

City of Zanesville

Technical Assistance to Brownfields (TAB) Final Report

September, 2016



Part 1: TAB Results

Technical Assistance to Brownfields (TAB) Public Meeting Purpose

The City of Zanesville hosted a public meeting in partnership with the Technical Assistance to Brownfields program (TAB) on Saturday, May 14th at the Muskingum County Fairgrounds. The purpose of the meeting was to solicit community input and develop a community vision for one under-utilized and one abandoned site in the greater Brighton area of Zanesville: the former Mosaic Tile property and the former Munson School property.

The Technical Assistance to Brownfield program was invited to participate by the Zanesville Community Development Department. TAB is based out of the Kansas State University and covers multiple EPA regions. TAB offers free technical assistance to increase the community's understanding, involvement and input in brownfield revitalization. TAB provided the technical services and the City of Zanesville took the lead on collecting data, advertising the program, and hiring needed service providers for the TAB Day. The city also hired a landscape architect to develop a conceptual drawing of the residents' desires for transformation, which can be found in Part 2 of this report.

More than 2,000 residents in the area were invited to attend via targeted telephone calls, local media outlets WHIZ and the Zanesville Times Recorder, and advertisements on the city's cable TV channel and social media accounts. Local churches, businesses and schools were all invited to participate and 800 students brought home a letter from the Mayor inviting them to come and participate in the TAB as a family.



TAB Day Presentations

The TAB Day began with an introductory speech by Mayor Jeff Tilton who addressed the roughly 60 attendees. Attendees comprised a mix of residents of the area, faith based, local and state agency representatives, local and state elected officials and city consultants. Mayor Tilton's speech was followed by a presentation by Community Redevelopment Administrator Patrick O'Malia on the results of the recent city sponsored Southside Survey. Copies of the survey were available at every table and Mr. O'Malia discussed relevant aspects of the survey that could be useful to participants as they formulated a community vision for the Munson School and Mosaic Tile sites. A copy of the Southside Survey results is available in Appendix A of this report. The city hall update portion concluded with a brief presentation by City Planner/Zoning Administrator Pat Denbow. Mr. Denbow discussed the current zoning of the site and how the addition of a planned urban development (PUD), what is sometimes referred to as a mixed use development, may be an option for the sites and the process that would have to be implemented to allow that zoning change.



After the City of Zanesville updates Blase Leven of the TAB program took over. Mr. Leven defined brownfields, explained the visioning process and encouraged all the attendees to think of brownfields as an opportunity. He stressed that successful redevelopment projects generally incorporate economic, community and environmental needs into the final product and briefly covered recent trends and best practices being used by other communities confronted by brownfields. The Munson and Mosaic sites were discussed as were their redevelopment opportunities and limitations. Mr. Blake Rafeld, the city's landscape architect, provided some encouraging words by reminding everyone that after World War II all the major cities of Europe were devastated. Structures like Munson School and Mosaic Tile would have been considered in relatively good shape after the bombing campaigns. These areas were brought back into productive use and were made into community assets, often with less money and less community capacity than is available in Zanesville.



TAB Visioning Process

After the presentations, the groups were then given their assignments. The 60 attendees were instructed to develop a re-use plan for the both the Munson School and the Mosaic Tile sites. The groups were asked to brainstorm on as many ideas as possible and then narrow it down to their top three choices for each site. Some groups also chose to say what kinds of development they did not think would be acceptable for the sites though this was not universal. Every group was given a large display board to write out their ideas and was provided with an hour to determine their best ideas. After an hour of discussion each group selected a presenter to tell the rest of the attendees about their priorities for the sites. At the conclusion of the presentation each attendee was given five stickers. Each sticker represented a vote and the participants were told to use their votes to tell the Zanesville City Administration what they would like to see the sites transformed into.



TAB Subject: Munson School, 109 Brighton Boulevard



The Munson School property, 109 Brighton Boulevard, served as an elementary school for the Zanesville City School District from its construction in 1910 until its closure in 2005. The current owner of the 0.9 acre site is Zane Learning Center LLC. The owner of record, a former Mathematics professor at the Ohio University, has since passed on and city employees have been unable to locate his heirs. Munson School is one continuous parcel (83-23-02-40-000). The vacant structure has been the source of several break-ins and has been vandalized. There are known environmental issues including asbestos and lead based paint. The following is a summary of each group's top three ideas for reusing the Munson School property and how many votes each proposal received.

Group	Option	Votes
1	Senior apartments	3
	Mixed use (apts/retail)	4
	Play area	2
2	Senior apartments	4
	Senior assisted living	2
3	Training center for employment/ community center	12
4	Senior center & day care combo	4
	Community center	5
	Rehab center / battered women center	5
5	Senior apartments	1
	Rehab center	6
6	Apartments (not just senior)	1
	Community center	1
	Healthcare related satellite offices	9
7	General store/grocery	3
	Government offices (national guard/code enforce/police)	2
	Medical services	2

There were also two other options that were not identified as a top three priority by the presenting group but still received votes.

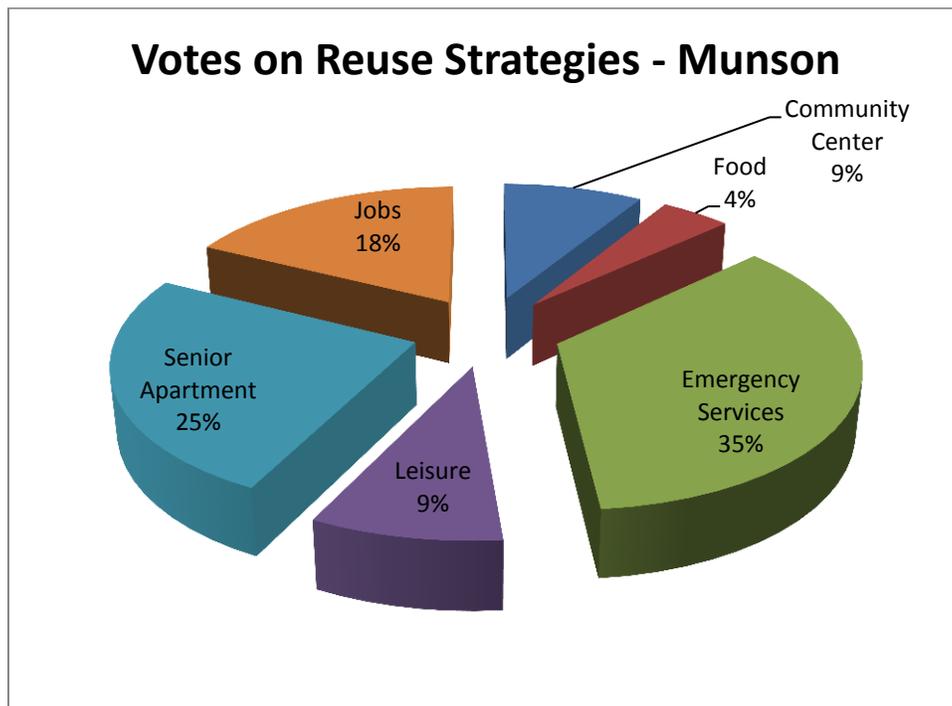
1. Museum for part of Munson School 5 votes
2. Family use 1 vote

Participants also stated that they did not want the site to turn into a bar (7 votes against) or a park (6 votes). Many of the attendees were not opposed to the idea of a park but instead stated that the current parks available in the Southside were not well maintained and they did not want to see another park fall into disrepair.

Participants were also vocal about saving as much as possible of the physical building of Munson School. 70% of the respondents felt that the building, or at least parts of it, should be salvaged.



The votes were simplified into any category with at least 3 votes. For example, there were at least three groups that had the idea of reusing Munson School as senior apartments. These votes were tallied into one category and included the senior center/day care combination. Leisure was a combination of mixed use and play areas. Emergency services were a combination of government, healthcare/medical services, rehabilitation or battered women votes.



