

**SITE PLAN REVIEW COMMITTEE  
MEETING AGENDA**

**DATE:** Monday, March 24, 2014  
**TIME:** 7:00 – 8:25 p.m.  
**PLACE:** 2100 Clarendon Boulevard  
Courthouse Plaza, 1<sup>st</sup> Floor, Cherry and Dogwood Rooms  
Arlington, VA 22202

**SPRC STAFF COORDINATOR:** Samia Byrd, 703-228-3525

**Item 1. SP #181 Amendment Key Boulevard Apartments** **7:00–8:25 p.m.**  
(RPC# 16-014-002)  
Scheduled to be heard no earlier than TBD PC and CB meetings.  
*Peter Schulz (CPHD Staff)*

The Site Plan Review Committee (SPRC) is comprised of Planning Commission members, representatives from other relevant commissions and several appointed citizens. The SPRC reviews all site plans and major site plan amendments requests, which are submitted to the County Board and the Planning Commission for consideration. The major responsibilities of the SPRC are the following:

1. Review site plan or major site plan amendment requests in detail.
2. Advise the Planning Commission by recommending the appropriate action in regard to a specific plan and any conditions, which it might determine to be necessary or appropriate.
3. Provide a forum by which interested citizens, civic associations and neighborhood conservation committees can review and comment on a particular plan, or the effects that the proposed project might have on the neighborhood.

In order to save copying costs, staff has selectively chosen the reduced drawings to be included in this package. The complete full size drawings are available for review in the Arlington County Zoning Office, Suite 810, Courthouse Plaza, 2100 Clarendon Boulevard and also in the Central Library's Virginia Room, 1015 N. Quincy St., (703) 228-5990.

For more information on the Arlington County Planning Commission, go to their web site  
<http://www.arlingtonva.us/Departments/Commissions/plancom/PlancomMain.aspx?InsLinkID=978>

For more information on the Site Plan public review process, go to the Arlington County Planning Division's web site on Development Proposals/Site Plans  
[http://www.arlingtonva.us/Departments/CPHD/Planning/applications/site\\_plans/CPHDPlanningApplicationsSite\\_plansMain.aspx](http://www.arlingtonva.us/Departments/CPHD/Planning/applications/site_plans/CPHDPlanningApplicationsSite_plansMain.aspx)

To view the current Site Plan Review Committee schedule, go to the web site  
[http://www.arlingtonva.us/Departments/CPHD/Planning/applications/site\\_plans/CPHDPlanningApplicationsSPRCSchedule.aspx](http://www.arlingtonva.us/Departments/CPHD/Planning/applications/site_plans/CPHDPlanningApplicationsSPRCSchedule.aspx)

## ITEM 1

SP #181 Amendment Key Boulevard Apartments  
(RPC# 16-014-002)

### **AGENDA: First Meeting—March 24, 2014**

- 1) Informational Presentation
  - a) Overview of Site Plan Proposal (Staff)
  - b) Presentation of Site Plan Proposal (Applicant)
  
- 2) Land Use & Zoning
  - a) Relationship of site to GLUP, sector plans, etc.
    - i) Requested changes (if any)
    - ii) Justification for requested changes (if any)
  - b) Relationship of project to existing zoning
    - i) Special site designations (historic district, etc.)
    - ii) Requested bonus density, height, etc.
    - iii) Requested modification of use regulations

**Site Location:**

The 1.24-acre site is located in the Rosslyn Metro Station area on the north side of Key Boulevard, located at 1537-1545 Key Boulevard. It is an interior lot between a townhouse community and the Rosslyn Community Garden.

**Applicant Information:**

**Applicant**

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**BACKGROUND:** A site plan amendment is proposed for Site Plan #181, the Atrium/Key Boulevard Apartments site plan in the Rosslyn station area. Site Plan #181 consists of the Atrium

Condominiums, located on the South side of Key Boulevard between North Oak Street, North Quinn Street and 18<sup>th</sup> Street North, and the Key Boulevard Apartments, located on the North side of Key Boulevard. The property which is the subject of this proposed site plan amendment, the Key Boulevard Apartments, was constructed by right in 1942.

In 1981, the County Board approved a site plan (SP #181) for a new 14-story, 357-unit multifamily tower on the South side of Key Boulevard (which is now known as “The Atrium”), and included preservation of the existing Key Boulevard Apartments (48 units at the time). These two properties are now tied together in the same site plan. Density was transferred from the Key Boulevard site to the Atrium site. For the purposes of the density transfer from the Key Boulevard Apartments site to the Atrium site, the transfer ignored the existence of the 48 apartments that were on the Key Boulevard site and treated the Key Boulevard site as if it was unbuilt “raw” land. The maximum number of units the Key Boulevard site could yield in 1981 under its “RA6-15” zoning (again, treating the site as if it were vacant) was 68 units. These 68 units were added to the Atrium site. The 1981 site plan approval also required Key Boulevard Apartments to become (predominantly) committed affordable housing in perpetuity.

