



# LEMON CREEK — AREA PLAN — Draft



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Cover Photography  
Brenwynne Grigg · Allison Eddins

# Lemon Creek Area Plan

Adopted [DATE]  
Ordinance [NUMBER]



City & Borough of Juneau  
Community Development Department  
Planning Division

**Community Development Department**

Rob Steedle, Director

Beth McKibben, AICP, Planning Manager

Jill Maclean, AICP, Senior Planner & Lemon Creek Project Manager

Allison Eddins, Planner II, Lemon Creek Project Assistant

Bhagavati Braun, Administrative Assistant

**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.

## **City & Borough of Juneau**

Rorie Watt, City Manager  
Mila Cosgrove, Deputy City Manager

## **Assembly**

Ken Koelsch, Mayor  
Jerry Nankervis, Deputy Mayor  
Mary Becker  
Maria Gladziszewski  
Norton Gregory  
Loren Jones  
Jesse Kiehl  
Beth Weldon  
Debbie White

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Paul Voelckers, Vice Chair  
Nathaniel Dye  
Percy Frisby  
Carl Greene  
Daniel Hickok  
Michael LeVine  
Daniel Miller  
Kirsten Shelton-Walker

## **Steering Committee**

Stephen Johnson, Chair  
Michael Lukshin, Vice Chair  
Tom Chard  
Daniel Collison  
Wayne Coogan  
Sandra Coon  
Susan Erben  
Dave Hanna  
Mark Pusich  
Patrick Quigley  
Michael Short  
Paul Voelckers, Planning Commission Liaison

## **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 Lemon Creek Vision Plan.



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Credit: Community Development Department Staff





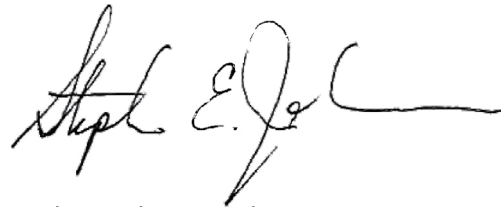
# Message from the Chair

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 neighborhoods have quality parks and recreational facilities for all users.

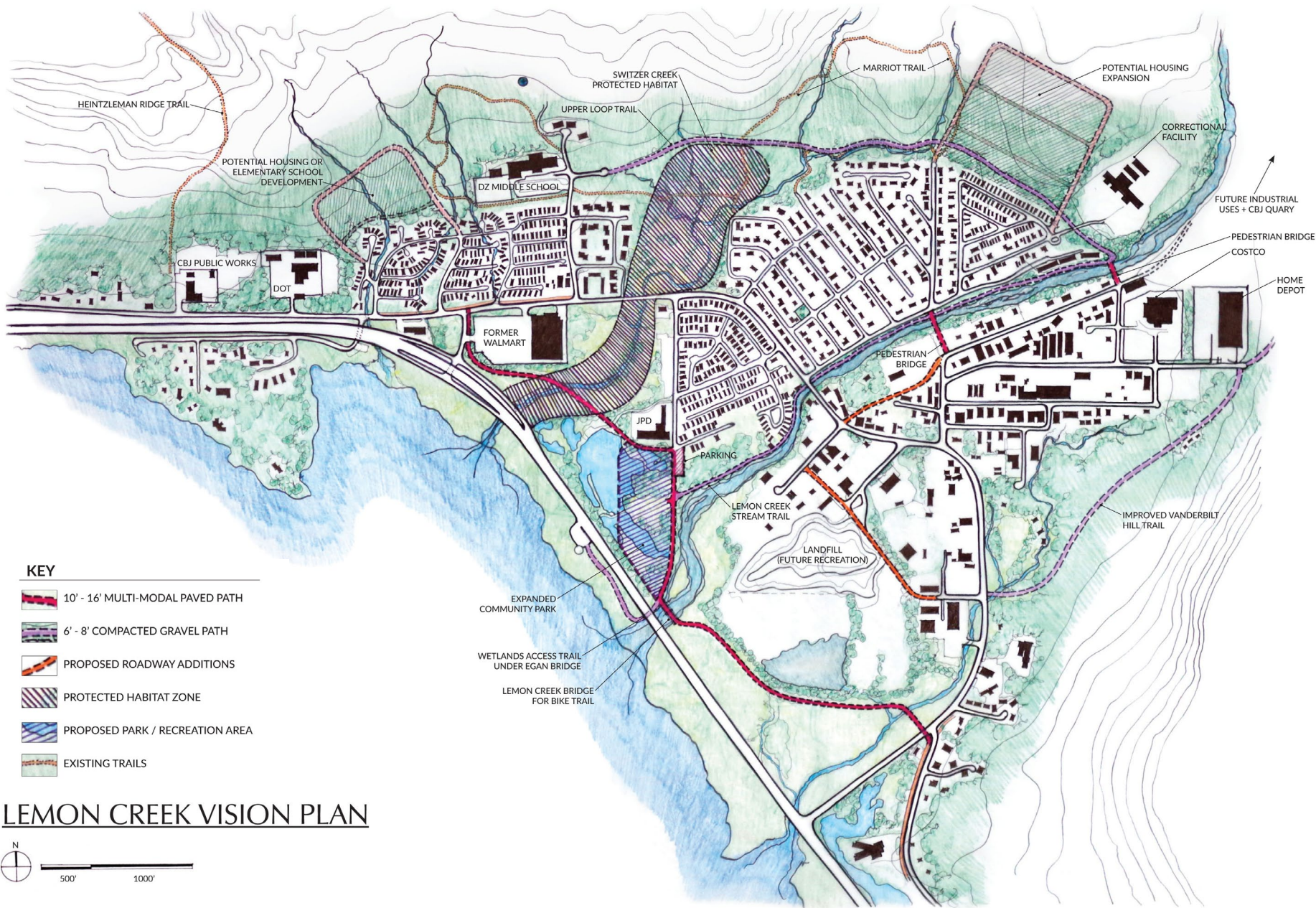
The plan will be implemented through the review of zoning applications for consistency with the plan, the tracking and advocacy of proposed public improvements, and guidance of related projects and initiatives. The Steering Committee looks forward to continued cooperation with the City & Borough of Juneau 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



Credit: MRV Architects (2017) *Lemon Creek Vision Plan*

# Vision Statement

The Lemon Creek Area Plan strives to encourage future development that will 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 will 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.



# Community Outreach Efforts

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



# 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, Lemon Creek 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 Fred Meyer to the north and Vanderbilt Hill Road to the south. Given Lemon Creek’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, will 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, identified in detail within each chapter of the plan, and compiled in *Chapter 8: Implementation* on page 75. 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 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.

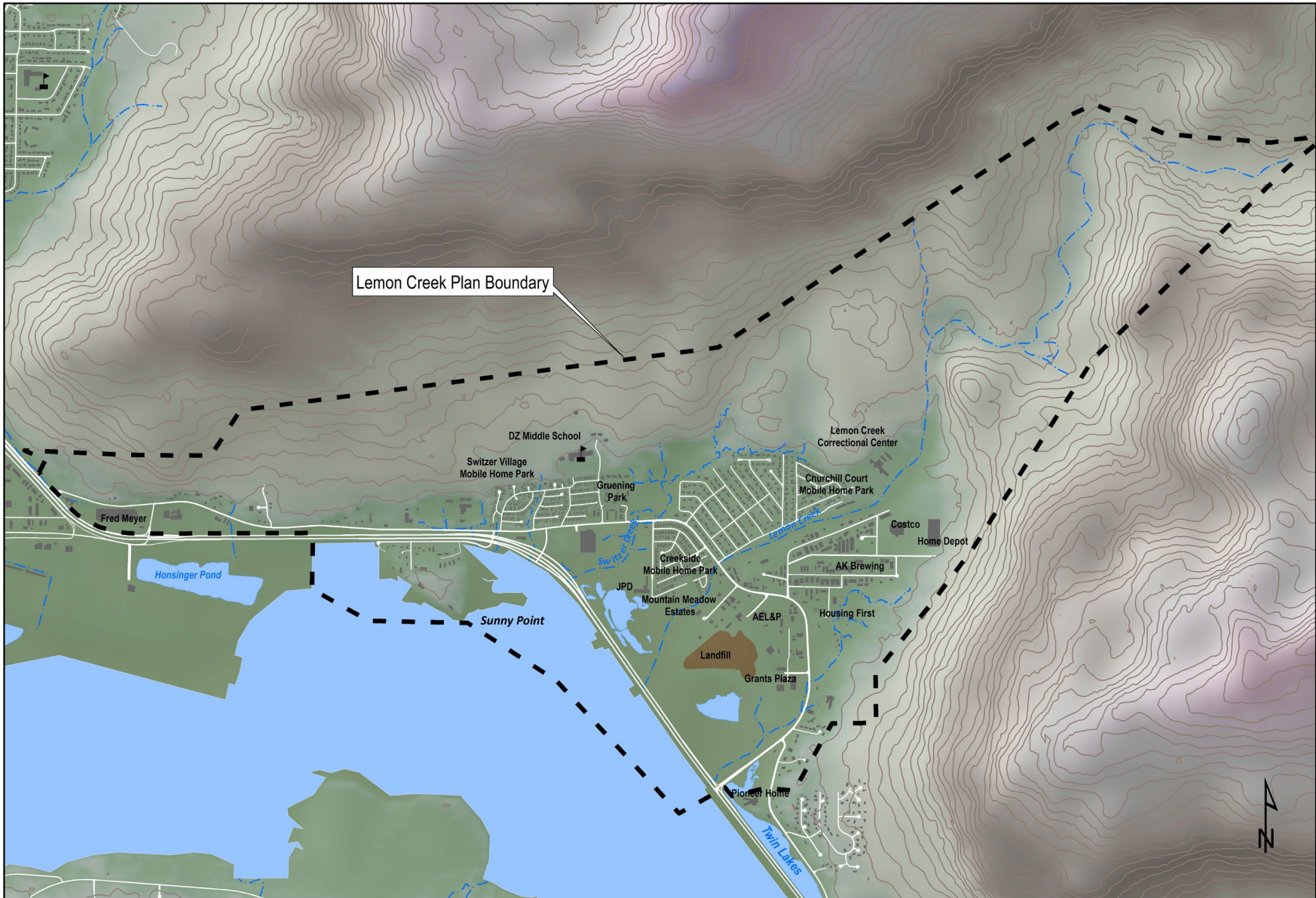
The Steering Committee has prioritized Borough actions and development in Lemon Creek as follows:

- 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 strategic 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 (*chapter 7: Economic Development*).
- 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*).

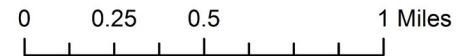




Credit: Alaska Department of Fish and Game



# LEMON CREEK PLAN BOUNDARY



For a full size image of this map see Appendix G: Lemon Creek Plan Boundary Map on page 121  
 Credit: CBJ Community Development Department

# 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	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

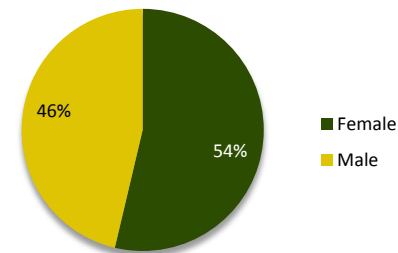
## CURRENT CENSUS DATA

### Total Population and Gender Make-up

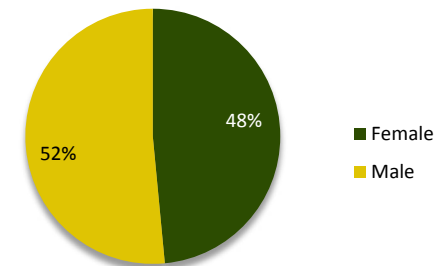
The most recent census data reveals that the Lemon Creek area has a population of 3,546 people. This is a six percent increase from 2000 when the U.S. Census reported a population of 3,345.

Although the male to female ratio is fairly evenly split, there are more women living in Lemon Creek. 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)

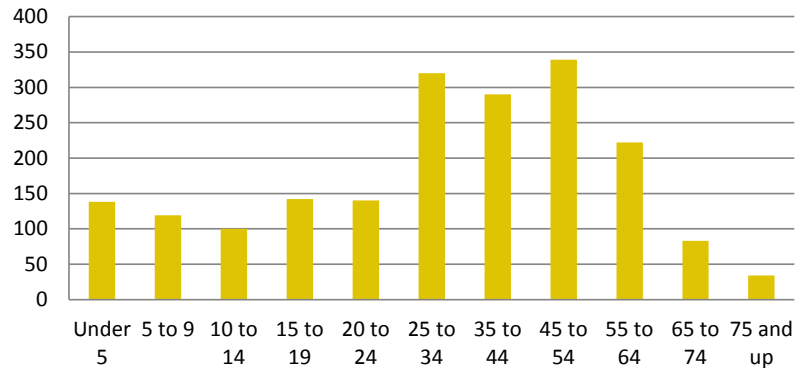


## Age Distribution

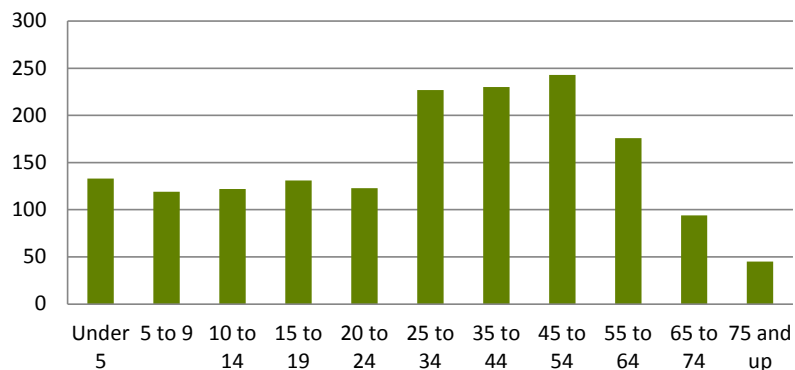
The largest age group in the Borough is between 45 to 54. The Lemon Creek area is slightly older than the rest of the borough with its largest age group being 55 to 64 for both men and women. The second largest age group in the area is 35 to 44.

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)



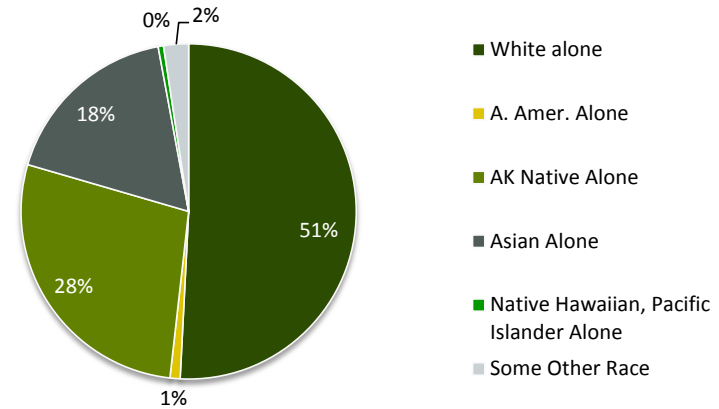
### Age Distribution of Female Population (Borough)



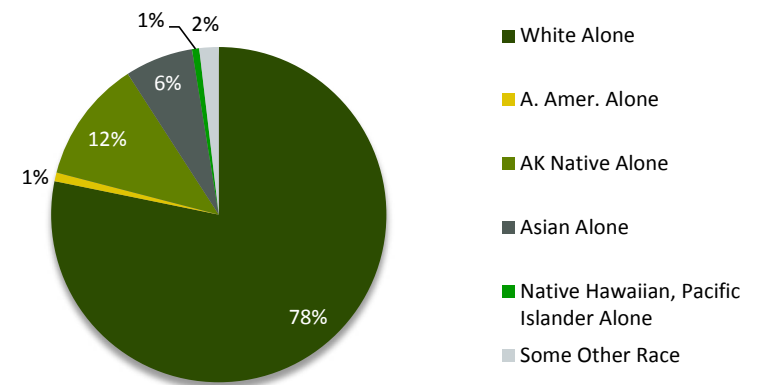
## Racial Make-Up

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)



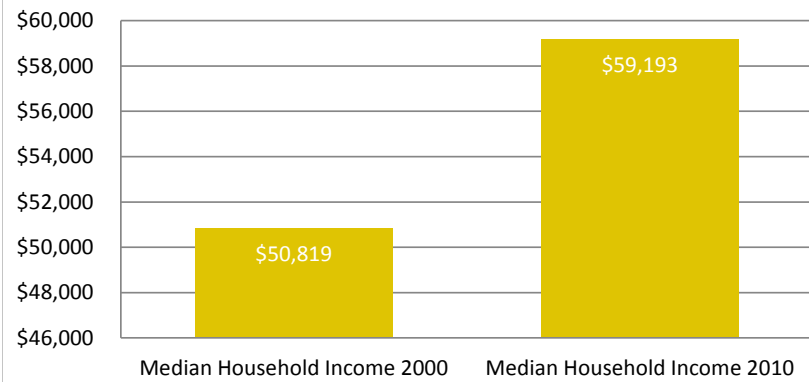
### Racial Make-up (Borough)



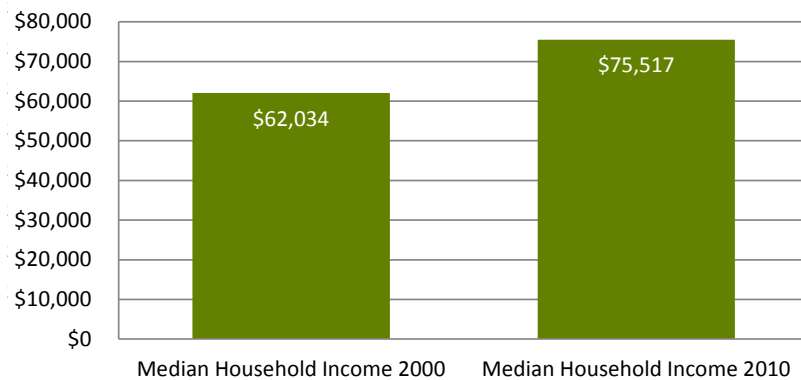
## Income

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)



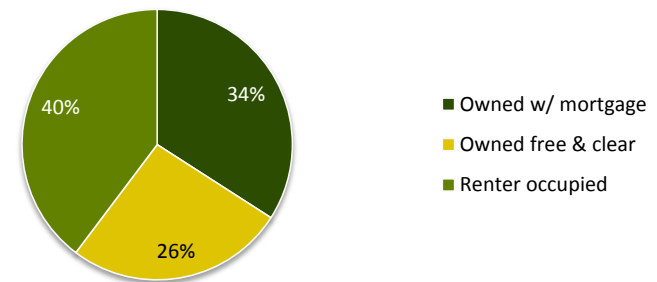
### Household Income 2000-2010 (Borough)



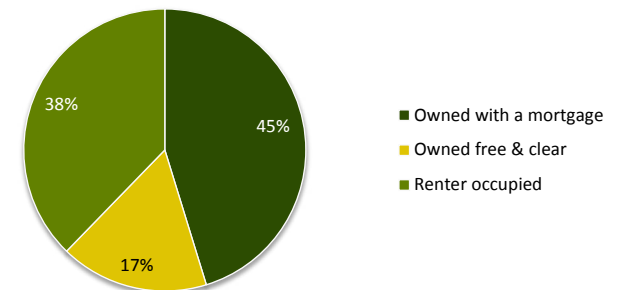
## Housing

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 Lemon Creek 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 Lemon Creek area has more home owners who own their homes free and clear than the Borough as a whole.

### Housing Tenure (Lemon Creek)

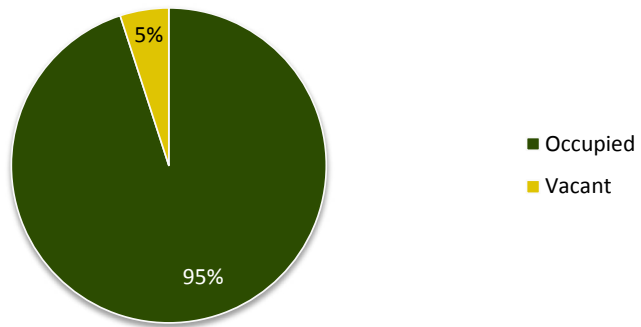


### Housing Tenure (Borough)

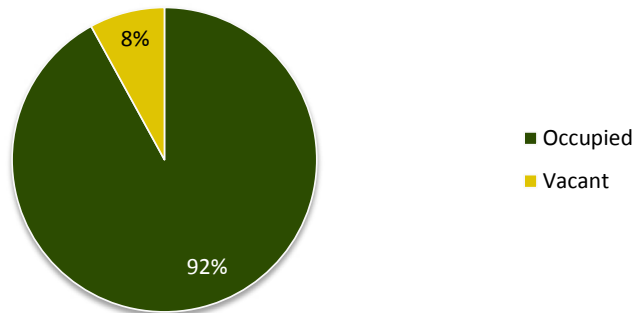


The Lemon Creek area has a slightly lower percentage of vacant dwelling units than the Borough as a whole, with an estimated five percent of homes sitting vacant between 2010 and 2014.

### 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.

### OPEN HOUSE

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<sup>1</sup>. All participants

<sup>1</sup> Appendix A: Public Participation on page 87

were given the opportunity to apply as a Steering Committee member for the planning process.



Credit: Community Development Department Staff

### STEERING COMMITTEE

The Steering Committee was appointed by the Planning Commission on April 12, 2016 when the Lemon Creek planning effort was established<sup>2</sup>. The Steering Committee is a

<sup>2</sup> City & Borough of Juneau (2016) *Case AME2016 0016*

dynamic, well-balanced, informed group tasked with guiding the visioning process and overall direction of the Lemon Creek Area Plan effort. The following individuals serve on the Steering Committee:

Stephen Johnson, Chair, Michael Lukshin, Vice-Chair, Tom Chard, Daniel Collison, Wayne Coogan, Sandra Coon, Susan Erben, Dave Hanna, Mark Pusich, Patrick Quigley, Michael Short, and Paul Voelckers, Planning Commission Liaison.