TAB Subject: Mosaic Tile, 1525 Pershing Road

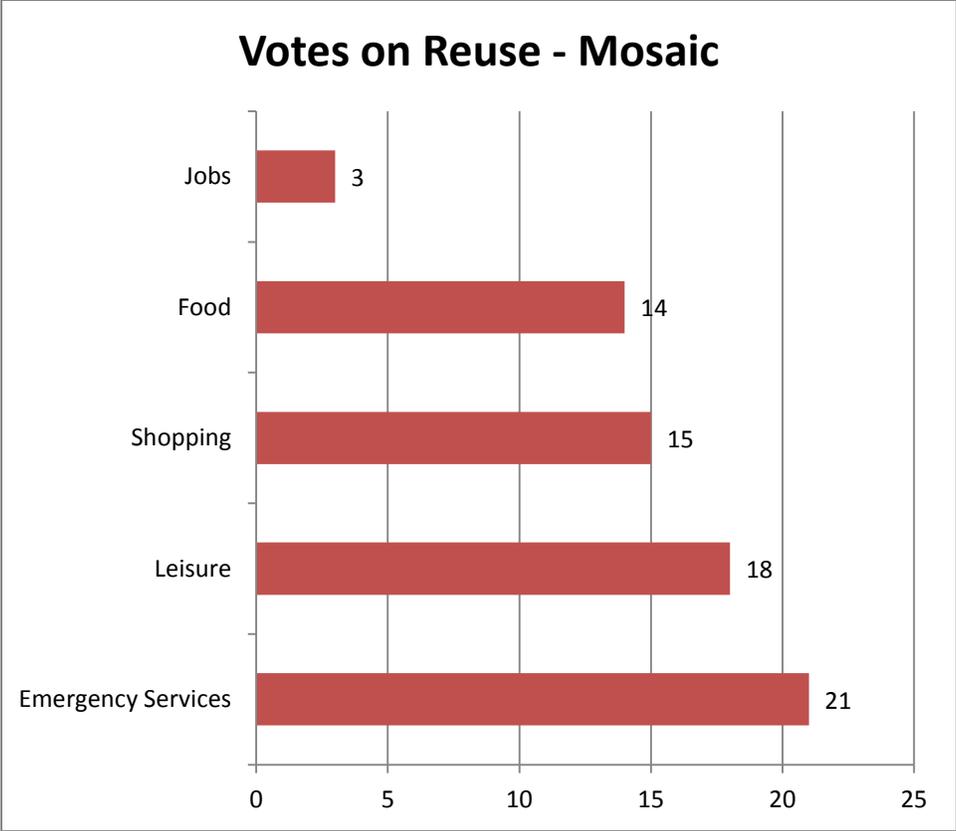


The Mosaic Tile property, 1525 Pershing Road, was a booming factory producing some of the world's best known fine pottery items. The Mosaic Tile Company was incorporated in 1894 and stayed in production until the early 1960's. After shuttering its operations the Mosaic Tile property changed hands several times and was home to a car carpeting company, a roofing company, an electric company and various other warehousing and storage operations. Mosaic Tile is within the Brighton Historic District overlay administered by the City of Zanesville and is in close proximity to the Muskingum County Fairgrounds. The entire property is 18.8 acres but consists of 23 separate parcels. The various parcel's titles are owned by Catfish LLC, a company based in Monkton, Maryland. The property has been overgrown and many of the buildings have fallen into extreme disrepair. It is assumed that there are multiple environmental issues on site from the production and dying of the tile and potentially from other manufacturing businesses that used the space after the closing of Mosaic. The following is a summary of each group's top three ideas for reusing the Mosaic Tile property and how many votes each proposal received.

Group	Option	Votes
1	Farmer's market/football practice field	6
	Mixed business/PUD	4
	Parking lot	1
2	Grocery store	4
	Retail	2
	Entertainment	2
3	Police/fire substation	14
	Grocery store	2
	Brewery	1
4	Pool	13
	Clinical urgent care	7
	Food	1
5	Jobs for vocational school	1
	Retail	1
	Light industrial	0
6	Strip mall	2
	Light industrial	2
	Grocery store	1
7	Memorial for Mosaic Tile	5
	Retail	4
	Light industrial	0

Participants also stated that they did not want the site to turn into a bar (1 vote against), heavy industry (1 vote against) or a park (1 vote against). 2 votes were received for turning the site into an ethnic restaurant and there were 6 votes for added parking spaces.

The votes were simplified into broad categories. The leisure category is a combination of the votes for a pool and entertainment and 3 votes for a football field (there were 6 votes cast for farmer's market/football field but the two categories are not similar enough to warrant their coupling). The emergency services category is a combination of police/fire substation and clinical urgent care votes. The food category is a combination of grocery, food, restaurant, brewery and 3 votes of the previously mentioned farmer's market/football field option. The shopping category is the total votes cast for shopping, strip mall, mixed business/PUD votes. The jobs category is the amalgamation of light industrial and vocational training options.



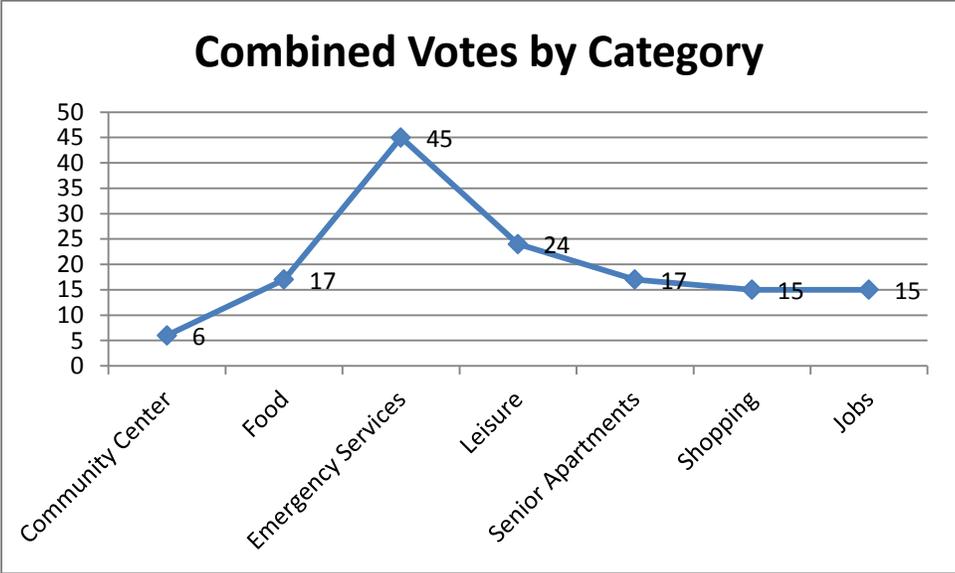
Total TAB Votes



Category	Munson Votes	Mosaic Votes	Total Votes
Emergency Services	24	21	45
Leisure	6	18	24
Food	3	14	17
Shopping	0	15	15
Jobs	12	3	15
Senior Apartments	17	0	14
Community Center	6	0	6
TOTAL	65	71	136

It is clear that the citizens who participated in the TAB visioning session felt very strongly about some categories. Even though the sites for Munson and Mosaic couldn't be more different in size, previous uses, known environmental issues and topography emergency services had a nearly even vote distribution and received the highest total number of votes for both sites. There is also a clear need for more leisure and recreational activities in this largely residential neighborhood but residents favored it being located at the Mosaic Tile site by a 3 to 1 margin. The respondents were generally not specific in what kind of leisure activities that they wanted to see. The census tract for the greater Brighton Area is considered a food desert so it is not surprising that there is a need for a grocery store or some access to food. Jobs and careers were a frequent topic but many felt that Munson was a more appropriate place to have a career center. The desire is more based on training for jobs than actually locating them in the

neighborhood. There were several votes that showcased that the residents did not want heavy industrial uses on either of the sites and many did not express a preference even for a light manufacturing/industrial use of the properties.



Part 2: Conceptual Drawings

Mosaic Tile Site - Existing Conditions



Mosaic Tile Site – Community Vision





Mosaic Tile Site

The above illustration serves as an example of what the Mosaic Tile facility could look like if it were to be redeveloped. The community’s vision is represented in this drawing, with emergency services, leisure, food/grocery, restaurants, and senior housing all being represented. The rendering shows how much development can fit on this large 18+ acre footprint and the flexibility of options that a site of this size can provide.

It is important to note that this is just a representation of the results from the community’s discussion at the TAB event, and is not a real development plan.

A high resolution PDF of this drawing can be found on the City’s website COZ.org, or by contacting the Community Development Department at 740-455-0601 x124.

Munson School Site - Existing Conditions



Munson School Site – Community Vision





Munson School Site

The above illustration serves as an example of what the Munson Elementary School site could look like if it were to be redeveloped. The community’s vision for a community center/community services facility, while reutilizing a part of the original school, is represented in this drawing. Version 1 shows a smaller facility, only keeping the original school structure. As a result, less parking would be required. Version 2 retains more of the existing building and would require additional parking.

It is important to note that this is just a representation of the results from the community’s discussion at the TAB event, and is not a real development plan.

