

# CASE SUMMARY • CONDITIONAL DISTRICT REZONING

City Council Legislative Hearing • March 3, 2026

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## 1. Case Overview and Status

Application to rezone ± 0.38 acres located at **5324 Wrightsville Avenue** from R-15, Moderate-density single-dwelling district to R-5(CD), Medium-density Mixed Residential (Conditional District) for a residential development. (Cindee Wolf, Design Solutions, Applicant; Greenwood Cottages LLC, Owner).

### Staff Recommendation

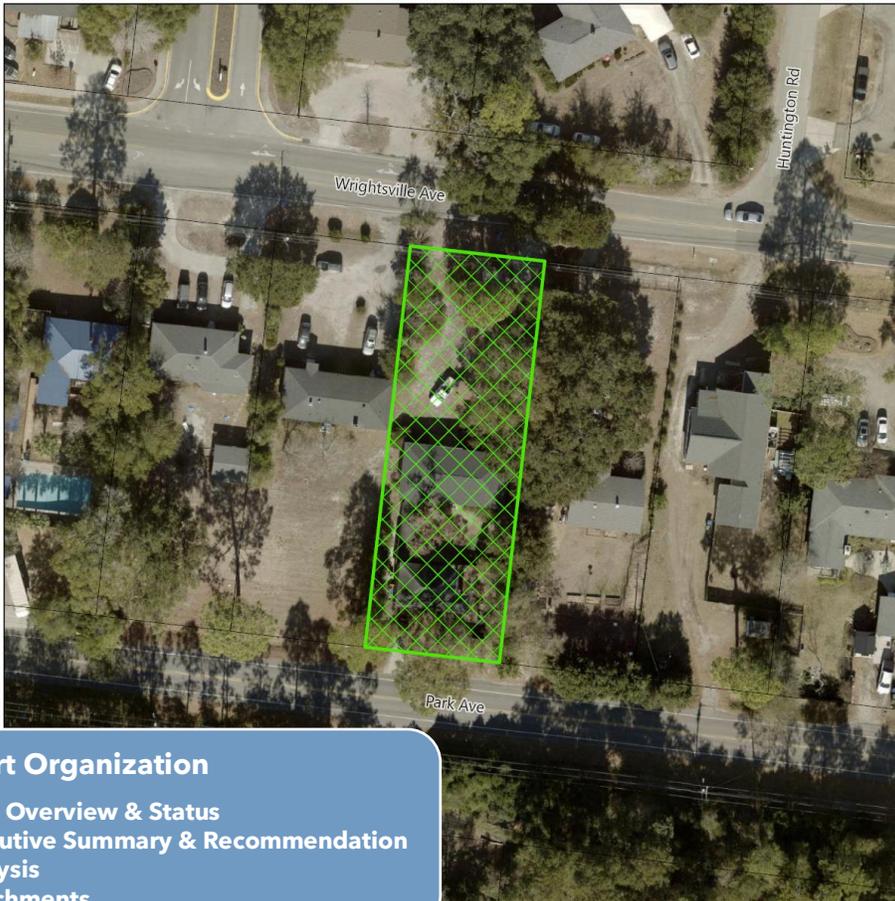
- Denial

### Planning Commission

- 2/4/2026, Conditional Approval, 5-0

### City Council

- Legislative Hearing scheduled for 3/3/2026



### CD-7-226

Attachment 2  
Aerial Imagery

5324 Wrightsville Ave

- Site
- Parcels

N



0 50 100  
Feet

12/22/2025

### Report Organization

1. Case Overview & Status
2. Executive Summary & Recommendation
3. Analysis
4. Attachments



## 2.2 Community Outreach

### 2.2.1 Community Meetings

A community meeting was held on November 22, 2025, at Design Solutions office, 107 Stokley Drive, Unit 104. No one attended the meeting and no changes were made to the plans as a result of the meeting. A copy of the community meeting report is attached (Attachment #4).

### 2.2.2 Public Hearing Notices

	<b>Planning Commission 2/4/26 Public Hearing</b>	<b>City Council 3/3/26 Public Hearing</b>
<i>Signs Posted By</i>	1/21/2026	2/17/26
<i>Letters mailed to property owners within 300 feet by</i>	1/21/2026	2/17/26
<i>Advertisement Date(s)</i>	1/30/2026	2/20/26 & 2/27/2

### 2.2.3 Other

No other communication has been received as of the date of this report.

