United States Department of the Interior
National Park Service

National Register of Historic Places Continuation Sheet

Name of Property

County and State

Name of multiple property listing (if applicable)

Section number _____ Page _____

SUPPLEMENTARY LISTING RECORD

NRIS Reference Number: 100001388 Date Listed: 1/23/2018

Property Name: Atlantic Coast Line Railroad Locomotive No. 1504 (Florida's Historic Railroad Resources MPS)

County: Duval State: FL

This property is listed in the National Register of Historic Places in accordance with the attached nomination documentation subject to the following exceptions, exclusions, or amendments, notwithstanding the National Park Service certification included in the nomination documentation.

Signature of the Keeper

1-23-2018
Date of Action

Amended Items in Nomination:

This SLR is to clarify the period and level of significance for the nominated property.

The period of national significance is 1919, corresponding with Criterion C and the property's engineering significance as a rare surviving example of a locomotive designed and produced as a result of the Federal takeover of the nation's railroads during the First World War.

The property's state/local significance corresponds with its association with transportation (Criterion A) in Florida from 1920-1952.

The locomotive's location is not ideal, but the rarity and importance of the type and association mitigate the loss of integrity of setting and feeling.

The Florida State Historic Preservation Office was notified of this amendment.

DISTRIBUTION:

National Register property file
Nominating Authority (without nomination attachment)

NPS Form 10-900
(Rev. 10-90

OMB No. 1024-0018

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES REGISTRATION FORM

RECEIVED
JUN 16 2017
Natl. Reg. of Hist. Places

MP-1388

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in How to Complete the National Register of Historic Places Registration Form (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Atlantic Coast Line Railroad Locomotive # 1504

other names/site number 8DU19817

2. Location

street & number 1000 West Bay Street ☐ not for publication

city or town Jacksonville, ☐ vicinity

state Florida code FL county Duval code 031 zip code 32202

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this ☒ nomination ☐ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property ☒ meets ☐ does not meet the National Register criteria. I recommend that this property be considered significant ☒ nationally ☒ statewide ☒ locally. (☐ See continuation sheet for additional comments.)

Signature of certifying official/Title Deputy SHPO Date 5/25/17

Florida Department of State, Division of Historical Resources, Bureau of Historic Preservation
State or Federal agency and bureau

In my opinion, the property ☐ meets ☐ does not meet the National Register criteria. (☐See continuation sheet for additional comments.)

Signature of certifying official/Title Date

State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

☑ entered in the National Register
☐ See continuation sheet
☐ determined eligible for the National Register
☐ See continuation sheet.
☐ determined not eligible for the National Register
☐ See continuation sheet.
☐ removed from the National Register.
☐ other, (explain) _____

Signature of the Keeper

Date of Action 1-23-2018

5. Classification

Ownership of Property
(Check as many boxes as apply)

- ☐ private
- ☒ public-local
- ☐ public-State
- ☐ public-Federal

Category of Property
(Check only one box)

- ☐ buildings
- ☐ district
- ☐ site
- ☒ structure
- ☐ object

Number of Resources within Property
(Do not include any previously listed resources in the count)

Contributing	Noncontributing	
0	0	buildings
0	0	sites
2	1	structures
0	0	objects
2	1	total

Name of related multiple property listings
(Enter "N/A" if property is not part of a multiple property listing.)

Florida's Historic Railroad Resources MPS

Number of contributing resources previously listed in the National Register

N/A

6. Function or Use

Historic Functions
(Enter categories from instructions)

TRANSPORTATION: Rail Related

Current Functions
(Enter categories from instructions)

OTHER: Public Display

7. Description

Architectural Classification
(Enter categories from instructions)

OTHER: 4-6-2 Pacific Type

Materials
(Enter categories from instructions)

foundation METAL
walls METAL
roof METAL
other

Narrative Description
(Describe the historic and current condition of the property on one or more continuation sheets.)

8. Statement of Significance

Applicable National Register Criteria
(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

☒ **A** Property is associated with events that have made a significant contribution to the broad patterns of our history.

☐ **B** Property is associated with the lives of persons significant in our past.

☒ **C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

☐ **D** Property has yielded, or is likely to yield information important in prehistory or history.

Criteria Considerations
(Mark "x" in all the boxes that apply.)

Property is:

☐ **A** owned by a religious institution or used for religious purposes.

☒ **B** removed from its original location.

☐ **C** a birthplace or grave.

☐ **D** a cemetery.

☐ **E** a reconstructed building, object, or structure.

☐ **F** a commemorative property.

☐ **G** less than 50 years of age or achieved significance within the past 50 years

Areas of Significance
(Enter categories from instructions)

Transportation
Engineering

Period of Significance

1919-1952

Significant Dates

1919

Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

American Locomotive Company, Builder
United States Railroad Administration, Designer

Narrative Statement of Significance
(Explain the significance of the property on one or more continuation sheets.)

9. Major Bibliographical References

Bibliography
Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):

☐ preliminary determination of individual listing (36 CFR 36) has been requested
☐ previously listed in the National Register
☐ previously determined eligible by the National Register
☐ designated a National Historic Landmark
☐ recorded by Historic American Buildings Survey
_____

☐ recorded by Historic American Engineering Record
_____

Primary location of additional data:

☐ State Historic Preservation Office
☐ Other State Agency
☐ Federal agency
☒ Local government
☐ University
☐ Other

Name of Repository
Jacksonville Planning and Development Department

10. Geographical Data

Acreage of Property less than one acre

UTM References
(Place additional references on a continuation sheet.)

	Zone	Easting	Northing
1	17	435133	3355364
2			
3			
4			

☐ See continuation sheet

Verbal Boundary Description
(Describe the boundaries of the property on a continuation sheet.)

Boundary Justification
(Explain why the boundaries were selected on a continuation sheet.)

11. Form Prepared By

name/title Joel McEachin, City Planner Supervisor - Historic Preservation; Ruben Acosta, BHP, DHR

organization Jacksonville Planning and Development Department date April 3, 2017

street & number 3rd Floor, Ed Ball Building, 214 North Hogan Street telephone (904) 255-7800

city or town Jacksonville state Florida zip code 32202

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps

A **USGS map** (7.5 or 15 minute series) indicating the property's location.

A **Sketch map** for historic districts and properties having large acreage or numerous resources.

Photographs

Representative **black and white photographs** of the property.

Additional items
(check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of SHPO or FPO.)

name Jacksonville Public Works Department - Public Buildings Division

street & number 555 West 44th Street telephone 904- 630-5401

city or town Jacksonville state Florida zip code 32208

SUMMARY:

Atlantic Coast Line Railroad (ACL) Locomotive Number 1504 is a United States Railroad Administration (USRA) designed class P-5-A "light Pacific" steam locomotive engine. The steam engine, which measures roughly 15 feet in height and a little over 80 feet in length from the tip of the pilot to the end of the tender, features a 4-6-2 wheel configuration. Although no longer operational, it still retains all the vital elements of a steam engine, including its original or similarly designed piping arrangement, tender, cab, domes, driving wheels, coal pusher, non-lifting injectors, trailing trucks, running boards, and pilot.[1] The engine has had some alterations, including the replacement of the headlight, tender trucks, and pilot truck wheels.[2] The engine has also been moved to its current location, which is on a detached set of tracks in the middle of the parking lot in front of what is now the Prime Osborn Convention Center, which was formerly the city's depot. Despite this, it still retains sufficient integrity of design, materials, workmanship, association and feeling to qualify for listing in the National Register of Historic Places.

SETTING:

The city of Jacksonville, which is in northeast Florida, is the largest city in the continental United States by land size. The city has an unusual double role of functioning as the county government as well, the result of the consolidation of the city and Duval County back in the 1960s. It has a population of a little over 850,000 people and serves as a major port terminal and transportation hub. With two major Navy bases and a Coast Guard base, the city has a large military presence. It also serves as the headquarters to a number of major corporations, including CSX, Fidelity National Financial, Ameris Bancorp, Gate Petroleum, and Southeastern Grocers.[3]

The ACL Locomotive Number 1504 is located on the grounds of the Prime Osborn Convention Center at 1000 West Bay Street in the LaVilla section immediately west of Downtown Jacksonville. The Prime Osborn Convention is fronted by the 1919 Jacksonville Terminal with the newer exhibition hall, meeting rooms, and hallways, as well as parking lot occupying the area of the original rail yard. Donated by CSX Railroad, the locomotive was placed in the center of the parking lot in the same month that the convention center opened in October of 1986. Already constructed, the configuration of the parking lot restricted placement of the locomotive to the middle of the travel lanes resulting in not having an east-west orientation. Immediately to the south of the Prime Osborn Convention Center is an active rail line used by the Florida East Coast Railroad.

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[1] 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, p. 7.
[2] Ibid.
[3] City of Jacksonville, "About Jacksonville," http://www.coj.net/about-jacksonville.aspx.

PHYSICAL DESCRIPTION:

The Atlantic Coast Line Railway (ACL) Locomotive #1504 is a class P-5-A "light Pacific" steam locomotive, designed primarily as for passenger service. It measures approximately fifteen feet in height and 80 feet, nine and a half inches in length from the tip of the pilot to the tender. The engine itself measures approximately 48 feet from the tip of the cowcatcher to the end of the cab. The "light Pacific" locomotive weighs over 270,000 lbs. and could reach speeds up to 100 miles per hour. The locomotive is constructed of various types of steel which have been forged, cast, or rolled and riveted together (Photos 1-3).

The front wheels behind the pilot, commonly known as the cowcatcher, are called the leading wheels or pilot truck wheels (Photos 4-6). They balance the truck and weight, increasing stability. The pilot truck helps guide the locomotive into curves and enables higher speeds. Above the leading wheels are the smoke stack, the smoke box, steam chest, and cylinders (Photos 7-8). ACL Locomotive # 1504 has a headlight and a bell in front of the smoke box, which is the area just below the smoke stack (Photos 9-12). The steam chest sits between the four leading wheels. External cylinders house pistons, which power the driving wheels via large connecting rods (Photos 13-14).

Moving toward the back of the steam locomotive, two large black domes on the top of the boiler are the sand and steam domes (Photo 15). The one closest to the smoke stack is the sand dome (Photo 16). The sand dome stores sand and releases it as needed when the tracks are slick or icy for added traction. The second dome is the steam dome (Photo 17). The whistle, an essential and popular feature of steam locomotives, is located next to the steam dome (Photo 18). The steam dome is where the steam and heated water mixture coming from the boiler are separated to prevent damage to the valves and pistons. The steam dome sits above the boiler, which is located above the driving wheels. These wheels are 73 inches in diameter and are connected to each other via connecting rods. The main rod drives the six large wheels (Photos 19-20). Above the main rod is the valve gear, which allows the machine to reverse (Photos 21-22). Behind the driving wheels are the trailing wheels, which sit below the firebox and cab and which carry the weight of the rear of the locomotive (Photos 24-25).[4] The cab is located at the rear of the locomotive and shelters the rear of the boiler and the controls that allow the engineer to drive the locomotive and the fireman to tend to the boiler. These include various valves controlling the use of steam to power the locomotive, apply the brakes, and fill the boiler with water. Gauges displayed steam pressure, brake line pressure, and water level. Fire doors allowed access to the firebox, and prior to the installation of a mechanical stoker, allowed the fireman to shovel coal into the fire (Photos 26-30).

[4] Michael Heavener, http://www.heavenr.com/railroad/glossary.html, 2009.

The tender measures approximately 32 feet in length, including the couplers. The tender has room for 14 tons of coal and 10,000 gallons of water.[5] A coal pushing mechanism located in the coal bunker assured the fireman easy access to fuel while stoking the firebox (Photos 31-37).

ALTERATIONS:

The locomotive retains a very high level of integrity of design, materials, and workmanship. One major historic alteration is the incorporation of a mechanical stoker, which eliminated the need for the fireman to manually shovel coal into the firebox. Other alterations during this period of significance were limited to a replacement of worn parts due to regular wear. This includes new tender trucks, pilot truck wheels, and a new headlight. Modern alterations include the replacement of the cab windows, and the installation of doors on the rear of the cab to enclose the formerly open space and thus protect the complex system of valves and other controls located within.

INTEGRITY

This locomotive, which remains largely in its original condition with very minimal changes, retains its integrity of design, materials, workmanship, and feeling. Since being mothballed in 1952 it has been moved twice, the first time in front of the ACL headquarters building in Jacksonville in 1960, and then later to its present location in 1986. It currently sits on two detached tracks surrounded by a protective fence in the parking lot of the Prime Osborne Convention Center, which used to be the Jacksonville Terminal. The current location is particularly fitting as the Number 1504 was based out of Jacksonville and made regular runs between Richmond and Jacksonville for nearly 20 years.

While the locomotive is not currently located on an active railroad line or siding, nor is it on an inactive piece of railroad track that is currently connected to a railroad line, the extreme scarcity of this type of locomotive with direct association with the United States Railroad Administration and the history of the Atlantic Coast Line Railroad should be taken into account when evaluating significance. Only ten USRA locomotives survive today in various states of preservation, and 1504 is the only surviving example of a USRA light Pacific type locomotive.

The locomotive is proximate to a railroad station and not placed in a park or museum that is completely disconnected from a railroad setting. While its orientation leaves much to be desired, its location does facilitate its preservation by maintaining the locomotive in the public view, generating interest in maintaining the locomotive. Currently, a local group is also exploring the option to rehabilitate the locomotive and possibly

[5] American Society of Mechanical Engineering, p. 7.

return it to use, much like the Union Pacific Railroad is currently doing with preserved locomotive 4014, a Big Boy 4-8-8-4 class locomotive that was displayed at the Los Angeles Fairgrounds until 2013.

Overall, ACL 1504 retains a high level of integrity of design, materials, workmanship, association and feeling, and a moderate level of location and setting.

SUMMARY:

The Atlantic Coast Line Railroad (ACL) Locomotive Number 1504 is eligible for listing in the National Register under Criterion A at the local level in the area of Transportation and Criterion C at the national, state, and local level in Engineering. The period of significance extends from its construction in 1919 to 1952, when it ceased usage as an active railroad engine. The locomotive itself, which was declared a National Historic Mechanical Engineering Landmark in 1990, is the best surviving example of a United States Railroad Administration (USRA) P-S-A Pacific Passenger engine. The USRA was created during World War I to coordinate railroad operations in the United States. As part of this effort to improve efficiency, the agency pushed for standardized designs for steam locomotives. The designs created by the USRA and the adaptations of it dominated the domestic production of steam locomotives until the last of them were made in the early 1950s. A total of 1,856 locomotives, including ACL #1504, were designed or fabricated during the war using these standard plans. Number 1504 was one of the original 81 4-6-2A steam engines produced during World War I, and after the war it served as a passenger service train on the Atlantic Coast Line Railroad for twenty years, hauling a number of famous trains, including the *Miamian*, the *Florida Special*, and the *Dixie Flyer*. By the beginning of World War II, as the ACL started using diesel engines for passenger service, the steam locomotives such as Number 1504 were used to haul freight. During its time as a passenger locomotive, Number 1504 was based out of Jacksonville. It was eventually moved to Tampa to haul freight and it was there that the engine was placed out of commission in 1952.

The ACL Locomotive Number 1504 contributes to the *Florida's Historic Railroad Resources* MPS under Associated Historic Contexts: Progressive Era Expansion and World War I, 1904-1920; Florida Land Boom, 1921-1928; Great Depression, 1929-1941; and World War II and the End of the Steam Era, 1942-1949. It also contributes under Associated Property Type F.3: Railroad Structures.

Historical Context

Railroad History in Jacksonville

Jacksonville and Duval County have a long association with the development of railroads in Florida that continues to define the community as a major rail center while playing an important role in the local economy.[6] As early as 1834, local business interests were considering the construction of a railroad line from Jacksonville to Tallahassee, but never implemented due to the outbreak of the Second Seminole War. In the 1840s, another

[6] Much of the information on Jacksonville's railroad history is summarized from T. Frederick Davis, *History of Jacksonville, Florida and Vicinity*. (Jacksonville, Florida: San Marco Bookstore, 1990, reprint of 1925 edition), pp. 341-357. and Pleasant Daniel Gold, *History of Duval County, Florida*. (St. Augustine, Florida: The Record Company, 1926 (Reprint by Higginson Book Company), pp. 176 - 187.

line was being contemplated connecting Jacksonville with the Gulf Coast via Cedar Key. This proposal was opposed and thwarted by a group of investors that included Senator David Levy Yulee, who soon completed a line from Fernandina to Cedar Key.

The history of the railroad industry in Jacksonville goes back to 1857 with the incorporation of the Florida, Atlantic & Gulf Railroad. Under the leadership of Dr. Abel Baldwin, a group of Jacksonville investors received a charter to build a railroad from Jacksonville to Alligator (Lake City). The railroad officially opened in March of 1860 as the Florida, Atlantic, & Gulf Railroad. During the Civil War, the railroad was significantly damaged by military actions in the west part of Duval County.[7]

Recognizing the importance of improving transportation in order to enhance settlement and economic development, the Florida legislature created the Internal Improvement Fund in the 1850s to help manage the state's vast public lands. It was supervised by the Governor, Comptroller, Treasurer, and Secretary of Agriculture. Canal or railroad projects approved by the members of the Internal Improvement Fund could receive 200 feet of public right-of-way through state lands, as well as alternating sections of lands six miles deep on both sides of the track. Once the roadway was graded, the railroad companies received $10,000 per mile for the purchase of rails and rolling stock. In addition, the state issued bonds for the construction of bridges and trestles that were backed by liens on railroad property. The offering of state lands was contingent on the companies over time paying the principle and interest on the bonds.[8]

After the Civil War, railroad travel was greatly enhanced by the widespread use of a standard gauge railroads that allowed different lines to make direct connections, thus lessening the number and lengths of delays and changing of cars. From the 1870s into the 1890s, a number of railroad lines primarily formed by locally based companies hoping to take advantage of generous state land offers sprang up across the state. This made railroad development difficult, as the lines were in a constant state of flux characterized by continuous mergers, acquisitions, and bankruptcies, creating a confusing number of name changes and ownerships. Confronted with the economic difficulties of Reconstruction, a number of smaller railroads were unable to stay in business and completely disappeared.

By the 1890s, these various smaller lines began to be incorporated as part of major railroad companies that operated more on a regional and national level. By the 20th century, the large railroad companies serving

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[7] T. Frederick Davis, *History of Jacksonville, Florida and Vicinity*. (Jacksonville, Florida: San Marco Bookstore, 1990, reprint of 1925 edition), pp. 342-343
Pleasant Daniel Gold, *History of Duval County, Florida*. (St. Augustine, Florida: The Record Company, 1926 (Reprint by Higginson Book Company), pp. pp. 124-125.
[8] Charlton W. Tebeau, *A History of Florida*. (Coral Gables, Florida: University of Miami Press, 1971), pp. 189-190.

Florida included the Atlantic Coast Line Railroad (ACL), Seaboard Airline Railway (SAL), Southern Railway, the Louisville & Nashville Railroad (L&N), and the Florida East Coast Railway (FEC).[9]

Atlantic Coast Line Railroad

The Atlantic Coast Line Railroad (ACL) owes its existence largely to a wealthy Baltimore investor William T. Walters, who consolidated a number of smaller lines based primarily in Virginia, North Carolina, and South Carolina after the Civil War. The Atlantic Coast Line Company was formed in 1889 as a holding company for these smaller consolidated rail lines. By 1898, these companies were officially merged into a larger rail line known as the Atlantic Coast Line Railroad of Virginia, later shortened to simply the Atlantic Coast Line Railroad after further acquisitions extended their holdings into Georgia in 1900.[10]

The development of the ACL in Florida was primarily based on the various lines that came under the control and ownership of railroad magnate, Henry B. Plant. Before the Civil War, the Atlantic & Gulf Railroad was opened from Waresboro on the Satilla River to Thomasville, George, and by the end of the war had reached Bainbridge, Georgia. The western extension of this line was to draw off cotton trade from the Chattahoochee and Flint Rivers connected to the Gulf of Mexico by the Apalachicola River. This line went into receivership and was purchased by Henry B. Plant who reorganized the company as the Savannah, Florida & Western Railroad. Around the same time, Plant established another company, the East Florida Railway, to construct a railroad from Jacksonville to the St. Marys River. At that point, the line connected with Plant's Waycross & Florida Railroad that ran to Waycross, Georgia. Collectively known as "the Waycross Short Line," these two companies were merged into the Savannah, Florida & Western Railroad in 1884.[11]

Chartered in 1875 with construction initiated in 1883, the Jacksonville, Tampa, & Key West Railroad connected Jacksonville with Palatka. Primarily owned by Robert H. Coleman, a wealthy coal operator from Cornwall, Pennsylvania, the Jacksonville, Tampa & Key West Railroad was extended to Sanford, Florida by 1886, where it connected with the South Florida Railroad. This link connected Jacksonville directly with Tampa. After going into receivership, the Jacksonville, Tampa & Key West Railroad was acquired by the Plant Investment Company in April 1899 and became part of the Savannah, Florida & Western Railroad. The Plant Investment Company, which had previously purchased the South Florida Railroad, was now in control of a trunk line that ran from the north, through Jacksonville to Tampa.[12]

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[9] George W. Pettengill, Jr. *The Story of Florida Railroads*. Bulletin No. 86, The Railway and Locomotive Historical Society, The Southeast Chapter. (Jacksonville, Florida, May, 1998), pp. 7 -12.

[10] Mike Schafer, *Classic American Railroads* Volume III (Minneapolis, MN: MBI Publishing, 2003), 9.

[11] Davis, pp. 345 & 348; Gold, pp. 178 -182.

[12] Ibid.

After Plant's death, the Savannah, Florida & Western Railroad was consolidated as part of the ACL in 1902. Another line that became part of the Atlantic Coast Line Railroad was the Jacksonville and Southwest Railroad, which opened in 1899, connecting Newberry in Alachua County with the Cummer Sawmill at Sand Fly Point at the mouth of Trout River. Although it provided passenger service, this standard gauge 100-mile railroad was constructed primarily to transport lumber and later phosphate from the Newberry area to the Cummer Sawmill and docks at Milldale. The line was sold in 1903 and became part of the ACL the following year in 1904.[13]

As a result of its growth through aggressive acquisitions, the ACL emerged as a major railroad in the region. One particularly important acquisition was the Louisville & Nashville (L&N) and Atlanta, Birmingham & Coast (AB&C), which expanded their reach into the Deep South. Passenger and freight service into the rapidly growing Florida markets proved to be highly profitable for the ACL. Despite the increased competition from automobiles, passenger service into Florida remained profitable even after World War I as the ACL compensated for this by improving the size and comfort of its passenger cars and improved its infrastructure. The company was able to avoid bankruptcy during the Great Depression due in large part to its size and connections. By the end of the 1930s, the company began transitioning to diesel-electric engines, moving its steam locomotives into freight service.

