



**Lancashire  
Constabulary**  
police and communities together

# Operation Pasture

Reducing road casualties in the rural communities  
of Lancashire, United Kingdom

**2008 Herman Goldstein Award for Excellence in  
Problem Oriented Policing submission**

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## Section 1: Summary of application

### Scanning

Agriculture in the Lune-Valley accounts for 38% of North-Lancashire revenue, and ranks highest across the County in corn-maize/beef production. Partner-data highlights local rural roads as the third worst in the UK for collisions, with farm-vehicles working a patchwork of fields over 5000 acres in different parishes, a major-contributor to this distinction.

### Analysis

In 2006, 48 highway-disruption incidents, including 1 serious/8 slight-injury collisions were attributable to mud on roads, and farm-vehicles emerging from fields with limited forward visibility. Road-cleansing operations cost \$29,440 with 250 hours police/engineer's time addressing these preventable incidents. It has been further identified farmers do not use warning-signage. Partner concerns from the local authority and National Farmers Union, who insure 87% of farmers, highlighted a further 31 damage only collision claims linked to mud and limited visibility with 76% of blame-worthy collisions involving farmers, suggesting a relationship with training and competence. Met-office data revealed 375mm of rainfall in 2007, set against 198mm in 2006, making harvesting increasingly difficult with incidents/collisions becoming more frequent.

### Response

Support from the National Farmers Union (NFU), local authority and agricultural contractors/manufacturers shaped a citizen-focused, user-friendly approach, encapsulated in Operation Pasture, utilising a 3-point plan: Awareness - Education – Partnerships, addressing national/force casualty reduction objectives;

- Design/evaluation of temporary warning-signs, and specially commissioned \$40,000 road-cleaning trailer, both a national first.
- Consultation surveys amongst farmers and other road-users, in particular, motorcyclists.
- Multi-agency 'Safety Awareness Days' (SAD's).
- Range of resources developed including leaflets/flyers.
- Publicity endorsement by motorcycle professional-racer, '*John McGuinness*'
- Vegetation/field access management at collision hotspots.

## **Assessment**

Vegetation/field-access management has greatly improved forward visibility, with lightweight/temporary mud-warning signs and high-vis tabards provided to 250 farmers, who now enthusiastically accept they are highly-effective in mitigating potential crashes,

In 2007, farm-vehicle collisions reduced significantly for first time in 3 years, with serious injuries reduced by 100% to zero, and slight injuries down to 1. It is known a serious injury collision costs \$284,000 and a slight-injury \$28,000. If reductions are set against 2006 figures, we have saved \$680,000, set against a 96% reduction in calls to police/highways, saving \$28,236 road-cleansing costs and 240hrs resource attendance.

The successful road-blaster evaluation has led to further dialogue with County Council for contractors to undertake road-cleansing across the region. The farmers have embraced the non-statutory safe-working practices, generating many financial savings, most importantly, we have prevented further tragedy; therefore savings in human emotion terms are priceless.

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**Number of words: 399**

**The Lune Valley**

This designated National Park is famed for its grandeur and tranquility. Amidst the striking landscape is evidence of 7,000 years of farming, with partner data highlighting local roads as the UK's third worst for injury-collisions, with agricultural vehicles a major contributor to this unfortunate distinction, and primary threats occurring during peak harvest months, where crash-data demonstrates a correlation between farm-vehicle movement and mud on the road. Prior to 2006, nothing was done to tackle the problem.

**Agriculture**

For over 200 years, the North-West has been the UK's largest regional economy, bigger than 14 European Union countries. The food and drink sector alone is worth \$19.0billion, with the farming industry providing 12% of regional income. Agriculture in the Lune-Valley is vital to that economy, with the local farming-industry increasing by 20% over the past 5 years, and 60% of land managed by estates with tenanted farms, in contrast to other areas across Lancashire, where owner-occupied farmland has been sold for suburban development, as profitability has been under pressure, and farm-labour declined. The dynamics of farming are also changing, with two-tiers of local agriculture; traditional farms rearing live-stock, and the emerging trend of niche-farming, where farmers grow corn-maize, used for cattle feed, enabling additional income to be drawn from land. Local agriculture accounts for 38% of Lancashire food revenue, and ranks highest across the N.West in corn-maize and meat production, driven by consumer demand.

