CONNECTING OUR COMMUNITY

A Plan for Connecting Allentown’s Parks and People through a Network of Bicycle and Pedestrian Trails

Prepared For:
THE CITY OF ALLENTOWN, PENNSYLVANIA

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Go to www.greenways.com/allentown for the full plan.
Executive Summary

Introduction
‘Connecting our Community’ is a City of Allentown comprehensive trails study that contains the findings and recommendations of a year-long public planning process, including input from area residents, community groups, key departments, and the project Steering Committee. The purpose of this study is to identify potential trail projects, programs, policies, and guidelines that will better connect pedestrians and bicyclists to Allentown’s excellent system of parks and trails.

In addition to trails, this study features many streetscape improvements for bicyclists and pedestrians. Such improvements are necessary to safely connect more people from neighborhoods to parks, schools and other important destinations, where creating typical off-road trails is not possible. Examples of streetscape improvements include adding high-visibility crosswalks and crossing signals at intersections, and painting and signing select streets to better accommodate bicyclists. Programs are also identified in the study that can be used to increase safety while encouraging higher amounts of walking, bicycling, and trail use.

Background
This study was financed in part by the Harry C. Trexler Trust, and by a grant from the Community Conservation Partnerships Program, Keystone Recreation, Park and Conservation Fund under the administration of the Pennsylvania Department of Conservation and Natural Resources, Bureau of Recreation and Conservation.

The City’s intent to create a system of locally and regionally linked trails was established in advance of this study in the officially adopted City of Allentown Comprehensive Plan, Allentown 2020 (see statement #8 on pages 17-18), and in the City of Allentown Parks and Recreation Master Plan (see initiative #1 on page 8). Furthermore, the Leigh Valley Greenway Plan recognizes the City of Allentown as the focal point to connecting regional trails. These and other relevant planning documents are summarized at the end of Chapter 2, including excerpts showing support for this type of study.

The goal of a connected system of trails is clearly supported in these plans because of the benefits that trails have for communities. Scores of studies from experts in the fields of public health, urban planning, urban ecology, real estate, transportation, sociology, and economics have acknowledged the substantial value of supporting walking and bicycling as they relate to active living, alternative transportation, and economic growth.

For example, in York County, PA, a 2007 report showed an annual economic impact of more than $6 million from the 21-mile Heritage Rail-Trail (Heritage Rail Trail County Park User Survey and Economic Impact Analysis, 2007). Comparatively, Allentown has nearly 34 miles of existing trails, yet these trails are currently disconnected and therefore cannot be operated, marketed, or used as a singular facility such as the Heritage Rail-Trail.

The ‘hubs and spokes’ model conceptually illustrates how destinations are linked through various types of trail, bicycle, and pedestrian facilities.
Connecting these valuable City resources will allow their full potential benefits to be realized. Communities across the United States are building similar trail networks. They do so because of their obligations to promote health, safety and welfare, and also because of the growing awareness of the many benefits associated with increasing community livability through bicycle, pedestrian, and trail resources.

The Process

In January 2009, the City of Allentown began this study with a set of ‘kick-off’ meetings for the Steering Committee and the general public. Each meeting was attended by 20 or more people, and covered the overall scope, vision and goals of the study.

Spring of 2009 was dedicated to the analysis of existing plans, GIS data, field research, and the start of the public comment form. Initial findings were presented at the April 2009 committee meeting, at which point more than 450 people had filled out comment forms.

In June 2009, 32 people participated in a public workshop and provided hand-written and hand-drawn input on a draft concept map and draft list of potential projects. There were also 17 people in attendance at the June committee meeting. Throughout summer of 2009, the draft map and project list was refined based on input from the public and the committee.

In the fall of 2009, all earlier components of the draft study were assembled and the concept map was broken down into 20 individual projects. Chapters on design guidelines, implementation and other topics were further refined. During this time, project consultants also assisted the City in applying for trail-related grants.

The full draft study was released in December 2009, followed by a final committee meeting and public meeting in January 2010. Twenty-three people and 74 people attended those meetings, respectively. Final edits and revisions are being made in advance of the February 2010 presentation to the City for adoption.

