



Memorandum

To: Planning Commission
From: Niall Connolly
Date: August 15, 2025
Re: Approval of Mural at Zion Adventure, 36 Lion Blvd

Introduction

The Planning Commission is requested to review the mural at Zion Adventures, 36 Lion Blvd, and make a determination to either approve it, approve it with conditions, or deny approval. This is the second time the Planning Commission has reviewed this mural. A refresher on the background of the earlier review is provided as an appendix of this report.

However, the mural has been reviewed again recently by the Art Review Board, who recommended approval, subject to conditions. This is their motion:

Kathy LaFave made a motion to recommend approval of the mural at Zion Adventure Company with the following conditions:

- 1. that the majority of the colors on the mural come into compliance with the town's color palette;**
- 2. the mural signage must not reference advertisement but may be appropriate if it references something geographic;**
- 3. The colors must come into compliance with the Town of Springdale's color palette, knowing that the code does allow for highlight colors.**

This would require that a large portion of off-palette colors be repainted and that elements of the sign considered advertising would have to be removed or modified. The motion was seconded by Jim Walshe.

Vote on the motion:

Alltucker: No

LaFave: Aye

Burns: Aye

Benham: Aye

Walshe: Aye

The motion passed 4:1.



Figure 1. The mural at Zion Adventures

This ultimately means that many of the colors will need to be repainted, although, as per the policy, some of the non-palette colors may remain as highlights. It also means that the text on the signposts will need to be removed, or changed. As this motion does not precisely state which colors should be changed, staff would need to work with the property owner to determine exactly which elements should be re-painted (bearing in mind some non-palette elements are allowed to remain as artistic highlights. It was suggested at the Art Review Board meeting that if the sky portion of the mural was repainted in a single, on-palette color, then this may be sufficient to meet the requirements.

Staff Analysis

The review criteria that the Commission must follow are set out in the Town’s recently updated “Public Art and Art Review Board Policy”. This table below includes an analysis of the mural’s compliance with the policy, which the Commission may refer to in its deliberations. The Town policy is appended to this report for reference. The table lists the Town’s mural policies in the left hand column. The right hand column includes some staff comments.

Mural Policy Requirements	Staff Comments on the Mural at 36 Lion Blvd
The mural must be compatible with and related to the historical, geographical, or natural context of Springdale and Zion Canyon.	The mural consists of a stylized representation of Zion canyon, including the sandstone cliffs, as well as local flora and fauna.
The mural must complement the architectural and natural setting of the property.	The mural is on a fence connecting two parts of the building. The fence is recessed from the building line.
The mural will not create a traffic hazard or otherwise compromise safety in the Town.	The mural is well setback from the road, and is partially screened by trees. It is on Lion Blvd, which is not the main thoroughfare through

	town. It seems unlikely that it would create a traffic hazard or compromise safety.
The mural must promote and enhance the Town's village character, as described in the General Plan.	<p>The General Plan states:</p> <p>"The Town of Springdale's unique character is defined by</p> <ol style="list-style-type: none"> 1) Its setting in the midst of unparalleled natural beauty and scenic vistas, 2) The historic mix of agricultural, low density residential, and limited commercial land uses throughout the Town, and 3) The restrained size, scale and density of the built environment (buildings, structures, and infrastructure). <p>These three factors combine to create a village character unique to Springdale unlike anywhere else in the world. "</p> <p>The Planning Commission should determine whether or not the mural promotes and enhances the Town's village character, as described above. The Art Review Board's findings stated:</p> <p><i>"The mural does promote the town's village character and promotes the town's reputation as an arts community and adds interest to the town's visual appearance."</i></p>
Murals may not be displayed on or affixed to natural features such as rocks, hillsides, or vegetation.	This mural is not displayed or affixed to a natural feature.
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.	The mural is 240 sq ft total.
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	The mural design includes a depiction of a sign post with the text "Zion Adventures" and "Red Coyote Cyclery". The Art Review Board's recommendation in Dec 2023 was that these elements of the mural should be removed, as

<p>be conveyed by signs. This standard applies to any direct or indirect advertising or signage elements.</p>	<p>they were akin to advertising. The Art Review Board at the time had no objection to these signs being altered to refer to geographic features. In their second review in July 2025, the Art Review Board again recommended that these signage elements should be removed.</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 adjacent grade. However, in no case may any portion of a mural be more than 15 feet in height above the adjacent grade.</p>	<p>The mural is 8 ft in height.</p>
<p>The majority of the area of the mural must contain colors that are shown on the Town’s color palette for buildings and structures. 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> <ul style="list-style-type: none"> ○ 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 buildings and structures has the 	<p>Refer to “color palette” section of this report (below) for additional information.</p>