**Public dissatisfaction**

During 2006, 23 complaints were recorded from residents, and road-users, in particular motorcyclists, exacerbated by continued calls for service, and collisions. The problem was becoming a significant issue across the breadth of the community, with ward councilors having shared concerns.

## **Partner Concerns**

In 2006, 48 highway-disruption incidents, including nine injury-collisions were attributable to mud on roads, and farm-vehicles emerging from fields with limited visibility. Road-cleansing operations consumed valuable police and highway-engineer deployment time and costs addressing these preventable incidents. Further concerns highlighted farmers were not using any warning signage, and did not understand implications of not doing so. The National Farmers Union (NFU) and local authority highlighted a further 31 damage-only collision claims occurring in the area, concerning mud/limited visibility, with concerns farmers/agricultural contractors did not understand current legislation concerning debris on roads, resulting in lengthy civil litigations. Met-office data revealed 375mm of rainfall in 2007, set against 198mm in 2006, making farming increasingly difficult and incidents/collisions becoming more frequent.

### Data Sources

- Lancashire Constabulary Intelligence
- Department of Environment
- National Farmers Union (NFU)
- Health & Safety Executive (HSE)
- Lancashire County Council
- North West Farmers Auctions
- Metrological Office
- Independent Maize Growers Association
- Institute of Advanced Motorcyclists
- European Road Assessment Programme
- English Nature

To better understand farmer's attitudes and responses was critical to future actions. It was equally important to access these viewpoints in real-time through open-meetings, as forums for discussion on agricultural workplace issues. In response to initial findings, coupled with robust interrogation of electronic media data-systems, 250 local farmers were sent a survey questionnaire. A total 212 (85%) provided the following key responses:

### **Negative narrative**

- Respondents had no understanding concerning their legal obligations to remove debris from roads, and of the firm belief they only became legally culpable if warning-signs were deployed.
- Respondents would not use Highways Authority approved signage as it was cumbersome, heavy, over-priced and impractical for narrow grass-verges.
- Only 2% admitted understanding road-traffic legislation relating to farm-vehicles.
- 92% indicated little interest or incentive to improving their personal road safety, or that of other road users.
- Respondents believed leaving mud on roads was not irresponsible, nor did they believe it to be their responsibility to clear it up.

The initial meetings, despite being a painful experience, identified the more compliant from the not so, and formed the basis of a citizen-focused plan using the Problem Analysis Triangle (PAT) as a framework to break the problem down into three key areas; *Location, Victim, Offender*, as well as allowing analysis of impact factors linking to the problem.

### **Location**

The Lune Valley covers 100 sq-miles of outlying rural landscape with a diverse mix of residents from the farming community, locally employed, and retired persons. The region is entwined with country-lanes where farmers work a patchwork of different fields, over 5000 acres, in several different parishes, with harvesting, tilling, crop-rotation and sileaging resulting in more exposure time on tractors, increased movements from field to field using public roads, coupled with increased incidents and collisions.

### **Victim**

During 2006, door-step surveys in problem areas revealed 23 complaints, principally from older-retired residents, over instances of mud on roads, with similar feedback from parish council meetings, conveying a blame-culture against farmers. It was clear the perception that farmers were wholly responsible was flawed. I decided this could taint findings from the outset, as many complainants were related to those perceived at fault, leading to my understanding the response must correct this misperception.

The farmers themselves are victims, with food-retailers placing increasing demands to process more meat to meet consumer demand, perpetuating the problem, and as land was more intensively farmed to meet the demand, a number of field tracks and exits had significantly deteriorated, causing more mud to be dragged on to roads, making other road-users, in particular motorcyclists, potential victims.

A consultation survey with 70 riders from the local Institute of Advanced Motorists (IAM), motorcycle section generated an overwhelming consensus of opinion that farm-equipment emerging onto rural-roads from fields and leaving mud deposits with no warning-signs was their number one safety hazard, based on riding experiences in the Lune Valley.

