

# Appleby Fair 2018 Evaluation Report



September 2018

## Introduction

The Multi-Agency Strategic Co-ordinating Group (MASCg) has now been in existence for over ten years. It was established to develop an operational plan to provide co-ordinated community leadership and not to manage the Fair. MASCg comprises representatives of Eden District Council, Cumbria County Council, South Lakeland District Council, Cumbria Constabulary, North West Ambulance Service, RSPCA, two Gypsy and Traveller representatives, Environment Agency and Highways England. The aim of MASCg is to make Appleby Horse Fair as safe as possible for all concerned, through solid planning, good communication with gypsies and travellers and the settled community.

MASCg had an involvement in the 2008 Fair through its various partners' 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. The Fair is a gathering of people from the Gypsy and Traveller communities with visitors and tourists coming to witness it.

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.

This 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 from 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 the actions being taken. This process has continued up to and including the 2018 fair.

For the 2018 Horse Fair, the underlining principles of our strategy were as in previous years, with the aim of delivering a safe and enjoyable Appleby Horse Fair for local residents, Gypsies and Travellers and visitors. The unique nature of this traditional event means the needs of residents, Gypsies and Travellers and visitors to the Fair must all be respected if the Fair is to be successful.

MASCg actions were designed to support the safety of Appleby and outlying areas. Whilst the fair in any year is bound to have some impact on daily life for residents our task to seek to minimise the effect on the normal pattern of daily life in Appleby outlying areas such as Kirkby Stephen, Sedbergh, Kirkby Lonsdale, Alston and other villages.

This year we put out clear messages in the printed media, to broadcasters and to social media that motorised and horse drawn caravans must not arrive too soon for the Fair. Early arrivals have a significant impact on rural communities and can cause road safety issues by parking unsafely in inappropriate locations, reducing the visibility for motorists at junctions. We also publicised the tolerated sites on the Appleby fair website.

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. This year, MASCg continued its appeal to reduce the number of early arrivals at the Fair, specifically motorised caravans.

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 work includes addressing issues of inappropriate parking that has created road safety issues. Helping communities implement their own solutions reduces the cost of the Fair on public sector agencies.

In 2018, there continued to be direct engagement with the public in the build up to, during and after the Fair. This included daily meetings with the communities and also the way the agencies were operating. There were daily meetings of MASCG from 1 June 2018 through to and including 11 June 2018, as well as the forward planning which had previously taken place. Decisions were made very quickly. MASCG has an agreed Encampment Protocol which determines whether encampments are treated as low medium or high priority. Those that are high priority are escalated for a decision as to whether or not to move the encampments on. Clearly not every site can be moved on.

This year there has been significant amount of concern from residents of Appleby, Kirkby Stephen, Sedbergh and Kirkby Lonsdale about anti-social behaviour and criminal activity which appears to have been carried by a small minority of people attending the Fair. As part of the post Fair feedback process I attended with my Vice Chairman Superintendent Mark Pannone at very well attended public meetings at Kirkby Stephen and Appleby along with other officers. Inspector Paul Lathan and Simon Rowley, Assistant Director from South Lakeland District Council attended a public meeting in Sedbergh to hear from residents in South Lakeland. Representatives from the Gypsy and Traveller communities were present at all three meetings. It is clear that feelings were running high at these meetings and account was taken of the representations made

I also received a considerable number of written representations and I made a point of responding in person and individually to all such correspondence.

In Kirkby Stephen there was a heightening of tensions at due to the cancellation of a horse auction there and the attendance of Gypsy and Travellers regardless with a view to buying and selling horses. Tensions were also significantly raised by the widely reported incident involving a person who was involved in a road traffic accident who was then assaulted. A different approach to resourcing and enforcement will be considered by MASCG for the 2019 Fair.

Appleby was busier this year than in 2017 and the perception of various people was that it felt like the fair started a day earlier namely on 7 June 2018. There were some collisions involving horse drawn vehicles some of which were wider and reported. All such accidents are regrettable. None of them resulted in very serious injuries.

