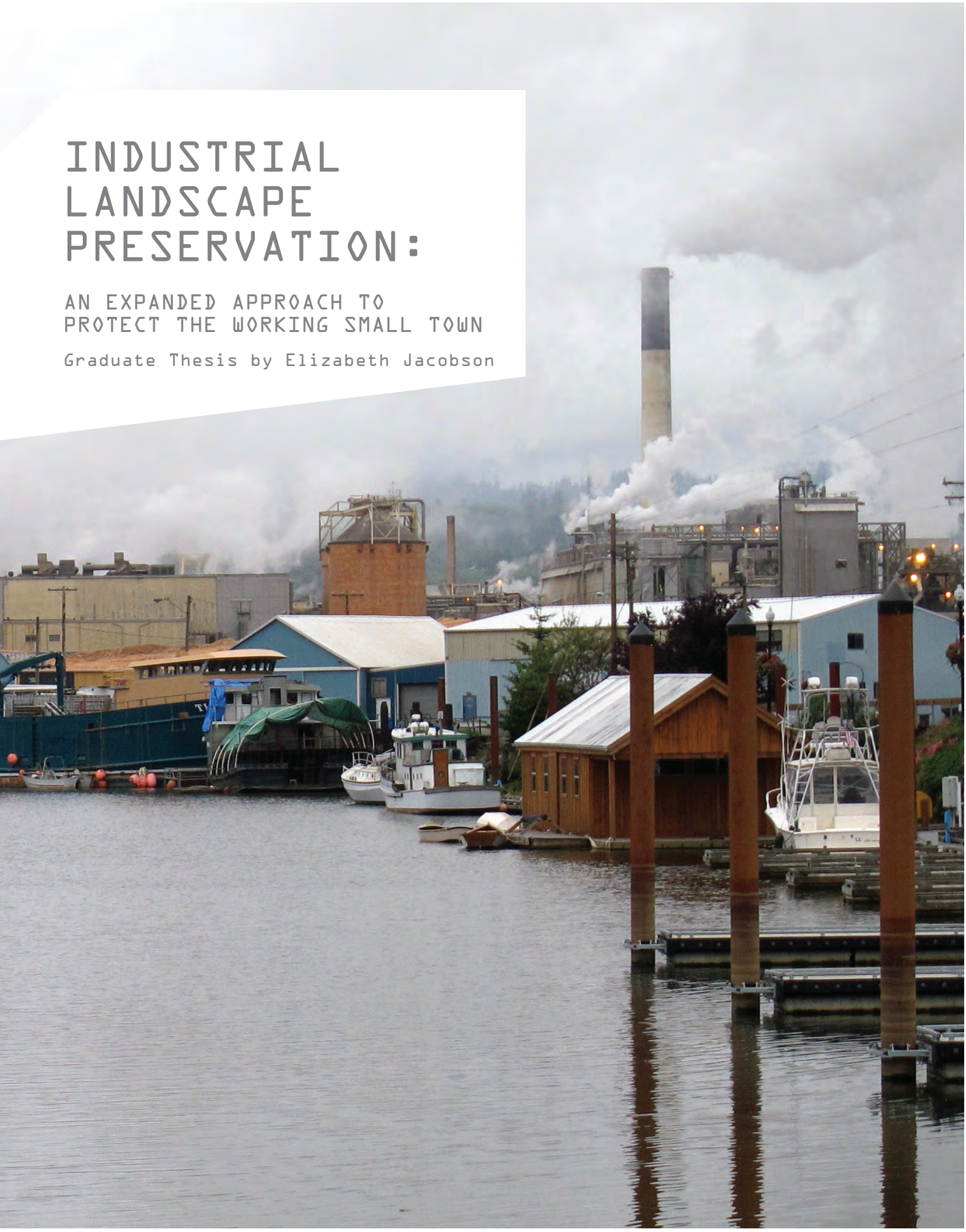
INDUSTRIAL LANDSCAPE PRESERVATION:

AN EXPANDED APPROACH TO PROTECT THE WORKING SMALL TOWN

Graduate Thesis by Elizabeth Jacobson



INDUSTRIAL LANDSCAPE PRESERVATION:
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ABSTRACT

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This thesis aims to make historic preservation a more effective instrument for revitalizing small town communities by expanding its focus to include industrial landscape preservation. This concept provides new ways to understand preservation theory and management objectives for small towns by analyzing existing practices associated with the Main Street Approach, cultural landscape preservation, and industrial heritage. Using the case study of Toledo, Oregon's working waterfront, the thesis argues that management strategies based on traditional preservation practices are insufficient for interpreting the complexity of such historic places. The paper concludes with suggestions for how Toledo and the field of preservation can develop a more comprehensive understanding and appreciation for how industry affects people, place, and the environment over time.

ACKNOWLEDGEMENTS

I would like to extend appreciation to my thesis committee members for their continued support, especially Professor Manish Chalana for his academic guidance and patience over the past three years. I thank Ken Yocom for his unrelenting effort to bring research rigor into the landscape architecture curriculum. To Fritz Wagner for helping bridge the gap between the two disciplines of Landscape Architecture and Urban Planning. Of course, this could never have been written without the sometimes tense but always enjoyable debates with my classmates and friends. Finally, I would like to thank roommates for sacrificing the kitchen table to my sprawling books and papers.

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INTRODUCTION

Purpose of Study

Both our historic urban and rural communities have been altered by deindustrialization and the accompanied shift toward global communication and service economies. In cities, this has resulted in complex postindustrial sites. Landscape architects and urban designers have started to creatively address these challenges, representing a remarkable resurgence of interest in adaptive reuse and preserving industrial artifacts. Still, there has been little academic discussion about how these issues affect working landscapes or the possibilities for preservation in communities that retain their industrial heritage and economy.

I must admit that I have pondered such questions for many years. In my travels I have actively sought working waterfronts and have found myself gravitating toward post-industrial literature. Learning about these places revealed intriguing stories about the accompanied growth of great cities and why industrial districts that were once centers of commerce and trade are now severed from the communities that relied upon their existence.

As part of an internship with MAKERS Architecture and Urban Design LLP, I worked on a *Strategic Business and Capital Improvements Plan* for the Port of Toledo, Oregon. As I saw smoke stacks emerge from the fog on our first visit, and walked around aging docks lined with gritty boat equipment, and talked with boat builders using family traditions passed down generations, I became fascinated with the culture of this small port town. I realized this was a tangible case study to examine questions related to preservation, industry, and our perceptions of beauty. The small town of Toledo provides a manageable scale while also highlighting the complexities of applying preservation theory to these dynamic and economically sensitive communities.

The overall goal of this thesis is to call attention to industrial landscapes and our continued human relationship with resource extraction and the natural environment. Theoretically, it discusses the need to broaden the definition of preservation to rely less on historic integrity and aesthetic materiality. Practically, it introduces characteristic themes and evaluation criteria that can be applied to industrial landscapes in a more coordinated and holistic way.

Organization

This research is presented in eight chapters. The introduction in Chapter I provides a synopsis of the work as a whole and discusses the approach and framework taken for the study. Chapter II introduces a broad history and themes related to industrial small towns in the western United States. Specifically, it examines four primary threats these towns face and describes opportunities for preservation. Chapters III and IV investigate the evolution of the preservation practice beginning with conventional approaches and offers connections between the three divergent theories of the Main Street Approach, industrial heritage, and cultural landscapes delineation. Each theory is briefly described by outlining their potential and limitations. Short exemplary case studies are used to further illustrate these points.

Based on the primary hypothesis that management strategies based on conventional preservation practices are insufficient for interpreting the complexity of working industrial small towns, Chapter V coalesces these theories in practice by describing the history, historic themes, and contemporary threats to the primary case study of Toledo, Oregon. Chapters VI and VII explore the potential of the integrated approach and introduces five strategies of ‘industrial landscape preservation,’ providing specific strategies that Toledo could employ as part of an industrial landscape preservation program.

The final chapter concludes with suggestions for how Toledo might be a model for other working industrial communities in the western United States. This synthesis proposes a set of recommendations for the advancement and diversification of the preservation practice.

Research Design

This thesis was based on a combination of literature and case study research, conducted in association with an internship with MAKERS Architecture and Urban Design.

REVIEW OF RELATED LITERATURE

While there is sufficient literature available related to cultural landscape and conventional preservation practices, there is little academic support for industrial heritage, especially applying these methodologies to working land uses. This was especially apparent while searching for articles and books about recent waterfront developments in publications such as *Places* and *Buildings & Landscape: Journal of the Vernacular Architecture Forum*. Existing case study research seems to focus exclusively on post-industrial sites and redevelopment of waterfronts into parks and/or mixed-use centers. Very few incorporate industrial uses, and those that do focus on highly subsidized 'start ups' or 'green technologies' located in adaptive reuse warehouse buildings.

Literature review is used to highlight this gap and seek opportunities to reconnect these divergent theories. The following sub questions helped guide this research.

- Why have industrial landscapes been overlooked by historic preservation?
- Can preservation protect industrial heritage when jobs are disappearing and the communities based upon them are collapsing?
- How can preservation move beyond the paradigm of artifact toward the creation of dynamic living sites?

CASE STUDY METHODOLOGY

A combination of research methods based on the Toledo case study as well as three exemplary case examples were used to provide the theoretical framework for the term 'industrial landscape preservation.' The case study approach is particularly appropriate as no academic and/or professional body of literature has yet been developed on this topic.

Theoretical review of conventional historic preservation was analyzed through secondary research methods. Research looked to academic journals, government websites, and the University of Washington Library's catalog for relevant sources. Similar methodology was used to describe the history and characteristics of divergent preservation theories related to three exemplary cases. These cases had applicable strategies but also illustrated the failures of their approach.

For the Toledo case study, primary and secondary sources are used, including the incorporation of the following activities:

- Review of existing planning documents.
- Ten separate interview sessions with:

  Residents and business community;
  Port commissioners;
  Fisherman, boat owners, boat surveyor, boat builder;
  Port of Toledo staff and Executive Director;
  City of Toledo City Manager, Planner, Public Works Director, Events Coordinator;
  Boatyard vendors;
  Port of Newport;
  City of Siletz Council Members;
  City of Newport City Manager;
  Siletz Tribal Business Development Manager.

- Guided site visit and tour.
- Public Open House (Fig. 01).
- Site inventory and Toledo History Center.
- Final Public Open House.

FIGURE 01: Public Open House.
As part of the *Strategic Business and Capital Investment Plan*, Port of Toledo commissioners, staff, and community members had an opportunity to respond to draft site design alternatives (Author, 2012).

Delimitations and Limitations

Primary research was undertaken as part of a separate research report for the Port of Toledo as the client. Interviews and sites visits were arranged in support of those efforts and discussions focused on the Port's role in economic revitalization. The client and other Toledo contacts are aware of my academic research but were not interviewed separately. The recommendations at the end of the report will be shared with the City and Port of Toledo to illicit discussion but it is not anticipated that measures beyond the recommendations in the professional report will be taken.

It is important to mention the assumptions and limitation of this study. The research is focused on small industrial towns in the western United States that likely exhibit significant Native American histories and/or issues of environmental degradation and land use legacies. These are intrinsic to our collective history and offer important opportunities for interpretation. However, due to the limited scope of this research, these related topics are only briefly mentioned. Further study and examination is needed on a case-by-case basis.

A critical limitation of this study is the lack of existing scholarship on industrial landscapes and community preservation. However, this gap also represents a compelling reason for its value. It should also be mentioned that approaches to industrial preservation must be used in conjunction with other preservation and economic tools. This thesis cannot claim external validity but can be used to illustrate the methodology of cultural landscape preservation and suggest strategies applicable to other industrial communities.

ASSUMPTIONS AND DEFINITIONS

Common terms are used throughout this document to describe different theories and approaches. The following clarifies the use of vague words:

- ***Industry***. Industrial sector involves the extraction of resources directly from the earth and the businesses involved in the processing of such products. In the western United States, this pertains to forestry production, fisheries, mining, energy production, and other natural-recourse based businesses.[1]

- ***Landscape***. The term 'landscape' may describe settlement patterns, infrastructure, and culture alongside the more familiar themes of nature and environment.

- ***Preservation***. 'Historic preservation' is associated with planning efforts to protect buildings and areas in the United States. While the definition of other terms such as conservation or heritage may more accurately describe the concepts and issues being addressed, the term preservation will be used throughout this document because of its success as a practice and association with established organizations, academic programs, and supporting legislation.

- ***Small Town***. There are many definitions of small town that have developed over time. The United States Census Bureau has created a formula that distinguishes urban from rural by looking at population size over 2,500 and population density of 500 persons per square mile or more. 'Urbanized areas' are further classified as areas of more than 50,000 people and associated with metropolitan area. Suburban or 'micropolitan' areas are cities with a population between 10,000 and 49,999. For the purposes of this research, a small town will be defined as a census block group between 2,500 and 9,999 people.

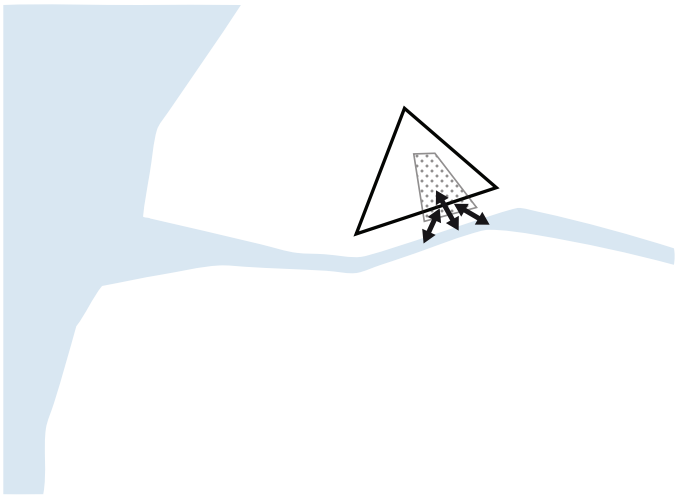
- ***Working***. 'Working landscapes' is a broad term for land that is put to productive use. In recent years, this has been used to describe ecosystem and habitat systems. While this is a captivating concept, this paper applies the more traditional use of 'working' to describe the production of goods where jobs and income are generated.

1 By definition farming practices are industrial but agrarian landscapes are not included in the study because they are commonly recognized and protected by preservation professionals.

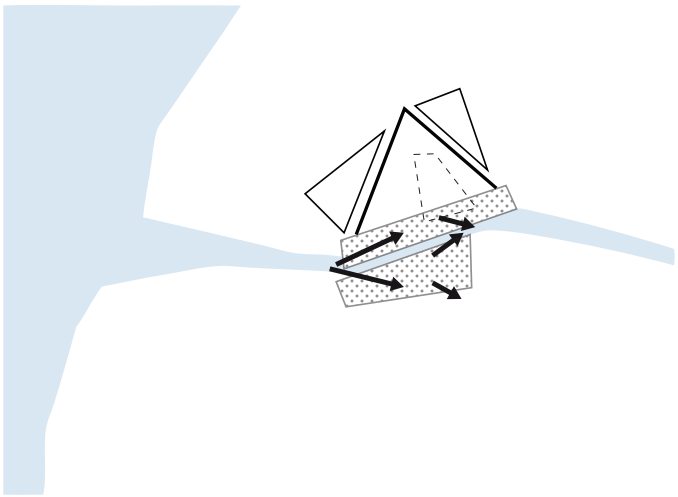
INDUSTRIAL SMALL TOWNS IN THE WEST

During the U.S. western expansion in the 19th century, nearly every town began as a resource-based industrial economy. Communities had direct physical and economic connections to industrial centers where goods were created, stored, and traded and became an inextricable part of the cultural history (Meyer, 1999). As some towns and transportation options evolved, industrial districts were often relocated to the periphery where larger parcels of land were available and businesses benefited from lower land taxes (Fig. 02). The remaining industrial structures and landscapes were considered to mar the beauty of the city and enormous amounts of time and ingenuity were spent to conceal these activities (Hough, 1990). By the end of the 1960s, the United States moved into a postindustrial age. Service industries replaced manufacturing as the main form of employment and industrial jobs have steadily declined ever since.

