



# MEETING AGENDA

**Heritage Preservation Commission  
Monday, February 12, 2024 – 12:00pm  
City Council Chambers, Third Floor City Hall, 411 W. First Street**

**1. Call to Order/Determination of Quorum**

**2. Public Hearings**

PL 23-224 Historic Resource Designation – Local Landmark Designation 2403 West 6<sup>th</sup> Street.

**3. Consideration of Minutes – November 13, 2023**

**4. Presentation**

Minnesota Department of Transportation Section 106 process for the London Road/TH61 from 26th Avenue to 60th Avenue, consisting of pavement resurfacing, lane configuration, roundabouts, and sidewalks,, James Gittemeier, Senior Transportation Planner, City of Duluth

**5. Communications**

**6. Report of Final Disposition on Matters Previously Before the Commission**

**7. Reports of Officers, Staff and Committees**

PC Liaison Update

**8. Consideration of Matters Regarding Commission Action**

**9. Other Business**

**10. Adjournment**



**Planning & Development Division**  
*Planning & Economic Development Department*

Room 160  
411 West First Street  
Duluth, Minnesota 55802



218-730-5580



planning@duluthmn.gov

## MEMORANDUM

**DATE:** February 7, 2024

**TO:** Historic Preservation Commission

**FROM:** John Kelley, Planner II

**SUBJECT:** Application for Historic Resource Designation – Local landmark nomination (PL 23-224) – Multifamily Residential/Commercial Store Front building (Belanger Block – 1916) at 2403 West 6<sup>th</sup> Street.

**Proposal:**

The applicant is seeking an Historic Resource Designation – Local landmark nomination (PL 23-224) for a Multifamily Residential/Commercial Store Front building (Belanger Block – 1916) at 2403 West 6th Street in the Lincoln Park Neighborhood.

**Designation process:** The application was received December 14, 2023. The public hearing will be held at the February 12, 2024 HPC meeting. Planning Commission will review it at its February 13, 2024 meeting, and it will be on the March 11, 2024 HPC agenda for formal recommendation to City Council. City Council will make the final decision on the designation.





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RECEIVED

DEC 14 2023

PL23-284

Check One Box

- ☐ Accessory Home Share - \$268
- ☐ Accessory Vacation Dwelling Unit, Limited - \$268
- ☐ Appeal to Planning Com. - \$440
- ☐ Concurrent Use of Streets - \$855
- ☐ District Plan - \$1,227
- ☐ EAW or EIS - \$3,064, plus any applicable professional fees
- ☐ Historic Construction/Demolition - \$63
- ☒ Resource Designation - \$111
- ☐ Interim Use Permit \$1,717
- ☐ Planning Review - \$1,146
- ☐ Sidewalk Use Permit
- ☐ New Permit - \$125
- ☐ Renewal Permit - \$75
- ☐ Special Use Permit, General - \$1,723
- ☐ Special Use Permit, Wireless Telecommunications\*
- ☐ Modifying or Co-locating - \$3,064
- ☐ New Facility or Tower - \$6,133
- ☐ Escrow Deposit - \$10,426
- ☐ Subdivision Plat Approval or Amendment:
- ☐ Concept Plan - \$200
- ☐ Preliminary Plat - \$1,221
- ☐ Final Plat - \$920
- ☐ Minor Subdivision - \$458
- ☐ Plat Amendment or Boundary Line Adjustment - \$307
- ☐ Registered Land Survey - \$920
- ☐ Temporary Use Permit - \$313
- ☐ UDC Zoning Map Amendment/Rezoning
- ☐ General - \$979
- ☐ MU-P or R-P - \$2,766
- ☐ Vacation of Street or Utility Easement - \$971
- ☐ Variance - \$917
- ☐ Wetland, De Minimus, Delineation, or No Loss - \$244
- ☐ Exemption - \$283
- ☐ Replacement Plan - \$913
- ☐ Zoning Verification Letter - \$103

APPLICATION COVER SHEET

CONTACT INFORMATION:

Applicant/Owner BELANGER 1916 LLC

Phone 218-393-2389 Email conlan518@charter.net

Address 518 E. OXFORD ST.

City DULUTH State MN Zip 55803

Owner's Agent (if applicable) MICHAEL CONLAN

Phone SAME Email \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_ Zip \_\_\_\_\_

APPLICATION INFORMATION:

Street Address and Zoning of Property 2401 W. 6<sup>th</sup> ST. R-1

Parcel ID Number 010-220-02190

Reason for this Request (Attach Additional Pages or Cover Letter if Necessary)

THIS 107 YEAR-OLD PROPERTY IS ONE OF THE LAST

EXAMPLES OF AN ICONIC BUILDING BLOCK OF HISTORIC

TRADITIONAL NEIGHBORHOODS. THE CORNER STORE.

ITS CHARACTER-DEFINING FEATURES ARE LARGELY

INTACT. LANDMARK DESIGNATION IS NECESSARY TO ALLOW

THE REHABILITATION OF THIS PROPERTY.

The undersigned hereby represents upon all of the penalties of law for the purpose of inducing the City of Duluth to take the action herein requested, that all statements herein and attached are true and that all work herein mentioned will be done in accordance with the Ordinances of the City of Duluth and the laws of the State of Minnesota. Undersigned also understands that all documents provided to the City may be considered public data, per Minnesota Government Data Practices Act.

[Signature]

Signature of Applicant

12/14/23

Date

**Reminder:** include application checklist and all supporting information, including pre-application verification (if applicable). Submit completed information to Room 100, Construction Services and Inspections.

\*Special Use Permit Checklist required to be submitted with this application coversheet.



## 3.8 Checklist

### Historic Resource Designation

Historic resource designation aims to preserve districts and landmarks that reflect elements of the City's cultural, social, economic, political, engineering, visual, or architectural history. See UDC Section 50-37.8 for more information.

