



# Strategic Advice on Appleby Horse Fair

## Final Report

July 2024



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# 1. INTRODUCTION

- 1.1 The primary objective of this study is to provide strategic advice to the former Eden District Council, which is now part of Westmorland and Furness Council, and the Appleby Horse Fair Multi Agency Strategic Coordination Group (MASC).
- 1.2 The key purpose of this study is to address 2 key issues, namely:
  - » A strategic evaluation of the legalities and practicalities of the Fair becoming an organised event.
  - » A focused evaluation of the provision of transit sites.
- 1.3 Both historically and at present it is accepted that the Fair is unusual and unique, in that it is a traditional gathering of people from both the Travelling Community and the settled community, as opposed to being a fully organised event in its own right. However, both historically and at present, the Fair has benefitted from significant support from both members of the Travelling Community, and other statutory, voluntary, and other organisations – largely at their own expense.
- 1.4 Originally a fair for sheep and cattle drovers and horse dealers, Appleby Horse Fair is an historic annual gathering of Gypsies and Travellers in the town of Appleby in Cumbria. The Fair takes place over a week in June, from a Thursday to the following Wednesday, but the Fair is essentially a weekend event the main days being the Friday and Saturday with days before and after more about people arriving and leaving the area.
- 1.5 Appleby Fair is unique in Europe and is believed to be the largest horse fair in Europe, attracting around 10,000 Gypsies and Travellers and over 30,000 other visitors each year. The Fair transforms the town of Appleby for the week, as it normally has a population of around 2,500.
- 1.6 In addition to support from key members of the Travelling Community, there are a number of public sector and voluntary organisations which help to co-ordinate the Fair with an overall objective to make the Fair as safe and enjoyable as possible for everyone who visits.
- 1.7 This response is led by the Multi Agency Strategic Co-ordination Group (MASC) which includes representatives from the Travelling Community, local Councils, the Police, the RSPCA, the NHS, and the Fire and the Environment Agency.
- 1.8 Members of MASC meet on a regular basis to discuss issues and to help to coordinate activities relating to the Fair. It should be made clear that as the Fair is not currently a formally organised event, MASC do not own or run the fair.
- 1.9 It is accepted by members of the Travelling Community, members of MASC, local residents of Appleby, and local businesses in Appleby and surrounding communities, that the Fair has a considerable impact on Appleby both during the Fair weekend, and over a wider period. This is as a result both of the significant number of people who visit the town of Appleby during the Fair each year, and the large numbers of Travellers who stay in Appleby and adjacent areas during the course of the Fair.
- 1.10 As a result of this a number of Operation Plans have been put in place over the years to help to mitigate the impact of the Fair. The most recent plan was the Appleby Fair Strategy 2019-2022. This considered

feedback from the outcomes of the 2018 Fair. The key principle of the Strategy is to address issues relating to both public safety and the welfare of animals. There are also plans in place that address issues relating to traffic management and transit sites; Public Space Protection Orders to control drinking in public spaces; and regular Community Action Group meetings in the run up and during the Fair.

- 1.11 The key issues that these strategies are seeking to address are:
- » To manage the movement of people and vehicles.
  - » To reduce instances of early arrivals to the Fair prior to authorised transit/campsites opening.
  - » To encourage those visiting the fair to stay on authorised or tolerated sites, and not on the roadside or on other unauthorised sites.
  - » To ensure the welfare of animals that are taken to the Fair.
  - » To address issues relating to antisocial behaviour and littering
- 1.12 It is accepted however that the Fair does can have a negative impact on residents and businesses in Appleby and surrounding areas. Regular meetings are held with both residents and businesses to ensure that their views and known and where possible are fed into the coordination of the Fair.
- 1.13 The 2023 Fair was held between Thursday 8<sup>th</sup> June and Wednesday 14<sup>th</sup> June. Following the Fair a series of de-briefing sessions were held with members of the Travelling Community, members of MASCg, and members of the local community of Appleby.
- 1.14 The resulted in an Appleby Fair Update from the Chair of MASCg. Which set out a long term vision for the future of the Fair focussing on:
- » Improving communications and engagement.
  - » Working on the feasibility of additional transit sites.
  - » Ensuring that people attending the Fair are safe and that quality of life is improved.
- 1.15 Meetings with residents and businesses in recent years have also questioned the viability of key elements of the Fair itself becoming a more organised and licenced event.

## 2. METHODOLOGY

### Organisation and Licencing

- 2.1 The first part of the study looked at the current organisational arrangements for the Fair, and the various legal and licencing requirements associated with major events. The purpose of this part of the study was to better understand the current organisational and coordination arrangements, with a view to determining whether the Fair, or key elements of the Fair, could in the future become an organised and licenced event.
- 2.2 In order to further explore alternative options to manage the Fair it is important to establish how the Fair currently operates and how this has changed over time. As such, ORS held an online Focus Group with key members of MASCG.
- 2.3 Discussions were held with members of the Travelling Community who assist in supporting the Fair.
- 2.4 A review was completed of a consultation that was undertaken with local businesses in Appleby.
- 2.5 A review was also completed of guidance that is in place to help major event organisers run events safely, as well as a review of some of the legal and licencing requirements associated with major events and festivals.
- 2.6 Engagement was also completed with representatives of a large number of independent festivals and major events across the UK.

### Transit Sites

- 2.7 The second part of the study looked to complete a focussed evaluation of transit sites in Appleby and surrounding areas. As set out previously, over 10,000 members of the Travelling Community attend the Fair each year, and the majority stay in Appleby and surrounding areas for the duration of the Fair. This requires land for the stationing of caravans, other vehicles, and livestock.
- 2.8 The study has completed a review of the official licenced transit sites that were in place for the 2023 Fair, including estimated occupation levels against the licenced capacity of these sites.
- 2.9 Engagement was also completed over the course of the Fair with Travellers staying on some of the larger licenced transit sites to ascertain their views on the suitability of these sites, and to determine what, if any, improvements could be made in future years.
- 2.10 Post-Fair engagement with Travellers was also completed. In the months leading up to the Fair ORS asked Travellers across the country during household interviews to complete Gypsy and Traveller Accommodation Assessments (GTAAAs) whether they were planning to visit the Fair in June and whether they would be willing to be contacted after the Fair by telephone to find out their views on their trip.

## 3. OUTCOMES – ORGANISATION AND CO-ORDINATION

### Introduction

- 3.1 In addition to support from key members of the Travelling Community, there are a number of public sector and voluntary organisations which help to co-ordinate the Fair with an overall objective to make the Fair as safe and enjoyable as possible for everyone who visits.
- 3.2 This response is currently led by the Multi Agency Strategic Co-ordination Group (MASCg) for Appleby Fair which includes representatives from the Travelling Community, local Councils, the Police, the Environment Agency, the RSPCA, the NHS, and the Highways Agency.
- 3.3 Members of MASCg meet on a regular basis to discuss issues and to help to coordinate activities relating to the Fair.
- 3.4 It should be made clear that as the Fair is not currently a formally organised event, MASCg do not own or run the fair.
- 3.5 It has been established that the Fair, whilst coordinated and supported by a wide range of statutory and voluntary organisations, including members of the Travelling Community, is more commonly likened to a large informal and often spontaneous gathering.
- 3.6 There are, however, some elements of the Fair that are more organised (and regulated) than others.
- 3.7 The Gypsies and Travellers have a Shera Rom (Head Romani), who occupies Fair Hill under Licence from the Town Council, and arranges toilets, rubbish skips, water supplies, horse grazing etc. for Fair Hill. He acts as liaison with MASCg, which manages the public authorities' response to the Fair.
- 3.8 Other local landowners also operate licenced transit sites and car parks during the course of the Fair, and they arrange their own toilets, water and clean-up.
- 3.9 The main activities take place on Fair Hill (the main campsite field, with some catering and trade) and more recently on the Market Field, which is operated by a local farmer, and is now the main stall trading and catering area.
- 3.10 Most horse trading takes place at the crossroads (Salt Tip Corner) and on Long Marton Road (known to the Gypsies and Travellers as the 'flashing lane'), where horses are shown off (or 'flashed') by trotting up and down at speed.
- 3.11 Many of the horses are taken down to The Sands, near the Appleby town centre beside the River Eden, where horses are ridden into the river to be washed.

## MASCG Focus Group

- 3.12 ORS facilitated a 2hr online Focus Group with representatives from MASCG in March 2023. The aim of the Focus Group was to provide an understanding of issues relating to the 2 key aims of this study – namely whether the Fair could become a more organised and licenced event; and issues relating to the provision of and use of transit sites. A total of 11 representatives from MASCG participated in the Focus Group, along with 4 representatives from ORS.
- 3.13 Due to issues surrounding data protection, and in order to protect the anonymity of those who took part in the Focus Group, this section presents a summary of the views expressed by interviewees and verbatim comments have not been used. The views expressed in this section of the report represent a balanced summary of the views expressed by stakeholders, and on the views of the individuals concerned, rather than the official policy of their organisation.

## Organisational/Licensing Issues

- 3.14 In relation to issues relating to the organisation of the Fair and the potential of taking it forward as a more organised licensed and ticketed event a summary of views expressed can be found below. All of the views that were put forward did not support a move towards a more organised licenced and ticketed Fair in future years.
- 3.15 In summary, those who participated in the MASCG Focus Group reiterated many of their previous concerns around the legislative, regulatory and practical issues that in their view would make it very difficult for any organisation(s) to run the Fair as an event. They reinforced the commissioning of this study to look at how other areas to see if there were any events or festivals that could be used as best practice for formalising arrangements for Appleby Fair and also the legislation and regulations that would need to be taken into consideration. In addition, it was discussed whether there was interest from possible event providers in taking this on.
- 3.16 A summary of other issues that were discussed are below:
- » It would be extremely challenging to try and make the Fair a fully regulated event.
  - » There are a large number of separate and distinct activities that take place at the Fair.
  - » There are already a range of licencing and regulatory conditions in place during the Fair.
  - » This issue has been on the table for discussion for many years and a workable and practical solution has never been reached.
  - » If you were to put a fence(s) around a part or parts of Appleby during the Fair and require people to pay to enter, significant legislative and health and safety measures would have to be put in place, with significant financial implications.
  - » That if this were to be done, all that would happen is that the Fair activities would move, causing more problems, and a further drain on already limited resources.
  - » A solution is for a better managed Fair as opposed to attempting to move it to a licenced event.
  - » The best way forward would be to better manage the Fair both from the point of Travellers, local residents, and local businesses.



- » There is a need for improved communication and engagement with Travellers attending the Fair to ensure that they understand the wider implications of some of the actions that they take.
- » It would be very challenging to licence the Fair as it is spread over a number of different sites and people attend for a wide range of reasons, none of which are all concentrated in a single location, and that it would not be possible to licence and ticket a single area/arena to cater for all of the reasons why people visit.
  - Some just come to meet up with family and friends.
  - Some come to be on Fair Hill as it's part of their tradition.
  - Some come to visit the market stalls.
  - Some come to flash and trade their horses;
  - Some come to show their horses off in the river.
- » There is not any one sort of activity that goes on that defines Appleby Horse Fair that you could lift and put in an organised/licenced manner in a field and have a gate on the front and only admit people who have purchased a ticket to come in.
- » Making the Fair a ticketed event is not going to stop the numbers of people coming. It's not going to stop the horses in the river. It's not going to stop horse flashing. It's not going to stop the pubs being busy. So what is it that people think being a ticketed event would achieve that is not already in place with current licencing arrangements.
- » Aside from transit sites and sale of alcohol, there are very limited licensable activities that take place at the Fair, and it is not possible to see how such a range of different activities could be ticketed.
- » Efforts have been put in place in recent years to provide licenced areas (for the sale of alcohol) in to some of campsites and these have not been very well attended because people didn't want to go to them.