## 2.3 Staff Recommendation: DENIAL

### 2.3.1 Criteria for Review and Recommendation

Section 18-586(C)(1) of the Land Development Code (LDC) states: Conditional map amendment decisions shall be made in consideration of identified relevant adopted land use plans for the area, including comprehensive, strategic, district, area, neighborhood, corridor, and other policy documents.

### 2.3.2 Basis for Staff Recommendation

In reviewing the application, staff notes:

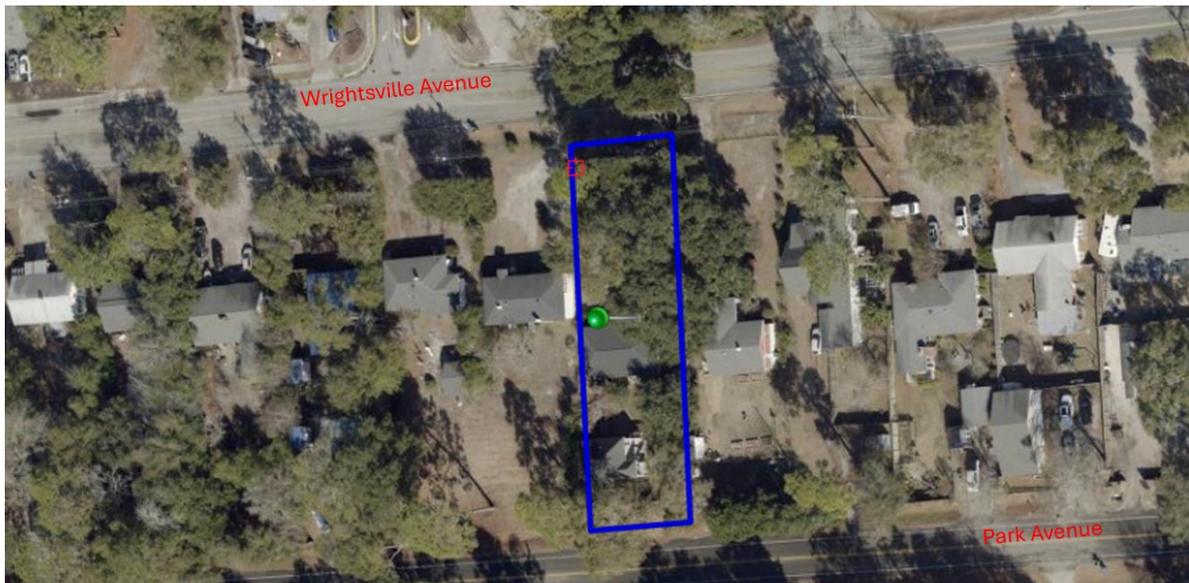
- The Comprehensive Plan promotes quality design and site planning so that new development, infill, and redevelopment are implemented with minimal adverse impacts on the desired character of the existing built environment.
- The proposed infill development is inconsistent with the existing development pattern found along this section of Wrightsville Avenue.
- The proposal includes placing a new single-dwelling home with an attached accessory dwelling unit in what is currently the front yard of an existing single-dwelling home on Wrightsville Avenue.
- The proposal would result in an existing single-dwelling home fronting the rear of a new residential lot and an existing accessory dwelling unit being located in front of the existing single-dwelling home along Park Avenue.
- Previous rezonings in this area created new residential lots in the rear of existing structures, preserving the existing development pattern along Wrightsville Avenue.

- The location of the new structure would be inconsistent with the predominant setback along this block face and the existing single-dwelling homes adjacent to this site.