#### Starting the Application Process

- ☒ Submit your application materials by the application deadline, four weeks prior to an HPC meeting. HPC meetings are held the second Tuesday of the month. There are numerous in-person and electronic application methods available; visit <https://duluthmn.gov/planning-development/land-use-zoning-and-applications/applications-checklists/> for current information. Your application must include the following:
  - ☒ Application Cover Sheet, available at <https://duluthmn.gov/planning-development/land-use-zoning-and-applications/applications-checklists/>, and applicable fee
  - ☒ Nomination form and any documentation

#### After Submitting Your Application

**1. Determination of Completeness.** Within 15 business days of your application, you should expect to:

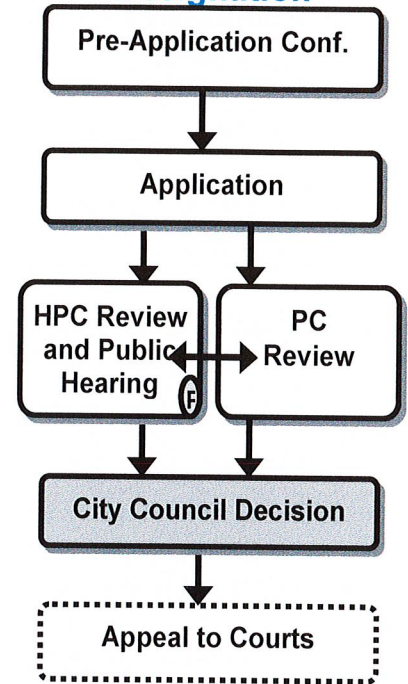
- Receive an "Applicant Letter," which acknowledges a complete application, shares the date of the HPC meeting and the assigned staff person, and notifies you of State-mandated deadlines for the City to make a decision, **OR**
- Receive notification that your application is incomplete, with details on further information to submit.

**2. Public Notice.** A mail notice will be sent by the City to property owners within 350 feet of the subject property.

**3. Heritage Preservation Commission Hearing.** The HPC will review the application, send it to Planning Commission for their review and recommendation, conduct a public hearing, and forward a recommendation to City Council. You will be notified when an HPC hearing is scheduled for your application. **We ask that applicants attend this meeting.**

**4. City Council Decision.** The Historic Preservation Commission recommendation will be forwarded to City Council in the form of an ordinance, which will require two readings. City Council will make a decision whether to approve the historic resource designation, approve it with modifications, or deny it. Planning staff will send notice of the Council action to the applicant.

## Historic Resource Designation



**P** Indicates Public Hearing Required

### Important Dates

**Application Deadline:**

**Sign Notice Placed:**

**HPC Mtg:**

**Planning Commission:**

**City Council (1<sup>st</sup> read)\*:**

**City Council (2<sup>nd</sup> read)\*:**

**Effective\*:**

*\*Please note that these dates are approximate guidelines and may change*

## HISTORIC. PRESERVATION. COMMISSION

## LOCAL LANDMARK. NOMINATION

I. Name of Property

### A. Historic: Belanger Block - 1916

B. Common: ‘Sternal’s Store’ ‘Annie’s Store’

## II. Location

A. Address: 2401 W. 6th Street, Duluth, MN. 55806

B. Legal Description: Lot 0385, Block 153 Duluth Proper Second Division

### III. Classification

A. Type of Property: Commercial Block

B. Current Use: Multi-family residence / commercial storefront

### C. Current. Zoning: R-1

#### IV. Current. Owner

A. Name: Belanger 1916 LLC (Michael Conlan)

B. Address: 518 E. Oxford St., Duluth, MN. 55803

C. Telephone: (218) 393-2389

## V. Property. Status

A. Occupied / Vacant: Vacant

B. Assessed Value: \$ 198,400

C. Condition: Exterior: Good /. Interior: Poor

## VI. Historical. Background

A. Year Built: 1916

B. Architect and/or Builder: Unknown

C. Original. Site: Yes

D. Altered / Unaltered: Unaltered save for minor alterations

E. Architectural Style: Transitional Brick Commercial

## VII. Description of Property

See attached continuation sheets.

### VIII. Present. Condition

See attached continuation sheets.

## IX. Statement of Significance

See attached continuation sheets.

## X. Findings on Designation Criteria

See attached continuation sheets.

The following criteria are established by ordinance as the basis for designation of a site/district, with the requirement that the property proposed for designation meet at least one of the criteria.

Findings responding to each of the criteria are as follows:

- A. It has character, interest, or value as part of the development, heritage, or cultural characteristics of the City of Duluth, State of Minnesota, or the United States.●**

**FINDING:**

- B. Its location was a site of a significant historical event.●**

**FINDING:**

- C. ■ It is identified with a person or persons who significantly contributed to the cultural development of the City of Duluth, State of Minnesota, or the United States.●**

**FINDING:**

- D. ■ It embodies a distinguishing characteristic of an architectural type.●**

**FINDING:**

- E. It is identified as the work of an architect or master builder whose individual work has influenced the development of the City of Duluth or the State of Minnesota.●**

**FINDING:**

- F. It embodies elements of architectural design, detail, materials, and craftsmanship which represent significant architectural innovation.●**

**FINDING:**

- G. Its unique location or singular physical characteristics represent an established and familiar visual feature of a neighborhood, community, or the City as a whole.●**

**FINDING:**

**XI. Conclusions** See attached continuation sheets.

**A. Points in Favor:**

**B. Points in Opposition:**



## City of Duluth

### Historic Preservation Commission Local Landmark Designation

#### Continuation Sheets

#### VII. Description of Property

The project engaged consulting historical architect Prof. Steve C. Martens to assess the architectural features of the building. Prof. Martens stated "Like everything in Duluth, what would be a simple, basic two-part commercial block anyplace else is hybridized by the sloping site, set-back 'ell' on the west, and asymmetrical layout with open porch across the rear."

"State Historic Preservation Offices like to characterize function and form using a (1987) typology Richard Longstreth developed for the National Trust *Buildings of Main Street*, in this case a **one-over one, two-part commercial block on a sloping site, with asymmetrical two-story setback wing or 'ell' on the west, accessed from a center entrance and hallway dividing the interior into two units.** SHPO would then follow up that functional type by naming the **modest stylistic influences on a basic 'transitional brick commercial' with projecting, bracketed pressed metal cornice and raised center name block parapet."**

The commercial building has two principal exterior elevations, one facing West 6th Street and another stepping up the hillside and facing 24th Avenue West (See photos 1-3). Brick on these principal elevations is hardfired dark brown brick, with finely-buttered mortar joints tinted to match. Exterior brickwork on the north (rear) and west (side) elevations is common, modular, soft yellow brick with standard mortar joints. All masonry materials are well crafted and remain in fundamentally sound material condition (See photos 4-5).