## Engagement with Travellers involved in Supporting the Fair

### General view of Appleby this year.

- 3.17 It was felt that the 2023 Fair was one of the best ever – the weather was excellent if a little hot, and it was felt that levels of crime were low, and that the general atmosphere was very good.
- 3.18 It was understood that the Fair was attended by up to 50,000 visitors, with the Saturday and Sunday attracting the largest number of tourists (non-Travellers) who were attracted to the area by the event.

### Changes to the 2023 Fair

- 3.19 Due to the lack of pubs that were open in the town of Appleby during the Fair, and to alleviate the pressure that this causes, it was decided to set up a bar on one of the larger car parks. This was initially fenced off due to concerns by the operator about crowds developing. However, the fencing was found to be unnecessary and was subsequently removed and trade was steady during the days and into the evenings with many visitors being served.

### Discussion regarding ticketing the Fair

- 3.20 It was stated that there is a generally held misconception that the Fair is a free event. Whilst many Travellers help to co-ordinate the Fair, many of the events take place on land owned by a large number of separate land owners and others.
- 3.21 It was pointed out that visitors who wish to park caravans and horseboxes need to purchase tickets, and that a ticket is also required to exhibit and park on the Market Field.
- 3.22 It was also felt that there is a perception that it doesn't cost anything to run the Fair and that this is incorrect, and that there are costs involved in provision of facilities – toilets, skips and policing etc. and in costs for cleaning and preparing land to return to the owners after the Fair.
- 3.23 In addition, several cultural activities such as washing horses in the river and the flashing lane take place in the town. It was generally accepted by visitors to Fair Hill that driving into Appleby by car from Fair Hill was not really possible with visitors using horses and traps/carts for transport during the Fair.

### Pre and post fair

- 3.24 It was stated that a number of meetings take place before and after the Fair to help to co-ordinate an event of this size and to make sure it runs safely for visitors. Innovations and improvements such as the pop-up bars were discussed and where possible implemented. It was felt that there was a willingness to work with the community and that most of the local residents are tolerant and understanding of the Fair.
- 3.25 A key message from discussions with the Travellers was a need to understand that there is no overall managing committee, and that members of the Travelling Community work to help to co-ordinate the many diverse elements which take place on land owned by different landowners. This co-ordination seeks to ensure that the Fair is safe for visitors and residents alike and enables liaison between various bodies to ensure that safety.

## Appleby Business Survey 2023

- 3.26 Whilst not directly related to the aims and objectives of this study Appleby Community Enterprises (ACE), a local organisation that supports business in the area, conducted their own survey of businesses during February and March 2023. The reason for conducting the survey was that many local businesses had raised concerns with them about the impact of the Fair on their business activities, and that they felt that some of their concerns had not been acknowledged accurately.
- 3.27 ORS have not been able to access the survey data so have not been able to independently validate the published results but an unvalidated summary can be found below.
- 3.28 It is understood that the survey was made available online via Google Forms, but it is not known how many businesses the link to the online survey was made available to, or whether any paper versions were also made available. As such, it has not been possible to establish a response rate.
- 3.29 A total of 49 responses were received. Of these:
- » 41% were from retailers.
  - » 14% were from accommodation providers.
  - » 14% were from hospitality providers.
  - » 10% were from general commercial activities.
  - » The remaining 21% were from other business activities including farmers and builders.
- 3.30 The majority of responses (74%) were received from small businesses employing 6 or less staff.
- 3.31 The majority (96%) stated that the Fair has an impact on their business.
- 3.32 Of those who stated that the Fair has an impact on their business, the majority (81%) stated that they receive less income during the Fair. Just 6 businesses stated that they received more income during the fair.
- 3.33 The majority of responses (94%) stated that their costs during the Fair either remained the same or decreased.
- 3.34 When asked over what period of time the Fair affects their business:
- » 41% said it affected them for 0-5 days.
  - » 29% said it affected them for 6-10 days.
  - » 27% said it affected them for 11+ days.
- 3.35 The survey then went on to ask some open ended questions and a summary of responses can be found below:

### Over and above cost, does your business experience practical staffing disruption?

- » We have to close the office to customers due to safety measures. Staff park on the outskirts and walk due to parking issues.
- » We have to close so lose revenue but still have to pay wages.
- » Access in to town and parking.
- » The Fair should go on but it needs to be made into something people want to visit rather than avoid.
- » Litter and fly tipping.

- » Staff struggle to get to work.
- » We make extra money during the Fair which helps out in loss making months over the winter.
- » Security issues.
- » No, in over 20 years all has been fine.

**As the Horse Fair costs the public finances significantly, can you suggest an alternative method?**

- » Make it a ticketed event. (several similar responses)
- » Charge for camping. (several similar responses)
- » Fair Hill should be rented out at market value.
- » Reduce the size of the Fair. (several similar responses)
- » Contributions from transit site owners. (several similar responses)
- » Establishing a Community Investment Company.
- » There is no way to stop people turning up to the town so there is now way to charge people.
- » Transit site owners should pay for the policing. (several similar responses)
- » It's been happening for years and is only for 4 days, the idea to ticket the Fair is ridiculous.

**From a business perspective, can you suggest what measures related to the Horse Fair could be taken to improve your situation or that of the local area?**

- » Prevent people turning up early. (several similar responses)
- » Better policing. (several similar responses)
- » Make the Fair more organised and have proper health and safety and insurances in place.
- » Better communication.
- » Restrict access for horses in the town. (several similar responses)
- » Improve traffic management and parking facilities. (several similar responses)
- » Preventing roadside parking of caravans. (several similar responses)
- » Cancel the Fair. (several similar responses)
- » Put a positive spin on the Fair to encourage locals to embrace it.
- » The Fair is here to stay so we need to reap the benefits of extra footfall and not concentrate on the negatives.

## Review of Legislation and Guidance

3.36 The question of whether the Fair could become a more organised, coordinated, and ticketed event has been raised repeatedly in recent years. A high level piece of work was carried out in 2021 as part of the post Fair evaluation by representatives of MASCG.

## Summary of Findings

3.37 As part of the high level review a Working Group was established by MASCG to explore whether the Fair should become an organised and ticketed event. This was in response to issues that were raised by several members of the public at a public meeting following the 2021 Fair on 2 September 2021 as well as a 'Proposal for The Peoples New Fair', submitted to the local Councillor representatives on 9 October by a group known as Peoples New Fair.

3.38 In summary the proposal that was put forward for consideration was:

- » That the Fair should become 'a ticketed, managed event, managed centrally with an agreed maximum capacity'. A capacity of 10,000 people was suggested.
- » That the Fair should be confined to Fair Hill and the town centre and that a wrist band scheme with tickets could allow access to pubs and other local businesses or areas, e.g. The Sands.
- » That Appleby Town Council should either take ownership or/and enlist an events company to manage the Fair.

3.39 The findings of the 2021 Working Group can be summarised as:

- » That there does not appear to be any legal basis on which to restrict access to public open space in the town only to paying visitors;
- » That similar proposals have been explored in detail previously and found to be unrealistic;
- » That People's willingness to pay for an informal gathering is questionable;
- » That Appleby Town Council does not have the resources to run the Fair as an organised event (A proposal from the Peoples Fair that the Town Council "take control of Fair Hill and take ownership of the Horse Fair" was considered and declined at full meeting of the Town Council on 20 October 2021);
- » That it was suggested that the Town Council is liable for what happens during the Fair. This has been tested legally and is not correct. The Town Council (or any other body) could only be found liable if it were an organised event; and
- » That it would be very improbable that any events company would consider the Fair viable for the above reasons.

3.40 The conclusions of the 2021 Working Group were that the Fair should continue in its current form as a gathering of people rather than a formally organised and ticketed event.

3.41 The 2021 Working Group also considered the question of whether the existing licencing and planning permissions for transit used during the Fair could be changed to reduce capacity and thereby limit the number of visitors coming to the Fair.

- 3.42 At the time there were seven sites with planning permission that were licenced under the 1960 Caravan Act for the period of the Fair. Together these had a total licenced capacity of 1,515 caravans. The Working Group found that Eden District Council, as the relevant planning and licencing authority (at that time), did not have the legal powers to vary licences or planning permissions retrospectively, so they could not change these to limit numbers.
- 3.43 The Working Group also confirmed that there are no restrictions on the number of market stalls in these permissions. However, they also concluded that in recent years numbers had not varied greatly and had reduced over the last two Fairs that had been held.
- 3.44 In conclusion, the Working Group set out that whilst the fundamental nature of the Fair had been questioned on several occasions, and that it becomes an organised and ticket event, this had been thoroughly tested, and the conclusion drawn was that the unique nature of the Fair is such that it would be very hard to see how it could change significantly. Therefore it was recommended that planning for the Fair in 2022 should progress along the traditional lines, and that MASCG remained committed to its role of helping to ensure that the Fair, as far as possible, is safe and enjoyable for everyone.

## Detailed Findings

- 3.45 The Working Group was convened by MASCG as a consequence of a public meeting at Appleby Public Hall on 2 September 2021, at which several speakers from the floor expressed the view that Appleby Fair should become an organised and ticketed event. Following this meeting the Chair of MASCG agreed that these issues would be given further consideration.
- 3.46 The Working Group chose to focus on the 'Proposal for The Peoples New Fair', that was submitted to MASCG in October 2021.
- 3.47 In essence the 'Proposal for The Peoples New Fair' was that Appleby Fair should become a ticketed and managed event that should be managed centrally with an agreed maximum capacity, and that the event should be confined to Fair Hill and the town centre.
- 3.48 It set out that a ticketed wrist band scheme should be put in place with tickets that would allow access to pubs and other local businesses or specific areas of the Fair, e.g. The Sands, the River Eden, and Fair Hill.
- 3.49 It also suggested that Appleby Town Council should either take ownership or/and enlist an events company to manage the Fair with an overarching view not only to reduce/restrict the numbers of people attending the Fair, but also make it self-funding to reduce the current strains on the public purse.
- 3.50 The Proposal concluded that 10,000 people might be willing to pay £25 per head (generating a total of £250,000 – although the 2021 Fair was estimated to have cost the public sector almost £500,000, of which £350,000 was incurred by the Cumbria Constabulary) and further claimed that Travellers would have no objection to paying their way.
- 3.51 The Working Group noted that these were not new proposals. In 2002 Appleby New Fair Ltd. (ANF) was established with the objective of making the Fair an organised event, that could be profitable for the local economy.
- 3.52 With funding from the North West Development Agency (NWDA) members of ANF Ltd went on a fact-finding mission to Ballinsloe Horse Fair in Ireland and then commissioned Jura Consultants of Edinburgh to produce an Economic Impact Study and Development Plan, on the strength of which ANF drew up plans to

transform the Fair, and applied for funding from Rural Regeneration Cumbria, a branch of NWDA. The plans were adjudged unrealistic, the application failed and in 2005 ANF was wound up. A further study was done by Salford University in 2008, the year that MASCG was established.