Figure 2.3-A: Existing and proposed setbacks along Wrightsville Avenue

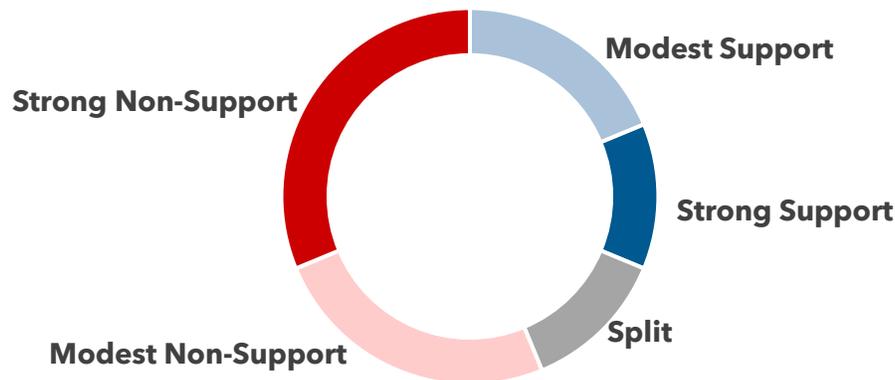


Figure 2.3-B: Existing street frontage along Wrightsville Avenue



- The proposed rezoning is inconsistent with the Create Wilmington Comprehensive Plan. While staff has evaluated the proposal for consistency with several policies, the policies identified below strongly support the proposed rezoning:
  - **1.4.1.** Quality design and site planning should be promoted so that new development infill and redevelopment is implemented with minimal adverse impacts on desired character of the existing built environment.
  - **1.7.9.** Infill development should enhance or improve the existing physical development pattern of the area. The development of lots that have been historically difficult to infill or redevelop should be facilitated.

- **1.7.10.** Infill sites within existing neighborhoods should be developed consistently with the design elements of nearby structures and in a manner that enhances or improves the character of the area.
- **1.11.3.** Areas well-suited for infill and redevelopment, should be redeveloped in a way that maintains or enhances the desired character of the surrounding area, improves access to goods, services, and amenities, increases housing options, and improves the overall quality of life in the vicinity.



## 2.4 Planning Commission Recommendation: **CONDITIONAL APPROVAL**

The Planning Commission held a legislative hearing on February 4, 2026. No one spoke in support or in opposition to the request, and no written communications were received. Following discussion, the Planning Commission voted to recommend conditional approval, 5-0.

## 2.5 Recommended Conditions

If the Council opts to recommend approval of the rezoning, the following conditions would be recommended by staff.

1. The use and development of the subject property shall comply with all regulations and requirements imposed by the Land Development Code, the City of Wilmington Technical Standards and Specifications Manual and any other applicable federal, state or local law, ordinance or regulation, as well as any condition stated below. In the event of a conflict, the more stringent requirement or higher standard shall apply.
2. Approval of this conditional district rezoning does not constitute technical approval of the site plan. Final approval by the Technical Review Committee and the issuance of all required permits must occur prior to release of the project for construction.
3. If, for any reason, any condition for approval is found to be illegal or invalid or if the applicant should fail to accept any condition following approval, the approval of the site plan for the district shall be null and void and of no effect and proceedings shall be instituted to rezone the property to its previous zoning classification.

4. The use and development of the subject property shall be in substantial compliance with the site plan and elevations as submitted and accepted by City Council on March 3, 2026.

