

**NOTICE OF APPEAL OF A
JACKSONVILLE HISTORIC PRESERVATION COMMISSION
CERTIFICATE OF APPROPRIATENESS**

I. INSTRUCTIONS

As provided in §307.201, Ordinance Code, any person with standing may appeal a Jacksonville Historic Preservation Commission final order on an application for a Certificate of Appropriateness to the City Council. An appeal must be filed **within 21 calendar days** of the effective date of the final order granting, granting with conditions, or denying a Certificate of Appropriateness. To appeal a Commission final order on an application for a Certificate of Appropriateness, complete and submit this form to the Legislative Services Division, Suite 430, City Hall-St. James, 117 W. Duval Street, Jacksonville, Florida 32202 with the supporting documents (*see* Section III) and appropriate fees (*see* Section IV). A copy of the final order and the list of persons who testified before or wrote to the Commission about the Certificate (*see* Sec. III(1) and (4)) may be obtained from the Historic Preservation Section of the Planning and Development Department, 3rd Floor, Ed Ball Building, 214 North Hogan Street, Jacksonville, Florida 32202.

II. NOTICE OF APPEAL

I, St. Johns Quarter, LLC c/o Brenna Durden, hereby file this Notice of Appeal from the final order of
PRINT NAME CLEARLY

the Jacksonville Historic Preservation Commission concerning Certificate of Appropriateness Number 25-33142. I

am (Please circle one):

(a) The person who filed the application for the Certificate of Appropriateness;

(b) A person who owns, lives, or operates a business on property within 350 feet of the property which has been granted or denied the Certificate of Appropriateness;

(c) A person, other than a member of the City Council, who provided a written statement or who testified before the Historic Preservation Commission *and* who is suffering or will suffer an adverse effect to an interest protected or furthered by Chapter 307, Ordinance Code. The statement must have been in writing, expressing a position on the merits of the application, other than a petition, such as a letter, a memo or an e-mail, containing a reference to the specific application number and the name and mailing address of the person making the statement. The statement must have been specifically addressed to the Chief of the Comprehensive Planning Division or any member of the historic preservation staff or the Commission, with a copy to the Chief of the Comprehensive Planning Division, and which was delivered to and received by the Department by hand delivery, mail, facsimile or e-mail at least two working days prior to the public hearing at which the Commission took final action, or which is read into the record at the public hearing or distributed to the Commission at the hearing with a copy to the staff secretary.

III. SUPPORTING DOCUMENTS

To complete your Notice of Appeal, you **must** submit the following documents with this form:

(1) A copy of the Final Order on the Certificate of Appropriateness you are appealing.

(2) You must provide a statement of your interest sufficient to show how you are or will be *adversely* affected by the Commission's decision. Please provide this statement in the space below.

St. Johns Quarter, LLC is the owner of 2230 St. Johns Ave. RE#090538-0000. The denial of COA-25-33142 adversely affects St. John Quarter, LLC's full and preferred use of its private property.

If you need additional space, please attach a separate sheet.

(3) A description of the specific error(s) you believe the Commission committed. Please provide this description in the space below.

See attached document titled, Appellant's Statement.

If you need additional space, please attach a separate sheet.

(4) The list of the persons (complete names and mailing addresses), certified by the staff secretary to the Commission, who testified before, or who provided a qualified written statement to the Commission the Commission regarding the subject of the appeal. (You must pay a \$2.00 notification fee for each person on the list.)

IV. FILING AND NOTIFICATION FEES

Section 307.203, Ordinance Code, requires persons appealing Final Orders on Certificates of Appropriateness to pay filing and notification fees. These fees must be paid at the time your Notice of Appeal is filed with the Legislative Services Division or your Appeal will not be accepted. You may include the filing and notification fees in one payment. Make checks payable to TAX COLLECTOR.

Filing Fee: \$550.00
Notification Fee: \$2.00 for each notification.

V. Contact Information

Please complete the following:

Name (Printed): Ronald Root C/O Brenna Durden
Address: 245 Riverside Ave., Suite 510
Jacksonville, FL 32202-4924
Daytime Phone Number: 904-353-6410
Evening Phone Number: _____
E-mail address: bdurden@llw-law.com

VI. CERTIFICATION

Please read, sign and date the following statement:

I have read and understand the information contained in this Notice of Appeal. I hereby certify that I have provided all the information required under §307.203, Ordinance Code, I understand that if this Notice of Appeal is incomplete, my appeal will not processed until it is complete, and that it may be rejected for incompleteness. I further certify that all my statements in this Notice of Appeal are true and correct to the best of my knowledge.

Brenna M. Durden
Signature

March 12, 2026
Date



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 North Hogan Street
Jacksonville, FL 32202

(904) 255-7800

www.jacksonville.gov

NOTICE OF CERTIFICATION

RE: Certified Final Order for COA-25-33142

DATE: March 9, 2026

Please find attached:

- Certified Final Order for COA-25-33142, from the January 28, 2026 Historic Preservation Commission meeting

If there are any questions, please contact me at (904) 255-7800.

Arimus Wells, Planning Services Manager – Historic Planning and Preservation

Community Planning Division, Historic Preservation Section

Planning Department

BEFORE THE HISTORIC PRESERVATION COMMISSION OF THE CITY OF
JACKSONVILLE

CERTIFICATE OF APPROPRIATENESS APPLICATION NO.: **COA-25-33142**

IN RE: The Certificate of Appropriateness Application of:

Address: 2230 St. Johns Ave, RE# 090538-0000

**Owner: Ronald Root
St. Johns Quarter LLC
2263 River Blvd
Jacksonville, Florida 32204**

**Applicant: William Leuthold
William Leuthold, Architect Inc.
2742 Herschel St
Jacksonville, Florida 32204**

ORDER ON COA-25-33142: DENIED

Having duly considered both the testimonial and documentary evidence presented at the meeting and public hearing on **January 28, 2026**, including the COA Application and the Planning and Development Department's Staff Report and Recommendation and all attachments thereto ("Staff Report"), a portion of which is attached hereto as **EXHIBIT A**, and **on file** in its entirety in the Planning and Development Department, the Jacksonville Historic Preservation Commission hereby

FINDS AND DETERMINES:

1. That the applicant did comply with the procedural and application requirements set forth in Section 307.106 of the Jacksonville Ordinance Code; and
2. That as stated in the record, substantial competent evidence demonstrates that application **COA-25-33142** meets, to the extent applicable and as modified by any conditions contained herein, the standards and criteria set forth in Section 307.106 of the Jacksonville Ordinance Code; and
3. That the findings and recommendations in the Staff Report for application **COA-25-33142**, to the extent consistent with this **Order**, are hereby adopted and incorporated herein; and
4. That the land which is the subject of application **COA-25-33142** is owned by **St. Johns Quarter LLC**.

NOW THEREFORE, it is **ORDERED** by the Historic Preservation Commission:

Application **COA-25-33142** is hereby **DENIED**.

Executed this 20th day of February 2026.

FORM APPROVED:



Carla A. Schell
Office of General Counsel



Ethan W. Gregory
Chairman
Historic Preservation Commission

Copy to:

Owner: Ronald Root
St. Johns Quarter LLC
2263 River Blvd
Jacksonville, Florida 32204

Applicant: William Leuthold
William Leuthold, Architect Inc.
2742 Herschel St
Jacksonville, Florida 32204

RIGHT TO APPEAL. Persons listed in Section 307.202, Ord. Code, may appeal this decision to the City Council within twenty-one (21) calendar days of the date of this Order by filing a Notice of Appeal with the Legislative Services Division of the Council as required by Section 307.203, Ord. Code. Failure to file a Notice of Appeal with the Legislative Services Division within the time prescribed waives the right to appeal this Order.

NOTICE: This Order does not become final until the twenty-one (21) day appeal period has elapsed or, if such an appeal has been filed, until all proceedings have been completed. Therefore, any work commenced during this appeal period is done at the risk of the owner and/or the applicant.

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EXHIBIT A
January 28, 2026

Report of the Jacksonville Planning Department
Certificate of Appropriateness Application COA-25-33142

Address: 2230 St. Johns Ave, RE# 090538-0000

Location: South side of St. Johns Ave, between Osceola Street and Copeland Street

Owner: Ronald Root, St. Johns Quarter LLC
2263 River Blvd
Jacksonville, Florida 32204

Applicant: William Leuthold, William Leuthold Architect, Inc
2742 Herschel St
Jacksonville, Florida 32204

Year Built: N/A

Designation: St. Johns Quarter

Request: New Construction – Primary Structure

Summary Scope of Work:

1. New Construction of a two-story, single-family residence

***Recommendation:* Deny**

PROJECT DESCRIPTION

COA-25-33142 is for the new construction of a two-story single-family residence at 2230 St. Johns Ave within the St. Johns Quarter Historic District. The subject site is currently a vacant interior lot that is adjacent to a two-story single-family structure on the left and a two-story multi-family structure on the right. St. Johns Ave is characterized by a mixture of two-story single-family and multi-family residential structures of a variety of architectural styles. As designed, the proposed 2,165 square-foot, two-story home will be a two-story single-family residence featuring a steeply pitched hipped roof comprised of asphalt shingles, hardie artisan shiplap siding on the second floor, brick veneer on the first floor, a large chimney, arched entryways, and grouped six-over-one and four-over-one sash windows. The proposed home will also have a street-visible double-bay garage with carriage-style doors and square-light openings along the front elevation. According to staff's calculations, the proposed siting of the garage will account for 66% of the structure's primary façade.



