



LEMON CREEK — AREA PLAN —

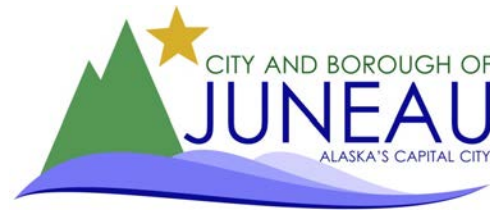


Cover Design
City & Borough of Juneau Print Shop

Cover Photography
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Lemon Creek Area Plan

Adopted January 8th, 2018
Ordinance 2017-34



City & Borough of Juneau
Community Development Department
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Special thanks to Gruening Park Recreation Hall for hosting Steering Committee Meetings

Special Acknowledgments

The process to prepare the Lemon Creek Area Plan was an ambitious undertaking that involved many stakeholders ranging from residents and property owners; to business owners and workers; to recreationists and environmentalists. The City and Borough of Juneau acknowledges and thanks all participants for their contribution to making this Plan a success.

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Special thanks to the Dedicated Residents and Businesses who attended many Steering Committee Meetings, especially the following Individuals

Rick Edwards, Resident
Marcy Larson, Alaskan Brewing Co.
Llewellyn Lutchansky, Resident
Melissa Griffiths, Alaskan Brewing Co.

Consultants

We thank MRV Architects for their commitment to the community, expertise in public design, and development of the Area Plan Design Goals illustration.

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Credit: Community Development Department Staff

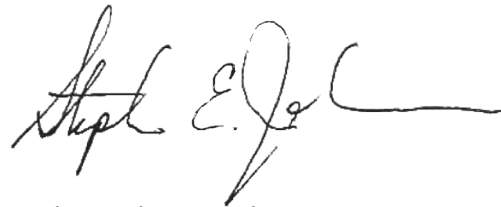
Message from the Chair

On behalf of the Steering Committee, I am pleased to present the Lemon Creek Area Plan. Congratulations to the residents, business owners, and stakeholders of the Lemon Creek area who participated in the public planning process.

Highlights of the plan include: improve Lemon Creek's identity as an area of attractive neighborhoods and distinctive work places -- Juneau's midtown; implement new zoning that promotes and guides development and conservation; promote a mixed-use environment to ensure a vibrant community with quality neighborhoods and businesses; protect, restore, and maintain natural resources; and ensure that Lemon Creek area neighborhoods have quality parks and recreational facilities for all users.

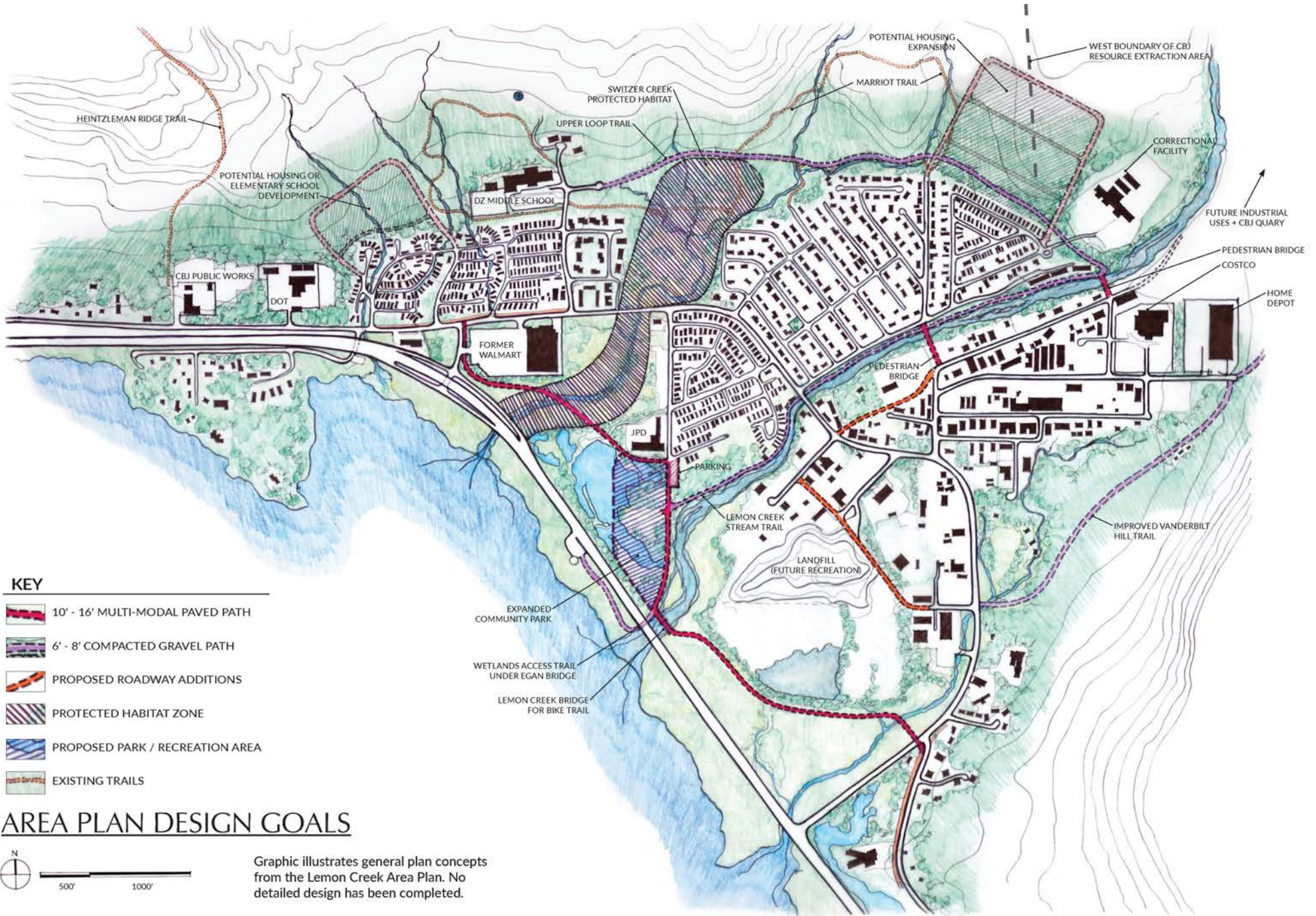
The plan should be implemented through the review of zoning applications for consistency with the plan, the tracking and advocacy of proposed public improvements, and guidance of related projects and initiatives. The Steering Committee looks forward to continued cooperation with the City & Borough of Juneau and the residents and businesses of the Lemon Creek area as we work together with the community on the implementation of this plan.

With respect and appreciation,

A handwritten signature in black ink, appearing to read "Stephen Johnson". The signature is fluid and cursive, with a long horizontal stroke at the end.

Stephen Johnson, Chair

Lemon Creek Area Plan Steering Committee



- KEY**
-  10' - 16' MULTI-MODAL PAVED PATH
 -  6' - 8' COMPACTED GRAVEL PATH
 -  PROPOSED ROADWAY ADDITIONS
 -  PROTECTED HABITAT ZONE
 -  PROPOSED PARK / RECREATION AREA
 -  EXISTING TRAILS

AREA PLAN DESIGN GOALS



Graphic illustrates general plan concepts from the Lemon Creek Area Plan. No detailed design has been completed.

Credit: MRV Architects (2017) *Area Plan Design Goals*, February 4, 2017

Vision Statement

The Lemon Creek Area Plan strives to encourage future development that should protect its cultural and natural resources, provide for quality housing, and walkable, bikeable, safe neighborhoods, while sustaining its position as an attractive area for local businesses — Juneau’s midtown.

The community of Juneau should use the plan to pursue ongoing solutions to enhance the livability and functionality of the area, while preserving, promoting, and enhancing positive features and economic growth for future generations.

Lemon Creek Area Plan

*Please
Join Us!*

**Thursday,
March 10th, 2016**
5:00pm – 7:00pm
**Dzantik'i Heeni
Middle School
Commons Area**

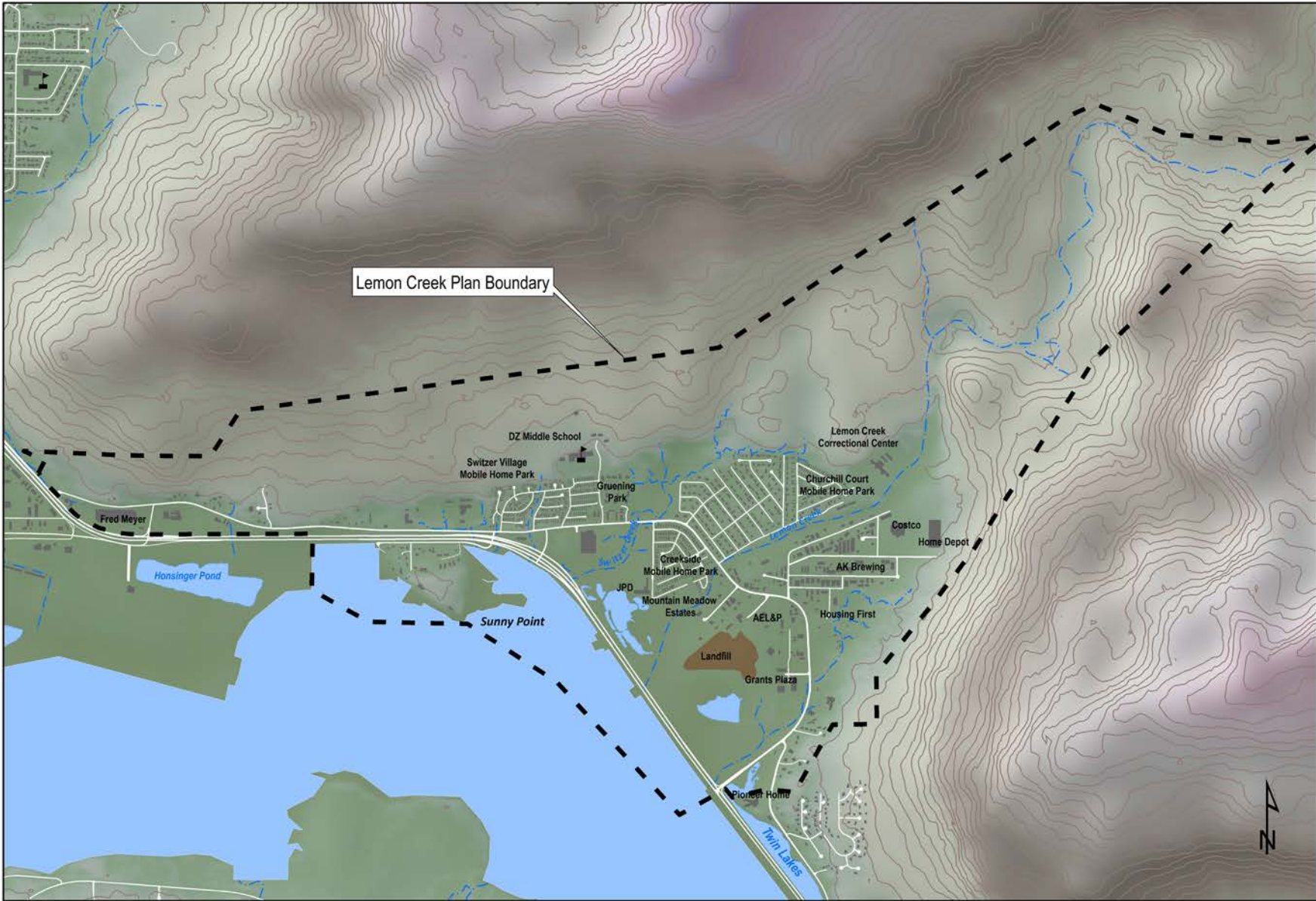
Help us plan for the
future of Lemon Creek!
Come work with
local planners and
share your ideas
and visions for
Lemon Creek!

Your neighborhood + Your visions + Your design

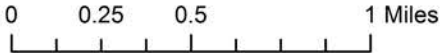
Credit: CBJ Print Shop and Community Development Department Staff

Community Outreach Efforts

18	STEERING COMMITTEE MEETINGS
6	FOCUS GROUPS
1	OPEN HOUSE
1	PUBLIC DESIGN WORKSHOP
1,100	HOUSEHOLDS NOTIFIED BY DIRECT MAIL NOTICES SENT 5 TIMES
600	DOOR HANGERS DISTRIBUTED
40	FLYERS POSTED
1	BUSINESS SURVEY
34	NEWSPAPER ADS
26	FACEBOOK POSTINGS
1	WEBSITE



LEMON CREEK PLAN BOUNDARY



Credit: CBJ Community Development Department

Executive Summary

The Lemon Creek Area Plan is a blueprint for the desired development of this strategic mixed use area. With a population of over 3,500 people, located between downtown Juneau and the Valley, the Lemon Creek area has been identified through the public planning process as Juneau’s “mid-town,” with a desirable mix of housing choices, natural settings, and business opportunities.

This plan is an important milestone in the Borough’s strategy for influencing change and forming a basis for defining the vision and projects for the Lemon Creek area. It is a consensus-based plan, built through Steering Committee guidance, and relying on input from residents, local businesses, property owners, non-profit groups, and other interested parties.

The project area encompasses approximately 1,553 acres of land, extending from Vanderbilt Hill Road in the south to Fred Meyer in the north. Given the Lemon Creek area’s strategic central location and diverse zoning, this area has the opportunity to strengthen as one of the Borough’s main residential and commercial/industrial hubs. The area, with smart growth practices, should attract new jobs to the Borough, improve the area’s property values and economic base, and provide enhanced quality of life for its residents.

MAJOR THEMES HEARD FROM THE PUBLIC:

Throughout the public process, the community was asked to articulate goals for the future of the Lemon Creek area. These goals were reviewed by the Steering Committee, and reinforced through focus group discussions and the Public Design Workshop. Based on this public input, development in Lemon Creek should:

- Create a strong sense of place and local identity – a “mid-town” with quality of life, safe neighborhoods, quality housing, and educational opportunities.
- Enhance the area’s competitiveness as a commercial service and industrial center, with a balanced retail sector and a broad mix of attractions and employment – a place to work and entertain.
- Sustain and protect the area’s natural and cultural resources – a place to respect and celebrate.
- Expand and open up the area’s recreational resources, with increased pedestrian and bicycle-friendly amenities – a place to play and connect.



Credit: Alaska Department of Fish and Game

STEERING COMMITTEE PRIORITY ACTIONS

The Steering Committee developed a series of implementation priorities which are identified in detail within each chapter of the plan and compiled in *Chapter 8: Implementation* on page 73. The goals and actions identified are necessarily fluid and inter-related, and are expected to evolve over time based on changed conditions, as the Lemon Creek area develops.

For this *Executive Summary*, the Steering Committee identified the highest-priority actions from each Chapter, based on their understanding of area and neighborhood needs. It is important to note that these priority actions do not diminish other actions of the plan, but are intended to emphasize key first steps.

The Steering Committee has prioritized actions and development in the Lemon Creek area as follows:

- Ensure that land use decisions and transportation projects promote neighborhoods and create or enhance buffers between different land uses and/or zoning districts (*Chapter 2: History and Community Character*).
- Identify an appropriate future location(s) for the landfill or transfer facility (*Chapter 3: Land Use*).
- Improve Capital Transit bus schedules and routes through Lemon Flats and near anchor businesses that support shift work schedules (*Chapter 7: Economic Development*).
- Pursue and foster projects that “knit” the Lemon Creek area together such as greenways, pedestrian bridges over Lemon Creek, and the creation of public parks (*Chapter 2: History and Community Character*).
- Develop housing targets for the Lemon Creek area, as recommended by the *Housing Action Plan*, consistent with recommended zone changes identified in this plan (*Chapter 4: Neighborhoods and Housing*).
- Allow for industrial and commercial growth in strategically located areas (*Chapter 3: Land Use*).
- Protect resource extraction as a critical industry and educate the public on its benefits to the community, such as lower development costs and flood protection (*Chapter 6: Natural Resources and Recreation*).
- Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector.*
- Advocate for the extension of Glacier Highway to Egan Drive at the McNugget intersection (*Chapter 5: Transportation and Infrastructure*).
- Preserve, protect, and enhance the Switzer Creek watershed; specifically ensure that Switzer Creek stream buffers remain undisturbed (*Chapter 6: Natural Resources and Recreation*).

* This item was not adopted as part of the final plan.

At a Glance

The Lemon Creek study area encompasses more than 1,500 acres, stretching from the Mendenhall Game Refuge north to the Hidden Valley area, and from Vanderbilt Hill to the Fred Meyer area.

There are four types of residential zoning in the Lemon Creek area: D-5, D-10, D-15, and D-18. The remaining land is zoned Rural Reserve, Light Commercial, General Commercial or Industrial.

ZONING DISTRICT	TOTAL ACRES
Rural Reserve (RR)	194
D5 - Single-Family/Duplex	478
D10 - Multifamily	5
D15 - Multifamily	368
D18 - Multifamily	71
Light Commercial (LC)	39
General Commercial (GC)	90
Industrial (I)	303

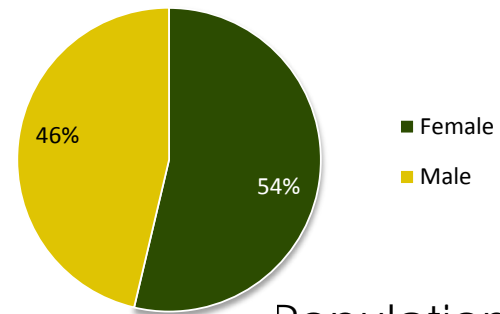
CURRENT U.S. CENSUS DATA

Total Population and Gender Make-up

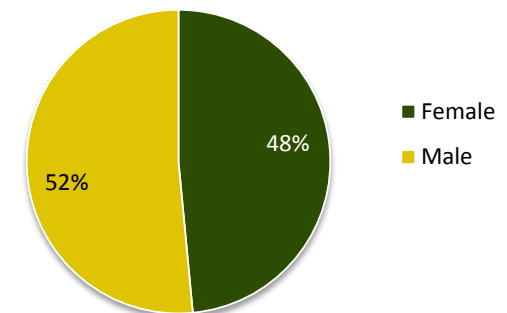
The most recent census data reveals that the Lemon Creek area has a population of 3,546 people. This is a six percent increase from 2000 when the U.S. Census reported a population of 3,345.

Although the male to female ratio is fairly evenly split, there are more women living in the Lemon Creek area. The Borough as a whole has a male to female ratio that is 51.5 percent male and 48.4 percent female.

Population by Gender (Lemon Creek)



Population by Gender (Borough)

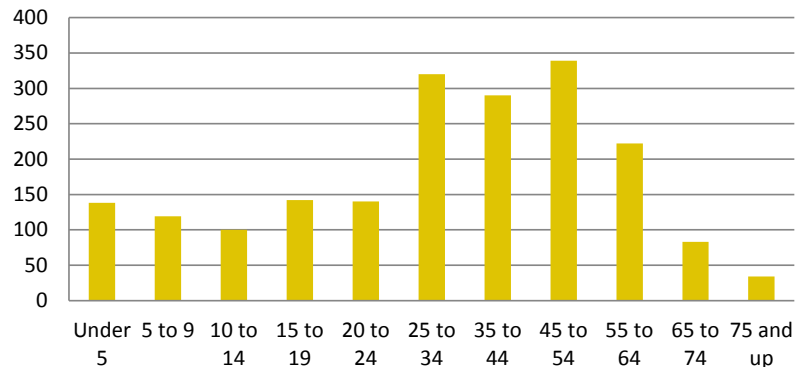


Age Distribution

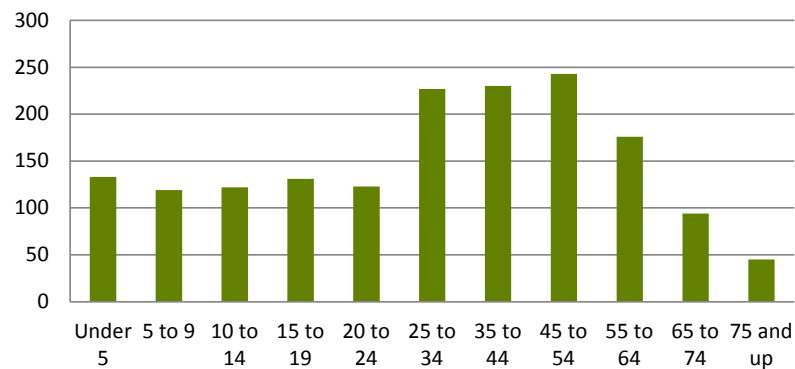
The largest age group in the Borough is between 45 to 54. The Lemon Creek area is slightly older than the rest of the borough with its largest age group being 55 to 64 for both men and women. The second largest age group in the area is 35 to 44.

Six percent of the Lemon Creek area's population is under the age of five, and another 20 percent are school age children between the ages of five and 19. This is in line with the borough as a whole.

Age Distribution of Male Population (Lemon Creek)



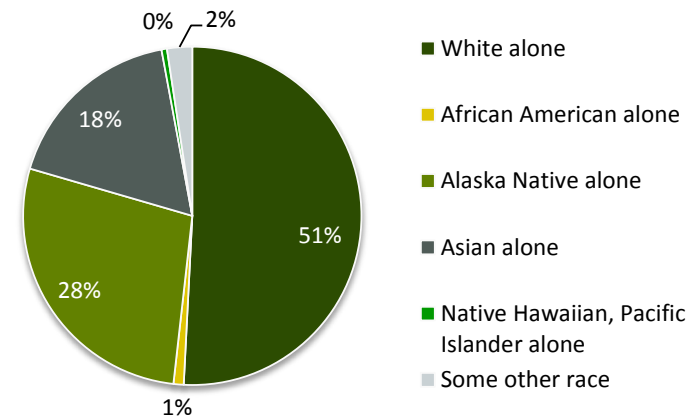
Age Distribution of Female Population (Lemon Creek)



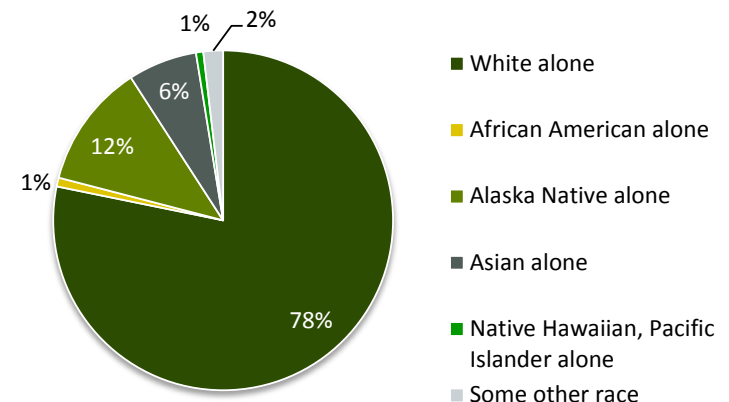
Racial Make-Up

The Lemon Creek area is home to a diverse population, with minorities comprising 49 percent versus 22 percent minority population in the Borough.

Racial Make-up (Lemon Creek)



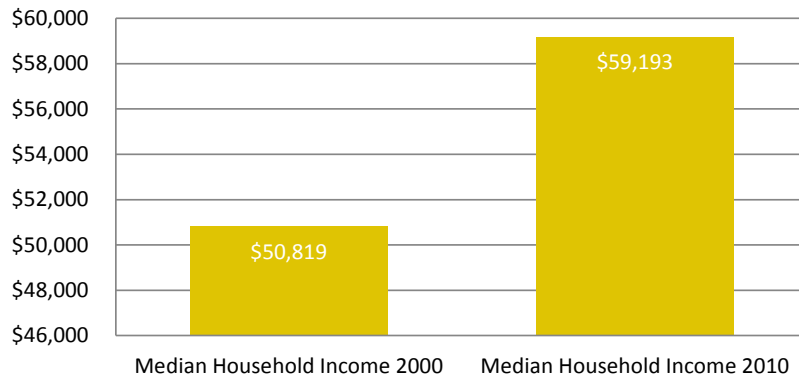
Racial Make-up (Borough)



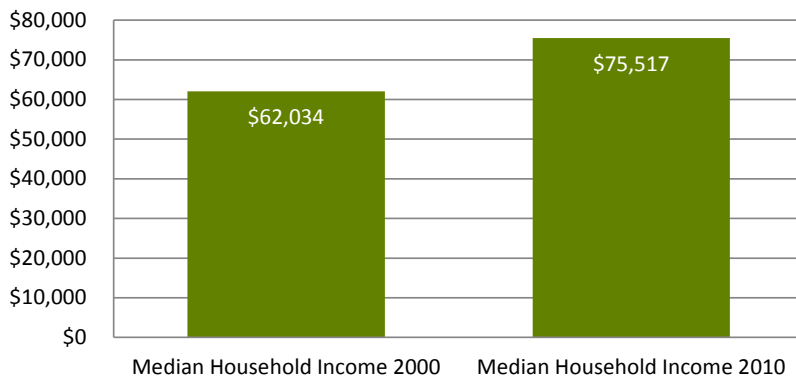
Income

According to the 2010 U.S. Census data, the Lemon Creek area has a median household income of \$59,193. This is a 16.5% increase from the 2000 Census data that had the average household income as \$50,819. During this same time period, the median household income for Juneau rose from \$62,034 in 2000 to \$75,517 in 2010. This is a 21% increase in household income levels.

Household Income 2000-2010 (Lemon Creek)



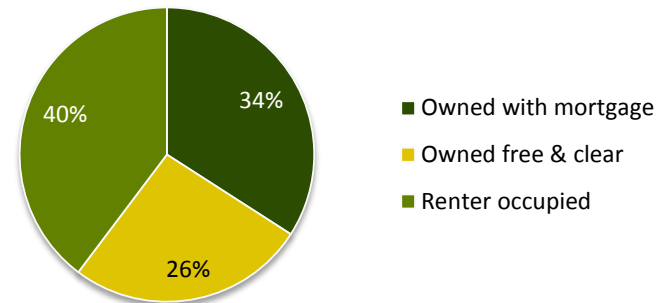
Household Income 2000-2010 (Borough)



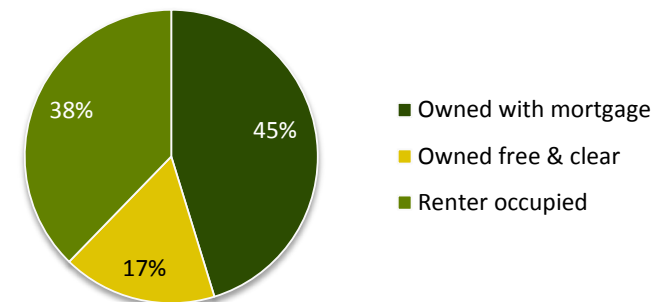
Housing

In 2010 the U.S. Census reported a total of 1,197 dwelling units in the Lemon Creek area. These included single family houses, apartments, and mobile homes. As of 2016, the CBJ Assessor's database reported a total of 1,417 residential units in the Lemon Creek area. The housing stock in the area makes up approximately nine percent of the Borough's total dwelling units. The ratio of owner to renters is fairly evenly split, with the Lemon Creek area having slightly more home owners than renters. Also of note is the fact the area has more home owners who own their homes free and clear than the Borough as a whole.

Housing Tenure (Lemon Creek)

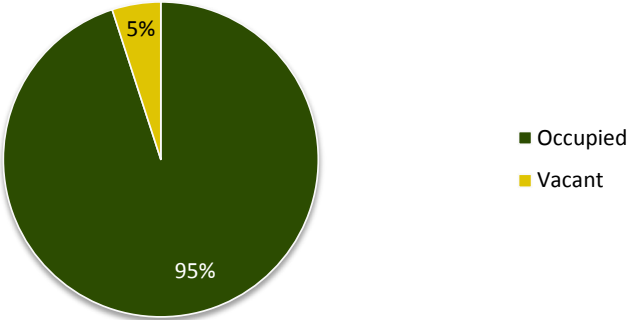


Housing Tenure (Borough)

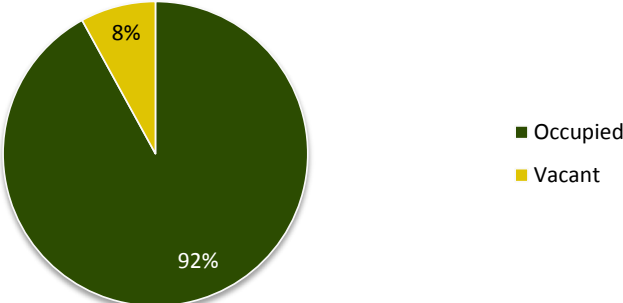


The Lemon Creek area has a slightly lower percentage of vacant dwelling units than the Borough as a whole, with an estimated five percent of homes sitting vacant between 2010 and 2014.

Occupied vs. Vacant Housing (Lemon Creek)



Occupied vs. Vacant Housing (Borough)



CHAPTER 1: PUBLIC PARTICIPATION

The purpose of the *Lemon Creek Area Plan* is to clearly convey an understanding of where the Lemon Creek area is today and how we arrived here; our shared vision for the future, and the specific actions that should be taken to realize the vision of a vibrant mixed-use community growing into the future.

The Lemon Creek Area Plan Steering Committee and the Community Development Department (CDD) have conducted the area planning process as an inclusive community planning effort, believing that a community's greatest resources are its local residents and business owners, where each citizen is viewed as a stakeholder and encouraged to participate. The public participation process employed for the *Lemon Creek Area Plan* has generated a cooperative atmosphere that helped to create better-informed, and well-supported goals and actions.

PUBLIC OUTREACH & PARTICIPATION¹

Multiple forms of public outreach techniques were used to engage residents, property owners, business owners, workers, and those who use the area recreationally to participate in the planning and visioning process. Public outreach methods used during the planning period included: an open house, focus groups, steering committee meetings, social networking memberships (e.g.: Facebook), a webpage on the City's website, and email correspondence.

Steering Committee meetings have been well attended by its members throughout the process. The Steering Committee began holding public meetings on September 8, 2016, and continued to meet regularly every two to three weeks. The steering committee meetings were regularly attended by a handful of dedicated and concerned citizens of the Lemon Creek area.



Credit: Community Development Department Staff

¹ For more information see Appendix A: Public Participation on page 91

OPEN HOUSE²

CDD hosted a successful open house on March 10, 2016, kicking off the planning process. The open house was attended by approximately 70 people, including residents, property owners, employees, business owners, environmentalists, and recreation enthusiasts. CDD provided a variety of methods to solicit feedback throughout the process, including mapping the area plan boundaries; mapping where participants live, work, play, and learn; and discussing community strengths, weaknesses, opportunities, and challenges. All participants were given the opportunity to apply to be a Steering Committee member for the planning process.

STEERING COMMITTEE

The Steering Committee was appointed by the Planning Commission on April 12, 2016 when the Lemon Creek area planning effort was established.³ The Steering Committee is a dynamic, well-balanced, informed group tasked with guiding the visioning process and overall direction of the *Lemon Creek Area Plan* effort. The following individuals served on the Steering Committee:

- Stephen Johnson, Chair
- Michael Lukshin, Vice-Chair
- Tom Chard

² For more information see Appendix A: Public Participation, “Open House” on page 91

³ City & Borough of Juneau (2016) *Case AME2016 0016*

- Daniel Collison
- Wayne Coogan
- Sandra Coon
- Susan Erben
- Dave Hanna
- Mark Pusich
- Patrick Quigley
- Michael Short
- Paul Voelckers, Planning Commission Liaison.

The Steering Committee represents the various interests found in the Lemon Creek area — residential, industrial, and commercial — a balance that contributed to an effective planning process, ensuring fairness and transparency.

FOCUS GROUPS⁴

CDD conducted six focus group meetings in June of 2016. These focus groups included professionals in transportation and infrastructure, natural resources and recreation, human services, business and economic development, history and culture, and CBJ departments.

In this setting, a focus group was asked specific questions regarding their knowledge about an identified topic. Focus group meetings were held in an interactive forum setting where participants were free to speak openly with fellow focus

⁴ For more information see Appendix A: Public Participation, “Focus Groups” on page 96

group members. The discussion topics and data gathered were used to further inform a wide variety of area plan topics.

The following questions and topics were discussed by Lemon Creek area focus groups:

- What are the challenges the Lemon Creek area is currently facing?
- What are the Lemon Creek area’s biggest threats or challenges?
- What are the Lemon Creek area’s strengths and opportunities?
- What may we hope to see in the future, both short- and long-term?
- What is your vision for the Lemon Creek area in 20 years?

PUBLIC DESIGN WORKSHOP⁵

The public outreach process culminated in a Public Design Workshop on Saturday, February 4, 2017.

In a well attended one-day session, the Public Design Workshop assembled residents, property and business owners, and the greater public to collaborate with MRV Architects and staff from both the CBJ Community Development and Engineering and Public Works Departments.

⁵ For more information see Appendix A: Public Participation, “Public Design Workshop” on page 112

The Public Design Workshop sorted participants into four groups, each working with architects from MRV and CBJ staff to identify and focus on recreational opportunities, bike, pedestrian, and vehicular infrastructure, and identification of valued natural resources. The workshop provided opportunity for information sharing, creating illustrative design concepts, and receiving immediate feedback and revisions. Topics included spin-off ideas such as potential housing opportunities and future school locations. Common ideas from the workshop included better bike and pedestrian connectivity; park and recreation space; conservation of the Switzer Creek wetlands; additional green space throughout the Lemon Creek area; and trail improvements.

The output from each group was presented using images of each table’s final design, a chart that detailed each design element or idea from each table, and a final design image, the Area Plan Design Goals illustration (see page 4), synthesizing the designs from the four tables.⁶

This Public Design Workshop was a dynamic and inclusive process that brought together a larger audience with diverse interests that helped to identify opportunities as well as obstacles and potential solutions. The shared experience built interest and support for the Area Plan Design Goals illustration. The Steering Committee vetted and approved a consolidated list of features desired by workshop participants as part of

⁶ See Area Plan Design Goals, February 4, 2017 on page 4, and photos of each table’s design starting on page 115

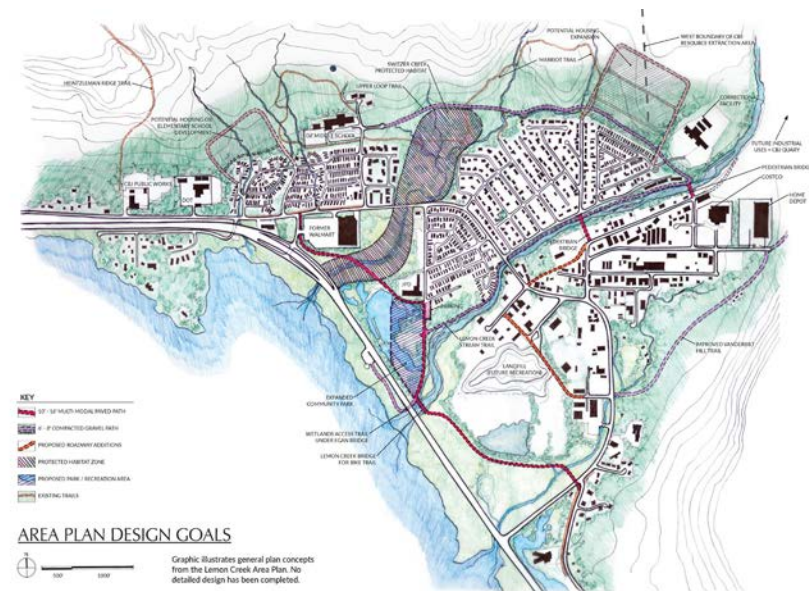
this planning process.⁷ Key concepts identified by each table included:

- Provide a park or recreational area at lower Lemon Creek (the water body), near Egan Drive. Most concepts integrated a park at an intersection with new bike route. Potential features include play features, ball field, nature trails, and parking.
- Conserve the Switzer Creek wetlands, stream corridor, and wildlife. Ideas included interpretive materials, raised trails, and connections from Marriott Trail.
- Build a new trail on one or both sides of Lemon Creek (the water body), extending from upper Davis Avenue to the wetland area adjacent to Egan Drive (two concepts recommended additional green-buffers and plantings).
- Improve the Marriott Trail, including a strong link to Dzantik'i Heeni Middle School, and extend the trail to upper Davis Street residential areas (three concepts suggested improvements sufficient for a bike trail with paved surface and lighting).
- Implement a bike route(s) from the Lemon Creek area to downtown Juneau and the Mendenhall Valley as an alternative to Glacier Highway, possibly including a bridge crossing Lemon Creek (the water body); extend route(s) to Glacier

Highway along the Walmart property edge; and extend route(s) along Alaway Drive.

- Build a pedestrian bridge over Lemon Creek (the water body) between upper Davis Street and the Commercial district (two crossings were shown in two concepts).

The output from the workshop is represented throughout this plan, influencing all aspects of this community planning process, and may be seen in more detail in *Appendix A: Public Participation* on page 112.



For a full size image of this map see Appendix G: Area Plan Design Goals, February 4, 2017 on page 159

Credit: MRV Architects (2017) *Area Plan Design Goals*, February 4, 2017

⁷ See Public Design Workshop in Appendix A on page 112

CHAPTER 2: HISTORY AND COMMUNITY CHARACTER

The Lemon Creek area is a fairly flat basin located at the confluence of the Gastineau Channel and Lemon Creek. A prospector by the name of John Lemon discovered gold in the creek in 1879 and established a placer mine claim that same year. Mr. Lemon referred to the creek as Lemon Creek, and the name endured.¹ Most of the small-scale mining claims along the creek were bought out in 1900 by the Lemon Creek Company, which was located in New Jersey. The company began advertising for workers in Eastern U.S. newspapers.² Early placer mining continued in the Lemon Creek area until 1905.³



Louie Lund and guests, circa 1910
Credit: Alaska State Library

Logging, sawmill operations, and gravel mining were also part of the Lemon Creek area's early industries. A sawmill was located on the site currently occupied by Costco until the 1940s and logging continued in the Lemon Creek area until the 1980s. Gravel mining in the Lemon Creek area began during World War II and continues today.

Two of the first residents in the Lemon Creek area were homesteaders, Louie Lund and Charlie Switzer. Louie Lund began homesteading in the Lemon Creek area in 1908 near present day Lund Street and operated the first transport company in Alaska. Beginning in 1922, Charlie Switzer owned a large dairy farm that was located between Switzer Creek and Fred Meyer.⁴ Switzer Creek and Switzer Mobile Home Park are named after him. With the advent of air services into Juneau beginning in the 1940's, dairy farming was no longer profitable and by 1965 the last of Juneau's dairy farms closed.

During the 1950s developers began purchasing large parcels of land⁵ in the area, and it remained relatively rural until the 1960s. Although most of the homes were built in the 1970s, there are a few residences remaining that date to the early 1930s and 1940s. These older homes are found along Glacier Highway and on Sunny Point. Most of these historic buildings do not retain their historic character.

¹ Redman (1987)
² Ibid.
³ Ibid.

⁴ City & Borough of Juneau (1995)
⁵ City & Borough of Juneau (1966)

The Lemon Creek area has developed with a mixture of uses ranging from housing, dairy farms, and mining; and continues this pattern to the present day, serving as Juneau’s hub for commercial and industrial activity as well as having many established residential neighborhoods; Pinewood Subdivision, Gruening Park, Eagles Edge Subdivision, Creekside Mobile Home Park, Switzer Village Mobile Home Park, and Churchill Mobile Home Park.

RESIDENTIAL NEIGHBORHOODS⁶

Generally, residential neighborhoods in the Lemon Creek area are defined by their relation to Glacier Highway. Located to the northeast are Pinewood Subdivision, Gruening Park, Switzer Village Mobile Home Park, and the Churchill Mobile Home Park, to the southwest lie Eagle’s Edge Subdivision and Creekside Mobile Home Park.

Residential land development took off in the 1950s when the Davis Family subdivided roughly 90 acres of land into 247 lots that are now known as the Pinewood Subdivision.⁷ Since the 1960s, the Lemon Creek area has had a variety of housing types: single-family homes, duplexes, small multifamily complexes, and mobile and manufactured homes.

⁶ For a full-sized map see Appendix G: Lemon Creek Neighborhoods Map on page 161

⁷ City & Borough of Juneau (1966)

Pinewood

The Pinewood Subdivision is bordered by Lemon Creek (the water body) to the south, Tongass National Forest to the north, Mountain Avenue to the east, and Alaska Avenue to the west. The lots are approximately 12,000 square feet and contain mostly single-family homes and duplexes.

Switzer Village

Switzer Village Mobile Home Park encompasses 29 acres of land along the banks of Switzer Creek. The village fronts onto Glacier Highway and stretches from Renninger Drive to the east all the way to Sunny Drive to the west. It was first developed in 1970 with 190 mobile home units. Over the years, it has expanded and now encompasses 40 acres and 300 units.

Gruening Park

Gruening Park, located between Renninger Street and Northwood Drive, is a multifamily development with a total of 96 units. A quarter of those units are reserved for residents who need some form of rental assistance. Gruening Park is operated by the Alaska House Finance Corporation.

Creekside

The Creekside neighborhood includes Creekside Mobile Home Park and Eagle’s Edge Subdivision. Creekside Mobile Home Park, which has been open since the 1970s, is a mixture of 96 mobile and manufactured homes. Creekside is located south of Glacier Highway and is bordered by Lemon Creek (the water body)

to the south and east, the Juneau Police Headquarters to the west, and the Eagle's Edge Subdivision to the north.

The Eagle's Edge Subdivision was platted in 1984, and contains 88 manufactured homes on individual lots that are roughly 5,000 square feet. Eagle's Edge fronts onto Glacier Highway and is bordered to the east by Belardi Drive and the west by Alaway Avenue.

Churchill

The Churchill Mobile Home Park was first developed in 1965 and has 92 spaces for mobile units. Churchill is located between the Pinewood Subdivision and the Lemon Creek Correction Center.



LEMON CREEK NEIGHBORHOODS

For a full size image of this map see Appendix G: Lemon Creek Neighborhoods Map on page 161
Credit: CBJ Community Development Department

Strengths...Diversity in people, housing, services; "Mid-Town"; natural environment; Lemon Creek.

Weaknesses...Lack of local parks; lack of buffers between uses; impairment of local streams.

From notes taken at the Open House on March 10, 2016

INDUSTRY

The Lemon Creek area has also been home to a variety of industrial uses. According to the *1966 Comprehensive Plan*, the Lemon Creek area had a total of 48 acres of developed land. Of these 48 acres, 17 acres (or 35%), were dedicated to housing and 25 acres (or 52%), were dedicated to industrial uses.

Juneau's landfill, which is south of Glacier Highway, has existed in its current location in the Lemon Creek area for over 50 years. During the winter and spring the Lemon Creek creek-bed is dredged for gravel extraction. Gravel is a valuable resource in Juneau and the Lemon Creek area has been providing the community with this resource for decades. The Lemon Creek Correctional Center is the regional correctional center for Southeast Alaska. The facility opened in 1970 along the banks of Lemon Creek.

The Lemon Creek area also has a diverse business community ranging from small locally owned shops to large, national retailers. Grant's Plaza, which opened in 1981, was one of the first large commercial developments in Lemon Creek. According

to a long-time Juneau resident, the land under Grant's Plaza was once a large Nagoon berry meadow.⁸

Alaskan Brewing Co., a nationally known and locally-owned brewery, opened in the Lemon Creek area in 1986. Every summer thousands of tourists come to the area to tour the brewery and sample the beers that the Alaskan Brewing Co. creates. Costco Wholesalers, one of two big box stores in the Lemon Creek area, opened its doors in 1993 on 10 acres of land, and was one of the first commercial retail developments in the industrial neighborhood that is known as Lemon Flats. The Lemon Creek area's second big box retailer, the Home Depot, opened in 2007 and sits on land once used for sand and gravel extraction. In the early 1990s Alaska Electric Light & Power (AEL&P) constructed their headquarters building on Tongsard Court, the building opened in 1996.



Credit: CBJ Community Development Department Staff

8 M. Darlin, at Lemon Creek Area Plan Open House, May 10, 2016

COMMUNITY CHARACTER AND NEIGHBORHOOD RESOURCES

Community character describes the natural and built features that shape an area’s identity. Few structures from the Lemon Creek area’s early history have survived and not much is known about the area prior to the gold rush era. Although there are no individual properties or sites that are designated as historically significant, the neighborhood is not without history or a distinctive community character.

For thousands of years, the Tlingit and Haida peoples had thriving settlements and fishing villages all along the Gastineau Channel and inland along the banks of creeks and streams.⁹ Today, 24% of Lemon Creek’s population identifies as Alaska Native.¹⁰ Although there are no original Tlingit structures left in the area, the Tlingit culture is represented on the campus of Dzantik’i Heeni Middle School. Prior to its opening in 1995, the community was involved in selecting the name of the school. The name is Tlingit and means “where the flat fish gather”. The walkway leading to the school’s entrance features casts of flatfish, and the school ground has three totem poles that speak to the area’s early history.

Natural resources feature prominently in the Lemon Creek area and greatly define the community’s character. Surrounded on three sides by the Tongass National Forest, the Lemon Creek area is known for Thunder Mountain to the west, the

Heintzleman Ridge to the east, and views of wetlands. The area is also bordered on the west by the Mendenhall Wetlands State Game Refuge. The refuge is approximately 3,800 acres and is known for Canadian geese, ducks, and bald eagles that use this habitat.¹¹ The refuge is enjoyed year-round for wildlife viewing, hunting, and fishing.

The Lemon Creek area is known for the waterbodies Lemon Creek, Switzer Creek, and Vanderbilt Creek and the many hiking and nature trails that exist in the area. The oldest trail

Did you know... that the Tlingit name for Switzer Creek is Eix’gulheen. There were a number of small summer fish camps along Eix’gulheen. Unfortunately, these original structures no longer exist and little is known about this period of the Lemon Creek area’s history.