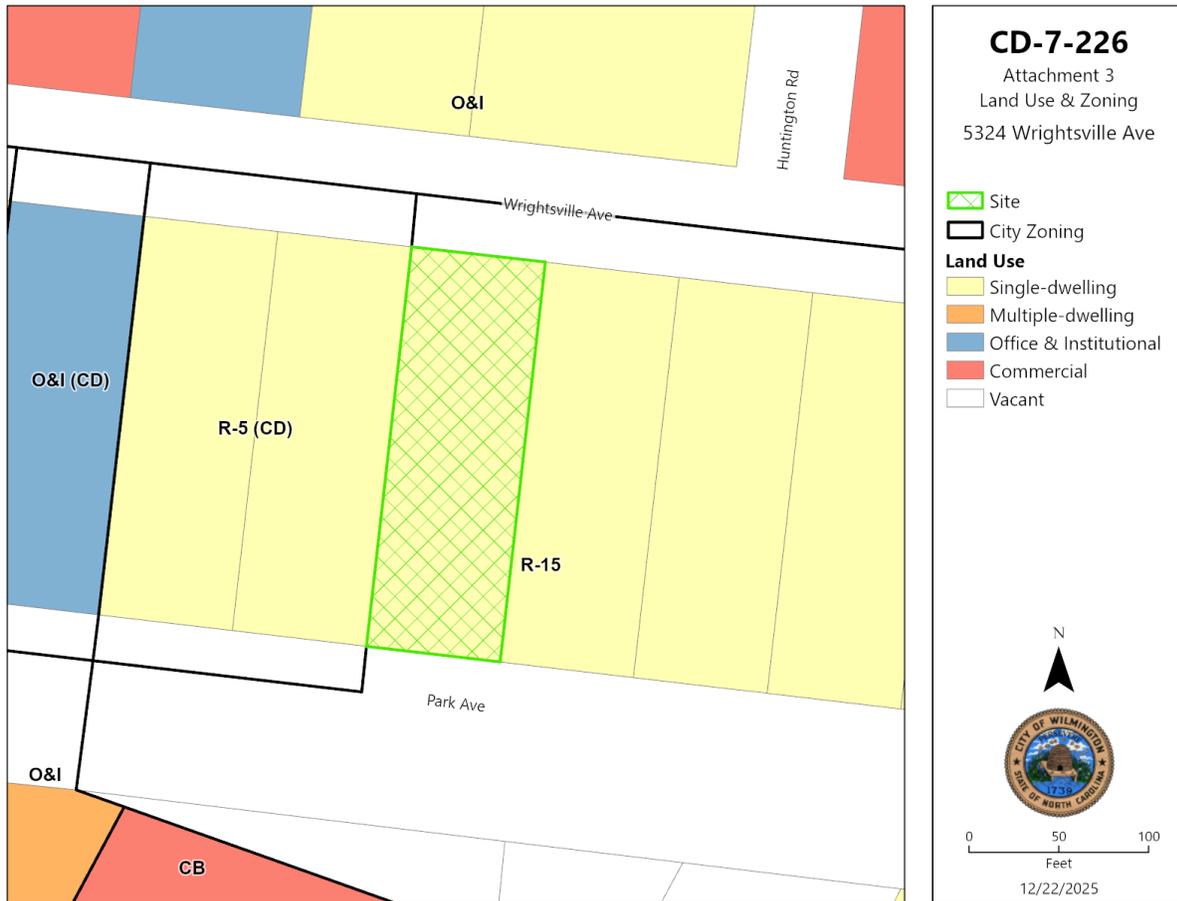
### 3. Analysis

#### 3.1 Site History

- The site currently consists of one existing lot, containing a residential dwelling unit fronting Wrightsville Avenue and an attached accessory dwelling unit accessed from Park Avenue.
- There is no known history associated with this site.

#### 3.2 Area Context and Existing Conditions

Map 3.1-A: Land Use and Zoning



	Current Zoning	Existing Land Use(s)
<b>Subject Property</b>	<b>R-15</b>	<b>Single-dwelling residential</b>
<b>North</b>	O&I	Right-of-way, Single-dwelling residential
<b>South</b>	CB	Right-of-way, Storage Facility

<b>East</b>	R-15	Single-dwelling residential
<b>West</b>	R-5 (CD)	Duplex

### 3.3 Consistency of Proposed Development with Land Development Code (LDC) Requirements

The following information represents a preliminary analysis of the proposed development’s compliance with applicable LDC requirements per section 18-157(B). Key components are identified and summarized below.

#### 3.3.1 Zoning District Purpose Statements

- **R-15, Moderate-density single-dwelling district (existing):** The R-15 district is intended to accommodate existing single-dwelling neighborhoods on moderate sized lots, yielding a gross density of less than three units per acre. Use of the R-15 district should be limited to infill sites in already developed locations.
- **R-5, Medium-density mixed residential district (proposed):** The R-5 district is intended to accommodate compact, walkable neighborhoods proximate and connected to urban services and compatible uses. This district permits a variety of residential types at a scale compatible with established surroundings. The intent of the district is to allow infill units to be seamlessly integrated within the predominant neighborhood fabric. The district is well suited for infill and mixed-density residential developments. This district should be applied where compatible with the existing urban character, near nodes offering daily services, and either close to transit lines or in conjunction with cohesive mixed-use areas.

#### 3.3.2 Parking

- There are no minimum or maximum parking requirements for detached-single dwelling developments.

#### 3.3.3 Buffers, Landscaping, and Trees

- A landscape plan is not required for this project.

#### 3.3.4 Environment

- The site is not located within a Special Flood Hazard Area.

#### 3.3.5 Stormwater

- Any stormwater management requirements will be reviewed for compliance with the city’s stormwater management regulations.

