



**MONTGOMERY COUNTY DEPARTMENT OF PARKS**  
THE MARYLAND-NATIONAL CAPITAL PARK AND PLANNING COMMISSION

MCPB  
Item:  
Date: 5/6/2021

April 22, 2021

**MEMORANDUM**

**TO:** Montgomery County Planning Board

**VIA:** Michael F. Riley, Director of Parks *m*  
Miti Figueredo, Deputy Director of Parks *mf*  
Andy Frank, Chief, Park Development Division *af*  
Jai Cole, Chief, Park Planning & Stewardship Division *jc*

**FROM:** Christie Ciabotti, Project Manager/Landscape Architect, (301) 650-4365 *CC*  
Patricia McManus, Design Section Manager, Park Development Division *PM*  
Hyojung Garland, Park Planning Supervisor, Park Planning & Stewardship Division *HG*

**SUBJECT:** Park Location and Concept Plan for a Dog Park at Norwood Local Park

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**STAFF RECOMMENDATION**

1. Approve Norwood Local Park as a location for a new dog park.
2. Approve recommended concept plan for the design and construction of the new dog park and associated site improvements.

**PROJECT DESCRIPTION**

**Introduction**

The purpose of this project is to provide a dog park facility to serve downtown Bethesda and nearby neighborhoods to implement planning and location recommendations from the Site Suitability Study for Dog Parks approved by the Montgomery County Planning Board in June 2019. This will be the first dog park project undertaken by Montgomery Parks since the 2019 Site Suitability Study recommendations were approved. The project recommends a site location and a concept plan for the design and construction of a new dog park at Norwood Local Park in Chevy Chase, Maryland.

## Context

The 17.5-acre Norwood Local Park is located at the southern border of the growing urban center of Downtown Bethesda. Norwood is in the Bethesda Chevy Chase Master Plan area and is part of the North Bethesda and Bethesda Chevy Chase PROS (Park, Recreation and Open Space) Plan Service Delivery Area. The park serves single family homes, town homes, multi-family residences, and mixed-use commercial development. Because of its function and designation as a local park, Norwood also serves a larger community seeking active recreation and open space amid this urbanizing area.



Figure 1: Park Context

## **Project Funding and Budget**

Project funding is available from the Montgomery Parks Capital Improvements Program in the Urban Park Elements PDF 871540. This program provides amenities for urban parks and funds design and construction of park elements such as dog parks, community gardens, and skateboard facilities. Dog park amenities require careful planning and have specific construction requirements for durability and maintenance. A budget of \$500,000 is anticipated for the design and construction of the dog park and related park improvements. Operating Budget Impact is expected to be approximately \$13,000 per year. These costs are comparable to similar recently constructed dog park projects in Montgomery Parks. Actual costs will be refined once the facility has been designed.

## **Concept Design Process and Timeline**

- **Summer 2020:** Concept plan development based on site conditions and Site Suitability Study recommendations
- **September 30, 2020:** Notify neighborhood associations of intention to hold community meeting
- **Week of October 12:** Signs posted in park
- **October 20:** Mailing sent to residences within ½ mile radius of park
- **November 10, 2020:** Virtual community meeting with interactive Q&A to present background information and concept plan to community
- **November 10, 2020-January 14, 2021:** Survey of community members through Open Town Hall
- **May 6, 2021:** Present recommendations to Montgomery County Planning Board for review

## **MASTER PLAN RECOMMENDATIONS**

### **Vision 2030 Strategic Plan, June 2011**

Vision 2030 is a strategic plan for park and recreation services in Montgomery County for the future. The plan shows Norwood Local Park located in the South Central planning area, an area of the County identified as having the least access to recreation facilities and services. Volume 2, page 10 includes a map which indicates that the South Central portion of the County is projected to have the second highest (after the North Central sub-area) percentage of population growth by the year 2030. This combination of less access to recreation and projected high population growth only reinforces the need to provide more areas for recreation, as increasing pressure is placed on urban green areas such as Norwood Local Park.

