This manual is intended to assist local officials in understanding and rating the surface condition of asphalt pavement. It describes types of defects and provides a simple system to visually rate pavement condition. The rating procedure can be used as condition data for the Wisconsin DOT local road inventory and as part of a computerized pavement management system like PASERWARE.

The PASER system described here and in other T.I.C. publications is based in part on a roadway management system originally developed by Phil Scherer, transportation planner, Northwest Wisconsin Regional Planning Commission.

Produced by the T.I.C. with support from the Federal Highway Administration, the Wisconsin Department of Transportation, and the University of Wisconsin-Extension. The T.I.C., part of the nationwide Local Technical Assistance Program (LTAP), is a Center of the College of Engineering, Department of Engineering Professional Development, University of Wisconsin-Madison.

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Pavement Surface Evaluation and Rating

Asphalt PASER Manual

A local highway agency’s major goal is to use public funds to provide a comfortable, safe and economical road surface—no simple task. It requires balancing priorities and making difficult decisions in order to manage pavements. Local rural and small city pavements are often managed informally, based on the staff’s judgment and experience. While this process is both important and functional, using a slightly more formalized technique can make it easier to manage pavements effectively.

Experience has shown that there are three especially useful steps in managing local roads:

1. Inventory all local roads and streets.
2. Periodically evaluate the condition of all pavements.
3. Use the condition evaluations to set priorities for projects and select alternative treatments.

A comprehensive pavement management system involves collecting data and assessing several road characteristics: roughness (ride), surface distress (condition), surface skid characteristics, and structure (pavement strength and deflection). Planners can combine this condition data with economic analysis to develop short-range and long-range plans for a variety of budget levels. However, many local agencies lack the resources for such a full-scale system.

Since surface condition is the most vital element in any pavement management system, local agencies can use the simplified rating system presented in this Asphalt PASER Manual to evaluate their roads. The PASER ratings combined with other inventory data (width, length, shoulder, pavement type, etc.) from the WisDOT local roads inventory (WISLR) can be very helpful in planning future budgets and priorities.

WISLR inventory information and PASER ratings can be used in a computerized pavement management system, PASERWARE, developed by the T.I.C and WisDOT. Local officials can use PASERWARE to evaluate whether their annual road budgets are adequate to maintain or improve current road conditions and to select the most cost-effective strategies and priorities for annual projects.

PASER Manuals for gravel, concrete, and other road surfaces, with compatible rating systems are also available (page 29). Together they make a comprehensive condition rating method for all road types. PASER ratings are accepted for WISLR condition data.
Asphalt pavement distress

PASER uses visual inspection to evaluate pavement surface conditions. The key to a useful evaluation is identifying different types of pavement distress and linking them to a cause. Understanding the cause for current conditions is extremely important in selecting an appropriate maintenance or rehabilitation technique.

There are four major categories of common asphalt pavement surface distress:

- **Surface defects**
  - Raveling, flushing, polishing.

- **Surface deformation**
  - Rutting, distortion—rippling and shoving, settling, frost heave.

- **Cracks**
  - Transverse, reflection, slippage, longitudinal, block, and alligator cracks.

- **Patches and potholes**

Deterioration has two general causes: environmental due to weathering and aging, and structural caused by repeated traffic loadings.

Obviously, most pavement deterioration results from both environmental and structural causes. However, it is important to try to distinguish between the two in order to select the most effective rehabilitation techniques.

The rate at which pavement deteriorates depends on its environment, traffic loading conditions, original construction quality, and interim maintenance procedures. Poor quality materials or poor construction procedures can significantly reduce the life of a pavement. As a result, two pavements constructed at the same time may have significantly different lives, or certain portions of a pavement may deteriorate more rapidly than others. On the other hand, timely and effective maintenance can extend a pavement’s life. Crack sealing and seal coating can reduce the effect of moisture in aging of asphalt pavement.

With all of these variables, it is easy to see why pavements deteriorate at various rates and why we find them in various stages of disrepair. Recognizing defects and understanding their causes helps us rate pavement condition and select cost-effective repairs. The pavement defects shown on the following pages provide a background for this process.

