ABSTRACT

REINVENTION: AN EXAMINATION OF LOCAL MUNICIPAL ECONOMIC REDEVELOPMENT STRATEGIES

by Christopher R. Lawson

This final report provides a description of my professional experience, as well as the academic and theoretical underpinnings that have guided my approach and decision making throughout my practicum and early career experiences. To begin with, my fellowship encompassed a vast range of projects, responsibilities, and assignments that varied in degree of ownership, input, and outcome. There are three experiences that will clearly illustrate a city aggressively trying to remake itself. In the pages that follow, I will connect my varied experiences at the City of Hamilton. Beginning with my fellowship position I will discuss the redevelopment campaign I directed and then I will continue to discuss the projects that I am working on in my current position. The fellowship position provided a logical transition from the theoretical into the practical application of local government. The Institute for the Environment and Sustainability (IES) provided a solid foundation upon which to develop my skills and put them to practical use. The common thread amongst these three projects is the role that they play in a City’s revitalization.
This internship report titled

REINVENTION: AN EXAMINATION OF LOCAL MUNICIPAL ECONOMIC REDEVELOPMENT STRATEGIES

by

Christopher R. Lawson

has been approved for publication by

The College of Arts and Science

and

The Institute for the Environment and Sustainability

____________________________________________________
Michele Simmons, Ph.D

____________________________________________________
David Prytherch, Ph.D

____________________________________________________
Suzanne Zazycki, Esq.
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Chapter 1: Introduction

Earl F. Brush Fellowship & City of Hamilton, Ohio

Hamilton, Ohio is a mid-sized city with a population of approximately 63,000 located in Butler County. It is located in Southwestern Ohio (midway between Cincinnati and Dayton) of the United States and was founded in 1791. In spring of 2011 the City instituted a Fellowship Program to encourage civic minded individuals to engage in municipal government. The objective of the program is to provide hands-on training and development to students pursuing a career in public service (City of Hamilton 2016) upon completion of the program, it is expected that participants will have a clear understanding of the responsibilities and activities of a Council-Manager form of government (City of Hamilton 2016).

The City of Hamilton’s program allows for a potential candidate to apply to a specific one or all three of the 11-month post-graduate fellowships. These fellowships are geared towards specific tracts and prepare individuals for a dynamic, upper management-oriented career in city management, utilities, engineering, and economic development. The nationally recognized competitive program attracts students from top graduate schools including Indiana University (SPEA), Miami University, Ohio State University, and Syracuse University (City of Hamilton 2016).

There are three fellowship opportunities geared towards the following:

**John C. Engle Memorial: **Utilities  
**Richard Fleming: **Utilities  
**Earl Brush: **Economic Development & City Management

Appendix A: Current Fellowship Job Descriptions

Starting a Job & Program

The City Manager, Joshua Smith was hired in late 2010 and recognized very early into his tenure the critical need to make a dramatic change; not only to address an internally brewing crisis of future bench strength, but an injection of needed passion, drive, and new ideas. Within a few months of his arrival he began to formulate a truly unique program. He sought young professionals to not only experience the city’s government, but its community, culture, people, and history. Ultimately, he wanted this next generation of employee to become essentially a piece of fabric in the woven tapestry of Hamilton in sum, a vested citizen first, and a government employee second.

As an inaugural fellow in 2011 the challenges were numerous. Hamilton was confronted with a number of issues not uncommon to most traditional rust belt cities in the 21st century and enduring throes of the great recession. A governmental organization better suited for twentieth-century paradigms – public safety, economic development, and public works working in silos instead of cross-functionally. Additionally, the city was experiencing difficulties in attracting high quality candidates to fill critical roles, both inside and outside of city hall, often times coined “brain-drain” (Hansen, et al, 2003).

By spring of 2012, a little less than two years after the City Manager had arrived; the downtown began to experience signs of recovery and renewed interest. This was largely owed not only to a renewed focus on the development of downtown, but an allocation of resources towards it as well. The project that
demonstrated that focus and investment was the redevelopment of a historic block of abandoned buildings into mixed-use retail and living space. The next logical step was to infuse life into these buildings by coordinating the fellowship program with housing in these new lofts. The fellowship program brought newly minted master degree holding professionals into the community. And with them they not only brought their passions, creativity, and abilities to the city government, but to the entire community. They became involved with the farmers markets, the local nonprofits, and the local arts scene. The fellows became vested community stakeholders, which made them even more passionate about changes in City policies and projects.

The fellowship program presented Hamilton as a civic laboratory – seeking those interested in solving problems through innovation and experimentation. The program is attracting and retaining a pool of young talent who would be coveted as leaders and innovators anywhere. The program is now in its fifth year and several of the fellows have been retained in full-time positions with the City. They are engaged in projects that are moving the City forward – tech initiatives with IBM, city branding initiatives, business incubation, and cross-functional reorganization.

Why This Position

The reason I chose to pursue a Master of Environmental Science degree was because of my desire to work in the public sector. I choose this fellowship because of the focus on environmental science, urban policy, and planning. The program allowed me to get involved in developing a county land bank, assisting with an annual budget, and creating an innovation program. This program provided me unparalleled access and unique insights into the laudable efforts of a mid-sized city government trying to overcome the obstacles of economic decline.

New Department / New Position

Several years into the recession, the City Council had effectively shut down the City’s economic development through defunding. While seemingly counterintuitive to dismantle a city’s economic development department during one of the country’s worst recessions, the role of economic development was severely undervalued; additionally, economic development was thought to be the responsibility of the private sector. The end result was economic development took the blame for budget issues internally along with blame externally for declining employment base and shuttered businesses.

However, in 2011 and under new leadership, the Economic Development Department was reinstated. At the time, the structure was such that Economic Development was a division within the City Manager’s Office. This organizational arrangement clearly illustrated that economic development was a top priority and overarching mission of the City Manager. With this priority came the need to attract top talent into this new organization, and hence the fellowship program. On July, 7, 2011 I began my full-time fellowship with Hamilton’s Economic Development Department.

That morning I was greeted by two other recent hires all processing the same commission of spearheading (re)development efforts within the City. The attitude and motivation within the City’s Economic Development Department was that of a startup, a few people doing a lot while currently building a department from scratch. It was many early morning meetings, late night hacks, and weekend meet-ups were us as a team engaged in any approach that might lead to a turnaround. While this approach was not the most efficient, it was laying the foundational core for the next generation of Hamilton City employee – employees less defined by job description or experience but commitment to creative solutions to urban renaissance (City of Hamilton 2016).
It is not simply an innovative strategy that demonstrates success, but the outcomes produced by said strategy. According to Hamilton's Annual Economic Development Report in 2013 and 2014 over 1000 new jobs were created, $160 million in capital improvements, and Hamilton achieved a near 6% decline in unemployment. This is an important story that is shared with current and prospective businesses and residents throughout region. These metrics illustrate that Hamilton is investment worthy and that there are exciting things going on in the city. However, this is part of a comprehensive marketing strategy, not just for external eyes, but internally as well. The Annual Report illustrates the value of a clear and concise economic development strategy and goals in terms of growth and investment. The value proposition was something the prior iteration of the department did not have, which proved detrimental in its argument for continued existence in the face of budget cuts. Further, it provides a dashboard view of how we are doing compared to historical data. Talking about investments is one thing, but being able to show the impact of those investments is powerful - and that the city’s investment in new approaches is paying dividends.

IES Preparation

Two particular experiences in the IES program prepared me for my journey into city government. The first was the PSP project in which there is a clear problem (or product) identified and the teams of students are required to deliver a real world solution. The PSP project required teamwork with a goal of delivering a great product using problem solving and analysis. The approaches undertook in these teams and the corresponding classes instilled in us not to simply look at the effect of the problem and try to cover it with a figurative “Band-Aid” solution. Rather, drive towards the discovery of the root cause of the problem, which if identified, provides a basis for permanently solving addressing the problem. While the realities of political considerations, economic limitations, and other “real-world” variables can often hijack the identification and address of systemic causes, the process nevertheless results in more intelligent strategies; even if those are still “Band-Aids”.

