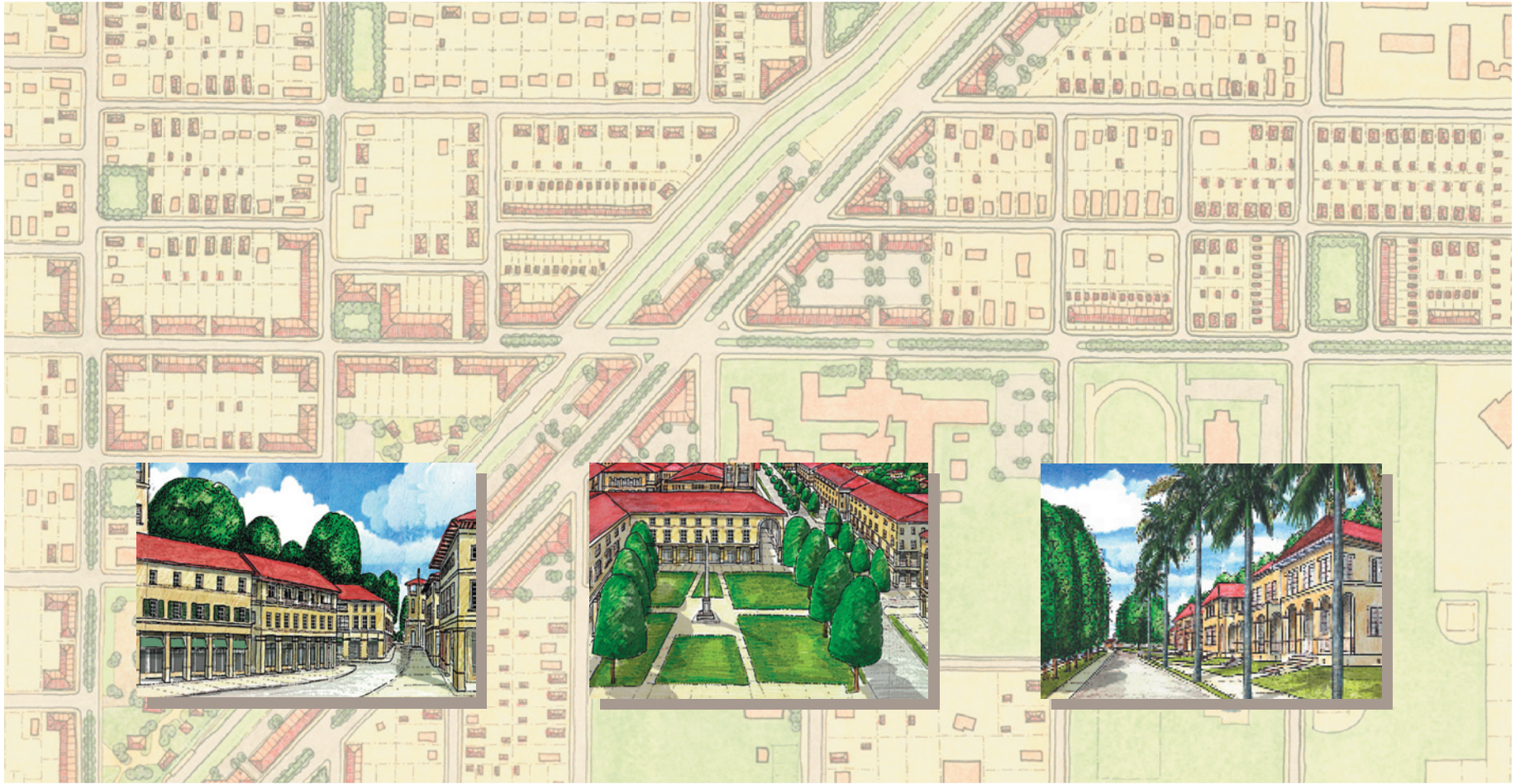


GOULDS COMMUNITY URBAN CENTER



CITIZENS' MASTER PLAN FINAL REPORT

MIAMI-DADE COUNTY DEPARTMENT OF PLANNING AND ZONING





GOULDS COMMUNITY URBAN CENTER

CITIZENS' MASTER PLAN FINAL REPORT

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July 23, 2003



BOARD OF COUNTY COMMISSIONERS

The Goulds Charrette Report, Master Plan and recommendations were accepted by the Board of County Commissioners via resolution number R-1321-03 on December 4, 2003.



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STATEMENT OF LEGISLATIVE INTENT

This statement is applicable to these recommendations in its entirety and is declared to be incorporated by reference into each part thereof.

1. Nothing in the recommendations of the Goulds Citizens' Master Plan shall be construed or applied to constitute a temporary or permanent taking of private property or the abrogation of vested rights as determined to exist by the Code of Miami-Dade County.
2. The recommendations of the Goulds Citizens' Master Plan shall not be construed to preempt considerations of fundamental fairness that may arise from their strict application. Accordingly, these recommendations shall not be deemed to require any particular action where they are incomplete or internally inconsistent, or that would constitute a taking of property without due process or fair compensation, or would deny equal protection of the laws.
3. The recommendations of the Goulds Citizens' Master Plan are intended to set general guidelines concerning its purposes and contents. They are not a substitute for land development regulations.
4. The recommendations of the Goulds Citizens' Master Plan contain long-range policies for the redevelopment of the Goulds area. Nothing in these recommendations shall require the immediate changing of existing uses or structures. It is the intent of these recommendations that they be applied as redevelopment occurs naturally or is precipitated by the destruction of the property to the extent that redevelopment in its original form is not economically feasible.

The recommendations of the Goulds Citizens' Master Plan are not intended to preempt the processes whereby applications may be filed for relief from land development regulations.

