

CITY OF  
**Bloomington** ILLINOIS



**Streets and Sidewalks  
Supplemental Report  
2025**

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The City of Bloomington prepared this supplemental report to describe the data presented in the Fiscal Year 2025 Street and Sidewalk Network Update in greater detail and to provide additional data. The Engineering Department presented the update to the Bloomington City Council at its regular meeting on March 24, 2025. To download a PDF or watch a video of the Fiscal Year 2025 Street and Sidewalk Network Update, please visit: [www.bloomingtonstreets.com](http://www.bloomingtonstreets.com).



## Measuring and Rating Streets and Sidewalks

Engineering primarily uses 12-foot lane miles and parcel miles to measure streets and sidewalks, respectively, although centerline miles are also sometimes used to measure streets. A centerline mile is the length of the road at the centerline and does not account for the number of lanes. A 12-foot lane mile is the width of the road in feet divided by 12 (to obtain the number of 12-foot lanes) and then multiplied by the centerline mile length. A parcel mile is the length of a sidewalk along a parcel and does not include the width.

The street measurements used by Engineering are shown in Figure 1 below, which includes a four-lane road that is one mile long. The road is one centerline mile long or four 12-foot lane miles long. If the road had two lanes, the road would be one centerline mile long or two 12-foot lane miles long. Figure 2 shows how Engineering measures sidewalks using parcel miles and number of ramps.

Figure 1: Example of Street Centerline Miles and 12-foot Lane Miles

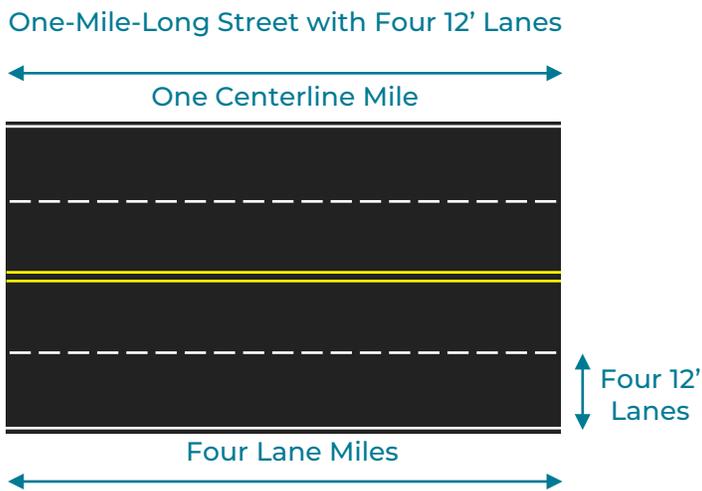
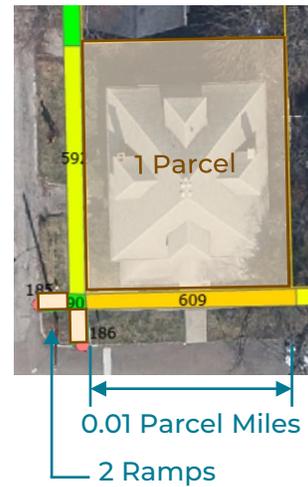


Figure 2: Example of Sidewalk Parcel Miles and Ramps



As of February 2025, the City’s road network includes approximately 323 centerline miles or 844 12-foot lane miles of roadway. The City’s sidewalk network includes 427 parcel miles of sidewalks.



Figure 3: Asphalt Pavement Surface Evaluation and Rating (PASER) System



The rating system that Engineering uses to rate its asphalt streets is shown in Figure 3. Staff performs a “windshield survey” of City streets. The condition rating, along with other information, is used to help determine which streets will be resurfaced each year. The ratings and black and white photos are from the *Asphalt PASER Manual* published by the University of Wisconsin-Madison in 2002.

Figure 4: Street Condition Rating Map Snapshot

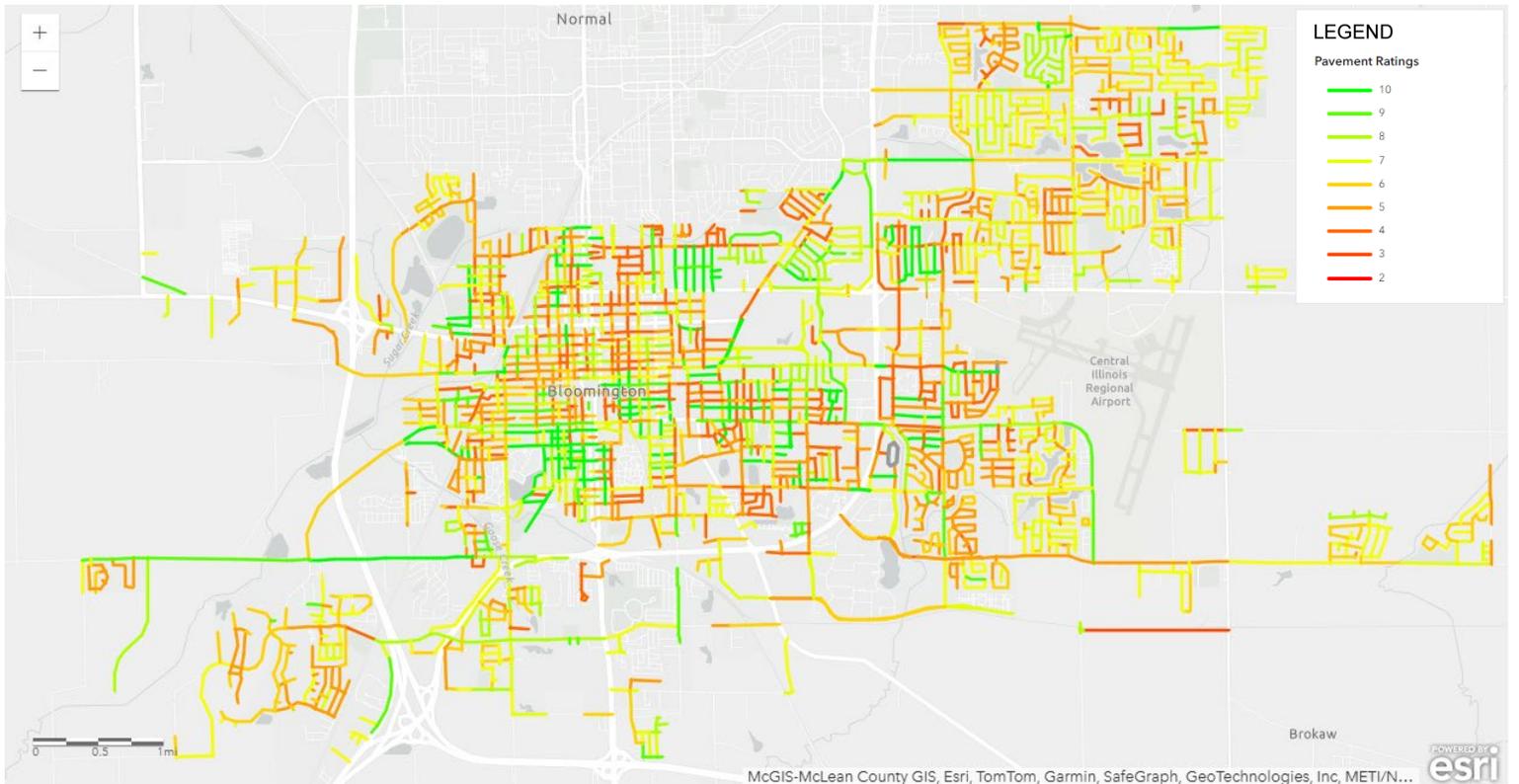


Figure 5: 10-Point Sidewalk Rating System Based on PASER



Figure 5 shows the rating system that Engineering uses to rate its sidewalks. Similar to street ratings, staff performs a “windshield survey” of City sidewalks. The condition rating, along with other information, is used to help determine which sidewalks will be maintained each year. City staff developed the rating system, which is based on the 10-point PASER systems released by the University of Wisconsin-Madison. Additional sidewalk condition examples are shown below.



