

Cumbria Gypsy and Traveller Accommodation Needs Assessment

Appleby Fair Assessment

Final report

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The Salford Housing & Urban Studies Unit is a dedicated multi-disciplinary research and consultancy unit providing a range of services relating to housing and urban management to public and private sector clients. The Unit brings together researchers drawn from a range of disciplines including: social policy, housing management, urban geography, environmental management, psychology, social care and social work.

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This report is based on research undertaken by the study team and the analysis and comment thereafter does not necessarily reflect the views and opinions of the research commissioning authorities, or any participating stakeholders and agencies. The authors take responsibility for any inaccuracies or omissions in the report.

Executive Summary

The Study

1. Recent legislation and guidance from the government has indicated a commitment to taking steps to resolve some of the long standing accommodation issues for members of the Gypsy and Traveller communities. This legislation has an overarching aim of ensuring that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society. Gypsy and Traveller Accommodation Assessments (GTAA's) are being undertaken across the whole of the UK, as local authorities respond to new obligations and requirements.
2. Cumbria Gypsy and Traveller Accommodation Assessment (GTAA) was commissioned by the authorities within Cumbria (Eden District Council; Copeland Borough Council; Allerdale Borough Council; Carlisle City Council; Barrow Borough Council; South Lakeland District Council; and, Lake District National Park Authority) in May 2007. The GTAA also included an assessment of Appleby Fair with the aim of providing an evidence base to assist the creation of a strategic response to Appleby Fair and also offer pragmatic solutions to any issues arising from the Fair. This assessment was carried out at Appleby Fair 2007, which ran from the 7th to the 13th June.
3. The study was conducted by a team of researchers from the Salford Housing & Urban Studies Unit at the University of Salford. The study was greatly aided by research support and expertise from members of the Gypsy and Traveller communities and other key stakeholders.
4. The assessment was undertaken by conducting:
 - A review of available literature, data and secondary sources;
 - A total of 248 interviews with Gypsies and Travellers;
 - Interviews with other key stakeholders (including representatives of Appleby New Fair Committee).

Background

5. Appleby Fair is one of the largest and oldest horse fairs in Europe, as well as the largest gathering of Gypsies and Travellers in the UK. Traditionally, Appleby Fair was specifically for the trading of horses, cattle and sheep. Over the years, however, it has grown to include a market with various stalls.

6. For many visitors, horses remain the main focus of the event. Prospective buyers, as well as tourists, can view the horses as they are raced and trotted up and down the 'Flashing Lane' near the market field. It is also traditional for Gypsies and Travellers to lead their horses to the River Eden in the centre of Appleby to wash and groom them.
7. Appleby Fair was originally held in Appleby town centre; however, as the event grew it moved out to what is known as Fair Hill, which is owned by Appleby Town Council. Although Fair Hill is the most commonly known 'tolerated' temporary stopping place at the Fair, there are a number of other privately owned fields, which are also used to accommodate people coming to Appleby Fair as well as accommodating the market stalls. In addition to these fields, there are a number of other 'tolerated' temporary stopping places for Gypsies and Travellers to use, which are aimed at accommodating early arrivals, plus a large number of unauthorised stopping places used by Gypsies and Travellers every year.
8. Appleby Fair has no formal organisational control or management; however, Appleby New Fair Committee oversees the running of the Fair each year.

Main Findings

9. The majority of respondents came under the broad ethnic category of Romany Gypsy (English); however, the sample also included interviews with Irish Travellers, Welsh and Scottish Gypsies/Travellers, New Travellers and Showpeople.
10. People came from all over the country to visit Appleby Fair. The regions mentioned most frequently were the North West and the East Midlands.
11. The most common reasons for attending Appleby Fair were for reasons of tradition or culture or for meeting family and friends.
12. With regards to when people have arrived for the Fair, the majority of people had come earlier.

Stopping places

13. The majority of interviews were carried out with people who were staying on one of the 'tolerated' temporary stopping places for the duration of the Fair. Over half of respondents rated their current stopping place as 'good' or 'very good'.

14. The majority of respondents had no concerns about health and safety or security where they were staying. The concerns that were raised, however, were around vehicles, horses or anti-social behaviour.
15. With regards to facilities available, the majority of people had access to very basic amenities, such as toilets, water and rubbish collection. The level of access varied between authorised and unauthorised stopping places. The top three concerns that emerged, with regards to facilities were: dirty toilets; not enough toilets; and, not enough water taps.
16. Most people indicated that in the future they wanted to stay on similar stopping places to the ones they were already staying on, which suggests that the same stopping places will be used again.

Travelling to and from Appleby Fair

17. The most common method of travelling to Appleby Fair was with a touring caravan. This was followed by coming by car/van only and by traditional horse drawn caravan. Some people had travelled with a mixture of touring caravan and horse drawn caravan.
18. With regards to route taken, a large number of people had used the M1 or M6, then the A66. There were also a number of people who made reference to travelling on 'back roads'.
19. A third of people had stopped somewhere else on the way, with a smaller number indicating that they would be stopping somewhere on their return journey.
20. The majority of people thought that transport links were 'good' or 'very good', although the A66 was a concern for some respondents. It was highlighted that there had been improvements to the transport links over the years.

Policing at Appleby Fair

21. It was estimated that the costs for Appleby Local Policing Team was around £200 – £250,000 for the two week operation at Appleby Fair. Health and Safety, in particular traffic related issues were seen to take up the majority of Police time and resources.
22. With regards to the survey with Gypsies and Travellers, the majority of people had fairly ambivalent views towards Policing, indicating that it was neither good nor poor. People were very positive about the Police Officers who had made efforts to talk to people attending the Fair and had shown an interest in their culture. However, it was felt that there needed to be more cultural awareness about the Gypsy and Traveller way of life.

Community relations

23. There were mixed views from Gypsies and Travellers with regards to what local people thought about the event. There was a perception that local people liked the money that the Fair brought into to the local economy, but did not necessarily like the Gypsies and Travellers themselves.
24. Stakeholder consultation highlighted that early arrival, toilet facilities and rubbish collection were areas of community tension at Appleby Fair and also in surrounding areas.

Conclusions and ways forward

25. There were a number of common themes running through the conclusions of the assessment namely, resource implications; the need for dialogue between stakeholders (including Gypsies and Travellers); and, the issue of formality of Appleby Fair.
26. More specifically a number of ways forward have been suggested – these can be found in the main report under the following key areas: Health and Safety; Policing; Service provision; Community relations; Managing accommodation; and, Organisation of the Fair.

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Glossary

The following terms are used in this report and may need some clarification. In the case of those terms which are related to Gypsy and Traveller accommodation and culture, it is noted that a number of these terms are often contested and debated. It is not the intention of the authors to present these terms as absolute definitions rather; the explanations provided are those the authors used in this assessment as their frames of reference.

Term	Explanation
Authorised local authority site/Registered Social Landlord site	An authorised site owned by either the local authority or a Registered Social Landlord.
Authorised Private site	An authorised site owned by a private individual (who may or may not be a Gypsy or a Traveller). These sites can be owner-occupied, rented or a mixture of owner-occupied and rented pitches.
Bricks and mortar	Permanent mainstream housing
Caravan	Mobile living vehicle used by Gypsies and Travellers. Also referred to as trailers.
Caravanette	This term mainly describes vans that have been fitted out for use as accommodation. Also known as campervans and motorhomes.
Gypsy	Members of Gypsy or Traveller communities. Usually used to describe Romany (English) Gypsies originating from India. This term is not acceptable to all Travellers
Gypsies and Travellers (as used in this assessment)	Consistent with the Housing Act 2004, inclusive of: all Gypsies, Irish Travellers, New Travellers, Show People, Circus People and Gypsies and Travellers in bricks and mortar accommodation. Can also include Roma and boat dwellers if there is evidence of a need, suppressed or otherwise, for pitch accommodation.
Pulling-up	To park a trailer/caravan
Settled community/people	Reference to non-Travellers (those that live in houses)
Site	An authorised area of land on which Gypsies and Travellers are accommodated in trailers/chalets/vehicles. Can contain one or multiple pitches.
Stopping place	Locations frequented by Gypsies and Travellers, usually for short periods of time.
'Tolerated' temporary stopping place	This refers to stopping places owned by the local authority or private landowners, where Gypsies and Travellers have been given permission to stay for a temporary period. These are often traditional stopping places used by Gypsies and Travellers travelling to and from Appleby Fair.
Trailer	Term commonly used by Gypsies and Travellers to refer to a moveable caravan

Transit site	Site intended for short stays. Such sites are usually permanent, but there is a limit on the length of time residents can stay.
Travelling Showpeople	Commonly referred to as Showmen, these are a group of occupational Travellers who work on travelling shows and fairs across the UK and abroad
Unauthorised Development	This refers to a caravan/trailer or group of caravans/trailers on land owned (possibly developed) by Gypsies and Travellers without planning permission
Unauthorised Encampment	Stopping on private/public land without permission (e.g. at the side of the road)
Yard	Term used by Travelling Showpeople to refer to a site

The above frames of reference are in line with the terms used in the Cumbria Gypsy and Traveller Accommodation Assessment, with the exception of 'tolerated' temporary stopping place. This term has been included in the Appleby Fair assessment to cover those stopping places owned by the local authority or private landowners, where Gypsies and Travellers have been given permission to stay for a temporary period.

1. Introduction

- 1.1 Appleby Fair is one of the largest and oldest horse fairs in Europe as well as the largest gathering of Gypsies and Travellers in the UK. Although there is no formal counting or recording of visitors to Appleby Fair¹, in June every year, an estimated 1,400 caravans and horse drawn vehicles arrive at Appleby Fair², with an estimated 5,000 - 10,000 Gypsies and Travellers³.
- 1.2 It has been estimated that over the weekend of the Fair, there are at least 96,000 visits over the course of the weekend⁴. Appleby Fair generates significant economic gain for Appleby as well as providing an event for a socially excluded community⁵.

Why the assessment is necessary

- 1.3 Gypsy and Traveller Accommodation Assessments (GTAA's) are being undertaken across the whole of the UK, as local authorities respond to new obligations and requirements resulting from the Housing Act 2004. This aim of this legislation is to ensure that members of the Gypsy and Traveller communities have equal access to decent and appropriate accommodation options akin to each and every other member of society⁶.
- 1.4 An assessment of Appleby Fair was included within the Cumbria Gypsy and Traveller Accommodation Assessment (GTAA) with the aim of providing an evidence base to assist the creation of a strategic response to Appleby Fair and also offer pragmatic solutions to any issues arising from the Fair. This assessment was carried out at Appleby Fair 2007.
- 1.5 In line with the overarching aims of the Cumbria GTAA, the following issues were considered in the assessment of Appleby Fair:
- an understanding of the demographic profile of the Gypsy and Traveller communities attending Appleby Fair;
 - an analysis of current policies and practices, identifying areas of good practice;

¹ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

² Eden Council, 25 October 2007, *Appleby New Fair: Report of the Chief Executive*.

³ Holloway (2005) 'Articulating Otherness? White rural residents talk about Gypsy-Travellers', *Transactions of the Institute of British Geographers*, 30 (3): pp 351-367.

⁴ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

⁵ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

⁶ See Cumbria Gypsy and Traveller Accommodation Assessment for a more in-depth discussion of this issue.

- an assessment of existing accommodation, and future preferences; and
- an assessment of wider service needs at Appleby Fair.

Overview of the report

1.6 This report is structured as follows:

Chapter 1 has outlined the background to the assessment at Appleby Fair, outlining the aims of the assessment.

Chapter 2 provides background information about Appleby Fair, including looking at the organisation of the Fair and outlining the stopping places that are traditionally available for visitors to the Fair.

Chapter 3 presents details of the research methods involved in the Appleby Fair assessment, including a discussion of the sampling strategy and sampling issues. It also outlines demographic information from the Gypsy and Traveller survey.

Chapter 4 focuses on the main findings from the Gypsy and Traveller survey carried out at Appleby Fair, with additional insights from the consultation with key stakeholders.

Chapter 5 sets out some conclusions and ways forward based on the assessment.

2. Background to Appleby Fair

- 2.1 Appleby-in-Westmorland is a small, market town with a population of approximately 2,862 (recorded at 2001 census), lying in the Eden Valley, Cumbria⁷. There is some speculation as to when Appleby Fair was first established. Some suggest that the Fair has been taking place at Appleby since 1685, when it is believed that James II granted the Fair a Royal Charter⁸, while others suggest that the current Fair was established in the mid-18th century⁹. Regardless of its origins, for the Gypsy and Traveller community, Appleby Fair is one of the major cultural events of the year and thousands of people from all over the UK and abroad come to Appleby to show and trade horses, meet family and friends and sustain traditions.
- 2.2 Traditionally, Appleby Fair was specifically for the trading of horses, cattle and sheep. Over the years, however, it has grown to include a market with various stalls selling traditional and modern Gypsy and Traveller items, food, as well as fortune telling. In addition to the many Gypsies and Travellers attending the event, Appleby Fair attracts thousands of tourists, particularly on the Friday, Saturday and Sunday of the Fair. This high level of visitation has a significant impact on local economy. Indeed, it is estimated that Appleby Fair generates £1.4 million for the region, as well as an additional £1.2 million for market traders¹⁰.

Organisation

- 2.3 Appleby Fair has no formal organisational control or management; however, Appleby New Fair Committee oversees the running of the Fair each year¹¹. The Committee includes the following representatives:

- Gypsy and Traveller community members;
- Police;
- RSPCA;
- Parish Councils;

⁷ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

⁸ There is some speculation as to whether the Charter is concerned with Appleby Fair as it is known today, as the Fair is now held in a different location and on different dates to those granted by the Charter (see Holloway (2004) 'Rural roots, rural routes: discourses of rural self and travelling other in debates about the future of Appleby New Fair, 1945-1969', *Journal of Rural Studies*, 20: pp 143-156).

