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*Let's build our future.*

# Implementation Program



## Stemmons Corridor - Southwestern Medical District Area Plan

*A forwardDallas! Implementation Project*

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**Cover**

Main image:

*View of Downtown Dallas and the Southwestern Medical Tax Increment Financing (TIF) District area, from the SWMD TIF district plan 2009, (RTKL).*

Clockwise from bottom left:

*Dallas InfoMart*

*Courtyard at the Cityville development on Medical District Drive*

*Southwestern Medical Center monument sign on Inwood Road*

*Picture of the Trinity model at the Trinity Trust offices*

*Victory Promenade trail connection on Houston Street*

*Rendering of the Southwestern Medical District/Parkland Station, (DART)*

*Stemmons Terrace Office building at Stemmons Freeway and Inwood Road*

Note: The source of all photos in this document are City of Dallas unless credited otherwise.

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The Plan for the Stemmons Corridor – Southwestern Medical District Area**

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The *forwardDallas!* Comprehensive Plan, adopted by Dallas City Council in June 2006, called for a strategic area planning program to provide a proactive and systematic way to advance desirable development in key areas of the city. The Stemmons Corridor—Southwestern Medical District area was identified as a top priority areas short-listed by the City for area planning efforts.

The Stemmons Corridor—Southwestern Medical District Plan has a dual purpose and is consequently organized in two components: the Vision and Policy Plan and the Implementation Program.

- The Vision and Policy Plan component updates and refines the *forwardDallas!* Vision for the area, providing more context specific policy direction to serve as an ongoing guide for future land development. It is intended to remain relevant through the long term with a 30-year planning horizon. This component is incorporated into the *forwardDallas!* Comprehensive Plan through an amending ordinance.
- The Implementation Program component focuses on defining specific actions to bring about strategic change needed to realize the vision. This component is adopted by Council resolution to establish shorter term work programs and priorities. It focuses on a 5 to 7 year planning horizon and will require periodic review and update.

Creating a vision of the future is only the first part of a successful plan. Identifying the ways to achieve that vision is of critical importance. The Implementation Plan Section identifies the specific actions necessary to reach the vision. In this section these specific actions, grouped under implementation items, describe the major areas addressed by this plan to ensure progress toward the vision. Implementation items are categorized as short, medium, or long-term. Likewise, some actions may be specific and achieved rapidly while other actions may require a long-term commitment from various entities working together. The implementation items in this plan, whether short, medium, or long-term, work together to achieve the overall vision for the area.

### ***Partners for the Stemmons Corridor – Southwestern Medical District***

Many of the tasks in reaching the Consensus Vision will fall to private development, guided by the policies described in this document. Many tasks however will be taken on by various departments of the City of Dallas. The implementation section of this plan is a blueprint for inter-departmental coordination and resource sharing. This section is intended to provide guidance, by identifying partners and their roles in the decision making process on public facilities, service programs, and future capital expenditures.

The success of the Stemmons Corridor – Southwestern Medical District areas requires the involvement and collaboration of numerous agencies and partners. Implementation of the plan will involve partnerships with organizations such as those listed below, and others which will form to further new goals.

### **Sustainable Development and Construction Department**

The Department of Sustainable Development and Construction is responsible for land use and transportation planning, zoning, subdivision, and other processes that result in development and redevelopment of property in Dallas. This department will also be responsible for guiding implementation of this plan. This will include coordinating with other departments and agencies in their development efforts within the study area to ensure the vision contained in this plan is achieved, as well as providing feedback to area stakeholders on the progress made.

### **City of Dallas Trinity River Corridor Project Office**

The Trinity River Corridor Project Office manages the planning and construction of the city's public projects in the Trinity River Corridor. It coordinates with the other public entities and the community in advancing this project. Its role in the implementation of this plan includes leadership in capital improvements at the Trinity River portal sites into the plan area.

### **Dallas Water Utilities (DWU)**

Dallas Water Utilities (DWU) provides water and wastewater services to all Dallas residents and Businesses in this area. Its vision is to be an efficient provider of superior water and wastewater service and a leader in the water industry. DWU is an enterprise-funded City of Dallas Department financed through Customer fees and monthly bills. It will be an important participant in the implementation of this plan through its role in reviewing water and wastewater infrastructure needs.

