



Memorandum

To: Art Review Board
From: Niall Connolly, Principal Planner
Date: May 1st, 2025
Re: Mural Policy

Introduction

The Art Review Board met on April 3rd to discuss the Town's policy on murals. The Planning Commission has drafted a proposed update to the policy, which was presented to the Art Review Board for consideration. The Board discussed the draft policy, but needed additional time to consider it more fully. This meeting has been convened to enable a more detailed discussion on the mural policy.

To aid an effective discussion, staff recommends that the Board address and resolve the following four questions, in the following order:

1. Can murals promote the General Plan vision for the Town, and as such, should they be permitted in Springdale? (*Note, a recommendation to not allow murals anymore would be a departure from the current policy and would require an ordinance revision.*)
 2. If murals are allowed, what technical development standards should murals be subject to?
 - Is the proposed 250 sq ft maximum size per property appropriate?
 - What colors should be allowed?
 - Should the Town color palette apply?
 - Signage color palette?
 - Building and structure palette?
 - Should additional colors be allowed as accents?
 - Should murals be allowed in residential zones if they are visible off the property?
 - Should murals be allowed on walls/ fences etc, or only on buildings?
 - Is the proposed policy language on prohibiting murals to be advertising sufficient to achieve that goal?
 - Should there be a minimum separation distance or spacing between approved murals in Town, in an effort to avoid an over-concentration? If so, what should that spacing be?
3. If murals are allowed, what artistic standards should murals be subject to?
 - What are the criteria the Art Review Board should use to evaluate the artistic merit of mural applications?
4. Is the proposed mural review process appropriate?

The remainder of this report provides additional background information to help the Art Review Board address the four questions above.

Analysis of Existing Mural Policy Compared to the Planning Commission's Proposed Policy

The table below pulls out specific language from the existing and proposed policies for ease of comparison. The policies in full are appended to this report for reference. The existing policy has different standards for murals depending on the zone they are in. The proposed policy instead has general standards for all murals, and then some additional standards that apply only to residential murals.

COMPARISON OF EXISTING MURAL POLICY WITH PROPOSED POLICY			
	Current Policy	Proposed Policy	Comments
What do the policies say about the locations where murals are allowed?	<p>A mural is painted or permanently affixed onto an exterior building wall for the purpose of artistic display.</p> <p>Murals may be displayed in the residential zones on the rear wall or interior courtyard walls of buildings in the residential zones, as long as the mural is not visible from adjacent properties or streets. There is no review process required for these murals. If residential zone mural is going to be visible from off the property, approval is required.</p> <p>Murals may be displayed on publicly owned buildings and walls on publicly owned properties.</p>	<p>A mural is painted or permanently affixed onto a vertical or near vertical surface of a structure for the purpose of artistic display.</p> <p>Murals may not be displayed on or affixed to natural features such as rocks, hillsides, or vegetation.</p> <p>In general, murals should be positioned close to the level of the grade adjacent to the structure. The preference is for murals to be designed such that the top of the mural is no more than eight feet above the adjacent grade. When the nature of the site or the artistic theme of the mural demands, murals may exceed eight feet above</p>	<p>The proposed policy clarifies that a mural can be on a wall or fence, and not just on a building facade.</p> <p>The proposed policy prohibits murals on natural features.</p> <p>The proposed policy stipulates that a mural must not extend higher than 15 ft above grade.</p>

	<p>Murals may be displayed on buildings in the commercial zones</p> <p>The mural may be displayed only on one wall of the commercial building and must be limited in size to no more than 75% of the gross wall area (including window and door areas) upon which it is displayed or 250 square feet, whichever is less.</p>	<p>adjacent grade. However, in no case may any portion of a mural be more than 15 feet in height above the adjacent grade</p>	
What do the policies say about color palette?	<p>All colors used in the mural must be on the town's adopted color palette.</p>	<p>The majority of the area of the mural must contain colors that are shown on the Town's color palette for signage. Other, less significant, portions of the mural may use colors not on the color palette as an artistic contrast or to highlight a particular component or point of interest in the mural.</p> <p>Mural colors that are not on the color palette must be compatible with the existing natural and built surroundings of the site.</p>	<p>The Art Review Board should determine whether or not mural colors should be confined to the Town's color palette. Further, the Art Review Board should specify which color palette should apply (i.e. the general color palette or the signage color palette - which is more expansive).</p> <p>Note: the proposed policy allows a wider range of colors, but offers a streamlined approval process for murals that use only "on-palette" colors.</p>