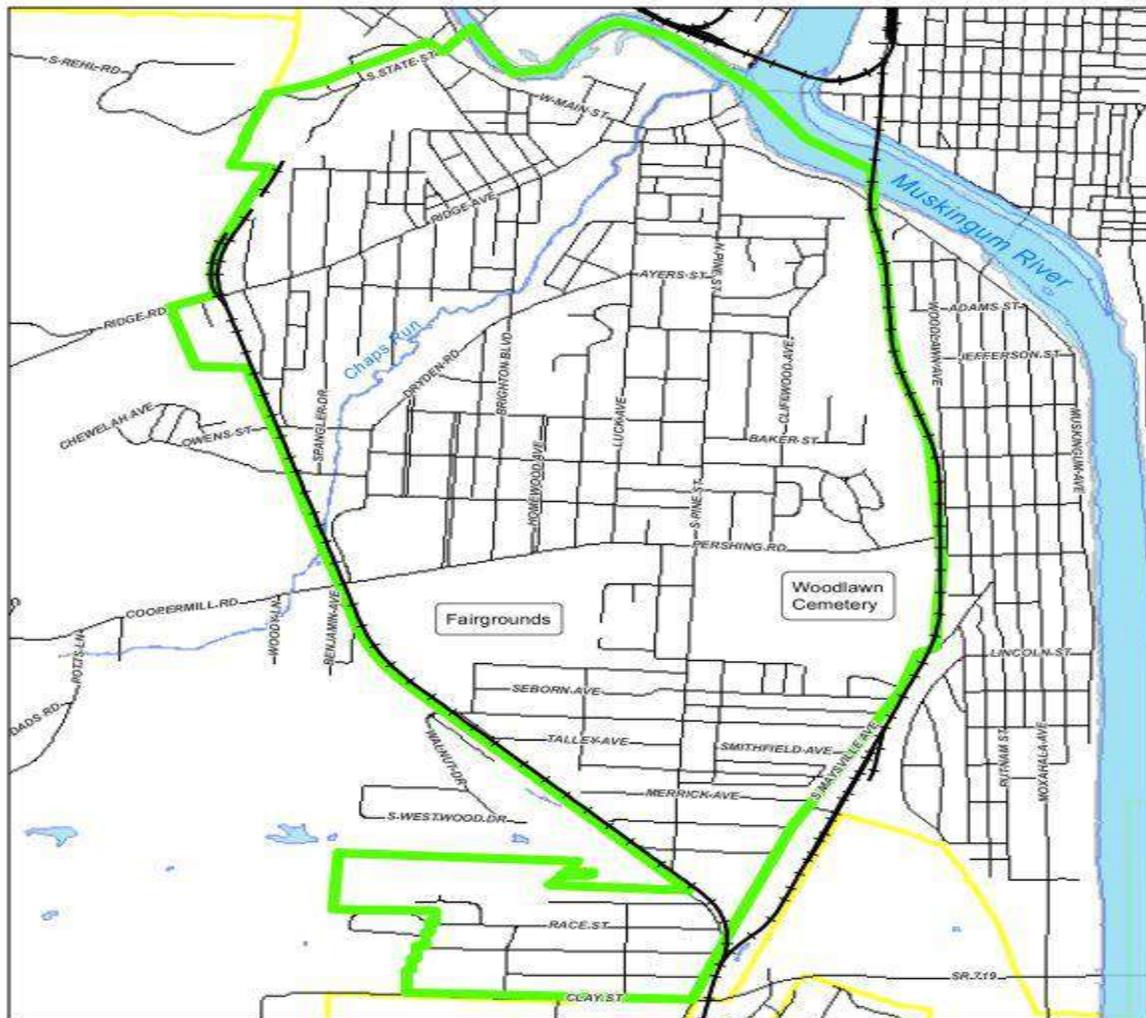
A high resolution PDF of this drawing can be found on the City’s website COZ.org, or by contacting the Community Development Department at 740-455-0601 x124.

Appendix A: Southside Survey Results

Southside Area Survey Results

Survey Outreach and Purpose:

The Southside Area Survey was designed by the Department of Community Development to determine unmet community needs within the defined geography of the map below. A letter from Mayor Jeff Tilton advertising the survey and asking them to provide input was included with more than 3,000 water bills sent to area highlighted in green. The survey was open for more than a month. Local churches were encouraged to promote participation and some local businesses, including Shriver's Pharmacy, were very proactive in helping to solicit resident feedback. Advertisements were also placed on the city's social media accounts and the city's public access channel.



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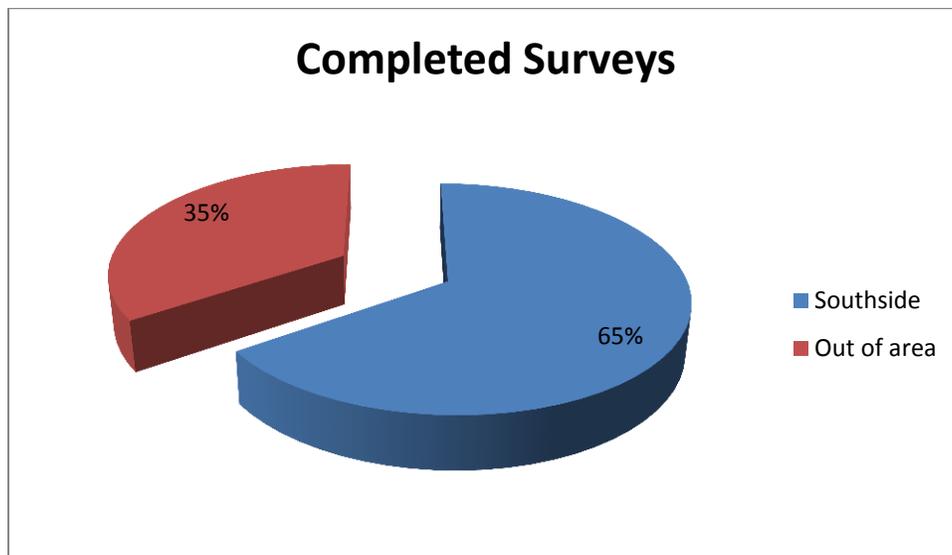
Muskingum County Auditor
Debra J. Nye
Geographic Information Systems Department
401 Main Street, Zanesville, Ohio 43701
Ph: 740.455.7195



Survey Participation:

The survey consisted of 20 questions. 13 were designed to tease out data on community needs whereas the remaining 7 were voluntary demographic questions. 220 individuals took part in the Southside Area Survey. A majority of the responses were submitted online through surveymonkey.com though there were a few paper copies (20) that were delivered to Zanesville City Hall.

Of the 220 completed responses, 144 individuals self-identified as Southside area residents within the defined boundaries of the map. In an effort to protect the survey's accuracy and meet the needs of the community that the survey was designed for only the 144 respondents who self-identified as a resident within the study area were analyzed.



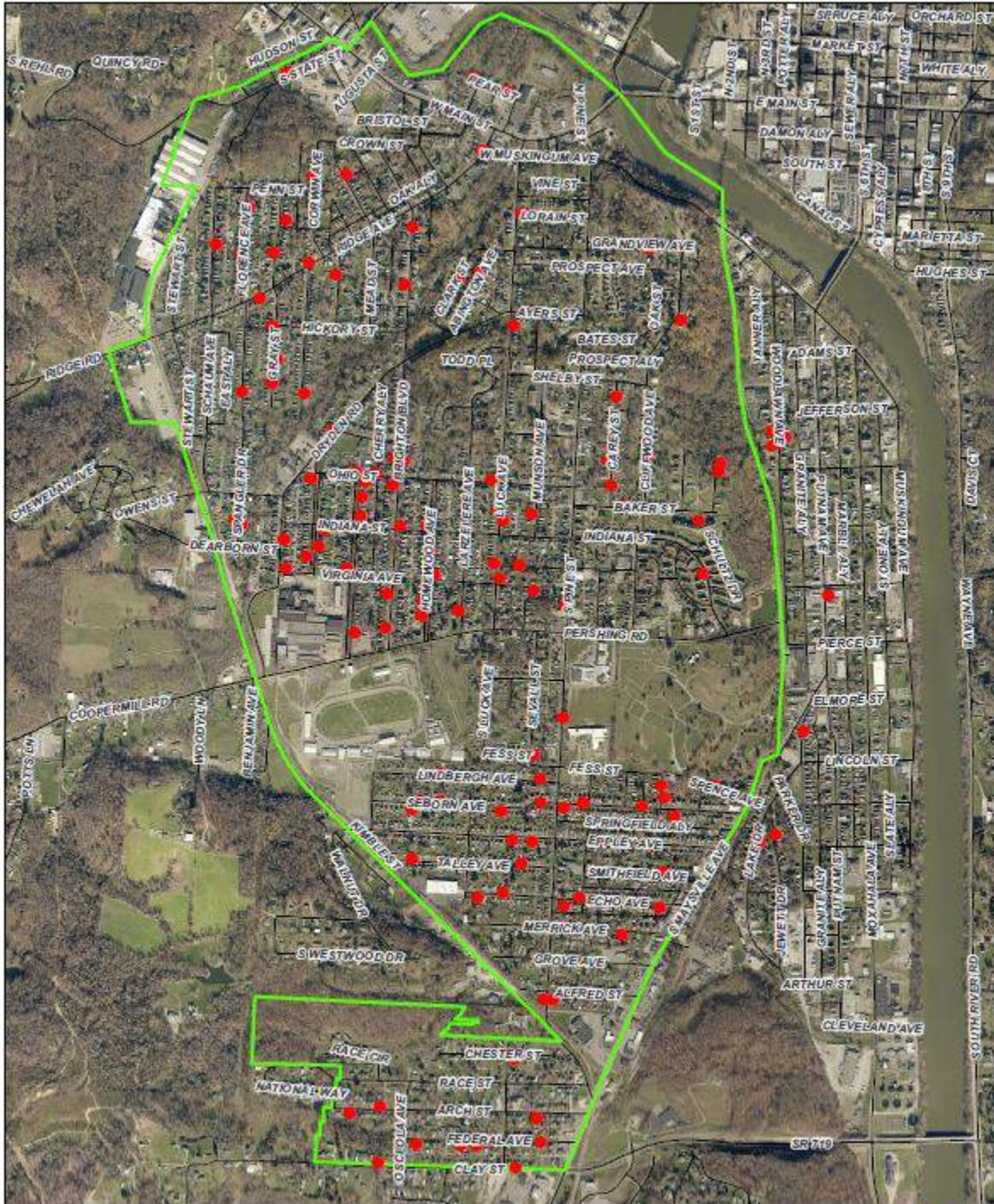
Of the 144 residents of the Southside who completed the survey, 97% (140) chose to answer demographic questions. The average survey respondent was a woman between the ages of 45 and 64 who was full time employed and lived in the area for more than 25 years.

