

## **Tokeland, Washington**

### **People and Place**

#### *Location*

Tokeland lies in the southwestern corner of Washington in Pacific County. This shoreside community sits on the north end of Willapa Bay on the Tokeland Peninsula. The community is located 145 miles south of Seattle at 46°42'24"N and 123°58'50"W, and is 0.5 square miles in total area (all land).

#### *Demographic Profile*

According to the 2000 U.S. Census the total population of Tokeland was 194. The population had an even gender distribution with 51.5% males and 48.5% females. The median age of Tokeland's population in 2000 was 48.3, older than the national median of 35.3 in the same year. In 2000 about 25.9% of those eighteen and over earned the equivalent of a high school diploma, and 86.2% earned the equivalent of a high school diploma or higher, 20.1% earned at least a bachelor's degree, and 4.0% earned a graduate or professional degree.

Approximately 77.3% of Tokeland's population lived in family households in 2000. According to the 2000 U.S. Census, Tokeland's population was 90.2% White, 5.7% American Indian and Alaska Native alone, and 1% Asian. A small percentage (3.1%) identified with two or more races, and 4% of the population was foreign-born.

#### *History*

The Chehalis and Chinook peoples inhabited the areas around Tokeland prior to Euro-American contact. Tokeland was named after Chief Toke of the Chehalis Tribe, whose extended family spent summers on Toke's Point, presently known as Tokeland. An East Indian Trading Company Ship captained by John Meares in 1788 made the first recorded trip by European's to the area. Meares charted what is known today as Shoalwater Bay. European settlement began in large numbers in the mid-1800s. The earliest industries were timber and oyster harvesting. The Bay was recorded as being rich with oysters and eventually attracted harvesters who sold their oysters to places as far away as San Francisco. The increased water traffic necessitated the building of a lighthouse on Cape Shoalwater (now known as North Cove) in the early 1850s.<sup>1</sup> The first processing and canning industries also came about during this time.

By mid-century many of the indigenous peoples who had inhabited the Pacific Northwest long before colonization had died as a result of contracting European diseases. In 1855 the U.S. Government sought to cement control of what was once Native American land, and as a result the remaining Native Americans were forced onto reservations. Against the federal governments wishes the indigenous peoples of Shoalwater Bay chose a parcel of land on the inland side of the cove created by Tokeland Peninsula, approximately 3 miles from the town of Tokeland. The native peoples named their parcel Georgetown. The Shoalwater Bay Indians pursued a mainly subsistence economy of crabbing, oystering, and fishing, and also sold surplus catch to the area's canneries.<sup>2</sup>

One of the earliest Euro-American families to live in the area was the Brown family. They opened what is now known as the Tokeland Hotel. This hotel has a long

history and has served as a tourist retreat and a place for seasonal laborers to reside. By the 1870s the water traffic created by the oyster trade, logging, and settlers had necessitated the construction of a Lifesaving Station on Cape Shoalwater (1878). Unfortunately, the oyster industry collapsed in the 1880s, as the native oysters were over-harvested. After several failed attempts to cultivate a new population of eastern oysters, Japanese oysters were planted and grew well in the waters of Shoalwater Bay. In 1890 a United States Survey Ship found the channel into the Bay deep enough for large ships, and as a result Shoalwater Bay was renamed Willapa Bay. In 1905 the Tokeland Oyster Company was started with Lizzie (Brown) Kindred as one of its owners. During the early 1900s Tokeland continued to grow with the start of two more hotels.<sup>3</sup>

The 1920s and 1930s were characterized by rough times as the Great Depression impacted much of the country. The traffic that had once characterized Tokeland's transportation corridors slowly began to taper off. Cape Shoalwater had eroded making Toke's Point more vulnerable to coastal storms. In the 1930s storms washed out several hotels and streets. However, during the same time Nelson's Crab and Oyster Company opened, canning local crab and shipping it to Portland and other urban areas. Nelson's company remains a prominent business in the industry today.

Tokeland persisted as an isolated locale well into the 20<sup>th</sup> Century as boats were the only means to reach the community from the east side of the Bay until a roadway was built in 1962 along the north shore of Willapa Bay. The road allowed the residents of the neighboring communities of South Bend and Raymond to visit the area's beaches. Today Tokeland is a small community whose major industries are tourism and fishing. The community remains home to the Tokeland Hotel, the oldest resort hotel in the state of Washington, the as well as the Tokeland Marina, and several fish processing plants. Tokeland Harbor houses approximately a half dozen boats that fish for crab in the Bay, while locals and tourists take advantage of the area's crabbing, fishing, and clamming opportunities.