The front principal elevation presents a modest vernacular appearance, a square block façade with asymmetrical windows and doors, anchored by the street level storefront; the stepped-back 'ell' on the west featured a recessed covered porch for the apartment on the lower level while the upper porch unit has an enclosed structure with metal siding and aluminum windows. This enclosure does not appear to be original to the building (Photos 1,3). The ground level storefront has a recessed entrance reflective of 1916 storefront treatments. The storefront has been partially reconstructed with new, substitute materials (metal and wood panels) that maintained the appearance, configuration, scale and feeling of the existing recessed-entry storefront with bulkheads and display windows (See photo 7).

The two principal elevations fronting the street and avenue are surrounded by a wide pressed metal cornice with brackets. The masonry openings for the windows and doors are unornamented except for the painted concrete sills. The door and window heads on these two elevations are flat steel lintels. The common bond brickwork on the front façade is set off by an

architectural pattern vertical belt course above the window line. The raised center brick parapet contains a name block reading **F. Belanger Block - 1916** (See photo 6). The side (26th Avenue West) elevation features unmatched, asymmetrical windows and a grade-level door that served as the service entrance to the corner store on the first floor. The rear of the building shows the transition from the hard-fired 'formal' brick on the principal façades to the cheaper soft common brick on the rear. This elevation features an open porch across the entire width of the structure providing access to the second floor apartments via an offset staircase (See photo 8). Windows and a residential type wooden door serve each unit. The porch is wood framed, with six 6x6 wooden posts supporting a shed roof. The porch decking and remaining railing and balusters are wood. Below the porch is a concrete step leading below grade to an access door to the basement; this below grade area is buttressed by a poured concrete retaining wall extending up to the backyard grade.

As is shown in the accompanying Sanford Fire Insurance Map (See Map 2), the footprint of the structure extends from lot line to lot line across the front 40% of the lot, with the remaining land area comprising a backyard lawn with plantings rising in grade to the alley level which features a four car gravel parking pad.

## VIII. Present Condition

The exterior of the building is in fundamentally good condition, having retained a basically unaltered appearance for over 100 years. The form of the structure and its function reflect its design as a commercial block with corner storefront and adjacent apartment units.

The hard-fired brick on the two principal elevations is in remarkably good condition with no spalling or deterioration of mortar joints requiring re-pointing. There is one area on the side façade that shows minor step cracking but no apparent displacement. On the rear of the building where common brick was used the mortar joints appear somewhat weathered and the relatively soft surface condition reflects some cosmetic soiling but there is almost no indication of water damage (either penetration or absorption) in the common masonry walls. The ornamental metal cornice is intact and shows only minor deterioration or corrosion damage. The brick parapet on all sides of the building is intact with no sign of crumbling mortar or loose bricks. A recent new EPDM rubber membrane roof has been installed which extends to form the parapet cap. The building has a rubblestone foundation; as is common, a roughly 8-foot section has been compromised but no displacement is apparent.

On the front façade of the building several repairs or cosmetic changes have been made. The storefront form is unchanged, with the original display glass framing, inset entrance and oak front door remaining, although three of the five plate glass windows were blown out by a storm three years ago and replaced with temporary plywood sheathing. The transom and bulkhead have been clad with newer materials and are in fair shape. The recessed porch in the 'ell' section is in very good shape, with the original brickwork in excellent condition and original fir floor,



railing and balusters (See photo 10). The upper porch area has a framed in enclosure of non historic materials - metal siding and aluminum windows. This enclosure is in a severely deteriorated condition and warrants removal and restoration of historic treatments.

The open wooden porch assembly at the rear of the building appears to be original and is serviceable, although some railings are missing and its structural integrity is questionable, with several area of decking rotted; the stairway is no longer safe to use.. Rehabilitation of the building would require the removal of the porch structure and its replacement with new materials following the design and placement of the original.

The side elevation to the west (map orientation) is essentially not visible from the street. It features common brick walls framing a recessed 'ell' with windows on both levels. While this elevation was presumably completely brick faced originally, the recessed 'ell' area has been covered with metal siding at some point (See photos 10-11).

Windows on the upper level of the front façade have been replaced by non-historic aluminum replacement sash; windows in the covered porch section are intact but in a severely deteriorated state. They are sufficient, however, to demonstrate the historic 4:1 divided light configuration. The asymmetrical fenestration on the avenue elevation contains both double-hung sash and clerestory types; those not replaced with non-historic aluminum inserts show significant rot, particularly along the bottom rail (See photos 12-13). Significantly, however, all of the building penetrations are unaltered from the original construction, meaning that door and window units requiring replacement can be replaced by new custom units matching the surface, scale, detail and appearance of the original units without materially affecting the historic look of the structure.

## IX Statement of Significance

While the **form** of the structure - its design, materials or craftsmanship - do not represent a significant architectural contribution to the community, its **function** does. The applicant believes that the Belanger Block represents one of the last, and finest, examples of the iconic corner store, one of the most important components of traditional historic neighborhoods in the United States. For over 100 years, this building has remained fundamentally unchanged, preserving appearance and texture of a building block of American urban development.

The Belanger Block is located in the midst of a traditional neighborhood zoned R-1 - single family residential. Traditionally, city planners have been scrupulous about keeping commercial style buildings out of such low density districts. Historically, however, there have been three exceptions to this rule: schools, churches and corner stores, all because they were seen, not as intrusions, but as supportive neighborhood institutions (See Map 2)..

The significance of historic corner stores in traditional neighborhood development has been well documented. In an article entitled *The Corner Store: At the Intersection of Memory and Time*

by Benjamin Forget in the Washington Post, the author discussed “an everyday American institution that was so common that nobody gave it half a thought. Corner stores - especially corner groceries - became ubiquitous in American cities because they were needed and convenient, and they fit the typical urban geometry.”

Most cities have been laid out, like Duluth when geography and geology permitted, with a grid pattern of streets; creating intersections that became prime real estate locations, drawing potential customers from four different directions. People walked to these locations, and as cities expanded in the 19th century, the increased distances between residential neighborhoods and central food markets made daily shopping trips less feasible; the neighborhood corner store thus became more integral to urban daily life.

A principal reason for the proliferation of corner stores, Forgey writes, “was technology or, rather, the lack of it: the absence of a widespread, reliable means of refrigeration, especially in the home, made daily food shopping a necessity. Small-store keepers would get up early and head for the larger markets, bringing fresh foodstuffs back to the neighborhood.” In many cases, corner store groceries across the country attracted immigrant proprietors, who saw such ‘mom and pop’ operations as a means of securing an economic future. “Owning a corner store often gave newcomers not only a livelihood,” according to *The Evolution of the Corner Store*, but also a roof over their heads and, for many, they served as a gateway business to move up the socio-economic ladder.”