Survey Respondent Demographics:

Data Set	Subset	Result
Gender	Male	30%
	Female	61%
Age Range	18 – 29 years old	7%
	30 – 44 years old	21%
	45 – 64 years old	45%
	65+ years old	21%
Time in Southside	0 – 5 years	14%
	6 – 10 years	12%
	11 – 15 years	10%
	16 – 25 years	17%
	25 + years	39%
Housing Arrangement	Own	72%
	Rent	15%
Household Size	1 person	17%
	2 people	34%
	3 people	17%
	4 people	17%
	5 or more people	8%
Income Levels	Less than \$15,000/year	12%
	\$15 – 24,999/year	15%
	\$25 – 34,999/year	9%
	\$35 – 44,999/year	10%
	\$45 – 54,999/year	10%
	\$55 – 64,999/year	3%
	\$65,000 + /year	15%
Employment Status	Full time employed	47%
	Part time employed	5%
	Unemployed	6%
	Retired	26%

It should be noted that although most of the 144 respondents chose to answer the demographic questions not all results will equal 100%. Some individuals chose to not provide this information but were not always consistent in what questions that answered.

Where Did Survey Responses Come From?



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Non-demographic Survey Questions and Responses:

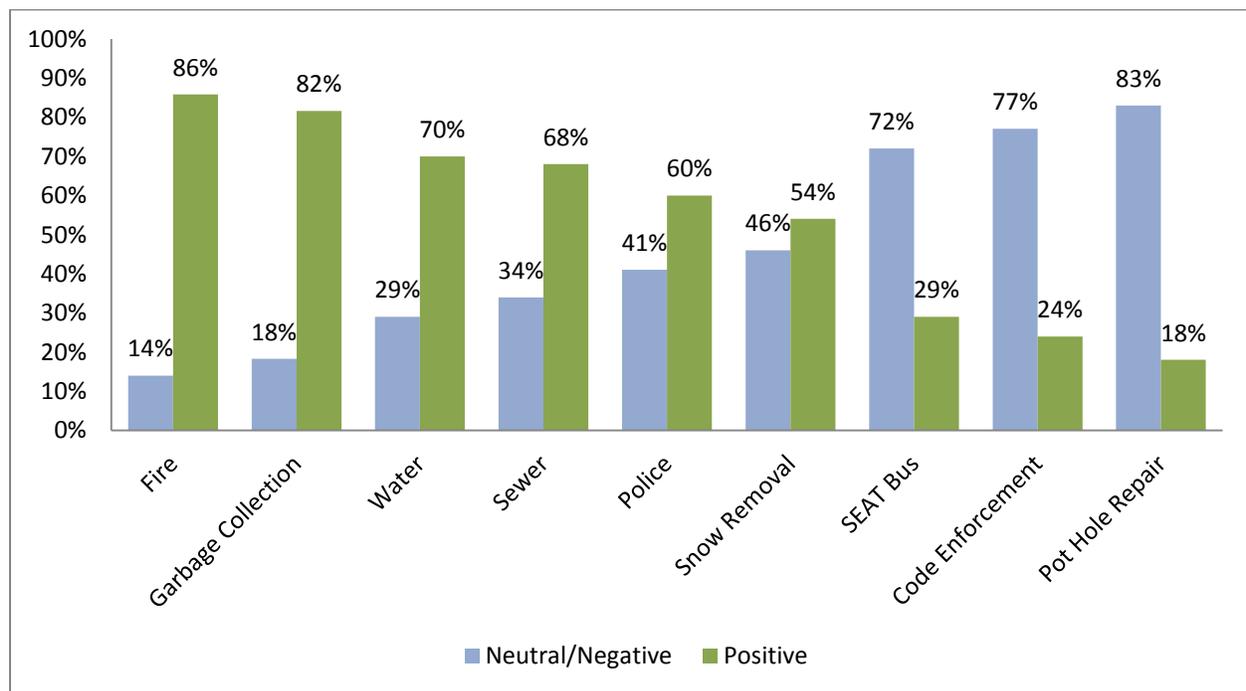
1. Are you a resident of the Southside as shown in the map below?
 - a. 144 responded affirmatively
2. How would you rate each of the following government services?
 - a. See page 5
3. How would you rate each of the following amenities available in the Southside?
 - a. See page 6
4. Do you feel that crime is a problem on your block?
 - a. See page 7
5. How safe do you feel on your block in the specified time frames below?
 - a. See page 8
6. Please tell us your opinion on if the following issues are a problem for your block.
 - a. See page 9
7. Please provide us your address so the city can use its resources on a block by block level.
8. What types of businesses do you think are most needed in the Southside?
 - a. See page 10
9. Please identify how much, on average, you would be willing to spend per month on the following services.
 - a. See page 11
10. If city hall were to partner with social service providers to create a time bank, where you donate time doing an activity or labor for a neighbor and can then exchange the hours you donated for a service from someone else in the neighborhood, would you be interested in participating?
 - a. See page 12
11. Not counting your family or immediate neighbors, how many people do you know on a first name basis in your neighborhood?
 - a. See page 13
12. Would you become involved in a neighborhood association, such as a neighborhood watch, a planning committee, etc.?
 - a. See page 14
13. What do you like most about the Southside?
 - a. See pages 15 -17

Question 2 How would you rate the following government services?

	Positive Response	Neutral/Negative Response
Fire	85%	15%
Garbage collection	80%	20%
Water	66%	34%
Sewer	65%	35%
Police	60%	40%
Snow removal	55%	45%
SEAT bus service	29%	71%
Code enforcement	23%	77%
Pot hole repair	18%	82%

Respondents were given the opportunity to rate how well government services were being performed or delivered in the Southside. Options for ranking included Excellent, Good, Fair, Poor and Don't Know. In the analysis Excellent and Good were combined to form the category positive response. Fair, Poor and Don't Know were combined to form the neutral/negative response category.

It is clear that the local government agencies are exceeding resident expectations in most categories studied. SEAT Bus (public transit) and Code Enforcement (inspections) both had high unknowns which contributed to their placement in the neutral/negative category. Residents do not feel that the city is adequately addressing pot hole issues in the Southside.