After the end of World War II, the vast improvements in automobiles and airlines coupled with the construction of the federal interstate system cut into the business of railroads, especially with passenger service. The ACL continued to operate a profitable passenger business throughout the 1950s and 1960s but realized a merger with rival SAL was needed for long term survival. In 1967, the two companies merged to form the Seaboard Coast Line Railroad Company. In 1980, Seaboard Coast Line Industries, the holding company for the railroad, merged with the Chessie System, Inc., to form CSX Corporation. In 1986, several railroad companies, including the new Seaboard System Railroad, merged to create CSX Transportation that operated under the umbrella of the CSX Corporation.[14]

Railroad Depots and the Jacksonville Terminal

Before the establishment of the Jacksonville Terminal Company and the construction of a central station, each rail line serving Jacksonville had its own depot. The first railroad in Jacksonville, the Florida, Atlantic & Gulf Central Railroad, had a simple uncovered platform near the intersection of West Adams and Clay streets in the

[13] Gold, pp. 186 & 457; Davis, p. 348.
[14] Schafer, *Classic American Railroads*, 15-18; Glenn Hoffman, Ph.D. *A History of the Atlantic Coast Line Railroad Company*. (Jacksonville, Florida: CSX Corporate Communications and Public Affairs, 1998), p. 303.
Before the merger, Atlantic Coast Line Railroad and Seaboard Airline Railroad each owned 1/3 of the Florida Publishing Company, the publishers of the *Florida Times Union* and the *Jacksonville Journal*. After the merger in 1967, the new Seaboard Coast Line Railroad had complete ownership of the Florida Publishing Company until sold by CSX in 1983. There have been questions and charges that railroad ownership had influenced editorial policies of these two papers.

west side of downtown. After the Civil War, the depot moved to the foot of North Julia Street. Arriving in Jacksonville in 1881, the Savannah, Florida & Western Railroad had a depot just east of the Broad Street (Riverside Avenue) Viaduct along the river front with a spur providing access to a long dock for loading freight from river boats. Both the Plant System and the Florida East Coast Railroad operated steam boats along the St. Johns River that supplemented train transportation. Coming from the north, the Fernandina & Jacksonville Railroad constructed a depot on East Bay Street just west of Hogans Creek. The Jacksonville, Tampa, & Key West Railroad and the Jacksonville, St. Augustine and Halifax River Railroad had depots located near the mouth of McCoys Creek. The Florida Railway & Navigation Company moved the depot of the old Florida, Atlantic & Gulf Central Railroad from the foot of Julia Street to the foot of Hogan Street. The company opened a belt line in 1886 that allowed passenger trains from the Fernandina & Jacksonville, now owned by the Florida Railway & Navigation Company, to use the North Hogan Street depot. The belt created a continuous rail loop along the waterfront. [15]

The idea of developing a central terminal serving several railroad companies began to be discussed in the 1880s. Having multiple depots was operationally inefficient and inconvenient for passengers. In an effort to develop a union station for the city, the Jacksonville Terminal Company was established in 1893 by Henry M. Flagler, Henry B. Plant, and H. R. Duval. Flagler served as president, with Plant, vice-president, H.R. Duval, treasurer and J.R. Parrott as secretary.

The site for the new union station along the south side of West Bay Street required diverting the channel of McCoy's Creek and filling adjacent marshes with 300,000 cubic yards of dirt. The filled creek bed and surrounding marshes required the driving of 2,100 piles to a depth of 70 feet in order to provide a solid foundation for the station and rails. With construction slowed by a hurricane in 1894, the new terminal that opened on January 15, 1897 featured a long façade along West Bay Street framed by two towers covered with clay tiles. This Italian Renaissance Style station, designed by W. B. Howe and built by S.S. Leonard, also had an enormous train shed one-fifth of a mile long and 520 feet wide. When completed, the new station covered an area of 325' x 120'. By 1900, nearly two million people were passing through the Union Station yearly, a number that increased to two and a half million by 1910, which was three times the state's population at the time. By 1912, the station handled approximately 92 trains a day.[16]

As a result of increased usage, public outcry grew for a new, larger train facility in Jacksonville, culminating in the construction of the first Jacksonville Terminal, which was completed in 1919. After defeating attempts by the City of Jacksonville to have the terminal relocated to the west side of North Myrtle Avenue, the Jacksonville Terminal Company began construction of a new $2 million railroad facility, which incorporated the 1897 terminal. The participating companies included the Florida East Coast Railroad, the

[15] Davis, pp. 355-357
[16] Wood, p. 95; Davis, pp. 356-357; Gold, pp. 183-184

Seaboard Airline Railroad, Atlantic Coast Line Railroad, the Southern Railway, and the Georgia, Southern, and Florida Railroad. Winning a nationwide competition, New York architect Kenneth M. Murchison was contracted to design the building. Irwin & Leighton from Philadelphia were hired to construct the terminal. Murchison borrowed heavily from New York's Pennsylvania Station in the design for the new Jacksonville Terminal. Fronted by fourteen massive limestone columns over 42 feet high, the mammoth new terminal opened 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, 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. [17]

Before it closed in 1974, the Jacksonville Terminal had been visited by nearly every U.S. President since Warren G. Harding, as well as numerous screen and stage stars, and a variety of celebrities from the Duke and Duchess of Windsor to gangster Al Capone. Many of the trains that frequented the Jacksonville Terminal also became celebrities in their own right, including the *Silver Meteor*, *Silver Star*, *South Wind*, *Flamingo*, *Dixie Flyer*, *Florida Special*, *Champion*, and the *Orange Blossom Special,* the first fully air conditioned coach.[18]

Another significant part of Jacksonville's railroad history was the opening of the Seaboard Airline Railroad Shops along North McDuff Avenue. Having insufficient space at the nearby Honeymoon Yards, the Seaboard Airline Railroad announced plans in 1907 for the construction of extensive shop facilities on a 95-acre site west of North McDuff Avenue and north of Warrington Street in the Lackawanna neighborhood. Construction of the yards, which reportedly cost $1,200,000, involved a workforce of 1,000 masons, carpenters, and metal workers. The yards included a roundhouse that could serve up to ten locomotives, a 10,000-ton coal storage facility, and nine large support buildings housing a passenger & car shop, car wheel & axle shop, and a 1,000' x 28' transfer and office structure. The yards were designed by H.N. McCrary, a civil engineer with the railroad and constructed by C.D. Elliott Company of Hickory, North Carolina and W.T. Hadlow Company of Jacksonville. McCrary was responsible for the design of other yards including shops in Tampa, the Wildwood Yards and the Baldwin Yards that opened in 1924.[19]

A significant development that consolidated Jacksonville's reputation as one of the major rail centers in the South was the relocation of the Atlantic Coast Line Railroad's national headquarters from Wilmington, North

[17] Wood, p. 94.
Davis, p. 357

[18] History of the Jacksonville Terminal summarized from the *Designation Application and Report of the Planning and Development Department to the Jacksonville Historic Preservation Commission, Proposed Designation of the Jacksonville Terminal Complex, 1000 West Bay Street, LM-95-18. February 28, 2001*.

[19] Environmental Services, Inc. *The Historic Architectural Resources of the North Riverside Neighborhood in Jacksonville, Duval County*, November, 2004, p. 44.

Carolina to Jacksonville. The headquarters had been located in Wilmington since 1902 and had been previously used by the Wilmington Weldon Railroad, the parent company of the Atlantic Coast Line Railroad. The Wilmington location became increasingly inconvenient as the Atlantic Coast Line operations moved more to the south. Movement of the headquarters to Jacksonville involved the relocation of over 1,000 company employees that made the city home. The relocation was accompanied by the construction of a new headquarters building along the waterfront in Downtown Jacksonville. The 15-story building, which was designed by Jacksonville architectural firm of Kemp, Bunch & Jackson, opened in 1960, significantly contributing to the riverfront redevelopment initiative of Mayor Haydon Burns. With later mergers, the building served as headquarters for the Seaboard Coast Line Railroad, and currently houses the national office of the CSX Railroad.[20] The building continues to be a significant part of the downtown skyline.

HISTORICAL and ENGINEERING SIGNIFICANCE

United States Railroad Administration

The United States Railroad Administration (USRA) was established at the end of 1917 in response to the massive demands placed upon railroad companies by the United States' declaration of war on the Central Powers in April of that year. The country quickly mobilized its considerable natural, industrial, and human resources to the war effort, and thousands of tons of raw and finished materials surged towards east coast ports. However, the railroads faced increasing difficulties in moving freight towards eastern terminals for shipment to Europe. Increased freight traffic congested railway lines. Shippers failed to unload railroad cars promptly. Railroad cars were used temporary freight storage, causing a shortage in empty cars. Poor planning lead to inefficient allocation of resources. Shortages of coal and other supplies delayed ships departing for Europe, exacerbating the congestion issue at east coast ports. Railroads faced labor shortages as employees left for higher paying jobs in defense industries. A voluntary association of railroads, consisting of the heads of the nation's largest railroad companies, was unable to implement and enforce a plan addressing the above issues.[21]

In December, 1917, President Woodrow Wilson nationalized 90 of the country's railroads and placed them under the control of the USRA, headed by Secretary of the Treasury William McAdoo. The nationalization was justified as a wartime necessity, allowed under the Army Appropriations Act of 1916, and entailed government operation of the railroads but not ownership—essentially the government would lease the railroads from their parent companies and pay for their use. The USRA was tasked not only with the

[20] Hoffman, pp. 277 – 279.
[21] Eugene L. Huddleston, *The USRA and the Nation's Railroads* (Bloomington, IN: Indiana University Press, 2002): 1-2; George M. Smerk, "U.S. Railroad Administration" *Encyclopedia of North American Railroads*, edited by William D. Middleton, George M. Smerk, and Roberta L. Diehl (Bloomington, IN: Indiana University Press, 2007): 1071-1072.

operation of the railroads and assuring the rapid transport of freight, but also in rationalizing and standardizing equipment to allow for the more efficient utilization of limited resources.[22] In addition, the USRA was given jurisdiction over inland waterways by the Wilson administration, to facilitate the organization and development of supplementary forms of transportation to support the railroad system.[23]

At the agency's creation, the most pressing problem facing the USRA was the transportation backlog facing the nation's railroad system. Within the first three months of 1918, McAdoo and the USRA passed new rules, including standardizing wages and work hours, increasing costs for shippers that failed to unload railroad cars, rerouting traffic to high-capacity lines, and requiring shared locomotive maintenance depots to reduce the downtime of the limited availability of locomotives. [24] Committees were established to set new work rules, resolve labor disputes, investigate wage increases, and develop standardized designs for freight cars and steam locomotives.[25] The nation was divided into regions, each with a federally appointed regional directors. Initially, the railroads retained their private management, but by the middle of 1918, individual railroads were appointed federal managers as well.[26] By the middle of 1918, the traffic situation was improving, railroad workers were guaranteed an eight hour workday and pay increases, and the first of the standardized locomotives ordered by the government rolled out of the Baldwin Locomotive Works.

Beyond its impact upon railroad labor relations, the USRA's most significant contribution to railroading in the United States was the development of standardized railroad locomotive designs that would form the basis for steam locomotive construction and development for the next thirty years. The designs were the result of several USRA committees consisting of managers, engineers, and operators from the nation's primary locomotive builders and railroad companies, including Baldwin Locomotive Works, the American Locomotive Company (ALCO), Lima Locomotive Works, and fourteen railroads.[27] The effort was led by Henry Walters, who served on the board of the Atlantic Coast Line and Louisville and Nashville, and had previously served as general manager of the ACL.[28]

The combined committees developed a set of twelve standardized locomotive types based upon designs utilized by a wide number of American railroads which were suited to general-purpose traffic and which incorporated many modern features, such as mechanical stokers and steam superheating. Work on the designs began in early 1918, and initial specifications for the standard locomotives were provided to the

[22] Huddleston, 2.
[23] Smerk, 1073.
[24] "A Chronological History of Government Control" *Railway Age* 66 no 1 (January 3, 1919): 73-74.
[25] "A Chronological History of Government Control," 73-74
[26] "A Chronological History of Government Control," 73-74; Smerk 1072-1073.
[27] Huddleston, 6-7.
[28] Huddleston, 6.

railroads in April 1918—record time for a complex process. The twelve designs included the following locomotive types:[29]

- 0-6-0 light switcher
- 0-8-0 heavy switcher
- 2-8-2 Mikado freight locomotive, light & heavy versions
- 2-10-2 Santa Fe freight locomotive, light & heavy versions
- 2-6-6-2 Mallet freight locomotive
- 2-8-8-2 Mallet freight locomotive
- 4-6-2 Pacific passenger locomotive, light & heavy versions
- 4-8-2 Mountain passenger locomotive, light & heavy versions

In addition to standardizing locomotive types, the USRA also standardized locomotive tenders into three sizes all carrying 16 tons of coal and either 8,000, 10,000, or 20,000 gallons of water.[30] Parts were also standardized, including various fittings, boiler parts, valves, and even wheels, allowing for interchangeable use whenever possible. Standardization in the sizes and types of connections allowed railroads to easily customize standard locomotives with additional features. Locomotive cab layouts and controls were also standardized, allowing locomotive engineers and firemen to easily operate any of the standard locomotives without additional training, increasing efficiency and safety.[31]

Railroads initially resisted locomotive standardization under the USRA. Prior to WWI, steam locomotives were custom built for individual railroads by manufacturers such as Baldwin, ALCO, and Lima to meet an

[29] In the United States, locomotives are classified according to Whyte notation, which is a three-part number used to describe the locomotive's wheel configuration. The first digit counts the number of pilot wheels, which help guide a locomotive through curves. Switchers and low-speed freight locomotives usually have zero to two pilot wheels, while high speed locomotives have four wheels. The second digit counts the number of drivers, which are wheels connected to the pistons via connecting rods and which drive the locomotive. Freight locomotives have a higher number of smaller drivers, useful for pulling heavy loads at low to moderate speeds, while passenger locomotives have fewer, larger drivers, which allow for pulling lighter loads at high speed. The final digit in Whyte notation counts trailing truck wheels. These help support the firebox at the rear of the boiler. Larger, more powerful locomotives have larger fireboxes, which require two to four trailing wheels. Four part numbers indicate compound, or Mallet locomotives, which have two sets of drivers under one boiler. Common wheel arrangements are named, such as the Pacific type, usually after the first railroad that ordered that type of locomotive.

[30] "Tentative Specifications for Standard Locomotives" *Railway Age* 64 no 16 (April 19, 1918): 1039.

[31] Huddleston, 7-8.

individual company's traffic, route, fuel and power needs as efficiently as possible. Opponents, including the editors of trade publications such as *Railway Age*, expressed concerns that the standard locomotives would not be as efficient as existing motive power, that they would have increased acquisition, maintenance and running costs, and that standardization would hamper innovation in steam locomotive design.[32] Rather than build new locomotives, opponents argued, the USRA should concentrate on improving the maintenance of existing locomotives, modernizing and expanding maintenance facilities, and more efficiently utilizing locomotives via heavier loadings and better dispatching.[33]

As soon as the designs were mostly complete, the USRA placed orders at the end of April, 1918 with Baldwin and ALCO locomotive works for more than 1,000 locomotives of all twelve types. Additional locomotives were ordered in June and October 1918.[34] The first locomotive, a Baldwin-built 2-8-2 light Mikado, was completed on July 4, 1918, for delivery to the B&O railroad.[35] Other locomotive types were completed in the months afterwards. By the end of government control in 1920, a total of 1,830 standard locomotives were constructed for the USRA. Of these, the light 2-8-2 Mikados were the most common, with 625 locomotives constructed. Light 0-6-0 switchers were the second most common, with 255 examples, followed by 175 heavy 2-10-2 Santa Fes and 0-8-0 switchers each. The least common type built was the heavy 4-8-2 Mountain passenger locomotives, with only 15 built. Eighty 4-6-2 light Pacifics were built between 1918 and 1919.[36]

The First World War ended eleven months after the establishment of the USRA and five months after the delivery of the first standard steam locomotive. William McAdoo resigned as director general of the USRA in November, 1918. The end of the war did not mean the end of the USRA, which continued to manage the nation's railroad system until March 1920, when the Transportation Act of 1920 returned control back to the private railroad companies.[37] Post-war federal control facilitated demobilization following the end of the war and the return of equipment to its original owners. It also allowed for the delivery of the 1,830 standard locomotives to over 70 different railroad companies.[38]

Opinion was divided over the efficacy of the USRA following World War I. Railroads and the railroad press criticized the agency, especially its policy of standardization, while at the same time abiding by its directives

[32] "Why Locomotives Should Not Be Standardized" *Railway Age* 64 no 14 (April 5, 1918): 843-845.
[33] "Why Locomotives Should Not Be Standardized," 846.
[34] Huddleston, 9.
[35] "A Chronological History of Government Control," 74.
[36] "Initial USRA Locomotive Allocations" Steamlocomotive.com, accessed September 15, 2017, available online http://www.steamlocomotive.com/misc/usra.php.
[37] Smerk, 1073
[38] Huddleston, 9; "Initial USRA Locomotive Allocations" Steamlocomotive.com

and accepting the need for comprehensive transportation management as a wartime necessity. Another specific criticism was the cost associated with the USRA, which required railroads to pay for the standard locomotives allocated to them, and which ran up a $900 million shortfall over two years of operation.[39] However, at the same time, the railroad press did eventually acknowledge the quality of the standardized designs. In 1919, *Railway Age* wrote:

> As to the design of the locomotives themselves, the standardization committee is to be congratulated on the work it accomplished in the short space of time allotted it for the work. Strong efforts were made to produce a modern locomotive in every respect and from the reports thus far received of the few Mikados and Switchers that have been in service long enough so that an opinion can be formed of their performance, these have been found to be of fundamentally good design. After adjusting the draft appliances and the grates to suite the local conditions they have been found to be free steamers and to have ample boiler capacity.[40]

Eugene Huddleston, in his book *Uncle Sam's Locomotives: The USRA and the Nation's Railroads*, argues that while standardization as a wartime measure was not overly successful, the resulting locomotive designs were "highly successful from an engineering standpoint."[41] He continues: "The engineering was so sound that many railroads kept their original USRA locomotives in service until the end of steam…" and railroads "…made repeat orders of these designs after the war, even into the late 1940s…"[42] By the 1950s, when steam was surpassed by the diesel locomotive as the standard railroad locomotive, railroads and locomotive manufacturers had built over 5,000 locomotives to USRA standard designs.[43]

The USRA 4-6-2 Pacific Locomotive Design

The Pacific type locomotive was a second generation steam locomotive design developed from the 4-4-2 Atlantic locomotive, which was a further development of the standard 4-4-0 American locomotive found in wide use since the mid-19th century. However, increasingly heavier passenger trains and shorter timetables taxed the ability of the 4-4-0 locomotive. In 1895, the Baldwin locomotive works built the first 4-4-2 locomotive for the Atlantic Coast Line Railroad and named it the Atlantic type.[44] The addition of a set of trailing wheels allowed for a larger firebox, which increased the locomotive's ability to generate steam at high speed. While the Atlantic locomotive allowed for higher speed passenger trains, especially when

[39] "Has Locomotive Standardization Been Justified?" *Railway Age* 66 no 1 (Jan 3, 1919): 50-51; Smerk, 1073.
[40] "Has Locomotive Standardization Been Justified?", 52.
[41] Huddleston, x.
[42] Huddleston, x.
[43] Huddleston, 9.
[44] J. Parker Lamb, "Steam Locomotives" *Encyclopedia of North American Railroads*, edited by William D. Middleton, George M. Smerk, and Roberta L. Diehl (Bloomington, IN: Indiana University Press, 2007): 1015.

equipped with very large driving wheels, its low number of drivers limited the locomotive's tractive effort and therefore its ability to haul increasing numbers of heavier passenger cars.[45]

The Brooks Locomotive Works designed and constructed the first modern 4-6-2 Pacific type locomotive in the United States for the Missouri Pacific Railroad in 1902.[46] The increased number of drivers allowed the locomotive to pull longer trains than Atlantics at comparable speeds. Pacific locomotives were also able to tackle steeper grades than the Atlantic locomotive. By the 1910s the Pacific became the nation's defacto standard passenger locomotive type, with over 2,000 examples in use by railroad companies across the United States.[47] The Pacific locomotive was not limited to only passenger use, and for some railroads the Pacific was utilized as a multi-purpose locomotive, capable of hauling both passenger and fast freight trains. The Atlantic Coast Line was particularly known for its usage of the Pacific engines for both passenger and freight services. The lower grades and generally flat terrain of its routes required less pulling power to haul cargo.[48]

The Pacific type was one of the twelve standard locomotive designs developed by the USRA. It came in light and heavy versions, referring to the locomotive's axel load. The heavy Pacifics were larger than the light Pacifics, with a longer wheelbase, larger driving wheels (79 inches to 73 inches), greater weight, and higher tractive effort. The overall specifications for the Pacific type locomotives are below:[49]

	Light Pacific	Heavy Pacific
Driving axle load	55,000 lbs.	60,000 lbs.
Tractive effort	40,700 lbs.	43,800 lbs.
Total weight	270,000 lbs.	300,000 lbs.
Driving wheel diameter	73"	79"
Wheelbase	34'- 9"	36'- 2"
Cylinder diameter and stroke	25" x 28"	27" x 28"
Working boiler pressure	200 lbs./in^2	200 lbs./in^2

The Pacifics were designed to share components with other USRA designs. For example, the heavy pacific shared the same boiler as the Mikado, while the fireboxes of the light Pacific and the Mikado were the same

[45] Lamb, 1015.
[46] Lamb, 1015. However, Huddleston points out that the first example of the 4-6-2 wheel arrangement was built in 1896 for the Milwaukee Road, but this locomotive lacked the modern wide firebox that required the two wheel trailing truck and which characterized the modern Pacific locomotive. See Huddleston, 51.
[47] Lamb 1015.
[48] Huddleston, 50-51, 136-137; Schafer, *Classic American Railroads*, 13-14.
[49] "Tentative Specifications for Standard Locomotives", 1040.

size. The fittings on the Pacifics were the same as those made for other standard type locomotives. This followed the practice of the Pennsylvania Railroad, the largest railroad at the time, where parts and components were standardized between its K4 class Pacific passenger locomotives and its L1s Mikado freight locomotives.[50] Huddleston notes that the K4 pacific, which was the most numerous individual Pacific class locomotive at the time, was most likely the source of the USRA Heavy Pacific design, along with a similar locomotive built for the Chesapeake and Ohio in 1917.[51] The light Pacifics appear to have been based upon a design built for the Missouri Kansas Texas Railroad in 1915, as both designs were nearly identical except in the size of the firebox.[52]

Out of the twelve USRA designs, the light Pacifics were the 8th most produced locomotive, at 81 units, and the heavy Pacifics were the 11th most, with only 20 examples manufactured. This reflects the USRA's focus on freight traffic, as this was more essential for the war effort. Nearly eight times more light Mikados were manufactured than light Pacifics, and ten times more heavy Mikados than heavy Pacifics. During the war, the USRA moved to consolidate passenger traffic, eliminating duplicate trains and increasing passenger fares.[53] This served to ease congestion on important rail lines, improving freight traffic flow.