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

## **FOCUS GROUPS**

CDD conducted six meetings with focus groups in June 2016. These focus groups included professionals in the areas of 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 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 its 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 OUTREACH & PARTICIPATION<sup>3</sup>**

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.

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<sup>3</sup> For more information see Appendix A: Public Participation on page 87



## PUBLIC DESIGN WORKSHOP<sup>4</sup>

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.

The Lemon Creek Public Design Workshop broke out 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 is presented using images of each table's final design, a chart that details each design element or idea from each table, and a final design image, the Lemon

Creek Vision Plan (see page 5), synthesizing the designs from the four tables<sup>5</sup>.

This public design workshop was a dynamic and inclusive process that brought together a larger audience with diverse interests that effectively helped to identify opportunities as well as obstacles and potential solutions. The shared experience built interest and support for the Lemon Creek Vision Plan. The Steering Committee has vetted and approved a consolidated list of features desired by workshop participants as part of this planning process<sup>6</sup>. 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).

<sup>4</sup> For more information see Appendix A: Public Participation on page 87

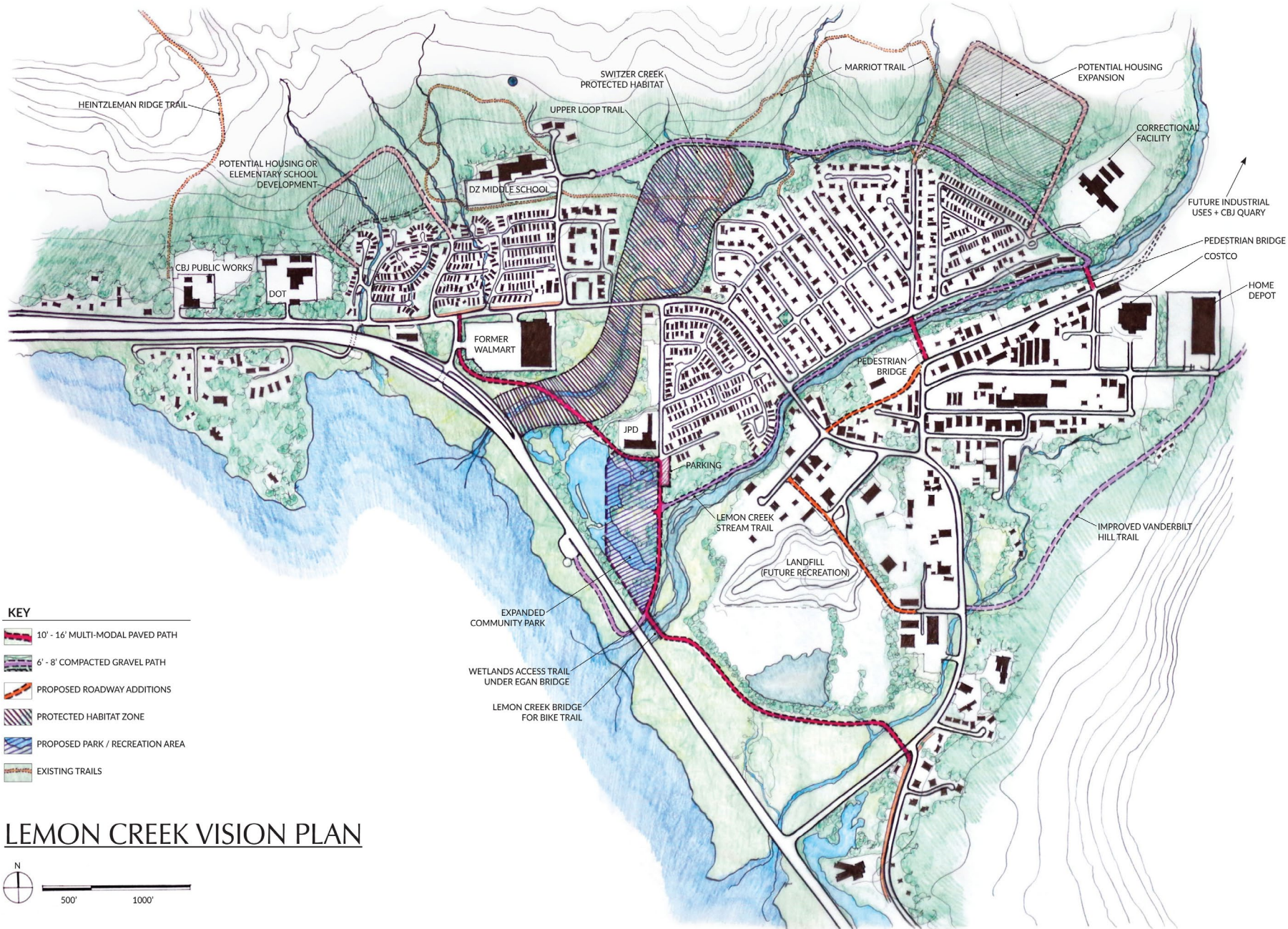
<sup>5</sup> See the Lemon Creek Vision Plan on page 107

<sup>6</sup> See Public Design Workshop in Appendix A on page 105

- Improve the Marriott 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).
- 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 87.



Credit: MRV Architects (2017) *Lemon Creek Vision Plan*

## CHAPTER 2: HISTORY AND COMMUNITY CHARACTER

### INTRODUCTION

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<sup>1</sup>. 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<sup>2</sup>.



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

- 1 Redman (1987)
- 2 Ibid.

Early placer mining continued in the Lemon Creek area until 1905<sup>3</sup>.

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<sup>4</sup>. 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 land<sup>5</sup> 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

- 3 Ibid.
- 4 City & Borough of Juneau (1995)
- 5 City & Borough of Juneau (1966)

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.

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 NEIGHBORHOODS<sup>6</sup>**

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 Eagles 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<sup>7</sup>. Since the 1960s, the Lemon Creek area has had a variety of housing types:

single-family homes, duplexes, small multi-family complexes, and mobile and manufactured homes.

### **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 multi-family 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**

Creekside Mobile Home Park, which has been open since the 1970s is a mixture of 96 mobile and manufactured homes.

<sup>6</sup> For a full-sized map see Appendix G: Lemon Creek Neighborhoods Map on page 122

<sup>7</sup> City & Borough of Juneau (1966)

Creekside is located south of Glacier Highway and is bordered by Lemon Creek to the south and east, the Juneau Police Headquarters to the west, and the Eagles Edge Subdivision to the north.

### Eagles Edge

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



## LEMON CREEK NEIGHBORHOODS

For a full size image of this map see Appendix G: Lemon Creek Neighborhoods Map on page 122  
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

is located between the Pinewood Subdivision and the Lemon Creek Correction Center.

## 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 spring and summer months 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<sup>8</sup>.

Alaskan Brewing Co., a nationally known and locally-owned brewery, opened in Lemon Creek in 1986. Every summer thousands of tourists come to Lemon Creek to tour the brewery and sample the beers that the Alaskan Brewing Co. creates. Costco Wholesalers, one of two big box stores in Lemon Creek, 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



Credit: CBJ Community Development Department Staff

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

2007 and sits on land once used for sand and gravel extraction. In the early 1990s Alaska Electric, Light & Power constructed their headquarters building on Tonggard Court. The building opened in 1996.

## 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<sup>9</sup>. Today, 24% of Lemon Creek’s population identifies as Alaska Native<sup>10</sup>. 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 that speak to the area’s early history.

9 Goldschmidt & Haas (1998)

10 United States Census Bureau (2010)

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<sup>11</sup>. The refuge is enjoyed year-round for wildlife viewing, hunting, and fishing.

*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)

11 Alaska Department of Fish and Game (1990)



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 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<sup>12</sup>. 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. Lemon Creek's natural resources are discussed in greater depth in the Natural Resources and Recreation chapter.

## CONCLUSION AND NEXT STEPS

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.

<sup>12</sup> 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**

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	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		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: 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 to reflect its’ role as a regional facility.	CDD, City Manger	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: Research the possibility of a Citizen Neighbor Helping Neighbor program that will 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
<b>GOAL 3: RECOGNIZE THE LEMON CREEK AREA'S CULTURAL DIVERSITY</b>				
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, City Manager	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

## INTRODUCTION

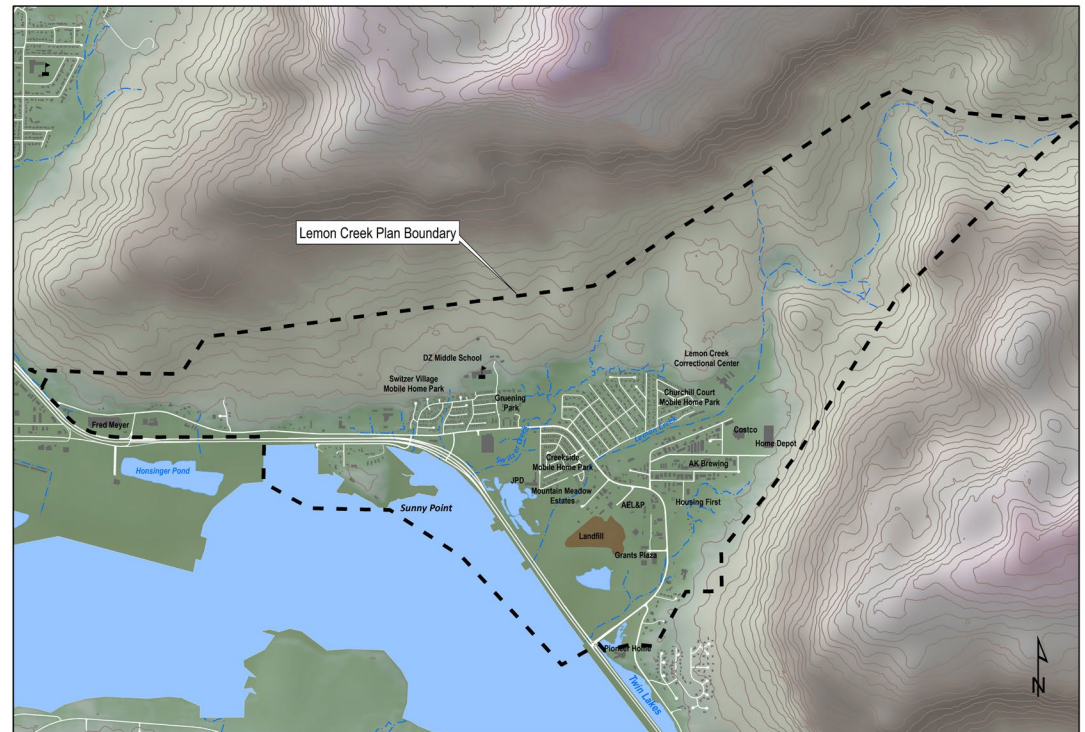
This chapter describes land use in the Lemon Creek area using maps and data that show designations of all properties by the *2013 Comprehensive Plan*<sup>1</sup>, zoning code, and locations of developed and undeveloped lands.

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 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<sup>2</sup>.

## EXISTING CONDITIONS

The Lemon Creek area is centrally located along the City & Borough of Juneau (CBJ) 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. Census<sup>3</sup> five year estimates. The area encompasses approximately 1,553 acres. There are four types of residential zoning in the Lemon Creek area: D-5,



LEMON CREEK PLAN BOUNDARY



For a full size image of this map see Appendix G: Lemon Creek Plan Boundary Map on page 121  
 Credit: CBJ Community Development Department

1 City & Borough of Juneau (2013)  
 2 See Appendix G: Lemon Creek Neighborhoods Map on page 122

3 United States Census Bureau (2010)

D-10, D-15, and D-18. The remaining land is zoned Industrial, General Commercial, Light Commercial or Rural Reserve. 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.

ZONING DISTRICT	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

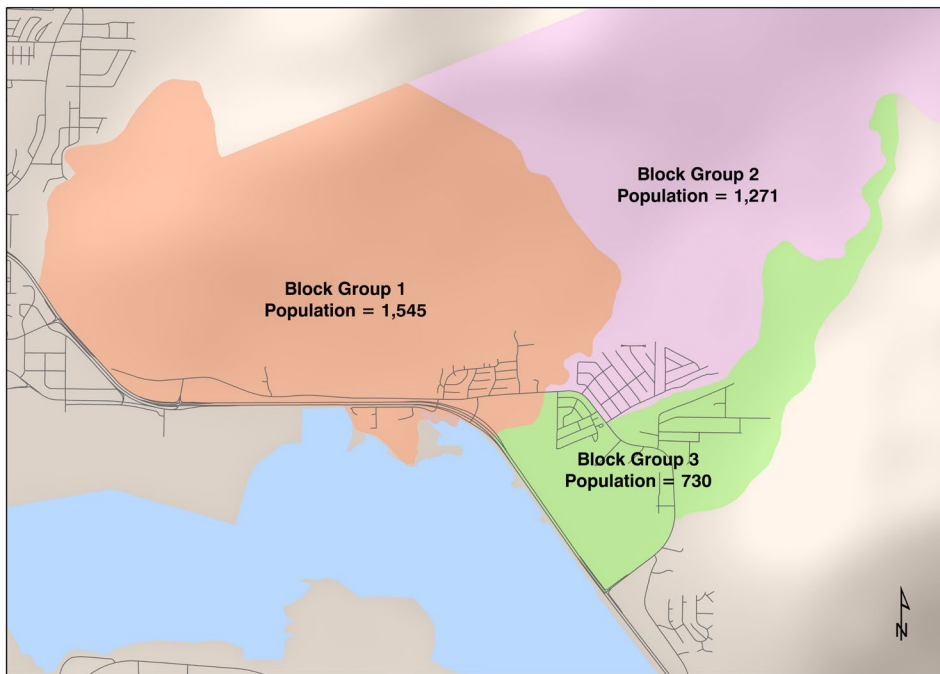
Table 3.1

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<sup>4</sup>.

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 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<sup>5</sup>.

<sup>4</sup> See Appendix G: Zoning Boundaries Map on page 125

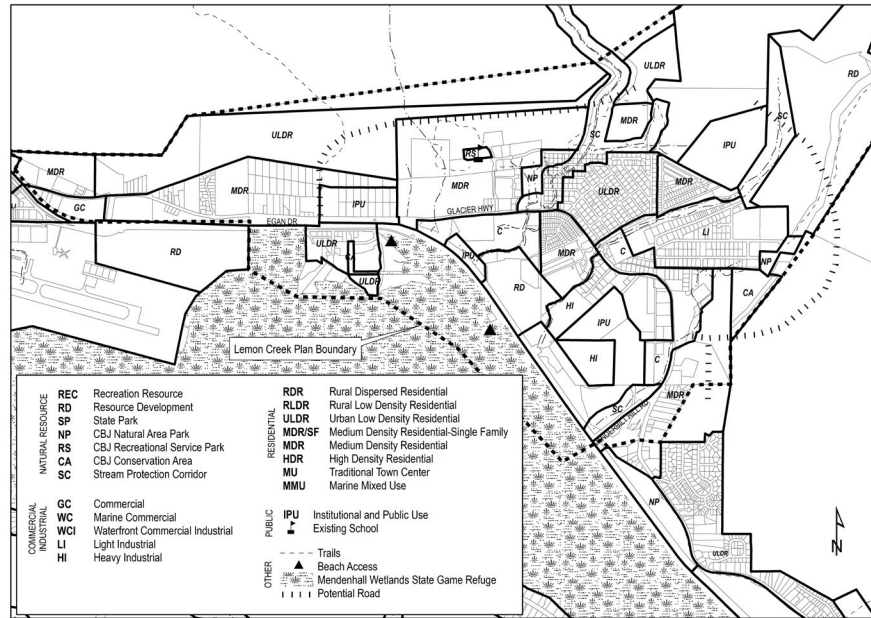
<sup>5</sup> For more information see Chapter 4: Neighborhoods and Housing on page 25.



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 123

Credit: CBJ Community Development Department



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

### COMPREHENSIVE PLAN LAND USE BOUNDARIES

For a full size image of this map see Appendix G: Comprehensive Plan Land Use Boundaries Map on page 124

Credit: CBJ Community Development Department

## COMPREHENSIVE PLANNING, ZONING, AND DENSITY

The *2013 Comprehensive Plan*<sup>6</sup> 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*

6 City & Borough of Juneau (2013)

*mass and scale of these urban neighborhoods are 2- to 3-story structures separated by parking lots, roads, sidewalks and landscaping or small yards”.*<sup>7</sup>

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, below, depicts the *2013 Comprehensive Plan* Land Use Designations and a sampling of the uses associated with each designation.

HOUSING TYPE	NO. OF LAND PARCELS	TOTAL DWELLING UNITS
Vacant	278	0
Medical	2	2
Commercial Retail	22	32
Motel	1	16
Commonwall	23	23
Single Family	188	183
Single Family with Apt.	30	60
Duplex	37	74
Triplex	2	6
Four-plex	16	64
Condos	3	75
Mobile Home	4	536
Modular Home	98	98
Apartments	13	238

Table 3.2

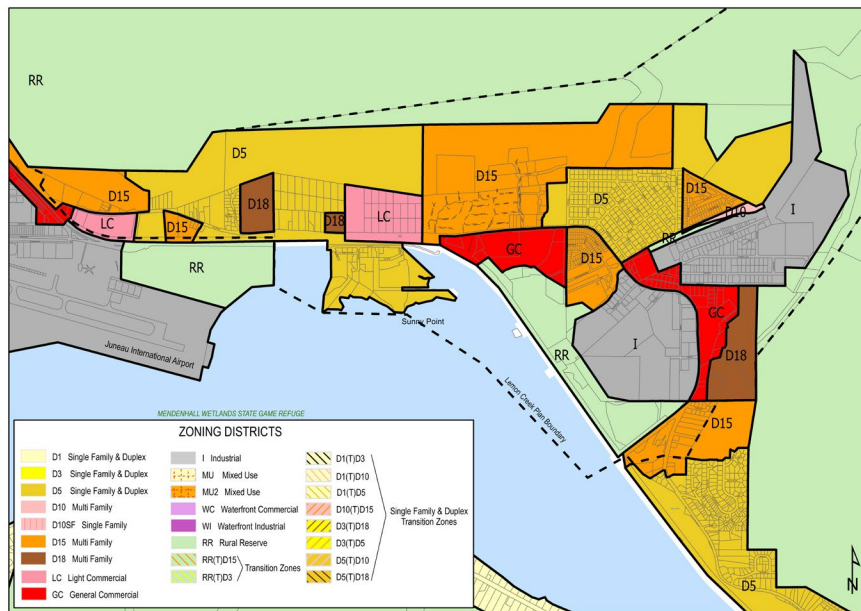
7 City & Borough of Juneau (2013)

<b>2013 COMPREHENSIVE PLAN LAND USE DESIGNATIONS IN THE LEMON CREEK AREA</b>	
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, 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; 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.
Stream Protection Corridor (SC)	Serves to protect anadromous fish streams and their tributaries from development that could cause pollution, erosion, depletion of groundwater infiltration or otherwise could degrade the stream corridor and its biological functions.

## 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.

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



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

## ZONING BOUNDARIES

For a full size image of this map see Appendix G: Zoning Boundaries Map on page 125

Credit: CBJ Community Development Department

## 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 in themselves; instead, they provide a rational basis for local land use decisions with a twenty-year vision for future planning and community decisions.

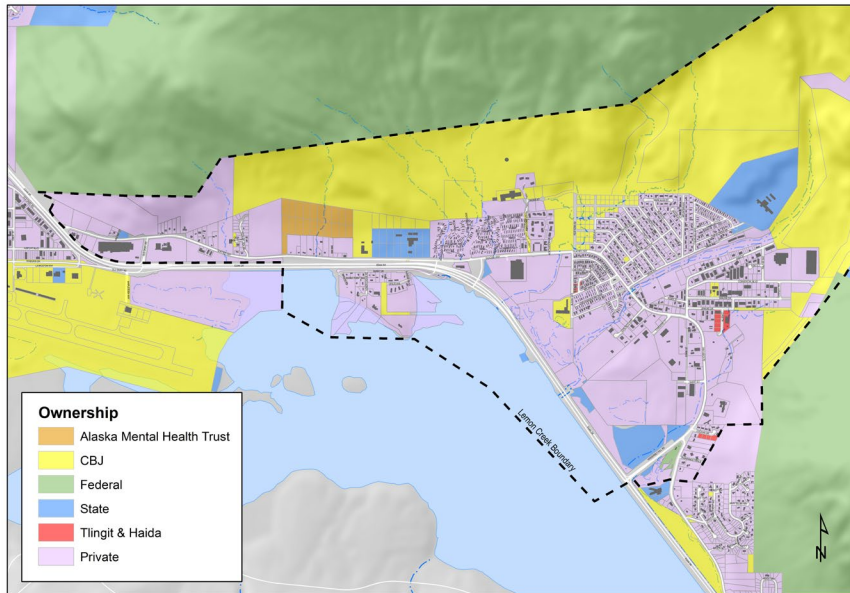
## What is land use?

Land use documents how people are using the land, whereas, land cover indicates the physical land type. Examples of land use include: housing, offices, ball fields. Examples of land cover include: forests, wetlands, lakes and oceans.

## What is zoning?

The act of setting rules for the use of land and the types of structures that can be built on it.





LAND OWNERSHIP

For a full size image of this map see Appendix G: Land Ownership Map on page 126  
 Credit: CBJ Community Development Department

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.