STAFF SUMMARY AND ANALYSIS

Staff considered the applicable Design Guidelines for the Historic District and the Ordinance Code criteria found in Sections 307.106(k) and 307.106(m). The following is Staff’s analysis:

- The Sanborn Maps from 1913-May 1951 show that the previous structure built in 1928 was a one and a half story dwelling with a one-story full-width porch on the front and rear. This building was demolished in 1981 based on permit B-81-08154.000.
- When the St. Johns Quarter District was proposed, Report HD-95-1 states that attachment A, being the Riverside-Avondale Design Guidelines, shall be adopted as the official design guidelines in reviewing exterior construction activities in the St. Johns Quarter Historic District. When the St. Johns Quarter District was later established, Ordinance 1996-0082 states the district was approved subject to Exhibit B, otherwise known as the Riverside Avondale Design Guidelines.
- As designed, the proposed new construction will be on a vacant interior lot with other two-story structures along the street, making it consistent with Section 306.106(k)(1).
- While development of a two-story residential home amidst other two-story structures will provide for compatible use of a lot in the St. Johns Quarter Historic District, the design of the proposed structure fails to ensure a compatible relationship with other properties within the historic district given its inconsistency with the architectural styles within the neighborhood. As currently designed, considerable architectural influence is given to the front-facing garage which is inconsistent with the Historic District Design Guidelines.

Garages should not be situated as the prominent feature of a new home in a historic district and according to the Design Guidelines, parking should be limited to the side or rear of the structure. As such, the proposed design is inconsistent with the Historic District Design Guidelines and Sections 307.106(k)(1-2 and 6) and 307.106(m)(6).

- The proposed elevations show the garage being 1,502 square feet while the total area of the first floor is 1,748 square feet meaning the garage, as proposed, accounts for 60% of the first floor. As such, Staff finds the scale, massing, siting, and location of the garage along the primary façade inconsistent with other surrounding two-story residences and Section 307.106(m)(2-3 and 6).
- The proposed site plan shows that the garage is approximately 26 feet in length while the porch is approximately 13 feet in length meaning the garage is the more prominent and defining feature on the primary structure's façade, thus making this inconsistent with the Historic District Design Guidelines.
- Staff finds that garages, especially front-facing and readily street visible garages, are atypical for the streetscape in the Historic District. Most residential structures utilize side parking or street parking. There are no properties in the neighborhood that feature a front-facing garage along its primary façade.
- The proposed form and design of the new construction will take the heights and setbacks of the adjacent structures to ensure that they are within a reasonable height and distance away to match the rhythms seen throughout the Historic District. The buildings adjacent to the subject property (2222 St. Johns Ave and 2236 St. Johns Ave) are contributing structures to the Riverside-Avondale Historic District with the proposed design being consistent with Section 307.106(k)(3).
- The proposed work can be completed within a reasonable period of time, consistent with Section 307.106(k)(4).
- The overall height of the proposed structure will be thirty-two (32) feet in height with a finished floor elevation of two (2) feet and six (6) inches, which is generally compatible with the heights of the adjacent structures. Two-story homes are the dominant residential development typology along this block. Staff finds the proposed height of the structure consistent with Section 307.106(m)(1).
- As designed, the placement of the windows along the structure are consistent with other contributing structures that are found throughout the district and the Historic Preservation Section's recommendations referencing the Historic District Design Guidelines. This remains consistent with Section 307.106(m)(2)
- The proposed new construction would be compatible with the placement and vertical expression of other structures that are found along the street, such as the two contributing structures that surround the subject property along St. Johns Ave (2222 St. Johns Ave and 2236 St. Johns Ave). The proposed placement is compatible and consistent with Section 307.106(m)(7).
- The proposed design of the new construction includes a hipped roof and a two-story partial-width porch on the street-facing side of the structure. This is compatible with structures that are found throughout the district and showcase the minimum

architectural detailing found within similarly styled structures. This allows the design to remain consistent with Section 307.106(m)(4 and 8).

- The Historic District Design Guidelines for the Riverside-Avondale Historic District references “New Construction” and lists Standards Two and Nine of the Secretary of the Interior’s Standards for Rehabilitation.
 - Standard Two refers to the retainment of historic character of properties when new construction occurs. The incompatible relationship of the proposed new construction to the surrounding context is described above and therefore remains inconsistent with Standard Two.
 - Standard Nine refers to how new construction or alterations shall be compatible with the existing characteristics. The proposed design would be incompatible with the massing and architectural features that are primarily found within the district, therefore remaining inconsistent with Standard Nine.

For these reasons, it is the position of the Planning Department that the proposed scope of work is inconsistent with:

- Section 307.106(k) General Standards: 1-2
- Section 307.106(m) Guidelines on New Construction: 2, 3 and 6
- Historic District Design Guidelines, Section on “New Construction”

CODE CRITERIA AND DESIGN GUIDELINES

General Criteria

- 307.106(k)(1) - The effect of the proposed work on the landmark, landmark site or property within an historic district upon which such work is to be done.
- 307.106(k)(2) – The relationship between such work and other structures on the landmark site or other property in the historic district.
- 307.106(k)(3) – The extent to which the historic, architectural, or archaeological significance, architectural style, design, arrangement, texture and materials of the landmark or the property will be affected.
- 307.106(k)(4) – Whether the plans may be carried out by the applicant within a reasonable amount of time.

New Construction

- 307.106(m)(1) – *Height*. The height of any proposed alteration or construction shall be compatible with the style and character of the landmark and with surrounding structures in an historic district.

- 307.106(m)(2) – *Proportions of windows and doors*. The proportions and relationships between doors and windows shall be compatible with the architectural style and character of the landmark and with surrounding structures in an historic district.
- 307.106(m)(3) – *Relationship of building masses, setbacks, and spaces*. The relationship of a structure within an historic district to the open space between it and the adjoining structures shall be compatible.
- 307.106(m)(4) – *Roof Shape*. The design of the roof shall be compatible with the architectural style and character of the landmark and surrounding structures in an historic district.
- 307.106(m)(6) – *Scale*. The scale of the structure after alteration, construction, or partial demolition shall be compatible with its architectural style and character and with surrounding structures in an historic district.
- 307.106(m)(7) – *Directional Expression*. Facades in the historic districts shall blend with other structures with regard to directional expression. Structures in an historic district shall be compatible with the dominant horizontal or vertical expression of surrounding structures. The directional expression of a landmark after alteration, construction, or partial demolition shall be compatible with its original architectural style and character.
- 307.106(m)(8) - *Architectural details*. Architectural details including materials and textures shall be treated so as to make a landmark compatible with its original architectural style and character and to preserve and enhance the architectural style or character of a landmark or historic district. The Commission will give recommendations as to appropriate colors for any landmark or historic district.

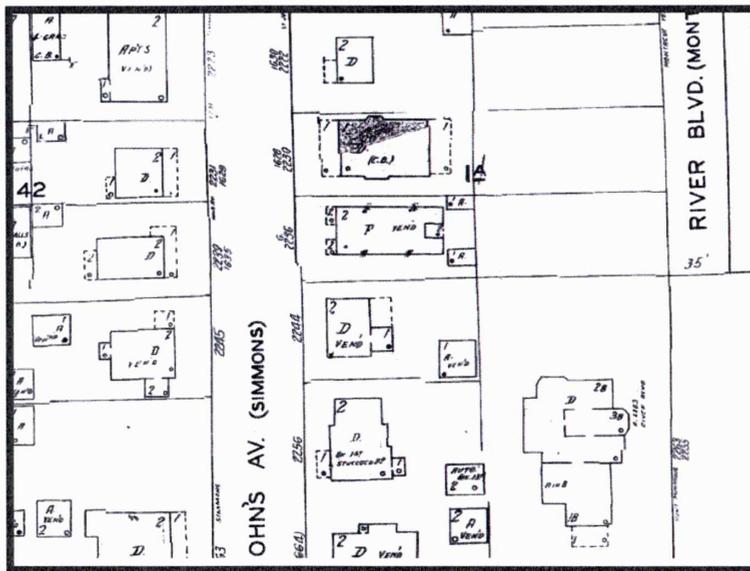
Historic District Design Guidelines, “New Construction” and “Windows/Awnings/Shutters”

- Secretary of the Interior’s Standards for Rehabilitation (2): The historic character of a property shall be retained and preserved. The removal of historic materials or alterations of features and spaces that characterize a property shall be avoided.
- Secretary of the Interior’s Standards for Rehabilitation (9): New additions, exterior alterations, or related new construction shall not destroy historic materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

