


# 2025 PAVEMENT ASSET MANAGEMENT PLAN

AND SUPPLEMENTAL TRANSPORTATION ASSETS

# City of Goshen Pavement Asset Management Plan 2025

Approved by:

Board of Public Works and Safety on November 20, 2025



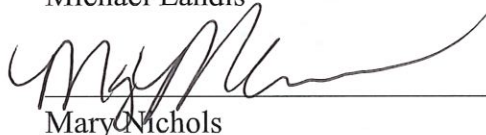
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## Definitions

**Alligator Cracks** – Interconnected cracks that form small pieces, usually one inch to 6 inches in size.

**Block Cracks** – Interconnected cracks that form large blocks, usually at right angles.

**Distortion** – Shoving or rippling surface material displaced crossways in the direction of traffic.

**Flushing** – The excess asphalt on the surface caused by a poor initial asphalt mix design.

**Length-weighted PASER Score** – The PASER score of a segment normalized by its length. For calculating averages, this allows calculations that do not overrepresent the score of a short segment and underrepresent the score of a long segment.

**Longitudinal Cracks** – Cracks that run parallel to the direction of traffic.

**Maltenes** - The n-alkane-soluble molecular components of asphalt, which is the residue remaining after petroleum refiners remove other useful derivatives such as gasoline and kerosene from crude oil.

**Patches** – Original surface repaired with new asphalt material.

**Polishing** – A smooth slippery surface caused by traffic wearing off sharp edges of aggregate.

**Potholes** – Holes or loss of pavement material.

**Raveling** – The progressive loss of pavement material from the surface downward.

**Reflection Cracks** – Cracks in overlays that reflect the crack pattern in the pavement underneath.

**Rutting** – The displacement of unstable material or traffic compaction that creates channels in wheel paths.

**Slippage Cracks** – Crescent or rounded cracks in the direction of traffic.

**Transverse Cracks** – Cracks that run perpendicular to the flow of traffic.

## Plan Overview

The City of Goshen is responsible for maintaining the City’s transportation assets, including roadways and culverts. The City of Goshen has set both short-term and long-term condition targets for its roadways. To meet the long-term targets, the City of Goshen must continue to plan, budget, and adjust projects on the roadways to reach these standards.

The purpose of this plan is to assess the pavement conditions rating of each roadway segment to identify the maintenance, repair, and replacement activities needed. The City of Goshen has approximately 148 centerline miles of roadway, which is approximately 300 lane miles of roadway. Utilizing PASER guidelines, survey results help to develop maintenance, repair, and replacement programs in consideration of available funds. The City is committed to updating its PASER survey and plan annually.

This asset management plan is performance-based. The objectives of the plan are measurable and support day-to-day operations as well as the City's strategic goals. The City has developed this plan with resiliency in mind to give its roadways the best level of service possible through extreme Indiana weather. Funding decisions such as where to allocate across our roadway network will be based on thorough analysis aligned with the guiding principles of this plan. To best serve the seasonal realities of operations, the operational year is defined from November 1st through October 31st. This operational time frame ensures that the City can maintain compliance with annual reporting requirements for funding and grant opportunities.

The City of Goshen's roadway network is facing a funding deficit to maintain assets in stable condition – in other words, trend analysis shows the road network is deteriorating faster than it can be maintained with the funding available. The City's goal is to maintain and improve the overall condition of its roadway network and make measurable improvements over time. This can be done with realistic goals and efforts to optimize spending. This plan is designed to improve the overall condition of the City of Goshen's pavement assets. While immediate progress may not be noticeable, following the steps outlined in this plan should increase the average rating of the City's pavement network.

The City's current goal is to hold an average PASER score of 4 or higher on Local roadways, and a PASER score of 6 or higher on Arterial or Collector roadways. The following pages describe the current state of progress towards this goal and outline the City's spending plan for improvement. As a living document, this plan will be monitored and continually revised to reflect the changing conditions of the City's funding structures, emerging technologies, and new insights from ongoing network condition analysis.

## What is the PASER System?

PASER stands for Pavement Surface Evaluation and Rating. The PASER system is a comprehensive pavement management system that involves collecting data and assessing several road characteristics, such as roughness, surface distress, surface skid conditions, and structure. Surface condition is one of the most vital elements in any pavement management system. Using the simplified rating system that is presented in the Asphalt PASER Manual to evaluate the City's roadways, combined with annual inventory data, is essential in planning future budgets and setting priority target areas.

Each year the City of Goshen will inventory all local roadways, evaluate the condition of the pavement surface, and use the condition evaluations to set priorities for projects and select alternative treatments based on the overall condition of the road segment. Using the PASER scale, a road segment is given a score of 1 – 10, with 10 being used to score a brand-new segment and 1 being used to score a segment that has completely failed. To more closely identify the treatment that should be used for the entire

segment, the segment is given a score reflecting the worst area within the segment. The following section provides guidance on all possible PASER scores and appropriate treatment and maintenance activities.

## PASER Rating of 10

Roads with a PASER rating of 10 are road segments of brand-new construction. They do not have any visible distresses and require no treatment. Maltene Replacement Treatment can be added to extend the life of the roadway.

## PASER Rating of 9

Roads with a PASER rating of 9 are road segments of new construction or road segments with a recent overlay. They do not have any visible distresses and require no treatment. Maltene Replacement Treatment can be added to extend the life of the roadway.

## PASER Rating of 8

Roads with a PASER rating of 8 are road segments that have no longitudinal cracks except reflection of pavement joints. Occasional transverse cracks widely spaced (40' or greater). All cracks are sealed or tight (open less than 1/4"). Treatments are crack sealing in order to extend the life of the road segment for one to three years.