Pronunciation and Meaning

*Dzantik’i Heeni [Zan teh ka Heeni]
where the flat fish gather*

*Eix’gulheen [Eck gull heen]
creek at the end of the slough*

Edwards, Dictionary of Tlingit, (2009)

9 Goldschmidt & Haas (1998)

10 United States Census Bureau (2010)

11 Alaska Department of Fish and Game (1990)

in the Lemon Creek area, as well as the longest and perhaps most well-known, is the Lemon Creek Trail at 4.3 miles long. It was developed in the late 1800s by placer miners and used to reach their gold mine claims in upper Lemon Creek.¹² The trail was improved when the Lemon Creek Company purchased the placer mining claims in the early 1900s, and today the trail is used by the Juneau Icefield Research Program to reach Camp 17. The Lemon Creek area's natural resources are discussed in greater depth in the Natural Resources and Recreation chapter.

CONCLUSION

Despite more than 100 years of development and the wide variety of uses and services that are found in the Lemon Creek area, the neighborhood lacks a center, a place for residents to come together and socialize. Lemon Creek has acted as a natural barrier between predominantly residential uses to the north of the creek and predominantly industrial/commercial uses to the south, resulting in the lack of a center.

A center can be any location that serves as a focal point for the community and a place for people to gather. Thoughtful consideration should be given to creating a neighborhood center that celebrates the area and its many attributes. Throughout the public process, the community identified the following goals for the future of the Lemon Creek area.

¹² Redman (1987)



Credit: Community Development Department Staff

GOAL 1: IMPROVE THE LEMON CREEK AREA'S IDENTITY AS AN AREA OF ATTRACTIVE NEIGHBORHOODS AND DISTINCTIVE WORK PLACES...JUNEAU'S MIDTOWN				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Ensure that land use decisions and transportation projects promote neighborhoods and create or enhance buffers between different land uses and/or zoning districts.	CDD, PC	DOT&PF	On-going	
Action: Develop a neighborhood center that celebrates the Lemon Creek area.	CDD, PC	LCNA	Long-term	
Action: Pursue and foster projects that “knit” the Lemon Creek area together such as greenways, pedestrian bridges over Lemon Creek, and the creation of public parks.	CDD, PC, P&R	LCNA, Trail Mix	On-going	CIP, Grants
Action: Reinforce a “sense of place” and history by developing “gateways”, interpretive signage, and other landmarks.	CDD, E&PW	LCNA	Mid-term	CIP
GOAL 2: MAKE THE LEMON CREEK AREA AN ATTRACTIVE PLACE TO LIVE, WORK, AND VISIT				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Revive the Lemon Creek Neighborhood Association (LCNA).		LCNA	Short-term	
Action: Promote community-wide events and activities for residents, such as a farmers market, holiday celebrations, community gardens, neighborhood potlucks, events, etc.		LCNA	On-going	
Action: Seek to rename the Lemon Creek Correctional Center (LCCC) to reflect its role as a regional facility.	CDD, City Manager	LCNA	Short-term	
Action: Research and develop a Speaker’s Series (a group of people who are subject matter experts who can conduct workshops, seminars, or give small speeches on key topics that relate to the Lemon Creek area).		LCNA	On-going	

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Research the possibility of a Citizen Neighbor Helping Neighbor program that should promote connections between people within the community as well as create community pride and stewardship.		LCNA	On-going	
Action: Develop opportunities for interpretive signage or other landmarks to celebrate the Lemon Creek area's historical and cultural heritage.	CDD, HRAC	LCNA	Short-term	CIP
GOAL 3: RECOGNIZE THE LEMON CREEK AREA'S CULTURAL DIVERSITY				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Collaborate with representatives of local historical/cultural organizations to ensure the protection of the Lemon Creek area's historical and cultural resources.	CDD, HRAC		On-going	
Action: Promote public art in both public and private developments by encouraging developments to incorporate artwork, such as sculpture, fountains, murals, or other visual displays, into their projects.	CDD, PC	LCNA	On-going	
Action: Coordinate with representatives of local historical/cultural organizations to follow appropriate mitigation, preservation, and recovery measures in the event such resources could be impacted by development.	CDD, E&PW		On-going	
Action: Seek opportunities to undertake a historical survey of the Lemon Creek area in order to develop and maintain a more extensive inventory of historical structures and resources.	CDD, HRAC	LCNA	Mid-term	CIP

CHAPTER 3: LAND USE

This chapter describes land use in the Lemon Creek area using maps and data that show designations of all properties by the *2013 Comprehensive Plan*¹, zoning code, and locations of developed and undeveloped lands.

Historically, the natural geographic boundaries of the Lemon Creek area lay between Vanderbilt Creek to the south and Switzer Creek to the north. For the purposes of this plan the area has been expanded to the west to encompass the Fred Meyer area. Historical uses of the Lemon Creek area are similar to the existing zoning with industrial land to the east and residential uses to the west. The area is divided by Glacier Highway running along the length of the area and Lemon Creek (the water body) which bisects the area. The Lemon Creek Neighborhoods Map outlines the neighborhood boundaries discussed in this chapter.²

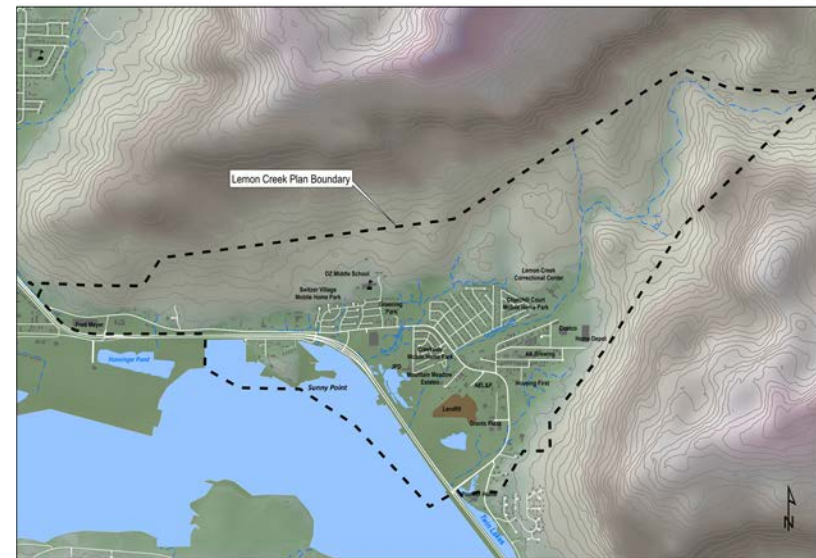
EXISTING CONDITIONS

The Lemon Creek area is centrally located along the borough road system. It is bordered by undeveloped steep terrain to the north and Gastineau Channel to the west.

The average household income for the Lemon Creek area is \$59,193, according to the U.S. Census³ five year estimates. The area encompasses approximately 1,553 acres. There are four

types of residential zoning in the Lemon Creek area: D-5, D-10, D-15, and D-18. The remaining land is zoned Rural Reserve, Light Commercial, General Commercial, or Industrial. Table 3.1 on page 15 depicts total acreage by zoning district.

Given the number of zoning districts in the Lemon Creek area, there are a variety of commercial and industrial uses; however, most parcels have been developed for residential uses. There are 1,417 residential units listed in the CBJ Assessor’s database.



LEMON CREEK PLAN BOUNDARY

For a full size image of this map see Appendix G: Lemon Creek Plan Boundary Map on page 160

Credit: CBJ Community Development Department

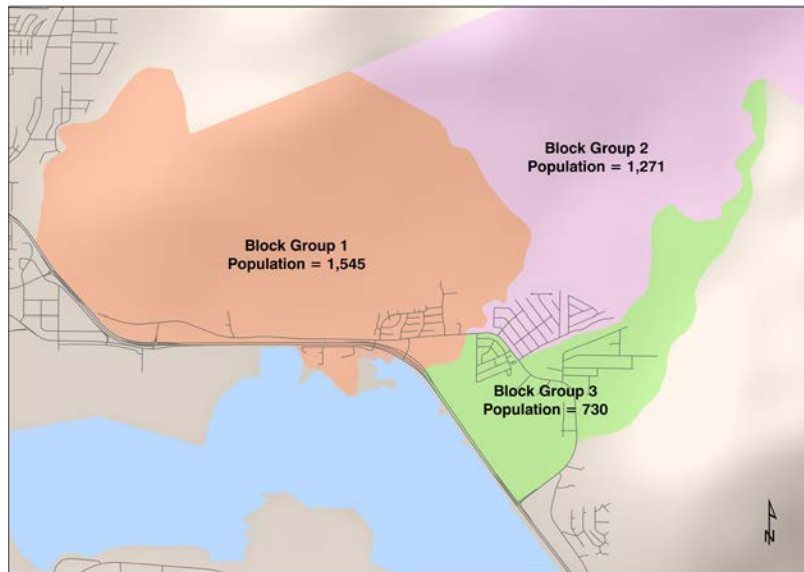
1 City & Borough of Juneau (2013)

2 See Appendix G: Lemon Creek Neighborhoods Map on page 161

3 United States Census Bureau (2010)

The primary residential area and primary industrial area are bisected by Lemon Creek (the water body). Larger, undeveloped parcels of land, owned primarily by the CBJ, are located to the north of the developed areas.⁴

The area located on the channel side of Glacier Highway and east of Lemon Creek (the water body) has been developed with industrial and commercial uses. The area on the channel side and the west of Lemon Creek (the water body) is developed with Creekside Mobile Home Park and Eagle’s Edge Subdivision, a

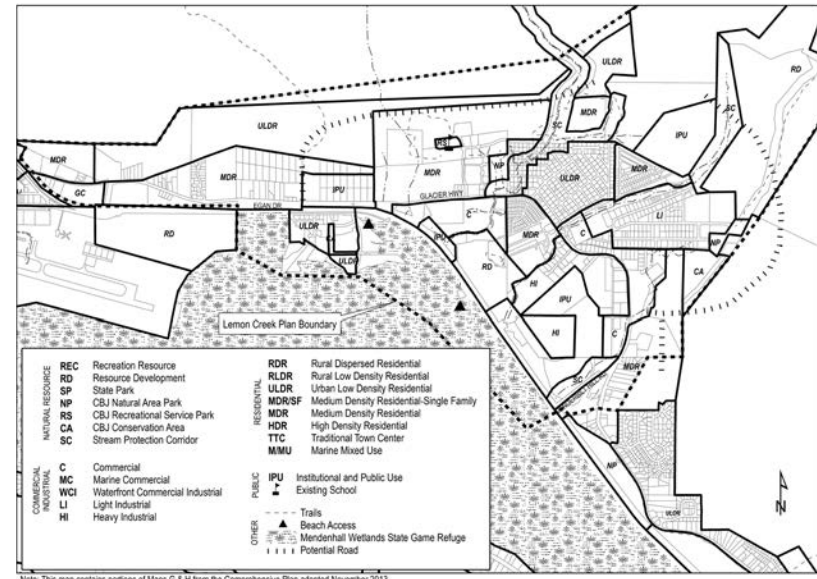


2010 U.S. CENSUS BLOCK GROUP POPULATIONS

For a full size image of this map see Appendix G: 2010 U.S. Census Block Group Populations Map on page 162

Credit: CBJ Community Development Department

⁴ See Appendix G: Zoning Boundaries Map on page 164



Comprehensive Plan Land Use Boundaries

For a full size image of this map see Appendix G: Comprehensive Plan Land Use Boundaries Map on page 163

Credit: CBJ Community Development Department

manufactured home subdivision that functions much like a condominium development. In total, there are three mobile home parks in the Lemon Creek area: Churchill Park, Creekside Park, and Switzer Village. There are also two manufactured home developments: Eagle’s Edge and Mountain Meadows Estates.⁵

⁵ For more information see Chapter 4: Neighborhoods and Housing on page 23.

ZONING DISTRICT	TOTAL ACRES
Rural Reserve (RR)	194
D5 - Single-Family/Duplex	478
D10 - Multifamily	5
D15 - Multifamily	368
D18 - Multifamily	71
Light Commercial (LC)	39
General Commercial (GC)	90
Industrial (I)	303

Table 3.1

COMPREHENSIVE PLANNING, ZONING, AND DENSITY

The *2013 Comprehensive Plan*⁶ describes the Lemon Creek area as “urban” in terms of density with an average density of seven units per acre. Urban form is:

“...characterized by low to mid-rise residential and commercial structures, often with the uses mixed within the same structure or with commercial uses lining the edges of residential neighborhoods. Typical mass and scale of these urban neighborhoods are 2- to 3-story structures separated by parking lots, roads, sidewalks and landscaping or small yards.”⁷

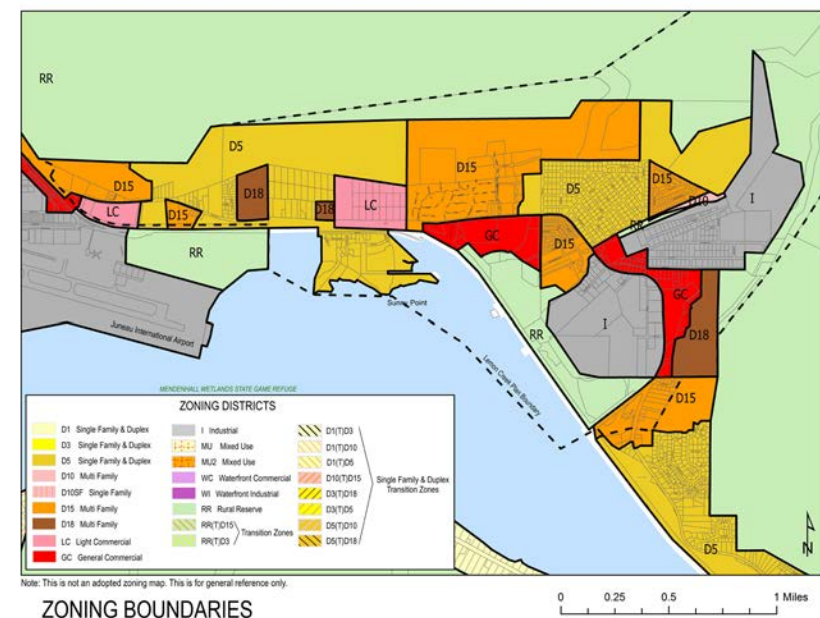
6 City & Borough of Juneau (2013)

7 City & Borough of Juneau (2013)

The *2013 Comprehensive Plan* encourages in-fill development within the Urban Service Area in order to take advantage of existing urban services and utilities. Table 3.2 on page 17 outlines the *2013 Comprehensive Plan* Land Use Designations and a sampling of the uses associated with each designation.

CURRENT USES

The Lemon Creek area is distinctly divided between commercial uses and residential neighborhoods. Additional uses include the Lemon Creek Correctional Facility with a capacity for 226 inmates; State of Alaska Department of Transportation and Public Facilities offices; and the Dzantik’i Heeni Middle School.



For a full size image of this map see Appendix G: Zoning Boundaries Map on page 164
Credit: CBJ Community Development Department

Lemon Creek (the water body) is a natural divide between residential and commercial/industrial uses in the area. The area to the south of Lemon Creek (the water body) is zoned Industrial, General Commercial and D-18. The area to the west of Lemon Creek (the water body) running along the north side of Glacier Highway out to Fred Meyer is primarily residential zoning districts with small tracts of commercially zoned land. Residential zones in this area include D-5, D-10, D-15 and small pockets of D-18.

Primary access to the Lemon Creek area is from Glacier Highway. From Glacier Highway, Anka Street leads to the larger industrial area to the northeast. To the northwest, Concrete Way leads to additional industrial and commercially zoned land. To the west of Lemon Creek (the water body), Davis Avenue accesses a large residential area to the northwest, and two additional residential developments exist to the southwest. Further west on Glacier Highway are intermittent residential areas before reaching Fred Meyer. The Lemon Creek area is a commercial center for the borough and Glacier Highway supports local and commercial traffic in the area.

Potential Future Needs For Public Services

The Lemon Creek area has been identified as the potential future location of a new elementary school and a new fire station.

(Continued on page 18)

What is comprehensive planning?

Comprehensive planning is a process that determines community goals and aspirations in terms of community development. A comprehensive plan is a local government's guide to a community's physical, social, and economic development.

Comprehensive plans are not meant to serve as land use regulations; instead, they provide a rational basis for local land use decisions with a twenty-year vision for future planning and community decisions.

What are land use designations?

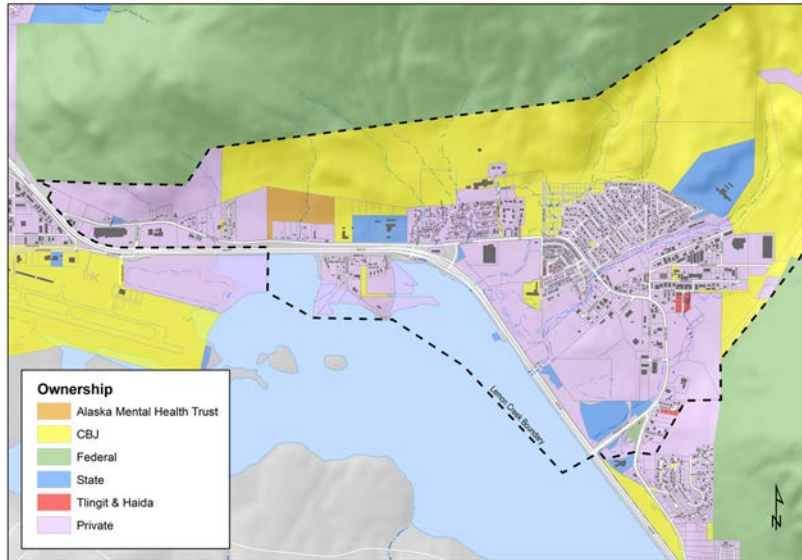
Land use designations are intended to provide broad guidance for future development in an area, they are not intended to be firm or restrictive. Examples of land use designations can be found in Table 3.2 on page 17, and in the Comprehensive Land Use Boundaries map on page 163. There can be multiple land uses allowed under the same land use designation.

What is zoning?

Zoning is the process of dividing land into zones in which certain uses are permitted or prohibited.

2013 COMPREHENSIVE PLAN LAND USE DESIGNATIONS IN THE LEMON CREEK AREA	
LAND USE DESIGNATION	DESCRIPTION
Medium Density Residential (MDR)	Characterized by urban residential lands for multifamily dwelling units at densities ranging from 5 to 20 units per acre; commercial development should be of a scale consistent with a residential neighborhood.
Urban Low Density Residential (ULDR)	Characterized by urban or suburban residential lands with single-family units, duplex, cottage or bungalow housing, zero-lot-line dwelling units and manufactured homes at densities of one to six units per acre; commercial development should be of a scale consistent with a single-family residential neighborhood.
Institutional and Public Use (IPU)	Lands that are in public ownership and dedicated for a variety of public uses, such as local, state and federal government uses; and for public facilities such as community gardens, schools, libraries, fire stations, treatment plants.
Commercial (C)	Lands devoted to retail, office, food service, or personal service uses, including neighborhood retail and community commercial centers, mixed retail, and residential, office uses are allowed and encouraged. Residential densities ranging from 18- to 60-units per acre are appropriate in this area.
Heavy Industrial (HI)	Land to be developed for heavy industrial uses such as manufacturing processes; resource extraction and processing such as gravel pits, rock crushing facilities, asphalt plants, landfill sites; and other similar large-scale or noisy, noxious industrial activities. Some recreational uses should be permitted. Residential, office, retail, and personal service uses are not to be allowed.
Light Industrial (LI)	Land to be developed for heavy commercial or light industrial uses such as small- to medium-scale food processing, wholesale trade, research and development, and light manufacturing processes. Residential units should be limited to caretaker units where the occupant works directly for or owns the business for which the occupant is caretaking.
Resource Development (RD)	Land to be managed primarily to identify and conserve natural resources until specific land uses are identified and developed.
CBJ Recreational Service Park (RS)	CBJ-owned lands with parks developed for active recreation, programmed use, and/or community gardens.
CBJ Natural Area Park (NP)	CBJ-owned lands characterized by areas of natural quality designed to serve the entire community by providing fish and wildlife habitat, open space/natural areas, access to water, and opportunities for passive and dispersed recreation activities.
CBJ Conservation Area (CA)	CBJ-owned. Parks and Recreation Department-managed, lands with recognized high value environmental qualities that are set aside for the protection and management of the natural environment with recreation.

Table 3.2



LAND OWNERSHIP

For a full size image of this map see Appendix G: Land Ownership Map on page 165
 Credit: CBJ Community Development Department

The *Land Management Plan*⁸ specifically recommends expanding the Dzantik’i Heeni campus for an elementary school and associated outdoor features.

The *Capital Improvement Program for Fiscal Years 2016 through 2021*⁹ identifies the need for a Lemon Creek Fire Station Design. Potential locations discussed throughout this public process include the lands adjacent to the Juneau Police Department Headquarters, located at 6255 Alaway Avenue.

8 City & Borough of Juneau (2016) *Land Management Plan*

9 City & Borough of Juneau, (2015) *Capital Improvement Program for Fiscal Years 2016 through 2021*

Diversity of Uses

The *2013 Comprehensive Plan*¹⁰ identifies the conflicts resulting from the mix of commercial and residential uses. One concern with regard to conflicts between commercial and industrial uses stated in the *2013 Comprehensive Plan* is that industrially zoned areas in the Lemon Creek area, primarily near Costco, have been:

“...encroached upon by non-industrial uses that have generated traffic congestion, higher land prices and lease rates, and commercial neighbors who are intolerant of the noise, odors, glare, dust, and other impacts of industry.”

Current Zoning Reflects the Existing Land Uses

The CBJ is the major landowner of undeveloped lands surrounding the Lemon Creek area. The CBJ recently subdivided land on Renninger Drive and began selling lots for residential development.

The Lemon Creek area is a major center for shopping for the borough. The area to the east of Lemon Creek (the water body) and north of Glacier Highway is primarily zoned Industrial with some parcels zoned General Commercial. The area includes several retail and commercial enterprises including Costco, Home Depot, and the Alaskan Brewing Co.

The area to the east of Lemon Creek (the water body) and west of Glacier Highway is a mix of commercial and industrial uses,

10 City & Borough Juneau (2013)

and includes the Juneau Police Department Headquarters and the Capitol Disposal Landfill.

RELEVANT PLANS AND STUDIES

The *CBJ Buildable Sites Study*¹¹ determined that out of 739 acres of CBJ owned land in the area – 60 acres are available for residential development.

Subarea 5 of the *2013 Comprehensive Plan*¹² suggests creating an industrial by-pass road on the eastern side of Lemon Creek (the water body) and a residential access road on the western side of Lemon Creek (the water body), while a pedestrian bridge across Lemon Creek (the water body) has been identified as an opportunity to provide connection between residential and commercial uses and alleviate traffic on Glacier Highway.

Strengths...central location with vacant land available for commercial and housing development; flat, industrially zoned land; mix of uses that spur activity.

Weaknesses...landfill, vacant former Walmart site, lack of mixed-use in the Renninger Street area.

From notes taken at the Open House on March 10, 2016

11 City & Borough of Juneau (2006)

12 City & Borough of Juneau (2013)

CONCLUSION

The *2013 Comprehensive Plan* makes a clear connection between land use and transportation with an emphasis on improving the relationship between buildings and the street, providing a safe and comfortable environment in which to walk or bicycle for shorter trips, and using transit for longer travel. Additionally the plan promotes areas along transit routes to be developed as transit-oriented development along transit routes with a mixture of housing types, sizes, and prices, in proximity to commercial uses and employment.

The common vision of this plan may be accomplished with a new approach to how we think about zoning and other land use strategies. Land use policies and zoning regulations have remained largely unchanged in the Lemon Creek area over the past several decades. Thoughtful and innovative land development policies must be put into place to have a positive impact on how we experience this neighborhood. New policies and zoning regulations are essential to meeting the current needs of the community, while establishing future development patterns that should bring us closer to the vision of a stable and welcoming diverse community. Built upon the public process, the goals below relate to land use.

Other Resources for Land Use:

Juneau State Land Plan (1993)

<http://dnr.alaska.gov/mlw/planning/areaplans/juneau>

From notes taken at the Open House on March 10, 2016

GOAL 1: IMPLEMENT NEW ZONING THAT PROMOTES AND GUIDES DEVELOPMENT				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Promote mixed-use development as a business and neighborhood revitalization tool for underutilized sites i.e. the former Walmart location and Grant’s Plaza.	CDD, PC		short-term	
Action: Encourage sustainable development practices i.e. best stormwater management practices.	CDD, PC		on-going	
Action: Advance sustainable land use practices through zoning i.e. conservation zoning, inclusionary zoning, mixed-use zoning.	CDD, PC		short-term	
GOAL 2: IDENTIFY AND DEVELOP WASTE MANAGEMENT STRATEGIES THAT DECREASE THE IMPACTS ON THE LEMON CREEK AREA				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Identify an appropriate future location(s) for the landfill or transfer facility.	L&R, E&PW, CDD		mid-term	
Action: Decrease reliance on a landfill by implementing a mandatory borough-wide recycling program.	City Manager, E&PW		on-going	
Action: Develop a communication strategy between residents and CBJ to identify problems and workable solutions, specifically in relation to waste management.	E&PW	LCNA	short-term	
Action: Upon closure of the landfill the city should encourage that the space be developed as a park or recreational area.	P&R, CDD, City Manager	LCNA	long-term	

GOAL 3: PROMOTE A MIXED-USE ENVIRONMENT TO ENSURE A VIBRANT COMMUNITY AND QUALITY NEIGHBORHOODS

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Provide a variety of housing choices in residential portions of mixed-use buildings.	Chief Housing Officer, CDD		on-going	work with Chief Housing Officer and use HAP as guide
Action: Keep residential neighborhoods intact.	CDD, PC		on-going	
Action: Allow for industrial and commercial growth in strategically located areas.	CDD, PC, City Manager		on-going	
Action: Conserve land adjacent to Dzantik'i Heeni campus for the future need of a new elementary school.	L&R		on-going	CIP
Action: Identify potential land for the future need of a fire station.	L&R, CCFR		on-going	CIP
Action: Encourage an update to the Juneau State Land Plan and work with DNR on the update to ensure compatibility.	CDD, L&R		mid-term	

CHAPTER 4: NEIGHBORHOODS AND HOUSING

Neighborhoods are typically residential or commercial/industrial, urban or suburban. Neighborhoods may grow due to strategic planning or organically. Once attracting people for gold mining and dairy farming, the Lemon Creek area now is home to a mix of uses, creating diverse neighborhoods throughout the area.

The Lemon Creek area developed organically, with a mix of residential (single-family, multifamily), commercial (ranging from small locally owned shops and businesses to big box retail stores), and industrial (gravel extraction, landfill, trucking) uses. These diverse uses may at times lead to friction, and sufficient buffers between incompatible uses have not always been established between the residential areas and commercial/industrial areas. Nonetheless, it is Juneau’s mid-town location—halfway between the Mendenhall Valley and downtown Juneau—providing easy accessibility to employment, entertainment, and recreation thus providing the key ingredients for great neighborhoods. In addressing the tensions and working to enhance the area, this chapter reviews the current housing stock in the Lemon Creek area using data available from the 2010 U.S. Census, the 2010-14 American Community Survey (ACS), and CBJ Assessor’s information; provides briefs on the existing neighborhoods within the Lemon Creek area; and describes the existing housing stock.

Although the census area boundaries do not perfectly align with those selected for the Lemon Creek Area Plan boundary¹, the data presents an accurate enough picture to understand key characteristics associated with housing in the Lemon Creek area. Where possible, comparisons to the rest of CBJ have been made to place the figures for this area into context. Where ‘All Lemon Creek’ is referred to in Census Tables, it is the aggregation of data for three U.S. Census Block Groups (Block Groups 1-3) that overlap the Lemon Creek area.

LEMON CREEK AREA NEIGHBORHOODS

For the purposes of this plan, there are nine neighborhoods in the Lemon Creek area².

Residential subdivisions found in these nine neighborhoods include the Pinewood Subdivision, Gruening Park, Eagle’s Edge Subdivision, Mountain Meadows Subdivision, Creekside Mobile Home Park, Sunny Point, Switzer Village Mobile Home Park, Churchill Mobile Home Park, Vista Del Sol Subdivision, Jackie Street Subdivision and Ridgeview Subdivision.

In the Lemon Creek area, some residential uses are located in areas not residentially zoned. Notably, the location of the Housing First project, the Gastineau Human Services (GHS) building and other multifamily dwellings in the General

1 See Appendix G: 2010 U.S. Census Block Group Populations Map on page 162, and Lemon Creek Plan Boundary Map on page 160

2 See Lemon Creek Neighborhoods Map on page 161

Commercial area near Anka Street are creating a new multi-use neighborhood. This area was historically known as “Lemon Flats”, and throughout this Plan, the area is recognized again as the Lemon Flats neighborhood. The Concrete Way Subdivision is another commercial/industrial neighborhood that has grown over recent years. The following is a list of the major areas that have been developed over the years, resulting in the Lemon Creek area known today.



LEMON CREEK NEIGHBORHOODS

0 0.25 0.5 1 Miles

For a full size image of this map see Appendix G: Lemon Creek Neighborhoods Map on page 161

Credit: CBJ Community Development Department

Neighborhood: Concrete Way/Grant’s Plaza

Concrete Way is a subdivision located off of Glacier Highway created in 2005, and zoned Industrial. It contains new growth opportunities in retail, food, seafood, and manufacturing businesses.

- Principal access streets: Concrete Way, Tongsgard Court, and Short Street.

Grant’s Plaza was subdivided in 1960’s, and has been further subdivided over the years. Grant’s Plaza is located off of Glacier Highway, and is zoned Industrial; it contains a mix of uses more consistent with those typically found in a General Commercial zoning district. It is recommended that this area be considered for rezoning from Industrial to General Commercial or Light Commercial, to allow for a greater mix of uses that may create a better transition from the more industrial area of Concrete Way to the residential areas to the south and southeast.

- Principal access streets: Glacier Highway and Short Street.

Neighborhood: Lemon Flats

Lemon Flats is a mixed-use neighborhood and serves as one of Juneau’s main retail and industrial centers. The neighborhood has both Industrial and General Commercial zones and a mix of uses ranging from big-box retail to small locally owned shops, eateries, and recreational businesses; light to heavy industrial uses such as a brewery and gravel extraction; caretaker units, and single- and multifamily residential dwellings.

Gastineau Human Services (GHS) operates a variety of housing programs in this neighborhood, including the Juno House Transitional Living Program (28 beds – 22 men, 6 women) and the 85 bed Community Residential Center (CRC). GHS should soon be opening the Gastineau Recovery House, a 10 bed residential substance use treatment for those who have completed in-patient treatment and need continuing high levels of support to remain clean and sober.

- Principal access street: Anka Street.

The Juneau Housing First Collaborative Forget-Me-Not-Manor, permanent supportive housing project, opened in September 2017. It was an \$8.3 million dollar project that combines 32 units of permanent supportive housing and on-site, JAMHI Health & Wellness, Inc. Community Health Center which offers healthcare, behavioral health, dental, and pharmacy services for the residents and the community at-large.

The permanent supportive housing is staffed 42 hours, 7-days a week and includes a facility director, benefits coordinator (2), housing specialist (2), a driver, and a front desk personnel (5). Studio apartment residences are located on the 2nd and 3rd floors with dining room, kitchen, conference room, meeting rooms, and office space on the ground level. Forget-Me-Not Manor shares a parking lot with the headquarters for the Tlingit-Haida Regional Housing Authority.

- Principal access street: Allen Court.

Neighborhood: Churchill

The Churchill Mobile Home Park was first developed in 1965 and has 92 spaces for mobile units. Churchill is east of the Pinewood Subdivision and west of the Lemon Creek Correctional Center, and is zoned D15. It is recommended that this area be rezoned to D10SF, which is intended to accommodate primarily single-family residential development at a density of 10 units per acre. This zoning would serve as a transition between the existing D10 zoning district along Lemon Creek and the existing Pinewood Subdivision to the west, which is zoned D5.

- Principal access streets: Davis Avenue and Churchill Way.

Riveredge Park condos was constructed in 2006 - 2007, and is located in a D10 zoning district. The development borders Lemon Creek (the water body) to the south, and consists of 21 condos, and provides land for a 12 foot wide walking path along the creek, and a park area which has not yet been developed. It is recommended that this walking path is revisited as a potential pedestrian linkage³.

- Principal access street: Davis Avenue.

Neighborhood: Pinewood

The Pinewood Subdivision contains 247 lots and is bordered by Lemon Creek (the water body) to the south, Tongass National Forest to the north, Mountain Avenue to the east, and Alaska

³ See Chapter 6, *Natural Resources & Recreation* on page 49

Avenue to the west, and is zoned D5. The lots are approximately 12,000 square feet and contain mostly single-family homes and duplexes. A number of lots in the Pinewood subdivision are located in wetlands and remain undeveloped under CBJ ownership. These lots are part of the Switzer Creek view shed. It is recommended that the CBJ permanently protect this area for open space and recreation.

- Principal access streets: Central Avenue and Davis Avenue.

Manufactured homes and mobile homes are both regulated by the US Department of Housing and Urban Development (HUD). According to HUD, a factory-built home produced prior to June 15, 1976 is a mobile home and one built after June 15, 1976 is a manufactured home.

Neighborhood: Creekside

Creekside Mobile Home Park, which has been occupied since the 1970s, is a mixture of 96 mobile and manufactured homes, and is zoned D15. The Creekside neighborhood is south of Glacier Highway and is bordered by Lemon Creek (the water body) to the south and east, the Juneau Police Headquarters to the west, and the Eagle’s Edge Subdivision to the north.

The Eagle’s Edge Subdivision was platted in 1984, and contains 88 manufactured homes on individual lots that are roughly 5,000 square feet.

The Mountain Meadows Subdivision was platted in 2008, and contains 30 manufactured home sites on one lot that is approximately 4 acres.

- Principal access streets: Belardi Drive and Alaway Avenue.

Neighborhood: Gruening

The Gruening Park neighborhood consists of three multifamily housing developments: Gruening Park, Ravenwood Apartments, and Eaglewood Apartments. The area is zoned D15. All three developments are operated by the Alaska Housing Development Corporation. Gruening Park, located between Renninger Street and Northwood Drive, is a multifamily development with a total of 96 units. A quarter of those units are reserved for residents who need some form of rental assistance. Ravenswood Apartments and Eaglewood Apartments together have a total of 40 units.

The Renninger Subdivision was platted in 2016, and consists of 13 acres with six platted lots zoned D15. The land is owned by the CBJ, except for Lot 3, which was recently sold to the Alaska Development Corporation. Currently, Lot 3 is being developed by the Juneau Housing Trust (JHT) in partnership with the Juneau Home Build Program. The proposed project contains seven single-family owner-occupied dwellings on land to be

held in trust by the JHT to ensure that the dwellings remain affordable in perpetuity.

Lots 6 and 7 were sold to the Alaska Housing Development Corporation for approximately 30 units of multifamily development, targeting workforce housing⁴. Lots 2, 4, and 5 may be disposed of in the future for housing.

- Principal access streets: Renninger Street, Northwood Drive, and Gruening Park Drive.

Neighborhood: Switzer Village

Switzer Village Mobile Home Park is situated along the banks of Switzer Creek. In 1970, 190 units were approved on 29 acres. Over the years, the park expanded and now encompasses 300 units on 40 acres. The area is zoned D15.

- Principal access streets: Schneider Drive, Scott Drive, Whitehead Drive, and Renninger Street.

Neighborhood: 7 - 8 Mile

The neighborhood stretches along Glacier Highway at miles 7 through 8 and is a mix of residential and public facilities. It is zoned D5, D15, D18, and Light Commercial. It contains approximately 30 acres of undeveloped land zoned D5 that is owned by the State of Alaska Mental Health Trust. It is recommended that this land be consolidated into larger tracts for ease of future development, and that the CBJ encourage the development of this land for future housing needs.

Urban Service Area – to promote ‘in-fill’ development, the Comprehensive Plan designates approximately 23.9 square mile area within the urban and suburban areas of the City and Borough of Juneau boundaries as an Urban Service Area, within which water, sewer, access roads, and other community services are provided or should be in the near future. Providing community services to this compact area is efficient and convenient for users. After a thorough review of buildable land within the Urban Service Area, CBJ may seek to extend the boundary to provide adequate land for compact development at a minimum residential density of 10 units per gross acre.

Buildable Land – This term is used in the 2013 Comprehensive Plan and is considered to be vacant or underused land that is relatively flat and dry; that is, with slopes of less than 18 percent and without high value (Class A and B) wetlands. Land with this designation lends itself to easier development at a density that does not make construction of infrastructure overly expensive and therefore makes dwelling rents/purchase affordable for those that earn around or below the average household income.

⁴ Workforce housing is housing for residents who earn 60-120% of the Area Median Income (AMI).

Vista Del Sol Subdivision, containing 24 lots, was platted in 2012 and is located along the 7-Mile stretch of Glacier Highway. The area is zoned D5, with single-family lots ranging in size from approximately 7,000 square feet to 11,000 square feet.

- Principal access streets: Vista Del Sol Drive.

The Ridgeview Subdivision preliminary plat was approved in 2016. The entire site is approximately 20 acres and is zoned D18 in its entirety. The subdivision provides for 24 commonwall single-family dwellings on approximately two acres of land; the remaining land is subdivided into an approximately two acre parcel and a 15 acre parcel.

- Principal access streets: Seymour Way and Wildview Court (per the Preliminary Plat).

The CBJ Public Works Facilities is located at 7100 Glacier Highway and is zoned Light Commercial. The site consists of consolidated facilities of CBJ Public Works including a Streets Building; a Fleet Maintenance Building; and fuel bays, parking, and other ancillary facilities.

- Principal access streets: Glacier Highway.

State of Alaska Department of Transportation and Public Facilities (DOT&PF) Southcoast Region's headquarters are located in Juneau. The Alaska Marine Highway System Reservation facility and the DOT & PF offices are located at 6860 Glacier Highway, adjacent to the CBJ Public Works Facilities. The site is zoned Light Commercial.

- Principal access street: Glacier Highway.

Area Median Income – (AMI) is the household income for the median, or middle, household in a region. The median divides the income distribution into two equal parts: one half of the households in the region fall below the median income and one half of the households are above the median. This is further adjusted by household size. Each year, the Department of Housing and Urban Development (HUD) calculates the median income for every local region in the country.

Affordable Housing – Dwelling units of all types that are affordable to residents whose income is below the median household income level established annually for the CBJ region by HUD per household size. The generally accepted governmental standard for determining whether a person or household can afford housing is whether they are spending no more than 30 percent of their gross monthly income on housing costs, including essential utilities such as water, sanitary sewer service, garbage, and home heating.

Workforce Housing – Housing that is affordable for to households that have an annual income that is 50% to 120% of AMI.

Low Income Housing – Housing that is affordable for households that do not exceed 60% AMI. Very low income is a household with an annual income that does not exceed 30% AMI.

Neighborhood: Sunny Point

Sunny Point was platted in 1918, and has been further subdivided over the years. It is zoned D5 and consists of a peninsula of land surrounded by the Mendenhall Wetlands State Game Refuge to the east, south, and west, and Egan Drive to the north. Lot sizes range from 10,000 square feet to several acres of land. The dwellings are a mix of single-family residential, duplex, and mobile homes.

- Principal access street: Sunny Drive.

EXISTING CONDITIONS

The Lemon Creek area contains a wide range of housing types which reflect the variety of residential zoning districts present in the area. There were 1,197 dwelling units reported in the 2010 U.S. Census; this was 9.2% of Juneau’s total housing stock at the time. As of 2016, the CBJ Assessor’s database reported a total of 1,417 residential units. The increase in the number of dwelling units from 2010 to 2016 can mainly be attributed to the development of the River Edge Park condominiums, Mountain Meadows, and Vista Del Sol developments.

Despite this increase, it is recognized that the borough has suffered from a shortage of housing supply, limited housing choices, and a high proportion of cost-burdened households where residents pay 30% or more of their income for housing.

The *Housing Action Plan*⁵ (*HAP*) recommends the creation of 1,980 new housing units borough-wide (66 annually) for all

5 City & Borough of Juneau (2016) *Housing Action Plan*

housing types over the next thirty years. Given land constraints, the cost of development, and other barriers it is important to prioritize housing for young families, workers, and seniors in neighborhoods that are within the Urban Service Area.

Vacant Dwellings

A large percentage of housing units were occupied in the Lemon Creek area according to 2010 census data—95% of all dwellings in the area were occupied. This was consistent across all three census block groups. The average number of dwellings occupied borough-wide was 93.3%.

A vacancy rate of 5% for each type of housing is generally indicative that there is adequate choice in the type, size, and price of housing.⁶ While a 5% vacancy rate may not be a healthy vacancy rate for all housing types, it may be a healthy vacancy rate for multifamily residences.⁷ The *HAP* identifies particular segments of the housing market for which there is pent up demand, including single-family dwellings, starter rental housing, senior housing (including independent living and assisted living) workforce housing, and low-income affordable housing.

Tenure Status

The ownership and occupancy status of all dwelling units was analyzed using 2010 census data. The number of dwellings owned with no outstanding mortgages or loans was higher

6 City & Borough of Juneau (2013)

7 *Ibid.*

than the borough as a whole, but there were also a higher percentage of dwellings that were renter-occupied compared to the remainder of the borough.

Cost Burdened Households

According to the US Department of Housing and Urban Development, households spending more than 30 percent of their gross income on housing costs are considered to be “cost-burdened”.⁸ Households spending more than 50 percent are considered to be “severely cost-burdened”.⁹ Of the 19 organized boroughs in Alaska, Juneau’s housing market ranks as the fourth most expensive. Using ACS 2010-2014 data, the Lemon Creek area has a higher proportion of households that spend more than 30 percent of their gross monthly income on housing expenses when compared to the borough as a whole.¹⁰ People whose housing costs exceed these thresholds are likely to struggle to pay for other basic needs, forcing difficult trade-offs.

Year Built

According to 2010-2014 ACS data, all three Census Block Groups in the Lemon Creek area have a comparable median housing age to the City and Borough. However, when broken down into decade of construction, it can be seen that in the Lemon Creek area there were few dwellings constructed prior

to 1960. Between 1960 and 1969 there was a marked increase in the number of dwellings built in the area.

The number of dwellings constructed doubled from 1970 to 1979, and the Lemon Creek area has a higher proportion of dwelling units built in this period than Juneau as a whole. Of the 414 homes that were added between 1970 and 1979, 267 of those were new mobile units that were added to Switzer Creek. The remaining 147 units were mostly developed in the Pinewood and Gruening Park neighborhoods. With the exception of 2000-09, the growth of the Lemon Creek area has mirrored that seen borough-wide.

CBJ 2016 Area Median Income (AMI) Limit

Income limits (calculated for a 4 person household)

<i>Extremely Low-Income</i>	<i>(0-30% AMI)</i>	<i>= \$30,380</i>
<i>Very Low-Income</i>	<i>(30%-50% AMI)</i>	<i>= \$48,800</i>
<i>Low-Income</i>	<i>(50%-60%)</i>	<i>= \$65,700</i>
<i>Median Family Income</i>	<i>(100%)</i>	<i>= \$97,600</i>
<i>Workforce Housing</i>	<i>(60%-120% AMI)</i>	<i>= \$58,560 - \$117,120</i>

Source: Housing Action Plan & U.S. Department of Housing and Urban Development

8 United States Department of Housing and Urban Development (2017)

9 Ibid.

10 Ibid.

Housing Mix

The ACS and CBJ Assessor data were examined to understand what types of housing are present in the Lemon Creek area. The Lemon Creek area has a much higher proportion of mobile/manufactured homes compared to the borough as a whole with nearly half of all dwellings being mobile/manufactured homes. The area also has a much lower proportion of single family dwellings. Financing trends for re-sale and preservation should be monitored carefully.

Currently, there are very few options available for mobile/manufactured home financing in mobile home parks as the preference among local and national lenders are to focus on financing of mobile/manufactured homes on individual lots.

Future efforts need to consider how to provide more mixed-income housing options, as well as increased access to education and employment opportunities.

RELEVANT PLANS AND STUDIES

The *2013 Comprehensive Plan*¹¹ serves as a long range blueprint designed to guide the growth, development, and conservation of valued resources within our community to the year 2033.

The *2013 Comprehensive Plan* section on Housing (chapter 4) recommends policies that encourage adequate housing for all Juneau residents and that protect the character and livability of Juneau's neighborhoods including demand and affordability,

¹¹ City & Borough of Juneau (2013)



Credit: Community Development Department Staff

homelessness, loss of housing, and supply of land for housing. The Lemon Creek area, with its mix of housing types, has contributed to addressing all of these housing issues.

The Plan identifies 10 dwelling units per acre as the threshold necessary to reduce infrastructure costs to achieve density and promote affordability.

The Plan presents results of a 2006 review which identifies 'buildable' land within the borough.¹² The study identifies approximately 60 acres out of 739 acres of currently vacant CBJ-owned land in the Lemon Creek area that are buildable. This does not include 30 acres of land that had been designated

¹² City & Borough of Juneau (2006)

for a future elementary school and covered play area next to Dzantik'i Heeni Middle School. The recent Renninger subdivision on Jackie Street (13 acres) is included in this figure.¹³

The Plan also discusses the principle of transit-oriented development (TOD). This type of development would ideally see medium to high density zoning districts along roads served by frequent transit services. The Lemon Creek area has existing zoning along Glacier Highway that facilitates this style of development with minimal impact on the surrounding neighborhoods. The development of the *HAP* was an action item noted in the *2013 Comprehensive Plan* and again in the *Juneau Economic Development Plan*¹⁴ based on concerns that the shortage of affordable housing limits economic growth and is a competitive disadvantage for employers and local businesses.