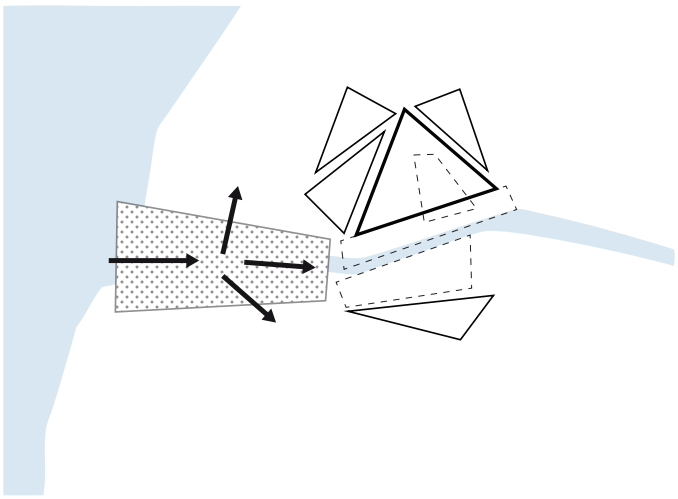
In these days as declining populations of Americans are involved in manufacturing or industrial production, fewer people appreciate the role that labor and production served in creating urban environment. While the relationship and understanding of industrial processes have been severed in most cities, there are many small towns that continue to utilize and maintain their historic industrial districts (Fig. 03). These towns have not been intentionally protected for historic preservation goals but political, physical, and economic factors have hindered substantial change. They have emerged as living examples of historic communities with links to the present day.



Entrepot port: port within an enclosed city. Goods are stored and traded in the city. To the middle of the nineteenth century.



Transit port: port alongside an open city. Flow of goods passes the city. Divisions of city and port has begun. From the end of the nineteenth century.



Industrial port alongside a functional city, both as autonomous phenomena. Goods are processed in the port area. From the mid-twentieth century.

FIGURE 02: Structure of the port city.
Adapted from Meyer, 1999 (Author, 2012).

General Issues Facing Small Towns

Despite the apparent stability many working industrial towns have had in the past, the communities continually struggle to stay relevant in contemporary society. In order to retain industrial jobs and small town character, the following issues and patterns must first be addressed:

- ***Undiversified economic base***. Small towns continually struggle and compete for limited economic opportunities. The effects of large-scale industrialization, globalization of the U.S. economy, and cyclical trends have left many small towns without a strong economic base. This often occurs when these communities rely too heavily on the extraction of a single localized resource and, without the implementation of sustainable and conservation practices, the resource becomes depleted. Recent environmental regulations have also precluded past extraction methods, causing such activities to be cost prohibitive. In an attempt to diversify, recreation and heritage tourism are often used as a revitalization tool. However, not every small town can plan to become a tourist destination.

- ***Decay and disinvestment***. Most small towns have experienced a cycle of economic depression, decay, and disinvestment. When the economy is struggling, it is not uncommon to see inadequately built or maintained public infrastructure, aging industrial facilities, abandoned buildings, or substandard living conditions (Fig. 04). During down economic cycles, many small towns have allowed chain stores and inappropriate development to raise needed tax revenues. These actions not only jeopardize the individual building, but have a cumulative effect on how the entire community values and respects the historic building stock.

- ***Changing demographics***. According to the 2010 Census, over seventy percent of the nation's population lives in urbanized areas. Most rural and small towns have a shrinking population and fewer youth are choosing to stay and continue working traditional, blue-collar jobs (Wilkinson, 1986). This, coupled with an aging workforce, threatens the viability of industrial jobs. While many communities struggle with abandonment, others are forced to deal with the opposing problems of overdevelopment. These towns, typically located near urban areas or tourist destinations, attract new demographics that may have conflicting cultures or different visions for growth. These new residents often inflate property values and introduce land use competition.

- ***Under appreciation of our ordinary places***. Industrial buildings and machinery superimposed on the natural environment provide a unique sense of place. This industrial landscape represents the way America shaped its history, yet, for the people who live and work in these communities every day, it can appear ordinary (Fig. 05). It seem that only in the position of a traveler that people can begin to appreciate the unique significance and beauty of these places. For many visitors, however, the industrial process is still considered underutilized and visually unappealing in contrast to the surrounding natural setting. Industrial icons and imagery evoke innate fears of pollution, resource depletion, and environmental legacy. Without local appreciation and interpretation, realities of a community's unique history and character is hidden from view (Alanen, 2000).[2]

2 Landscape historian Path Groth argues that "most people in the United States do not consciously notice their everyday environments and are in danger of being poor appreciators and managers of their surroundings" (Alanen, 2000, p. 2).

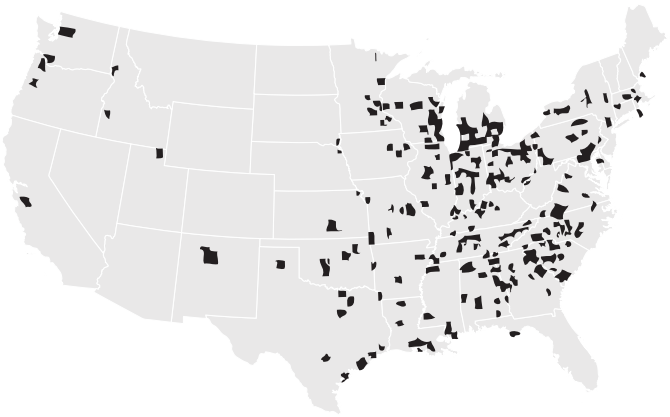


FIGURE 03: Non-metropolitan manufacturing-dependent counties, 1998-2000.
(U.S Department of Agriculture, 2012).

FIGURE 04: Vacant commercial space, Anacostia D.C..
Vacant commercial buildings signify a struggling economy and can be seen throughout the country (Blanchard, 2010).

FIGURE 05: Headquarters of American Grounding Systems, Inc., Toledo, OR.
Unassuming buildings such as this dot the industrial landscape. This prefabricated aluminium building is the headquarters of a grounding straps company used on wind power turbines and NASA rockets (Author, 2012).

FIGURE 06: Small town street summer parade.
There is a sense of nostalgic for the small town way of life (Author, 2009).

Opportunities for Preservation

Preservation is a common strategy for a small town attempting to identify, recognize, and protect its local historic resources. Used in collaboration with other efforts, preservation can begin to address the broader issues facing industrial small towns.

- ***Diversified economic base***. There are quantifiable economic benefits to preservation. Studies conducted by Rutgers University found that preservation had significant impacts on short term job creation in construction-related fields. Even more pertinent, the study showed that preservation is a powerful tool in creating jobs, generating income, stimulating tax revenue, and enhancing older cities through tourism (New Jersey Historic Trust, 1998). Tourism is currently the third largest industry in the United States and 'heritage tourism' is the largest growing group of tourists.[3] These tourism dollars are often necessary to sustain the town's preservation efforts, but it can also be used to supplement other economic development pursuits.

- ***Revitalization and investment***. David Stubbs argues in his book, *Time Honored*, that architectural preservation is integral to modern life because "historic buildings have educational values in that they are tangible representation of human accomplishment and past ways of life. They illustrate the cultural history of a place" (Stubbs, 2009, p. 7). By demonstrating such historical significance, preservation is commonly used to protect historic properties against specific threats. Historic tax credits and other economic incentives can also stimulate appropriate development. Together, preservation has a cumulative effect, revitalizing a struggling area and encouraging others to reinvest in adjacent properties.

- ***Stronger communities***. Historic preservation can be used to maintain property values in an effort to ensure existing residents are not priced out of their community.[4] The act of research and preservation can also unite individuals, creating a stronger, coalesced community. Investing and protecting the historic qualities of a place can illustrate a community's values and vision for growth. This may highlight and teach others about cultural traditions and customs disappearing from the landscape. The overall effect can not only influence visitors and newcomers, but help residents better understand the place they come from (Fig. 06).

- ***Greater appreciation for industrial heritage***. Industrial landscapes are enriched through a comprehensive understanding of the local environmental factors, political decisions, economic pressures, and shifting cultural values through time. In Lowenthal's *Fabricating Heritage* essay, he points out that "no longer does an organic, lived, continuous connection to the past predominate or get passed down informally. Rather, a 'usable past' needs to be constructed out of various remnants, stories, and fragments" (Mason, 2006, p. 23). Historic preservation provides an awareness and interpretation of the past so people can apply meaning to industrial relics. "With increased familiarity, even the most visually displeasing and disliked of present day landscapes will become softened, and eventually accepted into popular culture" (Fairclough, 2006, p. 67).

3 The National Trust defines 'cultural heritage tourism´ as "traveling to experience the places, artifacts, and activities that authentically represent the stories and people of the past and present" (National Trust for Historic Preservation, 2012). Compared with other tourists, heritage tourists are more affluent, take longer trips, and spend about 20 percent more than travelers with no interest in history (New Jersey Historic Trust, 1998).

4 People often feel that higher property values and additional restrictions will effect property values and drive out or alienate the long-term lower income residents. This is especially true in rural areas where conventional attitudes of self reliance are central to the culture (Mansnerus, 2000). Numerous studies have examined the impact of historic designation and most conclude that designation has either a positive or neutral effect on property values, while a minority find a negative result. There continues to be many real and perceived socio-economic problems associated with historic preservation that must be determined case by case (Mansnerus, 2000).

DIVERGENT THEORIES OF THE PRESERVATION PRACTICE

> *"The preservation movement has changed, during its life, from an ethic of preserving individual monuments… one of curating the entire built environment" (Campbell, 1999, p. 11).*

An onslaught of literature, a body of legislation, and financial investments have expanded the practice of preservation. The Main Street Approach, the popularity of industrial heritage, and the cultural landscapes program evolved from the National Historic Preservation Act of 1966. The field is now seen as having great responsibility for managing both the built environment and social memory (Mason, 2006). The following chapter outlines the evolution of the preservation field during the last generation to highlight the ways in which historic preservation has widened in scope but remains limited in its capacity to address issues specifically related to the small industrial town.

Conventional Historic Preservation Practices

Historic preservation in the United States began as a grassroots effort, often to save threatened individual structures or sites of high aesthetic value. In its infancy, physical preservation was detached from social history and its adjoining community. As the national government became more concerned about the conservation of natural resources and the creation of the National Park system, preservation became increasingly widespread throughout the country (Murtagh, 2006).

The practice of historic preservation remained relatively unchanging until the 1960s when urban renewal became a catalyst for major change. The publication *With Heritage So Rich* was written by a committee of both private and public representatives from the U.S. Conference of Mayors and the National Trust for Historic Preservation. The authors state that preservation "must go beyond bricks and mortar… it must attempt to give a sense of orientation to our society, using structures and objects of the past to establish values of time and place." It went on to say the "study must be given to economic conditions and tax policies which will affect our efforts to preserve such areas as living parts of the community" (U.S. Conference of Mayors, Special Commission on Historic Preservation, 1966, p. 207-208). This report led to the passage of the National Historic Preservation Act (1966), authorizing Section 106 review and the National Register of Historic Places. This changed the course of preservation practice and leaders began to focus on overall planning, total heritage, and the protection of entire historic districts.

CODIFICATION

As the role of historic preservation has become more prominent in urban development, the need for specific evaluation tools grew. Today, consistency is maintained by policy and relies on established guidelines and regulations to drive preservation efforts. The Secretary of the Interior's Standards for the National Register of Historic Places remain the primary vehicle to which Federal, State, and local levels look for guidance as to how to evaluate places for protection by law. As a result, they have developed a set of criteria that offers protection for properties that are determined to have 'historic significance' and 'historic integrity.'

Historic significance ii based on two primary factors: historic or cultural importance and architectural value (Tyler, 2009). Potential significance is guided by the 'National Register's Criteria for Evaluation' and can be applied to a district, site, building, structure, or object if it:

- is associated with an event that made a significant contribution to history;
- is associated with the life of a significant person in America's past;
- embodies an exceptional example of a particular aesthetic style or type of construction; or
- has potential to yield important information about history (Andrus, 2002).

To be eligible for listing, a property must also have a high degree of historic integrity and exhibit unique qualities not found in similar properties throughout the nation or region. These listed properties are then given a degree of protection from federal actions and become eligible for grants and other tax advantages.

CHALLENGES

Over the last generation, preservation has helped make urban areas more livable and these tools have been adapted and applied to rural landscapes. Despite this widening scope, small towns still face unique challenges in applying conventional preservation techniques, especially in working industrial settings.

- ***Establishing historic significance***. Perhaps the greatest challenge to conventional preservation approaches in industrial small towns is that the local history rarely rises to the status of national significance. In such cases communities may pursue state or county historic district designation but either way, a 'period of significance' must be determined. For industrial communities this period is most likely a time when the local economy was thriving; ignoring the period of settlement and decline. Thus, any development that was built either before or after the chosen time frame is considered 'incompatible' and not offered legal protection or recognition. Historic district designation could also require that new development replicate the visual characteristics of that time and may be subject to adopted design guidelines or design review. Such regulations could potentially hinder industrial business activities that continually adapt to new technologies to function effectively.

- ***Assessing historic integrity***. Historic integrity is defined by the Secretary's standards as "the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's historic or prehistoric period" (Murtagh, 2006, p. 101). Historic integrity is the composite effect of seven qualities: location, design, setting, materials, workmanship, feeling, and association. Depending on the significance, characteristics may be deemed more critical to the historic integrity than others but still requires that exterior features appear as they had in the past. Emphasis on original material or visual features may not be appropriate for industrial sites where alterations and adaptations are common place.

Main Street Program Approach

> *"For the longest time, we all waited for a white knight to ride into town and fix the problem. But the Main Street people made us realize that the only way to get it done right was to do it ourselves." (Thomas, 2012)*

As part of the 1966 Historic Preservation Act, the National Trust for Historic Preservation was established as a public organization, allowing the former not-for-profit to receive federal funds through matching grants. With this new tool, the Trust developed several programs to help rural and small towns, including: Main Street, Maritime Heritage, Rural Conservation, and Neighborhood Conservation. Each program provides economic incentives for local preservation efforts that may not necessarily achieve national significance or possess the degree of historic integrity required for conventional preservation.