The USRA Pacific codified the standard, second generation passenger locomotive. However, during the 1920s, the Pacific design was itself surpassed by ever larger and more powerful locomotives which incorporated Lima Locomotive Works' superpower principles. The increasing need for more power, better fuel efficiency, and higher speeds with heavier trains led to the design of larger locomotives. The Pacific formed the basis for the design of the 4-6-4 Hudson class passenger locomotive, designed for the New York Central Railroad. This design incorporated the latest in steam locomotive technology, and was the pinnacle of the 6-driver passenger locomotive. During World War II, the 4-8-4 Northern locomotive would become the universal heavy passenger locomotive design, utilized primarily by western railroads. The USRA Pacifics and their kin were relegated by this period to branchline duties, commuter service, or second-class freight service. However, they remained in use until the 1950s, when they were quickly replaced by new diesel-electric road switchers manufactured by companies like General Electric.[54]

Atlantic Coast Line Pacific Locomotives

The Atlantic Coast Line was noted for its use of the Pacific type locomotive as both a passenger locomotive and a freight locomotive. The ACL acquired its first two Pacific locomotives when it purchased the Plant System in 1902. These were among the first two pacific locomotives built for the Chicago, St. Paul &

[50] Huddleston 51.
[51] Huddleston 52.
[52] Huddleston 52.
[53] Smerk, 1073.
[54] Lamb, 1019, 1022, 1025.

Milwaukee Railroad in the 1890s, and were not very successful—eventually they were rebuilt into conventional 4-6-0 Ten Wheeler passenger locomotives. The first purpose-built Pacifics acquired by the ACL were fifteen locomotives manufactured by Baldwin in 1911. These were used in fast passenger service. The ACL purchased ten freight Pacifics, characterized by their smaller drivers (63 inches to 73 inches on the passenger locomotives) in 1913. The next year, the ACL followed up with a purchase of 44 dual purpose Pacifics. These locomotives had intermediate size drivers that provided for sufficient tractive effort for freight use while also allowing for some high-speed running.[55]

Under the USRA, the ACL was allocated the largest number of light Pacifics of any American Railroad, with a total of 45 light Pacifics. The ACL's subsidiary, the Louisville and Nashville Railroad, also received six light Pacifics. The Baltimore and Ohio received the remainder of the 81 light Pacifics manufactured. Classified as the ACL P-5-A class, the USRA Pacifics, with their 73 inch drivers, became the ACL's premier passenger locomotives for the next twenty years, until they were replaced by 4-8-2 Mountain type locomotives, and then by 4-8-4 Northerns. The P-5-As were numbered 1500-1544 and were equipped with superheaters, mechanical stokers, and coal pushers.[56] They were utilized primarily on the ACL's level main line connecting Richmond to Jacksonville, pulling named trains like the Havana Special, the Southland, and the Palmetto Limited.[57] An addition 24 USRA standard light Pacifics, numbered 1545-1569, were ordered by the ACL between 1920 and 1922, bringing the total number of P-5-As to 70.[58]

The USRA's light Pacific formed the basis for the ACL's most successful Pacific design, the P-5-B dual-purpose locomotive. Designed and built between 1922 and 1926, this class of locomotive had smaller drivers than the P-5-As, allowing for higher tractive effort, which was also boosted by their higher working boiler pressure of 210 lbs/in^2. A total of 165 locomotives were built. These were the last purpose built Pacifics acquired by the ACL.[59]

American Locomotive Company (ALCO)

The American Locomotive Company, popularly known as ALCO, was formed in 1901 following the merger of several smaller locomotive manufacturers. Based in Schenectady, New York, it quickly emerged as one of the second largest steam locomotive company in the United States after the Baldwin Locomotive Works. The beginning of ALCO coincided with the height of steam locomotive production in the United States, with 6,300 locomotives ordered in the United States alone in 1905. As the second largest manufacturer, ALCO thrived during this time. By the end of World War I, however, increased competition with

[55] Prince 136.
[56] Prince 136.
[57] Prince 186-188.
[58] Prince 137.
[59] Prince 136-137.

automobiles and later airlines greatly cut into the business of railroads. During the 1920s, electric-diesel engines began replacing steam locomotives on the railroads, and ALCO was one of the few companies to successfully make the transition into this new field. Working in partnership with General Electric, they were the first to produce commercially successful diesel-electric engines and dominated this field until the 1930s, when General Motors overtook them. By the mid-1950s, General Electric started making their own diesel-electric engines, and ALCO began to decline. In 1964, the Worthington Corporation purchased ALCO and by 1969, ALCO ceased making locomotives altogether.[60]

ALCO and Baldwin Locomotive Works were the two principle manufacturers of USRA plan locomotives between 1918 and 1920. Of the initial 1,020 USRA locomotives ordered in 1918, ALCO was tasked with manufacturing 550 locomotives. Subsequent orders by the USRA provided an additional 500 orders for locomotives, bringing the total number of ALCO-built USRA locomotives to approximately 1,050.[61] These locomotives were built in all of ALCO's locomotive works, including Schenectady, NY and Richmond, VA.

ACL LOCOMOTIVE NO. 1504

Manufactured in 1919 by the American Locomotive Company in Richmond, Virginia, the Atlantic Coast Line Locomotive Number 1504 is one of the few remaining engines constructed under the direction of the United States Railroad Administration (USRA), and has been recognized as the most original of the few examples that remain. It is the only surviving example of the 4-6-2 Light Pacific Engine designed by the USRA.

Number 1504, which was based in Jacksonville, is intimately connected with the history of the Jacksonville Terminal. From approximately 1920 to 1939, Number 1504 hauled 10 to 12 passenger cars along the main line between Richmond, Virginia, and Jacksonville, reaching speeds of 70 to 80 miles per hour. Over its 20 years of passenger service, it was associated with many famous trains, including *the Miamian, the Florida Special, the Palmetto Limited, Southland, the South Wind*, and *Dixie Flyer*. By the beginning of World War II, as the ACL shifted towards diesel engines for passenger service, the steam engines, including Number 1504 were repurposed for freight. After it was taken out of passenger service, Number 1504 was used for fast freight service in the Tampa area. When it was retired and mothballed in 1952, it was the last of its kind to be taken out of operation.

In 1960, Atlantic Coast Line President Champion Davis, acting on the recommendations of John W. Hawthorne, who was head of the ACL Mechanical Department, restored Number 1504 and placed it in front of the new ACL headquarters building in Jacksonville. The engine remained there until 1986, when it was

[60] Brian Solomon, *ALCO Locomotives* (Minneapolis, MN: Voyageur Press, 2009), 8-22.
[61] Huddleston, 9.

relocated to its present location in front of the Prime Osborn Convention Center.

In 1990, Number 1504 was recognized by the American Society of Mechanical Engineering as a National Historic Mechanical Engineering Landmark on October 23, 1990.[62] In 2009, Number 1504 was designated a City of Jacksonville landmark.[63]

USRA Locomotives Today

Once numbering in the thousands, only a handful of USRA standard locomotives survive today, in various levels of disrepair and decay. These locomotives, simple, reliable, and versatile, were utilized until they were replaced with more efficient and economical diesel-electric locomotives in the 1940s and 1950s. Ultimately, the great majority of these locomotives were sold for scrap.

Ten USRA locomotives are extant today, seven of which are part of the original 1,830 USRA locomotives manufactured between 1918 and 1920. Three others are 1920s copies of USRA standard locomotives. Out of the twelve USRA designs, there are no surviving locomotives representing the 0-6-0 switcher, 2-8-2 heavy Mikado, 2-10-2 heavy Santa Fe, 2-6-6-2 Mallet, or the 4-8-2 Mountains (light and heavy). Only one 0-8-0 switcher is preserved, along with five 2-8-2 light Mikados, one 2-10-02 light Santa Fe, one 2-8-8-2 Mallet, one 4-6-2 light Pacific, and one 4-6-2 heavy Pacific. The survivors are listed below:

	Type	**Manf. Date**	**Manufacturer**	**RR**	**Location**	**Status & Notes**
1	0-8-0	1925	ALCO	L&N	New Haven, KY	Outdoor display, Kentucky Railway Museum.
2	2-8-2 (L)	1918	Baldwin	B&O	Baltimore, MD	Indoor display, B&O Museum. First USRA Locomotive built. ASME National Historic Engineering Landmark.
3	2-8-2 (L)	1918	ALCO	UP	Walla Walla, WA	Outdoor display, Jefferson Park.
4	2-8-2 (L)	1919	Lima	SLSF (Frisco)	Birmingham, AL	Outdoor display, Sloss Furnaces
5	2-8-2 (L)	1919	ALCO	SLSF (Frisco)	Fort Smith, AR	Outdoor display, Fort Smith Trolley Museum

[62] 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.
[63] *Proposed Designation of the Jacksonville Terminal Complex.*

	Type	Manf. Date	Manufacturer	RR	Location	Status & Notes
6	2-8-2 (L)	1928	Lima	C&IM	St. Louis, MO	Outdoor display, National Transportation Museum. 1920s copy of USRA design.
7	2-10-2 (L)	1919	ALCO	DM&IR	Green Bay, WI	Covered outdoor display, National Railroad Museum.
8	2-8-8-2	1923	ALCO	N&W	Union, IL	Indoor display, Illinois Railroad Museum. 1920s copy of USRA design.
9	4-6-2 (L)	1919	ALCO	ACL	Jacksonville, FL	Outdoor display, Osborn Convention Center.
10	4-6-2 (H)	1926	Lima	A&WP	Duluth, GA	Undergoing restoration, Southeastern Railway Museum. 1920s copy of USRA design.

This information was tabulated from the state-by-state lists of surviving steam locomotives found at steamlocomotives.com.

Of the surviving locomotives, all are inoperable except for the 1920s USRA copy 4-6-2 heavy Pacific currently undergoing restoration at the Southeastern Railway Museum. ACL 1504, the only surviving USRA light Pacific, is in excellent, if inoperable, condition, and is a candidate for restoration to working order. It is also the only USRA locomotive to retain its original condition. The other USRA locomotives were modified to varying extents by their owners, usually by the addition of feed water heaters or the replacement of USRA standard elements with railroad-specific parts.

CRITERIA CONSIDERATION B

The ACL Locomotive Number 1504 has been removed from its original location. The locomotive as it sits now is located on detached track in the middle of the Prime Osborn Convention Center (the former Jacksonville Terminal) parking lot. ACL Locomotive Number 1504 shares a common history and close association with the Jacksonville Terminal, thus making it the most appropriate setting. Although the terminal is no longer active and has been incorporated as part of the Prime Osborn Convention Center, it is still the most significant visual representation of the golden era of railroad transportation in Florida.

Immediately to the south of the Jacksonville Terminal is an active line serving the Florida East Coast Railroad which in the future may return to passenger service along the Atlantic Coast of Florida. This new passenger service will may result in a significant part of the Jacksonville Terminal returning to active use in association with a proposed multi-modal transportation center. If the locomotive itself was to become operational it would be placed on a spur coming off from the FEC tracks.

Donated by CSX Railroad, the locomotive was placed in the center of the parking lot in the same month that the convention center opened in October of 1986. Already constructed, the configuration of the parking lot restricted placement of the locomotive to the middle of the travel lanes, resulting in the locomotive's north-south orientation, which is perpendicular to the historic arrangement of the no-longer extant tracks leading to the Terminal's platforms.

The Jacksonville Terminal and associated properties, including the site of an extensive rail yard just to the west of where the locomotive is currently located, would clearly be the appropriate "home" for ACL Locomotive Number 1504. In addition, the current site is more appropriate than in a local park or museum, and is much more appropriate than its first location at the entrance to CSX corporation's downtown Jacksonville offices.

Books and Articles

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"Why Locomotives Should Not Be Standardized" *Railway Age* 64 no 14 (April 5, 1918): 843-846.

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United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES CONTINUATION SHEET

VERBAL BOUNDARY DESCRIPTION:

The boundary is encompassing the footprint of the fence surrounding the ACL Locomotive Number 1504, located in Parcel Number: 074887-0000 as recorded in the Office of the Duval Country Property Appraiser. Please see map.

BOUNDARY JUSTICATION:

The boundary is encompassing the footprint of the fence surrounding the ACL Locomotive Number 1504 and includes the locomotive and tender.

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES CONTINUATION SHEET

Photograph List

1. ACL LOCOMOTIVE # 1504
2. JACKSONVILLE, FLORIDA
3. CHRISTIAN POPOLI
4. APRIL 13, 2017
5. HISTORIC PRESERVATION SECTION – JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT
6. EAST SIDE OF LOCOMOTIVE LOOKING WEST
7. PHOTO NO. 1 OF 37

Numbers 1-5 are the same for the remaining photographs.

