



City Thread



Accelerated Mobility Playbook (AMP)

Burlingame, CA

Phase 1: Readiness Assessment

May 30, 2025

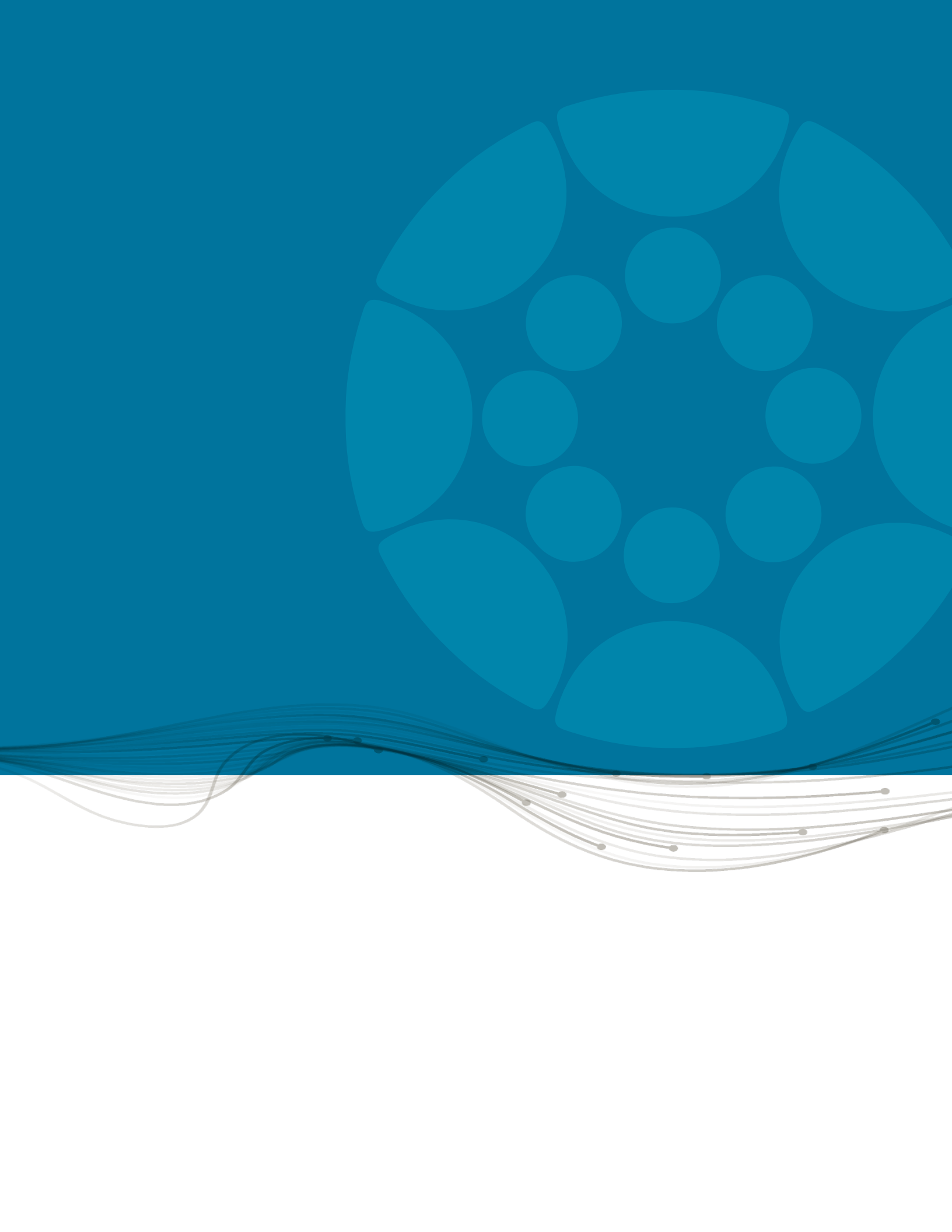
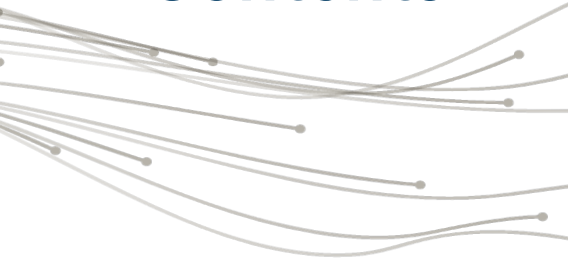


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For the purposes of this report, we may use “**bicycle network**,” “**bike network**,” and “**mobility network**” interchangeably. While some cities and experts may differ in opinion, when we use any of the above phrases, we are referring to on-street infrastructure that is built to specifically accommodate bicycles, scooters, and other individual mobility devices.

Executive Summary

Today, leaders in cities big and small face a daunting mix of challenges. In addition to responsibilities to keep a city running, public officials are tasked with pressing issues of population growth and decline, climate change, income inequality, economic vitality, and public safety. Burlingame leaders are proactively looking for ways to address these challenges.

The future of Burlingame and mobility are inextricably linked. The city's relatively small size and dense, mixed-use neighborhoods, strategic access to regional transit systems, and moderate climate provide an ideal environment where bicycling, walking, and public transit can help Burlingame residents thrive.

Elected leaders have a track record demonstrating support for safer streets and transportation choices. Building on its commitment to sustainable, people-centered mobility, the City adopted the 2020 Bicycle and Pedestrian Master Plan, which lays out a comprehensive vision for a low-stress network of bike routes and pedestrian-friendly corridors that connect neighborhoods, schools,

parks, and transit hubs.

This Accelerated Mobility Playbook (AMP) outlines an accelerated approach to help Burlingame achieve a new goal, centered around filling the gaps in its existing bikeway network and enhancing pedestrian infrastructure.

Accelerate the planning, design, and construction of 10 miles of the planned bicycle network by 2028.

To prepare this report, City Thread interviewed 21 stakeholders, examined planning documents, reviewed public meeting minutes, and surveyed public messaging strategies used in the Burlingame area. The pages following this Summary provide more detailed findings and themes.

This plan concludes with a set of customized recommendations that Burlingame can use to improve implementation methods, build effective partnerships with community stakeholders, and amplify support for changes to the city's streets.

Burlingame's playbook is distilled into the following four strategies:

1 Establish a Shared Goal

Burlingame can capitalize on growing popular support for infrastructure improvements that make it safer and easier for residents to use bikes, low-speed mobility devices, or walking in the city's neighborhoods. By aligning with the Master Plan's call for both near-term upgrades and long-range network development, momentum can be focused on a City-led campaign for connecting its on-street network to deliver safe and complete routes for people walking and riding.

Effective partnership relies upon a shared vision among a diverse group of community stakeholders, including residents, businesses, community based organizations, anchor institutions, and others. Setting a network implementation goal helps clarify what each partner is working to accomplish and aligns the diverse work of individuals and organizations into a single focus. To be effective, this vision must be bold yet achievable. It should inspire partners to action and, when accomplished, build momentum toward future success.

Acceleration: Burlingame will accelerate the planning, design, and construction of 10 miles of projects from its Bicycle and Pedestrian Master Plan by 2028.

Collaboration: No single department or team within the Department of Public Works can achieve this goal on their own. Success will require focus and alignment among different divisions responsible for existing transportation duties and responsibilities, including community engagement and connections to development and housing projects.

2 Align Partners

A coalition model of organizing has been tested and used effectively in other cities to improve outcomes and sustain momentum for changes to city streets. The most effective coalitions engage with residents with diverse viewpoints, representing interests outside of mobility infrastructure.

Effective messaging is only as effective as the messenger. A diverse coalition that represents Burlingame residents is needed to authentically communicate the vision for active transportation and the associated benefits and tradeoffs. A community-based coalition – aligned with but operating independently of the city – and its municipal partners need only to identify those spokespeople and amplify their voices to move forward, quickly.

Community-Based Coalition: Create an expansive, non-partisan coalition with thoughtful recruitment from outside the bicycle community. An organized coalition is key to turning out support at the time and in the way that is most helpful to city staff and elected leaders.

Partnerships: City and philanthropic investment should be dedicated to implementing the short-term recommendations of the Bike and Pedestrian Master Plan. A people-centered approach to transportation planning moves residents from automobile-dependency to a community connected by pedestrian, bicycle, and transit networks, and is particularly important in low-to-moderate-income residents and commuters.

3 Resource Partners

Achieving the City's bold and ambitious goal requires new resources so that each stakeholder group – city staff, elected leaders, and community partners – can effectively work towards it. Building trust and cooperation in partnerships is easier when everyone has access to the resources needed to accomplish their roles. The AMP acknowledges that each of the groups represented in this partnership is critical and that they require different forms of support.

To provide these resources, the AMP highlights the role of philanthropy, corporate sponsors, and anchor institutions – not just as funders, but also as conveners, spokespeople, and invested representatives of the city's future.

Fund Development: Executing the AMP requires funding, and much of it can't – and shouldn't – come from the municipal coffers. Resourcing the coalition starts with hiring a coalition manager to devote full time energy to this work, but does not end there. City Thread estimates that local philanthropic and business interests have the capacity to provide up to \$2.5 million over three years to support community-based activities.

4 Build a Network, Quickly

Once existing community support and demonstrated political will is aligned, cities can rapidly accelerate the pace of network implementation. The resulting projects are transformative, connected, and complete, meeting the community's desire for transportation choices and improved safety.

Successful implementation requires consistent engagement practices and predictable project delivery methods. While the process of building infrastructure contains multiple layers of simultaneous activities, cities can streamline and refine their efforts to make implementation easier, more efficient, and less expensive.

Project Delivery: Burlingame will create and test new methods of holistic project delivery where urgent safety improvements are most needed. These methods will seek to redefine public engagement, interdepartmental collaboration, and partnerships with community supporters.

Community Engagement: A robust community engagement strategy will work with underrepresented constituencies to more fully reflect community needs in the planning and implementation of each new bikeway network project. Community partners will connect resident and neighborhood concerns to the City's work.

AMP Overview

Transportation, mobility, and access improvements offer cost-effective solutions to the challenges cities face, but traditional methods of planning, project development, community engagement, and messaging often leave residents searching for better answers, and the resulting projects rarely achieve their desired intent.

Improvements to the built environment take too long to implement, infrastructure is disconnected and incomplete, and poor messaging around projects creates fear and distrust, empowering a vocal minority of opposition.

