



***NASHVILLE DEPARTMENT of TRANSPORTATION
& MULTIMODAL INFRASTRUCTURE***

**BICYCLE AND PEDESTRIAN ADVISORY
COMMISSION**

Minutes

March 16, 2026

5:00 PM to 6:30 PM

**Howard Office Building Sonny West Auditorium, Rooms A/B
700 2nd Avenue South, Nashville, TN 37210**

Committee Overview

This 11-member group serves to increase collaboration between the Metro Government of Nashville and Davidson County to ensure a commitment to increasing safety and the use of bicycle, micro mobility devices, and pedestrian travel as significant and beneficial modes of transportation and recreation.

Notice to Public

Agendas are posted online before each meeting at:

<https://www.nashville.gov/departments/transportation/boards/bpac>

Speaking to the Committee

Anyone can speak before the committee during a public hearing. An NDOT staff member presents each item, followed by public comment period, then committee discussion. Community members are asked to speak for two minutes each, at the discretion of the chair, and direct their comments to the committee.

1) Call to Order - Chair McDonell called the meeting to order at 5:04 pm.

2) Roll Call – Chair McDonell, Mr. Saba, Ms. Ross, Mr. Norris, Ms. Garner, Mr. Rogers, Mr. Weinman, and Mr. Cushing in attendance.

- Mr. Haney & Mr. Hertz are absent.

3) Approval of Meeting Minutes

a) February 23, 2026

Ms. Garner moved to approve, seconded by Mr. Rogers and the minutes were approved.

4) Approval of Agenda

a) Mr. Norris moved to approve, seconded by Ms. Garner and the agenda was approved.

5) Public Comments

a) The public is invited to speak regarding any issue. Members of the public are asked to limit testimony to three (3) minutes

- NO public comments offered

6) Subcommittee Report Outs (20 min)

a) **Subcommittee Report Outs**

- Rules, Process, and Reporting – New Commission members invited to join subcommittees
- Community Engagement and Outreach – Logo and budget discussions ongoing
- Plan/Engineering Review – How to better identify projects of interest through the chartering process with NDOT

7) Programmatic Updates

a) **Meet Bikeway Manager – William Ezzell (NDOT)**

Joining NDOT about a month ago, Mr. Ezzell introduced himself and shared a snapshot of his previous professional experience, having contributed to adding and maintaining around 40 miles of bikeway facilities through his varying roles in Memphis.

Ms. Garner asked what priorities Mr. Ezzell sees immediately for Nashville's network and Mr. Norris asked what he expects to take more of his time, to which Mr. Ezzell responded he's getting familiar with the moving parts of the city and neighborhoods and he anticipates a mixed percentage of his time will be spent upgrading, building, and maintaining existing bikeway. Mr. Cushing asked if there are plans in his role to collaborate with BPAC, and Mr. Ezzell said his role is still being defined, but he is looking forward to collaborating with the BPAC as much as is possible. He also mentioned he has experience with planning and designing protected facilities and believes "concrete beats delineators which are better than just paint which is better than nothing at all", and he tries to get the best "bang for his buck" with the resources that are available.

b) Bikeway Ice & Snow Removal – Cody Osborne (NDOT)

Mr. Osborne said NDOT uses 24 plows and is currently growing the program, including piloting new equipment meant to increase and improve bike lane maintenance, particularly snow and ice removal. He also mentioned NDOT has plans to increase the types of equipment available for clearing the protected bike lanes, which have fit issues with current sweepers. Mr. Osborne also mentioned that the sidewalks and bikeway network providing connectivity to transit stops were cleared immediately post Nashville's recent ice storm, and his team sees clearing the sidewalks and bike lanes of debris as a current priority. Mr. Osborne also said the Seigenthaler pedestrian bridge and the Ellington pedestrian bridge are now NDOT Operation's responsibility to clear during winter events.

