

**Minor Specific Plan Amendment and Minor Regional Plan Amendment
NARRATIVE for
Parcels B, C, D1, D3, and Ic**

Located within the Final Plat for the McMillan Mesa Village
Generally located at the Northeast Corner of Turquoise Drive and Forest Avenue
Within the SE Quarter of Section 10 Township 21 North Range 7 East; the Southwest Quarter of Section 15
Township 21 North Range 7 East; the Northwest Quarter of Section 14 Township 21 North Range 7 East; and the
Northeast Quarter of Section 15 Township 21 North Range 7 East, Gila and Salt River Base and Meridian, Coconino
County, Flagstaff, Arizona

Submitted by:

OWNER/DEVELOPER (“Owner”):

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Submitted to:

**CITY OF FLAGSTAFF, (“CITY”)
211 West Aspen Avenue
Flagstaff, Arizona 86001**

July 2015

PROPERTY DATA:

5 Parcels located within the McMillan Mesa Village subdivision, described as follows:

Parcel B:

Coconino County Assessor Parcel Number: 101-46-002
Address: 1600 N Gemini Drive
22.98 acres
Current Zoning Classification: McMillan Mesa Village Specific Plan: High Density Residential
Proposed Zoning Classification: No Change in zoning; however requesting transfer of development units to Parcels C, D1 and D3
ACTION REQUESTED: Amendment to McMillan Mesa Village Specific Plan to change number of dwelling units and transfer dwelling units to Parcels C, D1, and D3

Parcel C:

Coconino County Assessor Parcel Number: 101-46-003
Address: 1551 N Gemini Dr, Flagstaff, AZ 86001
8.41 acres
Current Zoning Classification: McMillan Mesa Village Specific Plan: SC – Suburban Commercial
Proposed Zoning Classification: MR – Medium Density Residential (Specific Plan Amendment)
ACTION REQUESTED: Amendment to McMillan Mesa Village Specific Plan to change land use from Suburban Commercial to Medium Density Residential and obtain dwelling units transferred from Parcel B

Parcel D1:

Coconino County Assessor Parcel Number: 101-46-004
Address: 1651 N Gemini Dr, Flagstaff, AZ 86001
7.35 acres
Current Zoning Classification: McMillan Mesa Village Specific Plan: BP – Business Park
Proposed Zoning Classification: MR – Medium Density Residential (Specific Plan Amendment)
ACTION REQUESTED: Amendment to McMillan Mesa Village Specific Plan to change land use from Suburban Commercial to Medium Density Residential and obtain dwelling units transferred from Parcel B

Parcel D3:

Coconino County Assessor Parcel Number: 101-46-006
Address: 1800 N Gemini Dr, Flagstaff, AZ 86001
6.31 acres
Current Zoning Classification: BP – Business Park
Proposed Zoning Classification: MR – Medium Density Residential (Specific Plan and Regional Plan Amendment)
ACTION REQUESTED: Amendment to McMillan Mesa Village Specific Plan and the Regional Plan to change land use from Business Park to Medium Density Residential and obtain dwelling units transferred from Parcel B

Parcel Ic:

Coconino County Assessor Parcel Numbers: 101-28-007F and 101-31-110
Address: Currently there is no address associated with this property
4.90 acres (combined)
Current Zoning Classification McMillan Mesa Village Specific Plan: R-1
Proposed Zoning Classification: Open Space
ACTION REQUESTED: Amendment to McMillan Mesa Village Specific Plan to transfer dwelling units assigned to parcel Ia and change the land use designation to Open Space.

The McMillan Mesa Village

Minor Specific and Regional Plan Amendment Narrative

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Exhibit B: McMillan Mesa Specific Plan

Exhibit C: Development Agreement, dated 3/20/2007, CCRO#3432671

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Exhibit H: McMillan Mesa Drainage Report

Exhibit I: McMillan Mesa Village Traffic Impact Analysis

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1. Background Information for McMillan Mesa Village:

The McMillan Mesa Village Specific Plan was adopted and approved by Ordinance No. 1779 on December 15, 1992 and recorded on January 14, 2003 (the “Specific Plan”). No development or construction was undertaken until MMV Devco, LLC, (the “Owner”) recorded the Final Plat for the McMillan Mesa Village (the “McMillan Mesa”) and constructed the infrastructure in 2008. The roads, sewer and water constructed as a part of the final plat also included the off-site sewer enhancement as required by the Specific Plan.