## **Infrastructure**

### *Current Economy*

Employment in Pacific County today is largely concentrated in agriculture, manufacturing, government, tourism, and fishing. The manufacturing sector consists almost entirely of logging, sawmills, and food processing, which account for roughly 92% of all manufacturing in the County. The fishing industry employs over 70% of the County's population, with an average wage in 1996 of \$18,449 almost \$4000 higher than the statewide average.<sup>4</sup> The Shoalwater Bay Tribe's gaming activities bring in millions of dollars to Lincoln County's economy annually.

In 2000, the major industries in Tokeland were accommodation and food services; manufacturing; and arts, entertainment, and recreation. According to the 2000 U.S. Census the unemployment rate for the community of Tokeland was 0% (calculated by dividing the unemployed population by the labor force), while 36.8% of those 16 years of age and older were employed, and 63.2% were not in the labor force. There were no Tokeland residents employed by the government in 2000. According to the 2000 U.S. Census the agriculture, fishing, forestry, and hunting industries employed 0% of the employed civilian population 16 years of age and over in 2000. This statistic may not be accurate as those who work in the natural resource industries are often undercounted.

In 1999, Tokeland's per capita income was \$12,170, while the median household income was 24,531. In comparison, the national per capita income for the same year was \$21,587, while the national median household income was \$41,994. There were 197 housing units in Tokeland in 2000. Approximately 45.2% of Tokeland's housing units were occupied, while 54.8% were vacant. Owners occupied 75.3% of the occupied housing units, while renters occupied 24.7%. About 88% of the vacancies were due to seasonal, recreational, or occasional use. Approximately 49.1% of the City's population lived below the poverty level in 1999.

### *Governance*

Tokeland is an unincorporated area and therefore falls under the governance of Pacific County. The base rate for sales tax in Washington is 6.5%, while Pacific County takes an additional 1.3% making local sales tax 7.8%. Some counties in Washington charge a hotel tax that is added to the sales tax. Pacific County levies another 2% over its sales tax; as a result the local lodging tax is 9.8%. The Shoalwater Bay Tribal Reservation is located several miles to the north of Tokeland and is governed by a Tribal Council. The Tribe is a member of the South Puget Intertribal Planning Agency.

Several taxes directly impact commercial and recreational fishermen. Commercial fishermen operating in Washington waters are subject to the Business and Occupation (B&O) tax under the "extraction" classification (0.48%); those fishing outside of Washington waters but selling fish within Washington are subject to the tax under either the "wholesaling" or "retailing" classifications (0.48% and 0.47% respectively), unless the fish are sold in interstate or foreign commerce.<sup>5</sup> Those who both catch and sell fish in Washington are eligible for a Multiple Activities Tax Credit (MATC).<sup>6</sup>

Washington State levies a Food, Fish, and Shellfish Tax, paid by the first commercial processor of food fish or shellfish, including: Chinook, coho, and chum salmon or eggs (5.62%); sockeye and pink salmon or eggs (3.37%); oysters (0.09%); sea urchins/cucumbers (4.92%); and shellfish and other food fish or eggs (2.25%). Tuna, mackerel, and jackfish are exempt from this tax. Additionally, there is an Enhanced Food Fish Tax, which applies to the "first possession of enhanced food fish by an owner in Washington State" and is based on the "value of the enhanced food fish at the point of landing."<sup>7</sup> The rate of the tax depends upon the species of fish or shellfish.

Vessels used for commercial fishing purposes part-time are subject to an annual Washington State Watercraft Excise Tax levied at 0.5% of the fair market value of the boat. Vessels used for commercial fishing purposes full-time are subject to personal property taxes at the base rate levied by the state. Washington also levies a 10% excise tax on fishing equipment, a three percent tax on electric motors and sonar fish finders, and import duties on tackle and pleasure boats to fund sportfish restoration programs.<sup>8</sup> Washington State levies a tax of \$0.28 per gallon on motor vehicle fuel. Since most of this tax is used to maintain terrestrial roadways, Washington boaters are entitled to a refund of about \$0.17 per gallon. The difference includes state sales tax and a penny per gallon contribution to a Coastal Protection Fund. Most diesel fuel sold at docks has already had this tax removed.<sup>9</sup>

The closest enforcement office for the National Marine Fisheries Service is located in Astoria, Oregon. Tokeland lies in the Washington Department of Fish and Wildlife (WDFW) Region 6 and the nearest regional office is located in Montesano. The

nearest U.S. Citizenship and Immigration Services field office is in Seattle. The United States Coast Guard Station has two stations nearby, one to the south in Ilwaco across Willapa Bay, and another to north in the town of Westport in Grays Harbor County. The Pacific Fisheries Management Council holds meetings in six locations along the U.S. West Coast, including nearby in Portland (156 miles) and Seattle (145 miles).

