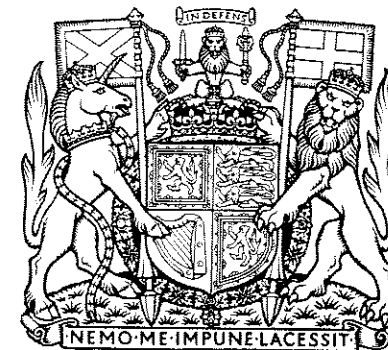




Third
Periodical Report
of the
Boundary Commission
for Scotland
Volume 1

*Presented to Parliament by the Secretary of State for Scotland
by Command of Her Majesty
February 1983*

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CONSTITUTION OF COMMISSION

IN ACCORDANCE with Part I of the First Schedule to the House of Commons (Redistribution of Seats) Act 1949, as amended by paragraph 1 of the Schedule to the House of Commons (Redistribution of Seats) Act 1958, the Commission was constituted as follows:

Ex-Officio Member

THE SPEAKER OF THE HOUSE OF COMMONS, *Chairman*.

And three other Members

THE HONOURABLE LORD ROSS, *Deputy Chairman—appointed by the Lord President of the Court of Session*.

PROFESSOR GORDON C. CAMERON—*appointed by the Secretary of State for Scotland*.

MR. ANDREW A. L. EVANS—*appointed by the Secretary of State for Scotland*.

Assessors

THE REGISTRAR GENERAL FOR SCOTLAND.

THE DIRECTOR GENERAL OF ORDNANCE SURVEY.

Secretariat

Mr. J. Borthwick, Scottish Home and Health Department, appointed by the Secretary of State for Scotland, served as Secretary to the Commission until 16th May 1980 when he was succeeded by Mr. A. Simmen of the same Department. Mr. E. J. S. Hartley, General Register Office of Births, Deaths and Marriages in Scotland, also appointed by the Secretary of State for Scotland, served as Assistant Secretary to the Commission throughout the period of the review.

CONTENTS

VOLUME ONE

	<i>Page</i>
CHAPTER ONE Introduction	5
CHAPTER TWO The Rules and General Principles of the Review	9
CHAPTER THREE The Review and the Recommendations	14
Borders Region	14
Central Region	16
Dumfries and Galloway Region	21
Fife Region	23
Grampian Region	26
Highland Region and the Islands Areas	34
Lothian Region	43
Strathclyde Region	55
Tayside Region	88
CHAPTER FOUR The Effects of the Recommendations	96
TABLE 1 Electorates and numbers of constituencies in Scotland, England and Wales: 1954–1978	9
TABLE 2 Provisional Recommendations—The 1978 electorate, theoretical entitlement and number of seats proposed in the Commission's provisional recommendations for each region and islands area	11
TABLE 3 Numbers of present and proposed constituencies by percentage variation from electoral quota, 1978 and 1982	98
TABLE 4 Measures of variation in electorates in present and proposed constituencies, 1978 and 1982	98
APPENDIX A Rules for redistribution of seats	101
APPENDIX B Orders in Council made since 1970 altering constituency boundaries in Scotland	103
APPENDIX C Text of the Commission's explanatory memorandum	105
APPENDIX D Schedule of recommendations	109
APPENDIX E Recommended constituencies in 1978 electorate size order	117
APPENDIX F Electorates in 1975, 1978 and 1982 of existing constituencies	119
APPENDIX G Existing constituencies in 1978 electorate size order	123
APPENDIX H Electorates in 1975, 1978 and 1982 by region, islands area and district	125
INDEX OF RECOMMENDED CONSTITUENCIES	127

VOLUME TWO

Maps illustrating the final recommendations and the existing constituency boundaries

BOUNDARY COMMISSION FOR SCOTLAND

REPORT

on Third Periodical Review of Parliamentary Constituencies
to the Right Hon. George Younger, M.P.,
Her Majesty's Secretary of State for Scotland

1. We, the Boundary Commission for Scotland, constituted in accordance with the House of Commons (Redistribution of Seats) Acts 1949 to 1979, have the honour to submit in terms of section 2(1) of the 1949 Act our third periodical report on parliamentary constituency boundaries in Scotland.

CHAPTER ONE

INTRODUCTION

2. Under the 1949 and 1958 Acts the Commission are charged with the duty of keeping the representation of Scotland in the House of Commons under review. They are required to submit to the Secretary of State for Scotland, not less than ten or more than 15 years from the date of the submission of their last report submitted under section 2(1) of the 1949 Act, as amended, a report with respect to the whole of Scotland showing the constituencies into which they recommend it should be divided. In addition, under section 2(3) of the 1949 Act the Commission may submit recommendations regarding the boundaries of any particular Scottish constituency from time to time between general reviews. In formulating recommendations for alterations to or maintenance of existing constituency boundaries the Commission are required to have regard to the rules in the Second Schedule to the 1949 Act as amended by the 1958 Act and by the Local Government (Scotland) Act 1973. These amended rules are reproduced at Appendix A and are referred to as "the Rules" throughout this report.

3. Constituency boundaries in Scotland were set out in the Representation of the People Act 1948. Certain alterations in these boundaries were made following reports by the Commission under section 2(3) of the 1949 Act (Cmds. 8151, 8164 and 8703). Further alterations were made following the Commission's periodical reports in 1954 and 1969 (Cmd. 9312 and Cmd. 4085), the latter altering 46 of the 71 constituencies. Since 1970, when the Order in Council relating to the 1969 report was made, the Commission have made one further report (H.C. 140) under section 2(3) which recommended alterations to 16 constituencies. These alterations were implemented by Orders in Council made in 1973. A list of the relevant Orders is given in Appendix B which also indicates the 16 constituencies affected.

4. A memorandum by the Commission on the conduct of the current review forms Appendix C. Appendix D gives details of the 72 constituencies which we recommend as a result of our review, and Appendix E lists the constituencies in 1978 electorate size order. Appendix F sets out the numbers of parliamentary electors in the existing constituencies, and Appendix G lists those constituencies in 1978 electorate size order. Appendix H sets out the numbers of parliamentary electors in the new local authority areas. Maps illustrating the Commission's final recommendations and showing the boundaries of the existing constituencies are contained in a separate volume which accompanies this report.

Timing of the general review

5. The Commission's last report under section 2(1), their Second Periodical Report, was submitted to the Secretary of State in April 1969. Accordingly we are required to submit our third report for the whole of Scotland between April 1979 and April 1984. Parliamentary constituencies are described by reference to local government areas and electoral areas. As the structure of local government in Scotland had been radically altered with effect from May 1975, it seemed desirable

that we should report as soon as practicable after April 1979 particularly in view of the growing disparity in constituency electorates. According to the electoral register published in February 1975, Midlothian county constituency had more than 91,000 electors and West Lothian county constituency nearly 80,000 electors. At the other end of the scale, of the burgh constituencies Glasgow Central constituency had fewer than 24,000 electors and Glasgow Govan fewer than 31,000.

6. In compliance with the Rule which requires that regard shall be had to the boundaries of local authority areas, and for practical reasons, the Commission had to formulate proposals on the basis of islands areas and districts, and of electoral areas, generally regional electoral divisions but in some cases district wards. The timing of our review was therefore governed by the timetable adopted by the Local Government Boundary Commission for Scotland for its initial review of local government electoral arrangements for the whole of Scotland. In June 1975 the Secretary of State accepted the terms of a report by the Local Government Boundary Commission wherein their aim was to report on the review of regional electoral arrangements in the summer of 1977 and of district electoral arrangements in the summer of 1979. In October 1975 we notified the Boundary Commission for England, who had intimated earlier that they were likely to give notice on 16th February 1976 of their intention to commence their general review, that we had in mind to defer giving notice of the general review in Scotland until we could see clearly that we were in a position to begin our work. All four Commissions had commenced their last review in the spring of 1965 which meant that they had all worked on an electoral quota calculated by reference to the electoral register for the same year. While we recognised the advantage of following this practice we felt that, if we did so, we would be open to the justifiable criticism that the electoral quota for Scotland would be computed too far in advance of the date when a meaningful start could be made. In the event, the review by the Local Government Boundary Commission of regional electoral arrangements was not completed by the summer of 1977, but by the beginning of 1978 Orders implementing their recommendations for changes in electoral areas in six Regions (Borders, Central, Dumfries and Galloway, Fife, Highland and Tayside) and the three islands areas had been made. We accordingly decided that formal notice of the Commission's general review of parliamentary constituency boundaries should be given to the Secretary of State on 16th February 1978. The statutory notice of the Commission's intention was published in the Edinburgh Gazette on 24th February 1978.

Procedure

7. The Rules require us to conduct our general review on the basis of the parliamentary electorates existing when we announced our intention to carry out the review. We were supplied with particulars of the electorates of the new local areas—the nine regions, three islands areas and 53 districts—as at 15th February 1978. As explained above, we also required information about the electorates of the new regional electoral divisions and district wards to assist us in formulating proposals for constituencies which could not comprise whole districts. This information was not available from the 1978 electoral register, which had necessarily been prepared on the basis of the existing electoral areas, so we used figures based on those contained in the reports of the Local Government Boundary Commission for Scotland on their initial review of district electoral arrangements. We obtained information from the Scottish Development Department about projected housing development in the next five years. We were also supplied with maps showing the new administrative areas and existing constituency boundaries.

8. We are not required to enter into consultations with political parties, local authorities or any other bodies before formulating our provisional recommendations. Indeed we considered that these provisional recommendations could best be arrived at without regard to conflicting suggestions. We were thus in a position to be wholly impartial when making these recommendations. We did receive a few suggestions about the redistribution of seats but we decided not to consider them before publication of our provisional recommendations. The local inquiry procedure gave ample opportunity for the consideration of counter-proposals.

9. As required by the 1949 and 1958 Acts we published our provisional recommendations in newspapers circulating in the areas affected, inviting any persons who wished to do so to make representation to us about our proposals. We recognised that the statutory period of one month might sometimes allow too little time for detailed consideration to be given to the recommendations and in fact we took account of all representations received, including those received after the statutory period. We gave considerably more publicity to our proposals than the 1949 and 1958

Acts require. All our proposals were advertised in the Glasgow Herald and the Scotsman and the local newspapers circulating in the areas concerned and were supplemented by press releases describing, with the help of outline maps, the general effect of our recommendations. Copies of our proposals, explanatory maps and memorandum on the conduct of the review (Appendix C) were made available for inspection by the public at local authority offices, public libraries and other suitable places within each constituency affected. The addresses of the premises where the documents could be inspected were included in the press notices. We are grateful to the local authorities and their officers for their co-operation in these arrangements.

10. We took care that the political parties in Scotland were kept fully informed of the Commission's proposals, and copies of all notices and other documents were sent to them at the time of issue. In addition, Members of Parliament were informed of our provisional recommendations affecting their particular constituencies, and copies of notices and maps were deposited in the library of the House of Commons for inspection.

11. Having formulated our provisional recommendations for each region and islands area in the whole of Scotland we found it convenient from the point of view of handling our future work to publish our recommendations in groups. The first group—Central, Dumfries and Galloway, and Fife Regions—was published on 26th February 1980; the second group—Lothian, Borders and Tayside Regions—was published on 29th April 1980; and a third group—Grampian Region and Highland Region including the three islands areas—was published on 18th June 1980. In the case of Strathclyde Region our provisional recommendations involved the division of some electoral divisions into district wards to form suitable constituencies. We were therefore obliged to wait until the Local Government Boundary Commission had completed their initial review of the wards in the districts concerned, and the relevant Orders had been made by the Secretary of State, before publishing our proposals. For this reason it was not possible to publish our provisional recommendations for Strathclyde Region until 16th June 1981.

12. We have held 27 meetings since the notice to commence our review was published. These were all held under the chairmanship of our Deputy Chairman but we kept our *ex officio* Chairman, Mr. Speaker, informed of the course of our deliberations.

Local inquiries

13. Under the 1958 Act we are obliged to arrange for a local inquiry to be held where objections to our provisional recommendations are received from an interested local authority or from a body of electors numbering more than 100, before we make the recommendation to the Secretary of State. We are not obliged, however, to hold a local inquiry in respect of objections to revised or modified recommendations, but we may do so if we consider it necessary to obtain more information or local opinion on certain matters.

14. As a result of such objections 11 local inquiries were held into provisional recommendations and one further local inquiry was held into modified recommendations for one area. At our request you agreed to appoint the Sheriff Principal for the area concerned to act as assistant Commissioner and, where the Sheriff Principal was not available, you appointed a senior member of the Scottish Bar. Under these arrangements the Sheriff Principal of Lothian and Borders conducted the initial inquiry for Lothian Region and the inquiry for Borders Region, the Sheriff Principal of Central, Tayside and Fife conducted the inquiries for Central and Fife Regions, and four senior members of the Bar conducted the inquiries for the remaining five regions and the Western Isles, and the further inquiry for two constituencies in the City of Edinburgh District. We should like to make it clear that the assistant Commissioners were entirely independent of the Commission and took no part in formulating our provisional recommendations. In conducting an inquiry into the recommendations the assistant Commissioner's function is akin to that of a reporter under the Planning Acts but the assistant Commissioner submits his findings direct to the Commission. We refer later to the reports of the assistant Commissioners but we should like to record here our thanks to them for the careful way in which they conducted the inquiries and for the full and informative reports which they made to us. We found their reports of great assistance in reaching our conclusions.

15. Notices advertising the holding of local inquiries were published in national and local newspapers in the same way as the notices advertising our provisional recommendations. Copies of the representations addressed to the Commission were sent to the political parties and to interested local authorities for public inspection at their headquarters. In addition summaries of

representations were sent to local authorities for public inspection at local authority offices and public libraries, and to all those who had made representations. Members of Parliament were informed of the holding of local inquiries affecting their particular constituencies and summaries of the representations were sent to them. Copies of the representations were deposited in the Library of the House of Commons for inspection there. Statements explaining the Commission's reasons for their provisional recommendations were sent to those who had made representations and to the Members of Parliament, and were made available for public inspection before, and at, the inquiries themselves. The assistant Commissioners also received a full set of papers for each inquiry.

16. Where we decided, after considering the report on a local inquiry, to revise our recommendations, it was necessary under the 1958 Act for the revised recommendations to be published in exactly the same way as the provisional recommendations. Copies of the assistant Commissioner's report were deposited for local public inspection with the revised recommendations and a map (where appropriate), and copies of the report were sent to those who had made representations. Where we decided to adhere to our provisional recommendations after holding a local inquiry, copies of the assistant Commissioner's report were made available for local public inspection, and were sent to those who had made representations, when we announced our decision.