LOCATION MAP



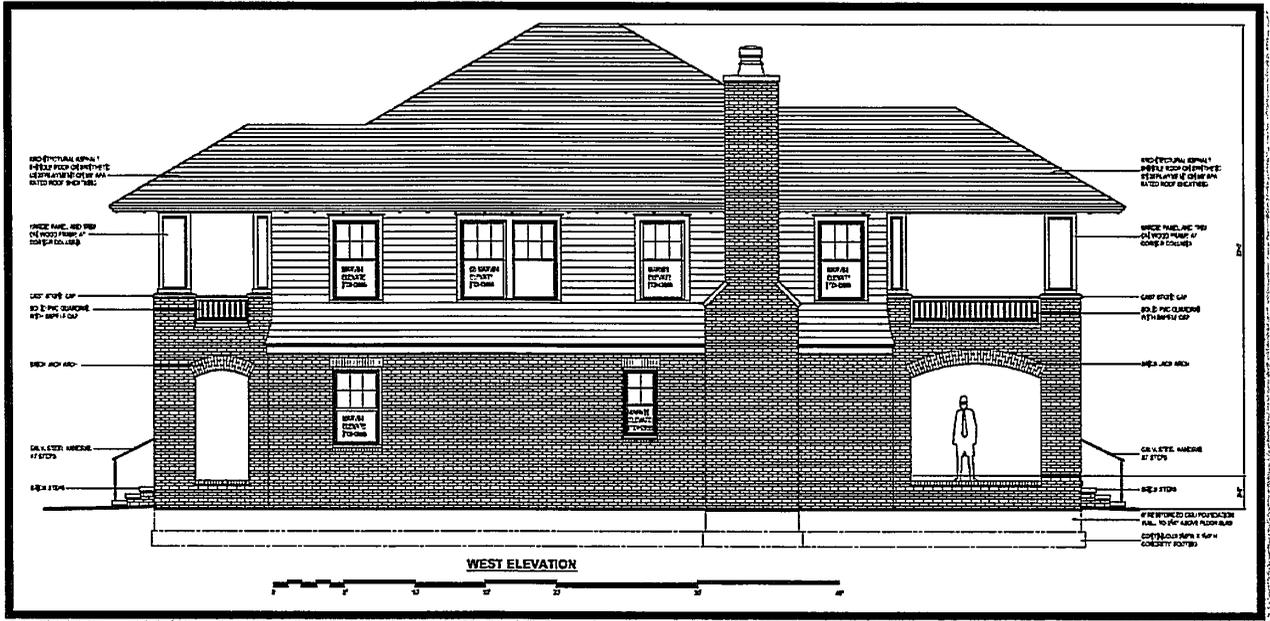
JACKSONVILLE SANBORN MAP SCREENSHOT



(Sanborn Map, Jacksonville 1913-May 1951 vol. 1, 1913-Oct. 1958, Sheet 106)

ELEVATION DRAWINGS SUBMITTED DECEMBER 16, 2025





ADJACENT PROPERTY PHOTOS SUBMITTED DECEMBER 4, 2025

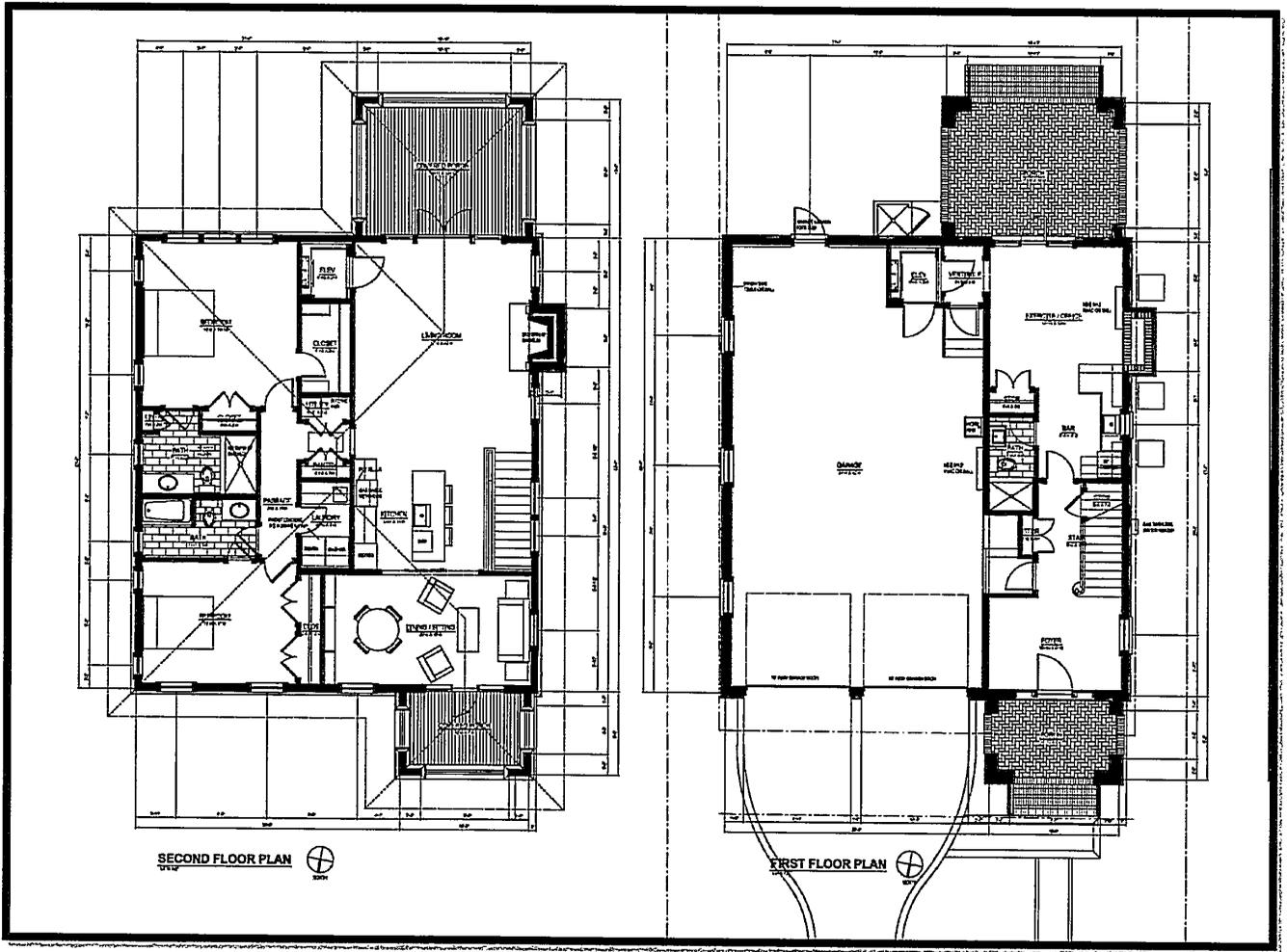


Contributing:

- 2223 St. Johns Ave (1936 – Multifamily)
- 2231 St. Johns Ave (1919 – Single Family)
- 2239 St. Johns Ave (1912 – Single Family)
- 2222 St. Johns Ave (1919 – Single Family)
- 2236 St. Johns Ave (1926 – Multifamily)

All dates of construction are from Property Appraiser.

FLOOR PLAN SUBMITTED NOVEMBER 6, 2025



**IN THE CITY COUNCIL FOR THE CITY OF JACKSONVILLE
JACKSONVILLE HISTORIC PRESERVATION COMMISSION APPEAL**

IN RE: COA NO. 25-33142

On Appeal from a Proposed Order from the
Jacksonville Historic Preservation Commission

APPELLANT'S STATEMENT

PRELIMINARY STATEMENT

This is an appeal of a proposed order denying appellant's request for a certificate of appropriateness ("COA"). Documents in the record are attached as exhibits. The transcript of the Commission hearing will be cited herein as (T. [transcript page]).

STATEMENT OF CASE AND FACTS

This case concerns the wrongful denial of a COA to construct a new residence on a vacant lot in the St. Johns Quarter Historic District ("District") merely because the proposed design features street-facing carriage style garage doors.

Background

Appellant, St. Johns Quarter, LLC (hereafter "Mr. and Mrs. Root"), owns a vacant lot at 2230 St. Johns Avenue in the St. Johns Quarter Historic District (the "Site"). On or about May 9, 2025, Mr. and Mrs. Root engaged Mr. William Leuthold, a highly respected architect who specializes in historic design and former Commissioner of the Jacksonville Historic Preservation Commission, to design a two-story single-family residence for the Site (the "Project"). As proposed, the 2,165 square-foot home would feature "a steeply pitched hipped roof comprised of asphalt shingles, hardie artisan

The Hearing

At the hearing on January 28, 2026, before the Historic Preservation Commission (“Commission”), Arimus Wells, on behalf of the Planning Department, presented Staff’s recommendation to deny the application (T. 73-76). Ronald Root spoke in support of granting the application. (T. 77-83). William “Bill” Leuthold, the architect for the Project, also spoke in support of granting the application (T. 84-88, 92-93). Finally, Shannon Blankinship, on behalf of Riverside Avondale Preservation, Inc., spoke in opposition. (T. 88-89).

Mr. Wells spoke first. (T. 73). He noted that “[w]hile [S]taff is overall supportive of infill on this particular lot, we do have some concerns.” (T. 74). He began by stating the “design of the proposed structure fails to ensure a compatible relationship with other properties within this **historic district**, given its consistency with the architectural styles within the **neighborhood**.” (T. 74-75)(emphasis added). Wells attempted to support this conclusion by testifying that “the garage will account for 66 percent of the structure’s primary façade.” (T. 74). The crux of Mr. Wells’ opposition concerns the “readily street-visible garage,” and Staff’s belief that “it is atypical for the streetscape in this particular historic district.” (T. 76). Mr. Wells

further testified, “[t]here are no properties on this **block** that feature a front-facing garage along its primary façade.” (T. 76)(emphasis added). Finally, Mr. Wells concluded, “[w]e just have concerns about the [siting] and placement of that garage in and of itself, and so we are forwarding a recommendation for denial for the reasons stated[.]” (T. 76)

Next, Mr. Root testified. He began his testimony by discussing that the Project’s location within the St. Johns Quarter District is unique because, unlike much of Riverside and Avondale, this area has no alleys or backyard accesses to the parcels within the District. (T. 79).

He next addressed Mr. Wells’ and the Staff Report’s assertion regarding the proportion of garage doors, noting that the 66% calculation is flawed because it excludes the second story from the total St. Johns Avenue façade measurement. (T. 80). Mr. Root testified that the garage accounts for 30 percent of the façade facing St. Johns Avenue. (T. 80:1-3).