⁹ Holloway (2004) 'Rural roots, rural routes: discourses of rural self and travelling other in debates about the future of Appleby New Fair, 1945-1969', *Journal of Rural Studies*, 20: pp 143-156.

¹⁰ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

¹¹ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

- Appleby Town Council;
 - District and County Council;
 - Fire and Rescue Service;
 - Department for Environment, Food and Rural Affairs (defra);
 - Environment Agency; and,
 - Local landowners
- 2.4 Appleby New Fair Committee meet around six times a year, providing a forum to discuss any issues, problems or ways forward for the Fair.
- 2.5 In addition, a company called New Fair Appleby Ltd was set up to support the management and development of the Fair and to access funding in pursuit of these aims¹²; however, this company found it difficult to make progress and was brought to an end¹³.

Horses

- 2.6 Appleby Fair is traditionally a horse Fair and for many visitors, horses are the main focus of the event. There are usually several hundred horses at Appleby Fair and most of them are for sale¹⁴. Indeed, for the duration of the Fair horses can be seen all over the town of Appleby. Horse trading can start as early as 8.00 am, continuing into the night¹⁵. Many Gypsies and Travellers have horses known as 'road racers', which are often seen pulling a sulky (a lightweight two-wheeled, single-seat racing cart). Horses are raced and trotted up and down the 'Flashing Lane' near the market field for prospective buyers to view their horses.
- 2.7 It is also traditional for Gypsies and Travellers to lead their horses to the River Eden in the centre of Appleby to wash and groom them. Unfortunately, the death of a horse in the river at the Fair this year drew negative national media coverage¹⁶ and sparked concern not only from animal welfare groups but also Gypsies and Travellers attending the Fair.

¹² Eden District Council Director of Technical Services (2005) *River Access during Appleby New Fair*.

¹³ Environment Committee (2006) *Appleby New Fair*, Report of the Director of Technical Services.

¹⁴ Appleby Town Council, *Appleby Horse Fair 2007: June 7 – 13*, Appleby-in-Westmoreland Tourist Information Centre.

¹⁵ Appleby Town Council, *Appleby Horse Fair 2007: June 7 – 13*, Appleby-in-Westmoreland Tourist Information Centre.

¹⁶ Sims, P (2007) 'Sickening end to an ancient ritual at horse fair', *Daily Mail*, 12/6/2007; Armstrong, J. (2007) 'Horse Killer', *Daily Mirror*, 12/6/2007.

Accommodating visitors to the Fair

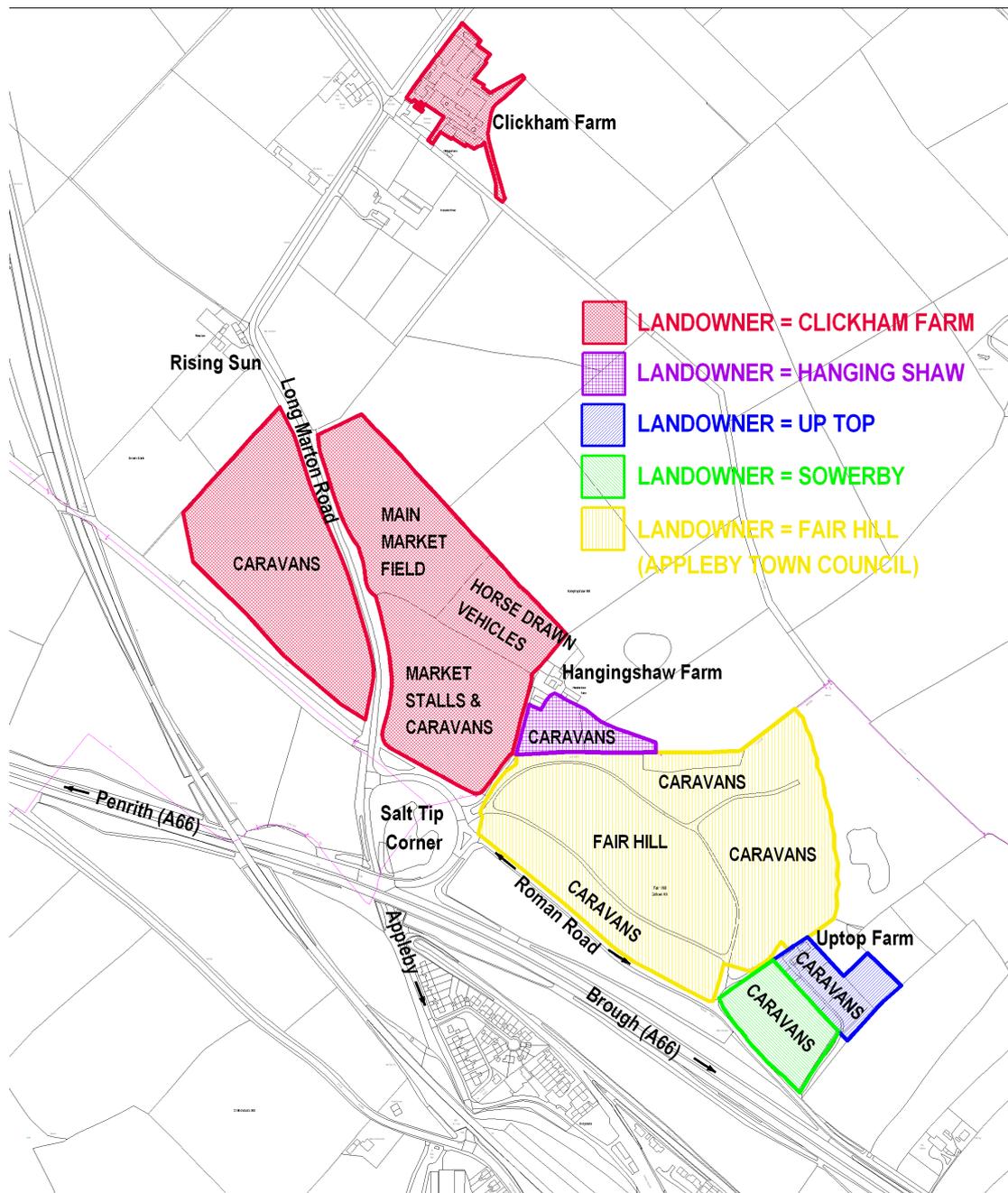
- 2.8 Appleby Fair was originally held in Appleby town centre; however, as the event grew it moved out to what is known as Fair Hill in 1965, which is approximately one mile north of the town centre¹⁷. Fair Hill is owned by Appleby Town Council and in recent years Gypsies and Travellers have had to pay fees to stay on Fair Hill for the provision of facilities and for the clear up operation once the event has ended. Fair Hill opens on the first Thursday in June to allow Gypsies and Travellers to pull onto the field. The Fair in 2007 ran from the 7th to the 13th June.
- 2.9 It is estimated that about 50% of people who actually stop at the Fair stay on Fair Hill. The remaining 50% stay on the surrounding privately owned fields, which are also used to accommodate people coming to Appleby Fair but also for accommodating the market stalls¹⁸. None of these 'tolerated' temporary stopping places have planning permission or a site licence¹⁹.
- 2.10 The map below shows the current Appleby Fair layout and land ownership.

¹⁷ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

¹⁸ Information provided by Eden District Council and Appleby Local Policing Team.

¹⁹ Information provided by Eden District Council.

Map 1: Appleby Fair layout and land ownership



2.11 In addition to the use of Fair Hill and the private fields, there are also three other ‘tolerated’ temporary stopping places for Gypsies and Travellers to use, which are aimed at accommodating early arrivals. The first is Cotemoor (or Fell End, as it is also commonly known). People are permitted to stay at Fell End for 10 days, starting on the Tuesday before the Fair opens. This stopping place accommodates around 200 caravans. Eden District Council provides 7 toilets, as well as water and rubbish collection facilities. In addition to the rubbish collection facilities provided by the Council, it was highlighted that two local residents go on to Fell End and not only hand out bin bags, but

also collect rubbish as well, and place it in the skips provided²⁰. Fell End is a popular stopping place; however, there are concerns that it is difficult to regulate given the large number of visitors and the extent of the facilities provided does not always meet peak demand (which is usually a period of around 24 hours).

- 2.12 The second 'tolerated' temporary stopping place is Melmerby Village green. Toilet facilities on this stopping place are provided by Ousby Parish Council and rubbish collection is carried out by both the Parish Council and Eden District Council. This stopping place opens on the Monday before the Fair starts. It is then closed on the first day of the Fair and over Fair weekend to encourage people to move onto Fair Hill and the other fields at the Fair. It reopens on the Monday until the last day of the Fair. In the past, there have been up to 100 caravans; however, intervention aimed at managing this stopping place has halved the number of caravans allowed on the green. Stakeholder consultation suggests that intervention at Melmerby Village green could have led to the displacement of caravans to other stopping places (for example, Fell End)²¹. Information from Eden District Council, indicating caravan numbers for the 2007 Fair, shows that there were an estimated 43 caravans on Melmerby at its busiest point (Tuesday before the Fair).
- 2.13 The third 'tolerated' temporary stopping place is at Stainmore (and is also named 'Punch Bowl' after the pub that is located nearby). Stainmore is a field rented by Eden District Council from a private landowner. It is open from Bank Holiday Monday at the end of May through to the day after the Fair has finished. Toilets, water and rubbish collection facilities are all provided at this stopping place by Eden District Council. Information from the Council suggests that there were an estimated 10 caravans at its busiest point in 2007; however, it has the capacity for around 30 caravans.
- 2.14 In addition to these 'tolerated' temporary stopping place, there are other stopping places where toilets and bin bags are provided by Eden District Council; for example, Brough Turning Circle, Belah Layby (Brough Sowerby), and, Jubilee Corner (Kirkby Stephen). There are also a large number of other stopping places that people will use on their journey to and from Appleby Fair²².

²⁰ Information provided by Eden District Council.

²¹ Information provided by Appleby Local Policing Team.

²² See Appendix 1 for Eden District Council's list of stopping places (both 'tolerated and' unauthorised) for 2007. Please note that this only covers stopping places within the boundaries of Eden District Council. Information for other local authority areas was not available.

3. Research Methods

3.1 This assessment involved three distinct but inter-related stages.

Stage 1: Collation and review of existing secondary information

3.2 This initial stage of the research comprised of a review of the available literature and secondary sources about Appleby Fair. This involved an extensive internet search as well the use of information provided by key stakeholders. The purpose of this information was to provide a background to the research, focusing on the historical aspect of Appleby Fair as well as its contemporary organisation. The gathering of this contextual/background information was an ongoing process that continued throughout the duration of the research.

Stage 2: Consultation with key stakeholders

3.3 This stage involved exploring the views of service providers and other stakeholders, with regards to their experiences of perceptions of the issues relevant to Appleby Fair. This included a combination of telephone interviews and face-to-face discussions. These discussions were largely structured around:

- clarifying issues around the organisation of Appleby Fair
- establishing the experience of Appleby Fair
- views around the way forward for Appleby Fair

3.4 Consultation occurred with the following stakeholders:

- Appleby Local Policing Team
- Environmental Health, Eden District Council
- Chief Executive, Eden District Council
- Parish Councils
- Local business representatives
- Appleby New Fair Committee representatives
- Appleby Town Council representatives
- Education representatives

Stage 3: Engagement with Gypsies and Travellers

3.5 One of the most important aspects of the research process involved engaging with members of the Gypsy and Traveller communities who were attending Appleby Fair. This entailed carrying out face-to-face surveys about their experiences of attending the Fair.

- 3.6 The aim was to interview 150 – 200 people over a period of approximately 2 – 3 weeks, therefore capturing the views of those who were arriving early, as well as those who stayed on after the Fair had finished. A survey was produced, which was tailored to cover the three broad time periods (before Appleby Fair, during Appleby Fair, after Appleby Fair). The questions included a combination of tick box answers and open-ended questions. This mixed approach enabled us to gain quantifiable information, as well as allowing space for qualification by more narrative responses. The survey looked at a number of specific issues, including:
- reasons for attending;
 - views on stopping places;
 - access to facilities and services;
 - health and safety concerns;
 - transport links;
 - views on Policing;
 - views on future stopping places.
- 3.7 A copy of the questionnaire can be found in Appendix 2.
- 3.8 Attracting willing participants from the Gypsy and Traveller community to engage in face-to-face interviews can sometimes pose a number of challenges, particularly when people have issues of trust or are suspicious of the purpose of the research. It is vital to take a pragmatic and flexible approach to fieldwork, particularly when carrying out interviews at an event such as Appleby Fair, when interviews are primarily carried out at the roadside, in fields, etc.
- 3.9 One aspect of this flexible approach was the involvement of 5 Community Interviewers. They were drawn from a pool of Community Interviewers who we work with on a regular basis to assist with our Gypsy and Traveller Accommodation Assessments (GTAA's). Each Community Interviewer has undergone an intensive training course on interviewer skills, and is provided with support from the core study team members during their interviewing activity. The 5 interviewers have all worked on a number of projects and are highly skilled, as well as being respected members of the Gypsy and Traveller community.
- 3.10 There were also two core research team members carrying out interviews. The core team members concentrated on interviewing before Appleby Fair officially started in order to capture as many different stopping places as possible, while the Community Interviewers focused primarily on the Fair itself.
- 3.11 The use of both the core research team members and the Community Interviewers proved to be a very effective method of ensuring maximum participation in the study. In total, we carried out 248 interviews with Gypsies and Travellers across the fieldwork period. The fieldwork period spanned from the 29th May to the 14th June 2007.

