Town Budget as population increases.

P 4.3.4: Pursue funding opportunities to expand the existing fire station and for purchasing a ladder truck to service large homes and commercial buildings.

Recreation

G 4.4: Continue to support and improve community recreational opportunities.

P 4.4.1: Develop ordinances that require developers to include park space within subdivisions.

P 4.4.2: Maintain funding allocation for Town festivals and events; pursue additional funding opportunities as scale of festivals and events increase.

4 PUBLIC SERVICES AND FACILITIES



WILD WEST DAYS VENDORS
PHOTO BY: FRAN REX 2010



PRINCESS PAGEANT
PHOTO BY: FRAN REX 2010

ENVIRONMENT AND CONSERVATION 5



*OVERLOOKING LEEDS PROTESTANT
CEMETERY TOWARD SILVER REEF AND
ELDORADO HILLS
PHOTO BY: FRAN REX 2010*

The Environment and Conservation Chapter of the General Plan outlines the existing environmental resources within the Town of Leeds, while introducing ways to enhance and protect those resources as the Town grows.

Leeds' residents have expressed a desire to maintain the Town's rural and agricultural nature, as well as the "bedroom community" feel. The conservation of the local environment is a critical piece of the puzzle and should be a conscious effort of Town residents and Town officials. This interest must not infringe on private property rights and should be balanced and measured in purpose and method. Open and public meetings, as well as concerted efforts to spread information liberally, will contribute to the success in implementing appropriate measures and plans towards environmental conservation.

Existing Condition and Key Findings

The Town of Leeds has a unique and beautiful environment, characterized by an abundance of natural resources, plant and animal habitat, and scenic vistas. [See **Red Cliffs Desert Reserve website for additional information on plant and animal habitat found within Leeds and surrounding areas.**] In order to maintain the character and quality of Leeds' environment, it is important to take measures to protect plant and animal habitat, air and water quality, the night sky, and steep slopes and hillsides. These natural resources not only contribute to the aesthetic character of the Town, but also to the local economy, and the health and safety of Leeds residents.

In order to balance the protection of Leeds' environmental resources with private property rights, the Town must provide clear expectations for resource protection that encourage developers and property owners to respect the natural environment. Planning tools, such as a Sensitive Lands Ordinance and bonus incentives for hillside and waterway protection [See **Land Use chapter of this General Plan for greater detail**], can ensure clear and measurable standards that simplify enforcement and compliance.



LEEDS PLANT MATERIAL
PHOTO BY: FRAN REX 2010

Town of Leeds and Adjacent Public Lands

The Town of Leeds is surrounded by Public Land including, Dixie National Forest, Red Cliffs Desert Reserve, Red Cliffs Recreation Area, Oakgrove Campground, and Quail Creek State Park. The Town of Leeds finds it in its best interest to help steer the designations and uses of adjacent Public Lands. Many Residents have expressed the desire to maintain open access and recreational opportunities on these Public Lands. The character of the Town of Leeds is influenced not only by the open space, access, and recreational opportunities available on Public Land, but also the rich agricultural and mining history of the area. Although mining has ceased, there is still a strong desire among residents for broad agricultural rights and abilities within the Town, the Annexation Boundary, and on Public Lands; agricultural rights include grazing rights and other agricultural use rights which have existed for decades in Leeds' history. The Town feels it is important to keep this rural and agricultural character as it expands.

The Town feels it is important to work with government agencies that currently administer the adjacent Public Lands. The Town has engaged local agencies in the past in order to establish an open line of communication. It is critical that the Town continue to maintain strong communication with these agencies to ensure they are aware of local residents' concerns and needs, as well as to understand the issues and challenges faced by the agency in managing the Lands.

5 ENVIRONMENT AND CONSERVATION



*LEEDS/SILVER REEF HISTORIC RICE BANK,
LOOKING NORTHEAST
PHOTO BY: FRAN REX 2010*

Environment and Conservation Goals and Policies

G 5.1: Protect the quality of Leeds' natural resources.

P 5.1.1: Develop clear criteria and standards within Leeds' Ordinances that ensure the protection of steep slopes and hillsides, water quality, the night sky, and plant and animal habitat.

P 5.1.2: Work with property owners to minimize storm water runoff and possible contamination of waterways.

P 5.1.3: Identify specific areas within Leeds where substantial natural resources and/or plant and animal habitat exist.

G 5.2: Protect the night sky.

P 5.2.1: Adopt more stringent standards for "full cut-off fixtures" in order to further reduce light trespass.

G 5.3: Minimize disturbance to native vegetation and address restoration of native vegetation following development.

P 5.3.1: Establish ordinances requiring a minimum landscaped area that may be met by native vegetation in order to incentivize preservation of existing landscapes.

