

An aerial photograph of a landscape. The left side shows large, rectangular agricultural fields in shades of brown and tan. The right side shows a dense residential area with a grid of streets, houses, and some green spaces. A river or canal runs along the right edge. A semi-transparent purple banner is at the top, and a white box with a purple border is in the lower-left.

Land Use

*“... When we see land as a
community to which we
belong, we may begin to
use it with love and
respect.”*

*Aldo Leopold, a 20th Century
American author, scientist, ecologist,
forester, and environmentalist.*

Chapter 4:

Land Use

Land Use Goal

Hilliard will provide a balanced offering of land uses that will ensure long-term fiscal health, respect the sensitivity of existing features, present opportunities for creative development, connect to one another, and serve all members of the community.

Once a small farm town, some of Hilliard's rural, small-town roots are still visible in spite of nearly 40 years of strong growth. As farm lots have given way to new residential subdivisions, a patchwork of residential, commercial, and industrial developments resulted. This suburban development pattern included a strong separation of land uses, new centers of retail activity, and an automobile-scale built environment.

Decades after the establishment of this pattern, input from members of the public, elected officials, and stakeholders echo a strong desire to improve connections in Hilliard. In a broad

sense this includes connections to other parts of the city, to parks and amenities, to other people, and to Hilliard's past. Working to address these desires, the City is taking steps to strengthen its identity by investing in Old Hilliard, constructing new roadways and multi-use paths, improving the mix of land uses as a way to encourage many to walk and bike, and by encouraging a wider array of options for residential and commercial development.

The Land Use Plan builds on these efforts and provides specific recommendations to continue this work by guiding future development to

enhance community character, improve connectivity and walkability, and define where and how growth should occur to meet the needs of future residents and businesses. Developed in concert with the Focus Areas, Transportation, and Utility chapters, the Land Use Plan has been designed to complement the recommendations of those chapters and the Comprehensive Plan as a whole. Implementation of the Land Use Plan over the next 20 years will be a critical component of Hilliard achieving the goals of this Comprehensive Plan.

Land Use Key Findings

As part of the plan update, significant public outreach was conducted to gather input from residents and stakeholders on the future of Hilliard. Technical research was also performed to understand current and past growth trends and future market demand. Both the public input and technical analysis formed the basis for creating the future land use map and recommendations in this chapter. By considering both the public input and technical research, a land use plan was created that is both insightful and informed.

Public Input

The public input conducted as part of this process revealed the community likes, dislikes, desires, and aspirations as they relate to land use. The community survey, public meetings, and both stakeholder and resident interviews revealed insights into the community’s strengths, weaknesses and overall perceptions of Hilliard. Public input is divided into three categories: community strengths, community weaknesses, and community perceptions.

Community Strengths

The following strengths related to land use in Hilliard were identified by the public and stakeholders as being important to consider when making future land use decisions.

- Quality Neighborhoods - friendliness
- Old Hilliard - traditional village core
- Rails to Trails

- Adequate recreation and parks
- Rural character
- Quality schools

Community Weaknesses

Members of the public and various stakeholders also identified weaknesses to be avoided in regards to land use decisions:

- Lack of physical connectivity between housing and complementary land uses
- Limited number of connected bike and pedestrian facilities
- Too many “cookie-cutter” houses
- Not enough public space for signature events
- No cohesive image or brand
- Not enough entertainment options
- Appearance is not unique

Community Perceptions

Research conducted as part of this planning effort revealed some clear perceptions of Hilliard from both inside and outside the community. In regards to public perceptions of the City of Hilliard, several key themes were identified. The most relevant to land use is the perception that the City does not have a clearly defined vision/image/brand, or a distinct personality.

The perception of Hilliard was clear. Many community members enjoy living and working in Hilliard; however, there is a strong feeling that

Public Input Highlights

Building on community strengths – the plan:

- Improves connections to educational institutions
- Incorporates rail networks as a recreation amenity and public space
- Provides a clear vision and plan for Old Hilliard
- Enhances existing park spaces
- Creates new opportunities for residents to enjoy social gathering areas that are attractive and distinct.

Addressing community weakness – the plan:

- Provides for a wider variety of housing types
- Provides opportunities for programming new community events
- Improves mobility options
- Creates new gathering places
- Strengthens the image through improving the built environment

Understanding the community perception – the plan:

- Defines areas (Focus Areas) that can be created and enhanced to improve the image of the community, while still achieving other community goals.

Hilliard is not distinct. This was addressed in the land use plan by defining areas (see Future Land Use Map, page 62) that can be created and enhanced to improve the image of the community, while still achieving other community aspirations such as connectivity, and building new social gathering destinations.

Existing Conditions

At the beginning of the planning process, the existing conditions and trends in Hilliard were analyzed. This section of the report summarizes the key conditions and trends that formed the future land use map and recommendations.

Land Use Pattern

Over the past 50 years, the development pattern in Hilliard has been distinguished by the prevalence of spatially segregated land uses built at relatively low densities on what until recently were agricultural fields. This pattern, also known as suburban sprawl, is found in many communities throughout Ohio and the country. Over time, such a pattern of development has proven costly for local governments to serve. In addition to fiscal strain, this development pattern has greatly impacted natural and agricultural areas with the conversion of habitat and farmland to residential subdivisions and strip mall shopping centers.

Beyond the fiscal and environmental impacts, this pattern has diverged from the character found in Old Hilliard, the charming, walkable, mixed-use, and historic center of the city. At several public meetings, residents expressed the undesirability of the low-density suburban development pattern, notably because the pattern compromises



Figure 4.1 — Over the last twenty years there has been a significant amount of outward growth. The image above shows new residential growth on the suburban fringe. Through the planning process the public has voiced concern that this is not a sustainable or desirable growth pattern.

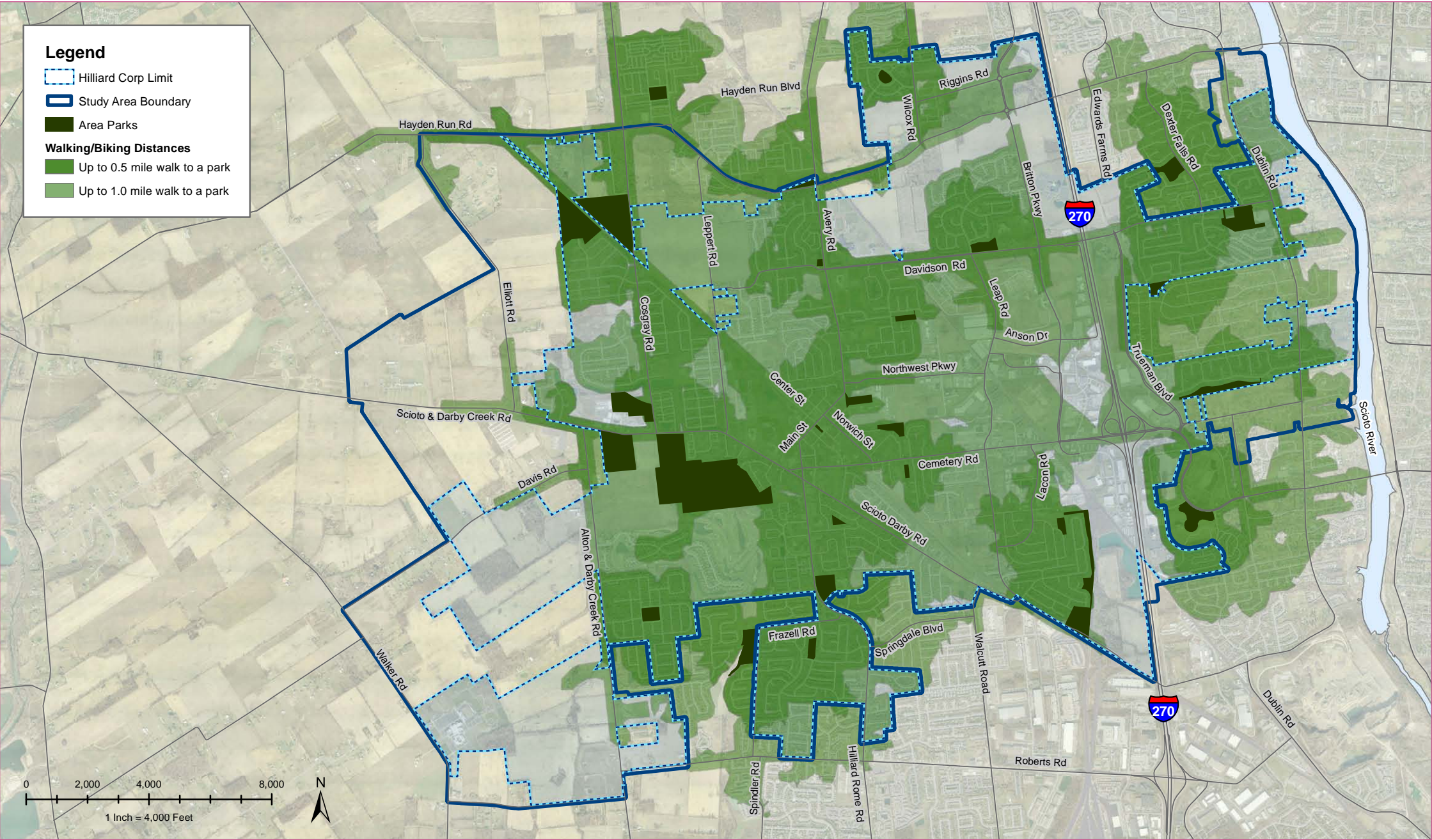
the character of Hilliard, is too homogenous, and has not produced any creative, mixed-use developments.