The interviews were divided into three different time periods: before Appleby Fair indicates the time period from 29th May to the 7th June; during Appleby Fair represents those interviewed between the 8th and 13th June; and, after Appleby Fair refers to those interviewed the day after (14th June).

3.12 Table 1 below shows the number of people interviewed in each particular time period.

Table 1: Time period of interviews

Time period	No. of interviews	%
Before Appleby Fair	47	19
During Appleby Fair	172	69
After Appleby Fair	28	11
No information	1	1
Total	248	100

3.13 As would be expected, the majority of the interviews took place during the Fair; however, there is a good spread of interviews over the whole duration of the fieldwork, capturing those who arrived early, as well as those who had moved on to the areas surrounding Appleby the day after the Fair had finished.

3.14 What follows is a description of some of the main characteristics of the respondents, looking specifically at the ethnicity of those who took part in the survey; household composition; where respondents live for most of the year; people's reasons for coming to Appleby Fair; and, whether or not they came to the Fair early.

Ethnicity of respondents

3.15 The majority of respondents came under the broad ethnic category of Romany Gypsy (English); however, our sample also included interviews with a broad range of different groups including Irish Travellers, Welsh and Scottish Gypsies/Travellers, New Travellers and Showpeople.

Table 2: Ethnicity of respondents

Ethnicity	No.	%
Romany Gypsy (English)	154	62
Irish Traveller	23	9
Scottish Gypsy/Traveller	18	7
Traveller (not specified)	16	6
Other	14	6
Welsh Gypsy/Traveller	9	4
Showpeople/Circus people	5	2
New Traveller	4	2
Don't know	3	1
No information	2	1
Total	248	100

3.16 With regards to those who classified themselves as ‘other’, when asked to specify, answers included: ‘*horseman*’, ‘*half Gypsy half Gorger*’, ‘*rag and bone bred*’, ‘*normal people*’, ‘*dealer man*’ and ‘*working man*’.

Household composition

3.17 The total household size of respondents ranged from 1 -12 people from their household who were currently with them. As Table 3 below illustrates, over 50% of the sample were a household of 2 - 3 people. The average household size was 3 people. This relatively low number could be a reflection of the fact that people were travelling with select family members, rather than their whole household. Looking in greater detail at household composition, for example the majority of people interviewed had no children with them (42%), followed by having one child (21%) or two children (16%).

Table 3: How many people in household

Number in household	%
1	7
2	26
3	24
4	18
5	9
6	7
7	4
8	1
9	1
10	1
11	1
12	1
No information	1
Total	100

Where people live for most of the year

3.18 As would be expected, people came from all over the country to visit Appleby Fair. Table 4 below shows where people live for most of the year, by region; however, a full list of ‘bases’ is included in Appendix 3 of this report. This is based on 167 respondents who referred to specific locations/regions.

Table 4: Where people live for most of the year (by region)

Region	No.	%
North West	53	31
East Midlands	38	22
Yorkshire and Humberside	18	11
North East	15	9
East	13	8
South East	10	6
West Midlands	8	5
Ireland	6	4
Scotland	6	4
Total	167	100

3.19 As can be seen, of those respondents who gave a specific location, the majority came from the North West and the East Midlands region.

3.20 Table 5 below shows what type of accommodation people live on/in.

Table 5: What type of accommodation do you live on/in?

Accommodation type	No.	%
Residential private site (owned)	48	19
House (owned)	45	18
Unauthorised encampments (roadside)	38	15
House (rented)	37	15
Residential LA/RSL site	35	14
Residential private site (rented)	19	8
Unauthorised development	14	6
Other	12	5
Total	248	100

3.21 As can be seen, there was a range of different accommodation types represented in the sample, covering different tenures as well (owner occupation, council, private landlord). The most common accommodation type was living on a privately owned site; this was followed by living in privately owned bricks and mortar accommodation. There was no clear pattern from the data with regards to where people live for most of the year and accommodation type. Indeed, there was a fairly even spread of accommodation types across all regions.

3.22 As can be seen, 15% of people indicated that they travelled frequently, stopping on unauthorised encampments (roadside). However, it is not suggested from the survey that any respondents without a 'base' require permanent accommodation in Cumbria.

3.23 The 'other' answers given included 'farm', 'bungalow' and 'my own yard'.

Reasons for coming to Appleby Fair

3.24 People were asked to indicate, from the list shown in Table 6 below, what their reasons were for coming to Appleby Fair. By far the most common reason for attending the fair was for reasons of tradition or culture (225 people, 90%), followed by meeting family and friends (200/81%). It is interesting to note that despite the event being a horse fair, this was not indicated as one of the most common reasons for attending the fair.

Table 6: Reasons for coming to Appleby Fair

Reason	No.	%
Tradition/culture	225	91
Meeting family/friends	200	81
Holiday	62	25
Selling/trading horses	46	19
Selling/trading other goods	40	16
Selling/trading caravans	3	1

3.25 With regards to how often the respondents came to the Fair, the majority of people (86%) came every year; 11% of people came every few years; and, for 3% of the sample, this was their first year at Appleby.

Arrival date

3.26 With regards to when people had arrived, 37% had come at the start of Appleby Fair (i.e. the first official day of the Fair), while the remaining 63% said that they had come earlier. In our sample, the earliest arrival date was the 22nd of May, with the latest arrival date being the 13th of June (the last official day of the Fair)²³.

3.27 We asked those who had come early to indicate from a list of options the reasons for coming early. Table 7 below illustrates the responses.

Table 7: Reasons for coming early

Reason	No.	%
To meet friends and relatives	94	60
No reason, always come early	82	53
Transport of horses	37	24
Other	31	20

3.28 As can be seen, the most common reason for arriving before the Fair officially opened was to meet family and friends. Those who said that there was no particular reason for coming early often referred to their

²³ Information provided by Eden District Council on the estimated caravan numbers and locations shows that people arrived within the boundary of Eden everyday from the 28th May. The survey sample shows that people arrived in the surrounding areas (for example, South Lakeland) every day after the 22nd May.

tradition of arriving at a particular date and meeting up with people that they knew. Other reasons given for arriving early included: *'holiday'*, *'because we are retired and have the time'*, *'to beat others here'*, *'that's what we do'*, *'we like to build up to the Fair'*, and *'to avoid busy times'*.

- 3.29 Stakeholder consultation indicated that early arrival was a key concern, particularly for local residents in some of the stopping places.

4. Findings

- 4.1 The focus of this chapter is on the main findings from the Gypsy and Traveller survey, as well as the consultation with key stakeholders. It is divided into a number of sections, which reflect the key issues that were included in the questionnaire and interviews. This includes looking specifically at people's views on stopping places; issues around transport to and from Appleby Fair; access to services; views on Policing; and, views on community relations.

Views on stopping places/accommodation

- 4.2 Given that this assessment forms part of a wider accommodation assessment, this section aims to look at some of the specific issues raised with regards to the stopping places/accommodation that people were using at Appleby Fair.

Location of interviews

- 4.3 The interviews were carried out at a number of different locations, many of which were well known stopping places. Obviously this is time specific, and the majority of those interviewed before the Fair began were moving to other locations once the Appleby Fair opened. Table 8 below shows the different types of accommodation included in the survey, and the number of interviews carried out with people at each type of accommodation.

Table 8: Number of interviews by accommodation type

Type of site	No. of interviews
'Tolerated' temporary stopping place (for duration of the Fair)	101
Unauthorised land (for the duration of the Fair)	71
Unauthorised land (moving when Fair opens)	27
Bed and breakfast/hotel	24
Other	11
'Tolerated' temporary stopping place (moving when Fair opens)	10
Unauthorised land (interviewed after the Fair)	2
Caravan site/park	1
Total	247²⁴

- 4.4 As can be seen from Table 8, the majority of interviews were carried out with people who were staying on a 'tolerated' temporary stopping place for the duration of the Fair (around 41% of interviews), this was followed by those who were staying on unauthorised land for the duration of the Fair (around 28%), and those staying on unauthorised land, but moving once the Fair opened (around 11%). Around 10% of respondents were staying in bed and breakfast/hotel accommodation.

²⁴ There was no information provided about type of accommodation for one interview.

With regards to the 'other' responses that were given, these referred to either coming to Appleby Fair for a day trip, or sleeping in a vehicle (car/van).

- 4.5 Table 9 below indicates the locations where the interviews actually took place. In some cases this lists the *area* that they were interviewed; for example, we refer to Sedbergh but this covers various locations within Sedbergh (please see Appendix 4 for a full list of locations and Appendix 7 for a map of the information provided in Table 9).

Table 9: Location of interviews

Location	No. of interviews
*Fair Hill and the other private fields ²⁵	121
*Cotemoor (Fell End)	32
Kirkby Stephen	20
Devil's Bridge (Kirkby Lonsdale)	13
Hotel/B & B ²⁶	13
Sedbergh	12
Appleby (roadside)	10
Brough	8
*Melmerby Village green	7
Sandford Lane (off A66) ²⁷	3
*Stainmore (Punch Bowl)	3
Carlisle	1
Ravenstonedale	1
Hard Hills (off A66) ²⁸	1
Holiday site (off A66) ²⁹	1
Layby (off A66) ³⁰	1
No information	1
Total	248

*Denotes the 'tolerated' temporary stopping places.

- 4.6 As Table 9 illustrates, the majority of people were interviewed on Fair Hill and the other private fields (50% of all respondents), followed by people stopping at Cotemoor (Fell End) (13%) and the stopping places around Kirkby Stephen (8%). With regards to those staying in hotel/B

²⁵ In the majority of cases, interviews took place on one of the fields at the Fair; however, it was not specified on the questionnaires which particular field (with the exception of a few interviews which referred specifically to 'Market field' or 'Fair Hill'). However, the Study Team believe that there is representation from people staying on Fair Hill and *all* of the other private fields.

²⁶ Please note that this data presents the location where the interview actually took place. In the case of those stopping in hotel/B & B accommodation, 13 people were interviewed at their hotel/B & B. The remaining 11 people were interviewed while they were at the Fair, on Fair Hill or one of the other private sites.

²⁷ This refers to an unauthorised stopping place off the A66 on the way to Appleby.

²⁸ This refers to an unauthorised stopping place located opposite the Stainmore (Punch Bowl) 'tolerated' temporary stopping place.

²⁹ No further information was given with regards to the specific location.

³⁰ No further information was given with regards to the specific location.

& B accommodation, the locations given were Penrith (3), Appleby (3) and Carlisle (1); however, the majority of respondents (17) did not provide a specific location.

4.7 The three tables that follow look at the data from a time specific perspective, giving an indication of where interviews were carried out during each time period. It also gives an indication of where some of the stopping places were.

Table 10: Location of interviews before Appleby Fair (29th May – 7th June 2007)

Location	No. of interviews
Sedbergh	11
Melmerby Village green	7
Kirkby Stephen	7
Brough	6
Cotemoor (Fell End)	4
Stainmore (Punch Bowl)	3
Appleby (roadside)	2
Brough Sowerby	2
Sandford Lane	2
Devil's Bridge (Kirkby Lonsdale)	1
Hard Hills (opposite Punch Bowl)	1
Ravenstonedale	1
Total	47

Table 11: Location of interviews during Appleby Fair (8th – 13th June 2007)

Location	No. of interviews
Fair Hill and the other private fields	114
Cotemoor (Fell End)	22
Hotel/B & B	12
Appleby (roadside)	8
Kirkby Stephen	8
Devil's Bridge (Kirkby Lonsdale)	3
Carlisle	1
Holiday site (off A66)	1
Layby (off A66)	1
Sandford Lane	1
Sedbergh	1
Total	172

Table 12: Location of interviews after Appleby Fair (14th June 2007)

Location	No. of interviews
Devil's Bridge, Kirkby Lonsdale	9
Fair Hill and the other private fields	7
Cotemoor (Fell End)	6
Kirkby Stephen	5
Hotel/B & B	1
Total	28

- 4.8 It is difficult to say whether or not the interviews are representative of the stopping places commonly used *before, during and after* Appleby Fair. As mentioned previously, the research team had to take a pragmatic approach towards the fieldwork, often finding respondents by frequent visits to the area, rather than having a comprehensive list of potential stopping places.
- 4.9 Once the Fair had finished, Eden District Council were able to provide a list of the different stopping places that were used during 2007 (both 'tolerated' and unauthorised) (see Appendix 1). The stopping places listed by the Council sometimes have different names to those listed by team members and Gypsies and Travellers; however, we estimate that we were able to access around half of the different stopping places, although this may be an underestimate because of the different names used for locations.

Rating of stopping place/accommodation

- 4.10 With regards to the general rating of the stopping place, Table 13 below indicates the rating given by the respondents.

Table 13: Rating of stopping place

Rating	No.	%
Very good	51	21
Good	91	37
Neither good nor poor	82	33
Poor	21	8
Very poor	3	1
Total	248	100

- 4.11 As can be seen, over half of respondents rated their current stopping place as 'good' or 'very good'. Only 9% of people thought it was 'poor' or 'very poor'. The 'very poor' responses came from a small number of people currently stopping on one of the 'tolerated' temporary stopping places at the Fair, and on unauthorised land prior to the Fair opening. The 'poor' responses came primarily from those stopping on unauthorised land (after the Fair had officially finished); and, those stopping on unauthorised land (for the duration of the Fair). The types of stopping places that were given the most 'very good' ratings were the 'tolerated' temporary stopping places, which were in place to accommodate people until the Fair opened (for example, Melmerby Village green and Stainmore). B & B/hotel accommodation also received positive ratings.