Periodic inspection is necessary to provide current and useful evaluation data. It is recommended that PASER ratings be updated every two years, and an annual update is even better.
SURFACE DEFECTS

**Raveling**
Raveling is progressive loss of pavement material from the surface downward, caused by: stripping of the bituminous film from the aggregate, asphalt hardening due to aging, poor compaction especially in cold weather construction, or insufficient asphalt content. Slight to moderate raveling has loss of fines. Severe raveling has loss of coarse aggregate. Raveling in the wheelpaths can be accelerated by traffic. Protect pavement surfaces from the environment with a sealcoat or a thin overlay if additional strength is required.

**Flushing**
Flushing is excess asphalt on the surface caused by a poor initial asphalt mix design or by paving or sealcoating over a flushed surface. Repair by blotting with sand or by overlaying with properly designed asphalt mix.

**Polishing**
Polishing is a smooth slippery surface caused by traffic wearing off sharp edges of aggregates. Repair with sealcoat or thin bituminous overlay using skid-resistant aggregate.
Rutting

Rutting is displacement of material, creating channels in wheelpaths. It is caused by traffic compaction or displacement of unstable material. Rutting of any severity can cause safety concerns because water can collect in ruts increasing vehicle stopping distances and increasing the chances of hydroplaning. In freezing temperatures ice can form in ruts. Severe rutting (2 inches or more in depth) may be caused by base or subgrade consolidation. Repair minor rutting with microsurfacing or overlays. Severe rutting requires milling the old surface or reconstructing the roadbed before resurfacing.

Even slight rutting is evident after a rain.

Severe rutting over 2” caused by poor mix design.

Severe rutting caused by poor base or subgrade.
**Distortion**

Shoving or rippling is surfacing material displaced crossways to the direction of traffic. It can develop into washboarding when the asphalt mixture is unstable because of poor quality aggregate or improper mix design. Repair by milling smooth and overlaying with stable asphalt mix.

Other pavement distortions may be caused by settling, frost heave, etc. Patching may provide temporary repair. Permanent correction usually involves removal of unsuitable heavy traffic has shoved pavement into washboard ripples and bumps.

---

Severe settling from utility trench.

---

Frost heave damage from spring break-up.
Transverse cracks

A crack at approximately right angles to the center line is a transverse crack. They are often regularly spaced. The cause is movement due to temperature changes and hardening of the asphalt with aging.

Transverse cracks will initially be widely spaced (over 50'). Additional cracking will occur with aging until they are closely spaced (within several feet). These usually begin as hairline or very narrow cracks; with aging they widen. If not properly sealed and maintained, secondary or multiple cracks develop parallel to the initial crack. The crack edges can further deteriorate by raveling and eroding the adjacent pavement.

Prevent water intrusion and damage by sealing cracks which are more than 1⁄4” wide.
**Reflection cracks**

Cracks in overlays reflect the crack pattern in the pavement underneath. They are difficult to prevent and correct. Thick overlays or reconstruction is usually required.

**Slippage cracks**

Crescent or rounded cracks in the direction of traffic, caused by slippage between an overlay and an underlying pavement. Slippage is most likely to occur at intersections where traffic is stopping and starting. Repair by removing the top surface and resurfacing using a tack coat.

**Concrete joints reflected through bituminous overlay.**

**Crescent-shaped cracks characteristic of slippage.**

**Loss of bond between pavement layers allows traffic to break loose pieces of surface.**
Longitudinal cracks

Cracks running in the direction of traffic are longitudinal cracks. Center line or lane cracks are caused by inadequate bonding during construction or reflect cracks in underlying pavement. Longitudinal cracks in the wheel path indicate fatigue failure from heavy vehicle loads. Cracks within one foot of the edge are caused by insufficient shoulder support, poor drainage, or frost action. Cracks usually start as hairline or vary narrow and widen and erode with age. Without crack filling, they can ravel, develop multiple cracks, and become wide enough to require patching.

Filling and sealing cracks will reduce moisture penetration and prevent further subgrade weakening. Multiple longitudinal cracks in the wheel path or pavement edge indicate a need for strengthening with an overlay or reconstruction.
Block cracks

Block cracking is interconnected cracks forming large blocks. Cracks usually intersect at nearly right angles. Blocks may range from one foot to approximately 10’ or more across. The closer spacing indicates more advanced aging caused by shrinking and hardening of the asphalt over time. Repair with sealcoating during early stages to reduce weathering of the asphalt. Overlay or reconstruction required in the advanced stages.