**The following provides additional information about the site and location:**

Site: The subject site is located in the Rosslyn station area on the block generally bounded by 19<sup>th</sup> Street North to the north, N. Ode Street to the east, Key Boulevard to the south and the dedicated, but unused, N. Pierce Street right-of-way to the west. The surrounding land uses are as follows:

- To the north: Across 19<sup>th</sup> Street N., two-and three-story garden apartments and duplexes zoned “RA6-15”.
- To the east: Immediately adjacent, a three-story townhouse community, zoned “RA6-15”.
- To the south: Across Key Boulevard, the high-rise Atrium property (zoned “RA4.8”), a duplex, and townhouses zoned “RA6-15”.
- To the west: The Rosslyn Community Garden, which is in an unbuilt street right-of-way, and duplexes zoned “RA6-15”.



Zoning: “RA6-15” Apartment Dwelling Districts.

General Land Use Plan Designation: “Low-Medium” Residential (16-36 units/acre).

Neighborhood: North Rosslyn Civic Association.

**Existing Development:** The subject site is currently developed with three (3) 3-story garden apartment buildings constructed in 1942, containing 41 committed affordable units (originally 48). The property is preserved as committed affordable housing under SP #181. The applicant proposes to demolish all existing buildings.

**Development Potential:** The following provides a summary of the site’s “by-right” and site plan maximum development potential

Site Area: 54,021 sq ft	DENSITY ALLOWED/TYPICAL USE	MAXIMUM DEVELOPMENT
“RA6-15” By-Right & site plan	Uses Permitted in RA14-26 including apartment houses and townhouses; 900 sq ft min lot area per dwelling unit (48 units/acre).	The property is encumbered by an existing site plan. The maximum permitted density is 48 total units, or 38.7 units/acre, as approved in 1981.

**Proposed Development:** The Statistics for the proposed site plan are below:

	<b>Approved</b>	<b>Proposed</b>
<b>Site Area<sup>1</sup></b>		54,021 sq ft (1.24 Ac)
<b>Density<sup>2</sup></b>		
Residential	48 units <sup>3</sup>	158 units
Total Residential GFA	---	175,756
Total Residential units/acre	38.7 units/acre	127.4 units/acre
<b>Maximum Permitted Units<sup>4</sup></b>	<b>48</b>	<b>48</b>
<b>“RA6-15” Max. Permitted Density</b>		<b>48 units/acre</b>
<b>Building Height</b>		
Average Site Elevation		171.63 ft
Main Roof Elevation		231.58 ft
Main Roof Height		60.00 ft
Penthouse Roof Elevation		247.58 ft
Penthouse Roof Height		16.00 ft
Stories		6
<b>“RA6-15” Max. Permitted Main Roof Height</b>		<b>60 ft and 6 stories</b>
<b>“RA6-15” Max. Permitted Penthouse Height</b>		<b>23 ft</b>
<b>Parking</b>		
Residential Parking Spaces		148 spaces
Standard		120 spaces
Compact		22 spaces
Handicap		6 spaces
Applicant proposed parking ratio		.94 spaces/unit
<b>“RA6-15” Required Residential Parking Ratio</b>		<b>1.025 spaces/unit</b>
<b>LEED Score</b>		<b>51 (Silver)</b>
<b>Coverage</b>		36,562 sq ft (68%)
<b>Permitted “RA6-15” coverage</b>		<b>56%</b>

**Density and Uses:** The subject site is zoned “RA6-15”, which permits up to 48 apartment units per acre, and is designated as “Low-Medium” Residential on the General Land Use Plan, (which recommends between 16-36 units/acre). No rezoning or General Land Use Plan change is proposed.

The applicant proposes to demolish the existing apartments and construct a six (6) story apartment building with a total of 158 units: 82 units of committed affordable rental housing and 76 units of market rate condominiums. The total density of the proposed project would be 127 units per acre. Staff has identified the proposed density as an issue.

Because the subject site has no additional permitted density beyond what existed at the time of site plan approval in 1981 (48 units in the existing buildings), the applicant proposes to transfer up

<sup>1</sup> Not including the Atrium site

<sup>2</sup> RA6-15 is a units/acre zoning district, no FAR limit.

<sup>3</sup> While the site’s approved density is 48 units, there are currently 41 units.

