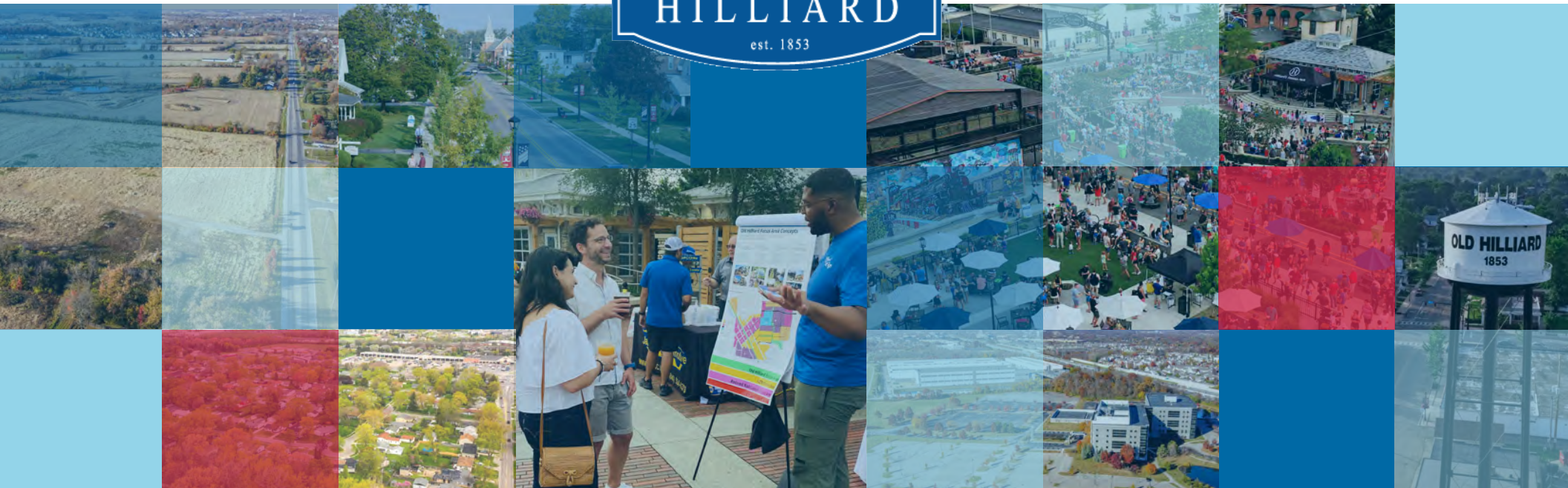


COMMUNITY PLAN

April 24, 2023





Resolution: 23-R-28 (Amended)

Adopted: April 24, 2023

Page 1 of 2

Effective: April 24, 2023

ACCEPTING THE "2023 HILLIARD COMMUNITY PLAN" FOR THE CITY OF HILLIARD, OHIO

WHEREAS, by passage of Resolution No. 21-R-47 on June 28, 2021, City Council authorized the City Manager to enter into a multi-year contract with planning NEXT to prepare an updated comprehensive plan (the "Plan") to address the changing needs and priorities of the City and to focus on making decisions that promote an economically, physically, environmentally and socially healthy community; and

WHEREAS, the planning process undertaken by planning NEXT sought to fully integrate land use, transportation, parks and public spaces, economic development, utilities and other public services to more effectively account for the needs of, and inter-relationships between each component in devising a long-range strategic plan for the City that is fiscally sound; and

WHEREAS, planning NEXT initiated a multi-year planning process which included three distinct rounds of public participation with online resources and the use of a Steering Committee to develop the Plan; and

WHEREAS, at its final scheduled public meeting on January 25, 2023, the Steering Committee reviewed final components of the Plan and forwarded the Plan to the Planning and Zoning Commission for consideration; and

WHEREAS, at its regularly scheduled public meeting on March 9, 2023, the Planning and Zoning Commission reviewed the Plan and unanimously voted to forward a positive recommendation to City Council for its acceptance; and

WHEREAS, the Council of the City of Hilliard, Ohio, has reviewed the Plan and desires to accept said Plan to guide the City's future development.

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Hilliard, Ohio, that:

SECTION 1. The "2023 Hilliard Community Plan," linked hereto as Exhibit "A" and incorporated herein, is approved and accepted by the City, which shall serve as a guide for making policy and development decisions for the betterment of the City and its citizens.

SECTION 2. As staff presents land use and zoning changes, they present each target area separately and Council begin those conversations in a Committee of the Whole meeting prior to Planning and Zoning.

SECTION 3. This Resolution is effective upon its adoption.

ATTEST:

SIGNED:

Diane C. Werbrich, MMC
Clerk of Council

President of Council

LETTER TO THE COMMUNITY

On behalf of the community, the Hilliard by Design Steering Committee presents the City of Hilliard's Community Plan.

In the summer of 2021, the city recruited a diverse group of volunteers and tasked us with helping to shape a new plan for our community. The city asked, "How would you design the Hilliard of tomorrow? What would you change about public and private development? How would you change the community's parks? How would you plan local transportation?"

It's a challenge for most of us to envision the future. Who knew back in 2011 that Hilliard would add nine-thousand residents in ten years or that Old Hilliard would look the way it does today? Whether you realize it or not, many of the changes we've seen over the past ten years were guided by the city's 2011 Comprehensive Plan. But just as important as change, we asked ourselves, "What things about Hilliard are great today and should not change?"

This plan is a tool for the city to guide growth for the next ten years and beyond. It addresses change, but also how to conserve natural resources and retain many aspects of Hilliard's character. Specifically, this plan encourages growing inward rather than outward, continuing to focus on Old Hilliard, encouraging revitalization along Cemetery Road, creating more safe opportunities to walk and bike, developing more mixed-use places, and improving our city's tax base so that we can continue to improve the services and amenities that our community wants.

While not every recommendation in the plan will be supported by everyone, it reflects the committee's direction, the input of hundreds of other community members, and an understanding of data and trends.

Our city's previous plan, created over ten years ago, led to many positive changes in our community. We hope this plan will continue to make Hilliard the best place it can be – to live, to work, to run a business, to raise a family, and to play.

We want to thank every community member who offered their time and ideas to Hilliard by Design. We look forward to our continued collaboration over the coming years as we move through the hard work to implement this plan.

Sincerely,

Libby Gierach

Co-Chair
Hilliard by Design Steering Committee

Joel Assenheimer

Co-Chair
Hilliard by Design Steering Committee

ACKNOWLEDGMENTS

The city would like to thank the following individuals for their commitment and dedication in assisting with the Hilliard by Design initiative. Sharing your knowledge, thoughts, and ideas provided an invaluable service to your community. Additionally, the city would like to thank the many other community members who participated in Hilliard by Design or simply expressed their support and enthusiasm for the effort.

City Council

Les Carrier
Tina Cottone
Peggy Hale
Pete Marsh
Omar Tarazi
Andy Teater
Cynthia Vermillion

Planning Commission

Peggy Hale, City Council Rep.
Jay Muether, Chair
Bevan Schneck, Vice-Chair
Chris Lewie
Tracey Nixon
Tom Pannett
William Uttley
Eric Gutknecht

Steering Committee

Libby Gierach, Co-chair
Joel Assenheimer, Co-chair
Mark A. DiGiovanna
Dan Ewald
Jill Gerschutz
Thomas Jacoby
David L. Johnson
Angie Kirk
Paul Lambert
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1. INTRODUCTION

In 2021, the City of Hilliard launched a process called Hilliard by Design to create a major update to the city's 2011 Comprehensive Plan. The process led to a bold vision, a series of big ideas, goals, and actions that are based on the values, needs, and aspirations of the community. The plan sets the direction for the city's growth and development, serves as a guide for decision makers and the community for future development and many aspects of our city's quality of life.

What is a comprehensive plan?

A comprehensive plan sets forth the long-range vision for physical development, transportation, community facilities and related topics. It includes specific actions (policies, projects and programs) and identifies timing and responsibilities for undertaking those actions. It also contains map-based recommendations that indicate the city's intent for where and how it will use land resources and design infrastructure improvements. The plan serves as the foundation for the city's budgeting process, zoning ordinance, land development regulations, and other ordinances. It is implemented over time through many distinct decisions including annual budgeting, departmental work programs, rezonings and subdivisions of land.

The need for a new plan

To be effective, a plan must be periodically updated to account for changing conditions, data, new technologies, and other changes. Since 2011, the community and region have experienced many changes such as significant growth, demographic and market shifts, and a global pandemic.

The city's charter emphasizes the importance of long-term planning by requiring that the Comprehensive Plan be updated every ten years. This update builds on the progress the city has made, reinforcing much of the previous plan's direction, and identifying new opportunities and actions. It also introduces several notable policy changes involving the city's western edge and its Cemetery Road gateway and I-270, along with a stronger understanding of the economic impacts of land use choices.



Chapter Contents

- What is a comprehensive plan?
- The need for a new plan
- Vision and Big Ideas
- Plan structure
- The planning process
- Key existing conditions and trends

PLAN STRUCTURE

The plan is organized into two major parts: city-wide framework and focus areas.

Citywide Framework

The city-wide framework includes four subtopics, each with a goal, several objectives, and actions.

Land use and Development

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.

Economic Vitality

A prosperous and fiscally strong community with a growing and diverse economic base where growth improves the city's ability to provide a high level of services and amenities.

Mobility and Connectivity

A safe, smart, and efficient transportation network that features strong connectivity, serves people of all ages and abilities, offers attractive choices for biking and walking, and supports placemaking.

Parks and Public Spaces

A community that is welcoming to everyone with outstanding parks and public spaces throughout the city, recreational facilities and programming that support a diverse population, and community events that serve residents and visitors.

Focus Areas

Five Focus Areas organize the plan and include specific design concepts and actions.

- **Old Hilliard**
- **Cemetery Road Corridor**
- **I-270 Corridor**
- **Retired Railroad Corridor**
- **Big Darby Area**

Goals

Intended outcomes expressed in simple terms for the plan's five topic areas

Objectives

Subthemes within the goal that serve to organize actions

Actions

A project, policy or program

Implementation

The Implementation chapter provides guidance on tracking and managing the implementation of the plan along with a summary of all the plan's actions.

VISION

The vision statement captures the broadest aspirations for Hilliard.

Authentic. Connected. Innovative.

Hilliard is a forward-thinking community where diverse businesses, organizations, and people thrive, where distinctive places are connected, and where actions shape our future and bring recognition to the community.



BIG IDEAS

Eight big ideas capture this plan's overall direction. These ideas are numbered for reference, but are not listed in any priority order.



1 Focus growth inward

Emphasize development and redevelopment of underutilized land and structures within the city rather than extending infrastructure and developing further west. Expansion of the city limits should be strategic and are limited to areas currently within the existing water and sewer service boundary agreement with Columbus.

WHY

- Use infrastructure more efficiently
- Strengthen the city's long-term financial health
- Conserve open space
- Reduce negative perceptions of outdated development



2 Create more mixed-use, walkable places.

Build upon the success and distinct character of Old Hilliard by encouraging development with an integrated mix of uses (commercial, residential, civic, public, employment) at various scales and intensities throughout the city.

- Address market shifts in favor of mixed-use places
- Provide more opportunities for services, amenities, or destinations within walking or biking distance of residents
- Make existing employment areas more successful



3 Become a trail town

Expand the city's regional trail network and support unique development and public spaces along trails. Extend the Heritage Trail to Hilliard's southern boundary and work with partners to make connections to the Quarry Trails Metro Park and downtown Columbus. Create other regional destinations through the Central Ohio Greenway network.

- Build upon success of the Heritage Trail
- Create a truly unique public space feature that distinguishes Hilliard from other communities
- Catalyze development along the trail



4 Expand opportunities for walking and biking

Provide more opportunities for the community to walk and bike through the city by filling in gaps in the trail network. Address improved connectivity across I-270, between neighborhoods, schools, parks, mixed-use destinations, and to the regional trail network.

- Address community desires for safe bike and pedestrian routes through the community
- Provide a better non-vehicular crossing over I-270
- Support alternatives for short trips to potentially reduce traffic

BIG IDEAS

Eight big ideas capture this plan's overall direction. These ideas are numbered for reference, but are not listed in any priority order.



5 Reimagine Cemetery Road

Revitalize the city's primary gateway corridor through streetscape improvements and redevelopment with a walkable mix of uses, architecture that frames the street, green space and public art.

WHY

- Create a positive first impression of the community (for visitors and community pride)
- Maximize underutilized land
- Improve opportunities for future transit through more dense development



6 Encourage mixed-use development around premium office sites.

Allow for and encourage infill commercial and residential development on or adjacent to the sites of older corporate office buildings to create new walkable mixed-use places that surround the existing structures, to make these sites more viable as employment locations in the future, and to serve as neighborhood gathering places.

- Support economic development opportunities
- Make aging office locations more viable for future reuse
- Support other Big Ideas related to housing, inward growth, and mixed-use places
- Maintain long-term financial health



7 Conserve a greenbelt

As part of focusing growth inward, acquire and preserve land on the city's western edge to create a greenbelt and future linear park connected by trails. Connect the greenbelt to neighborhoods and regional parks (as described in Ideas 3 and 4).

- Conserve environmentally sensitive areas
- Respect the Big Darby Accord
- Maintain long-term financial health



8 Expand housing options

Encourage a wider range of housing types and price-points to support a growing and changing population, including new housing types or neighborhood types that are distinctive to Hilliard.

- Ensure that Hilliard is a place where anyone can live
- Address the need for housing for young adults and empty nesters
- Be a leader in addressing regional housing needs creatively

PROCESS

The planning process was both intuitive and informed, shaped by quantitative research and input from the community. A diverse thirty member citizen steering committee helped with the process and substance of the plan. There were three rounds of public input opportunities throughout the eighteen month planning process.

Steering Committee

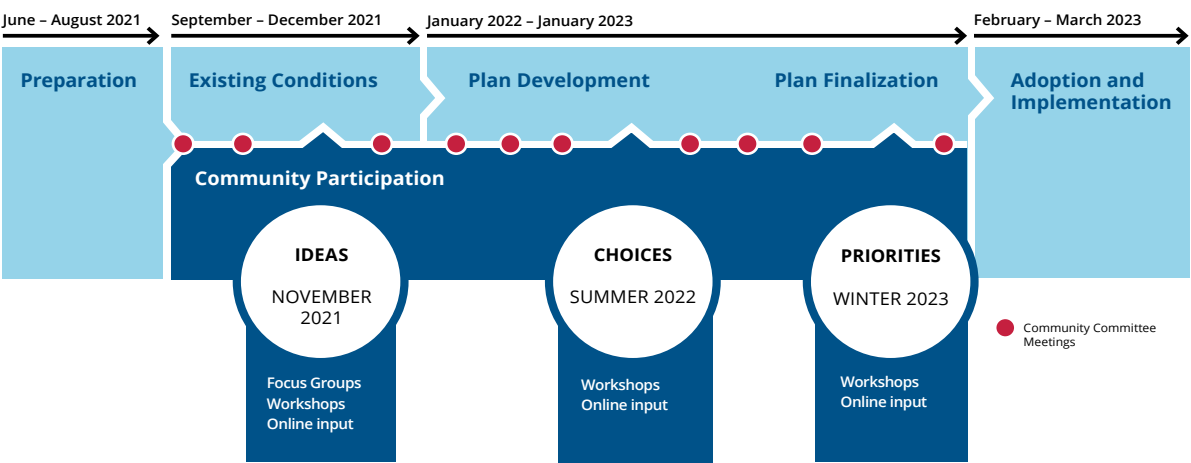
A thirty member steering committee formed through a widely advertised application process. The committee served as community advocates for the plan, assisted with community outreach, and provided guidance and direction regarding the substance of the plan. The committee held eleven official meetings and also assisted at several community input events.

Stakeholder Input

At several stages in the process, the planning team interviewed stakeholders in small group sessions. Those stakeholders included Hilliard City School District officials, transportation officials, local and regional developers, and various special interests such as environmental advocates, biking, and senior citizens. The interviews were designed to identify strengths, weaknesses, and opportunities, and to gain insight on local knowledge.

Research and Analysis

The technical analysis effort involved an analysis of existing conditions related to regional trends, land use and development, economic and fiscal impacts, multi-modal transportation, and public spaces. It also involved a review of the city's existing plans and studies.



A major aspect of the technical work was an analysis of the fiscal impacts of land use specific to Hilliard. Refer to the Economic Vitality chapter for key findings.

Round 1, Autumn 2021

In November 2021, the city hosted Ideas Week with an open house style workshop, two virtual workshops, and an online input campaign. The purpose of Ideas Week was to gather ideas about development, transportation, and public spaces to help inform the direction of the plan. The events were widely promoted and open to anyone who cared about the future of Hilliard. The workshop, held in Old Hilliard, involved an open house format with activities designed for participants to easily drop in and share ideas at their own pace. Following the workshops, additional input was collected through a project page on the city's public input website, Talk2Us.HilliardOhio.gov. Visitors to the page could submit ideas and identify locations on an interactive map.

During the month of November, approximately 150 people participated in the workshops and contributed online. To gain more participation, steering committee members conducted additional small group sessions in December. Also, the activity boards and map were posted in City Hall to collect additional input through early January.

"This is a very good thing that Hilliard is doing by listening to feedback from members of the community. Well done, and I hope that some great projects come out of this!"

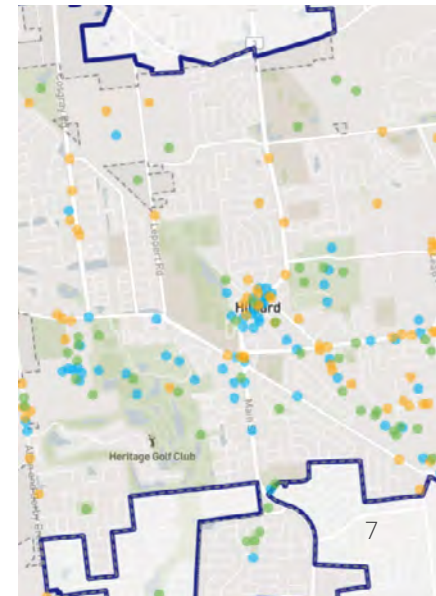
— Participant



Publicity and Outreach

Competing interests, busy lifestyles, the long-term focus of comprehensive planning and the complexity of issues make enticing people to attend planning meetings very challenging. To inform the public about the importance of Hilliard by Design, the steering committee carried out a word-of-mouth and publicity campaign that included:

- Flyers and posters
- A social media campaign
- Email
- Newspaper columns
- City website
- Video promotion
- A presence at community events



Round 2, Summer 2022

From June through August, the planning team and steering committee participated in several existing community events to raise awareness about Hilliard by Design and get feedback on the plan's big ideas and design concepts for each of the focus areas. The events included:

- Celebration at the Station (June 16 and July 14)
- Historical Society Art Show (June 25)
- Freedom Fest (July 2)
- Adult Recess (July 16)
- Online (June 16 to August 14)

During this round, the Hilliard by Design team spoke with over eight hundred people and obtained written comments from approximately 250.

Round 3, Winter 2023

In February and March, 2023, the draft plan was presented online and comments were gathered for thirty days prior to the formal public adoption process.



EXISTING CONDITIONS AND TRENDS

Each section of the plan includes a summary of relevant conditions, trends, findings from analysis, and opportunities. The following points summarize the key regional and local growth trends and profile of the city's population (see planning area map on the following page). Additional maps and analysis are included in the Appendix.

➤ Central Ohio is a growing region.

The Mid-Ohio Regional Planning Commission (MORPC) most recent population projections show that:

- Between 2020-2050, the seven-county Central Ohio region is on track to add over 550,000 people and 220,000 households, and reach a total population of three million.
- Central Ohio is the only region in Ohio that is growing in population.
- Columbus was the only large city in the Midwest that added more than 100,000 residents since 2010. Columbus has surpassed Indianapolis as the Midwest's second largest city.

➤ Central Ohio's growth is changing.

During the 2010s, the Central Ohio region saw growth occur differently than past decades:

- Shift to infill/redevelopment: seventy percent of the region's population growth was in Franklin County (compared with forty-two percent in the 2000s).
- Increasing migration: As much growth from migration as from births. Half of migration to region from foreign-born. Most domestic migration was from elsewhere in Ohio.
- Shift in housing demand: fifty-eight percent of new housing in last decade was multi-family.

➤ Hilliard has seen significant growth.

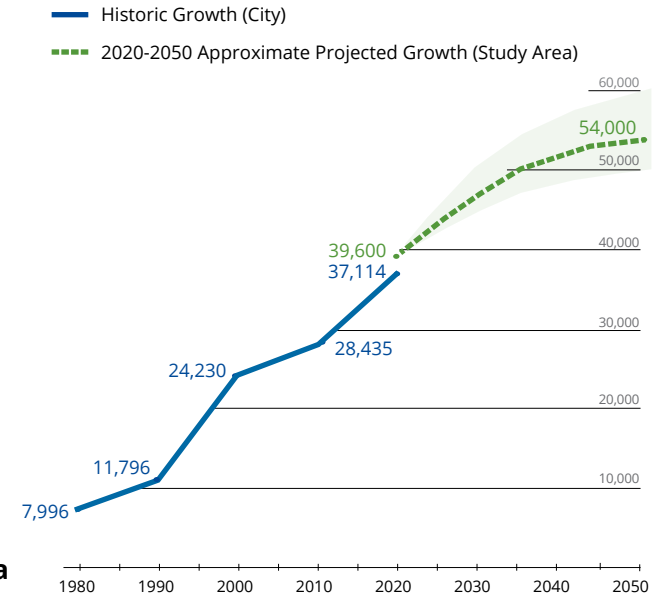
Hilliard has been among the fastest growing suburban cities in Central Ohio since it was incorporated in 1960. Since 2010, Hilliard experienced:

- The largest amount of growth of any of the suburban communities in the region
- Faster growth than forecast in the 2011 plan. At that time, the projected annual growth of 1.3% between was expected to yield a 2015 population of 30,500 and a 2020 population of about 32,500 (an increase of about four thousand people). The actual growth over the last decade was about three percent per year.

➤ Growth is projected to continue, but at a slower rate.

Recent projections from MORPC estimated for the study area (including developed land in townships) show increasing population in the city and planning area, but at a showing declining rate over time. The adjacent chart shows this projected growth, which is based on estimated regional population and on assessments of current plans/policies. The amount of and rate of growth are highly dependent on local policies and market conditions.



Hilliard's Historic And Projected Population Growth



Fastest Growing Cities In Central Ohio (2010-2020)

City	Pop. 2010	Pop. 2020	Change	% Change
Hilliard	28,435	37,114	+8,679	30.5%
Dublin	41,751	49,328	+7,577	18.2%
Delaware	34,753	41,302	+6,549	18.9%
Grove City	35,575	41,252	+5,677	16.0%
New Albany	7,724	10,825	+3,101	40.2%
Westerville	36,120	39,190	+3,070	8.5%

Map 1.1. Planning Area

-  Hilliard City Limits
-  Planning Area (Utility Service Area)

Current population

City: **37,114**

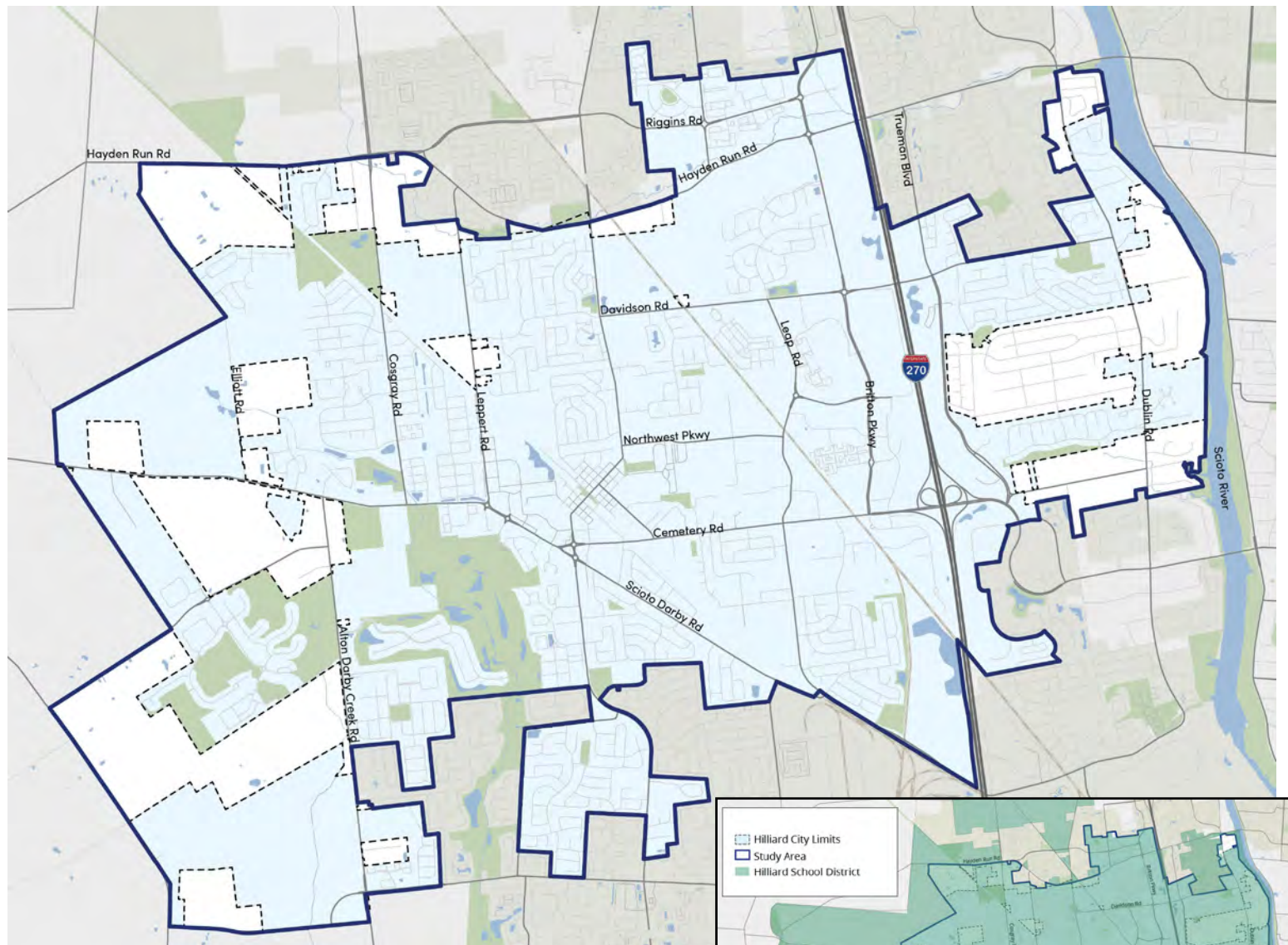
Planning Area: **39,600***

Land Area

City: **14.5** sq. mi.

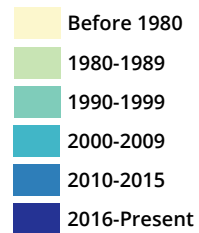
Study Area: **17.8** sq. mi.

*Based on MORPC projections prepared for the 2020-2050 Metropolitan Transportation Plan (2018)

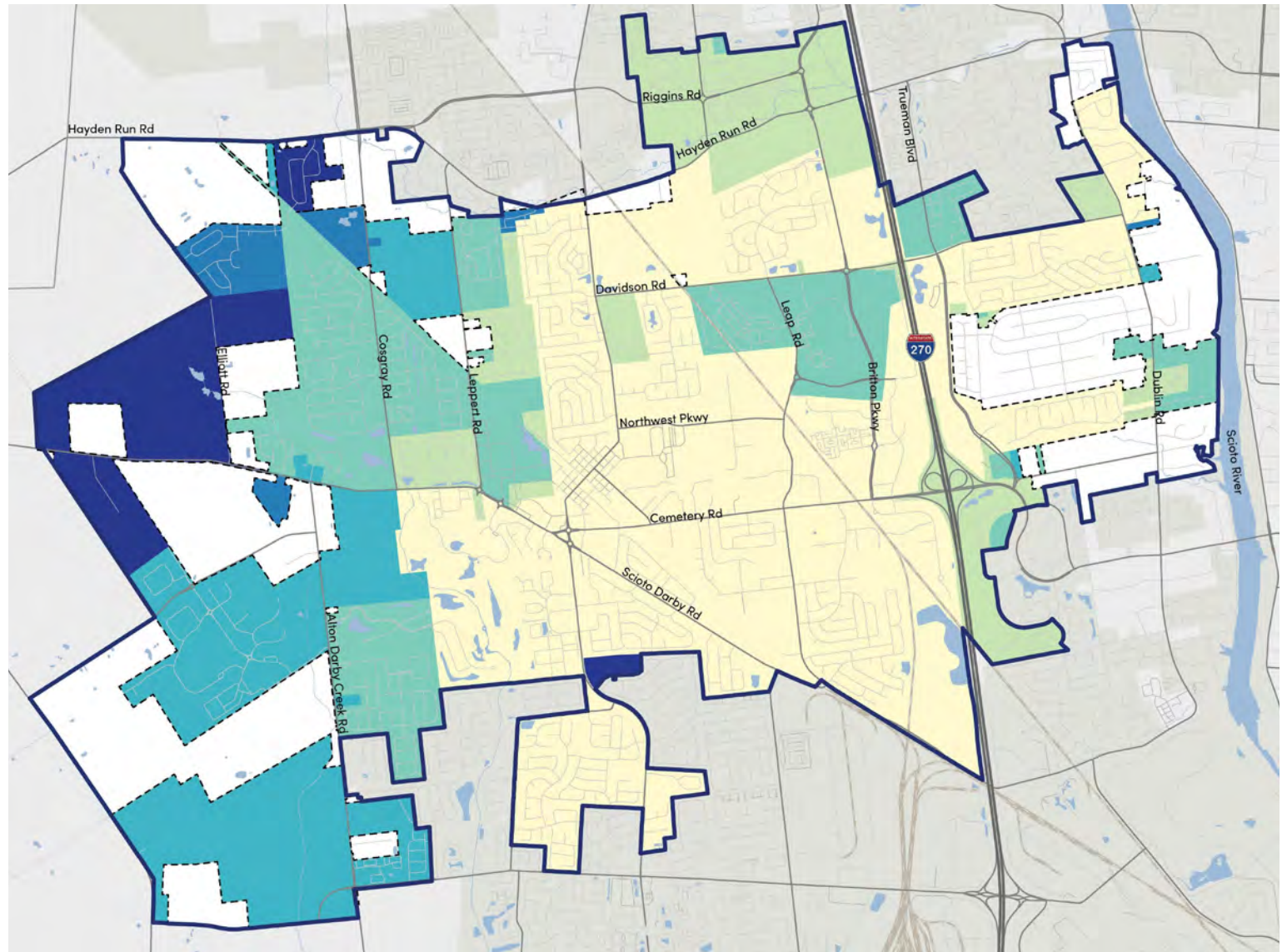


*Right:
The Hilliard City Schools District (shown in green) is a separate entity from the City of Hilliard and includes portions of the City of Columbus, City of Dublin, and unincorporated Franklin County. The approximate population within the school district is 87,000.*

Map 1.2. Annexation History



- There have been few annexations since 2016 (**591 acres**)
- Most growth over the past ten years has occurred in areas already within the city's boundary
- Future annexation is possible in western sections of the Planning Area.



Population profile

Similar to the region, the makeup of Hilliard's population is shifting. While some of these changes are small, they potentially have significant implications for future needs and preferences.

➤ Households are getting smaller

- Total households have increased at almost the same rate as the population (30%).
- Average household size declined from 2.77 to 2.62 (2010-2019)
- The number and proportion of people who live alone (single person households) increased
- Family households grew 30%, but the average size declined from 3.26 (2010) to 3.15 (2019).

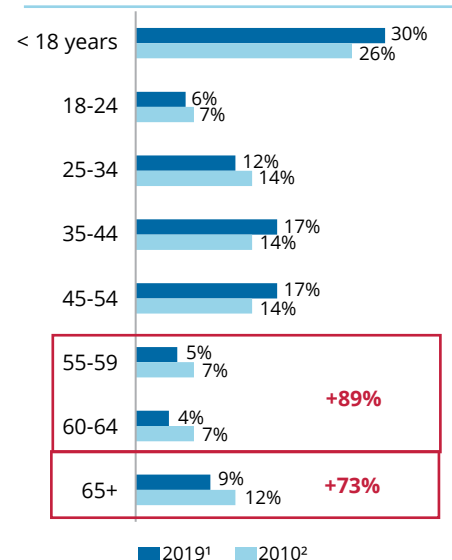
Households

Household Type	2010	2019	% change 2010-2019
Family	72%	72%	30%
Married	59%	56%	24%
w/ children <18 years	33%	26%	4%
Non-Family	24%	28%	51%
Single Person	20%	25%	60%
Avg. Size	2.77	2.62	-5%
Avg. Family Size	3.26	3.15	-3%

➤ The overall population is young

- Older groups are growing rapidly.
- The median age of 36.8 is younger than the State and most Central Ohio suburbs
- Since 2010, population aged 55-64 increased by 89% and the over age sixty-five increased by 73%

Population by Age

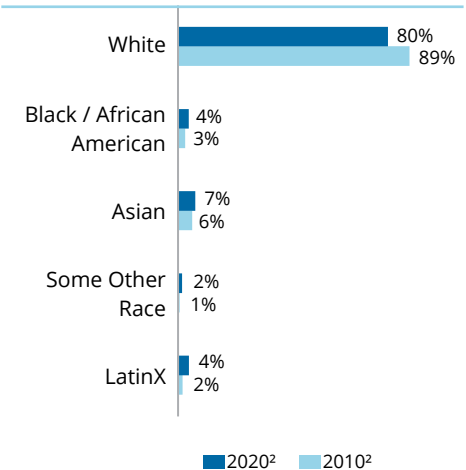


¹ACS 5-year estimates
²Census 2020

➤ The city's population has grown more diverse.

- The percent of the population identifying as a race other than white reached twenty percent in 2020, about double what it was ten years prior.
- The foreign born population has also increased (by twenty percent) since 2010.

Population by Race & Ethnicity



Equity and Disadvantaged Populations

While the city's overall population is relatively affluent and more educated compared to the region, these metrics mask several statistics about some groups in the community:

- 25% of Hilliard households earn less than \$50k/year, median is \$97k
- 6% of families with children live below the Federal poverty line
- 29% of households rent and 71% of households own
- 44% of renters and 16% of owners are considered cost-burdened
- 20% of residents are non-white
- 7% of residents are foreign-born
- 25% of the population is considered cost burdened (when a household spends 30% of their income on housing costs)

➤ **The population is more educated and relatively affluent compared to the Metropolitan Statistical Area (MSA).**

- Fifty-five percent of the population over age twenty-five has a bachelor's degree or higher. Another seven percent has an associate's degree. This level of educational attainment is above the MSA average and is comparable to central Ohio cities like Westerville and Delaware.
- The city's median household income (2019) is \$96,959. The median income is comparable to other central Ohio cities such as Westerville and Worthington.
- Five percent of the population is living below poverty level (2019). This is significantly lower compared to the Columbus MSA (thirteen percent) and the State (fourteen percent)

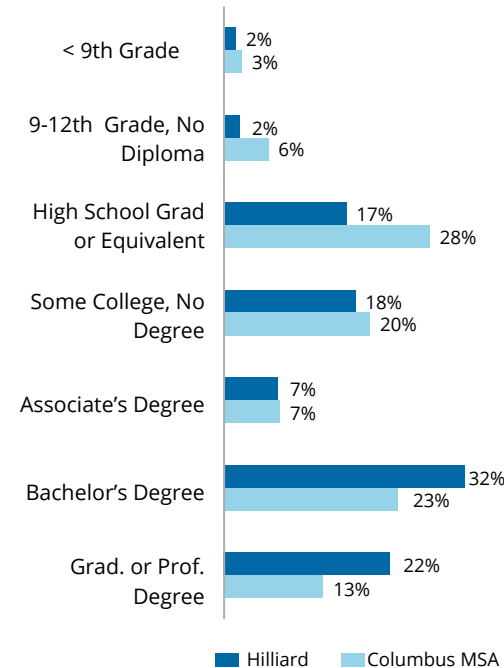
Median Household Income of Comparable Central Ohio Cities, 2019¹

City	Median Income, 2019
Dublin	\$137,867
Upper Arlington	\$123,548
Worthington	\$104,362
Hilliard	\$96,959
Westerville	\$93,717
Columbus MSA	\$65,150
Grove City	\$56,602

¹ACS 5-year estimates

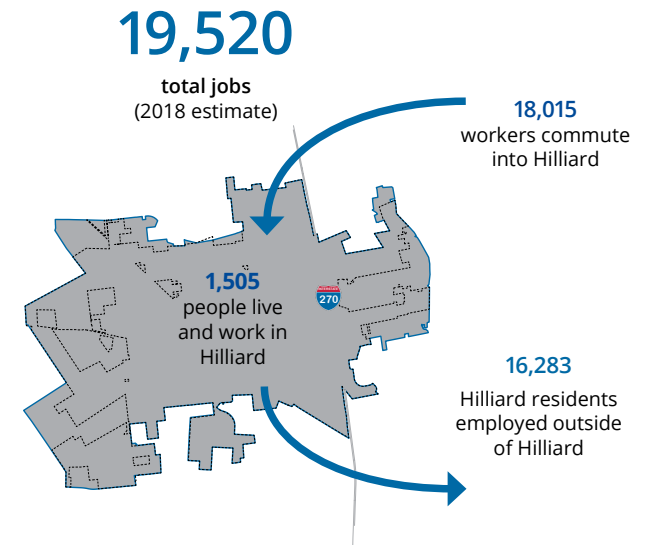
²Census 2020

Population Over 25 Years old by Educational Attainment, 2019¹



➤ **Most who live in Hilliard work elsewhere.**

Only about seven percent of residents live and work within the city. Ninety-two percent of jobs in Hilliard are filled by people living outside of the city.





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.

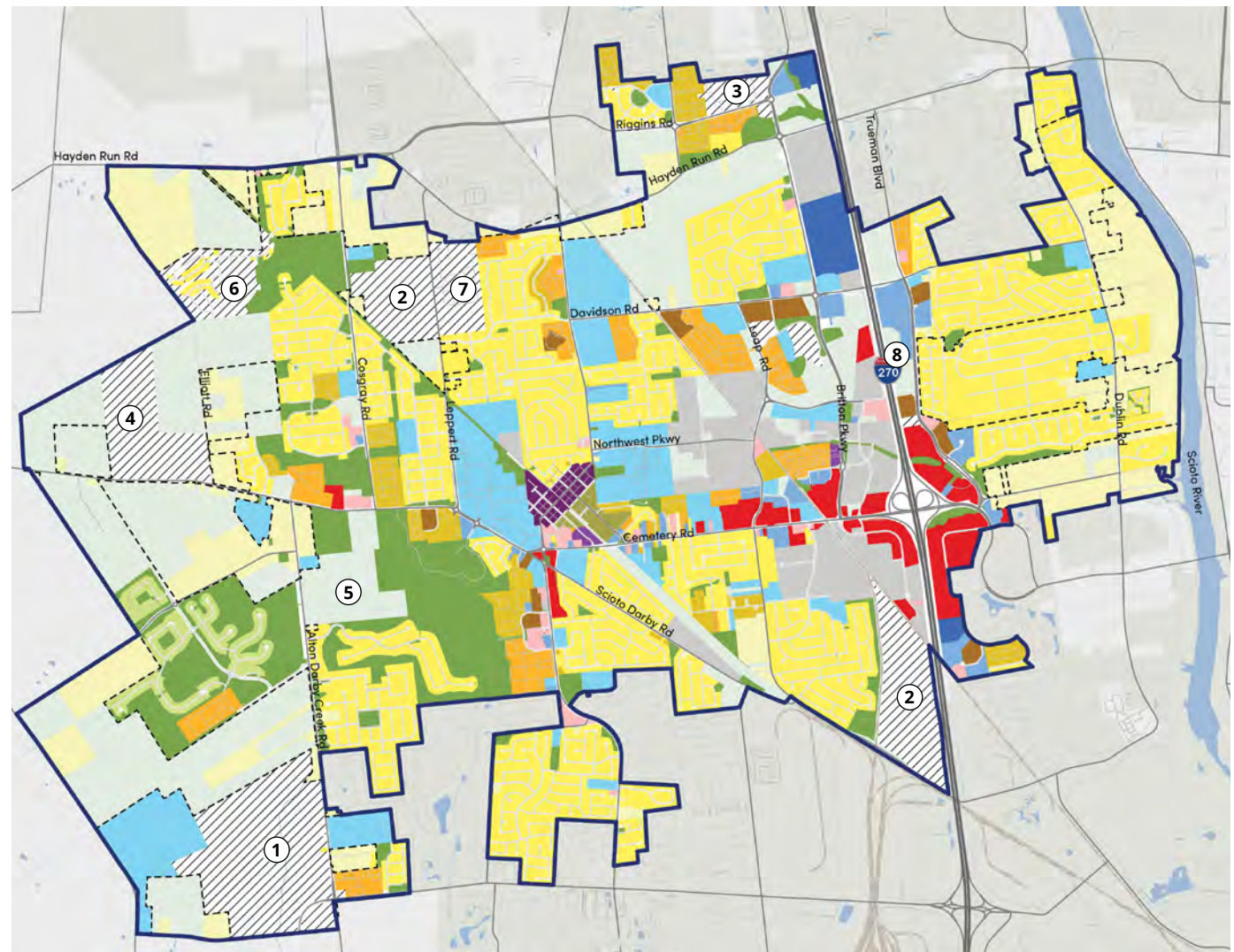
Two other mixed-use projects in the pipeline, Alton Place, an over two hundred acre-mixed residential development with a neighborhood center, and TruePointe, a 23.5 acre mixed-use development on Trueman Boulevard that will have commercial, office, residential, and a hotel.

