

2. LAND USE AND DEVELOPMENT

Goal

Development and conservation that is strategic and coordinated, creates distinctive places that enhance quality of life, highlights small-town character, exhibits strong environmental stewardship, and provides long-term fiscal health.

Objectives

- ***Focus growth inward. (Big Ideas 1 and 7)***
- ***Create walkable, mixed-use places throughout the city. (Big Ideas 2, 3, 5, and 6)***
- ***Encourage trail-oriented development. (Big Idea 3)***
- ***Expand the variety of housing types and price-points. (Big Idea 8)***
- ***Maintain and strengthen existing neighborhoods and housing.***
- ***Exhibit strong environmental stewardship through conservation and development practices.***
- ***Expand and improve utility services to support desired development.***
- ***Ensure that net revenue generated by development exceeds costs for infrastructure and services.***

Managing a community's physical environment, both built and natural, is a critical aspect of the Comprehensive Plan. This chapter provides city-wide guidance for land use, physical development, infrastructure improvement, and stewardship of natural resources. It also provides the foundation for the plan's recommendations about mobility and connectivity, parks and public spaces, and the five Focus Areas. The future land use component in this chapter serves as guidance for implementing and updating the city's zoning regulations.



Chapter organization

- Context
- Future Land Use and Character Map
- Actions

CONTEXT: KEY FINDINGS AND OPPORTUNITIES

Early in the Hilliard by Design process, the city's built and natural environment was assessed through quantitative analysis, qualitative input from stakeholders, and review of numerous past plans. That assessment covered growth history, population and demographic trends, existing use and character, development capacity, natural resources, and historic preservation. The findings summarized below directly inform the recommended programs and policies in this chapter and elsewhere in the plan. See the appendices for additional analysis.

Public input highlights

Understanding community input provides context for several of the key findings that follow. During the first round of community input, participants were asked, *"When you think about how Hilliard develops in the future, (places to live, to work, to grow, to preserve, to change) what is most important to you?"* The most common themes from responses were:

A greater variety of things to do (twenty-six percent of responses)

- Activities and places for all ages (family, children, senior adults)
- Restaurant options (unique, local)
- Year-round community events
- Ample activity options (indoor/outdoor recreation, playgrounds, museums, galleries, maker space, athletics fields, etc.)
- Community center and recreational programs

Improved community character, appearance, placemaking and culture (twenty percent)

- Unique public spaces and character that attract people, businesses, etc.
- Beautification and improvement projects, specifically gateways such as Cemetery Road (landscaping)
- Maintain small-town character in spite of growth, maintain authentic/historic attributes

Better development / redevelopment projects (forteen percent)

- More mixed-use projects
- Less sprawl
- Redevelopment in areas including Old Hilliard, along Cemetery Road and the I-270 corridor (Mill Run)
- Quality, good design (not cookie-cutter)
- Balance of rural environment with urban growth
- "Smart development", eco-friendly

Mobility (thirteen percent)

- Bike and pedestrian connectivity, safe street crossing
- Pedestrian-friendly environments
- More trails and paths
- Sidewalk improvements, connections between parks and neighborhoods

More green space and open space preservation (ten percent)

- Preserving green space generally
- Protect Big Darby Creek watershed
- Access to nature, more nature trails
- Develop neighborhoods around parks

More businesses (ten percent)

Housing in all price ranges and types (five percent)

No more apartments / senior housing (three percent)

Note: percentages represent the proportion of comments from participants. They are not intended to reflect all members of the community.

Existing Land Use Conditions and Trends

Hilliard's development continues to evolve. From its roots as a farming community centered around the railroad, it rapidly grew in a low density auto-centric suburban pattern with the arrival of the I-270 outerbelt. In recent years, the city has worked to improve its historic core, conserve remaining open space, develop a more diverse mix of residential uses, and encourage redevelopment and infill development of underutilized areas along the I-270 corridor.

Much of the city's existing suburban land use pattern is not going to change, but there are attributes of current conditions that future development should mitigate. The predominantly low density residential and auto-centric land use pattern that occurred over the past sixty years is costly for the city to serve and maintain over the long-term, relative to the amount of revenue it generates (see Economic Vitality for detail). This pattern of segregated land uses and large circuitous residential subdivisions that virtually requires use of an automobile, has negatively impacted the ability for residents to walk or bike to a local park, a local elementary school, or a corner store. Additionally, this pattern has greatly impacted natural and agricultural areas with the conversion of habitat and farmland to residential subdivisions and strip commercial centers. Beyond the fiscal, transportation, 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. Residents observe that much of the city feels homogenous and lacks a charming character that promotes community pride, which people have for Old Hilliard.

The five focus areas collectively contain most of the opportunities for improving the city's character, sense of place, connectivity, and fiscal strength through changes to land use. These five areas collectively represent about thirty percent of the planning area.

There is land and infrastructure capacity for growth within the city's existing boundary. About twenty percent of the city's land area is undeveloped, and much of that is surrounded by existing development and served by existing infrastructure. Additionally, many of the developed non-residential areas have opportunities for infill and redevelopment. Developing this vacant and underutilized land more efficiently will maximize the use of existing infrastructure and limit the

consumption of undeveloped land beyond the city's western edge.

Infill and redevelopment was a theme in the 2011 comprehensive plan. Over the past ten years, most of the city's growth has occurred within the city's existing area.

There is a strong need for housing and the housing stock is becoming more diverse. Hilliard has been among the fastest growing suburban communities in Central Ohio over the past several decades. Growth is expected to continue, but at a gradually slowing rate.

