

ACL LOCOMOTIVE #1504
LM-21-06
RESCISSION OF LOCAL LANDMARK



JUNE 2, 2021

Application Prepared By:

Planning and Development Department

Property Owner:

City of Jacksonville

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I.

**Planning and Development Department –
Findings, Conclusions, and Recommendations**

**REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT
REQUEST FOR RESCINDING OF DESIGNATION
AS A CITY OF JACKSONVILLE LANDMARK**

**LM-21-06
Ordinance 2021-0293
Atlantic Coast Line Locomotive #1504
1000 West Bay Street**

GENERAL LOCATION: On the grounds of the Prime Osborn Convention Center, 1000 West Bay Street in Downtown Jacksonville.

Prepared in accordance with the JACKSONVILLE ORDINANCE CODE, SECTION 307.104, the Jacksonville Planning and Development Department hereby forwards to the City Council, its "Findings, Conclusions and Recommendations" on the Landmark Rescission LM-21-06 and, **Ordinance 2021-0293**, which waives review by the Jacksonville Historic Preservation Commission, sponsored by the City of Jacksonville.

FINDINGS AND CONCLUSIONS

- A) At the request of the property owner, the Jacksonville Planning and Development Department began preparing a rescission application for the Landmark located at 1000 W. Bay Street, Atlantic Coast Line (ACL) Engine #1504. The property owner, The City of Jacksonville, is sponsoring the request for rescission.
- B) Jacksonville Ordinance Code 307.104(p) states, *"the designation of any landmark or landmark site may be amended or rescinded through the same procedure utilized for the original designation, by the filing of an application for rescission or amendment of designation utilizing the procedure herein above set forth. Any Commission recommendation to amend or rescind a prior designation shall be based upon new evidence and negative evaluation according to the same criteria used for designation in existence at the time of such application for revision or amendment."* The owner no longer supports the designation, and no additional findings have been made.
- (C) The original application requesting the designation of Atlantic Coastal Line Locomotive #1504, as a local landmark was prepared by the Planning and Development Department at the request of the Jacksonville Historic Preservation Commission. The City Council approved Ordinance 2009-0650 on August 11, 2009 designating the property at 1000 West Bay Street, specifically the ACL Engine #1504, as a local landmark.

(D) The ACL Engine #1504 was originally approved as a City of Jacksonville Landmark based on the following three criteria for designation:

A. Its value as a significant reminder of the cultural, historical, architectural, or archaeological heritage of the City, state or nation.

Manufactured in 1919 by the American Locomotive Company in Richmond, Virginia, Atlantic Coast Line Locomotive #1504 has significance as one of the few remaining engines constructed under the direction of the United States Railroad Administration and has been recognized as the most original of the few examples that remain. The outbreak of World War I put tremendous pressure on the nation's railroads in responding to the significant and rapid increase in shipping caused by military and war related production. As a result, confusion and lack of cooperation by private railroads slowed critical shipping of war supplies. In response, President Wilson created the United States Railroad Administration (USRA) in December of 1917. Under William G. McAdoo, Secretary of the Treasury, the USRA took over the entire operation of the nation's railroad network. With the cooperation and assistance of the private companies, the USRA was responsible for consolidating terminal facilities, coordinating traffic routes, improving rolling stock and equipment, as well as arranging union wage settlements. By May of 1918, the USRA was shipping 625,000 soldiers every month using 9,000 special trains. The establishment and operation of the USRA represented, "the most drastic exercise of federal power in the economic realm," but was successful due to the active involvement and cooperation of the private railroad companies.¹

A written program honoring the listing of the Atlantic Coast Line Railroad as a National Historic Mechanical Engineering Landmark (October 23, 1990) stated, "one of the enduring legacies of the USRA was the production of standard designs for steam locomotives and rolling stock for universal use by many of this nation's railroads." Before the development and use of standard designs, railroad companies would have rolling stock customized for specific needs and situations which discouraged standardization of parts. The USRA established a committee represented by 11 railroad companies and three locomotive manufacturers to develop specifications based on proven engine design while incorporating new technologies in order to produce well balanced, durable, and practical locomotives. A total of 1,856 locomotives, including ACL #1504, were designed or fabricated during the war using these standard plans, which continued to be extensively used after the war for the manufacturing of steam engines.

