

## BPAC Statement Regarding Pedestrian Crossing Treatments on 3rd Avenue North

The Bicycle and Pedestrian Advisory Commission appreciates NDOT's efforts to improve pedestrian safety on 3rd Avenue North following the tragic death of Dot Dobbins and the serious injury of a bicyclist a few weeks later. As we learned at our commission meeting on September 17th, 2025, there have been a total of 33 crashes along this roadway since 2022, 4 of which have involved pedestrians. The greenway crossing between Central Dog Park and Morgan Park is heavily used by people walking, running, and bicycling, and warrants protection to ensure that everyone is able to cross safely.

Since the tragedies that occurred over the summer, a number of interim measures have been implemented at this crossing, including flexible yield signs and Rectangular Rapid Flashing Beacons. Stop signs were recently installed as well, although we have been informed that this is a temporary measure until a Pedestrian Hybrid Beacon (PHB) can be implemented later this year.

According to MUTCD and FHWA guidelines, PHB's are indicated where it is difficult for pedestrians to cross due to high speeds (>35 mph), high traffic volumes (>9000 ADT), and long crossing distances (3 or more lanes), none of which are applicable at this location. Similarly, NDOT guidelines (shown in Table 3 below) only recommend a PHB for streets with 1000 - 9000 vehicles per day and speed limits ≤ 35 mph if the street is 6 lanes wide.

Given the width, speed limit, and traffic volumes on 3rd Ave N, we do not believe that a PHB is an appropriate treatment at this location and ask NDOT to consider alternative solutions. PHB's are desperately needed at numerous locations on our high injury network, where the simple solutions that would work at this location will not.

**Table 3: Recommended Treatments at Uncontrolled Marked Crosswalks**

Roadway Configuration	Roadway ADT and Operating Speed															
	1,500-9,000 vpd				9,000-12,000 vpd				12,000-15,000 vpd				> 15,000 vpd			
	≤ 30 mph	35 mph	40 mph	≥ 45 mph	≤ 30 mph	35 mph	40 mph	≥ 45 mph	≤ 30 mph	35 mph	40 mph	≥ 45 mph	≤ 30 mph	35 mph	40 mph	≥ 45 mph
2 Lanes (one way street)	M&S 1 <sup>1</sup>	RRFB 1	RRFB 1	RRFB 1	M&S 1	RRFB 1	RRFB 1	PHB	M&S 1	RRFB 1	RRFB 1	PHB	RRFB 1	RRFB 1	RRFB 1	PHB
2 Lanes (two way street with no median) <sup>1</sup>	M&S 1 <sup>1</sup>	RRFB 1	RRFB 1	RRFB 1	M&S 1	RRFB 1	RRFB 1	PHB	M&S 1	RRFB 1	PHB	PHB	RRFB 1	RRFB 1	PHB	PHB
3 Lanes with Raised Median	M&S 1 <sup>2</sup>	RRFB 1	RRFB 1	RRFB 1	M&S 1	RRFB 1	PHB	PHB	M&S 1	PHB	PHB	PHB	RRFB 1	PHB	PHB	PHB
3 Lanes with Striped Median <sup>1</sup>	M&S 2 <sup>2</sup>	RRFB 2	PHB	PHB	M&S 2	RRFB 2	PHB	PHB	M&S 2	PHB	PHB	PHB	RRFB 2	PHB	PHB	PHB
4-5 Lanes (two way street with no median)	RRFB 2	RRFB 2	PHB	PHB	RRFB 2	PHB	PHB	PHB	RRFB 2	PHB	PHB	PHB	PHB	PHB	PHB	PHB
4-5 Lanes with Raised Median	RRFB 2	RRFB 2	PHB	PHB	RRFB 2	PHB	PHB	PHB	RRFB 2	PHB	PHB	PHB	PHB	PHB	PHB	PHB
4-5 Lanes with Striped Median <sup>1</sup>	RRFB 2	RRFB 2	PHB	PHB	RRFB 2	PHB	PHB	PHB	RRFB 2	PHB	PHB	PHB	PHB	PHB	PHB	PHB
6 Lanes (two way street with or without median)	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB	PHB
<b>Treatment Level<sup>2</sup></b>																
Marking & Signage	M&S 1	High-visibility crosswalk markings, pedestrian/school crossing signs, in-street pedestrian crossing (R1-6) sign, parking restrictions on crosswalk approach, adequate nighttime lighting levels.														
Marking & Signage	M&S 2	M&S 1 treatments plus advance yield for pedestrians (R1-5) sign and yield lines (sharks teeth)														
RRFB <sup>4</sup>	RRFB 1	M&S1 treatments plus Rectangular Rapid Flash Beacon														
RRFB <sup>4</sup>	RRFB 2	RRFB 1 treatments plus advance yield for pedestrians sign (R1-5) sign and yield lines (sharks teeth)														
PHB or Signal	PHB	High-visibility crosswalk markings, advance yield for pedestrians (R1-5) sign and yield lines (sharks teeth), Pedestrian Hybrid Beacon or signal, parking restriction on crosswalk approaches, adequate nighttime lighting levels.														

Note: This table is modified from the recommendations found in FHWA's Guide for Improving Pedestrian Safety at Uncontrolled Crossing Locations, 2018 and informed by the Manual Uniform Traffic Control Device (MUTCD) guidelines for Pedestrian Hybrid Beacon warrants.

- 1: Consider pedestrian refuge island with treatment.
- 2: Consider raised crosswalks with treatment if vehicles per day (vpd) is 5,000 or less.
- 3: Curb extensions can be considered with every treatment level.
- 4: RRFBs on multi-lane roads should be visible from all lanes of travel.

We are also concerned that a PHB at this location will introduce excessive delay for pedestrians, particularly as it will have to be coordinated with the adjacent traffic signal at 3rd and Van Buren. Installation of a PHB also places the burden on pedestrians to request permission from drivers to cross, rather than placing the responsibility on drivers to simply stop. This prioritization is antithetical to the modal prioritization in numerous Metro plans including NashvilleNext / Access Nashville 2040, WalknBike, and the Complete Streets Implementation Guide.

Given the design of this street and the high frequency of pedestrians crossing here, the expectation should be that drivers will stop each time someone needs to cross, rather than forcing pedestrians to wait for a signal and then cross in groups. This added delay will inevitably lead to a less safe situation, with mounting frustration and noncompliance if people are made to wait too long to cross.

Based upon these concerns, we submit the following recommendations:

1. That NDOT study the effectiveness of the existing stop signs and the rate of driver compliance in stopping for pedestrians
2. That NDOT consider installation of vertical traffic calming elements along with these stop signs, including speed cushions or a raised crosswalk to control speeds and increase driver awareness
3. That NDOT defer installation of a PHB at this location and instead use the available funds to identify a more appropriate location on our high injury network.

Approved by the Bicycle and Pedestrian Advisory Commission on October 20, 2025.

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Matthew Hertz, Vice Chair

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A copy of this statement is to be forwarded to:

Diana Alarcon, Director, Nashville Department of Transportation

Mayor Freddie O'Connell

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Members of the Metropolitan Council