Regardless of the background or ethnicity of store owners, the structures themselves followed a fixed pattern. “Despite regional differences,” Forgey notes, “there is a similarity to these buildings across the continent. In form and plan they are adaptations of the familiar Main Street pattern of ground-floor retail spaces with living quarters above.” According to the City of North Vancouver Heritage Register, corner stores similar to the Belanger building were “built as a retail block with apartments above at a time when intense speculation and development in the area could barely keep pace with the demands of the burgeoning population. The apartments on the second floor provided necessary housing for the large number of workers needed to support the economic boom.”

The demise of the neighborhood corner store has been well documented as well. Improvements in refrigeration in homes and in the marketplace changed the daily shopping dynamic; the automobile brought changes to personal mobility that affected shopping even more. The advent of supermarkets made it almost impossible for small groceries to compete. The result of these economic forces leads directly to the need to preserve one of the few remaining examples of this lost resource.

According to the website Streets MN, in an article entitled *Destruction for Appetite: The Loss of Corner Stores*, there were nearly 100 corner stores just in the Longfellow neighborhood of Minneapolis in the 1930s, including 67 grocery stores. Today there are none.



The pattern was repeated in Duluth. The Duluth Public Library's site **VINTAGE DULUTH** reported in 2013: "At one time, you could find a corner store in just about any Duluth neighborhood. The 1973 Duluth City Directory lists 69 stores under the *Groceries and Meats - Retail* heading. The list includes a few large chain markets like Super Value, National Food Stores and Piggly Wiggly, but the vast majority at that time was one-of-a-kind family owned neighborhood shops."

"Fast-forward to to 2013, when only *nine* unique Duluth listings appear under the City Directory heading. With the closing of the last downtown holdout in June this year, Jacqui's Market & Deli (formerly Romano's Grocery), the only neighborhood markets remaining 30 years later are Fourth Street Market (note: now closed), Gannucci's Italian Market (note: now closed) and the Whole Foods Co-Op (hardly a neighborhood market anymore)." The VINTAGE DULUTH article concludes on a somewhat sentimental note. "Some of the store closings in recent years have been documented in 'obituaries' in the Duluth News Tribune. The stores never die quietly; there are always sad goodbyes and reminiscences."

Reminiscences are important to oral history; the most important in this context are those of Jim Heffernan, longtime columnist for the Duluth News Tribune. Writing in 2019 about the ***Corner Grocery Store Revisited***, "... home was in Duluth's West End well over a half century ago - long before anyone ever dreamed the neighborhood would change its name to Lincoln Park and before that neighborhood - or any other in Duluth - lost its grocery outlets to the advent of the supermarket era. We were located on 23rd Avenue West, between Fifth and Sixth streets, and our nearest grocery was on the Northwest corner of 23rd and Sixth. It was just one of several 'mom-and-pop' grocery outlets within short walking distance from our house."

"Counting on my fingers ... I realize that there were *eight small grocery stores within three blocks of my house*, all of which we patronized from time to time, depending on the urgency and nature of our needs. Our neighborhood was not unique. Throughout the city, every residential neighborhood had its grocery stores that served nearby residents who, as a rule, simply walked down the street to pick up whatever they needed. The eight stores in the heart of the West End near our home are largely forgotten today, and even the thought that they existed at all, and that supermarkets were unheard of, is alien to most people today."

**"A block west - 24th and Sixth - was a somewhat larger store I knew as 'Sternal's Store' as a child but was operated by the Natalie family toward the end of its existence. The store part of the building is now vacated, with apartments above."** The reference is to the Belanger Block. "Just a half block south on 24th was Charlie Caskey's ... the building is now a one-car garage. Another half block down 24th, at 5th Street, stood Olson Bros. ... Directly across 24th from /Olson Bros. was a small grocery store operated by the Kramnic family ..." The Olson Bros. Store is now the Boys & Girls Club; the site of the Kramnic store is a vacant lot.

The list goes on but the point is made, not only of the sheer number of these neighborhood-based businesses and their physical presence, but of the vital role they played in the daily life of most Duluthians. But it is not just the store operations that have ceased to exist, but the very buildings

that housed them have either been demolished or have lost their character-defining features. As urban designer Julie Campoli has documented in *The Corner Store*, “as the market for retail space receded, store owners sold to landlords and homeowners, transferring many of those early storefronts to residential use.”

In the West End, of the eight corner stores in the neighborhood cited by Heffernan, only the Belanger Block remains in its original form. Across the city, in the traditional neighborhoods from the East Hillside to the West End, some of what were the commonplace corner stores can still be seen, but in altered form, converted to housing or garage structures (See photos 14-16 for examples).

The Belanger Block remains one of the very last representatives of a basic building block of late 19th and early 20th century traditional neighborhood development, its basic form having remained the same for 107 years and its character-defining features largely intact. In recognition of that status, its designation as an historic local landmark is appropriate.

## **X. Findings on Designation Criteria**

The following criteria are established by ordinance as the basis for designation of a site / district, with the requirement that the property proposed for designation meet at least one on the criteria.

Findings responding to each of the criteria are as follows:

### **A. It has character, interest, or value as part of the development, heritage, or cultural characteristics of the City of Duluth, State of Minnesota, or the United States.**

**FINDING:** The applicant believes that the Belanger Block represents one of the last, and finest, examples of the iconic corner store, one of the most important components of traditional historic neighborhoods in the United States. For over 100 years, this building has remained fundamentally unchanged, its character-defining features largely intact, thus preserving appearance and texture of a building block of American urban development. The property meets Criterion A.

### **B. Its location was a site of a significant historical event.**

**FINDING:** The property is not known to be the site of a significant historical event. It does not meet Criterion B.



**C. It is identified with a person or persons who significantly contributed to the cultural development of the City of Duluth, State of Minnesota, or the United States.**

**FINDING:** The property is not known to be associated with persons who significantly contributed to the cultural development of the city or its surrounding region, and that is precisely the point: the neighborhood corner store was such a common feature of the traditional neighborhood that it was taken for granted; rather than attracting famous personages it served everyday people on a daily basis. It does not meet Criterion C.

**D. It embodies a distinguishing characteristic of an architectural type.**

**FINDING:** While the property has an identifiable architectural style - transitional brick commercial - it does not reflect a distinctive character type. This criterion is not met.