Health, safety and security

- 4.12 People were also asked whether or not they had any concerns about health and safety or security at their current stopping place. The majority of respondents (77%) had no concerns about health and

safety or security. For those who did have concerns, however, a number made reference to concerns over violent or anti-social behaviour:

“Farmer threatened to shoot children if [they] trespass on nearby fields”

“I don’t think Irish and other Gypsy groups mix well together, there is usually fighting”

- 4.13 One respondent referred to problems they were having with younger people who were using ball bearing guns:

“BB guns should be banned, they hurt a lot of people and cause a lot of damage to caravans and cars”

- 4.14 Two respondents commented on the need for reassurance of adequate health care facilities:

“I do think they should have a first aid van maybe on the corner under the bridge so we can all see it”

“If there is a First Aid mobile unit I’ve never seen it or heard of one”

- 4.15 For those interviewed on Fair Hill and the other private fields, vehicles and horses were the main areas of concern, with a particular focus on the cars and vans driving around the fields:

“Don’t think motor vehicles should be allowed to drive through the middle of market during trading time, I think it’s really dangerous”

“The women have to watch their babies as the Fair is very busy and there are lots of motors and horses on the road, and some of the younger ones go too fast”

“Don’t like gangs of Irish boys driving around in motors, they are taking over Appleby”

“Too many vans and cars flying about, it’s the young ones showing off”

- 4.16 and the danger posed to children when going near the horses:

“When some of the women let the little children go down the trotting lane they could and sometimes [do] get hurt”.

“The babies getting kicked by the horses, one was kicked today in the market field, I’m not sure how it is, I hope it’s OK, and I got told a Policeman got hit by a horse down the trotting lane”

- 4.17 Appleby Local Policing Team highlight that their main concern is health and safety, particularly with regards to the amount of people and horses attend the event. Reference was made to some initiatives that had been introduced and were working well; for example, the traffic management plan that was in place prevented parking on a number of streets, which meant that these provided contingency routes. Furthermore, in the ‘Flashing Lane’ the metal barrier separating the ‘Flashing Lane’ from the spectators had been replaced by a Rhino Barrier. In previous years, a metal barrier was in place, which was sometimes unable to stop horses if they were going too fast. The Rhino Barrier was water filled so the horse did not hurt itself if it collided with the barrier and it also slowed the animal down, thus avoiding the horses colliding with the spectators.
- 4.18 Despite these successes, however, a representative of Appleby Local Policing Team highlighted a number of areas where they felt further work could be done to improve health and safety at Appleby Fair. This related specifically to the need for more traffic calming measures, particularly where people were riding horses and sulkies in areas other than the ‘Flashing Lane’. It was felt that measures, such as temporary road humps would prevent this practice. There was also felt to be a need for increased safety initiatives for the ‘Flashing Lane’; for example, the need for more signs and possibly some form of PA system warning spectators about the fast moving horses and sulkies. Furthermore, there were concerns about the need for a safe horse wash area and safe place to tether horses. It was felt that there were simple solutions to these health and safety issues, but each had resource implications, which often posed a barrier to being able to implement such measures.

Space and overcrowding

- 4.19 Respondents were asked if they felt that their current stopping place gave enough space for caravans and other vehicles, as well as for horses. With regards to whether or not people had enough space for their caravans, the majority of people (71%) stated that they had, while 10% said they did not.
- 4.20 With regards to having enough space for other vehicles, for those who had brought other vehicles with them, the majority of people felt that they had enough space.
- 4.21 For those who were travelling with horses, only 7% said that there was not enough space. The major concern mentioned by those who had horses was the need for more grazing land:

“Need more grazing land for horses because they all get tethered up on the slope, which is no good for them”

4.22 For those who were stopping on roadsides and laybys, the issue of space was not something that really featured for them as they were only stopping temporarily and were aware that they had to make do with what was available. The comments about lack of space were made more about the ‘tolerated’ temporary stopping places that were available during the Fair. Some of the comments made with regards to Fair Hill and the other private fields, for instance, related to the cramped conditions on some fields:

“If you get here early it’s OK, but if you’re late the field gets full and then you haven’t got room”

“Just need more room for all of the caravans and cars to be safe”

“We are like sardines”

“There’s lots of new Travellers coming to the Hill with their new families, we need more room”

“We are all cramped on top of each other on the Hill”

“Sometimes you think you’ve got enough space, then you go for a walk around and when you come back some more trailers have pulled on near you”

Access to facilities

4.23 All respondents were asked about the facilities they had access to at their current stopping place. Table 14 below shows what facilities people had access to at the time of the interview.

Table 14: What facilities people have access to

Facility	No.	%
Water	190	77
WC	190	77
Rubbish collection	106	43
Electricity	58	23
Bath/Shower	48	19

4.24 As can be seen, the majority of people had access to very basic amenities, such as toilets and water; however, fewer people had access to a bath/shower or electricity and 57% did not have any rubbish collection.

- 4.25 Looking at access to facilities by type of stopping place, generally speaking, people stopping on unauthorised land, either *before* or *after* the Fair, had very little access to any facilities unless they brought them themselves. For example, around 90% of people staying on unauthorised land *before* or *after* the Fair did not have access to water. Interestingly, however, those who choose to stay on unauthorised land *during* the Fair indicated higher rates of access to water (70% having access), which suggests that there are more places to obtain water from while the Fair is actually on. With the exception of B & B/hotel accommodation and caravan sites/parks, the 'tolerated' temporary stopping places had the greatest access to water (100% access to water).
- 4.26 With regards to electricity, with the exception of caravan sites/parks and B & B/hotel accommodation, very few of the other types of stopping places had access to electricity.
- 4.27 In terms of access to rubbish collection, again, people stopping on unauthorised land had the least access to this facility. With the exception of caravans sites/parks, 'tolerated' temporary stopping places for people to use *before* the Fair had the highest rate of access to rubbish collection (90%)³¹. Interestingly, of those people who were using 'tolerated' temporary stopping places *while* the Fair was on³², it was indicated that nearly half did not have access to rubbish collection facilities. This suggests that an increase in attendees at the Fair may put a strain on waste disposal facilities at certain stopping places.
- 4.28 With regards to toilets, similar to access to water, the majority of people staying on unauthorised land *before* or *after* the Fair did not have access to this facility (89% and 100% respectively did not have access), while those staying on unauthorised land *during* the Fair indicated higher rates of access (75% having access). Again, this suggests that there are more places to access toilets while the Fair is on.
- 4.29 For those who did indicate that they had access to toilets and water, these two were often viewed quite negatively. Indeed the top three concerns that emerged from the interviews, with regards to facilities were: dirty toilets; not enough toilets; and, not enough water taps.
- 4.30 The following gives a flavour of some of the comments that were made with regards to the issue of toilets and water taps on Fair Hill and the other private fields:

"Need more taps for water. For the money they charge to pull on I think they could do that"

³¹ Stainmore (Punch Bowl), Melmerby Village green and Cotemoor (Fell End).

³² Fair Hill and the other private fields, and Cotemoor (Fell End).

“It’s the same problems year after year, the toilets are very dirty and it takes a long time to get water”

“It needs more taps for water, the water runs so slow that it takes 30 minutes to fill one can”

“Toilets get very dirty and smelly because there’s not enough of them”

“We had to contact RSPCA to provide water for horses”

“Don’t even discuss it! We say every year that they should put on more loos and taps, but it never improves”

“The Porta toilets are too dirty to use so we have to go to the village where they are a lot cleaner”

- 4.31 Although these concerns were raised by Gypsies and Travellers stopping on the fields at the Fair itself, the issue of supplying toilets and taps to those who were stopping temporarily at other unauthorised stopping places was also raised in a number of interviews. Indeed, many households indicated a preference for an increase in the supply of toilets and water. One person who was interviewed at Hard Hills (off the A66) commented that their family had to ‘run across the A66’ to use the facilities that were provided at the Punch Bowl. When asked why they hadn’t pulled on to the Punch Bowl, interestingly, the reason was that they were travelling from the North East to Appleby Fair and Punch Bowl was on the other side of the road. They did not want to risk crossing the A66 with horse drawn caravans, but would probably stop there on their return journey. Despite the facilities available, this ‘tolerated’ temporary stopping place was not being used as much as intended. Eden District Council indicated that one of the reasons for this was that the Punch Bowl pub had now closed, which deterred some people. Another reason, however, was the issue of tensions within the Gypsy and Traveller community; in particular, the fact that if certain families were stopping on there, other people would be reluctant to.
- 4.32 Another group of people were stopping temporarily in a field just outside Kirkby Stephen with the intention of moving onto Fair Hill when it opened. They reported that they needed toilets, as one respondent commented, *“so as the children don’t have to poo in the fields”*. It was indicated by Eden District Council, however, that this group of people had ‘broken’ onto the land without the permission of the landowner, and that facilities were not provided in this situation.
- 4.33 Other people made reference to having to go to the garages in local villages and towns to use the toilet or get water. Comments were made, however, about certain garages closing their toilets for the duration of Appleby Fair. It was felt that this was due to discrimination towards Gypsies and Travellers.

- 4.34 A representative from one of the pubs in Appleby also highlighted that the toilet facilities were one of the biggest issues at Appleby Fair, not just on Fair Hill and the private fields, but around the whole town. They indicated that people often come into the pub just to use the toilet.
- 4.35 In addition to the problems of access to toilets and water, the other issues that were mentioned (albeit not as frequently) included:
- the need for more rubbish collection and the provision of bin bags;
 - the lack of places to have a bath/shower;
 - the need for an education bus for the children;
 - the need for a mobile First Aid unit;
 - the lack of laundry facilities;
 - the need for hard ground for those with stalls;
 - the need for electricity 'hook ups'
- 4.36 Two people also made reference to the need to consider people with disabilities:
- “Disabled people are not provided for”*
- “I think that they should think about the disabled and provide for their needs”*
- 4.37 Stakeholder consultation suggests a disparity between what people perceive they have access to and what is provided to people. Eden District Council, for example reported that both Fair Hill and Fell End had permanent access to skips throughout the period of occupancy. Furthermore, the provision of facilities on Fair Hill far exceeded the provision on the other private fields. It was highlighted that all Gypsies and Travellers on 'tolerated' and unauthorised stopping places prior to the Fair opening (within the boundaries of Eden District Council) were provided with bin bags, which were collected after people had vacated these stopping places.
- 4.38 What was clear from this assessment was that the issue of rubbish collection can sometimes be an area of community tension. A number of Parish Councils, for example, had concerns about the level of rubbish being left behind once Gypsies and Travellers had moved on. In Appleby itself, a representative from a local pub highlighted that the litter was a '*disgrace*' after the Fair had finished. They felt that there were not enough dustbin men working while the Fair was on, and at some points during the Fair, the staff from the pub were having to take responsibility for collecting rubbish in the vicinity of their business. There were also strong concerns from some Parish Councils about the potential health and hygiene issues caused by a lack of toilet facilities.

Future preferences

4.39 The questionnaire with Gypsies and Travellers involved exploring what types of stopping places people would prefer to use in the future. A large number of people referred to the tradition of staying on Fair Hill and wanting to continue that tradition. Again the issue of toilets was raised in a number of responses and people had a desire to stop anywhere as long as there were clean toilets. Looking at the example of Punch Bowl, however, this is not necessarily the case and there are other factors that people will consider when choosing a stopping place. It is more accurate to say that a number of people would like toilets to be provided wherever they choose to stop, rather than going to a particular location because there are facilities available.

4.40 These are some of the responses to the question of what type of stopping places people would prefer to use:

“A little transit site outside Appleby would be good for a week, but it's traditional to pull on the Hill”

“As long as there's toilets, water and beer it doesn't matter”

“Could do with a few transit sites just for the fair, they would soon pay for themselves”

“Fields with toilets and water”

“Just like it to be stoned or something so it is better if it rains”

“One that has proper stands and taps and toilets on each stand”

“Caravan sites could be made for our culture, when the fair is not on it could be rented to holiday makers for most of the year so it would soon make its money back”

“If it's dirty next year it will be a hotel!”

“Leave Melmerby open for full duration of the Fair so people can stay on here if they want to”

4.41 Most people did report that they wanted to use similar stopping places to the ones they were already using, which suggests that the same stopping places will be used again, whether this is Fair Hill, roadside, private fields, etc. This indicates a potential for people to continue to stop wherever they want to, regardless of intervention.

4.42 Although a large number of interviews were carried out with people who were stopping on Fair Hill and the private fields, there were a number of Gypsies and Travellers who were not currently stopping on, but also had no intention of moving onto the 'tolerated' temporary stopping places at the Fair. Looking at the interviews carried out in the period during Appleby Fair, almost a third of people (32%) were not or did not intend on stopping on Fair Hill or the private fields. Taking this as an estimate of the number of people who do not want to stop at the Fair and applying it to the total number of people who attend Appleby Fair, this is a significant number of people are choosing not to stop on Fair Hill or the private fields.

4.43 In terms of looking at future ways forward for the Fair, it is important to consider the issues raised as to why people did not want to stay on Fair Hill or the private fields. The three main reasons given for not wanting to pull onto these fields were: the poor toilets; the cost of stopping on the fields; and, 'trouble' in terms of 'fighting', 'stealing', 'cars racing', and 'problem families'.

4.44 With regards to this latter issue, there appeared to be some concerns with regards to the ethnic mix on some of the fields at the Fair, and fighting between different groups of Gypsies and Travellers. It was also felt that there were a large number of people who attended who were not 'traditional' Gypsies or Travellers. These are some of the comments that were made with reference to 'trouble':

"Things get wrecked on Fair Hill, rather stay on private field we rent off farmer"

"Too much thieving, fighting and boy racing"

4.45 With regards to cost, the following was said:

"Fair Hill has got too expensive for us"

"Not paying that amount of money for the pleasure of Irish Tinkers"

4.46 One respondent had concerns about the health and safety on the A66 and had chosen to stay in Brough for the duration of the Fair:

"We don't like travelling the A66 to Appleby. We get a bus to and from Fair"

4.47 Another respondent was critical of the number of market stalls at the Fair:

"It isn't a Fair now love, it's a glorified car boot sale, not safe"

- 4.48 Indeed this was an issue raised in both the Gypsy and Traveller interviews and the stakeholder consultation. It was felt that there was a need to 'get back' to what Appleby Fair was originally about: a Gypsy and Traveller horse fair.