### **Office of Economic Development**

The Office of Economic Development provides services to stimulate economic development and assist the development process. Through its Business Services section, it develops and manages the two tax increment financing districts in the study area. It will play an important role in creating and managing the economic development incentives that will be important to support growth in areas that are transitioning to new uses or that have not had strong market demand in the recent past.

### **Park and Recreation Department**

The Park and Recreation Department will assist in reaching the vision within the plan area through parkland and trail acquisition, programming and management. The department will coordinate with stakeholders such as the Trinity River Corridor Project Office, Trinity Trust, DART, Friends of the Katy Trail and Friends of the Trinity Strand Trail on numerous area projects. They will manage the planning, design and construction of the major park and trail improvements within the plan area.

### **Public Works and Transportation Department**

The Public Works & Transportation Department constructs most capital improvements funded by the City of Dallas' general obligation bond program. It also plans, operates and maintains the city's storm drainage systems, flood protection facilities and other infrastructure. Its construction programs are integral to the success of this plan.



### **Streets Department**

The Streets Department maintains and rehabilitates Dallas' street network. The Streets Department will be an integral partner during the implementation of the Stemmons Corridor – Southwestern Medical District Plan. Not only will the Streets Department maintain area roadways, but as some areas within the boundary of the plan transition in use the Streets Department will coordinate water and sewer upgrades and provide appropriate street design.

### **Dallas Area Rapid Transit (DART)**

This regional agency oversees the development and operation of Dallas' mass transit system; it also provides funds for projects (such as High Occupancy Vehicle lanes) to help reduce traffic congestion in the region. DART's system is an important ingredient in the creation of new urban communities described in this plan.

### **Southwestern Medical District**

The Southwestern Medical District is a partnership comprised of UT Southwestern Medical, the Parkland Health and Hospital System, and the Children's Medical Center of Dallas. Together these institutions employ about 22,000 persons and cover more than 380 acres within the study area. The District and its board is a key decision-maker in the development of this area.

### **Trinity Strand Trail and Friends of the Katy Trail**

The mission of the Trinity Strand Trail is to ensure the construction of the hike/bike commuter and recreational trail, connecting the Katy Trail to the Trinity River and providing Dallas access to the Southwestern Medical District, Dallas Market Center, Stemmons Corridor businesses and the Dallas Design District. The Friends of the Katy Trail organizes community support for the Katy Trail, advocates for support for the Trail, raises private funds for the completion of the Trail, and helps the City of Dallas plan, build and maintain Trail improvements.

### **Stemmons Corridor Business Association**

The Stemmons Corridor Business Association (SCBA) is a non-profit member based organization which serves as a voice for the Stemmons business community. The Stemmons business community includes more than 5,000 businesses employing nearly 160,000 people. The organization has been an effective voice for a large portion of the study area's business community on issues such as public safety, area infrastructure and economic development.

### **Dallas County**

Dallas County participates with local cities and entities to fund regional thoroughfares, trails and the acquisition of open space. In this role, it partners with the City of Dallas on public projects.

### **North Central Texas Council of Governments (NCTCOG)**

The Council of Governments is a voluntary association of the public jurisdictions in the region. As the Metropolitan Planning Organization for the North Central Texas area the NCTCOG allocates funds for a wide variety of transportation, transportation efficiency and sustainability-related projects.

**Texas Department of Transportation (TXDOT)**

This state agency plans, builds and funds transportation facilities for vehicular, pedestrian, freight and aviation transportation. It manages a variety of funds that are targeted to specific types of transportation investments in local communities. TXDOT investment is crucial to the continued vibrancy of the study area and include the signature bridges, Project Pegasus and other improvements to area interstates and state highways.

***Critical Related Activities***

Implantation of the goals within the Stemmons Corridor - Southwestern Medical District Area plan are dependant on numerous factors. Among these are several critical activities which will serve as the spark to activate many of the projects. Below are the critical related activities for the Stemmons Corridor - Southwestern Medical District Area implantation program.

