

THE PORT OF TOLEDO, OREGON

1910-2010

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ACRONYMS AND DEFINITIONS

1. BFM In reference to an amount of lumber – ‘board foot measurement’
2. COG Council of Governments – Oregon Cascades West COG
3. DEQ Oregon Department of Environmental Quality
4. DSL Oregon Division of State Lands
5. *Ibid.* “In the same place”, or in the source previously cited just above
6. JTM Joint Committee of Newport and Toledo port commissions Minutes
7. LCHS Lincoln County Historical Society
8. Mills Used as a fraction in reference to bond levies – a ‘mill’ is 1/1000 of a U.S.dollar.
9. OCZMA Oregon Coastal Zone Management Association
10. ODOT Oregon Department of Transportation
11. OEDD Oregon Economic Development Department
12. ODFW Oregon Department of Fish and Wildlife
13. OSMB Oregon State Marine Board
14. OSPR Oregon State Parks and Recreation Department
15. PCM Port Commission Minutes
16. PCO Port Commission Ordinance
17. PCR Port Commission Resolution
18. SDAO Special Districts Association of Oregon
19. TPL Toledo Public Library
20. USACE U.S. Army Corps of Engineers

PREFACE

This is a history of the Port of Toledo for its centennial celebration in August 2010. The author initiated this study, the port manager and staff assisted with space and records but the port did not subsidize the research and writing. The theme is the effort of men and women to improve their community with the device of the public port authority.

The author wishes to thank Port Manager Bud Shoemake as well as Debbie Scacco and Nancy Lynne of the port office for their friendly assistance. Nancy deserves great credit for her formatting work, photo research and general improvement of the manuscript. Retired Port Manager Denny Heinen clarified several key property acquisition questions. Also of much appreciated help were Jodi Weeber, Lincoln County Historical Society; Janet Webster, Guin Library at the Hatfield Marine Science Center; Peter Rayment, Toledo Public Library, and Tom Chandler, Yaquina Pacific Railroad Historical Society. Toledo city staff Celeste Mathews, Polly Chavarria and Arlene Inukai cheerfully found old records. The staffs at the Toledo History Center and the Lincoln County Assessor's and Clerk's Offices provided essential views of maps, deeds and photographs.

Because of gaps in the evidence, this is not intended as a detailed chronology. It is not a series of personal episodes or dramatic events. It is an attempt to form a plausible narrative of salient trends and events through 100 years. Please advise the author of any errors.

J. H. H.

Waldport, Oregon

August 2010

The Setting: 1855-1910

Men have built ports since ancient times, such as the Piraeus for Athens, Portus (Ostia) for Rome and Tyre for Phoenicia in Lebanon. The modern port authority concept derives from the Mersey Docks and Harbours Board at Liverpool in 1858 and the London authority of 1909. Many American port authorities were created between 1909 and 1920. The Port of New York arose out of New York-New Jersey waterfront shipping chaos in World War I. The Port of Seattle formed in 1910 to provide public access to the waterfront controlled by the Great Northern Railway. The Port of Bellingham was created to attract business in 1920. While Portland had a port commission in 1891, the state law of 1909 allowed it to reorganize and stimulated other districts to organize in Oregon.¹

The purpose of Oregon's 1909 port law was to promote maritime shipping and the interests of port corporations.² The law empowered ports to improve all bays, rivers, and harbors in their districts, acquire land, construct and operate warehouses, wharves and dry-docks. Ports had the power of eminent domain to acquire property. Debt could be incurred up to ten percent of the port district assessed property valuation and a tax of up to one percent on that valuation could be levied annually. The law provided the means for petition, public meeting and special election to form a port district. A port could even obtain and operate tugboats. Other powers, also seen in the port law of 2007, were erosion control, determination of wharf lines in navigable waters, regulation of navigation and removal of obstructions, lease making, collection of fees for moorage and storage, borrowing money, issuing general obligation and revenue bonds up to two and a half percent of the real market value of the port district and collect taxes not to exceed 0.0025 of the real market value of the port district.³

The Port of Toledo district formed in 1910, on approximately the same lines as the town, which started in 1868. In 1855, when Oregon was a territory, most of the early American Indians were given a reservation running from Cape Lookout down to the south of Florence in the Coast Range. In the 1860s, pressure from whites induced the federal government to open the Alsea and Yaquina River areas for settlement, while herding the natives into the smaller Siletz reservation. In 1866, Royal Bensell, J.S. Copeland and G. Megginson made claims on what became known as Depot Slough where it met the Yaquina River, and started a sawmill. Three hundred people celebrated the 4th of July on that spot. Boosters hoped to ship lumber by sea and within a year, small steam and sail schooners were finding their way up and down the thirteen river miles to the ocean. A twenty-tonner was built at the mill in 1867 as deposits of gold and coal were discovered in the area.

In 1868, John Graham made a claim for his son Joseph on Depot Slough and by 1873 settlers had built a church and a school. A town site was laid out in 1882; the city was incorporated in 1893 and reincorporated in 1905. Lincoln County was formed out of Benton County in 1893 due to disputes over use of tax money and Toledo became the county seat until 1953, when voters moved it to Newport. At the same time as town and county were established, the Siletz Indian lands were further reduced as part of the infamous federal land frauds in the Coast and Cascade Ranges that culminated in the resignation

of Senator Hipple Mitchell, a 1910 court case and jail time for the perpetrators. Toledo began on a 200 foot hill fronting the Yaquina River, bordered by Depot Slough to the west and south, and Olalla Slough to the east, about sixty miles from Corvallis, where the Yaquina River widens out from narrow valleys on its fifty mile journey to the sea. Graham named the town after his home port of Toledo, Ohio and citizens named the county after the martyred president. Toledo's population grew from 200 to 302 between 1870 and 1900 and featured a Ladies Aid Society, minstrel troupe and baseball team, which whipped Newport 25-9 in 1893, the same year the *Lincoln County Leader* newspaper started. Newport was smaller, but added large summer crowds. Most of these early settlers were from Illinois and Ohio, and seven percent came from Europe, and four percent from other foreign regions. Republicans owned the businesses and ran the city; Democrats made up the labor force. Between 1870 and 1900 the percentage of farmers declined from fifty-one to sixteen, the professional class grew from eight to nineteen, the artisans from nine to seventeen, labor from twenty- three to twenty-six and business from eight to twenty. ⁴

Settlers came from Corvallis, a day's bumpy ride on the military wagon road, to Elk City where they crossed a bridge and spent the night at Dixon's Hotel. The next day they caught the ebb tide on a mail boat powered by oars down to Toledo, other river points and finally to Newport, putting up at the Abbey Hotel. Boats and scows up to forty feet long travelled with the river tides, guided by oars. The first ocean going ship to enter Yaquina Bay was *Calamet* in 1856, bringing provisions to Indians and soldiers at Siletz. Vessels carried oysters from Oysterville, eight miles downriver from Toledo, to San Francisco and in 1872 a small salmon cannery worked nearby. The Kelly Brothers built a large boat above Elk City and loggers ran rafts down from the town, taking a week with the tides. Men also rafted logs from Harlan, 22 river miles inland, and Chitwood, 26 river miles in from the sea. O.R. Altree flushed logs down Depot Creek and Slough from his dam that flooded farmers' lands, much to their dismay. ⁵

The mouth of the Yaquina River is 110 miles from the Columbia River and about 500 miles north of San Francisco. The river drains a 250 square mile watershed. In the 1850s a bar and a reef stood off the entrance and in bad weather deterred ships from crossing into the natural harbor. Waiting for high slack tide and calm weather, sail and steam vessels could cross into the three-mile-by-one-mile Yaquina Bay. In the 1860s a ferry ran across river from South Beach and the small steamer *Pioneer* ran upriver from Newport. Ship losses were frequent. In 1852 the schooner *Juliet* went ashore two miles south of Yaquina Head and in 1853, *Joseph Warren*, a barque, hit the beach just south of the bay entrance. In 1864, *Cornelia Terry* wrecked on the bar. In 1873, *Joseph Hunter* sank in the bay. In 1876, *Lizzie*, 64 ton schooner, *Uncle Sam*, 113 ton schooner and *Caroline Medeau* were lost in Yaquina Bay, at Cape Foulweather and on the bar, accompanied by *Ona*, steam schooner, on the bar. ⁶

Mariners approach the Oregon coast with caution. There are few harbors, none with easy access. Winds blow from the north in the summer, from the south in winter and the incidence of gales is six times higher than on the California coast below San Francisco, with winds often above 60 miles an hour. Annual rainfall totals range from 70" on the coast to 150" in the Coast Range. During the 1860s and 70s, small steam and sail schooners (two masted) entered Yaquina Bay from Portland and San Francisco. From 1870 to the turn of the century, in the bay and on the river, boats were built and

operated, e.g., *Oneatta*, sidewheeler, built 1872 in Pioneer upriver; *Cleveland*, side-wheeler, built 1872 in Portland; *T.M. Richardson*, gas propeller, 366 tons, 1888; *Augusta*, steam tug, built 1888 at Oneatta (Riverbend Marine today). *Roselda*, gas motor launch, *Volante*, *Newport* and *Beaver* ran the river in the 1890s. Jack Fogarty of Toledo operated the Toledo-built *Truant*, a cabin taxi, from 1914 to 1918.⁷

In the 1880s, two major developments stimulated this waterborne activity: a jetty and a railroad. At the behest of local leaders, the U.S. Army Corps of Engineers began to build a jetty at South Beach in 1880. In 1872, "Colonel" Thomas E. Hogg, arrived from San Francisco and with the financial aid of his brother, William Hoag, began a railroad from Corvallis that passed through Toledo and reached Yaquina Bay three miles above Newport at Yaquina City (Sawyer's Landing today) in 1885, named the Corvallis and Yaquina Bay Railroad. In the 1880s and 1890s waterborne traffic surged on the river and bay as ocean going steamers sailed to and from San Francisco with passengers, merchandise and lumber. Other ships sailed to South America and East Asia. In 1881, 144 vessels crossed the bar and in 1890, 40,074 tons of cargo came in and out. The waterborne commerce of the 1880s and 1890s would not be surpassed until 1918.

Hogg's grand idea was to connect his railroad to transcontinental lines in Idaho and shipping lines from Yaquina to San Francisco. He did build his line to Idanha, at Boulder creek east of Albany and did build a hotel, turntable and wharf at Yaquina City, population 300. He operated four steamers from there to San Francisco. However the loss of *Yaquina City*, 231' in 1887 and *Yaquina Bay*, 257' in 1888 on the bar, together with the power of Henry Villard, The Oregon Steam Navigation Company, the Northern Pacific Railroad and Portland interests doomed the dreams of Hogg and many supporters in Albany, Corvallis, Newport and Toledo. While Portland was 50 miles from the ocean, the north-south and east-west pull of the railroads plus inland wheat flowing down the Columbia allowed Portland to win the contest. Hogg sold to A.B. Hammond in 1894, who changed names to the Oregon Central and Eastern Railway then Corvallis and Eastern RR before selling to Southern Pacific in 1907. The road remained in operation until the 1930s when the rails from Toledo to Yaquina were torn up. In 1996 Union Pacific bought the line and leased it to Genesee and Wyoming who operated it first as the Corvallis, Willamette and Pacific and now as the Portland and Western.⁸

In coordination with the railroad, the erection of jetties and navigational aids at the mouth of the bay facilitated commerce. The U.S. Lighthouse Service erected a lighthouse on the north head of the bay in 1871 after placing buoys and beacons in the channel. In 1873 the Yaquina Head Lighthouse replaced the original which today is a museum. The Corps of Engineers built the first jetty in 1881 and the U.S. Lifesaving Service built a station at South Beach on the ocean side in 1896.⁹

If you look at the U.S. Coast and Geodetic Survey map of 1868 in the Guin Library at the Hatfield Marine Science Center, you will see that the north beach began right at the rocky headland and the south beach started about where the Hwy 101 Bridge stands today. In other words, the jetties built and extended over the years have moved the beaches westward from where they used to be. A preliminary survey of 1879 revealed that only seven feet of water existed over the bar at low tide, that the entrance had north, middle and south channels, with the latter most used, and seven to seventeen feet in the bay.

Major G.L. Gillespie, District Engineer at Portland, developed the south jetty project which was supervised by engineer J.S. Polhemus. Storms and undertows made the work very difficult, but the first jetty was extended to 2,517' by 1885. The federal government, Willamette Valley and local interests paid the cost of the \$715,000 project. For the next 120 years this jetty would be raised and extended to its present 8,500'. Between 1890 and 1896 the north jetty was completed to 2,200' and today reaches 7,000', creating a 1,000' wide entrance. The channels scoured out to one channel at 12' to 16' by 1914. The original sandstone jetty rock was quarried near Elk City and brought downriver on 30' x 100' scows. Between 1879 and 1912 there were nine preliminary examinations and surveys of the bar and bay. In 100 years after the initial project there have been thirteen repairs and improvements to the jetties and numerous dredgings of bar, channel and bay. Today, the bar and channel depths are roughly 45' and 33'. The current jetty ends rest on the bar between the Yaquina and South reefs. The total cost of this work in 1999 was \$1.4 billion.¹⁰

In 1909 the Oregon Legislature passed a port law coinciding with "The Oregon System" of reformist laws and court decisions such as the initiative, referendum, recall, direct primary, workmen's compensation, limitation of work hours for women, railroad rate regulation and convictions for federal land frauds. If Oregon's port law provided public access and assisted organizational response to industrialization, railroads and highways, Toledo leaders wanted a transportation device to promote business.

The City of Toledo built a wharf in 1897 located on Depot Slough at the foot of old 1st St., today SE 3rd St., if extended, just north of Yaquina Boat Equipment. A promotional booklet of 1911 prepared by the Southern Pacific RR for the Toledo Development League portrays a land of fertile tide and bottom tracts, bench lands and hills suitable for hay, oats, rye, fruit, livestock, dairy, poultry, beekeeping, timber, coal and iron. In the 647,000 acre county lived nearly 6,000 people. While the tillable lands were very narrow along the creeks, 15 to 20 billion board feet of fir, spruce and cedar beckoned as the source of wealth. Toledo had nearly 600 people, several churches, a new high school, creamery, boat builder, machine and wagon works and two lumber mills. Land cost \$25-\$75 an acre. At this juncture, Toledo leaders decided they wanted a port authority in addition to a railroad.¹¹

Backnotes 1

1. J. Hitchman, *The Port of Bellingham, 1920-1970* (Bellingham, 1972). Internet, R.B. Sherman, *Seaport Governance in the U.S. and Canada* (American Association of Port Authorities, n.d), 1-4. Today there are 115 state, local, county or independent public seaports in the U.S. Canada has a National Harbours Board.
2. W.P. Lord and R.W. Montague, *Lord's Oregon Laws*, III (Salem, 1910), sect. 6121.
3. ORS 777.005-777.953. A general obligation is paid by the taxpayer, a revenue bond by a port lessee.
4. R.D. Johnston, "The History of Toledo, Oregon, 1866-1900," 1984, 52 pg. class paper, Toledo Public Library. NOAA chart 18581: Toledo is at 123 degrees 56 minutes longitude, 44 degrees 37 minutes latitude.
5. Lincoln County Historical Society, Georgia Pacific papers, J.E. Farnell, "Lincoln County Rivers Navigation Study," 1981, DSL. G.M. Collins, *To Guide, Guard and Rescue: Building the Yaquina Lighthouses, Jetties and Life-Saving Station* (Newport, 2010), 67.
6. Johnston, "History of Toledo," Collins, *Guide, Guard and Rescue*, 96. A barque, or bark, is a type of vessel with three or more masts, square rigged except the mizzen or after-mast, which is fore and aft rigged. A sailing schooner with two masts is fore and aft rigged on both masts, with smaller mast in front. On schooners with more masts, the masts are the same size.
7. U.S. Dept. of Commerce, U.S. Coast Pilot 7, (Wn.D.C., 1959), 186; J. Hitchman, *A Maritime History of the Pacific Coast* (Lanham, Md., 1990), 1-2. Newport is at 124 degrees 04 minutes longitude and 44 degrees 37 minutes latitude. *Calamet* was a schooner out of Portland. Website. "List of Inland Steam and River Boats for Yaquina Bay and Harbor." Feb. 2010.
8. U.S. Dept. of Agriculture. Forest Service, "Hogg's Railroad," pamphlet, n.d., Yaquina Pacific Railroad Society, Toledo.
9. Collins, *Guide, Guard and Rescue*, 96, counting 21 shipwrecks between South Beach and Cape Foulweather, 1852-2001. Small boat losses are unknown. B.A. Johnson, *Pacific Spruce Corporation and Subsidiaries* (Chicago, 1924, LCHS reprint), 18.
10. Collins, *Guide, Guard and Rescue*, 1, 29ff. W.F. Willingham, *Army Engineers and the Development of Oregon* (Wn.D.C., 1983), 39-40; Guin Library, U.S. 65th Cong., 1st Sess., Hdoc 109, USACE, "Monitoring of the Yaquina Project Entrance," 7/95; USACE. *Water Resources in Oregon*, (Portland, 1991, 2000); Oregon State Climatologist Precipitation Map 1961-90; USACE Yaquina Bay and Harbor Entrance Dredging Map 1995. The Corps began to improve rivers and harbors in 1824 and in the 20th century added comprehensive planning, flood control, irrigation, water quality and recreational responsibilities.
11. City of Toledo Council minutes, 5-3-1897, 5-17-1897, 6-7-1897, 11-1-1897. F. Tillotson built the bulkhead for \$265, J. McMurray drove piles for \$126, and G. Trapp charged \$62.92 for decking. LCHS, City of Toledo files 3-25-1908, 11-1-1897. The city repaired the wharf in 1908. City and forthcoming port wharves would be next to each other.

The Big Splash, 1910-1922

In this scene of farming, fishing and logging, with railroad and jetty facilitating transport of passengers and goods from the Willamette Valley and Yaquina basin to San Francisco and beyond, citizens of Toledo and Newport knew that the Panama Canal would open in 1914 and trade was growing with Europe, Hawaii and Japan. The U.S. engaged in the Progressive Era of Roosevelt, Taft and Wilson as people asked government to resolve the excesses of industrialism by reform at the local, state and national levels with devices like the direct primary, initiative, referendum, recall, antitrust suits and rate regulation by the Interstate Commerce Commission.

On March 10, 1910, three petitions arrived at the Lincoln County Courthouse in Toledo, signed by forty-six men of the city.¹ They had heard about the 1909 port law and met with committees from Toledo, Eddyville, Siletz, Alsea and Newport. "Going it alone," Alsea-Waldport, Newport and Toledo decided to form three separate districts. After a special election on May 5, the Port of Toledo formed a district along city boundaries. On May 26, the first commissioners, appointed by Governor Oswald West (D), met and elected officers: Wm. Scarth, president; J.F. Stewart, vice-president; A.T. Peterson, treasurer and Lee Wade, secretary, with the fifth commissioner being W.C. Copeland. Scarth was a bank cashier, Stewart edited *The Lincoln County Leader*, Peterson owned a general store, and Wade and Copeland were associated with real estate and retail interests.²

In the first meeting the port commission made small and large decisions. They ordered office supplies, bonded the treasurer for \$1,000, designated Lincoln County Bank as depository of funds and borrowed \$250 for expenses. They also made their big splash by calling for a 14' dredged channel from the city dock on Depot Slough to one mile west of Toledo on the river. Wade and Stewart were chosen to visit the District Engineer in Portland about dredging. The next day, they asked J.S. Polhemus to examine the survey recently done by Eugene Schiller. The Commissioners also paid bills ranging \$7-\$18 to C.J. Avery, C.K. Crosno, Carl Gildersleeve, Morris Anderson, D.J. Sidey, Roy Swearingen, Gus Tolson, J.F. Stewart and Lee Wade, for various services. This began the century-long port practice of dealing with local businesspeople. At times, men and women on the commission made purchases from businesses they owned. In the last fifty years, a commissioner could declare a conflict of interest and still vote for a purchase. If the practice seemed like favoritism, there was little choice in doing the business of the port.³

On June 30, the port commission voted to sell \$25,000 in 20 year bonds at 6% for jetties and dredging on Depot Slough. In late summer they asked Bob Mann to blast stumps and remove the hulk of the *T.M. Richardson*, beached near the Yaquina Bay Lumber Co. On October 18 they decided to raise the bond issue to \$50,000 and advertise in New York and Portland newspapers which resulted in a bid from S.A. Keane Co. of Chicago. In these busy last months of 1910, the port commission met at the County Court House.⁴

At this point in time, fifteen buildings lined Depot Slough, including the *Leader* newspaper, the Toledo Cooperative Creamery, the Ellsworth Hotel, a meat market, and a Wells Fargo office. Right behind them sat a railway track with depot. The center of activity started at a point on Depot Slough in line with the junction of today's Main Street and Butler Bridge Road. A visitor would have noticed these other businesses in Toledo: R.S. Van Cleve, groceries, flour and feed; J. Burkel, Toledo Bakery; H.L. Peterson, jeweler, watch maker and optician; J.S. Akin, clothing; Newton and Nye hardware; Norm's Pool room; C.J. North, livery and stable; Rosenthal tailor and cleaning; Stanton and Gillette, millinery; Al's Smokehouse and Candy Kitchen. R.D. Burgess practiced medicine and acted as agent for the "Ferro", a 2-cycle, gas, make and break, 4-15 horsepower inboard engine for boats. Toledo Drug offered Edison phonograph players. R.A. Arnold was postmaster, O.R. Altree managed the Yaquina Bay Lumber Co., and Thos. Leese was president of the Lincoln County Bank.⁵

In 1915, a visitor could stay at C.L. McCaulou's Merchants' Hotel for a dollar a night. The Toledo Box and Planing Factory stood on Depot Slough north of the business district. St. John's Episcopal, Toledo's first church, was accompanied by St. Patrick's Catholic, St. Mark's Lutheran and First Methodist Church, among others. Fraternal organizations included the I.O.O.F., Masons, Moose, Grange and Women of Woodcraft. The G.W. Moore Lumber Co. advertised as well as the Hollingsworth Funeral Home and a land and abstract company. C.B. and C.K. Crosno dealt in real estate and insurance. These samples provide some indication of business and social groups in town.⁶

In the first months of 1911, the port commission carried their intentions forward. They received six bids for jetty and barge building, accepting J. Swearingen's offer of \$8,400. Since Keane could not meet its obligations, the \$50,000 in bonds went to C.S. Kidder of Chicago for sale. They approved contracts with Lambert Hoisting Co. for dredge machinery at \$8,873 and \$933 to Modern Improvement Co. for installation. Stewart and Peterson sought waterfront property and offered to buy these lots called the Plan of Toledo on Catherine St., where Yaquina Boat Equipment is today: lot 5, J. Burkel, \$200; 6 and 7, E. Ofstedahl and Lee Wade, \$400; lot 1 block 7, \$175, lot 2 \$100, lot 3, \$150, Gus Olson; lot 4 block 27, A. Taylor, \$150; lot 5 block 27, Hooker and Payne \$150; lots 6 and 7, block 27, \$300, 8 and 9, \$175, Catherine Grady. All of the owners agreed except Olson who went to court and sold higher, \$837. Weatherford and Weatherford of Albany acted as attorneys for the port. The port now owned 350 feet of waterfront on Depot Slough, with a 100-foot width.⁷

By the summer of 1911, the port rented office space from Stewart in the *Leader* building for \$3.50 a month. An inspector checked the jetty, dredge and barge work. Bob Mann, E.M. Stanton and Claud Davies were hired as dredge crew at \$2.50 to \$5.00 a day. This activity generated business with J.A. Roebling's Sons for dredge fixtures, Willamette Tent and Awning and E.R. Paine who provided water as well as wood at \$2.75 a cord to the dredge. Other bills paid went to Toledo Drug for paint, Newton and Nye for hardware, Collins and Hayden for printing, R.A. Booth for towing, W.P. Fuller for oil, A.T. Peterson for cable, F.W. Carson for blacksmithing. As an indication of the port's ability to attract, Montgomery and Gill asked for a lease to build a steam

schooner, the Toledo Creamery proposed a collection and processing plant while McCaulou and Gildersleeve wanted to build a box factory. The schooner project collapsed, but the port leased land to the box factory and creamery at \$5.00 a month. Farmers actually brought produce down Depot Slough on boats as well as wagon roads. In 1911, the port also approved dike work on the Schenck and Wade property. In those days the areas northwest and southeast of the Depot Slough port and business line were mud flats. The final act of this busy 1911 season was the levy of 2 ½ mills on the \$1.31 million assessed valuation of district property. This was done to begin paying bond interest; with the issuance of more bonds up to 1920, the total would not be paid until 1942.⁸

In January 1912, the port commission agreed to propose to District Engineer J. J. Morrow that the port would pay 60% of the cost to improve Depot Slough and the river from the Fir and Spruce Co. wharf to Oysterville, about eight miles, to a 10 foot depth using the port dredge. They also advertised for plans to build a 400 foot wharf along their Depot Slough property. Boat-house dwellers, who paid \$1.50 a month for moorage, had to move during construction. F.B. Davis drew the plans, three bids arrived and Knutson received the contract at \$2,165. The corps harbor line survey obliged the port to buy Ella Stewart's lot at \$100 to widen the waterway. Commissioners talked with G.E. Walker about leasing him land for a shipyard on lots 7, 8, 9. They decided to purchase the Keady-Bensell tract for \$600. The commission sacked Davies for padding his time card, replaced him with D.A. Ross and warned the boys to keep booze off the barge as the work proceeded in late 1911 into 1912. By December a dry-dock was built for the dredge so it could be repaired. Dockage of \$5.00 a month was charged to the owner of a small schooner and the port had buildings removed from its property. Two boats built and launched at Toledo in 1912 were George Watkins' *Ahwaneda*, about 50 feet and R.A. Andersen's *White Willow*, cabin launch, about 27 feet.⁹

In early 1913, Scarf and Peterson went to Portland to ask the District Engineer to take over the work on Depot Slough and the river. Some dispute caused Stewart and Copeland to resign from the commission and commissioners moved from the Stewart office to that of Schenck and Wade. The port allowed J.B. Miller of the Toledo Lumber Mill to erect a log boom on Depot Slough west of the railroad crossing as long as it did not impede boat and barge traffic. Lots 8 and 9 were leased to R.A. Andersen for a boatbuilding plant and lots 1 and 2 went to the Toledo Cooperative Creamery Association, both beginning a long association with the port. In 1914, R. Arnold was appointed river pilot and instructed to erect range markers on the river. The port appealed and lost a court case to Wm. McKay for damage by the dredge to his property, paying with a \$6,000 bond. In August, the port awarded G.L. McCaulou a contract to build a warehouse on the original port property and ordered that logs in the channel near the Butler place be removed. For 1915 they levied 2 ½ mills for bond interest, ½ mill for a sinking fund and ½ for dredge expenses.¹⁰

The main achievement of 1914 was the completion of the dredging in the Yaquina River from Toledo to Oysterville by the U.S. Army Corps of Engineers. This project had been recommended by Major W. A. Bixby, based on the River and Harbors Act of 1911. The plan called for a 10-foot deep channel, 150 feet wide, at mean lower low water, from 200 feet inside Depot Slough downriver eight miles at a cost of \$72,000, 60% paid by the port. Preliminary examinations in 1897, 1902 and 1909

had deemed the project unworthy. The water was deep enough except for five mud bars: at Toledo, 1¼, 2, 3¼ and 5½ miles below Toledo. Training dikes would keep these areas clear after dredging.