In July 2007, the Owner and the City of Flagstaff (the “City”) entered into a land exchange whereby the City was able to acquire pieces of land in order to preserve the continuity of the Flagstaff Urban Trail System (FUTS) and supplement the Buffalo Park open space. This land exchange closed and was made final on 12/21/2007.

In the time since the infrastructure was completed in 2008, the Owner has sold several parcels. These sales include the following:

a. Flagstaff Senior Living is an affordable housing project for senior citizens. This development is comprised of 60 residential dwellings. Parcel H was developed in accordance with the Specific Plan. Development of this parcel provided necessary infrastructure for the storm water drainage system as required by the Specific Plan and the City of Flagstaff. Flagstaff Senior Living has adopted several “green energy” methods on the property to include solar arrays for energy capture. The maximum number of dwelling units assigned to Parcel H by the Specific Plan is 72.

b. Basis School of Flagstaff purchased a portion of Parcel D for a charter school comprised of students in grades 5-12. Parcel D was subdivided into several parcels when the infrastructure was built. The Basis School developed this property in accordance with the Specific Plan.

c. Guardian Ambulance and Flagstaff Medical Center purchased a portion of Parcel F for an ambulance and administration center. The City of Flagstaff provided Guardian Ambulance a conditional use permit for the development of this property. The remainder of Parcel F is currently undeveloped. Parcel F lies within the employment corridor overlay; therefore the site development is consistent with the Specific Plan and Regional Plan. Development of this project also provided necessary improvements to the existing storm water drainage system as required by the City of Flagstaff.

d. All residential lots south of Pinion Court have been sold to home builders or individuals that have built single family homes. This is consistent with the Specific Plan.

2. Request for Amendment to Specific Plan and Regional Plan (Parcel D3 only)

The Owner, together with Mogollon Engineering and JDA, Inc., are pleased to submit for your consideration an application for a Minor Amendment to the McMillan Mesa Village Specific Plan (Parcels B, C, D1, and Ic) and a Minor Amendment to the Regional Plan (Parcel D3) for approximately 49 acres of what is commonly referred to as the McMillan Mesa Village (the “Amendment”), and as more particularly described in this narrative.

3. Description of Proposal

The Owner proposes to change the current land use for approximately 26.3 acres located within the McMillan Mesa subdivision that will result in a decrease in land intensity from the current Specific Plan by changing the land use designation from Business Park and Suburban Commercial to Medium Density Residential.

The development units being used to facilitate the zoning change on Parcels C, D1 and D3, will be taken from Parcel B, which according to the Specific Plan has a total of 491 development units. Parcel B is a 22.98 acre piece of property located at the northwest corner of the McMillan Mesa. Approximately 198 development units will be transferred from Parcel B and disbursed between Parcels C, D1 and D3. The overall residential dwelling units entitled to the McMillan Mesa by the Specific Plan will not change. The land use for Parcel B will not change, only a transfer of development units will take place as a result of the zoning changes. The remaining number of development units on Parcel B will be approximately 292.

Parcel Ic is a 4.97 acre piece of property in the southeasterly portion of the McMillan Mesa. The Owner has recently annexed this parcel into the McMillan Mesa Village subdivision and placed restrictive covenants upon the parcel that precludes any building or development on the parcel. As a part of this rezoning application, the Owner requests that this parcel be rezoned to Open Space. Any development units attributed to Parcel Ic by the Specific Plan will be transferred to Parcel Ia as contemplated by the Specific Plan. See Exhibit E attached hereto for the Annexation Declaration to Declaration of Covenants, Conditions, and Restrictions for McMillan Mesa Village (the “Declaration”).

