

CITY OF DURHAM, OREGON PARK AND RECREATION PLAN 2018

The following groups were actively involved in the development of this plan. Their time and effort in helping bring this plan to completion deserves recognition.

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1. HISTORY

The City is named for Alonzo Durham who operated saw and flour mills on Fanno Creek from 1866-1898. The actual incorporated area consists of 265 acres, the majority of which was the site of the Pilkington Nursery in the early 1900's and that planted many of the big trees that are still growing in the City. Incorporation occurred in 1966 with a population of 250 and with the express purpose of maintaining the natural environment to the greatest extent possible against the encroachment of urban development. In 1975 Durham passed its first tree ordinance prohibiting the cutting of trees on both public and private property and setting forth the following statement of principal:

Originally the area now constituting the City of Durham was forested with fir, pine, cedar, maple and other native trees. Early settlers planted many other interesting specimens that have grown into sizable, attractive trees that enhance the beauty and contribute to the individuality of the City and its environs. The City of Durham is now benefited by a large number of trees both natural growth and planted and grown throughout the years. The maintenance of trees and wooded areas in the City of Durham adds to the scenic beauty of the City. The preservation of trees also tends to preserve the ecology of the City and to retain a livable environment through the filtering effect of trees on air pollution and through the providing of noise barriers. Much of the property within the City is on hillsides and sloping terrain. The uncontrolled cutting or destruction of trees and wooded areas will increase erosion of topsoil, will create flood hazards and the risk of landslides, will reduce windbreaks and shaded areas, will reduce property values through the encouragement of substandard development, and will result in the destruction of aesthetic qualities. The Council of the City of Durham therefore finds it in the public interest and safety to enact regulations controlling the removal of trees within the City in order to retain as many trees as possible consistent with the economic enjoyment of private property.

Maintenance of greenways and treed park areas has been a major focus of city government from the beginning of incorporation and new areas have continued to be added over time as the opportunity has arisen. Durham has developed as a predominantly residential community with no retail and a relatively small area devoted to offices and office parks.

2. LOCATION AND PHYSICAL SETTING

Durham is located in Washington County and is part of the greater Portland metropolitan area. It is contiguous to the city limits of Tualatin on the south and east and to Tigard on the north and west. Geologically it is located in the lower Tualatin Valley with an elevation range of from 100' to 200'. Vegetation is one of the primary elements of the natural landscape. A variety of vegetation types characterize the landscape. Both coniferous and deciduous trees are located in the upland areas. The northwestern portion of the City has an abundance of ornamental vegetation left over from the abandoned Pilkington Nursery. These ornamental bushes and shrubs provide Durham with a wide range of vegetation and give Durham an unusual natural asset.

Two major waterways exist within Durham. The Tualatin River originates on the eastern slope of the coast range at 3400' elevation and runs along the southern city limits of Durham separating Durham from Tualatin. Fanno Creek flows in a well-defined channel that runs in a southerly direction through Tigard and Durham City Park, emptying into the Tualatin River on Durham's southern border.

3. CLASSIFICATION AND PARK TYPES

A. Classifications

The National Recreation and Parks Association (NRPA) recommends that all parks be classified as either active or passive.

Active uses: include, but are not limited to baseball, basketball, soccer, volleyball, biking, tennis and skateboarding.

Passive uses: include, but are not limited to, sunbathing, bird watching, walking and reading a book.

B. Park Types

1. Mini-Parks

Purpose – To supply a small-scale park and recreation space for serving the recreational needs of new residential developments.

Size:	Minimum 2,500 square feet
Service Area:	Proposed development
Location:	Within projects having a minimum of 15 and less than 30 housing units
Facilities & Activities:	Children’s play equipment, hard surface for wheeled toys, sand area, benches and tables, trash receptacles, and/or similar types of activities
Public Access:	Determined through development review process
Ownership & Maintenance:	Public or private

2. Neighborhood Parks

Purpose – To provide the neighborhood area with a center for passive and active recreation.

Size:	Minimum ½ acre
Service Area:	Neighborhood areas
Location:	Within projects having 30 or more housing units
Facilities & Activities:	Active play areas, children’s play equipment, picnic areas, drinking fountains, trash receptacles, and/or similar types of activities
Public Access:	Yes
Ownership & Maintenance:	Public

3. Community Parks

Purpose – To provide facilities which serve the community at large as well as preserve unique landscapes and open spaces.