Discussions with political parties

17. We considered what form our consultation with the political parties should take, having regard to the support which was expressed in the course of the Second Reading Debate on the 1958 Redistribution Bill for the suggestion of the 1942 Committee on Electoral Machinery (Cmd. 6408) that each Commission should "hear any representations from the Chief or National officers of the principal Party organisations with respect to the provisional proposals". Our predecessors during the 1969 review decided to follow the procedure the Commission had adopted during the 1954 review when they received, as necessary, deputations of objectors or their representatives, including representatives of the political parties and individual Members of Parliament. We decided instead to arrange meetings with representatives nominated by the political parties in Scotland which currently had Members of Parliament in the House of Commons. We held the first such meeting in January 1981 and held two further meetings in September 1981 and September 1982. We found these discussions on our procedure and proposals most helpful.

Re-appraisal of proposals

18. Towards the end of the review we re-appraised our recommendations for the whole of Scotland to ensure fair and consistent treatment of different areas. In so doing we noted the 1982 electorate figures and any further representations we had received following intimation to all interested parties of the decision to adhere to our provisional, revised or modified recommendations, as the case may be, in respect of each region. Taking into account all the relevant considerations, in particular the new proposed total of 72 seats, the legal requirement to use 1978 figures as the basis for our recommendations, and our resolve to adhere to regional boundaries, we were satisfied that our proposals for each region and within each region were fair and consistent.

CHAPTER TWO

THE RULES AND GENERAL PRINCIPLES OF THE REVIEW

The electoral quota

19. In the application of the Rules to Scotland, under Rule 7, as amended, the electoral quota means the number obtained by dividing the electorate for Scotland by the number of constituencies in Scotland on the enumeration date, i.e. 16th February 1978. The principal effect of this Rule is that the number of parliamentary electors on the register in 1978 must be taken as the basis for our recommendations. The electoral quota for the purpose of this review is therefore the total Scottish parliamentary electorate in February 1978 (3,809,091) divided by the existing number of Scottish constituencies (71), i.e. 53,649.

The number of constituencies

20. Rule 1 provides that the number of constituencies in Great Britain is to be not substantially greater or less than 613, of which not less than 71 are to be in Scotland and not less than 35 in Wales. Provision for 71 seats in Scotland was first made in the Representation of the People Act 1918 which also provided for 485 seats in England and 35 seats in Wales, making a total in Great Britain of 591 (excluding University seats). The House of Commons (Redistribution of Seats) Act 1944 laid down a minimum of 71 seats in Scotland (and a minimum of 35 in Wales) out of a total for Great Britain of not substantially greater or less than 591 (excluding University seats). One additional seat beyond the minimum of 35 was allocated to Wales following the initial review in 1947. As indicated above the 1949 Act preserved the minimum of 71 seats for Scotland (and 35 for Wales) and increased the number of seats in Great Britain to not substantially greater or less than 613, i.e. 22 higher than the 1944 Act figure. Table 1 below shows that while the number of seats in Scotland and Wales has not changed since the first periodical review in 1954 the number of seats in England has increased by 10 from 506. There are therefore at present 71 constituencies in Scotland, 36 in Wales and 516 in England, making a total of 623 in Great Britain.

TABLE 1
Electoralates and Numbers of Seats in Scotland, England and Wales: 1954-1978

Year	Scotland			England			Wales		
	Electorate	No. of seats	Average electorate	Electorate	No. of seats	Average electorate	Electorate	No. of seats	Average electorate
1954	3,407,253	71	47,989	28,923,119	506	57,160	1,814,300	36	50,397
1960	3,414,572	71	48,093	29,184,192	511	57,112	1,790,062	36	49,724
1965	3,389,908	71	47,745	30,025,849	511	58,759	1,813,203	36	50,367
1970	3,659,101	71	51,537	32,581,385	511	63,760	1,949,449	36	54,151
1975	3,733,357	71	52,582	33,756,674	516	65,420	2,032,792	36	56,466
1978	3,809,091	71	53,649	34,279,940	516	66,434	2,065,019	36	57,362

21. The provision of 71 seats for Scotland means that Scotland has favourable representation: the 1978 electorate of 3,809,091, or 9.5% of the Great Britain electorate, commanded 11.4% of the total number of seats in Great Britain. This numerically favourable treatment of Scottish seats, and consequently of the Scottish electorate, has been justified on three grounds, namely that Scotland (like Wales) as a small nation should be given special treatment vis-à-vis her bigger national neighbour; that Scotland has a disproportionate number of inaccessible and sparsely populated areas; and that an absolute decline in electorate should not be used as an argument for reducing Scotland's historically guaranteed number of seats.

22. When the number of seats for Scotland was considered by our predecessors at the start of the last general review in 1965 they noted that the Scottish electorate had declined in the relevant past period (1954-1965) and that the electoral quota for Scotland in 1965 (47,745) was some 11,000 below that for England (58,759). The electoral quota for Wales, where the electorate had also declined, was 50,367, i.e. some 2,600 above the Scottish figure. Our predecessors concluded that "an increase in Scottish representation was not necessary nor could it reasonably be justified having regard to the position in Great Britain as a whole". (Second Periodical Report, paragraph 10.)

23. When we commenced our review in 1978 we noted that the parliamentary electorate in Scotland (see Table 1) had increased since 1965 by 12.4% while those of England and Wales had increased by the larger proportions of 14.2% and 13.9%. (The increases were partly attributable to the lowering of the voting age from 21 to 18 in 1969.) Thus, notwithstanding its increase in absolute terms, the Scottish electorate had continued to decline as a proportion of the British electorate: it had fallen from 10.0% in 1954 to 9.6% in 1965 and 9.5% in 1978. Over the period 1965 to 1978 the number of seats in England had increased from 511 to 516 while the numbers in Scotland and Wales had remained constant at 71 and 36. The overall result of these changes was that the electoral quota in Scotland had declined as a percentage of the average electorate in England* from 84.0% in 1954 to 81.3% in 1965 and 80.8% in 1978. In that year the average electorate in England was 66,434, i.e. 12,785 more than the electoral quota for Scotland while the average electorate in Wales* was 57,362. In all these circumstances we determined that for the purpose of formulating our provisional recommendations the number of constituencies in Scotland should remain at 71. At a later stage in our review we decided to recommend an increase in the number of constituencies in Scotland to 72 as we explain in paragraph 31.

Local authority boundaries

24. In its application to Scotland, Rule 4, as amended by the Local Government (Scotland) Act 1973, provides that so far as is reasonably practicable having regard to the foregoing rules (which require the number of seats in Scotland to be not less than 71, and every constituency to return a single member), regard shall be had to the boundaries of local authority areas, i.e. the boundaries of regions, islands areas and districts. In pursuance of Rule 4 we resolved to avoid making recommendations for constituencies which would cross regional boundaries except in the most exceptional circumstances where special geographical considerations made this desirable. Our aim was, wherever possible, to propose constituencies which would lie wholly within one district or comprise whole districts, but it was clear that the electorates of many districts were not of a suitable size to facilitate the achievement of this aim. It appeared to us that any division of the basic local government electoral area (say into polling districts) between constituencies would be likely to break local ties, disrupt political party organisation and be confusing to the electorate. We accordingly decided to adhere to the regional electoral division basis, or exceptionally the district ward basis, for forming constituencies where districts had to be divided. The local government electoral areas in question were those constituted as a result of the initial review by the Local Government Boundary Commission for Scotland of the electoral arrangements throughout the country under the Local Government (Scotland) Act 1973.

Size of electorates

25. Under Rule 5 the electorate of any constituency is to be as near the electoral quota (53,649) as is practicable having regard to the foregoing rules, already referred to. The second part of this Rule provides that the Commission may depart from the strict application of the last foregoing rule if it appears to them that the departure is desirable to avoid an excessive disparity between the electorate of any constituency and the electoral quota, or between the electorate of the constituency and that of neighbouring constituencies in Scotland. Rule 6 provides that the Commission may depart from the strict application of the last two foregoing rules if special geographical considerations, including in particular the size, shape and accessibility of a constituency, appear to them to render departure desirable. Inevitably the exercise of this discretion results in some constituencies having electorates greater or smaller than the average.

26. Section 2(2) of the 1958 Act relieves the Commission of the obligation to give full effect in all circumstances to the Rules but provides that the Commission shall take account, so far as they reasonably can, of the inconveniences attendant on alterations of constituencies, other than alterations made for the purpose of Rule 4 (which requires regard to be had to the boundaries of local authority areas), and of any local ties which would be broken by such alterations. Local government reorganisation had radically changed the pattern of existing constituencies in relation to local authority areas and local government electoral areas and we were required to recognise those changes when recommending constituencies. As regards the size of electorates in the existing Scottish constituencies we were aware of many major departures from the average (see Appendix G). Where the electorate of an existing constituency was well above, or below, average we saw it as the primary objective of the review to recommend, where practicable, a constituency with

* The electoral quotas used for England and Wales are not based on 1978 figures but on the electorate in 1976 and 1981 respectively, i.e. the year in which the review was started in each country.

a near-average electorate. It was inevitable therefore that many existing constituencies would have to be altered because of these factors, and because of the "ripple" effect which the alteration of one constituency has on neighbouring constituencies.

Population movement

27. As paragraph 19 above indicates, the Rules require the use of the electorate on the enumeration date, i.e. 16th February 1978, and they do not provide for forecast changes in electorate to be taken into account. At the same time we thought it reasonable to have regard to perceptible trends in the electorate which would quickly produce constituencies either above or below the average size electorate for Scotland when deciding between alternative schemes. We had in mind that the New Towns of Cumbernauld, East Kilbride, Glenrothes, Irvine and Livingston had been a major cause of the growth of electorates in the relevant constituencies since the last review, and that some additional growth was likely in the foreseeable future. We were also aware of the growth in Grampian Region although less certain of the future rate of growth in view of the nature of the industry giving rise to it. We also had in mind that there had been a decline in the electorate of Glasgow which was likely to continue.

Theoretical entitlement and allocation of seats

28. At the outset of our review we calculated the theoretical entitlement of seats for each region and islands area by dividing the total electorate in 1978 of each region and islands area by the electoral quota. A number of theoretical entitlements were near the midway point between two whole numbers. In these cases we took into account whether or not there were special geographical considerations (as in Borders and Highland Regions) or other factors in deciding whether to allocate the higher or lower number of seats. Not all theoretical entitlements could be rounded up given our conclusion at that initial stage that the number of seats should remain at 71. Table 2 below sets out the 1978 electorate, theoretical entitlement and the number of seats for each region and islands area which we proposed under our provisional recommendations on the basis of a total of 71 seats. The effect of these provisional recommendations was that in five regions and the islands areas the number of seats allocated was greater than the theoretical entitlement, and in four regions the number was less. Further details of the reasons for the allocation of seats to each region and islands area are given in Chapter 3.

TABLE 2

This table was appended to the Commission's statement of reasons for their provisional recommendations for each region and the islands areas

Provisional Recommendations

The 1978 Electorate, Theoretical Entitlement and the Proposed Number of Seats for each Region and Islands Area

Region/Islands Area	1978 Electorate	Theoretical Entitlement	Proposed Number of Seats
Borders	78,065	1.46	2
Central	199,401	3.72	4
Dumfries & Galloway	105,372	1.96	2
Fife	246,243	4.59	5
Grampian	342,359	6.38	6
Highland	136,478	2.54	3*
Lothian	568,727	10.60	10
Strathclyde	1,786,054	33.29	32
Tayside	295,376	5.51	5
Orkney	13,916	0.53	1
Shetland	14,391		
Western Isles	22,709	0.42	1†
Scotland	3,809,091	71.00	71‡

*The proposed constituencies exclude Skye.
†The proposed constituency includes Skye.
‡The House of Commons (Redistribution of Seats) Acts provide that the number of constituencies in Scotland shall be not less than 71. The Commission have resolved to recommend that the number of constituencies should remain at 71.

Naming and designation of constituencies

29. Under section 3(1) of the 1949 Act the Commission's recommendations for each constituency must include the name by which it should be known and whether it should be a county constituency or a burgh constituency. With few exceptions the existing county constituencies carry the name of the former administrative county or counties on which they were originally based e.g. Argyll, Ayr, Berwick and East Lothian. In some cases these names are preceded by a compass-point reference, e.g. East Aberdeen, South Angus, or by the designation "Central", as in Central Ayrshire, Central Dunbartonshire and Central Fife. In the remaining county constituencies the name is generally that of a large town on which the constituency is centred, as in Dunfermline and Hamilton. Likewise the burgh constituencies carry the name of the former burgh or burghs, such as Paisley, and Coatbridge and Airdrie. In the case of the former counties of cities their names are followed by a compass-point reference, as in Aberdeen North and Dundee East, by "Central" as in Edinburgh Central and Glasgow Central, or by a local name, as in Edinburgh Pentlands and Glasgow Cathcart. We felt that the names of the constituencies we recommended should reflect the new local government structure; that the name should therefore normally incorporate the name of the region or district wholly or principally comprised in the constituency; and that compass-point names should be adopted where a region or district was divided between two or more constituencies and there was not a more suitable name. Strong representations were made to us from a few areas to retain the name of a former county as part of the name of the new county constituency. However, given that our proposed constituencies are necessarily based on the new local government structure we do not feel able to recommend the continued use of the names of former counties despite their long and honourable standing.

30. The decision as to whether a constituency is designated a county constituency or a burgh constituency affects the expenses allowable to returning officers at elections. We found the terms "county constituency" and "burgh constituency" anomalous given the disappearance of counties and burghs as local government areas under the Local Government (Scotland) Act 1973. The Rules, as amended, contain no guidance on designation. We took the view that where constituencies consist of predominantly urban areas they would normally be designated as burgh constituencies, and that where constituencies contain more than a token rural electorate they would normally be designated as county constituencies. At present there are 42 county constituencies and 29 burgh constituencies in Scotland. Our recommendations result in one additional county constituency and the same number of burgh constituencies. In the course of the review we received a few representations about the anomaly in the continued use of the terms "county" and "burgh" in designating constituencies. **We recommend** that consideration be given to altering this nomenclature before the next review.