**E. It is identified as the work of an architect or master builder whose individual work has influenced the development of the City of Duluth or the State of Minnesota.**

**FINDING:** The property's architect and builder are not known. The property does not meet Criterion E.

**F. It embodies elements of architectural design, detail, materials, and craftsmanship which represents significant architectural innovation.**

**FINDING:** The property does not embody elements of design, detail, materials and craftsmanship that represent significant architectural innovation. The property does not meet Criterion F.

**G. Its unique location or singular physical characteristics represent an established and familiar visual feature of a neighborhood, community, or the City as a whole.**

**FINDING:** The Belanger Block remains one of the very last representatives of a basic building block of late 19th and early 20th century traditional neighborhood development, its basic form having remained the same for 107 years and its character-defining features largely intact. As was noted in the narrative, there were eight small grocery stores within three blocks of one writer's home in the West End; and this neighborhood was not unique. Throughout the city, every residential neighborhood had its grocery stores that served nearby residents who, as a rule, simply walked down the street to pick up whatever they needed. These corner store markets

strengthened and solidified traditional neighborhoods, and by their presence were an essential part of the fabric of the city. The property meets Criterion G.

XI. Conclusions:

A. **Points in Favor:** 2401 W. 6th Street meets the City of Duluth's Designation Criteria A and G and is therefore nominated for designation as a local landmark.

B. **Points in Opposition:** N.A.

## HPC Nomination Form (2)

### XII. Attachments

#### A. Sources

See attached.

#### B. Location Maps

See attached.

#### C. Photos of Subject Property

See attached.

## SOURCES

Martens, Prof. Steve C. Personal Correspondence. November 27, 2023

Longstreth, R. *Buildings of Main Street*. National Trust for Historic Preservation. Washington, D.C. 1987

Forget, B. *The Corner Store: At the Intersection of Memory and Time*. *The Washington Post*. September 25, 1999.

VINTAGE DULUTH. *Ye Olde Corner Grocery*. Duluth Public Library. 2013

Maloney, M. *Column: Duluth's corner groceries are a vanishing breed*. Duluth News Tribune. May 14, 2014. <https://www.duluthnewstribune.com/opinion/column-duluths-corner-groceries-are-a-vanishing-breed>.

van Buren, D. *Evolution of the Corner Store*. <https://www.strongtowns.org/journal/evolution-of-the-corner-store>

Strebe, P. *Destruction for Appetite: The Loss of Corner Stores*. Streets MN. February 15, 2015. <https://streets.mn/2015/02/19/destruction-for-appetite-the-loss-of-corner-stores>

Campoli, J. *The Corner Store*. September 16, 2014. <http://www.juliecampoli.com/new-blog-avenue-the-corner-store>

Richard, M. *The corner stores of yesteryear*. *The Gardner News*. February 15, 2020.

North Shore Heritage Blog. *The Evolution of the Corner Store*. July 20, 2023. <https://www.northshoreheritage.org/blog/the-evolution-of-the-corner-store>

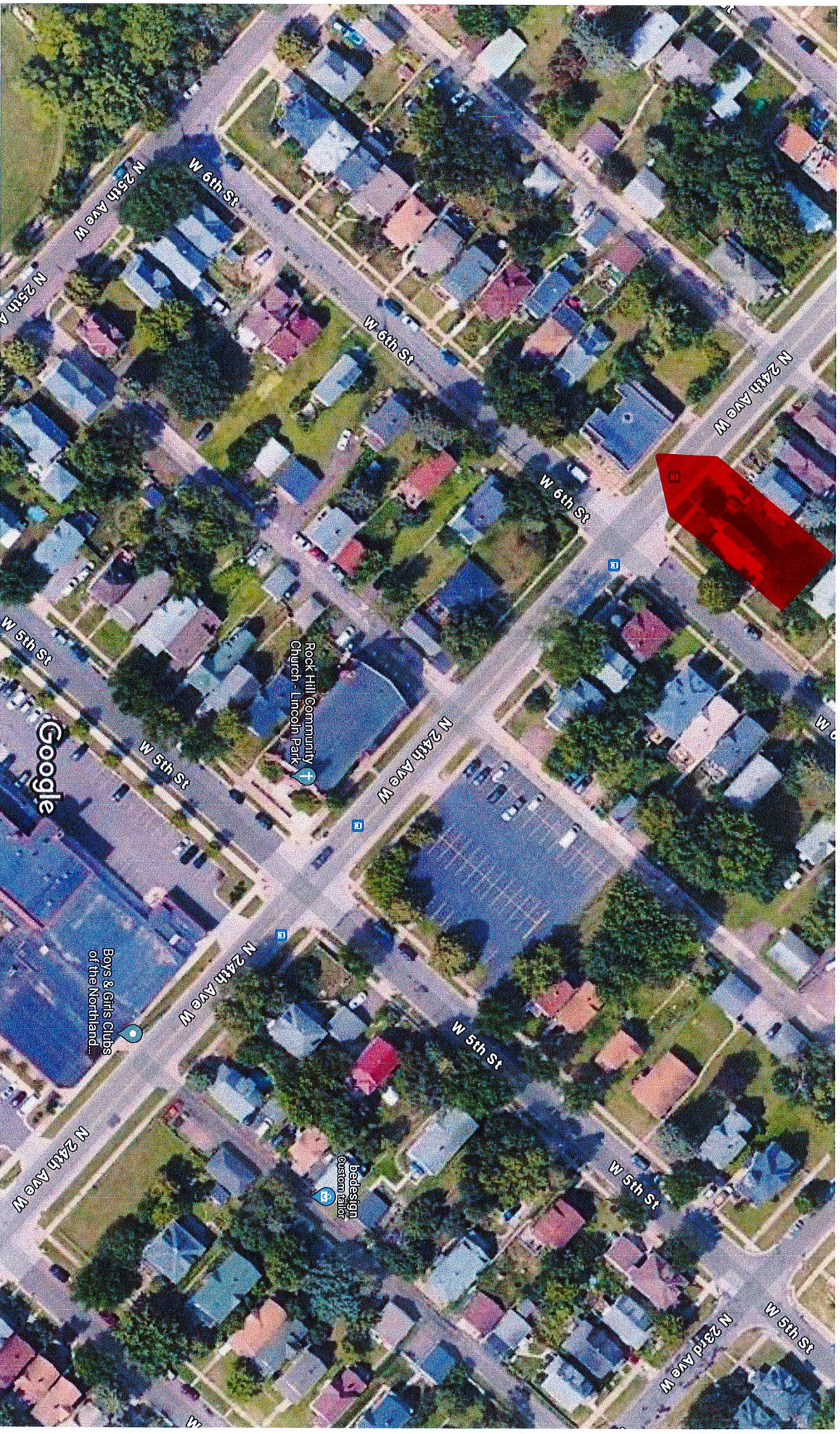
Congress of New Urbanism. *Corner stores can anchor a neighborhood*. Public Square - a CNU journal. February 10, 2020. <https://www.cnu/publicsquare/2020/2010/corner-stores-can-anchor-a-neighborhood>

Heffernan, J. *Corner Grocery Store Revisited*. Duluth News Tribune. September 24, 2019.

