

# INDIANA



# The Pothole Gazette

*A Federal Highway Administration LTAP Technology Transfer Newsletter*

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Spring, 2006

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## ARE YOU PREPARED FOR A TORNADO WITH FATALITIES AND SEVERE PROPERTY DAMAGE?

*by Charlie Alvey, Vanderburgh County Surveyor's Office*

You're probably aware of the F-3 tornado that hit southwestern Indiana on November 6, 2005. At about 1:50 a.m. that Sunday morning the deadliest tornado in the United States since 1998. Touching down in Smith Mills, Kentucky, quickly crossed the Ohio River, and ripped through Ellis Park. Next, the thoroughbred race track, destroying much of the grandstand and several barns; and proceeded on a tour of destruction through Vanderburgh and Warrick Counties. 24 people were killed and destroyed an estimated 300 homes along a damage path 400 yards wide and 41 miles long. Of the victims, 19 of the 24 were killed in the Eastbrooke Mobile Home Park, just south and east of Interstate 164.



*This photo was taken 15 minutes after the tornado struck.*

The tornado made headlines nationwide and worldwide. What wasn't reported by the major media was the impact the storm had on county infrastructure; what county highway officials learned from the experience;

and what you can do to be ready for this type of disaster. To prepare this article the author interviewed Mike Duckworth, Vanderburgh County Highway Supervisor; John Stoll, Vanderburgh County Engineer; Sherman Greer, Vanderburgh County Emergency Management Agency Director; Bobby Howard, Warrick County Engineer;

**Please route to your staff.**

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# INDIANA LTAP

Indiana Local Technical Assistance Program (LTAP) was established by the Federal Highway Administration (FHWA). The purpose of the LTAP program is to translate the latest, state-of-the-art road, highway and bridge technologies into systems usable by local highway agencies. LTAP is funded by FHWA, the local agency distribution of the Motor Vehicle Highway Account and Purdue University.

The Pothole Gazette is published quarterly by the Indiana LTAP office at Purdue University. It is distributed free to county, city or town road and street personnel, and others with transportation responsibilities.

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## UPCOMING CONFERENCES

### STORMWATER DRAINAGE CONFERENCE FEBRUARY 21

### PURDUE ROAD SCHOOL MARCH 28-30

## UPCOMING NATIONAL EVENTS

### MARCH 3-7

ATSSA 36TH ANNUAL CONVENTION AND  
TRAFFIC EXPO, FORT LAUDERDALE, FL  
[WWW.ATSSA.COM](http://WWW.ATSSA.COM)

### MARCH 19-22

ITE 2006 TECHNICAL CONFERENCE AND  
EXHIBIT, SAN ANTONIO, TX

### APRIL 3-9

NATIONAL WORK ZONE AWARENESS WEEK  
2006, WASHINGTON, D.C.

### MAY 7-9

ITS AMERICA'S 2006 ANNUAL MEET-  
ING & EXPOSITION, PHILADELPHIA, PA  
[WWW.ITSA.ORG](http://WWW.ITSA.ORG)

### AUGUST 6-9

ITE 2006 ANNUAL MEETING AND EX-  
HIBIT, MILWAUKEE, WI  
[HTTP://WWW.ITE.ORG/ANNUALMEETING](http://WWW.ITE.ORG/ANNUALMEETING)

### DO YOU HAVE EQUIPMENT FOR SALE?

We can advertise it in the next  
Pothole Gazette for you!  
Fax the following information to  
Linda Pitstick,  
(765) 496-1176

Who - Agency Name, What - Year,  
Make, Model, Sale Amount  
Contact Person's Name and  
Phone Number



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### STORMWATER DRAINAGE CONFERENCE

February 21, 2006

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The annual Stormwater Drainage Conference will be held on February 21 at the Purdue Memorial Union, North and South Ballrooms in West Lafayette, IN.