The *HAP* indicates that due to borough-wide housing challenges the CBJ has to spend its own resources, uphold policies, create housing, and streamline permitting to reach an overall goal of 1,980 newly constructed units by 2046 to help alleviate housing shortages. Meeting this goal requires efforts from all sectors: CBJ, housing developers, affordable housing and homeless advocates, and individual homeowners and landlords.

13 See Appendix G: CBJ Switzer Lands Residential Developmental Study Area Map on page 173

14 City & Borough of Juneau (2015)

Of the many recommendations in the *HAP* the strategies that are more pertinent for the Lemon Creek area include:

- Develop a Neighborhood Plan.
- Encourage new construction of workforce, senior, and homeowner opportunities for young adults, families and seniors.
- Preserve affordable rental units (10 annual borough-wide).
- Preserve mobile homes (5 annual borough-wide).
- Encourage rehabilitation and energy efficiency upgrades.
- Dispose of CBJ-owned land for housing purposes.

Transit-oriented development (TOD) is a type of community development that includes a mixture of housing, office, retail and/or other amenities integrated into a walkable neighborhood and located within a half-mile of quality public transportation. TOD creates better access to jobs, housing, and opportunity for people of all ages and incomes. Successful TOD provides people from all walks of life with convenient, affordable, and active lifestyles and creates places where our children can play and our parents can grow old comfortably.

Source: Reconnecting America (2017)

As stated earlier, the Lemon Creek area is in a position to achieve the goals of the *HAP* because its zoning districts allow for compact development at medium- to high-densities.

As a target goal for compact development, a minimum density of ten dwelling units per acre for residentially zoned lands would be an efficient use of these limited land resources. The Lemon Creek area’s residential zoning currently consists of D5, D10, D15, and D18 districts, thus providing for the opportunity for compact development.

Additionally, the CBJ has two programs that, when implemented, could help meet some of the HAP goals in the Lemon Creek area:

- ***CBJ Mobile Home Down Payment Assistance Program*** CBJ has partnered with a local housing lender to create a program that provides low interest loans to qualified residents for up to 50% of the down payment. Residents must be able to match the other 50%. Loans should be available at 1% interest and are not to exceed \$10,000. The borrower should have up to five years to pay back the loan.
- ***CBJ Homeowner Accessory Apartment Incentive Grant Program*** provides \$6,000 in grant funding for homeowners to add an accessory apartment to their home.

Workforce Housing...It is critical for people to have the option to live near where they work, particularly those workers who are most essential to the local economy. Vital employees include teachers, emergency service workers, nurses, and retail clerks, many of whom find that most existing and newly constructed housing is simply priced beyond their reach.

National Real Estate Investor (2016)

The *Juneau Economic Development Plan*¹⁵ (*JEDP*) (adopted by Ordinance 2015-10) is a 10-year economic development map for Juneau. On page 20 the Plan states:

“In Juneau, housing is widely regarded as a constraint on economic growth, thus the central role of the “Promote Housing Affordability and Availability” initiative in the Juneau Economic Plan. A housing market with better balance between supply and demand would, for example, makes [sic] it easier for employers to fill positions that are now vacant because of housing cost and availability barriers. Based on anecdotal evidence, it’s possible that Juneau’s employment base would be several hundred jobs larger than it is currently, if not for housing barriers. However, it is clear that resolving Juneau’s housing challenges will take time, perhaps

¹⁵ Ibid.

many years before the community can, with some confidence, believe that housing is no longer acting as a major barrier to the community's collective economic opportunity".

The *CBJ Land Management Plan*¹⁶ provides direction to CBJ for the acquisition and disposal of land. The Plan includes 12 recommendations, including three recommendations relevant to the Lemon Creek area:

- Development of the Renninger Subdivision.
- Feasibility study for further residential development in the Switzer Creek neighborhood.
- Investigation of future industrial/commercial land sale of the CBJ gravel pit property adjacent to the Home Depot.

The *CBJ Switzer Lands Residential Development Study*¹⁷ identified a number of CBJ-owned parcels in the Switzer Creek area as having residential development potential. Based on the results of this study, three large tracts were identified as areas in which additional residential development may occur¹⁸:

Area 1 consists of approximately 58 acres and includes land to the west of Dzantik'i Heeni Middle School. The recommendation is for development in this area to be based around plans for the School District to construct a new elementary school.

The development potential of these lots is restricted by some steeper slopes and wetlands.

Area 2 consists of approximately 7.8 acres and includes the recent Renninger subdivision, which was platted in 2016. This created six new lots, with the intention of selling to private developers or non-profit organizations to develop multifamily housing. The development potential of these lots is restricted by some steeper slopes and wetlands.

Area 3 consists of approximately 61 acres and is a small bench on the hill located above the Churchill Way Mobile Home Park and Pinewood Subdivision. Development would require a right-of-way to be extended to serve the area. The area is surrounded by steep slopes, wetlands, and anadromous streams.

The CBJ was permitted a sand and gravel extraction location east of Area 3 in 2007. Due to variables associated with resource extraction, including but not limited to, the extent of materials, quality of materials, and use of materials, it is difficult to determine when the resource area may be depleted. This area is zoned D5 and Rural Reserve. D5 is intended to accommodate primarily single-family and duplex development at a density of five units per acre. It is recommended to consider rezoning this area to D10SF.

Stabilizing and Enhancing Neighborhoods

One of the core intentions of the *Lemon Creek Area Plan* is to address quality-of-life challenges that affect all neighborhoods in the area, such as public safety; maintaining and developing

16 City & Borough of Juneau (2016) *Land Management Plan*

17 City & Borough of Juneau (2012) *CBJ Switzer Lands Development Study*

18 See CBJ Switzer Lands Residential Development Study Area Map on page 173

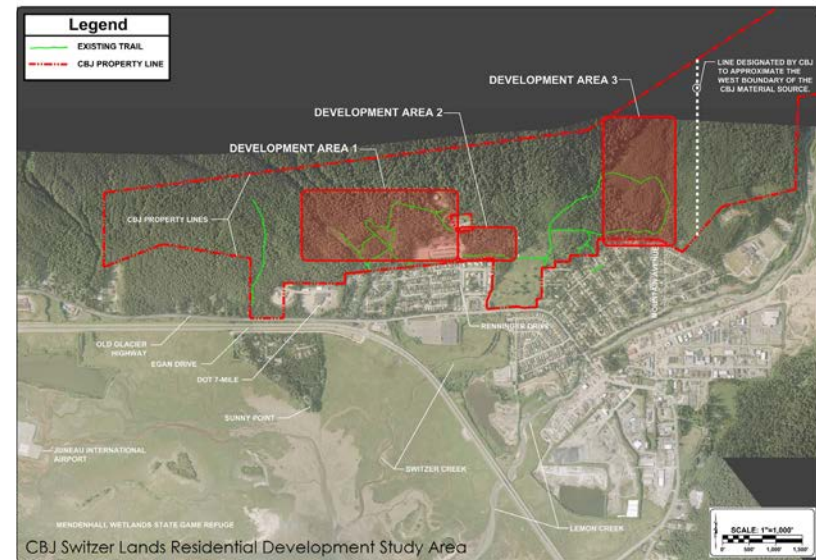
attractive, quality housing (specifically workforce housing); protecting viewsheds and environmentally valued attributes; and enhancing recreational opportunities for all users.

Based solely on existing zoning there is the potential to greatly increase the number of dwelling units in the Lemon Creek area, and while the high number of potential units may seem a sharp increase from today's number, in reality only a fraction of these units could be developed. A combination of wetlands and other important habitat areas, conservation areas, topography, building height and lot coverage restrictions, parking requirements, and right-of-way dedications, all act as limiting influences on future development.

The clustering of dwelling units on a smaller portion of the total lot area is sometimes used to maximize possible housing density, but this can still only help realize a fraction of the allowable density for the same reasons listed above.

Many other areas in the borough are seeing increased numbers of housing units. In terms of development costs and provision of public services and utilities, it makes more fiscal sense to concentrate new housing development where necessary services already exist. To this end, the Urban Service Area Boundary¹⁹ as identified in the *2013 Comprehensive Plan* provides a clear boundary beyond which municipal services, in particular water and sewer, should not be expanded. The principle is that more users should reduce the average cost per user, benefiting the whole community.

¹⁹ See Appendix G: Urban Service Area Boundary Map on page 172



For a full size image of this map see Appendix G: CBJ Switzer Lands Residential Developmental Study Area Map on page 173
Credit: CBJ Lands Division

Increasing the number of housing units in the Lemon Creek area may also provide a user base that encourages new businesses to develop and justify more spending on local public facilities and recreational opportunities in the area.

While increasing housing in the Lemon Creek area is a desired outcome of the plans mentioned above, it is critical that the right mix of housing is achieved. Workforce housing in the Lemon Creek area makes sense. Its central location and diverse neighborhoods make it an attractive option for municipal workers, public safety responders, teachers, and retail and industrial employees. Living where you work generates

investment and strengthens the fabric of the area—sustaining safe, attractive neighborhoods.

CONCLUSION

The Lemon Creek area is uniquely situated in Juneau in that it already contains a diverse housing stock in terms of tenure and housing type. The area also has an opportunity for future residential growth based on the availability of CBJ-owned lands and other buildable parcels, as well as residential zoning districts that may foster development at medium- to high-densities creating the opportunity for walkable, quality neighborhoods.

The ability to expand on these housing resources should coincide with efforts to develop facilities and employment opportunities as well as other neighborhood enhancements such as pedestrian paths, parks, signage, and landscaping, while building an attractive transportation corridor to tie the community together.

The aging stock of manufactured/mobile homes is a concern. How should they be disposed of and what type of housing should replace them? How do we create affordable, quality homes, quality housing for the growing senior population, and affordable rental units? These challenges exist borough-wide and are not unique to the Lemon Creek area.

Barriers to new housing developments in the Lemon Creek area include a perceived image that may make the area less desirable to developers and home owners than other parts of

Juneau. This image of the area may be due, in part, to a mix of incompatible uses in some neighborhoods, the location of the regional correctional facility, and the landfill. As stated in the Land Use Chapter, identifying and implementing waste management strategies that decrease the impacts on the Lemon Creek area is critical to the quality of life for residents.

Efforts should be made to develop the facilities and opportunities that make the area more attractive to the residents of Juneau, which in turn should encourage a greater desire to live in the area. The Lemon Creek area is unique in that it provides many affordable and special needs housing opportunities. The focus moving forward should be on workforce housing, connectivity, buffers between incompatible uses, better site design for developments that border different zoning districts, and other neighborhood enhancements such as bicycle and pedestrian paths and parks. Improved pedestrian links, common street features, signage, landscaping, an attractive transportation corridor, and a focal point for the entire planning area are just some of the tools that could assist in this.

GOAL 1: CREATE AND SUSTAIN VIABLE, SAFE AND DIVERSE NEIGHBORHOODS THAT WORK TOGETHER				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Maximize compatibility between residential and non-residential uses by ensuring appropriate buffers and distance.	CDD, PC		on-going	
Action: Recognize that the composition of “neighborhoods” may be residential, non-residential or both, and require buffers and transitional uses that knit neighborhoods together.	CDD, PC		on-going	
Action: Preserve, protect, and enhance neighborhood aesthetics and natural and historic resources, including the Switzer Creek viewshed. Prevent encroachment of other activities into the legacy neighborhood of Pinewood Park.	CDD, PC	JWP	on-going	
Action: Consolidate the platted lots that make up the Switzer Creek area between the Pinewood Park Subdivision and Gruening Park and permanently protect this land for open space and recreation.	L&R, CDD	JWP	short-term	CIP
Action: Explore and implement methods to expand the Lemon Creek area’s housing options for workforce housing and senior housing, such as commonwalls and senior living communities.	L&R, Chief Housing Officer		mid-term	
Action: Make available suitable CBJ-owned lands to transfer to for-profit and/or non-profit residential development that would result in a mix of housing options.	L&R, CDD, PC		mid-term	
Action: Consider rezoning Grant’s Plaza from Industrial to Light Commercial, General Commercial, or Mixed-Use.	CDD, PC		short-term	
Action: Encourage the formation of neighborhood organizations to increase involvement of residents, owners, and businesses that focus on creating healthy and livable neighborhoods.		LCNA	short-term	

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area.	P&R		short-term	
Action: Explore neighborhood residents' concerns regarding street lighting.	E&PW	LCNA	short-term	
GOAL 2: DESIGNATE BUILDABLE LAND, PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE AFFORDABLE HOUSING TO ALL ECONOMIC GROUPS				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Develop housing targets for the Lemon Creek area, as recommended by the HAP, consistent with recommended zone changes identified in this plan. Housing targets should be developed with input from area residents and stakeholders. Lemon Creek area housing targets for various housing types should be equitable to other CBJ neighborhoods. Prior to planning development of CBJ owned lands for housing in the Lemon Creek area, CBJ should seek input from area residents and stakeholders.	Chief Housing Officer, L&R, CDD		short-term	
Action: Maintain Area 1 of the CBJ Switzer Lands Residential Development Study as D15.	CDD, L&R		on-going	
Action: Maintain Area 2 of the CBJ Switzer Lands Residential Development Study as D15.	CDD, L&R		on-going	
Action: Consider rezoning Area 3 of the CBJ Switzer Lands Residential Development Study to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision.	CDD, PC		mid-term	
Action: Consider rezoning Churchill Mobile Park to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision.	CDD, PC		mid-term	

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Designate suitable land within one-quarter mile distance from public transit routes as a Transit Oriented Corridor (TOC) overlay zoning district allowing for medium-to high-density housing in wholly residential or mixed use developments.	CDD, PC		mid-term	
Action: Encourage the consolidation and development of the Mental Health Trust properties.	City Manager, Chief Housing Officer, CDD		mid-term	
GOAL 3: ENSURE THAT THE LEMON CREEK AREA'S HOUSING STOCK IS SAFE AND AVAILABLE FOR OCCUPANCY				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Consistent with the Housing Action Plan, the CBJ should adopt tools to identify and improve derelict housing stock and properties, e.g.: Neighborhood Improvement Grants, Healthy Neighborhoods Grants, code compliance upgrade grants, and community land trust. ²⁰	Chief Housing Officer, CDD		short-term	
Action: Identify mobile and manufactured home parks and/or subdivisions that may be appropriate for redevelopment ranging from renovated mobile homes to single, duplex, and multifamily housing.	CDD, Chief Housing Officer		mid-term	

²⁰ What is a community land trust (CLT)? CLTs are nonprofit organizations - governed by a board of CLT residents, community residents, and public representatives - that provide lasting community assets and permanently affordable housing opportunities for families and communities. CLTs develop rural and urban agriculture projects, commercial spaces to serve local communities, affordable rental and cooperative housing projects, and conserve land or urban green spaces. However, the heart of their work is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower income families.

CHAPTER 5: TRANSPORTATION AND INFRASTRUCTURE

The Lemon Creek area is home to over 3,500 people; it is centrally located and is home to Juneau’s most popular shopping destinations and heavy industrial uses. Due to this disparity in uses, traveling through the Lemon Creek area can be a challenge, regardless of the mode of transportation. A successful neighborhood should have a safe, attractive, and efficient transportation infrastructure to serve those who live, work, learn, shop, and recreate there. Over the next decade, priority should be given to creating a more connected Lemon Creek area that benefits all users.

This chapter examines the existing transportation system in the area, and reviews current and future transportation plans that have the potential to impact the neighborhood.

CURRENT AND EXISTING CONDITIONS

Historically, Glacier Highway was the main vehicular route that connected downtown Juneau with the Mendenhall Valley, and further out the road. With the construction of Egan Drive, the portion of Glacier Highway in the Lemon Creek area became more heavily used by industrial and commercial traffic, while still serving the predominantly residential uses on the west side of the area. As commercial and industrial development increased in the Lemon Flats neighborhood, the impacts of these uses have at times produced negative impacts on the surrounding residential neighborhoods and users of the area. Dust and debris on the road from traffic, especially industrial

traffic, and winter road treatment, are a concern of the community, especially for bicyclists and pedestrians.



Credit: (2012). Juneau Safe Routes to Schools Plan. Juneau.

The Lemon Flats area¹ consists of heavy commercial and industrial uses, with high volumes of trucking activity. Currently, the only access into this popular commercial area is from Glacier Highway to Anka Street, which also services Hidden Valley, where a portion of the borough’s gravel extraction occurs.

Existing non-motorized infrastructure includes a sidewalk on the north side of Glacier Highway throughout the area, and unseparated bike lanes in both directions along Glacier Highway. Previous studies have evaluated the Lemon Creek

¹ See Appendix G: Lemon Creek Neighborhoods Map on page 161

area's transportation network, and made recommendations for additional infrastructure and other improvements that have yet to be implemented.² As Glacier Highway serves as the only thoroughfare between downtown, Twin Lakes, and the Mendenhall Valley that allows pedestrians and bicyclists, additional accommodations should be made for improved motorized and non-motorized transportation.

At the time of this planning process, Alaska Department of Transportation and Public Facilities (DOT&PF) was designing a federally funded project through the Lemon Creek area along Glacier Highway.³ The design currently provides for reconstructing Glacier Highway, and installing pedestrian and bicycle improvements, including sidewalks, crosswalks with pedestrian islands, and bus pullouts. The project includes a roundabout at the intersection of Renninger Street and Glacier Highway, and the installation of a traffic signal at the Davis Avenue intersection.

At the time of this planning process, DOT&PF is beginning a Planning and Environmental Linkage (PEL) study to evaluate improvement alternatives for the Egan Drive and Yandukin (Fred Meyer) intersection. Multiple alternatives should be considered including construction of an overpass near the current intersection and extension of Lemon Spur Road to the Egan Drive and Glacier Highway (McNugget) intersection.

² See Appendix C: Referenced Plans and Studies on page 149

³ Alaska Department of Transportation & Public Facilities (2017) *Juneau Glacier Highway (Lemon Creek Area) Improvements Project*

This plan (2013 Comprehensive Plan) and improvement program should include, at a minimum, the following transportation elements:

A. Develop a complete sidewalk system and separated pedestrian/bicycle path throughout the Lemon/Switzer Creek neighborhood, connecting residential land uses to schools, playgrounds, employment centers, retailers, and transit facilities;

B. Construct an industrial vehicle bypass route located away from residential neighborhoods and providing access for heavy vehicles, connecting the industrial area around the Lemon Creek gravel pits to Egan Drive via Glacier Highway;

C. (This item relates to activity located outside of this study area and has been removed from this list to avoid confusion).

D. Improvements to intersections in order to assure a Level of Service of D or better throughout the Plan study area;

E. Crosswalks across Glacier Highway in mid-block or non-signalized locations should utilize medians for mid-crossing pedestrian refuges; the existing center turn lane should be eliminated except where it is needed for vehicles to queue for left turns off of Glacier Highway at major intersections. Medians should be used to reduce the number of locations where left turns onto Glacier Highway are possible. Snow removal and storage need to be considered in redesigning the roadway; and,

F. Pedestrian-scale illumination, "bulb-outs" at intersections, medians, and other design treatments which provide visual cues to drivers regarding crossing locations and which lead drivers to adjust their speed accordingly.

City & Borough of Juneau (2013), Chapter 8, Implementing Action 8.8 IA7

The Lemon Creek area encompasses an extensive trail system that accesses the Lemon Creek valley, and wetland meadows surrounding Switzer Creek. These trails are discussed in greater detail in the Natural Resources and Recreation chapter of this plan.

Maintenance

Improved and routine maintenance to roadways, bicycle lanes, sidewalks, and separated paths was a consistent theme heard during this planning process. Maintenance of infrastructure is a critical issue in Juneau, especially in the winter when snow removal is a particular concern.

Streets and separated paths are ideally designed to facilitate maintenance and snow removal.⁴ The current practice of using roadway shoulders, bike lanes, and sidewalks for snow storage forces pedestrians and other non-motorized users to travel in the vehicular way, increasing their exposure to vehicle traffic. Providing a buffer between the travel way and sidewalks as an alternative design, may provide snow storage capacity that does not interfere with non-motorized routes.

RELEVANT PLANS AND STUDIES

Chapter 8 of the *2013 Comprehensive Plan*⁵ identifies the Lemon Creek area as having many pedestrians—children and adults—who use public transit facilities, noting that there is insufficient sidewalk infrastructure to move around the

4 City & Borough of Juneau (2009)

5 City & Borough of Juneau Alaska (2013)

neighborhood and to areas beyond the neighborhood. Conflict arises between pedestrians, bicyclists, and heavy trucks traveling to the industrial and commercial areas in the Lemon Creek area . The *2013 Comprehensive Plan*, Chapter 8 (see call-out box on page 42), states that the CBJ should develop and implement a neighborhood transportation facilities improvement plan for roadway access, sidewalks, pedestrian crossings, bus pullouts and shelters, and intersection control and new intersections.

The *Transit Development Plan*⁶ outlines recommendations for existing bus service throughout the Borough , including a focus on providing service through Commercial Boulevard to large retailers and employers like Costco, Alaskan Brewing Co., and the Home Depot in the Lemon Creek area.



Credit: Juneau Empire

6 City & Borough of Juneau (2008, update 2014)

The *Juneau Safe Routes to Schools Plan*⁷ recommends improvements to transportation facilities for student safety.⁸ Dzantik'i Heeni Middle School is the only Juneau public school located in the area; the Juneau Christian Center and Seventh Day Adventists also have private schools in the area. The plan recommends engineering, infrastructure, and maintenance improvements and actions, such as creating signage, enhancing crosswalks, trail maintenance, and sidewalk and bicycle improvements throughout the Lemon Creek area. The plan also outlines encouragement and education improvements, so that students know the importance of walking and biking as exercise, and are aware of the best routes through the area.

The *Juneau Non-Motorized Transportation Plan*⁹, adopted by ordinance in 2009, focuses on improvements to sidewalks, crosswalks, and bike lanes in the area. The DOT&PF construction plans¹⁰ for Glacier Highway improvements would add a sidewalk on the south or seaward side of Glacier Highway, and add a bicycle crossing at the intersection with Vanderbilt Hill Road and Glacier Highway.

The *Area-Wide Transportation Plan*¹¹ (*AWTP*) adopted by resolution in 2001, states medium and long-term project priorities focusing on mitigating the conflict between local residential traffic and industrial/commercial traffic in the area.

7 City & Borough of Juneau (2012) *Juneau Safe Routes to Schools Plan*

8 Note: This Plan is not adopted as part of the Comprehensive Plan, but is used to acquire State and Federal funding

9 City & Borough of Juneau (2009)

10 Alaska Department of Transportation & Public Facilities (2017) *Juneau Glacier Highway (Lemon Creek Area) Improvements Project*

11 City & Borough of Juneau (2001)

A new street is proposed by the plan to cross Lemon Creek (the water body) and connect Anka Street and Davis Street. This would allow traffic to access the commercial area without having to use Glacier Highway. The plan recommends this route be the main access to the Lemon Creek Correctional Facility.

The reoccurring themes of transportation plans for the Lemon Creek area are better connections for bicyclists and pedestrians, and mitigating the conflict between the residential and industrial/commercial vehicles.

The *AWTP* also calls for a separated pedestrian and bicycle path parallel to Egan Drive from Sunny Point to Vanderbilt Hill Road to separate pedestrian and bicycle traffic traveling through the Lemon Creek area. A long-term action of the *AWTP* is to create a bench road for industrial traffic connecting to the north area of the Lemon Creek valley to take industrial truck traffic off of Glacier Highway in the main commercial and residential areas of the Lemon Creek area.

Subsequent to the *AWTP*, the CBJ undertook *The Lemon Flats Second Access Draft Reconnaissance Study*¹², which was completed by DOWL Engineers in July 2007. The objective of the study was “to complete a reconnaissance level analysis

12 City & Borough of Juneau (2007)

to identify alternatives for a second access into the Lemon Flats Commercial District, other than the Anka Street/Glacier Highway intersection". If the CBJ moves forward with this project, the study assists in narrowing the field of alternative routes. Given the public interest gathered throughout this planning process, pursuing further investigation as supported by this study may be warranted.

Capital Improvement Programs

Capital Improvement Programs (CIP) at the local level and Statewide Transportation Improvement Programs (STIP) at the state level are the primary tools for improving transportation systems. When projects have support in adopted plans, available funding, and public/staff advocacy, they are nominated to the CIP or STIP for design and construction. Adopting a project into an Improvement Program does not guarantee that the project will be funded and constructed. The community must continually evaluate and promote the need for a project before it may be funded. The capital projects adopted in the Improvement Program are prioritized according to current conditions, funding, and perceptions, and may be modified as the Lemon Creek area changes through both private and public investment and development.

CONCLUSION

As new development continues in the Lemon Creek area, access roads should be designed to create a connected street, trail, and path networks including routes to transit stops. Connectivity should be the theme at the core of all development. The community vision for better pedestrian and bicycle connections has been described and articulated throughout this planning process. A Public Design Workshop was held on Saturday, February 4, 2017 to explore potential and necessary pedestrian and bicycle linkages, greenways, and potential park locations.¹³ The goals and actions identified below should be continuously pursued and updated as the Lemon Creek area develops.



Credit: CBJ Community Development Department Staff

¹³ For more information see Appendix A: Public Participation, Public Design Workshop on page 112

GOAL 1: EXPLORE POTENTIAL MULTI-MODAL ACCESS ROUTES THROUGHOUT THE LEMON CREEK AREA				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007 with a recommendation for a minimum two lane paved surface.	CDD, E&PW		mid-term	CIP
Action: Fund an industrial/commercial traffic impact study to better understand the uses and traffic patterns of the Lemon Flats area.	CDD, E&PW		mid-term	CIP
Action: Investigate potential access to undeveloped lands.	CDD, E&PW		long-term	
Action: Advocate for improvements to the Fred Meyer and Egan Drive intersection.		LCNA, JFBC, DOT&PF	short-term	
Action: Advocate for the extension of Glacier Highway to Egan Drive at the McNugget intersection.		LCNA, JFBC, DOT&PF	on-going	
GOAL 2: DEVELOP A SEPARATED / DEDICATED BIKE PATH ¹⁴				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Investigate grant or funding source to complete analysis of impacts on wetlands.	CDD		mid-term	CIP
Action: Identify potential routes and parcels necessary to construct path(s).	CDD, E&PW	LCNA, FJBC, DOT&PF	mid-term	
Action: Collaborate with private property owners to develop easements as necessary to construct path(s).	CDD, E&PW, L&R		mid-term	

¹⁴ For more information see Appendix A: Public Participation, Public Design Workshop on page 112

GOAL 3: PROMOTE SAFE PEDESTRIAN, BICYCLE, AND TRANSPORTATION CONNECTIONS				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Enhance pedestrian/recreational linkages connecting the residential neighborhoods to Dzantik'i Heeni Middle School.	CDD, E&PW	LCNA, Trail Mix	mid-term	CIP
Action: Advocate for pedestrian, bicycle, and if warranted, an emergency vehicle access only across Lemon Creek (the water body) connecting the neighborhoods to the commercial uses.		LCNA, JFBC	mid-term	
Action: Advocate for DOT&PF's plan for Glacier Highway's pedestrian and bicycle improvements in the Lemon Creek Area.		LCNA, JFBC	short-term	
Action: Advocate for intersection improvements at Davis Street and Glacier Highway.		LCNA, JFBC	short-term	
Action: Advocate for an extension of the bus route to serve the Costco/Home Depot area.		LCNA	short-term	
Action: Explore neighborhood residents' concerns regarding street lighting.	E&PW	LCNA	short-term	
Action: Ensure that all bus stops have enclosed bus shelters.	E&PW - Capital Transit, DOT&PF		on-going	CIP
GOAL 4: REDUCE THE IMPACTS OF INDUSTRIAL AND COMMERCIAL USES IN THE LEMON CREEK AREA				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Reduce impacts of dust by enforcing the application of dust control methods on industrial and commercial lots.	CDD, PC		on-going	
Action: Reduce impacts of dust on surrounding uses, bicyclists, and pedestrians by requiring and enforcing dust control methods on industrial and commercial vehicles.	JPD		on-going	

CHAPTER 6: NATURAL RESOURCES AND RECREATION

The Lemon Creek area has abundant natural resources, including five salmon streams, an impressive range of intertidal and freshwater wetland habitats, and unique old growth forest. The area also has a diversity of recreational trails, from the alpine trails of Heintzleman Ridge to shorter, connecting trails such as the Davis Meadows path. This chapter provides an overview of these natural and recreational resources as a platform for improvements in the future.

History

The Lemon Creek area has a long history of timber harvest, gold mining, and gravel mining. Gold mining began in 1897 with small placer mining claims that eventually led to full mining operations by the Lemon Creek Company. Logging and sawmill operations operated through the mid-1940s, and logging continued in the area until the early 1980s. Gravel mining began in the Lemon Creek area during World War II and continues today. Roads were developed to support mining and logging and many of the earliest roads, later abandoned, became trails. The Lemon Creek Trail to Hidden Valley is an example of early development linked to resource extraction operations.

The lower section of the Lemon Creek corridor and associated river delta has been developed for residential and industrial uses since the 1950s. As the floodplain was developed, Lemon Creek (the water body) was straightened and confined. The

current meander belt is much narrower than it was prior to development.



Credit: Community Development Department Staff

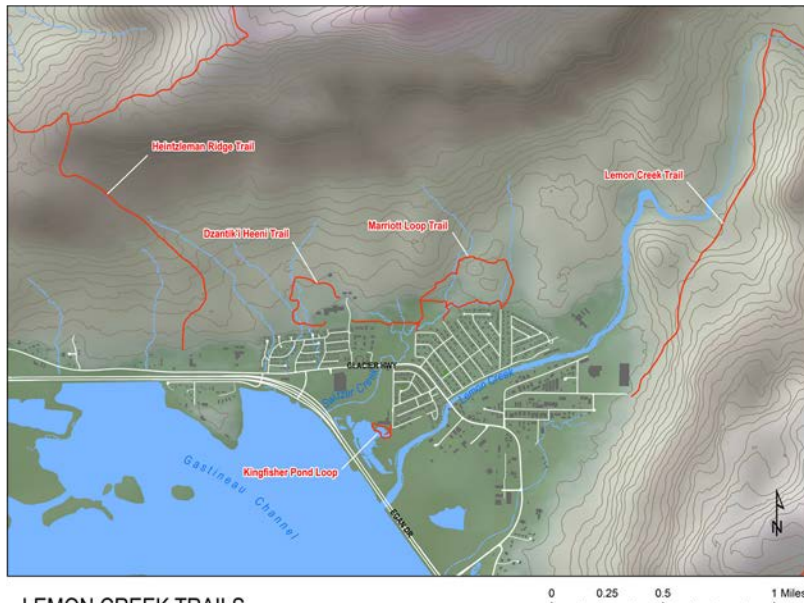
Trails

The Lemon Creek area has a number of hiking trails, including the Dzantik'i Heeni Loop Trail, Kingfisher Pond Loop, Davis Meadows Trail, Marriott Loop Trail, Lemon Creek Trail, and the Heintzleman Ridge Trail.

Lemon Creek and Lemon Creek Trail are named for John Lemon, a local prospector who was one of the first to cross the Chilkoot Trail in 1880 at the start of the Gold Rush. Residents

have noted the importance of this trail, developed in the early 1900s for maintaining access to the Juneau Icefield Research Station Camp 17, a nationally-recognized scientific research center. The Lemon Creek Trail is maintained by the U.S. Forest Service and Trail Mix.¹

The Marriott Trail is named for Richard Marriott, who organized and led habitat field trips for Juneau’s “Seaweed” program in the 1980s.² The platforms along this trail allow views of spawning salmon from mid-summer to late fall.



LEMON CREEK TRAILS

For a full size image of this map see Appendix G: Lemon Creek Area Trails Map on page 167
Credit: CBJ Parks and Recreation Department

- 1 United States Department of Agriculture, Forest Service (2017)
- 2 City & Borough of Juneau (1996)

The Riveredge Park condos border Lemon Creek (the water body). The development consists of 21 condos, and provides land for a 12 foot wide walking path along the creek, which has not yet been developed. It is recommended that this walking path be revisited as a potential pedestrian linkage.

The trails throughout the Lemon Creek area are predominantly owned by CBJ, with the exception of Heintzleman Ridge, which starts on CBJ land, traverses private property and ends on United States Forest Service lands. The Davis Meadows and Marriott Loop trails are in need of repair and are considered priority maintenance projects for Trail Mix, Inc., a local non-profit organization that maintains and develops trails. The Lemon Creek Trails Map depicts many of these trails.³

Parks and Greenspace

The Lemon Creek area has one playground/park, Sigoowu Ye (Fun Place Park) located in the Pinewood Park neighborhood; a baseball field and basketball court at Dzantik'i Heeni Middle School; and three natural/passive parks: Switzer Creek Greenbelt, Lemon Creek Trail Corridor, and Kingfisher Park. Located on JPD land, Kingfisher Park is managed by CBJ Parks and Recreation (P&R). In the past the park had a maintained trail and viewing platform, but due to beaver activity these amenities are no longer maintained.⁴ P&R has placed a priority

- 3 See Map to left or full size map in Appendix G: Lemon Creek Area Trails Map on page 167
- 4 See Map to left or full size map in Appendix G: Lemon Creek Area Trails Map on page 167

on park improvements in the Lemon Creek area over the next decade.

In addition to the public parks listed above, the Alaway Mobile Home Park has a privately maintained park. Other mobile home parks may also have small parks that are not maintained by the city.

The Mendenhall Wetlands State Game Refuge⁵ provides a critical feeding and resting area for both resident and migratory birds. The 4,000-acre wildlife refuge stretches nine miles along the shores of Gastineau Channel. The Refuge is enjoyed year-round by residents and visitors for waterfowl hunting, hiking, wildlife viewing and photography, boating, fishing, scientific and educational studies, and sightseeing.⁶

According to the 2010 U.S. Census, the population of the Lemon Creek area is approximately 3,546. That is 1,773 residents per park (excluding Kingfisher) and 1,182 residents per park (including Kingfisher). According to the National Recreation and Park Association guidelines, communities with 20,000 – 49,999 residents have a median of 1,894 residents per park. The national median number of residents per playground is 3,560.⁷

While total parkland in the Lemon Creek area conforms to national guidelines and residents enjoy easy access to the

5 See Appendix G: Maps, Mendenhall Wetlands State Game Refuge Map on page 169

6 City & Borough of Juneau (2017) *Mendenhall Wetlands - State Game Refuge Area Overview*

7 National Recreation and Park Association (2017)

Tongass National Forest, the area is traditionally considered under-served in the Juneau community. Commonly cited reasons include lack of connectivity to other parks and recreation amenities and lack of neighborhood recreation facilities, which is addressed in the goals and actions of this chapter.

The CBJ Parks and Recreation Department is using the local priorities identified in this Plan to drive their planning process for the Lemon Creek area. These priorities will be incorporated into the borough-wide update to the P&R Master Plan that is currently underway.



Credit: CBJ Community Development Department Staff

Public Design Workshop

In order to better understand these concerns, a well-attended Public Design Workshop was held on February 4, 2017. The workshop allowed residents to brainstorm ideas on specific locations for parkland, bicycle and pedestrian linkages,

DZANTIK’I HEENI MIDDLE SCHOOL	KINGFISHER PARK	SIGOOWU YE (FUN PLACE PARK)	SWITZER CREEK GREENBELT	LEMON CREEK TRAIL CORRIDOR
<p>Maintained by: CBJ / Juneau School District</p> <p>Type: Organized sports</p> <p>Location: Renninger Street</p> <p>Approx. Size: 1.69 acres (field only)</p> <p>Features: Features soccer/ball field and covered play area</p> <p>Current Conditions: Field and playground are in good working order</p>	<p>Maintained by: CBJ</p> <p>Type: Natural area park</p> <p>Location: Behind the Juneau Police Station</p> <p>Approx. Size: 2.7 acres</p> <p>Features: Features a trail, pond, and small viewing deck; used as a nature trail and for wildlife viewing; low use by the public</p> <p>Current Conditions: Trail and deck are in need of repair</p>	<p>Maintained by: CBJ</p> <p>Type: Neighborhood park/ playground</p> <p>Location: The corner of Pine Street & Patti Street</p> <p>Approx. Size: 0.31 Acres</p> <p>Features: Features picnic tables, benches, swings, climbing /sliding structures, small paved path</p> <p>Current Conditions: The play structure was replaced in 2008. Park crews have been working to repair the fence. There are no major maintenance projects planned</p>	<p>Maintained by: CBJ / USFS</p> <p>Type: Natural area</p> <p>Location: There are 3 different trailheads in the Lemon Creek area: on the corner of Sunset and Alaska Avenue, at the end of Lund Street, and at the end of Mountain Avenue</p> <p>Approx. Size: 2 Miles, 150 ft. elevation gain</p> <p>Features: Features wetlands, old road bed, Switzer Creek, joins the Dzantik’i Heeni School Loop Trail</p> <p>Current Conditions: In need of boardwalk replacement or tread resurfacing</p>	<p>Maintained by: CBJ / USFS / Private</p> <p>Type: Natural area</p> <p>Location: Two trailheads one at the end of Commercial Boulevard next to the Home Depot, and one across from Grant’s Plaza on Glacier Highway, and is 6 miles long, ending at the Lemon Glacier</p> <p>Approx. Size: 6 miles long, 700 ft. elevation gain</p> <p>Features: Trail runs along Lemon and Canyon Creeks and crosses Sawmill Creek</p> <p>Current Conditions: The trail surface is muddy where it comes near to the creeks and there may be dense vegetation at certain times during the year</p>

protection of viewsheds, and other areas of concern. Many of the proposed facilities and enhancements are recommended in order to improve the quality of life in the Lemon Creek area.⁸

Salmon Streams

The Lemon Creek area has five salmon-bearing streams: East Creek, West Creek, Switzer Creek, Lemon Creek, and Vanderbilt Creek. Lemon Creek and Vanderbilt Creek are on the State of Alaska Department of Environmental Conservation Impaired Waterbodies List.⁹ A waterbody is considered impaired if it does not meet state water quality standards. Impaired waterbodies require development of a Total Maximum Daily Load (TMDL) document, which lists the source of impairment for the waterbody and establishes a water quality recovery plan.

According to the TMDL documents, which may be found on the State of Alaska Department of Environmental Conservation (DEC) website¹⁰, both Lemon and Vanderbilt Creeks are impaired due to sediment and turbidity issues. Vanderbilt Creek is also impaired due to residue/debris. Watershed recovery and management plans were developed for both waterbodies in 2007 to provide recommendations to improve watershed health. Taking actions to address these impairments, promote stream recovery, and ultimately remove these streams from

the impaired waterbodies list is a high priority for residents, as noted in the Goals and Actions of this chapter. Other impaired waterbodies within the borough include Duck Creek, Jordan Creek, and Pederson Hill Creek.

The headwaters and stream buffers for Switzer Creek and East and West Creeks are largely intact, which contributes to their resiliency despite their location in an urbanized and industrial area. Switzer Creek in particular has a large buffer that has protected it from contaminants, however this buffer is not protected from future development and it is recommended that the CBJ permanently protect this area for open space and recreation. Switzer Creek also has a perched culvert, located on city property at the end of Mountain Avenue, which impedes

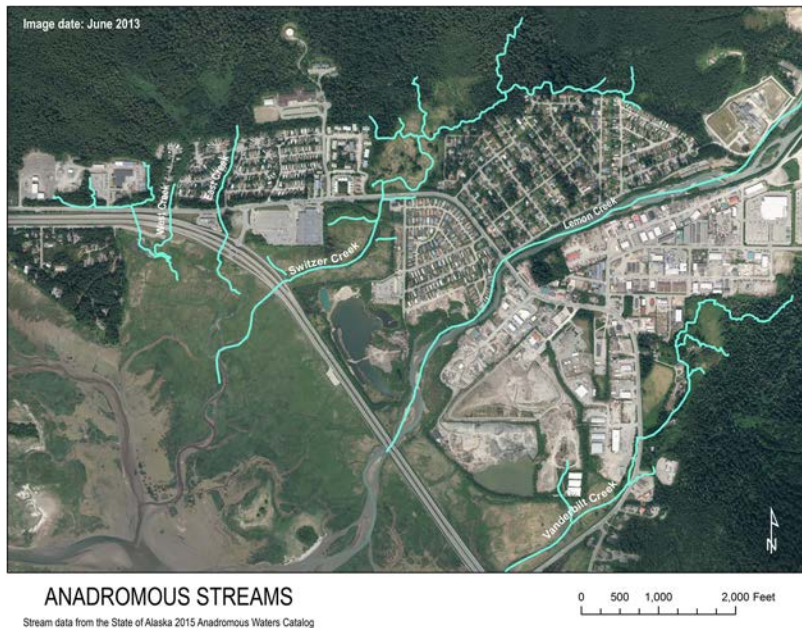
Turbidity is a measure of water clarity in streams, rivers, lakes, and the ocean. Turbidity describes the amount of light scattered or blocked by suspended particles in a water sample. Clear water has low turbidity and cloudy or murky water has a higher turbidity level. Turbidity is caused by particles of soil, organic matter, metals, or similar matter suspended in the water column.

Alaska Department of Environmental Conservation,
Division of Water (2017)

8 For more details see *Ch 1, Public Participation* on page 1 and Appendix A: Public Participation on page 91

9 Alaska Department of Environmental Conservation, Division of Water (2017) *Impaired Waterbodies List*

10 Alaska Department of Environmental Conservation, Division of Water (2017) *Total Maximum Daily Load*



For a full size image of this map see Appendix G: Anadromous Streams Map on page 166
 Credit: CBJ Community Development Department

fish passage.¹¹ This has been noted as a priority restoration action. Other perched culverts exist in the area and should be improved.

Lemon Creek and Vanderbilt Creek have smaller stream buffers in many areas, and significantly more sources of non-point source pollution, such as untreated stormwater runoff from

11 A perched culvert is one with an outlet elevated above the downstream water surface, allowing a freefall condition also referred to as a hanging or shotgun outlet. This condition requires migrating fish to leap into the culvert from the downstream pool.

roads and parking lots. These issues contribute to the impaired waterbody status and are high priority action items within this plan.

The *CBJ Land Use Code (Title 49)*¹² establishes a 50-foot buffer along salmon bearing streams. The intent of the buffer is to ensure minimal disturbance of the area to protect water quality and fish habitat. Resource agencies and members of the public have noted that stream buffers have often not been enforced, and many variances have been granted to allow encroachments into these buffers, which contributes to the impairment of these streams.

Wetlands

The CBJ conducted assessments on 74 acres of primarily city-owned wetlands in the Lemon Creek area as part of the effort to update the *Juneau Wetlands Management Plan*.¹³ Several hundred acres were identified as wetlands; however, project time and budget constraints required prioritizing CBJ-owned parcels bordering the privately owned parcels on the upland side of Glacier Highway¹⁴.

The existing, approved *Juneau Wetlands Management Plan*, which is based on wetland studies from the 1980s, classifies wetlands as A, B, C, or D with class A wetlands having the highest value. The CBJ previously had

12 City and Borough of Juneau (2017) *City and Borough of Juneau Alaska Title 49 Land Use Compiled Laws*
 13 City and Borough of Juneau (2008) *Juneau Coastal Management Plan, Volume 2, Wetlands Management Plan*
 14 See Wetlands Map on page 175.

permitting authority over C and D wetlands, but amendments to federal regulations, and the fact that most C and D wetlands have already been developed, makes this classification system largely irrelevant for permitting purposes. CBJ may update its wetland regulations for federal conformance as soon as a wetlands plan is adopted.

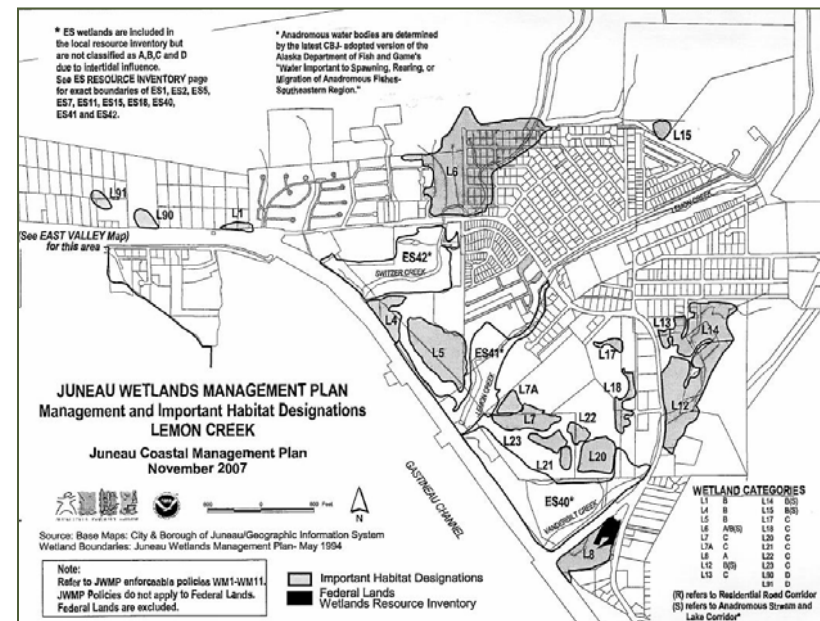
The *Juneau Wetlands Management Plan* identifies a number of higher value Class A and Class B freshwater wetlands within the Lemon Creek area. Most of these wetland areas are adjacent to Vanderbilt and Switzer Creeks. The remaining wetlands in the area are tidally-influenced, and therefore not classified in this plan, though general wetland boundaries have been provided.¹⁵

Throughout this planning process, the public has identified the Switzer Creek wetlands, Vanderbilt wetlands, and the Mendenhall Wetlands State Game Refuge as key resources of the Lemon Creek area for their habitat needs as well as for their viewsheds.