## Maps and Aerial Photos

1. Google Earth Imagery: 2023
2. Sanborn Map Publishing Company. *Duluth, Minnesota*, Vol. 2. New York: Sanborn Map Publishing Company, 1947.
3. Sanborn Map Publishing Company. *Duluth, Minnesota*, Vol. 2. New York: Sanborn Map Publishing Company, 1955.











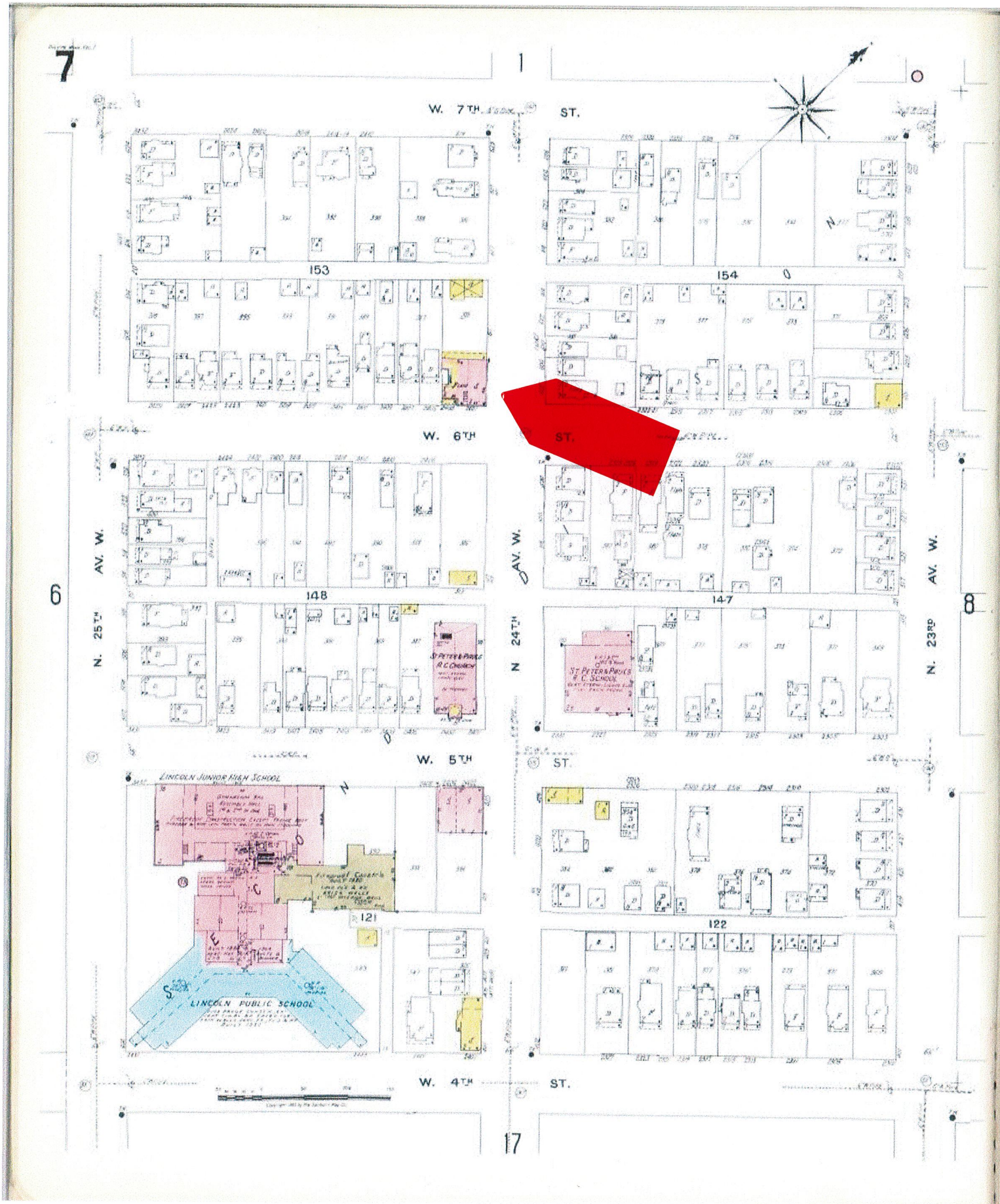






Photo 1: West 6th Street (primary) Elevation





**Photo 2: 24th Avenue West Elevation**





**Photo 3: Corner Perspective Showing Transition From Front to Side Principal Elevations**





**Photo 4: Appearance and Condition of Hard-Fired Brick on Principal Elevations**





**Photo 5: Appearance and Condition of Common Brick on Secondary Elevations**

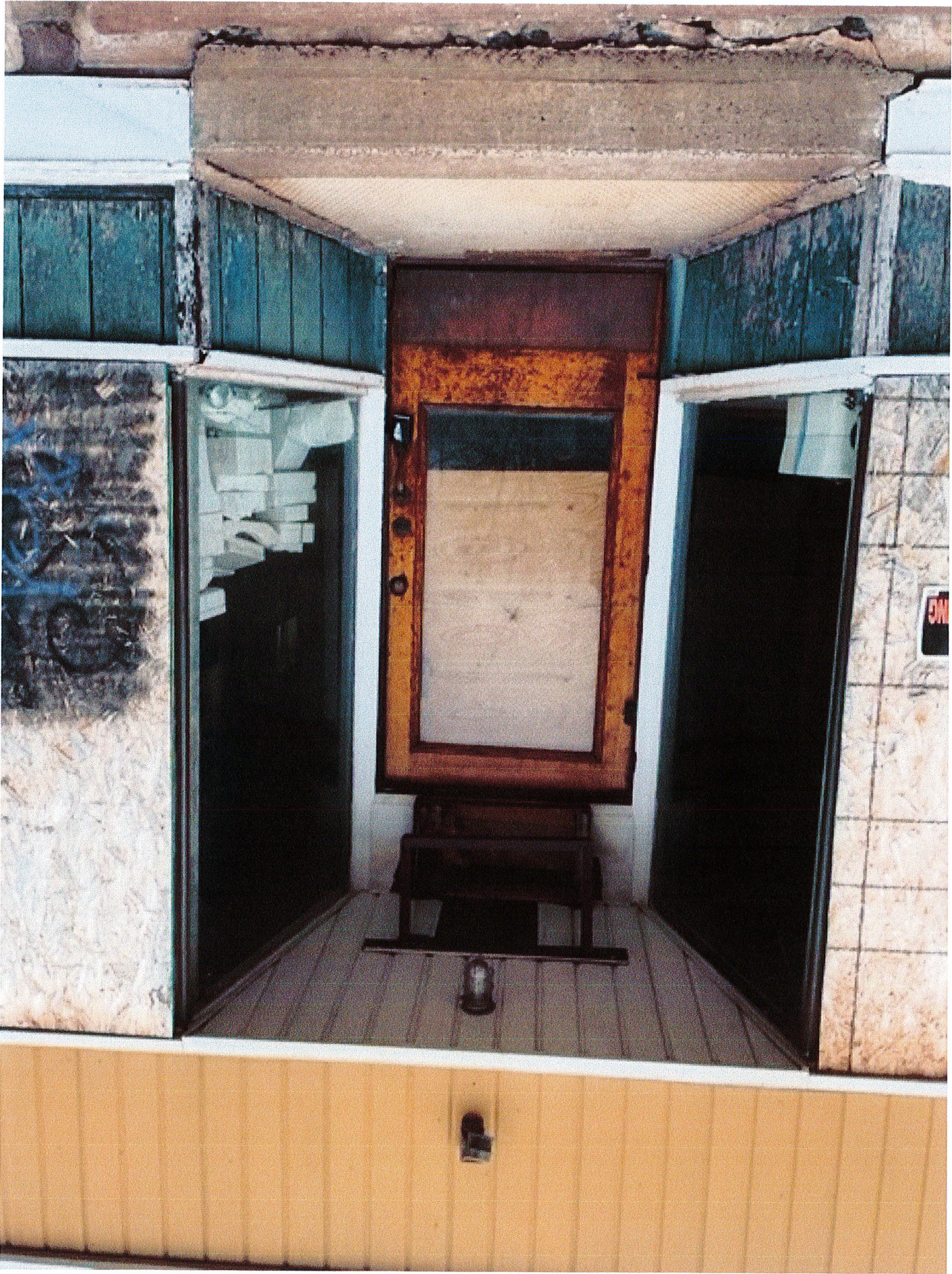




**Photo 6: Name Block on Raised Center Parapet on Front Elevation**



Photo 7: Recessed Storefront Entry Showing Original Configuration / Front Door







**Photo 8: Rear Elevation Showing Dilapidated Original Porch and Stairs**





Photo 9: Front Elevation Detail: Recessed 'Ell' Porch





**Photo 10: Side Elevation Detail: Recessed Area With Metal Siding**





**Photo 11: Side elevation: Detail of Transition to Front Façade**





**Photo 12: Avenue Elevation Detail: Bottom Rail Rot in clerestory Window #1**





**Photo 13: Avenue Elevation Detail: Bottom Rail Rot in Clerestory Window #2**





**Photo 14: Former Corner Store Converted to Housing - 23rd Ave. W. And 6th Street**





**Photo 15: Former Corner Store Converted to Housing - West End**





**Photo 16: Former Corner Store Converted to Garage - Central Hillside**



Heritage Preservation Commission  
November 13, 2023 Meeting Minutes  
Council Chambers – City Hall

Call to Order and Roll Call

President Jessica Glander called to order the meeting of the Heritage Preservation Commission (HPC) at 12:00 p.m. on Monday, November 13, 2023.

**Attendance:**

Attending: Ken Buehler, Gary Eckenberg, Jessica Glander, Jess McCullough, and Kal Randa

Absent: Brandon Hartung

Staff Present: Ryan Pervenanze, John Kelley, and Cindy Stafford

Public Hearings

PL 23-191 – Certificate of Appropriateness (COA) for a chiller outside St. Louis County Building

