

Government of the District of Columbia

Department of Transportation



d. Planning and Sustainability Division

MEMORANDUM

TO: District of Columbia Zoning Commission

FROM: *KB for* Meredith Soniat
Associate Director

DATE: March 13, 2026

SUBJECT: ZC Case No. 78-17A – Judiciary Plaza (450 5th Street NW)

PROJECT SUMMARY

Judiciary Plaza, LLC (the “Applicant”) has requested approval of a Planned Unit Development (PUD) Modification application to implement a residential conversion of an existing office building on a property bounded by 5th Street NW to the east, 6th Street NW to the west, E Street NW to the north, and existing buildings to the south. The site currently contains an office building with underground parking garage. The proposal to reconfigure and add to the office building into a residential project includes the following development program:

- Approximately 500 residential units;
- 242 existing underground vehicle parking spaces;
- 199 long- and 26 short-term bicycle parking spaces; and
- Two (2) existing loading berths with platforms, of which one (1) will serve as a service/delivery space.

SUMMARY OF DDOT REVIEW

The District Department of Transportation (DDOT) is committed to achieving an exceptional quality of life by encouraging sustainable travel practices, safer streets, and outstanding access to goods and services. To achieve this vision, DDOT works through the zoning process to ensure that impacts from new developments are manageable within and take advantage of the District’s multi-modal transportation network and, as necessary, propose mitigations that are commensurate with the action. After an extensive review of the case materials submitted by the Applicant, DDOT finds:

- Vehicular access to the site is proposed via an existing two-way parking garage entrance from 6th Street NW;
- Loading is proposed via two other existing a curb cuts from 6th Street NW;

- The project proposes to exceed the minimums for long- and short-term bicycle parking in Titles 11 and 18 of the *District of Columbia Municipal Regulations (DCMR)*, which DDOT strongly supports; and
- The project is meeting zoning requirements for vehicle parking and the parking supply exceeds DDOT’s preferred parking maximums for sites less than ¼-mile from Metrorail;
- DDOT estimates a project of the size, mix of uses, and distance from transit should provide approximately 83-125 spaces. The availability of excess parking has the potential to induce additional demand for driving;
- To offset this impact, the Applicant has agreed with DDOT to implement a robust TDM program to encourage walking, biking, and transit use, and discourage driving;
- The Applicant proposes a robust Transportation Demand Management (TDM) Plan (Exhibits [23A1](#) and [23A2](#)), including the installation of a micromobility corral and contribution of \$40,000 to the Transportation Mitigation Fund, that will support non-automobile ownership lifestyles and encourage usage of non-auto modes. DDOT requests some revisions, noted at the end of this report.

RECOMMENDATION

DDOT has no objection to the approval of this Planned Unit Development Modification application with the following conditions included in the Zoning Order:

- Implement the TDM Plan as proposed in the March 2, 2026 Transportation Statement (Exhibits [23A1](#) and [23A2](#)), for the life of the project, unless otherwise noted, with the revisions requested in the TDM Section at the end of this report; and
- Implement the Loading Management Plan (LMP) proposed in the March 2, 2026 Transportation Statement (Exhibits [23A1](#) and [23A2](#)) for the life of the project, unless otherwise noted (the LMP is discussed in greater detail later in this report).

CONTINUED COORDINATION

Given the complexity and size of the action, the Applicant is expected to continue to work with DDOT on the following matters outside of the zoning process:

- The Applicant will be required to obtain public space permits for all elements of the project proposed in public space. DDOT has several comments on the initial public space design which are noted later in the Streetscape and Public Realm section and can be resolved during the public space permitting process;
- The Applicant should participate in a Preliminary Design Review Meeting (PDRM) to discuss the public space design with DDOT and Office of Planning (OP);
- Coordinate with DDOT’s Planning and Sustainability Division (PSD) to ensure the long-term bicycle storage room meets both Zoning requirements and DDOT design guidelines;
- Submit a detailed curbside management and signage plan for Curbside Management Division (CMD) review, consistent with current DDOT policies. If meter installation is required, they will be at the Applicant’s expense;
- Coordinate with DDOT’s TDM Team and goDCgo on the implementation of the TDM Plan; and

- Coordinate with DDOT’s Urban Forestry Division (UFD) and the Ward 2 Arborist regarding the possibility of any existing Heritage Trees or Special Trees on the property as well as any street trees in public space.