As part of Goal 5 to create a high-functioning system of parks responsive to changing community needs, Objective 5.3 on page 27 addresses dog park development:

*Provide a variety of parks and recreation facilities that address current needs and emerging trends (e.g., dog parks, community gardens, cricket, ice facilities, tennis facilities, etc.).*

*Implementation: Formalize decision-making criteria and a process for specialty facility requests (e.g. dog parks, skate parks, cricket fields, etc.). Identify priorities and potential partnerships to respond more quickly to emerging facility trends. Address the growing demand for skateboarding facilities, dog parks and community gardens, especially in urban areas.....*

## **2017 Park, Recreation and Open Space (PROS) Plan, October 2017**

The 2017 PROS Plan serves as planning policy for parks and recreation in Montgomery County. It provides the basis for park and recreation recommendations in area and park master plans, guides priorities for park renovation and development, and provides guidance regarding recreation facility needs in the county. The plan also includes a park classification system. Norwood Park is classified a Local Park, which is defined on page 32 as follows:

*Local Parks provide both programmed and informal recreation opportunities within reach of all area residents. Typically, about ten to fifteen acres in size, these parks contain athletic fields, tennis and basketball courts, picnic and playground areas, and sometimes recreation buildings and other facilities.*

Chapter 4 of the PROS Plan discusses service delivery strategies. Dog parks are identified on page 104 in the plan as facilities with growing demand and limited supply. The PROS Plan designates future unmet need for dog parks at 19.3 additional dog parks or 40 additional acres. The size recommendation for dog parks ranges from 0.25 to 3 acres. The plan further recommends that these facilities should be delivered in proportion to the percentage of County population in each subarea of the county.

## **2019 Site Suitability Study for Dog Parks**

The [2019 Site Suitability Study for Dog Parks](#) was conducted to guide the methodology and initial recommendations for potential locations, design and development of dog parks in high-density areas of the county in response to the needs identified in the PROS Plan. The study used data-driven analysis to estimate the need for new facilities based on population and supply of existing facilities. Facility locations were identified in areas within a half-mile radius from areas zoned for townhouses and/or multi-family homes, which are less likely to have a yard. Public input was collected on a list of candidate sites, which helped determine need and identify a list of recommended sites for future implementation. The study was approved by the Montgomery County Planning Board on June 13, 2019.








Initial sites that best met the following physical evaluation criteria were developed into the candidate list of sites for public review:

- **Available Space:** Adequate space available for the facility (approximately 10,000 square feet)
- **Playground Proximity:** Adequate distance from playgrounds (65 feet) to minimize potential conflicts
- **Residence Proximity:** Adequate distance from homes to minimize noise transfer (200 feet being the ideal distance)
- **Parking:** Available parking if needed, depending on the park type and location
- **Safety:** Crime Prevention Through Environmental Design (CPTED) principles and strategies such as visibility and accessibility

Seven candidate sites were identified for the Bethesda-Chevy Chase area. Figure 2 shows the results of registered responses from the [Open Town Hall survey](#). Sites that received favorable input and improved geographic distribution were included in the final recommendations.

#### QUESTION 1

Please select the two most preferred site for a possible future dog park in the Bethesda-Chevy Chase Service Region. (On a desktop computer you may select two sites by pressing shift and selecting another option)

		Response Percent	Response Count
Elm St. Urban Park		36.6%	67
Fleming LP		6.0%	11
North Chevy Chase LP		27.9%	51
Timberlawn LP		7.1%	13
Wall LP		7.1%	13
Willard Avenue LP		29.5%	54
Norwood LP		33.9%	62