**Applicant:** Shane Nies of Architecture Advantage addressed the commission. Chillers are being installed and are required to have screening from the public right of way per UDC 50-26.1. The building is on the national register of historic places, so a heritage preservation committee review and public hearing is required to review the screening design.

**Commissioners:** Ken Buehler verified the location would be facing Priley Circle. President Glander asked if their changes could be reversible. Nies stated the equipment is completely free standing and is removable. They will match the metal screening to the color of the building with either a gray or white hue. Jess McCullough confirmed the equipment would be attached to the ground, but not the building. Nies affirmed and stated there were chillers in the same location in 2008, but the county moved to a steam system. Now they are going back to the chiller system. They are pouring the slab now with the equipment scheduled for installation in the Spring. There is no good place for plantings since it is all a concrete slab. Screening will be included on two sides. Buehler asked if they were already pouring the concrete? Nies affirmed. Buehler noted in the future they would like to see items come to HPC ahead of time.

**Public:** There were no speakers.

**MOTION/Second:** Buehler/Eckenberg approved the certificate of appropriateness for the proposed chillers with the added condition that the metal screening match the façade of the building

**VOTE: (4-0)**

Consideration of Minutes

June 12, 2023 HPC Meeting

**MOTION/Second:** Glander/Eckenberg approved the minutes

**VOTE: (4-0)**

Presentation

Cliff Knettel of the city of Duluth Parks Department addressed the commission. He gave an overview of the LS&M Railroad project at 70<sup>th</sup> Avenue West to Commonwealth Avenue. The project is being reviewed by SHPO for historical nomination status. SHPO will forward to the Duluth HPC for comment, if it moves forward in the nomination process.



Cliff gave an overview of the Lincoln Park nomination. He noted the application is in process and will be submitted in the summer of 2024. He wanted to give the HPC a heads up and noted the HPC will see the nomination after SHPO reviews it. Commissioner Eckenberg noted the remarkable changes to the upkeep of the park, and asked when Lincoln Park Drive will be drivable? Cliff did not have a specific date and noted the topography is contributing to the difficulty in maintaining the road. President Glander asked if the nomination is being handled in house? Cliff noted they hired Charlene Rois. There will be a plaque on the stone pavilion to honor Renee Van Nett next to an existing plaque honoring Mayor Snively. President Glander is excited to see these projects coming through and she thanked Cliff for his presentation. Cliff will keep the HPC and staff informed.