Travelling to and from Appleby Fair

- 4.49 In order to establish how people travelled to Appleby Fair, part of the survey looked at issues relating to travelling to and from the Fair, including looking at people's mode of transport, the route they had taken and their general views on transport and allied issues.

Mode of transport

- 4.50 With regards to mode of transport, as it is not uncommon for people to travel to the Fair using a combination of methods, respondents were able to choose all modes of transport that applied to them from the following list: 'traditional' horse drawn caravan; touring caravan; car/van only; public transport. The most common method of travelling to Appleby Fair was with a touring caravan (63%), followed by car/van only (27%) and traditional horse drawn caravan (13%). Some people, however, travelled with a mixture of touring caravan and horse drawn caravan. Only 4 people (2%) said that they had come by public transport. For those who had travelled with caravans, the number of caravans they travelled with varied from a single trailer to 25 trailers; however, the majority of people travelled with just 1 (46%) or 2 caravans (14%).
- 4.51 With regards to the other vehicles that people had travelled with, again the numbers varied – although not as widely as above – from a single vehicle to 7 other vehicles. The majority of people had travelled to the Fair with one other vehicle (58%) or two other vehicles (17%). These other vehicles referred to cars, vans, lorries and horseboxes. A small number of people had also travelled in a camper van or caravanette.

Route taken

- 4.52 With regards to the routes taken, from the information gathered from the interviews, we were able to establish that the most common routes were the A1 and A66; the M1, A1 and A66; and the M6 and A66. Reference was also made to travelling via the M62, M56, M27, M3, M40 and M42; however, such routes usually linked into the M1 or M6 and then the A66.
- 4.53 There were also a number of people who made reference to travelling on 'back roads', particularly those travelling with horse drawn vehicles. Skipton was one of the main routes mentioned with regards to using 'back roads':

“Back roads, Harrogate, Skipton”

“Came through Skipton, all back roads [be]cause of horses”

“Through Skipton, Settle, Kirkby Lonsdale”

4.54 Some of the other responses included:

“All ‘A’ roads, traditional way”

“Clitheroe, Rochdale, Settle, Kirkby Lonsdale, Sedbergh”

“Old roads from Manchester direction”

Breaking up the journey

4.55 In order to establish whether or not people broke up their journey to Appleby Fair by stopping at other locations, people were also asked whether or not they had stopped anywhere else on the way. Almost a third (30%) said that they had stopped, the remaining 70% had not. Of the people who had stopped somewhere, 60% indicated that they had stopped off at a ‘traditional’ stopping place on the way to Appleby Fair. By ‘traditional’ it is meant that it was a stopping place that had been traditionally used over a number of years by those travelling to Appleby Fair. Appendix 6 provides a list of the different places referred to in the interviews (in terms of specific locations that people had stopped). In terms of what type of stopping places that were used on the way to Appleby Fair, the following responses were given *“picnic area”, “private land”, “private site run by family”, “layby”, “roadside”*.

4.56 The duration of reported stay at these stopping places also varied. The majority of people made reference to stopping overnight or a couple of nights; however, there were also a large number of people who just stopped for a break or for a couple of hours, particularly at Scotch Corner:

“We stopped at Scotch Corner for about two hours to meet up with family. We do this most years, as do a lot of people”

“Only stopped at Scotch Corner to check the horses and have a cup of tea. It’s just as much a tradition to have a cup of tea at Scotch Corner as Appleby Horse Fair”

4.57 As would be expected, those who had travelled by traditional horse drawn caravan made reference to stopping at a number of different places on their way to the Fair. This included stopping overnight as well as taking rest breaks.

- 4.58 When asked whether or not people would be stopping anywhere on the return journey, 60% of people said no; 15% said yes; and, 25% did not know. For those who indicated that they intended stopping somewhere on the return journey, the majority did not know where this would be. Some people suggested stopping at the following places: Barnard Castle (County Durham); Devil's Bridge (Kirkby Lonsdale, South Lakeland); Cotemoor (Fell End); Sedbergh (South Lakeland); Kirkby Lonsdale (South Lakeland); and Scotch Corner.
- 4.59 As above, those who had travelled by traditional horse drawn caravan indicated that they would have to stop at a number of places on the return journey:

"Many places to rest, water and feed horses"

Views on transport links

- 4.60 In order to give an indication of people's views on the transport links to Appleby Fair, people were asked to choose from a range of very good to very poor. There were a number of comments about transport links Appleby Fair.
- 4.61 The majority of respondents thought that transport links were good or very good (63%), with a quarter of people having more ambivalent feelings (saying that they were neither good nor poor). Only 9% of people thought transport links were poor or very poor. Despite these positive general comments, however, a number of people did feel strongly about the transport and traffic issues surrounding Appleby Fair.
- 4.62 The A66 was a particular concern:

"The A66 is very dangerous, speed is very bad and foreign drivers don't read signs"

"The last 18 miles is really bad. I didn't see any Police. They should limit the speed along the A66".

- 4.63 A number of people made reference to witnessing accidents or talked about the fatal accidents of previous years:

"A lot of people have been killed. They need to slow down, they should put signs up everywhere"

"A van hit a caravan on the way and didn't stop"

"Last June I saw the fatal accident involving the horse drawn wagon. Surely we need more safety on that stretch of the road"

- 4.64 There were also concerns about cars and lorries overtaking caravans at high speed and not leaving enough space between themselves and the caravans:

“When bigger lorries pass you it can cause a lot of swaying to the caravan”

- 4.65 Some people, however, who had been coming to Appleby for a number of years, commented that there had been some improvements:

“I’ve been coming to Appleby all my life and I’m in my 50s so the road has changed a lot over the years and changed for the better, but they’re still improving it”

“It is getting better now they’ve done some work to the A66, and more work is being done”

- 4.66 Positive comments were made about the increased road safety measures at this year’s event, particularly the new ‘flashing’ signs along the A66, and also the reflective strips that were on the back of some horse drawn caravans. These were large high visibility strips designed specifically to go on the back of horse drawn caravans. They are produced by Cumbria and Durham Police forces and local councils in order to increase visibility of caravans, particularly on fast roads such as the A66³³. There was some confusion, however, with regards to how to get access to these reflective strips. One woman, for example, felt that they were a very good idea but was concerned that she had not been given one and did not know where to get one from.
- 4.67 Overall, there was a general feeling that the increased use of signs was a positive step, but that there should be more signs and they should be on any route that people travelled to the Fair and not just the main routes (i.e. A66).
- 4.68 As well as suggestions that more signs were needed, some people felt that one lane of the A66 should be closed off for those travelling with horse drawn caravans. Interestingly, however, there were a number of respondents who expressed frustration at traffic jams near the fair and slow moving vehicles, particularly when there is little opportunity to overtake.

³³ BBC News (2007) ‘Markers to keep travellers safe’, 29/5/2007, *Internet reference* : <http://www.news.bbc.co.uk/1/hi/england/cumbria/6702045.stm>

Access to services

4.69 The survey also attempted to find out some information about people's access to services while they were at the Fair and if this was something that was relevant to them. The questionnaire therefore included questions about people's access to health care and education.

4.70 With regards to health care at the Fair, 94% of respondents said they did not need access to health care, while only 6% said that they did. There seemed to be a general awareness by some respondents of where the local doctors or hospitals were if they had any need for them. The comments that were made about access to health services in the area included:

"Could do with telephone number of doctor"

"I do think there should be mobile doctors or ambulance because there's a lot who get hurt"

"The doctors won't see you"

4.71 With regards to education, 99% of people did not need access to this. While respondents did not express a need for education, stakeholder consultation highlighted that 'Education on the Hoof', supported by teachers from Cumbria County Council's Specialist Advisory Teaching Service, always have a presence at the Fair with the aim of promoting the Traveller Education Service (TES), arranging activities children, and offering training around Gypsy and Traveller issues to professionals such as the Police³⁴.

4.72 When asked if there were any other services that people needed access to, 99% of people said that there was nothing they needed. What was clear from the interviews was that access to services was not a priority.

Policing at Appleby Fair

4.73 Information provided by Appleby Local Policing Team in the stakeholder consultation highlights that the strategic intention of the Police operation for Appleby Fair is:

- To protect life by contributing to public safety together with all parties involved;
- To keep order and to restore it where necessary; and,

³⁴ For more information about 'Education on the Hoof', see <http://www.travellersinleeds.co.uk/education/educationHoof.html>

- To contribute to delivering justice by preventing and investigating crime in a way that secures and maintains public confidence in the rule of law.
- 4.74 Although all three intentions are given equal significance, it was indicated that in reality, the first intention takes up the majority of Police time.
- 4.75 With regards to the number of Police Officers working at Appleby Fair, it was indicated that the Policing operation for Appleby Fair is staggered to meet the demand and build up from a week before the Fair to around three days afterwards. It peaks at around 100 Officers covering a 24 hour period on the weekend of the Fair. It is estimated in the stakeholder consultation that the costs for Appleby Local Policing Team are around £200 – £250,000 for the two week operation.
- 4.76 As well as working in Appleby itself, the role of the Police also includes visiting the various stopping places ('tolerated' and unauthorised) in the surrounding area.
- 4.77 Focusing specifically on the survey with Gypsies and Travellers, in order to give an indication of people's views on the policing of Appleby Fair, people were asked to give their opinion from a range of very good to very poor. The majority of people (46%) had ambivalent feelings, indicating that it was neither good nor poor; 39% of respondents felt that policing was good or very good; while 15% thought it poor or very poor.
- 4.78 When asked to elaborate further on their rating, there were a number of interesting comments.
- 4.79 With regards to the positive comments, more general comments were made about the Police doing a 'good job':

"[They] do a good job as its tough to look after the fair"

*"[They] do a good job keeping things under control"
"they do a really good job considering the problems sometimes"*

"They do a good job, they keep some of the younger ones under control"

"People should think before they start criticising them, they have a very tough job to do and most do it well"

- 4.80 There were also positive comments about Police Officers engaging with Gypsies and Travellers at the Fair:

“Two of the officers, a man and a woman, were asking lots of the young ones if they’d enjoyed it, they seemed to be enjoying mixing with us”

“Excellent, marvellous, letting [children] into the Police van, no discrimination whatsoever”

“They’ve got better over the years, some of them will even stand and talk to you”

- 4.81 Again, it was felt that there had been an increase in ‘trouble’ over the years and that, as such, the Police were now necessary at the Fair:

“Over the years things have changed, a lot of our old ways are going and a lot of the young ones are very rude so we need the Police”

“If there was no Police there would be loads of trouble, times have changed”

- 4.82 With regards to the more ambivalent feelings towards the Police, there was often the response that *“we don’t bother them and they don’t bother us”*. There were also those who had no contact with the Police at the Fair so could not comment, as well as those who felt that *“some are good, some are bad”*.

- 4.83 The more negative comments about Policing included the perception that they sometimes did not adequately deal with problems when they arose:

“They are always in the wrong place at the wrong time, they just stand about doing nothing, they just direct traffic”

“When there has been trouble they have been too slow in reacting”

- 4.84 While others felt that there was too much of a Police presence:

“It can be a bit heavy handed, big presence”

“Police are a bit keen at the Fair, least little thing and you get locked up”

- 4.85 Some respondents felt that the Police were using the Fair to do vehicle inspections and check people’s vehicles were fully taxed and insured.

- 4.86 There were also comments made about the perceived discrimination against Gypsies and Travellers:

“They think we’re all the same, but we’re not”

“As soon as we speak they know we are Irish and I think they are biased against Irish”

- 4.87 In terms of how people felt Policing could be improved, the majority of respondents did not really know or said that nothing could be done to improve Policing. The suggestions that were made, however, included:

“Don’t need as many at Appleby, [they’d] be better on roads, slowing traffic”

“Don’t treat us all the same, we’re not all bad”

“Would like to see of the Police being more patient, they need to be taught the ways and lifestyle of the Gypsies and understand different Gypsies have different ways. English, Welsh, Irish and Scottish are all different and have different ways”

“Be much more aware of minor troubles and disputes and not wait until it has got out of control”

“A lot more undercover work, they don’t blend in, you can spot them a mile off”

“Get them to smile more”

“More older Police who have had more experience at such events, the younger ones seems a little standoffish”

- 4.88 It was felt that there needed to be a greater cultural awareness about the Gypsy and Traveller way of life. People were very positive about the Police Officers who had made efforts to talk to people attending the Fair and had shown an interest in their culture. There also seemed to be a sense of injustice that everyone was *“tarred with the same brush”* when a small minority of people were causing trouble and committing crime.

Community relations

- 4.89 Given the scale of Appleby Fair, the relationship between Gypsies and Travellers and members of the non-travelling community is an important issue to consider. This assessment aimed to find out the views of Gypsies and Travellers attending Appleby Fair, with regards to what they felt was public perception towards the Fair generally, but also towards the different stopping places that people were using.