Size:	Multiple acres
Service Area:	Community wide
Location:	Adjacent to natural resource areas and greenways if feasible. Serviced by arterial and collector streets and accessible by way of interconnecting trails.
Facilities & Activities:	Ball Fields, Tennis courts, multi-use paved areas (for basketball, volleyball, etc.) picnic areas with cooking facilities, open play areas, trails, restrooms, irrigation, trash receptacles, fencing, lighting, parking
Public Access:	Yes
Ownership & Maintenance:	Public

4. Pedways/Bikeways

Purpose – To interconnect other elements of the park system, schools, and other public places. To provide for conservation of scenic and natural areas, especially water courses and areas subject to flooding. To provide buffer areas along thoroughfares or between conflicting land uses.

Size:	N/A
Service Area:	Community wide
Location:	Bordering waterways and areas subject to flooding along transportation and utility corridors

Facilities & Activities:	Scenic ways shall provide trails, walkways and trash receptacles. The land shall be retained primarily in its natural condition along waterways and other areas of natural value. In areas already developed, additional landscaping and rest areas should be provided.
Public Access:	Yes
Ownership & Maintenance:	Public

4. PARK, OPEN SPACE AND GREENWAY INVENTORY

The following inventory describes the park, trail and open space assets of the City, how they developed, and sets the stage for a discussion of how they may be improved, changed or expanded upon to meet the current and future needs of the community. The existing inventory is as follows:

	<u>Acres</u>
Durham City Park	
City Park	20.85
Afton Commons I/II	3.10
Afton Commons III	2.73
Schirado Donation	17.98
Heron Grove Recreation Area A	<u>1.07</u>
Subtotal	45.73
Heron Grove Park	
Recreation Area B	<u>.41</u>
Subtotal	.41
Tualatin View	
Total	<u><u>50.36</u></u>

A. Durham City Park

1. Background

Durham City Park, though not offering all of the listed facilities and activities set forth in NRPA standards, would be classified as a Community Park. The Park has evolved over time through various donations of property made in response to the city's policy of requiring dedications of property for park purposes in conjunction with residential subdivision approval. Improvements and maintenance have been funded by the City's General Fund, Grants, and Park System Development charges.

The original 20.85 acres of Durham City Park were deeded to the City in 1977 as a condition of approval of the Kingsgate Subdivision. The site is bounded on the east by the Kingsgate subdivision at an elevation of 168' at the driveway entry and slopes westward to abut the Portland Western Railroad track at 110' elevation. The southern boundary is both the city limits and the Tualatin River. As part of the agreement with the developer of Kingsgate a paved driveway access and twenty car parking lot were provided on the upland side of the site. A gravel path was extended from the parking area to Fanno Creek to match up to the existing bridge. On the west side of Fanno Creek the developer graded the site to drain to Fanno Creek, cleared the brush in the flood plain, planted grass and laid out a combination baseball diamond with backstop and soccer field with removable goals. The ballfield area is no longer in use and the goals and backstop have been removed. Most of the site acreage was left in its natural state.

In approximately 1982, with the approval of the Afton Commons Subdivision, two additional parcels of property on the west side of the subdivision were added to Durham's park inventory. The two

parcels totaling 5.83 acres consist of densely wooded greenway abutting the west side of Afton Commons and dropping rapidly to the eastern bank of Fanno Creek.

In 1993 an additional 17.9 acres was added through the Schirado-Nelson donation. This property is located to the west of Fanno Creek and north of the original park property acquired with the Kingsgate subdivision. Most of the property is within the flood plain to the south and west and rises on the north end to a densely wooded area adjacent to Fanno Creek. The donation effectively tied the Kingsgate donation and the Afton Commons donation together to provide a total of 44.66 contiguous acres.

In the late 1990's an additional 1.07 acres of greenspace was added with the development of Heron Grove Subdivision. This property is located east of Fanno Creek toward the southern end of the park nearest the confluence with the Tualatin River.