6. WEST SIDE OF LOCOMOTIVE LOOKING EAST
7. PHOTO NO. 2 OF 37

6. FRONT OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO NO. 3 OF 37

6. PILOT OR COWCATHCER LOOKING SOUTH
7. PHOTO NO. 4 OF 37

6. LEADING WHEEL OR PILOT TRUCK WHEEL, EAST SIDE LOOKING SOUTH
7. PHOTO NO. 5 OF 37

6. LEADING WHEELS OR PILOT TRUCK WHEELS, EAST SIDE LOOKING NORTH
7. PHOTO NO. 6 OF 37

6. SMOKE STACK LOOKING NORTHWEST
7. PHOTO NO. 7 OF 37

6. STEAM CHEST, EAST SIDE LOOKING SOUTH
7. PHOTO 8 OF 37

6. FRONT OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO 9 OF 37

6 HEADLIGHT, FRONT OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO 10 OF 37

6. SIDE LIGHT, EAST SIDE OF LOCOMOTIVE LOOKING NORTHWEST
7. PHOTO 11 OF 37

6. BELL, FRONT OF LOCMOTIVE LOOKING SOUTH
7. PHOTOE 12 OF 37

6. CYLINDERS THAT HOUSE PISTONS, EAST SIDE OF LOCOMOTIVE LOOKING NORTH
7. PHOTO 13 OF 37

6. CONNECTING RODS, EAST SIDE OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO 14 OF 37

6. SAND AND STEAM DOMES ON TOP OF LOCOMOTIVE, LOOKING SOUTH
7. PHOTO 15 OF 37

6. SAND DOME ON TOP OF LOCOMOTIVE, LOOKING SOUTHWEST
7. PHOTO 16 OF 37

6. STEAM DOME ON TOP OF LOCOMOTIVE, LOOKING SOUTH
7. PHOTO 17 OF 37

6. STEAM WHISTLE ON TOP OF LOCOMOTIVE, LOOKING SOUTHWEST
7. PHOTO 18 OF 37

6. DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTHWEST
7. PHOTO 19 OF 37

6. DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
7. PHOTO 20 OF 37

6. CONNECTING RODS AND DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
7. PHOTO 21 OF 37

6. CONNECTING RODS AND DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
7. PHOTO 22 OF 37

6. VALVE GEAR ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTHWEST
7. PHOTO 23 OF 37

6. TRAILING WHEEL ON EAST SIDE OF LOCOMOTIVE, LOOKING SOUTHWEST
7. PHOTO 24 OF 37

6. TRAILING WHEEL ON EAST SIDE OF LOCOMOTIVE, LOOKING SOUTH
7. PHOTO 25 OF 37

6. VALVES & FIRE BOX IN CAB, LOOKING NORTH
7. PHOTO 26 OF 37

6. VALVES AND CONTROLS IN CAB, LOOKING NORTHEAST
7. PHOTO 27 OF 37

6. VALVES AND CONTROLS IN CAB, LOOKING NORTHWEST
7. PHOTO 28 OF 37

6. WATER GAUGE IN CAB
7. PHOTO 29 OF 37

6. PRESSURE GAUGE IN CAB
7. PHOTO 30 OF 37

6. EAST SIDE OF TENDER, LOOKING SOUTHWEST
7. PHOTO 31 OF 37

6. REAR OF TENDER, LOOKING NORTH
7. PHOTO 32 OF 37

6. REAR AND EAST SIDE OF TENDER, LOOKING NORTHWEST
7. PHOTO 33 OF 37

6. INSIDE OF TENDER, LOOKING SOUTH
7. PHOTO 34 OF 37

6. INSIDE OF TENDER, LOOKING NORTH
7. PHOTO 35 OF 37

6. WHEELS AND TRUCKS, EAST SIDE OF TENDER, LOOKING NORTH
7. PHOTO 36 OF 37

6. WHEELS AND TRUCKS, WEST SIDE OF TENDER, LOOKING NORTH
7. PHOTO 37 OF 37

ACL LOCOMOTIVE NUMBER 1504
PHOTOS 1 - 3

ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84

Legend

Proposed National Register Boundary

Date: 4/5/2017

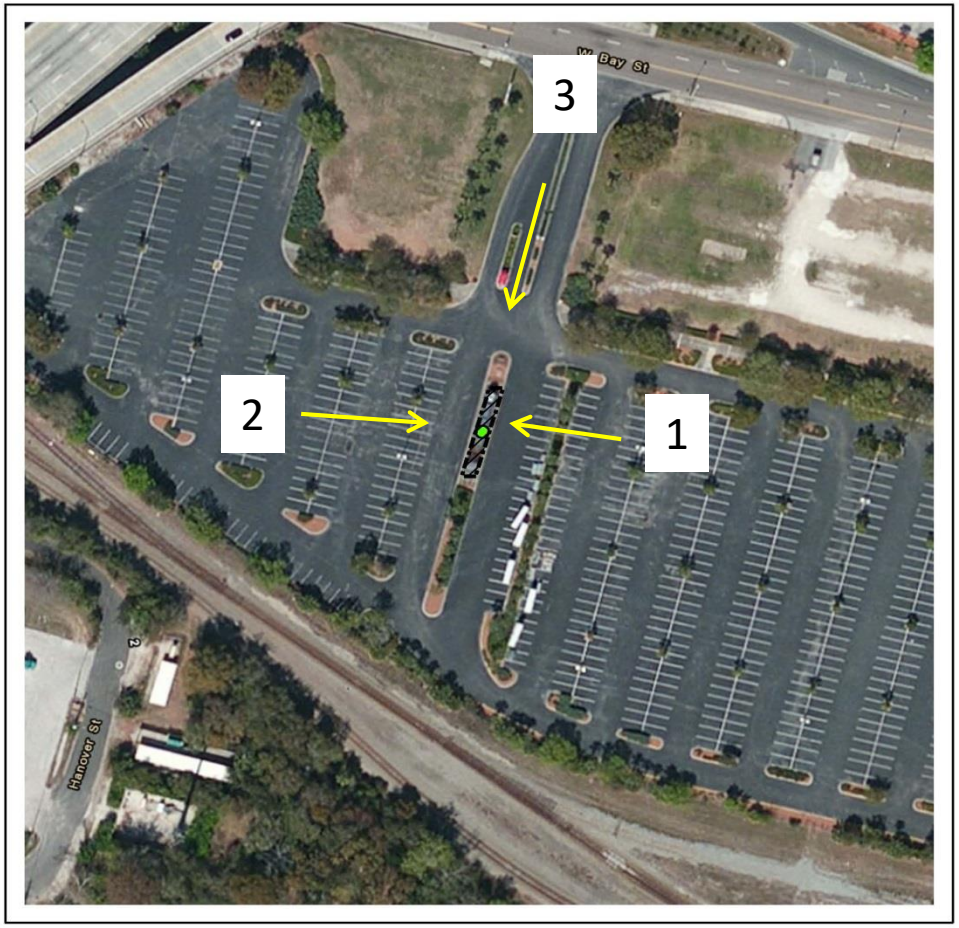
1:1,500

N

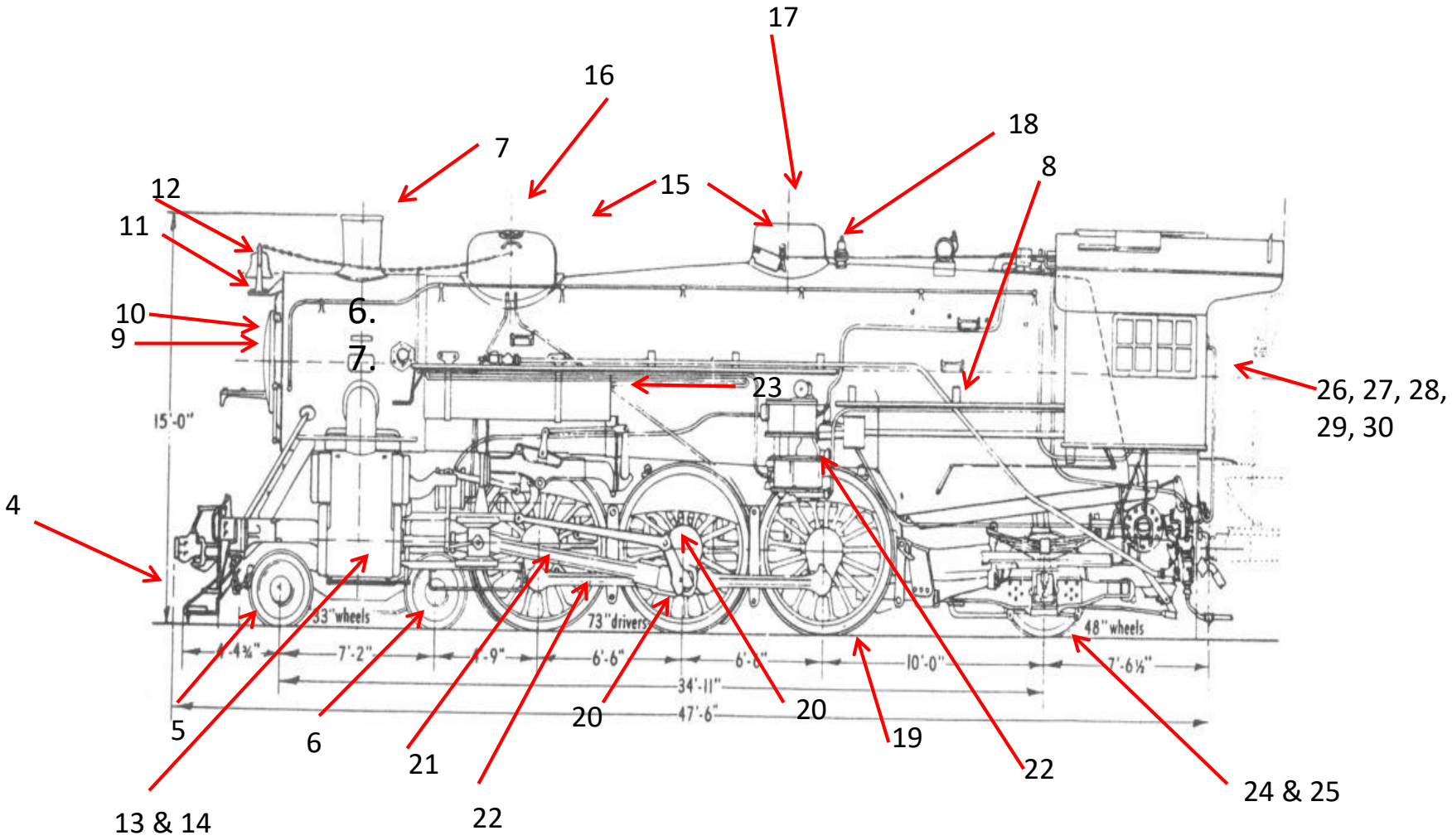
0 100 200 400 Feet

0 20 40 80 Meters

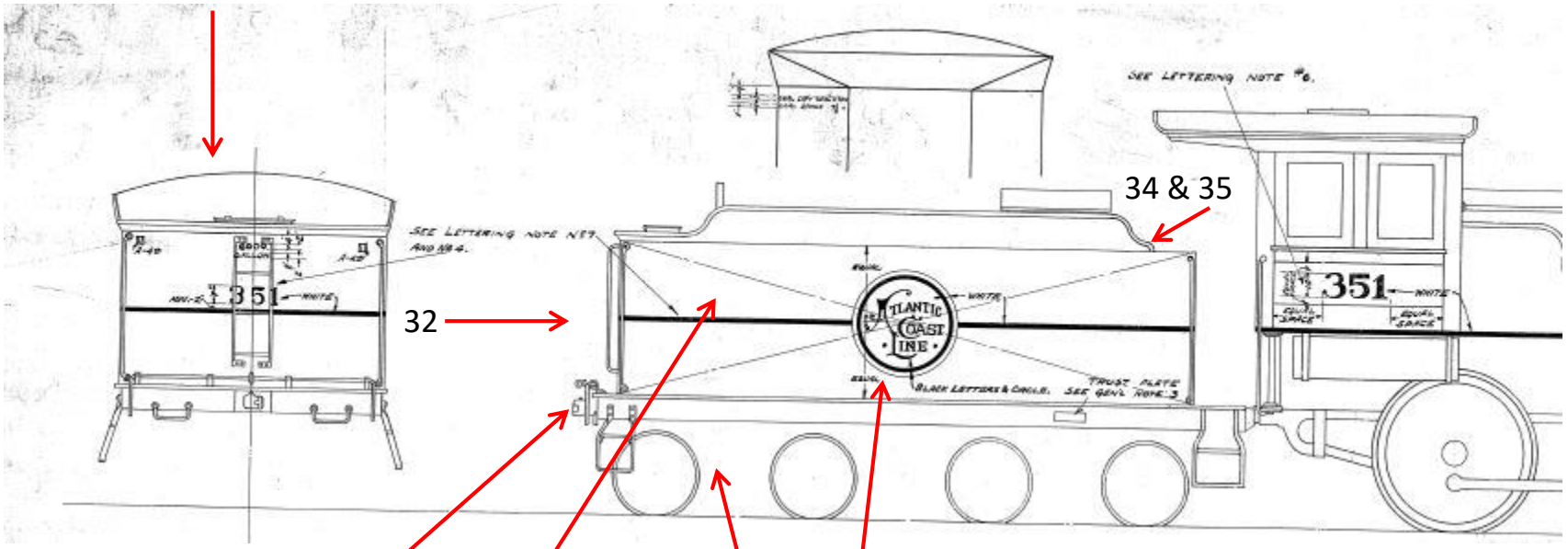
Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community



ACL LOCOMOTIVE NUMBER 1504
PHOTOS 4 - 30



ACL LOCOMOTIVE NUMBER 1504
PHOTOS 31 - 37



ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84

Legend

Proposed National Register Boundary

Date: 4/5/2017

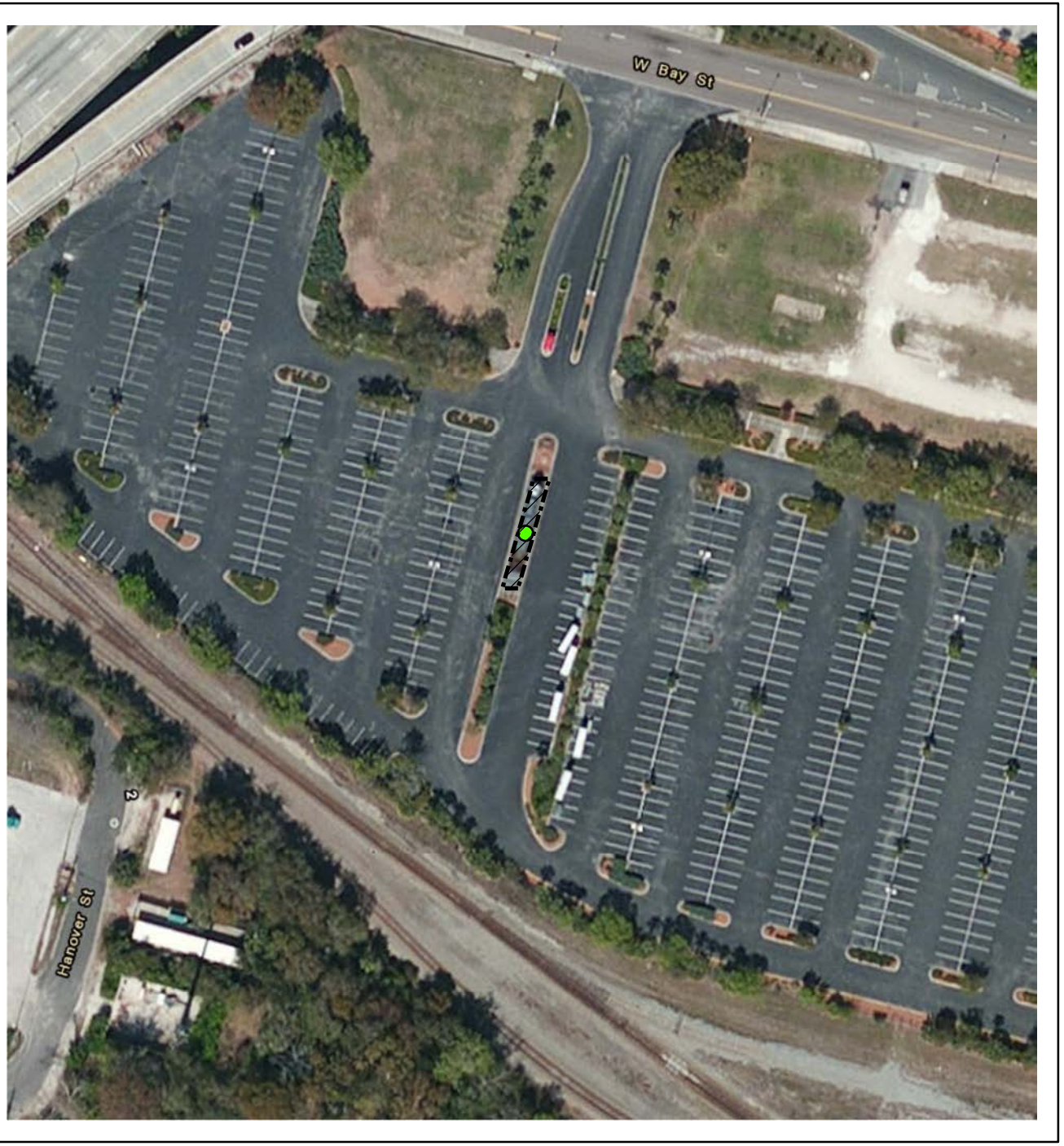
1:1,500

N

0 100 200 400 Feet

0 20 40 80 Meters

Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

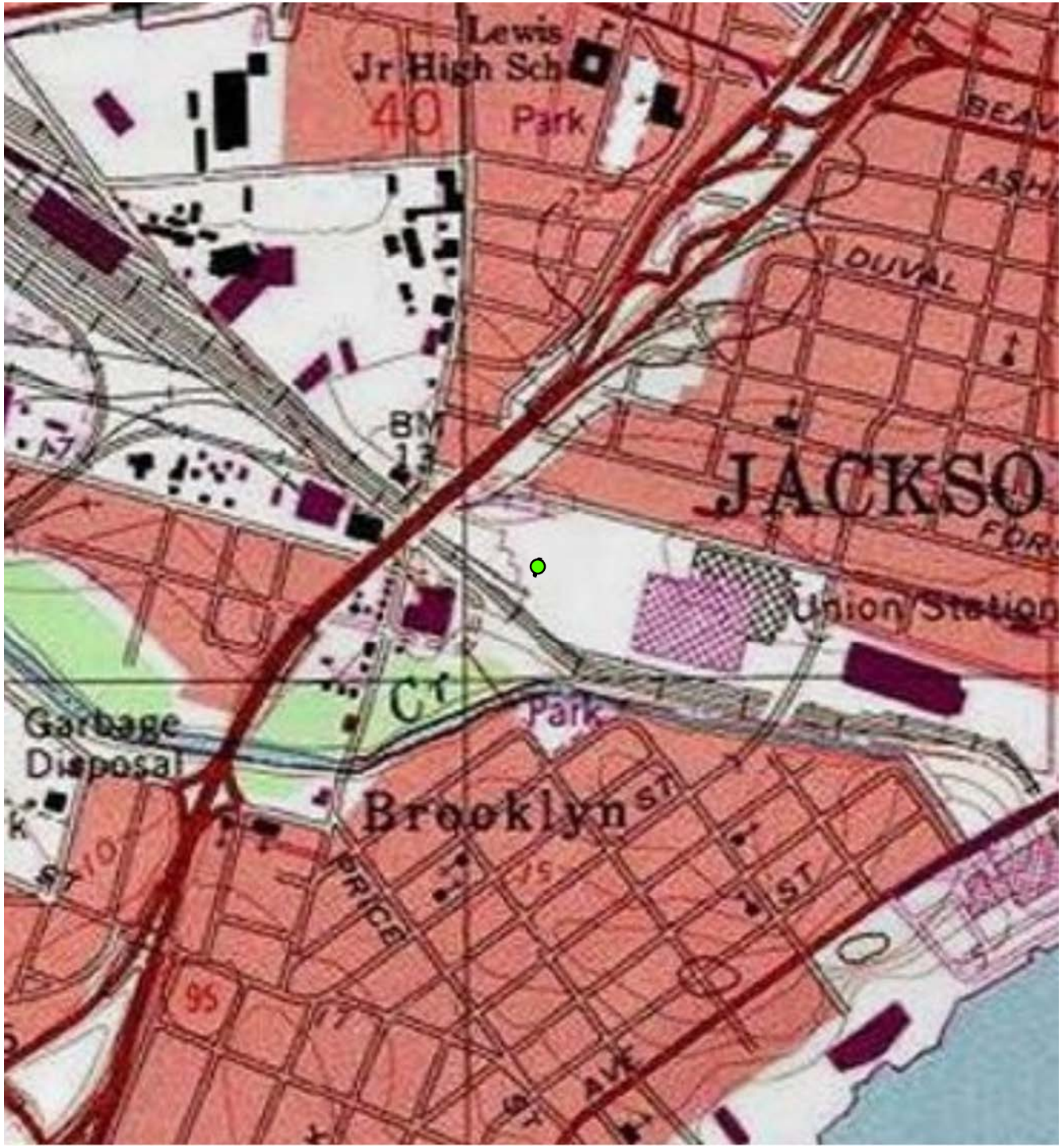


ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84



Legend

Proposed National Register Boundary

Date: 5/19/2017

1:10,000

N

0 425 850 1,700 Feet

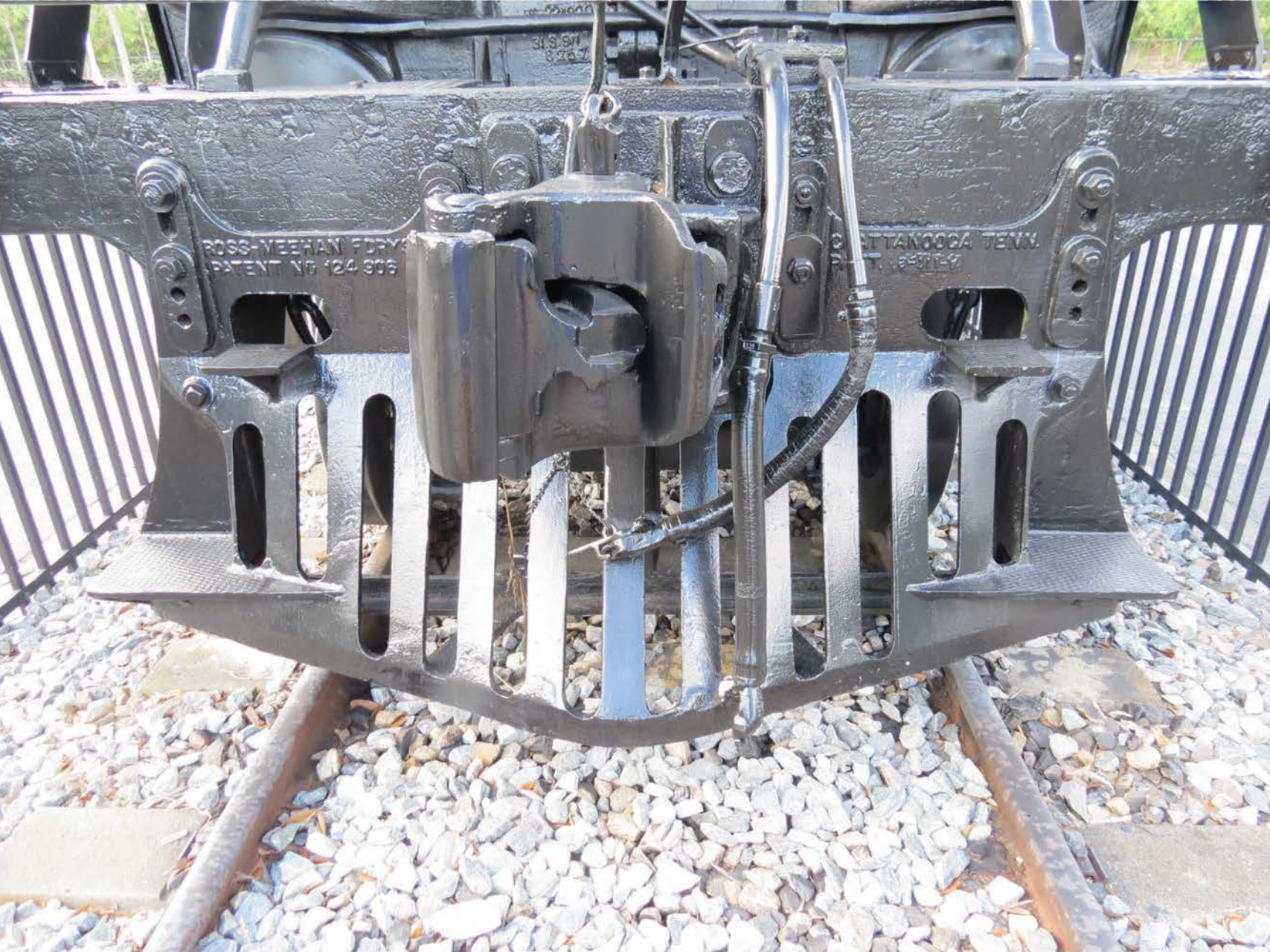
0 105 210 420 Meters

Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community


1504
ATLANTIC COAST LINE


1504
F. OSBORN III
CENTER


1504
1504
1504

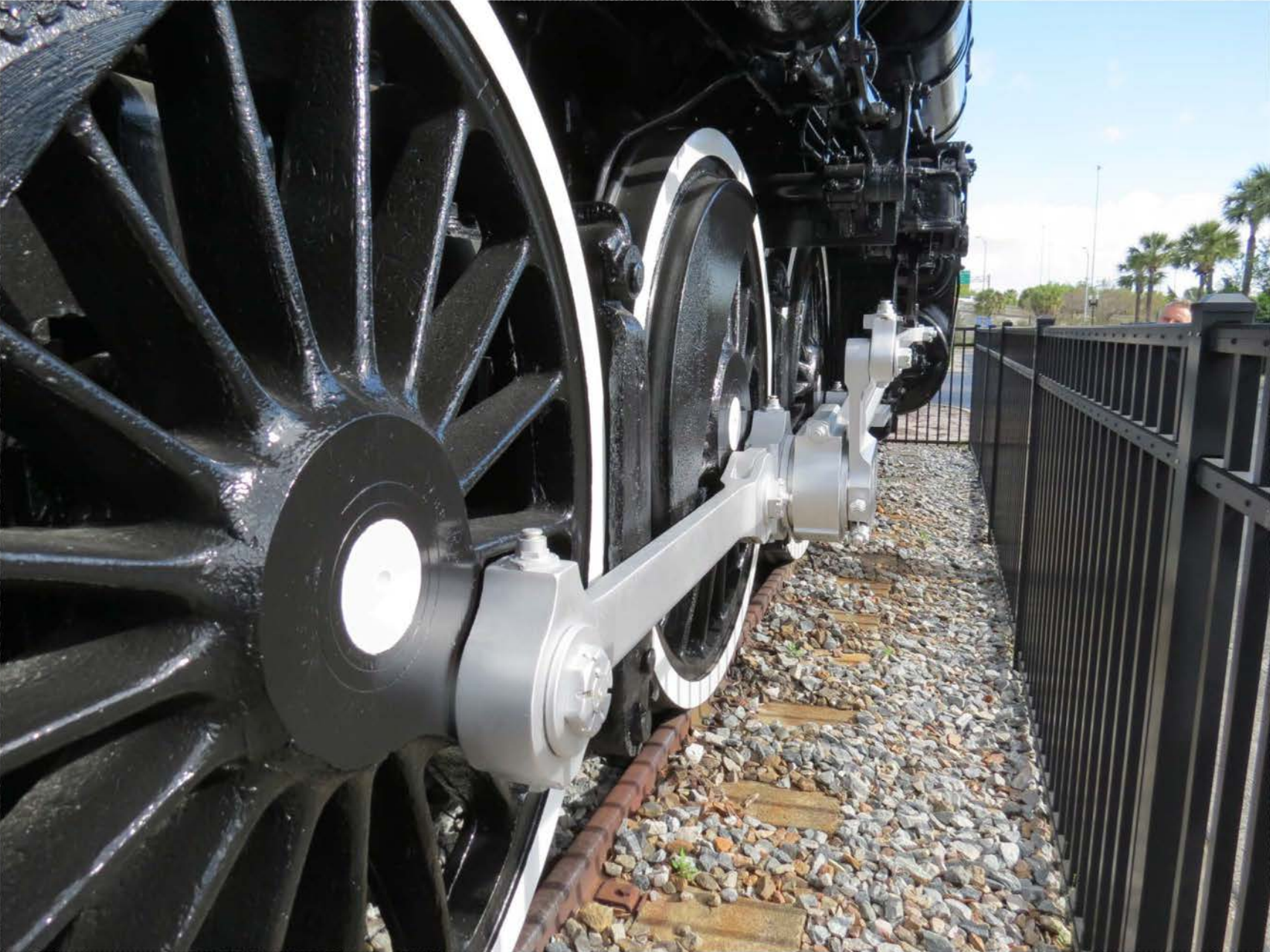

ROSS-MEEHAN FDRY
PATENT NO 124 906
CHATTANOOGA TENN.

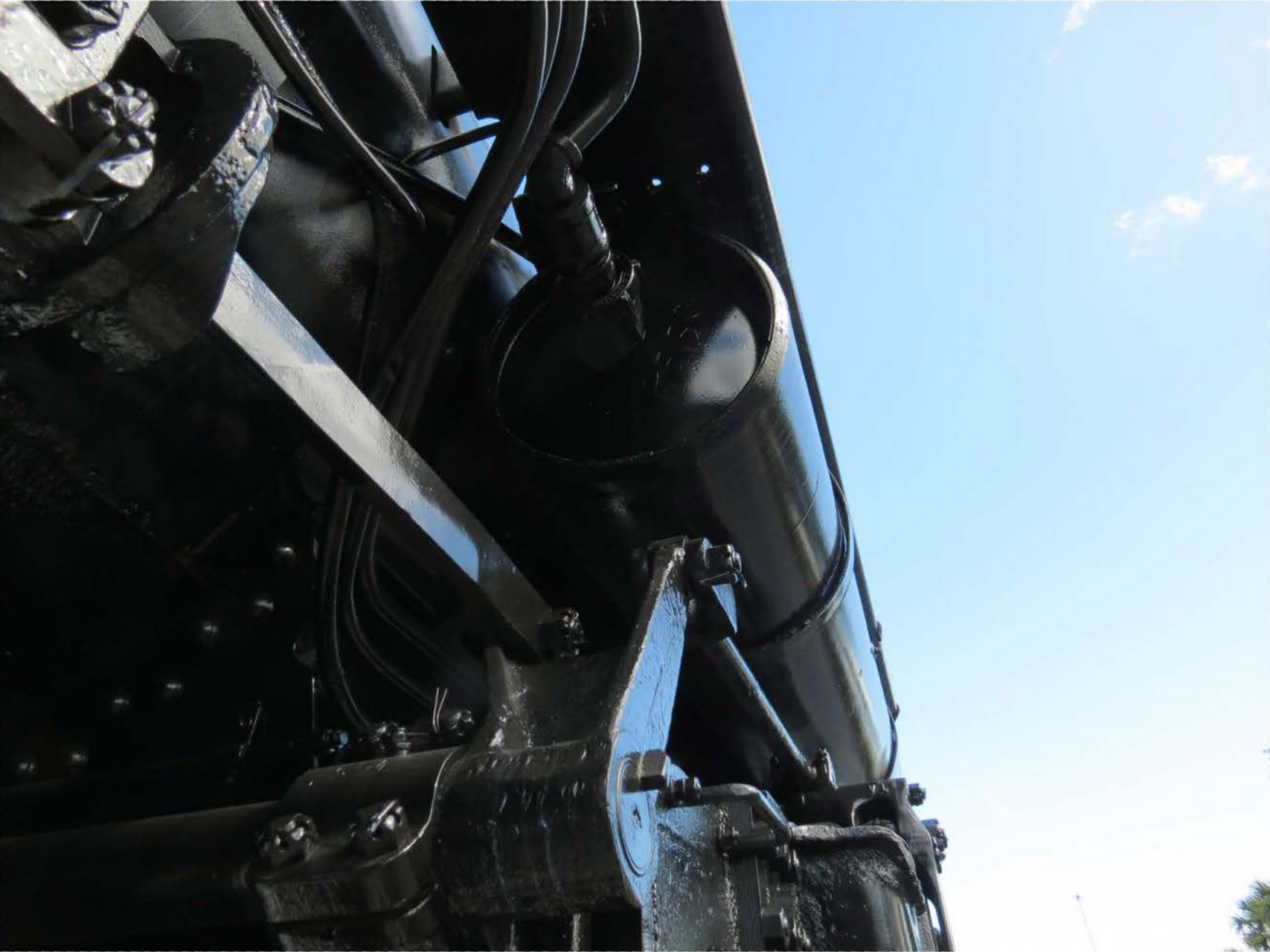

J 674
A.G.


