

# Appleby Fair 2010

## Evaluation Report



August 2010



## Introduction

Eden District Council decided to take community leadership of the Appleby Fair in October 2007 and bring the key public agencies and Gypsy and Travellers together to form the Multi-Agency Strategic Co-ordinating Group (MASCG) to develop an Operational Plan.

The group had an involvement in the 2008 Fair but took over responsibility for the co-ordination of Appleby Fair from July 2008 and so the 2009 event was the first under the total control of the group.

From 2008, the group produced an Evaluation Report of the way the Fair had operated and developed from that an Improvement Plan that informed the work on future Fairs.

The Evaluation Report was developed from feedback from all agencies, visitors, Gypsy and Travellers, traders and local businesses and aimed to reflect everyone's views.

The group agreed a similar approach this year and this Evaluation Report has been developed from consultation with all groups involved in the Fair. With the development of the website there has been increased electronic feedback.

MASCG, after it was established agreed a three year plan to ensure improvements to the way the Fair operated and the 2010 Fair was a result of three years work. Following the conclusion of the three year plan, MASCG will be looking to develop a further three year strategy and Improvement Plan.

There were a number of major changes to the operation of the Fair and that was quite a challenge to a lot of people, not least the Gypsy and Traveller community and I hope that people feel it made the event safer, more enjoyable and moved it some way back towards the vibrant cultural event it used to be.

I would like to thank all agencies, individuals and groups who were involved in the planning and delivery of the Operational Plan and also those who took time of feed into the evaluation process.

Hopefully, this report reflects everyone's views and the subsequent Improvement Plan will provide the basis for more improvement in 2011.



Kevin Douglas  
Chair, Multi-Agency Strategic Co-ordinating Group

The Multi-Agency Strategic Co-ordinating Group would like to thank the Eden and Carlisle Crime and Disorder Reduction Partnership and the South Lakeland Crime and Disorder Partnership for their financial support in 2008/09 in helping delivery of the 2010 Appleby Fair.



## **Background Information**

The 2010 Fair built on the two previous Fair's Operational Plan. However, there were a number of changes introduced in 2010:

- 1) Greater links with South Lakeland District Council to plan the transit arrangements from South Cumbria and ease pressure on Sedbergh and Kirkby Lonsdale.
- 2) Wider ranging traffic order arrangements related to transit sites and agreed protocols by all agencies.
- 3) Operation of local bus service retained throughout the Fair for first time.
- 4) Implementation of Licensing Charter with agencies and licensed premises for the period of the Fair.
- 5) Introduction of mounted Police for both public order and community liaison use.
- 6) Further development of educational/cultural activities.

These initiatives were backed up with a co-ordinated media strategy to ensure that all groups were aware of the changes that were taking place and to ensure as smooth a transition as possible.

## **Outcome**

The Operational Plan had a number of agreed outcomes for each agency but with the overall aim being for the Fair to be:

- 1) a better controlled and managed environment to allow people to feel safe and enjoy the event.
- 2) to reduce the impact upon the local area/community to allow people to go about their everyday lives.

Whilst it is difficult to measure outcomes, the feedback shows that:

- 1) the licensing arrangements were not satisfactory in that they lead to some licensed premises not opening for the period of the Fair.
- 2) the Gypsy and Traveller community felt that the policing arrangements were not proportionate to the event.
- 3) the local community felt the policing and regulatory changes reduced the problems previously encountered.
- 4) the transit arrangements (particularly in South Cumbria) worked well and improved the build up to the event.

Whilst clearly there are some issues for further discussions and consideration, the Operational Plan worked well and the co-ordination of agencies was improved.

## **Detailed Outcomes<sup>1</sup>**

Each agency identified specific outcomes and the key points are as follows:

### **HMRC**

- 327 (657) vehicles checked for fuel 5 (8) detected running on red/green diesel

### **South Lakeland District Council**

- 4 transit sites provided
- Toilets and skips provided

This is the first year the Council has been formally part of the MASCG plan.

### **Trading Standards**

- 5 (5) counterfeit traders removed
- 2,400 (4,000) counterfeit goods (valued at £270,000 (£250,000)) voluntarily surrendered
- All goods handed over to International Aid Trust for projects in Eastern Europe

### **Eden District Council**

- 1,394 caravans (1,499 in 2009) – reduction by
- 210 market stalls (210 in 2009)
- No unlicensed street traders
- 24 tonnes of litter removed (39 tonnes in 2009)
- 36 litter bins (38 in 2009)
- 30 temporary toilets (30 in 2009)

### **Cumbria Constabulary**

- 60 arrests (106 in 2009)
- 19 crimes (54 in 2009)
- 23 drug offences (5 in 2009)
- 182 incidents (244 in 2009)
- 88 fixed penalty offences (156 in 2009)

### **RSPCA<sup>2</sup>**

- 311 incidents where owners of animals were given advice or assistance
- 23 verbal warnings (25 warnings in 2009)
- 2 Police cautions
- 1 RSPCA adult written caution
- 3 cases reported for summons
- 60 animals referred for vet treatment

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<sup>1</sup> Figures in brackets are 2009 figures

<sup>2</sup> First year detailed figures provided for report

- 3 equines put to sleep
- 1 puppy put to sleep
- 6 equines transported away from the Fair; 5 for re-homing, 1 taken into possession pending outcome of possible court proceedings
- 2 stray dogs taken in by Eden District Council
- 3 puppies taken in by Westmorland RSPCA Branch

### Ambulance Services/PCT

- 30 blood pressure checks undertaken (new services in 2010)
- Minor injuries/first aid cover provided over Fair
- Immunisation/vaccination service offered – no uptake (new service for 2010)

### Financial Information

The costs of the various activities undertaken as part of the Operational Plan have been met by the relevant agency. A number of services were provided in partnership.

The Carlisle and Eden Crime and Disorder Reduction Partnership £5,000 (£8,000 in 2009) and the South Lakeland Crime and Disorder Partnership (£1,800, nil in 2009) both provided grants to address a number of crime reduction issues. The grant was reduced due to funding remaining from the 2008/09 grant.

The total costs for the 2010 Fair were as follows:

Organisation	2010 (£)	2009 (£)
Eden District Council	33,183	30,600
South Lakeland District Council	4,110	-
RSPCA	27,000	40,000
Cumbria County Council - Trading Standards	1,545	10,686
• Highways	*Not yet available	5,000
• Other Costs	*Not yet available	27,500
Environment Agency	1,500	1,500
Cumbria Fire & Rescue	1,326	2,410
Ambulance/PCT	1,958	2,000
HMRC	210	1,850
Media Spend (Joint Cost) <sup>3</sup>	2,475	-
Cumbria Constabulary <sup>4</sup>	90,866	260,288
<b>Total</b>	<b>151,564</b>	<b>381,834</b>

The total cost for the Fair operation in 2010 was £151,564\* which shows a huge variation from the previous year. This is, in part, due to a change in accounting practice whereby only additional costs for an agency were included and not the normal/ongoing service costs.

\*Cumbria CC costs still to be added

<sup>3</sup> Costs previously included in individual agency budget

<sup>4</sup> Change in accounting for costs

Also, for the first time in 2010, Cumbria Constabulary utilised special policing services cost recovery from a number of agencies/land owners to help offset the costs incurred.

In addition, there has been some economy of scale achieved in providing services and this will continue to be considered in future planning.

The income generated from the event in relation to site fees, car parking, trading etc is retained by land owners. There are only a small number of contributions made to operational costs from those benefiting from the Fair.

The issue of financing remains a key issue for 2011 especially given the reduction in public spending. There will need to be further consideration of how to reduce the cost to the tax payer.

This will have to be by agreement with the individual agencies/groups as there is little legislative or enforcement action that can be applied as most of the event is on private land.

## **Media**

The Media Strategy for 2010 was co-ordinated by a sub-group of all the public agencies.

Their work included updating the website, co-ordinating media messages, targeted campaign messages (horse passports, transit sites) and responding to individual incidents.

The group were particularly under pressure this year as the Police media team were fully deployed to the West Cumbria shooting incident.

A key success is the utilisation of the website which is now the major communication vehicle for the event with both Gypsy and Traveller community.

Over the past twelve months there were 1,973,952 hits on the site with a peak of 700,000 in June (during the Fair period).

In addition, the Media Team monitored a number of social network sites relating to activity and responded accordingly.

Each agency provided relevant spokespersons to deal with issues (including the Gypsy and Traveller community) and the group co-ordinated this work.