The *Land Management Plan*<sup>8</sup> specifically recommends expanding the Dzantik'il Heeni campus for an elementary school and associated outdoor features.

The *Capital Improvement Program for Fiscal Years 2016 through 2021*<sup>9</sup> 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 on 6255 Alaway Avenue.

### Diversity of Uses

The *2013 Comprehensive Plan*<sup>10</sup> identifies the conflicts resulting from the mix of commercial and residential uses. One concern with regard to conflicts between commercial and industrial uses voiced 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*

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

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

10 City & Borough Juneau (2013)

*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 encompasses a major center for shopping for all of the CBJ. 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 Alaska Brewing Company.

**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.

The area to the east of Lemon Creek (the water body) and west of Glacier Highway is a mix of commercial and industrial uses, and includes the Juneau Police Department Headquarters and the Capitol Disposal Landfill.

### **RELEVANT PLANS AND STUDIES**

The *CBJ Buildable Sites Study*<sup>11</sup> 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*<sup>12</sup> 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.

### **RELEVANT MAPS**<sup>13</sup>

- Comprehensive Plan Land Use Boundaries on page 124
- Zoning Boundaries on page 125
- Land Ownership on page 126

<sup>11</sup> City & Borough of Juneau (2006)

<sup>12</sup> City & Borough of Juneau (2013)

<sup>13</sup> See Appendix G: Maps on page 121

## CONCLUSION & NEXT STEPS

The *2013 Comprehensive Plan*<sup>14</sup> 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 will 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.



Credit: CBJ Community Development Department Staff

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<sup>14</sup> Ibid.

<b>GOAL 1: IMPLEMENT NEW ZONING THAT PROMOTES AND GUIDES DEVELOPMENT</b>				
<b>GOALS &amp; ACTIONS</b>	Lead Responsible Party(s)	Potential Advocates	TIMEFRAME	NOTES
Action: Promote mixed-use zoning as a business and neighborhood development 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	
<b>GOAL 2: IDENTIFY AND DEVELOP WASTE MANAGEMENT STRATEGIES THAT DECREASE THE IMPACTS ON THE LEMON CREEK AREA</b>				
Action: Identify an appropriate future location(s) for the landfill or transfer facility.	City Manager, 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, City Manager	LCNA	short-term	
Action: Upon closure of the landfill the city will encourage that the space be developed as a park or recreational area.	P&R, CDD, City Manager	LCNA	long-term	

<b>GOAL 3: PROMOTE A MIXED-USE ENVIRONMENT TO ENSURE A VIBRANT COMMUNITY AND QUALITY NEIGHBORHOODS</b>				
Action: Provide a variety of housing choices in residential portions of mixed-use buildings.	Chief Housing Officer, CDD, City Manager		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 strategic areas.	CDD, PC, City Manager		on-going	
Action: Monitor and enforce compliance with applicable building and health codes to ensure a safe and attractive housing stock.	CDD		on-going	
Action: Conserve land adjacent to Dzantik'I Heeni campus for the future need of a new elementary school.	City Manager, L&R		on-going	CIP
Action: Identify potential land for the future need of a fire station.	City Manager, L&R, CCFR		on-going	CIP



## CHAPTER 4: NEIGHBORHOODS AND HOUSING

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### INTRODUCTION

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, multi-family), 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 (neighborhood enhancements are discussed in greater detail in *Chapter 2: History and Community Character* on page 6 and *Chapter 6: Natural Resources and Recreation* on page 51).

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 US 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 boundary<sup>1</sup>, 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 US 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 area<sup>2</sup>.

Residential subdivisions found in these nine neighborhoods include the Pinewood Subdivision, Gruening Park, Eagles 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.

<sup>1</sup> See Appendix G: 2010 U.S. Census Block Group Populations Map on page 123 and Lemon Creek Plan Boundary Map on page 121

<sup>2</sup> For full size image see Appendix G: Lemon Creek Neighborhoods Map on page 122

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 multi-family dwellings in the General 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.

Another commercial/industrial neighborhood has grown over recent years with the Concrete Way Subdivision. 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 122  
Credit: CBJ Community Development Department



### **Neighborhood 1: 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, foods, seafood, and manufacturing businesses.

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

Grants Plaza was subdivided in 1960's, and has been further subdivided over the years Grants 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 and the residential areas to the south and southeast.

- Principal access streets: Glacier Highway and Short Street

### **Neighborhood 2: Lemon Flats**

Lemon Flats is mixed-use neighborhood and serves as one of Juneau's main retail and industrial centers. There is 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; and single-family, multi-family residential dwellings, and caretaker units.

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 will 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 (JHFC) is developing 32 units of permanent supportive housing for the chronically homeless on Allen Court. The second and third floors will include studio apartments with a first floor that consists of a community health clinic, dining room, kitchen, conference room, and meeting rooms. Permanent supportive housing

*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.*

includes a variety of support for residents and a high level of staffing that will include an executive director, case management, transportation, and front desk staff. The project is expected to open in 2017. The headquarters for Tlingit-Haida Regional Housing Authority (THRHA) shares a parking lot with the JHFC facility. THRHA offers a variety of housing services, programs, and training opportunities at this location, and may have the potential to expand.

- Principal access street: Allen Court

### **Neighborhood 3: Churchill**

The Churchill Mobile Home Park was first developed in 1965 and has 92 spaces for mobile units. Churchill is just east of the Pinewood Subdivision and west of the Lemon Creek Correctional Center. 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 north.

- Principal access streets: Davis Avenue and Churchill Way

Riveredge Park development was constructed in 2006 -2007, and is located in a D10 zoning district. The development borders Lemon Creek (the water body) to the south. 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

is revisited as a potential pedestrian linkage (see Natural Resources & Recreation Chapter).

- Principal access street: Davis Avenue

### **Neighborhood 4: 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 Avenue to the west. 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 street(s): Central Avenue and Davis Avenue

### **Neighborhood 5: Creekside**

Creekside Mobile Home Park, which has been open since the 1970s is a mixture of 96 mobile and manufactured homes. Creekside is south of Glacier Highway and is border by Lemon Creek (the water body) to the south and east, the Juneau Police Headquarters to the west, and the Eagles Edge Subdivision to the north.

**Urban Service Area Boundary** – 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 will 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.

The Eagles 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 street(s): Belardi Drive and Alaway Avenue

### **Neighborhood 6: Gruening**

The Gruening Park neighborhood consists of three multi-family housing developments – Gruening Park, Ravenwood Apartments and Eaglewood Apartments. All three developments are operated by the Alaska Housing Development Corporation. Gruening Park, located between Renninger Street and Northwood Drive, is a multi-family 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 multi-family development, targeting workforce housing<sup>3</sup>. Lots 2, 4 and 5 may be disposed of in the future for housing.

- Principal access street(s): Renninger Street, Northwood Drive, and Gruening Park Drive

### **Neighborhood 7: 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.

- Principal access street(s): Schneider Drive, Scott Drive, Whitehead Drive, and Renninger Street.

### **Neighborhood 8: 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 and is owned by the State of Alaska Mental Health Trust. It is recommended that this land be consolidated into larger tracts

<sup>3</sup> Workforce housing is housing for residents who earn 60-120% of the Area Median Income (AMI).

**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 costs in these dwelling units should cater to households that have an annual income that is 50% to 120% the average yearly income for a Juneau household of the same size.

**Low Income Housing** – Low income is a household that does not exceed 60% of the AMI; and very low income is a household with an annual income that does not exceed 30%.

for ease of future development, and that the CBJ encourage the development of this land for future housing needs.

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 street(s): 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 currently 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 street(s): 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 street(s): Glacier Highway

State of Alaska Department of Transportation/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(s): Glacier Highway

### Neighborhood 9: 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(s): Sunny Drive

#### **CBJ 2016 Area Median Income (AMI) Limit**

#### **Incomelimits (calculated for a 4 person household)**

*Extremely Low-Income (0-30% AMI) = \$30,380*

*Very Low-Income (30%-50% AMI) = \$48,800*

*Low-Income (50%-60%) = \$65,700*

*Median Family Income (100%) = \$97,600*

*Workforce Housing (60%-120% AMI) = \$58,560 - \$117,120*

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

## 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 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 City and Borough of Juneau 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.



Credit: Community Development Department Staff

The *Housing Action Plan*<sup>4</sup> (*HAP*) recommends the creation of 1,980 new housing units borough-wide (66 annually) for all 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 Boundary (USB).

### Vacant dwellings

A small percentage of housing units were unoccupied in Lemon Creek according to the 2010 census data—95% of all dwellings in Lemon Creek 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<sup>5</sup>. However, a 5% vacancy rate is not a healthy vacancy rate for all housing types, although it may be healthy for multi-family residences<sup>6</sup>. 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.

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

5 City & Borough of Juneau (2013)

6 Ibid.

## Tenure status

The ownership/occupancy status of all dwelling units was analyzed using 2010 census data. The number of dwellings owned with no outstanding mortgages/loans was higher 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”<sup>7</sup>. Households spending more than 50 percent are considered to be “severely cost-burdened”<sup>8</sup>. 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<sup>9</sup>. People whose housing costs exceed these thresholds are likely to struggle to pay for other basic needs, forcing difficult trade-offs.

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

8 Ibid.

9 Ibid.



Credit: Community Development Department Staff

## 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 Lemon Creek 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 Lemon Creek 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 Lemon Creek has mirrored that seen borough-wide.

### Housing Mix

The ACS and CBJ Assessor data were examined to understand what types of housing are present in Lemon Creek. Lemon Creek 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

*Transit-oriented development, or 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)

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*<sup>10</sup> 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, 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.

<sup>10</sup> City & Borough of Juneau (2013)



The Plan also presents results of a 2006 review which identifies ‘buildable’ land within the borough<sup>11</sup>. 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 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.<sup>12</sup>

The Plan also discusses the principle of transit-oriented development. 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*<sup>13</sup> 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.

Of the many recommendations in the *HAP* some of the strategies are more pertinent than others for the Lemon Creek area, including:

- 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; and
- Dispose of CBJ-owned land for housing purposes.

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.

11 City & Borough of Juneau (2006)

12 See Appendix G: CBJ Switzer Lands Residential Developmental Study Area Map on page 134

13 City & Borough of Juneau (2015)

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 will be available at 1% interest and are not to exceed \$10,000. The borrower will have up to five (5) 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<sup>14</sup> (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 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 *Land Management Plan<sup>15</sup>* 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;

<sup>14</sup> Ibid.

<sup>15</sup> City & Borough of Juneau (2016) *Land Management Plan*

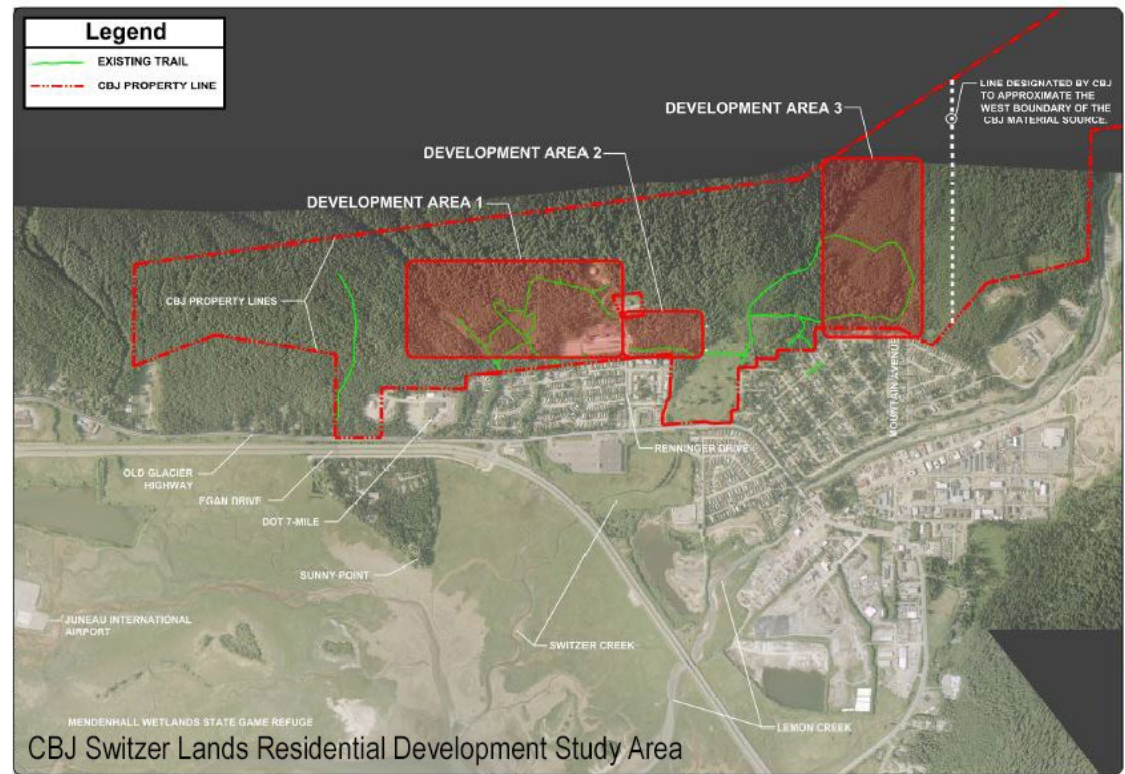
- Feasibility study for further residential development in the Switzer Creek neighborhood;
- Investigation of future industrial/commercial land sale of the CBJ gravel pit property near Home Depot.

The *CBJ Switzer Lands Residential Development Study*<sup>16</sup> 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 occur (see image on next page):

**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 multi-family housing. The development potential of these lots is restricted by some steeper slopes and wetlands.

<sup>16</sup> City & Borough of Juneau (2012) *CBJ Switzer Lands Development Study*



For a full size image of this map see Appendix G: CBJ Switzer Lands Residential Developmental Study Area Map on page 134  
Credit: CBJ Lands Division

**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 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 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 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 restrictions and lot coverage, 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 due to the 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/utilities, it makes more fiscal sense to concentrate new housing development where necessary services already exist. To this end, the Urban Service Area Boundary<sup>17</sup> 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 will reduce the average cost per user, benefiting the whole community.

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.

<sup>17</sup> See Appendix G: Urban Service Area Boundary Map on page 133

## CONCLUSION AND NEXT STEPS

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 will they be disposed of and what type of housing will 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 will 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.



Credit: Community Development Department Staff

<b>GOAL 1: CREATE AND SUSTAIN VIABLE, SAFE AND DIVERSE NEIGHBORHOODS THAT WORK TOGETHER</b>				
<b>GOALS &amp; ACTIONS</b>	<b>LEAD RESPONSIBLE PARTY(S)</b>	<b>POTENTIAL ADVOCATES</b>	<b>TIMEFRAME</b>	<b>NOTES</b>
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, nonresidential 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		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, PC		short-term	CIP
Action: Explore and implement methods to expand the Lemon Creek area’s housing options for work-force housing and senior housing.	City Manager, 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 results in a mix of housing options.	L&R, CDD, PC		mid-term	
Action: Consider rezoning Grants Plaza from Industrial to General Commercial or Light Commercial.	CDD, PC, Assembly		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	

<b>GOAL 2: DESIGNATE BUILDABLE LAND, PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE HOUSING AFFORDABLE TO ALL ECONOMIC GROUPS</b>				
Action: Develop housing targets for the Lemon Creek area, as recommended by the <i>HAP</i> , 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.	Chief Housing Officer, City Manager, L&R		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.	CDD, PC, Assembly		mid-term	
Action: Consider rezoning Churchill Mobile Park to D10SF.	CDD, PC, Assembly		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, CDD		mid-term	

<b>GOAL 3: ENSURE THAT THE LEMON CREEK AREA'S HOUSING STOCK IS SAFE AND AVAILABLE FOR OCCUPANCY</b>				
Action: 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 community land trust. <sup>18</sup>	Chief Housing Officer		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 multi-family housing.	CDD		mid-term	

<sup>18</sup> 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

### INTRODUCTION

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 Lemon Creek 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 area<sup>1</sup> 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,

<sup>1</sup> See Appendix G: Lemon Creek Neighborhoods Map on page 122

and unseparated bike lanes in both directions along Glacier Highway. Previous studies (see Relevant Plans and Studies on page 45) have evaluated the Lemon Creek area's transportation network, and made recommendations for additional infrastructure and other improvements that have yet to be implemented. 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<sup>2</sup>. 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 will be considered including construction of an overpass near the

<sup>2</sup> 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

current intersection and extension of Lemon Spur Road to the Egan Drive and Glacier Highway (McNugget) intersection.

Lemon Creek 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 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<sup>3</sup>. 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.

3 City & Borough of Juneau (2009)

## RELEVANT PLANS AND STUDIES

Chapter 8 of the *2013 Comprehensive Plan*<sup>4</sup> 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 neighborhood and to areas beyond the neighborhood. Conflict arises between pedestrians, bicyclists, and heavy trucks traveling to the industrial and commercial areas in



Credit: Flickr

4 City & Borough of Juneau Alaska (2013)

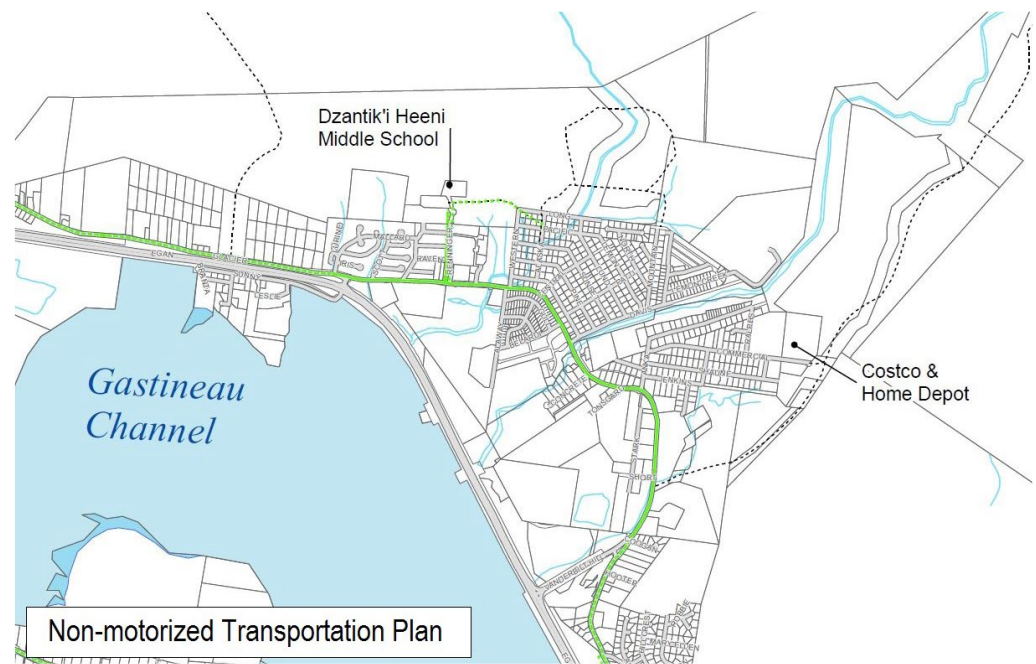
Lemon Creek. The 2013 Comprehensive Plan, Chapter 8 (see call-out box on page 44), states that the CBJ should develop and implement a neighborhood transportation facilities improvement plan for roadway access, sidewalks, pedestrian crossings, bus pullouts and shelters, and intersection control and new intersections.

The *Transit Development Plan*<sup>5</sup> outlines recommendations for existing bus service throughout the City and Borough of Juneau (CBJ), including a focus on providing service through Commercial Boulevard to large retailers and employers like Costco, Alaska Brewing Company, and Home Depot for the Lemon Creek area.

The *Juneau Safe Routes to Schools Plan*<sup>6</sup> recommends improvements to transportation facilities for student safety<sup>7</sup>. 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*<sup>8</sup>, adopted by ordinance in 2009, focuses on improvements to sidewalks, crosswalks, and bike lanes in the area. The DOT&PF construction plans<sup>9</sup> for Glacier Highway improvements would add a sidewalk



For a full size image of this map see Appendix G: Non-Motorized Transportation Plan Map on page 135  
Credit: CBJ Community Development Department

5 City & Borough of Juneau (2008, update 2014)  
6 City & Borough of Juneau (2012) *Juneau Safe Routes to Schools Plan*  
7 Note: This Plan is not adopted as part of the Comprehensive Plan, but is used to acquire State and Federal funding

8 City & Borough of Juneau (2009)  
9 Alaska Department of Transportation & Public Facilities (2017) *Juneau Glacier Highway (Lemon Creek Area) Improvements Project*

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*<sup>10</sup> (*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. A new street is proposed by the plan to cross Lemon Creek 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 theme 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

<sup>10</sup> City & Borough of Juneau (2001)

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*<sup>11</sup>, which was completed by DOWL Engineers in July 2007. The objective of the study was “to complete a reconnaissance level analysis 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

<sup>11</sup> City & Borough of Juneau (2007)

conditions, funding, and perceptions, and may be modified as the Lemon Creek area changes through both private and public investment and development.

### **Reconnecting the Lemon Creek Area for All Users**

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 the 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<sup>12</sup>. The goals and actions identified below should be continuously pursued and updated as the Lemon Creek area develops.