ACKNOWLEDGEMENTS

In the process of creating this plan, many people in the community and local government agencies have provided input and support, and the Department of Planning and Zoning would like to acknowledge some of those persons here:

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Portions of this report have been adapted from: *Goulds Community Urban Center Plan, FIU/FAU Joint Center for Urban and Environmental Problems, 2000; Goulds Storeporch Historic District Plan, Luft Consulting, 2000; Miami-Dade County Comprehensive Development Master Plan Adopted Components, 2001.*



THE CITIZENS' MASTER PLAN

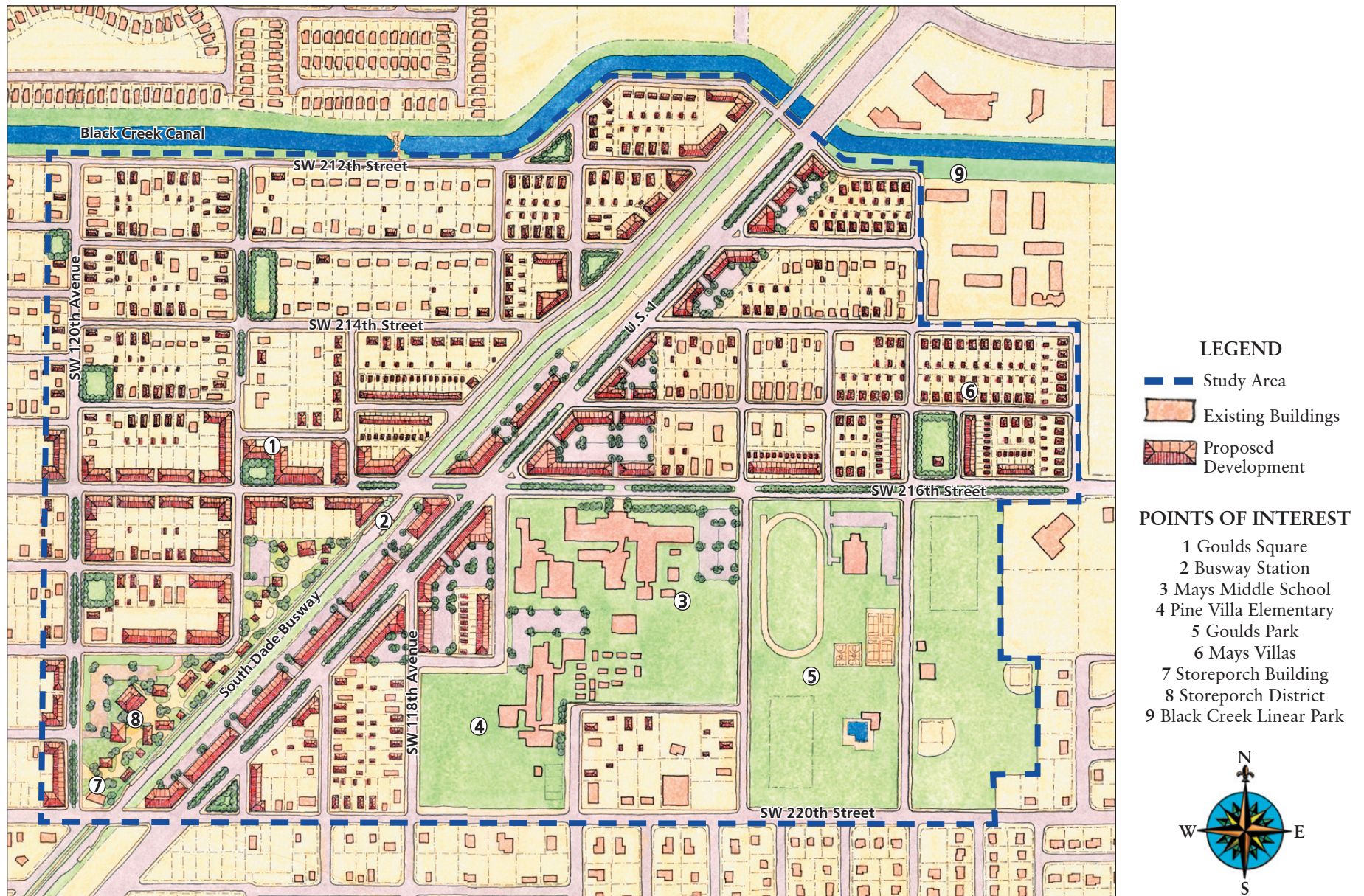
INTRODUCTION

Throughout its history, the residents of Goulds have come together many times to help determine the future of their community. This Citizens' Master Plan is the result of several years of community input and is one of the final steps in Goulds becoming one of the first Community Urban Centers in Miami-Dade County. During this planning process the Miami-Dade County Department of Planning and Zoning, with the assistance of the Metropolitan Planning Organization, worked with the residents of Goulds to finalize the Citizens' Master Plan and incorporate the many requests as to how the Goulds area could be strengthened. Some of the requests were to:

- Create entrance features that announce arrival into Goulds
- Preserve Goulds' historic identity and character
- Define the various neighborhoods within Goulds and improve street connections to neighboring areas
- Take advantage of existing vacant land for development of housing and business
- Introduce traffic calming devices and encourage designated on-street parking
- Define commercial corridors and propose a main street with a mix of uses
- Create attractive public plazas, neighborhood parks and other recreational areas
- Implement zoning regulations to set standards for future development
- Encourage transit-oriented development within Goulds and promote transit ridership
- Improve existing public buildings and build new ones that respond to specific community needs
- Attract and promote new and existing businesses that provide accessible jobs to residents and transit commuters
- Improve infrastructure, including streets and sidewalks to generate a pedestrian friendly environment

Clearly, the residents of Goulds have a vision of a stable, visually appealing and economically viable community, that maintains its primarily residential character. This vision reflects an appreciation of the area's history and heritage as an agricultural center and place of residence. It also reflects a concern for the quality of life and the opportunities facing the community's future generations. The Citizens' Master Plan addresses each of these issues and proposes some methods of implementation.