**Figure 2: Open Town Hall survey results regarding preferred sites in Bethesda Chevy Chase area**



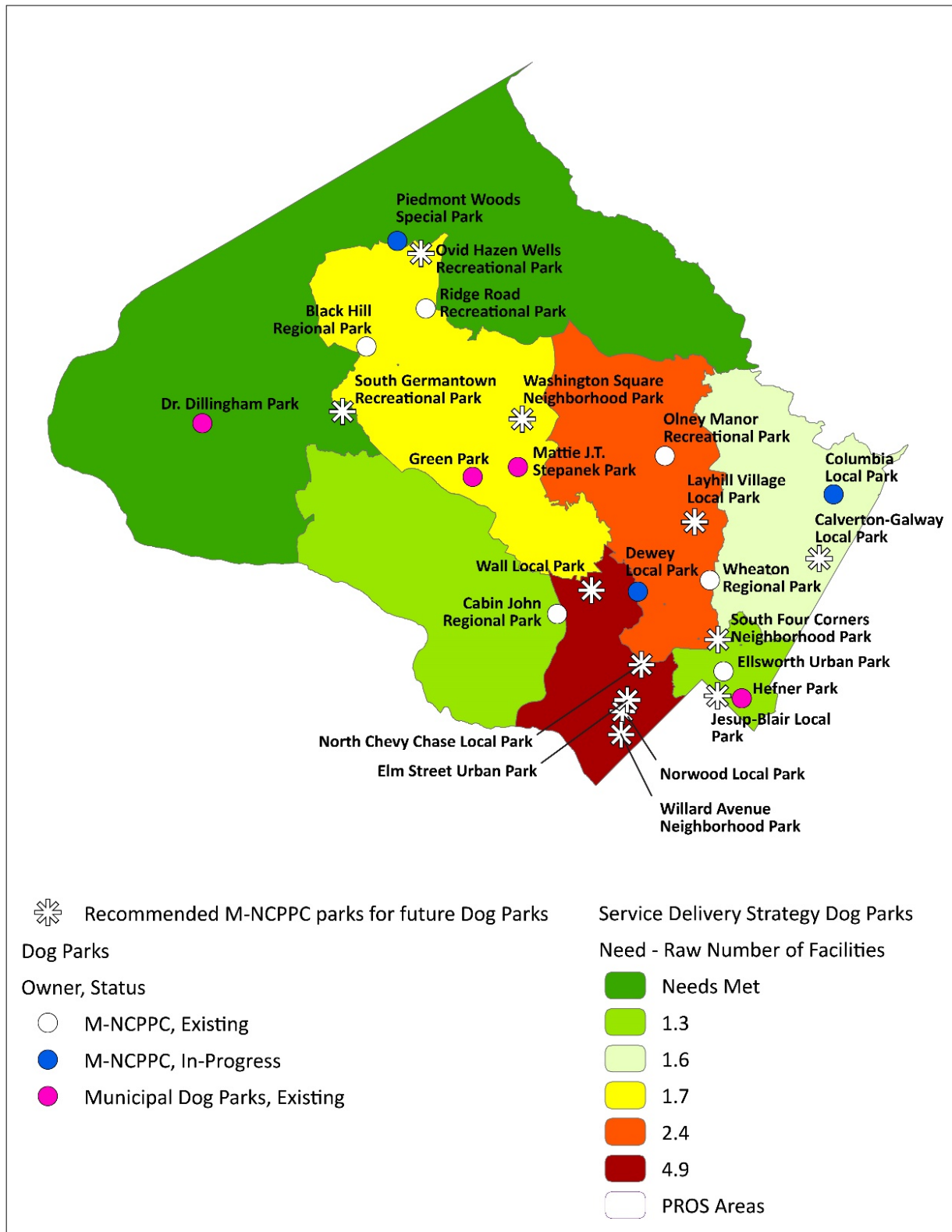


Figure 3: Service Delivery Strategy – 2019 Site Suitability Study, recommended parks for future dog parks

Demand for dog parks and final recommendations for new dog park sites are shown in Figure 3 above. The Bethesda-Chevy Chase area is the least served area in the county for dog parks, with a projected need for five dog parks within this geographic area. Of the sites within this geographic area, the priority was to locate a facility as close as possible to downtown Bethesda to be in close walking distance to as many residents as possible. Norwood was chosen to implement first because it is an unusually large park within a densely populated area, and it will allow for adequate separation between the dog park, other park amenities and residences. In addition, there is already a large population of dogs and owners using the park, so demand is well established. Many dog owners have been allowing their dogs off-leash within the park, so providing a designated safe space for off-leash dogs will enhance the overall park user experience. Elm Street Park is located within Downtown Bethesda and remains a viable location. However, Elm Street Park is not the first choice for implementation, because the timing of a project there would be delayed by upcoming construction of the Purple Line and the Capital Crescent Trail within the park. In addition, there is a private development proposal ([Bethesda Market, Sketch Plan](#)) under consideration that may construct a public dog park nearby.

## **EXISTING SITE CONDITIONS**

### **Background**

Norwood Local Park is located at the southern edge of Downtown Bethesda and is framed on all sides by residential buildings. Detached single family homes lie along the southern and eastern boundaries of the park, apartments are adjacent to the northern edge, and attached single-family townhomes line the western edge on Hillandale Road. The park serves a considerable neighboring population.