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

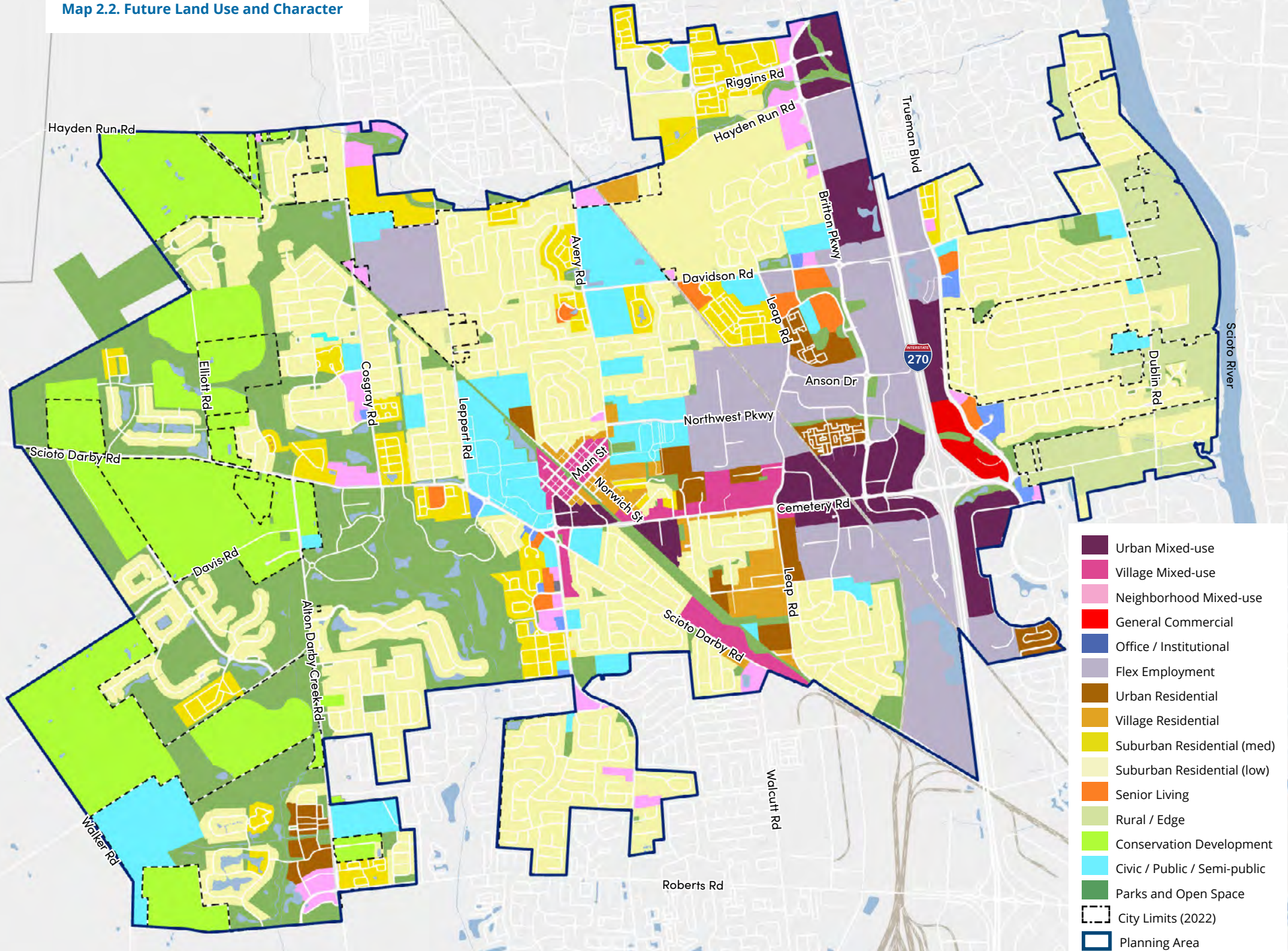
Other Areas

-  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



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

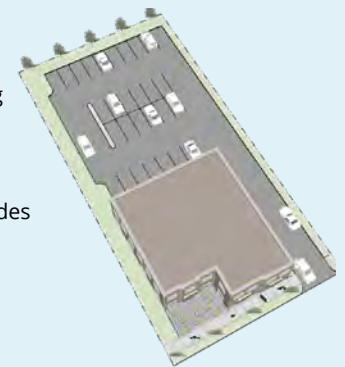
- Orient buildings toward main road
- Percentage of frontage occupied by building
- Percentage of building front with windows (transparency)
- Minimum building height
- Architectural features to break up long façades

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

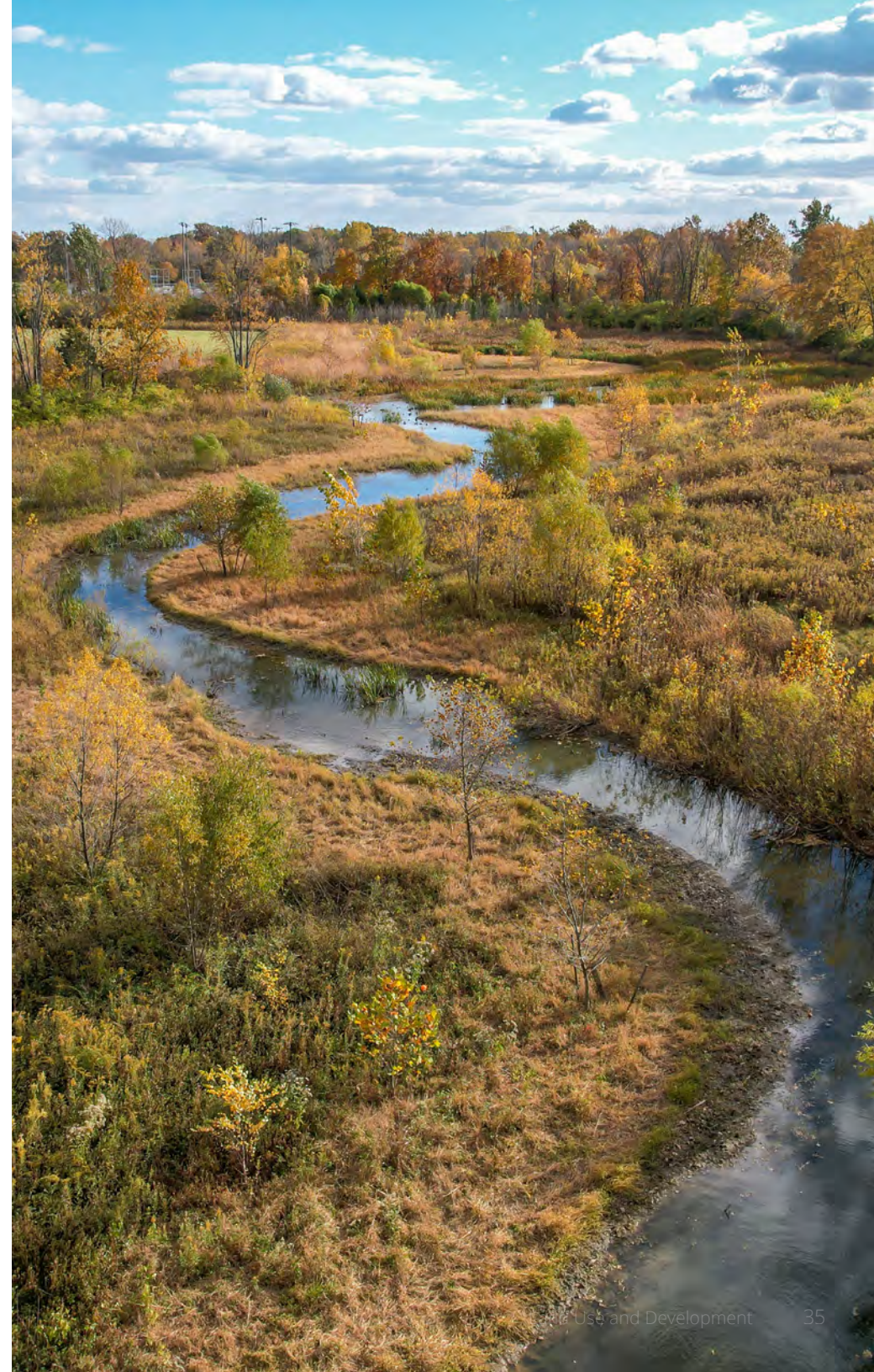
Introducing new housing types is often a challenge for developers and existing neighborhoods. To reduce developer risk and neighborhood uncertainty, several cities have created toolkits of pre-approved building plans. These tools contain specific house plans that are pre-approved for certain areas. The 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.





3. ECONOMIC VITALITY

Goal

A prosperous and fiscally strong community with a diverse and resilient economy where growth improves the city's ability to provide a high level of services and amenities.

Objectives

- *Increase the city's income tax base*
- *Slow the long-term increase in costs while maintaining desirable infrastructure conditions and levels of service*
- *Seek alternative sources of revenue or financing solutions to ensure growth pays its fair share of long-term impacts*
- *Provide places to grow the city's employment and competitive position in the region*

Economic vitality is about more than just growth, it is about growth that improves the community. It is about managing community resources — land, infrastructure, and public places to improve their quality and value while ensuring long-term financial health for the City. Hilliard's success in shaping where and how it grows will have a direct impact on its future financial health, its ability to provide outstanding services, and its ability to attract and retain businesses and people. This chapter focuses on the relationship between growth, physical development, and economic vitality.

This chapter also includes strategies that are more fully explored in the city's recently completed Economic Development Strategic Plan (2022). These include helping the city be a key player in the regional economy, supporting and strengthening the viability of existing industries, fostering a stable and competitive business climate to draw business to the City, encouraging new business start-ups, and encouraging growth in several targeted sectors.



Chapter organization

- Fiscal Analysis
- Market and Economic Conditions
- Target Industries
- Objectives and Actions

FISCAL ANALYSIS KEY FINDINGS

A city's revenue and costs over the long-term are greatly impacted by how land is used and what is built on that land. To understand those impacts, the comprehensive planning process involved an analysis of revenue and cost of land use specific to Hilliard. This fiscal understanding is grounded in the future land use map, focus area concepts, and other recommendations throughout the plan. The following key findings are explained in this section.

- 1. Income tax is critical for the city.**
- 2. Infrastructure costs will be higher in the future.**
- 3. Residential does not pay for itself regardless of the pattern.**
- 4. Low density, car-oriented commercial is the least fiscally beneficial non-residential land use, followed by warehousing and logistics.**
- 5. Mixed-use developments that include commercial, office, and residential uses are typically fiscally beneficial.**
- 6. Infill or redevelopment to utilize existing infrastructure (rather than adding new) will bring more revenue while minimizing costs per acre.**
- 7. Hilliard schools see more benefit from recent mixed-use and apartment development compared to other residential.**

Factors influencing the fiscal impact of land uses

Local revenue structure

Every community has at least one major revenue source, and, in some cases, several on which it is reliant. Examples include property tax, local sales tax, and state shared revenues. These formulas vary even between similar cities in a state or region. In Ohio, income taxes make up most of a city's revenue, while other types of local governments like townships and schools are funded by property taxes. An important component of revenue structure is the distribution/ collection formulas for various sources.

Services provided

Another important factor in the fiscal equation is the services provided by the jurisdiction. Police and fire protection are two examples. Hilliard provides police service, but fire and EMS are provided by the townships. Also, Hilliard maintains its local water and wastewater distribution system, while Columbus provides water treatment. Also schools in Ohio (as in many states) are separate entities with their own tax rates and revenue structure.

Levels of service

Levels of service generally vary from community to community. Examples of level of service standards are fire/ EMS response times, road miles paved annually, parkland per capita, etc.

Characteristics of development

Next to a community's revenue structure, no other factor has as great an impact on the net fiscal results as the demographic and market characteristics of different land uses. Examples for residential development include average household sizes, student generation rates, market value of housing units, trip generation rates, density per acre, and average household income. Characteristics for nonresidential development include square feet per employee, number of employees, wages of employees, trip generation rates, market values per square foot, sales per square foot (retail), and floor area ratio. In income tax funded municipalities, the number of jobs and wages of those jobs have a significant impact on the revenue of land uses.

Capacity and condition of existing Infrastructure

A community with excess infrastructure capacity could absorb substantially higher growth over time without making additional infrastructure investments than a community without these capacities. This excess capacity results in lower capital costs over time. This is an important factor in the fiscal equation, since costs for upkeep and eventual replacement of infrastructure are substantial. However, excess capacity over the long-term can be a liability as all infrastructure has a lifespan and must be maintained whether it is fully utilized or not.

Summary of estimated annual net fiscal impact per acre by land use type in Hilliard

RESIDENTIAL

Rural Edge



NET INCOME

-\$2k

Represents only large lot single-family residential (primarily unplatted lots). If employment uses are present, net will be higher, possibly positive.

Suburban Residential (L)



NET INCOME

-\$7k

Represents the average of all platted single-family in the city today excluding Heritage Preserve. Suburban residential types have the greatest cost per acre of all land uses.

Suburban Residential (M)



NET INCOME

-\$7k

Represents small to mid-size multi-family and attached housing including duplexes. These tend to be older apartments/condos. There are few existing examples compared to other types.

Conservation Residential



NET INCOME

-\$5k

Represents the single-family portion of Heritage Preserve including open space. Cost per acre is moderately lower than typical suburban residential.

Urban Residential (M or H)



NET INCOME

-\$4k

Represents existing apartments of twenty to forty units per building and urban townhome developments like LC Brooklands. If density were reduced, costs and revenue would decline slightly.

Senior Living



NET INCOME

\$0

Represents age restricted apartments and independent senior living facilities. They have higher revenue due to on-site employment, and have a neutral to slight negative net impact. Care-focused facilities are similar to medical office in net impact.

COMMERCIAL AND EMPLOYMENT

General Commercial



NET INCOME

-\$1k

Existing big box and highway oriented retail and commercial areas have higher cost per acre due to greater impacts of public service and infrastructure.

Warehouse / Light Indust.



NET INCOME

-\$1-10k

Existing warehouse or logistics facilities tend to have a negative net due to the low amount of employment. Existing light industrial averages net positive but is lower than other non-residential types. Both types have low cost per acre.

Flex Employment



NET INCOME

\$10-20k

This is a conceptual hybrid of office and light industrial (assumes about 20% office, 10% commercial, and 70% light industrial). A greater amount of jobs, or higher paying jobs, would yield greater revenue.

Conservation Employment



NET INCOME

\$3-7k

This is a conceptual hybrid of flex employment in a conservation pattern that preserves 50% open space and may feature other low impact development.

Prem. Office / Institutional



NET INCOME

\$58k

Represents existing corporate office or multi-tenant offices greater than three stories. These uses have the greatest revenue per acre of any existing development.

Medical / Standard Office



NET INCOME

\$28-35k

Medical office facilities vary widely in revenue depending on job density and incomes of employees. Small-scale office tends to have less employment per acre, yielding less revenue, but is still highly productive.

MIXED-USE

Neighborhood Center



NET INCOME

\$5-9k

Represents existing neighborhood-scale mixed commercial nodes. It assumes 10% residential and 15% small office.

Village Mixed-use



NET INCOME

\$9-25k

Low end of range is based on residential above ground floor commercial. High end of range is if commercial or office uses are predominant.

Village Mixed (Old Hilliard)



NET INCOME

\$9-20k

Based on existing Old Hilliard pattern and assumes increasing residential and non-residential development. Cost per acre is higher in Old Hilliard.

Urban Mixed-use (Res)



NET INCOME

\$9-12k

This concept assumes residential above ground floor retail is the primary use but 10-20% of the area is an employment use.

Urban Mixed-use (Emp)



NET INCOME

\$50-60k

This concept assumes a multi-story office is the primary focus of a walkable mixed-use site. It could include secondary uses such as ground-floor retail or nearby residential. It may include structured parking.

Annual per acre (typical)
■ Revenue (see page 40)
■ Cost (see page 41)

Revenue: Income tax is critical for the City. Employment intensive land uses that have a high concentration of jobs or include high-wage jobs have the greatest net fiscal benefit to the City.

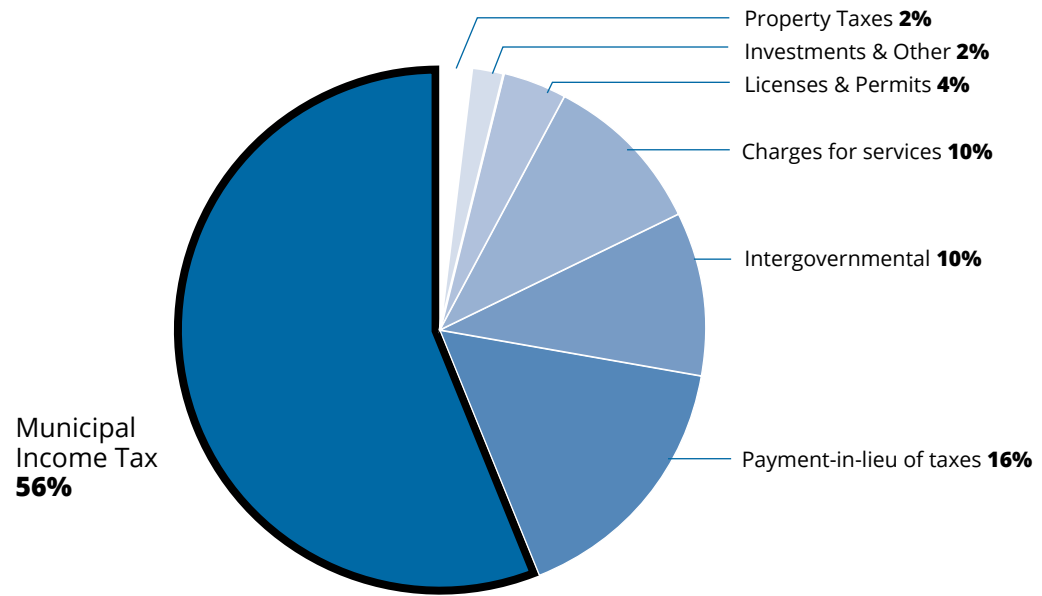
Due to Ohio's local government revenue structure, cities rely on income tax earned within their jurisdictions. In Hilliard, income taxes currently account for fifty-six percent of the City's budgeted revenue, while property taxes account for only two percent.

In 2021 Hilliard voters approved a fifty percent income tax increase. That additional revenue is to be used for parks and recreation, initially funding a new community recreation center.

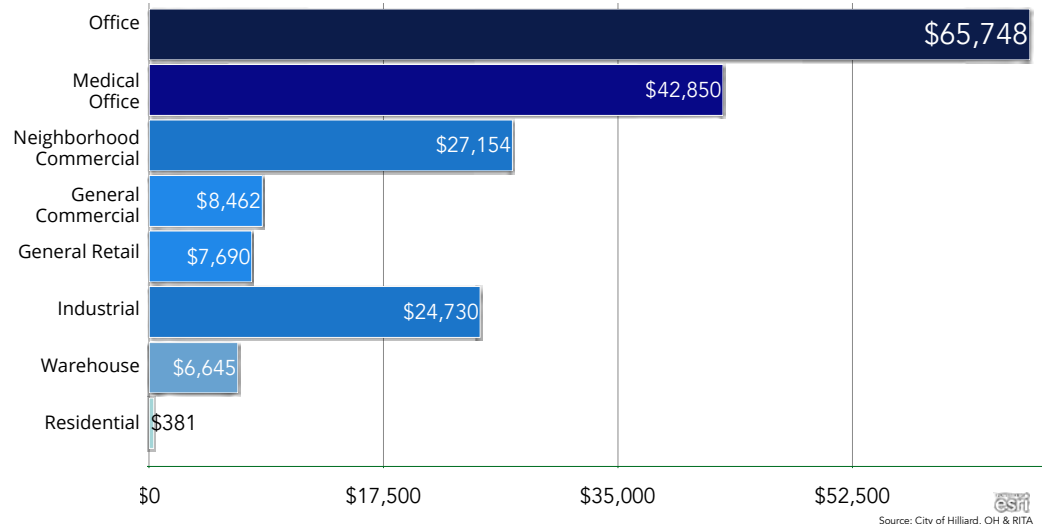
The current income tax of 2.5% is levied on all who earn income in the City, as well as residents who earn income in a city or township with an income tax of less than 2.5%. An offsetting credit is available when income tax has been paid to another city.

Income tax revenue can vary widely between different land use types. For instance, in Hilliard, the annual net income (revenue minus cost) generated per acre from a premium office development is between eight to fifty times greater than an auto-oriented retail or warehouse development. Uses that generate the most income tax revenue are those that either have a high density of employees or have high income employees (or both). Generally, one high paid employee in a large facility would be less productive as many lower paid employees in a similar sized facility. Also, facilities that have twenty-four hour staffing, such as hospitals and nursing homes, are especially productive.

Hilliard Revenue by Source (2021)



Generalized annual income tax revenue per acre of existing land uses in Hilliard



Source: City of Hilliard, OH & RITA

Cost: Infrastructure costs will be higher in the future.

The primary capital costs tied to land use in Hilliard are the cost of maintaining roads, the water distribution system, the wastewater (sanitary sewer) system, and stormwater infrastructure. In many cases, new infrastructure is built by developers and deeded to the city. The city then bears the long-term cost of maintaining or replacing that infrastructure. The city also pays for major system improvements such as upgrades to streets, paths, and intersections.

Most of Hilliard's infrastructure is relatively new so the city hasn't experienced full costs for maintenance and replacement that many older cities face. However, to fund the future maintenance and eventual replacement of existing infrastructure, the city may need to spend roughly double what it spends today for capital improvements (in today's dollars). This assessment of cost assumes annual spending needed to maintain the existing infrastructure once that infrastructure reaches "full replacement" age and includes ongoing maintenance and the replacement cost.

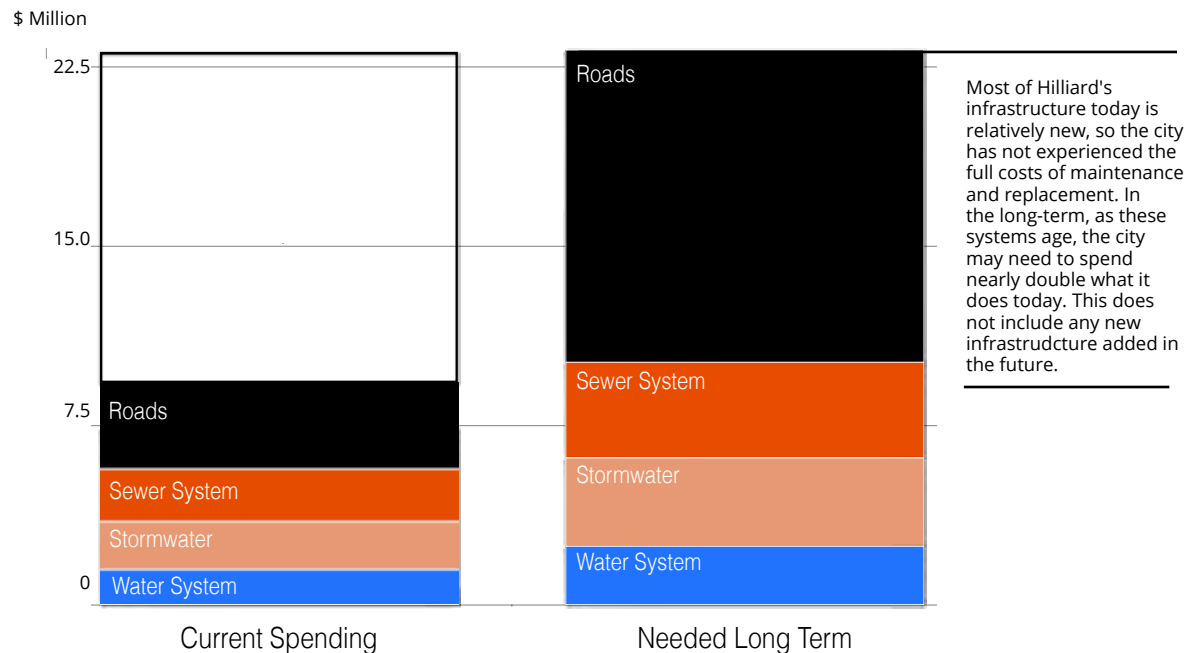
Infill or redevelopment to utilize existing infrastructure (rather than adding new) will bring more revenue while minimizing costs per acre.

There is less variation among land use types in per-acre costs compared to revenue, but costs are much easier to bear for mixed-use or high density urban residential where the same amount of street or pipe may have many more users to help pay for it. The most effective way to minimize long-term cost is to use existing infrastructure more efficiently. This strategy adds revenue without adding significantly to cost.

Minimizing long-term costs will involve maximizing the use of existing infrastructure through infill and redevelopment (assuming there is sufficient capacity), and creating more compact, mixed-use places that use new infrastructure efficiently.

This plan's emphasis on directing growth within the focus areas, creating a mix of uses, and prioritizing non-residential uses is intended to strengthen the city's fiscal health over the long-term.

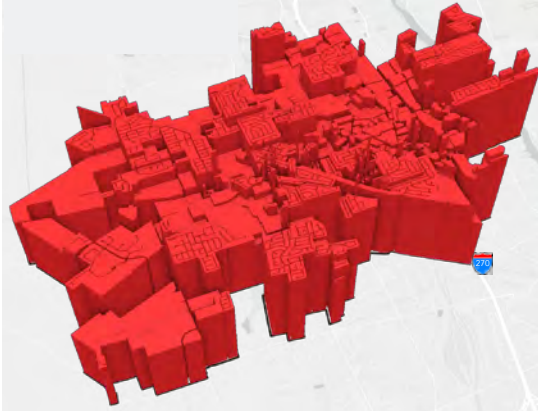
Annual Spending Today and Estimated Future Needs for Existing Infrastructure



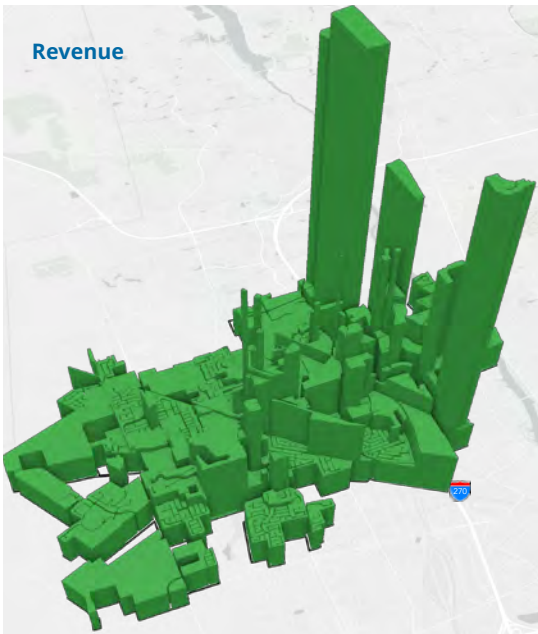
Revenue and cost per acre generalized to neighborhoods or blocks (existing conditions)

Cost

These costs include the prices of streets and pipes long term replacement and maintenance averaged into yearly terms. That infrastructure cost varies by development patterns.



Revenue



Annual Per
Acre
Revenue ■
Costs ■

Green areas shown below are locations where total revenue per acre exceeds costs per acre. In red areas, costs per acre are greater than revenue.

Commercial and Mixed-use Areas

Old Hilliard and other commercial, smaller office, or mixed-use development (such as along Cemetery Road) tend to produce more revenue than cost.

Old Hilliard

Scioto Darby Road

Roberts Road

Premium office areas

Areas along I-270 with high concentrations jobs and highly paid jobs have revenue that far exceeds the long term cost. These are the most fiscally productive places in Hilliard today.

Residential areas

Residential areas, which make up most of Hilliard's land, do not produce enough revenue to offset the long-term cost of infrastructure and services to these areas.



Residential does not pay for itself regardless of the pattern.

These areas only generate significant revenue for the city if residents work from home. Low density single-family neighborhoods are the most expensive land use type. The revenue generated from employment areas is needed to offset the net cost of residential areas.

Suburban residential development types (low density single-family) typically generate higher property tax revenues per acre but that does not significantly impact the city's revenue. Income taxes from these areas depends on where residents work. In terms of cost, these places often require extension and maintenance of streets, water, and utilities and often require more infrastructure compared to urban or town center residential. Also, according to the Institute of Transportation Engineers (ITE), low density single-family neighborhoods generate more vehicle trips per housing unit than a unit in a multi-unit structure. Single-family residential units in Hilliard have more persons per household than units in multi-unit structures, which generates more vehicle trips, and demands for public safety, and parkland capital investments.

Low density, car-oriented commercial is the least fiscally beneficial non-residential land use, followed by warehousing and logistics.

Given the revenue structure, the best means to maintain fiscal sustainability is to diversify and intensify the land uses where appropriate with an emphasis on nonresidential uses. However not all non-residential uses are equal.

While large retail areas generate income tax revenue, wages tend to be lower than in other employment areas. Costs per acre tend to be higher due to a greater amount of infrastructure, traffic and public safety needs. Smaller, neighborhood serving commercial areas tend to perform better fiscally than community and regional commercial. Warehouse and logistics areas tend to have very low concentrations of average to low-wage jobs. From a fiscal perspective, replacing these uses with more productive employment uses over time will benefit the city from a fiscal perspective.

Mixed-use developments that include office, retail, and residential uses are typically fiscally beneficial.

Of non-residential uses, office uses generate the highest revenue per acre. However business trends over the past several decades indicate that large single-use office developments are becoming less attractive business locations compared to more mixed-use settings. In terms of fiscal impact, developments that integrate employment uses with commercial and residential in a compact, walkable pattern, whether horizontally on a site or vertically within buildings typically have a net benefit from lower cost per acre and more revenue per acre. For example in "urban mixed-use" areas, if five-to-ten percent of a site or building is commercial or office and the remainder is residential, that development will likely have net positive revenue. For "neighborhood mixed-use" areas, the amount of commercial or office would need to be greater than thirty percent.

While it is essential that fiscal impacts are well understood and are a part of the decision-making process, It is important to acknowledge that they should not be the only consideration in determining which development types are appropriate. Multiple goals and objectives in this plan should be taken into consideration. Ultimately a variety of uses are needed to create a desirable community with a strong quality of life.

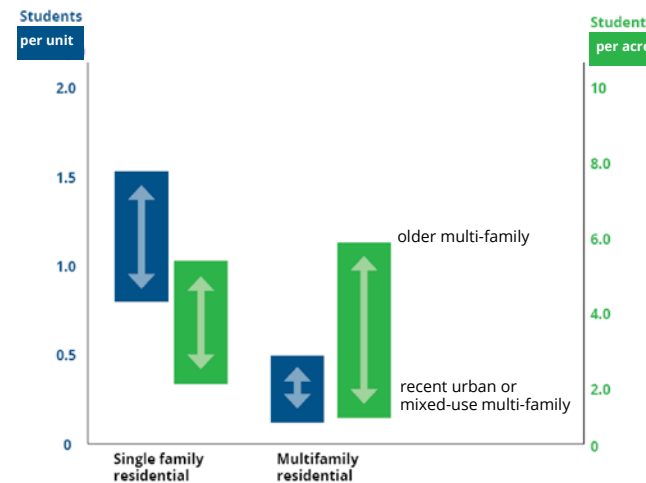
Hilliard schools see more benefit from recent mixed-use and apartment development compared to other residential.

School districts in Ohio are primarily funded by property taxes so land uses with high property values per acre are important to school revenue. Costs (as they relate to land use) are largely driven by the number of students that are generated by those land uses. Data from Hilliard City Schools reveals that:

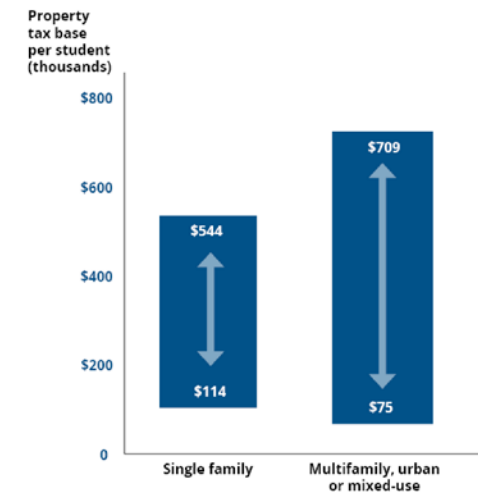
- In terms of students, single-family neighborhoods generate more students per unit and often per acre (and therefore greater costs) than recently developed multi-family residential.
- Multi-family and mixed-use residential development built in the past ten years has higher property values per acre and yields greater revenue for the schools than similar age single-family neighborhoods.
- Overall, tax base per student is generally higher for recent multi-family or mixed-use development. This may be because these newer residential developments are marketed to young, single people and empty-nesters, and have smaller units and higher price-points.
- Multi-family residential with lower price-points or larger units tend to generate more students and have less tax base per student. Similarly, single-family residential at the high end of the market may generate fewer students and have a higher tax base per student.

How Residential Land Use Impacts Hilliard Schools:

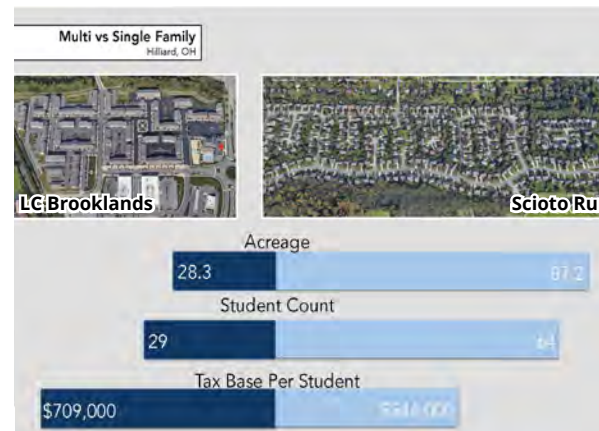
Student yield by housing type across all neighborhoods in the district



Property tax base (taxable value) per student across all neighborhoods in the district



Outlier examples of single-family and multi-family within Hilliard



Student yields of select housing developments (2021)

Residential, Low (single-family)	Year Built	Acres	Units	Housing Units/Acre	Student/Acre (K-12)	Students per 100 Housing Units
Anderson Meadows	2013	26.6	81	3.0	2.7	87.7
The Estates At Hoffman Farms	2007	139.0	335	2.4	2.8	116.1
Lakewood	2003	200.9	461	2.3	1.9	81.8
Hoffman Farms	2001	222.3	519	2.3	2.1	88.2
Britton Farms	1995	119.7	299	2.5	1.8	70.9
River Landings	1990	123.8	401	3.2	1.6	48.4
Residential, Medium (small apartments/condos)						
Hilliard Square Apts	1986	13.1	156	11.9	0.5	3.8
Crystal Lake Apts	1988	17.5	204	11.6	6.1	52.5
Parkside Apts	1988	4.7	51	10.9	4.7	43.1
Leap Rd Village Apts	1985	5.6	60	10.8	2.3	21.7
Heritage Green Apts	1997	37.1	179	4.8	3.1	64.8
Tremont Club Condos	1995	33.1	150	4.5	0.5	12.0
Coventry Manor	2000	30.7	136	4.4	0.3	6.6
Residential, High (large apartments)						
Landmark Lofts	2016	6.6	204	31.0	1.8	5.9
Eagle Pointe (Heritage Preserve Apts)	2017	25.1	300	11.9	1.2	10.3
The Pointe	2016	17.9	218	12.2	1.4	11.5
Brooklands	2014	28.5	446	15.7	1.0	6.3
Avery Pointe	2015	12.3	190	15.4	4.5	29.5
The Square At Latham Park	2017	16.9	174	10.3	1.6	15.5

Hilliard City Schools

Hilliard City Schools serves an area of approximately sixty square miles and includes portions of the City of Columbus, the City of Dublin, and five surrounding townships. The school district encompasses a population of about 87,000. It is the 8th largest district in the State with over sixteen thousand students.

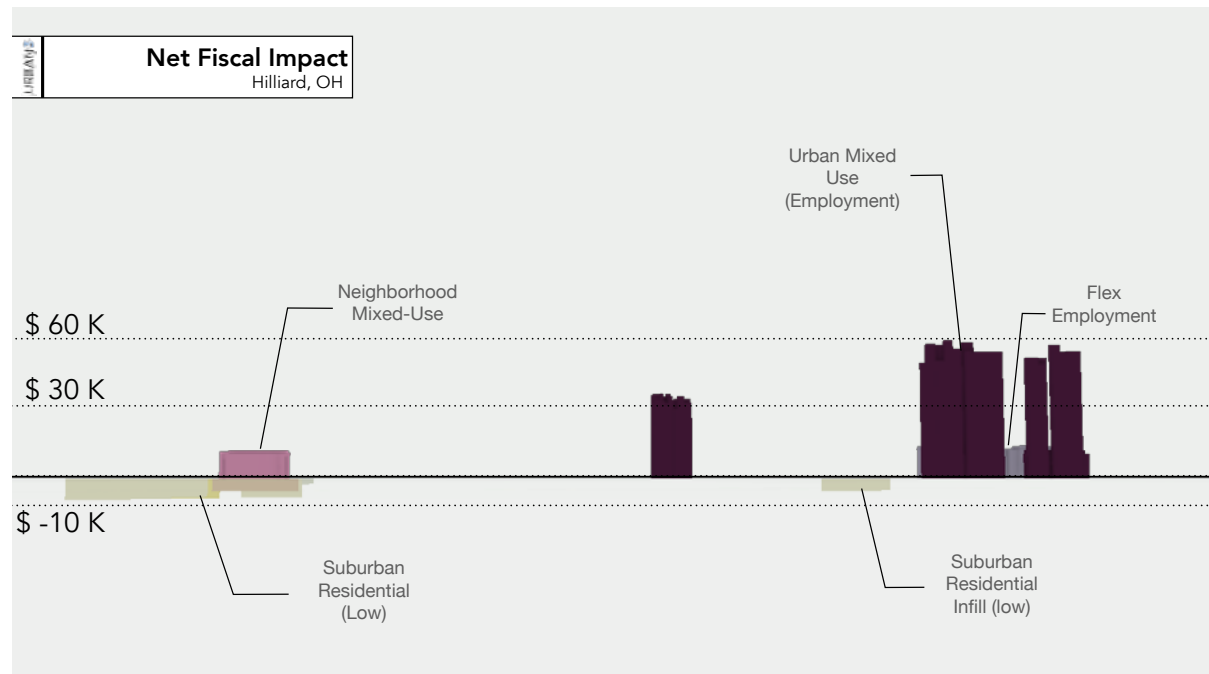
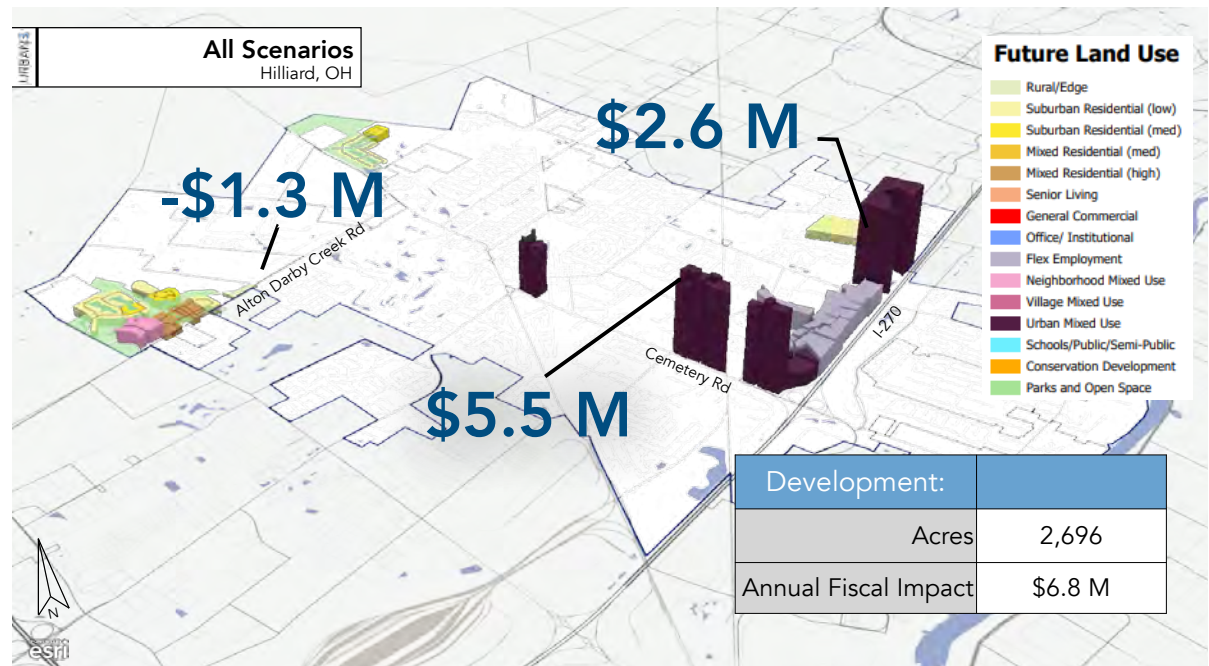
Hilliard City Schools is largely funded by property taxes collected within the district. Approximately fifty-seven percent of the Hilliard City Schools' budget is funded from property tax.

The district regularly updates its facility plans to account for anticipated growth within the area. The district's most recent facilities master plan assessed conditions and projected needs between the years 2019 and 2028.

As the largest jurisdiction within the district, the City of Hilliard's policies about where and how to develop could impact the school district. City officials are currently participating in an update to the school district's facility master plan update.

Fiscal impact scenarios based on Future Land Use map

The future land use plan is intended to improve the city's long-term fiscal strength. Since it is unlikely that all of the land in the Focus Areas will change in the next ten years, to demonstrate the plan's performance, a selection of land within the Focus Areas was modeled to calculate the impact of recommended development patterns. The adjacent figures represent the net impact of changing existing uses in approximately twenty-five percent of the city, either developing on vacant land or redeveloping less productive land.



ECONOMIC & MARKET CONDITIONS

The overall context from the 2011 plan's market assessment are still relevant today. Specific forecasts for absorption of different land uses was not analyzed as part of this plan as they have little value for over the long-term. More important are the overall trends that impact competitiveness and viability of various land uses. The COVID-19 pandemic accelerated several of the trends that were emerging between 2010-2020. The pandemic's long-term impacts on the real estate market are not known.

Retail Uses

Many existing retail centers and corridors are becoming non-competitive in the local and regional marketplace. Though retail vacancy rates within Hilliard are below regional averages, reinvestment and redevelopment of aging centers should be encouraged to maintain quality tenants and improve the image of several of the retail corridors.

Industrial Uses

Existing large single-use industrial space may not be viable for future tenant needs. Current and future demand is tenant specific and therefore built to specific tenant needs. Older less competitive industrial space in and around Old Hilliard and the Lacon Road area should be replaced with more compatible uses such as flexible office/industrial hybrids or mixed-use.

Office Uses

Older suburban class 'A' office product has struggled in recent years with high vacancy. A large supply in Dublin has affected Hilliard's ability to attract highway oriented office. The past decade has seen multiple large corporate tenants relocate from suburban highway-oriented office parks to more urban mixed-use areas in Central Ohio such as Grandview Yard and Bridge Park. Hilliard has and continues to adapt, promoting the development of smaller, flexible office space. This has improved the office condition in the city by competing in a segment of the office market that attracts small to medium-sized businesses.



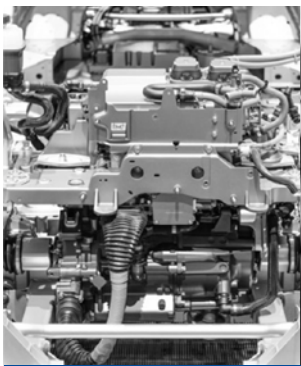
Economic Development Strategic Plan

The Opportunity Hilliard plan, prepared in 2022, contained strategies to diversify the city's economic base. It identified five target industries for economic development, which are shown on the following page. The plan also contained a number of goals and strategies. Those strategies are organized into five topics:

1. Business Recruitment
2. Existing Business Support
3. Livability & Cultural Opportunities
4. Workforce/Talent
5. Marketing/Communications

TARGET INDUSTRIES FOR ECONOMIC DEVELOPMENT

In 2022, Hilliard contracted with Boyette Strategic Advisors to create an Economic Development Strategic Plan. The plan, called Opportunity Hilliard, analyzed data and contained strategies to diversify the city's economic base. It identified five target sectors that are growing both nationally and regionally, that pay high wages, that Hilliard has a talent pipeline to support, and that fit within Hilliard's community values. Details on each sector and specific focuses are included in that plan. The target sectors are:



Automotive Technologies

The Automotive Technologies sector deals with vehicle operation, specifically in terms of technological design and creation. Automotive Technologies systems include vehicle parts and mechanics, as well as computer technology.



