



DEPARTMENT OF VETERANS AFFAIRS
Office of Construction & Facilities Management
Washington DC 20420

August 6, 2018

Clifford Mueller
Sheridan Historical Society
4104 S. Federal Blvd
Sheridan, Colorado 80110

RE: Invitation for Section 106 Consultation on the Expansion of the Fort Logan National Cemetery

Dear Mr. Mueller,

The National Cemetery Administration (NCA) of the U.S. Department of Veterans Affairs (VA) proposes to acquire a 49.42 acre site (project site) adjacent to the current southern boundary of the Fort Logan National Cemetery (FLNC) in Denver, Denver County, Colorado, to provide additional interment space for our nation's Veterans (Attachment A, B, and C – maps of the FLNC and project site). The NCA intends to acquire and develop this proposed site to include more headstones, public access roads, and a columbarium (Undertaking).

Brief History of Fort Logan

The proposed acquisition parcel was once part of Fort Logan, but is now part of the Colorado Mental Health Institute at Fort Logan (CMHIFL). Fort Logan was founded in 1887, as a military outpost to protect nascent Denver. Founded on the Johnson Tract ten miles southwest of the town, along the Morrison branch of the South Park Railroad, the outpost initially consisted of 640 acres.¹ Construction of the brick buildings was complete by 1894 to house 28 officers, two cavalry troops, eight infantry companies, and a band, and included over 17 buildings (USGS topographic quadrangle map, 1901²). The fort, named after General John Alexander Logan of Illinois, added an additional 333 acres in 1908.³ Between the Spanish-American War and World War II, the fort was home to a recruitment center, a dirigible squadron, battalions of engineers, a supply camp for the Civilian Conservation Corps and a large receiving station for newly enlisted personnel. The fort was active until the end of World War II. In 1946, 577 acres of the fort were transferred to the Veterans Administration (now the US Department of Veterans Affairs [VA]), who operated the fort hospital as a makeshift health care facility for veterans, while the new facility in Denver was being constructed. In 1960, 308 acres of VA Land were transferred to the State of Colorado, to construct a new Mental Health Center. The VA retained 132 acres for the FLNC.⁴

¹ Evan Edwards, "The Historical Background of Fort Logan." Denver Public Library Manuscript Collection, 1962, page 4.

² United States Geological Survey. *Topographic Quadrangle Map*. Edition of February 1901, reprinted 1932. Reston, Va: U.S. Department of the Interior. 1901.

³ Ibid, 8.

⁴ Ibid, 8-13.



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Area of Potential Effect

The area of potential effect (APE) is the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties. The proposed acquisition of the select parcel would alter the existing boundaries of the FLNC, and the Fort Logan portion of the Colorado Mental Health Institute at Fort Logan (CMHIFL); therefore, the FLNC, part of the historic Fort Logan Historic District, including the parade ground circle, is recommended as the APE (Attachment D – APE).

Proposed redevelopment of the parcel will include installation of headstones. These headstones could affect the viewshed of the former Fort Logan buildings. However, this possible effect would not be adverse, since the Fort has always included a cemetery.

Identification of Historic Properties

NCA has determined the presence of two known historic properties within the APE: the CMHIFL National Register Historic District (CMHIDL NRHD) and the FLNC. The CMHIFL NRHD includes 54 buildings, 46 of which have been determined to contribute to the historic district. Inside the project site, four buildings are standing (5DV.9421, 5DV.9371, 5DV.9442, and 5DV.9376), and each has been evaluated for eligibility on the NRHP as contributing resources to the CMHIFL NRHD. Two of these buildings, 5DV.9421 (Building 64, Garage and Repair Shop), and 5DV.9371 (Combined Filling station and Oil House), have been found to be contributing elements to the CMHIFLNRHD (see Attachment E – Photographs). The FLNC (5DV.4344) was listed on the National Register of Historic Places in 1981 the NRHP for its association with events significant to our military, political, and social history during the late nineteenth and early twentieth century. All buildings surveyed lay outside the current boundaries of the FLNC.

As part of the required analysis for a Fort Logan NCA an archaeological survey of the proposed project site was conducted. During this survey, five historic sites were identified; however, none of these sites were found to possess the qualities of significance necessary for listing in the NRHP. The Colorado State Historic Preservation Office reviewed the report, and concurred with its findings (July 3, 2018).