The second experience or what I would coin “influence” can be traced back to several classes with Dr. David Prytherch of the Geography Department. His lectures expressed a sincere passion for the rediscovery for the urban form was just as engrossing as it was convincing; and, while potentially less tangible than a specific concept or project that I learned and then applied or researched. I was inspired and wanted to inspire others by conveying, with that same intensity I witnessed in Dr. Prytherch, the sense of awe, wonder, and passion for cities – their life, meaning, form and history. It was serendipitous then that the City I began to work for needed someone to communicate about who it was in a way it had never done before – I found myself in a unique (and perfectly aligned) position to be able to provide that narrative about a City’s rediscovery of it urban assets. That language of Jane Jacobs and Daniel Burnham can be found on full display on the website of CORE [www.corehamilton.org] and its promotional materials.
Chapter 2: City Decline

Background

Hamilton endured the effects of globalization and a non-diversified economy. Over the past twenty-five years manufacturing in this country declined and jobs moved overseas (Pearsall, et al, 2014); Hamilton was not left unscathed. These difficulties were exacerbated by the severe financial and economic crisis of dates. In many ways, Hamilton is a microcosm illustrating the many factors that have disrupted the regional and national economies. Workers in Hamilton, as in the rest of the country, have often found their paychecks reduced or their jobs eliminated completely (Weiss, et al, 2013). Additionally, the replacement of traditional low-skilled industry with advanced manufacturing has proven challenging to employers in their efforts to attract qualified “higher”-skilled employees. The stereotyped image of low-skilled, dirty, “shop floors” has proven to be a powerful and lasting image, and compromising efforts to recruit and retain promising young professionals and hindering the reinvention of the smokestack economy (Pearsall, et al, 2014). While companies work to address the challenges of attracting and retaining the next generation of workers the skills gap has widened, especially as it pertains to advanced manufacturing (Pearsall, et al, 2014). These trends have harmed the national economy and more directly have caused significant struggles for Hamilton and other rustbelt towns.

However, like many other manufacturing communities, Hamilton’s leaders are collaborating with private and educational institutions to explore new technologies, opportunities, and innovations. In response to the economic downturn these communities are creating and supporting jobs that transcend industries with new strategies, products, and services (Nevens, et al, 2013). The challenge lies in correctly identifying and employing methodologies to encourage such job growth. One common approach focuses on the creation of an environment that encourages the startup community. State initiatives such as Ohio’s Third Frontier program are a prime example of such policy. These “startup” models typically arose in Silicon Valley, Austin, and Boulder and focused on software and application development, rather than the production or manufacturing line. These already-affluent and dynamic communities are markedly different than rustbelt communities that stretch across the Midwest (Feld, 2012). There is a shift, however, and headlines are beginning to showcase larger companies like Google and Apple who have brought back production lines to the United States. Furthermore, I believe the semantics here necessitates the definitional divergence of the term “rust belt” and “post-industrial”.

My preference in using the term “rust belt” is primarily based upon an observation that “post-industrial” is devoid of emotional sentiment, rendering it both vague and academic. The purveyors of such terminology seek to present the information pertaining to a “post-industrial” city in a dispassionate way so as not offend, nor give hope but simply provide for an objective analysis of global economic forces that shape lives. This results in statistical output reports which read like, "X number of people lost their jobs" without the slightest hint of the human impact behind the numbers.

Conversely, "rust belt" is conceptually descriptive providing imagery of the human lives behind numbers. It signifies the faceless that lost their jobs, the decay of buildings where they once worked, and their communities essentially abandoned alongside the factory. It is meant to resonate with passion, emotion, anger and fear; because that is what happens when factories close and livelihoods are lost. Further, while negative connotations or stereotypes are associated with "rust belt", they also become powerful unifying and rallying cries for those in those communities - we see it in Pittsburgh, Cleveland, and even in Hamilton.
Lastly, within this discussion, the main problem with the term “post-industrial” for Hamilton is that it is a misnomer. Hamilton is not post-industrial manufacturing city - it is a post "twentieth-century" manufacturing city. In fact, the products that are manufactured here today are more global than ever. Hamilton is home to Thyssen-Krupp Bilstein’s North American headquarters where they make the shock absorbers for the Tesla and Viper. IMFLUX is another Hamilton based company which is disrupting the additive manufacturing industry. In essence, Hamilton is on the cutting edge of 21st century industrialism - far from "post-industrial". Hence, the term "rust belt" provides a visual and visceral representation of the uneven transition from one century's type of manufacturing (or economy) to another.

This "transition" is a good determiner of which concept, “rust belt” “post-industrial” one would utilize in the formulation of economic distress and reinvention. Boston, for example, is post-industrial because they didn't turn into a "21st century" manufacturer (they simply declined in the number of manufacturing outputs, while outputs in other economic sectors increased, hence resulting in a smoother transition into a different economy), but thrived as a center of technology and finance. The term “rust belt” is often used in conjunction with "revitalization"; since post-industrial defines outputs (or lack of thereof), its visual representation is best implied through numeric means, not necessarily human. It becomes extremely difficult to visually represent "revitalization" when there is no human scale image of "un-vital" or equally problematic as illustrated by Boston, it doesn't necessarily equate to being "un-vital" just shifting outputs; it could potentially mean that you're actually doing better than before.

In conclusion, this discussion is not meant to be merely a rhetorical exercise into the semantics of word preferences. It in fact provides an illustrative viewpoint at how seemingly subtle word choices can define a city, and provide an analysis into the way the redevelopment is undertaken. Rust belt is a clue that the City of Hamilton is not afraid of its past or its current imagery of worn and gritty; quite to the contrary, it is proud and building off the good and the authentic.

Chapter 3: Strategies for Redevelopment

Context

The following revitalization strategies are not to be presented statically or a means to an end, but to illustrate that cities need to be engaged and action oriented. Unfortunately, the risks associated with action are not an organizational value that many governments embrace. City governments that hesitate to take action will perish; and while this inaction can be hidden in perfect economic conditions, when good times cease, it will be a death knoll.

The early endeavors taken were disparate in some regards obtaining varying degrees of success. However, this multitude of approaches undertaken continued to be refined and calibrated, into focused and refined tools.

The practical side is these eventually became interwoven strategies – for example, The Hamilton Mill works closely with the CORE because of startups graduating in need of space. The startups with whom we work are attracted to areas associated in quality of life, redeveloped spheres of urbanity – they want a multitude of cafes, coffee shops, bistros, fine dining, and walkability – character and experience – the sum of which makes for a great city. While probably not explicitly evident, quality of life and high-tech startup attraction are simply two sides to one coin – if a community wants to be serious about their
attraction efforts, then they are going to have to be serious about building an amazingly vibrant community with the before mentioned feature sets.

Strategy 1: Complete Streets

As part of the City’s new strategic plan several pillars were established. One of the pillars was “We Connect People” and I was assigned by the City Manager to manage its specific tasks and approaches. The City Manager saw strategic planning as an important process to develop organizations. The strategic plan provided a clear sense of direction with measurable goals. It also provided a clear path in evaluating progress and shifting approaches when faced with challenges. Each of the strategies that I will discuss had their origination within the plan that is outlined below.

![Figure 1: City of Hamilton’s Strategic Plan (2012)](image)

The cardinal tenet of “We Connect People” was to develop “a city connected by walkways, bikeways, parks, public spaces, and transit”. The goal was to have a community connected by a balanced, multimodal transportation network. I assisted city officials, staff, and residents with the tools and information needed to assess and implement Complete Streets. Complete Streets is a nationally recognized model for building a connected community. Implementation of this model has been shown to improve economic conditions for both business owners and residents (Moreland, et al, 2013).
During my research on complete streets policy approaches I reviewed a myriad of complete street projects from similar (and dissimilar) cities. From this research I was able to offer several different policy recommendations and proposals to City Council. These recommendations included evaluation procedures, best practices, and an advisory board to make recommendations. The project provided a new conceptual street standard with recommended design features based on current existing street types.

Additionally, to ensure community engagement the City of Hamilton hosted The National Complete Streets Coalition. The Coalition conducted an immersive and interactive workshop led by nationally recognized experts. Community members and stakeholder organizations came together to establish a common vision for local transportation policy and decision-making.