## **Government Agency Concern**

### **Road Collisions**

In 2004, following 38 crashes involving agricultural vehicles, 1 of which was fatal, 14 serious and 25% involving motorcyclists, including the fatality, Operation Pasture fixated on enforcement, targeting defective agricultural-vehicles, with 210 checks revealing 90% with serious defects. In 2005, 195 further checks revealed just 24 with mostly minor-defects, representing a 64% improvement. Whilst collisions reduced marginally, it was apparent something was still amiss, with calls for service not diminishing, and complaints from farmers they were being discriminated against, akin to treating tooth-ache with pain-killers, but not addressing underlying causes.

In 2006, in-depth re-scanning and detailed analysis of comparative collision data for harvesting periods, with off-peak periods, revealing a disturbing increase of 42% between 2003-06, including 1 collision, resulting in major-incapacitating injuries, and 8 slight-injury collisions, from 48 highway-disruption incidents attributable to farm-vehicles emerging from fields with limited forward visibility, and mud left on the carriageway, Harvesting periods also appeared to shift forward incrementally by 2-3 weeks annually, for no apparent reason, resulting in the 2006 harvest running from July-December, in comparison to June-November for the 2005 harvest, aggravated by inclement weather continuing unabated, providing scope for further tragedy.

### **Private Sector Concern**

Extrapolation of crash-data raised concerns from the County Council and NFU, who insure 87% of farmers, highlighting 31 further damage-only collision claims, attributable to mud/limited visibility; Data analysis also highlighted 76% of blame-worthy collisions involved farmers, suggesting a relationship with training and competence.

The A683, running through the region, was cited as the UK's third most dangerous road for collisions in 2006 by the European Road Assessment Programme (Euro-Rap). These facts contribute to the number of collisions costing the UK insurance industry £600 million annually, adding to motorists premiums. Every household in the country therefore becomes a victim through increased cost.

## **Calls for Service**

### **Police**

In 2006, 48 calls for service relating to mud on roads in the Lune Valley accounted for 3% of total calls and police officer deployments, costing the division \$4,780 and 82 hours in resources.

### **Environmental Management**

Additional information highlighted similar demands placed on the local authority road cleansing call-out system, with highway engineer and road sweeper/operative attendance to the same incidents costing \$23,760 and 168 hours in resources. Total calls and responses were consuming a disproportionate share of resources, with 250 hours and \$28,540 expended by both the police and partner service providers attending these preventable incidents.

### **Offender**

The surveys identified the farmers were 98% male, ranging from 29-81 years. The mean age was 61, with 11% septuagenarian's, who had farmed between 4-56 years, and an average 28 years. They provided guarded responses in surveys and meetings, were suspicious of law-enforcement and anti-regulation, although very well-versed in crop-allotment grants and subsidies, highlighting a fundamental disconnect with a group accepting subsidies, but rejecting road-safety regulation. Whilst identified as hard-working indigenous civilised citizens, they were proving a hard to reach group, with misconceptions they held impunity from traffic-law. The farmers were essentially refusing to admit to a problem, leaving us, as professionals, trying to solve a problem they did not think they had. Their attitude of not wanting to make change brings to mind the fallacy of the commons – for each individual the risk is small, but collectively for society the impact is large.

## **Impact Factor**

### **Climate change**

Met-office and National Statistical data revealed 375mm of rainfall in 2007, set against 198mm in 2006, making it the wettest summer in the region since UK precipitation records began in 1766.

### **Independent research corroborates analysis:**

In order to better understand how climate change contributed to the problem, I consulted with an agricultural scientist, and an agronomist, who revealed maize crops damaged by torrential downpours cause plants to fall over, which then become difficult to harvest. Small areas may be harvested during brief dry spells, but the resulting crop is left damp, resulting in expensive drying processes using expensive fuel. The long string of wet weather is pushing crop growth about a week ahead of the crop-harvest cycle each year, resulting in farmers becoming frustrated and taking crops off rain-sodden fields, supporting the notion that changing weather patterns, with continual seasonal rainfall is a primary causal-factor, with further escalation across the region almost inevitable if left unchecked.

### **Information Gaps**

Researching collisions involving farm-vehicles was problematic, as vehicle-type coding was not consistently followed due to uncertainties amongst police-officers, how farm-vehicles are defined. In order to obtain more accurate data, I hand searched records to discern vehicle-type from report narrative.

Time constraints precluded a wider survey of motorcyclists, however, numbers consulted provide a representative response.