Over half of the city's housing was built between 1980-1999, and another thirty percent was built since 2000. Most of that housing was single family. Between 2010-2019 there was a shift in residential development toward more multi-family. Small and large multi-family buildings have increased in number and as a share of all housing in the last ten years. Given projected demographic shifts, our region will need more attached housing types and housing on small lots, compared to typical suburban style, large lot single family homes that made up much of the housing development over the past thirty years. Local real estate professionals have indicated that there is a strong unmet demand for housing options in Hilliard at the low end and high end of the price spectrum.

There is little existing mixed use development. The characteristics that make Old Hilliard a place that evokes pride—walkability, mix of uses, charm, public spaces—can be incorporated into new development. There are many notable places created in Central Ohio in the past ten years that contain these attributes. In Hilliard, there have been two small scale examples: Landmark Lofts in Old Hilliard, and the L.C. Brooklands/Giant Eagle center along Britton Parkway. Including Old Hilliard, these mixed use places total only about one percent of the city's land.

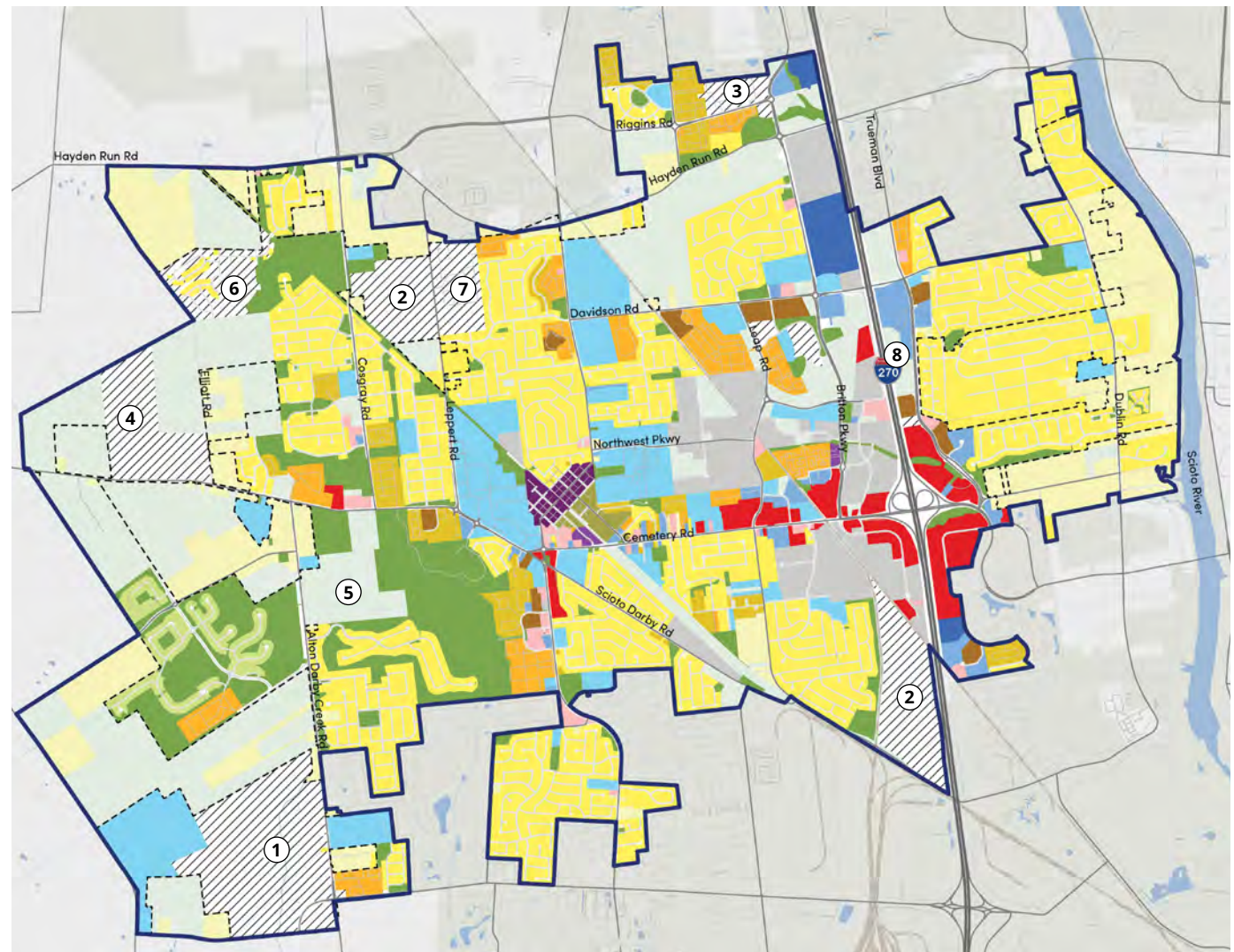
Two other mixed-use projects in the pipeline, Alton Place, an over two hundred acre-mixed residential development with a neighborhood center, and TruePointe, a 23.5 acre mixed-use development on Trueman Boulevard that will have commercial, office, residential, and a hotel.

Map 2.1. Existing Land Use and Character



Anticipated Development

- ① Alton Place
- ② Amazon Data Center
- ③ Upper Vue Flats
- ④ Hill Farm
- ⑤ Jerman Property
- ⑥ Tarlton Meadows
- ⑦ The Courtyard at Carr Farms
- ⑧ TruePointe



Existing land use categories are defined in the Appendix. These definitions may differ slightly from recommended conditions depicted later in this chapter.