The conference will once again feature concurrent sessions. The topics to be covered in session A will feature a variety of topics and issues, including the following:

- Drainage Law
- Purdue Golf Course Wetland Update
- Above Ground Detention Storage
- Emergency Preparedness with regard to Natural Disasters or Floods
- Case Study using Porous Pavers
- LTAP Stormwater Drainage Manual Update

Session B will once again be the teaching of drainage software. This year the software will be TR-20 Windows version. Computers will be provided or feel free to bring your own laptop.

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### PURDUE ROAD SCHOOL

March 28-30, 2006

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Plans are under way for the 2006 Purdue Road School. This annual event will be held March 28, 29 & 30 at the Purdue Memorial Union and Stewart Center in West Lafayette.

The first day will feature the Opening Session with announcements of the Indiana Quality Awards and the ever popular Vendor Luncheon. The Opening Reception will take place in the Atrium of the University Inn. Throughout the day there will be numerous concurrent sessions ranging from Culvert Design to Equipment Issues to Transportation Security. There will be a dedicated room in Stewart Center for each INDOT District. This will give you an opportunity to meet the INDOT officials from your district and learn more about INDOT's reorganization plans.

The second day will be full of concurrent sessions including Safety Issues, Traffic Issues and Dealing with the Media. We will have lunch in the Purdue Memorial Union for the Road School Luncheon. The Indiana ITE Dinner will be Wednesday evening with their annual scholarship announcements.

The third day is reserved for you to attend your association meeting. We look forward to another Road School full of knowledge, peer exchanges, and fun fellowship. You can check the full agenda and register online: <http://rebar.ecn.purdue.edu/JTRP/>

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### INDIANA CODE

#### ATTENDANCE TO PURDUE ROAD SCHOOL

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**IC 8-17-3-10 -- County highway supervisor; annual road school; expenses; bond**

Sec. 10. (a) A county highway supervisor shall attend all the sessions of the annual road school during every year of the supervisor's term. The expenses of the county highway supervisor, including the actual expenses of transportation to and from the school, together with the expense of lodging and tuition, shall be paid from the county highway maintenance fund.

(b) Before entering upon the discharge of official duties, a county highway supervisor shall, under IC 5-4-1, execute a bond conditioned on the faithful discharge of all duties required of the county highway supervisor.

(Formerly: Acts 1933, c.27, s.10; Acts 1943, c.161, s.1; Acts 1959, c.204, s.1; Acts 1961, c.107, s.1; Acts 1965, c.391, s.1.) As amended by Acts 1981, P.L.47, SEC.10; P.L.86-1988, SEC.114.

**IC 8-17-7-7 -- Attendance at schools or courses conducted for local officials**

Sec. 7. Each member of the county executive shall attend any school or course conducted for local officials under IC 8-23-9-56.

The fiscal body of each county may appropriate sufficient funds to pay each member of the county executive a per diem for expenses for each day or part of a day the member is in attendance at any school or course conducted for local officials under IC 8-23-9-56, and to pay the member a sum for mileage at a rate determined by the county fiscal body for each mile traveled to attend the school.

(Formerly: Acts 1959, c.331, s.7; Acts 1975, P.L.15, SEC.9.) As amended by Acts 1980, P.L.74, SEC.306; P.L.86-1988, SEC.134; P.L.18-1990, SEC.152; P.L.1-1994, SEC.36; P.L.10-1997, SEC.15.

**IC 36-9-8-2 -- Persons authorized to attend school**

Sec. 2. The following persons may attend the annual road school at Purdue University: (1) The county surveyor or county engineer of each county, and any other person authorized by the county executive. (2) The civil engineer and traffic engineer of each municipality, and any other person authorized by the municipal executive. As added by Acts 1981, P.L.309, SEC.81. Amended by Acts 1981, P.L.317, SEC.8.

