City of Hendersonville

Safe Streets for Hendersonville: 7th Avenue Safety Implementation

SS4A Implementation Grant Application Narrative

May 26, 2026

Submitted by:

City of Hendersonville and NCDOT

Contents

Section 1: Overview

Introduction and Community Context

Hendersonville is a growing **rural** small town in Western North Carolina that continues to experience increasing transportation demand. **Low-income and historically-disadvantaged communities make up half of the city's geography**, and roadway safety is a critical need. According to the Hendersonville Police Department, the city experiences roughly 50% higher crash rates compared to similar-sized cities in North Carolina, and between 2010 and 2019, ranked highest among state peers for pedestrian fatalities and severe injuries[1] . **Two recent fatalities occurred in or near the project area, including one motor vehicle crash in 2021 and one bicyclist fatality in 2025.**

The 7th Avenue project addresses this safety need on a 0.41-mile corridor connecting historic neighborhoods, downtown, and the Oklawaha Greenway. Portions of the corridor are on or immediately adjacent to the regional High Injury Network (HIN) developed as part of the 2025 Safe Streets for Western North Carolina (WNC) Regional Safety Action Plan (SAP) (hereafter referred to as the **Regional SAP**).

Proposed Activities

Safety improvements along the 0.41-mile section of 7th Avenue will extend the ongoing City 7th Avenue streetscape project and create a **safer and more accessible corridor designed to reduce fatal and serious injury crash risk for all roadway users.** Improvements include **safer crossings, sidewalks, curb extensions, lighting, ADA compliant upgrades, stormwater and streetscape elements, pedestrian safety features, and traffic calming.** The project also incorporates resilient transportation infrastructure and stormwater improvements that support safer driving and multimodal access during extreme weather.

[1]NCDOT PBCAT Pedestrian Crash Data. 2010-2019

A Benefit-Cost Analysis consistent with USDOT guidance for the 7th Avenue project estimated $28.6 million in safety benefits and a benefit-cost ratio of 2.58:1.

Safety Commitment and Support

The City of Hendersonville participated in the SS4A-funded Regional SAP and formally endorsed its goals, actions, and Safe System approach in October 2025. The City's eligibility for this Implementation Grant is based upon the Regional Safety Action Plan, supplemented by the Walk Hendo Pedestrian Plan and Gen H 2045 Comprehensive Plan. Together, these plans satisfy the SS4A Action Plan requirements, including leadership commitment, safety analysis, engagement, project prioritization, and progress tracking.

In March 2026, the City approved a General Obligation (GO) Bond for safer, more accessible streets including $8.3 million for repaving City streets, $2.45 million to replace non-compliant curb ramps and improve ADA accessibility, and $3.75 million for Complete Streets projects, with $750,000 per year dedicated to safety and network improvements. The bond includes updating 25 intersections to reduce dangerous, high-speed, or high-conflict areas.

The adopted 2023 Walk Hendo Pedestrian Plan identified safety needs on 7th Avenue. Since then, the City has invested $1.4 million in safety improvements on 7th Avenue adjacent to this proposed project. Residents, businesses, and community partners have been engaged with the corridor since 2018 through local plans, corridor studies, and federal grant processes. A more detailed summary of support is provided in **Criterion 4.**

Section 2: Location and Project Context

Geographic and Transportation Context

Hendersonville serves as an important rural transportation and economic center within the French Broad River Metropolitan Planning Organization (MPO) region and supports regional travel throughout Henderson County and Western North Carolina. The city is known as the "Apple Capital" of North Carolina, producing the majority of the state's apples and hosting the annual North Carolina Apple Festival that draws over 250,000 visitors annually. While part of the Asheville urbanized area, Hendersonville enjoys a rural, small-town feel with easy access to the Western North Carolina mountains. Hendersonville's 2020 population was 15,137. The city's poverty rate is 14.6% based on US Census Bureau 2020-2024 estimates, which significantly **exceeds the state's 12.5% poverty rate**. The city's **median household income** is $53,449, **much lower** than the state average of $72,388.

High Injury Network

Through the Regional SAP, the French Broad River MPO identified a regional High Injury Network (HIN) to better understand where fatal and serious injury crashes are concentrated across Western North Carolina, including within Hendersonville. The HIN captures the top 3% of roadway segments, which account for 76% of fatal and serious injury crashes in the region. T**he project corridor directly connects to and overlaps portions of the regional High Injury Network and serves as a critical approach corridor to a documented high-injury location**. The corridor is adjacent to a High Injury Intersection for vulnerable road users (VRUs) near 7th Avenue and Locust Street. The Regional SAP also found that the top 1 percent of bicycle and pedestrian high injury intersections account for 89% of crashes where a person was killed or seriously injured (KSI).