<sup>4</sup> Maximum permitted by site plan.

to 99 units of unused density at the Gates of Ballston apartment complex in Buckingham to the Key Boulevard site through a Transfer of Development Rights. It should be noted that the Gates of Ballston has not yet been certified by the County Board as a sending site. The applicant also requests a LEED Silver bonus of .25 FAR or 11 units.

**Site and Design:** The proposed building would be a six (6) story, square building with an internal courtyard containing a total of 158 units. There will be two (2) levels of underground parking which would provide 148 parking spaces, at a ratio of .94 spaces per unit. The garage would be accessed from Key Boulevard, and the loading bay would be accessed from 19<sup>th</sup> Street North. The pedestrian entrances to the two (2) lobbies (one for the affordable units and one for the market-rate condominium units) will be from a two (2) story arcade accessed from Key Boulevard, and not directly from the street. A decorative gate will prevent the general public from accessing the internal courtyard. Residential units will be located on the ground floor. On the 19<sup>th</sup> Street façade, to take advantage of a grade change, the applicant proposes four (4) ground floor units at the B1 level that will have direct access to the outside.

All building facades will have light-colored brick and painted metal windows. Units will also have metal balconies, including those facing the internal courtyards. In the center of the building will be an approximately 3,250 square foot private courtyard that would be accessible only to building residents.

**LEED:** The applicant proposes to achieve LEED Silver certification with 51 points. The applicant also requests a modification of bonus density for an additional .25 of FAR.

**Transportation:** The Master Transportation Plan (MTP) classifies both Key Boulevard and 19<sup>th</sup> Street North as Non-Arterials – Urban Center Local (for medium to high density). Following is additional detail on the street typology as indicated in the MTP:

Street Name	Classification	Travel Lanes	Bike Accommodations	Restrict/Limit Driveway Access	On-street Parking Priority	Pedestrian Way
Key Boulevard and 19 <sup>th</sup> St. North	Non-Arterial – Urban Center Local (medium to high density)	2	Bike lane/shared lane	No	High	6-8 ft. sidewalk and 4-6 ft. green strip

**Transportation Analysis: Trip Generation:** A Traffic Impact Analysis (TIA) was submitted by the applicant, prepared by Kimley-Horn & Associates and dated June 30, 2011, when the site plan was originally submitted for County review. Staff has requested an updated TIA from the applicant to reflect current conditions. The analysis from 2011 assessed the impact of the development on the adjacent street network. It is concluded that 29 AM peak hour trips and 49 PM peak hour trips would be generated from the proposed development. In addition, the analysis states that all of the study area intersections would operate at a level of service D or better in the

total future condition with the exception of the intersection of N. Quinn Street and N. Scott Street/Key Boulevard during the AM peak hour. However, the analysis concludes that the proposed development will not result in significant increases in vehicle delays at that intersection, and that signal timing adjustments could be made at that intersection as a mitigation measure.

*Streets:* The site is bounded by both Key Boulevard to the south and 19<sup>th</sup> Street North to the north (a community garden and residential uses are directly west and east, respectively, from the site). Key Boulevard is a two (2) lane, east-west street which travels from North Quinn Street to North Nash Street (west of North Quinn Street, Key Boulevard turns into North Scott Street). Key Boulevard is a non-divided street with on-street parking and a bike lane on the northern side of the street. 19<sup>th</sup> Street North is a two (2) lane undivided roadway that travels from Colonial Terrace to North Ode Street and contains on-street parking.

*Sidewalks and Pedestrian Circulation:* The streetscape is proposed to maintain the current streetscape configuration along Key Boulevard, which includes a six (6) foot wide sidewalk and a four (4) foot tree zone. Several existing trees along Key Boulevard are proposed to be preserved and become part of the streetscape. There is also a five (5) foot wide bike lane along Key Boulevard, which would remain.

Along 19<sup>th</sup> St. North, proposed is a five (5) foot clear sidewalk, with an 18-foot wide landscape area, slightly elevated and behind the sidewalk, where some of the existing trees would be preserved.

*Parking, Loading, and Transit:* Access to loading is proposed to be off 19<sup>th</sup> Street North and access to parking is proposed to be off Key Boulevard. The Rosslyn Station Area Plan Addendum classifies Key Boulevard as a “Residential Connector” and states that “garage entrances and loading and trash areas are to be discouraged along these streets.” The Plan also says that, where unavoidable, measures could be taken to reduce the impact of those facilities. The applicant’s proposed TIA from 2011 addresses the proposed garage access off Key Boulevard and estimates the following peak hour volumes for the garage: 12 entering the garage during the AM peak period, 39 entering during the evening, 27 existing during the morning, and 27 exiting during the evening. Based on those volumes, the TIA concluded that the drive will operate in a safe and efficient manner. Staff will be examining the location of the proposed garage, which is inconsistent with the location called for in the Plan.