Final recommendations

31. Following the local inquiries which were held into our provisional recommendations for every region we considered the reports of the assistant Commissioners. The assistant Commissioners who conducted the Inquiries into our proposals for Fife Region and Grampian Region recommended the adoption of our proposals for five constituencies in Fife and six constituencies in Grampian, and we accepted their recommendations. As a result of our consideration of the reports for the other regions we published revised recommendations for Borders, and Dumfries and Galloway Regions (in each case altering only the names of constituencies), Central, Highland, Lothian, Strathclyde and Tayside Regions. With the exception of the report on the Inquiry into our provisional recommendations for ten constituencies in the City of Glasgow District, none of the reports recommended the creation of additional constituencies in the areas concerned. The assistant Commissioner who conducted the Glasgow Inquiry concluded that no satisfactory solution had been discovered if there were to be ten seats, but that a reasonably satisfactory solution was available if there were to be 11 seats. For the reasons explained in Chapter 3 we decided to revise our provisional recommendations and to allocate 11 seats for the City of Glasgow District instead of ten as we had originally proposed. We were satisfied that a compensatory saving of one constituency elsewhere in Strathclyde or in another region in Scotland could not be made without an unacceptable reduction in that region's representation in Parliament. We subsequently published modifications to our revised recommendations for another part of Strathclyde Region and for part of the City of Edinburgh District but these modifications did not affect the number of constituencies in those areas. Following the publication of the revised recommendations allocating 11 seats to the City of Glasgow District, claims for the allocation of an additional seat in Grampian and Highland Regions were made, but, as we explain in Chapter 3, we did not consider that the weight

of evidence justified the creation of an additional seat in either of those regions. Our final recommendations, therefore, result in a total of 72 seats for Scotland, one more than at present.

32. We recognise that we indicated at an earlier stage of the review that we could not justify recommending an increase beyond 71 in the number of seats in Scotland. We maintained this view throughout the period during which the Inquiries for all the regions were held and until the publication of our revised recommendations for Strathclyde Region and Highland and Tayside Regions in May 1982. It was nonetheless open to interested parties to argue against that recommendation as part of their case for claiming an additional seat in a particular area. This happened in the case of Strathclyde Region and the City of Glasgow District. As we indicate in Chapter 3, we were impressed by the arguments from within Strathclyde Region that it was unreasonable to reduce the Region's allocation of seats to less than the nearest whole number below the theoretical entitlement. In the case of Strathclyde our original proposed allocation of 32 seats meant that this Region's allocation was reduced below the whole number in the theoretical entitlement. This did not occur in the allocation for any other region.

THE REVIEW AND THE RECOMMENDATIONS

33. In this chapter we describe in detail our review of each region and islands area, and set out our final recommendations. The detailed administrative contents of these are set out in Appendix D. In this chapter the proposed constituencies are generally shown in italics to differentiate them from existing constituencies. Regional electoral divisions are generally referred to as EDs, and district wards as DWs, for brevity.

BORDERS REGION

34. The Region comprises one whole constituency and parts of two others as follows:

- (i) Roxburgh, Selkirk and Peebles county constituency which consists of virtually the whole of Roxburgh District (some 27,450 electors), more than four-fifths of Ettrick and Lauderdale District (about 21,450 electors) and Tweeddale District (10,941 electors). The electorate was 59,843 in 1978, 60,409 in 1980 and 61,056 in 1982.
- (ii) Part of Berwick and East Lothian county constituency, the part in Borders Region consisting of Berwickshire District (14,218 electors), part of Ettrick and Lauderdale District (some 3,000 electors) and a very small part of Roxburgh District (fewer than 100 electors). The electorate of the part of the constituency in Borders Region was 17,326 in 1978, 17,334 in 1980 and 17,461 in 1982.
- (iii) A small part of Midlothian county constituency in Ettrick and Lauderdale District which had 896 electors in 1978, 895 in 1980 and 927 in 1982.

35. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 78,065, on which theoretical entitlement is statutorily based, entitles the Region to 1.46 constituencies.
- (b) The electorate of some 78,000 was clearly too large for one constituency having regard to geographical considerations, and we concluded that Borders Region should have two constituencies. For the reasons set out in Chapter 2 (paragraph 24) we decided against crossing the regional boundary in order to achieve two constituencies with electorates nearer the electoral quota.
- (c) Although there is no statutory requirement to take forecast changes in electorate into account, growth in the electorate of the Region in the period to 1983 was expected to be very small.

36. On 29th April 1980 we published our provisional recommendations for two county constituencies in Borders Region as follows:

- (1) *East Borders* comprising Berwickshire District and Roxburgh District with a total electorate in 1978 of 41,800; and
- (2) *West Borders* comprising Ettrick and Lauderdale District and Tweeddale District with a total electorate in 1978 of 36,300.

37. The Rt. Hon. David Steel, M.P. (Member for Roxburgh, Selkirk and Peebles), the local Liberal Association for that constituency, Ettrick and Lauderdale District Council and Mr. W. Pate, former Provost of Galashiels (now deceased) did not object to the proposed boundaries but suggested alternative names for the two constituencies. The National Farmers' Union, Borders Area, wrote expressing their support for the proposals. Objections were received from Berwick and East Lothian Conservative and Unionist Association, Hawick Branch of the Scottish National Party and from Mr. A. J. C. Kerr of Jedburgh. No representations were received from Borders Regional Council or from Berwickshire, Roxburgh or Tweeddale District Councils.

38. At our request you agreed to appoint Sheriff Principal F. W. F. O'Brien, Q.C., Sheriff Principal of Lothian and Borders, to hold a local inquiry into our proposals. The Inquiry was held in Selkirk Sheriff Court on 24th March 1981. At the Inquiry a representative from each of Ettrick and Lauderdale District Council, Berwick and East Lothian Labour Party, and Roxburgh, Selkirk and Peebles Conservative and Unionist Association, spoke in support of the Commission's proposals. Those who objected placed considerable emphasis on what they regarded as the excessive disparity between the electoral quota (53,649) and the proposed electorates in each of

East Borders (41,800) and *West Borders* (36,300). They also maintained that there was a common interest between East Lothian and Berwickshire, whereas there was little in common between Berwickshire and the western half of *East Borders*. Berwick and East Lothian Conservative and Unionist Association proposed an alternative which involved an East Lothian constituency consisting of Musselburgh, Fa'side, Gladsmuir and Preston, and Garleton with an electorate of 49,538; an East Borders constituency which would include Traprain from East Lothian District, the whole of Berwickshire District, and parts of Ettrick and Lauderdale District and of Roxburgh District as far as Kelso and Jedburgh, with an electorate of 45,417; and a West Borders constituency covering the western part of Roxburgh District along with most of Ettrick and Lauderdale District and the whole of Tweeddale District, with an electorate of 43,120. The principal industrial towns, Galashiels and Hawick, would be in West Borders, while East Borders would be a predominantly rural constituency. Evidence was led from several witnesses in support of this proposal. Mr. Kerr made a statement explaining why the existing Roxburgh, Selkirk and Peebles constituency should not be disrupted, and spoke to communications difficulties in *East Borders*. Hawick Branch of the Scottish National Party contended that Roxburgh, Selkirk and Peebles on the one hand, and Berwickshire on the other hand, are two distinct entities each of which should have its own Member of Parliament. To overcome the difficulty of Berwickshire not justifying a Member of its own, the Branch suggested the addition to it of the town of Berwick and the area north of the River Tweed and south of the Border with England. As the assistant Commissioner pointed out in his report, Berwick is in England and he could think of no way in which the Boundary Commission for Scotland could recommend the alteration of the boundary of an English constituency. Finally, a number of alternative names for the two constituencies were put forward, including "Merse and Teviotdale" for East Borders and "Peebles and Selkirk" for West Borders, and the names of the constituent districts, i.e. "Roxburgh and Berwickshire" and "Ettrick and Lauderdale and Tweeddale".

39. The assistant Commissioner was not wholly impressed by the arguments in favour of a community of interest between Traprain in East Lothian and Berwickshire. Such a community of interest no doubt exists but, in his view, it was unlikely to be stronger than that which exists between Traprain and the rest of East Lothian. For the assistant Commissioner the real attraction of the counter-proposal lay in the fact that each of the three constituencies produces an electorate nearer the electoral quota than the corresponding constituencies proposed by the Commission. In particular, the objector's suggested West Borders constituency shows a shortfall of some 10,000 in contrast with a shortfall of some 17,000 in the Commission's *West Borders* constituency. Furthermore, the Association's proposed East Borders constituency appeared to him to be of a more manageable shape than the Commission's elongated *East Borders* constituency, with its not very satisfactory communications. The assistant Commissioner observed, however, that the Association's three constituencies had been achieved by ignoring the regional boundaries, whereas the Commission had preferred two constituencies, each well below the electoral quota, to a solution which violated the regional boundary. He was not willing to make a positive recommendation but suggested that the Commission might look again at their provisional recommendations in the light of the objector's solution. As regards the names of the constituencies he noted that there was virtually no support at the Inquiry for *East Borders* and *West Borders* and he recommended that the Commission reconsider their proposed names in the light of the options put forward at the Inquiry.

40. On consideration of the assistant Commissioner's report we decided to adhere to the principle that regional boundaries should not be crossed except in exceptional circumstances. In our view there were no such exceptional circumstances in this case which would justify the continuation of a constituency partly in Borders Region and partly in East Lothian District in Lothian Region. Moreover, our provisional recommendations for Lothian Region provided for a constituency consisting of East Lothian District. We accepted his finding on the question of the town of Berwick forming part of a Borders constituency in Scotland. On the question of constituency names we decided to rename the proposed *East Borders* constituency *Roxburgh and Berwickshire*, and the proposed *West Borders* constituency *Tweeddale, Ettrick and Lauderdale*. On 16th March 1982 we published revised recommendations making no change to the boundaries of the proposed constituencies but renaming them as indicated above. No objections were received. **We accordingly recommend** that Borders Region should be divided into two county constituencies as follows:

	1978 Electorate
Roxburgh and Berwickshire C.C.	41,800
Tweeddale, Ettrick and Lauderdale C.C.	36,300

CENTRAL REGION

41. The Region comprises two complete constituencies and parts of three others as follows:

- (i) Clackmannan and East Stirlingshire county constituency which is divided roughly equally between Clackmannan District (some 34,300 electors) and Falkirk District (almost 32,600 electors). The electorate was 66,907 in 1978, 68,056 in 1980 and 69,572 in 1982.
- (ii) Stirling, Falkirk and Grangemouth burgh constituency which is divided between Falkirk District (almost 45,300 electors) and Stirling District (almost 21,900 electors). The electorate was 67,164 in 1978, 66,983 in 1980 and 67,779 in 1982.
- (iii) Part of West Stirlingshire county constituency, that part being divided between Stirling District (some 25,000 electors) and Falkirk District (almost 16,400 electors). The electorate of the area in Central Region was 41,438 in 1978, 42,830 in 1980 and 43,726 in 1982.
- (iv) Part of Kinross and West Perthshire county constituency situated in Stirling District (some 12,000 electors) and with a very small part in Clackmannan District (some 450 electors). The electorate of the area in Central Region was 12,480 in 1978, 12,955 in 1980 and 13,629 in 1982.
- (v) Part of West Lothian county constituency situated in Falkirk District and including Bo'ness. The electorate of that part was 11,412 in 1978, 11,555 in 1980 and 11,661 in 1982.

42. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 199,401, on which the theoretical entitlement is statutorily based, entitles the Region to 3.72 seats. We decided to recommend that the Region should be allocated four constituencies.
- (b) There are no special geographical considerations which make it desirable that any constituency should include part of another region.
- (c) Although there is no statutory requirement to take forecast changes in electorate into account there was not expected to be any substantial growth in electorate in the period up to 1983.
- (d) Stirling District, whose 1978 electorate was 58,942, could with some justification be regarded as suitable to form a constituency in its own right. It was clear, however, that Clackmannan District, with a much smaller electorate (34,787) could not form a constituency on its own. Falkirk District, on the other hand, with an electorate of 105,672 warranted splitting into two constituencies. In order to achieve a more even distribution of electorate without undue disruption of district boundaries we decided that it would be necessary to add to Clackmannan District two regional electoral divisions from Stirling District to form a constituency. Regional electoral division 15 (Airthrey) which includes the Bridge of Allan area, and regional electoral division 16 (Dounebraes) which includes the Doune and Dunblane area, were chosen in order to avoid creating a constituency which would straddle the River Forth.
- (e) Falkirk District was divided in such a way as to create one constituency representing the predominantly industrial eastern area and another representing the larger and mainly rural western area.

43. On 26th February 1980 we published our provisional recommendations for four county constituencies in Central Region as follows:

- (1) *Clackmannan* comprising Clackmannan District and regional electoral divisions 15 and 16 in Stirling District, with a total electorate in 1978 of 47,000;
- (2) *Stirling* comprising the remainder of Stirling District i.e. regional electoral divisions 7 to 14, with an electorate in 1978 of 47,000;
- (3) *Falkirk East* comprising regional electoral divisions 18, 19, 22 to 26, 29 and 33 with a total electorate in 1978 of 52,200; and
- (4) *Falkirk West* comprising regional electoral divisions 17, 20, 21, 27, 28, 30 to 32, and 34 with a total electorate in 1978 of 53,200.

44. Several representations supporting our proposals were received—from Central Regional Council, from four local branches of the Labour Party (in two cases subject to an alteration in the name for *Falkirk East*), and from an elector in Dunblane. Clackmannan District Council offered no observations. No representations were received from Falkirk and Stirling District

Councils. Initially some 50 objections were received. Of these, five concerned the boundary between *Falkirk East* and *Falkirk West*. These objections were received from a local Conservative Association, two local groups of the Scottish National Party, Bo'ness Community Council and an individual from Bo'ness. The remaining objections concerned the inclusion in *Clackmannan* of EDs 15 and 16. These objections were received from four local Conservative Associations, a local association of the Liberal Party, two councillors, two community councils, five other groups and nearly 30 individual electors, mostly from Doune, Dunblane or Bridge of Allan. All these objectors wanted EDs 15 and 16 included in *Stirling*; and a few of them proposed that ED13 in Stirling District and ED 29 in Falkirk District should be included in *Clackmannan* instead of EDs 15 and 16.