**City of Dallas Bond Program****Dallas 2011 Bike Plan Update****DART Streetcar System Plan****Monitoring**

To ensure progress toward the Vision periodic reporting will assess progress toward the plan's goals. This reporting will provide an opportunity to identify any road-blocks on the path to fulfilling the vision, and an opportunity to assess new ways to work cooperatively to surmount those obstacles. Monitoring and assessment will also afford the consideration of additional planning efforts which may be needed in anticipation of changing circumstances and new community needs.

## ***Proactive Implementation Items***

To best achieve the Consensus Vision for the Southwest Medical / Stemmons area the implementation items in this section are crafted to provide more than just details of necessary action steps. The area plan implementation will provide guidance to goals and policies intended to guide land use decisions and to coordinate other City plans, decisions, and regulations. To this end, each implementation item is prefaced with a brief discussion of the issues addressed. This includes the basis for the item's inclusion in the plan, implementation timeframes, as well as expected outcomes of the actions for the item. This should act as a policy guide and framework to guide each item's implementation.

### **Complete Streets Initiative**

Implement the necessary thoroughfare changes to enhance the roadway system in the Stemmons Corridor—Southwestern Medical District area.

**Goal 1:** Identify and implement complete streets project within the Stemmons Corridor—Southwestern Medical District area.

**Timeframe:** Identification and construction on the first pilot complete street should be achieved within a short timeframe, exceeding no more than two years.

**Actions:** There are three key steps to achieve this goal.

1. Identify a corridor that does not meet the consensus vision in terms of function or design.
2. Identify appropriate complete street design for the corridor, coordinating with the 2011 bicycle plan update and thoroughfare development plan.
3. Create a street-rebuilding schedule tied to the CIP / bond program.

**Goal 2:** Create an appropriate palate of options and straightforward path for street enhancements to occur in the areas to further the Consensus Vision.

**Timeframe:** The implementation of a palate of options for area streets should be achieved within a short timeframe, exceeding no more than two years. Ongoing reconstruction and development should occur with the medium and longer-term timeframes.

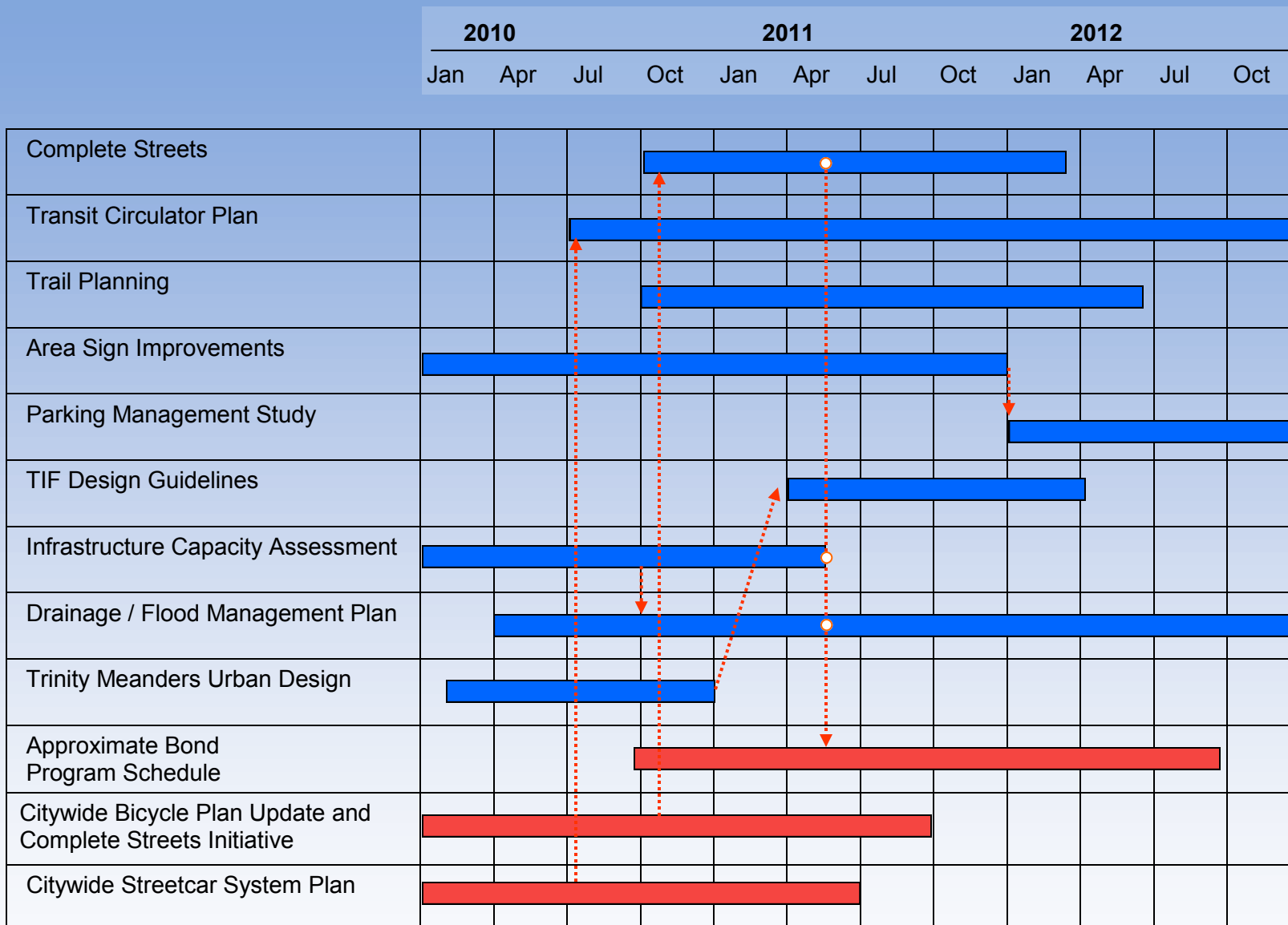
**Actions:** There are four key steps to achieve this goal. The first three should be accomplished within a short timeframe, the last within the medium to long-term timeframe.