- 3.53 The Working Group felt that the proposal that 10,000 Travellers could each pay £25 per head to meet the costs of the fair was based on a misunderstanding. Although the precise numbers of visitors to the Fair is hard to ascertain, it was accepted that Gypsies and Travellers are greatly outnumbered by up to 30,000 other visitors. It was felt to be not only unreasonable to expect Gypsies and Travellers to bear the cost of public services for those many thousands of tourists, but that it would also be unenforceable and could be considered discriminatory.
- 3.54 It was also noted that ANF did not have a programme of entertainment. The Fair is accepted to be a wider gathering of people who come to meet mingle and, in many cases, trade. This raised the questions of what people would actually be buying tickets for, and whether they would be willing to pay for social mingling, trading, flashing, or exercising horses in the river, that they previously enjoyed without charge.
- 3.55 The Working Group also identified questions of legality relating to restricting access to certain areas to ticket holders.
- 3.56 The Working Group referred to an Ombudsman Decision (14 015 131), relating to the Manchester Pride event that was held in 2014 . The Decision concluded that Manchester Council had *'no legal basis in which to restrict pedestrians from accessing premises ... even if the person did not have a wristband, accreditation, or a resident or visitor pass'*.
- 3.57 The Department for Transport also confirmed that *'pedestrians wishing to access premises that can only be accessed from restricted roads must be granted entry to these roads'*.
- 3.58 The Working Group set out that whilst Fair Hill is the private property of Appleby Town Council, it was conveyed for 'public recreation', and that as a result of this, although people could be charged to bring in vehicles, camp or set up stalls there, neither the Council nor a tenant could deny free access to pedestrians.
- 3.59 The review by the Working Group also set out that Appleby Town Council had already made it clear that it, even if it considered the proposition viable, as a Parish Council it did not have the infrastructure to assume ownership of the Fair, something that historically it had never done. The suggestion in the Proposal that the Town Council should take back control of the Fair was therefore supported by no evidence.
- 3.60 The Working Group also identified additional issues relating to liability. They set out that the authors of the Proposal appeared to be under the impression that somebody claiming ownership of the Fair would protect the Local Council from liability, whereas in its current format should there be a serious incident at the Fair the Council would likely be held liable.
- 3.61 A 2009 High Court Judgement in *Glaister v Appleby-in-Westmorland Town Council* indicated that the opposite is in fact the case. The Judgement concluded that Councils that facilitate traditional gatherings in public spaces do not expose themselves to legal liability for the negligence of other bodies participating in the event; but that they would if they had charged for admission.
- 3.62 For all these reasons the Working Group concluded that it would be highly improbable that an effectively equipped and experienced large scale event management company could be found who would be willing and able to take charge of the Fair, and that even if one could be identified, it would still require a substantial investment from the Council and other statutory bodies including the Police. The Working Group went on to conclude that a ticketed Fair would not generate the levels of funding that would be required

to run the Fair, and that in fact a ticketed Fair could even result in an increased financial burden on public sector organisations.

## Other Issues

- <sup>3.63</sup> This study has also looked at a number of other issues that need to be carefully considered in relation to the potential of the Fair becoming a more regulated and ticketed event. These include an understanding of which legislation affects festivals and other large, regulated events (which a ticketed Fair would need to be compared to).
- <sup>3.64</sup> In order to run a festival or a large, regulated event organisers must comply with a range of legislation; must obtain a number of different licenses; and may need to apply for a range of different permissions from various public sector organisations. Issues relating to Health and Safety also need to be considered.
- <sup>3.65</sup> There are 2 key pieces of legislation that need to be considered in relation to festivals and large regulated events. These are The Criminal Justice and Public Order Act (1994), and The Licensing Act (2003).
- <sup>3.66</sup> The Public Order Act put in place measures to regulate any public gatherings of more than 20 people. This is unlikely to need to be considered in terms of the Fair becoming a regulated and ticketed event as The Act applies more to larger, un-ticketed, open air gatherings.
- <sup>3.67</sup> The Licensing Act requires event organisers to have permission to sell alcohol and to provide entertainment in a public place, and also includes requirements for public entertainment licenses. Local authorities are responsible for issuing the relevant licenses, in conjunction with other public sector bodies, and in some cases following consultation with residents and businesses – and the majority of the requirements that need to be met relate to health and safety issues for those attending an event. Both of these issues would be relevant if the Fair were to become an organised and ticketed event.
- <sup>3.68</sup> Another key issue that would need to be addressed if the Fair were to become a regulated and ticketed event relate to insurances with the key considerations being Public Liability Insurance and Employers Liability Insurance. .
- <sup>3.69</sup> According to the Association of British Insurers, Public Liability Insurance is put in place to cover the costs of any claims made by a third party or a member of the public for incidents that occur in connection with business activities. Public Liability Insurance covers the costs of compensation for personal injuries; loss of or damage to property; and death. It is recommended by the ABI that Public Liability Insurance is a requirement for anyone organising and running events that are attended by members of the public.
- <sup>3.70</sup> According to the Association of British Insurers Employers Liability Insurance covers the costs of compensating employees who are injured at work or become ill through work. In relation to major events this would apply to all contract and casual employees, including security staff and event stewards. It would also cover the costs of any claims made by volunteers who are common at major events.
- <sup>3.71</sup> Adequate cover for both Public Liability Insurance and Employers Liability Insurance are usually a requirement for obtaining licensing approval to hold a major event.
- <sup>3.72</sup> In addition other types of insurance policies including Event Cancellation Insurance need to be considered to provide financial protection in the unfortunate event that an event needs to be cancelled due to unforeseen circumstances such as poor weather.



- 3.73 In addition to licensing and insurance, consideration to health and safety is of paramount importance when organising and holding major events. Advice from the Health and Safety Executive (HSE) in relation to event organisers sets out the prime responsibilities are for the health and safety of employees, people attending an event, and any event contractors.
- 3.74 All event organisers have legal duties that they need to comply with under health and safety legislation to ensure the safety of workers and those visiting an event, and to ensure that they are not exposed to any risks.
- 3.75 The HSE sets out a number of key issues that must be addressed:
- » The size, type and scope of an event;
  - » The type and size of the attending audience;
  - » The location of an event;
  - » The duration of an event; and
  - » The times of day and times of the year when an event is being held.
- 3.76 If an event includes any buildings, temporary structures, or stages, issues relating to Construction, Design, and Management (CDM) Regulations may need to be considered.
- 3.77 There are further requirements that need to be met if an event is providing any catering and these include compliance with the Food Safety Act, and The Food Safety (General Food Hygiene) Regulations.
- 3.78 In addition, consideration will also have to be given to other pieces of legislation covering environmental health and waste management; disability discrimination to ensure that an event site is fully accessible; and relevant legislation relating to security staff.

## Discussions with Festival Promoters

- 3.79 In order to determine whether the Fair could become a more regulated and ticketed event ORS had detailed discussions with the Association of Independent Festivals (AIF).
- 3.80 The AIF is a UK national not-for-profit festival trade association representing the interests of over 200 independent UK festivals and other events.
- 3.81 Member festivals/events range in size from audiences of 500 people to 80,000 people. Most are delivered by professional teams and organisations, some by local authorities, and some of the smaller events by unpaid volunteers.
- 3.82 Festivals/events include green field festivals, multi-venue festivals, and events run overseas by UK based teams. The AIF also represents a number of large carnivals, including the Notting Hill Carnival, which attracts over 2,000,000 people each year.
- 3.83 Their unique network of promoters and operators enables festival organisers to connect with each other, learn from each other, share problems and share solutions. They also support their members in growing and developing their businesses, with access to training, resources, webinars and experts, including a free legal helpline.
- 3.84 The AIF represents independent festivals and their operators. providing a collective voice for the sector to government, media and the wider music industry.

3.85 The AIF member festivals include:

110 Above	Folk by the Oak	Shambala
2000trees	Forwards	Shrewsbury Folk Festival
3 Wishes Fairy Festival	Gate to Southwell Festival	Sidmouth Folk Festival
Allens Valley Folk	Gerry Flynn Events	Sidmouth Jazz and Blues Festival
ArcTanGent	Glastonbarry	Snowbombing
Are You Listening?	Gorilla Events	SO Festival
Back2The80s	Green Gathering	Sound City
Barn On The Farm	Greenbelt Festival	St Alban's Folk Festival/New Roots
Beat Herder	Hanwell Hootie	Standon Calling
Beautiful Days	Harrogate International Festival	Starry Village
Belladrum Tartan Heart Festival	Hastings Traditional Jack in the Green	Stendhal Festival
Between The Trees	HebCelt Festival	Stockton Heath Festival
Big Burns Supper	JALY Concerts	Stonehaven Folk Festival
Black Deer	Kendal Calling	Street Eats n Beats
Bloodstock Open Air	Kew The Music	Swanage Folk Festival
Bluedot	Kings Jam Festival	Takedown Festival
Boardmasters	Lakota Block Party	Tenterden Folk Festival
Boomtown	Let's Rock	Test Fest
Bournemouth 7s	Liverpool Sound City	The British Country Music Festival
Brecon Jazz	Lost Village	The Magic Teapot
Broadstairs Folk Week	Love International	This Is South Tyneside
Bromyard Folk Festival	Love Saves the Day	Tokonatsu
BunkFest	LS Events	Towersey Festival
Cambridge Folk Festival	Manchester Folk Festival	Tramlines
Camp Kindling - Camp Wildfire	Medicine Festival	Tredegar House Folk Festival
Cheltenham Jazz Festival	Meltdown	Truck Fest
Chester Folk Festival	Mighty Hoopla	Twinwood Festival
Chickenstock Music Festival	Miss Ivy Events	Twisted Festival
Chippenham Folk Festival	Morpeth Northumbrian Gathering	Twisterella
Cloud X - Collins Barracks	Mostly Jazz Funk & Soul	University of Suffolk
Continental Drifts	Music on the Marr	Upton Blues Festival
Cornwall Folk Festival	Mutations Festival	Upton Upon Severn Folk Festival
Dance Around The World	Notting Hill Carnival	Urdd Eisteddfod
Deer Shed Festival	Nozstock The Hidden Valley	Valiants Presents
DEVA Fest	On The Beach	Valley Fest
Dot to Dot	Oxford Folk Festival	Vegan Camp Out
Down at the Abbey	Pennfest	Victorious – Visions
Eisteddfod Genedlaethol Cymru	Pete The Monkey	Warwick Folk Festival
El Dorado	Pitchfork London	Waterworks
Elderflower Fields	Portals	We Are The Fair
Electric Bay Festival	Priddy Folk Festival	We Out Here

Ely Folk Festival	RADAR Festival	Wessex Acoustic
End Of The Road Festival	Readipop	Westival
Exmouth Festival	Rebellion Festivals	Whitby Folk Week
Fairport's Cropredy Convention	Rosa Festival	Whitchurch Folk Festival
Festival at the Edge	Rye Jazz and Blues Festival	Wild Fields
Field Maneuvers	Saltburn Folk Festival	Wychwood Festival
Fire In The Mountain	Sensoria	YNot?