45. At our request you agreed to appoint Sheriff Principal R. R. Taylor, Q.C., Ph.D., Sheriff Principal of Tayside, Central and Fife, as an assistant Commissioner to hold a local inquiry. In the period of two months before the Inquiry was held on 14th, 15th and 16th April 1981 further objections, numbering almost 100, were received from residents in Bridge of Allan against the proposal to include that area in *Clackmannan*. A few further objections from the Doune and Dunblane area were also received. As in the case of the earlier representations, a copy of these further representations was forwarded to the assistant Commissioner and they were taken into account by him. The objections raised at the Inquiry concerned four aspects of the Commission's proposals, namely (i) the inclusion of EDs 15 and 16 in *Clackmannan*; (ii) the boundary between *Falkirk East* and *Falkirk West*; (iii) the name of *Falkirk East* and (iv) the name of *Clackmannan*.

46. The grounds of objection against the inclusion of EDs 15 and 16 in *Clackmannan* were that the communities in these areas have no, or few, ties with Clackmannan or Alloa but they have close ties with Stirling and they wished to be in *Stirling*. Road and rail transport from Dunblane and Bridge of Allan to Stirling is easy but there is no direct public transport to Alloa. It was submitted that the Ochil Hills constitute a barrier; that ED 15, and especially ED 16, are rural and agricultural and have no affinity with Clackmannan which is industrial; and that the University of Stirling (in ED 15 in the present West Stirlingshire constituency) should be in *Stirling*. In addition to the above points it was submitted on behalf of the four local Conservative Associations that the River Forth did not impair the local ties and community of interests long established between the people on both sides of the river; and it was proposed that ED 15 and ED 16 (at present in the Kinross and West Perthshire constituency) should be placed in *Stirling*, and that ED 13 (Carseland) in Stirling District and in the present West Stirlingshire constituency, and possibly also ED 29 (Kinnaird) in Falkirk District, should be added to *Clackmannan*. In the case of ED 29 this would continue an existing Parliamentary connection. Consequential changes in the two proposed Falkirk constituencies were also proposed, moving ED 18 (Grahamsdyke) to *Falkirk West* and EDs 32 (Braes) and 34 (Avonside) to *Falkirk East*. Falkirk District would thus fairly share with Stirling District the burden of compensating Clackmannan. Evidence was led from a number of witnesses which clearly established, in the opinion of the assistant Commissioner, that the ties and patterns of travel of the residents in EDs 15 and 16 are with the town of Stirling and that, in comparison, the ties and pattern of travel with Clackmannan and Alloa are small. On the other hand, statements in support of the Commission's proposals were made on behalf of four local branches of the Labour Party, two local branches of the Scottish National Party and a few individuals.

47. In his report the assistant Commissioner recalled that the reason for the Commission proposing that EDs 15 and 16 should be in *Clackmannan* was to avoid creating a constituency which would straddle the River Forth. Looking only at a map this seemed reasonable and likely to create a unit with greater accessibility among its various parts than would be the case if regional electoral divisions south of the River Forth were added to Clackmannan District. Having weighed the evidence, however, he did not think that accessibility was a factor in determining between EDs 15 and 16 and EDs 13 and 29 as suitable companions for Clackmannan. Nor did he think that the fact that the links of residents of Doune, Dunblane and Bridge of Allan are with Stirling and not with Alloa or Clackmannan was a determining factor. He cited three factors which point to EDs 13 and 29 being more appropriate for inclusion in *Clackmannan* than EDs 15 and 16. The first was that ED 29 (in Falkirk District) is at present linked with Clackmannan District in the existing Clackmannan and East Stirlingshire constituency. No one at the inquiry voiced any objection to the present link, and the assistant Commissioner pointed out that it would be a great improvement to the existing constituency of Clackmannan and East Stirlingshire to limit it to Clackmannan District and to regional electoral divisions immediately contiguous to it, instead of the present

situation in which regional electoral divisions both north and south of Falkirk are included. ED 16 was not contiguous with Clackmannan District. The choice of a regional electoral division to join Clackmannan therefore lay between EDs 15 and 13, both in Stirling District and in the present West Stirlingshire constituency. In the assistant Commissioner's view ED 13 was the natural choice because it is adjacent to ED 29 and there is good access between the two areas. There would not be as good access between EDs 29 and 15. The assistant Commissioner's second reason for linking EDs 13 and 29 with Clackmannan District was that the nature of the communities and villages in these divisions is more similar in character to those in Clackmannan than are the villages and communities in EDs 15 and 16. The same Parliamentary representative could therefore more readily represent their interests. The assistant Commissioner described the common character which Clackmannan and EDs 13 and 29 have as being that they include industrial communities and former, or declining, mining areas. In contrast, ED 16 is rural with a country town and villages, and ED 15 consists of suburban and commuter communities and a rural background. The assistant Commissioner's third reason was the position of Stirling University in ED 15. While the University is at present in West Stirlingshire constituency and is therefore not represented by the same Member as Stirling town, he thought that it would be appropriate that the interests of the student electorate and of the University should be represented by the same Member of Parliament as the town of Stirling. The assistant Commissioner therefore recommended that the Clackmannan constituency should consist of Clackmannan District plus ED 13 from Stirling District and ED 29 from Falkirk District, and that the Stirling constituency should consist of Stirling District less ED 13. This would give electorates of 47,200 and 52,900 respectively.

48. The objections against the boundary between *Falkirk East* and *Falkirk West* related to the division of the town of Falkirk and of Stenhousemuir. Various alternatives were proposed but the removal of ED 29, which the assistant Commissioner recommended, meant that the division of Falkirk had to be reconsidered in any case. The assistant Commissioner shared the view that so far as possible all of the centre of the town of Falkirk should be in one constituency. He concluded that this aim could be partly achieved if *Falkirk East* consisted of EDs 19, 22 to 26, 32, 33 and 34 (1978 electorate 51,700) and *Falkirk West* consisted of EDs 17, 18, 20, 21, 27, 28, 30 and 31 (1978 electorate 47,600). This solution would still leave part of the centre of the town, at Grahamston in ED 19, in *Falkirk East*. The transfer of the whole of that division to *Falkirk West* would result in an imbalance between the electorates—*Falkirk East* 46,000 and *Falkirk West* 53,300. The assistant Commissioner considered whether district ward 5 could be transferred to *Falkirk West* so that the whole of the centre of Falkirk would be in *Falkirk West*. In the course of a visit which the assistant Commissioner made after the Inquiry to the places which had been referred to at the Inquiry, he noted that the district ward boundary runs through a housing estate and would not provide a clear boundary for a parliamentary constituency. The natural boundary of the centre of the town in ED 19 is the Forth and Clyde Canal and the adoption of the canal as a boundary would include Grahamston in *Falkirk West* and thus put the whole of the centre of the town in one constituency. He commented in his report that unfortunately there is no regional electoral division or district ward boundary on the canal. As regards Stenhousemuir he was not able to suggest any means of avoiding the division of the area while still retaining a proper balance between the electorates of the two Falkirk constituencies. In all the circumstances he recommended the adoption of the proposal referred to above, including the placing of ED 19 in *Falkirk East*.

49. Objections to the proposed name for *Falkirk East* were made by two local branches of the Labour Party on the ground that the name did not take account of the towns of Grangemouth and Bo'ness, and only a small part of the town of Falkirk was in the *Falkirk East* constituency. A number of alternative names, including Grangemouth and Bo'ness, were suggested. The assistant Commissioner pointed out in his report that since a small part of the town of Falkirk would, on his recommendation, still be in the *Falkirk East* constituency it would not be appropriate to call it "Grangemouth". He recommended the adoption of the names which the Commission had proposed, namely *Falkirk East* and *Falkirk West* and pointed out that Falkirk in that context means the District of Falkirk and not the town. Objections to the name of the proposed *Clackmannan* constituency under the Commission's proposals were also made by local branches of the Labour Party and the Scottish National Party and by one individual. The alternatives proposed were "North Forth", "The Ochils" and "Clackmannan and South Perthshire". The assistant Commissioner recommended that the *Clackmannan* constituency consisting, as he proposed, of Clackmannan District and EDs 13 and 29 should be called *Clackmannan*.

50. As indicated in paragraph 47 above, the assistant Commissioner recalled that the reason for our proposing that EDs 15 and 16 should be put with Clackmannan District in order to make a Clackmannan constituency, was to avoid creating a constituency which would straddle the River Forth. However, the evidence of the Inquiry showed that there was not much difference between the accessibility which would be achieved under our proposals and that which would result from adding EDs 13 and 29 to Clackmannan District. As regards community ties, the assistant Commissioner took the view that the residents of Doune, Dunblane and Bridge of Allan probably have the same links with Stirling as the residents of ED 13; and the majority of the residents of ED 29 in Falkirk District probably have more links with Falkirk than with Alloa. We accepted his conclusion that accessibility and community ties are not factors in determining whether EDs 15 and 16 or EDs 13 and 29 should be added to Clackmannan District. We also accepted the three factors which he put forward as pointing to the latter areas being more appropriate companions to Clackmannan than the former areas. As regards the first factor, i.e. the fact that ED 29 is at present linked with Clackmannan in the existing Clackmannan and East Stirlingshire constituency, we agreed that it would be a great improvement to the present constituency to limit it to Clackmannan District and electoral divisions immediately contiguous to it instead of the present situation in which electoral divisions both north and south of the town of Falkirk are included. We also agreed with his conclusion that ED 13 is the natural division to choose to join ED 29, because the two are contiguous and there is good accessibility between them. In accepting this factor we considered it to be of crucial importance in making our choice. In addition we think it relevant to mention that when formulating our proposals we had considered adding EDs 13 and 15 to Clackmannan District in order to avoid crossing more than one district boundary. As regards the second factor, i.e. the similar character of the communities of Clackmannan District and of EDs 13 and 29, we accepted his view and noted the different character of EDs 15 and 16. As regards the third factor, we agreed that it would be appropriate that the interests of the student electorate and of Stirling University should be represented by the same Member of Parliament as the town of Stirling, although we do not count that as an overriding factor for the inclusion of ED 15 in *Stirling*. As regards the name for the *Clackmannan* constituency we agreed that *Clackmannan* would be appropriate for a constituency consisting of that District and EDs 13 and 29.

51. So far as the town of Falkirk is concerned we agreed that, given the fact that the inclusion of the whole of ED 19 in *Falkirk West* would create an imbalance of 7,300 with *Falkirk East*, and the unsuitability of the boundary between DWs 5 and 6 as the boundary for a parliamentary constituency, the assistant Commissioner's solution is the best which can be achieved. We agreed also with his conclusion that there is no means of avoiding the division of Stenhousemuir while still retaining a proper balance between the electorate of the two Falkirk constituencies in the light of his proposal for the removal of ED 29 from *Falkirk East*. Finally, we saw no reason to differ from his recommendation that the names of the constituencies should be *Falkirk East* and *Falkirk West*.

52. On 16th February 1982 we published our revised recommendations for four county constituencies in Central Region as follows:

- (1) *Clackmannan* comprising Clackmannan District, regional electoral division 13 in Stirling District and regional electoral division 29 in Falkirk District, with a total electorate in 1978 of 47,200;
- (2) *Stirling* comprising the rest of Stirling District i.e. regional electoral divisions 7 to 12 and 14 to 16, with a total electorate in 1978 of 52,900;
- (3) *Falkirk East* comprising regional electoral divisions 19, 22 to 26, 32, 33 and 34 in Falkirk District with a total electorate in 1978 of 51,700; and
- (4) *Falkirk West* comprising regional electoral divisions 17, 18, 20, 21, 27, 28, 30 and 31 with a total electorate in 1978 of 47,600.

We noted that under the revised proposals the electorate of *Stirling* exceeds that of Clackmannan by 5,700 compared with parity under the provisional recommendations, and the electorate of *Falkirk East* exceeds that of *Falkirk West* by 4,100 compared with being 1,000 below under the provisional recommendations. We also noted that *Clackmannan* would comprise one whole district together with one regional electoral division from each of two other districts from which Clackmannan District is separated by the River Forth.

53. More than a dozen representations supporting the revised recommendations were received, mostly from individuals in the Bridge of Allan, Doune and Dunblane areas. On the other hand,

a total of about 60 objections was received including several petitions from residents of ED 13, one containing some 800 names, and another about 1,000 names. The principal objectors were Central Regional Council, Clackmannan, Falkirk and Stirling District Councils, Mr. Dennis Canavan, M.P. (Member for West Stirlingshire) who submitted a statement of detailed objections, Mr. Harry Ewing, M.P. (Member for Stirling, Falkirk and Grangemouth) and Mr. Martin O'Neill, M.P. (Member for Clackmannan and East Stirlingshire) several local branches of the Labour Party and of the Scottish National Party, five community councils including two in ED 13, and several regional and district councillors. Most of the objectors sought a return to the Commission's provisional recommendations i.e. for EDs 15 and 16 to be associated with Clackmannan District, and for EDs 13 and 29 to remain in *Stirling* and *Falkirk East*, respectively. The main arguments against the revised recommendations were (i) that three district boundaries were breached, (ii) the River Forth is an impediment between EDs 13 and 29 and Clackmannan District and (iii) that the affinity between ED 13 and Stirling District is greater than it is with Clackmannan District. A few objectors maintained their objections to the division of Stenhousemuir and to the name for *Falkirk East*. Most of the objectors, including the four local authorities and the three Members of Parliament, urged the Commission to hold a further local inquiry to enable those affected by the revised proposals for EDs 13 and 29 to voice their objections.

54. As regards the first ground of objection we accept that it is not ideal for a constituency to comprise one whole district and a small part of each of two other districts, but we do not regard this undesirable feature as a fatal flaw in our revised recommendations for the *Clackmannan* constituency. We also accept that the River Forth physically separates EDs 13 and 29 from Clackmannan District. However, the assistant Commissioner, having weighed the evidence at the Inquiry, reached the conclusion that accessibility is not a factor in determining which regional electoral divisions should be associated with Clackmannan District and, as we have already indicated, we accepted his conclusion. Similarly, as regards the third ground of objection, the assistant Commissioner considered that the strong ties which the residents of ED 13 have with Stirling are not a determining factor in the matter, and we accepted his conclusion.