- Large blocks, approximately 10’ across.

- Intermediate-size block cracking, 1’-5’ across with open cracks.

- Extensive block cracking in an irregular pattern.

- Severe block cracking – 1’ or smaller blocks. Tight cracks with no raveling.
Alligator cracks

Interconnected cracks forming small pieces ranging in size from about 1” to 6”. This is caused by failure of the surfacing due to traffic loading (fatigue) and very often also due to inadequate base or subgrade support. Repair by excavating localized areas and replacing base and surface. Large areas require reconstruction. Improvements in drainage may often be required.

Alligator crack pattern. Tight cracks and one patch.

Characteristic “chicken wire” crack pattern shows smaller pavement pieces and patching.

Open raveled alligator cracking with settlement along lane edge most likely due to very soft subgrade.
PATCHES AND POTHOLES

Patches
Original surface repaired with new asphalt patch material. This indicates a pavement defect or utility excavation which has been repaired. Patches with cracking, settlement or distortions indicate underlying causes still remain. Recycling or reconstruction are required when extensive patching shows distress.

Typical repair of utility excavation. Patch in fair to good condition.

Edge wedging. Pavement edges strengthened with wedges of asphalt. Patch is in very good condition.

Extensive patching in very poor condition.
Potholes

Holes and loss of pavement material caused by traffic loading, fatigue and inadequate strength. Often combined with poor drainage. Repair by excavating or rebuilding localized potholes. Reconstruction required for extensive defects.

Small pothole where top course has broken away.

Multiple potholes show pavement failure, probably due to poor subgrade soils, frost heave, and bad drainage.

Large, isolated potholes extend through base. Note adjacent alligator cracks which commonly deteriorate into potholes.
Rating pavement surface condition

With an understanding of surface distress, you can evaluate and rate asphalt pavement surfaces. The rating scale ranges from 10—excellent condition to 1—failed. Most pavements will deteriorate through the phases listed in the rating scale. The time it takes to go from excellent condition (10) to complete failure (1) depends largely on the quality of the original construction and the amount of heavy traffic loading.

Once significant deterioration begins, it is common to see pavement decline rapidly. This is usually due to a combination of loading and the effects of additional moisture. As a pavement ages and additional cracking develops, more moisture can enter the pavement and accelerate the rate of deterioration.

Look at the photographs in this section to become familiar with the descriptions of the individual rating categories. To evaluate an individual pavement segment, first determine its general condition. Is it relatively new, toward the top end of the scale? In very poor condition and at the bottom of the scale? Or somewhere in between? Next, think generally about the appropriate maintenance method. Use the rating categories outlined below.

Finally, review the individual pavement distress and select the appropriate surface rating. Individual pavements will not have all of the types of distress listed for any particular rating. They may have only one or two types.
# Rating system