This project led to the dramatic arrival of the steam schooner *Bandon* in late May 1914 to load lumber at Depot Slough. Captain Stewart of the lifesaving station took Tracey Davis, bar pilot, and an *Oregonian* correspondent out to the ship sounding the bar. Inside the bay in a launch, R.A. Arnold led *Bandon* to Toledo with local passengers C.R. Wright, jetty engineer; Surfman Beryl King, a river expert; and J.B. Miller, agent for the Toledo Lumber Mill that chartered the vessel. Captain Carl Schillinsky loaded 550,000 board feet of lumber for San Pedro, expecting trips every twelve days.¹¹

In 1911, Yaquina River commerce consisted of 3 million board feet of lumber, 10,000 linear feet of pilings, 400 cords of wood, 120 tons of merchandise, 50 tons of fruit and vegetables carried in launches and barges while two small, ocean going vessels made regular trips from Portland with freight and passengers. The Yaquina Bay and River project coincided with the start of World War I, the opening of the Panama Canal and the slicing of the Siletz Indian reservation for private development, creating growth in waterborne commerce. In 1914, 33 steamers and 163 gas vessels arrived and cleared at Yaquina Bay, with 12,394 tons of lumber, 275 tons of halibut and cargoes of box shooks, brick, coal, dynamite, flour, fruit, cheese, cement, lime, cannery supplies, hay, lath, machine oil, shingles and bark, worth \$548,000. Freight went from Toledo to Newport for \$6.00 a ton, lumber to San Francisco at \$4.00 per 1,000 board foot measure (bfm).¹²

The 1914 project was the first and only time the Yaquina River has been dredged, although there have been many spot dredgings of Depot Slough and Yaquina River at and above Toledo.

In 1915, the port moved its office to the new warehouse and stored freight in the building. Bob Mann put a derrick on the wharf to hoist cargo. The port borrowed \$600 to pay its bills and rented the dredge to private parties. In 1916 the port commission consisted of Ira Wishart, president; R.S. Van Cleve, vice president; A.T. Peterson, treasurer; Lee Wade, secretary, and Wm. Scarth. The new commission decided to sell the dredge for \$5,500 as it was too expensive to maintain and unsuitable for maintaining the channel. The budget for 1916 indicated the following portions: bond interest \$3,360, sinking fund \$500, delinquent taxes \$500, attorney \$120, office \$100, total \$4,580. Leases brought in \$216, the warehouse \$60, meaning the levy would be 3½ mills for \$4,304. This would be the pattern for two decades: most of the budget went for bond payments.¹³

In 1916, the port endorsed a request to Congress by the Port of Newport, commercial clubs and citizen clubs to improve Yaquina Bay. Furthermore, the two ports decided to expand their boundaries to include all of Lincoln County north of the Alsea River. These decisions were arrived at in meetings between O.F. Jacobson and B.F. Jones of Newport and Peterson and Wade of Toledo on August 8 and Jacobson, Jones, with Van Cleve and W.E. Ball of Toledo on November 8, 1916. By expanding the tax base, the combined ports' valuation of \$2.4 million added \$6.2 million in valuation. In May of 1916, the ports agreed to bond themselves for \$209,000 each as half of the

estimated cost of \$836,000, the other half paid by the federal government, to deepen the jetty channel to 20 feet and improve the rockwork. This marks the first time the Toledo Port Commission agreed to joint funding of jetty work, a practice that would cease after 1940. ¹⁴

Now the joint port committee mounted a campaign. They sent representatives to the Portland office of the Corps of Engineers; they held public meetings; they attended hearings; they wrote senators and congressmen. Voters approved the port district expansion. In the autumn, the Secretary of War approved \$418,000 as the federal half of the project. Col. G.A. Zinn, District Engineer, directed C.R. Wright to supervise the project. The ports paid him \$200 a month. Keeler Bros. of Portland bought the port bonds at 6%. Miami Quarry Co. of Portland won the jetty stone contract. In another decision of 1917, the port asked R.A. Andersen to look after the warehouse because Hall Bros. of Siletz reported loss of goods stored there along with blackberry crates. ¹⁵

The 1918 budget rose to \$10,258, with \$8,000 of it for bonds and sinking fund. The levy was for \$9,982 at 2 ½ mills. Morris Brothers of Portland bought \$75,000 worth of bonds at 5.76%, Toledo's share of the joint port committee's initial \$150,000 in appropriations. The joint committee accepted Miami Quarry's bid of \$1.47 per 2000 lbs. of stone and \$40 per 1,000 bfm of lumber for jetty work and signed the contract. Ira Wade became the joint committee secretary and wrote to Robert Warnick, Inspector of Lighthouse District 17, about replacing fairway buoys and putting lights on a sand-spit in Yaquina Bay and at the South Beach wharf. He also wrote on the joint ports' behalf to thank Congressman W.C. Hawley for his assistance before the Harbors and Rivers committee. At times shifting from a joint meeting to a Toledo port meeting on the same day, the local port board agreed to the Diking Commission request to reclaim more tideland. This activity generated bills paid to Yaquina Electric Co., Pacific Tel and Tel, R.S. Van Cleve for supplies, Thorsen Hendrickson for lumber, Fred Dawson Drug, South Beach ferry, and *The Yaquina Bay News*, among others. ¹⁶

In 1918, the Toledo Port Commission began to receive requests from Warren Spruce Co. for bridges across Depot Slough. In June a citizens committee asked the port to join with them in appearing before the federal Aircraft Spruce Production Bureau to request extension of the J. B. Miller logging road to the head of tide on the Siletz River to get at the spruce. On the 19th, the port commission voted to issue \$90,000 in bonds and on the 27th made the momentous decision that changed Toledo: to buy a 65 acre tract in front of Toledo between Depot Slough and the Yaquina River owned by Commissioners A.T. Peterson and W.E. Ball. Major Hitchcock of the U.S. Army calculated the land was worth \$250 an acre, or \$16,250. The port bought this land and leased it to the U.S. Spruce Products Division for \$100 a year. This is the origin of the famous Pacific Spruce Corporation that became the C.D. Johnson mill in 1920 and Georgia Pacific in 1951. In December 1920, the C.D. Johnson interests bought the properties of Pacific Spruce for \$2 million and gave the port \$16,250, the original price it paid Peterson and Ball. The Army brought in thousands of soldiers to build a huge mill, although it never operated before the end of the war. Nevertheless, at the time, with mill and jetty building, it seemed that the boom had finally arrived for Toledo. ¹⁷

In August 1918, the port commission consisted of Ball, president; Parrish vice president; Peterson as treasurer, Wade as secretary and W.R. Hall new to the board. They loaned the city \$50,000 for a water reservoir and system to supply the new mill because of the need for haste when the city bond procedure took too much time. They established the 1919 budget at \$18,000 with bond payments at \$15,000 and a levy of \$17,424.¹⁸

In 1918-1919, Yaquina Bay and River traffic consisted mainly of boats and barges hauling rock and lumber for mill and jetty, as well as machinery, passengers, fish and merchandise. Steamers operating on the bay were *Elsa* 77', *Truant* 53', *Roberts* 75', *Newport* 72', *Standard* 54', with *Lollipop*, *Fearless* and *Mud Hen* in the 26'-40' range. Steam tugs hauling barges across the bar were *Samson* 110', *Gleaner* 97' and *Klihyan* 87'. Gas vessels on the river and bay included *Mirene* 61', *E.L. Smith* 63' and *Roamer*, a diesel. These boats brought in 214 tons of fish: *Decorah* 59', *Empire* 50', *Sea Foam* 49', *Nenamasha* 38', *Spray* 49', *Wave* and *Liza Ann*. In 1918, 45,000 tons of lumber, piles and cordwood, 1,100 tons of oil plus merchandise moved on the river for a value of \$1 million. Bay traffic was worth \$242,000 outbound, \$108,000 inbound. Larger ships were called away for the war effort.¹⁹

In January 1919, J. W. Parrish was elected president of the Toledo Port Commission, just as the Miami Quarry Co. reported it could not meet its bills. A joint port subcommittee audited the books and found a net loss of \$100,000. A public hearing supported continuation of the jetty project so the joint commission settled the debt for \$50,000 and financed a new contract while paying Maggie Sullivan of the Pioneer Quarry to keep rock moving. In 1920, the joint ports contributed \$1,129 to the State Industrial Commission Accident Fund based on the worker compensation laws of 1913 and 1917. The ports also had to abide by the eight hour day, an example of how new state and national labor laws applied in Newport and Toledo.²⁰

In February 1920, the port commission approved the formation of Lincoln County Drainage District # 1, a plan to reclaim 400 acres of bottom land on Depot Slough for farming. Andersen was appointed to keep a record of all freight over the dock and report to Wright who gathered figures for the volume and value of waterborne commerce for Yaquina Bay and River. The port added another \$130,000 to its bonded debt, Newport matched this and Keeler Bros. paid \$940 per \$1,000 at 6%.²¹

Guy Roberts came on the board in February 1920 to start a career that lasted until well after World War II. He owned property on the eastern edge of the port with frontage extending past the junction of the Yaquina River and Depot Slough. He operated a mill and sold lumber to the port as well as other parties over the years. The November 24 minutes show this statement: "Minutes of last meeting read and approved. This is a damn lie, as I could not find the minutes of the last meeting." It is not known who wrote this little outburst; Lee Wade, the secretary, was absent on the 24th. The budget for 1921 climbed to \$35,200 with a \$34,700 levy.²²

In 1920, the joint port committee wrote district engineer J.B. Cavanaugh that the jetty-harbor work was complete. In 1921, the Corps accepted final payment on the project which deepened the

channel and bar to 18' and extended the south jetty to 5800'. A citizens committee asked the port to build a twenty mile railway into the Siletz area because private capital would not. The port ordered a survey, purchased four strips for Siletz tidewater access and C.D. Johnson then built railroads all over the county.²³

In the Roaring Twenties, when the U.S. turned to isolationism after failing to ratify the Treaty of Versailles and join the League of Nations, many Americans went on a speculative binge that ended with the Crash of 1929 and the Great Depression of the 1930s. In the 1920s, waterborne commerce flourished partly because it was still profitable to move passengers and merchandise as well as dry and wet bulk cargoes on water. In the 1930s, shipping dropped by one-third and did not revive until World War II. The nation experienced a painful postwar adjustment in 1918 with strikes, race riots, Prohibition and a shift from Progressive regulatory reform back to the Republican "trickle down" economics of private enterprise. As the federal government dropped its wartime agencies and corporations, it sold its new merchant marine at cheap prices that hurt the taxpayers and helped the ship owners. The Jones Act of 1920 also reaffirmed the practice of prohibiting foreign flags in coastal trade, which helped ship owners and hurt shippers.

As the Toledo Port Commission faced the new decade, they added property. In 1921, the commission purchased property between the Ellsworth Hotel and the city dock for \$1,700 and the city turned over its dock to the port. They paid Christenson and Christenson \$8,420 for improvements to the docks. Commissioners asked the Southern Pacific to provide a spur to the port wharf and the port paid for the rails. From this point on, the city would regard the port as manager of the waterfront, but the two bodies would negotiate regarding access and improvements, as the port bought most of the waterfront property over the years. Roberts looked into a ferry landing site and for the first time the port employed a clerk, G.W. Trommlitz, to type the minutes for \$10 a month. The creamery lease was increased to \$6.00 a month to cover back rent, a problem the port would face intermittently until the present with other renters.²⁴ The commission also considered buying a lumber schooner and more dredging. W.H. Buoy offered to lease a lumber schooner from the port, if one was purchased. The port bought surveys from the American Bureau of Shipping for three steamers and made offers on *San Jacinto* and *Pioneer*. The latter was built in 1901: 152 feet and 283 gross tons. However, due to the sharp recession in 1920-22, the deal dissolved. The commission paid a fire insurance bill on its building and wharf for \$95.25 and connected the city water supply to the wharf with the port paying for materials. They had their first audit and formed a citizens committee to prepare the annual budget, a practice which continues today. There was no dredging and the port never bought the ship.²⁵

For 1922, the citizens budget committee presented a sum of \$77,000, with bonds, interest and bond retirement at \$74,000. It was deemed necessary to issue refunding bonds at \$75,000 with the Western Bond and Mortgage Co., because of delinquent tax payments to the county. The first audit showed the port had \$432,000 in bonds outstanding, received \$545,000 and disbursed \$527,800, 1910-1921. The 1923 citizens committee, headed by R.S. Van Cleve, who had left the commission,

revealed a drop in the budget to \$45,795, as the port borrowed another \$5,000 to cover tax delinquencies.²⁶

With financial arrangements in hand, and anticipating a traffic increase, the port commission established a dockage and wharfage fee schedule, allowing Andersen to pocket 25% of the first \$100 and 15% of anything over \$100. Dockage was set at one cent a foot per 24 hrs., two cents over 175'. Wharfage and storage charges were .25 a ton for box shooks, brick, canned fish, coal, flour, \$2.00 for an automobile, \$1.00 for a bull, .50 for a horse or mule, with similar rates for lath, glass, gravel, rock, goats, hogs and dogs, down to sheep at ten cents each. Except for logs and lumber, these anticipated cargoes never materialized in quantity. In further expectation of larger horizons, the port joined the new Pacific Association of Port Authorities, beginning a long association with various umbrella organizations over the years.²⁷

Between 1910 and 1922, the Port of Toledo had formed, purchased property, made leases, dredged a channel, built a wharf and warehouse, cooperated with Newport in jetty expenses and incurred a large bonded debt, hoping to generate ocean going commerce. The port commission made a big splash, how would it swim in the 1920s and 1930s?

Backnotes 2

1. E.R. Price, "History of the Port of Toledo," 45 pg. typescript; Toledo Port Commission, Minutes (PCM), original petitions: J.F. Stewart, E.J. Avery, W.C. Copeland, A.O. Hooker, Hugh Corgan, A.D. Perkins, L.H. Payne, C.W. Davies, A.T. Peterson, J.E. Altree, A.M. Stanton, Fred Stanton, C.A. Ofstedahl, Ted McIlwain, Albert Waugh, J.S. Akin, R.D. Burgess, T.H. Horning, R.A. Arnold, John Salvage, Lee Wade, Lee Bartholomew, Arthur Nye, F.W. Carson, H. Lewis, G.B. McCluskey, C.B. Crosno, R.H. Howell, A.M. Gildersleeve, C.K. Crosno, E.C. Paine, T.P. Fish, T.H. Gildersleeve, C.R. Ellsworth, H.E. Peterson, D.L. Lusack, F.N. Hayden, R.E. Collins, J.A. Peterson, J.J. Gaither, G.R. Schenck, J. McCluskey, W. MacKay, Wm. Scarth, R.S. Van Cleve, F. Newton. Voters elected commissioners to 4 year terms.
2. PCM 5-26-10, 6-27-10. Some attendees like R. Bensell spoke bluntly against the port idea.
3. *Ibid.*, 6-30-10, 8-10-10, 10-18-10, 11-11-10, 12-31-10. Usable portions of DS are roughly 50 yards by 400 yards.
4. Toledo City Hall, photo 1912. Toledo Public Library (TPL) *Lincoln County Leader* (microfilm) 5-7-10, 7-1-10, 4-27-10, 6-24-10. Subscription \$1.50 a month for eight page weekly.
5. Lincoln County Historical Society (LCHS), *Lincoln County Directory* (Oregon Directory Publishing Co., 1915); Toledo Church File. The port received lots 1-3 in 1993 from the county due to tax delinquency (parcels 6801, 6802). Port Files.
6. They met at the Toledo Light and Power Co. office. PCM 4-6-11, 6-21-11, 10-4-11, 12-21-11; Perry, "Port of Toledo," 7-10. Where were the taverns?
7. PCM 12-13-11, 5-8-12.
8. *Ibid.*, 1-10-12, 1-19-12, 3-14-12. A port photo card shows a dredge called "Chetco", built in 1908. Was there dredging prior to port commission or is the card mislabeled?
9. PCM 2-14-12, 6-12-12, 9-12-12, port photo cards, 10-26-12, 12-11-12. The author did not find the Keady-Bensell lots or if the schooner was built. The Stewart lot was between high water mark and harbor line, 2/3 acre, sect. 17, township eleven south, range 10, DS.
10. *Ibid.*, 2-21-13, 4-9-13, 5-27-13. C.R. Hoebet and G.W. Huffman served briefly. 8-13-13, 10-5-13, 11-1-13. In 1914 Ira Wishart sat on the commission. 5-10-14, 8-12-14, 8-22-14. The city charged the port \$2.00 a month for water.
11. *Lincoln County Leader*, 5-27-14; PCM *Oregonian* clipping.
12. U.S. 62nd Cong. 2nd Sess., Hdoc 519, 2-26-12; USACE, *Water Resource Development in Oregon (Portland, 1991)*, Guin Library.
13. PCM 1-12-15, 4-14-15, 6-15-15, 1-12-16. The port dredge was named "Lincoln".
14. *Ibid.*, 3-17-16, 8-8-16, 8-23-16, 10-2-16, 11-8-16; Price, "Port of Toledo," 14-15. The port owned a clam dredge; the corps used a suction dredge, "Oregon". The Toledo Port district boundaries today enclose 443 square miles: on the river between Hinton and Poole Sloughs, on the north beyond Siletz, on the east beyond Burnt Woods and beyond Harlan to the south.
15. PCM 12-13-16, joint meeting (JTM) 4-23-17. Scarth retired, H.O. Hawkins came on. Wishart quit for W.E. Ball, Hawkins for J.W. Parrish. 12-14-17, 4-3-17, 5-19-17, 9-4-17.
16. *Ibid.*, 3-8-18, 2-13-18, 1-5-18, 2-8-18.

17. *Ibid.*, 5-21-18, 6-12-18, 6-19-18, 6-27-18, 6-29-18; *Lincoln County Leader*, 9-20-28. In some years the PC would skip a few summer meetings, in others, hold several meetings a month.
18. PCM 9-16-18, 8-24-18, 9-16-18, 11-30-18. Compare 3 ½ mills on a population base of 3,000 to today when the port can levy 0.23 mills on a population base of less than 20,000.
19. *Ibid.*, PCM, Wright to Dist Engr., 3-17-19, 4-1-20; H.A. Norton came on the PC, quit, was replaced by W.H. Beck in 1919. U.S. 65th Cong., 1st Sess., Hdoc 109, 4-30-17. Guin Library.
20. JTM 6-9-19, 7-30-19, 8-18-19, 11-8-19, 11-17-19, 11-21-19, 11-22-19, 12-9-19. There was also a lawsuit where the ports joined Miami Quarry vs. B.C. Sea Barge for ramming and wrecking the pile driver and part of the jetty. PCM, O.P. Hoff to Wright, 12-3-17. Parrish was a farmer and justice of the peace.
21. JTM 1-8-20, 2-9-20; PCM 8-3-20. Wharf figures are not in port records.
22. *Ibid.*, 9-8-20, 9-16-20. The joint committee had its own letterhead and paid expenses for travel, meals, calls and typing. One letter thanks the Abbey Hotel for hosting Senator McNary and Congressman McArthur.
23. PCM 11-19-20. Joint ports used Teal, Minor and Winfree as attorneys. Lincoln County Clerk, Quitclaim Deeds, Pompel, Mowrey, Ludson, Ojala lots, 8-14-22.
24. JTM 12-8-20, 12-16-20, 1-8-21, 2-9-21. Lee Wade died in 1921. Port attorney for the mill negotiations was G.B. McCluskey.
25. PCM 3-5-21, 3-15-21, 5-11-21, 6-9-21. The port purchased lots in Graham's 3rd addition between SE 2nd and 4th Sts. Lincoln County Clerk, Quitclaim Deeds: J.C. Altree, 4-13-21, north one-half, lot 6, \$1; C.E. Hawkins, 4-13-21, south one-half, lots 6 and 7, \$10; Sam Newman, 4-13-21 south one-half lot 4, lot 5, \$700. These lots were adjacent to city dock. The port purchased lots 1-3 in 1993 (6801, 6802) Port Files. W.E. Ball replaced Nash and Peter Frederick came on the board. The reader will recognize that many of the names mentioned in the early years held business-city-county-port positions at different times.
26. *Ibid.*, 11-17-21, 12-14-21, 1-11-22, 2-1-22, 4-22-22, 5-8-22. A.T. Peterson handed the treasurer job to W.R. Hall. The only book kept from 1910 to 1921 was a cash book, no ledger, or bond register, no sinking fund to retire bonds, until late in the period. Assessed value of Toledo Port District, 1921: \$5.8 million.
27. Port of Toledo Records. B.W. Wilson to A.T. Peterson, "Audit", 4-22-22; PCM 6-14-22, 8-9-22. Roberts paid half, the port half, of a 16' plank road on port property, typical of business-city-port cooperation. The Miami Quarry Co. stored equipment on port property but was not paying its bills, a frequent port problem over the years, usually solved by removal and auction.

Ebb Tide, 1923-1950

The years from 1923 to 1950 consisted of a prolonged period of slow activity and disappointment for the Port of Toledo. Dock repair and maintenance, some new leases and two unfulfilled dredging campaigns marked the port record. However, the town grew as the Pacific Spruce-Johnson mill roared into action and Yaquina traffic mirrored the national business boom.