## PASER Rating of 7

Roads with a PASER rating of 7 show the first signs of aging. Very slight or no raveling occurring and the surface shows some traffic wear. Longitudinal cracks (open 1/4") due to reflection or paving joints. Transverse cracks (open 1/4") spaced 10' or more apart with little or slight crack raveling is present. No patching or very few patches in excellent condition. Treatments are crack sealing in order to extend the life of the road segment for one to three years.

## PASER Rating of 6

Roads with a PASER rating of 6 show signs of aging but have a sound structural condition. Slight raveling (loss of fines) and traffic wear. Longitudinal cracks (open 1/4" to 1/2") with some spaced less

than 10'. First signs of block cracking. Slight to moderate flushing or polishing is present. Occasional patching is in good condition. Treatments are crack sealing to extend the life of the road segment for one to three years.

## PASER Rating of 5

Roads with a PASER rating of 5 show signs of surface aging but have a sound structural condition. Moderate to severe raveling (loss of fine and coarse aggregate). Longitudinal and transverse cracks (open 1/2") show first signs of slight raveling and secondary cracks. First signs of longitudinal cracks near the pavement edge are present. Block cracking covers up to 50% of the surface. Extensive to severe flushing or polishing is occurring. Some patching or edge wedging is in good condition. Treatments are milling and resurfacing to extend the life of the roadway for five to ten years.

## PASER Rating of 4

Roads with a PASER rating of 4 show significant aging and first signs of need for strengthening. Severe surface raveling. Multiple longitudinal and transverse cracking in wheel path. Block cracking covers more than 50% of the surface. Patching is in fair condition. Slight rutting or distortions (1/2" deep or less) are present. Road treatments are milling and resurfacing, along with 25% full-depth patching to remove deterioration to extend the life of the roadway for five to ten years.

## PASER Rating of 3

Roads with a PASER rating of 3 need patching and repair prior to major overlay. Closely spaced longitudinal and transverse cracks often show raveling and crack erosion. Severe block cracking is present. Some alligator cracking (less than 25% of surface). Patches are in fair to poor condition. Moderate rutting or distortion (1" or 2" deep) is present. Occasional potholes are occurring. Road treatments are milling and resurfacing, with 50% patching to remove deterioration to extend the life of the roadway for five to ten years.

## PASER Rating of 2

Roads with a PASER rating of 2 have severe deterioration. Alligator cracking (over 25% of surface) and severe distortions (over 2" deep) are present. Extensive patching is in poor condition, and potholes exist. Treatments are full reconstruction.

## PASER Rating of 1

Roads with a PASER rating of 1 have completely failed. Severe distress exists with extensive loss of surface integrity. Treatments are full reconstruction.

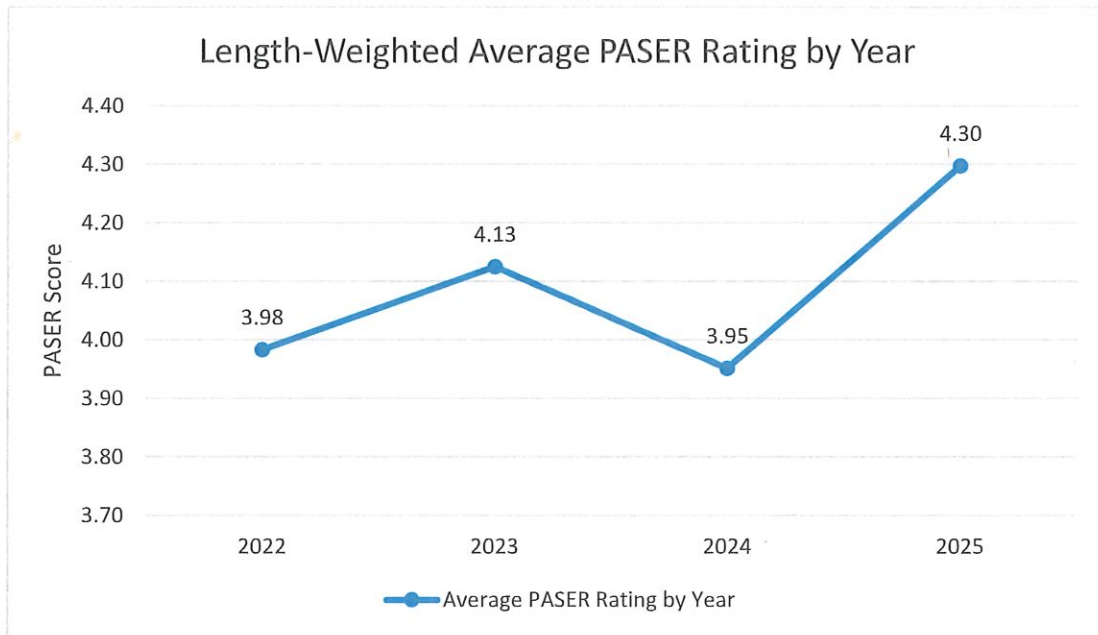
## PASER Survey and Work Plan

The City of Goshen has created roadway segments by breaking the roads into segments from intersection to intersection. Each roadway segment is given attributes for width and length from the city's geographic information system (GIS). The City of Goshen utilizes 3-person teams to perform the PASER survey. Each roadway segment is driven and surveyed, then an appropriate score and photo are uploaded into a mobile GIS application designed in coordination between the Goshen Street Department and the City's GIS Coordinator. The base survey was performed during March 2025, and any road segments that received treatment were reevaluated after their applied treatment to provide an accurate end of year PASER score. All team members who have performed the survey and applied rating scores to roadway segments have been fully trained through Indiana's Local Technical Assistance Program (LTAP).