Poverty Rate

Hendersonville

14.6%

North Carolina

12.5%

Median Household Income

Hendersonville

$53.5k

North Carolina

$72.4k

Data source: US Census Bureau, 2020-2024

Project Location

The SS4A Implementation Grant application includes targeted transportation safety improvements along 0.41 miles of 7th Avenue between Maple Street and the Oklawaha Greenway. The project will improve seven intersections and the Oklawaha Greenway crossing of 7th Avenue.

Ghost Bike on 7th Ave:
Bicyclist memorial for person who lost their life in the 2025 bike-fatal crash

Section 3: Response to Selection Criteria

Criterion 1: Safety Need

Existing Safety Conditions

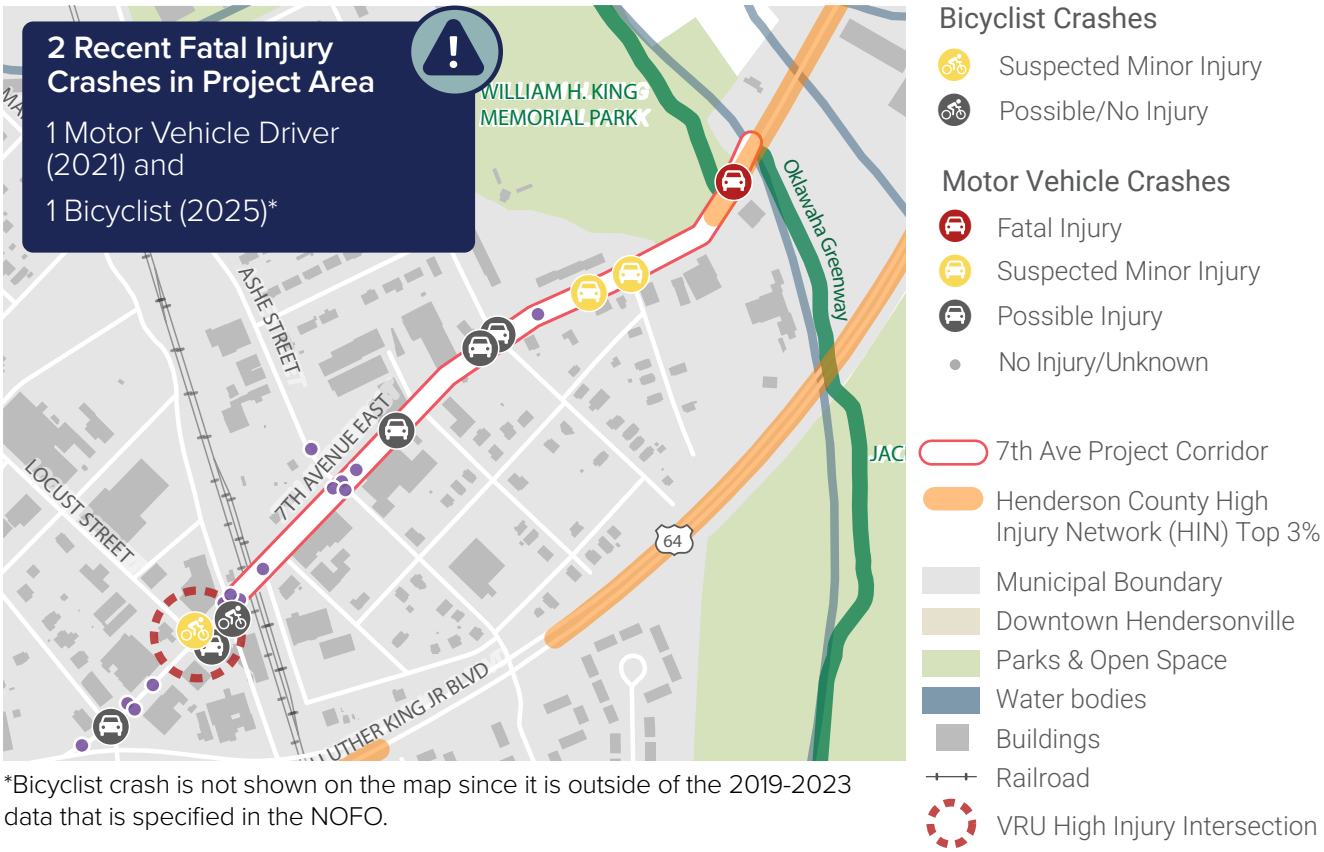
Between 2019 and 2023, Henderson County saw 226 KSI crashes, including 62 fatal crashes and 164 serious injury crashes, representing 22 percent of regional KSI crashes. During the same period, regional KSI crashes increased from 227 in 2019 to 268 in 2023.