1. Amend the Thoroughfare Plan to include complete streets design criteria;
2. Identify corridors that do not meet the consensus vision in terms of street design, designate this as the list of non-performing thoroughfares;
3. Designate the most appropriate future designation from the amended Thoroughfare Plan street design palate to non-performing thoroughfares;
4. Prioritize and add non-performing thoroughfares to a street-rebuilding schedule tied to the CIP / bond program

### **Transit Circulators**

Shuttles expand mobility, increase the impact of other transportation infrastructure, and can enhance the housing to jobs link, decreasing automobile dependence and improving regional air quality. For example, within the Southwestern Medical District, shuttles can link DART and employment and clinic destinations, moving employees, new residents and visitors within the district. The impact of the Trinity Railway Express (TRE) stations at the American Airlines Center and the Medical District can be enhanced through circulators, extending the regional reach

## Proactive Implementation Chart



### Projects

**Complete Streets:** Identify and implement complete streets projects within the study area. Identify corridors not meeting the vision, create the appropriate complete street design for the corridors, coordinate with the citywide complete streets initiative, bicycle plan and thoroughfare development plans, and create a street-rebuilding schedule tied to the CIP / bond program.

**Transit Circulator Plan** Work with the Southwestern Medical District and DART in coordination with the City streetcar system plan. Identify routes for shuttle service within the district and determine the feasibility, potential use and impacts of circulator shuttle routes or other connections to other destinations such as the Design District, Victory development, and the West End.