The town of Toledo grew from less than 1,000 to more than 2,000 in the period. In the 1920s, a visitor could stop at Frederick and Panck for hay and flour, buy a Ford at Gaither's or a Chevy from Woodson's, repair it at Short Bros. and gas up at Jordan's Chevron. You might stay at H.H. Matthews' Lincoln Hotel, take Graham's stage to Siletz and back, see W.H. Davis for dentistry and shop at Gildersleeve's Grocery. Horning Transfer would truck your goods or sell you coal. Thompson and Toledo drug stores could fill your orders. Lindsay the tailor suited you, Arnold's Fashion Shop dressed you and Apex Laundry cleaned your clothing. Drs. Hellwarth and Kaufman looked after your ills, when attorneys McCluskey and Turner presented their bills. McMillan and Gildersleeve acted as civil engineers while C.K. Crosno still sold insurance and real estate. Albert Taylor offered Overland sedans at \$795 so you could run down to Peoples Meat Market, Progressive Stores, Russell Grocery, Colvin's General Store, Doan's Cash Store, Cozy Billiard Parlor or pay your bill at West Coast Power Co. Guy Roberts and Toledo Planing mills shaped lumber. Waterfront attractions included Atree's launching the twelve car ferry "Sadie B." for South Beach and Andersen's production of skiffs and round bottom cabin launches with gas inboard engines. ¹

However, the gigantic Johnson Mill dominated the scene with booms and barges floating, tugs, trucks and trains rumbling, saws whining, stacks smoking and whistles blowing. The Pacific Spruce Corporation consisted of the mill at Toledo, Manary Co. logging the Blodgett tract near Yachats and the Pacific Northern RR with lines into the Siletz region. Camps one and two operated near Ona Beach, three more worked between Taft and Toledo, tugs towed logs down the Siletz River to the ocean and up the Yaquina to Toledo and a rail line ran from a camp at the Blodgett tract on a trestle across Alsea Bay to a dump at South Beach. The 252', 2,000 gross ton *S.S. Robert Johnson* sailed twice a month to California with lumber after it had been lightered to Newport from Toledo. The mill employed 800 men organized not as a company union but as a unit of the Loyal Legion of Loggers and Lumbermen. In 1922-23, tugs towed 223,780 tons of logs to the mill from the Manary dump at South Beach and 27,734 tons from the Siletz River. Tugs also hauled machinery and oil to various locations. Johnson utilized these vessels on the rivers: *Go Getter*, 76', tended *Robert Johnson* and her twenty-seven man crew, most of whom were Scandinavian; *Sea Foam* towed log rafts on both rivers; *Aleut* worked booms and barges on the Yaquina; *Logger* picked logs around the mill; *Go Gettem* was a fast, cabin speedboat carrying passengers and messages between Toledo and Newport. The county took Johnson to court for non-payment of taxes and the U.S. Supreme Court ruled that since the company was paying the federal government over time and had contributed a hospital and employment, it did not have to pay county taxes. Johnson started paying taxes in 1946 when the company was worth \$9 million. ²

The Japanese incident of 1925 marred this bustling scene. The Johnson mill brought in thirty five Japanese Issei (born in Oregon) to work the green chain because local whites would not perform those jobs without more pay. That reluctance did not stop people in town from protesting in this national period of the Red Scare, Sacco-Vanzetti case, racial immigration laws and the re-emergence of the Ku Klux Klan. A vigilante group led by George and Rosemary Schenck forced the Japanese out of town despite mill employee opposition. A grand jury whitewashed the incident but the Japanese won a lawsuit and received restitution of a few thousand dollars. No one objected to Mennonites coming in to work the green chain; the issue was race, not religion or money.³

Meanwhile, the port commission consisted of W. Parrish, president; Guy Roberts, secretary; R.D. Burgess, treasurer; W. Andrew and P. Frederick. Business of 1923 may be seen in R. Pepin's repair of the dock and Fred Horning's cording of wood on port property. The commission had to issue \$65,000 in refunding bonds. The port allowed Pacific Spruce to use part of Depot Slough for log booms, asked that the mouth of the slough be kept open and approved the mill's new pipeline across the north end of Depot Slough, under the low tide mark. Charges to moor a boat house at the north end of the dock were \$3.00 a month. For 1924, the port needed a levy of \$44,451, having only \$420 from rents and dockage.⁴

The port also reset its sights on more dredging. The commission wrote the district engineer for a 16' channel and paid attorney W.H. Waterbury to lobby senators and congressmen. Information was gathered on the amount of timber standing in the port district. Silting caused boats to sit in the mud on Depot Slough at low tide. In other business, the port had to repair the Catherine Street road and port dock due to heavy truck traffic. They paid M. Swayze for damage done by a loose plank to his automobile. The commission appointed R.A. Andersen harbormaster at \$8.00 a day and told him to set moorage rates, secure loose logs and collect rubbish. As a sign of intermittent tonnage over the port dock, the commission agreed to let Curry, Geer and Christianson dump logs as W.R. Stokes stacked lumber.⁵

As 1927 opened, Parrish quit while Bert Geer and Chris Larson joined R. Arnold, president, Roberts, treasurer and R.D. Burgess. On behalf of both the port and the mill, D.L. Peterson, a Johnson employee, visited district engineer J.T. Coiner about river improvement. The commission gathered figures on the cost of dredging Depot Slough and considered sending a delegate to Washington, D.C. As this effort went on, creamery officials Parrish, Christianson and McCluskey asked for a rent reduction because they were insolvent. The port received \$67 from the creamery in back rent, considered W.R. Hall's request to build a temporary dry cleaning shop and permitted Bert Geer to build a temporary garage. J.L. Thompson rented space for a new, mixed feed operation to supply dairy and poultry farmers.⁶

In 1928, the port paid for more dredging publicity. D.L. Peterson visited chambers of commerce around the state and C.L. Starr, a Portland attorney, lobbied with the Corps of Engineers. They operated on a \$75,000 budget and \$55,000 levy, still spending most of their funds on bond retirement. The commission scrutinized plans for the new highway 101 bridge over the Yaquina, agreeing with Newport

residents that the bridge must be high enough to allow the passage of ocean freighters when it would be completed in 1938. They approved a log boom for Bittner Plug and Timber at Olalla Slough.⁷

In 1929, the dredging campaign gained momentum but ended with only partial success. The port and city agreed to contribute \$100,000 to the project if the federal government would match it. The intent was to dredge the Yaquina River for vessels drawing 20', which meant clearing five miles of shoals. They argued that the bar and jetty work would be of little use unless the river channel was deepened, an argument made and lost for eighty years. They enclosed reports on waterborne commerce and available timber arguing that mills from fifty miles away would ship to tidewater.⁸

In October of 1930, the ports of Newport and Toledo made formal application to the district engineer for Yaquina bar and river improvements. Four saw mills, five cold storage plants and 400 fishing boats landing 3,600,000 pounds of fish indicated water based business as did steamer trips to California. Between 1923 and 1930, *Robert Johnson* made 155 trips and was bar bound 217 days, *Florence Olson* 32 and 72, *Solano* 22 and 33, *C.D. Johnson* 42 and 104. Fifteen other freighters made 272 voyages and were bar bound 458 days. Their capacity was 493,363,000 feet of lumber; they actually loaded only 345,520,922 feet because bar and channel were too shallow to permit full loads, resulting in severe monetary loss. Pacific Spruce shipped 588,000 tons for \$5.8 million, while Hutchinson and Multnomah shipped 195,000 tons of logs for \$792,912. Johnson also claimed California oil companies would send tankers to the Yaquina if the channel was deeper. There were 412,520 privately owned acres of timber in the county and 123,155 acres of timber in the Siuslaw National Forest. Nevertheless, the district engineer rendered an adverse report whereupon Congressman Hawley declared that if the government had owned Pacific Spruce, the channel would have been deepened all the way to Toledo. The corps replied that they would not dredge a channel at taxpayer expense for the benefit of one company. The drive continued.⁹

In local property matters, the port commission paid for spur repair and coped with R.A. Andersen's failure to pay the port \$3,864 owed since 1913 on his lease and collections for moorage and dockage. Port attorney Waterbury wrote the commission that it could not release Andersen from his bill because the money was owed to taxpayers. It is not clear that Andersen ever paid. Port commissioners in 1930 were Bert Geer, president; Chris Larson, treasurer; B.F. Updike; secretary, Guy Roberts and O.R. Atree. They paid bills to the *Leader* for printing, McKay's for piling caps, Horning Transfer, Spees Trucking, Guy Roberts for lumber, Albany Sand and Gravel. A box factory opened on port property. Atree voted yes on a \$1,275 job the port gave him for building a float and he actually socked away \$1,553.48. The commission told road contractors to cease dumping dirt into the Yaquina River and informed the district engineer and State Highway Commission.¹⁰

In the effort to at least deepen Depot Slough, the port considered buying another dredge. Atree offered to design and build one for \$43,837. However, he balked at outside engineers looking at his plans. With Roberts and Larson in opposition, the commission delayed the vote, so Atree quit the commission. Thirteen people spoke for and against the dredge idea at a port meeting. Harold Bogert came on the commission, beginning a career that would last into the 1940s. Even though the

commission voted 3-1 for the proposal with Roberts absent, Altree never built the dredge because the port lost a lawsuit to A.C. Crawford, a farmer from Siletz, in an anti tax case. ¹¹

In January 1931, a letter from a citizens committee to the port argued the need for deeper water. The signers wanted to attract more forest product companies, such as veneer and sash and door producers. They claimed taxes had risen so high to pay for roads and schools that property values were endangered, mills and logging camps had shut down, the mill and box factory might relocate. With twenty -five percent unemployed and forty percent underemployed nationally, the Depression certainly hurt Toledo, closing farms and shops. The Roberts mill closed briefly, 1st National had to merge with Lincoln Bank. Pacific Spruce, in receivership since 1930, reorganized as the C.D. Johnson Lumber Corporation in 1935 and reduced production to every other week. The Corps of Engineers decided to match the local \$100,000 offer but a cost gap remained and Major O.O. Kuentz refused to dredge the Yaquina River again. The joint committee dropped the river idea and reset on jetty work. Finally, Hugh Corgan (Corrigan) of U.S. Dredge Construction Co. dredged on Depot Slough and Yaquina shoals in 1931-33, based on an emergency \$1,500 bond issue and corps maintenance funds. Spoils were dumped on Depot Slough mud flats at the Roberts mill, creamery and ball park. His suction, oil burning dredge caught fire in late June 1933 while beached on a river island for bottom repair. The port bought, repaired and eventually sold it. ¹²

Even though the Depression was not mentioned in the port minutes, they do show the reluctance of Paul Zedwick to buy the bond in uncertain times. At the port, the feed store was torn down, Toledo box and the creamery closed their doors. Altree delayed in paying his bill for mooring the tug *Mirene* at the port dock. The commission did pay the following for work on the trestle and spur: H. Chappell, D. Chesley, Andy Kriitz, Felix Gomez, Jose Ramos, D. Flores and R. Chappel. Dr. F.M. Hellwarth claimed a loose plank on the wharf damaged his car and the port paid part of his cost. In 1933 the port considered sending a request to Harry Hopkins' new Civil Works Administration to build an airport on the Harrison property by the river below Toledo but rejected a request from J.T. Mahoney to buy land for an airport at Siletz, starting a debate that lingers today about the Toledo State Airport. There are no other indications that the port sought New Deal funding, although the city applied to Harold Ickes' Public Works Administration for a new water system and the corps worked on the ocean jetties. The massive, violent longshoremen's strikes of 1934 and 1936 paralyzed Pacific Coast ports and led to formation of the International Longshoremen's and Warehousemen's Union with the aid of the new National Labor Relations Board. ¹³

In 1935, H. Farrington, a retailer, became president of the port commission. Insufficient tax income forced the port into more refunding bonds through the National Security Bank of Toledo. The port disallowed Herman Fieber's claim that a plank damaged his car, again, like Hellwarth's, near the creamery. Andersen collected from lessees \$2.50 on each railway car standing on the spur and the port paid W.D. Griffith to clear the channel of logs and snags from Toledo to Elk City. The 1935 budget was \$23,680 on a \$23,430 levy; in 1937, budget and levy dropped \$1,000 each. Maintenance of dock, road, warehouse, spur and channel cost more now, bond payments cost less. The port commission followed an eight step procedure in framing a budget: citizen committee proposal, public notice, public hearing,

resolution, ordinance, monthly meeting reports of expenses, audit, and state audit. City Marshal Robinson asked for port cooperation in sorting out the boathouses so they could be tied in orderly fashion. The great Tillamook Burn raged in the Coast Range and in early July of 1937, fire razed the wooden buildings on Depot Slough.¹⁴

The port continued with its regular business, e.g., telling Dale Owen of Toledo Wreckers four times to clean up the junk in his yard. The port paid for work on floats at Elk City and approved J.E. Jacobson's request to build a footbridge above that town because only sport fishermen with rowboats and outboard motors went there. A one tonner, *Maybe*, carried feed, produce and passengers on the river and the skipper complained about losing time because a deadhead damaged his rudder. Coast Stevedore, Drydock and Transfer manned these barge pulling tugs: *Dodeca*, 38 net ton, 6'4" draft, 12 trips a month; *Go Getter*, 57 net tons, 9'6" draft, 2 trips and *Logger*, 5 tonner, 4'6" draft, 26 trips. While the tonnage moving over the port wharf is unknown, these examples of ship, boat, tug and barge traffic in the interwar years reveal a great deal of waterborne activity that might have increased with a more navigable channel across the bar and upriver. The two small ports could not muster enough clout compared to larger ports.¹⁵

In 1937, the port commission members were Farrington, McCluskey, Bogert, Roberts and A.A. McKay. They sent Farrington and Bogert to Seattle to talk with the McCurdy interests about a dredging proposal. The port hired attorney J.C. Kendall to lobby for the next big effort, 1937-41. The commission offered boat and housing to attract a corps survey. Bogert reported his search for shipping and logging sources, e.g., moving a plywood plant down from Aberdeen, Washington. Meeting in McCluskey's law office, the port commission telegraphed Senators McNary and Holman protesting a cut in river and harbor appropriations and decided they would all attend the Northwest Rivers and Harbors Congress in Port Angeles, at port expense, for \$1,200. They received letters from Dean Johnson about the need to dredge in Yaquina Bay to ease the turning of Calmar Line ships loading at the dock in Newport and the South Beach dolphins. The spur and dock needed more repairs along with the warehouse, damaged by fire. Kendall notified the State Land Commission of intent to file for Yaquina River improvement. Gus Carlson prepared a resources survey and rate/traffic analysis. Renting office space in city hall, the port commission replied to the Oregon Oyster Company that it would not dump or infringe upon their beds, alleviating the concern of the State Fish and Game Commission. Both the port and Johnson objected to the Olson Company rate raise on lumber to California. Farrington and Kendall reported that the district engineer had rejected their appeal saying benefit was not worth cost. The port decided to contact parties in Washington, D.C. then settled for completion of the Mill Four program as the Corps of Engineers began to deal with flood control in Oregon. (In 1933, the Yaquina flooded badly, even though the corps rated it as a non-dangerous river.)¹⁶

The Toledo and Newport port commissions cleaned up their properties in order to host the Northwest Rivers and Harbors Congress on June 19-20, 1940. When the meeting ended, the Toledo commissioners thanked the community for its support: the fire department for cleanup, Horning Transfer, the city council, the garden club, Lions, Patricia and John Lyman for music, Gaither Motors for gas used in

entertaining and the Chamber of Commerce ladies for escorting the visiting women. Cliff Walker received \$96 for refreshments aboard *Go Getter*.¹⁷

In 1941, the U.S. started Lend Lease aid to Great Britain against Germany and Italy, drafted men into the armed forces and faced war with Japan. After the Pearl Harbor attack, Americans girded for total war and Toledo did its bit. The Johnson Mill and the city put up worker housing with the aid of the Federal Housing Administration. Citizens observed gas and tire rationing. Women went to work in the mill as men joined the armed forces. The mill built nineteen 46' tugboats for the army and pieces for the famous Royal Air Force, wooden "Mosquito" multipurpose fighter. The port began to entertain the idea of obtaining land for a shipbuilding enterprise, an idea that would blossom by 2010. 1942 was a red-letter year for the Port of Toledo; for the first time in its 32 year history the port became debt free.¹⁸

Waterfront crime and accidents occasionally occurred over the years. In March of 1942, a boat house raid netted three men and an underage girl. Police let the girl go but arrested the men because a white had sold liquor to Indians. In July, a body was fished out of Depot Slough after a man had fallen overboard at a boat house party and drowned.¹⁹

The North Bay Road that followed the old railroad tracks to Yaquina was finally paved in 1943. In the city these firms offered goods: Coleman Furniture, Thompson Drug, Todd Electric, Ross Theater, Miller Jewelers, Panck Grocery, Charlie Chan Medicine and Herb Co., Purity Bakery, Dixon Shell, Safeway, Woodson Motors. Drs. Hellwarth and Kauffman still practiced. Attorneys McCluskey, Conrad, English, Krause and Peterson helped their clients. Neill and Dinwiddie acted as opticians, Harrison Folk worked his chiropractic while Baird and Gates vied for dental patients. Churches in Toledo included the Assembly of God, Church of Christ, Church of the Nazarene, and Pentecostal of God, in addition to the Episcopalians, Lutherans, Methodists and Catholics. The Masons, Christian Science Society, American Legion and Ladies Civic Club graced the social calendar. Hanson and Cyphert's Toledo Machine Works repaired boats and logging equipment on the port dock at the foot of Main St.²⁰

As the war ended in 1945, the Cold War with the Soviet Union began. The U.S. demobilized 12 million men and women, offering the G.I. Bill, as industries converted from tanks and guns to refrigerators and automobiles. As the U.S. government developed the containment policy for the Soviets, workers struck against wage and employment adjustments. In the summer of 1948, 900 AFL millworkers went out on strike for higher wages, which Johnson granted in early fall. As business shifted from the war effort, L.C. Simpson opened the South Shore Boat Shop east of the Butler Bridge Road (St. Clair property today) with fifteen employees to build, moor and store boats. Hobart Thompson brought a 157' Landing Craft Infantry vessel to the Port dock for dismantling and selling. Federal dike and drainage work went on at Nute and Boone Sloughs to protect 1,000 acres. In 1948, Johnson loaded ten Calmar and five Palantic ships that had to top off loads in the Columbia River and Grays Harbor. Johnson ran fifteen barges downriver to load lumber on these vessels. Matson, Hawaiian-American and twenty other lines called at Newport. Most of them were ex-Liberty ships: *Portmar*, *Lumber Lady*, *Elmer Sperry*, *Marymar*, *Ventura* and *Union Sulphur*, all ten thousand tonners

powered by steam, not diesel. Bar delays and a storm over seventy five miles an hour hampered ship loading as heavy snow slowed mill work. Mills in the area included Cascadia (later Publishers), Guy Roberts, Papke of Logsdon, W.O.W. of Eddyville and twenty three others. The longest Southern Pacific train out of Toledo consisted of sixty two cars carrying lumber and prefabricated houses.²¹

By the end of the busy decade as ships, trucks and trains conveyed mill forest products, these businesses showed their wares, some of them for three decades. Gaither Ford and Woodson Chevrolet were still going as were Short Bros. Autobody, Jordan Chevron, Cozy Billiards, Ross Theater, Miller Floral, Doan's Cash Store, Lincoln Hotel, Crewes and Crosno insurance and Panck Grocery. Seekers also noticed Bateman Funeral Home, Payne Music, Thornton Sheet Metal, Evans Chain Saw Repair, Gene's Café, Minnie's Sunset Café and Tavern, Lybarger and Associated groceries, Coleman and Kenyon hardwares, Crider's Department Store, Lincoln Cab and Toledo Electric Supply. Lincoln County Credit Bureau provided an alternative to banks. The AFL and International Woodworkers of America kept locals in Toledo. Farmers Feed and Lincoln Dairy operated on port property. There were ten retail and wholesalers of lumber, including H.E. Ball and Harold Bogert, with their port connections. As the nation entered the Korean War in 1950, so Toledo and its port faced a new decade and a big change in partners.²²

From 1923 to 1950, the town grew, the mill produced and shipping increased from 400,000 tons to 500,000 tons of cargo a year, much higher than pre-World War I figures of 44,000 tons. The port paid off its debt, repaired its facilities and mounted two dredging campaigns, one with partial federal support, the other failed entirely. The Port of Toledo had a few lessees, charged for some logs moving over its docks and did not add to its 700' of frontage. The joint port committee dissolved but the two ports met from time to time to request improvements. Toledo and the nation weathered depression and war. The 1950s would prove to be a time of slack tide that started to turn in the 1960s.

Backnotes 3

1. *Lincoln County Leader*, 12-20-23; LCHS, *Telephone Directory* May 1924; Toledo History Center photo.
2. Johnson, *Pacific Spruce*, 8,9,13,14,18,29,31,47. LCHS, *Newport Journal*, 2-16-22, *Lincoln County Leader*, 10-18-45.
3. LCHS, *Yaquina Bay News*, 5-7-25, 10-8-25; T.W. Cox, *The Toledo Incident of 1925* (Corvallis, 2005).
4. PCM 1-10-23, 2-14-23, 3-14-23, 6-21-23, 7-26-23, 12-12-23,9-29-23, 4-9-24, 6-27-24. For some reason the Oregon Supreme Court ruled the 1924 budget illegal.
5. PCM 6-11-24, 10-8-24, 1-14-25, 4-2-25, 4-8-25, 6-17-25, 7-8-25, 8-11-26. Toledo joined the new Oregon Ports Assoc. It is not clear whether the logs dumped into the slough or on to a barge.
6. 1st National Bank of Toledo became a port depository. PCM 4-4-27, 5-4-27, 1-12-27, 12-24-27. Burgess quit, O.R. Altree came on, PCM 7-13-27, 10-27-27, 5-9-28.
7. PCM 2-14-28, 3-15-28, 8-15-28, 11-14-28, 11-20-28. Elberta Crate Co. of Georgia replied to an inquiry that they would not move to Toledo because of high shipping rates.
8. PCM 1-18-29. Snag and log clearing went intermittently between Toledo and Elk City. The Audit of 1-31-27 revealed that the port, 1923-27, received \$203,289 in taxes and disbursed \$257,971 .
9. Port Ledger for 1930s shows receipts for the creamery and banks, no moorage or dock cargo. PCM 12-12-31. The port received \$45,765 in taxes in 1930. PCM 1-12-30, 2-17-30.
10. PCM 1-15-30, 3-12-30, Geer quit, A.T. Peterson came on as president until 1935, 4-12-30, 5-28-30, 8-13-30
11. PCM 9-30-30, 12-26-30, 1-6-31, 2-2-31, 2-11-31, 4-8-31; *Lincoln County Leader*, 8-20-31, 5-4-33, 6-29-33.
12. U.S. 71st Cong., 2nd Sess., Sdoc 159, Guin Library; PCM 6-10-31, 6-13-31, 10-14-31, 11-10-31, 8-26-32, 8-30-32, 10-3-32, 5-19-37. A volunteer group visited the dist. engr: P. Frederick, I. Wade, Dean Johnson, W. Waterbury and R.H. Howell, publisher of the *Leader*, 5-28-31. Among these prominent leaders, Frederick was a banker.
13. PCM 7-13-32, 8-26-32, 8-30-32, 9-14-32, 9-17-32. Oregon Oyster Co. filed a protest with the Fish and Game Commission claiming that dredging would hurt the beds and the port agreed to assume responsibility for any “unlikely” damage. 9-14-33, 10-11-33. H. Farrington and Zedwick replaced Bogert and Updike, but Bogert would return, 1-11-33. The port also did some bond refunding. 1-17-34, 1-31-34, 5-23-34, 5-1-35.
14. PCM 1-11-35, 4-9-35, 5-8-35, 7-10-35. The port shut off its office electricity and cancelled its safe deposit box in hard times. C.S. Wellborn served as port clerk, 9-22-36, died 1941. The port continued to sign leases, e.g., G.F. Unger machine shop in Andersen boat works, 10-15-36, 2-10-37, 4-14-37, J.H. Wilson, Audit, 7-14-37 ; Toledo History Center, *Lincoln County Leader*, 7-15-37.