Given the difficult issues and tensions that arose in the build up and during the Fair, the media work was particularly complex this year.

## **Evaluation Process**

Prior to the 2010 Appleby Fair, the MASCG agreed an evaluation process to be undertaken in the 2-3 months post the event. The agreed process was:

- Undertake a detailed public agency debrief
- Receive feedback from Gypsy and Traveller community
- Hold public drop-in and Neighbourhood Forum meeting in Appleby for local residents
- Analyse individual correspondence to agencies to capture key issues
- Analyse feedback forms from Appleby TIC related to visitor (and some resident) comments
- Hold public meetings with areas who had experienced difficulties
- Produce a comprehensive analysis of the outcomes of these sessions

- General letters and correspondence

The agency debrief took place on 21 June 2010 and all the key public agencies participated.

The feedback from the Gypsy and Traveller community was undertaken via written or verbal feedback from drop-in session. There were also more individual comments via website.

The drop-in session and consultation forum were organised by Cumbria County Council's Neighbourhood Team and a separate independent report was produced. This is set out in Appendix 1.

The feedback forms from Appleby TIC were analysed by Cumbria County Council's Neighbourhood Team are included in the independent report.

All the general correspondence on the Fair was dealt with by the responsible agency and responded to. Any additional issues not already identified were fed into the final evaluation. Most of the correspondence reinforced issues that had already been identified either by the public agencies or feedback from public meetings.

Given some of the issues that occurred during the Fair, the evaluation process was particularly difficult to ensure that the final report presented a balanced response on what were often very differing views.

Cumbria County Council's Neighbourhood Team are to be thanked for producing a balanced and sensitive analysis that will greatly assist in moving issues forward.

## **Improvement Plan**

Following completion of the Evaluation Report, the MASCG would normally produce an Improvement Plan for the respective agencies to seek support for.

Whilst the individual agencies have a number of issues to address, it is not proposed to prepare a detailed Improvement Plan until the strategy document has been approved and then it can take account of the outcomes agreed within the strategy.

However, work on individual operational issues will continue by agencies in the interim period.

## **Appleby Fair Strategy 2011/2013**

In October 2007, Eden District Council agreed to take a more direct input in the operational planning of Appleby Fair and this led to the formation of MASCG and a three year strategy (2007-2010) to 'prepare, deliver and co-ordinate an overall Operational Plan to deliver a safe and enjoyable Appleby Fair event'.

That strategy is now in need of review and the group have undertaken work to prepare a further three year strategy for the event.

It is clear that significant progress has been made by MASCG in delivering the vision and objectives associated with Appleby Fair, but a number of major issues remain unresolved. The revised strategy aims to build on the progress made to enable the event to move forward. The draft Appleby Fair strategy for the next three years is attached for consideration at Appendix 2.

MASCG have agreed the draft strategy and now plan to consult and get formal endorsement from all the key public agencies and Gypsy and Traveller representatives and local communities to enable this to be taken forward. The timescale for this is:

- Draft strategy agreed – August 2010
- Community consulted for comments – September/early October 2010
- Final draft strategy agreed by MASCG – 18 October 2010
- Endorsement of strategy by public agencies – November-December 2010 (dependent upon arrangements)
- Strategy implementation – January 2011

Whilst this is a challenging timetable, there is a need for it to be agreed as the budget setting process for the various agencies will be agreed in the January-March period.

A separate consultation process is being developed for consideration of the strategy but all responses are welcome and can be forwarded to MASCG via the Appleby Fair website.

## **Conclusion**

The 2010 Appleby Fair continued the implementation of a change process begun in 2008. As such, it was again a year of adjustment and threw up a number of challenges and considerable discontent amongst the Gypsy and Traveller community.

Whilst the overall planning and implementation went well, there is a continuing need to get a correct balance between all sections of the community and it is clear that this has not yet been totally achieved.

However, with the drafting of a further three year strategy, MASCG has signalled its commitment to the event and improving the way it operates.

The success of the joint working, co-operation of the local community and with the support of the Gypsy and Traveller community, the event can be further improved to enable it to become better for all those involved.







## **Report on Appleby New Fair 2010**

August 2010

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## **The Report**

This Report takes the form of a summary followed by more extended accounts taken from each of the sources identified below.

Probably inevitably, these accounts present different, sometimes contradictory, responses to Appleby New Fair 2010. However, they can be said to represent the Fair as experienced by the respondents. In that sense these responses to the consultation process contribute valuable insights to our understanding of how arrangements for the Fair in 2010 were experienced and understood. This account is offered as a contribution to the overall evaluation of the Fair being conducted by MASCG. It is also offered to a wider public audience to inform their reflection on the Fair.

Despite reservations about the representative ness of the responses received, certain themes and patterns of response are evident from the information available. These form the basis of the report. The headings below are taken from the comment sheets.

## **Summary**

### **Report on Appleby New Fair 2010**

Following the New Fair 2010 the Eden Area Office of the Community Unit of the County Council consulted local communities through a 'drop-in' and Neighbourhood Forum held in the Appleby Public Rooms on 8<sup>th</sup> July 2010. Individuals were also encouraged to submit individual written comments on forms made available in Appleby (see Appendix 1). In addition comments were canvassed on the Appleby Fair website.

### **Introduction**

The following summary and main paper is based on an analysis of comments from

written responses from the 'Appleby Horse Fair Comments Form' distributed in Appleby and collected by the Appleby Tourist Information Centre (n = 65).;

responses to the Appleby Fair website (n= 173);

notes taken by the chairs of discussion groups at the Neighbourhood Forum on 8<sup>th</sup> July attended by 96 members of the public.

- The opportunity to comment via the Fair website has resulted in an increased number of responses from gypsies and travellers and visitors.
- The respondents can be described as a self selecting. Their views are not therefore necessarily representative of wider opinion in Appleby or elsewhere. However, they therefore provide a useful source of identification of issues to be addressed in the future.
- Despite reservations about the representativeness of the responses received, certain themes and patterns of response are evident from the information available.

### **Street Cleaning**

- The arrangements for street cleaning were seen by almost all respondents as having been good.
- It was recognised that this had been an increasingly positive feature of the Fair in recent years.

## **Toilets**

- The predominant view was that portaloos had to be cleaned (and repaired where necessary) more often.

## **Traffic**

- Generally, traffic arrangements met with approval.
- Parking for coaches had proved to be difficult.
- Trains were reported to be overcrowded.

## **Parking**

- Generally, parking arrangements for visitors and residents were seen as acceptable.

## **Public Transport**

- Where use was reported responses were positive

## **Animal Welfare**

- A far as local respondents were concerned there were four types of response...  
no comment (invariably from residents who had not come into Appleby during the Fair);  
respondents who tended not to have personally observed any problems but were reassured by the RSPACA presence;  
respondents who had general concerns about the treatment of horses;  
respondents who witnessed specific instances of mistreatment.
- Those who were satisfied with animal welfare tended to connect this to the presence and activity of the RSPCA.
- The Jubilee Bridge area was mentioned more than once as a site where animals were being mistreated.
- Gypsies and travellers were as likely as others to condemn mistreatment of animals. However, several took the view that observers had a limited understanding of horsemanship.
- There was some scepticism from traveller respondents about the role of the RSPCA, and their attitude to the Fair more generally.
- There was some consensus about the necessity for watering points on Fair Hill.

## **Caravan 'Parking'**

- For residents 'early arrival' had almost disappeared as an issue.
- However, for travellers the issue was in finding stopping places en route to Appleby.

## **Public Order**

- The topic of public order attracted the largest number of comments.
- It was the most contested area with clear distinctions in opinion between the resident and travelling communities.

## **Travellers and public order**

- All gypsy and traveller comments were received via the internet.
- Comments from gypsy and travellers focused on the following themes...  
police attitude;  
a perceived attempt to end the Fair;  
cultural misunderstanding of the significance/nature of Appleby as well as gypsy and traveller culture more generally;  
pub closures.
- Approximately two thirds of the traveller respondents could be said to be dissatisfied, often more than dissatisfied, with how the event had been policed.
- For some, police activity was seen part of a larger plan to close the Fair.
- A number of respondents referred to what they saw as a *right* to attend the Fair. The implication was that this was under challenge.
- There was also a belief that the police, and by association the Fair '*organisers*', did not understand or appreciate the culture of the Fair, or of the gypsy and travelling communities generally.
- The closure of pubs in Appleby was attributed to the police and seen as detracting from the Fair atmosphere.