55. So far as the question of a further local inquiry is concerned, as explained in Chapter One, the Commission are not statutorily required to hold a local inquiry into revised recommendations but they may do so if they consider it necessary to obtain more information or local opinion on certain matters. In this case an Inquiry lasting three days had been held. At the Inquiry, not only had submissions been made by individuals and on behalf of political organisations in support of our recommendations, but also evidence had been led in support of the counter-proposals eventually accepted by us. The existence of these counter-proposals had been made widely known before the Inquiry, in particular by intimation to all who had written to the Commission about the provisional recommendations, including the political organisations and others who had represented in support of those recommendations. The assistant Commissioner had afforded the parties opportunities for cross-examination, as appropriate, and these opportunities had been taken. The Inquiry held in April 1981 had been a detailed and comprehensive one and had in particular dealt at length with the counter-proposals regarding EDs 13 and 29. Following publication of the revised recommendations in February 1982, local opinions on the recommendations as they affected the residents of EDs 13 and 29 had been fully and clearly voiced in the numerous objections made to us in writing, all of which we had carefully considered. We felt therefore that from all these sources we were supplied with abundant information and expression of opinion to enable us to reach a judgment in the matter, and that the proposal to include EDs 13 and 29 in *Clackmannan* did not introduce new matter or propositions that had been insufficiently ventilated or deliberated upon. Accordingly we concluded that a further local inquiry was not justified.

56. On 26th March 1982 we informed all interested parties that, having considered the representations made against the revised recommendations, the Commission had decided that they should not hold a further local inquiry and they should not make any alterations to those recommendations. Representations against these decisions were received from Mr. Dennis Canavan, M.P., Central Regional Council and Clackmannan and Stirling District Councils but we could see no grounds for altering our view. **We accordingly recommend** the adoption of our revised recommendations for four county constituencies in Central Region as follows:

	1978 Electorate
Clackmannan C.C.	47,200
Stirling C.C.	52,900
Falkirk East C.C.	51,700
Falkirk West C.C.	47,600

DUMFRIES AND GALLOWAY REGION

57. The Region comprises two complete constituencies as follows:

- Dumfries county constituency which consists of Annandale and Eskdale District (nearly 25,900 electors) and almost the whole of Nithsdale District (some 38,350 electors) including the former burgh of Dumfries. The electorate was 64,251 in 1978, 65,464 in 1980 and 67,183 in 1982.
- Galloway county constituency which consists of Stewartry District (almost 17,200 electors), Wigtown District (some 21,800 electors) and the remaining south western part of Nithsdale District (almost 2,150 electors). The electorate was 41,121 in 1978, 41,692 in 1980 and 42,237 in 1982.

The boundaries of both constituencies have remained unchanged since the Representation of the People Act 1948.

58. In making our provisional recommendations for the Region we had in mind the following considerations:

- The 1978 electorate of 105,372, on which theoretical entitlement is statutorily based, entitles the Region to 1.96 seats. We decided to recommend that the Region should continue to have two constituencies.
- There are no special geographical considerations which make it desirable that either constituency should include part of another region.
- Although there is no statutory requirement to take forecast changes in electorate into account in neither constituency was there expected to be any substantial growth in electorate in the period up to 1983.
- A constituency comprising Annandale and Eskdale District and Nithsdale District with a total electorate in 1978 of nearly 66,400, and another constituency comprising Stewartry District and Wigtown District with a total electorate in 1978 of nearly 39,000, would increase by almost 4,300 the wide disparity of more than 23,100 electors between the 1978 electorates of the two existing constituencies.

59. We decided that in order to obtain more reasonable parity between the two constituencies, four regional electoral divisions in Nithsdale District, namely EDs 14 (Kirkconnel), 15 (Sanquhar and Queensberry), 16 (Mid Nithsdale) and 20 (Mabie) should be included in the new Galloway constituency. Virtually the whole of ED 20 is in the present Galloway constituency. We were aware that the existing links of EDs 14, 15 and 16 are with Dumfries but, having considered the balance of argument, we decided that the principal aim should be to make the electorates of the two constituencies as nearly equal as possible, in accordance with the Rules. On 26th February 1980 we published our provisional recommendations for two county constituencies in Dumfries and Galloway Region as follows:

- Dumfries* comprising Annandale and Eskdale District and regional electoral divisions 17 to 19 and 21 to 27 in Nithsdale District, with a total electorate in 1978 of 54,800; and
- Galloway* comprising Stewartry District, Wigtown District and regional electoral divisions 14 to 16 and 20 in Nithsdale District, with a total electorate in 1978 of 50,600.

60. More than a dozen objections were received against our proposals. Dumfries and Galloway Regional Council, Kirkconnel Branch of the Labour Party (which enclosed a petition with 156 signatures), Dumfries Constituency Association of the Scottish National Party, the Carronbridge, Closeburn, Penpont, and Royal Burgh of Sanquhar and District Community Councils (the last enclosing a petition with about 500 signatures) proposed that the boundaries of the two existing constituencies should not be altered. They did not make any alternative proposals. Dumfriesshire Constituency Labour Party proposed an alternative re-arrangement of constituencies by removing from the present Dumfries constituency the electorate in Eskdale and Liddesdale which would be added to the present Roxburgh, Selkirk and Peebles constituency, and by adding to the present Galloway constituency some of the electorate from South Ayrshire. A third group of objections was received from Mr. George Thompson (former Member of Parliament for Galloway), Galloway Constituency Association of the Scottish National Party, Newton Stewart Branch of that Party, Galloway Constituency Labour Party and two individuals. This group proposed that the area of the town of Dumfries lying on the west side of the river Nith, known as Maxwelltown, should be transferred from *Dumfries* to *Galloway*. Those who objected to our proposals, whether or not they

proposed an alternative, did so for substantially the same reasons which can be summarised as follows:

- (1) The area in Nithsdale to be transferred to *Galloway* is easily accessible from Dumfries but communications links with Galloway are not good;
- (2) Upper Nithsdale has industry while Galloway is primarily agricultural and there is no real equivalent in Galloway to the industrial character of Upper Nithsdale;
- (3) There is no historical connection or association between Upper Nithsdale and Galloway;
- (4) The proposed *Galloway* constituency would be very large in area and awkward in shape. Constituents would have substantial difficulty in gaining access to their Member of Parliament, and vice versa, and political activities would be hampered because of the difficulty in communication;
- (5) In any event, the Commission's proposals did not achieve complete equality of electorate. The present situation did not give rise to complaints of under or over-representation and should not be interfered with.

The Dumfries and Galloway Conservative Associations raised no objections to the proposals. No representations were received from any of the four District Councils in the Region.

61. At our request you took steps early in January 1981 to appoint the Sheriff Principal of South Strathclyde and Galloway, at that time Mr. C. H. Johnston, Q.C., to hold a local inquiry. However, the Sheriff Principal died later that month and you subsequently appointed Mr. J. T. Cameron, Q.C., to conduct the Inquiry which was held in Nithsdale District Council Chamber, Dumfries on 23rd April 1981. Most of those who had submitted written objections appeared at the Inquiry. In addition Councillor McKenzie (Nithsdale District Council) spoke in support of the first group of objections and Councillor Webb, who represented part of the Maxwelltown area on the Regional Council, spoke against the proposal to transfer Maxwelltown to *Galloway* and presented a petition signed by some 530 residents in the area. Sir Hector Monro, M.P. (Member for Dumfries) and Mr. Ian Lang, M.P. (Member for Galloway) and their respective constituency associations indicated at the Inquiry that they were prepared to accept the Commission's recommendations, as did Mr. Webb. They did not consider that there would be problems of communication, difficulties or pressures which could not be overcome. The workload for the Member of Parliament would depend more on the number of his constituents than on the geographical size of the constituency. All areas in the Region would continue to have close links with Dumfries and the problems of communication would be reduced accordingly. In their view there was considerable similarity in character between much of Galloway and Upper Nithsdale, both being concerned with agriculture, small businesses, light industry and forestry; and a significant part of Nithsdale District was already in the present Galloway constituency.

62. In his report on the Inquiry the assistant Commissioner recognised that the Commission's proposals would give rise to a Galloway constituency which would be far from ideal from the geographical and practical point of view. It would be a large and scattered constituency and direct road links between Upper Nithsdale and Galloway were not good, particularly in wintry conditions. He therefore accepted that real problems may arise in connection with communications and the conduct of political affairs. On the other hand the objectors did not, in his view, give sufficient weight to the reasons for the Commission's recommendations, in particular the importance of achieving constituencies reasonably near the electoral quota of 53,649. To preserve the *status quo* would involve the retention of a discrepancy of more than 23,000 electors between two adjoining constituencies in the same region, much of which was rural and agricultural in character. His conclusion was that, despite any inconveniences under the Commission's proposals, the objections were not sufficiently strong to justify acceptance of such a very large disparity in electorates. As regards the other alternatives proposed, the assistant Commissioner saw no real reason to depart from the Commission's general policy of adhering to regional boundaries, and he saw no material advantage over the Commission's proposals in the transfer of the Maxwelltown area of Dumfries to *Galloway*. In all the circumstances the assistant Commissioner found that no sufficient reason was advanced at the Inquiry to justify departure from the provisional recommendations. In response to a suggestion made at the Inquiry he did, however, recommend that *Galloway* might appropriately be named *Galloway and Upper Nithsdale*.

63. We accepted the assistant Commissioner's recommendations and on 16th February 1982 published a revised recommendation renaming *Galloway* as *Galloway and Upper Nithsdale*. A few objections were again received about the transfer of Upper Nithsdale to *Galloway* but we

considered that the matter had been fully examined at the Inquiry. **We accordingly recommend** the adoption of our provisional recommendations, revised as to the name of one of the constituencies, for two county constituencies in Dumfries and Galloway Region as follows:

	1978 Electorate
Dumfries C.C.	54,800
Galloway and Upper Nithsdale C.C.	50,600

FIFE REGION

64. The Region comprises the following four constituencies:

- (i) Central Fife county constituency which is divided between part of Dunfermline District (almost 24,600 electors) and part of Kirkcaldy District (some 37,000 electors) including Glenrothes New Town. The electorate was 61,646 in 1978, 63,113 in 1980 and 64,930 in 1982.
- (ii) Dunfermline county constituency which is contained wholly within Dunfermline District. The electorate was 64,265 in 1978, 66,154 in 1980 and 68,002 in 1982.
- (iii) East Fife county constituency which comprises the whole of North East Fife District and the north eastern corner of Kirkcaldy District which includes the Leven area. Four-fifths of the electorate are in North East Fife District. The electorate was 58,856 in 1978, 60,564 in 1980 and 61,805 in 1982.
- (iv) Kirkcaldy county constituency which includes most of Kirkcaldy District and a very small part of Dunfermline District (about 150 electors in 1978). The electorate was 61,476 in 1978, 62,130 in 1980 and 62,344 in 1982.

65. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 246,243, on which theoretical entitlement is statutorily based, entitles the Region to 4.59 seats.
- (b) The 1978 electorate of each of the four existing constituencies exceeds the electoral quota (53,649) by amounts ranging from some 5,200 (9.7%) in East Fife to some 10,600 (19.8%) in Dunfermline.
- (c) The electorate of the Region had grown steadily in the last ten years due in large measure to the development of Glenrothes New Town.
- (d) There are no special geographical considerations which make it desirable that any constituency should include part of another region.
- (e) The 1978 electorate of Kirkcaldy District (109,500) and Dunfermline District (89,000) pointed to the need for four constituencies between those two districts.
- (f) The 1978 electorate of North East Fife District (47,700) was of an adequate size to justify the creation of a constituency wholly within the district boundary.

66. We concluded that Fife Region should be divided into five constituencies with an average electorate of 49,250. On that basis the average deviation from the electoral quota is about -4,400, whereas on the basis of four constituencies it would be about +7,900. Although it was necessary for one of the new constituencies to straddle the boundary between Dunfermline and Kirkcaldy Districts in order to achieve a better balance in the size of electorates, this involved the transfer of only one regional electoral division from Kirkcaldy District to the proposed *Dunfermline East* constituency. On 26th February 1980 we published our provisional recommendations for five county constituencies in Fife Region as follows:

- (1) *Central Fife* comprising regional electoral divisions 10 to 18 in Kirkcaldy District with a total electorate in 1978 of 51,100;
- (2) *Dunfermline East* comprising regional electoral divisions 31 to 37 and 45 in Dunfermline District and regional electoral division 19 in Kirkcaldy District, with a total electorate in 1978 of 48,000;
- (3) *Dunfermline West* comprising regional electoral divisions 29, 30 and 38 to 44 in Dunfermline District with a total electorate in 1978 of 47,200;

- (4) *Kirkcaldy* comprising regional electoral divisions 1 to 9 in Kirkcaldy District with a total electorate in 1978 of 52,200;
- (5) *North East Fife* comprising North East Fife District with a total electorate in 1978 of 47,800.*

67. Fife Regional Council agreed to accept our proposals without observations thereon. A total of about 20 objections was received. Kirkcaldy District Council made two observations: insufficient allowance seemed to have been made by the Commission in *Central Fife* for the growth of the New Town of Glenrothes, and it was unfortunate that the boundary between *Central Fife* and *Kirkcaldy* had been drawn in such a way as to divide the community of Buckhaven and Methil. Dunfermline District Council represented on behalf of the Rosyth members of the Council that Rosyth (which would be divided under our proposals between *Dunfermline East* and *Dunfermline West*) should be kept intact. Central Fife, East Fife and Kirkcaldy County Conservative Associations represented initially that ED 12 (Leven) should be moved from *Central Fife* to *North East Fife*, and ED 9 (Buckhaven/East Wemyss) should be moved from *Kirkcaldy* to *Central Fife*. In February 1981, however, these representations were withdrawn and were replaced by a representation on behalf of the four Conservative Associations in the Region (including Dunfermline County Association) that the number of constituencies should not be increased but should remain at four as at present, with modifications of boundaries based on regional electoral divisions. East Fife Liberal Association and East Fife Constituency Labour Party supported the Commission's proposals for five seats, including *North East Fife*. The district councillors representing Aberdour and North Queensferry; Aberdour, Dalgety Bay, and Inverkeithing and Hillend Community Councils; the local organiser of Aberdour W.R.V.S.; a resident of Aberdour, a resident of Rosyth and two residents of North Queensferry objected to the exclusion of their areas from *Dunfermline West* which contained Dunfermline (with which they had strong community and other links) and to their inclusion in *Dunfermline East* which included Cowdenbeath and Lochgelly. North Queensferry Community Council, on the other hand, submitted no representations on the matter. Regional Councillor Dr. P. S. Davidson proposed instead of *Dunfermline East* and *Dunfermline West*, two constituencies called Dunfermline and West Fife which would unite the maritime/naval interests of the Dunfermline constituency and the mining/energy interests of the West Fife constituency. Aberdour and Dalgety Bay Joint Action Group expressed dissatisfaction with the proposal to divide the local constituency to produce one area in the west and one in the east and suggested that a more logical division would be for the line to run east and west, resulting in one constituency to the north and the other to the south (coastal). A similar suggestion was made by a resident of North Queensferry. Finally, Thornton Community Council objected to the proposal to include Thornton in *Kirkcaldy*, instead of being included with Glenrothes in *Central Fife*.