Figure 6: Percentage of Streets by Functional Class

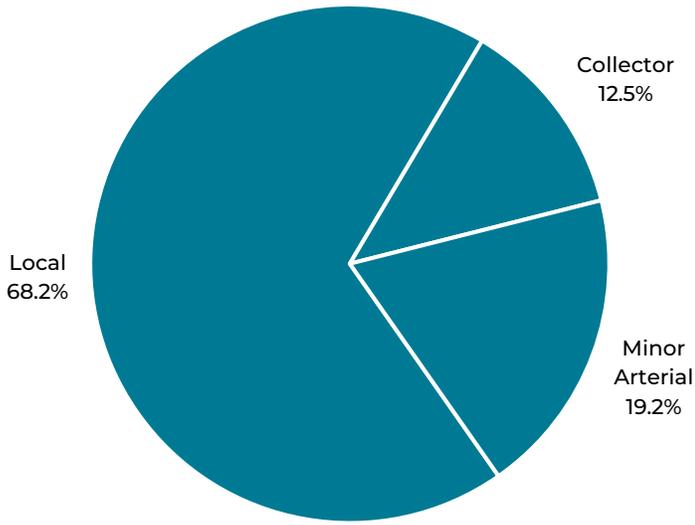


Figure 7: Percentage of Streets by Surface Type

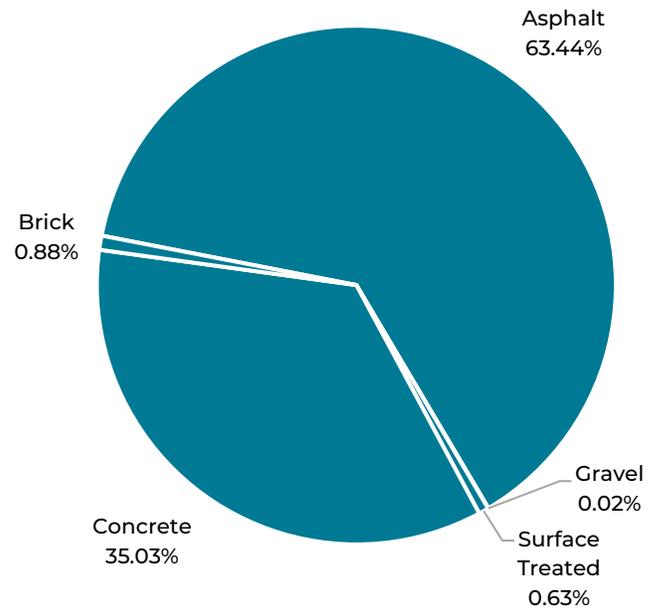


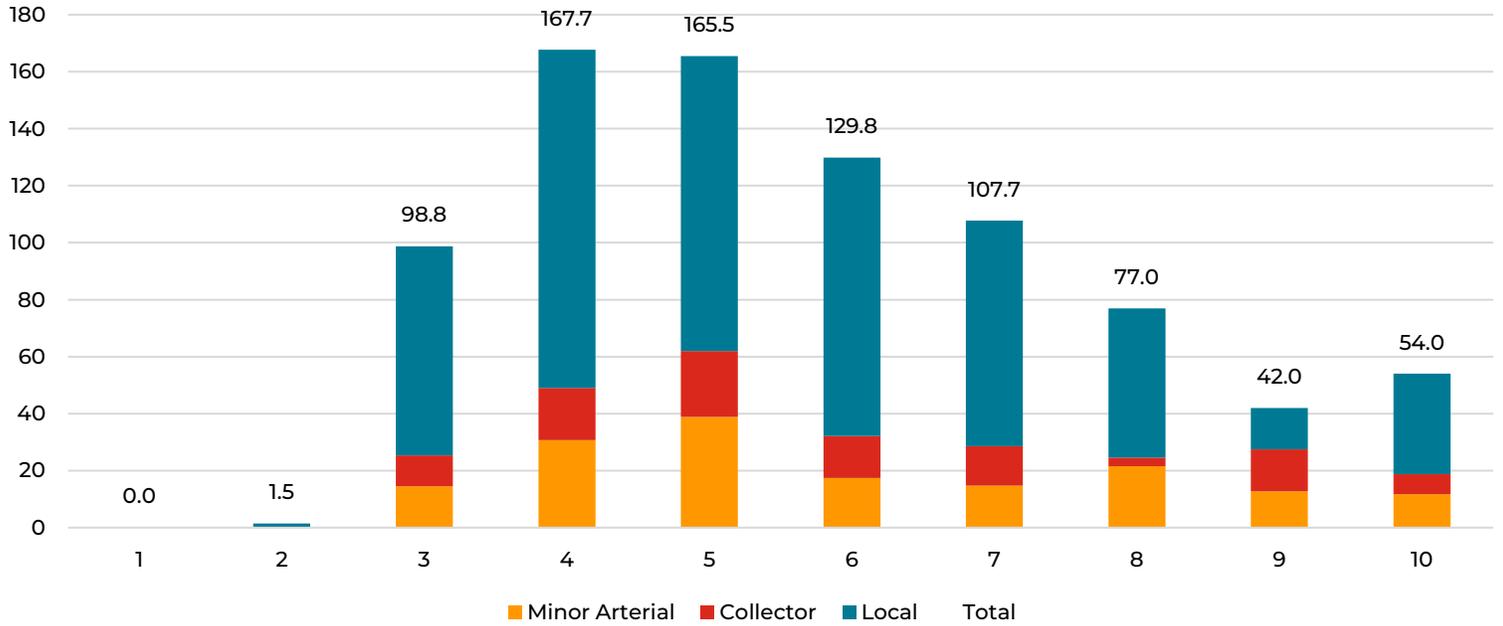
Figure 6 shows the percentage of streets by functional class, and Figure 7 shows the percentage of streets by surface type. Engineering sorts roads into three functional classes: minor arterial (e.g., Washington Street), collector (e.g., Colton Avenue), and local (e.g., Jefferson Street and Monroe Street). These streets each carry different amounts of traffic and have different characteristics to support those different amounts of traffic (e.g., number of lanes, pavement markings, and thickness).

Table 1: 12' Lane Miles by Functional Class and Surface Type

Surface Type	Functional Class					
	Minor Arterial		Collector		Local	
	12' Lane Miles	%	12' Lane Miles	%	12' Lane Miles	%
Asphalt	93.5	57.7%	74.6	70.4%	367.4	63.8%
Concrete	68.7	42.3%	31.3	29.6%	195.7	34.0%
Brick	0.0	0.0%	0.0	0.0%	7.4	1.3%
Surface Treated	0.0	0.0%	0.0	0.0%	5.3	0.9%
Gravel	0.0	0.0%	0.0	0.0%	0.2	0.03%
<b>TOTAL</b>	<b>162.2</b>	<b>100.0%</b>	<b>105.9</b>	<b>100.0%</b>	<b>576.0</b>	<b>100.0%</b>

Table 1 shows more detailed information for Figure 5 and Figure 6 above, including 12-foot lane miles and percentages of surface types and functional classes. The majority of streets in Bloomington are local roads constructed with asphalt. In total, Bloomington has 536 12-foot lane miles of asphalt streets, 296 12-foot lane miles of concrete streets, 7 12-foot lane miles of brick streets, 5 12-foot lane miles of surface treated streets, and 0.2 12-foot lane miles of gravel streets.

Figure 8: PASER System Street Rating Snapshot by 12-foot Lane Miles and Functional Class



A snapshot of the PASER system street ratings from March 2025 sorted by rating, functional class, and number of 12-foot lane miles is shown in Figure 8 above. Information about City streets is maintained in a Geographic Information System (GIS) by the Engineering Department. To view an interactive map of these ratings, visit [www.bloomingtonstreets.com](http://www.bloomingtonstreets.com).

Table 2: Detailed PASER System Street Rating Snapshot by 12-foot Lane Miles and Functional Class

Surface Rating (Overall Average 5.8)		Minor Arterial Average: 6.0		Collector Average: 6.0		Local Average: 5.7		Grand Total		
		12' Lane Miles	%	12' Lane Miles	%	12' Lane Miles	%	12' Lane Miles	%	Cumul. %
10	New	11.7	7.2%	7.1	6.7%	35.3	6.1%	54.0	6.4%	6.4%
9	Excellent	12.8	7.9%	14.7	13.9%	14.5	2.5%	42.0	5.0%	11.4%
8	Very Good	21.5	13.3%	3.1	2.9%	52.4	9.1%	77.0	9.1%	20.5%
7	Good +	14.8	9.1%	13.9	13.1%	79.1	13.7%	107.7	12.8%	33.3%
6	Good -	17.4	10.7%	14.7	13.9%	97.7	17.0%	129.8	15.4%	48.6%
5	Fair +	38.9	24.0%	23.1	21.8%	103.5	18.0%	165.5	19.6%	68.2%
4	Fair -	30.7	18.9%	18.4	17.3%	118.7	20.6%	167.7	19.9%	88.1%
3	Poor	14.5	8.9%	10.9	10.3%	73.4	12.7%	98.8	11.7%	99.8%
2	Very Poor	0.0	0.0%	0.0	0.0%	1.5	0.3%	1.5	0.2%	100.0%
1	Failed	0.0	0.0%	0.0	0.0%	0.0	0.0%	0.0	0.0%	100.0%
<b>TOTAL</b>		<b>162.2</b>	<b>100.0%</b>	<b>105.9</b>	<b>100.0%</b>	<b>576.0</b>	<b>100.0%</b>	<b>844.0</b>	<b>100.0%</b>	<b>100.0%</b>

A more detailed snapshot of the PASER system street ratings (as of March 2024) is included in Table 2. Nearly 50 percent of roads in Bloomington are rated 6 (Good -) or better, with an average overall rating of 5.8, an average rating of 6.0 for minor arterial roads, an average rating of 6.0 for collector roads, and an average rating of 5.7 for local roads.

Figure 9: 10-Point Sidewalk Rating Snapshot by Parcel Miles

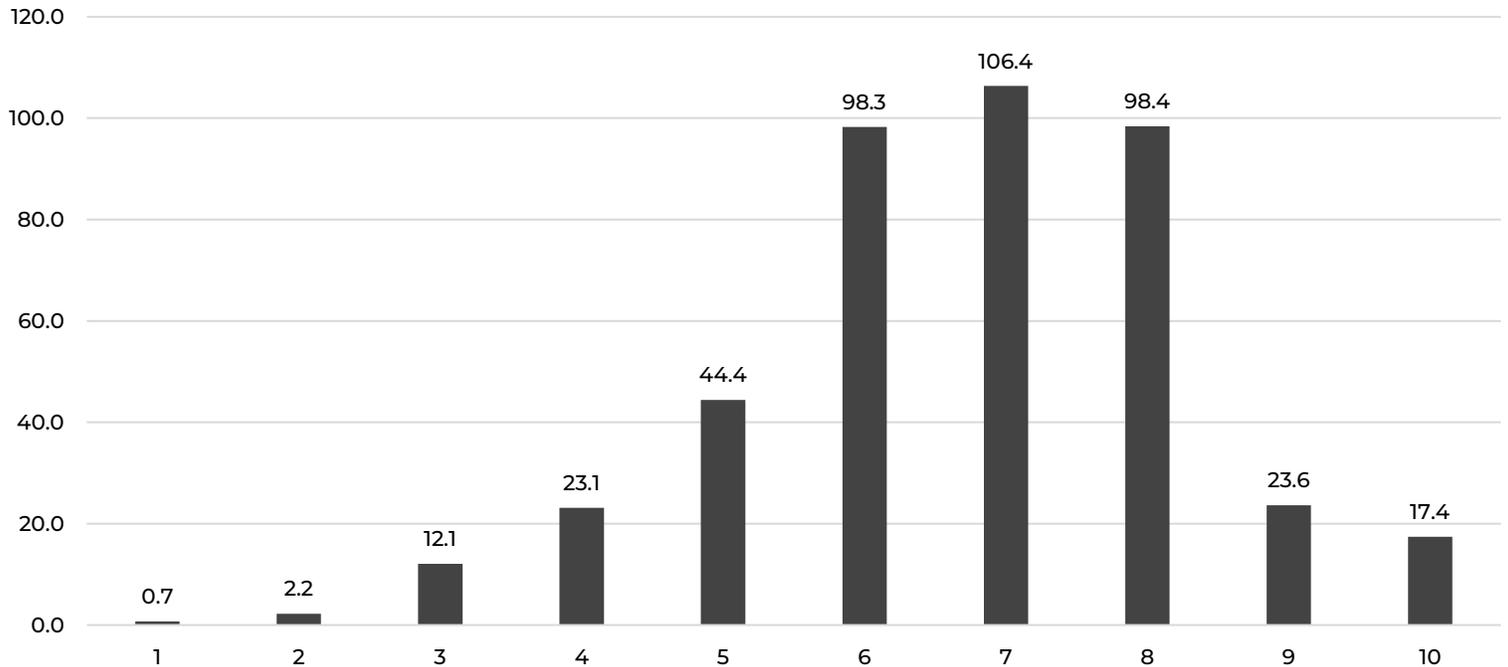


Figure 9 shows a snapshot of the 10-point sidewalk ratings by the number of parcel miles as of February 2025. The majority of sidewalks have a rating of 7 (Good +), and about 15 parcel miles are rated below 4 (Fair -).

