GOVERNMENT OF THE UNITED STATES VIRGIN ISLANDS
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DEPARTMENT OF PLANNING AND NATURAL RESOURCES

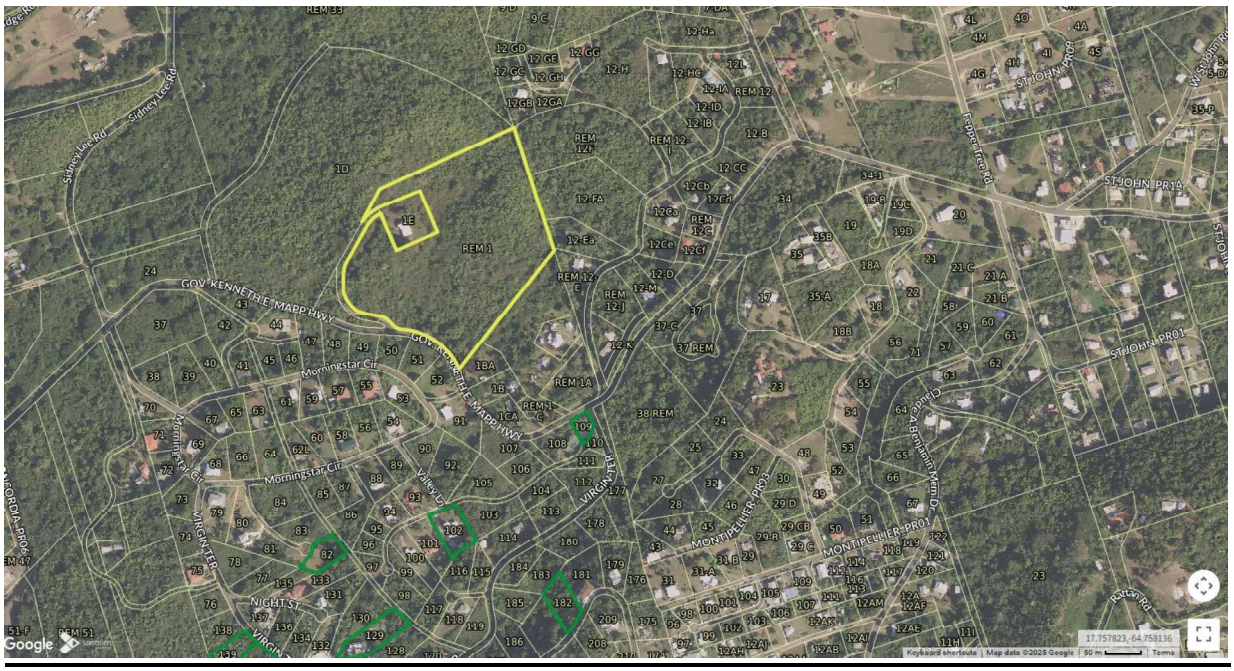
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Office of the Commissioner

Report by the Division of Comprehensive and Coastal Zone Planning on the Petition to Amend Official Zoning Map No. SCZ-6, Application No. CCZP0087-25

Petition of applicant, Roy Sheridan, to amend Remainder Parcel No. 1 and Plot No. 1-F Estate Morning Star, Queen Quarter, St. Croix from R-1 (Residential-Low Density) to R-3 (Residential-Medium Density). The purpose of this request is to allow the property to be developed for affordable housing.



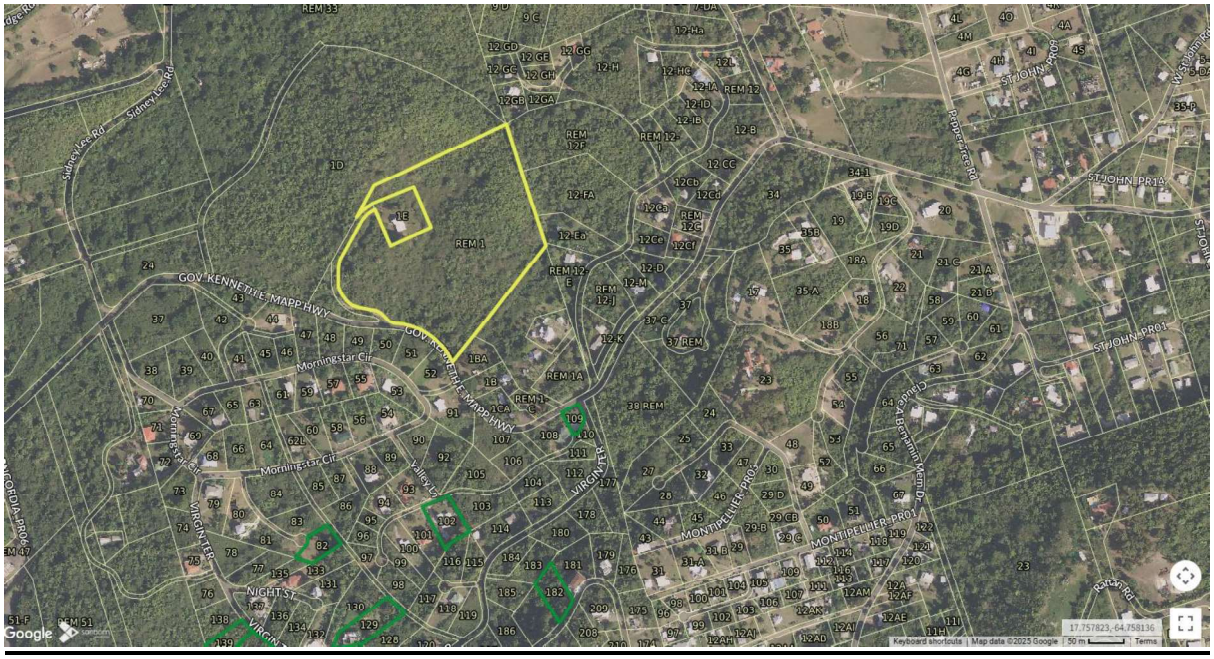
MapGeo aerial view of property (outlined in yellow)