Mr. Cushing asked how long the procurement process is getting new equipment. Mr. Osborne responded NDOT is researching equipment that may be sourced from as far away as Europe, and says that getting demos from available companies would be the next pertinent step. Chair McDonell asked about the process for clearing shared sidewalks, like those on Korean Veterans Bridge, and that there was difficulty navigating those areas for over a week after the winter storm. Mr. Osborne responded that the walk-behind brooms tried this year work on certain types of snow/ice but aren't as effective as others. Chair McDonell asked if there's a way to prioritize the bridges that cross the Cumberland River into and through downtown, and Mr. Osborne said there are plans to program pre-treating and follow up on priority bridges.

c) VZAC Annual Report – Charlie Weingartner (VZAC Chair)

[Report Attached]

Mr. Weingartner provided the Vision Zero Advisory Committee's annual update, with reference to a report by NDOT staff earlier in March, admitting that there has been lots of necessary movement toward building a framework for and awareness of the Vision Zero program that did not previously exist. His stated belief is that VZAC can have impact now on projects moving forward more quickly, if allowed by NDOT.

However, Mr. Weingartner’s report noted that NDOT as a department seems to prioritize vehicle throughput over the safety of vulnerable users, not based on the modal hierarchy or Safe Systems approach, even after the establishment of the Vision Zero program. Mr. Weingartner also said VZAC would like to see a stated NDOT goal of zero pedestrian fatalities specifically on local roads, acknowledging the challenge of building or changing infrastructure on state routes. VZAC would also like to work to increase the effectiveness of speed limit adjustments by proposing new speed limits based on what infrastructure would best suit the setting rather than decreasing the speed limit then discussing what treatment would fit the new speed limit. He also stated that he believes the awareness of the VZAC’s work would be increased if it is televised as BPAC is, considering attending regularly scheduled committee meetings may not be possible for the wider public.

Mr. Norris asked how one can “make a four-lane highway safer” for biking and Mr. Weingartner said that he believes we should be using national standards as a baseline, taking considerably more aggressive action to build safe infrastructure considering we are so far behind. Mr. Cushing asked where the crashes seem to be consistently happening on local roads, or if there appears to be an obvious pattern, and said there seem to be trends of pedestrian crashes at night. Mr. Weingartner said there are crashes on the High Injury Network, but serious crashes are not confined to those areas. Ms. Garner asked how BPAC can support streaming efforts and Mr. Weingartner recommended discussing it with Metro Council Members and NDOT leadership. Chair McDonell said she believes both bodies should plan to present to the Transportation and Infrastructure Committee and Mr. Weingartner agreed.



January 13, 2026

Dear Mayor O’Connell and Members of the Metropolitan Council:

Thank you for your continued leadership in Nashville’s ongoing efforts to reduce injuries and fatalities on Nashville’s streets.

Pursuant to RS 2022-172, we submit our annual report detailing the activities of the Vision Zero Advisory Committee (VZAC) and the progress the city and the Nashville Department of Transportation (NDOT) have made in the Vision Zero Action Plan and Vision Zero Five-Year Implementation Plan.

VZAC was formed at the beginning of 2023 and is therefore beginning its fourth year of existence. This corresponds with the beginning of the Five-Year Implementation Plan, which ran from FY2023 to FY2027. “The goal of the Metro Vision Zero program is to reach zero roadway deaths by 2050[.]” Five-Year Implementation Plan, Ex. A, p. 6. As the Metro Council stated when it adopted the Five-Year Implementation Plan, “one death on Nashville’s roadways is too many.”

Executive Summary: 2025 Vision Zero Report

- **Fatalities Overview:** Nashville saw 115 road deaths in 2025, only one less than 2024. While total fatalities have decreased since peaking in 2022, the number remains unacceptably high.
- **Local Success vs. High-Injury Network:**
 - Local roads saw a 29.8% decrease from 2024 to 2025.
 - Our High Injury Network saw a 27.1% increase from 2024 to 2025. Our deadliest roads became deadlier last year.
- **Safe System Approach Implementation:** VZAC routinely observes NDOT still prioritizing vehicle throughput (“Level of Service”) over the safety of vulnerable users.
- **Transparency Issues:** The Committee requests that meetings be broadcast to the public to align with Vision Zero’s commitment to Education and Engagement.
- **Call for Accountability:** VZAC has requested a formal self-assessment from NDOT by February 10, 2026, to compare promised safety interventions against actual delivery.
- **Proposed Resolution (Vision Zero 2035):** VZAC urges a shift in strategy to eliminate all fatalities on local, NDOT-controlled roads by 2035, with a milestone goal of a 50% reduction by 2030.