Perceived response to stopping places

- 4.90 When asked to comment on how local people responded to the stopping place that they were using, the majority of people felt the local response was OK. Following this, there was a general ambivalence towards the issue, with people often stating that they did not know. Of those who did comment the following indicates some of the responses given; the negative responses included:

“A group of Penrith Travellers caused lots of problems, which affected this year. They closed the pub”

“They closed the garage toilets, but still take your money for fuel though”

- 4.91 While the more positive comments included:

“Never have problems wherever we are because we tidy up and are clean”

“People are lovely at the B & B”

“Don’t see anybody. The farmer is alright, he rents the land to the council”

“I get on well with them, I’ve even been for a cup of tea with a woman and her mum, they live just under the bridge, sat in their garden, had a chat, very nice people”

- 4.92 It was apparent that perception of local response depended on whether or not Gypsies and Travellers actually came into contact with local people, but also whether or not it was a stopping place that they used every year, and therefore got to know local people. There were reports of people having really good experiences with local residents, who would provide water for horses or let horses graze in their fields. As would be expected, however, there were also negative comments, with particular reference to people being ignorant, but also trouble between local teenagers and Gypsy and Traveller teenagers.

Perceived responses to Appleby Fair

- 4.93 When asked to comment on how they felt local people responded to the Fair generally, there were a number of comments. The negative comments included:

“30% are very nice and understanding, 70% are rude, ignorant and won’t listen to us”

“Some of the local teenagers can be very rude and I know that caravans and vehicles have been damaged by stone throwing”

"All shops moan, but not moaning when making money. They all put the prices up"

"Don't think they like it, but they like the money"

"Well one week a year their village is invaded by hundreds of Gypsies, so what do you think?"

4.94 There was a distinct perception from the Gypsies and Travellers interviewed that local people liked the money that the Fair brought into to the local economy, but did not necessarily like the Gypsies and Travellers themselves.

4.95 Some of the more positive comments referred to local people attending the Fair:

"A lot come to the Fair to have their fortune told"

"I've sold lots from my stall to local people"

"Some of the locals have stalls selling tea and pop and hotdogs, so I would say they like it"

"I see a lot walking round so they must like it"

4.96 One respondent sympathised with local people:

"They are very good for the things they have to put up with afterwards, like the rubbish left behind"

4.97 While another respondent commented on an experience of good relations:

"My daughter made friends with one of the local girls, she even stayed one night in my caravan, she loved it"

4.98 The majority of people, however, indicated that there was a 50/50 split in local opinion about the Fair:

"A lot come to see all the horse drawn wagons and some don't even come out of their houses until we're gone"

"Some will say good morning and some wont even look at you"

"Half and half, some don't like it, some love it and those are lovely people who welcome us and know us because we've been coming years"

“Some places close up, and other put prices up and make money”

“They didn’t used to care but there’s been a lot of trouble recently”

“Like anything, some like it, some don’t”

- 4.99 Similar to the comments made earlier with regards to the perceived attitude of the Police, there were concerns that public perception of the Fair could be spoilt by a few individuals:

“Mainly they don’t like the rowdy behaviour, but this is not all Gypsies and they need to know this”

“There are good and bad people, but locals class everybody as worse”

“Always hope there is no fighting with the local boys, they love a good argument”

“They think all Gypsies are the same. They think we are all dirty and ignorant, which is not true”

- 4.100 There were also concerns about negative media representation, as was the case with regards to the horse that drowned on the Friday of the Fair. It was felt that this could overshadow the positive aspects of Appleby Fair.

Perception of the local community

- 4.101 Although engagement with the local community was beyond the scope of this assessment, a survey carried out by Cumbria Constabulary in 2002 with residents of Appleby, and the surrounding area, highlights certain areas of dissatisfaction³⁵. In particular, it indicated that 37% of people were not satisfied with the Fair overall. The specific issues raised were parking, general disruption and the general organisation of the Fair. Interestingly, it was highlighted that there was confusion over what organisation was responsible for each element of the Fair, and people did not know where they could go to make complaints. There were also more specific issues around litter and hygiene, particularly with regards to toilet facilities.

- 4.102 With regards to access to facilities, stakeholder consultation carried out with a number of Parish Councils reiterates the concerns raised above, thus highlighting that they remain an area of community tension at Appleby Fair.

³⁵ The Cumbria Constabulary Horse Fair Survey 2002, cited in Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants.

4.103 In addition, as mentioned previously, the early arrival of Gypsies and Travellers to Appleby and the surrounding areas was another issue that often creates community tension.

5. Conclusions and ways forward

- 5.1 This final chapter provides some conclusions and ways forward, based on the findings of this assessment at Appleby Fair. What has emerged from the Gypsy and Traveller survey and the stakeholder consultation is that there are common themes running through the conclusions, namely, resource implications; the need for dialogue between stakeholders (including Gypsies and Travellers); and, the issue of formality of Appleby Fair. This chapter breaks the conclusions and ways forward down into the following key areas: Health and Safety; Policing; Service provision; Community relations; Managing accommodation; and, Organisation of the Fair.

Health and Safety

- 5.2 As this assessment has shown, the introduction of a number of traffic calming measures and interventions with regards to the Flashing Lane have been successful in reducing health and safety concerns and the number of incidents that occur. With regards to the transport links to, and from Appleby Fair, it has also been indicated that these have improved over the years.
- 5.3 What is clear, however, is that there are still improvements to be made as well as the need to continue the good practice that has already been introduced. It has also been highlighted that simple measures could be very effective.

Ways forward: there should be the continuation, and increased use, of the 'flashing' signs (on the A66 and 'back roads'); continuation and awareness raising of the reflective strips; introduction of the use of temporary speed bumps; and, continued use of Rhino Barriers in the Flashing Lane.

Ways forward: there is a need to manage more effectively the mix of vehicles, horses, market stalls and the public at the Fair.

- 5.4 It is apparent that there is a level of agreement between stakeholders, and recognition by Gypsies and Travellers, that such initiatives are important in order for the Fair to be a safe and enjoyable event. However, as will be seen with the other issues raised below, the continuation and implementation of health and safety measures is restricted by a lack of resources. Stakeholder consultation has also suggested that there can be a lack of agreement between different stakeholders on the way forward on certain issues and also in terms of who is responsible (see comments below with regards to Policing).

Policing

- 5.5 The survey with Gypsies and Travellers showed some very positive responses towards the Policing at Appleby Fair. In particular, people were impressed with the cultural interaction of some of the Officers.

Ways forward: this cultural awareness should be built upon to ensure that all Officers Policing the Fair have greater awareness and willingness to engage with people attending the event. Cultural awareness training should extend to Police Officers who visit Gypsies and Travellers who are stopping in the surrounding area and neighbouring authorities.

- 5.6 Appleby Local Policing Team highlight that health and safety, particularly traffic calming measures, have resource implications for the Police. There is an issue around redressing the balance with regards to the role of the Police and interventions that could potentially free up resources spent on traffic related issues would enable the Police to concentrate on crime and disorder, and enable them to be more responsive to incidents such as anti-social behaviour, which is a concern for both the local community and the majority of Gypsies and Travellers attending the Fair (this issues also links in with community relations below).

Ways forward: in order to redress this balance, there is a need for other stakeholders to take a role in health and safety related issues, particularly with regards to traffic calming measures. It should not be seen solely as the responsibility of the Police. This is an area where, for example, the local community and Gypsies and Travellers should also play an active role; for example, as traffic stewards.

Service provision

- 5.7 There were very few comments raised with regards to service provision at Appleby Fair. What needs to be considered is that this event, for many people, is part of their annual holiday and, as such, they are not interested in accessing education, etc. The key service that was referred to was health care, but this was in terms of knowing where the local doctor was, or the need for more visible first aid units in case of an emergency. On the other hand, however, Appleby Fair does provide the opportunity for service providers to raise awareness of the support they offer. The Travellers Project in Cumbria, for example, highlight that they always like to have a presence at the Fair, whether that is youth projects or simply providing crèche facilities.

Ways forward: Appleby Fair provides an ideal opportunity to engage and consult with a wide range of Gypsies and Travellers, and this will be particularly useful over the next few years (post-

GTAAs) as more service providers engage with Gypsy and Traveller issues. However, such engagement should be sensitive to the reason why Gypsies and Travellers are at the Fair.

Community relations

- 5.8 Opinion is divided on the value of Appleby Fair. There are those who welcome the event and perceive it as a boost for the local economy. On the other hand there are those who have concerns about the health and safety at the event, the early arrival of Gypsies and Travellers, the rubbish left behind and the unauthorised use of fields, roadside and village greens. Again, simple interventions may be effective.

Ways forward: there is a need to allocate more resources for rubbish collection and the increased provision of toilet facilities, not just in Appleby itself, but at other stopping places used by Gypsies and Travellers.

- 5.9 An increase in such provision could help alleviate some of the areas of community tension.
- 5.10 Another area of community tension was the early arrival of Gypsies and Travellers in some areas.

Ways forward: there is a need to encourage Gypsies and Travellers to arrive at the Fair at appropriate times. Stakeholders should utilise both formal and informal networks of Gypsies and Travellers to raise awareness of when the particular 'tolerated' temporary stopping places are officially open and provide reassurance with regards to adequacy of space.

- 5.11 Finally, as highlighted previously with regards to service provision, Appleby Fair provides an excellent opportunity for people to engage with members of the Gypsy and Traveller communities. This includes engaging members of the local population, raising cultural awareness and ensuring positive media representation.

Ways forward: positive media reporting should be encouraged. There is also a need to ensure that any media reporting around Appleby Fair is accurate. For instance, there is a need to make land ownership clear in order to avoid all negative or problematic incidents being attributed to Fair Hill, which is the most well known 'tolerated' temporary stopping place.

Managing accommodation

5.12 A number of issues have been raised with regards to stopping places used at Appleby Fair and the facilities available. Looking at the findings of the survey of people who were attending the Fair, there is often a sense that they have to make do with what is available or that there will never be any changes made. People expect that they to 'put up' with certain things from Appleby; therefore, as highlighted above, very simple solutions can make a difference to people's experiences; for example, the provision of more toilets and water facilities. Stakeholder consultation suggests that certain stopping places (for example, Fair Hill and Fell End) provide a large number of facilities compared to some of the other stopping places.

Ways forward: all of the fields accommodating Gypsies and Travellers at the Fair should be comparable in terms of the facilities they provide. This includes having the same toilet to person ratio on all fields. There is a need to look at the guidance available with regards to outdoor events, as well as the model standards under the Caravan Sites and Control of Development Act (1960)³⁶.

5.13 There are also issues with regards to overcrowding on the main 'tolerated' temporary stopping places used at the Fair. This has potential Health and Safety implications, particularly in terms of fire regulations. In addition, it can also increase intra-community tensions on these stopping places.

Ways forward: there is a need for more control on the placement of vehicles and the number of people allowed on these stopping places.

5.14 What is apparent, however, is that a large proportion of people do not always want to stay on 'tolerated' temporary stopping places, but would rather stop at a number of different unauthorised stopping places in the surrounding area. This is a tradition for many people, and is something that is likely to continue in the future, regardless of interventions.

Ways forward: there is a need to think more carefully about the cost effectiveness of 'tolerated' temporary stopping places. In some instances it may be more appropriate to provide toilets and rubbish collection at more of the unauthorised stopping places than providing a large 'tolerated' stopping place.

5.15 Punch Bowl (Stainmore) offers an example of this. As highlighted in Chapter 2, this 'tolerated' temporary stopping place has the capacity for 30 caravans; however, there were only 10 caravans on this field at its busiest point. The number of people stopping on Punch Bowl has reduced, particularly since the pub closed, as well as there being intra-community issues around particular families stopping there, which can stop others from wanting to use the field.

³⁶ According to Eden District Council, this is the legislation that should be used.

Organisation of the Fair

5.16 Although it is not the purpose of this assessment to make recommendations about the management and organisation of Appleby Fair, there are a few issues that are important to raise as they have implications for decision making about health and safety, accommodation, Policing, etc. It has already been highlighted in previous research that there is a need for the creation of formal management and organisation for Appleby Fair³⁷. Furthermore, the new Chief Executive of Eden District Council has called for a more joined up approach to addressing the issues surrounding the Fair³⁸. The findings of this assessment reiterate previous research.

Ways forward: there is a need for an authority/group to take responsibility for the management of Appleby Fair, and coordination of the agencies involved. The management team should also have the power to actually take decisions forward and make changes.

5.17 Lessons should be learnt from other well organised events; for example, The Ballinasloe Horse Fair³⁹, which has a dedicated events management team, as well as a number of sponsors including Guinness and the Bank of Ireland. The economic and cultural benefits of this event are recognised and the Ballinasloe Horse Fair is welcomed.

5.18 As highlighted previously, there are also problems in terms of who is responsible for providing particular services/facilities. With a formal management structure in place, the role and responsibility of different stakeholders could be defined and many of the recommendations outlined here could be taken forward, thus ensuring that the event is responsive to the needs and wishes of those attending as well as the local community.

5.19 In order to address any of the issues around the management and organisation of the Fair, however, the central issue of a lack of resources needs addressing. According to consultation with various stakeholders, at present there are a number of landowners and local businesses who reportedly benefit financially from Appleby Fair each

³⁷ Jura Consultants (2004) recommended that New Fair Appleby Ltd would be developed to enhance funding opportunities and take forward the planned improvements (see Jura Consultants, 2004, *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants). However, as mentioned earlier this company went into dissolution.

³⁸ Eden Council, 25 October 2007, *Appleby New Fair: Report of the Chief Executive*.

³⁹ See Ballinasloe Horse Fair <http://www.ballinasloeoctoberfair.com/>. This website offers information about the history of the Fair, a timetable of events, as well as a list of accommodation. There is also the National Outdoor Events Association (NOEA) <http://www.noea.org.uk/index.html>. NOEA aims to bring together those involved in outdoor events for networking and sharing ideas.

year. Consultation suggested that Appleby Fair potentially generates enough money to enable it to be self-sufficient, and although some landowners do contribute finance, there are insufficient resources to develop the Fair and cover what is needed to take the event forward.

Ways forward: there should be a 'central pot' of funding that all relevant stakeholders contribute to. This money can then be used for the next years event to fund any necessary aspects of the Fair; for example, traffic calming measures (including signs, Rhino Barriers, etc); traffic stewards; toilets; etc.

