



GOVERNMENT OF THE UNITED STATES VIRGIN ISLANDS

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DEPARTMENT OF PLANNING AND NATURAL RESOURCES

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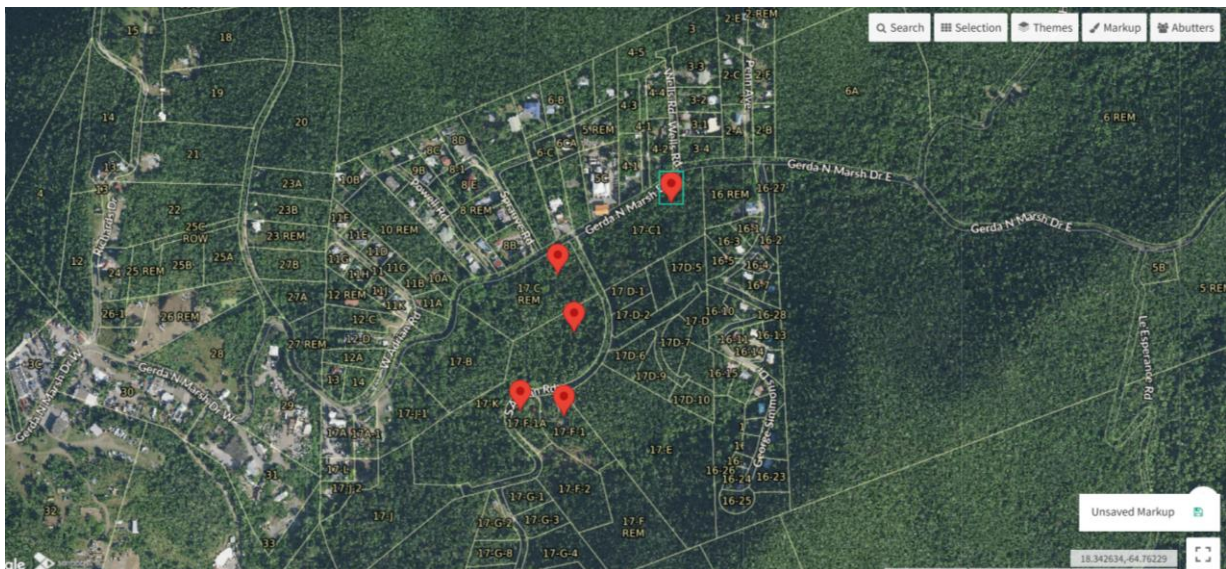
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Office of the Commissioner

Report by the Division of Comprehensive and Coastal Zone Planning on the Petition to Amend Official Zoning Map No. SJZ-1, Application No. CCZP0048-26

Petition of applicant, Adrian Emprise LLC, Gisselle Fredericks, Gabrielle Sprauve Garner, Gennee Varlack, Germaine Sprauve, and Gershwain Sprauve, to amend Parcel Nos. 17-C Remainder, 17-C1 Remainder, 17K, 17F-1 Remainder, and 17F-1A Estate Adrian, No. 18 Cruz Bay Quarter, St. John from R-1 (Residential-Low Density) to B-3 (Business-Scattered) or B-4 (Business-Residential Areas) for Parcels 17-C Remainder and 17-C1 Remainder, and to R-4 (Residential-Medium Density) for Parcels 17K, 17F-1 Remainder, and 17F-1A. The purpose of the request is to allow a mixed-use community.



Mapgeo aerial photo of the five properties (marked in red)

Property Owner(s): Gilbert Sprauve (Trustee), Gaylord Sprauve (Trustee), Gershwain Sprauve (Trustee and Individual Grantee), Daisy B. Sprauve (Trustee), Caroline Alexandrine Browne (Trustee), Eugenia Sprauve, Ghislaine Sprauve, Gisselle Fredericks, Gabrielle Sprauve-Garner, Gennee Varlack, and Germaine Sprauve, as evidenced by Quitclaim Deed (Document No. 2004010680, recorded December 22, 2004), Deed of Gift (Document No. 2019004804, recorded July 1, 2019), and Quitclaim Deed (Document No. 2004010684, recorded December 22, 2004).