Table 3: 10-Point Sidewalk Ratings Summary

Average Rating: 6.7					
Rating		Parcel Miles	%	Cumulative %	
10	New	17.4	4.1%	4.1%	
9	Excellent	23.6	5.5%	9.6%	
8	Very Good	98.4	23.1%	32.7%	
7	Good +	106.4	24.9%	57.6%	
6	Good -	98.3	23.0%	80.6%	
5	Fair +	44.4	10.4%	91.0%	
4	Fair -	23.1	5.4%	96.5%	
3	Poor	12.1	2.8%	99.3%	
2	Very Poor	2.2	0.5%	99.8%	
1	Failed	0.7	0.2%	100.0%	
<b>TOTAL</b>		<b>426.8</b>	<b>100.0%</b>	<b>100.0%</b>	

Table 3 shows a more detailed snapshot of the 10-point sidewalk ratings by the number of parcel miles as of February 2025. Over 80 percent of sidewalks are rated at 6 (Good -) or better, and the average sidewalk rating is 6.7.

## Street Maintenance Information

The City uses various pavement treatments to extend pavement life. The mix of treatments used each year depends on several factors. The treatment methods include resurfacing, concrete work, patching, and pavement preservation. Information about resurfacing and pavement preservation is included below. For more information, visit [www.bloomingtonstreets.com](http://www.bloomingtonstreets.com).

### Resurfacing

Resurfacing a street may include milling off the existing surface, spot repairs, and adjusting manholes and other utilities in the street. Many streets will receive 2 layers of new hot mix asphalt. Typically, this will include a binder layer and a surface layer.



### Pavement Preservation

Staff has found that pavement preservation protects the City's investment in roadwork by using the "keep your good roads good" strategy. Using pavement preservation helps limited road funding dollars go much further and reduces the annualized cost of paving and/or resurfacing. The City uses or has used Reclamite (Rejuvenator), PressurePave (High-Pressure Slurry Seal), and Chip Seal (Sealcoat) pavement preservation techniques. Figure 16 on the next page provides additional details on how pavement preservation saves money.

**Reclamite (Rejuvenator)** uses emulsion made up of specific petroleum oils and resins. The rejuvenating process keeps the pavement flexible, so both cracking and road fatigue are reduced. It also seals the pavement from air and water, slowing the oxidation process and reducing the loss of small aggregate. Reclamite is used for preventative maintenance of newly resurfaced pavements. The benefits of Reclamite include: (1) improves durability and flexibility; (2) slows the aging process; (3) helps prevent raveling, stripping, and fatigue cracking; (4) restores the cohesive ability of the asphalt cement to retain aggregate; (5) seals the surface in-depth; and (6) can extend pavement life up to 40 percent.



**Chip Seal (Sealcoat)** application is a two-step process that includes applying an asphalt emulsion before applying a layer of small, crushed rocks or "chips" to an existing pavement surface. While this is a process that is typically used on rural roads or in smaller communities, it can be used effectively in some areas in larger communities. City staff have researched various pavement preservation products via site visits of current and previously treated roadways in other municipalities and have concluded that this system is an effective method to extend the useful life of our paved roads in limited quantities and specific areas. It is significantly cheaper than resurfacing, though not as long-lasting.

**PressurePave (High-Pressure Slurry Seal)** is said to be one of the most versatile tools in the pavement preservation industry. Able to preserve pavements many would consider to be candidates for mill and overlay, this hybrid system pressure injects a crack sealant into the pavement while simultaneously applying a thin asphalt overlay. This system is more efficient and cost-effective than many other pavement preservation options. With a price that can be significantly less than the cost of a mill and asphalt overlay, and a 10+ year average surface life, the life cycle cost is ideal for public and private agencies wishing to cut costs or double the number of roadways able to be treated.

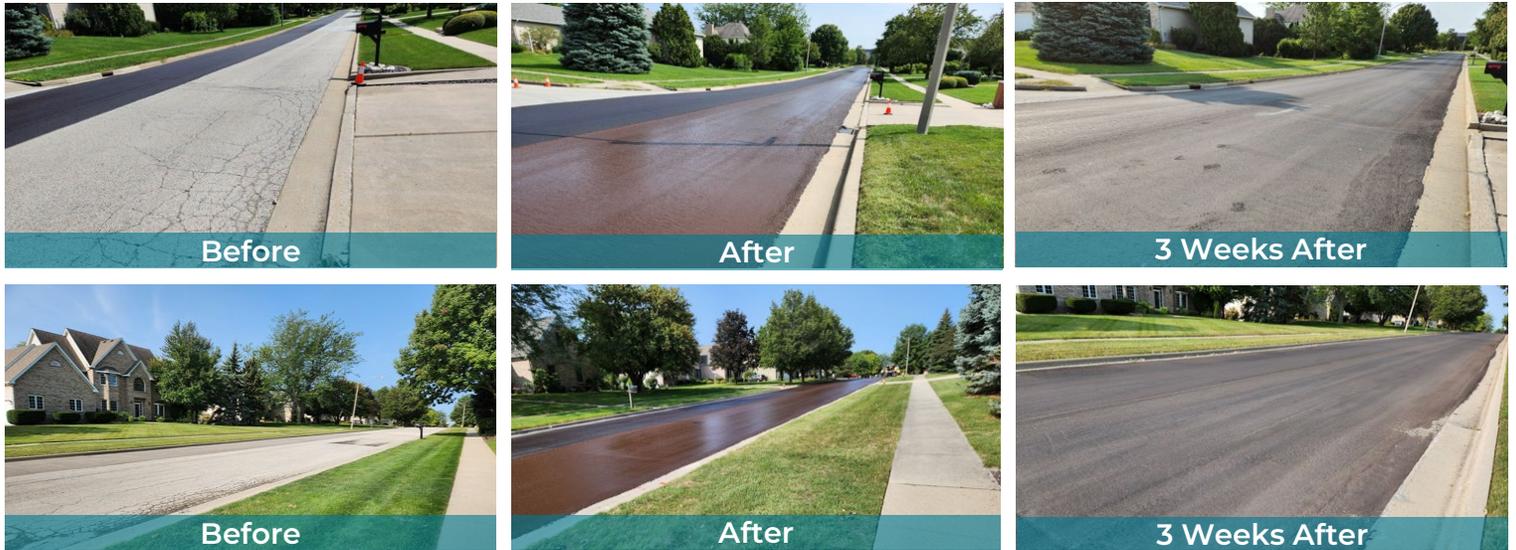
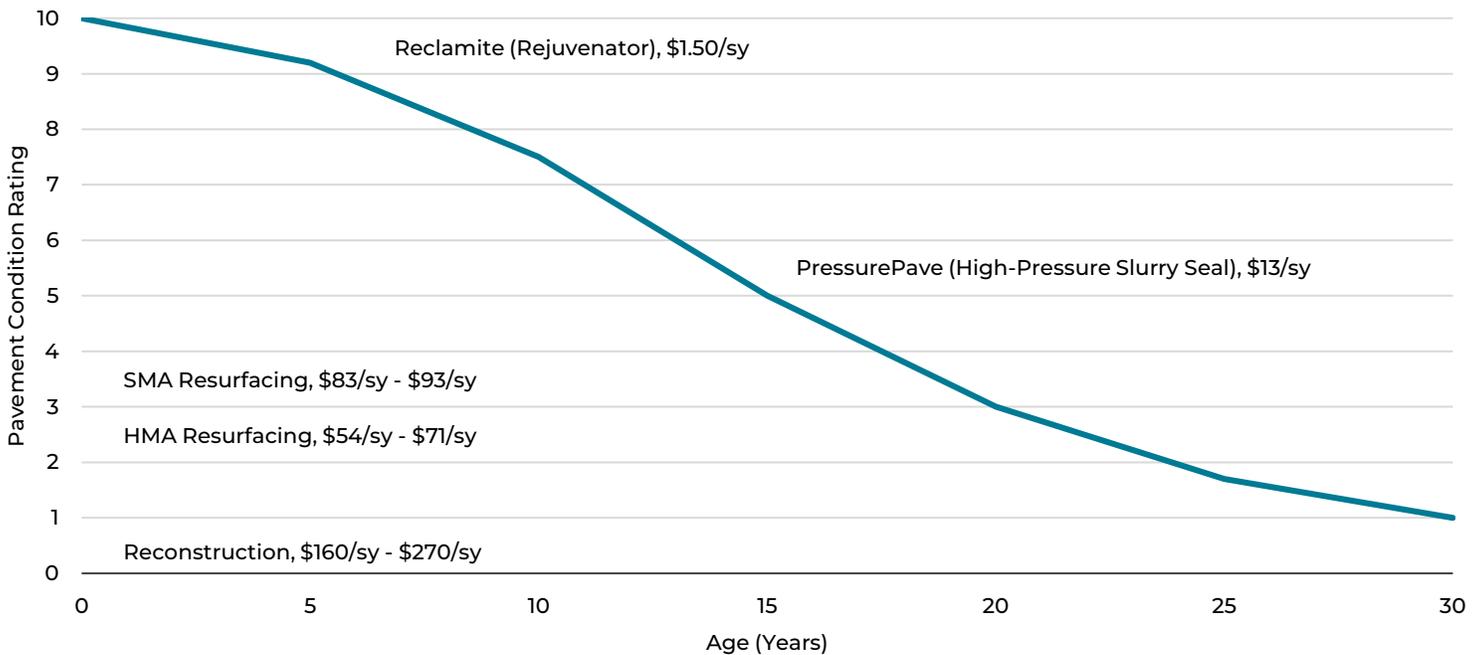


Figure 10: Pavement Deterioration Curve with Cost Estimates



The deterioration curve shown in Figure 10 shows estimates for how much it costs per square yard to repair or reconstruct a road using different methods at different pavement condition ratings and ages. This shows the benefit of using pavement preservation techniques when streets are in better condition.

## Sidewalk, Curb, and Gutter Maintenance Information

The Sidewalk, Curb, and Gutter Program is designed to provide for construction of sidewalk ramps that are compliant with standards related to the Americans with Disabilities Act, other sidewalk repairs, and projects in which property owners voluntarily enter a 50 percent cost sharing agreement (50/50 Sidewalk Program). The program also funds concrete work related to curb and gutter replacements. To request to participate in the 50/50 Sidewalk Program, see additional details below. Information about sidewalk, curb, and gutter work is included below. For more information, visit [www.bloomingtonstreets.com](http://www.bloomingtonstreets.com).

### Sidewalk, Curb, and Gutter Program

The City is working on its 10-year Sidewalk Master Plan. The funding level and needs will continue to be evaluated. The "Vision 2025" in Bloomington's Strategic Plan foresees a beautiful, family-friendly city. Quality sidewalks provide a piece of the equation, a necessary component to achieve this vision, because they affect walkability and connectivity. Communities with strong walkability and connectivity have healthier and more cohesive neighborhoods where pedestrians routinely traverse, where children walk about safely and where residents gain a stronger sense of neighborhood and civic identity. Further, good sidewalks are essential to persons with visual impairment, walking impairment, and other disabilities. These are members of the community who, by right and by law, deserve access.



The City needed a framework in order to address the overall quality of sidewalks. A Master Plan for Sidewalks provides that framework. The Department created a rating system based on the PASER system used for evaluating streets. It mapped these ratings along each parcel of property. It weighed the dual goals of safety and accessibility and set a level of service compatible with those goals while also being compatible with Staff-Council strategic planning. Objectives are made within the context of practical funding levels. A Master Plan for Sidewalks serves as the primary guide in the allocation of resources and in addressing maintenance and replacement issues and policy.

