



City & Borough of Juneau, Alaska
155 Heritage Way Juneau, AK 99801

Plan NO.: **USE20260008**
Plan Type: **PL - USE - Conditional Use Permit**
Work Classification: **Commission Approval (Final)**
Plan Status: **In Review**
Apply Date: **08/11/2026**
Expiration: **[None Listed]**

Location Address

Parcel Number

1C060K010031

Contacts

Susan Bell, Huna Totem Corporation 9301 Glacier Highway Suite 200 Suite 200, Juneau, AK 99801 (907) 789-8508 susan.bell@hunatotem.com	Applicant	Russell Dick, Huna Totem Corporation (907) 789-8508 russell.dick@hunatotem.com	Owner
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Description: Modify upland development, previously permitted under USE20230010, to reflect smaller-scale public amenities and above-ground parking.

Fees	Amount	Payments	Amt Paid
Public Notice Sign Fee	50.00	Total Fees	\$900.00
Public Notice Sign Deposit	100.00	Credit Card	\$900.00
Class III Use Fee	750.00		
Total:	\$900.00	Amount Due:	\$0.00

Additional Information:

Note: Only answered questions are listed below. For a full view of all application questions see Civic Access More Info Tab:

<https://cityandboroughofjuneauak-energovweb.tylerhost.net/apps/selfservice#/plan/6696d741-a8e2-4a08-b44a-d325729d83e4?tab=moreinfo>



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Pre-Application Case Number: PAC2026 0029

Describe the Project: Waterfront development to include a welcome center, dining, retail, cultural center, seawalk, small park, and parking for private vehicles and commercial tour vehicles.

Describe the Project Purpose: Serves cruise passengers arriving at the adjacent dock, Juneau residents, and other visitors by creating an attractive and accessible waterfront destination.

Describe the Project Site Circulation: The site is designed for efficient movement of cruise passengers with wide seawalks around the site, an inviting welcome center, and covered pedestrian routes to tour vehicles. Residents and other guests can access public amenities and seawalks on foot or by private vehicle. Pedestrians do not cross bus or car traffic lanes. Additional detail in Narrative.

Describe the Project Traffic: All traffic accesses the site at the signalized intersection at Egan and Whittier. Separate parking and traffic patterns created for tour buses and for passenger vehicles. While most cruise passengers depart on tours shortly after their ship arrives, clear pathways provide alternatives to downtown and waterfront attractions. Emergency vehicles can access both parking lots; controlled access through the passenger vehicle lot allows emergency vehicle access to the entire property and dock. Additional detail in Narrative.

Describe the Project Site Drainage: Drainage off the site will be internally collected and routed to the Channel. Catch basins in vehicle traffic areas will have oil-water separators as required.

Describe the Project Site Snow Storage: Parking areas will have more stalls than required by code to allow for snow storage in some stalls.

Describe the Project Site Vegetation: Landscaping and green space includes open plaza spaces and the small park, and greenery will extend onsite with planters on the deck and plaza. Vegetation will be supplemented with small performance areas, open space to play and enjoy views, and covered seating. Will meet minimum vegetative cover requirements.

Describe Any Other Project Details: Seawalk dimensions remain consistent with prior CUP specifications. Huna Totem will record an easement for CBJ maintenance and management, per the CUP and tideland lease.

Comprehensive Plan: As noted when CUP USE20230010 was issued, the project complies with the Comprehensive Plan and Long Range Waterfront Plan, Amended 2022. The current modification remains consistent with the previously approved uses and guest amenities.

Accessory Apartment?: No

Justification Memo Box: Significant cost escalation since the CUP was issued in 2023 forced Huna Totem to look initially at value engineering and then modification of the project. A significant delay was created when the project was appealed in August 2023, preventing further development until the case was resolved in June 2024. Extensive community and Assembly re-engagement in fall 2024/winter 2025 culminated in Assembly approval of an ordinance authorizing the City Manager to negotiate the tideland lease (now executed).

Previous Approval Case Number: USE20230010

Total Area of Lot (Sq. Ft): 125377

Total Area of Existing Structure(s) (Sq.Ft): 0

Total Area of Proposed Structure(s) (Sq. Ft.): 31000

Total Lot Coverage Existing Structure(s) (Sq. Ft.): 0

Total Lot Coverage Proposed Structure(s) (Sq. Ft.): 18000

Current use of land or building(s): Seasonal restaurant and construction trailer onsite as temporary structures. Will be removed when development begins.

Proposed use of land or building(s): Phase 1: Welcome Center, Retail, Restaurant, parking areas with covered canopy near buses, seawalk, plaza, and landscaped areas. Buildings approximately 10,000 sf footprint, primarily 1-story with some second-floor mezzanine and back-of-house spaces and storage. Phase 2: Cultural center with approximately 8,000 sf footprint. Mix 1- and 2-story. Additional detail in Narrative.

Project includes proposed lighting?: No

Existing lighting to remain?: No

CBJ Water Available?: Public

CBJ Sewer Available?: Public

Class I Use: No

Class II Use: No

Class III Use: No

Class IV Use: No

Class V Use: No



HUNATOTEM

CORPORATION

August 11, 2026

Scott Ciambor, Director
Community Development Department
City and Borough of Juneau
Marine View Center, 4th Floor
230 South Franklin Street
Juneau, AK 99801

Dear Mr. Ciambor,

Huna Totem Corporation is applying for a modification of CUP USE2023 0010, approved August 2023, for mixed-use development on Juneau Subport Lot C1.

This letter is formal authorization for Susan Bell, Vice President Strategic Initiatives, to act on behalf of Huna Totem throughout the permit modification process.

Susan has Huna Totem's permission to submit documents, interact with Community Development Department staff, testify before the Planning Commission, and act behalf of the corporation.

Thank you for your assistance. After many years of planning and permitting, we are excited to bring this project to fruition.

Sincerely,

Russell Dick
President & CEO

Date: August 11, 2026
Re: Aak'w Landing (JYW No. 21021)
Narrative and Zoning & Planning Study

Narrative

Project Description:

- Upland improvements, including:
 - A piling-supported waterfront Deck at the prime SW corner of the lot which connects the dock to the uplands. The large Deck will support visitor and public pedestrian use with seating, landscaping in planters, and large open areas for informal gathering.
 - At-grade and piling-supported Seawalks wrap around the waterfront on the south and west sides of the lot and connect to the sidewalks along Egan and Whittier.
 - Landscaped areas with public amenities, seating, and artwork.
- Phase 1 buildings, including:
 - Welcome Center with restrooms, information, retail space, and other visitor amenities.
 - Retail building
 - Restaurant with waterfront views and dining
 - Covered canopies between buildings with integrated art and pop-up retail spaces.
- Phase 2 Cultural Center / Retail building at high-visibility corner of Whittier & Egan.
- Covered waiting / queuing areas for passengers adjacent to commercial tour vehicle parking.

Cruise Ship Arrival:

- Pedestrian traffic to and from the cruise ship arrives onto the site at the large pile-supported Deck.
- Major pedestrian routes through or along Buildings are marked with large canopies supported by totem poles, columns, and other artwork.
- Directly in front of visitors arriving at Aak'w Landing is an approximately 4,000 sf Welcome Center—a unique facility for any dock in Juneau but well-utilized at other Huna Totem cruise destinations.
- Visitors can walk around or through the Welcome Center to use restrooms and get information about tours, maps, and independent activities.

Tour Departure Traffic and Circulation:

- To the rear of the Welcome Center, a generous curving canopy covers the queuing areas along the commercial bus parking area and buildings.
- Electronic and static signage separates and efficiently guides visitors to their tour departure areas.
- Tour vehicles are loaded and unloaded from the curved queuing area directly adjacent to the Welcome Center. Pedestrians will not cross bus or car traffic lanes as they walk between the Dock and tour vehicles.

- Buses and other commercial tour vehicles have separate entrances and traffic patterns from passenger vehicles.
- No rental car facilities, including Turo or other peer-to-peer car rental marketplace services will be authorized for operation, per CBJ ordinance and tideland lease.

Park and Plazas:

- All open areas adjacent to the Seawalks and Deck are dedicated for public access, including a small Park and open Plaza spaces.
- The Park will be landscaped with a variety of activity and leisure spaces such as small performance stages, open areas for play and gathering, landscaped natural areas to enjoy views and display Alaska Native art, and covered seating areas with hook-ups for food trucks and carts.

Pedestrian Traffic and Seawalks:

- Based on current tour patterns and projections, most cruise passengers will leave the site shortly after their ship arrival via commercial tour vehicles as described above.
- Many visitors explore downtown attractions and shops before or after their tours. Pedestrians moving to and from the Dock will have several clear and attractive options.
 - Pedestrians heading downtown will not cross commercial bus traffic as they are routed across Whittier and down Heat Street. (Future CBJ improvements to Heat Street to create an attractive connection between the Seawalk and downtown will enhance the walking experience but are not seen as critical or an immediate need.)
 - Pedestrians walking through the site to the north or west will be routed either to the NE corner (Whittier/Egan signalized intersection) or to the NW corner and onto the Egan sidewalk towards Gold Creek, Overstreet Park, Seawalk, and amenities.
- Wide Seawalks on the entire south and west sides of the property will provide attractive circulation and access to seating areas along the waterfront.
- Huna Totem will record an easement for CBJ maintenance and management of the Seawalk, per the CUP and tideland lease.

Emergency Access:

- Emergency vehicles will access the site from Egan and Whittier and have complete access to the parking lots.
- Controlled vehicle access through the passenger vehicle lot, onto the adjacent at-grade Seawalk, Plaza, and Deck, allows emergency vehicle access to the entire property and the Dock.

Snow Storage and Drainage:

- The parking areas will have more stalls than required by code to allow for snow storage in some stalls.
- Drainage off the site will be internally collected and routed to the Channel. Catch basins in vehicle traffic areas will have oil-water separators as required.

FEMA and Floodplain Requirements: All buildings have floor levels above the flood plain elevation. All buildings as well as any Decks or Seawalks not built on existing grade will have pile-supported foundations designed to meet FEMA requirement.

Lighting: Exterior lighting—both on the buildings and in the exterior spaces--will comply with code requirements.

Zoning and Planning

Parcel: 1C060-K01-0031 (C-1)

Area: 125,377 sf (2.88 Acres)

Property Zoning: MU2

Maximum Lot Coverage: 80% (100,302 sf)

Minimum Vegetative Cover: 5% (6,269 sf)

Maximum Height (Permissible Uses): 45'

Minimum Setbacks: 5' (0' where property line is adjacent to tidelands)

Allowable Uses:

- Phase 1:
 - Visitor, Cultural Facilities Related to the Site: 3
 - Storage and Display of Goods with greater than 5,000 sf: 1,3
 - Restaurants & Bars without Drive-Through Service: 3
 - Seasonal Open Air Food Service: 1,3
 - Open Space: 1
- Future Phases:
 - Offices Greater than 2,500 sf: 1,3
 - Libraries, Museums, Art Galleries: 1,3

(1. Department approval requires the department of community development approval only.

1, 3. Department approval required if minor dev., conditional use permit required if major development.

3. Conditional use permit requires planning commission approval.)

Proposed Phase 1 Development: Plaza and landscaped pedestrian circulation and vehicle loading. Visitor Welcome Center, Retail, and Restaurant buildings.

- Several buildings with a total footprint of approximately 9,850 sf. Primarily 1 story, with some second-floor mezzanine and back-of-house spaces.
- Covered canopies for visitor services and queuing.
- Landscaped green spaces with public amenities.
- At-grade and pile-supported Plazas and Seawalks, providing both a continuous public route around the edge of the property and new waterfront public areas.

Proposed Future Phase Development: Additional Retail and Cultural Center at Whittier / Egan corner of property.

- Single building with a total footprint of approximately 8,000 sf.
- Mix of 1- and 2-story.

Discussion: The project will comply with all zoning requirements, including the height restriction. The footprint of the buildings (approximately 17,850 at final build-out) is much smaller than the allowable Maximum Lot Coverage area.

Parking

Parking Provided. Phase 1 development will have 22 passenger vehicle parking stalls and 16 coach-sized parking stalls, for a total of **38 bus and car stalls**.

<u>Phase 1 Parking Required:</u>	15,000 sf Retail (1 stall per 750 sf):	20 stalls required
<u>Phase 2 Parking Required:</u>	16,000 sf Cultural (1 stall per 1,500):	11 stalls required
		31 stalls required total

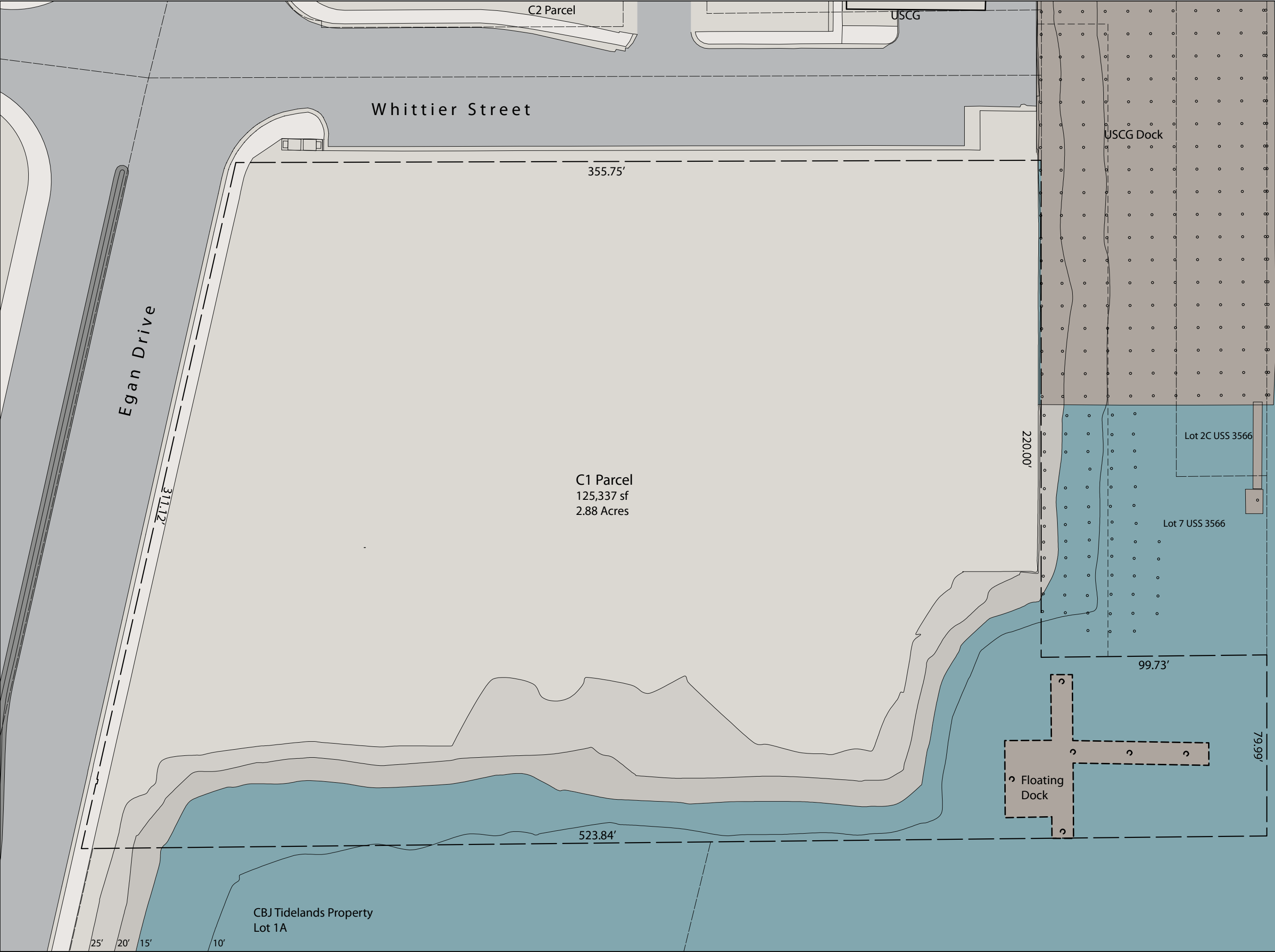
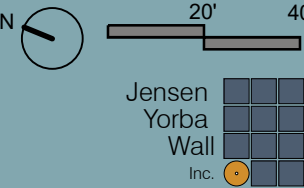
Discussion: Building areas for parking calculations assume Phase 1 Buildings will have a 2nd floor over 50% of the footprints and Phase 2 Building will have a 2nd floor over 100% of the footprint. Even with these conservative assumptions, provided parking exceeds requirements by 7 stalls, allowing for flexibility as the plans develop.

Aak'w Landing

Huna Totem Corporation

August 1, 2026

Existing Site Plan

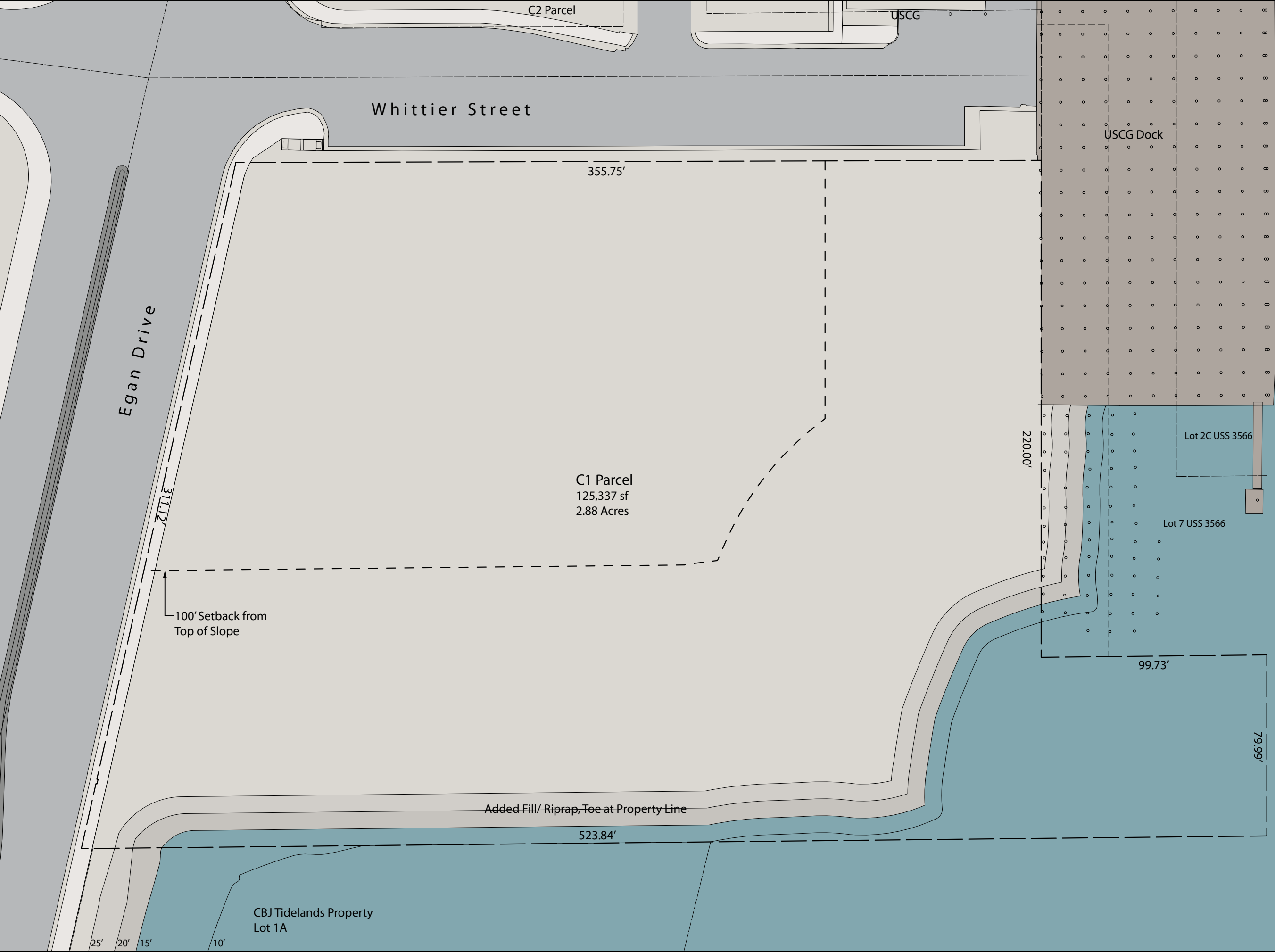
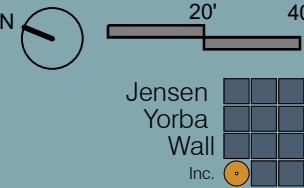


Aak'w Landing

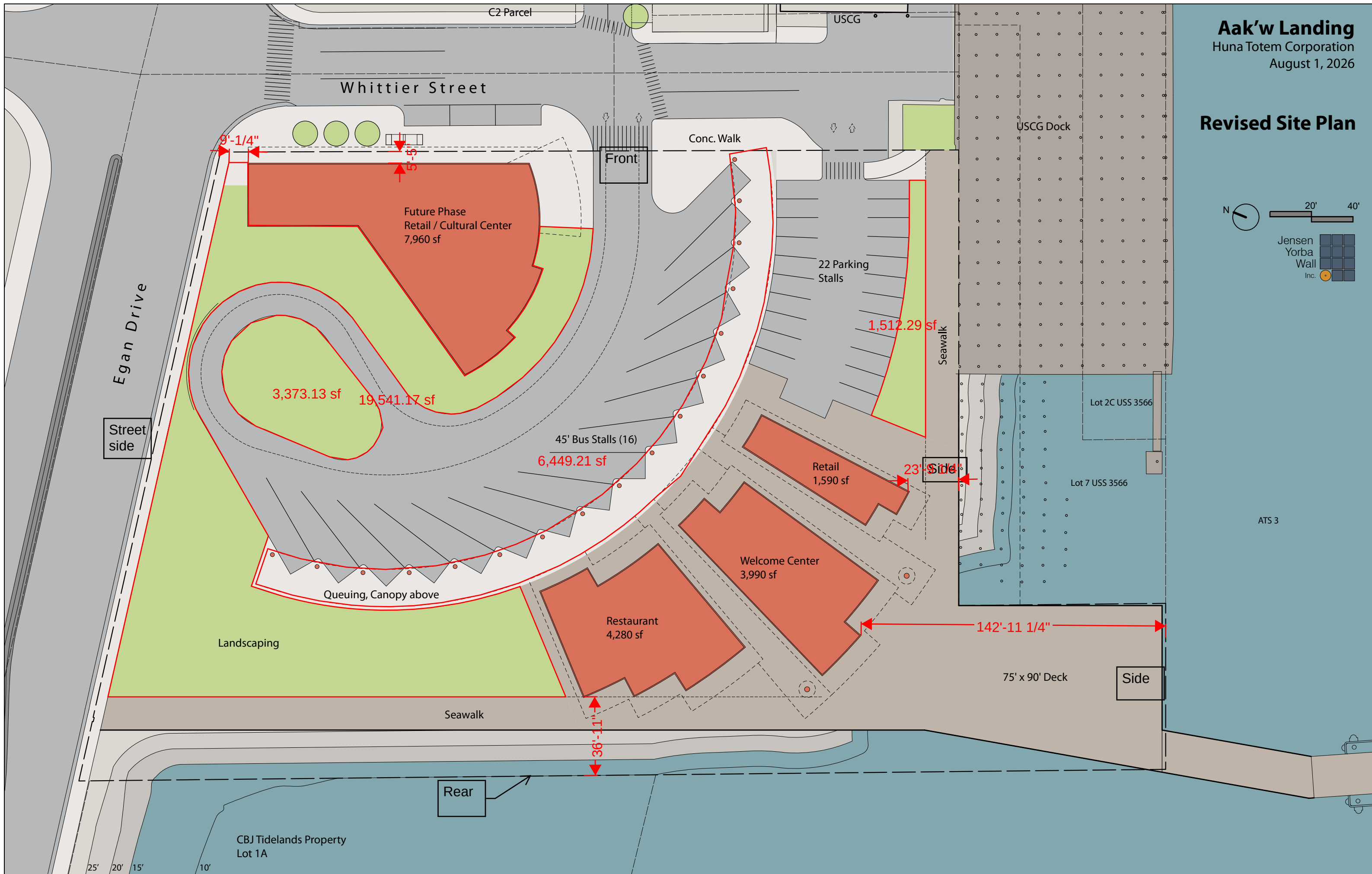
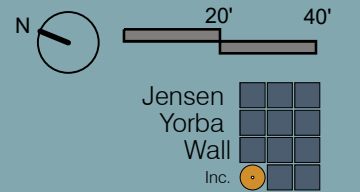
Huna Totem Corporation