### 3.4 Consistency with Create Wilmington Comprehensive Plan

The Comprehensive Plan identifies three questions to be considered when determining the consistency of a proposed use or zoning district with the Comprehensive Plan:

- Is the proposal consistent with the themes and policies contained in the Comprehensive Plan?

- Is the form and function of the proposed development appropriate for the category designated on the Growth Strategy Maps?
- Will community facilities, parks, and other infrastructure be available at the appropriate levels to serve the development as proposed?

Analysis of policies that apply to the proposed amendment is organized according to these three considerations. Only policies directly related to the location and design of development and associated infrastructure have been included in this analysis. (Policies that recommend regulation changes and policies that recommend action by the City or other organizations were deemed not applicable to this proposal.)

Not all policies carry equal weight; applicability and priority of policies may depend on the specifics of the proposal.

The policy analysis uses the following symbology:



### 3.4.1 Is the Proposal consistent with the policies contained in the Comprehensive Plan?

1 Development and City Building	
<b>Citywide Growth</b>	
1.2.1	Development should create places, streets, and spaces that are visually attractive, safe, accessible, functional, inclusive, have their own distinct identities, and maintain or improve desired character. 
1.2.2	Development should occur in a compact pattern that reinforces the efficient provision of public services and utilities, improves the performance of the transportation network, preserves open space, and reduces negative impacts of low-intensity and noncontiguous development patterns. 
<b>Compatibility</b>	
1.4.1	Quality design and site planning should be promoted so that new development infill and redevelopment is implemented with minimal adverse impacts on desired character of the existing built environment. 
<b>Neighborhood Conservation and Revitalization</b>	
1.7.3	The need to increase housing supply, neighborhood commerce, and to mature as a city should be balanced with the need to protect desired neighborhood character, preserve historic resources, and protect the natural environment. 
1.7.9	Infill development should enhance or improve the existing physical development pattern of the area. The development of lots that have been historically difficult to infill or redevelop should be facilitated. 
1.7.10	Infill sites within existing neighborhoods should be developed consistently with the design elements of nearby structures and in a manner that enhances or improves the character of the area. 

## Infill and Redevelopment

- 1.11.3 Areas well-suited for infill and redevelopment, should be redeveloped in a way that maintains or enhances the desired character of the surrounding area, improves access to goods, services, and amenities, increases housing options, and improves the overall quality of life in the vicinity. ↓

## 3 Housing

- 3.1.3 Quality design and appearance for all housing, including assisted and market rate housing, should be encouraged. ↑
- 3.2.4 The construction of accessory dwelling units such as garage apartments, "granny flats," "mother-in-law suites," should be allowed to provide housing options in areas with existing infrastructure and access to goods and services. ↑