## Goshen's Existing Roadway Conditions

The City of Goshen currently has 148.09 miles of roadway. The current average PASER rating across all roadway segments is **4.32**, with a length-weighted PASER rating (see definitions) of 4.30. This represents a marked improvement from last year's length-weighted average rating of 3.95. The following graph shows the last four years of average ratings.

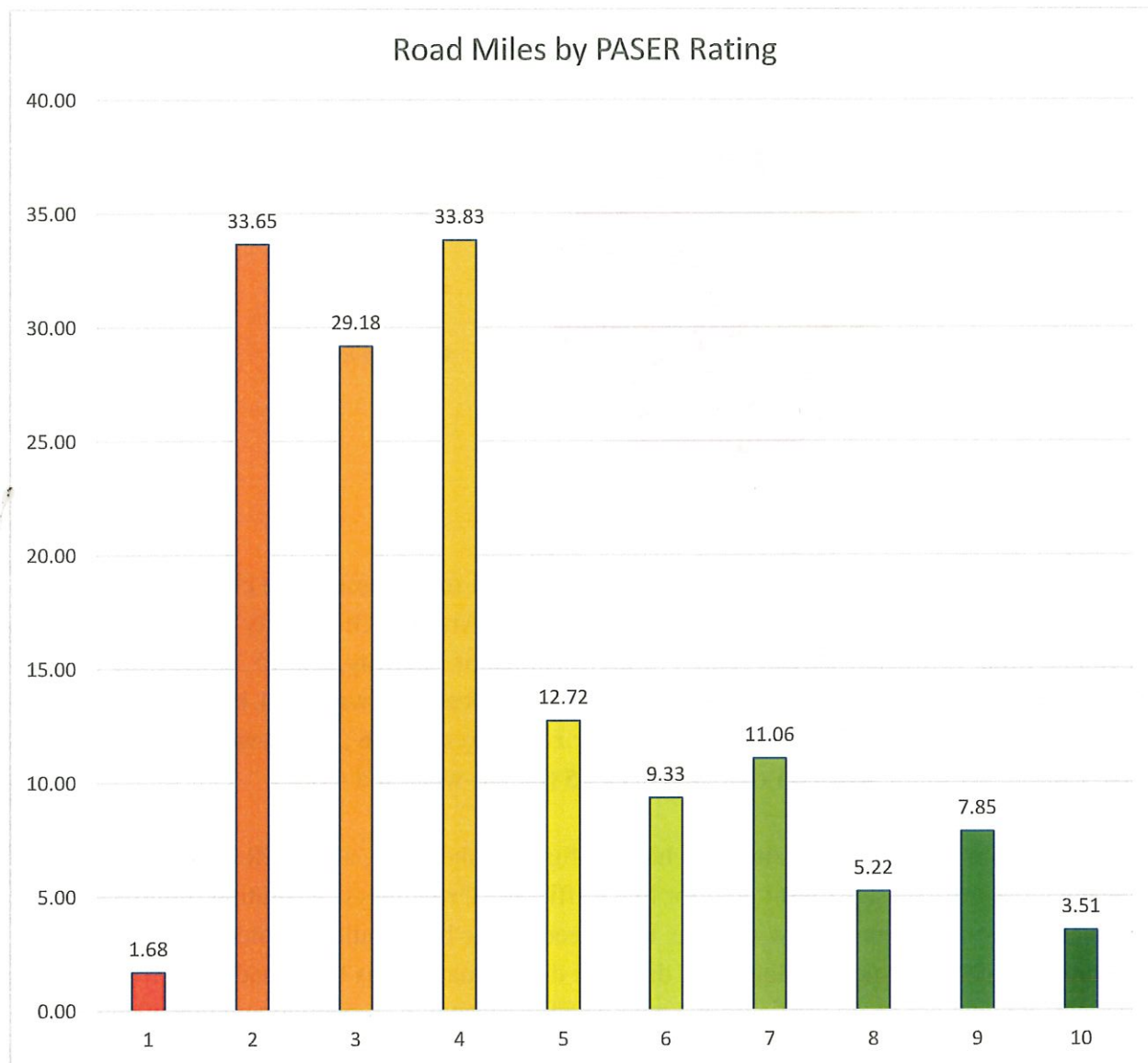
Figure 1 Length-Weighted Average PASER Rating by Year



Taking a closer look at the breakdown for this year’s ratings, the graph below shows the mileage summary for 2025 PASER ratings.

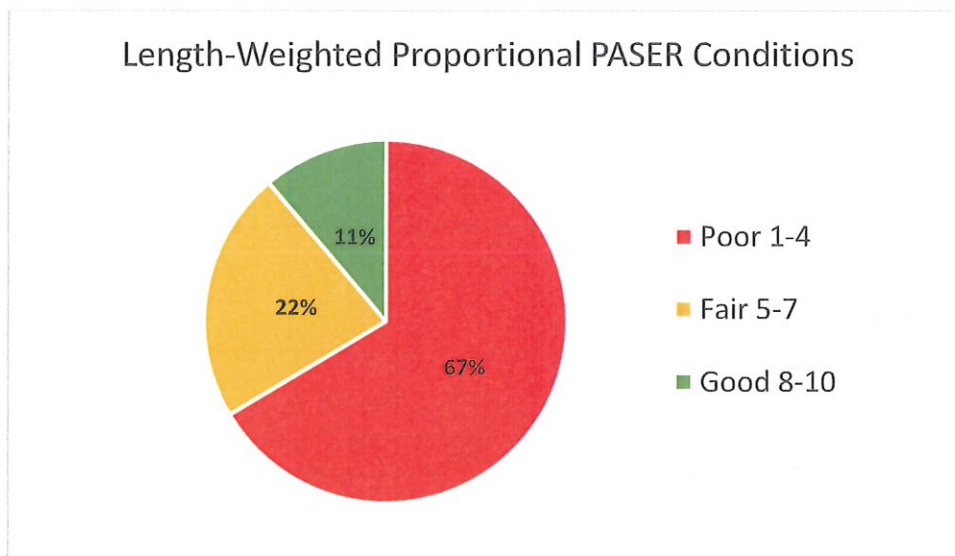
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Figure 2 Road Miles by PASER Rating



As another view of the data, the following chart breaks scores into three major condition classifications per PASER standards. These categories are represented by percentage of the overall network.