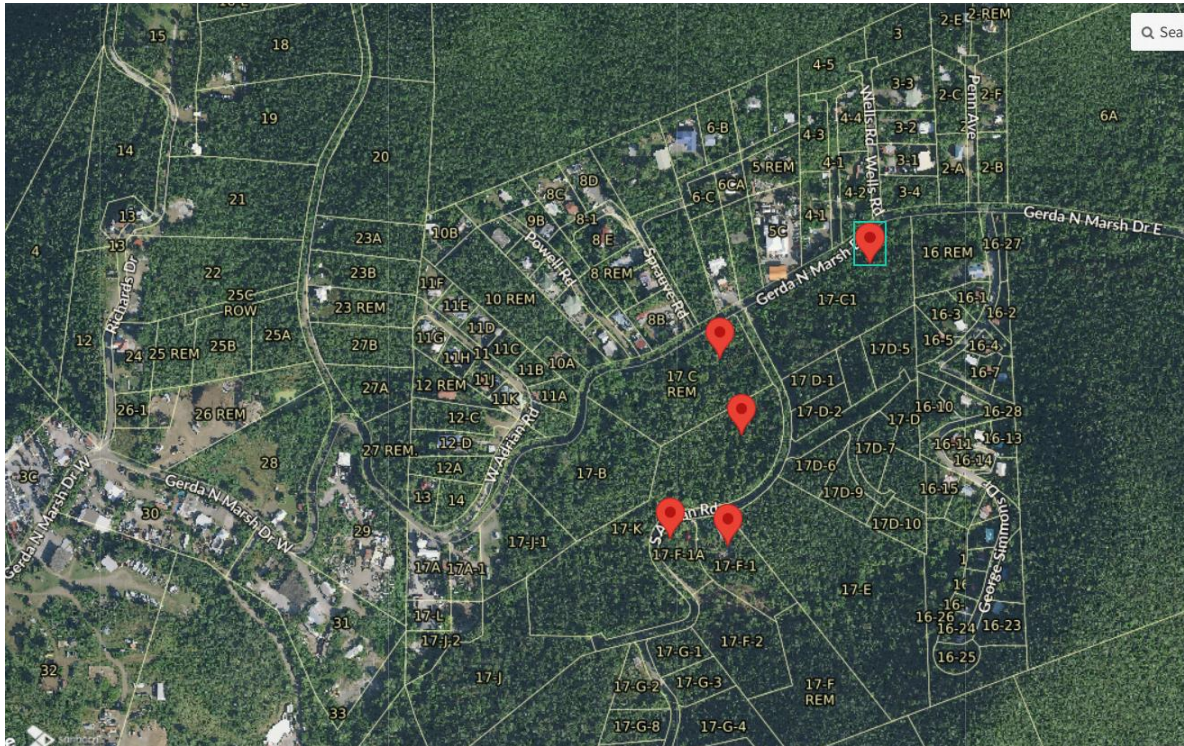
Applicant Representative(s): Genee A. Varlack, Ed.D. (Administrator, Adrian Emprise LLC); Guilderoy Sprauve (President, Adrian Emprise LLC); Gershwain Sprauve (Vice President, Adrian Emprise LLC); Cecil Fredericks (Administrator, Gayhard (Gerhard) Sprauve Sr. Family Trust); Diane Stout (Managing Director, STO Enterprise, Limited); Emman (Emmanuel) Aberlardo (Project Designer/Development Designer); Gisselle Sprauve Fredericks; Maureen Gordon; and Elevate Law LLC (legal counsel).

Acreage:

Parcel No.	Survey Map No.	Acreage
17-C Remainder	A9-593-T002	3.07 acres
17-C1 Remainder	A9-593-T002	3.45 acres
17K	A9-593-T002	6.02 acres
17F-1 Remainder	D9-8907-T014	1.35 acres
17F-1A	D9-8907-T014	0.53 acres

Surrounding Uses and Zones:

Direction	Surrounding Uses
North	Residential properties, including lands owned by members of the Sprauve family and other community residents; the hills of Estates Adrian and Catherineberg.
South	Additional Sprauve family-owned acreage and undeveloped residential lands within Estate Adrian.
East	George Simmons Terrace housing community, wooded lands, residential homes, National Park lands, and the site of the proposed new school.
West	Estate Adrian Ruins, industrial activities, mixed commercial businesses, and residential development extending toward Cruz Bay.