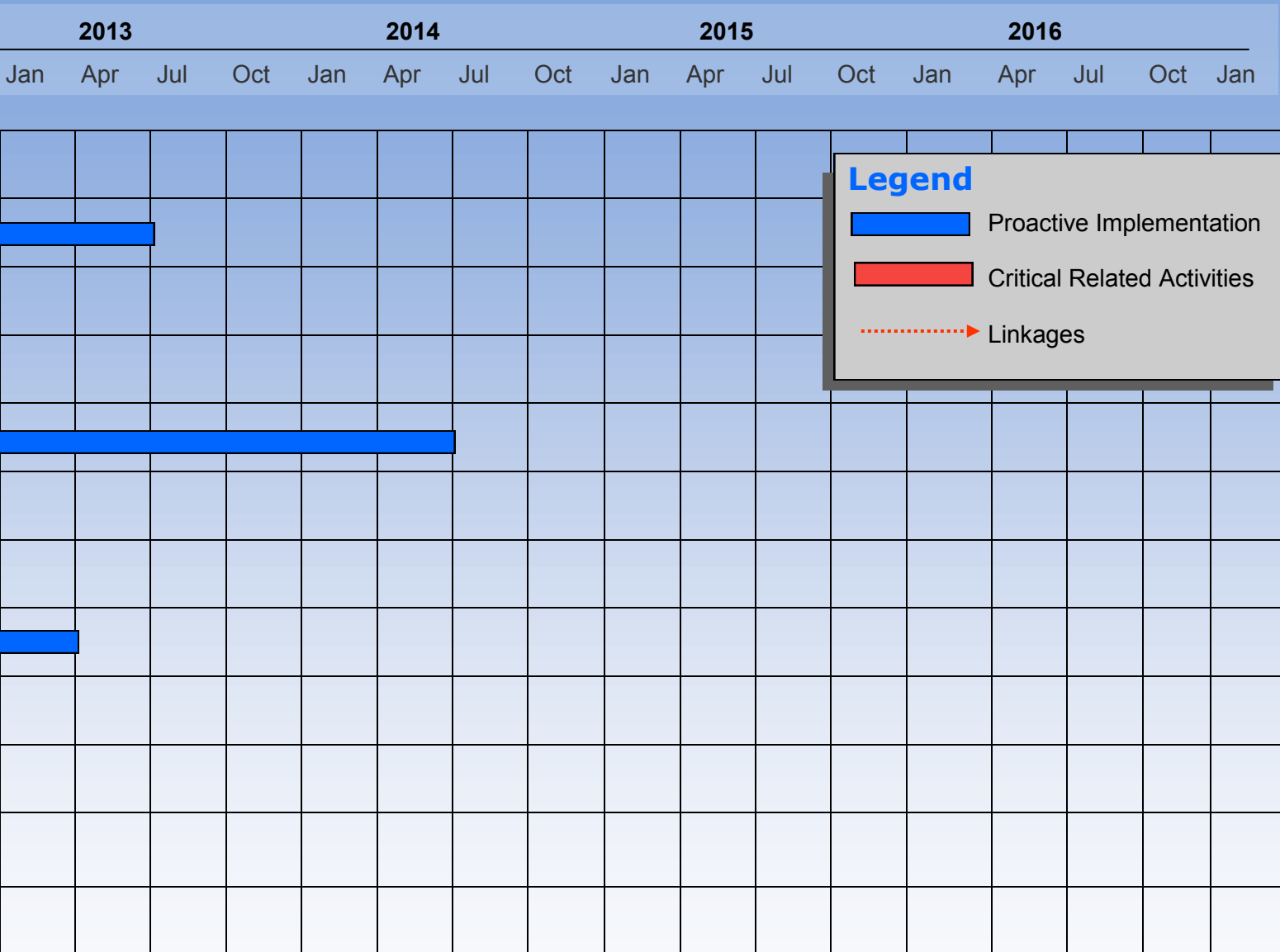
**Trail Planning:** Identify partners, funding, and provide planning support to further move trail development within the study area . Trails include the Trinity Strand Trail, Trinity Strand / Katy Trail Connection and Medical District Trail.

**Area Sign Improvements:** Design consistent and effective wayfinding signs within the Medical District and establish the regulatory framework for the sign system.

**Parking Management Study:** Work with the Southwestern Medical District and DART and a parking management consultant to leverage existing and proposed parking to enhance public parking and circulation within the medical district.

**TIF Design Guidelines:** Work with the Office of Economic Development, CityDesign Studio and the Southwestern Medical TIF to update design standards compatible with Form District zoning standards. These standards should provide a cohesive design compatible with existing desirable development and with the aesthetic goals of the Medical District.

# Proactive Implementation Chart



**Infrastructure Capacity Assessment:** Identify future water and wastewater infrastructure needs based on population and jobs projections derived from the consensus development vision.