Existing land use by type (2021)

Land Use Type	City Limits		Planning Area	
	Acres	Percent	Acres	Percent
Old Hilliard Core	32	<1%	32	<1%
Old Hilliard Neighborhood	26	<1%	26	<1%
Rural / Edge	536	6%	1,246	11%
Conservation Residential	117	1%	117	1%
Residential, Low Density	2,219	24%	2,684	24%
Residential, Medium Density	158	2%	158	1%
Residential, High Density	355	4%	355	3%
Residential, Senior Living	78	1%	78	1%
Mixed-Use	34	<1%	34	<1%
Community Commercial	222	2%	222	2%
Neighborhood Commercial	80	1%	80	1%
Industrial / Logistics / Warehousing	492	5%	492	4%
Corporate / Premium Office	88	1%	88	1%
Standard / Medical Office	140	2%	140	1%
School / Public / Semi-public	812	9%	822	7%
Park / Open Space	998	11%	1,355	12%
Undeveloped / Agriculture	1,811	19%	2,370	21%
Anticipated Development	1,100	12%	1,115	10%
Total	9,298	100%	11,414	100%

Notable changes in land use since 2011 (percent of planning area)

	2011	2021
Single family residential (low density, medium density and rural edge)	32%	36%
Apartment residential or senior living (high density)	<2%	4%
Parks and Open Space (including private)	6%	12%
Vacant / Undeveloped Agriculture	32%	21%









Insight2050, prepared in 2015, was an initiative to help Central Ohio communities proactively prepare for growth. Insight2050 showed that over the next thirty years, based on needs of our changing population, our region will need more attached housing types and housing on small lots, compared to typical suburban style large lot single family homes that made up much of the housing development over the past thirty years. Looking ahead, our region is seeing shifting preferences that include:

- **Housing settings** – The two age groups growing fastest (under age thirty-five and over age sixty-five) tend to need or prefer smaller housing types, shorter commutes, walkable places, and living in proximity to shops and restaurants (based on recent studies by the Urban Land Institute and the National Association of Realtors)
- **Employment settings** – Businesses are choosing to locate where the skilled workforce wants to live and work.
- **Commercial settings** – Walkable commercial settings outperform auto-oriented development in consumer preference and fiscal return. The fastest growing age groups tend to prefer walkable neighborhood scale retail.
- **Mobility choices** – Increasingly, Central Ohio residents want and need to travel by modes other than a car. The ability to safely and efficiently get from home to our destinations requires planning for all roadway users, including pedestrians, bicyclists, and users of public transportation.




FUTURE LAND USE AND CHARACTER MAP

The Future Land Use and Character Map expresses the city's intent for where and how Hilliard should use its land in the future. For the entire city and its planning area, this map identifies a preferred future character type. These types are defined by various attributes of urban form, mobility, and land uses. They encompass a range of conditions that can apply to places citywide. Within certain Focus Areas, additional design or land use criteria may apply. The categories are described on the following pages.




Neighborhoods and Residential Areas

-  Rural Edge
-  Suburban Residential (low)
-  Suburban Residential (med)
-  Senior Living
-  Village Residential (med)
-  Urban Residential (high)