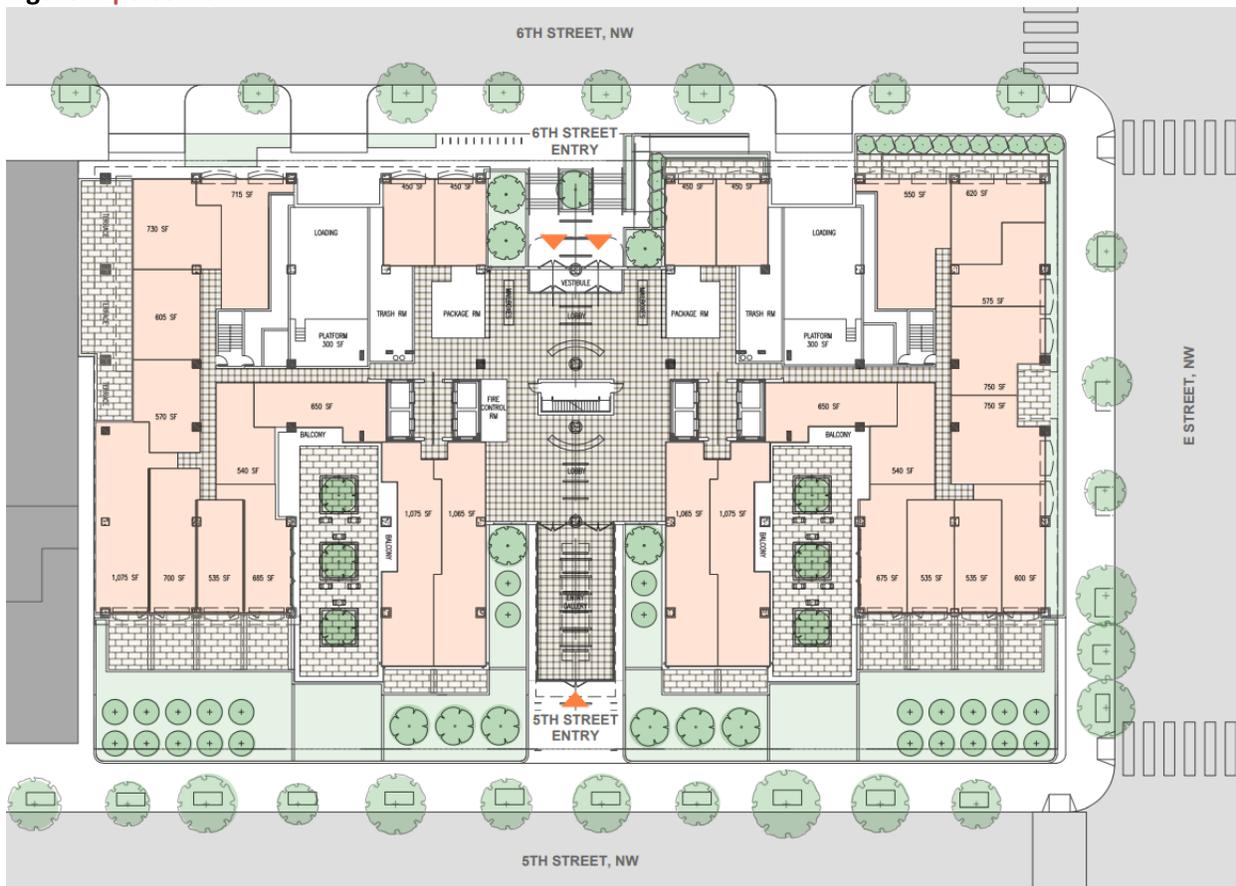
TRANSPORTATION ANALYSIS

The following is DDOT’s review of the submitted plans, application materials, and March 2, 2026 or Transportation Statement (Exhibits [23A1](#) and [23A2](#)) to assess the project’s consistency with the District’s vision for an equitable and sustainable transportation system that delivers safe and convenient ways to move people, goods, and services.