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Table 1: **Current** Land Use designations according to the Specific Plan

Parcel	Size	Current Designation	Current Density
Parcel B	22.89 acres	High Density Residential	491 residential development units
Parcel C	7.67 acres	Suburban Commercial	0 residential development units
Parcel D1	7.35 acres	Business Park	0 residential development units
Parcel D3	6.31 acres	Business Park (Regional Plan)	0 residential development units
Parcel Ic†	4.97 acres	R-1	22.65 residential development units
Totals:	49.19 acres		513.65 residential development units

† Dwelling Units assigned to Parcel Ic pursuant to the Specific Plan will be transferred to McMillan Mesa Village Parcel Ia as was contemplated by the Specific Plan.

Table 2: **Proposed** changes to Land Use designations and density by the Amendment

Parcel	Size	Proposed Designation	Proposed Density
Parcel B	22.89 acres	High Density Residential	292 residential development units
Parcel C	7.67 acres	Medium Density Residential	75.69 residential development units
Parcel D1	7.35 acres	Medium Density Residential	66.15 residential development units
Parcel D3	6.31 acres	Medium Density Residential	56.7 residential development units
Parcel Ic	4.97 acres	Open Space	0 residential development units (Du's transferred see Table 1 above.)
Totals:	49.19 acres		490.54 residential development units

4. The Purpose for the Proposal

The Owner believes the parcels identified in Table 1 are better suited for a residential type of land use enabling quality development that does not cannibalize on nearby similar sites, such as the Business Incubator site located directly to the north. These parcels have been determined to be the least likely to develop under the existing commercial and business land use designations, and now proposes this Amendment to allow the site to be used for residential development as shown in Table 2. The proposed request would change the zoning for three parcels from RD to MR, one parcel from R1 to OS, and decrease the allowable residential dwellings on one parcel by almost one third. This Amendment will provide a variety of residential opportunities and a larger consumer base for existing commercial and business use areas.

Therefore, the purpose of the Amendment will be to provide a land use designation that is fully compatible with and complementary to the adjacent developed properties and allow the McMillan Mesa to develop as the mixed use suburban center as was contemplated by the Regional Plan. The Owner has left the balance of the McMillan Mesa east of Parcels C and D1 and north of Parcel D3 with its current designation of Business Park. The owner believes a smooth transition between existing and new development can be obtained on the existing road infrastructure.

5. The Need to Amend

The City adopted the *Flagstaff Regional Plan 2030 Place Matters* (the “Regional Plan”) on January 14, 2014 and it was ratified on May 20, 2014. The Regional Plan adopted 8 guiding principles to help promote future development. One such principle is that “a smart and connected community matters”. Given this ideal as part of the vision the citizenry of Flagstaff has adopted, the Owner looked at the development guidelines that were set forth in the Specific Plan. The Specific Plan allowed for a heavy concentration of commercial between Gemini Drive and Forest Ave. While that may have been a vision for the City in 1992, this is not consistent with the vision adopted by the citizenry in the Regional Plan. The Owner believes in order to participate in the vision exemplified by the Regional Plan, a change in the land use and area type for the McMillan Mesa needs to occur.

According to the Regional Plan the future Employment Area was expanded to include property across Forest Ave and the activity center designated by the Specific Plan was no longer contemplated. It is therefore believed that Parcels C, D1 and D3 would fall into the neighborhood place type instead of the activity center designated by the Specific Plan, and this amendment would support that. By approving this Amendment, the McMillan Mesa will exemplify the Suburban Neighborhood characteristics identified in the Regional Plan. The neighborhoods will be well connected to existing Activity Centers and Future Employment Centers. The Owner believes a mix of residential uses, together with the existing uses, will be more compatible with the vision of the Regional Plan.

In The Regional Plan, Forest Avenue is identified as a “Great Street” and its proximity to the McMillan Mesa was a factor considered by the Owner as this Amendment was prepared. The McMillan Mesa is located between two Activity Centers that are connected by Forest Avenue, one being the Plaza Shopping Center – Humphrey’s Street & Beaver Street to the west and on the east side the Cedar Shopping center. Approval of this Amendment is in keeping with the City’s goal identified in the Regional Plan as Goal LU.13, and said goal is more specifically addressed further in this narrative.