The Accelerated Mobility Playbook (AMP) provides a roadmap for accelerating project delivery, completing network-focused implementation plans, and conducting authentic community engagement. It showcases existing popular support and enables leaders to get ahead of opposition and neutralize misinformation.

The AMP is divided into three distinct phases. The phases build on each other — rooted in the trust, collaboration, and mutual support among key stakeholders needed to accelerate project delivery.

Phase 1 of the AMP is both an audit of a city's current state of practice and an action plan for improved implementation and partnership. This phase is presented in two parts:

- A **Readiness Assessment** details the results of an audit conducted by City Thread to benchmark the current mobility environment. Understanding the current practice of project delivery, capacity of city staff and local partners, backing from elected leadership, intensity of community support, and philanthropic engagement allows City Thread to identify challenges that will affect accelerated implementation and the creation of effective partnerships.
- An **Action Plan** outlines opportunities to improve mobility network implementation methods, build lasting and effective partnerships with community stakeholders, and amplify existing public support for changes to the city's streets. The recommendations include suggested campaign objectives, budget guidance, and next steps for community action.

With the AMP action plan in hand, Phases 2 and 3 follow. It is in these phases that work begins to build a diverse coalition of community supporters, launch a supportive media campaign, develop a process for rapid project delivery, and accelerate the construction of complete mobility networks.

Urgency for Change

Cities today must address an intimidating list of challenges. Responsibility for the critical issues of affordable housing, gentrification and displacement, climate change, income inequality, economic vitality, and public safety fall to our public officials – all in addition to day-to-day operations of a city. Most communities lack the resources and strategies needed to adequately tackle these problems, threatening the quality of life for residents and preventing cities from realizing their full potential.

Solutions to these challenges require careful planning and sustained leadership.

Resources are limited, spread across large geographies and multiple issue areas, and the support that is available may not allow cities the flexibility to adapt solutions to their unique context and place. Local leaders, attentive to a range of constituent needs and interests, are not always aligned around a single strategy. As a result, public agencies are overwhelmed by the scale of problems, and must direct their limited capacity to small improvements or short-term solutions.

Our challenges are connected.

A history of segregation and disinvestment in many cities has consequences that they continue to reap today. Highways divided thriving communities, separating them from amenities and essential services and stunting their capacity for economic and social growth. Redlining and discriminatory housing practices, community investments, business development, and access to recreation and education have resulted in distinct geographic disparities within any municipality – a result that

Burlingame faces a mix of challenges. Solutions to these challenges require careful planning and sustained management.

- Like many cities, traffic and pedestrian safety has become a bigger concern as Burlingame densifies, particularly near downtown, schools, and transit corridors. Residents are increasingly vocal about safer streets for all users.
- The city has a history of taking “big shots” at major redevelopment projects that, while transformative, leave little room for smaller scale improvements that could be accomplished as part of routine maintenance of the city’s infrastructure.
- The city’s roads, bridges, and water and sewer systems are in urgent need of repair and modernization. Deferred maintenance due to budget constraints is a real issue, particularly when weighed against ambitious development projects.
- Increases in housing costs make it difficult for low-income residents to find affordable and stable housing. The city remains one of the most expensive residential markets in the Bay Area, with median home values exceeding \$2 million and median monthly rents around \$2,643.
- Trust between city staff, elected leaders, and community members has eroded where the public engagement process lacks clarity and projects don’t meet the expectations of those providing input.

further the experience of disconnection and distrust among residents.

Limited availability of low-and middle-income housing options, and a historical preference

for low-density, single family residential homes places upward pressure on property values. Finding affordable housing forces many residents to live further away from centralized employment and cultural districts. Long term residents find it increasingly difficult to remain in their neighborhoods, while young professionals and seniors are being priced out of cities. Those that stay find the shifts in the culture and experience of their neighborhoods disorienting and dispiriting.

Transportation networks become increasingly congested, leading to longer commute times, increased air pollution, and decreased safety. For municipal leaders, aging infrastructure, increasing project costs, and limited staff capacity make it difficult to keep pace with the growing demands placed on public infrastructure. Meanwhile, residents and business leaders face the reality of declining traffic safety, limited parking options, crowding and overuse of recreational areas, and insufficient connectivity to the places they frequent on a daily basis.

Cities must also grapple with the challenge of maintaining their cultural identity and uniqueness. Cookie-cutter solutions threaten traditional cultural practices, and can lead to the homogenization of a community's identity or the displacement of people, neighborhoods, and civic pride.

Looming above it all, climate change poses a significant threat to urban areas due to the concentration of people, infrastructure, and resources. Forest fires, extreme weather events, and heat waves are some of the climate change impacts that cities must address to maintain their viability.

Mobility options can help.

Cities that have developed and promoted complete, safe networks for biking, walking, and accessing public transit have made measurable progress in addressing the other challenges they face. While increases in biking and walking are far from the only solution, they are a cost-effective, time-tested, quickly implemented remedy that can be applied just about anywhere in the world.

A connected network of mobility infrastructure allows people to get where they need and want to go without adding more cars to the road. Moreover, the city's capacity to deliver high quality projects that meet the needs of its constituents demonstrates the effectiveness of local government and rebuilds trust between residents and the leaders they elect. The development of a complete, connected network does much more than improve mobility; it helps cities sustainably build on their success and ease the challenges they face.

A Vision for Mobility

To overcome the range of challenges cities face, leaders must provide more options that give people a choice for how they get from one place to another. To do this, cities must invest in infrastructure that is connected, comfortable, and easy to use. Cities with safe mobility networks have made measurable progress at increasing the popularity of biking, walking, and rolling for daily transportation.

The development of complete mobility networks does much more than improve transportation. Cities that provide mobility options are widely recognized as great places to live and work, balancing the economic and tourism potential of the city with the needs and desires of local residents just trying to get to school, the park, or the grocery store safely.

Good infrastructure doesn't require bike riders, drivers, or pedestrians to navigate incomplete connections that force everyone into unsafe and confusing situations.

Instead, improved infrastructure helps us move forward together by relieving traffic congestion, increasing mobility and opportunity for residents, and making our city feel more alive and livable.

Our transportation problems are too big to be solved by any one solution. We know that thinking about transportation needs as a whole will make cities more livable—no matter how people choose to get around. When carefully planned and constructed, mobility projects can help everyone get where they need to go with the greatest safety, reliability, and the least

By increasing the popularity of biking, walking, and rolling for daily transportation, Burlingame can increase opportunity for everyone.

- City Council members, residents, and local leaders share concerns about speeding and reckless driving. This provides an opportunity to connect issues of traffic safety to tangible mobility network improvements.
- The city has a robust network of neighborhood groups, BIDs, community-based organizations, and anchor institutions – a prime audience for new ideas, aspirational messaging and positive reinforcement in support of safer mobility options and complete streets projects.
- The business community is eager to buy into and support a vision for streets and public spaces that will lead to mobility options, traffic safety, and economic vitality across the city.
- The City has the policy and planning framework needed to create and test a new model of project delivery that includes effective messaging and community engagement, cross-departmental collaboration, and meaningful partnerships with local businesses, community-based organizations, and anchor institutions.

amount of hassle.

In cities with many transportation options, people make choices that give them the most control over their schedule. Having these options opens up opportunities for everyone – for job opportunities, commuting, recreation, and health.

Build a Network

A mobility network is a completely connected,

comfortable system of sidewalks, trails, bike lanes, transit stops, and accessible public spaces that allow people to travel safely, comfortably, and reliably without using a car. Everyone, no matter if they bike, walk, scoot, drive, or use an assisted mobility device, can get where they are going with the greatest safety and the least difficulty because everyone's traffic flow needs are met through careful planning and smart construction.

The community-focused framework established in the 2019 Envision Burlingame comprehensive plan and the subsequent adoption of a new Bicycle and Pedestrian Master Plan in 2020 provide an opportunity to create and test a new model of project delivery built on cross-departmental collaboration and meaningful partnerships with local businesses, community-based organizations, and anchor institutions.

The street network allows drivers to travel anywhere in their community without needing to think much about where they are going or how they will get there. Complete mobility networks offer the same flexibility to people who don't drive.

Connect People and Places

A mobility network can only be successful if it connects residents to popular destinations like schools, parks, trails, employment centers, libraries, grocery stores, community centers, and clinics. In most cities, there are good pieces of a network: a shared use path or two, some appealing neighborhood streets, and maybe a protected bike lane on a major corridor. Too often, though, these projects stand alone and fail to help users fully reach their desired destinations.

Community organizations, businesses, and neighborhood leaders are willing to support