Non-residential Areas

-  General Commercial
-  Office / Institutional
-  Flex Employment

Mixed-use Areas

-  Neighborhood mixed-use
-  Village mixed-use
-  Urban mixed-use

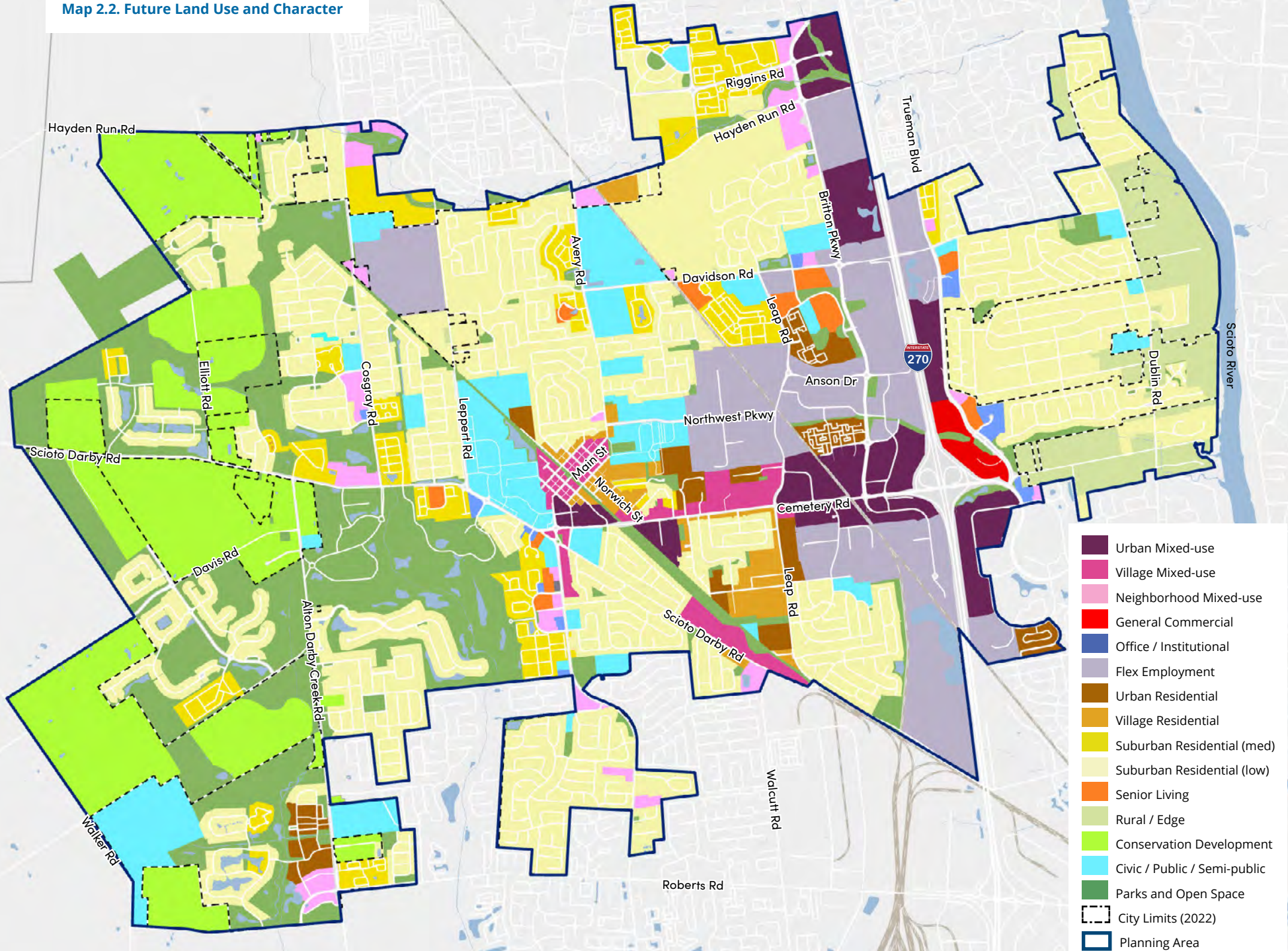
Other Areas

-  School / Public / Semi-public
-  Parks and Open Space
-  Conservation Development

The Future Land Use and Character Map is a tool for the city to guide decisions about future land use and development over time. It is not a mandate for development or redevelopment but describes the city's expectations regarding the use and character of future development. It is implemented over time through the administration of the city's zoning regulations and various public and private development decisions. It will serve as the basis for potential future zoning updates. Each of the Focus Areas have additional guidance that should be consulted when considering development in those locations.

(see page 29 for more distinction between the Plan and zoning).

Map 2.2. Future Land Use and Character



- Urban Mixed-use
- Village Mixed-use
- Neighborhood Mixed-use
- General Commercial
- Office / Institutional
- Flex Employment
- Urban Residential
- Village Residential
- Suburban Residential (med)
- Suburban Residential (low)
- Senior Living
- Rural / Edge
- Conservation Development
- Civic / Public / Semi-public
- Parks and Open Space
- City Limits (2022)
- Planning Area

Residential Areas

Rural Edge



Areas of existing large lot development that occur along rural or transitional corridors (lots greater than one acre). These areas are mostly residential but may contain civic or limited commercial/agricultural uses. They are usually developed under county zoning and subdivision standards, but may represent areas in the city with a rural or estate residential character. These areas are not expected to change significantly from current conditions.

Building Setback	Varies, may be greater than 50'
Height	1-2 stories
Density (net)	1 du/ac or less
Open Space	May have trail access.
Transportation	Primarily automobile access. Each lot may have direct access to a corridor.

Suburban Residential (low)



Areas of mostly single family residential on lot sizes that average a quarter acre. This type represents most existing neighborhoods in Hilliard.

Future developments should feature a street network of walkable blocks, street and path connections to adjacent neighborhoods, walkable proximity to parks, and bikeable proximity to neighborhood commercial areas. They may include a mix of housing types that together do not exceed the average density.

Building Setback	20-30'
Height	1-2 stories
Density (net)	1-3 du/ac
Open Space	Neighborhood parks, passive reserve areas and trails. Schools serve as open space.
Transportation	Primarily automobile access but with sidewalks, trail connections, and facilities to support biking and walking.
Streets	Streets should be designed to promote a walkable setting with short blocks (perimeter less than 2,000'), limited use of cul-de-sacs or dead-end streets, and include sidewalks and street trees. Neighborhoods should provide street connections to adjacent residential areas or stub streets for future connections.

Residential Areas (continued)

Suburban Residential (med)



Areas of small-scale attached residential development including duplexes, townhomes, patio homes, and small apartment buildings. Existing developments tend to have a pattern where they are separated from other land use types or neighborhood areas and do not have a walkable design. They may serve as a transition between a single family area and a corridor or non-residential area. Future application of this type should be limited in favor of residential areas with walkable blocks, a mix of housing types, street and path connections to adjacent neighborhoods, and proximity to parks and neighborhood commercial areas.

Building Setback	20-30'
Height	1-3 stories
Density (net)	4-10 du/ac
Open Space	Neighborhood parks, passive reserve areas and trails. Schools serve as open space.
Transportation	Primarily automobile access but with sidewalks and facilities to support biking and walking. Site design should accommodate transit.
Streets	Streets should be designed to promote a walkable setting with short blocks (perimeter less than 1,600'), limited use of cul-de-sacs or dead-end streets, and include sidewalks and street trees. Neighborhoods should provide street connections to adjacent residential areas or stub streets for future connections.

Senior Living



Areas appropriate for a range of residential developments intended for senior citizens that include a focus on life care including, "continuing care retirement communities," "independent living," "assisted living," and "memory care" (among other types). These areas may exhibit physical characteristics of apartments or townhomes, or may be designed in a campus. They may include limited office or institutional uses, commercial services and amenities, such as banks, beauty salons, fitness centers etc. for residents.

These facilities could also be appropriate in the office/institutional category. Other age-restricted senior citizen residential developments without a significant care focus could be appropriate in other land use categories.

Building Setback	20-30'
Height	1-3 stories
Density (net)	10-20 du/ac
Open Space	Neighborhood parks, passive reserve areas and trails.
Transportation	Primarily automobile access but with sidewalks and facilities to support biking and walking. Site design should accommodate transit.
Streets	These areas may be located along thoroughfares and should have sidewalks, street trees, and safe connections to nearby amenities such as commercial centers.