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 are only permitted if they are not visible from the street or from neighboring property. In such cases, no Town approval is required. Murals which are visible from the street or from neighboring property are not permitted in residential zones.	N/A
Applicants for murals should be aware of the Code requirements relating to property maintenance, in particular section 10-20-13. Murals which fall into disrepair (e.g. peeling paint, decaying materials, cracks etc) may be required to be removed.	The property owner should note this.
No illumination of mural surfaces is permitted.	The mural is not illuminated.
Reflective and high-gloss materials are prohibited in the creation of murals.	The mural was created with spray paint, which is not a gloss finish.

Color Palette

The majority of the colors on the mural are not within the Town's adopted color palette for buildings and structures. As noted in the table above, the Town's mural policy requires the majority of colors used in the mural to be in compliance with the color palette. The mural policy allows deviations from the color palette for "less significant" portions of a mural that serve "as an artistic contrast or to highlight a particular component or point of interest in the mural." The Planning Commission should review the colors in the mural and determine whether or not this standard has been met.

The colors that are compliant are shown in the photographs below with check marks:



Figure 2. Color Palette Analysis

Planning Commission Action

The Planning Commissioners should visit the mural, and also review the submission made by the applicant (which is appended to this report). The Commission should consider the Art Review Board's recommendation, along with the Mural Policy. The Commission should then determine to either approve, approve conditionally with specified changes, or deny the mural. The following sample motion language may be used:

The Planning Commission approves/ conditionally approves/ denies approval of the mural at Zion Adventures, 36 Lion Blvd, based on the following findings:

LIST FINDINGS

Appendix A: Applicant's submission

Appendix B: The Town's policy on murals

Appendix C: Background information on this mural application

Appendix D: Complete Motion and Findings from the Art Review Board, July 2025

Appendix A: Applicant's submission

THE ORIGINAL ZION EXPEDITIONERS

ZION Adventures™

36 Lion Blvd.

Springdale, UT 84767

phone 435-772-1001



Location: 36 Lion Blvd

Mural on wall between building structures

Dimensions: 30' x 8'

This mural is designed to celebrate Zion Canyon's colorful geology, flora and fauna. With such spectacular scenery, the idea of replicating or producing realistic images does not capture the joy and child-like sense of enjoyment or wonder. This mural was designed to evoke the emotions and sentiments felt as one did when one was a child reading the 'funny papers' on a weekend morning over a bowl of cereal.



The cliffs situated in the background are Eagles Crags and all flora and fauna are native to Zion Canyon. Natural colors found in Zion Canyon's wildflowers, sky and flora are utilized the way a child might express them when coloring in a coloring book.

This mural is located on the wall connecting the primary and secondary structures at 36 Lion Blvd. It is tucked away and setback from Lion Blvd; separated from passersby by a sidewalk, parking lot and walkway around the buildings. Often times bicycles, chairs, small tables etc are on the patio type area in front on the mural.

The mural does not receive direct lighting, so it not illuminated at night.

Appendix B: The Town's Policy on Murals

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 must complement the architectural and natural setting of the property.
- 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 buildings and structures. 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 buildings and structures 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 are only permitted if they are not visible from the street or from neighboring property. In such cases, no Town approval is required. Murals which are visible from the street or from neighboring property are not permitted in residential zones.
- Applicants for murals should be aware of the Code requirements relating to property maintenance, in particular section 10-20-13. Murals which fall into disrepair (e.g. peeling paint, decaying materials, cracks etc) may be required to be removed.
- No illumination of mural surfaces is permitted.
- Reflective and high-gloss materials are prohibited in the creation of murals.
- An application fee for murals will be charged, as adopted by resolution in the Town's fee schedule.

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: <ol style="list-style-type: none"> only use colors which are on the Town's color palette, OR are 100 square feet or less in size. 		X	
All other murals.			X

Appendix C: Background

This mural first came to the attention of the Town's Code Enforcement Officer in the autumn of 2023. It was installed without approval, and so the property owner made a retrospective application for permission.