Only minimal development of the park property has occurred over the years, with much of the property being in the flood plain and the balance heavily wooded. The area nearest the parking lot at the higher elevation has been developed with two children's play areas, one installed in the early 1980's with swings, slides, and a play structure, and the second installed just to the east of the original in the mid 1990's with newer but similar play equipment. Some thinning of trees has occurred both to provide better visibility and to remove those considered to be dangerous. A picnic shelter was installed in 1982 with state and federal grant funds and with a local match consisting primarily of citizen labor. The original bridge over Fanno Creek was replaced when the original washed out in the flood of 1996. The original gravel path has been paved with asphalt and additional paved trail areas have been provided. The north loop trail located on the Shirado-Nelson donation was installed by Clean Water Services as part of an agreement with the City allowing the use of park property for a new sewer outfall to Fanno Creek. The trail winds into the upland area to the north of the park through a heavily wooded terrain and provides excellent views of Fanno Creek. In 2010 the north ballfield path was completed with funds from the local share of the Metro Nature in the Neighborhood bond issue. Also, in 2010, two of the old picnic tables were removed and a new table installed near the lower children's play area. Three benches were added, one being near the parking lot path and two more placed along the north and south ballfield paths.

Given that most of the park is in the flood plain and heavily wooded it has provided an excellent opportunity to those visiting to walk and enjoy the natural habitat and its wide variety of flora and fauna.

2. Service Area

When Durham Park property was initially dedicated to the City in conjunction with the building of the Kingsgate subdivision it was looked upon primarily as a neighborhood park. Over time, as more property was added, it came to be conceived more as a community park serving the residents of Durham. Its proximity to Cook Park and Tualatin Park and its link to the Fanno Creek Trail place it squarely in the center of a more area-wide park system. However, lacking many of the amenities of developed parks and having limited parking, Durham Park will likely continue to be a community park.

B. Heron Grove

With the development of the Heron Grove Subdivision .41 acres was dedicated to the City for park property. This property would be described as a mini-park for the use of the immediate neighborhood and is located on the east end of the subdivision nearest Upper Boones Ferry Road and Rivendell Drive. Initially the park was improved with a paved walking path through the property and a couple of additional trees were planted. Otherwise the property remained little more than an empty lot until 2008. Landscaping and irrigation were added along the eastern edge of the path to the property line. Additional incense cedars were planted in the larger grass area to the west of the path. In 2009 a bench was placed along the path and in 2011 path lighting was added.

C. Tualatin View Greenspace

The Tualatin View Greenspace was dedicated to the City by the developers of the Tualatin View Apartments. It lies within the Tualatin flood plain. The apartment developers installed an asphalt path that is only accessible through the apartment complex. Although it is city property, the apartments have a perpetual easement and are obligated under the development agreement to maintain the path and the immediately adjacent grass area. Most of the area to the south of the path is heavily wooded on a steep slope leading down to the edge of the Tualatin River.

5. ADJACENT PARK AND RECREATION FACILITIES

A. Tualatin Community Park

Tualatin Community Park is a 27.11 acres active park located to the south of Durham City Park, separated only by the Tualatin River. A joint project between Tigard, Tualatin and Durham and funded in large part by ODOT provides a pedestrian bridge that allows access from Durham Park to Tualatin Community Park to the south and to Tigard's Cook park to the west.

Located at Tualatin Park are three sports fields, tennis and basketball courts, a playground, skate-park for both skate-boarding and in-line skating, and four picnic shelters. A boat ramp allows access to the Tualatin River.

The Juanita Pohl Center is located in Tualatin Park providing social, nutritional, recreational, and educational activities to adults over 60 years of age. In the 1980's Durham and Tualatin jointly submitted a funding application for Community Development grant funds to develop the Center. Because of the joint application, Durham residents are allowed to use the Center and pay any fees at the same rate as Tualatin residents. Durham also has use of the facility for meeting purposes if needed.

B. Cook Park

Cook Park is a 79 acres park located along the Tualatin River just west of Durham City Park. The park is the property of the City of Tigard. In conjunction with the joint pedestrian bridge project, Cook Park is linked to Durham City Park by a paved walking and biking path. Numerous courts and fields are available for baseball, basketball, volleyball, softball and soccer. It also offers opportunities for more passive activities with horseshoe pits, fishing dock, small boat ramp, playground and several walking trails. Within the Park there are five picnic shelters including barbecue pits and picnic tables.