Figure 3 Length-Weighted Proportional PASER Conditions

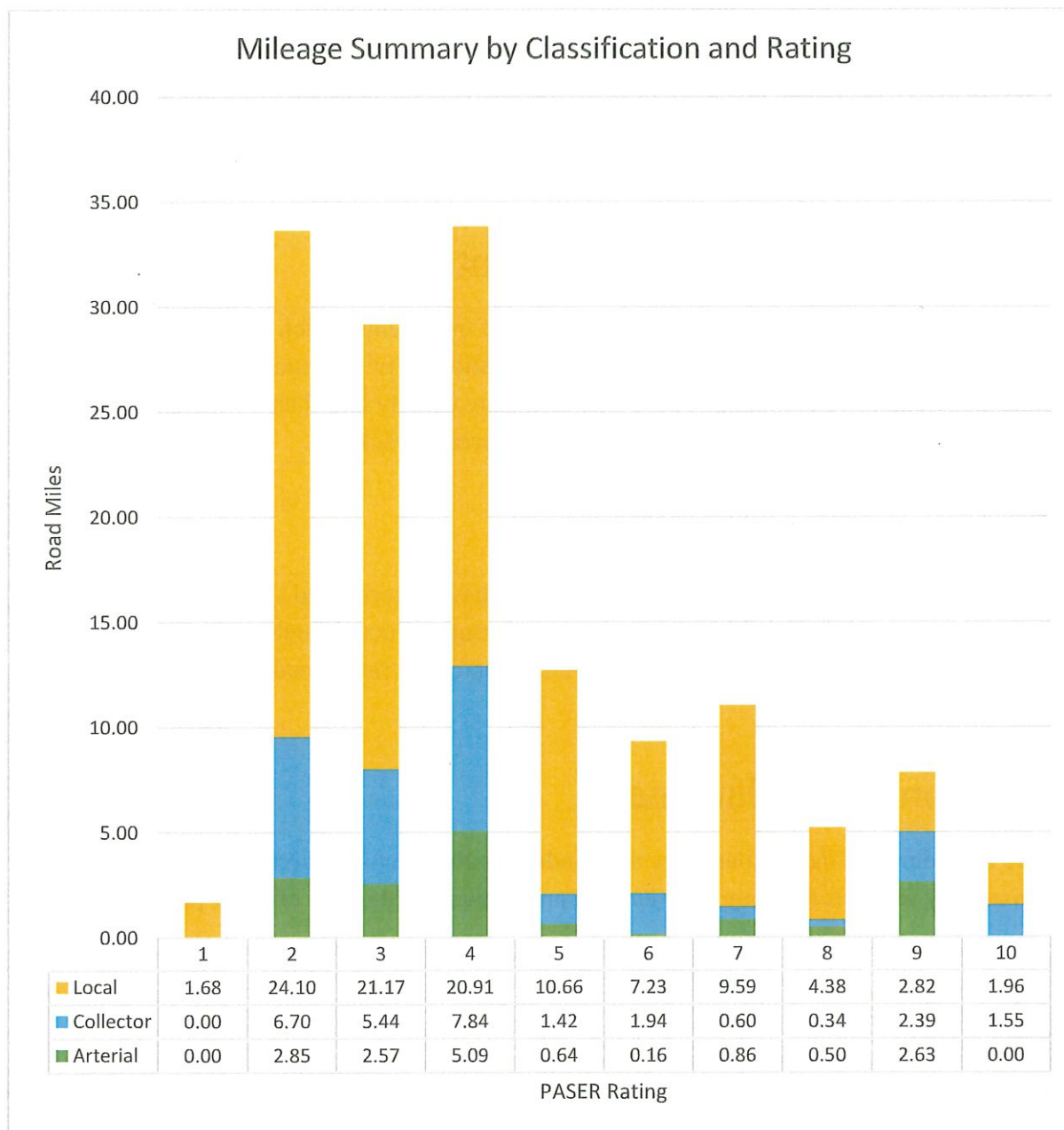


This data can be taken one step further by introducing functional road classes. The classes that make up the City of Goshen’s road network are Local, Collector, and Arterial. Of the City’s overall mileage, there are 104.50 miles of Local roadway, 28.23 miles of Collector roadway, and 15.31 miles of Arterial roadway. The average PASER rating by segment for **Local roadways is 4.19** (length-weighted 4.22), the average PASER score for **Collector roadways is 4.76** (length-weighted 4.39), and the average PASER score for **Arterial roadways is 4.75** (length-weighted 4.68).

With consideration for funding constraints and historic funding shortfalls, a PASER score of 4.0 has been set as the most realistic short-term goal for low traffic, local roadways. A 4 rating represents a roadway functionally sufficient for low volume, low speed traffic but should be noted is considered in “poor” condition by PASER methodologies. A different determination has been made for Arterial and Collector roadways that see more traffic with a goal PASER score of 6 to maintain a higher level of service to Goshen residents and non-resident travelers.