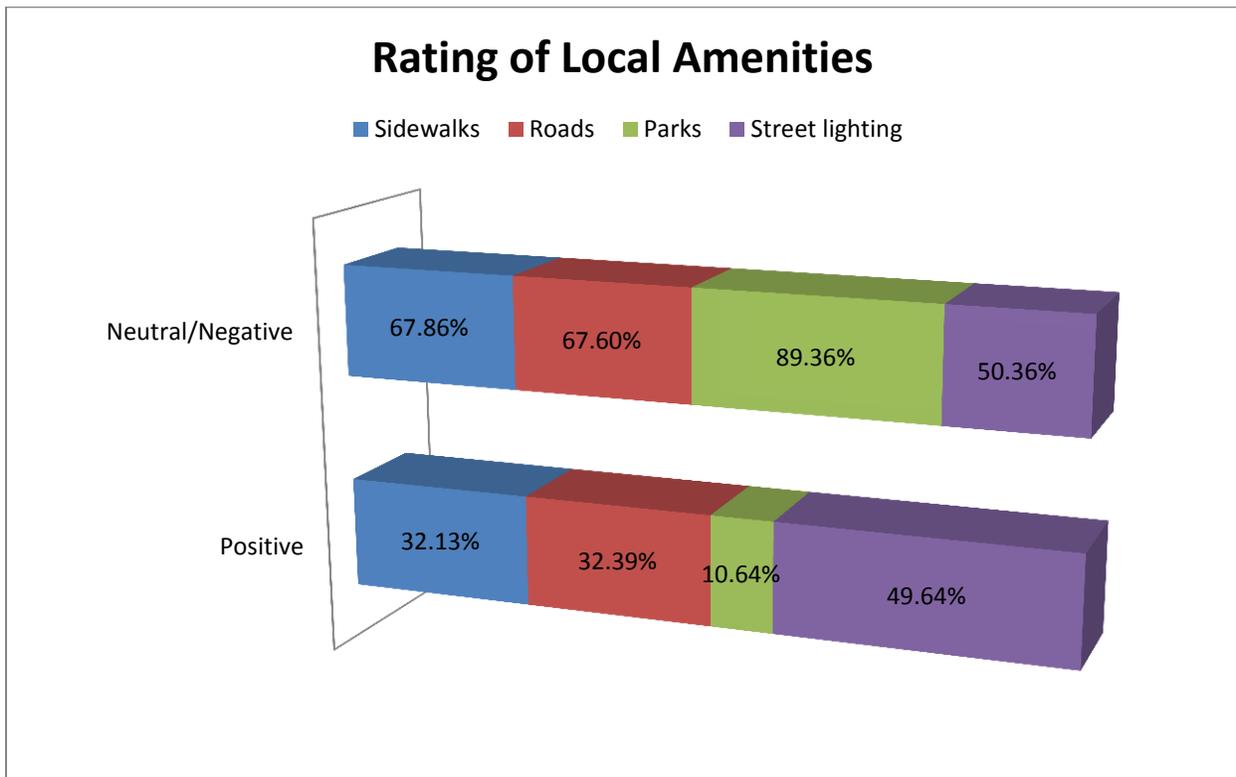


Question 3 How would you rate each of the following amenities available in the Southside?

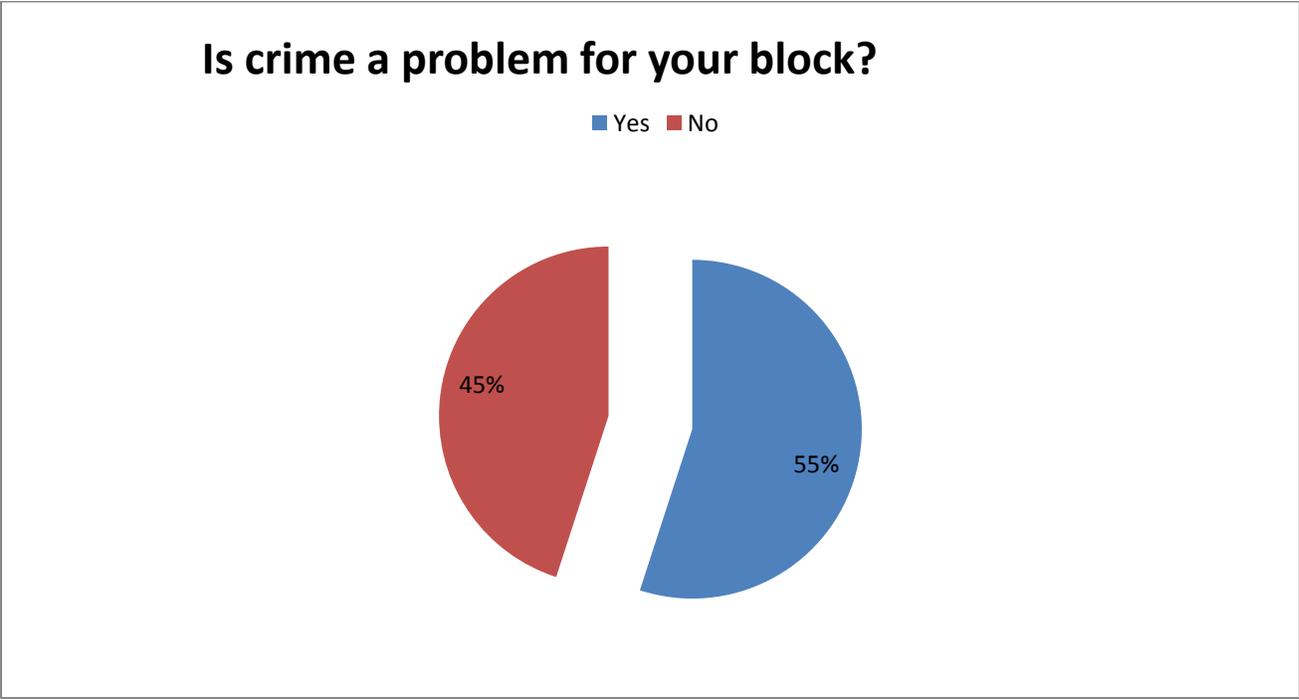
	Positive Response	Neutral/Negative Response
Street Lighting	48%	53%
Roads	33%	67%
Sidewalks	31%	69%
Parks	10%	90%

Options for ranking included Excellent, Good, Fair, Poor and Don't Know. In the analysis Excellent and Good were combined to form the category positive response. Fair, Poor and Don't Know were combined to form the neutral/negative response category.

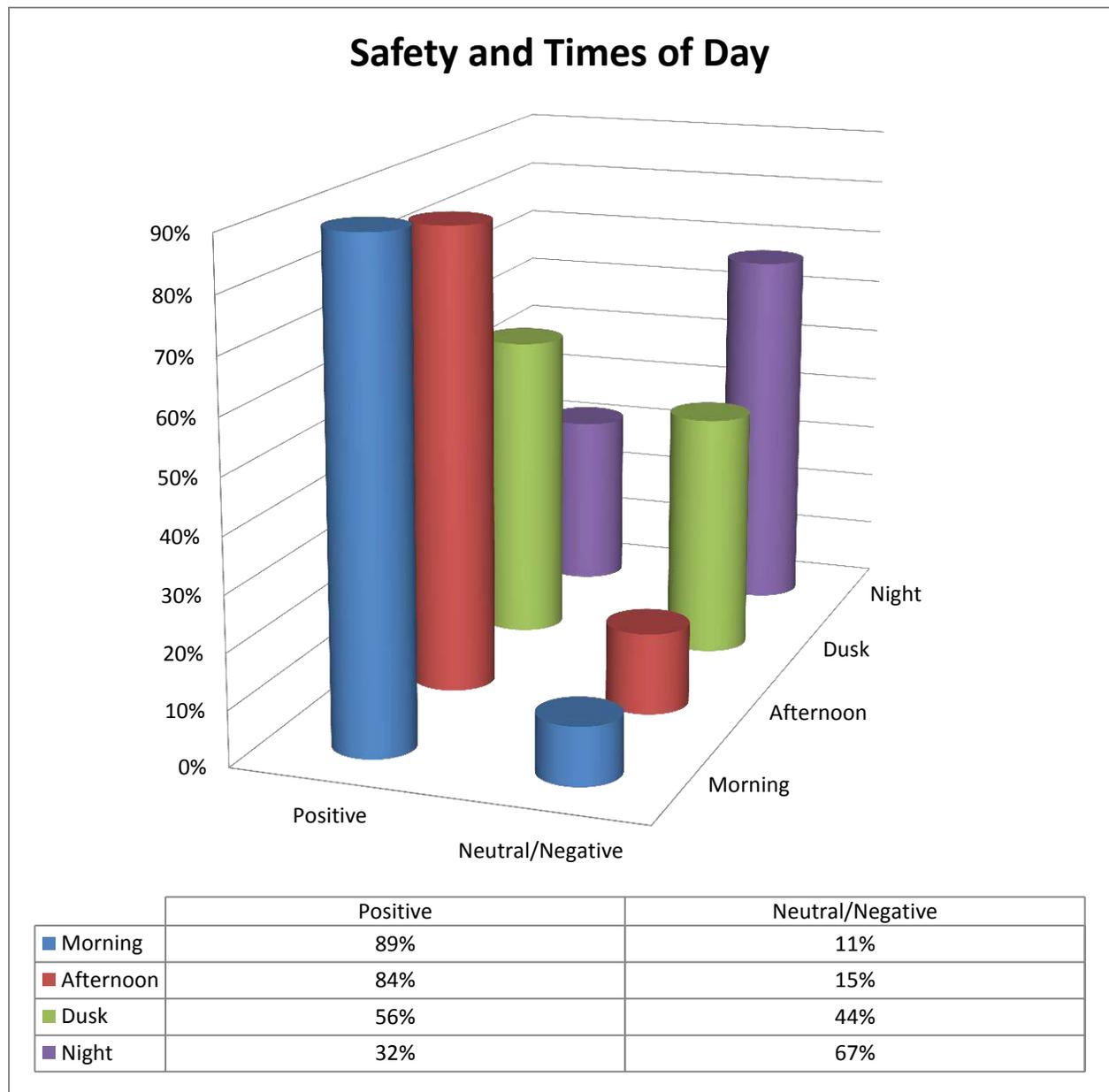
Survey takers were nearly evenly divided on if the street lights provided by the city were adequate. However, the respondents had very strong opinions on the remaining three categories. Almost two-thirds of responses did not believe that the road and sidewalk networks available in the Southside were in good repair. 90% answered that they did not think that the Southside parks were maintained to their standards.