ACL Locomotive #1504 shares a common history with the Jacksonville Terminal starting with the same 1919 birthday. Fronted by 14 massive limestone columns over 42 feet high, the mammoth new terminal opened at midnight on November 18, 1919. At the time of its opening, the Jacksonville Terminal was the largest such facility in the south. By the 1940's,

¹ Robert H. Zieger, *America's Great War, World War I and the American Experience*. (Lanham, Maryland: Rowman & Littlefield Publishing, inc., 19), p. 71.

the Jacksonville Terminal was handling as many as 142 trains daily and over 20,000 passengers. During the peak year of 1944 in the midst of extensive wartime travel, the station handled 40,000 trains and over ten million passengers. From approximately 1920 to 1939, ACL #1504 hauled 10 to 12 passenger cars on the main line between Richmond, Virginia and Jacksonville, reaching speeds of 70 to 80 mph. Over its 20 years of passenger service, ACL Locomotive #1504 was associated with many famous trains such as *the Miamian, the Florida Special, the Palmetto Limited, Southland, the South Wind, and Dixie Flyer*. Around 1939 and 1940, ACL Locomotive #1504 was taken out of passenger service, and used for fast freight service in the Tampa area. It was finally retired in 1952 and mothballed until placed in front of the new Atlantic Coast Line Railroad building in 1960. Starting in the 1930s and accelerating after World War II, the steam locomotives were replaced with diesel-electric powered engines.

B. Its location is the site of a significant local, state or national event.

The ACL #1504 is currently sited at the Prime F. Osborn III Convention Center, formerly the Jacksonville Terminal. The ACL #1504 pulled passenger cars on the main line between Richmond, Virginia and Jacksonville from approximately 1920 to 1939. At its peak, the Jacksonville Terminal hosted approximately 142 trains and 20,000 passengers a day. The location has not been identified as being the site of a significant local, state or national event. No new evidence has been found to support this criterion.

C. It is identified with a person or persons who significantly contributed to the development of the City, State or Nation.

No new evidence has been found to support this criterion.

D. It is identified as the work of a master builder, designer, or architect whose individual work has influenced the development of the City, state or nation.

Because the USRA locomotives were designed by a committee of representatives from railroads and major locomotive builders, no evidence has been found to support this criterion.

E. Its value as a building is recognized for the quality of its architecture, and it retains sufficient elements showing its architectural significance.

No new evidence has been found to support this criterion.

F. It has distinguishing characteristics of an architectural style valuable for study of a period, method of construction, or use of indigenous materials.

The program of the National Mechanical Engineering Landmark stated that, "ACL #1504 is the only remaining original United States Railroad Administration (USRA) locomotive in its

essentially as-built condition.” ACL #1504 is the best remaining example of the P-S-A Pacific Passenger Engine designed and manufactured under the USRA program. A total of 81 locomotives of this model were manufactured with the Atlantic Coast Line Railroad owning 70. Also known as the “light Pacific”, the P-S-A 12 standard design was the most common passenger design prepared under USRA direction. Most locomotives at the time were described by their wheels with the P-S-A Pacific Passenger Engine, which was reflected in the design of ACL #1504, having four wheels in the pilot truck at the front, six main drive wheels and two wheels at the trailing truck under the cab, thus the number of 4-6-2. The “light Pacific” provided a smooth and easy ride, particularly over flat terrain common in Florida. Although primarily used with passenger trains, the “light Pacific” could haul up to 50 to 60 freight cars, and could reach speeds up to 100 mph.

The ACL Locomotive #1504 was the last of its kind to be taken out of operation. Soon after being mothballed, ACL #1504 was selected by Atlantic Coast Line president, Champion Davis for restoration based on the recommendation of John W. Hawthorne, head of the ACL Mechanical Department. After being restored, the engine was put in a place of honor in front of the new ACL headquarters building in Jacksonville. Relocated in 1986 to the grounds of the Prime Osborn Convention Center, ACL #1504 was further recognized by being listed as a National Historic Mechanical Engineering Landmark on October 23, 1990. The designation of ACL #1504 by the American Society of Mechanical Engineering is part of their program to recognize landmarks that “represent a progressive step in the evolution of mechanical engineering.”²

G. Its suitability for preservation or restoration.

As previously stated, ACL Locomotive #1504 represents the most originally intact of the few remaining USRA engines in existence and is essentially in its as-built condition. The few alterations to its original design include the headlight, tender trucks, and pilot truck wheels, but it retains its original or similar designed piping arrangement, tender, cab, domes, driving wheels, coal pusher, non-lifting injectors, trailing trucks, running boards, and pilot.³ ACL #1504 was selected for preservation and restoration since it represented a unique period in railroad history and is for the most part in its original condition. After being relocated to the Prime Osborn Convention Center, the locomotive received a \$75,000 restoration and was repainted again in 1998.⁴ Although needing some repairs and repainting, ACL Locomotive #1504 is mechanically sound and intact. Members of the Florida Railroad Company, Inc., the North Florida Chapter of the National Railway Historical Society, Inc., and the Southeast Chapter of the Railway & Locomotive Historical Society not only sought the landmark designation, but are committed to ensuring the long-term care of this significant piece of railroad history as well as promoting its significance within the community.