The chart below shows the mileage summary for the associated PASER rating by their functional road classification.

Figure 4 Mileage Summary by Classification and Rating



## Pavement Maintenance and Cost

The City of Goshen is taking an approach to road maintenance known as the mix of fixes. A mix of fixes approach puts funding towards pavement in need of major rehabilitation or reconstruction, but also addresses roads in good and fair condition in an effort to extend their useful life. The mix of fixes used in the City of Goshen are preventative maintenance, non-structural preservation treatment, rehabilitation or structural repairs, and reconstruction or replacement. These methods will be assessed annually to determine treatment effectiveness.

## Preventative Maintenance

Preventative maintenance are treatments applied to pavements that are in relatively good condition. These are typically low cost treatments that slow the rate of deterioration, such as crack sealing or maltene replacement.

## Non-structural Preservation Treatment

Non-structural preservation treatments are a broad category of treatments which can include preventative maintenance activities as well as minor rehabilitation activities, such as thin overlays, micro surfacing, chip seal, or seal coating. These treatments are usually less than 2 inches in depth, and used to treat signs of distress such as block cracking and transverse cracking.

## Rehabilitation or Structural Repairs

Rehabilitation or structural repairs are necessary when assets have deteriorated significantly and more substantial treatments are needed. Rehabilitation treatments include structural enhancements to the pavement that extend the service life and improve the ability to carry traffic loads, such as mill and pave treatments.

## Reconstruction or Replacement

When assets are considered to have failed, they are candidates for reconstruction or replacement. Reconstruction usually requires the complete removal and replacement of the existing pavement structure.

## Cost Summary

The following table summarizes the required funds to treat the City of Goshen's roadway network with best practice treatments for each PASER rating. This is reflective of applying all recommended treatments in a **single year**, the next section will look at the cost of spreading these treatments across the lifecycle of the road.

Table 1 Cost Summary Table of Score-Based Treatments

Cost Summary					
Rating	Total Miles	Treatment	Estimated Cost Per Mile	Estimated Cost	Typical Performance Periods
10	3.51	No Treatment Required	\$ -	\$ -	0 Years
9	7.85	Maltene Replacement Treatment	\$28,000.00	\$219,698	5 - 7 Years
8	5.22	Crack Sealing	\$10,000.00	\$52,154	1 - 3 Years
7	11.06	Crack Sealing	\$10,000.00	\$110,580	1 - 3 Years
6	9.33	Crack Sealing	\$10,000.00	\$93,289	1 - 3 Years
5	12.72	Milling and Resurfacing	\$282,000.00	\$3,587,263	5 - 10 Years
4	33.83	Milling and Resurfacing with 25% Patching	\$315,000.00	\$10,657,679	5 - 10 Years
3	29.18	Milling and Resurfacing with 50% Patching	\$360,000.00	\$10,505,292	5 - 10 Years
2	33.65	Full Reconstruction	\$1,500,000.00	\$50,471,063	20 - 30 Years
1	1.68	Full Reconstruction	\$1,500,000.00	\$2,527,332	20 - 30 Years
<b>Total</b>				<b>\$78,224,350</b>	

\*These estimates are based on contracted work. Crack sealing and certain mill and resurfacing projects can be completed by Street Department in-house crews at a lower cost (e.g. Mill and resurfacing a roadway with in-house staff and equipment is half the cost at an estimated \$150,000 per mile).

The costs listed above are reflective of the treatment option most likely to be used by the City of Goshen and construction cost estimations based on recent project bids. The escalating costs of appropriate treatments as road conditions worsen points to the importance of treating and maintaining roadways at higher scores rather than letting them degrade to failure.

The total cost burden is approximately \$16.8 million *more* than the previous year due largely to a much higher estimate of Full Reconstruction in this year’s estimates. While the costs of maintenance and construction activities are indeed rising at high inflationary rates (4-6% over the last year), the 2024 estimation was likely underestimated and has been corrected for this year based on real project costs over the last year.

Applying last year’s mileages to this year’s corrected costing gives a better indication of the change in overall burden due to 2025 maintenance activities. The recalculated 2024 values is \$91 million. With this estimation, we see an ***improvement*** in the overall cost burden by \$13 million.

## Preservation Strategy

The cost of \$80.8 million to apply the recommended treatment to all roads in a single year is not a feasible number for the City of Goshen. This reinforces the need for an asset management program that

optimizes available funding by spreading preservation costs over the lifecycle of the road. The following table gives an example of what a series of treatments could look like for a single roadway segment in the City of Goshen’s infrastructure.

The following table represents the estimated 30-year cost per life cycle of a single roadway segment with an average length of 0.11 miles in the City of Goshen’s roadway network. The cost is broken down by the estimated year, expected PASER score of the roadway segment, and the appropriate treatment to be applied for such a condition.

*Table 2 Single Segment Lifecycle Cost*

Year	Estimated PASER Score	Treatment	Estimated Cost*
2	9	MRT	\$3,080
7	8	Crack Seal	\$1,100
10	6	Crack Seal	\$1,100
13	4	Mill and Overlay	\$31,020
18	7	Crack Seal	\$1,100
21	6	Crack Seal	\$1,100
24	3	Mill and Overlay	\$31,020
27	6	Crack Seal	\$1,100
30	2	Reconstruction	\$165,000
<b>Segment (0.11 mi) cost per life cycle</b>			<b>\$235,620</b>
<b>Segment (0.11 mi) cost per year</b>			<b>\$7,854</b>
<b>Total network mileage</b>			<b>148</b>
<b>Total budget needed per year</b>			<b>\$10,571,761</b>

*\*Estimate cost = cost per mile from Table 5 multiplied by the average segment length of 0.11 miles*

To maintain roads in a condition that meets their expected lifecycle of 30 years, the total budget needed per year would be \$10,571,761. Crucially, this number assumes that all roads deteriorate on the expected 30 year cycle and that segments are currently in their expected condition based on age.