Two fatal crashes occurred within the 0.41-mile project extent in recent years: one motor vehicle crash in 2021 and one bicyclist fatality in 2025. This project-area safety need is part of a broader citywide pattern. Between 2019 and 2023, Hendersonville saw four motor vehicle crash fatalities, with an average annual fatality rate of 5.29 per 100,000 people, based on the 2020 US Census population. Pedestrian safety has also been a longstanding concern. **Between 2010 and 2019, Hendersonville ranked highest among its state peers for pedestrian fatalities and severe injuries**, recording the highest per-capita crash rate regardless of population size[1].

Crash Data & Current Safety Trends

The Regional SAP identifies rising safety concerns across Western North Carolina, particularly involving severe crashes. From 2019 to 2023, the region saw 1,181 fatal and serious injury crashes, resulting in 311 deaths and 870 serious injuries. The plan identifies lane departure, intersection, speed, pedestrian, and bicyclist crashes as regional emphasis areas, reinforcing the need for roadway design, speed management, and vulnerable road user safety improvements.

Fig. 1: Project Corridor Crashes (2019-2023)[2] and Regional HIN[3]



*Bicyclist crash is not shown on the map since it is outside of the 2019-2023 data that is specified in the NOFO.

[1] National Highway Traffic Safety Administration FARS
[2]NCDOT crash data and [3]Regional SAP

The Regional SAP also shows that severe crashes are concentrated on a small share of the roadway network. The top 3 percent of road segments account for 76 percent of fatal and serious injury crashes outside intersections, while the top 1 percent of intersections account for 39 percent of fatal and serious injury crashes at intersections. These findings support targeted investment in connected high risk locations such as 7th Avenue.

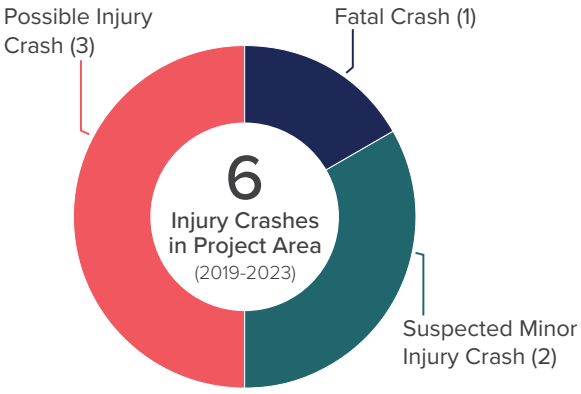
High Injury Network and Safety Risk Summary

In addition to being a part of and directly adjacent to the Henderson County HIN and a VRU High Injury Intersection, the project segment includes risk factors such as poor pavement conditions, access management issues, curved geometry near the greenway entrance, limited marked crossings, and gaps in dedicated multimodal facilities. Posted speeds on 7th Avenue range from 20 to 35 miles per hour (mph) while the nearby US 64 ranges from 20 to 45 mph, creating overall uncomfortable conditions for people walking. Despite these conditions, the corridor's curb and gutter and a typical 54-foot width provide an opportunity to improve comfort and safety without reducing access for vehicles, emergency response, delivery, or people who are disabled.

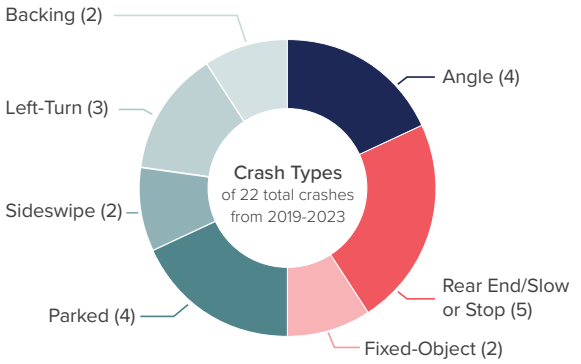
Crash Data

According to data provided by French Broad River MPO, 22 crashes were reported on 7th Avenue between the Oklawaha Greenway and Maple Street from 2019 to 2023. Six crashes resulted in a fatality, injury, or possible injury, including one fatal crash, two suspected minor injury crashes, and three possible injury crashes.

The most common crash types were rear-end/slow or stop crashes (five), followed by angle crashes (four) and parked motor vehicle crashes (four). The frequency of rear-end and angle crashes suggests that intersection conflict points, turning movements, driveway or side-street activity, and stop-and-go traffic conditions are important safety concerns along the corridor. Other less frequent crash types included sideswipe crashes (two), left-turn crashes (three total across both same roadway and different roadway types), backing crashes (two), and fixed-object crashes (two).



Data Source: NCDOT



Data Source: NCDOT

The fatal vehicle crash during this time was a fixed-object crash that was speeding related near the greenway access point, where poor pavement conditions, driveway access management issues, curved geometry, and lack of a marked crossing contribute to the unsafe conditions. For crashes that were not severe, available data did not consistently identify specific driver error, suggesting corridor design, visibility, access, and intersection conditions as potential contributing factors.