Several events occur at the Park on an annual basis including the Tigard Festival of Balloons which attracts several thousand visitors.

C. Other Public and Private Recreational Facilities

Within a short distance from the City of Durham there exist a number of facilities providing both indoor and outdoor recreational opportunities.

6. DEMOGRAPHICS

The analysis of local population and demographic trends is important for a broad understanding of the community and the preferences of its citizens for park, open space, and recreational opportunities.

A. Housing and Population

According to the 2016 Population Estimate, Durham's population was 1935. Total housing units in Durham totaled 770. Of the total housing units, 435 were located in apartment complexes and 335 are single-family residential units. The 2016 median value of owner occupied housing units was \$426,000 compared to \$302,500 and \$315,100 for the surrounding communities of Tigard and Tualatin respectively.

B. Age Distribution

Almost 32 percent of the households of Durham were identified as having children under the age of 18. The 0-18 age range represents 22 percent of Durham's population. Fifteen percent were identified as being over the age of 65 years. The median age of the community was established at 44.3 years with there being only slightly more females than males.

C. Economics

Household median income for Durham per the latest estimate in 2015 is listed as \$70,000, but approximately 22% of the population is below the poverty level.

D. Conclusions

As noted earlier, Durham is located in the greater Portland metropolitan area and is totally surrounded by the cities of Tigard and Tualatin. Consequently, there is no chance for additional buildable land to be annexed into the City. Since most of the land lying within the city limits is already occupied by dwellings, with only about 40 acres of residentially zoned property available for building, the population and number of housing units should remain fairly stable well into the future. On the downside this means there will be very little opportunity for the acquisition of additional park property in the future. It also means that the traditional means of acquiring funds for park improvements, system development charges imposed on new development, will continue to dwindle and the City will have to rely on its already limited general revenue stream and potential grants. The main consideration into the future in terms of parks and recreation will be the changing character of the population and how changing needs are addressed with a limited revenue stream.

In the period from 2000 to 2016 the median age of the population in Durham increased from 34.4 to 44.3. Presently, the Durham population is older than the surrounding communities. The majority of the population is composed of adults between 19 years of age and pre-retirement with above average income levels. This segment of the community will likely seek out recreation opportunities for picnics, walking, jogging, bicycling, running and more general enjoyment of park amenities associated with a natural setting. There may also be interest in facilities for tennis, pickleball and watercraft. This plan will need to address how access is provided to this myriad of activities given the City's limited park space as well as funding.

7. CITIZEN INVOLVEMENT

To better understand the park and recreation needs and wishes of the community, in addition to what might be inferred from the demographics, the City embarked on a plan for soliciting public input.

A. Park and Recreation Committee

It was recognized from the beginning that public involvement was both necessary and desirable. A Park and Recreation Advisory Committee to work with the Planning Commission and City staff in devising a Park and Recreation Plan was solicited through the Durham Newsletters in October, 2016, plus January and April of 2017. The Committee met on May 2 and June 6, 2017, for the purpose of compiling a community survey. The survey was then distributed to all households within Durham with the Durham Summer Newsletter. It was also made available on the City website. Sixty-one total responses were received with twelve of those being submitted via the internet. The Advisory Committee met on September 5, October 3, and November 7, 2017, to discuss the survey results and make recommendations to City staff for incorporation of the results into the Park and Recreation Plan.

B. Community Survey

The survey solicited information on the frequency of use of the Durham Park and how it was most often used. In addition, it sought information on how each of the functional areas of the Durham park was used and what improvements the citizens would like to see in all of the parks. Lastly, it

gathered information on the basic demographics regarding age ranges of household members along with length of residence in Durham and section of the City within which the respondent resided. Additional area was left on the survey for the respondent to provide general comments.

Survey Overview:

The vast majority of those responding indicated they frequented Durham Park and were in general agreement that Durham Park should continue in a mostly undeveloped state, providing opportunities for getting outdoors, walking, biking, observing nature and taking children to the small play areas. A significant number of those responding thought that the recently designated boundaries for the off-leash area were reasonable. There was a consensus by the majority that maintenance of the existing facility was of greater importance than additional capital improvements. Those improvements that were noted as desirable were those that would require low maintenance and would be an enhancement to existing uses rather than expanded uses.