From 1899-1936 the park was an experimental station that housed the United States Bureau of Animal Industry and served as a living laboratory for investigations into communicable diseases among livestock. The Experimental Station farm was originally 50 acres and housed pens and outbuildings for the livestock. In 1936, the current footprint of Norwood Park was transferred to Montgomery Parks.

As a local park, and in keeping with the 2017 PROS Plan park classification, Norwood provides both programmed and informal recreation opportunities that include regulation-size athletic fields. At 17.5 acres, the park is the largest local park in the Bethesda-Chevy Chase area. The existing park amenities are well-used and include an historic Park Activity Building, two additional buildings (one houses a preschool), eight acres of unprogrammed open space, permitted diamond and rectangular fields (two each), five tennis courts, a basketball court, amphitheater, two playgrounds, picnic tables, and a trail connection to the Little Falls Trail and the Capital Crescent Trail. Figure 4 illustrates the existing park facilities.



**Figure 4: Existing site plan and amenities**

## Site Usage

The park provides active, social, and contemplative recreation opportunities through its many amenities and large areas of open space, and hosts varied activities from informal kite flying and picnicking to organized pick-up frisbee and yoga as well as competitive team sports that use the designated fields for practice and games. Residents describe local schools using the park for field days and award ceremonies, as well as large community gatherings for holidays and special events. The athletic fields are fully reserved during active sport seasons and bring many players and spectators to the park for competitive play. A sizeable organized group of more than 50 dog owners report using the park and athletic fields most mornings for off-leash dog exercise, in addition to other dog walkers who use the park throughout the day. Having dogs off-leash is prohibited in Montgomery and Prince George's County parks by the M-NCPPC Park Rules and Regulations.

## Access and Parking

The primary park entrance is from Norwood Drive and is the only vehicular access to the park. Additional bicycle and pedestrian entries are at the northeast corner from Nottingham Drive, the south border at the parking area from Offut Road, and from the Little Falls Trail at the southwest corner of the park. The Little Falls Trail connection runs along the south edge of the park. Additional pathways connect the parking area with the buildings and run along the entry drive adjacent to the upper level of the park and the large playground. There are no paths through the center of the park. Figure 5 illustrates the pedestrian connections to the park.





**Figure 5: Access to Norwood Local Park from adjacent neighborhoods**

There are 19 parking spaces within the park near the entrance from Norwood Drive, and an additional 21 spaces in a small parking lot near the Park Activity Building (PAB). Many park visitors access the park by foot, but during busy weekends the parking lots at Norwood are full to overflowing. To address this ongoing concern, Montgomery Parks plans to reconfigure the larger parking lot to increase the number of spaces, as well as provide an accessible path of travel to the PAB under a separate project. Based on preliminary design, it appears to be feasible to add approximately 15 parking spaces, including accessibility upgrades. The parking lot expansion and PAB renovation projects are currently scheduled to begin in Fiscal Year 2022.

## Open Space

One of the defining characteristics of Norwood Local Park is large swaths of open space, unprogrammed lawns, and vistas across the park. In all, the park has eight acres of unprogrammed open space available to park users. The open space character of the park is important to the park community and presents the largest concern for the surrounding neighbors regarding the development of the dog park. Community comments are summarized in the Public Outreach section below.

## Utilities and Drainage

Norwood Park drains to the Willett Branch of the Little Falls Watershed and does not contain wetlands or other hydrologic features. The park gradually slopes from east to west with a high point near the entry to the park at Norwood Drive and low point at the southwest corner of the park. The total topographic change is roughly 60 feet from high point to low point.

The storm drain system underneath Norwood Park that drains to the west has been in place since the 1930s. The Department of Parks has undertaken repair work on the system in recent years and has recently completed drainage improvements to alleviate some of the overflow issues related to increased storm events in recent years. The dog park will have its own stormwater management plan that meets county requirements and will not negatively impact stormwater management in the rest of the park.