## C: RESPONSE

Analysis identified whilst enforcement proved useful addressing mechanical deficiencies, it acted like a demolition team pulling apart the fabric of trust. As Tilley states "*A police force that concentrates on enforcement is confusing means with the ends.*" (2003). Tilley et-al, identifies a key principle, that success is a subjective measurement, based on content and quality of community interactions and satisfaction, rather than on objective statistics. This awoke my resolve to revamp the initiative to bridge the gaps, and work closely with farmers to gain their trust and encourage empowerment. Sir Robert Peel, founder of modern policing, expressed the notion in 1829, "*the police are the public and the public are the police.*" which further underlined my resolve to adopt a velvet glove, rather than steel gauntlet response to achieve success. Qualitative and quantitative analysis provided a '*smorgasbord*' of data, validating the NFU as primary partner, enabling a cohesive plan of action with objectives aimed at sustainable change:

- Shared ownership through partnership working.
- Reduce number of incidents and calls for service.
- Reduce number of road collisions, preventing further tragedy.
- Changing farmers attitudes towards road safety
- Implementing non-statutory working practices, creating a safer-working environment.
- Community reassurance and establishing confidence in road-safety.

There is a secondary objective, where benefit and outcomes are sought from partner interventions and design to achieve primary objectives:

- Minimise environmental impact and maintaining landscape character.

My chosen delivery method concentrated on a citizen-focused approach, encapsulated under three broad headings;

- Awareness
- Education
- Partnerships

## **Awareness**

### **Farmers Flyer**

This hand-out offered guidance for farmers when emerging from field entrances, and addressing debris left on roads. The local cattle-auction printed 1500 free-of-charge, distributed through farming supply-chains and dealer networks.

### **Mud-Slider Flyer**

This aptly named flyer was devised in consultation with the IAM, raising awareness to motorcyclists, concerning farm-vehicles and mud-debris, with 1000 promulgated through bike-dealers and rider venues.

### **Partnership Pamphlet**

I identified a gap in the county portfolio of road-safety literature, and devised a corporate-style pamphlet, containing a précis of legal-issues, and user-friendly advice for road-users concerning farm-vehicles on rural roads, with 1000 distributed to agricultural and private-sector outlets across the region.

### **Community Engagement**

As a pro-active response, an information leaflet about the initiative was given to complainants, and local residents. I further cultivated relationships with the community by attending parish council meetings in 11 wards across the beat area to talk with residents, appeasing their concerns and expectations, whilst addressing the misconception that farmers were totally to blame.

### **Farm-Vehicle Guide**

A practitioner guide was devised to assist operational officer's interpretation of what constitutes a farm-vehicle, and overview of the strategy.

### **Media Campaign**

Wide-ranging publicity and feature articles were printed in farm-trade journals, parish news-letters, local papers, and posted on community web-sites, along with 8 live radio interviews, and presentations to over 500 people. Motorcycle professional racer, '*John McGuinness*', personally endorsed the initiative, leading to positive articles in motorcycle periodicals.

## **Education**

### **Safety Awareness Days (SADs)**

Held at local cattle-auctions, with cross-agency support encouraging compliance to the key objectives. Primary topics included a safe tractor-driver initiative, dovetailed with safe road-side signage deployment, legislation and field-access management presentations. Sessions were repeated across two half-days, typically attended by 70-100 farmers. The cattle-auction provided a notice board with strategy literature and forthcoming presentation dates displayed. With crop-harvest calendar baselines changing, I also stimulated dialogue for farmers to consider adaptation measures to meet the challenges posed by climate change, as identified in analysis.

### **F.A.R.M.R Presentation**

To further consolidate key objectives, make training cost effective and accessible, I devised the F.A.R.M.R – ‘*Farm Accidents on Rural Main Roads*’ workshops, provided free to farmers, addressing safe tractor driving, focusing on precipitating factors in collisions, warning-sign deployment / risk-assessment and countryside stewardship.

### **Internet outreach**

Lancashire Libraries provided support, with installation of an internet link/desktop-PC in the beat-area unoccupied police-house, providing an out-reach facility for farmers to see the F.A.R.M.R presentation on-line.