The water level in the River Eden was a lot lower than the previous year. However there was torrential rain on 9 June 2018 which caused flash flooding in certain part of Appleby which were responded to effectively by the emergency services.

The seven licensed sites around Appleby opened slightly earlier in accordance with a formal MASCG decision made on 6 June. This was a decision that was made having regard to the overall public safety priority. The licensing conditions for the seven licensed sites will be looked at in the run up to the 2019 Fair, including whether there is a need for a slight adjustment of opening times for these sites

With an eye on matters after this year's Fair the overall strategy of MASCG will be reviewed as part of the work for the 2019 Fair and there will be public consultation on our strategy. Another issue that MASCG would wish to look at his how a member forum can be established to feed into the work of MASCG.

Appleby Fair is the biggest operational event for the RSPCA, who are supported by other animal welfare charities at the event. The work of these charities is invaluable and worthy of public support through donations via their official websites. One of the themes arising from the feedback that I have received is about horse welfare and safety, hence the importance of the work of the RSPCA and other agencies.

I would 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.

Appleby Fair is an opportunity to show visitors the quality of Appleby as a destination and Eden and wider Cumbria as a place to visit. All we ask of the media who visit the Fair is for balanced coverage and to respect local residents, Gypsies and Travellers and visitors who all share their views about this unique events through the post Fair evaluation process.

The work is now on going to make the 2019 Fair as safer and enjoyable as possible for all concerned.

Matthew Neal  
Chairman of Multi-Agency Strategic Co-ordinating Group

## Background Information

The 2018 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' and Travellers' Forum over travelling arrangements of Gypsies 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;
- 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 were 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 commuter time.

Partner agencies in liaison with Town and 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 elsewhere 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) the RSPCA's 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. The RSPCA carried out valuable work clearing the River Eden of debris to enable the traditional horse washing to take place safely. They also provide advice and monitoring of river levels to ensure animal safety. The level of support the RSPCA and other animal welfare charities provide at Appleby Fair is of course dependent on public donations to support their work;
- 2) all licensed premises were asked to sign up to the Voluntary Licensing Charter and use plastic glasses in their establishments to improve safety. Over twenty licensed premises (Appleby and Kirkby Stephen area) opened as well as takeaways and restaurants providing refreshments for those people that wanted them;
- 3) the Gypsy and Traveller community felt that notwithstanding the problems that were experienced in outlying areas, 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;
- 4) concerns were expressed by the local community about Gypsies and Travellers arriving early;
- 5) the transit arrangements particularly in Alston worked well and the closure of the Makepeace field was well publicised and clearly other alternatives were used by Gypsies and Travellers;

- 6) there was significant amount of concern from residents of Appleby, Kirkby Stephen, Sedbergh and Kirkby Lonsdale about anti-social behaviour and criminal activity which appears to have been carried by a small minority of people attending the Fair;
- 7) In Kirkby Stephen there was a heightening of tensions due to some disorder in and around some licensed premises in the run up to the Fair;
- 8) There were some collisions involving horse drawn vehicles and whilst all such accidents are regrettable some of which were widely reported but there were no very serious injuries;
- 9) the operational plan worked well and the co-ordination of agencies was effective;
- 10) the street cleansing operation 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	2018	2017	2016	2015	2014	2013	2012	2011	2010
<b>South Lakeland District Council</b>									
Number of temporary toilets	7	7	7	7	8	8	8	8	5
Number of skips provided	4	4	4	4	4	4	4	4	0
Tonnes of waste collected	4.5	5	5.94	5.5	8	4.18	6	6	0
<b>Eden District Council</b>									
Total caravans and bow tops in Eden area	1,191	991	1,103	1,297	1,318	1,301	1,329	1,325	1,394
Number of bow tops included in the total figure	172	176	153	202	229	178	191	191	0
Number of outlying encampment caravans and bow tops included in total figure	179	269	281	262	296	280	286	283	329
Number of market stalls (market fields)	250	243	276	241	234	236	249	255	211
Number of unlicensed street traders	0	0	0	0	1	0	0	0	0
Number of licensed street traders	6	6	6	6	6	5	5	6	0
Tonnes of waste removed including litter	27	25	33	29	43	45	40	37	24
Number of skip loads from outlying stopping places (from 2018)	6	-	-	-	-	-	-	-	
Number of litter bins	43	43	41	41	39	39	35	39	36
Number of temporary toilets	55	57	31	31	31	31	31	31	30
<b>Cumbria Constabulary</b>									
Arrests	8	17	10	11	28	40	28	48	60
Crimes	17	12	11	24	9	0	16	18	19
Drug Offences	0	1	1	1	5	3	9	7	23
Incidents	115	76	65	61	61	0	171	225	182
Fixed Penalty Offences	22	18	30	71	93	82	141	0	88
Dispersal Orders	12	4	77	8	22	0	16	0	0