Residential Areas (continued)

Village Residential (med-high)



Areas appropriate for a range of compact housing types such as small-lot single family, duplexes, multiplexes, and townhomes, that are similar in scale to single family neighborhoods but cluster more units in a smaller footprint. These areas may include a mix of housing types within a neighborhood, sometimes on the same block. They are designed to prioritize pedestrians with buildings located close to the street to frame inviting pedestrian spaces. They may be an appropriate transition between higher intensity residential or mixed-use development, and single-family neighborhoods.

Building Setback	10-20' (buildings may front onto shared open spaces)
Height	1.5-3 stories
Density (net)	6-16 du/ac
Open Space	Public open spaces are integrated into the design of the neighborhood and may include small-scale parks, playgrounds, passive reserve areas, and trails. Schools and civic uses may also be integrated into the neighborhood and serve as open space. All residences should be within a five minute walk to a park.
Transportation	Walking, biking, transit, automobile. Parking may be on-street; May include front-loaded or alley-loaded garages.
Streets	Streets should be designed to promote a walkable setting with short blocks (perimeter less than 1,600'), sidewalks, and street trees. Neighborhoods should provide street connections to adjacent residential areas or stub streets for future connections.

Urban Residential (high)



Areas appropriate for a range of compact and multi-unit housing types including townhomes and apartments that are designed in a pedestrian-oriented configuration. Buildings frame streets or public open spaces. This type of residential area is appropriate near commercial, employment, mixed-use centers, or along corridors.

Building Setback	20-30'
Height	3-4 stories
Density (net)	16-30 du/ac
Open Space	Public open spaces are integrated into the design of the neighborhood and may include small-scale parks, playgrounds, passive reserve areas, and trails. Schools also serve as open space. All residences should be within a five-minute walk to a park.
Transportation	Walking, biking, transit, automobile. Parking may be on-street and private off-street; May include front- or alley-loaded garages, alley-access garages with living areas above, or shared parking structures.
Streets	Streets should be designed to promote a walkable setting with short blocks (perimeter less than 1,600'), sidewalks and street trees. Residences should be designed to front onto a public street or open space.

Non-residential Areas

General Commercial



Areas situated along major transportation corridors that are appropriate for a mix of commercial development including shopping centers, large format retail, and auto-oriented uses. Development is composed of primarily one story, large footprint buildings, but may include a variety of building sizes, including multi-story hotels. These areas have an auto-oriented design but should be well-connected with pedestrian accommodations and feature high-quality landscaping and streetscape elements. Principal structures should be built near the street with parking lots to the side or rear of buildings. Parking lots should be well landscaped with shade trees, and shared parking agreements are encouraged. character.

Building Setback	Varies, may be greater than 50'
Height	1-5 stories (mostly one story)
Density (net)	N/A
Open Space	Trail connections; Passive preserved land and landscaped setback areas; Most open space is private.
Transportation	Primarily automobile, but site design should accommodate biking, transit, and other transportation alternatives.
Streets	Developments should be designed to manage vehicle access onto thoroughfares and minimize pedestrian conflict points. Well-designed pedestrian crossings should be provided to ensure pedestrian safety in these areas.

Office / Institutional



Areas for concentrations of small to medium size office and institutional developments providing a range of uses such as financial, medical, legal, etc. in a primarily auto-oriented setting. 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.

Like general commercial, these areas should be well-connected with pedestrian accommodations and feature high quality landscaping and streetscape elements.

Building Setback	20-30'
Height	1-4 stories
Density (net)	N/A
Open Space	Trail connections; Passive preserved land and landscaped setback areas; Most open space is private.
Transportation	Primarily automobile, but site design should accommodate biking, transit, and other transportation alternatives.
Streets	Developments should be designed to manage vehicle access onto thoroughfares and minimize pedestrian conflict points. Well-designed pedestrian crossings should be provided to ensure pedestrian safety in these areas.

Non-residential Areas (continued)

Flex Employment



Areas appropriate for employment intensive uses that may include corporate office, light industrial, advanced manufacturing, research and development, support services, or incubator facilities for start-ups and growing tech/research. Buildings tend to be large footprint, 1-2 story, and include “high-bay” spaces and loading areas.

These areas could be designed in a campus or mixed-use setting with connected pedestrian networks and shared parking.

Building Setback	30-50'
Height	1-4 stories
Density (net)	N/A
Open Space	Trail connections; Passive preserved land and landscaped setback areas; Most open space is private.
Transportation	Primarily automobile and access for large trucks, but site design should accommodate biking, transit, and other transportation alternatives.
Streets	These areas may be located along thoroughfares and should have sidewalks, street trees, and safe connections to nearby amenities such as commercial centers.

Mixed-use Areas

Neighborhood Mixed-use



Small-scale, walkable places that provide goods and services to and within walking distance of surrounding neighborhoods. They generally exist near prominent intersections within a neighborhood or at its edge, and may serve as a transition between a more intense commercial or mixed-use area, and a residential area. These areas may include small mixed-use, live-work, office, commercial/retail, or multi-family residential uses that are compatible in scale to nearby neighborhoods. They should be designed with buildings oriented to frame streets or public spaces and parking and drive-throughs to the rear or side of buildings.

Target mix: between 70-80% non-residential; 20-30% residential

Building Setback	0-20'
Height	1-3 stories
Density	Residential that is similar in pattern to village or urban residential is appropriate if secondary to non-residential uses such as commercial and office. Residential uses are appropriate on the second or third floor of mixed-use buildings. Ground floor residential should not occupy more than 20% of a mixed-use area.
Open Space	Formal parks, pocket parks, plazas, trails, "green infrastructure," and other public realm areas (spaces between buildings and the street) act as open space.
Transportation	Walking, biking, transit, automobile. Shared surface parking located behind buildings; structured parking; on-street parking.
Streets	Streets should promote a walkable setting with short blocks (perimeter less than 1,600'), sidewalks, and street trees.