Site Access

Pedestrian access to the building’s residential lobby entrance is on 5th and 6th Street. Vehicular access to the parking garage is proposed via a two-way entrance/exit from an existing curb cut on 6th Street NW. The project proposes no new curb cuts to a public street and maintains two (2) additional existing curb cuts on 6th Street NW for loading berth access, consistent with DDOT DEM standards for vehicle access. Figure 1 below shows the site layout of the proposed project.

Figure 1 | Site Plan



Source: ECA 5/1/25 ([Exhibit 3B4](#) in IZIS)

Vehicle Parking

The overall parking demand created by the development is primarily a function of land use, development square footage, price, and supply of parking spaces. However, in urban areas, other factors contribute to the demand for parking, such as the availability of high-quality transit, frequency of transit service, proximity to transit, connectivity of bicycle and pedestrian facilities within the vicinity of the development, demographic composition, and other characteristics.

The project is required by Zoning to provide 83 vehicle parking spaces after taking the eligible 50% parking reduction, due to its proximity to Metrorail. The project proposes to retain all 242 existing on-site parking spaces in the underground garage, which is 159 spaces more than the zoning parking minimum.

DDOT finds the amount of vehicle parking proposed on-site to be higher than expected given the project size, mix of uses, and distance from transit. Based on DDOT's preferred maximum parking rates in the 2024 *Guidance for Comprehensive Transportation Review*, a total number of spaces in the 83-125 range would be more appropriate. Providing more parking than practically needed has the potential to induce more driving. As such, DDOT recommends the Applicant implement a robust TDM program to encourage walking, biking and transit use to and from the site rather than driving (see TDM section later in this report).

Bicycle Parking

The project is required by zoning to provide 167 long-term and 25 short-term bicycle parking spaces for the approximately 500 residential units. According to the proposed TDM Plan, the project includes 199 long- and 26 short-term bicycle parking spaces, exceeding these requirements. The short-term racks are proposed to be accommodated with inverted U-racks in public space.

As the design of the long-term bicycle storage room moves forward, the Applicant should refer to Appendix F in the *Guidance for Comprehensive Transportation Review* for design best practices. The storage room must be designed so that a minimum of 50% of long-term spaces be located horizontally on the floor or bottom of a two-tier rack system, 10% of spaces be served by electrical outlets, 5% of spaces (minimum 2 spaces) be designed for larger tandem/cargo bikes (10 feet by 3 feet, rather than 6 feet by 2 feet). DDOT confirms the most recent submitted plans do accommodate these guidelines and the TDM Plan has been drafted to state these amounts.

Loading

DDOT's practice is to accommodate vehicle loading in a safe and efficient manner, while at the same time preserving safety across non-vehicle modes and limiting any hindrance to traffic operations. For new developments, DDOT requires that loading take place in private space and that no back-up maneuvers occur in the public realm. Access to this building for loading and unloading, delivery and trash pick-up is an important consideration, and DDOT expects the project to comply with DDOT's standards for loading.

Per Title 11 of *DCMR*, Subtitle C § 901.1 and § 901.4, residential properties with more than 50 units are required to provide one (1) loading berth, one (1) loading platform, and one (1) 20-foot delivery space. The project proposes to meet the zoning requirements and practical needs for loading by providing a total of two (1) loading berths with platforms, each exceeding the minimum size requirements in zoning,

which are existing in the building. One of these loading berths will serve as the required service/deliver space, but both will retain the size, to maintain functionality.

The existing berths are located such that loading activities take place on 6th Street NW. The truck turning diagrams included in the March 2, 2026, Transportation Statement demonstrate that SU-30 trucks can exit the loading bays with head-out movements but not enter the loading bays with head-in movements. In their March 2, 2026, Transportation Statement (Exhibits [23A1](#) and [23A2](#)), the Applicant proposed Loading Management Plan (LMP) for the life of the project which DDOT concurs with, includes a dock manager to monitor truck movements through public space. Since the site has more than three (3) units, the Applicant must contract a private trash collection service. Trash must be stored entirely on private property and out of the view of the sidewalk.