Most applicable to small town planning is the Main Street program. The program was initially created by the National Trust in 1977 when downtown districts, once the heart of small town life, were being underutilized, abandoned, and in some cases, demolished. The primary mission of the program is to preserve downtown heritage and revive local economies. Since its creation, the program has expanded to hundreds of national certified communities. Innumerable jurisdictions have also launched their own efforts, unilaterally based on the Trust's model but addressing locally specific regulations, strategies, and concerns.[5]

TOOLS

The Main Street Approach relies on creating partnerships with other, non-preservation interests and crafting preservation to address broader social goals (Mason, 2006). It aims to "[build] on downtown's inherent assets—rich architecture, personal service, and traditional values and most of all, a sense of place" as well as "rekindle entrepreneurship, downtown cooperation and civic concern" (National Trust for Historic Preservation, 2012). The program provides a flexible and comprehensive approach to economic redevelopment.

A community can become a certified Main Street once it is able to establish a not-for-profit organization, financially supported by city government, the chamber of commerce, and / or downtown businesses. Certified communities are offered incentives such as technical assistance and training to rehabilitate buildings. In Washington State, participating businesses within a certified community can also enroll in a tax credit program to ensure that money is invested directly back into the community. It is estimated that for every dollar invested in Washington State's Main Street program, an additional $35 dollars is generated (Hansen, 2012).

CRITIQUE

When the Main Street program was first created it matched historic preservation with economic development and tourism. This brought a more diverse group of partners into the practice and the cumulative economic and community benefits permeated throughout the community. The program, however, focuses on a single street and ignores historic character of the broader geographic area. Too often, the existing surrounding area is 'cleaned up' to cater to tourists' desire, degrading the rich diversity and character that was attractive in the first place (Hough, 1990). The dirtiness and loud nature of industrial towns are especially susceptible to this type of alteration. The Main Street Program's narrow geographic focus perpetuates the separation of industry that had once helped create the sense of place the community is trying to protect.

5 The program rehabilitates buildings and economically revitalizes businesses by utilizing The Main Street Four-Point Approach®: 1) Design: Consider the visual qualities of the buildings along with their signs, lighting, window displays, and parking; 2) Promotion: Downtown area is publicized as an advertising and shopping center; 3) Cooperation: Bring together various organizations and volunteers to work together in the interests of the downtown area; and 4) Economic Restructuring: Understanding the gaps in the existing markets and opportunities. Diversity to create economically balanced retail mix, and unused upper floors are converted into housing and offices (National Trust for Historic Preservation, 2012).

EXEMPLARY CASE – MAINSTREET UPTOWN BUTTE

Butte, Montana has a long history of copper production and played an important role in the development of the labor union across the United States. In 1961 the downtown was recognized for its historic significance and declared a National Historic Landmark. Boundaries were later expanded to become one of the nation's largest National Historic Districts, which included some of the country's first tall buildings, elegant mansions, Victorian homes, boarding houses, miner's cottages, and industrial structures (Stauffer, 2007).

Despite Butte's historic preservation success there was a steady decline in its industrial jobs and population. To stimulate the local economy, the Mainstreet Uptown Butte was incorporated in 1991 as a 501(c)3, affiliated with both the National and Montana Main Street Programs. It has partnered with the business association and expanded its focus to include other neighborhood streets as well as parks and open spaces.

Funds from the Main Street program have been used to finance street trees, paint buildings facades, install street banners, restore ghost signs, and repair broken windows to improve the overall historical appearance. The organization also coordinated a project to install red LED lights on eight headframes that stand over the historic mines dispersed throughout residential neighborhoods. The industrial icons have also been incorporated into promotional material and integrated into regional events (Fig. 07). This provides insight into how the Main Street Program can exploit Butte's industrial past while improving the aesthetic appearance.

FIGURE 07: Montana Folk Festival.
The location of the original Mineyard has been reprogrammed as a public park and open space (DJD Design).

Popular Support for Industrial Heritage

> *"In too many cases, industry has been scrubbed clean out of these industrial sites" (Hay, 2011). Duncan Hay is vice president of the Society for Industrial Archaeology*

Industrial heritage is rooted in the practice of 'industrial archaeology.' This field of study originated in England and was primarily concerned with investigating, surveying, recording, and preserving industrial monuments from the beginning of the Industrial Revolution in the mid-eighteenth century. These early efforts were closely aligned with the engineering profession and features associated with antiquated technologies. In 1972, the Society for Industrial Archaeology was formed to promote the study, appreciation, and preservation of the physical remnants of the industrial and technological past in the U.S. (Durfee, 2012). These groups broadened industrial archaeology by determining significance in the context of social history and acknowledging industry as an essential part of American history.[6] The Society has since become the primary forum for industrial archaeological research and advocacy by effectively pursuing lobbying efforts, publishing handbooks and journals, and keeping a register of professionals of industrial history.

Industrial archeologist and Professor Michael Frisch pointed out that industrial archaeology is as much about the physical landscape as "an *invention* variously to preserve, document, frame, celebrate, engage, mobilize, and present this heritage in order to have a meaningful impact on the present and future" (Frisch, 1998, p. 243). This perspective reinforces the notion that industrial heritage provides a new lens for understanding the significance of these industrial landscapes and their related cultural and social values.

TOOLS

Industrial Archaeology in America is the only academic publication about preservation on the subject. This publication supports several approaches to preserving industrial sites but physical remnants are only one aspect of industrial heritage. Grassroots-level efforts have also been critical to protecting industrial heritage. Efforts have documented workplaces, workers' stories, and industrial processes in communities across the country.

CRITIQUE

There has been a growing interest within the preservation community for protecting sites under the term 'industrial heritage.' Recent, high-profile projects, including New York City's transformation of the elevated High Line railway into an urban park and the reuse of Bethlehem Steel sites as a casino and cultural complex, have illustrated the viability of vacant industrial structures. In these urban projects, however, there has been a tendency to focus on the more easily recognized and understood aesthetic and architectural values of industrial sites over the associative and other social and cultural values. To represent the more holistic historic account, issues of employee health and welfare and environmental issues need to be addressed.

In small towns, industrial heritage is often undertaken by individuals and small groups. Such management is not sufficient for the complex, extensive, and often fragmentary remains of the industrial landscape. Moreover, there is a lack of incentives and funding sources available to financially support efforts. In 2012, the National Trust convened their first national forum on the challenges of industrial heritage which might provide strategies for small towns but, for now, academic research on the subject is limited.

6 "Historic preservation consists of saving rare and highly significant industrial structures and sites, places that are unique, or that witnessed important achievements in American industrial history… The purpose is to save the best representations of industrial history, limited to unique or outstanding examples" (Sande, 1976).

EXEMPLARY CASE – CAPTURING THE ORAL HISTORY OF BLACK DIAMOND

Mining landscapes are one of the few industrial landscapes identified and protected by the National Register of Historic Places. However, due to the temporary nature of most mining towns, few sites have retained a high degree of historic integrity. Such is the case for the small community of Black Diamond, Washington. Remains of old mining operations are scanty and most of the surface remains have disappeared. The few remaining underground features are dangerous and many have been destroyed in the interest of public safety. Some ruins and portions of structures provide clues to the activities that occurred in the past, but they are difficult to interpret and cannot begin to portray a comprehensive understanding of the history.

In 1976, the Black Diamond Historical Society was formed to create a small museum of relics (letters, reports, historic photographs), supported by volunteers and local donations. Recent development proposals are expected to quadruple the population of the surrounding community by 2025 and, in the face of mounting development pressures, historic preservation planning is now critical for maintaining the unique sense of place (Kohlmann, 2010). In light of this expected growth, the historical society expanded its mission and began conducting oral history interviews to capture stories of the people living in the community. These interviews are vital links to the past and help to reconstruct life in the mining community during the boom years, while also interviewing those that remained in the community after mining activities ended.

The Black Diamond Historical Society and the collected oral histories rely on individual efforts and are part of a grassroots movement to protect the heritage of this small town where few physical relics remain (Fig. 08). This is a necessary approach to show how the community has changed over time and how history can inform future development.

FIGURE 08: Black Diamond mining relics. Local resident describes industrial process that once occurred on the site (Author, 2011).

CULTURAL LANDSCAPE APPROACH

> *"The focus on the conservation of the entire built environment has broadened from the original historical impetus. Historic preservation has become a planning approach for cultural, land use and aesthetic interests" (Cullingworth, 1997, p. 133-144).*

Since the passage of the Preservation Act in 1966 the preservation practice has continued to gain momentum. There are an increasing number of programs and support available through the National Trust and the National Park Service and the general conservation practice has infused popular culture. The Main Street Program and industrial heritage continue to help many communities across the country but neither can individually address the unique issues related to the common industrial landscape in small towns.

The concept of cultural landscape preservation has developed an approach to reading and understanding landscapes. While it is conventionally applied to rural areas, the approach could be used to raise awareness and understanding of industrial landscapes. Applied as such, this could provide a foundation to coalesce and focus preservation implementation efforts.

Understanding Cultural Landscape Preservation

The term 'cultural landscape' was first introduced into academic study by geographer Carl Sauer in the 1920s. In his essay, "The Morphology of Landscape," Sauer defined cultural landscapes as the place where nature and culture meet. This early scholarship viewed landscapes as places that could be observed, mapped, and analyzed to reveal clues about natural and human activity. In the 1970s John Brinkerhoff Jackson, editor and publisher of *Landscape* magazine, published a number of articles that expanded the awareness and understanding of cultural landscapes. He challenged the primacy of the visual and material aspects, placing great value on other sensory experiences.[7] He also emphasized the importance of ordinary, everyday landscapes as avenues to deeper understanding of the meaning of place and culture.

In the late 1970s the American Society of Landscape Architects formed the first committee on historic preservation to address issues associated with the broader landscape. This group used the following classification:

- ***Designed Landscapes***. Landscapes altered under a plan or by a professional or avid amateur with verified results.
- ***Cultural Landscapes***. Landscapes that are altered through human interactions on the vernacular level, often related to a desired function and with a discernible pattern.
- ***Natural Landscapes***. Landscapes that are relatively unchanged by human intervention.

Around the same time, the Alliance of Historic Landscape Preservation was formed, with interest in both designed and vernacular landscapes. This group of professionals recognized that design and cultural landscape were worthy of recognition and preservation. They expanded the concept to include "the continuing landscape: one which retains an active social role in contemporary society closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time it exhibits significant material evidence of its evolution over time" (AHLP, 2012).

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7 Cultural landscapes have varied meanings. It has been described as, "everywhere human activities have affected the land," "our unwitting autobiography, reflecting our tastes, our values, our aspirations, and even our fears, in tangible, visible form" or, as the "physical, ecological, socioeconomic, and cultural patterns and processes [that are] spatially extended, dynamic, and complex systems in which heterogeneity, nonlinearity, and contingency are the norm" (Alanen, 2000, p.15) (Lewis, 1979, p. 12) (Boyle S. C., 2008, p.151). This range of meanings illustrates the very idea that cultural landscapes are a process and that culture, like landscape itself, is dynamic, interrelated, and constantly changing.

CODIFICATION

The inherent dynamism of landscapes makes them difficult to preserve and manage according to conventional preservation practices (Boyle, 2008). The National Park Service first recognized cultural landscapes as a specific resource type in 1981 when it published *Cultural Landscapes: Rural Historic Districts in the National Park System*. This report outlines 11 landscape characteristics used for identifying and defining cultural landscapes, commonly referred to as 'reading the landscape' (McClelland, 1999):

Processes

1. Land uses and activities.
2. Patterns of spatial organization.
3. Response to the natural environment.
4. Cultural traditions.

Components

5. Circulation networks.
6. Boundary demarcations.
7. Vegetation related to land use.
8. Buildings, structures, and objects.
9. Clusters.
10. Archeological sites.
11. Small-scale elements.

A Cultural Landscape Report (CLR) is then the primary report to integrate these landscape characteristics and document the forces that shaped a place. This puts forth a practical approach, rather than a rigid methodology, for a preservation planning framework that examines both the general development of historic context and the evaluation of properties within a landscape (McClelland, 1999). The first step involves developing a historic context based on common themes, patterns, or trends in historic development of the region. The next step utilizes the 11 landscape characteristics to understand changes to geographic context, features, materials, and use. An inventory and documentation of existing conditions is then undertaken before historic significance of a property and its historic integrity can be evaluated. In some cases, the Cultural Landscape Report may also introduce challenges to preservation and provides a foundation for future planning strategies and protection.

EXEMPLARY CASE – THE WORKING RURAL LANDSCAPE OF EBEY'S LANDING NATIONAL HISTORICAL RESERVE

Agricultural use of the land may seem common in a rural landscape but Ebey's Landing on Whidbey Island, Washington has been an important place for various of historical events (Fig. 09). The relationship of such layered narratives throughout time has raised this place to a determination of national significance. In 1978, Ebey's Landing Reserve became the first cultural landscape designated by the National Park Service to "preserve and protect a rural community which provides an unbroken historic record from… 19th century exploration and settlement in Puget Sound to the present time" (Science Learning Network, 2012). Designation protected 17,572 acres of agriculture land and stopped a planned housing development. This now remains a living, working, and changing landscape that integrates historic farms, a seaside town, native and pioneer land use traditions, and ecologically significant areas.

The people that live and work within the authorized boundaries of the Reserve have their own perception of what the landscape represents. For example, the Skagit people cultivated the island prairies by selectively burning, transplanting, and mulching to encourage fern and camas crops (National Park Service, 2012). These same prairies were later settled and plotted for farming and other areas were purchased by the United States Army to construct a military fort to protect entry to the Puget Sound. This vernacular landscape represents multiple layers of time and cultural activities and is fundamental for our very existence (Alanen, 2000). Navigating differing views and agendas is an important part of reading the clues to culture in the landscape and is necessary for making informed decisions on how to better preserve, restore, protect, or interpret their meaning.

The Reserve remains largely under private ownership, although there are also federal, state, and county lands within the boundary. The National Park Service acts as the umbrella over three other organizations that have effectively funded and supported continued agriculture activities. Other techniques used to preserve open space, farmland, and historic sites includes the purchase of scenic easements, land donation, tax incentives, zoning, local design review, and purchase of exchange of development rights. Ebey's Landing National Historical Reserve is a model for sustainable development that respects the community's need to grow and change while protecting a nationally significant historic area.

FIGURE 09: Ferry House at Ebey's Landing.
(National Park Service, 2012).

Synthesis

The intent of cultural landscape approach is to define historic significance and assess historic integrity to determine eligibility for listing a site, district, or cultural landscape on the National Register. The approach can be applied at both the local and national levels, and ranges in scale from grassroots activism, to protected National Parks and National Reserves, to tourism-oriented heritage corridors. In theory, industrial uses are relevant to cultural landscapes. However, in practice, cultural landscape preservation has mostly been officially applied to agrarian or rural and largely publically-owned landscapes. It has not yet been utilized in urban or small town venues, such as working industrial landscapes.

The approach is useful for documenting, categorizing, and evaluating the physical traces of the historic landscape. It can yield new information about a place even if a landscape is not eligible for listing on the National Register, but without designation, it becomes purely descriptive and new local planning tools are required for legal protection

A more comprehensive approach to preservation is needed to address the specific issues of economic and community revitalization in working industrial towns. The following chapters expand on conventional preservation tools by combining the motivations of the Main Street Program, industrial heritage, and cultural landscape methodology. The amalgamation of these approaches offers a new area of study in historic preservation that can be used to address:

- lack of public awareness and commitment;
- diverse, fragmented constituency;
- gaps in public policy;
- lack of appropriate survey and inventory methodology;
- lack of incentives and funding; and
- Isolation from the broader preservation practice.