Mixed-use Areas (Continued)

Village Mixed-use



Moderate-scale walkable mixed-use areas that may incorporate office, retail, civic, residential, and community gathering spaces both vertically and horizontally. Buildings should be oriented to frame attractive streets and public spaces, while vehicle access and parking should be located behind buildings and may be shared. Along primary corridors, ground floor uses should be retail or office while upper floors may be residential. At the edges of a village mixed-use area, mixed residential development may occur as transitions to lower intensity residential areas.

Urban Mixed-use



Large and most intense walkable mixed-use areas with employment, commercial, residential, civic, and supporting uses integrated horizontally and vertically. Similar to village mixed-use, these places may feature larger buildings or may cover larger areas. They are appropriate for nodes within the I-270 corridor and portions of Cemetery Road. Urban mixed-use areas usually include a prominent center, such as a civic site, community gathering place, major employment location, or a retail hub.

Target mix of a 50 acre mixed use area: between 45-65% office; 5-15% retail/commercial; 20-45% residential

Building Setback	0-20'
Height	2-4 stories (for Village Mixed-use) or 2-6 stories (for Urban Mixed-use)
Density	Residential uses may be included as part of a mixed-use center to provide a critical mass of people necessary to make other uses viable. Residential should be located on upper floors of mixed-use buildings if included near the center of a mixed-use area. Ground floor residential should be located at the edges of a mixed-use area. Residential that is similar in pattern to village or urban residential is appropriate if secondary to non-residential uses such as commercial and office.
Open Space	Formal parks, pocket parks, plazas, trails, "green infrastructure," public realm (spaces between buildings and the street) acts as open space.
Transportation	Walking, biking, transit, automobile. Shared surface parking located behind buildings; structured parking; on-street parking.
Streets	Streets should promote a walkable setting with short blocks (perimeter less than 1,600'), sidewalks and street trees. Residences should be designed to front onto a public street or open space.

Other Areas

Conservation Development



Areas that are currently undeveloped or in a rural residential or agricultural use where future development should be limited to protect environmentally sensitive land and limit the city's long-term infrastructure costs. These areas could accommodate a range of residential and non-residential uses in a pattern that clusters development and preserves at least fifty percent open space on a site. These areas may incorporate areas of forest, prairie, and wetland into the neighborhood design. Additionally, development in these areas should be encouraged to utilize low impact building and site design practices.

School / public / semi-public

Public and semi-public uses such as schools, city facilities, and places of worship. Form characteristics vary.

Park / Open Space

Land used for public or privately owned parks and recreational uses, or lands that are preserved in a natural state. May include portions of private lands that have been identified for open space preservation as part of future development projects, but not necessarily targeted for public dedication or acquisition.

Implementing the land use vision through zoning

The Future Land Use and Character Map depicts appropriate future development patterns throughout the city and its exclusive utility expansion area. It reinforces existing patterns in some areas and supports changes to land use or development patterns in other areas. This element of the comprehensive plan is implemented through the city's zoning ordinance. Zoning is a legal tool that regulates land use and the intensity of development, including types of structures that may be built, how they are to be built, where they are to be built, and how they may be used. Each property in the city is assigned to a zoning district. There may be more than one appropriate zoning category for a particular future land use category. For example, there is one "flex employment" future land use category, but there may be two or more appropriate zoning districts to account for various intensities, activities, and contexts.

The land use vision is implemented over time through many distinct public and private development decisions. For example, property owners seeking to redevelop or change the use of their property often have to seek rezoning. Rezoning decisions are evaluated with respect to how they conform to the comprehensive plan's Future Land Use and Character Map. Effectively implementing this land use vision will require updating the City's Zoning Ordinance to reflect the desired outcomes.

The adjacent table summarizes the distinction between the comprehensive plan's Future Land Use and Character Map and the Zoning Ordinance.

Plan (Future Land Use)	Zoning Ordinance
<ul style="list-style-type: none">• Describes general intended future land use and development characteristics	<ul style="list-style-type: none">• Defines specific land uses and development characteristics permitted today
<ul style="list-style-type: none">• General policy guide	<ul style="list-style-type: none">• Specific and detailed standards
<ul style="list-style-type: none">• Applies within the city's planning area including beyond current city limits	<ul style="list-style-type: none">• Applies within current city limits
<ul style="list-style-type: none">• Not parcel specific	<ul style="list-style-type: none">• Parcel specific
<ul style="list-style-type: none">• Not legally binding, but used to inform zoning changes, which should be "in accordance with" the Plan	<ul style="list-style-type: none">• Legal document: departure from zoning requires either a rezoning (legislative process) or a variance (a quasi-judicial process)

ACTIONS

In addition to the Future Land Use and Character Map, the following actions support the land use and development objectives. These actions are strategic projects, policies, and programs that supplement existing city activities. They are organized by the objectives, but most of these actions support multiple objectives.

Focus growth inward. *(Big Idea 1)*

- LU 1 Focus development incentives within the Focus Areas.** City incentives to encourage private development should be reserved for use in priority areas such as the five Focus Areas or other similar locations in the city. The intent should be to prioritize efficient use of land and infrastructure by promoting redevelopment and infill on vacant or underutilized sites. This policy should apply to various types of incentives such as regulatory provisions like density bonuses, financial incentives such as special tax or financing districts, or other incentives such as infrastructure improvements and cost-sharing partnerships.

Create walkable, mixed-use places throughout the city.

- LU 2 Encourage interim uses on intended redevelopment sites.** The city should utilize interim or temporary uses to activate underutilized land until such sites can be redeveloped. Utilize the existing Temporary Use process to facilitate requests and update that process as necessary. Ensure that these permits expire upon a certain timeframe or conditions to ensure their temporary nature.