#### Communications

The hpc noted the email they received about canceling their meetings at the last moment, and there was discussion about being more diligent.

#### Report of Final Disposition of Matters Previously Before the Commission –

Preservation plan – Charles H. and Elizabeth Arthur House – Per Kelley, no action is needed by the HPC at this point. Commissioner Mccullough is pleased the property is moving forward as a local landmark.

#### Reports of Officers, Staff and Committees

Planning Commission overview – Gary Eckenberg gave an overview. The pc meeting is tomorrow night. There is a variance requested at 219 N 15<sup>th</sup> Ave E – to rebuild a porch to match the adjoining property porches.

#### Consideration of Matters Regarding Commission Action

N/A

#### Other Business

N/A

#### Adjournment

Meeting adjourned at 12:51 p.m.

Respectfully,

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Ryan Pervenance – Manager  
Planning and Development Division



Cultural Resources Unit, Environmental Stewardship  
395 John Ireland Boulevard, Mail Stop 620  
Saint Paul, MN 55155-1800

December 5, 2023

Jenn Moses  
Duluth Heritage Preservation Commission  
City of Duluth  
411 W. First Street, Room 407  
Duluth, MN 55802-1197  
[jmoses@DuluthMN.gov](mailto:jmoses@DuluthMN.gov)

Re: SP 6925-145, London Road/TH61 from 26<sup>th</sup> Avenue to 60<sup>th</sup> Avenue  
City of Duluth, St. Louis County, MN

Dear Jenn:

On behalf of the Federal Highway Administration (FHWA), I am extending an invitation to the Duluth Heritage Preservation Commission to participate in the Section 106 process for the London Road/TH61 from 26<sup>th</sup> Avenue to 60<sup>th</sup> Avenue, a project sponsored by the City of Duluth (maps attached).

The project is federally funded by FHWA and must comply with Section 106 of the National Historic Preservation Act (54 USC 300108) and its implementing regulations, 36 CFR 800. Section 106 requires federal agencies to take into account the effects of their undertakings on historic properties that are listed in, or are eligible for inclusion in, the National Register of Historic Places. The Minnesota Department of Transportation Cultural Resources Unit (MnDOT CRU) is acting on behalf of the FHWA in carrying out certain aspects of the Section 106 process for this project under the terms of the *Programmatic Agreement Among the Federal Highway Administration, the Minnesota State Historic Preservation Office, the Advisory Council on Historic Preservation; the Department of the Army, Corps of Engineers, St. Paul District; and the Minnesota Department of Transportation; Regarding Implementation of the Federal-Aid Highway Program in Minnesota* (Statewide PA).

The project consists of the following:

- Pavement Resurfacing: 2-inch Mill & Overlay of bituminous pavement;
- Roundabouts along London Road at 26<sup>th</sup> Avenue & 40<sup>th</sup> Avenue;



- Lane Reconfiguration/Restriping including 11-foot driving lanes, bikeable shoulders/bike lanes, parking lanes, turn lanes; includes southbound lane reduction (two to one lane) from 29<sup>th</sup> Avenue to 32<sup>nd</sup> Avenue;
- Extend Sidewalk (6-feet wide) on north side of London Road from 29<sup>th</sup> Avenue to 40<sup>th</sup> Ave E; includes trail connection to Lakewalk at 29<sup>th</sup> Avenue;
- Pedestrian Crossing Enhancements with raised refuge islands and lighting at 32<sup>nd</sup>, 36<sup>th</sup>, 42<sup>nd</sup>, 43<sup>rd</sup>, 45<sup>th</sup>, 47<sup>th</sup>, 51<sup>st</sup>, and 58<sup>th</sup> Avenues;
- Rapid Rectangular Flashing Beacons (RRFB) at 32<sup>nd</sup> Avenue intersection. Add conduit for potential future RRFBs across London Road at 40<sup>th</sup> Avenue & 60<sup>th</sup> Avenue;
- Drainage Repair throughout corridor; includes major drainage fix of ponding water at southbound lanes between 29<sup>th</sup> Avenue and 40<sup>th</sup> Avenue;
- Stormwater Treatment to meet MS4 requirements;
- Tree Removal Replacement including boulevard trees. (Approx. 60-70% of trees in boulevard will be removed/replaced);
- Visual mitigation landscaping anticipated to be needed outside of roundabouts at 40<sup>th</sup> Avenue and 60<sup>th</sup> Avenue;
- 40<sup>th</sup> Avenue sidewalk connection on west side to Lakewalk, including pedestrian crossing gates at railroad;
- Signing Replacement/Modifications for new roadway layout, includes the following associated with the 26<sup>th</sup> Avenue intersection: new signage at overhead sign structures on I-35, replace overhead sign structure and sign west of intersection near Perkins (sign base/pole is leaning) and replace and/or modify 3 overhead sign structures/signs east of intersection;
- Guardrail Replacement at Lester River (BR 5772) and Lemon Drop Hill (BR 69860); and
- Glensheen Driveway Access modifications; consolidate two driveways to one driveway.

Local governments are entitled to participate in the Section 106 process as consulting parties, along with the Minnesota State Historic Preservation Office (MnSHPO), Indian tribes, and other interested organizations and individuals. Consulting parties can share their views, review pertinent project information, offer ideas, and consider possible solutions together with the Federal agency and other consulting parties. Consulting parties play an active and important role in determining how potential effects to historic properties will be avoided, minimized, or mitigated during the planning and implementation of a proposed project. For more

information, see: <https://www.achp.gov/sites/default/files/documents/2017-01/CitizenGuide.pdf>.

We would welcome the involvement of the Duluth Heritage Preservation Commission in Section 106 consultation for the project. If you would like to participate in consultation, please let us know of your interest in writing within 30 days of your receipt of this letter. Please do not hesitate to contact me if you have any questions, require additional information on the historic properties or potential effects, or would like to schedule a meeting to discuss the project.

Sincerely,

A handwritten signature in cursive script that reads "Britta A. Anderson".

Britta Anderson  
CRU Historian  
Britta.Anderson@state.mn.us  
612-476-5535

Encl. Area of Potential Effects (APE) Map

CC: CRIS (Administrative Record)  
Project proposer