6. How the Amendment will conform to the Goals of the Regional Plan

As contemplated by the Regional Plan, a suburban area type is an area typically located at the intersection of two collector or neighborhood streets, with a mix of uses such as business, medical services, educational, offices, etc. The Owner believes the characteristics of the suburban area type will be achieved by this Amendment. There is currently a school located within the McMillan Mesa, an Ambulance Center was recently constructed with office spaces, and a rehabilitation

hospital will be constructed in 2016 on the McMillan Mesa. It is anticipated that the mixed-use land development will further support the Future Employment and Suburban Neighborhood with a subtle blend of live-work units and businesses. The existing infrastructure and the FUTS Trail incorporate the connectivity for walking or biking, as well as the connectivity to the open space/park areas adjacent to the properties that is highly desired in a suburban community.

This Amendment responds to the Flagstaff Regional Plan 2030 and specifically addresses a number of its Goals and Policies, as described below. The goals identified below are by no means the only City goals established by the City of Flagstaff and its citizens; however we feel these are some of the most important goals this Amendment will achieve.

Owner Goal 1 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Goal LU.5 Encourage compact development principles to achieve efficiencies and open space preservation.* The owner supports and conforms to this goal as more specifically addressed in *Policy LU..5-Encourage the distribution of density within neighborhoods in relationship to associated activity centers and corridors, infrastructure, transportation, and natural constraints such as slopes and drainages.* The Owner believes that by distributing the density currently allocated to one existing parcel to an additional 3 parcels compact development principles are still achieved, creating a balance of density and natural resources, together with open space preservation, resulting in a more cohesive, accessible neighborhood.

Owner Goal 2 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Policy LU.1.-Invest in existing neighborhoods and activity centers for the purpose of developing complete and connected places.* It is not the Owner's intention to re-create a new downtown by building mostly office buildings and services on the McMillan Mesa. The Owner does not believe that is in keeping with the future plans implemented by the City of Flagstaff and its citizenry. Through thoughtful study and analysis, the Owner believes the best use of certain portions of the land would be to create neighborhoods that emulate the characteristics of the existing places. Neighborhoods that will utilize the FUTS trail as a conveyance to and from other destinations. Neighborhoods that will invite and allow for more use of public transportation, thereby avoiding the disconnection between the downtown and the subdivision. Connectivity and association are the keys to a harmonious blend of traditional (historical) and modern (current). This analysis included the City of Flagstaff Business incubator located north of the McMillan Mesa.

Owner Goal 3 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Policy LU.1.7. Consider creative policy and planning tools (such as transfer of development rights or transfer of development obligations) as a means to incentivize redevelopment and infill.* The Owner will be requesting that the City transfer the development units from Parcel Ic to Parcel Ia; thereby removing any potential for this property to be developed. The Owner, as a part of this amendment, will designate Parcel Ic as Open Space. Also, the disbursement and transfer of development units from Parcel B to Parcels C, D1 and D3 provides for a more balanced development.

Owner Goal 4 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Policy LU.13. Increase the variety of housing options and expand opportunities for employment and neighborhood shopping within all suburban neighborhoods.* The potential that the Owner

will be providing housing for nearby employment and local schools is further enhanced by current commercial development projects under consideration by the City. The Owner believes downzoning portions of the McMillan Mesa to Medium Density Residential (MR) is in keeping with the City's Regional Plan by integrating the existing trail and open space into the design of the community, both residential and commercial. Parcels C, D1, and D3 will be "connected" to this community and the nearby Basis School and commercial development by the FUTS trail corridor.

Owner Goal 5 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Goal LU.7 Provide for public services and infrastructure and specifically Policy LU.7.3 Require development proposals to address availability of public services.* In 2007 the Owner built the infrastructure for the McMillan Mesa according to the Specific Plan, which included an enhancement to the existing City sewer system. The Owner believes this downzoning will not detrimentally impact or over-tax the existing City services. All public services are provided.