- <sup>3.86</sup> ORS have spoken at length with the Chief Executive Officer of the AIF about the Appleby Horse Fair. He leads on lobbying and advocacy on behalf of the independent festival sector, and oversees all AIF campaigns, communications, partnerships, events and the development of strategy to support member festivals. Previously he was an independent concert and festival promoter.
- <sup>3.87</sup> It was explained to the AIF the purpose of the study that ORS have been commissioned to complete, and the key issue to investigate is whether the Fair could become an organised, managed, and/or ticketed event.
- <sup>3.88</sup> The CEO put this proposition to Members of the AIF to establish whether any of the organisations that they represent would consider taking on and managing the Fair, or parts of the Fair, and if not why?
- <sup>3.89</sup> The response from AIF Members was unanimous in that none considered the Fair as an event in any way comparable to a Festival in traditional terms, and none felt that it was an event that could be fully managed, licenced and ticketed.
- <sup>3.90</sup> In conclusion, none of the AIF Members considered the Fair to be an event that they would consider taking on – including the organisers of large scale gatherings such as the Notting Hill Carnival.

## 4. OUTCOMES – TRANSIT PROVISION

### Introduction

- 4.1 The second part of the study is a focussed evaluation of the provision of temporary transit sites/camping sites at the Fair.
- 4.2 As set out in the Project Brief, the provision of transit sites and use of inappropriate stopping places has been an ongoing concern in and around Appleby for any years, particularly in respect of the health and safety of people travelling to the Fair, including the use of busy roadsides such as the A685 towards Kirkby Stephen.
- 4.3 As set out in the Methodology Section, the study has completed a review of the official licenced transit sites that were in place for the 2023 Fair, including estimated occupation levels against the licenced capacity of these sites.
- 4.4 The outcomes from the Focus Group with members of MASCG have been considered.
- 4.5 Engagement was also completed over the course of the Fair with Travellers staying on some of the larger licenced transit sites to ascertain their views on the suitability of these sites, and to determine what, if any, improvements could be made in future years.
- 4.6 Engagement was completed after the Fair with Travellers who visited in 2023 who did not stay on official licenced transit sites to ascertain why they chose not to stay on official sites, and what, if anything, could be done to encourage them to stay on them in future years.

### Official Transit Provision and Unauthorised Sites

#### Background

- 4.7 For the 2023 Fair there were a total of 6 official transit sites:
  - » **Fair Hill** (600 caravans) – granted planning permission in 1972.
  - » **Clickham Farm** (700 caravans) – planning permission granted in 2011.
  - » **Keld Farm** (30 caravans) – planning permission granted in 2011.
  - » **Croft Ends Farm** (25 caravans) – planning permission granted in 2011.
  - » **Ivy House Farm** (75 caravans) – planning permission granted in 2011.
  - » **Hangingshaw Farm** (30 caravans) – planning permission granted in 2009. It is understood that private arrangements had been made for this site in 2023 and that it was not available for general occupation.
- 4.8 As set out on the official Appleby Fair website caravans are not allowed on to any of the official Appleby Fair sites before 4am on the opening day of the Fair. Fair Hill can accommodate horse drawn bow tops from the Wednesday evening, but no motorised vehicles, even those normally accompanying bow tops will not be allowed on until the Thursday morning. The early opening for bow tops has been introduced solely for reasons of animal welfare and road safety.

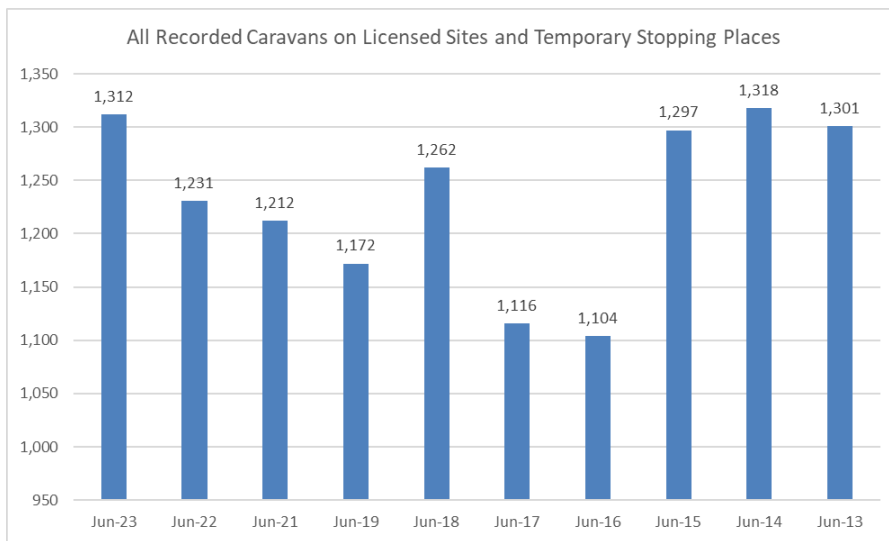
- 4.9 All landowners who allow use of their land for caravans during the Fair have to obtain planning permission and a site licence from the Council if that land is located within a 1.5 mile radius of Fair Hill.
- 4.10 As set out on the Fair website, the Licensing Scheme was introduced to ensure that land owners and site operators conform to welfare and safety standards. Any site operator, who does not have such permission and allows caravans on to their land may be subject to legal action.
- 4.11 The site licence requires land owners of caravan sites to provide adequate toilet provision for the people who are camped on their site. Land owners who fail to comply with their site's licence conditions risk prosecution.
- 4.12 This approach was agreed by MASCG. The licensing of caravan sites has formed a key part of commitments from MASCG to improve the Fair.
- 4.13 The reasons behind these Licensing Scheme were:
- » To ensure all sites are treated equitably and provide facilities to the same standard of scale
  - » To improve the welfare and safety standards for those staying on the sites and reduce impact on local residential areas.
  - » To prevent further uncontrolled spread of the Fair in terms of both location and duration, so preventing 'mini fairs' becoming established in other locations
  - » To address safety concerns, expressed by the statutory agencies and by those who stay on the caravan sites
  - » Land owners / persons in control of caravan sites are themselves vulnerable if not taking reasonable precautions to control safety
  - » To comply with legislation e.g. Fire Safety legislation
- 4.14 In addition to the 6 official transit sites, there are also a large number of advertised Temporary Stopping Places where Travellers are encouraged to stop, as opposed to stopping on unauthorised encampments or on the roadside.
- 4.15 In addition to official transit sites and advertised Temporary Stopping Places, Travellers also stop off on a range of other sites. Some stop off on privately owned campsites; some stop off on the roadside; and some occupy various sizes of unauthorised encampments in Appleby and surrounding areas. In addition, traditionally, large numbers of caravans have stopped on the roadside on the A685 near to Kirkby Stephen.
- 4.16 As well as the various problems associated with unauthorised encampments and roadside stopping during the Fair itself, another problem that occurs annually is Travellers who arrive early, both to wait for the official sites to open, and to occupy Temporary Stopping Places, encampments and roadside spots. The Council/MASCG complete a thorough evaluation of these caravans and carry out a daily count from late May until the day the Fair opens in early June.
- 4.17 In addition, in order to establish an estimate of caravan numbers during the Fair itself, the Council/MASCG have completed a comprehensive caravan count on the Saturday of each Fair Weekend with current records going back to June 2010. In 2023 this count was completed on Saturday 10 June.

## Occupancy Levels – Licenced/Stopping Places

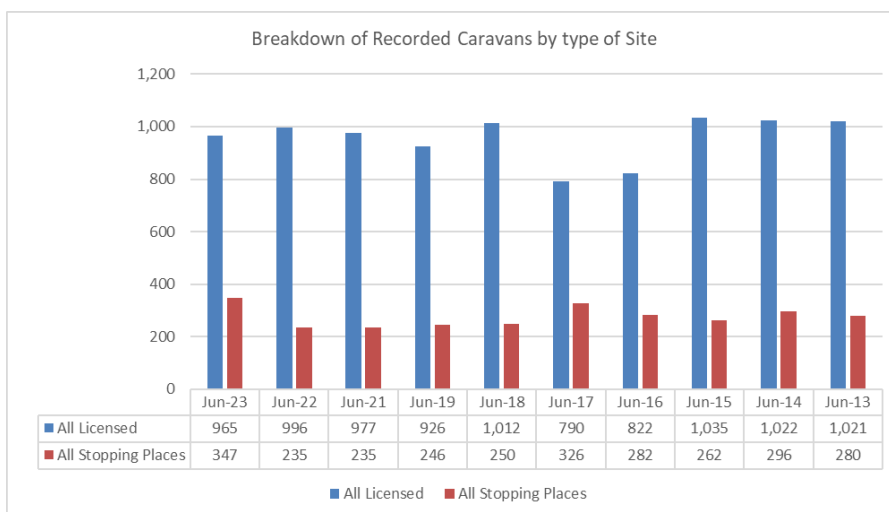
- 4.18 The Saturday caravan counts completed by the Council/MASCG during the 2023 Fair, and for previous Fairs, include a count of caravans on all official licensed sites, and a count of caravans on all advertised

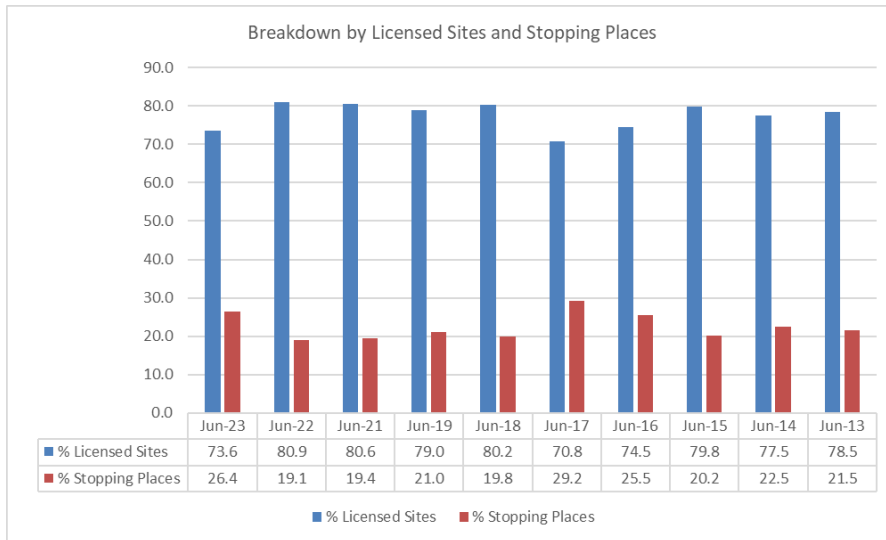
Temporary Stopping Places, both in the vicinity on Appleby, and also elsewhere in Eden. It does not include a count of caravans in other neighbouring local authorities.