SUMMARY TIMELINE OF THE PLANNING PROCESS:

January 2009  Committee Meeting; Public Meeting
February 2009  Existing Conditions Analysis; Start Project Website; Newsletter #1
March 2009  Stakeholder Interviews; Start Online Comment Form
April 2009  Begin Draft Concept Plan; Committee Meeting; Newsletter #2
June 2009  Present Draft Concept Plan; Committee Meeting; Public Meeting
August 2009  Assemble Full Draft Study; Committee Meeting; APD Meeting
October 2009  Grant Applications for Trail Funding; Newsletter #3
November 2009  Release Full Draft Study
January 2010  Committee Meeting; Public Meeting
February 2010  Final Plan and Presentations
The Vision: Creating a World Class Network of Trails in Allentown

The City of Allentown wants to create a trail network that will establish safe, continuous corridors throughout the community that promote outdoor recreation, facilitate non-motorized transportation and highlight the natural and cultural resources of the community. The trail network should complement the city’s extraordinary parks system and serve to make Allentown a great place to live, work and raise a family. To be regarded as a “world class” trails community, Allentown must be willing and able to achieve the following:

Create a comprehensive and interconnected network of trails that serves all user groups. The primary goal should be that once you enter the community as a trail user, you are able to navigate, travel and link to popular destinations (parks, downtown, shopping, restaurants, public buildings, etc.). Allentown’s physical environment must be altered to accommodate trail use. Roads and alleyways will need to be retrofitted to support pedestrian and bicycle use. Off-road trails will need to be built both strategically and as opportunities arise. Once key connections are made, Allentown will serve as a hub for regional trails, and will link seamlessly into the statewide network of trails.

Foster a culture of active living. Allentown must make trail use part of its culture (i.e. part of the community “DNA”). See box below for key steps involved in this process.

Market and promote Allentown as a destination for trail users. Portland, OR, Davis, CA, Durango, CO, Minneapolis, MN, Denver, CO and Raleigh, NC are all great models for world-class trails and greenways systems. They work hard to promote these systems by achieving the goals previously outlined. Allentown needs to strive for the same. Embrace trail use, build a comprehensive network of trails, and then market the city as a destination for trail users through outdoor programs, regional trail events, and a variety of local activities that incorporate and encourage trail use on a regular basis.

Foster a Culture of Active Living

Businesses and hospitality organizations should cater to the needs of trail users and provide accommodations for mode of travel and navigation needs of these users. For example, bicycle rentals, racks and bicycle parking should be conveniently located for ease of safe access and use. Maps of the community trail system should be readily available. A world class trails community welcomes trail users with a willingness to make their travel and stay as enjoyable as possible.

Residents of the community could not only welcome and embrace trail users, but more of them could become active trail users themselves. Walking or bicycling to work, school, and for social occasions could be the norm rather than the exception. Ultimately, local residents need to be able to see themselves as pedestrians and bicyclists in order to create a truly bicycle and pedestrian friendly community.

City departments should continue working together to help make the community safe for all trail users. Trails, roadways, and intersections should be designed and constructed with pedestrian and bicycle safety in mind. Landscapes and trail facilities should be maintained to a high standard, through all four seasons. Harassment or intimidation by motorists or others should never be tolerated.
Policy/Administrative Action Steps:

1. Adopt This Plan
One major action step for the City of Allentown is to adopt, publicize, and champion this plan. This should be considered the first step in implementation. Through adoption of this document and its accompanying maps as the City’s official trails plan, Allentown will be better able to shape transportation and development decisions so that they fit with the goals of this plan. Most importantly, having an adopted plan is extremely helpful in securing funding from state, federal, and private agencies. Adopting this plan does not commit the City to dedicate or allocate funds, but rather indicates the intent of the City to implement this plan over time, starting with these key action steps.

2. Establish a Parks, Recreation, and Trails Commission (PRTC)
As recommended in Allentown’s Parks and Recreation Master Plan, the City of Allentown should establish a Parks, Recreation, and Trails Commission (PRTC) to assist in implementation. One leader from the PRTC should be appointed to bicycle, pedestrian, and trail issues. The PRTC’s role would be to provide a communications link between the citizens and the City of Allentown, as well as an avenue for reviewing/revising project priorities for implementation. These organizations, and others like them, traditionally focus on education, advocacy, partnerships, events and community service. PRTC should begin quarterly meetings directly after members are appointed.

3. Seek Multiple Funding Sources and Facility Development Options
Multiple approaches should be taken to support bicycle, pedestrian, and trail facility development and programming. It is important to secure the funding necessary to undertake priority projects but also to develop a long-term funding strategy to allow continued development of the overall system. Capital and local funds for sidewalk, bicycle lane, crosswalk, and trail construction should be set aside every year, even if only for a small amount (small amounts of local funding can be matched to outside funding sources). A variety of local, state, and federal options and sources exist and should be pursued. These funding options are described in Appendix C: Funding. Other methods of pedestrian and bicycle facility development that are efficient and cost-effective are described at the end of Chapter 4: Implementation.