With the prevalence of spatially segregated land uses and large circuitous residential subdivisions built at a scale and pattern that virtually requires use of an automobile, the ability for residents to be able to walk or bike to a local park, a local elementary school, or a corner store has been impacted. Toward the end of analyzing this, plan authors conducted an analysis to evaluate walking and biking distances to key amenities.

To conduct the analysis, the locations of parks, elementary schools, and neighborhood-serving retail uses were identified, and a tool called

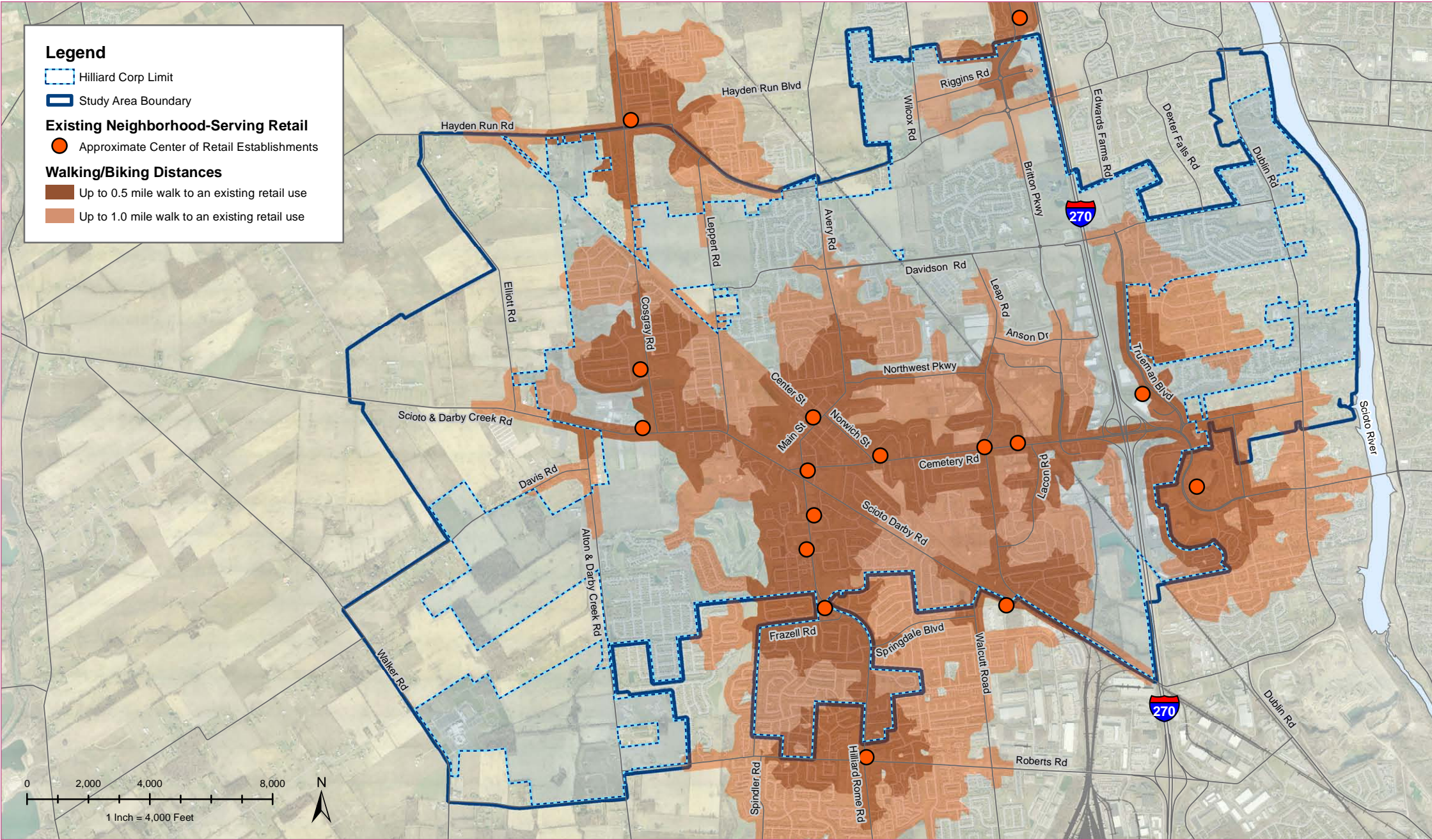
Network Analyst was used to map one-half mile and one mile walking or biking distances. These distances roughly translate into a 10 minute walk or three minute bike ride for a half mile, and a 20 minute walk or six minute bike ride for a whole mile. The network analyzed was a combination of the local roadways and the multi-use pathway network. Assuming all local roadways will eventually have sidewalks and/or bicycling facilities, this analysis provides a snapshot of how much of the city would be within a half-mile or mile trip of a park, elementary school, or neighborhood-serving retail establishment once the sidewalk and/or bicycling facilities are constructed. (Note: elementary school attendance areas were not considered in this analysis as they may change).