2 American Society of Mechanical Engineering, *USRA Steam Locomotives, Atlantic Coast Line 1504 and Baltimore and Ohio 4500, A National Historic Mechanical Engineering Landmark*,. October 23, 1990.

3 American Society of Mechanical Engineering, p. 7.

4 *Florida Times Union*, November 3, 1998, B-7.

RECOMMENDATION

Based on the lack of support for meeting four criteria for designation, the Planning and Development Department recommends that the City Council **APPROVE** the Rescission of the Atlantic Coast Line Locomotive #1504 (LM-09-03) as a City of Jacksonville Landmark.

II.

Request to Rescind Designation Application

REQUEST FOR RESCISSION OF LANDMARK OR LANDMARK SITE

1. Name of Proposed Landmark: Atlantic Coastal Line Engine # 1504

2. Address or General Location
of Proposed Landmark: 1000 West Bay Street, Jacksonville, FL 32202

3. Name and Address of Owner: City of Jacksonville
117 W. Duval Street
Jacksonville, FL 32202

4. Name and Address of Applicant: City of Jacksonville
117 W. Duval Street
Jacksonville, FL 32202

5. Type of Property: Choose an item.
 - a. Type of property: Mechanical

6. Year of Construction of Building: 1919

7. Original Use: Steam Locomotive Engine (Passenger & Cargo)

8. Present Use: Museum Display

9. Physical Description (Basic design, construction and condition):

The Locomotive is a non-functioning steam engine, called a "light Pacific" of the 4-6-2 wheel arrangement. Constructed by the United States Railroad Administration (USRA) in 1919, the engine is in good condition having been refurbished prior to display in 1960 at the Atlantic Coastal Line Railroad headquarters, then repainted after its relocated to its current location at the Prime Osborne Center in 1986.

10. Reason for the request of rescission:

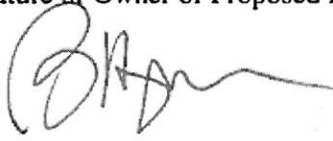
The owner no longer wishes the site to be landmarked.

11. Signature of Person Submitting Application:

Date: April 7, 2021

Please clearly Print Name of Person submitting Application:

Signature of Owner of Proposed Landmark:



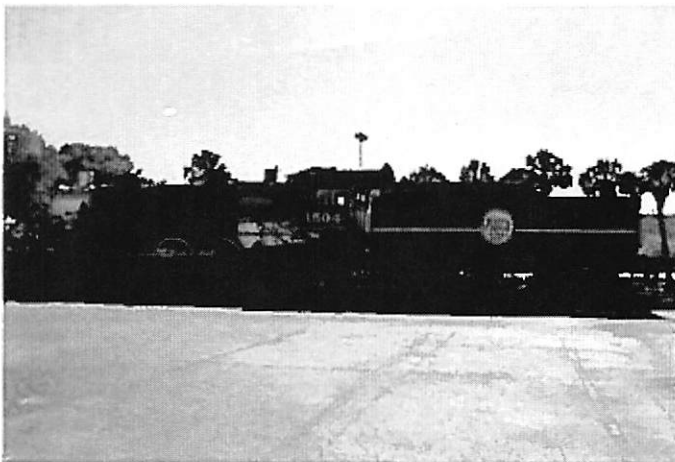
Brian Hughes
Chief Administrative Officer
For: Mayor Lenny Curry
Under Authority of:
Executive Order No: 2019-02

PLEASE ATTACH THE FOLLOWING DOCUMENTS AS WELL AS ANY OTHER DOCUMENTATION WHICH SUPPORT THE REQUEST.