GOULDS COMMUNITY URBAN CENTER · *Citizens' Master Plan*



CITIZENS' MASTER PLAN

HISTORY

Goulds is a primarily residential neighborhood located at the edge of a major suburban center at Cutler Ridge; a point where the densely populated, urban Miami area begins to soften into the agricultural lands and open space of South Dade. A neighborhood that dates to before 1903 when the Florida East Coast Railroad was constructed through the area it was originally homesteaded by both black and white settlers. The first African-American to file for a homestead was William Randolph. He wanted Blacks to have ownership of land and homes so he either sold parts of his homestead very inexpensively or gave away parcels of land. His homestead and the land he sold eventually became Goulds. The subsequent construction of the railroad bisected the Randolph homestead in the area of what is now SW 216th Street. At that location, a railroad siding had been constructed and was operated by a Mr. Gould. He was in charge of cutting and providing railroad ties for the railroad. The siding, originally called Gould's Siding, was later shortened to Goulds. As a result of the tomatoes and fruit that were grown in the area, Goulds became a center of the packinghouse industry. Remnants of that industry remain in the area today.

The first impression of the Goulds Community today is that development in the area is sparse and lacks an identity. The community is not defined with a clear community center or edge. Stretched out along the U.S. 1 Corridor between the Black Creek Canal on the north and SW 220th Street on the south is a scattering of business, industrial and packing house uses, while houses are interspersed with vacant lots between SW 113th Avenue on the east and SW 120th Avenue on the west. The most prominent land uses in the area are Pine Villa Elementary and Mays Middle Schools and the Goulds Community Park. In spite of the many pedestrians in the vicinity, most of the area lacks sidewalks. However, Goulds still maintains a strong sense of community and several generations of families live in the area and have attended the same schools.

The Goulds Packinghouse after the tornado of 1919

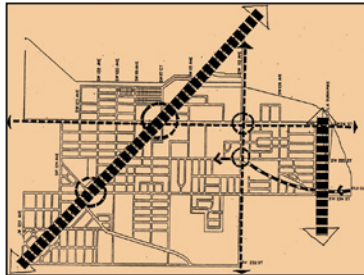


Gertrude Randolph, the wife of the first Black homesteader in Goulds



Typical scene in the early 1900s in Goulds





*A diagram from
the Moss Plan*



*Citizen participation
in the 1997 Charrette*



*1997 Charrette
plan*

LOCATION

The boundaries of the Goulds Community Urban Center are the Black Creek Canal on the north, SW 220th Street on the south, SW 120th Avenue on the west and SW 114th and 113th Avenues and Goulds Park on the east. U.S. 1 bisects this area on a diagonal with the future South Dade Busway paralleling U.S. 1. A Busway station will be located at SW 216th Street. Goulds has several assets in place that the Citizens' Master Plan recognizes: its location in the U.S. 1 corridor, two public schools, numerous houses of worship, a large public park, developable vacant land, the future transit corridor and proximity to the Turnpike.

PREVIOUS STUDIES

Since 1992, there have been several studies examining the Goulds area. The South Dade Neighborhood Development Concept Plan, also known as the 'Moss Plan,' was initiated following Hurricane Andrew to guide redevelopment in affected Community Target Areas. The Goulds Charrette held in 1997 was sponsored by the Miami-Dade Office of Community and Economic Development (OCED) and the Goulds Community Development Corporation. Conducted by the FAU/FIU Joint Center For Environmental and Urban Problems and Robert Barnes and Associates, it intended to address the physical needs of Goulds and to create an image for the future of the area. After the intersection of SW 216th Street and U.S. 1 was designated as a Community Urban Center (CUC) another charrette was organized again by the FAU/FIU Joint Center and held in 1999. CUCs are identified within Miami-Dade County's Comprehensive Development Master Plan (CDMP), which states that Community Urban Centers are moderate-intensity "design-unified areas that contain a concentration of different urban functions integrated both horizontally and vertically." The CDMP further states that these "centers shall be characterized by physical cohesiveness, direct accessibility by mass transit service, and high quality urban design."

The Goulds Citizens' Master Plan implements the policies in the CDMP by designating the area around the SW 216th Street Busway Station as the Core Sub-district and designating that area for higher densities and mixed uses and a tapering-down of



*View to the west
over Goulds Square*



*SW 216th Street
- Main Street Plan*

densities in the surrounding Center and Edge Sub-districts in order to maintain compatibility with surrounding neighborhoods. These higher densities in turn would provide a more efficient use of land and a larger population living and working in the area that would likely use the new transit facilities in the area. Implementation of the elements in the plan is recommended through the adoption of a Community Urban Center overlay ordinance tailored specifically for Goulds.

In November 2000, the Miami-Dade County Department of Planning and Zoning (DP&Z) with the assistance of the Metropolitan Planning Organization (MPO) assumed the responsibility of synthesizing the previous conceptual plans and developing an overlay ordinance. The Goulds Community Development Corporation (CDC) with DP&Z established the Goulds Steering Committee, consisting of a group of local residents and business owners to advise DP&Z staff on issues affecting the community, the Plan, and the ordinance.

THE CITIZENS' MASTER PLAN

The Citizens' Master Plan depicts three broad strategies for the future of Goulds: an improved street network, additional public open spaces, and potential areas for future growth and development. Shown in the plan are a mix of land uses that provide a more efficient use of land than the development pattern that currently exists in the Goulds area.

Streets. Due to large, contiguous parcels of land west of U.S. 1, several new street dedications are proposed once development takes place on those parcels. These additional streets will enhance access within west Goulds and encourage additional pedestrian activity. East of U.S. 1, in the event that the Mays Villas are redeveloped, new street dedications are also recommended to create a block structure in place of the superblock that currently exists. Within new blocks created by these street dedications, service roads should be utilized for automobile access at the rear of these properties. Orienting garages and other services towards these service roads would result in a more attractive street appearance. Specific parameters for streets within the CUC will ensure a comfortable pedestrian environment while maintaining automobile access, such as requirements for wide sidewalks, formal street landscaping, and parallel parking to



*Main Street Mixed-
Use buildings*



*Main Street plan at
SW 120th Avenue*

buffer pedestrians from moving traffic.