August 1, 2026

Site Plan with
Revised Contours



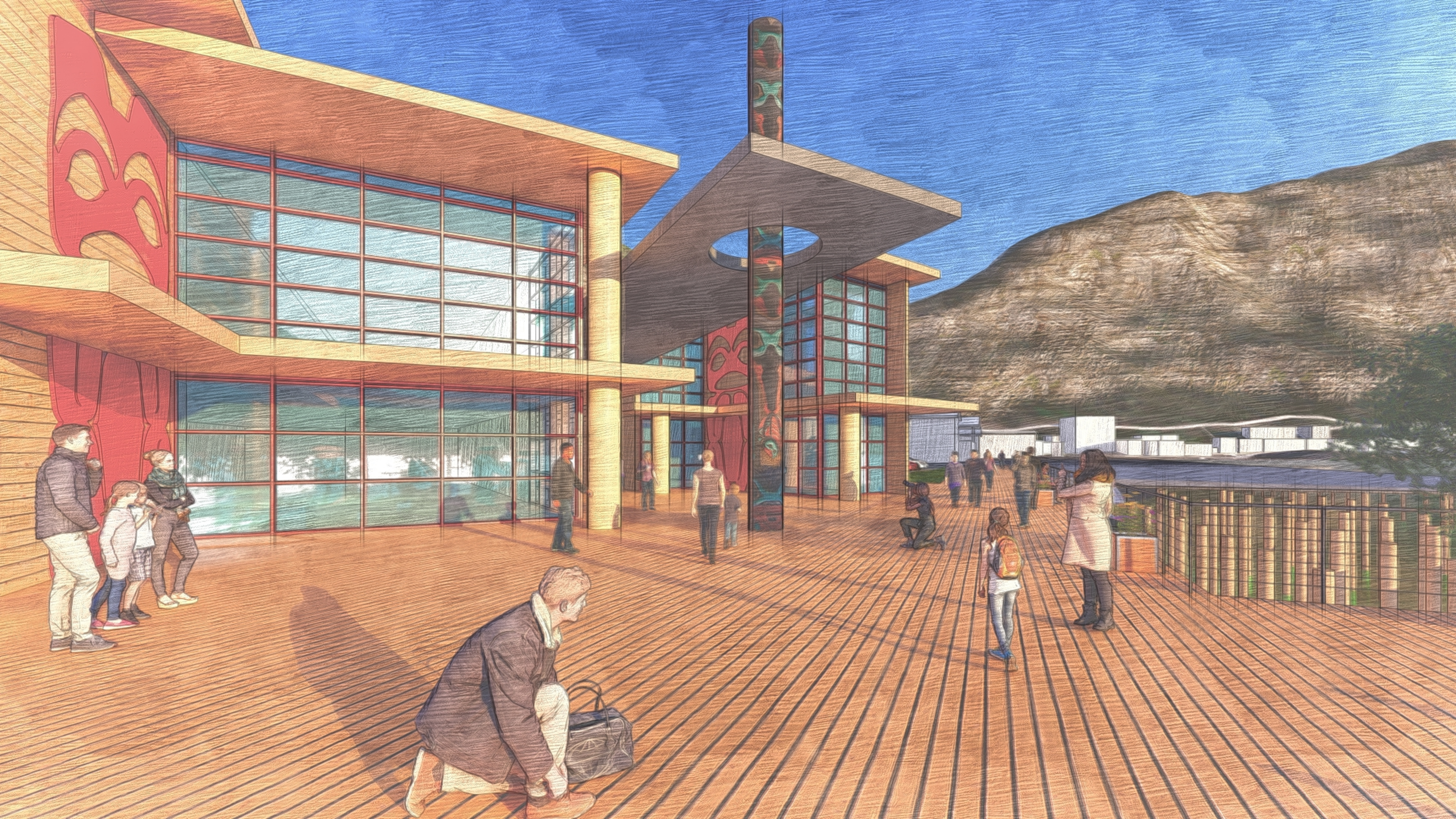
Revised Site Plan

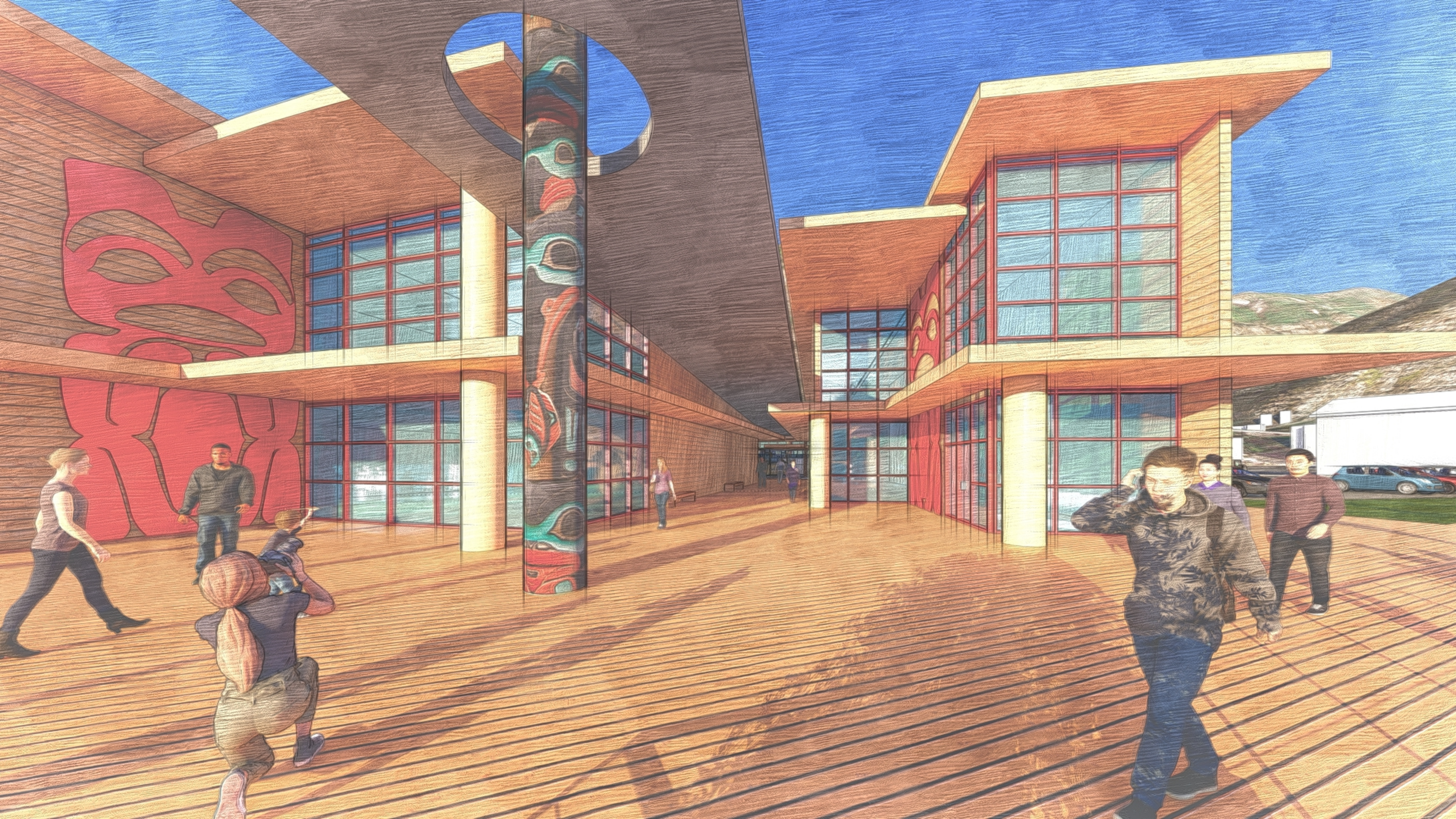


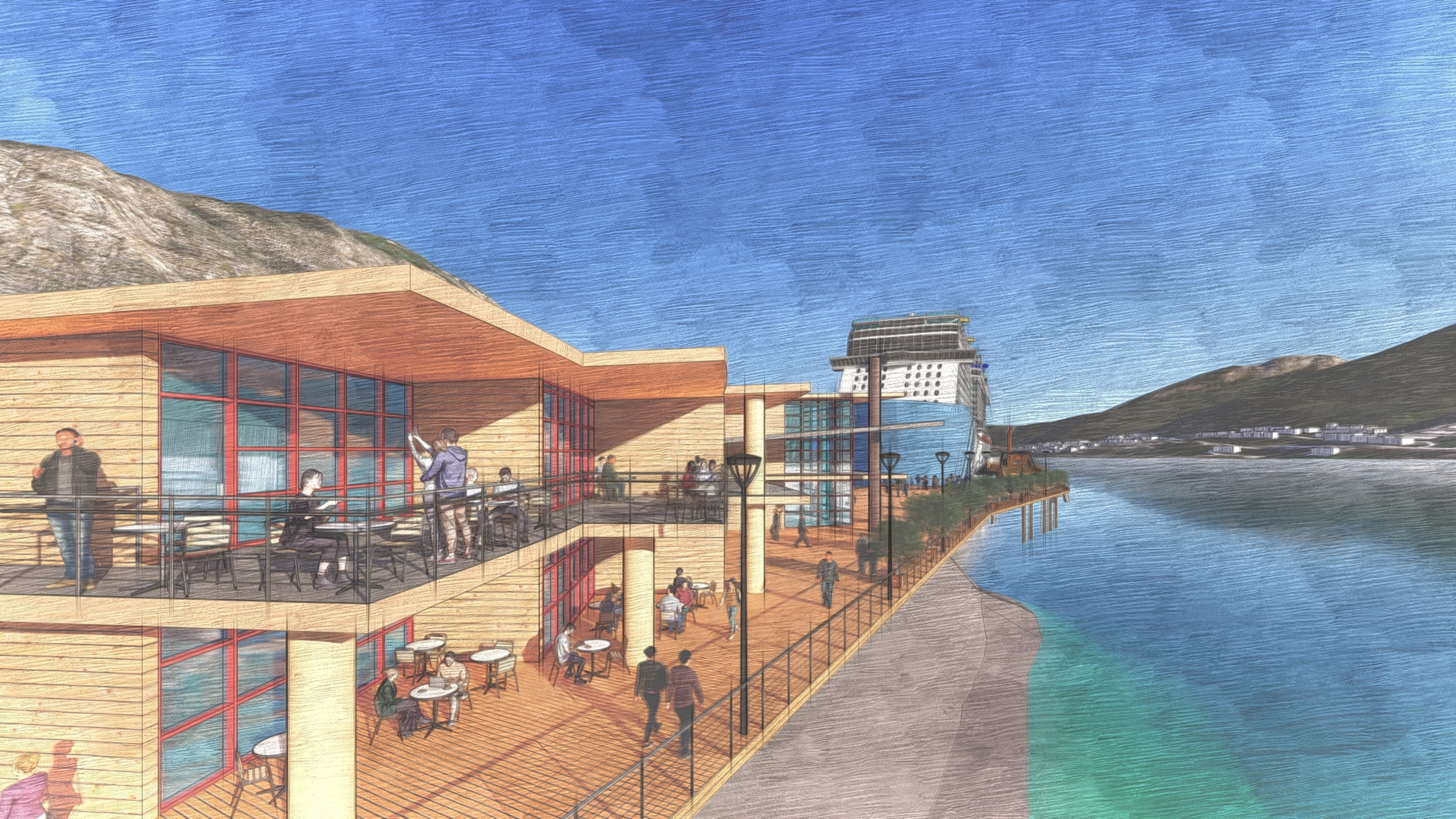














HUNATOTEM CORPORATION

August 11, 2026

Scott Ciambor, Director
Community Development Department
City and Borough of Juneau
Marine View Center, 4th Floor
230 South Franklin Street
Juneau, AK 99801

Dear Mr. Ciambor,

Huna Totem Corporation is applying for a modification of CUP USE2023 0010, approved August 2023 for mixed-use development on Juneau Support Lot C1.

Known as Áak'w Landing, the development includes smaller versions of previously approved public amenities including a welcome center, retail, dining, cultural center, and parking. The seawalk dimensions remain consistent with CUP specifications. Key changes include:

- Buildings total approximately 18,000 square feet.
- Parking will be above ground and exceeds minimum requirements.
- The majority of the seawalk and plaza will be constructed on land, rather than on pilings.

The development continues to meet all CUP conditions and offers extensive community benefits – including the significant reduction of tour vehicle traffic on South Franklin, seawalk extension around the site, and compatibility with Coast Guard development. The revisions also remain compliant with the tideland lease signed by Huna Totem and the CBJ City Manager in April 2026.

Vehicles will access the property via Whittier Street, using the signalized intersection at Egan and Whittier. Updated documents include the *Traffic Impact Analysis* completed by DOWL and submitted to the CBJ Assembly in February 2025 plus an August 2026 memo stating their analysis and recommendations remain valid and maintain required service levels.

After many years, we are excited to bring this project to fruition.

Sincerely,

Susan Bell

Vice President, Strategic Initiatives



MEMORANDUM

TO: Corey Wall (Jensen Yorba Wall, Inc.)
FROM: LaQuita Chmielowski, P.E. (DOWL)
Adam Miles, P.E. (DOWL)
Connor Britts (DOWL)
DATE: August 5, 2026
PROJECT: (UPDATE) Traffic Impact Analysis for Aak'w Landing Development

BACKGROUND

This memorandum re-evaluates potential traffic impacts associated with the revised Aak'w Landing multi-use development. The proposed development is located at the southwest corner of Egan Drive and Whittier Street on Lot C1, Juneau Supports, in Downtown Juneau, Alaska. The original development plan included two phases consisting of an underground bus and passenger vehicle parking garage with approximately 52,000 square feet of retail space and 11,000 square feet of high-turnover restaurant space. Land use for a third phase of development was finalized as a 20,000 square foot cultural museum. The revised development site has been reduced to approximately 14,000 square feet of retail space and 4,300 square feet of high-turnover restaurant space. Land use for a future phase include a cultural center and additional retail which is already accounted for.

TRIP GENERATION

Trip generation rates for the revised site plan are based on data published in the *Institute of Transportation Engineers (ITE) Trip Generation Manual 11th Edition* and cruise data collected by DOWL in August 2024 as approved in the previous TIA.^{1 2} The reduction in retail space from 52,000 square feet to 14,000 square feet shifted the approved ITE land use from LU 821 to 822. Quantities and classification of the revised site plan are in Table 9.

Table 1: Development Land Use Types and Units

Development Phase	Description	ITE Code	Quantity	Units
1	Cruise Ship	-	1	Berth
1	Strip Retail Plaza (<40k)	822	14	KSF
1	High-Turnover (Sit-Down Restaurant)	932	4.3	KSF

The updated development vehicle trips are shown in Table 10. Vehicle trips were converted to person trips as approved in the prior analysis so cruise ship passengers could be adequately taken into account.

¹ Traffic Impact Analysis for Aak'w Landing by DOWL, April, 2025

² *ITE Trip Generation Manual*, 11th Edition, Institute of Transportation Engineers, September 2021.

Table 2: Development Vehicle Trips

Development Phase	Description	Qty.	Daily		AM Peak Hour				PM Peak Hour			
			Rate	Total	Rate	Enter	Exit	Total	Rate	Enter	Exit	Total
1	Cruise Ship ¹	1	—	—	—	—	—	—	—	—	—	—
1	Strip Retail (<40k)	14	54.45	762	7.6	53	53	106	13.24	100	85	185
1	High-Turnover (Sit-Down Restaurant)	4.3	107.2	1,179	9.57	23	18	41	9.05	24	15	39
Total Development Generated Trips			1,941		147				224			
Total Development Person Trips			2,329		176				269			

¹ Trips associated with the cruise ship are detailed in Table 8 and included in Table 11.

The development internal trip capture was re-estimated using the National Cooperative Highway Research Program (NCHRP) Report 684 worksheets.³ The resulting internal trip capture is approximately half of the prior estimate.

Total development person trips along with cruise ship passengers and internal trip capture are accounted for in Table 11. As shown, the total number of vehicle trips expected to enter and exit the site is less than the amount previously approved in 2025.⁴

No additional site mitigations are recommended other than those previously defined in the original TIA.

Table 3: Peak Hour Development Trips

Vehicle Trip Inventory	AM Peak Hour			PM Peak Hour		
	Enter	Exit	Total	Enter	Exit	Total
Development Person Trips – All Phases	92	85	176	149	120	269
Cruise Ship Person Trips	8	1,017	1,025	1,067	211	1,278
Less Internal Trip Capture	-26	-26	-52	-62	-62	-124
Person Trips Subtotal - All Phases	74	1,076	1,150	1,154	269	1,423
Less Cruise Ship Passengers (Pedestrians)	-8	-431	-439	-741	-211	-952
Less Cruise Ship Passengers (Motorized)	0	-586	-586	-326	0	-326
Non-Cruise Ship Person Trips	66	59	125	87	58	145
Non-Cruise Ship Vehicle Trips	55	49	104	73	48	121
Cruise Ship Related Motorized Trips	37	37	74	19	19	38
Total External Vehicle Trips	92	86	178	94	67	159

³ NCHRP Report 684: Enhancing Internal Trip Capture Estimation for Mixed-Use Developments, Transportation Research Board, 2011.

⁴ Traffic Impact Analysis for Aak'w Landing by DOWL, April, 2025

CONCLUSIONS

The revised Aak'w Landing development has been reduced from a three-phase to a two-phase multi-use development in Downtown Juneau. The two phases of the development will consist of approximately 14,000 square feet of retail space with a cultural center and 4,300 square feet of high-turnover restaurant space. The revised development site will generate approximately 40 percent less AM peak hour trips and 53 percent less PM peak hour trips, reducing its impact on traffic operations and resulting in no new site mitigations to be recommended.

Date: February 18, 2025
To: CBJ Lands, Housing, and Economic Development Committee
Cc: Russell Dick, Susan Bell
From: Corey Wall
Re: Aak'w Landing (JYW No. 21022)
Traffic Impact Analysis Executive Summary

The Traffic Impact Analysis (TIA) from DOWL is now completed and ready for submission to CBJ and DOT. The TIA is somewhat dense and technical, so this memo will summarize and contextualize the key findings.

TIA Purpose

The TIA is the mechanism for the traffic engineers at DOT to analyze potential impacts of new developments on controlled vehicular intersections. As such, the methodology used to predict future traffic flows is developed from mathematical models and resources approved by DOT. Because the traffic caused by a new cruise ship development like Aak'w Landing was unusual, the traffic engineers at DOWL worked closely with DOT to develop an accurate and acceptable method to predict vehicle and pedestrian traffic increases. The complex mathematical model developed by DOWL is described in the report on pages 11 -13 and utilizes traffic numbers from published sources as well as from actual counts performed during the 2024 season.

Although the TIA can be used by non-traffic engineers to understand the potential traffic changes, that is not its primary purpose. Many of the specifics used in the model, such as the percentage of traffic turning at a given intersection, may not mesh exactly with a layperson's understanding of traffic patterns. However, the model and methodologies have been negotiated directly between DOWL and DOT to help develop the most accurate findings for the technical purpose of analyzing vehicular traffic impacts to the selected DOT-controlled intersections and determining whether any modifications are required to eliminate or reduce loss of service at these intersections.

TIA Conclusions

Level of Service (LOS) qualitatively describes the operating conditions of an intersection based on factors such as speed, travel time, maneuverability, delay and safety. LOS categories range from A (unimpeded traffic flow) to F (traffic flow at or above capacity with queues forming).

Acceptable Level of Service (LOS) changes at intersections due to new developments are discussed on Page 2. Essentially, DOT wants the LOS at each intersection to be no lower than LOS C, but LOS D is acceptable if the existing condition is already a LOS D. CBJ code requires a minimum standard of LOS D for any roadway or intersection affected by a new development.

The existing LOS at each studied intersection is shown in Table 6 on Page 10.

Table 6: Existing Conditions Traffic Operations

Intersection	AM Peak Hour ^{2,3}			PM Peak Hour ^{2,3}		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street ¹	A	8	—	B	11	—
Egan Drive & Whittier Street	A	7	—	B	19	—
Egan Drive & 10th Street	C	27	—	C	31	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	10	NB	A/B	12	NB
Egan Drive & Glacier Avenue	A/A	9	SBR	B/B	12	SBR

¹ Non-NEMA intersection phasing.

² LOS for unsignalized intersection shown as worst LOS for the Major/Minor approaches.

³ Critical Movement listed for unsignalized intersections.

The intersection operations in the year 2035, with the addition of the Aak'w Landing project and after some mitigating modifications, are shown on Table 19 on Page 24.

Table 19: 2035 Intersection Operations with Development (with Mitigation)

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street	A	9	—	B	11	—
Egan Drive & Whittier Street	B	16	—	B	17	—
Egan Drive & W 10 th Street	C	31	—	C	33	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	11	NB	A/B	14	NB
Egan Drive & Glacier Avenue	A/B	13	SBR	B/C	16	SBR

As shown in Table 19, **after Aak'w Landing is constructed, the LOS at each intersection will be fairly close to existing conditions and all are above the minimum standards set by DOT and CBJ.**

The LOS conditions without mitigations are shown on Table 16 on Page 20 and the mitigation summary is on Page 24. The mitigations include modifying the signal timing at the Egan/10th and Egan/Whittier intersections as well as some striping changes which will alter turn- and through-lanes. Elimination of one of the crosswalks at Egan/10th is also recommended. The mitigations do not require major changes to the roadways and no new lanes or turn lanes will need to be constructed.

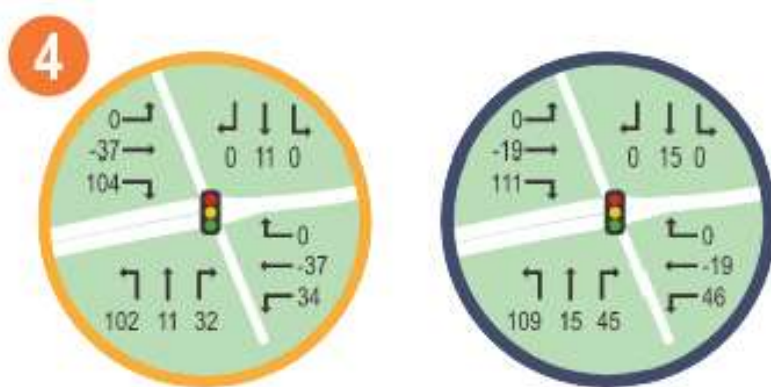
TIA Traffic Count Summaries

The anticipated peak traffic increases caused by the Aak'w Landing project are shown in Table 11 on page 13 of the report. The last line of the Table 11 shows anticipated vehicle traffic increases of **294 vehicles in the Peak AM Hour** (149 entering and 145 exiting) and **341 vehicles in the Peak PM Hour** (172 entering and 169 exiting).

The table also shows the anticipated number of pedestrian increases in the "Less Cruise Ship Passengers (Pedestrians)" line reading, **439 pedestrians in the Peak AM Hour** (8 entering and 431 exiting) and **952 pedestrians in the Peak PM Hour** (741 entering and 211 exiting). Note that this number is negative in the table even though it is an increase because the way it is used in the model to develop the vehicle traffic numbers.

Because of the 5-ship limit, ships at the Aak'w Landing dock will be a combination of replacing ships at anchor, hot-berthing, or new lines entering the market such as MSC Cruises. As a result, some of the existing vehicle traffic to and from these locations will be reduced when the ships are docked instead at Aak'w Landing. However, the report took the conservative position that the traffic reductions would be much less than the full load of vehicles being added by Aak'w Landing. For example, in the morning, the TIA shows vehicle increases of 294 due to Aak'w Landing and a reduction of only 74 due to the elimination of a ship further down South Franklin.