Mr. Root then testified about the written comments he submitted on January 26, 2026, in response to the Staff Report noting several homes within the District which feature “front-facing

garage[s]”, (T. 80), and include automobile parking in front of houses. (T. 80-83). Photographs included in Mr. Root’s January 26 letter are excerpted below, some of which are indeed within the same block, contrary to Mr. Wells’ assertion:

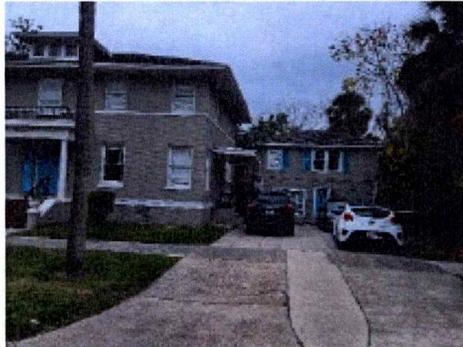
2263 St. Johns Ave. (.5 block away from COA)



1810 Osceola St. (.5 block away from COA)



1724 Copeland St. (.5 block away from COA)



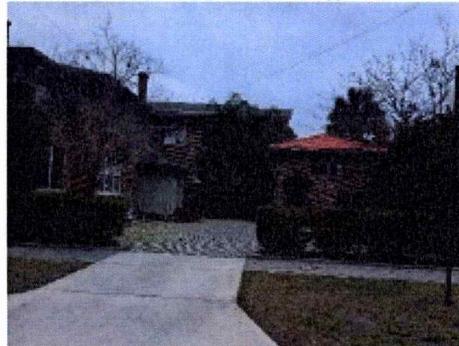
2106 St. Johns Ave. (1 block away from COA)



1805 Copeland St. (.5 block away from COA)



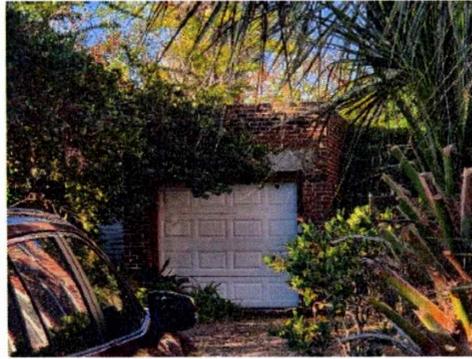
2258 Riverside Ave. (1 block away)



2147 Copeland St. (.5 block away from COA)



1706 Riverside Ave. (.5 block away from COA)



Next, Mr. Leuthold testified. He began his testimony discussing the Project’s purpose and the design. Specific to the structure’s carriage-style garage doors, Leuthold testified that “[t]hey’re meant to look like they could have been built historically in the house.” (T. 85). He further testified that he designed the doors to front St. Johns Avenue because “[t]here’s no alley in the back...[t]here’s no room for a side entry to the garage.” (T. 86). He further testified that parking or a rear-entry garage would diminish the home’s view of the river. (T. 86, 93). Finally, Leuthold testified that the design was intended to ensure a continuous green space between the Site and the adjacent green space along the Project’s river-facing facade. (T. 86, 92-93).

Finally, Ms. Blankinship testified in opposition. She began by noting “There are some ... really incredible aspects of [the Project]

that are in keeping with the neighborhood and the unique characteristics of both the St. Johns Quarter and the Riverside Avondale Historic District.” (T. 89). However, like Mr. Wells, Ms. Blankinship opposed issuance of the COA, stating, “this [C]ommission has been very diligent in not approving front-facing garages[.]” (T. 89). No evidence or further testimony to support this statement were introduced into the record.

At the hearing, the Commission was composed of Commissioners Gregory, Hoff, Morgan, and Love. All four Commissioners voted, with very little discussion, in favor of denying the COA. Notably, none of these four members currently practice or teach in the area of “architecture” or “architectural history”, as encouraged in Section 76-102(b).³ While obviously not fatal to the action of the Commission, the two members with the greatest experience in these areas were absent.

³ <https://www.jacksonville.gov/departments/planning-department/community-planning-division/historic-preservation-commission> (last accessed March 11, 2026).

Proposed Order

On February 20, 2026, the Historic Preservation Commission issued its written proposed order denying the COA (“Proposed Order”). In doing so, the Commission found:

1. That the applicant did comply with the procedural and application requirements set forth in Section 307.106 of the Jacksonville Ordinance Code; and
2. That as stated in the record, substantial competent evidence demonstrates that application **COA-25-33142** meets, to the extent applicable and as modified by any conditions contained herein, the standards and criteria set forth in Section 307.106 of the Jacksonville Ordinance Code; and
3. That the findings and recommendations in the Staff Report for application **COA-25-33142**, to the extent consistent with this **Order**, are hereby adopted and incorporated herein; and
4. That the land which is the subject of application **COA-25-33142** is owned by **St. Johns Quarter LLC**.

See Proposed Order (emphasis in original).

SUMMARY OF THE ARGUMENT

The Proposed Order and the Staff Report it incorporates are flawed. The Staff Report misapplied the standards set forth in § 307.106(k) and (m) of the Jacksonville Ordinance Code to justify a possibly preferred, but non-existent prohibition, that is neither supported by the Code nor the Historic Preservation Design Guidelines for the Riverside and Avondale Historic Districts (“Design Guidelines”). Likewise, the Planning Department’s selective use of the terms “neighborhood” and “block” improperly narrows the scope of the consistency review beyond what the Design Guidelines provide, while at the same time, wholly ignoring the numerous nearby properties that include street-facing garages.

ARGUMENT

A determination by the Commission denying an application for a certificate of appropriateness is appealable to the City Council pursuant to section 307.201 of the Jacksonville Ordinance Code, which “shall conduct a de novo public hearing as soon thereafter as reasonably practicable.” Jacksonville, Fla., Code of Ordinances § 307.204(d).

First, as the Proposed Order concedes, there is substantial competent evidence that the Project meets the standards and criteria set forth in section 307.106 of the Jacksonville Ordinance Code.⁴ Despite this, the Commission relied on the Staff Report's flawed analysis to justify denial. This was error.

The Staff Report identifies four purported grounds for denial, each of which is addressed and refuted below.

I. Project is consistent with 307.106(k)

The Staff Report asserts that the Project is inconsistent with 307.106(k), General Standards: 1-2. The cited provisions follow:

In considering an application for a certificate of appropriateness for alterations, new construction, demolition, or relocation, the Commission, in addition to considering whether the proposed activity complies with the **applicable Historic Design regulations**, if any, shall be guided by the following general criteria:

- (1) The effect of the proposed work on the landmark, landmark site or property within an **historic district** upon which such work is to be done;
- (2) The relationship between such work and other structures on the landmark site or other property **in the historic district;**

...

§ 307.106(k) (emphasis added).

⁴ See Proposed Order.

First, a close reading of subsection (1) calls for consideration of the effect on the landmark, landmark site or property *upon which the work is to be done*, namely in this case, the property. Here, there is no landmark and the Site is not a landmark site, making those inapplicable for consideration, and leaving only the effect of the Project on the “Property” to be considered, *i.e.*, the effect on a vacant lot. Neither the Staff Report nor any testimony or evidence even mention or suggest that the Project has a negative effect on the vacant lot. In fact, the converse is true, in that setbacks, height, lot coverage, etc. are all within appropriate parameters. Indeed, and as Mr. Wells testified, Staff is actually supportive of the infill of this vacant lot. (T. 74). Thus, the Project is not inconsistent with subsection (1).

Second, when considering a project, the Commission must consider the relationship between a proposed project and other property in the *historic district*. Here, the Staff Report and testimony of Mr. Wells and Ms. Blankinship conflate the St. Johns Quarter Historic District with the Riverside and Avondale Historic Districts, while ignoring the, possibly, hundreds of street-facing garages that are present in those Historic Districts. Rather, the Staff Report—and,

by extension, the Commission—improperly narrowed the scope of its consistency consideration to a “neighborhood” or “block,” two terms that are neither defined nor identified as relevant criteria in Chapter 307 or the Design Guidelines. Moreover, even if it were appropriate to narrow the scope of a review down to a “neighborhood” or “block” level—which it is not—the analysis failed to account for the numerous street-facing garages located within one “block” of the Project. Clearly, the factual evidence establishes that the Project with its nuanced garage carriage doors and windows is compatible with other properties in the Historic District, the neighborhood and even the block, leading to the conclusion that the Project is consistent with subsection (2).

Thus, there is substantial competent evidence that the Project is consistent with Section 307.106(k) of the Code. The Proposed Order itself concedes this fact.

II. Project is consistent with Section 307.106(m)

Next, the Staff Report asserts that the Project is inconsistent with Section 307.106(m), Guidelines on New Construction: 2, 3 and 6. The cited provisions follow:

In considering an application for certificate of appropriateness for new construction, the Commission shall consider the applicable Historic District Design Regulations, if any, and the following additional criteria:

...

(2) *Proportions of windows and doors.* The proportions and relationships between doors and windows shall be compatible with the architectural style and character of the landmark and with surrounding structures in an historic district.

(3) *Relationship of building masses, setbacks and spaces.* The relationship of a structure within an historic district to the open space between it and adjoining structures shall be compatible.

(6) *Scale.* The scale of the structure after alteration, construction, or partial demolition shall be compatible with its architectural style and character and with surrounding structures in an historic district.

...

See § 307.106(m).

