

# Appleby Fair 2016 Evaluation Report



September 2016

## Introduction

The Multi-Agency Strategic Co-ordinating Group (MASCg) has now been in existence for over eight years. It was established to develop an operational plan to provide co-ordinated community leadership and not to manage the Fair.

The MASCg had an involvement in the 2008 Fair through its various partner's statutory functions but took over the responsibility for the co-ordination of community leadership and engagement of the statutory community safety and regulation roles of Appleby Fair from July 2008. The 2009 Fair was the first under the co-ordination of the group. However, it should be noted that while MASCg had overall control of community leadership and regulation issues, it did not and does not have direct responsibilities for the Fair itself which is a gathering of people from the Gypsy and Traveller communities with visitors and tourists coming to witness it.

However, those people coming to the Fair arrive in Cumbria days and sometimes longer before which does cause challenges for local communities prior to, during and after the Fair.

From 2008, MASCg produced an Evaluation Report of the way the Fair had operated and developed. From that an improvement plan was produced to inform the work to be carried out in preparing for and servicing future Fairs.

Since the first Evaluation Report, year on year MASCg has agreed a similar approach and in 2016, the Evaluation Report has been developed from consultation with all groups involved in the Fair. This has included representatives from the resident and business community. As an innovation in 2011, daily meetings took place with the community representatives from the residents, businesses and Gypsy and Travellers to update information that was needed in order to continue every day to improve what actions were being taken. This has been continued since. It has proved to be an effective communication forum.

The [www.applefair.org](http://www.applefair.org) website continues to be the main outlet for communicating public safety information about the Fair, alongside social media accounts. This year, MASCg continued our appeal to reduce the number of early arrivals at the Fair, specifically motorised caravans and by using social media posts the numbers of early arrivals have again reduced, so we thank Fairgoers for their continued support.

Information was also added to MASCg's website to advise land owners how best to prevent fly grazing and the legislation that applies around this issue.

The MASCg, after it was established, agreed a three-year plan to ensure improvements to the way the Fair operated and we are now in our third phase. The 2016 Fair was based on the learning and development which had taken place in successive Fairs.

Following on from last year's Fair, MASCg has again encouraged land owners and Parish Councils to put in place their own measures to help reduce the impact of the Fair on rural communities, this also reflects reductions in public sector budgets.

Local communities such as Long Marton have worked with MASCg to address road safety concerns raised after last year's Fair, where inappropriate parking created issues for road users. The measures put in place this year have hopefully helped to reduce this problem and will be evaluated as part of the planning process for the 2017 Horse Fair.

There has been a deliberate objective to engage the public from all communities more in the deliberations up to and including the Fair. This included daily meetings with the communities and also the way the agencies were operating in an effective and co-ordinated way through the control of daily meetings of MASCg as well as the forward planning which had previously taken place. Initial feedback from all communities who attended the Fair considered in 2016 it was even safer, more enjoyable and it moved

again somehow back towards the vibrant cultural and traditional event it used to be.

This was particular praise for Cumbria Police, who on the Saturday of the Fair responded quickly and effectively to intelligence reports about groups travelling to the Fair to carry out anti-social behaviour. The Police maintained public safety and received praise from Fairgoers who continued to enjoy their weekend in Appleby.

As Chairman of the MASCG, I should like to thank all of the agencies, individuals and groups who were involved in the planning and delivery of the operational plan and also those who took time to feed into the evaluation process. In particular, I should note the excellent work of the RSPCA, a charity working with volunteers.

The interest in the Fair generally, through television programmes such as Big Fat Gypsy Wedding, continues to boost the profile of the Fair and Gypsy and Traveller culture. Many media outlets do attend the Fair to document this unique event, but despite this media exposure overall caravan numbers at the 2016 Fair were down by 200, this could be due to the 2016 Fair dates clashing with the Epsom Derby.

When these media images appear on national and international television, the quality of Appleby as a place and Eden and Cumbria as destinations to visit for tourism and the Fair itself will be attractions which more people would wish to enjoy as the months and years unfold as the picture showing litter are no worse than seen at festivals and the action of Council staff and contractors to quickly clean up the areas returns the landscape to its traditional beauty.

Hopefully, this report reflects everyone's views and the subsequent improvement plan for next year and beyond and will provide the basis for more improvement over that period.