(1) Original Landmark Report:

LM-09-03

(2) PHOTO *required*



(3) PHOTO *required*



MAP *required*



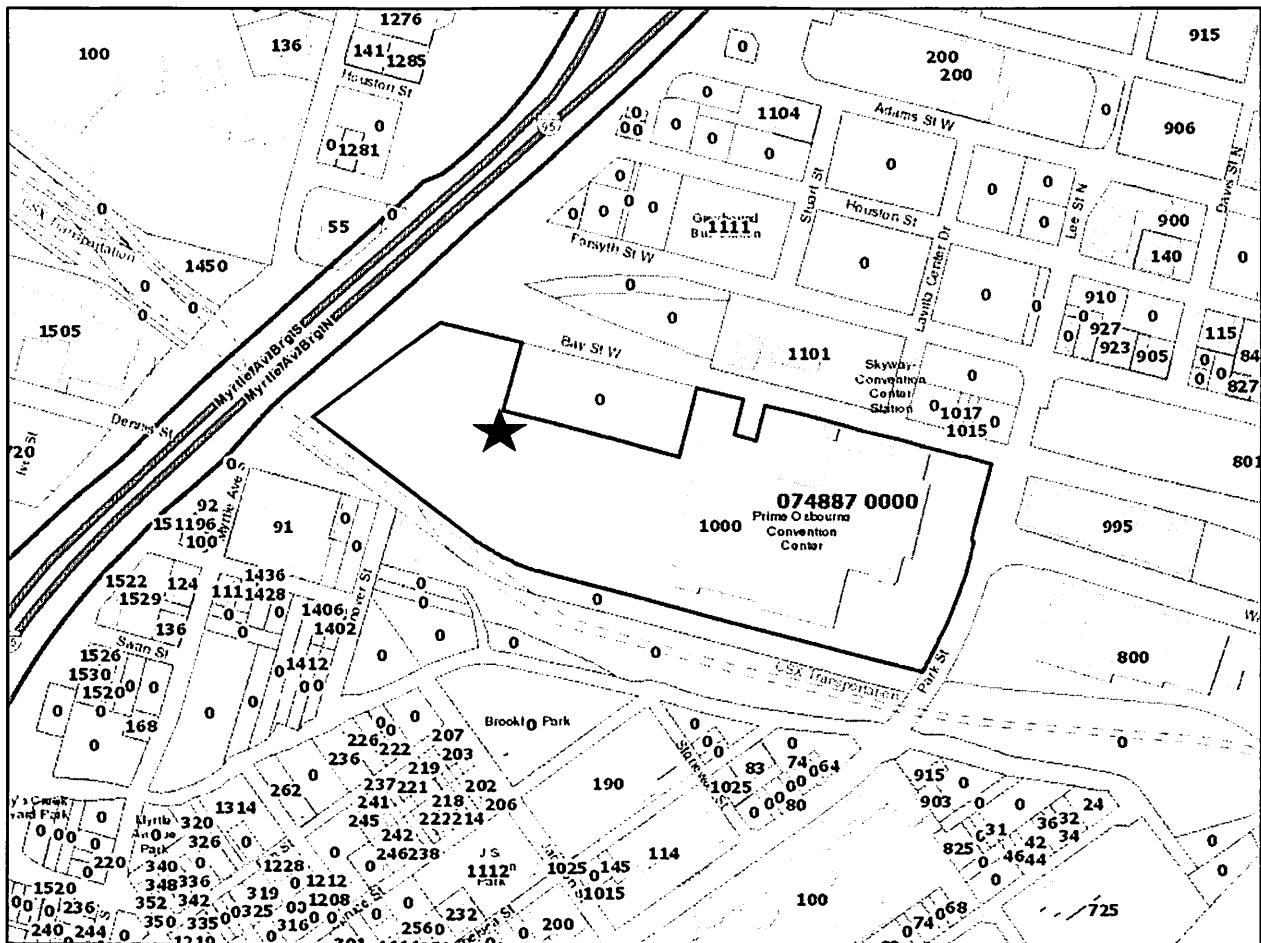
III.

Legal Description and Map

Exhibit A
BOUNDARY DESCRIPTION

Real Estate Assessment Number: 074887 0000

Legal Description: 40-2S-26E; LAVILLA DIV D; LOT 1, 8, PT LOTS 2, 5, 6, 7, BLK 7; LOTS 1 TO 4, BLK 8; LOTS 1 TO 7, BLK 9; LOTS 1, 2, BLK 10; LAVILLA DIV C; LOTS 1 TO 6, BLK 4; 5-91 JAX TERMINAL CO PLAT; PT BLK 12, PT CL STS, PT 40, 56-2S-26E; RECD O/R 5725-2053 (EX RW'S)



IV.