Credit: CBJ Community Development Department Staff

<sup>12</sup> For more information see Appendix A: Public Participation, Public Design Workshop on page 105

<b>GOAL 1: EXPLORE POTENTIAL MULTI-MODAL ACCESS ROUTES THROUGHOUT THE LEMON CREEK AREA</b>				
<b>GOALS &amp; ACTIONS</b>	<b>LEAD RESPONSIBLE PARTY(S)</b>	<b>POTENTIAL ADVOCATES</b>	<b>TIMEFRAME</b>	<b>NOTES</b>
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007.	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	short-term	
Action: Advocate for the extension of Glacier Highway to Egan Drive at the McNugget intersection.		LCNA, JFBC	on-going	
<b>GOAL 2: DEVELOP A SEPARATED / DEDICATED BIKE PATH</b> <sup>13</sup>				
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	mid-term	
Action: Collaborate with private property owners to develop easements as necessary to construct path(s).	CDD, E&PW, Law		mid-term	
<b>GOAL 3: PROMOTE SAFE PEDESTRIAN, BICYCLE, AND TRANSPORTATION CONNECTIONS</b> <sup>14</sup>				
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	

13 For more information see Appendix A: Public Participation, Public Design Workshop on page 105

14 For more information see Appendix A: Public Participation, Public Design Workshop on page 105

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: Ensure that all bus stops have enclosed bus shelters.	E&PW - Capital Transit, DOT		on-going	CIP
<b>GOAL 4: REDUCE THE IMPACTS OF INDUSTRIAL AND COMMERCIAL USES IN THE LEMON CREEK AREA</b>				
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.	CDD, PC, JPD		on-going	



## CHAPTER 6: NATURAL RESOURCES AND RECREATION

### INTRODUCTION

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 Valley has a long history of timber harvest, gold mining, and gravel mining. Gold mining began in Lemon Creek 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, in addition to the two currently permitted operations near Anka Street and in Hidden Valley. 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.



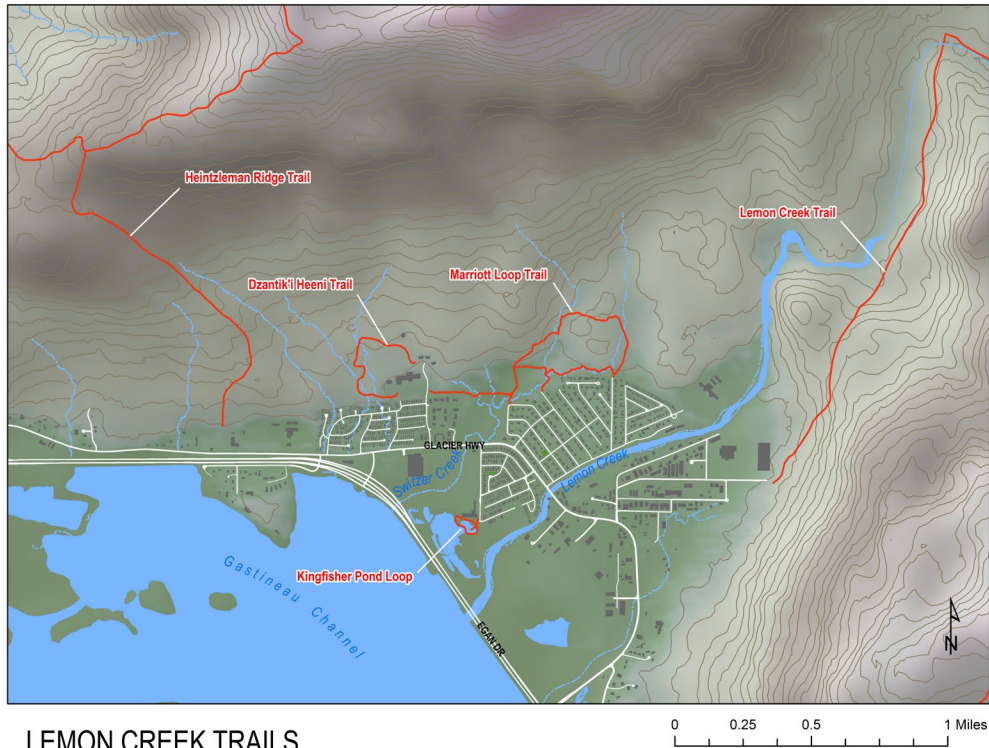
Credit: Community Development Department Staff

### Trails

The Lemon Creek area has a number of hiking trails, including the Dzantik’l 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. Lemon Creek Trail is maintained by the U.S. Forest Service and Trail Mix<sup>1</sup>.



LEMON CREEK TRAILS

For a full size image of this map see Appendix G: Lemon Creek Area Trails Map on page 128  
 Credit: CBJ Parks and Recreation Department

1 United States Department of Agriculture, Forest Service (2017)

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

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 map below shows several of these trails.

**Parks / Greenspace**

The Lemon Creek area has one playground/park located in the Pinewood Park neighborhood: Sigoowu Ye (Fun Place Park); 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

2 City & Borough of Juneau (1996)

amenities are no longer maintained<sup>3</sup>. P&R has placed a priority 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 Refuge<sup>4</sup> 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<sup>5</sup>.

According to the 2010 Census, the population of the Lemon Creek area is approximately 3,546. Total parkland including Kingfisher Park is 4.7 acres, or two acres excluding Kingfisher. 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<sup>6</sup>.

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

### Public Design Workshop

In order to better understand these concerns, a well-attended public design workshop was held on February 4,



Credit: CBJ Community Development Department Staff

3 See Map to left or full size map in Appendix G: Lemon Creek Area Trails Map on page 128  
4 See Appendix G: Maps, Mendenhall Wetlands State Game Refuge Map on page 130

5 City & Borough of Juneau (2017) *Mendenhall Wetlands - State Game Refuge Area Overview*  
6 National Recreation and Park Association (2017)

## DZANTIK'I HEENI MIDDLE SCHOOL

**Maintained by:**

CBJ / Juneau School District

**Type:**

Organized sports

**Location:**

Renninger Street

**Approx. Size:**

1.69 acres (field only)

**Features:**

Features soccer/ball field and covered play area

**Current Conditions:**

Field and playground are in good working order

## KINGFISHER PARK

**Maintained by:**

CBJ

**Type:**

Natural area park

**Location:**

Behind the Juneau Police Station

**Approx. Size:**

2.7 acres

**Features:**

Features a trail, pond, and small viewing deck; used as a nature trail and for wildlife viewing; low use by the public

**Current Conditions:**

Trail and deck are in need of repair

## SIGOOWU YE (FUN PLACE PARK)

**Maintained by:**

CBJ

**Type:**

Neighborhood park/playground

**Location:**

The corner of Pine Street & Patti Street

**Approx. Size:**

0.31 Acres

**Features:**

Features picnic tables, benches, swings, climbing /sliding structures, small paved path

**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

## SWITZER CREEK GREENBELT

**Maintained by:**

CBJ / USFS

**Type:**

Natural area

**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

**Approx. Size:**

2 Miles, 150 ft. elevation gain

**Features:**

Features wetlands, old road bed, Switzer Creek, joins the Dzantik'I Heeni School Loop Trail

**Current Conditions:**

In need of boardwalk replacement or tread resurfacing

## LEMON CREEK TRAIL CORRIDOR

**Maintained by:**

CBJ / USFS / Private

**Type:**

Natural area

**Location:**

Two trailheads one at the end of Commercial Boulevard next to Home Depo, and one across from Grant's Plaza on Glacier Highway, and is 6 miles long, ending at the Lemon Glacier

**Approx. Size:**

6 miles long, 700 ft. elevation gain

**Features:**

Trail runs along Lemon and Canyon Creeks and crosses Sawmill Creek

**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

2017. The workshop allowed residents to brainstorm ideas on specific locations for parkland, bicycle and pedestrian linkages, 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 (see Public Participation chapter and Appendix for more details).

***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)

## Salmon Streams

The Lemon Creek area has five salmon-bearing streams, including 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

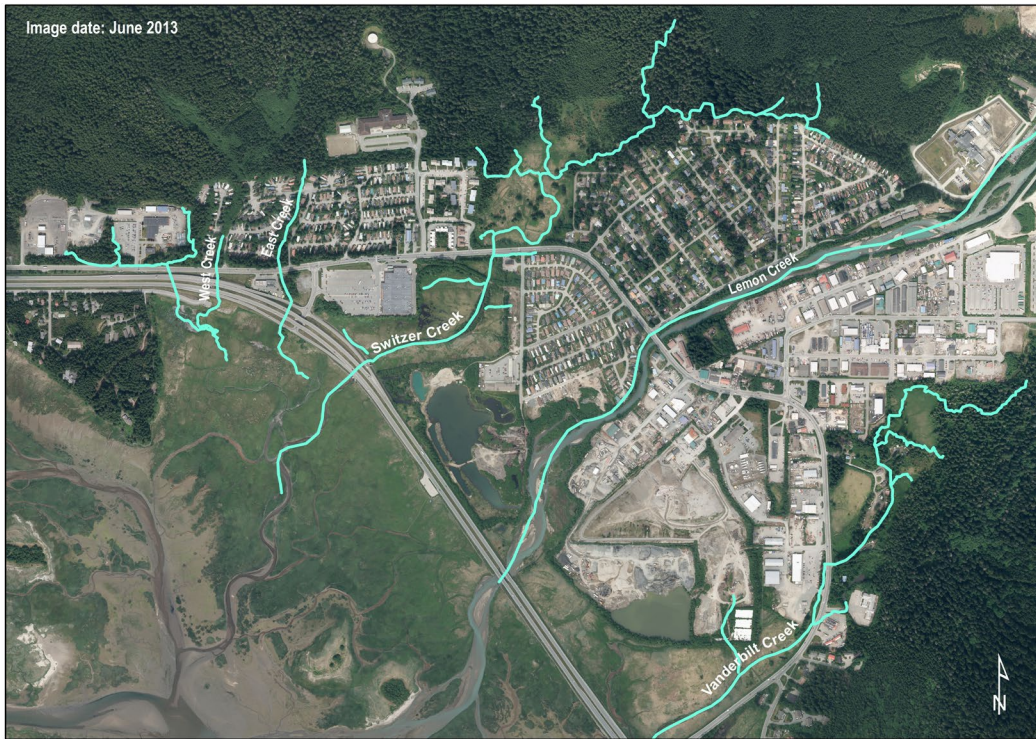
Conservation Impaired Waterbodies List<sup>7</sup>. A waterbody is considered impaired if it does not meet state water quality standards. Impaired waterbodies require development of a Total Maximum Daily Load (TMDL) document, which lists the source of impairment for the waterbody and establishes a water quality recovery plan.

According to the TMDL documents, which may be found on the State of Alaska Department of Environmental Conservation (DEC) website<sup>8</sup>, both Lemon and Vanderbilt Creeks are impaired due to sediment and turbidity issues. Vanderbilt Creek is also impaired due to residue/debris. 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

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

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



## ANADROMOUS STREAMS

Stream data from the State of Alaska 2015 Anadromous Waters Catalog

For a full size image of this map see Appendix G: Anadromous Streams Map on page 127

Credit: CBJ Community Development Department

fish passage<sup>9</sup>. This has been noted as a priority restoration action. Other perched culverts exist in the area and should be improved.

<sup>9</sup> 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.

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 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)*<sup>10</sup> 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*<sup>11</sup>. 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 Highway. These are show on the Wetlands Map on page 136.

<sup>10</sup> City and Borough of Juneau (2017) *City and Borough of Juneau Alaska Title 49 Land Use Compiled Laws*

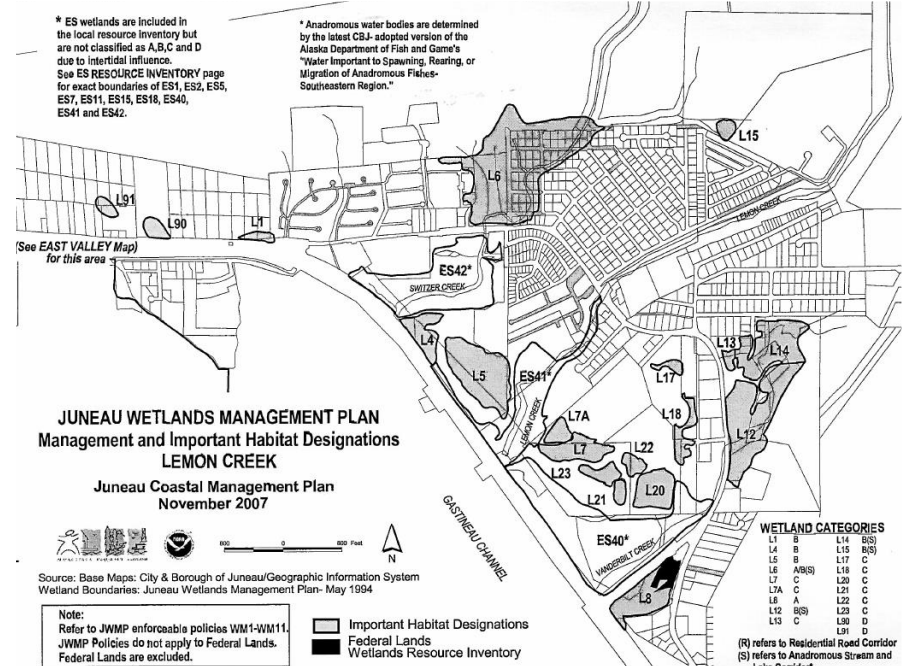
<sup>11</sup> City and Borough of Juneau (2008) *Juneau Coastal Management Plan, Volume 2, Wetlands Management Plan*

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 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<sup>12</sup>.

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

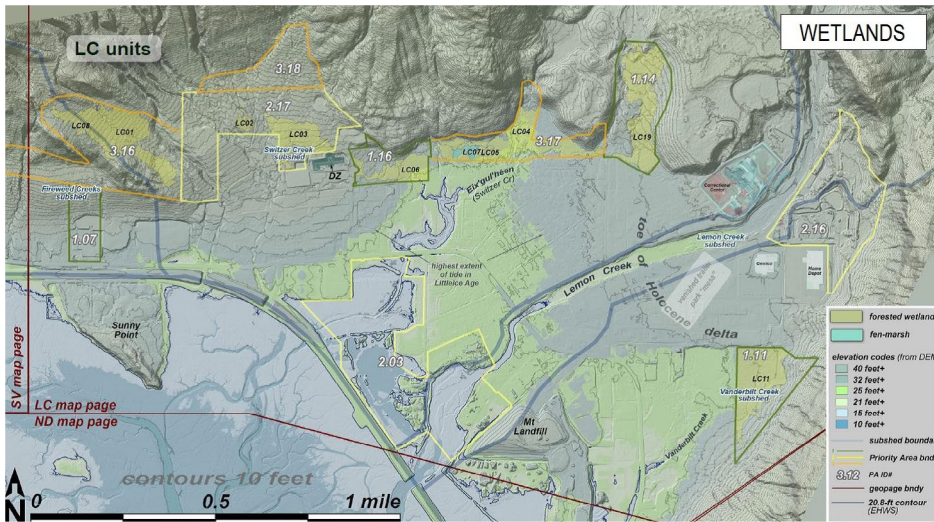


For a full size image of this map see Appendix G: Juneau Wetlands Management Plan Management and Important Habitat Designations Map on page 129  
Credit: CBJ Community Development Department

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 below. 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.

12 See Appendix G: Juneau Wetlands Management Plan Management and Important Habitat Designations Map on page 129



For a full size image of this map see Appendix G: Wetlands Map on page 136  
 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 Street<sup>13</sup>:** 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 during the timing window of December 1 through 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

<sup>13</sup> City & Borough of Juneau (2012) *Conditional Use Permit USE2012-0019*

Anka Street. The Permit expires on December 18, 2018 or after 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)<sup>14</sup>:** 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<sup>15</sup>* (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

<sup>14</sup> City & Borough of Juneau (2016) *Conditional Use Permit USE2016 0004*

<sup>15</sup> City & Borough of Juneau (1996)



to the trail between Dzantik'I Heeni Middle School and the 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*<sup>16</sup> reiterates the recommendations of Chapter 8 above, 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

<sup>16</sup> City & Borough of Juneau (2013)

space/natural areas.” The *2013 Comprehensive Plan* Chapter 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/>

<b>GOAL 1: PROTECT, RESTORE, AND MAINTAIN THE LEMON CREEK AREA'S NATURAL RESOURCES</b>				
<b>GOALS &amp; ACTIONS</b>	<b>LEAD RESPONSIBLE PARTY(S)</b>	<b>POTENTIAL ADVOCATES</b>	<b>TIMEFRAME</b>	<b>NOTES</b>
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, USFG	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	

<b>GOAL 2: PROMOTE RESPONSIBLE RESOURCE EXTRACTION</b>				
Action: Ensure that resource extraction addresses neighborhood harmony concerns.	CDD, PC		on-going	
Action: Mitigate the impacts of resource extraction and eliminate unnecessary water pollution and erosion.	CDD, PC		on-going	
Action: Enforce conditions to limit negative impacts of activity on the surrounding areas, such dust control, street sweeping, and cover loads.	CDD		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	
<b>GOAL 3: ENSURE THAT THE LEMON CREEK AREA HAS QUALITY PARKS AND RECREATIONAL FACILITIES FOR ALL USERS</b>				
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	long-term	CIP

Action: Provide an improved pedestrian trail from the Vanderbilt Hill area to the trail intersection at 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	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	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	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 Street and the Commercial district.	P&R		long-term	CIP
Action: Develop a community garden and composting site.	P&R	LCNA	mid-term	CIP

## CHAPTER 7: ECONOMIC DEVELOPMENT

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### INTRODUCTION

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, multi-family), 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<sup>1</sup>. Twenty-two percent (22%) 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<sup>2</sup>.

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, the Home Depot, and Costco. Other large employers include Alaska Electric Light & Power, and the Alaskan Brewing Co.

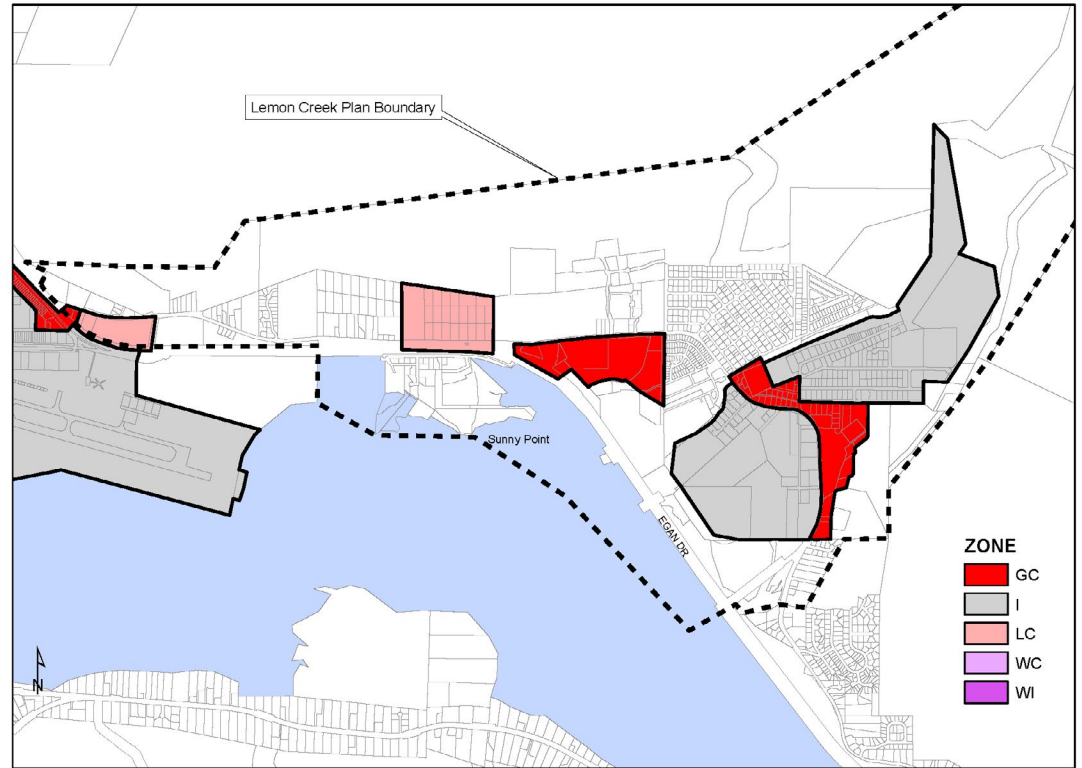
- 1 For more information about Lemon Creek area neighborhoods see Chapter 4: Neighborhoods and Housing on page 25
- 2 See maps on following pages. For full sized versions see Appendix G: Commercial and Industrial Areas within Lemon Creek Vicinity Map on page 131 and Commercial & Industrial Zoned areas within CBJ on page 132

Top 10 Employers (Approximate Employment Figures)<sup>3</sup>

1. Fred Meyer: Approx. 300
2. DOT&PF 7 mile: 200
3. Costco: Approx. 100
4. The Home Depot: 90-100
5. JPD Headquarters: 90
6. Alaskan Brewing Co.: 90
7. State Lemon Creek Correctional Facility: 70
8. Alaska Electric Light and Power: Approx. 70
9. Dzantik’I Heeni Middle School: 60
10. 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<sup>4</sup>. As stated in *Chapter 5: Transportation and Infrastructure*, as new development continues in the area, access roads should be designed to

<sup>3</sup> Sourced directly from companies, spring 2017  
<sup>4</sup> See Lemon Creek Business Survey Responses on page 103



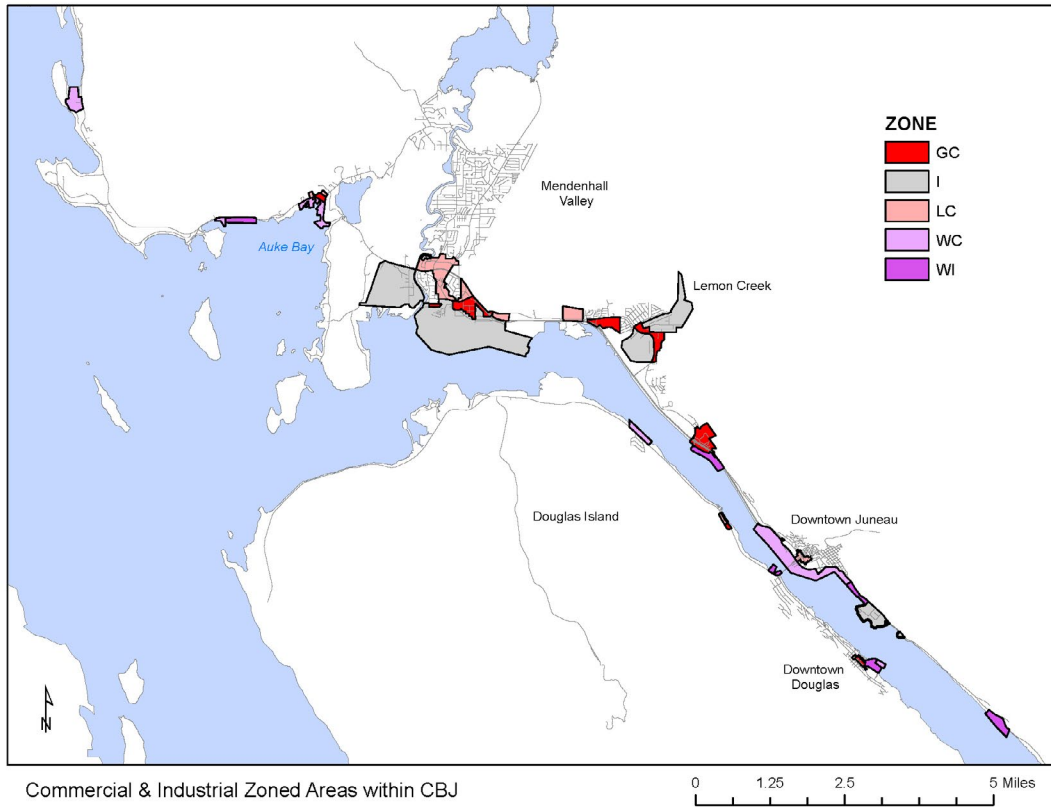
Commercial & Industrial Zoned Areas within Lemon Creek Vicinity  
 For a full size image of this map see Appendix G: Commercial & Industrial Areas within Lemon Creek Vicinity on page 131  
 Credit: CBJ Community Development Department

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

**Borough & State Economic Outlook**

As of 2015, the borough had a population of 33,277<sup>5</sup>. Population growth for the borough has been at a modest six

<sup>5</sup> Juneau Economic Development Council (2016)



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 132

Credit: CBJ Community Development Department

percent between 2004 and 2015<sup>6</sup>. Between 2006 and 2015, city-wide employment growth has been relatively flat, holding around 18,000 employed persons<sup>7</sup>. According to the US Census, employment levels in the borough for persons 16 and older were higher than the overall state employment levels. The Lemon Creek area’s average employment in 2016 was 1,088<sup>8</sup>.