**Drainage / Flood Management Plan:** Create a prioritized list of recommended changes, actions or projects designed to address flooding within the plan area.

**Trinity Strand Urban Design:** In partnership with the Dallas CityDesign Studio, create an urban design vision to enhance the Trinity Strand meanders and adjacent development opportunities.

**Bond Program:** Identify key infrastructure items necessary within the study area to reach the consensus vision. Coordinate timing and scheduling of these projects on the City's Bond Program.

**Citywide Bicycle Plan Update and Complete Streets Initiative:** Ensure proper coordination with the 2011 Bicycle Plan update and the Citywide Complete Streets Initiative to create a cohesive transportation network within the area. Facilitate Bicycle Plan implementation within the area, particularly on complete street project areas.

**Citywide Streetcar System Plan:** Work with DART and other agencies to identify routes and destinations within the study area as a part of the City's streetcar system plan.

of the TRE to employment, future residential and mixed-use redevelopment opportunities and entertainment destinations. The goals for circulator shuttles are to assist in determining routes to enhance area circulation within the Southwestern Medical District and to determine the feasibility of shuttles connecting other areas such as the Design District, Victory development, and the West End.

**Goal 1:** Work with the Southwestern Medical District and DART to design routes, stops and timing, for shuttle service connecting housing, new development opportunities and key destinations within the district.

**Timeframe:** This goal should be achieved within the short term.

**Actions:** Coordinate with the Southwestern Medical District Transportation workgroup to facilitate a recommendation to the Southwestern Medical District Board.

**Goal 2:** Determine the feasibility, potential use and impacts of circulator shuttle route or routes connecting as the Design District, Victory development, and the West End.

**Timeframe:** This goal should be achieved within the medium term.

**Actions:** Work with DART and area stakeholders to determine possible routes and project costs. If warranted, assist in establishing an area management team to oversee shuttle operations.

### **Area Sign Improvements**

Implement necessary ordinance changes coordinating with the Southwestern Medical District Board to allow for a consistent area design for signs within the Medical District.

**Goal:** Design consistent and effective wayfinding signs within the Medical District and establish the regulatory framework for the sign system.

**Timeframe:** The implementation of actions for this goal should be undertaken within a short-term time frame.

**Actions:** There two key steps to achieve this goal. The first three should be accomplished within a short timeframe, the last within the medium to long-term timeframe.

1. Work with the Southwestern Medical District workgroups and sign consultants to create an effective and aesthetically unified wayfinding sign plan;
2. Once a suitable sign scheme is approved, draft and pass an ordinance codifying the design, permitting construction to begin.

### **Trail Planning**

There are three main trail networks within the study area, each at a different stage of completion. These trails are the Trinity Strand Trail, the MD trail, and the connection between the Katy Trail and the Trinity Strand Trail. Of these three only the MD trail does not have preliminary planning or design. The City should work with stakeholders to create the plan for the Medical District Trail using the DART Green Line right-of-way as it traverses the study area.

**Goal:** Create a plan for the MD trail within the study area. This includes Identifying partners, funding, and methods to further the development of this trail connections, and creating the planning document to move the trail to engineering, funding and implementation.

**Timeframe:** The implementation of actions for this goal should be undertaken in the medium time frame.

**Actions:** City of Dallas Sustainable Development and Construction will facilitate intradepartmental cooperation and work with the Southwestern Medical District, DART, Trail groups and other stakeholders to achieve this goal.

### **Parking Management Districts**

Parking management can take on multiple forms. Within the Medical District there exists an opportunity to leverage existing parking areas to provide more efficient visitor parking. A managed system would decrease visitor parking search time, decrease congestion in the area, and improve area user's overall experience.

**Goal 1:** Work with the Southwestern Medical District and DART and a parking management consultant to leverage existing and proposed parking to enhance public parking and circulation within the medical district.

**Timeframe:** This goal should be achieved within the medium term.

**Actions:** Assist in crafting enabling ordinances to allow for effective parking management among the medical district entities. Solutions could include parking signage, sharing among entities, and a variety of technologies to enhance circulation, decrease parking search times and facilitate easier parking solutions.