<table>
<thead>
<tr>
<th>Surface rating</th>
<th>Visible distress*</th>
<th>General condition/treatment measures</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>10</strong> Excellent</td>
<td>None.</td>
<td>New construction.</td>
</tr>
<tr>
<td><strong>9</strong> Excellent</td>
<td>None.</td>
<td>Recent overlay. Like new.</td>
</tr>
<tr>
<td><strong>8</strong> Very Good</td>
<td>No longitudinal cracks except reflection of paving joints. Occasional transverse cracks, widely spaced (40' or greater). All cracks sealed or tight (open less than $\frac{1}{4}''$).</td>
<td>Recent sealcoat or new cold mix. Little or no maintenance required.</td>
</tr>
<tr>
<td><strong>7</strong> Good</td>
<td>Very slight or no raveling, surface shows some traffic wear. Longitudinal cracks (open $\frac{1}{4}''$) due to reflection or paving joints. Transverse cracks (open $\frac{1}{4}''$) spaced 10' or more apart, little or slight crack raveling. No patching or very few patches in excellent condition.</td>
<td>First signs of aging. Maintain with routine crack filling.</td>
</tr>
<tr>
<td><strong>6</strong> Good</td>
<td>Slight raveling (loss of fines) and traffic wear. Longitudinal cracks (open $\frac{1}{4}''$-$\frac{1}{2}''$). Transverse cracks (open $\frac{1}{4}''$-$\frac{1}{2}''$), some spaced less than 10'. First sign of block cracking. Sight to moderate flushing or polishing. Occasional patching in good condition.</td>
<td>Shows signs of aging. Sound structural condition. Could extend life with sealcoat.</td>
</tr>
<tr>
<td><strong>5</strong> Fair</td>
<td>Moderate to severe raveling (loss of fine and coarse aggregate). Longitudinal and transverse cracks (open $\frac{1}{2}''$ or more) show first signs of slight raveling and secondary cracks. First signs of longitudinal cracks near pavement edge. Block cracking up to 50% of surface. Extensive to severe flushing or polishing. Some patching or edge wedging in good condition.</td>
<td>Surface aging. Sound structural condition. Needs sealcoat or thin non-structural overlay (less than 2'').</td>
</tr>
<tr>
<td><strong>4</strong> Fair</td>
<td>Severe surface raveling. Multiple longitudinal and transverse cracking with slight raveling. Longitudinal cracking in wheel path. Block cracking (over 50% of surface). Patching in fair condition. Slight rutting or distortions ($\frac{1}{2}''$ deep or less).</td>
<td>Significant aging and first signs of need for strengthening. Would benefit from a structural overlay (2'' or more).</td>
</tr>
<tr>
<td><strong>3</strong> Poor</td>
<td>Closely spaced longitudinal and transverse cracks often showing raveling and crack erosion. Severe block cracking. Some alligator cracking (less than 25% of surface). Patches in fair to poor condition. Moderate rutting or distortion (greater than $\frac{1}{2}''$ but less than 2'') deep). Occasional potholes.</td>
<td>Needs patching and repair prior to major overlay. Milling and removal of deterioration extends the life of overlay.</td>
</tr>
<tr>
<td><strong>2</strong> Very Poor</td>
<td>Alligator cracking (over 25% of surface). Severe rutting or distortions (2'' or more deep). Extensive patching in poor condition. Potholes.</td>
<td>Severe deterioration. Needs reconstruction with extensive base repair. Pulverization of old pavement is effective.</td>
</tr>
<tr>
<td><strong>1</strong> Failed</td>
<td>Severe distress with extensive loss of surface integrity.</td>
<td>Failed. Needs total reconstruction.</td>
</tr>
</tbody>
</table>

*Individual pavements will not have all of the types of distress listed for any particular rating. They may have only one or two types.*
**RATING 10 & 9**

**EXCELLENT —**
No maintenance required

Newly constructed or recently overlaid roads are in excellent condition and require no maintenance.

**RATING 10**
New construction.

**RATING 9**
Recent overlay, rural.

**RATING 9**
Recent overlay, urban.
RATING 8

VERY GOOD — Little or no maintenance required

This category includes roads which have been recently sealcoated or overlaid with new cold mix. It also includes recently constructed or overlaid roads which may show longitudinal or transverse cracks. All cracks are tight or sealed.

▲ Recent chip seal.

▲ Widely spaced, sealed cracks.

▲ New cold mix surface.

▲ Recent slurry seal.
RATING 7

GOOD — Routine crack sealing recommended

Roads show first signs of aging, and they may have very slight raveling. Any longitudinal cracks are along paving joint. Transverse cracks may be approximately 10’ or more apart. All cracks are ¼” or less, with little or no crack erosion. Few if any patches, all in very good condition. Maintain a crack sealing program.

- Tight and sealed transverse and longitudinal cracks.
  Maintain crack sealing program.

- Tight longitudinal crack and sealed transverse cracks.

- Transverse cracks about 10’ or more apart. Maintain crack sealing program.
GOOD —
Consider preservative treatment

Roads are in sound structural condition but show definite signs of aging. Seal-coating could extend their useful life. There may be slight surface raveling. Transverse cracks can be frequent, less than 10′ apart. Cracks may be $\frac{1}{4}-\frac{1}{2}$" and sealed or open. Pavement is generally sound adjacent to cracks. First signs of block cracking may be evident. May have slight or moderate bleeding or polishing. Patches are in good condition.

- Slight surface raveling with tight cracks, less than 10′ apart.