Business Services & Regional HQ

The Business Services sector provides services, including advertising, marketing, consultation, and logistics. Business Services entities work to support business growth and operations. Regional Headquarters (HQ) typically provide a specific support function for a corporation, such as sales or customer service.



Entrepreneurs & Startups

Entrepreneurs are a community and economic development asset that encourages the development of innovative products and ideas.



Information Technology & Associated Manufacturing

The Information Technology (IT) sector includes software support, computer and software systems design, data processing facilities management, and data storage. Smart manufacturing examples include automation and robotics, predictive analysis, and artificial intelligence (AI).



Healthcare Services & Applied Technologies

The Health Services sector pertains to the use, costs, quality, delivery, organization, financing, and outcomes of healthcare services. Digital Health represents an intersection of technology and health, increasing the efficiency of Health Services.



Film Media & Arts

The film, media, and arts sector includes companies that produce and distribute films, television series, commercials, and videos, arts, music, and other forms of digital media. Digital entertainment is a type of entertainment that is digitally displayed on electronic devices.

EXISTING DEVELOPMENT INCENTIVES

Hilliard offers a comprehensive package of development incentives to assist and encourage business growth in Hilliard. The city's Economic Development Director evaluates each project on its own merits to determine if economic incentives should be extended. Should it be determined that the City should offer assistance, the Director will negotiate the incentive package tailored to meet each businesses' unique needs. Key factors include a business' quality of payroll, growth prospects, compatibility within the community, level of investment and commitment to stay in Hilliard.

Tax Increment Financing (TIF)

Hilliard has used Tax Increment Financing to generate funding for public infrastructure improvements necessary to accommodate new development. For properties within a TIF district, the property tax revenue generated from a property's increase in value (land and improvements made possible by infrastructure improvements) is directed to pay for the public improvements needed to support the development. Generally a TIF district is dissolved once the public improvements have been paid for. In 2009, Hilliard had 37 TIF districts. In 2021, there were forty-four active TIF districts.

The prevalence of TIF across Central Ohio communities has effectively created an environment where non-TIF areas grow more slowly than their TIF counterparts.

Community Reinvestment Areas (CRA)

The Community Reinvestment Area (CRA) Program permits property owners to receive tax incentives for investing in real property improvements. The CRA program is a direct incentive tax exemption program benefiting property owners who renovate existing or construct new buildings. Real property may be abated up to one hundred percent for up to fifteen years. Currently, all of Hilliard's existing and proposed commercial and industrial areas have been designated as CRA's.

New Community Authorities (NCA)

An NCA is an area established by a petition filed by a person or entity that owns or controls the property within that area, and allows for the levying of a community development charge within the NCA to help finance certain community facilities and other improvements. An NCA is a separate public body governed by a board of trustees that may oversee, coordinate, construct and finance public infrastructure improvements and community facilities. Hilliard has several NCAs including Alton Place and Carr Farms.



Hilliard's Charter and TIF

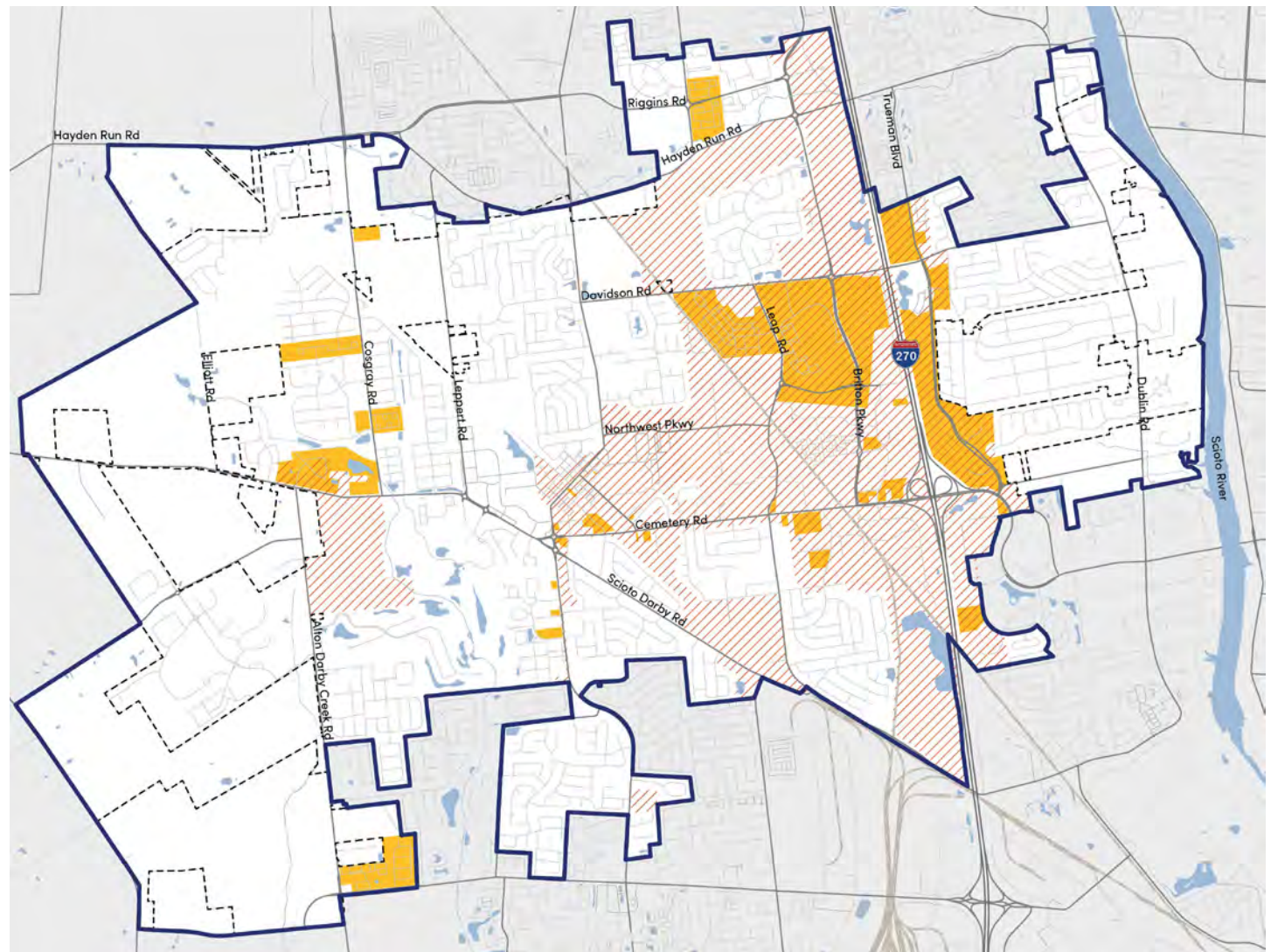
Tax Increment Financing is a popular tool but its use has different impacts on the various types of local governments based on their revenue structure—cities, schools, and townships.

Hilliard's current requirements for new TIF financing districts is unique in Central Ohio. In 2015, a group of local elected officials and other citizens including members of Hilliard City Council, the Hilliard School Board and the Norwich Township Board of Trustees initiated a referendum to amend the City Charter prohibiting the use of new TIF districts for any residential development. That referendum was passed by voters.

In 2019, the Charter language was amended again to allow a TIF to be applied to a residential development provided approval is given by the Hilliard Board of Education and the Norwich Township Trustees. Ohio law has long given school boards a seat at the table for TIF negotiations, but not townships. Since Norwich Township provides the Fire/EMS services for the greater Hilliard community, and therefore bears the substantial cost of operating those services, community leaders felt it was important that the Township should be involved in consideration of new TIFs.

Map 3.1. Existing Incentive Districts

-  Tax Increment Financing
-  Community Reinvestment Area



ACTIONS

The following actions support the goal and objectives for Economic Vitality. These actions are strategic projects, policies, and programs that may supplement existing city activities. They are organized by the objectives, but most of these actions support multiple objectives.

Increase the city's income tax base

EV 1 **Prioritize non-residential or mixed-use development.**

Residential development of all types is a net fiscal drain on the city (costs exceed revenue). While there is strong demand and development pressure for additional housing, to strengthen its fiscal health over the long term, the city should focus on encouraging employment generating development. It should ensure that enough employment generating development is created to offset the net cost of new residential development (see adjacent conceptual illustrations). Residential, particularly higher density types, should be supported in locations and intensities where it can be served by existing infrastructure in order to be less of a fiscal burden.

EV 2 Support multi-family residential as a component of a mixed-use development. Residential uses should be supported as a component of a mixed-use developments, but limits to the amount of residential use within a mixed-use area should be established in the zoning code. It is not the intent for mixed-use areas to be largely residential. For example, in general within a village mixed-use or urban mixed-use area (on the Future Land Use Map), residential uses should not occupy more than twenty percent of the ground floor area of the development along major thoroughfares. A small site within a mixed-use area could be mostly one use and still contribute to the mix of the district. Additional metrics could be considered in a development application such as residential unit size and the leasable square footage of each use. Potential cost of infrastructure improvements should be considered.

Approximate acres of a non-residential land use needed to offset the net cost of a ten acre residential use.

**Ten acre
Suburban Residential**
Cost could be offset by:

-\$700k net per year

**8-9 acres
Neighborhood
Center**

or

**6-7 acres
Flex Employment
or Village Mixed-
use**

or

**2-3 acres
Office or Urban
Mixed-use**

\$700k net per year

**Ten acre
Conservation Residential**
Cost could be offset by:

-\$500k net per year

**7-8 acres
Neighborhood
Center**

or

**5-6 acres Flex
Employment or
Village Mixed-use**

or

**1-2 acres
Office or Urban
Mixed-use**

\$500k net per year

**Ten acre
Urban Residential**
Cost could be offset by:

-\$700k net per year

**6-7 acres
Neighborhood
Center**

or

**4-5 acres Flex
Employment or
Village Mixed-use**

or

**1-2 acres
Office or Urban
Mixed-use**

\$700k net per year

- EV 3** **Utilize density bonuses to encourage employment uses within mixed-use developments.** Establish density bonuses that allow for additional building area, lot coverage, or height, in development projects that include a vertical mix of uses where most of the use is non-residential. See LU 6. For more about density bonuses.
- ZC**
- EV 4** **Support the use of financial incentives for mixed-use developments.** Incentives such as TIF, CRA, and NCAs should be used to encourage mixed-use or employment generating developments. This may include some residential as a component of the mixed-use development, but there should be sufficient non-residential uses to create a net fiscal benefit for the project. Such financing incentives should not be used for projects that are residential-only or do not include sufficient non-residential development to have a net fiscal benefit.
- EV 5** **Track the net change in jobs, population, and land use type.** Increasing the income tax base involves growing the number of jobs in the city or growing the average income of those jobs, or both. To assess progress, the city should collect and annually summarize data on the total number of jobs in the city, average income of all jobs, total residents, or other relevant metrics. The former two metrics should increase at a faster rate than the total population.
- EV 6** **Develop an incentive program for remote workers.** Develop and market an incentive program to recruit people to live in Hilliard and work from home where they would be subject to municipal income taxes.

Slow the long-term increase in costs while maintaining desirable infrastructure conditions and levels of service

- EV 7** **Maximize the use of existing infrastructure before creating new infrastructure.** Prioritize development projects and consider incentives for development that can utilize existing infrastructure such as water, wastewater, stormwater systems and streets. Development that is adjacent to existing development or can be served without expanding system capacity should be a priority.
- EV 8** **Undertake infrastructure replacements or upgrades that would minimize long-term costs.** Optimize replacement schedules to maintain acceptable levels of service and infrastructure conditions while minimizing costs. Consider opportunities to utilize materials, products, or technologies that would extend the life of infrastructure.

Seek alternative sources of revenue or financing solutions to ensure growth pays its fair share of long-term impacts

- EV 9** **Secure funding from non-city sources.** Continue to seek funding for transportation or utility infrastructure improvements from federal, state, county and developer contributions.
- EV 10** **Continue to use financial incentive districts to support development in focus areas.** Use Tax Increment Financing (TIF) or Community Reinvestment Areas (CRAs) and other types of financing districts to fund new growth, where appropriate. Periodically assess the city's incentive programs and structures with respect to those provided in competitive jurisdictions.

- EV 11 Use Public-Private Partnerships.** Seek public-private partnerships where appropriate to share costs for the development and operation of future capital facilities and city services. New Community Authorities (NCAs) are a form of public-private partnership that the city has used successfully. Development Agreements created concurrently with a rezoning or plan approval process are another legal tool to structure such partnerships.
- EV 12 Collaborate with neighboring jurisdictions.** Use Economic Development Agreements and shared service agreements with neighboring jurisdictions to support business growth, infrastructure improvements and service provision.
- EV 13 Support the creation of special/business improvement districts.** A Special Improvement District (SID) is a mechanism through which property owners petition to voluntarily assess themselves to provide funding for extended services aimed at the enhancement of the area. A SID identifies a plan of services and then funds are used to support those services. A SID could be appropriate for focus areas where significant infrastructure improvements are needed to support redevelopment, such as in Old Hilliard or Cemetery Road.
- EV 14 Continue to review and establish city fees.** Regularly assess fees for development with respect to the costs to provide city services, the city's desired level of service, and the fees in neighboring peer communities. Consider special fees for development.
- EV 15 Establish dedicated funds to manage fees-in-lieu.** There are several opportunities to use fees-in-lieu for specific objectives including creating trail oriented development, obtaining land for the Darby Area greenbelt, or setting aside land for a multi-use path along Cemetery Road. For each purpose where it is used the city should monitor associated fee-in-lieu criteria and formulas to ensure the effectiveness of this program.

Provide places to grow the city's employment and competitive position in the region

The following are highlights from the Opportunity Hilliard Economic Development Strategic Plan (2022) that relate to physical development. That plan contains other strategies to diversify the city's employment, improve regional competitiveness, build an entrepreneurial ecosystem, nurture a pipeline of skilled workers, and address livability factors.

- EV 16 Identify and market properties to meet requirements of target sectors.** Inventory and assess all available greenfield sites and redevelopment opportunities of existing available office space. Develop a marketing strategy for available property. Identify space for small companies, existing incubators or accelerators so these businesses have spaces within Hilliard in which to grow.
- EV 17 Target key developers.** Identify key Central Ohio regional developers who may be partners in developing the office, mixed-use, and industrial/lab space needed by current prospects and targets. These developments should consider not just the space needs of key sectors, but also the infrastructure needs, transportation and commuting patterns, and the amenities to support the workforce for the businesses located in the facilities.
- EV 18 Ensure that zoning and land use policies encourage diverse amenities around or within existing and future employment areas.** Businesses often seek locations with amenities for their workforce in close proximity. These amenities include housing, dining options, retail stores, and service providers like dry cleaners and childcare. They also include health and wellness facilities or services such as workout facilities, walking and biking trails, and health clinics. Amenities such as these should be included in any approved office or mixed-use development plans. The city's zoning provisions should allow for more flexible land uses including a mix of uses with such amenities around employment sites.



4. MOBILITY AND CONNECTIVITY

Goal

A safe, smart, and efficient transportation network that features strong connectivity, serves people of all ages and abilities, offers attractive choices for biking and walking, and supports placemaking.

Objectives

- *Improve thoroughfare plan streets to support future land use, placemaking, and travel priorities*
- *Connect all parts of the city with walking and biking facilities (Big Ideas 3 and 4)*
- *Make walking and biking safer, more comfortable, and more accessible for a wider range of people*
- *Reduce, and one day eliminate, serious injury and fatal crashes for all modes of travel*
- *Prepare for future mobility options*

Connectivity was one of the most prominent themes from community input. Transportation infrastructure—streets, intersections, sidewalks, paths, etc.—are closely connected to land use and development character and a place's economic health. This chapter includes the City's updated Thoroughfare Plan, the proposed active transportation network, and actions that support the City's mobility and connectivity objectives.



Chapter organization

- Key Findings and Opportunities
- Street Network Map
- Active Transportation Network Map
- Active Transportation Projects
- Objectives and Actions

CONTEXT: KEY FINDINGS AND OPPORTUNITIES

The city's pedestrian mobility and transportation networks were analyzed to identify key challenges and trends in moving all residents, workers, and visitors safely and reliably throughout the city. 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 you will move around Hilliard in the future, what is most important to you?"* The most common themes from responses were:

More pedestrian and bike friendly mobility options and connections throughout the city (54% of responses)

- Less reliance on car for travel within Hilliard (walk or bike anywhere)
- Walkable, connected neighborhoods, sidewalks and multi-use path connections
- Heritage Rail Trail extension
- Sidewalks along all streets
- Separated bike paths

Safety (22% of responses)

- Lights, crosswalks, sidewalks, accessibility
- Slowing vehicular speeds
- Bike safety classes or other means to keep kids safe riding bikes

Traffic/congestion management (18% of responses)

- More roundabouts
- Street widening (i.e. Cemetery, Scioto Darby and Alton Darby Roads)
- Improving older roads

Transit options (16% of responses)

- Park n' Rides, light rail, LinkUS coordination, COTA coordination
- A shuttle within the city
- Accommodate alternatives such as scooters

Corridor appearance and aesthetics (7% of responses)

- Tree coverage
- Medians, landscaping
- Cemetery Road appearance

Transportation Conditions and Trends

Lack of sidewalks and paths discourages safe walking and biking in Hilliard. Hilliard has made good progress to improve access for pedestrians and bicyclists. More needs to be done, especially for older adults, people with disabilities, and families with young children. Key issues include:

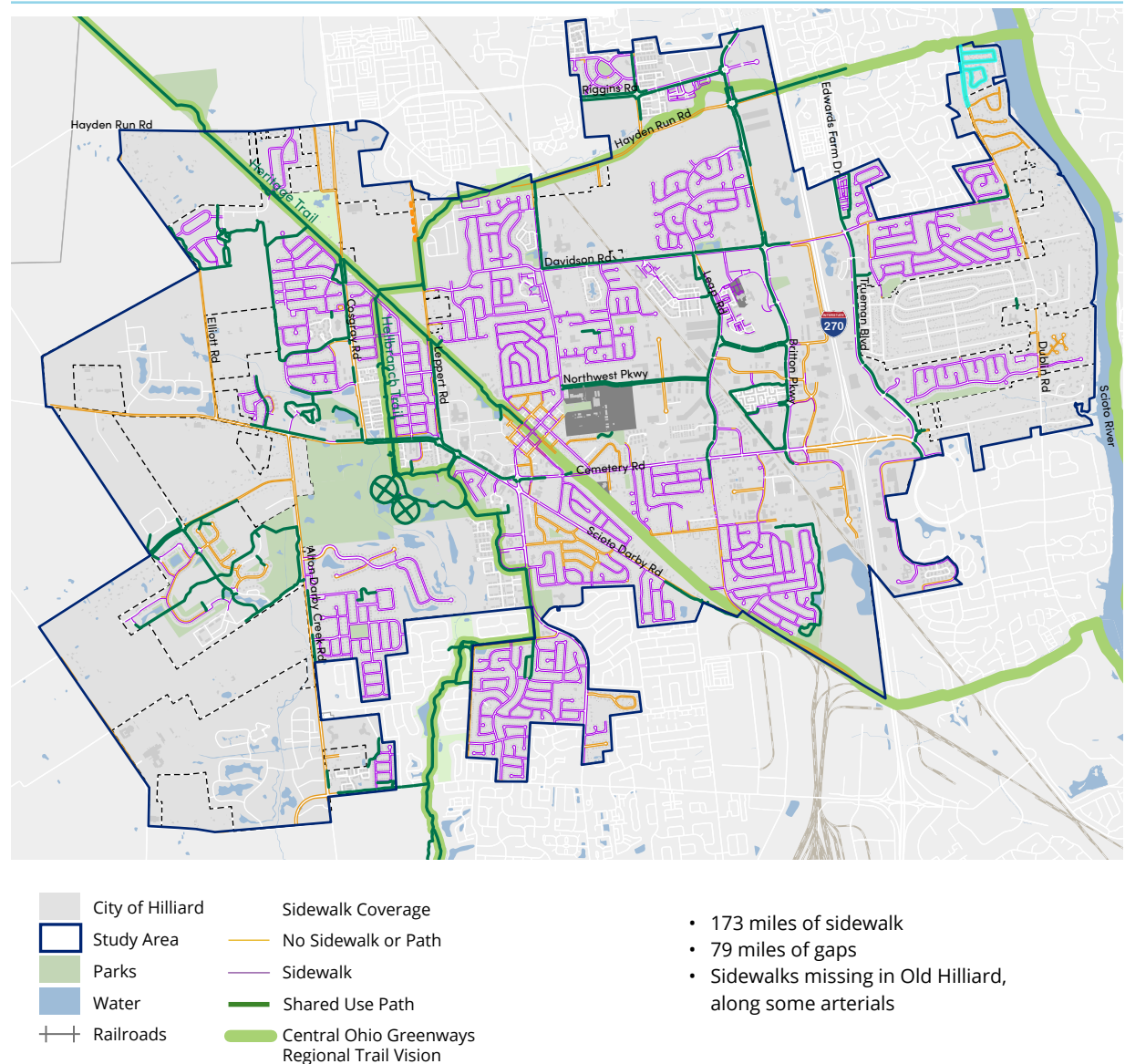
- Only one narrow sidewalk that connects portions of the city separated by I-270.
- Substantial lengths of major and minor arterials lack on- or off-street bike facilities or paths, including portions of Scioto Darby, Leap, Alton & Darby Creek, Hayden Run, and Cosgray roads.
- Key commercial corridors of Cemetery Road and Main Street south of the Triangle (Cemetery Road, Scioto Darby Road, and Main Street roundabouts) lack on- or off-street bike facilities—discouraging bike trips in these corridors.
- Lack sidewalks in Old Hilliard.
- Existing shared use paths do not form a complete and connected network between residences and destinations.

Based on resident feedback, trails and paths are some of the most valued amenities in the city. Thirty-eight miles of existing trails connect people to Old Hilliard, neighborhood parks, regional parks, and other residential areas within the city. Separating vulnerable road users from vehicles through the use of trails makes walking and biking more comfortable, especially along roadways with above thirty-five miles per hour speeds.

In addition to Hilliard trails, there are three regional [Central Ohio Greenways](#) trails in Hilliard: Heritage Trail, Hellbranch Trail, and a small section of the Hayden Run Trail. The Heritage Trail is the most popular, providing direct access to Old Hilliard and Homestead Metro Park. There is wide community support for extending the trail south along the Retired Rail Corridor into Columbus.

The majority of people in Hilliard use a car to get around for their daily trips. Hilliard has lower rates of walking, cycling, and transit usage compared to Franklin County as a whole. In 2019, only two percent of residents walked, biked, or used transit to get to work, while 5.2% worked from home. Despite current commute trends, public input shows that there is interest in shifting some short, non-work trips (three miles or less) to walking or biking if it is safe, comfortable, and convenient. Residents indicate that they would like to be able to walk or bike to schools, parks, libraries, and amenities in Old Hilliard.

Map 4.1. Existing Pedestrian Facilities



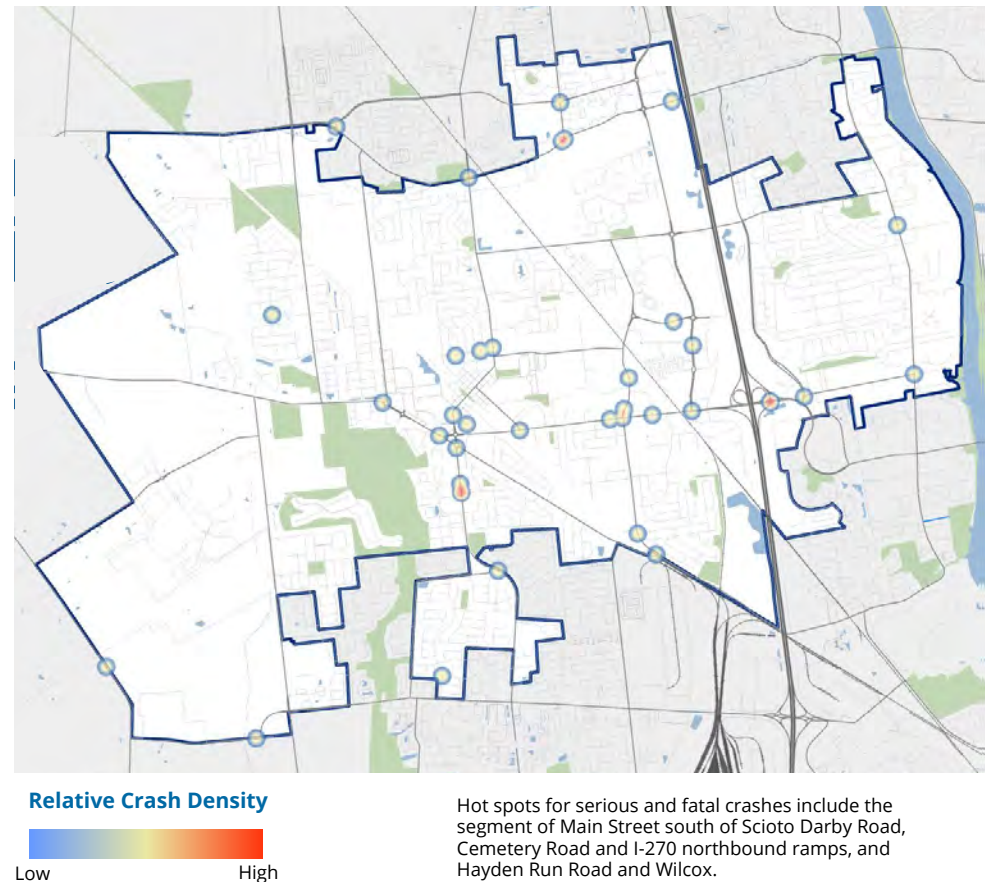
Transit is not currently a highly used mode of transportation for Hilliard residents. There are three COTA lines that run through Hilliard: local routes #21 and #32, and peak-hour express route #71. There is also one COTA Park & Ride location in the city at Parkway Lane. In 2019, only 0.3% of Hilliard residents took public transportation to work. Yet, public input indicates a desire to make Hilliard more transit-friendly through land use and development changes that will make public transportation more convenient and feasible. There is currently one publicly funded rideshare service: Hilliard Express. It is a free, wheelchair-accessible, on-demand transit service that runs seven days a week for anyone 55 years and older. Hilliard Express is a valuable transit option for seniors, but it is not a well-known resource in the community.

Hilliard has also worked with the Mid-Ohio Regional Planning Commission (MORPC) to carry out a planning study and Tier I Environmental Impact Statement for a new Amtrak passenger rail route between Chicago, Columbus and Pittsburgh along the existing CSX rail line, with potential for a station to be located in Hilliard. Hilliard joined 30 other communities in submitting letters of support to include this proposal in the Amtrak System 2035 Plan. MORPC intends to seek funding from the Federal Railroad Administration to further advance the proposal.

Safety is increasingly a concern and moving toward speed safety and zero deaths due to traffic crashes is a priority. The City places a high value on making its streets safer. Most notably, the City adopted its Safe Streets for Hilliard safety action plan on September 12th, 2022 (Resolution 22-R-71). This plan included an analysis of crash data and contributing factors, defining its High Injury Network—streets where injury or fatality crashes are most common, and its action plan to improve safety.

An analysis of crash data from 2015 through 2019 shows that intersections along Cemetery Road and, to a lesser extent, Main Street south of the Triangle have a high concentration of injury crashes (Map 4.2), and account for a substantial number of fatal and serious injury crashes (FSI). Cemetery Road from Main Street east to Fishinger Road, and Main Street/Hilliard Rome Road from south of Hilliard's

Map 4.2. Fatality and Serious Injury (FSI) Crashes, 2015-2019



corporation limit north to Cemetery Road are recognized by MORPC and the city as part their respective High Injury Networks.

The Triangle had the highest concentration of crashes between 2015 and 2019. The city has implemented incremental improvements in 2019 and 2021, which are now reducing the total number of crashes. Additionally, since roundabouts were constructed in 2011, the Triangle is no longer a hotspot of FSI crashes.

Speeding is a top transportation concern and occurs mainly along major roadways such as Cemetery Road and Hilliard-Rome Road, and residential areas with cut-through streets. In 2022, the City updated its Neighborhood Traffic Calming Program which addresses speeding in neighborhoods. Combined with Hilliard's safety action plan, these initiatives work together to make driving, walking, and cycling safer throughout Hilliard.

As Hilliard and northwest Franklin County grow, so will traffic volumes and congestion. Today, congestion is predominantly a time-of-day issue resulting in slowdowns and queues in several areas:

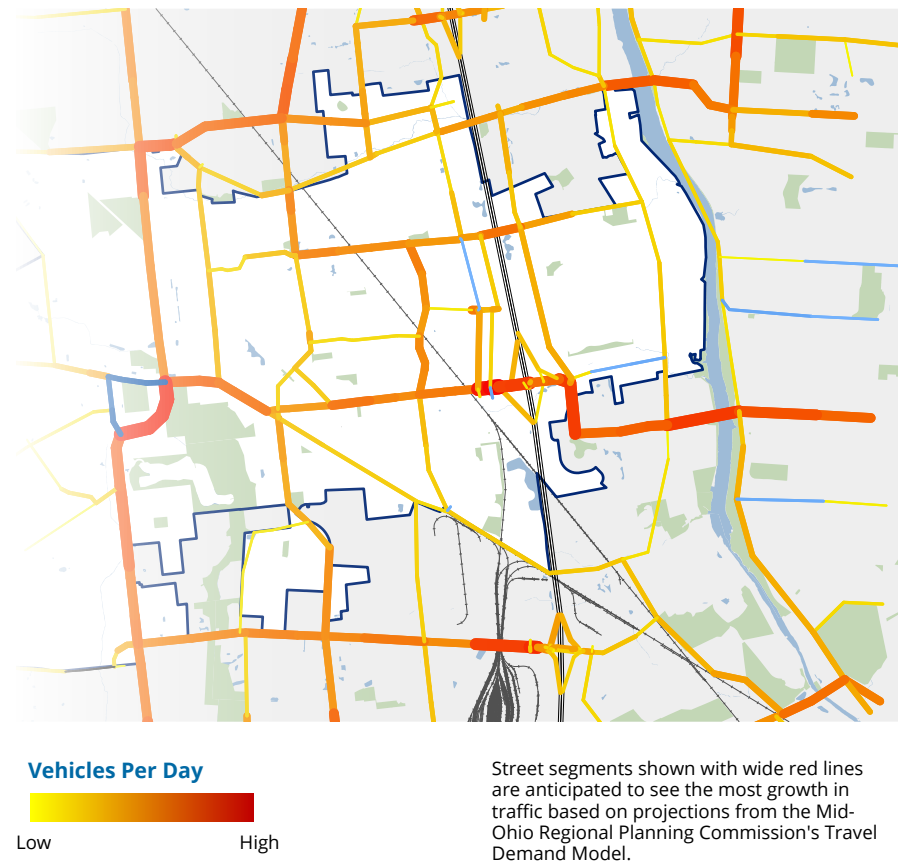
- Along Cemetery Road, near its interchange with I-270 and the Triangle.
- Avery and Davidson roads near Davidson High School.
- Scioto Darby and Leppert roads near Darby High School
- Near Scioto Darby and Cosgray roads.
- Along Main Street in Old Hilliard.

While traffic congestion is fairly limited today, as the City and northwest Franklin County continue to grow, increases in traffic volumes are expected to lead to more congestion. Those areas listed above are likely to become more congested, as will the following additional areas:

- The Alton & Darby Creek and Cosgray roads north-south corridor.
- Scioto Darby Road between Cosgray Road and the Triangle.
- Portions of Davidson Road east of Avery, and Avery Road north of Davidson.

While congestion is expected to become more of a challenge, street widening projects are very expensive, impact private property, and can worsen street safety by making it easier for motorists to travel at excessive speeds and harder for pedestrians, bicyclists, and motorists to safely cross the street. City officials are encouraged to monitor congestion and incrementally pursue projects to help manage its affects by improving network connectivity, safety, and multimodal access.

Map 4.3. MORPC Travel Demand Model through 2050



FUTURE STREET NETWORK

As noted, increasing traffic volumes and congestion will become more of a concern as the city and northwest Franklin County continue to grow. A key part of Hilliard's strategy to address congestion will be increasing connectivity, as well as targeted incremental improvements to specific intersections through the use of roundabouts to enhance safety and increase capacity. Because of the high cost and negative impacts to safety, widening of critical portions of certain thoroughfares should be scrutinized and considered only after careful consideration of impacts to all users. The following improvements are numbered and shown on Map 4.4 (next page).

In the near term, key projects to build out and improve the Future Street Network include:

- ① A new alignment project is the Cosgray Road extension, directly connecting Cosgray Road with Alton & Darby Creek Road.
- ② Safety and mobility enhancement improvements along Cemetery Road between Norwich Street and Trueman Boulevard, including a median, shared-use trail, and streetscape enhancements.
- ③ Safety and mobility enhancement improvements along Main Street/Hilliard-Rome Road between Whirlwind Cove Drive (city limit) to Cemetery Road, including a median, shared-use trail, and streetscape enhancements.
- ④ Minor roundabout improvements at Britton Parkway and Hayden Run Road.
- ⑤ Construction of roundabouts along Cosgray Road at Scioto Darby Road, Woodsvie Way, and Hoffman Farms Drive/Jeffrelyn Drives.
- ⑥ Aesthetic and multimodal improvements along Davidson Road between Britton Parkway and Trueman Boulevard

As development occurs, street improvements and new streets including:

- ⑦ Realignment of Scioto Darby Road and a new roundabout near its intersection with Leap Road, in partnership with the City of Columbus.

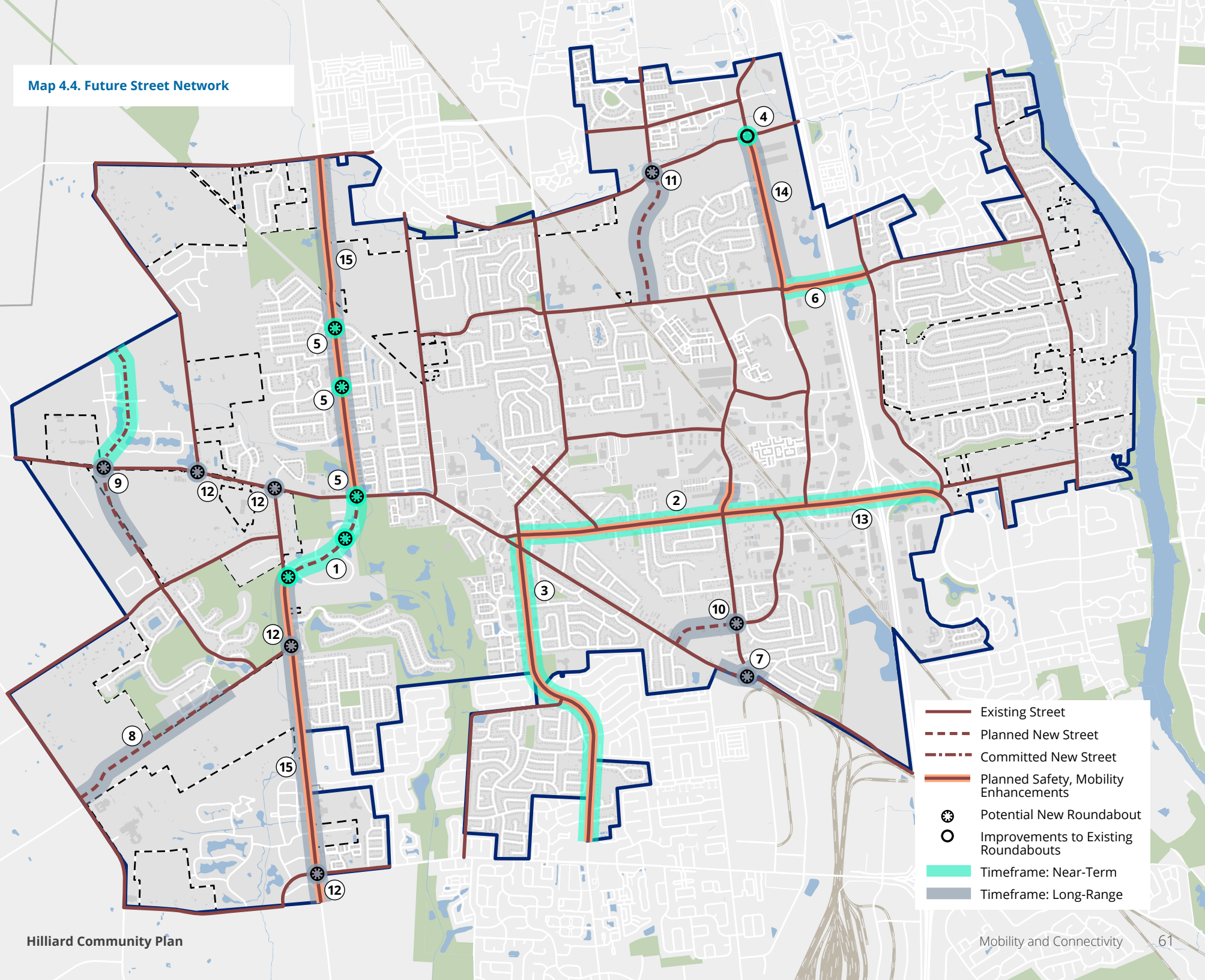
- ⑧ Muir Parkway extension west to Walker Road.
- ⑨ Audubon Avenue extension from its terminus north to Scioto Darby Road, a roundabout, and then to points northwest.
- ⑩ Lacon Road extension from a new roundabout intersection with Leap Road west to Scioto Darby Road.
- ⑪ Wilcox Road extension from a new roundabout intersection at Hayden Run Road south to Davidson Road.
- ⑫ Roundabouts along Scioto Darby at Elliott Road and Alton & Darby Creek Road; and along Alton & Darby Creek Road at Muir Parkway and Roberts Road.

Over the long-run, key projects to build out and enhance the street network may include:

- ⑬ Widening of Cemetery Road between Britton Parkway and Trueman Boulevard, and potentially interchange modifications to improve safety, multimodal access, and congestion issues.
- ⑭ Aesthetic and multimodal improvements and possible widening of Britton Parkway between Davidson and Hayden Run roads.
- ⑮ Safety and mobility enhancements improvements along Alton & Darby Creek and Cosgray roads, including a median, shared-use trail, and streetscape enhancements.

These projects will be expensive and disruptive, yet incremental improvements may help forestall when widening is ultimately needed such as intersection capacity improvements.

Map 4.4. Future Street Network

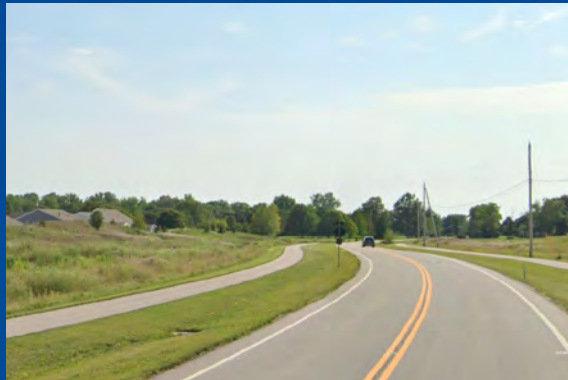


CONTEXT AND FUNCTIONAL CLASSIFICATIONS

Thoroughfares within the City of Hilliard have been assigned Context and Functional classifications.

The **Context Classification** (see below) reflects each street's planned land use context, ensuring it is designed in such a way that supports planned development along the corridor. This plan uses three contexts — Transitional Suburban, Suburban, and Activity Center. By example, much of Cemetery Road is classified as Activity Center Context which complements the Cemetery Road Focus Area vision for transforming the corridor into a walkable main street. Activity Center streets may have on-street parking, landscaped medians, and frequent crosswalks to promote local commerce and facilitate visitors parking once and walking to multiple destinations.

A street's **Functional Classification** reflects how the street supports travel within the overall system—balancing the needs of through commuting traffic versus local access. Major Arterials tend to favor moving substantial volumes of through traffic versus Minor Arterials and Network Collectors which progressively move less through, long-distance traffic and favor shorter trips and provide access to Major Arterials. Combined, these systems help balance the needs for livability, mobility, and access.



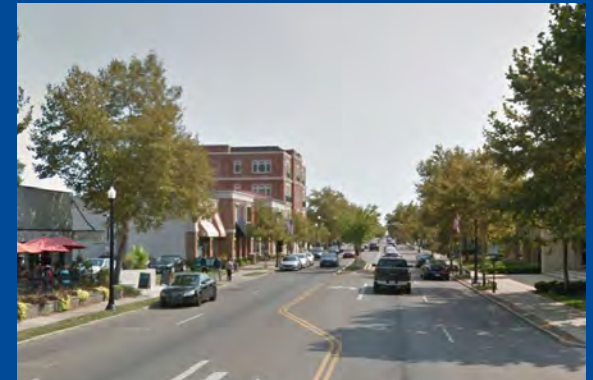
Transitional Suburban Context

Areas transitioning from rural to suburban in character, including agricultural fields, open space, and new development with large setbacks, connected by streets and paths.



Suburban Context

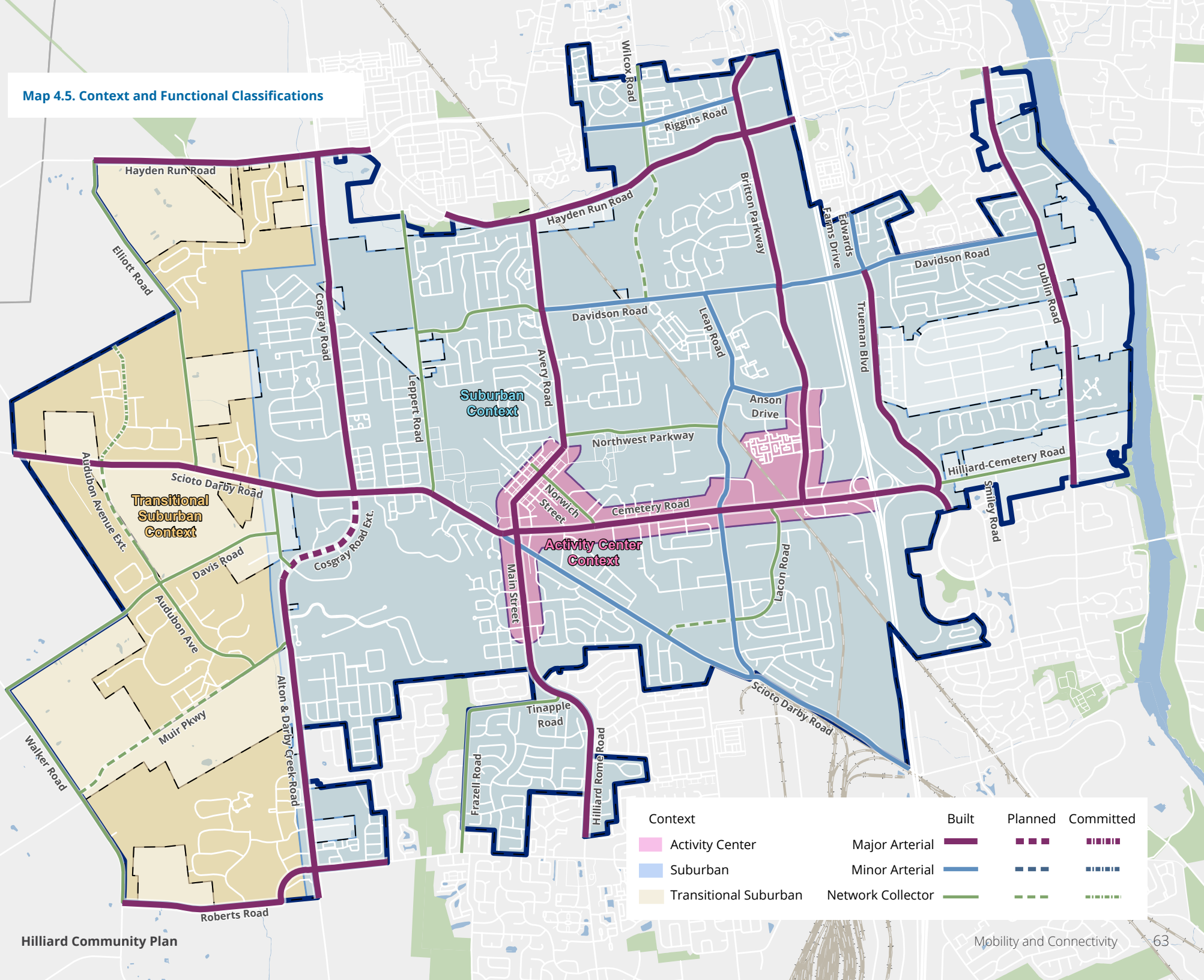
Automobile-oriented large, contiguous residential, commercial, and mixed-use developments with smaller setbacks, connected by streets, paths, and sidewalks with targeted crosswalk improvements at key locations.