68. At our request you agreed to appoint Sheriff Principal R. R. Taylor, Q.C., PhD., Sheriff Principal of Tayside, Central and Fife, to hold a local inquiry into our proposals. The Inquiry was held in the Sheriff Court Annexe, Kirkcaldy on 2nd, 3rd and 13th April 1981. The most radical objection to our proposals was that made on behalf of the four local Conservative Associations that the number of constituencies should not be increased. It was submitted at the Inquiry that the present four-seat structure gives adequate representation and that there were no complaints about it; and that the five-seat proposal could only be achieved by radical alterations which had met with a large number of objections from people in Aberdour, Dalgety Bay, Inverkeithing, North Queensferry and Rosyth. Evidence was led in support of the proposal. The four-seat proposal, if adopted, would produce electorates as follows: East Fife 59,269, Central Fife 61,281, Kirkcaldy 64,160, and Dunfermline 61,679. The assistant Commissioner pointed out in his report that these electorates exceed the electoral quota in all cases by amounts ranging from some 5,600 (10.5%) in East Fife to some 10,500 (19.6%) in Kirkcaldy, and he referred to the fact that Fife Regional Council and Kirkcaldy District Council had accepted the proposal for five constituencies, and Dunfermline and North East Fife District Councils had not objected to five constituencies. He thought that it was clearly in the interests of the electorate of Fife as a whole to have five rather than four representatives. Five Members of Parliament would give Fife more influence in Parliament than four in matters which affect the area, and electors would have better access to their Member if each had a smaller electorate to deal with. Furthermore the Commission had resolved at that stage to allocate 71 seats to Scotland. If Fife took only four, an extra seat would have to be inserted somewhere else in Scotland which would create difficulties having regard to the stage which the review had reached in other parts of Scotland.

* This figure was subsequently altered to 47,700.

69. In relation to the proposals for *Dunfermline East* and *Dunfermline West* the district councillor for Aberdour, representatives of Aberdour, Dalgety Bay and Rosyth Community Councils, residents of those areas and of Inverkeithing and North Queensferry, attended the Inquiry and made statements against the proposals to link their areas with Cowdenbeath and Lochgelly instead of with Dunfermline and, in the case of Rosyth, against the division of the area between two seats. In some cases these statements were supported by petitions signed by numbers of residents ranging from 70 to over 600. Regional Councillor Dr. Davidson presented a detailed and well-documented case against the proposals for *Dunfermline East* and *Dunfermline West* which, he submitted, cut through the two existing natural communities in the area. He proposed instead a Dunfermline constituency consisting of EDs 34, 35 and 40 to 45 and DWs 3, 20 and 22 all in Dunfermline District, and a West Fife constituency consisting of EDs 29, 31, 32, 33, 36 and 37 and DWs 4, 19 and 21, all in Dunfermline District, and ED 19 from Kirkcaldy District. Based on 1978 figures the electorates would be about 48,700 and 46,300, respectively, which correspond closely to the Commission's proposals for *Dunfermline East* and *Dunfermline West*. District ward boundaries had to be used in part because regional electoral divisions did not give a suitable basis for division. Dr. Davidson submitted that his proposals would enable the Member for West Fife to specialise in coal and energy questions and the Member for Dunfermline to specialise in defence and maritime matters. Following an adjournment of the Inquiry until 13th April to give Dunfermline District Council notice of the facts on which Dr. Davidson was relying for his counter-proposal, a statement was submitted by the District Council. The statement indicated that the size, shape and accessibility of each constituency recommended by the Commission were satisfactory, particularly when compared with the proposed West Fife constituency. The real measure of acceptability or otherwise of the Commission's recommendations was the extent to which they ensure adequate Parliamentary representation of varying interests within each of the proposed constituencies. In the District Council's view this was achieved by the provisional recommendations. In the proposed West Fife constituency the majority of the working population are not employed in mining and a substantial number secure employment at Dunfermline, Rosyth and the coastal settlements. According to the District Council's statement these constituents would be gravely disadvantaged if they were to be represented by a Member who could effectively speak only for the few specialised occupational interests in his constituency. In relation to Rosyth it was submitted on behalf of the District Council that DW 26 should be added to DWs 14 and 33 in *Dunfermline East* in order to keep Rosyth intact in one constituency.

70. The assistant Commissioner was impressed by Dr. Davidson's submission and the evidence led in support of it. The electorates under Dr. Davidson's proposals were quite acceptable and the assistant Commissioner was not impressed by any supposed difficulty because of the use, in part, of district ward boundaries rather than regional electoral division boundaries. He pointed out that the Rules do not provide that constituencies should be designed on the basis of common economic interests. Moreover, the proposed West Fife constituency would be long and awkward in shape with Kincardine-on-Forth and Culross at the western end, and somewhat distant from the main centre of population in Cowdenbeath and Lochgelly, and with no direct public transport between them. While the assistant Commissioner thought that it was unfortunate that the Commission's proposed boundary between *Dunfermline East* and *Dunfermline West* would divide the community of Rosyth, he was unable to suggest a way of keeping Rosyth in one constituency which did not involve an unacceptable imbalance between the electorates. It was also unfortunate that the whole of Buckhaven could not be included with Methil in *Central Fife*, and that Thornton could not be included with Glenrothes in that constituency, but these proposals could not be given effect to if due regard was had to the regional electoral division and district ward boundaries and to the electoral quota. As regards the claim by Kirkcaldy District Council that insufficient allowance had been made in *Central Fife* (1978 electorate 51,100) for the growth of Glenrothes, the assistant Commissioner's finding was that, having regard to the electoral divisions in the area, it was not practicable to make greater provision for growth at Glenrothes with an electorate which approximated to the electoral quota, nor did he think it was necessary to do so.

71. The overall conclusion of the assistant Commissioner was to recommend that the Commission's provisional recommendations should be adopted. We found compelling the conclusions of the assistant Commissioner in reviewing our proposals. After due consideration we decided to accept his recommendation and on 12th February 1982 accordingly informed all those who had made representations, and other interested parties, of this decision. A representation was subsequently received from Central Fife Conservative Association, which considered that, given the nature of the alterations to the present constituency, the name *Central Fife* would no

longer be geographically relevant. The Association proposed Leven Valley or, as their second choice, Glenrothes and Levenmouth. We considered this proposal but could see no grounds for departing from the name *Central Fife*. We accordingly recommend the adoption of our provisional recommendations for five county constituencies in Fife Region as follows:

	1978 Electorate
Central Fife C.C.	51,000
Dunfermline East C.C.	48,000
Dunfermline West C.C.	47,200
Kirkcaldy C.C.	52,200
North East Fife C.C.	47,000

GRAMPIAN REGION

72. The Region comprises five constituencies and parts of two others as follows:

- (i) Aberdeen North burgh constituency which is situated wholly within the City of Aberdeen District. The electorate was 65,596 in 1978, 65,038 in 1980 and 65,585 in 1982.
- (ii) Aberdeen South burgh constituency which is also situated wholly within the City of Aberdeen District. The electorate was 65,669 in 1978, 66,259 in 1980 and 66,687 in 1982.
- (iii) East Aberdeenshire county constituency which contains the major part (four-fifths) of Banff and Buchan District (some 44,300 electors) and part (one-fifth) of Gordon District (almost 9,400 electors). The electorate was 53,683 in 1978, 56,150 in 1980 and 58,191 in 1982.
- (iv) West Aberdeenshire county constituency which is divided among three districts, with nearly a half of the electorate (about 32,250 electors) in Gordon District, about 26,850 in the City of Aberdeen District and about 6,750 in Kincardine and Deeside District. The electorate was 65,843 in 1978, 71,555 in 1980 and 75,795 in 1982.
- (v) Banff county constituency which is divided between two districts, with nearly two-thirds of the electorate (some 20,600 electors) in Moray District and the remaining one-third (12,550 electors) in Banff and Buchan District. The electorate was 33,176 in 1978, 33,161 in 1980 and 33,283 in 1982.
- (vi) Part of Moray and Nairn county constituency which is situated in Moray District, the remaining one-fifth of the electorate being divided between Badenoch and Strathspey District (some 1,900 electors) and Nairn District (some 7,050 electors) in Highland Region. The electorate of the part of the constituency in Grampian Region was 35,877 in 1978, 37,492 in 1980 and 40,237 in 1982.
- (vii) Part of North Angus and Mearns county constituency which is divided between Kincardine and Deeside District (some 21,700 electors) and the City of Aberdeen District (some 800 electors), the other half of the constituency being in Angus District in Tayside Region. The electorate of the part of the constituency in Grampian Region was 22,515 in 1978, 24,218 in 1980 and 25,654 in 1982.

73. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 342,359, on which theoretical entitlement is statutorily based, entitles the Region to 6.38 constituencies.
- (b) There are no special geographical considerations which make it desirable that any constituency in the Region should include part of another region.
- (c) Although there is no statutory requirement to take forecast changes in electorate into account we noted that Grampian Region is a growth area because of the exploitation of North Sea oil and gas, and this had been reflected in the increase in the electorate since 1973. In that year the total electorate was 319,552 and in 1978 was 342,359, an increase of 7%. The Region's theoretical entitlement had increased correspondingly from 6.15 seats in 1973 to 6.38 seats in 1978. (In 1980 the total electorate was 353,873, an increase of 3.4% on the 1978 figure, and the theoretical entitlement rose to 6.51 seats.) On the basis of the 1978 entitlement, however, we decided to recommend that the Region should have six constituencies which would produce an average electorate of 57,060, i.e. some 3,400 above the electoral quota. Division of the Region into seven constituencies would result in an average electorate of only some 48,900, i.e. almost 4,750 below the electoral quota.

- (d) The 1978 electorates of Banff and Buchan District (56,858) and Moray District (56,503) were at a level which would justify their creation as constituencies in their own right. The 1978 electorate of the City of Aberdeen District (158,913) was not considered quite sufficient to form three urban constituencies of an acceptable size. In any case, this would have meant that within the framework of six constituencies for the Region, Gordon District (41,620) and Kincardine and Deeside District (28,465) would have to be linked to form one constituency with a 1978 electorate of almost 70,100 which was clearly too large for a rural constituency of such extent. It was therefore decided to leave the former Aberdeen City with two constituencies, and to attach some of the peripheral areas of the City of Aberdeen District to Gordon District, and some to Kincardine and Deeside District, in order to raise their electorates sufficiently to justify their being created separate constituencies.

74. On 18th June 1980 we published our provisional recommendations for two burgh constituencies and four county constituencies in Grampian Region as follows:

- (1) *Aberdeen North* burgh constituency comprising regional electoral divisions 25 to 33 and 48 in the City of Aberdeen District with a total electorate in 1978 of 62,900.
- (2) *Aberdeen South* burgh constituency comprising regional electoral divisions 35 to 41 and 45 in the City of Aberdeen District with a total electorate in 1978 of 55,900.
- (3) *Banff and Buchan* county constituency comprising Banff and Buchan District with a total electorate in 1978 of 56,800*.
- (4) *Gordon* county constituency comprising Gordon District and regional electoral divisions 47 and 49 in the City of Aberdeen District, with a total electorate in 1978 of 54,500.
- (5) *Kincardine and Deeside* county constituency comprising Kincardine and Deeside District and regional electoral divisions 42 to 44 and 46 in the City of Aberdeen District, with a total electorate in 1978 of 55,800.
- (6) *Moray* county constituency comprising Moray District with a total electorate in 1978 of 56,500.

75. No representations on our proposals were received at that stage from Grampian Regional Council. Kincardine and Deeside District Council resolved, for its interests, not to make any representations or objections. East Aberdeenshire, West Aberdeenshire and North Angus and Mearns Conservative and Unionist Associations intimated that they had no objections but reserved the right to comment on any counter-proposals at any local inquiry. About three dozen objections were received, in some cases supported by petitions. The City of Aberdeen District Council represented that, owing to the under-representation of the North East under the proposals, Grampian Region and the part of Tayside Region in Angus District in the present North Angus and Mearns constituency should be divided into seven constituencies: the City of Aberdeen District being divided into three burgh constituencies; and four county constituencies, i.e. Moray (Moray District), Banff and Buchan (Banff and Buchan District excluding ED 12), Gordon (Gordon District and ED 12 from Banff and Buchan District) and Esk and Dee (Kincardine and Deeside District and the rest of the present North Angus and Mearns constituency in Tayside Region). The division of the City of Aberdeen District into three constituencies was supported by, among others, three Constituency Labour Parties and two local branches, four local branches of the Scottish National Party (one of which enclosed a petition with about 375 signatures) and West Aberdeenshire Liberal Association. South Aberdeen Conservative Association, for their part, suggested that EDs 42 and 43 should not be included in *Kincardine and Deeside* but should remain in *Aberdeen South*. The proposal for a constituency straddling the regional boundary was supported by the Rt. Hon. Alick Buchanan-Smith M.P. (Member for North Angus and Mearns), by North Angus and Mearns Liberal Association and by West Aberdeenshire Constituency Labour Party. Mr. Buchanan-Smith also objected on the grounds that adherence to the regional boundary results in an unsatisfactory division of Grampian Region into constituencies; that the Commission had not taken sufficient account of population growth in the Region, e.g. in Stonehaven, Banchory and possibly Portlethen; and that the proposed *Kincardine and Deeside* constituency would be large in area and would embrace a considerable number of differing interests. North Angus and Mearns Liberal Association objected also on the grounds that all the proposed Grampian constituencies have 1978 electorates above the electoral quota, and they suggested that full account should be taken of increases in the electorate since 1978.

* This figure was subsequently altered to 56,900.

76. Banff and Buchan District Council proposed that the three existing constituencies of Banff, East Aberdeenshire and Moray and Nairn, which represent distinct communities of interest, should be retained to allow the effective representation of those interests in Parliament. The retention of the present Banff constituency was strongly supported by Mr. David Myles, M.P. (Member for Banff), the Chairmen of the Constituency Associations of four political parties (with a petition signed by more than 1,900 electors), Banff and Moray and Nairn Conservative and Unionist Associations (the former enclosing a petition with about 3,175 names), Banffshire Constituency Association of the Scottish National Party, three community councils, two local branches of the National Farmers' Union, two other local organisations and a few individuals. A petition organised by Banffshire ministers and priests, with almost 200 signatures, was also received. The retention of the present Moray and Nairn constituency was supported by the local Conservative and Unionist Association.