Map 4.1 – Half-mile, mile walking/biking distances to parks within and near the Study Area

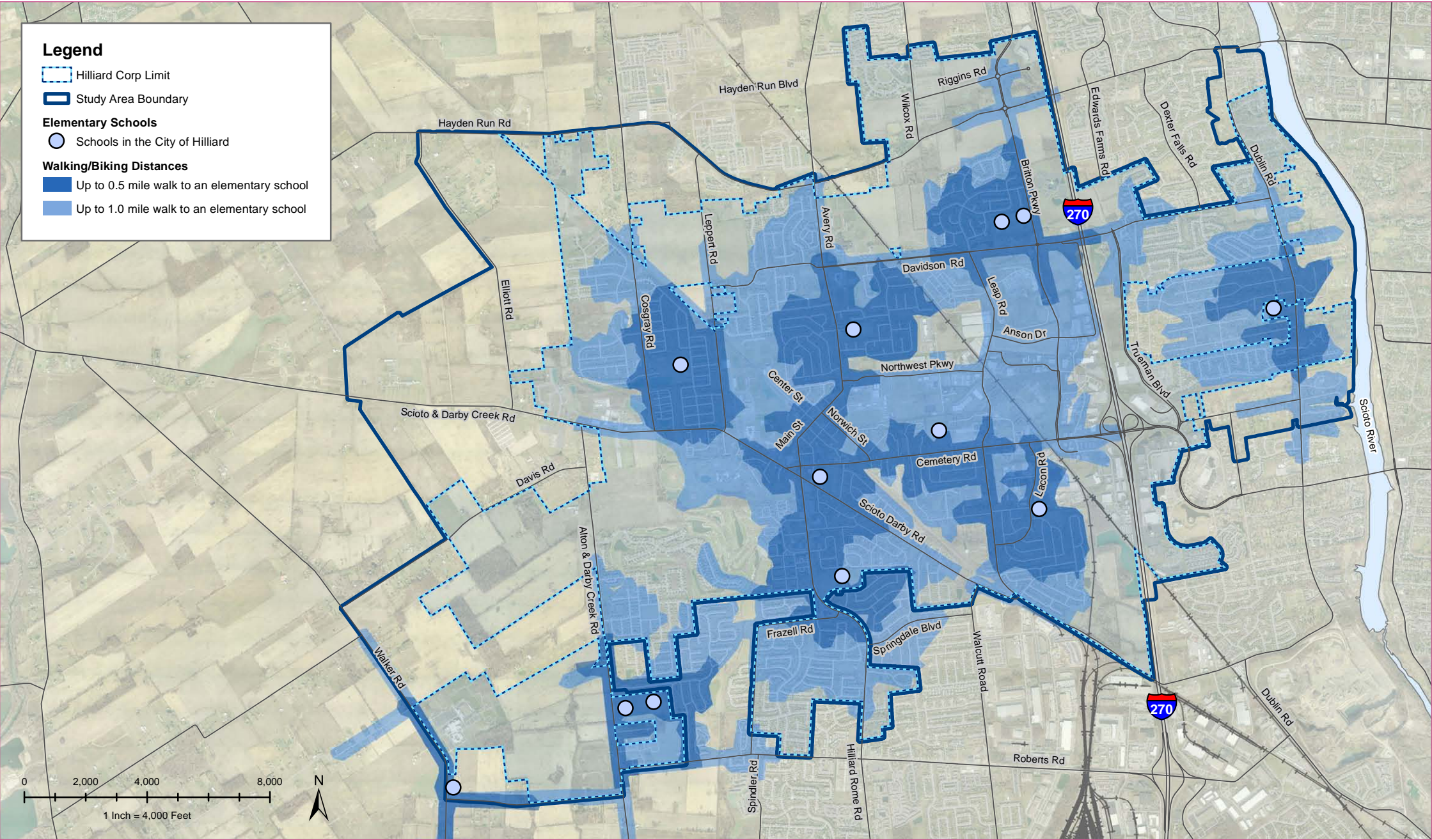


Note: Some parks located outside of the study area were included in this analysis given their impact on nearby properties within the study area. Several parks included in the analysis are owned and/or operated by other entities such as Norwich Township, the City of Columbus, or various private organizations.

Map 4.2 – Half-mile, mile walking/biking distances to neighborhood-serving retail within and near the Study Area



Map 4.3 – Half-mile, mile walking/biking distances to an elementary school within and near the Study Area



Note: This map does not reflect the effect of elementary school attendance areas, which inhibit some students from attending the school closest to their homes.

Developable Land and Market Demand

Developable land (vacant and underutilized) comprises a significant percentage of existing land within the city and study area boundaries, creating opportunities for infill and redevelopment. Currently there are approximately 2,656 acres of developable land within the city and 4,702 acres in the Study Area. Considering market demand projections developed as a part of this planning effort (see Appendix A: Market Study), the amount of developable land within the city can accommodate the future demand for commercial, industrial, and residential growth through the year 2028. The following use-specific assessments provide a snapshot of near-term future market demand for new development in Hilliard.

Retail/Office

- *Demand exists for office space in the Old Hilliard area.*
An increased demand for high quality, class ‘A’ office space in Old Hilliard is expected over the next several years. Demand is expected to be

Developable Land

Developable land includes vacant or underutilized land that has potential for infill or redevelopment.

Infill describes the development of land in existing urban and suburban areas that is vacant.

Redevelopment describes the improving or utilization of buildings or sites that have been developed but are not reaching their highest and best use.

high enough to warrant the phased development of a mid-sized (50,000 square feet) office project in conjunction with full service ancillary uses such as, but not limited to a bank, restaurant/café and coffee shop, small scale fitness facilities (e.g. yoga, pilates), printing shop, and reserved parking, etc. (see Appendix A: Market Study - Executive Summary, II-15).

- *Hilliard needs to determine how to be competitive in the local and regional market place.*
Although office vacancy rates are relatively low around Hilliard (5.6 percent compared to an average of approximately 20 percent in Central Ohio), the rapid pace of development in Dublin over the last decade has saturated the office market on the west and northwest side of Franklin County. It will continue to be a tenant’s market until some of the existing supply can be absorbed. Continued development in the Dublin area is likely to limit demand for large, Class A office buildings in the Hilliard area.
- *Demand for commercial space is limited to certain sectors of an underserved retail market in the community.*
In reviewing the existing conditions of Hilliard, a detailed analysis of many retail categories were analyzed. The survey included not only Hilliard but several retail nodes within a Competitive Market Area (CMA). The results indicated the Hilliard retail market is saturated in some sub-sectors while other sectors show a demand and can support new business types. Hilliard could support the following retail business types:
 - Full-service restaurants (specialty or niche category)



Figure 4.2 – Over the next few years, demand is expected to be high enough to warrant a mid-sized mixed-use development in Old Hilliard with up to 50,000 square feet of class “A” office space, ancillary retail uses, and perhaps a residential component.

- Bars (limited food service)
- Health, Beauty and Personal Care
- Spa
- Specialized Gym (e.g. Yoga, Pilates)
- Boutique Shoe/Clothing/Jewelry
- Specialty Grocery
- Used Merchandise (e.g. clothing, appliances, books)
- New or Used Specialty Bookstore
- Specialty Beer/Wine/Liquor Store
- Motorcycle/ATV Sales
- Gas Station with Convenience Store

There is little to no direct competition in Hilliard for any of these recommended categories. Many of these retail types could be absorbed into retail space that is currently

Available Land / Market Demand

With an understanding of the existing land use buildout and the 20 year market demand, the plan:

- Provides new opportunities for growth throughout the community to meet projected market demand
- Promotes new growth in priority development areas improving the image of the city, enhancing connections, and providing new and unique housing and office choices.

vacant, while some will require new commercial space that is currently not available in the community. Smaller flexible space with quality access and supporting land use types will enable these businesses to be successful in the Hilliard community.

Industrial/Warehouse

- *Hilliard currently has a significant amount of vacant industrial land, and there is limited market demand for new industrial space.*
There is limited market demand for warehouse and industrial growth within Hilliard. Market research conducted as part of this planning process indicated a conservative estimate of approximately 115,000 square feet over the next five years. The City should take a very limited strategy of developing new space while available space still exists. Because there is limited demand for industrial space, new growth should be restricted to areas where this type of land use is already present. This is especially true for older warehouse and industrial land in

and around Old Hilliard, M-5 areas, and the industrial areas north of Cemetery Road near I-270.