Property Owner(s): Roy Sheridan as per Warranty Deed dated July 23, 2007, Document No. 2007004294.

Applicant Representative(s): Brian Turnbull, consultant, and Roy Sheridan.

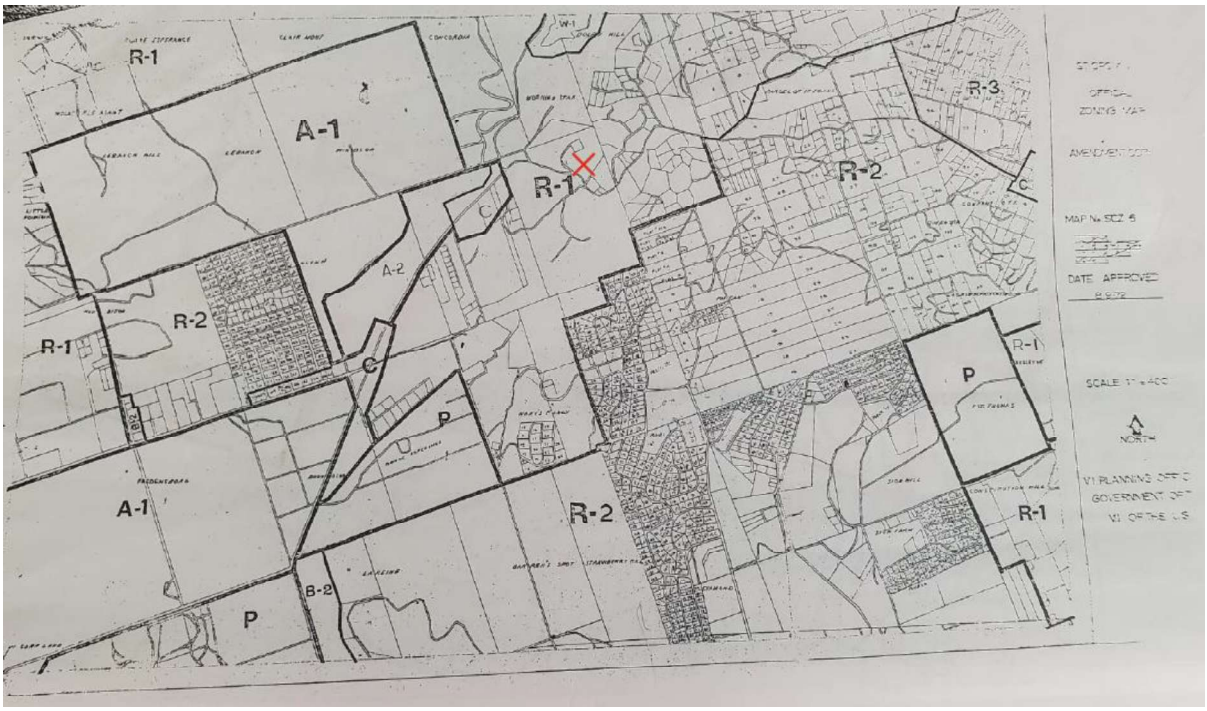
Acreage: Remainder Parcel No. 1 is 13.82 acres and Plot No. 1-F is 0.38 acres, as described in Survey Drawing No. 5869.

Surrounding Uses and Zones: A mix of vacant land and residential activity surrounds the properties.



MapGeo aerial view of property (outlined in yellow)

The surrounding area is zoned R-1 with one use variance: Plot Nos. 1B and 1BA Est. Morning Star for an open-air restaurant by Act No. 6651.



Official Zoning Map No. SCZ-6 (property location indicated by red X)

<u>Infrastructure:</u> Water needs will be supplied by cisterns and sewage handled by septic tanks.

<u>Other needed DPNR Division reviews:</u> A Flora and Fauna Study and Phase I A and B Archaeological Survey will need to be conducted and reviewed by the

Divisions of Fish and Wildlife and Virgin Islands State Historic Preservation Office, respectively. Development of the property would require a Stormwater Pollution Prevention Plan from the Division of Environmental Protection.