Question 4 Do you feel that crime is a problem on your block? Please note, this is only your street block, not the neighborhood as a whole.



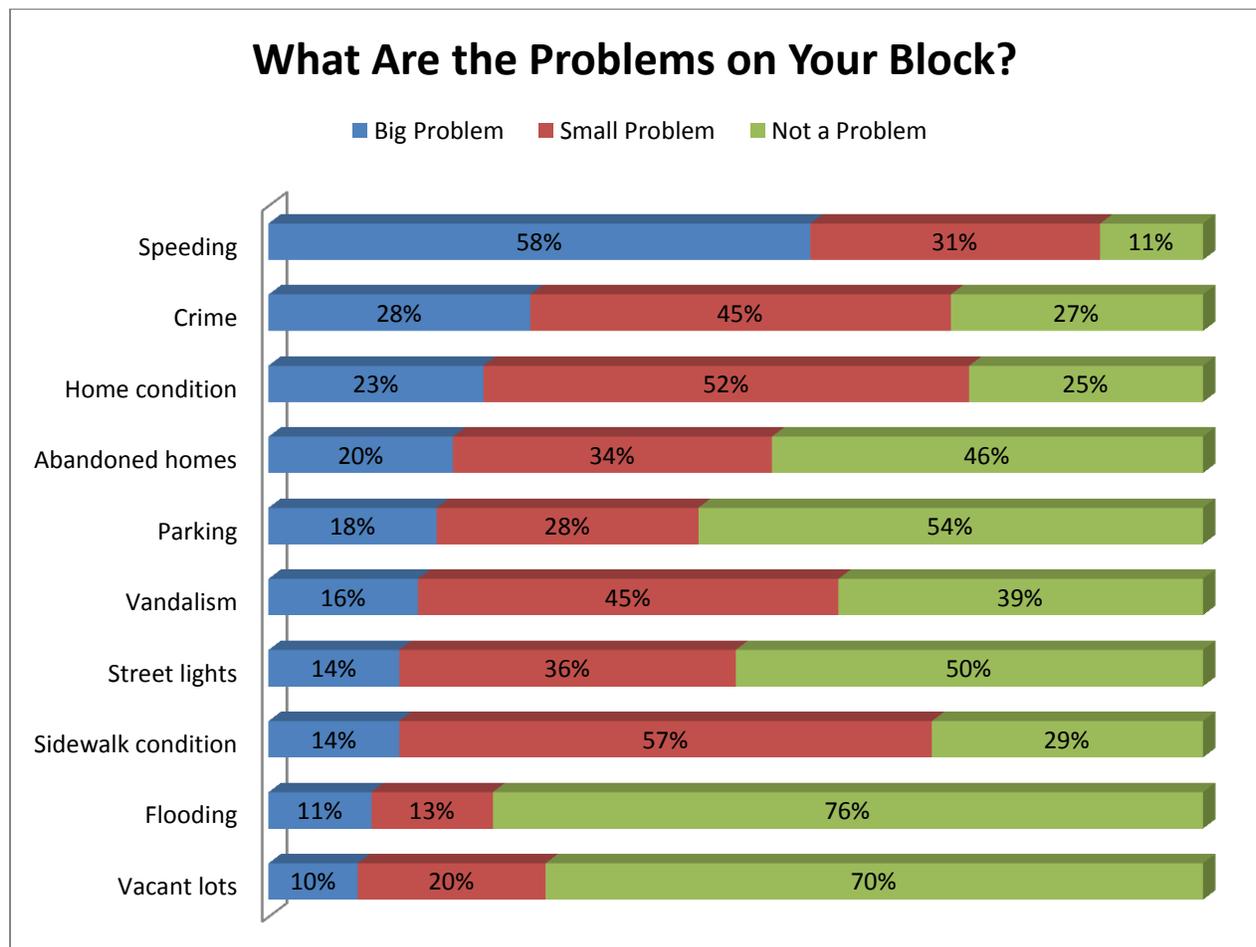
Question 5 How safe do you feel on your block in the specified time frames listed below.
Please note, this is only your street block, not the neighborhood as a whole.



Question 6 Please tell us in your opinion if the following issues are a problem for your block. Please note that this only your street block, not the neighborhood as a whole.

Respondents were asked to rank a variety of potential problems that the Southside may be facing. Interestingly, this question contradicts many of the earlier responses. In question 3, 69% of respondents cited sidewalks as a major problem. However, in question 6 only 14% of people thought that sidewalks were a big problem. Fully 55% of respondents in question 4 said that crime was a problem on their block but only 28% of the same people chose to select this as a major issue.

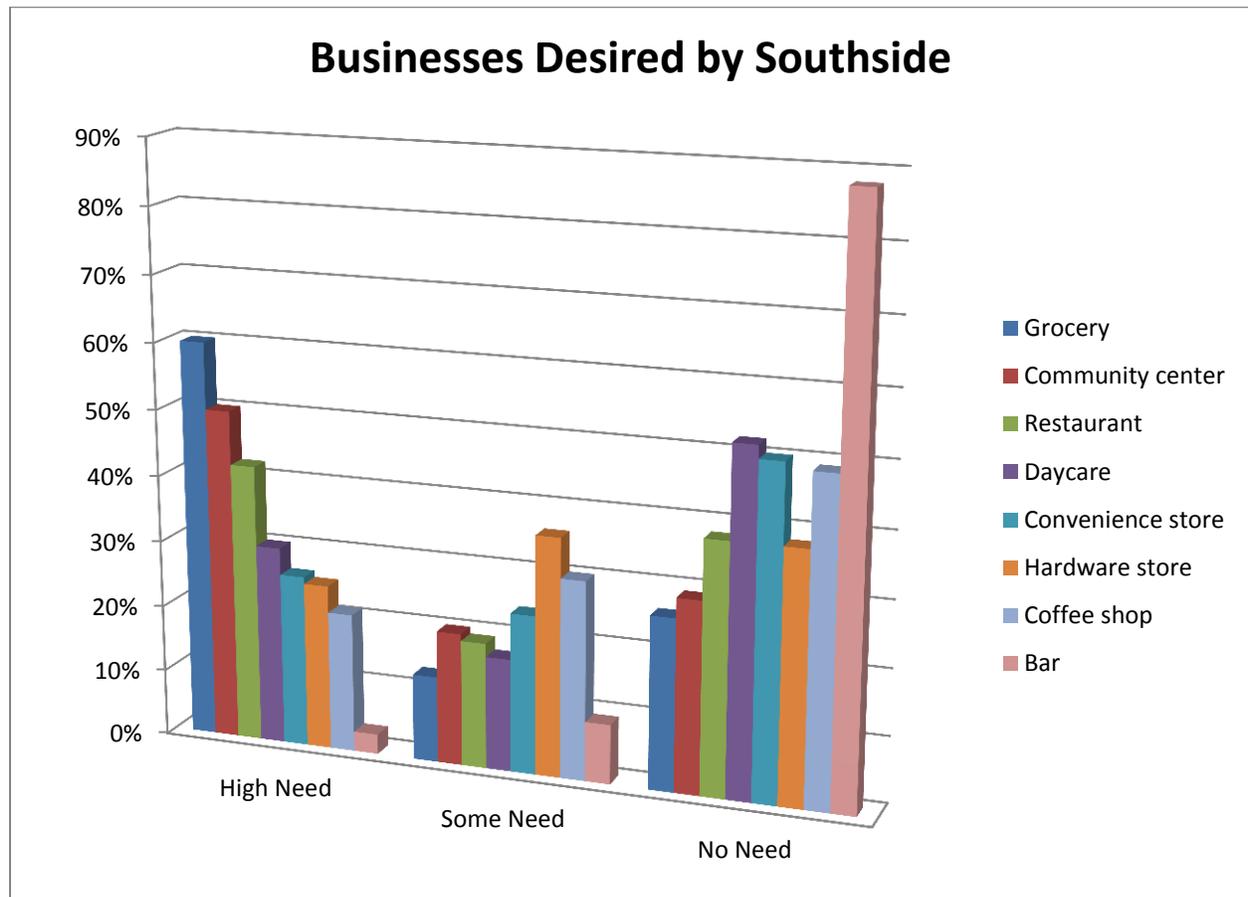
Question 6 allows us to look at a different perspective. Although crime was a recurring topic in the survey, only roughly a quarter of the respondents identified it as the biggest issue. It is evident that the issue must be addressed but it would appear that a majority of residents who took the survey would prefer to see the city do something about speeding down the streets.