Proof of Publication of Notice

(Published daily except Saturday, Sunday and legal holidays)
Jacksonville, Duval County, Florida

STATE OF FLORIDA,

S.S.

COUNTY OF DUVAL,

Before the undersigned authority personally appeared Rhonda Fisher, who on oath says that she is the Publisher's Representative of JACKSONVILLE DAILY RECORD, a daily (except Saturday, Sunday and legal holidays) newspaper published at Jacksonville, in Duval County, Florida; that the attached copy of advertisement, being a Notice of Public Hearings

in the matter of Ordinance No. 2021-293

in the Court of Duval County, Florida, was published in said newspaper in the issues of 5/14/21

Affiant further says that the said JACKSONVILLE DAILY RECORD is a newspaper at Jacksonville, in said Duval County, Florida, and that the said newspaper has heretofore been continuously published in said Duval County, Florida, each day (except Saturday, Sunday and legal holidays) and has been entered as periodicals matter at the post office in Jacksonville, in said Duval County, Florida, for a period of one year next preceding the first publication of the attached copy of advertisement; and affiant further says that she has neither paid nor promised any person, firm or corporation any discount, rebate, commission or refund for the purpose of securing this advertisement for publication in said newspaper.

*This notice was placed on the newspaper's website and floridapublicnotices.com on the same day the notice appeared in the newspaper.

**NOTICE OF PUBLIC HEARINGS REGARDING
RESCINDING A HISTORIC LANDMARK DESIGNATION
ORDINANCE 2021-293**

AN ORDINANCE CONCERNING ATLANTIC COAST LINE LOCOMOTIVE NO. 1504, LOCATED AT 1000 WEST BAY STREET AND SITUATED ON THE GROUNDS OF THE PRIME OSBORN CONVENTION CENTER, IN COUNCIL DISTRICT 7, JACKSONVILLE, FLORIDA ("ACL 1504"); DECLARING ACL 1504, VALUED AT \$50,000.00, TO BE SURPLUS TO THE NEEDS OF THE CITY OF JACKSONVILLE (THE "CITY") AND AUTHORIZING THE APPROPRIATE CITY OFFICIALS TO TRANSFER TITLE OF SAID PROPERTY TO THE NORTH FLORIDA CHAPTER OF THE NATIONAL RAILWAY HISTORICAL SOCIETY, INC. ("NFC-NRHS"), AT NO COST, IN ACCORDANCE WITH SECTION 122.812(C), *ORDINANCE CODE*, FOR RESTORATION AND OPERATION AS A SHORT-LINE PASSENGER EXCURSION AND FUNDRAISING TRAIN; DESIGNATING THE PLANNING AND DEVELOPMENT DEPARTMENT TO MONITOR ACTUAL USE OF ACL 1504; PROVIDING FOR A REVERTER; AUTHORIZING REMOVAL OF THE NATIONAL REGISTER OF HISTORIC PLACES DESIGNATION; RESCINDING LOCAL LANDMARK AND LANDMARK SITE DESIGNATIONS FOR ACL 1504, WAIVING THE REQUIREMENTS OF CHAPTER 307, *ORDINANCE CODE*, RELATIVE TO REVIEW OF THE RESCISSION OF THE LOCAL LANDMARK AND LANDMARK SITE DESIGNATIONS BY THE JACKSONVILLE HISTORIC PRESERVATION COMMISSION AND TO THE EXTENT SAID CHAPTER IS INCONSISTENT WITH THIS ORDINANCE, AND DIRECTING THE ZONING ADMINISTRATOR AND CHIEF OF LEGISLATIVE SERVICES TO TAKE CERTAIN ACTIONS RELATIVE TO THE RESCISSION OF LOCAL LANDMARK AND LANDMARK SITE DESIGNATIONS FOR ACL 1504; PROVIDING FOR AN EFFECTIVE DATE.

A public hearing will be held on the first floor of City Hall, St. James Building, 117 W. Duval Street, Jacksonville, Florida, as follows:
City Council Public Hearing: Tuesday, May 25, 2021 at 5:00 p.m.

Land Use & Zoning
Committee Public Hearing: Wednesday, June 2, 2021 at 5:00 p.m.