Community-Identified Safety Concerns

The Regional SAP confirms that roadway safety is a regional priority and that residents are asking for safer conditions for people walking and biking. On page 34, public input identified concerns about speeding, distracted driving, lack of sidewalks, narrow roads, unsafe shoulders, and the need for improved sidewalks, greenways, and bike lanes. These regional concerns are reflected locally on and around 7th Avenue, where residents identified missing or uncomfortable pedestrian connections, fast-moving traffic, and unsafe crossings as barriers to walking.

On page 56, the Walk Hendo Pedestrian Plan notes that community members prioritized safety, identified missing sidewalks and speeding as top obstacles, and called out 7th Avenue near downtown, where drivers enter from US 64, as a focus area for pedestrian improvements.

Criterion 2: Safety Impact

Safe System Approach and Project Selection

In alignment with their 2025 commitment to the Regional SAP, the proposed 7th Avenue safety improvements apply a Safe System approach by designing streets that account for human vulnerability and reduce the likelihood that a single error results in fatal or serious injury. Project selection was informed by the Regional SAP, which identified 7th Avenue as part of the regional HIN, Walk Hendo, local crash data, and community-identified concerns related to speeding, pedestrian visibility, crossing comfort, and uncomfortable walking and biking conditions. The **corridor also borders areas with higher concentrations of poverty (36% vs. state average of 23%)**[4] **and households without access to a vehicle (11% vs. state average of 6%)**[4], further reinforcing the importance of prioritizing safety investments in this location. **The project area is within Census Tract 9311 which is a Historically Disadvantaged Community.**

By focusing federal investment on a short corridor with elevated risk, high pedestrian use, and clear alignment with adopted safety plans, the City is advancing a targeted strategy intended to reduce fatal and serious injury crashes while supporting system-wide implementation of the Safe Systems approach.

Project Descriptions and Safety Benefits

The proposed improvements include sidewalks, high visibility crossings, curb extensions, ADA-compliant curb ramps, pedestrian scale lighting, traffic calming, RRFBs, and pedestrian signal upgrades. These treatments address the corridor's primary safety risks by **reducing crossing exposure, increasing visibility, slowing turning vehicles, improving nighttime detection, and creating more predictable movement for all users**. The improvements are intended to **reduce operating speeds and lower crash severity consistent** with the Safe System approach.

Safety investments are focused near communities without a vehicle who rely on walking for transportation. The need for pedestrian-focused improvements is further reflected in local demographic characteristics. Walk Hendo notes that up to **48.7% of Hendersonville residents may be too young or physically unable to drive**, highlighting the importance of providing safe, comfortable walking conditions for a substantial portion of the community, including children.

The project also incorporates **technologies** that promote safety, including RRFBs at high demand crossings, pedestrian signal upgrades, improved signal timing, and lighting improvements. **These treatments help alert drivers, manage crossing movements more predictably, and improve sight distance in areas where crashes have occurred or where risk is elevated.**

[4] NCDOT Transportation Disadvantage Index Dashboard

The project includes brick crosswalks, street trees, streetscape elements, pedestrian amenities, and site furnishings. These elements reinforce **lower-speed travel behavior**, increase driver awareness, and support safer interactions between users. The project will not reduce vehicle capacity, emergency access, delivery access, or access for people with disabilities.

Proven Countermeasures and Evidence-Based Design

The 7th Avenue improvements draw from **FHWA Proven Safety Countermeasures** and other nationally recognized best practices that have been shown to reduce crashes involving VRUs and motorists alike. Where available, safety benefits are summarized using crash modification factors (CMFs) and crash reduction factors (CRFs) from the FHWA Crash Modification Factors Clearinghouse and related safety research. CMFs estimate the expected change in crashes after a countermeasure is implemented, while CRFs express the estimated percentage reduction in crashes.

Countermeasure selection is directly informed by the Regional SAP, which identifies priority locations through the HIN and recommends safety strategies based on crash types, contributing factors, and roadway context. Key countermeasures include improved pedestrian crossings, curb extensions, pedestrian scale lighting, traffic calming, ADA upgrades, and pedestrian crossing technologies. As organized in **Table 1**, these treatments address excessive speed, limited yielding, poor nighttime visibility, intersection conflicts, and vulnerable road user exposure.

Long-Term Safety Benefits

The safety benefits of the proposed improvements extend beyond the immediate crash reduction at specific locations. By reimagining a key corridor with consistent, visible, and context-appropriate safety treatments, the project will contribute to long-term change in roadway behavior and inform future projects that help the city reduce fatalities and serious injuries.