## **Residents and policing**

- Approximately three quarters of resident respondents from both sources were satisfied, sometimes more than satisfied, with how the event had been policed.
- Just over one in ten (11%) expressed dissatisfaction with policing.
- A large number of comments referred to 'fear' and 'intimidation' in relation to the Fair and how this had been diminished by police presence and policy.
- A number of respondents viewed police action as redressing a previous imbalance where anti-social behaviour by gypsies and travellers had been tolerated by the police.
- A minority of residents found the police presence to have been intrusive and aggressive.
- These respondents deplored the closure of pubs and shops during the Fair.

## **Visitors and policing**

- The majority of visitors (66%) approved of police efforts.
- Approximately one in 6 (16%) commented negatively on police activity and attitudes.
- Regular visitors to the Fair tended to take the view that police behaviour had been inappropriate.
- Visitors were more likely than other groups to comment favourably on the deployment of mounted police.

## Commentary & Recommendations

- Respondent comments seem to suggest two communities, resident and travelling who tend not to share or value the same experiences
- For travellers a concern that authorities were seeking to close the Fair down, the absence of public amenities, and forceful policing combined to produce a feeling of persecution. Residents saw the situation as the impartial application of the law.
- The Fairs seems to be developing two increasingly separate communities neither of which appears to be enjoying the Fair.
- The Fair is an important cultural and economic event, generating approximately £1.4 million for the local economy.
- Future development should not simply result in the satisfaction of one community at the expense of the other.
- Successful delivery of services through MASCG will continue to be essential to any future developments.
- These continuing efforts should be complemented by engagement with resident and travelling communities to establish how the Fair could...  
bring communities closer  
develop as a horse fair for the 21<sup>st</sup> century

## Report on Appleby New Fair 2010

Following the New Fair 2010 the Eden Area Office of the Community Unit of the County Council consulted local communities through a 'drop-in' and Neighbourhood Forum held in the Appleby Public Rooms on 8<sup>th</sup> July 2010. Individuals were also encouraged to submit written comments on forms made available in Appleby (see Appendix 1). In addition comments were canvassed on the Appleby Fair website using a similar format.

### Introduction

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written responses from the 'Appleby Horse Fair Comments Form' distributed in Appleby and collected by the Appleby Tourist Information Centre (n = 65);

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notes taken by the chairs of discussion groups at the Neighbourhood Forum on 8<sup>th</sup> July attended by 96 members of the public

- This is a larger written response than in 2008 (n=88) and 2009 (n=18).
- Taken together the written responses can be categorised as coming from...

Gypsies and travellers	13%
Residents	61%
Visitors	16%
Not identifiable/none of the above	10%
- The opportunity to comment via the Fair website has resulted in an increased number of responses from gypsies and travellers (30/173) and visitors (35/173).
- The comment sheets distributed in Appleby attracted responses from a few visitors (4/65) and no obvious gypsy or traveller contributors.
- The respondents can be described as a self selecting. Their views are not therefore necessarily representative of wider opinion in Appleby or elsewhere.
- The comments were comprehensive, and offer illustrative accounts of experience of the Fair in 2010. They therefore provide a useful source of identification of issues to be addressed in the future.

### Street Cleaning

The arrangements for street cleaning were seen by almost all respondents as having been good. Typical comments included....

*I thought the cleaning during the Fair and after was excellent. Congratulations to all those involved.;*

*Very impressed with how tidy Appleby was after the Fair was over on a Monday.;*

*The cleanup of the streets was well managed with both vehicle street cleaners and people litter picking. This is one of the few years when we have not had to remove rubbish left in our garden as a result of the fair.;*

*Brilliant job, well done! Wednesday June 9<sup>th</sup>, there is hardly a trace of the thousands of people who were here at the week end. Thanks to all involved.*

It was recognised that this had been a feature of the Fair in recent years...

*Street cleaners have done a good job over the last 2 years.;*

*As ever the work force employed to clean site did a very good job under difficult circumstances.*

However, there were recommendations for sites for bins in the future...

*...Around fast food establishments...;*

*...Battle barrow & Long Matron road...;*

*...Market field...;*

*No bins up the flashing lane or in the market field! There seemed to be only bin bags that vendors had put out.*

## **Toilets**

The view here seemed to be...

*The toilets were better this year, thank you. But still room for improvement.*

The predominant theme was 'cleaning'...

*Good though toilets need cleaning more often.;*

*Public toilets and portaloos disgusting. Need to be cleaned regularly.;*

*The toilets were absolutely atrocious. They were disgusting...The portaloos should have been regularly replace or cleaned and checked.;*

*Toilet facilities were a disgrace...surely they can clean them more often.;*

There was a request for...

*More toilets next to the market area please.;*

## **Traffic**

Generally, traffic arrangements met with approval...

*The coning off of Chapel Street was a useful idea and although delays and waiting occurred it was not for ridiculous periods of time and only what was expected with the volume of visitors.;*

*Good this has made things safer for public and horses.;*

*Well controlled by police kept traffic flowing well while still keeping pedestrians and visitors in a safe surrounding.;*

*The control of traffic/pedestrians (etc) was handled very well. It was a great credit to the organisers of the scheme.;*

*Never found it so easy to get in and out of Appleby during Fair week.*

Alternatives to arriving by car seemed to present problems. One area of concern was parking for coaches...

*Successful traffic flow arrangements, lack of info given to us about coach parking arrangements - pleas can we have a section for this on the official website.*

*Arrived with coach group; no signage to coach parking; police totally clueless; inadequately briefed, reluctant to help, took 15 minutes of discussion to be directed accidentally to coach drop-off points...ended up with other drivers spending day on*

*lay-by on A66...If you want coach visitors then you need to sign parking properly & if parking is some distance from centre, need to ensure drop-off points properly signed and policed etc. Coach parks were (I never found them) apparently a long distance away from the town centre.*

## **Parking**

Generally parking for visitors' cars seemed not to present problems. Typically...

*This seemed to work well as last year. Traffic flowed along Garth Heads Road. 'No Entry' signs on Clifford, Belle View and Pembroke Streets made parking easier for residents.;*

*Plenty of parking.;*

*Parking was easy to find with the use of maps from this web page. Also felt secure in leaving car in the field at the bottom of the lane car park. Will definitely use that one again next year.*

Although a few issues were raised by residents...

*On both Saturday and Sunday parking on both sides of the road on entrance to Colby Lane and parking up at Rampkin pastures made it difficult to get up to Glebe and estates.;*

*Much better although would like to highlight AGAIN that Westmorland Road was again used as an overflow car park...I did comment on this last year*

*...parking should be looked at again for the residents of the town...organisers need to understand that not everyone has alternative parking arrangements.*

## **Public Transport**

This section of the comment sheet attracted very few comments, perhaps summarised in the following....

*Not known as not used.*

However, where use was reported...

*I travelled by bus to Kirkby Stephen and back Friday p.m. and was pleased that all went smoothly with only a 20 minute delay on the outward trip.;*

*The public transport on Saturday afternoon was on time until it left the Appleby bypass into town, when it was half an hour late to the Station road bus stop.*

More generally...

*It was good to see the bus service re-instated for the first time in many years thus allowing many residents to actually get out of the town.*

There could also be problems in travelling by train...

*Disappointed that there were not more carriages at what was obviously going to be a busy day. Had to stand all the way from Settle. Will not be using train again.*

## **Animal Welfare**

A far as local respondents were concerned there seemed to be four types of response...

- no comment (invariably from residents who had not come into Appleby during the Fair)

- respondents who tended not to have personally observed any problems but were reassured by the RSPACA presence
- respondents who had general concerns about the treatment of horses
- respondents who witnessed specific instances of mistreatment

For those who were satisfied...

*No ill treatment observed. Condition of animals OK.;*

*Some beautiful horses down the road in good condition, always had food and water when I saw them.;*

*We didn't see anything untoward this year at all.;*

*...all horses and dogs I saw looked very well kept and looked after.;*

*...everything was traditional and the animals looked very lean and relaxed.;*

This view tended to be connected with the RSPCA presence and activity...

*Unaware of any issues but have seen a large presence of RSPCA inspectors.;*

*We only saw one horse with a W and there were plenty of RSPCA officers about.;*

*The RSPCA as part of the multi agency management approach appears to be effective and there seems to be enough of them to cover the breadth of activity.;*

*Satisfied overall and good to see the whip ban followed up with fines this year.;*

*...the extra RSPCA inspectors are a good thing.;*

*I am always worried by animals being trotted at such high speeds for what seems to be hours on end, especially in hot weather, but I have faith in the RSPCA to monitor this and act accordingly.*

*I was satisfied that the animals were mainly treated well and in the few cases where there was a problem the RSPCA (backed by the police) acted quickly to intervene.*

General concerns tended to focus on...