	<p>Colors that detract from the natural vistas of Zion Canyon are not permitted, whether or not they are on the color palette.</p> <p>An applicant who requests a mural color that is not on the Town's color palette for signage has the obligation to demonstrate why the color is necessary and integral to the design of the mural and why no color on the palette could effectively be used in its place.</p> <p>The following murals only need Art Review Board Approval (i.e. no Planning Commission approval required):</p> <p>Murals that are not in a residential zone, AND:</p> <ol style="list-style-type: none"> 1. only use colors which are on the Town's color palette for signage, OR 2. are 100 square feet or less in size. 		
Size?	<p>Residential zone: The size of the mural must be consistent with the architectural scale and</p>	<p>All murals: The size of the mural must be consistent with the architectural scale and</p>	<p>The proposed policy clarifies that a maximum of 250 sq ft of mural is allowed on</p>

	<p>feel of the building or setting.</p> <p>Publicly Owned Buildings and Walls: The size of the mural must be consistent with the architectural scale and feel of the building or setting.</p> <p>Commercial zone: The mural may be displayed only on one wall of the commercial building and must be limited in size to no more than 75% of the gross wall area (including window and door areas) upon which it is displayed or 250 square feet, whichever is less.</p>	<p>feel of the building or setting. In no case may the cumulative area of all murals on a single property be greater than 250 square feet.</p>	<p>any single property.</p>
<p>What do the policies say about murals and advertising?</p>	<p>Murals in the commercial zone: The mural may not contain advertising or signage elements and may not contain direct or indirect references to the products or services offered for sale at the commercial building.</p>	<p>Murals are separate and distinct from signs. A mural may not be used as a sign. Murals may not advertise businesses, products, or services and may not convey messages that would otherwise be conveyed by signs. This standard applies to any direct or indirect advertising or signage elements.</p>	<p>Both the existing and the proposed policies contain language to restrict murals from containing direct or indirect references to the products or services for sale in a business. The Art Review Board should read the language of each, and determine which best achieves their goals. The Art Review Board may also suggest different verbiage.</p> <p>For information - the Zion Adventures Mural does contain reference to their business. For</p>

			<p>this reason, the Art Review Board's recommendation to approve this mural was conditional on them removing the advertising elements of the sign (i.e. the sign posts which say "Zion Adventures" and "Red Coyote Cyclery"). Because an ultimate decision on this mural has never been taken (the Planning Commission deferred their decision pending a new mural policy), the advertising element of this mural has not yet been removed.</p>
Is there any limit on the overall number of murals allowed in the town, or any minimum separation distances between murals to prevent an over-concentration?	No	No	<p>The Art Review Board discussed potentially introducing a minimum separation distance between murals, to avoid an over-concentration of murals in any one part of town.</p>
Murals in residential zones?	<p>Murals may be displayed in the residential zones on the rear wall or interior courtyard walls of buildings in the residential zones, as long as the mural is not visible from adjacent properties or streets. There is no review process required for</p>	<p>Murals in residential zones must comply with the general standards for murals. In addition they must comply with additional requirements:</p> <p>If the mural is visible from outside the property on which it is located all colors used in the mural must meet</p>	<p>Both policies do allow murals which are visible from off the property in residential zones. At the last meeting, some board members expressed concern about this, and stated a preference that murals should only be allowed in residential zones if they are not visible from off the property.</p>