The Staff Report is replete with internal contradiction. For example, regarding section 307.107(m)(2), the Staff Report provides “[a]s designed, the placement of the windows along the structure **are consistent** with other contributing structures that are found throughout the district and the Historic Preservation Section’s recommendations referencing the Historic District Design Guidelines. **This remains consistent with Section 307.106(m)(2).**”

The Staff Report's assertion regarding section 307.106(m)(3) fares no better. In fact, the Staff Report is silent, never citing to this provision, but rather provides favorably, that the "proposed form and design of the new construction will take the heights and setbacks of the adjacent structures to ensure that they are within a reasonable height and distance away to match the rhythms seen throughout the Historic District."

Finally, as the basis for its finding of consistency with section 307.107(m)(6), the Staff Report provides:

As currently designed, considerable architectural influence is given to the front-facing garage which is inconsistent with the Historic District Design Guidelines. Garages should not be situated as the prominent feature of a new home in a historic district and according to the Design Guidelines, parking should be limited to the side or rear of the structure.

By its terms, section 307.106(m)(6) addresses scale in two ways. First, it requires consideration of a building's overall size relative to other structures in the historic district, ensuring that the building is neither excessively large nor inappropriately small. Second, it requires attention to the size of the building's individual elements, such as windows, doors, and trim, to ensure they are proportionate to that particular building. For example, columns should be sized so

that they neither overwhelm the home nor too small as to appear flimsy. The Planning Department, however, misinterprets this provision to justify their opposition to street-facing garage doors. Simply put, there is no such prohibition in the Code nor the Design Guidelines, as evidenced by the numerous structures within the St. Johns Quarter that feature street-facing garage doors.

The Planning Department attempts to frame its preferred prohibition as a matter of scale, claiming that the “garage will account for 66% of the structure’s primary façade” (T. 74). The record is silent on how this percentage was calculated by Staff. But, as noted by Mr. Root, that calculation is flawed, as it excludes the second story from the total façade measurement. (T. 80).

III. Project is consistent with Historic District Design Guidelines

As a preliminary matter, it should be noted that the Design Guidelines related to rear-parking are largely informed by the District’s “Gridiron Block with Alley”—which is not present within the St. Johns Quarter Historic District.⁵ Importantly, as it relates to new

⁵ Historic Preservation Guidelines for the Riverside and Avondale Historic Districts at .pdf page 18. Accessible online at <https://www.jacksonville.gov/getattachment/Departments/Planning-and-Development/Community-Planning-Division/Default/Historic-Preservation->

construction the Design Guidelines themselves provide “[t]he City should consider exceptions to these requirements based on the historic block, lot, and building patterns found in Riverside and Avondale.”⁶ Alone, the Commission’s failure to take into consideration the lack of rear-access in the St. Johns Quarter provides sufficient justification for the City Council to grant this COA.

Other fundamental provisions of the Design Guidelines also support granting this COA. For example, the Design Guidelines recognize that “[g]arages and carports were frequently integrated into the design of houses through stylistic features and materials.”⁷ While many garages are located at the rear of lots and subordinate to the main house, the Design Guidelines acknowledge that not all follow this pattern, and visible garages can still be consistent with the historic character of the district.⁸

Specifically, the Design Guidelines provide, “[a]ccess to most buildings is through alleys located at the rear. New curb cuts, driveways, and parking on the street side of residences should be

[Guidelines-for-Riverside-Avondale.pdf.aspx?lang=en-US](#) (last accessed March 11, 2026).

⁶ See Guidelines at 68-69

⁷ See Guidelines at 15.

⁸ *Id.*

avoided unless such features were associated historically with the block or surrounding buildings.”⁹ This is particularly true in the St. Johns Quarter.

With respect to new construction, the Design Guidelines adopt seven criteria that “[s]hould be used when reviewing new construction in the Riverside and Avondale Historic Districts.”¹⁰ These seven criteria were never discussed in the Staff Report nor by Mr. Wells during the hearing. Likewise, the Proposed Order is silent on these criteria, neither mentioning them nor explaining how the COA fails to satisfy any one of the seven criteria.

In fact, the Design Guidelines actually recommend that new construction “employ **contemporary** design that is compatible with the character and feel of the district”¹¹—clearly acknowledging that the design of new buildings can, and should, evolve to meet modern needs, rather than turning historic districts into open-air museums.

Likewise, the provisions regarding porches, porte-cocheres, and garages include a list of design changes to avoid—none of which prohibit the addition of new garages. In fact, the Design Guidelines

⁹ *Id.* at 58.

¹⁰ *Id.* at 69.

¹¹ *Id.* At 70.

specifically note that carriage houses and garages, particularly in Avondale, can be significant components of building complexes, such as what the applicant proposes here. While the Design Guidelines contemplate that the addition of garages visible from the right-of-way are subject to Commission review, the Design Guidelines impose no blanket prohibition against their addition.¹²

On the contrary, after careful review of the Design Guidelines, it is clear the Project meets these provisions.

CONCLUSION

For the reasons discussed above, the Commission's acceptance of the Staff Report's faulty analysis was error. Moreover, it is clear from the record that there are numerous homes within the St. Johns Quarter that feature street-visible garage doors from the right-of-way. Even the Proposed Order itself concedes there is substantial competent evidence that the Project meets the standards and criteria set forth in section 307.106. Accordingly, this Council should grant COA 25-33142.

¹² *Id.* at 79.

Respectfully submitted, this 12th day of March, 2026.

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CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the foregoing
has been filed with the Legislative Services Division on this 12th day
of March, 2026, to:

Bernadette Smith
Jessica Denson
Chief of Legislative Services
117 W. Duval Street
City Hall, Suite 425
Jacksonville, FL 32202
BDSmith@coj.net
jcdenson@coj.net

/s/ Allan J. Charles
ALLAN J. CHARLES, ESQ.



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 North Hogan Street
Jacksonville, FL 32202
(904) 255-7800

www.jacksonville.gov

NOTICE OF CERTIFICATION

RE: Certified List of Speakers for COA-25-33142

DATE: March 9, 2026

Please find attached:

- Certified list of speakers and those that provided written comments regarding COA-25-33142, heard at the January 28, 2026 Historic Preservation Commission meeting

If there are any questions, please contact me at (904) 255-7800.

Arimus Wells, Planning Services Manager – Historic Planning and Preservation

Community Planning Division, Historic Preservation Section

Planning Department

D

January 28, 2026
Jacksonville Historic Preservation Commission
List of Speakers / Providers of Written Statements

COA-25-33142

Ronald Root
2263 River Blvd
Jacksonville, Florida 32204

William Leuthold
William Leuthold, Architect Inc.
2742 Herschel St
Jacksonville, Florida 32204

Shannon Blankinship
Riverside Avondale Preservation
2623 Herschel Street
Jacksonville, FL 32204



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 North Hogan Street
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NOTICE OF CERTIFICATION

RE: Certified Transcript of the January 28, 2026 Jacksonville Historic Preservation Commission Meeting

DATE: March 9, 2026

Please find attached:

- Certified Historic Preservation Commission Transcript for the January 28, 2026 meeting, including item COA-25-33142

If there are any questions, please contact me at (904) 255-7800.

Arimus Wells, Planning Services Manager – Historic Planning and Preservation

Community Planning Division, Historic Preservation Section

Planning Department

1 THE CHAIRMAN: -- construction?
 2 I don't believe it speaks to the condition
 3 of the wood, though, does it?
 4 MS. BILYEU: Yes.
 5 THE CHAIRMAN: Yeah, I remember looking
 6 through this the other day.
 7 So that is -- you know, it's a good
 8 estimate from a reliable contractor, for sure,
 9 but what we need is evidence to show that the
 10 current siding is unrepairable --
 11 MS. BILYEU: Okay.
 12 THE CHAIRMAN: -- you know, is the best
 13 way to describe it, so --
 14 MS. BILYEU: Okay.
 15 THE CHAIRMAN: -- because the -- like, I
 16 wanted to explain to you kind of what we have
 17 to go through here to get --
 18 MS. BILYEU: Okay.
 19 THE CHAIRMAN: All right. Anybody else
 20 have any other questions for the applicant?
 21 COMMISSION MEMBERS: (No response.)
 22 THE CHAIRMAN: All right. We'll call you
 23 back up if we have any other questions.
 24 Thank you.
 25 MS. BILYEU: Okay. Thank you.