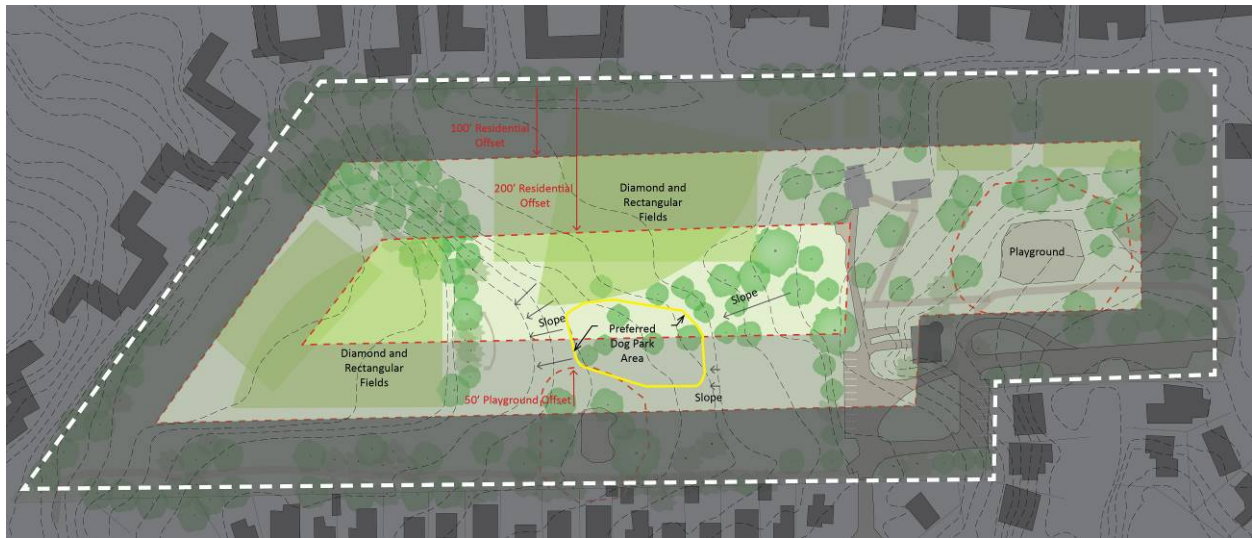
Like the stormwater system, additional park infrastructure such as the sanitary sewer system under the park was built almost 100 years ago. A separate project is currently underway to rehabilitate existing sanitary sewer lines in the park that service the Park Activity Building. The dog park construction and on-going maintenance will not affect the sanitary sewer system but will provide a drinking fountain with a dog bowl within the new dog park.

## PROPOSED FACILITY SIZE AND LOCATION

Based on existing site characteristics and recommendations from the 2019 Site Suitability Study for Dog Parks for both siting criteria and the program of requirements, the following priorities guided the proposed location for the dog park within Norwood Park:

- Provide dog exercise area of adequate size (min 10,000 ft)
- Adequate distance from homes to minimize noise transfer (200 feet being the ideal distance)
- Avoid conflict with adjacent amenities including playgrounds, fields, amphitheater (recommended playground offset of 65')
- Preserve athletic fields and open space to the greatest extent possible
- Minimize impact to existing trees
- Minimize earthwork and avoid steep slopes
- Provide accessible route and parking space
- Provide stormwater management facilities as required for the dog park and related improvements

Figure 6 illustrates 100-foot and 200-foot offsets from residential property lines to identify preferable locations for the dog park within the park property. Figure 7 illustrates the proposed location for an 18,000 square foot (0.4-acre) dog park facility.



**Figure 6: Dog park location study**



**Figure 7: Proposed dog park location**

## **PUBLIC OUTREACH**

Public outreach for the dog park at Norwood Local Park began on September 30, 2020 when all registered associations in the Commission's database within a half-mile of the park were contacted by e-mail to notify them of the upcoming community meeting and ensure the proposed date for the meeting did not conflict with other neighborhood events that might prevent public participation. Associations contacted included 4720 Chevy Chase Drive Condo Association, Bethesda Chevy Chase Chamber of Commerce, Bethesda Urban Partnership, Bradley House Condo Association, Chevy Chase West Neighborhood Association, Kenwood Forest II, and Sacks Neighborhood Association. Following the initial contact, notification



signage of the upcoming meeting was posted in the park during the week of October 12, and postcard notices of the community meeting date were mailed on October 20 to individual residences within ½ mile of the park. Notice of the meeting was also sent out on social media on October 30.