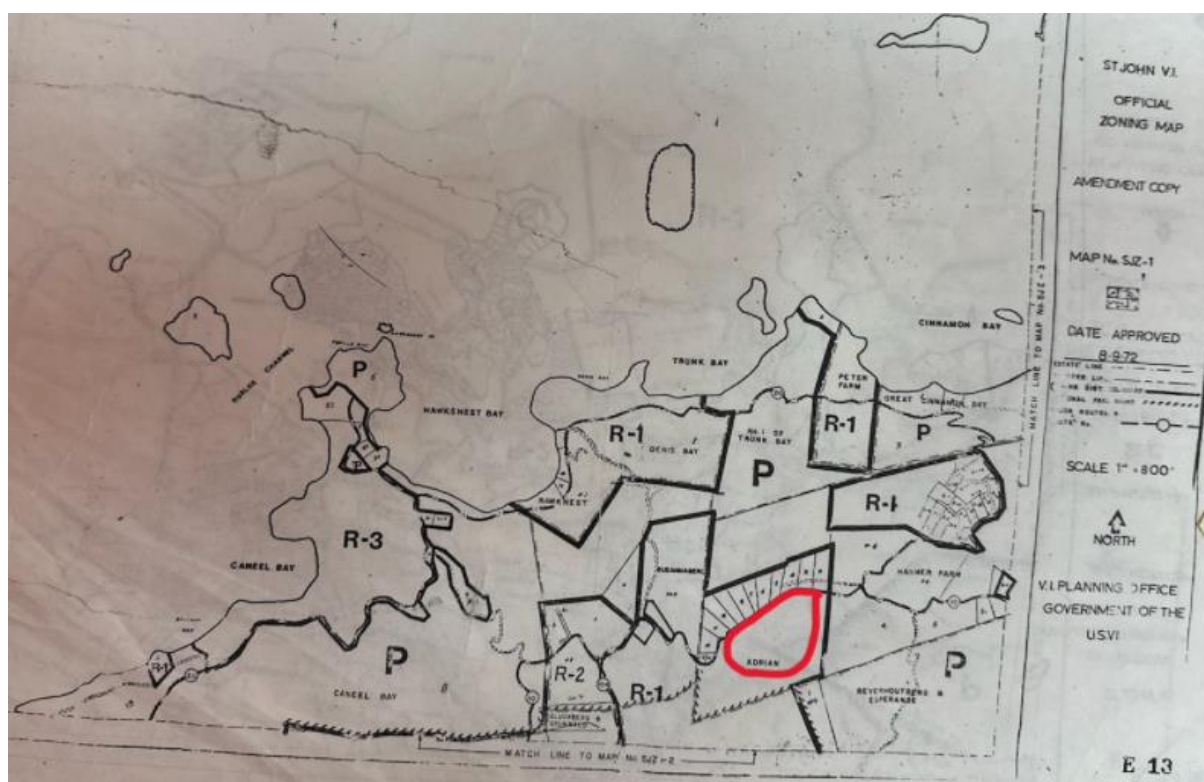


MapGeo aerial view of the five properties (marked with red)

The surrounding area is originally zoned R-1 and P (Public) with the following zoning map amendments:

Parcel No.	Year Rezoned	Original Zone	Rezoned To	Act No.
5c	2005 and 2018	R-1	Use Variance	6812, 8144, & 8147
6	2020	R-1	Use Variance	8322
6D	2020	R-1	Use Variance	8324
11-D	1996	R-1	R-2	6129
11E	1997	R-1	R-2	6192
2B	1998	R-1	Use Variance	6235
10B	1989	R-1	R-2	5455
17A Remainder	2001	R-1	Use Variance	6469

16	1997	R-1	R-4	6192
8B	2004	R-1	Use Variance	6670
11K	2009	R-1	R-4	7083
17F-2 and 17F- Remainder	2024	R-1	R-4	8862
17J-1	2011	R-1	Use Variance	7276



Official Zoning Map No. SJZ-1 (property location indicated by red circle)

Infrastructure: Water: Potable water service is proposed through cisterns, including centralized cistern systems serving clusters of buildings and rainwater collection systems.