*If I have always been satisfied as most dealing men know how to look after a horse. It is this minority who get involved who have not been brought up with horses, buy one, become a wannabee horse dealer, think they are clever and beyond the law, ignorant to the welfare of horses, trash the horses to the ground driving them in their aggressive way...I agree these need to be educated.;*

*Too many macho idiots racing horses and whipping them too much.;*

*Too much use of whips on some horses especially young teenagers.;*

*I saw horses ridden and driven to what I thought were excess, although I am not experienced with horses.;*

*I saw a couple of cases of what I would call animal cruelty; young frightened foals in the river and horses being beaten (hard) to make them perform.;*

*Still needs to be something done to stop young horses and ponies (yearlings) being put to harness on a cart (horse drawn vehicle).*

There were also specific complaints...

*I think the RSPCA need to open their eyes more. I found a dead horse near Fair Hill which looked like it had been there for awhile. I also saw many horses thirsty with no grass around them to eat.:*

*A horse that got hit on the hip from a stupid idiot racing at ridiculous speeds...one gentleman I witnessed spent 7 hours racing two horses up and down...these horses were subjected to the highest cruelty...as no one is prepared to stop them hammering the roads at very dangerous speeds...not once did I see the RSPCA stewards...approach or hand out any information about 'racing' horses in this It's up to them if they feel cruelty is an issue.*

Some complaints were more specific and 'geographically' based...

*...we have been aware of an increasing number of horses being taken to Jubilee Bridge to be washed and raced. Last Saturday there were over 20 horses...being raced up and down the steep road, one seeming to almost do the splits and being thrashed for its failings? I saw four young men also hitting sheep with their riding crops. Horses were being taken up the steep steps over the bridge. No police or RSPCA presence was visible...this Jubilee Bridge area is increasingly used and needs management.;*

*...there was a small amount of aggressive behaviour towards the horses at Jubilee bridge and maybe this is a site which needs monitoring in future but on the whole it seemed acceptable.*

*...RSPCA personnel appeared to congregate in group, especially in the Sands area, while there was no presence in the Jubilee bridge area where some horses were being ridden hard in the river on Saturday afternoon.*

Travellers were just as likely as others to condemn mistreatment of animals. However, one or two did take the view that others didn't always appreciate what they were seeing...

*I do feel that sometimes people who don't have experience of working with horses may have not understood some of the practices. Whips appropriately used & manual 'smacking' of rumps to move them on. I did feel a bit nervous re the wet ramp to the river...I did wonder if different surfacing on to the ramp might help.;*

*The police need to understand more about horses. For example I always travel in a horse drawn....coming up the A66, up the slip road up a hill a traffic policeman asked me to stop. Going up a hill and pulling a bow top I had to tell him that I could not until I reached the top. He was quite angry because I did not stop on the hill...when coming to Appleby horse drawn. It's important that the police understand that if we cannot get a clear run up the last hill to the Fair, or they should let us wait in the town until there is a clear run up the hill out of town.*

However, the above encounter did resolve itself with the offer of a cup of tea!

There was some scepticism about the role of the RSPCA and their attitude to the Fair generally. Several respondents referred to a 'documentary' made apparently by the RSPCA about the Fair. For one...

*The RSPCA even stopped a hairy dog because it was panting. Are they making another documentary by any chance?*

However, there was some consensus about the necessity for more access to a water supply for horses...

*...I was dismayed to see many horses tethered without water up on fair hill. I also think there should be some drinking troughs supplied in the Sands area.;*

*...availability of water to the animals in such hot weather could be an issue when they are tethered.*

*...there were no watering points on fair hill.;*

*Why wasn't there water troughs sited at suitable points such as the gateway to the big field on fair hill. I was somewhat dismayed that it was the same ponies and horses that were pulling carts up and down fair hill all day long.*

## **Caravan 'parking'**

For residents the issue here was 'early arrival'. However, unlike in previous years, this was the subject of very few comments. Perhaps the current perspective on this for residents could be summed up in the following comment...

*In the last 3 years that the multi-agency committee took control of the Fair, there has been great improvements, in particular the early arrival of travellers has almost been eliminated. The licensed caravan sites have been a great success as far as I am concerned and been a major factor in helping to eliminate early arrivals.*

However, places for caravans, and arrangements for arrival, meant something different for travellers. The issue here seemed to be finding somewhere to stop while travelling. For example....

*...stopping places far too far apart for horse draws. Horses get tired and need to drink. Some small lay-bys could be left open, such as the Ghyllas one this side of Sedbergh....also to prevent build up of traffic on entering the Fair Hill on the Thursday to let horse draws on first before the motorised caravans.*

*I feel that the local police was very harassing towards many of the travellers when we were trying to find somewhere to park up and I think this is wrong as many of us weren't doing any harm just trying to find somewhere safe to park as we have children and wanted to keep off the main roads but kept getting moved on*

*There were not enough stopping places as the police had blocked off all the lay bys*

## **Public Order**

Patterns of response to the different sections of the comment sheet tend to be different from different communities. This is related to how these groups experience the Fair. For example, public transport in Appleby is more of a concern for residents than travellers or visitors; toilets are more commented on by visitors and travellers than residents. 'Parking' means different things to different groups.

However, the area of public order drew comments from all communities. It attracted the largest number of comments and was the most contested topic in the returns. The distinction between communities was particularly evident in these responses. The organisation of this section of the report reflects these divisions.

## **Travellers and policing**

We received many fewer comments from travellers than from residents. In total there were 30 responses from gypsies and travellers compared to 143 from residents. All gypsy and traveller comments were received via the internet.

Comments from gypsy and travellers focused on the following themes...

- police attitude
- a perceived attempt to end the Fair
- cultural misunderstanding of the significance/nature of the Fair as well as gypsy and traveller culture more generally
- pub closures

Approximately two thirds (65.5%) of the traveller respondents could be said to be dissatisfied, often more than dissatisfied, with how the event had been policed. Only 3 out of 29 (10%) made no reference to the police. However, even those who focused on cultural issues and alternative futures for the Fair tended to comment unfavourably on police attitudes and behaviour.

### **Police attitude**

For many respondents the issue was police attitudes and behaviour as follows...

*I spoke to a few policemen who were upholding the law but also getting in the spirit of the fair but sorry the large majority were threatening and unsociable ;*

*police...breathalysed at 6 a.m. whilst walking...impounding motors when people stopped to ask directions...lads pulled from motors for sounding horns...a monumental waste of public money and a massive infringement of travellers' human rights.;*

*I was both upset and angry at the barbaric way we were treated this year...anyone would have thought we had caused riots last year as to how we were treated this! I am nearly fifty years old, CRB checked for my job, with my own property so who gave your police the right to treat me worse than you would an animal.;*

*...the police are too heavy handed. They are asking for trouble the way they went on.*

### **Fair closure**

For some, this was part of a larger plan to close the Fair...

*Way over the top this year I can only think they are trying their best to finish the fair off.;*

*Too many police at the fair. Too many restriction and harassment of travellers...police and authorities I think are trying to stop the fair.;*

*I think the police were ok on Saturday but bang out of order on Sunday and caused the travellers to be very hurt. I myself am a gypsy and it is the only time for me to meet family as settled in one place. I think police should give them a break.*

A number of respondents referred to what they saw as a *right* to attend the Fair. The implication was that this was under challenge...

*Appleby fair is a horse fair where gypsies and travellers go for trade buying and selling horses which police stopped...I was actually surprised they didn't start a riot. It was ridiculous the way they spoilt a much loved fair! It was disappointing to see so many people not enjoying themselves and couldn't wait to go home!!!!;*

*...the policing was overpowering...the demonstration was required to get a point across. Appleby Fair is a chartered fair...not a new fair It is a traditional fair and*

*even though times have changed as such we gypsy/travellers are still a minority race. If we were all Muslim then we would not be treated the way we are.*

## **Gypsy and traveller culture and the Fair**

There was also a belief that the police, and by association the Fair 'organisers'? did not understand either the culture of the Fair, or of the gypsy and travelling communities. For example...