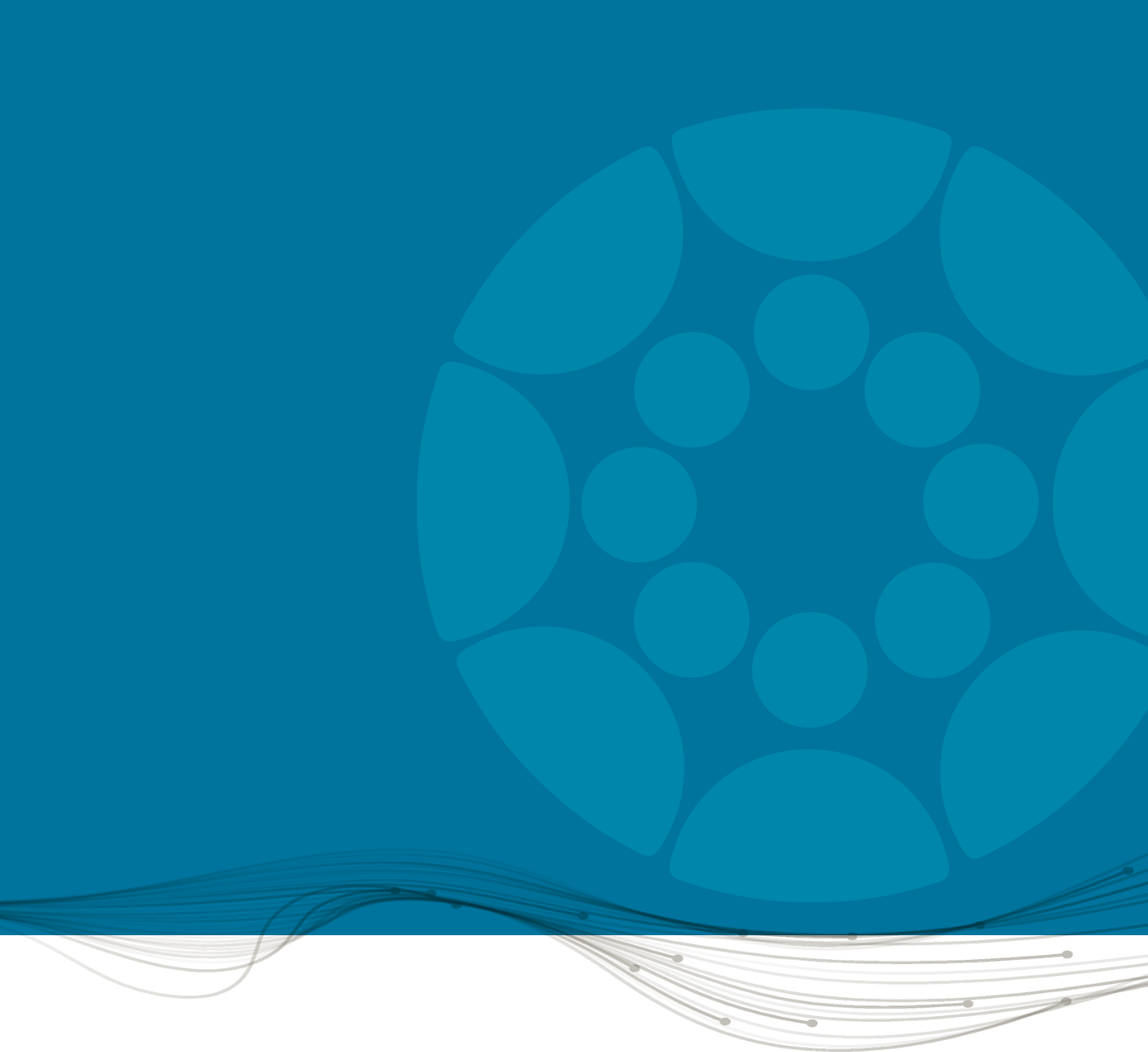
a vision for streets and public spaces that will lead to more mobility options, traffic safety, and economic vitality across Burlingame, but they need to be engaged in a movement that supports this larger vision rather than reactive campaigns to preserve on-street parking or keep unhoused people away from their businesses.

By increasing the connectivity of the network, cities create more equitable access for increasingly diverse populations and offer more choices on how residents move through their community.

Improve Comfort and Safety

The design quality of the network matters. For decades, traffic engineers assumed that people on bikes could almost always share the road with cars or that intersections are best left without marked crosswalks. However, a striped bike lane on a street with fast traffic isn't an appealing place to ride for most people, and putting a pedestrian crossing sign along a busy thoroughfare doesn't make it a place where parents want to cross with their children.

For a mobility network to attract the widest audience of users, its most fundamental attributes should be comfort, safety, and convenience. Thoughtful design and route selection give people of all ages and abilities the real option to leave their cars at home. Attractive street improvements send the message that streets are for everyone, and that the city can build public spaces that value and prioritize everyone that lives there.



Phase 1: Readiness Assessment

The Accelerated Mobility Playbook (AMP) begins with an audit of the existing mobility landscape in Burlingame. This audit includes an evaluation of ongoing mobility projects, existing partnerships, examples of community-based support, and the City's ability to deliver transformational projects.

City Thread relies on insight from people involved in the process, current plans, public records, and case studies of past projects to get a deep, personal sense of where mobility-based projects are succeeding and where improvements could be made. The assessment seeks to understand project delivery using four strategic areas:

Partnership Development

To manage this multi-year action plan and build robust systems that enable sustained momentum, the AMP recommends opportunities to increase staffing capacity and support across all levels of local leadership. Participation in study tours and technical workshops provides an opportunity to align partners on program goals, learn from peers, and build relationships with other practitioners from around the world.

Public Communications

Audience research, public opinion surveys, content branding, paid marketing strategies, and earned media help pinpoint public perceptions of mobility solutions, present those results to decision makers, and share findings through local media outlets. Public opinion research guides a messaging strategy that presents the benefits of multimodal choices for local residents and bolsters support for the acceleration of mobility projects.

Community Outreach

Thoughtful engagement of residents, non-profits, businesses, and other leaders in the community builds support for mobility projects. Through close collaboration and cooperation with municipal leaders and transportation departments, local outreach activities diversify the base of support in neighborhoods where projects are being planned and increase the visibility of non-bicycle advocates and supporters.

Implementation Support

While the AMP recommends municipal partners be responsible for funding capital expenses associated with network implementation, it also recognizes the need for technical expertise to provide crucial design, project management, communications, organizational, and strategy assistance for all coalition partners. Understanding the limitations of staffing capacity helps inform these recommendations.

The playbook is designed to overcome typical challenges that prevent cities from developing complete, safe mobility networks:

- Resistance, internally and externally, to changing the design and function of public roads, particularly changes that are perceived as a threat to car use;
- Limited funding options for transportation infrastructure, especially in the context of all other infrastructure needs within a community, including storm water drainage, parks, bridges, municipal buildings, schools, and roadway maintenance;
- Newspaper and social media comments that misrepresent public opinion by giving a small minority of citizens a prominent platform to express their personal opposition to complete streets infrastructure;
- Concern that creating safer spaces for people walking or biking will reduce convenient parking options and hurt businesses that depend on easy access;
- Perceptions that bicycling is a niche activity with minimal potential to improve mobility and reduce traffic congestion; and
- A negative image of people who bike as quirky, condescending elitists and not mainstream.

Concerns about speeding, reckless driving, and housing affordability create urgency for City Council and civic leaders to expand transportation choices and create safe streets for everyone.

By increasing the city's mobility options, Burlingame can compete with its peer cities while also achieving intersecting goals around equity, health, safety, and economic growth.

The AMP provides a dynamic, accelerated approach to overcoming these challenges. It works first to establish a short-term implementation goal for placed-based projects, align the interests of community groups with municipal departments, resource

all those parties to maximize the potential of the private/public partnership, and move collectively towards rapid completion of the mobility network.

Distilled into four distinct steps, the AMP strategy first establishes a vision for what can be achieved once partnership among like-minded stakeholders is created. From there, it develops working relationships built on trust and accountability, and promotes the systems needed to facilitate communication, information sharing, and benchmarking. Support from philanthropy and other sources allows the partners to work toward their bold, ambitious goal. Project delivery follows, accompanied by a city-wide messaging campaign and a diverse coalition in support of the city's selected projects.

Accelerated Mobility Playbook

1 Establish a shared goal

Acceleration relies upon a shared vision among community stakeholders.

This goal must be **bold, yet achievable.**

2 Align Partnerships

Success requires coordination, partnership, and communication.

Elected officials, City staff, and community organizations must unite behind a shared strategy.

3 Resource Partners

A multi-year cooperative effort requires customized resources.

Philanthropy provides each partner resources to address their specific needs.

4 Build the Network, Fast

Project delivery occurs alongside paid media and engagement.

Residents participate positively because the process is **consistent** and **predictable.**

Organized into four steps, the AMP outlines opportunities to define a short-term implementation goal, build lasting and effective partnerships with community stakeholders, amplify existing public support for changes to a city's streets, and improve methods of project delivery.

1. Establish A Shared Goal

The availability of capital funding, a healthy mix of forward-looking policies, or the presence of charismatic leadership are not sufficient on their own to guarantee a city will work quickly and effectively to improve mobility. The success of any city-wide initiative depends upon partnership and coordination among various community stakeholders.

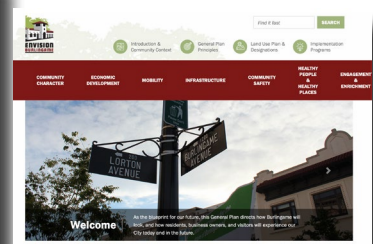
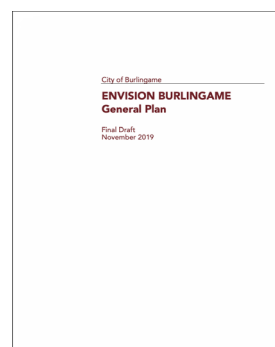
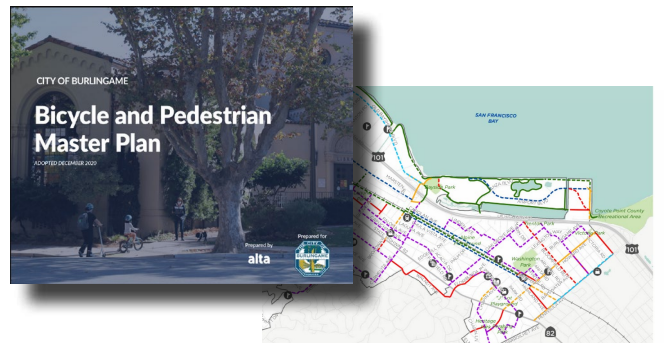
Elected officials announce and drive initiatives based on their public commitments. City staff use their technical expertise, public engagement activities, and capital funding to carry out these initiatives. Community groups educate residents and support city staff and elected officials on behalf of constituent needs.

Where We Started

The future of Burlingame and mobility are inextricably linked. The city's relatively small size and dense, mixed-use neighborhoods, strategic access to regional transit systems, and moderate climate provide an ideal environment where bicycling, walking, and public transit can help Burlingame residents thrive.

There is no shortage of plans or policy priorities to address the city's transportation needs.

For more than a decade, City officials have advanced and championed road diets, protected bicycle lanes, and traffic calming measures throughout the city. Network plans, design guides, and implementation manuals have been developed, publicly vetted, and funded for almost all modes of transportation throughout the city.



Burlingame has the policy foundation in place to advance its mobility goals, but project managers lack a comprehensive approach that binds the numerous plans and programs into a cohesive implementation strategy.

In spite of this preparation, large gaps in the network remain and many existing routes do not meet modern design standards for a low stress, all ages and abilities experience. Individual plans are not necessarily informed by

other planning documents and remain focused on single-modes of travel. Implementation is expensive and time-consuming. City-wide, project managers lack a comprehensive strategy that binds the many plans and programs being advanced on an annual basis.

In Burlingame, efforts to create safer, more inclusive streets have steadily advanced through a combination of policy, planning, and community investment. The city has embraced complete streets principles in recent years by integrating multimodal improvements into routine street upgrades, such as the addition of high-visibility crosswalks and curb extensions along California Drive and other streets.

Projects like the Broadway Grade Separation and the California Drive roundabout showcase how major infrastructure can prioritize safety for people walking and biking, while also improving traffic flow and access to Caltrain. These efforts are guided by a long-term vision outlined in Burlingame's 2020 Bicycle and Pedestrian Master Plan, which charts a path toward a citywide network of low-stress bikeways and walkable streets designed to serve people of all ages and abilities.