6 Ibid.

7 Ibid.

8 Alaska Department of Labor and Workforce Development

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<sup>9</sup>. 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<sup>10</sup>. 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 10 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*<sup>11</sup>, 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.

9 Juneau Economic Development Council (2016)

10 Ibid.

11 Juneau Economic Development Council (2014)



Credit: Community Development Department Staff

A survey conducted by the Juneau Commission on Aging<sup>12</sup> identified specific senior services that are currently missing or in limited supply, including:

- Health clinics
- Rehabilitation facilities
- Assisted living facilities.

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.

<sup>12</sup> City & Borough of Juneau (2011)

Approximately 26% of Lemon Creek area residents are ages 0-19. This is consistent with the borough as a whole. Although fall 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 Lemon Creek 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<sup>13</sup>. One of the questions the survey asked was "What about the

<sup>13</sup> See Lemon Creek Business Survey Responses on page 103



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, Home 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 multi-family 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<sup>14</sup>. 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<sup>15</sup>. 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.

<sup>14</sup> Federal Emergency Management Agency (2017)

<sup>15</sup> See Appendix A: Public Participation, Lemon Creek Business Survey Questions on page 102

## RELEVANT PLANS AND STUDIES

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

### Comprehensive Plan, 2013

Chapter 5 of the *2013 Comprehensive Plan*<sup>16</sup> 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.

<sup>16</sup> City & Borough of Juneau (2013)

### Juneau Economic Development Plan

The *Juneau Economic Development Plan*<sup>17</sup> (*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

<sup>17</sup> City & Borough of Juneau (2015)

## Land Management Plan 2016

The *Land Management Plan*<sup>18</sup> (*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 25 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"*<sup>19</sup> identifies land uses that are allowed in each zoning district, and whether such uses require a conditional use permit. As discussed in Chapter 3: Land Use on page 14, 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.

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

<b>GOAL 1: PROMOTE THE LEMON CREEK AREA AS A GREAT PLACE TO DO BUSINESS</b>				
<b>GOALS &amp; ACTIONS</b>	<b>LEAD RESPONSIBLE PARTY(S)</b>	<b>POTENTIAL ADVOCATES</b>	<b>TIMEFRAME</b>	<b>NOTES</b>
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.		LCBA, 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.		LCBA, JCC, JEDC	on-going	
Action: Explore additional freight and transportation services for importing and exporting needs.	City Manager	LCBA, JCC, JEDC	mid-term	
<b>GOAL 2: CREATE THRIVING COMMERCIAL AND INDUSTRIAL AREAS THAT SUPPORT INDUSTRY AND NEIGHBORHOOD BUSINESSES</b>				
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, City Manager		short-term	CIP
Action: Site an appropriate location for an organic waste disposal facility.	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	
Action: Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector.	L&R		on-going	
<b>GOAL 3: PROVIDE SERVICES AND AMENITIES FOR THE LEMON CREEK AREA'S WORKFORCE</b>				
Action: Improve bike/pedestrian infrastructure in the area as a way to improve access to jobs.	CDD, AKDOT	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, JEDC	on-going	
Action: Actively recruit new and existing restaurants and food trucks to open locations in the area.		LCBA, JEDC	on-going	
Action: Provide passive and active recreational opportunities for the area's workforce.	P&R	Private Companies	on-going	



Credit: Community Development Department Staff



## CHAPTER 8: IMPLEMENTATION

### OVERVIEW

Envisioning and planning for the Lemon Creek area has been a complex and invigorating process. 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 will 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 will take the lead, but involvement of landowners, businesses, residents, and interested community members will be important in moving the *Lemon Creek Area Plan* forward.



Credit: Community Development Department Staff

## 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

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	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		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
<b>GOAL 2: MAKE THE LEMON CREEK AREA AN ATTRACTIVE PLACE TO LIVE, WORK, AND VISIT</b>				
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 to reflect its’ role as a regional facility.	CDD, City Manger	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: Research the possibility of a Citizen Neighbor Helping Neighbor program that will 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
<b>GOAL 3: RECOGNIZE THE LEMON CREEK AREA'S CULTURAL DIVERSITY</b>				
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, City Manager	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

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	NOTES
Action: Promote mixed-use zoning as a business and neighborhood development 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: Identify an appropriate future location(s) for the landfill or transfer facility.	City Manager, 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, City Manager	LCNA	short-term	
Action: Upon closure of the landfill the city will 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: Provide a variety of housing choices in residential portions of mixed-use buildings.	Chief Housing Officer, CDD, City Manager		on-going	Work with Chief Housing Officer and use <i>HAP</i> as guide
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Action: Keep residential neighborhoods intact.	CDD, PC		on-going	
Action: Allow for industrial and commercial growth in strategic areas.	CDD, PC, City Manager		on-going	
Action: Monitor and enforce compliance with applicable building and health codes to ensure a safe and attractive housing stock.	CDD		on-going	
Action: Conserve land adjacent to Dzantik’I Heeni campus for the future need of a new elementary school.	City Manager, L&R		on-going	CIP
Action: Identify potential land for the future need of a fire station.	City Manager, L&R, CCFR		on-going	CIP

## CHAPTER 4 - NEIGHBORHOODS AND HOUSING

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

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	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, nonresidential 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.	City Manager, L&R, CDD	JWP	short-term	CIP
Action: Explore and implement methods to expand the Lemon Creek area’s housing options for work-force housing and senior housing.	City Manager, Chief Housing Officer		mid-term	

Action: Make suitable CBJ-owned lands available to transfer to for-profit and/or non-profit residential development that would results in a mix of housing options.	L&R, CDD, PC		mid-term	
Action: Consider rezoning Grants Plaza from Industrial to General Commercial or Light Commercial.	CDD, PC, Assembly		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	
<b>GOAL 2: DESIGNATE BUILDABLE LAND, PARTICULARLY ALONG TRANSIT CORRIDORS, FOR RESIDENTIAL USE AT DENSITIES THAT CAN PRODUCE HOUSING AFFORDABLE TO ALL ECONOMIC GROUPS</b>				
Action: Develop housing targets for the Lemon Creek area, as recommended by the <i>HAP</i> , 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.	Chief Housing Officer, City Manager, L&R		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.	CDD, PC, Assembly		mid-term	
Action: Consider rezoning Churchill Mobile Park to D10SF.	CDD, PC, Assembly		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	
<b>GOAL 3: ENSURE THAT THE LEMON CREEK AREA'S HOUSING STOCK IS SAFE AND AVAILABLE FOR OCCUPANCY</b>				
Action: 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 community land trust. <sup>1</sup>	Chief Housing Officer, City Manager, 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 multi-family housing.	CDD, Chief Housing Officer		mid-term	
<b>CHAPTER 5 - TRANSPORTATION AND INFRASTRUCTURE</b>				
<b>GOAL 1: EXPLORE POTENTIAL MULTI-MODAL ACCESS ROUTES THROUGHOUT THE LEMON CREEK AREA</b>				
<b>GOALS &amp; ACTIONS</b>	<b>LEAD RESPONSIBLE PARTY(S)</b>	<b>POTENTIAL ADVOCATES</b>	<b>TIMEFRAME</b>	<b>NOTES</b>
Action: Undertake an update to the Lemon Flats Second Access Study completed in 2007.	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	short-term	
Action: Advocate for the extension of Glacier Highway to Egan Drive at the McNugget intersection.		LCNA, JFBC	on-going	

<sup>1</sup> 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.

<b>GOAL 2: DEVELOP A SEPARATED / DEDICATED BIKE PATH</b> <sup>2</sup>				
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	mid-term	
Action: Collaborate with private property owners to develop easements as necessary to construct path(s).	CDD, E&PW, Law		mid-term	
<b>GOAL 3: PROMOTE SAFE PEDESTRIAN, BICYCLE, AND TRANSPORTATION CONNECTIONS</b> <sup>3</sup>				
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: Ensure that all bus stops have enclosed bus shelters.	E&PW - Capital Transit, DOT		on-going	CIP
<b>GOAL 4: REDUCE THE IMPACTS OF INDUSTRIAL AND COMMERCIAL USES IN THE LEMON CREEK AREA</b>				
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.	CDD, PC, JPD		on-going	

<sup>2</sup> For more information see Appendix A: Public Participation, Public Design Workshop on page 105

<sup>3</sup> For more information see Appendix A: Public Participation, Public Design Workshop on page 105



## CHAPTER 6 - NATURAL RESOURCES AND RECREATION

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

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	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, USFG	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	

<b>GOAL 2: PROMOTE RESPONSIBLE RESOURCE EXTRACTION</b>				
Action: Ensure that resource extraction addresses neighborhood harmony concerns.	CDD, PC		on-going	
Action: Mitigate the impacts of resource extraction and eliminate unnecessary water pollution and erosion.	CDD, PC		on-going	
Action: Enforce conditions to limit negative impacts of activity on the surrounding areas, such dust control, street sweeping, and cover loads.	CDD		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	
<b>GOAL 3: ENSURE THAT THE LEMON CREEK AREA HAS QUALITY PARKS AND RECREATIONAL FACILITIES FOR ALL USERS</b>				
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	long-term	CIP
Action: Provide an improved pedestrian trail from the Vanderbilt Hill area to the trail intersection at 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	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	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	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 Street and the Commercial district.	P&R		long-term	CIP
Action: Develop a community garden and composting site.	P&R	LCNA	mid-term	CIP

## CHAPTER 7 - ECONOMIC DEVELOPMENT

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

GOALS & ACTIONS	LEAD RESPONSIBLE PARTY(S)	POTENTIAL ADVOCATES	TIMEFRAME	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.		LCBA, 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.		LCBA, JCC, JEDC	on-going	
Action: Explore additional freight and transportation services for importing and exporting needs.	City Manager	LCBA, JCC, JEDC	mid-term	

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

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, City Manager		short-term	CIP
Action: Site an appropriate location for an organic waste disposal facility.	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	
Action: Pursue making CBJ gravel and organic waste disposal resources in the Lemon Creek area available to the private sector.	L&R		on-going	
<b>GOAL 3: PROVIDE SERVICES AND AMENITIES FOR THE LEMON CREEK AREA'S WORKFORCE</b>				
Action: Improve bike/pedestrian infrastructure in the area as a way to improve access to jobs.	CDD, AKDOT	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, JEDC	on-going	
Action: Actively recruit new and existing restaurants and food trucks to open locations in the area.		LCBA, JEDC	on-going	
Action: Provide passive and active recreational opportunities for the area's workforce.	P&R	Private Companies	on-going	

# 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

# APPENDIX A: PUBLIC PARTICIPATION

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## 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.

## STRENGTHS

### Economy

- Large retail i.e. Costco
- Alaskan Brewing Co.
- Manufacturing jobs & money
- Industrial/Commercial allows for noisier/messier uses e.g. Makerspace
- Diverse mixture of businesses
- Police department headquarters

### Natural Resources/Recreation

- Great sun exposure
- Good soils
- Lemon Creek (the water body) is serene
- Open space & trails
- Wildlife
- Meadow behind Dzantik’i Heeni Middle School local asset
- Wetlands need to be preserved
- Lemon Creek (the water body) is vital to the neighborhood

### Location

- Isolation from the rest of the borough
- Centrally located between downtown and the valley

### Neighborhoods

- Affordable housing
- Diverse population
- Easy access to public transportation
- Family-friendly (housing, education, trails and parks)
- Live/work/play in Lemon Creek
- Mix of housing choices

## OPPORTUNITIES

### Economy

- Relocate city offices to Walmart
- Use Walmart site for another big-box store, i.e. Target
- Use Walmart for community center, transit center, farmer’s market
- Zoning supports a local store to sell fresh produce
- “Mid-Town” Juneau – convenient location

### Transportation

- Use Walmart site for the second crossing
- Sunny Point is ideal location for second crossing of Gastineau Channel
- Trail system connectivity to other areas
- Spenard Road in Anchorage is good example for Glacier Highway improvements

### Infrastructure

- Contract with Goldbelt Corp. to relocate the landfill to Hobart Bay
- Installation of a modern incinerator
- Use the landfill methane for power and heat
- Build a bigger and higher landfill to deflect the noise from Egan Drive

### Natural Resources/Recreation

- Local fish habitat that is maintained (publicly-owned land)
- Use of land for bike path/Egan Drive/rear of existing housing
- Natural space/environment
- Dzantik'i Heeni Middle School trail system
- Areas for all-terrain vehicles (ATVs)

### Neighborhoods

- Cottage-housing and/or multi-generational housing (child-care and senior care combined)
- Use undeveloped lands to the north and east

## **WEAKNESSES**

### Economy

- Lack of local employment
- Dust/debris caused by gravel trucks

### Infrastructure

- Location and odors from the landfill
- Glacier Highway is not ped/bike friendly
- Lack of sidewalks on Glacier Highway
- No stop light at Glacier Highway & Davis Avenue
- Water quality is bad due to Hidden Valley facilities

- Poor street lighting at Glacier Highway & Central Ave and other residential areas
- Traffic issues
- Bus stops poorly located during snow routes
- Slower speed limits on Glacier Highway

### Neighborhoods

- Poorly maintained low-income housing
- Improve the quality/aesthetics of the residential areas
- Local parks have poor lighting and outdated equipment

## **CHALLENGES**

Make areas retain the "Alaska Wild Uniqueness"

### Economy

- Lack of smaller grocery stores

### Infrastructure

- Do not construct a road through Mountain Avenue that impacts anadromous streams
- Increased traffic
- Glacier Highway and Davis Avenue intersection
- Bus stop on Davis Avenue at Glacier Highway in poor location
- Extend Glacier Highway behind Fred Meyer to connect with Glacier Highway at McNugget intersection
- Reduce gravel trucks/alternative trucking route
- Construct and align Alaway Avenue with Davis Avenue

### Transportation

- Ped/Bike safety along Glacier Highway



### Land Use

- Diverse zoning/uses
- Commercial and industrial uses are crowding residential uses
- Use of Industrial and General Commercial for residential uses to limit space available for business
- Future development needs careful consideration
- Lack of community recreation options
- Open space and wetland corridors under development pressure

### Neighborhoods

- Creating affordable and dense housing with green space
- Lack of grocery stores in walking distance
- Large homeless population in the Vanderbilt wetlands
- Inebriated individuals along Davis Ave
- Drug activity
- Release of Lemon Creek Correctional Center prisoners
- Lemon Creek has a stigma attached to it
- Better lighting around playgrounds for safety
- Lack of playgrounds in mobile home parks

## 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, AEL&P, CBJ facilities like 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
6	Many recreational opportunities and trails

3	DZ Middle School
7	Central location for the industrial uses, AEL&P, CBJ facilities like recycling center
5	Adequate bike lanes
5, 7	Convenient access for customers and employees; short commute from the Valley; can avoid Downtown traffic
3, 7	Lots of flat, industrial land
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 LC. Hidden Valley. LC Trail. Real strength of the n.hood.
3, 6	Fun Park heavily used
3, 6	Not many parks like Fun Park in LC, only place to go for kids in LC. Little kids go there to play. Good location, lots of eyes on the park. Clean.
3, 6	How do we move the dump out of LC? How can it be reclaimed for rec activities?
3	Central, nice location. Midtown. Hidden value.
*	Quiet neighborhood. No helicopter flight paths overhead. Do get jets noise during take offs.
5	Many sidewalks in residential areas and along Glacier Hwy. Walk friendly. Well lit.
3, 6	Path (easement) along Lemon Creek for Riverside Condos. 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 in LC. 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.

<b>CHAPTER:</b>	<b>WEAKNESSES:</b>
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 the 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 Lemon Creek.
*	More weakness than strengths from a Park and Rec. point of view
6	Land fill pollutants
5	Traffic (the DOT light at Davis will help)
5	Biking between W. 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 W. Auto and Breeze-Inn
3	The location of the 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
5	Anka St. has heavy pedestrian traffic but is lacking sidewalks on both sides and has no crosswalks
5	Increased traffic along Renninger – DZ 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
5	Traffic (the DOT light at Davis will help)
5	Biking between W. Auto and Breeze-Inn is difficult; heavy traffic, gravel and dust
3, 5	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 W. Auto and Breeze-Inn
3	The location of the sewer utilities in the right-of-way
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 addressed 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.
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 will be installed should improve the smells.
3	Any reuse of the area will be far out. Environmental remediation will take a long time. Gases will 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.

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/people. These projects begin to add up and increases the negative perception of the Lemon Creek area. The Lemon Creek area seems to be a magnet for undesirable projects.
3, 4	LC 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	LC does not have a central meeting place where neighbors can get together and meet.
*	LC has lowest voter turnout of anywhere else in the Borough. Look at CIP budget. Does LC 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:	OPPORTUNITIES:
5	Examine the bus routes to better serve the retail establishments; for 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 LC businesses
3, 6	Development potential for ATV recreation by 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 Lemon Creek
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 W. Auto, i.e. rain gardens
3, 7	Development opportunities south of JPD station and up near 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 (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; down Anka, cross over Lemon Creek and cut through the neighborhood before connecting back to Glacier Highway somewhere past Switzer Creek
5	Constructing a full intersection at Concrete Way and Glacier Highway
5	A 2nd access to 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 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
*	Partnering with DZ Middle School on the Lemon Creek planning process
*	Rebranding Lemon Creek
*	Rename the "Lemon Creek" Correctional Center
5	Improve bus shelters and bus stops; "Adopt a Bus Stop"
3, 4, 7	Potential for mixed use development at the Wal-Mart site
5	Hauling materials (gravel) via train instead of trucking it
*	Air quality testing
3, 5	Extending Short St. to recycle center to provide a 2nd access
3, 5	Round-a-bout at Concrete Way and Glacier Highway
5	Creating a bike path that would allow cyclists to avoid most of Glacier Highway; down Anka, cross over Lemon Creek and cut through the neighborhood before connecting back to Glacier Highway somewhere past Switzer Creek
3, 5	Constructing a full intersection at Concrete Way and Glacier Highway
3, 5	A 2nd access to Home Depot/Costco area; this could help keep some of the heavy truck traffic off Glacier Highway
5	A bypass for industrial uses
5	Re-route truck traffic. Could improve air quality. There is a plan in place. Will know more in 60 to 90 days. Would be private driveway for SEACON.
3	The LC 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 LC was meant to be extended and meet up with other trails. There is an opportunity to improve this trail.
*	Opportunity to clean up the Davis Avenue area.



6	May not have a strong need for more housing in the future. What will the City do with the land it owns in LC? These lands could be recreational area for residents. Land swaps. Could improve quality of life.
6	Pocket parks for kids.
4	New home ownership opportunities along Jackie St. 30 units of one bedroom rentals. 6 to 8 home build SF homes.
3, 6	Driving by the meadow between LC and DH and 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.
*	Rebrand LC to "Midtown". Rename LCCC. The prison is a good neighbor.
5	Widening Anka Street could help alleviate the heavy traffic.
*	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 will 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.