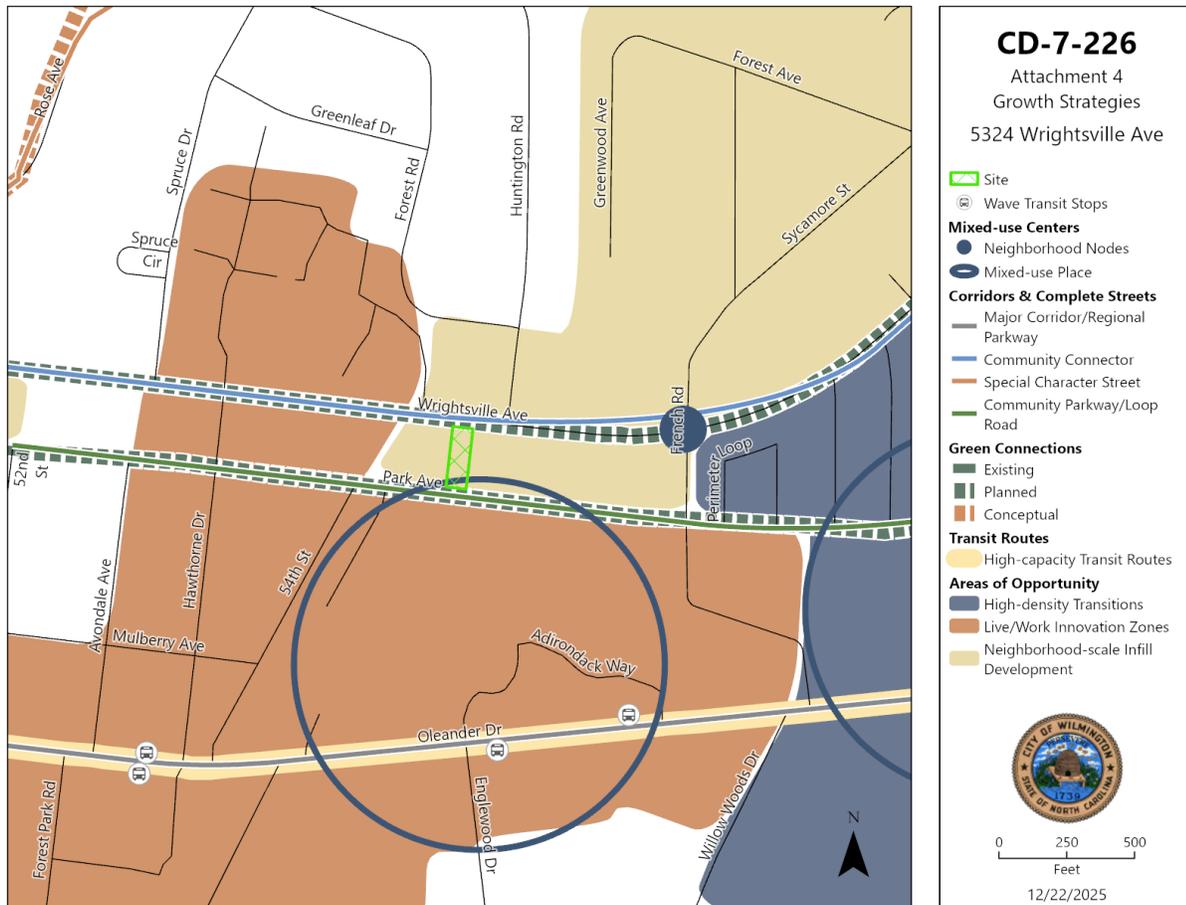
## 9 Urban Design and Placemaking

### Neighborhoods

- 9.5.1 As population growth leads to new housing and development patterns, new development within established neighborhoods should address the existing distinctive character of the surrounding area, while allowing transitional changes. ↓

### 3.4.2 Is the form and function of the proposed development appropriate for the category designated on the Growth Strategies Maps?

Map 3.5.2-A: Growth Strategies Map



### Areas of Opportunity

The subject property is located in a Neighborhood-scale Infill Development designated Area of Opportunity on the Growth Strategies Map. Areas of Opportunity represent the city's areas with the greatest potential to accommodate future growth, infill, and new development. Efforts should be made to ensure a cohesive development pattern in these areas.

There are several types of Areas of Opportunity, and they vary in terms of land use hierarchy, intensity of development, and anticipated change. Each area has an overarching growth strategy. Development within an Area of Opportunity should reflect the underlying community development patterns.

The following policies for Live/Work Innovation Zones Principles that apply to the proposal were identified.

Map	Areas of Opportunity
	<b>Neighborhood-Scale Infill Development Principles</b>
	Focus on small-lot infill development, especially single-family residential. 
	Place particular emphasis on surrounding neighborhood fabric. 

### Corridors & Complete Streets

A robust hierarchy of streets and paths is needed to achieve our desired growth patterns. This map identifies which roadways should be prioritized for automobiles and freight travel and where the needs of all modes of travel need to be balanced and prioritized. The types of corridors and complete streets vary based on preferred building conditions, street design, pedestrian priority, overall character, regional significance, and other factors. Wrightsville Avenue is recognized as a Community Connector street.

The following policies are identified for Community Connector Principles and are applicable to the proposal:

Map	Corridors & Complete Streets
	<b>Community Connectors Principles</b>
	Line these corridors with a mix of building and site types at varying densities and setbacks. 
	Use these transitional corridors to protect existing residential character. 

## 3.5 Consistency with Adopted Plans

### 3.5.1 CAMA Plan

- The property is designated as a Watershed Resource Protection Area in the 2006 CAMA plan.

### 3.5.2 Walk Wilmington Plan

- The sidewalks that are being provided as part of this project are consistent with the Walk Wilmington recommendation. The Walk Wilmington Plan calls for other improvements such as crosswalks and countdown signals along Wrightsville Avenue and Park Avenue.