**IC 36-9-8-3 -- Persons attending school; reimbursement for expenses**

Sec. 3. (a) The expenses of a county surveyor, county engineer, or other person in attending the annual road school, including mileage, lodging, and tuition, shall be paid from the county general fund. On presentation of the proper receipts for these expenses, and with the approval of the county executive, the county auditor shall issue his warrant for the expenses. (b) The municipal legislative body may annually appropriate sums for the necessary expense of mileage, meals, and lodging of a municipal engineer or other person in attending the annual road school. As added by Acts 1981, P.L.309, SEC.81. Amended by Acts 1981, P.L.317, SEC.9.



## Indiana LTAP has Equipment for Loan

**Ball Bank Indicator**  
(for signing advisory speeds on curves)

**Digital Cameras**

**Laser Distance  
Measuring Instrument**

**Laser Speed Detector**

**Radar Speed Display  
Signs**

**Retroreflectometer**

**Slopedometer**  
(for checking roadway cross slopes)

**Traffic Cones and  
Barrels**

**Traffic Counters  
Magnetic  
Tube**

Call us if you know of other equipment that we should add to the program.

For more information call:

**John Habermann**  
**1-800-428-7639**



continued from page 1

Vern Bulcher, Warrick County Highway Supervisor; Bill Hubiak, Henderson County, Kentucky Engineer; Chuck Painter, Spencer County Highway Supervisor; and Bill Jeffers, Vanderburgh County Surveyor. Indiana LTAP would like to thank all of these officials for sharing their experiences.

Out of four counties contacted, only one, Warrick County, reported any significant infrastructure damage from the tornado. The roof was torn from a Warrick County salt storage facility and a number of county roads were damaged by uprooted trees and the weight of heavy equipment working on clean-up efforts following the storm.

Interviews with key players in storm response yielded a check list of questions to pose in your county, city or town (LPA):

**1. Does your LPA have a first response team composed of highway crews as well as fire, medical, utility, and emergency management responders?**

Vanderburgh County's response was dependent on a well coordinated effort between the County Highway Department, County Sheriff's Department, the Emergency Medical Teams, the Emergency Management Agency and utility companies.

**2. Has your first responder team drilled together?**

Coordination and communication are paramount in disaster response.



*Siding wrapped around the street sign shows the force of the wind (est. 200 mph)*

**3. Are communication channels established and up to date?**

In addition to first responders, it became quickly apparent that both the highway departments and the emergency management agency needed a well developed list of providers that could be called on at any time of day for emergency supplies, equipment, or additional personnel. The resource list of agencies and companies needs to have three contacts each and ways to reach those people at any time of day or night.

**4. Does your LPA own or have emergency access to lifting equipment with grapples, excavators with thumb attachments, or back hoe's with four way buckets?**

Each county interviewed stressed the importance of having equipment that could be used to remove/lift away heavy debris. This became critical in the mobile home park where highway crews, working with teams of rescuers were actually lifting mobile home wreckage as rescuers scurried underneath to look for survivors.

**5. Can you quickly field equipment in correct proportions?**

In a major emergency there is never enough equipment. Will you have enough trucks to haul away what is picked up? Highway departments agreed that it was important to have rubber wheeled equipment that could mobilize quickly with the least amount of damage to roads. Mike Duckworth, Vanderburgh Co. Hwy. Supvr. noted that he spent \$23,000 on replacement tires for equipment that drove through the debris in the mobile home park, so track equipment is also useful. Mr. Duckworth acquired the services of two contractors with



*A GradAll picks up debris at Eastbrooke mobile home park.*

special equipment to aid in the debris removal.

**6. Have you identified sites where large amounts of storm debris and potentially hazardous material can be placed and stored?**

The Vanderburgh County Surveyor's Office mobilized crews to clean debris out of legal drains. Tornadoes throw debris great distances. Fuels, lubricants, other petroleum based products, cleaning products pose public health hazards when disasters put these materials in close proximity with surface and ground water.

**7. Does your LPA own or have quick access to emergency light stations?**

Every county responding noted the importance of lighting. In Vanderburgh County the process of digging people out of debris at the mobile home park could not begin until dawn. Some sections of Warrick County were without power for days after the storm.