<b>CHAPTER:</b>	<b>CHALLENGES:</b>
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
*	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 public transit
3	Separation of uses: industrial/commercial vs. residential; bike/pedestrian vs. auto/truck traffic
*	Lack of land
5, 6	Safe routes for pedestrians and cyclists
*	Lemon Creek 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
7	Redeveloping the Wal-Mart site
7	Lack of a business and neighborhood association
*	Improving the landfill

3	Separation of uses: industrial/commercial vs. residential; bike/pedestrian vs. auto/truck traffic
*	Lack of land
5, 6	Safe routes for pedestrians and cyclists
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 St. 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:
*	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 Lemon Creek. Vegetated and rehabilitated.
6	Cleaning up the public areas. Davis Avenue as an example. Identify well-used public areas.
*	An urban renewal project in LC.
*	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.

<b>PATTERNS OF DEVELOPMENT IN LEMON CREEK:</b>
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.
The Hildrey Family owned the first business in Lemon Creek.
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 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 \_\_\_\_\_

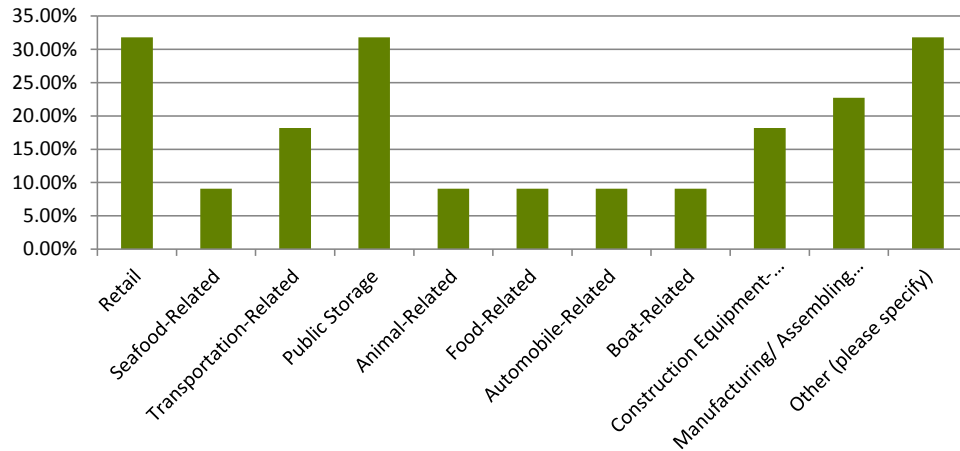
### 10. Are there other concerns/issues related to business growth, attraction, etc. that Lemon Creek may have?

## LEMON CREEK BUSINESS SURVEY RESPONSES

Narrative Responses are listed most responses first.

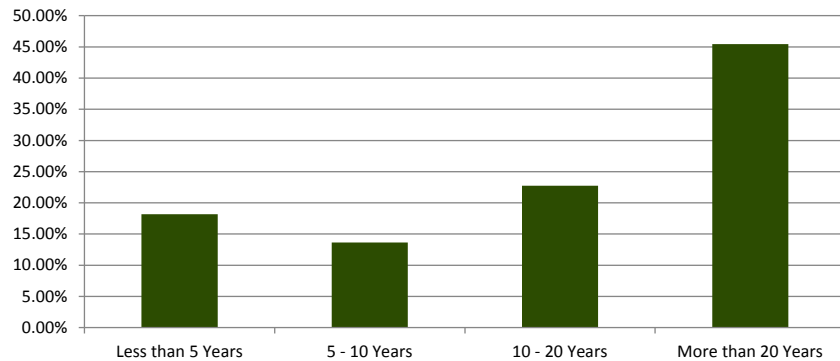
### Question 1:

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 2<sup>nd</sup> 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 LC 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?**

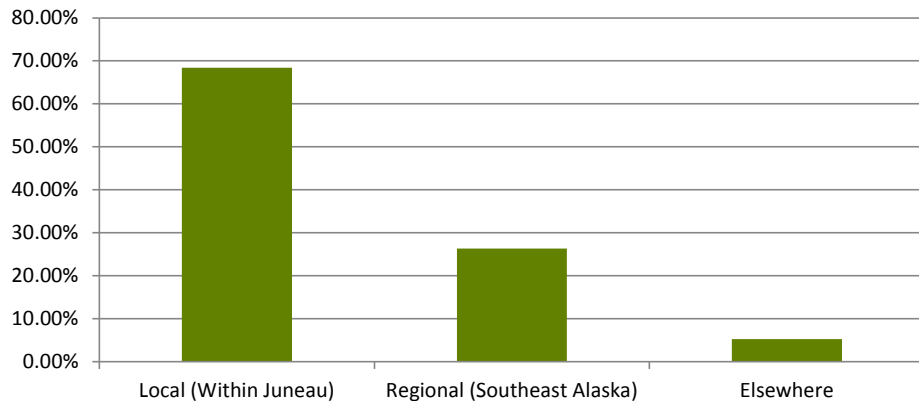
- Better bus access to Costco area
- Stop changing the zoning
- Stop giving away road access
- North Douglas crossing
- Lower tax rate
- Improve Anka Drive and Glacier Highway intersection for industrial traffic
- Traffic light at Breeze Inn and Glacier Highway
- Enforce a no parking zone along Shaune Drive
- A 2<sup>nd</sup> 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

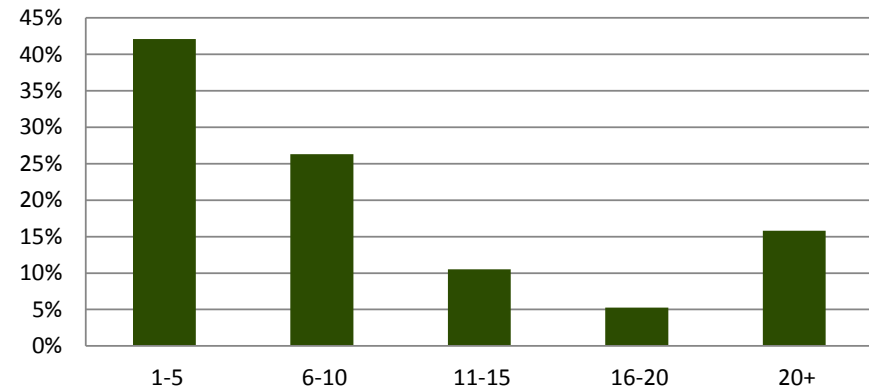
**Question 8:**

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 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

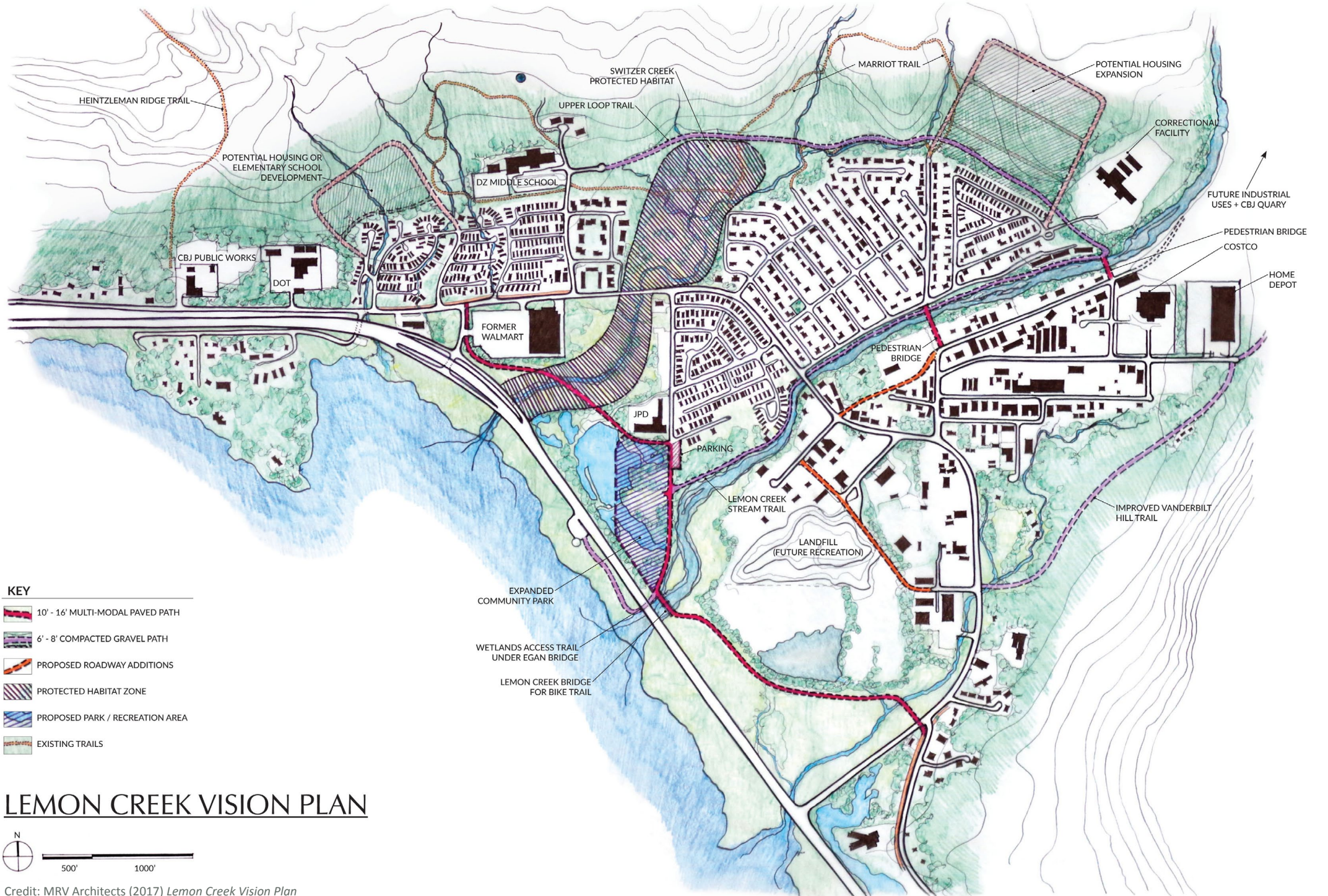


## PUBLIC DESIGN WORKSHOP

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 that were created by each of the four tables, and an overarching design as compiled by MRV Architects.

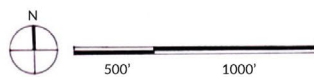
ITEM	DESIGN FEATURE OR SUGGESTION	TABLE 1	TABLE 2	TABLE 3	TABLE 4
1	Provide a park or recreational area at lower Lemon Creek (the water body), near Egan Drive. Most concepts integrated a park at an intersection with new bike route. Potential features include play features, ball field, nature trails, and parking.	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 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

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 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 / ped 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		



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

# LEMON CREEK VISION PLAN



Credit: MRV Architects (2017) *Lemon Creek Vision Plan*



TABLE 2





TABLE 4







## APPENDIX B: PUBLIC COMMENTS

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This is a placeholder for the comments received during the Public Comment Period.



# APPENDIX C: REFERENCED PLANS AND STUDIES

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## **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

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ACS	American Community Survey	DEC	Alaska Department of Environmental Conservation
AKF&G	Alaska Department of Fish and Game	DOC	State of Alaska Department of Corrections
AMI	Area Median Income	DOT&PF	Alaska Department of Transportation and Public Facilities
AWTP	Area-Wide Transportation Plan	FBFM	Flood Boundary and Floodway Map
BMPs	Best Management Practices	FEMA	Federal Emergency Management Agency
CBJ	City and Borough of Juneau	FIRM	Flood Insurance Rate Map
CBJ E&PW	CBJ Dept. Engineering and Public Works	GHS	Gastineau Human Services
CBJ L&R	CBJ Division of Lands & Resources	HAP	CBJ Housing Action Plan
CBJ P&R	CBJ Parks & Recreation	HRAC	CBJ Historic Resources Advisory Committee
CCFR	Capital City Fire Rescue	HUD	United States Department of Housing and Urban Development
CDD	CBJ Community Development Department	JEDC	Juneau Economic Development Council
CIP	Capital Improvement Program	JEDP	Juneau Economic Development Plan
CRC	Community Residential Center		

JHFC	Juneau Housing First Collaborative
JHT	Juneau Housing Trust
LCBA	Lemon Creek Business Association
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
TOD	Transit-oriented Development

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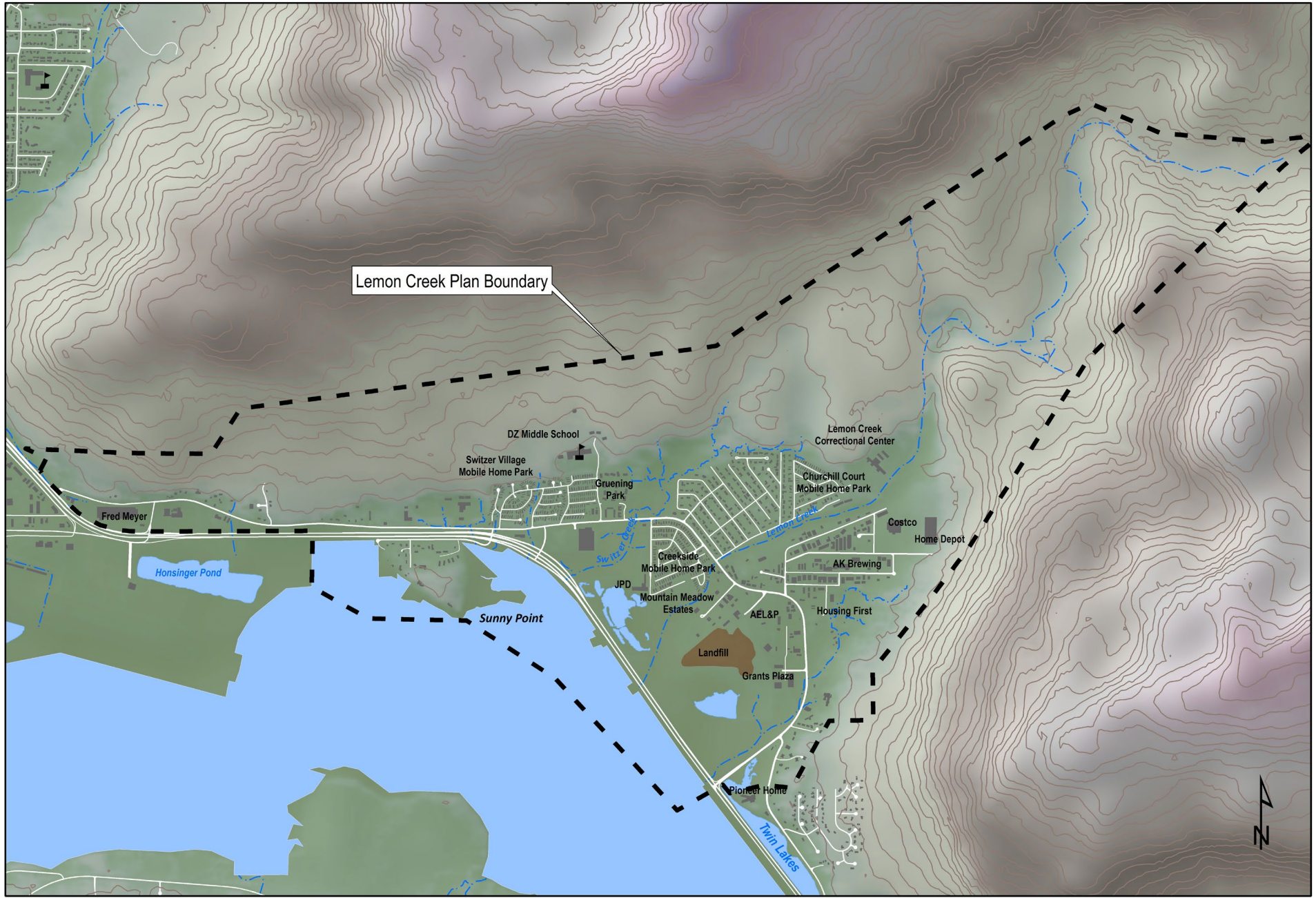
# APPENDIX F: ADOPTING ORDINANCE

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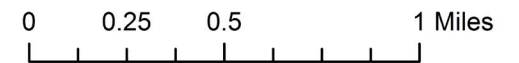
This is a placeholder.



# APPENDIX G: MAPS

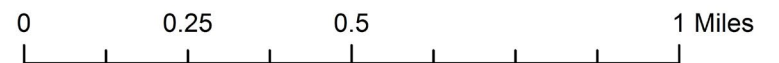


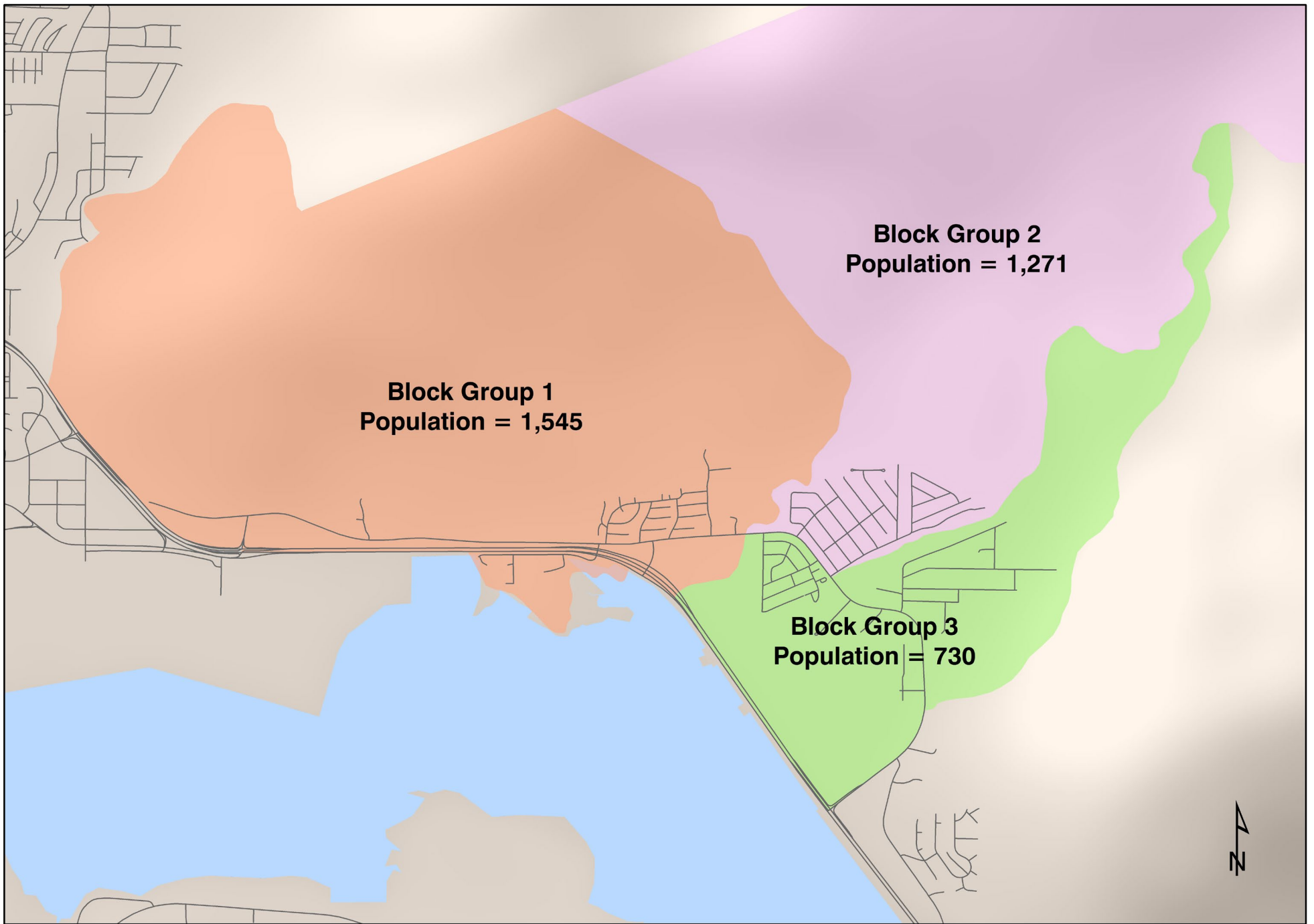
## LEMON CREEK PLAN BOUNDARY



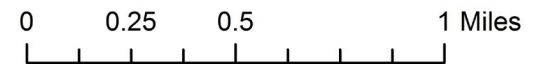


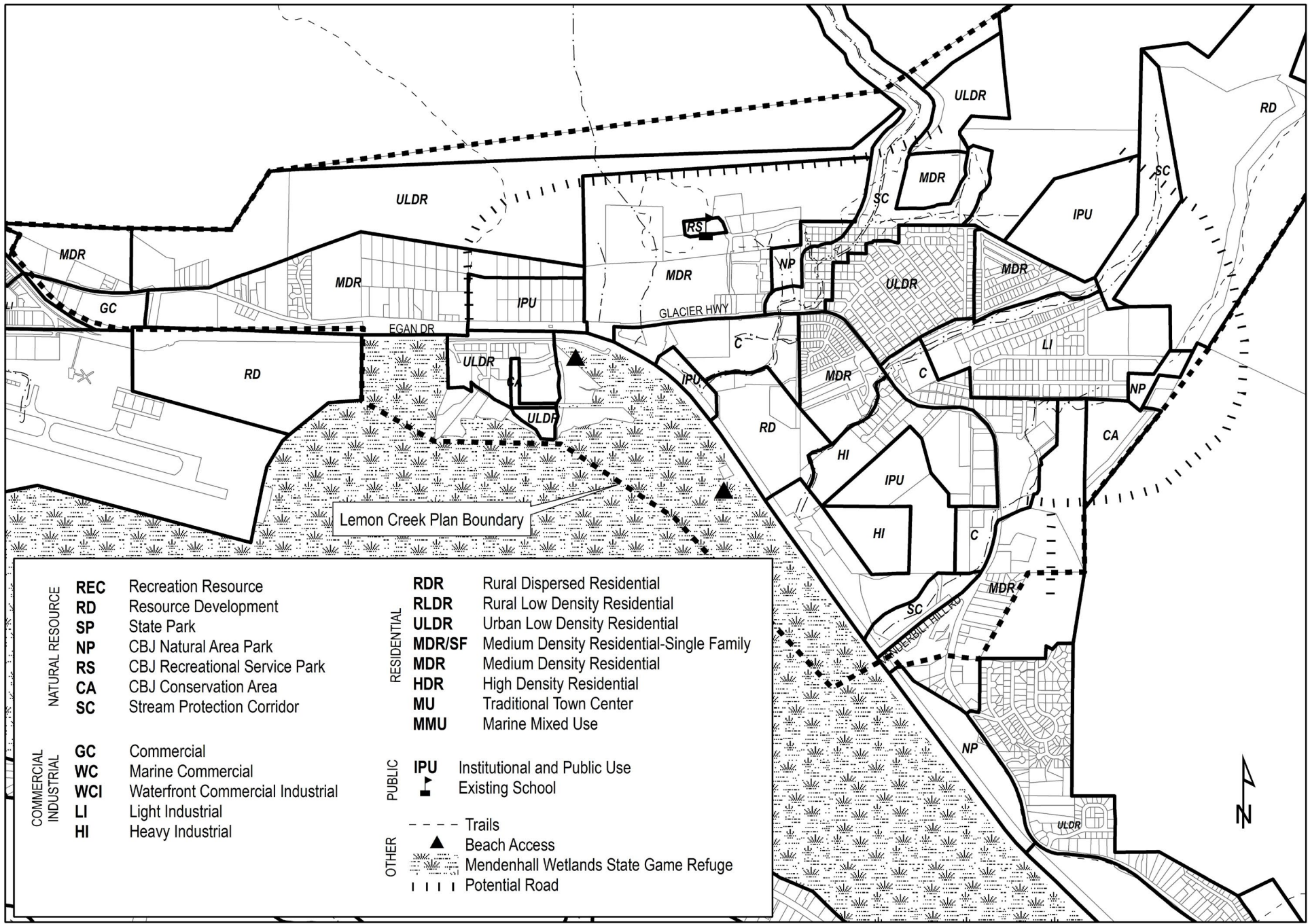
# LEMON CREEK NEIGHBORHOODS





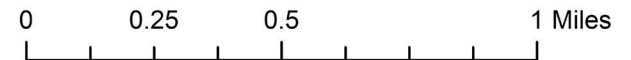
## 2010 U.S. CENSUS BLOCK GROUP POPULATIONS