Past projects demonstrate important progress, but the network still remains sparse and disconnected. Despite best efforts in recent years, planning and design efforts for major corridor projects have been piecemeal, leading to a patchwork of suggested bicycle and pedestrian enhancements that do not link up in a connected, citywide vision for active transportation.

Where We Can Go

Recently, elected leadership in Burlingame has been more aligned on how to deliver safer streets and transportation choices.

The following challenges affect the pace and acceptance of efforts to reconfigure Burlingame's roadways:

- Despite having a detailed project list contained within the Bicycle and Pedestrian Master Plan, there are no commonly understood goals for implementation. Municipal leaders and community partners have different expectations and no established strategy to guide implementation or direct resources.
- Community engagement is often managed by external consulting partners, sometimes resulting in inconsistent messaging and effectiveness of outreach efforts. Limited capacity and resources prevent city staff from taking a more prominent role in project meetings.
- Some stakeholders, including business and property owners, claim that the outcomes of past projects differ in design from the original scope, and there is no explanation for why changes were made. These influential stakeholders have limited trust in Burlingame's ability to effectively plan and deliver projects that meet their needs.
- Supportive advocates for active transportation feel that the city's implemented designs fail to meet community expectations, ignore modern best practices for safety and access, and present obstacles to seamless connectivity and comfort for users. These stakeholders should be supportive of the city's efforts, but are wary to engage more robustly.
- Staff are tasked with multiple job duties and priorities, some of which are urgent public safety issues, leaving little time to establish a strategy that will guide implementation or allocate resources.

Building on its commitment to sustainable, people-centered mobility, the City adopted the 2020 Bicycle and Pedestrian Master Plan, which lays out a comprehensive vision

for a low-stress network of bike routes and pedestrian-friendly corridors that connect neighborhoods, schools, parks, and transit hubs. This plan identifies priority improvements and concept designs for key locations such as California Drive, Broadway, and the El Camino Real corridor, where safety and access are most critical.

In addition to planning for long-term transformation, Burlingame has pursued bold opportunities to redesign public space with multimodal users in mind. The California Drive roundabout project, for example, reimagines a high-traffic intersection to better serve bicyclists and pedestrians while improving vehicle circulation. The project also integrates green infrastructure and stormwater management features, demonstrating how mobility investments can support environmental goals and urban resilience.

Burlingame's City Council has increasingly emphasized the need for faster, more predictable delivery of mobility improvements, aligning with the Master Plan's call for both near-term upgrades and long-range network development.

Unlike cities with major transportation bonds, Burlingame must look to low-cost, rapid implementation strategies—such as quick-build bike lanes, high-visibility crossings, and traffic calming pilot projects—to respond to urgent safety concerns and community demand for walkable, bikeable neighborhoods.

While recent accomplishments have signaled meaningful progress, ongoing collaboration with residents, schools, local businesses, and regional partners remains essential. A shared, clearly communicated vision—grounded in the values of safety, equity, and connectivity—will help unify community efforts and ensure that

Burlingame's streets continue to evolve to meet the needs of all who use them.

Effective partnership relies upon a shared vision among community stakeholders. Setting a network implementation goal helps clarify what each partner is working to accomplish and aligns the diverse work of individuals and organizations into a singular focus. To be effective, this vision must be bold yet achievable. It should inspire partners to action and, when accomplished, build momentum toward future success.

One of the reasons cities often fail to accomplish their transportation goals is that their objective is too big in size or scale. They try to run before they can walk.

For Burlingame, establishing large-scale implementation goals before defining the engagement processes needed to manage community expectations has left city staff exposed to opposition and backlash, internally and externally.

Rather than using the AMP to change the entirety of Burlingame's transportation effort, City Thread recommends building on the momentum already in place to accelerate projects identified in its Bicycle and Pedestrian Master Plan. This slightly narrower focus will help to build the partnerships, trust, and track record of accomplishment needed to sustain a system-wide shift in planning and development practices for other modes.

A focus on coalition building, authentic community engagement, and high-quality projects can serve as a model for broader mobility programs in the future.

City Thread recommends Burlingame take the following action steps:

- **Acceleration:** Burlingame will accelerate the planning, design, and construction of 10 miles of projects from its Bicycle and Pedestrian Master Plan by 2028.
- **Collaboration:** No single department or team within the Department of Public Works can achieve this goal on their own. Success will require focus and alignment among different divisions responsible for existing transportation duties and responsibilities, including community engagement and connections to development and housing projects.
- **Community-Based Coalition:** Create an expansive, non-partisan coalition with thoughtful recruitment from outside the bicycle community. An organized coalition is key to turning out support at the time and in the way that is most helpful to city staff and elected leaders.
- **Partnerships:** City and philanthropic investment should be dedicated to implementing the short-term recommendations of the Bike and Pedestrian Master Plan. A people-centered approach to transportation planning moves residents from automobile-dependency to a community connected by pedestrian, bicycle, and transit networks, and is particularly important in low-to-moderate-income residents and commuters.
- **Fund Development:** Executing the AMP requires funding, and much of it can't – and shouldn't – come from the municipal coffers. Resourcing the coalition starts with hiring a coalition manager to devote full time energy to this work, but does not end there. City Thread estimates that local philanthropic and business interests have the capacity to provide up to \$2.5 million over three years to support community-based activities.
- **Project Delivery:** Burlingame will create and test new methods of holistic project delivery where urgent safety improvements are most needed. These methods will seek to redefine public engagement, interdepartmental collaboration, and partnerships with community supporters.
- **Community Engagement:** A robust community engagement strategy will work with underrepresented constituencies to more fully reflect community needs in the planning and implementation of each new bikeway network project. Community partners will connect resident and neighborhood concerns to the City's work.

2. Align Partnerships

Achieving network implementation goals are most effective when project delivery is supported by community-based organizations and leaders that are trusted by local residents. Long before a project is proposed to a community, city staff, and advocacy partners should be working to build long-term relationships with neighborhood leaders.

Looking For Direction

City leaders struggle to define a common value proposition that could be used to build support for street changes. As a result, completed projects often take a long time and fail to meet the needs and expectations of residents, businesses, or elected officials.

Internally, the project delivery process puts staff in the position of defending their recommendations three times, first to the general public, second to the TSP Commission, and finally to City Council itself. Each level of engagement invites residents to offer opposing viewpoints and fails to build on previous outreach efforts. This creates a bottleneck that not only slows project delivery but also requires staff to constantly respond to feedback, often from the same people asking the same questions that have already been addressed.

Business leaders and residents lack understanding of how planned changes to city streets can benefit all road users, regardless of how they choose to get around. Mobility advocacy is small and under-resourced.

City-wide communications about transportation projects fail to build consensus

What Works Well...

- City staff, in multiple departments, have the experience needed to deliver projects at an accelerated pace. The City's prepared plans, policy guidance, and internal expertise are not a limitation to achieving a bold, ambitious implementation goal.
- Residents, business leaders, and community champions understand the city's most pressing challenges. They are ready to support city-led efforts if they have a meaningful pathway to engage in opportunities for change.
- Burlingame has a high quality of life, with residents and business owners that are deeply invested in seeing their community thrive.

What Doesn't Work Well...

- No single organization, entity, or leader holds a vision that is shared universally by other supporters. Without a prescribed implementation program, progress is limited to piecemeal projects that don't offer the outcomes community members seek.
- City staff has never before attempted to deliver projects at this scale. Internal processes and communications among departments will need to be rethought without sacrificing project quality or authentic public engagement.
- Community partners lack the resources or organizing structure needed to effectively participate in public processes or develop meaningful relationships with each other. A commitment to the city's future is shared by most, but a lack of funding and staffing prevent them from engaging productively.

with external partners and don't present a clear message on the benefits of mobility projects. Elected leaders and community members are not united on mobility infrastructure goals, making coordination and communication difficult. Additionally, project delivery teams are working beyond their capacity to manage a growing portfolio of projects.

Mobility projects that develop in isolation are largely misunderstood by the public and difficult for even supportive elected officials to explain.

Residents, businesses, and other community stakeholders that could be activated in support of city-led projects are not equipped with the information, messaging, and organizing strategy needed to participate meaningfully. Levers for affecting project outcomes or communicating with decision-makers are opaque, so residents and community groups turn to social media, Next Door, and direct communication with staff, TSP Commissioners,

or City Council members.

Models of Collaboration

Despite its challenges in implementing a clear and transparent project process, Burlingame has effectively collaborated with trusted community partners on other projects. The new Community Center is an example of a successful project that used thoughtful and extensive community engagement to reach residents in profoundly different ways than more routine projects led by the city.

Burlingame has a solid network of residents, businesses, and organizations that understand the benefits of mobility and placemaking. A shared vision that will unite and focus these stakeholders is critical.

Polling, messaging, and coalition building in support of a clear and compelling vision will provide the City Council with the affirmation needed to follow through on community commitments. Support from a broad and diverse coalition of partners will increase the city's capacity to deliver transformative

- Without leadership from elected officials, city staff and community partners don't have a message around which to build broad support.
- Extended project timelines for planning, design, and implementation fail to establish realistic expectations, and are often viewed as a mismanagement of government resources.



- City staff undermine community engagement processes and effective messaging when they don't deliver on the promise of safe mobility.
- Communications from projects fail to engage a broader audience — primarily people that drive — or demonstrate the benefits of proposed roadway changes to residents that may never get on a bike.

projects.

The most effective coalitions engage with residents from a variety of distinct but related viewpoints, representing not only mobility infrastructure, but also youth engagement, safety, disability access, public health, affordable housing, social and racial justice, economic development, environmental sustainability, and other community concerns.

Mode-specific organizations like Walk Bike Burlingame play an important role in representing member interests and advocating for bicycle safety and access improvements, but struggle to engage effectively with city partners or talk about projects in a way that engages a wider audience, particularly those that do not bike. These groups should be part of a coalition, but cannot become its visible leaders and serve its goals successfully.

Limited staffing capacity and a lack of financial resources prevent the city's Planning, Public Works, and Community Development teams from participating effectively in every project. This results in tension between resident expectations and what is possible with the current public processes. Honoring people's deep connections to their communities and providing clarity on where and how their feedback fits in would create more ways for broad support to find its way to leadership.