*The event was over policed, resulting in us at the Gypsy Council being overwhelmed with complaints... There was an air of aggression in the town and even in the pub some 4 miles walk away we were filmed and told to be on our way...a total lack of understanding of our culture was shown by many officers...what training were they given and where is the equality impact assessment for the fair?...a massive failure on the part of the police, putting back community relations many years...pointless petty policing....do a proper equality impact study, invite more travellers to the steering group...ensure that the officers are culturally trained...stop treating us as animals...putting chicken wire on the only pub open in the town...massive health and safety issues in there alone...why the barricades around the statue in the centre...why were we constantly challenged by the police?;*

*The police this year were a shambles!! Wouldn't let us run the way we've run for the last years we've been to Appleby too strict on laws no freedom allowed...stuff like carrying whips as a dangerous weapon...trying to ruin history there.;*

*Too hard on travellers and too much keeping residents happy and shoving us away behind bushes and not allowing us to do as we want as if we were animals.;*

*I have come to the fair all 50 years of my life and have never been seen as many police. I think for such a public event maybe more event stewards could be brought in for the running as they do in shows...some police officers...were lovely and respectful towards us. Like the travelling community you get those police that should be brought into line and reprimanded for their part of been disrespectful and over the top in their policing. There are good and bad in every culture some of the idiots that get among us are just that type...most of our community are the most respectful people you will ever meet and we do not intend to be treated like animals. I often wonder how these law enforcement officers think we live, most of us are hard working business people who do pay taxes and live in respectful communities. Once a year this gathering is like a pilgrimage to us all and over the years we have seen the way this fair has changed we do not want the trouble makers as much as anyone around us but do not put us all into the same category please.;*

*I think there was too many police and as a tax payer would like to know how much it cost...out of 100% you got 20% who has been unprofessional...work is to be done in changing some of the police attitudes towards gypsy and travellers and work on both sides to be fair...I think if you put community organisation involvement...it's time gypsy and travellers take back what's theirs...there's too many settled people have too much input to the fair while gypsy and travellers have no input...you need to work with the community to improve it. Community involvement is the answer.*

## Pub closures

A particular area for comment from travellers was the closure of pubs in Appleby. Typical comments included....

*I think the pubs should have been opened as everyone was pushed into one place and you couldn't move....pointless because you could go into the Spar and buy as much as you liked (alcohol).;*

*Why were the pubs closed? Have always went to the Royal Oak for last six years. This year closed.;*

*The gypsy and travellers are on holiday. Can't sit outside the pubs for a drink. What do we like to do on holiday. Sit outside and have a drink.;*

*Creating tighter restrictions on the local public houses causing costs/staffing issues and therefore pubs to close was very disappointing. You are going the right way about finishing the Fair for good but then that is what the local people/authorities would really like isn't it? I think that it is a real shame and unfair on the majority of law abiding gypsies and travellers which have been enjoying the event for years. Just a wild suggestion but what about an alcohol licence for the site and get organised beer tent arranged for next year. Keep people away from the town and keep more at the Fair.;*

*Why were the pubs shut? That upset a lot of people. I never go to them. But I did hear some of the old boys complain.*

There were also some suggestions about 'amenities/activities for particularly young people...

*There was not enough for young people to do. Please can there be an internet cafe for the youngsters during the day. How about putting some football games on for them softball, cricket at the cricket club. Let's have some dances/discos put on for them even a prom night, no alcohol of course. Why was there only two pubs open? I walked into town on Friday night a group of young lads, late teens early twenties asked me politely where was all the night life...please will you do something for the youngsters?*

## Residents and policing

Nearly three out of four (73%) of the residents who responded on the internet were satisfied, sometimes more than satisfied, with how the event had been policed. Just over one in ten (11%) expressed dissatisfaction with policing.

The equivalent figures for hard copy returns from Appleby itself were 72% satisfied and 14% dissatisfied.

The remainder made no obvious comment about public order arrangements. This 'no opinion' position could be taken as 'satisfaction' (or at least the absence of dissatisfaction). Added to the obvious expressions of satisfaction, then it can be argued that of the residents who responded to the internet consultation nearly nine in ten (89%) were satisfied with policing arrangements. The equivalent figure for Appleby returns was 94%.

There seemed to be two major themes evident in the resident responses...

- fear/intimidation
- a welcome elimination of anti-social behaviour.

## Fear/intimidation

A large number of comments referred to 'fear' and 'intimidation' in relation to the Fair and how this had been diminished by current arrangements. Typically...

*We felt safe.;*

*Very satisfied, in the 3 years that the Multi agency committee took control of the fair, there has been great improvements... the Policing of the event is brilliant. Not so long ago, you felt unsafe, intimidated by the travellers, who seemed to be able to do what they wanted but now it is nice to see them policed.;*

*Congratulations to all concerned in the organising and planning of this year's fair. This year especially, we didn't feel intimidated as residents because of the police presence and it was so well organised; we enjoyed the fair ourselves this year and spoke with some travellers who were staying locally to us who also enjoyed the atmosphere this year. Nothing stolen from our property this year!;*

*At no point did any of my family feel intimidated this year and felt very reassured by the stronger police presence...I am very grateful for the increased organisation and the increased police presence. Every officer I met had a smile and a 'hello' and I felt it was quite a relaxed approach by the police. The criticisms I have heard from the travelling communities has confused me as the Police have only enforced the law which applies to everybody including locals and visitors yet I found the police very friendly, relaxed and most importantly reassuring.;*

*The policing was excellent – I felt safe to go into Appleby especially in the evenings, which I never had in the past.;*

*My family were made to feel safe and able to enjoy the week.;*

*A very visible police presence. Helped residents to feel secure.*

This was generally attributed to a changing police presence: both in terms of numbers and how the event was policed. For example...

*The policing was very good. Up until 2 years ago policing was no more than traffic control...Last year was good, this year was better....I must be honest, I am like the vast majority of people in Appleby, and would rather the Fair did not exist at all. But at least now the infrastructure as some form of control and the vast improvements in policing have made the fair a far smoother running affair. I was amazed to see the protest that was made on Sunday. They gypsies complained of harassment. Their real cause for complaint was that there were not able to act as they wanted to behave but how they should behave. I thank the police for making Appleby a safer place than before during this event.;*

*...double standards...have applied in past fairs so it was good to see the law being upheld and lawbreakers being promptly dealt with...hopeful the harder line taken by police will keep away the undesirables in future and reduce the size of the fair to more manageable proportions.;*

*...excellent effort by police...full marks! Zero tolerance to disorder. I have myself witnessed police officers in previous years turning a 'blind eye' and ignoring behaviour that would not be tolerated at any other time of year. I appreciate that this year there has been unrest from the travelling community due to the lack of pubs remaining open and whereas I can sympathise with those premises which may have lost business, as a resident the reduced noise and aggressive behaviour suffered at 'throwing out time' was a huge relief.;*

*I thought the policing was excellent this year. Apart from having my fences cut I had no problems – unlike previous years.;*

*For the third year running I have felt safe and supported by the police during this event and would congratulate them on a job well done.*

A number of comments, in direct contrast to the majority traveller response viewed police action as redressing a previous imbalance...

*My husband and I were very satisfied with policing. The police presence was 'comforting' and the officers were helpful and kept their sense of humour with the gypsies...The gypsies have had it all their own way in the past, and now that there is more law enforcement they're not enjoying the freedom...I am very much in favour of the fair happening, but only if visitors behave in an acceptable fashion. ..All in all I was dreading Fair week, but in the end, thoroughly enjoyed it, thanks mainly to the police.;*

*The policing was handled fairly but firmly and we didn't see any evidence of heavy handedness. We have been here for 7 years and we thought it was the best handled fair to date.;*

*The police control of this year's event was brilliant, I felt a lot safer round the town. The police acted in a very professional manner ensuring the safety of residents and visitors alike...please don't react to the demonstration by travellers and reduce the control for next year.. This year's fair was the best by far.;*

*...police presence evident and comforting....This has been the best organised and quietest fair for years. The complaints of overzealous policing and the march were prompted by nothing more than being asked to obey the laws of civilized society. We all know that where large crowds gather crowd control and road control are necessary for all to be comfortable and safe. The travellers seem to dislike rules and laws and want Appleby to be their playground without restraint. Sorry if I have to obey the rules of society and I pay to live here and indeed to host this fair then we the population call the shots. These are the rules stick to them. Next year more of the same. The real gypsy community will be saying the same. Good job lads!*

*It was good to see that the police were taking the same line as would be expected at any large crowd event. The whole event seemed to be much better managed and co-ordinated than previous years...the atmosphere on Friday was very relaxed and this was the first year in the 11 that I have lived in Appleby where I actually felt inclined to go and watch...the whole weekend seemed to be better balanced. I didn't feel 'under siege' as in previous years.;*

*I feel that the new measures improved the quality of life for the local, settled population while still allowing the traditional fair to take place. I think it is not difficult to balance the needs of the local community with the travelling community but that every effort had been made to do so.;*

*...the travellers have been able to get away with anything over the previous years and now the police forces are showing their presence and making sure everyone abides by the law. They don't like it but they should act responsibly and show some respect to the locals who live and work in this town the other 51 weeks of the year.;*

*The closure of the pubs meant a much quieter atmosphere, a benefit to residents. I'm sure...I was pleased to see that travellers were treated firmly but fairly. We, as residents expect to be penalised if we overstep the mark, so the same must go for*

*any visitors....The police I saw were quick to confiscate whips and sticks and seemed to maintain a calm approach.;*

*...was a definite sense of calm this year. Less drunken behaviour in the street...I did not feel intimidated when opening and closing shop. Did not have any problems in the shop, although we did have security guard on site.;*

*Seemed to be a lot of police but also seemed very under control although people are complaining about too much policing I have to say that as a resident life was made a lot easier to do general day to day things.*

However, approval of the level and nature of policing was not universally shared. For a minority of resident respondents....