Concluding remarks

5.20 What has been highlighted in this assessment is that Appleby Fair remains the largest cultural event for Gypsies and Travellers in the UK, an event that will continue for the foreseeable future. It has the potential to be one the best cultural events in Europe, boosting tourism in and around Appleby. As previous research has highlighted: 'The Fair is clearly an important economic driver and should be embraced and enhanced'⁴⁰. Linking in with this, however, there is a need for Appleby Fair to return to what it is traditionally about: horses.

Ways forward: efforts should be made to address the concern raised by a number of stakeholders and Gypsies and Travellers that that the Fair has moved away from being a traditional horse fair to being a market or car boot sale.

5.21 What is apparent, however, is that many of the issues highlighted in this assessment, require not only adequate finance, but also political will, to take them forward. As one stakeholder commented:

"We all know what needs to be done, but we need the strategic agreement in place and the budget to do it"

5.22 Without formal management and organisation it is the conclusion of the research team that the current status quo will remain.

⁴⁰ Jura Consultants (2004) *Appleby New Fair: Economic Impact Study and Development Plan*, Edinburgh: Jura Consultants, quote taken from Executive Summary.

**Appendix 1: Eden District Council list of stopping places⁴¹
2007**

Alan Todds Brampton	Bowberhead
Hunriggs Road End	Opp Tarn House R'stonedale
Belah Layby	Melmerby Village Green
Roadside at Belah	Roadside Nr Milestone Hou
Watergate Bottom	Salt Tip Corner Appleby
EDC field Wharton	Long Marton Road side
Cotemoor	Broad Close
Stainmore Transit Site	Sandford Road End
Brunt Hill Ravenstonedale	Jubilee Layby Kirkby Stephen
Bowber layby Ravenstonedale	Chris Sowerby's Appleby
Hardhills Stainmore	Fair Hill
Milestone Layby Melmerby	Grand Prix Club Brough
Fox Inn Site Ousby	Brough
Coupland Beck	Dufton Caravan Site
Winton Common	Ousby Crewgarth Rd
Winton Road End	Newbiggin T/Sowerby
Warcop	Long Marton (by Field Head)
Brough Turning Circle	Hanging Shaw Farm Appleby
Church Brough	Uptop Farm Appleby
Flakebridge Rd End	J Winter Market Field 1
Dufton rd by Winters Farm	J Winter Market Field 2
Opp Black Bull Br Sowerby	J Winter Parking Field
Field by Belah Layby	J Winter Small field
Soulby	

⁴¹ 'Tolerated' and unauthorised.

Appendix 2: Gypsy and Traveller questionnaire

Cumbria Gypsy & Traveller Study Appleby Questionnaire

Introduction

My name is [] and I work for the University of Salford in Manchester [show badge]. We have been asked by the local council in this area to find out about the stopping places and facilities at Appleby Fair. The views that we collect may help plan and improve accommodation, sites, planning and other services in the future.

We are completely independent of any local council or the Government. Would you be willing to talk to me? If you agree it will probably take about 10 minutes. I have a number of questions I would like to ask but I would like to hear about anything else you feel is relevant. I will be writing down your answers but the interview will be confidential and no one will be identified in any report that we write, and there is no way that anyone will be able to trace any particular answer back to you.

CHECK! Have you already been interviewed for this survey before? Do you have one of these (show pink sheet)?

Date of Interview: _____

Location/address: _____

Interviewer name: _____

If, during the interview a question comes up that you don't want to answer just say so and I'll move on

Q1. Type of site/stopping place/accommodation
(Please tick ✓ which type of site it is – one box only)

- 'Tolerated' temporary stopping place (for duration of fair)
 - 'Tolerated' temporary stopping place (moving when fair opens)
 - Unauthorised land (for duration of fair)
 - Unauthorised land (moving when fair opens)
 - Caravan site/park
 - B & B/hotel
 - Other (please specify below)
-

Q2. How often do you come to the fair? (Tick ✓ one box only)

- Every year
 - Every few years
 - First time
 - Other (please specify below)
-

Q3. What are your reasons for coming to the fair? (Tick ✓ all that apply)

- Tradition/culture
 - Holiday
 - Selling/trading horses
 - Selling/trading caravans
 - Selling/trading other goods
 - Meeting family/friends
 - Other (please specify below)
-

Q4. How did you travel here? (Tick ✓ all that apply)

- 'Traditional' horse drawn caravan
- Touring caravan
- Car/van only
- Public transport
- Other (please specify below)

Q5. How many caravans/trailers have you travelled with? _____

Q6. a) How many, and

b) What other vehicles have you travelled with?

Q7. How many people are with you (in your household)?

Adults: _____

Children (aged 16 or under): _____

Q8. Does this site/stopping place/accommodation give you enough space for the following things (If relevant)?

	Yes	No	Don't know
Caravans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Horses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other vehicles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q9. If **NO**, how much space do you need?

Q10. What facilities do you have access to? **(Tick ✓ all that apply)**

- Water supply
- Electricity supply
- Rubbish storage and collection
- WC
- Bath
- Shower
- Kitchen facilities
- Laundry facilities

Q11. Do you have any problems with any of the above facilities?

- Yes **Go to Q12**
- No **Go to Q13**
- Don't know **Go to Q13**

Q12. If **YES**, what problems?

Q13. Are there any other facilities that you think need to be provided?

Q14. How would you rate this site/stopping place/accommodation?

(Tick ✓ **one box only**)

Very good

Good

Neither good nor poor

Poor

Very poor

Q15. Why do you give it this rating?

Q16. Do you have any concerns about health and safety, or security, at this site/stopping place/accommodation?

Yes **Go to Q17**

No **Go to Q18**

Don't know **Go to Q18**

Q17. If **YES**, please describe your concerns below:

Q18. Where do you live for most of the year? (**Interviewers: we are trying to find out where they are from/where their base is, if they have one**)

Q19. What type of accommodation do you live in/on?

(Tick ✓ one box only)

- Unauthorised encampments (i.e. travelling often)
 - Unauthorised development
 - Residential Local authority/RSL site
 - Residential Private site – owned
 - Residential Private site – rented
 - House – owned
 - House – rented
 - Other (please specify below)
-

Q20. What route did you travel to get here (**Interviewers: where did they pass through/which major roads did they use, i.e. A66**)?

Q21. What do you think of the transport links to the fair?

(Tick ✓ one box only)

- Very good
- Good
- Neither good nor poor
- Poor
- Very poor

Q22. Why do you give this rating? (**Interviewers: we are looking for ‘danger spots’, but also any improvements over the years**)

Q23. When did you arrive at this site/stopping place/accommodation?

(Tick ✓ **one box only**)

- Today
- Yesterday
- 3-4 days ago
- A week ago
- More than a week ago (**write number below**)
-

Q24. How long will you be staying here? (Tick ✓ **one box only**)

- 1 – 2 days
- 3 – 4 days
- 5 – 6 days
- 7 – 8 days
- 9 – 10 days
- More than 10 days (**write number below**)
-

Q25. Did you come early? (**Interviewers: If you are interviewing people before the fair opens, you don't need to ask this, you can just tick YES and ask Q26**)

- Yes **Go to Q26**
- No **Go to Q27**

Q26. If **YES**, why did you come early? (Tick ✓ **all that apply**)

- Transport of horses
- To meet up with friends/relatives
- No reason, just always come early
- Other (please specify below)
-

Q27. Did you stop anywhere else on the way here?

- Yes **Go to Q28**
- No **Go to Q30**
- Don't know **Go to Q30**

Q28. If **YES**, where did you stop? (**Interviewers: we are looking for location/type of site or stopping place/duration of stay. If they have stopped at more than one place, please list them and duration of stay**)_____

Q29. Was it a 'traditional' stopping place?

- Yes
- No
- Don't know

Q30. Will you be moving onto another site/stopping place/accommodation after this?

- Yes **Go to Q 31**
- No **Go to Q 32**
- Don't know **Go to Q 32**

Q31. If **YES**, where and what type of site/stopping place/accommodation

Q32. If they are not currently staying on or are not moving onto Fair Hill, ask why?

Q33. Will you be stopping anywhere else in this area on your return journey?

- Yes **Go to Q34**
No **Go to Q36**
Don't know **Go to Q36**

Q34. If **YES**, where, what type of site/stopping place/accommodation and how long for?

Q35. If **YES**, is it a 'traditional' stopping place?

- Yes
No
Don't know

Q36. In future, what type of site/stopping place/accommodation would you prefer to use when you come to the fair?

Q37. How do local people respond to the site you are staying on?

Q38. How do local people respond to the fair generally?

Q39. What do think about the Policing of the event? (Tick ✓ **one box only**)

- Very good
- Good
- Neither good nor poor
- Poor
- Very poor

Q40. Why do you give this rating?

Q41. What could be done to improve the Policing of the event?

Q42. Do you need to access any of the following while you are here?
(Tick ✓ **all that apply**)

- Health care
- Education
- Other (please specify below)

Q43. Do you have any problems accessing services while you are here?

Yes **Go to Q44**

No **Go to Q45**

Don't know **Go to Q45**

Q44. If **YES**, what problems

Q45. Do you think of yourself as: **(Please tick ✓ one box only)**

Romany/Gypsy (English)

Welsh Gypsy/Traveller

Scottish Gypsy/ Traveller

Irish Traveller

New Traveller

Traveller (not specified)

Showmen/Circus person

Roma

Bargee/Boat dweller

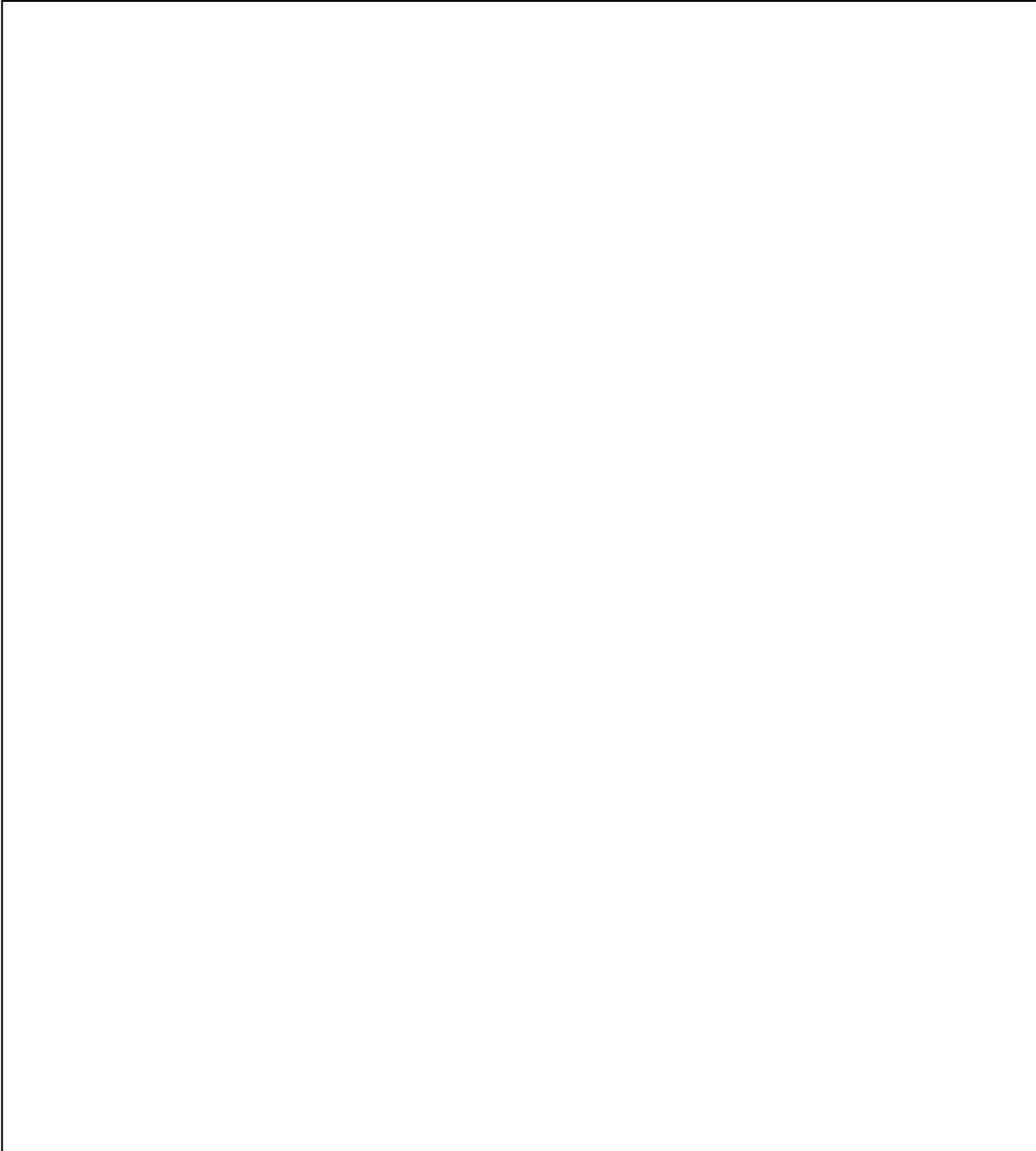
Other (please specify below)

Don't know

Refused

Q46. Finally, what would you say is your **ONE** main issue/concern when you come to the fair?

Q47. Are there any other issues/concerns that we haven't talked about that you'd like to mention?