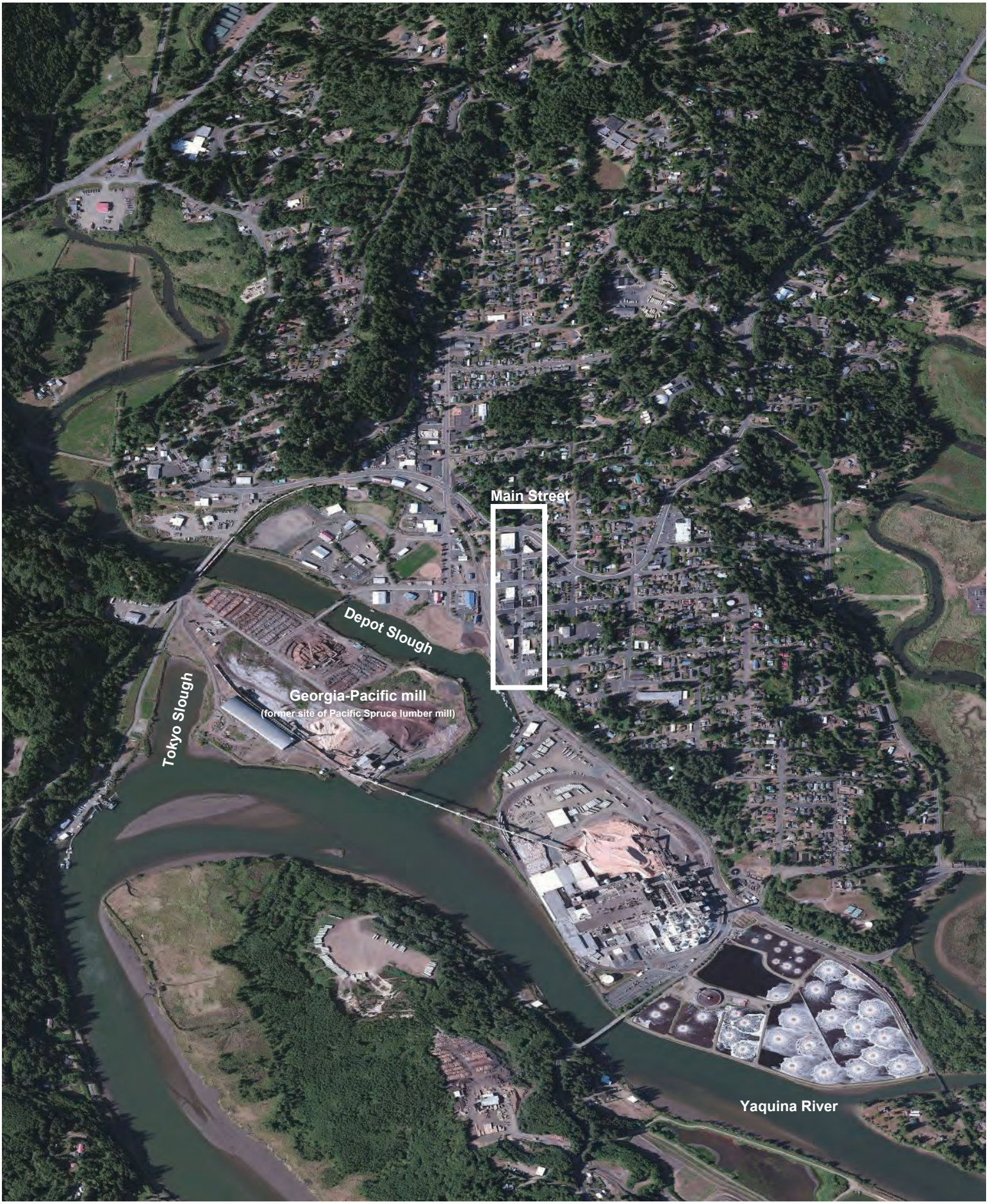

FIGURE 10: Aerial of Toledo.
(Microsoft Corporation, 2012).

THE WORKING PORT AND LUMBER COMMUNITY OF TOLEDO, OREGON

"Rooted in timber and fishing, river and rails, Toledo is steeped in history that continues to unfold today" (ToledoMainStreet, 2011).

The small town of Toledo, Oregon has a prominent industrial history that continues to contribute to the culture and character of the region. Like many small towns, it has struggled with changing demographics, economic diversity, disinvestment, and an under appreciation of its industrial character. The community has explored conventional historic preservation strategies and is designated under the Main Street Program but there are few artifacts that exhibit national or even regional significance. After exhausting nearly all conventional preservation opportunities, the community of Toledo is a prime example of a community that needs a more comprehensive approach to preservation.

The following section applies the cultural landscape approach to establish the historic context of Toledo and describe how conventional preservation practices have been applied with limited success. It then replicates the 11 landscape characteristics for 'reading the landscape' to understanding the town with a focus on the industrial history.

Community Profiles

Toledo is located at a bend in the Yaquina River about seven miles from the central Oregon coast (Fig. 10). Approximately 130 miles from Portland, the town is surrounded by forested hills and adjacent to the Yauina River system, both of which have contributed greatly to the city's historic growth as a timber and port community. The history of Toledo is representative of the growth of many small Western towns; yet despite contemporary economic trends and regional development threats, industrial businesses have evolved and tourism is emerging as supplementary economic opportunity.

KEY FACTS

- State: Oregon
- County: Lincoln
- Incorporated: 1886
- Total Area: 2.17 square miles of land, .015 square miles of water
- 2010 Population: 3,465 (0.01% decrease from 2000)
- Percentage of Lincoln County: 12.7%
- Growth Projections: 975 new residents by 2030[1] (28% increase)
- 2010 Employment Distribution:

  38% Manufacturing
  12% Transportation / Warehousing
  9% Leisure and Hospitality
  7% Natural Resources
  6% Public Administration
  6% Healthcare and Social Assistance

- Population Changes between 2000 and 2010:

  4.9% growth in working age (between 18 and 64)
  2.2% growth in retirement age (65 and older)
  4.9% drop in youth (younger than 18)

- Commute to Work:

  40% to Newport
  5% to Portland
  4% to Salem
  2.5% to Lincoln City and Corvallis (BST, 2012)

1 To help determine how historic population trends will influence land needs and employment growth in upcoming decades, the state requires each county to adopt a coordinated population forecast. If a county has not completed one, it may adopt a forecast completed by the Oregon Office of Economic Analysis (OEA) and assume that urban areas within that county will maintain a share of the projected populations equal to the current share (OAR 660-024-0030). Because Lincoln County has not completed a coordinated population forecast, this uses the OEA projections and a constant market share to estimate the City of Toledo's growth by 2030 (Makers, 2012).

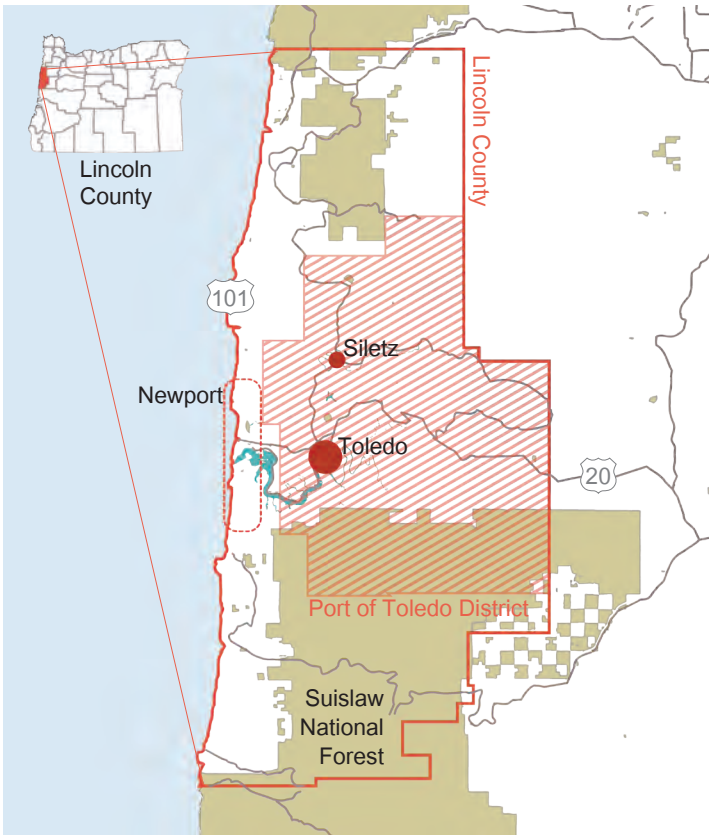

FIGURE 11: Pacific Spruce Lumber Company, circa 1920.
Looking East from hill above Yaquina Bay Road. Photo courtesy of University of Washington, Special Collections Division (Cress, n.d.).

FIGURE 12: Port District Location and Boundary.
Port of Toledo district encompasses approximately half the land area within Lincoln County, 443 out of 992 square miles. (Author, 2012).

Historic Development

The history of Toledo is organized into historic contexts based on common themes and trends in the development of the region.

[1865 - PRESENT] NATIVE AMERICAN

Native people inhabited the area long before the arrival of Anglo-American settlers. Several branches of the Salish Indians, (a consolidation of 30 to 50 groups including the Tillamook, Nehalem, and Siletz), hunted and fished throughout the region. Their access to the region's natural resources was diminished when settlers arrived from the East.

At the recommendation of the Oregon Delegation in Congress, President Johnson signed an Executive Order that established the Siletz Reservation in 1865 on land located about eight miles north of Toledo, 26 miles along the Siletz River. Euro-American settlers began to flood the region and the relationship between these two groups reflected the country's heightened racial tensions. In 1887 the Reservation was allotted and the communal land base was distributed to individual tribal members for private ownership. Excess land was then sold to the settlers. By 1945, only 3,000 acres of tribal land remained (a loss of over 99 percent of the original land base). The Federal government terminated the Siletz and liquidated what little remained of their Reservation.

The Federal relationship with the Siletz was reestablished in 1977 after years of organizing and lobbying by tribal members. This is the first Oregon tribe to have their tribal status reinstated and has since reestablished the Siletz Reservation. Today the tribe claims fishing privileges on the Yaquina River near Toledo and is actively pursuing light-industrial use on their land.

[1865 - 1895] EARLY SETTLEMENT

The town of Toledo was established under the Homestead Act of 1866 as Euro-Americans began to settle central Oregon. When the post office was constructed, settler Joseph Graham chose the name of the town because he missed his port and industrial hometown of Toledo, Ohio. The area attracted interest for its natural resources and its easy waterborne access to the Oregon coast. The first lumber mill of Toledo was built on Depot Slough and goods were transported on boats.

[1895-1915] COMING OF THE RAILROAD AND PORT

In 1895 the Corvallis and Yaquina Bay Railroad Company completed the first railroad in the region. While the railroad did not initially stop in Toledo, it illustrated broad investment in the region and the town continued to grow. One year later Toledo was chosen as the permanent county seat and the downtown established a waterfront hotel, a saloon and feed stable, a blacksmith's shop, and other businesses. A county courthouse and jail were also built, along with the first school, Victorian homes, and several churches.

The primary industries at this time were logging, agriculture, and fishing and each relied on transportation facilitated by the Yaquina River. In 1897 the town built a wharf located on Depot Slough (Fig. 17). Locals caught salmon with seine nets and delivered their catch to various canneries along the bay. Sawmills had also expanded along the waterfront and shipments of rock, timber, and other sundry goods were heading downriver by boat. In 1910, the Port of Toledo was created, in part, to make a connection between the rail and ocean transportation (Price, 1977). The Port built piers and dredged one mile from Depot Slough down the Yaquina River (Fig. 13). In 1914, the Port secured additional federal money for dredging and, in combination with a growing rail system, made transporting timber easy and affordable. This sparked another cycle of investment and nearly 70 small mills were established throughout the county.

[1915 - 1925] TIMBER BOOM

In 1917, the U.S. government chose Toledo for construction of the world's largest saw mill to supply wood for airplanes in World War I (O'Donnell, 1993). Although the war ended before the mill began production, the government constructed a system of railroads that fed the mill and ran through the former Indian tribal lands. A private company, the Pacific Spruce Corporation, purchased the government's holdings along with all the operations equipment. The mill reopened and the South Pacific Railroad line placed a spur that finally connected Toledo to Albany. In 1924 the lumber company employed 800 people and Toledo had become the industrial hub of Lincoln County.

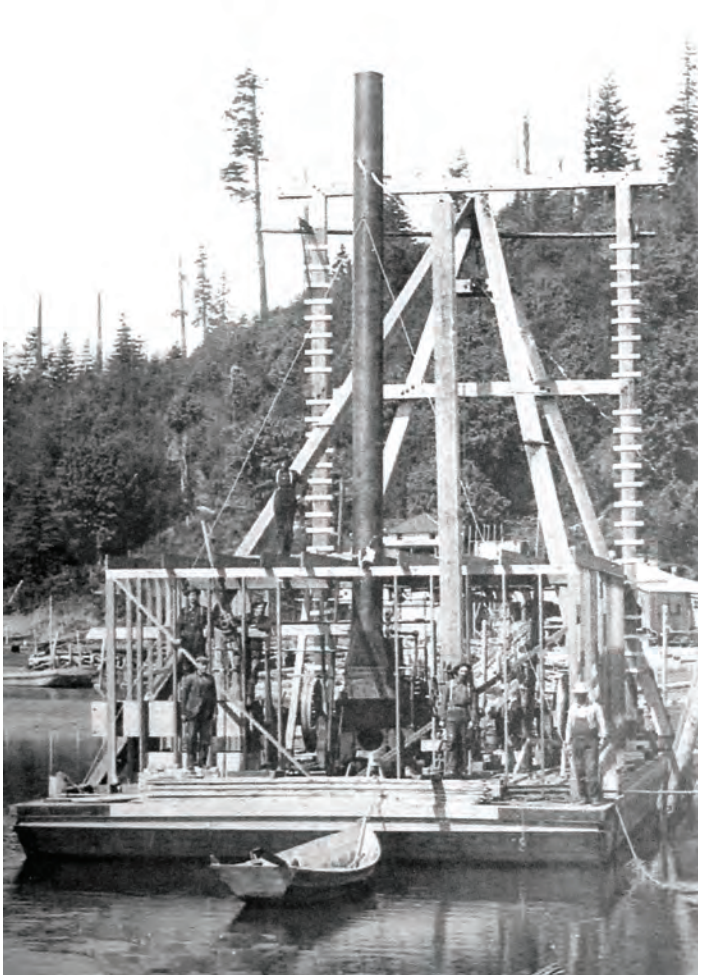

FIGURE 13: Port of Toledo dredge, 1908.
The first dredge boat, Chetco, under construction (*Lincoln County Historical Society)*.

FIGURE 14: Mill workers plant cooperative garden, 1932.
Employees of the Pacific Spruce lumber mill working in a cooperative garden (Oregon Historical Society).

[1925] JAPANESE-AMERICAN INCIDENT

The expulsion of Japanese resident workers in Toledo has become an important landmark for Japanese American heritage. In 1925 the Pacific Spruce Corporation decided to hire Japanese workers at less pay than white workers to perform work that was especially difficult and dangerous. When Toledo businessmen learned of the plan, they contacted the mill to make it clear that they did not want Japanese labor in their town and organized the Lincoln County Protection League, whose sole objective was to keep out Japanese, Chinese, Koreans, Filipinos, African Americans, and laborers from India (Cox, 2005).