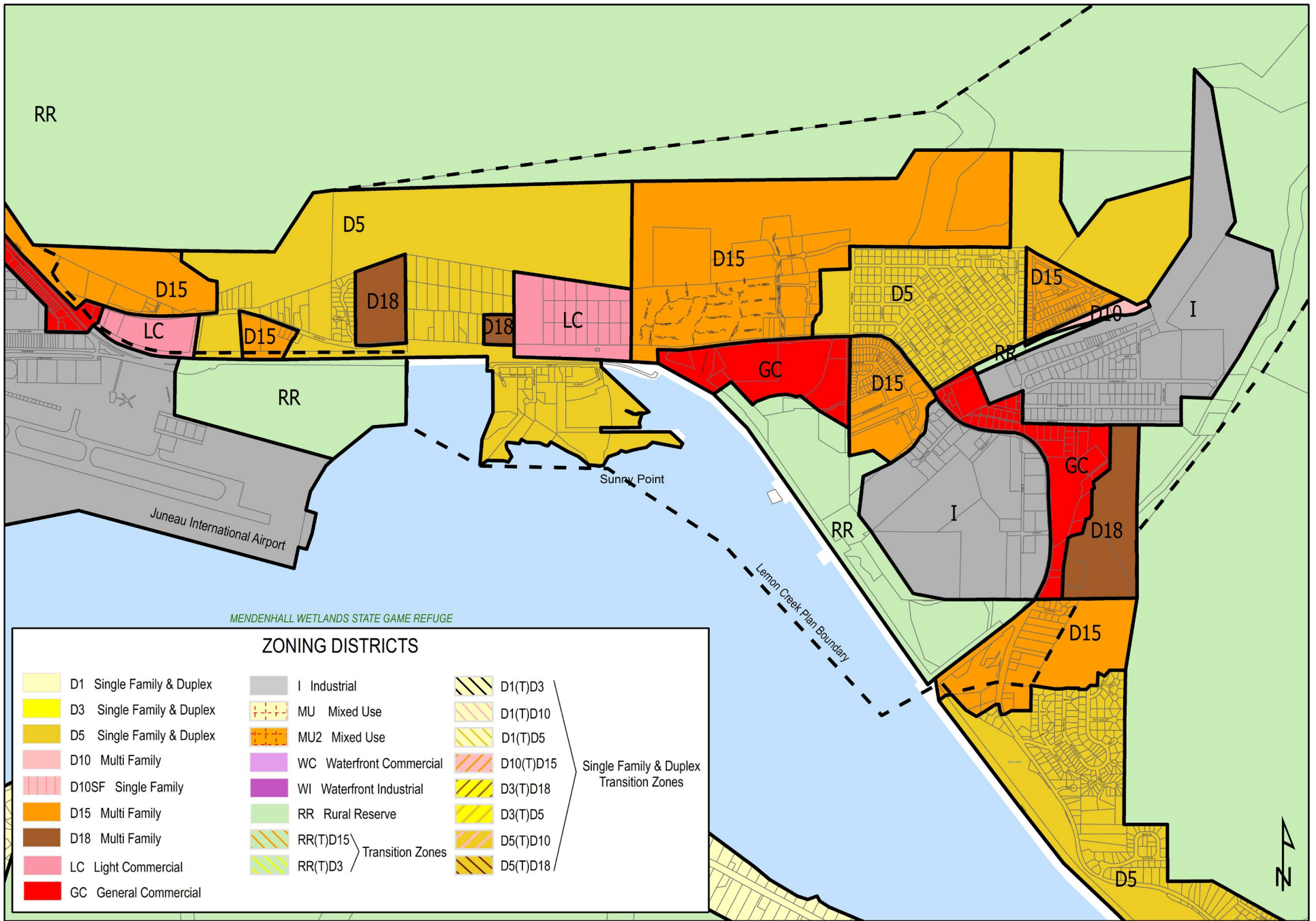




Note: This is not an adopted comprehensive plan map. This is for general reference only.

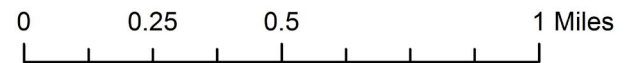
# COMPREHENSIVE PLAN LAND USE BOUNDARIES



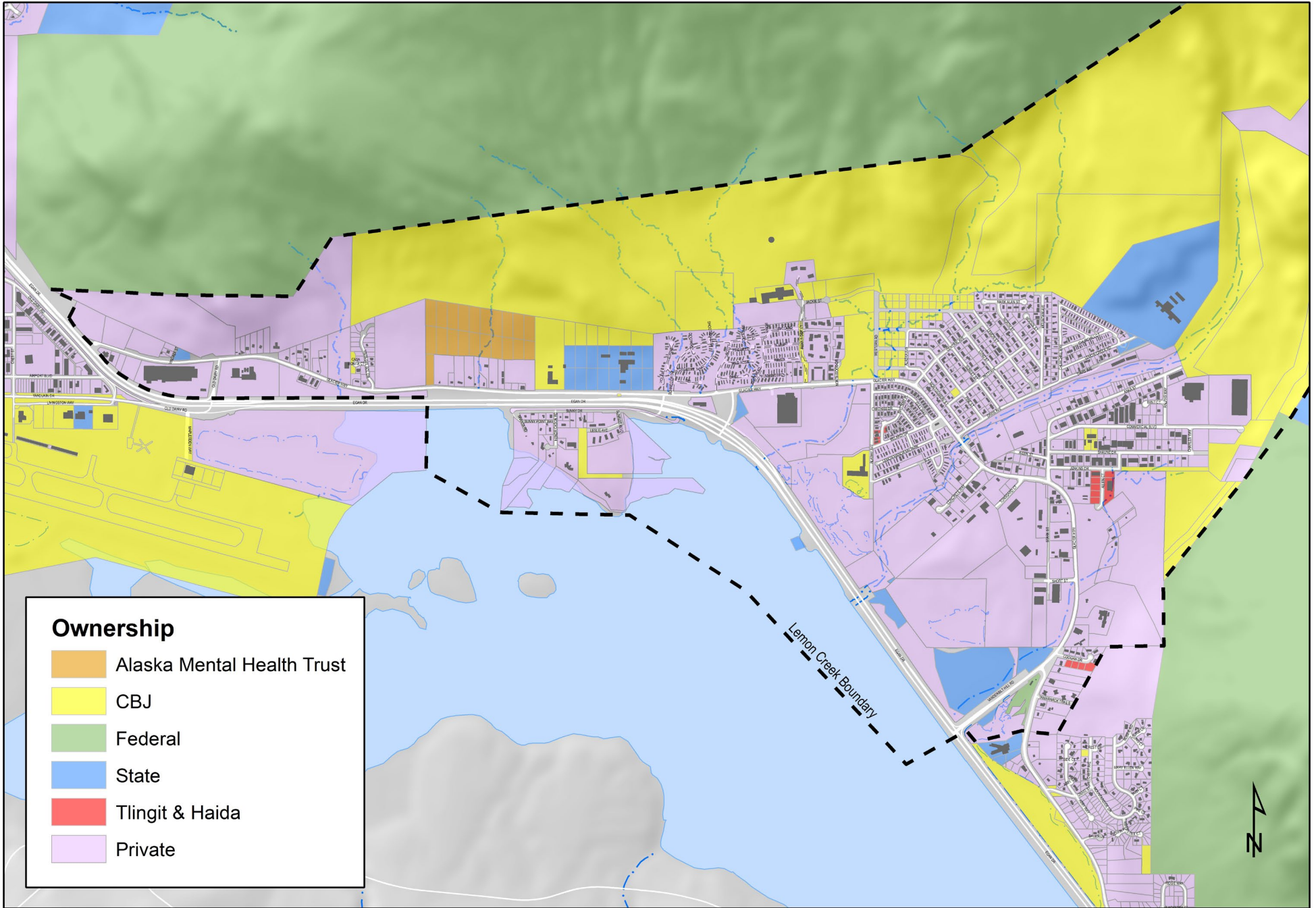


Note: This is not an adopted zoning map. This is for general reference only.

# ZONING BOUNDARIES

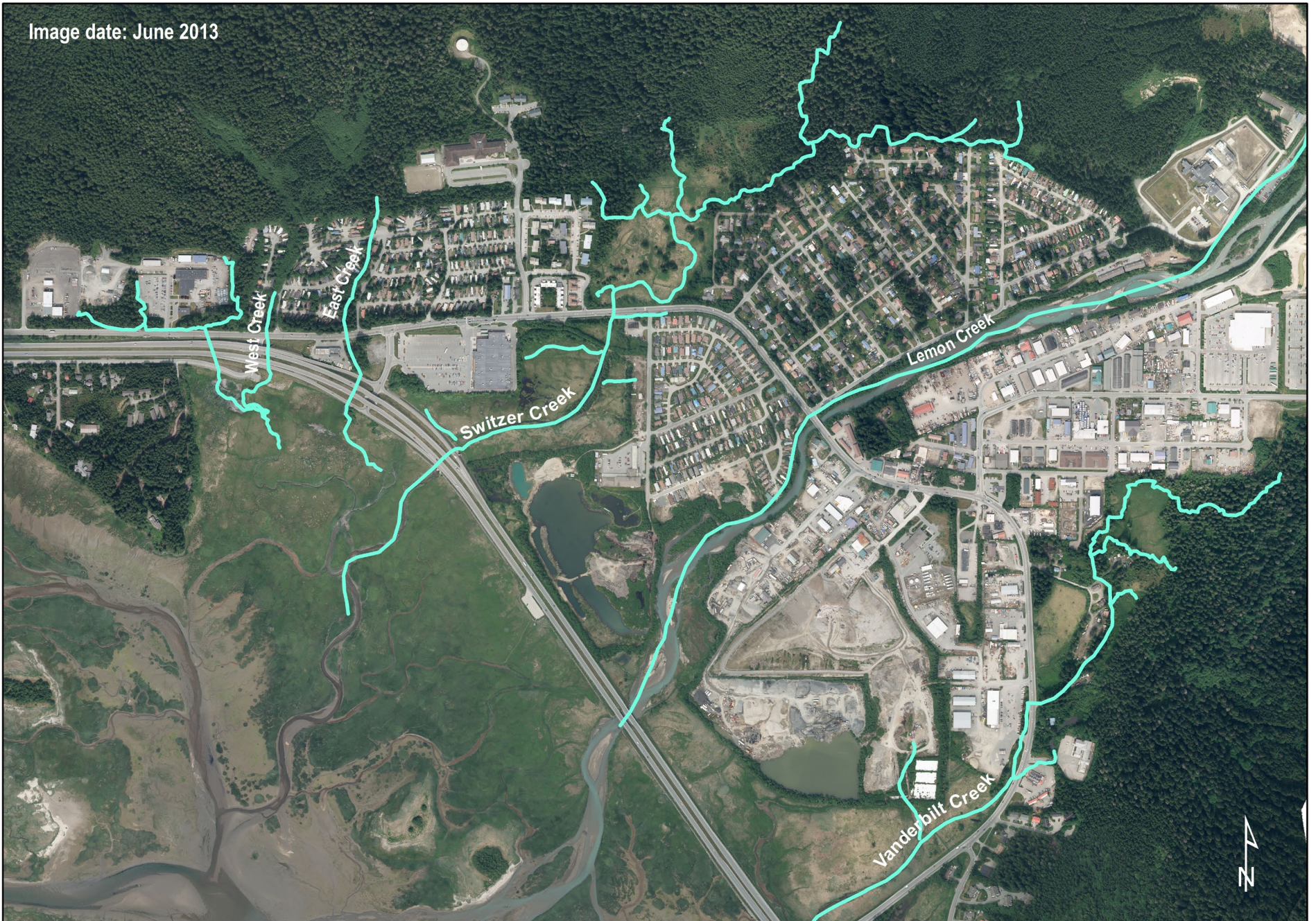






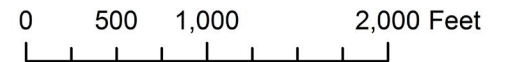
# LAND OWNERSHIP

Image date: June 2013



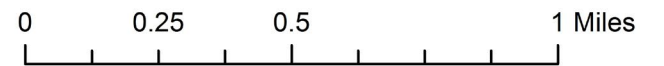
# ANADROMOUS STREAMS

Stream data from the State of Alaska 2015 Anadromous Waters Catalog



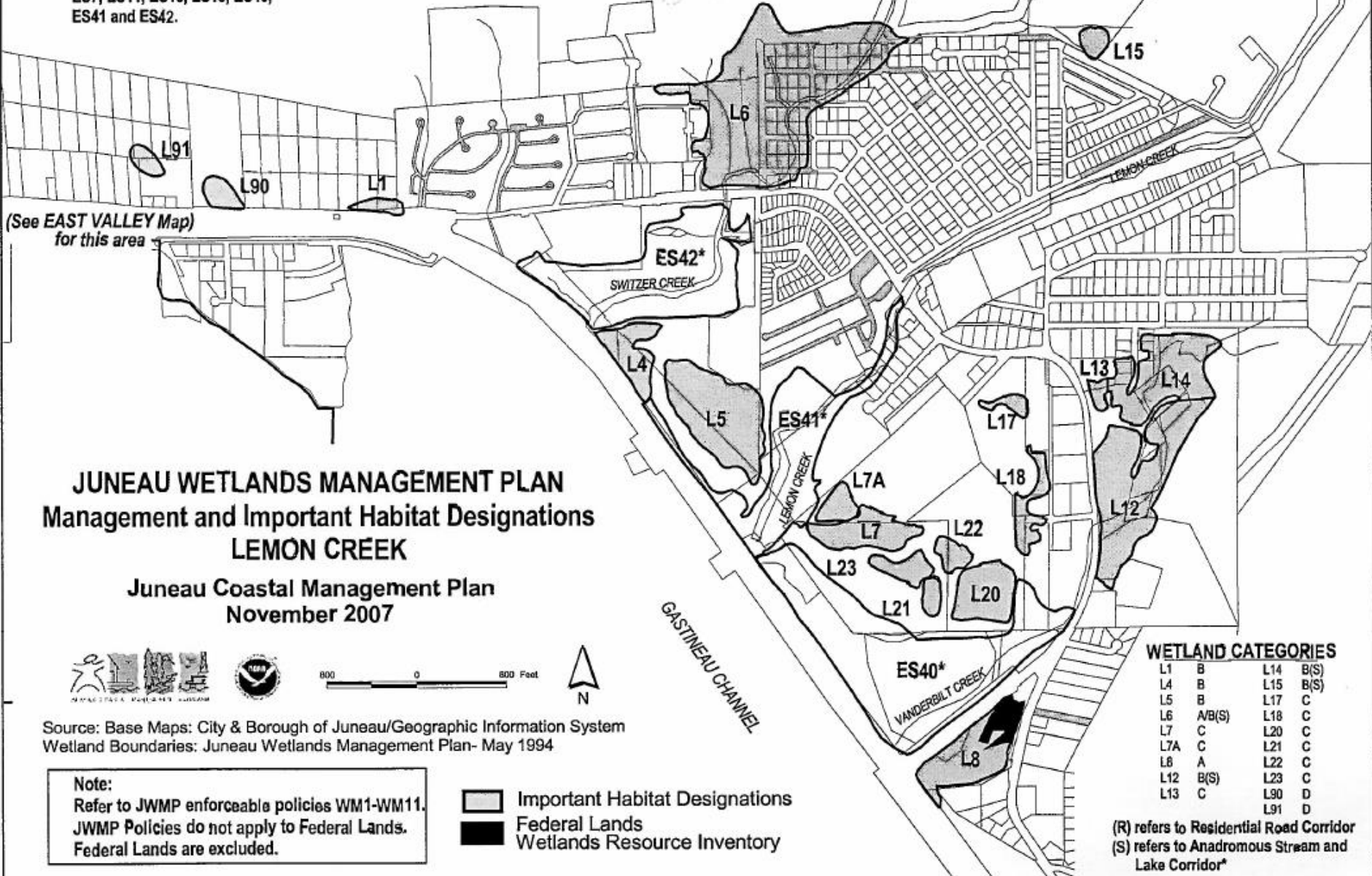


# LEMON CREEK TRAILS



\* 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."



**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

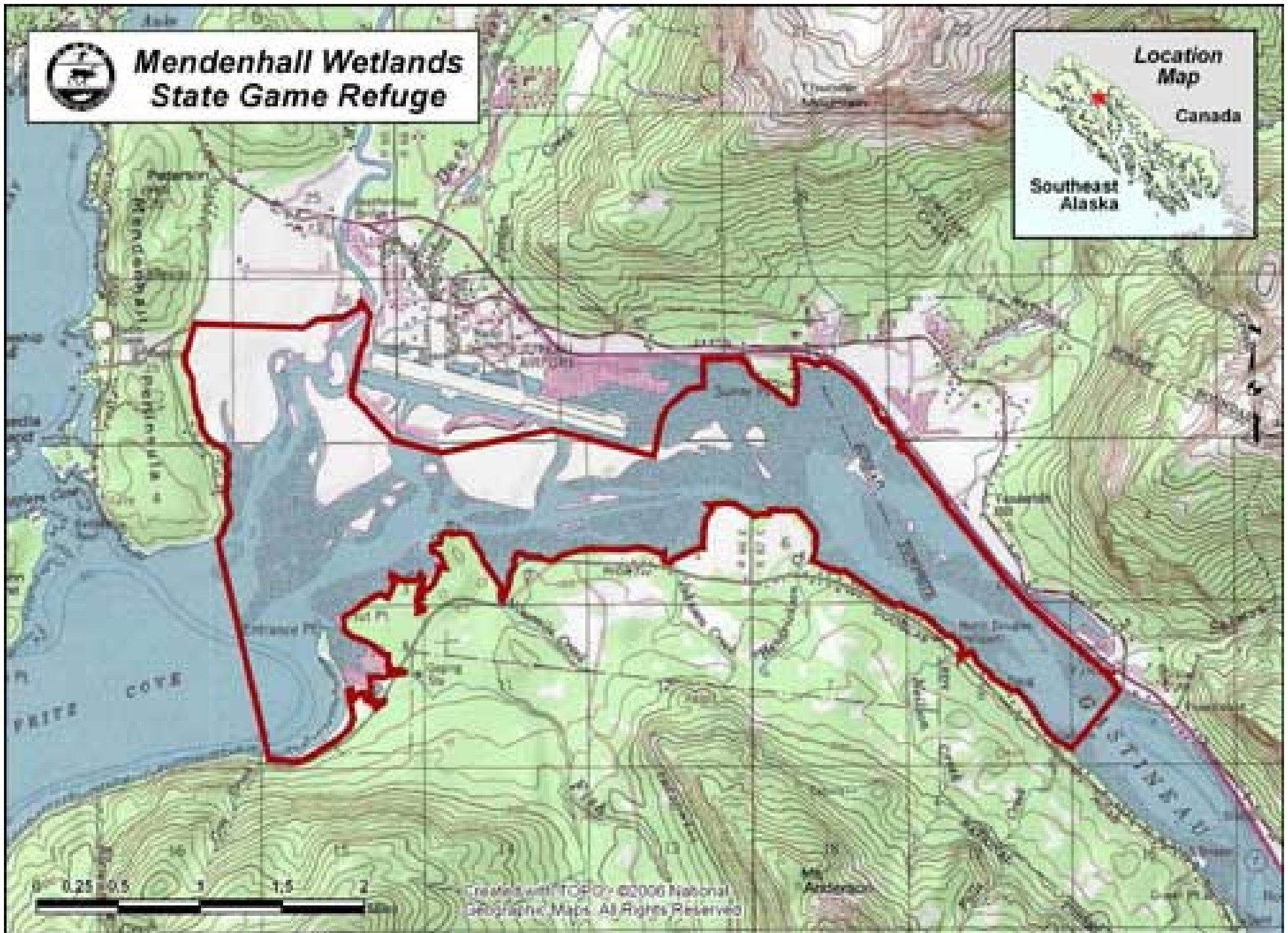
**Note:**  
 Refer to JWMP enforceable policies WM1-WM11.  
 JWMP Policies do not apply to Federal Lands.  
 Federal Lands are excluded.