The increased vehicle traffic caused by Aak'w Landing is shown graphically in the excerpt below from Figure 3 which shows traffic changes at the Whittier / Egan intersection at AM (gold) and PM (blue) peak hours. For example, in the morning, the diagram shows that the traffic entering the site from all sides will increase by 149 (as calculated in Table 11, above) with 104 coming east on Egan, 11 coming south down Whittier, and 34 coming west on Egan. The diagram also shows a decrease of 37 vehicles proceeding through the intersection westbound on Egan due to the replacement of a ship and associated vehicle traffic somewhere downtown with the one now at Aak'w Landing. Thus, the TIA calculates the total amount of vehicles increasing on the roadway in the AM leaving the site is 112 (149 - 37).



(Excerpt from Figure 3, traffic changes at the Whittier / Egan intersection)

TIA Numbers Compared to Actual Counts

JYW staff performed on-site counts of the vehicle and pedestrian traffic at the AJ Dock during mid-summer visits of the *Norwegian Bliss* and *Norwegian Encore* during 5 different ship visits in 2023 and 2024. The AJ was good for observation since all traffic was clearly coming or going to the ship at this location.

However, because the AJ Dock is located a fair distance from the center of town (1.1 miles walking distance to the Tram), many pedestrians utilized the free Circulators bus which ran continuously to/from the parking lot in front of the Tram. During peak traffic times, a Circulator entered and exited the site almost every 2 minutes. These Circulator vehicles were half of all the large (bigger than a van) vehicles visiting the site during the counts. Because Aak'w Landing is located much closer to town (0.35 miles to Marine Park), Circulators are unlikely to be used in significant numbers at the new project location.

The maximum number of vehicles, including Circulators, counted entering and exiting the site per hour was fairly consistent each ship visit with 259/hour in the morning and 262/hour in the afternoons. During the busiest hour of 2:30 – 3:30 on June 11, 2024, 126 vehicles entered and 136 exited the AJ Dock site resulting in an actual count of **262 vehicles in the Peak PM Hour.** This compares to 341 used in the TIA for the PM Peak, as discussed above. This gives confidence that the numbers used in the TIA are accurate, if not conservative.



MEMORANDUM

TO: Corey Wall (Jensen Yorba Wall, Inc.)
FROM: LaQuita Chmielowski, P.E. (DOWL)
Cynthia Roe, EI (DOWL)
DATE: January 15, 2025
SUBJECT: Traffic Impact Analysis for Aak'w Landing Development

BACKGROUND

This memorandum evaluates potential traffic impacts associated with the proposed Aak'w Landing multi-use development. The proposed development is located at the southwest corner of Egan Drive and Whittier Street on Lot C1, Juneau Subports, in Downtown Juneau, Alaska. The first two phases of the development will consist of an underground bus and passenger vehicle parking garage with approximately 52,000 square feet of retail space and 11,000 square feet of high-turnover restaurant space. Land use for the third phase of development has been finalized as a cultural museum, though for analysis purposes 20,000 square feet of retail space is assumed. A new driveway is to provide access to the development at the base level of the parking garage on Whittier Street. Opening year for the development is expected to be 2026. The proposed development site plan is included in the Appendix.¹

This study examines the applicable state and municipal codes and compliance requirements, existing intersection operations in the study area, and the impact of the proposed development both now (2026) and in the future (2036).

CODE AND COMPLIANCE REQUIREMENTS

Due to the location and the nature of the Aak'w Landing development, several code and site-specific requirements apply and are included as part of this traffic impact analysis. This section details the Traffic Impact Analysis (TIA) requirements, Mobility Standards, and Site-specific requirements.

TIA Requirements

In accordance with the City and Borough of Juneau (CBJ) policy, a TIA is required for "... (1) a development projected to generate 500 or more average daily trips (ADT)."

According to CBJ code, if a TIA is prepared it "...must identify and assess the impacts of the proposed development on all affected transportation systems... The study area for the TIA shall be that area in which it is anticipated that the proposed development will increase ADT by five percent or more."² Based on this code requirement, a TIA for this development would analyze traffic operations for intersections along roadways with less than approximately 18,000 ADT.

For this development, these intersections include:

- Egan Drive / W 10th Street
- Egan Drive / Glacier Avenue
- Egan Drive / Whittier Street
- Egan Drive / Willoughby Avenue
- Egan Drive / Main Street

¹ Site Plan provided by Jensen Yorba Wall, March 31, 2023.

² Title 49 CBJ Code Chapter 49.40.305

https://library.municode.com/ak/juneau/codes/code_of_ordinances?nodeId=PTIICOOR_TIT49LAUS_CH49.40PATR

Additionally, since the study area is adjacent to Alaska Department of Transportation and Public Facilities (DOT&PF) transportation facilities, State of Alaska TIA requirements are also applicable. The State of Alaska requires a TIA "If a development is projected to generate more than 100 vehicle trips on a highway during any hour of the day."³ DOT&PF provides a standard TIA checklist which outlines the minimum requirements of a TIA compliant with DOT&PF standards.

Other governing documents include the Highway Capacity Manual (HCM) 2010 (5th Edition) consistent with the DOT&PF Highway Preconstruction Manual (HPCM) and HCM 2000 (4th Edition) for all non-NEMA phased intersections and the driveway Standards Section of the Highway Preconstruction Manual (HPCM).^{4 5,6,7}

Mobility Standards

The Alaska Administrative Code (AAC)⁸ establishes a vehicle and pedestrian minimum LOS for the development's construction and design years. These code and policy documents state the following minimum acceptable LOS for the construction and design years:

- LOS C is acceptable if the existing conditions are LOS C or better
- LOS D is acceptable if the existing conditions are LOS D
- If the existing conditions are poorer than LOS D, a lower LOS is acceptable if the operation does not deteriorate more than ten percent (10%) in terms of delay time or any other appropriate measure of effectiveness compared with the background condition (i.e., without the development).

CBJ code establishes minimum standards for acceptable LOS, stating "The minimum acceptable LOS for a roadway segment or intersection within the area affected by the development, on the projected opening date of the development, or full build out of the development, is LOS D".⁹

Driveway Standards

The HPCM states "Where two driveways are provided for one frontage less than 1,000 feet long, the clear distance between driveways should not be less than the minimum distances presented in 1190.5., Control Dimensions. Corner clearances at intersections should also be in accordance with the distance shown in 1190.5." Upon review of the HPCM, the driveway clear zone and corner clearance for this site are not defined given the posted speed on Whittier Street is 20 miles per hour.

³ Section 17 Alaska Administrative Code 10.060, <https://www.akleg.gov/basis/aac.asp#17.10.050>.

⁴ Section 1190 Driveway Standards, Highway Preconstruction Manual, DOT&PF, 2017.

⁵ Alaska Highway Preconstruction Manual, p. 1100-10, Alaska DOT&PF, March 31, 2019.

⁶ HCM 2010: Highway Capacity Manual, 5th Edition, Transportation Research Board, 2015.

⁷ HCM 2010 Calculations are not compatible with non-NEMA phasing plans. Therefore, an older calculation model which does allow non-NEMA phasing is required.

⁸ Section 17 Alaska Administrative Code 10.070, <https://www.akleg.gov/basis/aac.asp#17.10.070>

⁹ Title 49 CBJ Code Chapter 49.40.310

Site Specific Requirements

The CBJ and major cruise lines (Carnival Corp, Disney Cruise Line, NCL, and Royal Caribbean) operating in Juneau ports entered into a Memorandum of Agreement (MOA), in March of 2023, to limit the number of large cruise ships (carrying more than 950 passengers) permitted to dock per day. This MOA limits cruise lines to a maximum of five ships per day calling at or intending to call at Juneau for the 2024 cruise season.¹⁰ This MOA was in response to the 2023 season when there were 34 days with more than five ships at port.¹¹

The MOA was further amended in May 2024 to limit port calls to a maximum of 16,000 passengers Sunday through Friday and 12,000 passengers on Saturday from among all cruise ships calling at or intending to call at Juneau.¹²

Cruise ships without the ability to dock at Port, currently lighter passengers to Marine Park or hot berth with another ship at an existing dock (such as currently occurs at the AJ dock).¹³ Per the 2023 MOA the proposed development will not be increasing the total number of cruise ships allowed to dock in Juneau for a single day. Effective in 2026, the proposed development will not be allowed to increase the number of passengers allowed for a single day. Instead, the proposed development will re-assign a portion of the existing cruise ships and/or passengers from their current destinations to the proposed development site. As a result, no net new additional trips associated with a cruise ship will be added to the transportation system.

Cruise ship passengers and associated traffic are assessed for the proposed development to confirm site specific requirements of the new location, and any added traffic associated with the multi-use development portion of the site.

¹⁰ Memorandum of Agreement between the City & Borough of Juneau and Cruise Lines Docking in Juneau, CBJ, March 16, 2023.

¹¹ Cruise Line Agencies of Alaska Cruise Ship Calendar for 2023, CBJ, February 27, 2023. <https://claalaska.com/wp-content/uploads/2023/02/JNU-Juneau-2023.pdf>

¹² Memorandum of Agreement between the City & Borough of Juneau and Cruise Lines Docking in Juneau, CBJ, May 24, 2024.

¹³Lighter: Use of flat-bottomed barge to transfer goods and passengers from moored ships.

EXISTING CONDITIONS

Existing intersection and study area conditions were assessed prior to inclusion of development traffic to establish a baseline. The following sections describe the existing transportation network, crash history, traffic volumes, and intersection operations.

Transportation Network Description

This section details the existing vehicle and active transportation networks. This summary includes roadway functional classification, posted speed, pedestrian facilities, bicycle facilities, and transit facilities in the study area.

Roadway Network

Table 1 includes the functional classification, posted speed limit, and cross section for the roadways in the study area.

Table 1: Study Area Roadway Characteristics

Roadway	Functional Classification	Posted Speed (mph)	Number of Lanes
Egan Drive	Principal Arterial	35 mph / 20 mph ¹	4 / 3 ²
W 10 th Street	Major Collector	20 mph	2
Whittier Street	Major Collector	20 mph	2
Willoughby Street	Major Collector	20 mph	2
Main Street	Major Collector	20 mph	2
Glacier Avenue	Minor Collector	20 mph	2

¹ Speed is 35 mph from 10th Avenue to Whittier Street and 20 mph from Whittier Street to Main Street.

² Number of lanes reduces from 4 to 3 at Willoughby Avenue.

Intersection Control

The proposed development is located on Lot C1; the majority of development traffic is expected to travel via Egan Drive. The Egan Drive / 10th Street, Egan Drive / Whittier Street, and Egan Drive / Main Street intersections are signalized with protected permitted left-turn phasing. Additionally, the Egan Drive / Main Street intersection operates with pedestrian-only phases for the east and west legs. Figure 1 shows the study area and intersections of interest with their respective traffic control devices.



Figure 1: Study Area Intersections Map

Pedestrian Network

Table 2 includes the sidewalk dimensions in feet, sidewalk surface type, obstructions, and presence of an Americans with Disabilities Act (ADA) accessible curb ramp by roadway in the study area.

Table 2: Study Area Pedestrian Facility Characteristics

Roadway	Sidewalk Dimensions (ft)	Sidewalk Surface	Obstructions	ADA Curb Ramp
Egan Drive	6 (East Side) ¹	Concrete	Lighting and Signal Poles ²	Yes
	6 (West Side) ³	Concrete	Lighting and Signal Poles ⁴	Yes
W 10 th Street	6 (North Side) ⁵	Concrete	None	Yes
	6 (South Side) ⁶	Concrete	None	Yes
Whittier Street	6 (North Side) ⁷	Concrete	None	Yes
	6 (South Side)	Concrete	None	Yes
Willoughby Street	5 (North Side)	Concrete	None	Yes
	6 (South Side)	Concrete	None	Yes
Main Street	6 (North Side)	Concrete Pavers	None	Yes
	7 (South Side)	Concrete Pavers	Lighting Pole ⁸	Yes
Glacier Avenue	6 (North and South Side)	Concrete	None	Yes

¹ RRFB located at the Egan Drive / Glacier Avenue intersection.

² Poles located in front of the Downtown Transit Center.

³ Narrows to 3-foot section at the Egan Drive / Main Street intersection in front of The Hangar on the Wharf.

⁴ Poles located in front of The Hangar on the Wharf.

⁵ Sidewalk does not continue across the Douglas Island bridge.

⁶ Use of the sidewalk is shared between pedestrians and bicyclists.

⁷ Gaps in sidewalk in front of the Alaska State Museum and adjacent to the proposed development.

⁸ Lighting pole in the center of the sidewalk at Main Street / 2nd Street intersection.

Bicycle Network

Table 3 provides a summary of the bicycle facilities available on the study area roadways including the bike lane width, location, and indicates shared use with vehicles.

Table 3: Study Area Bicycle Facility Characteristics

Roadway	Bicycle Lane Width (ft)	Side of Roadway	Shared Use
Egan Drive	5	East	Yes ¹
	5	West	Yes ¹
W 10 th Street	—	North	—
	5	South	Yes ²
Whittier Street	—	—	—
Willoughby Street	—	—	—
Main Street	—	—	—
Glacier Avenue	—	—	—

¹ Dedicated bicycle lane between 10th Street and Main Street. South of Main Street traffic is notified of shared roadway use through “sharrow” pavement striping.

² Dedicated bicycle lane between Egan Drive and F Street. Use of the sidewalk is shared between pedestrians and bicyclists across the Juneau Douglas bridge.

Transit Network

Capital Transit operates a circular transit service in Juneau with six routes, some of which travel the frontage of the proposed development. The Capital Transit routes include the Douglas, Counterclockwise Mendenhall Loop, Clockwise Mendenhall Loop, Egan Express, Lemon Creek Commuter, and Downtown/Valley Express routes. The nearest stop location to the development is on Whittier Street in front of the State Library. Transit vehicles circulate each route once every hour between 6:00 AM. and 11:00 PM all days of the week.¹⁴

Crash History

Both Tables 4 and 5 include crash history for the study intersections for the seven most recent years of available crash data (January 1, 2015, to December 31, 2021).¹⁵ The Egan Drive and Whittier Street intersection experienced six crashes over this seven-year period.

Table 4 focuses on the crash rate at each study intersection, compared to the statewide crash rate, based on intersection traffic control and number of approaches. The statewide intersection averages are based on data from 2008 to 2012 and represent the most recent data available.¹⁶ All of the intersections identified have crash rates that are below the statewide average for intersection types. Table 5 includes the breakdown of crashes by crash type at the intersections.

¹⁴ Juneau Capital Transit, Accessed September 2024. <https://juneaucapitaltransit.org/>

¹⁵ Crash data provided by DOT&PF, April 3, 2023.

¹⁶ Alaska Highway Safety Improvement Program Handbook, Alaska DOT&PF, January 2017.

Table 4: Total Crashes and Crash Rate by Intersection (2015 – 2021)

Intersection	Crash Rate ¹		Crash Severity			Total Crashes
	Intersection	Statewide Average	Fatal	Injury	PDO ²	
Egan Drive & Willoughby Street	0	—	0	0	0	0
Willoughby Avenue & Whittier Street	0	0.52	0	0	0	0
Egan Drive & Whittier Street	0.15	1.57	0	2	4	6
Egan Drive & Glacier Avenue	0.06	—	0	1	1	2
Egan Drive & W 10 th Street	0.63	1.57	0	7	21	28

¹ Crash rate for intersections = Crashes per million entering vehicles (MEV).

² PDO = Property Damage Only

Table 5: Crash Type by Intersection (2015 – 2021)

Intersection	Angle	Single Vehicle Run-off	Rear End	Sideswipe	Bicycle	Motorcycle
Egan Drive & Willoughby Avenue	0	0	0	0	0	0
Willoughby Avenue & Whittier Street	0	0	0	0	0	0
Egan Drive & Whittier Street	2	0	4	0	0	0
Egan Drive & Glacier Avenue	0	0	1	0	1	0
Egan Drive & W 10 th Street	12	1	12	2	0	1

Existing Traffic Volumes

The study team collected existing traffic volumes on Tuesday, March 21, 2023. The data was collected at the six existing study intersections using 16-hour turning movement counts (6:00 AM to 10:00 PM). In addition, traffic volume and speed count over 24-hours were collected on Egan Drive. The AM peak hour of traffic was identified as 7:30 – 8:30 AM, while the PM peak hour was identified as 4:00 – 5:00 PM.

A seasonal adjustment factor (SAF) of 1.12 was applied to the traffic count data to represent typical traffic conditions. The SAF was calculated using data from the nearby DOT&PF permanent count station located on Egan Drive, northwest of Glacier Highway Access Road.¹⁷ Figure 2 shows the seasonally adjusted existing AM and PM peak hour turning movement volumes at the study intersections.

¹⁷ Data from DOT&PF CCS 16070806 (Juneau – Egan @ 3 mile), <https://alaskatraficdata.drakewell.com>

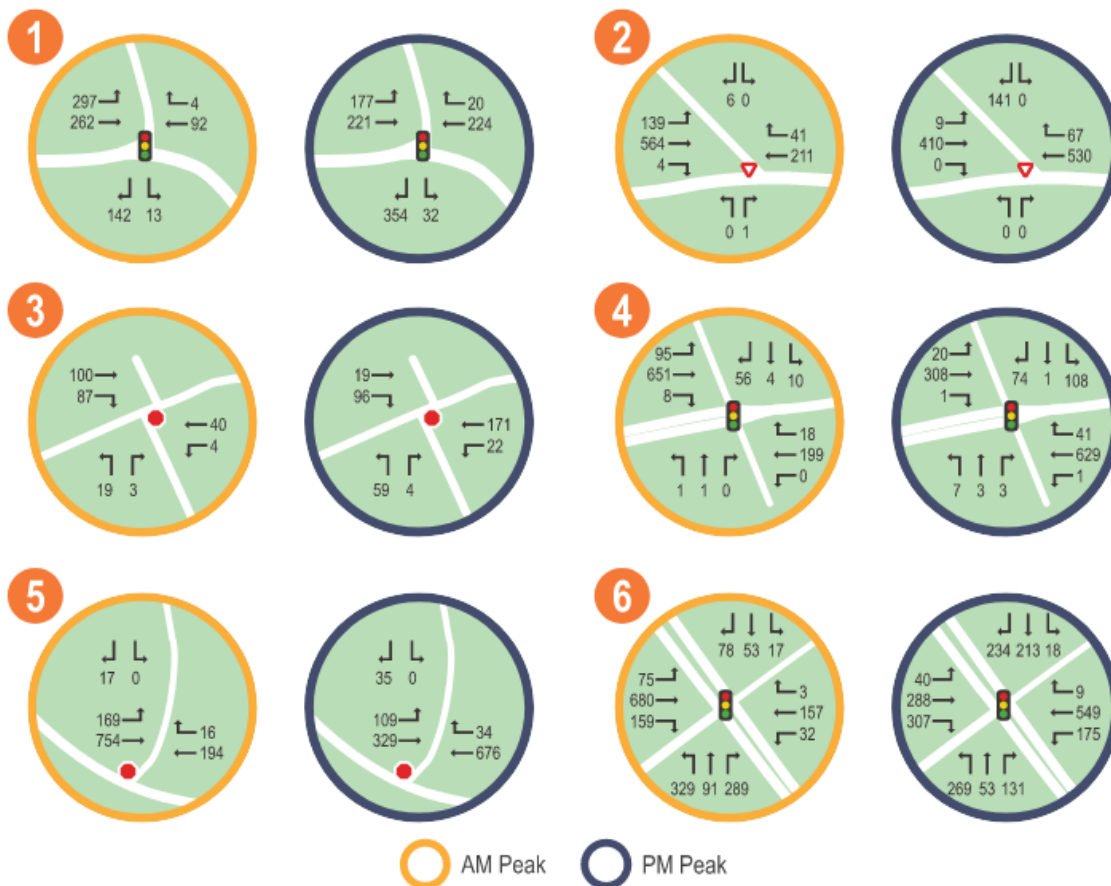


Figure 2: Existing AM and PM Peak Hour Traffic Volumes

Existing (2023) Operations Analysis

Operations of the existing transportation system were evaluated using HCM 5th Edition and 2000 delay methodologies. Intersection operations analysis includes evaluation of both vehicle and pedestrian traffic. All signalized intersections were modeled using timing reports provided by DOT&PF.¹⁸

Intersection Operations

Table 6 includes the existing delay and LOS at the study intersections (reported using the 5th Edition and 2000 HCM delay methodology). Overall intersection delay is reported at the signalized intersections, while delay is only reported for the critical movements (or highest delay approach) at stop-controlled intersections. No intersections within the study area currently operate worse than LOS C with existing signal timing and turn movement configuration during the AM or PM peak hour.

Table 6: Existing Conditions Traffic Operations

Intersection	AM Peak Hour ^{2,3}			PM Peak Hour ^{2,3}		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street ¹	A	8	—	B	11	—
Egan Drive & Whittier Street	A	7	—	B	19	—
Egan Drive & 10th Street	C	27	—	C	31	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	10	NB	A/B	12	NB
Egan Drive & Glacier Avenue	A/A	9	SBR	B/B	12	SBR

¹ Non-NEMA intersection phasing.

² LOS for unsignalized intersection shown as worst LOS for the Major/Minor approaches.

³ Critical Movement listed for unsignalized intersections.

Pedestrian Operations

Table 7 includes the LOS at the study area intersections for pedestrians (reported using the 5th Edition HCM delay methodology). All study area intersections perform at LOS D or better during the AM and PM peak hour.

Table 7: Existing Conditions Pedestrian Operations

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Approach Delay ¹	X-Walk Score ²	LOS	Approach Delay ¹	X-Walk Score ²
Egan Drive & Main Street	B	—	2.6	B	—	2.5
Egan Drive & Whittier Street	B	—	2.6	B	—	2.6
Egan Drive & 10 th Street	C	—	2.9	C	—	2.9
Egan Drive & Willoughby Avenue	C	15.0	—	C	16.2	—
Willoughby Avenue & Whittier Street	A	2.2	—	B	3.9	—
Egan Drive & Glacier Avenue	C	10.0	—	C	14.8	—

¹ Approach delay for two-way stop-controlled intersections only.

² X-Walk Score = Crosswalk LOS Score for signalized intersections only.

¹⁸ Email providing signal timing files, DOT&PF, June 27, 2023.

IMPACT ANALYSIS

In conformance with AAC and CBJ code, trips associated with the proposed development were developed. These trips were then added to the transportation system where vehicle and pedestrian operations analysis was performed. A summary of the trip generation and trip distribution processes as well as operational analysis results are provided in the following sections.

Proposed Development

The proposed development would include an added cruise ship dock (no increase in ship traffic) and an approximately 83,000 square foot mixed-use structure. The following sections outline the trips added to the transportation network associated with the mixed-use structure, designated as net new trips.

Trip Generation

Trip generation rates for the proposed development are based on the data published in the *Institute of Transportation Engineers (ITE) Trip Generation Manual (Trip Generation Manual), 11th Edition*¹⁹ and traffic counts collected by DOWL in August 2024.²⁰ Due to the proximity of the proposed development to Juneau's downtown the August 2024 pedestrian counts are used in this analysis for the identification of mode choice and volume of cruise ship passengers anticipated during the peak hours relative to the size of cruise ship. Of the passengers and crew that disembarked the observed cruise ship, approximately 65 percent traveled off-site via bus, van, or taxi; 30 percent traveled off-site as pedestrians, and the remaining 5 percent remained on the cruise ship. Table 8 models this mode split across a larger ship that would be typical at Aak'w Landing.

Table 8: Cruise Ship Passenger Travel Mode (5,700 Passenger Ship)

Cruise Ship Travel Mode	Daily			AM Peak Hour ²			PM Peak Hour ²		
	Split	Passengers	Person Trips ¹	Enter	Exit	Total	Enter	Exit	Total
Pedestrians	30%	1,710	3,420	8	431	439	741	211	952
Bus/Coach Trips ³	60%	3,420	6,840	0	540	540	301	0	301
Van Trips ⁴	4%	228	456	0	35	35	19	0	19
Taxi Trips ⁵	1%	57	114	0	11	11	6	0	6
Stay Onboard	5%	285	-	-	-	-	-	-	-
Totals	100%	5,700	10,830	8	1,017	1,025	1,067	211	1,278

¹ Number of trips assumes each assigned passenger disembarks and embarks once.

² Peak hour person trips shown in table.

³ Average Bus/Coach occupancy measured 25 occupants per bus/coach.

⁴ No Van Trips noted in observation data. Occupancy estimated at 4 occupants per vehicle, and 4% of total passenger mix.

⁵ Average Taxi occupancy measured 2 occupants per vehicle.