The corridor design supports lower operating speeds, improved pedestrian comfort, and safer multimodal interactions, which can lead to sustained reductions in crash severity over time. As part of a connected network that includes downtown streets, greenway connections, and adjacent neighborhoods, the improvements will also reduce exposure by making multimodal travel more comfortable and predictable.

The project further supports Hendersonville's long-term safety goals by serving as a model for future corridor investments identified in the Regional SAP and city plans.

Criterion 3: Implementation Costs

Cost Effectiveness

The proposed improvements focus federal investment on a short, high-need corridor with documented fatal crashes, VRU exposure, and direct connections to downtown, adjacent neighborhoods, and the Oklawaha Greenway. The 0.41-mile project corridor includes seven intersections and the greenway crossing, where recent crash history includes two fatalities. Local and regional alignment allows SS4A funds to be directed to a ready, locally supported project that addresses documented crash history and high-risk roadway conditions with proven treatments.

Safety Return on Investment
$28.6M in estimated safety benefits
2.58:1 benefit cost ratio*

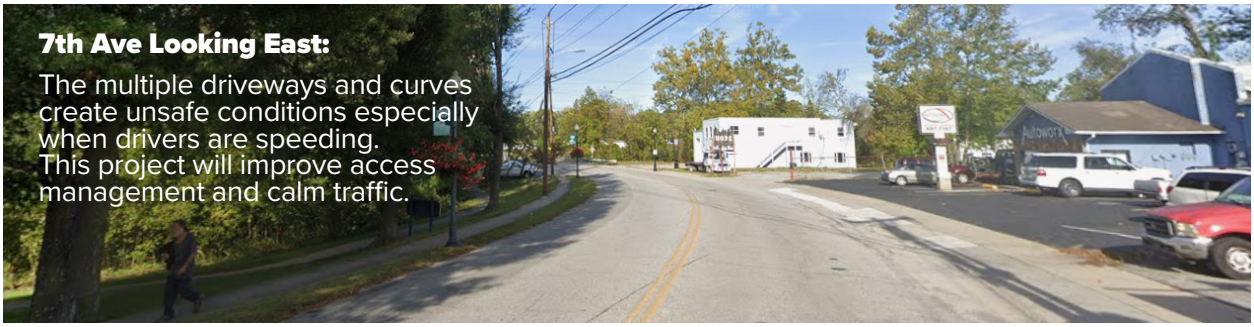
**Project-specific BCA consistent with USDOT guidance*

Table 1: Crash Reduction Factor (CRF) by Countermeasure

COUNTERMEASURE	CATEGORY	CMF	CRF
High-visibility crosswalks	Pedestrian	0.60	40%
Curb extensions and ADA curb ramps	Intersection	0.63	37%
Traffic signal improvements (including ped signals)	Intersection	0.67	33%
Sidewalk installation and widening	Multimodal	0.75	25%
RRFB pedestrian crossings	Pedestrian	0.65	35%
Traffic calming and visual narrowing	Speed Management	0.78	22%
Pedestrian-scale lighting	Visibility	0.55-0.75	25-45%
Access management and driveway consolidation	Multimodal	Varies	Varies
Roadway reconstruction with curb and gutter	Roadway	Varies	Varies

Table 2: Proposed Countermeasure and Safety Benefits

SAFETY PROBLEM	LOCATION	COUNTERMEASURE	SAFETY BENEFITS
Intersection-related crashes driven by turning movements, visibility limitations, and stop-and-go conditions (angle and rear-end crashes identified in crash data)	Key intersections, including Ashe Street and corridor-wide intersections	Traffic signal upgrades (pedestrian indications, LPIs), curb extensions, high-visibility crosswalks	Reduces turning conflicts, improves visibility, and increases yielding behavior, addressing common intersection crash types
Elevated pedestrian crash risk at uncontrolled crossings especially corridors with limited crossing opportunities	Midblock crossings and high-demand crossing locations	RRFBs, high-visibility crosswalks, targeted crossing enhancements	Improves driver awareness and yielding at uncontrolled crossings, reducing pedestrian exposure and risk
Increased crash severity associated with vehicle speeds and wide roadway conditions (consistent with SAP emphasis on speed as a primary risk factor)	Corridor-wide	Traffic calming, visual narrowing, curb extensions, streetscape treatments	Encourages lower operating speeds, reduces crash severity, and improves driver awareness in a pedestrian-oriented environment
Elevated risk for pedestrians and bicyclists in low-light conditions, including documented nighttime fatal crash near greenway crossing	Corridor-wide, with emphasis near Oklawaha Greenway crossing	Lighting, upgraded electrical systems, enhanced crossing treatments	Improves nighttime visibility and detection of vulnerable users, reducing likelihood and severity of crashes in low-light conditions



7th Ave Looking East:
The multiple driveways and curves create unsafe conditions especially when drivers are speeding. This project will improve access management and calm traffic.