Open space. New public open space is designated in the plan in the form of plazas and parks distributed throughout the Goulds CUC. These spaces augment the recreational resources available to the community available now in Goulds Park. While Goulds Park serves the active recreational needs of the community, particularly its young people, the new parks and plazas contribute passive space to add an important amenity to the community. These spaces add to the aesthetic appeal of Goulds and can become sources of pride to its residents.

Future Development. As required by the CDMP, new buildings in the Goulds CUC will be built to the sidewalk edge so that streets become public spaces that provide a sense of enclosure and are comfortable and interesting for pedestrians. Architectural elements at street level will have a human scale with abundant windows and doors to provide visibility into buildings and out to the street. Buildings should be designed with variations at short intervals to create interest for passing pedestrians and continuous blank walls at street level should be discouraged. Awnings, canopies, arcades and colonnades can be used to provide weather protection over sidewalks. Residential and commercial uses will be mixed, in order to allow residents the option of walking to satisfy daily needs. Higher density development in the Core and Center areas around the Busway station will provide a user base for the station as well as a destination for Busway users traveling from the north and south.

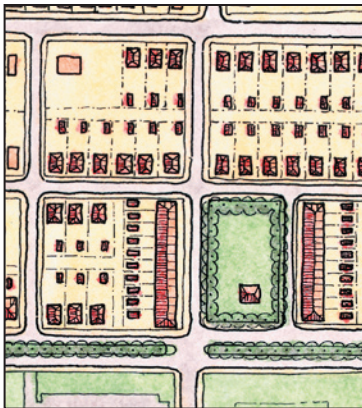
STOREPORCH DISTRICT

The Storeporch building, located on the north side of SW 220th Street at U.S. 1 was acquired by the Goulds Community Development Corporation (CDC) in 1998 and its restoration has recently been completed. It was a general store and retail center that served as a community meeting place and focal point since the 1930s and it was on its 'porch' where the people of Goulds gathered for entertainment and other community events would take place. To determine how the Storeporch building could

Residential boulevard with median



Plan of residential boulevard



be used as a catalyst for further development in the surrounding area, the Goulds CDC commissioned a redevelopment plan in 2000 that proposed the creation of an entertainment and restaurant district for the properties to the north of the Storeporch building. The Citizens' Master Plan incorporates the recommendations of this plan and is implemented through its inclusion in the regulating plans.

IMPLEMENTATION

Implementation of the Goulds Citizens' Master Plan is proposed in three parts: the Development Code, Regulating Plans, and Street Development Parameters. The proposed Regulating Plans are included within this report. Upon its adoption by the Board of County Commissioners, the CUC district would emphasize a more urban development pattern. Outside of the CUC, the Miami-Dade County zoning code would still apply. The Department of Planning and Zoning is currently revising the zoning code with the intention of facilitating a more urban development pattern in most commercial and residential districts, which in turn will facilitate a more efficient use of land. Public hearings on the revised code may occur in Fall 2003.

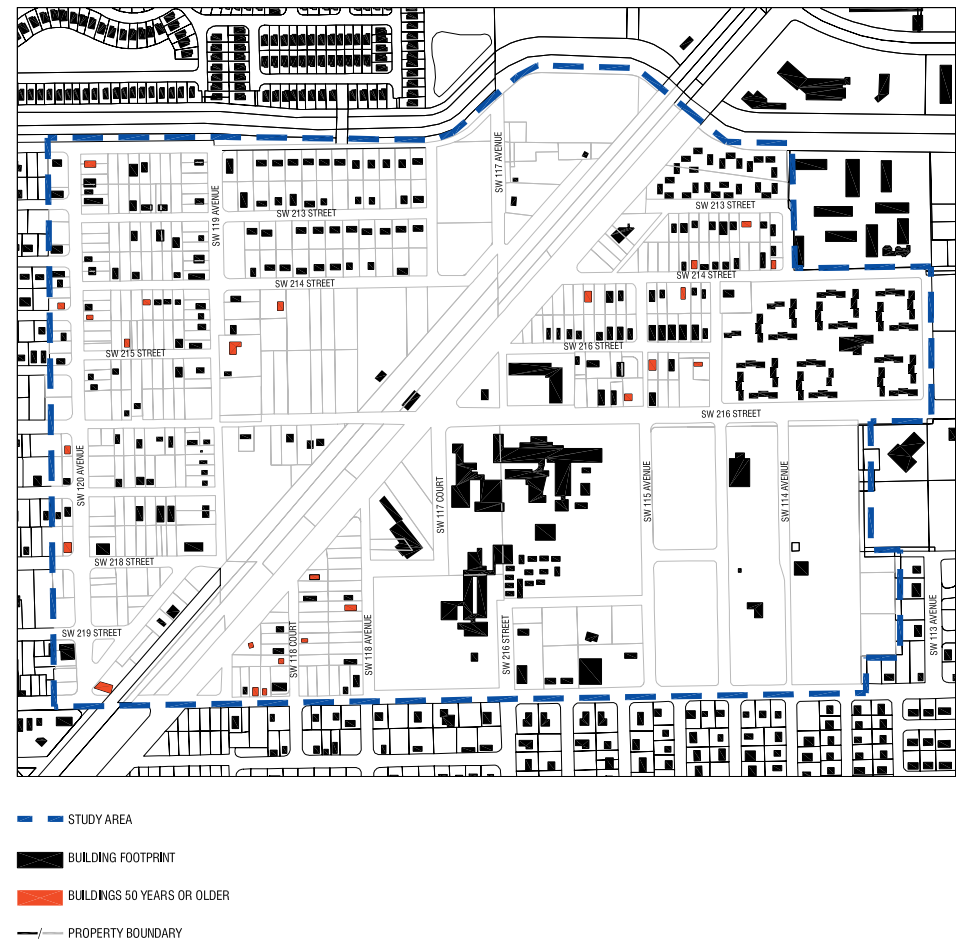


PROPOSED REGULATING PLANS

EXISTING CONDITIONS

As this diagram clearly illustrates, Goulds is currently characterized by an abundance of vacant parcels and under-utilization of land. Even most lots that are not considered vacant show an extremely low rate of land utilization. This inefficiency incurs a heavy burden on the community through loss of tax revenue; disinteresting, incomplete landscapes; a lack of population to support community development; and a lack of reason for people to travel to or within the area. The consequent lack of population coupled with deep building setbacks result in a minimal level of street life.