Nashville Fatal Crash Statistics, 2022 - 2025

Crash Type	Roadway Type	Year				2025 Percent Change
		2022	2023	2024	2025	
Pedestrian	Interstate	5	3	4	3	-25.00%
	Local	23	26	17	11	-35.30%
	State	16	12	9	10	11.10%
Bicycle & Scooter	Local	2		2	1	-50.00%
	State		1		3	
	Interstate	3	1	6	5	-16.70%
Motorcycle & ATV	Local	2	10	8	6	-25.00%
	State	2	8	4	15	275.00%
	Interstate	8	12	23	16	-30.40%
Vehicle	Local	35	40	30	22	-26.70%
	State	34	22	13	23	76.90%
	Totals	130	135	116	115	-0.90%

Analysis of 2024–2025 Crash Trends

As of the end of 2025, road fatalities remain unacceptably high in Nashville. 115 people were killed on Nashville’s roads in 2025, only one less than in 2024. According to the Traffic Accidents dataset on data.nashville.gov, at least 350 pedestrians were hit and injured by drivers in 2025. While the overall total fatalities show a slight downward trend, the data reveals a stark tale of two road types.

The State Route Crisis

The most alarming trend is the surge in fatalities on state-managed roads. While deaths on local roads dropped in 2025, state route fatalities for vehicles and motorcycles saw massive increases:

- Pedestrian (State): Increased by 11.1% in 2025.
- Bicycle & Scooter (State): Three fatal crashes in 2025. None in 2024.
- Motorcycle & ATV (State): Increased by 275% in 2025.
- Vehicle (State): Increased by 76.9% in 2025.

Three people, on either a bicycle or a scooter, were killed this year on state roads. This highlights the urgent need for improved safety measures for all modes of transportation. When people have access to bicycles and scooters, they are likely to use them as cost-effective and eco-friendly alternatives for getting around. Unfortunately, this also means that without the necessary infrastructure in place, these individuals are at greater risk on the roads.

Nashville’s High Injury Network only became deadlier in 2025.

Progress on Local Streets

Local roads managed by NDOT improved in 2025:

- Pedestrian (Local): Decreased by 35.3% in 2025.
- Bicycle & Scooter (Local): Decreased by 50% in 2025.
- Motorcycle & ATV (Local): Decreased by 25% in 2025.
- Vehicle (Local): Decreased by 26.7% in 2025.

While the 2025 decrease in fatalities on local roads is a welcome sign, the Vision Zero Advisory Committee cautions against interpreting a single year's data as a definitive trend. Traffic fatalities are subject to "statistical noise," random fluctuations that can mask the true safety of a system.

To determine if our infrastructure changes are working, we must look at three to five-year rolling averages. A single "good year" may be the result of random chance (Regression to the Mean), whereas a sustained multi-year decline is evidence of a safer system. Our focus remains on the High Injury Network, where the signal of danger remains constant regardless of yearly fluctuations.

2022 – 2025 Fatal Crash Five-Year Rolling Averages

Crash Type	Year	2022	2023	2024	2025
Pedestrian, Bicycle & Scooter	Roadway Type				
	Interstate	6	6	6	5
	Local	13	17	19	18
Vehicle, Motorcycle & ATV	State Route	16	16	14	13
	Interstate	20	19	20	20
	Local	23	31	34	35
	State Route	33	34	31	34
	Totals	111	123	124	125

VZAC is unable to extrapolate specific bicycle & scooter, and motorcycle & ATV crash figures before 2021. Thus, the crash type categories are broader for the five-year rolling average.

Vision Zero Advisory Committee Meeting Awareness

VZAC meets on the second Tuesday of each month, with public notice provided. We welcomed and received public commentary at many of our meetings. Currently, our meetings are not recorded or broadcast through the Metro Nashville Network, which we have requested so that more members of the public can view and participate in the efforts to improve road safety.