Housing

- *Nearly half of the demand for new single-family and condominium housing is focused on products that range from \$140,000 to \$299,999 per unit.*
Of the 465 projected annual demand for housing units, the strongest demand is for dwellings in the \$140,000-\$199,999 (110 units, 23.7%) and \$200,000-\$299,999 (105 units, 22.5%) ranges. Moderate demand exists for products in other price categories, including dwellings under \$140,000 (75 units, 16.1%), dwellings between \$300,000 and \$399,999 (85 units, 18.4%), and dwellings over \$400,000 (90 units, 19.3%).
- *Housing affordability remains a concern with limited product priced below \$150,000.*
There is demand for housing product with prices below \$140,000, projected to be about

75 units per year. Though these units could be either single-family homes or condominiums, there are currently no single-family subdivisions in the Market Study’s project market area (PMA) offering homes within this price range. There are condominium products available within this price range; however, such units comprise a small percentage of the housing units currently in development.

- *Future projections indicate moderate multi-family market absorption in the city.*
Conventional rental units in the Hilliard and Northwest Columbus market are performing well with a 96 percent occupancy rate in 2009. The housing PMA has a very large concentration of upscale rental communities with higher than average rents and occupancy rates for the Columbus area. Projections indicate the area can conservatively absorb an additional 80 to 100 units per year in addition to existing planned units (see Appendix A: Market Study - Executive Summary, II-19).

Product Affordability	Annual Demand	Existing Inventory		Net Annualized Demand
		SF	Condos	
> \$140,000	75	0	129	(54)
\$140,000-\$199,999	110	57	103	(50)
\$200,000-\$299,999	105	66	94	(55)
\$300,000-\$399,999	85	81	24	(20)
\$400,000+	90	48	51	(9)
TOTAL	465	252	401	(188)

Table 4.1 – Projected Total Annualized Housing Demand (2009)

Above, excess supply of housing, specifically condominiums, resulted in a glut of housing units on the market as shown by the Market Study (Appendix A). Though homebuilding has slowed, and both the existing inventory reduced since 2009, annual demand for housing units is expected to remain largely unchanged over the long run.



Figure 4.3 – The Big Darby area presents an opportunity to protect quality open space while carefully planning new neighborhoods to meet future housing demands. Future home buyers will be looking for housing that integrates unique features and amenities such as trails, water features, and passive natural areas, among other amenities.

- *There is a need to ensure future development protects habitat and natural features within the Big Darby area.*
The City of Hilliard participated in and acknowledges the recommendations of the Big Darby Accord Watershed Master Plan (BDAWMP). About 2,800 acres of the Comprehensive Plan's study area fall within the limits of the Watershed Master Plan, generally

land west of Alton & Darby Creek Road. The master plan recommends development preserve sensitive environmental features in the area, including several stands of trees, numerous wetlands, and sensitive streams and agricultural ditches. The Comprehensive Plan recommends the use of conservation development principles when this area is developed, requiring the preservation of at least fifty-percent of

new subdivisions as preserved open space. See Chapter 5 (Focus Areas) for a more detailed description of the development intent for this area.

- *Development Pipeline*
It is important to note that during the time this Comprehensive Plan and market analysis (2009) was completed, a large amount of development was planned, or already approved. This includes approximately 1,500 single-family units and over 600 condominium units. While this development serves much of the twenty-year demand, these developments are generally large, single use development projects that may not achieve the goals and objectives of this Plan, including the new Land Use Plan. The City's ability to implement changes to projects in the pipeline may very well impact the ability for Hilliard to achieve the goals of the Comprehensive Plan.

Land Use Plan

The Land Use Plan details how and where growth and development should occur in the future. The recommendations of this chapter were made with consideration of the physical environment, the fiscal impacts of growth, the need to diversify housing options, and existing and future transportation network. Beyond these practical considerations, three Land Use Values were defined to help

articulate Hilliard’s aspirations and the role new development plays in reaching those aspirations.

Land Use Values

Similar to the Comprehensive Plan’s six goals, these values were defined to improve the quality of development and in turn, improve the quality of life in Hilliard. These values are below.

New development should meet or exceed the City’s Land Use Values and the intent of the Comprehensive Plan. City staff and City officials share responsibility to see to it that these recommendations are implemented in all decisions and are reflected in all relevant city codes.



1: Develop a Connected City built at a walkable, human scale, where residents and workers are able to access complementary land uses, the natural environment, creative amenities, and social gathering places.

- a. Development will occur in a compact and walkable form that integrates a mix of uses at a variety of density levels, and be supported by neighborhood retail and local recreational amenities. Land uses will be balanced to support a variety of economic uses.
- b. The location of education, retail, recreation, and social gathering places will be located within a close proximity to residences and workplaces, preferably less than a mile away from all residences.



2: Develop a Sustainable City that embraces environmental and fiscal stewardship, and promotes mixed-use infill development that improves the quality of life for those who live and do business in Hilliard.

- a. Encourage the reuse of vacant and/or under-utilized sites (Infill Development) prior to new development, and under-utilized buildings and land will be redeveloped and revitalized to meet current market demands.
- b. Smaller nodes of new residential and commercial activity will be strategically created to serve existing neighborhoods in order to decrease traffic congestion, promote new social gathering areas, and encourage the use of alternate modes of transportation.



3: Develop a Unique City that preserves its proud past and celebrates its promising future, differentiating itself from neighboring communities.

- a. Preserve and protect environmentally-significant areas of the city; when possible natural areas will be connected to create a network of green infrastructure. Natural areas will be protected and/or incorporated into new developments as open space when and where appropriate.
- b. An improved public realm will serve as a place for social gathering and improving community identity.

Land Use Strategy

Though outward growth of infrastructure and development has become the norm over the past 40 years, infrastructure and maintenance costs are rising and there is an increasing scarcity of land for greenfield developments. Building inward—looking first at underutilized and undeveloped land already served with infrastructure—is an alternative approach. The Land Use Plan focuses on developing these areas to create new transportation connections, encourage walkable, human-scale development, and bring desired land uses and amenities closer to Hilliard’s existing residents and businesses.

When this occurs, an increasing share of transportation trips may eventually be made by walking or biking to one’s destination producing a wide range of benefits including: reduced congestion, improved community health, improved environmental sustainability, and increased patronage to local businesses. These strategies will help curtail the need for future transportation infrastructure investments, and help Hilliard become a more desirable place to live and do business.

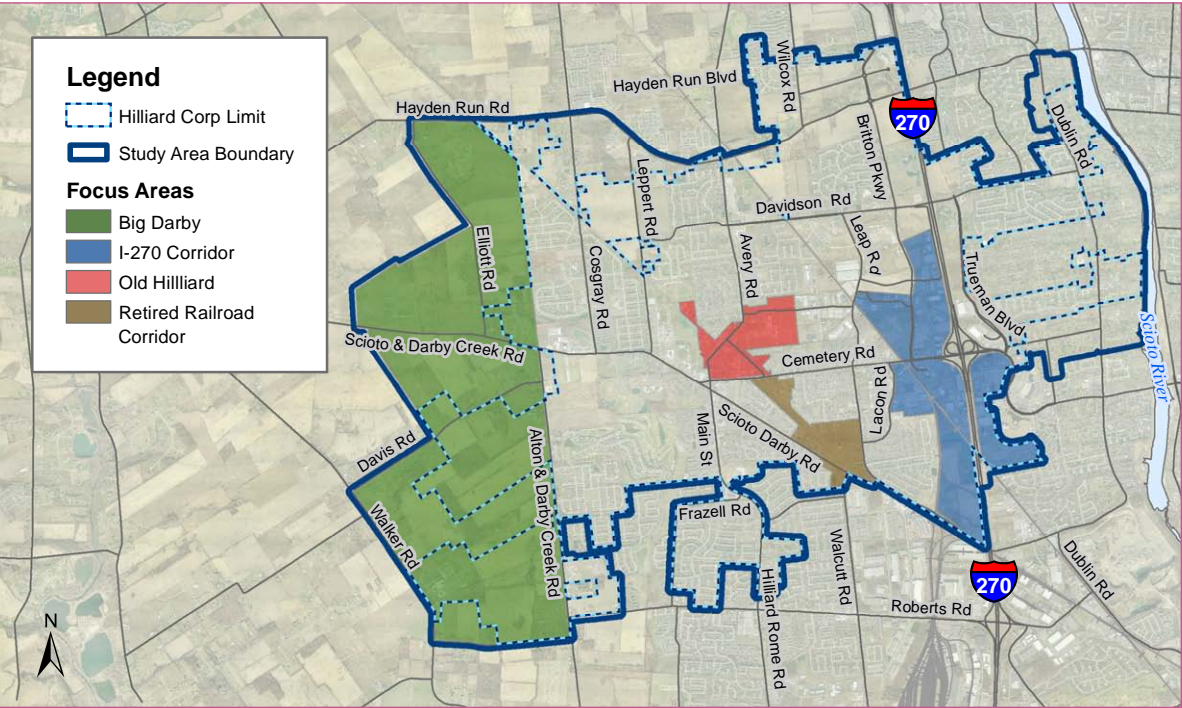
In keeping with this strategy of building inward, four focus areas were defined as priority areas for growth and redevelopment. These areas are defined as the Old Hilliard, I-270 Corridor, Retired Railroad Corridor, and Big Darby focus areas. The focus areas were chosen because they are places where there is significant potential for economic development, and where such development would have a significant impact toward improving the image of the community. Other reasons include the likelihood of focus area development to result in desired outcomes such as:

- Making new transportation and infrastructure connections;
- Creating new amenities and places to anchor adjacent neighborhoods and benefit the community at large;
- Improving the utilization of properties within the focus areas; and
- Fostering high-quality, walkable, and mixed-use (re)development projects that are attractive to both new businesses and future residents of a variety of ages and life stages.

When these areas are developed or redeveloped, they should reflect the recommendations and development patterns specified in the Focus Area Chapter (5) of the plan. This chapter provides the preferred character and specific objectives for each focus area.

If developed with a compact pattern, the Old Hilliard, I-270 Corridor, and Retired Railroad Corridor focus areas could accommodate a significant portion of the projected market demand over the next 20 years (Table 4.2, page 60). Such a pattern would encourage both horizontal and vertical mixes of land uses, as well as allow for

Map 4.4 – Map of the Comprehensive Plan Focus Areas



higher density of development than previously constructed in Hilliard. Promoting this kind of a development pattern would be advantageous as it generally produces more property and income tax revenues and has lower service and infrastructure costs than a typical suburban sprawl development pattern (See Key Concepts 4.1 “Compact Growth” below for more information).

Table 4.2 – Twenty-year Market Absorption in Focus Areas

Land Use Type	Focus Area Development Potential (at full build-out)*	Twenty-year Development Demand
Residential-Single family (includes condos)**	2,683 units	4,018 units
Residential - Multi-family	812 units	756 units
Total Residential	3,495 units	4,774 units
Office	1,579,474 square feet	693,735 square feet
Retail	1,330,176 square feet	724,269 square feet
Light Industrial/Flex Office	2,062,500 square feet	528,803 square feet
Hotel/Conference Center	139,968 square feet	-

* It is important to note that the Focus Areas figures are based on developable land.
** Most of the residential units that can be built fall within the Big Darby Focus Area.

Key Concepts 4.1 – Compact Growth

Research suggests that capital costs per unit are higher in “low-density sprawl” and “sprawl mix” neighborhood prototypes than they are in “planned mix” or “high-density planned mix” prototypes (see “The Costs of Sprawl Revisited” - Burchell 1995). Total capital expenses per unit are also higher in detached housing (more pronounced under sprawl) than they are in attached housing (more pronounced under compact development).

Historical research from three different studies has suggested infrastructure costs are highest in situations

of low-density development located a considerable distance from centralized public services—typical of many suburban communities, including Hilliard. Alternatively, these studies have shown that infrastructure costs are lowest in situations of higher density developments, especially for developments that are centrally and/or contiguously located to existing development (Duncan 1989). In summary, the infrastructure costs were higher for those with sprawl characteristics than they were for those with compact walkable development characteristics (see Table 4.2).

Table 4.3 – Compact Development Costs as Percent of Sprawl

The following table provides the summary of several academic articles in which researchers compared the infrastructure and service costs of compact development and typical suburban developments. The studies break down the costs into several categories and show that substantial savings of between five and 20 percent are possible. These infrastructure cost savings may be passed onto homebuyers and renters. The savings in terms of service costs would be garnered by the City as well as the Hilliard City School District.

Infrastructure Category	Sprawl Development (baseline)	Compact Development (comparative cost to baseline)			
		Duncan (1989)	Frank (1989)	Burchell (1992 -1997)	Summary
Local Roads	100%	40%	73%	74-88%	75%
Schools	100%	93%	99%	97%	95%
Utilities	100%	60%	60%	86-93%	80%



Implementing the Land Use Plan

Though the Land Use Plan provides broad, general recommendations affecting land use within the study area, this Plan includes a Land Use Plan Map (Map 4.5, page 62) that provides location-specific land use recommendations. While the existing land use of most study-area properties matches the Land Use Plan Map, the uses of some properties do not. Discrepancies between existing land uses and the Land Use Plan are shown by the Use Changes to Implement the Land Use Plan Map (Map 4.6) on page 63.

Resolution of such discrepancies may include a change in the zoning use category and/or densities (or intensity) of the use. Where a change in zoning use and/or density is recommended by the Land Use Plan, the Land Use Plan Map identifies one of 12 use categories to replace the existing use. (Descriptions of these 12 use categories are provided in the Land Use Plan: Uses Matrix, Table 4.4 on pages 64 and 65.) Additionally, the Land Use Plan Map identifies four sections of the study area as belonging to one of four focus areas. Land Use recommendations for each focus area can be found in Chapter 5, the Focus Area Chapter.

Though the vast majority of the City’s developed parcels have no recommended change in use, some changes are offered as strategies for achieving the goals of this Comprehensive Plan. These recommendations will remain as such until the City and/or property owner pursue the rezoning of any parcel, preferably with the intent of bringing the property in line with the intent of the Land Use Plan.

The Land Use Plan Map was developed as part of the overall comprehensive planning process,

including the evaluation of existing conditions for Land Use, and the development of other parts of the Comprehensive Plan. Of note, the Land Use Plan and its Land Use Plan Map was developed simultaneously with Hilliard’s Thoroughfare Plan. This helped planners identify opportunities to make new vehicular and pedestrian/bicycle facility connections, as well as improve the ability of current residents to walk or bike to complementary land uses. This has resulted in a Land Use Plan that is more balanced and realistic, and which better supports the goals of the Comprehensive Plan.

The Land Use Plan Map (Map 4.5) and table of Land Use Plan: Uses Matrix (Table 4.4) collectively serve as a general guide for where and how future growth and development should occur outside of the four focus areas. Design flexibility should be granted by the City as deemed appropriate. In regards to recommended land uses and development intent for each Focus Area, see the Focus Area Chapter.