In the future, as the Citizens' Master Plan guides development, more lots will be developed and buildings will be closer to the street, resulting in a more appealing environment and a more economically sustainable community.

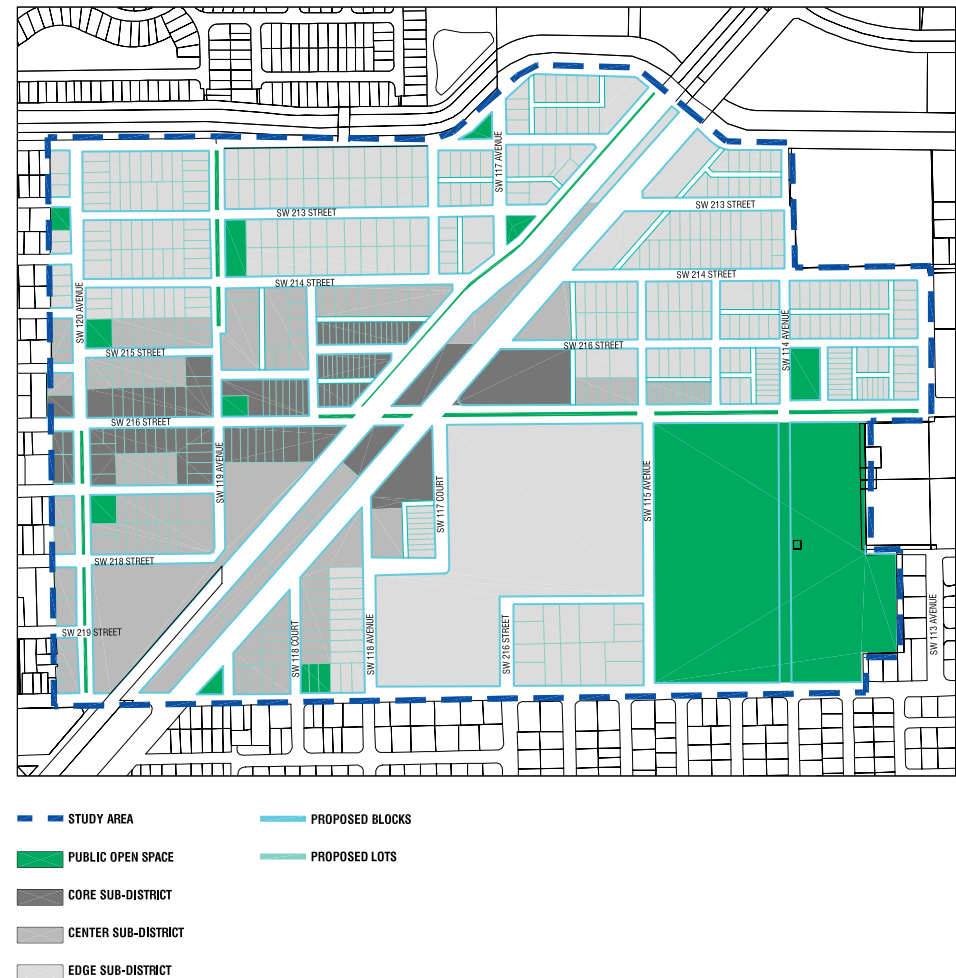


PROPOSED SUB-DISTRICTS

The Master Plan proposes demarcating the Goulds area into three sub-districts according to development intensity. The Core Sub-District allows the highest allowable building density and development parameters in the area, with the intention that this Sub-District forms the heart of the community, centering on the intersection of U.S. 1 and SW 216th Street. The Core then stretches west along SW 216th Street, forming a ‘main street’ for the community and including the Goulds Busway station. Development here will generate heightened street life through higher residential densities and mixed use. The residential base, coupled with a variety of shops, restaurants, and entertainment venues nearby, creates a critical mass of people moving in different directions for different purposes at different times of day. This helps to ensure that the streets and sidewalks remain vibrant throughout the day, making them safer and more appealing.

The Center Sub-District is a medium-intensity development district, adjacent to the Core and flanking U.S. 1 south of SW 216th Street. Here, residential densities are lower than in the Core and the mixture of uses is intended to be less varied.

The Edge Sub-District contains the least intense level of development of the three districts. Development here is mostly low-density residential, single-family or townhouse. Likewise, street activity will also be the least intense in the Goulds Community. The inclusion of the Edge Sub-District assures that a variety of housing types will be available allowing a wide spectrum of choice for residents.