¹⁹ *ITE Trip Generation Manual*, 11th Edition, Institute of Transportation Engineers, September 2021.

²⁰ Celebrity Summit counted by DOWL at Marine Park, August 20, 2024. Multiple camera angles captured total passengers disembarking, passengers walking to off-site locations, and passengers going to motorized tours/taxis.

Table 9 includes the size and type of unit expected at the development by land use code and development phase.²¹

Table 9: Development Land Use Types and Units

Development Phase	Description	ITE Code	Quantity	Units
1	Cruise Ship	-	1	Berth
1	Shopping Plaza (40-150k)	821	32	KSF
1	High-Turnover (Sit-Down Restaurant)	932	11	KSF
2	Shopping Plaza (40-150k)	821	20	KSF
3	Museum	580	20	KSF

This information was used to calculate the expected number of vehicle trips during a typical weekday and the entering and exiting vehicle trips during the AM and PM peak hours as indicated in Table 10. Due to the high number of passengers associated with cruise ships in addition to the planned volume of scheduled vehicle trips, all development trips were converted to their person trip equivalent before conducting an internal trip capture analysis using the *Trip Generation Handbook*.²² For land uses similar to the development site the *Trip Generation Handbook* provides vehicle occupancy rates ranging from 1.13 to 1.69. Given the multiple land uses associated with the development site a conservative vehicle occupancy rate of 1.2 was used to estimate the number of people per vehicle trip. The total number of person trips reflects the number of people this site could expect in a given time period under typical conditions. As shown in Table 10, the site generates a large amount of activity before considering the effect of cruise ship passengers on the site. This affect is further detailed in Table 11 to separate cruise ship vehicle traffic from other site traffic (employees, Juneau residents, etc.).

Table 10: Development Vehicle Trips

Development Phase	Description	Qty.	Daily		AM Peak Hour				PM Peak Hour			
			Rate	Total	Rate	Enter	Exit	Total	Rate	Enter	Exit	Total
1	Cruise Ship ¹	1	—	—	—	—	—	—	—	—	—	—
1	Shopping Plaza (40-150k)	32	94.49	3,024	3.53	57	56	113	9.03	139	150	289
1	High-Turnover (Sit-Down Restaurant)	11	107.2	1,179	9.57	53	52	105	9.05	61	39	100
2	Shopping Plaza (40-150k)	20	94.49	1,890	3.53	36	35	71	9.03	87	94	181
3	Museum	20	0.66	13	0.35	4	3	7	0.18	2	2	4
Total Development Generated Trips			6,106		296				574			
Total Development Person Trips			7,327		355				689			

¹ Trips associated with the cruise ship are detailed in Table 8 and included in Table 11.

²¹ Estimated from concept drawing provided by Jensen Yorba Wall, Concept Drawings Email January 6, 2023.

²² *ITE Trip Generation Handbook*, 3rd Edition, Institute of Transportation Engineers, September 2017.

With guidance from the National Cooperative Highway Research Program (NCHRP) Report 684²³ and the August 2024 cruise ship counts, the total number of site vehicles can be estimated. Table 11 includes the estimated total site vehicle and pedestrian trips entering and exiting the proposed development site during the AM and PM peak hours. The development is expected to add 293 AM peak hour and 341 PM peak hour trips to the roadway network.

Table 11: Peak Hour Development Trips

Vehicle Trip Inventory	AM Peak Hour			PM Peak Hour		
	Enter	Exit	Total	Enter	Exit	Total
Development Person Trips – All Phases	180	175	355	347	342	689
Cruise Ship Person Trips	8	1,017	1,025	1,067	211	1,278
Less Internal Trip Capture	-46	-46	-92	-163	-163	-326
Person Trips Subtotal - All Phases	142	1,146	1,288	1,251	390	1,641
Less Cruise Ship Passengers (Pedestrians)	-8	-431	-439	-741	-211	-952
Less Cruise Ship Passengers (Motorized)	0	-586	-586	-326	0	-326
Non-Cruise Ship Person Trips	134	129	263	184	179	363
Non-Cruise Ship Vehicle Trips	112	108	220	153	150	303
Cruise Ship Related Motorized Trips ¹	37	37	74	19	19	38
Total External Vehicle Trips	149	145	294	172	169	341

¹ Motorized trips are the sum of all Bus/Coach, Van, and Taxi trips from Table 8 at listed occupancy rates.

Trip Distribution

Trip distribution involves estimating where traffic is coming from and going to when accessing the development. The trip distribution was established based on PM peak hour volumes on Egan Drive and adjusted based on Client provided data and concurrence with DOT&PF staff.²⁴ All modes of development traffic were distributed using the following assumptions for trip origins and destinations:

- 60% to/from Egan Drive to the West
- 30% to/from Egan Drive to the East
- 10% to/from Whittier Street to the North

Future Volumes

Volumes for the future year (2035) were developed based on applying a background growth rate to the existing condition volumes and adding development related traffic as described in the following sections.

Background Growth Rate

The background growth rate is estimated based on data from five permanent count stations in Juneau and the recently approved Juneau Douglas North Crossing PEL Study. Growth rates are shown in Table 12. Juneau, on average, experience a -0.3% per year growth rate on traffic

²³ NCHRP Report 684: Enhancing Internal Trip Capture Estimation for Mixed-Use Developments, Transportation Research Board, 2011.

²⁴ Email from DOT&PF staff on May 5, 2023.

volumes since 2013. Similarly low growth rates are currently projected in the DOT&PF adopted Juneau Douglas North Crossing PEL Study at 0.25% per year positive growth. For the purpose of this study, a conservative 0.25% per year compounding growth rate is assumed for future traffic volumes.²⁵

Table 12. Historic and Adopted Growth Rates

Source	AADT		Annual Growth Rate
	2013	2023	
CCS 16070805 – Auke Bay TMAS 000805	2,107	2,380	1.2%
CCS 16170896 – Sunny Pt TMAS 000896	25254	23200	-0.8%
CCS 16070806 – Egan @ 3-mile TMAS 000806	21225	19300	-0.9%
CCS 16070918 – S Douglas Highway TMAS 000918	7967	6980	-1.3%
CCS 16070809 – Mendenhall River Bridge TMAS 160708	4508 ¹	4780	0.5%
Juneau 10-yr Historic Average	-	-	-0.3%
Juneau Douglas North Crossing PEL	-	-	0.25%
Final Aak’w Landing TIA Future Growth Rate	-	-	0.25%

¹ Mendenhall River Bridge CSS not operational in 2013. Data from 2012 used instead.

Future Build Volumes

Figure 3 shows how trips generated by the proposed development are distributed throughout the transportation system at study area intersections by movement during the AM and PM peak hour.

As noted in the site-specific requirements, for compliance with the 2023 MOA the proposed development will not be increasing the total number of cruise ships allowed to dock in Juneau for a single day. Effective in 2026, the proposed development will not be allowed to increase the number of passengers allowed for a single day. Instead, the proposed development will re-assign existing cruise ships and/or passengers from their current destinations to the proposed development site.

Cruise ship motorized trips shown in Table 11 are shown in Figure 3 as diverted link trips instead. This allows these trips to show the additional impact to turning movement at the Egan Drive / Whittier Street intersection and reduced impact to intersections east of Whittier Street.

In addition, the peak hour factor typically increases as volumes increase to reflect congestion creating a homogeneous peak hour. For the purpose of this analysis existing peak hour factors have been carried forward to future years without adjustment. This creates a conservative future year operations projection.

²⁵ A future growth rate of 0.25% was identified in the Juneau Douglas North Crossing PEL Study. Volume to Capacity of the Existing Juneau-Douglas Bridge, DOWL, April 2022.

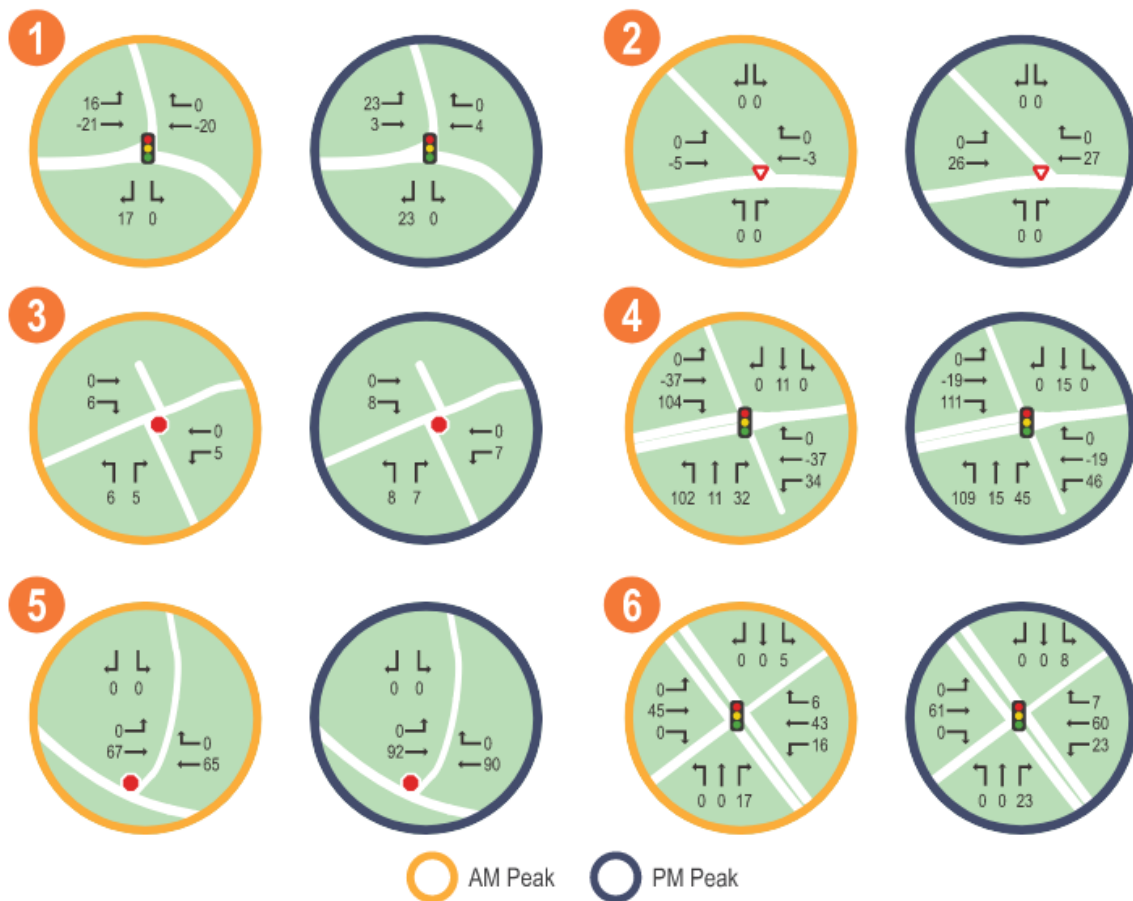


Figure 3: Added Development Traffic Volumes

Future Traffic Operating Conditions

Operations of the study area transportation system were evaluated for the future year 2035 under no-build and build conditions for the AM and PM peak hours. Operational analysis of pedestrian and vehicle traffic uses HCM 5th Edition and 2000 delay methodologies as applicable.

Future Year (2035) No-Build Operations Analysis

Intersection Operations

Figure 4 shows the expected AM and PM peak hour turning movement counts in 2035 without the proposed Aak'w Landing development. Table 13 includes the expected delay and LOS at study intersections in 2035 without the Aak'w Landing development. In this scenario, with existing signal timing and turn movement configuration during the AM and PM peak hour, the Egan Drive / 10th Street intersection continues to degrade and operates at LOS D. All study area intersections operate within an acceptable level for mobility standards.

Table 13: Future Year (2035) No-Build Traffic Operations

Intersection	AM Peak Hour ^{2,3}			PM Peak Hour ^{2,3}		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street ¹	A	8	—	B	11	—
Egan Drive & Whittier Street	A	7	—	C	23	—
Egan Drive & W 10 th Street	C	29	—	C	29	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	11	NB	A/B	12	NB
Egan Drive & Glacier Avenue	A/A	9	SBR	B/B	12	SBR

¹ Non-NEMA intersection phasing.

² LOS for unsignalized intersection shown as worst LOS for the Major/Minor approaches.

³ Critical Movement listed for unsignalized intersections.

Pedestrian Operations

Table 14 includes the expected delay and LOS at study area intersections for pedestrians (reported using the 5th Edition HCM delay methodology) in 2035, without the Aak'w Landing development. As shown in the table, all study area intersections operate at LOS C or better.

Table 14: Future Year (2035) No-Build Pedestrian Operations

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Approach Delay ¹	X-Walk Score ²	LOS	Approach Delay ¹	X-Walk Score ²
Egan Drive & Main Street	C	—	2.8	B	—	2.6
Egan Drive & Whittier Street	C	—	2.8	B	—	2.6
Egan Drive & 10 th Street	C	—	2.8	C	—	3.0
Egan Drive & Willoughby Avenue	C	15.8	—	C	13.2	—
Willoughby Avenue & Whittier Street	A	2.3	—	A	3.3	—
Egan Drive & Glacier Avenue	C	16.4	—	C	12.4	—

¹ Approach delay for two-way stop-controlled intersections only.

² X-Walk Score = Crosswalk LOS Score for signalized intersections only.

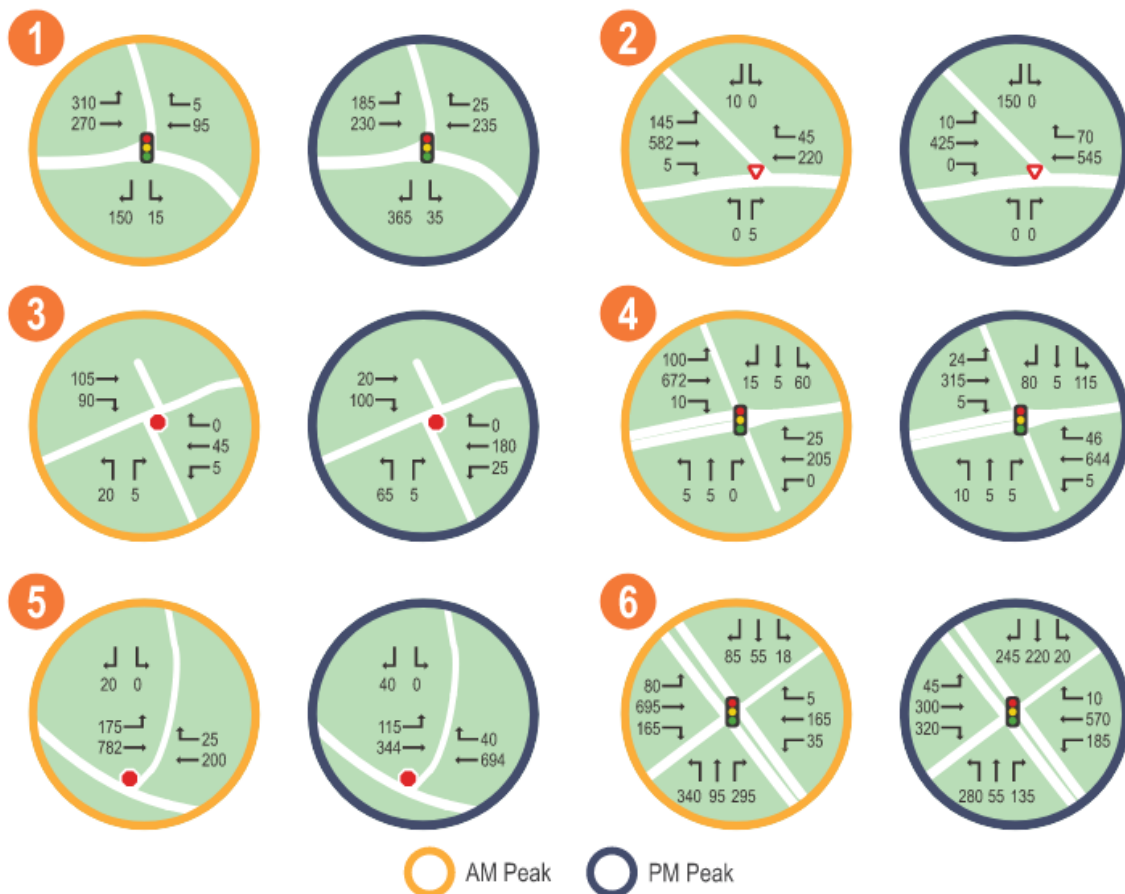


Figure 4: Future 2035 No-Build Traffic Volumes

Queue Length Analysis

Table 15 includes the expected 95th percentile queue at each study intersection approach. As shown, no queue exceeds available storage during the AM and PM peak hours.

Table 15: Future Year (2035) No-Build Queue Lengths

Intersection	NB			SB			EB			WB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Egan Drive & Main Street												
Available Storage				-		140	150	-			-	
AM 95 th Percentile				40		0	120	60			60	
PM 95 th Percentile				40		60	80	80			100	
Egan Drive & Whittier Street												
Available Storage		-	100		-	100	200	-		100	-	
AM 95 th Percentile		20	0		60	40	80	180		0	60	
PM 95 th Percentile		20	20		100	60	40	120		20	160	
Egan Drive & W 10th Street												
Available Storage	350	-		200	-	230	330	-	150		-	150
AM 95 th Percentile	60	80		140	280	0	180	220	140		100	60
PM 95 th Percentile	200	200		60	160	0	160	160	0		200	140
Egan Drive & Willoughby Avenue¹												
Available Storage		-				-	570					
AM 95 th Percentile		20				0	100					
PM 95 th Percentile		0				0	20					
Willoughby Avenue & Whittier Street¹												
Available Storage		-						-			-	
AM 95 th Percentile		40						0			20	
PM 95 th Percentile		60						0			20	
Egan Drive & Glacier Avenue¹												
Available Storage						400	200				-	
AM 95 th Percentile						0	60				0	
PM 95 th Percentile						0	80				0	

¹ Queues provided for stopped movements only.

Future Year (2035) Operations with Development**Intersection Operations**

Figure 5 shows the total traffic expected at study intersections in 2035, with the Aak'w Landing development. Table 16 includes the expected traffic operations at each study intersection under existing signal timing and turn movement configuration conditions. These conditions result in LOS D at the Egan Drive / 10th Street and Egan Drive / Whittier Street intersections during the AM and PM peak hours. All other intersections operate within an acceptable level for mobility standards.

Table 16: 2035 Intersection Operations with Development

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street	A	9	—	B	11	—
Egan Drive & Whittier Street	D	40	—	D	37	—
Egan Drive & W 10 th Street	D	40	—	C	33	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	11	NB	A/B	14	NB
Egan Drive & Glacier Avenue	A/B	11	SBR	B/C	15	SBR

¹ Non-NEMA intersection phasing.

² LOS for unsignalized intersection shown as worst LOS for the Major/Minor approaches.

³ Critical Movement listed for unsignalized intersections.

As required by AAC, mitigation is needed at the Egan Drive / W 10th Street and Egan Drive / Whittier Street intersections due to the identification of unacceptable levels of operation (LOS D or worse).

Pedestrian Operations

Table 17 includes the existing delay and LOS at study area intersections for pedestrians (reported using the 5th Edition HCM delay methodology). Pedestrian delay for the intersection leg expected to experience the most delay is reported. All study area intersections are expected to operate within an acceptable level for mobility standards during the AM or PM peak hours.

Table 17: 2035 Pedestrian Operations with Development

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Approach Delay ¹	X-Walk Score ²	LOS	Approach Delay ¹	X-Walk Score ²
Egan Drive & Main Street	C	—	2.8	B	—	2.2
Egan Drive & Whittier Street	C	—	2.8	C	—	2.8
Egan Drive & 10 th Street	C	—	3.0	C	—	3.0
Egan Drive & Willoughby Avenue	C	15.6	—	C	14.4	—
Willoughby Avenue & Whittier Street	A	2.3	—	A	3.3	—
Egan Drive & Glacier Avenue	C	17.0	—	C	20.0	—

¹ Approach delay for two-way stop-controlled intersections only.

² X-Walk Score = Crosswalk LOS Score for signalized intersections only.

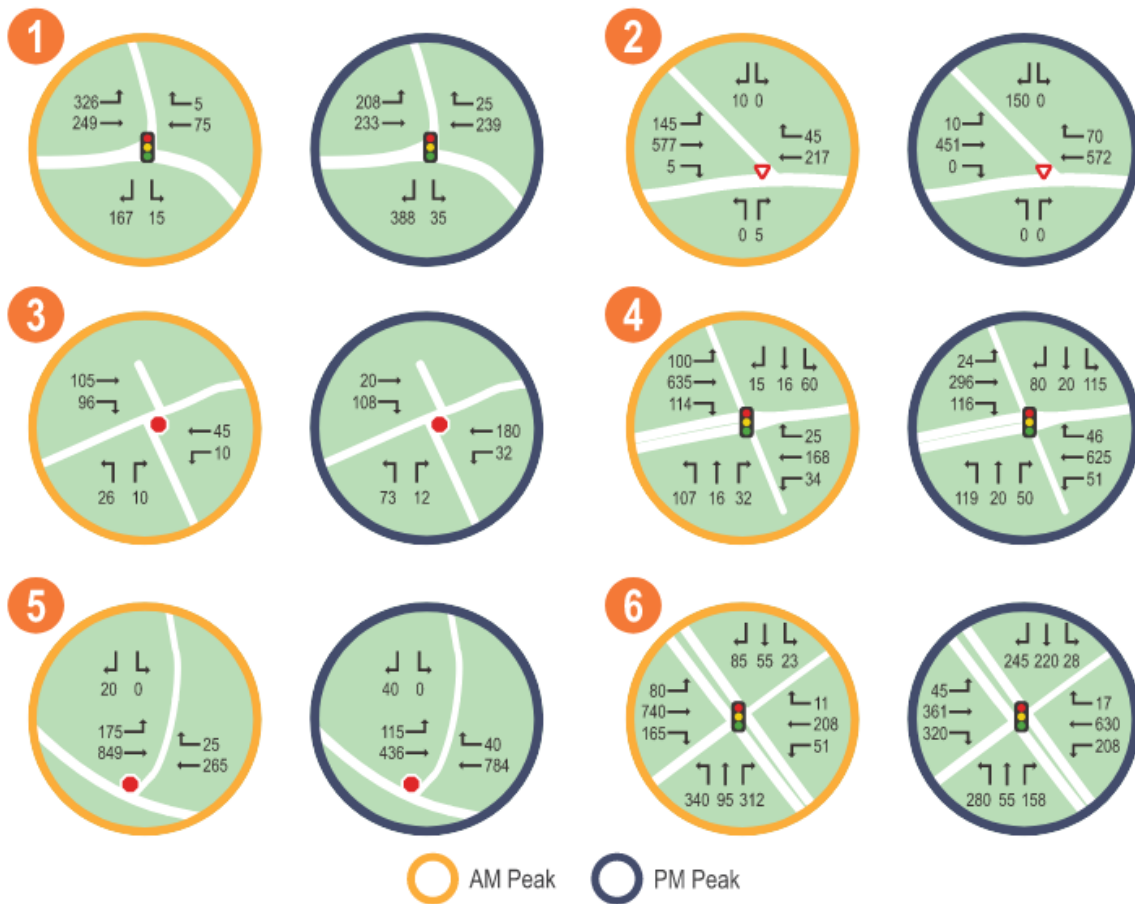


Figure 5: Future 2035 Build Volumes

Queue Length Analysis

Table 18 includes the expected 95th percentile queue at each study intersection approach. As shown, the only queue which exceeds available storage during the AM and PM peak hours is the eastbound left from Egan Drive onto Main Street at the Egan Drive / Main Street intersection.

Table 18: Future Year (2035) with Development Queue Lengths

Intersection	NB			SB			EB			WB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Egan Drive & Main Street												
Available Storage				-		140	150	-			-	
AM 95 th Percentile				40		0	160	100			60	
PM 95 th Percentile				80		120	100	100			120	
Egan Drive & Whittier Street												
Available Storage		-	100		-	100	200	-		100	-	
AM 95 th Percentile		120	40		80	40	100	280		40	80	
PM 95 th Percentile		100	40		100	60	40	200		60	180	
Egan Drive & W 10th Street												
Available Storage	350	-		200	-	230	330	-	150		-	150
AM 95 th Percentile	80	100		160	280	40	220	220	160		100	60
PM 95 th Percentile	200	200		60	160	0	140	160	0		200	140
Egan Drive & Willoughby Avenue¹												
Available Storage		-				-	570					
AM 95 th Percentile		20				0	120					
PM 95 th Percentile		0				0	40					
Willoughby Avenue & Whittier Street¹												
Available Storage		-						-			-	
AM 95 th Percentile		60						20			20	
PM 95 th Percentile		60						20			40	
Egan Drive & Glacier Avenue¹												
Available Storage						400	200					
AM 95 th Percentile						0	60					
PM 95 th Percentile						0	80					

¹ Queues provided for stopped movements only.