Dr Robin Hooper  
Chair of Multi-Agency Strategic Co-ordinating Group

## Background Information

The 2016 Fair built on the plans and learning from previous Fairs. The number of changes developed over this period included:

- 1) greater links with Lancashire, Durham, Yorkshire and other Police Forces on dealing with travelling arrangements for Gypsy and Travellers to and from the Fair. Evidence of actions here was the pro-active policing which led to stopping some bare knuckle fights, preventing what may otherwise have been a serious public order event;
- 2) greater links with Craven District Council and the Teesdale Residents' & Travellers' Forum over travelling arrangements of Gypsy and Travellers to and from the Fair;
- 3) visits to other parts of the North of England to meet community groups and Gypsy and Traveller sites to discuss arrangements going to and at this Fair and working with the communities in pre-planning;
- 4) development of permanent traffic order arrangements, flexible Traffic Regulation Orders and traffic safety provision for the horse drawn bow tops and awareness raising generally for vehicles on the roads. However, there was a degree of non-compliance with the order which caused concern to the residents in several areas;
- 5) requests were made to encourage people to come to the Fair when it started rather than early and there were fewer early arrivals caravans than in 2015;
- 6) development of the licensing charter with licensed premises to include Kirkby Stephen and during the Fair for the restaurants and takeaway establishments to have agreed closing at 11.30pm following last orders at 11.00pm which worked well;
- 7) handing over management of the market area in Appleby town centre to the business community to manage for Friday and Sunday. This was expanded by closing and pedestrianising part of the highway;
- 8) development of the use of Twitter and Facebook as a means and method of communication;
- 9) daily meeting of community representatives from the resident and travelling communities for Kirkby Stephen before the Fair, and in Appleby during it which was used to gather information and then share perceptions, provide factual answers and improve communication generally;
- 10) daily meetings of MASCG reviewing all activity and directing continual daily improvement and additional meetings on matters that required attention;
- 11) some land owners self-help schemes introduced which worked well.

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

The Fair has four distinct stages commencing with the year long planning, supervision of travellers encampments prior to the Fair weekend, the six day main event and the ongoing clean up then the movement away from the Fair. Movement into the Fair fields went well and there was no traffic jam in Appleby at peak morning flow.

The planning for 2016 commenced immediately after the assessment of the 2015 event is completed.

Partner agencies in liaison with Parish Councils spend the year organising the provision of sites and facilities at some of the more popular locations for the travellers for the period before they are allowed on to Fair Hill. Although most travellers take up these provided facilities some go where and this can cause annoyance to local residents.

This can cause problems for local communities and farmers, MASCG is obliged to make daily tours of the sites and verges to monitor the numbers and deal with any issues which arise. This is becoming more resource intensive for the Police and the two Councils and as resources reduce this may not be able to be continued in the long term.

One of Eden District Council's main tasks during the Fair is the monitoring of food outlets ranging from ice cream vans to burger and kebab stalls and Eden District Council's Environmental Health Officers inspect all food outlets. Once satisfied that a food stall meets hygiene standards a sticker is issued. Sometimes it takes more than one visit before this is issued. Officers thoroughly examine the operator's cleanliness, cooking techniques, food storage arrangements and hand washing facilities.

Any food trader wishing to operate on the market fields is required to apply for a permit from the landowner prior to arrival. The Council's Environmental Health Officers see all applications before a permit to access the field is issued. Officers check with the home authority of any new traders to make sure their business is appropriately registered and also obtain further information as appropriate, regarding the type of food to be sold and associated arrangements for food safety, prior to any permit being issued. All traders are provided with information as to the food safety standards expected at the Fair prior to their arrival.

## **Outcome**

The operational plan had a number of agreed outcomes for each agency 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 every day lives; and
- 3) to reduce the number of arrests and formal interventions by the RSPCA and other agencies.

Whilst it is difficult to be precise on the measurement on some outcomes, the level of arrests and interventions are expressly known and are contained later in the report.

Feedback showed that:

- 1) RSPCA effective and balanced approach to animal welfare during the Fair through the provision of advice and appropriate action educated and informed animal owners and action was taken where necessary, especially about the overworking of horses in warm weather. Some public comments that the RSPCA should do more could only be achieved if public donations increased and more people volunteer;
- 2) licensing arrangements continued to improve. Over twenty licensed premises (Appleby and Kirkby Stephen area) opened as were the takeaway and restaurants providing refreshments for those people that wanted them;
- 3) the Gypsy and Traveller community felt the policing arrangements and overall management of the Fair were proportionate to the event and that the general environment of the event was of a high standard. Praise for the actions of the Police on the Saturday of the Fair to nullify potential anti-social behaviour and maintain public safety;
- 4) the local community felt that the overall management and community engagement of the event in Appleby continued to improve and that policing and regulatory changes were likewise a measurement of success. However, there were concerns outside of Appleby as in previous years about Gypsies and Travellers arriving early and causing concern to local residents in some areas even though there had been reduced numbers of early arrivals in 2015 and 2016;
- 5) the transit arrangements particularly in South Cumbria worked well and continued

to improve in the build up towards the event from previous years, concerns expressed this year about motorised caravans parking inappropriately on road side verges, such as on the road to Murton/Hilton from Appleby, people calling 101 non-emergency number to report concerns, but had a long wait to have calls answered;