PROPOSED LAND USE

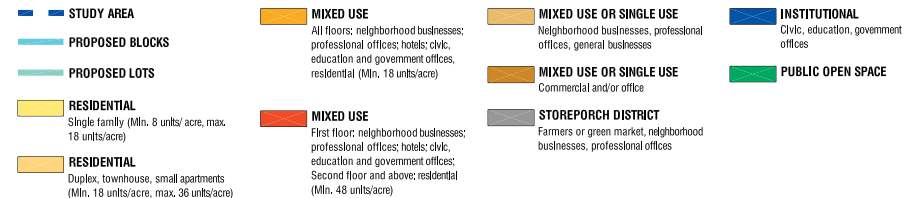
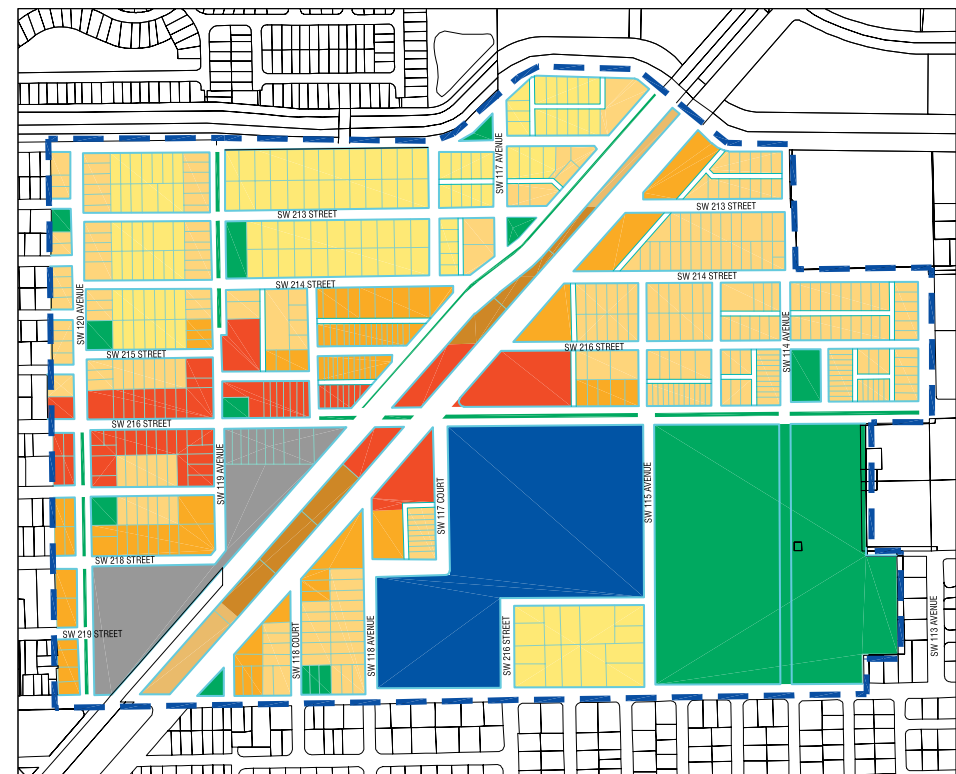
The proposed Master Plan is devised with a mixture of land uses to engender a safe and attractive environment throughout the area. The highest density development and greatest variety of land uses are proposed for the Core Sub-District, tapering down to the lowest density and least variety in the Edge Sub-District.

Various land use categories are included throughout the area. Mixed uses in the area are proposed to provide varying densities based on their location in the plan. All buildings within zones for mixed use must provide ground floor retail along the highest level roadway or public open space facing the property under consideration.

Residential districts may allow single family, duplex, townhouse, or small apartment building types with densities consistent with the underlying CDMF.

Institutional uses allow civic buildings such as schools and government offices and are proposed for the lots occupied by Pine Villa Elementary and Mays Middle Schools.

In addition, the Store Porch Historic District abuts the Busway to the west, south of SW 216 Street. The Store Porch is proposed as a thematic district to lend character and a sense of Goulds' past to the rest of the area. A mixture of commercial, entertainment, and recreational uses are proposed for the Store Porch District. Its location adjacent to the Main Street also enhances the sense of variety and interest in the surrounding streetscape.



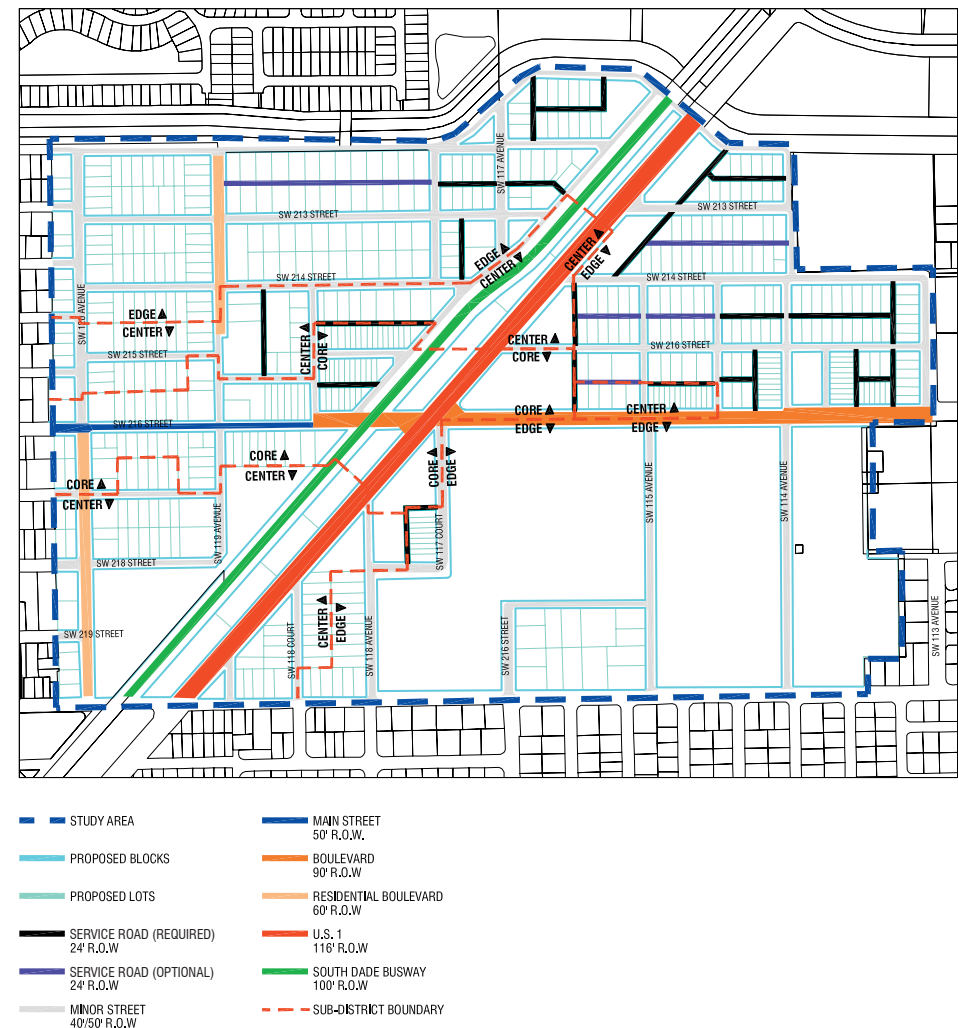
PROPOSED STREET TYPES

The Master Plan proposes eight street types organized according to sub-districts and resulting traffic flow. Within the core, arcades or colonnades and storefront main entrances are on the sides of the building facing the primary abutting roadway. In all sub-districts, off-street parking is to be placed to the rear of the building.