- 4.19 In 2023 the Saturday caravan count covered the official sites listed above, along with visits to 8 available advertised Temporary Stopping Places in the vicinity of Appleby, and a further 70 advertised Temporary Stopping Places elsewhere in Eden.
- 4.20 This study has reviewed the last 10 years of Saturday caravan count data covering the period 2013-2023 (there was no Fair in 2020 due to COVID-19).
- 4.21 Overall the numbers of caravans counted on official sites and on advertised Temporary Stopping Places has fluctuated over the last 10 Fairs, peaking at 1,318 caravans in 2014, and with a low of 1,104 caravans in 2016. Numbers of caravans have continued to rise year-on-year since the end of COVID-19 restrictions and a total of 1,312 caravans were counted at the 2023 Fair.

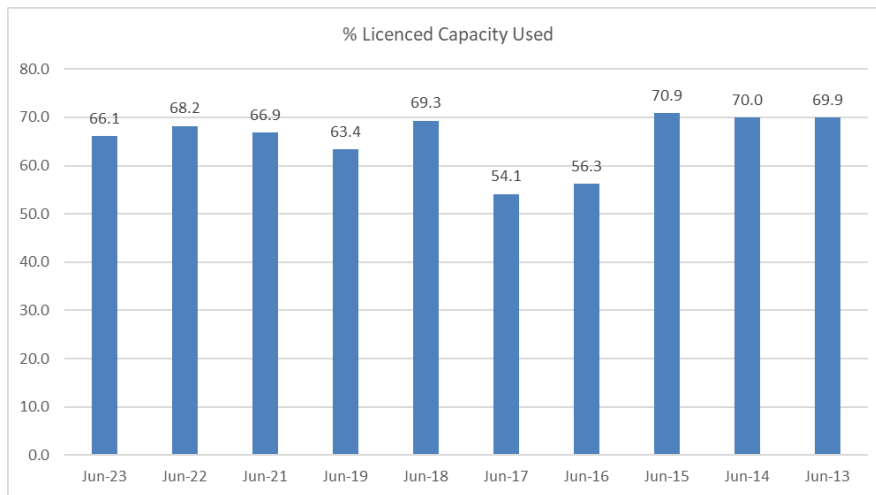


- 4.22 The review of the caravan count data also looked the breakdown of caravans between official sites and those on stopping places. This has showed that historically there has been on average an 80:20 split in favour of the official sites. However, the most recent count in 2023 showed a larger number of caravans on stopping places, than in previous years.



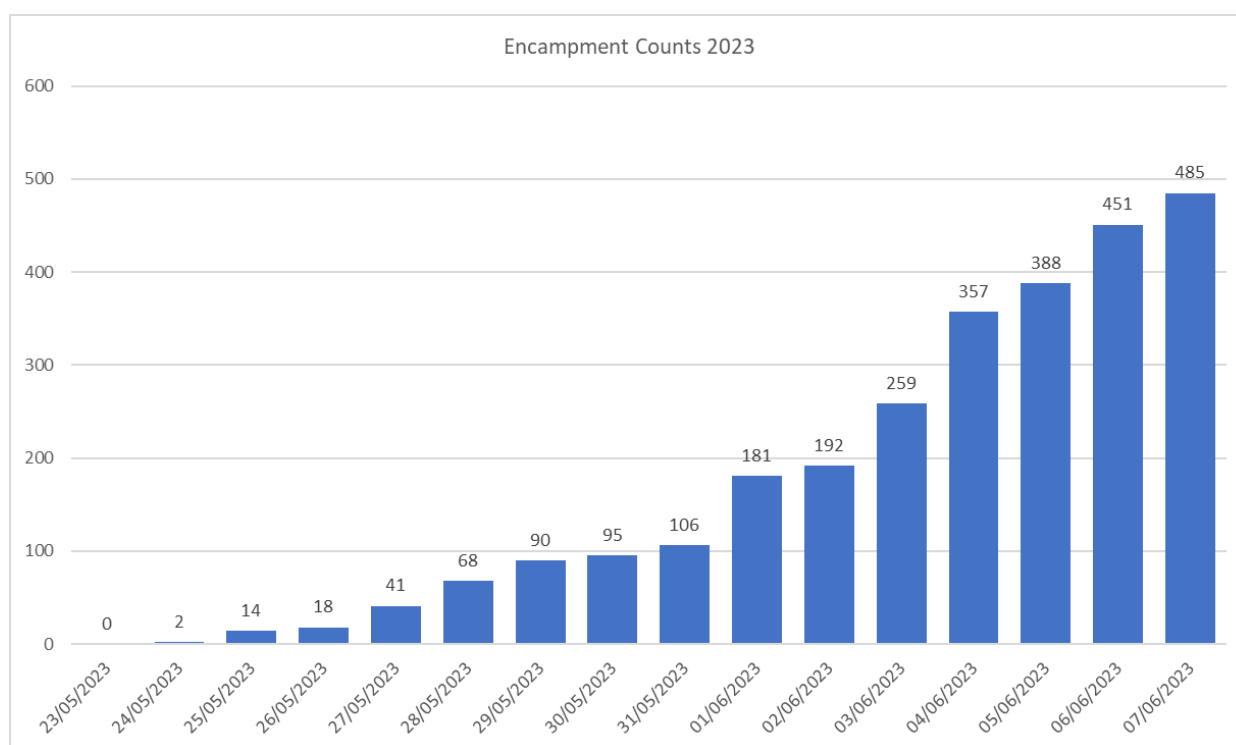


4.23 Finally, the review of the caravan count sought to provide an estimate of the % capacity of official sites that was taken up during the Fair. This shows that in 2023 only two thirds (66%) of the licenced capacity was taken up by caravans across all of the official sites. For Fair Hill the occupancy rate was 68%, and for Winters Fields/Clickham Farm it was just 55%.



## Unauthorised Encampments/Roadside Stopping

- 4.24 Issues relating to numbers of caravans on unauthorised encampments, and those stopping on the roadside have always been an issue at the Fair, alongside Travellers who turn up early before the official sites open.
- 4.25 In recent years the Council/MASCG have conducted counts of unauthorised caravans from late May until the Fair starts in early June. This study has reviewed the data and in 2023 the first unauthorised caravans were recorded as arriving in Appleby over 2 weeks before the start of the Fair on Thursday 25 May.
- 4.26 Over the next 7 days to Thursday 1 June the number of unauthorised caravans that were recorded rose to 181.
- 4.27 By the time the official transit sites opened a week later by Wednesday 7 June the number of unauthorised caravans had risen to 485.
- 4.28 Whilst the vast majority of these unauthorised caravans were found on the roadside, there were also a small number found on private land, or on commons.



- 4.29 Many of these caravans arrive early prior to moving on to one of the official transit sites when they open up on the Thursday of the Fair. However, there are also a large number of caravans that stay on unauthorised encampments or on the roadside for the duration of the Fair.
- 4.30 To address issues relating to unauthorised encampments over the course of the Fair members of MASCG have developed an *Appleby Fair Encampment Protocol* which is accompanied by an *Encampment Assessment Guide*.
- 4.31 The aims of the Protocol are:

*To effectively manage encampments which occur immediately prior to and after Appleby Fair in a manner which is lawful and proportionate, taking into account the needs, rights and*



*traditions of the Gypsies and Travellers involved as well as the concerns and rights of landowners and the local community. There are a considerable number of stopping places which have been used by Gypsies and Travellers for many years in association with Appleby Fair.*

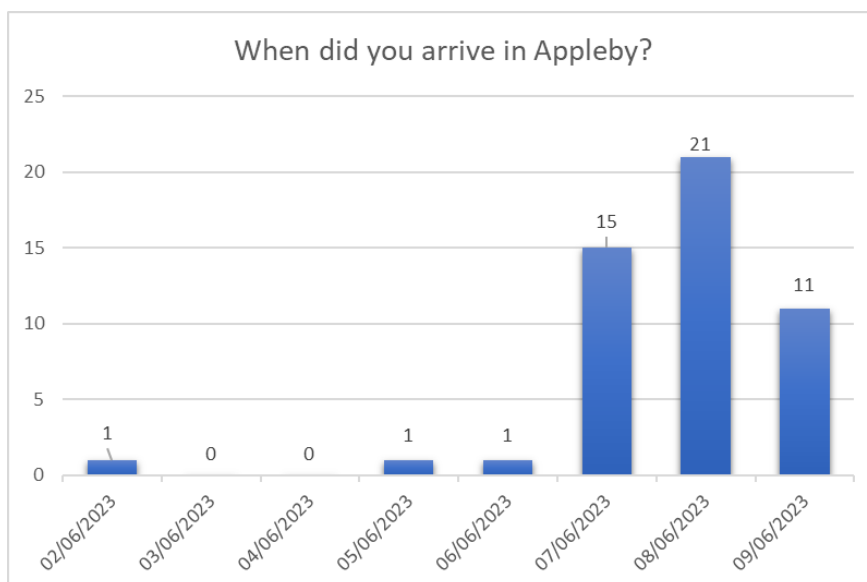
- 4.32 The Protocol accepts that encampments associated with the Fair are seasonal, of a short duration, and that the majority are in traditionally established locations. As such the Protocol is only used to deal with encampments associated with the Fair.
- 4.33 The Assessment Guide allows relevant agencies to prepare a consistent appraisal of encampments based on a number of over-arching principles:
- » Whether immediate actions are necessary due, for example, to safety concerns.
  - » Cause for concern to local communities.
  - » Issues impacting upon land owners.
  - » Location – traditional or newly established.
  - » Availability of alternative sites to direct people to.
  - » Proportionality – length of stay/size of encampment/environmental harm etc.
  - » Is there any legislative basis to take action?
- 4.34 The use of the Protocol and the Assessment Guide allow the relevant agencies to proactively manage unauthorised encampments over the course of the Fair.