Budget Overview

The **total project cost is $7,400,000.** The City of Hendersonville will contribute **$1,500,000 in local funds**, representing approximately 20% of the total project cost. The requested SS4A federal funding amount is $5,900,000, representing approximately 80% of total project cost.

Project costs were developed using recent project experience, current construction assumptions, and local bid information from similar work, including the recently completed 7th Avenue safety and streetscape project that connects directly to this project. The estimate accounts for construction, design and engineering, environmental review/National Environmental Policy Act (NEPA), temporary construction easements, construction inspection and management, administration, utility adjustments, contingency, and escalation.

Federal Funding Efficiency

The project-specific benefit-cost-analysis (BCA) prepared for the 7th Avenue Project demonstrates strong federal funding efficiency. The BCA was prepared consistent with USDOT Benefit-Cost Analysis Guidance for Discretionary Grant Programs, using recommended parameter values where applicable, a 23-year analysis period, 20 years of operation, a 30-year useful life, and a 7.0% real discount rate.

The analysis estimated $31.3 million in total undiscounted benefits, including $28.6 million in safety benefits. It found $11.4 million in discounted net benefits, a net present value of $6.9 million, and a **benefit-cost ratio of 2.58:1**. Safety benefits are driven by expected crash reduction along the project corridor, where the BCA reviewed NCDOT crash data and identified 22 corridor crashes, including two fatalities: one fixed-object crash near the Mud Creek bridge and one bicyclist fatality at 7th Avenue and the Oklawaha Greenway.

Criterion 4: Engagement and Collaboration

Public Engagement Process

The proposed safety improvements along 7th Avenue are grounded in extensive public engagement conducted through the Regional SAP, the Walk Hendo Pedestrian Plan, corridor studies, and broader comprehensive planning initiatives. Since 2008, residents, business owners, advocacy groups, agency partners, and other stakeholders have consistently identified concerns related to speeding, pedestrian visibility, crossing comfort, sidewalk gaps, and uncomfortable walking conditions. More than 580 residents were engaged through recent grant related outreach, with the overwhelming majority in support.

Summarized in **Table 3**, the project is supported by numerous adopted plans and studies. Public meetings, stakeholder

Table 3: Plan Alignment and Project Support

PLAN	YEAR	SUPPORT FOR PROJECT
Safe Streets for WNC Regional SAP	2025	Identifies the 7th Avenue corridor as part of the regional High Injury Network
Hendersonville Gen H Comp Plan	2024	Identifies 7th Avenue section as a priority for safety improvements.
Parks & Greenspace Master Plan	2024	Identifies pedestrian connectivity along 7th Avenue as a priority project and includes project concepts.
Hendersonville Sustainability Strategic Plan	2024	Ranks the 7th Avenue project highest among multimodal project recommendations.
Walk Hendo Pedestrian Plan	2023	Identified a segment of 7th Ave for pedestrian safety improvements

interviews, surveys, and interactive workshops activities directly informed the selection of the corridor for investment and shaped the types of safety improvements proposed, with a clear emphasis on pedestrian comfort, slower vehicle speeds, and safer crossings.

Stakeholder Coordination

When the City initiatied this grant application, they held a meeting with the adjacent neighborhood on April 27th, 2026; residents confirmed their strong interest and support for the project. In addition to public engagement, the City of Hendersonville has coordinated with regional and local partners to advance transportation safety priorities along 7th Avenue. The project aligns with the Regional SAP and High Injury Network.

City staff worked with **MPO partners, Henderson County, NCDOT, Henderson County Public Schools, Public Health, Apple Country Transit, Friends of the Oklawaha Greenway, YMCA, Conserving Carolina, public safety officials, and planning and engineering staff** across departments to align data, prioritize safety needs, and coordinate roles related to project development and implementation. This coordination helped integrate regional safety goals with local project delivery, supporting consistency between the proposed improvements and broader transportation safety strategies.

Ongoing coordination with partner agencies has also aided in clarifying roadway responsibilities, data sharing, and performance monitoring. This collaborative framework positions the City to implement the project efficiently while maintaining alignment with regional safety objectives.

Inclusive and Ongoing Engagement

Inclusive engagement for this project has included a focus on people most affected by unsafe walking conditions, **including older adults, people with disabilities, households without access to a personal vehicle**, and residents near Underserved Communities and a nearby Area of Persistent Poverty. Walk Hendo and related outreach efforts used accessible meeting locations, clear visual materials, and opportunities for feedback outside traditional public meetings to reduce participation barriers.