	<p>such murals. Murals in the residential zones that are visible from adjacent properties or streets may be displayed subject to the following standards:</p> <p>The mural will not create a traffic hazard or otherwise compromise safety in the town.</p> <p>The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.</p> <p>All colors used in the mural must be on the town's adopted color palette.</p> <p>The size of the mural must be consistent with the architectural scale and feel of the building or setting.</p> <p>The art review board will review all requests for murals in residential zones that are visible from adjacent properties or streets.</p> <p>The art review board will hold a public meeting to consider such requests, and then make a</p>	<p>the Town's color palette for buildings and structures.</p> <p>If the mural is visible from any portion of the SR9 right-of-way the mural is limited to 100 square feet in total area.</p>	<p>The Art Review Board should discuss this point and decide what the policy should be for murals in residential zones.</p>
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	<p>recommendation to the planning commission whether or not the proposed mural meets the standards above. The planning commission will then approve or deny the proposed mural.</p>		
Review Process	<p>The art review board reviews murals on private properties as outlined in this policy.</p> <p>Murals in the residential zone:</p> <p>The art review board will review all requests for murals in residential zones that are visible from adjacent properties or streets.</p> <p>The art review board will hold a public meeting to consider such requests, and then make a recommendation to the planning commission whether or not the proposed mural meets the standards above.</p> <p>The planning commission will then approve or deny the proposed mural.</p>	<p>The art review board reviews murals on private properties as outlined in this policy.</p> <p>The proposed policy includes a table which sets out the review process. Murals not visible from off the property do not require any review or approval.</p> <p>Murals which are not in a residential zone and only use colors on the Town's signage color palette and are 100 sq ft or less are approved by the Art Review Board.</p> <p>All other murals need to be reviewed first by the Art Review Board, and then be ultimately approved by the Planning Commission.</p>	<p>The review process for murals in all cases involves a review and recommendation by the Art Review Board. In most cases, approval from the Planning Commission is required.</p> <p>There are some exceptions - in the existing policy, Town Council approval is needed rather than Planning Commission approval for murals on public walls or buildings. Also, in the proposed policy, smaller scale murals are exempt from a Planning Commission review, and the Art Review Board is empowered to approve them.</p> <p>At present, the Town does not have an application form for murals, however one could very easily be created. The Town also does not charge an</p>

	<p>Murals on publicly owned buildings and wall:</p> <p>The art review board will hold a public meeting to consider such requests, and then make a recommendation to the town council whether or not the proposed mural meets the standards above. The town council will then approve or deny the proposed mural.</p> <p>Murals in commercial zones:</p> <p>The art review board will review all requests for murals in the commercial zones. The art review board will hold a public meeting to consider such requests, and then make a recommendation to the planning commission whether or not the proposed mural meets the standards above. The planning commission will then approve or deny the proposed mural.</p>		<p>application fee for review of a mural, but could adopt one.</p>
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Discussion Topics from the Last Art Review Board Meeting

The Art Review Board discussed a number of topics and issues related to murals in the previous meeting. This section of the report provides more information on those issues.

Maintenance

Neither policy specifically addresses maintenance, or how to address murals that may become degraded over time. The Town Code (section 10-20-13 *Property Maintenance*) does include the following provision about general property maintenance. The Art Review Board should review this section of the Code to determine if it is sufficient to address the concern about maintenance of murals. If not, the Board could potentially recommend some language on maintenance be added to the mural policy. Here is the property maintenance section of the Code:

All properties in the Town must be maintained in a clean, safe, and sanitary condition as detailed in this section so as not to cause a blighting problem or adversely affect the public health or safety. Any property not so maintained is declared a public nuisance.

- A. *The 2006 or successor version of the international property maintenance code, as promulgated by the International Code Council, is hereby adopted by reference. All properties in the Town must be maintained to the minimum standards established in that code, in addition to the supplementary provisions listed in subsection B. of this section.*
- B. *Properties and structures may not be kept in a defective, unsightly, deteriorated or unrepairs condition. The following conditions are specifically prohibited:*
 - 1. *Exterior building surfaces (including roofing material) in an obvious state of disrepair (e.g., peeling paint, rotten wood siding, cracked and peeling stucco, etc.).*
 - 2. *Exterior building surfaces that are not in a finished or complete state as shown on approved design/development review or building permit plans for the building.*
 - 3. *Roof patches and repairs inconsistent with the design and appearance of the rest of the roof (with the exception of emergency repairs for a period of 60 days or less).*
 - 4. *Broken or crumbling concrete or asphalt in driveways, walkways, and parking areas.*
 - 5. *Weeds in parking areas and walkways.*
 - 6. *Landscape vegetation required by the landscape ordinance that is dead or nonmaintained. This does not apply to native vegetation, unless the dead native vegetation constitutes a nuisance under the nuisance ordinance or a fire hazard.*
- C. *In the event of a property owner's inability to comply with the standards in this section due to a financial hardship, the Town Council may suspend enforcement of the standards. In such a case, the property owner must demonstrate a good faith effort, satisfactory to the Town Council, to work toward compliance with these standards. If no such good faith effort is made, these standards will be enforced immediately.*

What about the electric boxes?