The Lemon Creek area also includes two restored wetland areas; Kingfisher Pond and Marriott Pond. Kingfisher Pond is located behind the Juneau Police Station on Alaway Street, accessible from a short trail. Kingfisher Pond was developed on the edge of an old gravel pit, and boasts a beaver population and many species of birds including kingfishers, mergansers, coots, ring-necked ducks, red-winged blackbirds, and more. The Marriott Pond, located at the Switzer Creek crossing near Lund Street,

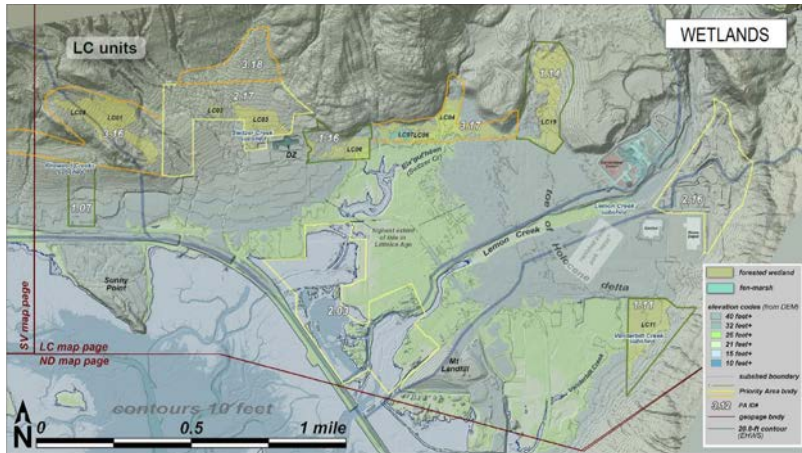
was created primarily for fish habitat enhancement and to reduce erosion from the trail.

The Lemon Creek area is bordered by the Mendenhall Wetlands State Game Refuge, shown in the map on page 169. Access to the refuge is quite limited in this area, and the development of a coastal trail is addressed in the goals and actions of this chapter.



For a full size image of this map see Appendix G: Juneau Wetlands Management Plan, Management and Important Habitat Designations Map on page 168
Credit: CBJ Community Development Department

15 See Appendix G: Juneau Wetlands Management Plan, Management and Important Habitat Designations Map on page 168



For a full size image of this map see Appendix G: Wetlands Map on page 175
 Credit: CBJ Community Development Department

Gravel Extraction

The Lemon Creek area has two permitted streambed mining operations within Lemon Creek (the water body). The following is a brief summary of each permit:

A Conditional Use Permit (USE2012-0019) for gravel extraction in lower Lemon Creek adjacent to Anka Street¹⁶:

The permit allows the extraction of 210,000 cubic yards of gravel from the Lemon Creek streambed over a six-year period. The property is privately owned. The permit states that mining must take place between December 1 and March 15, for a maximum of 40 days per year. Access must be from the Anka Street side of the creek, and all traffic must go through Anka Street. The Permit expires on December 18, 2018 or after

¹⁶ City & Borough of Juneau (2012) *Conditional Use Permit USE2012-0019*

210,000 cubic yards of gravel has been extracted, whichever occurs first. Residents have raised concerns regarding noise, habitat impacts, and traffic impacts from the development. At the same time, residents have also noted the importance of gravel mining in this section of the creek to reduce the flood risk and support the needs of development and construction. It is recommended that a thoughtful and careful balance is maintained to ensure quality of life for the neighborhood and sustainable economic development for the borough.

A Conditional Use Permit (USE2016-0004) for extraction/mining gravel extraction located in upper Lemon Creek (Hidden Valley)¹⁷: The property is privately owned. The permit allows streambed mining all year, with no extraction limit. The permit expires on May 20, 2026.

Both of these operations also have permits from the U.S. Army Corps of Engineers, Alaska Department of Environmental Conservation, the Alaska Department of Fish and Game, and the CBJ Building Division (grading permits).

RELEVANT PLANS AND STUDIES

The Lemon Creek area was formally acknowledged in the *Juneau Parks and Recreation Comprehensive Plan*¹⁸ (Chapter 8) as an area “deficient in both neighborhood and community park acreage.” Chapter 8 also notes the need for rehabilitation and access improvements to the Lemon Creek Trail; upgrades to the trail between Dzantik’i Heeni Middle School and the

¹⁷ City & Borough of Juneau (2016) *Conditional Use Permit USE2016 0004*

¹⁸ City & Borough of Juneau (1996)

Switzer Creek/Marriott Trail; development of a new facility at the Heintzleman Ridge Trail; and the need for new coastal and bike trails and a community garden. The Marriott Trail has been upgraded as intended, while other recommendations still need to be addressed.

The *2013 Comprehensive Plan*¹⁹ reiterates the recommendations of Chapter 8 of the P&R master plan, along with a recommendation to “provide a safe pedestrian and bicycle circulation system in the Lemon Creek and Switzer Creek areas, per the Area Wide Transportation Plan, the 2009 Non-Motorized Transportation Plan, and the Safe Routes to Schools Plan”.

The *2013 Comprehensive Plan* Guidelines and Considerations Chapter for the Switzer Creek and Lemon Creek area include several natural resource recommendations. One recommendation is to coordinate with the Alaska Department of Environmental Conservation to ensure that development “within the sphere of influence” of Lemon and Vanderbilt Creeks meets the guidelines of the Total Maximum Daily Load (TMDL) restoration document, as described in the salmon stream section of this chapter. The TMDL is a management tool that identifies actions and pollution controls necessary to bring impaired water bodies into compliance with water quality standards.

Another recommendation is to “reserve wetlands and tidelands in public ownership for fish and wildlife habitat and open space/natural areas.” The *2013 Comprehensive Plan* Chapter

¹⁹ City & Borough of Juneau (2013)

7, Natural Resources, includes many general habitat policies regarding wetlands, salmon streams, eagle nests, invasive species, water quality, and stormwater management that are relevant to this plan.

CONCLUSION

The Lemon Creek area is fortunate to have ample access to hiking trails and is rich in natural and ecological assets, including the Switzer Creek Corridor and the Mendenhall Wetlands State Game Refuge. Priority should be placed on strengthening the infrastructure of hiking trails, while preserving and protecting the natural assets of the area, and planning and developing new parkland and pedestrian and bicycle linkages.

Other Resources for Wetlands and Habitat Protection:

Juneau Watershed Partnership
<http://www.juneauwatersheds.org>

State of Alaska Department of Environmental Conservation
<http://dec.alaska.gov/>

U.S. Army Corps of Engineers, Alaska District
<http://www.poa.usace.army.mil/>

Southeast Alaska Land Trust
<http://southeastalaskalandtrust.org/>

GOAL 1: PROTECT, RESTORE, AND MAINTAIN THE AREA'S NATURAL RESOURCES				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Preserve, protect, and enhance the Switzer Creek watershed; specifically ensure that Switzer Creek stream buffers remain undisturbed.	CDD	JWP	on-going	
Action: Improve the perched culvert in Switzer Creek (located on city property at the end of Mountain Avenue) which impedes fish passage, and any other barriers to fish passage in the area, such as the barriers in Vanderbilt Creek.	CDD, P&R	JWP	short-term	CIP
Action: Restore and recover Vanderbilt Creek watershed and enforce stream buffers as a method of protection.	CDD, ADF&G	JWP	long-term	CIP
Action: Re-plat the CBJ-owned lots that make up the Switzer Creek watershed area between the Pinewood Subdivision and Gruening Park and permanently protect for open space and recreation.	L&R, P&R, CDD	JWP	short-term	CIP
Action: Implement Stormwater Best Management Practices (BMPs) to reduce pollutants in area streams and wetlands.	CDD, PC		on-going	
Action: Review 2016 CBJ wetland assessments to identify wetlands that should be preserved based on their ecosystem functions.	CDD	JWP	mid-term	
Action: Encourage hard surfacing or stabilizing slopes with vegetation and gravel to eliminate erosion affecting Lemon Creek (the water body).	CDD, PC		on-going	
Action: Work to ensure that future development allows for consideration of wildlife connectivity between natural areas.	CDD, PC, ADF&G		on-going	
Action: Advocate for the update of the 2007 Lemon Creek and Vanderbilt Creek Watershed Recovery and Management Plans.		LCNA, JWP	mid-term	

GOAL 2: PROMOTE RESPONSIBLE RESOURCE EXTRACTION				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Ensure that resource extraction addresses neighborhood harmony concerns.	CDD, PC		on-going	
Action: Provide greater scrutiny to ensure compliance of water standards and erosion control.	CDD, PC		on-going	
Action: Enforce conditions to limit negative impacts of activity on the surrounding areas, such as dust control, street sweeping, and cover loads.	CDD, JPD		on-going	
Action: Protect resource extraction as a critical industry and educate the public on its benefits to the community, such as lower development costs and flood protection.	CDD, PC, City Manager	LCNA	on-going	
GOAL 3: ENSURE THAT THE AREA HAS QUALITY PARKS AND RECREATIONAL FACILITIES FOR ALL USERS				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Identify and construct additional parkland in the area with continued input from the public.	P&R, CDD, L&R	LCNA	mid-term	CIP
Action: Improve Davis Meadows and Marriott Loop trails by hardening the trail surfaces in damp areas.	P&R	LCNA, Trail Mix	mid-term	CIP
Action: Repair the viewing platform and trail at Kingfisher Park, install wayfinding and parking signage.	P&R	LCNA, Trail Mix	short-term	CIP
Action: Promote access to parks, natural areas, and trail facilities when reviewing new development.	CDD, PC		on-going	
Action: Provide recreational trail extension from Lemon Creek (the water body) under Egan Drive at the Lemon Creek Bridge, extending the trail to the existing Egan Game Refuge pull-out.	P&R	LCNA, Trail Mix, DOT&PF	long-term	CIP

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Provide an improved pedestrian trail from the Vanderbilt Hill area to the trail intersection at the Home Depot, possibly making the trail bikeable.	P&R	LCNA, Trail Mix, JFBC, JMBA	mid-term	CIP
Action: Advocate for an update to the Juneau Trails Plan.	P&R	LCNA, Trail Mix, JFBC, JMBA	short-term	
Action: Build a new trail on one or both sides of Lemon Creek, extending from upper Davis Avenue to the open wetland area near Egan Drive.	P&R	LCNA, Trail Mix, DOT&PF	mid-term	CIP
Action: Provide a new primary bike route as an alternative to Glacier Highway. Potential route to extend from Glacier Highway at Vanderbilt Hill, across wetlands, then extend parallel to Egan to reach the Lemon Creek area.	P&R	LCNA, JFBC, DOT&PF	mid-term	CIP
Action: Explore and implement bike route(s) from the Lemon Creek area to downtown Juneau and the Mendenhall Valley including, but not limited to, a bridge crossing over Lemon Creek (the water body); extend to Glacier Highway along the Walmart property edge; and extend along Alaway Drive.	CDD, E&PW	LCNA, JFBC, DOT&PF	mid-term	
Action: Maintain Sigoowu Ye (Fun Place Park), specifically trim back tree canopy, create better line of sight into the park, and install additional bike racks.	P&R	LCNA	short-term	
Action: Build a pedestrian bridge between upper Davis Avenue and the commercial and industrial area.	P&R		long-term	CIP
Action: Develop a community garden and composting site.	P&R	LCNA	mid-term	CIP
Action: Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area.	P&R		short-term	

CHAPTER 7: ECONOMIC DEVELOPMENT

There are many factors that contribute to the Lemon Creek area's economic well-being. The area's central location, the mixture of business-friendly zoning districts, a high concentration of large employers, and the availability of natural resources enrich the Lemon Creek area's vitality and significantly contribute to the borough's economy.

Discussing the Lemon Creek area's current economic situation requires looking at the broader health of the borough and state economies, and their direct impacts on the economic well-being of the area and the community as a whole. As presented in other chapters, the Lemon Creek area has grown organically over time, and contains a mix of residential (single-family, multifamily), commercial (ranging from small locally owned shops and businesses to big box retail stores), and industrial (gravel extraction, landfill, trucking) uses. Diverse uses may at times lead to friction, and sufficient buffers between incompatible uses have not always been established between the residential areas and commercial/industrial areas. In order to ensure a healthy and business-friendly environment, sufficient separation of uses and provision of an adequate supply of appropriately zoned lands for business and industry is critical.

Economy by the Numbers

The Lemon Creek area has some of the most heavily used industrial and commercial areas in Juneau. These areas are

located in Lemon Flats and along Glacier Highway.¹ Twenty-two percent of all of the industrially zoned land in the borough is located in the Lemon Creek area. Additionally, the area has 39 percent of the Borough's General Commercial lands and 18 percent of the Light Commercial lands.²

There continues to be demand for more industrially zoned land throughout the borough. Opening up more industrially zoned lands for industrial development might be achieved in the area, although doing so may increase the need for a second access road to divert traffic away from the Anka Street and Glacier Highway intersection. There is a fair amount of underdeveloped land in the Lemon Creek area that is currently being used by commercial development but is zoned industrial and could be redeveloped for industrial uses.

Employment

Two of the Lemon Creek area's largest employers are the State of Alaska's Department of Transportation and Public Facilities (DOT&PF) and Department of Corrections (DOC). The Lemon Creek area also contains some of the largest private employers in the community, including Fred Meyer, Home Depot, and Costco. Other large employers include Alaska Electric Light & Power, and the Alaskan Brewing Co.

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- 1 For more information about Lemon Creek area neighborhoods see Chapter 4: Neighborhoods and Housing on page 23
 - 2 See maps on following pages. For full sized versions see Appendix G: Commercial and Industrial Areas within Lemon Creek Vicinity Map on page 170 and Commercial & Industrial Zoned areas within CBJ on page 171

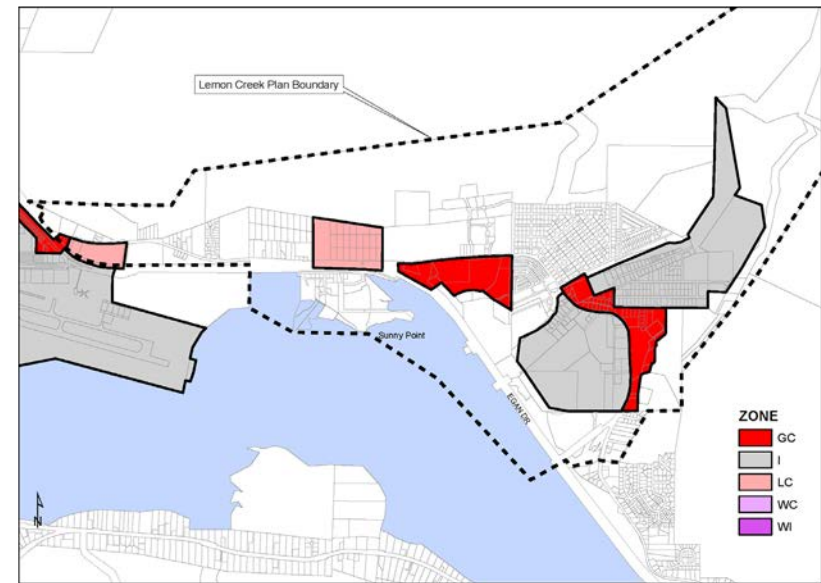
Top 10 Employers (Approximate Employment Figures)³:

1. Fred Meyer: Approx. 300
1. DOT&PF 7 mile: 200
1. Costco: Approx. 100
1. The Home Depot: 90-100
1. JPD Headquarters: 90
1. Alaskan Brewing Co.: 90
1. State Lemon Creek Correctional Facility: 70
1. Alaska Electric Light and Power: Approx. 70
1. Dzantik'i Heeni Middle School: 60
1. Tlingit & Haida Regional Housing Authority: Approx. 45

These large employers bring hundreds of workers into the Lemon Creek area every day. According to feedback gathered throughout this planning process, the area does not provide enough of the types of services and amenities that these workers desire, such as walkability to eateries and recreational opportunities.⁴ As stated in *Chapter 5: Transportation and Infrastructure*, as new development continues in the area, access roads should be designed to create connected street, trail, and path networks including routes to transit stops. Connectivity should be a theme at the core of all development.

³ Sourced directly from companies, spring 2017

⁴ See Lemon Creek Business Survey Responses on page 109



Commercial & Industrial Zoned Areas within Lemon Creek Vicinity

For a full size image of this map see Appendix G: Commercial & Industrial Areas within Lemon Creek Vicinity on page 170

Credit: CBJ Community Development Department

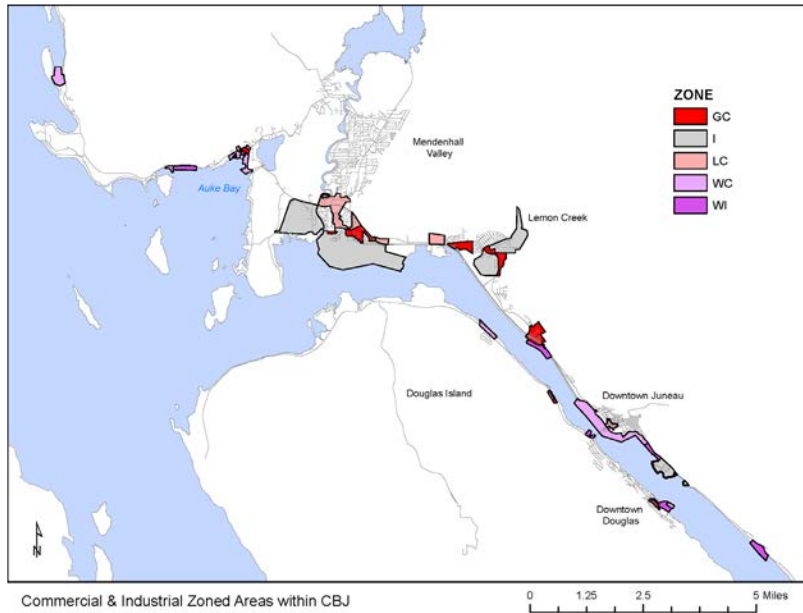
Borough & State Economic Outlook

As of 2015, the borough had a population of 33,277.⁵ Population growth for the borough has been at a modest six percent between 2004 and 2015.⁶ Between 2006 and 2015, city-wide employment growth has been relatively flat, holding around 18,000 employed persons.⁷ According to the U.S. Census, employment levels in the borough for persons 16 and older

⁵ Juneau Economic Development Council (2016)

⁶ Ibid.

⁷ Ibid.



Commercial & Industrial Zoned Areas within CBJ

For a full size image of this map see Appendix G: Commercial & Industrial Zoned Areas within CBJ on page 171

Credit: CBJ Community Development Department

were higher than the overall state employment levels. The Lemon Creek area’s average employment in 2016 was 1,088.⁸

The borough’s average annual salary between 2011 and 2015 rose from \$49,215 to \$52,890. This represents an overall salary level increase of seven percent.

Government jobs make up 40% of employment in the borough.⁹ The years between 2006 and 2015 saw a loss of over

600 government jobs; however, the private sector gained 540 jobs during that same time period.¹⁰ The employment trends indicate an opportunity for the private sector to continue to attract professionals from the government sector, thus mitigating the impacts from government job loss.

Demographic Shifts

Like many communities, Juneau is seeing demographic shifts that may have an impact on the city’s economy. Currently, the borough is home to over 3,200 seniors age 65 and older. These seniors make up approximately ten percent of the city’s population. In the Lemon Creek area, seniors make up seven percent of the population. According to the *2014 Juneau Senior Housing and Services Study*¹¹ most borough seniors remain in the community after retirement. This presents both an opportunity and a challenge; in the next decade, the borough will need to address the needs of an aging population. The Lemon Creek area may be poised to harness the economic potential this scenario may offer.

A survey conducted by the Juneau Commission on Aging¹² identified specific senior services that are currently missing or in limited supply, including:

- Health clinics
- Rehabilitation facilities
- Assisted living facilities.

⁸ Alaska Department of Labor and Workforce Development

⁹ Juneau Economic Development Council (2016)

¹⁰ Ibid.

¹¹ Juneau Economic Development Council (2014)

¹² City & Borough of Juneau (2011)



Credit: Community Development Department Staff

The Lemon Creek area could support these types of uses in a central, accessible area of the borough with land zoned Light Commercial and General Commercial.

Approximately 26 percent of Lemon Creek area residents are ages 0-19. This is consistent with the borough as a whole. Although the fall of 2016 surprised the Juneau Douglas School District with increased enrollment, the trend for the district has been declining enrollment for some time. The Alaska Department of Labor, Division of Research and Analysis projects a decline in overall population for the borough, including in youth ages 0-19. Nonetheless, the 2015 Juneau

Economic Development plan states that approximately 65% of residents surveyed and 75% of business/employers surveyed identified availability and cost of childcare as a very significant or significant barrier to the borough's economic development. Given the area's central location and proximity to many of the borough's largest employers, the Lemon Creek area has the opportunity to capitalize on the need for more childcare.

ECONOMIC STRENGTHS

Juneau's Mid-Town

The Lemon Creek area is centrally located within the borough; it has been referred to as Juneau's "Mid-Town". A short driving distance from the Mendenhall Valley, Downtown, Bartlett Hospital, the airport, and shipping ports, and walking distance to many trails, stores, and services.

In January 2017, Lemon Creek area businesses were sent a short survey by the CBJ Community Development Department.¹³ One of the questions the survey asked was "What about the Lemon Creek area makes it good for your business?" Half of all respondents stated that the area's central location is a benefit to their business. For businesses that frequently ship goods in and out of the borough, close proximity to the Juneau International Airport and shipping ports can significantly lower transportation costs.

During a 2013 Retailer and Private Employer Forum hosted by the Juneau Economic Development Council, the Home

¹³ See Lemon Creek Business Survey Responses on page 109

Depot, Costco, Alaskan Brewing Co., and Fred Meyer stated that between 10-40 percent of their employees relied on public transportation to get to work. The area’s central location, relatively easy access to public transportation (though improvements to schedules and routes is a recognized challenge), and quality neighborhoods make the Lemon Creek area an attractive place to live and work.

Anchor Businesses

The Lemon Creek area is home to three companies that act as ‘anchors’ and frequently pull large number of customers: Costco, the Home Depot, and Fred Meyer. Smaller businesses are benefitted by proximity to anchor businesses. By locating near an anchor store, a small business may rely less on marketing campaigns to attract customers and more on people passing their shops as they frequent the anchors. A few small restaurants and food trucks have recognized this “anchor effect” and established themselves along the routes to Costco and the Home Depot.

Natural Resources

The Lemon Creek area has an abundance of natural resources that have contributed to its economic well-being. Gravel extraction within the Lemon Creek creek-bed has been occurring for decades and supports the borough’s development of road and infrastructure projects. Chief concerns center on trucking and dust produced when transporting gravel from the creek. Additionally, the Lemon Creek area is a central location for an organic waste disposal site within the industrially zoned

land, along the eastern side of Egan Highway. With proper controls and enforcement, the gravel extraction and disposal sites could have limited impacts on the surrounding area.

The extraction also serves to control creek waters, and limits flooding in the area. Gravel extraction is a necessity to development, and it must be balanced with quality of life issues for residents and workers, and its impacts mitigated. There is potential for efficiency when organic waste disposal is paired with, or located near, gravel extraction sites, as trucks can carry full loads in both directions.

ECONOMIC CHALLENGES

Vacant / Underdeveloped Land

Although the Lemon Creek area is developed, there remains limited industrially zoned land that is vacant. Much of the industrially zoned land is under-developed and used for commercial purposes. An example of underdeveloped land is the former Wal-Mart site, zoned General Commercial, which was recently purchased (no plans for redevelopment are known at the time of this plan). Most of the Lemon Creek area’s Light Commercial and General Commercial zoned land is located along Glacier Highway. These zoning districts are appropriate for uses such as multifamily and assisted living facilities, health clinics and medical offices, restaurants, and indoor recreational facilities.

Moving People

Although most of the Lemon Creek area has easy access to public transportation, the current bus routes do not travel into the Lemon Flats neighborhood where the Home Depot, Costco, and Alaskan Brewing Co. are located. As mentioned earlier, many of their employees rely on public transportation. The timing of the bus schedules is a concern to employers. The arrival and departure times of the current bus schedule do not coincide with shift work schedules, making it difficult for employees relying on public transit to travel to work effectively. Lemon Creek area businesses have stated that the lack of walkability in the Lemon Flats area poses an economic challenge for their businesses. Improved connectivity is critical to the success of the area.

Moving Goods

Nearly all businesses in the Lemon Creek area have some amount of import costs due to the borough's remote location. Whether it is a new business starting up or an established business needing to replenish items on the shelf, at some point goods need to be imported. The cost to transport goods can be a crippling expense. Advocacy for the reduction of transportation costs into and out of the borough, and for infrastructure improvements and energy efficiencies that may drive down the cost of doing business in the Lemon Creek area are critical.

Natural Hazards

Several industrially zoned properties along Concrete Way are located within a high flood hazard area, according to the latest (2013) Flood Insurance Rate Maps.¹⁴ This means that in the event of a 100 year flood, these businesses are likely to be impacted. Further, business and property owners who own land in the mapped flood hazard areas must purchase flood insurance if they have a federally-backed loan on the property. These business owners indicated that the higher cost of flood insurance affects business growth.¹⁵ Given the removal of the old bridge on lower Lemon Creek, a new study of this flood hazard area and the impacts of the gravel extraction process from Lemon Creek (the water body) to potential flooding may be an appropriate measure to assist economic development. Individual property owners may also apply for a Letter of Map Revision (LOMR); a LOMR is the Federal Emergency Management Agency's (FEMA) modification to an effective Flood Insurance Rate Map (FIRM), or Flood Boundary and Floodway Map (FBFM), or both. LOMRs are generally based on the implementation of physical measures that affect the hydrologic or hydraulic characteristics of a flooding source.

¹⁴ Federal Emergency Management Agency (2017)

¹⁵ See Appendix A: Public Participation, Lemon Creek Business Survey Questions on page 108

RELEVANT PLANS AND STUDIES

The CBJ has adopted plans which provide policies or action items that further the goals of the Lemon Creek community. The policies shown below seek to increase growth in the business sector.

Comprehensive Plan, 2013

Chapter 5 of the *2013 Comprehensive Plan*¹⁶ specifically addresses economic development. As stated in the *2013 Comprehensive Plan*,

[T]he economic circumstances of an area help determine the amount, rate, and type of land development; they also influence the demand for housing, public facilities, and services, and have a strong relationship to the overall quality of living.

Several policies in the *2013 Comprehensive Plan* directly relate to the Lemon Creek area as a major employment locale for the borough, including the development and sustainability of a diverse economy that provides employment opportunities for residents; supporting and growing regional economic development throughout southeast Alaska and to increase local business growth; and designating sufficient and suitable land for commercial and industrial development.

¹⁶ City & Borough of Juneau (2013)

Juneau Economic Development Plan

The *Juneau Economic Development Plan*¹⁷ (*JEDP*) is a 10-year economic development map for the borough. The *JEDP* planning process was guided by four overarching economic development goals:

- Build a more resilient and diversified economy.
- Provide infrastructure that supports and strengthens the economy.
- Leverage natural, competitive advantages to create new wealth.
- Preserve or enhance quality of life attributes that are closely tied with community economic well-being.

Based on these broad economic development goals, the *JEDP* identified three high-potential economic development initiatives, including (not listed in order of importance):

- Build on our strengths (making the most of our assets and competitive advantages)
- Enhance essential infrastructure
- Build the Senior Economy

¹⁷ City & Borough of Juneau (2015)

Land Management Plan 2016

The *Land Management Plan*¹⁸ (*LMP*) lays the foundation of one of the community’s most valuable resources—land. The CBJ owns 23,287 acres of land. In Lemon Creek approximately 430 acres of CBJ owned land is zoned Industrial, General Commercial, or Light Commercial. The largest of these CBJ owned tracts is an approximately 20 acre site adjacent to the Home Depot. This site should remain zoned Industrial.

CBJ owned land in the Lemon Creek area includes the three study areas addressed in *Chapter 4: Neighborhoods and Housing* on page 23 of this plan (also identified in the *Switzer Lands Residential Development Study*).

The *LMP* found that over the last 20 years, Juneau experienced slow steady economic growth and a corresponding 6% increase in population. The Lemon Creek area experienced significant development including construction of Costco, Concrete Way, Breeze Inn, the Home Depot, and substantial expansion of the Alaskan Brewing Co., making the Lemon Creek area a retail center along with the expansion of the region as a significant industrial hub.

The *LMP* also found that:

“Very little industrial land is available in Juneau and there has been a trend in recent years for other uses such as retail and restaurant uses to move into industrial areas. This reduces the supply of industrial property and further contributes to

the shortage. A substantial amount of industrially zoned land includes the CBJ gravel pits in Lemon Creek, which will be retained and may be disposed of at some future date, once the rock and gravel have been extracted. Lemon Creek has the largest remaining source of proven gravel reserves in the Juneau urban area.”

The *LMP* recognizes a need to provide a healthy choice of commercial and industrial lands for purchase.

CONCLUSION

Strengthening the economy of the Lemon Creek area requires a commitment to blending traditional economic development strategies with community development best practices. The Lemon Creek area is an economic engine for the borough and the greater southeast region, offering goods, and services, employment, and convenience to residents and visitors. High-potential economic development initiatives should be pursued, including:

- Building on our strengths (making the most of our assets and competitive advantages)
- Enhancing essential infrastructure
- Building the Senior Economy

In order to sustain a healthy economic sector, adequate lands with appropriate zoning must be provided. As the Lemon Creek area strives to be a well-rounded economically sustainable

18 City & Borough of Juneau (2016) *Land Management Plan*

community, thoughtful balancing of industry and residential needs must be taken into account to ensure its success.

The large number of employees located within the Lemon Creek area generates a demand for other services such as walkability to eateries, recreational opportunities, and accessible daycare. The Lemon Creek area should provide the types of services and amenities that these workers desire.

As new development continues, access roads should be designed to create connected street, trail, and path networks including routes to transit stops. Connectivity should be a theme at the core of all development.

Furthermore, an evaluation of appropriate land uses is needed. The *Title 49 "Table of Permissible Uses"*¹⁹ identifies land uses that are allowed in each zoning district, and whether such uses require a conditional use permit. As discussed in the Conclusion to Chapter 3: Land Use, thoughtful and innovative land development policies must be put into place to have a positive impact on how the Lemon Creek area grows. One way to address this is through a thorough review and revision of the Table of Permissible Uses.

¹⁹ City & Borough of Juneau (2017) *City and Borough of Juneau Alaska Title 49 Compiled Laws*

GOAL 1: PROMOTE THE LEMON CREEK AREA AS A GREAT PLACE TO DO BUSINESS				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Support the formation of a Lemon Creek Business Association (LCBA).		LCNA, JCC	on-going	
Action: Appoint a representative of the LCBA to the Juneau Chamber of Commerce and the Juneau Economic Development Council.		LCNA, JCC, JEDC	on-going	
Action: Promote Glacier Highway as a commercial corridor which offers high visibility and a central location that can attract customers and low transportation costs for businesses.		LCNA, JCC, JEDC	on-going	
Action: Explore additional freight and transportation services for importing and exporting needs.	City Manager	LCNA, JCC, JEDC	mid-term	
Action: Pursue instituting economic development incentives.		JCC, JEDC	mid-term	
GOAL 2: CREATE THRIVING COMMERCIAL AND INDUSTRIAL AREAS THAT SUPPORT INDUSTRY AND NEIGHBORHOOD BUSINESSES				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Review and update the CBJ Title 49 zoning code's Table of Permissible Uses, specifically uses allowed in industrial zones, general commercial zones, and light commercial zones.	CDD, PC		short-term	
Action: Review and update the CBJ Title 49 parking requirements, including requiring parking maximums vs. minimums.	CDD, PC		short-term	
Action: Seek FEMA reclassification of the Lemon Creek flood plain based on the removal of a bridge below Glacier Highway and the resumption of gravel extraction in Lemon Creek (the water body).	CDD		short-term	CIP
Action: Site an appropriate location for an organic waste disposal facility. ²⁰	CDD, L&R, E&PW		mid-term	

²⁰ An organic waste disposal site is used to dispose of organic debris resulting from development that is unsuitable for reuse, such as tree stumps, sands, and other natural materials. An organic waste disposal site is not a landfill.

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Continue to work towards disposal of the 20+ acres on Anka Street (adjacent to the Home Depot) for industrial uses only (refer to the Land Management Plan).	L&R		mid-term	
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007 with a recommendation for a minimum two lane paved surface.	E&PW, CDD		mid-term	CIP
Action: Advocate for intersection improvements at Anka Street.				
Action: Require sustainable development practices e.g.: best stormwater management practices, buffers, and transition zones.	CDD		short-term	
Action: Advocate for infrastructure improvements in the commercial and industrial areas, such as sidewalks, and bike paths.		LCNA, JCC, JEDC, JFBC	on-going	
GOAL 3: PROVIDE SERVICES AND AMENITIES FOR THE LEMON CREEK AREA'S WORKFORCE				
ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Improve bike/pedestrian infrastructure in the area as a way to improve access to jobs.	CDD, DOT&PF	JFBC	on-going	
Action: Improve Capital Transit bus schedules and routes through Lemon Flats and near anchor businesses that support shift work schedules.	E&PW - Capital Transit		mid-term	
Action: Encourage daycare facility(s) in the Lemon Flats area for convenient access for area employees.		LCBA, LEDC	on-going	
Action: Actively recruit new and existing restaurants and food trucks to open locations in the area.		LCBA, LEDC	on-going	
Action: Provide passive and active recreational opportunities for the area's workforce.	P&R	Private Companies	on-going	

CHAPTER 8: IMPLEMENTATION

Envisioning and planning for the Lemon Creek area has been a complex and invigorating process.

The *Comprehensive Plan* (chapter 11) identifies the need to conduct a neighborhood plan for the Lemon Creek and Switzer Creek areas. The *Lemon Creek Area Plan* is adopted as an addendum to the Comprehensive Plan. The *Lemon Creek Area Plan* provides a 20-year vision to guide growth, protect natural resources, and enhance and maintain amenities for livability. Where the *Lemon Creek Area Plan* and the *Comprehensive Plan* conflict, or where the *Lemon Creek Area Plan* is more specific, the *Lemon Creek Area Plan* supersedes the *Comprehensive Plan*, as it pertains to the Lemon Creek planning area.

The goals and actions that follow are intended to maintain momentum toward enhancing the quality of life, and promoting economic development in the Lemon Creek area.

This plan presents the specific goals and actions identified in each of the planning chapters of *Lemon Creek Area Plan* (chapters 2 through 7) to be addressed over the next 20 years according to the following time frames:

- Ongoing actions that are currently underway and should continue over the next 20 years, or as necessary.
- Short-term actions of immediate concern, or items that need to be completed in advance of

other actions. These short-term actions are to be addressed in one to five years after adoption of the Lemon Creek Area Plan.

- Mid-term actions that may be reliant on a short-term action should be addressed within six to ten years after adoption of the Lemon Creek Area Plan.
- Long-term actions need to be addressed but may require funding availability, organizational changes, or staff availability before they can be addressed. These long-term actions are to be addressed in 10 years or more after adoption of the Lemon Creek Area Plan.

Implementation of the *Lemon Creek Area Plan* is a shared responsibility. The implementation plan identifies tasks (actions), lead responsible party (CBJ department/organization), potential advocates, timeframes for initiating the work, and supplemental information (identified as “Notes”). The responsible party should take the lead, but involvement of landowners, businesses, residents, and interested community members shall be important in moving the *Lemon Creek Area Plan* forward.

Abbreviations

ACS	American Community Survey	JPD	Juneau Police Department
ADF&G	Alaska Department of Fish and Game	JWP	Juneau Watershed Partnership
BMP	Best Management Practices	L&R	CBJ Division of Lands & Resources
CBJ	City and Borough of Juneau	LCBA	Lemon Creek Business Association
CCFR	Capital City Fire Rescue	LCCC	Lemon Creek Correctional Center
CDD	CBJ Community Development Department	LCNA	Lemon Creek Neighborhood Association
CIP	Capital Improvement Program	P&R	CBJ Parks and Recreation
DOT&PF	Alaska Department of Transportation and Public Facilities	PC	Planning Commission
E&PW	CBJ Department of Engineering and Public Works	TOC	Transit Oriented Corridor
HAP	CBJ Housing Action Plan		
HRAC	CBJ Historic Resources Advisory Committee		
JCC	Juneau Chamber of Commerce		
JEDC	Juneau Economic Development Council		
JFBC	Juneau Frewheelers Bicycle Club		
JMBA	Juneau Mountain Bike Alliance		

For a full list of abbreviations see Appendix D: Abbreviations on page 151

CHAPTER 2, HISTORY AND COMMUNITY CHARACTER

GOAL 1: IMPROVE THE LEMON CREEK AREA'S IDENTITY AS AN AREA OF ATTRACTIVE NEIGHBORHOODS AND DISTINCTIVE WORK PLACES...JUNEAU'S MIDTOWN

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Ensure that land use decisions and transportation projects promote neighborhoods and create or enhance buffers between different land uses and/or zoning districts.	CDD, PC	DOT&PF	On-going	
Action: Develop a neighborhood center that celebrates the Lemon Creek area.	CDD, PC	LCNA	Long-term	
Action: Pursue and foster projects that “knit” the Lemon Creek area together such as greenways, pedestrian bridges over Lemon Creek, and the creation of public parks.	CDD, PC, P&R	LCNA, Trail Mix	On-going	CIP, Grants
Action: Reinforce a “sense of place” and history by developing “gateways”, interpretive signage, and other landmarks.	CDD, E&PW	LCNA	Mid-term	CIP

GOAL 2: MAKE THE LEMON CREEK AREA AN ATTRACTIVE PLACE TO LIVE, WORK, AND VISIT

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Revive the Lemon Creek Neighborhood Association (LCNA).		LCNA	Short-term	
Action: Promote community-wide events and activities for residents, such as a farmers market, holiday celebrations, community gardens, neighborhood potlucks, events, etc.		LCNA	On-going	
Action: Seek to rename the Lemon Creek Correctional Center (LCCC) to reflect its role as a regional facility.	CDD, City Manager	LCNA	Short-term	
Action: Research and develop a Speaker’s Series (a group of people who are subject matter experts who can conduct workshops, seminars, or give small speeches on key topics that relate to the Lemon Creek area).		LCNA	On-going	

CHAPTER 2, HISTORY AND COMMUNITY CHARACTER

(CONTINUED)

GOAL 2: MAKE THE LEMON CREEK AREA AN ATTRACTIVE PLACE TO LIVE, WORK, AND VISIT

(CONTINUED)

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Research the possibility of a Citizen Neighbor Helping Neighbor program that should promote connections between people within the community as well as create community pride and stewardship.		LCNA	On-going	
Action: Develop opportunities for interpretive signage or other landmarks to celebrate the Lemon Creek area’s historical and cultural heritage.	CDD, H`RAC	LCNA	Short-term	CIP

GOAL 3: RECOGNIZE THE LEMON CREEK AREA’S CULTURAL DIVERSITY

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Collaborate with representatives of local historical/ cultural organizations to ensure the protection of the Lemon Creek area’s historical and cultural resources.	CDD, HRAC		On-going	
Action: Promote public art in both public and private developments by encouraging developments to incorporate artwork, such as sculpture, fountains, murals, or other visual displays, into their projects.	CDD, PC	LCNA	On-going	
Action: Coordinate with representatives of local historical/ cultural organizations to follow appropriate mitigation, preservation, and recovery measures in the event such resources could be impacted by development.	CDD, E&PW		On-going	
Action: Seek opportunities to undertake a historical survey of the Lemon Creek area in order to develop and maintain a more extensive inventory of historical structures and resources.	CDD, HRAC	LCNA	Mid-term	CIP

CHAPTER 3, LAND USE

GOAL 1: IMPLEMENT NEW ZONING THAT PROMOTES AND GUIDES DEVELOPMENT

ACTION	Lead Responsible Party(s)	Potential Advocates	TIME FRAME	NOTES
Action: Promote mixed-use development as a business and neighborhood revitalization tool for underutilized sites i.e. the former Walmart location and Grant's Plaza.	CDD, PC		short-term	
Action: Encourage sustainable development practices i.e. best stormwater management practices.	CDD, PC		on-going	
Action: Advance sustainable land use practices through zoning i.e. conservation zoning, inclusionary zoning, mixed-use zoning.	CDD, PC		short-term	

GOAL 2: IDENTIFY AND DEVELOP WASTE MANAGEMENT STRATEGIES THAT DECREASE THE IMPACTS ON THE LEMON CREEK AREA

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Identify an appropriate future location(s) for the landfill or transfer facility.	L&R, E&PW, CDD		mid-term	
Action: Decrease reliance on a landfill by implementing a mandatory borough-wide recycling program.	City Manager, E&PW		on-going	
Action: Develop a communication strategy between residents and CBJ to identify problems and workable solutions, specifically in relation to waste management.	E&PW	LCNA	short-term	
Action: Upon closure of the landfill the city should encourage that the space be developed as a park or recreational area.	P&R, CDD, City Manager	LCNA	long-term	

CHAPTER 3, LAND USE

(CONTINUED)

GOAL 3: PROMOTE A MIXED-USE ENVIRONMENT TO ENSURE A VIBRANT COMMUNITY AND QUALITY NEIGHBORHOODS

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Provide a variety of housing choices in residential portions of mixed-use buildings.	Chief Housing Officer, CDD		on-going	work with Chief Housing Officer and use HAP as guide
Action: Keep residential neighborhoods intact.	CDD, PC		on-going	
Action: Allow for industrial and commercial growth in strategically located areas.	CDD, PC, City Manager		on-going	
Action: Conserve land adjacent to Dzantik’i Heeni campus for the future need of a new elementary school.	L&R		on-going	CIP
Action: Identify potential land for the future need of a fire station.	L&R, CCFR		on-going	CIP
Action: Encourage an update to the Juneau State Land Plan and work with DNR on the update to ensure compatibility.	CDD, L&R		mid-term	

CHAPTER 4, NEIGHBORHOODS AND HOUSING

GOAL 1: CREATE AND SUSTAIN VIABLE, SAFE AND DIVERSE NEIGHBORHOODS THAT WORK TOGETHER

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Maximize compatibility between residential and non-residential uses by ensuring appropriate buffers and distance.	CDD, PC		on-going	
Action: Recognize that the composition of “neighborhoods” may be residential, non-residential or both, and require buffers and transitional uses that knit neighborhoods together.	CDD, PC		on-going	
Action: Preserve, protect, and enhance neighborhood aesthetics and natural and historic resources, including the Switzer Creek viewshed. Prevent encroachment of other activities into the legacy neighborhood of Pinewood Park.	CDD, PC	JWP	on-going	
Action: Consolidate the platted lots that make up the Switzer Creek area between the Pinewood Park Subdivision and Gruening Park and permanently protect this land for open space and recreation.	L&R, CDD	JWP	short-term	CIP
Action: Explore and implement methods to expand the Lemon Creek area’s housing options for workforce housing and senior housing, such as commonwalls and senior living communities.	L&R, Chief Housing Officer		mid-term	
Action: Make available suitable CBJ-owned lands to transfer to for-profit and/or non-profit residential development that would result in a mix of housing options.	L&R, CDD, PC		mid-term	
Action: Consider rezoning Grant’s Plaza from Industrial to Light Commercial, General Commercial, or Mixed-Use.	CDD, PC		short-term	

CHAPTER 4, NEIGHBORHOODS AND HOUSING

(CONTINUED)

GOAL 1: CREATE AND SUSTAIN VIABLE, SAFE AND DIVERSE NEIGHBORHOODS THAT WORK TOGETHER (CONTINUED)

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Encourage the formation of neighborhood organizations to increase involvement of residents, owners, and businesses that focus on creating healthy and livable neighborhoods.		LCNA	short-term	
Action: Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area.	P&R		short-term	
Action: Explore neighborhood residents’ concerns regarding street lighting.	E&PW	LCNA	short-term	

GOAL 2: DESIGNATE BUILDABLE LAND, PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE AFFORDABLE HOUSING TO ALL ECONOMIC GROUPS

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Develop housing targets for the Lemon Creek area, as recommended by the HAP, consistent with recommended zone changes identified in this plan. Housing targets should be developed with input from area residents and stakeholders. Lemon Creek area housing targets for various housing types should be equitable to other CBJ neighborhoods. Prior to planning development of CBJ owned lands for housing in the Lemon Creek area, CBJ should seek input from area residents and stakeholders.	Chief Housing Officer, L&R, CDD		short-term	
Action: Maintain Area 1 of the CBJ Switzer Lands Residential Development Study as D15.	CDD, L&R		on-going	
Action: Maintain Area 2 of the CBJ Switzer Lands Residential Development Study as D15.	CDD, L&R		on-going	

CHAPTER 4, NEIGHBORHOODS AND HOUSING

(CONTINUED)

GOAL 2: DESIGNATE BUILDABLE LAND, PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE AFFORDABLE HOUSING TO ALL ECONOMIC GROUPS (CONTINUED)

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Consider rezoning Area 3 of the CBJ Switzer Lands Residential Development Study to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision.	CDD, PC		mid-term	
Action: Consider rezoning Churchill Mobile Park to D10SF, which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision.	CDD, PC		mid-term	
Action: Designate suitable land within one-quarter mile distance from public transit routes as a Transit Oriented Corridor (TOC) overlay zoning district allowing for medium-to high-density housing in wholly residential or mixed use developments.	CDD, PC		mid-term	
Action: Encourage the consolidation and development of the Mental Health Trust properties.	City Manager, Chief Housing Officer, CDD		mid-term	

CHAPTER 4, NEIGHBORHOODS AND HOUSING

(CONTINUED)

GOAL 3: ENSURE THAT THE LEMON CREEK AREA’S HOUSING STOCK IS SAFE AND AVAILABLE FOR OCCUPANCY

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Consistent with the Housing Action Plan, the CBJ should adopt tools to identify and improve derelict housing stock and properties, e.g.: Neighborhood Improvement Grants, Healthy Neighborhoods Grants, code compliance upgrade grants, and community land trust. ¹	Chief Housing Officer, CDD		short-term	
Action: Identify mobile and manufactured home parks and/or subdivisions that may be appropriate for redevelopment ranging from renovated mobile homes to single, duplex, and multifamily housing.	CDD, Chief Housing Officer		mid-term	

¹ What is a community land trust (CLT)? CLTs are nonprofit organizations - governed by a board of CLT residents, community residents, and public representatives - that provide lasting community assets and permanently affordable housing opportunities for families and communities. CLTs develop rural and urban agriculture projects, commercial spaces to serve local communities, affordable rental and cooperative housing projects, and conserve land or urban green spaces. However, the heart of their work is the creation of homes that remain permanently affordable, providing successful homeownership opportunities for generations of lower income families.