1504


1504


1918



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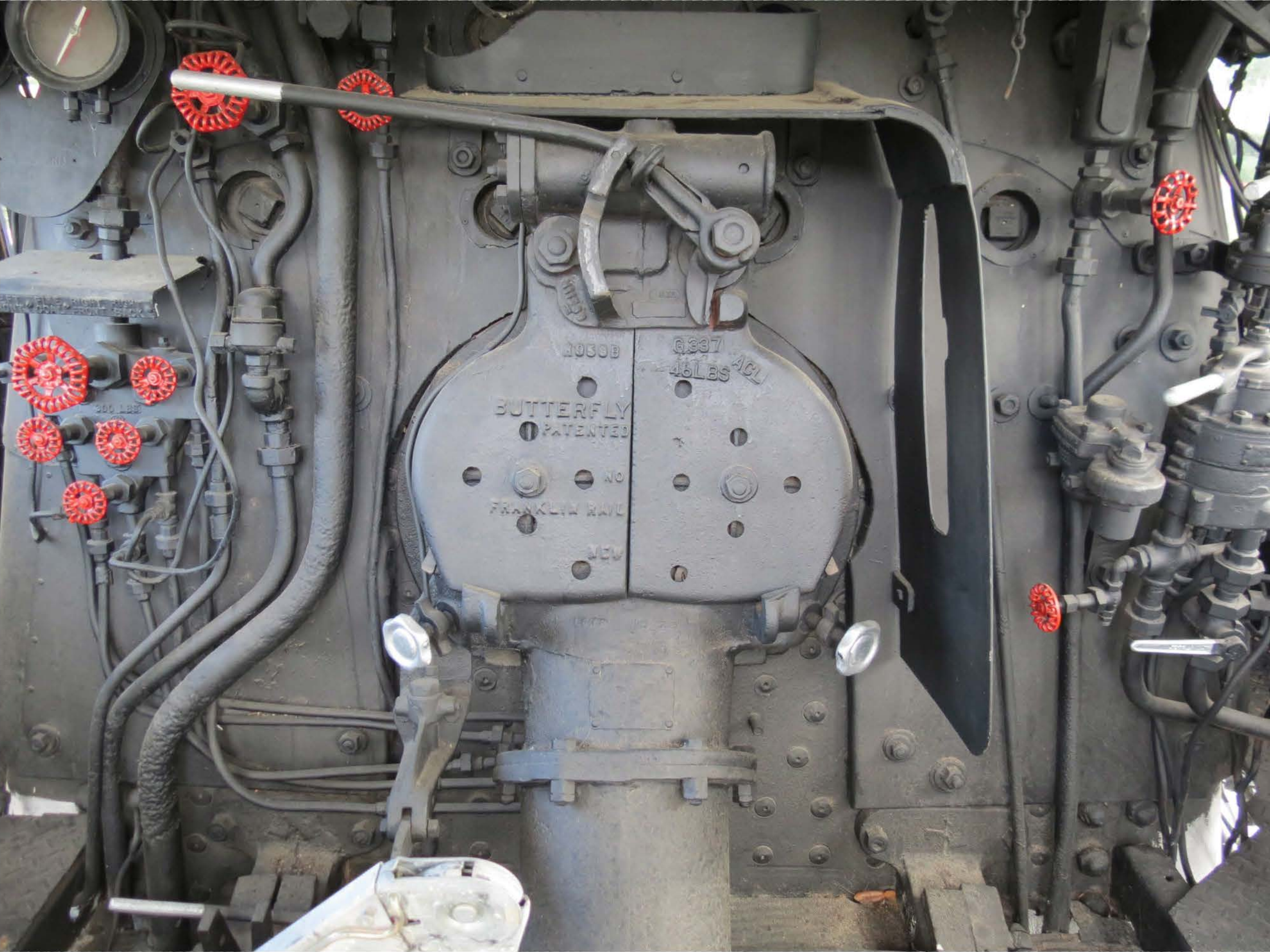
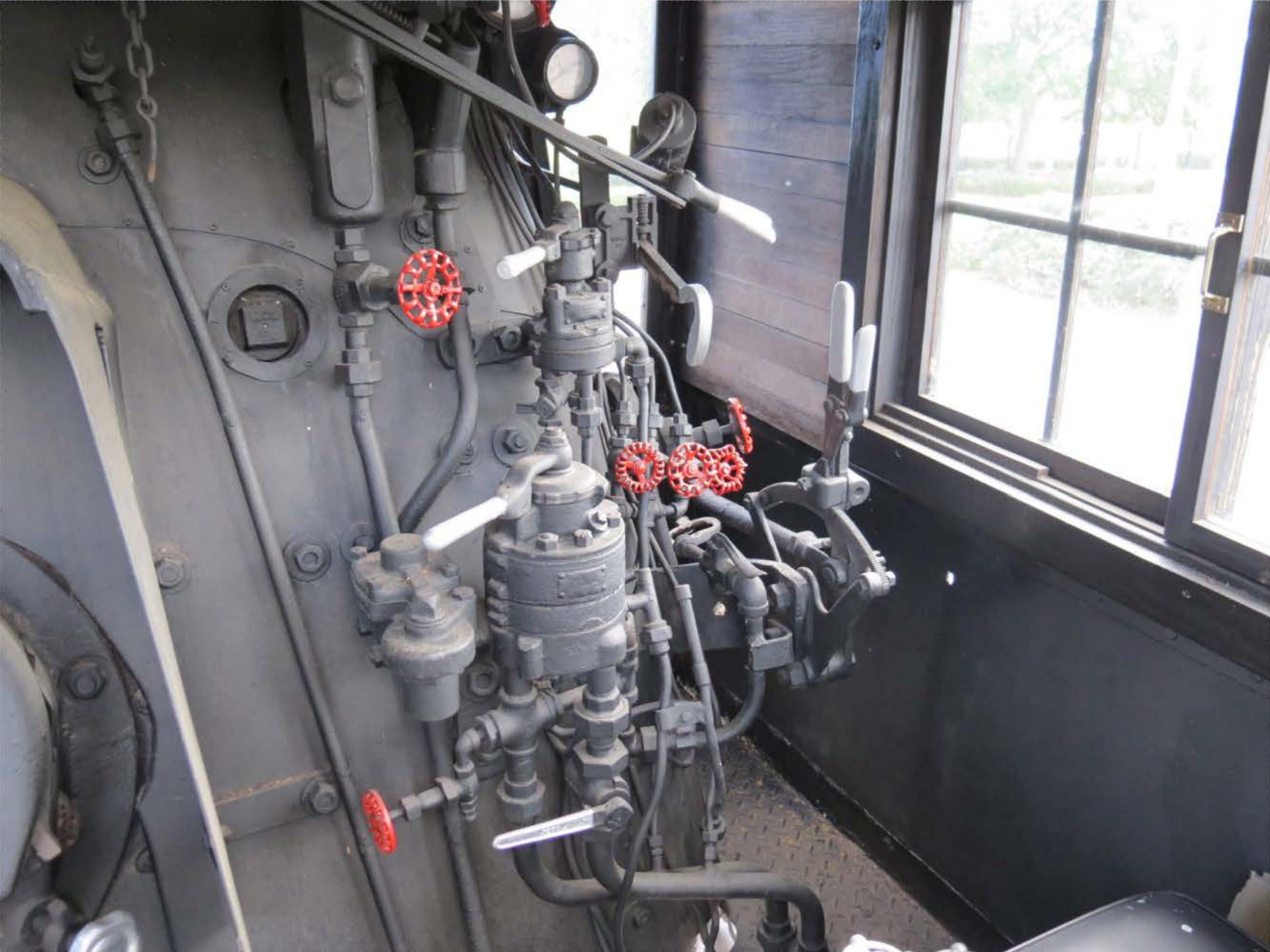
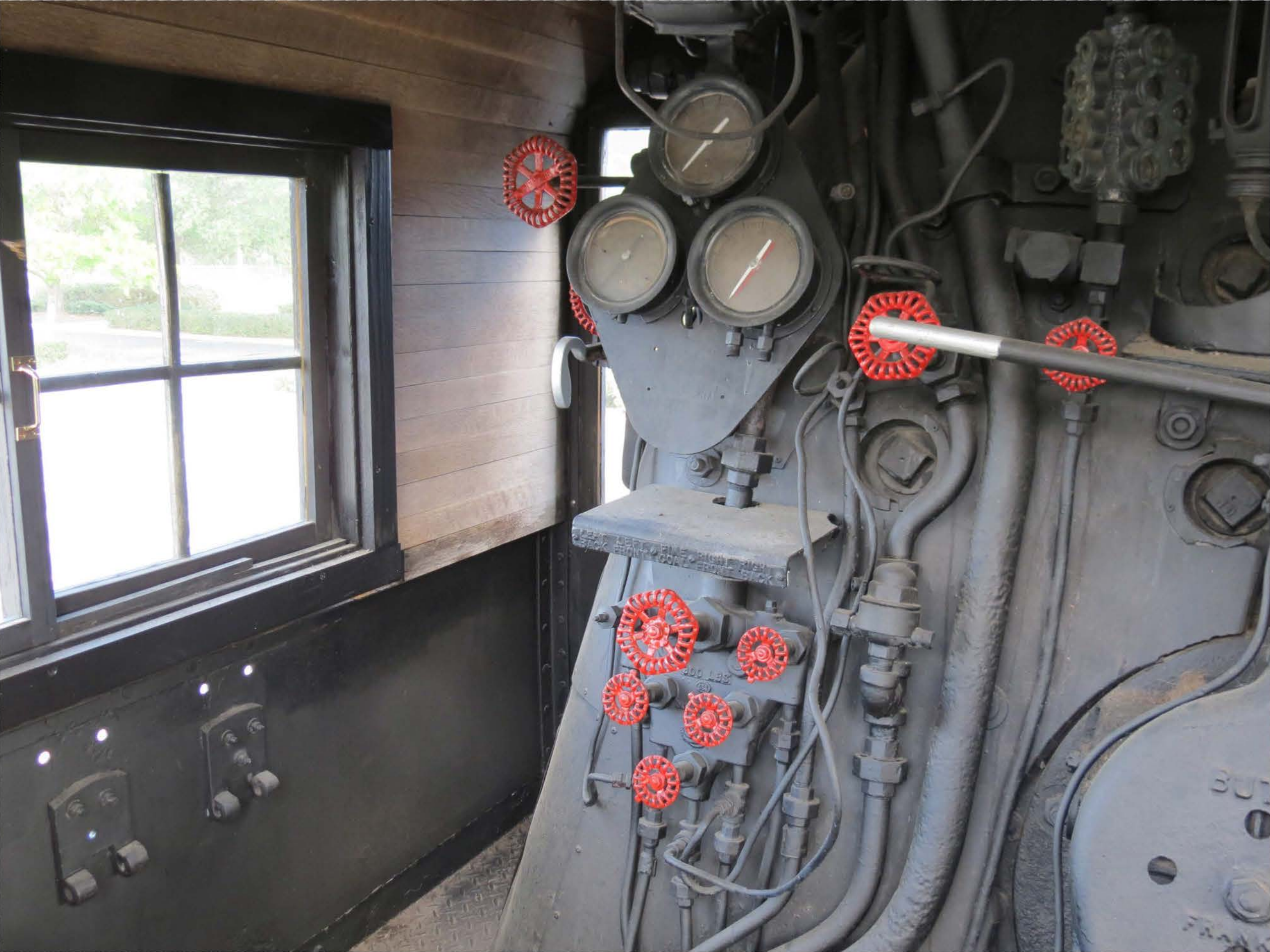

J930B
BUTTERFLY
PATENTED
NO
FRANKLIN RAIL
NEW
G337
46LBS
ACL



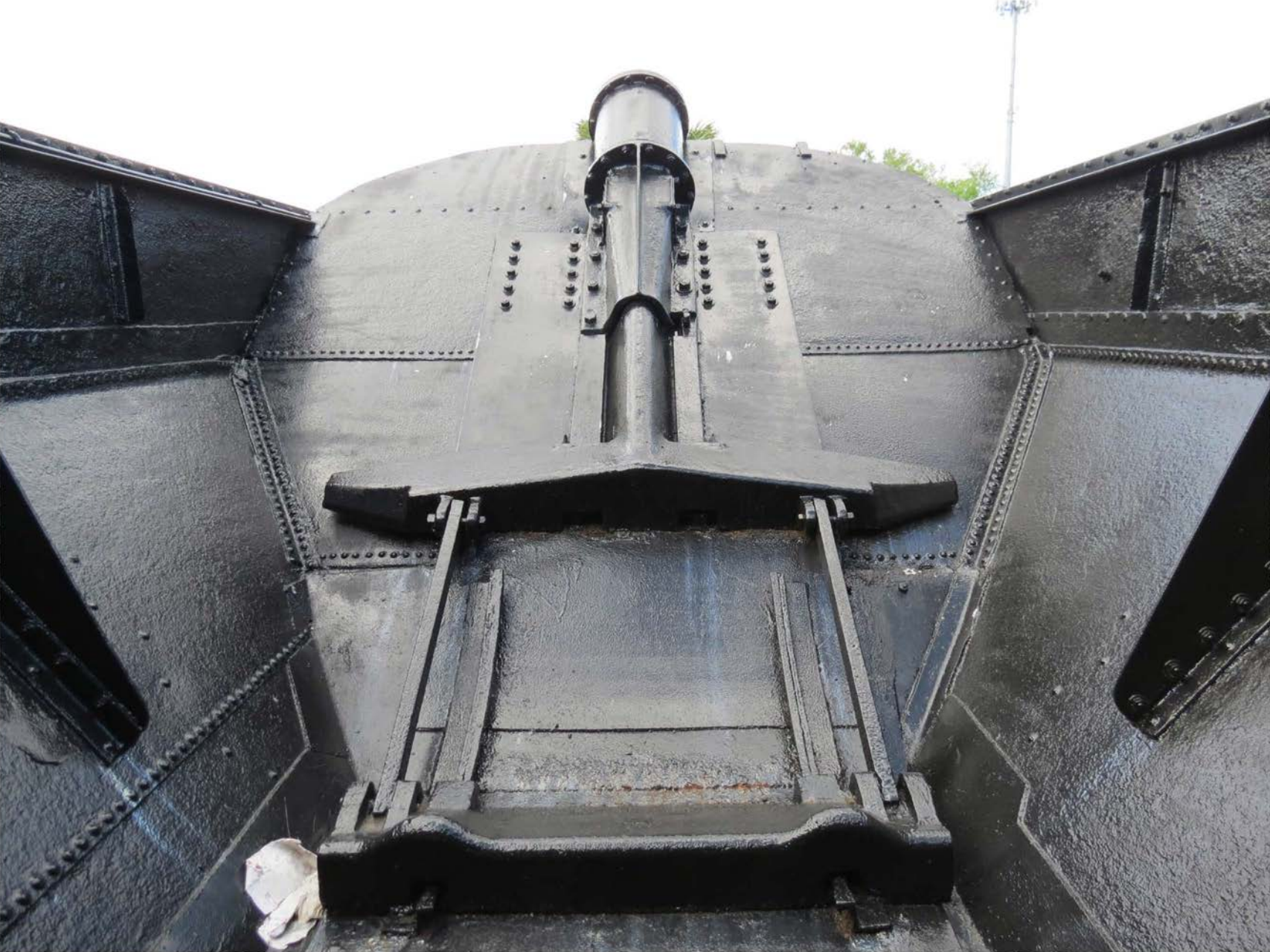



0
50
100
150
200
250
300
350
400
LOCOMOTIVE
DOUBLE SPRING
TYPE 1036
ASHCROFT
AMERICAN
MANUFACTURING
CORP.
PATENT DATES INSIDE
MADE IN U.S.A.
M45722001


ATLANTIC COAST LINE
1504


1504


1504



National Register of Historic Places
Memo to File

Correspondence

The Correspondence consists of communications from (and possibly to) the nominating authority, notes from the staff of the National Register of Historic Places, and/or other material the National Register of Historic Places received associated with the property.
Correspondence may also include information from other sources, drafts of the nomination, letters of support or objection, memorandums, and ephemera which document the efforts to recognize the property.

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
EVALUATION/RETURN SHEET

Requested Action:	Resubmission
Property Name:	Atlantic Coast Line Railroad Locomotive No. 1504
Multiple Name:	Florida's Historic Railroad Resources MPS
State & County:	FLORIDA, Duval

Date Received:	Date of Pending List:	Date of 16th Day:	Date of 45th Day:	Date of Weekly List:
1/5/2018			2/20/2018	

Reference number:	RS100001388
Nominator:	State

Reason For Review:

__ Appeal	__ PDIL	__ Text/Data Issue
__ SHPO Request	__ Landscape	__ Photo
__ Waiver	__ National	__ Map/Boundary
X Resubmission	__ Mobile Resource	__ Period
__ Other	__ TCP	__ Less than 50 years
	__ CLG	

__X__ Accept _____ Return _____ Reject **1/23/2018** Date

Abstract/Summary Comments:	Addressed return comments. The locomotive still suffers from an inappropriate setting, but the nomination makes a convincing case for its national significance and rarity - both related to the Federal takeover of the nation's railroad infrastructure during WWI, which included standardized designs for various locomotive types.
Recommendation/ Criteria	Accept / A & C

Reviewer Jim Gabbert Discipline Historian

Telephone (202)354-2275 Date

DOCUMENTATION: see attached comments : No see attached SLR : **Yes**

If a nomination is returned to the nomination authority, the nomination is no longer under consideration by the National Park Service.

ONE CITY. ONE JACKSONVILLE.

City of Jacksonville, Florida

Lenny Curry, Mayor

City Hall at St. James
117 W. Duval St.
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

April 26, 2017

Ruben Acosta, Florida Division of Historical Resources
R.A. Gray Building
500 S. Bronough Street
Tallahassee, Florida 32399-0250

Dear: Mr. Acosta

RE: Proposed National Register Listing – ACL Locomotive # 1504

On behalf of the Jacksonville Historic Preservation Commission, I am pleased to provide this letter of support for the proposed nomination of Atlantic Coast Line Locomotive #1504 to the National Register of Historic Places. Manufactured in 1919 by the American Locomotive Company in Richmond, Virginia, ACL Locomotive #1504 has significance as one of the few remaining engines constructed under the direction of the United States Railroad Administration during World War I.

From approximately 1920 to 1939, ACL #1504 hauled 10 to 12 passenger cars along the main line between Richmond, Virginia and Jacksonville. Because of its significance, the locomotive was designated as a National Mechanical Engineering Landmark, as well as a City of Jacksonville landmark in 2009. ACL Locomotive #1504 was donated to the City of Jacksonville by CSX Railroad for placement at the new Prime Osborn Convention Center which incorporated the old Jacksonville Terminal as its focal point.

With the upcoming hundredth anniversary of America's entry into World War I, placement of ACL Locomotive #1504 on the National Register of Historic Places would be very meaningful at this time.

Kind Regards,

Christian Popoli
City Planner Supervisor
Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, Florida 32202
(904) 255-7852
cpopoli@coj.net

David B. Case
Chairman
Jacksonville Historic Preservation Commission

CP/
DC/
gb

cc: William Killingsworth, Director of Planning and Development Department

FLORIDA DEPARTMENT of STATE

RICK SCOTT
Governor

KEN DETZNER
Secretary of State

June 5, 2017

J. Paul Loether, Deputy Keeper and Chief,
National Register of Historic Places
Mail Stop 7228
1849 C St, NW
Washington, D.C. 20240

Dear Mr. Loether:

The enclosed disks contain the true and correct copy of the nomination for the **Atlantic Coast Line Railroad Locomotive Number 1504 (FMSF#: 8DU19817), in Duval County**, to the National Register of Historic Places. The related materials (digital images, maps, and site plan) are included.

Please do not hesitate to contact me at (850) 245-6364 if you have any questions or require any additional information.

Sincerely,

Ruben A. Acosta
Supervisor, Survey & Registration
Bureau of Historic Preservation

RAA/mai

Enclosures

NPS Form 10-900
(Rev. 10-90

OMB No. 1024-0018

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES REGISTRATION FORM

MP-1388

This form is for use in nominating or requesting determinations for individual properties and districts. See instructions in How to Complete the National Register of Historic Places Registration Form (National Register Bulletin 16A). Complete each item by marking "x" in the appropriate box or by entering the information requested. If any item does not apply to the property being documented, enter "N/A" for "not applicable." For functions, architectural classification, materials, and areas of significance, enter only categories and subcategories from the instructions. Place additional entries and narrative items on continuation sheets (NPS Form 10-900a). Use a typewriter, word processor, or computer, to complete all items.

1. Name of Property

historic name Atlantic Coast Line Railroad Locomotive # 1504

other names/site number 8DU19817

2. Location

street & number 1000 West Bay Street ☐ not for publication

city or town Jacksonville, ☐ vicinity

state Florida co FL county Duval code 031 zip code 32202

3. State/Federal Agency Certification

As the designated authority under the National Historic Preservation Act, as amended, I hereby certify that this ☒ nomination ☐ request for determination of eligibility meets the documentation standards for registering properties in the National Register of Historic Places and meets the procedural and professional requirements set forth in 36 CFR Part 60. In my opinion, the property ☒ meets ☐ does not meet the National Register criteria. I recommend that this property be considered significant ☒ nationally ☒ statewide ☒ locally. (☐ See continuation sheet for additional comments.)