For months the League lobbied against the hiring of immigrant labor but, despite objections, plans to hire moved forward. When the new workers arrived, a local mob held a demonstration that culminated in violence when the crowd stormed 'Tokyo Slough,' the residential area where the Japanese were staying. Twenty-seven Japanese, four Filipinos, and one Korean were taken by trucks and removed 50 miles away at the train depot in Corvallis.

A year later, a victim of the incident filed a civil lawsuit in the United States District Court of Oregon accusing nine people of violating his basic civil rights, including assault, intimidation, trespassing, breaking and entering, theft, and forced removal. The jury ruled unanimously in favor of the Japanese man and awarded $2,500 in damages, plus court costs. The New York Times reported on August 8, 1926, that "the right of Japanese residents in the United States to work where and when they will, and under whatever conditions may please them, has just been established definitely by action of the United States District Court for Oregon" (Cox, 2005). Other families later won other lawsuits against the leaders of the League and the incident serves as a reminder to the community of the ways in which Toledo's own history exists as part of the same political, economic and cross-cultural struggles that characterized the country's expansion into the western U.S.

[1925 - 1940] DEPRESSION AND CO-OPERATIVE GARDENING

Almost everyone in and around Toledo was dependent in some way on the timber industry. The mills closed periodically during the Depression and many workers fell back on subsistence gardening, hunting, and fishing. In the spring of 1932, a timber workers union called a meeting at the Lincoln County courthouse to discuss ways of alleviating the county's dire economic straits. The Oregon Journal reported that "there was one suggestion that met with universal approval, and that was the plan to assist co-operatively every needy family to grow a garden" (Allen, 2006).

The Pacific Spruce Corporation leased about a dozen acres of land so their employees could grow some of their own food. Within days about a hundred families had signed up for a 40x100-foot plot (Fig. 14). The company paid to have the land plowed and fertilized, and sold the potatoes and seeds to the employees at cost.

[1940 - 1970] ECONOMIC DECLINE

There was a slight economic boost during World War II when the Pacific Spruce Corporation began building tugboats for the United States Army, but economic decline continued after the Depression. The Port pleaded for state-funded dredging to facilitate the growing number of fishing vessels, but the funding did not come through and the maritime industry was unable to grow (Price, 1977). The county seat was moved from Toledo to Newport and, to make matters worse, an improved Highway 20 bypassed the city in the 1950s. As a result, many businesses relocated out of town.

The Pacific Spruce Corporation was also failing to make a profit and merged with Georgia-Pacific Corporation, which reopened in 1957 as a paper mill (Fig. 15). Georgia-Pacific's reinvestment in the town led to a major dredging project that extended all the way down the Oregon coast and was the only dredging project of this magnitude. This allowed larger ocean-going vessels to load cargo in Toledo. Port activity peaked until the 1960s when stricter state and federal water and air quality regulations changed business activities (Price, 1977). Georgia-Pacific eventually abandoned barge traffic for easier rail and truck transportation and cargo shipment was no longer able to support port activities.

[1970 - TODAY] TOLEDO INDUSTRY CONTINUES

Toledo is still considered the industrial center of Lincoln County due in large part to the Georgia-Pacific mill (which has since added a plywood production unit) that continues operation as one of the largest employers on the Oregon coast (Northwest Fisheries Science Center, 2012) (Fig. 16).[8] In recent years, the Port of Toledo's influence has increased as it has shifted focus to accommodate the area's recreational, light industrial parks, and commercial fishing opportunities. The Port has purchased defunct industrial land and partnered with the City to provide better connections to the waterfront. Together, they have augmented and beautified property along Depot Slough, acquired warehouse and business space, built two boat-launching parks downriver, hosted an annual wooden boat show, and began a youth boatbuilding and sailing program (Fig. 18). Today, Toledo is a historic town whose tourism, crafts, and antiques industries buttress the area's historic timber and fishing economy.

8 The Georgia-Pacific pulp mill is one of the largest manufacturing and biggest employers on the Oregon coast and is the largest tax payer in Lincoln County (BST Associates, 2012).

FIGURE 15: The Pacific Spruce Mill, circa 1960.
Courtesy of the Yaquina Pacific Railroad Historical Society (Author, 2012).

FIGURE 16: Georgia-Pacific mill site and Downtown Waterfront park under construction.
(Microsoft Corporation, 2012).

FIGURE 17: Port of Toledo Waterfront, 1912.
Depot Slough looking North
(Port of Toledo, 2012).

FIGURE 18: Wooden Boat Show, 2012.
Depot Slough looking South (Cesar, 2012).

Projected Opportunities and Challenges for Preservation

In addition to the general issues facing small towns, Toledo must address its own unique set of concerns.

SLOWING MANUFACTURING ECONOMY

The prominent role of manufacturing and industrial-type employment in Toledo sets the community apart from the rest of Lincoln County and much of the Oregon coast. The major industries continue to be forest products manufacturing, as well as fishing and boat building and repair. Together, manufacturing jobs accounts for 40 percent of all employment in Toledo and provide valuable living-wage jobs (BST Associates, 2012).[9]

The Oregon Economic and Community Development Department (OED) projects that industrial and related employment could increase in Lincoln County by738 jobs between 2010 and 2030 but jobs in the manufacturing sector will decline:

- Natural resources and mining increase by seven jobs.
- Construction increase by 43 jobs.
- Manufacturing decline by 73 jobs.
- Trade, transportation, and utilities increase by 761 jobs (BST Associates, 2012).

The drop in manufacturing is in large part due to the national trends and overseas production of forest products and paper mill production. While there are no impending plans to shut down the Georgia-Pacific paper mill, national declines are expected to affect the local employment (Table 01). There are several trends, however, which Toledo can capitalize on to potentially augment this expected loss in manufacturing. Some examples are identified below:

- The long-standing emphasis on industrial employment in Toledo.
- A growing emphasis on green industries as a part of rural economies.
- An increase in Internet-related employment, which can include data centers sited in light industrial locations.
- The increasing prominence of Lincoln County in the commercial fishing industry and marine research.
- Private timber holding throughout Lincoln County, which may boost an otherwise shrinking natural resource sector (Dean Runyon Associates, 2011).

Few efforts have been taken to attract green industries or Internet-related employment but the Port of Toledo continues to support the fishing and boating sector.[10] The commercial fishing industry in Oregon and Lincoln County is relatively healthy and employment is expected to hold steady through 2018 (BST Associates, 2012). Similarly, ship and boat building, repair, and maintenance have remained stable in Oregon. This is an important sector for Toledo, which draws fishing boats from all regions of Oregon as well as Washington, California, and Alaska. Fishermen interviewed as a part of this study indicated that recent regulatory changes and market conditions are favorable and minimal Port improvements could allow for bigger boats to use Toledo and capture an opportunity market (Makers, 2012).

9 In 2011, manufacturing employees in Lincoln Country made an average annual income of $51,900 (BST Associates, 2012).

10 In recent decades the commercial fishing industry in Oregon has fared much better than that in Washington or California. This is in large part due to the types of fish that are harvested commercially and more lineate environmental regulations. In 1984, Oregon's commercial fish harvest amounted to approximately 40,000 metric tons, but by 2007 and again in 2011 Oregon's commercial harvest exceeded 120,000 metric tons (BST Associates, 2012).

TABLE 01: Projected Job Growth in Lincoln County and Toledo

SECTOR	2008 LINCOLN COUNTY JOB COUNT	10 YEAR PROJECTION -2018	PROJECTED ANNUAL GROWTH	2030 LINCOLN COUNTY JOB COUNT	2030 LINCOLN COUNTY JOB GAIN	2030 TOLEDO PROJECTED JOB GAIN
Industrial						
Natural Resources & Mining	160	163	0.20 %	167	7	1
Construction	980	1,000	0.20 %	1,023	43	3
Manufacturing	1,110	1,077	-0.30 %	1,037	-73	-6
Retail /Services						
Trade, Transp & Utilities	3,460	3,806	1.00 %	4,221	761	58
Information	210	214	0.20 %	219	9	1
Financial Services	860	946	1.00 %	1,049	189	14
Professional and Business Svcs	980	1,127	1.50 %	1,303	323	25
Educational and Health Svcs	1,790	2,291	2.80 %	2,893	1,103	84
Leisure and Hospitality	4,320	4,795	1.10 %	5,365	1,045	80
Other Services	590	631	0.70 %	681	91	7
Institutional /Government						
Federal Government	270	302	1.20 %	341	71	5
State Government	770	793	0.30 %	821	51	4
Local Government	3,140	3,391	0.80 %	3,693	553	42
Other/Uncovered	559	616	0.90 %	673	114	9
TOTAL JOBS	**19,199**	**21,153**	**--**	**23,486**	**4,287**	**328**

(BST Associates, 2012).

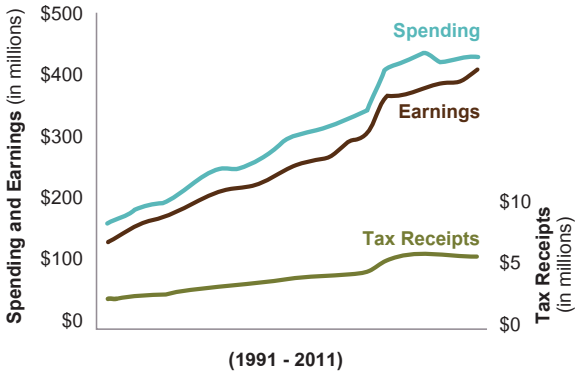

FIGURE 19: Lincoln County Visitor Impact
(BST Associates, 2012).

TABLE 02: Population Growth

YEAR	OREGON	LINCOLN COUNTY	TOLEDO
1870	90,923		200
1880	174,768		232
1890	313,767		
1900	431,536	3575	320
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

(U.S. Census of Population and Housing, 2004).

THE GROWING POPULATION AND TOURISM ACTIVITIES

Since its last peak in the 1960s, the population of Toledo has been steadily growing and is projected to continue for at least the next thirty years (Table 02). Manufacturing jobs are decreasing and the majority of employment growth is expected in the non-industrial sectors. More people are commuting to work and retirement age people are moving to the area in greater numbers (BST Associates, 2012).

For the past 20 years Oregon has seen a dramatic rise in tourism revenue.[11] Lincoln County has benefited from similar trends and jobs in the leisure and hospitality sector have become the largest source of employment in Lincoln County. Visitor spending is a key generator of local tax receipts, and more than half of the tax generated in Lincoln County stays local Fig. 19). However, this is more reflective of tourist investments in the central Oregon coast town of Newport. To capture day visitors, Toledo embarked on a joint marketing strategy with Newport for hosting annual events, such as The Wooden Boat Show and Antique Street Fair. If this continues, the City of Toledo can expect to see an influx of tourism and an improved tax base (Makers, 2012).

Furthermore, the growing artist community has contributed to the enhanced aesthetic quality of Toledo by developing murals and public art in the downtown. A survey in the spring of 2012 found that there are 33 artists in Toledo (Richard, 2012). The artists are beginning to market jointly, which helps to increase visibility and broaden their market.

INVESTMENT AND CONVENTIONAL PRESERVATION TOOLS EXHAUSTED

Toledo has seen cycles of investment and decay. A number of buildings have suffered during difficult economic times. However, a series of worker homes, a church, and bridge trestle have been listed on the National Register of Historic Places periodically throughout the past 30 years (Table 03). In 2009, a survey was completed for Main Street and 17 of the 34 buildings surveyed were determined eligible for listing (Oregon State Parks, 2012) (Fig. 20 - 21). This shows that a historic downtown fabric exists but is fragmented and it is likely ineligible for historic district designation.

The rerouting of Highway 20 north of the town historically hurt the economy but, over time, this has actually helped to retain a unique pedestrian-oriented environment that now attracts new types of businesses. In 2008, Toledo joined the Oregon Main Street Program.[12] Unlike many towns and cities across the state, Toledo's downtown does not stretch along a major State or National Highway. Since inception, the Main Street Program has engaged in a wide variety of activities, from organizing cleanup days, to taking out advertisements for local events, to producing resource toolkits that benefit businesses and entrepreneurs.[13]

Toledo's Main Street is small and, despite striking views of the active waterfront it abuts, the program does not partner or acknowledge the industrial business. A 2009 historic survey of the downtown did not include any industrial properties and incentive programs serve only local businesses that cater to tourism, such as a quilt and t-shirt shop.

11 According to the most recent tourism industry analysis prepared for the Oregon Tourism Commission Salem, spending by visitors to Oregon increased from $3.4 billion in 1991 to an estimated $8.8 billion in 2011 (Dean Runyon Associates, 2011). Since 2001, the amount spent on food and beverage service grew from $67.5 million to $103.9 million. Spending on arts, entertainment, and recreation grew from $49.2 million to $56.0 million, and spending on retail sales grew from $52.7 million to $56.0 million. This represents annual average growth of 4.9 percent. Growth from visitor spending in Lincoln County was essentially the same as statewide over the past 20 years (BST Associates, 2012).

12 The Main Street Program was originally run by the City of Toledo but is now transitioning into an independent non-profit and obtaining 501(c)3 status.

13 Main Street Board President Terri Strom explained that "[t]he Main Street program is geared toward Main Street, but our goal is to benefit the whole community…to make Toledo a destination where people want to come and where they want to stay" (Main Street Program to Become Independent, 2012).

FRAGMENTED INDUSTRIAL HERITAGE

Toledo has a passionate community that values its industrial heritage. Anyone visiting the town for the first time would notice the public art and maritime street furniture dispersed throughout the town and a large historic mosaic mural depicting the peak of the timber era. There are three museums including a joint partnership museum with the City of Newport that opens next year and will focus exclusively on maritime heritage. In Toledo, the Yaquina Railroad Historical Society (YRHS) is located in a refurbished caboose near the downtown waterfront park with an exhibition of historic rail equipment and logging tools.[14] The museum is staffed with local volunteers and funded by grants and membership dues. Another accomplishment by the Port of Toledo is the recently completed small boathouse where local children are invited to learn traditional Native American canoe building as well as contemporary maritime craft (Port of Toledo, 2012).

Despite tremendous efforts, there is no coordination between groups and individuals working to protect their industrial heritage. During interviews, a museum coordinator mentioned that many groups are competing for the same limited funding sources (Makers, 2012). Moreover, museums portray only a fragment of Toledo's industrial past. Issues of environmental and employee health and wellness are disregarded in exchange for a romanticized story.