The City will continue community involvement during final design, construction, and post-implementation phases. This will include communication with residents, businesses, and stakeholders about construction phasing, temporary access changes, and corridor performance after implementation. This feedback will complement quantitative monitoring of safety outcomes and user behavior, helping refine future safety investments and inform additional projects identified in local and regional plans. By treating engagement as an ongoing process, Hendersonville is fostering shared ownership of roadway safety outcomes and supporting a long-term culture of collaboration around eliminating fatal and serious injury crashes.

Fig. 2: Public Engagement Events

Section 4: Project Readiness

Overview

The City has completed planning, corridor analysis, engineering assessment, and community engagement activities that support advancement of the proposed project and demonstrate readiness for implementation. In addition, the City has implemented improvements on 7th Avenue that connect to this project, showing significant experience in delivering this kind of project.

Planning and Constructibility

State Transportation Improvement Program (STIP)

The 7th Avenue project was submitted as part of a larger bundle of projects to the SPOT 8.0 prioritization process for the FBRMPO TIP and the NCDOT STIP. They scored high and will likely be included in the 2027 STIP.

Consistency with Other Plans

The project is consistent with adopted local and regional safety, pedestrian, multimodal, sustainability, parks, and comprehensive planning documents that identify 7th Avenue as a priority safety and connectivity corridor. See **Table 3**: Plan Alignment and Project Support

Property Acquisition/Right-of-Way

The 7th Avenue project will be delivered primarily within **existing right-of-way (ROW)** and is expected to only need temporary easements for minor construction impacts, including driveway adjustment tiebacks and cut and fill beyond the ROW. No major utility relocation is anticipated.

Proposed Schedule

The project is ready to advance following award. **The City has completed the planning and concept design phase for 7th Avenue,** with design work ready to begin once funding is available. SS4A funds are requested for design and engineering, environmental review and NEPA, temporary construction easements, construction, construction inspection and management, and administration. The project schedule will support grant agreement execution in 2027, construction beginning in a timely manner, and completion within five years of grant agreement execution. (See **Figure 3**: Proposed Schedule and Phasing). SS4A funds are allocated as detailed in the project estimate.

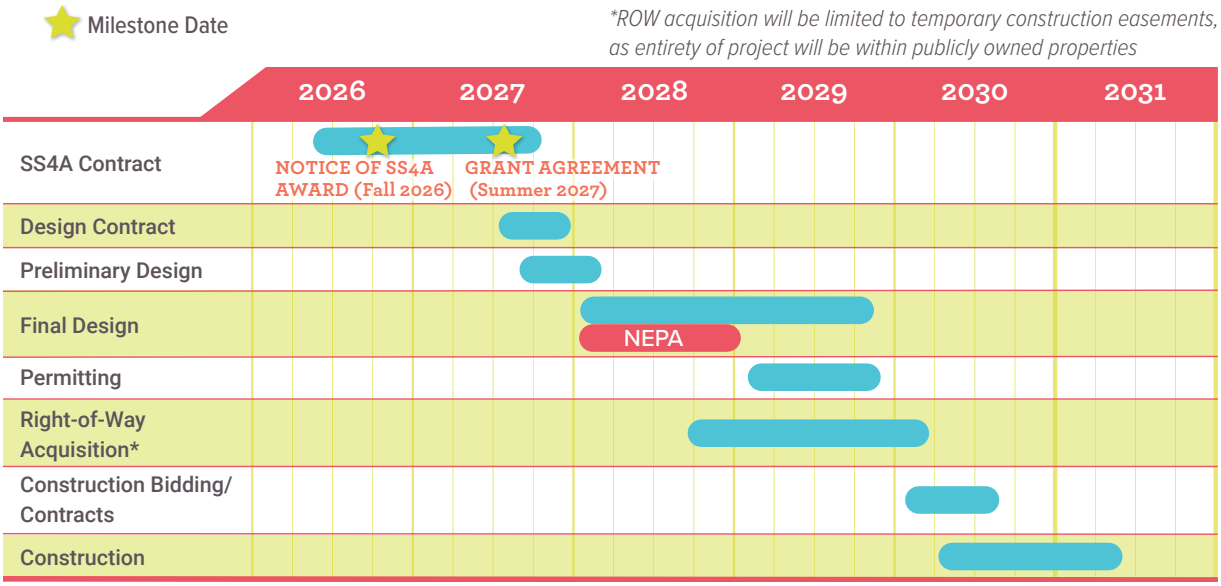
Table 4: Project Readiness Snapshot

READINESS ELEMENT	STATUS
Project Scope	0.41 miles of 7th Avenue
Planning and Concept Development	Complete
Prior Delivery Experience	Adjacent 7th Ave. streetscape phase completed
NEPA	Categorical exclusion, Level 1 anticipated
Right of Way	Existing public right of way, temporary easements only
Utilities	No major utility relocation anticipated
Grant Administration	NCDOT to serve as grant administrator
Local Match	$1.5 million committed
Delivery Window	Completion within 5 years of grant agreement execution

NEPA and Permitting

The project is anticipated to meet the criteria for a Categorical Exclusion, Level 1, satisfying NEPA requirements. No previous NEPA class of action is associated with the project. Anticipated permits and approvals include applicable NCDOT encroachment permits, floodplain development approvals if required, and applicable NCDEQ stormwater or NPDES requirements.