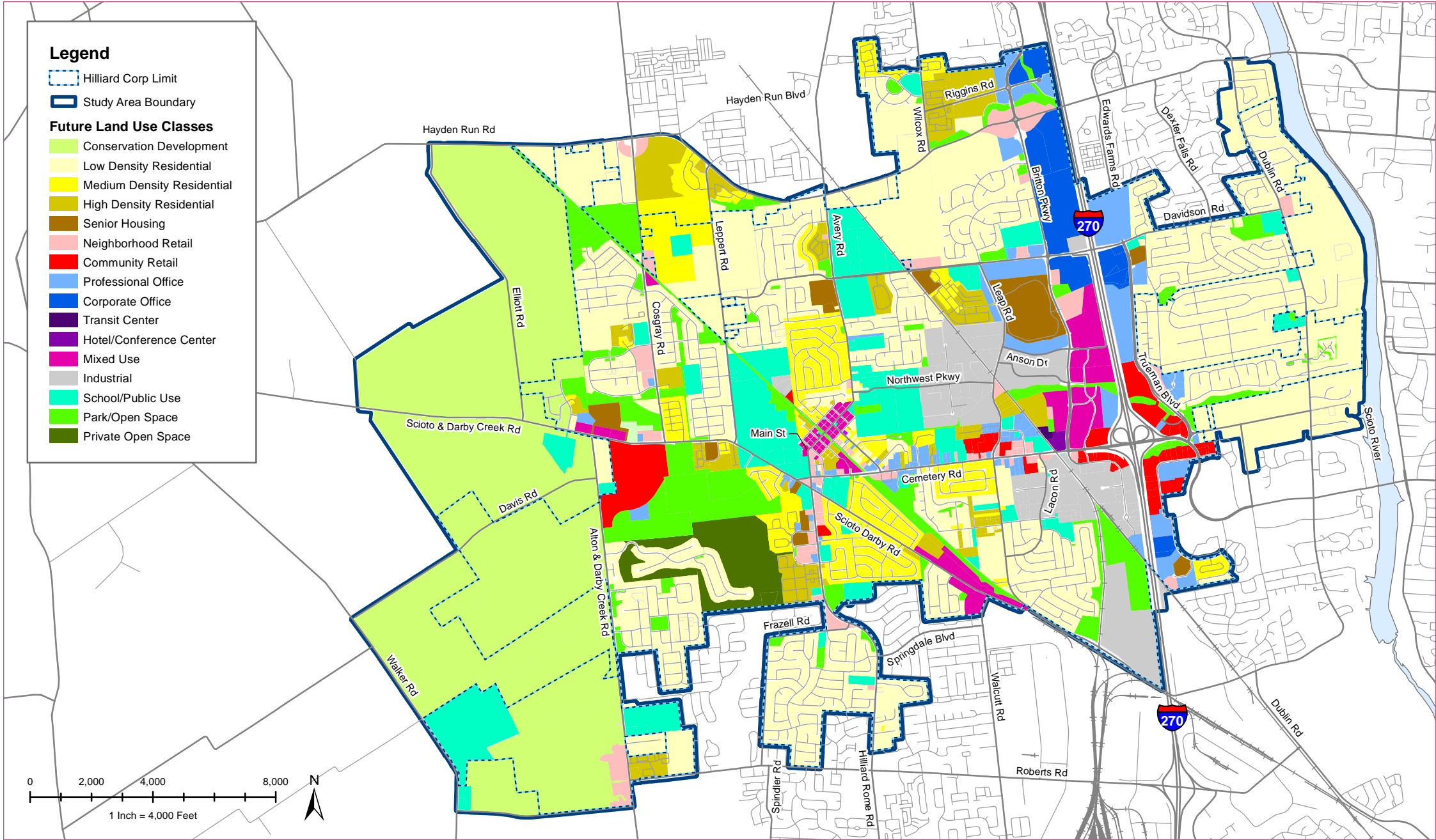
To achieve the ends of the Comprehensive Plan, all components of the Land Use Plan should be implemented; specifically the Land Use Values outlined above, the Land Use Plan Map, and the recommendations of both Chapter 4 and Chapter 5. The Land Use Plan should guide the evaluation of future development projects and land use-related policy and program decisions. When and where possible, land should be rezoned in accordance with the new Land Use Plan (including the Land Use Plan Map) and developers should strive to achieve the aims of both the Land Use Plan, and the Comprehensive Plan. The Land Use Plan is implemented one decision at a time and, as such, all land use decisions should be consistent with this Comprehensive Plan.

How and Where Do We Grow?

The general direction for future growth outlined in this chapter is based on a balanced approach to land use planning. The land use plan has four fundamental areas of focus.

- 1. Promotes development opportunities on vacant and underutilized sites.
- 2. Establishes new mixed use districts to create and enhance employment centers and provide new housing opportunities.
- 3. Supports new development on select greenfield sites that are interconnected and incorporate public spaces.
- 4. Conserves open space and environmentally sensitive areas by promoting conservation subdivision design.