Owner Goal 6 as it relates to The Growth Areas and Land Use component of the Regional Plan: *Goal LU.15 Plan for and encourage employee-intensive uses throughout the area as activity centers, corridors, research and development offices, business parks, and light industrial areas to encourage efficient infrastructure and multimodal commuting.* There will still be commercial development on the McMillan Mesa along with the residential developments. The proximity to the Flagstaff Medical Center has generated interest from ancillary services that would like to operate in Flagstaff. Likewise those interested in having their children attend the Basis School have likewise expressed an interest in the residential development. The Owner anticipates that some of the employees in the nearby commercial and residential services enterprises will be residents in the newly built neighborhoods.

Owner Goal 7 as it relates to The Open Space Goals and Policies component of the Regional Plan: *Policy OS.1.3 Use open spaces as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats. Policy OS1.4 Use Open Space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet.* The Owner believes that moving the commercial use to the eastern portion of the subdivision and using the FUTS trail/City property between Parcels C/D1 and Parcels E and F as a natural delineation of residential and commercial is in keeping with the use of natural environment buffer zones.

7. An analysis of how the Amendment will not be detrimental to the public good.

As outlined above, the Owner meets the goals and policies of the Regional Plan on multiple levels and exceeds standards for several of the City's Goals. In fact, *Goal CC.1 Reflect and respect the region's natural setting and dramatic views in the built environment* would be supported by allowing for the Zoning change and Plan Amendments. The views from The McMillan Mesa would be preserved for all of the neighborhoods in the area. The Park views would likewise be preserved by down-zoning the western portion of the McMillan Mesa. *Goal E&C.5 Preserve dark skies as an unspoiled natural resource, basis for an important economic sector, and core element of community character.* The Owner will continue to preserve and protect the night time environment through thoughtful and careful placement of quality lighting. The Owner believes that by downzoning the property to MR, the night skies will be shielded from light pollution

through the adoption of a lighting plan consistent with the International Dark Sky Association for residential uses and that adding native landscaping to the currently barren property will further shield the night skies from lighting pollution.

The Owner is not increasing the residential development units provided for in the Specific Plan. These development units are being redistributed within the McMillan Mesa. The development will not create a burden on the existing infrastructure. Despite a modest increase in the City’s total acreage available for residential development, the Amendment will actually result in a decrease in the land intensity and the reduction of commercial land uses in the area will provide for a more sustainable neighborhood.

8. Suitability of Site for proposed land use.

Table 3: Land uses in adjacent properties

East of the McMillan Mesa	Primary Use of this property is City Park or City Facilities
North of the McMillan Mesa	Primary Use of this property is for commercial, business development, and research.
West of the McMillan Mesa	Primary Use of this property is Residential or Residential Related Businesses.
South of the McMillan Mesa	Primary Use of this property is Residential or Residential Related Commercial.

The Owner has considered the use of natural terrain as a less intrusive transition from residential to commercial; and therefore this zoning application will place the commercial uses northeasterly and across a ravine. The property located directly east of Parcels C and D1 is a City of Flagstaff owned open space parcel upon which the FUTS trail meanders through to the north and south. The easterly, westerly and southerly boundaries for Parcel D3 are open space also. The FUTS trail connects Parcel D3 with Parcels C and D1.

The concentration of commercial development on the McMillan Mesa has been moved to the northeasterly parcels and separated by natural terrain. The density transfer and re-distribution provides assurance to the neighbors living in Switzer Mesa No. 3 that long range views to the San Francisco Peaks will be respected and preserved.