Project Summary: The applicant testified that he has been approached by government officials/housing agencies looking for suitable locations to develop affordable housing. The property is close to community support services and functions. It is located in the northern central segment of St. Croix, close to post office, retail, commercial, and other support functions. There was hesitation, however, due to the current R-1 zoning and its limitations. The application seeks to increase the development value by increasing the ability to do multiple types of dwellings and multiple amounts of dwellings so that the unit cost both in terms of acreage and in terms of overall cost of the development can be reduced.

The property has historical/cultural resources, including a mill and chimney stack, which will be protected/preserved.

Public Response at DPNR-CCZP Public Hearing held October 28, 2025: The dominant public concerns received during and subsequent to the public hearing were related to: (1) compatibility with the surrounding R-1 neighborhood, (2) lack of centralized water and sewer infrastructure to support R-3 densities, (3) uncertainty regarding the nature and intensity of future development, (4) potential environmental impacts, and (5) the absence of supporting studies and planning analysis. Public comments generally reflected caution regarding the rezoning request and sought additional information and evaluation before any zoning change is approved. There was no expressed explicit support for the rezoning during or after the public hearing.

The applicant submitted a response (File Item No. 19. Applicant Response) addressing several issues raised during the public hearing, including clarification of property access, an explanation of R-3 development standards, and the rationale for the requested rezoning. The response emphasized that the purpose of the R-3 district is to provide flexibility for a broader range of housing types, including housing that may improve affordability, and asserted that centralized water and sewer infrastructure are not prerequisites for R-3 zoning under Virgin Islands law. The applicant also clarified the ownership status of the access road referenced during the hearing and provided additional information regarding open-space and development standards applicable to the district.

While the response addresses several procedural and informational concerns, it does not provide new technical analyses or development-specific information sufficient to fully resolve several substantive issues raised by the public. Concerns regarding neighborhood compatibility, infrastructure capacity, environmental resources, historic resource protection, and the absence of a defined development proposal remain. The applicant confirmed that no specific development plan is currently proposed, and no supporting studies were submitted to evaluate future development intensity, utility demands, environmental impacts, or site design considerations. Accordingly, the response provides additional context for the application but does not eliminate the planning considerations identified in the public comments.

Analysis of Request/Reason for Recommendation: The Department recognizes and supports the 2024 Comprehensive Land and Water Use Plan's (Comp Plan) goals of expanding housing opportunities and increasing the availability of affordable housing throughout the Territory. The proposal's record, however, does not demonstrate that the requested zoning amendment is consistent with the broader land use, infrastructure, environmental protection, and growth management policies of the Plan.

The Comp Plan emphasizes that zoning amendments should be based upon sound planning principles, objective decision-making criteria, infrastructure capacity, environmental suitability, and consistency with established community development patterns. The proposed rezoning would introduce a more intensive residential zoning designation within a predominantly R-1 residential area without the benefit of an adopted area-wide planning study, future land use designation, or other planning analysis demonstrating that the subject property should be developed at a substantially greater intensity than surrounding properties. Accordingly, the request raises concerns regarding compatibility with the Comp Plan's goal of reducing ad hoc zoning changes and promoting predictable, coordinated land-use decisions.

Additionally, critical information necessary to evaluate consistency with the Comp Plan remains outstanding. Environmental, archaeological, flora and fauna, stormwater management, and infrastructure analyses have not been completed, and the application does not include sufficient evidence demonstrating that water supply, wastewater disposal, transportation access, and other public services can adequately support development under R-3 standards. The Comp Plan specifically directs that growth be coordinated with infrastructure availability and watershed-based resource protection measures, and the Department finds that

these evaluations should occur prior to consideration of a zoning amendment that would substantially increase development potential.

The Department further finds that the applicant has not demonstrated that rezoning is necessary to achieve the stated affordable housing objectives, particularly where alternative development mechanisms, including subdivision provisions, Group Dwelling approvals, and Planned Area Development procedures, may provide opportunities for residential development while preserving consistency with the existing zoning framework. Although affordable housing is a significant public objective supported by the Comp Plan, that objective alone does not supersede the Comp Plan's requirements for comprehensive planning, infrastructure adequacy, environmental stewardship, and compatibility with surrounding land uses.

The Department finds that the proposed rezoning is not substantially consistent with the 2024 Comprehensive Land and Water Use Plan and does not advance the purposes of the Comp Plan in a sufficient manner to justify amendment of the Official Zoning Map. As such, the Department concludes that the requested rezoning should not be approved.

Recommendation

The Department of Planning and Natural Resources recommends denial of the zoning map amendment request and acknowledges the proposed development can be accomplished using the planning/development tools currently available: subdivision, group dwelling permit, or Planned Area Development.

Jozette J. Walker, CPM
Assistant Commissioner

10.5.2026
Date

Cc: Jean-Pierre L. Oriol, Commissioner