Staff conducted a virtual community meeting on November 10, 2020. The meeting was very well attended, with 120 people attending online and by phone and contributing 330 questions and comments to the meeting's Q&A forum. During the meeting Parks staff addressed as many comments as possible and subsequently posted on the project website a Frequently Asked Questions document, as well as written responses to all questions posed during the meeting. Refer to Attachments A and B.

Beginning November 10, community members were invited to complete a survey regarding the proposed dog park on the web-based Norwood Dog Park Open Town Hall Forum. The Open Town Hall survey deadline was extended by two weeks in response to community requests and closed on January 14, 2021. Many thoughtful community responses were received as part of both the community meeting and Open Town Hall platforms. There has been significant public interest both opposed to and in support of the dog park project. Responses to the Open Town Hall survey were numerous at 921 individual responses with 55% opposed to the proposed dog park and 45% in favor. Refer to Attachment C for full results from the Open Town Hall survey.

A summary of the major comments and issues of public concern are included in the table below. Refer to Attachment D for additional community correspondence.

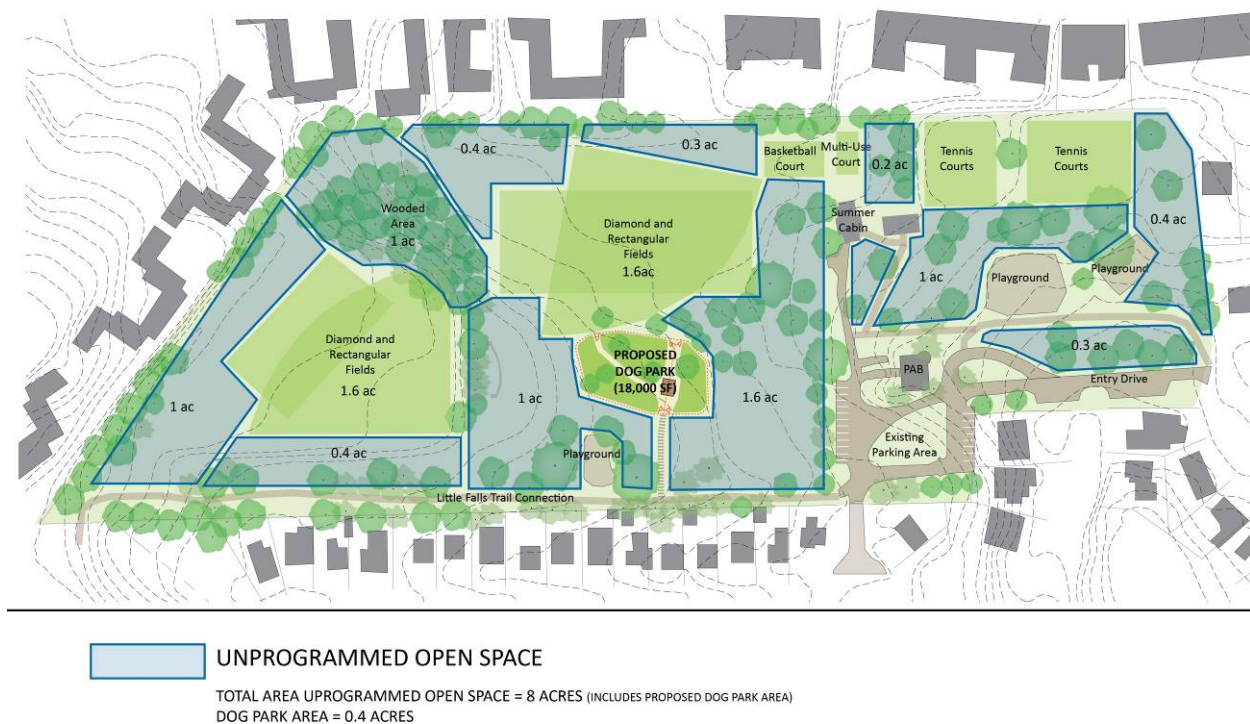
PUBLIC COMMENT/CONCERN	RESPONSE
<p><b>Site Suitability – Consider Alternative Sites</b></p> <ul style="list-style-type: none"> <li>Consider other parks within walking distance of Bethesda that are not as busy as Norwood and could better accommodate a dog park. Little Falls Stream Valley Unit 2 was suggested, which is adjacent to the Bethesda Pool.</li> <li>If located within Norwood, move it away from center of park and towards the north or west side of the park.</li> </ul>	<ul style="list-style-type: none"> <li>Little Falls Stream Valley Unit 2 was not recommended in the Site Suitability Study, because a dog park would be located too close to adjacent residences, and it would displace a permitted athletic field or a parking lot that serves as trailhead parking for the Capital Crescent Trail and overflow parking for the Bethesda Pool.</li> <li>Norwood has few physical constraints for development and allows for adequate space between the dog park and residences. It was also one of the top sites chosen by community members for a dog park in the Bethesda Chevy Chase area. Additional dog parks are also needed in other parks in this area.</li> <li>There are residences abutting the north and</li> </ul>