### 50/50 Sidewalk Program

The City has miles of public sidewalks in need of repair, and its resources are limited. The Department, therefore, must set priorities. The 50/50 Sidewalk Program provides residential property owners with an opportunity to repair public sidewalks in front of their parcels for half of the total cost, without having to wait for sidewalks to be designated for the City's regular sidewalk repair program. Sidewalks that qualify typically are rated in poor to fair condition. Sidewalks in good condition typically will not qualify for the program. Owners of commercial properties in Bloomington typically are expected to repair their own sidewalks, but the 50/50 program offers an appealing discount. The program is used only for public sidewalks; it is not used for driveway aprons or for walkways between the sidewalk and street (carriage walks).

### Vertical Displacement Repair

The Department uses sidewalk grinding for its vertical displacement repair program. The work entails repairing sidewalk in which two adjoining panels are uneven by grinding to eliminate the displacement. The cost for this type of repair is a fraction of the cost of replacing one of the panels. Previously, grinding has been a pay item in the regular sidewalk contract, and the pay item is in this year's regular sidewalk contract. However, the City is using grinding as a way to address sidewalk settlement in certain neighborhoods, primarily on the east side, where concrete is in good physical condition but displacement between adjoining sidewalk panels is common.



## Streets and Sidewalks Funding and Expenditures Data

Streets and sidewalks in the City are primarily funded by Local Motor Fuel Tax (LMFT), Home Rule Sales Tax (HRST), and intergovernmental revenues such as State Motor Fuel Tax (State MFT) and state and federal grants. However, resurfacing work is primarily funded by LMFT and HRST, while larger projects are primarily funded by intergovernmental revenues.

LMFT is an eight-cent (\$0.08) per gallon tax on the retail sale of Local Motor Fuel, and HRST is a two-and-a-half percent (2.5 percent) tax on all persons who are in the business of selling tangible personal property at retail in their jurisdiction. The revenue generated by LMFT, and one-quarter of one percent (0.25 percent) of the HRST, is kept separate in a special fund that can only be utilized for asphalt and concrete work.

- The City uses State MFT for larger projects, such as bridges and intersections, for two main reasons:
1. The money carries over from year to year, so that money can be banked and saved to fund major construction.
  2. The State of Illinois has rigorous standards, including documentation requirements that far surpass requirements for locally-funded work. From an efficiency standpoint, it makes no sense to use MFT for many small projects, due to the intense amount of documentation.

The City approved its first LMFT of four cents per gallon and *A Master Plan for Sidewalks* in fiscal year 2015. The City increased the LMFT to eight cents per gallon in fiscal year 2020. Annual funding for resurfacing has increased from less than \$1 million dollars to more than \$5 million when comparing fiscal year 1996 to more recent years, with over \$5 million dollars spent on resurfacing in fiscal year 2024.

Figure 11: Resurfacing Cost and Lane Miles Resurfaced from FY96 to FY25 (Millions of Dollars)

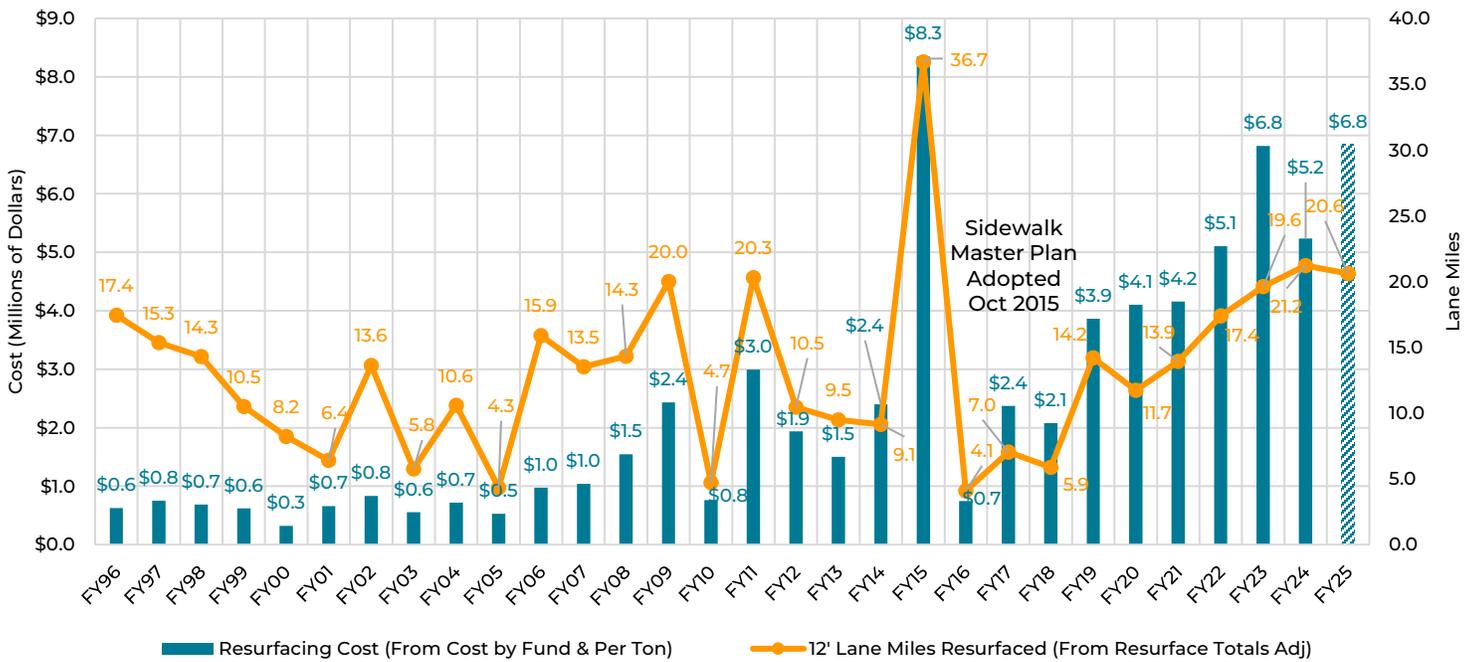
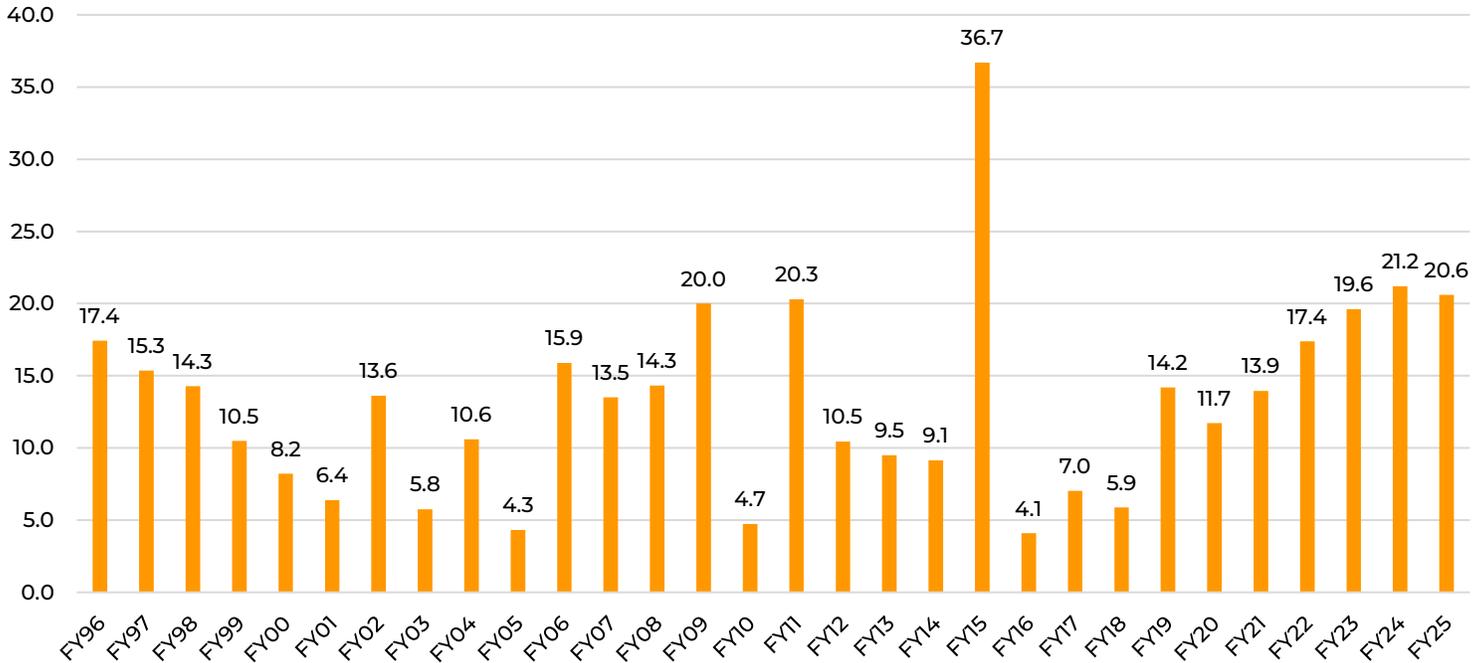