Over half of the respondents were in favor of some annual community event being held at Durham Park. Almost a quarter of the respondents expressed a concern for safety for reasons such as isolated location, wildlife, and off-leash dogs.

C. Community Meeting

A community meeting was held on the evening of October 3, 2017, for the purpose of taking additional comments from the public and providing clarification of issues. Notice of the meeting was on the survey and in the Summer Newsletter.

D. Public Hearing

A public hearing was held at the City Council meeting on May 22, 2018. Notice of the meeting was in the April newsletter. Residents were informed in the notice that written comments would also be accepted and that the Draft Park and Recreation Plan had been posted to the City website for review. Those desiring a hard copy of the Plan could obtain one at City Hall.

8. GOALS AND OBJECTIVES

The National Park and Recreation Association has developed a set of standards to be used as the baseline adequacy of park and recreation facilities in a community. The standards are generally expressed as so many miles of trail per 1000 population or so many acres of neighborhood parks per 1000 people. However, such standards should only be used as guidelines. The standards were first shaped in the early part of the 20th century and designed for communities that bear little resemblance to today's communities. Though modified over time they have not kept pace with societal changes. Changing demographics, work and commute patterns, technology, and public values have together fostered changes in recreational interests. National standards do not account for differences in topography, climate, regional preferences, or community age characteristics. All communities are different and have different needs and demands for parks, trails and open space facilities that vary with the demographic makeup of the community, as well as with local attitudes.

Certain planning criteria need to be met if park and recreational standards are to serve the needs of the community.

- A. The standards should be relevant to needs and lifestyles of today.
- B. They should be flexible enough to allow for change over time.
- C. They should reflect the preferences of the population being served.
- D. They need to be attainable both from a practical and financial standpoint.

The following goals and objectives are a direct result of information obtained through the community survey combined with general conclusions to be drawn from area demographics and an understanding of the financial constraints of the City.

- A. The primary goal of the City of Durham shall be to enhance and maintain a well-kept, attractive and safe neighborhood recreational area for the residents of Durham.
- B. Continuing emphasis will be placed on protecting and preserving environmentally sensitive areas for the passive enjoyment of park visitors.
- C. Maintain and protect open space areas that provide habitat for fish and wildlife while encouraging public use for flora and fauna observation and interpretation.
- D. Continue the policy of requiring dedication of sensitive area property adjacent to Durham Park when parcels are subdivided for the purpose of gaining stewardship of those properties.
- E. Promote those improvements that emphasize the passive nature of both Durham Park and the Tualatin greenspace.
- F. Work cooperatively with the neighboring cities of Tigard and Tualatin to provide Durham's citizens with active recreational opportunities.
- G. Develop partnerships with other public agencies and the private sector to provide social and cultural recreational opportunities.
- H. Understand and plan for future needs and trends in recreation by:
 - 1. Monitoring changes in Durham demographics and desires.
 - 2. Assessing the changes in recreation and leisure trends influencing participation.
 - 3. Seeking regional solutions to assist with meeting Durham's recreation needs.
- I. Minimize the cost impact of park operations and capital improvements by seeking out grants and donations and relying on volunteer help.

9. WORK PLAN / CAPITAL IMPROVEMENT PLAN

A. Implementation

It should be noted that this document is both a "Work Plan" and a "Capital Improvement Plan." For Durham the amount of funds needed to provide for improvements must necessarily be balanced against the city's need to provide on-going maintenance of the existing facilities. Items identified in the proposed plan have therefore been prioritized based on the expressed interest by the community that a high level of maintenance is preferable to adding new infrastructure. Also, the City will need to continue to monitor the changing demographics, desires and needs of the community to ensure that future park expenditures accommodate the changing needs and desires of the community.

B. Park Plan by Task

The following six "Tasks" reflect the preferences of the majority of respondents to the community survey and the City's plan for addressing them.