**8. Do you know the steps to obtaining declarations of disaster at the local, state and federal levels?**

The November 6th tornado was declared a disaster by County Commissioners on November 6th. Governor Daniels declared it a State Disaster on November 7th. President Bush issued a National Disaster Declaration on November 21st. Many observers consid-

ered this quick federal action due to the recent experiences from Hurricane Katrina.

**9. Does your LPA's policy of debris clean up reflect legal realities?**

The mobile home park where 19 people died was private property. The streets in the park were not dedicated to the county. Good Samaritan Laws permitted the County to access the property for emergency rescue. Vanderburgh County saw public health, safety and humane reasons for taking charge of cleaning up the wreckage in the mobile home park. This required legal consideration and legal agreements with the property owner. Warrick County restricted debris removal to county right-of-way only. Citizens were asked to push debris to within fifteen feet of a county road for county pick up.

**10. Is your disaster training program up to speed?**

There are numerous National Incident Management System (NIMS) on-line training programs available at [www.fema.gov](http://www.fema.gov). In addition, the Indiana Department of Homeland Security offers a two day course "Hazardous Material-Operation Level". It is recommended that agencies send one or two employees to the State training who can come home and train others (train the trainers).

**11. Can you offer employees stress debriefing?**

Your local hospital or mental health agency may be able to provide "Critical Incident Stress Debriefing" for employees traumatized by a catastroph-

ic event. County highway workers are generally not prepared to cope with the personal emotional strain of death and injury.

**12. Do you have "Mutual-Aid" agreements in place with neighboring LPAs who may assist in a disaster?**

A Mutual-Aid agreement maybe worked out between two LPAs' and simply states how the aiding county is to be compensated for man-power, equipment and materials used in an emergency. If an incident receives a Presidential (or Federal) disaster declaration there will be FEMA funds available. FEMA disaster aid requires a 25% local in-kind match. In southern Indiana it appears that most counties worked on a handshake arrangement. Help from neighboring agencies was offered freely and generously with no consideration given to reimbursement. In extreme situations it may be unfair to ask an LPA to absorb all of the expense incurred when budgets are tight and shortfalls are hard to make up.

**13. Are you ready to document all local volunteer efforts as in-kind match for 75/25 FEMA Disaster Relief funds?**

Man-hours, equipment and materials donated by neighboring agencies, local volunteer fire departments, the Red Cross, the Salvation Army and others, will count towards the local 25% match for federal aid if properly documented.



*A backhoe picks up a mobile home frame at Eastbrooke mobile home park.*

Probably no one in the four counties affected by the November 6th tornado went to bed on November 5th expecting to be dealing with an emergency of this magnitude in the morning. Statistics from the storm are still accumulating. We know that over 200 people were injured, approximately 800 homes were damaged, and more than 300 were destroyed. The number of homes destroyed continues to increase as structural inspections reveal that homes appearing sound have, indeed, been fatally compromised by the storm. Vanderburgh County Highway Department alone spent \$380,000 for emergency recovery and debris removal and removed 2,100 tons of debris from the mobile home park.

No brief article such as this one can even begin to cover all of the various things to be considered and planned for a major disaster. Hopefully, we have given you good thought starters based on the experiences of the dedicated folks in southern Indiana and western Kentucky who shared their experience.