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1 saying -- if you want to do wholesale siding
 2 replacement, we can consider it if there's more
 3 evidence, potentially, that would come to us at
 4 the Commission or to staff to show that
 5 wholesale siding replacement would be needed --
 6 MS. BILYEU: Okay.
 7 THE CHAIRMAN: -- or we can go ahead and
 8 take a vote today. Staff has recommended that
 9 there be just scattered replacement, and we
 10 haven't seen evidence here to show that, you
 11 know, wholesale siding replacement would be
 12 needed.
 13 MS. BILYEU: Okay.
 14 THE CHAIRMAN: So you can make the
 15 decision. It's up to you. We can either defer
 16 it for a month so you have more time to figure
 17 that out or we can go ahead and vote on it
 18 based on the approval with the conditions that
 19 we have here.
 20 MS. BILYEU: Can I -- can I get it
 21 deferred so I can get some inspections?
 22 THE CHAIRMAN: Yeah. Absolutely, yeah.
 23 MS. BILYEU: Okay.
 24 THE CHAIRMAN: And just -- a home
 25 inspector, WDO --

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1 THE CHAIRMAN: Is there anyone else here
 2 to speak regarding COA-25-33103?
 3 AUDIENCE MEMBERS: (No response.)
 4 THE CHAIRMAN: Hearing none, we'll close
 5 the public hearing and -- I suppose we should
 6 entertain a motion here. The only question is
 7 if we would need to defer this, if she wants to
 8 defer or to have a decision on this, because as
 9 it is, we're approving it with, you know,
 10 scattered repair when she's asking for
 11 replacement.
 12 So if I could ask the applicant to please
 13 come back up to the front here.
 14 (Ms. Bilyeu approaches the podium.)
 15 THE CHAIRMAN: Sorry to make you get back
 16 up and down.
 17 MS. BILYEU: That's okay.
 18 THE CHAIRMAN: So what we typically do
 19 here is -- you know, currently, it's approved
 20 with the conditions for just scattered repair,
 21 not a wholesale replacement.
 22 What we can do here in these situations is
 23 we -- we can do, like, a one-cycle deferral,
 24 like 30 days. You can go get inspection
 25 reports or a contractor report, something

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1 MS. BILYEU: Okay.
 2 THE CHAIRMAN: -- a contractor, preferably
 3 not your siding contractor, but just a separate
 4 contractor, a third-party kind of thing is
 5 always good --
 6 MS. BILYEU: Okay.
 7 THE CHAIRMAN: -- but some sort of expert
 8 in the field that would have some sort of
 9 evidence that it would need to all be replaced
 10 or if scattered replace -- whatever the
 11 situation is, so --
 12 MS. BILYEU: Okay. Great.
 13 THE CHAIRMAN: So we'll do a one-cycle
 14 deferral on COA-25-33103, located at 3544 Fitch
 15 Street.
 16 MS. BILYEU: All right. Thank you very
 17 much.
 18 THE CHAIRMAN: Thank you.
 19 All right. Next, we'll move to Item
 20 Number 5, COA-25-33142, located at 2230
 21 St. Johns Avenue.
 22 Do any commissioners have any ex parte to
 23 declare?
 24 COMMISSION MEMBERS: (No response.)
 25 THE CHAIRMAN: All right. Hearing none,

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1 we'll open the public hearing and take a report
2 from staff.

3 MR. WELLS: Thank you.

4 So this application, COA-25-33142, is for
5 the property located at 2230 St. Johns Avenue.
6 The applicant seeks to construct a new
7 single- -- or two-story single-family
8 residence. Again, this is located in the
9 St. Johns Quarter historic district. It is
10 currently a vacant interior lot. It's adjacent
11 to a two [sic] single-family structure on the
12 left, a two-story multifamily structure on the
13 right.

14 This particular section of the --
15 St. Johns Avenue is characterized by a mixture
16 of two-story single-family and multifamily
17 residential structures with a variety of
18 architectural styles.

19 As designed, this proposed home will be a
20 two-story in nature, it will feature a steeply
21 pitched hip roof comprised of asphalt shingles,
22 Hardie shiplap siding on the second floor,
23 brick veneer on the first, a large chimney,
24 arched entryways, and grouped 6-over-1 and
25 4-over-1 sash windows.

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1 properties within this historic district, given
2 its consistency with the architectural styles
3 within the neighborhood.

4 (Microphone failure.)

5 (Reporter inquiry.)

6 MR. WELLS: This is particularly noted for
7 the garage in and of itself (inaudible) the
8 primary facade.

9 As currently designed, considerable
10 architectural influence is given to the
11 front-facing garage which is inconsistent with
12 the design guidelines. As we'll note, the --
13 garages should not be situated, based on the
14 guidelines, as a prominent feature of a new
15 home in a historic district and parking should
16 be limited to the side or rear of the
17 structure.

18 As the -- as such, we find that the
19 proposed design is inconsistent with the
20 guidelines again, and Sections 307.106 -- and
21 there's a note here that it -- it should be
22 (k) (2) and (k) (6) [sic] rather than (k) (1)
23 again. And then Section 307.106 (m) (6).

24 A couple of other things to note too. We
25 find that the total area of the first floor

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1 The proposed home will also have a
2 street-visible double-bay garage with paired
3 style doors and a -- square light openings
4 along the front elevation.

5 According to staff's calculations, the
6 proposed siding of the garage will account for
7 66 percent of the structure's primary facade.

8 While staff is overall supportive of
9 infill on this particular lot, we do have some
10 concerns. And so in terms of our report, we'll
11 just focus on those concerns.

12 So this particular lot was -- previously
13 consisted of a one-and-a-half-story dwelling
14 with a one-story full-width porch on the front
15 and rear. However, this building was
16 demolished in 1981, before the enactment of the
17 St. Johns Quarter historic district.

18 One thing we want to note in the staff
19 report too. There is a typo here. It says
20 Section 306.106. That should be Section 307.
21 But, nonetheless, we do find that it is
22 consistent with that particular criteria.

23 But in terms of our concerns, we do find
24 that the design of the proposed structure fails
25 to ensure a compatible relationship with other

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1 is -- for the garage will be around
2 1,700 square feet, which means that it accounts
3 for 60 percent of the first floor occupancy
4 frontage. As such, we find that the scale,
5 massing, siding, and location of the garage
6 along the primary facade is inconsistent with
7 other surrounding two-story residences.

8 Again, it's -- as it being a front-facing
9 and readily street-visible garage, it is
10 atypical for the streetscape in this particular
11 historic district. Most residential
12 structures, as you will note in the district
13 and all of the historic districts, they have
14 side parking or street parking. There are no
15 properties on this block that feature a
16 front-facing garage along its primary facade.

17 So, again, we are overall supportive of
18 infill. We just have concerns about the siding
19 and placement of that garage in and of itself,
20 and so we are forwarding a recommendation for
21 denial for the reasons stated (microphone
22 failure).

23 THE CHAIRMAN: Thank you.

24 Any questions for staff?

25 COMMISSION MEMBERS: (No response.)

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1 THE CHAIRMAN: All right. Hearing none,
2 is the applicant here?
3 AUDIENCE MEMBER: (Indicating.)
4 THE CHAIRMAN: If you'll come up, say your
5 name and address, and she will swear you in.
6 (Audience member approaches the podium.)
7 AUDIENCE MEMBER: Ronald Root, 2263 River
8 Boulevard, Jacksonville.
9 THE REPORTER: I am going to swear you in.
10 If you would raise your right hand for me,
11 please.
12 MR. ROOT: (Complies.)
13 THE REPORTER: Do you affirm that the
14 testimony you are about to give will be the
15 truth, the whole truth, and nothing but the
16 truth?
17 MR. ROOT: I sure do.
18 THE REPORTER: Thank you.
19 MR. ROOT: Hello.
20 I assume that you all have this that was
21 emailed (indicating)? I have hard copies if
22 that is --
23 THE CHAIRMAN: I believe there was a
24 packet emailed to us -- yeah, I think it was
25 yesterday, I believe.

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1 property took on water during Hurricane Irma,
2 so one of the reasons behind this COA is we'd
3 like to build a carriage house structure on an
4 adjoining lot that we own in the next block.
5 Some of the other things that I wanted to
6 talk about is the background of the St. Johns
7 Quarter historic district. It's distinctly
8 different from Avondale. I don't know how many
9 of you know anything about that area. It's a
10 little six-block area, but it has a huge
11 variety of architectural styles, uses. It's
12 probably 20 percent multifamily, doctors'
13 offices, lawyers' offices, so it's a very
14 mixed, unusual area. And so we feel because of
15 that, this structure is particularly
16 appropriate, both in its style of architecture,
17 but also in use.
18 Turning further, you can see -- one thing
19 on Page -- Page 4, you can see alleys that are
20 very prominent in Riverside and Avondale. We
21 have no alley, so there's no backyard access to
22 the property that we can incorporate into our
23 design.
24 And then on Page 5, I went through a
25 number of items. I've been critiquing the

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1 MR. ROOT: Yes.
2 THE CHAIRMAN: Yeah. I remember looking
3 through it, yes, sir.
4 MR. ROOT: Would you prefer that or --
5 THE CHAIRMAN: If you have a copy, we'll
6 take it.
7 MR. ROOT: (Tenders documents.)
8 I apologize for the length of this
9 document, but I, obviously, had a lot to say.
10 The first part of this document talks
11 about our home where we live, which is the --
12 as many of you may know, the Maxwell House
13 coffee -- Cheek-Neal Coffee Company house,
14 which is in Riverside. We've lived in that
15 area for 30-plus years, and part of the
16 situation is that the original design of that
17 structure, which was built in 1929, was built
18 to accommodate Model T Ford vehicles and not
19 today's vehicles, so -- as you could tell by
20 the photos on Page 2, the garage is pretty much
21 unusable. You can see the steel support
22 columns that are not very wide and don't
23 accommodate vehicles, so we have basically an
24 8,000-square-foot house with no garage.
25 In addition, the -- that area of the

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1 staff report. Our calculation of the primary
2 facade is that the garage takes up 30 percent,
3 not 66 percent. The primary facade is a
4 two-story structure, not a single-story
5 structure. So if you do the math, the garage
6 is only on the first level, so I'm not sure why
7 they got 66 percent.
8 They've corrected a couple of errors
9 that -- with typos, so I won't go into that.
10 And then --
11 (Timer notification.)
12 MR. ROOT: -- on Page 6 -- should I --
13 THE CHAIRMAN: You can finish your thought
14 real quick, yeah. Go ahead.
15 MR. ROOT: Keep going?
16 THE CHAIRMAN: Yeah, just get through your
17 thoughts quick, go ahead.
18 MR. ROOT: On Page 6, you can see there's
19 a front-facing garage that's pretty evident.
20 Now, staff would tell you that, well, this is
21 not the front page -- front of the house, but
22 it obviously fronts the river, and every
23 structure along the river faces the river. And
24 so this happens to have a front entrance on
25 Copeland Street, but it has a River Boulevard

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1 address, and so -- this is the most prominent
2 feature of that house, whether you want to
3 mince words with primary, secondary facade,
4 different ways to look at it.