No Traditional Cultural Properties (TCPs) have been identified on the proposed acquisition parcel, or in the recommended APE. However, this work did not include an ethnographic study. Discussions with Native American groups to definitively identify TCPs in the APE will be conducted as part of NCA's ongoing Section 106 consultation process.

Effects of the Proposed Project on Historic Properties

Adverse effects of an undertaking occur when the action directly or indirectly alters the characteristics of a historic property that qualify it for inclusion in the NRHP. Reasonably foreseeable effects that are caused by the undertaking that may occur later in time, be farther removed in distance, or be cumulative also need to be considered.

The proposed project will have a direct effect on the physical boundaries of the FLNC, which will expand from their current limitations. However, this effect is not adverse, because the National Park Service (NPS) policy clarification on national cemeteries specifically recognizes that "National cemeteries continue to expand," and that they are "ever-changing."⁵ Additionally, two contributing elements to the

⁵ National Park Service, National Register Eligibility of National Cemeteries – A Clarification of Policy – A Clarification of Policy (9/8/2011), September 2011.



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CMHIFL NRHD will be adversely affected if the NCA acquires this property. This will be an adverse effect to the CMHIFL NRHD.

Resolution of Adverse Effects to Historic Properties

Because this project will result in an adverse effect to two contributing element to the CMHIFL NRHD, NCA intends to execute a Memorandum of Agreement (MOA) as outlined in 36 CFR 800.6(c) to fulfill its National Historic Preservation Act Section 106 obligations. This letter serves as an invitation for your organization to participate in consultation regarding the proposed expansion of the FLNC.

NCA is seeking input on this project. If your organization is interested in participating in this consultation, please send your comments on the project, the APE, the historic properties affected, and any ideas for appropriate mitigation measures. A list of proposed consulting parties is located in Attachment F. Please include any recommendations concerning organizations with a vested interest in historic properties potentially affected as a result of this undertaking. We would appreciate your input by 30 days from date of letter.

We thank you for your organization's ongoing support of historic properties in our state. If you have any questions about this project, please contact Marianne Marinucci at: (202) 632-5468 or Marianne.Marinucci@va.gov

Sincerely,

Glenn Madderom

Glenn Madderom
Chief, Cemetery Development & Improvement Service
National Cemetery Administration



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Attachment A – Fort Logan National Cemetery and Project Site



