

# Appleby Fair 2019 Evaluation Report



## **Introduction**

This Evaluation Report has been developed from consultation with all groups involved in Appleby Horse Fair. It covers the work of the Multi-Agency Strategic Co-ordinating Group (MASC) has now been in existence for over ten years. Its purpose is to provide co-ordinated community leadership to respond to the challenges that Appleby Fair brings. MASC. More details about the background to MASC is set out in Appendix 1.

MASC 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, three councillors, Environment Agency and Highways England. For the 2019 Horse Fair, in accordance with the renewed Appleby Fair Strategy 2019-2022 the underlining principles of our strategy were to deliver 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.

The purpose of this evaluation report is to consider whether and to what extent the MASC has succeeded in its overriding objective of delivering a safe and enjoyable Appleby Horse Fair for local residents, gypsies, travellers and visitors.

## **Overview**

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 temporary stopping places on the Appleby fair website. Notwithstanding this there was an increased number of early arrivals, and anecdotal evidence appears to indicate that this was with a view to getting the optimum locations, given the decline in the number of temporary stopping places. Actions will be taken with a view to reducing the number of early arrivals in 2020.

In early 2019 Councillors representing Eden District Council, South Lakeland District Council and Cumbria County Council were appointed for the first time to MASC. This helped increase the level of engagement with the public, with the councillors having a considerable amount of local intelligence which they could escalate up to MASC.

In addition to the year-long planning, as the time of the fair is approached it was managed in three stages as follows:

Phase 1 – ingress which started in mid-May 2019;

Phase 2 – which comprised the Fair itself from 6 June to 9 June 2019; and

Phase 3 – egress which commenced on 10 June 2019,

In 2019, 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 the agencies represented on MASC in the form of Silver Command Meetings from 27 May through to and including 11 June 2019. Decisions were made very quickly. MASC 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.

There was public criticism in relation to Phase 1 in 2018 focused on policing in the Kirkby Lonsdale, Sedbergh and Kirkby Stephen areas. In response to this, Cumbria Police adopted the following adjustments for the 2019 Fair:

1. Promotion and wider advertisement of engagement meetings;
2. Increased formal dedicated engagement opportunities prior to and during the Fair;
3. Increased wider statutory representation at engagement events;
4. Consistent Bronze commanders and staffing during phase 1;
5. Increased Police resources and clearer direction for phase1;
6. Enhanced staffing levels for 101 call-taking during Fair period with a dedicated Appleby Fair option for 101 calls;
7. Deputy Chief Constable Webster oversaw the Appleby Fair policing operation;
8. High quality CCTV was used in Appleby and Kirkby Stephen; and
9. Police officers all used Body Worn Video helping to capture any necessary evidence.

The Licensing Charter has been developed over recent years with licensed premises to include Kirkby Stephen and during the Fair for the restaurants and takeaway establishments. There is an agreed closing at 11.30pm following last orders at 11.00pm which worked well. The overall assessment is that this worked well.

Public Space Protection Orders were in place to regulate public drinking in public places in Appleby, Kirkby Stephen and Long Marton. Signs were reviewed and renewed were being put up to bring to the attention of people of the existence of these powers and these were enforced by the police. We have subsequently renewed the signs in Appleby, Kirkby Stephen and Long Marton, replacing them with permanent signs. Failure to comply with such orders makes the person breaching the order liable to a fixed penalty notice or fine. The Police were able to utilise the sanction of the fines to deal with any problem public drinking at the outset without issuing any such notices. That was certainly a success.

One change for 2019 was that areas of the A685 identified as particularly unsafe for stopping were clearly marked and strictly enforced, including horse-drawn vehicles. This worked well although it required a very significant level of police resourcing. From a highway safety point of view these measures meant that from the position with regard to the A685 was considerable improvement on last year.

The policing style supported the ethos of community policing and engagement. This involved an engaging and friendly style underpinned by a professional and unbiased approach to policing duties, which at times needed to be firm but fair. All crimes were investigated and some are still being investigated as with any incident that could happen at another time of the year.

The opening times for the seven licensed sites in the vicinity of Appleby remained as 4am on Thursday morning. However in accordance with a MASCG agreed process, the police assessment was that the level of traffic congestion caused by vehicles queuing to get onto the sites (including backing onto the A66) was such that, having regard to our overall strategic objective of public safety, it was agreed between Temporary Chief Superintendent O'Connor and me that the 4am opening would no longer be enforced as from 6pm. The message was given out to all seven licensed sites.

The other change this year was a trial of the pedestrian crossing at The Sands. It was guarded by the application of barriers on both carriageway approaches. All horses were required to use the signed diversion routes associated with The Sands road closure. This did reduce the potential for conflict with pedestrians. It also provided a much safer environment. It is acknowledged that the trial closure of the pedestrian crossing at the Sands was not supported by some members of the gypsy and traveller community.