Although the city employs communications experts adept in the modern forms of communications, online algorithms, and social media platforms, responsibility for communication about projects lacks a framework for consistent and predictable messaging.

Communications would be bolstered by preparing talking points that connect the city's mobility goals with pressing matters of

sustainability, affordability, and public safety. There is an opportunity to pivot the existing "us vs. them" narratives to be more comprehensive, informative, and mode-agnostic, and to maintain engagement after projects are complete to share their outcomes and benefits accurately.

Shift the Conversation

Selecting the right messengers - and the right messengers for different audiences - will be key to any accelerated implementation program. Reaching broad, diverse audiences is most successful when the messenger represents community-wide interests and is respected by neighborhood leaders. Important target audiences include people who drive and those who don't identify as bicycle riders.

Collaboration, accountability, and a consistent process for communication would go a long way to increase resident satisfaction and trust in project planning and delivery.

In 2018, social marketing firm Neimand Collaborative, and their data analytics partner, Artemis Strategy Group, commissioned research across eight U.S. metropolitan areas to better understand mobility and the ways in which bike infrastructure can help people achieve their transportation goals. Although different in size, demographics, geography, and transportation resources, people agree that most cities are not easy to get around and desire better transportation options.

The research found that a 69% majority of voters support investments in active transportation infrastructure. Even more impressive, this support increases to 81%

when sidewalks, traffic calming, and bike lanes are combined with other transportation improvements such as road maintenance, additional on-street parking, or integration with public transportation. Three-quarters of respondents believe that this comprehensive approach to transportation infrastructure would make their communities more livable.

Audience research is important to ensure communications are not just talking to community members, but connecting with them emotionally—and inviting them to participate through a call to action. After defining the audience and their top areas of concern, a broad and diverse coalition will be able to customize messaging to suit those objectives. In some markets, digital ads make more sense than others, as does specific messaging about safer streets for kids or less congested roads for drivers.

With a diverse coalition in place, and messaging that resonates with residents, a marketing campaign can successfully activate residents to support reorganized streets. The campaign's call to action engages traditionally apathetic or less engaged residents, directing their support to local leaders and decision-makers. This campaign will be deployed across a dynamic and diverse media roadmap that aligns with the city and coalition's activity.

To accomplish this broad-based support, the AMP recommends creating an expansive, non-partisan coalition formed with thoughtful recruitment from outside the bicycle community. Potential members include philanthropy, business leaders, parents, long-term residents, and anchor institutions. Strategic decisions around who leads the coalition can play a meaningful role in advancing the city's mobility goals.

Strategies for communicating the promise of a safe, connected, and convenient mobility network:

- Don't oppose cars; you need drivers to support mobility infrastructure.
- Transition the use of "active transportation" and "complete streets" to "mobility networks" in order to frame infrastructure as a solution for all modes of transportation.
- Don't be a "special interest" for bike lanes and biking; show your interest in mobility solutions for everyone without judgment. Instead, talk about how mobility infrastructure improves the lives of all — whether they bike or not.
- Remember how few people use bikes as their primary mode of transportation and respect their choices.
- Acknowledge that stress, fear, confusion, and inconvenience people feel is common in Burlingame. Suggest traffic calming, protected bike lanes, and accessible sidewalks are part of the solution.

This coalition will work hand-in-hand with city staff to accelerate the implementation pace of the planned mobility network. A new partnership between city staff and this community-based coalition has an opportunity for testing, learning, and iterating on a small scale for all mobility projects in the future.

3. Resource Partners

Success will require securing new resources to implement the strategies described in this playbook. Building trust and cooperation in partnerships is easier when everyone has access to the resources needed to accomplish their roles. The AMP recognizes that each of the constituent groups represented in this partnership requires a different set of resources in order to maintain productive partnerships.

Partner Needs

Building trust in partnerships is essential for fostering a collaborative and cooperative environment. This is accomplished by aligning on a shared goal, acknowledging past shortcomings, filling the gaps that contributed to them, and replicating successful strategies.

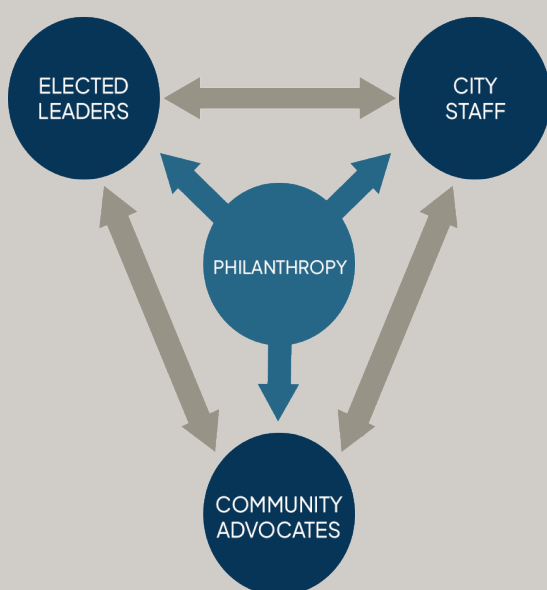
The previous section of this report spoke to the importance of ensuring that city staff, relevant departments, and elected leaders are

focused on a clear and measurable goal, while bringing community organizations, businesses, faith-based groups, anchor institutions, and others to the table. Each of these stakeholder groups need resources to ensure they can meaningfully contribute to reaching that goal.

Aligning and resourcing partners are not two linear steps that happen independently. They are linked and iterative: successful partnerships are constantly and consistently reinforcing the focus on the shared goal while providing the information, support, funding, training, and guidance that allows each member of the team to help reach that goal.

Elected Leaders

The mayor and city council need to know that they are responding to community priorities, and must be prepared to connect municipal initiatives to those interests. Audience



- 1 **Elected leaders** want vocal support from advocates and trust their staff will deliver projects with precision and care.
- 2 **City staff** need elected leaders to publicly support bold choices and advocates to bring diversity of support to each project.
- 3 **Advocates** want to be trusted advisors on project decisions and for elected leaders to follow through on campaign promises.
- 4 **Philanthropy** fills resource gaps for each partner, removing barriers to execution and incentivizing cooperation.

research, including polling, resident surveys, and focus groups, pinpoints the issues that residents care most about and provides insight into how to message them effectively.

Paid media campaigns bolster the connection between what people want (safe streets) and what the city is doing about it (installing speed humps). These campaigns simultaneously let people know that elected officials are actively working to improve their lives and that these projects are effective at bettering neighborhoods.

Among the Council's focus areas, members have included street safety improvements that will increase access for people walking, biking, and using transit. These improvements are part of a broader focus on accessible housing and economic development, targeted at policy changes and specific neighborhoods.

The council trusts the City Manager and staff to prioritize how policy recommendations are operationalized. Elected leaders need to work with city staff to establish a community engagement process that is respectful of staff time and capacity, reduces redundancy, builds trust, and boosts resident confidence in the City's ability to implement projects successfully.

Without effective communication demonstrating the connection between project plans and the concerns that residents have voiced, support is limited to a knowledgeable few and vulnerable to pushback.

Resourcing elected leaders means giving them the data that demonstrates support for the

initiatives that they are backing, talking points that connect community needs to municipal programs, and paid media efforts that reinforce that connection at a wider scale.

City Staff

Municipal departments tasked with managing street improvements, and those leading community engagement and communications efforts, need help to stay focused on a bold, ambitious implementation goal.

First, they need to know that elected leaders will support meaningful changes, especially if a vocal – and possibly powerful – few start pushing back.

Second, city staff need community partners to show up when and how they will be most effective in voicing their support. Local school and business communities joining with residents to attend a neighborhood meeting about a planned street change and speaking in favor of it sends a powerful message. City council members and those in opposition see that a majority of residents want the project.

Finally, staff may need professional development or technical assistance to help them deliver more projects at a faster pace. Training, workshops, or participation in national conferences can provide the knowledge and expertise needed for innovative street treatments. Consultant support for design, engineering, or writing applications for state or federal grants can make the difference between two neighborhoods receiving street calming improvements and ten neighborhoods getting them.

Community Partners

Community partners have an important role to play: maintaining focus on the shared goal, encouraging high quality projects that meet

resident expectations, championing city commitments, and cheerleading the outcomes are critical for moving everyone in the right direction.

A coalition composed of diverse partners, representative of resident, neighborhoods, businesses, and anchor institutions, is an extremely effective model. This coalition must be able to unite, direct, activate, and fund its members to ensure their desired outcomes are met.

Resourcing the coalition starts with hiring a coalition manager to devote full time energy to this work, but does not end there. Additional funding can provide stipends to key partners to organize and staff activities like weekly Bike Trains to school, disseminating yard signs, or door-to-door canvassing. Mini grants to local non-profits or neighborhood associations can fund mural projects or tabling activities at the farmers market.

Ambassadors or street teams can answer questions, create content for social media, or organize neighborhood rides or walks. All of these activities strengthen the coalition and engage its members to meld the work they do best with direct support to municipal projects and programs.

An organized coalition is also key to harnessing and focusing community excitement in the way that is most helpful to city staff and elected leaders. Close coordination with these partners means that residents are encouraged to show up for THIS community engagement event but not THAT city council meeting. Emailing the mayor may be less effective than posting support on the city's Instagram account. Consistency and predictability sustain municipal leadership commitment to the shared implementation goal.

Philanthropy

The partners described above require funding, and much of it can't – and shouldn't – come from the municipal coffers. While some activities might find funding from existing grant programs, the coalition must work with, but not for, the city in order to preserve its independence and maintain trust with community members.

Historically, philanthropy has not heavily invested in transportation infrastructure in the U.S. The complex regulatory environment and long timelines associated with infrastructure projects have deterred many foundations, which often prefer more immediate and measurable impacts.

This trend has begun to shift in recent years as the critical role of transportation in addressing issues like climate change, economic inequality, and public health has become increasingly apparent, prompting more funders to explore ways to engage with and influence transportation systems.

AMP provides philanthropic organizations an entry point for supporting transportation through strategic partnerships and targeted investments. AMP's strategies align with a variety of place-based priorities and have tangible and replicable results. This approach also focuses funding to activities that support city investment, leveraging capital infrastructure dollars and staff time in order to achieve a shared goal.

Most importantly, philanthropic contributions support local organizations and leaders working collaboratively with each other in new ways. While the focus is specific and time-limited, the benefits of building these relationships and strategies can be sustained

long afterward.

While community, family, and corporate foundations are the primary funders for AMP activities, corporations and individual donors may also have a role to play. Corporate and business interests are often tied to mobility as they consider how to recruit and retain employees and move people from where they live to work centers.