Technically, the electric box art is classified as “public art” rather than “murals”, and so the review and approval process they went through was different from that associated with murals. These are the definitions that apply (taken from the current policy):

Mural: The mix of colors, designs, shapes and other design elements painted or permanently affixed onto an exterior building wall for the purpose of artistic display.

Public Art: Any visual work of art displayed for two weeks or more in an open publicly owned area, on the exterior of a public facility, inside any town-owned facility in areas designated as public areas, or on private property if the work of art is installed or financed, either wholly or in part, with town funds or with grants procured by the town.

The electric box wraps originated from a Town instigated project called “Art is Electric”. The Town invited submissions for designs to wrap the electric boxes. The winning artists were awarded a small cash prize, and the fabrication and installation of the wraps was funded by the Town. The wraps are placed on public infrastructure, and not private property. For these reasons, the electric box art clearly meets the definition of “public art” rather than “mural”. Because the electric box wraps are public art and not murals they are regulated by a different set of standards than are murals.

Evaluation Criteria for Murals

Both policies include technical development standards that a mural must meet (e.g. size, location, etc.). These technical standards are objective and do not require specialized artistic skill to evaluate. As such, staff and the Planning Commission have the ability to determine whether or not a mural complies with these standards. The Art Review Board’s role however is to make a judgement on the artistic merits of a proposed mural. This type of qualitative assessment can be more difficult to define in a policy, as individual tastes and perceptions will vary. Therefore the Art Review Board may wish to avoid recommending overly prescriptive criteria for evaluating the artistic merit of murals.

The existing and proposed policies include the following language to assist the Art Review Board’s evaluation of a mural:

- A mural should be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon
- A mural should complement the architectural or natural setting of a property
- A mural should help promote the Town’s image as an arts community

If the Art Review Board considers that more guidance would be beneficial, this could be added to the policy.

Board Action

The Art Review Board should make a recommendation to the Town Council on the mural policy. The Board may recommend to adopt the draft policy crafted by the Planning Commission, or to make edits to

it. Alternatively, the Board can recommend that the existing policy (which has been in place since 2012) should remain. The Board may use the following language to make a motion:

*The Art Review Board **recommends/does not recommend** that the Town Council adopt a new policy for the approval of murals, as discussed in the meeting dated April 3rd, 2025. This motion is based on the following findings:*

[LIST FINDINGS]

[LIST RECOMMENDATIONS FOR EDITS TO THE PROPOSED POLICY, AS APPROPRIATE]

Appendices

Appendix A: Existing Art Review Board Policy (which includes the Town's mural policy).

Appendix B: Draft Art Review Board Policy (as proposed by the Planning Commission).

Appendix A: Current Art Review Board Policy

Town of Springdale Public Art and Art Review Board Policy

Section 1 – Purpose

The Town of Springdale values public art. The Town promotes a community where creativity and artistic expression complement the majestic natural surroundings. This policy establishes guidelines for the display of art on public grounds and buildings. It also establishes standards for displaying artistic murals on residential and commercial buildings. The intent of this policy is to allow and encourage publicly displayed art that is compatible with the Town's natural surroundings and village character.

Section 2 – Definitions

Mural: The mix of colors, designs, shapes and other design elements painted or permanently affixed onto an exterior building wall for the purpose of artistic display.

Public Art: Any visual work of art displayed for two weeks or more in an open publicly owned area, on the exterior of a public facility, inside any town-owned facility in areas designated as public areas, or on private property if the work of art is installed or financed, either wholly or in part, with town funds or with grants procured by the town.