<b>Agency</b>	<b>2018</b>	<b>2017</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	198	168	274	151	147	142	196	350	311
Verbal warnings	14	12	13	10	6	10	38	17	23
Police cautions	0	0	0	0	0	0	0	0	2
RSPCA adult written caution	0	0	0	0	2	1	2	1	1
Cases reported for summons	2	1	2	4	2	2	1	1	3
Animals referred for vet treatment	Unknown	Unknown	0	0	0	0	120	71	60
Equines put to sleep	2	1	0	2	1	1	2	0	3
Puppies put to sleep	0	0	0	0	0	0	0	0	1
Equines transported away from the Fair	9	8	6	9	6	6	14	2	6
Stray dogs taken in by Eden District Council	0	0	1	2	0	1	2	2	2
Puppies taken in by RSPCA	0	1	0	0	2	0	0	6	3
<b>North West Ambulance Service</b>									
Recorded injuries	34	42	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 2018 Fair are as follows:

Organisation	2018 (£)	2017 (£)	2016 (£)	2015 (£)	2014 (£)	2013 (£)	2012 (£)	2011 (£)	2010 (£)
Eden District Council	31,023	30,134	26,756	27,835	33,796	29,818	27,610	28,000	33,183
South Lakeland District Council	2,310	2,430	2,390	2,551	2,884	6,001	1,744	3,387	4,110
Cumbria County Council	45,375	62,488	46,513	69,607	51,849	37,150	36,000	25,812	45,005
Environment Agency	1,200	2,100	1,200	1,500	1,200	1,500	2,000	1,500	1,500
Cumbria Fire and Rescue	300	1,238	814	858	2,325	1,055	2,192	1,224	1,326
NWAS/PCT (joint cost)	13,681	16,000	14,159	9,925	10,770	9,000	9,998	2,433	1,958
MASCG media spend (joint cost) <sup>1</sup>	1,200	1,500	1,200	1,230	1,230	0	1,000	1,000	2,475
Cumbria Constabulary <sup>2</sup>	81,003	78,440	74,400	65,600	67,000	50,000	55,000	80,910	90,866
RSPCA	37,851	35,760	14,479	12,740	11,875	11,234	19,550	24,172	27,000
<b>Total</b>	<b>213,943</b>	<b>230,090</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 2018 Fair operation was £213,943.

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 2019 Fair with the Gypsy and Traveller community in order to reduce the cost to the Tax Payer.

<sup>1</sup> Costs previously included in individual agency budget

<sup>2</sup> Change in accounting for costs

## **Media**

The media strategy for 2018 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 2018 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 public meetings at Appleby, Kirkby Stephen and Sedbergh 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; and
- General letters and correspondence

The agency debrief took place on Monday 18 June 2018 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 2018 Appleby Fair continued the implementation of a change process begun in 2008.

With joint working, the co-operation of the local community and the support of the Gypsy and Traveller community improvements can be made in terms of multi-agency response to the 2019 Fair.