**Recommendations and Ordinance**

Eventually Hamilton adopted a robust comprehensive complete streets policy/ordinance. The legislation specified which streets should be considered, but was worded in a way that considered each street a potential candidate for completeness. Complete Street policy was included in the new development in Hamilton later that year. The demographic profiles of many in Hamilton leaves many with biking as their only option, hence this policy fulfilled both an environmental and social justice objective by reducing air pollution and making biking a safer option, especially for individuals that biking is their only option of transportation.

Street design that is inclusive of all modes of transportation, where appropriate, not only improves conditions for existing businesses, but also is a proven method for revitalizing an area and attracting new development. Complete Streets has also been shown to boost the economy by increasing residential property values as homeowners are willing to pay more to live in walkable communities (Moreland, et al, 2013).

The approval of Complete Streets policy moves Hamilton closer to a vision of a city “connected by walkways, bikeways, parks, public spaces and transit”. Complete Streets are streets for everyone. They are designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities (Speck, 2012). Complete Streets make it easy to cross the street, walk to shops, and bicycle to work. They allow buses to run on time and make it safe for people to walk to and from train stations. This type of mandated legislation results in public works departments changing their approach to city street design and infrastructure. By adopting a Complete Streets policy, communities direct their transportation planners and engineers to design cities that are safe for all users, regardless of age, ability, or mode of transportation and ultimately resulting in a better quality of life (Speck, 2012). Incomplete streets – those designed with only cars in mind – limit transportation choices by making walking, bicycling, and public transportation inconvenient.

This project allowed me to engage in a host of differing policy formulation stages from successfully organizing workshops, council presentations, committee meetings, drafting legislation, and ultimately implementing legislation. However, cultural and organizational barriers all but rendered the legislation ineffective. While this assumption of team collaboration was well-intentioned I neglected to consider that not everyone is driven towards the same end-goal. This was true for the City of Hamilton, where the complete streets concept threatened a traditional paradigm in terms of street design/engineer approach.

So, while I highlight this as my prime “legislative” victory, overall policy implementation has been slow and relatively uneven. This process illustrated to me that policy can be rendered essentially meaningless.
unless there is a concerted effort to change the larger culture and departmental mindset. A culture shift is paramount to any policy endeavor, especially those that hold promise of transformational effects.

**Strategy 2: Public Priorities/Private Investment**

The City, under the direction of a new administration and council developed a new philosophical approach to redevelopment. The City administration would facilitate projects and focus on the overall “collective impact”. To ensure that the public priorities align with private investment, City Hall and the private entities created new compacts, agendas, and shared partnerships. To maintain accountability measurement systems and ongoing feedback loops were established. The following paragraphs outline a handful of public projects, along with a number of private investments in Hamilton’s urban core (Pearsall, et al, 2014).

One such example of these “collective impact” projects is the Consortium for Ongoing Reinvestment Efforts (CORE). While my direct involvement in the investment fund was most notable in the infancy stages, I was directly responsible for the name and the lending principles. I initially modeled it after the Cincinnati Center City Development Corp. also known as 3CDC, to provide non-traditional loans for residential and commercial development projects in Hamilton. This was always a key strategic initiative, and although officially introduced in early spring of 2012 the impetus of the program began in September 2011.

The Economic Development team was tasked with developing the name and basic lending principles for the program. The original name coined by our City Manager was “HOPE” and stood for Hamilton’s Opportunity Prosperity Enterprise. Vested stakeholders were not particularly “sold on” the HOPE acronym so work began to come up with a different name. The new name of the development organization would be CORE - Consortium for Ongoing Reinvestment Efforts. The final copy for the marketing piece pays homage to urban planning pioneers Daniel Burnham and Jane Jacobs. The board of directors for CORE includes Claude Davis, CEO of First Financial Bank; John Guidugli, president of the Hamilton Community Foundation; and local attorney Lee Parrish, who also serves as general counsel for CORE.

I am reminded of the power of this redevelopment tool every time I walk through Cincinnati’s Over-the-Rhine neighborhood, with its eclectic mix of Italianate architecture, loft-style condos, and endless dining options. These structures blend seamlessly into existing urban fabric, yet they do not alter the historic feel. There was a brief period in Cincinnati’s history where these structures were called urban blight. The blight has been mitigated and without organizations like Cincinnati Center City Development Corporation (3CDC) the remarkable revitalization would have been merely a dream. The rotting, decaying, and the uninhabitable buildings would still be the defining characteristics of the Over-the-Rhine community.

In sum, CORE’s purpose is to propel transformation in the urban core through economic opportunity, positive image, quality of life, and a sense of place. It provides financial resources for qualified residential and commercial estate projects within Hamilton’s urban core. By leveraging a multitude of financial tools into one powerful partnership, the CORE Fund is able to maximize results of strategic projects that will revitalize the city. Undoubtedly, it is exemplifies the collective impact model, a model that recognizes the interests of a city, its citizens, and companies cannot be divergent.

3CDC and CORE are both classified as community development financial institutions (CDFI). These institutions operate as capital lending services and provide credit and financial services to underserved markets and populations. A CDFI may be a community development bank, a community development credit union (CDCU), a community development loan fund (CDLF), a community development venture
capital fund (CDVC), a microenterprise development loan fund, or a community development corporation.

The CDFI Fund(s) was established in 1994 by the Riegle Community Development and Regulatory Improvement Act (Bowen, 2013). The CDFI Fund was created for the purpose of promoting economic revitalization and community development through investment in and assistance to community development financial institutions (CDFIs). Further, the CDFI achieves its mission by promoting access to capital and local economic growth in the following ways: through its Community Development Financial Institutions Program by directly investing in, supporting and training CDFIs that provide loans, investments, financial services and technical assistance to underserved populations and communities; through its New Markets Tax Credit Program by providing an allocation of tax credits to Community Development Entities which enable them to attract investment from the private-sector and reinvest these amounts in low-income communities (Zygiaris, 2013). Through its various programs, the CDFI Fund enables locally based organizations to further its goals such as: economic development (job creation, business development, and commercial real estate development); affordable housing (housing development and homeownership); and community development financial services (provision of basic banking services to underserved communities and financial literacy training) (Bowen, 2013).

CORE is aggressively pursuing revitalization projects in Hamilton’s downtown. In 2013 the CORE Fund purchased a former sixties era big box store in the central business area of downtown which had been abandoned for nearly six years. The former Elder-Beerman building is now in the final stages of redevelopment for a downtown organic grocery, and a recently announced call-center consisting of approximately 800 new jobs. The four-story, 167,000-square-foot building, which opened in 1968 had been vacant since April 2009, and was appraised at a value of $1.5 million; as a non-profit entity, CORE was able to negotiate deal with the previous owner, Chester Hamilton Realty, to donate part of the building’s value for a $350,000 purchase. Additionally, the CORE fund offers lower-interest capital with lengthy payback terms than traditional business loans. Initially, the specific area of focus will be on the downtown/Main Street central business district, German Village, and the East High Street/Dayton Lane area.

3CDC served as a model primarily for two reasons, one it was close, City officials could talk to folks involved and engage them in discussion pertaining to the formation process and challenges to avoid. Second, and more importantly, we could clearly see the transformative changes the Cincinnati Center City Development Corporation (3CDC) has enabled in Over-the-Rhine. Since 2004, 3CDC’s efforts have resulted in an increase in home ownership, an influx of new businesses, and a dramatic drop in crime in OTR. As a nonprofit public-private partnership, 3CDC catalyzed redevelopment by tackling projects the private sector could not complete due to lack of market demands. Due to 3CDC’s successes, the market in Cincinnati’s historic neighborhood has changed significantly; demand in Over-the-Rhine is at an all-time high whereby reducing the need now almost entirely) of subsidization.

The point of divergence is on sheer magnitude of scale – 3CDC is a massively funded, deploying upwards of $300 million dollars in real estate acquisition and development. Their capitation also allows them to attract leading industry experts from real-estate, finance, and entertainment nationally. CORE is not capitalized to any extend to draw serious comparisons within those activities, but it does not necessarily need to be either to be successful. The reason being our commercial building stock downtown is not in such dire conditions as 3CDC found in OTR, and we do not have as much.
Figures 2 & 3: a before and after rendering of the abandoned Elder-Beerman building located at 118 High St., Hamilton Ohio currently undergoing renovations as a mixed-use project.