Question 8 What types of businesses do you think are most needed in the Southside?

This question allowed residents who completed the survey online to select from a drop down menu to rank their preferences on businesses needed in the area. There was also an option to select N/A to indicate that they did not think that the listed business was desirable or needed in the area. A grocery store (60%) and a community center (50%) were rated as a high need to serve the local population whereas a bar was identified as a high need by less than 3%.

	High Need	Some Need	No Need
Grocery	60%	13%	26%
Community center	50%	20%	29%
Restaurant	42%	19%	38%
Daycare	30%	17%	52%
Convenience store	26%	24%	50%
Hardware store	25%	36%	38%
Coffee shop	21%	30%	49%
Bar	3%	9%	88%



Question 9 Please identify how much, on average, you would be willing to spend per month on the following services:

Respondents were then asked to estimate how much per month they thought that they would spend at the businesses identified in question 8. This gives the private sector an idea of possible profit margins if they were to locate in the Southside. It also provides perspective to the responses from the previous question. For example, 52% of respondents in question 8 said that there was no need for a daycare center but 71% of individuals said that they would never use the service in question 9. Although 26% of people in question 8 said that there was no need for a grocery store only 12% of the respondents said that they would not patronize a grocery store at all. Some of these results are to be expected given the average age and household size of the respondents. Community center was not listed as an option as most of these organizations are not set up as for-profit corporations. If the neighborhood desired a community center, a summary of what kinds of services, activities or meeting spaces the residents would like to see would be more appropriate than cost considerations.

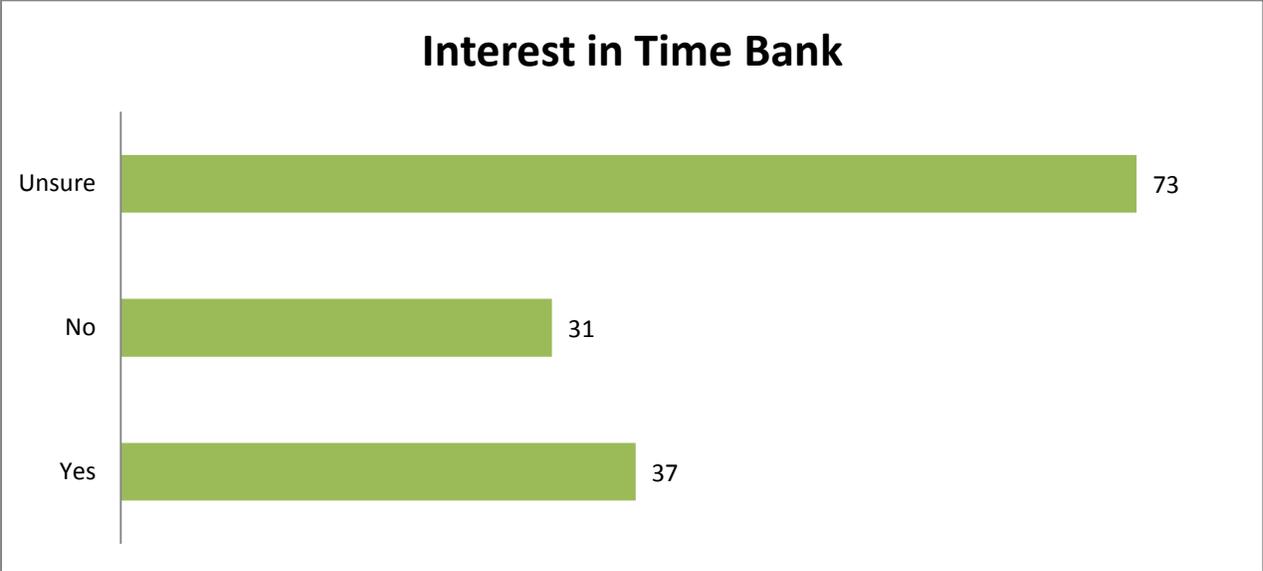
	Percent that will not use the business	Top Percentage 1	Top Percentage 2
Grocery	12%	28% \$50 – 100/month	17% \$200 or more/month
Restaurant	13%	40% \$10 – 50/month	30% \$50 – 100/month
Daycare	71%	18% \$0-10/month	4% \$10-50/month
Convenience store	24%	36% \$10-50/month	21% \$0-10/month
Hardware store	21%	33% \$10-50/month	25% \$50-100/month
Coffee shop	32%	33% \$0-10/month	33% \$10-50/month
Bar	67%	26% \$0-10/month	6% \$10-50/month

Question 10 If city hall were to partner with social services providers to create a time bank, where you donate time doing an activity or labor for a neighbor and can then exchange the hours you donated for a service from someone else in the neighborhood, would you be interested in participating?

This question received the highest rate of unknowns in the entire survey. It is unknown if the wording of the question caused the confusion. It is also possible that the idea of a barter system of favors raised questions as to how an equitable exchange would be worked out. Is an hour of grass cutting equal to an hour of a more intensive physical activity such as cleaning gutters? There are too many variables present to make an educated guess.

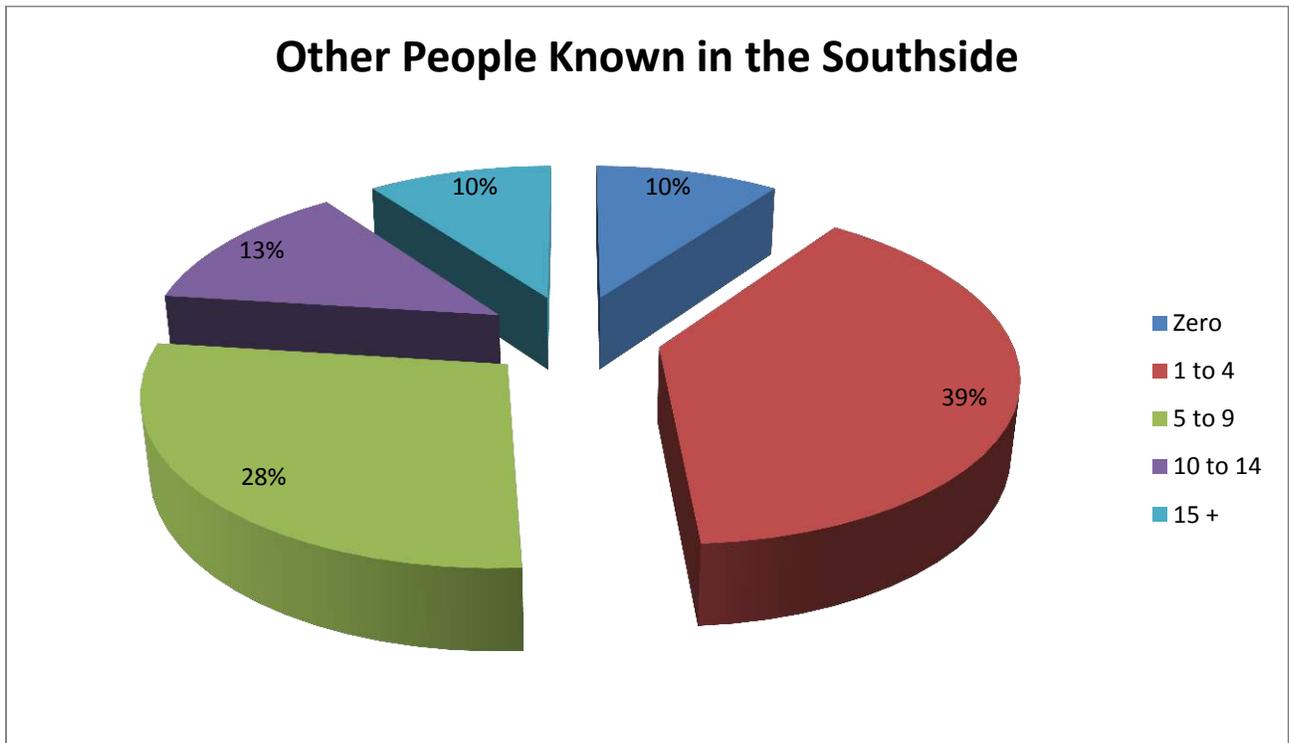
Despite this, there was support for the idea. In some of the comments sections of the Southside Area Survey there were several individuals who expressed familiarity with the subject and were excited about its possible implementation. For example:

“I’d love to become involved in a time bank. I’ve been pushing for an interest and am thrilled to see it on the survey. I won’t spearhead the effort, but will be dedicated to supporting it with time and effort. I have some literature and information on the subject.”