Temporary Uses

There are several areas in the city such as in the Cemetery Road corridor, Old Hilliard, or locations near I-270 with underutilized or vacant sites that could be opportunities for mixed-use development. Often, such redevelopment takes time to materialize and occurs incrementally. Temporary uses such as pop-up retail stores, festival spaces, food trucks, business start-up and shared spaces, can rapidly and efficiently bring underutilized land into productive use. They offer low-cost and low-risk ways to respond quickly to changing conditions and demands, allow for experimentation, and often lead to permanent investment.

LU 3 Update the zoning code to address land uses and development standards that apply to various locations across the city. The following actions apply generally to the zoning code and would address development issues throughout the city. They could be undertaken together as one code update effort.

zc Throughout this plan, actions that involve potential zoning code updates specific to each Focus Area or other topics are identified with this icon.

LU 3.1 Establish standards that encourage development and redevelopment with a walkable mix of uses at various locations. Create new zoning districts or redefine the permitted uses and design standards in the B-1, B-2, B-3 and B-4 districts to allow for mixed-use developments at various scales without requiring a Planned Unit Development (PUD) process. Incorporate design standards for mixed-use areas to address building and parking location relative to the street, sidewalk location and connectivity, building design, and public spaces. Incorporate building design standards that complement or maintain the neighborhood character (e.g., Old Hilliard)

LU 3.2 Address signs, landscaping, parking, lighting, and other site development standards citywide. Update the sign regulations to ensure compliance with the first amendment and recent case law. Re-evaluate sign regulations with respect to type, size, appearance, etc. to ensure that they are achieving desired results without being overly restrictive and specific. Re-evaluate the effectiveness of current landscaping standards including tree preservation/replacement, plant lists, and natural area standards. Update required buffer standards and open space set-aside requirements.

LU 3.3 Streamline, modernize, and make the zoning ordinance more user-friendly. Improvements include updating definitions and procedures, creating a simplified and consolidated table of all uses for all districts (permitted and conditional), and updating standards for specific conditional uses.



Zoning to encourage mixed-use redevelopment

Many jurisdictions have adopted zoning regulations that make it easier to create mixed-use, pedestrian-oriented places. Notable Central Ohio examples include Columbus' Urban Commercial Overlay (UCO), Upper Arlington's Unified Development Ordinance (UDO), Dublin's Bridge Street District, and Franklin County's Smart Growth Overlay. These codes address common design standards such as:

Building design

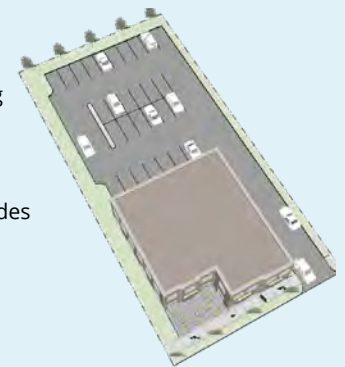
- Orient buildings toward main road
- Percentage of frontage occupied by building
- Percentage of building front with windows (transparency)
- Minimum building height
- Architectural features to break up long façades

Building placement

- Minimal building setbacks along main roads
- Maximum side-yard setbacks

Site standards

- Parking lots and drive-throughs at side or rear
- Reduce minimum required parking
- Screen parking lots with landscaping
- Landscape front yards
- Plant shade trees along street



Encourage trail-oriented development. *(Big Idea 3)*

LU 4 Create standards for trail-oriented development.

ZC

Develop standards that incentivize trail-oriented building and site design for development that has direct access (frontage or dual-frontage) to adjacent trails.



Trail-oriented Development

Communities across the country are investing in local trails and reaping the benefits of active transportation and enhanced property values. Through strategies such as public art, outdoor furniture, and trail-themed events, trails can also prompt investment in trail-adjacent properties. Several communities have established partnerships, education, and incentives, to provide trail oriented features and maintenance of those features for properties with direct access to trails. Consider various levels of investment (low: landscape furnishings, water stations, dog amenities; medium: public art, shade structure; high: improved sidewalks and trails, bike and pedestrian bridges, spurs, etc.) The Crooked Can is an existing example of Trail Oriented development

Expand the variety of housing types and price-points. *(Big Idea 8)*

LU 5 Remove barriers to various forms of attainable or “missing-middle” housing.

ZC

Ensure there are opportunities to build smaller format housing products that local college graduates, young members of the city's workforce, and other moderate income households could afford to purchase. An update to the zoning ordinance should define a wide range of housing types including duplexes, triplexes, accessory dwellings, and other housing solutions, allow development of these housing types "by-right" in appropriate districts. It is not the intent to allow alternative housing types in all single-family residential zones, but they may be appropriate in some existing zoning districts.

LU 6 Utilize density bonuses or other non-financial means to incentivize desired development characteristics.

ZC

A density bonus is a regulatory incentive intended to increase the profitability of a project by allowing a greater amount of building or residential units on a site in exchange for providing more amenities that benefits the community such as open space preservation or attainable/affordable housing units, trail-oriented amenities, parking, alternative energy generation, etc. In some cases, the benefit would not need to be provided on the same site but might be achieved by a payment-in-lieu. A payment-in-lieu may enable the city to fund more strategic opportunities such as acquiring specific land elsewhere. Regulatory incentives should be determined in consultation with the development community.

Missing Middle Housing Options

Missing Middle Housing refers to a range of multi-unit or clustered housing types that fall between detached single family homes and mid-rise developments. Missing Middle Housing types are compatible in scale with detached single-family homes and could provide diverse housing options to meet the needs of different lifestyle and affordability needs. The following list is some of the common missing middle housing types with a brief description of their design.