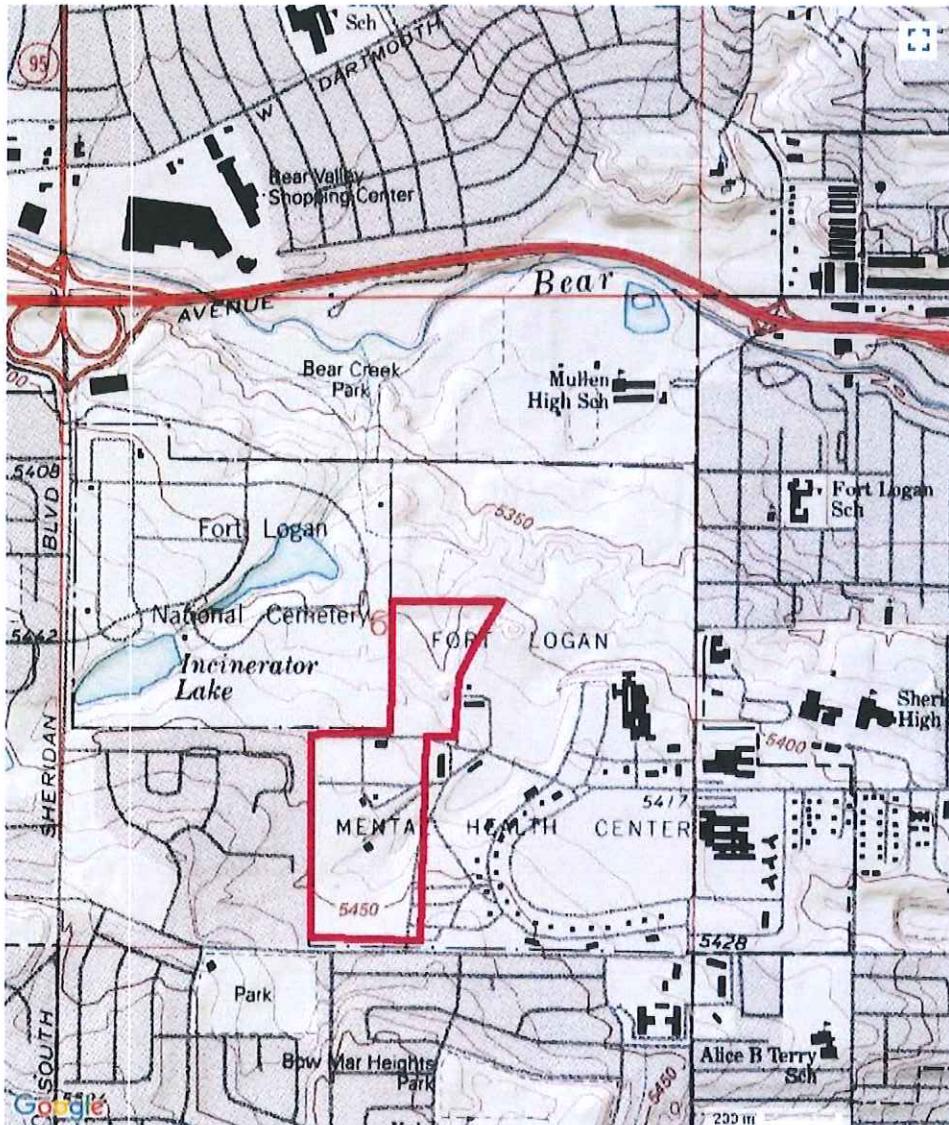
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Attachment B: Map of Proposed 66 Acre Acquisition Parcel (project site)



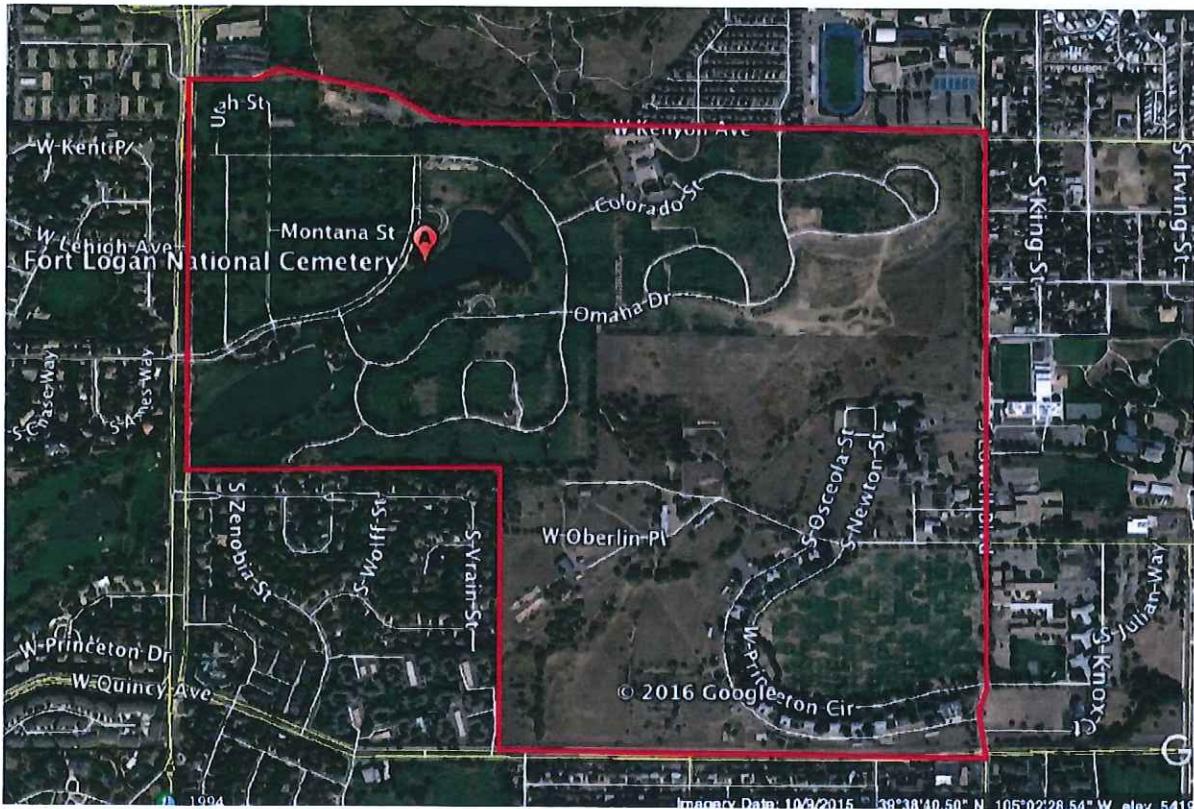
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Attachment C – Fort Logan National Cemetery and Project Site on Denver County, Colorado
Topographic Quadrangle Map