SW 216 Street is designated the area's 'Main Street' west of a proposed new north-south minor street east of SW 119 Avenue. East of this new avenue, SW 216 Street becomes a boulevard which will have a trees in the median and bicycle lanes between the moving lanes and parallel parking. Parallel parking will then buffer adjoining sidewalks from the traffic lanes.

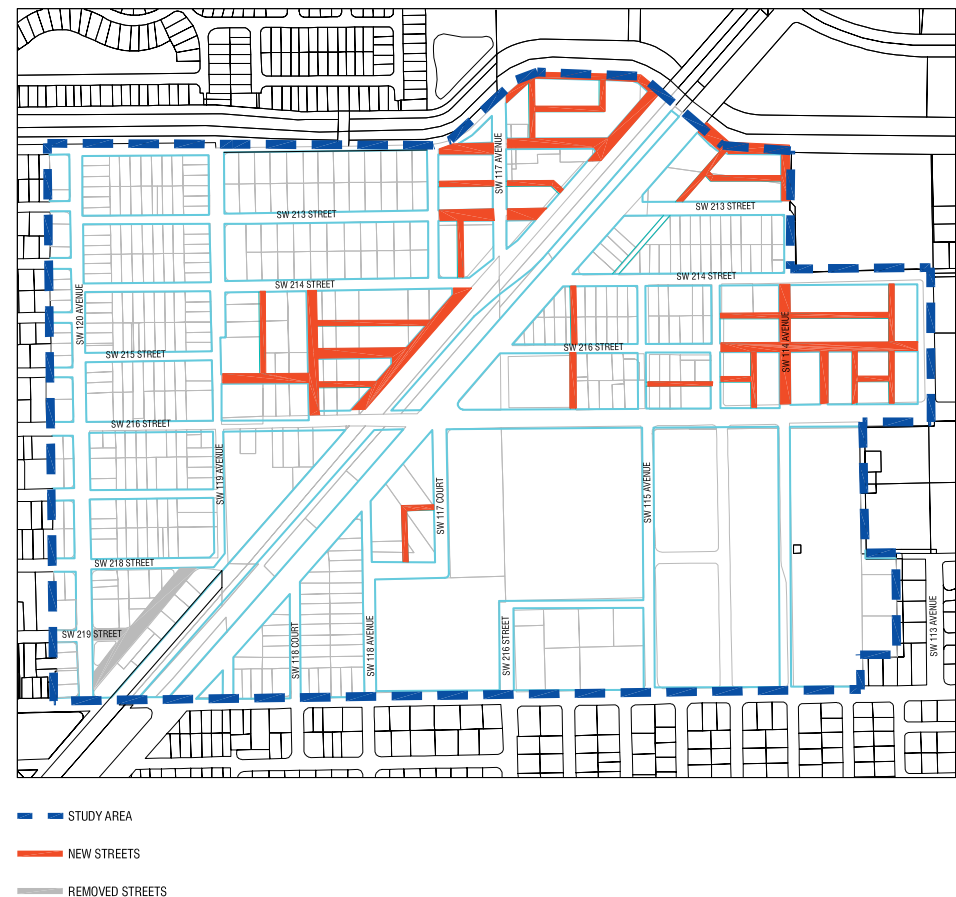
Another major roadway traversing the Goulds area is U.S. 1. The Master Plan proposes specific criteria for transforming this highway and integrating it into the community. U.S. 1 will remain a 4-lane roadway with a median down the center. Like SW 216 Street within the Core Sub-District, arcades or colonnades are required along building sides facing U.S. 1 and access to off-street parking is provided at the rear of buildings.

Minor streets are distributed throughout the Goulds area. They are intended as narrower roadways carrying local traffic, but may still provide direct access to a variety of uses.



PROPOSED NEW STREETS

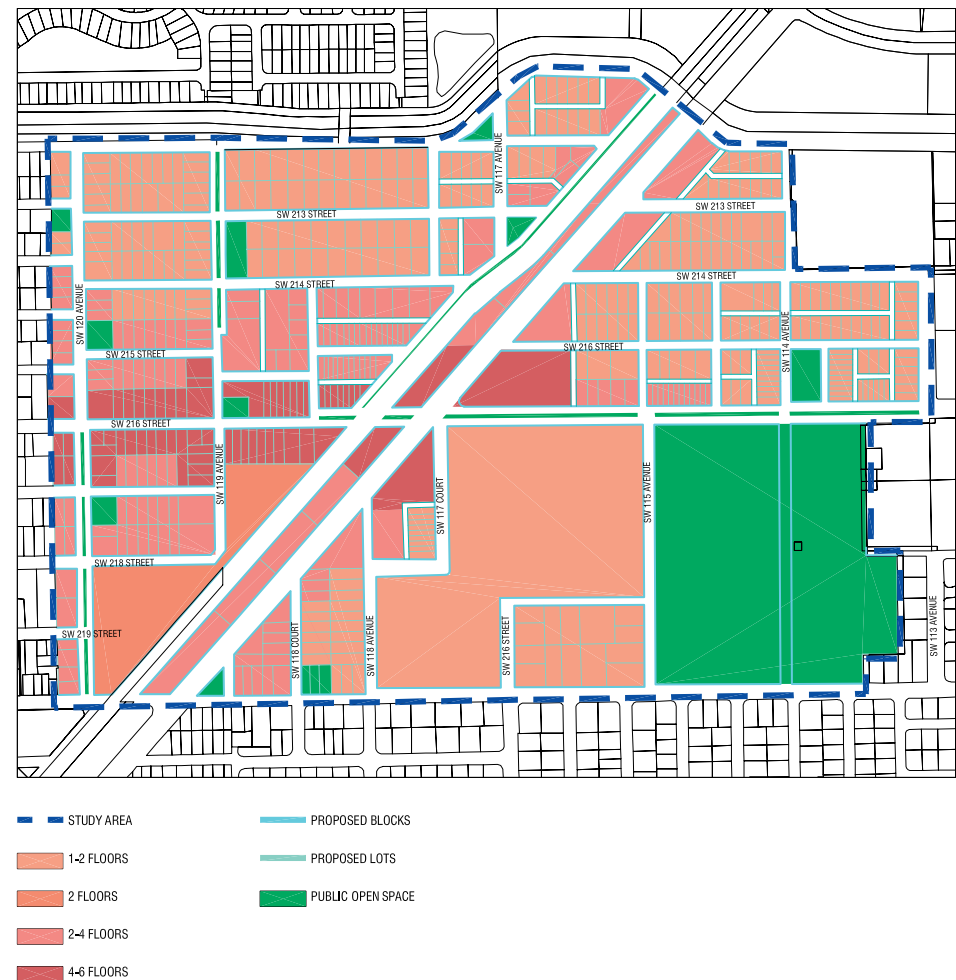
The Goulds Master Plan proposes an augmented, denser network of streets in order to fully realize the vision. With a dense street network the pedestrian has more options to make walking more convenient and more comfortable. Trips become shorter and more direct. This network further enhances pedestrian comfort and neighborhood safety by slowing traffic, as vehicles need to stop at intersections more often. On the other hand, the network facilitates vehicular movement by also providing vehicles the same options as the pedestrian.