*The police presence was excessive and gave the Fair an ominous atmosphere and not welcoming.:*

*It seemed rather heavy handed this year. There was no easy going holiday atmosphere.;*

*There were noticeably more police at this year's fair. As a resident of Appleby, we felt as though we were being treated as criminals. We tried talking to a couple of police officers with our 2 children and were told to move on. Our neighbour was stopped and breathalysed and car searched in the middle of town...obviously there seems to be some liaison with the gypsy community and the police and town council to try and find a common ground to suit all.;*

*We have many regular visitors to our B&B & caravan site and all came back with the same view. The fair was over policed, in fact one guy who travels the world said the only other place he has ever felt so intimidated was Russia.;*

*Police presence seemed a bit too intrusive. Officers every few yards. Found some members of the police bad tempered and had aggressive manner...spoke to locals in a very offhand manner...did find that the fair was over managed by the police.;*

*I was treated not as a local but it was implied that I was a traveller how about respect from the police that get drafted in. There is no need to look down at people...most get my praise...but there are a few that need attitude tests brings shame on the police officers who do their job and show respect across the board.;*

Complaints about police attitude and behaviour extended to licensing arrangements...

*It seemed heavy handed: I have many friends in the gypsy community and some were frustrated at the lack of access to the Sands for their horses. One had his whip confiscated as an offensive weapon, even though he was carrying it innocently and many others were ignored. Many were unhappy about pub closures which they blamed on requirements imposed by the police...The fair this year was calm from a public order point of view but was so sanitised and controlled that it had no life about it. It seems the authorities won't be happy until it's reduced to a couple of dozen people coming to buy and sell horses in an afternoon. The way it's going, that's all it will be next year. Appleby's profile will be further reduced, tourism will suffer and the local economy will be even more damaged.;*

*I think the way that the police treated the travellers and the local businesses was disgraceful. I don't know how they get away with it, it is almost racist...I...appreciate that the authorities are trying to make it safe for everyone, however, I don't agree with the manner in which it is done - all the travellers want to do is to be treated like human beings – if you give them respect they will respect you back. Treating them*

*like animals will only cause more problems. The attitude of some police officers on duty this year was disgraceful.;*

*Police presence was way over the top...I believe the restrictions the police and EDC are putting in place will close the Fair...If there is no hidden agenda to close the fair I suggest drop restrictions on the pubs and let the local landlords make a living instead of the two national grocers...and let the police control the areas outside these pubs as always done in the past.;*

*I think the restrictions put on the pubs were unfair and prevented many of them opening and taking advantage of the fair. It also put some pressure on the ones that did.;*

*Limitations on the pubs caused most to close and will affect their viability...most pubs need the extra income to survive during the winter. Insistence on high quality CCTV or bouncers made it so that the pubs had no choice but to close. Police comment that it was their choice to close was an abuse of the truth. At a public meeting last year in Brampton, police made it clear that their intention was to make the fair smaller, surely this is the prerogative of the residents to decide? I'm ashamed of the way our visitors were treated.;*

*I think the fair was spoilt due to the Grapes in particular being shut...it wasn't just the gypsies it was spoilt for but also the local businesses lost out. Quite a lot in terms of money.*

## **Visitors and policing**

This group were generally visitors to the Fair: some interested in the spectacle and others, usually regular attenders, with a particular interest in horses. The majority of them approved of police efforts. Two out of three (66%) referred positively to the role of the police. One in 6 (16%) commented negatively on police activity and attitudes.

The remainder made no obvious comment about public order arrangements. This 'no opinion' position could be taken as 'satisfaction' (or at least the absence of dissatisfaction). If so, and added to the obvious expressions of satisfaction, then it can be argued that of the visitors who responded to the internet consultation just over eight out of ten (83%) were satisfied with policing arrangements.

Visitors commented as follows on the police...

*...impressed with the level of policing. Also with the attitudes of the police. Very approachable and friendly.;*

*I felt that the police were much less confrontational than in 2009 which, in my opinion, was a good thing.;*

*Saw that there was enough policing and law enforcement at the fair that did a good job of keeping peace and making the fair safe.;*

*Very good diplomatic policing.;*

*A relaxed friendly approach by the police whilst also keeping control - good balance.;*

*I noticed a larger police presence which together with the lack of public houses open gave the whole event a more peaceful feeling. Very friendly police!*

Visitors were more likely than other groups to comment favourably on the deployment of mounted police...

*Mounted police was a good idea.;*

*...very pleased to see the mounted section.;*

*The mounted police did a brilliant job as well as the others. Great to see the police horses on the beat.;*

*All seemed to be ok wherever we went and it was very nice to see mounted police there.*

However, support, could be offered with reservations...

*As a woman travelling horse drawn to the fair the amount of police was reassuring. As it is a hobby/pastime not something I do all the time. Would be nice if police recognised these people and did not treat us like riff raff. We have respectable jobs and homes to go to.*

For others, more likely to be Fair 'regulars', the police behaviour had been inappropriate....

*Some of the officers policing the fair were very polite and approachable, but others had an attitude that made them unapproachable and the way they spoke to people caused friction when it wasn't needed.;*

*The police to me were very poor on how they treated the travellers. I was sat outside a shop and watched a policeman goading the men who were stood in the street;*

*Law enforcement was a little heavy handed with the drinking ban seemed to be being enforced by some officers and not others.;*

*To many police this year, also cctv and sniffer dogs. All overdone this year and not necessary to this extent.;*

*I think this year's fair has been spoilt by all the new rules and regulations that have been brought in, the balance of keeping residents happy and travellers happy has been affected badly, eventually this could cause a revolt/riot.;*

*Policing/traffic management was good but the police are needing to leave the travellers to sort out their own problems/disputes by tradition.*

## **Commentary & Recommendations**

### **Changing perspectives?**

This is the third year that I have read through written responses on comment sheets after Appleby Fair. Despite the self selecting nature of these responses, over time, they have contributed to the identification of a range of important issues in the development of the Fair.

This year, in particular the responses have raised issues about how the communities involved experience and see the Fair.

## **How do the different communities experience the Fair?**

### **Visitors**

Visitors are possibly the largest group, numerically, who come to the Fair. Some have connections with the travelling communities, particularly through a shared interest in horses: many do not. The regulars enjoy meeting up with friends and others seem to appreciate the spectacle. For this group the Fair is an entertainment and does not come with the baggage of culture and ownership carried by gypsies and travellers and residents.

### **Gypsies and Travellers**

Gypsies and travellers are the group for whom the Fair has particular importance, as a holiday, and as a culturally significant event. It is an expression of gypsy and traveller culture which many may feel is increasingly denied to them elsewhere. It is a break from normal everyday life. It is an event which has a long pedigree. Gypsies and travellers tend to see Appleby Fair as belonging to them, an activity granted as a right as far back as 1685.

### **Residents**

For many Appleby residents the Fair is something that happens *to* them in *their* town. Some are resigned to the Fair: others actively enjoy the experience as well as the profile it lends to Appleby. However, for many it is a source of inconvenience, mess and disorderly and threatening behaviour. Their wish is to continue with their lives as they do during the other 51 weeks of the year.