## **Partnerships**

### **Temporary Signage**

In the survey, farmers thought use of temporary signage could be beneficial. I worked closely with them, designing a lightweight portable sign, and consulted with the Highways Agency (HA), as the proposal did not meet statutory provisions governing roadside-signage. Months of protracted meetings and tabled proposals/designs finally saw regulatory constraints relaxed, allowing their use.

### **Road Blaster Trailer**

The survey also highlighted farmers believed road cleansing equipment is a good idea, but costly to buy. I contacted Major Agric-Equipment, based in Ireland, who built a \$40,000 trailer, with grant support funding, to fire high-pressure jetted water to break up mud and float it to the surface, followed by rotating brushes to clean roads. Named the 'Road-Blaster' by the farmers, it was permitted be trialed on public roads by the HA, together with the signs, the first time such permission has been granted for either initiative on public roads across the UK.

### **Evaluation**

An initial batch of 30 signs were distributed to farmers in incident hotspots, together with deployment of the 'Road-Blaster' via a selected agricultural contractor to clean the roads whilst the maize crop harvest was in full swing. Sign and trailer deployments were coordinated and recorded by farmers and contractors, and monitored by the police, who randomly sampled other road users, in particular motorcyclists, as to the merit of the signs and road cleanliness during the 3-month evaluation period.

### **Vegetation / Field Access Management**

Farmers, landowners and highway engineers were consulted concerning field exits with badly overgrown vegetation and field access sites near collision and incident hotspots.

## D: ASSESSMENT

### Meeting Set Objectives

#### **Calls For Service**

Police/highways deployments to mud on road incidents in the area reduced by 96% from 48 in 2006, to just 3 in 2007, resulting in an overall saving of 240 hours and \$28,236 as a direct result of farmers embracing the non-statutory working practices. From those figures, savings to the police amounted to 77 hours and \$4,580, with 168 hours and \$22,710 savings to the local authority. The reductions in response officer and highway engineer attendance, has allowed those valuable front-line resources to be allocated to higher priority calls.

#### **Collisions**

In 2007, farm-vehicle collisions attributable to mud on the road, or farm-vehicles emerging from areas of poor visibility have reduced significantly for first time in 3 years, with serious injuries reduced by 100% to zero, and slight injuries from 8 to 1, Damage only collision claims have also dropped from 31 to just 5. It is known a serious injury collision costs society \$284,000 and a slight-injury \$28,000. If reductions are set against 2006 figures, we have saved \$680,000.

#### **Public satisfaction**

The *Farmer* and *Mud Slider* flyer's saw demand out-strip supply, resulting in a print re-run. The corporate pamphlet also proved popular with the local authority adopting the idea, with distribution across Lancashire networks. The practitioners guide to assist operational officers identify farm-vehicles also proved popular, with feedback indicating it will assist in more accurate completion of collision reports.

#### **Community Reassurance.**

Quality of life has greatly improved, by replacing resident's concerns with reality, with re-visits to the 23 complainant's, showing, all but one were now completely satisfied, having seen a marked improvement in road-cleanliness and driving standards. Positive responses were also received from ward councilor's who backed the campaign and conveyed resident responses, having seen the community handout, turned previous dissenters into vocal supporters.

### **Safety Awareness Days (SAD's)**

Two SAD's have been undertaken, attended enthusiastically by 300 farmers, achieving the primary aim of capturing, and more importantly, changing farmer's mindset and behaviours, in particular, in their attitude to other road users, and land management practices, with the net-offset of achieving tangible reductions in calls for service and road casualties.

### **Post Strategy Evaluation**

239 (96%) of farmers from the original consultation survey provided positive feedback: 95% stated the SAD workshops increased awareness to their own safety, and that of other road users. All respondents accepted the non-statutory working practices were highly beneficial, and created a safer-working environment. They unanimously believed provision of temporary signs were an effective way to mitigate potential crashes as they now understood their legal obligations following attendance at presentations.

Two letters of appreciation have been received from participants, with two respondents indicating they would not recommend the initiative to others. 75 randomly selected road-users stated local roads were much cleaner, and advance warning signs increased their awareness to take greater care where mud-debris was prevalent.

### **F.A.R.M.R Presentation**

The '*Farm Accidents on Rural Main Roads*' presentations have proved very popular, having been seen by 120 farmers from across the region, and into Cumbria. The NFU have adopted the strategy for presentation at bi-monthly meetings to further engage farmers.