- 6) the operational plan worked well and the co-ordination of agencies was effective;
- 7) the street cleansing operating was praised for keeping the town centre of Appleby as clean as possible throughout the duration of the Fair, feedback shows that an adequate number of litter bins are provided, but can more be done to encourage/educate fairgoers to use them or take their litter home with them;

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

| Agency   | 2016  | 2015  | 2014  | 2013  | 2012  | 2011    | 2010     |
|--|-------|-------|-------|-------|-------|---------|----------|
| <b>South Lakeland District Council</b>                                   |       |       |       |       |       |         |          |
| No of temporary toilets  | 7     | 7     | 8     | 8     | 8     | 8       | 5        |
| No of skips provided   | 4     | 4     | 4     | 4     | 4     | 4       | 0        |
| Tonnes of waste collected  | 5.94  | 5.5   | 8     | 4.18  | 6     | 6       | 0        |
| Counterfeit traders removed  | 0     | 0     | 0     | 0     | 0     | 4       | 5        |
| <b>Trading Standards</b>   |       |       |       |       |       |         |          |
| No of counterfeit goods seized or surrendered                            | 0     | 0     | 0     | 0     | 0     | 900     | 2,400    |
| Value of counterfeit goods   | 0     | 0     | 0     | 0     | 0     | £50,000 | £270,000 |
| <b>Eden District Council</b>   |       |       |       |       |       |         |          |
| Total caravans and bow tops in Eden area                                 | 1,103 | 1,297 | 1,318 | 1,301 | 1,329 | 1,325   | 1,394    |
| No of bow tops included in the total figure                              | 153   | 202   | 229   | 178   | 191   | 191     | 0        |
| No of outlying encampment caravans and bow tops included in total figure | 281   | 262   | 296   | 280   | 286   | 283     | 329      |
| No of market stalls (market fields)                                      | 276   | 241   | 234   | 236   | 249   | 255     | 211      |
| No of unlicensed street traders  | 0     | 0     | 1     | 0     | 0     | 0       | 0        |
| No of licensed street traders  | 6     | 6     | 6     | 5     | 5     | 6       | 0        |
| Tonnes of litter removed   | 33    | 29    | 43    | 45    | 40    | 37      | 24       |
| No of litter bins  | 41    | 41    | 39    | 39    | 35    | 39      | 36       |
| No of temporary toilets  | 31    | 31    | 31    | 31    | 31    | 31      | 30       |
| <b>Cumbria Constabulary</b>  |       |       |       |       |       |         |          |
| Arrests  | 10    | 11    | 28    | 40    | 28    | 48      | 60       |
| Crimes   | 11    | 24    | 9     | 0     | 16    | 18      | 19       |
| Drug Offences  | 1     | 1     | 5     | 3     | 9     | 7       | 23       |
| Incidents  | 65    | 61    | 61    | 0     | 171   | 225     | 182      |
| Fixed Penalty Offences   | 30    | 71    | 93    | 82    | 141   | 0       | 88       |
| Dispersal Orders   | 77    | 8     | 22    | 0     | 16    | 0       | 0        |

| <b>Agency</b>   | <b>2016</b> | <b>2015</b> | <b>2014</b> | <b>2013</b> | <b>2012</b> | <b>2011</b> | <b>2010</b> |
|---|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| <b>RSPCA</b>  |             |             |             |             |             |             |             |
| Incidents where owners of animals were given advice or assistance | 274         | 151         | 147         | 142         | 196         | 350         | 311         |
| Verbal warnings   | 13          | 10          | 6           | 10          | 38          | 17          | 23          |
| Police cautions   | 0           | 0           | 0           | 0           | 0           | 0           | 2           |
| RSPCA adult written caution                                       | 0           | 0           | 2           | 1           | 2           | 1           | 1           |
| Cases reported for summons  | 2           | 4           | 2           | 2           | 1           | 1           | 3           |
| Animals referred for vet treatment                                | 0           | 0           | 0           | 0           | 120         | 71          | 60          |
| Equines put to sleep  | 0           | 2           | 1           | 1           | 2           | 0           | 3           |
| Puppies put to sleep  | 0           | 0           | 0           | 0           | 0           | 0           | 1           |
| Equines transported away from the Fair                            | 6           | 9           | 6           | 6           | 14          | 2           | 6           |
| Stray dogs taken in by Eden District Council                      | 1           | 2           | 0           | 1           | 2           | 2           | 2           |
| Puppies taken in by RSPCA   | 0           | 0           | 2           | 0           | 0           | 6           | 3           |
| <b>North West Ambulance Service</b>                               |             |             |             |             |             |             |             |
| Recorded injuries   | 96          | 59          | 66          | 103         | 55          | 89          | 53          |