TABLE 03: Historic Preservation Practice in Toledo

Program	Description	Area of Focus	
		Small Town	Industrial Heritage
Main Street Program	Joined Oregon's Main Street Program in 2008	X	
National Register of Historic Places	Pacific Spruce Saw Mill Tenant Houses (146-192 NE 6th St) listed in 1999	X	X
	St John's Episcopal Church (110 NE Alder St) listed in 1990	X	
	Chitwood Bridge (on the Yaquina River) listed in 1979	X	X
Museums	Pacific Maritime & Heritage Center (Scheduled to open in Summer, 2013)	X	X
	Toledo History Center	X	
	Yaquina Pacific Railroad Historical Society chartered in 1963	X	X
Design Guidelines	2007 Waterfront Development Strategic Plan includes a set of design guidelines for use by the Port in reviewing building and site design proposals on their property		X
Murals and public art	Centennial Mosaic Mural is one of the largest outdoor mosaic murals in the Northwest	X	X
Wooden Boat Show	For the past eight years the Port of Toledo hosts a waterfront festival that showcases small wooden boats from around the region	X	X
Boathouse	The Port of Toledo has recently opened a small boathouse for locals to learn traditional Native American canoe building as well as contemporary maritime craft		X
Oral History	Women were interview in 2008 to capture stories of gay and lesbian history along the Oregon Coast (Guardino, 2008)	X	
Tax Incentives	Lincoln County has one of the largest enterprise zones in the state under a program administered by the Oregon Economic and Community Development Department. Within it, companies engaged in eligible business activities on appropriately zoned properties can apply for a tax break if they move in or add facilities		X

14 According to YRHS records, the number of visitors who signed the guest book has increased steadily from 1,268 individuals in 2007 to 2,355 in 2011. Approximately 45 percent of the visitors in 2011 were local residents, 37 percent were from other parts of Oregon and 19 percent were from out of state (BST Associates, 2012).

FIGURE 20: Historic Main Street.
Photo Courtesy of Harry Hawkins.
(Guardino, 2008).

FIGURE 21: Main Street, 2012.
Views of maritime and the Georgia-Pacific mill can be seen from Main Street
(Author, 2012).

READING THE LANDSCAPE

This section documents the types of data and information that collectively contribute to the general character and setting of Toledo's landscape as described in the National Park Service Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes (McClelland, 1999). While these 11 landscape characteristics were originally developed for rural areas, it is fairly applicable to small towns and documentation of industrial landscapes.

A full Cultural Landscapes Report would require years of research and this is not intended to be a comprehensive survey. This summary, instead, focuses on the physical evidence of past industrial uses, events, and associations that are often overlooked by preservationists. They reflect a variety of activities that have evolved throughout different periods of time and may or may not be historically significant or contributing according to National Register criteria.

01 Land Uses and Activities

Playing fields, logging areas, commercial districts, harbor and water dependant uses, parks and natural reserves, residential, civic and religious places.

The general land uses within the town of Toledo are commercial, residential, recreation, natural resources, and industrial. The location and relative proportion of these parcels of use are almost identical to the early 20th century maps of Toledo and the industrial land remains the visual and economic focus of the town.

As the town was first settled, there were agricultural lands and small sawmills along the Yaquina River's edge. Once the Port was established, maritime and waterborne transportation facilities developed, then factories and large swaths of light-industrial storage began to appear. Many of these small mills closed as the nearby resources were depleted, leaving large parcels of underdeveloped land available. The Port and City government have purchased most of these waterfront sites to support maritime activities and other light-industrial and water-dependant uses. Ongoing operations include fishing, boat building and repair, fabrication, storage, recycling center, aquaculture, and the Georgia-Pacific mill.

Currently, town planners are in the process of rezoning downtown parcels from water-dependent to light industrial. This would permit the continuation of industrial land uses but would also allow for restaurants, housing, and other non-water-dependent uses that may not be compatible with adjacent industrial activities. A similar rezone took place on a series of Port-owned property along Depot Slough. This area is located adjacent to Main Street and represents a key recreational opportunity to bring people down to the water. Significant public amenities have been added[15] and the new master plan for the site envisions an open space for everyday interactions and tourist events located within an industrial setting (Fig 22) .

15 Over the past two years, the Port has developed transient and permanent moorage facilities (sixteen slips and eight moorings for vessels from twenty feet up to sixty feet), the Toledo Boating Club boathouse, a small amphitheatre, activities pavilion, waterfront trail, public restrooms, and viewing platform.

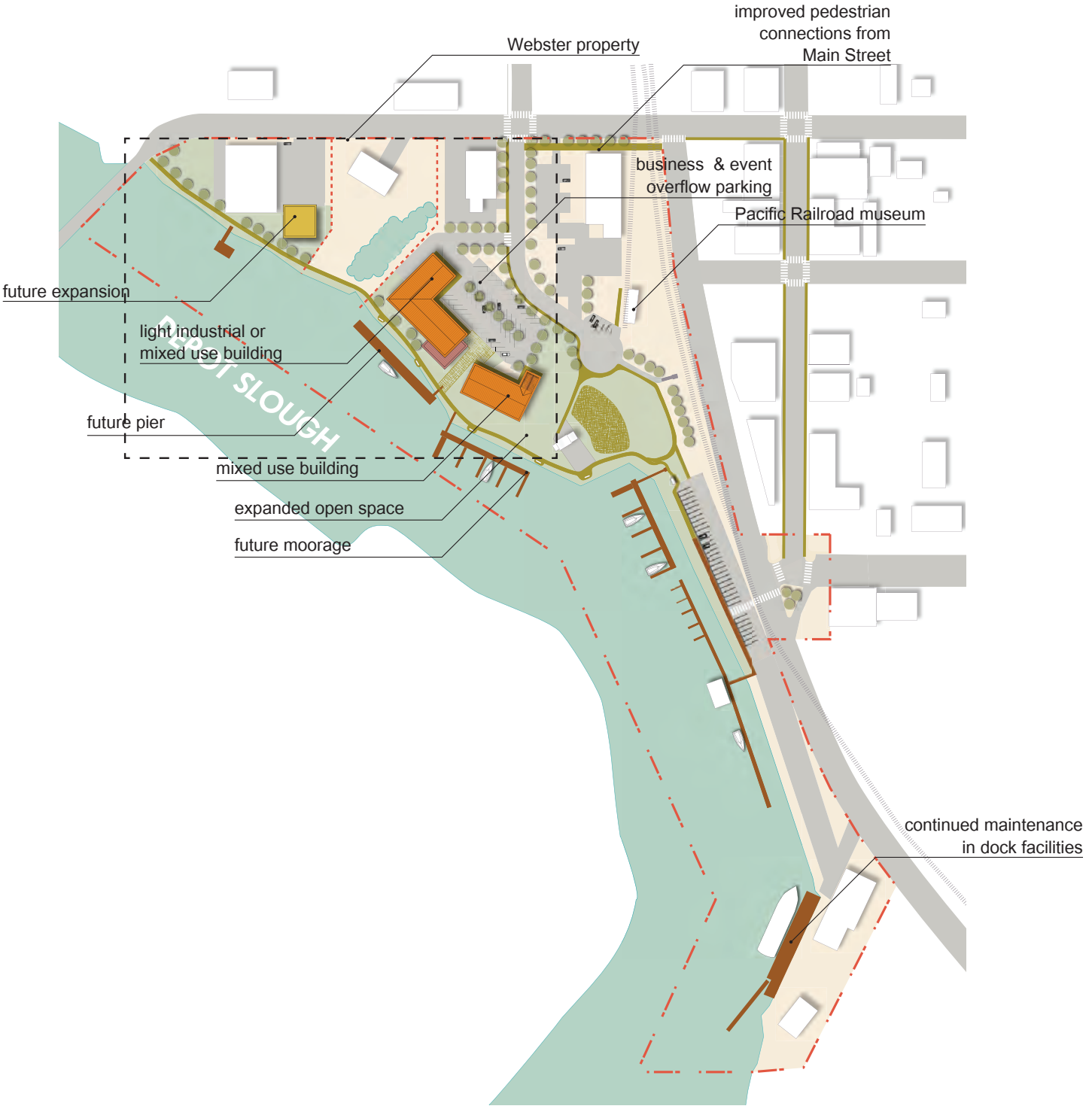

FIGURE 22: Downtown Waterfront illustrative site plan.
Over the past two years, the Port has developed transient and permanent moorage facilities, the Toledo Boating Club boathouse, a small amphitheatre, activities pavilion, waterfront trail, public restrooms, and viewing platform. This illustration shows how new light-industrial development can be integrated and enhance the pedestrian experience. (Makers, 2012).

02 Patterns of Spatial Organization

Overall circulation networks, areas of land use, natural features, clusters of structures, division of property.

Development patterns have been largely determined by the natural features and industrial growth of the town (Fig. 23). During the initial timber boom, trees were harvested and transported by water to the Oregon coast. As activity on the harbor grew, Main Street was established parallel to Depot Slough which then terminates at the water's edge. Civic, commercial, and residential communities were clustered within a reasonable walking distance to the adjoining industrial waterfront properties. As the population increased, single family homes were constructed along the slope of the east hill and immigrant housing was established in the undevelopable floodplain areas.

Around WWII, the United States government purchased large properties of waterfront land to build a timber factory (now the Georgia-Pacific mill). The location was chosen because water could be used to supply power, water for production uses, and fire protection. Subsequent owners expanded the factory, extending the industrial character to the south and across Depot Slough. These large pieces of property remain under single ownership and the entire waterfront has retained its industrial use character (see Land Use section 1 for more detail).

During the mid-century economic decline, commercial uses migrated away from the Main Street and took advantage of larger available properties on top of the hill and along the Business Route Hwy 20. Similarly, the schools and other civic uses were constructed further from the downtown, no longer clustered around Main Street but dispersed throughout the landscape. There has been an effort to refocus civic energies along Main Street but property ownership and small parcel size inhibit school, grocery store, and other contemporary amenities from relocating to the downtown.

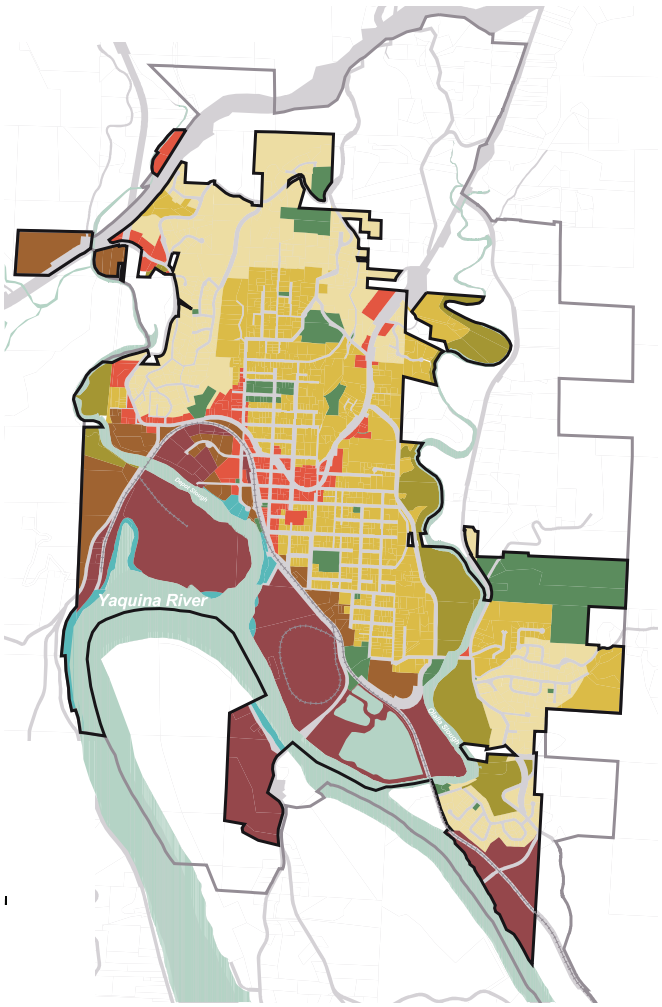

FIGURE 23: Toledo 2011 Zoning Map.
City limits
Urban Growth Boundary
Rail Road

Commercial
Industrial
Light Industrial
Natural Resources
Public Lands
Residential General
Residential Single
Water Dependent
Waterways (Author, 2012).

03 Response to the Natural Environment

Adaptations to climate and natural features seen in land use, orientation of clusters, construction materials, design of buildings, and methods of transportation.

Toledo is located at a bend in the Yaquina River about seven miles from the Central Oregon coast. The town is surrounded by forested foothills which offer protection from the harsh ocean climate yet remains physically connected by the Yaquina River system. Human manipulation and extraction of natural resources has been vital to the livelihood of the surrounding community and contributed greatly to the city's historic growth as a timber and port community. Unlike many historically industrial sites, the environmental legacy of these land uses is relatively minimal and contemporary industrial practices achieve local and federal environmental standards.

One of the largest alterations to the landscape has been the continual dredging that has occurred of Depot Slough and the Yaquina River. Before the Toledo Port district was established in 1910, small jetties were limited to naturally deep areas of the river and many boats could travel only during high tide. As boat size increased, traveling along the river became more problematic. In an effort to spur economic activity, the Port began channeling and dredging in 1911.

Periodic dredging of the navigational channel is now required to retain river access (Table 04). Water-dependent business and recreation users rely on this connection to the ocean and without dredging many industries would cease to exist. It is becoming increasingly challenging to find consistent, environmentally responsible, cost-effective methods for the disposal of the dredge spoils generated by such maintenance dredging (Fig. 24). Environmental regulations have become more stringent and the prior method of open water / ocean placement is no longer economically viable. Therefore, Toledo recently started to think more creatively about disposal sites but the issue will only become more complicated.

FIGURE 24: Dredge spoils in Toledo's Downtown Waterfront.
The Port placed dredge spoils from the Yaquina River on the Downtown Waterfront site. This material was used to created the waterfront amphitheatre and other landscape features (Author, 2012).

TABLE 04: Dredging Depot Slough & Yaquina River

1911-1912	Depot Slough, Yaquina River, around Toledo	Spoils river and slough sites
1914	Depot Slough, Yaquina River	Spoils river and slough sites
1931-1933	Depot Slough, Yaquina River, around Toledo	Spoils river and slough sites
1956	Depot Slough	Spoils river and slough sites
1968-1969	Depot Slough upriver	Spoils river and slough sites
1977-1978	Depot Slough, Yaquina River, around Toledo	Spoils river sites
1981-1982	Depot Slough	Spoils river sites
1995	Depot Slough	Spoils at sea and Tokyo Slough
2009-2010	Depot Slough	Spoils at sea

(Hitchman 2010).

04 Cultural Traditions

Land use practices, buildings and structures, ethnic or religious institutions, community organization, construction methods, technology, trades and skills, use of plants, craftsmanship, and patterns of land division.

The cultural traditions of Toledo are tied to industry and the families that have worked in these businesses or supporting sectors for generations. Historically, as the population grew, it diversified as immigrants moved into town. Some were transient and stayed only for the duration of work while others established themselves more permanently in the community. Each sector of industry implies different life styles, social and occupational concentrations, and community values but there are commonalities between them too (Schroeder, 1981). These diverse people were united by their trade, employment skills, and a shared reliance on the success of Toledo's industrial businesses.

As the economic landscape diversified, Toledo attracted a new type of resident and the younger generations are choosing to leave for other types of employment. Individuals in Toledo no longer share the same collective industrial heritage as strongly as they had in the past. Yet, there is a long history of craftsmanship and constructing from locally-sourced materials. The Toledo Boating Club boathouse was recently completed to provide classroom and workshop space for locals to learn about and gain experience with boatbuilding, maintenance, sailing, and seamanship (Fig. 25 - 26). This is intended to extend building traditions to youth and future generations.

FIGURE 25: Toledo Boating Club Boathouse interior.
This classroom and workshop space open to the public interested in boatbuilding (Author, 2012).

FIGURE 26: Toledo Boating Club Boathouse.
The boathouse was built with reclaimed materials and volunteer support. (Author, 2012).

05 Circulation Networks

Sidewalks, roads, streams, highways, railways, and waterways.