## 2025 Treatment Summary

The City of Goshen is continually testing its treatment mix against real-world observed deterioration and making adjustments based emergent best practices that result in the largest gains on investment. The distribution of those treatments also varies from year-to-year based on available funding sources and staff capacity.

Ongoing analysis shows that roadway degradation often occurs faster than the expected life after the application of re-construction and maintenance treatments. If proposed treatment plans as part of this Pavement Asset Management Plan (PAMP) do not address the fast degradation issues, adjustments should be made to slow down the rapid deterioration of our roadway surfaces.

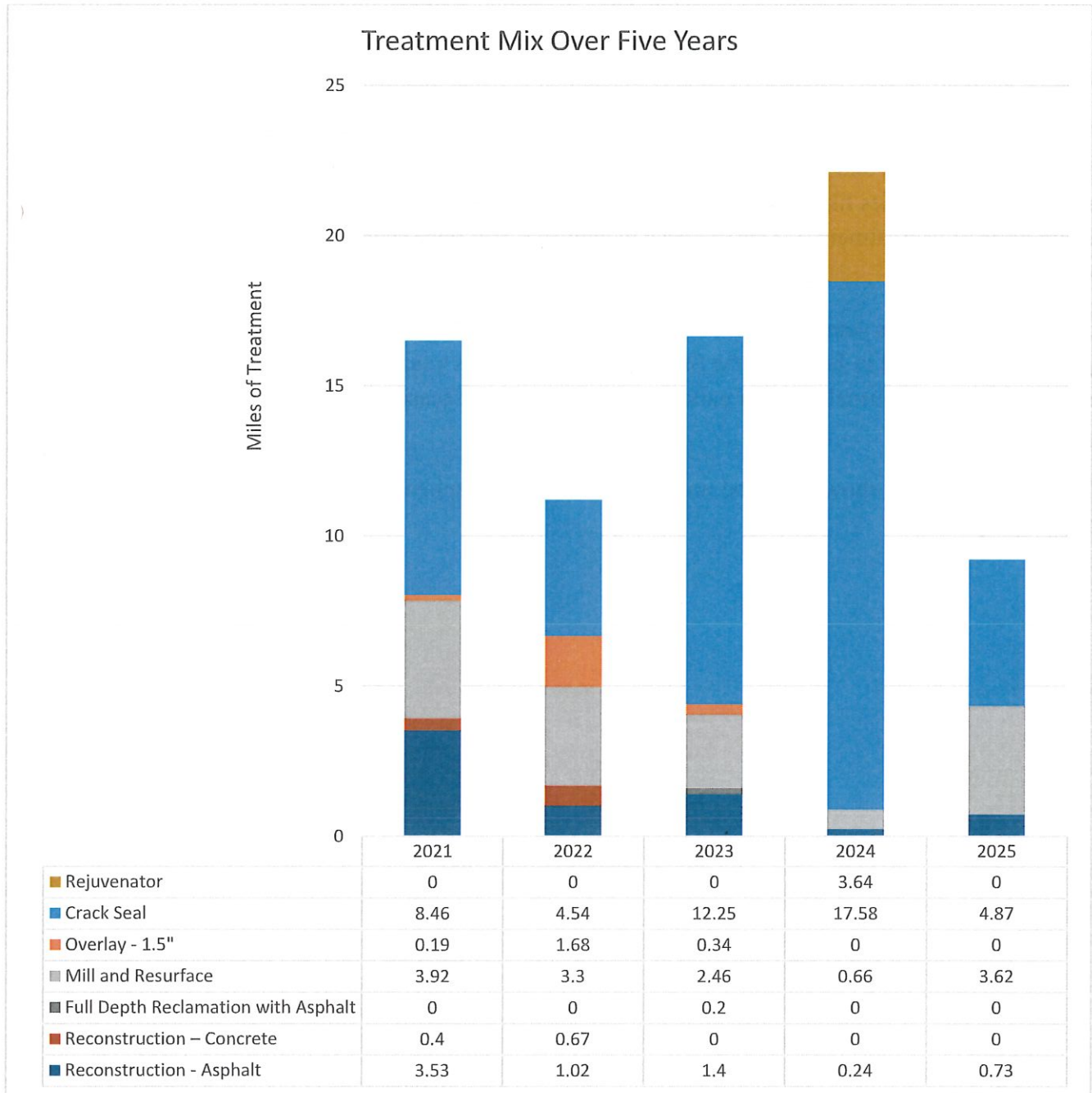
The miles of Mill and Resurfacing significantly increased in 2025. In-line with PASER scoring methodologies, Mill and Resurfacing treatments result in actual score improvements while other maintenance activities like Crack Sealing might preserve but not raise scores (see Table 2 for example score impacts of treatments). This increase in activities that raise scores explains this year's rise in the overall rating.

Also apparent in this year's data is a significant decrease in Crack Sealing mileage. Crack Sealing is generally performed in-house by the Street Department. This year they faced limited capacity due to staffing changes, unusual weather patterns affecting planned seasonal work, and other competing priorities.

The following chart shows the total mileage of treatments applied to the City's roadway network for the past 5 years.