We continue to view this as an intentional disregard for two of the five pillars of Vision Zero: Education and Engagement.

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Adherence to the Modal Hierarchy and the Safe System Approach

The Vision Zero Action Plan explicitly adopts a Safe System Approach, which shifts the burden of safety from the individual road user to the designers of the system. Central to this is the Modal Hierarchy, which prioritizes the most vulnerable road users (pedestrians, cyclists, and transit users) over the convenience of single-occupancy vehicles.

However, the VZAC observes that NDOT's project delivery frequently defaults to "business as usual" by prioritizing vehicle throughput (Level of Service) over pedestrian safety.

Specifically:

- **Infrastructure Design:** We continue to see projects that fail to include physical separation for cyclists or shortened crossing distances for pedestrians.
- **Speed Management:** The Safe System Approach dictates that if a collision occurs, the kinetic energy should be low enough to prevent death. NDOT has been slow to implement the "hard" engineering changes (lane narrowing, chicanes, and raised intersections) which force lower speeds, relying instead on signage, which is proven to be less effective.

The Vision Zero Advisory Committee has regularly found speed limit adjustments made by NDOT to be unsatisfactory and lack the necessary commitment to the Safe Systems Approach.

Conclusion

As we move into 2026, the Vision Zero Advisory Committee remains concerned that the city's progress is hampered by a lack of commitment to the Safe Systems Approach. While we appreciate the efforts of individual staff members, Nashville cannot engineer its way to zero deaths through incrementalism. Decision making must move from a culture of "safety where convenient" to a culture where the Safe System Approach is the non-negotiable standard for every street project.

The disparity between our local road progress and the rising fatalities on state-managed corridors suggests that our current strategy lacks the necessary leverage to influence all of Nashville's streets. To reach our goal of zero roadway deaths by 2050, we must also hold our implementing agencies to the highest possible standard of transparency and performance.

While VZAC looks forward to continuing its advisory role and help find solutions with all implementing agencies, we are calling on NDOT, the Mayor's Office, and the Metropolitan Council to commit to a Vision Zero goal on NDOT-controlled streets by 2035. That separate resolution is included at the end of this annual report.

Formal Request for NDOT Self-Assessment

Pursuant to our role as an advisory body, the VZAC formally requests that NDOT Leadership present a comprehensive Annual Agency Report to this Committee at our February 10, 2026,

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meeting. We ask that NDOT explicitly grade their performance against the specific benchmarks established in the Vision Zero Five-Year Implementation Plan, with particular focus on:

- Metric vs. Reality: A breakdown of promised vs. delivered safety interventions (e.g., miles of protected bike lanes, pedestrian crossings, and High Injury Network specific improvements).
- Modal Priority: Evidence of how project designs have shifted to favor the most vulnerable road users over the Level of Service (LOS) for vehicles.

We look forward to working with the Mayor's Office and the Council to ensure that 2026 marks a turning point for the safety of all Nashvillians.

Respectfully submitted,

The Vision Zero Advisory Committee

Charlie Weingartner, Chair

Olivia Ranseen, Vice-Chair

Austin Fernandez

Dylan Ringel

Eric Hoke

Hayden Sears

Kim Ayers

Kim Unertl

Landon Clark

Peter Robison

Robin Lovett-Owen

Ryan Renfro

Sam Warlick

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Vision Zero 2035 Local Streets Resolution

January 13, 2026

Purpose:

To direct the Nashville Department of Transportation and Multimodal Infrastructure (NDOT) to adopt a Vision Zero goal for local roads over which NDOT has complete design and operational control.

Justification:

Considering the ample evidence and details within the 2025 Annual Report, it is the opinion of the Vision Zero Advisory Committee (VZAC) that the current county-wide goal of eliminating all traffic-related deaths by 2050 has been ineffective and too far in the future to promote action by the department in the present. Furthermore, VZAC continues to see traffic deaths occur on roadways where NDOT has only partial authority or no authority at all to implement life-saving interventions. It is unrealistic to expect NDOT to be responsible for changes in state and federal law to allow the local government full control of those roads or to locally fund every major project to create safer conditions.