### *Facilities*

Tokeland is accessible by sea, ground, and air. The community is situated 145 miles from Sea-Tac International Airport, located south of Seattle, Washington. Students from Tokeland attend school in the Ocosta School District that is located in the town of Westport in Grays Harbor County, approximately 17 miles north of Tokeland. The district has an Elementary School and a Junior/Senior High School.

Electrical service is provided to Tokeland residents by Public Utility District #2 of Pacific County. The community's water supply comes from private vendors and local wells. Sewage in the community is handled by private septic systems. The community is policed by the Shoalwater Bay Police Department and the Pacific County Sheriff's Office. Pacific County is home to two hospitals, the nearest hospital to Tokeland is located in South Bend and the other is in Ilwaco. The Shoalwater Bay Tribe's health clinic provides health care for tribal members and nontribal individuals; more than half of the patients seen annually are not tribal members. The town of Tokeland has one hotel, one motel, and two recreational vehicle (RV) parks.

The Tokeland Harbor houses the Tokeland Marina, established in 1965. The Port of Willapa Harbor whose main office is 20 miles east in the Town of Raymond operates the Marina. The Marina provides moorage for 45 vessels up to 45-feet in length. The Marina is dredged to 10 feet below mean low tide; while the entrance from the bay is dredged to 15 feet below mean low tide. The Port of Willapa Harbor maintains various shore side facilities including a doublewide boat launch ramp, a 30-site Tokeland RV Park, two industrial buildings housing Nelson Crab (a seafood processing plant with up to 80 seasonal employees), Cedar River Seafoods, and Tokeland Fish & Oyster Company (a seafood processor with 1 employee).<sup>10</sup>

## **Involvement in West Coast Fisheries**

### *Commercial Fishing*

Landings data for Tokeland were recorded as part of the Willapa Bay Port Group that includes the nearby communities of Bay Center, Nahcotta, Naselle, South Bend, and Raymond. Reported landings for this port group in 2000 were in the following West Coast fisheries (data shown represent landings in metric tons/value of said landings/number of vessels landing): coastal pelagic (confidential/confidential/1), crab (444.9 t/\$1,941,008/44), groundfish (4.6 t/\$3889/6), salmon (122.5 t/\$178,084/71), shellfish (26.8 t/\$73534/63), shrimp (399.9 t/\$397143/8), and other species (13.1 t/\$31,242/51). See the Naselle, South Bend, and Raymond Community Profiles for additional information about these communities.

Community members owned 34 vessels that fished in the region's fisheries in 2000, including 12 that participated in the Federally Managed Groundfish fishery. According to recorded data the number of vessels owned by Tokeland residents that participated in each said fishery by state (WA/OR/CA) was: coastal pelagic (1/0/0), crab

(12/0/0), groundfish (2/0/0), highly migratory species (NA/0/NA), salmon (12/0/2), shellfish (NA/0/NA), shrimp (NA/0/0), and other species (1/0/0).<sup>11</sup>

In 2000 recorded data indicates that the number of Tokeland residents holding permits in each said fishery by state (WA/OR/CA) was: crab (15/2/0), highly migratory species (NA/0/0), salmon (11/2/0), and shellfish (22/0/NA).<sup>12</sup>

A total of 62 fishing permits, all state registered, were held by people in the community in 2000. The number of state permits held by residents in each said fishery by state (WA/OR/CA) was: crab (22/0/0), highly migratory species (NA/0/0), salmon (18/0/0), and shellfish (22/0/NA).<sup>13</sup>

### *Sportfishing*

In 2003 a total of 29 sportfishing licenses were sold to individuals in Tokeland, up 28 from the total sold in 2002. Pacific County has seven sportfishing license vendors, none of which are located in Tokeland. Although Washington State does not offer data for sportfish landings in Tokeland, the State provides data on the number of salmon and sturgeon landed in Willapa Bay. In 2000, 870 salmon were landed, including 468 Chinook, 354 coho, and 48 jack. In the same year, 96 white sturgeon were also landed.

A variety of shellfish (and other edible marine species) may be caught off the shores of the Tokeland area's beaches on a seasonal and year round basis, these include: Dungeness crab, razor clams, littlenecks (native and Manila) clams, butter clams, cockle clams, Eastern softshell clams, Macomas clams, geoduck clams, horse clams, oysters, mussels, goose barnacles, sand shrimp, and seaweed.