### **TIF Plan Updates**

Work with the Southwestern Medical Tax Increment Finance (TIF) Board and the Design District TIF board and area stakeholders to create development design standards for development requesting and receiving TIF funding within these two districts.

**Goal 1:** Work with the Department of Economic Development and the Southwestern Medical TIF to update design standards compatible with Form District zoning standards. Additionally these standards should provide a cohesive design compatible with existing desirable development and with the aesthetic goals of the Medical District.

**Timeframe:** The implementation of actions for this goal should be undertaken within a short-term time frame.

**Actions:** Assist the Department of Economic Development in review and crafting of design standards for TIF projects. Provide technical expertise on the design aspects of the adopted Form District zoning and how design compatibility may be achieved

### **Infrastructure Capacity Assessment**

The City Water Utilities Department performed a preliminary review of future infrastructure needs based on projected growth and the Consensus Vision to determine if there may be future deficiencies in water and wastewater service. This preliminary review shows the area is currently well served but to reach the 2040 growth targets and maintain high service levels, some system improvements may be necessary. These include improvements to water lines near and along Harry Hines and Medical District Drive and increasing the diameter of existing sewer lines as properties near Cedars Branch develop.

Work with Dallas Water Utilities to establish a prioritized plan for water and sewer needs based on a more detailed analysis of anticipated growth.

**Goal:** Identify future water and wastewater infrastructure needs based on population and jobs projections derived from the consensus development vision.

**Timeframe:** The implementation of actions for this goal should be undertaken within a short-term time frame.

**Actions:** Provide relevant data to Dallas Water Utilities to create small-area models based on growth. Identify capacity issues based on these models. Produce water and sewer capacity needs assessments for the plan, particularly in areas where rezoning would increase density such as in the lower Stemmons warehouse area and Denton Cut Off / Inwood Strategic Opportunity areas. Assess needs based on Medical District Master Planning efforts.

### **Drainage / Flood Management Plan**

Work with Public Works to determine areas which may be negatively impacted through storm water run-off and create a plan to remedy areas affected by disruptive flooding events within the study area.

**Goal:** Create a prioritized list of recommended changes, actions or projects designed to mitigate disruptions from flooding events within the district.

**Timeframe:** The implementation of actions for this goal should be undertaken within a short-term time frame.

**Actions:** Assess the area's current capacity to handle storm water runoff and the effectiveness existing flood control measures. Determine the need for additional flood-control measures using the consensus development vision as a guide to future storm water generation and capacity needs.

### **Trinity Meanders Area Design Charette**

Work with the Dallas CityDesign Studio and the University of Texas, Austin among other partners to explore opportunities for enhancement of the Trinity Meanders area as an urban mixed use neighborhood and to promote long term sustainability of the area. This effort will focus on mixed use development and connectivity opportunities in the Trinity Meanders area presented by the proposed Trinity Strand Trail, portals to the Trinity River Corridor recreational amenities as well as the Design District Tax Increment Reinvestment Zone. It will also explore potential for future design improvements to Irving Boulevard as well as a transit circulator connection to Downtown Dallas.

**Goal:** Explore bold urban design ideas as well as specific design strategies and physical improvements to enhance development opportunities and connectivity in the Trinity Meanders area.

**Timeframe:** This project should be completed within a 6 to 8 month time frame.

**Actions:** There are four key steps to achieve this goal:

1. Establish a project collaboration between Dallas CityDesign Studio and the University of Texas, Austin through the Dallas Urban Laboratory;
2. Conduct workshops to engage key stakeholders in the area to explore opportunities for enhancing mixed use development and connectivity;
3. Identify specific urban design implementation strategies and mechanisms;
4. Develop specific project designs for implementation through public-private partnerships.



## ***On-going Implementation Items***

### **Zoning Assistance**

The Consensus Vision identifies desired future development patterns on a map. To achieve these development patterns it is necessary for the development code, and more specifically, zoning on property within the plan area, to allow appropriate development. One way to eliminate a regulatory obstacle which may impede new development conforming to the consensus vision is by removing any zoning barriers – that is, guiding a change of the zoning currently prohibiting desirable development, and replacing it with zoning which permits desired uses. Two areas have been identified where much of the existing zoning is incompatible with the future vision. These areas contain a high portion of industrial zoning and do not allow mixed-use development as envisioned by the plan. These are identified on the map on the following page as primary targets for zoning assistance.