*When the heart grieves over what it has lost,  
the spirit rejoices over what it has left.*

*Sufi epigram*

# WORKER SAFETY AND VISIBILITY

As our highway infrastructure ages, many highway agencies are focusing on rebuilding existing roadways instead of building new ones. Highway improvement projects being performed on roadways that are open to traffic are increasing. At the same time, traffic continues to grow and creates more congestion. This combination of more work zones, heavier traffic, and greater reliance on night work results in increased risk for highway workers. The following methods can be used to minimize and control risks for workers:

- ▶ High-Visibility Apparel
- ▶ Worker Training
- ▶ Activity Area Planning
- ▶ Speed Control
- ▶ Positive Separation
- ▶ Lighting
- ▶ Worker Safety Planning
- ▶ Special Devices

## Creating Safer Work Zones Improving Operations on Both Sides of the Barrel

### High-Visibility Apparel

- ▶ All workers should wear high visibility apparel.
- ▶ Worker visibility during dawn or dusk conditions may be enhanced by the use of fluorescent colored high-visibility apparel.
- ▶ The use of colors such as yellow-green for worker apparel may help to differentiate the worker from the orange colored work vehicles, signs, drums, etc.

### Worker Training

- ▶ Workers should be trained in how to work near traffic.
- ▶ Workers responsible for temporary traffic control should be adequately trained.
- ▶ Work rules should be established and

enforced to minimize worker risks from traffic.

### Activity Area Planning

- ▶ Routes should be identified and marked to allow workers and work vehicles to safely enter and exit the work space.
- ▶ Backing should be controlled by spotters or other positive means wherever workers or pedestrians may be present.
- ▶ Overhead and underground utilities should be located and marked to prevent contact by equipment and workers.

### Speed Control

Compliance with posted speed limits is important to protect workers and the traveling public. The following strategies can be used to control traffic speeds through work zones, whether or not the speed limit is reduced:

- ▶ Establish appropriate speed limits for the work zones
- ▶ Properly posted regulatory speed limits
- ▶ Law enforcement
- ▶ Radar activated changeable message signs
- ▶ Flaggers (under some conditions)

### Positive Separation of Traffic and Work Activities

Separating traffic from work activities by the use of temporary traffic barriers, shadow vehicles with truck-mounted attenuators, or similar devices minimizes risk for both workers and travelers. The need for positive separation should be based on work zone factors including:

- ▶ Traffic speed and volume
- ▶ Distance between workers and traffic
- ▶ Duration and type of work operations
- ▶ Physical hazards present in the work zone
- ▶ Alignment of traffic lanes through the work zone

### Lighting

Temporary lighting should be used in night work zones to accomplish the following:

- ▶ The work area and its approaches should be lighted to provide better visibility for drivers to safely travel through the work zone.
- ▶ Illumination should be provided wherever workers are present to make them visible.
- ▶ Glare must be controlled so as not to interfere with the visibility of the work zone by drivers and workers.



### Worker Safety Planning

Planning, implementation, and oversight of worker safety should be the responsibility of a competent safety specialist, and should adequately address the requirements of OSHA and the MUTCD. In particular:

- ▶ A hazard assessment of the work site should be conducted to identify worker risks.
- ▶ Engineering and administrative controls and personal protective measures should be implemented to protect workers from the identified risk.

### Special Devices

Judicious use of special traffic control devices may be helpful in reducing worker risks in certain work zone situations. These include:

- ▶ Rumble strips
- ▶ Changeable message signs
- ▶ Intrusion alarms
- ▶ Spotters

*Source:* U.S. Department of Transportation - Federal Highway Administration Safety Website  
<http://safety.fhwa.dot.gov/wz/wzs.htm>

**NOTE:** For hands-on work zone training, call John Habermann at the Indiana LTAP Center at (800) 428-7639.

# WORK ZONE SAFETY FOR DRIVERS

## Creating Safer Work Zone Improving Operations on Both Sides of the Barrel

### Facts

- ▶ During the past 5 years in work zone crashes more than:
  - ▶ 4,400 persons died (85 percent of which was the driver or passenger)
  - ▶ 200,000 persons were injured
- ▶ Drivers are the most frequent fatality in work zone crashes.
- ▶ Most work zone fatalities involve working-age adults.
- ▶ Rear-end crashes (running into the rear of a slowing or stopping vehicle) are the most common type of work zone crash.
- ▶ Fatal work zone crashes occur most often in summer and fall.
- ▶ The majority of fatal work zone crashes occurred on roads with speed limits greater than 50 mph.
- ▶ Stopping distance for motor vehicles at 50 mph:
  - ▶ Dry roadway - 300 ft.
  - ▶ Wet roadway - 400 ft.
  - ▶ Icy pavement - 1250 ft.
- ▶ A loaded 80,000 lb. tractor-trailer requires almost 50% more stopping distance.
- ▶ It takes only an extra 25 seconds to cover 1 mile at 45 mph compared to 65 mph.