Sewer: Wastewater service is proposed through centralized treatment plants serving clusters of development, with lift stations and pumps where necessary. Final wastewater design will depend on the forthcoming topographic survey and engineering studies.

Project Summary: The proposal seeks to facilitate the phased development of a coordinated residential and neighborhood commercial community. The proposal envisions a mix of housing types, including apartments, condominiums, and single-family residences, complemented by neighborhood-serving commercial uses such as retail, professional offices, healthcare services, dining establishments, and community amenities. The project is intended to address the documented need for attainable housing, expanded local services, and diversified economic opportunities for year-round St. John residents while reducing reliance on Cruz Bay and off-island travel for everyday needs. The development concept also incorporates open space, green infrastructure, and community gathering areas and is being presented as a planned, neighborhood-scale development designed to support sustainable growth consistent with the goals and policies of the 2024 Comprehensive Land and Water Use Plan. Future development phases remain subject to additional engineering, environmental, infrastructure, watershed, and regulatory review requirements following any rezoning approval.



Public Response at DPNR-CCZP Public Hearing held on August 18, 2026:

The public comments received were overwhelmingly supportive.

Summary of Supportive Comments

Commenters generally support the proposed rezoning because they believe it would facilitate the development of a planned mixed-use community that addresses several identified needs on St. John. Recurring themes included housing opportunities, economic development, smart growth, walkability, green space preservation, and long-term community sustainability.

Common Themes Raised in Support

- Creation of a mixed-use community integrating residential uses, commercial uses, parks, open space, and pedestrian-oriented development.
- Expansion of housing opportunities, including workforce, family, senior, and potentially affordable housing options.
- Support for economic development, including job creation, small business opportunities, expanded services, and increased economic activity.
- Enhancement of walkability, recreational opportunities, parks, and green space, contributing to quality of life and community interaction.
- A belief that growth and preservation can coexist through careful planning and the creation of a coordinated development framework.
- Support for a development pattern characterized as smart growth, intended to accommodate future growth while preserving the character of Estate Adrian and St. John.
- Several commenters noted St. John's ongoing housing shortage and affordability challenges, stating the proposal could help meet community housing needs.

Notable Considerations in Support Comments

- Several support letters were submitted by property owners, family members, or individuals with ties to the applicant or affected properties. One commenter expressly identified direct ownership and financial interest pertaining to the application.
- Supporters generally requested approval of the rezoning and related zoning actions needed for the project to proceed.

Summary of Opposition Comments

The opposition comments focus primarily on concerns regarding land use compatibility, neighborhood character, traffic impacts, and potential adverse effects associated with introducing commercial activities into an established residential area.

Common Themes Raised in Opposition

- Concern that the proposed rezoning is incompatible with the existing residential character of the neighborhood.
- Objections to the introduction of commercial or truck-related operations in a predominantly residential community.
- Concerns regarding noise, diesel emissions, early-morning activity, and increased traffic associated with heavy truck storage or commercial uses.
- Concerns that the area's private road infrastructure was not designed to accommodate heavier commercial traffic and could experience deterioration or increased maintenance burdens.
- Potential impacts on nearby residents, including families, seniors, and occupants of a nearby senior center.
- Concerns that the request could constitute spot zoning, benefiting a single property owner while being inconsistent with surrounding land uses.
- Desire to preserve the historic, cultural, and community character of the area and encourage development consistent with existing zoning patterns.

The applicant adequately responded to the opposition comments for purposes of record review (File Item No. 20B. Applicant Response to Public Comments); however, the issues of truck storage, private-road maintenance responsibilities, and quantifiable traffic impacts remain appropriate subjects for further clarification and/or conditions during subsequent review.