A copy of the proposed ordinance is available for public inspection in the Legislative Services Division, located on the fourth floor of City Hall, between the hours of 8:00 a.m. and 5:00 p.m., Monday through Friday, and at www.coj.net through Legislative Bill Search. All interested persons are invited to review the proposed ordinance and to appear at the public hearing and be heard regarding the adoption of the proposed ordinance. Please visit www.coj.net for meeting information, virtual options (for viewing only) and COVID-19 recommendations for accessing public buildings.

Persons needing special accommodations to attend any hearing noticed hereinabove shall contact the Legislative Services Division at 904-255-5122 not less than 48 hours before a hearing or meeting in order to make arrangements.

Tommy Hazouri
City Council President

Cheryl L. Brown
Council Secretary



May 14

00 (21-03151D)

Rhonda Fisher

Sworn to and subscribed before me this 14th day of May, 2021 A.D. by Rhonda Fisher who is personally known to me.

JANET MOHR
Notary Public, State of Florida
My Comm. Expires 12/18/2024
Commission No. FH57087

Notary Signature

Seal

Notary Public, State of Florida

V.

List of Property Owners Located within 350
Feet of the Landmark

089130 0000
83 CHELSEA STREET LAND TRUST
P O BOX 351835
JACKSONVILLE FL 32235

089129 0000
CATHERINE AND LEE MCILVAINE
REVOCABLE TRUST
4461 SW 101ST DR
GAINESVILLE FL 32608

075423 0000
DSH MILLER PROPERTIES LLC
133 EAST BAY ST
JACKSONVILLE FL 32202

075397 0000
FORD CAMILLE G
PO BOX 20291
JACKSONVILLE FL 32225-0291

089408 0100
LOFTS AT BROOKLYN LTD
3030 HARTLEY RD
JACKSONVILLE FL 32257

076687 0000
STATE OF FLORIDA DEPARTMENT OF
TRANSPORTATION
1901 S MARION ST
LAKE CITY FL 32056-1089

089388 0000
VESTCOR FAMILY FOUNDATION INC
3030 HARTLEY RD STE 310
JACKSONVILLE FL 32257

LOFTS AT LAVILLA, LTD
JENNIFER WILLIAMS
995 WATER ST
JACKSONVILLE FL 32204

STAND YOUR GROUND, INC
SHERELINE REDDEN
1218 HOMARD BV E
JACKSONVILLE FL 32225

089139 0000
ANDREWS KEITH
156 AVENIDA MENENDEZ
SAINT AUGUSTINE FL 32084

075425 0000
CITY OF JACKSONVILLE
C/O CITY REAL ESTATE DIV
JACKSONVILLE FL 32202

088969 1000
F E C RR CO
FLORIDA EAST COAST RAILWAY
JACKSONVILLE FL 32256

074487 0000
INTERLINE BRANDS INC
ATTN ERIC KEETON
JACKSONVILLE FL 32204-1605

074816 0010
LOFTS AT LAVILLA LTD
3030 HARTLEY RD STE 310
JACKSONVILLE FL 32257

074888 0100
VC CATHEDRAL LLC
3030 HARTLEY RD STE 310
JACKSONVILLE FL 32257

089389 0000
VESTCOR FAMILY FOUNDATION INC
3030 HARTLEY RD STE 310
JACKSONVILLE FL 32257

NORTH RIVERSIDE COMMUNITY
ASSOCIATION LINDA MOORE
2637 EDISON AVE
JACKSONVILLE FL 32204

URBAN CORE
KIM PRYOR
245 3RD ST
JACKSONVILLE FL 32206

089011 0200
BR RIVERSIDE DST
27777 FRANKLIN RD SUITE 900
SOUTHFIELD MI 48034

074782 0000
CLINE WILLIE JO TRUST
4014 MORESBURG CT
JACKSONVILLE FL 32257-8997

076565 1000
FEDERAL RESERVE BANK
800 WATER ST
JACKSONVILLE FL 32204

074877 0000
JACKSONVILLE TRANSPORTATION
AUTHORITY
100 N MYRTLE AVE
JACKSONVILLE FL 32204-1310

075409 0000
SAFER BROTHERS LLC
C/O DUVAL CONTAINER COMPANY
JACKSONVILLE FL 32203

074830 0100
VC LAVILLA TOWNHOMES LTD
3030 HARTLEY RD STE 310
JACKSONVILLE FL 32257

BROOKLYN NEIGHBORHOOD
ASSOCIATION AYESHA COVINGTON
202 SPRUCE ST
JACKSONVILLE FL 32204

NORTHWEST
TYRONA CLARK MURRAY
1030 DETROIT ST
JACKSONVILLE FL 32254