### Safety Tips for the Driver

*Remember these driving tips to avoid “A Sudden Change in Plans” and perhaps save a life including your own!*

### Stay Alert and Minimize Distractions

- ▶ Dedicate your full attention to the roadway
- ▶ Avoid changing the radio station, using a mobile phone, eating, or other distractions

tions that can remove your concentration from the road

### Keep Your Headlights On

### Pay Attention to the Road

- ▶ “Listen to the signs”
- ▶ Watch brake lights on vehicles ahead
- ▶ Watch traffic around you and be prepared to react

### Merge into the Proper Lane

- ▶ Merge well before you reach the lane closure
- ▶ Be aware that traffic patterns can change daily

### Don't tailgate

- ▶ Follow other vehicles at a safe distance

### Obey the Posted Speed Limit

- ▶ Workers may be present just feet away
- ▶ Fines may be doubled for moving traffic violations
- ▶ Be prepared to slow down further if conditions indicate the need

### Change Lanes Safely

- ▶ Change lanes only where pavement markings indicate, and only when traffic conditions permit

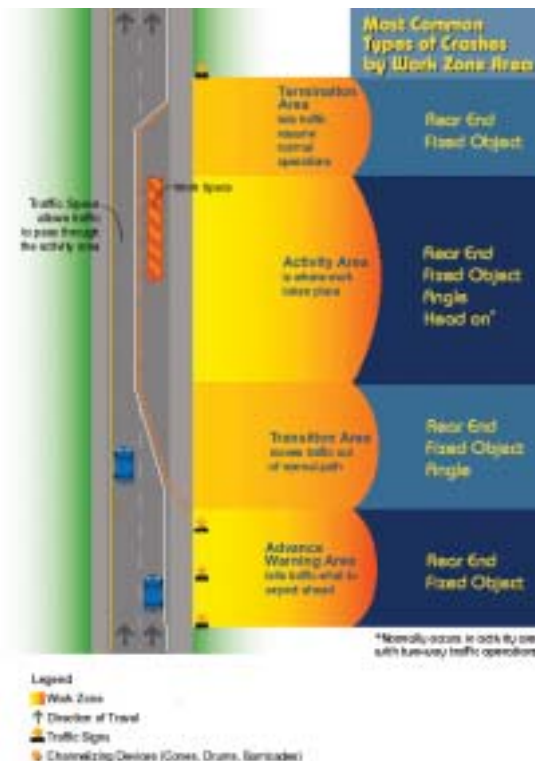
### Follow Instructions from Flaggers

### Expect the Unexpected

- ▶ Workers, work vehicles, or equipment may enter your lane without warning
- ▶ Other vehicles may slow, stop, or change lanes unexpectedly

## Be Patient!

### Most Common Types of Crashes by Work Zone Area



# READER RESPONSE

**PLEASE HELP THE POT HOLE GAZETTE BECOME MORE EFFECTIVE BY COMPLETING THIS FORM.**

**Name:** \_\_\_\_\_ **My suggestion for a local innovation to report on is:**  
**Title/Org.:** \_\_\_\_\_  
**Address:** \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
**Phone:** \_\_\_\_\_  
**Fax:** \_\_\_\_\_ **My idea, comment, or suggestion is:**  
\_\_\_\_\_  
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\_\_\_\_\_

**Mail to:**  
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**Or fax to:**  
Fax: (765) 496-1176

**An upcoming workshop/seminar to include:**  
\_\_\_\_\_  
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