4. Improve Signage along Existing Trails and Parks
The goal of this study’s signing program is to establish a framework of sign types, information hierarchy and design standards to create a seamless experience as one navigates along the City’s trail system. One of the primary results of a coordinated sign program is that it naturally reduces clutter by presenting a consistent design and organized information. Key elements of the new sign program include establishing a brand identity and following the guidelines provided for kiosks, directional signs, interpretive signs, and regulatory signs.
5. Begin Semiannual Meeting With Key Project Partners

Coordination between key project partners will establish a system of checks and balances, provide a level of accountability, and ensure that recommendations are implemented. The City Trails Benchmark Report should be a product of these meetings, and goals for the year should be reconfirmed by participants. The meetings could also feature special training sessions on bicycle, pedestrian, and trail issues. Chapter 5 describes the roles and responsibilities of each of the key partners.

Organizational Framework for Implementation with Key Project Partners

**Planning Commission**
- policy implementation
- CIP coordination

**Mayor and City Council**
- leadership & support for trail projects

**Allentown Public Works**
- streetscape improvements & maintenance

**Allentown Parks + Rec**
- coordination of plan implementation, facility construction & maintenance

**Allentown CED**
- marketing & special events

**Allentown Planning**
- facility planning & policy implementation

**Developers**
- facility construction & dedication

**PRTC**
- advocacy, direction & program support

**Penn DOT**
- streetscape improvements & maintenance

**Local Residents, Clubs and Advocacy Groups**
- build public support for trails & participate in programs

*CED = Community and Economic Development

**PRTC = Parks, Recreation, and Trails Commission
6. Improve Bicycle, Pedestrian and Trail Policies

While Allentown’s Comprehensive Plan (Allentown 2020) and zoning codes address non-motorized transportation in a number of important ways, some policy updates are recommended to ensure future development provides pedestrian and bicycle facilities and improves bicycle/pedestrian friendliness. Specifically, a Complete Streets Policy should be drafted and adopted according to the guidelines set forth in this study (see sidebar at left).

7. Continue to Maintain Bicycle, Pedestrian, and Trail Facilities

Additional maintenance costs for bicycle, pedestrian, and trail facilities (striping, sweeping, etc) are small incremental costs relative to the City’s overall public works budget. The recommended strategy is to integrate maintenance into ongoing City programs. For bicycling, an emphasis for maintenance crews is to sweep all the way to the curb or edge of shoulder (where many bicyclists often ride). For trails, emphasis should be on target areas of improvement. Efforts can also be made through the PRTC to establish ‘adopt a trail’ and ‘adopt a bike-way’ programs—bringing attention to maintenance ‘hot-spots’ as they arise. Consider sub-contracting for striping and painting bicycle and pedestrian facilities.

8. Prepare Additional Documents And Studies

This Plan should be viewed as a springboard for additional bicycle, pedestrian, and trail planning, research, and documentation. Additional efforts that should be completed are featured in the sidebar at left.

9. Launch Programs as New Projects are Built

Through cooperation with the City of Allentown, the PRTC, and groups such as the Coalition for Appropriate Transportation (CAT), strong education, encouragement, and enforcement campaigns could occur as new facilities are built. When an improvement has been made, the roadway environment has changed and proper interaction between motorists, bicyclists, and pedestrians is critical for the safety of all users. A campaign through local television, on-site enforcement, education events, and other methods will bring attention to the new facility, and educate, encourage, and enforce proper use and behavior.

10. Offer Training for Enforcement

Law enforcement officers have many things to worry about, yet bicyclists and pedestrians remain the most vulnerable forms of traffic. The APD was consulted during this planning process, and should continue to be involved in implementation. In many cases, officers and citizens do not fully understand state and local laws related to bicyclists and pedestrians. Training on this topic can lead to additional education and enforcement programs that promote safety. Training for Allentown’s officers could be done through free online resources available from the National Highway Traffic Safety Administration (NHTSA) (see links at www.bicyclinginfo.org/enforcement/training.cfm). Should PennDOT release grants for education, the City could also seek instructor-led courses offered by the NHTSA or groups such as the Coalition for Appropriate Transportation (CAT).
11. Continue Working with Safe Routes to School (SRTS) Programs
In late 2009, the Allentown School District was awarded Safe Routes to School grants for Central and McKinley Elementary Schools and South Mountain Middle School. Safe Routes to School is a national program with $612 million dedicated from Congress from 2005 to 2009. Local Safe Routes to School programs are sustained by parents, community leaders, and citizens to improve the health and well-being of children by enabling and encouraging them to walk and bicycle to school. This funding can also be used towards the development of school-related programs to improve safety and walkability initiatives. The City of Allentown should continue to assist its schools in applying for future SRTS programs, and be prepared to assist in implementation.