## Financial Information

The external 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 breakdown of external costs for the 2016 Fair are as follows:

| Organisation                                | 2016<br>(£)    | 2015<br>(£)    | 2014<br>(£)    | 2013<br>(£)    | 2012<br>(£)    | 2011<br>(£)    | 2010<br>(£)    |
|---|----------------|----------------|----------------|----------------|----------------|----------------|----------------|
| Eden District Council                       | 26,756         | 27,835         | 33,796         | 29,818         | 27,610         | 28,000         | 33,183         |
| South Lakeland District Council             | 2,390          | 2,551          | 2,884          | 6,001          | 1,744          | 3,387          | 4,110          |
| Cumbria County Council                      |                |                |                |                |                |                |                |
| - Trading Standards                         | 0              | 0              | 500            | 650            | 0              | 673            | 1,545          |
| - Highways                                  | 46,513         | 69,607         | 47,349         | 28,500         | 30,000         | 19,980         | 33,000         |
| - Other Costs <sup>1</sup>                  | 0              | 0              | 4,000          | 8,000          | 6,000          | 5,159          | 10,250         |
| HMRC  | 0              | 0              | 0              | 0              | 0              | 0              | 210            |
| Environment Agency                          | 1,200          | 1,500          | 1,200          | 1,500          | 2,000          | 1,500          | 1,500          |
| Cumbria Fire and Rescue                     | 814            | 858            | 2,325          | 1,055          | 2,192          | 1,224          | 1,326          |
| NWAS/PCT (joint cost)                       | 14,159         | 9,925          | 10,770         | 9,000          | 9,998          | 2,433          | 1,958          |
| MASCG media spend (joint cost) <sup>2</sup> | 1,200          | 1,230          | 1,230          | 0              | 1,000          | 1,000          | 2,475          |
| Cumbria Constabulary <sup>3</sup>           | 74,400         | 65,600         | 67,000         | 50,000         | 55,000         | 80,910         | 90,866         |
| RSPCA                                       | 14,479         | 12,740         | 11,875         | 11,234         | 19,550         | 24,172         | 27,000         |
| <b>Total</b>                                | <b>181,911</b> | <b>191,846</b> | <b>182,929</b> | <b>145,758</b> | <b>155,095</b> | <b>168,438</b> | <b>207,423</b> |

The total external cost for the 2016 Fair operation was £181,911 and internal costs on top shows a considerable increase this year which will not be able to be sustained for the future.

Whilst it was identified in 2011 that the issue of financing remained a key issue for the future, various ideas were considered in the past but little achievement had been reached in identifying ways and means of raising income to assist in meeting the costs. This remains a fundamental issue to be addressed by the MASCG which will be considered as part of the progress and planning for the 2017 Fair with the Gypsy and Traveller community in order to reduce the cost to the Tax Payer.

<sup>1</sup> These costs are now incorporated under Highways

<sup>2</sup> Costs previously included in individual agency budget

<sup>3</sup> Change in accounting for costs

## **Media**

The media strategy for 2016 was co-ordinated by a sub-group of all the public agencies. Their work included updating of the website, co-ordinating media messages, targeted campaign messages, responding to individual incidents using Facebook and Twitter.

## **Evaluation Process**

The evaluation process for the 2016 Fair was agreed by MASCG and the process agreed would follow for a period of up to three months post the event and would include:

- Undertaking a detailed public agency debrief
- Receiving feedback from Gypsy and Traveller community
- Holding a public meeting at Appleby for local residents and community groups
- Meeting of the Community Action Group
- Analysing individual correspondence to agencies to capture key issues
- Analysing feedback from Appleby TIC related to visitor and some residents comments
- Holding meetings with individual Parish Councils and others who had experienced issues to be addressed
- Meetings with the trade and business communities involved with the Fair
- Producing an analysis of the outcomes of the sessions for consideration
- General letters and correspondence

The agency debrief took place on 18 July 2016 and all the key public agencies were invited to participate.

There remain areas where further improvement and change for the future are highlighted. For an event which attracts circa 40,000 people which is not organised, its success is measured by the community impact and responses from all the communities involved. All of the views submitted are treated seriously and where appropriate action is taken.

## **Improvement Plan**

Following completion of the Evaluation Report, MASCG identifies actions to be taken by producing an Improvement Plan for the respective agencies for next year's event.

## **Conclusion**

The 2016 Appleby Fair continued the implementation of a change process begun in 2008.

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