15. PCM 10-21-37. The minutes from December 1937 to December 1938 are not in the port records. 12-14-38, 1-30-39, 3-8-39, 12-6-38, 1-24-39.
16. PCM 5-10-39, 6-14-39, 10-19-39, 11-8-39, 12-13-39. Men on dock trestle and warehouse work were Walt Yoder, Otis Hamar, E. Davis, A. Lytle, L. Ridenour, V. Ross, H. Cooper; Port Resolution 1940-1, 1940-5; PCM 1-10-40, 4-8-40, 5-8-40, 6-12-40, 4-9-41. The port secured a report from an Oregon State College professor which stated the oyster beds had been badly managed.
17. PCM 7-22-40, 8-14-40, 9-11-40. Lorene Taylor did the typing. 5-14-41. R.L. Bledsoe got a lease for ground where a “corrugated iron” building stood. The port made no leases longer than five years in case conditions changed. PCM 1941 Budget. The port was still paying Kendall, Farrington and Bogert to attend hearings in Wn.D.C.
18. Farmers stored lime and fertilizer in the warehouse when Fred McCaulou rented space there. PCM 11-12-41. The port leased a tract between the warehouse and Roberts Mill and approved a bid to build a small airplane float . 2-12-42. There are no port minutes from December 1942 to March 1953. The Johnson mill repaired local boats, *Lincoln County Leader*, 12-9-43.
19. *Lincoln County Leader*, 3-25-43, 7-29-43; LCHS tugboat photo file.
20. *Ibid.*, 10-18-42, 10-15-42, still a weekly. The Yaquina Bay Land and Abstract Co still existed as did the Elks Club. The port paid state taxes over the years.
21. *Ibid.*, 2-25-48, 5-27-48, 8-15-48, 2-11-48, 2-19-48, 8-19-48, 2-5-48, 6-12-45, 8-5-48, 4-23-42, 6-22-44. The Andersen boat shop sold to Wm. Pick. 5-27-48. The 1941 audit showed only Andersen, creamery and wreckers as lessees, paying an aggregate \$266 a year rent. LCHS, C.D. Johnson Operating Record Book, 1948-51. Workers also struck the mill in 1945. In the mid-1930s, the Roosevelt administration started the Federal Maritime Commission that ordered new standard designs for tankers and freighters and adopted a British plan for a dry cargo vessel that could be quickly built, to be known as the Liberty Ship. The Navy, with pumped budget, ordered new vessels that helped win WWII. These merchant and naval acts served as both recovery and war preparation measures well before the 1939 assault on Poland and the 1941 attack on Pearl Harbor. After the war, unlike in 1920, the government sold its merchant marine to American and foreign buyers at fixed prices for a short period so that allied nations could rebuild their merchant fleets.
22. LCHS, *Telephone Directory*, December 1948. The author did not look for the exact location of waterfront buildings. The Lincoln County Assessor’s Office holds records of 19 port properties, to which must be added the 2009 acquisition of the Fire Hall on Business Hwy. 20. There are from 3 to 26 transactions for each property; only the main transactions are listed in this study.

Slack Tide, 1951-1979

From 1951 to 1979, the Port of Toledo experienced a change of partners, added property, did some dredging and extended its wharf. It also adjusted to new environmental laws, entering the modern era of grant requests and development plans, consequently hiring a port manager. The slack tide of the 1950s began to turn in the 1960s for the port and world trade.

In 1951, a DC 6 crashed in the hills behind Oakland, California, killing Dean Johnson and E.E. Johnson. Soon after, R.P. Richardson died of a heart attack. This tragic loss of leadership induced the Johnson interests to sell their Toledo properties to Georgia Pacific Corporation, which built a pulp mill and began operations in 1957. Not only did the mill change ownership but voters moved the county seat to Newport in 1953. The J.C. Penney store left town and the 1971 Highway 20 bypass contributed to isolating Toledo, although the town grew from 2,600 to 3,000, 1950-80. ¹

If you rolled into town in your new style '49 Ford or teardrop '50 Chevy, you would be greeted by these notices, groups and businesses. The Johnson Loggers beat the Millworkers in baseball. A light plane crashed into Depot Slough after hitting a smokestack guy wire. Ten churches welcomed their flocks, old-timer Episcopal, Catholic, Lutheran, Methodist, Nazarene, Pentecostal and Christian Scientist, along with the Assembly of God, 7th Day Adventist and Church of Christ. Charles Letts had the State Farm agency; D.J. Burgess ran the Aetna office. D.A. Halferty, M.D., H. Gates, E. Baird, L.F. Over, D.M.D.s, probed your body and polished your teeth while O.R. Dinwiddie peered into your eyes. Conrad and English handled legal affairs. Bateman Furniture, Kenyon Hardware, Purity Bakery, Toledo Creamery, Toledo Feed and Seed, Farmers Feed, Lincoln Dairy, Green Refrigeration, Herman's Men's, Fisher Plumbing, Western Auto Supply, and Coast Equipment Logging Supply were among the stores. ²

In 1952, the port commission was H. Farrington, president; Harold Bogert, treasurer; G.B. McCluskey, secretary; L.H. McReynolds and Guy Roberts. They operated on an \$11,000 budget with a \$3,300 levy, an increase over the 1946 budget of \$3,352. The port had no indebtedness as it moved to an end-of-June fiscal year from December. Rents yielded \$800 a year, double the figures of previous decades. The commissioners passed a resolution calling for deepening river and channel again because of shoaling. Approximately every ten years the Corps of Engineers would agree to spot dredging in Depot Slough and the river at Toledo mill sites. The ports of Newport and Toledo requested a review and modification of the jetty and bay project, sending figures of increased shipping. Tons of fish caught grew from 3,099 to 15,601 in ten years, lumber had doubled from 338,241 to 654,773 tons, using the famous Calmar, Matson, American-Hawaiian, Olson, Grace, Moore-McCormack and American Mail lines. But these ships still could carry only partial loads out of Yaquina Bay. It cost \$1,200 a day to operate a Liberty Ship and a deeper channel could have saved the shippers money. Bank deposits in Newport and Toledo had grown from \$1.2 million to \$8.8 million in ten years as the county grew in population. There were eighty-nine mills in operation in Lincoln County and a plentiful supply of

timber. However, the ports contended that they could not contribute any funds to bar and channel improvement.³

In the early Fifties, L.F. Plank repaired the unsafe port wharf and Sam Smith supplied rock to fill an area behind it. Four floats were installed at the north end of the wharf as Otis Hamar became dock superintendent. Smith Transfer secured a ten year lease. L.L. Hoffman Towboat leased space and did piling and snag removal. The commission approved Hoffman's lumber loading at .25 per thousand feet and charged Lee Downing and others .10 per thousand to dump logs.⁴ After prolonged negotiations, it collected overdue rent from Farmers Feed, Sanderlin Electric and Hanson Machine. Since Joe Wilson had not done an audit for four years, the commission sought a replacement. Warehouse fire insurance cost \$2,000. The port gave Charles Wiedeman permission to remove pile and timber bents near a new county bridge 2.5 miles upstream from Elk City. Smith Transfer placed crushed rock in front of the creamery and on the adjacent fill. Rock was also placed at the floating dock entrance in Elk City.⁵

In 1955, the port paid \$250 for a harbor improvement survey, along with the Port of Newport, Georgia Pacific, Yaquina Dock and Dredge, among others. However, the district engineer replied adversely, so Farrington and McReynolds went to Washington D.C. looking for help. Meeting at Toledo's Lincoln Grille, the commissioners and district engineer hatched a plan for work on Depot Slough, with the port to pay up to three and a quarter percent of the estimated \$8,500 cost.⁶ They thanked the Lions, Chamber of Commerce and W.O.W. Lumber for support and dredging began in May, 1956. Puget Sound Bridge and Dredge worked in Depot Slough and at GP, as well as to two miles downriver. Spoils were dumped at Cascadia and Roberts sites.⁷

In the mid-Fifties, the port changed its rent policy by measuring the square footage of each space. Hamar measured the space and the new schedule was set at .13 per square foot: electric shop 38'x32'x20', Smith Transfer 46'x24', creamery 110'x'93'x80', port warehouse 72'x'39', Hoffman towboat 112'x72'. The port also increased the charge for log loading to .50 per 1,000 feet and signed a lease with Fred Wolfe who opened a sport shop and moorage.⁸

As Georgia Pacific started up, the port cooperated in matters of easements, docks, dredging, pipelines and log booms. Notice was posted to keep the river above Mill Creek clear for navigation. The port bought a corrugated iron building from Hoffman and rented the warehouse to L.F. Plank Construction. Plank secured a contract for repairing the port dock and Smith received one to improve the waterfront, based on plans by city manager Archie French, which called for paving, bulk-heading and wharf extending northward. The port had to issue a warrant, i.e., borrow, to pay for the work; Smith received \$6,996. Plank also began to drive piling for a small craft moorage at the airport.⁹

In 1957, the port reached an agreement with Sause Brothers to load barges at the wharf. Sause paid for improvements and began to bring in barges for loading. The port coordinated arrivals with dock work and tenant needs. It was expected that port shipments would triple in three years. Mark Wienart of Lincoln Lumber Sales also secured a permit to dump logs over the upper wharf (not to interfere with Sause) after paying for dock improvements. In the early sixties, barges stopped at the Roberts and port

docks. “Del Norte Woodsman” and “Mendocino Woodsman” made eleven trips in two years; each barge carried 236,000 and 889,000 bfm. Cascadia used the Sause barge “Julia” twice. Gordon L. Macpherson, port attorney, negotiated with Sause and Cascadia. The Sause contract would endure for over two decades.¹⁰

In 1960, meeting in city hall, the port sold a strip of land to the city for \$8,500, another instance of city-port property exchange while the port improved the wharf again. It was on Graham lots 1, 2, 3 of the Jones and Gaither addition, northwest of Catherine St. The budget for 1959-60 was \$19,000, with rentals now yielding \$4,500 and a levy of \$4,600. Toledo and Newport ports sent delegates to Washington, D.C. for another round of bar and harbor funding requests. The Port of Toledo also paid \$3,300 to the State Fish Commission as its part of rehabilitating Lincoln County streams for salmon.¹¹

The Columbus Day storm that did so much damage in the Willamette Valley also swept away the Yaquina Bay Yacht Club floats at Riverbend as well as other basin facilities. A visitor would see these groups and organizations in the 1960s: Safeway, IGA, Hafner Variety, Toledo Furniture, Hamlin Music, Irene’s Sports Wear and Papez Jewelers. Carl Berg of Allstate, Graham Realty, Crosno and Jones Insurance, Fisher Plumbing and Heating, Hayden Hardware and Toledo Funeral Home advertised their services. Fieber Texaco, Shell, S and K Automotive and Lincoln Auto Wreckers serviced cars and trucks. J.E. Wright offered bookkeeping while National Security Bank handled deposits and loans. The Elks, Eagles, VFW and Odd Fellows provided fellowship and Matthew Gruber, physician and surgeon, would also involve himself with business and the port. River firms offering haul-out and maintenance were Shermer, Riverbend Marine and Yaquina Dock and Dredge. Abbey, Olson, Riverbend, Criteser, Sea Gull and Ward featured moorage. Both Jones and Independent stevedore companies supplied crews. Farmers Feed, GP, Cascadia, Roberts and the Shingle Mill continued operations.¹²

In the 1960s, port leaders focused on dock repair and extension, an airport boat launch, dredging and disposal requests and river cleanup. They held meetings at the Pit for lunch, with the commission paying all of \$8.47 on one occasion. In 1960, Plank Construction repaired the port dock for \$18,000 and in 1970, Lincoln County Crane received \$14,800 for dock repair and extension according to Elmer Sondenaar's plans. In October 1960, GP deeded a strip between runway and river (\$10) for a public boat launch at the airport. In the fall of 1962, Plank completed ramp and floats for \$13,996 based on Larry Hart's plans. In 1966, improvements were added, including restrooms, for \$4,500. The port paid the county \$1,376 as its part of providing better road access. In 1968, the port paid the U.S. Treasury \$7,200 to dredge from Butler Bridge to Cascadia and the next year Lewis-Nicholson deepened part of Depot Slough for \$2,500. L.C. Crane earned \$4,835 for clearing river debris and other work. The port paid Smith Transfer to remove decking, dump rock and pave. Alex Thompson received \$60 per month as dockmaster. Large payments to McCluskey, MacPherson and Osterlund indicated that the attorneys were doing port administrative and clerical work. The port paid the city \$4.10 a month for trash removal at the wharf and a similar amount to the county for pickup at the airport launch site. Elmer Ostling of Waldport received \$4,615 to build a floating dock at Elk City and the port gave Willy Kuwicka of Toledo \$30 per pile to remove 140 of them between Toledo and Elk City. G. M. Macpherson wrote thirty companies about relocating to Toledo without success. Commissioners in

1963 were A.L. Jones, president, Bert Greenwood, secretary, Robert Jackson, T. Gaither and H. Farrington.¹³

Acquiescing to the social legislation of President Lyndon Johnson's Great Society program, the port said it complied with the affirmative action practices of the Civil Rights Act of 1964. In the late sixties environmental legislation also descended upon the port. The state issued standards for marine and estuarine waterways in the Water Quality Act of 1965. This set measurements for purity of disposal material. Stations on Yaquina bay and river were established to gather data on turbidity, temperature, radioactivity, oxygen and organisms. Major waste sites were identified as Toledo domestic sewage, Cascadia log storage and cooling water, GP kraft liquor.¹⁴

Port environmental action also followed federal legislation. The 1969 National Environmental Protection Act is the Corps of Engineers charter to regulate programs on waterways and wetlands. The Water Resources Act of 1986 encouraged local sponsorship of civil works programs in order to economize on the federal budget. The act of 1990 established the "no net loss policy" where agencies had to consider environmental as important as engineering and economic implications.¹⁵

In 1965 the port passed Ordinance 10-B regarding the persistent presence of stray logs in river and slough. The port announced its agents, Bray and Bray, would seize and store logs for auction. Letters went to GP, Cascadia, W.O.W. and Lincoln Lumber Sales, since their logs were marked. Retrieved logs were stored in the river across from Cascadia, one mile east of Butler Bridge.¹⁶

From 1969 to 1977, there were boats moored at the port ranging in length from 16' to 60'. Ninety eight names appear in the moorage receipts, including Don Hoshino for his 28' charter fisherman, Dahlke Fish, Farmers Feed, Hoffman Towing, Rich's Tradewinds, 46' and a 38' trimaran, averaging about ten boats a year. The issue of "side-ties", i.e., tying boats side by side, was discussed, allowed and disallowed over the years. Downstream at Criteser's Moorage, which began in 1948, seventy boats moored side by side, but there was not much room in Depot slough for the practice. That not all port tenants were happy may be seen in the E.F. Olson case of 1970. This owner of a 24' power boat declared that he was "thoroughly dissatisfied" with port security during dock installation. Not only did vandals steal his radio and spray his cabin with a fire extinguisher, the boat suffered shaft damage when "tethered" temporarily in an area too shallow. The port took Olson to court and won \$139 in rent due; when he did not pay, the port removed his boat.¹⁷

It is not clear that the dock and dredge jobs of 1959 and 1968 were paid with loans, taxes or revenues, but it is doubtful if the port sought bonds. In 1969 voters approved a special \$19,000 levy for dock and adjacent paving work. In 1966, the port operated on a \$30,480 budget with \$6,780 levy and apportioned \$9,000 for river and channel work, \$4,000 dock and launch facilities, \$30,000 for land purchase, indicating a reliance on revenues, levies and loans. By 1973, the budget showed \$98,315 in all funds, including \$14,829 for reserve expenses and \$53,486 in the general fund. Personnel services were \$7,610, materials and services \$13,652, capital outlay, \$29,500.¹⁸

As the Vietnam War divided American opinion in the late 1960s, so the world experienced a spurt of growth in waterborne commerce. Hearings at city hall in April, 1967 had buttressed the case for dredging. With Col. W.J. Talbott present, the commissioners presented data that outlined the Yaquina basin economy. Georgia Pacific, at river mile 13, employed 978 persons in pulp and paper, plywood and saw mills. In 1957-66, GP imported 300,000 barrels of fuel oil, 137,000 tons of woodchips and 50,000 tons of hog fuel while shipping 8 million bfm of lumber and 988 tons of plywood by rail, truck and barge. Cascadia at river mile 14 employed 200, shipped 5,300,000 bfm of lumber and received 134,798 tons of hog fuel, 80% of its total on barges. Roberts Mill employed 45, utilizing chips, sawdust shavings and hog fuel, turning out 14-20 million bfm a year, running barges to California. Toledo Shingle at river mile 12.5 employed 40 people and wanted to use a deeper waterway. Among the 425 commercial fishing boats, some skippers desired more moorage facilities upriver for winter avoidance of storms. There were 1,072 pleasure boats in Lincoln County with growing need for launch and moorage facilities. There were shoals at Cascadia, GP, Depot Slough mouth, Amundsen Bend, Flesher and Poole sloughs. The Olson and Sause barges drew 13-17' fully loaded, requiring an 18' channel to avoid uneconomical light loads. 1967 retail sales in Newport were \$17,535,000, Toledo, \$2,888,000. Five firms built fishing boats in the Toledo area, launching about ten hulls a year. By 1970, county population increased to 25,575, Toledo dropped to 2,828. ¹⁹

In the 1970s, the port made two major land purchases. In 1973, the Toledo Port Commission met at the Pit Restaurant with these members: President A.J. Jones, Elmer Price, Ross Miller, Sid Neal and D.W. Knapp. Bill McCluskey was still port clerk and Paul Osterlund was port attorney. In that year the port bought city property for \$4,520, south of the Union Oil tract, 2.75 acres (lots 303, 304, 3000, 3100, 3200) named it Toledo Industrial Park and began to fill. In 1975, they bought twenty acres of land south of Criteser's and hoped to dump dredge spoils there, but after this became impossible, the port built a paddle park and stipulated it a salt marsh area three decades later. The levy for 1973 was \$9,562 and receipts for moorage, wharfage and rent amounted to \$5,000. Travel took \$1,500, attorneys \$1,500, professional dues \$1,200, dock and launch \$2,500, floating dock \$4,000. Matthew Gruber began an ill-fated attempt to expand his lath and pallet business into port domain with manufactured home production as Toledo Products. This change of focus occurred when the corps rendered reports in 1970 and 1974 that no channel projects were economically feasible. ²⁰

In other port business, Newport and Toledo discussed forming a unified district, but dropped the notion. Reporters from KNPT and KTDO radio and the *Lincoln County Leader* began regularly to attend meetings. Publishers Paper had replaced Cascadia and Erv Balberg received permission to extend the dock and construct a crane platform at the site. The port talked with Publishers and Marvin Branstiter about disposal sites and containment booms. Vearyl Ray, a real estate broker, worked with owners of six potential sites and commissioners realized they needed a land use plan for the Yaquina and Siletz rivers. In 1975, Jones claimed a conflict of interest because he was involved in disposals and sites. Counsel advised him he could declare it and still vote, marking a practice that continues today. ²¹

During the summer of 1974, the port renewed its cooperation with the city's summer festival by offering parking accommodation. Dockmaster Thompson repaired the airport boat ramp. Smith was

filling in the TIP's low sections. The port discussed a building to store boats in the winter and whether to get involved in an airport runway extension. The state controlled this strip for hobby fliers and over the years the state urged the port to buy it, which the port never did. However in 1975, the port did inquire into the cost of land at the airport and decided that \$10,000 an acre was too much. As Gruber pressed his case, the port secured estimates from Beaver Buildings and Far Western Environmental Systems for land quality and building at TIP. It also began to receive more lease inquiries, e.g., a seafood processing plant and the Criswell restaurant, which were not built.²²

In the mid-Seventies, commissioners began to think in terms of goals and plans. They told the Oregon Coastal Ports Federation that their goals were an 18' channel, more moorage, airport improvement, river cleanup, South Bay Road-Toledo-Seal Rock water line and TIP development. OCPF had the grand idea of submitting fifteen projects to the state, of which Toledo's share would be four. Toledo dropped out, unhappy with the priorities and process. In 1976, the port commissioned a report from OSU professor Charles Vahrs on recreational boating demand; he recommended dry storage for 50-100 pleasure boats and wet moorage for 25-50 fishing boats. Nothing came of this, but from the mid-seventies to the new century, the Port of Toledo would plunge more frequently into the labyrinth of plans and grants.²³

In matters of buildings and leases, the port attacked on three fronts. They used dredge spoils to help fill the TIP, negotiated with potential tenants on plans and specifications for site improvement and discussed possible boat basin sites. They signed a lease with Bruce Troyer that brought Yaquina Boat Works to the wharf, an agreement that endures today in modified form with Yaquina Boat Equipment in newer, larger facilities. Al Wehren began to rent Hoffman space for a boat carpentry shop which eventually became Fairline Marine. Both Troyer and Wehren had to move boats they were working on when barges arrived. For financing, the port considered revenue bonds, obligation bonds, a Farmers Home Agency loan, a bank loan, a Small Business Administration loan, none of which panned out. Fortunately the new state port revolving fund was created to replace bond issues difficult of passage, so the port applied for loans in the late 1970s for its projects.²⁴

In 1977, the port declared an emergency in order to dredge in front of the wharf and commissioned Wilsey and Ham to study the river for disposal sites. Wilsey and Ham recommended spots at the airport, Publishers, GP, Fieber and St.Clair properties and Olalla Slough, for 420,000 cubic yards. Coast Crane did the dredging for \$6,972 and Smith received \$7,124 for adjacent work. Osterlund presented "right of entry" agreements to site owners, but due to objections from ODFW, the Department of Land Conservation and Development, the corps and owners, the port did not use all these sites; it may have used GP's Skelton Road site, Publishers and TIP. June St. Clair joined Roy Criswell, H.R. Miller, Al Jones and Sid Neal on the board in 1977. Neal conceived of the annual cleanup which became known as "The River Roundup", completed with volunteers and the famous SOLV group that has done so much to clean up trash in Oregon beauty spots over the years.²⁵

Meeting at The Timbers, the port decided to increase the wharfage rate to .85 per 1,000 feet and raised moorage rates for boats 18'-85' to \$145-\$505 per year. The port rejected a tavern application and

faced a decision about whether to select either Gruber or Goodell trucking as a TIP tenant. People petitioned, objecting to the truck noise. One opponent wrote a letter exclaiming that the current Goodell lot was an “eyesore” and the crew consumed a case and a half of beer every night. Goodell supporters also petitioned the port. P.K. Watt, a Eugene consultant, recommended considering Gruber before Goodell but commissioners, who had applied for two loans from the port revolving fund, finally rejected both because Gruber failed to present an income forecast and Goodell seemed unsuitable, causing the city to ponder retrieving the property.²⁶

As the end of the decade loomed, the commissioners talked with GP about buying acreage on Tokyo Slough and debated purchasing the shingle mill property. The notion was to create a boat moorage. The State Aeronautics Division attempted without success to entice the port to buy and improve the airport. The commission also edged toward the proposition of hiring a full-time port manager. By 1979, Roger Hockema served as president, Criswell, secretary; St. Clair, treasurer, with W.G. Bennett and Barry McConnell. Osterlund prepared the budget and negotiated contracts; his secretary typed the minutes and collected the mail. For 1979-80, the levy was \$15,237; the general fund had \$97,047 and the capital reserve fund, \$9,135. Attorney fees amounted to \$8,000. The port repaired wharf pilings according to Ed McCollin’s plans and Watt proposed a comprehensive development plan containing goals, inventory, resources and development. In September, 1979, the port hired Vicki Rohrberg, an OSU graduate student, as interim port manager on a trial basis. City Manager Gerrit Smith submitted a tentative list of duties: promote development, maintain the waterfront, develop recreational facilities, manage river clearance, publish port information and attend planning agency meetings. GP secured Coast Guard and port approval to a fixed “tubular gallery conveyor bridge”, over the mouth of Depot Slough, with 55’ clearance.²⁷

By the 1970s, the basin economic scene indicated growth. Sport fishing licenses had increased by forty percent in the last few years. There were 11,995 recreational boat and 2,208 charter boat crossings of the Yaquina bar in 1972 and 1970. Over a million tourists visited the bay each year. Forest products and lubricating oil still departed and arrived by sea. In 1973-74, the Toledo Port District assessed valuation was \$112.7 million, Newport’s \$98.4 million. Taxes per \$1,000 were .09 for Toledo, .071 for Newport. Land use in the county divided 85.2% commercial, 7.7 agricultural, 4.3 urban and 1.2 inland waterways. In the midst of this growth, DEQ found pollution in the river. Although rafting logs along the river was abandoned, domestic waste, pulp mill waste and wood debris degraded water quality. Four of the five bottom sites revealed samples above maximum levels in volatile solids and chemical oxygen demand, while two rose over the limits in grease and oil. The city and county had land use plans and mitigation of dredging damage could be reached by seasonal work, ocean dumping, disposal behind barriers and regulation of commercial and recreational development. The National Environmental Policy Act of 1970 rendered the planning process more formal and comprehensive. Formerly a port contacted corps, city, county and ODFW. Now a port had to face a bewildering federal array: EPA, Forestry, Soil Conservation, Commerce, Fisheries, Interior, Energy, Fair Practices Commission, Historical Preservation, HEW and twenty-eight interest groups such as the Sierra Club, Trout Unlimited,

the Lewis and Clark College Environmental Defense Center, League of Women Voters and the Oregon Shores Conservation Coalition.²⁸

As Vicki Rohrberg prepared to hand over her duties to a full-time port manager, she recapped her activities. Port property consisted of 23 acres of salt marsh below Criteser's, 2.5 acres at the airport, 2.4 at TIP, and 3 acres on southeast Depot Slough. Yaquina Boat Works, Fairline Marine and lumber companies used the wharf. She checked boats and water pipes daily, picked up mail and supervised water and sewer connections to the wharf, as enforced by OSHA. Depot Slough had only two to three feet of water at low tide. The budget for 1980-81 called for spending \$12,000 on maintenance, \$5,000 attorney, \$2,400 clerical, \$47,269 contracts, \$22,000 for land improvement on resources of \$82,932. The levy would be \$14,115, wharfage would yield \$10,000, rents \$9,800, moorage \$3,000, tax offsets \$5,000. Receiving no guidance from the commission, she wrote her own job description: carry out commission policy; keep the commission informed and make recommendations; supervise operations; maximum use of facilities; harmonious relations with tenants, agencies and local public; spokesperson for port; prepare annual budget; operate within budget.²⁹

The tide turned for the port in the 1960s after a slack period in the 1950s. Property acquisition, development plans and goal setting coincided with environmental regulations that made it difficult to find dredge disposal sites. Dredging authorization remained a struggle, never became routine. Nevertheless, port budgets grew from \$11,000 to \$90,000 in twenty-nine years. Waterborne commerce of river and bay dropped from 700,000 tons to 200,000 tons a year, 1960-1980 as logging became more restricted. Most of the Yaquina tonnage originated in Toledo on barges. As the corps declined further river dredging and continued jetty work, facility plans and grants increased in Toledo, indicating more emphasis upon recreation and ship repair.