Fig. 3: Proposed Schedule and Phasing



Project Support

The project is supported by over a decade of planning, studies, engineering analysis, and public engagement. Engagement activities include public meetings, online engagement, surveys, pop up events, stakeholder coordination, and outreach to adjacent neighborhoods, businesses, advocacy organizations, and agency partners. More than 580 residents participated in recent grant related outreach efforts, with strong public support for the project. Plans, studies, and built work that featured, prioritized, and garnered public support are listed in Section 3 under Criterion 4: Engagement and Collaboration.

Nearly **40 organizations submitted letters of support** as part of this application package. These letters were submitted as part of this application package and can also be viewed on the project website at www.hvlnc.gov/SS4A2026.

Risks and Mitigation

Procurement Delays

The City and NCDOT have extensive experience with procurement and are confident in their ability to manage delays.

Project Risk Review

The City has developed risk and mitigation strategies to support project delivery. The project is anticipated to meet the criteria for Categorical Exclusion, Level 1, to satisfy NEPA requirements. No components of the project include brownfield sites. Permanent access components for 7th Avenue will be designed within the existing public right-of-way, which is adjacent to a privately owned site that was part of the NCDEQ Drycleaning Remediation Program and was issued a "No Further Action" determination in 2011 for Blue Ridge Cleaners. Construction phasing will be developed to maintain emergency access, delivery access, disabled access, and reasonable business access during implementation.

Cost and Local Match

Licensed engineers updated the cost estimates in spring 2026 using recent comparable construction experience, with contingency and inflation included. The City has committed $1,500,000 in local match for project delivery.

Impacted Communities

The project is not expected to negatively impact local or regional communities and

is supported by over a decade of planning and engagement with residents, businesses, advocacy organizations, and agency partners. Prior concerns related to business access, traffic impacts, and displacement during construction have been addressed through project design and construction phasing.

Legislative Approval

This project was approved by a resolution passed by Hendersonville City Council on May 13, 2026, and is not expected to carry additional risks related to legislative approvals. The City Council has also passed a resolution ensuring support for the project and dedicated match.

Applicant Capacity

NCDOT will serve as grant administrator for the project, having broad experience managing federal grant funds and projects. The City will support their project management with involvement in the construction processes.

Federal Funding Experience and Regulations

Both NCDOT and the City have experience managing federally funded transportation projects and are familiar with Buy America, ADA, Title VI, Davis Bacon, procurement, and federal reporting requirements. The City's prior federally funded grant projects include the New Freedom and American Rescue Plan Act-funded projects and multiple phases of the Oklawaha Greenway (see **Table 5**).

Procurement and Project Delivery

The City recently completed the first phase of the 7th Avenue streetscape project, demonstrating experience delivering projects of similar size, scope, and complexity. Procurement activities will follow applicable federal requirements, including 2 CFR Part 200, sealed bids for construction, competitive procurement for engineering services, and required federal contract provisions.

Evaluation

Following implementation, the City will monitor crash trends, vehicle speeds, pedestrian activity, accessibility, multimodal connectivity, and corridor operations to evaluate project performance and inform future safety investments.

Table 5: City Federal Funding Experience

FUNDING/PROJECT	YEAR
FHWA / SAFETEA-LU / New Freedom	
Oklawaha Greenway	2009, 2017
Clear Creek Greenway	Ongoing
US 64 Sidewalks	2017
ARPA / LASII	
Lower Mud Creek Flood Mitigation	Ongoing
Wastewater Facility Improvements	2024,
US EPA State Revolving Funds / 319	
Jackson Park Sewer Interceptor	2015
Wolfpen Sewer Interceptor	2015
Patton Park Stormwater Retrofit	2020
7th Ave Streetscape Stormwater	2024
Fire Station 1 Green Infrastructure	2024
Sullivan Park Stream Restoration	2024
Multi-Area Streambank Restoration	2022
Mud Creek Interceptor	Ongoing
Ashe/4th Water/Sewer Improvement	Ongoing
French Broad River Intake & Station	Ongoing
HUD CDBG	
Grey Hosiery Mill	2020
7th Ave Home Repair / Sidewalk	Ongoing
USDA Rural Development	
Hendersonville Police Headquarters	2021