## MASCG Focus Group

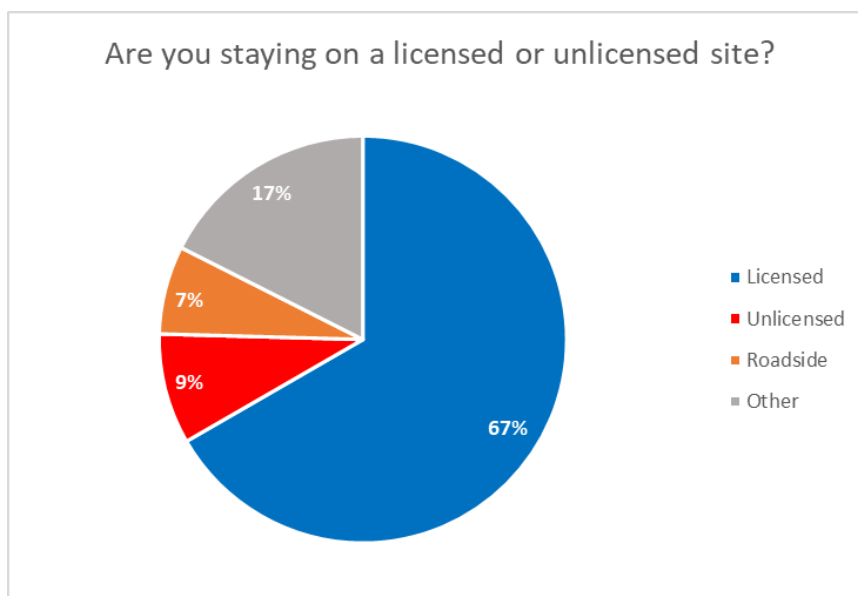
- 4.35 As previously set out ORS facilitated an online Focus Group with representatives from MASCG in March 2023 and transit provision/issues were discussed.
- 4.36 In summary, members of MASCG are in consensus that there needs to be adequate transit provision that meets the needs of both people coming to Appleby Fair and that this considers the positive and negative impacts on communities. The principle of understanding need and finding appropriate sites and making best use of existing ones needs bringing out more. Plus the need for resources to make this happen in some cases. The issue of early arrival is also a key consideration

## Engagement with Travellers on Transit Sites

- 4.37 During the course of the Fair in 2023 staff from ORS visited Appleby and sought to complete interviews with Travellers who were staying on or visiting some of the larger official transit sites. As set out previously the purpose of these interviews was to ascertain views on the suitability of these sites, and to determine what, if any, improvements could be made in future years to encourage more Travellers to use the official sites. A copy of the questionnaire that was used can be found in **Appendix 1**.
- 4.38 A total of 58 interviews were completed between 7 June and 10 June.
- 4.39 When asked when they had arrived in Appleby the majority stated that they had arrived on Wednesday 7 June (15), Thursday 8 June (21) and on Friday 9 June (11). One household had arrived on Friday 2 June.



4.40 Over two thirds (67%) of respondents said that they were staying on official licensed transit sites. A further 9% stated that they were staying on unlicensed transit sites. 7% of respondents stated that they were stopping on the roadside. Almost a fifth (17%) stated that they were staying elsewhere and responses included hotels, B&B's and rented cottages.

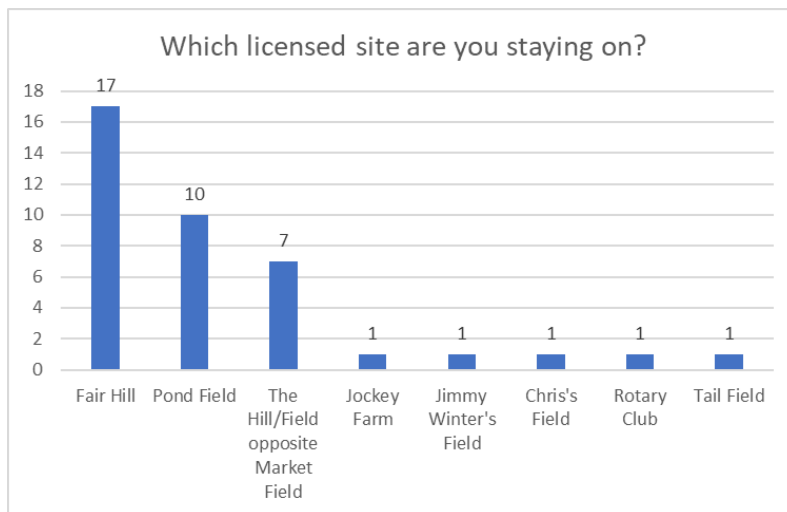


4.41 Households who were stopping on unlicensed sites were asked why? Responses included better facilities; and that they felt safer away from other large groups of Travellers.

4.42 Households who were stopping on the roadside were asked why? Responses included feeling safer away from other large groups of Travellers; a lack of availability on the sites that they had wanted to stop on; and that it was free to stop on the roadside.

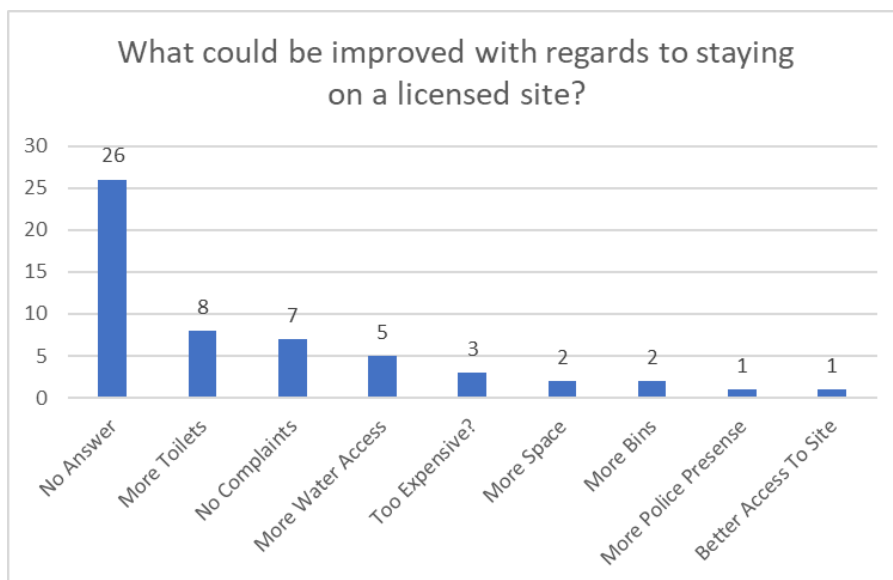
4.43 Households who were stopping on unlicensed sites or on the roadside were asked what would encourage them to stop on an official licensed site. Responses included better availability on the sites that they would have liked to stop on; larger 'pitches' on licensed sites; cheaper fees to stop on licensed sites; and improved safety on licensed sites. Two respondents stated that there was nothing that would encourage them to stop on a licensed site.

4.44 When asked which site they were staying on over 2 fifths (43%) stated that they were staying on Fair Hill; a quarter (25%) stated that they were staying on Pond Field; and almost a fifth (18%) stated that they were staying on The Hill/Field opposite the Market Field. Other responses included Jockey Farm (3%); Jimmy Winter’s Field (3%); the Rotary Club (3%); and Tail Field (3%).

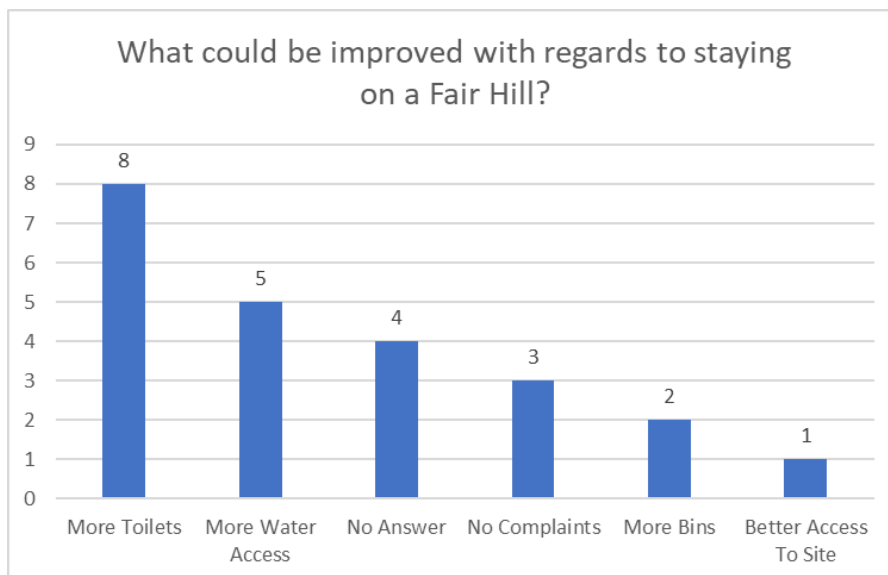


4.45 When asked to describe their experience stopping on a licensed site, all of those that were interviewed expressed positive views and none stated that they had a bad experience.

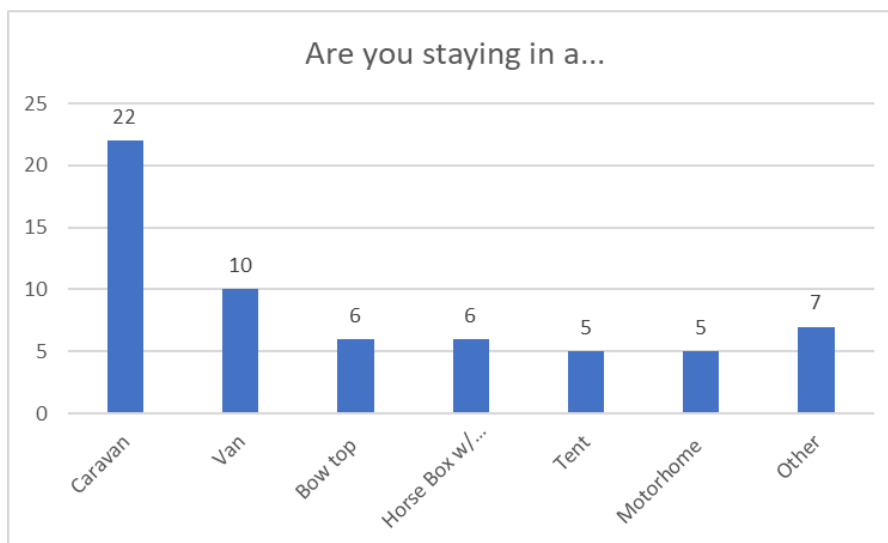
4.46 Those who were interviewed were asked what, if any general improvements could be made with regards to stopping on a licensed site. Almost half (47%) of respondents did not provide an answer – this could suggest that they were happy with the sites that they were staying on. Other responses included more toilets (15%); more water access (9%); that the sites were too expensive (5%); more space for caravans (4%); more bins (4%); more Police presence (2%); and improved access (2%).



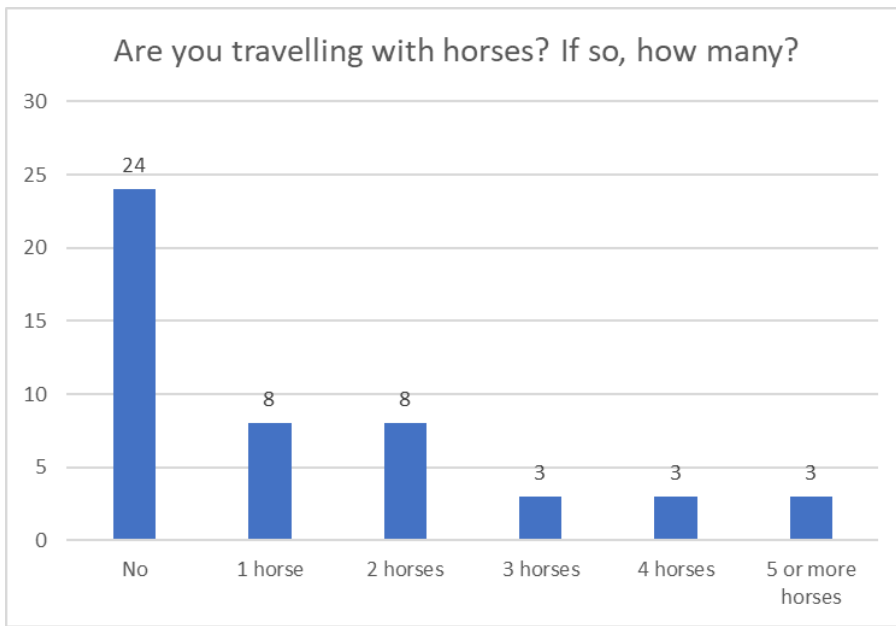
4.47 Respondents who were staying on Fair Hill were asked the same question. A total of 8 people stated that there was a need for more toilets; 5 stated that they would like better access to water; 2 stated that there was a need for more bins; and 1 stated that there needed to be better access to the site. 3 people said that they did not have any complaints, and 4 did not provide a response.