Melissa Kadel Lotane Deputy SHPO 5/25/17
Signature of certifying official/Title Date

Florida Department of State, Division of Historical Resources, Bureau of Historic Preservation
State or Federal agency and bureau

In my opinion, the property ☐ meets ☐ does not meet the National Register criteria. (☐ See continuation sheet for additional comments.)

Signature of certifying official/Title Date

State or Federal agency and bureau

4. National Park Service Certification

I hereby certify that the property is:

	Signature of the Keeper	Date of Action
☐ entered in the National Register ☐ See continuation sheet		
☐ determined eligible for the National Register ☐ See continuation sheet.		
☐ determined not eligible for the National Register ☐ See continuation sheet.		
☐ removed from the National Register.		
☐ other, (explain) _____		

5. Classification

Ownership of Property
(Check as many boxes as apply)

- ☐ private
- ☒ public-local
- ☐ public-State
- ☐ public-Federal

Category of Property
(Check only one box)

- ☐ buildings
- ☐ district
- ☐ site
- ☒ structure
- ☐ object

Number of Resources within Property
(Do not include any previously listed resources in the count)

Contributing	Noncontributing	
0	0	buildings
0	0	sites
2	1	structures
0	0	objects
2	1	total

Name of related multiple property listings
(Enter "N/A" if property is not part of a multiple property listing.)

Florida's Historic Railroad Resources MPS

Number of contributing resources previously listed in the National Register

N/A

6. Function or Use

Historic Functions
(Enter categories from instructions)

TRANSPORTATION: Rail Related

Current Functions
(Enter categories from instructions)

OTHER: Public Display

7. Description

Architectural Classification
(Enter categories from instructions)

OTHER: 4-6-2 Pacific Type

Materials
(Enter categories from instructions)

foundation METAL
walls METAL
roof METAL
other

Narrative Description
(Describe the historic and current condition of the property on one or more continuation sheets.)

8. Statement of Significance

Applicable National Register Criteria
(Mark "x" in one or more boxes for the criteria qualifying the property for National Register listing.)

☒ **A** Property is associated with events that have made a significant contribution to the broad patterns of our history.

☐ **B** Property is associated with the lives of persons significant in our past.

☒ **C** Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.

☐ **D** Property has yielded, or is likely to yield information important in prehistory or history.

Criteria Considerations
(Mark "x" in all the boxes that apply.)

Property is:

☐ **A** owned by a religious institution or used for religious purposes.

☒ **B** removed from its original location.

☐ **C** a birthplace or grave.

☐ **D** a cemetery.

☐ **E** a reconstructed building, object, or structure.

☐ **F** a commemorative property.

☐ **G** less than 50 years of age or achieved significance within the past 50 years

Areas of Significance
(Enter categories from instructions)

Transportation
Engineering

Period of Significance

1919-1952

Significant Dates

1919

Significant Person

N/A

Cultural Affiliation

N/A

Architect/Builder

American Locomotive Company, Builder
United States Railroad Administration, Designer

Narrative Statement of Significance
(Explain the significance of the property on one or more continuation sheets.)

9. Major Bibliographical References

Bibliography
Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

Previous documentation on file (NPS):

☐ preliminary determination of individual listing (36 CFR 36) has been requested
☐ previously listed in the National Register
☐ previously determined eligible by the National Register
☐ designated a National Historic Landmark
☐ recorded by Historic American Buildings Survey
_____
☐ recorded by Historic American Engineering Record

Primary location of additional data:

☐ State Historic Preservation Office
☐ Other State Agency
☐ Federal agency
☒ Local government
☐ University
☐ Other

Name of Repository
Jacksonville Planning and Development Department
_____

10. Geographical Data

Acreage of Property less than one acre

UTM References
(Place additional references on a continuation sheet.)

	Zone	Easting	Northing
1	17	435133	3355364
2			
3			
4			

☐ See continuation sheet

Verbal Boundary Description
(Describe the boundaries of the property on a continuation sheet.)

Boundary Justification
(Explain why the boundaries were selected on a continuation sheet.)

11. Form Prepared By

name/title Joel McEachin, City Planner Supervisor - Historic Preservation

organization Jacksonville Planning and Development Department date April 3, 2017

street & number 3rd Floor, Ed Ball Building, 214 North Hogan Street telephone (904) 255-7800

city or town Jacksonville state Florida zip code 32202

Additional Documentation

Submit the following items with the completed form:

Continuation Sheets

Maps

A **USGS map** (7.5 or 15 minute series) indicating the property's location.

A **Sketch map** for historic districts and properties having large acreages or numerous resources.

Photographs

Representative **black and white photographs** of the property.

Additional items
(check with the SHPO or FPO for any additional items)

Property Owner

(Complete this item at the request of SHPO or FPO.)

name Jacksonville Public Works Department - Public Buildings Division

street & number 555 West 44th Street telephone 904- 630-5401

city or town Jacksonville state Florida zip code 32208

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES CONTINUATION SHEET

Section number 7 Page 1 ACL Locomotive Number 1504
Jacksonville, Duval County, FL

SUMMARY:

Atlantic Coast Line Railroad (ACL) Locomotive Number 1504 is a United States Railroad Administration (USRA) designed class P-5-A "light Pacific" steam locomotive engine. The steam engine, which measures roughly 15 feet in height and a little over 80 feet in length from the tip of the pilot to the end of the tender, features a 4-6-2 wheel configuration. Although no longer operational, it still retains all the vital elements of a steam engine, including its original or similarly designed piping arrangement, tender, cab, domes, driving wheels, coal pusher, non-lifting injectors, trailing trucks, running boards, and pilot.[1] The engine has had some alterations, including the replacement of the headlight, tender trucks, and pilot truck wheels.[2] The engine has also been moved to its current location, which is on a detached set of tracks in the middle of the parking lot in front of what is now the Prime Osborn Convention Center, which was formerly the city's depot. Despite this, it still retains sufficient integrity to qualify for listing in the National Register of Historic Places.

SETTING:

The city of Jacksonville, which is in northeast Florida, is the largest city in the continental United States by land size. The city has an unusual double role of functioning as the county government as well, the result of the consolidation of the city and Duval County back in the 1960s. It has a population of a little over 850,000 people and serves as a major port terminal and transportation hub. With two major military bases and a Coast Guard base, the city has a large military presence. It also serves as the headquarters to a number of major corporations, including CSX, Fidelity National Financial, Ameris Bancorp, Gate Petroleum, and Southeastern Grocers.[3]

The ACL Locomotive Number 1504 is located on the grounds of the Prime Osborn Convention Center at 1000 West Bay Street in the LaVilla section immediately west of Downtown Jacksonville. The Prime Osborn Convention is fronted by the 1919 Jacksonville Terminal with the newer exhibition hall, meeting rooms, and hallways, as well as parking lot occupying the area of the original rail yard. Donated by CSX Railroad, the locomotive was placed in the center of the parking lot in the same month that the convention center opened in October of 1986. Already constructed, the configuration of the parking lot restricted placement of the locomotive to the middle of the travel lanes resulting in not having an east-west orientation. Immediately to the south of the Prime Osborn Convention Center is an active rail line used by the Florida East Coast Railroad.

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[1] 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, p. 7.
[2] Ibid.
[3] City of Jacksonville, "About Jacksonville," http://www.coj.net/about-jacksonville.aspx.

PHYSICAL DESCRIPTION:

The Atlantic Coast Line Railway (ACL) Locomotive #1504 is a class P-5-A "light Pacific" steam locomotive, designed primarily as for passenger service. It measures approximately fifteen feet in height and 80 feet, nine and a half inches in length from the tip of the pilot to the tender. The engine itself measures approximately 48 feet from the tip of the cowcatcher to the end of the cab. The "light Pacific" locomotive weighs over 270,000 lbs. and could reach speeds up to 100 miles per hour. The locomotive is constructed of various types of steel which have been forged, cast, or rolled and riveted together (Photos 1-3).

The front wheels behind the pilot, commonly known as the cowcatcher, are called the leading wheels or pilot truck wheels (Photos 4-6). They balance the truck and weight, increasing stability. The pilot truck helps guide the locomotive into curves and enables higher speeds. Above the leading wheels are the smoke stack, the smoke box, steam chest, and cylinders (Photos 7-8). ACL Locomotive # 1504 has a headlight and a bell in front of the smoke box, which is the area just below the smoke stack (Photos 9-12). The steam chest sits between the four leading wheels. External cylinders house pistons, which power the driving wheels via large connecting rods (Photos 13-14).

Moving toward the back of the steam locomotive, two large black domes on the top of the boiler are the sand and steam domes (Photo 15). The one closest to the smoke stack is the sand dome (Photo 16). The sand dome stores sand and releases it as needed when the tracks are slick or icy for additional traction. The second dome is the steam dome (Photo 17). The whistle, an essential and popular feature of steam locomotives, is located next to the steam dome (Photo 18). The steam dome is where the steam and heated water mixture coming from the boiler are separated to prevent damage to the valves and pistons. The steam dome sits above the boiler, which is located above the driving wheels. These wheels are 73 inches in diameter and are connected to each other via connecting rods. The main rod drives the six large wheels (Photos 19-20). Above the main rod is the valve gear, which allows the machine to reverse (Photos 21-22). Behind the driving wheels are the trailing wheels, which sit below the firebox and cab and which carry the weight of the rear of the locomotive (Photos 24-25).[4] The cab is located at the rear of the locomotive and shelters the rear of the boiler and the controls that allow the engineer to drive the locomotive and the fireman to tend to the boiler. These include various valves controlling the use of steam to power the locomotive, apply the brakes, and fill the boiler with water. Gauges displayed steam pressure, brake line pressure, and water level. Fire doors allowed access to the firebox, and prior to the installation of a mechanical stoker, allowed the fireman to shovel coal into the fire (Photos 26-30).

[4] Michael Heavener, http://www.heavenr.com/railroad/glossary.html, 2009.

The tender measures approximately 32 feet in length, including the couplers. The tender has room for 14 tons of coal and 10,000 gallons of water.[5] A coal pushing mechanism located in the coal bunker assured the fireman easy access to fuel while stoking the firebox (Photos 31-37).

ALTERATIONS:

The locomotive retains a very high level of integrity of design, materials, and workmanship. One major historic alteration is the incorporation of a mechanical stoker, which eliminated the need for the fireman to manually shovel coal into the firebox. Other alterations during this period of significance were limited to a replacement of worn parts due to regular wear. This includes new tender trucks, pilot truck wheels, and a new headlight. Modern alterations include the replacement of the cab windows, and the installation of doors on the rear of the cab to enclose the formerly open space and thus protect the complex system of valves and other controls located within.

INTEGRITY

This locomotive, which remains largely in its original condition with very minimal changes, retains its integrity of design, materials, workmanship, and feeling. Since being mothballed in 1952 it has been moved twice, the first time in front of the ACL headquarters building in Jacksonville in 1990, and then later to its present location in 1986. It currently sits on two detached tracks surrounded by a protective fence in the parking lot of the Prime Osborne Convention Center, which used to be the Jacksonville Terminal. The current location is particularly fitting as the Number 1504 was based out of Jacksonville and made regular runs between Richmond and Jacksonville for nearly 20 years. Therefore, the locomotive retains sufficient integrity of location, setting, and association.

[5] American Society of Mechanical Engineering, p. 7.

SUMMARY:

The Atlantic Coast Line Railroad (ACL) Locomotive Number 1504 is eligible for listing in the National Register under Criterion A at the local level in the area of Transportation and Criterion C at the national, state, and local level in Engineering. The period of significance extends from its construction in 1919 to 1952, when it ceased usage as an active railroad engine. The locomotive itself, which was declared a National Historic Mechanical Engineering Landmark in 1990, is the best surviving example of a United States Railroad Administration (USRA) P-S-A Pacific Passenger engine. The USRA was created during World War I to coordinate railroad operations in the United States. As part of this effort to improve efficiency, the agency pushed for standardized designs for steam locomotives. The designs created by the USRA and the adaptations of it dominated the domestic production of steam locomotives until the last of them were made in the early 1950s. A total of 1,856 locomotives, including ACL #1504, were designed or fabricated during the war using these standard plans. Number 1504 was one of the original 81 4-6-2A steam engines produced during World War I, and after the war it served as a passenger service train on the Atlantic Coast Line Railroad for twenty years, hauling a number of famous trains, including the *Miamian*, the *Florida Special*, and the *Dixie Flyer*. By the beginning of World War II, as the ACL started using diesel engines for passenger service, the steam locomotives such as Number 1504 were used to haul freight. During its time as a passenger locomotive, Number 1504 was based out of Jacksonville. It was eventually moved to Tampa to haul freight and it was there that the engine was placed out of commission in 1952.

The ACL Locomotive Number 1504 contributes to the Florida's Historic Railroad Resources MPS under Associated Historic Contexts: Progressive Era Expansion and World War I, 1904-1920; Florida Land Boom, 1921-1928; Great Depression, 1929-1941; and World War II and the End of the Steam Era, 1942-1949. It also contributes under Associated Property Type F.3: Railroad Structures.

Historical Context

Railroad History in Jacksonville

Jacksonville and Duval County have a long association with the development of railroads in Florida that continues to define the community as a major rail center while playing an important role in the local economy.[6] As early as 1834, local business interests were considering the construction of a railroad line from Jacksonville to Tallahassee, but never implemented due to the outbreak of the Second Seminole War. In the 1840s, another

[6] Much of the information on Jacksonville's railroad history is summarized from T. Frederick Davis, *History of Jacksonville, Florida and Vicinity*. (Jacksonville, Florida: San Marco Bookstore, 1990, reprint of 1925 edition), pp. 341-357. and Pleasant Daniel Gold, *History of Duval County, Florida*. (St. Augustine, Florida: The Record Company, 1926 (Reprint by Higginson Book Company), pp. 176 - 187.

line was being contemplated connecting Jacksonville with the Gulf Coast via Cedar Key. This proposal was opposed and thwarted by a group of investors that included Senator David Levy Yulee, who soon completed a line from Fernandina to Cedar Key.

The history of the railroad industry in Jacksonville goes back to 1857 with the incorporation of the Florida, Atlantic & Gulf Railroad. Under the leadership of Dr. Abel Baldwin, a group of Jacksonville investors received a charter to build a railroad from Jacksonville to Alligator (Lake City). The railroad officially opened in March of 1860 as the Florida, Atlantic, & Gulf Railroad. During the Civil War, the railroad was significantly damaged by military actions in the west part of Duval County.[7]

Recognizing the importance of improving transportation in order to enhance settlement and economic development, the Florida legislature created the Internal Improvement Fund in the 1850s to help manage the state's vast public lands. It was supervised by the Governor, Comptroller, Treasurer, and Secretary of Agriculture. Canal or railroad projects approved by the members of the Internal Improvement Fund could receive 200 feet of public right-of-way through state lands, as well as alternating sections of lands six miles deep on both sides of the track. Once the roadway was graded, the railroad companies received $10,000 per mile for the purchase of rails and rolling stock. In addition, the state issued bonds for the construction of bridges and trestles that were backed by liens on railroad property. The offering of state lands was contingent on the companies over time paying the principle and interest on the bonds.[8]

After the Civil War, railroad travel was greatly enhanced by the widespread use of a standard gauge railroads that allowed different lines to make direct connections, thus lessening the number and lengths of delays and changing of cars. From the 1870s into the 1890s, a number of railroad lines primarily formed by locally based companies hoping to take advantage of generous state land offers sprang up across the state. This made railroad development difficult, as the lines were in a constant state of flux characterized by continuous mergers, acquisitions, and bankruptcies, creating a confusing number of name changes and ownerships. Confronted with the economic difficulties of Reconstruction, a number of smaller railroads were unable to stay in business and completely disappeared.

By the 1890s, these various smaller lines began to be incorporated as part of major railroad companies that operated more on a regional and national level. By the 20th century, the large railroad companies serving

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[7] T. Frederick Davis, *History of Jacksonville, Florida and Vicinity*. (Jacksonville, Florida: San Marco Bookstore, 1990, reprint of 1925 edition), pp. 342-343
Pleasant Daniel Gold, *History of Duval County, Florida*. (St. Augustine, Florida: The Record Company, 1926 (Reprint by Higginson Book Company), pp. pp. 124-125.
[8] Charlton W. Tebeau, *A History of Florida*. (Coral Gables, Florida: University of Miami Press, 1971), pp. 189-190.

Florida included the Atlantic Coast Line Railroad (ACL), Seaboard Airline Railway (SAL), Southern Railway, the Louisville & Nashville Railroad (L&N), and the Florida East Coast Railway (FEC).[9]

Atlantic Coast Line Railroad

The Atlantic Coast Line Railroad (ACL) owes its existence largely to a wealthy Baltimore investor William T. Walters, who consolidated a number of smaller lines based primarily in Virginia, North Carolina, and South Carolina after the Civil War. The Atlantic Coast Line Company was formed in 1889 as a holding company for these smaller consolidated rail lines. By 1898, these companies were officially merged into a larger rail line known as the Atlantic Coast Line Railroad of Virginia, later shortened to simply the Atlantic Coast Line Railroad after further acquisitions extended their holdings into Georgia in 1900.[10]

The development of the ACL in Florida was primarily based on the various lines that came under the control and ownership of railroad magnate, Henry B. Plant. Before the Civil War, the Atlantic & Gulf Railroad was opened from Waresboro on the Satilla River to Thomasville, Georgia, and by the end of the war had reached Bainbridge, Georgia. The western extension of this line was to draw off cotton trade from the Chattahoochee and Flint Rivers connected to the Gulf of Mexico by the Apalachicola River. This line went into receivership and was purchased by Henry B. Plant who reorganized the company as the Savannah, Florida & Western Railroad. Around the same time, Plant established another company, the East Florida Railway, to construct a railroad from Jacksonville to the St. Marys River. At that point, the line connected with Plant's Waycross & Florida Railroad that ran to Waycross, Georgia. Collectively known as "the Waycross Short Line," these two companies were merged into the Savannah, Florida & Western Railroad in 1884.[11]

Chartered in 1875 with construction initiated in 1883, the Jacksonville, Tampa, & Key West Railroad connected Jacksonville with Palatka. Primarily owned by Robert H. Coleman, a wealthy coal operator from Cornwall, Pennsylvania, the Jacksonville, Tampa & Key West Railroad was extended to Sanford, Florida by 1886, where it connected with the South Florida Railroad. This link connected Jacksonville directly with Tampa. After going into receivership, the Jacksonville, Tampa & Key West Railroad was acquired by the Plant Investment Company in April 1899 and became part of the Savannah, Florida & Western Railroad. The Plant Investment Company, which had previously purchased the South Florida Railroad, was now in control of a trunk line that ran from the north, through Jacksonville to Tampa.[12]

[9] George W. Pettengill, Jr. *The Story of Florida Railroads*. Bulletin No. 86, The Railway and Locomotive Historical Society, The Southeast Chapter. (Jacksonville, Florida, May, 1998), pp. 7 -12.

[10] Mike Schafer, *Classic American Railroads* Volume III (Minneapolis, MN: MBI Publishing, 2003), 9.

[11] Davis, pp. 345 & 348; Gold, pp. 178 -182.

[12] Ibid.

After Plant's death, the Savannah, Florida & Western Railroad was consolidated as part of the ACL in 1902. Another line that became part of the Atlantic Coast Line Railroad was the Jacksonville and Southwest Railroad, which opened in 1899, connecting Newberry in Alachua County with the Cummer Sawmill at Sand Fly Point at the mouth of Trout River. Although it provided passenger service, this standard gauge 100-mile railroad was constructed primarily to transport lumber and later phosphate from the Newberry area to the Cummer Sawmill and docks at Milldale. The line was sold in 1903 and became part of the ACL the following year in 1904.[13]

As a result of its growth through aggressive acquisitions, the ACL emerged as a major railroad in the region. One particularly important acquisition was the Louisville & Nashville (L&N) and Atlanta, Birmingham & Coast (AB&C), which expanded their reach into the Deep South. Passenger and freight service into the rapidly growing Florida markets proved to be highly profitable for the ACL. Despite the increased competition from automobiles, passenger service into Florida remained profitable even after World War I as the ACL compensated for this by improving the size and comfort of its passenger cars and improved its infrastructure. The company was able to avoid bankruptcy during the Great Depression due in large part to its size and connections. By the end of the 1930s, the company began transitioning to diesel-electric engines, moving its steam locomotives into freight service.

After the end of World War II, the vast improvements in automobiles and airlines coupled with the construction of the federal interstate system cut into the business of railroads, especially with passenger service. The ACL continued to operate a profitable passenger business throughout the 1950s and 1960s but realized a merger with rival SAL was needed for long term survival. In 1967, the two companies merged to form the Seaboard Coast Line Railroad Company. In 1980, Seaboard Coast Line Industries, the holding company for the railroad, merged with the Chessie System, Inc., to form CSX Corporation. In 1986, several railroad companies, including the new Seaboard System Railroad, merged to create CSX Transportation that operated under the umbrella of the CSX Corporation.[14]

Railroad Depots and the Jacksonville Terminal

Before the establishment of the Jacksonville Terminal Company and the construction of a central station, each rail line serving Jacksonville had its own depot. The first railroad in Jacksonville, the Florida, Atlantic & Gulf Central Railroad, had a simple uncovered platform near the intersection of West Adams and Clay streets in the

[13] Gold, pp. 186 & 457; Davis, p. 348.
[14] Schafer, *Classic American Railroads*, 15-18; Glenn Hoffman, Ph.D. *A History of the Atlantic Coast Line Railroad Company*. (Jacksonville, Florida: CSX Corporate Communications and Public Affairs, 1998), p. 303.
Before the merger, Atlantic Coast Line Railroad and Seaboard Airline Railroad each owned 1/3 of the Florida Publishing Company, the publishers of the *Florida Times Union* and the *Jacksonville Journal*. After the merger in 1967, the new Seaboard Coast Line Railroad had complete ownership of the Florida Publishing Company until sold by CSX in 1983. There have been questions and charges that railroad ownership had influenced editorial policies of these two papers.

west side of downtown. After the Civil War, the depot moved to the foot of North Julia Street. Arriving in Jacksonville in 1881, the Savannah, Florida & Western Railroad had a depot just east of the Broad Street (Riverside Avenue) Viaduct along the river front with a spur providing access to a long dock for loading freight from river boats. Both the Plant System and the Florida East Coast Railroad operated steam boats along the St. Johns River that supplemented rail transportation. Coming from the north, the Fernandina & Jacksonville Railroad constructed a depot on East Bay Street just west of Hogans Creek. The Jacksonville, Tampa, & Key West Railroad and the Jacksonville, St. Augustine and Halifax River Railroad had depots located near the mouth of McCoys Creek. The Florida Railway & Navigation Company moved the depot of the old Florida, Atlantic & Gulf Central Railroad from the foot of Julia Street to the foot of Hogan Street. The company opened a belt line in 1886 that allowed passenger trains from the Fernandina & Jacksonville, now owned by the Florida Railway & Navigation Company, to use the North Hogan Street depot. The belt created a continuous rail loop along the waterfront. [15]

The idea of developing a central terminal serving several railroad companies began to be discussed in the 1880s. Having multiple depots was operationally inefficient and inconvenient for passengers. In an effort to develop a union station for the city, the Jacksonville Terminal Company was established in 1893 by Henry M. Flagler, Henry B. Plant, and H. R. Duval. Flagler served as president, with Plant, vice-president, H.R. Duval, treasurer and J.R. Parrott as secretary.