The RSPCA took an effective and balanced approach to animal welfare during the Fair. This involved providing advice and taking appropriate action where necessary. The aim was to educate and inform animal owners. 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.

The water level in the River Eden was high between 8 and 9 June and The Sands were closed for the purpose of horse washing for the whole of 8 June and until 2:30 pm on 9 June 2019. Monitoring the river levels required a lot of officer resources with Silver Command meetings taking place regularly throughout both days until a decision could be made to re-open the river.

This year fewer concerns about the Fair were raised by residents of Appleby, Kirkby Stephen, Sedbergh and Kirkby Lonsdale. There has been positive feedback from Town and Parish Councils of Kirkby Stephen, Kirkby Lonsdale and Sedbergh and other areas. There was also positive feedback from members of the public, at MASCG from elected officials and via CAG at Appleby.

As part of the post Fair feedback process, I attended with my Vice Chairman Temporary Chief Superintendent Rob O'Connor, a public meeting at Appleby along with other officers. Representatives from the Gypsy and Traveller communities were present at all three meetings. Concerns were raised at the public meeting by certain Gypsies and Travellers about what they perceived to be the high level of police resourcing at certain locations, particularly at Kirkby Stephen. Concern was also raised about the difficulty experienced by those travelling by horse to the fair in finding an appropriate place to camp. Concerns were also raised about the closure of the road crossing by The Sands in Appleby which caused Gypsies and travellers with horses to have to take a long diversion route to get to the other side of the barrier.

The street cleansing operation was praised for keeping Appleby, Kirkby Stephen and outlying areas as clean as possible throughout the duration of the Fair. Feedback shows that an adequate number of litter bins are provided, but we were asked if more can be done to encourage/educate fairgoers to use them or take their litter home with them.

I also received a small number of written representations which were all responded to.

### **Action Points for 2020**

MASCG will consider various approaches to increasing the provision of temporary stopping places so as to reduce the impact of the Fair on rural communities. We will also encourage communities to implement their own solutions thereby reducing the cost of the Fair on public sector agencies.

Inappropriate parking during the 2019 fair caused some road safety issues and problems at some of off street car parks. One of the things that we will look to improve on in next year's Fair is our response to on street parking (enforced by the County Council) and off-street parking (enforced by the District Council). In the 2019 fair officers did attend Broad Close car park to deal with vehicles which do not have a ticket. However, as soon as they arrived tickets had been purchased. Appleby Leisure Centre was closed during the Fair and does not have regulated car parking. The level of

resources by that we put in in terms of our contractors who carry out parking enforcement is something that we will be reviewing.

The licensing conditions for the seven licensed sites and issues relating to the opening times will be discussed at a meeting with the owners. Consideration will be given to the extent to which providing intensive police enforcement of the highway protected areas on the A685 between Kirkby Stephen and Brough is feasible having regard to the resources of the police and other agencies. Alongside this, consideration will be given to installation of temporary physical infrastructure to enforce the highway protected areas so as to enable police resources to be re-allocated to aspects of the Fair.

Improvements will be made to communicating the changes from two way to one way traffic during the fair along Garth Head, Appleby.

Communications for next year will include messages about keeping children who ride on horses and in sulkies safe with appropriate helmets and in the case of sulkies set restraints.

The Licensing Charter will be reviewed with a view to requiring door staff in Appleby licensed premises on the Thursday of the Fair.

Discussion will take place with Highways England about their plans for the further dualling of the A66 and the potential safer routes for non-motorised vehicles and whether there is scope to create temporary stopping places on disused stretches of carriageway.

The installation of a water flow meter in the river to assist in decisions being made about opening and closing of the river would have been helpful for the 2019 Fair. Consideration will be given in this respect in time for the 2020 Fair.

The issue of the overall cost of the fair remains a key issue for the future. Various ideas have been considered in the past but little achievement had been reached in identifying ways and means of raising income to assist in reducing the costs of the fair to the tax payer. This remains a fundamental issue to be addressed by the MASCG which will be considered as part of the progress and planning for the 2020 Fair.

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

<b>Agency</b>	<b>2019</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>South Lakeland District Council</b>										
Number of temporary toilets	9	7	7	7	7	8	8	8	8	5
Number of skips provided	2	4	4	4	4	4	4	4	4	0
Tonnes of waste collected	2.14	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	1,172	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	171	172	176	153	202	229	178	191	191	0
Number of outlying encampment caravans and bow tops included in total figure	246	179	269	281	262	296	280	286	283	329
Number of market stalls (market fields)	237	250	243	276	241	234	236	249	255	211
Number of unlicensed street traders	0	0	0	0	0	1	0	0	0	0
Number of licensed street traders	6	6	6	6	6	6	5	5	6	0
Tonnes of waste removed including litter	26	27	25	33	29	43	45	40	37	24
Number of skip loads from outlying stopping places (from 2018)	-	6	-	-	-	-	-	-	-	-
Number of litter bins	41	43	43	41	41	39	39	35	39	36
Number of temporary toilets	57	55	57	31	31	31	31	31	31	30
<b>Cumbria Constabulary</b>										
Arrests	8	8	17	10	11	28	40	28	48	60
Crimes	21	17	12	11	24	9	0	16	18	19
Drug Offences	0	0	1	1	1	5	3	9	7	23
Incidents	103	115	76	65	61	61	0	171	225	182
Fixed Penalty Offences	51	22	18	30	71	93	82	141	0	88
Dispersal Orders	4	12	4	77	8	22	0	16	0	0