CHAPTER 5, TRANSPORTATION AND INFRASTRUCTURE

GOAL 1: EXPLORE POTENTIAL MULTI-MODAL ACCESS ROUTES THROUGHOUT THE LEMON CREEK AREA

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007 with a recommendation for a minimum two lane paved surface.	CDD, E&PW		mid-term	CIP
Action: Fund an industrial/commercial traffic impact study to better understand the uses and traffic patterns of the Lemon Flats area.	CDD, E&PW		mid-term	CIP
Action: Investigate potential access to undeveloped lands.	CDD, E&PW		long-term	
Action: Advocate for improvements to the Fred Meyer and Egan Drive intersection.		LCNA, JFBC, DOT&PF	short-term	
Action: Advocate for the extension of Glacier Highway to Egan Drive at the McNugget intersection.		LCNA, JFBC, DOT&PF	on-going	

GOAL 2: DEVELOP A SEPARATED / DEDICATED BIKE PATH²

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Investigate grant or funding source to complete analysis of impacts on wetlands.	CDD		mid-term	CIP
Action: Identify potential routes and parcels necessary to construct path(s).	CDD, E&PW	LCNA, JFBC, DOT&PF	mid-term	
Action: Collaborate with private property owners to develop easements as necessary to construct path(s).	CDD, E&PW, L&R		mid-term	

² For more information see Appendix A: Public Participation, Public Design Workshop on page 112

CHAPTER 5, TRANSPORTATION AND INFRASTRUCTURE

(CONTINUED)

GOAL 3: PROMOTE SAFE PEDESTRIAN, BICYCLE, AND TRANSPORTATION CONNECTIONS³

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Enhance pedestrian/recreational linkages connecting the residential neighborhoods to Dzantik'i Heeni Middle School.	CDD, E&PW	LCNA, Trail Mix	mid-term	CIP
Action: Advocate for pedestrian, bicycle, and if warranted, an emergency vehicle access only across Lemon Creek (the water body) connecting the neighborhoods to the commercial uses.		LCNA, JFBC	mid-term	
Action: Advocate for DOT&PF's plan for Glacier Highway's pedestrian and bicycle improvements in the Lemon Creek Area.		LCNA, JFBC	short-term	
Action: Advocate for intersection improvements at Davis Street and Glacier Highway.		LCNA, JFBC	short-term	
Action: Advocate for an extension of the bus route to serve the Costco/Home Depot area.		LCNA	short-term	
Action: Explore neighborhood residents' concerns regarding street lighting.	E&PW	LCNA	short-term	
Action: Ensure that all bus stops have enclosed bus shelters.	E&PW - Capital Transit, DOT&PF		on-going	CIP

GOAL 4: REDUCE THE IMPACTS OF INDUSTRIAL AND COMMERCIAL USES IN THE LEMON CREEK AREA

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Reduce impacts of dust by enforcing the application of dust control methods on industrial and commercial lots.	CDD, PC		on-going	
Action: Reduce impacts of dust on surrounding uses, bicyclists, and pedestrians by requiring and enforcing dust control methods on industrial and commercial vehicles.	JPD		on-going	

³ For more information see Appendix A: Public Participation, Public Design Workshop on page 112

CHAPTER 6, NATURAL RESOURCES AND RECREATION

GOAL 1: PROTECT, RESTORE, AND MAINTAIN THE AREA'S NATURAL RESOURCES

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Preserve, protect, and enhance the Switzer Creek watershed; specifically ensure that Switzer Creek stream buffers remain undisturbed.	CDD	JWP	on-going	
Action: Improve the perched culvert in Switzer Creek (located on city property at the end of Mountain Avenue) which impedes fish passage, and any other barriers to fish passage in the area, such as the barriers in Vanderbilt Creek.	CDD, P&R	JWP	short-term	CIP
Action: Restore and recover Vanderbilt Creek watershed and enforce stream buffers as a method of protection.	CDD, ADF&G	JWP	long-term	CIP
Action: Re-plat the CBJ-owned lots that make up the Switzer Creek watershed area between the Pinewood Subdivision and Gruening Park and permanently protect for open space and recreation.	L&R, P&R, CDD	JWP	short-term	CIP
Action: Implement Stormwater Best Management Practices (BMPs) to reduce pollutants in area streams and wetlands.	CDD, PC		on-going	
Action: Review 2016 CBJ wetland assessments to identify wetlands that should be preserved based on their ecosystem functions.	CDD	JWP	mid-term	
Action: Encourage hard surfacing or stabilizing slopes with vegetation and gravel to eliminate erosion affecting Lemon Creek (the water body).	CDD, PC		on-going	
Action: Work to ensure that future development allows for consideration of wildlife connectivity between natural areas.	CDD, PC, ADF&G		on-going	
Action: Advocate for the update of the 2007 Lemon Creek and Vanderbilt Creek Watershed Recovery and Management Plans.		LCNA, JWP	mid-term	

CHAPTER 6, NATURAL RESOURCES AND RECREATION

(CONTINUED)

GOAL 2: PROMOTE RESPONSIBLE RESOURCE EXTRACTION

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Ensure that resource extraction addresses neighborhood harmony concerns.	CDD, PC		on-going	
Action: Provide greater scrutiny to ensure compliance of water standards and erosion control.	CDD, PC		on-going	
Action: Enforce conditions to limit negative impacts of activity on the surrounding areas, such as dust control, street sweeping, and cover loads.	CDD, JPD		on-going	
Action: Protect resource extraction as a critical industry and educate the public on its benefits to the community, such as lower development costs and flood protection.	CDD, PC, City Manager	LCNA	on-going	

GOAL 3: ENSURE THAT THE AREA HAS QUALITY PARKS AND RECREATIONAL FACILITIES FOR ALL USERS

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Identify and construct additional parkland in the area with continued input from the public.	P&R, CDD, L&R	LCNA	mid-term	CIP
Action: Improve Davis Meadows and Marriott Loop trails by hardening the trail surfaces in damp areas.	P&R	LCNA, Trail Mix	mid-term	CIP
Action: Repair the viewing platform and trail at Kingfisher Park, install wayfinding and parking signage.	P&R	LCNA, Trail Mix	short-term	CIP
Action: Promote access to parks, natural areas, and trail facilities when reviewing new development.	CDD, PC		on-going	
Action: Provide recreational trail extension from Lemon Creek (the water body) under Egan Drive at the Lemon Creek Bridge, extending the trail to the existing Egan Game Refuge pull-out.	P&R	LCNA, Trail Mix, DOT&PF	long-term	CIP

CHAPTER 6, NATURAL RESOURCES AND RECREATION

(CONTINUED)

GOAL 3: ENSURE THAT THE AREA HAS QUALITY PARKS AND RECREATIONAL FACILITIES FOR ALL USERS (CONTINUED)

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Provide an improved pedestrian trail from the Vanderbilt Hill area to the trail intersection at the Home Depot, possibly making the trail bikeable.	P&R	LCNA, Trail Mix, JFBC, JMBA	mid-term	CIP
Action: Advocate for an update to the Juneau Trails Plan.	P&R	LCNA, Trail Mix, JFBC, JMBA	short-term	
Action: Build a new trail on one or both sides of Lemon Creek, extending from upper Davis Avenue to the open wetland area near Egan Drive.	P&R	LCNA, Trail Mix, DOT&PF	mid-term	CIP
Action: Provide a new primary bike route as an alternative to Glacier Highway. Potential route to extend from Glacier Highway at Vanderbilt Hill, across wetlands, then extend parallel to Egan to reach the Lemon Creek area.	P&R	LCNA, JFBC, DOT&PF	mid-term	CIP
Action: Explore and implement bike route(s) from the Lemon Creek area to downtown Juneau and the Mendenhall Valley including, but not limited to, a bridge crossing over Lemon Creek (the water body); extend to Glacier Highway along the Walmart property edge; and extend along Alaway Drive.	CDD, E&PW	LCNA, JFBC, DOT&PF	mid-term	
Action: Maintain Sigoowu Ye (Fun Place Park), specifically trim back tree canopy, create better line of sight into the park, and install additional bike racks.	P&R	LCNA	short-term	
Action: Build a pedestrian bridge between upper Davis Avenue and the commercial and industrial area.	P&R		long-term	CIP
Action: Develop a community garden and composting site.	P&R	LCNA	mid-term	CIP
Action: Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area.	P&R		short-term	

CHAPTER 7, ECONOMIC DEVELOPMENT

GOAL 1: PROMOTE THE LEMON CREEK AREA AS A GREAT PLACE TO DO BUSINESS

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Support the formation of a Lemon Creek Business Association (LCBA).		LCNA, JCC	on-going	
Action: Appoint a representative of the LCBA to the Juneau Chamber of Commerce and the Juneau Economic Development Council.		LCNA, JCC, JEDC	on-going	
Action: Promote Glacier Highway as a commercial corridor which offers high visibility and a central location that can attract customers and low transportation costs for businesses.		LCNA, JCC, JEDC	on-going	
Action: Explore additional freight and transportation services for importing and exporting needs.	City Manager	LCNA, JCC, JEDC	mid-term	
Action: Pursue instituting economic development incentives.		JCC, JEDC	mid-term	

GOAL 2: CREATE THRIVING COMMERCIAL AND INDUSTRIAL AREAS THAT SUPPORT INDUSTRY AND NEIGHBORHOOD BUSINESSES

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Review and update the CBJ Title 49 zoning code's Table of Permissible Uses, specifically uses allowed in industrial zones, general commercial zones, and light commercial zones.	CDD, PC		short-term	
Action: Review and update the CBJ Title 49 parking requirements, including requiring parking maximums vs. minimums.	CDD, PC		short-term	
Action: Seek FEMA reclassification of the Lemon Creek flood plain based on the removal of a bridge below Glacier Highway and the resumption of gravel extraction in Lemon Creek (the water body).	CDD		short-term	CIP

CHAPTER 7, ECONOMIC DEVELOPMENT

(CONTINUED)

GOAL 2: CREATE THRIVING COMMERCIAL AND INDUSTRIAL AREAS THAT SUPPORT INDUSTRY AND NEIGHBORHOOD BUSINESSES

(CONTINUED)

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Site an appropriate location for an organic waste disposal facility. ⁴	CDD, L&R, E&PW		mid-term	
Action: Continue to work towards disposal of the 20+ acres on Anka Street (adjacent to the Home Depot) for industrial uses only (refer to the Land Management Plan).	L&R		mid-term	
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007 with a recommendation for a minimum two lane paved surface.	E&PW, CDD		mid-term	CIP
Action: Advocate for intersection improvements at Anka Street.				
Action: Require sustainable development practices e.g.: best stormwater management practices, buffers, and transition zones.	CDD		short-term	
Action: Advocate for infrastructure improvements in the commercial and industrial areas, such as sidewalks, and bike paths.		LCNA, JCC, JEDC, JFBC	on-going	

⁴ An organic waste disposal site is used to dispose of organic debris resulting from development that is unsuitable for reuse, such as tree stumps, sands, and other natural materials. An organic waste disposal site is not a landfill.

GOAL 3: PROVIDE SERVICES AND AMENITIES FOR THE LEMON CREEK AREA'S WORKFORCE

ACTION	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIME FRAME	NOTES
Action: Improve bike/pedestrian infrastructure in the area as a way to improve access to jobs.	CDD, DOT&PF	JFBC	on-going	
Action: Improve Capital Transit bus schedules and routes through Lemon Flats and near anchor businesses that support shift work schedules.	E&PW - Capital Transit		mid-term	
Action: Encourage daycare facility(s) in the Lemon Flats area for convenient access for area employees.		LCBA, LEDC	on-going	
Action: Actively recruit new and existing restaurants and food trucks to open locations in the area.		LCBA, LEDC	on-going	
Action: Provide passive and active recreational opportunities for the area's workforce.	P&R	Private Companies	on-going	

APPENDIX A: PUBLIC PARTICIPATION

This Appendix contains a summary of public input that was received throughout the planning process. It outlines contributions from the Open House, Focus Groups, the Lemon Creek Business Survey, and Public Design Workshop. There was additional public participation at the Lemon Creek Steering Committee meetings and during the public comment period for the draft plan (see Appendix B: Public Comments on page 111). These comments were taken directly from the public; they have not been reviewed for their accuracy.

OPEN HOUSE

On March 10, 2016, the Community Development Department held an Open House to kick-off the Lemon Creek area planning process. Over 70 people participated with more than a dozen applying to become Steering Committee members. The public discussed their ideas of Lemon Creek’s “strengths, weaknesses, challenges, and opportunities”, the boundary of the Lemon Creek area, and places that they live, work, play, and learn. Below are the results of their input.

CHAPTER:	STRENGTHS:
7	Large retail e.g. Costco
7	Alaskan Brewing Co.
7	Manufacturing jobs and money
6, 7	Industrial and Commercial zoning allows for noisier and messier uses e.g. Makerspace
7	Diverse mixture businesses
3	Police department headquarters
6	Great sun exposure
6	Good soil
6	Lemon Creek (the water body) is serene
6	Open space and trails
6	Wildlife
6	Meadow behind Dzantik’i Heeni Middle School is a local asset

CHAPTER:	STRENGTHS:	(CONTINUED)
6	Wetlands need to be preserved	
6	Lemon Creek (the water body) is vital to the neighborhood	
2, 4	Isolation from the rest of the borough	
2, 4, 7	Centrally located between town & valley	
4	Affordable housing	
2	Diverse population	
5	Easy access to public transportation	
4, 6	Family-friendly (housing, education, trails & parks)	
4, 6	Live/work/play in Lemon Creek	
4, 7	Mix of housing choices	

CHAPTER:	OPPORTUNITIES:
*	Relocate city offices to Walmart
7	Use Walmart site for another big-box store, e.g. Target
2	Use Walmart for community center, transit center, farmer's market
3	Zoning supports a local store to sell fresh produce
2, 4, 7	"Mid-Town" Juneau – convenient location
*	Use Walmart site for second crossing of Gastineau Channel
*	Sunny Point is ideal location for second crossing of Gastineau Channel
6	Trail system connectivity to other areas
5	Spenard Road in Anchorage is good example for Glacier Highway improvements
3	Contract with Goldbelt Corp. to relocate the landfill to Hobart Bay
3	Installation of a modern incinerator at landfill
3	Use the landfill methane for power and heat
3	Build a bigger & higher landfill to reflect the noise from Egan Drive
6	Local fish habitat that can maintained (publicly-owned land)
6	Use of land for bike path at Egan Drive and rear of existing housing
6	Natural space and environment
6	DZ trail system
*	Areas for ATVs
4, 7	Cottage-housing and/or multi-generational housing (childcare & senior care combined)
3, 4, 7	Use undeveloped lands to the north & east

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	WEAKNESSES:
7	Lack of local employment
5, 6	Dust/debris caused by gravel trucks
3	Location and odors of the landfill
5	Glacier Hwy is not pedestiran or bike friendly
5	Lack of sidewalks on Glacier Hwy
5	No stop light at Glacier Hwy & Davis Ave
*	Water quality is bad due to Hidden Valley facilities
4, 5	Poor street lighting at Glacier Hwy & Central Ave and other residential areas
5	Traffic issues
5, 7	Bus stops poorly located during snow routes
5	Slow speed limits on Glacier Hwy
4	Poorly maintained low-income housing
2, 4	Improve the quality/aesthetics of the residential areas
6	Local parks have poor lighting & outdated equipment

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	CHALLENGES:
6	Make areas retain the “Alaska Wild Uniqueness”
7	Lack of smaller grocery stores
6	Do not construct a road through Mountain Ave that impacts anadromous streams
5	Increased traffic
5	Glacier Hwy and Davis Avenue intersection
5	Bus stop on Davis Avenue at Glacier Highway in poor location
5	Extend Glacier Highway behind Fred Meyer’s to connect with Glacier Hwy at McNugget intersection
5, 6	Reduce gravel trucks, create alternative trucking route
5, 6	Pedestrian and bike safety along Glacier Highway
3	Diverse zoning and uses
3, 4, 7	Commercial and industrial uses are crowding residential uses
7	Use of Industrial and General Commercial for residential uses to limit space available for business
3, 4, 6, 7	Future development needs careful consideration
2, 6	Lack of community recreation options
3, 6, 7	Open space and wetland corridors under development pressure
2, 4, 6	Creating affordable and dense housing with green space
6, 7	Lack of grocery stores in walking distance
4	Large homeless population in the Vanderbilt wetlands
4	Inebriated individuals along Davis Avenue
*	Drug activity
*	Release of Lemon Creek Correctional Center prisoners
2	Lemon Creek has a stigma attached to it
6	Better lighting around playgrounds for safety
4, 6	Lack of playgrounds in mobile home parks

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

FOCUS GROUPS

In June 2016, six focus groups were held to discuss the Lemon Creek area, its current state, and the future envisioned for the area. The focus groups identified the following areas of strength, weakness, opportunities, and challenges, as well as what they would like to see in the Lemon Creek area in the next 10 years, and patterns of development within the Lemon Creek area.

CHAPTER:	STRENGTHS:
7	The number of jobs in the area
7	Many people come into Lemon Creek for work
7	Costco is a shopping hub that brings people into Lemon Creek from all over CBJ
7	Central location
3, 7	A few vacant lots remaining in the industrial district
3, 6	The land from behind JPD to Wal-Mart is a good location for a park/ball fields, or for tidal mitigation
3, 6	Switzer Creek is well-preserved because the buffer is maintained; has a good head water
5	The bio-swell at Radcliffe works really well; could be easily replicated in other parts of Lemon Creek
3, 6	Anadromous fish still in Vanderbilt Creek
3, 6	Trailheads; King Fisher Park
3, 6	The existing wetlands in Lemon Creek are high value and worth protecting
3, 7	Central location for the industrial uses: e.g. AEL&P, and CBJ facilities like the recycling center
3, 5, 6	Adequate bike lanes
5	Convenient access for customers and employees; short commute from the Valley; can avoid Downtown traffic
3, 7	Lots of flat, industrial land
3, 4	Vacant land available for housing development
7	Lemon Creek is a shopping hub for Juneau
7, 6	Central location
4	Affordable housing
4	Good mix of owners and renters
6	Breeze-In – best lunch in town
7	The area is busy with day-time activities

CHAPTER:	STRENGTHS:	(CONTINUED)
6	Many recreational opportunities and trails	
3	Dzantik'i Heeni Middle School	
6	Hiking Trail by Switzer Creek – maintained better by DZ middle, not so much near residential area. Slippery boardwalk. Sink into muskeg. Trail Mix could get involved. Make upgrades. Gravel by DZ but gets muddy and slippery near residential area. Some slippery boardwalk replaced. Board replacements should continue.	
6	Other nice trails in the Lemon Creek area; Hidden Valley, Lemon Creek Trail, these are a real strength of the neighborhood	
3, 6	Fun Park heavily used	
3, 6	Not many parks like Sigoowu Ye (Fun Place Park) in the Lemon Creek area, little kids go there to play, it has a good location, lots of eyes on the park, and is clean	
3, 6	How do we move the dump out of the Lemon Creek area? How can it be reclaimed for recreational activities?	
*	Quiet neighborhood. No helicopter flight paths overhead. Do get jets noise during take offs.	
5	Many sidewalks in residential areas and along Glacier Highway, pedestiran friendly, and well lit.	
3, 6	Path (easement) along Lemon Creek (the water body) for Riverside Condos. Lemon Creek Correctional Center (LCCC) erected a fence and cut off access to the trail. It is now over-grown; not maintained; city makes deals with developers for reserving land for parks and trails but lack good communication with P&R; drug activity taking place; safety issue but of the isolated location of the trail; getting more JPD attention	
3, 7	Convenient access to dining opportunities; good variety of uses; mixed uses	

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	OPPORTUNITIES:
5	Examine the bus routes to better serve the retail establishments, employees, and customers
7, 6	Wal-Mart site: move City offices; the site could provide amenities for the Lemon Creek workforce, i.e. restaurants, complimentary services for other Lemon Creek area businesses
3, 6	Development potential for ATV recreation by the Home Depot
6	Good location for businesses who want to be located along the creek
7	Everything needed for construction is within 5 minutes of the Lemon Creek area
7	Coordinate shipping costs with local shipping companies
4, 5	Increase housing density; easy access to job opportunities
3, 7	Expand industrial lands and protect what is already there
3	Better storm water management along Vanderbilt Creek; restoration opportunity
3	Creating green infrastructure around Western Auto, e.g. rain gardens
3, 7	Development opportunities south of JPD station and up near the Home Depot
3, 7	Good development potential along the uphill side of Glacier Highway
3	SEAL Trust accretion purchases along Sunny Point and Bicknell property
3	Trading CBJ forested lands for wetlands near Egan Drive
3, 4, 6	New housing developments could be required to provide parks
5, 6	Good locations for new foot trails and bike paths
3, 6	Wal-Mart is a good location for re-development with open space
5	Hauling materials (e.g. gravel) via train instead of trucking it
6	Air quality testing
3	Extending Short St. to recycle center to provide a 2nd access
3	Round-a-bout at Concrete Way and Glacier Highway
5, 6	Creating a bike path that would allow cyclists to avoid most of Glacier Highway; i.e.: down Anka, cross over Lemon Creek and cut through the neighborhood before connecting back to Glacier Highway somewhere past Switzer Creek

CHAPTER:	OPPORTUNITIES:	(CONTINUED)
5	Constructing a full intersection at Concrete Way and Glacier Highway	
5	A second access to the Home Depot/Costco area; this could help keep some of the heavy truck traffic off Glacier Highway	
5	A bypass for industrial uses	
3, 7	Good location for businesses	
3, 6	Recreational opportunities behind the Home Depot and Costco	
4	Program to encourage home owners to increase the curb-appeal of their homes; a mini-grant	
7	Developing a Lemon Creek Business Association	
7, 6	Increasing night-time activities	
2	Rebranding Lemon Creek	
2	Rename the Lemon Creek Correctional Center	
5	Improve bus shelters and bus stops; "Adopt a Bus Stop"	
5	Re-route truck traffic; could improve air quality; there is a plan in place; should know more in 60 to 90 days; would be private driveway for Seacon	
3	The Lemon Creek trail and wetlands, Vanderbilt Hill area is all one piece, one habitat; how can the different interests be reconciled? Many abutting property owners; the wetlands have been re-classified to a lower level	
3, 6	Would be great if there was a nice walkway with benches so people could come out along the water, (Lemon Creek); let brush grow up along industrial area; this is private property so could be difficult to create a public space	
5, 6	Walking path in front of condos along Lemon Creek was meant to be extended and meet up with other trails; there is an opportunity to improve this trail	
4	Opportunity to clean up the Davis Avenue area	
6	May not have a strong need for more housing in the future; what should the City do with the land it owns in the Lemon Creek area? These lands could be recreational area for residents; land swaps; could improve quality of life	
6	Pocket parks for kids	

CHAPTER:	OPPORTUNITIES:	(CONTINUED)
4	New home ownership opportunities along Jackie St. 30 units of one bedroom rentals; 6 to 8 home build single family homes	
3, 6	Driving by the meadow, seeing the mountain; keeping this place open and free from development, people love the location and the scenery; across from Alaway; the view should be maintained	
2	Rebrand the Lemon Creek area to “Midtown”; rename the Lemon Creek Corectional Center (LCCC); the prison is a good neighbor	
5	Widening Anka Street could help alleviate the heavy traffic	
2	The addition of a health clinic would be an asset to the community; and other local resources for residents to access	
*	Add on silencers to the weapons at the LCCC shooting range	
*	Need a more convenient and cheaper way for residents to dump their yard waste, i.e. stumps, grass clippings.	
4	Construction of new homes; this could change the dynamic of the area	

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	WEAKNESSES:
3, 5	Lack of sidewalks along Shaune Drive; heavy pedestrian activity and a lack of sidewalks is dangerous
3, 5	A general lack of pedestrian amenities in the industrial area
5	Inadequate bus services to employment locations; the timing of the bus routes makes getting to work on time difficult
3, 7	Wal-Mart vacancy
5	Difficult to make a left turn onto Anka St. from Shaune Drive
6	Dirt and dust from Lemon Creek mining activity
4, 7	Housing in the industrial area restricts industrial uses
3, 6	There are few parks in the area; Lemon Creek is underserved
5	Many children do not have daily access to a vehicle that could take them to recreational opportunities outside of the Lemon Creek area
6	More weakness than strengths from a Park and Rec. point of view
6	Land fill pollutants
5	Traffic (the DOT light at Davis should help)
5	Biking between Western Auto and Breeze-Inn is difficult; heavy traffic, gravel and dust
5, 6	Dust on the roads
5	Not bike-friendly along Glacier Highway
3, 4, 7	Zoning is a challenge; increased residential use in a historically industrial area
5	Making left turns onto Glacier Highway can be difficult, especially at Western Auto and Breeze-In
3	Location of sewer utilities in the right-of-way
3	Landfill – odor and noise
5	Heavy traffic and trucking; conflict between pedestrians/kids and trucks; truck drivers are not abiding by the traffic laws
5	Speed limit along Glacier Highway is too high; people drive faster than the posted speed limit
5	Lack of JPD traffic enforcement

CHAPTER:	WEAKNESSES:	(CONTINUED)
5	Anka St. has heavy pedestrian traffic but is lacking sidewalks on both sides and has no crosswalks	
5	Increased traffic along Renninger; Dzantik'i Heeni Middle School and Jackie St.	
3, 7	Lack of mixed-use development in the Renninger area; could use small retail and restaurant	
3, 6	Lack of a community meeting spaces	
7	It is hard for businesses to attract a good workforce	
3, 7	Vacant Wal-Mart site; CBJ could work with the property owner to redevelop the site	
3, 7	Empty Wal-Mart building; could split the building into multiple uses; would be good to have more options for residents. Moving CBJ offices; could move tourists activities that need space.	
3	Need leadership to spearhead redevelopment of Wal-Mart space; how to re-use the parking space?	
3	What the future plans for the land fill? Has not been sufficiently address up to this point.	
3	The solution should be a regional solution; need a plan on how land should be used if/when land fill is moved	
3	Landfill smell was intense this summer; assembly does not seem to empathize; what do you expect? Live near a dump; smell then go better for a while	
3, 4	Bombs scaring birds off disturbs the residents and pets' landfill issues are not taken seriously; creates issues when property owners are trying to sell their homes	
3	What goes on at the landfill now were not always occurring; the use has gotten more intense over the years; odors caused by leaks into the ground, installing caps; or expanding, opening up new trenches; new wells should be installed should improve the smells	
3	Any reuse of the area is far out; environmental remediation could take a long time; gases may be hazardous for years	
3	Would be valuable land; not much flat land	
3, 6	Shooting range is a disturbance, fairly regular basis, could be a code violation	
3	Upper Davis Ave has many code issues; garbage and trash issues in this area; it's really bad; risk to property values, health and safety; city should put effort to clean this up	
3	Shakespear lot is an eye-sore; dog sledding business is also an eye-sore	

CHAPTER:	WEAKNESSES: (CONTINUED)
3, 7	Housing First coming into the neighborhood could be an issue; the perception is that the Lemon Creek area is where the City dumps unwanted uses and people; these projects begin to add up and increases the negative perception of the Lemon Creek area; the area seems to be a magnet for undesirable projects
3, 4	Lemon Creek area property owners values should be just as important as those in other areas; strong downtown association wanted the population out of the area
4	Not very many people at the Housing First meetings
6	The Lemon Creeek does not have a central meeting place where neighbors can get together and meet
*	The Lemon Creek area has the lowest voter turnout of anywhere else in the borough; look at CIP budget; does the area get less than its fair share?

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	CHALLENGES:
3, 7	The landfill impedes economic development; not the best use of waterfront property
5	Dependence on oil/State funding on local infrastructure projects
5	Access is a challenge for small businesses; poor road maintenance, vehicles parking too close to the street makes it hard to see on-coming traffic
7	A lack of export businesses who are bringing money into Juneau
7	Shipping costs
3	Not having a community elementary school
3, 6	Impaired waterbodies – Lemon Creek, Vanderbilt Creek
6	Addressing storm water impacts along Vanderbilt Creek
6	Development along estuaries
6	Snow disposal off of Short St. being dumped into wetlands
6	Many acres of wetlands have been lost; those remaining are high value
6	High value wetlands are zoned for commercial and high density residential
5	Lack of quality public transit
3	Separation of uses: industrial/commercial vs. residential; bike/pedestrian vs. auto/truck traffic
3	Lack of land
5, 6	Safe routes for pedestrians and cyclists
*	The Lemon Creek area gets the worst weather in Juneau
*	Keeping a tenant in the Wal-Mart building
3	Parking requirements for businesses
5	Heavy traffic
6	Commercial/Industrial uses are restricting recreational uses
3	The location and operation of the landfill; needs an incinerator
*	The use of seal bombs to scare away the birds from the landfill
3	Trash and a lack of code enforcement; area around Church Hill Mobile Home Park

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	CHALLENGES:	(CONTINUED)
7	Redeveloping the Wal-Mart site	
7	Lack of a business and neighborhood association	
3	Improving the landfill	
4	Rental property owners not able to keep tenants; the city is disposing of land that is creating more housing opportunities	
*	Getting a response from elected leaders; too many City meetings; not convenient hours of meetings	
3, 5	Gravel extraction creates heavy traffic; could the be re-routed?	
3, 5	Widening Anka Street could be a solution	
5	Traffic and road conditions are a concern	
5	Winter bus routes are causing elderly to walk a further distance to the nearest bus stop along Davis	

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

CHAPTER:	10 YEARS FROM NOW WHAT WOULD YOU LIKE TO SEE IN LEMON CREEK:
3	New elementary school
5	Improved public transportation
3	Landfill relocated or used less frequently
7	Increased economic development
7	Wal-Mart redeveloped
5	Improved public transportation
5, 6	A bike path that avoids Glacier Highway
4	New homes
3	CBJ has decided whether the area is industrial or residential? More cohesion
3, 4, 7	More residential uses, less industry
3, 6	Proper stream side setbacks along the Lemon Creek area vegetated and rehabilitated
6	Cleaning up the public areas; e.g.: Davis Avenue; identify well-used public areas
*	An urban renewal project in the Lemon Creek area
2, 4	Still a family-friendly, close knit community

* The Steering Committee did not choose to address these comments. They focused on issues they felt were most critical and/or directly related to the Lemon Creek area.

PATTERNS OF DEVELOPMENT IN THE LEMON CREEK AREA:

The following development history is based on the recollections of long-time Juneau residents who attended the History and Community Character focus group. These comments were taken directly from the public and their content has not been altered in any way; they have not been reviewed for their accuracy.

- Louie Lund owned a ranch near present day Lund St. where he kept his horses. Lund started the first transport company in Alaska.
- Charlie Switzer owned a large dairy farm that was located between Switzer Creek and Fred Meyer.
- Switzer Creek was originally located west of its current location. The creek was re-routed as part of a DOT Glacier Highway project.
- The first home was built on Sunny Point in 1929.
- Grant's Plaza was once a large nagoonberry patch.
- From the late 1960s up until the late 1970s a mobile home park was located at the end of Shaune Drive and Jenkins Drive.
- The LDS Church was built in 1971. The original church was destroyed by fire on Christmas Eve 1974 and was re-built the next year.
- The LCCC has been in its current location since at least 1975.
- The industrial uses and storage uses picked-up in the 1980s.
- Costco and the Home Depot developed in the 1990s.
- Most of the development West of Glacier Highway is fairly new.

LEMON CREEK BUSINESS SURVEY QUESTIONS

The following questions were sent to all known businesses in the Lemon Creek area.

1. What is the service or product you provide:

- Retail
- Seafood-related
- Transportation-related
- Public Storage
- Animal-related
- Food-related
- Automobile-related
- Boat-related
- Construction equipment-related
- Product Manufacturing/Assembling
- Please state what you manufacture/assemble:
- Other (Please be specific):

2. How long has your business operated in Lemon Creek?

- Less than 5 years
- 5-10 years
- 10 – 20 years
- More than 20 years

3. What could help your business grow?

4. What are challenges to your existing business or barriers to future growth?

5. What about the Lemon Creek area makes it good for your business?

6. Is there something the CBJ could provide or change that would improve your business?

E.g.: changes to parking requirements, new sidewalks, different zoning rules, transit changes.

7. Is there something the private sector could provide that would improve your business?

8. To the best of your knowledge, are most of your customers:

- Local (Within Juneau)
- Region (Southeast Alaska)
- Elsewhere

9. How many people do you employ?

- Full Time Employees _____
- Part Time Employees _____
- Seasonal Employees _____

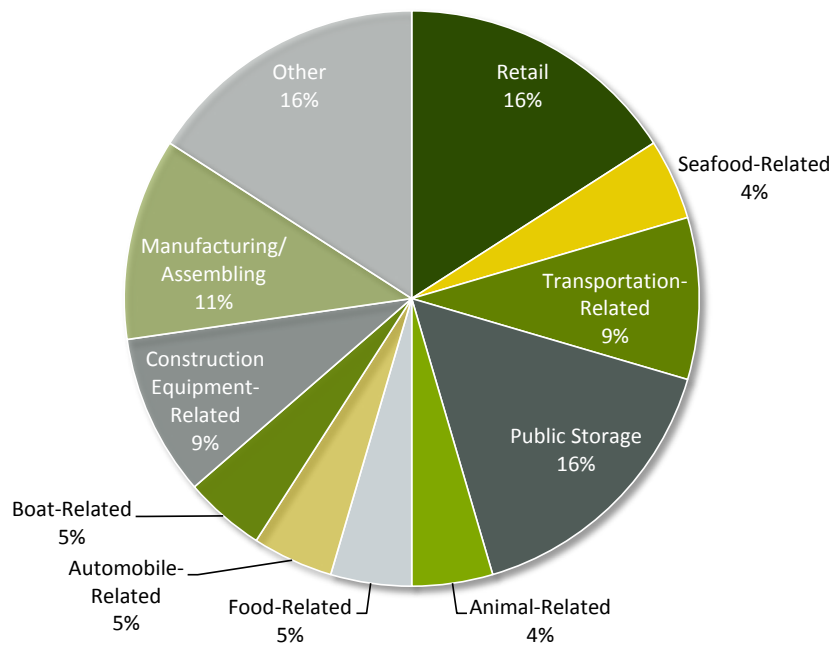
10. Are there other concerns/issues related to business growth, attraction, etc. that Lemon Creek may have?

LEMON CREEK BUSINESS SURVEY RESPONSES

Narrative Responses are listed highest response rate first.

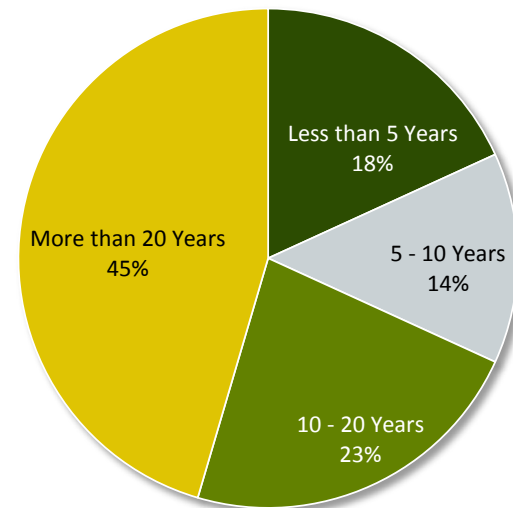
Question 1:

What is the Service or Product your business Provides?



Question 2:

How long has your business operated in Lemon Creek?



3. What could help your business grow?

- Road out of Juneau
- Skilled employees
- More police patrols
- To leave the driveway the way it is
- Higher oil prices
- Better visibility
- Infrastructure improvements
- Regional growth
- A second access into the area
- More tourism

4. What are challenges to your existing business or barriers to future growth?

- Dense housing areas adjacent to industrial
- Finding qualified help
- High property taxes
- Cumbersome planning and zoning process
- Freight costs
- Tight government budgets
- Making a left onto Anka
- Flood zone maps
- Crime

5. What about the Lemon Creek area makes it good for your business?

- Centrally located
- Industrial zoning
- Heavy Traffic
- Bus stops/ Public Transportation

- Flat
- Gravel
- Availability of city utilities
- Good Access

6. Is there something the CBJ could provide or change that would improve your business?

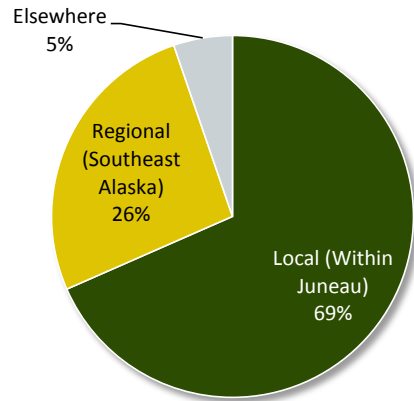
- Better bus access to Costco area
- Stop changing the zoning
- Stop giving away road access
- North Douglas crossing
- Lower tax rate
- Improve Anka Drive and Glacier Highway intersection for industrial traffic
- Traffic light at Breeze Inn and Glacier Highway
- Enforce a no parking zone along Shaune Drive
- A second access into the Costco area
- Increase police patrols

7. Is there something the private sector could provide that would improve your business?

- Accept that when CBJ plans a residential area adjacent to an industrial area that the residents will be subject to the effects daily
- Better materials support i.e. oil, refrigerant, cleaners, etc.
- More restaurants in the area
- Go back to burning trash instead of using the landfill

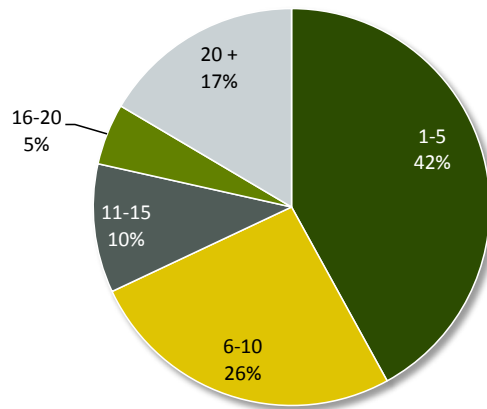
Question 8:

To the best of your knowledge are most of your customers _____?



Question 9:

How many people do you employ?



10. Are there other concerns/issues related to business growth, attractions, etc. that Lemon Creek may have?

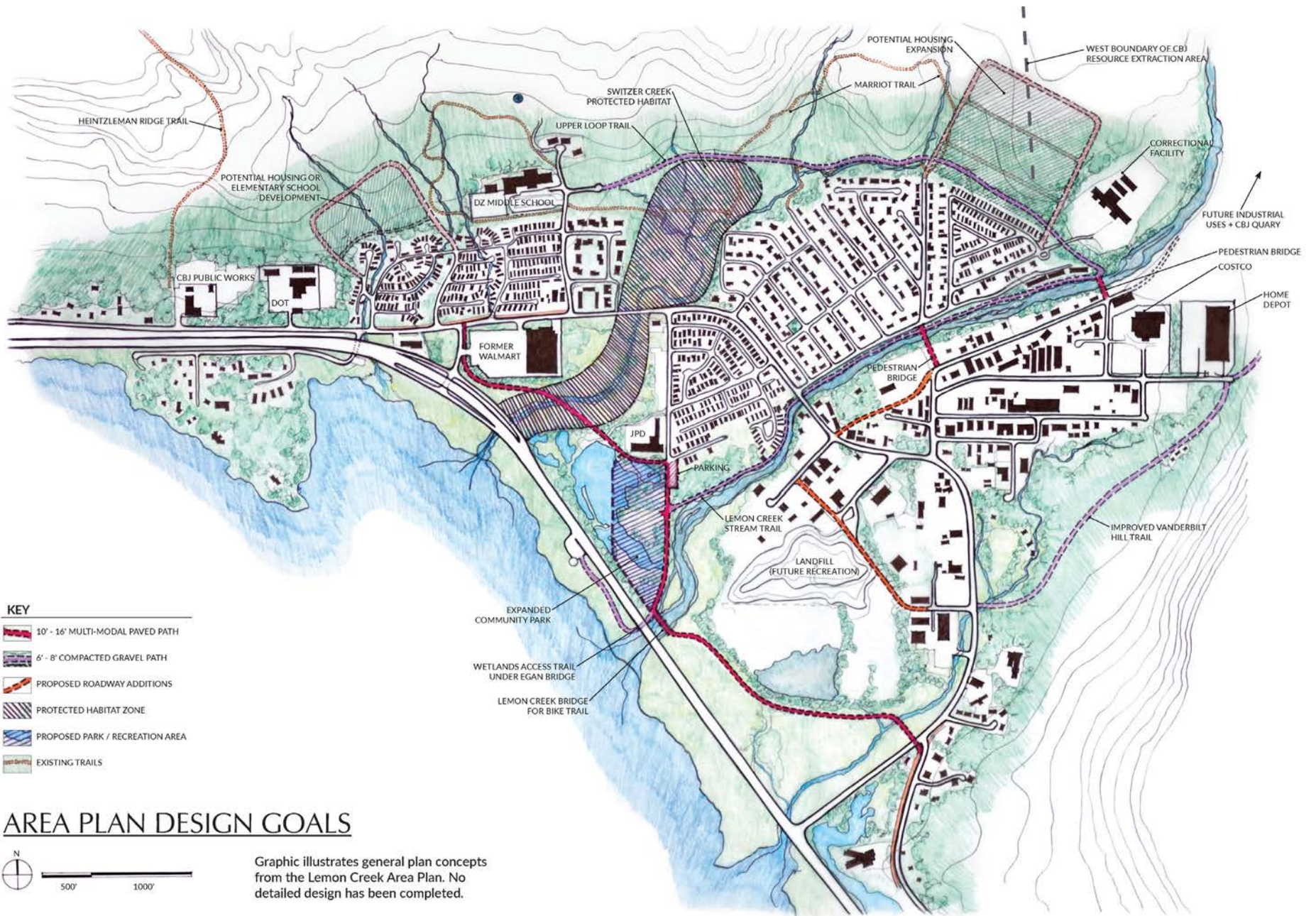
- Garbage smell
- Storage lots
- Loud noises
- School zones
- Better bus service to the Home Depot
- Remind commercial business that they are subject to the effects of industrial uses if they choose to be in an industrial area
- Keep it industrial and business oriented
- Lack of commercial land
- Eliminating the out of date flood zones in the area that require business owners to obtain flood insurance
- Better lighting and sidewalks along Glacier Highway

PUBLIC DESIGN WORKSHOP

A Public Design Workshop was held on February 4, 2017 where the public, Steering Committee members, and CBJ Staff discussed and suggested ideas for the Lemon Creek area. The following table outlines the main ideas from that workshop, and which of the four tables came up with similar ideas. After the table are images of illustrations that were created by each of the four tables, and an overarching design as compiled by MRV Architects.

ITEM	DESIGN FEATURE OR SUGGESTION	TABLE 1	TABLE 2	TABLE 3	TABLE 4
1	Provide a park or recreational area at Lemon Creek (the water body), near Egan Drive. Most concepts integrated a park at an intersection with new bike route. Potential features include play features, ball field, nature trails, and parking.	X	X	X	X
2	Conserve the Switzer Creek wetland, stream corridor, and wildlife. Ideas included interpretive materials, raised trails, and connections from Marriot Trail.	X	X	X	X
3	Build a new trail on one or both sides of Lemon Creek (the water body), extending from upper Davis Avenue to the wetland area adjacent to Egan Drive (two concepts recommended additional green-buffers and plantings).	X	X	X	X
4	Improve the Marriot Trail, including a strong link to Dzantik'i Heeni Middle School, and extending to upper Davis Street residential areas (three concepts suggested improvements sufficient for a bike trail with paved surface and lighting).	X	X	X	X
5	Implement a bike route(s) from the Lemon Creek area to downtown Juneau and the Mendenhall Valley as an alternative to Glacier Highway, possibly including a bridge crossing Lemon Creek (the water body); extend route(s) to Glacier Highway along the Walmart property edge; and extend route(s) along Alaway Drive.	X	X	X	X
6	Build a pedestrian bridge over Lemon Creek (the water body) between upper Davis Street and the Commercial district (two crossings were shown in two concepts).	X	X	X	X
7	Provide a recreational trail extension from Lemon Creek (water-body) under Egan Drive at the Lemon Creek Bridge, extending the trail to the existing Egan Game Refuge pull-out.	X	X	X	
8	Provide an improved pedestrian trail from the Vanderbilt Hill area to the trail intersection at the Home Depot, possibly making it bike-capable.	X	X	X	
9	Study a new street connection between Commercial Way and Concrete Way, allowing a direct connection for gravel trucks to access the asphalt plant, and reducing commercial truck traffic on Anka Street.		X	X	X

ITEM	DESIGN FEATURE OR SUGGESTION (CONTINUED)	TABLE 1	TABLE 2	TABLE 3	TABLE 4
10	Study a new street connection between Concrete Way and Short Street, facilitating commercial traffic in the industrial area near the landfill.	X			X
11	Preserve land for an elementary school and identify land for residential growth on the hillside area northwest of Dzantik'i Heeni Middle School and Pinewood Park Subdivision.			X	X
12	Encourage reuse of the landfill as a park or recreational area upon closure.	X		X	
13	Seek the closure of Correctional Center firing range, and pursue re-naming the correctional center to something other than "Lemon Creek".			X	X
14	Study an upper Lemon Creek road crossing to Davis Street, primarily for bike and pedestrian use that may serve emergency response use.				X
15	Study new mixed use development in old gravel areas upstream near Costco, emphasize extended pedestrian and bicycle routes		X		



AREA PLAN DESIGN GOALS



Graphic illustrates general plan concepts from the Lemon Creek Area Plan. No detailed design has been completed.