Work of Art: Includes but is not limited to the art forms of sculpture, monument, mural, fresco, relief, fountain, banner, benches, architectural furniture, and performance art facilities. Includes the art mediums of weaving, carving, painting, assemblage, collage, casting, and sculpting.

Section 3 – Art Review Board

The art review board oversees the town's public art program and makes recommendations to the Planning Commission and Town Council regarding the display of public art. The art review board also reviews murals on private properties as outlined in this policy.

The art review board is composed of five members. The members of the art review board are appointed by the Mayor with the advice and consent of the Town Council. Art review board members are selected based on their familiarity with the principles of large scale works of art. If possible, members of the art review board should have experience designing, reviewing, installing, or otherwise being involved with works of public art. Members of the art review board serve two year terms, which can be renewed with the consent of the Town Council.

Section 4 – Public Art Review Process

Except for art displayed in the Canyon Community Center, all public art installations will be reviewed by the art review board. The art review board will develop criteria for evaluating and selecting public art installations. After holding a public meeting to review a proposed public art installation, the review board will make a recommendation to the town council whether or not to approve the public art installation. The council will then approve or deny the public art installation.

Section 5 – Mural Review Process and Standards

Murals in Residential Zones

Murals may be displayed in the residential zones on the rear wall or interior courtyard walls of buildings in the residential zones, as long as the mural is not visible from adjacent properties or streets. There is no review process required for these murals. Murals in the residential zones that are visible from adjacent properties or streets may be displayed subject to the following standards:

- The mural will not create a traffic hazard or otherwise compromise safety in the town.
- The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.
- All colors used in the mural must be on the town's adopted color palette.
- The size of the mural must be consistent with the architectural scale and feel of the building or setting.

The art review board will review all requests for murals in residential zones that are visible from adjacent properties or streets. The art review board will hold a public meeting to consider such requests, and then make a recommendation to the planning commission whether or not the proposed mural meets the standards above. The planning commission will then approve or deny the proposed mural.

Murals on Publicly Owned Buildings and Walls

Murals may be displayed on publicly owned buildings and walls on publicly owned properties. Murals on public buildings must meet the following standards:

- The mural will not create a traffic hazard or otherwise compromise safety in the town.
- The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.
- All colors used in the mural must be on the town's adopted color palette.

- The size of the mural must be consistent with the architectural scale and feel of the building or setting.

The art review board will review all requests for murals on publicly owned buildings and walls. The art review board will hold a public meeting to consider such requests, and then make a recommendation to the town council whether or not the proposed mural meets the standards above. The town council will then approve or deny the proposed mural.

Murals in Commercial Zones

Murals may be displayed on buildings in the commercial zones and must meet the following standards:

- The mural will not create a traffic hazard or otherwise compromise safety in the town.
- The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.
- All colors used in the mural must be on the town's adopted color palette.
- The mural may be displayed only on one wall of the commercial building and must be limited in size to no more than 75% of the gross wall area (including window and door areas) upon which it is displayed or 250 square feet, whichever is less.
- The mural may not contain advertising or signage elements and may not contain direct or indirect references to the products or services offered for sale at the commercial building.

The art review board will review all requests for murals in the commercial zones. The art review board will hold a public meeting to consider such requests, and then make a recommendation to the planning commission whether or not the proposed mural meets the standards above. The planning commission will then approve or deny the proposed mural.

Appendix B: Draft Art Review Board Policy (as proposed by the Planning Commission).

Town of Springdale Public Art and Art Review Board Policy

Section 1 – Purpose

The Town of Springdale values public art. The Town promotes a community where creativity and artistic expression complement the majestic natural surroundings. This policy establishes guidelines for the display of art on public grounds and buildings. It also establishes standards for displaying artistic murals on residential and commercial buildings. The intent of this policy is to allow and encourage publicly displayed art that is compatible with the Town's natural surroundings and village character.

Section 2 – Definitions

Mural: The mix of colors, designs, shapes and other design elements painted or permanently affixed onto a vertical or near vertical surface of a structure for the purpose of artistic display.