What we don't know is the distribution of these opinions among residents.<sup>5</sup>

There are therefore contrasting perspectives on the Fair, perhaps confirmed by the differing direct experiences of the event. Put at its most obvious; gypsies, travellers and visitors spend their time outdoors in and around Appleby, on the streets and in the pubs. In contrast a large number of residents avoid coming into Appleby at all during the Fair. Indeed, the comments received over time seem to suggest that both communities are enclosed, separate from one another, perhaps increasingly so. We have two communities who tend not to share or value the same experiences. In practice, they don't see the same Fair. From personal observations it seems that this lack of cultural eye contact becomes literal and individual during Fair week where people in the street tend to avoid eye contact.

## **How did the different communities experience the Fair in 2010?**

From accounts offered by respondents, and evidenced by the demonstration on the Sunday of the Fair, gypsies and travellers felt that they had been mistreated by the police. Resident respondents on the other hand tended to praise the police presence and actions. What, for travellers, was experienced as a lack of respect for individuals and their culture, residents appeared to see as a simple, overdue, impartial application of the law. For most residents it was a story of intimidation brought to an end; for travellers it was one of hurt at being treated as something less than human.

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<sup>5</sup> For an interesting account of the attitudes within a settled community to the closure of a Fair see: Acton, Thomas '*Human Rights as a Perspective on Entitlements: The Debate over 'Gypsy Fairs' in England.*' in Michael Hayes and Thomas Acton (Ed) (2007) '*Travellers, Gypsies, Roma: The Demonisation of Difference.*' Cambridge Scholars Publishing. 15 Angerton Gardens, Newcastle, NE5 2JA, UK

It could be said that the belief that travellers are treated differently changed ownership in 2010. In the past many residents took the view that the travellers were treated differently in that they were allowed to behave in ways not open to residents. This year it was the travellers who felt they were treated differently, but in a way that meant that they were not allowed to behave as residents did e.g. drink outside of pubs, drink in pubs at all.

However, traveller concerns were not confined to police actions. The Library and the swimming pool in Appleby were closed as usual. On the Saturday evening only two pubs were open and drinking outside was not allowed throughout the Fair. One of the pubs and the Low Cross were boarded up, shops were closed and at least one cafe was using plastic cutlery. Appleby's 'welcome mat' was not in evidence.

There was also an existing fairly widespread belief among travellers that the authorities were seeking to close the fair down by restricting (eliminating?) stopping places for those travelling to the Fair <sup>6</sup>. This has to be added to what was seen as aggressive and insulting behaviour from the police to understand the response from gypsies and travellers. It doesn't have to be a conspiracy to make you feel that they're out to get you.

### **What do the communities want out of the Fair?**

If the future debate about the Fair is confined within a public order discourse then a 'one more heave' school of policing with increasingly tighter restrictions would appear to be the most likely outcome.

Such an approach would be welcomed by many Appleby residents. However, this will also mean that the police, and the authorities generally, will inevitably and increasingly be seen by gypsies and travellers as partisan: not in their favour. This should be set within what can be seen as a wider, unwelcoming, future context for travellers. <sup>7</sup>

However, where, then, is the fun of the Fair: for residents or gypsies and travellers? Anyway, many residents claim there is no such thing for them currently, and gypsies and travellers now seem to be claiming that enjoyment is not a feature of the Fair for them either. To be successful, locals would, at minimum, have to feel 'safe' and the travellers welcome. This is not just about public order and nor is it a 'zero sum game' where one community can be satisfied only at the expense of the other. The dissatisfaction from travellers (and some others) should not be attributed solely to the actions of the police. Perhaps they have taken the 'hit' for what was the cumulative effect of a number of circumstances, the police contribution being the most direct and personal.

### **Back to the future**

Appleby is the largest remaining horse fair in the UK. Traditionally the Fair was where gypsies and travellers met with friends and family and traded horses. <sup>8</sup> One area of

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<sup>6</sup> A Facebook site dedicated to this proposition attracted over 2500 'affiliates' in the weeks leading up to the Fair.

<sup>7</sup> Travellers Times 13<sup>th</sup> August 2010. "*Eric Pickles, the communities and local government minister, is drafting new laws to allow police more powers to evict and arrest people for trespass on public land. Planning laws are also being changed to stop applications for retrospective permission to put caravans on private land. Pickles has already announced the reversal of previous efforts to provide "pitches" within all local authorities, abolishing the regional planning bodies which were to oversee provision of registered sites for travellers and ease the tensions caused by Gypsies being forced to camp illegally. The grants that had been made available to councils to provide sites have also been slashed.*"

<sup>8</sup> See Lisa Hunt, Philip Brown and Jenna Condie (May 2008) *Appleby Fair Assessment. Final Report*. Salford Housing & Urban Studies Unit, University of Salford. See <http://www.cumbria.gov.uk/eLibrary/Content/Internet/536/656/39618141136.pdf>. Reasons for attending

agreement is an often expressed wish, by both gypsies and travellers and residents, for a return to 'how it used to be' to a 'traditional fair'. Another area of consensus is the expressed wish for a change of attitude: from the other community.

There has been one example of a return to earlier habits. MASCG, through Trading Standards, has had some success in restricting items for sale in the Market to those seen as traditionally relevant to gypsy and traveller life.

However, it does seem to defy logic and experience to suggest that the clock can be turned back in a more fundamental way. Perhaps it should also be remembered that the past isn't necessarily a 'golden age.'<sup>9</sup>

Making the Fair smaller would be one version of returning it to its roots. How this could be done in practice is not clear. Letting it 'run itself' as was suggested by some respondents is also an unlikely option. Given the costs to local ratepayers in providing facilities for the Fair it can be argued that the local community does have a legitimate interest in how it is run.

The Salford University report<sup>10</sup> in 2008 made recommendations about traffic calming, changes to the market, improved rubbish collection, better toilet provision. MASCG has, and is, addressing these issues and others (e.g. public transport, licensing of caravan sites) with a significant degree of success.

While it was recognised in the Salford report that significant advances had been made in cultural awareness among police, it did argue that there was still room for development. Perhaps the events this year suggest that this is still the case.

However, there are two other areas for development suggested both by the report and by the responses received this year: cultural development and economic impact.

### **Community responses**

The Jura Report in 2004<sup>11</sup> estimated that the Fair generated approximately £1.4 million for the region and went on to argue (5.20) "*that the Fair had the potential to be one of the best cultural events in Europe, boosting tourism in and around Appleby.*"

If the Fair is an important cultural and economic event then perhaps some effort should now be made to engage with the communities involved and to see if they can be included more actively in the development of the Fair.

The considerable efforts and successes of MASCG in service delivery will continue to be important for Appleby Fair. They will continue to provide the foundation for any community engagement. However, a MASCG sub-committee, or organisation affiliated to MASCG, could look to explore cultural and economic development in the future.

This could involve investigating issues such as ...

- if there is a widespread belief across communities that the Fair has moved away from being a traditional horse Fair : what could this look like in the 21<sup>st</sup> century?

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Appleby Fair: tradition and culture (91%); to meet family and friends (81%); as a holiday (62%); selling/trading horses (46 %). The majority of people interviewed (86%) came every year.

<sup>9</sup> The fair did survive an attempt at closure by Westmorland Borough Council in 1965.

<sup>10</sup> *ibid*

<sup>11</sup> Jura Consultants (2004) 'Appleby New Fair: Economic Impact Study and Development Plan'. Edinburgh. Jura Consultant.

- it can be argued that an important characteristic of the Fair in the past was at least some connection between resident and travelling communities. The Fair was part of the agricultural year: local farmers bought horses at the Fair, there was a Fair dance. These 'organic' opportunities for co-operation between the communities no longer exist. How could these be 're-invented' for current circumstances?
- how might the wider resident communities (including businesses) be consulted about how they would like the Fair to develop?
- how might the wider gypsy and traveller communities be consulted about how they would like the Fair to develop?

**Brian Morris**

**17<sup>th</sup> August 2010**

**Comment Sheet**  
**Appleby New Fair 2010**

Are you:  an Appleby resident  an Eden valley resident  
 A Gypsy/Traveller  A non-Gypsy/Traveller visitor

**Street cleaning/public toilets**

How successful were the new arrangements?

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What needs further attention/development/improvement?

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**Crime/public order**

How successful were the arrangements ?

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What needs further attention/development/improvement?

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**Traffic**

How successful are the new arrangements in reducing problems?

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What needs further attention/development/improvement?

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**Animal welfare**

How successful were the arrangements?

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What needs further attention/development/improvement?

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**Public Transport**

How successful were the arrangements?

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What needs further attention/development/improvement?

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**Caravan ‘parking’**

How successful were the new arrangements ?