Heritage and Special Trees

According to the District's [Tree Size Estimator map](#), there are no Heritage or Special trees on the property with several nice street trees in public space surrounding the property. DDOT expects the Applicant to coordinate with the Ward 2 Arborist regarding the preservation and protection of existing small street trees, as well as the planting of new street trees, in bioretention facilities or a typical expanded tree planting space.

Streetscape and Public Realm

In line with District policy and practice, any substantial new building development or renovation is expected to rehabilitate streetscape infrastructure between the curb and the property lines. This includes curb and gutters, street trees and landscaping, streetlights, sidewalks, and other appropriate features within the public rights of way bordering the site.

The Applicant must work closely with DDOT and the OP to ensure that the design of the public realm meets current standards and will substantially upgrade the appearance and functionality of the streetscape for public users needing to access the property or circulate around it. In conjunction with Titles 11, 12A, and 24 of *DCMR*, DDOT's *Design and Engineering Manual (DEM)* and *Public Realm Design Manual* will serve as the main public realm references for the Applicant. Streetscape designs will be reviewed in further detail during the public space permitting process.

While the preliminary public space plans, shown above in Figure 1, are generally consistent with DDOT standards, there are several considerations that need to be reviewed in greater detail during the public space permitting process:

- The project should maintain or expand the landscaped area in public space surrounding the existing building, consistent with the Downtown Residential Streetscape Guidelines;
- Ensure the adjacent streetscape design meets the requirements of the Downtown Streetscape Regulations and Gallery Place-Chinatown Streetscape Design Guidelines;
- Streetscape improvements along 6th Street should attempt to narrow the existing curb cuts where possible, especially the two loading areas, where Autoturn diagrams show there is ample space for truck movements;
- All building entrances must be at grade with the sidewalk so that no stairs or ramps will be necessary in public space;

- Submit a detailed curbside management plan with proposed signage for review and approval by DDOT Curbside Management Division (CMD). If CMD requires multi-space meters for the remainder of the frontage, they will be at the Applicant’s expense;
- Provide a plan showing the detailed design of the long-term bike storage room so PSD can confirm it meets the requirements in Title 11 of DCMR, Subtitle C § 800, Title 18 of DCMR, § 1214, and DDOT *Bike Parking Guide* best practices, including larger cargo/tandem spaces;
- Determine final locations for the inverted-U bicycle racks; and
- Any future outdoor café patios will require a public space occupancy permit.

DDOT encourages the Applicant to participate in a Preliminary Design Review Meeting (PDRM) to address design-related comments provided by DDOT and OP.

Mode Split and Trip Generation

Each trip a person makes is made by a certain means of travel, such as vehicle, bicycle, walking, and transit. The means of travel is referred to as a ‘mode’ of transportation. A variety of elements impact the mode of travel, including density of development, diversity of land use, design of the public realm, proximity to transit options, availability and cost of vehicle parking, among many others.

Mode split assumptions used in the analysis were informed by the Census, as well as survey data from the MWCOG’s *2022 State of the Commute Survey Report*, the WMATA Ridership Survey, the site’s proximity to transit, and the property’s parking supply. As shown in Figure 2 below, the mode splits assumed were 65% automotive for residential and 58% for office, the remainder of trips are anticipated to be made by transit, walking, or bicycling.

Figure 2 | Summary of Mode Split Assumptions

Land Use	Mode				
	Drive	Transit	Bike	Walk	Telecommute
Multifamily Residential Housing	25%	50%	10%	10%	5%
Office	40%	45%	4%	6%	5%

Source: *Gorove/Slade 2/3/26 Transportation Statement, Table 5*

The study provided trip generation estimates based on the rates published in the Institute of Transportation Engineers (ITE) *Trip Generation Manual, 11th Edition* (Land Use Code 222 Multi-Family High-Rise – Not Close to Rail Transit). The assumed mode-split was used to convert base vehicular trips to base person trips using average auto occupancy data and then back to vehicular, transit, bicycle, and pedestrian trips. DDOT finds these methods appropriate.