9. Public Utilities and Services

As discussed above, the Owner built the infrastructure in 2007. Utilities and services will be provided as follows:

Water:	City of Flagstaff
Sewer:	City of Flagstaff
Electric:	APS
Gas:	Unisource Energy
Cable/Telephone:	CenturyLink
Police:	City of Flagstaff
Fire:	City of Flagstaff
School:	Flagstaff Public School District

The Owner built the connections to the City of Flagstaff's water and sewer services in 2008 during the first phase of development. The water and sewer service connections were built and sized according to the Water and Sewer Impact Analysis (WISA) completed by the City of Flagstaff in July of 2006 (Exhibit D attached hereto). In 2008, the Owner completed the off-site sewer enhancement as was required by the WISA. The off-site water pressure enhancement to Zone A has not been built. The threshold that would require the additional water storage is 300 residential units and 26 commercial acres of development. (Exhibit C: Development Agreement, attached hereto)

SEWER: The Owner believes the downzoning of the McMillan Mesa will not have a detrimental effect on the City of Flagstaff sewer system. Sewer discharge from Parcels B, C and D1 will be to the sewer main located in Forest Avenue to the north. Sewer discharge from Parcel D3 will be in the sewer line located in Pine Cliff Drive. According to the WISA, there is adequate sewage treatment plant capacity in the Wildcat Hill Wastewater Treatment Plant.

WATER: According to the WISA, downzoning and re-distribution of development units will not have a negative impact upon the City's water resources.

10. Public Participation

While this proposed Amendment has already been discussed in an open forum with surrounding property owners and interested parties (collectively, the "Neighbors"), the Owner and the development team will be implementing additional neighborhood meetings as appropriate. (See Exhibit F: Proposed Public Involvement Plan, attached hereto)

The Owner held an informal neighborhood meeting on March 24, 2015 that was well attended by Neighbors. In order to draw in more interested parties and more input, the Owner increased the parameters for public involvement at the request of the City from 300 feet to 600 feet. Owner is providing the required public involvement list and related materials with this Amendment application.

11. Benefit to the Community

During the forum held with the neighbors the Owner learned that the Neighbors would prefer to see homes built on the McMillan Mesa, rather than office buildings. Downzoning the parcels from commercial to residential will lessen the traffic issues that currently exist on Pine Cliff Drive. The adjacent FUTS trail and the McMillan Mesa's proximity to employment centers will provide an opportunity for residents to walk or ride their bikes to and from work and school, thus greater connectivity is achieved. The current land use designations established by the Specific Plan need to be changed to support the new goals and vision agreed to by the City and its citizenry. A change to the area types and the proposed rezoning will be more supportive of the defined area types as was agreed to by the ratification of the Regional Plan. The Owner is also contributing additional open space to the City park system thereby connecting the parks with the neighbors and users.

In conclusion, the Owner believes the proposed Amendment is an enhancement to the McMillan Mesa and the surrounding residents and residential service providers and asks that this Amendment be approved and recommended to City Council.

EXHIBIT A:

**LEGAL DESCRIPTIONS:
Final Plat for McMillan Mesa Village**

Zoning Map Amendment Development Application Checklist: Part II

- 1) Vicinity Map (II.2)
- 2) Context Analysis Map (II.3)
- 3) Site Analysis (II.4)

EXHIBIT B:

The McMillan Mesa Specific Plan

EXHIBIT C:

Development Agreement, dated 3/20/2007
Coconino County Recorder's Office #3432671

EXHIBIT D

WATER AND SEWER IMPACT ANALYSIS Completed by the City of Flagstaff July 2006

EXHIBIT E:
Codes, Covenants and Restrictions for the
McMillan Mesa Village Subdivision

EXHIBIT F:

PROPOSED PUBLIC INVOLVEMENT PLAN (I.6)

And

NEIGHBORHOOD NOTIFICATION (I.7)

And

COCONINO COUNTY ASSESSOR'S MAP (I.8)

EXHIBIT G:
Proposed Amendments to Exhibits contained within
The McMillan Mesa Specific Plan

EXHIBIT H:

Drainage Report prepared by
Shepard Wesnitzer for
The McMillan Mesa Village
Prepared on 8/23/2007
Revised 2/7/2008
Revised 3/12/2014

EXHIBIT I:

**McMillan Mesa Village
Traffic Impact Analysis**

EXHIBIT J:

**McMillan Mesa Village
Natural Resource Protection Plan**