P 5.3.2 Establish specific minimum standards for re-vegetation within the

ENVIRONMENT AND CONSERVATION 5

development area after disturbance

P 5.3.3: Establish a replacement ratio for replacement of trees removed, damaged, or destroyed within the development work area in order to incentivize preservation of vegetation.

P 5.3.4: Require protection of native vegetation outside of development work areas and establish specific minimum standards for re-vegetation, if affected.

G 5.4: Maintain access to public lands.

P 5.4.1: Continue to collaborate with local agencies in order to ensure Leeds plays an active role in regulation and use decisions governing public lands surrounding Leeds.

P 5.4.2: Continue to collaborate with local agencies to coordinate efforts to maintain and provide additional access to public lands.



*LEEDS AGRICULTURE
PHOTO BY: FRAN REX 2010*

5 ENVIRONMENT AND CONSERVATION

ECONOMIC DEVELOPMENT 6



*TOWN OF LEEDS
PHOTO BY: FRAN REX 2010*

The Economic Development chapter of the General Plan outlines the current economic development opportunities within the Town of Leeds and introduces additional economic development opportunities to ensure Leeds remains an economically viable town.

Existing Conditions and Key Findings

The continued maintenance of the Town's existing infrastructure and the support of new development as the Town grows, requires Leeds to pursue a variety of economic development opportunities. However, Town viability must be carefully balanced with maintaining the character of Leeds. During the Public Participation Process in 2009, residents expressed a strong desire for future commercial development to be small scale, local businesses, integrated into the existing fabric of Leeds. While residents expressed little interest in large scale commercial or industrial uses, they did identify possible locations for such uses with the understanding that large commercial or industrial uses could add substantially to the Town's tax base. [See Map 003, Future Land Use Map]

Currently in the Town of Leeds, most commercial uses exist on or near Main Street and within close proximity of the Town Hall. In late 2010 Leeds' commercial and public uses include a Town Hall, Post Office, Church, neighborhood grocery, mercantile, real estate office, atv mechanical repair shop, and a few other small businesses. In addition, there are various home occupations throughout Leeds as allowed by the Land Use Ordinances [See Leeds Land Use Ordinance 2008-04 Chapter 24].

Leeds has not experienced a substantial amount of economic growth in recent years, and it is important for the Town to encourage economic opportunities that will enable Leeds to remain a vibrant small Town. Developing incentives for residents to shop locally, whenever possible, will help support existing local businesses and encourage new businesses to locate in Leeds.



LEEDS COMMERCIAL COMPLEX
PHOTO BY: FRAN REX 2010

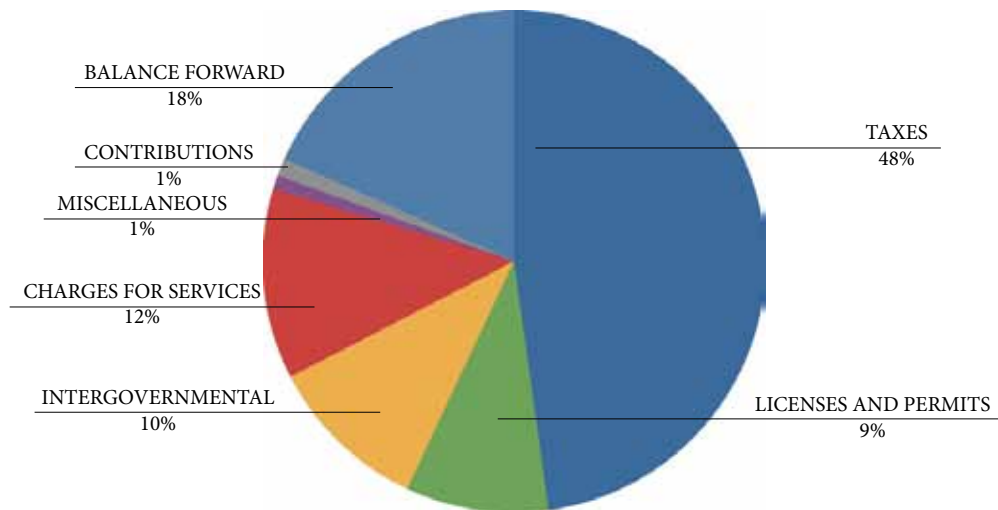


LEEDS MAIN STREET
PHOTO BY: FRAN REX 2010

6 ECONOMIC DEVELOPMENT

In order to further understand the existing economic climate in Leeds, see **Figure 6.1** for Leeds revenue sources based on 2010 budget appropriation.

Figure 6.1 Town Revenue: Budget Appropriation 2010



Economic Development Goals and Policies

G 6.1: Encourage opportunities for economic development.

P 6.1.1: Pursue annexation where new development is contemplated within the Town annexation boundary. This policy could provide opportunities for commercial development, increasing the tax base and Town viability.

G 6.2: Encourage residents and visitors to support local businesses.

P 6.2.1: Develop events or incentives to promote local businesses; such as featuring local businesses at existing Leeds festivals or establishing a “Discount Day” for Leeds residents.