As shown below in Figure 3, the projected person and vehicle trips do not meet DDOT’s thresholds for further analysis (100 total person trips OR 25 inbound or outbound vehicle trips during any one of study periods). Rather, there is a net decrease in proposed vs existing estimated trips based on the use change of the project. As such, a Comprehensive Transportation Review (CTR) study with traffic impact analysis (TIA) was not required.

Figure 3 | Multi-Modal Trip Generation Summary

Mode	AM Peak			PM Peak			Weekday
	In	Out	Total	In	Out	Total	Total
Existing Office Use (400,859.27 SF)							
Auto	195 veh/hr	26 veh/hr	221 veh/hr	36 veh/hr	174 veh/hr	210 veh/hr	195 veh
Transit	259 ppl/hr	35 ppl/hr	294 ppl/hr	47 ppl/hr	232 ppl/hr	279 ppl/hr	259 ppl
Bike	23 ppl/hr	3 ppl/hr	26 ppl/hr	4 ppl/hr	21 ppl/hr	25 ppl/hr	23 ppl
Walk	34 ppl/hr	5 ppl/hr	39 ppl/hr	7 ppl/hr	31 ppl/hr	38 ppl/hr	34 ppl
Telecommute	29 ppl/hr	4 ppl/hr	33 ppl/hr	5 ppl/hr	26 ppl/hr	31 ppl/hr	29 ppl
Proposed Multi-Family Residential Use (500 du)							
Auto	8 veh/hr	24 veh/hr	32 veh/hr	24 veh/hr	14 veh/hr	38 veh/hr	8 veh
Transit	20 ppl/hr	56 ppl/hr	76 ppl/hr	56 ppl/hr	35 ppl/hr	91 ppl/hr	20 ppl
Bike	4 ppl/hr	11 ppl/hr	15 ppl/hr	11 ppl/hr	7 ppl/hr	18 ppl/hr	4 ppl
Walk	4 ppl/hr	11 ppl/hr	15 ppl/hr	11 ppl/hr	7 ppl/hr	18 ppl/hr	4 ppl
Telecommute	2 ppl/hr	6 ppl/hr	8 ppl/hr	6 ppl/hr	3 ppl/hr	9 ppl/hr	2 ppl
Net New Trips (Proposed - Existing)							
Auto	-187 veh/hr	-2 veh/hr	-189 veh/hr	-12 veh/hr	-160 veh/hr	-172 veh/hr	-187 veh
Transit	-239 ppl/hr	21 ppl/hr	-218 ppl/hr	9 ppl/hr	-197 ppl/hr	-188 ppl/hr	-239 ppl
Bike	-19 ppl/hr	8 ppl/hr	-11 ppl/hr	7 ppl/hr	-14 ppl/hr	-7 ppl/hr	-19 ppl
Walk	-30 ppl/hr	6 ppl/hr	-24 ppl/hr	4 ppl/hr	-24 ppl/hr	-20 ppl/hr	-30 ppl
Telecommute	-27 ppl/hr	2 ppl/hr	-25 ppl/hr	1 ppl/hr	-23 ppl/hr	-22 ppl/hr	-27 ppl

Source: Gorove/Slade 2/3/26 Transportation Statement, Table 6

Pedestrian Network

The District is committed to enhancing pedestrian accessibility by ensuring consistent investment in pedestrian infrastructure on the part of both the public and private sectors. DDOT expects new developments to serve the needs of all trips they generate, including pedestrian trips. Walking is expected to be an important mode of transportation for this development. DDOT expects the Applicant will reconstruct the public space along the frontage and upgrade any pedestrian facilities leading to transit stops and neighborhood services to current DDOT standards.

The Transportation Statement’s inventory of existing pedestrian infrastructure demonstrates that all sidewalks on the block of the site are currently constructed with appropriate widths and include accessible curb ramps.

Bicycle Network

The District is committed to enhancing bicycle accessibility by ensuring consistent investment in bicycle infrastructure on the part of both the public and private sectors. DDOT expects new developments to serve the needs of all trips they generate, including bicycling trips. Bicycling is expected to be an important mode of transportation for this development.