Figures 4, 5, 6: CORE redevelopment at 254 High Street, before & after.
The money raised by CORE is focused on restoring downtown Hamilton’s icons. It is already improving the quality of life for residents and creating an environment prime for private economic development. One example of this private development is the addition of an art gallery on Second and Court Street. Blighted properties that were once the scourge of the city are now being revitalized into a productive use. There are many examples throughout Hamilton, such as the transformation of a 100-year-old paper mill. The paper mill has stood vacant for nearly three years. The prospect of creating new jobs while retaining the pioneering spirit of Hamilton’s manufacturing past is powerful. This same imagery was captured when the city’s incubator was relaunched in 2014 as the Hamilton Mill.

Strategy 3: The “Startup Community” *(appendix B: Incubator Business Plan)*

A unifying realization connects which each of these strategies, which was Hamilton could no longer compete on the same playing field as the surrounding suburbs. It had to focus on its own strengths - a dense urban core, pioneering spirit, and rich manufacturing history. It was clear that Hamilton, much like many other urban cities, was no longer served by reacting to market conditions, mimicking sprawling suburbs, or disinvesting in their infrastructure (Bowen 2014). Hamilton needed to focus on two types of individuals - entrepreneurs and artists (Weiss & Bonvillian, 2013). Why? Because entrepreneurs & artists each create something new…and it is these creative and innovative pursuits that actually grow the economy. In late 2012, City administration recognized that the days of luring the 1000+ employer to the community was becoming increasingly difficult (and rare). Staff began to map out an economic development strategy to attract and develop high-growth startup businesses in the City (O'Connor, 2013).

To move this strategy forward, we began to reach out to all the players in the regional entrepreneurial ecosystem. We were intent on establishing a partnership model that utilizes the best resources in the region to make Hamilton the northern-tier hub of the Southwest Ohio ecosystem (Feld, 2012). Once we built out the strategy and developed the partnerships colleagues and I reached-out to our local business incubator, Biztech. Our intention was to work in concert with the incubator and capitalize on their decade long track record of business “incubation”.

As we delved into the Biztech organization we soon realized that the organization had no defined focus and no regional presence. Additionally, most of the tenant businesses were comprised of lifestyle businesses or professional services; not, high growth potential tech companies. This posed several problems in that it did not directly align with our overall mission and did not fit what we were pitching to our regional partners.

With these thoughts in mind we approached the Biztech Board of Directors. Our intent was to partner with them and bring them into the regional ecosystem with a specific startup profile to focus upon. Realizing the potential in attracting a higher-quality startup innovating instead of personal service small business they were currently attracting. While the original intent was simply to partner the board asked if we would be willing to serve in director position to implement the partnership and the vision. This was made possible given that the current Executive Director at the time was retiring.
Moving forward the board suggested that we serve as interim directors of the Biztech organization. The City was amenable to this idea and we continued with our efforts to turn Hamilton into a true startup community under the Biztech banner. This arrangement allowed us to centralize the City’s entrepreneurial activities in a business incubator with access to Small Business Development Center—a profoundly more strategic location than a high-rise government building.

Within months the Biztech organization was reoriented towards a vision focused on advanced manufacturing, clean technology, and associated digital technologies. Additionally, the Biztech Board was bolstered to include more representation from the Southwest Ohio region, especially from organizations and individuals that understand entrepreneurship. While several members remained, the new representation came from entities such as CincyTech, Liferay (software developers), Butler Tech, and Miami University who joined several prior board members in order to ensure continuity and leadership. Even now, we are still in the transition phase, or “beta”, but these partnerships and outreach into the Greater Cincinnati and Dayton region have already begun to pay dividends in the form of attracting startup innovating in our targeted industries. Biztech (now The Hamilton Mill) has attracted 15 high growth startups, two examples of these new companies include kW River and Lagoon. kW River is in the process of testing and researching a hydroelectric power turbine in Hamilton on a low head dam. This turbine will produce power by harnessing the energy created by the Great Miami River. Lagoon, a team of talented young engineers and designers, is creating a water monitoring device. Both companies intend to test their products with Hamilton’s Utilities Department thus illustrating the powerful impact of a unified small business attraction approach.

Figure 7: kW Rivers miniature hydroelectric device that fits alongside low-head dams
I am proud that I could be part of a visionary team that recognized Hamilton’s approach to creating a vibrant startup community had to be fundamentally different. With this holistic approach, we never wanted to simply have another “me too” incubator. We wanted a whole City dedicated to growing the next “Google” and a strategy that supports collaboration versus fragmentation. Hamilton has created an approach that will a harbinger for future entrepreneurial innovation and revitalization effects in Cities – a national model for any City interested in truly developing and attracting in this sector. It was successful because our approach was entrepreneurial, in terms of rethinking our strategy, partners, and how the city could play a key role - it has placed Hamilton on the cutting edge of economic development.

As of today The Hamilton Mill has 15 businesses located at the facility. These businesses employ approximately 50 full-time individuals and 20 part-time individuals. Moving forward we anticipate some flux as we graduate or transition out some of those businesses, below I have compiled the framework moving forward pertaining to the incubator.
<table>
<thead>
<tr>
<th>Company</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Knepley Brothers Engineering/Univest</td>
<td>Provides ongoing global support for the GE EC2000 eddy current inspection systems. These systems perform required inspections on the rotating parts for GE military engines, primarily the TF34 and the F110-129.</td>
</tr>
<tr>
<td>KBW</td>
<td>WaterDroChem is a patented water sanitation solution that will save energy usage and costs by municipal water treatment plants.</td>
</tr>
<tr>
<td>Edge Prototype, LLC</td>
<td>Development team that builds things; first patented product is ergonomically efficient baby bike, other pipeline products include renewable energy solutions and manufactured solutions.</td>
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<tr>
<td>NewKnowledge</td>
<td>eLearning solutions and services. <a href="http://www.newknowledgeunited.com">www.newknowledgeunited.com</a></td>
</tr>
<tr>
<td>CHALLENGE RUNNER</td>
<td>Online fitness challenge management system that complements existing corporate wellness programs by providing a robust system to create, manage, and track your health and wellness challenge. <a href="http://challengenunner.com">challengenunner.com</a></td>
</tr>
<tr>
<td>Glance Software, LLC</td>
<td>Glance Software, LLC, is in development of several notable software applications. <strong>RoundSpark</strong> is a healthcare satisfaction management application. RoundSpark works on any device with a web browser, and requires no additional installations or downloads. RoundSpark is HIPAA-compliant, and supports on-site deployment/installation at the hospitals' facilities. This product was developed in collaboration with UCHealth West Chester Hospital. <strong>AuctionFusion</strong> is a robust auction management and clerking software solution that provides auctioneers with &quot;at a glance&quot; analytics and statistics.</td>
</tr>
<tr>
<td>RelaxLights</td>
<td>Creates and designs smart and sensory-immersive furniture. Relaxlight's couch provides an innovative platform for child learning, entertaining, and relaxation for years to come as it is both highly customizable and upgradable.</td>
</tr>
<tr>
<td>Davis Medical, LLC</td>
<td>Davis Medical, LLC is an early stage medical device company developing technology to create aseptic fields for catheter ports. Davis Medical's disposable barrier devices protect the sterility of Central Venous Catheter (CVC) ports to preserve and improve the health of patients.</td>
</tr>
<tr>
<td>Davis Medical, LLC</td>
<td>Startup micro-brewery located on premises</td>
</tr>
</tbody>
</table>
Table 1: Listing of Hamilton Mill’s current startup profiles

<table>
<thead>
<tr>
<th>Company</th>
<th>Core Competency</th>
<th>Website</th>
</tr>
</thead>
<tbody>
<tr>
<td>kWRiver Hydroelectric</td>
<td>Retained micro-turbine technology that sits at base of low-level dam that harnesses river flow to produce electricity.</td>
<td><a href="http://www.kwriver.com">www.kwriver.com</a></td>
</tr>
<tr>
<td>Perceptive Devices</td>
<td>Percept-O allows end user to control cursor, keyboard with simple facial movements.</td>
<td><a href="http://www.percept-o.com">www.percept-o.com</a></td>
</tr>
<tr>
<td>RespondBy</td>
<td>Web-based proposal solution that caters to two potential sets of customers – proposal creators and proposal responders.</td>
<td><a href="http://www.respondby.com">www.respondby.com</a></td>
</tr>
<tr>
<td>HUB2E The Efficiency Authority</td>
<td>Aggregates energy efficient contractors (HVAC, window/door, thermostat, etc.) into searchable database for residential and business properties – think “Angies List” for energy efficiency contractors.</td>
<td><a href="http://www.hub2e.com">www.hub2e.com</a></td>
</tr>
<tr>
<td>Enforc</td>
<td>“Smart” water faucet device that guides users through the process of washing hands the proper way.</td>
<td><a href="http://www.enforc.com">www.enforc.com</a></td>
</tr>
</tbody>
</table>

But, startups do not just appear. They are generally referred by partners whom you have built a relationship with, in essence the principles that undergirded the City’s “Collective Impact” model approach to redevelopment. In sum, there is real value in working with others, especially when that framework is build through share vision and commitment and this case, a robust entrepreneurial landscape.