Backnotes 4

1. *Leader* 8-30-51. Population outside of Toledo in port district: 2,392.
2. *Ibid.*, 7-13-50, 8-3-50, microfilm at Toledo Public Library, topic clipping files at LCHS.
3. PCM 1-14-53, 6-10-53, 12-10-52, 4-24-50; Price, "Port of Toledo," 42.
4. *Ibid.*, 12-9-53, 11-16-53, 1-20-54, 3-11-54. V.L. Moore and Harry Hawkins went on the board as Guy Roberts ended his 24 years of service.
5. *Ibid.*, 1-12-55, 5-11-55. McCluskey left the board and became clerk, paying bills. Bill was George McCluskey's son, creating a family port connection of over 65 years with the port. Interview Paul Osterlund 6-17-10.
6. *Ibid.*, 2-9-55, 8-10-55.
7. *Ibid.*, 11-7-55, 12-14-55, 1-11-56, 3-14-56, 4-11-56, 7-12-56.
8. *Ibid.*, 5-16-56, 5-25-56, 12-10-56. Erling Grimstad, new auditor, charged \$35, would jump to \$150 in a few years. Bogert resigned, commended for his 30 year service.
9. *Ibid.*, 8-15-56, 4-19-57, 5-22-57, 8-15-57, 1-20-59. V.L. Moore, Robert Lindstedt and W.T. Gaither joined the port commission. Gruber served four years until December 1962, Farrington 32 years to 1964.
10. *Ibid.*, 5-22-57, 4-29-65. Engineers on the 1959 wharf/bulkhead project were CH2M of Corvallis.
11. *Ibid.*, 7-13-60, 8-10-60, 7-28-60. Plank removed the old port warehouse. Port Ledger shows rents: Farmers Feed \$250, Plank \$140 (warehouse), Hoffman \$360, L&S Auto Supply \$132 per month, Smith Transfer \$120 a year, Lincoln County Crane, \$25 a month. Corvallis Sand and Gravel asphalted the parking lot. Fred Winegar, port engineer, worked by the project, not full-time. In October 1963, the port leased land for five years at the airport ramp to the Toledo Boat Club which built a clubhouse there. PCM 5-14-63, 1-12-65.
12. *Leader*, 1-7-60, 3-8-62, 4-19-62; LCHS "Telephone Book," 1961. In 1967, one third of Toledo's work force was in sales and service, over half in manufacturing.
13. Port Records, check stubs, 10-13-64, 1-12-65, 9-9-65, 10-14-65, 12-8-66, 2-9-67, 2-12-67, 10-16-67, 5-11-67. Frank Hunt and Joe Steenkolk did stream clearance. 1-22-68, 1-26-68, 3-21-68, 5-8-69, 7-10-69, 9-11-69, 4-9-70, 1-23-70. PCM 7-13-60, 7-26-62, 12-5-60, 2-26-70, 7-10-69.
14. PCM 2-10-67, 9-13-68; "Port and Water Transportation Study for the State of Oregon."
15. USACE. *Water Resource Development in Oregon 1991*.
16. PCM 5-13-65, 1-26-65, 4-2-66, 1-19-67, 1-20-67, 1-2-65. Keith Kellenbach and Kiwanis began a beautification project on the waterfront by the "One Spot" engine and port parking lot, eventually planting and maintaining plum trees.
17. Port Moorage Record Book, 1969-77, PCM 2-11-70, 9-3-71.
18. PCM 1-26-68, 3-26-68, 7-8-69. The port set up a reserve fund in the 1960s. 6-27-66, 6-3-73, 2-21-67. The port joined the Special District Association of Oregon in 1971, receiving legal and policy advice over the years (SDAO).
19. PCM "1967 Hearings," 4-20-67. U.S. Dept. of Commerce, "Yaquina Bay Development Plan," 1972. The Port of Newport South Beach marina certainly helped when it opened in the 1970s.

20. PCM, 5-10-73, 6-14-73, 10-11-73. The port also had certificates of deposit, \$25,000. 4-13-73, 8-9-73, 9-11-74. The port told Chris Holm to remove his building and hired Vern January to clear logs up to Elk City. Quitclaim Deed 9-25-73. Debbie Scacco and Stu Strom helped locate this triangle near Business Hwy 20 and Industrial Park Way, privately owned and still undeveloped today. 7-23-10. The acreage purchased in 1975 was the Schmidt property Township 11 Section 30 for which the port paid \$33,000. In 2000 the port bought adjacent strips from Rude and Becker-Uhlenhake. 3-12-75, 4-9-75, 5-14-75. Jones disclosed conflict of interest.
21. *Ibid.*, 10-11-73, 10-23-73, 11-14-73, 12-12-73. Debra Cogburn took minutes for Osterlund. Grace Castle reported for the *Leader*, Morris McIntee, KNPT, Glen MacKenroth, KTDO. 2-13-74, 3-13-74, 5-8-74. In the port election of 1974, voters cast ballots at Union Hall, Mary Harrison School, Eddyville High School, Harlan Community Hall, and Siletz Grade School. The port approved private dock applications on the river over the years. 3-12-75.
22. *Ibid.*, 7-10-74, 9-11-74, 2-12-75. Fred Hoffman cleared the river around Toledo. A short-lived group in 1975 was the Oregon Coastal Conservation and Development Commission.
23. *Ibid.*, 10-9-74, 12-16-74, 3-10-76.
24. *Ibid.*, 6-18-75, 7-9-75, 7-29-75, 8-13-75, 8-27-75, 6-9-76. Fire insurance premium on \$50,000 was \$940. The port placed ads in annual "Tide Tables" and "Winter Vacation Guide". 1-12-77, 11-7-78, 2-9-77. YBW began with a 10 yr lease at \$200 a month.
25. *Ibid.*, 5-4-77, 6-8-77, 7-20-77. Jack St. Clair was a commercial fisherman and they owned property by Butler Bridge Road, across from the GP ponds. The port paid \$600 a year to OPPA, later, \$50. It paid \$200 to the Pacific Northwest Waterways Assoc. but dropped out. Elmer Price died in 1978 after giving copies of his port history to commissioners.
26. *Ibid.*, 1-11-78, 4-12-78, 7-12-78, 9-13-78. When a barge damaged the wharf, Sause paid \$3,800 and also paid when work was idled by strikers picketing GP.
27. *Ibid.*, 12-13-78, 11-1-79, impounding and selling *Valerie B.* 2-14-79, 4-11-79. The port paid \$272 to ODFW for salmon rehabilitation at Mill Creek Falls, Slough Creek Falls, and Quarry Falls fish-ways. 6-20-79, 7-12-79, 3-6-79, 3-26-79, 9-13-79, 9-24-79, 10-9-79, 11-13-79. A violent strike at GP and the shingle mill burn highlighted 1978. *Leader*, 7-12-78, 8-23-78.
28. *Ibid.* "Final Environmental Impact Statement," n.d., probably part of Wilsey & Ham study, 1978. Environmental degradation can come from altering bottom and wetlands, disturbing polluted sediment and destroying benthic organisms.
29. Port Records, V. Rohrberg, "Five Months as a Coastal Port Manager," master's thesis, OSU, 7-14-80. She had an office at the Chamber of Commerce, 359 N. Main. Clyde Hamstreet applied to USACE for a shipbuilding and fish handling plant next to NW Natural Gas. This may have been the beginning of the Pankey brothers operation that became Wahl shipyard before the port bought it in 2010.

Incoming Tide: 1980-1997

From 1980 to 1997, the Port of Toledo rode an incoming tide. The port acquired property, appointed and released three managers, dredged its frontage, extended its floatage, commissioned long range plans, found new funding sources and struggled to balance accounts. The town population grew from 3,010 to over 3,100 as the county contained about 40,000 people. As the forest industry was virtually shut down, seventy years of lumber barges down the Yaquina ceased. Because of changing demand, operating costs and environmental rules, the port commission realized it had to shift focus from facilitating the shipment of logs and lumber to recreational and light industrial programs. As the ripple of forest products ended, so the port found a new wave to ride.

In March of 1980, the port decided to hire a permanent manager. In May it appointed Charles Zalmanek from a list of six applicants at a salary of \$12,000 that became \$16,500 within a year. Zalmanek retained an extensive background in waterfront industry and liked to sail. As he and Osterlund began to divide their duties, friction developed. Don Hoshino urged the board to give more guidance to the two men. Zalmanek brought an interest in community youth programs for sailing and property maintenance. He also wanted to look into luring a tour boat to the port docks. He had a business interest in the Yaquina Maintenance Co. and became budget officer but yielded to the president as contract signer.¹

The business of the port accelerated. The budget for 1983 was \$86,000 on an \$18,000 levy; it increased to \$130,000 on an \$83,723 tax in 1988, as personal services ran around \$44,520. By 1994, the budget reached \$522,380 on a levy of \$104,425: personal services \$81,000; maintenance services \$102,561; capital outlay \$89,000; transfers \$209,800; contracts \$10,000; capital improvement fund \$220,000; maintenance special fund \$2,500; wharf repair reserve \$37,000. Quantitatively this was a different budgetary world compared to the port's first seventy years. Qualitatively, instead of relying on bonds, the port received grants and loans, spreading the debt burden to the state.²

In the early eighties, the port carried on the routine business of dock repair, making leases, cleaning the river and dredging the slough. Nehalem River Dredging scoured Depot Slough in 1982-83 for \$139,000 after diking. The Soil and Conservation Service examined samples as the wharf was repaired and floats extended northward. The Rae Crook agency provided wharf insurance. DSL raised the issue of submerged lands and forced the port to pay different annual fees for commercial and pleasure boat moorage. Zalmanek studied the airport situation and reported that the federal government would pay ninety percent of the costs of relocation, perhaps to the Siletz area, if the port accepted possession. This went nowhere. Vandalism at the airport boat launch (PBL) became an issue, the commission talked with city police and county sheriff, eventually securing some night sheriff patrols in summer. Nevertheless, some night hidiers could not resist defacing restrooms and smashing lights. Warren Ferris discussed an insulation plant, Nizich Forest Products sought a sawmill site and Craig Kelson wanted a boat rental lease with spots at Depot Slough and the junction of Olalla Rd. with Hwy. 20. The Ferris and Nizich

deals did not happen but Kelson opened a kayak/canoe rental and mini mart at the Olalla junction, not on port property. The port raised its moorage and electricity rates again. During this time the commission usually consisted of Roy Criswell, June St. Clair, Don Hoshino and Roger Hockema, with the fifth position suffering rapid turnover. When the group urged more informal discussion of the port's future, the era of regular workshops began.³

In 1981, Jim Seitz, manager at the Roberts Mill, approached the commission for a loan. Banks had refused because the mill had not operated in three years. The port supported a state loan request but the mill did not reopen, ending some sixty years of operation. GP bought the tract and made it into a truck lot. Under the River Clearance Agreement of 1981, GP effectively policed the area for two years until they stopped storing logs in the water and ended the deal. At the same time GP and the port began to discuss a possible land donation on Tokyo Slough.⁴

In December 1981, Ray Ayers and Gene James of GP talked with Zalmanek about trading the triangle purchased in 1973 on Industrial Park Way for eleven acres at Tokyo Slough. The commission had been considering this area as a possible small boat marina. The port acquired this site from GP in 1983, and in 1991 bought the adjacent Bates shingle mill property of 1.8 acres for \$5,000. For the next thirty years Tokyo Slough would be cussed and discussed and the topic lingers today. The port did not sign a lease for any tenant on this property because of wetlands and access issues. Over the years, the port and interested agencies resolved the fill and wetland aspect, accomplished some drainage and clearing. The question of access consumed a lot of time as parties negotiated over the crossing at Altree Lane. The railway crossed it, GP trucks used it, workers and customers needed to use the lane to reach the property at Tokyo Slough. This involved lawyers for the port, the city, the Public Utilities Commission, Southern Pacific and GP, debating signals, right of way, width of easement and paving. At present discussions are suspended until the port shipyard, purchased from Fred Wahl in 2010, opens for business.⁵

Amidst these transactions, the port found that the Oregon State Marine Board (OSMB) could provide grants for public landings. The port received \$26,000 on a \$31,000 job to repair storm damage and make improvements at the Public Boat Launch. For the next thirty years the port would seek and obtain small grants from OSMB to build and maintain docks at the airport and Elk City. At the PBL, the Yaquina Bay Yacht Club provided the floats because they held dinghy races there, Asche did the concrete work for \$2,500, Kaward drove pilings for \$16,488, Triple S provided asphalt paving at \$1,850, Community Youth built picnic tables.⁶

An OSU comprehensive management study commissioned by the port not only suggested a process for staff evaluation, it listed some goals. The Smith Report asserted that the port "had a very positive attitude" and wanted to be more than a mere caretaker. The report offered these topics: develop public facilities, become a funding source and protect the quality of life. The coming years would present a blizzard of similar plans. Meanwhile, Zalmanek was attending agency meetings and seeking more grants. He discussed cooperation with the Lincoln County Soil and Conservation District over a recreational facility. In September 1982 in a noon meeting at the Old Town Pizza Parlor, the

commission talked with Larry Holloran of the Chamber of Commerce Area Economic Development Committee about a Toledo shoreline plan. Out of this meeting, involving liaison with the Oregon Economic Development Department (OEDD), came an intent to inventory vacant commercial and industrial property, survey TIP (between slough, NW 1st and “A” Sts.), establish a city-chamber-port committee, survey citizen concerns and discuss joint finances.⁷

The port spread of spending in the community may be seen in these disbursements: Dahl Disposal \$6.00, Siletz Sanitary \$31.50, Central Lincoln PUD \$55.40, Pac NW Bell \$27.35, Renshaw Stationary \$9.50, Newport News Publishing \$55.42, Oregon Department of Revenue \$373, State Withholding Employee Division \$99, IRS \$316, Blue Cross \$47.95, Social Security Revolving Account \$237.18. The port participated in the Local Government Investment Pool as a way to increase deposit interest rates. The port also purchased computer and copier equipment in the 1980s and 1990s.⁸

In September 1983 Criswell and Zalmanek abruptly resigned after a dispute with Osterlund about attorney fees and duties. The shift from attorney responsibility emphasis to port manager emphasis after so many years did not go smoothly as the commission desired Osterlund to be at every meeting. He relinquished mail and minute functions, but charged for attendance and legal work. The issue would rise again as the commission coped with rapid membership turnover and appointed two more port managers before the storm subsided after 2000.⁹

In 1984, out of twenty-eight applicants, Joe Walsh was selected as dockmaster, then port manager. Jack Barbour arrived on the board and served as secretary. Al Wehren of Fairline Marine talked with the commission about his rent increase from \$200 to \$375 a month and they forgave the extra \$175. Shirley Gagliardi of the chamber requested dock space for log rolling, cross-cut saw competition and axe throw during the Summer Festival. The commission allowed the Junior Chamber of Commerce use of PBL for 4th of July fireworks. They contributed to the annual Ilahee festival and provided \$2,000 toward a boat launch in Siletz. The State Aeronautics Division again asked the port to take over the airport and again the port declined. The commission told OPPA its priorities in a statewide list were rail/highway studies, continuation of the port revolving fund, reduction of submerged land issues and access to lottery funds. The port supported Highway 20 improvement in correspondence to ODOT because the route was too convoluted for trucks.¹⁰

In 1985, the port began contact with Benkendorff consultants about a development plan for Tokyo Slough, port docks and PBL. It discussed coordination with the Yaquina Economic Development Consortium and heard City Manager Dan Ousley call for more communication with the port, whereupon commissioners began to attend more meetings. They contributed to the branch line railroad centennial and supported keeping Toledo schools separate from Newport. The port received an OSMB grant of \$5,400 for the Siletz boat launch project and endorsed the Combined Tribes of Siletz effort to regain 11,390 acres from the Bureau of Land Management. Auditors Harrison and Trope said the port finances were in good condition. The commissioners notified the Coast Guard that they wanted the vandalized Beacon 42 repaired because skippers relied on it while approaching Criteser's. KOIN-TV interviewed Walsh during a show on the Lincoln County economy. Major Sam Eddy, U.S. Marine Corps (ret.)

served a term on the board, affording it some stability and foresight. They licensed Pacific Trader Seafoods at \$150 a month for three months to buy fish over the wharf. An OSMB survey suggested construction or extension of boat launch facilities at Depot Slough, Siletz, Olalla Creek, Elk City, the Chitwood covered bridge, Logsdan and PBL.¹¹

In 1986 voters rejected one tax increase then approved a second, for \$79,984 to ease the port's depletion of cash and reserves. Eddy secured board assent to publishing a letter of thanks to the community in the newspaper. As president, he led the commission to contact civic groups. Patricia Kaiser spoke to the Business and Professional Women's Club, Fred Cash went to a Grange meeting, Eddy met with the Masons and Barbour served on the Toledo Development Steering Group. Commissioners also went to meetings of SDAO, OPPA and the Oregon Economic Development Summit. The port lent its facilities to the Summer Festival non-powered boat race that ran between Elk City and PBL, direction depending on the tide.¹²

As 1989 opened, the port commission held a workshop with city and civic groups on goals and plans. Kaiser urged an aesthetic awareness on port property. Osterlund put in a list of RV Park, dry boat storage, boat building and repair, motel, logging service, barge staging area, Olalla Lake recreation, a motocross track. Other ideas were salt marsh education and reinterpretation, Main St. mall, scenic boat tours, fund raisers, mountain bike race, botanical garden, fish gear sheds, logging and fishing museum, private investment group, bus tours, biathlon and port tours.¹³ In joint workshops with the city, Bruce Bullamore talked about TIP development, the need for more fill and agency approval. The group recognized Toledo was not on an industrial highway, had neither an agricultural and mining base nor a promising fishery and forestry outlook. Commissioner Bob Deming criticized the city for operating on a "crisis management" basis instead of a "businesslike plan." In the next few years port-city relations would become more strained before they settled down after 2000. The port thanked Keith Kallenbach for planting plum trees at Depot Slough, trees that grace port property today.¹⁴

The port began to experience account difficulties in 1989 and hired R/J Bookkeeping to rationalize the increasingly complex procedures resulting from additional funding programs. Kaiser argued that the recording of disbursements and receipts journal, general ledger earnings record, cash flow statement, checking balance statement and payroll needed sorting out. The accounts issue would fester with spending practices for several more years.¹⁵

In 1989, Tom Notos of OEDD began to meet with the commission regarding a planning and marketing grant. Upon application, the port division of OEDD awarded \$9,000 for a business plan and consultant search. In early 1990, the port awarded a contract to Lesser/Benkendorff to develop a business plan. John Hall, representing L/B, pointed out the port needed an evaluation of existing conditions, a planning statement and table of projects. He noted that TIP was constrained by wetland designation but that the port could pursue a mixture of revenue producing and public purpose goals, using state loans. He suggested port and city should calculate what they could offer that Newport could not. Studies showed that opportunities loomed not in fishing and cargo shipping but in ship repair, tourism and commercial land development. By May, Notos and Hall had devised with the port five

projects with cost estimates: RV Park at airport, dry gear storage, mini storage, docks in front of TIP, intersection access to Tokyo Slough (TS). Walsh had quit in 1990 and the commission was looking for another manager. Michael Gibbons, the famous Toledo artist, donated his painting, "Dockside Flowering Plums," providing a very pleasant occasion that complemented the unique appreciation the port had for artistic and historic treatments on its property. At this time Pat Kaiser obtained \$600 in port funds to make and market postcards, a publicity step, because there were no cards available on Toledo and the port.¹⁶

On August 8, 1990, the port commission of Eddy, Kaiser, Barbour, Deming and Cody Gray hired Penny Mendenhall as port manager. She came with maritime experience in Dutch Harbor and Unalaska. The commission also employed Bobbi Hilp as secretary/bookkeeper. For its retirement plan, the port selected the Public Employment Benefit Services Corp. and moved its workmen's comprehensive plan from SAIF to SDIS (Special District Insurance Service). They proceeded on an RV park plan at Elk City with Notos, but, park and launch facility reverted to county control in 1992. After a long period of offer and counter offer, in its search for usable land, the port ended its bid to buy the St.Clair property by the Butler Bridge Road Bridge. Then the word came down: There will be no more purchase of Roloids with port funds!¹⁷

As Mendenhall began to attend a myriad of meetings, she recommended that the port should join the Oregon Coastal Zone Management Association, (OCZMA) for \$300. Benkendorff was selected as consultant on the Elk City RV Park and Newton won a contract for \$7,565 to install culverts and underground piping plus \$1,900 for storm drains at Tokyo Slough. John Pung of Elk city notified the sheriff about shots fired and hell raised at the park launch and held the port responsible. Someone also told Notos and the *News-Times* that the port manager should be fired for holding a meeting in a tavern while commissioners lined their pockets with grant money, a mean attempt to stop OEDD from funding port projects. The problem of transient vessels not paying moorage appeared with F/V *Alliance of Kodiak*; after three certified letters produced no response, the port refused to allow the vessel to return.¹⁸ As Mendenhall reported she was not getting cooperation from GP about dredging, the corps notified the port that insufficient traffic prohibited any further work. Then followed a campaign that secured dredging in 1995. When Mendenhall asked the commission whether she should report to any commissioner or the commission as a whole she was told the latter. Friction between Mendenhall and some of the commissioners continued in the 1990s.¹⁹

Meanwhile the port wrestled with Tokyo Slough as wetlands. It had been filled over the years, but lack of use prompted weeds, grass and wetlands to emerge. The 1989 Oregon Wetlands Act interfered with the port development mission. DSL and the corps told the port they needed to replace dirt before the road could be graveled. Soil tests were conducted and Onno Husing, wetlands expert, stated that the Tokyo Slough property could be filled. Jack Nydigger won \$3,500 to clear the site of brush, logs and debris. The port worked with Notos on another OEDD grant to plan usage for Tokyo Slough.²⁰