### **Internet outreach**

The on-line workshop presentation, available through county libraries P.Net (people's internet) service, has been viewed over 50 times, with local authority data indicating 80% of service users are from rural communities.

### **Mud on road signs**

The successful evaluation has seen \$8000 partner funding raised, enabling printing and provision of 250 temporary signs and high-vis tabards, to local farmers, who asked for additional temporary signage to warn road-users concerning farm traffic, livestock movement and hedge-clippings, which were provided, with all signage consistently used across the region in 2007.

The Cooperative Society, the famous corner shop, and world's largest consumer-owned retail business, place the biggest demands on farmers to meet consumer demand. The Society has adopted a local community accountability policy, by supporting the strategy with a funding donation, enabling production of the signs.

### **Road-Blaster**

The successful road-blaster evaluation has led to further dialogue with County Council with proposals for agric-contractors to undertake further road-cleansing in the area, sub-contracted to the local authority. This is a complex, but viable and cost-effective proposal, being progressed through legal channels at County hall.

As an unintended consequence, the evaluation identified a gap in insurance provision from the NFU to its members, excluding some farmers from using the cleansing attachments on their tractors. This anomaly is being corrected, thereby allowing farmers across the UK to lawfully clean the roads with appropriate indemnities in place. This also places legal obligations on agric-contractors to clean roads, whilst undertaking contractual activity on behalf of farmers. This also led to several farmers/contractors who identified an imbalance in their machinery capacity forming an informal 'machinery-ring' to allow wider accessibility to road-cleansing attachments for fitment to their tractors. The farmers adopt a user-friendly and cost-effective stance by cooperating and sharing the surplus capacity to clean local roads.

## **Meeting Secondary Objective**

### **Vegetation Management / Field access**

Two dangerous field-exits at collision hotspots have been closed, with compacted building-rubble and hardcore aprons placed at several field-exits leading on to main roads. Field access gravel tracks have also been created, as a result of informal permissive access agreements between farmers/landowners, with the tracks successfully linking a number of outlying farms/fields, thereby significantly reducing tractor movement and mud-debris on roads. Materials were sourced from demolished/abandoned outbuildings, which enhanced landscape character, and utilised carbon-free, recyclable, and environmentally friendly material. Vegetation management at several additional sites has also greatly improved forward visibility, reducing potential for further collisions.

### **Climate change**

The threats are serious and challenge sustainability of the Pasture strategy. Understanding the issue is complex, but both important and necessary to address the risk, from a problem-solving and social stand-point, as we simply act as caretakers for those that follow. In that regard, a climate change action-plan is being developed, working with the NFU, researching ways to undertake predictive analysis to highlight seasonal weather pattern changes affecting crop-harvest cycles. In turn, farmers and contractors have been encouraged in the responses to consider adaptation and mitigation measures, integrated with the non-statutory working practices, linking to the application end-point; preventing collisions, attributable to mud-debris dragged off rain-sodden fields.

The web-based F.A.R.M.R. resource is under review, exploring possibilities to help farmers manage the challenges in a user-friendly way, by posting key information on a CD-Rom, without getting bogged down in scientific language. Furthermore, an additional flyer; *'Farming to the Future'* will provide farmers advice on preventative working practices to adapt to the threats and maintain landscape character, thereby protecting the rural communities quality and way of life. Partnership working has seen Major Plc provide warning signs/strategy literature at point-of-sale with all agricultural equipment sold across the UK, and designing an environmentally friendly slurry-trailer to further reduce mud-debris on the regions roads.

### **Diffusion of Benefits**

The project principles are a transferable commodity, having been successfully implemented in other areas across the force, with elements being considered for inclusion in a proposed '*Rural Safer Transport Guide*' being prepared by the NFU for the Highways Agency. Farmer's were charged a nominal fee for the temporary signs, with funds donated to the Royal Agricultural Benevolent Fund through the NFU.