A two (2) level, below-grade parking garage is proposed with a total of 148 parking spaces. A parking ratio of 0.93 is proposed. Approximately 14.8% of the parking spaces are proposed to be compact.

The Rosslyn Metro station is approximately five (5) blocks east of the site, or about a 10 minute walk. ART bus route 61, the Rosslyn-Courthouse Metro Shuttle, has a stop in front of the sight, on Key Boulevard.

## **DISCUSSION:**

**Adopted Plans and Policies:** The General Land Use Plan (GLUP), the *Rosslyn Transit Station Area Study*, *Rosslyn Station Area Plan Addendum*, *Historic Resources Inventory* and *HRI Policy*,

the Transfer of Development Rights Ordinance and “Policy Guidance for Transfer of Development Rights, beyond the Arlington County Zoning Ordinance Section 36.H.5.b.”

GLUP and Zoning: The existing GLUP for the site is “Low-Medium” Residential (16-36 units/acre). The site, along with the Colonial Terrace area, has planned for roughly 16-36 units/acre since the adoption of the first General Land Use Plan in 1961 (although the category names have changed since then).

- 1961: The site, along with Colonial Terrace was designated “High-Medium Density Residential” (14-39 dwelling units/acre)
- 1975: GLUP designation changes to “Low-Medium Residential” (16-30 units/acre)
- 1987: GLUP legend revises the definition of “Low-Medium Residential” to 16-36 units/acre.

The existing zoning for the site is “RA6-15”, which permits up to 48 units per acre (a higher density than the GLUP recommends). The property, as well as the entire Colonial Terrace area, has been zoned “RA6-15” since at least 1950.

In the past, developers have proposed GLUP changes and rezonings to higher densities in the Colonial Terrace neighborhood (north of Key Boulevard). All have been either denied by the County Board or withdrawn by the applicant, most recently in 1985.

The proposed density on the site is in excess of what is permitted by the Zoning and the GLUP.

Rosslyn Transit Station Area Study 1977: This is the only Sector Plan to address and make specific recommendations regarding the subject site and the Colonial Terrace Area. The *Station Area Study* is still considered the controlling plan for the subject site. The *Study* designates the entire area north of Key Boulevard, including the subject site as a “conservation area” (Pages 31-32 and Map 5). The *Study* states “[p]ositive actions are needed to protect and preserve the low-density single and two-family uses in this area from higher density development pressures...” and makes the following recommendations for this area: 1) Investment of Community Development Funds, 2) Restriction of commuter parking and provision of additional parking for residents; 3) Reinvestment in existing housing; 4) Code Enforcement, and 5) Rezoning to a lower density zoning district.

Illustration 1, Entitled “Land Use Recommendations” labels the Colonial Terrace area as “Seek to preserve and enhance Colonial Terrace through Community Development Funds”, and for “Intensive Code Enforcement”. The *Study* also recommended, in Map 9, entitled “Recommended Rezonings”, that the Colonial Terrace area, including the subject site, be downzoned to “RA8-18” in order to match the existing GLUP designation. The Colonial Terrace area, including the subject site, is not included in areas recommended for redevelopment at higher densities.

Rosslyn Station Area Plan Addendum (1992) : The only reference to the Colonial Terrace area, including the subject site, in the *Addendum* is in Figure 7 (“Housing”), where the area is described as “Mixed Density Housing” and “Likely to Redevelop”. It is important to note that the *Addendum* does not make any recommendations for the subject site (other than a streetscape



recommendation), and the reference in Figure 7 is only descriptive, nor is the subject site located in any of the sites identified in the *Plan Addendum* for redevelopment. .

*Historic Resources Inventory*: The subject site is listed in the top one-third of “Important” sites in Arlington County on the Historic Resourced Inventory (HRI). The County’s HRI Policy (adopted by the County Board on October 2011) states in Goal 5:

The County will “Promote the Preservation of the Important Historic Buildings in the HRI.” This includes the following requirements of the policy:

- a. “The County will strive to protect and promote the reuse of those properties listed as Important.
- b. The County will collaborate with owners of Important properties to preserve the buildings’ historic and material integrity to the maximum extent possible.
- c. The County will require that new development proposals affecting Important properties be reviewed by the Historical Affairs and Landmark Review Board (HALRB).
- d. The County will encourage owners of Important properties to take advantage of available financial incentives (e.g. Federal and state rehab tax credits, preservation easements, County real estate tax exemptions.”