In October of 1992, Wanda Kennedy and Tom Robertson of the OAB made the case for local control of the airport. They supervised thirty three of them and it was difficult to be remote landlords. The port

remained skeptical about wetlands, funding and profitability. The accounts-computer headache throbbed again over the work of Computer Business Services and Cougar Mountain Software training. In its dredging campaign the port had to find disposal sites and wanted to use TIP and Tokyo Slough, but the city was reluctant to issue the required permits. Hobson and Associates presented plans for Tokyo Slough. OSHA rated the port safety as satisfactory. When commissioners brainstormed the future, Stu Strom favored upriver cleanup, RV parks, fill and clear at Tokyo Slough, dredge Depot Slough and upgraded moorage. Cody Gray wanted a fill program for Tokyo Slough and the airport. Ron Bell wanted better cooperation with the city on TIP, a fishing derby for kids at Olalla Lake and an export/import meal plant at Tokyo Slough. Hobson's idea for Tokyo Slough was to find a party who would build and operate a shipyard. Ron Briggs, F/V *Trailblazer*, spoke about the need for a ship repair yard amplifying what Toledo had preached for years: the weather was better upriver for boat repair.²¹

In June 1993, the port commission consisted of Pat Kaiser, president; Rick King, vice-president; Jack Barbour, secretary; Stu Strom, treasurer and Cody Gray, at-large. They acquired wetland from the county at the junction of business and bypass 20 and bought mineral rights from the Bruesch estate for \$500, a tract undeveloped today. Commissioners and manager discussed this agenda: rafting of logs upriver from Toledo, the Rural Development Council, the port revolving fund, contracts, emergency services policy, city and TIP spoils, a promotional video tape, Altree Lane grant, office equipment. King expressed his desire for conservative growth with a positive attitude and more frequent liaison with agencies. They designated these steps for TIP: dredge disposal, RV Park and port office, shops, boat storage, marina. They received a petition from Paul Bittler and thirty one other sport fishermen calling for a wider PBL ramp, dock extension at Cannon Quarry and a ramp at Depot Slough. Russell Anderson asked for better striping to prevent confusion when loading and unloading boats. The matter of moving the "One Spot" engine from port land arose when the commission wanted to extend its dockage. After negotiations between port, city, Yaquina Pacific Railroad Historical Society and the engine owner, John Larkin, in Omaha, members of the society moved "One Spot" to its present location in June 2000, developing an authentic and charming display with caboose, freight car, café, library, postal car and smaller railway accoutrements.²²

In December of 1993, the Sunburst Trust Mining Co. of Eugene asked for a lease at Tokyo Slough so they could load nepheline syenite mined at Table Mountain on barges for manufacture in tile, dinner ware, dental parts and porcelain. Negotiations ceased after a few months when Mendenhall and the commission realized that Sunburst could not finance their part of the project and would leave the port with a building debt, to say nothing of the trust's need to secure DEQ and forestry permits.²³

On February 8, 1994, the commission voted to seek a \$230,000 loan from the port revolving fund in order to purchase the Morse Concrete plant at 625 NW Bay Road. The port purchased this property, moved its office and shop there, repaired the roof and set up spaces for outdoor storage and indoor business units. A manufactured home was purchased and situated so John and Shirley Biggs could live there as security while he leased space for equipment repair. Some citizens objected to the Morse property being removed from the tax rolls claiming that private business could do a better job than

government. Nonetheless, today, the Port Industrial Complex (PIC) is a successful shop and storage segment, a public facility for private business.²⁴

For 1994, the port priorities were still TS, PBL and docks. The commission hoped for city permission to allow fill at TIP, find a lessee for TS, extend the floats north again and remodel PBL with better lights and restrooms. However, an administrative change loomed. Resuming the question of attorney fees, the commission requested Osterlund to submit a proposal for a personal services contract including retainer and hourly rates while sending out Requests for Proposals (RFP) to other attorneys. This process led to the appointment of Andrew Jordan as port attorney on July 19. Osterlund's long service as attorney ended, but he would return as a commissioner.²⁵

On Depot Slough, the port planned to add an acre from Southern Pacific near "One Spot", level it for an RV park and install a boat ramp. Commissioners wanted to create a small boat marina with businesses such as welding or net repair and a public parking lot. The corps, EPA and DEQ approved soil test results requested by the city but the city wanted some sort of proof of future business. The port lacked an immediate candidate and the two groups argued about their portions of paying for paving the parking lot.²⁶

In 1994-95, the corps dredged Depot Slough, after Mendenhall lobbied in the nation's capitol and Senator Mark Hatfield supported the legislation. Scooping went on from fifty feet north of the floats to fifty feet south of Fairline. Manson of Seattle dumped spoils at sea because of the lack of dump sites on the river. The work was finished in November of 1995 at federal cost of \$472,000. This was the first dredging in a decade and it would not happen again until 2009. As tidal waves became a concern, the port drill in case of a tsunami alert was to notify Criteser, GP, STEDCO (Tribes), YBE, Bay Sheet Metal and tenants. Doug's Electric and Morris Electric began to vie for contracts and each outfit won several in the following years. The commissioners called the 1993-94 audit one of the best in recent years and believed that the community was taking notice of port projects. They heard comments from Al Wehren, Mike Shedore and Doug Alldridge about a moorage rate increase. Continuing with the financing question, the commission met with a Portland attorney and bond underwriter to talk about revenue bonds. The issue was whether the port could issue \$100,000 in emergency bonds without a vote of the electorate. They resolved to do so in order to repair the wharf and Fairline building which had been damaged by a storm. Kaward, the only bidder despite five solicitations, won the job at \$98,529. The port bought Wehren out with a \$30,000 Bank of Newport loan and he moved to a site between Riverbend and Taylor's landing. Later he tried a fish waste disposal operation on an old 125' YO oiler he moored at Toledo and Newport, but public worry about combustible matter ended that enterprise. Sara Witalison, on behalf of JACMAR, induced the port to buy a trailer-mounted reel for net repair. Tom Notos and Dick Hill of Strategic Planning Services urged the port to update its long range plan with regard to Altree Lane, PBL, and the main dock, Depot Slough, Tokyo Slough and TIP.²⁷

The port belonged to a dozen associations and voted to decline memberships in three, e.g., PNW Waterways, defer COG, OPPA, C of C; and keep the rest, OCZMA, SDAO, Oregon Municipal Finance Assoc., Pacific Coast Congress (port managers and harbormasters), and the Yaquina Bay Maritime

Trade Association. These memberships ranged from \$25 to \$3,000 a year and had to be reevaluated periodically. Denny Heinen, who had been permanent part time, became port operations manager. Heated, prolonged discussion erupted again over the need for a part time bookkeeper, leading Notos to hold a workshop on financial recovery. Also long talks went on with the city, including Bill Pankey of Inland Marine and his attorney Kurt Carstens discussing Altree Lane as a public street with 18' easement. Commissioners figured that Measure 47 would cut twenty percent of the budget in 1997 and that emergency bonds would be prohibited.²⁸

In 1995, the port was operating at a net loss despite rentals and grants. Notos and Hill provided a strategic assessment and financial recovery program in May of 1996. The port decided to reduce cost of personal services, travel, association memberships and material services. They agreed to finance projects only with loan or grant, to cover maintenance with taxes and operating revenue and to reduce non-revenue producing efforts. The port needed to shore up its financial capability to meet long and short term requirements. Between 1987 and 1995 the port received eight grants from \$4,000 to \$518,000 and two loans totaling \$649,000. Moorage yielded \$9,000, leases \$14,500, dockage \$500 per year. Grants and loans provided seventy five percent of port income, personal services rose forty percent while revenues remained flat. Consequently, the port reduced working hours, prompting Bobbi Hilp to quit. Notos and Hill laid out the steps for calculating project costs, debt service, depreciation and revenue requirements. Notos and Hill concluded that without this belt tightening, the port would not have been able to continue operations in 1996. The port also had to increase revenues.²⁹

The port commission of 1997 consisted of Stu Strom, president; Jim Buzby, vice president; Gregg Harrison, secretary/treasurer; Cody Gray and Steve Barnes. Osterlund replaced Barnes who was quite ill. On November 25, the commission terminated Penny Ryerson. No public explanation was given despite protests from Ryerson, Pat Kaiser and Margaret Brunette. In retrospect, the port struggled with adapting to new personnel policies, personality conflict, new accounting methods and budgetary mishaps, and now needed to find a new manager because business pressed. Fred Wahl made a presentation for a haul-out and ship repair on Tokyo Slough. A Forest Service grant of \$6,000 arrived to pay for an Altree Lane traffic safety plan to which the port added \$1,500.³⁰

In 1998, the port recorded moorage agreements with eighteen vessel owners and storage deals with eighteen owners of RVs, vans, trucks and trailers. Lease agreements existed with nine tenants: Dale Tindall of Yaquina Boat Equipment, Kaward Crane, shipwright Rick Johnson, NW Cycle and Manufacture, Biggs equipment repair, Boyer auto repair, J.F. Logging, Wood furniture and cabinet making. All but YBE leased PIC space on west Bay Road. Pacific Mainline did marine pipe fabrication at 509 SE Catherine St. Charges ranged from \$222 to \$811 per month. Among the vessel owners were John St. Clair, *Two Saints*, 52'; Terry Thompson, *Olympic*, 75'; Richard Lasan, 36' sailboat; Ken Odell, *Norn II*, 33' sailboat; Keith and Margaret Irwin, *Ursula II*, 26' inboard; Al Shiroma, *Carisma*, 22' power boat. The port seized and sold the two sailboats for failure to settle rent. Fishing vessels paying for moorage during repair were the 58' *Patsy B* in 1993, 86' *Miss Birdie* in 1994 and 72' *Pacific Future* in 1996. The port commission had to adjust intermittently its revenue needs with tenant ability to pay.³¹

In the 1990s, the port participated in the activities of the Yaquina Basin Marine Trade Association. The group mounted exhibits at Seattle Fish Expo and Comfish Kodiak. They heard speakers on fishery issues, adopted by-laws to promote marine business, established a data base, training program and quality standards. Some exhibitors were Wilde Refrigeration, Foulweather Trawl, Oregon Coast Marine, Wohink Plastics, Troyer Marine Supply, Fairline Marine, Newport Diesel and Marine, Curry Marine, McKay Marine Repair. Members were Bud Shoemake, Penny Ryerson, Sara Witalison, Jack Smith, Marjie Brunette, Bob and Kathy Warren, Tom Curry, David Thalman, Scott Martin, Ken McKay, Phil Peterson and Nick Harville. YBMTA is an example of the various marine business groups that formed and faded over the years.³²

Cooperation with the city would mature after 2000 regarding TIP and PIC. Toledo had a community action plan that called for economic development and diversification, educational advancement, family support systems and environmental awareness. Hill, Murase and Leland had written an "Industrial Complex Feasibility Study" in 1996 financed by OEDD. This showed how the port could utilize the indoor and outdoor space at PIC and borrow \$167,000 from the port revolving fund for building and site development in phase I and \$205,000 for flexible space use in phase II. This effort, plus raising rent to \$5.04 per square foot would increase revenues by \$6,000.

From 1979 to 1987 Toledo median household income increased from \$19,404 to \$27,166, higher than Newport or Waldport, but lower than the state. A shift had occurred from high wage forestry and fishery jobs to low-wage retail and service jobs. In 1990, 40% of Toledo adults were high school graduates, 27% had some college classes and 7% held B.A. degrees. In 1990 the county employed 4,000 in retail, 3,200 in services, 1,670 in manufacturing, 534 in agriculture, fishing and forestry, 445 in finance and insurance, 496 in construction. Toledo reported these employment figures: Lee Way Logging 1, Brown and Son Logging 2, Goodell Truck 9, Resource Recreation group 50, Siletz Tribal Forest Products 56 (Publishers Mill site), Coastal Fiberglass 7, Nydigger Excavation 1, GP 530, JACMAR 1, Bay Sheet Metal 9, YBE 10, NW Cycle 1, PMK Distributers 5, Everlast Neon 1. A worker earning \$31,000 supposedly could find and afford an \$80,000 house in Toledo.³³

In the turbulent years 1980-1997, the Port of Toledo weathered personnel controversy, surmounted accounting difficulties, acquired Tokyo Slough land and the industrial complex on NW Bay Road, while staggering under a load of grants and loans, attempting to offset costs with increased revenues. The focus had shifted from barging logs and lumber to developing recreation and light industry. Maintenance and improvements continued at the wharf and airport boat launch. No tenants were found for the Toledo Industrial Park, the marsh and Tokyo Slough due in part to disagreements with the city and environmental agencies. The commission continued to hear proposals that did not materialize. Moorages and shop/storage space leases grew in number and price. Studies were commissioned and workshops held with the city and agencies as relations became more complicated when environmental regulations mounted. As dredging occurred in each decade, prohibitions on river sites forced more expensive disposal of spoils at sea. The commission sorted all this out and began a decade of more orderly development.

Backnotes 5

1. PCM 3-11-80, 5-6-80, 8-16-83, 9-21-82, 1-3-83, 2-15-83, 7-19-83.
2. The commission met at 235 S. Main, paying D.S Gubser \$100 a month. PCR 1988-8, 1993-6, PCM 7-21-81. Students in the OSU oceanography school prepared a paper “Development Options for the Port”, June 1980, suggesting fish processing, electric power generation and fiberglass pipe fabrication.
3. PCM 9-15-80, 9-20-80, 6-10-80, 7-12-80, 8-12-80, 2-12-80, 10-20-81, 8-18-81, 1-3-83. The port re-dug its drainage to handle Union Oil Co. runoff. It tried for CETA funds but they either dried up or no suitable candidate for part time employment was found. Zalmanek added mercury vapor flood lights and firefighting equipment to the wharf. Gregg Harrison did audits for \$1,475. Some of the short term commissioners were Ted Stopyak, Fred Cash, Jim Wallin, Kirk Jones, Sharon Branstiter, Linda Shedore, Richard Bassler, Tony Steenkolk, Ross Troyer and George Henderson. Of course some quit for personal reasons, not just port matters. Cliff Collard assisted Osterlund in legal matters. Electric rates went from \$5.50 to \$10.00 a month, moorage \$8.00 per foot annual. Toledo generally charged less than other ports because of its upriver location.
4. PCM 2-10-81, 1-18-83, 6-21-83, 4-19-88, 12-15-81. Castle Bay did dock work.
5. *Ibid.*, 12-15-81, 8-17-82, 10-19-82, 11-16-82. The port and COG submitted a request to OEDD for \$272,000 to fund road, sewer and water at TS, another failed effort with Gruber. 1-3-83, 1-13-83, 1-18-83, 2-1-83. PCR 83-1 Commissioners deemed the value of GP land at TS was worth more than the port land in the swap. Interview Denny Heinen 7-24-10. Bargain Deed 1-28-83.
6. *Ibid.*, 12-9-80, 3-10-81, 8-12-81. Zalmanek took a Mary Harrison School class on a tour of YBW, Fairline and Wood’s 48’ *Tasu*. 6-16-81, 7-21-81. OSU offered more studies in 1981-82, on wheat export and barge terminal.
7. *Ibid.*, 1-19-82, 9-29-82.
8. *Ibid.*, 7-21-81, 11-16-82, 2-2-82, 4-20-82. The port got into two disputes with L. Effie, one over wharf damage which it won, the other over Elk City dock damage which it lost in court.
9. *Ibid.*, In May 1992 the port bid for the Toledo Products building across the street from today’s Chevron station and behind the ball park but was rejected. 5-18-82, 9-20-83. Dockmaster Alex Thompson died in 1983. Some moorage tenants in 1981-83 were Ira Koker, *Orca*, 47; David and Sandy Bachart, 18’ runabout; Bud DeGeer, *Miss Dawn*, 26’ powerboat; i.e., about seven boats a year.
10. *Ibid.*, 1-17-84, 9-20-83, 12-20-83, 3-20-84, 4-17-84, 6-12-84, 10-16-84, 11-20-84, 12-18-84. June St. Clair quit after 8 years. The port adopted charges for pumping out waterlogged boats; emergencies were free, otherwise, \$40 to \$75 for repeats.
11. *Ibid.*, 2-12-85, 3-19-85, 10-20-87. Walsh, authorized to hire part time help, brought in his wife. When they vacationed together leaving the office open only part time, commissioners objected. Hoshino served five years. Denise Johnson was port secretary. 7-16-85, 8-20-85, 10-15-85, 10-21-86, 1-21-86, 11-19-85, 3-18-86.

12. *Ibid.*, 6-17-86. YBW worked on *F/V Truant*, 130' for two and a half months, one of the largest vessels in years. 9-9-86, 9-16-86. Hockema retired after eight years. 6-18-87, 8-8-87, 11-18-86. The Siletz tribe work experience project provided for a ninety day maintenance trainee, Shawn Swazo. YBW rent went from \$375 to \$468 a month. 7-21-87, 3-15-88. The port borrowed \$28,000 from the U.S. National Bank and paid SP \$12,539 for rehabilitation and paving at Altree Lane crossing. 7-6-87, 2-16-88. Mike Shedore, *F/V Inez C*, told the commission he appreciated dock improvements in the last two years and pointed out that YBW, electric connections and better weather for repairs were attractions in Toledo for skippers. 12-15-87. Patricia Kaiser was elected in Dec., 1987. 11-18-86. The commission established a local contract review board on 5-20-86. 5-17-88.
13. PCM 7-21-87. The port manager was now responsible for hiring, supervising and setting pay for employees. Walsh received \$2,000 a month. The port bought its first truck, a 1977 Chevy half ton for \$1,845. 7-19-88. Kandi Wehling of Community Services reported that 500 hours were provided to the port in the past year, photos showed new picnic tables at PBL and Elk City launch. 8-16-88. The port added 110' of floats in 1988 to make a total of 470 linear feet on DS. 10-18-88. The floats reached 510' in 1989. 9-19-89. Osterlund arranged for ITT Rayonier to temporarily store logs in TS for \$1,000 a month. 12-20-88, 3-21-89.
14. *Ibid.*, 1-24-89. The port now met at 227 S. Main. Gray represented the port at Cascades West Area Common Transport Assoc. over many years. 1-17-89, 7-11-89, 7-18-89.
15. *Ibid.*, 7-25-89, 7-18-89. There are an incredible 18 pages of minutes on the bookkeeping topic. 8-15-89, 8-29-89. The commission rejected participation in an OPPA plan for joint coastal dredging because of the reduced depth for Toledo.
16. *Ibid.*, 10-31-89, 11-21-89, 12-19-89. GP would not relinquish control of Olalla Lake property so the port dropped the idea. The port paid the Yaquina Agency \$2,950 for fire insurance. GP called its paper barging experiment "a disaster" and tried two incoming barges with chips, but no regular trips ensued and even Sause barging ceased. 1-30-90, 2-27-90, 3-19-90. The port called special meetings and went into executive session from time to time. 5-15-90, 5-23-90, 12-18-90. Special Services Insurance ordered the port to secure its wharf ladder, repair railing at Fairline and keep a life ring at PBL. 10-20-90.
17. Frank Lundy, Bill and Buster Pankey of Kaward talked about a facility on the old Bates property. PCM 5-21-90. Deming quit and Stu Strom came aboard. The port awarded Road and Driveway Co. \$19,000 to pave the PBL parking lot. 7-2-91. The port ordered six finger floats at one half saturation from W.J. Conrad for \$1,062. 7-16-91, 9-17-91, 9-19-91, 11-19-91. Mendenhall received \$29,320 and Hilp \$16,480 salaries. Interview Bud Shoemake 6-17-10, Denny Heinen 7-12-10.
18. PCM 10-15-91, 11-19-91. The port had a 16' skiff and an old Evinrude 35 horse outboard. 8-18-91. GP paid the port for an oil spill cleanup. 1-7-92. The port bought a 1980 Chevy half ton to replace its truck. 2-28-92. The old Pacific Spruce engine "One Spot", on port land, was leaking asbestos. The commission allowed Tom Kaebel to take the truck home to avoid vandalism and provide quicker emergency response.

19. *Ibid.*, 4-21-92, 8-18-92. Rick King wanted to export customized lumber out of Toledo and Mark Rockey proposed small boat repair in Toledo and Depoe Bay to accompany his shop in South Beach. Mike Moore of Shoreline Distributors and Lincoln County Marine Trade Assoc. urged ship repair on the port, arguing Toledo was losing business to Reedsport.
20. *Ibid.* 1-28-92. When Randy Rennells failed to remove his logging equipment the port impounded and sold it. 7-21-92. The commission offered June St. Clair \$250,000 after appraisal of her property, but the two parties could not agree. 6-19-92, 6-25-92. Barbour and Bell got the port to cancel a contract with KZUS because ads stressed the port's existence, not its projects. The port also advertised over US101 country radio and at the South Beach Sports Expo. 8-19-92, 10-22-92.
21. *Ibid.*, 10-20-92, 10-22-92. The port negotiated for office and shop space with Gubser. 11-17-92, 3-16-93. Signe Grimstad charged \$2,400 an audit, 4-20-93, 5-11-93, 5-18-93. The port seized *F/V Silkie* for back rent and eventually sold it for \$1,200. 4-19-94. Mendenhall and Denny Heinen retrieved a boat stolen from Don Lyon at PBL. Four visitors complained about boat wakes at their private docks. Commissioners and the sheriff told them that when they had six complainants, the speeder would be notified and "No Wake" signs posted. 7-20-93. Jay Bradley was given permission to live aboard his sailboat at Depot Slough.
22. *Ibid.* The port upgraded dock electricity. 8-17-93, 9-21-93, 10-19-93, 11-16-93, 12-21-93; *News Times*, 9-18-00. Tax lots 602 and 602-31 at Hwy 20. Port property was worth \$78,882 land, \$157,765 facilities, 1989 Audit. The 1996 Audit showed assets were land \$232,780, facilities \$384,839. It is not clear why audits did not detect the budget crisis.
23. PCM 12-21-93, 1-4-93, 1-12-93, *News Times* 2-24-93. When a hog fuel barge arrived at GP, ILWU Local 53 intervened to secure union labor.
24. PCM 2-8-94, 3-22-94, 4-19-94, 8-4-94, rental space .30 per square foot. PCR 94-2. The port paid \$1,825 a month for fifteen years, bought manufactured home for \$35,000.
25. *Ibid.*, 2-15-94, 4-19-94, 7-19-94, 3-10-94.
26. *Ibid.*, 4-19-94. The port paid DSL \$2,688 for submerged land use at DS. The port manager attended these meetings in May and June: OPPA, Pacific Coast managers and harbormasters, U.S. Maritime Administration (MARAD) and SDAO. Local longshoremen urged a container terminal at TS. When the port considered dropping OCZMA, Jay Rasmussen pointed out how influential the organization could be with 41 affiliates, Salem lobbyist and research capacity. 6-21-94. Jim Schockley and Ron Briggs testified for more docks because no space was available. 8-16-94, 9-20-94. The port acquired lots 1, 2, 3 Graham's 3rd Addition in 1993, completing package of lots 4-7 of 1921.
27. *Ibid.*, 7-19-94, 11-14-95. Moorage was now \$1.75 per foot per month. 10-25-94, 11-15-94, 12-2-94, 12-6-94, 12-12-94, 12-22-94, 1-6-95, 1-24-95. PCR 94-15. Margaret Brunette joined the commission as King quit and Kaiser became president. The port bought a forklift and backhoe second hand. 4-18-95, 5-30-95. Interview Bud Shoemake, 4-19-10, 4-23-10. Later DEQ shut down the Hoy yard that replaced Wehren; now the site is known as "Painter's Dock." YBE expanded into the old Fairline space in 2005. Steve Barnes joined the commission as Cody Gray

- departed. Departing commissioners received plaque, cap or jacket. PCM 6-26-95. Per Diem was now \$15 per event, mileage 29 cents. 7-18-95, 8-1-95. LCHS, *News-Times*, 8-23-95, 9-24-96, 1-2-95.
28. PCM 7-19-95, 8-1-95. Penny Mendenhall married Joe Ryerson 9-16-95. The port sold two donated vessels, 9-4-96. There were many calls for moorage and leases, e.g., Mike Gray about a boat brokerage. 9-24-96, 11-19-96, 1-21-97, 2-4-97. He leased space for his "Coffee Boat", a drive-up seafood café. 2-18-97. Barbour ended his tour on the board. Farmer Terry Woolfolk claimed that the city forced him into wetland compliance while it violated rules by asphaltting at TIP. 3-18-97.
 29. Port Records, Hill and Notos Study, May 1996.
 30. PCM 5-20-97. The Yaquina Historical Railroad group wanted a roundhouse, renovated engine and cars at TS for excursions to Corvallis. 6-17-97, 8-19-97, 9-9-97, 9-16-97, 11-25-97. Sara Witalison rented the net reel at \$125 a day mending nets as Foulweather Trawl. *News-Times*, 11-26-97.
 31. Port Records, Moorage Agreements, 1995-96.
 32. *Ibid.*, Minutes of YBMTA, 1993.
 33. T. Jennings, L. Mighetto, J. Schnaiberg, *Currents of Change: A History of the Portland District U.S. Army Corps of Engineers, 1980-2000* (Portland, 2003) is blank on Toledo and the Yaquina River; Port Records, "Industrial Complex Feasibility Study," May 1996. Generally, before the 1980s, docks, gangways and floats were made of bare fir planks and log flotation, with creosoted piles. In the 1950s, bare Styrofoam floats were used. After the environmental rules came in, docks and floats were made of pressurized wood with encapsulated Styrofoam flotation, aluminum gangplanks and steel pilings. Interviews Denny Heinen, Bud Shoemake, 7-26-10.