Activity Center Context

Pedestrian-oriented smaller commercial, residential, and mixed-use developments built up to the right-of-way line, with on-street and rear shared parking, connected by streets and sidewalks.

Map 4.5. Context and Functional Classifications



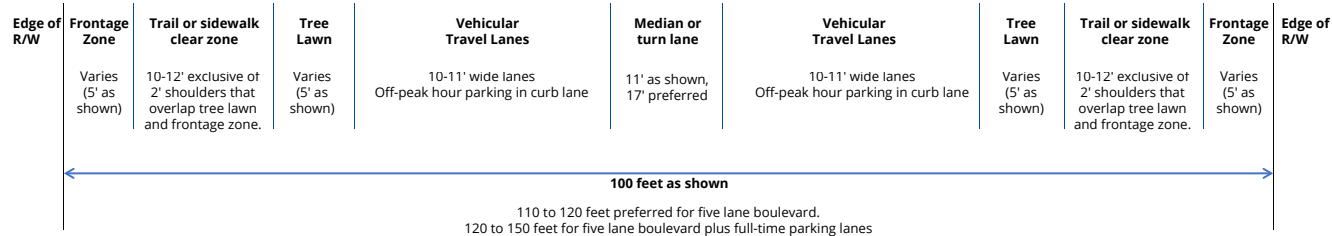
Context		Built	Planned	Committed
Activity Center		Major Arterial		
Suburban		Minor Arterial		
Transitional Suburban		Network Collector		

Street design in a variety of contexts

Streets should serve a variety of users and support the desired character in which they exist. While vehicular movement is a component of mobility, it should not be the only consideration when street improvements are proposed. Different kinds of places require a different set of design priorities to create a “place” as well as to achieve desired mobility objectives (travel speeds, walkability and transit readiness).

The following diagrams show typical street designs based on context and functional classification. They assume a specific width of right-of-way which may not be available in all locations. In constrained settings, some design elements may be reduced or infeasible. For example, Cemetery Road (Activity Center – Major Arterial), which generally has 100 feet of right-of-way today, would not support four travel lanes plus space on-street parking. In that context, on-street parking could be omitted or be accommodated within a travel lane during off-peak times.

Activity Center – Major Arterial (Typical)

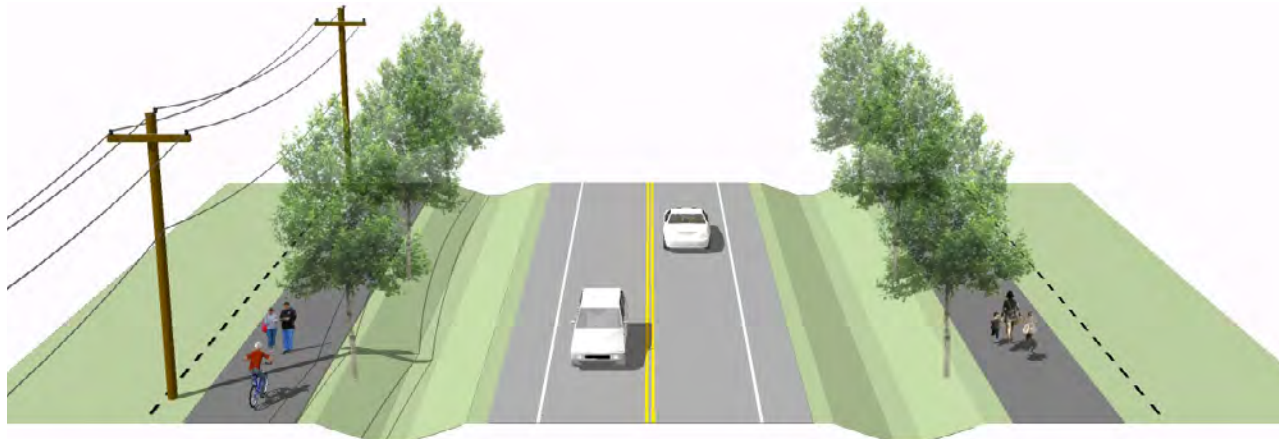


Suburban – Minor Arterial (Typical)



Edge of R/W	Shared-use Trail and Utilities	Tree Lawn	Vehicular Travel Lanes	Tree Lawn	Sidewalk	Width for future Shared-use Trail and Utilities	Edge of R/W
	10' Trail 8' aerial utility zone (overlaps trail)	10' as shown Trees planted 5' behind face of curb	10-11' wide lanes Two-way left turn lane or median (optional) 2' curb and gutter	10' as shown Trees planted 5' behind face of curb	6' as shown	4' additional width for trail. 8' aerial utility zone (overlaps trail)	
90 feet as shown							

Transitional Suburban – Major Arterial (Typical)



Edge of R/W	Shared-use Trail, Street Trees, and Utilities	V Swale Over Culvert	Shoulder	Vehicular Travel Lanes	Shoulder	V Swale Over Culvert	Future Sidewalk or Trail, Street Trees, and Utilities	Edge of R/W
	Trees planted 18' off edge line 10' future trail with 8' Utility zone (overlaps trail)	Varies, 9' as shown	5' Asphalt 3' Graded	10-11' wide lanes Two-way left turn lane (optional)	5' Asphalt 3' Graded	Varies, 9' as shown	Trees planted 18' off edge line 10' future trail with 8' Utility zone (overlaps trail)	
110 feet as shown								

ACTIVE TRANSPORTATION NETWORK MAP

The proposed active transportation network is a vision for providing a connected network throughout the city that serves users of all ages and abilities.

Some type of pedestrian or bicycle facility should be provided on both sides of thoroughfare plan streets in most contexts. In the suburban transitional context, pedestrian or bicycle facilities may be provided on only one side of the street provided that enhanced safety crossings are provided at key locations to connect to neighborhoods and amenities on opposite sides of the street. The city preference is to provide fully separated shared use paths on at least one side of major roadways whenever possible to maximize safety and comfort.

While mapped facilities are shown as "existing" or "proposed", the proposed facilities include some that are currently under construction, some that have funding and are being designed, some that have been planned and publicly vetted, and some newly proposed facilities that have been identified as logical or needed connections.

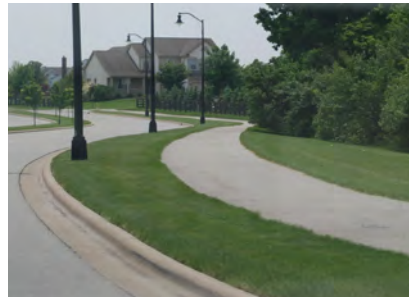
The Active Transportation Network Map identifies the following facility types:

Sidewalk



Sidewalks are typically at least six-feet wide and are intended for pedestrian use, but may accommodate cyclists in low volumes.

Shared Use Path



Shared Use Paths are used by people walking, biking, and rolling. They may be along the side of a roadway or follow independent alignments. They are usually eight to ten feet wide. In limited situations where right-of-way space is constrained, a planned shared use path might be constructed as a protected bicycle lane within the roadway.

Enhanced Wayfinding Route



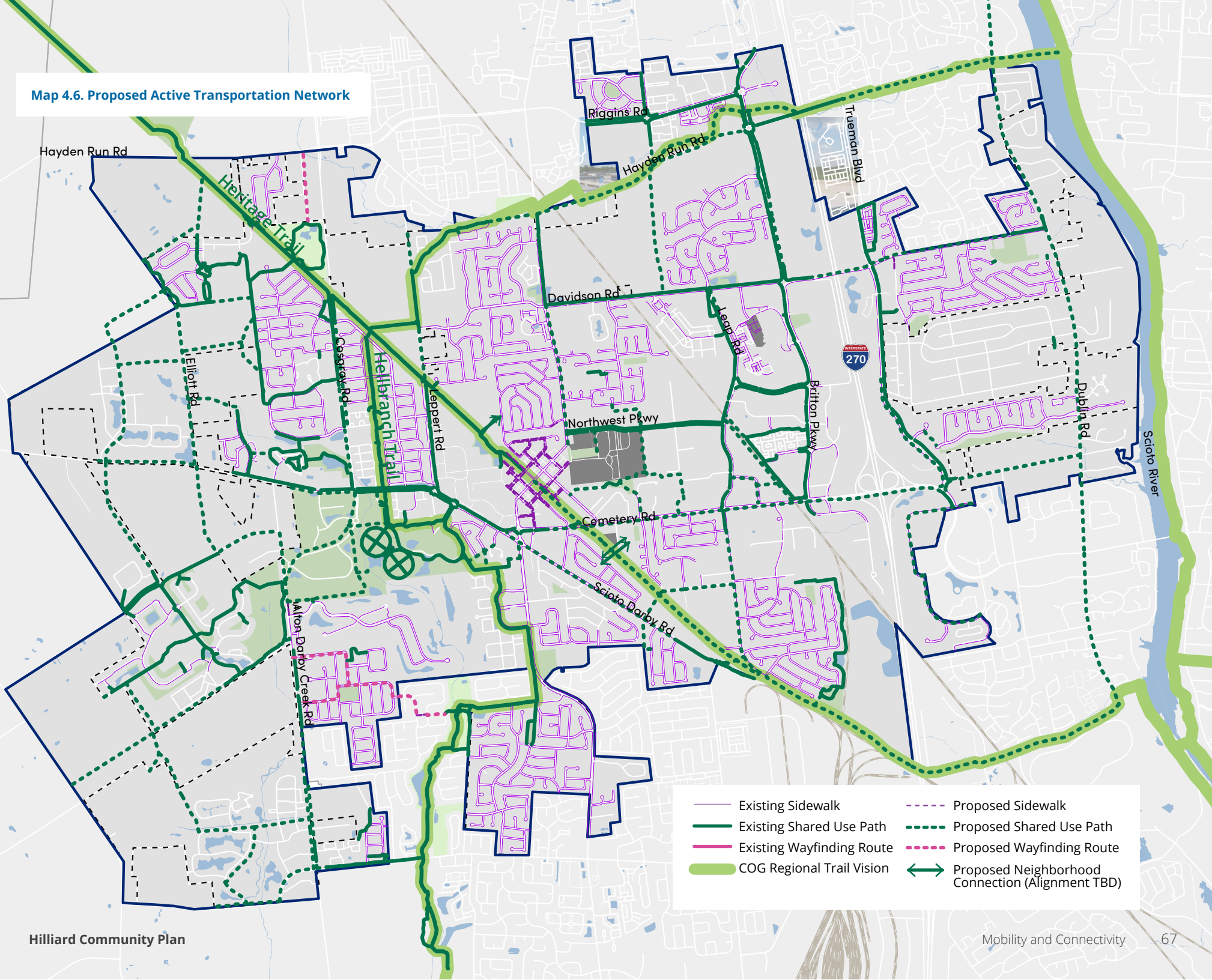
Enhanced wayfinding routes are low-volume (often residential) streets that include features to guide bicyclists to through a neighborhood to their destination. These features may be fun or artistic, such as colored pavement markings, paw prints, street art, or small signage.

Bicycle Lane



Bicycle lanes are sections of a roadway for exclusive use by bicyclists. While these facilities exist in the city, they are not the preferred facility type. Two-foot to five-foot wide paved shoulders may be considered on Transitional Suburban context roadways in lieu of on-street marked bicycle lanes to serve experienced cyclists.

Map 4.6. Proposed Active Transportation Network

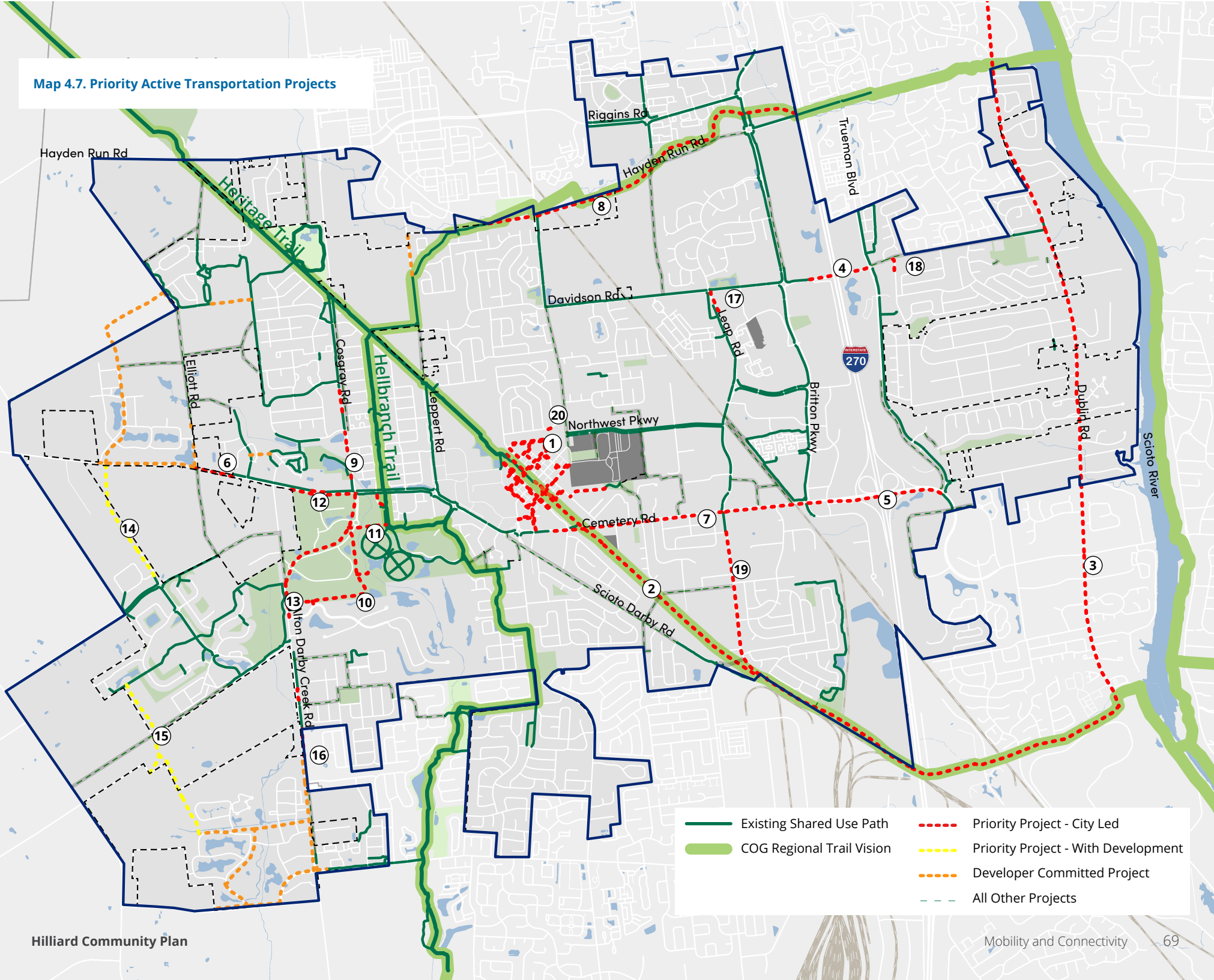


PRIORITY ACTIVE TRANSPORTATION PROJECTS

Priority active transportation projects are shown in the accompanying map and listed in the table below. Numbered priority projects are those already funded or in design; key projects located in Focus Areas; and projects which would help complete or linked to the regional greenway network. The map also shows projects committed by developers or priority projects that should be built as part of future developments.

ID	Project Type	Status	Street or Trail Name	Extents
①	Sidewalks	Proposed	Old Hilliard Sidewalks	Throughout Old Hilliard where sidewalks are missing
②	Shared Use Path	Planned	Heritage Rail Trail Extension	Columbia Street to Quarry Trails Park
③	Shared Use Path	Planned/Funded	Dublin Road	Quarry Trails Metro Park to Limestone Ridge Drive (Dublin)
④	Shared Use Path	Planned	Davidson Road	Lyman Road to Trueman Boulevard
⑤	Shared Use Path	Planned/Funded	Cemetery Road (south side)	Britton Parkway to Trueman Boulevard
⑥	Shared Use Path	Proposed	Scioto Darby Road	Fill gap east of Elliot Road to west of Glynwater Lane
⑦	Shared Use Path	Proposed	Cemetery Road (south side)	Britton Parkway to High School Road
⑧	Shared Use Path	Proposed	Proposed Hayden Run Trail	Britton Parkway to Eventing Way
⑨	Shared Use Path	Construction/Funded	Cosgray Road (west side trail gaps)	South of Woodsvie Way to north of Scioto Darby Road
⑩	Shared Use Path	Design/Funded	New Community Center trails	Alton & Darby Creek Road to Scioto Darby Road
⑪	Shared Use Path	Planned	New Community Center trail connections	New Community Center trails to Veterans Memorial Drive
⑫	Shared Use Path	Design/Funded	Scioto Darby Road (south side)	Cosgray Road to Alton & Darby Creek Road
⑬	Sidewalk	Design/Funded	Alton & Darby Creek Road (east side)	Heritage Lakes Drive to new Community and Wellness Center trails
⑭	Shared Use Path	Proposed	Proposed Western Greenbelt	Scioto Darby Road to Davis Road
⑮	Shared Use Path	Proposed	Proposed Western Greenbelt	New development committed trails to Heritage Preserve trails
⑯	Shared Use Path & Crossing Improvements	Proposed	Alton Darby Creek Road	Fill gaps south of Muir Parkway
⑰	Sidewalk	Planned	Leap Road (east side)	Fill gap south of Davidson Road
⑱	Sidewalk	Proposed	Schirtzinger Road (west side)	Fill gap south of Davidson Road
⑲	Sidewalk Improvement	Planned	Leap Road	South of Cemetery Road to Scioto Darby Road
⑳	Sidewalk	Proposed	Dexter Ave (south side)	Fill sidewalk gap east of Circle Drive

Map 4.7. Priority Active Transportation Projects



ACTIONS

In addition to the Future Street Network and Future Active Transportation Maps, the following actions support the mobility and connectivity objectives. These actions are strategic projects, policies, and programs that supplement existing City activities.

Improve thoroughfare plan streets to support future land use, placemaking, and travel priorities

- mc 1 Provide comfortable bicycle and pedestrian facilities along key thoroughfares with priority for shared use paths where feasible.** Incorporate bicycle and pedestrian facilities into all roadway reconstructions and continue to ensure that pedestrian facilities (either sidewalk or shared use path) are provided on both sides of the roadway on key thoroughfares. Fill critical missing gaps in the network. Use buffers, landscaping, shade trees, street furniture, public art, and/or other features to provide a comfortable environment and separation from motor vehicles. In areas with anticipated high levels of bicycle and pedestrian activity, provide adequate space for or separation between modes. In constrained situations, on-road bicycle facilities might be considered and should incorporate as much separation as possible.
- mc 2 Create a maintenance plan for bicycle and pedestrian facilities.** Year-round and consistent maintenance of bicycle and pedestrian facilities recognizes their importance as part of the transportation network for people of all ages and abilities. Develop a system for prioritizing snow removal along key shared use paths and sidewalks to improve safety and year-round use. Incorporate routine maintenance for bicycle and pedestrian facilities (such as sweeping, resealing, and repaving) into annual budgets.



Sidewalk and trail maintenance, cleaning, and snow removal

Regular maintenance activities for active transportation facilities include pavement preservation and repair, sweeping and vegetation management, drainage cleaning and repairs, ADA compliance, pavement marking inspection and replacement, snow and ice control, and signage maintenance and replacement.

Hilliard can look to communities like Madison, Wisconsin, for creative ideas on how to manage maintenance for bicycle and pedestrian facilities. In Madison, additional capacity for snow removal on pedestrian facilities was gained when the City hired new full-time employees to split their time between various departments, including Traffic Engineering and Parks. This interdepartmental coordination allowed the City to prioritize bikeway maintenance year-round in a cost-effective way.

- mc 3 Assess the secondary impacts of transportation capital improvement projects and prioritize those which enhance safety, multimodal access, and livability.** As a policy, priority should be given to projects which improve quality of life by addressing issues such as safety, access and comfort for pedestrians and bicyclists, and otherwise enhance livability. Projects that serve only to address peak-hour congestion should be deprioritized. Staff are directed to assess prospective projects based on their secondary societal impacts and consider these ratings when deciding which projects to advance.
- mc 4 Continue capital improvement funding for programs to incrementally improve safety, multimodal, and active transportation needs.** Incorporating line-item budgets for to-be-determined capital improvements provides flexibility to staff to quickly address issues and make lower-cost incremental improvements on an annual basis.
- Pursue key capital projects that facilitate redevelopment and improvement of focus areas.** (see Focus Areas chapter for specific recommendations)

Connect all parts of the city with walking and biking facilities (Big Ideas 3 and 4)

- mc 5 Establish Hilliard as a regionally recognized Trail Town.** Develop and implement a local Trail Town program that includes transportation, economic, and land use-related guidance for considerations such as bicycle parking, restrooms, trail access to businesses, and incentives for people walking and biking. Prioritize implementation of Trail Town strategies in Old Hilliard and along the Retired Rail Corridor.
- Create safer connections for pedestrians and cyclists to get across I-270.** (Refer to I-270 Focus Area plan for details).

Trail Town Strategies for Hilliard

A "Trail Town" is a community that supports trail users with services, promotes the trail to its residents, and embraces the trail as a resource to be protected and celebrated.

Participate in the Regional Trail Town brand program

MORPC Central Ohio Greenways Board is leading regional efforts to create a cohesive brand that can foster pride and connectedness among Central Ohio communities that are linked by the regional trail network. Hilliard may gain benefits like customized logos, marketing support, branded signage, or technical assistance.

Consider policies or programs for art and culture along trails

Public art creates vibrancy and is a great way to build local enthusiasm. Hilliard can explore bicycle, railroad, or other themes that highlight both local history and future goals. In addition, group rides and walks on the trails could be organized by the Parks Department or community partners to encourage trail use.

Work local businesses to be positioned to access the trail market

It will be important to raise awareness, find local champions, and support the needs of business owners and employees to maximize the economic benefits of being a trail town.

Provides trail-oriented development

A variety of development including housing, restaurants, activities and shops as well as trail amenities that cater to short- and long-distance travelers will help Hilliard become a trail destination. See the Retired Railroad Corridor section of the Focus Areas chapter for more on trail-oriented development.



- mc 6 Determine potential alignments for the future Hayden Run COG Regional Trail.** Conduct a feasibility study to determine alignment alternatives for the Hayden Run Trail. Coordinate with Central Ohio Greenways and nearby jurisdictions to ensure connectivity into the regional trail system.

Make walking and biking safer, more comfortable, and more accessible for a wider range of people

- mc 7 Improve the safety and comfort of intersections and midblock crossings for people walking and biking.** Continue to evaluate and program crosswalk improvements using a data-driven approach to improve safety of crossings, particularly along thoroughfare plan streets in areas with high numbers of pedestrians are present or expected in the future. Assess the frequency of crossings on Thoroughfare Plan roads to provide a connected and direct walking network.
- mc 8 Provide sidewalks on both sides of all streets in Old Hilliard.** Old Hilliard maintains its original pedestrian-scaled street grid but is one of the only parts of the city still lacking sidewalks on one or both sides of most streets. To support the vision to develop the area as a walkable mixed-use destination, the sidewalk network throughout Old Hilliard should be completed. As redevelopment occurs, the sidewalk network should be built as part of all development proposals. If redevelopment of critical areas is not planned, the city should implement capital project to fill sidewalk gaps.

Active Transportation Wayfinding

An active transportation wayfinding system should be designed to help people navigate the network, reach parks and public spaces, and locate key amenities. This plan recommends the development of a wayfinding plan for the city.

Wayfinding Steps

Orientation: Use landmarks to provide strong orientation cues. Maps can also help in the orientation step.

Route Decision: Limit the number of decisions/destination choices and provide signs or prompts at decision points. Maps can help improve route decision making.

Route Monitoring: “Breadcrumbs”—visual cues highlighting the route taken—can aid route monitoring, particularly to help people avoid backtracking to check if they are on the right route.

Destination Recognition: Give destinations clear and consistent markers, such as confirmation or gateway signs announcing each destination name.

Principles of Wayfinding

The following principles should always be applied to wayfinding design including signage such as informational, directional, regulatory and mile marker signs.

- Keep it simple – Provide basic information on distance, direction, and destination. Wayfinding signs should not contain too much information or be confused with educational signing.
- Be consistent - Wayfinding should be consistent and predictable.
- Design for the inexperienced user - Design for users who prefer low-stress bicycling conditions and people who may have never used a facility before.
- Be inclusive - Design signs with people with low vision or vision disabilities and people with limited English in mind to maximize audience.
- Make connections - Wayfinding should help people get from point A to point B.

- mc 9 Establish a Wayfinding Plan and program to improve access to key destinations for people walking and biking.** Develop a bicycle and pedestrian wayfinding plan that increases resident and visitor awareness of community destinations and encourages walking and biking to parks and top public spaces and on city trails. In collaboration with MORPC and Central Ohio Greenways, create a wayfinding brand that emphasizes Hilliard's identity as a Trail Town and part of the regional trail network. Utilize walk audits and bicycle audits to better understand wayfinding needs during the planning process.

Reduce, and one day eliminate, serious injury and fatal crashes for all modes of travel

- mc 10 Identify systemic safety improvements to reduce serious injury and fatal roadway crashes for all modes.** Implement the recommended infrastructure improvements identified in the Safe Streets for Hilliard plan. Prioritize strategies that address intersection safety, speeding drivers, young drivers, and vulnerable road users. Implement the recommended policy, programming, and non-infrastructure strategies in the Safe Streets for Hilliard plan.
- mc 11 Reduce vehicle speeds along Thoroughfare Plan Streets.** Use roadway design, speed limit reduction, education, enforcement, and land use tools to reduce driving speeds on thoroughfare plan streets. Prioritize multi-lane corridors with adjacent land uses that have potential to generate pedestrian activity, including commercial, mixed-use, and residential.
- mc 12 Reduce vehicle speeds on priority residential streets.** Utilize the prioritization matrix and data-driven approach identified in the 2022 Neighborhood Traffic Calming Program to reduce driving speeds and improve safety and quality of life for all users on residential streets.

Safe Streets

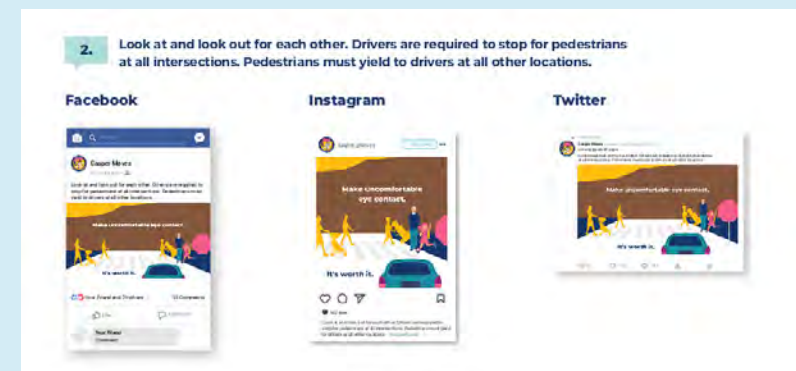
The [Safe Streets for Hilliard Action Plan](#) completed in 2022 is a collaborative program of policies and strategies to prevent fatal and serious injury crashes on Hilliard's roadways. The action plan aims to do this by focusing on three solutions for the top transportation issues in Hilliard:

Safer Roads: Improving roads through planning, engineering, and design to facilitate safe travel for all road users. The action plan identifies eleven strategies in this category to be led by the Hilliard Division of Transportation & Mobility.

Safer Road Users: Encouraging road users to execute safe driving behaviors and enforcing traffic laws. This can be done through actions like safety education campaigns. In this category, the action plan lists ten strategies to be implemented by various agencies including Hilliard City School District, Franklin County Safe Communities, Hilliard Division of Police, and Franklin County Public Health.

Safer Speeds: Considering speeds in coordination with the surrounding environments and contexts. The Hilliard Division of Transportation & Mobility and the Division of Planning will collaborate to implement the seven strategies listed in this section of the action plan including zoning changes and infrastructure countermeasures.

In addition to outlining the ways Hilliard can achieve its transportation safety goals, the action plan ensures that Hilliard is eligible for federal funding the USDOT Safe Streets for All Program through at least 2027.



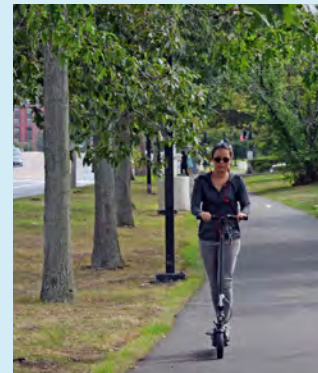
Example of a safety education campaign in Casper, WY



Hilliard recently updated the Neighborhood Traffic Calming Program Guide, along with a toolkit of strategies based on national guidance. The toolkit includes information about the speed reduction effectiveness, crash reduction effectiveness, maintenance considerations, impact to City services, and relative cost of various infrastructure. Through the program, Hilliard can implement infrastructure like high-visibility crosswalk markings, speed feedback signs, or traffic circles to reach neighborhood safety goals. For more information about eligibility, public involvement opportunities, and program implementation visit <https://hilliardohio.gov/traffic-calming/>.

Prepare for future mobility options

- mc 13 Establish a pilot program to implement a shared micromobility system in the city.** As Hilliard becomes better connected to neighboring communities through expansions to the trail network, develop a bikeshare, e-bike share, and/or e-scooter share pilot in Hilliard with private, non-profit, and/or public partners. Focus the pilot program on increasing access to active transportation in areas like Old Hilliard, the Retired Rail Corridor Focus Area, Cemetery Road Focus Area, and Municipal Park. Coordinate implementation efforts with neighboring jurisdictions and regional initiatives.
- mc 14 Elevate and expand Hilliard Express service.** Develop a multifaceted campaign to promote availability of the existing Hilliard Express service to older adults and eligible residents. Extend Hilliard Express hours of operations to include evenings and weekends, expand eligibility to include all Hilliard City Schools students.
- mc 15 Position Hilliard to capitalize on future regional or interstate public transportation initiatives.** Continue to include considerations for future Amtrak, Hyperloop, bus rapid transit, or other regional or interstate transit options into long-range planning efforts. (Refer to Cemetery Road Focus Area plan for more details on Amtrak expansion).



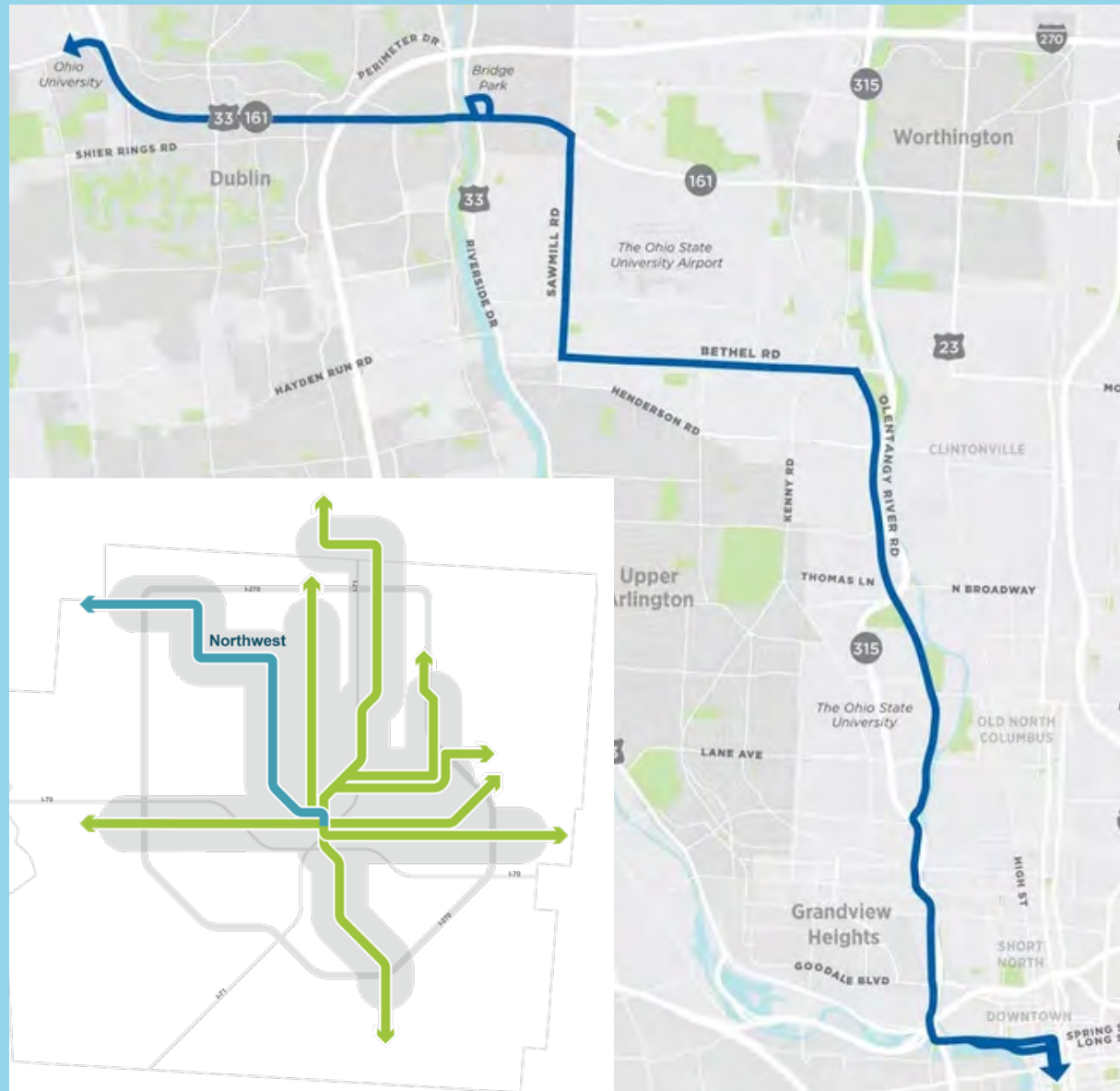
The City of Dublin is using a pilot program with Bird scooters to observe and plan for how residents and visitors use micromobility for transportation. The pilot will inform decision-making to create a safe, comfortable, and convenient system that balances all roadway users in key mixed-use districts. The project will be implemented in two phases. As of Fall 2022, over 6,000 unique riders have ridden 15,000 miles. In addition to scooters, CoGo bikeshare will be implemented, providing traditional and e-bicycle access for users.



LinkUS is a growth and mobility initiative to better connect the region's community and businesses so everyone can share in Central Ohio's success. The project intends to create a rapid transit system for the region to support more sustainable growth patterns, protect open space, limit traffic impacts, and offer reliable transit options.

The Northwest Corridor is the first LinkUS corridor where future bus rapid transit will be implemented. It is one of central Ohio's most critical transportation connections, linking major institutional and employment centers including The Ohio State University, the Ohio Health hospital campus, Grandview Yard, Downtown and the Arena District.

While Hilliard is not directly on the planned corridors, some of the initiative's focus includes support for improving "first-mile, last-mile" connections to transit corridors. Future population growth and densification in Hilliard could also support the need for improved transit connections to the regional network.





5. PARKS AND PUBLIC SPACES

Goal

A community that is welcoming to everyone with outstanding parks and public spaces throughout the city, recreational facilities and programming that support a diverse population, and community events that serve residents and visitors.

Objectives

- *Support a broad array of activities and programs in public places that strengthen community pride and serve all community demographics*
- *Provide easy and equitable walking and biking access to neighborhood parks and amenities for all residents*
- *Elevate parks and public spaces through beautification, regular maintenance, and streetscape improvements*
- *Expand recreational trails throughout the city to create and connect to regional amenities/destinations*

When asked what they love about Hilliard today, residents are quick to praise the city's parks, amenities, and public spaces. Investment in recent years has created new signature places and expanded the city's offerings for parks and public spaces. This section outlines actions for practicing good stewardship of existing resources and expanding their use and accessibility.



Chapter organization

- Context
- Park Classification and Public Spaces
- Actions
- Public Art and Streetscape Elements
- Heritage Rail Trail Linear Park Concept

CONTEXT: KEY FINDINGS AND OPPORTUNITIES

Hilliard's twenty-five parks are crucial public spaces in the community. Distributed throughout the city, parks offer spaces for gathering, recreation, and community activities. The city's current parks and public spaces were analyzed to understand current and future needs. The findings of these analyses informed the recommended programs and policies in this chapter.

Public input highlights

During the first round of public engagement, participants were asked, "what do you love most about Hilliard today", and, "when you think about how Hilliard develops in the future, what is most important to you?". The responses showed that **Hilliard's parks and public spaces are the things residents like most about the city**. Common themes from the responses were:

- Public parks, amenities and spaces are the things people love the most about Hilliard (25% of responses)

When thinking about how Hilliard develops in the future, top responses include:

- A greater variety of things to do (26% of responses)
- Improved community character, appearance, placemaking and culture (20% of responses)
- More green space and open space preservation (10% of responses)

Key Conditions and Trends

A new half-percent income tax is the first dedicated funding for parks and recreation in the city. The new funding source will support the development of a new Recreation and Wellness Center adjacent to Roger A. Reynolds Municipal Park, and will remain as a funding source for parks and recreation operation and maintenance into the future.

Hilliard offers an ample supply of most standard parks amenities, but park acreage and amenities are concentrated in Municipal Park on the west side of the city. The most common amenities are paved and natural walking paths, open green space, picnic areas, and playgrounds, which are well distributed around the city. Development of the new Recreation and Wellness Center will greatly expand recreational offerings for the city, especially aquatic and indoor amenities, but will continue to concentrate facilities in that part of the city, which is not within a walkable or bikeable distance of many residents. The central portion of the city has the least parkland currently available, while the eastern portion has limited connectivity to parks due to sparse crossings of I-270.

Around seventy-two percent of Hilliard residents live within a ten-minute walk of a park, according to the Trust for Public Land's [ParkServe](#). Areas of the city with the least access include the area south of Hayden Run Road and between the railroad and I-270; the southern portion of the area between Scioto Darby and Leap Road; and the undeveloped portions of the I-270 and Big Darby area.

Hilliard's "top places" have received ongoing investment with opportunities for continued enhancement. Past planning processes identified the "top five places" as Old Hilliard, Municipal Park, Weaver Park, Clyde "Butch" Seidle Community Pool and Hilliard East Park, and the Heritage Rail Trail extension. Plans for the first four have largely been implemented; the Rail Trail extension remains a top priority but has not yet been advanced. Ongoing investment in these top places will continue in coordination with development of the focus areas.