	<p>west sides of Norwood Park. Within the park, the area proposed for the dog park best meets the suggested criteria as defined by the Site Suitability Study.</p>
<p><b>Parking and Traffic</b></p> <ul style="list-style-type: none"> <li>• The park already has inadequate parking with overflow onto neighborhood streets, and a dog park would draw more cars.</li> <li>• Traffic congestion and speeding occurs on neighborhood roads.</li> </ul>	<ul style="list-style-type: none"> <li>• Staff is designing a parking lot expansion of approximately 15 new spaces with accessibility upgrades. Currently there are 40 parking spots in the park.</li> <li>• The dog park is intended to serve the Bethesda area, and based on our survey, 70% of respondents walk to the park.</li> </ul>
<p><b>Conflicting Activities</b></p> <ul style="list-style-type: none"> <li>• The park is already too crowded, a dog park will attract more use.</li> <li>• There are concerns about safety of children near dogs.</li> <li>• An existing dog group is currently using the park for off-leash dog activity in the mornings. Some park users prefer this status quo of off-leash use and suggest changing the Park Rules and formally designating early morning hours for off-leash dog activity. A proposal and plan was submitted requesting use of most of the western area of the park, including athletic fields, for off-leash dog use.</li> <li>• Some park users are uncomfortable with the existing off-leash activity in the park.</li> </ul>	<ul style="list-style-type: none"> <li>• Norwood is a successful example of a local park, which is intended to provide recreational opportunities to serve areawide residents.</li> <li>• The dog park will accommodate use that is already occurring in the park.</li> <li>• The dog park will provide a separate, fenced area for dog exercise throughout the day, which will help reduce conflicts between off-leash dogs and other park users.</li> </ul>
<p><b>Loss of Open Space</b></p> <ul style="list-style-type: none"> <li>• The park open space is valuable for environmental and human health</li> <li>• The dog park will take unprogrammed open space that's currently being used for other activities</li> <li>• Park aesthetics: Open "heart of park" will be compromised</li> </ul>	<ul style="list-style-type: none"> <li>• The park currently has approximately 8 acres of unprogrammed open space. The proposed dog park is 0.4 acres. Refer to Figure 8 below, which illustrates open space.</li> <li>• Large areas of unprogrammed open space will remain for other activities near the lower parking lot, near the center of the park under grove of large trees, and in other areas of the park. Fields are also available</li> </ul>



	for unprogrammed activities when not permitted.
<b>Cost</b> <ul style="list-style-type: none"> <li>• This is a poor use of taxpayer money during a pandemic – funds should go to those in need or to other park improvements that have greater need.</li> <li>• This is too much money for a dog park.</li> </ul>	<ul style="list-style-type: none"> <li>• The estimated cost of this project is comparable to the cost of recently constructed dog parks.</li> <li>• Funding is currently available for this purpose from the Urban Park Elements program.</li> </ul>
<b>Impact to Trees</b> <ul style="list-style-type: none"> <li>• The project will remove or damage park trees, and shaded areas for contemplative recreation will be lost.</li> <li>• Citizens have requested that the park be designated as an arboretum.</li> </ul>	<ul style="list-style-type: none"> <li>• Existing specimen trees will be retained, and tree protection measures will be undertaken as part of the construction process.</li> <li>• New tree planting will be part of proposed plan.</li> <li>• The purpose of local parks is to provide recreational facilities, which can conflict with arboretum use, so this park is not an ideal site. Nearby park arboretums and plant collections include Brookside Gardens in Wheaton and McCrillis Gardens in Bethesda.</li> </ul>
<b>Need for a Dog Park</b> <ul style="list-style-type: none"> <li>• Many dog owners in the area have no access to an off-leash dog exercise area.</li> <li>• There's a need for a dog park close to Bethesda. Cabin John is the closest, and it's approximately 20 minutes by car.</li> <li>• Some use Bethesda Elementary School but would like a designated space.</li> <li>• The proposed dog park is too small and should be larger than 18,000 square feet.</li> </ul>	<ul style="list-style-type: none"> <li>• The <a href="#">2019 Site Suitability Study for Dog Parks</a> identified the Bethesda Chevy Chase area as most in need for dog park facilities based on population and supply.</li> <li>• Norwood offers a dog park that is in walking distance of a large urban population.</li> <li>• There is demonstrated demand at Norwood given the large organized dog group that uses the park for off-leash activity.</li> <li>• The size is only slightly smaller than dog parks at Ellsworth and Dewey parks. There are many successful examples of small dog parks in urban areas.</li> </ul>