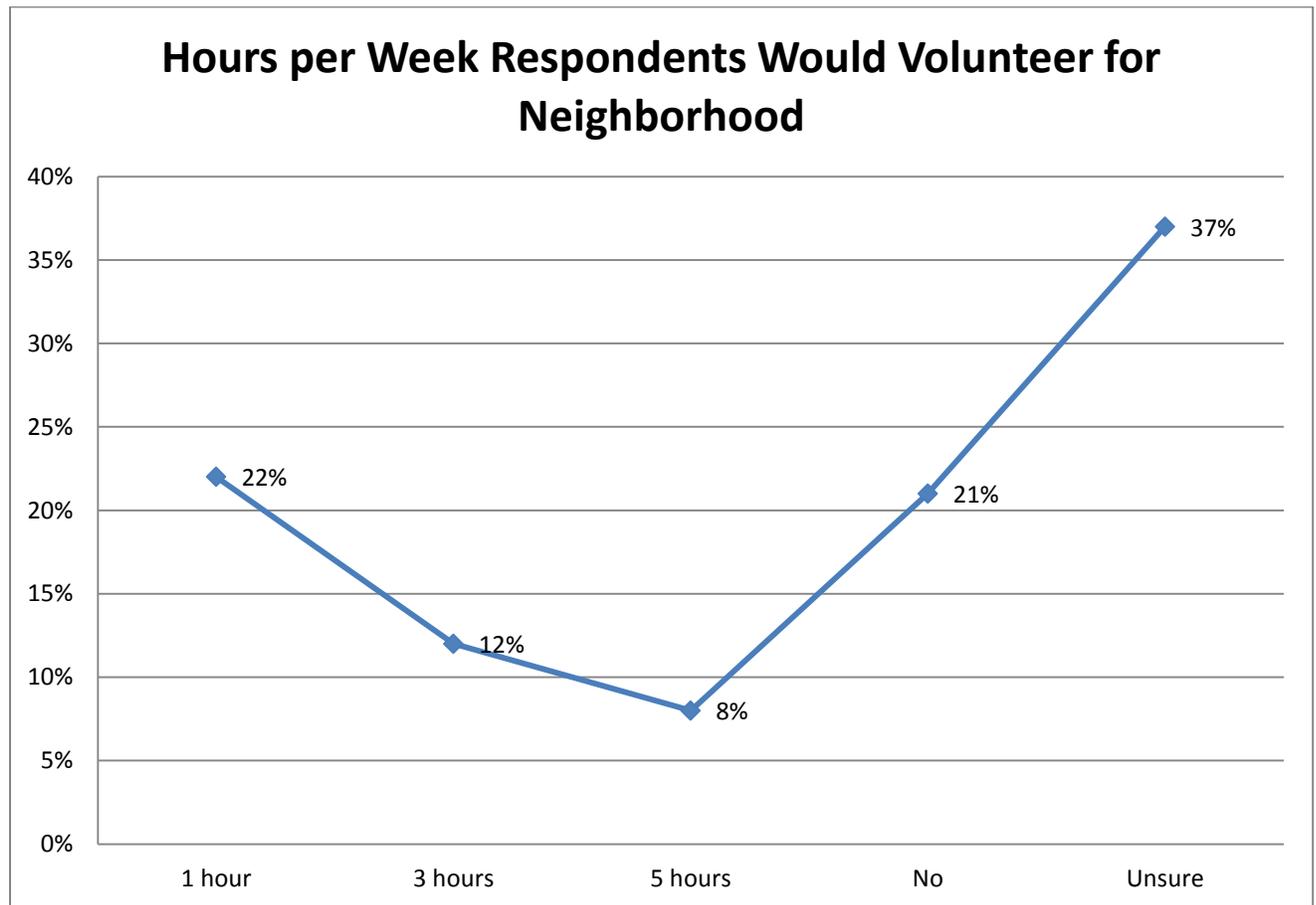
Question 11 Not counting your family or immediate neighbors, how many people do you know on a first name basis in your neighborhood?

Given the average age range of the typical respondent (45 -64 years old) and the average amount of time the respondent had spent living in the Southside (25 years or more) it was surprising to see that there were relatively few survey takers who knew a lot of people in the neighborhood. Almost half of the respondents knew four or less people on a first name basis.



Question 12 Would you become involved in a neighborhood association, such as a neighborhood watch, a planning committee, etc.?

Even though there appear to be many residents who don't know one another there is a still a strong sense of community and a desire to contribute to the neighborhood. 21% of respondents did not think that they would volunteer any time for the neighborhood whereas a combined 42% said that they would donate at least one hour a week. This is a good sign that there are many individuals who are committed to the area and want to see it grow and prosper.



Question 13 What do you like most about the Southside?

Approximately 75% of the respondents (107 people) chose to provide a response to this open ended question. They ranged from single word answers to well thought out page long responses. The attachment to the area was evident as was the desire by many to improve specific issues confronting the Southside.

A Text Analysis of the Most Common Words in Question 13

Convenience Raised Life Affordability South Side Family
Grew Clean Neighbors Dairy Mart Traffic
Friendly People Neighborhood Property
Lived Minute Drive Businesses Church
House School Fairgrounds History Quiet
Northend Care Sense Lots Historic

In total, 8 words came up the most frequently:

1. Life/lived
2. Businesses
3. Neighborhood
4. Traffic
5. Fairgrounds
6. Neighbors
7. House
8. Grew

A sampling of how these words were used in the survey, and the stories they convey, are included in the following pages.

1. Living/lifestyle

- a. *"We like the wonderful people who are raising wonderful families. We love the old style architecture and affordability. The convenience of having lots of different businesses within a 15 minute drive without having to drive through the Maple Avenue nightmare. We can enjoy city living but are a few blocks away from country living."*
- b. *"Our block is all friendly. We have lived here 42 years and have had no problems. Our kids all grew up together and some still live on this block. I just feel very safe."*
- c. *"I have lived most of my life here and I find it to be a very comfortable place to live."*
- d. *"Nothing at all. I feel like we are judged for living on the Southside."*

2. Businesses

- a. *"It's been home all of my life and I've seen big changes in neighbors and businesses but I still like the common neighborhood group environment."*
- b. *"Have lived here for over 60 years. There were a lot more businesses when I moved here. Now it's just HOME."*
- c. *"We need a good drawing card restaurant on the Southend, something different than what is on the Northend. We need a Texas Roadhouse. We could use a Lowes or Home Depot on this end too. These would draw up Roseville and Perry County people. The more business activity the more the drugs and crime will move out."*

3. Neighborhood/neighbors

- a. *"It's where I grew up but just about everything has left the neighborhood."*
- b. *"My neighborhood is quiet and the neighbors look after each other. We care about each other."*
- c. *"I don't really care for my neighborhood anymore. The drug dealers and abandoned homes are getting old. I work night shift and when I go to work I take my gun because of the drug issues in the neighborhood. Gun shots right next to me an overdoses on my neighbor's front porch. Not a good environment."*

4. Traffic

- a. *"Traffic is better than the Northside."*
- b. *"Less traffic."*
- c. *"Fast access to the Maysville Avenue businesses on fairly well-maintained roads with good traffic patterns."*

5. Fairgrounds

- a. *"I like being close to the farmer's market and the fairgrounds."*
- b. *"I left Zanesville 24 years ago to serve in the military and just returned to find that the Southend has went further downhill . . . we have so much potential . . . who in their right mind would want to come in by the fairgrounds with the buildings falling down?"*
- c. *"I like the convenient location of the fairgrounds."*

6. Neighbors

- a. *"We're not the elite. We're 'normal' middle-class people with generous spirits. My neighbors are wonderful!"*
- b. *"My street is convenient to most everything I need. Most of the homes are well kept. There are a couple (code) enforcement should look at. I have for the most part good neighbors."*

7. House

- a. *"We like the bigger houses here and the trees."*
- b. *"Spacious lots and more reasonable housing costs."*
- c. *"We moved into our house last summer and knew that the owner had a tough time selling but didn't look into why. A week after we moved in there was a murder at the end of our block. The thing we like the most about the Southside is our home and property. We take pride in our home and love it very much. If we didn't, we wouldn't live here."*

8. Grew

- a. *"My kids grew up here and it seems to still be a good neighborhood."*
- b. *"I grew up here. I like the humility and the older folk."*