The Art Review Board convened on December 4th, 2023 to review the proposed mural. They recommended approval of the mural, subject to two conditions. This is the recommendation from the Art Review Board at that time:

Motion made by Lisa Zumpft to recommend approval of the mural at Zion Adventure Company with the following condition:

- 1. All of the colors must come into compliance with the Town's color palette.***
- 2. The mural's signage must not reference the advertisement, but it may be appropriate if it references something geographic.***

Seconded by Sue Kenaston

Sue Kenaston: Aye

Jan Passek: Aye

Lisa Zumpft: Aye

Vicki Bell: Aye

This would have required the "off-palette" colors to be repainted, and also the elements of the sign considered advertising would need to have been removed or modified. This recommendation was taken to the Planning Commission. The Commission discussed the mural at length, and ultimately decided that the mural policy was not sufficiently clear to allow an approval. The Commission instead decided to table the application, and to update the mural policy first. This is the motion at that time:

Motion made by Noel Benson that the Planning Commission table the proposed mural at Zion Adventures, 36 Lion Blvd as discussed in the Planning Commission meeting on May 15, 2024. The motion is based on the following findings:

1. There was potential consensus of the Planning Commission that believes the ordinance does not follow the General Plan fully and would like to work on that in order to potentially allow murals of this type.

Seconded by Pam Inghram

Discussion of the motion:

Mr. Kruschke proposed amending the motion to allow the mural to remain without penalty while the Planning Commission deliberates the ordinance and returns for a future meeting.

Mr. Benson accepted the proposed amendment.

Mrs. McCulloch said she was in favor of further discussions about the ordinance but was on the side of approving the mural under the current ordinance.

McCulloch: No

Kruschke: Aye

Kenaston: Aye

Inghram: Aye

Benson: Aye

The motion passed 4:1.

Following this, the Planning Commission redrafted the Public Art and Art Review Board Policy. When this was presented to the Town Council for adoption, the Town Council referred the policy to the Art Review Board. The Art Review Board revised the policy, and it was ultimately adopted by resolution at the June 2025 Town Council meeting. Following adoption of the new policy, the Art Review made a second review of the mural at their meeting in July 2025. They recommended a conditional approval. As the approval authority, the Planning Commission must now either approve, approve conditionally, or deny approval for the mural.

Appendix D: Complete Motion and Findings from the Art Review Board's July 2025 meeting

Kathy LaFave made a motion to recommend approval of the mural at Zion Adventure Company with the following conditions:

- 1. That the majority of the colors on the mural come into compliance with the town's color palette;**
- 2. The mural signage must not reference advertisement but may be appropriate if it references something geographic;**
- 3. That we would accept a portion of highlight colors as referenced in the mural code.**

This would require that a large portion of off-palette colors be repainted and that elements of the sign considered advertising would have to be removed or modified. The motion was seconded by Jim Walshe.

Discussion of the motion:

Ms. Benham asked about requiring specific elements to remain.

Ms. LaFave explained that the code allowed for a small portion of highlight colors, and she thought it was sufficient to allow for the mural to come into compliance while allowing the character of the mural to remain the same.

Ms. Benham asked if the Board could specifically allow 35% of the mural to be highlighted as allowed by the code.

After the discussion, Ms. LaFave changed the third condition to state the following: "The colors must come into compliance with the Town of Springdale's color palette, knowing that the code does allow for highlight colors."

The amended motion reads as follows:

Kathy LaFave made a motion to recommend approval of the mural at Zion Adventure Company with the following conditions:

- 1. that the majority of the colors on the mural come into compliance with the town's color palette;**
- 2. the mural signage must not reference advertisement but may be appropriate if it references something geographic;**

3. The colors must come into compliance with the Town of Springdale's color palette, knowing that the code does allow for highlight colors.

This would require that a large portion of off-palette colors be repainted and that elements of the sign considered advertising would have to be removed or modified. The motion was seconded by Jim Walshe.

Vote on the motion:

Alltucker: No

LaFave: Aye

Burns: Aye

Benham: Aye

Walshe: Aye

The motion passed 4:1.

Mike Alltucker made a motion to add findings to the previous motion. The findings are as follows:

- The mural does promote the town's village character and promotes the town's reputation as an arts community and adds interest to the town's visual appearance;
- That the mural contains direct and indirect advertising features in violation of the town's mural policy;
- That the existing surface is of a matte finish paint;
- And that the mural contains a majority of colors not contained in the town's color palette for buildings and structures, and those existing colors are not compatible with the natural and built surroundings of the site.

The motion was seconded by Jack Burns.

Vote on the motion:

Alltucker: Aye

LaFave: Aye

Burns: Aye

Benham: Aye

Walshe: Aye

The motion passed unanimously.