The site for the new union station along the south side of West Bay Street required diverting the channel of McCoy's Creek and filling adjacent marshes with 300,000 cubic yards of dirt. The filled creek bed and surrounding marshes required the driving of 2,100 piles to a depth of 70 feet in order to provide a solid foundation for the station and rails. With construction slowed by a hurricane in 1894, the new terminal that opened on January 15, 1897 featured a long façade along West Bay Street framed by two towers covered with clay tiles. This Italian Renaissance Style station, designed by W. B. Howe and built by S.S. Leonard, also had an enormous train shed one-fifth of a mile long and 520 feet wide. When completed, the new station covered an area of 325' x 120'. By 1900, nearly two million people were passing through the Union Station yearly, a number that increased to two and a half million by 1910, which was three times the state's population at the time. By 1912, the station handled approximately 92 trains a day.[16]

As a result of increased usage, public outcry grew for a new, larger train facility in Jacksonville, culminating in the construction of the first Jacksonville Terminal, which was completed in 1919. After defeating attempts by the City of Jacksonville to have the terminal relocated to the west side of North Myrtle Avenue, the Jacksonville Terminal Company began construction of a new $2 million railroad facility, which incorporated the 1897 terminal. The participating companies included the Florida East Coast Railroad, the

[15] Davis, pp. 355-357
[16] Wood, p. 95; Davis, pp. 356-357; Gold, pp. 183-184

Seaboard Airline Railroad, Atlantic Coast Line Railroad, the Southern Railway, and the Georgia, Southern, and Florida Railroad. Winning a nationwide competition, New York architect Kenneth M. Murchison was contracted to design the building. Irwin & Leighton from Philadelphia were hired to construct the terminal. Murchison borrowed heavily from New York's Pennsylvania Station in the design for the new Jacksonville Terminal. Fronted by fourteen massive limestone columns over 42 feet high, the mammoth new terminal opened 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 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. [17]

Before it closed in 1974, the Jacksonville Terminal had been visited by nearly every U.S. President since Warren G. Harding, as well as numerous screen and stage stars, and a variety of celebrities from the Duke and Duchess of Windsor to gangster Al Capone. Many of the trains that frequented the Jacksonville Terminal also became celebrities in their own right, including the *Silver Meteor, Silver Star, South Wind, Flamingo, Dixie Flyer, Florida Special, Champion,* and the *Orange Blossom Special,* the first fully air conditioned coach.[18]

Another significant part of Jacksonville's railroad history was the opening of the Seaboard Airline Railroad Shops along North McDuff Avenue. Having insufficient space at the nearby Honeymoon Yards, the Seaboard Airline Railroad announced plans in 1907 for the construction of extensive shop facilities on a 95-acre site west of North McDuff Avenue and north of Warrington Street in the Lackawanna neighborhood. Construction of the yards, which reportedly cost $1,200,000, involved a workforce of 1,000 masons, carpenters, and metal workers. The yards included a roundhouse that could serve up to ten locomotives, a 10,000-ton coal storage facility, and nine large support buildings housing a passenger & car shop, car wheel & axle shop, and a 1,000' x 28' transfer and office structure. The yards were designed by H.N. McCrary, a civil engineer with the railroad and constructed by C.D. Elliott Company of Hickory, North Carolina and W.T. Hadlow Company of Jacksonville. McCrary was responsible for the design of other yards including shops in Tampa, the Wildwood Yards and the Baldwin Yards that opened in 1924.[19]

A significant development that consolidated Jacksonville's reputation as one of the major rail centers in the South was the relocation of the Atlantic Coast Line Railroad's national headquarters from Wilmington, North

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[17] Wood, p. 94.
Davis, p. 357

[18] History of the Jacksonville Terminal summarized from the *Designation Application and Report of the Planning and Development Department to the Jacksonville Historic Preservation Commission, Proposed Designation of the Jacksonville Terminal Complex, 1000 West Bay Street, LM-95-18. February 28, 2001.*

[19] Environmental Services, Inc. *The Historic Architectural Resources of the North Riverside Neighborhood in Jacksonville, Duval County,* November, 2004, p. 44.

Carolina to Jacksonville. The headquarters had been located in Wilmington since 1902 and had been previously used by the Wilmington Weldon Railroad, the parent company of the Atlantic Coast Line Railroad. The Wilmington location became increasingly inconvenient as the Atlantic Coast Line operations moved more to the south. Movement of the headquarters to Jacksonville involved the relocation of over 1,000 company employees that made the city home. The relocation was accompanied by the construction of a new headquarters building along the waterfront in Downtown Jacksonville. The 15-story building, which was designed by Jacksonville architectural firm of Kemp, Bunch & Jackson, opened in 1960, significantly contributing to the riverfront redevelopment initiative of Mayor Haydon Burns. With later mergers, the building served as headquarters for the Seaboard Coast Line Railroad, and currently houses the national office of the CSX Railroad.[20] The building continues to be a significant part of the downtown skyline.

HISTORICAL SIGNIFICANCE

ACL LOCOMOTIVE NO. 1504

Manufactured in 1919 by the American Locomotive Company in Richmond, Virginia, the Atlantic Coast Line Locomotive Number 1504 is one of the few remaining engines constructed under the direction of the United States Railroad Administration (USRA), and has been recognized as the most original of the few examples that remain.

Number 1504, which was based in Jacksonville, is intimately connected with the history of the Jacksonville Terminal. From approximately 1920 to 1939, Number 1504 hauled 10 to 12 passenger cars along the main line between Richmond, Virginia, and Jacksonville, reaching speeds of 70 to 80 miles per hour. Over its 20 years of passenger service, it was associated with many famous trains, including *the Miamian, the Florida Special*, *the Palmetto Limited*, *Southland*, *the South Wind*, and *Dixie Flyer*. By the beginning of World War II, as the ACL shifted towards diesel engines for passenger service, the steam engines, including Number 1504 were repurposed for freight. After it was taken out of passenger service, Number 1504 was used for fast freight service in the Tampa area. When it was retired and mothballed in 1952, it was the last of its kind to be taken out of operation.

In 1960, Atlantic Coast Line President Champion Davis, acting on the recommendations of John W. Hawthorne, who was head of the ACL Mechanical Department, restored Number 1504 and placed it in front of the new ACL headquarters building in Jacksonville. The engine remained there until 1986, when it was relocated to its present location in front of the Prime Osborn Convention Center.

[20] Hoffman, pp. 277 – 279.

In 1990, Number 1504 was recognized by the American Society of Mechanical Engineering as a National Historic Mechanical Engineering Landmark on October 23, 1990.[21] In 2009, Number 1504 was designated a City of Jacksonville landmark. [22]

ENGINEERING CONTEXT

American Locomotive Company (ALCO)

The American Locomotive Company, popularly known as ALCO, was formed in 1901 following the merger of several smaller locomotive manufacturers. Based in Schenectady, New York, it quickly emerged as one of the second largest steam locomotive company in the United States after the Baldwin Locomotive Works. The beginning of ALCO coincided with the height of steam locomotive production in the United States, with 6,300 locomotives ordered in the United States alone in 1905. As the second largest manufacturer, ALCO thrived during this time. By the end of World War I, however, increased competition with automobiles and later airlines greatly cut into the business of railroads. During the 1920s, electric-diesel engines began replacing steam locomotives on the railroads, and ALCO was one of the few companies to successfully make the transition into this new field. Working in partnership with General Electric, they were the first to produce commercially successful diesel-electric engines and dominated this field until the 1930s when General Motors overtook them. By the mid-1950s, General Electric started making their own diesel-electric engines, and ALCO began to decline. In 1964, the Worthington Corporation purchased ALCO and by 1969, ALCO ceased making locomotives altogether.[23]

United States Railroad Commission

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 Woodrow 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,

[21] 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.
[22] *Proposed Designation of the Jacksonville Terminal Complex.*
[23] Brian Solomon, *ALCO Locomotives* (Minneapolis, MN: Voyageur Press, 2009), 8-22.

"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.[24]

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 eleven railroad companies and three locomotive manufactures 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 Number 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.

ENGINEERING SIGNIFICANCE

4-6-2A Pacific Passenger Engine

The 4-6-2 wheel arrangement for steam locomotives were known widely as the Pacific Type, after the Missouri Pacific Railroad, which was the first in the country to use the configuration. The pacific type developed from earlier passenger locomotive types known as ten-wheelers, with four pilot wheels and six drivers. The addition of a trailing truck allowed the use of a larger fire box, which allowed for better fuel combustion, higher boiler pressures, and more efficient locomotives which using lower quality coal. Pacific type locomotives had fewer, larger drivers than contemporary freight locomotives, allowing for higher speeds and shorter travel times between destinations. The usage of these engines go back to 1901 and quickly spread around the world as a popular engine type for passenger services. By the beginning of World War I, these engines were the most popular passenger engines in the world. The ACL was particularly known for its usage of the Pacific engines for both passenger and freight services. The lower grades and generally flat terrain of its routes required less pulling power to haul cargo.[25]

The ACL Number 1504 is an outstanding surviving example of the 4-6-2A Light Pacific Engine designed by the USRA. Light Pacifics were general purpose passenger locomotives, designed to run nearly anywhere on the US railroad network. This contrasted with the heavy pacific design, which retained the same wheel configuration and boiler but had a much heavier axle load that placed greater stress on the track and limited

[24] Robert H. Zieger, *America's Great War, World War I and the American Experience*. (Lanham, Maryland: Rowman & Littlefield Publishing, Inc., 2001) p. 71.
[25] Eugene L. Huddleston, *Uncle Sam's Locomotives: The USRA and the Nation's Railroads* (Bloomington, IN: Indiana University Press, 2002), 50-51, 136-137; Schafer, *Classic American Railroads*, 13-14.

their use to only the best engineered main lines. Number 1504 was one of the original 81 4-6-2A engines produced, and one of 70 acquired by the ACL, which reclassified these engines as P-5-A Pacific passenger Locomotives. 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 eleven railroad companies and three locomotives manufactures 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 World War I using these standard plans, which continued to be extensively used after the war for the manufacturing of steam engines. The USRA designs or USRA inspired designs would dominate steam locomotive production from the end of WWI until the 1950s, when the last steam engines were made on a large scale. Number 1504 is one of the few USRA-designed engines still in mostly original condition and is the best surviving engine of its type in the state. According to the 1990 National Engineering Landmark designation report, it was the sole remaining USRA locomotive in as-built condition.

CRITERIA CONSIDERATION B

The ACL Locomotive Number 1504 has been removed from its original location. The locomotive as it sits now is located on detached track in the middle of the Prime Osborn Convention Center (the former Jacksonville Terminal) parking lot. ACL Locomotive Number 1504 shares a common history and close association with the Jacksonville Terminal making it the most appropriate setting. Although the terminal is no longer active and has been incorporated as part of the Prime Osborn Convention Center, it is still the most significant visual representation of the golden era of railroad transportation in Florida. Immediately to the south of the Jacksonville Terminal is an active line serving the Florida East Coast Railroad which in the future may return to passenger service along the Atlantic Coast of Florida. This new passenger service will probably result in a significant part of the Jacksonville Terminal returning to active use in association with a proposed multi-modal transportation center. If the locomotive itself was to become operational it would be placed on a spur coming off from the FEC tracks.

Donated by CSX Railroad, the locomotive was placed in the center of the parking lot in the same month that the convention center opened in October of 1986. Already constructed, the configuration of the parking lot restricted placement of the locomotive to the middle of the travel lanes resulting in not having an east-west orientation. The Jacksonville Terminal and associated properties, including the site of an extensive rail yard, where the locomotive is currently located, would clearly be the appropriate “home” for ACL Locomotive Number 1504.

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United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES CONTINUATION SHEET

Section number 10 Page 1 ACL Locomotive Number 1504
Jacksonville, Duval County, FL

VERBAL BOUNDARY DESCRIPTION:

The boundary is encompassing the footprint of the fence surrounding the ACL Locomotive Number 1504, located in Parcel Number: 074887 0000 as recorded in the Office of the Duval Country Property Appraiser. Please see map.

BOUNDARY JUSTICATION:

The boundary is encompassing the footprint of the fence surrounding the ACL Locomotive Number 1504 and includes the locomotive and tender.

United States Department of the Interior
National Park Service

NATIONAL REGISTER OF HISTORIC PLACES CONTINUATION SHEET

Section number 10 Page 1 ACL Locomotive Number 1504
Jacksonville, Duval County, FL

Photograph List

1. ACL LOCOMOTIVE # 1504
2. JACKSONVILLE, FLORIDA
3. CHRISTIAN POPOVICH
4. APRIL 13, 2017
5. HISTORIC PRESERVATION SECTION – JACKSONVILLE PLANNING AND DEVELOPMENT DEPARTMENT
6. EAST SIDE OF LOCOMOTIVE LOOKING WEST
7. PHOTO NO. 1 OF 37

Numbers 1-5 are the same for the remaining photographs.

6. WEST SIDE OF LOCOMOTIVE LOOKING EAST
7. PHOTO NO. 2 OF 37

6. FRONT OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO NO. 3 OF 37

6. PILOT OR COWCATHCER LOOKING SOUTH
7. PHOTO NO. 4 OF 37

6. LEADING WHEEL OR PILOT TRUCK WHEEL, EAST SIDE LOOKING SOUTH
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6. LEADING WHEELS OR PILOT TRUCK WHEELS, EAST SIDE LOOKING NORTH
7. PHOTO NO. 6 OF 37

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7. PHOTO NO. 7 OF 37

6. STEAM CHEST, EAST SIDE LOOKING SOUTH
7. PHOTO 8 OF 37

6. FRONT OF LOCOMOTIVE LOOKING SOUTH
7. PHOTO 9 OF 37

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7. PHOTO 10 OF 37

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7. PHOTOE 12 OF 37

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7. PHOTO 14 OF 37

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7. PHOTO 17 OF 37

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6. DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
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6. CONNECTING RODS AND DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
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6. CONNECTING RODS AND DRIVING WHEELS ON EAST SIDE OF LOCOMOTIVE, LOOKING NORTH
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6. WHEELS AND TRUCKS, WEST SIDE OF TENDER, LOOKING NORTH
7. PHOTO 37 OF 37