Surfing: 1998-2010

The Port of Toledo surfed into the 21st century on a wave of grants and projects. As the nation adjusted to the end of the Cold War in 1989 and complied with Y2K time conversion on computers in 2000, so it endured the terrorist attack of 9-11-01 and waged wars in Iraq and Afghanistan, while reeling from the Great Recession of 2008-09 and worrying about mounting public debt. While small ports were not compelled to follow new national security transportation rules, the Port of Toledo managed to achieve excellent cohesiveness in its commission and staff as it planned, funded and completed striking new projects on slough and river, including new ramps, floats, acreage, office and shop space, viewing platform, paddle park and beautification.

Toledo had a population of 3,472 in 2000, 92% Caucasian, 3.4 Native American, 2.6 Hispanic and a few Afro-Americans and Asians. Most of the whites came originally from Germany, England and Ireland. Half women, half men, the median age of Toledo society was 34.4 years and 85% lived in family households. There were two elementary schools, 441 students attended Toledo High School, there were two radio stations, and Georgia Pacific still reigned as the largest employer in the area. Nineteen percent lived below the poverty line which nationally was \$17,050 for a family of four. Twenty percent of the males worked in paper, 12 construction, 9 food and accounting, 7 agriculture, forestry and fishing, 5 repair and maintenance, 5 autos, 4 educational services. Fifteen percent of females worked in accounting and food, 13 education, 12 health and public administration, 6 finance/insurance, 6 social assistance, 4 professional/technical services. Twenty- three percent of the people affiliated with religious congregations, most of them Catholic and Latter Day Saints. Those with high school diplomas made up 40%, some college 25%, B.A. degrees seven percent of the adult community. ¹

In December of 1997, the port commission promoted Denny Heinen from harbormaster to port manager. Heinen, with a background at the San Diego Water Authority, worked smoothly and effectively with staff and commissioners on a raft of projects during his seven year tour. Commissioners in 1997 were Stu Strom, Jim Buzby, Cody Gray, Paul Osterlund and Gregg Harrison. Colleen Todd was secretary and Jim Franklin chaired the budget committee. Commission and staff would deal with these topics: acquisition of new property, dock and facility improvements at Depot Slough, a new port office building and dredging, along with the routine matters of maintenance, moorages, leases, entertaining new ideas and enticing prospective tenants. ²

Heinen gave way to Bud Shoemake in 2004, in an easy transition that ensured a continuity of promising stages and clear results to 2010. The port improved the buildings and site at the Port Industrial Complex on NW Bay Rd., built a viewing platform on Depot Slough at the foot of NW 1st Street, moved into an adjacent office and shop building at 385 NW 1st Street, created a boardwalk along Depot Slough, renovated the Public Boat Launch at the airport, erected a non-motorized boat launch at the marsh site (Paddle Park), acquired the old city fire hall, began dredging, a greenway, transient dock

and boathouse for Depot Slough, ran a successful wooden boat show and acquired the Wahl shipyard at Sturgeon Bend. Relations with the city improved, contact with agencies generated progress, and management of grants and budgets functioned satisfactorily.

In routine matters, the “Down by the Riverside” cleanup repeated annually, with leadership from Anne Todd and Caroline Brunette, among others, as twelve to eighteen volunteers picked up from 260 to 450 pounds of trash. The port confiscated and sold the sailboat *Norn II* and *F/V Gail*. Kaward Crane received a \$140,000 contract for work at the PBL ramp and grading Tokyo Slough. The port paid \$34,500 for its part of YBE renovation. Road and Drive paved PIC for \$6,150 as electrical, plumbing and inside wall work continued. Grant Snyder moored his Wiggins towboat at port docks and continued to clear the river, tow boats and barges, among other services as his predecessors had for 100 years. Annual moorage stood at \$16.50 per foot with higher daily and monthly rates. Port officials disputed with Biggs about rental arrears and eventually evicted him from PIC. ³

In June of 1999, Bud Shoemake, representing Fred Wahl of Reedsport, proposed to buy port land on Tokyo Slough by the Pankey property at Sturgeon Bend. Wahl would operate boat haul-out, wash, storage, and dockage and repair as the Hoy operation was shutting down near Sawyer’s Landing. Shoemake, Toledo grown, wore different hats at different times: Newport harbor master, Wahl yard manager, business owner, Siletz tribal connections and Port of Toledo manager. In September of 2002, the port commission sold 9.13 acres to Wahl for \$212,500. Wahl operated the boatyard until 2008; after it closed, the port bought the land (20 acres, part of which had been occupied by a shingle mill) and equipment in 2010 with a loan of \$1.2 million which will be borrowed from the Oregon Business Development Department port revolving fund, and a \$350,000 grant coming from the Governor’s Strategic Reserve Fund; and also a \$250,700 Brownsfield grant, which is dedicated to the cleanup in the adjacent waterway. ⁴

The port completed seven projects on two loans and eighteen grants between 1998 and 2009, many of them simultaneously. In November 1999, Heinen and the commission began to work with Oregon Parks and Recreation regarding non-motorized boat access at the marsh below Criteser Moorage on NW Bay Road. Environmental agencies had prohibited this as a spoils site, so the port bought strips of land, declared the marsh an interpretive area and built a launching facility. Commissioners decided to deflect Fran Recht and 1000 Trails’ interest in the property. The commission created an RV park there for a short time, but decided the area was too small. Eventually, in April 2008, The Paddle Park opened with Jon Holbrook’s design: gazebo, gravel parking, dock, gangway, restrooms and on-site host trailer. Mantel Industries built the gangway for \$12,600, Steve Webster installed dock and float, pilings pulled from Depot Slough were used in the gazebo, on top of which swings Sam Briseno’s bronze Blue Heron weathervane. The port celebrated with a boaters’ “paddle in”, the music of Paul Bogaard, Chuck Gerttula’s barbecue and 100 onlookers. The project was paid with a State Parks and Recreation grant and the port matching support (\$123,125 from the State Parks Grant, the property itself served as the Port’s match.) ⁵

Unable to fulfill its desire for floats and moorage all the way up to NW 1st Street because of dredging and permit costs, the commission settled on a plan for a viewing platform. Subsequently, it obtained grants from NOAA, Oregon Land Conservation and Development and a 306A award of \$14,750 from the Oregon Ocean Coastal Resources Program. Dennis Eastman prepared the plans and Mountain States Construction built the 18' x 32' cement platform on port piles for \$41,459. After an easement agreement with the city, the port provided pedestrian access to the platform via NW 1st Street and later, a gravel walkway along the bank to the docks. Permits were secured from DSL, the corps and city. The platform was completed as Heinen retired at the end of 2004.

The viewing platform and walkway, enjoyed by many strollers, connected with work on wharf and floats. The port repaired the wharf again, installed more and sturdier floats and added five finger floats for smaller boats. Also appeared a new aluminum gangway after much discussion about wood, a new fence and boardwalk, picnic tables, lighting poles and the old railroad roundtable space was reserved for a pavilion. Halco built the gangway for \$6,850. U.S. Navy Reserve Seabees came over from Eugene on weekends from July to October of 2004 to build fence and boardwalk, generously housed and fed by the fire department, police and volunteers. Mountain States Construction did the abutment for \$5,618. Lincoln County Development awarded \$20,000 for the boardwalk project. ⁶

This activity coincided with the purchase of the Gates property at 305 and 385 NW 1st Street which allowed the port to move its office and offer more shop space in the former sheet metal building. Nearly fulfilling the dream of Denny Heinen and the commission, the port made three purchases so that it owned virtually all the land from Catherine St. to NW 1st. In 2000, Heinen negotiated the purchase of the Gates property at 305 and 385 NW 1st St. for \$315,000 with a state revolving fund loan. In 2004, the port paid Union Pacific \$47,060 for a parcel between the slough and Butler Bridge road, south of the cul de sac. In 2005, the commission also bought lots 2, 5, 6, 7 from Fred Wahl with a port revolving fund loan of \$330,000 and called it Toledo Industrial Park Phase 1A. On October 14, 2004, arson destroyed a shed housing dumpsters and port-a-potties at Depot Slough whereupon public comment persuaded the port to leave the space open for a better view of the coming marina. Steve Webster of Siletz Boatworks pulled seventy five piles from Depot Slough that were used in the marina, walkway benches and pavilion. Shoemake bought used floats from Coos Bay for \$20,000. An OEDD grant allowed planning for the Wahl property at TIP. Commissioners debated the idea of creating a boat launch ramp, but decided they needed more revenue-producing buildings. Generally, between the walkway, pavilion and boardwalk and railroad society display would be would be space for parking, lawn and two light industrial/business structures. On the drawing board was a floating boat house for the youth row/sail program to be paid for with \$7,500 from Lincoln County Economic Development and \$10,000 from the Siletz Tribes. The port expected that transient dock, restrooms and boat house would be ready for the centennial celebration, August 21-22, 2010. Supplementing all this, Glen Dolphin of OSMB gave the port its "Clean Marina" award for meeting prescribed standards, the first public port in the state to be recognized. Any visitor would be struck by the tranquil beauty the port was creating on its side of Depot Slough. ⁷

City and port cooperated in this gaggle of projects at Depot Slough. Much of the credit was due to late Mayor Sharon Branstiter, who stoutly protected port interests with other agencies and found beautification grants for her city. Out of many joint meetings came the Waterfront Development Strategic Plan (WDSP) and committee of Craig Hoffman, Steve Webster, Michael Gibbons, Tom Chandler and James Bassingthwaite. City, port and citizenry mourned Sharon Branstiter's sudden death in April 2007 and named the Business Highway 20 Loop in her honor. Today, City Manager Michelle Amberg, Mayor Rod Cross and others participate in the Oregon Main Street Program and continue to cooperate with the port on projects from festivals to sewers.⁸

Part of City-port cooperation may be seen in the Connectivity Plan of 2009. This study, introduced by Shelley Oylear of Parametrix, addressed the problem of connecting the city to the waterfront across three sets of railroad tracks and five public roadways. It is funded by ODOT, Oregon Land Conservation and Development, The Federal Safe, Accountable, Flexible, Efficient Transportation Act, and local funds. This project refines the city Transportation System Plan and the port WDSP. It covers an area between Depot Slough, NW Bay Rd. and Main Street. The plan acknowledges the special needs of bikers, strollers and the handicapped by focusing on crossings at East Slope and Butler Bridge Road, Butler Bridge Road East, Butler, Main and 2nd, and 1st and A Streets. Parametrix studied auto and truck traffic, and they considered citizen input. They cited Toledo's special ambience of festivals, Main Street beautification, art galleries and antique shops, museum, railroad display, boardwalk and boats. The plan addresses such topics as lanes, beautification, green area, safety crossings. Among others, these committee members contributed to the process: Ken Dennis, Celeste Mathews, Don Amberg, Stu Miller, Jim Chambers, Stu Strom, Misty Lambrecht, Angelo Stephenson and Mark Cooper, a port-city-biker-citizen, ODOT, GP and WP Railroad Society mix. The group estimated they would need grants of \$1.2 million short-term, 2.5 million long-term.⁹

In November 2006, the port received the Facility Master Plan from D.A. Cheramy of Marina Consulting International. This was an extension of the port's Strategic Business Plan of 2004. Complete with maps, this is an excellent source on current port facilities. MCI interviewed local leaders, researched potential markets, studied facility usage and layout, presented technical specifications, calculated development costs, and figured expenses and revenues under the rubric of "Assess, Evaluate, Determine, Integrate." MCI identified six areas: new Toledo Intermodal Center at Tokyo Slough; Depot Slough Marine and Industrial Center (TIP); NW Bay Blvd. Industrial Complex (PIC); Depot Slough Commercial and Sport Marina; Confederated Tribes of Siletz Center (Cascadia/Publishers site); Toledo State Airport and Boat Launch. The Paddle Park on NW Bay Rd. was being built at this time but not mentioned in the facility plan.

The idea exciting Toledo and other out-ports was an intermodal hub to relieve congested traffic at mega-ports like Los Angeles/Long Beach and Seattle/Tacoma. As population and business increase, lack of municipal waterfront space will necessitate the rebirth of outlying ports. Portland, the closest port with intermodal connections, has its own problems of dredging a long river from the sea and lack of traffic, but is so powerful it could inhibit any competing effort from the Corvallis-Yaquina region as it did in the 1890s. Some ports like New Orleans are considering a move to private operation as is

occurring in New Zealand. Nevertheless, the Port of Toledo committed to developing an intermodal facility at Tokyo Slough where goods could be transshipped between vessels, trains, trucks and storage. This would be just north of the Wahl/Port shipyard with crane, dry-dock and travel lift the port would buy in 2010.

In addition to the twenty acres at Tokyo Slough, MCI pointed out the five acres developing at PIC, twenty acres at the Paddle Park marsh, eleven acres at the airport launch, twenty-five acres at TIP, seven along Depot Slough and eighty three at the Tribes mill tract. MCI considered ownership of waterfront land the port's main, obvious asset. Second, the public port has access to a wider array of financial and development tools than do most government agencies. Third, it has a connection with Interstate 5 and a railroad. Weaknesses are the need to upgrade revenue-producing assets, diversify revenue sources, lessen reliance on taxes, add city organizational resources and leverage stakeholder partners. Opportunities were building an intermodal infrastructure at Tokyo Slough, utilizing the airport, developing the Tribes tract and erecting more facilities at Depot Slough. Threats to development were a lack of disposal sites, the decline of logging and fishing, the possible loss of rail service, the possible closure of GP, a loss of tenants, an aging population and tax base, loss of tourism, lack of highway upgrade, and the end of federal dredging funds. Still, congested ports diverted shippers to Canadian and Mexican terminals for trucking goods into the U.S., so Oregon out-ports might benefit. Volume of cargo that soared in the 1960s could double between 2005 and 2010. "Short Sea Shipping" is going on with multimodal and break-bulk cargoes between alternate and main ports, e.g., a boat-filled container from Gothenburg to Bremen for shipment to San Francisco. If the port could control operating expenses and debt service, and connect with sea/land carriers by developing an intermodal center, perhaps sixty three more persons could be employed. The port multiplier effect was already \$6 million in Newport, \$957,000 at Waldport and \$610,000 at Toledo. The MCI Plan, costing \$31,250, presented a huge gamble, given the Toledo location and economy, but the commission forged ahead.¹⁰

Commissioner Chuck Gerttula became the spirit moving the origin of a wooden boat show in 2005 which would achieve its sixth reincarnation in 2010 at the centennial celebration. For years, the Toledo Summer Festival had included a non-motorized boat race and when commissioners noticed Jack Brown's success with the Depoe Bay Wooden Boat show each April, they decided to start their own to help celebrate the city centennial. A special port-citizen committee was formed, regular meetings held and planning resulted in an annual, well-attended, happy festival in August. From twenty to thirty builders and owners of wooden sail boats, canoes, kayaks, rowboats and motor boats display their old and new craft on trailers and in water. Groups provide live music, food, log rolling contests, kayak rolling demonstrations, fiddle workshops, family boat building, boat rides, intergalactic puddle duck races, and potato cannon shots at fiberglass targets. In the past, a road run up the Yaquina has joined the boat races as competitors mingle with the crowd ogling booth displays by artists, writers, Coast Guard Auxiliary, and the port staff hawking tee shirts, cards and caps. Chuck Gerttula presides with folksy mike patter as he moves along the displays announcing events. Veteran shipwrights like Carl Chamberlain and Rick Johnson demonstrate their expertise and guide first-time boat-builders through building their own wooden boats during the festival, launching them on the last day. The port announces

its show in the local press, *Wooden Boat Magazine* and posters fetchingly designed with historical motifs by local artist Travis Leonard. The port spends about \$3,000 over its \$8,500 budget and seeks more revenue producing events, yet the publicity is valuable. Soon the youth program will begin in the new floating boat house with the port library, rowboats and sailboats. Sponsors in 2007 were West Coast Bank, Riverbend, Bank of the West, Toledo Ace Hardware, Dr. Gregory Herkert, Oregon Coast Bank, Englund Marine, Alan Brown Tire, TLC Federal Credit Union, David and Judy Lowe, Plum Creek Timber, J.C. Thriftway, OSU Federal Credit Union, and the Confederated Tribes of the Siletz Indians. Supporters included Yaquina Bay Yacht Club and their Youth Sailing Program, Fred Wahl Marine, Sawyer's Landing, Critser's and Yaquina Boat Equipment.¹¹

Part of the port's routine business consists of special donations and contributions. Denny Heinen used to drive a tractor pulling kids on a trailer during the city fall harvest festival. Jeni and Molly Fisher created the port's entry in the city's scarecrow contest. In 2001 the port donated \$400 to the wives of husbands lost when *F/V Nesika* sank the first day of crabbing season. The port donated \$250 to the COG for senior meals on wheels. In 2005, Wiggins towed Depoe Bay's popular and historic 1941 charter fishing boat *Kingfisher* to the dock so the Oregon Coast History Center could have it renovated. The port regularly contributed to city flower baskets and fireworks displays, adding to these samples of Toledo community teamwork.¹²

Another squall blew over the airport in 2000, lasting until 2005. In April 2001 a public hearing was held with twenty six visitors, twelve speakers and Darin Griffin of ODA. Jack Haggerty, Ron Goulet and four others inquired about port plans for the airport. Fearing a tax and rent increase, the pilots opposed port ownership, preferring the cheaper state administration. The port manager and commission stated that the airport was part of an ongoing discussion about all facilities and that no definite decision had been reached. The issue of wetlands and spoils disposal intruded and at the present time, the port has not decided to take control of the airport. At the adjacent PBL, the port installed a host trailer and fish cleaning tables as 1,500 launchings a year were counted.¹³

Three new leases stand out in the decade. In 2005, John Shaw of Pacific Coast Boats based in Westport, WA, leased space in the port office building to build ocean going, motorized, fiberglass catamarans, 43 to 54 feet long. The lease on 6,570 square feet of space was \$2,300 a month. The business became so successful that the port erected a huge tent next to the similarly sized port office building so Shaw could expand, handled with a port revolving fund loan. In 2008, Clint Funderberg of Island Wild Seafoods leased space in the port office building. He and his wife Karen employed two long-line fishing vessels, *Golden Sable* and *Rachel* to catch, vacuum pack and freeze tropical fish for labeling, weighing, portioning and filling orders of tuna, Mahi Mahi, swordfish, Ono, Hebi, Opah and Pomfret at the port facility that went to an increasing number of stores. American Grounding Systems produces quality commercial and custom-designed grounding straps, manufactured in Toledo, for companies in the U.S. and around the world. Their products have been used as part of the Space Shuttle, included as a component of astronauts' helmets, and also installed in M-1 tanks.¹⁴

In associated matters, the port endorsed a request of the Siletz Watershed Council for a ban on gas motors on the upper river to preserve drinking water. Greg Harlow was pushing his Siletz Water Initiative and Wayne Hoffman of the Midcoast Watershed Council supported a DEQ grant request. Shoemake, who had long-standing connections with the Siletz people, also negotiated with the Tribal Council about port-tribe cooperation regarding the Cascade/Publisher/Tribes mill site east of Butler Bridge. The issues were adding spoils disposal and finding clients. Wanting to learn how other ports operated, Strom instigated visits to Salmon Harbor, Bandon, Florence and Charleston. Each port had a different mixture of commercial and recreational vessels.¹⁵

Following its plan, in 2008 the port made the portentous decision to purchase the Wahl shipyard, a step of major significance like the Pacific Spruce sale of 1918. Wahl closed in 2008 and no private buyer surfaced. After long discussion, a 3-2 vote, publicity campaign and failed bond measure in November, the port obtained an EDA Oregon Business Development Dept. Infrastructure Finance Authority state loan of \$1.2 million (a revolving loan fund) after Shoemake-Wahl negotiations resulted in knocking \$1 million off the estimated value of the property. The Toledo Development Association and *News Times* endorsed the project; sixty stakeholders stated they wanted to see more skilled jobs in a cost-effective, environmentally friendly operation. Skeptics and detractors resisted the port move in a fragile Wall Street financial scene. Commissioners had to weigh a declining fishery against the needs of fishermen and pleasure boaters who would otherwise have to haul out at Reedsport, Astoria, Coos Bay or Riverbend. Maul, Foster Alongi rendered a feasibility study for \$37,500 OEDD money and \$12,500 port money, cooperating with Bill Cook Associates and Paul Sorenson of BST. They listed property, facilities and equipment, they estimated business prospects; they recommended proceeding with caution. Shoemake said, "It is not just a matter of what happens if we do it, it's what happens if we don't." It was estimated that twelve new jobs, \$1.4 million in direct and \$2.5 million in indirect sales including taxes paid might generate net profits from \$13,000 to \$50,000 per year on gross revenues of \$272,000 to \$480,000, with \$470,000 to \$679,000 from private vendors and costs of \$312,000 to \$327,000. In this even balance between positive and negative factors, the Toledo Port Commission made a hopeful choice, believing they should provide a haul-out facility as well as moorage, leases, trailer ramps and intermodal hub.¹⁶

The recent audit provides a picture of port finances. As of June 2009, the audit indicated total district assets of \$1,882,211 and liabilities of \$477,529, leaving net assets of \$1,404,682. Operating revenues from moorages, rents and leases amounted to \$187,588; operating expenses were \$444,984, offset by taxes and grants of \$315,004. The levy yielded \$164,000. The port paid on four loans, the total balance being \$444,752 with payments of \$34,152 a year. There were three loans from the port revolving fund and one from SDAO. The historic shift from bonds and loans to grants and loans may be seen here as taxes play a lesser role.¹⁷

As port, city and public agencies pondered the shipyard and connectivity, the port made two more property decisions: to sell land at the corner of NW 1st and NW "A" Sts. for a new Oregon Coast Bank office and to acquire the city's former fire hall at the top of the hill on Business Highway 20. The bank lot went for \$160,000 and the port adopted a \$50,000 supplemental budget to pay for the fire hall

renovation. Today, the bank is open using wharf-related motifs (Waterfront Master Plan by Maul Foster, Inc., design criteria, adopted by the commission) and the fire hall renovation, managed by port Maintenance Supervisor Les Hall, has been cleaned of asbestos, after which Peter Lohonyay's Community Services Consortium Youth Construction Program students performed sheet rock, texture and painting, and other work. Jon Holbrook designed a pocket park that was installed by Les Hall and port employee Tony Johnson, and by the Community Service Consortium youth who will later build the floating boat house to his design. The Lincoln County Economic Development Fund allocated \$10,000 for the art park materials. By the spring of 2010 the port commission had not decided on whether to rent fire hall space to business or move its office there to create more lease space on Depot Slough. Again, the bank/fire hall projects show the port acting as a facilitator with private business and city hall.¹⁸

Meanwhile Les Hall and his crew kept the port facilities and equipment in shape. In addition to the work at the old fire hall, here is a sampling of one month's tasks: they rebuilt the truck transmission and put in a new engine block, bought new tires and balanced the front end. They rebuilt the forklift engine and painted the vehicle. They cleaned up and graveled at PIC, removed a tree from Depot Slough, repaired the riding mower, mowed the airport, replaced drain lines, controlled erosion at Tokyo Slough, and set up displays at the Depoe Bay Wooden Boat festival and Ports Day in Salem. In practice, port employees could do some work less expensively than if it were contracted.¹⁹

The port began with dredging; 100 years later it is still dredging. Following high river silting in 1996, Depot Slough needed another cleanout. In 2003, the commission began to mount the tenth dredging campaign in its history. Senators Smith, Wyden and Merkley along with representative Schrader supported the effort. Representative Darlene Hooley was very effective in Washington, D.C. for the cause. The Oregon Economic and Community Development Department paid Peter Friedman as an Oregon Ports dredging lobbyist in the nation's capitol. Soil tests proved satisfactory and a two year permit window opened for dredging. But lack of a dredge spoils site led the corps to de-list the project with Congress, causing further delay. In 2006-07, dredging was authorized with \$800,000 and finalized under the American Recovery and Relief Act for another \$640,000 to remove 119,000 cubic yards. Dutra Co. began dredging Depot Slough in summer 2009, but was interrupted by an ODFW agent who claimed turbidity was too high and that Dutra should be using a clam shell-style instead of a bucket-style shovel. This threatened all eleven coastal dredging projects, led to a public meeting in Toledo about shop and boat owner lost time and cost the taxpayers a lot of additional money in a case where corps and port officials believed they were running a precise, careful operation. Wiggins assisted Dutra in towing spoils-filled barges out to sea for dumping. Recovering from the dredging shut-down, corps and port rescheduled the operation for September 2010.²⁰

In the port's centennial year, Georgia Pacific was going strong as had the Johnson Mill eighty years earlier. GP employed ninety five salaried officials and 325 members of the Association of Western Pulp and Paper Workers Union, running the mill 24/7 on 311 acres. GP manufactured unbleached liner board and corrugated medium that plants on the Pacific Coast made into corrugated boxes and packaging. GP made local purchases of \$200 million a year and had a payroll over \$40 million. The mill can spout 2,500 tons a day as it digests hardwood, softwood and recycled paper. GP is the largest recycler of

waste cardboard boxes in Oregon. As GP increases its use of recyclable paper, so it has decreased its water usage. GP has also cleaned its effluent over the years and meets forty seven percent of its energy needs with non-global warming materials. One quarter of its energy needs come from waste fuel bark and sawdust sent by area lumber mills. OSHA has accepted GP into its Voluntary Protection Program at the star level because of its admirable record. GP and the port continue to cooperate on transportation and infrastructure topics as mill and port have done for a century.²¹

Joining GP as employers in Toledo are current port lessees. Yaquina Boat Equipment, a mainstay at the wharf since the 1960s, repairs and manufactures commercial boat equipment. Aaire Care of Oregon cleans ducts and installs seamless gutters. American Grounding Systems makes electrical grounding straps. Island Wild Seafoods prepares frozen tropical fish. Next Generation Arms makes small weapons. Pacific Expedition Yachts builds long-range, power catamarans in fiberglass. In addition, clients store vehicles at PIC, boaters launch at PBL and the Paddle Park while skippers again moor in Depot Slough. There are no ships or barges hauling cargoes to and from any port or mill dock today.²²

In 2007-08, the assessed value of the port district was \$680,701,000 compared to \$1.3 million in 1911. The Lincoln County assessed value is now about \$5 billion, in 1916 about \$6 million. The Yaquina River is designated as an essential salmon habitat waterway and the state owns tidally influenced 21.8 miles upriver. Power and sailboat moorings in the river were Embarcadero 237, South Beach 600, Bay Blvd. Basin 400, Sawyer's 40, Toledo 14, Depoe Bay 119. Numbers of fishing boats, commercial and charter, declined from 700 to 341 and 45 to 29 in the last few years. Thousands of small sail and power boats are launched every year from port, private and county launch sites in Lincoln County. Tourism is valuable to coastal Lincoln County today with its many fine beaches and excellent parks as tourism has been important for 140 years. In the future, the county might rely more on recreation and tourism than on manufacturing, fishery or forestry. Waldport today has about 2,200 people, Newport 10,000, Siletz 1,083, Eddyville 962, Yachats 675, Depoe Bay 1,389, Seal Rock 1,062 and Toledo 3,600.