In addition to the concerns expressed above, there were comments in support of dog parks for the social interactions they provide between neighbors. There were also additional questions and comments regarding drainage in other areas of the park, dog park rules enforcement, and the lack of formalized pedestrian access from the north side of the park.



**Figure 8: Open Space Analysis**

## CONCEPT PLAN RECOMMENDATION

The recommended plan intends to delineate the approximate size and location of the dog park area. As the concept plan is further developed and refined, the intent would be to design this new amenity to work in concert with the character of the park and provide opportunities for community interaction and social gathering through safe off-leash dog exercise.

Based on the Site Suitability Study program of requirements, the proposed dog park provides small and large dog areas with a shade structure and water source. The proposed dog park would be approximately 18,000 square feet in size, with a large dog area of approximately 13,000 square feet and small dog area of approximately 5,000 square feet. An accessible path from the parking lot along the trail connector leads to the main entry for the dog park. Two additional entries are shown to allow for convenient access to the dog park from other areas of

the park as well. The surface of the dog park is yet to be determined, but may include concrete, specialty artificial dog turf, stone dust, mulch, or a combination of materials. Dog park fencing at a minimum of 4.5' high provides a safe enclosure with double-gated entries. The perimeter would be softened with plantings. Trees may be added both inside and outside the dog park boundary to filter views into the amenity and eventually provide more shade to the area. A welcoming and carefully located shade structure would be part of the dog park area with a small gathering area, seating, and water source for the dogs. The recommended concept plan is illustrated in Figure 9.

#### Dog Park Program of Requirements

- Minimum size: 10,000 sq. ft.
- Fencing
- Double gate entry system
- Surface: various, to withstand heavy use
- Small and large dog areas
- Seating
- Shade
- Water fountain for dogs
- Water hookup for hose
- Dog waste bags, receptacles
- Signage



**Figure 9: Recommended dog park concept plan**

## CONCLUSION

Staff recommends Norwood Local Park as a location for a new dog park as shown on the recommended concept plan for the dog park facility and site improvements. Dogs provide an opportunity for people to get outside, exercise, improve their mental and physical health, and connect with others. A dog park provides a designated, safe space to socialize for both pets and their owners and brings diverse people together to form bonds based on their shared love of dogs. According to the National Recreation and Parks Association, *“the value of these spaces extends beyond pets and their owners – making a statement about a community’s commitment to offering amenities that attract a richly diverse and active population.”* (Parks and Recreation Magazine)

While urban park sites are unlikely to precisely meet all the criteria recommended in the 2019 Site Suitability Study for Dog Parks, Norwood Local Park is well suited for a dog park because of the demonstrated need for this kind of facility in the Bethesda Chevy Chase area, the current use of the park for this purpose, its location in walking distance for many local dog owners, and its ample space and acreage to accommodate a dog park in this growing urban area. If approved, the project will begin detailed design in summer 2021 with anticipated construction beginning in summer of 2022.

## ATTACHMENTS

Attachment A: Frequently Asked Questions  
Attachment B: Public Meeting Comments and Responses  
Attachment C: Open Town Hall Survey Responses  
Attachment D: Community Correspondence

Signature:



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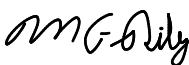
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# Memo to Planning Board re Location & Concept Plan for Dog Park at Norwood LP

Final Audit Report

2021-04-23

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