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Attachment D: Area of Potential Effect



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Attachment E (Figure 1) – Overview of Buildings in Project Site



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Attachment E (Figure 2) – 5DV.9421 (Building 64, Garage and Repair Shop) looking northwest



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Attachment E (Figure 3) – 5DV.9421 (Building 64, Garage and Repair Shop) looking south



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Attachment E (Figure 4) – 5DV.9371 (Combined Filling station and Oil House) looking north



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Attachment E (Figure 5) – 5DV.9371 (Combined Filling station and Oil House) looking south



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Attachment F
Consulting Parties

Organization	Contact	Street Address	City	State	Zip	Phone	Email
Advisory Council on Historic Preservation	John Fowler, Executive Director	401 F Street NW, Suite 308	Washington	DC	20001-2637	202-517-0200	jfowler@achp.gov Note- should be submitted through e106@achp.gov . See below for form.
Advisory Council on Historic Preservation	Angela McArdle, VA Liaison	401 F Street NW, Suite 308	Washington	DC	20001-2637	202-517-0223	amcardle@achp.gov
Colorado State Historic Preservation Office	Steve Turner	1200 Broadway	Denver	CO	80203	303-866-2305	Steve.turner@state.co.us
Friends of Fort Logan		PO Box 36011	Denver	CO	80236		Historic.fort.logan@gmail.com
Colorado Mental Health Institute at Fort Logan	Christopher Burke, Ph.D.	3520 West Oxford Avenue	Denver	CO	80236	303-866-7066	Sheridan.garcia@state.co.us
Colorado Commission of Indian Affairs	Ernest House, Jr.	1300 Broadway, 6 th Floor	Denver	CO	80203	303-866-5470	Ernest.house@state.co.us
Sheridan Historical Society	Clifford Mueller	4104 S. Federal Blvd.	Sheridan	CO	80110		
Southern Ute Indian Tribe	Clement Frost, Chairman	P.O. Box 737	Ignacio	CO	81137	970-563-0100 x2319	
Ute Mountain Tribe	Manuel Heart, Chairman	General Delivery	Towaoc	CO	80203	970-565-3751 x201	
Apache Tribe of Oklahoma	Lyman Guy, Chairman	PO Box 1330	Anadarko	OK	73005	(405) 247-9493	lguy93@hotmail.com
Arapaho Tribe of the Wind River Reservation, Wyoming	Devin B. Oldman, THPO	PO Box 67 St.	Stevens	WY	82524	(307-856-1628)	nathpodd@gmail.com
Cheyenne and	Virginia	100 Red	Concho	OK	73022	(405) 422-	



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Arapaho Tribes, Oklahoma	Richey, THPO	Moon Circle				7630	
Comanche Nation, Oklahoma	Martina Callahan, THPO	6 SW D Avenue	Lawton	OK	73502	(580) 595- 9618	martinac@comanchenation.com
Fort Belknap Indian Community of the Fort Belknap Reservation of Montana	Michael Blackwolf, THPO	656 Agency Main Street	Harlem	MT	59526	(406) 353- 8471	mblackwolf@ftbelknap.org
Northern Cheyenne Tribe of the Northern Cheyenne Indian Reservation, Montana	Teanna Limpy, THPO	PO Box 128	Lame Deer	MT	59043	(406) 477- 4839	Teanna.Limpy@cheyennenation.com