Toledo is physically isolated and its limited transportation connections to the larger region restrained industrial development throughout the early years of settlement. The arrival of the Oregon Pacific Railroad was the first substantial transportation link and, as additional lines were constructed, rail slowly became a reasonable means of moving industrial products inland. Waterborne transportation was another vital linkage. Once dredging was mandated by the Port, oceangoing vessels and cargo could reach Toledo via the Yaquina River. This remains the only Oregon inland coastal community with a deepwater channel.

In the 1950s Toledo was slated to be connected to US Highway 20 but was rerouted north and bypassed the downtown. Today, Alternate Business Route Hwy 20 runs through the Toledo's downtown and SE Butler Bridge Road runs parallel to the river to connect the Georgia-Pacific mill with Highway 20 (Fig. 27). The mill now transports a majority of their product along this truck route and relies on the railroad for only limited services.

Sidewalks and pedestrian circulation are relatively intact within the downtown area but the railroad and Butler Bridge Road have historically isolated downtown from the waterfront. Recent investments by the City and Port have improved two key intersections and provided pedestrian paths along the waterfront with views of the working waterfront (Fig. 28). There is also a small boat launch for non-motorized vehicles for recreationalists to directly interact with the water. However, despite the potential for increased tourism, there are no dedicated or marked bicycle routes throughout the town.

FIGURE 27: Contemporary circulation network. (Author, 2012).

FIGURE 28: Main Street intersection improvements.
The first pedestrian connections has been completed by the City of Toledo to improve the connectively between the downtown and waterfront area. This has provided safer and more convenient access for bicycles and pedestrians while retaining mobility for vehicles, freight, and rail traffic (Author, 2012).

06 Boundary Demarcations

Divisions marked by walls, land use, vegetation, topography, roadways, bodies of water, and irrigation or drainage ditches.

A combination of natural landscapes, historic property types, and current planning needs have created boundaries between residents and the waterways. Historically industrial land uses along the waterfront have created a weak boundary that was permeated by people working on the harbor and for leisurely purposes. As heavy industry began to appear, fences were put up to inhibit entrance onto the site and the railway and road parallel to the waterfront created a greater barrier (Fig. 29). These edges are strongest when they are not only visually prominent but also continuous in form and impenetrable to cross (Lynch, 1960). Recent investments of public amenities along the downtown waterfront have reintroduced some porosity but such areas are limited.

Natural topography, floodplains, the river, and small water channels historically contained development and these natural barriers have remained relatively constant overtime. Steep topography along the bend of the river has limited redevelopment potential on Toledo's west waterfront site. Tokyo and Depot Slough have isolated a large piece of property that has continuously been used as storage for mills and timber transportation.

These natural features were used to denote the town border and only minimal residential and institutional buildings have developed outside these boundaries. In 1973, an Urban Growth Boundary was established to protect Oregon's natural resources (Fig. 23). The boundary generally follows Toledo's outline and diverges only to include the Toledo Elementary and High School and low density residential.

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FIGURE 29: Heavy-industrial boundaries. Constructed barriers around Georgia-Pacific disconnect adjacent residential from the waterfront (Author, 2012).

07 Vegetation Related to Land Use

Functional and ornamental trees and shrubs, mounds and earthworks, invasive species, native vegetation, orchards, grass, gardens, forests, and grasslands.

Historic surveys have shown tremendous tracts of Douglas fir and spruce throughout Lincoln County. It was these trees that attracted the logging industry to the area and virtually all of this native vegetation has disappeared (Fig. 30).

Trees near the waterways were first removed to create arable land for agriculture. As the population grew, trees near the downtown area were eradicated and few, if any, of these were replanted. Forestry practices improved and new trees were planted after logging on the outskirts of town. Areas of young forests are prominent throughout the surrounding landscape. Recreational and residential areas have introduced new vegetation types but the downtown core and industrial areas still lack dense vegetation.

The Yaquina River has lost over 70 percent of its historic estuarine marches. Only a few intact riparian sections remain and these were not intentionally protected but proved too difficult to develop for industrial purposes. Evolving technology and development pressures threaten the little riparian ecologies that remain. To protect these areas in perpetuity, over 400 acres of tidal wetland near Toledo have been purchased by conservation agencies.

FIGURE 30: Logs transported along the Yaquina River, 1919.
Logged spruce trees being transported along the channalized waterway to the Oregon coast. In the background, the recently completed railroad and agrarian land uses can be seen. Photo courtesy of University of Washington, Special Collections Division (Curtis, 1919).

08 Buildings, Structures, and Objects

Residences, schools, churches, storage sheds, public art, stores, community halls, and train depots, dams, canals, tunnels, mining shafts, grain elevators, bridges, earthworks, highways, docks, mobile lifts, and elevators.

The most prolific and defining buildings in Toledo are the industrial structures along the waterfront. These provide different functions and exhibit no distinctive architectural style or consistent visual arrangement. For example, many of the historic wooden docks remain but suffer from deterioration and no longer meet safety regulations (Fig. 33). The Georgia-Pacific mill and associated properties have been continually altered and appear rusted and outdated at first glance (Fig. 34). Affordable corrugated metal sheds dot the landscape and the Port established a set of design guidelines for new development on its property that attempts to mimic this industrial material and form (Fig. 35).

Industrial growth spurred adjacent neighborhood development. During prosperous times in the early 20th century, business owners built extravagant Victorian homes. Many of these fell into disrepair but others have been restored to their original grandeur. Workers' homes, on the other hand, were constructed in a vernacular style. Most have been demolished and the Pacific Spruce Saw Mill Tenant Houses (listed on the National Register in 1999) are one of the few remaining properties with these common types of homes.

At this time, residents constructed several civic buildings such as the town hall and churches. These buildings have been continually repurposed and protect an eclectic character for the neighborhood. For example, St. John's Episcopal Church built in the Gothic style was listed on the National Register of Historic Places in 1990 and is now used as an art gallery and collective. Commercial buildings along Main Street were also built at this time as two- and three-story wood-frame construction with retail on the ground floor and apartments above. Most of these buildings still remain but suffer from deterioration.

FIGURE 31: Toledo's Art District.
One block of wood shingled craftsman homes and institutional buildings have been restored. The majority of these are now used for artist galleries and tourist accommodations (Author, 2012).

FIGURE 32: Main Street pedestrian character.
The details and pedestrian amenities along Main Street are inviting, especially in contrast to the large-scale industrial districts (Author, 2012).

FIGURE 33: Underutilized warehouse building.
Historic wooden structures like these dot the landscape. These were built to support the lumber industry and many have been adapted for maritime use and storage facilities (Author, 2012).

FIGURE 34: View of Georgia Pacific mill across Yaquina River.
Access to the Georgia-Pacific mill is restricted but spectacular views of the cluster of industrial structures and steam can be seen from almost anywhere in the town (Author, 2012).

FIGURE 35: Port of Toledo boatyard.
Large boats park along the numerous docks and maritime equipment. These materials are especially susceptible to weathering and deterioration and may appear outdated (Author, 2012).

09 Clusters

Downtown, crossroads, harbors, and factory complexes.

Seven historic and non-historic clusters have emerged in Toledo. While they are not explicitly defined, each district exhibits a general function, scale, spatial arrangements, density, condition, and composition (Fig. 36).

Arts District. Increasingly, artists are moving into the historic Victorian homes in Toledo. They are reinvesting into the aesthetics of the neighborhood while adding their own flavor with public sculptures and distinctive signage. The historic building stock in this district is generally complete and becoming Toledo's premier tourist destination.

Commercial Main Street. Main Street runs parallel to Depot Slough and has retained most of its historic built stock. The majority of the buildings have a retail store front with small apartments above and other civic buildings that have been retrofitted into commercial uses. The area is participating in Oregon's Main Street Program yet many storefronts remain vacant or underutilized.

Downtown Waterfront. This waterfront has seen a lot of changes and reinvestment over the past few years. This post-industrial site is now used as an open space with public amenities that invite people down to the water's edge. Developable properties are still available and new buildings are expected to be pedestrian-friendly, public attractions.

Heavy Industrial. The Georgia-Pacific mill occupies three large waterfront properties, separated by Depot Slough and Butler Bridge Road. The central property is used for the factory and contains a variety of buildings and structures. While this offers a unique visual landscape, access by the general public is restricted.

Low-density Residential. A mix of historic and newer built single-family homes surrounds the downtown core. These provide affordable housing options for residents.

Maritime and Light-industrial. This area is characterized by functional industrial buildings and a landscape cluttered with equipment. There is a direct relationship with the water and docks lining the shore.

Natural Resources. Depot and Olalla Slough and their adjoining floodplain have created large open spaces which are undevelopable and create a natural barrier to growth.

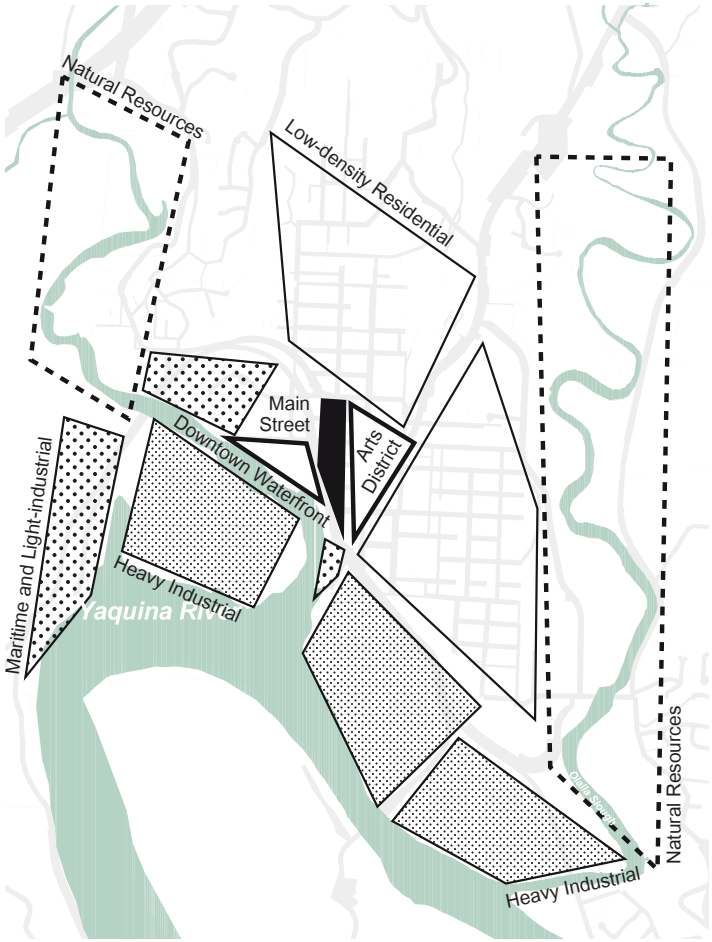

FIGURE 36: City of Toledo's clusters.
(Author, 2012).

10 Archeological Sites

Road traces, reforested fields, ruins, mills, piers and wharves, and quarries.

Archaeological sites are potentially historically significant even after structural integrity is lost. The spatial distribution of features, surface disturbances, subsurface remains, patterns of soil erosion, and soil compaction yield information about the evolution and past uses of the area. They can take on many forms and provide valuable information about the ways the land has been used or the technological methods that no longer exist.

Archaeological research is not possible for this project but some general assumptions can be made. Interviews may offer important clues and during this study one interviewee revealed that a body of a tribal member was unearthed by natural soil erosion along a steep slope on the west edge of town. Members of the Confederated Tribes of Siletz Indians confirmed the findings and held a burial ceremony. It is likely that this area was historically significant to the Salish Indians and other resources may be found during excavation of the boatyard area below.

Another area is the abandoned site of Yaquina City just a few miles downriver from Toledo. The town shares a similar historic beginning as Toledo and boosted over two thousand residents in the 1890s until hard economic times left it completely deserted by the 1960s. Only a few remnants are left of this landscape but understanding the failure of this town may shed light onto the historic successes of Toledo (Fig. 37).

FIGURE 37: Abandoned railroad trestle piers.
Remnants of the railroad that once ran to Yaquina City, west of Toledo.
(Geronimo the Elder, 2005).

11 Small-scale Elements

Foundations, isolated vegetation, materials, and signage.

Small-scale elements clutter the industrial landscape and contribute to the unique character of place (Fig. 38). These features are specific to the town and occur repeatedly throughout the area. While many of these small-scale elements are permanent, some, such as the fishing nets, are temporary. Collectively, they provide a sense of place but lack the historical significance of archaeology sites.

Hundreds of historic wooden pilings remain in the Yaquina River. These were once used to tie up boats transporting timber products and illustrate the expanse of industrial activity that once occurred in the harbor. These pilings are falling into disrepair and becoming an impediment to waterborne navigation and recreational boating. To protect public safety, the Port has been actively involved in the ongoing removal of the pilings. These pilings were made of dense wood and have been reused in the design of new docks and public buildings, providing a historic material pallet for new construction (Fig. 39).

FIGURE 38: North Bay Industrial Center. A welder and artist share a workspace and equipment in one of the light industrial buildings and clutter the outdoor area (Author, 2012).

FIGURE 39: Downtown Waterfront materials pallet. Historic pilings have been reused and incorporated into the park design and local welders have created series of benches. (News Lincoln County, 2012).

Historic Evaluation

> *"Change is essential and only constant characteristics of the history of many American city districts" (Hamer, 1998, p. ix).*

Descriptions of the 11 landscape characteristics described in the *National Register Bulletin 30: Guidelines for Evaluating and Documenting Rural Historic Landscapes* are used to inform 'historic evaluation' and determine if the area meets the criteria of the National Register. Cultural landscape preservation evaluation entails three major activities: defining significance, assessing historic integrity, and selecting boundaries (McClelland, 1999). This is not a quantifiable evaluation. Preservationists and local historians determine if a landscape is eligible based on knowledge and experience. Given that these determinations rely on previous assessments, it is unlikely that the industrial area of Toledo embodies a high enough degree of historic significance or historic integrity to be listed. However, the evaluations below illustrate ways in which historic significance and historic integrity could be reinterpreted and preservation might be applied to the case of Toledo.

HISTORIC SIGNIFICANCE

Toledo is not nationally significant or especially unique. To be listed on the National Register the property must possess significance in at least one of the four criteria listed below. This depends upon the presence of tangible landscape features and evidence of cultural and natural process that have shaped the landscape. Based on the historic research, Toledo would not meet criteria listed under B, C, or D but may be considered under Criterion A.

- ***Criterion A. Associated with Event***. Industrial land uses in Toledo contributed to the broad patterns of history and led to the community's development. Logging and fishing activities have had a direct involvement in the area's economy and generally follow regional historical themes.
- ***Criterion B. Associated with Person***. This area has not been associated with the lives of persons significant in our past.
- ***Criterion C. Distinctive Architectural Style***. Functional industrial structures are ubiquitous and do not embody distinctive characteristics of design, style, or methods of construction.
- ***Criterion D. Archaeological Potential***. While there may be evidence of historic or prehistory in the area, it is not applicable to industrial activities.

Patterns of change in the local or regional context may also affect historic significance. For example, typical fishing and maritime harbors clustered around wooden docks, small storage sheds, and processing plants were once prominent along the Oregon coast. As changing port activities and new land uses destroy more and more of these characteristics, isolated communities continuing such traditional activities gain historic significance. Such comparisons reveal a greater degree of historic significance. Perhaps Toledo would be eligible for local listing because similar types of places are disappearing.