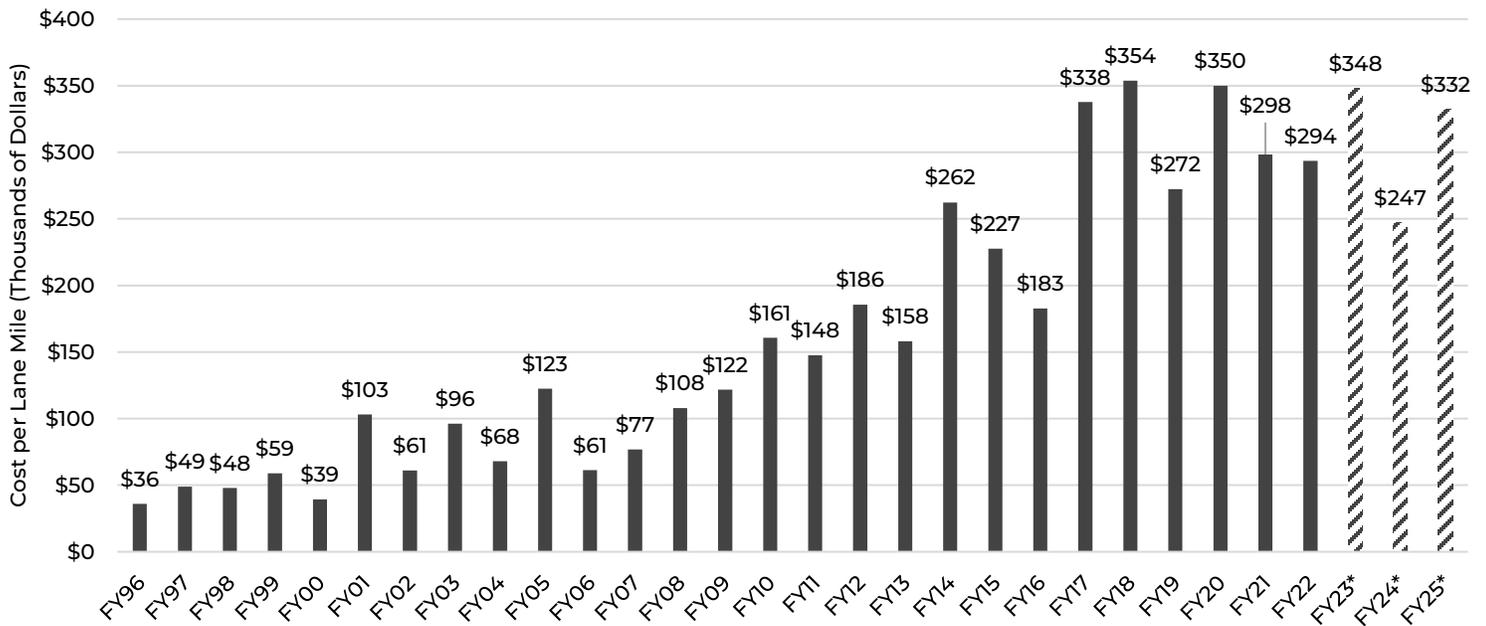
Figure 11 shows the annual resurfacing cost in millions of dollars (current dollars) and 12-foot lane miles resurfaced from fiscal year 1996 to fiscal year 2024. These figures do not include costs such as patching, sidewalk replacements, pavement preservation, and other maintenance for streets and sidewalks. The City obtained a \$10 million bond to fund streets and sidewalks for fiscal year 2015 and fiscal year 2016.

Figure 12: 12-foot Lane Miles Resurfaced from FY96 to FY25



The number of 12-foot lane miles resurfaced from fiscal year 1996 to fiscal year 2025 are shown in Figure 12. The \$10 million road bond enabled the City to resurface nearly 37 12-foot lane miles in a single year, while recent changes to resurfacing funding has allowed the City to resurface increasing numbers of 12-foot lane miles. The City also has an increased focus on pavement preservation, which delays the need to resurface roads.

Figure 13: Resurfacing Cost per 12-foot Lane Mile from FY96 to FY25  
(Thousands of Dollars)



\* Does not include midblock curb, gutter, and inlets

Figure 13 shows the resurfacing cost per 12-foot lane mile in thousands of dollars from fiscal year 1996 to fiscal year 2025 using current dollars. Starting in fiscal year 2023, these figures do not include midblock curb, gutter, and inlets because they are now included with sidewalk expenditures. The cost per 12-foot lane mile varies depending on factors such as the nature of the road facility, including stormwater and bicycle infrastructure, and decreased mobilization costs if projects are adjacent.

Figure 14: Sidewalk Cost from FY03 to FY25 (Thousands of Dollars)

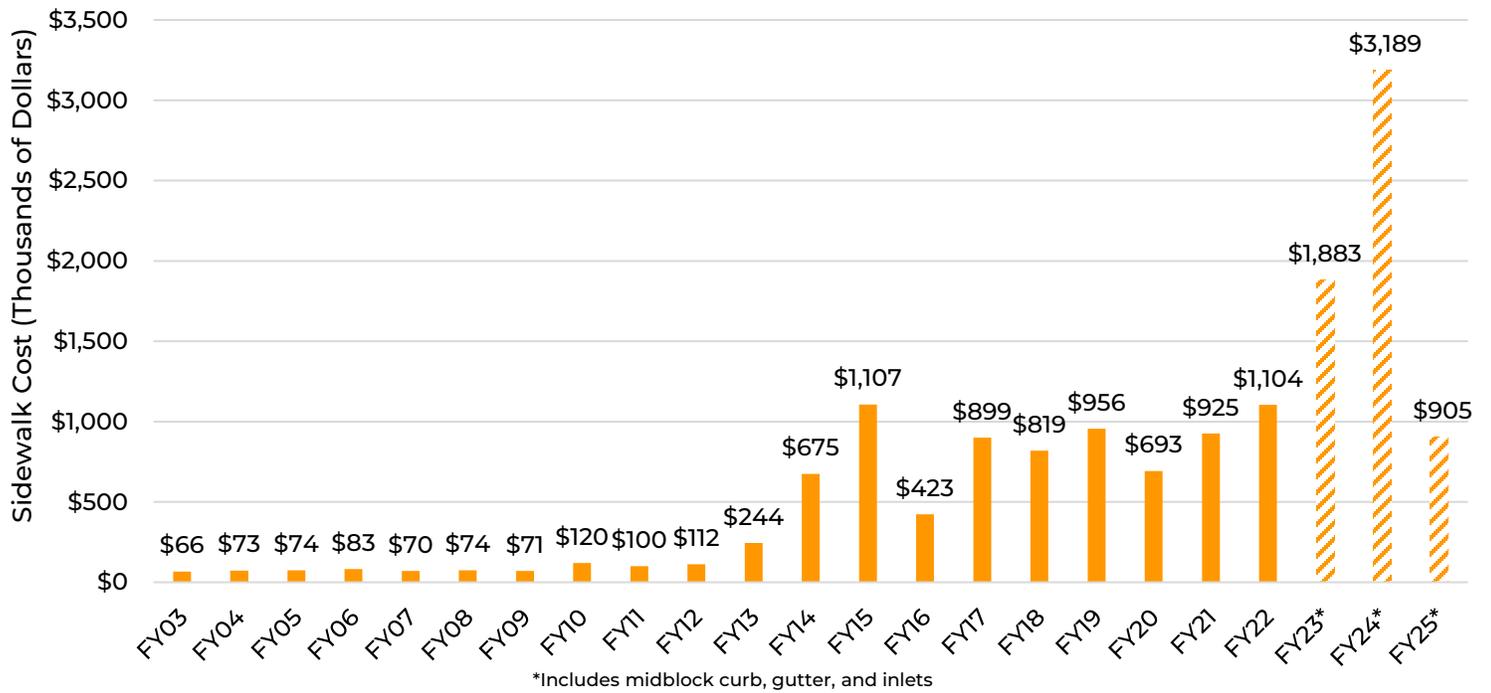
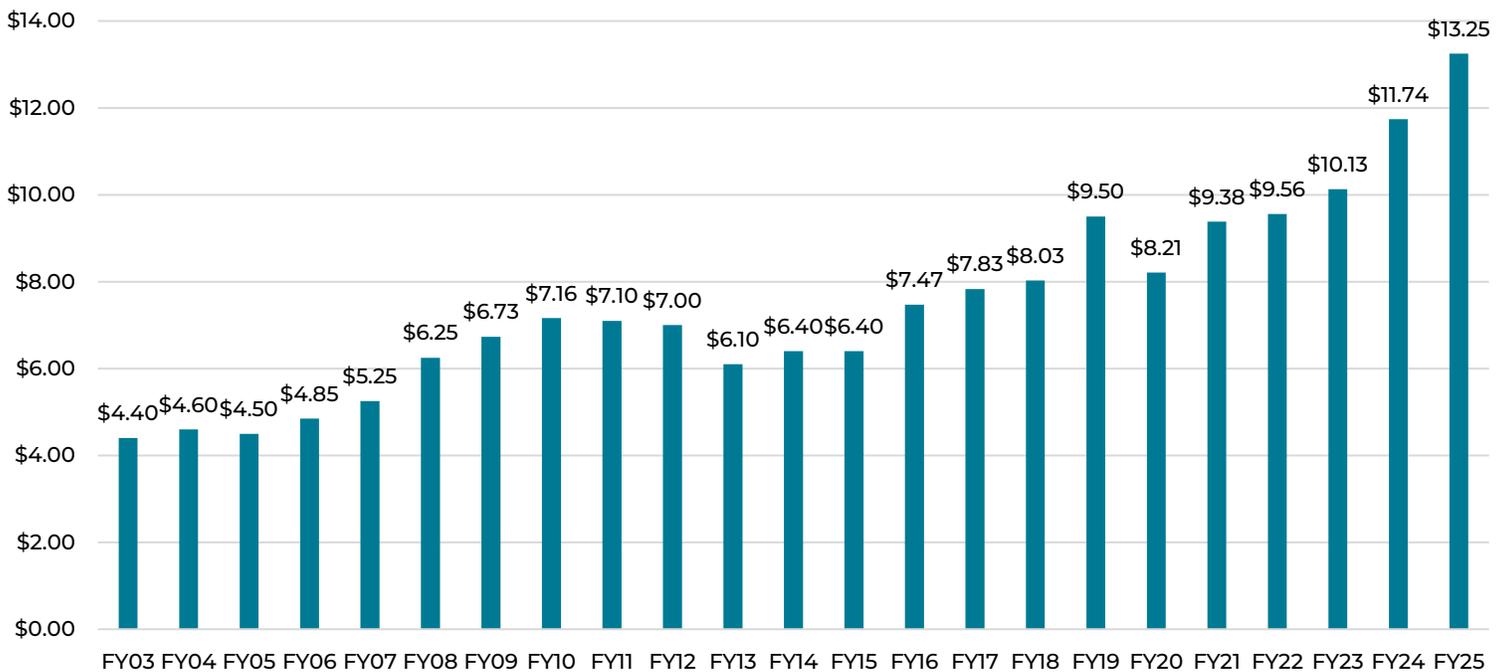