12. Become a Bicycle Friendly Community (BFC)
The BFC Campaign is an awards program that recognizes municipalities that actively support bicycling. A BFC provides safe accommodation for bicycling and encourages its residents to bike for transportation and recreation. Communities that are bicycle-friendly are seen as places with a high quality of life, and becoming a bicycle friendly community often translates into increased property values, business growth and increased tourism.

13. Create a Bicycle and Pedestrian Coordinator Position (when the City is capable)
This recommendation is made with the understanding that it may take years before the City is able to afford to take on new positions.

The City of Allentown will eventually need to create and fund the full-time dedicated position of Bicycle and Pedestrian Coordinator to handle the day-to-day implementation of recommended policies, programs and activities described within this study. The Coordinator will lead efforts to apply for funding, oversee planning, mapping, design and development of bicycle, pedestrian and trail projects. The Coordinator will assist with programming, public outreach, and monitoring of implementation. In the absence of a coordinator, these tasks fall to the Parks and Recreation Department and the Special Events Coordinator (some cities use a combination of staff, contract employees, consultants, partnerships with advocacy organizations and inter-department teams).

14. Benchmark Progress
Performance measures should be stated in an official City Trails Benchmark Report, prepared by the Parks and Recreation Director (with assistance from other departments) within one year after this plan is officially adopted. The report needs only to cover key performance measures, and should be concise (see Chapter 8: Implementation for suggested measures). This report could also be a showcase of success stories and would serve as a barometer for work that still needs to be accomplished.

Advocacy groups (such as Bike Allentown shown above) are important partners for implementation of this study’s recommendations. BikeAllentown is an advocacy group dedicated to improving the Greater Allentown community by promoting safe and enjoyable bicycling for transportation and recreation.
Priority Trail Projects

Chapter 3: Concept Plan presents an overall map followed by individual project descriptions (pinpoints on the map correspond to individual projects). Below is a suggested list of priority projects. The City, with guidance from the Parks, Recreation, and Trails Commission (PRTC), should take charge of identifying and revaluing priorities as implementation occurs. Priority projects should be selected based on several key factors: 1) Available Funding; 2) Public Support; 3) Available Land/Right-of-Way; 4) Function of the Segment; and 5) Ease of Development. These factors are discussed further in Chapter 4: Implementation.

1. Auburn Cross Trails Park (page 3-47)
   In the completed trail network, one could access almost any of the City’s trails from the Auburn Cross Trails site (the former incinerator site). This will be the main hub for the entire trail network. The site is generally bound by MLK Blvd./Union St. to the north and west; Basin St. to the north and east; and Barber Street to the south. A site-specific map in Chapter 3 depicts a combination and compromise of recommended trail routes to reflect many factors, including: The 2005 Auburn Cross Trails Park Conceptual Plan; the 2009 Transportation Investment Generating Economic Recovery (TIGER) grant application; and the potential sale of this property by the City to private ownership. Regardless of future sale or development by the City, this study recommends the inclusion of trails on this site, requiring close coordination as the site develops.

2. Cedar Creek Park to Dadonna Park (page 3-11)
   This connection is a priority primarily because of the function (connecting two key parks) and the relative ease of development. This short trail connection could be provided in part through the existing pedestrian activated signal on Hamilton Street (near S 22nd St). Add high visibility crosswalk markings and a pedestrian countdown signal to the Hamilton St. crossing and consider closing part of Yocco Dr. to automobiles. Add new crosswalks and a minimum 10-foot wide sidewalk or side path along the south side of Hamilton Street between S. 22nd St. and the creek to the east. Trail should follow the creek south, on the SW side, then cross Walnut St. into Dadonna Park. A short easement will be necessary and should be accompanied by a landscaped buffer to the adjacent properties.

3. MLK Parkway Trail (page 3-17)
   The MLK Parkway Trail will be Allentown’s strongest connection between downtown and the City’s extensive park resources to the west. The existing ‘trails’ within Fountain Park are a combination of side-paths and sidewalks, often lacking connectivity. Recommendations include filling the gaps in the existing system, enhancing and adding new spur to adjacent trails and the downtown core, and making critical on-street improvements, such as pedestrian-friendly intersections and striping bicycle lanes along MLK Boulevard.