National Recreation and Parks Association (NRPA) Benchmarking

Existing recreation and parks facilities, and program offerings were compared to the NRPA's annual Park Metrics, which is a benchmarking resource that provides a snapshot of how Hilliard compares to other cities by population and throughout the Great Lakes Region. This benchmarking analysis is meant to provide general guidance – not to present rigid standards. Hilliard has allocated resources to provide programs and amenities that meet the unique needs of its residents, and the benchmarking metrics provide an additional, data-based perspective for the Recreation and Parks Department to measure its progress and maintain a sufficient supply as the city's population grows. Hilliard data are from 2022 and include the anticipated

Measure	Hilliard	Cities with pop. 20,000-49,999 (Median)	Great Lakes Region (Median)
Population	37,114		
Square miles of city	14.45		
Population density (people/ square mi)	2,568		
Number of parks	25		
Residents per Park	1,485	1,941	1,701
Residents per Playground	3,711	3,111	2,520
Total acres parkland	660		
Total developed acres parkland	495		
Percentage of developed acres	75%		
Acres (developed) parkland per 1,000 residents	13.34	10.6	13.4
Miles of trail	20	8	
Trail miles per 1,000 residents	0.54		

facilities to be built as part of the new Hilliard Recreation and Wellness Center. According to this benchmark, Hilliard compares favorably to its peer cities in many areas. Areas where additional facilities may be needed include indoor facilities such as a nature center or teen center; and outdoor facilities including basketball courts, tennis courts, and multipurpose courts and fields. Programing needs may include specialized activities for people with disabilities, and cultural crafts programming. Hilliard City Schools offer before and after school programs, and the Recreation and Parks department does not anticipate offering such programming,

		Residents Per Facility		
			Cities with pop. 20,000-49,000 (Median)	Great Lakes Region (Median)
Indoor recreation facilities by type	Qty	Hilliard		
Recreation centers (including gyms)	1	37,114	24,601	21,197
Community centers	1	37,114	26,668	25,600
Senior centers	1	37,114	32,075	42,296
Performance amphitheaters	1	37,114	30,745	49,999
Nature centers	0	N/A	30,912	75,000
Aquatics centers	1	37,114	31,230	38,019
Stadiums	0	N/A	27,891	78,967
Indoor ice rinks	0	N/A	24,904	38,297
Arenas	0	N/A	24,413	69,604
Teen centers	0	N/A	29,406	51,200

Hilliard may have an under supply of this amenity or program

Hilliard has an appropriate supply of this amenity or program

Hilliard may have a surplus of this amenity or program

Not applicable - comparable metrics not available

Outdoor recreation facilities by type	Qty	Residents Per Facility		
		Hilliard	Cities with population 20,000-49,000 (Median)	Great Lakes Region (Median)
Playgrounds	10	3,711	3,111	2,520
Basketball courts	3	12,371	6,839	5,268
Diamond fields: baseball - youth	13	2,855	4,858	4,390
Tennis courts	2	18,557	5,000	
Rectangular fields: multipurpose	24	1,546	7,674	6,249
Dog park	1	37,114	28,000	40,268
Diamond fields: softball fields - adult	2	18,557	11,232	11,522
Diamond fields: softball fields - youth	13	2,855	8,509	6,048
Diamond fields: baseball - adult	2	18,557	19,000	16,200
Swimming pools	4	9,279	26,281	
Community gardens	2	18,557	24,500	24,985
Rectangular fields: soccer field - youth	24	1,546	5,011	4,885
Multipurpose courts: basketball, volleyball	2	18,557	14,807	13,695
Totlots	4	9,279	10,756	
Rectangular fields: soccer field - adult	4	9,279	10,547	11,056
Skate parks	0	N/A	32,335	
Rectangular fields: football field	0	N/A	19,351	21,952
Regulation 18-hole courses	0	N/A	33,800	
Driving range stations	0	N/A	23,238	7,480
Multipurpose synthetic fields	0	N/A	24,665	40,577
Ice rinks	0	N/A	13,123	16,468
Pickleball courts	4	9,279	8,143	
Rectangular fields: cricket field	1	37,114	31,779	71,657
Rectangular fields: lacrosse field	8	4,639	13,521	31,700

Hilliard may have an under supply of this amenity or program

Hilliard has an appropriate supply of this amenity or program

Hilliard may have a surplus of this amenity or program

Not applicable - comparable metrics not available

Recreational Programs	Offered in Hilliard	Percent of cities that offer	
		Cities with pop. 20,000-49,999	Great Lakes Region
Themed Special Events	Yes	90%	89%
Social Recreation Events	Yes	90%	86%
Team Sports	Yes	93%	80%
Fitness Enhancement Classes	Yes	90%	77%
Health and Wellness Education	Yes	83%	77%
Individual Sports	Yes	80%	74%
Safety Training	Yes	65%	69%
Racquet Sports	Yes	76%	66%
Aquatics	Yes	68%	63%
Performing Arts	Yes	64%	63%
Visual Arts	Yes	58%	61%
Natural and cultural history activities	Yes*	54%	60%
Cultural Crafts	No	61%	60%
Trips and Tours	Yes	64%	55%
Martial Arts	Yes	65%	55%
Running/Cycling Races	Yes	46%	50%
Golf	No	43%	52%
eSports/Gaming	Yes	10%	14%

*Offered by Hilliard Historical Society (Weaver Park), Hilliard Arts Council (Civic and Cultural Arts Center)

Targeted programs	Offered in Hilliard	Percent of cities that offer	
		Cities with pop. 20,000-49,999	Great Lakes Region
Summer Camp	Yes	88%	80%
Specific Senior Programs	Yes	80%	77%
Specific Teen Programs	Yes	62%	61%
Programs for People with Disabilities	No	58%	60%
STEM Programs	Yes	50%	57%
After School Programs	No**	48%	50%
Preschool	No	37%	41%
Before School Programs	No**	20%	28%
Full Daycare	No	6%	7%

** Offered by Hilliard City Schools

Hilliard is below the median in providing this program
Hilliard is at or above the median in providing this program

PARK CLASSIFICATIONS

Hilliard's Recreation and Parks Department operates and maintains twenty-five developed parks, a total of 660 acres. The City also owns and maintains land along the Heritage Trail, and in the Heritage Preserve development.

In addition to parks there are a variety of other public spaces and assets in the city. The Civic and Cultural Arts Center, operated by the Hilliard Arts Council, and the Columbus Metropolitan Library – Hilliard Branch, provide important cultural services. The Old Hilliard district is a top destination and public space. The Municipal Building and Norwich Township Safety Services building house City and Township services. School properties around the city offer additional sports facilities and are used as additional neighborhood park spaces. The Franklin County Fairgrounds is used for some public events. Homestead Metropark, managed by the Columbus and Franklin County Metro Parks and Frank Park, managed by City of Columbus are immediately adjacent to the city.

City parks and public spaces can generally be categorized into seven groups and are mapped on the following page.

Parks Classification

M	Mini Parks – Small parks under five acres in size, which serve a residential area of a quarter mile or less in radius. Passive facilities including landscaped areas, seating areas, playground or unique recreational needs. Usually do not have parking or programmed activities.
N	Neighborhood Parks – The basic unit of the park system; parks between around five and ten acres; usually include 50% active and 50% passive activities and may have on-site parking; Serve residents in a ¼ to ½ mile radius uninterrupted by non-residential streets; Generally not used for programmed activities.
C	Community Parks – Serve multiple neighborhoods in a one-half to three mile radius and include a mix of active and passive activities. Include parking and may have programmed athletic field events.
S	Sports Complexes – Heavily programed athletic fields and recreation facilities, ideally of around forty to eighty acres but typically smaller in Hilliard.
G	Natural Resource Preserves / Greenways – Land set aside for preservation of natural areas, greenways, and park trails.
F	Special Facilities – Special development providing a unique service.
P	Public Spaces – Spaces which serve to further cultural and educational opportunities, facilitate public gatherings and promote economic development.

Hilliard Parks

- ① Alt Field (M, S)
- ② Beacon Fields (S)
- ③ Britton Farms Park (N)
- ④ Conklin Park (M)
- ⑤ Cross Creek Park (S)
- ⑥ Darby Glen Park (N)
- ⑦ Father Rodric J. Dipietro Park (S)
- ⑧ First Responders Park (P)
- ⑨ Hamilton Park (N,S)
- ⑩ Hayden Run Village Park (N)
- ⑪ Heather Ridge Park (M)
- ⑫ Heritage Trail Dog Park (F)
- ⑬ Clyde "Butch" Seidle Community Pool and Hilliard East Park (N,F)
- ⑭ HOSA Soccer Complex (S)
- ⑮ Hilliard's Station Park (P)
- ⑯ Lakewood Park (N)
- ⑰ Latham Park (G)
- ⑱ Merchant Park (M)
- ⑲ Mildred Park (M)
- ⑳ Reibel Woods (G)
- ㉑ Roger A. Reynolds Municipal Park & New Recreation and Wellness Center (C)
- ㉒ Scioto Run Nature Trail (G)
- ㉓ Silverton Park (M)
- ㉔ Tinapple Park (M)
- ㉕ Weaver Park – Historical District (P)

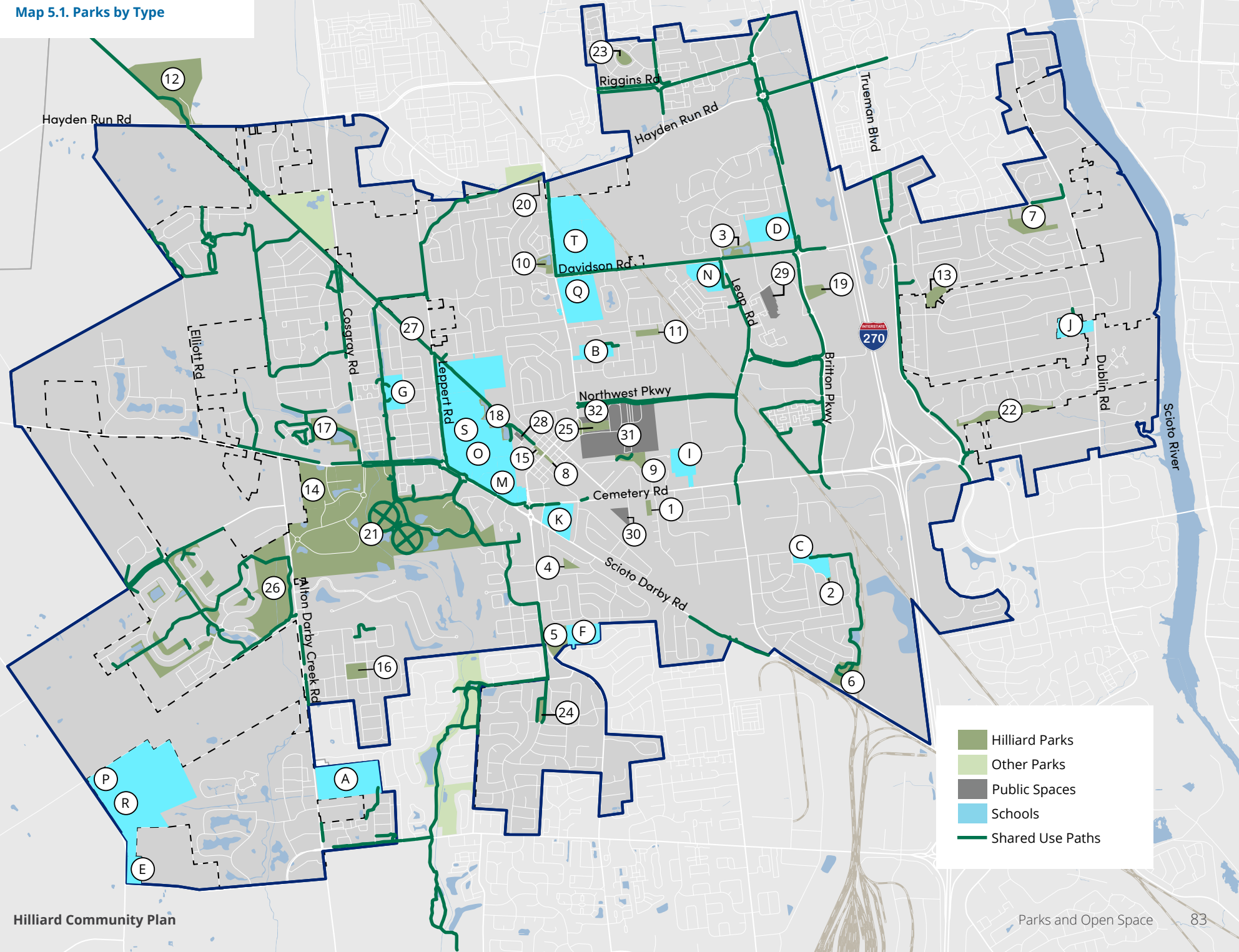
Other Parks and Public Spaces

- ㉖ Heritage Preserve (G)
- ㉗ Heritage Trail (G)
- ㉘ Cultural & Civic Arts Center (P)
- ㉙ Columbus Metropolitan Library (P)
- ㉚ Hilliard Municipal Building (P)
- ㉛ Franklin County Fairgrounds (P)
- ㉜ Norwich Township Hall (P)

Schools

- Ⓐ Alton Darby Creek Campus
- Ⓑ Avery Elementary
- Ⓒ Beacon Elementary
- Ⓓ Britton-Norwich Learning Campus
- Ⓔ Brown Elementary
- Ⓕ Crossing Elementary
- Ⓖ Hoffman Trails Elementary
- Ⓗ Horizon Elementary
- Ⓘ J.W. Reason Elementary
- Ⓝ Ridgewood Elementary
- Ⓚ Scioto Darby Elementary
- Ⓛ Washington Elementary
- Ⓜ Station Sixth Grade School
- Ⓝ Tharp Sixth Grade School
- Ⓞ Heritage Middle School
- Ⓟ Memorial Middle School
- Ⓠ Weaver Middle School
- Ⓡ Bradley High School
- Ⓢ Darby High School
- Ⓣ Davidson High School

Map 5.1. Parks by Type



ACTIONS

This section outlines actions for practicing good stewardship in Hilliard's parks and public spaces while expanding their use and accessibility. They are organized by the objectives, each action supports multiple objectives.

Support a broad array of activities and programs in public places that strengthen community pride and serve all community demographics

PS 1 Expand amenities and programming across Hilliard's parks ensuring that parks have the necessary infrastructure to accommodate activities. Completion of the new Recreation and Wellness Center will greatly expand the availability of parks amenities in the city, but they will be concentrated in one park. Identify parks that could be developed into community parks to expand amenities and programming to different areas of the city as appropriate. These may include rental spaces, pavilions, and picnic shelters; programming amenities such as fishing docks, rock climbing walls, skate parks, natural playgrounds, accessible amenities; etc. Expand programming at community parks in different areas of the city as appropriate. Community parks should have adequate parking and restroom facilities to support expanded programming.

Community Needs

Hilliard commissioned a market analysis and feasibility study to launch the process of designing the new Recreation and Wellness Center. The top needs identified for new amenities and programming throughout the city were:

Programs

Community special events
Food truck programs
Adventure programming
Group fitness
Nature education
Outdoor fitness/yoga classes

Meditation

Wellness

Art

Cooking

Home improvement

Amenities

Nature trails

Multi-use trails

Bicycling paths

Green space/open space

Outdoor pools

Neighborhood parks

Large community parks

PS 2 Create community events and programming specifically for youth and older adults, and increase the community's awareness of these opportunities.

Youth employment can provide leadership and mentorship opportunities; increase jobs or service-learning opportunities for youth. Provide educational group hikes, tours, etc. that are geared toward specific age groups. Market available opportunities to the groups of interest.

PS 3 Cultivate arts and cultural experiences that are unique to Hilliard and celebrate the city's diversity.

Inventory existing arts and culture offerings within the city and region. Identify festivals or music performances without significant presence in Central Ohio and target these types of experiences for Hilliard. Explore the creation of an International Festival or similar event that showcases the community's diversity.

PS 4 Track annual progress towards access to parks and amenities with NRPA tools, aiming to exceed the benchmarks for cities of Hilliard's size.

Hilliard annually tracks and reports a standardized set of data to the NRPA. The city should report progress with respect to these benchmarks to the community and ensure park offerings and resources are growing in accordance with the city's population and size.

PS 5 Regularly conduct community evaluations and focus groups to assess satisfaction with parks and recreational offerings and identify needs. Data gathered should be standardized to track satisfaction ratings over multiple years in a consistent format. Include opportunities for residents to comment on desired amenities and programming.

Provide easy and equitable walking and biking access to neighborhood parks and amenities for all residents

- PS 6 Obtain land strategically over time to ensure all residents are within a ten minute walk to a park and maintain target of at least ten acres of parkland per one thousand residents.** The city currently exceeds this standard but should seek funding to obtain more parkland as Hilliard grows. Incorporate development requirements for parkland set-asides, density bonuses, and/or fees-in-lieu to ensure park acreage maintains pace with residential developments.
- PS 7 Prioritize filling gaps in the trail network and upgrading crossings and curb ramps to improve pedestrian and bicycle access to neighborhood parks.** Provide safe and accessible routes for children, families, seniors, and people with disabilities to all existing and future city parks, especially small neighborhood parks within a short distance of residences.

Improving Access to Parks

Walking and biking access to Hilliard's parks and public spaces has long been a top priority, and the network generally serves these destinations well. However there are a few specific locations where upgrades new paths could increase neighborhood access to parks. Potential shared use path connections are shown in the Active Transportation Network Map in the Mobility and Connectivity chapter. These locations include:

Father DiPietro Park

- Marked crossing of Davidson Rd
- Paths to access the park from the residential areas immediately south

Beacon Fields

- Marked crossings of Crandon St

Silverton Park

- Accessible curb ramps and marked crossings on all approaches

Scioto Run Nature Trail

- Cut-through path to Trueman Blvd

Cross Creek Park

- Enhanced crossings of Hilliard-Rome Rd

Elevate parks and public spaces through beautification, regular maintenance, and streetscape improvements

- PS 8 Establish a public art master plan for Hilliard's public spaces.** Public art can help incorporate a sense of neighborhood and city character and identity into parks and public spaces. The public art master plan should define the desired types of public art and identify suitable locations; increase community and stakeholder involvement and ownership of public art projects and installations; and incorporate suggestions for public art in the right-of-way. The planning and design processes should have a strong emphasis on diverse participation to create art that is representative and welcoming to everyone in the community.
- PS 9 Launch a public places awareness campaign.** Launch an educational or promotional campaign(s) about available destinations, programming and events to encourage exploration of city parks. This campaign can build upon the city's Playground and Parks Passport published in 2022. This may also include improved signage at parks and could be done in tandem with action MC 9 (Establish a wayfinding plan).

Parks Passport

To raise awareness of parks and amenities in a community, a variety of cities have implemented "Parks Passport" programs to encourage residents to get outside and try something new. As shown in the images below, Rochester, MN residents can print or pick up a passport featuring suggested activities and information about parks, and earn small prizes by visiting parks and/or completing activities. Elkhart, IN, Lenexa, KS, Waukesha, WI, Rochester, MN, and Des Moines, IA all offer a parks or playground passport. Hilliard began to publish a passport in 2022.



PS 10 Establish funding and staffing for park maintenance.

Include increased maintenance funding in annual budgets to hire dedicated department maintenance staff and ensure Hilliard parks landscaping and equipment remain safe, well-maintained, and attractive. The department anticipates adding a landscape architect and a project manager to its staff in spring 2023.

PS 11 Utilize public land to demonstrate sustainability principles and technologies.

Where feasible, incorporate renewable energy such as solar panels on city land and buildings such as parks. Incorporate low impact design practices such as energy conservation, graywater recycling, or green infrastructure into new public facilities. Consider establishing a renewable energy generation program that provides incentives for small-scale private renewable energy generation.

Expand recreational trails throughout the city to create and connect to regional amenities / destinations

PS 12 Explore partnerships with other public entities to grow trail connections across the region. Key trail connections include the Hayden Run trail corridor, connections to Metroparks including Quarry Trails and Darby Creek, extension of the Heritage Trail, and the western greenbelt concept (see Big Darby Focus Area chapter). Cooperation with Franklin County, Franklin County Metroparks, Columbus, Dublin, Upper Arlington, MORPC, and other partners, and integration into regional plans, will all be essential to achieving a connected regional network that draws visitors and widens residents' access to nature.



Central Ohio Greenways

The Central Ohio Greenways trail vision is connecting the Central Ohio region with over 230 miles of trails for everyone to explore parks, neighborhoods, rivers, and the vibrant, diverse culture of one of the nation's greatest places to live, work, and play. The proposed network includes the extension of several regional trails to and through Hilliard and would connect the city to Quarry Trails Metropark, the Scioto River, Dublin, Upper Arlington, Columbus, and Plain City.

RAPID 5

RAPID 5 is a vision to form the largest interconnected park system in the country. The initiative would link parks along Central Ohio's five major waterways. It is a vision to reframe the connectivity of the region based on the natural geography defined by its waterways; to connect all Franklin County residents to the region's natural resources, cultural, and economic resources for recreation, commuting, commerce, education, and relaxation. Hilliard sits between two of the waterways (Big Darby Creek and Scioto River).

PUBLIC ART AND STREETSCAPE ELEMENTS

Main Street in Old Hilliard already has the foundations of a strong streetscape, with street trees, lighting, landscaping, seating, and bicycle parking throughout the district. The expansion of these elements throughout the district and in new mixed-use development areas, along with the incorporation of additional elements, will continue to build the character, identity, and useability of the city's public spaces.



Alternative Canvases

Using alternative canvases like signal boxes, storm drain inlets, and walls for small pieces of street art can turn spaces that would traditionally be ignored into intriguing aspects of the streetscape.



Artistic Bicycle Racks

The addition of artistic bike racks can encourage people to bike while also providing a functional art element, and can be sponsored by businesses or designed by local artists or students.



Stormwater and Rain Gardens

The incorporation of rain gardens into curb extensions allows for educational opportunities while providing a valuable infrastructure service.



Sidewalk Planters

Moveable or fixed sidewalk planters can pair well with the canopy trees and low-level plantings to provide for the softening of the streetscape, while also acting an additional canvas for art.



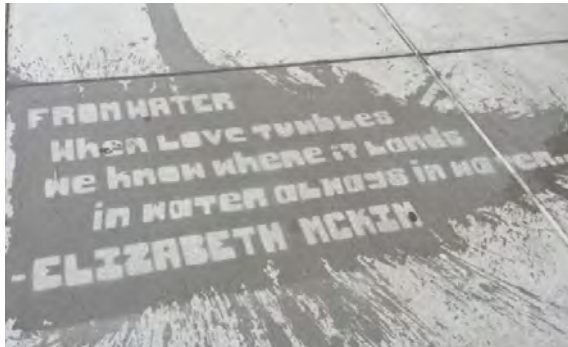
Parklets

Extended temporary closure of parking spaces for outdoor gathering and dining is a great way to enhance and activate the street of Old Hilliard and other districts. They can be tied to specific restaurants or key locations along the street.



Street Furniture

Fixed benches allow a place to rest, while moveable chairs and tables can allow for small groups to activate the spaces that they find desirable. Benches can also be extended to new locations throughout the district and city as redevelopment occurs.



Sidewalk Rain Art

Sidewalk art that is hidden unless wet, allows for a subtle and intriguing addition to the streetscape that can help activate the street in times when it traditionally would have low use.



Pedestrian-Scale Lighting

As sidewalks are expanded throughout the district, pedestrian-scale lighting should also be expanded to provide safety and comfort.

HERITAGE RAIL TRAIL LINEAR PARK CONCEPT

Extension of the Heritage Trail along the retired rail corridor is an opportunity to create a signature park that features trail-oriented development, public art, and additional park space that is easily accessible to the surrounding neighborhoods. The following pages provide examples of trail elements, amenities and features, and destinations that could be incorporated onto the Heritage Trail extension. This vision could be achieved in stages as development occurs, but the crucial first step is acquisition of the rail corridor property. Given the width of the corridor and location of several adjacent city-owned parcels, the city could consider financing some of the trail's development by selling portions of the property to private developers, with stipulations that future development be oriented towards and supportive of the trail.

Trail Elements

The images below represent major trail elements that could help people successfully way-find and navigate the trail.



Primary Alignment

Proposed alignment of the Heritage Trail. When possible, separated spaces for people moving at different speeds could be provided.



Access Routes / Local Connections

Connecting routes from surrounding neighborhoods to the Heritage Trail.



Major Gateway

Major access point for the trail, which includes signage, public art, or other features welcoming visitors to the trail.



Minor Gateway

Minor access point for the trail from the surrounding neighborhood, with smaller signage or wayfinding.

Trailside Amenities and Features

Trailside amenities are the elements that support users along their ride, walk, or roll, and help make the Heritage Trail more than a strip of pavement. Comfort stations, waysides, restrooms, repair stations, art, and other features contribute to a more comfortable and interesting user experience.



Comfort Stations

Rest places with amenities, such as shelter, benches, trash/recycling bins, water fountains, bike parking and repair stations. May include a restroom.



Waysides

Small rest areas along the trail with amenities such as benches, trash/recycling bins, and shade.



Wayfinding

Signs providing trail users with directions, destinations, and distance information.



Art

Local art along the trail such as sculptures, murals, painted pavement, etc. should highlight Hilliard's past and present.



Bicycle Parking

Bicycle racks for securely locking personal bikes. These could incorporate artistic elements.



Bikeshare Station

Docking stations or designated parking areas where bikeshare is available. This could also incorporate other types of micromobility.



Bicycle Repair Station

Fix-it stations for bicycles with tools and a pump to add air to tires.



Trailside Exercise Stations

Workout stations located along the trail for physical activity.

Trail Destinations

Trail destinations create opportunities for people to experience nature, play and recreate, refresh minds and spirits, and celebrate community. The images below are examples of the types of destinations commonly associated with trail oriented development projects.



Outdoor Dining

Restaurants or food truck courts that offer outdoor seating facing and accessible from the trail.



Brewery

Taprooms near the trail with outdoor space for gathering.



Outdoor Game Space

Beach volleyball, bocce ball courts, or other amenities for group games; could be privately owned by trailside developments.



Playground

Play area with equipment such as swings and slides, etc.



Community Park

Small park for the surrounding neighborhood and trail users.



Natural Retreat

Accessible natural area, such as a wetland, small grove of trees, or prairie.



Community Garden

Public garden plots available for trailside residents.



Trail-Oriented Development

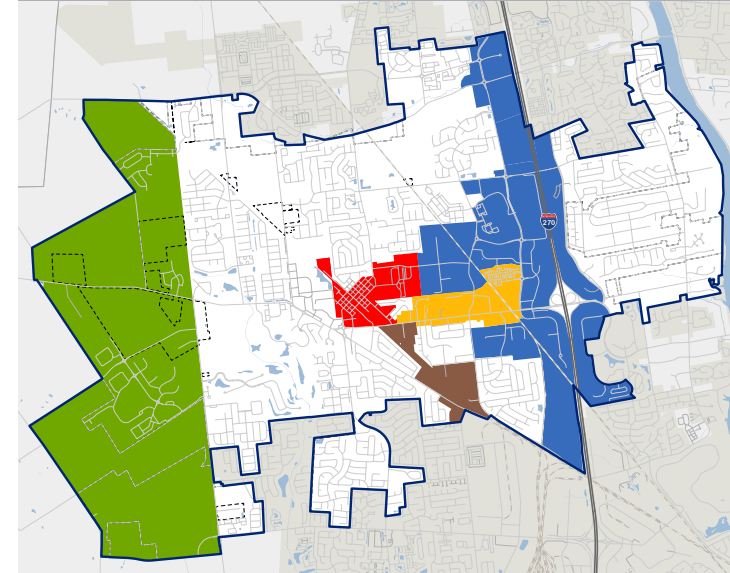
Buildings with a combination of residential, retail and other uses that are built adjoining or facing the trail.



6. FOCUS AREAS

Five Focus Areas are strategic locations where Hilliard can most effectively enhance the image of the community, create transportation connections, improve public spaces, and promote economic development. These areas are a major focus of the Comprehensive Plan and include recommendations about development, redevelopment, conservation, transportation, placemaking and community character.

-  **Old Hilliard** is the city's historic downtown core defined by the original street grid and the Franklin County Fairgrounds. Continuing to develop and promote Old Hilliard as a distinctive destination will help to create a stronger sense of community, enhance the local identity, offer new housing options, and create a more vibrant economic environment.
-  **Cemetery Road Corridor** is the city's primary east-west gateway corridor linking Old Hilliard with I-270. By encouraging redevelopment and enhancing the streetscape while maintaining its function as an arterial street, this area has a huge potential to create a more positive first impression for visitors and strengthen community pride.
-  **I-270 Corridor** consists of the area surrounding the Cemetery Road interchange, including Hilliard's portions of the Mill Run development, as well as extending south and north to the city limits. This area should be the city's economic engine and provides excellent opportunities for infill and redevelopment to develop a more attractive entry into the city and increase its tax base.
-  **Retired Railroad Corridor** extends along the retired rail line from Columbia Street in Old Hilliard southeast to Leap Road and includes some adjoining parcels along the corridor. This area is a special opportunity to extend the Heritage Rail Trail, establish Hilliard as a Trail Town, and create trail-oriented development that is unique within Central Ohio.
-  **Big Darby Area** includes land along the western edge of the city's utility service area, which falls within the Big Darby Accord Watershed Master Plan. The focus of this area is to manage growth in a way that preserves a connected system of open space, minimizes adverse environmental impacts, and does not weaken the city's long-term fiscal health.



Each focus area is organized into four subsections

- The Area Today
- Concept Plan
- Description of Numbered Concepts
- Actions

OLD HILLIARD



OLD HILLIARD

Old Hilliard is the historic downtown of the city including its original street grid and the adjacent Franklin County Fairgrounds. Though some of its historic character and links to the past are intact, suburban architecture and development styles have worked to weaken the district's sense of place. Over the past decade or more, the city has worked to implement streetscape improvements, gateway elements, and new public spaces such as First Responder's Park, Hilliard's Station Park, and Heritage Rail Trail extension.

Since the 2011 comprehensive plan, the City updated the Old Hilliard Design Guidelines and codified them in the Zoning Ordinance.

This current focus is intended to build upon the city's success and continue to develop Old Hilliard as a distinctive destination.



The Area Today

The existing land use and character map represents an assessment of conditions in 2021 based on parcel data and observation. The land use definitions are detailed in the Snapshot Part 1 Appendix. The numbered locations generally indicate distinct conditions that apply to a site or sub-area.

- ① The Franklin County Fairgrounds site is approximately seventy-five acres and includes land north of Northwest Parkway. Given its prominent location, this land could be underutilized.
- ② Old Hilliard Core / Old Hilliard Neighborhood is the dominant land use and aligns generally with the area's historic pattern and current Old Hilliard mixed use zoning.
- ③ Mixed-use residential represents the recent Landmark Lofts development.
- ④ Neighborhood Commercial located in the southwest portion of the focus area near the corner of Main Street and Cemetery Road has typical storefront and setback styles of conventional suburban retail. There is an opportunity for infill or redevelopment.

Map 6.1. Old Hilliard Existing Land Use



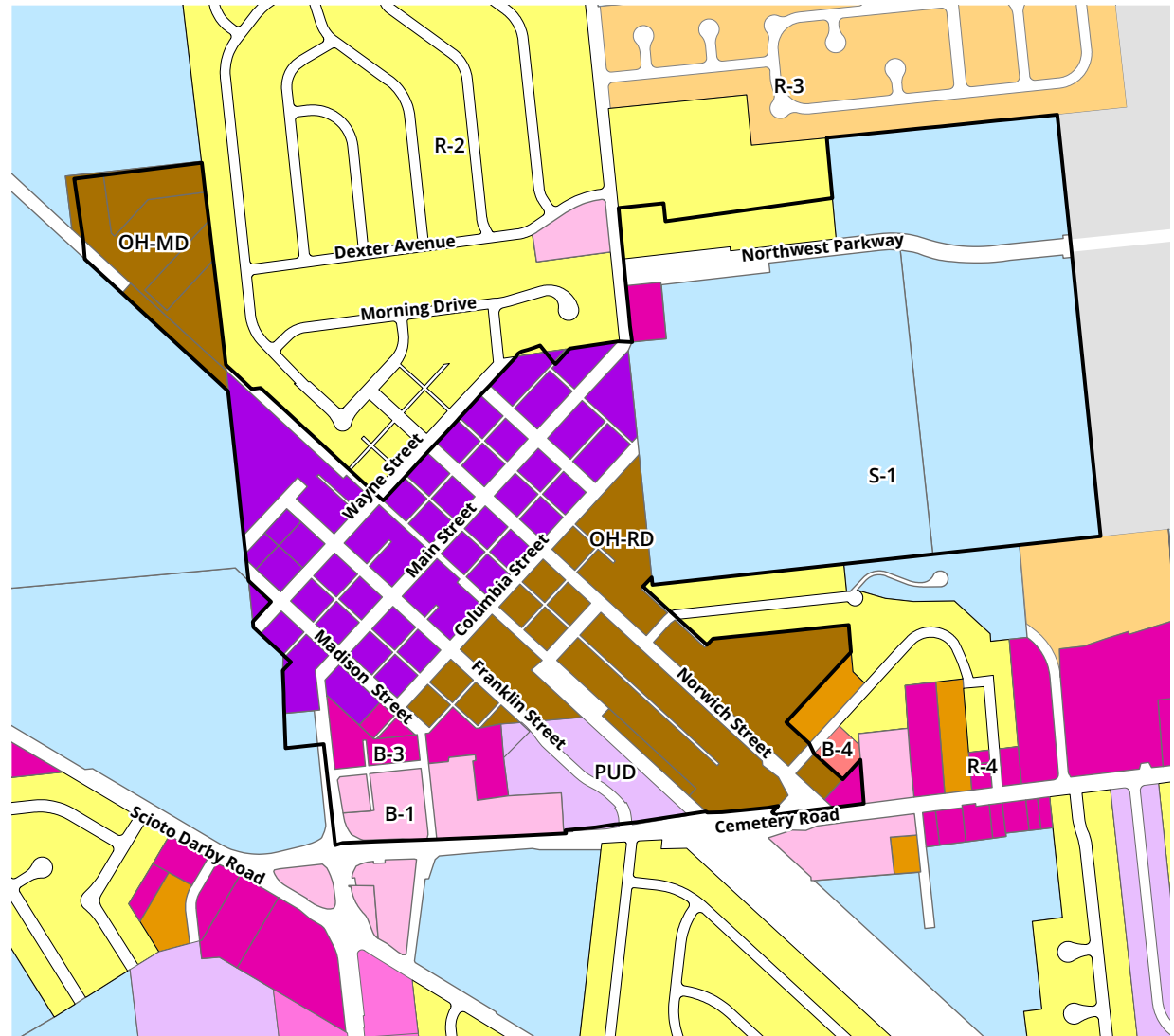
Map 6.2. Old Hilliard Existing Zoning

The existing zoning map shows the districts that apply to specific parcels of land today. Zoning districts define land uses that are permitted or conditional, and site development standards that are allowed today.

Most of Old Hilliard is zoned OH-MD (Old Hilliard Mixed Use) and OH-RD (Old Hilliard Residential District). These districts are intended to implement the principles outlined in the 2011 plan. They apply to the core of Old Hilliard along Main Street and the adjacent residential areas.

The recent Landmark Lofts development along Cemetery Road, which includes a horizontal and vertical mix of uses, is zoned PUD (Planned Unit Development). Planned Unit Development Districts are a zoning district tailored to a specific development. Each PUD is regulated by a unique zoning text adopted for that development.

Other than the Old Hilliard district, there are currently no base zoning districts that directly implement mixed-use concepts in the 2011 plan.



- | | |
|-------------------------------------|--|
| B-1 (Neighborhood Business) | OH-MD (Old Hilliard Mixed Use) |
| B-2 (Community Business) | OH-RD (Old Hilliard Mixed Use Residential) |
| B-3 (Office/Institutional District) | PUD (Planned Unit Development) |
| B-4 (I-270 District) | R-1 (Low Density Residential) |
| S-1 (Support Facilities) | R-2 (Low/Medium Density Residential) |
| M-1 (Restricted Industrial) | R-3 (Moderate Density Residential) |
| | R-4 (High Density Residential) |



*Above: Existing character of Old Hilliard along Main Street.
Right: The Landmark Lofts mixed-use development along Cemetery Road.
Below: Hilliard Station Park and the Heritage Rail Trail along Center Street.*



Concept Plan

The Old Hilliard concept plan illustrates future land use types and development concepts that are intended to encourage growth while maintaining the district's distinctive small town character. The numbered concepts are described on the following pages.

Map 6.3. Old Hilliard Focus Area Concept Plan

Concepts

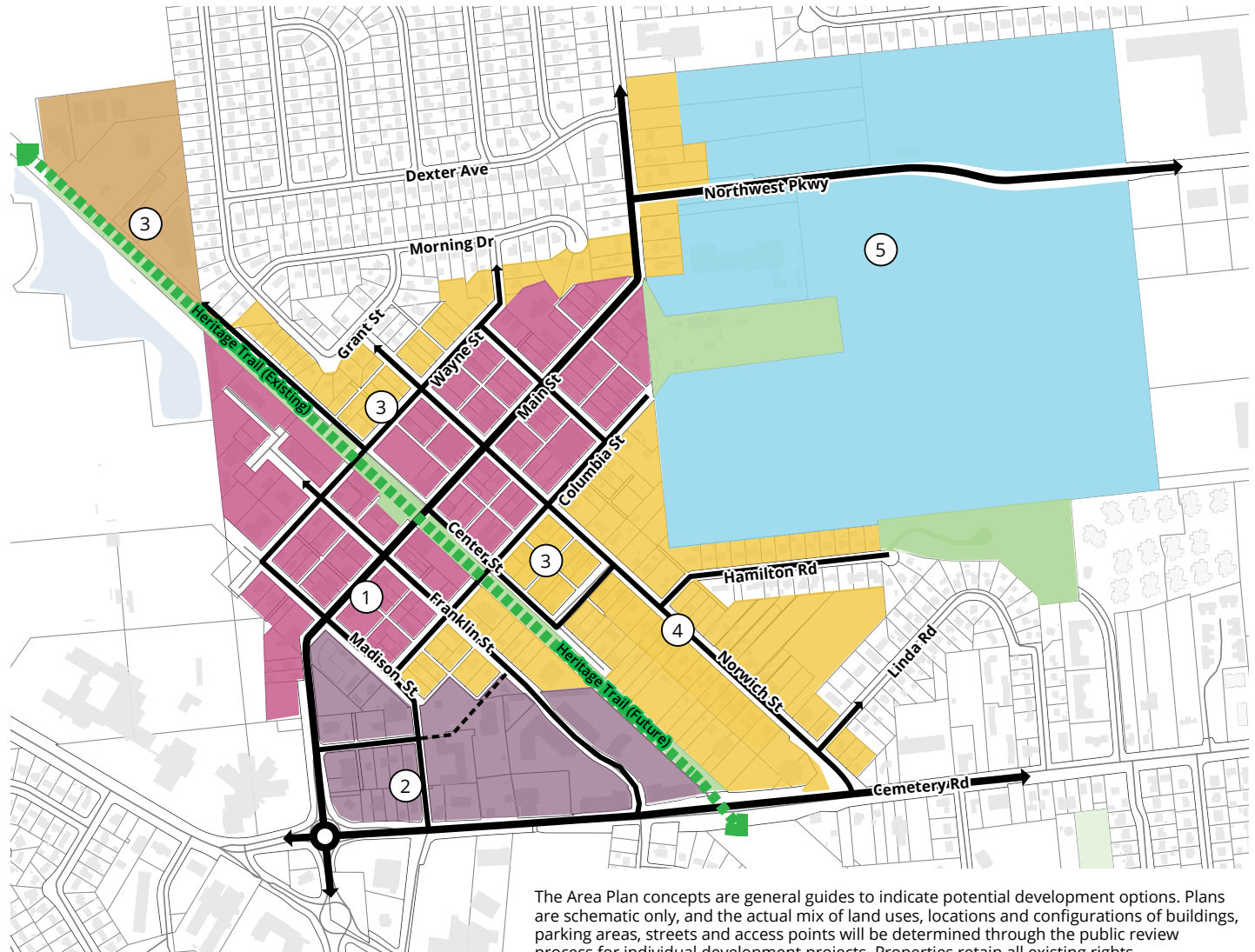
- ① Create inviting pedestrian-friendly places and mixed uses along Main Street.
- ② Extend the mixed-use character south and west to the intersection of Main Street and Cemetery Road
- ③ Grow residential with mixed urban housing
- ④ Preserve the existing character of residential areas along Norwich Street.
- ⑤ Maximize use and benefit of the Fairgrounds

Future Land Use

- Village Residential (med)
- Urban Residential (high)
- Village Mixed Use
- Urban Mixed Use
- School / Public / Semi-public
- Park / Open Space

↔ Streets

↔ New Streets



1 Create inviting pedestrian-friendly places and mixed-uses along Main Street.

The village mixed-use future land use area along Main Street accommodates commercial, office, and residences mixed vertically and horizontally. Development should contribute to creating inviting public spaces, with buildings framing wide sidewalks with outdoor dining, plazas, or pocket parks. Commercial or office uses should occupy the ground floor on Main Street. Buildings should be at least two stories and located near the street with parking behind the building. Portions of a building may be one-story while other portions may be multi-story to allow for roof-top terraces and patios. A mix of architectural styles are encouraged while reflecting the traditional village character. Additional design features should be expected to support buildings over three stories. These features may include:

- Provision of public parking or reduced on-site parking
- Provision of a public or semi-public space including on upper floors.
- Architectural design that minimizes the visual mass of the building (articulation, material variation, step-backs, etc.)
- At least half of the above-ground floor area is a non-residential use such as office



2 Extend the mixed-use character south and west to the intersection of Main Street and Cemetery Road

The urban mixed-use future land use category applies to the area generally south of Madison Street. It supports redevelopment of the existing suburban commercial and continues the mixed-use character from the core of Old Hilliard. This area may feature buildings with larger footprints and greater height (generally up to five stories). Non-residential uses should occupy the ground floor on the Main Street or Cemetery Road frontage. A mix of architectural styles is encouraged while reflecting the traditional village character.

A street connection parallel to Cemetery Road to connect Madison Street and Franklin Street should be considered during redevelopment of this area.





Above: Building design should incorporate amenities such as outdoor dining.

Below: Architecture should be varied and include historic styles and contemporary designs.

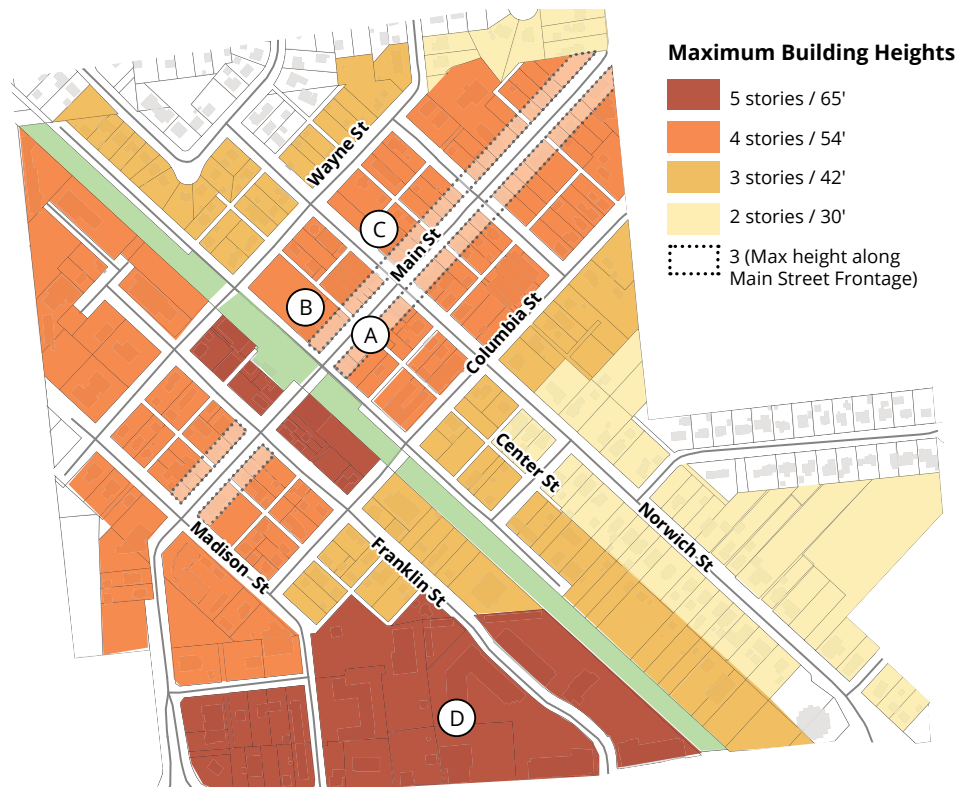


Building scale and character

In Old Hilliard, additional design characteristics should apply to new development to reflect the traditional character and appropriately transition between new and historic development. To create engaging pedestrian spaces, buildings should be located close to the street and amenities such as seating, pedestrian-scale lighting, trees, bike racks and outdoor dining should be provided in new development oriented to the adjacent public right-of-way. Building design should complement surrounding uses. Architectural styles should be diverse. Building massing and color should vary between buildings to break up long facades and provide visual interest. Windows at the street level should be large and transparent to a reasonable depth.

Building heights should range from two-to-four stories. The map on the following page indicates recommended maximum building heights in stories and feet. Generally a maximum of three stories (forty-two feet) is indicated along the Main Street frontage with opportunities for four stories (fifty-four feet) if additional design elements are incorporated (see previous page). Heights above fifty-four feet could be appropriate for sites that front directly onto the Heritage Trail and include additional public amenities or design features. For new residential development, a maximum height of three stories (forty-two feet) is generally recommended to serve as a height transition between the existing one to two-story single family homes.

Conceptual Maximum Building Heights for Old Hilliard



The above map is conceptual and is intended to be used as a guide for considering updates to the zoning ordinance. The zoning ordinance regulates height and other design requirements and limitations. Minimum and maximum heights in both feet and stories should be specified in the zoning ordinance along with requirements for considering bonus heights.