### **Conclusion**

This is not just a good example of bringing about a reduction in casualties and calls for service, but a live example of partners, working together applying groundbreaking problem-solving to precipitating factors surrounding climate change to address, and maintain, the rich and fragile ecology of the area with multiple environmental designations. These have been embraced both sympathetically and appropriately with advice and experience of the NFU and English Nature, working with farmers/landowners to reduce environment impact, with the positive outcomes resulting in local farmers becoming true '*guardians of the countryside*' through voluntary compliance to strategy objectives, testifying to the impact a shared and citizen-focused approach to problem solving can have on a significant public safety issue.

Operation Pasture has fostered positive relationships between farmers, police and local-authority officers, in turn, generating many financial savings, however, and most importantly, we have prevented further tragedy, therefore the savings in human emotion terms are priceless.

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**Number of words used: 3946**

### 3. Agency and Officer Information

- This problem solving initiative was initially developed and implemented by the coordinating Community Beat Manager, (CBM) across the outlying rural conurbations of Northern Division Basic Command Unit, (BCU) as a pilot evaluation. The impactful results have seen a roll-out across Lancashire, with support from other satellite branch offices of the National Farmers Union and the local authority.
- Problem Orienting Partnerships are firmly rooted as a policing style within the Constabulary. POP seminars and workshops are regularly held at BCU level, with a POP competition held annually at Force level, bearing similar hallmarks to the Goldstein Awards. Each BCU has a Chief Inspector POP champion, Multi-agency Partnership (MAP's) Inspector, trained POP coordinator Sergeants and analyst support staff. Part of their role is to provide training and guidance to operational police officers, partner agencies, and local authority.
- All officers are encouraged to undertake problem-solving initiatives, in particular to tackle medium to long-term problems, with an expectation for officers to routinely use the problem solving model in order to deliver sustainable solutions. There are no additional incentives given to officers.
- Problem Solving training support booklets are available to operational officers, together with in-house 'Intranet' main-frame information, detailing both strategic and operational implementation of the SARA model, and Problem Analysis Triangle.
- A number of resources and guidelines were used during management of this project including:-  
Tilley (05) Crime Prevention & Community Safety – Scott M.S; *Sharing Police Responsibility to Address Public Safety Problems*.  
Bullock & Tilley.(03) Crime Red & Problem Solving – *Rolling out the National Intelligence Model: key challenges*  
Clarke & Eck (03) Problem Solving Analyst –*Env Criminology / Finding practical responses / Assessing the Impact*  
California Highway Patrol – SAFE Program – 2002 Herman Goldstein Award Winner.  
Using Analysis for Problem-Solving – COPS Guide  
[www.crimereduction.gov.uk/toolkits](http://www.crimereduction.gov.uk/toolkits)  
[www.popcenter.org](http://www.popcenter.org)
- No problems or issues were identified with the Problem-Solving model.
- The project was implemented and managed by one Community Beat Manager, (CBM) as part of his general duties. It is difficult to quantify resources that have been applied to the project, as expenditure has been in participant's personal time and commitment, and cannot be easily valued. Whilst inevitably, police-resources have been applied, these have been undertaken predominantly by one officer, and easily justify the outcomes achieved. There were no other financial resources incurred.
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# Operation Pasture APPENDICES



## Operation Pasture - Northern Division

Dear resident,

You may have noticed additional police activity over the last few months. This leaflet explains what is going on, how you can help and hopefully answer some questions.

During the summer months there is increased agricultural traffic on the roads, especially in rural areas where the roads were not built to take large volumes of traffic, which can lead to increased crashes with many visitors to the area, particularly motorcyclists, some of which travel at high-speed. Regrettably, a number of these crashes involve slow moving farm vehicles whilst they are turning into or from the main carriageway. In some instances, other road users have not seen a signal, and attempted to overtake, into the path of the turning vehicle.

When agricultural vehicles are working in fields adjacent to main roads we encourage the use of temporary warning signs placed near field entrances, and taking extra care in ensuring mud from fields and other debris is not left on the road. Responsible farmers, contractors and landowners clear up most debris straight away, but unfortunately there is a small minority who do not.

Operation Pasture is a partnership strategy to address collisions involving agricultural vehicles, concentrating on education and friendly persuasion to encourage farmers to take a responsible attitude to road safety and the condition of their vehicles. Recent analysis shows by working together, we are starting to see a reduction in numbers of collisions involving tractors, in particular those involving motorcyclists have significantly reduced. There has also been a noticeable improvement in numbers of agricultural vehicles on the road with serious defects. Further analysis indicates a large number of collisions, council and police call-outs concerning mud and other debris on the carriageway, which we are addressing with provision of temporary signage and other measures to reduce casualties, making the roads safer for all road users.