Credit: MRV Architects (2017) *Area Plan Design Goals*, February 4, 2017

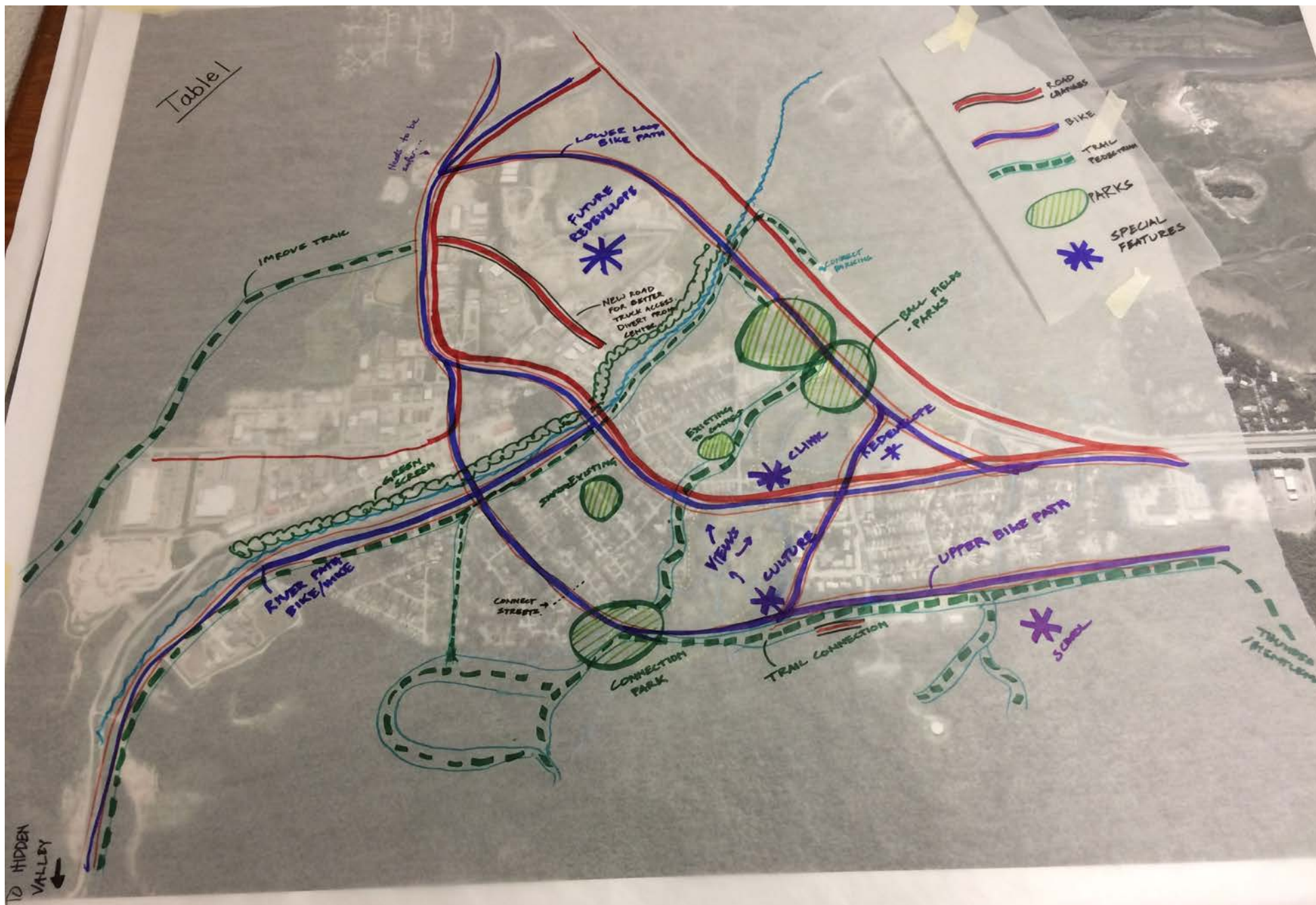


TABLE 2



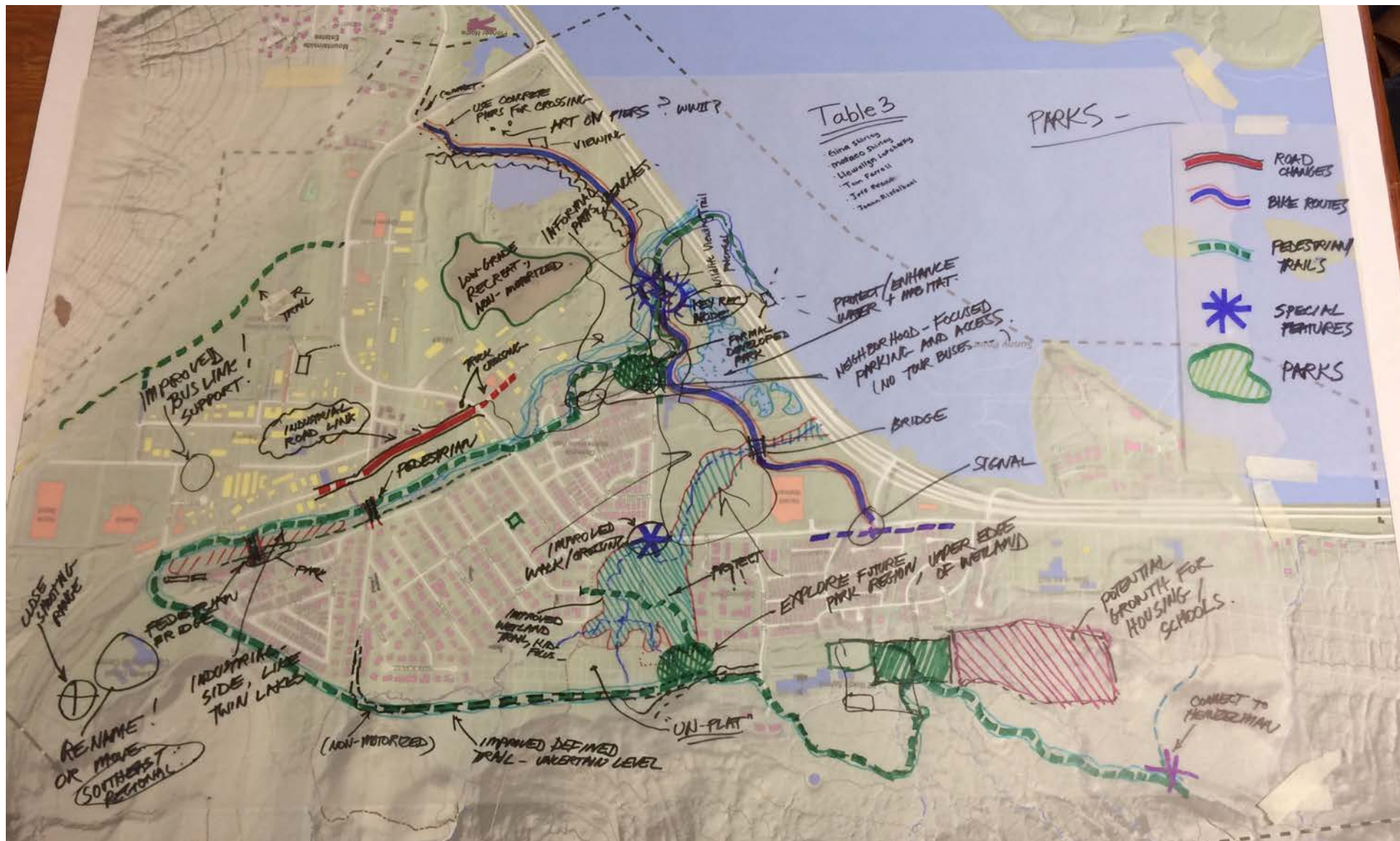
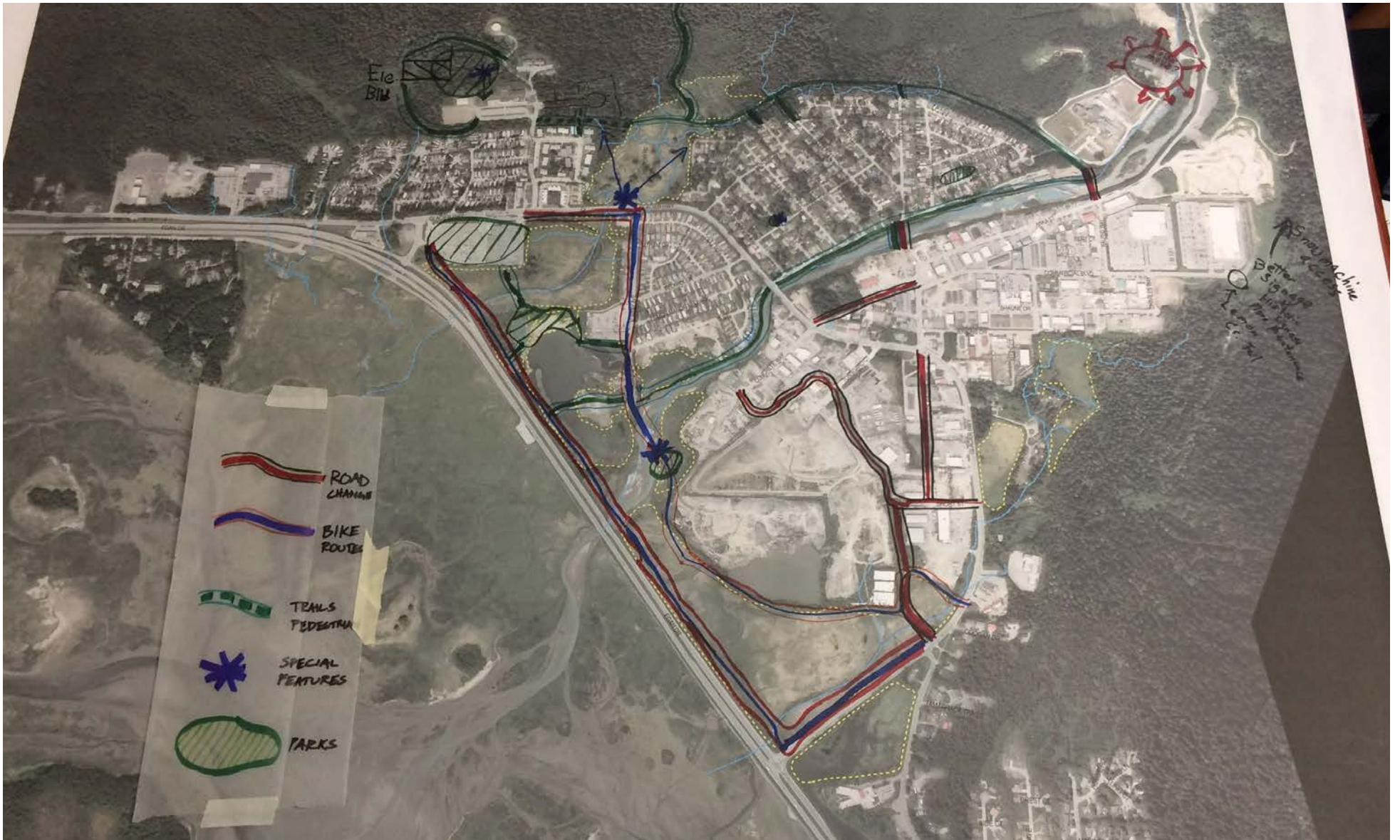


TABLE 4



These notes represent the input from Table 4, which discussed topics that are not shown on the map pictured at left. These comments were taken directly from the note-taker for Table 4 and they have not been reviewed for their accuracy.

Table 4 Notes

Walmart area is a potential area for park/ recreation. Utilize the building for recreation, perhaps a field house area and basketball. Part of the parking lot could be turned into playground/ park area.

All ages in Lemon Creek are underserved by Parks & Rec.

- Toddlers have a single small park/ playground in the area. Twin Lakes is too far to walk, which makes it hard to use for a lot of families.
- Teenagers have no indoor facilities. The covered play area at DZ is heavily used for basketball and has been a great asset.
- Adults only have DZ to use as well and nothing for them during the day.

Bike routes for within Lemon Creek and through Lemon Creek are desired. Bike Commuters from the valley would prefer to bypass Lemon Creek as much as possible, so a bike trail as close to Egan as is feasible would be ideal. Alaway is a good alternative as the infrastructure exists and would be less susceptible to tides, wetlands, and allow for more connectivity to Lemon Creek residential area. Tying in with the bike lane to Twin Lakes on the SE side of Lemon Creek. Bike route should have pocket parks along the path. Small pullouts with picnic tables, etc.

Glacier Highway from Walmart to Fred Meyer is not being addressed in DOT's plan and currently traffic moves too fast along this stretch. DOT has played with the idea of reducing the posted speed limit but that was thought to have little impact on the speed people actually drive along here. DOT suggested that this be a public comment to them. Maybe this stretch of road be more curvy to reduce speeds and make it more bike friendly.

Encourage DOT to clean the shoulder and sidewalks along Glacier Highway more frequently, as this is a deterrent to bicycles.

Was a round-a-bout looked at for the Davis intersection? DOT said it was and there were two reasons for not pursuing it. 1) lack of ROW 2) Traffic study showed more improvement with a traffic signal.

A Riverwalk along Lemon Creek was a very popular idea. CBJ does not own the property but folks thought it was worthy of pursuing.

The gun range is a nuisance and could be moved out to Montana Creek where similar uses exist.

Connect trails from DZ all the way to the Lemon Creek trailhead behind Home Depot.

There is a lot of CBJ property around DZ. Some of the land is meant for a future elementary school and there was some concern that the elementary school might get placed where the current trail system behind the school is. This area is used by the school for outdoor classrooms, PE, and after school activities.

Trailhead behind Home Depot should have better signage and that portion of the trail needs to be maintained better. Does this still tie into the old trailhead across from Western Auto?

The existing park (Sigoowu Ye) is small, dark and doesn't meet the needs of the area. To start, cutting a few trees and adding lighting would help. The general feeling is that this park doesn't get the attention it should.

There is a block of 6 residential lots on Lemon Creek Road that may be for sale. A possible area for another park.

Snow machine use continues to expand and riders have been looking for a 3rd trail in Juneau. The Lemon Creek Trailhead behind Home Depot is one of those locations.

Getting more Lemon Creek crossings would be ideal. From Davis Ave the crossing could serve as a benefit for bus service, pedestrians, and bicycles. Car traffic should be kept local on Davis Ave, so no two way access across Lemon Creek for vehicles. Emergency vehicles & bus access only. Maybe a one way bridge from Davis Ave to industrial area would work.

Not having a grocery store in Lemon Creek is a problem. Residents have to ride the bus or drive to the grocery store.

Bus service should be improved- access to more residential areas and run service all the way to Home Depot and Costco for workers.

If Walmart location is unavailable, then Snyder pond would be the next preferred location for a large park. No one was positive what the ACOE permit allowed- in terms of filling in the ponds. There is enough room for a park/ playground and

then the rest could be filled to a wetland level and have a bike/ walking path around it. Also a potential location for ballfields.

Maintain the view shed of the wetlands/ meadow areas (where Western Road plat is). Keep as much of the natural area as natural as possible. This is one of the main reasons people live here. There was concern about too much future development and access behind existing residential areas.

Keep as many of the trails in their natural state- don't make them all highways. This leads to increased dog use, which impacts wildlife use.

We also spent some time discussing the alternatives for truck traffic meandering around the dump and drew a few roads on the plans for that- trying to keep as much truck traffic out of the Anka and Concrete Way intersections as possible.

The future of the landfill site was discussed but was really hard for anyone to envision how that could look or function once abandoned.

Second access to industrial area. Some were in favor of a second access and others were not. Keeping the area as a natural area was preferred by some and improvements to the Anka intersection by routing some traffic away from it was preferred by others.

APPENDIX B: PUBLIC COMMENTS RECEIVED DURING THE JULY 17 - 30 PUBLIC COMMENT PERIOD

PUBLIC COMMENTS					
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
William Heumann	Easements extracted from developers of the Riveredge Condominiums by the CBJ upon granting a development permit; Eradicating the blight on Lemon Road; Notify owners of potential rezones; downzoning blighted areas to D10SF is not supportive of redevelopment	(Refer to CBJ P&R staff comments) SC discussed Lemon Road and voted to address the issue as general concern in the Lemon Creek area, not only on Lemon Creek Road; Public notification is appropriate at the time rezoning is being considered; Downzoning is for “consideration” it is not a directive, the Plan asks for it to be one of the zoning districts considered if a rezone is pursued	Riveredge Park condos are identified in Chapter 4 Neighborhoods and Housing page 28 and Chapter 6 Natural Resources and Recreation on page 52; Chapter 3 Land Use, Goal 3 Action 4; Chapter 4 Neighborhoods and Housing Goal 3 Actions 1 - 2; Chapter 3 Land Use Goal 1, Actions 1 -3; Chapter 4 Neighborhoods and Housing, Goal 2, Actions 2-4	Recommend adding an Action to Chapter 4 Neighborhoods and Housing Goal 1 and Chapter 6 Natural Resources and Recreation Goal 3 “Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area.” - Timeframe is short-term; Lead Responsible Party is CBJ P&R	Steering Committee voted to adopt Staff’s Recommendation as stated
Margaret O’Neal	Opposes D10SF land use designation as it does not support the density needed to make the most of buildable land and hamstrings developers and builders	Downzoning is for “consideration” it is not a directive, the Plan asks for it to be one of the zoning districts considered if a rezone is pursued	Chapter 4 Neighborhoods and Housing, Goal 2, Actions 2-4;		Steering Committee voted to adopt Staff’s findings and add the following language to Chapter 4 Goal 2 Actions 4 and 5 after D10SF: “which would be more compatible with the D5 zoning of the adjacent Pinewood Park subdivision”
Richard Harris	Concern with Ridgeview Subdivision being included in the Lemon Creek Area Plan as this portion of Glacier Highway is on Map G of the Comp Plan; Lemon Creek is mostly on Map H	Over the year long planning process, the public and SC determined the “Lemon Creek study area” to have the boundaries depicted in the Draft Plan. Note that the zoning recommendations comply with the Comp Plan designations; and that the Comp Plan is divided into Subareas for ease of mapping, not necessarily by neighborhoods	Chapter 3 Land Use page 14; Chapter 4 Neighborhoods and Housing page 25; Appendix A: Public Participation Open House		Steering Committee voted to adopt Staff’s findings

PUBLIC COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Daniel Nore	Update Sigoowoo Park (Fun Park) - cleared of trees and fix fencing, open better lines of sight into the park; Lemon Creek trail near DZ Middle School needs repairs - specifically nails coming through; illicit activities in the Switzer Creek Meadow; Pine Street needs street lights	Addressed by the SC and Plan speaks to improving and protecting Switzer Creek Meadow; the Lemon Creek trail referred to is likely Marriott Trail; not addressed is Pine Street needing more lighting - there are streetlights at Pine Street and Central Ave, Pine Street and Patti Ave, and Pine Street and Davis Ave, mid-block between Pine Street and Patti Ave	Chapter 6 Natural Resources and Recreation, Goal 1 Action 1 Switzer Creek; Goal 3 Actions 2 Marriott Trail and Action 11 Sigoowoo Park		Steering Committee voted to adopt Staff's findings and recommendation as stated, and voted to add the following Action to Chapter 4 Neighborhoods and Housing Goal 1 and Chapter 5 Transportation and Infrastructure Goal 3: "Explore neighborhood residents concerns regarding street lighting"
Anonymous	Concern with wetlands adjacent to JPD being contaminated by landowner	SC discussed improving and cleaning the Kingfisher Pond area	Chapter 6 Natural Resources and Recreation, Goal 3 Action 3		Steering Committee voted to adopt Staff's findings
John Blasco, Alaskan Brewing Co.	Second Access to Lemon Flats area timeframe; concern with zoning away industrial land; how are we enticing development in Lemon Creek; is the LCCC included in population statistics; encourage commonwalls; was the DBA set up in a similar fashion as the proposed LCBA; is there a vision or identified area for a community center	Addressed by the SC, with the exception of economic development incentives; Plan suggests considering changing the zoning of Grant's Plaza from Industrial to either Mixed-Use or General Commercial, which better suit the area and comply with the Comp Plan; Plan recommends allowing for industrial and commercial growth in strategic areas; Plan recommends creating commercial and industrial areas that support industry and neighborhood business	At a Glance population does include the LCCC inmates per the U.S. Census data procedures; Chapter 2 History and Community Character Goal 1 Action 2 recommends neighborhood center; Chapter 5 Transportation and Infrastructure Goal 1 Action 1 second access is mid-term action 6-10 years and is also found in Chapter 7 Economic Development Goal 2 Action 6; Chapter 7 Economic Development Goal 2 Actions 1, 2, 4, 5	Recommend adding an Action in Chapter 7 Economic Development to "Pursue instituting development incentives" Timeframe mid-term, JEDC or Chamber as Potential Advocates	Steering Committee voted to adopt Staff's findings and recommendation with the following additions: in the recommended Action in Chapter 7 Economic Development add "economic" before incentives; and in Chapter 4 Goal 1 Action 5 add "such as, commonwalls" after senior housing

PUBLIC COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Llewellyn Lutchansky	Concern with lack of attention given to Chapter 4 Neighborhoods and Housing Goal 2 Action 1; do not need more low-income housing; need for senior upper income housing in Juneau; housing development should be secondary to public infrastructure improvements	Housing targets was discussed thoroughly by the SC with guidance from the CBJ Chief Housing Officer and CDD staff; senior housing and workforce housing needs are identified; multimodal transportation improvements are identified	Chapter 4 Neighborhoods and Housing, Goal 1 Action 5 identifies exploring workforce and senior housing; Goal 2, Action 1 identifies housing target needs borough-wide, Actions 4 and 5 identify considering D10SF zoning that may encourage workforce and senior housing; Goal 3 Action 1 identifies need to pursue tools to improve housing stock and Action 2 identifies potential redevelopment of mobile and manufactured parks and homes; public infrastructure improvements are identified in Chapter 2, 3, 5, 6 and 7		Steering Committee voted to adopt Staff's findings

PUBLIC COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Leo Lutchansky	Data and charts that provide the value of land and buildings in the Lemon Creek area, for both commercial and residential properties; develop an elementary school; attractive neighborhoods must be low density housing and buried utilities and mandatory sidewalks; recycling is not convenient or encouraging for people to participate in and CBJ should invest in curbside recycling services; mixed-use and quality neighborhoods are not compatible; finds "Lemon Flats" insulting; lack of noise control; Pinewood Park residents want a larger park developed in the undeveloped right-of-way of Central Ave between Lund Street and Lemon Street; do not consider an organic waste disposal site anywhere in Lemon Creek	Data on values is beyond the scope of this planning effort, could be done as-needed in the future, and has not been part of the discussion; elementary school is addressed; recycling is addressed; SC has discussed the need for mixed-use and that it is not inconsistent with quality neighborhoods - places where people live, work, play and learn; Lemon Flats was discussed by the SC and found an appropriate term for identifying this neighborhood; development of the undeveloped right-of-way of Central Ave between Lund Street and Lemon Street as a park has not been identified by the SC	Chapter 2 History and Community Character identifies "Lemon Flats" has a term used historically to identify the area off of Anka Street; Chapter 3 Land Use Goal 2 speaks to landfill and recycling; Goal 3 identifies need to conserve land for an elementary school; Chapter 3 Land Use and Chapter 4 Neighborhoods and Housing address quality neighborhoods and mixed-use, as did the participants of the Open House and Public Design Workshop		Steering Committee voted to adopt Staff's findings
Brady Fink	Supports a fire station in Lemon Creek	SC discussed this and the Plan addresses it	Chapter 3 Land Use Goal 3 Action 6		Steering Committee voted to adopt Staff's findings

PUBLIC COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Steve Haaviq	Need for hazard planning; turbidity and activities impairing the waterbodies; refers to the wetlands plan referenced; drainage is not depicted accurately on the maps; maps are out of date;	Hazard planning is a concern in the borough and this may be a borough-wide initiative; impaired waterbodies were discussed and are addressed; the newer survey work associated with the update to the wetlands plan has not yet been completed and adopted, and we may only reference the adopted plans; maps are not intended for drainage-level planning or engineering and future development may require engineered plans; in general, maps that are referenced are from other adopted plans and changes may have occurred since their adoption	Chapter 6 Natural Resources and Recreation addresses and identifies concerns that have been raised throughout the process, specifically Goal 1 Actions 1 -8; Goal 2 Actions 1 - 4		Steering Committee voted to adopt Staff's findings
Irene Gallion	Suggests revisions to Vision Statement; a section outlining landfill operations; use landfill site in future for industrial land rather than open space; bike/ped under Egan Drive will be tricky - consider improvements on Vanderbilt instead; mentions a path along "Lemon" crossing private property; light on encouraging industrial development	Public process discussed reuse of the landfill; multiple bike/ped routes and paths are identified as options; path along "Lemon" is unclear - presuming Lemon Creek, if so refer to CBJ P&R comments; SC discussed balancing industrial and commercial needs with residential needs	Vision from Public Design Workshop map and Appendix A: Public Participation identify desired bike/ped paths and routes, reuse of the landfill; Chapter 3 Land Use Goal 2 Action 3 states that city will encourage reuse of the area as a park or recreational area - this was identified through the public process as a desire of the community	Suggested language is recommended to be added regarding how the landfill positively impacts the borough at-large, while understanding that it is a weakness for the Lemon Creek Area (refer to CBJ Engineering comments)	Steering Committee voted to adopt Staff's findings, but voted against adopting the recommendation

PUBLIC COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Alex Ditcharo	Concerns with need for new school; prefers only one ped bridge at Lemon Road and Churchill Way; new neighborhood development is good; develop area between CBJ Public Facilities and Fred Meyer's; relocate landfill behind Costco or in North Douglas or Amalga Harbor; do not need more bike paths; separate commercial truck route off Egan Drive through wetlands to Anka Street; indoor community/recreation center; does not use the bus, but feels the city bus routes are more than accommodating; should have covered bus shelters at all bus stops	SC has discussed conserving land for a potential new elementary school, not suggesting to build it in the near term; discussed the landfill, bike paths, and need for bus route improvements and shelters	Chapter 3 Land Use Goal 2 speaks to landfill and recycling; Goal 3 identifies need to conserve land for an elementary school; Lemon Creek Vision Plan identifies areas for new residential development; Chapter 5 Transportation and Infrastructure identifies need for additional bus service for those who rely on it for shift work and means of everyday transportation Appendix A: Public Participation identifies the public's support for bike paths and multimodal trails, bus routes and shelters		Steering Committee voted to adopt Staff's findings

CITY & BOROUGH OF JUNEAU DEPARTMENT COMMENTS

NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
CBJ Parks & Recreation	Support tying the community together through trails, ped bridges; non-motorized access is high priority for P&R; retain the current easement along Lemon Creek while P&R works to improve it and its connection to the upper loop trail; retain grassy area adjacent to Riveredge Park condos; support the proposed trails; support the preservation of Switzer Creek Meadows	Addressed and supported in the Plan; the easement and park area along Lemon Creek at Riveredge Park condos are mentioned in the Plan, but there is no related action	Chapter 2 History and Community Character Goal 1; Chapter 4 Neighborhoods and Housing, Goal 1; Chapter 5 Transportation and Infrastructure Goals 2 and 3; Chapter 6 Natural Resources and Recreation	Recommend adding an Action to Chapter 4 Neighborhoods and Housing Goal 1 and Chapter 6 Natural Resources and Recreation Goal 3 "Retain easement at Riveredge Park condos for public trail and park associated with the rezone of this area. Develop trail and park area." - Timeframe is short-term; Lead Responsible Party is CBJ P&R	Steering Committee voted to adopt Staff's Recommendation as stated
CBJ Engineering	Landfill is listed as a weakness on page 19 - needs qualifying language; is it a weakness due to odor and visual impact; it is a strength to have the landfill otherwise it would be more expensive to ship out waste disposal	Addressed by the public as a weakness due to the odor, noise, visual impact and land value impacts	Chapter 3 Land Use	Recommend adding the following language to Chapter 3 Land Use page 20 above Relevant Plans and Studies: "A local landfill may be a benefit to the borough at large, creating savings by not shipping waste to another community. However, its close proximity to residential neighborhoods and businesses is seen by many in the Lemon Creek area as a weakness (reference Appendix A: Public Participation pages 92 and 93) due to the odor, visual impact and stigma of a landfill. Capitol Waste Management is aware of the negative impacts to the area and continues to work on reducing odors emitted from the landfill. Through the Recycle Works program, the CBJ is working to decrease reliance on the landfill by placing mobile recycling centers throughout the borough. While these efforts are having a positive effect and should be continued, those most closely impacted by the negative impacts of the landfill desire a more near-term solution that improves the quality of life in Lemon Creek."	Steering Committee voted to adopt Staff's findings, but voted against adopting the recommendation

CITY & BOROUGH OF JUNEAU DEPARTMENT COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
CBJ Engineering - Quarry	Opposed to making CBJ gravel available to the private sector	SC discussed the item and agreed to maintain the Action as stated in the Plan	Chapter 7 Economic Development Goal 2 Actions 10	Recommend modifying language to "Conduct community dialogue on the use and availability of CBJ resource materials". Timeframe same, Lead Responsible Party same	Steering Committee voted to adopt Staff's findings, but voted against adopting the recommendation
CBJ Lands & Resources	Concern with rezoning Area 3 to D10SF; concern with Area 3 not aligning exactly with the area of potential housing development identified on the Lemon Creek Vision Plan; opposed to making CBJ gravel available to the private sector; identify gravel extraction adjacent to LCCC; CBJ-owned acreage is incorrect	CBJ-owned acreage was corrected; SC discussed the other items and agreed to maintain the Actions as stated in the Plan	Chapter 4 Neighborhoods and Housing Goal 2 Actions 3, 4; Chapter 7 Economic Development Goal 2 Actions 5, 10	Recommend editing Vision from Public Design Workshop map to label the CBJ Gravel Resources/Extraction adjacent to the LCCC; recommend modifying language to "Conduct community dialogue on the use and availability of CBJ resource materials." Timeframe same, Lead Responsible Party same	Steering Committee voted to adopt Staff's findings, and the recommendation to add a label to the Vision from Public Design Workshop map, but voted against the recommendation to modify the language

OTHER AGENCIES AND ORGANIZATIONS COMMENTS

NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Juneau Watershed Partnership	Add Juneau State Land Plan (1993) to Chapter 3 Land Use Relevant Plans and Studies and add an Action; question on trail off Vanderbilt Road on page 52; suggests adding the 2007 Lemon Creek and Vanderbilt Watershed Recovery and Management Plans to Chapter 6; questions why Lemon Cree (water body) is not an Action similar to Chapter 6 Goal 1 Action 3 for Vanderbilt Creek; suggests advocating for an update to the Lemon Creek and Vanderbilt Creek Watershed Recovery and Management Plans; hydraulic studies are needed for proposed bridge crossings	SC and public process have identified potential and/or aspirational connections throughout Lemon Creek recognizing that not all are located on lands owned by the CBJ or State; it is understood that project such as the pedestrian bridges require additional study and engineering; SC discussed and agreed not to include Lemon Creek for restoration due to gravel resources and the potential flood controls that this extraction provides	Chapter 3 Land Use and Chapter 6 Natural Resources and Recreation addresses some of the issues and questions raised, but may need more detail	Recommend adding Juneau State Land Plan (1993) to Chapter 3 Land Use in similar fashion as "Other Resources for Wetlands and Habitat Protection" in Chapter 6 Natural Resources and Recreation page 59 rather than as a Relevant Plan and Study given its age; Recommend Action in Chapter 3 Land Use Goal 3 "Encourage an update to the Juneau State Land Plan and work with DNR on the update to ensure compatibility." Timeframe mid-term, Lead Responsible Party CDD; Recommend adding language under "Salmon Streams" on page 55 and 59 "Watershed Recovery and Management Plans were developed for both waterbodies in 2007 to provide recommendations to improve watershed health"; Recommend adding an Action in Chapter 6 Natural Resources and Recreation Goal 1 "Advocate for the update of the 2007 Lemon Creek and Vanderbilt Creek Watershed Recovery and Management Plans." Timeframe mid-term, Potential Advocates LCNA, Juneau Watershed Partnership	Steering Committee voted to adopt Staff's findings and recommendation as stated
Alaska Department of Fish and Game (ADF&G)	Dredging of Lemon Creek during spring/summer; concerns with bear habitat and bear habituation at and near the landfill; do not support relocating the landfill as new bears will become habituated; work with Pacific Waste for bear resistant trash cans, fencing, etc.; avoid paths/trails along creeks	Spring/summer was an error and will be corrected to "winter/spring"; SC and public discussed the negative impacts of the current landfill location and strongly supported mitigation and creation of green space, and siting future location(s); bear resistant trash cans and other measures are a borough-wide issue	Chapter 6 Natural Resources and Recreation Goal 1 Action 8 addresses development and wildlife connectivity	Recommend amending Chapter 3 Land Use Goal 2 Action 1 to add language "Identify an appropriate future location(s) for the landfill or transfer station and enforce best management practices to deter bear and other wildlife from the area." Timeframe same, Lead Responsible Party same	Steering Committee voted to adopt Staff's findings, but voted against adopting the recommendation

OTHER AGENCIES AND ORGANIZATIONS COMMENTS					(CONTINUED)
NAME	COMMENT (SUMMARIZED - SEE ATTACHED FOR FULL COMMENTS)	STAFF REVIEW AND FINDINGS	CHAPTERS GOALS AND ACTIONS	STAFF RECOMMENDATION	STEERING COMMITTEE ACTION TAKEN
Alaska Department of Transportation & Public Facilities (DOT&PF) Southcoast Region	Paths/trails need to be coordinated with DOT; a path under Lemon Creek bridge may not be feasible; path crossing to Vanderbilt trail connects nicely to the crossing being constructed on Glacier Hwy	CBJ staff is aware that coordinating is necessary to accomplishing these activities	Chapter 2 History and Community Character; Chapter 4 Neighborhoods and Housing; Chapter 5 Transportation and Infrastructure; Chapter 6 Natural Resources and Recreation; Chapter 7 Economic Development	Recommend adding DOT as a "Lead Responsible Party" or "Potential Advocates" as appropriate throughout the Plan	Steering Committee voted to adopt Staff's Recommendation as stated

BILL HEUMANN

Jill, am I confused? My understanding was that the downzone under consideration was for the whole area contained within the “triangle”. Is the area in question just the mobile home park?

To get on the record: It is my opinion that downzoning blighted areas and for that matter any area in need of being redeveloped will substantially lengthen the timeframe for redevelopment. The downzone significantly raises the economic hurdle for a project to be feasible. It could easily add 10 or 15 years to the timeframe.

Furthermore, downzoning does not mean that the development will be more desirable. For instance are 10 units comprised of 5-bedroom apartments more desirable than 15 1- bedroom apartments?

I think it would be good to have your architect develop a concept of what a multi-family development with D-15 zoning could look like located in the blighted area along Lemon Creek Road. I believe the architects created various scenarios for developments when working on the Auke Bay Plan.

Another point which I believe is important is that Lemon Creek, I believe, has the lowest voter turnout of any precinct in Juneau. Improving the demographics of the neighborhood by encouraging folks to live there who will vote, would be a significant benefit to the community.

Finally, I believe you owe it to any property owners in the downzone area to inform them by letter that they may suffer a downzone. I admit I could have done a better job keeping up with the work of the committee. But the reality is that many folks effected by a downzone in this area (if it is more than the mobile home park), probably don't have a clue it is being “considered”.

Thank you,

Bill Heumann

Jill, I read through the plan and I did not see a statement regarding eradicating the blight on Lemon Creek Road. Did I miss it?

Have you contacted the property owners who would be effected by a rezone to alert them of the possibility?

Thank you,

Bill Heumann

MARGARET O'NEAL

Hi Jill – Please reconsider and do not push forward any more land using the D10SF designation. We'll never get the density we need to make the most use of our buildable land by hamstringing developers and home builders with a zoning code that obviates profit.

Cheers, Margaret O'Neal

Hi Margaret,

Thank you for your interest in the area planning effort. I will be sure to provide you a copy of the draft Lemon Creek Area Plan once the Steering Committee approves it for public comment. As always, the Steering Committee meetings are open to the public. The next Steering Committee meeting is June 28 at 6pm at Gruening Park.

I am pleased to inform you that the Steering Committee had lengthy discussions on zoning and housing for their neighborhoods, and after several meetings reached consensus on the goals and actions for the Neighborhoods and Housing Chapter. Scott Ciambor provided a presentation with pertinent information regarding housing needs in the borough to base their decisions upon. The draft Lemon Creek Area Plan is consistent overall with the Housing Action Plan, the Juneau Economic Plan, and the Comp Plan.

The Affordable Housing Commission and local developers should be pleased to know that the Neighborhoods and Housing Chapter of the Plan calls for the following:

Explore and implement methods to expand the Lemon Creek area's housing options for work-force housing and senior housing.

Make available suitable CBJ-owned lands to transfer to for-profit and/or non-profit residential development that would result in a mix of housing options.

Develop housing targets for the Lemon Creek area, as recommended by the HAP, consistent with recommended zone changes identified in this plan. Housing targets will be developed with input from area residents and stakeholders. Lemon Creek area housing targets for various housing types will be equitable to other CBJ neighborhoods. Prior to planning development of CBJ owned lands for housing in the Lemon Creek area CBJ will seek input from area residents and stakeholders.

Maintain Area 1 of the CBJ Switzer Lands Residential Development Study, as D15.

Maintain Area 2 of the CBJ Switzer Lands Residential Development Study, as D15.

Designate suitable land within one-quarter mile distance from public transit routes as a Transit Oriented Corridor (TOC) overlay zoning district allowing for medium-to high-density housing in wholly residential or mixed use developments.

Consistent with the Housing Action Plan, the CBJ will adopt tools to identify and improve derelict housing stock and properties, e.g.: Neighborhood Improvement Grants, Healthy Neighborhoods Grants, code compliance upgrade grants, and housing trust.

Identify mobile and manufactured home parks and/or subdivisions that may be appropriate for redevelopment ranging from renovated mobile homes to single, duplex, and multi-family housing.

Of course, this is not an exhaustive list – the draft Plan should be reviewed to see the other actions.

To be very clear, this is not me or CDD “pushing” any agenda. This is a community-based planning initiative that has been transparent, open, and inclusive to anyone who wished to be involved and participate in the process since March 2016.

I will forward your comments to the Steering Committee, and they will also be included in an appendix of the Lemon Creek Area Plan (all public comments are to be added to this appendix). Please clarify for the record if the comments are from you personally or if they represent the Affordable Housing Commission.

I am happy to discuss any questions you may have.

Thanks again,

Jill

Thanks Jill – I look forward to seeing the draft plan. I hope I didn't make it seem like I thought YOU were pushing D10-SF.

Speaking just for myself from my experience on the Affordable Housing Commission, I know this is something Greg Chaney has advocated because he thinks it will lead to more neighborhoods like the "flats." And, that's a nice romantic notion. However, with current building costs, it's just not realistic without subsidy. Plus, in my view, the public doesn't really get it that the neighborhood is not going to get 10 single families per acre at any price because of easements, setbacks, parking, wetlands, poor soils, etc., so you end up with more unaffordable housing and much lower density than the community needs to grow.

Anyway, that's my two cents. Take care and keep up the good work!

Cheers, Margaret O'Neal

RICHARD HARRIS

Hi Jill , I was looking through the Lemon Creek draft plan, the areas being incorporated into this plan do not match up to the Comprehensive Plan Maps. It is concerning as to how having overlapping maps and plans will affect future development. For instance our property mentioned in the Lemon Creek plan as "Ridgeview Subdivision" In the past has been considered the lower east Mendenhall Valley Map-G Comprehensive plan Maps . It seems that Comprehensive Plan Map –H better fits the Lemon Creek area, and may help minimize confusion.

Thank you,

Richard Harris

DANIEL NORE

In short lemon creek needs the sigoowo park updated, cleared of trees, and the rotten fence fixed. There are people that use the park at night to shoot up drugs or drink because all the spruce trees hide them. The lemon creek trail that runs to DZ is in need of serious repair. Dogs get the nails poking up in the planks in their paws, bikes get flat tires. There is a bridge over switzer creek that is lower than the meadow. Often there are people shooting up drugs when the wife and I walk our dogs through there.

Pine street has no street lights either. Every person who lives on pine has there porch light on every night. Thank you.

ANONYMOUS

Hi Jill – I am a long time resident of Lemon Creek and although I am unable to be actively involved in this endeavor I would like to pass along a major concern. Currently, the wet lands is being destroyed by a local construction company. We used to be able to enjoy the small park next to the Police Station but it is now completely contaminated and no wild life can be found. If one investigates the area you find old machinery with fluids leaking into the wet lands. I am not sure if the construction company owns the land or merely leases it but they seem to have little regard for this natural habitat. My point is none of the plans will be successful if areas like this are not cleaned up and proper enforcement is not enacted. I have previously contacted the EPA but have not seen any improvement. Thanks for your time and I hope the area can truly be improved.

JOHN BLASCO, ALASKAN BREWING CO.

Hi Jill,

Alaskan Brewing Co. would like to thank the CBJ staff, planning commission, steering committee, and MRV for all their hard work putting this draft plan together. The future of Mid-Town is of utmost importance to us as it has been our home for the last 31 years and we have made significant investment in the area. Below are some comments and questions we have after reviewing the plan:

1.) 2nd Access into Business/Industrial area: What is the clear vision and timeline for the second access routes into the Commercial / Industrial areas on the south and east side of Lemon Creek? There seems to be limited discussion of options in the plan. This is going to be a huge safety mitigant to the area, as the "Lemon Flats" neighborhood grows.

2.) Economic Draw: The Lemon Creek area is one of only a few areas in Juneau that has Industrial Zoning that is not in wetlands. If we zone away the Industrial land, where in Juneau will industrial land be replaced. Also, how are we enticing businesses to locate in «Mid-town» to create a greater business hub?

3.) LCCC statistical accounting: How has the jail population (residents) been factored into the statistics used in this plan? There are quotes concerning age, gender and employment that may be affected depending on how LCCC is being considered.

4.) Housing: Lemon Creek seems to be an ideal area for workforce housing; starter homes for young families. There are two zero-lot line subdivisions in planning, how can they be supported and encouraged to develop. As a variety of housing options are promoted, there becomes a greater need for increased lighting, safe walkways/sidewalks, community enforcement officers, etc. This greater infrastructure will come at a cost to CBJ, but will be imperative to the safety of kids and others in this vulnerable population. Considerate and respectful users of the public areas such as bus stops, parks, playgrounds, etc, would need to be promoted and enforced.

5.) LCBA vs. DBA: The plan describes the creation of a Lemon Creek Business Association, and pushes representation within JEDC and Chamber of Commerce. Is this also the way the DBA is set up?

6.) Community Center: Is there a vision or identified area that would become the Community Center for Mid-Town?

Thank you for allowing us to submit feedback.

Sincerely,

John Blasco

LLEWELLYN LUTCHANSKY

The city's seemed especially well prepared with a new housing plan for Chapter 4. Unfortunately, there was not much attention to the Chap 4 Housing and Neighborhoods, Goal 2, Action 1 regarding the need for LC's housing targets for housing types to be brought closer to the levels currently existing throughout the CBJ.

LC has nearly 400 beds for institutionalized people (not counting group homes): 32 beds for perpetually homeless people, 123 GHS beds, plus 226 beds for prisoners, all provided by the state, local and tribal government. We really need to be given a break on the existing inequities. Adding more low income housing will continue the LC residents' feelings of being dumped on by the city.

We need senior upper income housing in Juneau! With a growing senior population (10% currently), very little in the report has been said about senior living. And the senior economy is barely mentioned. Lemon Creek is an ideal place for seniors with flat land, access to public transportation, mid-town access to shopping, and proximity to health services.

Any housing development should be secondary to providing infrastructure to the existing population. We need safe roads, parks and walkways (for access to businesses and exercise!) before adding more folks to this underserved area.

Thanks for all your patience and work with the committee, Jill. I will be out of town on Aug 6. It's been nice knowing you!

Llewellyn

LEO LUTCHANSKY

Lemon Creek Draft Plan Comments:

In general the report is well presented. My comments are intended to improve and better focus the goals and actions for each chapter.

Sincerely, Leo Lutchansky, Jr.

A Lund Street Resident of Lemon Creek for over 35 years

In the At A Glance section, there needs to be a set of data and charts that provide the value of land and buildings in the Lemon Creek area, for both commercial and residential properties. Have Lemon Creek real property values, as compared to the borough, changed in a desirable manner? This analysis is done for demographics and income and should also be done for real property values. This should be easily obtained from the CBJ assessor's office.

History and Community Character:

Goals should include an effort to develop an elementary school that serves the Lemon Creek Population. Elementary services are now 4-9 miles away. Neighbors with children often find elementary schools have a neighborhood binding effect. This is not just a Land Use issue and should be emphasized as part of Community Character.