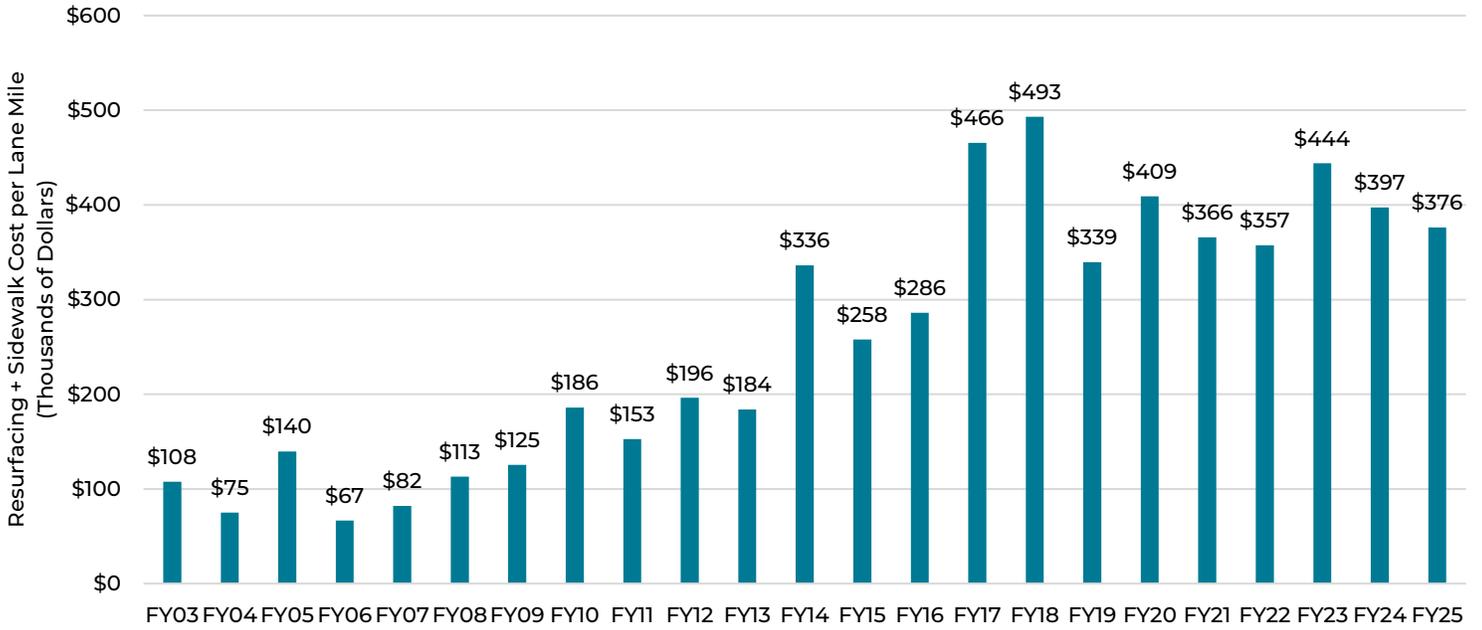
Figure 14 includes the sidewalk cost (thousands of dollars) from fiscal year 2003 to fiscal year 2025 using current dollars. Starting in fiscal year 2023, the data includes midblock curb, gutter, and inlets, which were previously included with resurfacing. Fiscal year 2015 sidewalk costs increased because of the \$10 million road bond. Council approved *A Master Plan for Sidewalks* in 2015, and the City has consistently invested in sidewalks to implement the 10-year plan included in the master plan.

Figure 15: 4-inch Sidewalk Cost per Square Foot from FY03 to FY25



As shown in Figure 15, which includes 4-inch sidewalk cost per square foot (current dollars) from fiscal year 2003 to fiscal year 2025, sidewalk costs have also increased substantially, from \$4.40 per square foot in fiscal year 2003 to \$13.25 per square foot in fiscal year 2025. Unit costs are based on contract bid prices.

Figure 16: Resurfacing and Sidewalk Cost per 12-foot Lane Mile from FY03 to FY25  
(Thousands of Dollars)



Cost data from Figure 13 and Figure 14 are combined with 12-foot lane mile data from Figure 12 in Figure 16 above to show the total resurfacing and sidewalk cost (thousands of dollars) per 12-foot lane mile resurfaced from fiscal year 2003 to fiscal year 2025 using current dollars. The highest cost per 12-foot lane mile occurred in fiscal year 2018, with a cost of \$493,000 per 12-foot lane mile. The latest figure from fiscal year 2025 is \$376,000 per 12-foot lane mile.

Figure 17: Asphalt Cost per Ton Installed from FY96 to FY25

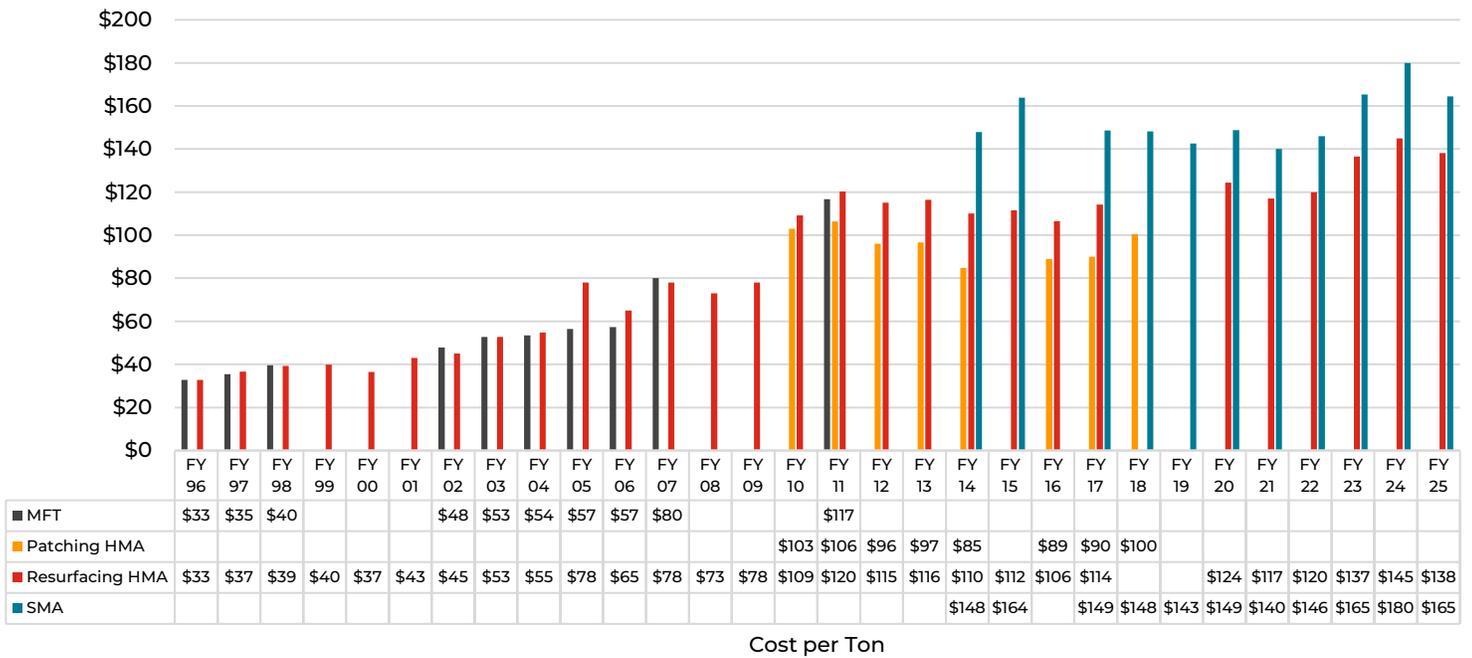


Figure 17 shows the asphalt cost per ton installed from fiscal year 1996 to fiscal year 2025 using current dollars and sorted by asphalt mix type. Unit costs are based on contract bid prices.

Figure 18: Estimated Miles of Sidewalk Installed from FY17 to FY25

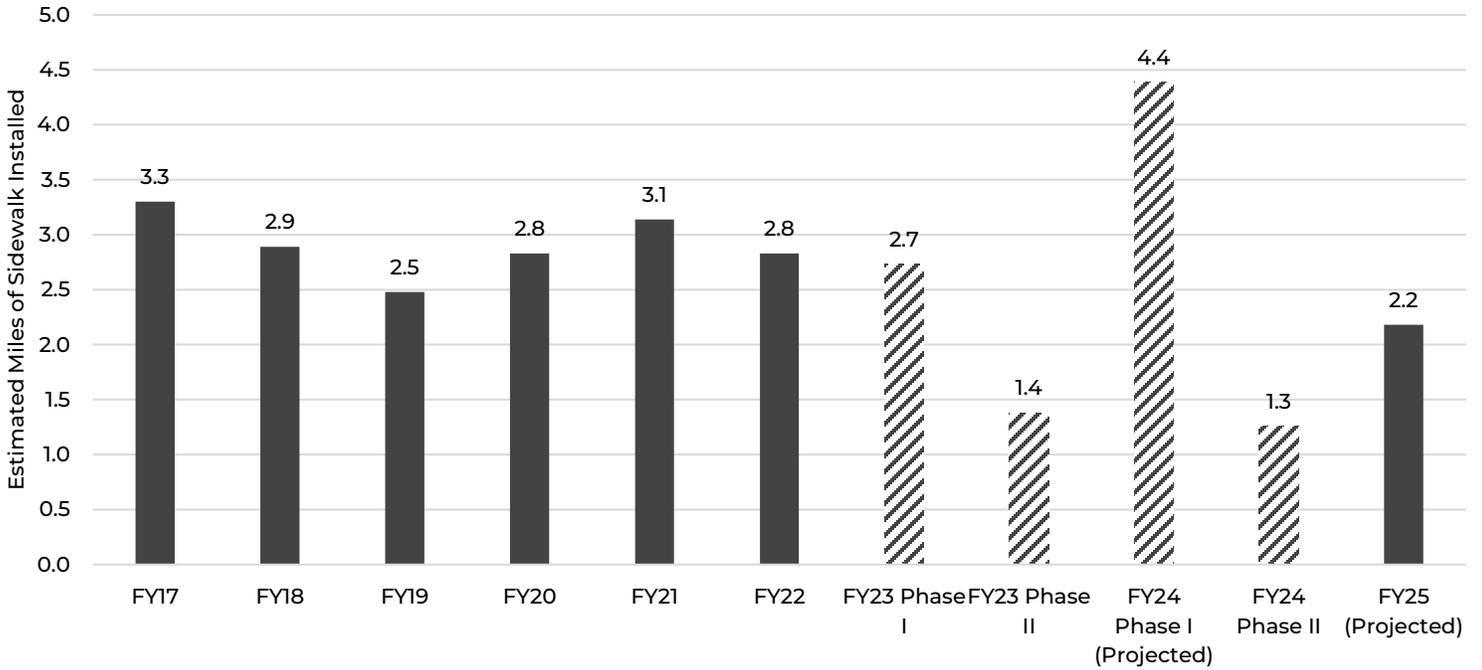
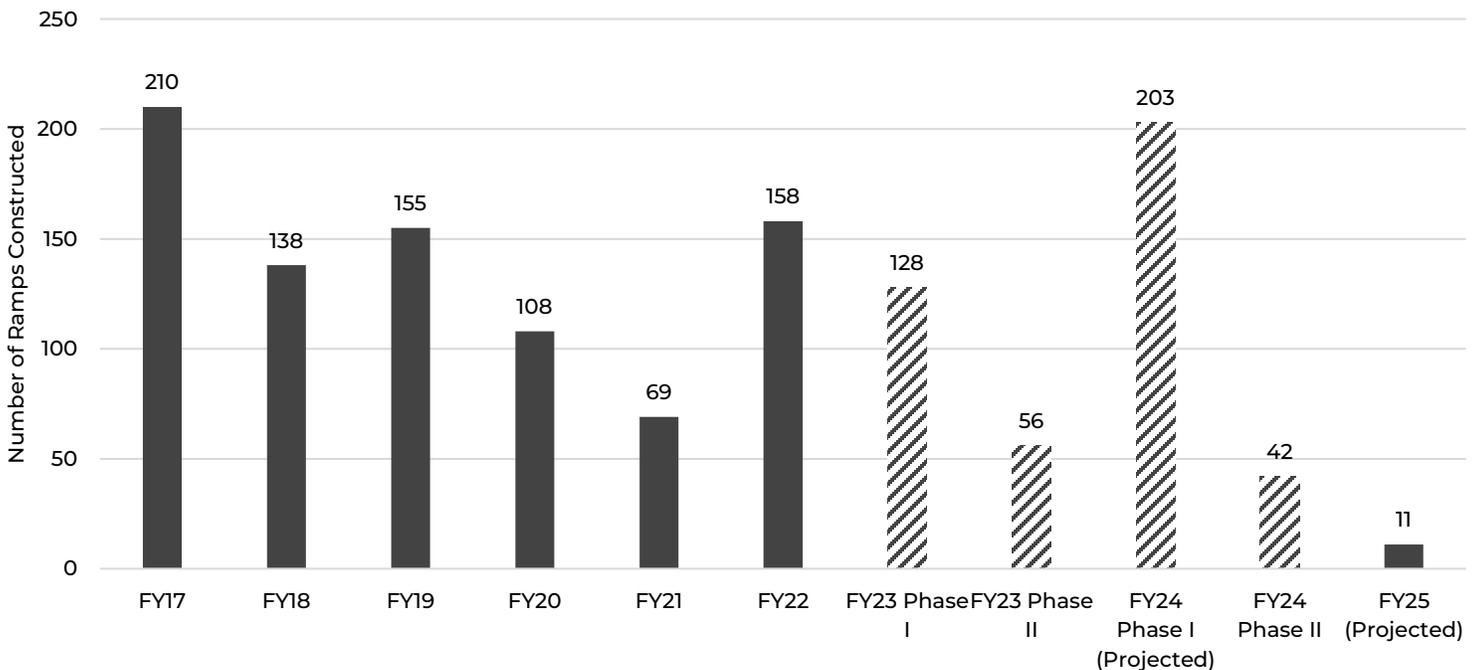