Pipeline and Intake

The partnership pipeline into The Hamilton Mill is fed by a number of community and regional entities connected to the Greater Cincinnati entrepreneurial ecosystem:

- Ohio Small Business Development Center
- Cintrifuse
- CincyTech
- Butler Tech
- City of Hamilton Economic Development Department
- Miami University
- Greater Hamilton Chamber of Commerce
- Greater Cincinnati Venture Association
- Hamilton Community Foundation
#### SETTING DEFINITIVE GOALS:

<table>
<thead>
<tr>
<th>FY2014 Goal</th>
<th>Hamilton Mill</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Primary Goals</strong></td>
<td></td>
</tr>
<tr>
<td>Long-Term Clients</td>
<td>70</td>
</tr>
<tr>
<td>Business Starts</td>
<td>13</td>
</tr>
<tr>
<td>Capital Infusion</td>
<td>$400,000</td>
</tr>
<tr>
<td>SBA Loans</td>
<td>$100,000</td>
</tr>
<tr>
<td>Non SBA Loans</td>
<td>$200,000</td>
</tr>
<tr>
<td>Equity</td>
<td>$100,000</td>
</tr>
<tr>
<td>Total Clients</td>
<td>347</td>
</tr>
<tr>
<td>Total Counseling Hours</td>
<td>1800</td>
</tr>
<tr>
<td>Paid Hours</td>
<td>1800</td>
</tr>
<tr>
<td>Volunteer Hours</td>
<td>0</td>
</tr>
<tr>
<td>Travel Hours</td>
<td>50</td>
</tr>
<tr>
<td>Training Events</td>
<td>9</td>
</tr>
<tr>
<td>Training Attendees</td>
<td>158</td>
</tr>
<tr>
<td><strong>Secondary Goals</strong></td>
<td></td>
</tr>
<tr>
<td>Increase in Sales</td>
<td>$1433,000</td>
</tr>
<tr>
<td>Increase in Export Sales</td>
<td>$0</td>
</tr>
<tr>
<td>New Govt/Private Contracts</td>
<td>$400,000</td>
</tr>
<tr>
<td>Jobs Retained</td>
<td>50</td>
</tr>
<tr>
<td>Jobs Created</td>
<td>60</td>
</tr>
</tbody>
</table>

Table 2: Business Incubator Goal Setting
In addition to referrals from the Small Business Development Center, we anticipate attending regional events that have a startup focus. We also intend to have our own local recruiting events with the goal of attracting businesses that fit the new Biztech vision.

2016 Tenant Projection Forecast

With the graduations and natural transition of businesses leaving due to attrition, the final 2015 projections are forecasted below:

<p>| | |</p>
<table>
<thead>
<tr>
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<th></th>
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</thead>
<tbody>
<tr>
<td>Existing</td>
<td>24</td>
</tr>
<tr>
<td>Graduating/Transitioning Out</td>
<td>-7</td>
</tr>
<tr>
<td>New</td>
<td>10</td>
</tr>
<tr>
<td>Total Projection</td>
<td>27</td>
</tr>
<tr>
<td>Net Gain/Loss</td>
<td>+3</td>
</tr>
</tbody>
</table>

Newly Implemented Hamilton Mill tenant evaluation criteria include:

- The business should be a clean technology/advanced manufacturing related product or service that can be commercialized within three to five years. Compatible advanced manufacturing firms that meet these criteria would also be eligible to apply, provided their space needs are compatible with the incubator facility.

- The business must be in early stages of development. Early stage usually means within the first two years of business operations, but small companies involved in a significant change in direction or launching a new business product may also apply.

- The applicant must show ability to pay incubator rents while they develop positive cash flow.

- The applicant must have a management team that the Executive Director feels can handle the technical aspects of the business. The management team should have entrepreneurial business acumen or be willing to accept advice from an incubator established advisory board.

- The applicant must be willing to take advantage of and be able to benefit from the value-added services and guidance of the incubator. The applicant business must be willing to take advice from the professional network and/or the Executive Director.

- The applicant business must have the capacity for growth and provide economic benefits to the area including creating new jobs and opportunities for area suppliers and vendors.
• The applicant must not be in direct competition with existing incubator businesses.

Once a company is accepted into the incubator, the startup must establish goals and milestones. Specific metrics will be required from the businesses on a regular basis as part of the lease agreement. These individual business metrics include:

• Revenue
• Payroll
• Employment
• Patent Activity
• Equity / Capital Activity
• Small Business Innovative Research Grant Activity

A needs assessment will also be conducted in partnership with Small Business Development Center (SBDC) consultants and the leadership team at Biztech. The SBDC consultants perform regular check-ins with incubator businesses to assess how each business is performing.

In addition, The Hamilton Mill now subscribes to National Business Incubator Association performance metrics best practices to determine performance standards and accomplishments. The aggregate business incubator metrics include:

• Number of current clients
• Total number of graduates since inception
• Number of graduate firms still in business or that have been merged or acquired
• Number of people currently employed full-time (at least 32 hours) by client and graduate firms
• Number of people currently employed part-time (>32 hours) by client and graduate firm
• Current monthly salaries and wages paid by client and graduate firms
• Gross revenues for the most recent full year for client and graduate firms
• Dollar amount of debt capital raised in most recent full year by client and graduate firms (bank loans, loans from family and friends, revolving loan funds, or other loan sources)
• Dollar amount of equity capital raised in most recent full year by client and graduate firms (include investments from angel investors, venture capitalists, seed funds, or other equity capital sources)
• Dollar amount of grant funds raised in most recent full year by client and graduate firms (SBIR, state grants, etc.)

Graduation Policy and Tenant Expectations

The Hamilton Mill graduation policies are written into tenant lease agreements. These lease agreements are signed year to year, with the expectation that monitoring will take place throughout the year and goals will be assessed on a regular basis. In addition, these policies address time limits, value exchange, and resource commitments.
**Time Limits** - A maximum amount of time for a client to receive services is set. A fairly common standard is a maximum of three years, on a month-to-month lease. This can be customized by type of business and extended on a month-to-month basis for an additional year if indicated. In particular, clean technology/advanced manufacturing companies generally require a longer time to get products approved and ready for market, and often require incubator services for five to seven years. Regardless of the specific time limits established, it is important to underscore that in discussions during the business planning process stakeholders strongly recommended a rigorous application of this policy. They see it as critical for achieving early wins and fostering ongoing support for the incubator.

**Value** - The incubator should self-assess its ability to provide continuing value to a client. Clients who have progressed beyond the incubator’s ability to provide sufficient value should graduate and begin using private sector providers. Ongoing business development assessments between the incubator management and client and the month-to-month lease structure facilitate this value assessment.

**Resource Commitment** - The incubator should establish resource commitments and clarify expectations and responsibilities.

**High Performers/Graduate Potential** - By the time startup businesses are accepted into the incubator it is expected that they are transitioning through the first two stages of the startup lifecycle as identified by the Startup Genome – the Discovery stage and the Validation stage. It is their gradual movement to the Efficiency and Scale stage that will determine their success going forward. If tenants can successfully transition into the Efficiency and Scale stage then they are candidates for graduation within the first years.