### *Subsistence*

Subsistence hunting, fishing, and gathering activities are fundamental to the way of life of some coastal community members. Both tribal and nontribal individuals participate in subsistence fishing. Today, members of the Shoalwater Bay Tribe and other nontribal subsistence fishermen obtain fishery resources from the waters surrounding Tokeland. Subsistence fishing is not discussed in great detail in this Community Profile due to the lack of available data.

## **Involvement in North Pacific Fisheries**

### *Commercial Fishing*

In 2000, Community members owned six vessels that fished in the region. In the same year residents of Tokeland landed fish in the following North Pacific fisheries (data shown represents landing in metric tons/value of said landings/number of vessels landing): Bering Sea Aleutian Islands (BSAI) groundfish (confidential/confidential/1), Gulf of Alaska (GOA) groundfish (confidential/confidential/1), salmon (confidential/confidential/1), and shellfish (confidential/confidential/1).

Two community members participated as crew members in North Pacific fisheries in 2000. Seven Tokeland residents held registered state permits in the same year, while five community members held registered federal permits.

In 2000, Tokeland residents held one crab License Limitation Program (LLP) permit and three groundfish LLP permits. Residents also held 1 herring, 3 salmon, 2 shellfish, and 1 BSAI groundfish Commercial Fisheries Entry Commission (CFEC) permits. A total of 13 permits (state and federal) were registered to community members

in 2000. Residents of Tokeland also held 5659 halibut individual fishing quota shares in the same year.

### *Sportfishing*

In 2000, Tokeland community members participated modestly in Alaska's sport fishing industry; a total of three sportfishing licenses were sold in Tokeland for Alaskan fisheries.

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<sup>1</sup> McCausland, Ruth. No date. Tokeland Hotel: A History by Ruth McCausland, [Online]. Available: URL: <http://www.tokelandhotel.com/history.pdf> (access date - August 2004).

<sup>2</sup> South Puget Intertribal Planning Agency. No date. The Shoalwater Bay Tribe, [Online]. Available: URL: <http://www.spipa.org/shoalwaterbay.htm> (access date - August 2004).

<sup>3</sup> McCausland, Ruth. No date. Tokeland Hotel: A History by Ruth McCausland, [Online]. Available: URL: <http://www.tokelandhotel.com/history.pdf> (access date - August 2004).

<sup>4</sup> Langdon-Pollock, Jennifer. 2004. West Coast Marine Fishing Community Descriptions, [Online]. Available: URL: <http://www.psmfc.org/efin/abstracts-data.html#Communities> (access date - November 2004)

<sup>5</sup> Washington State Department of Revenue. 2004. Commercial fishing, [Online]. Available: URL: <http://dor.wa.gov/content/taxes/Industry/Fish/default.aspx> (access date - July 2004).

<sup>6</sup> Washington State Department of Revenue. 2002. Information on Washington's Tax Structure: Fish Taxes, [Online]. Available: URL: <http://dor.wa.gov/content/taxes/industry/fish/default.aspx> (access date - July 2004).

<sup>7</sup> Washington State Department of Revenue. 2001. Commercial Fishing, [Online]. Available: URL: <http://dor.wa.gov/content/taxes/Industry/Fish/default.aspx#enhanced> (access date - July 2004).

<sup>8</sup> National Conference of State Legislatures. 2004. Environment, Energy, and Transportation Program: Fishing, Hunting, and Wildlife, [Online]. Available: URL: <http://www.ncsl.org/programs/esnr/FISHHUNTWILD.htm> (access date - July 2004).

<sup>9</sup> Washington State Department of Licensing. 2003. Fuel Tax Frequently Asked Questions, [Online]. Available: URL: <http://www.dol.wa.gov/vs/ft-faq.htm> (access date - July 2004).

<sup>10</sup> Port of Willapa Harbor. No Date. Home: Tokeland Marina, [Online]. Available: URL: [http://www.portofwillapaharbor.com/pages/fac\\_tokeland.html](http://www.portofwillapaharbor.com/pages/fac_tokeland.html) (access date - August 2004).

<sup>11</sup> 'NA' refers to data which was not available, for example, due to few or no recorded permit numbers, or the partially permitted nature of a fishery in 2000.

<sup>12</sup> 'NA' refers to data which was not available, for example, due to few or no recorded permit numbers, or the partially permitted nature of a fishery in 2000.

<sup>13</sup> 'NA' refers to data which was not available, for example, due to few or no recorded permit numbers, or the partially permitted nature of a fishery in 2000.