Thank you very much for your time

For further details on the study please contact Lisa Hunt or Jenna Condie on 0161 295 5078

Appendix 3: Where people live for most of the year

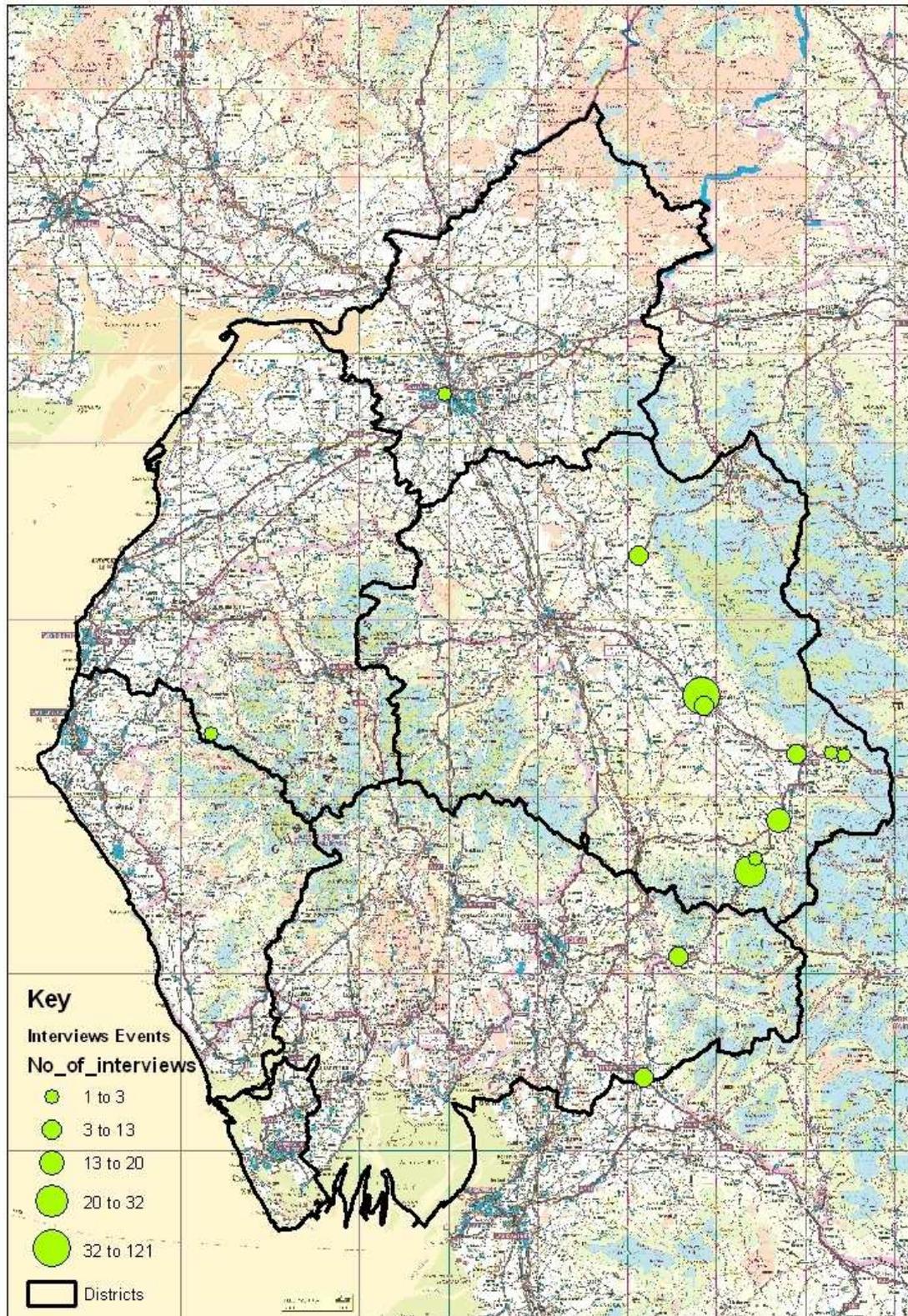
Region	Location
North West	<ul style="list-style-type: none"> • Accrington • Blackpool • Brough • Bury • Carlisle • Chester • Chorley • Congleton • Crewe • Helsby • Lancaster • Manchester • Middlewich • Penrith • Sandbach • Silloth • Southport • Wigan • Winsford • Workington
East Midlands	<ul style="list-style-type: none"> • Boston • Bourne • Bulwell • Corby • Derby • Grantham • Hinckley • Kettering • Leicester • Lincoln • Market Harborough • Melton • Newark • Northampton • Nottingham • Spalding • Worksop
Yorkshire and Humberside	<ul style="list-style-type: none"> • Barnsley • Boroughbridge • Bradford • Broughton • Doncaster • Hull • Keighley • Leeds • Rothwell • Selby • York
North East	<ul style="list-style-type: none"> • Bishop Auckland • Consett • Darlington • Durham • Morpeth • Newcastle
East	<ul style="list-style-type: none"> • Harlow • Ipswich • Kings Lynn • Luton • Norwich • Peterborough • Wisbech
South East	<ul style="list-style-type: none"> • Milton Keynes • Oxford • Southampton • Totton
West Midlands	<ul style="list-style-type: none"> • Birmingham • Dudley • Shawbury • Telford

Ireland	<ul style="list-style-type: none">• Belfast
Scotland	<ul style="list-style-type: none">• Aberdeen• Ayr• Edinburgh• Glasgow• Langholm

Appendix 4: Location of interviews

Local authority	Location
Eden District Council	<ul style="list-style-type: none"> • Appleby (general location) • Appleby (roadside) • Brough (field opposite coach place) • Brough (layby near pub) • Brough (roadside) • Fair Hill and other private fields • Fat lamb/Fell End • Fell End (Cotemoor) • Hard Hills (off A66) • Kirkby Stephen (side of road outside town) • Kirkby Stephen (field outside town) • Kirkby Stephen (Jubilee layby) • Market field, Appleby • Melmerby Village green • Penrith • Punch Bowl (Stainmore) • Ravenstonedale • Sandford Lane (off A66)
Carlisle City Council	<ul style="list-style-type: none"> • Carlisle
South Lakeland District Council	<ul style="list-style-type: none"> • Devil's Bridge (Kirkby Lonsdale) • Sedbergh (side of road) • Sedbergh (haunted house layby) • Sedbergh (iron railings layby)
Unknown	<ul style="list-style-type: none"> • Holiday site (on A66) • Hotel/B & B • Layby (off A66)

Appendix 5: Map 2 - Location of interviews



Appendix 6: Stopping places on the way to Appleby Fair

Local authority	Location
Lancaster City Council (Lancashire)	Carnforth
Teesdale District Council (County Durham)	Barnard Castle Bowes
Blackpool Borough Council (Lancashire)	Blackpool
Harrogate Borough Council (North Yorkshire)	Boroughbridge
Carlisle City Council (Cumbria)	Carlisle
Ribble Valley Borough Council (Lancashire)	Clitheroe
South Lakeland District Council (Cumbria)	Devil's Bridge Kirkby Lonsdale Sedbergh
Doncaster Metropolitan Borough Council (South Yorkshire)	Doncaster Thorne
Eden District Council (Cumbria)	Fell End (Cotemoor) Hard Hills Kirkby Stephen Nateby Penrith Punch Bowl (Stainmore)
Craven District Council (North Yorkshire)	Gargrave Settle Skipton
South Kesteven District Council (Lincolnshire)	Grantham
Tynedale District Council (Northumberland)	Hexham
Bradford Metropolitan District Council (West Yorkshire)	Keighley
Wigan Metropolitan Borough Council (Greater Manchester)	Wigan

Appendix 7: Consultation event



Cumbria Gypsy and Traveller Accommodation and Wider Needs Assessment And Appleby Fair Report Presentation

14th April 2008

Cumbria County Council, the six district authorities and the Lake District National Park Authority, have completed their Assessment of Gypsy and Traveller needs (GTAA) and the Appleby Fair report, which formed a distinct assessment of issues arising from the Fair.

The event will be held at Penrith Rugby Club and will include a buffet lunch, guest speakers and presentations by the Consultants, Salford University.

The agenda is:

- | | |
|--------------|---|
| 10.00 | Arrival: coffee and introduction by Cllr Richard Turner, Chair of Cumbria Housing Group |
| 10.30 | Cllr. Richard Bennett, Local Government Association |
| 10.45 | Caroline Keightley, Gypsy and Traveller Unit, CLG |
| 11.00 | Michael Gallagher, Director of Planning, Transport and Housing, Northwest Regional Assembly |
| 11.30 | Coffee |
| 11.45 | GTAA: Findings, Phil Brown, Lisa Hunt & Jenna Condie
Salford University |
| 12.45 | Lunch |
| 1.45 | Appleby Fair Report: Findings, Phil Brown & Lisa Hunt |
| 2.25 | Discussion and coffee |
| 3.30 | Close |

For further details please contact:

**Lee Walker
Eden District Council
Mansion House
Penrith CA11 7QU**

**Tel: 01768 212 489
Email: lee.walker@eden.gov.uk**

Consultation event attendees

	Alan	Day	Kim	Suttle
	Alison	Heine	Kirk	Mulhearn
	Andrew	Shaddock	Lee	Skelton
	Andrew	Yates	Lee	Walker
	Angela	Harrison	Cllr Les	Lishman
	Angus	Hutchinson	Lisa	Hunt
	Anne	Rogers	Lisa Marie	Smith
	Anne	Taylor	Louise	Jeffrey
Cllr	Brenda	Gray	Louise	Wannop
	Billy	Welsh	Malcolm	Smith
	Brian	Morris	Cllr Margaret	Jackson
	Caroline	Keightley	Maria	Keity
	Chris	Isherwood	Marianne	Slater
	David	Ingham	Martin	Garside
	David	Sheard	Cllr Mary	Warburton
	Dawn	Taylor	Michael	Eyles
	Diane	Astil	Patricia	Bell
	Diane	Whitehead	Paula	Allen
	Dorothy	Blair	Phil	Brown
	Elaine	Lomas	Richard	Turner
	Elizabeth	Murphy	S	Cubbins
	Fiona	Moss	Sheila	Orchard
	Glenys	Lumley	Simon	Taylor
	Graham	Hale	Stuart	Pate
	Helen	Houston	Terrence	Belshaw
	Helen	Lewis	Tim	Stoddard
Cllr	Ian	Stewart	Tracy	Carruthers
	Irene	Herety	Trevor	Gear
	Jane	Hurn		
	Janice	Caryl		
	Jenna	Condie		
	Jenny	Rutter		
	Jeremy	Hewitson		
	Jill	Elliott		
	Jim	Fay		
	Jo	Dowling		
	Jo	Murray		
	Joel	Rasbash		
	Judith	Quigley		
Cllr	Judy	Prest		
	Julie	Dodd		
	Julie	Jackson		
	Julie	Ward		
	Katrina	Heggie		
	Keith	Morgan		
	Ken	Sharples		
	Kerry	Courts		
	Kevin	Douglas		
	Kevin	Lancaster		

Consultation event feedback

One of the main priorities of the event, apart from information sharing, was to provide attendees with an opportunity to feedback upon the report findings. At the event there were two main ways to do this; by placing anonymous notes on display boards enquiring about different issues relating to the report, and by contributing to the discussion session where questions were posed to the report authors and other guest speakers.

What follows is a summary of the comments raised in relation to the display boards as well as general comments raised during the question and answer sessions.

How can the Fair be managed/coordinated more effectively?

It was generally felt that there was a need for the Fair to be managed more effectively, in order to reduce some of the problems identified during the consultation event. Some of the suggestions included:

“Working as a team, Travellers and police, etc”

“Somebody needs to take responsibility for the fair”

One of the concerns raised during the consultation related to the early arrival of people who are attending the Fair. One suggestion was that people could book their places in advance on Fair Hill and the private fields:

“To stop a lot of early arrivals and to stop a lot of the uncertainty, it would be far better if the travellers were to book their places on the land. People come early to secure their places on the fields that are let out”

There were further comments on the need to focus on providing additional temporary stopping places for people travelling to and from the Fair. Reference was made to well-managed stopping places, such as Melmerby Village green, as examples of good practice. It was felt that an increase in these types of stopping places would alleviate most of the problems associated with early arrival.

It was also suggested that the organisation of Fair should be treated in the same way as any other large event; for example, music festivals, etc. This related not only to management structure, but also in terms of facilities and health and safety. Representatives from the Ambulance service, for example, made reference to using the ‘Purple Guide’ (*The event safety guide: a guide to health, safety and welfare at music and similar events*, Health and Safety Executive, HSE, 1999).

It was acknowledged that there was a need for additional toilets and other facilities at the Fair and also at some of the stopping places in the surrounding areas. Concerns were expressed, however, with regards to how such facilities would be funded:

“More toilets, more facilities. This year we are going to have problems financing these toilets”

How can community relations be improved at both Appleby and in general?

Again, one of the problems highlighted with regards to community relations was the tension that arose from people arriving early to the Fair and stopping in neighbouring areas. Some of the comments referred to specific areas such as Kirkby Lonsdale and Sedbergh:

“It would be wrong to go away this afternoon believing everything we heard...there is litter, there is filth lying around at Devil’s Bridge”

“We do have problems with crime at Kirkby Lonsdale”

“Sedbergh is the jam in the sandwich. We physically have half of the main road taken up by animals and vehicles. We have literally been inundated these last two or three years by those who come up from Kirkby Lonsdale...it is getting increasingly difficult. We are intimidated by the people on the east side of Sedbergh.”

It was suggested that in areas where there were problems, people should look to other areas where there is good practice with regards to community relations, in particular those areas where there was engagement with Gypsies and Travellers:

“Go and talk to the elected members from the areas where there is good practice going on in Cumbria...when people work with the Gypsies and Travellers it is working well”

Melmerby Village green was again highlighted as an area where the situation was improved through working in partnership:

“We have managed it, and managed it much much better, but we could not have done it without working together”