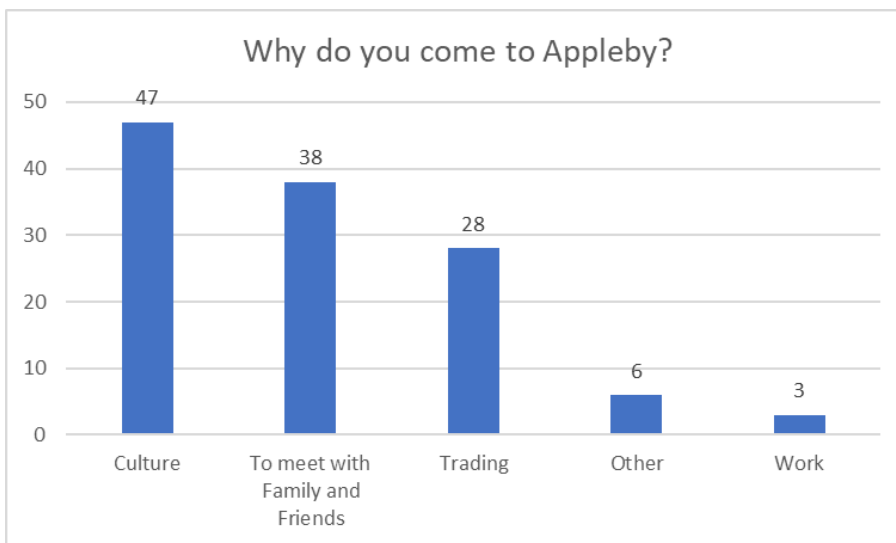
4.48 Those interviewed were asked what type of accommodation they were staying in whilst at Appleby. Almost two fifths (36%) stated that they were staying in a touring caravan; 16% stated that they were staying in a van; 10% stated that they were staying in a bow top; 10% stated that they were staying in a horsebox with accommodation; 8% stated that they were staying in a tent; and 8% stated that they were staying in a motorhome. Other responses included cottage, B&B, and hotel.



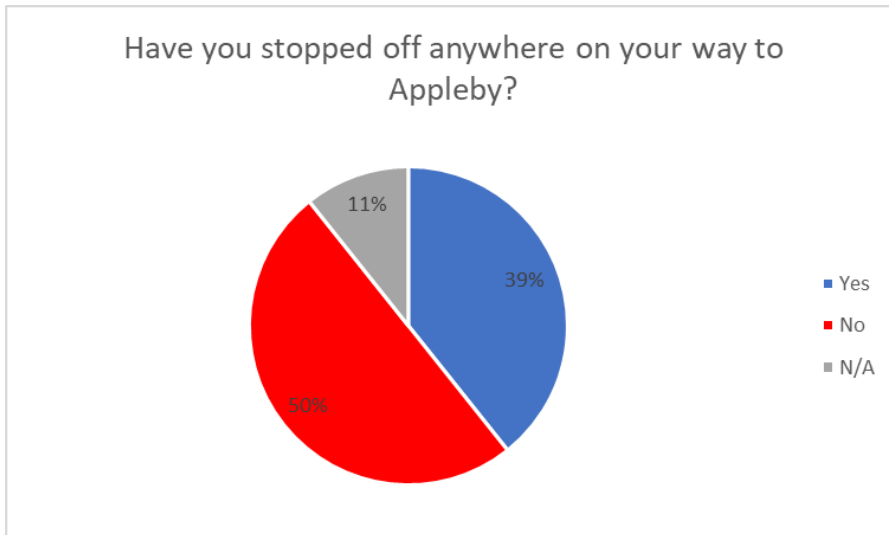
4.49 Those interviewed were asked whether they were travelling with horses and if so, how many. Almost half (49%) stated that they had not travelled to Appleby with horses. Of those that had travelled with horses 8 had travelled with 1 horse; 8 had travelled with 2 horses; 3 had travelled with 3 horses; 3 had travelled with 4 horses; and 3 had travelled with 5 or more horses.



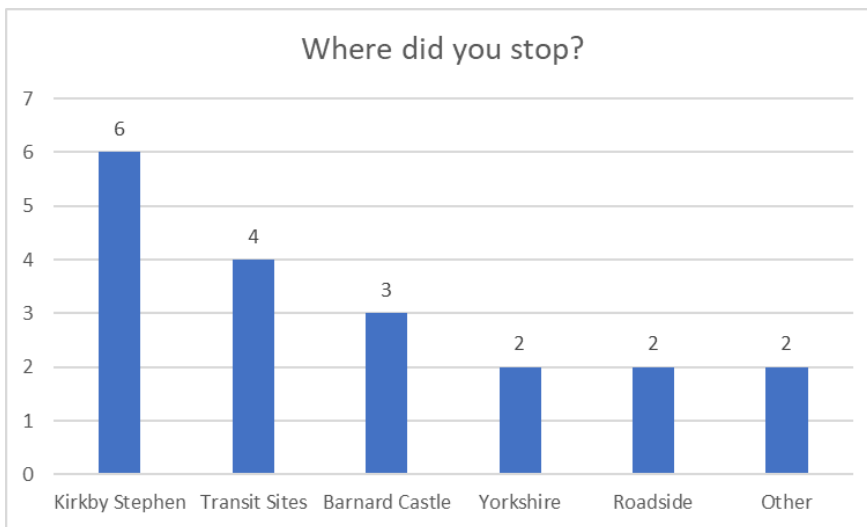
4.50 Those who were interviewed were asked the reasons why they came to Appleby. People were able to provide multiple responses to this question. A total of 47 households had come to Appleby for cultural reasons; 38 had come to meet up with family and friends; 28 had come to trade; and 3 had come to work. Other responses included to have fun (2), for heritage (2), to see the horses (1), and tradition (1).



4.51 Those who were interviewed were asked if they had stopped off anywhere on the journey to Appleby. Half of respondents (50%) stated that they had not stopped off anywhere; almost two fifths (39%) stated that they had stopped off somewhere; and 11% stated that they were local to the area.

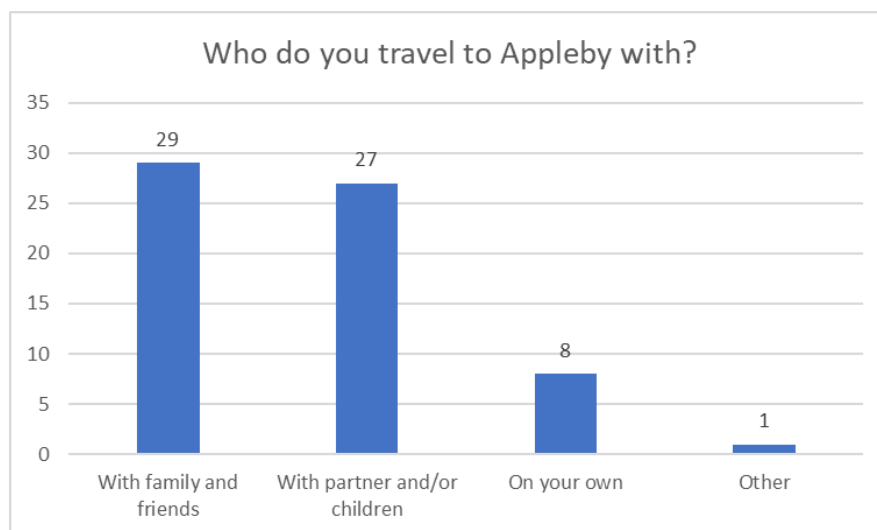


4.52 Of those who had stopped off 6 had stopped at Kirkby Stephen; 4 on unspecified transit sites en route; 3 at Barnard Castle; 2 on unspecified sites in Yorkshire; and 2 on unspecified roadside sites.



4.53 Those who were interviewed were asked where they had travelled from. Responses included from places all over the country and further afield. Locations included Berkshire, Blackpool, Cheshire, Durham, Cumbria, Derbyshire, Essex, Ireland, Kent, Lancashire, London, Maidstone, Newcastle, Norfolk, North Somerset, North Yorkshire, Northern Ireland, Northumberland, Scotland, Staffordshire, West Yorkshire, Woking, and Worcestershire.

4.54 Those who were interviewed were asked who they had travelled to Appleby with. Most had travelled with friends and family (29) or with a partner and/or children (27). 8 people had travelled on their own.



## Post-Fair Engagement with Travellers

- 4.55 In the months leading up to the Fair ORS asked Travellers across the country during household interviews to complete Gypsy and Traveller Accommodation Assessments (GTAAs) whether they were planning to visit the Fair in June and whether they would be willing to be contacted after the Fair by telephone to find out their views on their trip. As a result of this a total of 21 semi-structured telephone interviews were completed during August 2023.
- 4.56 Of those who were contacted, 13 households attended the 2023 Fair and 8 did not attend.
- 4.57 Of those who attend the Fair, 9 stopped on an official transit site and 4 stopped on unauthorised encampments.
- 4.58 Of those who were unable to attend the Fair, 5 stated that they would consider stopping on an official transit site, and 3 stated that they would not.
- 4.59 A summary of the outcomes of these interviews can be found below.

## Official Transit Sites

- » Attended the Fair for cultural reasons and to trade horses. Arrived 2 days early and stopped at Fair Hill. Would like to see improved facilities next year including more bars as a lot of pubs in the town were closed.

*“ Want to make sure we don’t lose the culture of the fair. There has been some opposition to activities like the horse washing and flashing from local residents, but these are traditional activities which are part of the gypsy and traveller culture. The bar on the field was a great idea as there are not enough pubs open in the town”.*

- » Attended for the culture and to trade horses. Arrived on the first day and stopped at Fair Hill. No problems with the site. Uses the horses to ‘taxi’ people in to town and stayed for the whole week.