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Figure 5 Treatment Mix Over Five Years by Mileage



## Treatment Plan for 2026

The main preservation treatment types that the City of Goshen will be applying to the roadways in 2026 will be Maltene Rejuvenation, Crack Sealing, Milling and Paving, and Full Reconstruction with the budget allocated to address all four treatment types. In the coming year, the City’s road maintenance program will see an influx in roadway funding coming from the Goshen

Redevelopment’s tax increment financing (TIF) and the newly approved local option wheel-tax. Excluding this influx, the allocation scenarios below are reflective of the current base funding goal of \$4,000,000 from more consistent funding sources. The approximate 2026 allocation of that \$4,000,000 is 50% for Full Reconstruction, 40% for Milling and Paving, 5% for Crack Sealing, and 5% for Maltene Replacement.

The following table is an example of the budget allocation based on the described percentages and the goal funding amount of \$4,000,000.

Table 3 Example Budget Allocation

Treatment	% of Budget	Budget Amount		
		Allocated Budget	Cost per Mile	Total Miles
Rejuvenation	5%	\$200,000.00	\$28,000	7.14
Crack Sealing	5%	\$200,000.00	\$10,000	20.00
Mill and Paving	40%	\$1,600,000.00	\$400,000	4.00
Full Reconstruction	50%	\$2,000,000.00	\$1,500,000	1.33

The charts below demonstrate the potential impact of this year’s \$4 million base funding goal as compared to the previous base funding goal of \$2.5 million outlined in the 2024 Pavement Asset Management Plan. It is important to note that the below estimated score increases from the updated funding and treatment mixes are based on *standard* rates of deterioration rather than Goshen-specific rates of deterioration. As stated previously, analysis has shown that Goshen’s roadways are deteriorating faster than the expected 30-year lifecycle. Additional analysis is needed to apply actual rates of deterioration to this level of analysis, but the charts are a starting point for estimating and optimizing budgeting and treatment mixes.

Figure 6 Proposed \$4 Million Base Spending Impact

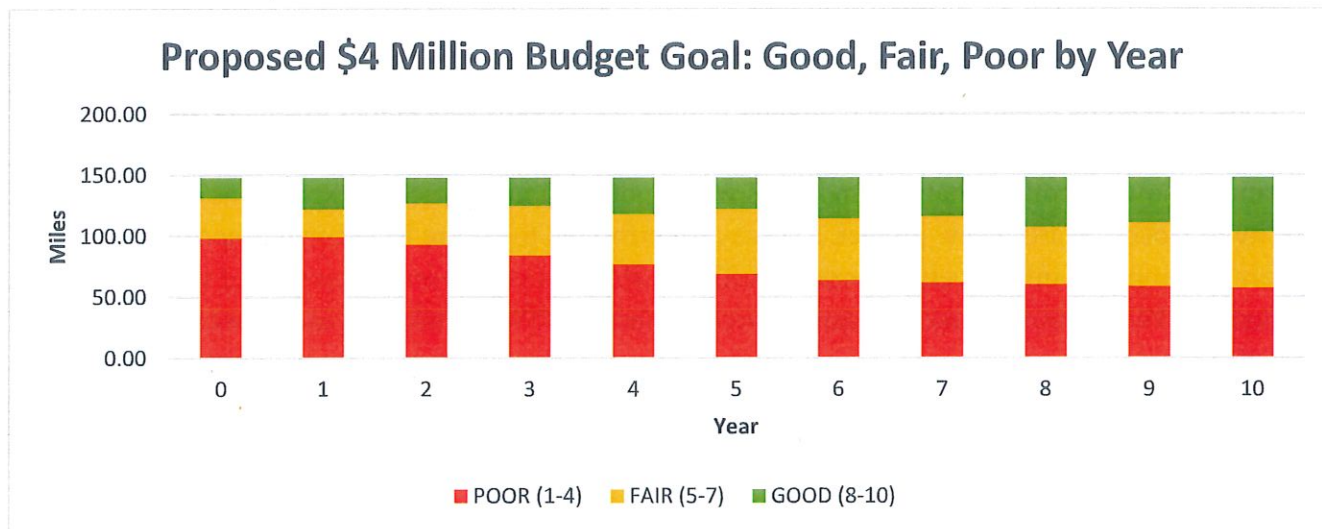
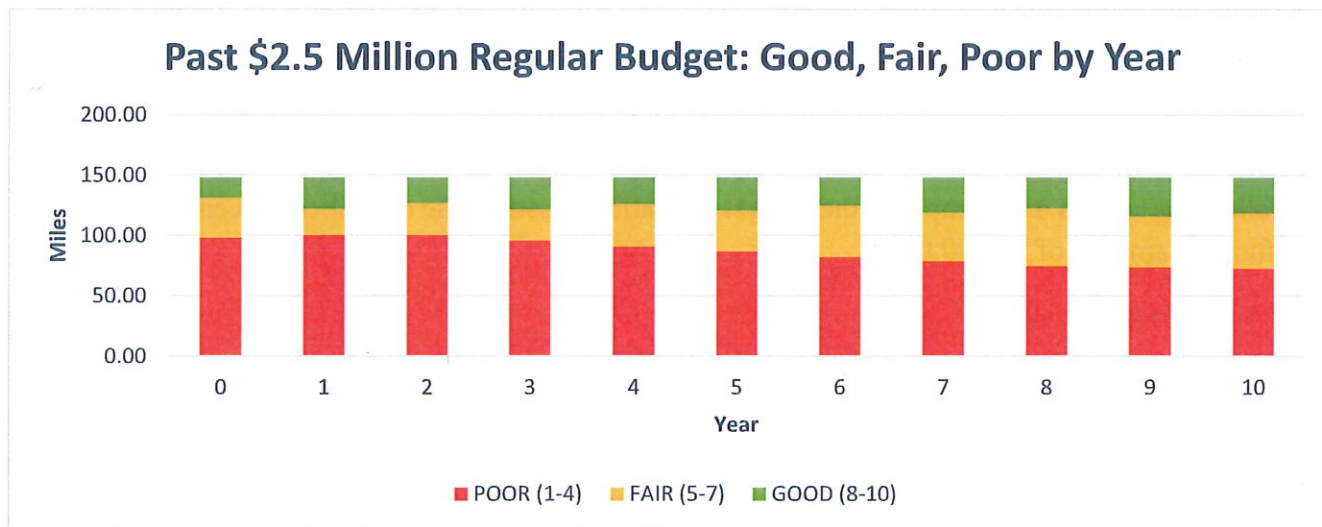