If you want to achieve "attractive neighborhoods" then the stipulation of low density housing, buried utilities, mandatory sidewalks, buried storm drainage must be included here in plain sight as goals.

Land Use:

The CBJ already has a "mandatory recycling program" which is paid for through monthly solid waste fees on utility bills(36.12.030 - Payment of waste management utility fee required). This program runs a deficit of about \$200,000 per year. But this program is quite limited in the types of materials taken. Further, although all CBJ residents pay for this program, it is only voluntary whether to

make use of it. The CBJ should partner with a commercial curbside recycling service that takes far broader types of materials to recycle and is easier and more convenient for citizens to participate.

“Mixed use environment” and “quality neighborhoods” suggest a determination to create a self-defeating goal. Perhaps a definition of a “quality neighborhood” needs to be proposed, discussed and a consensus definition developed.

Neighborhoods and Housing:

The biggest missing component here is for providing neighborhoods for professionals who would bring a better balance of family income into Lemon Creek than is described on page XX. Solely focusing on expanding “work-force housing and senior housing” or a “mix of housing options” or “medium to high density housing” or “renovated mobile homes” or “duplex and multi-family housing” is to defeat the prior Goal of “quality neighborhoods.”

I find the phrase “Lemon Flats” almost insulting and denigrating. Lemon Valley would be fine or Lemon Estuarine.

Reduce the Impacts of Industrial and Commercial Uses:

The primary missing Action here is to control noise. Most communities ban the use of compression braking within urban boundaries on commercial trucks due to its uncontrolled loud sounds. The outside shooting range is particularly disturbing to listen to. And, the landfill continues to use loud explosives as part of their bird control procedures.

Although significant improvement has been made, there are still occasional instances of unpleasant odors from the landfill.

Natural Resources and Recreation:

It is unclear the CBJ sells its natural resources for fair market prices such that funds could then be used for improved extraction

mitigation and provide for improved opportunities for low impact recreational use of natural resources. In the past, low pricing has been argued as beneficial for it lowers the costs of economic development, but then the public coffers are short changed and the private developers are inordinately benefitted.

Quality Parks and Recreational Facilities for All Users:

Completely missing here is a long time request to develop a park on the CBJ land which was originally a right-of-way for extending Central Avenue to Lemon Street. The Sigoowu Ye (Fun Place Park) was not a choice of residents but that of the CBJ planners. Pinewood Park residents wanted the larger, more open property developed into a park, but CBJ Public Works insisted they would be doing a Central Avenue extension, but that never occurred. This blight in the Lemon Creek neighborhood needs development.

Economic Development:

No, there should be no consideration of even more waste disposal facilities in Lemon Creek. You can label it “organic” but it is still waste disposal. This should be entirely removed as an action as it completely goes against Goal 2 of Land Use. Amazingly this “action” is listed twice. What is worse is that this facility would probably be burdened with handling all organic waste from all over the borough, not just the organic waste emanating from the Lemon Creek area. Again the CBJ is trying to put less desirable activities in Lemon Creek rather than uniformly distributing them across the borough. None of the actions under Land Use to promote high quality neighborhoods in Lemon Creek can be successful as long as Lemon Creek is considered the borough’s dumping ground.

BRADY FINK

Jill, I would like the city to add a Lemon creek fire station in to the plan for the area. Lemon creek is growing area; in industry and residential occupancies. With growth there is a call for additional services and public safety is a big one. Providing EMS to the area residence in a adequate time frame protecting assets of business, this instills faith that the city is committed to the area and its growth.

Brady Fink

Valley Resident

STEVE HAAVIG

Ms. MacClean:

Some quick comments as I have been out of town and not had a chance to do a full review.

My overall impression of the plan is that there is too little information, discussion and planning for hazard areas, and potential problems resulting from mass wasting and flooding. The last large landslide in the city limits was in the 1980's at Mile 8 near the former vet clinic. Both Sitka and Ketchikan have experience major flooding and landslides in the past 3 years due to record high precipitation. The hillsides in the planning area are incised with V-notches, wetlands in the upper elevations, and streams they carry an abundant amount of natural bedload. ADOT has to continually bale gravel from culverts under the Switzer Interchange to prevent flooding due to high bedload shift and isostatic rebound. (The dredge and fill they are conducting in the Game Refuge to clear the culverts is allowing alders and willows to overtake the wetlands for a loss of habitat and destruction of scenic views) The plan should set out some timetables to study and evaluate these issues,

Page 77 The plan identifies turbidity as a concern. The plan does not discuss the continual turbidity violations that stem from inadequate treatment of discharges at the Public Works Shop (street sweeping pit and storm sewers) and DOT (storm water and excess road salt. The plan should identify and establish a schedule to evaluate the runoff from these areas for inclusion into the TMDL designation.

Page 79 Wetland designation L90 has been nearly obliterated by construction of Public Workshop, Map should be updated to show loss of habitat.

Page 74 Map had the only summary of drainages (anadromous areas identified on other map) in the planning area. Drainages in Switzer Mobile Park are not drawn correctly. A better map of major drainages is needed. A drainage intercepted by Public Works Street Sweeping pit and stormwater collection pipes should be drawn to show it's

discharge location west of Sunny Pt into Mendenhall Game Refuge. (Just look for the alders west of the end of the Sunny Pt road.)

Page 80 DOT/PF has Fish and Game permit to dredge and fill gravel to maintain culverts under Switzer Creek Interchange, This should be discussed and added to the plan.

Page 131 Development area behind Switzer Mobile Park is an unstable area due to flood flows, past logging, gravel extraction and abandoned drinking water supply. This should be noted in the plan.

Page 161 Map is completely out of date.

We cannot imagine the changes that our community will go thru in the next 25 years. But I just don't see this plan as adequate to plan for what Lemon Creek will look like in 25 years. I feel like Lemon Creek in my area is just a bad storm waiting to happen with the culverts poorly designed, ditched choked with litter, sediment, vegetation.

Also, Switzer Mobile Park should be zoned as all electric with future grants, loans, subsidies given to dwellers/owners to modernize transportation and dwellings to renew what was once the nicest mobile park in CBJ,

I will send you some pictures related to some the drainage problems that I think the plan should discuss in more detail.

Thank you for the opportunity to comment. I would be happy to discuss these comments with you if you have any questions.

Steve Haavig

IRENE GALLION

Congratulations on a well done plan! Obviously a lot of hard work and discussion went into it. Below are some comments that I understand are a little late in the game (sorry about that), but are hopefully easy inclusions, modifications or considerations.

VISION STATEMENT:

Probably a little late to comment on the vision statement, but it could be clearer:

Lemon Creek is Juneau's midtown. This plan encourages:

- Protection of cultural and natural resources
- Provision of quality housing in walkable, bikeable, safe neighborhoods
- Sustained attractiveness as an area for local businesses.

Pet peeve: Nuke "strive," just say the plan "encourages future development." Because, it does. To use "strive" indicates that it is trying to encourage, but the fact that it is a plan in itself means it is, indeed, encouraging.

LANDFILL:

Suggest a section or Appendix outlining landfill operations, ownership, lifespan, impacts, mitigation, leachate testing and monitoring. While CBJ does not have direct control, it is definitely a feature that the plan needs to work around, and a summary would provide good context for future considerations. Michele Elfers and her team may be able to provide something, I know they've been knee deep in these issues.

By creating a park or recreational facility after the landfill is closed, we increase burden to CBJ budgets. Maybe use as an area for further industrial development? Creates taxable land, centralizes "tough uses," and complies with Comp Plan goals to set aside land for industrial development.

DOT/TRANSPORTATION:

Pedestrian/bike accommodations under Egan are going to be very tricky.

Raising the bridge is expensive, and given scarce road construction and maintenance funding, DOT is reticent to spend money on such a thing. At the current elevation, a trail will be tidally inundated, creating a hazard. These are the same concerns with pedestrian accommodations along Gold Creek.

Direct industrial access from Egan is not likely. My understanding is that DOT does not want another access onto Egan – consider improvements to Vanderbilt?

Note that DOT is right now working on a planning study for the intersection near Fred Myer. May be worth active outreach to encourage Goal 1 actions improving the intersection.

OTHER:

A path along Lemon will be across private property and within 50' anadromous stream setback. Is it really the best use of CBJ efforts to establish this path? I wonder if limited CBJ resources are better spent encouraging recreational and non-motorized opportunities in the more populated areas.

Seems a little light on encouraging industrial development. Is this area set aside for industrial development or not? It seems it is in the last Com Plan (2013).

Thank you to everyone who made the time to put this plan together! My office is located in the Lemon Creek area, and I am especially appreciative of holistic efforts for improvement.

--

Irene Gallion

ALEX DITCHARO

Hi Jill,

My name is Alex Ditcharo and I have lived in Juneau for most of my life. I have a wife and four, soon to be five kids. I'm a homeowner, a productive member of society, and I live in the Lemon creek area. Here's my likes/dislikes and suggestions after reading the draft:

- The school next to dz can be good because another school would be good to avoid overcrowding and better student to teacher ratio, but i don't think the city can afford to maintain another school. If the school were to be built I think the access road should be separate from switzer to cut down on traffic through the neighborhood. Maybe it could be in between switzer and the DOT building.
- For the pedestrian bridge across lemon creek it would be best for only one and to have it be at the intersection of Lemon Creek Road and Churchill way.
- The extra neighborhoods is a fantastic idea. It would also be a good idea to develop the area between DOT building and Fred's.
- For the garbage dump relocation I feel like the best options would be back there behind Costco and the rock quarry for secon tucked away, at the end of North Douglas Highway kind of by where they extended the road just recently, somewhere out the road by amalga Harbor, or up behind the rock quarry by the ferry terminal. That way wherever it is it won't be in the middle of town or right next to a neighborhood.
- I don't really feel it's necessary to add more bike paths when the ones that we have work just fine. At most we could improve the ones we already have.
- For the separate commercial truck Road I feel it would be best to have it come off of Egan, cut through the wetlands, and go straight into the Costco area on anka Street to avoid neighborhood pollution, noise pollution, and backed up traffic.
- I do feel like we should have an indoor family fun/youth Recreation Area that is free of charge so that everyone can go to it regardless of their budget. Have it have like a playground, rock climbing wall, small indoor track for kids to learn how to ride bikes, small work out area,

basketball court, etc... stuff like that.

- i dont take the bus, but i feel the citybus routes are more than accommodating aside from maybe having an extra bus stop next to Costco or something. The buses should run normal hours on Sundays and there should also be a covered bus stop at every stop not just at some of them. There should be a crosswalk for safety at every stop too.

Thank you for your time on reading this and I hope you take it into consideration as I feel like speak for a lot of people when I say all this.

CBJ PARKS AND RECREATION

Jill,

Thanks for the opportunity to give input to the Lemon Creek Plan. After reviewing the plan, we are excited to see so many recreation opportunities for the area.

We are encouraged to see that there has been a great deal of thought regarding tying the community together with paths, trails and pedestrian bridges. Whether they are paved or gravel, creating non-motorized corridors is a high priority for the department and we support the concepts brought forth through the public process. We would ask that the current easement for the trail that is along the creek continue and that we work to improve and connect it with the upper loop trail as outlined in the plan. We also support leaving the grassy area near the condos open until a decision is made on the development of a park for the area.

Although the old trailhead and the lower portion of the Lemon Creek Trail was discontinued years ago, the plan shows reopening that access route (Improved Vanderbilt Hill Trail) to join the current trailhead located behind Home Depot. CBJ does not own any of the parcels that the "Improved Vanderbilt Hill Trail" goes through, but if the current landowners and the community wish to pursue reopening that portion of the trail, we would support that.

We also support protecting the Switzer Creek wetland area and creating an upper loop trail that connects existing trails near the school and Lemon Creek neighborhood.

All in all, this plan supports existing and creates new diverse recreation opportunities for the neighborhood and the entire CBJ.

If I can be of further assistance or you need more detail, please feel free to contact me. Thank you for your work and dedication on this plan.

Brent (Facilities, Parks, & Landscape Superintendent)

CBJ ENGINEERING

Hi Jill,

I reviewed the Land Use chapter and I have a few comments. The goals look fine, but within the chapter there is no discussion giving background, perspective or support to the goals. The discussion is mostly on zoning. So the goals just seem to drop out of the sky. Also, the landfill is listed as a weakness in the box on page 19, but there is no qualifying information as to why it is a weakness. Is it a weakness because of odor and visual impact? I would argue we are very lucky to have the landfill in existence or we would be paying a lot more for our waste disposal as a community if we had to ship it. I think some more discussion on this and the goals within the chapter is necessary.

Thanks,

Michele Elfers
Chief Landscape Architect
City and Borough of Juneau

CBJ ENGINEERING – QUARRY

Jill,

I am unable to attend the Lemon Creek Steering Committee meeting tonight, so I wanted to write you my comments regarding this action: “Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector”.

Our current policy of “use only for city projects” works well. We stay out of the private and local market and industry, as there are several suppliers of sand and gravel already available to the private sector in Juneau.

We currently do not have large areas designated for organic waste sites in the CBJ pits and quarries. Our designated overburden storage areas are designed to hold a specific amount of material stripped from the mining areas to expose sand, gravel, and rock. We do not have any areas available for mass wasting. If we did spend funds clear trees for a massive dump site, we would eliminate that land’s material resource (by burying it) and it’s resale value. The site would become an industrial facility in the eyes of the AK-DEC, and the CBJ would be responsible environmentally for the site, in perpetuity. It’s a liability that I don’t think we want to create for ourselves. Additionally, there are already several private dumpsites within the CBJ that take this kind of waste.

These two points are the main reasons why I think we should keep our current policies regarding the Lemon Creek area in the Comprehensive Plan.

Thank you,
Alec

Alec M. Venechuk, PE
Project Engineer, Quarry Manager
City and Borough of Juneau
Engineering Department

CBJ LANDS AND RESOURCES

MEMORANDUM

CITY/BOROUGH OF JUNEAU

Lands and Resources Office
155 S. Seward St., Juneau, Alaska 99801
Dan_Bleidorn@juneau.org
(907) 586-5252

TO: The Lemon Creek Steering Committee
FROM: Dan Bleidorn, Deputy Lands Manager
SUBJECT: Staff Comments on the Lemon Creek Area Plan
DATE: June 28th, 2017

Producing an area plan is no easy task and the goals that this plan outlines are a blueprint for future development of Juneau's mid-town. The Plan summarizes data from numerous sources as it relates to City owned property within plan boundary and also provides crucial public input from localized stakeholders. The Division of Lands & Resources wants to congratulate everyone involved in producing this plan, especially the Lemon Creek Area Plan Steering Committee.

The Division of Lands & Resources has reviewed the Lemon Creek Area Plan and provides the following comments:

1. Pg. 4, Lemon Creek Vision Plan Map. This is a powerful image that encapsulates multiple concepts in an easy to understand format. Therefore the Lands Division wants to stress that a permit has been granted for resource extraction (sand/gravel/rock) on CBJ property northwest of the Lemon Creek Correctional Facility. This area is shown on the map as a housing development. These uses conflict and Lands does not want there to be any confusion about the near to mid-term use of this property. In addition the 2012 CBJ Switzer Lands Residential Development Study and 2016 Land Management Plan (page 87) identified the area north of Mountain Avenue as an area to be considered for residential development. Therefore, Lands is requesting that the map be adjusted to show these adopted plans.
2. Pg. 55, **Gravel Extraction**. The permitted uplands gravel extraction operations behind Costco, near the Correctional Facility and in the upper Lemon Creek Valley, should all be noted in this section.
3. Pg. 68, **Land Management Plan 2016** this states that "The CBJ owns 1,034,240 acres of land." This is incorrect. The City and Borough of Juneau owns roughly 23,000 acres. The entire borough has about 1 million acres total.
4. Pg. 78, Goal 2: Designate buildable land, particularly along transit corridors, for residential use at densities that can produce housing affordable to all economic groups.

Action 4 is to consider rezoning area 3 of the CBJ Switzer Lands Residential Development Study to D10SF. Because of wetlands and topographic constraints, this area may be better suited for cluster development in which case D10 or D15 would be more appropriate. It might be better to simply state that these areas should be considered for higher density multi-family zoning and leave the specific density determination to a future public process.

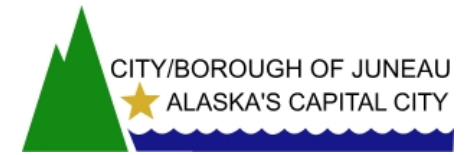
5. Pg. 85, Goal 2: Create thriving commercial and industrial areas that support industry and neighborhood businesses. Action 10 is to pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector. Sand and gravel at this location is a finite resource and long-term availability for City projects is the main purpose of this City operation. This resource is needed to reduce the cost of City projects and composting/waste disposal would be a poor long term use of this high value Industrially zoned property once the gravel resources have been removed.

Thank you for considering these comments and please let me know if I can answer any questions.

Thank you,



Dan Bleidorn



JUNEAU WATERSHED PARTNERSHIP

General – Goals and Actions Tables: The first column, row two, of each table states “Goals and Actions” but everything that comes under this heading is listed as an “Action.” Therefore, this heading should just be “Actions.” If wanted, the table title, above Goal 1 in each table, could be “Goals and Actions.” See below.

Goals and Actions				
GOAL 1: xxx				
Goals & Actions	Lead Responsible Party(s)	Potential Advocates	Timeframe	Notes
Action. xxx				

General – Chapter Conclusions: These are inconsistent throughout some of the chapters. Some chapters (e.g. Chapt. 3, Chapt. 4) end with a “Conclusion and Next Steps” (note: “&” and “and” are used inconsistently in these instances); others simply have a “Conclusion” (e.g. Chapt. 6, Chapt. 7); while some others lack a “conclusion” altogether (e.g. Chapt. 5). I think all of these could use a “Conclusion and Next Steps” which then can reference the “Goals and Actions.” In the chapters that had this, I liked having the summary of what future efforts might bring or what the focus/intent is for the future.

Pg. xi and pg. 5 – Lemon Creek Vision Plan (figure): it is difficult to tell the difference between existing facilities and proposed facilities, as colors/symbols are very similar. It may help in adding “proposed” or something similar to the key for certain items as well. E.g. the 10’ – 16’ multi-modal paved path that goes from the former Walmart, across Switzer and Kingfisher Pond, to Vanderbilt Hill Rd. is “proposed” but someone not familiar with the area would not get this from the key or color of the line.

Pg. 20 – Relevant Plans and Studies: For land use, I wonder if it is appropriate to note the Juneau State Land Plan (1993) here, since it is relevant for State lands in the Lemon Creek area. Perhaps (under goal 3, pg. 23) also add a recommendation to work with DNR when an update to the Juneau State Land Plan is developed to ensure

consistency with community vision? Online access: http://dnr.alaska.gov/mlw/planning/areaplans/juneau/pdf/juneau_state_land_plan.pdf

Pg. 52/Pg. 128 – Trail Map: Isn’t there an existing trail through Vanderbilt Creek that begins across from Grant’s Plaza and connecting to Lemon Creek that isn’t shown here? This seems to be described as part of the Lemon Creek Trail Corridor in the Table on pg. 54. Also, is there an access concern here? It’s not well-known/visible as trail access and I think the property might be privately owned. Is this what the Action on top of pg. 62 is addressing?

pg. 54 – table column for Lemon Creek Trail Corridor – under “Location,” Home Depot is misspelled (missing the “t”).

pg. 55 – Salmon Streams and/or pg. 58 – 59 – Relevant Plans and Studies: In addition to the TMDLs, I wonder if it is appropriate to note the 2007 Lemon Creek Watershed Recovery and Management Plan and the 2007 Vanderbilt Creek Watershed Recovery and Management Plan. These are more up-to-date than the TMDLs and have specific recommendations for reducing sediment/turbidity.

Pg. 55: According to the TMDL documents, which may be found on the State of Alaska Department of Environmental Conservation (DEC) website, both Lemon and Vanderbilt Creeks are impaired due to sediment and turbidity issues. Vanderbilt Creek is also impaired due to residue/debris. **Watershed Recovery and Management Plans were developed for both waterbodies in 2007 to provide recommendations to improve watershed health.** Taking actions to address these impairments, promote stream recovery, and ultimately remove these streams from the impaired waterbodies list is a high priority for residents, as noted in the Goals and Actions of this chapter. Other impaired waterbodies within the borough include Duck Creek, Jordan Creek, and Pederson Hill Creek.

Pg. 59: The *2013 Comprehensive Plan* Guidelines and Considerations Chapter for the Switzer Creek and Lemon Creek area include

several natural resource recommendations. One recommendation is to coordinate with the Alaska Department of Environmental Conservation to ensure that development “within the sphere of influence” of Lemon and Vanderbilt Creeks meets the guidelines of the Total Maximum Daily Load (TMDL) **restoration** document, as described in the salmon stream section of this chapter. The TMDL is a management tool that identifies actions and pollution controls necessary to bring impaired water bodies into compliance with water quality standards. **The 2007 Watershed Recovery and Management Plan for Lemon and Vanderbilt Creeks may provide additional guidance.**

Pg. 60 – Goal 1, Action 3: This is an action to “Restore and recover Vanderbilt Creek Watershed;” why is there no similar action for Lemon Creek, which is also impaired? Also, in Action 2, there is an extra space between “Creek” and the period.

Pg. 62 – There is an action to “Advocate for an update to the Juneau Trails Plan.” I would recommend similarly adding an action to advocate for updating the Lemon and Vanderbilt Creek TMDLs and Watershed Recovery and Management Plans. The TMDLs are from 1995 and the plans from 2007, and likely don’t accurately reflect existing conditions. These could be blended with the action “Restore and recover...” and would serve the priorities described on pg. 55.

Pg. 62 – several actions recommend bridges over the waterbodies. While I understand the need for access and potential trail development, it should be noted (perhaps in the conclusion/next steps) that hydraulic studies are needed to determine whether such structures, particularly on Lemon Creek, would create a backwater/potential flood hazard, since bridging the creek has create such concerns before (e.g. former RediMix Bridge). This sort of also fits in with the action on pg. 72 to re-assess the FEMA designated floodplain.



Department of Fish and Game
DIVISION OF WILDLIFE CONSERVATION
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July 28, 2017

Jill Maclean
Senior Planner and Project Manager
CBJ Community Development
155 S. Seward Street
Juneau, Alaska 99801
(907) 586-0758

Re: Lemon Creek Area Plan - Draft

Ms. Maclean:

The Alaska Department of Fish and Game (ADF&G) has reviewed the draft Lemon Creek Area Plan (Plan) which will guide the future development of this community’s land use, residential areas, transportation, infrastructure, natural resources, and recreation. Area planning can offer an opportunity to enhance the enjoyment and use of natural areas while minimizing potential impacts to fish and wildlife and their habitats as communities grow by designing with these resources in mind.

The planning area is comprised of approximately 1,553 acres located northwest of downtown Juneau. Within this area there are 5 anadromous streams which support dolly varden, cutthroat trout, and chum, coho, sockeye, and pink salmon. A portion of the Lemon Creek Area is adjacent to the Mendenhall State Game Refuge which was established in 1976 to protect natural habitat and game populations, especially waterfowl, as well as to provide recreation. Other wildlife species such as beaver, bears, deer, wolves, coyotes, marmot, and hares are also found within this area. ADF&G has the following fish and wildlife resource information and recommendations for the planning area:

Fish Habitat

The Plan notes that the bed of Lemon Creek is dredged for gravel extraction during the spring and summer months. Lemon Creek is catalogued by ADF&G as important habitat for the spawning, rearing, and migration of anadromous fish species. ADF&G – Division of Habitat has issued permits for gravel extraction in Lemon Creek in the past, however, extraction in the lower section of the creek was limited to December 1 to March 15 in order to minimize disturbances to migrating smolts in the spring and migrating and spawning adults in the summer and fall. Questions regarding Fish Habitat permitting in the Lemon Creek area can be directed to the Division of Habitat office in Douglas at (907) 465-4105.

Beaver Habitat

Areas of wetland habitat contain beavers. Road and residential area developments can pro-actively avoid flooding and other property damage caused by beavers and beaver damming by placing hardware

cloth or metal 1-2 feet up the base of trees in and around wetlands and known beaver ponds, building homes above potential flood lines, and installing beaver barriers on small culverts that may be susceptible to damming.

Bear Habitat

The Lemon Creek area is surrounded by excellent bear habitat and the Switzer, Gruening, Pinewood, Churchill, and Creekside areas in particular have a lot of bear activity. Bears are attracted to the area by unsecure attractants found in residential areas and the landfill and by the salmon streams. Residential attractants include uncontained trash, chicken coops, and human food sources such as community gardens. The Juneau landfill also attracts bears to this area and bears are known to spend a significant amount of time feeding there. When bears gain access to human-sourced food, they become food-conditioned. Food-conditioned bears learn to prefer human food and garbage and to associate humans with food. This form of habituation teaches bears to ignore humans and leads to an increased presence of bears in residential areas and an increase in human-bear conflicts. In order to reduce the potential for human-bear conflicts, ADF&G has the following recommendations for the Plan to address containment for bear attractants:

- Work with Pacific Waste to ensure that bear resistant trash cans and dumpsters are available to residents and businesses.
- Encourage developers to include secure spaces, such as a garage or other bear-resistant enclosure, for garbage storage.
- Provide a contained and secure centralized trash pickup service in trailer parks.
- Encourage the use of electric fences around chicken coops, other livestock, and community gardens.
- Work to install an electric fence around the landfill. The Haines landfill has had success excluding bears with the use of an electric fence.
- Reduce landfill attractants and the spread of debris outside the landfill with an improved incinerator.

The Plan proposes to close the existing landfill, to create a park in its place, and to create a landfill in a new location. ADF&G has concerns regarding the safety of a park where bears are habituated to finding food. ADF&G is also concerned that creating a new landfill will food-condition new bears in the new area.

Other Wildlife

Design of roads and trails can mitigate potential human-wildlife interactions. To facilitate better movement of wildlife to and from the Mendenhall State Game Refuge, underpasses and large culverts can be incorporated into roads. Wildlife is known to use the culvert systems at Mendenhall Glacier and the Auke Rec bypass in order to cross roads unimpeded. Trail construction along streams should be avoided as bears are likely feeding and traveling within stream corridors. ADF&G recommends that trails be constructed with wildlife visibility in mind by avoiding blind turns and increasing visibility by providing lighting.

Questions regarding mitigating human-wildlife interactions in the Lemon Creek area can be directed to the Wildlife Area Management Biologist, Stephanie Sell at (907) 465-4266.

Thank you for the opportunity to review and comment on the draft Lemon Creek Area Plan. We hope to be included in future planning efforts. Please contact me if you have any questions regarding our comments at (907) 267-2292 or holly.zafian@alaska.gov.

Sincerely,

Holly Zafian
Habitat Biologist
ADF&G- Division of Wildlife Conservation

cc: Jackie Timothy, ADF&G-Division of Habitat
Marla Carter, ADF&G- Division of Wildlife Conservation
Joseph Meehan, ADF&G- Division of Wildlife Conservation
Stephanie Sell, ADF&G- Division of Wildlife Conservation
David Harris, ADF&G-Division of Commercial Fisheries
Dan Teske, ADF&G- Division of Sport Fish

ALASKA DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES (DOT&PF)

Jill,

Please accept the following comments from ADOT&PF, Southcoast Region:

We have reviewed the Lemon Creek Plan, with particular focus on the Transportation and Recreation sections.

In the Transportation section, there are several actions that the DOT&PF is actively engaged in including a study of the Egan and Fred Meyer intersection and improvements to Glacier Highway. We appreciate that the CBJ is interested in these same improvements and look forward to working together.

The recreational path/trails proposed through Lemon Creek area will need to be closely coordinated with DOT&PF, particularly for any locations where the path meets with DOT&PF Right of Way. A path under Lemon Creek Bridge may not be feasible; further studies would be necessary. The connection of the path to Vanderbilt, as shown on the Lemon Creek Draft Plan Vision Map, appears to be placed such that it would connect nicely with a crossing that will be installed as part of the Glacier Highway Improvement project. Still coordination and permitting will be necessary. We note that there is neither discussion nor action items related to maintenance and ownership of a future trail/path through this area. A related discussion and/or action item should be considered for inclusion.

Thanks for the opportunity to comment.

APPENDIX C: REFERENCED PLANS AND STUDIES

City & Borough of Juneau Plans

Areawide Transportation Plan, 2001

Buildable Lands Study, 2006

Capital Improvement Program (CIP), FY 2016-2021

Capital Improvement Program (CIP), FY 2017-2022

Capital Transit Development Plan, 2008, update 2014

Comprehensive Plan of the City & Borough of Juneau, 1966

Comprehensive Plan of the City & Borough of Juneau, 2013

Housing Action Plan (HAP), 2016

Juneau Economic Development Plan (JEDP), 2015

Juneau Non-Motorized Transportation Plan, 2009

Juneau Parks and Recreation Comprehensive Plan, 1996
(Updated 2007)

Juneau Safe Routes to Schools Plan, 2012

Juneau Senior Needs Survey, 2011

Juneau Trails Plan, 1993

Juneau Coastal Management Plan, Volume 2, Wetlands
Management Plan, 2016

Land Management Plan, 2016

Lemon Flats Second Access Reconnaissance Study, 2007

Switzer Lands Residential Development Study, 2012

State of Alaska Plans

AKDOT&PF Juneau Glacier Highway (Lemon Creek Area)
Improvements Project, 2013

Mendenhall Wetlands State Game Refuge Management Plan,
1990

Statewide Transportation Improvement Program (STIP), 2016-
2019

APPENDIX D: ABBREVIATIONS

ACS	American Community Survey	E&PW	CBJ Department of Engineering and Public Works
ADF&G	Alaska Department of Fish and Game	FBFM	Flood Boundary and Floodway Map
AEL&P	Alaska Electric Light & Power	FEMA	Federal Emergency Management Agency
AMI	Area Median Income	FIRM	Flood Insurance Rates Map
ATV	All-terrain vehicle	GHS	Gastineau Human Services
AWTP	Area-Wide Transportation Plan	HAP	CBJ Housing Action Plan
BMPs	Best Management Practices	HRAC	CBJ Historic Resources Advisory Committee
CBJ	City and Borough of Juneau	HUD	United States Department of Housing and Urban Development
CCFR	Capital City Fire Rescue	JCC	Juneau Chamber of Commerce
CDD	CBJ Community Development Department	JEDC	Juneau Economic Development Council
CIP	Capital Improvement Program	JEDP	Juneau Economic Development Plan
CRC	Community Residential Center	JFBC	Juneau Frewheelers Bicycle Club
DEC	Alaska Department of Environmental Conservation	JHT	Juneau Housing Trust
DOC	State of Alaska Department of Corrections	JMBA	Juneau Mountain Bike Alliance
DOT&PF	Alaska Department of Transportation and Public Facilities		

JPD	Juneau Police Department
JWP	Juneau Watershed Partnership
L&R	CBJ Division of Lands & Resources
LCBA	Lemon Creek Business Association
LCCC	Lemon Creek Correction Center
LCNA	Lemon Creek Neighborhood Association
LMP	Land Management Plan 2016
LOMA	Letter of Map Amendment
LOMR	Letter of Map Revision
P&R	CBJ Parks and Recreation
PC	Planning Commission
PEL	Planning and Environmental Linkage
STIP	Alaska Statewide Transportation Improvement Program
THRHA	Tlingit and Haida Regional Housing Authority
TMDL	Total Maximum Daily Load
TOC	Transit-oriented Corridor
TOD	Transit-oriented Development
USFS	United States Forest Service

Zone Types

RR	Rural Reserve
D-1	Single-family, one Dwelling Unit per acre
D-5	Single-Family / Duplex, five Dwelling Units per acre
D-10SF	Single-family, 10 Dwelling Units per acre
D-10	Multifamily, 10 Dwelling Units per acre
D-15	Multifamily, 15 Dwelling Units per acre
D-18	Multifamily, 18 Dwelling Units per acre
MU	Mixed Use - Commercial and residential with no maximum density
MU2	Mixed Use - Commercial and residential with a greater emphasis on residential; multifamily residential uses are allowed up to 80 Dwelling Units per acre
LC	Light Commercial - Commercial development that is typically less intensive than General Commercial; primarily located adjacent to residential zones
GC	General Commercial - Intended to accommodate most commercial uses
I	Industrial - Intended to accommodate industrial activity, which includes manufacturing, processing, repairing and assembling of goods
WC	Waterfront Commercial - Intended to provide both land and water space for uses which are directly related to or dependent upon a marine environment
WI	Waterfront Industrial - Intended for industrial and port uses which need or substantially benefit from a shoreline location

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APPENDIX F: ADOPTING ORDINANCE

Presented by: The Manager
Introduced: 12/18/2017
Drafted by: A. G. Mead

ORDINANCE OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2017-34

An Ordinance Amending the Comprehensive Plan by Adopting the Lemon Creek Area Plan.

BE IT ENACTED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Classification. This ordinance is of a general and permanent nature and shall become a part of the City and Borough of Juneau Municipal Code.

Section 2. Amendment of Section. CBJ 49.05.200 Comprehensive plan, is amended to read:

49.05.200 Comprehensive plan.

(a) The City and Borough comprehensive plan is designed to lessen congestion in the streets; secure safety from fire, panic and other dangers; promote health and the general welfare; provide adequate light and air; prevent the overcrowding of land; avoid undue concentration of population; and facilitate adequate and cost-effective provision for transportation, water, sewerage, schools, parks and other public requirements.

(b) The comprehensive plan adopted by the assembly by ordinance contains the policies that guide and direct public and private land use activities in the City and Borough. The implementation of such policies includes the adoption of ordinances in this title. Where there is a conflict between the comprehensive plan and any ordinance adopted under or pursuant to this title, such ordinance shall take precedence over the comprehensive plan.

(1) *Plan adopted.* There is adopted as the comprehensive plan of the City and Borough of Juneau, that publication titled The Comprehensive Plan of the City and Borough of Juneau, Alaska, 2013 Update, including the following additions:

(A) The Juneau Coastal Management Program, Volumes 1 and 2, dated February, 2008;

(B) The Downtown Historic District Development Plan, dated December 198; provided that the proposed district boundaries shall be those established by the assembly under a separate ordinance;

(C) The Long Range Waterfront Plan for the City and Borough of Juneau, dated January 22, 2004, as amended;

(D) The Last Chance Basin Land Management Plan, dated May 1978, updated November 1994;

(E) Watershed Control Program - Salmon Creek Source, dated April 1992;

(F) Watershed Control and Wellhead Protection Program - Gold Creek Source, dated November 1994;

(G) Chapter 6 and Plate 1 of the West Douglas Conceptual Plan, dated May 1997;

(H) Juneau Non-Motorized Transportation Plan, dated November 2009;

(I) 2010 Downtown Parking Management Plan;

(J) Chapter 5 of the Willoughby District Land Use Plan, dated March 2012;

(K) Municipal Drinking Water Supply Plan, dated June 5, 2012;

(L) Wireless Telecommunication Master Plan, dated May 2014;

(M) Juneau Economic Development Plan, dated January 28, 2015;

(N) Auke Bay Area Plan, dated March 16, 2015; and

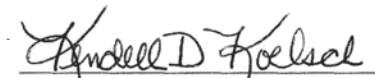
(O) Lemon Creek Area Plan, dated December 18, 2017.

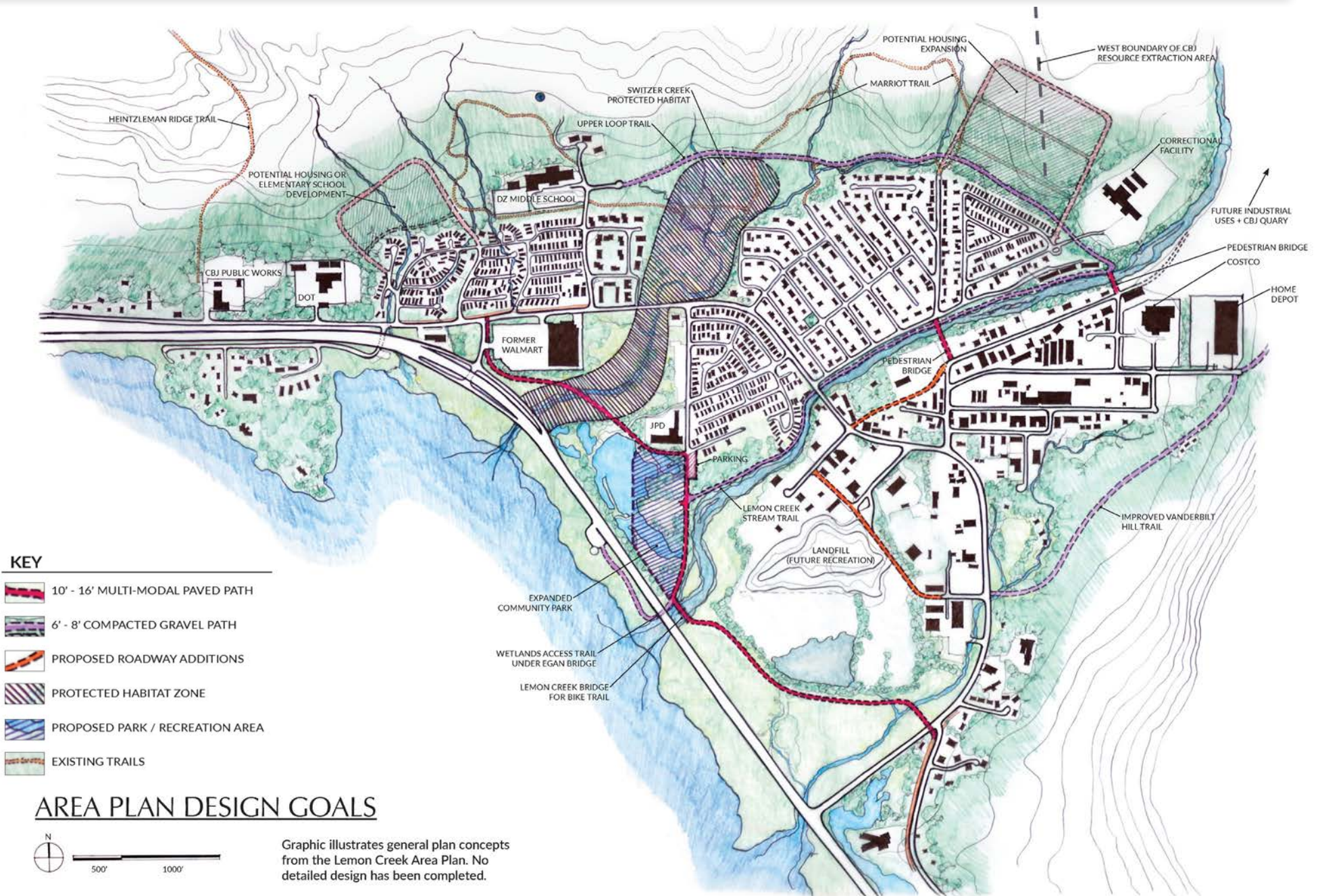
Section 3. Effective Date. This ordinance shall be effective 30 days after its adoption.

Adopted this 8th day of January, 2018.

Attest:

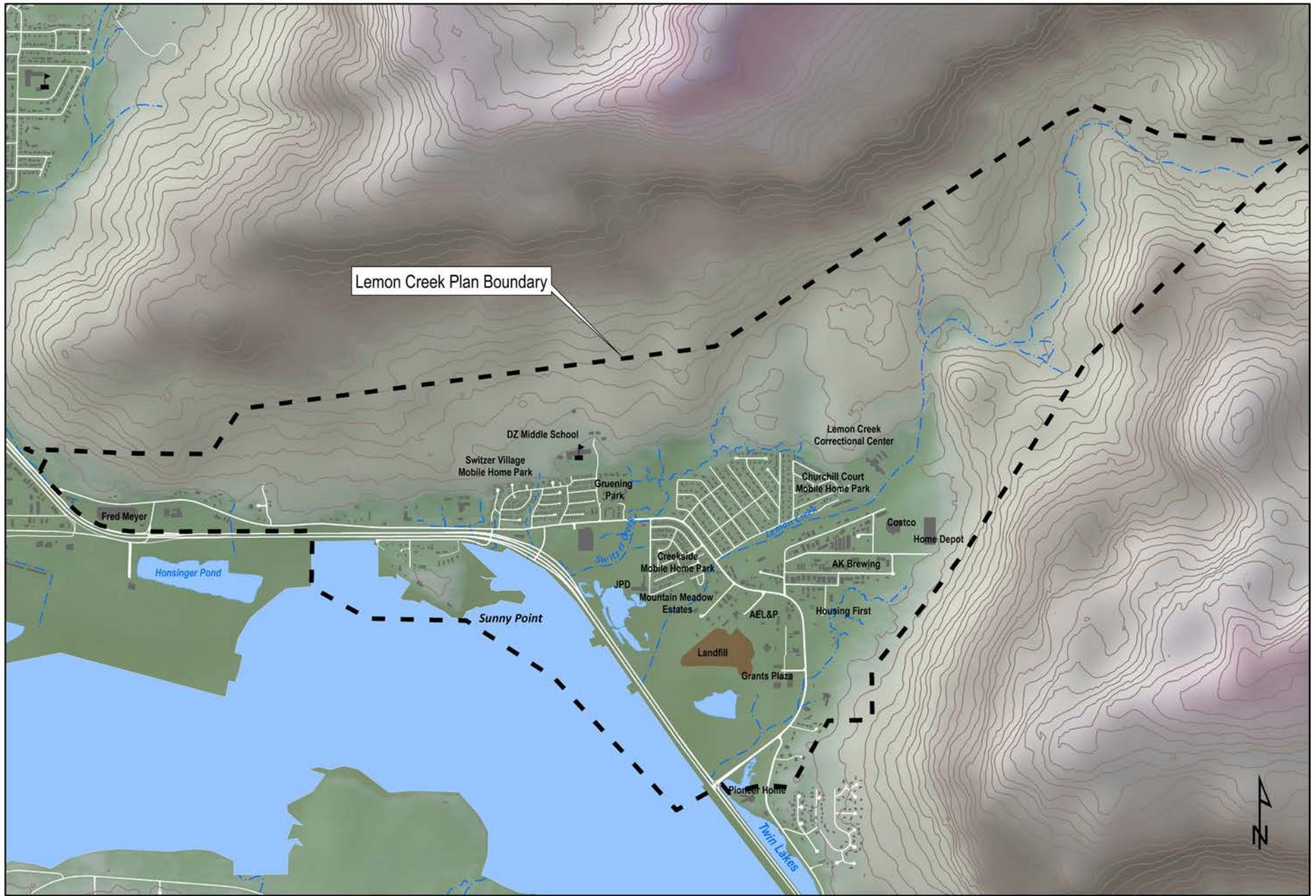

Laurie J. Siga, Municipal Clerk


Kendell D. Koelsch, Mayor

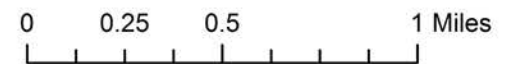


AREA PLAN DESIGN GOALS

Graphic illustrates general plan concepts from the Lemon Creek Area Plan. No detailed design has been completed.