Duplex

A small- to medium-sized structure consisting of two dwelling units, either side-by-side or stacked one on top of the other, which face the street and have separate entrances.



Fourplex

A medium-sized structure which consists of four dwelling units, typically stacked with two on the ground floor and two above, that face a street and are accessed through a shared entrance.



Multiplex

A medium-sized structure consisting of five to 10 side-by-side or stacked dwelling units, typically with a single shared or series of shared entrances.



Townhouse

A small- to medium-sized structure consisting of usually three to eight attached single-family homes placed side-by-side. Each townhome would face the street and be accessed by a private entrance.



Courtyard Apartment

A medium- to large-sized structure consisting of multiple side-by-side or stacked dwelling units accessed from a shared courtyard or series of courtyards. Units may have separate entrances or shared entrances depending on design.



Bungalow Court

A series of small, detached structures providing multiple units arranged around a shared court that is perpendicular to the street. The shared court replaces the private backyard as a shared amenity by all the units.



Live/Work Unit

A small- to medium-sized structure, attached or detached, consisting of a single dwelling unit above or behind a ground floor space for use as a service or retail business. Both the residential and commercial units are owned by the same entity.



Carriage House

An accessory structure typically located to the rear of a lot providing a small dwelling unit or office space. The unit can be located above a garage or on the ground level, whether attached or detached.

Maintain and strengthen existing neighborhoods and housing.

LU 7 Monitor neighborhood change. Hilliard's older established neighborhoods have most of its moderate cost owner-occupied and renter-occupied housing. These areas are also most likely to change due to the age of the housing, the age of their occupants, and their location near redevelopment opportunities. The city should be aware of the potential for these neighborhoods to change and consider strategies to address undesirable changes to neighborhood character or displacement due to rising home prices (gentrification). As part of this effort, consider establishing a local housing task force made up of representatives from various Hilliard neighborhoods to better understand issues and discuss potential strategies.

LU 8 Participate in regional housing policy discussions. Many housing challenges are regional and solutions are best implemented on a multi-jurisdictional level. The Mid-Ohio Regional Planning commission released a Regional Housing Strategy in 2020 and an "implementer's toolkit" website with various strategies for local municipalities. MORPC also convenes a speaker series on housing topics. Hilliard should remain engaged in regional discussions about strategies to address mutual housing challenges.

Five housing cost drivers to pay attention to:

When communities want to impact the supply or affordability of housing, it is important to consider the cost drivers. The following five housing cost drivers are the primary targets for reducing costs that can result in greater supply of demanded units.

- Price of land
- Construction costs
- Development soft costs (regulatory and design)
- Capital and financing costs
- Expected return on investment

OTHER HOUSING STRATEGIES TO CONSIDER

Provide information to renters

When it comes to city, state, and federal regulations, renters often don't know their rights, do not understand the process, or have language barriers or disabilities that make it hard to navigate the system. In addition, many residents avoid notifying their property owner of problems for fear of increased rent, retaliation, or eviction. To address these vulnerabilities, Hilliard could provide informational material to inform residents of their rights, city codes, and services available to address property issues.

Rental licensing program

To better understand, monitor, and impact the supply and quality of rental housing, many cities require licensing of rental units. This process provides the city with a point of contact for each housing unit and allows for regular inspections to ensure city standards are met.

Land Acquisition Program

As a form of public-private partnership, some communities have established funds for acquiring land for the purpose of affordable / workforce housing development. In some programs, fees from other development are used to acquire existing affordable housing, or to assist non-profit developers or homeowners in acquiring/rehabilitating foreclosed and blighted single-family properties to expand the supply of affordable housing.

Community Land Trusts (CLT)

Community Land Trusts are nonprofit organizations intended to ensure long-term housing affordability by owning land and leasing it to those who live in houses on that land. This model is very effective when land values escalate faster than wages and incomes. Currently there are approximately 160 CLTs operating in every region of the country.

Pre-approved building plans

Introducing new housing types is often a challenge for developers and existing neighborhoods. To reduce developer risk and neighborhood uncertainty, several cities have created toolkits of pre-approved building plans. These tools contain specific house plans that are pre-approved for certain areas. The plans reduce community concern by clearly showing what new housing should look like. They also reduce developer costs by vastly simplifying the design process and streamlining the approval process. Generally, this strategy is most effective when it is tailored to a defined neighborhood. (example: Lancaster, OH)

Exhibit strong environmental stewardship through conservation and development practices.

- LU 9** **Require electric vehicle charging stations, recycling and bicycle racks in new development.** Require that new development provides facilities to support the city's environmental stewardship efforts. For example, multi-family, mixed-use, and commercial development should provide facilities for recycling, bicycle racks, and electrical vehicle (EV) charging. Electric vehicle hookups should be required in new single family homes.
- zc**

Expand and improve utility services to support desired development.

- LU 10** **Ensure that utility capacity is provided to and paid for by new development as it occurs.** Developers should pay for their appropriate share of necessary improvements to extend the water and sanitary sewer systems to support development in places where the infrastructure does not exist. In this way, the city will allow growth but reduce its subsidy of it. Developers should compensate the city for placing increasing demand on city-owned and operated lift stations, particularly where multiple lift stations are required to pump waste into a gravity sewer main.
- LU 11** **Use City-funded utility capacity improvements as incentives for infill and redevelopment.** Develop financing options to facilitate the construction of water and sewer projects to support development in the Old Hilliard and Retired Railroad Corridor focus areas. The city should develop financing options to allow this relief sewer to be partially paid for by development in Old Hilliard and along the Retired Railroad corridor, and if possible, from cost savings of shutting down an additional lift station. See Old Hilliard Focus Area.