**Goal:** Strategically align zoning in key areas to facilitate development conforming to the Consensus Vision.

**Timeframe:** Ongoing.

**Actions:** The following steps will help achieve this goal:

1. Review zoning case requests for compatibility with the consensus vision, ensuring the urban designs and streetscaping elements of the vision are included in the review, particularly in walkable, mixed-use areas;
2. Consider City-led rezoning for areas with owner and stakeholder support and/or where property owners bring forward a request for zoning. Proactively include area stakeholders in the rezoning process. Engage stakeholders in understanding zoning, the rezoning process and their role;
3. Continue to liaison within area groups to receive zoning request notifications for their area of interest within the study area.

### **Planning Coordination with Area Institutions**

As a part of the development of the Stemmons Corridor—Southwestern Medical District Plan ongoing coordination meetings were held through the Southwestern Medical District Workgroups. These workgroups cover areas of key concern to the district including future land use and zoning issues, utilities and fiber optics, area security, parking and transportation, and emergency preparedness. These meetings include staff from numerous departments of the City of Dallas, as well as representatives from the major area hospitals responsible for facilities and transportation planning, emergency management, and security. This level of interagency coordination including the City of Dallas has beneficial results and should continue as an ongoing effort.

**Goal:** Maintain link with Southwestern Medical District workgroups

**Timeframe:** Ongoing.

**Actions:** Continued appropriate City representation on the Southwestern Medical District workgroups. As currently constituted the work groups are:

- Utilities & Fiber Optics Workgroup
- Sewer & Water Workgroup
- Security Workgroup



Note: This map illustrates general concepts of desirable future development. It is intended to provide policy guidance with regard to the interaction of land use and transportation. It is not intended to demarcate zoning or transportation alignments.

- Parking & Transportation Workgroup
- Land Use & Zoning Workgroup
- Emergency Preparedness Workgroup

### **Planning Support**

The *forwardDallas!* Comprehensive Plan and the Stemmons Corridor – Southwestern Medical District Area plan provide a vision and direction for the area. They should inform detailed studies. As a part of that guidance toward the vision for the area the City should provide active assistance during preparation of studies and plans within the study area. These include efforts, such as the creation of Southwestern Medical District Tax Increment Financing District Design Guidelines and the Medical District Campus master planning process.

**Goal:** Provide assistance to planning processes and studies within the Stemmons Corridor – Southwestern Medical District area to other departments and entities.

**Timeframe:** Ongoing.

**Actions:** Currently the Department of Sustainable Development and Construction is acting as liaison and providing assistance to several planning or coordinating projects. These include development of Southwestern Medical District TIF District Design Guidelines and working with the Southwestern Medical District Board workgroups on campus planning issues.

### **Infrastructure Coordination**

To enhance development efficiency and facility planning within the area, engage the various agencies which maintain the area's infrastructure. These agencies include Oncor, AT&T, Comcast, Atmos, and the City of Dallas for water and wastewater.

**Goal:** Create a pilot project within the area to centrally identify buried utility infrastructure on a site.

**Timeframe:** The pilot project should be achieved within a short timeframe, exceeding no more than one year. Ongoing engagement will be necessary to maintain the system.

**Actions:** There are three key steps to achieve this goal:

1. Coordinate with utility and infrastructure agencies to address technical data issues ;
2. Unify utility and infrastructure data in a manner which is useful to all participants;
3. Maintain ongoing dialogue and data exchange with area agencies.

## **Conclusion**

The vision of the future in the Stemmons Corridor—Southwestern Medical District Area Plan is only the first part of a successful plan. Identifying the ways to achieve that vision is of critical importance. The Implementation Plan contains the specific actions necessary to reach the vision. Actions in the implementation plan are short, medium, or long-term and work together to achieve the overall vision for the area.

## **Acknowledgements**

### **Dallas City Council**

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