5 You will also note that in the -- on
6 Page 6 there, the lower right photograph shows
7 the parking in front of the house. So there
8 are structures within the neighborhood that
9 don't have side parking or rear parking.

10 And then on Page 7, you will see a number
11 of garage structures that exist within the
12 neighborhood. Those are very evidently not
13 what you would find maybe, perhaps in Avondale
14 when -- and you'll see that these are mixed
15 across the street from primary facade
16 structures.

17 So like at the corner of Osceola and
18 St. Johns Avenue, you have three structures
19 that face Osceola Street and one structure that
20 faces St. Johns Avenue, and this particular top
21 left photo faces the same way the other three
22 do, so you see the garage.

23 Then lastly -- I'll try to finish up, but
24 on Page 9 you will see that -- this is the
25 picture of the original house that was on this.

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1 history, and we think the eclecticism [sic] of
2 the St. Johns Quarter is a place where it would
3 fit.

4 THE CHAIRMAN: Thank you.

5 Any questions for the applicant here?

6 MR. ROOT: Can I add one more thing?

7 THE CHAIRMAN: Quickly, yeah.

8 MR. ROOT: There were two exhibits that
9 were also part of what I sent, and they're
10 photographs from 30 years ago when the
11 St. Johns [sic] Historic District was approved,
12 of every structure in the area, if you wanted
13 to get a feel for what the area looks like.

14 And then the second was photographs of
15 most of the buildings that -- with a focus on
16 the parking and the garages.

17 THE CHAIRMAN: Thank you.

18 MR. ROOT: Uh-huh.

19 THE CHAIRMAN: We'll call you up if we
20 have any questions.

21 MR. ROOT: All right.

22 THE CHAIRMAN: Is there anyone else here
23 to speak regarding COA-25-33142?

24 (Audience member approaches the podium.)

25 AUDIENCE MEMBER: William Leuthold, 2742

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1 And our design that Bill Leuthold did is
2 intended to be very similar in size and
3 appearance with a hip roof, to this -- this
4 particular structure.

5 Lastly, I'll say that on Page 10, there's
6 a perfect example of what we want to do. If
7 you look at the Cay -- Colonel Cay carriage
8 house and main home that's located on the
9 bottom of Page 10, the two blue areas, the
10 largest is his original home that was
11 constructed in the early 1900s. He had a
12 carriage house that faced May Street which is
13 now a hair salon.

14 But if you turn to the next page, you will
15 see that the -- that the carriage house had a
16 large garage door facing May Street, so it
17 was -- this particular thing that we want to do
18 is very accepted if you look at historical
19 standards.

20 You'll see the further picture, there's
21 parking in the front of it that existed during
22 that time.

23 So overall, we feel like this particular
24 design is -- is a design that should be
25 approved, and we think there's evidence in

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1 Herschel Street, Jacksonville.

2 THE REPORTER: If you would raise your
3 right hand for me, please.

4 MR. LEUTHOLD: (Complies.)

5 THE REPORTER: Do you affirm that the
6 testimony you are about to give will be the
7 truth, the whole truth, and nothing but the
8 truth?

9 MR. LEUTHOLD: Absolutely.

10 THE REPORTER: Thank you.

11 MR. LEUTHOLD: I'm Bill Leuthold. I'm the
12 architect on this project. I've been here many
13 times before presenting projects, and this is
14 the first one where we have a staff
15 recommendation of denial.

16 I can certainly see it. I mean, it's --
17 there's some differences with the garage doors
18 forward, but there are very many reasons for
19 doing that.

20 This is intended to be a carriage house
21 for the big house. If you're familiar with the
22 big house, it's a very prominent house in the
23 neighborhood. And the garage is unfunctional
24 [sic] now. So the only way we could get a
25 garage to work for that house is to capture

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1 this property and put the garage on the new
2 property.
3 The request was for a four-car garage.
4 There's no way on this 100-by-50-foot lot that
5 we can put a four-car garage and then have a
6 usable structure in front of it to use as a
7 residence. So the best way we could -- came up
8 with was to conceal that garage as -- in the
9 first floor of a two-story structure, a
10 two-story structure that's very similar to the
11 structure that was demolished there several
12 years ago. There was a historic structure on
13 the property.
14 We concealed the size of that garage
15 inside by not putting four doors on the front.
16 You're [sic] not doing that. We're putting two
17 on the front, and these could be carriage-style
18 doors. They're meant to look like they could
19 have been built historically in the house. And
20 a house of this -- where the owners live now,
21 the Roots live now, you know, it's the big
22 house, and it would have had a separate garage
23 if they were building it today, you know,
24 people with current needs.
25 It does take up most of the first floor,

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1 According to the review, the house passed
2 on every thing that it's supposed to pass on;
3 height, proportion of windows and doors,
4 relationship to building masses, setbacks, and
5 spaces, roof shape, scale, directional
6 expression --
7 (Timer notification.)
8 MR. LEUTHOLD: -- architectural details.
9 It passed all of that.
10 THE CHAIRMAN: You can finish your
11 thought.
12 MR. LEUTHOLD: Okay.
13 It's a house that is designed well. I
14 designed it. I design houses that I've won
15 awards from you guys. I mean, this house is
16 made of great materials. The scale, the
17 proportion, everything fits this part of the
18 neighborhood perfectly.
19 There also is -- as Ron mentioned, there
20 are other forward-facing garages. They may be
21 on corners. One of them is on a main part of a
22 house, but it's not going to be something
23 that's going to stand out.
24 We had an idea to maybe conceal the doors
25 by building a wall around, but the wall would

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1 but that's so we can conceal the garage. The
2 rest of that first floor is an entry foyer for
3 the house that's on the second floor. It also
4 has some room there for an office, so it's very
5 useable. We have porches on the front and the
6 rear.
7 By putting the garage -- we had to put the
8 garage where it's facing forward. There's no
9 alley in the back. And the site is so small,
10 we can't really drive alongside. There's no
11 room for a side entry to the garage. And if we
12 want a rear entry, we would ruin the property
13 for use as a house.
14 What we have now is -- it's contiguous to
15 the big house property in the back. And if we
16 put parking back there, it just -- it ruins the
17 connection. So by having the driveway come
18 into the front, we don't cover the entire
19 property with paving. And we have a porch in
20 the -- two-story porch, so they can look out
21 over the big property out to the river.
22 So it makes the house so much better by
23 concealing the size of this garage in the
24 house, accessing it from the front, and it
25 becomes a very usable house.

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1 just close off the house to the neighborhood.
2 We don't want that either. So we want to keep
3 it open, access it from the front, build a
4 house that functions very well, has a backyard
5 that's usable, that connects to the other
6 property. We just wanted everything to work,
7 so that's all I have to say.
8 THE CHAIRMAN: Thank you.
9 Is there anyone else here to speak
10 regarding this COA?
11 (Audience member approaches the podium.)
12 THE REPORTER: Your name and address,
13 please.
14 AUDIENCE MEMBER: Shannon Blankinship.
15 I'm with Riverside Avondale Preservation, 2623
16 Herschel Street, 32205.
17 THE REPORTER: If you would raise your
18 right hand for me, please.
19 MS. BLANKINSHIP: (Complies.)
20 THE REPORTER: Do you affirm that the
21 testimony you are about to give will be the
22 truth, the whole truth, and nothing but the
23 truth?
24 MS. BLANKINSHIP: I do.
25 THE REPORTER: Thank you.

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1 MS. BLANKINSHIP: Mr. Leuthold has given
2 some excellent analyses of this project. There
3 are some -- some really incredible aspects of
4 it that are in keeping with the neighborhood
5 and the unique characteristics of both the
6 St. Johns Quarter and the Riverside Avondale
7 Historic District; however, this commission has
8 been very diligent in not approving
9 front-facing garages, as well as front-facing
10 dual-car garages in the past when applicants
11 have come forward with it.

12 It is something that we're seeing
13 increasingly that applicants would like to have
14 as cars do become larger and people have more
15 cars, and so that's why staying strong with the
16 rules in the historic district will retain the
17 characteristics that we have.

18 Thank you so much.

19 THE CHAIRMAN: Thank you.

20 Is there anyone else here to speak
21 regarding this COA?

22 AUDIENCE MEMBERS: (No response.)

23 THE CHAIRMAN: Hearing none, we will close
24 the public hearing and entertain a motion.

25 COMMISSIONER MORGAN: I'd like to make a

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1 staff's recommendation regarding their analysis
2 with the two-car garages facing the front.

3 COMMISSIONER LOVE: To the Chair, I tend
4 to agree. Looking at the -- the facade, to me,
5 it looks like a carriage house. I agree with
6 that. It actually reminds me of Fire Station
7 Number 2, sort of -- it seems visually to be
8 focused on parking accommodations when I look
9 at it.

10 And I have a tough time with this one. I
11 think I agree with staff as well.

12 COMMISSIONER MORGAN: I'll just note that
13 I also agree with staff and feel that this
14 would be more appropriate behind a home, as a
15 carriage house.

16 COMMISSIONER HOFF: Through the Chair, so
17 I do agree that the current design would not
18 fit the character of the neighborhood for the
19 reasons listed. I think that perhaps if the
20 garage portion was set further back or even if
21 this same structure was placed and recessed on
22 the large property, the main house, then that
23 could even work, but the position of the
24 property as the primary structure on that lot
25 with the garages being the primary feature is

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1 motion to deny COA-25-33142.