77. Gordon District Council, supported by West Aberdeenshire Liberal Association, represented that the proposed *Gordon* constituency should comprise Gordon District alone on the ground that the rapidly increasing population and electorate of the District justify a constituency in its own right. Moray District Council recognised the advantage of a constituency being related exactly to Moray District but they were concerned that the overall proposals meant the loss of a Member of Parliament in a rural area. They therefore suggested that the Region should have seven seats, including one substantially similar to the present Banff constituency. The District Council commented that the name "Moray County Constituency" is singularly inappropriate both from the point of view of normal usage and geographical accuracy. The Association of Grampian District Councils also protested at the loss of one Member of Parliament for the area.

78. The Sheriff Principal of Grampian, Highland and Islands was unable to act as assistant Commissioner in this case and you appointed Mr. W. D. Cullen, Q.C., to hold a local inquiry. The Inquiry was held in the Music Hall, Aberdeen on 1st and 2nd June 1981. At the Inquiry evidence was given on behalf of the City of Aberdeen District Council, and by Banff and Buchan District Council, South Aberdeen Conservative Association and Aberdeen South Constituency Labour Party. In addition oral statements were made by about two dozen persons including Mr. David Myles, M.P. (Member for Banff) and Mr. Alexander Pollock, M.P. (Member for Moray and Nairn). The assistant Commissioner also received written submissions from Mr. Buchanan-Smith, M.P., and from Aberdeen North Liberal Association which were read to the Inquiry. After the Inquiry he received a written representation from the Honorary Vice-President of West Aberdeenshire Conservative and Unionist Association, and an additional representation on behalf of South Aberdeen Conservative Association. In making his report the assistant Commissioner also took into account the written representations submitted earlier to the Commission, including the petitions already referred to. The issues raised were discussed under two main heads in his report: firstly, the proposed constituencies of *Aberdeen North*, *Aberdeen South*, *Kincardine and Deeside* and *Gordon*; and, secondly, the proposed constituencies of *Banff and Buchan* and *Moray*.

79. The City of Aberdeen District Council contended that the District should be divided into three constituencies; that Grampian and Tayside Regions should be divided into 12 constituencies, including one for Moray District, one for Banff and Buchan District (less ED 12), one for Gordon District (plus ED 12), and one for Kincardine and Deeside District plus the northern part of Angus District including Montrose and Brechin; and that in any event Grampian Region should be divided into seven constituencies including three for the City of Aberdeen District. Even if Grampian Region was to be divided into six constituencies, three of those should be for the City of Aberdeen District. The evidence led in support of the Council's contention referred to the joint "entitlement" of Grampian and Tayside Regions to 11.89 seats on 1978 figures. It called in question the adequacy of the Registrar General's estimate (based on mid-1979 population estimates) of the increase in electorate of Grampian Region from 1978 to 1983 (i.e. 7.8%) in view of the results of the Region's own 1980 estimates. However, even on the Registrar General's estimate for 1983 the joint "entitlement" would be 12.1 seats. If the Region were divided into six seats, three for the City District would have an average of 53,518 in 1978 and 55,722 in 1983, while the other three constituencies would be on average 60,600 in 1978 and 67,345 in 1983. If, on the other hand, the Region were divided into seven constituencies, three for the City District (for which proposals were produced) would have an average of 53,518 in 1978 and 55,722 in 1983, while the other four constituencies would be on average 45,451 in 1978 and 50,501 in 1983. It was alleged that in their proposals for the City seats, the Commission had failed to incorporate new areas of the City and had removed what were traditionally parts of the City. If there were to be only two City seats,

EDs 43 and 44 and parts of EDs 42 and 45, together with Bridge of Don, should be included in them. In his submission also Mr. Buchanan-Smith referred to the combined "entitlement" of Grampian and Tayside Regions. He too favoured a constituency which straddled the regional boundary and there was nothing to prevent this. He submitted that there are strong ties between North Angus and South Kincardine in the way of services, shopping, hospital facilities and employment, and that a combination of Kincardine and Deeside District with City wards into one constituency would involve a vast area with problems of communication and with no genuine community of interest. If parts of the City were to be included in such a constituency he felt that they should be those parts which had most in common, i.e. residential areas such as DW 36 (Cults) in ED 42, and ED 46 (Peterculter) rather than industrial areas. A cross-border constituency was also supported by North Angus and Mearns Liberal Association with, as an alternative based on six seats for the Region, one each for Moray, Banff and Buchan, and Gordon Districts, two for the City of Aberdeen District and one for Kincardine and Deeside District plus the adjacent parts of the City of Aberdeen District currently in the constituencies of North Angus and Mearns and West Aberdeenshire. The Association also suggested that as only slightly more than half of the *Kincardine and Deeside* constituency would be of the District it should be named "South Grampian", "Dee and Mearns" or "Mearns and Dee". The division of the City of Aberdeen District into three constituencies was supported by Aberdeen North Liberal Association, Aberdeen North and Aberdeen South Constituency Labour Parties, West Aberdeenshire Liberal Association and individual councillors. South Aberdeen Conservative Association proposed that on the basis of two City constituencies *Aberdeen South* should include EDs 42 (Craigton) and 43 (Auchinyell), and that *Kincardine and Deeside* should include EDs 41 (Torry) and 45 (Nigg); and various advantages of this proposal were cited. North Angus and Mearns Conservative and Unionist Association, on the other hand, supported the Commission's proposal to include EDs 42 and 43 in *Kincardine and Deeside*. In regard to interests in Deeside the assistant Commissioner noted that Ballater and Crathie Community Council objected to the inclusion of the Mearns in *Kincardine and Deeside* as the orientation of Deeside is towards Aberdeen and Gordon District. A similar contention was advanced by the Honorary President of West Aberdeenshire Conservative and Unionist Association although that Association itself did not object to the Commission's proposals.

80. Gordon District Council maintained that their proposal that the District on its own should form a constituency was justified having regard to the predicted increase in population. This was forecast by the District Council to increase in the period 1981 to 1991 from 63,000 to 80,000. With the addition of EDs 47 and 49 the increase would be from 85,000 to 117,000. It was submitted that to make the constituency co-extensive with the District would avoid confusion and help the electorate to identify with the constituency. West Aberdeenshire Liberal Association suggested that if any communities were to be added to Gordon District they should be stable ones, such as Brimmond and Dyce, and not New Machar or Old Machar. West Aberdeenshire Conservative and Unionist Association did not object to the Commission's proposal.

81. In his report the assistant Commissioner considered first the question whether Grampian and Tayside Regions should, taken together, have 12 constituencies instead of the 11 proposed by the Commission, with one straddling the regional boundary. He noted that it is stated as a primary rule that "regard shall be had to the boundaries of local authority areas" (Rule 4); and that Rules 5 and 6 are stated as exceptions to its "strict application". Rule 4's injunction is qualified by the words "so far as is practicable". In considering the boundary between Grampian and Tayside Regions it was therefore proper to ask whether it is practicable to adhere to that boundary and whether departure from that boundary is desirable to avoid excessive disparity of the types mentioned in Rule 5, or for geographical considerations as mentioned in Rule 6. The assistant Commissioner added that a regional boundary appeared to be of a more fundamental character in terms of local administration than a district boundary. He noted that although the Commission are to take account of inconveniences and breaking of ties which would be consequent upon the alteration of constituencies, there is an exception for alterations of constituencies made for the purpose of having regard to the boundaries of local authority areas. He stated that the proposition for 12 constituencies involved considerations which went beyond his personal remit and that all he could do was state whether in respect of Grampian Region there are factors and, if so, of what weight, in favour of the proposition. In his view it is not the case that it is impracticable to have regard to, and use, the boundary between the two regions for parliamentary constituency purposes. There were no special geographical considerations against it, in terms of Rule 6. The matter of inconvenience and breaking of ties had been raised but this case was one of alteration of constituencies in the light of changes in local authority areas. It could be represented that there

is an excessive disparity between the electoral quota (53,649) and the electorate in Kincardine and Deeside District (28,465 in 1978) which would justify the invocation of Rule 5. He gave careful consideration to the implications of "hiving off" parts of the City of Aberdeen District which represent in terms of electorate almost half of *Kincardine and Deeside* and concluded that it is not so objectionable in principle that some other course of action is to be preferred. He added that a constituency which included areas of the City District would be less unwieldy than one which included the northern part of Angus District including Montrose and Brechin. If there were to be only two City constituencies, the formation of a Kincardine and Deeside constituency of adequate electorate was made possible. For all these reasons his view was that in respect of Grampian Region there are not factors of sufficient weight to make it desirable to depart from the regional boundary between Grampian and Tayside Regions.

82. The assistant Commissioner next considered the contention that Grampian Region by itself should have seven constituencies, instead of six as proposed by the Commission. In his view this question, too, went beyond his personal remit, other parts of Scotland having competing claims, but he made a number of comments on the matters discussed at the Inquiry. He noted the strong emphasis that was placed on the Region's "entitlement" and the suggestion that the 1983 figures of the Registrar General were too low. He observed, however, that Rule 5 is concerned with an excessive disparity related to the electoral quota at the enumeration date, i.e. in 1978, and that prediction of the position in 1983 and beyond involves a considerable element of speculation. He was unable to resolve the dispute over the adequacy of the Registrar General's estimates for 1983 and could only proceed on those estimates. Consideration of the contention as to how many constituencies should be comprised in Grampian Region could not, in his view, stand apart from the question of how those constituencies should be allocated. There was much to be said for the view that the City of Aberdeen District, considered by itself, is approaching the stage at which it would merit division into three City constituencies. However, on 1978 figures it was just under the electoral quota on average and it had to be borne in mind that a balance has to be struck with rural constituencies in the Region in which the figures are likely to be less than the electoral quota. Further, if the City District was divided into three constituencies it became impossible to divide the rest of Grampian Region into constituencies of adequate electorate without wide departure from district boundaries, to the extent of eliminating at least one district from forming the basis of a constituency. In his view it was no answer to say that rural areas or rural districts are nothing more than conglomerates. The working out of constituencies in Grampian Region in a way which most accords on the whole with the Rules involved, in his view, the rejection of the contention of seven constituencies for the Region including three for the City District. It followed that he also recommended rejection of the proposal that on the footing of six constituencies for the Region there should be three for the City District. Apart from the considerations discussed above, this would involve the electorates of other district constituencies being in excess of the electoral quota and of the electorates in the City constituencies; and this was plainly unacceptable.

83. The assistant Commissioner went on to consider the contention that Gordon District should be treated as a constituency by itself. He noted the evidence on behalf of Gordon District Council and the City of Aberdeen District Council which questioned the estimates of the Registrar General for 1983 and maintained that the northern part of the City District, particularly ED 49, and Gordon District are areas of rapid and continuing growth. The assistant Commissioner stated in his report that it was of some concern to him that the 1978 electorates of the proposed *Gordon* and *Aberdeen North* constituencies are as much as 54,500 and 62,900 respectively, whereas that of *Aberdeen South* is 55,900. On the basis of the material before him he did not recommend a change in the Commission's proposals but he recommended that consideration be given to the best and most up-to-date estimates which are available as to future growth of the electorate of Gordon District and the northern part of the City District before the Commission treated their recommendations as final in regard to the allocation of electorate between *Gordon*, *Aberdeen North* and *Aberdeen South*.

84. Finally, under the first main head, the assistant Commissioner considered the proposal by South Aberdeen Conservative Association that EDs 41 (Torry) and 45 (Nigg) should be included in *Kincardine and Deeside* instead of EDs 42 (Craigton) and 43 (Auchinyell) which should be included in *Aberdeen South*, and Mr. Buchanan-Smith's suggestion that the division between *Aberdeen South* and *Kincardine and Deeside* should be at the division between DWs 35 (Mannofield) and 36 (Cults) in ED 42. As regards the first of these proposals the assistant Commissioner

recognised that Auchinyell and at least DW 35 (Mannofield) are closely linked to the City both in character and in other ways, probably more so than EDs 41 (Torry) and 44 (Kincorth) which are on the other side of the River Dee; and it was unfortunate that *Kincardine and Deeside* would bite so far into the City. However, in what he described as an unsatisfactory situation in which there is no ideal answer, he considered that the Commission's proposal is preferable. Torry and much of Nigg are in the present Aberdeen South constituency and include areas of industry which, in his view, are more appropriate for inclusion in *Aberdeen South*. Moreover he considered that the inclusion of EDs 42 and 43 in *Kincardine and Deeside* forms a logical extension of ED 46 (Peterculter) in so far as it is astride the Deeside Road. As regards Mr. Buchanan-Smith's suggestion the assistant Commissioner recognised that this had attractions in that there is at the boundary between the Cults and Mannofield wards something of a change of character from a rural to an urban environment, and the boundary was close to coinciding with the old City boundary before local government reorganisation. However, the removal of ED 43 and DW 35 would involve the subtraction of an electorate of about 9,675 from a total electorate of 55,800 for *Kincardine and Deeside* on 1978 figures. The assistant Commissioner's view was that this would leave too low an electorate and he was unable to recommend a suitable alternative for subtraction from *Aberdeen South*. Accordingly, subject to his recommendation in regard to up-to-date estimates for Gordon District and the northern part of City District, the assistant Commissioner did not recommend that the objections to the Commission's proposals be sustained. Having regard to the geographical area of *Kincardine and Deeside* he did not consider that the name proposed is inappropriate and he therefore did not recommend that the objection to that name be sustained.

85. Under the second main head the assistant Commissioner considered first the proposed *Banff and Buchan* constituency. It was strongly represented to him at the Inquiry that the present constituency of Banff, which coincides with the old county of that name, should be retained and, along with it, the constituencies of Moray and Nairn and East Aberdeenshire. Mr. David Myles, M.P. (Member for Banff) maintained that it was wrong to break ties after 90 years of the county's existence merely in order to fix boundaries which may not be relevant or popular and to perpetuate them. The main arguments put forward by other witnesses were that Grampian Region is a growth region and "entitled" to seven constituencies, the seventh being Banff; considerations of size and accessibility were relevant, as in Highland Region; there was no real community of interest between Banff and, on the one hand, Moray and on the other, Buchan; Banff has a historical identity, unity and a diversity of its own and its boundaries follow natural features, in particular the Rivers Spey and Deveron. It was also submitted that the Registrar General's population projections for 1979-91 suggested that by 1991 the average electorate of the six proposed constituencies in the Region would be 16% larger than the average for Scotland, whereas the average for seven constituencies would be 1½% smaller. It was emphasised that four political parties in Banff were united in their opposition to the abolition of the constituency. Concern was expressed about the loss of a voice to represent the special rural interest: there was a risk of Banff being treated as the "fringe" of Moray, and of attention being focussed on large areas such as Fraserburgh. The name "Moray" for a county constituency which would include a large part of the former Banff county was greatly resented.