Site Circulation Review

In addition to typical engineering analysis considerations, the current site plan (Figure 7) was evaluated for qualitative site circulation considerations that should be taken under advisement prior to finalizing the site plan. The site currently plans two access points on Whittier Street, one in the approximate location of the existing driveway used to access the parcel and a second to the south. No additional access to Egan Drive is proposed with the current site plan.

Site circulation concerns include the following:

- Eastbound turning radius from Egan Drive: Final site plans should confirm design vehicles (busses/coaches) can safely turn from Egan Drive to Whittier Street. The turning radius of the southwest intersection corner should be modified as needed.
- Parking and loading of all commercial vehicles is currently anticipated within the site's parking garage levels. This will allow for minimized conflict between development related traffic and other network traffic.



Figure 6: Proposed Site Plan

Mitigation Summary

The following section details any measures which would aid in meeting operational deficiencies (LOS D or worse) due to added traffic associated with the proposed development.

Egan Drive / W 10th Street

Based on the needs identified in the Future Year (2035) with Development, the following improvements to the Egan Drive / W 10th Street intersection are recommended:

- **AM Peak Hour Signal Timing Updates:** Update AM Peak Hour traffic signal timing plan after construction of the Aak'w Landing development based on actual field counts. This traffic analysis indicates a re-optimized green split could resolve the LOS concern. An example green split is provided in the Appendix with results shown in Table 19.
- **Crosswalk Removal:** consider removal of the northern intersection crosswalk which runs concurrent with the W 10th Street signal phase. This would remove the possibility of an extended green split to serve a low-utilization crosswalk. Connectivity of the pedestrian network is maintained through the south crosswalk.

Egan Drive / Whittier Street

Based on the needs identified in the Future Year (2035) with Development, the following improvements to the Egan Drive / Whittier Street intersection are recommended:

- **Traffic Signal Modification:** A modification to the existing traffic signal is recommended to remove the northbound/southbound split phase timing. This modification would require concurrent updates to the intersection striping and laneage to remove the northbound and southbound through-lefts in favor of through-rights. The full extent of the traffic signal modification should be coordinated during design with DOT&PF.
- **Peak Hour Signal Timing Updates:** Update AM and PM Peak Hour traffic signal timing plans after construction of the Aak'w Landing development based on actual field counts. This traffic analysis indicates a re-optimized green split in conjunction with the traffic signal modification will resolve the LOS concern. An example green split is provided in the Appendix with results shown in Table 19.

Table 19 includes the expected traffic operations at each study intersection under the mitigated signal timing and turn movement configurations. As shown, all intersections operate within an acceptable LOS after implementation of the above recommendations.

Table 19: 2035 Intersection Operations with Development (with Mitigation)

Intersection	AM Peak Hour			PM Peak Hour		
	LOS	Delay	Critical Movement	LOS	Delay	Critical Movement
Egan Drive & Main Street	A	9	—	B	11	—
Egan Drive & Whittier Street	B	16	—	B	17	—
Egan Drive & W 10 th Street	C	31	—	C	33	—
Egan Drive & Willoughby Avenue	A/B	14	NB	A/A	9	EBL
Willoughby Avenue & Whittier Street	A/B	11	NB	A/B	14	NB
Egan Drive & Glacier Avenue	A/B	13	SBR	B/C	16	SBR

Table 20 includes the expected 95th percentile queue at each study intersection approach. As shown, the only queues which exceed available storage during the AM and PM peak hours are the eastbound right from W 10th Street onto Egan Drive at the Egan Drive / W 10th Street intersection and the southbound left from Whittier Street onto Egan Drive at the Egan Drive / Whittier Street intersection.

Table 20: Future Year (2035) with Mitigation Queue Lengths

Intersection	NB			SB			EB			WB		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
Egan Drive & Main Street												
Available Storage				-		140	150	-			-	
AM 95 th Percentile				120		40	140	100			80	
PM 95 th Percentile				60		100	100	100			120	
Egan Drive & Whittier Street												
Available Storage	200	-		90	-		200	-		100	-	
AM 95 th Percentile	120	60		80	40		80	500		60	60	
PM 95 th Percentile	100	60		100	80		40	200		60	160	
Egan Drive & W 10 th Street												
Available Storage	350	-		200	-	230	330	-	150		-	150
AM 95 th Percentile	80	100		140	300	60	220	220	160		100	60
PM 95 th Percentile	220	220		60	180	0	140	160	20		240	140
Egan Drive & Willoughby Avenue ¹												
Available Storage		-				-	570					
AM 95 th Percentile		20				0	240					
PM 95 th Percentile		0				0	20					
Willoughby Avenue & Whittier Street ¹												
Available Storage		-						-			-	
AM 95 th Percentile		40						20			20	
PM 95 th Percentile		60						20			40	
Egan Drive & Glacier Avenue ¹												
Available Storage						400	200					
AM 95 th Percentile						0	100					
PM 95 th Percentile						0	100					

¹ Queues provided for stopped movements only.

CONCLUSIONS

The proposed Aak'w Landing development is a three-phase multi-use development opening in Downtown Juneau during the year 2025. The three phases of the development will consist of underground bus and passenger vehicle parking garage with approximately 52,000 square feet of retail space, 11,000 square feet of high-turnover restaurant space, and 20,000 square feet of cultural museum space. Access to the development will be provided via a new driveway at the base level of the parking garage on Whittier Street. The proposed development as currently planned will add approximately 83,000 square feet of multi-use space off Egan Drive, generating 323 trips in the AM and 483 trips in the PM peak hours.

The following is a list site circulation recommendations and mitigations required by the development to meet AAC level of service requirements.

- **Site Circulation**

- Eastbound turning radius from Egan Drive: Final site plans should confirm design vehicles (busses/coaches) can safely turn from Egan Drive to Whittier Street. The turning radius of the southwest intersection corner should be modified as needed.
- Parking and loading of all commercial vehicles is currently anticipated within the site's parking garage levels. This will allow for minimized conflict between development related traffic and other network traffic.

- **Egan Drive / W 10th Street**

- AM Peak Hour Signal Timing Updates: Update AM Peak Hour traffic signal timing plan after construction of the Aak'w Landing development based on actual field counts. This traffic analysis indicates a re-optimized green split could resolve the LOS concern.
- Crosswalk Removal: consider removal of the northern intersection crosswalk which runs concurrent with the W 10th Street signal phase. This would remove the possibility of an extended green split to serve a low-utilization crosswalk. Connectivity of the pedestrian network is maintained through the south crosswalk.

- **Egan Drive / Whittier Street**

- Traffic Signal Modification: A modification to the existing traffic signal is recommended to remove the northbound/southbound split phase timing. This modification would require concurrent updates to the intersection striping and laneage to remove the northbound and southbound through-lefts in favor of through-rights. The full extent of the traffic signal modification should be coordinated during design with DOT&PF.
- Peak Hour Signal Timing Updates: Update AM and PM Peak Hour traffic signal timing plans after construction of the Aak'w Landing development based on actual field counts. This traffic analysis indicates a re-optimized green split in conjunction with the traffic signal modification will resolve the LOS concern. An example green split is provided in the Appendix with results shown in Table 19.



Planning Commission

(907) 586-0715

PC_Comments@juneau.org

www.juneau.org/community-development/planning-commission

155 S. Seward Street • Juneau, AK 99801

PLANNING COMMISSION

NOTICE OF DECISION

Date: August 9, 2023

File No.: USE2023 0010

Huna Totem Corporation
9301 Glacier Hwy, Ste. 200
Juneau, AK 99801

Proposal: Conditional Use Permit for mixed use development: Up to 50,000 square feet of retail and related uses, underground bus staging and vehicle parking, and a park.

Property Address: O Egan Drive

Legal Description: Juneau Subport Lot C1

Parcel Code No.: 1C060K010031

Hearing Date: August 8, 2023

The Planning Commission, at its regular public meeting, adopted the analysis and findings listed in the attached memorandum dated August 2, 2023, and APPROVED the Conditional Use Permit for mixed use development: Up to 50,000 square feet of retail and related uses, underground bus staging and vehicle parking, and a park, to be conducted as described in the project description and project drawings submitted with the application.

Attachments: August 2, 2023, memorandum from Irene Gallion, Community Development, to the CBJ Planning Commission regarding USE2023 0010.

This Notice of Decision does not authorize construction activity. Prior to starting any project, it is the applicant's responsibility to obtain the required building permits.

This Notice of Decision constitutes a final decision of the CBJ Planning Commission. Appeals must be brought to the CBJ Assembly in accordance with CBJ 01.50.030. Appeals must be filed by 4:30 P.M. on the day twenty days from the date the decision is filed with the City Clerk, pursuant to CBJ 01.50.030(c).

Any action by the applicant in reliance on the decision of the Planning Commission shall be at the risk that the decision may be reversed on appeal (CBJ 49.20.120).

Effective Date: The permit is effective upon approval by the Commission, August 8, 2023

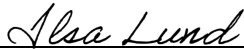
Expiration Date: The permit will expire 18 months after the effective date, or February 8, 2025, if no Building Permit has been issued and substantial construction progress has not been made in accordance with the plans for which the development permit was authorized. Application for permit extension must be submitted thirty days prior to the expiration date.



Michael LeVine, Chair
Planning Commission

August 11, 2023

Date



Filed With City Clerk

August 14, 2023

Date

cc: Plan Review

NOTE: The Americans with Disabilities Act (ADA) is a federal civil rights law that may affect this development project. ADA regulations have access requirements above and beyond CBJ-adopted regulations. Owners and designers are responsible for compliance with ADA. Contact an ADA - trained architect or other ADA trained personnel with questions about the ADA: Department of Justice (202) 272-5434, or fax (202) 272-5447, NW Disability Business Technical Center (800) 949-4232, or fax (360) 438-3208.



**PLANNING COMMISSION STAFF REPORT
CONDITIONAL USE PERMIT USE2023 0010
HEARING DATE: AUGUST 8, 2023**

(907) 586-0715

CDD_Admin@juneau.org

www.juneau.org/community-development

155 S. Seward Street • Juneau, AK 99801

DATE: August 2, 2023
TO: Michael LeVine, Chair, Planning Commission
BY: Irene Gallion, Senior Planner 
THROUGH: Jill Maclean, Director, AICP

PROPOSAL: Applicant requests a Conditional Use Permit for mixed use development: Up to 50,000 square feet of retail and related uses, underground bus staging and vehicle parking, and a park.

STAFF RECOMMENDATION: Approval

KEY CONSIDERATIONS FOR REVIEW:

- Seawalk on the south side of the development will meet the 16 foot requirement established in ordinance and in plans. The seawalk width on this lot line is limited by Coast Guard properties.
- Seawalk on the west side of the development will be 20 feet wide, as desired by CBJ Parks and Recreation.
- The proposal moves reception of over 100,000 passengers out of the congested downtown dock area.
- No development on USCG property is explicitly or tacitly approved by this permit.
- Conditions applicable to uplands development were approved under the Notice of Decision for USE2023 0003 (**Attachment C**).

ALTERNATIVE ACTIONS:

1. **Amend:** require additional conditions or delete or modify the recommended conditions.
2. **Deny:** deny the permit and adopt new findings for items 1-6 below that support the denial.
3. **Continue:** to a future meeting date if determined that additional information or analysis is needed to make a decision, or if additional testimony is warranted.

ASSEMBLY ACTION REQUIRED:

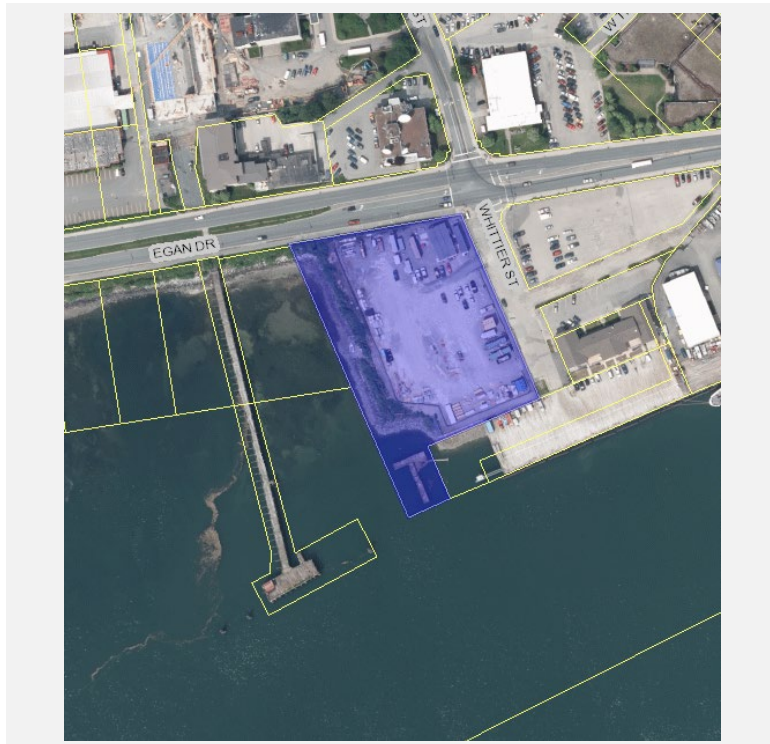
Assembly action is not required for this permit.

STANDARD OF REVIEW:

- Quasi-judicial decision
- Requires five (5) affirmative votes for approval
- Code Provisions:
 - CBJ 49.15.330
 - CBJ 49.40.210
 - CBJ 49.35.240
 - CBJ 49.70.960
 - CBJ 49.80

GENERAL INFORMATION	
Property Owner	Huna Totem Corporation
Applicant	Russell Dick
Property Address	0 Egan Drive
Legal Description	Juneau Subport Lot C1
Parcel Number	1C060K010031
Zoning	MU2
Land Use Designation	Traditional Town Center
Lot Size	125,406 square feet, 2.8789 acres
Water/Sewer	CBJ
Access	Whittier Street
Existing Land Use	Vacant
Associated Applications	USE2023 0003: Dock approval

SITE FEATURES AND ZONING



SURROUNDING ZONING AND LAND USES	
North (MU2)	Egan Drive/mixed use
South (WC)	Gastineau Channel
East (MU2/WC)	Coast Guard
West (WC)	Tidelands

SITE FEATURES	
Anadromous	No
Flood Zone	VE El 23 feet
Hazard	None mapped
Hillside	No
Wetlands	No
Parking District	Town Center
Historic District	No
Overlay Districts	Cruise Ship Berthing and Lightering District Map

BACKGROUND INFORMATION

Project Description – The Applicant is requesting a Conditional Use Permit (CUP) for uplands development that includes vehicle parking, tourism logistics, retail, restaurants and a park (**Attachment A**). The Applicant will be partnering with Sealaska Heritage and Goldbelt on a culture and science center on the site (**Attachment B**).

The 500-foot wide, 70-foot long dock associated with this uplands development was approved at the July 11, 2023 Planning Commission meeting (Notice of Decision for USE2023 0003, **Attachment C**).

At that time the Commission did not approve the uplands development due to concerns about:

- Phasing, and not having a concrete idea of the final phase use.
- Public notice, as no opposition was present.

The differences between this proposal and the last one (USE2023 0003) are:

- The dock not included, since it has already been approved.
- There is no phasing. The proposal is for one project.
- The site will include a cultural and science center. Under the previous application, 40,000 square feet was proposed for one of three uses: Housing, retail, or a cultural center. In this proposal, the applicant has determined that the structure will be developed as a culture and science center.

Concept drawings are provided to aid the Planning Commission in determining compliance with Title 49.

The Planning Commission is reviewing this application for CBJ Title 49 land use compliance. If this application is approved the Applicant will coordinate permitting with other agencies as needed. Permitting agencies may include departments of CBJ, and the Alaska Department of Transportation and Public Facilities.

Process –

The process for bringing this project through CBJ review was established when Norwegian Cruise Lines owned the property. The public process history can be found at the Short Term Planning web site, under USE2023 0003:

<https://juneau.org/community-development/short-term-projects>

The process was outlined for the public in the January 10, 2022, public meeting on the Long Range Waterfront Plan amendment.

Update to the Long Range Waterfront Plan, COMPLETED. The intent of Appendix B of the plan is to provide a concise set of provisions for the Commission to review.

Apply for and receive a Conditional Use Permit, COMPLETED FOR THE DOCK. The Planning Commission's role is to verify regulatory and plan compliance. The Commission has approved the dock. This application is for the uplands.

Tidelands Lease. The lease provides the vehicle for the Assembly to attach qualitative policy standards to the project, based on their assessment of community interest and well-being. The tidelands lease will be applied for through the CBJ Division of Lands and Resources and heard by the Assembly under Title 53.

Modifications to the Long Range Waterfront Plan followed recommendations of the Visitor Industry Task Force (VITF). The VITF was established by the Mayor in 2019 with the task of:

- Addressing tourism industry management,
- Revisiting the 2004 Long Range Waterfront Plan,
- Conceiving of an appropriate “cap” on the number of visitors, and
- Evaluating the need for additional public involvement.

The table below outlines if VITF recommendations are envisioned to be enacted through the CUP or the Tideland Lease process. “Process” refers to the Commission process of evaluation under Title 49.

Recommendation	CUP?	Lease?
One (1) large ship per day using the facility	Condition, USE23-03	
Maximum of five (5) larger ships in port per day (what is larger?)		X
No hot berthing at the new facility	Condition, USE23-03	
No larger ship allowed to anchor as the 6 th ship in town		X
High quality uplands development for community and visitors	Process	
Year-round development orientation	Process/Condition?	
CBJ manages dock to some extent		X
Dock is electrified	Condition, USE23-03	

When considering the tidelands lease, the Assembly may provide conditions that require looking at the tourism system as a whole. These include limits on the number of large ships in Juneau, where they are parked, and how docks will work together.

The analysis of engineered elements of the development would occur during the building permit review process.

Background –

Like the rest of the flats, the subport was built on mine fill. During World War II the subport was used to stage military resources, and afterward served for storage and vehicle parking.



Figure 1: Right: First Sergeant Kermit Gutierrez receives the Eisenhower Trophy from Governor Ernest Gruening on behalf of Company D. of the 208th Infantry Battalion (Sep) during Governor's Day review at Juneau subport. The Sitka unit was the first Alaska National Guard company to receive the trophy, presented for outstanding achievement in recruiting, training, and soldierly conduct (1939-1959). Left: BURTON ISLAND. Navy Ice Breaker, Juneau Subport dock 7/19/ 1956.

The original subport was subdivided in 2009. Lot C1 (yellow highlight in **Figure 2**, below) is the area proposed for uplands development under this application. The Heat Street right-of-way was recorded to provide seawalk access around the Coast Guard if needed. Uses in the area include:

- Purple: Alaska Mental Health Trust (AMHT), currently vehicle parking for the U.S. Coast Guard.
- Blue: U.S. Coast Guard, including the dock area at the end of Whittier Street.
- Green: National Oceanic and Atmospheric Administration (NOAA).
- Orange: Develop Juneau Now, LLC. Juneau Hydropower plans to provide downtown heating district infrastructure at this location.

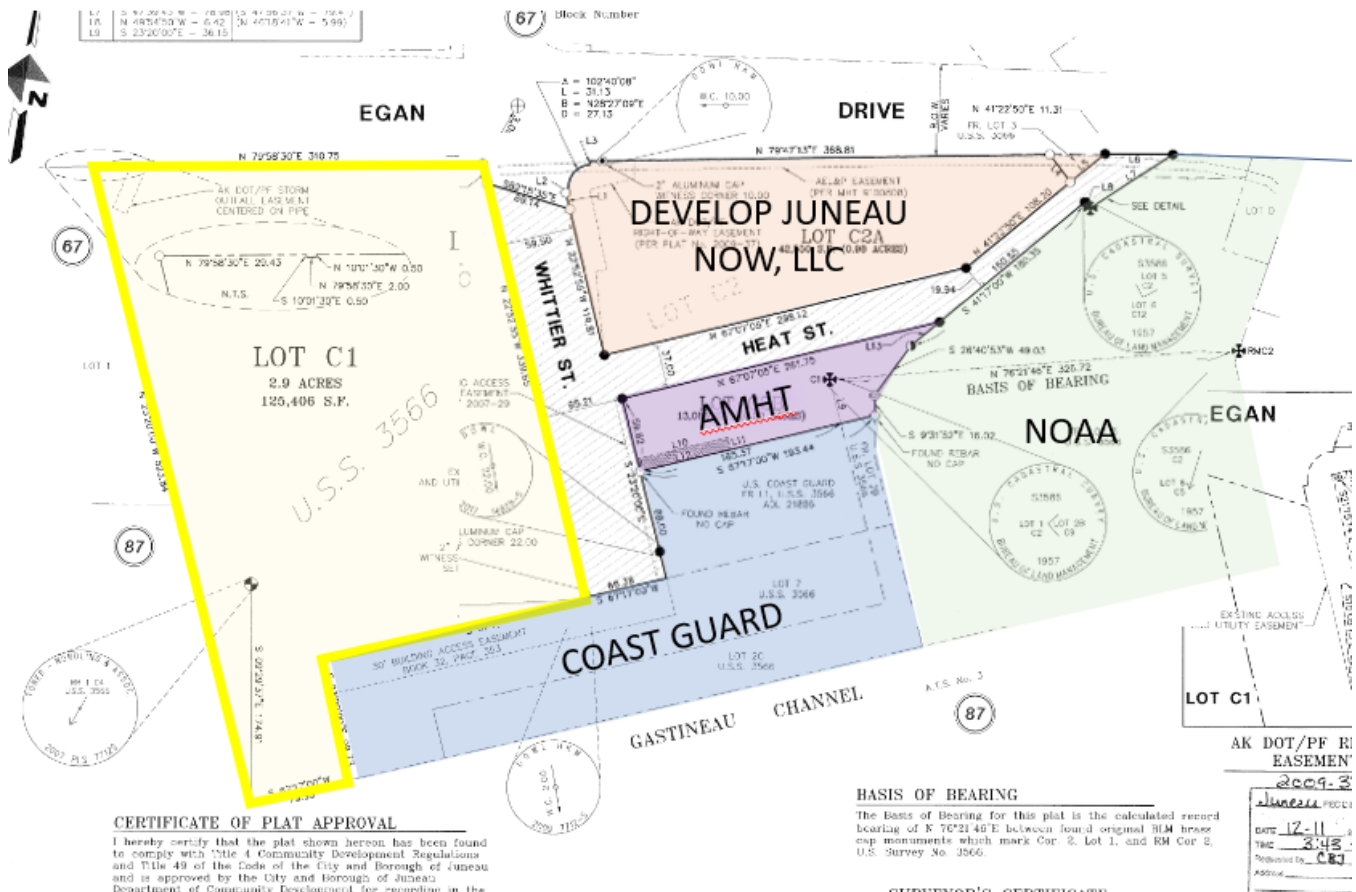


Figure 2: Plat 2009-37 shows current lot configuration, and established Heat Street, which was intended to provide seawalk access around government properties. Yellow indicates the subport property the Applicant proposes developing. Blue indicates Coast Guard property, purple is the Alaska Mental Health Trust, green is the National Oceanic and Atmospheric Administration. Orange is Develop Juneau Now, LLC, associated with Juneau Hydro's efforts for a heating district downtown.

In 2019 the AMHT, owner of the property at the time, acted on a study by the Urban Land Institute indicating that sale of the subport would have fewer risks than long-term leasing, and would better serve the AMHT mission. In September of 2019 Norwegian Cruise Lines purchased the subport for \$20 million, \$7 million higher than the next highest bidder.

The City and Borough of Juneau (CBJ) took the first step to facilitate cruise ship docking at the subport with an update to the Long Range Waterfront Plan, crafting the new Appendix B for reference during conditional use permitting.

In 2022 Norwegian Cruise Lines transferred the property to Huna Totem. The details of the transaction remain private.