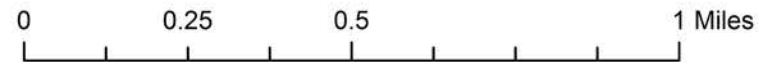


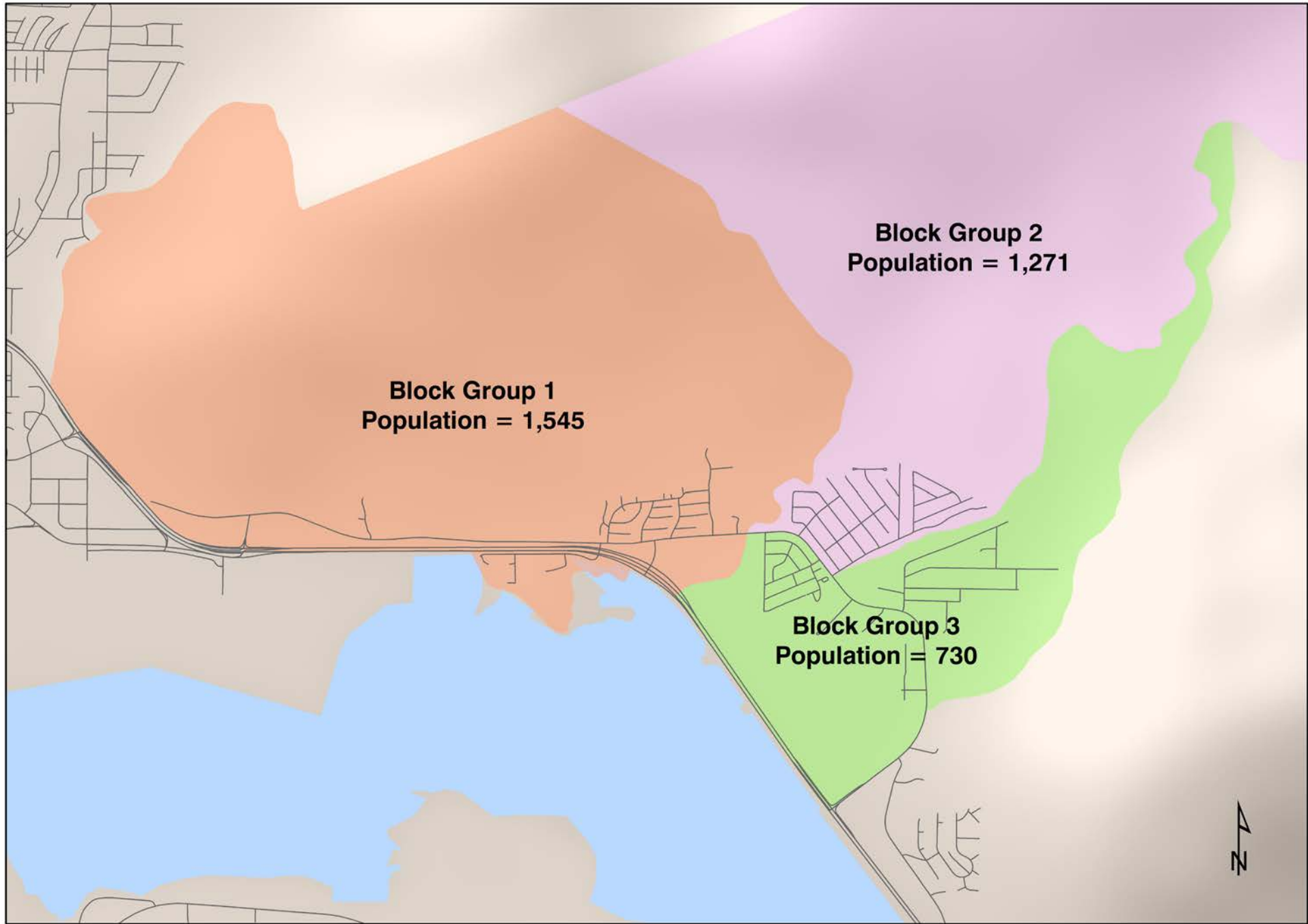
LEMON CREEK PLAN BOUNDARY



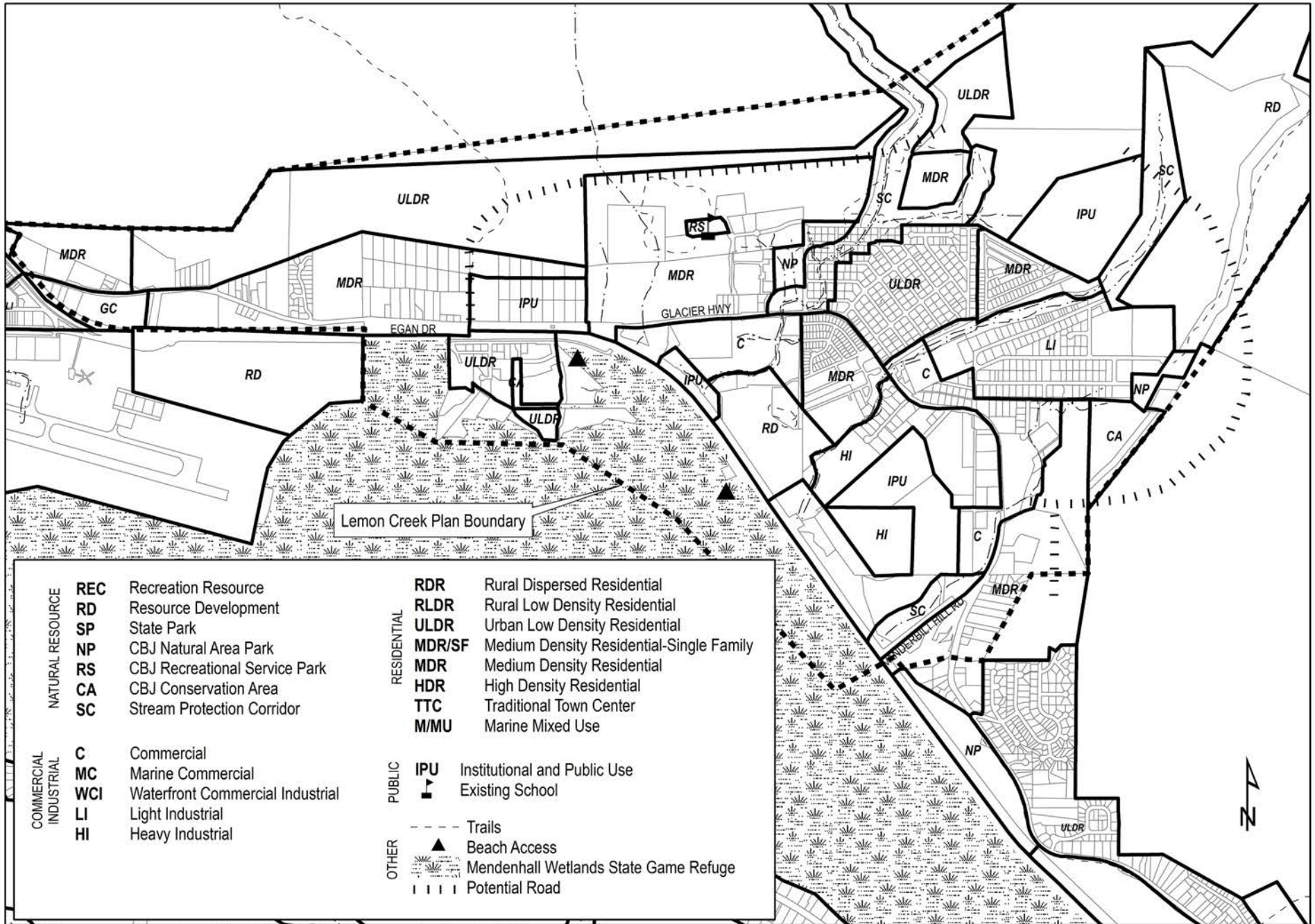


LEMON CREEK NEIGHBORHOODS



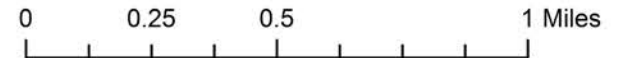


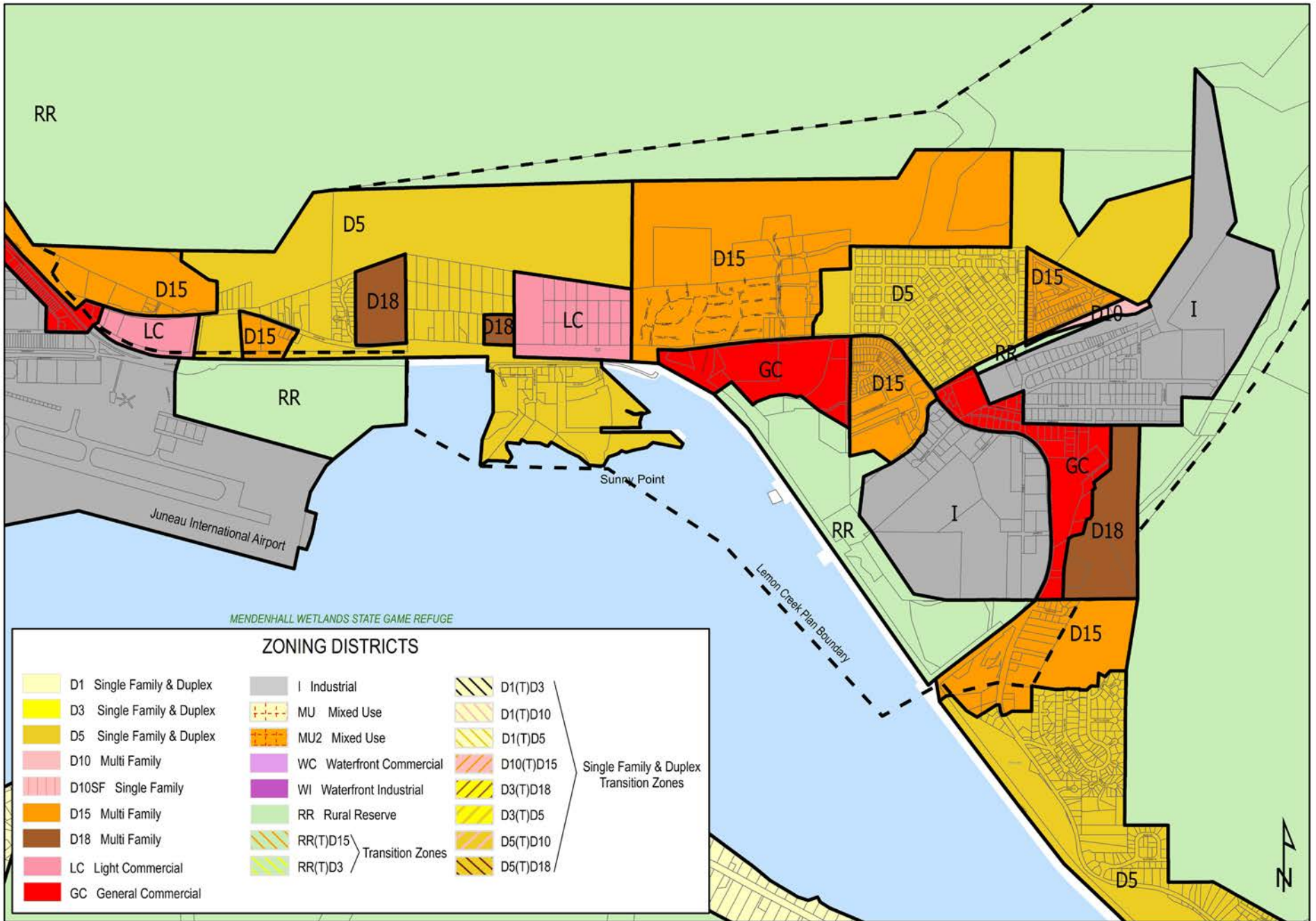
2010 U.S. CENSUS BLOCK GROUP POPULATIONS



Note: This map contains portions of Maps G & H from the Comprehensive Plan adopted November 2013.

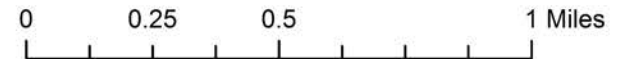
Comprehensive Plan Land Use Boundaries

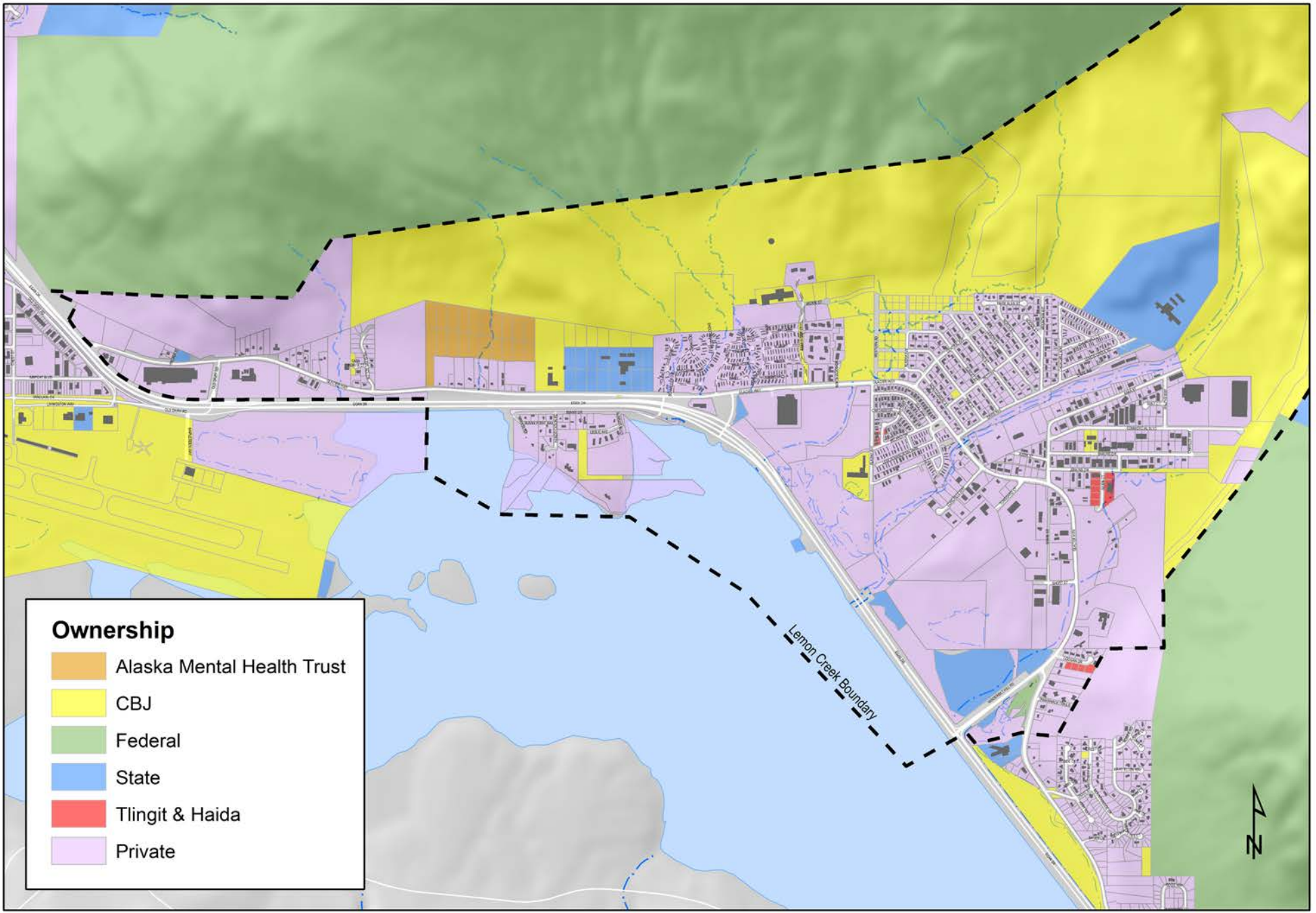




Note: This is not an adopted zoning map. This is for general reference only.

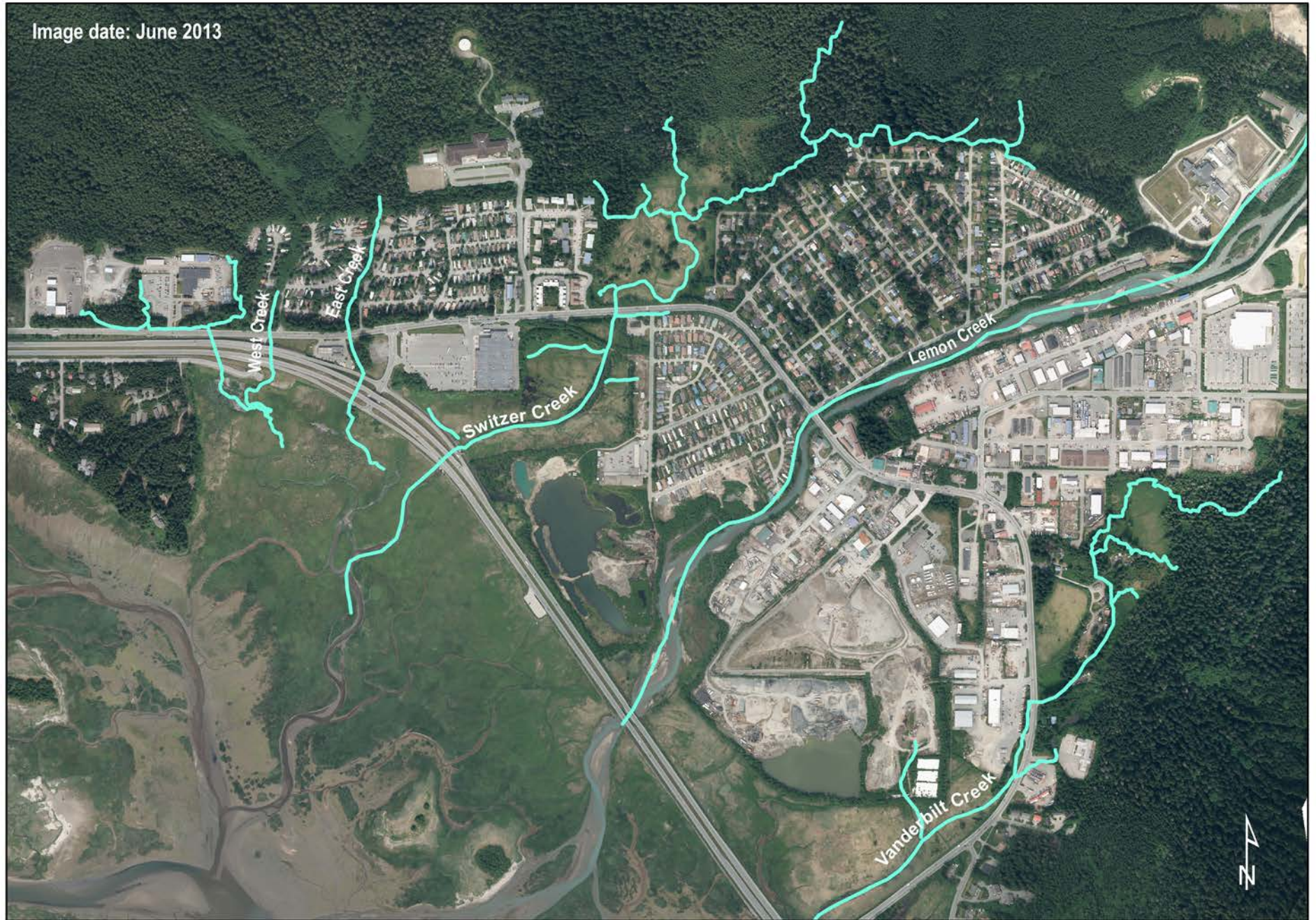
ZONING BOUNDARIES





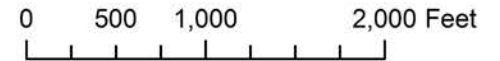
LAND OWNERSHIP

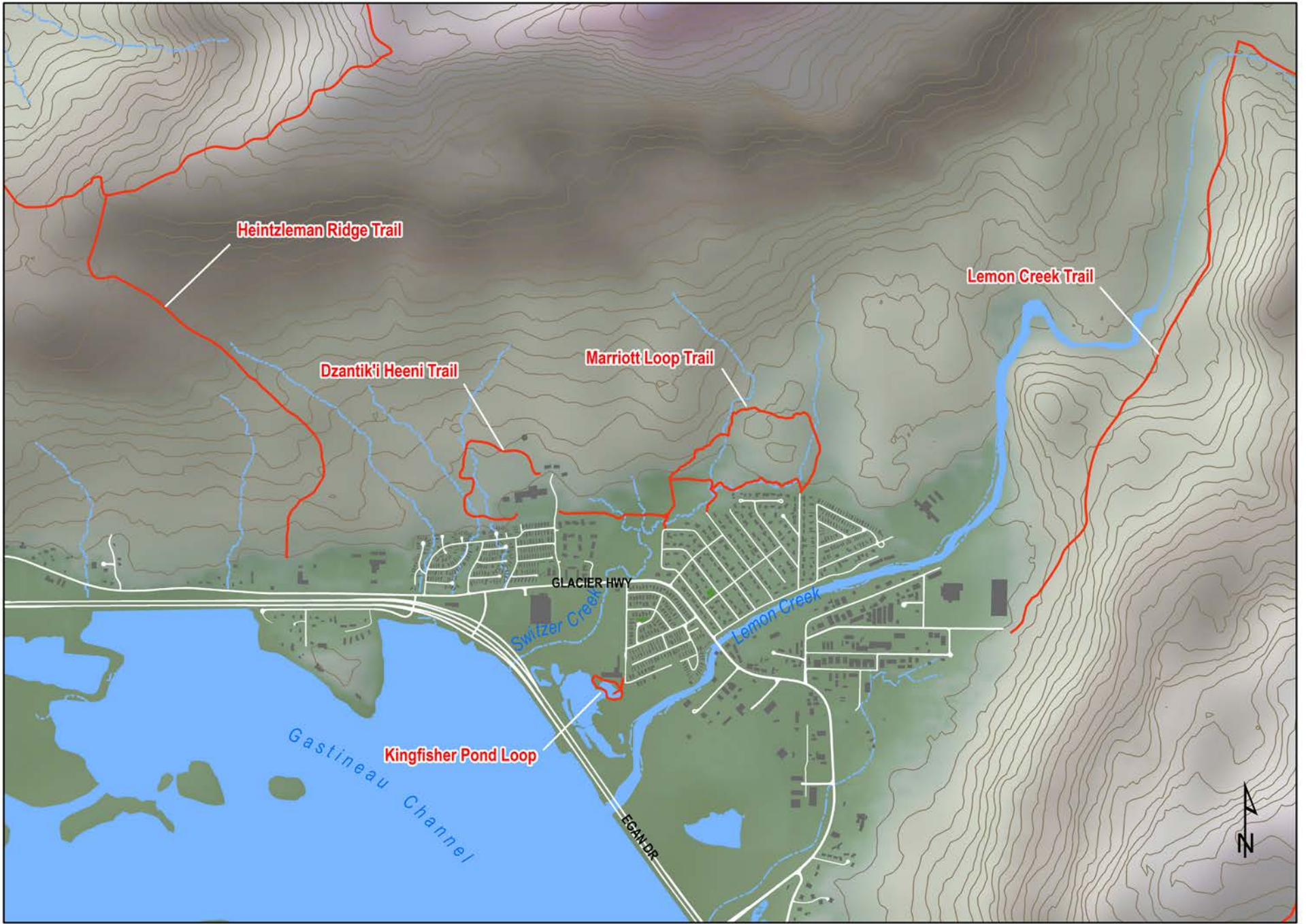
Image date: June 2013



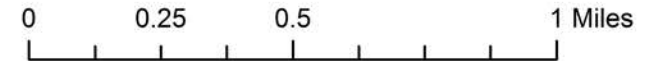
ANADROMOUS STREAMS

Stream data from the State of Alaska 2015 Anadromous Waters Catalog





LEMON CREEK TRAILS



* ES wetlands are included in the local resource inventory but are not classified as A,B,C and D due to intertidal influence. See ES RESOURCE INVENTORY page for exact boundaries of ES1, ES2, ES5, ES7, ES11, ES15, ES18, ES40, ES41 and ES42.

* Anadromous water bodies are determined by the latest CBJ-adopted version of the Alaska Department of Fish and Game's "Water Important to Spawning, Rearing, or Migration of Anadromous Fishes- Southeastern Region."

(See EAST VALLEY Map for this area)

JUNEAU WETLANDS MANAGEMENT PLAN Management and Important Habitat Designations LEMON CREEK

Juneau Coastal Management Plan
November 2007



800 0 800 Feet



Source: Base Maps: City & Borough of Juneau/Geographic Information System
Wetland Boundaries: Juneau Wetlands Management Plan- May 1994

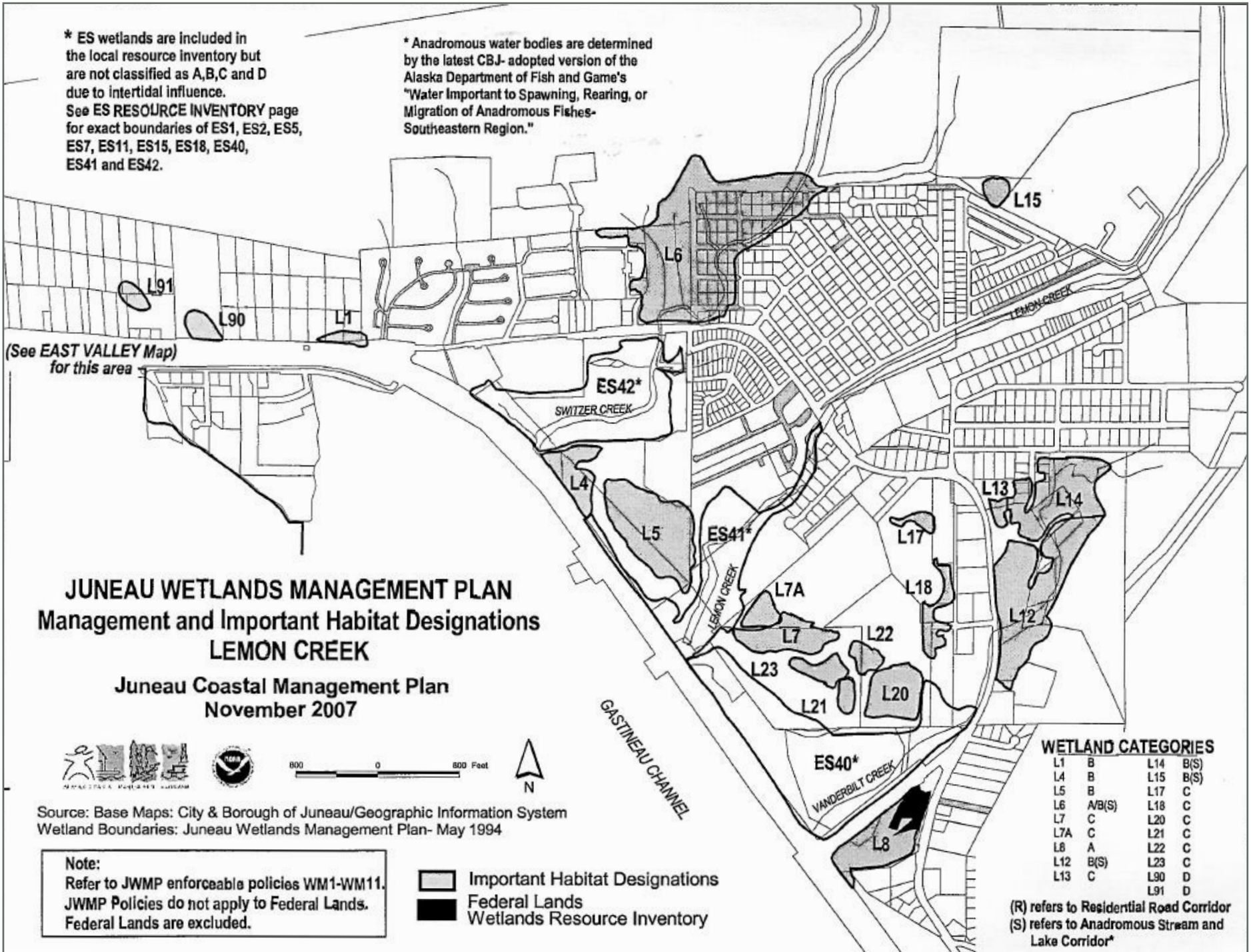
Note:
Refer to JWMP enforceable policies WM1-WM11.
JWMP Policies do not apply to Federal Lands.
Federal Lands are excluded.

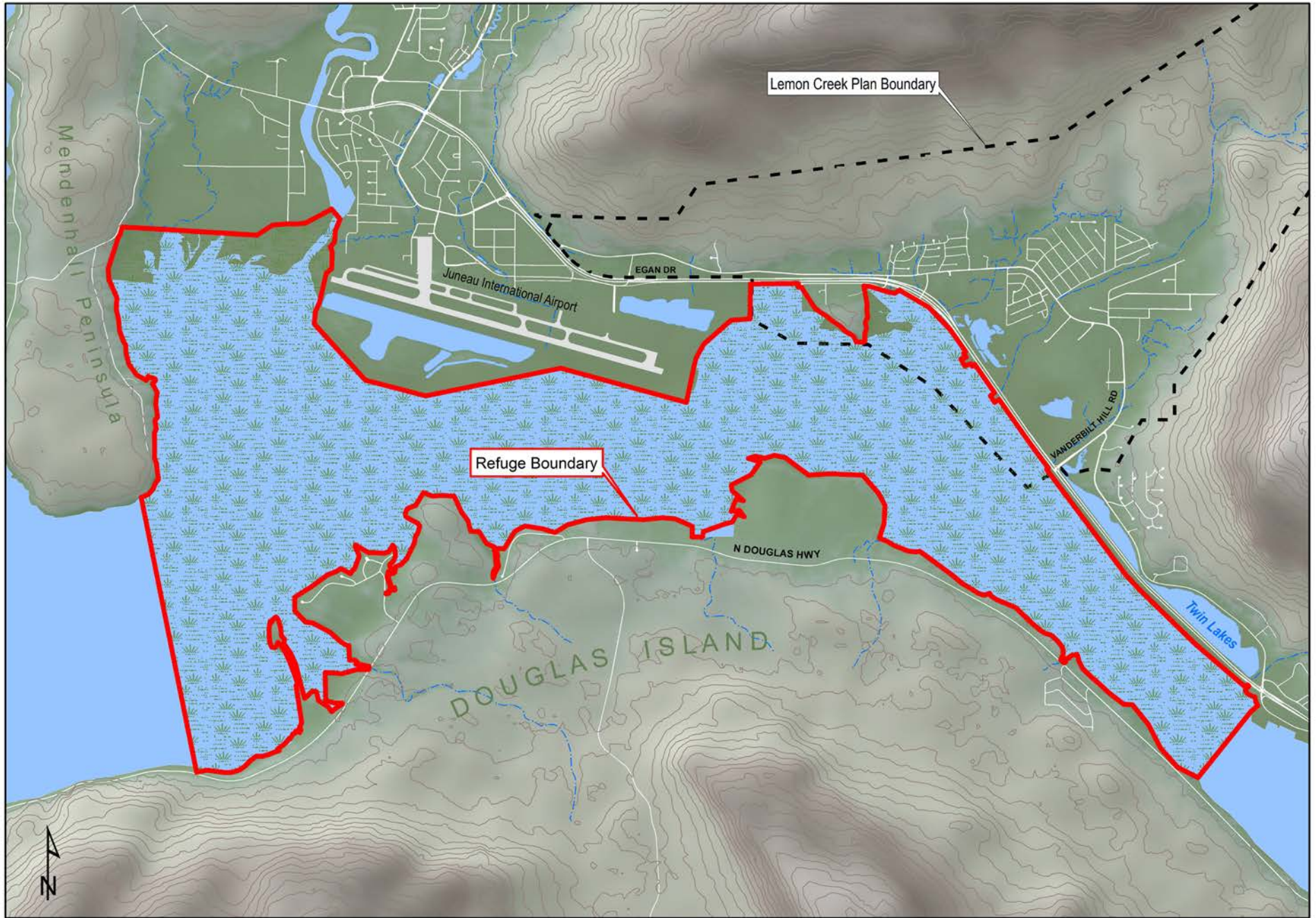
- Important Habitat Designations
- Federal Lands
- Wetlands Resource Inventory

WETLAND CATEGORIES

L1	B	L14	B(S)
L4	B	L15	B(S)
L5	B	L17	C
L6	A/B(S)	L18	C
L7	C	L20	C
L7A	C	L21	C
L8	A	L22	C
L12	B(S)	L23	C
L13	C	L90	D
		L91	D

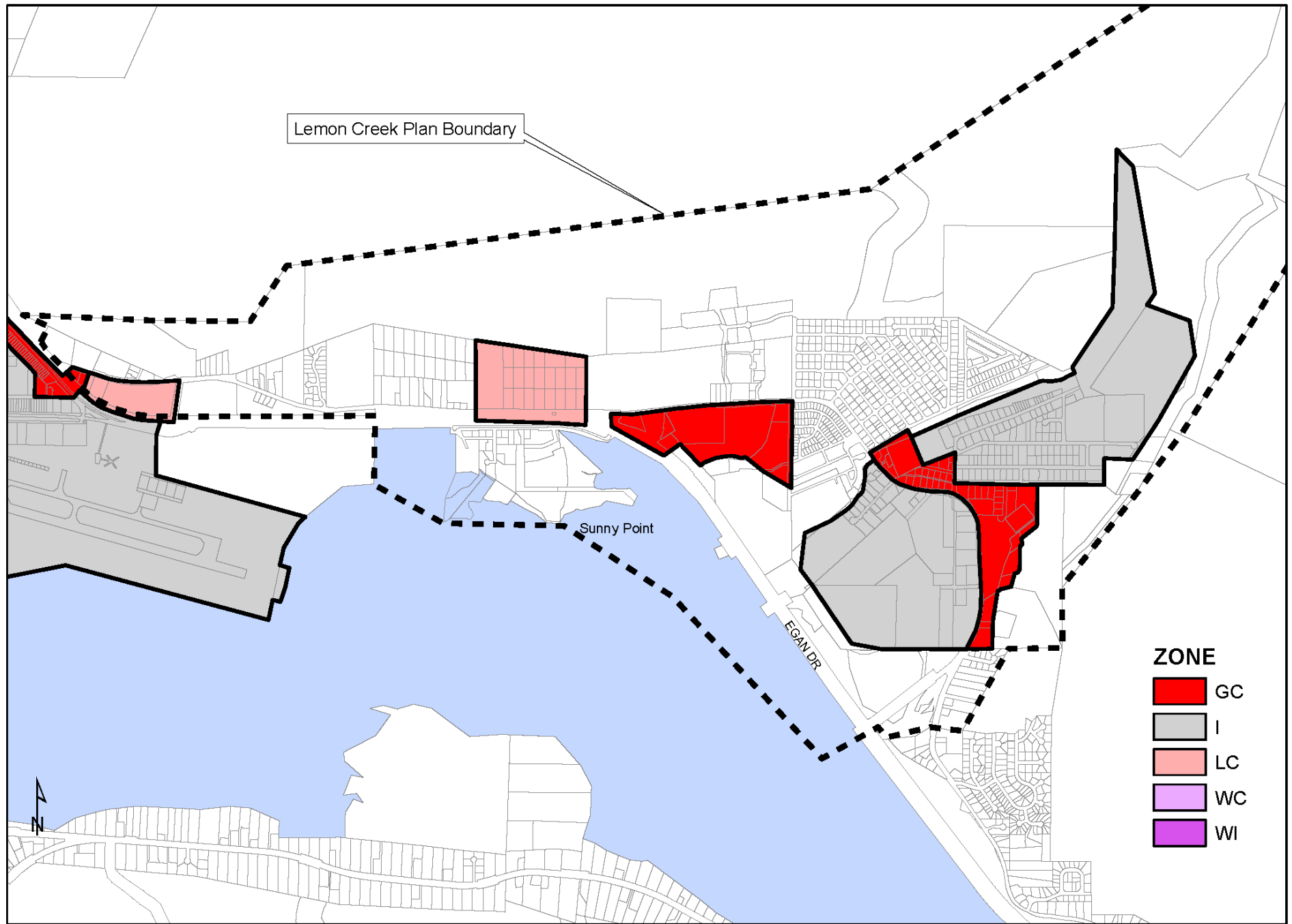
(R) refers to Residential Road Corridor
(S) refers to Anadromous Stream and Lake Corridor*



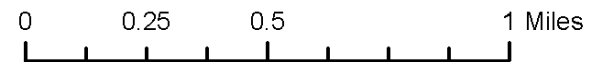


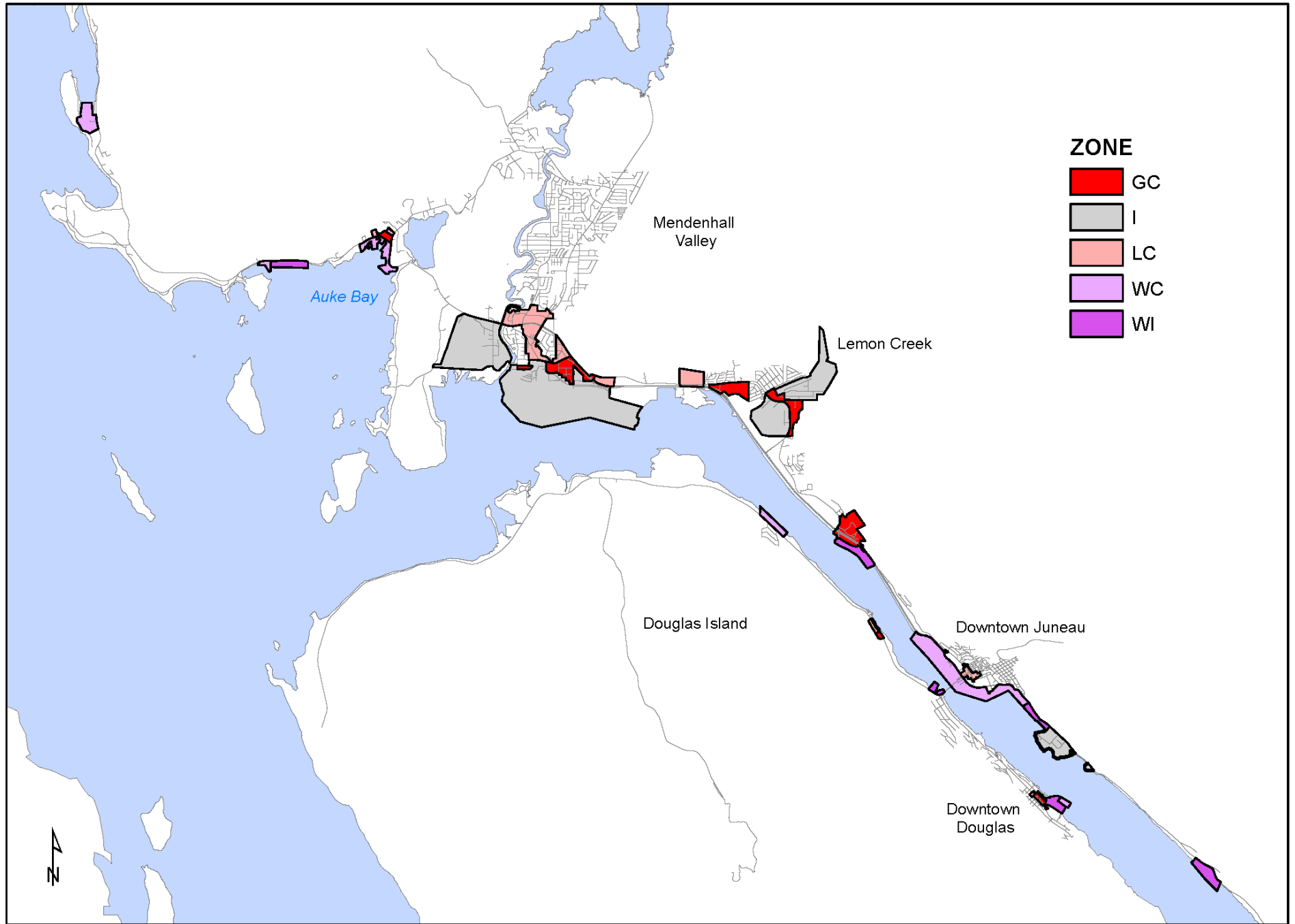
Mendenhall Wetlands State Game Refuge Boundary





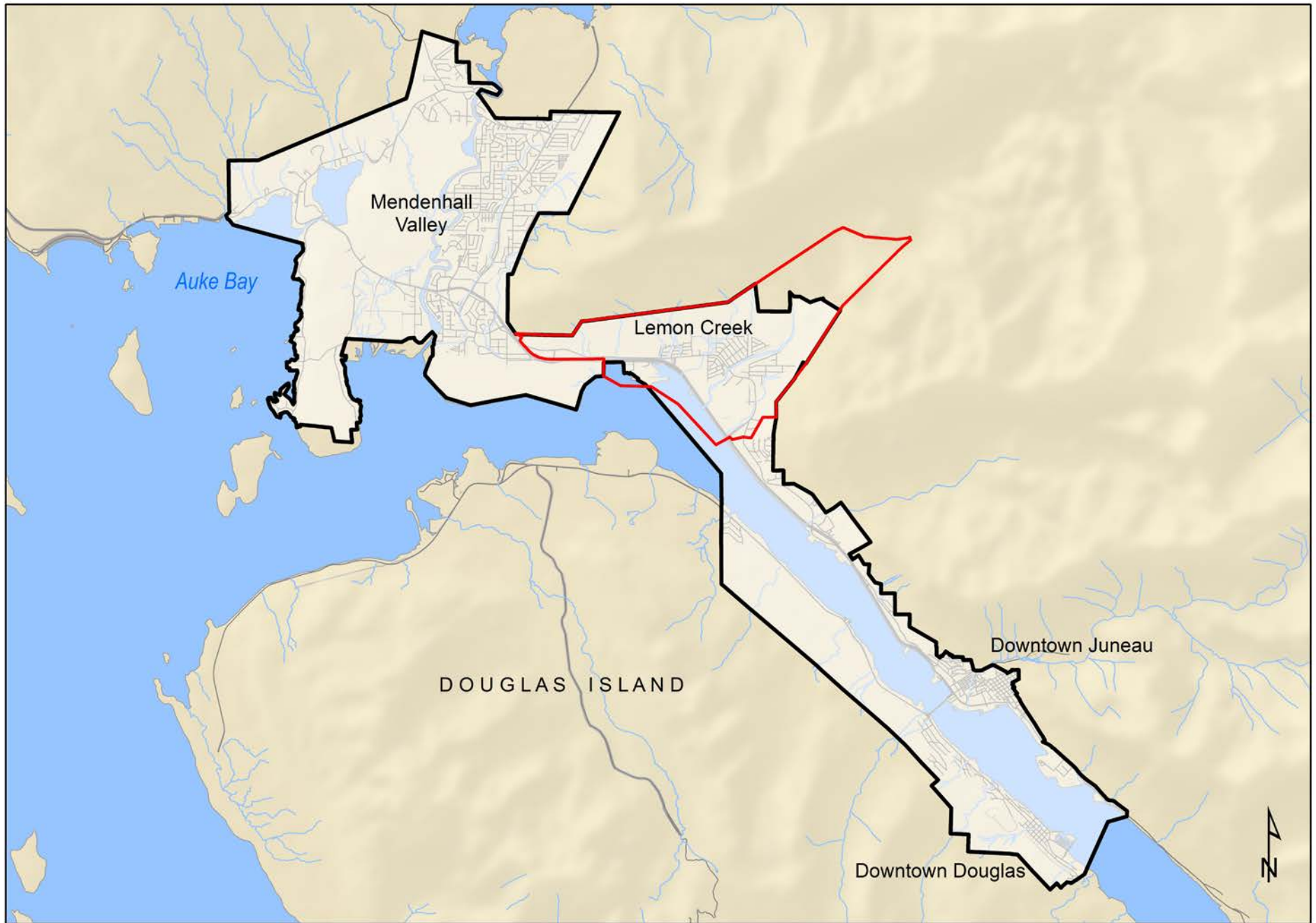
Commercial & Industrial Zoned Areas within Lemon Creek Vicinity





Commercial & Industrial Zoned Areas within CBJ

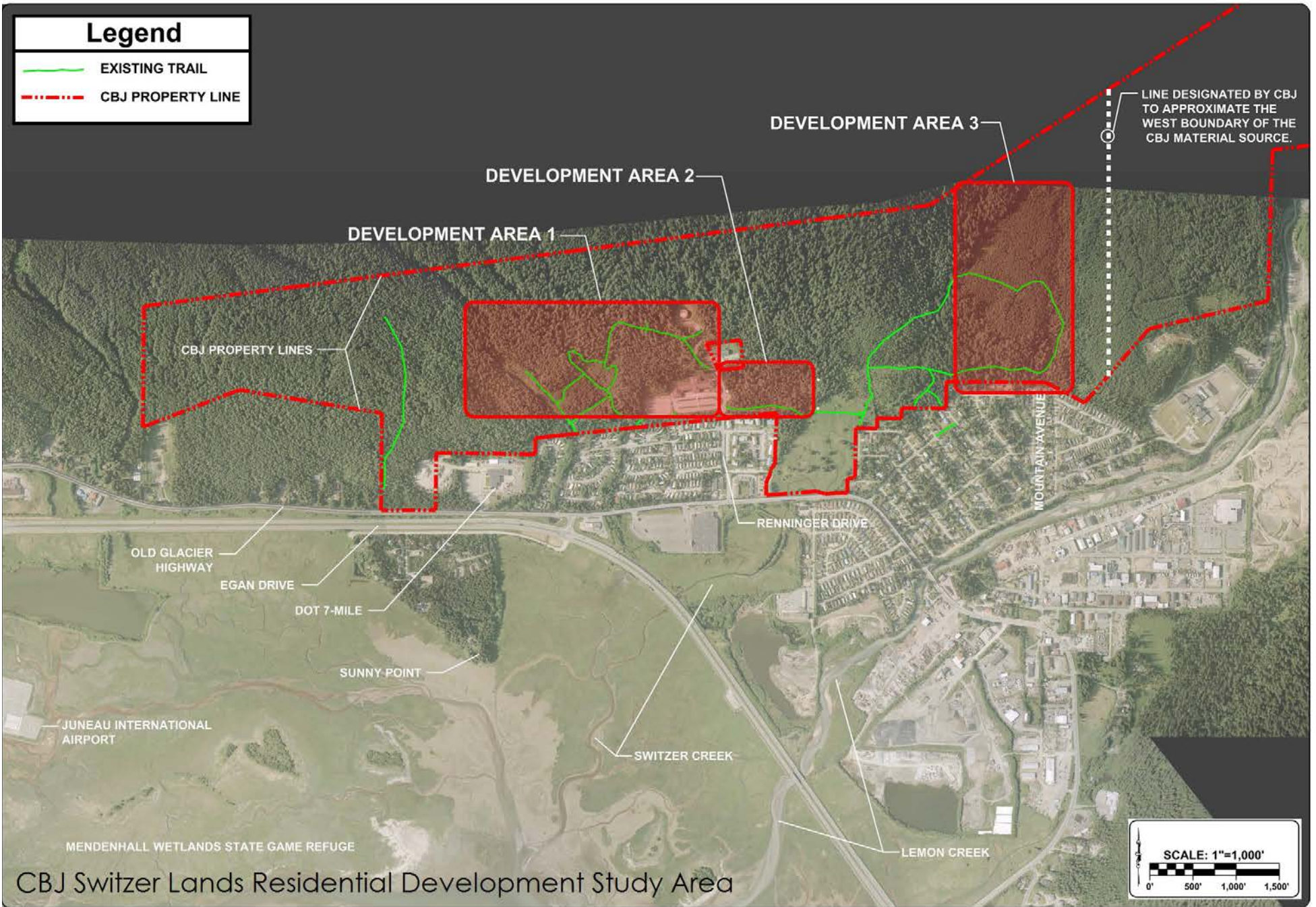




URBAN SERVICE AREA BOUNDARY

-  Urban Service Area Boundary
-  Lemon Creek Plan Boundary





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