Examples of existing building heights in Hilliard

Map Location	Building Name	Height (ft/stories)
(A)	Sports on Tap	24.5' (2 stories)
(B)	Otie's	28' (2 stories)
(C)	Old Bag of Nails	33' (2 stories)
Not in Old Hilliard	BMW Financial Services	41.2' (3 stories)
	Lifestyle Communities Community Building	48' (3 stories)
	Avid Hotel	49.3' (4 stories)
(D)	Landmark Lofts	52' (4 stories)

Typical building heights recommended within the Village Mixed Use area



3 Grow residential with mixed urban housing

On Village Residential areas that face the mixed-use areas or the Heritage Trail, allow for a mix of compact village and urban housing including townhomes, duplexes, multiplexes, and small-scale apartments. Parking should be located so as to not dominate the front of the structure with side loaded or detached garages preferred. Front porches and patios are strongly encouraged in this area. The area designated as urban residential has opportunities for a mix of housing types that are oriented toward the Heritage Trail.

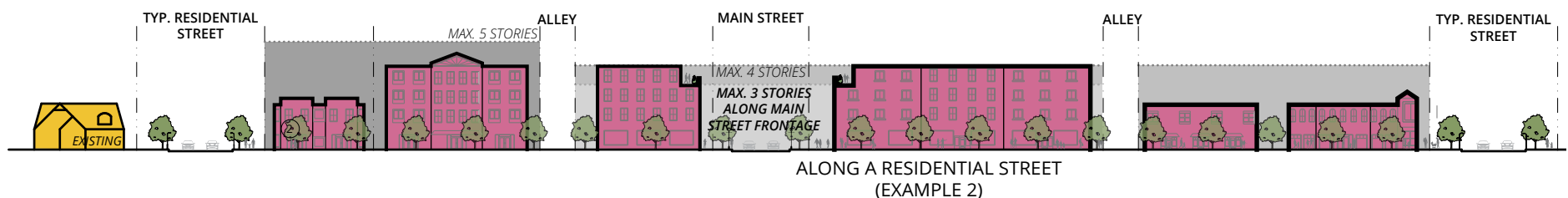


4 Preserve the existing character of residential areas along Norwich Street

Maintain the historic residential character along Norwich Street between Columbia Street and Cemetery Road. Provide appropriate transitions in building scale between mixed-use areas and residential areas.



Typical building relationship between mixed use, new residential, and existing residential

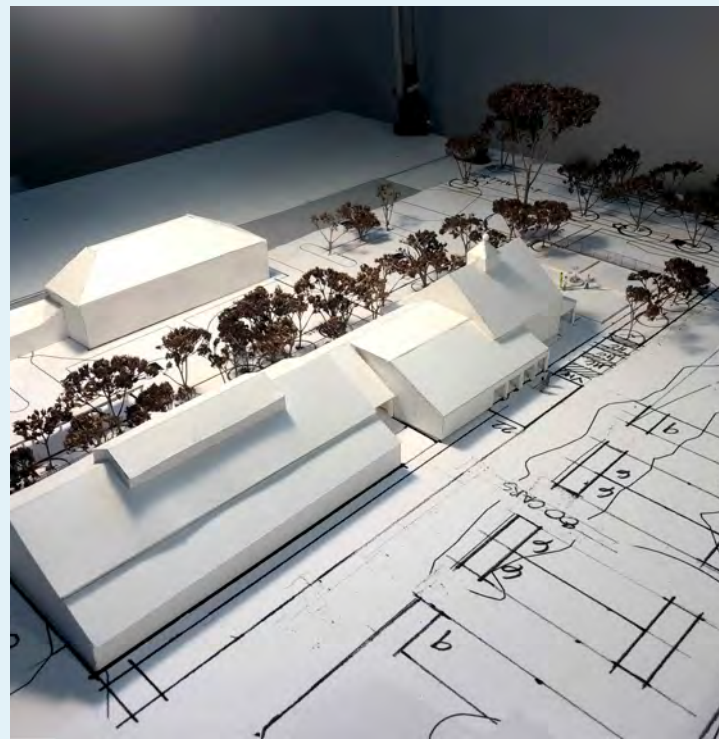


5 Maximize the use and benefit of the Fairgrounds

It is in the interests of the broader Hilliard community that the Fairgrounds includes facilities, spaces, and programming to serve as an amenity for the community while also preserving our region's rich agricultural heritage. While the city has very limited ability to influence what happens on the Fairgrounds, it could advocate for improvements to the facilities or programming that accommodate greater opportunities for community uses.

In 2019, a conceptual plan prepared by the Board of Directors was shared with City Council. That study featured proposed improvements such as new buildings, landscaping, and parking. While there are no commitments to undertaking this exact concept, the city and Board of Directors should work together to develop a strategy for site improvement. (see Action A5)

Conceptual models in 2019 Fairgrounds Master Plan Study (below, right)



ALTERNATIVE

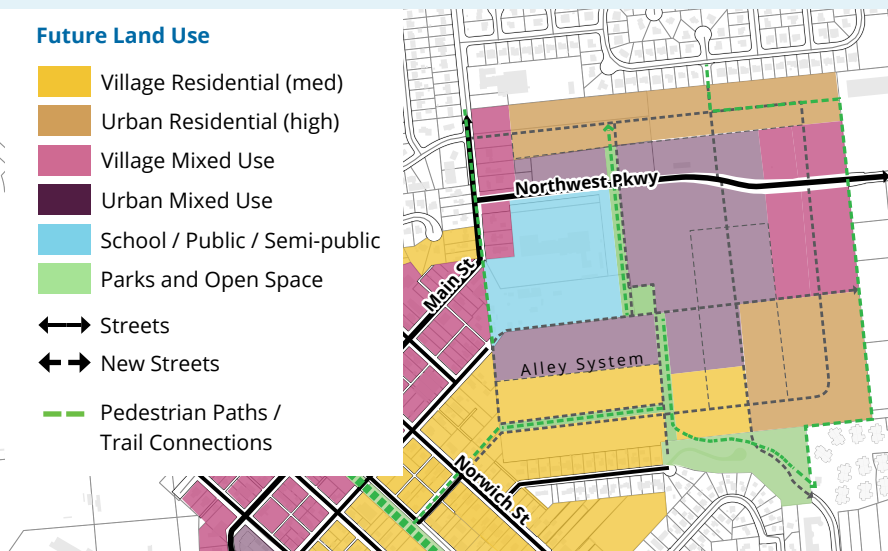
5 If the Fairgrounds were to relocate, the city should support redevelopment of the site with a mix of uses that would expand and strengthen Old Hilliard.

During the horizon of this plan, the Fairgrounds is not expected to relocate. However, if that were to occur in the future, the city should have expectations about the site's redevelopment. The city should support redevelopment on the site that:

- Expands the Old Hilliard street grid of walkable blocks;
- Features a major anchor use such as a civic building;
- Repurposes Weaver Park as a community gathering space;
- Includes mixed-use and mixed residential, transitioning in intensity to be compatible with adjacent neighborhoods;
- Provides street and path connections to surrounding neighborhoods; and
- Includes multi-use path connections to the extended Heritage Trail, and to adjacent neighborhoods.

Future Land Use

- Village Residential (med)
- Urban Residential (high)
- Village Mixed Use
- Urban Mixed Use
- School / Public / Semi-public
- Parks and Open Space
- Streets
- New Streets
- Pedestrian Paths / Trail Connections



The Area Plan concepts are general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points will be determined through the public review process for individual development projects. Properties retain all existing rights.



The Montgomery County Fairgrounds near downtown Dayton, Ohio, served as a community destination for 160 years. In 2017, the Fairgrounds relocated to a rural part of the county and the original forty acre site was purchased by the University of Dayton and Premier Health. After an extensive visioning and master planning process, the site, now known as *onMain*, is currently undergoing redevelopment. *onMain* promises to become a place that nurtures innovation and creativity and support the missions of the two institutions.



Beulah Park in Grove City was the first thoroughbred racetrack and event center in Ohio, and stood as a historic landmark for over ninety years. The over two hundred acre site adjacent to the historic town center of Grove City closed in 2014. After several years of planning, the site is now undergoing redevelopment to create "Central Ohio's largest walkable residential community" with a mix of housing, commercial, and a thirty-two acre open space.

Old Hilliard Actions

FA A1 **Update the Old Hilliard zoning standards.** Incorporate the following into the update:

zc

- Address open space set aside requirements (existing citywide standards may not be appropriate in all areas); consider incentivizing or requiring development to provide some amount of public space amenities adjacent to their properties such as outdoor dining spaces, pocket parks, art, seating, and green spaces;
- Address required parking in non-residential and mixed-use areas with the intent to provide adequate parking district-wide rather than on a site-by-site basis. Encourage shared parking arrangements. Allow relaxed, or entirely eliminate, on-site parking requirements in non-residential areas in exchange for improvements to on-street parking, including landscaping the right-of-way, curb and gutter, and sidewalks, except along Norwich Street between Columbia Street and Linda Road.
- Revise the allowed maximum height to specify both stories and feet. Set a separate maximum height for street frontage (ex: three stories at street, five stories overall); and consider requiring two-story minimum height. Allow for flexibility in height and permit additional height in exchange for additional design features.
- Consider modifying use provisions for first-floor uses along some streets to encourage retail and restaurant uses and discourage small professional services users from occupying limited real estate.

FA A2 **Construct water and wastewater capacity improvements to accommodate additional development.** Implement the recommendations of the 2022 Utility Capacity Analysis, which was prepared concurrently with this plan. The preliminary estimates indicate this work may cost ten million dollars.

FA A3 **Extend the Heritage Rail Trail from Main Street to Cemetery Road (and beyond).** Continue efforts to acquire the land to expand the Heritage Trail south to Cemetery Road through Hilliard. Continue to work with Central Ohio Greenways and Metro Parks to extend the Heritage Trail to Quarry Trails Metro Park and to downtown Columbus.

FA A4 **Develop a financing strategy to provide infrastructure improvements concurrent with development.** Consider “value capture” strategies such as special assessment districts, impact fees, development agreements, tax increment financing, or other models to generate revenue to build out and maintain public improvements. Value capture schemes attempt to recover a portion of the benefits of public investments. Infrastructure needs in Old Hilliard include building out the sidewalk system, providing parking, expanding wastewater systems, and improving lighting.

FA A5 **Create a branding and marketing campaign for Old Hilliard.** As described in the 2022 Economic Development Strategic Plan, undertake a campaign to promote Old Hilliard as a destination for businesses and visitors. Consider the creation of a special arts district.

FA A6 **Work with the Fairgrounds to develop a strategy for site improvement.** Engage in discussions with the Fairboard regarding potential site improvements that retains the Fairgrounds use but includes modernized facilities for additional community events. Identify opportunities for specific uses or programming and discuss the potential for sharing in costs or revenue from those improvements. Consider pedestrian connectivity to other parts of the city.

- FA A7 **Permanently close Center Street between Main Street and Wayne Streets to maintain a pedestrian space.** Maintain center street adjacent to Hilliard Station Park as a pedestrian space with outdoor dining, events, activities, and celebrations throughout the year.
- FA A8 **Develop additional public parking.** Use development to help fund the purchase of land for public parking. Develop plans for a public parking structure. Update wayfinding signs to direct visitors to public parking areas, particularly for events.
- FA A9 **Provide support to retain existing and attract new small businesses specifically within Old Hilliard.** As described in the 2022 Economic Development Strategic Plan, provide support to small businesses seeking to locate in Old Hilliard through initiatives such as a small business grant program, providing information on available funding, establishing an incubator and start up space within Old Hilliard, or organizing a support program made up of mentors from Old Hilliard businesses.
- FA A10 **Conduct periodic reviews of short-term rental regulations.** Large concentrations of short-term rentals can negatively impact neighborhoods, be a drain on city services, and inflate housing prices in an area. The city recently adopted regulations for short-term rental in the Old Hilliard area. The city should periodically evaluate these regulations with respect to local data, national trends, and technology, modify them as appropriate, and consider whether they should apply beyond Old Hilliard. The regulations should support the use of properties for short-term rental while minimizing nuisances such as noise, trash, and parking problems.



CEMETERY ROAD CORRIDOR



CEMETERY ROAD CORRIDOR

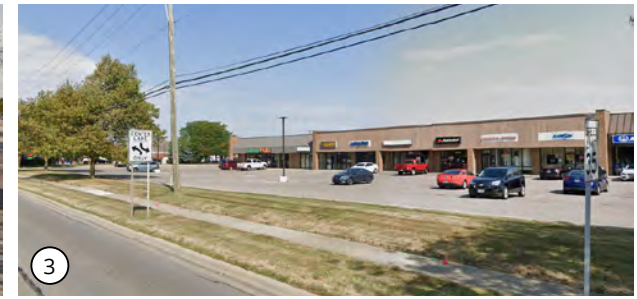
The Cemetery Road focus area is the primary east-west gateway corridor linking Old Hilliard with I-270. This area was not addressed in the 2011 Comprehensive Plan. In 2021, the Mid-Ohio Regional Planning Commission (MORPC) prepared a study for the area to help the city begin to re-imagine the corridor as a distinctive place, a regionally-significant economic hub, and an area that could leverage future regional transit opportunities. This area has a huge potential to create a more positive first impression for visitors and strengthen community pride. Recommendations from the MORPC study along with others are included in this section.



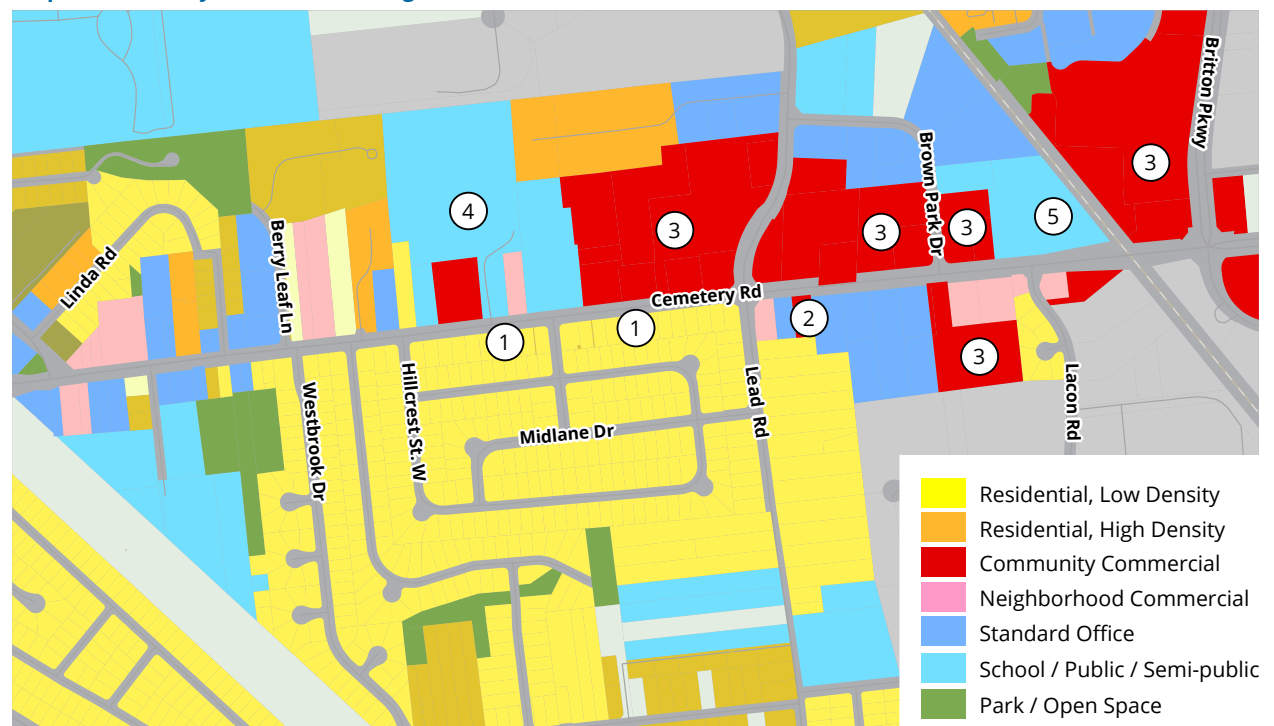
The Area Today

The existing land use and character map represents an assessment of current conditions in 2021 based on parcel data and observation. The land use definitions are detailed in the Snapshot Part 1 Appendix. The numbered locations generally indicate distinct conditions that apply to a site or subarea.

- ① Older ranch style homes with large front yard set-backs and driveway access to the corridor.
- ② Single story office or neighborhood commercial buildings set back from the street. Generally on the south side of Cemetery Road, parking is located to the side or behind buildings.
- ③ Commercial uses in single buildings or within a building strip. Large front building setbacks and large surface parking areas.
- ④ J.W. Reason Elementary School school (this facility is being evaluated for potential reuse or disposition by the school district).
- ⑤ A former commercial warehouse building with a large surface parking lot currently owned and operated by a house of worship.



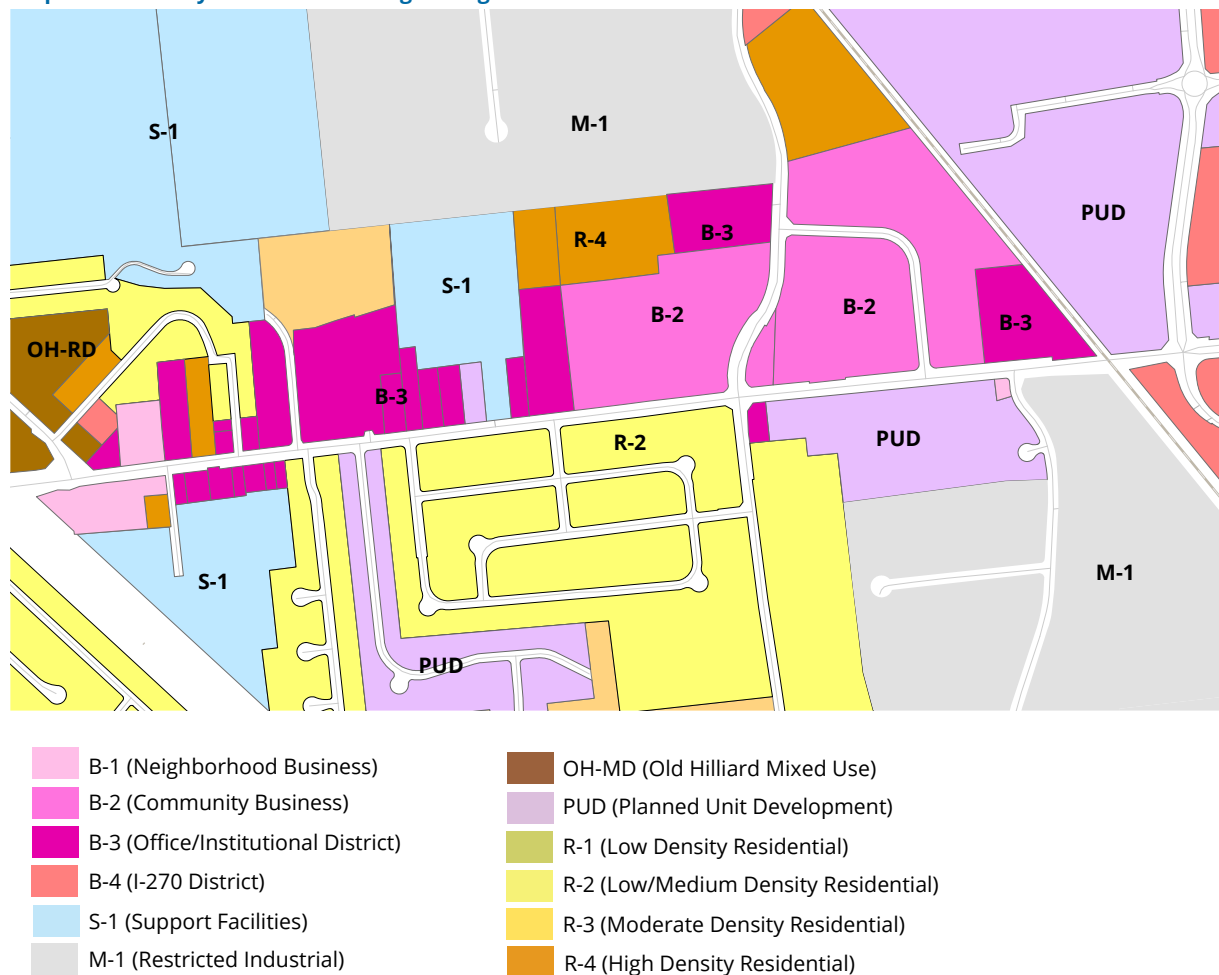
Map 6.4. Cemetery Road Area Existing Land Use



The Mid-Ohio Regional Planning Commission (MORPC) prepared a study for the Cemetery Road Focus Area in 2021. The purpose of the study was to provide a resource to the City of Hilliard as the Cemetery Road Area evolves into a regionally significant economic hub and activity node that is locally and regionally beneficial, due to its proximity to the Northwest Corridor study area. The following opportunities were identified in the MORPC study:

- **Active transportation opportunities** that include bike and walk options.
- **Infill development and redevelopment** that is compact and includes human-scaled building forms that will support the walkable environment
- **Meet shifting community demands** to provide a mix of housing types.
- **Placemaking** initiatives that brand Cemetery Road as a regionally significant corridor. The site could be re-imagined in a way that infuses that social and cultural identities of the city.
- **Equity and representation** is critical so that the area is not just gentrified and displaces workers and residents. Currently, fifty-nine percent of residents in the Cemetery Road Focus Area earn less than forty thousand dollars per year.

Map 6.5. Cemetery Road Area Existing Zoning



Concept Plan

This concept plan illustrates the future land use vision for the Cemetery Road corridor. The numbered concepts are described and illustrated on the following pages. These concepts build upon the general citywide future land use definitions to provide more specific guidance in this area.

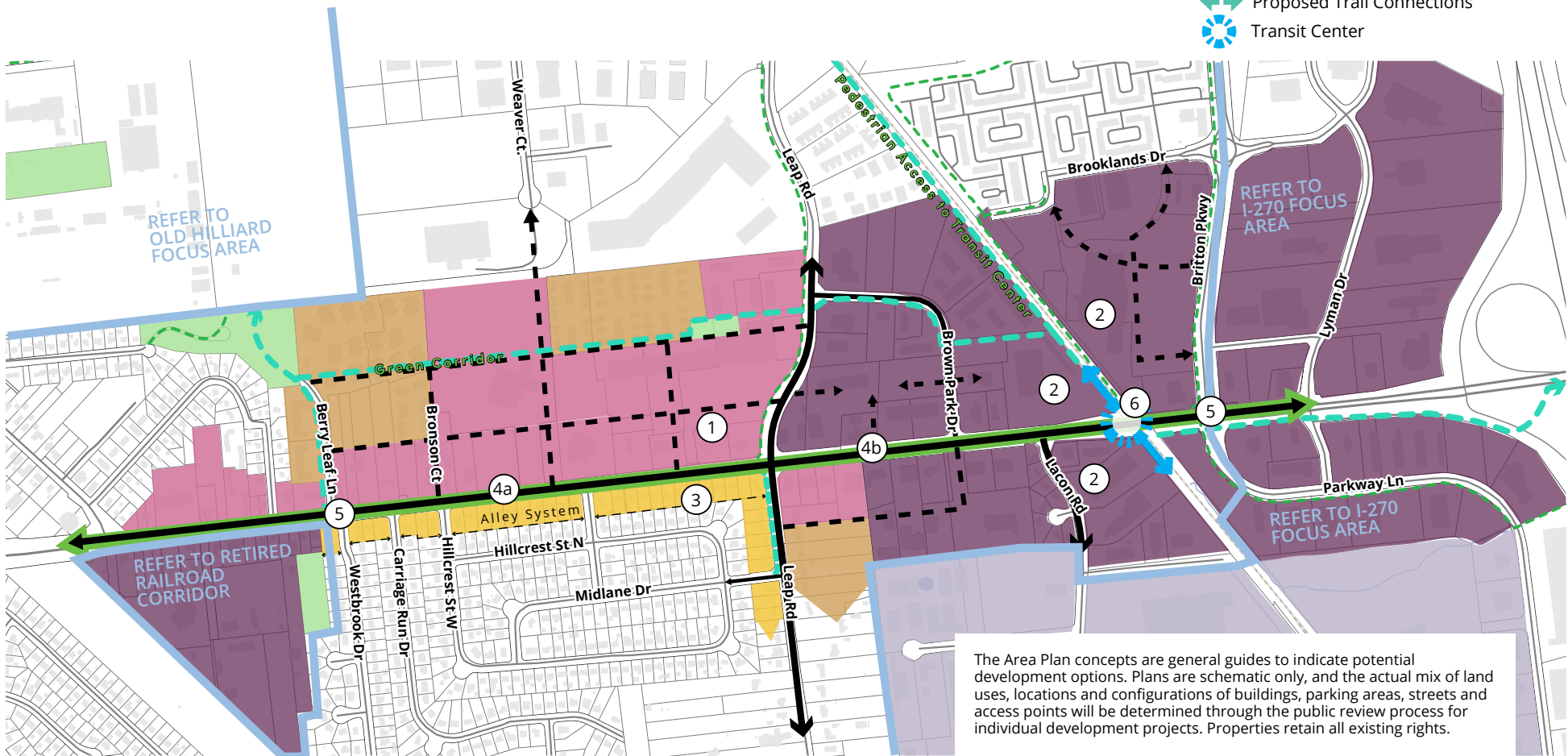
Map 6.6. Cemetery Road Focus Area Concept Plan

Concepts

- ① Village-scale mixed-use with buildings framing the corridor
- ② Urban-scale mixed-use providing opportunity for future transit
- ③ Urban/Village residential fronting Cemetery Road (alley access)
- 4a Streetscape improvements (west of Leap Rd)
- 4b Streetscape improvements (east of Leap Rd)
- ⑤ Shared use path along the corridor
- ⑥ A distinctive gateway at the rail overpass

Future Land Use

- Village Residential (med)
- Urban Residential (high)
- Village Mixed Use
- Urban Mixed Use
- Flex Employment
- Park / Open Space
- Street Connections
- Existing Sidewalks and Trails
- Proposed Trail Connections
- Transit Center



The Area Plan concepts are general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points will be determined through the public review process for individual development projects. Properties retain all existing rights.

1 Village-scale mixed-use with buildings framing the street

In areas identified as Village Mixed Use, encourage infill and redevelopment with a mix of locally-serving commercial and small office that exhibits characteristics of either Neighborhood Mixed-Use or Village Mixed-Use. Buildings of one-to-four stories should be located near Cemetery Road with parking shared and located behind or to the side of buildings. Building location and design should create comfortable places for pedestrians. Buildings of three or more stories should be encouraged at corners such as Leap Road.

This area is likely to redevelop incrementally so the city should work with developers to plan for and construct new streets that improve connectivity of the overall network, improve access management and traffic flow on Cemetery Road, and create a more walkable network of blocks. The new street connections shown on the concept plan are one option for providing this connectivity.



2 Urban mixed-use providing opportunity for future transit

The active rail line that crosses Cemetery Road between Britton Parkway and Leap Road has been identified as a potential passenger rail route between Columbus and Chicago. By encouraging a more intense urban-scale mix of uses in this area, Hilliard can position itself to become a viable stop along that route. There are several potential sites for a transit center on both the east and west sides of the tracks.

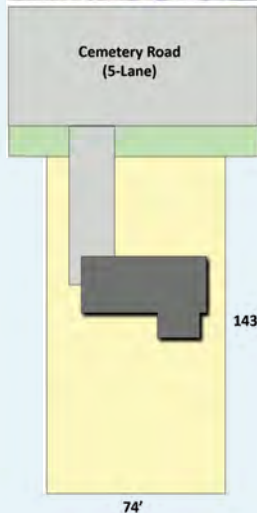
The city should support employment, residential, commercial in a compact and walkable pattern with two-to-five story architecture throughout this area.

An increase in population density is necessary for viable transit. Residential uses should be supported in a mixed-use development that includes commercial and office.

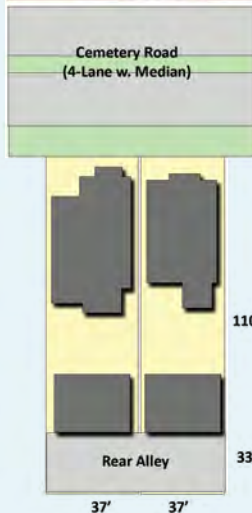


3 Urban residential fronting Cemetery Road (alley access)

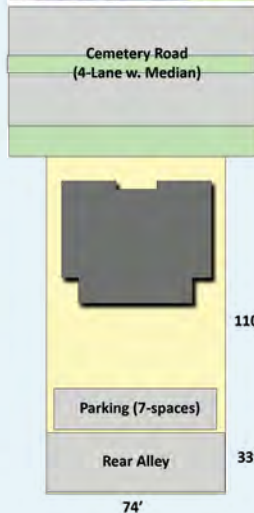
Encourage the redevelopment of existing single family lots along the south side of Cemetery Road with urban small-lot single-family homes, or similar scale commercial or office buildings that have rear alley access. Limiting driveways onto Cemetery Road would improve vehicular and pedestrian safety and allow a center median to be installed. There are several ways these lots could be reconfigured.



Existing Ranch Home
(0.24-acre Lot)



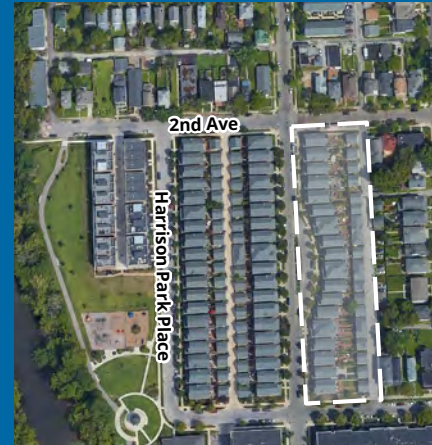
Urban Single-Family
with Lot Split



Mixed Office/Residential
Intensification

Examples of development on similar size lots

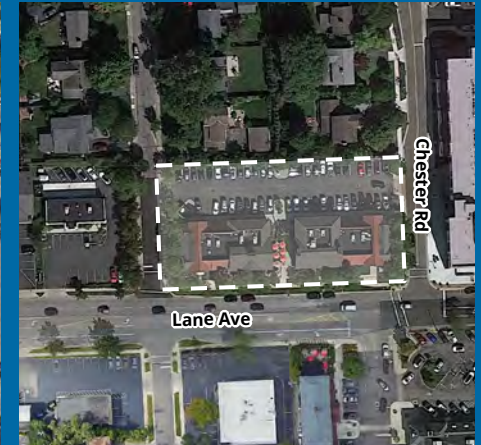
At 145 feet deep, the residential lots along Cemetery Road are smaller than most lots in Hilliard and may present challenges to redevelopment under current zoning standards. Below are two examples in Central Ohio of residential and commercial development within similar contexts. For both examples, existing blocks containing multiple lots were acquired and redeveloped together. For any similar redevelopment to occur along this section of Cemetery Road, existing properties will need to be assembled, which can take time and may require incentives.



Harrison West, Columbus

Lot Depth: 140'

Use: Single family residential and townhomes



Lane Avenue, Upper Arlington

Site size: 145' x 300'

Use: One-story commercial and office with outdoor patio space and surface parking behind building. Approximately fifty parking spaces.

4a Streetscape improvements (west of Leap Road)

Invest in improvements in the right-of-way including a landscaped median, decorative lighting and materials. A median would only be viable if the existing homes with driveway access are redeveloped and an alley system created as described in concept 3.

As redevelopment occurs in the mixed-use areas, consider off-peak on-street parking west of Leap Road.

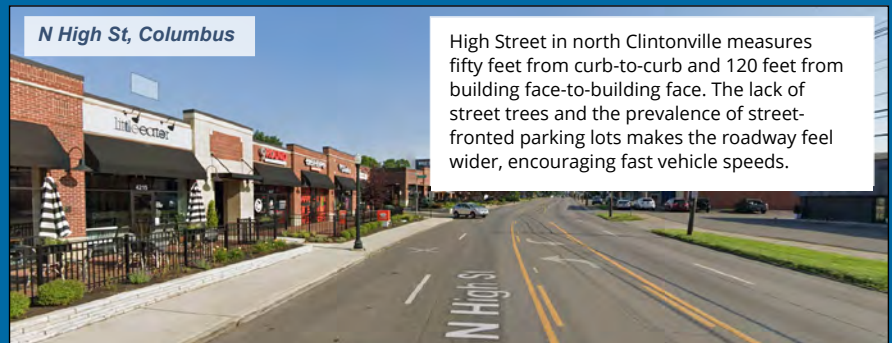
4b Streetscape improvements (east of Leap Road)

While accommodating greater volumes of traffic, invest in improvements in the right-of-way such as landscaping, lighting, and materials. Landscaped medians east of Leap Road may be intermittent.

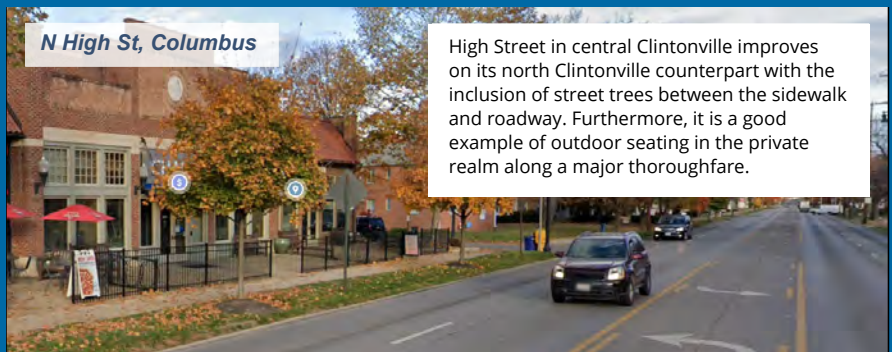


High Street Example

North High Street is a particularly relevant and insightful example to reference when considering changes to Cemetery Road. Both thoroughfares have fifty foot roadways, intersect with major interstates, and have four-to-five travel lanes. Given that North High Street extends through the entire length of the region, its design varies considerably across different locations and jurisdictions. Comparing these different designs highlights important features that contribute variably to the pedestrian environment, such as the important effect that street trees have on narrowing the thoroughfare and making sidewalks more comfortable for pedestrians.



High Street in north Clintonville measures fifty feet from curb-to-curb and 120 feet from building face-to-building face. The lack of street trees and the prevalence of street-fronted parking lots makes the roadway feel wider, encouraging fast vehicle speeds.



High Street in central Clintonville improves on its north Clintonville counterpart with the inclusion of street trees between the sidewalk and roadway. Furthermore, it is a good example of outdoor seating in the private realm along a major thoroughfare.



High Street in Worthington also measures fifty feet from curb-to-curb, though with only ninety-five feet between building faces. That said, the presence of large street trees is the main factor that makes this portion of High Street feel narrower. Wider sidewalks and on-street parking makes for a more pleasant pedestrian environment.

5 Shared use path along the corridor.

Construct a ten-to-twelve foot shared use path separated from the vehicle travelway along the south side of Cemetery Road. The path would provide a pedestrian and bike connection between the I-270 area and Old Hilliard. Additional right-of-way will need to be acquired for the path.



6 A distinctive gateway at the rail overpass

The rail overpass has considerable potential for improvement. Its concrete retaining walls provide a canvas for public art that, along with improved lighting and landscaping, could create a more inviting gateway. As development occurs in the surrounding area, there will also be more need to consider pedestrian connectivity under the bridge. The city should examine options for creating a wider sidewalk or shared-use path along one side of Cemetery Road under the bridge.



Conceptual Illustration of overpass gateway art



Conceptual Illustration west of Leap Road (looking southwest)



Mixed-residential and small commercial/office with alley access

Mid-block crossings and intermittent medians

Buildings near the street creating spaces for dining (setbacks may vary)

Conceptual Illustration west of Leap Road (south side looking northwest)



Multi-use path

Building size and style should vary and attempt to preserve existing street trees

Conceptual Illustration east of Leap Road (north side looking southwest)



Spaces for small plazas or pocket parks should be created

Building size and style should vary. While greater height is possible in the Urban Mixed Use area, one or two stories is acceptable, particularly on the south side of Cemetery Road if buildings are located near the street with parking behind.

Conceptual Illustration east of Leap Road (south side looking northwest)



Break up the mass of taller buildings by varying how much of a building's height is allowed at the street edge.

Mid-block crossings and intermittent medians. Buildings should accommodate pedestrian pass-throughs to parking areas.

Cemetery Road Corridor Actions

FA B1 **Update the zoning code and zoning map to encourage redevelopment.**

zc

In conjunction with a citywide zoning code update, establish zoning standards that address conditions and opportunities in the Cemetery Road corridor (through an overlay or revised districts). Address:

- Transit-oriented mixed-use to apply near the active railroad corridor.
- Village and neighborhood-scale mixed-use in the area on the north side of Cemetery Road west of Leap Road.
- Redevelopment of existing residential on the south side of Cemetery Road west of Leap Road.

FA B2 **Seek opportunities to purchase land along the corridor to create catalyst redevelopment projects.**

Most successful examples of corridor transformations involve three components: zoning changes that create the desired type of development, capital improvements to improve the public space, and catalytic redevelopment projects. To address the latter, the city should identify and seek to purchase sites along the corridor to create a significant redevelopment project. The city could then partner with a developer to create the development.

FA B3 **Install a shared use path along Cemetery Road that connects the east side of I-270 with Old Hilliard.**

Acquire right-of-way along the south side of Cemetery Road over time as redevelopment occurs so that a shared-use path could be constructed efficiently in the future. Establish a funding mechanism for the path that is supported by redevelopment projects on the corridor.

FA B4 **Study options for undertaking streetscape improvements.**

Study the potential for short-term incremental changes and long-term transformational projects within the right-of-way—both aiming to improve safety, multimodal access, and character along the corridor. These improvements include intermittent landscaped medians,

decorative lighting, a shared-use path and expanded sidewalks. Reduce the number of driveways and left turns in the corridor and manage access through alleyways, U-turn movements at designated locations or roundabouts along the corridor.

FA B5 **Develop a financing strategy to provide infrastructure improvements concurrent with development.**

Consider “value capture” strategies such as special assessment districts, impact fees, development agreements, tax increment financing, or other models to generate revenue to build out and maintain public improvements. Value capture schemes attempt to recover a portion of the benefits of public investments.

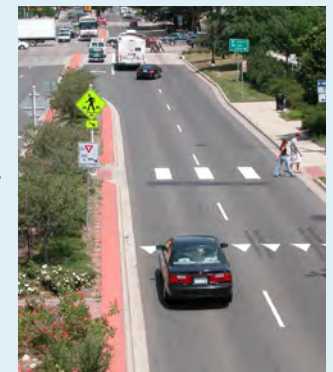
FA B6 **Create a welcoming gateway at the active rail overpass.**

Commission a mural or other public art under or adjacent to the overpass in concert with a citywide art in public spaces program. Install lighting and landscaping in conjunction with the public art to transform the overpass into a more welcoming gateway.

Creating safer streets

Streetscape improvements are not only about aesthetics, but also about safety. As the building form around Cemetery Road redevelops to become denser, more compact and better connected, safe and comfortable crossings along Cemetery Road at intersections and mid-block will become increasingly necessary. Mid-block marked crossings exist between Hillcrest Street West and Hillcrest Street North and between Hillcrest St N and Leap Road. Additional mid-block crossings may be needed east of Leap Road where none currently exist, and where new mixed-use development is proposed.

Other strategies included in The [Safe Streets for Hilliard Action Plan](#) (2022) should be incorporated into the future design of Cemetery Road.



Placemaking along Cemetery Road

Public art, lighting, and amenities for pedestrians and cyclists can be used together to create a sense of place along a corridor like Cemetery Road. The Parks and Public Spaces chapter of this plan includes several examples of placemaking elements. One idea that combines both placemaking and pedestrian safety is Cincinnati's Paint the Streets program. This initiative provides a guidebook that empowers the public to work with the City to create painted pedestrian crossings. While this may not be feasible along directly on Cemetery Road due to high traffic volumes, a similar concept could be appropriate for side streets in the Cemetery Road Focus Area.



FA B7 Continue to collaborate with COTA to advocate for improved transit connections to Hilliard. One of the initiatives of LinkUS involves first-mile, last-mile solutions that would improve connections between destinations and major transit corridors. Cemetery Road is four miles from the Northwest Corridor, one of five major developing transit corridors. The city should continue to advocate for improved transit connections and encourage the concentrations of jobs, population, and activity along Cemetery Road that would make transit viable along the corridor in the future.

FA B8 Continue to participate in regional rail discussions with the MORPC, the Ohio Rail Development Commission and others to lobby for a rail station in Hilliard. There have been several proposals for regional passenger rail to connect Ohio cities with major destinations throughout the Midwest. In 2015, agencies representing nine cities between Chicago and Columbus entered into a Memorandum of Understanding to create the Northern Indiana/Ohio Passenger Rail Initiative. In 2018, the Mid-Ohio Regional Planning Commission (MORPC) undertook a Rapid-Speed Transportation Initiative to analyze the feasibility of passenger rail in the Chicago-Columbus-Pittsburgh corridor. The study is included in the regional long-range transportation plan. In both of these studies, Hilliard would be geographically positioned along the proposed route. The city should remain involved in advocating for these concepts and work to create the conditions for a transit station in the Cemetery Road area.

FA B9 Continue conversations with Hilliard City Schools regarding long-range plans for JW Reason Elementary School Hilliard City Schools is currently undertaking a facilities master plan. In previous studies, J.W. Reason Elementary School and potentially other older facilities had been considered for consolidation or reuse. The Concept Plan indicates recommended land use and improved street and path connectivity if the site were to change in the future.

I-270 CORRIDOR



I-270 CORRIDOR

As a "front-door" to Hilliard, this area's appearance is an important contributor to perceptions of the community. It is also a vital area to the City's economic health since it is a prime employment location with visibility and access to I-270.

Within the I-270 Focus Area, there are several sub-areas with distinct conditions and opportunities. Those sub-areas are north of the Cemetery Road interchange, north of Davidson Road, Mill Run, and Lacon Road area.

Overall conditions in the I-270 area include:

- Dated appearance;
- Lack of identity;
- Limited street and path connectivity;
- Limited amenities for workers;
- Highway-oriented offices and separated land uses that do not align with market shifts that favor mixed-use settings; and
- Aging buildings that may not be viable for attracting new high-quality tenants.