P 6.2.2: Develop a local business flyer or pamphlet to highlight the goods and services available within Leeds.

P 6.2.3: Work with Utah Department of Transportation to place an interstate exchange at the north end of Leeds to improve accessibility to the economic opportunities for visitors and residents.

HOUSING 7



*TOWN OF LEEDS HOUSING
PHOTO BY: FRAN REX 2010*

7 HOUSING

The Housing chapter of the General Plan outlines existing housing opportunities within the Town of Leeds and addresses the need for additional housing typologies. In particular, this chapter focuses on the need for affordable housing within Leeds and the surrounding area. For the purposes of this chapter, affordable housing is defined as housing (rent/mortgage and utilities) that is less than 30% of a households monthly income.

Existing Conditions and Key Housing Issues

As stated in the Land Use chapter of this General Plan, housing in Leeds is currently comprised of single-family homes on lots ranging in size from one (1) acre to five (5) acres with smaller lots existing on and around Main Street. While the majority of the housing in Leeds is single-family, the housing styles are varied and unique. During the Public Participation Process in 2009, Leeds' residents clearly expressed their desires for the variety in housing styles to remain and for any future housing to fit within the rural character of Leeds. Residents also expressed their desire for housing in Leeds to remain primarily single-family, while understanding the need for some additional housing typologies in order to provide affordable housing to residents of varying income levels.

Currently, the median household income for Washington County, Utah is \$46,462 (US Census 2009). Affordable housing for that income level would be approximately \$1170 per month. The average house value in the Town of Leeds is currently \$165,000 (Washington County Assessor November 2010), which is below the County average. While property values in Leeds may be below the County average, consideration for affordable housing is still important. More than likely, the population of Leeds will continue to grow due to the proximity to St. George, recreational opportunities, and unparalleled scenic beauty. As the Town grows, property values will increase, and the Town will need to have measures in place for affordable housing and standards to protect the character and integrity of existing residential development.



EXISTING LEEDS HOME
PHOTO BY: FRAN REX 2010

Current zoning in the Town of Leeds allows for single-family dwelling units with attached casita within the Rural Residential and Residential Zones. In addition, the Multi-Family Residential Zone allows two-family dwellings as a permitted use and three, four, and five unit dwellings as conditional uses [See Land Use Ordinance 2008-04 Chapter 13, 14, & 15]. The existing Multi-Family Residential Zone occupies a small area at the north end of Town. In order to realistically plan for affordable housing, the Town must create additional opportunities for multi-family residential units. However, it is imperative that these units fit within the existing character of Leeds; therefore the Town should focus on small scale multi-family housing units, such as duplexes and triplexes, not large apartment complexes.

The establishment of Overlay Zones, such as the Blended Neighborhood Overlay Zone [See **Appendix 003**], will help the Town incorporate varying lot sizes and housing typologies within the existing residential fabric of the Town. During the Public Participation Process, residents expressed interest in a Blended Neighborhood Overlay Zone in the center of Town [See **Map 003, Future Land Use Map**]. The benefits of overlay zones are discussed at greater length in the Land Use chapter of this General Plan.

7 HOUSING

Another important tool that can be used to achieve affordable housing is the allowance of accessory dwelling units as rentable units. This provides a smaller, less expensive rental option while maintaining the character of single-family residential. As previously stated, the current ordinance allows attached casitas with single-family dwellings. However, as described in the ordinance, casitas are for guests and family members, and not rentable units. In order for an accessory dwelling unit to be a means to affordable housing, the units must be rentable.



*EXISTING LEEDS HOMES
PHOTOS BY: FRAN REX 2010*

Housing Goals and Policies

G-7.1: Provide housing opportunities for a mix of income levels.

P-7.1.1: Update Land Use Ordinances to allow accessory dwelling units as rentable units.

P 7.1.2: Establish Overlay Zones, such as Blended Neighborhood, in order to allow a mix of lot sizes within existing residential fabric.

P 7.1.3: Use the Blended Neighborhood Overlay Zone to create opportunities for multi-family housing that reflects the existing character of Leeds.

G 7.2: Create opportunities for Affordable Housing.

P 7.2.1: Update Land Use Ordinances to include an Affordable Housing requirement; establish a baseline that triggers affordable housing within new developments.

For example, a new development with more than XX units or XX lots shall provide at least XX% of market rate units/lots as affordable units/lots.

G 7.3: Maintain variety in housing styles that reflect the history of Leeds.

P 7.3.1: Establish Overlay Zones, such as Mixed Density, in order to promote the mixing of residential and agricultural uses, and reflecting Leeds' agricultural past.



*EXISTING LEEDS HOME WITH
AGRICULTURE
PHOTOS BY: FRAN REX 2010*

MAPS ON FOLLOWING PAGES

APPENDIX ON FOLLOWING PAGES