When visitors drive into Toledo between the Dairy Queen and Willy's Restoration at the Highway 20 junction, they will come around the bend to see Ace hardware, Carver Chevron, and M & R Auto Repair. Just past those businesses loom Toledo Feed and Seed, Napa Auto Parts and Alan Brown's Les Schwab tire shop. Down refurbished Main St. and nearby you can enjoy art galleries, antique stores, a history center, Quilters Cottage, Adverttees Embroidery, and a music store, among others. Papez Jewelers and Crosno-Jones Insurance are about the oldest firms in town. Also on Main Street are Holy Toledo Tavern and Pigfeathers Barbeque. Across from the library and pool you may see the Pacific Spruce Credit Union and Creederbugs kids' clothing. The Collier Adult Foster Home, Cascades West Senior Center, Samaritan Clinic, Reconnections Counseling, Child Day Care Center and Methodist Thrift Shop offer their services. You could hit Mac's Video, the Timbers or McBaron's Tavern, stoke up at several coffee spots, eat at Chef's Place, Main St. Café or the Golden Dragon. All Star Engraving sells trophies; four banks receive deposits and make loans. Near the top of NE Business 20, as you loop out of town, you could stock up at Thriftway Grocery and look in at Duty or Abel insurance offices. Other businesses in the vicinity are Pumpro, Mitchell Trucking, Greenberry Industrial, Tough

Construction, White Peacock Demolition, Carson Oil, Olson Industrial Electric, Howry Excavation and Scruggs Construction. Churches, fraternal and civic groups continue to provide social cohesion as they have done since the 1870s.²³

As its centennial approached, the Toledo Port Commission consisted of Chuck Gerttula, John Miller, Gregg Harrison, Stu Strom and Rick Graff. Bud Shoemake continued as manager with Les Hall in maintenance and Debbie Scacco and Nancy Lynne in the office. In the period 1998-2010, the port minutes contain comments about excellent morale and teamwork among commission and staff. Of course a few disagreements and split votes occurred, an indication of tough issues tackled. In the spring of 2010, the port managed wharf and floats at Depot Slough, the NW Bay Road Industrial Complex, the Paddle Park, and Public Boat Launch while developing the Toledo Industrial Complex, fire hall and connections to downtown. The staff and commission anticipated completion of the recent dredging program, realizing that dredging a decade hence might depend once again on a river rather than an ocean dump site. They wanted to attract rail and water transport with an intermodal facility and vessels for repair at the rehabilitated Wahl yard.

The port cannot do its work without membership in many groups. While a commissioner might select a group like COG, the port manager today is on the board of the Pacific Coast Congress of Port Managers and Harbormasters, President of the Yaquina Bay Economic Foundation, on the board of the Oregon Boaters Federation, a member of Oregon Ports Association, President of the Lincoln County Historical Society Foundation and a member of the Toledo Development Association.²⁴

Commissioners continued to brainstorm the future in workshops, listing topics in one, three and five year plans. In addition to upgrading facilities and completing projects, commissioners speculated about the effect the new NOAA installation and wave energy experiments might have on the Yaquina River economy. For 100 years the port of Toledo's first priority has been a deep channel to facilitate water related business for the good of the community. Without a major highway, populous hinterland or deep channel, the river port and city have demonstrated adaptability and creativity in a combination of art, industry, shops and festivals known as "The Spirit of Toledo".²⁵

Backnotes 6

1. Citydata. com, NOAA report on Toledo, online. PCM 2-17-04 *News Times* clip.
2. PCM 12-1-97, 4-20-99, 7-20-99. *News Times* 9-21-01. Heinen made \$33,280. Glenn Moss was hired in maintenance.
3. PCM 5-19-98, 8-11-98, 8-18-98, 10-20-98, 9-21-99, 10-21-99, 5-16-00, PCR 99-5, *News Times* 5-21-02. Halsey of Newport painted signs for PBL and other facilities.
4. PCM 6-15-99, 3-20-99. *News Times* 9-17-02. Buzby, a Wahl manager, abstained from voting. The port bought a truck from Newport Chrysler for \$17,597, lower than bids of Newport Ford and Gold Chevrolet. Grady was a master carpenter, Harrison an accountant.
5. PCM 11-16-99, 2-15-00, 12-18-01, 7-20-04, 9-20-05, 4-17-07, 11-20-07. *News Times* 4-19-02, 11-18-03, 4-4-08. PCR 2005-4. The strips adjacent to the marsh were Jerry Rude's at \$42,000 and Tom Becker and Marvin Uhlenhake for \$2,500 to go with the property purchased in 1975, Schmidt's.
6. PCM 6-20-00, 2-21-03, 3-26-03, 7-15-03, 10-8-03, 6-30-04, 12-17-04. *News Times* 9-21-01, 1-28-04. The Siletz tribes took over the Cascadia/Publishers site and ran a mill there. Boardwalk pay went to Barrelhead Supply, YBE, Platt Electric, Ace Hardware, Copeland Lumber, Lumbermens, U.S. Bank.
7. PCM 6-17-04, 3-21-00, 7-19-00; 8-15-00, 11-21-00. PCR 2000-4, 2000-5. The port purchased a Deere tractor for \$17,075. PCM 3-19-02, 5-20-03. The port upgraded its personnel policy and wage scale in accordance with SDAO models. PCM 5-22-03, 7-15-03, 8-19-03, 12-16-03, 8-17-04, 9-21-04, 7-19-00, PCRs 2000-4, 5, parcel 1900. Interview Denny Heinen 7-24-10. The railway portion was parcel 6200, now 6700, Quitclaim Deed 5-24-04. The Wahl lots were parcels 2200, 2300, 10900. Warranty Deed 1-19-05, port files. *News Times* 6-30-04. Heinen participated in a disaster drill meeting at GP. PCM 10-26-04, 12-7-04, 1-18-05, 2-21-06, 11-17-06, 4-18-06, 1-5-07, 2-16-10. *News Times* 9-29-06, 2-17-10. PCR2005-1. OSMB granted \$60,000 for repair, rebuild and 60' more floats at PBL, with port doing the installation. The Siletz Tribes and Chinook Winds Casino have given \$7.9 million to 55 agencies, including the port, since 1995.
8. PCM 5-15-07. Buzby served 1997-2007. 6-19-07, the port purchased a small tug for \$17,000; repaired by Riverbend, it became the working port symbol. 4-15-05, 2-18-03, 6-18-06, 12-13-06, 1-16-07, 2-20-07, 6-19-07, 1-22-08, 11-20-09. *News Times* 11-30-09.
9. "Toledo Waterfront Connectivity Draft Plan," Portland, Sept. 2009; PCM 1-19-10; *News Times* 11-28-09, 11-30-09.
10. 2006 Master Facilities Plan.
11. PCM 8-6-03, 3-15-05, 3-16-06, 10-17-06, 3-20-07, 4-9-07. The Port of Toledo supported the Port of Newport interest in international terminal designation and endorsed acquisition of Gracie's Mansion on the Newport waterfront by LCHS for a maritime museum. In 2001, DEQ cleaned up 5,000 gallon oil spill at Toledo. When Josephine Dreyer was port secretary in 2002 she published a port newsletter which lapsed. 3-19-02. *News Times* 8-29-07. Gerttula was a retired teacher.

12. PCM 12-18-01, 2-17-04, 10-26-04, 11-04-04, 6-20-06. The Siletz Tribes awarded \$7,220 to the port so Snyder could carry out the Pilot River Cleanup Program. Eight teenagers did clearing and maintenance at TIP and PIC for six weeks in 2006. Darrel Saxe in 1999 and Jimmy Smith in 2001 cleared brush at TS. In 2002 Mike DeRocher was hired as maintenance man dealing with waterlines, drainage, pruning, weeding, dock maintenance and electric upgrades. The net reel was vandalized in 1998. Tyson Foods rented wharf usage for three months. 5-13-99. *News Times* 2-21-03, 12-28-05. Amerigas leased a tank spot at PIC for \$3,800 a year. In 2005, the port helped Yaquina Bay Fruit Processing of South Beach move maraschino cherries from trucks to railway cars for delivery to NY in a brief operation.
13. PCM 7-19-00, 12-19-00, 10-21-03, 6-28-05, 2-21-06, 4-17-07; *News Times* 8-14-05. The port bought a Dell Dimension computer 2400, PCM 5-18-04. Port staff were using cell phones at this time. Tricia Morgan, "The Digital Diva," built the port website. PCM 1-15-02, 6-18-02, 5-20-03. Jennifer Manning was port secretary in 2003, Ceci Wittman and Brenda Brown acted as secretaries in 2005 and in 2008, Brown received an award from OSMB for her service. *News Times* 11-20-08. Police Chief Don Denison helped install security cameras at the docks. PCM 5-17-05. Serven Marine sold the port a 25 h.p. outboard. Glen Moss retired in 2007. PCM 4-22-08, in an agreement with the Oregon Aeronautics Division, the port mowed the Toledo and Salishan airports in return for use of truck, trailer and mower, another example of inter-agency barter instead of cash transaction.
14. PCM 12-20-05, 2-19-08, 5-20-08, 7-8-06; *News Times* 1-3-05, 10-21-08, 12-24-08. In 2006, the port followed established procedures and fired an office employee, who retaliated with charges of safety violations. OSHA investigated and found minor errors the port had already fixed.
15. PCM 5-17-05, 2-20-07, 1-22-08, 2-19-08.
16. *Ibid.*, 1-22-08, 2-19-08, 7-29-08, 3-30-08, 6-19-08, 11-14-08, 12-23-08, 1-13-09, 1-20-09, 2-3-09, 10-23-09; PCR2008-5, 2008-8, 2009-4. David Porter represented the port at EDA meetings in Portland. PCM 6-28-09, 9-15-09, 10-20-09. K. Carstens and C. Minor were port attorneys. The loan was for 25 years at 5%, \$110,000 a year. The losing bond vote was 2,158 to 1,705, so the port found another way to use state money. Port website. Governor Kulongoski's Revitalization Team visited port properties and was very helpful in securing funds. PCM 11-17-09.
17. Port Records. Signe Grimstad, 2009 Audit; 2009-10 Budget.
18. *News Times* 7-15-09. Bank parcel is 2100 on plat map. The \$50,000 was for renovation, not purchase which was free with return clause. Located at 496 NE Bus. 20. PCM 12-30-09, 1-19-10, 2-17-09, 3-12, 10-21-09; PCR 2009-1. Dahl Disposal hauled refuse at cost of disposal only and Les Hall used port salvaged wood in the renovation. On August 12, 2009, Lincoln County commissioners invited port officials to a meeting on wave energy to be captured by experimental devices off the coast.
19. Maintenance Report, 5-19-09. The port does emissions inventories for EPA.
20. PCM 10-21-03, 8-27-04, 2-17-05, 1-17-06, 7-18-06, 9-18-07, 7-15-08, 12-23-08, 8-18-09, 9-16-09, 10-27-09; *News Times* 2-20-02, 9-19-03, 9-23-09, 11-14-09. DeRocher retired.

21. Brochure, "The Georgia Pacific Advantage," received from Tom Picciano, GP, February 2010.
22. 2010 PDC Telephone Book and author tour; MFA study of Wahl purchase.
23. PCM 5-8-04, 1-18-03, 5-12-09. Strom worked for GP, Miller was a farmer and Graff owned Advertees. Gray resigned in 2009 after 18 years service. Harrison wondered about the wisdom of spending millions of dollars for thousands in revenue.
24. Interview, Bud Shoemake, 5-3-10.
25. For extended reading see K.J. Bauer, *A Maritime History of the U.S.*, (Columbia, S.C., 1988); M.L. Fair, *Port Administration in the US* (Cambridge, Md., 1954); A. Roland, W.J. Bolster, A. Keysser, *The Way of the Ship* (N.Y., 2008). See also these journals: *International Journal of Maritime History* (Canada), *Mariner's Mirror* (U.K.), *The American Neptune* (U.S.). There are occasional marine articles in *Pacific Historical Review*, *Oregon Historical Quarterly*, *Pacific Northwest Quarterly*, *B.C.Studies*. Some trade periodicals are *National Fisherman*, *48° North*, *Boats and Harbors*, *Pacific Maritime Magazine*, *Marine Log*, *Marina World*.

CONCLUSION

In 1910, leaders in Toledo, Oregon obtained voter permission to form a port commission as allowed by the Oregon law of 1909. The first commission bought property along Depot Slough, built a wharf and dredged from there a mile down the Yaquina River. Port and city officials wanted to create a connection between rail and ocean transport for forest products. With aid from the U.S. Army Corps of Engineers, the ports of Newport and Toledo secured dredging of the Yaquina River and entrance bar along with jetty extension as the Panama Canal opened and World War I erupted. The port sold land to the U.S. Government in 1918 for the construction of a spruce mill that could make airplane frames. Since the war ended before the mill was finished, the federal government sold the property to the C.D. Johnson family who began to operate the large logging and lumber Pacific Spruce Corporation in Lincoln County. Trucks, trains and barges carried goods to and from the Johnson Mill for the next thirty years. During the interwar years, 1921-41, the port commission signed leases for a creamery and boat shop and managed a warehouse, while succeeding in partial dredging in 1931 and failing to find dredging dollars in 1941. A few boats moored at the slough, the port employed various men to clear slough and river of snags, deadheads and logs and charged dockage to companies dumping logs off the wharf. The Great Depression slowed Toledo employment and production that had sent several hundred thousand tons of lumber down river each year. During World War II, production revived and continued as the Cold War started.

In 1951, Georgia Pacific bought the Johnson family assets and opened a pulp mill in 1957. The port found dredging funds in 1956 as Toledo grew to about 3,000 people. Toledo's mills generated more waterborne commerce than the ports of Toledo and Newport, whose roles are not quantifiable. The peak years for river-bay tonnage ran from 1940 to 1960. Water and air quality regulations emanated from federal and state agencies, inducing the port and mill to comply. Commissioners began to think in terms of plans and goals, seeking consultant studies. Yaquina Boat Works, Hoffman Towing and Fairline Marine were prominent tenants. The Corps of Engineers supervised dredging again in 1968 and in that decade business began to perk up for the port. Because of shifting economic conditions, the commission began to focus more on recreational and light industrial parks rather than hope for waterborne commerce. The port built a public boat launch at the airport in the early 1960s. In 1973, the port bought a tract from the city and called it the Toledo Industrial Park. In 1975 the port acquired some 20 acres of marsh downriver. Throughout this period the port continued to maintain and extend its dockage in order to moor ten to fourteen commercial and pleasure craft a year.

In 1980, the commission hired a full-time manager and struggled with juggling grants, budgets and expenditures off and on until 1997. Instead of budgets ranging from \$4,000 to \$40,000, now they soared to \$500,000. In 1981, the port obtained property at Tokyo Slough. In 1994 the commission bought the Morse Concrete plant at NW Bay Road and turned it into a storage and shop complex. Dredging went on at Depot Slough in 1982 and 1995. Every dredging request turned into a struggle with various agencies. Only in 1914 did the federal government authorize and dig a ten foot deep channel in the Yaquina River from Toledo to Oysterville and sufficiently deep water. In the other decadal scourings,

dredgers hit only parts of Depot Slough and the river near Toledo. Lumber and logs were barged downriver for loading on freighters at Newport; toward the turn of the century, even this traffic ceased because of forestry restrictions.

After 2000, the Port of Toledo engaged in a large number of plans, grants, loans and acquisitions. More property acquired on Depot Slough enabled the port to own almost all of the waterfront and enjoy continuous access between NW 1st St. and Catherine St. The port built a viewing platform at the foot of NW 1st Street, next to a new office and shop. Commissioners completed the non-motorized Paddle Park at the marsh on North Bay Road. They remodeled the Public Boat Launch. Then they began to connect the viewing platform with a walkway, boardwalk, picnic tables and lights along the bank to the port docks. Fred Wahl bought property at Sturgeon Bend and Tokyo Slough for a shipyard which the port bought in 2010. A century of port-city relations continued with the Connectivity Plan of 2009 for improved crossings of railroad tracks and streets between downtown and slough. The port officials began a wooden boat show in 2005 that continued into 2010. Dredging occurred in 2009 and was scheduled for completion in 2010. In its facilities master plan the port indicated its intention to add two light industrial/shop buildings, transient dock, boathouse and greenway at Depot Slough and prepare for an intermodal hub at Tokyo Slough to transship any cargo between vessels, trains and trucks.

During its first 100 years, the Port of Toledo performed its function as facilitator between the public and private sectors. From a dream of ocean commerce to light industrial leases, recreational boat ramps and commercial fishing boat repair, the port commission adhered to established financial and environmental regulations. The port revenues never came close to expenses which were met with bonds, levies and loans in the first thirty years, levies and loans in the middle forty years and levies, grants and loans for the last thirty years. Lack of a populated hinterland along with decline in fishing and forestry challenged Toledo. As they worked with private interests, the public, and government agencies, port and city officials developed a unique reputation known as “The Spirit of Toledo,” which promised a bright future.

Table 1

POPULATION

| YEAR | OREGON | LINCOLN COUNTY | TOLEDO |
|------|-----------|----------------|--------|
| 1870 | 90,923 | | 200 |
| 1880 | 174,768 | | 232 |
| 1890 | 313,767 | | |
| 1900 | 431,536 | 3575 | 302 |
| 1910 | 672,765 | 5587 | 541 |
| 1920 | 783,389 | 6084 | 678 |
| 1930 | 953,786 | 9903 | 2137 |
| 1940 | 1,089,684 | 14,549 | 2280 |
| 1950 | 1,521,341 | 21,308 | 2323 |
| 1960 | 1,768,687 | 24,635 | 3053 |
| 1970 | 2,091,533 | 25,755 | 2818 |
| 1980 | 2,633,105 | 35,264 | 3010 |
| 1990 | 2,842,231 | 35,889 | 3174 |
| 2000 | 3,421,437 | 44,479 | 3472 |

Source: Johnston, "History of Toledo," Janet Webster, Guin Library; Website m.pserver.lib.virginia.edu; U.S. Census Bureau. Censusscope. Quick Facts.

Table 2

YAQUINA BAY AND RIVER TONNAGE

(Short tons)

| | |
|------|---------|
| 1920 | 88,000 |
| 1930 | 423,000 |
| 1940 | 530,000 |
| 1950 | 600,000 |
| 1960 | 715,000 |
| 1970 | 272,000 |
| 1981 | 211,000 |
| 1990 | 449,986 |
| 1993 | 93,090 |
| 2000 | 9,410 |
| 2006 | -none- |

Source: Hitchman, *Maritime History (USACE Waterborne Commerce)*; Port of Newport 1982-2006, courtesy Janet Webster. Figures for 1990-2006 are for Newport only and do not include fish. In the 1980s, lumber was still leaving the bay. In the 1990s logs went from Publishers Mill on barges to California, as logging and milling shut down in the basin (Bud Shoemake). Most of the historic traffic was generated in Toledo and transshipped from Newport. In 1990, 16 foreign and 150 domestic vessels made 160 trips on bay and river. Information courtesy Janet Webster, Guin Library from Port of Newport and USACE reports in Oregon State University Library

Table 3

BUDGETS AND LEVIES, PORT OF TOLEDO

| | B | L |
|------|-----------|---------|
| 1916 | \$4,580 | \$4,304 |
| 1921 | 35,260 | 34,700 |
| 1927 | 75,199 | 46,851 |
| 1937 | 22,760 | 22,520 |
| 1940 | 14,532 | 14,122 |
| 1953 | 11,192 | 3,392 |
| 1959 | 7,240 | 4,340 |
| 1966 | 30,480 | 6,780 |
| 1975 | 31,000 | 9,908 |
| 1981 | 97,047 | 14,115 |
| 1988 | 130,132 | 82,723 |
| 1993 | 328,021 | 92,947 |
| 2003 | 518,409 | 166,780 |
| 2006 | 1,272,075 | 160,285 |

Source: Port Commission Minutes, Port of Toledo office.

Table 4

DREDGING – DEPOT SLOUGH AND YAQUINA RIVER

| | | |
|-------------|----------------------|--------------------------------|
| 1.1911-1912 | DS, YR around Toledo | Spoils river and slough sites |
| 2.1914 | DS, YR | Spoils river and slough sites |
| 3.1931-1933 | DS, YR around Toledo | Spoils river and slough sites |
| 4.1956 | DS | Spoils river and slough sites |
| 5.1968-1969 | DS, upriver | Spoils river and slough sites |
| 6.1977-1978 | DS, YR around Toledo | Spoils river sites |
| 7.1981-1982 | DS | Spoils river sites |
| 8.1995 | DS | Spoils at sea and Tokyo Slough |
| 9.2009-2010 | DS | Spoils at sea |

Table 5

PORT MISSION STATEMENT 2010

We are stewards of the public trust who:

- Create economic development and quality jobs by retaining and growing businesses
- Maintain and add waterborne and land transportation infrastructure that attracts new business
- Build our port's financial strength, increase and diversify our operating revenue sources
- Protect and enhance the special quality of place and the quality of life for our port district and citizens
- Make the highest and best use of our financial tools, people and property assets.

Sign on wall in port office

About the Author

Jim Hitchman is a retired history professor who lives with his wife Carolyn in Waldport, Oregon.