In Burlingame, local businesses, the hospitality industry, and corporate campuses are facing transportation challenges, with shared interests around helping people access retail centers and recreational opportunities, as well as helping residents, visitors, and employees get to the places they want to go.

AMP Funding Potential

Burlingame has an active and robust funding community that prioritizes environment, climate, human services, and accessible housing—consistent with giving trends seen regionally. These priorities can align with efforts to change the way city streets work. Positioning street safety and mobility options as critical to accessing the benefits that philanthropy is supporting in Burlingame is a strong and important message.

As the peninsula responds to the continued growth of technology companies in Silicon Valley, Burlingame can make a case for private dollars to support public initiatives connected to shared challenges of housing and transportation.

Demonstrated leadership from elected officials and influential staff about the importance of building a complete transportation network would go a long way in strengthening trust with and support from funders.

Major donors, Forbes 500 companies, and

private developers are untapped funding sources for community development programs. They are primed to see the connection between complete mobility networks, their vision for the area, and the need to build effective partnerships with the City.

City Thread estimates that local philanthropic and business interests have the capacity to provide up to \$2.5 million needed to support AMP strategies over the next three years. Philanthropic, corporate, and major donors can contribute meaningfully to this fund development work.

Strategies for making a compelling pitch to specific funding sources:

Foundations & Philanthropy

- Demonstrate how the work will advance their strategic goals
- Reflect their values and vision in the ask

Businesses & Corporations

- Calculate measurable return on investment
- Align the shared goal with their priorities for growth

Major Donors

- Leverage or build personal relationships and an emotional connection
- Use storytelling to illustrate how the work will affect individuals as well as the community

4. Build The Network, Quickly

After the shared goal is set and partnerships are aligned and resourced, the City is ready to move quickly to deliver projects. Successful implementation requires consistent engagement practices and predictable project delivery methods. While the process of building infrastructure contains multiple layers of simultaneous activities, cities can streamline and refine their efforts to make implementation easier, more efficient, and less expensive.

Predictable and Consistent

Burlingame should set clear expectations for process, timeline and outcomes. Projects often face stringent deadlines, funding constraints, and political obstacles that can clash with the organic, time-consuming process of building community trust.

Staff can mitigate the community's fears by establishing standard written procedures that outline the key decision points, timelines, and decision-makers for each project.

Clarity and consistency has been especially relevant in Burlingame's implementation of the 2020 Bicycle and Pedestrian Master Plan, where having clearly defined goals and prioritization criteria helped city staff communicate why certain corridors—like Carolan Avenue and Broadway—are slated for improvements ahead of others.

Presenting projects as a complete network or as mobility improvements can help dissolve intense backlash against specific corridors. Instead of presenting one project at a time, try

The following challenges affect the city's ability to implement much needed roadway projects:

- City departments lack consistency in their public engagement strategies, causing confusion among community partners and residents.
- Community engagement takes place early in the project delivery process, but concludes before the city's technical experts and implementation crews are able to change project scopes and designs. This creates a mismatch between the expectations of engaged residents and the final project outcomes they see after construction concludes.
- The prioritized outcomes of different mobility plans can create conflict for project prioritization and selection. Pursuing a connected network, addressing dangerous intersections, or traffic calming may be at odds with prioritizing equity in disinvested neighborhoods.
- City staff spend an inordinate amount of time responding to misinformation rather than showcasing a vision for the city's transportation future.

combining different corridors into one, larger project scope. Spell out the projects that need to be built, prioritize routes that will have the biggest impacts, and establish a transparent process local residents can understand.

In Burlingame, this strategy was reflected in the City's framing of the Broadway and California Drive upgrades as part of a comprehensive effort to create safe, connected routes linking the Bay Trail, transit stations, and schools. This positioning helped build broader community

buy-in by showing how each element contributed to a more complete mobility network.

The short term nature of this Playbook can be helpful, as a short-term plan is often more relatable for engaged citizens. Drawings or renderings of what the street or neighborhood will look like when the project is complete can generate enthusiasm and commitment.

For instance, in public engagement for the California Drive roundabout, the City shared visual simulations and street-level renderings,

helping residents visualize improvements for pedestrian crossings and landscaping. This generated strong support and helped ease concerns about the roundabout's unfamiliar design.

Transparent Communication

The broad and diverse coalition of partners developed and resourced in earlier steps of the AMP play a critical role as the city begins to build. Coalition members help city leaders tap into resident support, neighborhood events, and coalition-led activities to share project



Burlingame should prioritize the following to build the network, quickly:

- Implement a new cross-department collaboration model and a revised project implementation process that identifies when and how the community engagement, communications, planning, engineering, and construction teams activate.
- Utilize a messaging framework, informed by audience research, that speaks to people who drive as well as those who bike, scoot, walk, and take public transportation.
- Select and prioritize projects that meet multiple safety metrics and contribute to the City's planned network approach. Define how equity, displacement, and gentrification considerations will be included in the planned mobility network.
- Build trust and community through partnership with a broad and diverse coalition of residents, community-based organizations, businesses, philanthropy, and anchor institutions that represent local needs and interests.

delivery timelines, opportunities to weigh in, and where projects are in the process.

In Burlingame, partnerships with groups like Burlingame Safe Routes to School and local PTA organizations have been instrumental in gathering community feedback and educating families on safety improvements near schools, like those along Ray Drive and Oak Grove Avenue.

Knowing that effective messaging depends on the right messenger, coalition leadership can offer insight on who and how to update influential local leaders. A diverse coalition representing Burlingame residents, elected leaders, and community partners can authentically communicate the vision for mobility and the associated benefits and tradeoffs to reach a shared goal centered around streets that work for everyone.

During public outreach, staff will often hear about other issues that are important to the community. If people express concerns about garbage pickup, crumbling sidewalks, or broken street lights, the City should be ready to address those challenges, too.

During community meetings for the Bicycle and Pedestrian Master Plan, residents voiced concerns about poorly maintained sidewalks and lack of ADA-compliant crossings in older neighborhoods. The City responded by prioritizing sidewalk repair and curb ramp upgrades alongside bike improvements, helping to demonstrate that all mobility concerns are taken seriously.

Responding promptly to these issues, and treating them as the important contributors to community well-being that they are, builds trust between residents and city staff. Ensuring that the appropriate City Councilmember, or one of their staff, is present to respond to community

concerns can also help demonstrate that elected leaders are receptive to and aware of local issues.

Councilmember engagement in a project responding to safety concerns raised by downtown merchants on Broadway was key in addressing skepticism. When residents saw their concerns being acknowledged by elected officials in real time, trust in the process increased significantly.

Public engagement doesn't end once design or construction begins. How the City moves to implementation says as much to community members as a public hearing or press conference. Residents may have to endure the temporary inconveniences of construction for weeks or months – timely communication about these impacts helps manage their burdens.

In the case of the El Camino Real safety enhancements, ongoing updates via newsletters and on the City website kept the public informed about construction detours and anticipated completion dates—reducing frustration and building goodwill.

The project delivery process itself, if done well, can build momentum for projects. When it comes time for building, continue your outreach to keep people engaged and up to date.

In the same way that a lack of communication during construction can weaken goodwill, too long a gap between planning and implementation can lead to frustration, annoyance, and even diminished support for the project. Consensus may erode as people forget their earlier enthusiasm, and the uncertainty of project timing and the realization of its benefits can create a backlash.



To the extent possible, shrink the time it takes to move from public meetings to construction.

For example, when Carolan Avenue bike lane improvements moved forward quickly after initial community feedback, it reinforced the idea that local input could lead to real-world changes. Residents felt heard, and support for future projects grew.

People will be amazed that their input had such an immediate effect, and they'll show up to the next meeting trusting that their participation matters.

After the conclusion of each project, take time to meet with all partners to review and refine the process from start to finish. Did community partners come to the table at the right point? Did city staff have the assistance they needed to move from design to engineering to construction? Were local champions resourced to show up when and where it mattered? Did public meetings run as expected? Did the messaging resonate and result in the desired actions? Is the mayor still on board?

In Burlingame, these lessons were apparent following implementation of improvements around Washington Park, where local feedback after the fact led to refinements in wayfinding signage and adjustments to curb ramps. Debrief sessions helped city staff improve engagement for future phases and strengthened cross-departmental coordination.

No project goes perfectly, and thoughtful debriefs identify what to keep and what to change for the next one. These collaborative reviews offer an opportunity to involve stakeholders who are not involved in the day-

to-day activities, such as philanthropy and elected officials. They offer a perspective that can positively influence the next iteration of the project process.

Network Guidance

The following principles provide the framework for decision-making and measuring progress of complete mobility networks:

Low-Stress

Choosing to walk or bike should be a low-stress experience. The built infrastructure is the greatest influence on whether a person considers a route to be low-stress. Low-stress networks take many forms including protected bike lanes, shared use paths, bike boulevards, raised crosswalks, ADA ramps, wide sidewalks, street trees, and more. All low-stress networks are safe and comfortable for any user, of any age or ability.

Connected

Networks, by definition, must connect to each other, creating a continuous path of low-stress routes. By extending the existing low-stress corridors and then building the network outward, cities can avoid building discontinuous pieces here and there across its geography.

Useful

Mobility networks should provide people with access to daily destinations including jobs, healthcare, services, shopping, and schools. By providing access to meaningful destinations, bicycling, walking, or taking public transit can become a convenient and attractive option for travel.