Figure 18 shows estimated miles of sidewalk installed from fiscal year 2017 to fiscal year 2025 using a calculation of square feet of sidewalk installed divided by 4.5 feet. Fiscal years 2023 and 2024 were split into multiple phases, with a total of 4.1 miles for fiscal year 2023 and a total projection of 5.7 miles for fiscal year 2024.

Figure 19: Number of Ramps Constructed from FY17 to FY25



As shown in Figure 19, a total of 1,278 ramps are projected to have been constructed from fiscal year 2017 to fiscal year 2025, with a total of 184 ramps constructed for fiscal year 2023, 245 ramps projected to be constructed for fiscal year 2024, and 11 ramps projected to be constructed for fiscal year 2025.

# Fiscal Year 2026 Program Recommendations

Figure 20: FY26 Program Allocations

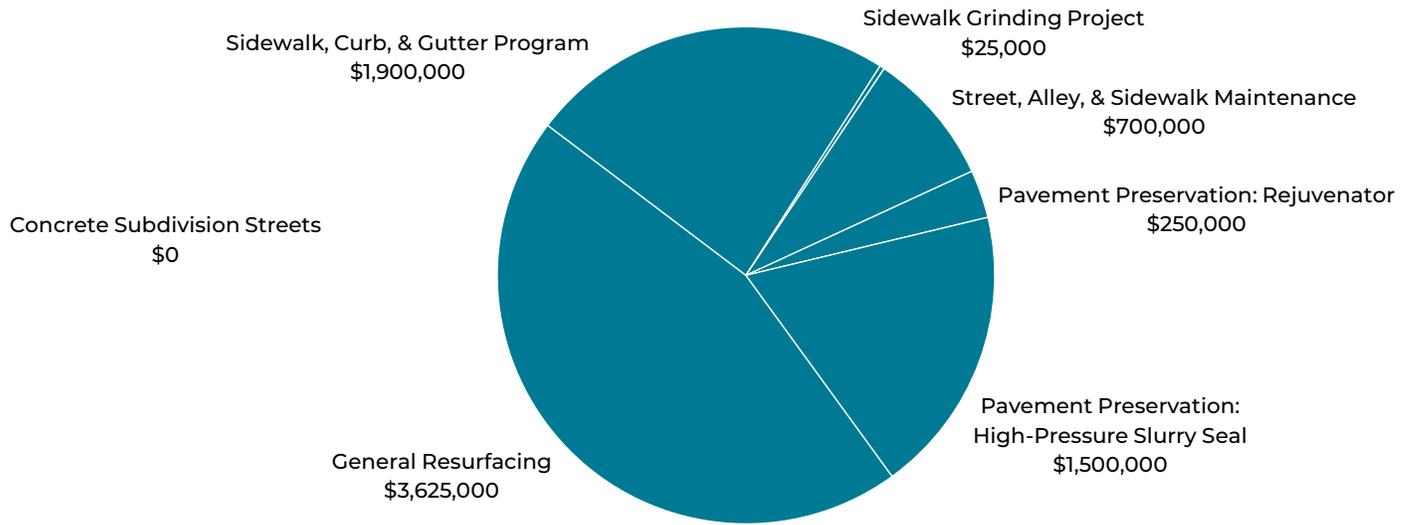


Figure 20 shows the proposed fiscal year 2026 program allocations that includes the initial fiscal year 2026 budget of \$8 million.

Table 4: FY26 Resurfacing and Pavement Preservation – 12’ Lane Miles

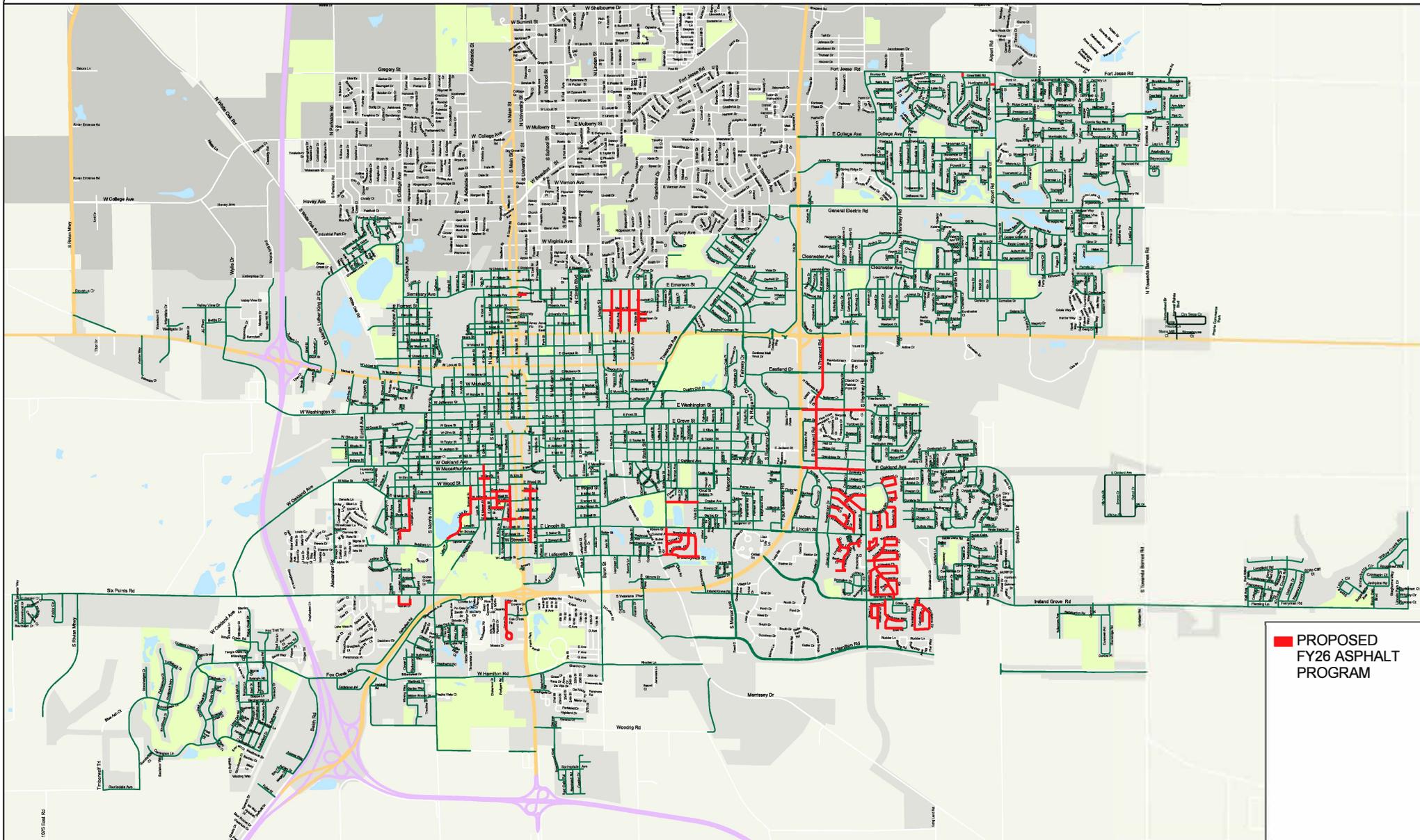
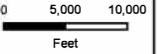
Program	Minor Arterial	Collector	Local
FY26 Resurfacing	4.0	3.1	0.0
<i>Subtotal</i>	<i>4.0</i>	<i>3.1</i>	<i>0.0</i>
FY26 High-Pressure Slurry Seal	0.0	0.0	18.1
FY26 Rejuvenator	0.0	0.0	15.9
<i>Subtotal</i>	<i>0.0</i>	<i>0.0</i>	<i>34.1</i>
<b>TOTAL</b>		<b>41.2</b>	

The number of 12-foot lane miles for the fiscal year 2026 resurfacing and pavement preservation programs by functional class are shown in Table 4. Most of the resurfacing work is on minor arterial roads, with 4 12-foot lane miles on local roads. The pavement preservation work is on local roads only for fiscal year 2026, with 18.1 12-foot lane miles of high-pressure slurry seal and 15.9 12-foot lane miles of rejuvenator.