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What needs further attention/development/improvement?

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**Any Other Comments**

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**If you come from one of the villages outside Appleby do you have any comments to make on issues particular to your village?**

**Name of village** .....

**Comment**.....  
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.....  
.....

Please return completed sheets to

**Appleby TIC**

Brian Morris  
Neighbourhood Development Officer, Eden,  
Penrith Library  
St. Andrew’s Churchyard  
Penrith  
CA11 7YA  
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# Appleby Fair Strategy 2011-2013





## Introduction

Following the formation of the Multi-Agency Strategic Co-ordinating Group in early 2008, an initial three year Strategy and Action Plan was adopted. This covered the 2008-2010 events and work has been ongoing to implement the Strategy with formal Evaluation Reports after each Fair to assess the impact and progress made.

There is a need to refresh the existing Strategy and review the objectives to take account of the actions that have been implemented and this Strategy aims to set out the approach for the next three years.

It is an opportune time to do this given the ongoing public sector expenditure review which is requiring all public bodies to review their priorities and spending allocations. The aim of the first Strategy was to put in place a framework to enable the event to be regulated and controlled to make it safe and enjoyable.

The aim of this Strategy is to build on that work, address the issues outstanding from the Action Plan and respond to the changing financial climate facing all events and activities.

The Strategy's aim is to establish a clear direction that everyone can support and allow the event to continue to develop and flourish.

A handwritten signature in black ink, appearing to read 'K Douglas', written in a cursive style.

Kevin Douglas  
Chair, MASCG

## **Context**

- Appleby Fair has been held for certain since 1750. It is the largest Horse Fair in Europe attracting around 5,000 Gypsy and Travellers and over 20,000 visitors.
- It is held annually from the first Thursday in June for a week. However, the key focus is now Thursday to Sunday in Appleby.
- The Fair is not an 'organised' event run or licensed by one organisation, but is now co-ordinated by the Gypsy and Travellers and public agencies under the banner of the Multi-Agency Strategic Co-ordinating Group (MASCG) which was formed in 2008.
- The event now has an agreed Operational Plan focussing on achieving a safe and enjoyable event which is agreed by all agencies.
- The impact of the event beyond Appleby has been scoped and actions are to be identified within the Operational Plan to mitigate the impact of the movement of the large numbers to and from the event across the county, particularly in South Lakeland.
- This approach and the Operational Plan was agreed for a three year period (2008-2010) and it was to be reviewed in 2010.
- The key agreed outcomes have been achieved within the resources available.

## **Statutory Requirements**

Whilst there is no legal requirement on the public agencies to develop a strategy to support this event, there is legislation that supports the work being undertaken.

The Race Relation Act 1976 (as amended by the Race Relations (Amendment) Act 2000) places a duty on all the public authorities to promote race equality, including a duty to promote good race relations between people of different racial backgrounds.

The work being undertaken, along with the Equality Impact Assessment underpins the way the group is seeking to address the issues around Appleby Fair.

## **Vision**

The vision for the Strategy is as follows:

"The Appleby Fair will be an event that the Gypsy and Travellers and local communities are proud of and is the best in the country".

## **Strategic Aim**

"To work in partnership with the Gypsy and Traveller community, all local agencies, communities and groups to develop effective advice and support arrangements in a cost effective and sustainable way, that ensures Appleby Fair creates economic and social benefit for the Cumbrian communities and creates improved community cohesion with the settled and Traveller communities".

## **Objectives**

The objectives of this Strategy are:

- 1) To develop an effective Operational Plan that creates a safe, secure environment that supports the event and the migration movements to and from the event.
- 2) To ensure those participating in the event have an enjoyable time with a minimal impact on the normal pattern of community life across Cumbria.
- 3) To ensure the event generates income to reduce the overall cost to the tax payer and becomes self funding.
- 4) To mitigate the impact of the event on the bio-diversity, natural and historic fabric of the County and local areas.
- 5) To increase the visitor experience by the development of cultural events/activities related to the history of the Fair and Gypsy and Traveller heritage.
- 6) To balance the needs of resident communities and Gypsy and Travellers in the implementation of the Strategy.
- 7) To return the Appleby Fair to its traditional focus of a Horse Fair and eliminate non-related activities.
- 8) Seek opportunities to develop commercial activity that does not detract from the events core values.
- 9) To ensure appropriate training support and business advice is available to achieve the above objectives.

These objectives build on the work undertaken in the first three year Strategy.

They will be challenging for all concerned and will not be achieved unless all concerned work together to help achieve them.

A key to this is for agencies and representatives of the Gypsy and Traveller community to work together and broaden the involvement of all sectors of the Gypsy and Traveller community.

This does not seek to change their traditional leadership roles, but merely seeks to increase participation in the planning and implementation phase.

## **Priorities**

Four main areas of work have been identified. These are:

Priority 1 - Further development of the Operational Event Plan

This is to enhance the Plan to ensure it is responsive to current needs, effective in delivering a safe and secure environment.

Priority 2 - Further develop the support arrangements for the migrational movement of the large numbers going to and from the event across the County, particularly in the Eden and South Lakeland areas.

Priority 3 - Developing a sustainable business model that:

- Helps cover the reduction in public expenditure by agencies
- Maximises income from the event
- Meets all/majority of operational costs
- Creates economic benefit for the local area and the Gypsy and Traveller community
- Develops commercial activity that supports the ethos of the event

Priority 4 - To create a balance between the rights and needs of the resident communities and those of the Gypsies and Travellers. This will include:

- Greater involvement in the planning and development of the Operational Plan from all sections of the Gypsy and Traveller community by encouraging representation on various groups.
- Increase community liaison with local communities on operational planning.
- Develop greater understanding of the heritage/culture of the event and its impact on the future of the event.

The achievement of these objectives and the priorities will, to some extent, be dependant upon the current economic climate. Presently, the agencies involved in MASCG provide officer time and financial resources due to their commitment to achieving a satisfactory outcome to what was a long standing problem, both between the respective communities and from an event management perspective.

As public bodies are required to meet their savings targets, it is likely that there will be an impact on the planning and development of some of the highlighted work.

Given that there are a number of private individuals and groups who financially benefit from the Fair, there is a clear policy decision to be taken in the level of financial commitment and how best to create alternative funding mechanisms.

However, given the progress made and the improving position in relation to the event, it does seem appropriate to agree these objectives/priorities for the next three years.

### **Next Steps**

In drafting the Strategy, there are a number of actions that now need to be undertaken:

- 1) Approval of Draft Strategy

Agreement of MASCG to approve the draft Strategy for consultation - Agreed  
20 September 2010

## 2) Adoption of Final Strategy

Undertake consultation with all agencies, Gypsy and Traveller groups, local communities on the Strategy. This will include:

- Use of Appleby Fair website
- Established Gypsy and Traveller networks
- Reports to all agencies involved as appropriate
- Reports to Parish Councils
- Local community consultation via Cumbria County Council's Community Unit and the Neighbourhood Forums
- Completion of an Equality Impact Assessment

## 3) Implementation of Strategy

Once the Strategy is adopted, then need to:

- 1) Review structure and representation of MASCG to deliver the Strategy
- 2) Develop an Action Plan to deliver the Strategy and Operational Plan
- 3) Develop and agree resources (at least in Yr 1/2) to deliver the Strategy and Operational Plan
- 4) Agree responsibilities and lead partners for each action
- 5) Set appropriate targets and milestones for the Strategy and agree monitoring process

## **Conclusion**

The initial Strategy put in place the building blocks for the long term planning for the event. This Strategy aims to continue to develop that work and tackle the 'difficult issues' to enable to develop further - the community relationships, the agreement to common objectives and outcomes and most importantly, the financial viability.

The Strategy does not provide the answers to these issues, but provides the framework for these issues to be addressed.



# Appleby Fair 2011-2013 Strategy

## Consultation Feedback

Name: .....

Organisation: .....

Address: .....

.....

Telephone No: .....

Email Address: .....

## Vision

Do you support the vision for Appleby Fair as set out in the Strategy (page 2)?

Yes/No

Are there any amendments/additions you would wish to make?

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## Objectives

Do you feel that the nine objectives for the three year Strategy are appropriate (pages 2/3)?

Are there any amendments you would make to any of them?

Are there other objectives that should be included?

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## Priorities

The Strategy sets out four priorities for the next three years. Do you feel these are the top four priorities for MASCG (pages 3/4)?

Do you have any comments/amendments to the existing priorities?

Do you have other priorities you would want to add?

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