Public Art: Any visual work of art displayed for two weeks or more in an open publicly owned area, on the exterior of a public facility, inside any town-owned facility in areas designated as public areas, or on private property if the work of art is installed or financed, either wholly or in part, with town funds or with grants procured by the town.

Work of Art: Includes but is not limited to the art forms of sculpture, monument, mural, fresco, relief, fountain, banner, benches, architectural furniture, and performance art facilities. Includes the art mediums of weaving, carving, painting, assemblage, collage, casting, and sculpting.

Section 3 – Art Review Board

The art review board oversees the town's public art program and makes recommendations to the Planning Commission and Town Council regarding the display of public art. The art review board also reviews murals on private properties as outlined in this policy.

The art review board is composed of five members. The members of the art review board are appointed by the Mayor with the advice and consent of the Town Council. Art review board members are selected based on their familiarity with the principles of large scale works of art. If possible, members of the art review board should have experience designing, reviewing, installing, or otherwise being involved with works of public art. Members of the art review board serve two year terms, which can be renewed with the consent of the Town Council.

Section 4 – Public Art Review Process

Except for art displayed in the Canyon Community Center, all public art installations will be reviewed by the art review board. The art review board will develop criteria for evaluating and selecting public art installations. After holding a public meeting to review a proposed public art installation, the review board

will make a recommendation to the town council whether or not to approve the public art installation. The council will then approve or deny the public art installation.

Section 5 – Mural Review Process and Standards

Murals in General

As an arts community, the Town encourages murals that are consistent with the Town's village character and its natural setting in Zion Canyon. Murals that complement the architectural or natural setting of a property can help add interest and variety to the built environment and help promote the Town's image as an arts community. All murals in the Town should help promote these goals.

Mural Standards

Murals shall conform to the standards listed below. The art review board shall use these standards when reviewing applications for murals. The art review board shall approve a mural, or make a recommendation for approval, only after finding the mural complies with these standards.

- The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.
- The mural will not create a traffic hazard or otherwise compromise safety in the town.
- The mural must promote and enhance the Town's village character, as described in the General Plan.
- Murals may not be displayed on or affixed to natural features such as rocks, hillsides, or vegetation.
- The size of the mural must be consistent with the architectural scale and feel of the building or setting. In no case may the cumulative area of all murals on a single property be greater than 250 square feet.
- Murals are separate and distinct from signs. A mural may not be used as a sign. Murals may not advertise businesses, products, or services and may not convey messages that would otherwise be conveyed by signs. This standard applies to any direct or indirect advertising or signage elements.
- In general, murals should be positioned close to the level of the grade adjacent to the structure. The preference is for murals to be designed such that the top of the mural is no more than eight feet above the adjacent grade. When the nature of the site or the artistic theme of the mural demands, murals may exceed eight feet above adjacent grade. However, in no case may any portion of a mural be more than 15 feet in height above the adjacent grade.
- The majority of the area of the mural must contain colors that are shown on the Town's color palette for signage. Other, less significant, portions of the mural may use colors not on the color palette as an artistic contrast or to highlight a particular component or point of interest in the mural.
 - Mural colors that are not on the color palette must be compatible with the existing natural and built surroundings of the site.
 - Colors that detract from the natural vistas of Zion Canyon are not permitted, whether or not they are on the color palette.

- An applicant who requests a mural color that is not on the Town's color palette for signage has the obligation to demonstrate why the color is necessary and integral to the design of the mural and why no color on the palette could effectively be used in its place.
- Murals in residential zones must meet the following additional requirements:
 - If the mural is visible from outside the property on which it is located all colors used in the mural must meet the Town's color palette for buildings and structures.
 - If the mural is visible from any portion of the SR9 right-of-way the mural is limited to 100 square feet in total area.

Mural Review Process

The review and approval process for murals is based on the nature and location of the mural. The following table outlines the different review and approval processes for different categories of murals.

Category of Mural	No Permit or Review Required	Art Review Board Approval	Art Review Board Recommendation, Planning Commission Approval
Murals not visible from any location outside of the property on which they are located.	X		
Murals that are not in a residential zone, AND: <ol style="list-style-type: none"> 1. only use colors which are on the Town's color palette for signage, OR 2. are 100 square feet or less in size. 		X	
All other murals.			X