Task 1 Environmental: A significant number of the survey respondents placed emphasis on the environmental elements of Durham Park. There was a general recognition that Durham Park is and should remain for the most part in its natural state. Many of the park users responded that they utilize the park just to get outside, walk, enjoy the open space, and bird watch. The removal of non-native vegetation and restoring the appropriate riparian and hydraulic function of Fanno Creek ranked as the highest improvement requested by the survey participants (33.9%).

The City will continue to work with Clean Water Services, Friends of Trees and other organizations to remove non-native vegetation and restore the natural habitat.

Task 2 Open Field Area West of Fanno Creek Improvements: The area commonly known as the off-leash area is one of the most intensely used areas, even by non-Durham residents. The majority of the survey participants preferred to continue upkeep of what is there, but the placement of a couple of benches was the improvement that received the second highest ranking in the survey (22.8%).

The City should continue to contract for spring and summer mowing. Sprinklers should be checked and any needed repairs made in early spring. Once every year or two the area should be fertilized

and weed control applied. Additionally, the City should install two benches in the grass on the west side of the field.

Task 3 Play Area Improvements: Sixty-five percent of the survey respondents felt that maintenance of what is already in the play area should be the primary objective. However, of the nine respondents that stated that taking young children to use the existing play structures was their primary activity at the park, fifty-six percent of them felt that the play equipment should be updated. The play equipment does have a long, but limited, life and certain pieces will have to be replaced as they weather and deteriorate.

Play equipment should be checked periodically for any condition that might cause injury and monitored for deterioration. Whenever the condition warrants it, equipment should be replaced. Equipment should be pressure washed annually and new chips placed under the structures on a bi-annual basis. Restroom facilities will continue to be provided on a seasonal basis by contracting for a portable facility. If use appears to warrant it, such a facility may be placed on a year-round basis. An enclosure should be built for the garbage container.

Task 4 Picnic Shelter Area Improvements: Seventy percent of the respondents indicated they preferred that the picnic area continue to be maintained in its current state. While Durham Park is used extensively year-round, the use of the picnic area would likely see the most intensive use during the period from the middle of May to the middle of September.

Emphasis in the picnic area should be placed on maintaining the grassy area and keeping the shelter clean.

Task 5 Loop Trail improvements: The survey indicated the desire to continue upkeep of the trail but focus on the environmental aspects of the greenspace (see task one above).

In the spring of each year the condition of the asphalt should be checked for needed maintenance. Brush and weeds should be cut back one to two feet on each side of the trail and low overhanging branches removed. The general area along the trail should be examined for trees that have the potential of falling and these should be removed. The City can consider adding a bench along the trail at some point that provides a view of Fanno Creek.

Task 6 Heron Grove Park Improvements: A bit over fifty percent of the respondents to the survey indicated that they use the small Heron Grove Park. The overwhelming opinion was to continue upkeep of what is there with particular attention to *altering the path lights*.

10. POTENTIAL FUNDING SOURCES

- A. City General Fund
- B. City Street Fund: Funds can be used for providing bikeways and paths.
- C. System Development Charges
- D. General Obligation Bonds
- E. Local Government Grant Program: Oregon Parks and Recreation Department (OPRD) administers this program. They support development projects for local parks. Small grants that do not exceed \$50,000 total cost and large grants that exceed \$50,000 with a maximum of \$250,000 are available through this program. A 20% local government match of funds is required.
- F. Conservation Fund American Greenways Program: The American Greenways Dupont Awards Program is administered by The Conservation Fund and provides small grants to local greenway projects.

- G. Land and Water Conservation Fund: This program is administered by the National Parks Service and the Department of Interior. It assists communities in providing outdoor recreation and open spaces.
- H. Urban Forestry Grants: There are several funding grant programs that provide money for urban forestry projects.
- I. Department of Environmental Quality 319H grants: These are directed toward watershed quality enhancement.
- J. Oregon Watershed Enhancement Program: Grants are for up to \$10,000 with a 25% match.
- K. Sponsorships/Partnerships/Donations: The City should encourage civic responsibility and stewardship. Public, private and not-for-profit organizations may be willing to join with the City in providing enhanced recreational facilities.
- L. New funding sources sometimes become available, often as one-time opportunities, and the City should continually be on the lookout for such sources to evaluate whether or not they match the needs of Durham's parks.