**Startup Genome Six Stages**

- Discovery
- Validation
- Efficiency
- Scale
- Profit Maximization
- Renewal or Decline

The graduation process will take various forms reflective of the client’s position in the market and their accomplishment of milestones. Graduation and appropriate exit support for successful tenants requires a concerted exit plan which may include office relocation assistance, coaching for larger funding rounds, HR strategy for more senior hires, and other key elements of independent operation.
New Vision, New Name: The Hamilton Mill

With more focus on the entirety of the Southwestern Ohio (Cincinnati and Dayton Region) startup scene, we concluded a rebranded incubator would be more advantageous because we could tailor the brand around the image we wanted to project. This approach not only refocused the incubator, but resulted in a completely new attitude and feel. The new brand was “The Hamilton Mill” and the name pays homage to Hamilton’s manufacturing past and its future. While most of the larger paper mills which came to define Hamilton’s economic prowess have shutdown; the new mills associated with advanced manufacturing are thriving (Levingston, 2013). The new mission of the Hamilton Mill incubator is to stimulate the establishment and growth of startup companies primarily focused on physical product development. A key goal will be to ensure that these startups are provided the support and business expertise needed to succeed outside of the incubator.

The incubator provides new and emerging technology and compatible businesses with an environment that will support their startup phase and increase their likelihood of success. The incubator includes facility space, flexible leases, shared use of common office equipment, direct business assistance and guidance, mentoring, networking to capital, and other technical resources. A network of existing resources in the community would be developed to support incubator client needs.

Figure 9: Logo of newly branded incubator
Chapter 4: Why It Matters

In each experience [or strategy] discussed above it represented an approach to solve what was a complex mixture of long-time problems; these problems were resulting in lower tax revenue, citizen anxieties, and collective malaise. But, the IES problem solving framework was always guiding me – demonstrating that disinvestment, poor policy planning, and citizen apathy were symptoms, not the disease. While untangling the complexities interwoven within the problems affecting a rust belt City, can problematic itself in its over simplification (Christensen, et al, 2013). Each of these experiences shared very similar attributes – a paralyzing risk aversion, change resistance, and a nearly codified belief system that good things could not happen in Hamilton. Could cultural altitudes play such a systemic role as to affect the physical decline dynamics of a city? My problem solving analysis points to an absolute, yes.

Further, this experience was not defined by a cataloging of activities, but as a witness and conveyer of ushering in a different era for the City of Hamilton. A different generational perspective, not one based upon nostalgic sentimentalities, whereas longing for a bygone era by which negatively interprets everything proceeding after it. We never had a “paper mill prerogative” as in bringing back something gone. So, rather than being nostalgically unrealistic, we were inspired by those pioneers and industrialists which discovered and built this city – like them driven towards the future – hence, we set out to attract the next generation of trailblazers to re-build the city.

Some presumably will, and have, seen it as an erosion of city priorities, safety, and true economic vitality. But, it is simply because we are all part of the most disruptive era in history – brought forth by an intricate nexus between global economies, technology, culture, and generational shifts (Christensen, et al, 2013). This disruption has impacted countless individual lives and entire communities; Hamilton is just one of many. Where has government stood throughout this great disruption? These institutions are still mired in red tape bureaucracy that is not forward thinking, innovative, nor remotely entrepreneurial (Howard, 2014). However, cities on the local scale were forced to rethink service delivery options, and effectively change decades old methods in attempt to continue to create value for their citizens. This moment should prompt government at every level to examine closer their organizational designs, approaches, and strategies (Cross, 2013).

This experience has taught me to balance creativity and passion with experience and patience. In my view, an organization imbalanced by one or the other, either fails to see the inherent risks, or is too risk adverse to see inherent possibilities. The single most important driver in our organizations rests with building the next generation of leaders. These future leaders will be the most performance driven, exciting, experimental, and most creative in local government’s history. Many of these characteristics are already evolving, and this is undoubtedly occurring because of the speed, dynamism, and passion of those directly involved. If we, in concert with this new generation, design organizational structures that are nimble, adaptive and creative we can leave to a future generation something that was never left to us – institutions built to change and to change. But, if one IES foundational principle was instilled in me, it is team work is central to that future.
WORKS CITED:


APPENDICES


B. City of Hamilton’s Complete Streets Ordinance

C. Business Incubator Analysis and Action Plan
ORDINANCE NO. OR2014-4-27

AN ORDINANCE APPROVING AND ADOPTING THE CITY OF HAMILTON OHIO'S COMPLETE STREETS POLICY.

WHEREAS, the Administration of the City of Hamilton, Ohio, recommends that Council approve and adopt a Complete Streets Policy which will create infrastructure guidelines for non-motorized transportation within the City; and

WHEREAS, said Complete Streets Policy was created upon review and recommendation of the Complete Streets Task Force, a subcommittee of the “We Connect People” Committee, and to fulfill one of the critical objectives of Hamilton’s Strategic Plan; and

WHEREAS, it is anticipated that implementing such guidelines will improve road conditions within the City and improve economic conditions for both business owners and residents; and

WHEREAS, this Council now desires to approve and adopt said Complete Streets Policy as set forth in detail below;

NOW, THEREFORE, BE IT ORDAINED by the Council of the City of Hamilton, Ohio:

SECTION I: That the City of Hamilton, Ohio’s Complete Streets Policy, as set forth in detail in Exhibit No. 1 attached hereto and made a part hereof, be and is hereby approved and adopted.

SECTION II: That the City Manager is hereby authorized and directed to take all necessary actions to implement said Complete Streets Policy.

SECTION III: This ordinance shall take effect and be in full force from and after the earliest period allowed by law after its passage.

PASSED: 4-11-2012

Effective Date: 5-11-2012

ATTEST: __________________________________________
City/Clerk

CERTIFICATE

Chris Lawson, City Clerk of the City of Hamilton, State of Ohio, hereby certify that the foregoing Ordinance No. OR2014-4-27 was duly published as provided in Section 113.01 of the Codified Ordinances of the City of Hamilton, Ohio, by posting ten days after passage, a copy thereof in each fire station within the City for a period of ten days. POSTED: 4-13-2012

Adam Heims, City Clerk

CITY OF HAMILTON, OHIO
EXHIBIT NO. 1

CITY OF HAMILTON
COMPLETE STREETS POLICY

Improving Bicycle and Pedestrian Access in the City of Hamilton, Ohio

There is hereby created a Complete Streets Policy for the City of Hamilton, Ohio.

(a) Purpose

The purpose of a Complete Streets Policy for the City of Hamilton, Ohio, is to set forth the guiding principles and practices to be implemented in all transportation projects, where practicable, economically feasible, and otherwise in accordance with applicable law, so as to encourage walking, bicycling, and other nonmotorized forms of transit, in addition to normal motorized transit, including personal, freight, and public transit vehicles. This policy has been determined to be a strategic vision of a City connected by walkways, bikeways, parks, public spaces and transit. The adoption of a long-term Complete Streets Policy, while implementing short-term solutions for bicyclists on existing streets, will also create a "Share the Streets" network directing bicyclists to existing trails and Hamilton destinations. All uses must be designed to allow safe operations for all users regardless of age or ability. The ultimate goal of this policy is the creation of an interconnected network of Complete Streets that balances the needs of all users in an equitable and safe fashion in order to achieve maximum functionality and usage.

(b) Complete Streets Steering Committee

An advisory board shall be created, to be comprised of a City Council designee(s), various City Staff including, but not limited to, representatives of the Planning, Public Works, Economic Development and all the Utilities Departments, and the Divisions of Police and Fire, along with four (4) citizens appointed by the City Manager. The chair and vice-chair of the committee shall be elected by members of the board and serve a one (1) year term. This Steering Committee shall be tasked with reviewing paving recommendations, suggesting street prioritization, and approving exceptions from this Complete Streets Policy.

(c) Application and scope.

(1) The Director of Public Works shall include complete street elements in the design, construction and maintenance of all public transportation projects, improvements and facilities. However, the City Manager and/or the Complete Streets Steering Committee may exempt a project from this policy, provided one or more of the following conditions are met:

(i) If a roadway is under construction, since the use of non-motorized travel on roadways under consideration is prohibited by law, a greater effort may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.