Disclaimer:

This resolution does not remove NDOT's responsibility to lobby for appropriate changes to state and federal law or to lobby the state department of transportation for financial and project execution assistance in improving dangerous conditions on state and federal roadways. This resolution does not remove NDOT's responsibility to improve the local legs of intersections between local roads and state routes or interstate highways, even where NDOT will not permit major modifications of the state or federal legs.

Resolution:

Let the Vision Zero Advisory Committee resolve that NDOT is urged to adopt a Vision Zero goal specific to local roadways that fall completely under NDOT control. For the purpose of accounting for this specific goal, fatalities that occur at the intersection of a local road and state route or interstate highway would not be included as local street fatalities. VZAC proposes a two-step goal to provide accountability in achieving true Vision Zero on local roads:

- By 2030, reduce the raw number of traffic fatalities on local roads by at least 50% as compared to the total number of the same fatalities that occurred in the full calendar year of 2025.
- By 2035, eliminate all traffic fatalities that occur on local roadways throughout Davidson County.

VZAC is prepared to evaluate modifications to the goals proposed above as presented by NDOT at the next scheduled meeting of the body.

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**d) Walk Bike Nashville Strategic Framework 2025-2028 –
Meredith Montgomery, Wesley Smith (Walk Bike Nashville)**

[Printed Report Shared with BPAC]

Ms. Montgomery said, in building the Walk Bike Nashville Strategic Framework, the leaders challenged their team to imagine what would have been accomplished when the organization as an entity would no longer be needed, which led to a restated mission about the work they do. “Demonstrate, Activate, Advocate” are the updated key words, and Ms. Montgomery stressed that the infrastructure projects and built environment are not the only way to influence change. She mentioned that WBN promotes programs that help people reimagine the streets as public space that is accessible to all, highlighting even small wins to generate public buy in. Walk Bike Nashville’s plan is to set priorities that match and follow the framework as created, with report outs on progress planned three times a year. Ms. Montgomery also mentioned that she hopes the BPAC sees Walk Bike Nashville as a resource and collaborator.

Mr. Smith mentioned that annual advocacy progress and recommendations will be shared in the “State of Our Streets” report, the next of which will be released in July 2026. Mr. Rogers asked what Walk Bike sees as the advocate influence on capital budget at the city level, to which Mr. Smith responded that he hopes that collective action toward advocacy priorities will increase this influence, working along with BPAC and VZAC, and that a Transportation Lead positioned in the Mayor’s Office will continue as a priority in their agenda. He would like Nashville to transition from a car-dependent to a “car-optional” city in practice and messaging. Chair McDonell asked what has moved forward in terms of the priorities, and Mr. Smith said there has been progress on alternative walkways in the traffic calming program and a Vision Zero budget line item has been created, but is planning an upswing in how the goals and accomplishments are amplified moving forward.

e) NDOT Bikeway 5-Year Budget Detail - Brent Schultz (NDOT)

Mr. Schultz said much of the requested data has been assembled, but the details need some clarification, and he wants to break out/separate the types of bikeways, including “protected”, buffered, etc. Ms. Garner asked that he also note which bike lanes are on roads that are listed at 45mph or higher, mentioning a speed limit increase on Myatt Dr. where there is a painted bike lane on a 50mph roadway. Mr. Cushing asked for the road classifications (arterial, collector, etc.) to be included in the analysis, and Chair McDonell asked for clarification on whether bike lane types can be included, inc. new or extended.

8) Regular Agenda – BPAC Advisory Statement

9) Administrative Updates/Next Meeting/New Business

New Business, Requested items:

Planned Pedestrian Improvements on Shelby Ave

Connect Downtown Mobility Lane Update

New Commission Member Nominations, including Chair election, Vice Chair replacement

Parks capital spending plan and which projects are funded, particularly the Opry Mills project

10) Adjournment – Mr. Rogers moved to adjourn meeting, Ms. Garner seconded, and the meeting was adjourned at 6:11 pm.