There are currently unprotected bicycle lanes on E Street NW with multiple Capital Bikeshare stations in the vicinity of the site. DDOT has initiated a project to convert the unprotected bicycle lanes to protected bicycle lanes along E Street NW.

As discussed previously in the Vehicle Parking section, to offset the potential induced demand for being over-parked, the Applicant has agreed to fund and construct a micromobility corral near the intersection of E Street and 5th Street NW, subject to DDOT approval, to encourage biking and scooting and discourage driving. In conjunction with a robust TDM program, DDOT finds these intersection improvements to be acceptable and appropriate mitigation. DDOT notes that the final design of the micromobility corral will occur during public space permitting.

Transit Service

The District and Washington Metropolitan Area Transit Authority (WMATA) have partnered to provide extensive public transit service in the District of Columbia. DDOT's vision is to leverage this investment to increase the share of non-automotive travel modes so that economic development opportunities increase with minimal infrastructure investment.

The site is located approximately 0.1 mile, roughly a two-minute walk, from the Judiciary Square Metrorail station which is served by the Red Line as well as within 0.5 miles from the Gallery Place/Chinatown and Metro Center Metrorail stations served by additional lines. Trains serve the Judiciary Square Metrorail station every 4-5 minutes during weekday peak hours, 6-10 minutes during weekday non-peak times, and 6-10 minutes on weekends.

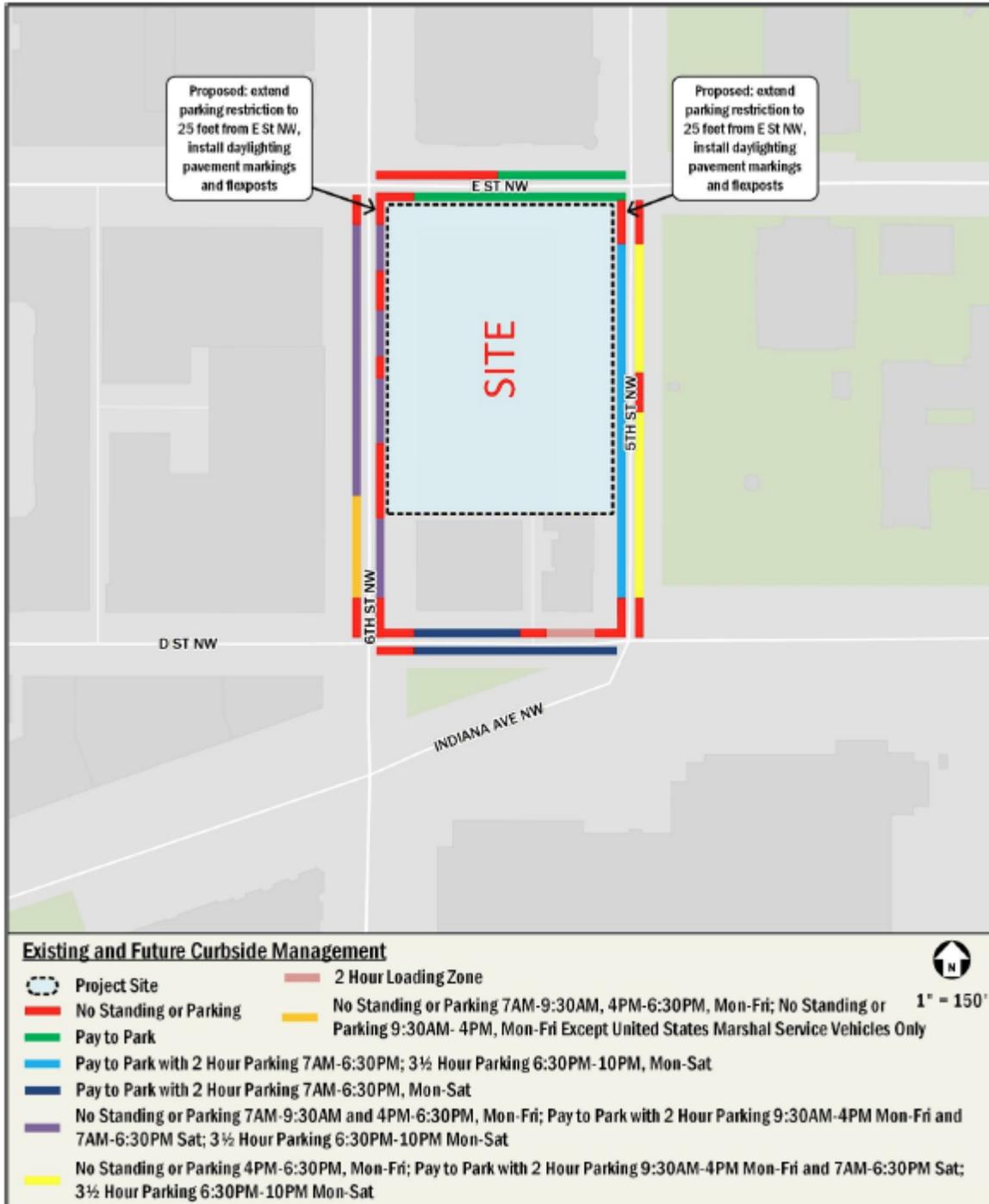
The site is well-served by six (6) Metrobus routes, three (3) Omniride routes, and twelve (12) MTA routes. These bus routes provide connections to 27 Metrorail stations serving all six (6) Metrorail lines. Multiple bus stops served by these bus routes are within a quarter-mile walk of the site, the closest of which is located along E Street NW.