ACL LOCOMOTIVE NUMBER 1504
PHOTOS 1 - 3

ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84

Legend

Proposed National Register Boundary

Date: 4/5/2017

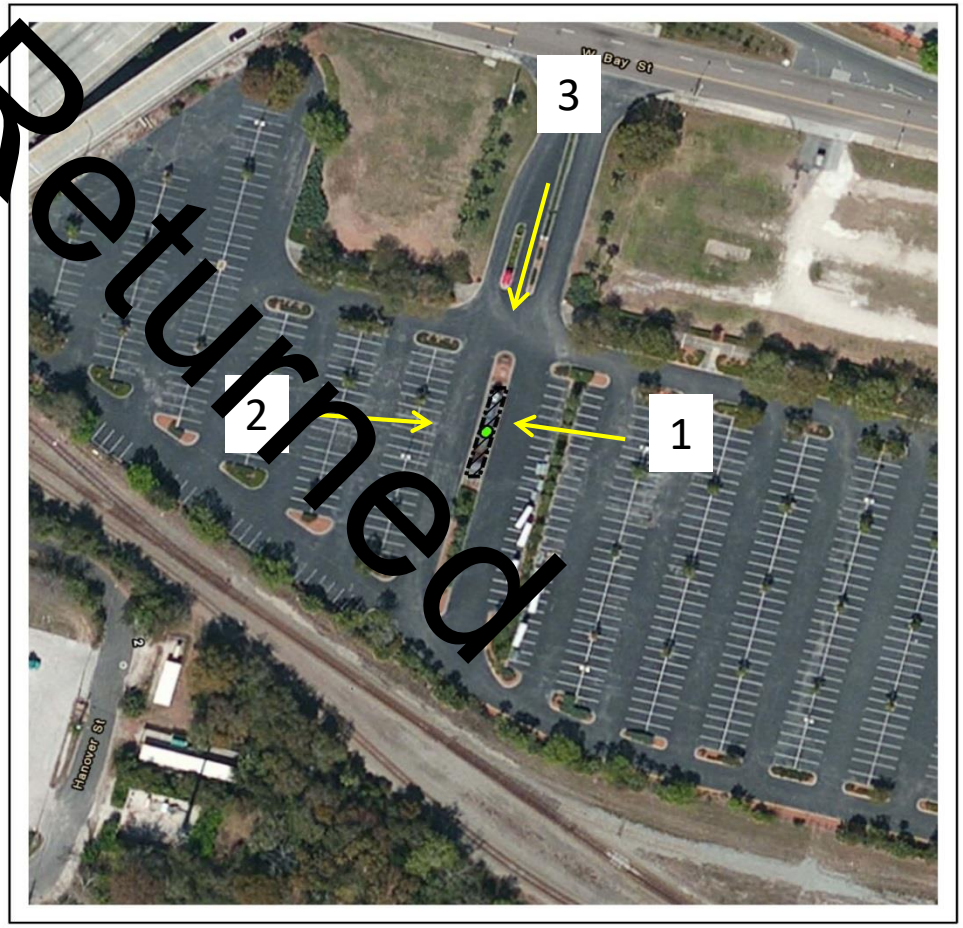
1:1,500

N

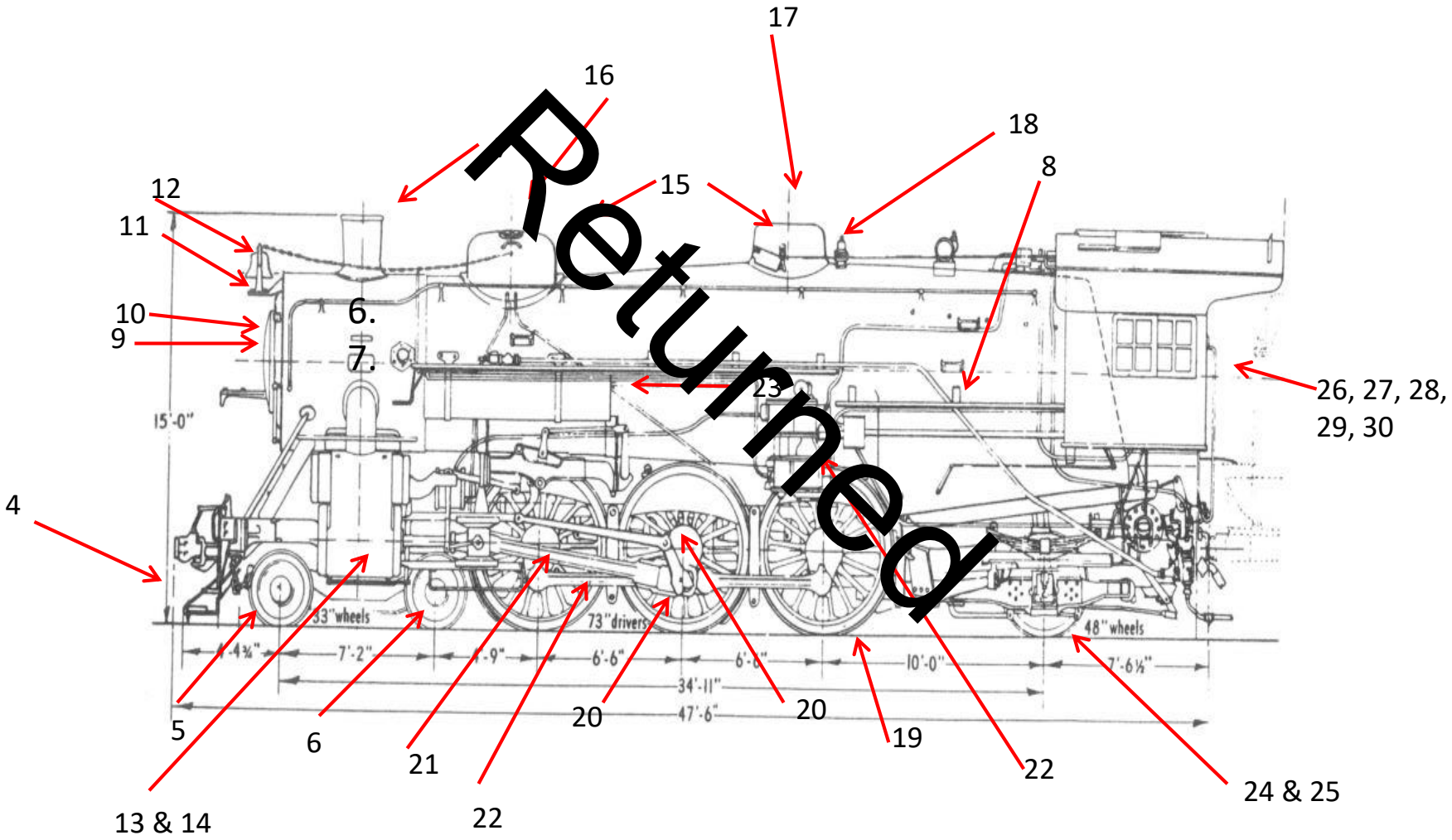
0 100 200 400 Feet

0 20 40 80 Meters

Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

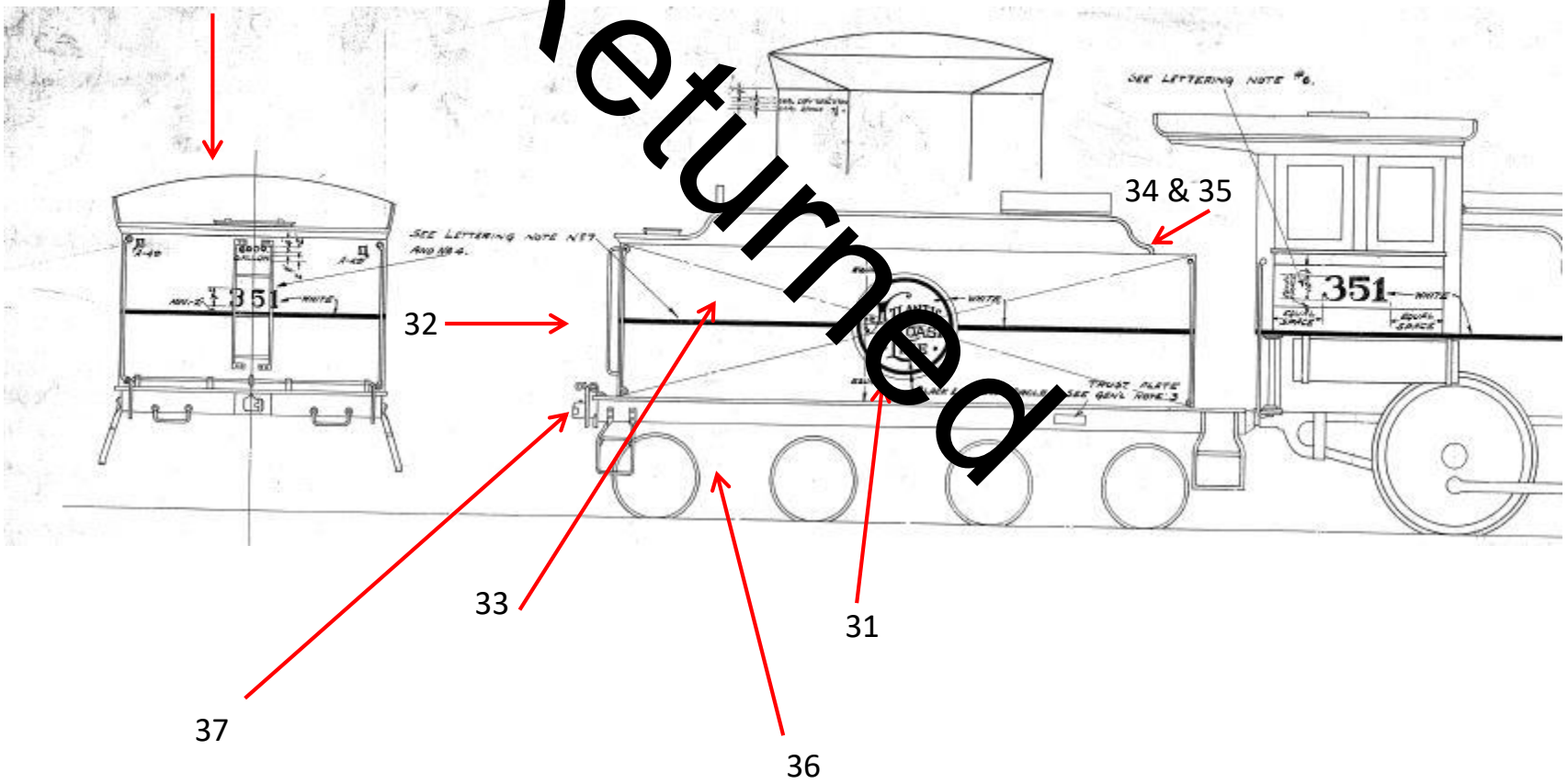


ACL LOCOMOTIVE NUMBER 1504
PHOTOS 4 - 30



Returned

ACL LOCOMOTIVE NUMBER 1504
PHOTOS 31 - 37



ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84

Legend

Proposed National Register Boundary

Date: 4/5/2017

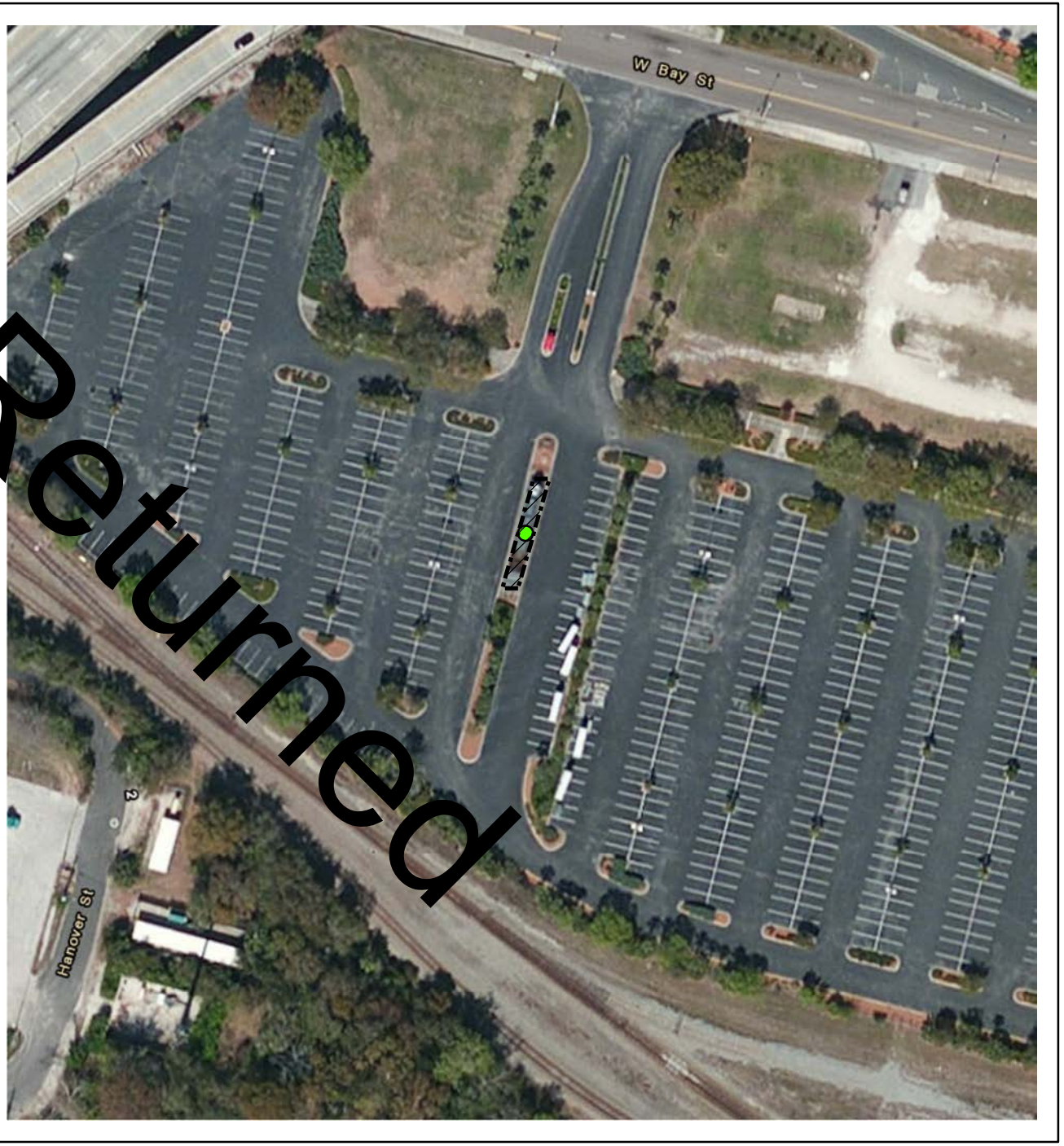
1:1,500

N

0 100 200 400 Feet

0 20 40 80 Meters

Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community



ACL Locomotive Number 1504

1000 Water Street
Jacksonville, Duval Co., FL

UTM:
17R 435133 3355364

Datum: WGS84

Legend

Proposed National Register Boundary

Date: 5/19/2017

1:10,000

N

0 425 850 1,700 Feet

0 105 210 420 Meters

Basemap Source: Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AEX, Getmapping, Aerogrid, IGN, IGP, swisstopo, and the GIS User Community

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

NATIONAL REGISTER OF HISTORIC PLACES
EVALUATION/RETURN SHEET

Requested Action:	Nomination
Property Name:	Atlantic Coast Line Railroad Locomotive No. 1504
Multiple Name:	Florida's Historic Railroad Resources MPS
State & County:	FLORIDA, Duval

Date Received:	Date of Pending List:	Date of 16th Day:	Date of 45th Day:	Date of Weekly List:
6/16/2017	7/18/2017	8/2/2017	7/31/2017	

Reference number:	MP100001388
Nominator:	State

Reason For Review:

__ Appeal	__ PDIL	__ Text/Data Issue
__ SHPO Request	__ Landscape	__ Photo
__ Waiver	X National	__ Map/Boundary
__ Resubmission	__ Mobile Resource	__ Period
X Other	__ TCP	__ Less than 50 years
	__ CLG	

_____ Accept ___X___ Return _____ Reject ___7/27/2017___ Date

Abstract/Summary Comments:	See separate, attached comments
Recommendation/ Criteria	Return

Reviewer Jim Gabbert Discipline Historian

Telephone (202)354-2275 Date 7.27.2017

DOCUMENTATION: see attached comments : **Yes** see attached SLR : No

If a nomination is returned to the nomination authority, the nomination is no longer under consideration by the National Park Service.

United States Department of the Interior

NATIONAL PARK SERVICE
1849 C Street, N.W.
Washington, DC 20240

The United States Department of the Interior
National Park Service

National Register of Historic Places
Evaluation/Return Sheet

Property Name: ACL Locomotive #1504, Duval County, FL

Reference Number: 100001388

Reason for Return

The nomination for the Atlantic Coast Line Locomotive #1504 is being returned for substantive deficiency. In its current location, the locomotive lacks integrity of location, setting, feeling, and association.

The location of the locomotives does not conform to the guidelines provided in the NRHP white paper "Integrity Requirements for Settings and Locations of Locomotives and other Rolling Stock" produced by Barbara Wyatt in 2009 (See attached copy or go to https://www.nps.gov/nr/publications/policy.htm). The ACL #1504 is located in a landscaped parking lot, surrounded by an iron fence. Although the locomotive is in the vicinity of the Jacksonville Terminal, a facility it actually served, it is located far away from the building (which itself has been altered to the point where the historic terminal itself is not visible from the locomotive). While the location of the locomotive is where the rail yards once were, the removal of all tracks and conversion of the rail yard to a landscaped parking area destroys the integrity of setting. Even the orientation is wrong; the locomotive sits on a short stretch of track that runs perpendicular to the historic layout of tracks in the rail yard.

A successful resubmission of this nomination is dependent on a focus on Criterion C, with further development of the context of the locomotive as a type and how the significance of this particular example overcomes its obvious integrity issues. We know that there were a limited number of locomotives built by the USRA, and an even smaller number of the type represented by #1504. Do we know the universe of survivors? The nomination notes that nearly all of the "light pacific" engines were purchased by the ACL; is there a record of how many are left? And where they might be located? There is also no explanation of why this particular locomotive is nationally significant. What evidence do you have to support this conclusion? Recognition by ASME is a start, but National Register of Historic Places guidelines for recognizing national significance may differ greatly from the criteria and parameters of ASME's landmark program.

We appreciate the opportunity to review this nomination and hope that you find these comments useful. Please feel free to contact me if you have any questions. I can be reached at (202) 354-2275 or email at <James_Gabbert@nps.gov>.

Sincerely,

Jim Gabbert, Historian
National Register of Historic Places
7/28/2017

National Register Policy Clarification

Integrity Requirements for Settings and Locations of Locomotives and Other Rolling Stock

Barbara Wyatt, 4-9-09

This paper examines the integrity of setting that must be evident for locomotives and other rolling stock to qualify for National Register listing.[1] The intent of the paper is to clarify guidelines regarding movable resources that have been published in various NR bulletins, and to explain their application to locomotives. It is not the purpose of this paper to reinterpret the content of the bulletins, but to seek clarity and consistency among them, specifically related to integrity requirements for rolling stock. Current and past practices regarding this aspect of integrity have been questioned recently, although other aspects of integrity--location, feeling, association, design, workmanship, and materials--have not been problematic.

Many movable resources are listed in the National Register, including aircraft, trolleys, ships, and locomotives. Usually they are listed under Criterion A, for their association with an aspect of transportation history or an important event, or under Criterion C for their engineering and design significance. The majority of settings of listed locomotives correspond with the clarification set forth in this paper, but some do not; however, past interpretations made in error do not establish a precedent for all nominations that follow. Instead, misunderstandings that may have led to certain evaluations and listings will be clarified, so that those preparing or reviewing nominations in the future will have a common understanding.

Interpreting Existing Bulletins for Locomotives and Other Moving Stock

Locomotives are rarely specifically mentioned in the National Register bulletins, but parallels can be drawn with other movable resources that are mentioned. Those that address location and setting for movable resources include *Guidelines for Evaluating and Documenting Historic Aviation Properties* and *Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places*. Consider what is stated in these bulletins and how it can be applied to locomotives and other rolling stock:

1. **Location.** The *Aviation* bulletin does not require aircraft to be located in an original location and it states that Criteria Consideration B, which concerns buildings or structures moved from their original locations, does not have to be addressed (page 32).

   It makes sense that Criteria Consideration B does not have to be addressed if locomotives and rolling stock are listed under Criterion C. In fact, it is expected that an original location may be difficult to find for locomotives. Although a parallel is not

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[1] The *Collegiate Dictionary* defines a *locomotive* as "a self-propelled vehicle that runs on rails and is used for moving railroad cars" (2002:683). The same dictionary defines a *train* as a "connected line of railroad cars with or without a locomotive" (2002:1247). *Rolling stock* is defined as "the wheeled vehicles owned and used by a railroad or motor carrier" (2002:1012), and a *railroad* is defined as a "permanent road having a line of rails fixed to ties and laid on a roadbed and providing a track for cars or equipment drawn by locomotives or propelled by self-contained motors" (2002:962). In this paper, the term *locomotive* will be used to describe the rail car that contains the engine, and any attachments will be called *cars,* unless a more specific term exists. Note: National Register Bulletins that are quoted in this report may use this terminology differently.

made in the *Aviation* bulletin, if Criterion A applies to rolling stock the original location may be important. For example, if a cable car was nominated for its service in San Francisco, it probably would be important for the cable car to be located in San Francisco because of the iconic nature of that city's cable car system.

2. **Setting.** The *Aviation* bulletin states that aircraft must have an appropriate setting. An appropriate setting for aircraft is an air-related facility, such as an aircraft parking ramp, a hangar, a naval aviation station, or a municipal airport (page 36).

   Locomotives and other rolling stock also must have an appropriate setting. In any setting, the locomotive or rolling stock must be positioned on track. In addition, an appropriate setting should include, but may not be limited to, the following settings:
   a. A railroad line or a section of track adjacent to or near a railroad line; or
   b. The inside of a roundhouse, repair shop, or other rail-related building or structure; or
   c. The exterior of a rail-related building or structure.

3. **Fragile resources.** Similarly, the *Historic Vessels* bulletin states that historic vessels must be maintained in the water, unless their preservation compels their removal from the water. In that case, a historic vessel should be in a natural waterfront setting, such as a drydock, but the setting must not present the vessel as a museum object (pages 8-9).

   Likewise, some rare locomotives may have to be situated to enhance their preservation, precluding an entirely authentic setting. Conditions that may warrant special storage include fragile fabric and vulnerability to vandalism. In such cases, the locomotive must be located on tracks, in a setting that does not detract from an appreciation of the locomotive as a vehicle designed to travel within the nation's rail system. As with historic vessels, the setting should minimize the appearance of the locomotive as a museum object.

4. **Settings of collections.** The *Aviation* bulletin states that aircraft that are parts of collections can be eligible if the setting is appropriate (pages 36-37). The bulletin says that as part of a collection, the aircraft must be individually significant under the National Register criteria, retain integrity of materials, design, workmanship, feeling and association, and be in a setting that is appropriate to aircraft and allows the aircraft to convey its significance as an aircraft. In fact, the *Aviation* bulletin states that among collections, "the deciding factor will be appropriateness of setting" (page 36). The *Historic Vessels* bulletin is not quite as accepting of collections, but it states that in exceptional cases a collection of vessels may be eligible if exhibited in an appropriate setting (page 10).

   If a locomotive is part of a collection, the setting must be appropriate *and* the locomotive must individually meet the National Register criteria *and* it must retain integrity of materials, design, workmanship, feeling and association. An appropriate setting, as described in #2, above, will allow it to convey its significance as a historic locomotive. For an entire collection of locomotives or rolling stock to be found eligible, the individual significance of each car must be demonstrated, as with aircraft.

Locomotives Listed in the National Register
Sixty-five locomotives are individually listed in the National Register, with several others included in non-railroad historic districts. For example, Centennial Park in Nashville, TN, was listed as a park (district), with a locomotive in the park evaluated as a contributing resource. Staff evaluated a significant sampling of listed locomotives, which were identified using a key word search of the National Register Information System (NRIS) database. Based on this review, the settings of listed locomotives generally fall into the following categories:

- Former railroad shops, depots, or other railroad facilities, some converted to museums—either inside a building or outside;
- A main line or a spur track, perhaps running through a museum or park;
- Parks;
- Inside a non-rail related building or structure, which may be a museum.

Due to their fragile condition, some locomotives are sheltered by an open-sided pavilion. Others are surrounded by fencing to prevent vandalism. Such treatments constitute non-historic settings, but they may be essential protective devices. Recall that the *Aviation* bulletin stated that aircraft "that have been removed from an aviation setting and are now museum objects, in the traditional sense, generally will not qualify for the National Register. National Register status for museum objects is redundant since the objectives of recognition and preservation are inherent in the museum mission" (page 36). However, if a setting is otherwise appropriate, the use of protective structures, such as sheds, may have a moderate to minimal impact on integrity. Such protective devices generally do not relegate locomotives to museum objects "in the traditional sense."

From an examination of the submitted text, maps, and photographs of nominations, it seems that about 15% of those studied are located in settings with serious integrity problems. Examples of inappropriate settings include:

East Tennessee and Western North Carolina Railroad Locomotive No. 12, Watauga County, NC. Sits on track of the Tweetsie Railroad theme park, three miles from the eastern end of the former railroad. The setting appears inappropriate, although the theme park has incorporated several miles of track for short excursions.

Denver and Rio Grande Railroad Locomotive No. 169, Alamosa County, CO. Located in Cole Park in Alamosa, on a section of track behind a chain link fence. It is not near a railroad line.

C&O Steam Locomotive #2755, Logan Co, WV. Located in a state park, not near a railroad line.

Soo Lumber Shay, Wexford County, MI. Located in Cadillac City Park under a shelter, not near a railroad line.

The Lion Locomotive (c.1840), Washington County, Maine. Located inside the state museum in Augusta. The locomotive is one of the earliest in the country and could not survive in an outside setting; however, a setting so clearly a museum setting does not meet the guidelines for aircraft or vessels and, therefore, in the future will not be deemed appropriate for locomotives.

Other settings of listed locomotives may not be composed of a historic roundhouse or depot, but at least the locomotives are on stretches of track with historic associations. A few are behind fencing. At least two were moved from city parks to other locations, probably for reasons of security. Collections of cars generally seem to be located in areas that historically had a great deal of train activity, for example railroad shops.

The National Register has occasionally listed properties that today do not seem to meet the Criteria, Criteria Considerations, or integrity requirements. Such properties are not removed from the National Register, but they inspire NPS to prepare guidelines that clarify the application of the Criteria, Criteria Considerations, and integrity requirements to a particular property type. The National Register bulletins have traditionally been the vehicle for such clarification. In the case of the settings of locomotives and other rolling stock, the bulletins that concern aviation and historic vessels provide the guidance needed to clarify the required settings of locomotives and other moving stock.

Please see the attached clarification that pertains to locomotives and other moving stock.

National Register Policy Clarification
Integrity Requirements
for
Locations and Settings of Locomotives and Other Rolling Stock

The National Register Bulletins *Guidelines for Evaluating and Documenting Historic Aviation Properties* and *Nominating Historic Vessels and Shipwrecks to the National Register of Historic Places* have been adapted to address the locations and settings of locomotives and other moving stock. Based on the Aviation and Vessels bulletins, the following parameters will prevail in future evaluations of eligibility.

Location

a. If Criterion A applies, the placement of the locomotive in an original *location* may be important. Such locations refer to the place a locomotive was built or housed for a significant part of its productive life. If location is important, it must retain integrity of setting for the property to be eligible.

b. If Criterion C applies, locomotives generally do not have to be in original *locations*, referring to the place they were built or housed for a significant part of their productive life. Such locomotives were intended to move from place to place; therefore, Criterion Consideration B does not have to be addressed.

Setting

c. Locomotives, whether sited alone or as part of a collection, must be placed in an appropriate railroad-related setting. They must be situated on railroad track. The setting may be, but is not limited to, the following:
   1. A railroad line or a section of track adjacent to or near a historic railroad line.
   2. Inside a historic roundhouse, repair shop, or other rail-related building or structure. The appropriateness of buildings and structures that are not historic will be evaluated for their compatibility with the remainder of the setting and the nominated locomotive.
   3. In the yard or vicinity of a rail-related building or structure.

d. If a rare locomotive requires fencing and a shelter to preserve historic fabric and deter vandalism, it must be located on tracks in a setting that does not detract from an appreciation of the locomotive as a vehicle designed to travel within the nation's rail system. The setting must not present the locomotive strictly as a museum object, but must maintain feeling and associative qualities.

e. A setting should not be contrived to create an appearance that never existed historically. For example, a false sense of history is created when a setting with characteristics of a rail facility is assembled in an area removed from actual railroad facilities. Railroad theme parks are exaggerated examples of such artificial settings.

FLORIDA DEPARTMENT of STATE

RICK SCOTT
Governor

KEN DETZNER
Secretary of State

December 20, 2017

J. Paul Loether, Deputy Keeper and Chief,
National Register of Historic Places
Mail Stop 7228
1849 C St, NW
Washington, D.C. 20240

Dear Mr. Loether:

The enclosed disk contains the resubmitted text of the nomination for the **Atlantic Coast Line Locomotive 1504 (FMSF#: 8DU19817), in Duval County**, to the National Register of Historic Places. The nomination has been substantively expanded to address Jim Gabbert's comments regarding the integrity and significance of the locomotive. The integrity section was expanded, and additional context for the United States Railroad Administration and the light Pacific locomotive type was added, as was a survey of surviving examples of USRA locomotives.

Please do not hesitate to contact me at (850) 245-6364 if you have any questions or require any additional information.

Sincerely,

Ruben A. Acosta

Ruben A. Acosta
Supervisor, Survey & Registration
Bureau of Historic Preservation

RAA/raa

Enclosures