- Transverse cracks less than 10′ apart; cracks well-sealed.

- Large blocks, early signs of raveling and block cracking.

- Open crack, $\frac{1}{2}$" wide; adjoining pavement sound.

- Moderate flushing.
**RATING 5**

**FAIR —**  
Preservative maintenance treatment required

Roads are still in good structural condition but clearly need sealcoating or overlay. They may have moderate to severe surface raveling with significant loss of aggregate. First signs of longitudinal cracks near the edge. First signs of raveling along cracks. Block cracking up to 50% of surface. Extensive to severe flushing or polishing. Any patches or edge wedges are in good condition.

- Block cracking with open cracks.

- Moderate to severe raveling in wheel paths.

- Severe flushing.

- Wedges and patches extensive but in good condition.
FAIR —
Structural improvement required

Roads show first signs of needing strengthening by overlay. They have very severe surface raveling which should no longer be sealed. First longitudinal cracking in wheel path. Many transverse cracks and some may be raveling slightly. Over 50% of the surface may have block cracking. Patches are in fair condition. They may have rutting 1/2” deep or less, or slight distortion.

- Longitudinal cracking; early load-related distress in wheel path. Strengthening needed.

- Slight rutting; patch in good condition.

- Extensive block cracking. Blocks tight and sound.
- Slight rutting in wheel path.
RATING 3

POOR—
Structural improvement required

Roads must be strengthened with a structural overlay (2” or more). Will benefit from milling and very likely will require pavement patching and repair beforehand. Cracking will likely be extensive. Raveling and erosion in cracks may be common. Surface may have severe block cracking and show first signs of alligator cracking. Patches are in fair to poor condition. There is moderate distortion or rutting (more than ½” and less than 2” in depth), and occasional potholes.

Many wide and raveled cracks indicate need for milling and overlay.

Ruts need mill and overlay.

Open and raveled block cracks.
RATING 3

POOR — (continued)
Structural improvement required

- Alligator cracking. Edge needs repair and drainage needs improvement prior to rehabilitation.

- Distortion with patches in poor condition. Repair and overlay.
RATING 2

VERY POOR—
Reconstruction required

Roads are severely deteriorated and need reconstruction. Surface pulverization and additional base may be cost-effective. These roads have more than 25% alligator cracking, distortion or rutting 2 inches or more in depth, as well as potholes or extensive patches in poor condition.

- Extensive alligator cracking. Pulverize and rebuild.
- Severe rutting. Strengthen base and reconstruct.
- Patches in poor condition, wheelpath rutting. Pulverize, strengthen and reconstruct.
- Severe frost damage. Reconstruct.
RATING 1

FAILED —
Reconstruction required

Roads have failed, showing severe distress and extensive loss of surface integrity.

- Potholes from frost damage. Reconstruct.

- Potholes and severe alligator cracking. Failed pavement. Reconstruct.

- Extensive loss of surface. Rebuild.
Practical advice on rating roads

Inventory and field inspection

Most agencies routinely observe roadway conditions as a part of their normal work and travel. However, an actual inspection means looking at the entire roadway system as a whole and preparing a written summary of conditions. This inspection has many benefits over casual observations. It can be helpful to compare segments, and ratings decisions are likely to be more consistent because the roadway system is considered as a whole within a relatively short time.

An inspection also encourages a review of specific conditions important in roadway maintenance, such as drainage, adequate strength, and safety.

A simple written inventory is useful in making decisions where other people are involved. You do not have to trust your memory, and you can usually answer questions in more detail. Having a written record and objective information also improves your credibility with the public.

Finally, a written inventory is very useful in documenting changing roadway conditions. Without records over several years it is impossible to know if road conditions are improving, holding their own, or declining.

Annual budgets and long range planning are best done when based on actual needs as documented with a written inventory.

The Wisconsin DOT local road inventory (WISLR) is a valuable resource for managing your local roads. Adding PASER surface condition ratings is an important improvement.

Averaging and comparing sections

For evaluation, divide the local road system into individual segments which are similar in construction and condition. Rural segments may vary from ½ mile to a mile long, while sections in urban areas will likely be 1-4 blocks long or more. If you are starting with the WISLR Inventory, the segments have already been established. You may want to review them for consistent road conditions.