*“It’s really important this stays as a charter fair. There are certain groups who want to control and organise the fair. If the town are happy to take our money, then they need to accept the tradition and culture of the fair.”*

- » Attended to trade at the Market Field. Stopped at Fair Hill and the Market Field and stopped on the roadside before they opened. Feel that there is pressure from the local community to take away the traditions of the Fair and worried that the culture and meeting place concept will be lost. Also worried that the Fair is becoming more of a festival than a traditional Traveller gathering and thinks that ticketing is a bad idea.
- » Attended the Fair to trade horses, arrived a day early and stopped at Fair Hill. There were no problems with the site. Feels that there is very little trouble at the Fair given the number of people who attend and that the press misreport it.
- » Attended to the Fair for the culture and to trade horses, and also to sell carts on the Market Field. Arrived 3 days before and stayed on a licenced family campsite 6 miles from Appleby as there were electric hookups and stables for the horses. Stabling and improved facilities for horses would encourage them to stop on an official transit site at Appleby.
- » Attended for the culture and have attended for years. Arrived on Wednesday and stopped at Fair Hill for 5 days. Site was great and the pop-up bar was a great improvement as many pubs in the town were closed. Feels strongly that ticketing is unworkable.
- » Attended to trade horses and to flash them and go trotting. Arrived on the first day of the Fair and stopped at Fair Hill. Whilst the site is ok feels that there is too much fighting and drug use. Also feels that there is now too much general trading and that it is getting more like a car boot sale. Prefers to stay further away from Appleby and usually rents a field from a local farmer but it was not available this year.
- » Attended for the culture. Arrived on the Thursday and stopped at Fair Hill which is a very good site but could do with more toilets. Is of the firm view that the Fair should remain an event for Travellers as many outsiders don’t understand our culture and cause problems.
- » Attended to trade horses and attends every year. Stopped at the Market Field as had a trading place there. The site was good and nothing to recommend. Thinks that the idea of ticketing the Fair is ridiculous and would never work.
- » Was unable to attend this year but usually attends for trading and culture and arrives a week before the Fair. Usually stays on an official site or in a hotel. Would not stay in Appleby town as feels there is too much of a clash of cultures.
- » Was unable to attend this year but usually attends every year and stops on Fair Hill which was said to be a good site.



- » Has not attended since COVID but previously stopped on Fair Hill to be as close as possible to the centre of Appleby. Felt that the Police presence was too heavy handed at times and could be more laid back.

*“Liked to make a holiday of going and spending time at the fair with family. Sell horses and meet connections. For the culture”.*

- » Was unable to attend this year but have attended in previous years and stopped on Fair Hill. Attended to trade horses on Fair Hill. The site was good and nothing to recommend. If there were more facilities who would pay for them? Normally leave a bit early to avoid the queues.

*“Can understand the local residents would find thousands of gypsies arriving in the town overwhelming. Got to work with the local people to find a compromise so there is a future for the fair.”*

- » Was unable to attend this year but usually attend and stop at Fair Hill and there are no issues with the site. Is of the view that ticketing the Fair will not work as it is a Charter Fair with long traditions.

## Unauthorised Transit Sites

- » Attended the Fair to trade horses and to meet friends. Stopped at Kirkby Stephen on the roadside as have had problems with other Travellers at previous Fairs. Travelled in to Appleby each day and could not be encouraged to stop on an official site as does not wish to be with other Travellers.
- » Attended the Fair for cultural reasons and arrived on the Thursday. Paid to stop on a farmers field near Appleby. Chose not to stop on an official site as wanted more privacy with family and friends.
- » Attended the Fair to meet up with friends, for the culture, and to trade horses. Arrived the week before the Fair and stopped on the roadside in order to have a quiet week with family and friends. Has previously stopped on a farmers field to provide for horses but the field is no longer available. There needs to be better facilities for horses on transit sites and for those stopping on the roadside.
- » Attended the Fair to trade horses and for the culture. Arrived a week before the Fair and stopped on a farmers field (with permission from the farmer). Did not stop on an official site as needed stabling for horses.

- » Was unable to attend this year. Had previously stopped at Fair Hill but would not again. would stop on a private/unauthorised site next time due to problems with other Travellers on Fair Hill.
- » Did not attend this year due to previous issues on Fair Hill including drug abuse, drug dealing, and family feuds causing trouble. Has previously attended to meet family and friends and for the culture. Would not stay on an official site again as the mix of people is an issue and not the facilities.
- » Was unable to attend this year but usually attend for the culture, to trade horses, and to meet up with family and friends. Has previously stopped on the roadside or on unauthorised sites away from the main sites as they are quieter.

*“Fair isn’t the same now. Police are too heavy handed, fining people for brief stops in lay-bys. Too many restrictions on shops and pubs. I was stopped from feeding their horses or giving them water. Trying to stop people from running with their horses and washing them in the river is wrong. Farmers are discouraged from letting their fields to the travellers like they used to. I prefer to stay away from the centre. There is a clash between cultures with some of the Travellers.”*

## 5. CONCLUSIONS AND RECOMMENDATIONS

### Licencing

- 5.1 This study has concluded that previous work to look at the possible licencing and ticketing of the Fair has not been able to identify a workable solution.
- 5.2 This study has identified that there are significant legal and other issues that mean that licencing and ticketing the Fair is not a practical way forward due to activities are spread of a large number of locations and that people attend for many different reasons.
- 5.3 It is the view of those who currently support the Fair that regularising it and making it a ticketed event would simply result in activities moving elsewhere, making it harder and more costly to manage.
- 5.4 ORS have spoken with the Association of Independent Festivals (AIF) who represent over 200 independent UK festivals and events, including Beat Heder, Boardmasters, Boomtown, the Cambridge Folk Festival, DEVA Fest, Kendal Calling, the Notting Hill Carnival, Nozstock, Tramlines, and Truck Festival. The response from AIF Members was unanimous in that none considered the Fair as an event in any way comparable to a Festival in traditional terms, and none felt that it was an event that could be fully managed, licenced and ticketed. In conclusion, none of the AIF Members considered the Fair to be an event that they would consider taking on – including the organisers of large scale gatherings such as the Notting Hill Carnival.
- 5.5 There are, however, suggestions that the Fair does need a better management/coordination structure in place building of the successful establishment of MASCG.

### Transit

- 5.6 Due to the nature of the commission being primarily a desk-based quantitative evaluation of transit provision at the Fair it has not been possible to go into a great deal of qualitative detail in terms of recommendations.
- 5.7 Clearly there is a need to make the existing transits sites used more effectively and that criteria need to be established for identification of new transit sites to mitigate the impact on both the Gypsy and Traveller and settled communities in and around Appleby.
- 5.8 It is also very clear that there is a reluctance from many local land owners to allow their land to be used to provide new or additional transit sites, and that there are also many budgetary and practical issues facing organisations who wish to provide more transit provision.
- 5.9 It is therefore recommended that a more detailed evaluation is completed of transit provision at the Fair that addresses the following issues that this study has identified of the reasons why many Travellers choose not to stay on official transit sites. These include:
  - » An unwillingness to stay with groups of Travellers who they do not know.
  - » A preference to stay with smaller groups of family and friends.
  - » The cost of official transit sites.
  - » Poor access and egress from official transit sites.
  - » That they have traditionally stopped at favoured locations.

- » Anti-social behaviour, alcohol and drug use on some of the larger official transit sites.
- » A lack of space on official transit sites.
- » A lack of facilities and amenities on official transit sites.

5.10 It is also recommended that improvements that should be made that may encourage Travellers to use official transit sites including:

- » The provision of more smaller sites suitable for groups of family and friends.
- » Improved 'space management' on the larger official transit sites – including an allocation of pitches on these sites.
- » For the larger official transit sites to have additional entrances, and for them to be sub-divided into areas catering for different needs – i.e. quieter family areas; areas for families with livestock; areas for younger Travellers.
- » Improved facilities including more toilets, showers and Wi-Fi.

5.11 Regarding problems that are caused by Travellers who turn up early it is recommended that the following issues should be considered:

- » Improved communication and education with Travellers to encourage them to arrive closer to the start of the Fair.
- » Addition off-road provision made available for those who do still arrive early to reduce instances of roadside stopping.

5.12 It is recommended that other issues that need to be considered are:

- » Why there are current levels of under-occupation on the larger official transit sites compared to their licenced capacity – 68% at Fair Hill and 55% at Winters Field.
- » Putting in place improved 'space management' on official transit sites to increase occupation that could encourage those currently using Temporary Stopping Places to use them and freeing up these for occupation by Travellers currently on unauthorised encampments or stopping on the roadside.
- » Working more proactively with landowners around Appleby to encourage more of them to make their land available during the Fair.
- » Working more proactively with landowners alongside the A685 to encourage them to make their land available during the Fair to reduce roadside stopping.

# APPENDIX 1 – TRANSIT QUESTIONNAIRE



## Appleby Transit and Accommodation

Good morning/afternoon, my name is [INTERVIEWER] from Opinion Research Services, working on behalf of Eden District Council. The Council are undertaking a study of visitors to Appleby fair, to help understand visitor needs for the future. All information you provide will be processed by ORS in accordance with the Data Protection Act and GDPR, if you want to know more our privacy policy, it can be seen at <https://www.ors.org.uk/>.

### A: STAYING IN APPLEBY

**Q1. Do you intend on going into Appleby?**

Yes  **SKIP TO Q3**

No  **ANSWER Q2**

**Q2. Why are you not attending?**

Please write in

**Q3. When did you arrive at the fair?**

Please write in

**Q4. Why did you arrive early?**

Interviewer prompt: If Q3 is before June 6<sup>th</sup>, ask Q4. Otherwise skip to Q5.

Please write in

**Q5. Are you staying on a licensed or unlicensed site?**

Licensed  **ANSWER Q6**

Unlicensed  **SKIP TO Q9**

Roadside  **SKIP TO Q12**

Don't Know  **SKIP TO Q12**

**Q6. Which site are you staying on?**

Fair Hill

Clickham Farm

Keld Farm

Croft Ends Farm

Ivy House Farm

Hangingshaw Farm

Other

Please write in

**Q7. How would you describe your experience on the site?**

Mostly good

Mostly bad

OK

**Q8. What could be improved with regards to staying on a site?**

Please write in

**Q9. What unlicensed site are you staying on?**

Please write in

**Q10. How would you describe your experience on the unlicensed sites?**

Mostly good

Mostly bad

OK

**Q11. Why do you say that?**

Please write in

**Q12. Where are you staying roadside?**

Please try and provide specific location for any response.

In Appleby

On A685

Other

Please write in

**Q13. Are you staying in a..**

- Caravan
- Bow Top Tent
- Motorhome
- Van
- Other

Please write in

**Q14. Are you travelling with horses? If so how many?**

- Yes
- No

Please write in how many

**Q15. Why don't you stay on licensed sites?**

Please write in

**Q16. What would encourage you to stay on a licensed site?**

Please write in

**Q17. Why do you come to Appleby?**

- Culture
- Trading
- To meet with family and friends
- Other

Please write in

**Q18. Where have you travelled from?**

Please write in

**Q18A. Have you stopped off anywhere on your way to Appleby?**

- Yes  ANSWER Q13B
- No  SKIP TO Q14

**Q18B. Where did you stop?**

Please write in

**Q19. Would you like ORS to contact you again regarding future needs assessments?**

- Yes
- No

**B: DEMOGRAPHICS**

Interviewee

GENDER	AGE
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**Q20. Who do you travel to Appleby with?**

- On your own
- With partner and/or children
- With family and friends
- Other

Please write in

**C. Quality Control**

As a part of our quality control processes, ORS may wish to confirm that this interview took place. May I take your name and telephone number, so that they can do so? These details will only be used for this purpose and will not be passed to anyone else.

We cannot guarantee if and when they will make contact with you.

Name
Phone number

**Interviewer Declaration: I confirm that this interview was conducted in accordance with all interviewing guidelines and that the data collected is accurately recorded**

Interviewer Name:	
Interviewer Signature:	
Date:	