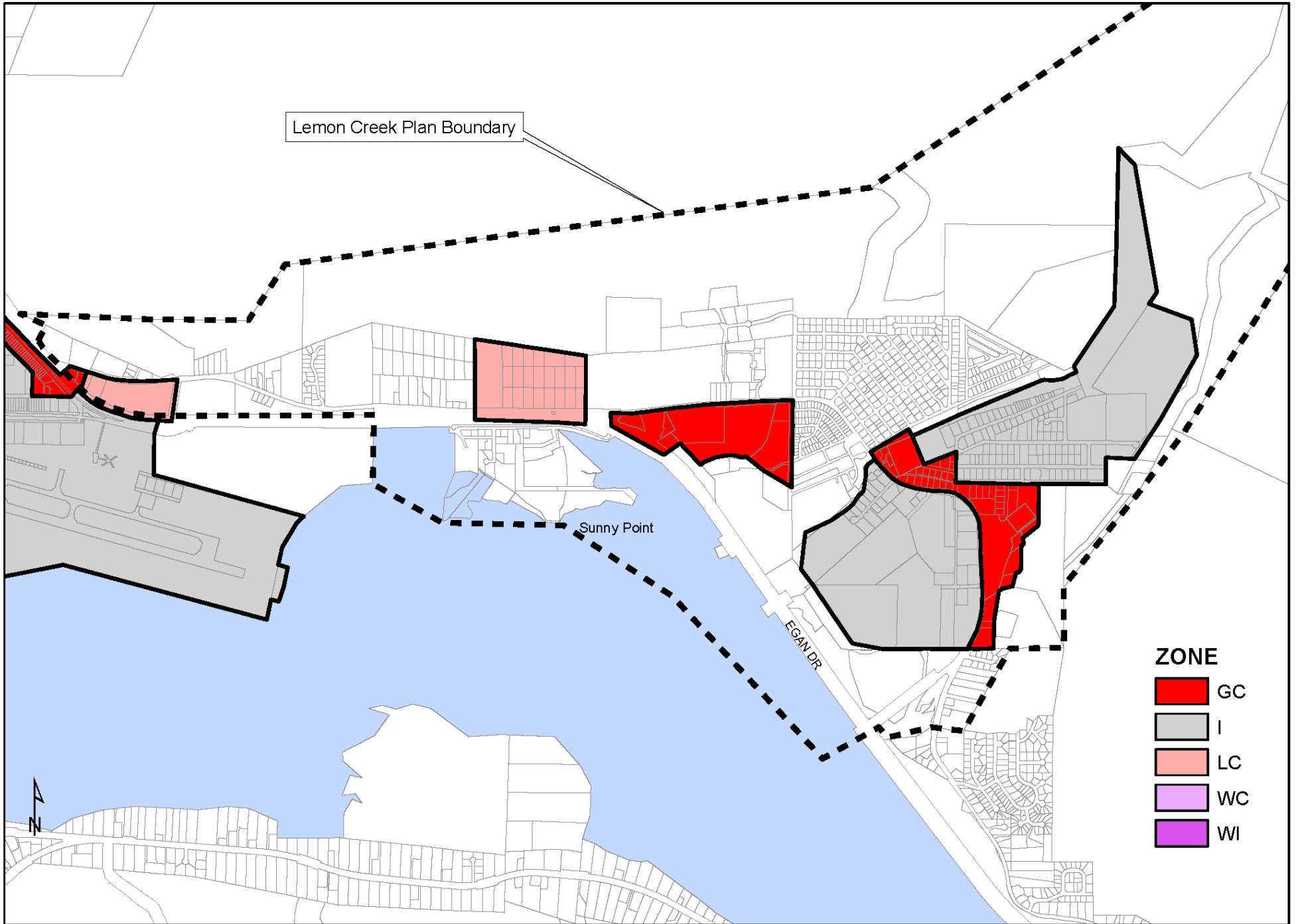
□ Important Habitat Designations  
 ■ Federal Lands  
 ■ Wetlands Resource Inventory

**WETLAND CATEGORIES**

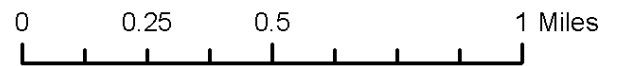
L1	B	L14	B(S)
L4	B	L15	B(S)
L5	B	L17	C
L6	A/B(S)	L18	C
L7	C	L20	C
L7A	C	L21	C
L8	A	L22	C
L12	B(S)	L23	C
L13	C	L90	D
		L91	D

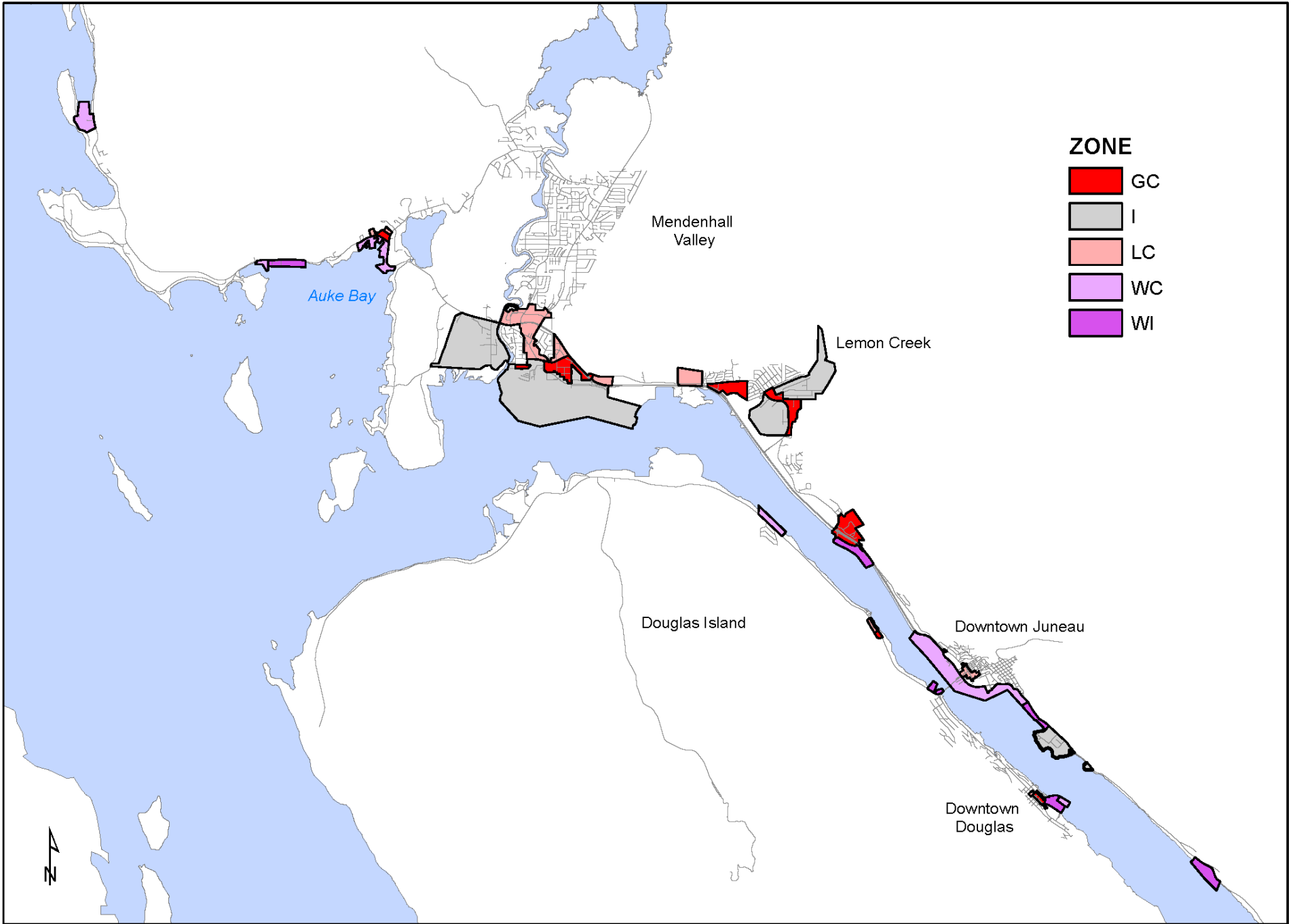
(R) refers to Residential Road Corridor  
 (S) refers to Anadromous Stream and Lake Corridor\*



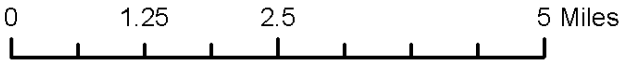


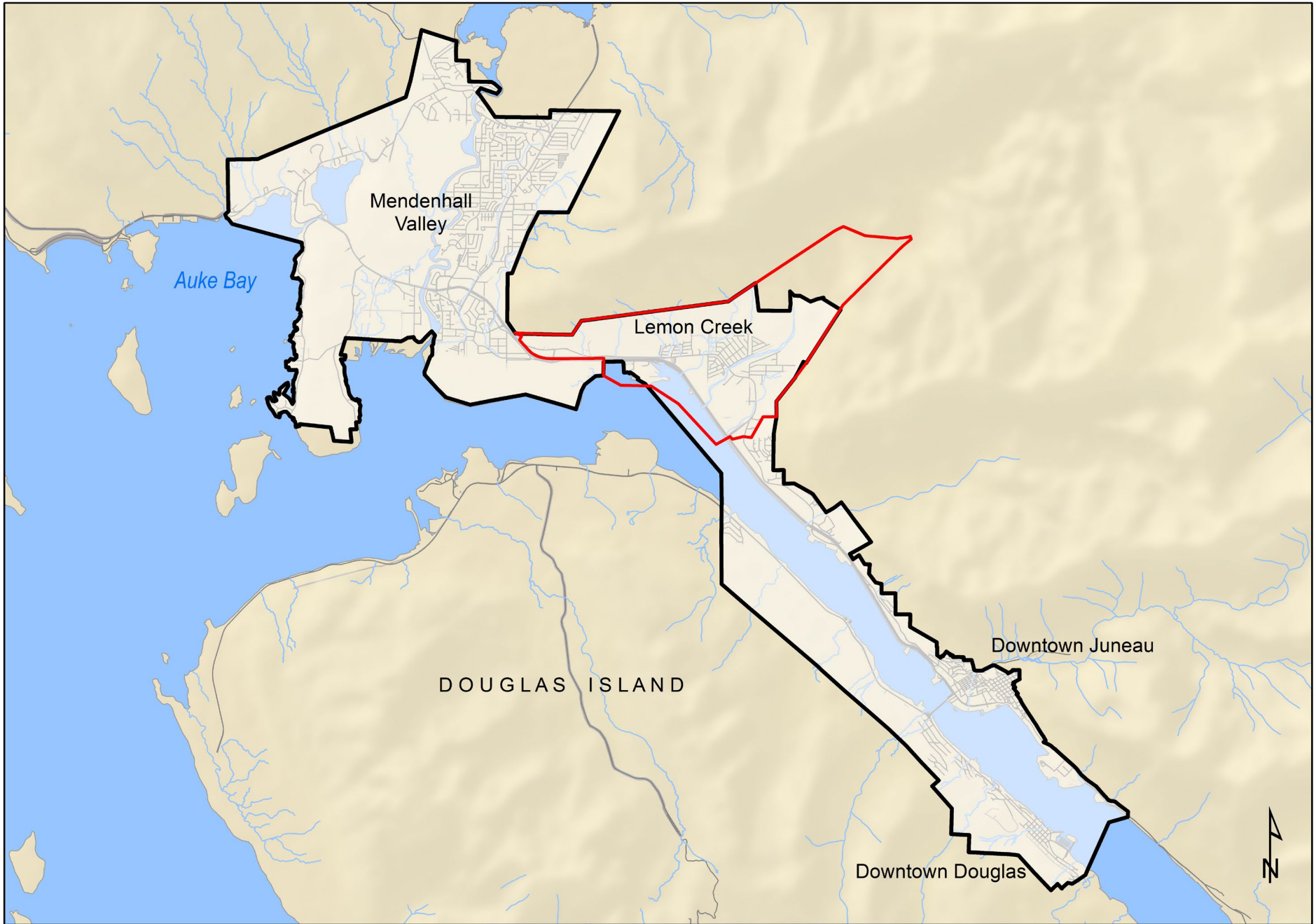
Commercial & Industrial Zoned Areas within Lemon Creek Vicinity





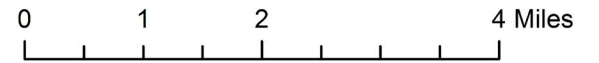
Commercial & Industrial Zoned Areas within CBJ



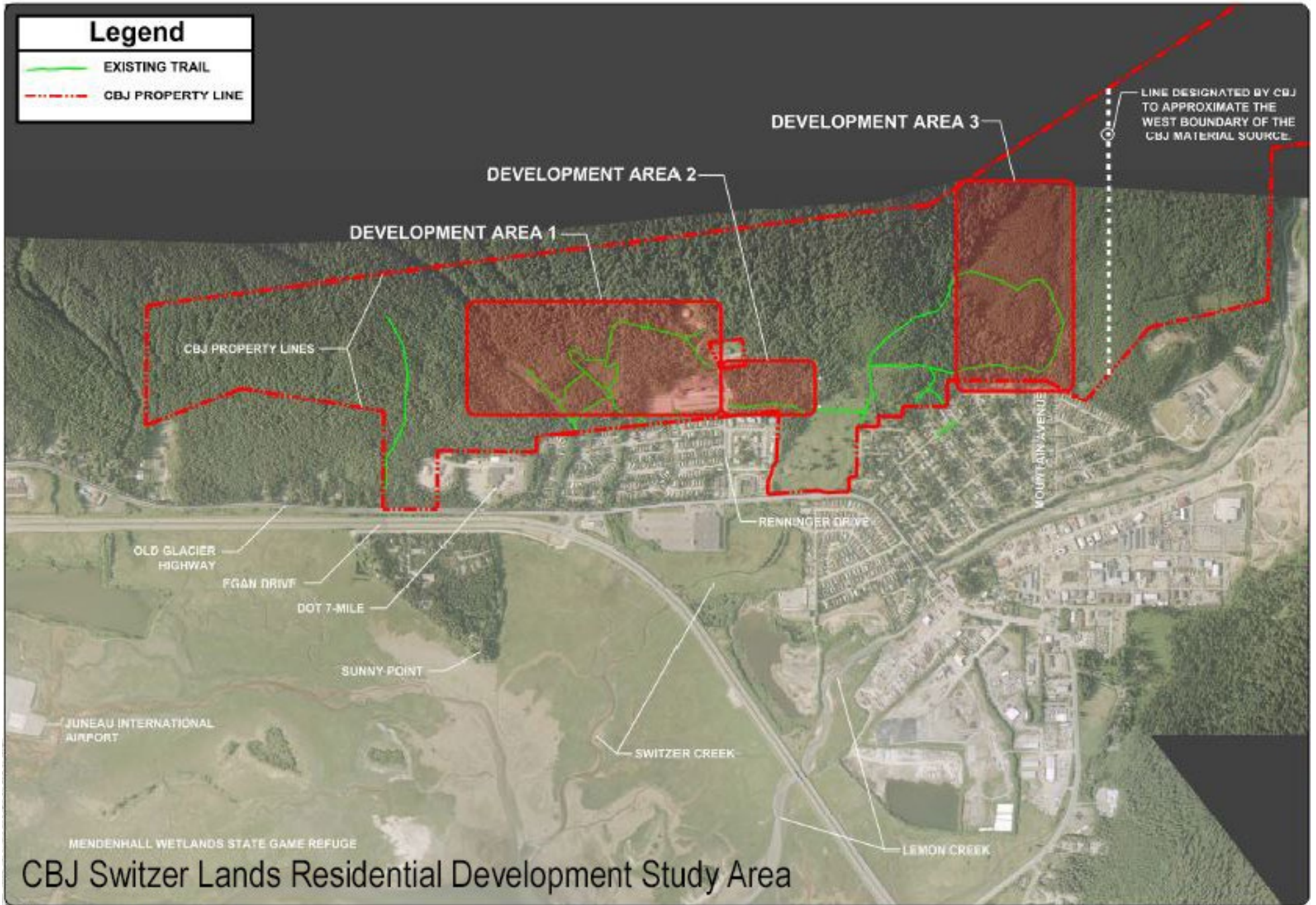


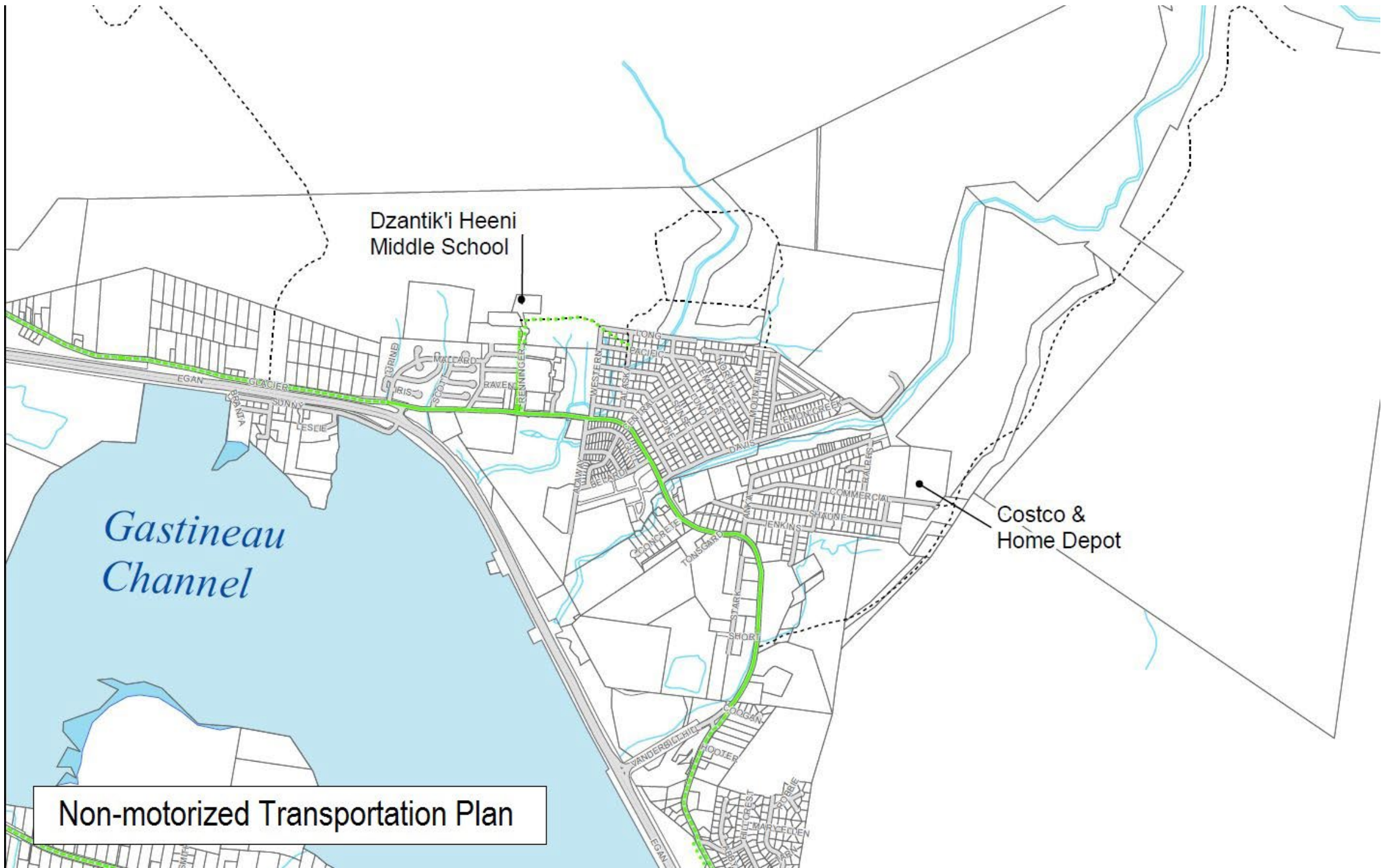
# URBAN SERVICE AREA BOUNDARY

-  Urban Service Area Boundary
-  Lemon Creek Plan Boundary









Non-motorized Transportation Plan