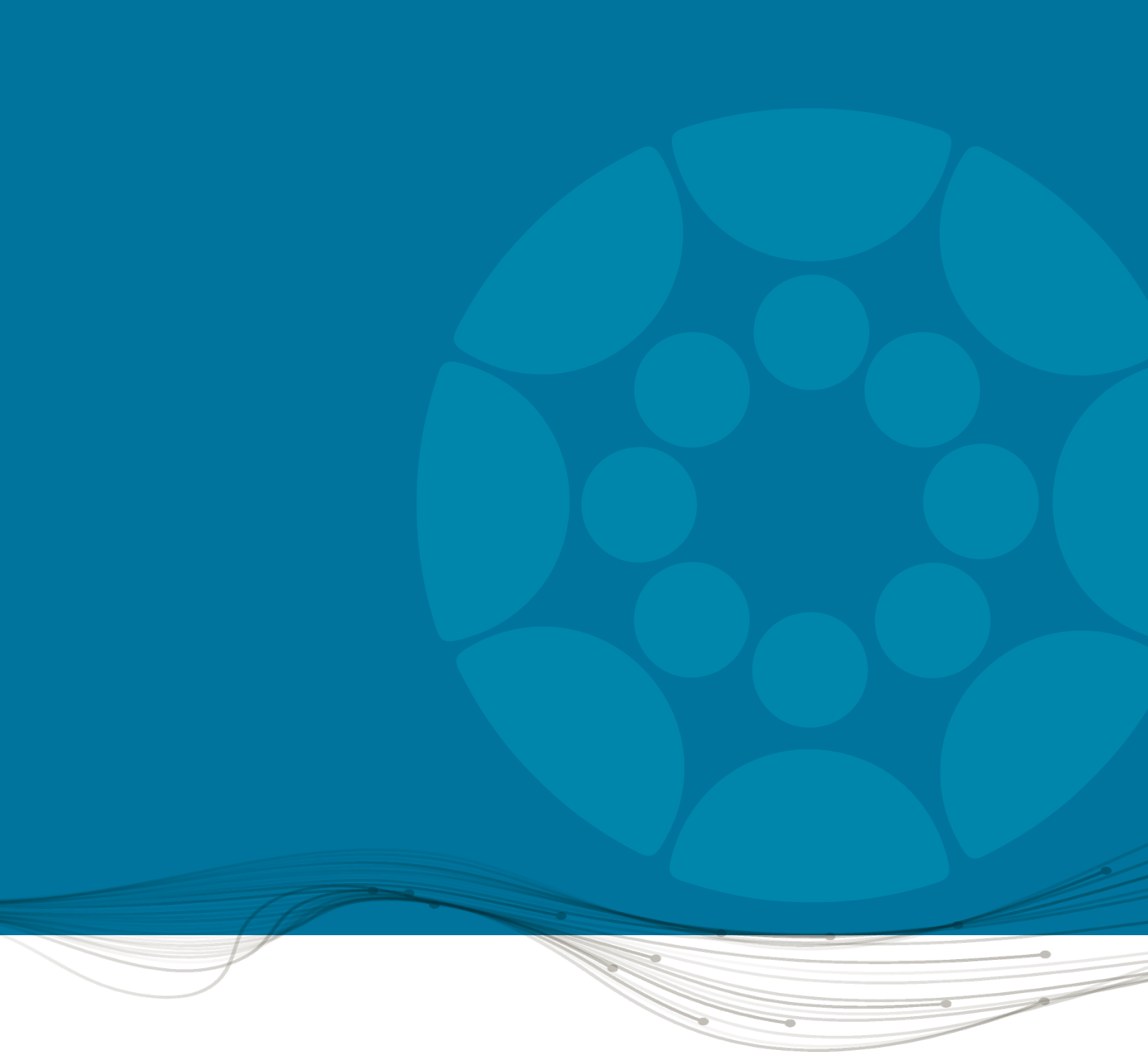
Equitable

Infrastructure investment should be equitable across the city, with an emphasis on using these investments to increase the livability and access to jobs and services for historically underserved neighborhoods. Networks should be designed to be comfortable and appealing to a wide array of people, especially those that fall outside of the traditional bicyclist persona. This involves providing adequate operational space for people that move at slower speeds, users of other personal mobility devices – wheelchairs, scooters, skateboards, and more – and including traffic control elements that increase the safety, security, and usability of the mobility network.

Timely

Network improvements should be implemented in a timely manner to quickly transform the city's streets. This will necessitate focusing on cost-effective design treatments and choosing projects along corridors with fewer constraints to advance design and implementation. Central to this principle are an efficient, coordinated City process and partnerships that lead to sustainable methods of project delivery and measurable results.





Action Plan

This Accelerated Mobility Playbook (AMP) outlines an accelerated approach to help Burlingame achieve a new goal - accelerate the planning, design, and construction of 10 miles by 2028.

This plan concludes with a set of customized recommendations that Burlingame can use to improve implementation methods, build effective partnerships with community stakeholders, and amplify support for changes to the city's streets.

This Action Plan includes suggested campaign objectives, budget recommendations, and an

implementation timeline. Strategies for the AMP program are divided into two distinct phases:

- **Phase 2** activities are designed to establish working relationships between community groups and municipal staff. Resources are secured to maximize the potential of partnerships among various community stakeholders, and move collectively towards implementation. Phase 2 activities typically take 6–12 months to complete.
- **Phase 3** activities build on the established outcomes of the previous phase – stewarding and strengthening the working relationships between community partners – while including the additional responsibility of mobilizing community supporters in meaningful and effective ways to align with the accelerated project delivery schedule. Phase 3 activities typically take 18–24 months to complete, depending on the scale of projects being supported.

Cities that commit to AMP Phase 2 and Phase 3 are undertaking a meaningful investment in time, expertise, political capital, and financial resources to rapidly accelerate the implementation of their mobility plans. To be successful, all stakeholders (city staff, elected officials, community organizations, and philanthropic partners) must work in partnership with each other and with the broader community.



Phase 1 of the Accelerated Mobility Playbook concludes with this report. It benchmarks your city's capacity and partnerships against best practices, and identifies challenges that delay projects and impede progress. Moving forward, Phases 2 and 3 seek to methodically implement solutions to those challenges, and simultaneously promote partnerships that allow mobility projects to be implemented faster.

PHASE 2

Playbook Initiation

Phase 2 of the Accelerated Mobility Playbook establishes working relationships and systems of communication between municipal staff and their community partners.

Burlingame staff finalize a list of prioritized projects that will address urgent roadway safety needs while also creating the backbone of a connected, safe, and convenient active transportation network. Thoughtful engagement of residents, non-profits, businesses, and other leaders in the community will help build support for transportation projects. Through close collaboration and cooperation with municipal leaders and planning and public works departments, local outreach activities diversify the base of support in neighborhoods where projects are being planned and increase the visibility of non-bicycle advocates.

Q1: DEVELOP COMMUNICATIONS PLAN

Resident focus groups and public opinion surveys inform a marketing and communications campaign that will support the City of Burlingame's effort once project implementation begins. The strategy for timing, placement, and messaging of this campaign is matched against the implementation schedule developed by the Public Works Department.

Q2: BUILD A COALITION

An individual or organization should be hired to lead and manage a branded coalition of supporting community organizations that will be the public face of community engagement and communications efforts. City staff and community leaders will create work plans for community outreach, construction management, and communication campaigns. This work plan recommends contracting technical expertise for crucial design, project management, communications, organizational, and strategy assistance.

Q3: ALIGN COMMUNITY PARTNERS

Coalition members will test methods of outreach intended to support the City's public engagement efforts. Local non-profit organizations will be resourced to organize and execute some aspects of community engagement. Targeted events and neighborhood ambassadors will be deployed to build awareness of upcoming mobility projects. All partners will share the message that mobility networks make the street safer and more efficient for all users.

Q4: ADJUST THE IMPLEMENTATION PLAN

Outreach and media intensity is reduced, moving the focus to making adjustments to media placement, developing additional collateral, and increasing the frequency and intensity of the messaging campaign. Coalition activation strategies and outcomes will be reviewed and adjusted for future "activation sprints."

The budget ranges presented for this phase include programmatic expenses needed to accomplish the tasks outlined in the above. These budgets do not reflect the municipal capital resources needed to construct infrastructure.

Timeline: 12 months

Budget: \$660,000

Activity 1.1

Host focus groups

Activity 1.2

Conduct representative surveys

Activity 1.3

Develop creative marketing assets

Activity 2.1

Hire coalition manager

Activity 2.2

Develop infrastructure project list

Activity 2.3

Host a coalition membership summit

Activity 3.1

Launch community outreach activities

Activity 3.2

Host study tour for leadership

Activity 3.3

Launch paid media campaign

Activity 4.1

Refresh creative marketing assets

Activity 4.2

Review project implementation plans

Activity 4.3

Identify technical assistance needs

PHASE 2

ACTIVITIES

Q1

DEVELOP COMMUNICATIONS PLAN

Activity 1.1: Focus groups identify the depth of community support for safer mobility options, test the resonance of messaging strategies, inform paid media efforts, and ascertain influence with key audiences.

Activity 1.2: Representative surveys evaluate the depth and focus of community support for more and safer mobility options. This research can be used to test message language, inform public information and marketing efforts, and determine effectiveness with key audiences.

Activity 1.3: Using the insights developed from audience research, a professional creative or marketing agency will develop a creative brief. This brief will outline a recommended messaging framework, creative concept, and media placement strategy for use locally to build support for accelerated mobility networks.

Q2

BUILD A COALITION

Activity 2.1: An individual or organization will be contracted to lead the development of a diverse community-led coalition. This coalition manager will align local outreach activities and initiatives with the network implementation goals established by Burlingame's Public Works Department, facilitate communications among local partners, and activate coalition members to support network implementation.

Activity 2.2: Coalition leadership will collaborate with City staff and make recommendations about the reorganization of municipal engagement, planning, and implementation processes to accelerate network implementation. This collaboration will produce a project list and outline the timeframe, milestones, and resource needs required to support the accelerated pace of development.

Activity 2.3: The coalition manager will organize and host a summit of all coalition members. This event will serve as an annual kick-off for outreach activities, build excitement for upcoming projects led by Burlingame's Public Works Department, soft-launch the paid media campaign, and provide opportunities for new members to strategically engage with the coalition.

PHASE 2

ACTIVITIES

Q3

ALIGN COMMUNITY PARTNERS

Activity 3.1: The coalition will support the City's public engagement efforts by resourcing local non-profit organizations to organize and execute community activations. The effort will include, but is not limited to, outreach to neighborhoods in the project areas, coordinating community meetings, door-to-door canvassing, and digital sharing of project information.

Activity 3.2: Study Tours allow a small delegation of key coalition partners and municipal leaders to take part in an immersive learning experience. Set against the backdrop of leading U.S. - based cycling cities, these trips help coalition partners to align on the AMP goal and frame a conversation on the required strategies needed to rapidly transform their community's streets.

Activity 3.3: Launch the paid media and advertising campaign. Placement, frequency, intensity, and calls to action will be coordinated with the implementation timeline established by Burlingame's Public Works Department.

Q4

ADJUST THE IMPLEMENTATION PLAN

Activity 4.1: Using the insights developed from audience research, campaign performance metrics, and evaluations of coalition activity, the marketing creative brief will be updated. This renewed brief will outline recommended changes to the messaging framework, creative concept, and media placement strategy for use in the following year.