<b>Agency</b>	<b>2019</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	131	198	168	274	151	147	142	196	350	311
Verbal warnings	5	14	12	13	10	6	10	38	17	23
Police cautions	0	0	0	0	0	0	0	0	0	2
RSPCA adult written caution	0	0	0	0	0	2	1	2	1	1
Cases reported for summons	3	2	1	2	4	2	2	1	1	3
Animals referred for vet treatment	Unknown	Unknown	Unknown	0	0	0	0	120	71	60
Equines put to sleep	1	2	1	0	2	1	1	2	0	3
Puppies put to sleep	0	0	0	0	0	0	0	0	0	1
Equines transported away from the Fair	10	9	8	6	9	6	6	14	2	6
Stray dogs taken in by Eden District Council	1	0	0	1	2	0	1	2	2	2
Puppies taken in by RSPCA	0	0	1	0	0	2	0	0	6	3
<b>North West Ambulance Service</b>										
Recorded injuries	23	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 2019 Fair are as follows:

Organisation	2019 (£)	2018 (£)	2017 (£)	2016 (£)	2015 (£)	2014 (£)	2013 (£)	2012 (£)	2011 (£)	2010 (£)
Eden District Council	33,300	31,023	30,134	26,756	27,835	33,796	29,818	27,610	28,000	33,183
South Lakeland District Council	2,421	2,310	2,430	2,390	2,551	2,884	6,001	1,744	3,387	4,110
Cumbria County Council	50,000	45,375	62,488	46,513	69,607	51,849	37,150	36,000	25,812	45,005
Environment Agency	1,500	1,200	2,100	1,200	1,500	1,200	1,500	2,000	1,500	1,500
Cumbria Fire and Rescue	800	300	1,238	814	858	2,325	1,055	2,192	1,224	1,326
NWAS/PCT (joint cost)	11,653	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>	944	1,200	1,500	1,200	1,230	1,230	0	1,000	1,000	2,475
Cumbria Constabulary <sup>2</sup>	115,000	81,003	78,440	74,400	65,600	67,000	50,000	55,000	80,910	90,866
RSPCA	39,932	37,851	35,760	14,479	12,740	11,875	11,234	19,550	24,172	27,000
<b>Total</b>	<b>255,550</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 2019 Fair operation was £255,550.

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

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



## **Communications**

The media strategy for 2019 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.

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.

Community Action Group (CAG) meetings ran from 28 May each day in Kirkby Stephen, Appleby and Alston though to 9 June 2019.

CAGs took place at Warcop, Soulby, Great Asby and Brough on rotational basis every 2/3 days.

The independently run Facebook site “Appleby Fair, the biggest and best in Europe” set out a large amount of information about Appleby Fair and is a very well visited site particularly amongst the Gypsy and Traveller community.

Channel 5 produced a 90 minute documentary about the 2019 fair with the unfortunate title provided after the event of “Appleby Fair, the Town that the Gypsies took over.” Officers of MASCG co-operated with the producers of the documentary and allowed access to its deliberations at one Silver Command meeting.

## **Conclusion**

The 2019 Appleby Fair continued the implementation of a change process begun in 2008.

After a the considerable amount of feedback after the 2018 Fair, particularly from parishes and from residents of Appleby, Kirkby Stephen and outlying villages, significant changes were made in terms of the approach to communication, member representation and operational planning for the 2019 Fair. This had led to an increase in the amount of resources, particularly from a Police perspective that was made available for the 2019 Fair. Whilst there was an element of criminal behaviour (some of it serious crime) the overall conclusion of MASCG is that its response for the 2019 Fair received a distinctly more favourable response than in the previous year.

There was feedback from the Gypsy and Traveller community expressing some concern about the high level of Police presence in certain areas and it is important that the right balance is reached in terms of the level of resourcing to be given for next year’s Fair.

With joint working, the co-operation of the local community and the support of the Gypsy and Traveller representatives and community, MASCG will continue to seek to achieve improvements in terms of the multi-agency response to the 2020 Fair.

Matthew Neal

Chairman of Appleby Fair Multi-Agency Strategic Co-ordinating Group

### Background

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.

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 2019 Fair.

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.

MASCG actions are 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.