Map 3.4.2-A: Walk Wilmington Map



### 3.5.3 Wrightsville Avenue 2030 Plan (2010)

- The site is located within the plan boundary of the Wrightsville Avenue 2030 Area Plan. The Wrightsville Avenue 2030 plan represents the community’s best attempt to protect the unique character of the roadway. The plan aims to maintain a mix of compatible uses and preserve the residential character of the corridor. The plan provides clearer expectations for residents, property owners, and business owners along the avenue.

Map 3.5.2-B: Wrightsville Ave 2030 SAP



- The proposal is also consistent with many of the policies of this plan. This analysis employs the same symbology utilized in 3.5.1.

### 3.1 Land Use

**Goal: To provide a balanced mix of land uses that offer options for residents while ensuring new development enhances the corridor and enhances the surrounding neighborhoods**

- 3.1.1 Support development/redevelopment in accordance with the *Recommended Land Use Map*. ↕

### 3.2 Transportation

**Goal: To provide a safe and efficient travel route for all users that accommodates all modes of transportation (auto, bicycle, pedestrian, public transit).**

- 3.2.7 Construct sidewalks throughout the corridor in accordance with the *Walk Wilmington: A Comprehensive Pedestrian Plan*. ↑

### 3.6 Level of Service Impacts

#### 3.6.1 Will community facilities, parks, and other infrastructure be available at appropriate levels to serve the development as proposed?

##### Vehicular Traffic

- Driveways off Wrightsville Avenue and Park Avenue would provide access to the proposed development.
- Table 3.5.3-A below indicates that the surrounding street network is currently operating within its designed capacity at a level of service (LOS) of E and A. Table 3.5.3-B suggests that there would be a minimal increase in the estimated vehicle trips associated with the proposal when compared to the maximum intensity allowed under the current zoning.

Table 3.5.3-A. Current Volumes, Capacities, and Levels of Service

Road	Location	ADT(WMPO)	Planning Capacity	V/C	LOS
<b>Wrightsville Avenue</b>	Between Hawthorne Drive and French Road	8,934	10,978	0.81	<b>E</b>
<b>Park Avenue</b>	Between Hawthorne Drive and French Road	997	12,500	0.07	<b>A</b>

Table 3.5.3-B. Estimated Trip Generation

Zoning	Land Use	Intensity	AM Peak Hour Trips	PM Peak Hour Trips	Average Weekday 2-way Volume Trips (ADT)
<b>R-15 (existing)*</b>	Detached single-dwelling	1 single-dwelling, 1 ADU	2	3	28
		<b>TOTAL:</b>	<b>2</b>	<b>3</b>	<b>28</b>
<b>R-5(CD) (proposed)</b>	Duplex-attached, Detached single dwelling, ADU	2 single-dwellings, 2 ADU's	4	5	52
		<b>TOTAL:</b>	<b>4</b>	<b>5</b>	<b>52</b>
		<b>NET DIFFERENCE</b>	<b>+2</b>	<b>+2</b>	<b>+24</b>

Source: Institute of Transportation Engineers Trip Generation, 11<sup>th</sup> Edition, 2021.

## Bicycle, Pedestrian, and Transit Facilities

- Sidewalks are being provided along Wrightsville Avenue and Park Avenue as part of this project.
- The nearest WAVE transit stop is located 0.18 miles away from the site at French Road.

## Public Utilities

- The site has access to water and sewer mains along Wrightsville Avenue and Park Avenue.

Table 3.5.3-C. Cape Fear Public Utilities (CFPUA)

Utility Type	Ownership	Size	Location
Water Main (Existing)	CFPUA	12"	Wrightsville Avenue
Water Main (Existing)	CFPUA	8"	Park Avenue
Sewer Main (Existing)	CFPUA	8"	Wrightsville Avenue
Sewer Main (Existing)	CFPUA	8"	Park Avenue

## 4. Attachments

1. Proposed Site Plan (dated 12/16/2025)
2. Conditional District Rezoning Application (dated 12/16/2025)
3. Community Meeting Report (dated 12/15/2025)
4. Aerial Map (12/22/2025)
5. Land Use (Zoning) Map (12/22/2025)
6. Growth Strategies Map (12/22/2025)
7. Wrightsville Avenue 2030 Map (12/22/2025)
8. Walk Wilmington Map (12/22/2025)
9. Draft Planning Commission Minutes (dated 2/4/2026)