Obviously, no roadway segment is entirely consistent. Also, surfaces in one section will not have all of the types of distress listed for any particular rating. They may have only one or two types. Therefore, some averaging is necessary.

The objective is to rate the condition that represents the majority of the roadway. Small or isolated conditions should not influence the rating. It is useful to note these special conditions on the inventory form so this information can be used in planning specific improvement projects. For example, some spot repairs may be required.

Occasionally surface conditions vary significantly within a segment. For example, short sections of good condition may be followed by sections of poor surface conditions. In these cases, it is best to rate the segment according to the worst conditions and note the variation on the form.

The overall purpose of condition rating is to be able to compare each segment relative to all the other segments in your roadway system. On completion you should be able to look at any two pavement segments and find that the better surface has a higher rating.

Within a given rating, say 6, not all pavements will be exactly the same. However, they should all be considered to be in better condition than those with lower ratings, say 5. Sometimes it is helpful in rating a difficult segment to compare it to other previously rated segments. For example, if it is better than one you rated 5 and worse than a typical 7, then a rating of 6 is appropriate. Having all pavement segments rated in the proper relative order is most important and useful.

Assessing drainage conditions

Moisture and poor pavement drainage are significant factors in pavement deterioration. Some assessment of drainage conditions during pavement rating is highly recommended. While you should review drainage in detail at the project level, at this stage simply include an overview drainage evaluation at the same time as you evaluate surface condition.
Consider both pavement surface drainage and lateral drainage (ditches or storm sewers). Pavement should be able to quickly shed water off the surface into the lateral ditches. Ditches should be large and deep enough to drain the pavement and remove the surface water efficiently into adjacent waterways.

Look at the roadway crown and check for low surface areas that permit ponding. Paved surfaces should have approximately a 2% cross slope or crown across the roadway. This will provide approximately 3” of fall on a 12’ traffic lane. Shoulders should have a greater slope to improve surface drainage.

A pavement’s ability to carry heavy traffic loads depends on both the pavement materials (asphalt surfacing and granular base) and the strength of the underlying soils. Most soils lose strength when they are very wet. Therefore, it is important to provide drainage to the top layer of the subgrade supporting the pavement structure.

In rural areas, drainage is provided most economically by open ditches that allow soil moisture to drain laterally. As a rule of thumb, the bottom of the ditch ought to be at least one foot below the base course of the pavement in order to drain the soils. This means that minimum ditch depth should be about 2’ below the center of the pavement. Deeper ditches, of course, are required to accommodate roadway culverts and maintain the flow line to adjacent drainage channels or streams.

You should also check culverts and storm drain systems. Storm drainage systems that are silted in, have a large accumulation of debris, or are in poor structural condition will also degrade pavement performance.

The T.I.C. publication, Drainage Manual: Local Road Assessment and Improvement, describes the elements of drainage systems, depicts them in detailed photographs, and explains how to rate their condition. Copies are available from the Transportation Information Center.
Planning annual maintenance and repair budgets

We have found that relating a normal maintenance or rehabilitation procedure to the surface rating scheme helps local officials use the rating system. However, an individual surface rating should not automatically dictate the final maintenance or rehabilitation technique.

You should consider safety, future traffic projections, original construction, and pavement strength since these may dictate a more comprehensive rehabilitation than the rating suggests. On the other hand, it may be appropriate under special conditions to do nothing and let the pavement fully deteriorate, then rebuild when funds are available.

Summary

Using local road funds most efficiently requires good planning and accurate identification of appropriate rehabilitation projects. Assessing roadway conditions is an essential first step in this process. This asphalt pavement surface condition rating procedure has proved effective in improving decision making and using highway funds more efficiently. It can be used directly by local officials and staff. It may be combined with additional testing and data collection in a more comprehensive pavement management system.
This manual is intended to assist local officials in understanding and rating the surface condition of asphalt pavement. It describes types of defects and provides a simple system to visually rate pavement condition. The rating procedure can be used as condition data for the Wisconsin DOT local road inventory and as part of a computerized pavement management system like PASERWARE.

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Pavement Surface Evaluation and Rating (PASER)

Asphalt Roads

RATING 10

RATING 7

RATING 4

RATING 1