The table below summarizes relevant case history for the lot and proposed development.

Item	Summary
BLD2007-00561	Abate and demolish subport building.
SUB2009 00016, Plat 2007-29	Subdivision of Lots 1, 2A, 2B, 4 and 5 of US Survey No 3566, creating Lot C.
SUB2009-00017, Plat 2009-37	Subdivision of Lot C into C1 and C2.
INQ2009-00017	Query about putting an office building on the site.
USE2009-00026	Office building (not constructed). 18 month extension under USE2010 0030.
VAR2009-00017	Parking variance for proposed office building (not constructed). 18 month extension under VAR2010 0033.
VAR2009-00016	Height variance for proposed office building (not constructed). 18 month extension under VAR2010 0034.
MAP2009-00001	Rezone from Waterfront Commercial to Mixed Use 2.
USE2012 0022	Off-site staging for the State Library Archive Museum (SLAM) project.
BLD2012 0691	Temporary structures supporting construction of SLAM.
BLD2017 0289	Temporary structure for food service.
Plat 2017-22	Creation of lot C2A and C2B, and the Heat Street right-of-way.
MIP2018 0005	Right-of-way acquisition for Egan Drive reconstruction project.
BLD2019 0242	Temporary power for a job trailer.
LZC2020 0001	Zoning verification summary for a title company.

ZONING REQUIREMENTS: Uplands – Mixed Use 2

Standard		Requirement	Uplands	Code
Lot	Size, square feet	4,000	125,406	CBJ 49.25.400
	Width, linear feet	50	350	CBJ 49.25.400
Setbacks, linear feet	Front (East)	5	5	CBJ 49.25.400
	Rear (West)	5	5	CBJ 49.25.400
	Side (South, abutting tidelands)	0	0	CBJ 49.25.400
	Side (South, not abutting tidelands)	5	5	CBJ 49.25.400
	Street Side (North)	5	5	CBJ 49.25.400
Lot Coverage Maximum, percentage		80	39	CBJ 49.25.400
Vegetative Cover Minimum, percentage		5	22	CBJ 49.50.300
Height	Permissible, linear feet	45	45	CBJ 49.25.400
	Accessory, linear feet	35		CBJ 49.25.400
Maximum Dwelling Units (80 units/Acre)		230	Unknown	CBJ 49.25.500
Use		Vacant	Tourism	CBJ 49.25.300

Yard setbacks are not required from tidewater lot lines [CBJ 49.25.430(4)(G)]. Staff has interpreted the lines highlighted in **Figure 3** (below) by the thick white line to be tidewater lot lines for the purposes of buildings setbacks. Buildings are defined in CBJ 49.80. Note that a seawalk or dock does not constitute a building.



Figure 3: Tidewater lot lines have a zero setback in code. The image above shows the lot lines that have zero setback for the Applicant's development. Note the CBJ tidelands lot to the west of the project. CBJ does not currently have established plans for the lot.

SITE PLAN

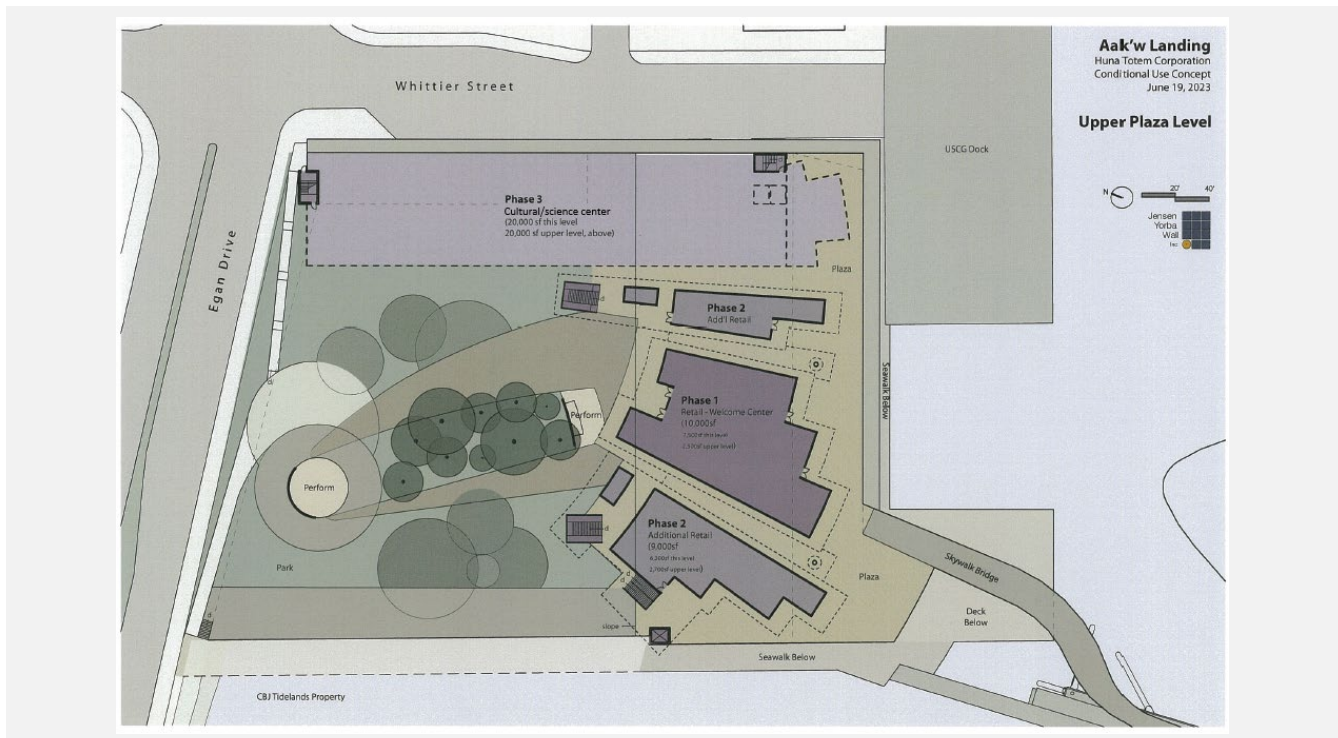


Figure 4: Overall site plan for the Upper Plaza area showing Phase 1, 2 and 3 development. Parking and additional retail are provided at lower levels.

ANALYSIS

The project consists of:

- Parking structure with 34,000 square feet of retail space, and dock.
- 9,000 additional square feet of retail space
- 40,000 square feet for a culture and science center.
- A dock, approved under USE2023 0003 (**Attachment C**).

Condition: None.

Project Site – The proposed uplands are on private property held by Huna Totem Corporation. Access is via CBJ-owned Whittier Street, which also provides access to the Coast Guard base. The project is bordered on the north by state-owned Egan Drive.

Condition: None.

Project Design – Project design can be split into three levels.

- Underground bus staging and parking, and other vehicle parking.
- Ground level vehicle parking, seawalk-level retail and cultural center.
- Upper plaza level retail and cultural center.

Disembarking cruise ship passengers will ascend a gangway into the upper plaza level retail. The ascending gangway:

- Will be ADA compliant.
- Provides an elevated view of the plaza and waterfront, aiding in orientation.
- Routes passengers through the retail and restaurant area.

Escalators through the middle of the development take passengers to:

- The seawalk level area, with access to retail, restaurants, the park, and the seawalk.
- The underground bus staging. Busses park nose-in to the island where visitors are deposited. Passengers can load onto tour busses without walking behind maneuvering busses (**Attachment D, page 7-8, Attachment E, page 11**).

Amenities include:

- Indigenous art integrated into the structure. For instance, columns can be wrapped with a totem pole motif, or hardscape can be planned to illustrate cultural stories.
- Restaurants and retail serving tourists and locals.
- Approximately one acre of publicly-available park.
- Off-season vehicle parking.

Condition: None.

Traffic – According to CBJ 49.40.300(a)(1) a traffic impact analysis (TIA) is required (**Attachment F**). Initial comments received from the Tourism Manager have been analyzed (**Attachment G**).

The traffic impact analysis indicates that modifications to street striping and signal timing would address delays created by the additional project traffic.

The Alaska Department of Transportation and Public Facilities (ADOT&PF) reviewed the TIA (**Attachment H page 54**). ADOT&PF will make agreements with the Applicant to mitigate impacts as they are identified.

The Coast Guard is concerned about unimpeded access to the pier (**Attachment H, page 48**). CBJ requires rights-of-way remain clear for movement of pedestrians and vehicles. If the right-of-way will be blocked or used for other purposes, a ROW Permit will be required.

Condition: None.

Vehicle Parking & Circulation – The project is in the Town Center Parking Area. When determining required off-street parking spaces, the calculated number is rounded down [CBJ 49.40.210]. At completion, 94 off-street parking spaces will be required, plus one loading place.

Total required off-street parking spaces are met, with 117 provided. Code does not differentiate between bus parking spaces and vehicle parking spaces.

The back-out spaces shown on Whittier Street in the site plans are not included in the parking calculations for the project. The spaces are conceptual. CBJ does not allow commercial uses to have parking that backs into the right-of-way.

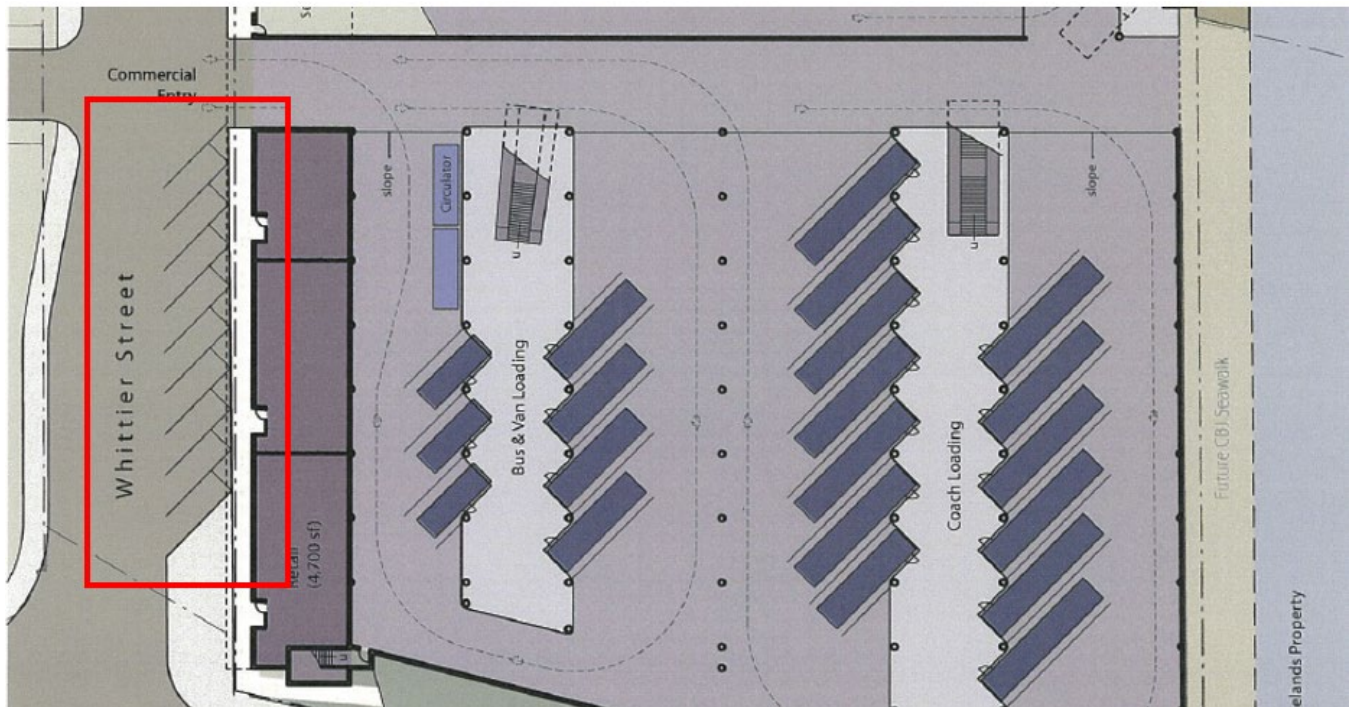


Figure 5: The back-out parking shown on the site plans is conceptual only. CBJ will not permit back-out parking into the right-of-way for commercial uses.

ADA spaces are required:

Use	Square Feet	Metric	Parking Required	ADA Required
Retail	Up to 50,000	1/750 sf	66	
Moorage		1/moorage stall	2	
Cultural Center	40,000	1/1,500 sf	26	
COMPLETED PROJECT			94	4

One (1) loading space is required [CBJ 49.20.210(c)].

Note that retail and restaurants have the same vehicle parking requirement [CBJ 49.40.210(a)].

Condition: None.

Non-motorized Transportation – The seawalk elements shown over CBJ-held tidelands, outlined in red below, are conceptual. The applicant was asked to conceptually show how the project could connect to a seawalk or bridge to Gold Creek, features that are included in the Long Range Waterfront Plan. CBJ does not have plans for their

tidelands lot (shown in **Figure 3**, above) at this time.

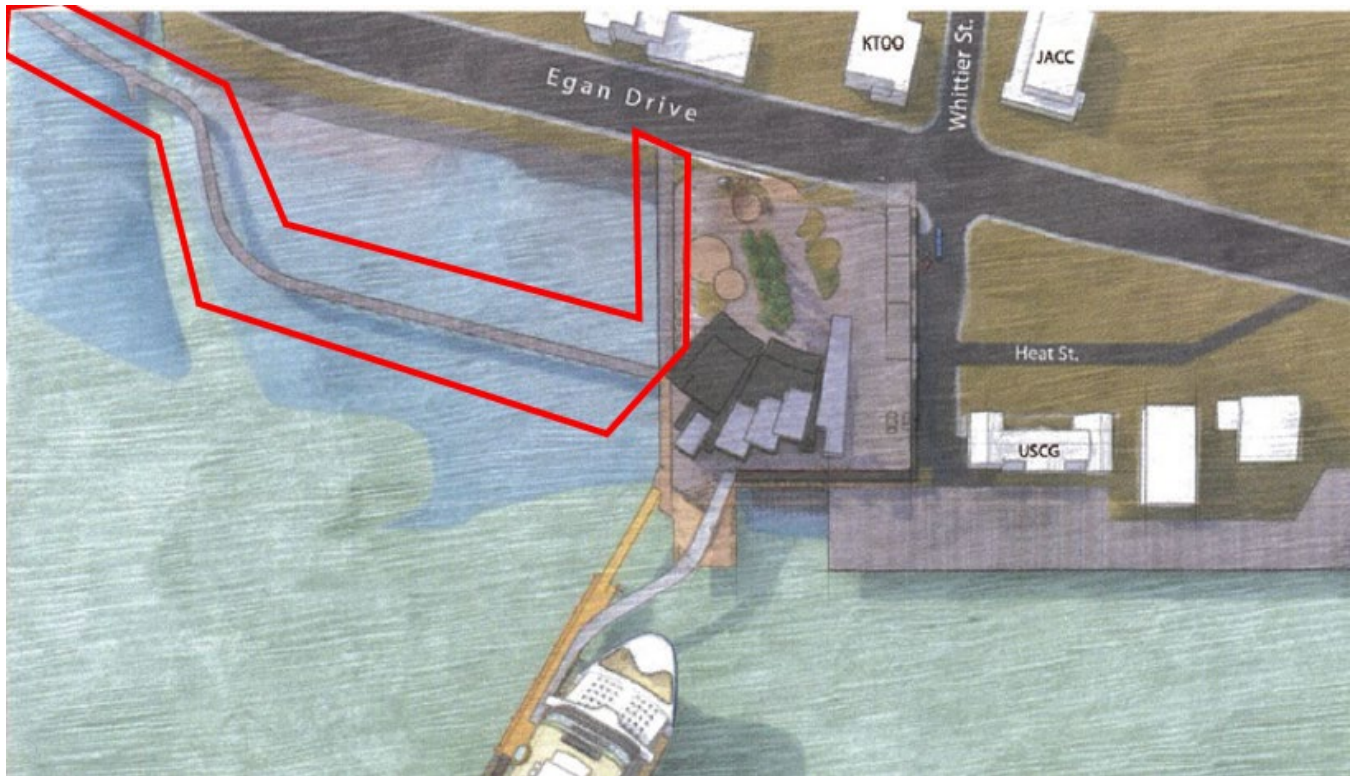


Figure 6: Seawalk elements outlined in red are shown for concept only and are not part of this approval or project.

A detailed description of passenger flow can be found in **Attachment A, page 13**.

Two levels of pedestrian accommodation are proposed along the waterfront. The gangway will deposit pedestrians on the “park” level (1 in **Figure 7**, below). Pedestrians can then take a stairway or elevator down to the seawalk level (8 in **Figure 7**, below). Note that seawalk elements shown in slate grey are shown for concept only.

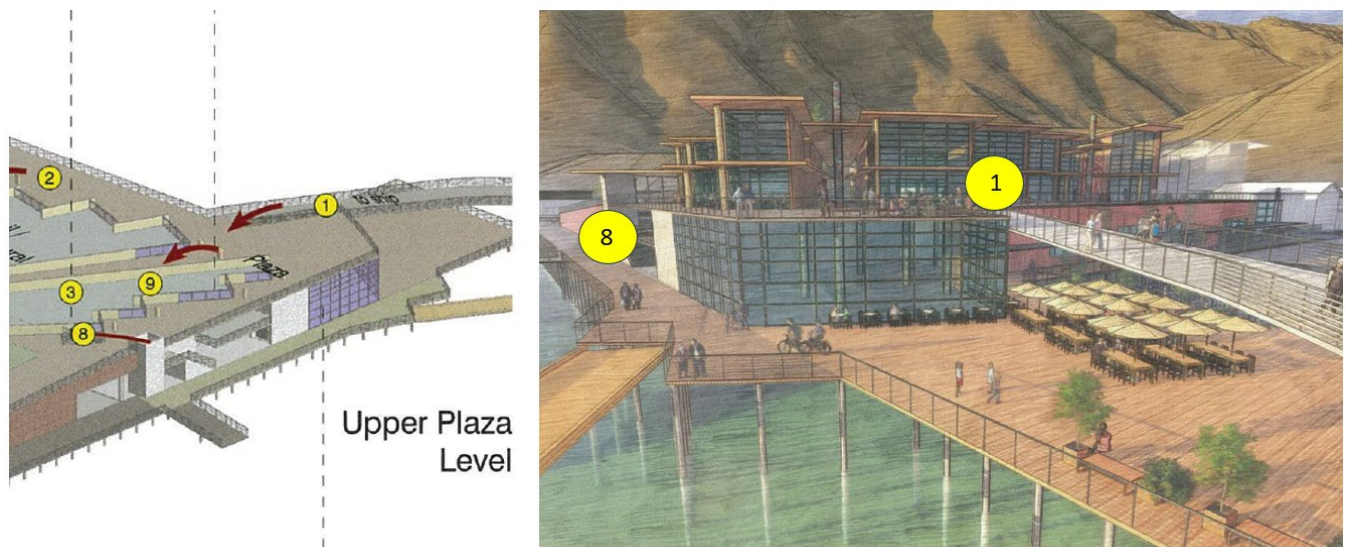


Figure 7: Two levels of pedestrian accommodation. The gangway leads to the park level (1) of the proposed development. Passengers can then descend a stairwell or elevator (8) to get to the seawalk level, which will include restaurants and shops.

CBJ Ordinance 2005-29 (am) requires 16-foot wide provision for a pedestrian path along the waterfront. This project proposes seawalk along the east and south lot lines.

CBJ Parks and Recreation would maintain the seawalk. The Applicant would be required to provide a recorded easement for any section of the seawalk on Applicant property. CBJ will empty trash, repair the structure, and any other type of maintenance or management required for public use. A similar agreement is in place with Franklin Dock Enterprises, LLC.

The Applicant proposes that the seawalk at the south of the proposed facility is 16 feet wide, due to Coast Guard dock and property constraints. Note that the park level of the facility (1 in **Figure 7**, above) is wider than 20 feet and provides a view of the waterfront.

The Applicant can construct a 20-foot wide seawalk on the west side of the property.

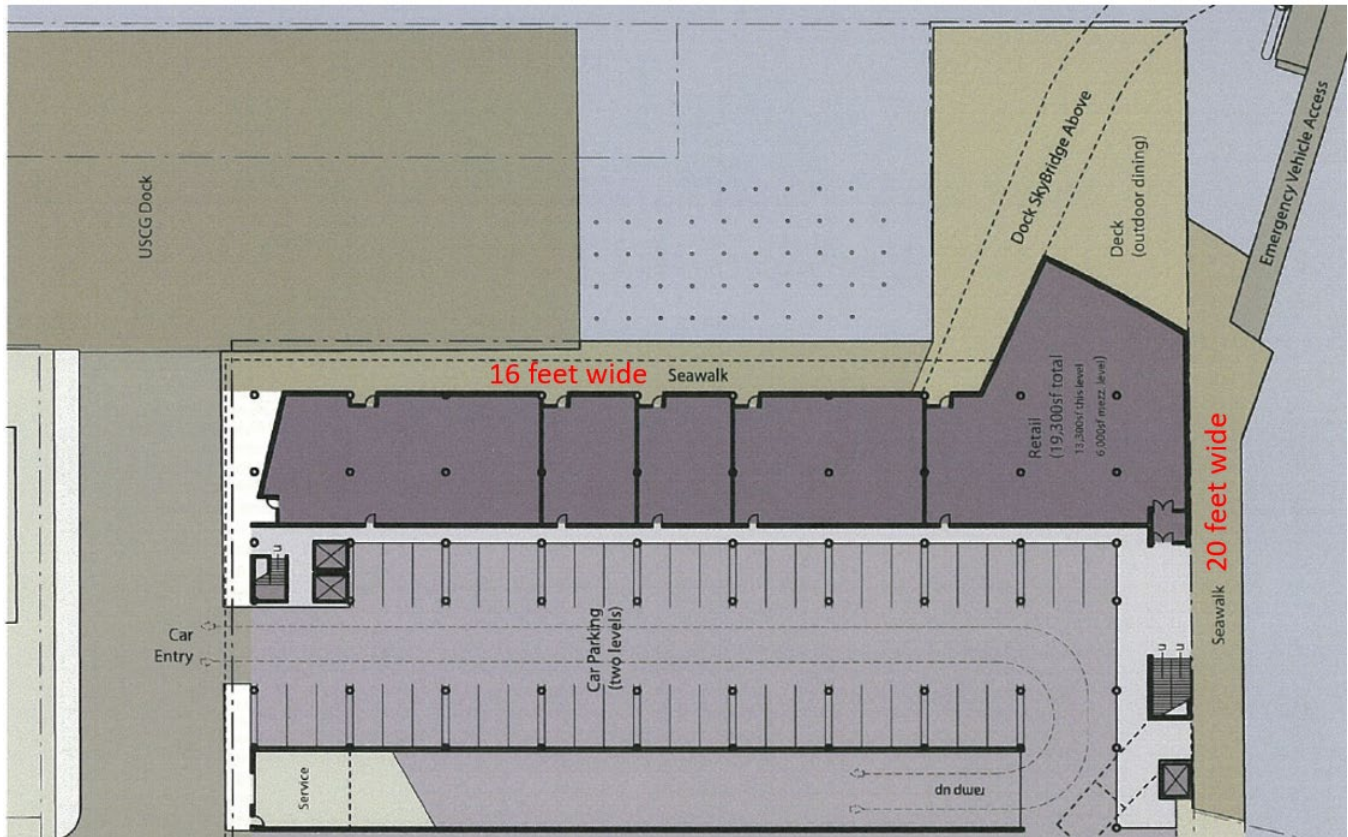


Figure 8: The seawalk along the south lot line (top) is constrained by Coast Guard development but will meet the 16 foot width required by ordinance and plans. The west lot line seawalk can meet the 20 foot width requested by CBJ's Parks and Recreation Department.

Under the proposed project (without the CBJ connector seawalk) pedestrians access Egan Drive through two (2) park portals, one at the west side and one at the east side (**Attachment D, page 4**). An earthen berm will discourage direct access along the rest of the north side. CBJ Parks and Recreation requests a condition that the park be maintained by the Applicant for year-round activities (**Attachment H, page 13**). In the past, other large developments have included amenities, (e.g. playgrounds, parks), but vague direction has led to confusion on maintenance responsibility.