(ii) If the cost of inclusion of the Complete Streets requirements would be excessively disproportionate to the need or probable use, the project may be exempt from this policy. "Excessively disproportionate" is defined as exceeding twenty-five percent (25%) of the cost of the larger transportation project. This twenty-five percent (25%) figure should be used in an advisory rather than an absolute sense.

(iii) If the street has severe topographic or natural resource constraints.
Ordinance No. 2012-4-27 (cont'd)

In all cases where an exemption has been granted, the City Manager and/or the Complete Streets Advisory Committee shall document the decision and the invoked exemption condition(s) in the project plan.

(2) This policy requires Complete Streets be considered by the Planning and Zoning Commission and Board of Zoning Appeals, in appropriate circumstances. Accordingly, the City shall require all developers and builders to comply with these standards, as is appropriate.

(3) This policy is intended to cover all development and redevelopment in the public domain within City of Hamilton. This includes all public transportation projects including, but not limited to, new road construction, reconstruction retrofits, upgrades, resurfacing, and rehabilitation. As such, compliance with these principles may be factored into decisions related to the City's participation in private projects and whether the City will accept possession of privately built roads constructed after the passage of this ordinance. The City Manager may, on a case-by-case basis, exclude routine maintenance from these requirements.

(4) The City recognizes that special considerations and designs are necessary to accommodate older adults and disabled citizens. Accordingly, the City will ensure that those needs are met in all Complete Streets designs. All public transportation projects involving Complete Streets elements, where practicable, shall be ADA compliant to help meet those special considerations.

(d) Guiding principles and practices.

(1) A “Complete Street” is designed to be a transportation corridor for all users, including pedestrians, cyclists, transit users, and motorists. Complete Streets are designed and operated to enable safe continuous travel networks for all users. Pedestrians, bicyclists, motorists and bus riders of all ages and abilities will be able to safely move from destination to destination along and across a network of Complete Streets. Transportation improvements, facilities and amenities that may contribute to Complete Streets, and that are considered as elements of a Complete Street include:

(i) Street and sidewalk lighting;
(ii) Pedestrian and bicycle safety improvements;
(iii) Access improvements, including compliance with the Americans with Disabilities Act;
(iv) Public transit facilities accommodation including, but not limited to pedestrian access improvement to transit stops and stations;
(v) Street trees and landscaping;
(vi) Drainage; and
(vii) Street amenities.

(2) The City shall incorporate “Complete Streets” elements into all public transportation projects in order to provide appropriate accommodation for bicyclists, pedestrians, transit users and persons of all abilities, while promoting safe operation for all users, in comprehensive and connected networks in a manner consistent with, and supportive of, the surrounding community.

(3) The City shall utilize the National Association of City Transportation Officials Urban Bikeway Design Guide as the adopted primary reference material. The city shall incorporate Complete Streets principles into all strategic plans, upon subsequent updates. The principles, where practicable, shall be incorporated into other public works plans, manuals, rules, zoning regulations, operational standards, and programs as appropriate and as directed by the City Manager. The principles shall be incorporated into appropriate materials and resources within six (6) months after the adoption of this ordinance.
Ordinance No. DR2012-4/27 (cont’d)

(4) It shall be a goal of the City to foster partnerships with the State of Ohio, OKI Butler County, neighboring communities, and the City of Hamilton’s Business Districts in consideration of functional facilities and accommodations in furtherance of the City’s Complete Streets Policy and the continuation of such facilities and accommodations beyond the City’s borders.

(5) The City recognizes that Complete Streets may be achieved through single elements incorporated into a particular project or incrementally through a series of smaller improvements or maintenance activities over time. The City will attempt to draw upon all possible funding sources to plan and implement this policy and shall investigate grants that may be available to make complete streets elements more economically feasible.

(6) The city recognizes that the elements comprising a complete street are only effective when appealing and pleasant to use and will ensure improvements meet those standards.

(e) Study/analysis to be undertaken as part of public transportation project.

During the planning phase of any public transportation improvement project, a designee of the Director of Public works, which may be the Street Superintendent, the City’s Traffic Engineers, or other person or firm deemed appropriate by the Director of Public Works, shall conduct a study and analysis relating to the addition and incorporation of complete streets elements into the project. The study and analysis shall include cost estimates, whether the elements can be incorporated in a safe and legal manner, the degree to which such improvements or facilities may be utilized, the benefit of such improvements or facilities to other public transportation improvements, whether additional property is required, physical or area requirements or limitations and any other factors deemed relevant. Such study and analysis shall be submitted to the Director of Public Works for consideration in the design and planning of the public transportation project. The Public Works Director shall incorporate Complete Streets elements in each public transportation project to the extent that such is economically and physically feasible.

(f) Administration.

(1) The Director of Public Works shall be responsible for the overall implementation and execution of the complete streets principles and practices.

(2) The Director of Public Works shall collaborate with appropriate staff to adopt a complete streets checklist for use on all public transportation projects. The city encourages all developers and builders to obtain and use this checklist.

(3) When available, appropriate, and monetarily feasible, the City shall support staff professional development and training on non-motorized transportation issues through attending conferences, classes, seminars, and workshops.
Incubator Analysis & Action Plan
### Leadership

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>Action Plan to Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;No Entrepreneurs prepared to lead the ecosystem&quot;</td>
<td>&quot;No iconic or serial entrepreneurs visible as a leader&quot;</td>
<td>&quot;One or two iconic or serial entrepreneurs who are visible and local, interested in leading, making changes and giving back&quot;</td>
<td>&quot;A handful of iconic, serial entrepreneurs who are visible, vocal, and accessible&quot;</td>
<td>&quot;Many iconic, serial entrepreneurs visible, vocal, accessible leading and giving back regularly and able to take on leading the StartUp Community&quot;</td>
<td>&quot;Hire an Entrepreneur in Residence through Cintrifuse&quot;</td>
</tr>
<tr>
<td>Entrepreneurs not connected to one another and not focused on growing the ecosystem or giving back</td>
<td>Some entrepreneurs in various sectors and at various stages interested in leading, but not well connected or visible to other sectors and stages</td>
<td>Potential leaders have some working relationships within the entrepreneurial community</td>
<td>Leaders have strong connections and following within entrepreneurial community and larger ecosystem</td>
<td>&quot;Change board make-up to include entrepreneurial expertise and businesses within the community that can lend their expertise&quot;</td>
<td>&quot;Leader attributes need to include: inclusiveness, mentorship driven, non-zero sum game, porous, give people assignments, experimental&quot;</td>
</tr>
<tr>
<td>Little or no network or one that is sparse, inaccessible&quot;</td>
<td>Entrepreneurs and community not prepared to follow potential leaders</td>
<td>Developing network of support behind leadership&quot;</td>
<td></td>
<td></td>
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### Specialized Intermediaries

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<th>4</th>
<th>5</th>
<th>Action Plan to Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>&quot;Little or no network of mentors, advisors, and facilitators&quot;</td>
<td>&quot;Small numbers of mentors and advisors, with varying degrees of experience or value add&quot;</td>
<td>&quot;Growing number of mentors, advisors, and facilitators with varying degrees of expertise and value added but within all stages, sectors, demographics or geography&quot;</td>
<td>&quot;Strong network of well respected mentors, advisors giving back at most stages, sectors, demographics and geography&quot;</td>
<td>&quot;Significant numbers of well respected and value-add mentors, advisors giving back across stage, sector, demographic, and geography&quot;</td>
<td>&quot;Heavy emphasis on mentor network, including existing and former entrepreneurs&quot;</td>
</tr>
<tr>
<td>Few to no incubators in existence&quot;</td>
<td>Some incubators, accelerators, and mentoring programs exist but without visibility or measuring of outcomes&quot;</td>
<td>Some number of incubators or accelerators, with limited accessibility and efficacy&quot;</td>
<td>Many effective, visible and well integrated accelerators and incubators&quot;</td>
<td>Large numbers of effective, visible and well integrated accelerators and incubators all helping start-ups at various stages and providing guidance and resources&quot;</td>
<td>&quot;We need to engage local and regional businesses as part of mentor network Universities&quot;</td>
</tr>
</tbody>
</table>
### Network Density