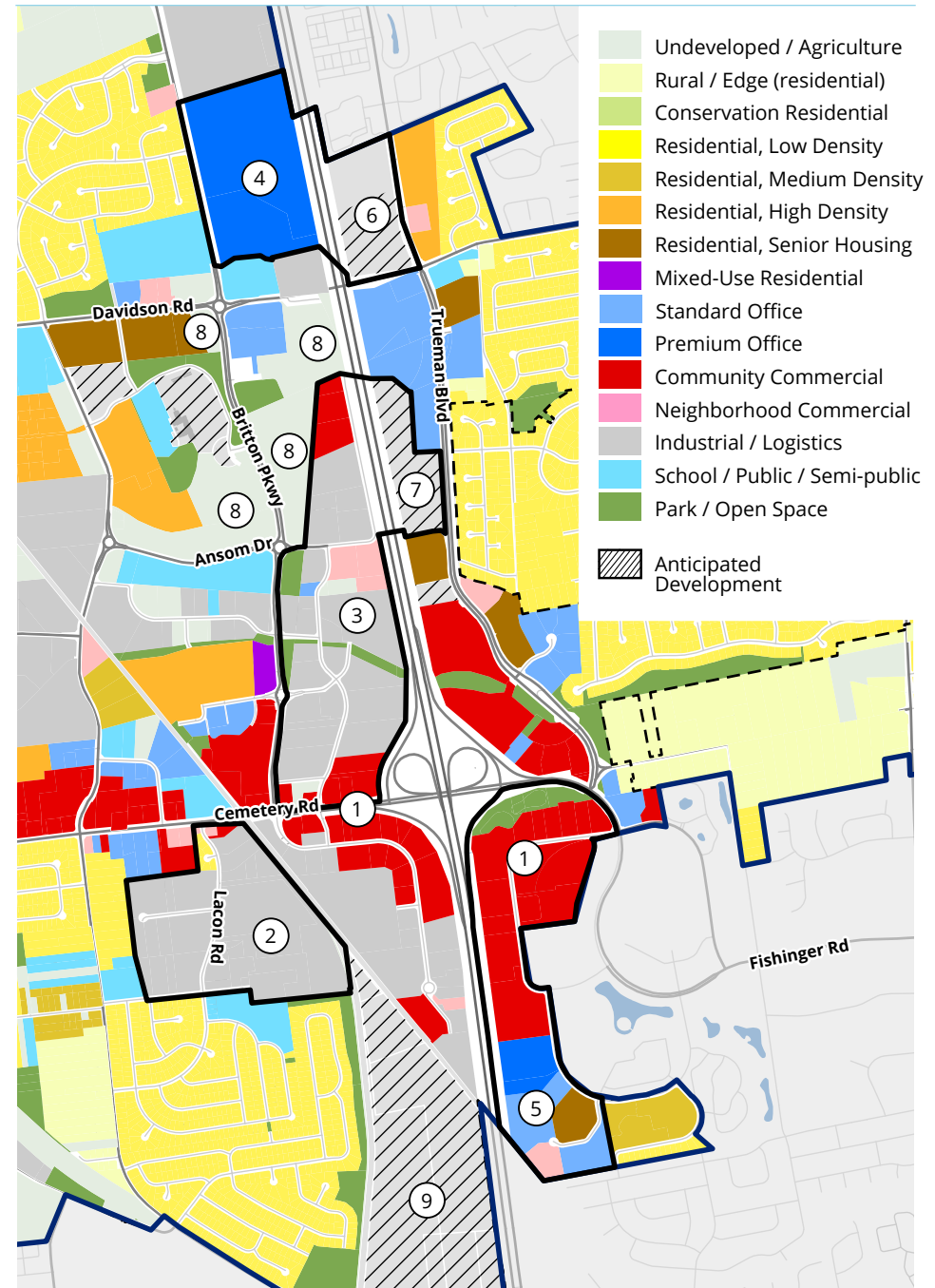


The Area Today

The existing land use and character map represents an assessment of conditions in 2021 based on parcel data and observation. The land use definitions are detailed in the Snapshot Part 1. The numbered locations generally indicate distinct conditions that apply to a site or subarea.

- ① Older auto-oriented retail areas including Mill Run that have opportunities for redevelopment, retrofit, or infill development.
- ② Lacon Road area includes industrial, trucking, logistics operations that may be underutilized. Opportunities for redevelopment based on the age of the original development. Buildings on these sites may be challenging to reuse. (approx. ninety-seven acres)
- ③ Commercial warehouse, office, and light industrial operations, where most of the use is located within a building. This area may offer infill and redevelopment opportunities.
- ④ Corporate office building mostly vacant, formerly occupied by Verizon (198,000 sq. ft. Class B). This site is a reuse/retrofit opportunity.
- ⑤ Multi-tenant premium and professional office buildings
- ⑥ Vacant site: twenty-eight acres: Anticipated data center
- ⑦ Vacant site: twenty-two acres: Anticipated mixed-use development
- ⑧ Vacant sites along Britton Pkwy: total seventy-seven acres
- ⑨ Future data center

Map 6.7. I-270 Area Existing Land Use (2021)

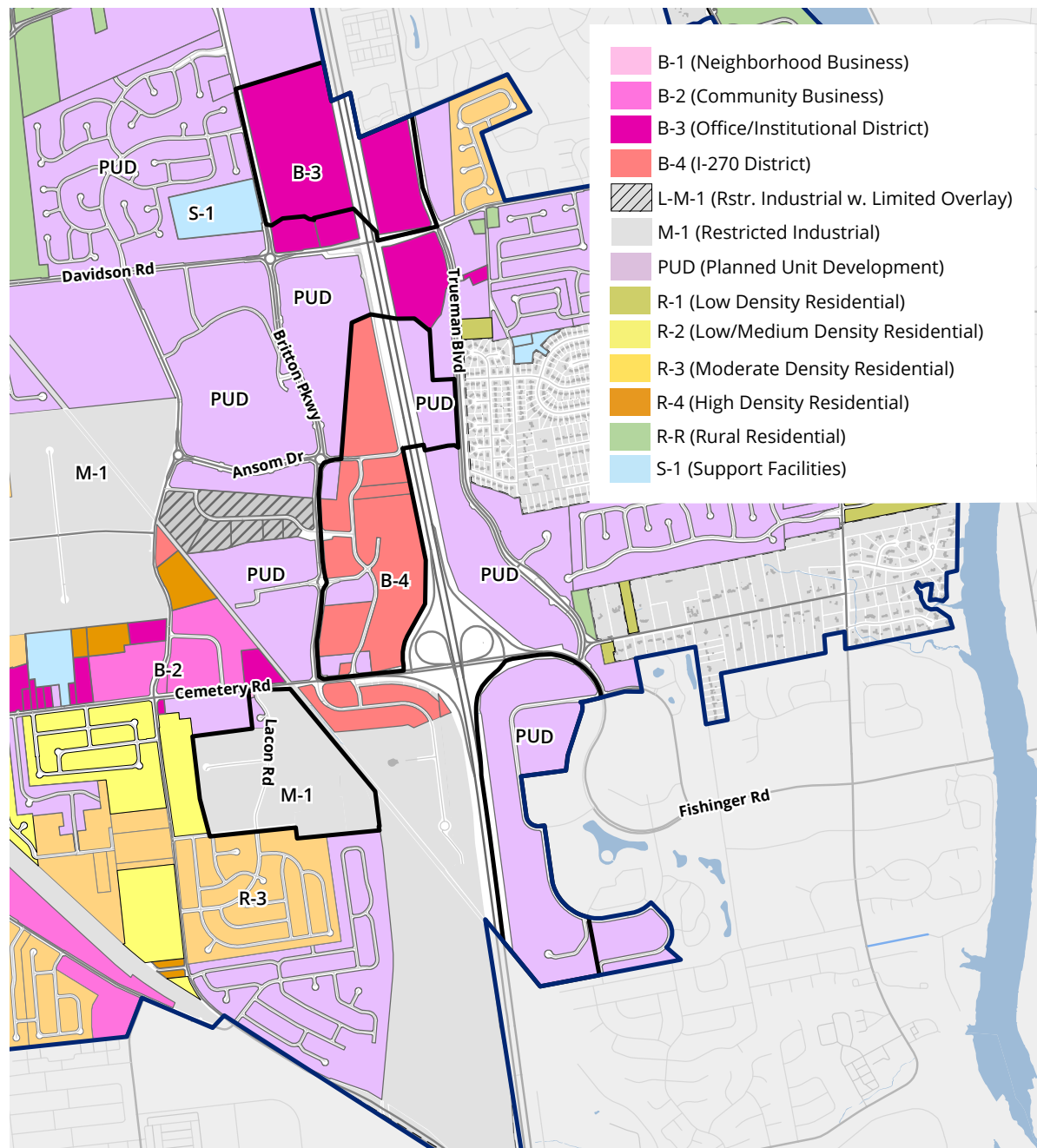


Map 6.8. I-270 Area Zoning (2021)

The existing zoning map shows the districts that apply to specific parcels of land today. Zoning districts define land uses that are permitted or conditional, and site development standards.

The B-4 district, predominantly north of Cemetery Road, is intended "for intense, mixed-use, high-quality development that combines office-related employment with residential, neighborhood retail and personal service opportunities. The scale of development is intended to be very urban, allowing taller buildings, greater residential density, parking structures and public spaces to be combined in ways that will make the district walkable, livable, vibrant and transit-friendly." However, standards defined in the B-4 district may be insufficient to implement this purpose.

The recent mixed use development between Britton Parkway and the railroad that includes the L.C. Brooklands apartments was created through Planned Unit Development zoning (PUD). PUDs are zoning districts tailored to a specific development. Each PUD is regulated by unique a zoning text adopted for that development. Mill Run and several other parts of the focus area are distinct PUDs.





Large, older, single-use corporate office sites such as that shown above (formerly occupied by Verizon) may not be competitive for future tenants. The city should allow for creative options to reuse these sites and make them more viable. One option is to allow some infill development on excess surface parking areas to create a small mixed-use center around the existing building.

Concept Plan

This concept plan illustrates the future land use vision for the I-270 corridor focus area. The numbered concepts are described and illustrated on the following pages. These concepts build upon the general citywide future land use definitions to provide more specific guidance in this area.

Map 6.9. I-270 Focus Area Concept Plan

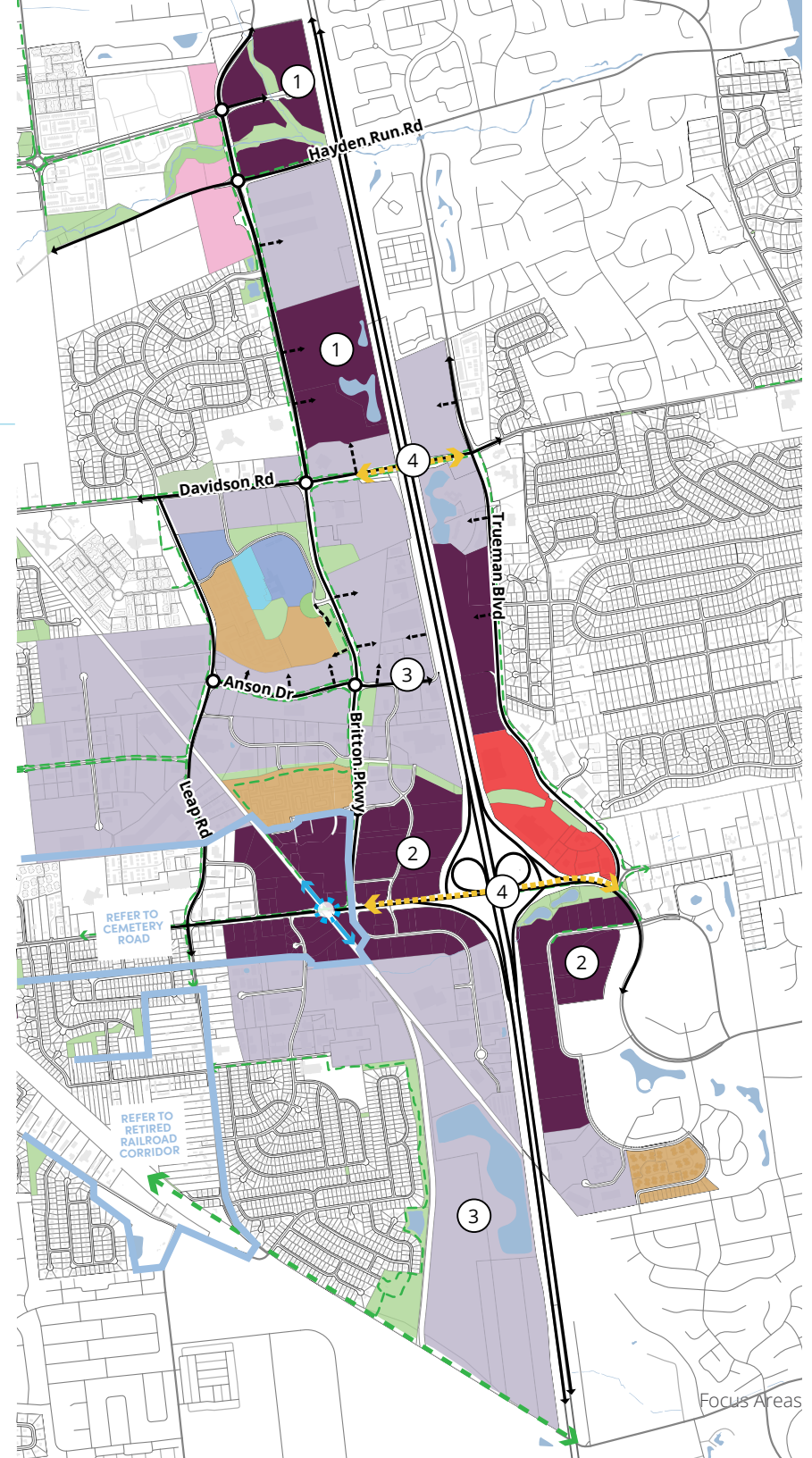
Concepts

- ① Mixed-use centers around premium office sites
- ② Urban mixed-use centers
- ③ Flex employment
- ④ East-west pedestrian and bike connections

Future Land Use

- Urban Residential (high)
- Neighborhood Mixed-Use
- Urban Mixed-Use
- General Commercial
- Office / Institutional
- Flex Employment
- School / Public / Semi-public
- Park / Open Space
- Bike and Pedestrian Improvement
- Streets and Connections
- Pedestrian Paths / Trail Connections
- Transit Center

The Area Plan concepts are general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points will be determined through the public review process for individual development projects. Properties retain all existing rights.



1 Mixed-use centers around premium office sites

To make the existing large office buildings along I-270 more viable as employment locations in the future, encourage infill commercial and residential development on or adjacent to these sites. Since these sites, such as the buildings formerly occupied by BMW financial and Verizon are about a mile apart, they could be transformed into distinct mixed-use nodes or neighborhood centers that provide amenities to nearby workers and residents.



2 Urban mixed-use centers

Given the size and existing development pattern of the I-270 corridor, it will be challenging to create a cohesive sense of place over the entire district. Instead, the city should focus on creating a series of walkable mixed-use nodes. This should involve the previous concept (developing around existing high-value office buildings). But also, there are several undeveloped sites along the corridor and opportunities for large-scale redevelopment. In these areas, the city should encourage development or redevelopment of commercial land with urban mixed-use centers where indicated on the concept plan to create a series of live-work-play destinations. Link these centers with trails.



The 2011 plan illustrated how structures are to relate to streets in a mixed-use center (this example is at Cemetery Road and Britton Parkway) Building footprints and specific uses are not intended to be definitive.



3 Flex employment

Encourage infill and redevelopment of less productive light industrial, distribution, and commercial warehouse to support high-valued tech, bio-medical, data, research, incubator and startup facilities. Buildings tend to be large footprint, one-to-two 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.

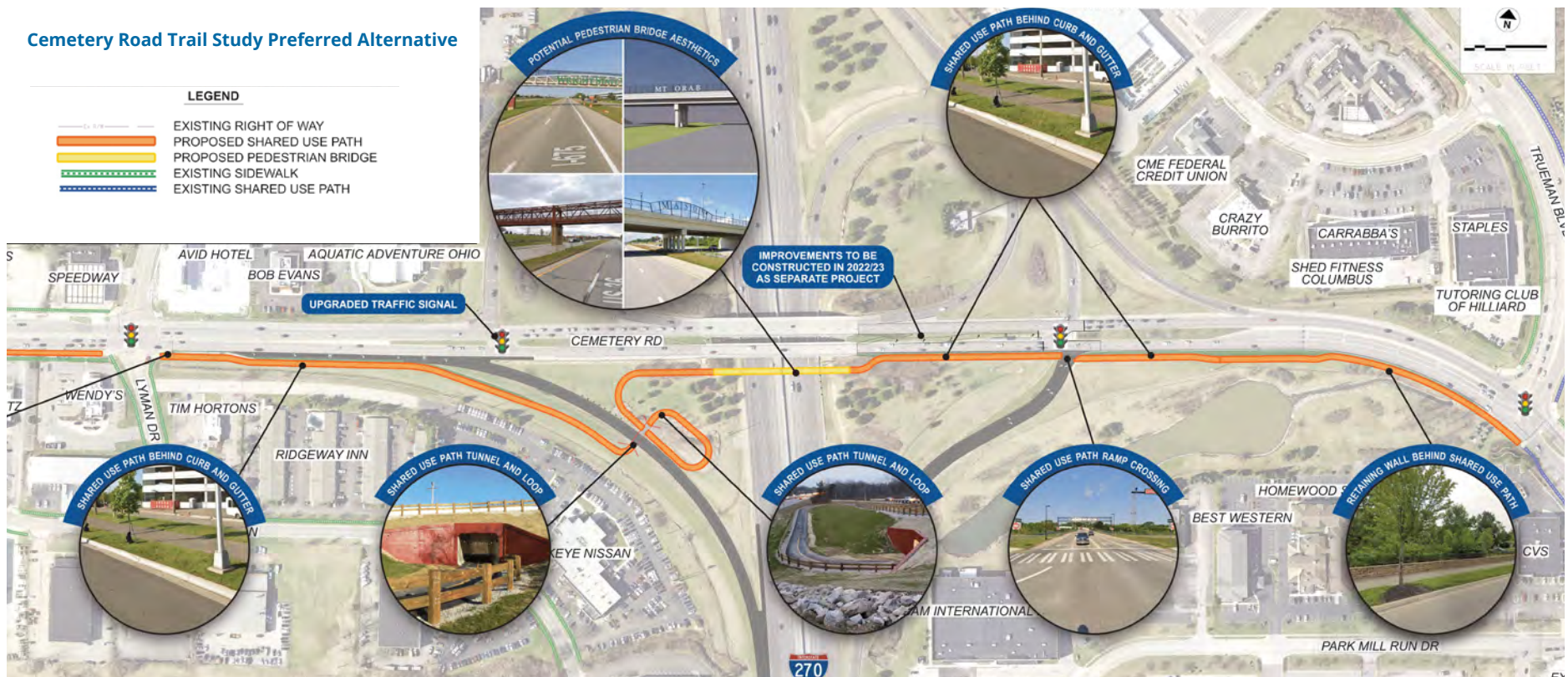


4 East-west pedestrian and bike connections.

Improve east-west connectivity across I-270. Within the existing space of the Davidson Road bridge, create an improved bike and pedestrian crossing.

At the Cemetery Road interchange, create a new multi-use trail connection across I-270 that is separated from the roadway. The concept below is a publicly preferred alternative based on a 2022 study. It would involve a shared-use path along the south side of Cemetery Road, involve a tunnel under the on-ramp to I-270 southbound then cross over I-270 on a new pedestrian bridge parallel to Cemetery Road.

Cemetery Road Trail Study Preferred Alternative



I-270 Corridor Actions

FA C1 **Update zoning standards to encourage income-tax-generating land uses.**

zc

- Update dimensional and permitted use standards in the B-4 district to encourage the creation of mixed-use developments by right, rather than relying on a Planned Development (PUD) process.
- Update the M-1 district or create a new district to accommodate flex employment land uses and needs of target industries for economic development.
- Update or create new standards for streetscape elements in the area.

FA C2 **Update zoning standards to accommodate infill development with residential, commercial, or mixed-use buildings on existing office sites.**

zc

Create standards that allow for infill development, including residential and commercial uses, around existing premium office buildings. Incentivize reuse and retrofit to make these high value properties more viable for future tenants that are seeking places with greater walkable access to amenities.

FA C3 **Work with property owners and developers to encourage infill development around large existing office buildings.**

Contact owners or brokers for significant office buildings to better understand their properties' competitive opportunities and to raise awareness about the city's intent to support infill development to make these properties more viable. This outreach should occur in conjunction with an update of zoning standards to accommodate this development intent.

FA C4 **Create a new trail connection across I-270 near Cemetery Road.**

The city recently completed a study with community input to evaluate options for a new trail connection across I-270 that would create a safe pedestrian and bike mobility connection. The city should seek funding to implement this project.

FA C5 **Reallocate space to improve the existing pedestrian and bike connection at Davidson Road.**

The Davidson Road bridge is narrow, conveying just two vehicular lanes and a sidewalk across I-270. Those bicycling have to either ride with traffic or walk their bikes across the bridge on the sidewalk. The city should work to create a more robust connection that will improve access between developments, including housing and jobs on both sides of I-270. At present, traffic volumes can be maintained by two lanes of traffic, but additional lanes may be needed in the future. The city should pursue the addition of a shared-use path and consider whether it makes sense to add additional travel lanes at the same time, or perform additional work to make adding such lanes later less expensive. In the meantime, the city should implement a low-cost improvement that reallocates existing space to create a better crossing for cyclists.

FA C6 **Coordinate with ODOT to provide input into designs of future improvements to the Cemetery Road I-270 interchange.**

Consider incorporating gateway signs, lighting, or decorative architectural features.

FA C7 **Develop a Design Concept to Transform Britton Parkway and Trueman Boulevard into Urban Main Streets.**

Britton Parkway and Trueman Boulevard are attractive suburban parkways with a shared-use path on one side and narrow sidewalk on the other. To support higher density residential, commercial, and mixed-use properties built up to the right-of-way line, the character of these streets should evolve by providing wider sidewalks, potentially on-street parking, and more frequent pedestrian crossings. These elements should also be built in conjunction with redevelopment projects. As development occurs, frontages along these parkways should be improved by developers, implementing the design concept and transforming sections into urban main streets.

FA C8 **Improve the Character of Britton Parkway
Between Davidson and Hayden Run Roads.**

Evaluate the need to widen Britton Parkway north of Davidson Road and consider next steps. Presuming the existing street has sufficient vehicle capacity, steps can be taken to improve its character such as curbing the street, introducing vegetated medians, and adding street lighting. Such improvements may occur with widening if needed, or be designed to easily facilitate widening when necessary in the future.



RETIRED RAILROAD CORRIDOR



RETIRED RAILROAD CORRIDOR

The Retired Railroad Corridor area is approximately 165 acres. It includes the inactive rail right-of-way which is envisioned to extend the Heritage Trail. Older neighborhoods are located within the area, some developed within the township's large lots. Several of these areas may be ripe for redevelopment.

The area also includes the Hilliard City Hall site and service center near Cemetery Road.

Promoting development along the Retired Railroad Corridor provides an opportunity to create a new district that will include a variety of housing options; new neighborhood retail, office, and civic space; as well as provide for the extension of the existing Heritage Rail Trail.

Collectively, the integration of these elements will help to enhance the image of the surrounding areas and city as a whole. Its central connection to Old Hilliard makes it an important priority growth area that has the potential to be a local and regional destination.

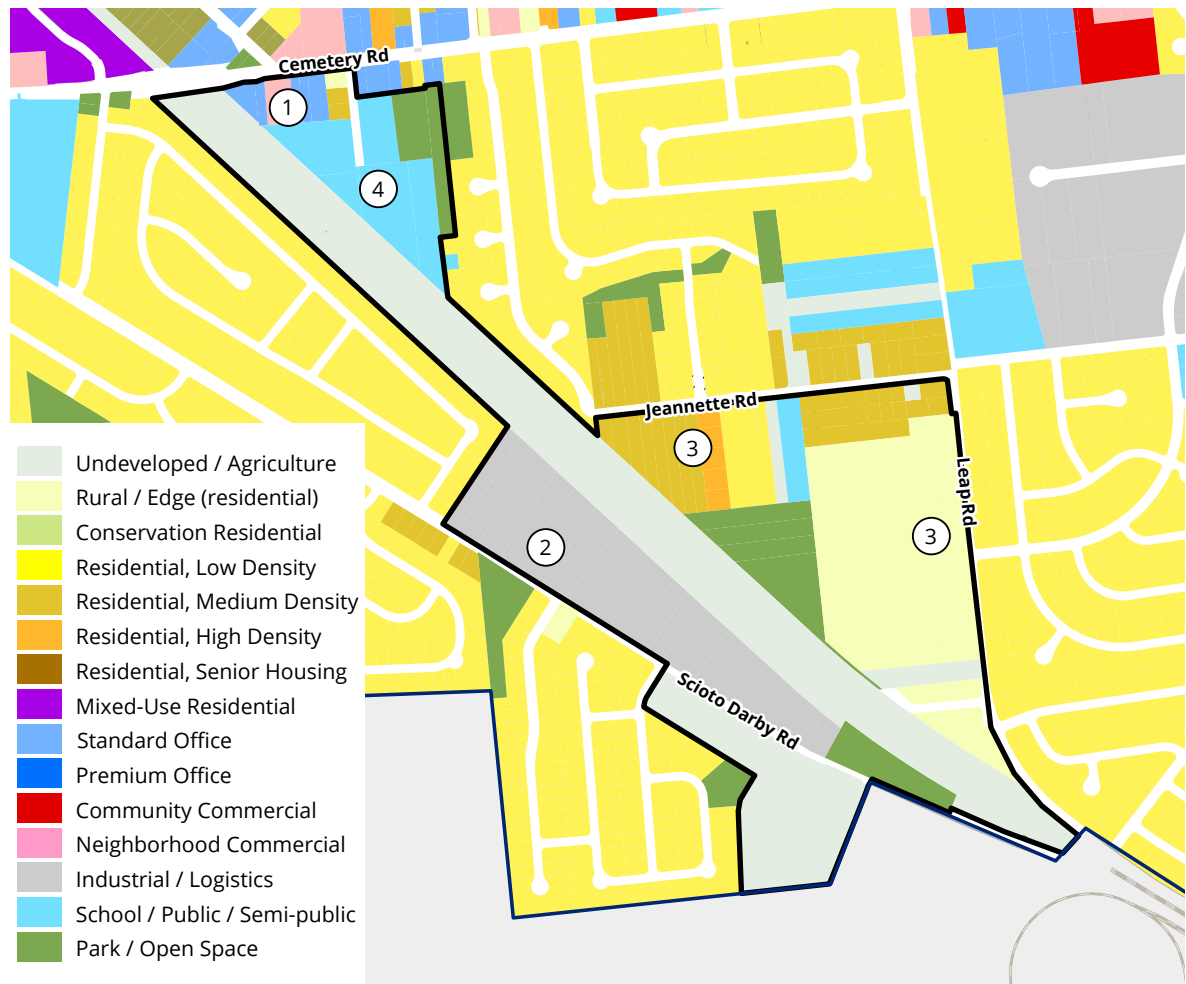


The Area Today

The existing land use and character map represents an assessment of conditions in 2021 based on parcel data and observation. The land use definitions are detailed in the Snapshot Part 1. The numbered locations generally indicate distinct conditions that apply to a site or subarea.

- ① Northern sections of the focus area have opportunities for redevelopment, retrofit, or infill development along Cemetery Road.
- ② On Scioto Darby Road there is 24.9 acres of light industrial, trucking logistics and smaller warehouses. This area along Scioto Darby may offer infill and redevelopment opportunities.
- ③ A mix of residential land uses are found along Jeanette/Leap Roads. This area could have potential for redevelopment.
- ④ Public/Civic uses include City Hall and other municipal sites.

Map 6.10. Retired Railroad Corridor Existing Land Use (2021)



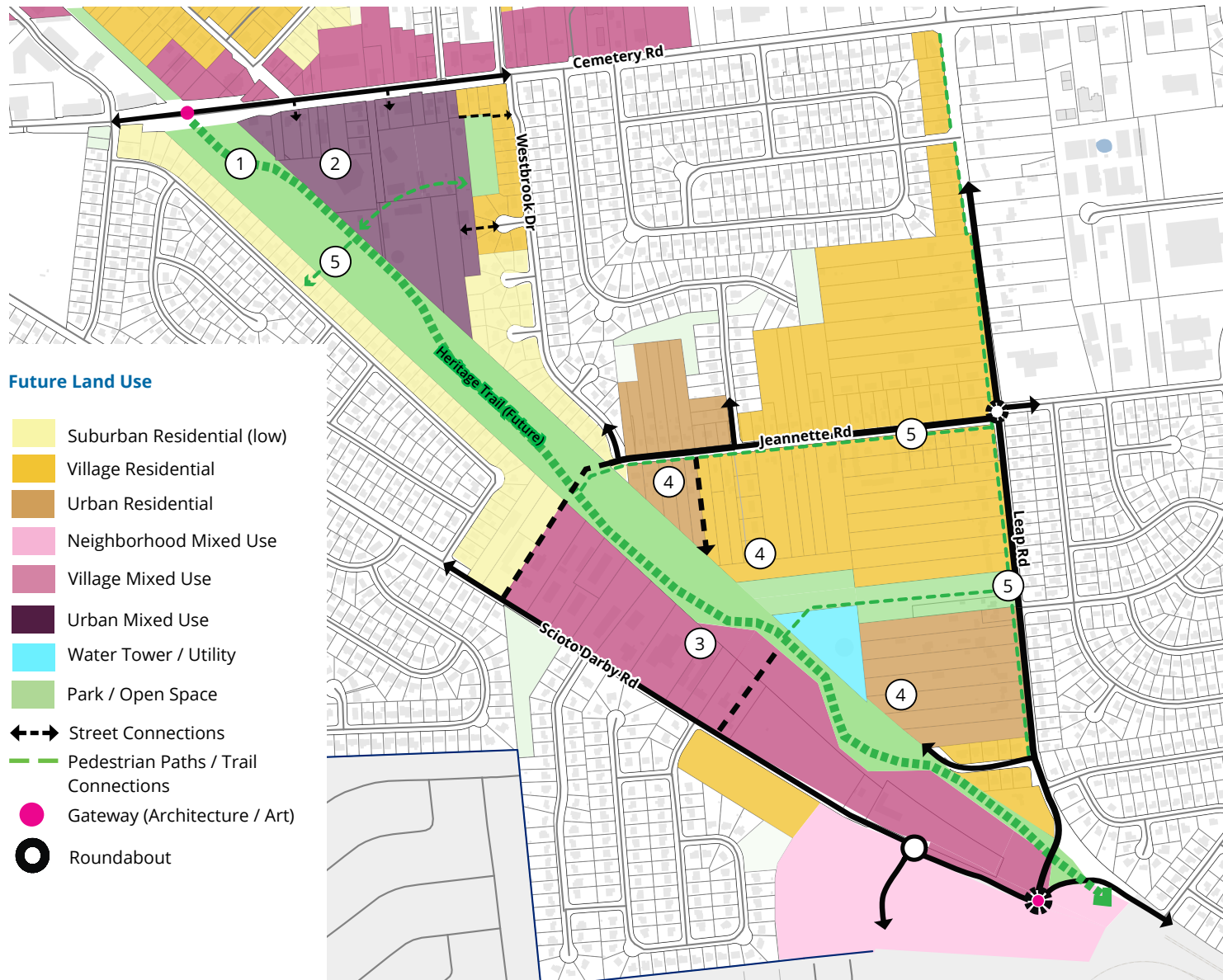
Concept Plan

This concept plan illustrates the future land use vision for the Retired Railroad Corridor focus area. The numbered concepts are described and illustrated on the following pages. These concepts build upon the citywide future land use definitions to provide more specific guidance in this area.

Concepts

- ① Extend the Heritage Trail and create a signature linear park
- ② Redevelop the Hilliard Municipal Site with trail-oriented and transit-oriented mixed-use
- ③ Trail-oriented village / neighborhood center
- ④ Neighborhood revitalization and residential infill/ redevelopment
- ⑤ New trail connections and street improvements

Map 6.11. Retired Railroad Corridor Focus Area Concept Plan



The Area Plan concepts are general guides to indicate potential development options. Plans are schematic only, and the actual mix of land uses, locations and configurations of buildings, parking areas, streets and access points will be determined through the public review process for individual development projects. Properties retain all existing rights.

1 Extend the Heritage Trail and create a signature linear park.

Acquire the retired railroad corridor and extend the Heritage Trail from Old Hilliard to connect to the Scioto Trail and the Central Ohio Greenway network. Develop the trail into a unique linear park with gathering places and public art. Progress on this concept will enable other concepts. Design of the trail should:

- Meander through the space creating areas that have a natural character and other areas that incorporate the trail into adjacent development
- Preserve existing views including those to Old Hilliard, Downtown Columbus, and Hilliard's water towers.
- Incorporate elements of railroad history throughout the Rail Trail through educational signs, rail ties, pavement patterns depicting the rail line, etc.
- Include gateway features with architecture or art
- Include a trailhead at the south end with parking and wayfinding.



Above: The 2011 Comprehensive Plan illustration showing changes to the bridge over Cemetery Road incorporating design elements of railroad history.

Below: Creative wayfinding features can add to the character of the space.



② Redevelop the Hilliard Municipal Site with trail-oriented and transit-oriented mixed-use.

Relocate City Hall to a more prominent location in the city and redevelop the current municipal site to create an urban mixed-use setting. Development should contribute to the vitality of Cemetery Road, Old Hilliard, and engage with the extended Heritage Trail.

- Create a street connection east to Westbrook Drive.
- Create a trail connection east-west between existing neighborhoods such as Luxair to connect to the Heritage Trail.
- Create a public space or trail connection through the mixed-use development between the Heritage Trail and the existing park space on the east edge of the site.
- Create an alley system parallel to Cemetery Road.



③ Trail-oriented village / neighborhood center.

Encourage small-scale trail-oriented mixed-use development that includes retail, office, and residential. Create well-defined pedestrian-focused streets with a park-once site design. Buildings should frame public spaces that engage with the Trail but not neglect the streetscape of Scioto Darby Road.

Increase residential opportunities in the area to make the center more viable. Create a central public / park space that integrates with the trail.



4 Neighborhood revitalization and residential infill/redevelopment.

Support infill and redevelopment of large parcels south of Jeannette Road with a mix of middle density housing types that engage with the trail.

5 New trail connections and street improvements

Improve connections between existing and new residential areas and the Heritage Trail by improving sidewalks and creating new trail connections. Use city-owned land for an east-west trail connection between the water tower and Leap Road to existing neighborhoods and potentially a new park. Extend Jeannette Road across the trail and add sidewalks to the existing section of Jeanette. Improve Leap Road to create a better experience for pedestrians and cyclists.



Trail-oriented development resource

The following is an excerpt from *The Right Path. A Trail-Oriented Development Primer* prepared by the Houston-Galveston Area Council.

"Communities across the country are investing in local trails and reaping the benefits of active transportation. Whether residents use them for biking to work or walking for recreation, new trails add to a community's list of amenities and improve public health. Through strategies such as public art, outdoor furniture, and trail-themed events, trails can also prompt investment in trail-adjacent properties.

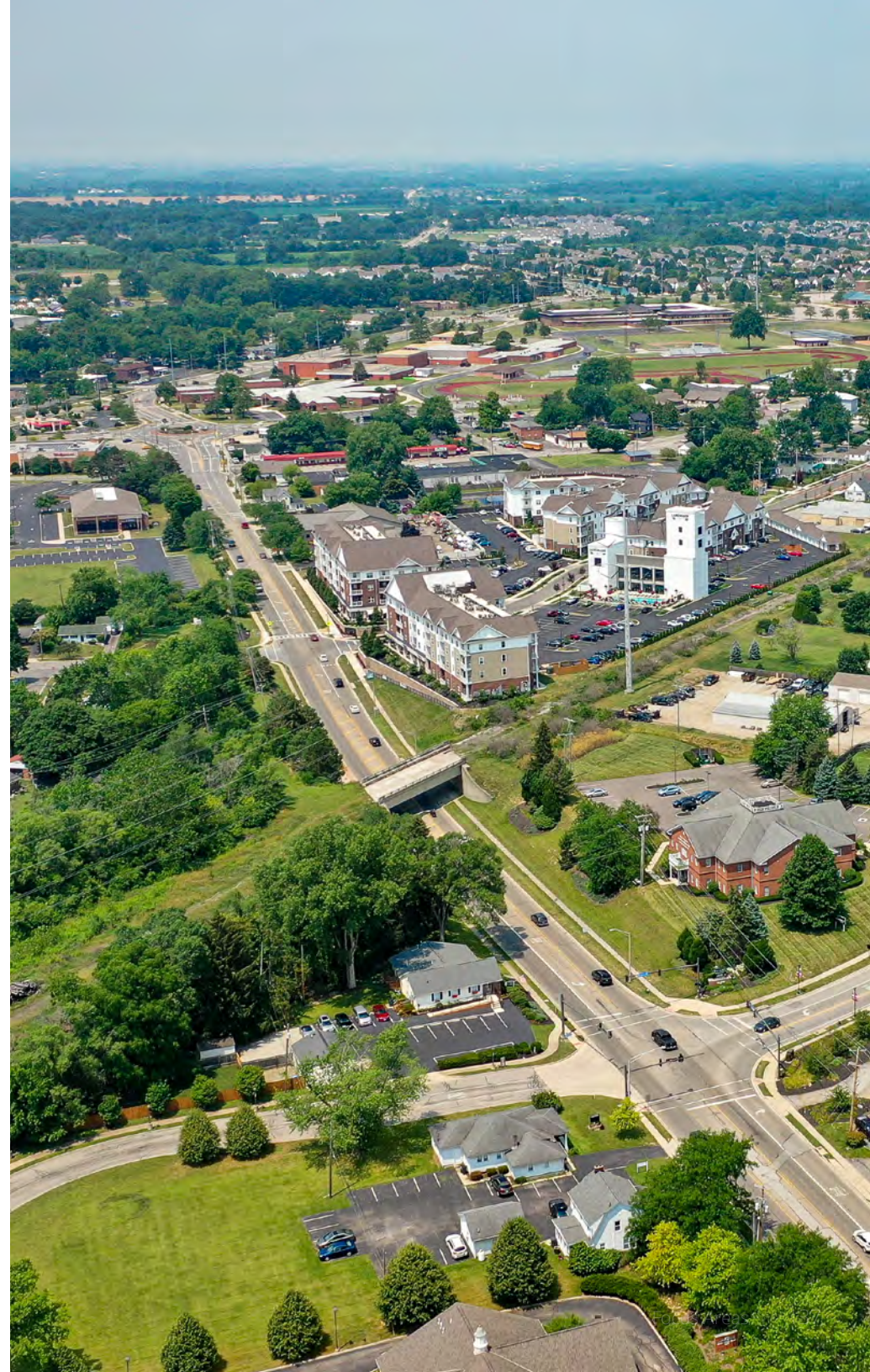
Trail-oriented development intentionally blurs the boundary between trails and nearby properties by creating and expanding adjacent amenities. This primer offers tools, strategies, and case studies that can set local governments and trailside property owners on the right path for fostering local trail-oriented development. It will teach you how to identify candidate trails and parcels for new amenities and the site-specific strategies best-suited for each location. The primer can also be used to kick start conversations with local business owners, elected officials, economic development and tourism directors, planning and parks staff, and residents. "

Retired Railroad Corridor Actions

FA D1 Extend the Heritage Trail through the Retired Railroad Corridor Focus Area and, working with partners, to the Scioto Trail and Quarry Trails Metro Park. Identify and acquire necessary funding for land acquisition (i.e private-public partnership to redevelop trail-adjacent property). Extend the trail south from Cemetery Road to the Columbus Corporate limit. Collaborate with regional partners to establish a continuous greenway from Hilliard to Downtown Columbus, connecting to Quarry Trails Metro Park, Upper Arlington, Marble Cliff, and Grandview Heights.

The following actions should follow D1

- FA D2 Identify and evaluate options for relocation of City Hall.**
- FA D3 Create more safe ways to access the Heritage Trail from nearby neighborhoods.**
- FA D4 Work with property owners in the industrial area between the railroad corridor and Scioto Darby Road to encourage redevelopment.**
- FA D5 Create new street connections as indicated on the Focus Area plan.**
- FA D6 Create a trail head with parking in the southern end of the Focus Area.**
- FA D7 Work with property owners adjacent to regional trails to establish trail-oriented amenities.**



BIG DARBY AREA



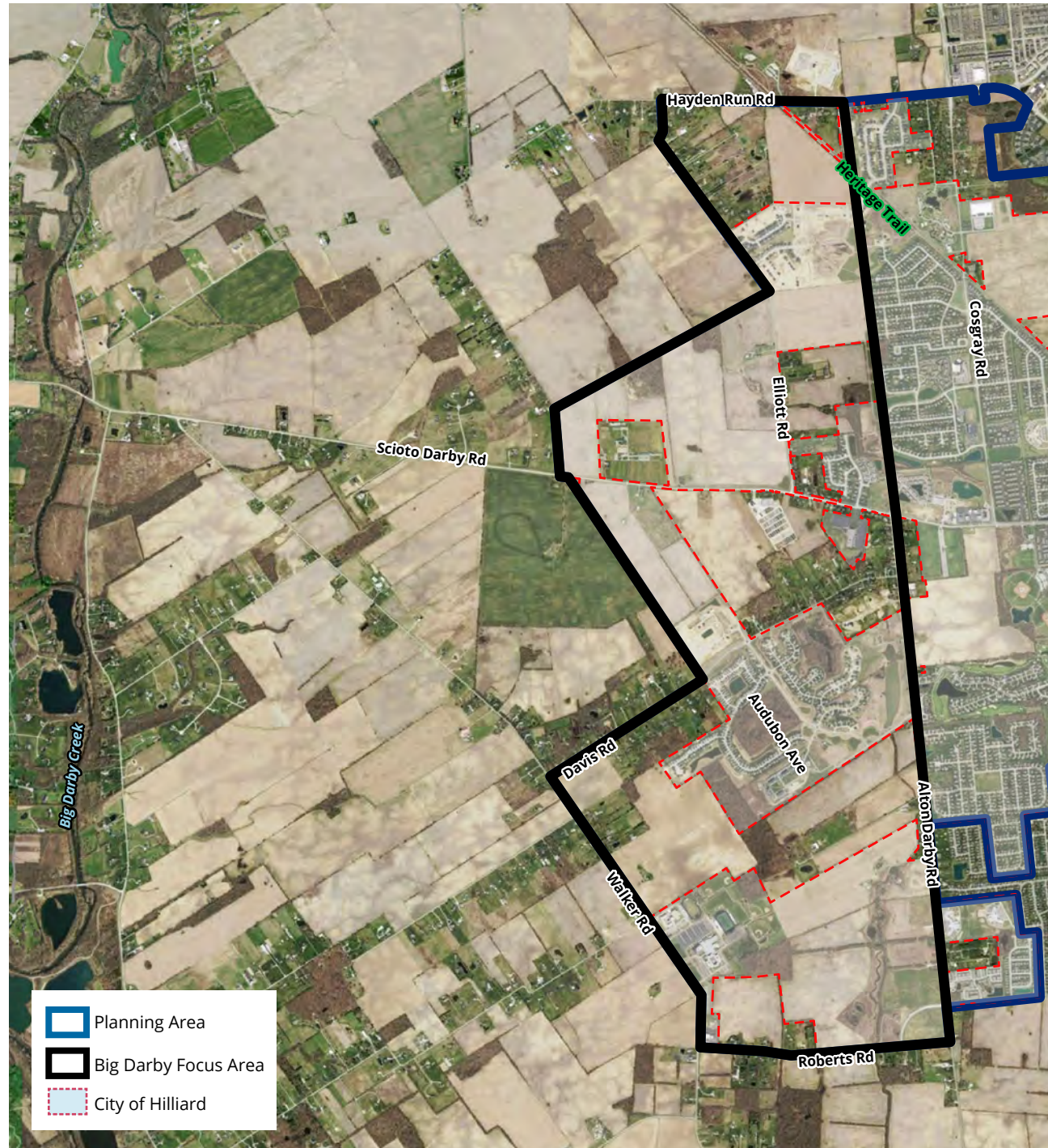
BIG DARBY AREA

The western edge of Hilliard's exclusive utility service area is within the Big Darby Creek Watershed. Big Darby Creek, located about two miles west of this area, is a state and national scenic river and one of the most biologically diverse ecosystems in the Midwest.