Map 4.5 – Land Use Plan Map



Map 4.6 – Use Changes to Implement the Land Use Plan Map

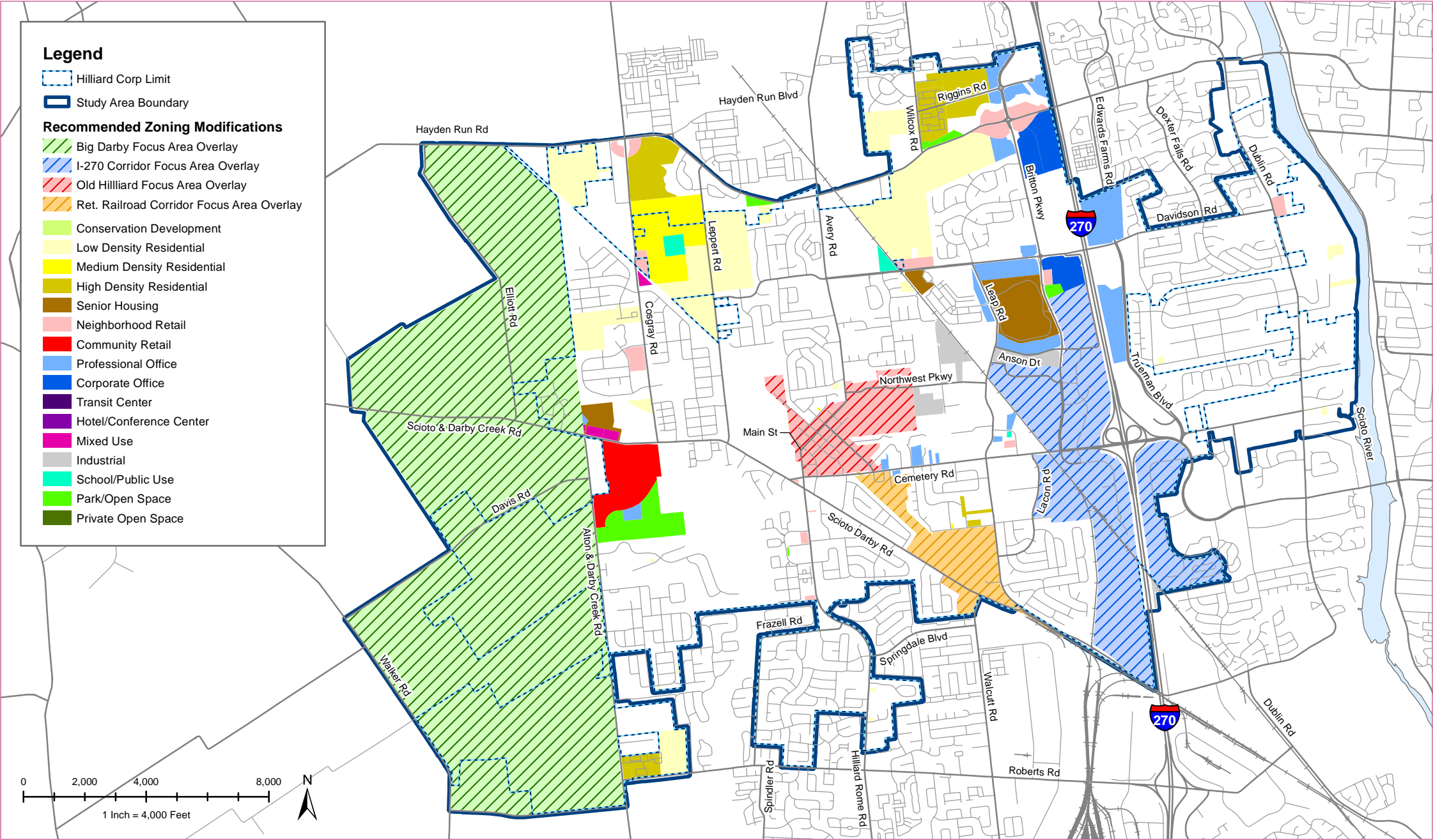


Table 4.4 – Land Use Plan: Uses Matrix

Land Use Type	Development Intent	Net Density	Lot Coverage	Front Setback	Height
Big Darby Focus Area	See Focus Area Chapter				
I-270 Corridor Focus Area					
Old Hilliard Focus Area					
Retired Railroad Corridor Focus Area					
Residential (Low Density)	<ul style="list-style-type: none">Areas planned for new residential uses supported by public spaces within or adjacent to the development.Streets should include sidewalks and street trees, and be designed to promote a walkable environment with short blocks (perimeter less than 2,400 feet). Streets and paths should connect to, or provide frequent stub streets and stub paths (approximately every 1,000 feet) to adjacent developments or developable parcels.Every dwelling should be within a mile walk of neighborhood or community retail, and a half-mile walk of a park with passive and active uses.	2 or fewer dwelling units per acre	30 percent	30 feet	1-2 stories
Residential (Medium Density)	<ul style="list-style-type: none">Residential areas appropriate for a variety of dwelling types within close proximity of planned or existing roadways and utilities.Streets should include sidewalks and street trees, and be designed to promote a walkable environment with short blocks (perimeter less than 1,800 feet). Streets and paths should connect to, or provide frequent stub streets and stub paths (approximately every 800 feet) to adjacent developments or developable parcels.Developments should provide distinct public places within a half-mile walk of all dwellings, and well planned parks and open spaces all within a quarter-mile walk of all dwellings. Such development should be within a one mile walk of a retail use or mixed-use district with retail uses.Developments should include a range of housing options and price points, including single family, condominiums, and even townhouse rental units.	2 to 6 dwelling units per acre	30 percent	30 feet	2 stories
Residential (High Density)	<ul style="list-style-type: none">These areas are intended for well-planned high-density residential uses connected via pedestrian and automobile routes.Streets should include sidewalks and street trees, and be designed to promote a walkable environment with short blocks (perimeter less than 1,800 feet). Streets should connect to, or provide frequent stub streets (approximately every 800 feet) to adjacent developments or developable parcels. Where multi-use paths or sidewalk connections exist, new development will connect to these facilities.Developments should provide distinct public places within a half-mile walk of all dwellings, and well planned parks and open spaces all within a quarter-mile walk of all dwellings. Such development should be within a half-mile walk of a retail use or mixed-use district with retail uses.Developments should include a range of housing options at a range of price points and styles, including very small lot single family homes or condominiums; attached condominiums or townhouse rentals, row houses, and midrise multi-tenant buildings. All units not within a midrise building should face the street, have their primary entry off of the street, and are encouraged to include covered porches. Public on-street parking and private parking accessed from a service road behind the structure.	6 to 20 dwelling units per acre	40 percent	20 feet	2-3 stories
Senior Housing	<ul style="list-style-type: none">Areas intended to serve the senior citizens. These areas may contain a variety of housing types and incorporate professional services intended to serve area residents.This area should include well defined passive green space with pedestrian access. Where possible, such facilities should be designed to encourage safe and convenient access to nearby retail uses and amenities.	10-20 dwelling units per acre	40 percent	20 feet	1-5 stories
Neighborhood Retail	<ul style="list-style-type: none">Small-scale commercial mixed-use center intended to serve the daily needs of residents and employment centers within a mile radius, allowing residents and workers to walk or bike to buy grocery staples, grab a cup of coffee with a friend, or eat a meal with a family member. Maximum tenant size: 20,000. Second or third floor uses may include retail, commercial, or even residential uses (condominium, rental).Parking shall be to the side or rear of the development, and excellent ped/bike access provided to all surrounding uses. On-street parking, streetscape improvements, and enhanced pedestrian crossings should be provided along adjacent streets in the immediate vicinity of neighborhood retail uses.These retail developments should have a distinct street presence and highly-attractive and memorable architecture. Public space and landmarks such as a plaza, small green, fountain, esplanade, or even a clock tower should be included in the development to provide places for area residents to gather and socialize, and to define the character of the development.	15,000-30,000 square feet per acre (min-max)	30-50 percent (min-max)	20 feet	1-3 stories

Table 4.4 – Land Use Plan: Uses Matrix (continued)

Land Use Type	Development Intent	Net Density	Lot Coverage	Front Setback	Height
Community Retail	<ul style="list-style-type: none">This district is intended to include regional retail and other auto-oriented uses such as restaurants, convenience stores, gas stations, big-box retail, large shopping centers or shopping mall facilities. Maximum building size would be 120,000 square feet.Principal structures should be built near the street with parking lots to the side or rear of these facilities. Parking lots should be well landscaped with shade trees, and shared parking agreements are encouraged. Structures should be connected to ped/bike facilities in the area, and enhanced crossings should be provided to ensure pedestrian safety in these areas.Buildings shall be well designed and have distinct architectural character. Attractive landscaping, streetscape elements, and signage should be utilized and will play a critical role toward defining the character of Hilliard.	10,000-20,000 square feet per acre (min-max)	40 percent	40 feet	1-2 stories (min-max)
Professional Office	<ul style="list-style-type: none">This area should incorporate a mix of small to medium sized office space for a range of uses, generally professionals such as medical, financial services, legal practices, and engineering consultants.Principal structures should be built near the street with parking lots to the side or rear of these facilities. Parking lots should be well landscaped with shade trees, and shared parking agreements are encouraged. Structures should be connected to ped/bike facilities in the area.Buildings shall be well designed and have distinct architectural character. Attractive landscaping, streetscape elements, and signage should be utilized and will play a critical role toward defining the character of Hilliard.	10,000-15,000 square feet per acre (min-max)	30-40 percent (min-max)	40 feet	1-3 stories (min-max)
Corporate Office	<ul style="list-style-type: none">These areas should accommodate large office buildings with freeway access and visibility, intending to serve large regional and national tenants.Principal structures should be built near the street with parking lots to the side or rear of these facilities. Parking lots should be well landscaped with shade trees, and shared parking agreements are encouraged. Structures should be connected to ped/bike facilities in the area.Buildings and sites shall be well designed, incorporate sustainable development practices, have distinct architectural character, and be well integrated with surrounding development and amenities, ideally including retail uses within walking distance. Attractive landscaping, streetscape elements, and signage should enhance the Britton Parkway corridor and be attractive from I-270.	15,000-25,000 square feet per acre (min-max)	30-40 percent (min-max)	40 feet	1-5 stories
Mixed Use	<ul style="list-style-type: none">This area is planned to include a mix of uses, of which may include retail, office, and residential uses integrated vertically (within the same structure) and horizontally. No use should constitute more than 60 percent, and retail should not constitute more than 25 percent. Retail uses should be on the first floor, have a strong street presence visible to adjacent heavily-traveled streets, and consist of neighborhood serving retail uses such as cafes, coffee shops, small grocery or convenience store (less than 20,000 square feet). Other uses such as enclosed parking, offices, and commercial uses are permitted on any floor. Residential uses should not be on the first floor.Principal structures should be built near the street with parking lots to the side or rear of these facilities. Parking lots should be well landscaped with shade trees, and on-street parking and developer-maintained public parking areas are encouraged. Structures should be connected to ped/bike facilities in the area, and enhanced crossings should be provided to ensure pedestrian safety in these areas.These retail developments should have a distinct street presence and highly-attractive and memorable architecture. Public space and landmarks such as a plaza, small green, fountain, esplanade, or even a clock tower should be included in the development to provide places for area residents to gather and socialize, and to define the character of the development.	20,000-30,000 square feet per acre (min-max)	30-40 percent (min-max)	0-20 feet (min-max)	1-5 stories (min-max)
Industrial	<ul style="list-style-type: none">This area allows for light industrial uses within close proximity of I-270 and Cemetery Road. Development in this area is encouraged primarily for industrial users, but may integrate some office uses and include open space. Development should be set back from the roadway in a manner that does not compromise the quality of the streetscape or surrounding uses/districts.Ped/bike access should be integrated into the site layout to encourage employees to walk or bike to work.	10,000-15,000 square feet per acre (min-max)	30 percent	50 feet	1-2 stories (min-max)
School, Public-Use, and Non-profit	<ul style="list-style-type: none">Areas intended to serve/accommodate public and semi-public uses.Such facilities should be well designed and integrated into their surroundings, including the guidance provided for other uses in this table.Structures should be connected to ped/bike facilities in the area, and enhanced crossings should be provided to ensure pedestrian safety in these areas.	n/a	n/a	n/a	n/a
Parkland	<ul style="list-style-type: none">Expand the existing park network to serve a variety of active and passive uses. New park development should be easily accessed by a variety of mobility options, include multi-generational activities, and provide environmental education opportunities.Park facilities should include a range of active and passive uses or activities, and be designed to reduce maintenance expenses.Where possible, shared-use parking agreements should be sought to reduce the need for parking lots at area parks.	n/a	n/a	n/a	n/a