Opportunities
- New Trails
- Bicycle and Pedestrian Streetscape Improvements
- New Side Paths
- Existing Paved Trail
- Existing Unpaved Trail
- Non-Active Rail Road
- Rail Road
- Cemetery
- Streams
- Parks
- Schools
- City Boundary
Concept Plan Highlights:

- 34 miles of existing trail
- 14 miles of new trail
- 47 miles of bicycle shared-lane markings
- 4 miles of bicycle lanes or paved shoulders
- 2 miles of new side paths
- New trail bridges and bridge retrofits
- New crosswalks and pedestrian facilities
**Priority Bike/Ped Improvements**

Grant funding awarded to the City of Allentown in 2009 for bicycle infrastructure improvements (sharrows and bicycle racks) could be used on the following streets, with detailed recommendations to be determined in part by the City’s future PRTC:

**Priority Center City Bike/Ped Improvements:**
- Turner, Linden, 4th, Union, and Lehigh streets (page 3-23)
- Jordan Park to Fountain Park (5th + 6th) (page 3-21)

**Priority 1st and 6th Wards Bike/Ped Improvements:**
- Hamilton and Front Street (page 3-29)

**Priority East Side Bike/Ped Improvements:**
- Union Blvd, Irving St, Albert St (page 3-33)
- Green Alleyway Pilot Project on Delp and Clair Streets (page 3-37)

**Priority West End Bike/Ped Improvements:**
- Turner, Linden, 16th, and Ott streets (page 3-15)

**Priority South Side Bike/Ped Improvements:**
- Wyoming St, Emaus Ave, Chapel Ave, 2nd, and Oxford Drive (page 3-43)

*This map of priority bike/ped improvements is a starting point and is subject to change with further input from City staff and the PRTC.*
Projects Currently Underway

16 East Side Trail + Canal Towpath (page 3-39)

Projects to be Ranked as Implementation Occurs

All Other Bike/Ped Improvements (chapter 3)

3 Dadonna Park to Little Lehigh Parkway (page 3-13)

6 Jordan Park to Jordan Meadows (page 3-19)

19 Trout Creek Park to South Mountain Park (page 3-45)

Opportunity-Based Projects

17 Little Lehigh Creek Rails-to-Trails (initially depending on TIGER grant funding; page 3-41)

1 Trexler Memorial Park to Cedar Creek Park (requires close coordination with PennDOT; page 3-9)

12 Tilghman Street Bridge (requires close coordination with PennDOT; page 3-31)

14 Hamilton Street Bridge (requires close coordination with PennDOT; page 3-35)

10 Auburn Cross Trails to Lehigh Landing (requires close coordination as riverfront develops; page 3-27)

9 Lehigh River Rails-to-Trails (requires close coordination as riverfront develops; page 3-27)
Moving Forward in Tight Times
The recommended projects, programs, and policies identified in this study represent a visionary and ambitious plan for the future of Allentown. At first, this may appear daunting or impractical during the tough economic climate that faces Allentown and most U.S. cities. However, such projects are in fact better implemented over time, in logical stages. As lower-cost projects and initiatives are taken, they will help build momentum and support for the larger, more ambitious tasks. For example, Allentown was already awarded a grant in 2009 to begin implementing some aspects of the plan. Key bicycle and pedestrian improvements along with short, but critical, trail segments could also have a great impact for little investment.

The overall horizon for more ambitious trail projects is much longer-term: anywhere from five to 15 years, depending on the level of political support and available funding. As Allentown and other potential partners begin to recover economically, the City may have more opportunities for larger trail projects, ideally with the outside assistance of grants and public-private partnerships. Many such opportunities are outlined in the funding appendix of this study.
Implementation Resources
The appendices included in ‘Connecting Our Community’ feature sections on the following:

A. Public Involvement Summary  
B. Program and Policy Toolbox  
C. Funding Opportunities  
D. Legal Feasibility  
E. Signage Report  
F. Design Toolbox  
G. Operations and Management Toolbox

Right and below: Images from the Design Toolbox and the Signage Report, both included as appendices to ‘Connecting Our Community’.
Executive Summary Footnotes

1 There were more than 100 incidents related to walking and bicycling (21 bicycle-related and 87 pedestrian-related) in close proximity to elementary schools in Allentown from 1/1/2006 to 12/31/2008. Source: City of Allentown Safe Streets Grant Application (2009).


3 The calculation for mileage of existing trails is based on a combination of the City of Allentown’s GIS data, and data collected and created as part of this planning process. The figure includes 19.3 miles of unpaved trails and 14.3 miles of paved trails, most of which are in Jordan Park, Trout Creek Park, Fountain Park, Lehigh Parkway, Cedar Creek Park, Trexler Memorial Park, and the Lehigh Canal towpath.