In 2008, Hilliard and nine other jurisdictions adopted the Big Darby Accord Watershed Master Plan (BDAWMP) – a regional plan with growth and preservation strategies to help preserve, protect, and improve the Big Darby's unique ecosystem. The BDAWMP calls for a conservation growth pattern in which at least fifty percent of every development would be preserved as open space, and gross density would be limited to one dwelling unit per acre. In addition to the overall recommendations in the BDAWMP, Hilliard agreed to support up to an additional two thousand sewer taps or equivalent residential units (ERUs) in its service area.

Hilliard's 2011 comprehensive plan supported the basic guidelines set forth in the BDAWMP and encouraged conservation neighborhoods and low-impact development practices. Based on development approved between 2008-2021 however, the two thousand ERU limit has been met.

Today, there is land and sanitary sewer capacity to support additional development in this area. But, Hilliard would need to negotiate with Columbus and other Darby Accord stakeholders to allow it based on previous agreements.

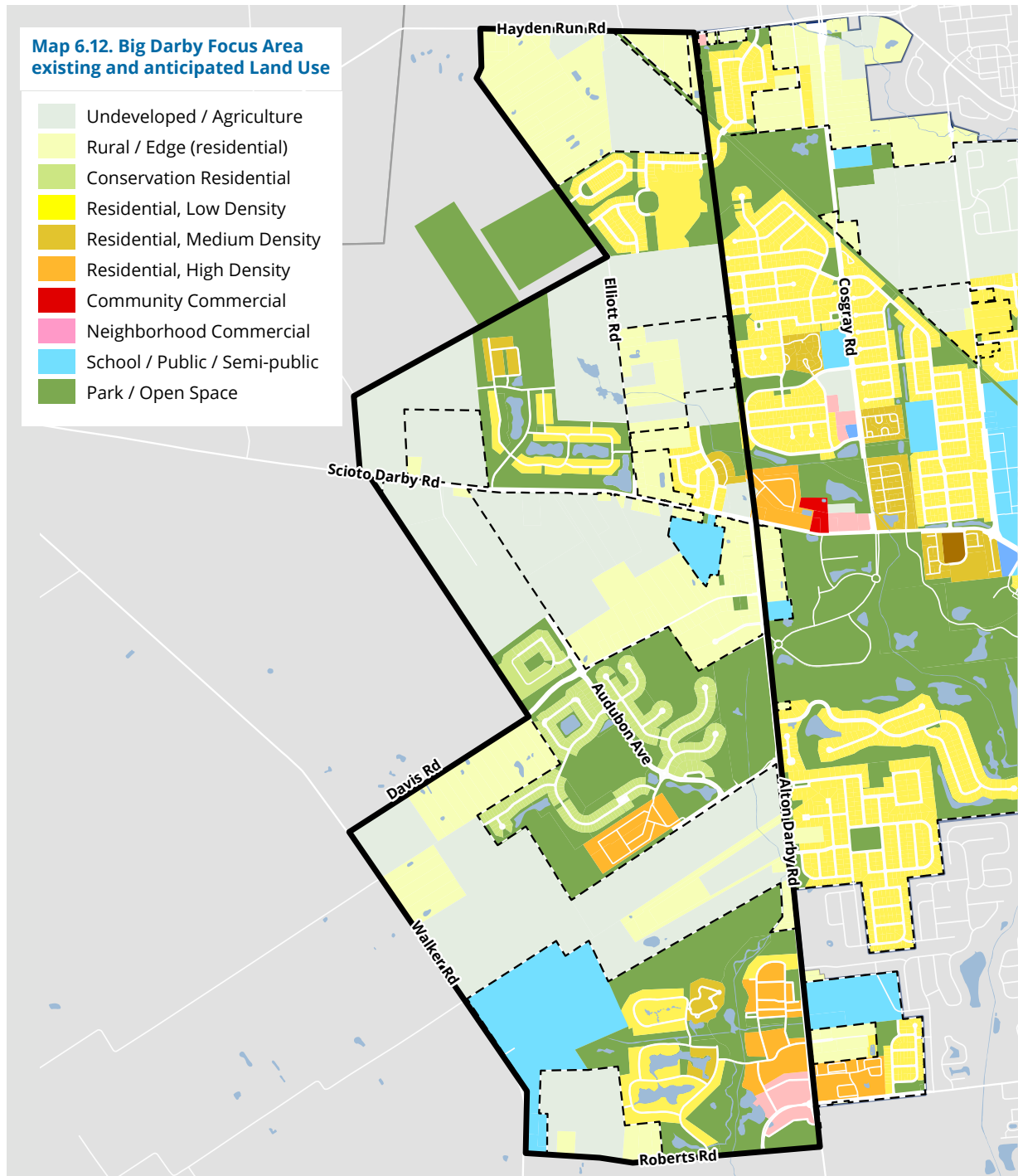


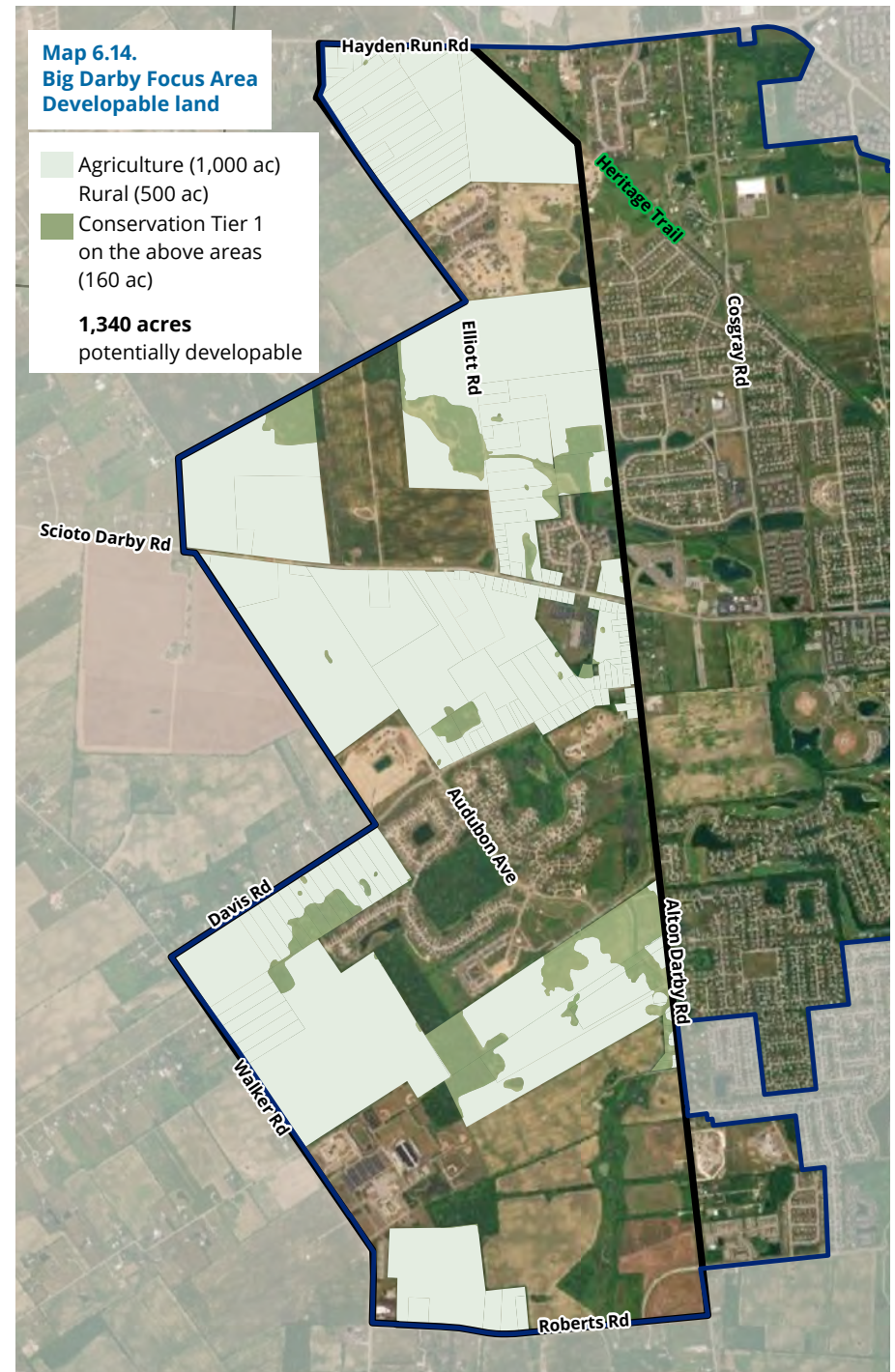
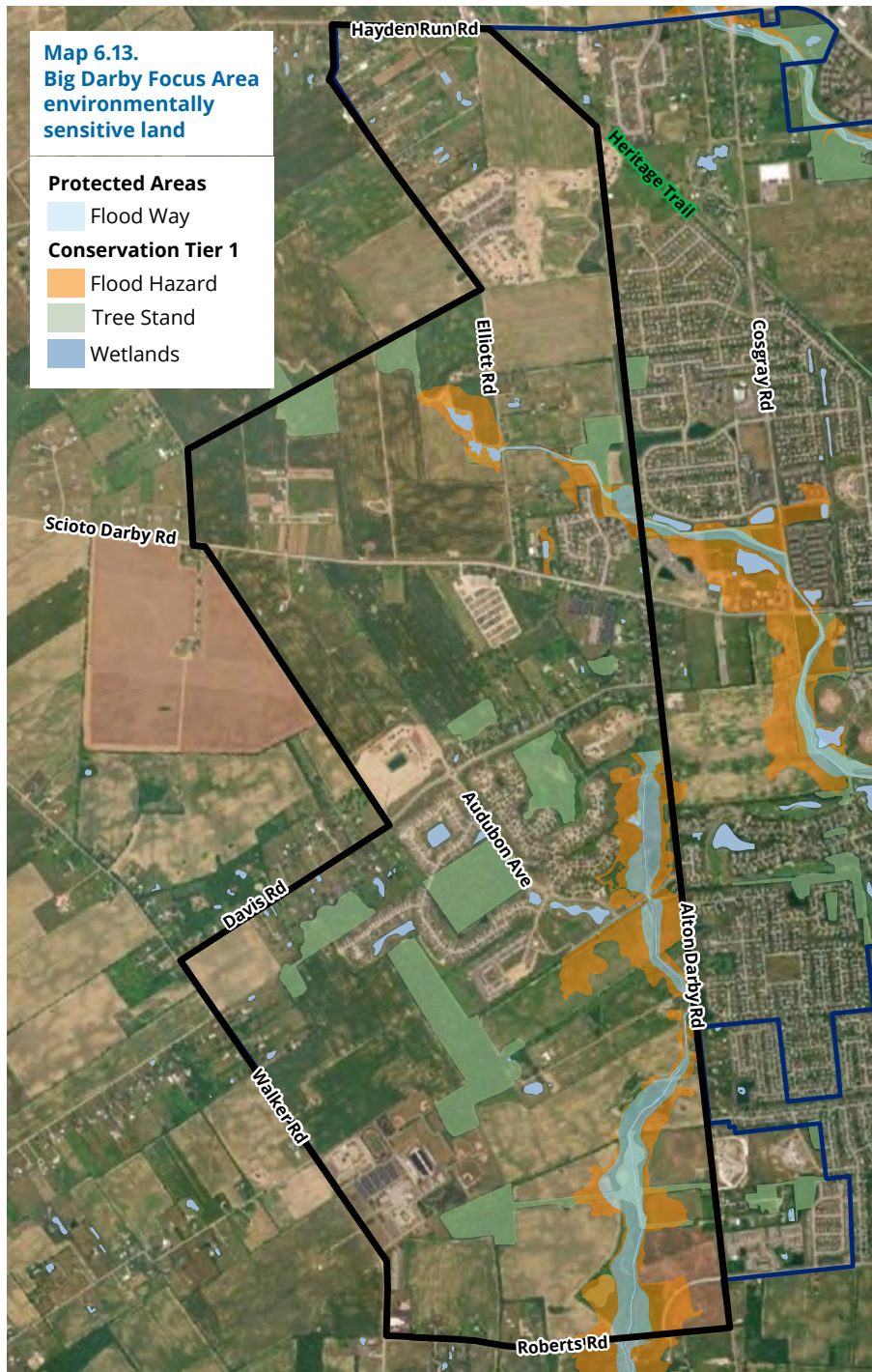
Existing Land Use

The total size of the focus area is roughly 2,800 acres. Approximately one thousand acres is undeveloped or in an agricultural use, and approximately five hundred acres is large lot rural residential outside of city limits. 650 acres is preserved open space and the remaining 650 acres is developed within the city limits.

There are 1,830 residential units in the area including existing housing and approved subdivisions currently under development, for an overall density of 0.65 units per acre.

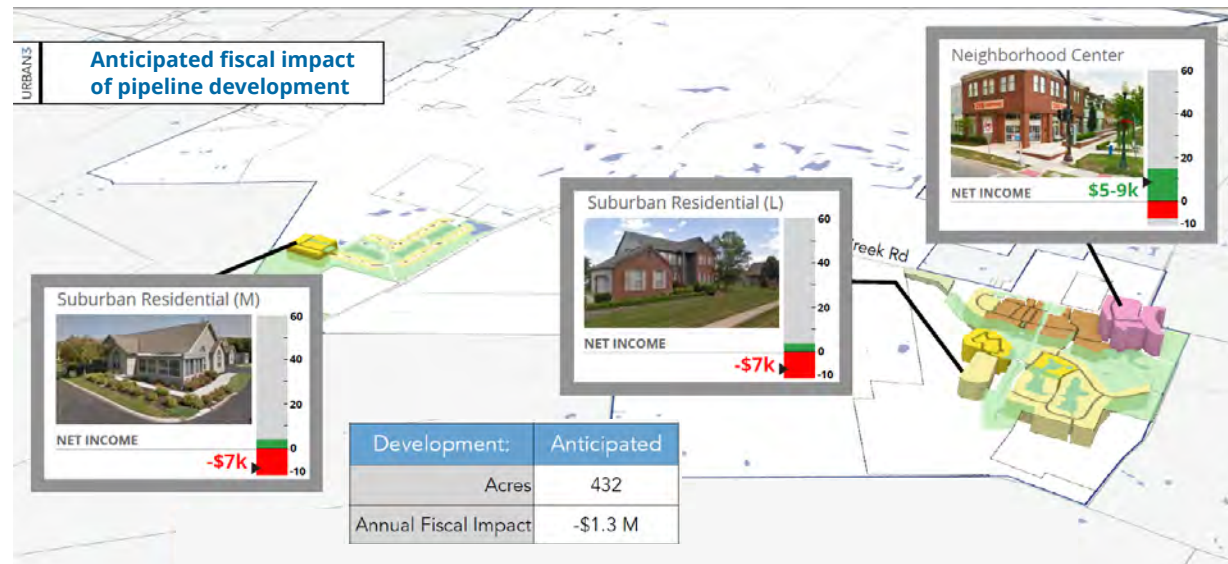
If 970 additional residential units were built in this area, the overall area would have exactly one units per acre, which would meet the intent of the BDAWMP.





Fiscal impact of pipeline development

Based on analysis of the net revenue impacts of various land uses in Hilliard, the recently approved developments of Hill Farm and Alton Place will together have a negative annual net fiscal impact to the city over the long-term. The commercial area in Alton Place is expected to generate income tax revenue to offset some, but not all of the long-term costs of infrastructure in these neighborhoods.

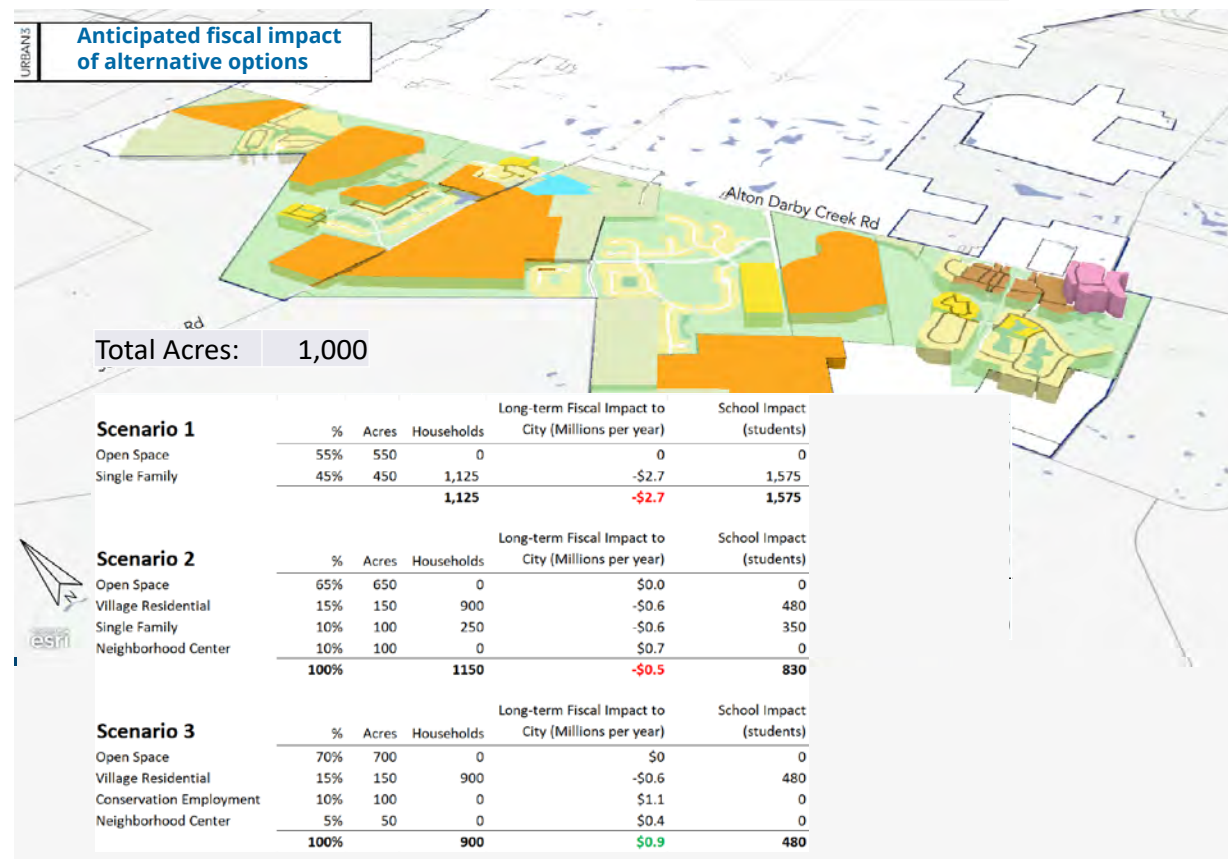


Fiscal impact of development options

These scenarios illustrate the conceptual impact of various development options assuming a change of one thousand acres.

Residential development regardless of type will not have a net positive fiscal impact to the city over the long-term. Additionally, single family development similar to that approved in the Darby Area over the last ten years, will have a significant impact on the local schools by generating more students.

The third scenario with the most amount of open space, least amount of residential, and some employment use, would have a net positive fiscal impact and generate fewer students.



Development Intent

Some additional development in the Big Darby Focus Area could have benefits for the city. If Hilliard were to obtain additional sewer allocations that are necessary to support any future development, the city should use that capacity to:

- 1. Prioritize land uses that provide a community benefit.** It is more important for the city's future prosperity and fiscal health to put resources towards infill and redevelopment in other focus areas east of the Darby Area such as the I-270 Area, Old Hilliard, and Cemetery Road Area (Big Idea 1: Focus growth inward). However, there will be continued interest in development within the Big Darby Area. The city can use that interest to its advantage but must be strategic with limited sewer allocations. It should support development that offers long-term economic, recreational, educational, or other community benefit. It should prioritize development proposals that would help the city achieve other goals such as preserving more land, creating a connected greenway system, or providing jobs that strengthens the city's fiscal health.
- 2. Conserve a larger proportion of remaining developable land.** The city should leverage development to preserve a greater amount of open space than the fifty percent per site that is recommended by the BDAWMP. Overall, the city should aim for fifty percent of the Focus Area to be preserved as natural areas or public open space. This open space should include land identified as preservation and Tier 1 environmental features including flood ways, flood plains, tree stands, and wetlands. But since much of that land is already protected, a significant amount of other land should be set aside. To achieve that, the city would need to support development in portions of the Big Darby Focus Area and allow for more concentrated development in some locations. Some potentially "developable" parcels could contribute less than fifty percent open space, while other parcels could be preserved entirely. The City should also seek to preserve open space west of the focus area to further protect the watershed.
- 3. Create a connected open space and greenway system.** The land that is preserved through future development should form a connected linear open space system along the city's western edge (Big Idea 7: Conserve a greenbelt). That system would support trail connections to local and regional destinations such as the community recreation center, various Metro Parks, and the Heritage Rail Trail.
- 4. Exhibit compact, low-impact, conservation pattern and design.** Future development in this area should utilize low-impact site and building design such as limiting impervious surfaces, providing green roofs, incorporating alternative energy generation and native landscaping. Conservation development may include neighborhood-scale mixed-use, services, public uses, and low-impact employment uses. New residential neighborhoods, while not a priority land use, should respond to the needs of the city, be distinctive to Hilliard, and be innovative (ex. neighborhoods that integrate agriculture or local food production.) These neighborhoods should offer a mix of residential types and price-points.
- 5. Create an educational component.** Provide educational and recreational opportunities, either through a city park or a partnership, to showcase and provide hands-on learning about the area's unique natural features, ecological significance, agricultural legacy, and sustainable development in the area.

Concept Plan

This concept plan generally illustrates potential development areas and a connected greenway system. It assumes that the one thousand acres classified as agriculture today becomes either preserved open space or appropriately developed. The result is that 50% of the total land within the focus area is preserved as open space plus an additional amount of land west of the focus area is also preserved. To achieve that outcome, at least 65% of the remaining developable land within the area will need to be set aside as open space. The amount of development should be considered not only on a site-by-site basis, but for the focus area overall. To keep the entire focus area at or below one dwelling unit per acre, and have a positive fiscal benefit for the city, the remaining developable land should not be all residential. The "conservation development" areas shown are appropriate low-impact employment uses.

Map 6.15. Big Darby Focus Area Concept Plan

Existing or Anticipated Land Use

- Suburban Residential (low)
- Urban Residential (high)
- Neighborhood Mixed Use
- School / Public / Semi-Public
- Rural Edge
- Park / Open Space
- Agriculture
- Environmentally Sensitive Area
- Major Streets / Connections

Future Land Use Concepts

- Connected greenway system
- Conservation development areas (with additional open space)
- Street connections
- Roundabout (Potential or anticipated)
- Key Destinations

Land Use Today (2,800 acres)

Rural Edge	Agriculture (or undeveloped)	Preserved Open Space	Developed in City
500 acres (18%)	1,000 acres (36%)	650 acres (23%)	650 acres (23%)
Assumed Change (1,150 acres)			
	750ac (65%)	400ac (35%)	

Land Use Future (2,800 acres)

Rural Edge	Preserved Open Space	Developed in City
350 acres (13%)	1,350 acres (50%)	1,050 acres (37%)

Outside of Focus Area

Outside of Focus Area





Alternative Residential Conservation: Agrihoods

As the name suggests, an agrihood is a type of planned community that integrates agriculture into a residential neighborhood. Agrihoods are part of the popular "farm-to-table" culture. Today, there are over 150 of these communities across the United States. Some operate on a "community supported agriculture" (CSA) model where owners pay an annual fee to support a working farm. This type of community could be an appropriate alternative form of residential development in the Darby Area. See Agrihoodliving.com



Conservation Development and Conservation Employment

Conservation development areas are intended to support development that protects environmentally sensitive land and limits the city's long-term infrastructure costs. These areas could accommodate a wide 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 should incorporate areas of forest, prairie, and wetland into the development's design and utilize other low impact building and site design practices. Architectural styles should be eclectic yet complement the rural character of the Big Darby focus area. Developments should be connected via pedestrian and automobile routes and incorporate public spaces and natural areas.

Employment uses in a conservation pattern could include low-impact office, research and development, neighborhood commercial, or other non-residential development that would have minimal negative impact on traffic, schools, and demand for services.

Big Darby Area Actions

FA E1 Obtain approval for additional low-impact development within the existing service boundary. By allowing some additional development in the area, the city could obtain land for a connected greenway system and preserve a greater amount of open space than exists today. Hilliard should work with the Big Darby Accord Advisory Panel to obtain support for the city's long-term vision of conservation and development in the area. It should seek authorization for additional sewer taps from the City of Columbus for future low-impact development within the existing service boundary in exchange for a greater amount of preserved open space (which may include land preserved outside of that boundary).

FA E2 Acquire land to create the greenbelt and linear park system. Update the open space set aside requirements in the Hilliard Conservation District standards to require a larger amount of total open space be set aside and that some amount of open space is "usable" for passive recreation. Allow density bonuses to be tied to a greater amount of open space preservation than the minimum standard — including land that is outside of a proposed development site. Introduce a "fee-in-lieu" if sufficient open space cannot be set aside. Use these fees to fund future land acquisitions.

FA E3 Incentivize non-residential "conservation development." Since any additional development capacity in the Darby Area will be limited, it is vital that development contributes to its goals. Projects that have an employment component should be a priority to provide income tax revenue that will support the greenbelt and linear park system. One way to incentivize such development is through zoning and annexation. The city could create a "conservation commercial" subdistrict of the Hilliard Conservation District that would allow certain employment focused land uses by right with appropriate design standards. The city could then stipulate that any land annexed in the Darby area be automatically

zoned as conservation commercial. Then, appropriate non-residential development could potentially take place without a costly rezoning process, making it the easier path.

FA E4 Update the Hilliard Conservation District standards. An update to the Hilliard Conservation District standards should consider base permitted density, increased open space provisions, and revised criteria for density bonuses and other design attributes. See the following page for potential criteria.

FA E5 Continue to advocate for an update to the Darby Accord Plan. The BDAWMP was intended to be reviewed regularly and updated every five years. It has not been updated since it was created over fifteen years ago. Continue to work with the City of Columbus, Brown Township, and other Darby Accord partners to address mutual conservation and development goals for this area. Support a process to update the Darby Accord or a subarea of that plan.

FA E6 Partner with Columbus and Franklin County Metro Parks to establish a greenbelt and linear park system that connects to other existing metro parks. Consider a partnership with Metroparks (or a similar entity) that allows that organization to develop and maintain regional park assets on land that has been acquired by the city.

FA E7 Establish an educational space within the Darby area park system. Look for opportunities to provide educational features or spaces in the Darby Area to showcase and provide hands-on learning about the area's unique natural features, ecological significance, agricultural legacy, and sustainable development. Consider incorporating such a feature within the design of the new community center campus.

Potential development evaluation criteria

Proposed development in the Big Darby Area should be evaluated with respect to the following attributes. Each development should exhibit at least ten of these attributes.

Fiscal Impact

- Incorporates an employment or mixed-use component
- Supporting infrastructure, land use pattern, and environmental factors don't negate the location

Open Space

- Preserves and connects existing natural systems that extend through multiple properties
- Prohibits modifications to existing natural systems
- Locates new open spaces adjacent to abutting open spaces to create a continuous greenbelt
- Includes trail connections and trailheads at locations that logically connect to adjacent properties
- Implements off-site trail and open space connections

Infrastructure

- Incorporates compact site design approaches
- Location is adjacent to existing development to reduces infrastructure costs

Environmental

- Incorporates low impact site and building design techniques
- Reduces off-site stormwater impacts by incorporating appropriate water quality measures

Community Facilities

- Dedicates land for the future site of a public facility (school, fire station, etc.)

Housing

- Incorporates a variety of housing types within a single development
- Incorporates neighborhood concepts that would be distinctive to Hilliard
- Includes an affordability component



7. IMPLEMENTATION

The Comprehensive Plan is a long-term policy guide and action agenda. Implementation of this Plan will involve a host of City departments, boards and commissions, non-profits, businesses, and citizens. This chapter includes guidance on managing and using the Plan, and a summary of its actions that assigns anticipated timing and responsibilities to each. While much care has been given to the Plan's actions, the City should be opportunistic in pursuing other actions that would support its vision and goals.

Objectives

- *Promote awareness and understanding of the Plan and its recommendations*
- *Monitor and share implementation progress*
- *Require concurrence with the Plan*
- *Provide resources for implementing the Plan*

Monitoring

The Plan should be monitored on a regular basis for implementation effectiveness and relevancy. It should be referenced annually in the development of departmental work programs, budgets and capital improvements planning. A formal review of Plan's accomplishments and relevancy should occur within five-year intervals.

Updating

A major update of the Plan should be scheduled by Council every ten years or following a formal recommendation from the Planning Commission. In the interim, key milestones may be reached which necessitate an update sooner than a ten-year cycle. Such milestones should be considered on a case-by-case basis. There may be circumstances that warrant formal amendment of the Plan. Amendments to the Plan should be made only with careful consideration and compelling justification.



Chapter organization

- How to use the Plan
- Plan management cycle
- Implementation actions
- Summary of actions

HOW TO USE THE PLAN

The Comprehensive Plan is intended to be used on a daily basis as public and private decisions are made concerning development, redevelopment, capital improvements, economic incentives and other matters affecting the City. The following is a summary of how decisions and processes should align with the goals and actions of the Plan.

Annual Work Programs and Budgets

Individual departments, administrators, boards and commissions should be cognizant of the recommendations of the Plan when preparing annual work programs and budgets.

Capital Improvement Plan

Maintain a five-year capital improvement plan (CIP) to fund infrastructure projects that are consistent with the Comprehensive Plan's recommendations.

Development Approvals

Administrative and legislative approvals of development proposals, including rezoning and subdivision plats, should be a central means of implementing the Plan. Decisions by the Planning Commission and City Council should reference relevant Comprehensive Plan recommendations and policies. The zoning code and subdivision regulations should be updated in response to regulatory strategies presented in the Plan. City Council should collaborate with the Planning Commission to ensure consistent interpretation of major items in the Plan.

Economic Incentives

All economic incentive programs should be reviewed to ensure consistency with the recommendations of the Plan.

Private Development Decisions

Property owners and developers should consider the goals and strategies of the Plan in their land planning and investment decisions. Public decision-makers will be using the Plan as a guide in their development deliberations such as zoning matters and infrastructure requests. Property owners and developers should be cognizant of and compliment the plan's recommendations.

Collaborating

Many actions in the Comprehensive Plan will require the coordinated efforts of individuals and organizations representing the public, private, and civic sectors of the community. An active citizenry will help to ensure actions are included and pursued as part of the public agenda.

IMPLEMENTATION ACTIONS

Outlined below are actions to support implementation of the Comprehensive Plan.

Promote awareness and understanding of the Plan and its recommendations.

- IM 1.1 Provide copies of the Plan throughout the community and online.** Upon adoption, the Plan should be made available at multiple locations such as the library, community center and on the City's website.
- IM 1.3 Provide ongoing staff training and professional development opportunities.** The Comprehensive Plan references many development concepts, programs, and policies. City staff should be supported in obtaining training to more effectively undertake the plan's recommendations. Staff, commission members, and elected officials should conduct visits to other communities to observe examples first-hand.
- IM 1.4 Develop a formal training program for commission and board members.** Training should focus on land use law, meeting procedures, organizational dynamics and how to use the Plan.

Monitor and share implementation progress.

- IM 2.1 Prepare an implementation evaluation.** On a regular basis, the city should review the Comprehensive Plan's accomplishments and effectiveness. This review should assess the plan's actions listed in this chapter each (completed, underway, ongoing, no longer relevant). A simple summary report could be prepared and shared with Planning Commission that highlights progress and identifies potential Plan updates.

- IM 2.2 Anticipate updates to the Plan at regular intervals.** As part of its budgeting process, The City should anticipate the need for undertaking formal updates to the Comprehensive Plan. Major updates should be anticipated every ten years. Minor updates may be considered at 5-year intervals based on an evaluation of current conditions and implementation progress.

Require concurrence with the Plan.







- IM 2.1 Require concurrence in rezoning and other major development approvals.** Major rezonings and development approvals will concur with applicable policies of this Plan. Actions by city boards, commissions and staff will document concurrence in all decisions.
- IM 3.2 Require staff reports to reference the Comprehensive Plan.** All staff reports related to development applications, code amendments, rezonings, policy recommendations, annual work programs and budgets will reference relevant Plan recommendations.

Provide resources for implementing the Plan.

- IM 4.1 Identify and secure funds for prioritized initiatives.** In addition to allocating resources from the City budget through the CIP and annual work programs, the City should continue to seek funding from sources such as grants, bonds, private investments, public-private partnerships, etc.












SUMMARY OF ACTIONS

The following table summarizes the Plan's actions. The table is organized by chapter.








Action Status	Time-frame	City Departments
<div>  Ongoing (currently occurring on a repeating basis) </div> <div>  Future (to be initiated) </div> <div>  Initiated (begun, but not yet complete) </div>	<div> For actions that are not ongoing. <div>  Immediate: Year 1-2 </div> <div>  Mid-term: Year 3-10 </div> <div>  Long-term: Year 10+ </div> </div>	<div> <ul style="list-style-type: none"> City Manager Community Development Planning Engineering Transportation and Mobility Recreation and Parks </div>

zc









Actions that involve potential zoning code updates specific to each Focus Area or other topics are identified with this icon.

Land Use and Development		Time-frame	Status	Department
LU 2	Encourage interim uses on intended redevelopment sites.			Planning
LU 3 <div>zc</div>	Update the zoning code standards that apply to various locations across the city.			Planning
LU 3.1	Establish standards that encourage development and redevelopment with a walkable mix of uses in various locations.			Planning
LU 3.2	Address signs, landscaping, parking, and other site development standards citywide.			Planning
LU 3.3	Streamline, modernize, and make the zoning ordinance more user-friendly.			Planning
LU 4 <div>zc</div>	Create standards for trail-oriented development.			Planning








Land Use and Development

		Time-frame	Status	Department
LU 5 zc	Introduce zoning changes that encourage various forms of attainable or missing middle housing.			Planning
LU 6 zc	Utilize density bonuses or other non-financial means to incentivize desired development characteristics.			Planning
LU 8	Participate in regional housing policy discussions.			Planning
LU 9 zc	Require electric vehicle charging stations, recycling and bicycle racks in new development.			Transportation and Mobility











Economic Vitality

		Time-frame	Status	Department
EV 1	Prioritize non-residential or mixed-use development.			Planning
EV 2	Support multifamily residential as a component of a mixed-use development.			Planning
EV 3	Utilize density bonuses to encourage employment uses within mixed-use developments.			Planning
EV 4 & EV 10	Support the use of financial incentives for mixed use developments.			City Manager & Planning
EV 7	Maximize the use of existing infrastructure before creating new infrastructure.			Planning
EV 8	Undertake infrastructure replacements or upgrades that would minimize long-term costs.			Planning











Economic Vitality

		Time-frame	Status	Department
EV 13	Support the creation of special/business improvement districts.			City Manager
EV 15	Establish dedicated funds to manage fees-in-lieu.			City Manager
EV 17	Target key developers.			Planning
EV 18	Ensure that zoning and land use policies encourage diverse amenities around or within in existing and future employment areas.			Planning





Mobility and Connectivity

		Time-frame	Status	Department
MC 1	Provide comfortable bicycle and pedestrian facilities along key thoroughfares with priority for shared use paths where feasible.			Transportation and Mobility
MC 2	Create a maintenance plan for bicycle and pedestrian facilities.			Transportation and Mobility
MC 5	Establish Hilliard as a regionally recognized Trail Town.			Recreation and Parks
MC 6	Determine potential alignments for the future Hayden Run COG Regional Trail.			Recreation and Parks
MC 7	Improve the safety and comfort of intersections and midblock crossings for people walking and biking.			Transportation and Mobility
MC8	Provide sidewalks on all streets in Old Hilliard.			Transportation and Mobility

Mobility and Connectivity















		Time-frame	Status	Department
MC 9	Establish a Wayfinding Plan and program to improve access to key destinations for people walking and biking.			Recreation and Parks
MC 10	Identify systemic safety improvements to reduce serious injury and fatal roadway crashes for all modes.			Transportation and Mobility
MC 11	Reduce vehicle speeds along Thoroughfare Plan Streets.			Transportation and Mobility
MC 12	Reduce vehicle speeds on posted 25 mph residential streets through an updated neighborhood traffic calming program.			Transportation and Mobility
MC 13	Establish a pilot program to implement a shared micromobility system in the city (i.e. bicycle or scooter programs)			Transportation and Mobility
MC 14	Elevate and expand Hilliard Express service.			Transportation and Mobility
MC 15	Position Hilliard to capitalize on future regional or interstate public transportation initiatives.			Transportation and Mobility

Parks and Public Spaces

		Time-frame	Status	Department
PS 1	Expand amenities and programming across Hilliard's parks ensuring that parks have the necessary infrastructure to accommodate activities.			Recreation and Parks
PS 2	Create community events and programming specifically for youth and older adults, and increase the community's awareness of these opportunities.			Recreation and Parks






Parks and Public Spaces

Time-frame Status Department


















PS 3	Cultivate arts and cultural experiences that are unique to Hilliard and celebrate the city's diversity.			Recreation and Parks
PS 4	Track annual progress towards access to parks and amenities with NRPA tools, aiming to exceed the benchmarks for cities of Hilliard's size.			Recreation and Parks
PS 5	Regularly conduct community evaluations and focus groups to assess satisfaction with parks and recreational offerings and identify needs.			Recreation and Parks
PS 6	Obtain land strategically over time to ensure all residents are within a 10-minute walk to a park and maintain target of at least 10 acres of parkland per 1,000 residents.			Recreation and Parks
PS 7	Prioritize filling gaps in the trail network and upgrading crossings and curb ramps to improve pedestrian and bicycle access to neighborhood parks.			Recreation and Parks
PS 8	Establish a public art master plan for Hilliard's public spaces.			Community Development
PS 11	Utilize public land to demonstrate sustainability principles and technologies.			Community Development
PS 12	Explore partnerships with other public entities to grow trail connections across the region.			Recreation and Parks

Focus Area: Old Hilliard



Time-frame Status Department

FA A1 	Update the Old Hilliard zoning standards.			Planning
FA A2	Construct water and wastewater capacity improvements to accommodate additional development.			Engineering






















Focus Area: Old Hilliard



		Time-frame	Status	Department
FA A2	Construct water and wastewater capacity improvements to accommodate additional development.			Engineering
FA A3	Extend the Heritage Rail Trail from Main Street to Cemetery Road (and beyond).			Recreation and Parks
FA A4	Develop a financing strategy to provide infrastructure improvements concurrent with development.			Community Development
FA A5	Create a branding and marketing campaign for Downtown Hilliard.			Community Development
FA A6	Work with the Fairgrounds to develop a strategy for site improvement.			Planning
FA A7	Permanently close Center Street between Main Street and Wayne Streets to maintain a pedestrian space.			Planning
FA A8	Develop additional public parking.			Transportation and Mobility
FA A9	Provide support to retain existing and attract new small businesses specifically within Old Hilliard.			City Manager
FA A10	Conduct periodic reviews of short-term rental regulations.			Planning

Focus Area: Cemetery Road Corridor











		Time-frame	Status	Department
FA B1	Update the zoning code and zoning map to encourage redevelopment.			Planning

ZC





FA B2	Seek opportunities to purchase land along the corridor to create catalyst redevelopment projects.			City Manager
Focus Area: Cemetery Road Corridor		Time-frame	Status	Department
FA B3	Install a shared use path along Cemetery Road that connects the east side of I-270 with Old Hilliard.			Recreation and Parks
FA B4	Study options for undertaking streetscape improvements.			Community Development
FA B5	Develop a financing strategy to provide infrastructure improvements concurrent with development.			Community Development
FA B6	Create a welcoming gateway at the active rail overpass.			Community Development
FA B7	Continue to collaborate with COTA to advocate for improved transit connections to Hilliard.			Transportation and Mobility
FA B8	Continue to participate in regional rail discussions with the MORPC, the Ohio Rail Development Commission and others to lobby for a rail station in Hilliard.			Transportation and Mobility
FA B9	Continue conversations with Hilliard City Schools regarding long-range plans for JW Reason Elementary School.			City Manager
Focus Area: I-270 Corridor		Time-frame	Status	Department
FA C1 	Update zoning standards to encourage income-tax generating land uses.			Planning
FA C2 	Update zoning standards to accommodate infill development with residential, commercial, or mixed-use buildings on existing office sites.			Planning
FA C3	Work with property owners and developers to encourage infill development around large existing office buildings.			Planning

FA C4	Create a new trail connection across I-270 near Cemetery Road.			Recreation and Parks
FA C6	Coordinate with ODOT to provide input into designs of future improvements to the Cemetery Road I-270 interchange.			












Focus Area: Retired Rail Corridor

		Time-frame	Status	Department
FA D1, FA D3 & PS 12	<p>Extend the Heritage Trail through the Retired Railroad Corridor Focus Area and, working with partners, to the Scioto Trail and Quarry Trails Metro Park.</p> <p>Create more safe ways to access the Heritage Trail from nearby neighborhoods.</p> <p>Explore partnerships with other public entities to grow trail connections across the region.</p>			City Manager & Community Development
FA D2	Identify and evaluate options for relocation of City Hall.			City Manager
FA D4	Work with property owners in the industrial area between the railroad corridor and Scioto Darby Road to encourage redevelopment.			City Manager
FA D5	Create new street connections as indicated on the Focus Area plan.			Planning
FA D6 & FA D7	<p>Create a trail head with parking in the southern end of the Focus Area.</p> <p>Work with property owners adjacent to regional trails to establish trail-oriented amenities.</p>			Recreation and Parks & Planning

Focus Area: Big Darby Area

		Time-frame	Status	Department
FA E1	Obtain approval for additional types of low-impact development within the existing service boundary.			City Manager
FA E2	Acquire land to create the greenbelt and linear park system.			Planning

ZC

FA E3	Incentivize non-residential "conservation development."			Planning
				
FA E4	Update the Hilliard Conservation District standards.			Planning
				
Focus Area: Big Darby Area		Time-frame	Status	Department
FA E5	Continue to advocate for an update to the Darby Accord Plan.			City Manager
FA E6	Partner with Columbus and Franklin County Metro Parks to establish a greenbelt and linear park system that connects to other existing metro parks.			Recreation and Parks
FA E7	Establish an educational space within the Darby area park system.			Recreation and Parks