Land Use Recommendations

Goal

Hilliard will be a prosperous and fiscally balanced community that takes advantage of new and emerging markets, as well as underutilized properties, to increase its tax base and maintain the high level of services that residents have come to expect.

Objective LU-1: Make Hilliard a more connected and walkable city.

- **Action LU-1.1:** *Revise applicable zoning codes and other standards to encourage a walkable mix of uses and amenities throughout Hilliard*
Encourage a greater mix of uses by strategically adding nodes of neighborhoods serving retail and commercial service uses, as well as public parks and/or gathering spaces throughout the city. The locations of these nodes, identified in the Future Land Use Map, serve the purpose of bringing retail uses within a mile walk of all homes and most businesses throughout the city.
- **Action LU-1.2:** *Revise design guidelines and subdivision code to require more connections and improved pedestrian/bike connectivity between and through new development.*
The code revisions should require developments to have short block lengths (400 to 550 feet)

between pedestrian and/or vehicular connections, encourage rear alley access, encourage and/or provide access to desirable amenities and public spaces, as well as ensure sufficient connectivity to adjacent development. Such connections should provide direct paths between both residential and commercial uses, and complementary uses such as retail and recreational uses. Until the code is revised, work to ensure new development emphasizes these principles.

- **Action LU-1.3:** *Work with land owners and developers to implement the Future Land Use Map zoning changes.*
Where development agreements have been made, reach out to developers, asking them to consider adjusting their approved planned developments to emphasize an improved mix of uses and site designs that better match the intent of this Comprehensive Plan. An

emphasis should be placed on improving walkability through development sites; increasing the density of development to assemble more land as useful park, plaza, or recreational space; reducing the segregation of land uses; and encouraging shared parking on common and adjacent developments.

- **Action LU-1.4:** *Coordinate with neighboring jurisdictions to develop compatible land use connections that create opportunities for new mobility linkages.*
As a part of this effort, work with neighboring communities to match adjacent land uses and connect stub streets and stub paths.

Objective LU-2: Make Hilliard a more sustainable city.

- **Action LU-2.1:** *To the extent possible, encourage future development in the Focus Areas.*



Development in the Focus Areas, specifically in Old Hilliard, the I-270 Corridor, and the Retired Railroad Corridor, will further encourage future investment in these areas; as well as reduce the need for future roadway and utility infrastructure and the additional maintenance costs that result. Possible incentives include tax abatements, tax increment financing, job creation tax credits, streamlined approval process, etc.

- **Action LU-2.2:** *Adopt the policy of not subsidizing development outside of the Focus Areas, particularly residential or retail development.* For development that occurs outside of the Old Hilliard, the I-270 Corridor, and the Retired Railroad Corridor focus areas, the City should place the full burden of improvements required to support development on developers. Many of the required improvements are beyond the area of development, or incurred in the future, after a developer has completed their project. Such costs could include the extension of new gravity sanitary sewers; the operation, maintenance, and eventual replacement costs of sanitary sewer lift stations; the cost of making off-site transportation improvements such as widening area roadways and improving intersections; the cost of plowing and repaving constructed roadways, etc.
- **Action LU-2.3:** *Revise Subdivision and City Building codes to encourage green building practices.* The City should encourage green building practices by revising code to allow or require such practices, and by providing development incentives to support the construction of buildings to utilize green building practices. Such changes as encouraging solar orientation of streets (and

homes), encouraging development at a higher density with a larger open space requirement, and ensuring direct and convenient pedestrian and bike paths to area schools, parks, and retail uses are simple and inexpensive ways of improving the sustainability of Hilliard's future neighborhoods and mixed-use developments.

- **Action LU-2.4:** *Work with developers and others to create open space linkages as redevelopment and new development occurs throughout the City.* These linkages will help connect areas of open space and habitat. Linkages should be naturalized, kept or reconstructed to be prairie, forest, or wetland habitat, and include trails or multi-use paths to facilitate their enjoyment by Hilliard's residents.
- **Action LU-2.5:** *Revise code to permit businesses and homeowners throughout the city to utilize sustainable practices and technology.* The code should regulate negative impacts (e.g. appearance, noise, pollution, impact to adjacent parcels, etc.) without outlawing specific technology. The code should address small-scale wind turbines, solar panels, solar hot water heating systems, rain gardens, rain barrels, local food production, and pervious surfaces (driveways).

Objective LU-3: Make Hilliard a more unique and desirable city

- **Action LU-3.1:** *Update zoning and subdivision ordinances to allow for a wider variety of housing types and styles needed to better accommodate empty-nesters and first-time home buyers, as well as move-up and luxury home buyers.* The development standard should recognize the desire for small lot, modestly priced single

family homes, as well as attached and detached condominiums located within a close walk of a variety of amenities including retail uses, and public spaces.

- **Action LU-3.2:** *Create a neighborhood retail zoning use and re-zone these areas as recommended by the Land Use Map.* The use restrictions should be designed to be compatible with adjacent residential development, including attractive structures built to the sidewalk and oriented toward the street, rear and side parking, screened and attractively landscaped parking lots, four-sided architecture, attractive public spaces such as plazas and connections between the rear parking and the street, and adequate pedestrian/bike access to adjacent development.
- **Action LU-3.3:** *Update development standards and subdivision code to require new developments to create usable public spaces such as parks, plazas, community buildings.* The City should work with developers to achieve this requirement. Options for meeting this requirement may include the option of donating land (off-site) for the creation of a new park or a fee in lieu of meeting the requirement. In areas of the city where quality public spaces are desired and needed, the City should work with developers to encourage the donation of property for public use, providing density bonuses and other incentives to do so. Such facilities should be designed to benefit the aesthetics (and value) of adjacent development as well as be accessible to and inclusive of all users. Where possible, such facilities should be contiguous to similar facilities on adjacent properties.

Regulatory Implications

Development regulations are the key tool in implementing the land use principles, development concepts, objectives, and strategies. The existing development regulations in Hilliard should be reevaluated with respect to how well they reflect the recommendations in the Plan.

In general, Hilliard's current development regulations are proscriptive, stating what the City does not want. A new approach to regulating development is necessary—one that is form-based and is prescriptive in nature, stating what is desired by the City. Hilliard should consider creating a form-based code or modifying its existing zoning code to integrate more form-based standards. Such a system would greatly simplify the system of zoning classifications and allow a wider mix of uses.