PROPOSED BUILDING HEIGHT

Building heights in Goulds vary according to abutting roadways. The concept of scale and sense of place is intrinsic to the development parameters of the Master Plan. Building scale ideally should match the distance between buildings to create the strongest sense of place possible, creating a sort of outdoor room. Hence, buildings that are too high lead to an oppressive environment with a canyon-like feeling. Likewise, with buildings that are too low, pedestrians lose perspective with their surroundings and feel that they are walking in an underdeveloped place.

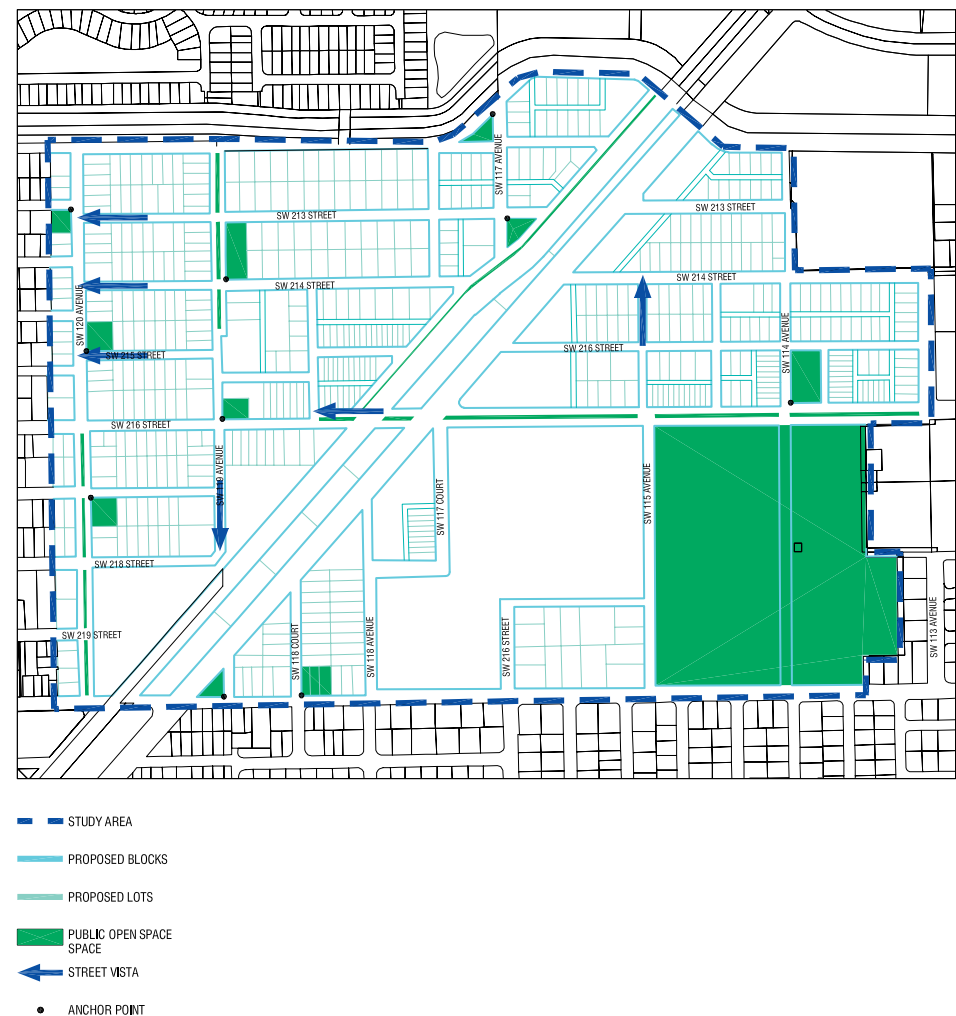
Thus, the tallest buildings are permitted abutting the major roadways, SW 216 Street and U.S. 1, particularly in the Core Sub-District. These building would have a minimum of 4 and a maximum of 6 stories. Buildings abutting the residential boulevards and in the Store Porch District would be the next tallest at 2 to 4 stories, while those abutting minor streets would rise to a maximum of two stories.



PROPOSED OPEN SPACE

The Master Plan proposes open space, in the form of parks and plazas, to be distributed throughout the Goulds area. Open space already exists in the form of Goulds Park, which provides much of the active recreational needs of the community. However, additional passive open space within individual neighborhoods provides a desirable amenity to the community.

The variety of landscaping applied to the different parks and plazas enhances these spaces and together with increased visibility along the roadways, enables them also to serve as community focal points. Focal points help to orient people to the different parts of a community, identifying the various neighborhoods and districts.



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