2 COMMISSIONER LOVE: Second.

3 THE CHAIRMAN: Any discussion?

4 COMMISSION MEMBERS: (No response.)

5 THE CHAIRMAN: I will start off and say I
6 tend to agree with staff's recommendation
7 regarding the two-car garage in the front being
8 a major feature. Percentagewise or not, I
9 think it's -- we typically do not see this in
10 the neighborhood where the main, primary
11 structure on a lot faces and becomes a --
12 two-car garages, or one for most times, but
13 usually not two.

14 The inside and how far the garage goes
15 back in the house doesn't necessarily affect my
16 opinion of it necessarily, it's more so just
17 the fact that there's two prominent garage
18 doors at the front of the house facing the
19 street.

20 And when you look at this, this looks very
21 much like a carriage house that we would see at
22 the rear of a property where the -- the garage
23 is either facing the alley or the house, and it
24 really -- it reads like that.

25 And I just can't -- I have to agree with

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1 not compatible in my point of view.

2 THE CHAIRMAN: Any other discussion on it?
3 Are we all in agreement here?

4 COMMISSIONER LOVE: Through the Chair, I
5 do have a question for the architect, if maybe
6 you could come back up.

7 (Mr. Leuthold approaches the podium.)

8 MR. LEUTHOLD: Yes.

9 COMMISSIONER LOVE: Thank you so much.

10 You said something that stood out to me.
11 You mentioned parking in the rear being not
12 really feasible. And you mentioned, I think --
13 I don't want to put words in your mouth. You
14 said something along the lines of there would
15 be a disconnect between the two properties.
16 Can you explain that a little bit more?

17 MR. LEUTHOLD: Well, we have adjacent
18 properties, the big house and the -- and this
19 structure. To put parking between the house
20 and the -- or even a separate garage between
21 the house and the second house, it blocks that
22 connection.

23 If we could enter the garage from the
24 front, we have yards that are contiguous, then
25 you can look at -- you know, connect the yards,

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1 play in the yards, you know, work in the yards,
2 still -- where they are altogether. If we had
3 to bring the cars to the back, put a garage
4 back there, it blocks that. It blocks the
5 ability to have -- this house have a view to
6 the back, to the other property and the river.

7 So it really opens up the rear of the
8 property rather than pave the whole property.

9 COMMISSIONER LOVE: Thank you.

10 I just have one thing to say about that.
11 I think that's the other thing that I kind of
12 have trouble with too because there seems to
13 almost be two dueling intentions for this
14 structure, if I'm hearing correctly that it's
15 to going to provide parking; yes, but that it's
16 also going to be a stand-alone home.

17 And I feel like -- while I understand what
18 you said, I feel like the proposed solution is
19 certainly geared towards parking, and I think
20 there's maybe a disconnect there, certainly in
21 my mind anyway.

22 THE CHAIRMAN: Any further discussion on
23 it?

24 COMMISSION MEMBERS: (No response.)

25 THE CHAIRMAN: All right. Now we have a

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1 Chair, per the Office of General Counsel's
2 recommendation, I'm going to abstain from this
3 vote because I'm the person that initiated this
4 investigation.

5 THE CHAIRMAN: Thank you, Commissioner
6 Hoff.

7 Do any other commissioners have any other
8 ex parte to declare?

9 COMMISSION MEMBERS: (No response.)

10 THE CHAIRMAN: Hearing none, we'll open
11 the public hearing and hear a report from
12 staff.

13 MR. ARSENAULT: Thank you.

14 Through the Chair to the Commission,
15 MMA-25-33208 seeks after-the-fact approval for
16 the modification to the scope of work approved
17 in COA-24-30865 for the property at 2010 Main
18 Street North for alterations to a contributing
19 property within the Springfield Historic
20 District.

21 The subject site is a rectangular-shaped
22 interior lot on the west side of the --
23 Main Street North, between 10th Street West and
24 Cottage Avenue. The existing primary structure
25 is a frame vernacular which has been altered

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1 motion on the table to deny COA-25-33142,
2 located at 2230 St. Johns Avenue.

3 All those in favor, say aye.

4 COMMISSION MEMBERS: Aye.

5 THE CHAIRMAN: Any opposed?

6 COMMISSION MEMBERS: (No response.)

7 THE CHAIRMAN: Hearing none, COA-25-33142
8 has been denied.

9 We're getting close -- a couple of minutes
10 away from that two-hour time, and I don't want
11 to take up another agenda item before then, so
12 right now we'll take a quick, roughly
13 ten-minute break and then we will resume.

14 Thank you.

15 (Ms. Schell reenters the proceedings and
16 Ms. MacGillis exits the proceedings.)

17 (Whereupon, a brief recess was taken.)

18 THE CHAIRMAN: All right, everybody.

19 Thank you for your patience. We'll get started
20 here again, back on Section J, under Minor
21 Modifications, Item Number 1, MMA-25-33208,
22 located at 2010 Main Street North.

23 I'd like to recognize Commissioner Hoff at
24 this time.

25 COMMISSIONER HOFF: Yes. Through the

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1 through the enclosure of the two-story open
2 front porch and the replacement of its windows
3 and doors. The building is characterized by
4 its hipped metal roof and rectangular layout.
5 The structure has functioned as a duplex.

6 The scope of work would involve modifying
7 the previous administrative approval for window
8 replacement to allow for smaller, fixed
9 2-over-2 windows with grills between glass on
10 the front elevation. The reason for this
11 modification is that the applicant has already
12 installed the current windows.

13 Based on the conditions of COA-24-30865,
14 the windows that have been installed on the
15 front elevation are in violation of Conditions
16 [sic] Number 2, Number 3, Number 4, Number 6,
17 Number 7, Number 8, and Number 9.

18 This report will focus on the modification
19 to the scope of work for the window
20 installation referenced in a previously
21 approved application, COA-24-30865. Staff
22 shall note that this is considered
23 after-the-fact work.

24 Two permits were created for window and
25 siding replacement, one for either address

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Duval County, City Of Jacksonville
Jim Overton , Tax Collector

231 E. Forsyth Street
Jacksonville, FL 32202

General Collection Receipt

Account No: CR808293
User: Denson, Jessica - CCSS
Generic CR

Date: 3/13/2026
Email: JCDenson@coj.net

Name: Legislative Services Division
Address: 117 W, Duval Street, Suite 430, Jacksonville, FL 32202
Description: Appeal Filing Fee & Notice fee for COA -25-33142 for property located at 2230 St. Johns Ave, RE# 090538-0000, submitted by Brenna Durden Dated 3/12/26 Check# 1921

Fund	Center	Account	Project	Activity	Interfund	Future	Debit Amount	Credit Amount
00111	000000	104001	000000	00000000	00000	0000000	556.00	0.00
00111	000000	369050	000000	00000000	00000	0000000	0.00	556.00

Total Due: \$556.00

Jim Overton , Tax Collector
General Collections Receipt
City of Jacksonville, Duval County

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Generic CR

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Total Due: \$556.00

RECEIPT DATE 3-12-26 No. 323430

RECEIVED FROM Lewis Longman-Walker TA \$ 556
Brenna Durden COA 25-33142 DOLLARS

FOR RENT
 FOR Historic Preservation Appeal (COA)

ACCOUNT		<input type="radio"/> CASH
PAYMENT	<u>556.00</u>	<input checked="" type="radio"/> CHECK
BAL. DUE		<input type="radio"/> MONEY ORDER
		<input type="radio"/> CREDIT CARD

FROM _____ TO Check # 287

BY Rebecca R. Star

3-11

Jim Overton
Duval County

Date Time: 03/13/2026 08:49AM
 Drawer: P06
 Clerk: JMB
 Transaction: 8487803

Item	Paid
CR Processing:	\$556.00
CR808293	
Legislative Services	
Division	
117 W. Duval Street, Suite	
430, Jacksonville, FL 32202	
Total:	\$556.00
Receipt: 272-27-00126201	
Total Tendered	\$556.00
Check:	\$556.00
Chk#287	
Balance:	\$0.00
Paid By: Lewis Longman & Walker	



**OFFICE OF CITY COUNCIL
LEGISLATIVE SERVICES DIVISION**

Bernadette D. Smith
Chief of Legislative Services
Office: (904) 255-5122
Email: BDSmith@coj.net

117 W. Duval Street
Suite 430, City Hall
Jacksonville, Florida 32202
Fax: (904) 255-5132

March 13, 2026

MEMORANDUM

TO: Honorable Council Member Kevin Carrico, President
Honorable Council Member Joe Carlucci, Chair, Land Use & Zoning Committee
Honorable Council Member Jimmy Peluso, District 7
Helena Parola, Director, Planning & Development
Charles Gibson, Chief, Building Inspection Division
Susan Kelly, Chief, Community Planning Division

FROM: Bernadette D. Smith, Chief of Legislative Services

RE: Notice of Appeal of Denied COA-25-33142

As required by Section 307.204, *Ordinance Code*, please consider this as notification of the filing of an Appeal by Brenna Durden on behalf of St. Johns Quarter, LLC concerning the Denied Certificate of Appropriateness Application COA-25-33142 as follows:

Application seeking a Certificate of Appropriateness COA-25-33142, for the new construction of a two-story single family residence located at 2230 St. Johns Avenue, RE# 090538-0000.

By a copy hereof, I am requesting the Office of General Counsel to prepare legislation concerning the Appeal for introduction to the Council.

cc: Jason Teal, Director/Council Secretary
Office of General Counsel (w/copy of documents)
Planning & Development Department
Building Inspection Division
Office of the General Counsel
File Copy