Activity 4.2: Coalition leadership will collaborate with City staff and make recommendations about the reorganization of municipal engagement, planning, and implementation processes to accelerate network implementation. Refinements to the project list, timeframe, milestones, and resource needs will be assessed.

Activity 4.3: City staff will identify technical assistance needs to improve public engagement, planning, design, and implementation of selected projects in the coming year.

PHASE 3

Playbook Activation

Phase 3 of the Accelerated Mobility Playbook mobilizes community supporters in meaningful and effective ways to align with the accelerated project delivery schedule led by city staff.

City of Burlingame staff begin the systematic implementation of selected projects, utilizing a consistent approach to public engagement, project design, and implementation processes. Community-led activities, demonstrations of support, and celebrations of successful project completion are organized in quarterly “sprints” that run parallel to the City’s construction efforts. Each sprint contains a similar set of activities but are modified based on performance and need.

Q5: MOBILIZE THE COALITION

Leading up to the start of construction efforts, the coalition will work with its member organizations to finalize community outreach plans, develop and launch paid media campaign materials, and organize neighborhood kick-off events for planned projects.

Q6: ACTIVATE COMMUNITY SUPPORT (SPRINT #1)

Working alongside City staff, coalition members will strategically align neighborhood activation and outreach activities to coincide with ongoing engagement, planning, and construction activities led by the City of Burlingame. Thoughtful engagement of residents, non-profits, businesses, and other leaders in the community builds support for active infrastructure projects.

Q7: ACTIVATE COMMUNITY SUPPORT (SPRINT #2)

Working alongside City staff, coalition members will strategically align neighborhood activation and outreach activities to coincide with ongoing engagement, planning, and construction activities led by the City of Burlingame. With accelerated construction of the network underway, city staff may identify technical or community-based problems requiring the assistance of the coalition.

Q8: CELEBRATE AND SUSTAIN MOMENTUM

As construction efforts near completion, outreach and media intensity is reduced, allowing the coalition, City of Burlingame, and its partners the opportunity to reflect on the end of this multi-year campaign, celebrate the shared success, and build momentum for future collaborative efforts.

Timeline: 12 months

Budget: \$918,000

Activity 5.1

Contract technical consultants

Activity 5.2

Host coalition summit

Activity 5.3

Launch paid media campaign

Activity 6.1–6.2

Launch coalition engagement programs

Activity 6.3–6.4

Monitor campaign effectiveness

Activity 6.5

Renew audience research

Activity 7.1–7.2

Continue coalition engagement programs

Activity 7.3–7.4

Monitor campaign effectiveness

Activity 7.5

Participate in AMP peer training program

Activity 8.1

Host coalition celebration

Activity 8.2

Host study tour for leadership

Activity 8.3

Develop sustained momentum strategy

The budget ranges presented for this phase include programmatic expenses needed to accomplish the tasks outlined in the above. These budgets do not reflect the municipal capital resources needed to construct infrastructure.

PHASE 3

ACTIVITIES

Q5

MOBILIZE THE COALITION

Activity 5.1: Experienced consulting firms will be contracted to support municipal processes related to public engagement, planning, design, and implementation. The consultants will provide task order-based services for various planning and design related activities that allow Burlingame to increase the speed of implementation.

Activity 5.2: The coalition manager will organize and host a summit of all coalition members. This event will serve as an annual kick-off for outreach activities, build excitement for upcoming projects led by Burlingame's Public Works Department and provide opportunities for new members to strategically engage with the coalition.

Activity 5.3: Launch the paid media and advertising campaign. Placement, frequency, intensity, and calls to action will be coordinated with the implementation timeline established by Burlingame's Public Works Department.

Q6

ACTIVATE COMMUNITY SUPPORT

Activity 6.1: The coalition will support the City's project delivery efforts by resourcing local non-profit organizations to organize and execute some elements of community engagement. The effort will include, but is not limited to, outreach to neighborhoods in the project areas, coordinating community meetings, door-to-door canvassing, and digital sharing of project information.

Activity 6.4: Collect and monitor campaign performance data to evaluate the reach of the paid media campaign and its effectiveness at securing completed calls-to-action. Adjust frequency, placement, and calls-to-action in real-time as necessary, and record outcomes for future consideration.

Activity 6.2: Engage a local public relations firm to proactively monitor and pitch stories on the City's mobility efforts. Key allies and spokespeople will be introduced to media contacts in hopes of broadening the base of support beyond municipal employees and transportation advocates.

Activity 6.5: An additional round of audience research will be used to monitor any change in the intensity of community support, messaging effectiveness, and reach with key audiences midway through the paid media program. Representative surveys will be used to guide adjustments to paid media, messaging, and calls-to-action in both real-time and for future consideration.

Activity 6.3: Monitor and evaluate coalition activation strategies and outcomes related to the City's public engagement process. Adjust in real-time as necessary, and record outcomes for future consideration.

PHASE 3

ACTIVITIES

Q7

ACTIVATE COMMUNITY SUPPORT

Activity 7.1: The coalition will support the City's project delivery efforts by resourcing local non-profit organizations to organize and execute some elements of community engagement. The effort will include, but is not limited to, outreach to neighborhoods in the project areas, coordinating community meetings, door-to-door canvassing, and digital sharing of project information.

Activity 7.4: Collect and monitor campaign performance data to evaluate the reach of the paid media campaign and its effectiveness at securing completed calls-to-action. Adjust frequency, placement, and calls-to-action in real-time as necessary, and record outcomes for future consideration.

Activity 7.2: Engage a local public relations firm to proactively monitor and pitch stories on the City's mobility efforts. Key allies and spokespeople will be introduced to media contacts in hopes of broadening the base of support beyond municipal employees and transportation advocates.

Activity 7.5: Leadership from the coalition and Burlingame will participate in a professional development training hosted by City Thread. Working alongside other cities that are implementing their own Accelerated Mobility Playbooks, participants will receive direct training from peer practitioners that have already successfully implemented playbooks in their communities.

Activity 7.3: Monitor and evaluate coalition activation strategies and the outcomes related to the City's public engagement process. Adjust in real-time as necessary, and record outcomes for future consideration.

Q8

ADJUST THE IMPLEMENTATION PLAN

Activity 8.1: The coalition manager will organize and host a summit of all coalition members. This event will serve as a celebration for reaching the shared goal and recognition of the work and relationships built within the coalition.

Activity 8.2: Study Tours allow a small delegation of key coalition partners and municipal leaders to take part in an immersive learning experience. Set against the backdrop of leading cycling cities, both domestically and abroad, these trips help coalition partners to align on the AMP goal and frame a conversation on the required strategies needed to rapidly transform their community's streets.

Activity 8.3: Coalition leadership will collaborate with City of Burlingame staff to debrief the strategies used to achieve the shared goal and develop a plan for sustaining the momentum. This collaboration will outline the timeframe, milestones, and resource needs required to support the City's accelerated pace of development towards its next goal.

PHASE 2-3

DETAILED BUDGET ESTIMATES

PHASE 2	Q1	Q2	Q3	Q4	
Partnership Development	\$0	\$18,00	\$71,000	\$26,000	\$115,000
Public Communications	\$30,000	\$100,000	\$103,000	\$55,000	\$288,000
Community Outreach	\$0	\$0	\$31,000	\$16,000	\$47,000
Implementation Support	\$40,000	\$40,000	\$65,000	\$65,000	\$210,000
	\$70,000	\$158,000	\$270,000	\$162,000	\$660,000

PHASE 3	Q5	Q6	Q7	Q8	
Partnership Development	\$31,500	\$31,500	\$121,500	\$31,500	\$216,000
Public Communications	\$25,000	\$85,000	\$40,000	\$55,000	\$205,000
Community Outreach	\$5,000	\$45,000	\$45,000	\$29,000	\$124,000
Implementation Support	\$148,000	\$75,000	\$75,000	\$75,000	\$373,000
	\$209,500	\$236,500	\$281,500	\$190,500	\$918,000

Interview List

City Thread would like to acknowledge and thank the following individuals for their time and expertise that facilitated the development of this report. Their participation in focus groups, meetings, and individual interviews were critical components of the recommendations presented here.

First	Last	Title	Organization
John	Kevranian	CEO	Broadway BID
Susan	Baker	CEO	Burlingame - SFO Chamber of Commerce
Batya	Berenfus	President	Burlingame BID
Lisa	Goldman	City Manager	City of Burlingame
Ann	Kiegrahn	Former Mayor	City of Burlingame
Neda	Zayer	Director	City of Burlingame, Dept of Community Development
Margaret	Glomstad	Director	City of Burlingame, Dept of Parks and Recreation
Syed	Murtuza	Director	City of Burlingame, Dept of Public Works
Kevin	Okada	Assistant Director	City of Burlingame, Dept of Public Works
Michael	Tsai	Transportation Engineer	City of Burlingame, Dept of Public Works
Andrew	Wong	Senior Engineer	City of Burlingame, Dept of Public Works
Andrew	Yang	Transportation Engineer	City of Burlingame, Dept of Public Works
Arleen	Cauchi	Commissioner	City of Burlingame, TSP Commission
Lynn	Israelit	Commissioner	City of Burlingame, TSP Commission
Jennifer	Johnson	Commissioner	City of Burlingame, TSP Commission
John	Martos	Commissioner	City of Burlingame, TSP Commission
Clarrissa	Cabansagan	Executive Director	Silicon Valley Bike Coalition
John	Hutar	President and CEO	The San Francisco Peninsula
Lesley	Beatty	Founder	Walk Bike Burlingame
Jennifer	Limbird Faber	Resident	
Charles	Mannina	Property Owner	

ABOUT



City Thread

City Thread is a national, non-profit 501(c)(3) organization working to connect people and communities. The City Thread team combines 50 years of experience in urban planning, marketing, communications, public participation, fundraising, grant making, community engagement, strategic planning, and campaign management.

We collaborate with diverse teams of elected officials, city staff, community leaders, funders, and residents to identify problems, brainstorm solutions, and develop a shared vision to accelerate mobility and place-based projects. Our custom strategies prioritize local coalition-building to develop organizations and launch campaigns that achieve success for everyone.

Beginning in 2019, five U.S. cities pioneered use of the Accelerated Mobility Playbook to significantly advance the construction of their bicycle networks.

Collectively, Austin, TX; Denver, CO; New Orleans, LA; Pittsburgh, PA; and Providence, RI constructed 335 miles of new, safe, and connected bikeways – moving projects from concept to completion in only 24 months. They are now on pace to fully build their planned networks 25 years earlier than expected.

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