Staff has encouraged the applicant to discuss the above incentives with Historic Preservation staff.

*Transfer of Development Rights Ordinance and “Policy Guidance for Transfer of Development Rights, beyond the Arlington County Zoning Ordinance Section 36.H.5.b.”*: The Transfer of Development Rights Ordinance states:

*In approving and accepting a site plan, the County Board may, subject to such conditions as the Board may approve, permit the dedication of density or other rights to develop, as determined by the Board, from one or more parcels that are not the subject of a particular site plan application to one or more parcels of property that are the subject of that same site plan application for purposes of, among others, open space, historic preservation, affordable housing, community recreation, and/or community facilities. In considering the approval of such dedication, the County Board shall consider the appropriateness of the dedicated density or other development rights at the proposed location, and whether the dedication is consistent with the Zoning Ordinance, approved land use policies and plans, and the public health, safety and welfare generally. (Section 15.6.7.B.)*

The *TDR [Policy Guidance](#)* (external link), Policy #4 states: “Additional density and other development rights associated with TDRs shall be subject to the limitations on maximum height and other building form regulations applicable to the receiving site, as provided for in the zoning district regulations, the adopted General Land Use Plan (GLUP), and other adopted plans for the area.”

*Past County Board actions*: In addition to the above policies adopted by the County Board, examination of the history of development, including past County Board actions, in the Colonial

Terrace area is instructive in examining the subject site. The County Board has denied<sup>5</sup> all applications for GLUP changes, rezoning or site plans at densities higher than that permitted by the existing “RA6-15” zoning or the existing GLUP designation of “Low-Medium Residential”. Apart from the subject site plan (SP #181, approved in 1981), only three (3) other special exceptions for new development have been approved by the County Board for the area north of Key Boulevard. None of the approved special exceptions have been approved to exceed the “RA6-15” permitted density of 48 units/acre:

- SP #272 Highgate Townhouses: 112 townhouses on the eastern side of Colonial Terrace. Approved in 1989 under the existing “RA6-15” zoning. The approved density is 22.3 units/acre, less than half of what is even permitted with by right development. The staff report recommended approval stating: *“In the past several years, there have been a number of site plan proposals made for the Colonial Terrace area.... Previous proposals for the area also shared the characteristic of requesting height and density beyond that permitted by the “Low-Medium” Residential (16-36 units/acre) General Land Use Plan designation and the “RA6-15” zoning existing on the site, and were not approved for those reasons. The subject proposal, unlike the previous plans, is accomplished within the height and density requirements of the existing Zoning and General Land Use Plan...Because of the proposed project’s density and height characteristics, staff believes that it successfully addresses the County’s land use policy goals for this area.*
- U-2916-97-3, a use permit for an affordable housing project located at 1533 and 1537 Colonial Terrace and 1509 Key Boulevard, approved by the County Board in 1997, of ten units, at a density of 29 units/acre. An earlier proposal for a larger project at the site (U-2760-92-2) was approved by the County Board in 1993 at a density of 47 units/acre, but was not built.

**Modification of Use Regulations:** The applicant is requesting the following modifications of use regulations for the site plan:

- **Density:** The applicant proposes:
  - A modification for a .25 FAR LEED Silver bonus
  - Transfer of Development rights of 99 units from Gates of Ballston
- **Parking:**
  - The applicant requests a modification from the site plan standard of one parking space per unit to .94 spaces per unit.
- **Lot coverage:**
  - The applicant requests a total lot coverage of 68% of the lot area, as opposed to the 56% permitted in the “RA6-15” zone.

**Preliminary Issues:** Issues that have been preliminarily identified by staff include:

- Proposed density is twice that permitted by the “RA6-15” zoning district, and three times that recommended by the General Land Use Plan.
- Does not conform to the recommendations of the adopted Sector Plan
- Proposed demolition of historic resource listed as Important on the HRI.
- In light of the above, the proposed use of TDR probably does not meet the recommendation of TDR ordinance and *TDR Policy Guidance* that the use of the transferred development rights be in

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<sup>5</sup> In 1967, 1972, 1974 (two applications), 1981 and 1985.

conformance with the GLUP, Zoning Ordinance, and adopted plans and policies at the receiving site.

- Past actions by County Board indicate that area is not one contemplated for higher-density development
- Is architecture the best quality, in light of the structures it will replace?
- Parking garage entrance off Key Boulevard and Loading location off 19<sup>th</sup> Street.

**SPRC Neighborhood Members for this Site Plan:**

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**Planning Commissioner Chairing This Item:**

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**Staff Members:**

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