Curbside Management

When a property redevelops, it is DDOT policy to reevaluate the existing curbside restrictions around the site frontages to ensure they align with the new land use(s) on the property and surrounding neighborhood context.

The site currently has metered parking along 5th, 6th, and E Street frontages, with varying time of day restrictions, which the Applicant is proposing to maintain, as shown below in Figure 4. DDOT is generally supportive of this concept, however, a detailed curbside and signage plan must be submitted during public space permitting for review and approval by DDOT's Curbside Management Division (CMD). At that time, the plan may be refined by CMD and the exact signage placards will be determined. If multi-space meters are required by CMD then they will be at the Applicant's expense.

Figure 4 | Existing and Proposed Curbside Designations



Source: Gorove/Slade 2/3/26 Transportation Statement, Figure 8

Transportation Demand Management (TDM)

As part of all land development cases, DDOT requires an Applicant to develop a comprehensive TDM plan to help mitigate an action’s transportation impacts. TDM is a set of strategies, programs, services, and physical elements that influence travel behavior by mode, frequency, time, route, or trip length in order to help achieve highly efficient and sustainable use of transportation facilities. In the District, this typically means implementing infrastructure or programs to maximize the use of mass transit, bicycle

and pedestrian facilities, and reduce single occupancy vehicle trips during peak periods. The Applicant's proposed TDM measures play a role in achieving the desired and expected mode split.

The specific elements within the TDM plan vary depending on the land uses, site context, proximity to transit, scale of the development, and other factors. The TDM plan must help achieve the assumed trip generation rates to ensure that an action's impacts will be properly mitigated. Failure to provide a robust TDM plan could lead to unanticipated additional vehicle trips that could negatively impact the District's transportation network.

The Applicant proposed a TDM Plan in the March 2, 2026, Transportation Statement. DDOT finds the TDM Plan sufficiently robust to support non-automobile ownership lifestyles and encourage alternatives to auto travel, with the following minor revisions included in the Zoning Order:

- Maintain at least a Bronze level in the goDCgo Transportation All Star Awards program;
- Transportation Coordinator will conduct an annual commuter survey of building employees and residents onsite which must include the following questions:
 - Resident's transportation modes and usage frequency
 - Resident's Vehicle ownership and parking
 - Barriers and motivations for using sustainable options
 - Current and desired on-site transportation amenities
 - Interest in additional resources or support for sustainable travel;
- Install a micromobility corral, subject to DDOT approval, in one of the daylighting areas (ideally at the intersection of E and 5th Streets); and
- Contribute \$40,000 to the Transportation Mitigation Fund prior to the issuance of public space permits for the project, to contribute constructing DDOT's E Street Bike Lanes improvement project or another nearby multimodal safety project.

MS:eo