Analysis of Request/Reason for Recommendation: The proposed rezoning is generally consistent with the goals, policies, and strategies of the 2024 Comprehensive Land and Water Use Plan (Comp Plan), particularly those promoting housing affordability, housing diversity, mixed-use development, economic opportunity, and the creation of complete communities that provide access to housing, services, and employment opportunities. The proposal would facilitate the development of a mixed-use community containing a variety of housing types and neighborhood-serving commercial uses, thereby advancing the

Comp Plan's objectives to increase the availability of year-round housing and encourage appropriately scaled mixed-use development patterns.

The Comp Plan recognizes the need to expand housing opportunities throughout the Territory, including on St. John, where limited housing availability and affordability have been identified as significant challenges. The proposed rezoning would provide additional opportunities for residential development while incorporating commercial and community-oriented uses intended to serve nearby residents. As such, the proposal supports the Comp Plan's goals of increasing housing availability, promoting economic resiliency, and reducing the need for residents to travel long distances to access goods and services.

The proposal also reflects several principles of sustainable growth promoted by the Comp Plan, including encouraging compact development patterns, fostering walkability, and supporting mixed-use communities that integrate residential and commercial activities. The applicant's stated intent to preserve open space, address cultural and historic resources, and incorporate coordinated infrastructure planning is likewise consistent with broader Comp Plan objectives related to environmental stewardship and community character.

The Comp Plan, however, also emphasizes the importance of protecting natural resources, preserving watersheds, ensuring adequate transportation and utility infrastructure, and minimizing adverse impacts on surrounding communities. While the applicant has indicated that issues related to stormwater management, wastewater treatment, traffic circulation, roadway access, cultural resource protection, and environmental impacts will be addressed through subsequent engineering, environmental, and permitting processes, detailed technical analyses necessary to fully evaluate compliance with these policies have not yet been provided. Consequently, the extent to which the proposed development can be implemented in a manner fully consistent with all applicable Comp Plan policies cannot be conclusively determined at this stage.

The Department finds that the proposed development exhibits many of the characteristics for which a Planned Area Development was created under 29 V.I.C. §232, including a unified master-planned development containing a mix of residential uses, neighborhood-serving commercial activities, open space, and supporting infrastructure. A Planned Area Development could provide a more effective regulatory framework than a conventional rezoning by allowing the Legislature to establish site-specific development standards, preservation requirements, infrastructure commitments, and design controls to ensure consistency with the 2024 Comprehensive Land and Water Use Plan while

addressing community concerns regarding density, transportation, environmental resources, and neighborhood compatibility.

The applicant has asserted that pursuing a Planned Area Development would unnecessarily delay implementation of the proposed project and hinder the timely delivery of housing opportunities on St. John. While the Department acknowledges the need to address housing shortages, it finds that the complexity of the proposed development warrants a planning mechanism that evaluates the project as an integrated whole rather than solely as a zoning map amendment. The proposed development includes a mixture of residential, commercial, open-space, infrastructure, and circulation components that are characteristic of a master-planned community. A Planned Area Development would provide an opportunity to establish site-specific development standards, infrastructure commitments, environmental protections, and community benefits as part of the legislative approval process. Further, many of the technical analyses necessary for PAD review would likely be required during subsequent permitting stages regardless of the selected path. Accordingly, the Department does not find that procedural efficiency alone outweighs the planning benefits associated with a more comprehensive review framework. Given the scope, intensity, and mixed-use nature of the proposed development, a Planned Area Development may provide a more appropriate mechanism for achieving consistency with the Comp Plan while ensuring adequate consideration of infrastructure, environmental, and community compatibility issues.

Recommendation

The Department of Planning and Natural Resources recommends denial of the request. While the proposal appears generally consistent with several housing, economic development, and mixed-use development objectives of the Comp Plan, the Department finds that additional technical studies and a more comprehensive planning framework are necessary to evaluate the cumulative impacts of the proposed development. The Department encourages the applicant to pursue a Planned Area Development application pursuant to 29 V.I.C. §232



Jozette J. Walker, CPM
Assistant Commissioner

9.9.2026

Date

Cc: Jean-Pierre L. Oriol, Commissioner