We are committed to providing a best-value service, and will ensure everyone is treated with courtesy and respect. If you would like further road safety advice, or can offer ways of improving our Operation Pasture strategy, or feel something has gone wrong in the way we deliver our services to you, we would like to know about it.

Police Constable Keith Collins. Caton Police Station. Tel: 01524 771894  
Lancaster Divisional Police Headquarters . Tel: 01524 63333

COMMUNITY HANDOUT



## ***'FARMING FLYER'***

During the summer months there is increased agricultural traffic on the roads, especially in rural areas where the roads were not built to take large volumes of traffic, which can lead to increased crashes with many visitors to the area, particularly motorcyclists, some of which travel at high-speed.

Regrettably, a number of these crashes involve slow moving farm vehicles whilst they are turning into or from the main carriageway. In some instances, other road users have not seen a clear signal, and attempted to overtake, into the path of the turning vehicle.

We ask special care is taken when entering or emerging from fields & other concealed entrances. Consider other motorists when you make unexpected manoeuvres on the road, by making clear signals in good time and checking indicators and lights are in working order.

When agricultural vehicles are working in fields adjacent to main roads we encourage the use of temporary warning signs placed near field entrances, and taking extra care in ensuring mud from fields and other debris is not left on the road. Responsible farmers, contractors and landowners clear up most debris straight away, but unfortunately there is a small minority who do not. If attempts are not made to clear the road, then the Police can arrange for the road to be cleaned and costs may be recovered from the culprit.

***Share the Roads, Share the responsibility***

PC Keith Collins, Caton Police Stn, Tel/Fax 01524 771894

HANDOUT TO FARMERS



## ' MUD-SLIDER FLYER '

### ***INFORMATION TO MOTORCYCLISTS***

The past few years have seen an increase in the number of motorcyclists riding high performance machines, coupled with a disproportionate increase in the number of fatal and serious crashes in the Lune Valley and Trough of Bowland.

Regrettably, a number of these crashes involve slow moving farm-vehicles, often whilst the farm-vehicle is turning into, or emerging onto the main carriageway. In some instances, motorcyclists have not seen a signal, or attempted to overtake into the path of a turning farm-vehicle with disastrous consequences.

We ask special care is taken when passing fields & other concealed entrances where tractors may be entering or exiting at slow speed, and consider other motorists if you make quick or unexpected manoeuvres on the road, by making clear signals in good time.

Also, take extra care where mud from fields and other debris is occasionally left on the roads. Responsible farmers, contractors and landowners clear up most debris straight away, but unfortunately there is a small minority who do not. We have actively supported the use of temporary warning signs for the farming community to place near field entrances where patches of mud and other debris may be evident, please pay heed to the signs if you spot them, they are there for yours, and other road users benefit.

Over the last few years we have devoted a lot of time and resources to the education of motorcyclists, and other road users, to ensure that our roads are safe, and we will continue with our efforts in this area to further reduce casualties.

***Share the Roads, Share the responsibility***

HANDOUT TO MOTORCYCLISTS





**Michael Cunningham**  
**Deputy Chief Constable**

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22 April 2008

Rob T. Guerette, Ph.D  
School of Criminal Justice  
Florida International University  
University Park, PCA 366B  
11200 S.W. 8th Street  
Miami, FL 33199

Dear Rob

**The Herman Goldstein Award 2008**

**Northern Division – Operation Pasture**

I am delighted to personally endorse and forward the attached entry in respect of this year's Herman Goldstein Award.

I look forward to hearing from you in due course. Should any of the Lancashire submissions be successful in these awards I would be grateful if I am the first point of contact for the Force.

If you have any enquiries regarding this application please do not hesitate to contact my office on the telephone number shown. Alternatively, you may wish to speak with Chief Inspector Richard Blackburn, in the HQ Neighbourhood Policing Implementation Team, who is co-ordinating these competition entries on the force's behalf. Richard is available on telephone number 01772 413570.

Yours sincerely

Michael Cunningham  
Deputy Chief Constable