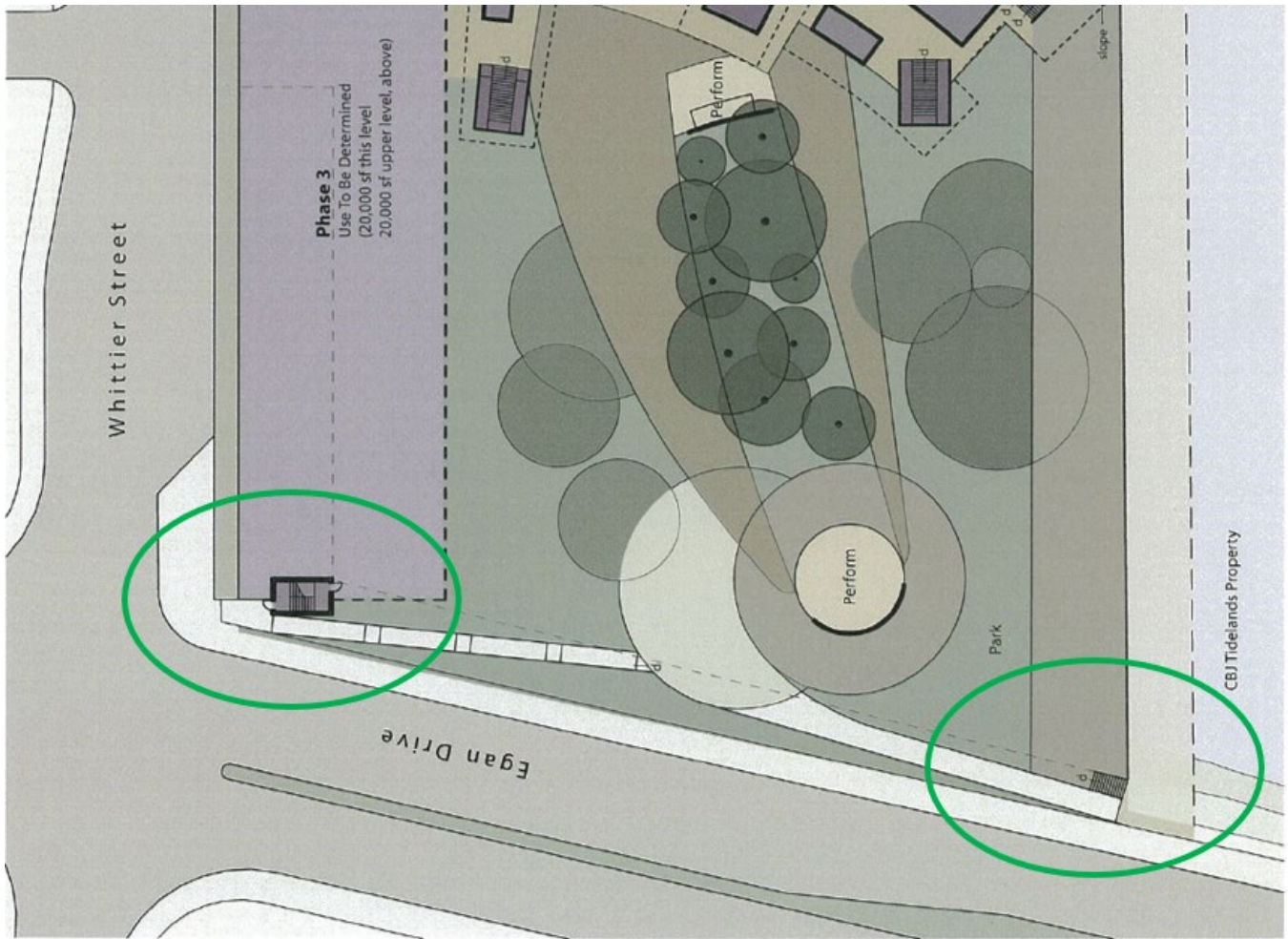


Figure 9: In the absence of a CBJ seawalk connection, pedestrians can access the Egan Drive sidewalk via the park. The park will be designed to provide sidewalk access at the east and west ends of the park, with an earthen berm dissuading pedestrian access along the length of the lot line.

Figure 10 shows the applicant's proposed seawalk and CBJ's conceptual seawalk in blue (not to scale). At the west end, the seawalk connects to the Egan Drive sidewalk, which currently accommodates tourists walking the coast. At the east end the Applicant's seawalk development would deposit users on Whittier Street, which currently lacks pedestrian enhancements. The area in yellow shows where CBJ may want to consider seawalk-oriented improvements.

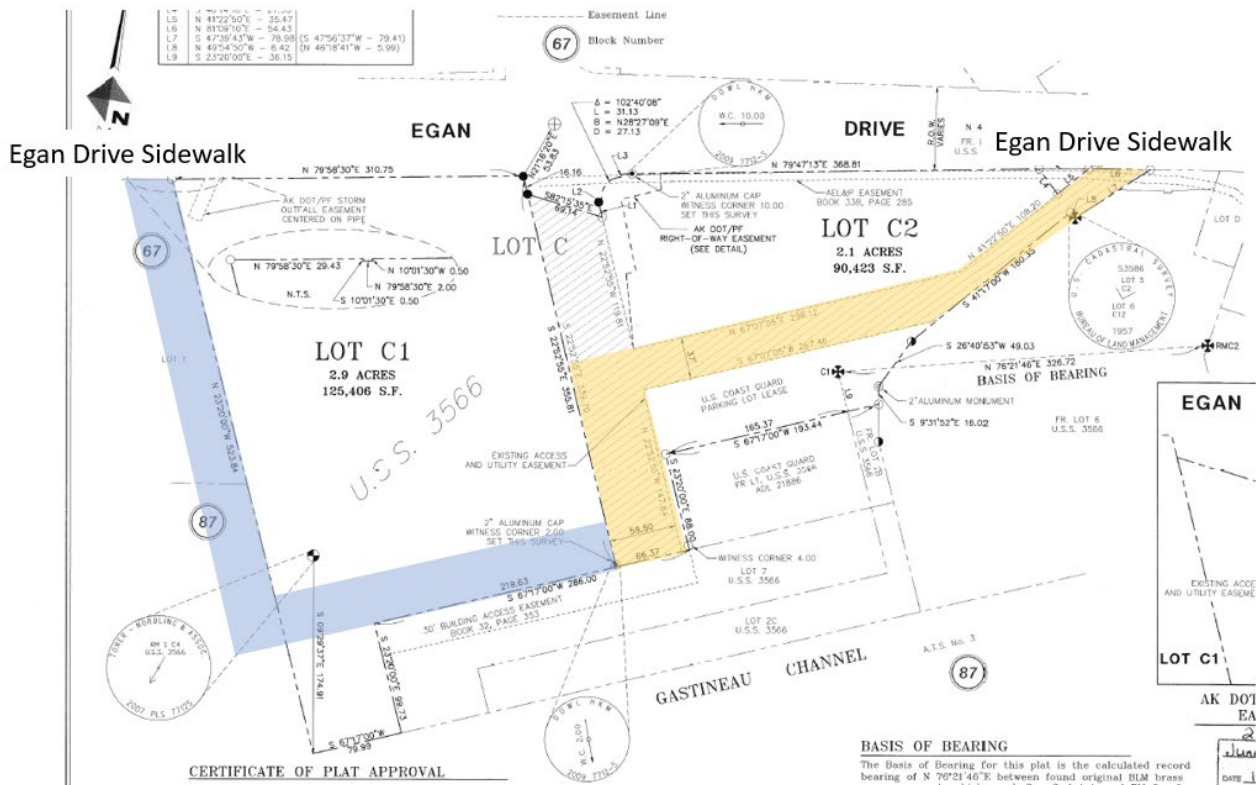


Figure 10: Plat 2009-37 is highlighted to show the connection of the seawalk to Whittier Street and Heat Street.

When the parent lot was subdivided in 2017, the staff report recognized the role of the property in providing seawalk continuity:

The lot is in the special waterfront area identified in Title 49. **49.70.960(c)(6)** requires dedication of a 16 foot wide-pedestrian access easement for the purposes of a seawalk as depicted in the officially adopted *Long Range Waterfront Plan* with the responsibility of the construction left to the landowner. The requirement to dedicate the leg of the easement that is 22 feet wide, and the waiver allowed by 49.35.240(i)(2)(A) will satisfy this requirement. The lot is specifically identified as Area B in *The Long Range Waterfront Plan*. The dedication of ROW is consistent with *The Long Range Waterfront Plan*. The Seawalk will have uninterrupted access from the boardwalk over the water to Egan Drive.

The subdivision created Heat Street, extending east from Whittier Street.

Condition (From the Notice of Decision for USE2023 0003, Condition 2 (Attachment C): The minimum width of the Applicant – constructed seawalk on the south side of the lot will be 16 feet wide. The minimum width of the Applicant-constructed seawalk on the west side of the lot will be 20 feet.

Condition (From the Notice of Decision for USE2023 0003, Condition 3 (Attachment C): Before Temporary Certificate of Occupancy for element of the project, the Applicant will record an easement for CBJ maintenance and management of the seawalk. The easement will be at least 16 feet wide on the south

side of the lot, and 20 feet wide on the west side of the lot. The easement will be comparable to such easements in place for other dock owners.

Condition (From the Notice of Decision for USE2023 0003, Condition 4 (Attachment C): The applicant will maintain and operate paths, parks, landscaping, and other amenities (other than the seawalk) for year-round use.

Proximity to Transit – Proximate Capital Transit stops include:

MAP	LOCATION	FEET FROM PROJECT, approximate
A	Alaska State Museum, Whittier Street	200
B	State Archives Building, Willoughby Avenue	250
C	Downtown Transit Center, Main Street	400
D	Andrew Hope Building, Willoughby Avenue	870
E	Foodland IGA, Willoughby Avenue	1,300
F	Federal Building, Willoughby Avenue	2,000

Transit stops are on the north side of Egan Drive. The proposed project is on the south side of Egan Drive. A crosswalk at Whittier Street connects the proposal to transit.

The project includes provisions for underground bus and van parking to serve tourists. The design deposits tourists on an island in the middle of the garage, which the busses and vans pull up to. This limits people walking behind the busses.



Figure 11: Pedestrians will take a descending escalator to the underground tour bus area, which includes provisions for

recharging a CBJ circulator should one come into existence. Passengers can load onto tour busses without walking behind maneuvering busses.

Condition: None.

Noise – Noise is anticipated to be in character with Mixed Use 2 activities. While ship horns and chimes have been a source of noise complaints, this project does not change or mitigate those concerns.

Condition: None.

Lighting – Structure lighting will be evaluated during the building permit process. Parking areas will need to be suitably lit, lighting fixtures will be required to be “full cut-off,” and no off-site glare is allowed.

Condition: None.

Vegetative Cover & Landscaping – Site concepts show approximately 28,000 square feet of vegetation in the proposed park area. The landscaping and park facilities are described in **Attachment A page 14**.

Condition: None.

Habitat – The closest anadromous resource is Gold Creek, approximately 1,000 feet to the west.

Condition: None.

Drainage and Snow Storage – Drainage and snow storage are discussed in **Attachment A page 18**. Off-site snow storage for seawalks is not anticipated, similarly to CBJ seawalks. Vehicle parking is covered. Drainage from vehicle area will include oil-water separation.

Condition: None.

Hazard Zones – The site is not in a mapped landslide or avalanche zone.

The dock and some proposed seawalk is in an AE special flood hazard area with an elevation of 23 feet and will have to be designed and constructed in accordance with CBJ flood regulations.

Condition: None.

Public Health, Safety, and Welfare –

In their 2022 Juneau Tourism Survey, McKinley Research Group reports crowding on sidewalks and vehicle congestion downtown are the second and third highest concerns of Juneau residents (<https://juneau.org/manager/tbmp>, page 10). The proposed facility at the subport would move approximately 120,000 passengers and support services west of Main Street. Until infrastructure was upgraded or reconstructed, pinch points are the sidewalk at the west end of the project, and the seawalk connection with Whittier Street. Pedestrian accommodations are improved where the seawalk is developed.

The project includes dedicated ambulance access that is separated from the gangway and accessible through the parking garage (**Attachment A page 18, Attachment D**). The stairway and elevator will be configured to accommodate ambulance access. Approximately 80 feet of seawalk may be impacted by transient ambulance

access.



Figure 12: The green line shows ambulance access to the Emergency Vehicle Access. This route bypasses approximately 420 feet of seawalk along the waterfront, reducing conflict with pedestrians.

Cruise lines remit a per passenger fee that goes toward tourism-related improvements to offset impacts (<https://juneau.org/manager/marine-passenger-fee-program>). Cruise ship use of CBJ infrastructure has resulted in funding for lift station improvements (FY2012), Last Chance Basin well field development (FY2015), and improvements to Front and Franklin Streets (FY2017). Such projects benefit CBJ residents in the absence of tourists.

AEL&P estimates that electric rates would be 25% higher without the interruptible sales to Greens Creek Mine and Princess Cruise Lines. <https://www.aelp.com/Energy-Conservation/Planning-For-Our-Energy-Future>

According to the Juneau Economic Development Council's Economic Indicators for 2022, tourism employs seven (7) percent of employees, and provides three (3) percent (over \$32 million), in salary earnings (<https://www.jedc.org/research-library-reports-studies-by-jedc/>).

The 2022 Visitor Industry Survey done by McKinley Research Group (see link above) indicates that 55 percent of Juneau residents say that tourism has an overall positive impact on their household (page 9).

Property Value or Neighborhood Harmony –

The uplands will:

- Accommodate 120,000 passengers that would otherwise disembark in Juneau’s congested cruise ship dock area.
- Provide underground parking for tour providers.
- Channel visitors through retail to excursion providers. Overhead signage will direct visitors to the correct location.
- Include a park, an attractive alternative to surface parking.
- Provide underground parking to the public in the off season.
- Convey Juneau’s unique cultural heritage.

AGENCY REVIEW

CDD conducted an agency review comment period between July 26, 2023, and July 28, 2023. The U.S Coast Guard and CBJ’s Tourism Director stated the comments they provided for USE2023 0003 still stand.

Agency review comments from USE2023 0003 can be found in **Attachment H**. To recap:

Agency	Summary
CBJ Manager’s Office, Manager	Notes and background on process.
USCG, Sector Juneau	Concerns with back-out parking on to Whittier Street.
CBJ Manager’s Office, Tourism	1 ST set of comments before dock added to CUP. 2 nd set is questions on how the development fits into Juneau cruise ship operations.
CBJ Parks and Recreation	Seawalk width, park maintenance, and information on maintenance easements.
United States Coast Guard	Parking, access, and protection of dock infrastructure.
ADOT&PF	Mitigations will be worked out with the Applicant before ADOT&PF permitting.
CBJ Docks and Harbors	Navigability study, tidelands permits, electrification, and elucidation on finger floats.

CBJ Parks and Recreation asked for 20-foot seawalk widths with a CBJ maintenance easement, and explicit Applicant maintenance responsibility for the park. These concerns are addressed with the conditions on Condition 2 of the Notice of Decision for USE2023 0003. Parks and Recreation provided examples of seawalk easement maintenance language in place with other privately-owned docks (**Attachment H, page 13**).

The USCG expressed concerns that proposed development might extend into their property, due to confusion over an expired 35-foot easement. The Applicant intends to build the seawalk between their proposed building and the USCG property. The Applicant understands the 35-foot easement has expired (**Attachment H, page 47**).

The USCG expressed concern about compromising their bulkhead that runs along Applicant property. The Applicant states they are aware of the bulkhead. The Applicant will work with the USCG if there are any

encroachments. The Applicant does not anticipate major excavation work near the bulkhead, and design will protect existing USCG buildings (**Attachment H, page 47**).

PUBLIC COMMENTS

Meetings conducted by NCL include:

- 11.18.2020 - 1st NCL Community Meeting/Presentation (online)
- 12.2.2020 - 2nd NCL Community Meeting/Presentation (online)
- 2.18.2021 - 3rd NCL Community Meeting/Presentation (online)

Meetings conducted by Huna Totem include:

- 2.9.2022 – Southeast Conference – Mid-Session Summit, Juneau
- 10/29/2023: Juneau Chamber Luncheon
- 11.7.2022 - CBJ Committee of the Whole Presentation
- 11/10/22: Juneau Chamber Luncheon
- 12.2.2022 - Gallery Walk Public Presentation
- 1/11/23: Juneau Rotary - Alaska Room at Juneau Airport
- 1.30.2023 - Hanger Ballroom Presentation
- 2/1/2023: Southeast Conference – Mid-Session Summit - Juneau
- 3.19 - 3.25.2023 - Gold Metal Basketball Pop-Up Informational Booth

Under USE2023 0003, the Commission had expressed concerns about the public notice for the project. Public notice for USE2023 0003 was consistent with other projects as required under CBJ 49.15.230 (**Attachment J**):

1. The application was included on the agenda posted online at <https://juneau-ak.municodemeetings.com/>
2. Notice was published in the Juneau Empire on Wednesday, June 28th, 2023, and July 5, 2023 (**Attachment J, pages 1-3**).
3. The developer posted a public notice sign on the property on June 25, 2023. The sign was required to be posted by June 26, 2023. CBJ CDD provides the signs that the Applicants post (**Attachment J, pages 4-10**).
4. An abutters notice was sent to property owners within 500 feet of the project (**Attachment J, page 11**).
5. There were no multi-family residential properties within 500 feet of the project, so no door-knockers were required.
6. The Director determined additional public notice was not required, as:
 - a. Larger-scale review of the dock as an improvement had occurred during the update of the Long Range Waterfront Plan.
 - b. A notice was posted at the CBJ web site: [Regular Planning Commission meets July 11, 2023. Here's how to weigh in. – City and Borough of Juneau](#)
 - c. A web site was provided at <https://juneau.org/community-development/short-term-projects> , and referenced on the abutters notice.
7. The Director determined additional meetings were not needed because of the multiple meetings already held on the project (listed above).

For this application (USE2023 0010) CDD conducted a public comment period between July 24, 2023, and August 4, 2023. Public notice was mailed to property owners within 500 feet of the proposed development (**Attachment J**). A public notice sign was also posted on-site two weeks prior to the scheduled hearing (**Attachment K**). Public comments submitted at time of writing this staff report can be found in **Attachment L**.

Name	Summary
Bill Kramer	Concerns about cruise impacts (from USE2023 0003).
Kris Hart	Inadequate documents.
Margo Waring	Not community oriented.

CONFORMITY WITH ADOPTED PLANS

2013 Comprehensive Plan

Chapter	Page No.	Item	Summary
5	50	5.5-IA5F: Public and private investment in new dock facilities for cruise ships.	This project provides private investment in new facilities.
5	50	5.5-IA12: CBJ should look at measures that would convey the community's unique style and cultural roots to cruise ship passengers.	The proposal includes maintenance of sight lines from Egan to the waterfront, and includes indigenous art and forms in the architecture, decoration, and landscaping.

2022 Long Range Waterfront Plan, Amendment (Attachment M): Elements applicable to uplands development.

Page No.	Item	Summary
1	Minimize congestion of pedestrians and tourism-related vehicles east of Seward Street.	If currently lightered passengers are accommodated at the new dock, accommodations for approximately 120 thousand passengers will be moved west of Seward Street.
3	Seawalk the length of the waterfront.	Current proposal includes seawalk on west and south sides of the development (waterfront). Seawalk ends at Whittier Street.
3	Use structures to accentuate view corridors or anchor visual interests.	Passenger gangway provides elevated view of waterfront. Gaps between structures creates visual continuity with park. Whittier Street terminates at the dock.
5	High quality uplands development for visitors and community.	Uplands include extensive retail and restaurant space, indigenous art incorporation, and underground staging of tourist transportation.

Page No.	Item	Summary
5	Year-round development orientation.	Vehicle parking available off season. Retail and restaurants available off-season.
6	Uplands: manage vehicular traffic, including signalization.	Vehicle parking and bus transportation underground, with park on top.
6	Uplands: Stage tourist transportation efficiently.	Pedestrian traffic is routed through the structure and onto the seawalk. Tourists access busses at an underground island, minimizing need to walk behind maneuvering busses.
6	Uplands: Extend seawalk to the proposed dock.	Seawalk is proposed along the west and south sides of the project.
6	Uplands: Extend shuttle bus service.	The project provides accommodation for parking and maneuvering busses and large vans.

2004 Long Range Waterfront Plan, Original (Area B, Attachment N). The amendment recognized that uplands provisions of the original LRWP are valid and appropriate to the tidelands dock use, and used to manage the impacts of a large cruise ship dock and its impacts.

Chapter	Page No.	Item	Summary
3.3	47/48	Create a lively, mixed-use neighborhood. Mix commercial on ground floor with residential upstairs.	This can be evaluated and determined during the CUP process.
	47	Streets and plazas encourage travel through site and along waterfront.	Seawalks are proposed on the west and south sides of the development, adjacent to the Channel. Covered gathering areas between retail structures provide visual continuity with the waterfront.
	48/50	"Area B" properties provide significant parking, and development of the area may require accommodations elsewhere.	Vehicle parking will be maintained underground and will be available for use during the off season.
	48	Building setbacks a maximum of ten (10) feet from street edge.	Setbacks on the west, south and east sides are approximately five (5) feet. Setbacks on the north side (from Egan Drive) are more due to the park.
	48/50	Parking should be behind or wrapped by buildings. Discourage parking on the waterfront.	Vehicle parking and tourist transportation are provided underground. This provides a sheltered area for tourists to wait.
	48	Buildings should be a maximum of 35 feet, unless view corridors, open space or enhancing building design are provided.	MU2 zoning height limit is 45 feet. Retail and visitor structures include corridors between structures providing continuity with the waterfront. Over an acre of open space is provided. The structures focus toward the waterfront and provide indigenous art.

Chapter	Page No.	Item	Summary
	48	View corridors should be preserved.	Covered corridors between structures provide continuity with the waterfront.
	48	Set aside a minimum of 16 feet for a seawalk.	A seawalk is proposed along the west and south sides, meeting the minimum 16 feet.
	48	Create a mix of medium buildings that create an appealing visual rhythm.	Renderings show a varied roof line, covered corridors between structures, and accommodations for totem poles.
	48	Historic maritime architecture with deep recessed building openings and strong detailing.	Modern architecture highlights indigenous cultures. Covered decks and walkways create recessed structure openings.
	48/50	Views along internal streets should be preserved, accentuating view corridors and anchoring visual interests.	Internal streets are not proposed. Covered corridors between structures create visual continuity with the waterfront. The gangway to the second story provides elevated orientation to Juneau's waterfront.

2015 Juneau Economic Development Plan – no specific insights or requirements.

FINDINGS

Conditional Use Permit Criteria – Per CBJ 49.15.330(e) & (f), Review of Director's & Commission's Determinations, the Director makes the following findings on the proposed development:

1. Is the application for the requested Conditional Use Permit complete?

Analysis: No further analysis needed.

Finding: Yes. The application contains the information necessary to conduct full review of the proposed operations. The application submittal by the applicant, including the appropriate fees, substantially conforms to the requirements of CBJ Chapter 49.15.

2. Is the proposed use appropriate according to the Table of Permissible Uses?

Analysis: The application is for up to 50,000 square feet of retail and related uses, underground bus staging and vehicle parking, and a park. A floating steel dock up to 70 feet wide and 500 feet long was approved under USE2023 0003.

The uplands uses listed at CBJ 49.25.300:

- 1.300: Multi-family dwellings.
- 2.200: Storage and display of goods with greater or equal to 5,000 square feet and/or 20 percent of gross floor area of outside merchandising of goods.
- 5.300: Libraries, museums and art galleries.
- 8.100 Restaurants without drive-through.
- 10.510 Moorage, commercial.

- 21.300: Visitor, cultural facilities related to features of the site.

Uplands require a conditional use permit because the project constitutes major development:

- More than 12 residences OR
- More than 10,000 square feet of commercial uses.

Finding: Yes. The requested permit is appropriate according to the Table of Permissible Uses.

3. *Will the proposed development comply with the other requirements of this chapter?*

Analysis: No further analysis required.

Finding: Yes. With the recommended conditions, the proposed development will comply with Title 49, including vehicle parking, lighting, vegetative cover, structures design and seawalk access.

4. *Will the proposed development materially endanger the public health, safety, or welfare?*

Analysis: No further analysis needed.

Finding: No. With appropriate conditions, the requested use, in the MU2 zoning district, will not materially endanger the public health or safety.