<table>
<thead>
<tr>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>Action Plan to Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>Entrepreneurs are isolated from each other and from support organizations</td>
<td>“Startups and entrepreneurs aren’t particularly visible to one another, particularly across sectors, demographics or geography”</td>
<td>“Growing community of successful startups and entrepreneurs, but not across sectors, demographics, or geography”</td>
<td>“Strong community of successful startups and serial entrepreneurs - most people know one another”</td>
<td>“Dense, well connected community of successful startups and serial entrepreneurs: everyone knows everyone, regardless of sector or stage, sector, demographic or location”</td>
<td>“Connectivity through SoMoLend and other crowdfunding and social media tools”</td>
</tr>
<tr>
<td></td>
<td>Some connectivity of community of investors, advisors, mentors, facilitators and other supporters, but gaps in resources (eg few VCs or mentors), large gaps in demographics, sector and geography”</td>
<td>Average connectivity of community of investors, advisors, mentors, facilitators and other supporters, (e.g. focus on one sector with gaps in many sectors, demographics, and geography)”</td>
<td>Good community of investors, advisors, mentors, facilitators, and other supporters, but not in all sectors, demographics, or geography”</td>
<td>Robust, engaged, connected and visible larger community of advisors, mentors, facilitators and professional services, all engaged and visible to one another</td>
<td>Connectivity through “”events with purpose”” - i.e. startup weekends, innovation games, tech meet-ups, etc.</td>
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<td>Inter-sector, cross-sector, cross-demographic and cross-cultural engagement and willingness to give back drives success”</td>
<td>Connection with local and regional businesses - search for intrapreneurs (creating from within established companies) within existing companies”</td>
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### Government

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<tbody>
<tr>
<td>“Few policies, programs or legislation focused on young companies”</td>
<td>“Limited policies or programs focused on young companies or otherwise designed to help startups”</td>
<td>“Average government support for and understanding of significance of startups to economic growth”</td>
<td>“Good government (local/state) support and understanding of the significance of startups to economic growth”</td>
<td>“Broad and strong government (local/state) support for and understanding of the significance of startups to economic growth”</td>
<td>“Explore grant and funding opportunities, particularly through the state and federal level”</td>
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<td>Most entrepreneurs view policies and programs as either inaccessible, or barriers to growth”</td>
<td>Many entrepreneurs feel that they have to work around government bureaucracy or that programs and policies confusing or too limited in scope to be useful”</td>
<td>Some programs or policy initiatives in place or in development</td>
<td>Some policy and legislative initiatives in place - others in development</td>
<td>Supportive policy and laws in places or in process. Areas may include: economic development, tax, investment vehicles”</td>
<td>Develop policies to lay groundwork and nurture start-up community - i.e. PACE program, etc.</td>
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<td>Incent local and regional investors to invest locally in the local incubator - crowdfunding</td>
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<td>Government (i.e. city of Hamilton) will be facilitator for the triple-helix model - government, private industry/business, universities”</td>
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## Opportunities for Engagement

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<td>“Few opportunities for engagement”</td>
<td>Some events, but infrequent, invisible to most or not well attended</td>
<td>“Events exist for entrepreneurs and community to connect, but are primarily focused on one sector or segment. Visibility and attendance vary across demographics and geography. Some venues exist for informal meet-ups and connection”</td>
<td>Good numbers of events for entrepreneurs and community to connect, both formal and informal, with high visibility, authenticity and participation. Numbers vary across stages, sectors, demographics, and geography</td>
<td>“Large numbers of events for entrepreneurs and community to connect, both formal and informal, with high visibility, authenticity and participation across stages, sectors, demographics and geography. Significant number of venues open to community in to connect informally and regularly. Events include meet-ups, pitch days, conferences, summits, happy hours, startup weekends, boot camps, celebrations, competitions”</td>
<td>“More events with purpose OUTSIDE of the incubator to increase exposure - select regional location both inside and outside of Hamilton. Attend and promote events that are outside of the local area to local entrepreneurs - i.e. Cincinnati, Dayton, Northern Kentucky”</td>
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## Companies

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<td>“Little to no productive relationship exists between corporations and entrepreneurs or no large companies within region. No contact or interaction with the startup community”</td>
<td>“Rarely buy goods and services provided by startup firms” Very limited communication channels Entrepreneurs generally feel that they do not have the support of established corporations in the area or have no idea how to access”</td>
<td>“Do not act as primary markets for startup firms” Provide support for entrepreneurs, but improved collaboration is necessary to maximize growth Somewhat accessible to entrepreneurs”</td>
<td>“Big corporations are important customers for entrepreneurs willing to take on some risk by working with high growth firms Accessible and useful communication channels”</td>
<td>“Proven track record of working with startups Specific departments and programs exist to encourage cooperation with high growth startups Big business act as key customers for startup firms Established and productive communication channels”</td>
<td>“Engage local businesses through mentorship programs Community sponsors (both monetary and non-monetary) to include businesses and companies and universities/colleges”</td>
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### Capital

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<td>“Close to non-existent Gaps in all sectors and all levels Quality, visibility and engagement low to non-existent”</td>
<td>Small community of capital, with large gaps in many sectors and at certain levels. Quality and understanding of investors varies widely, and limited visibility and communication regarding investment criteria, objectives</td>
<td>Average community of capital, with gaps in sectors and at certain levels. Quality and understanding of investors vary somewhat</td>
<td>Good community of various sources of capital and financing, with some gaps in sectors and levels</td>
<td>Strong, dense and supportive community of VCs, angels, see and other forms of financing available, visible and accessible across sectors, demographics and geography</td>
<td>“Work with local and regional businesses Incent local investors - build the crowd throughout Hamilton, Butler County, and Southwest Ohio Establish and promote “Hamilton Innovation Fund” through community foundation”</td>
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### Talent

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<td>“Area is losing talent and cannot seem to retain young people No universities or lack of connection to community No large companies with which to work Startups always struggle to find talent and often fail or move as a result”</td>
<td>“Limited talent pool Universities and colleges provided limited access to talent Large companies dis-engaged or few and far between Startups usually struggle to find talent”</td>
<td>“Average talent pool with many gaps in areas of expertise and experience Universities and colleges have uneven track record as a resource for talent and local startups Large companies not particularly engaged Startups often struggle to find talent with appropriate experience, expertise or interest in working in a startup environment”</td>
<td>“Good talent pool with some gaps in some areas of experience, expertise Universities and colleges are good resources for startup talent and have good connections to community Large companies aware of and supportive of community and provide some access to their talent”</td>
<td>“Broad and deep talent pool for all levels of employees sought in all sectors and expertise Universities and colleges are excellent resources for startup talent and are well connected to community Large companies are feeders and suppliers of more mature, experienced talent”</td>
<td>“Increase talent pipeline by working with local and regional institutions - Butler tech, Miami U., UC, NKY, cincy state, Sinclair, Wright state, Dayton, etc Institute programs that keep existing talent local - housing and office space Work with local companies on internship program/intrapreneur program To our knowledge there is no formal, published application to gain entry into BizTech - not sure what criteria is and this can lead to poor client base - formal application criteria needs to be established focusing on specific segments - IT, cleantech, adv. mfg, etc. Not sure how and when companies are graduated - needs to be a more formal process to get them engaged with city”</td>
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<td>“Few or no professional services in all areas No visible mentors advisors, facilitators Entrepreneurs are generally unable to find affordable, quality services or office space and struggle with basic operating needs”</td>
<td>“Limited professional services exist or across all areas Limited visible advisors, mentors, and facilitators Special programs don’t exist Access to services and office space always an issue”</td>
<td>“Professional services exist, but without direct focus on startups and entrepreneurs Few act as advisors, mentors and facilitators Special programs are few and far between Access to services and office space often an issue”</td>
<td>“Professional services are integrated, accessible, and usually effective at helping startups some act as advisors, mentors or facilitators Some special programs exist, but are sector specific and not visible or accessible to all How to access services and office space is sometimes an issue”</td>
<td>“Professional services (legal, accounting, real estate, insurance, consulting) are integrated, accessible, and effective at helping startups Many act as advisors, mentors or facilitators Special programs exist specifically geared toward startups Access to services is rarely an issue”</td>
<td>Current BizTech does not lack for the typical support services: marketing, legal, accounting, financial, etc. We need to accredit them as official providers - keep 1 lawyer, 1 marketer, 1 accountant, 1 financial on-site</td>
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