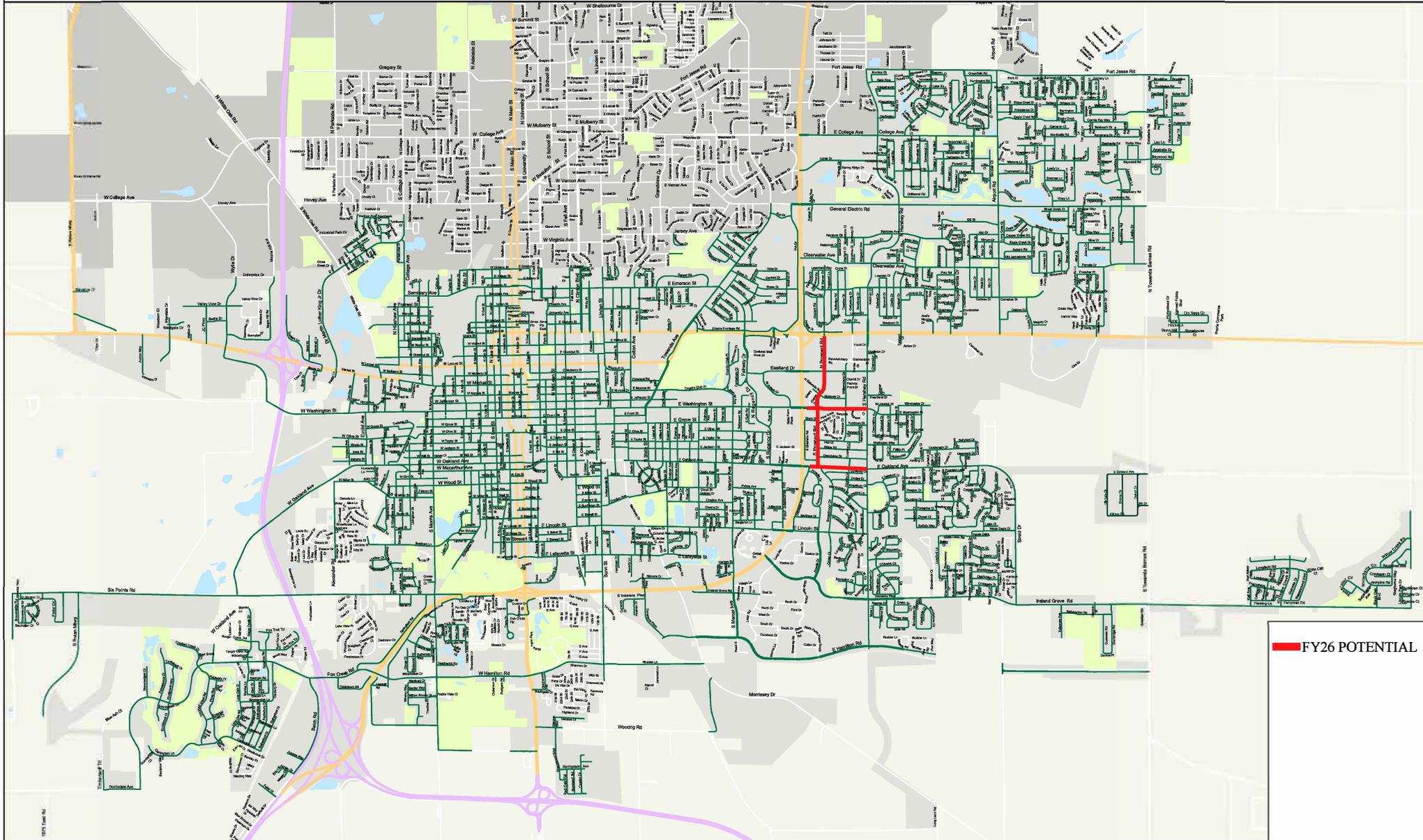
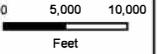


# Proposed FY26 Asphalt Program





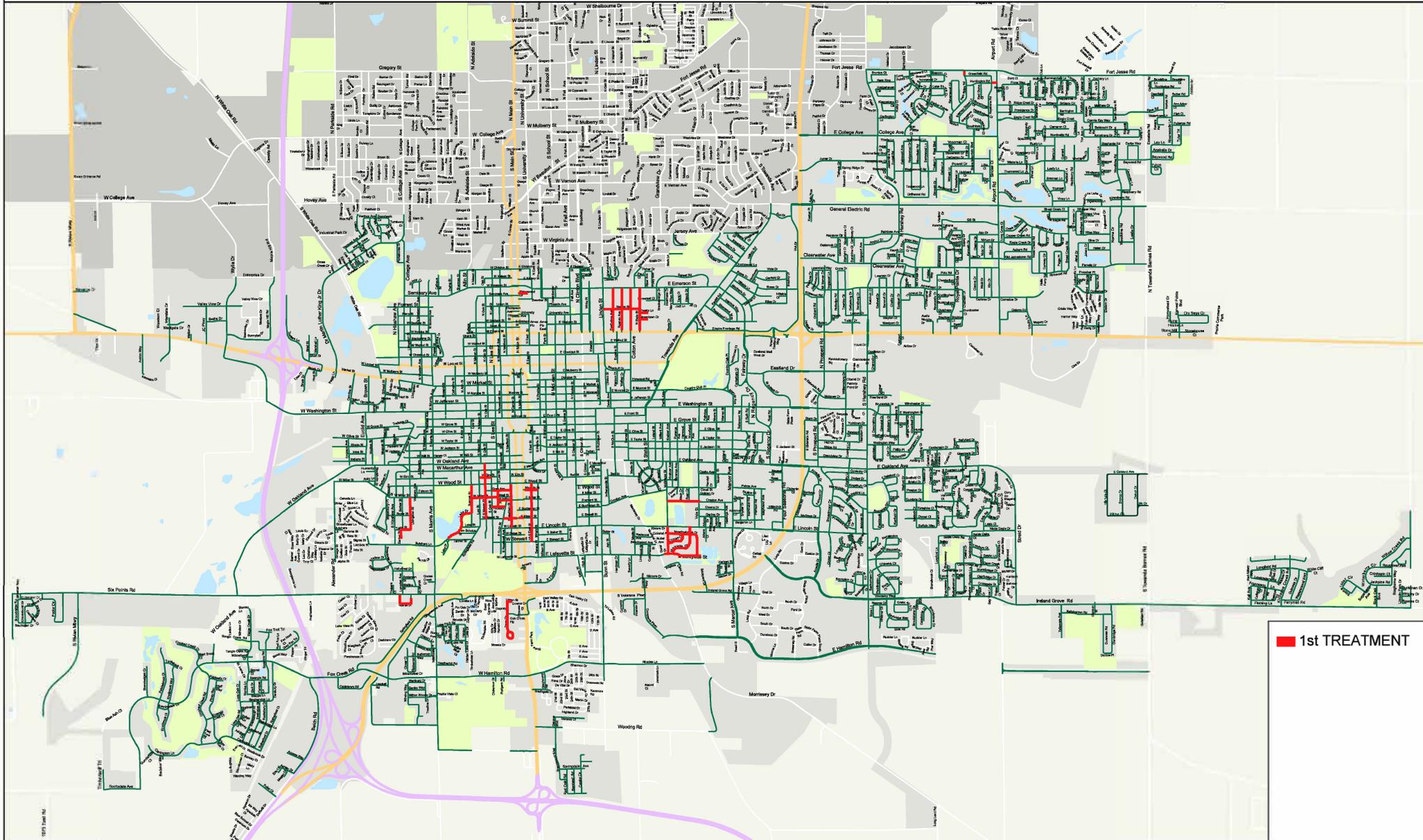
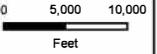
# FY26 Resurfacing Map



 FY26 POTENTIAL

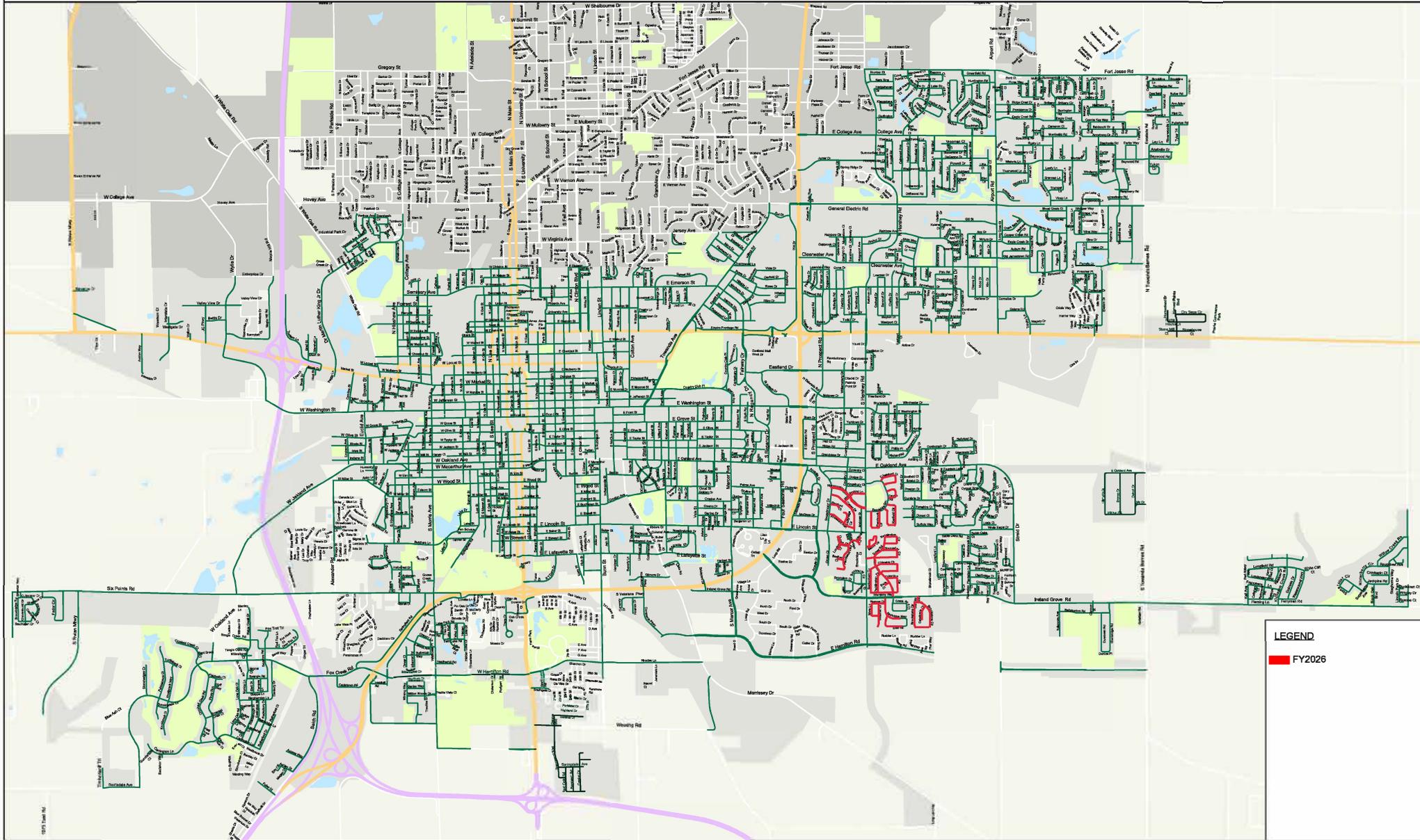
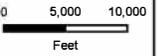


# FY26 Reclamite Map





# FY26 High-Pressure Slurry Seal



# Sidewalk Complaints Heat Map Snapshot