5. *Will the proposed development substantially decrease the value of or be out of harmony with property in the neighboring area?*

Analysis: No further analysis needed.

Finding: No. With appropriate conditions, the requested use, in the MU2 zoning district, will not substantially decrease the value or be out of harmony with the property in the neighboring area.

6. *Will the proposed development be in conformity with officially adopted plans?*

Analysis: No further analysis required.

Finding: Yes. The proposed use, with the recommended conditions, will conform with the 2013 Comprehensive Plan, 2022 Long Range Waterfront Plan Amendment, and the 2004 Long Range Waterfront Plan.

RECOMMENDATION

Staff recommends the Planning Commission adopt the Director's analysis and findings and APPROVE the requested Conditional Use Permit. The permit would allow the development of Up to 50,000 square feet of retail and related uses, underground bus staging and vehicle parking, and a park. No conditions are recommended for this permit.

A floating steel dock up to 70 feet wide and 500 feet long was approved under USE2023 0003. Conditions specific to the uplands development that were approved under USE2023 0003 and are not open to reconsideration:

2. The minimum width of the Applicant-constructed seawalk on the south side of the lot will be 16 feet wide. The minimum width of the Applicant-constructed seawalk on the west side of the lot will be 20 feet.
3. Before Temporary Certificate of Occupancy for any phase or element of the project, the Applicant will record an easement for CBJ maintenance and management of the seawalk. The easement will be at least 16 feet wide on the south side of the lot, and 20 feet wide on the west side of the lot. The easement will be comparable to such easements in place for other dock owners.
4. The Applicant will maintain and operate paths, parks, landscaping, and other amenities (other than the seawalk) for year-round use.

STAFF REPORT ATTACHMENTS

Item	Description
Attachment A	Application
Attachment B	Partnership acknowledgements
Attachment C	Notice of Decision, USE2023 0003 (dock approval)
Attachment D	Plans
Attachment E	Renderings
Attachment F	Traffic Impact Analysis
Attachment G	Response to initial TIA comments
Attachment H	Agency Review Comments
Attachment I	Public notice for USE2023 0003
Attachment J	Abutters Notice for USE2023 0010
Attachment K	Public Notice Sign
Attachment L	Public Comments
Attachment M	Long Range Waterfront Plan Amendment
Attachment N	Long Range Waterfront Plan, Chapter 3.3 (Area B)



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HUNA TOTEM CONDITIONAL USE PERMIT AMENDMENT

Case Number: PAC2026 0029
 Applicant: Susan Bell, Huna Totem Corporation
 Property Owner: Áak'w Landing, LLC
 Property Address: 0 Egan Drive; Subport Lot C1
 Parcel Code Number: 1C060K010031
 Site Size: 2.8789 acres; 125,406 square feet
 Zoning: MU2 (Mixed Use 2)
 Existing Land Use: Seasonal restaurant/Construction trailer

Conference Date: July 15, 2026

Report Issued: July 22, 2026

DISCLAIMER: Pre-application conferences are conducted for the purpose of providing applicants with a preliminary review of a project and timeline. Pre-application conferences are not based on a complete application and are not a guarantee of final project approval.

List of Attendees

Note: Copies of the Pre-Application Conference Report will be emailed, instead of mailed, to participants who have provided their email address below.

Name	Title	Email address
Susan Bell, Vice President, Huna Totem Corporation, Strategic Initiatives	Applicant	susan.bell@hunatotem.com
Forrest Courtney, Senior Planner Jackson Sims, Planner I	Planning	forrest.courtney@juneau.gov jackson.sims@juneau.gov
Alexandra Peirce, Director	Visitor Industry	alexandra.pierce@juneau.gov
Not in attendance	Building	
Eric Vogel, Engineering Assistant II	General Engineering	eric.vogel@juneau.gov general_engineering@juneau.gov
Not in attendance	Fire	

CONFERENCE SUMMARY

Questions/issues/agreements identified at the conference that weren't identified in the attached reports.

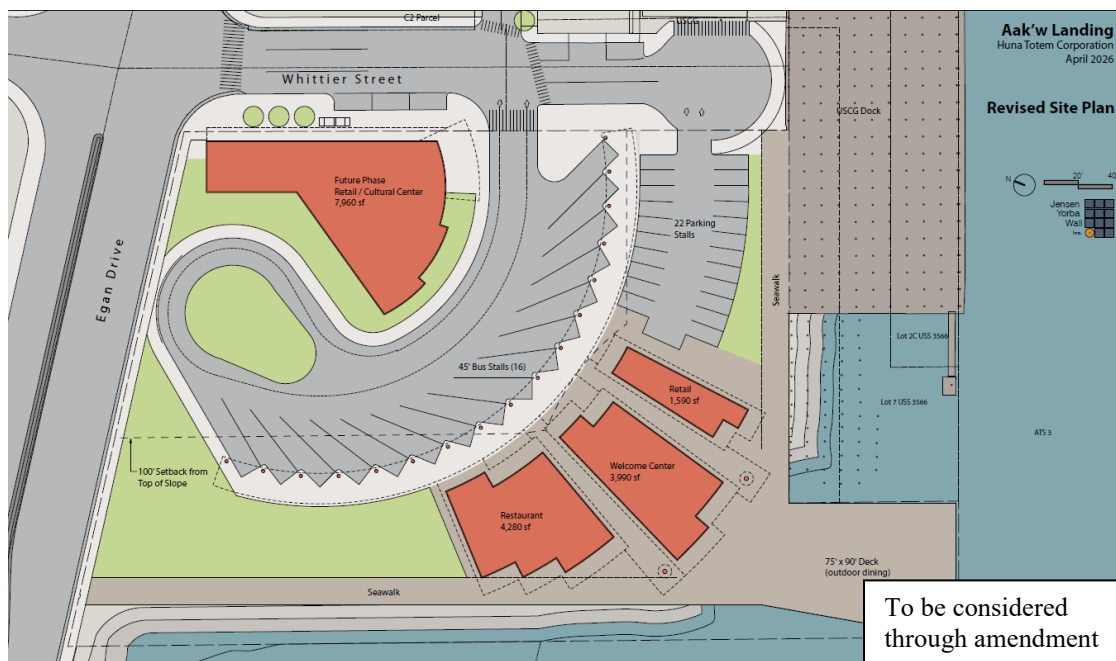
Alexandra Pierce attended the Pre-Application Conference for informational purposes as she is facilitating the Tideland Lease at the Assembly level, which is a separate but parallel process.

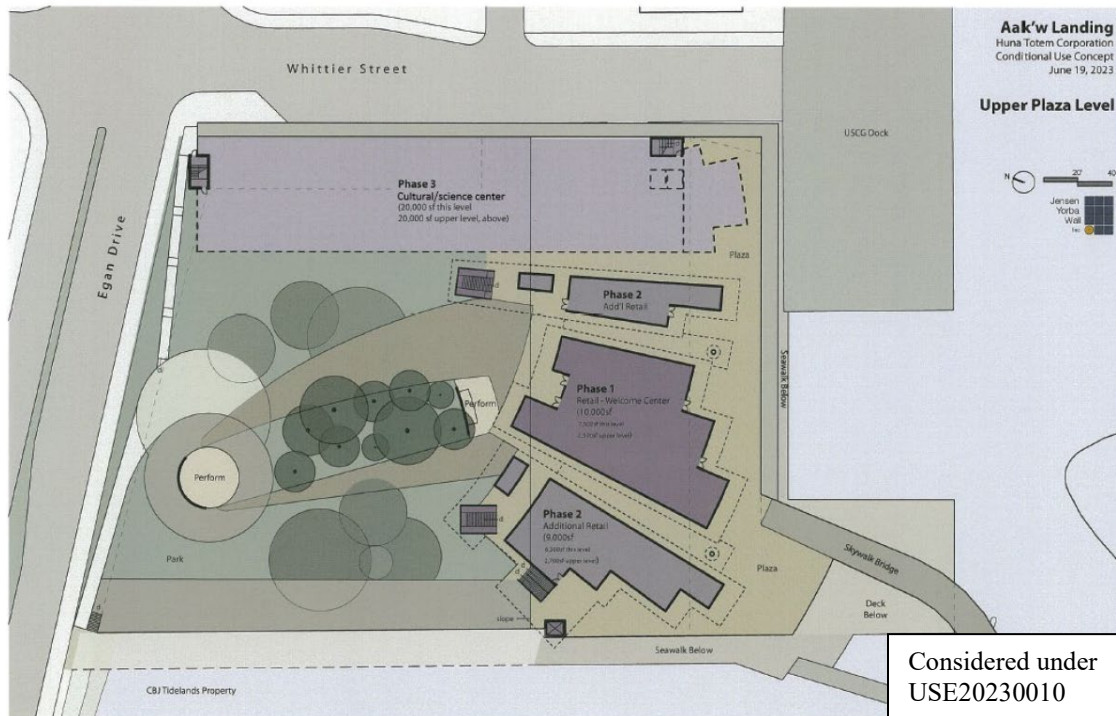
The applicant has already begun working with their project team to update renderings to aid the public and Planning Commission in visualizing the changes requested in the amendment. Staff advised removing the depiction of Whittier Street as a cul-de-sac to avoid confusion, as that improvement is not proposed for this project.

The primary area of discussion between staff and the applicant concerned changes to off-street parking and potential impacts on vehicle and pedestrian site circulation. The applicant should identify the area proposed to facilitate pickup and drop-off for licensed commercial passenger vehicles.

Project Overview

Huna Totem plans to request a major amendment to Conditional Use Permit for the uplands portion of their development permitted under, USE20230010. The amendment proposes a smaller-scale version of the originally approved upload development which includes reductions in building size, repositioning of the seawalk and plaza, and a comprehensive redesign of the bus staging and off-street parking.





Conditional Use Permit Process:

- Submit the application and back-up materials.
 - Electronic submissions accepted at <https://cityandboroughofjuneauak-energovweb.tylerhost.net/apps/selfservice#/home>
 - **Note: All invoices are processed through Civic Access. Neither CDD nor the Planning Commission will request last-minute wire transfers or other payments via email before or after the public hearing.**
- The project will be assigned to a planner. They will review submitted materials and coordinate where necessary. When the planner assesses that the application is complete, they will schedule a hearing before the Planning Commission. The planner might schedule a Neighborhood Meeting with property owners within 500 feet of the project.
 - A notice will be sent to property owners within 500 feet of the project.
 - There will be two newspaper ads for the case.
 - The Applicant is required to post a Public Notice sign, which will be provided by CDD. The sign must be posted two weeks before the hearing.
 - Staff will prepare a report analyzing the project and make a recommendation to the Commission. The report will be publicly available the week before the hearing.
- At the Planning Commission meeting, the project can be:
 - On the Consent Agenda, where it will be passed without discussion.
 - On the Regular Agenda:
 - The Director will briefly describe the project.
 - The Applicant has 15 minutes to describe the project.
 - The public has the opportunity to comment. There is usually a time limit of two to three minutes.
 - The Applicant has time to respond to issues raised.
 - Public comment is closed, and there is no additional opportunity to participate.
- Within 30 days of the hearing, the Planning Commission will:
 - Approve the project
 - Approve with conditions

- Deny the project
- Continue the project – if more information is required or if the Commission runs out of time.
- The decision can be appealed for 20 days after the Notice of Decision is filed with the City Clerk. If the decision is appealed, the Applicant can continue with their project at their own risk.
- Videos of the Planning Commission activities are posted on Assembly’s Minutes and Agendas site.
<https://juneau-ak.municodemeetings.com/>

SECTION 1 – PLANNING DIVISION

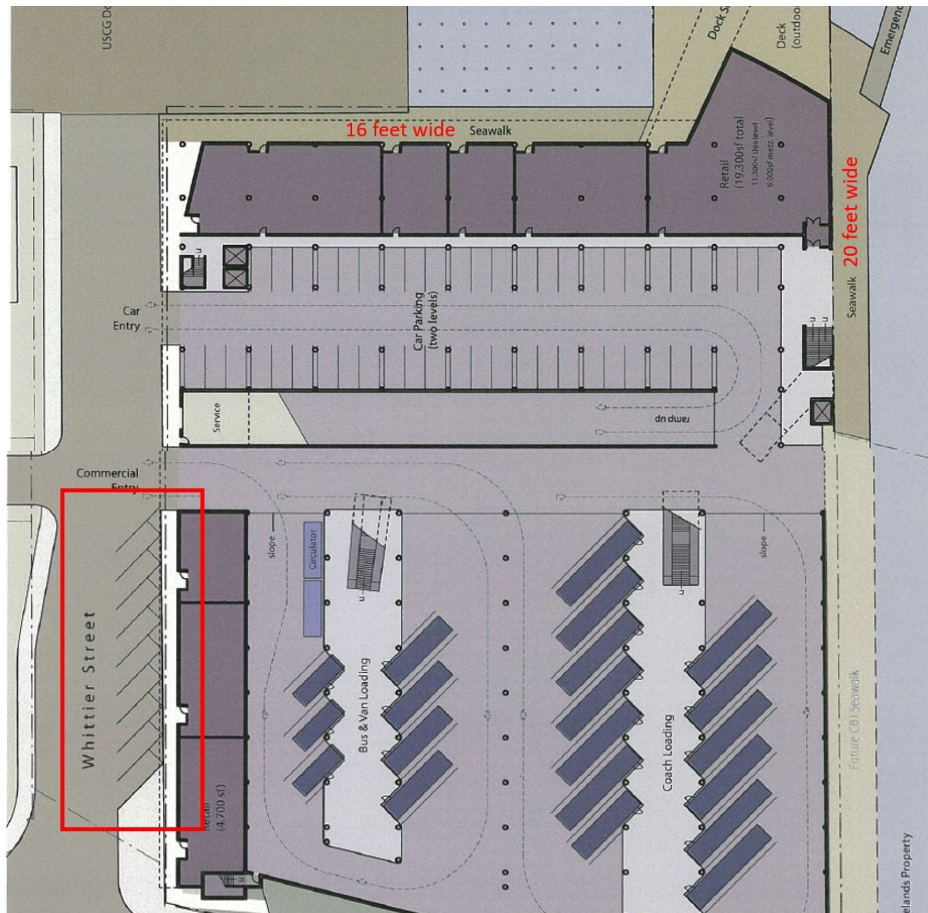
1. **Zoning** – MU2 (Mixed Use 2); Town Center Parking Area – *CBJ 49.30.220(b)*
2. **Table of Permissible Uses** – Proposed uses for the site include:
 - a. 5.300 – Libraries, museums, and art galleries
 - b. 8.100 – Restaurants, bars without drive through service.
 - c. 10.510 – Moorage; Public, commercial
 - d. 21.300 – Visitor, cultural facilities related to features of the site
3. **Subdivision** – Not applicable
4. **Setbacks** –
 - a. Minimum front yard setback: 5 feet
 - b. Minimum street side yard setback: 5 feet
 - c. Minimum rear yard setback: 5 feet
 - d. Minimum side yard setback: 5 feet
 - e. *49.25.430(4)(G) – Shoreline properties.* In any zoning district, yard setbacks are not required from tidewater lot lines. The setback is zero (0) feet
5. **Height** – Maximum height for permissible uses: 45 feet; maximum height for accessory uses 35 feet. The applicant noted that, while the narrative describes single-story structures, some portions of some structures may be two stories in height, which is permissible in MU2.
6. **Access** – The proposed access is through CBJ-owned Whittier Street. The applicant notes that the cul-de-sac depicted on Whittier Street is not proposed as part of this project. Staff advised removal to avoid confusion.
7. **Parking & Circulation** – The applicant should identify the area designated for circulator pick up and drop off for licensed commercial passenger vehicles on their site plan.

CBJ 49.40.210(TABLE). Below is a comparison between requirements from the previously approved conditional use permit and the proposed modification by use category:

	Use	Square feet	Metric	Parking Required	ADA Required
USE23-10 PLANS	Retail/ Restaurants	Up to 50,000 ft ²	1/750 ft ²	66	
	Moorage		1/moorage stall	2	
	Cultural Center (museum/library)	40,000 ft ²	1/1,500 ft ²	26	
				94	4

117 spaces provided; 94 required

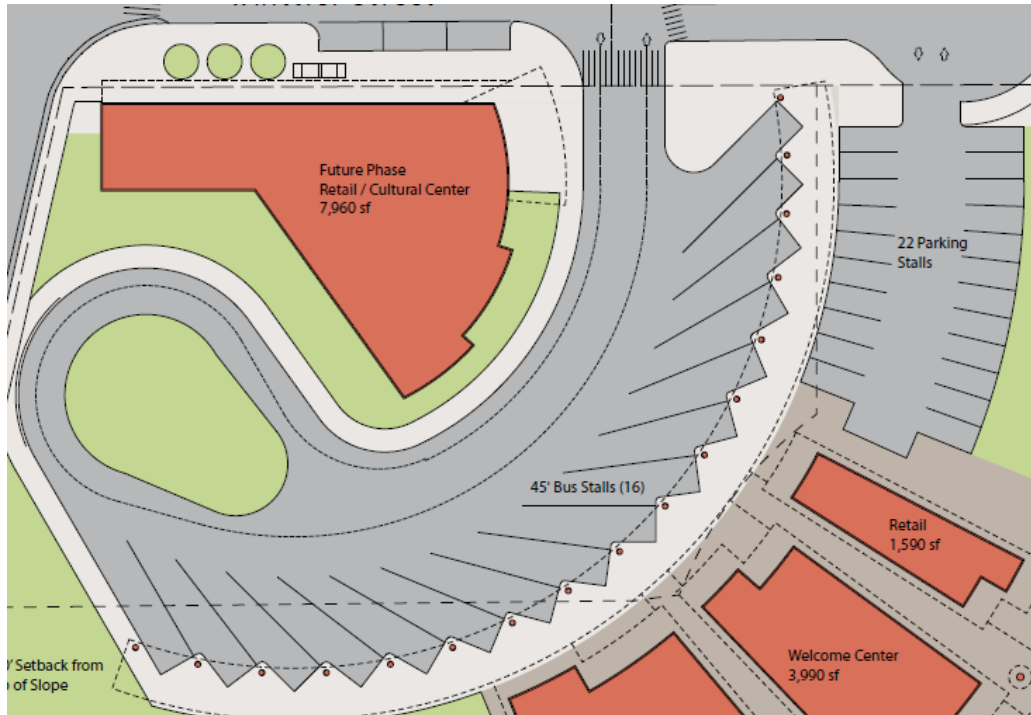
An underground parking structure was previously proposed to facilitate off-street parking, bus staging, and vehicular circulation.



	Use	Square feet	Metric	Parking Required	ADA Required
MODIFICATION	Retail/Restaurants	13,830 ft ²	1/750 ft ²	13	
	Moorage		1/moorage stall	2	
	Cultural Center (museum/library)	7,960	1/1,500 ft ²	Between 5 & 10 depending on retail/cultural center ratio	
				20-25 spaces	1

38 spaces provided; 20-25 required. This will depend on the square footage of retail being proposed within the Cultural Center structure.

The requested amendment will not include an underground parking structure; all off-street parking requirements, bus staging, and site circulation will be facilitated at ground level.



8. **Lot Coverage** – Maximum lot coverage is 80%. *CBJ 49.25.400(TABLE) – MU2*
9. **Vegetative Coverage** – Minimum vegetative cover is 5% of total lot area. *CBJ 49.50.300(TABLE) – MU2*
10. **Lighting** – Exterior lighting may not shed light or glare above the roofline of the building or beyond the property line of the site. Industrial and exterior lighting shall not be used in a manner that produces glare on public highways or neighboring property. All exterior lighting fixtures shall be of a “full cutoff” design.
Prior to issuance of a building permit, the applicant shall submit a lighting plan illustrating the location and type of exterior lighting proposed for the development. Exterior lighting shall be designed and located to minimize offsite glare. Approval of the plan shall at the discretion of the Community Development Department, according to the requirements at 49.40.230(d).
11. **Noise** – Anticipated noise from the development is not expected to be excessive for the zoning district.
12. **Flood** – Elements of the proposed project are in the zone VE Special Flood Hazard Area (SFHA). New development, defined as any man-made change to improved or unimproved real estate, within the SFHA requires a floodplain development permit (FZD), even if a building permit is not required. The proposed development will need to be designed to meet the requirements of CBJ 49.70 Article IV. – Flood Hazard Areas. See 49.70400(j) for additional provisions required in zones VE and V.



13. **Hazard/Mass Wasting/Avalanche/Hillside Endorsement** – This project is not within a mapped hazard area. The project does not appear to need a Hillside Endorsement. A Hillside Endorsement will be required if slopes are created or cut into in excess of 18%.
14. **Habitat/Wetlands** – Check with the U.S. Fish and Wildlife on the presence of eagle nests in the area. The presence of eagle nests may impact construction scheduling. No anadromous waterbodies are on the subject parcel, or within 50 feet. Wetlands are not anticipated on this lot. Fill of wetlands will require a United States Army Corps of Engineers fill permit.
15. **Plat or Covenant Restrictions** – There were no applicable plat notes in plat # 2009-37
16. **Traffic** – A Traffic Impact Analysis (TIA) dated May 12, 2023, was provided as a part of the 2023 Conditional Use Permit process as required by 49.40.300(a)(1). Operational concerns led to mitigation requirements, including street re-striping and signal timing adjustments. An updated memorandum verifying the TIA remains valid in consideration of the proposed changes; if no longer valid, an updated TIA will be required. CBJ Engineering will need to weigh in to verify the relevance of the existing analysis.

Note: The applicant's narrative for PAC26-29 indicates a TIA was completed by DOWL and submitted to CBJ in February 2025; CDD staff did not have a copy of this analysis available for review prior to this conference.

17. **Nonconforming situations** – There are no known or evident nonconforming situations.

SECTION 2 – BUILDING DIVISION

18. **Building** – Not in attendance.
19. **Outstanding Permits** – Not in attendance.

SECTION 3 – GENERAL ENGINEERING/PUBLIC WORKS DEPARTMENTS

20. **Engineering** – Once CUP approved, submit an engineered Grading Site plan and Utility Site plan with building permits for review by GE.
21. **Drainage** – The Grading Site Plan drawing plan shall demonstrate the drainage system for the parcel for review by GE.

22. **Utilities** – (water, power, sewer, etc.) The Utility Site Plan drawing shall show the water and sewer system throughout the parcel for review by GE. Water sizing shall be based on the plumbing code. Required Water meter location shall be shown on Utility Plan.

SECTION 4 – FIRE DEPARTMENT

23. **Fire Items/Access** – Not in attendance.
24. **Remove if not applicable.** Suppression system plans must be submitted with the building permit application. Suppression system design cannot be deferred.

SECTION 5 – OTHER APPLICABLE AGENCY REVIEW

25. DOT&PF / Army Corps / DNR / USF&W / F&G / USGC

SECTION 6 – LIST OF REQUIRED APPLICATIONS

Based upon the information submitted for pre-application review, the following list of applications must be submitted in order for the project to receive a thorough and speedy review.

26. Conditional Use Permit
27. Floodplain Development Permit

Additional Submittal Requirements

Submittal of additional information, given the specifics of the development proposal and site, are listed below. These items will be required in order for the application to be determined Counter Complete.

28. A copy of this pre-application conference report.
29. Revised site section graphics.
30. Traffic Impact Analysis: Updated Memorandum or an updated TIA depending on outcome of review.
31. Floodplain Development: Site plan with special flood hazard areas and mean high tide depicted.

Exceptions to Submittal Requirements

Submittal requirements that staff has determined **not** to be applicable or **not** required, given the specifics of the development proposal, are listed below. These items will **not** be required in order for the application to be reviewed.

32. Not applicable

FEE ESTIMATES

The preliminary plan review fees listed below can be found in the CBJ code section 49.85.

Based upon the project plan submitted for pre-application review, staff has attempted to provide an accurate estimate for the permits and permit fees which will be triggered by your proposal.

1. Conditional Use Permit – Class III Use: \$750.00
2. Public Notice Sign - \$150.00 (\$100 is refundable)

For informational handouts with submittal requirements for development applications, please visit our website at www.juneau.org/community-development.

Submit your Completed Application

You may submit your application(s) online via Civic Access.

Phone: (907) 586-0715

Web: www.juneau.org/community-development

ATTACHMENTS:

PAC20260029 - Application

USE20230010 – Site Plans and Elevations

2023 Traffic Impact Analysis