Figure 7 Previous \$2.5 Million Base Spending



With the past base spending of \$2.5 million, the City would not begin realizing a decrease in poor road conditions (5% or more) until year 5 using estimated treatment impact projections. In contrast, with the planned 2026 based spending of \$4 million, the City should see a 10% decrease in poor road conditions in year 3 as well as a 46% increase in good ratings.

Funding allocations fluctuate based on proposed projects, changing roadway needs, and available funding. This exclaims the importance of flexible project planning and careful analysis of which roadway treatments need applied at which time.

## Drainage and Right of Way

### Right of Way

The City of Goshen maintains Right-of-Way (ROW) data for all public roadways within City limits. All ROW measurements are contained directly in the City’s roadway segment inventory which is submitted annually to the State of Indiana. These ROW measurements help Goshen determine ROW utilization, showing both limitations and areas where potential infrastructure expansions can occur. As the City of Goshen starts a new project, a survey is performed to ensure ROW data is accurate and can support the proposed infrastructure work. If sufficient ROW is not present for proposed work, additional ROW is required and appropriate steps to obtain ROW are taken in accordance with Indiana regulations.

## Drainage

The City of Goshen maintains drainage information within its service boundaries. Drainage classifications are maintained along with roadway segment inventory which is submitted annually to the State of Indiana. The City's Department of Stormwater has detailed knowledge of drainage concerns within the community and is consulted before any work is performed. As projects are surveyed, drainage on these roadways is evaluated. If there are any drainage issues, they are addressed during design and construction. The City of Goshen's drainage system consists of curb and gutter, inlets, pipes, ditches, swales, and other stormwater transport and storage infrastructure. Generally, the community's drainage is adequate, with less than 10% of roadways having poor drainage due to lack of infrastructure. Having available infrastructure is not beneficial unless the infrastructure is properly maintained and in good working order. Maintenance (i.e., televising, cleaning, casting adjustments, and mowing) is regularly performed on drainage assets to ensure stormwater is collected and/or removed from the roadway adequately and safely.

## Additional Transportation Assets

A transportation network is comprised of a complex assembly of assets working together to ensure safe and compliant travels for all. When installed correctly and followed accordingly, roadway transportation assets allow vehicles, bicycles, and pedestrians alike to reach their destinations quickly and safely. The City of Goshen strives to maintain this network in a good condition, and has established maintenance programs for each asset.

## Signs

Signs regulate many aspects of the transportation network, including vehicular movements, restrictions, and pedestrian safety warnings. These are just a few of the reasons why maintaining a good condition on signs is of the utmost importance. The City of Goshen has approximately 8,900 signs in its transportation network that are owned and maintained by the City, the State, or private entities. These signs have been spatially mapped providing accurate location data on each asset. Along with location information, data is collected for each sign and includes owner, size, Manual on Uniform Traffic Control Devices (MUTCD) type and code, mounting height, condition, and related pole information. Knowing the location of these signs and their function helps to analyze both the strength of the community's roadway network and any potential safety gaps that need addressed. The City of Goshen established a maintenance program through an adopted Board of Works (BOW) Policy detailing signed replacements on a 10 year schedule, or when they no longer meet retroreflectivity minimum standards, whichever comes first.

## Sidewalks

Sidewalk is an essential piece of infrastructure that allows pedestrians to reach their destinations while giving them a designated travel area outside of the flow of vehicular traffic. Designated travel areas are meaningless if they are not kept in a condition where they are accessible and usable to the public. The City of Goshen has approximately 187 miles of sidewalk infrastructure in its transportation network. All public sidewalks within the community have been evaluated for connectivity, width, condition, and ADA compliance. Trip hazards are among the highest concerns for pedestrian safety while traversing a sidewalk, and are being given priority in the sidewalk management program. In addition to the community's sidewalks, Goshen has collected an inventory of curb ramps and currently has approximately 1,700 in total. Curb ramps are an essential piece of transportation infrastructure which allow pedestrians to safely traverse between walking paths and the hard surfaces they cross. Knowing where these are and what condition they are in helps ensure they can be maintained in a condition that does not hinder transportation activities.

## Pavement Markings

Pavement markings are safety driven indicators helping to maintain and regulate the flow of traffic on roadways. The City of Goshen is actively working on collecting a pavement marking inventory for the entire roadway network, including details such as width and retroreflectivity. The MUTCD contains both regulations and guidance on how pavement markings need to be and should be used. Maintaining an up-to-date inventory of pavement markings will ensure that safety standards are upheld and minimum standards are achieved. The MUTCD mandates that new retroreflectivity standards must be maintained on pavement markings for roadways with speed limits of 35 MPH or higher, effective September 26, 2026. The City of Goshen is working on a policy to ensure minimum retroreflectivity standards are maintained on pavement markings by the regulatory deadline.

*Camera system to do asset mgmt*