HISTORIC INTEGRITY

The National Register program determines historic integrity based on the composite effect of seven qualities: location, design, setting, materials, workmanship, feeling, and association. These elements typically focus on architectural features and rely on visual characteristics that are not suitable for industrial areas. A more appropriate application may be the original guidelines developed by the National Park Service in 1977 which defines historic integrity as “those qualities in a building and its site that give it meaning and value” (Morton, 1976, p. 101). These guidelines included ‘continuity’ as an important attribute. Continuity, however, is also “the most difficult aspect of integrity to grasp… for the simple reason that on the surface it appears to work against some of the other attributes mentioned” (Murtagh, 2006, p. 103).

When continuity is incorporated into the definition of historic integrity, it becomes the strongest case for Toledo. For example, many properties along the waterfront are presently used for lumber and milling as they had in the past. This is not to say that ownership and specific technologies have not changed. Pulp is now produced at the Georgia-Pacific mill and stricter environmental regulations have forced the company to build a system of water-treatment pools. In none of these modifications, however, have the massing and view from downtown been seriously compromised. The working-wage jobs survive and historic buildings find new uses because the same types of industrial activities are occurring on the land.

Historic evaluation also considers how well the property represents the period of time or theme for which it is being recognized. Historic District criteria refer to this as the ‘period of significance.’ This begins with the date of the earliest land use or activity that is reflected by historic characteristics tangible today. Continuous land uses are not applicable and a time of 50 years is used as the closing date if a more specific date cannot be identified (McClelland, 1999). This would limit Toledo to development prior to 1960s, becoming the benchmark for measuring whether subsequent changes have severely altered the historic integrity. The limitations set forth by the period of significance contradict continuity into the present and future and are irrelevant to industrial areas where “change is essential and only constant characteristics” (Hamer, 1998, p. ix).

Reliance on the period of significance would need to be resolved before Toledo’s continued land use could be factored into historic integrity determination. Once historic integrity is determined, the community could then formulate a course of action and determine the appropriate minimal level of significance. If residents and preservationists were supportive, the list of potential designated properties would be more inclusive than if designation and regulations were opposed (Tyler, 2009). The community may also influence the extent of regulations and / or incentives that may be placed on the properties. Such action would ensure that the character defining features are protected and maintained while allowing for contemporary uses to continue.

INDUSTRIAL LANDSCAPE PRESERVATION STRATEGIES AND PROJECTS

> *"The role of design and aesthetics in establishing harmonious relationships between the old and the new in today's rapidly changing landscape is fraught with confusion and uncertainty about what the purpose should be. The industrial and technological forms that have become part of our countryside are a consequence of our way of life and are a necessary part of the future" (Hough, 1990, p. 71).*

While cultural landscape preservation provides a tool for understanding the landscape, a period of historic significance and a degree of historic integrity must be determined to list it on the National Register of Historic Places. Based on preexisting values and patterns, it is unlikely that a working industrial town could be designated. These places thus require management practices that are dynamic, innovative, and sensitive to their special nature (Boyle, 2008). In the case of Toledo, other implementation tools are needed to be written into law and practical actions. Fortunately, the emerging studies of industrial heritage and lessons from the Main Street Program offer insight into local coordination strategies for implementing and protecting industrial landscapes.

To describe 'industrial landscape preservation,' this section looks at amending traditional preservation practice with five broad strategies. The Toledo case study is then used to illustrate how specific strategies could be applied as 'Action Projects.' These are not intended as a comprehensive list but as examples of immediate actions that may offer a degree of protection or historical interpretation. Together, these efforts link historic places and resources with future uses, thus preservation becomes a generative process that foster growth and a more effective planning tool for community and economic revitalization.

- Put measures in place for the continuation or compatible industrial uses.
- Effectively managing change (not just objects).
- Redefine historic integrity to protect the defining features in the landscape.
- Identify changes that have historically affected a community through a common narrative.
- Seek an inclusive planning approach to preservation.

Put Measures in Place for the Continuation of Compatible Industrial Uses

The most effective way to protect the culture and social assets of an industrial-based economy is to ensure the continuation of that industry, jobs, and traditional skills. Without local planning, an industrial area is subject to competing uses. Once converted to another use it is unlikely that this land could revert back to industrial. On the other hand, when local government, environmental, and planning leaders collectively agree and prioritize the continuation of industrial economy, they can implement effective measures to promote vibrant working landscapes.

We can learn from tools developed for the National Park Service's cultural landscapes which acknowledge that an array of land use instruments are needed at the local and national scale, including:

- ***Regulation***. Legal restrictions on what can be done on a parcel of land such as zoning, comprehensive planning, business restrictions, or voluntary compliance.
- ***Acquisition***. Piece of land is publically purchased through conservation easements, land trusts, land banks, or development rights.
- ***Incentives***. Benefits to business and property owners might include awards, competitive grants, or current-use taxation.
- ***Information and education***. Information will result in better stewardship and can range from jobs training in traditional craft to changing the perception of legislation and policy makers.

TOLEDO ACTION PROJECTS

- Develop vocational training programs to supplement the aging maritime workforce.
- The Port of Toledo should continue to apply for funding and grants though the State of Oregon.
- Expand and advertise existing business tax incentives to encourage businesses to reinvest in their property.
- Incentivize new resource-based economies, such as aquaculture, that reinterpret and build on traditional skills.

Effectively Managing Change (Not Just Objects)

The majority of industrial landscapes evolved unintentionally, derived from topography, land values, and political decision making. For the history of a place to remain viable it must have relevance to contemporary life, yet preservation has traditionally focused on identifying and protecting the material aspects of the past. This emphasizes stability over change, which is not appropriate for industrial sites.

Preservation must acknowledge the dynamic nature of landscapes while planning for future changes. Identifying issues in advance involves anticipating the potential loss and incompatible development that could reduce historic integrity and overall character. If managed correctly, however, new development does not necessarily contradict history and preservation can be also used to encourage types of changes that enhance sense of place (Carlton-LaNey, 1999).

TOLEDO ACTION PROJECTS

- As public land owners, the City and Port of Toledo should reinvest in underutilized properties to support the fishing and distant fleet industry.
- To avoid truck and pedestrian conflicts, improve key intersections connecting Main Street to the downtown waterfront park.
- Explore other uses for the historic Portland & Western Railroad spur to offset high maintenance costs and diminishing use by the Georgia-Pacific mill.

Redefine Historic Integrity to Protect the Defining Features in the Landscape

Conventional preservation evaluates historic integrity based highly on the physical characteristics visible from the public realm (Murtagh, 2006). When preservation is expanded beyond buildings to include the broader landscapes, elements related to the physical remains of past industries such as earthworks, vegetation, settlement patterns, environmental pollution, and other human alterations to the landscape are considered (Hay, 2011). The ‘reading the landscape’ approach used for cultural landscape preservation can be adapted to document and categorize these physical elements.

Integrity must also consider aspects not necessarily visible. This cultural landscape approach can be utilized to reveal the forces and values that created the landscape. While the physical form may change, the human activities and use of land may remain constant. Appreciation of such continuity offers a more holistic understanding of historic integrity.

TOLEDO ACTION PROJECTS

- Whenever possible, consider the reuse of materiality to form the material palette for new development.
- Research and interpret the various factors that led to the downfall of Yaquina City.
- Discourage buildings that mask or hide the industrial activities occurring inside.

Identify Changes that Have Historically Affected a Community through a Common Narrative

A common narrative looks at the aspect of history in which industrial property influenced the development or identity of its community. Unlike the 'period of significance' required for the National Register, narrative integrates continuous lands uses and activities that have no end date.

Industrial heritage is part of a complex system and preservation could embrace the larger landscape issues as a dynamic and changing phenomenon. By doing so, this strategy can explain how people's use of the natural environment was not only necessary for industry, but also Native Americans, environmental stewardship, and other issues. This narrative approach can link the past to present issues and the present to future opportunities.

TOLEDO ACTION PROJECTS

- Relocate the local Farmer's Market onto the waterfront and consider community gardens where plots had been allowed during the Depression.
- Interpret the dredge spoils and the creation of earthworks throughout the region.
- Seek out a metals foundry or invite sculptural artists who use local natural resources to occupy underutilized industrial land.

Seek an Inclusive Planning Approach to Preservation

Citizens need to recognize the industrial landscapes that are important to them, even if they do not fully understand why. Residents should engage in the process of identifying, evaluating, and managing a landscape to better articulate their significance. This is similar to the Main Street Approach that focuses on empowering residents to become involved in local decisions. By doing so, they can formulate a response and influence the extent of regulations and / or incentives administered by the local planning department.

To ensure adequate understanding of the industrial past and its relationship to present perceptions, the multiple perspectives of people involved in a preservation effort need to be made explicit. Industrial landscape preservation needs to engage those that might not have traditionally been involved in the process. When individuals, organizations, and communities are empowered to work together, the constituency for planning expands and the result is a better reflection of community values.

TOLEDO ACTION PROJECTS

- Conduct joint marketing and outreach with Lincoln County, the City of Newport, and City of Toledo, and downtown interests to promote tourism and attract new businesses.
- Invite a diversity of residents to join a local design review board.
- Coordinate local focus groups to research, map, and identify resources.

REFLECTIONS

> *"Only by understanding the past do yesterday's materials remains acquire the capacity to articulate shared values and visions for the future. Only through careful analysis of previous uses and functions can communities build intelligently on what previous generations left behind" (Hurley, 2010, p. 31).*

Recommendations to Integrate Small Town Working Industrial Landscape into Preservation Practice

Industrial heritage has not attracted a great deal of attention from national groups or state-level preservation organizations (Hay, 2011). Individuals and independent organizations can foster preservation to impact their own communities but the degree of their impact is limited. In the long term, industrial landscape preservation would benefit most if integrated into the preservation practice as a whole. This would involve participation from grassroots-level organizations as well as a national commitment to develop an industrial landscape preservation program.

While parts of this thesis might expose the inadequacies of conventional methods of preservation, it also indicates a promising new direction for the field. The following recommendations should be undertaken to integrate industrial landscape preservation into conventional practice:

- ***Increase public awareness and commitment***. Recognize that industrial landscapes exist and are important to our communities and identity as a nation.
- ***Introduce a coalesced constituency***. Build on the popularity of industrial heritage to develop an umbrella organization for all interested organizations.
- ***Address gaps in public policy***. Resolve policies that contradict the intentions and industrial characteristics worthy of protection.
- ***Develop appropriate survey and inventory methodology***. Identify specific issues related to industrial landscapes and develop standards, criteria, and programs.
- ***Create a system of incentives and funding***. Develop national grant and tax incentive programs administered at the local level.
- ***Lobby for support from the broader preservation practice at the national level***. Expand the efforts of the National Trust for Historic Preservation to address industrial heritage and the value of continuing working landscapes.

Conclusions

Industrial landscapes are central to a sense of place. Many small towns were built around and exist in response to industry and the associated structures remain prominent features on the landscape (Hay, 2011). The influence of industrial activities includes more than the physical remnants. People's livelihoods were determined by these economies and communities today remain inexplicitly tied to their industrial heritage. Such working industrial small towns are worthy of recognition, study, and preservation, but this is not an easy or straightforward task.

Examining the mechanisms for conventional historic preservation demonstrate the benefits and limitations of current practice. Preservation laws, regulations, and guidelines rely on the National Register's high standards for historic significance and historic integrity. Section 106 of the National Historic Preservation Act says that "agencies shall take into account the effect of their actions on buildings, structures, sites, and objects listed on or eligible for listing in the National Register of Historic Places" (Gray, 1971, p. 325). There is no mention of the process or the residents, nor is there reference to documenting or mitigating the loss of skill, social organization, or the ambiguous space where industrial activities historically took place. Finally, conventional preservation does not value continuity of the landscape but is generally performed only after industrial activity has ceased.

Using the case study of Toledo's working waterfront as the primary example, this study argues that management strategies based on conventional preservation practices are insufficient for interpreting the complexity of working industrial landscapes. Fortunately, considerable progress has been made since the passage of the National Historic Preservation Act of 1966. The National Parks Service has developed an approach to cultural landscape preservation to address rural working landscapes. Grassroots efforts are popularizing industrial heritage and the Main Street Program illustrates how a national management strategy can be effective at the local level. Together, these preservation tools suggest how small towns can move forward with local preservation planning without recognition by the National Register. This methodology can more effectively deal with economic instability and improve the quality of life in small towns.

There are countless and varied possibilities for industrial landscape preservation. Communities like Toledo understand the importance of their industrial heritage but preservation professionals have been slow to respond. Ronald F. Lee, former regional director of the National Park Service and board member of the National Trust, observed that "significant development relating to preservation in government seem to occupy approximately every generation" (Murtagh, 2006, p. 11). It is now time that the preservation practice appreciate how industry has and will continue to affect people, place, and environment in small towns.

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APPENDIX A. DEFUNCT MARITIME PRESERVATION PROGRAM

After the passage of the Preservation Act in 1966, the National Trust also established the Maritime Preservation Program that focused on the waterfront and water-oriented aspects in both of urban and rural areas. This was sponsored by Senator Edward Kennedy in an effort to develop maritime specific standards, criteria, and programs. It provided technical assistance to groups and individuals involved in efforts such as the restoration of lighthouses as well as the destination of historic ships and even undersea ship wrecks. As the program evolved, it expanded its efforts to protect entire waterfront districts and older skills – such as knot tying to sailing techniques and wooden boat building – were integrated into grant criteria.

The National Trust for Historic Preservation's 1988 study, *Maritime America: A Legacy at Risk, iden*tified the need to preserve working waterfronts, noting how commercial fishing and other maritime trades that help "preserve both character and historic facilities" have been "forced out through economic pressure caused by increased land values and demographic changes: new residents become intolerant of the reality of the 'working waterfront'—which may be noisy, smelly, and dirty" (Myers, 1988).The difficulties of determining how a community's waterfront should be utilized were acknowledged:

> *Waterfront areas are caught directly in the question of what is the public interest. Is it great public access and enjoyment—at least for the well-to-do? Is it the continued health of the maritime industries? Is there space enough for all? How is it possible to achieve a balance between public and private, amenity and reality, use for work, and use for play? And given these choices, how can the result be influenced—if a community can decide what it wants?*

Among the suggestions offered by *Maritime America: A Legacy at Risk* was for studies of local and regional maritime culture to be undertaken in the absence of the resources needed by federal agencies such as the National Park Service. Seeing "a role . . . for academia in developing a philosophical context for the recognition and protection of maritime heritage," the report called for innovative "planning tools" and "[n]ew processes . . . to achieve conflict resolution and facilitate planning decisions." The report concluded: "Demonstration projects revealing successful approaches to waterfront development and preservation are badly needed, as communities along the coasts, riverways and Great Lakes struggle with these common, complicated and ultimately frustrating issues" (Myers, 1988).

Regretfully, the program ceased operations in 1995 after its assets were dispersed. This program is the closest the preservation community has come to a program specifically protecting industrial landscapes. Had it sustained, it may have provided protection and financial incentives for port facilities, harbor landscapes, and waterfront industrial complexes. It is worth examining its evolution further to address broader issues as well as understanding the program's shortcomings that led to its eventual termination.