86. As regards *Moray*, Mr. Alexander Pollock, M.P. (Member for Moray and Nairn) advocated the retention of the existing constituency on the following grounds: there was a precedent under the Commission's provisional recommendations in Highland Region for crossing the regional boundary; the electoral quota of 53,649 was 6,300 less than the 1981 electorate of Moray District whereas it was 6,805 more than the 1981 electorate of the present Moray and Nairn constituency (without the part in Badenoch and Strathspey District); if Banff constituency was retained, Rule 5 could be invoked to justify the retention of Moray and Nairn; the Commission's figures did not allow for the work of a Member of Parliament in attending to the interests at RAF Kinloss and RAF Lossiemouth; the adoption of Moray District as a constituency involved a significant increase in area and a question of accessibility; regard should be had to inconveniences attendant upon change; and it was an advantage that there was, as at present, more than one local authority in the constituency. Mr. Pollock, too, was concerned about the loss in Banff of a voice for a rural/coastal constituency. Other witnesses mentioned the growth that was taking place in Moray District and the risk that the proposals would shortly become outdated due to the effects of oil-related development; emphasised the difference in interests between Banff and Moray and Nairn; and objected to the name of Moray for a county constituency.

87. The assistant Commissioner commented in his report that he had been left in no doubt of the widespread, strong and sincere opposition—by the District Council, four political parties,

representatives of farming interests, churches and large numbers of electors—to the loss of Banff constituency. The opposition was not based upon sentiment only but upon practical considerations, and he was sympathetic to it. He pointed out, however, that consideration must be given to the statutory rules which bind the Commission, and to the implications of the retention of Banff. The electorate in 1978 was 33,176 compared with the electoral quota of 53,649. Moreover, assuming that the boundary between Grampian and Highland Regions is to be a constituency boundary, the retention of Banff constituency would leave to the west the part of Moray and Nairn constituency in Grampian Region which would have, on 1978 figures, an electorate of 35,877. In the assistant Commissioner's view each of these electorates is so far removed from the electoral quota as to be unacceptable and, taken together, a total electorate of some 69,000 for a rural seat would be excessive. For these reasons he was forced, with regret, to conclude that the Banff constituency should not be retained and that the case for the retention of Moray and Nairn and East Aberdeenshire constituencies also failed. He concluded also that the boundaries and the names of the new constituencies must follow those of the new local authority areas.

88. In view of the counter-proposals for an additional constituency which would straddle the boundary between Grampian and Tayside Regions, we considered the assistant Commissioner's report at the same time as we considered the report of the assistant Commissioner (Mr. J. T. Cameron, Q.C.) who had held the Inquiry a fortnight earlier into our proposals for Tayside Region. For the reasons explained in paragraph 81 above, Mr. Cullen concluded that in respect of Grampian Region there are not factors of sufficient weight to make it desirable to depart from the regional boundary between Grampian and Tayside Regions. In his report Mr. Cameron, for the reasons explained in paragraph 258 below was unable to recommend acceptance of the proposal in so far as Tayside Region was concerned. It is the case that the Rules do not prohibit the formation of a constituency partly in one region and partly in another, and that they simply require that "regard shall be had to the boundaries of local authority areas". As already explained in Chapter 2, however, we had resolved at the outset of the review that regional boundaries should not be crossed except in the most exceptional circumstances where special geographical considerations made this desirable. As explained in paragraph 73(b) above, in our view there are no such special geographical considerations in Grampian Region (or for that matter in Tayside Region). It is also the case that the Commission are required to take account, so far as they reasonably can, of the inconveniences attendant on alterations of constituencies and of the breaking of local ties, but, as the assistant Commissioner pointed out, there is an exception for alterations of constituencies made for the purpose of having regard to the boundaries of local authority areas, as in this case. With regard to Kincardine and Deeside District we noted and accepted Mr. Cullen's view that the addition to it of areas of the City of Aberdeen District would make the resultant constituency less unwieldy than one which includes the northern part of Angus District, including Montrose and Brechin. For all these reasons we decided to reject the proposal to depart from the regional boundary between Grampian and Tayside Regions.

89. Taking Grampian Region by itself, and its "entitlement", the assistant Commissioner was correct to point out in his report that the Rules relate to disparity from the electoral quota at the enumeration date, i.e. in 1978. In this connection we recalled that the Region's entitlement in 1978 was 6.38 seats and that on the basis of six seats under our proposals the 1978 average electorate (57,060) is nearer the electoral quota (53,649) than the average on the basis of seven seats (48,900), i.e. some 3,400 above the electoral quota compared with almost 4,750 below it. We also noted and accepted the assistant Commissioner's view that consideration of the question as to how many seats there should be in the Region cannot stand apart from the question of how the seats should be allocated. Under our proposals for six seats the 1978 electorates of the four county constituencies range from 54,500 (1.6% above the electoral quota) to 56,900 (6% above it), while those of the two burgh constituencies are 55,900 (4.2% above) and 62,900 (17.2% above). On the other hand, as stated in paragraph 79 above, if the Region were divided into seven seats, including three for the City of Aberdeen District, the average electorate in 1978, on the basis of the figures used by the Council, of the three City constituencies would be 53,518 which is much nearer the electoral quota. However, as we indicated in paragraph 73(d) above, in framing our provisional recommendations we took the view that average electorates of that order were not of quite sufficient size for urban constituencies given that they had to balance the size of rural seats in the Region which were likely to be below the electoral quota. Indeed, if there were three City constituencies, the average electorate in 1978 of the four county constituencies would then be about 45,450, i.e. 15.3% below the electoral quota. In our view, on the basis of 1978 figures, our proposals for six seats accord more closely with the Rules than an allocation of seven seats.

90. As regards *Gordon* the assistant Commissioner recommended that we should consider the best and most up-to-date estimates which are available as to future growth of the electorate of Gordon District and the northern part of the City of Aberdeen District before we treated our recommendations as final in regard to the allocation of electorate between *Gordon*, *Aberdeen North* and *Aberdeen South*. The 1978 electorates of these three constituencies were 54,500, 62,900 and 55,900 respectively, i.e. covering a range of 8,400. The Registrar General's estimate of the 1983 electorate of the Region as a whole was 369,200, i.e. an increase of 7.8% on the 1978 figure. The 1982 electorates of *Gordon*, *Aberdeen North* and *Aberdeen South* were 64,200 (including some 47,300 in Gordon District), 63,700 and 57,300 respectively, i.e. covering a range of 6,900. Population projections for Grampian Region based on the 1981 census results are not yet available but, in any case, we considered that it was sufficient for the purpose of this review to have regard to the figures for actual electorates in 1982, being the latest figures available to us during the review. On the basis of those figures we noted that since 1978 the electorate of *Gordon* has increased by 9,700 (17.8%) while those of the two City constituencies have increased only marginally. While the increase in the electorate of *Gordon* is high we do not consider it to be unacceptable. Accordingly we do not consider that any alteration in our proposals for these three constituencies is called for.

91. As regards the alternative proposals for the inclusion of parts of the City of Aberdeen District in *Aberdeen South* and *Kincardine and Deeside* we decided to reject them for the reasons given by the assistant Commissioner.

92. We turn now to the second main head discussed in the assistant Commissioner's report, i.e. the proposed constituencies of *Banff and Buchan* and *Moray*. Under our provisional recommendations these two constituencies comprise the Districts concerned, with 1978 electorates of 56,900 and 56,500 respectively, i.e. between 5% and 6% above the electoral quota. The 1982 electorates were 60,300 and 60,600 respectively, i.e. about 11% above the 1982 national average, based on 72 seats. As already explained, the present Banff constituency is divided between Moray District and Banff and Buchan District and had an electorate of 33,176 in 1978 and 33,283 in 1982. The present Moray and Nairn constituency is divided between Moray District and two districts in Highland Region, the electorate of the part in Grampian Region being 35,877 in 1978 and 40,237 in 1982. The assistant Commissioner had sympathy with the opposition to the loss of the present Banff constituency but, having regard to the Rules and to the implications of its retention, he was forced to conclude, with regret, that Banff constituency should not be retained. For the reasons that he gave we came to the same conclusion as regards Banff, and also as regards the present Moray and Nairn and East Aberdeenshire constituencies. So far as the name "Moray county constituency" is concerned, we agree that, because of the present statutory requirement, there is no alternative to designating the constituency a "county" constituency and that, as the new constituency is precisely based on the District of Moray, it should be called "Moray county constituency". We have however drawn attention in Chapter 2 to the anomaly in the continued use of the designation "county" (and "burgh") for constituencies in Scotland.

93. On 14th May 1982 we informed all those who had made representations, and other interested parties, that having considered the report of the assistant Commissioner, we had decided not to revise our provisional recommendations for six constituencies in Grampian Region at that time. More than 60 representations were received objecting to this decision. Grampian Regional Council, who had not previously submitted representations, expressed disagreement with the Commission's recommendations, particularly in relation to the proposals for Banffshire, and for Craigton, Auchinyell and Kincorth in Aberdeen. Moray District Council represented that *Moray* should be called "the Moray District Constituency" or, if this was not acceptable, the word "rural" or "landward" or "country" should be used instead of "county". Banff and Buchan District Council, the three Members of Parliament involved earlier, four local political associations, three other organisations and half a dozen individuals repeated earlier objections to various aspects of the proposals. In their representations Mr. Buchanan-Smith and North Angus and Mearns Liberal Association asked that the case for an additional seat for the North East should be reconsidered in the light of the Commission's revised recommendations for an additional seat in Strathclyde Region. Mr. Pollock made a similar point in relation to the case for the retention of the present Moray and Nairn constituency, as did Moray and Nairn Conservative and Unionist Association in relation to the present Banff constituency. A petition was received from about 950 residents in the Mannofield and Braeside areas of ED 42 (Craigton) objecting to the inclusion of those areas in *Kincardine and Deeside*. In addition, more than 40 individuals, mostly residents of the former

county of Banff, objected to the loss of the present Banff constituency, the division of Banff county between *Moray* and *Banff and Buchan* and the use of the name "Moray County" constituency. Some drew attention to the small electorates of the proposed Caithness and Sutherland and Western Isles constituencies and asked that Banff be treated also as a special case.

94. We examined these further representations carefully but concluded that they raised no new points which would justify a departure from the assistant Commissioner's findings and from our provisional recommendations. The allocation of an additional constituency in Strathclyde Region did not seem to us to constitute a valid reason for reconsidering the case for the above-mentioned counter-proposals, since the merits of each case had been fully discussed at the Inquiry and had been rejected by the assistant Commissioner. We could see no justification for treating Banff constituency as a special case on geographical grounds. With regard to the name of Moray county constituency we understood that there was no prospect of legislation during the current review to remove the anomaly in the continued use of the word "county".

95. We accordingly recommend the adoption of our provisional recommendations for two burgh constituencies and four county constituencies in Grampian Region as follows:

	1978 Electorate
Aberdeen North B.C.	62,900
Aberdeen South B.C.	55,900
Banff and Buchan C.C.	56,900
Gordon C.C.	54,500
Kincardine and Deeside C.C.	55,800
Moray C.C.	56,500

HIGHLAND REGION AND THE ISLANDS AREAS

96. We were conscious that special geographical considerations were likely to apply throughout Highland Region and the islands areas and for that reason we decided to consider them together.

97. In Highland Region there are three complete constituencies and parts of two others as follows:

- (i) Caithness and Sutherland county constituency which comprises Caithness District and Sutherland District except for a small area (Kincardine) in the latter District which is in Ross and Cromarty constituency. The electorate was 29,598 in 1978, 30,161 in 1980 and 30,499 in 1982.
- (ii) Inverness county constituency which comprises Inverness District (almost 39,300 electors), the major part (four-fifths) of Lochaber District (some 11,450 electors), the Skye part (four-fifths) of Skye and Lochalsh District (about 6,000 electors) and the major part (three-quarters) of Badenoch and Strathspey District (almost 5,500 electors). The electorate was 62,207 in 1978, 63,364 in 1980 and 65,456 in 1982.
- (iii) Ross and Cromarty county constituency which comprises Ross and Cromarty District (almost 31,100 electors), the mainland part (one-fifth) of Skye and Lochalsh District (some 1,600 electors) and the small area in Sutherland District referred to above (some 500 electors). The electorate was 33,203 in 1978, 31,464 in 1980 and 34,912 in 1982.
- (iv) Part of Moray and Nairn county constituency which comprises Nairn District (some 7,050 electors) and the remaining part (one-quarter) of Badenoch and Strathspey District (some 1,900 electors), the remaining four-fifths of the electorate being in Moray District in Grampian Region. The electorate of the part of the constituency in Highland Region was 8,966 in 1978, 9,367 in 1980 and 9,552 in 1982.
- (v) A small part of Argyll county constituency which lies in Lochaber District, the remainder of the constituency being in Argyll District in Strathclyde Region. The electorate of the part of the constituency in Highland Region was 2,504 in 1978, 2,555 in 1980 and 2,529 in 1982.

98. In the three islands areas Orkney Islands Area and Shetland Islands Area taken together comprise Orkney and Zetland county constituency and the Western Isles Islands Area comprises the Western Isles county constituency. The electorate of Orkney and Zetland constituency was 28,307 in 1978, 29,449 in 1980 and 30,145 in 1982. The electorate of the Western Isles constituency was 22,709 in 1978, 22,791 in 1980 and 22,830 in 1982.

99. The boundaries of the present constituencies in Highland Region and the islands areas have remained unchanged since provision was made for them under the Representation of the People Act 1948.

100. In making our provisional recommendations for Highland Region and the three islands areas we had in mind the following considerations:

- (a) The 1978 electorate of Highland Region of 136,478, on which theoretical entitlement is statutorily based, entitles the Region to 2.54 constituencies.
- (b) Highland Region is the largest area covered by a single unit of local government in Great Britain and comprises almost one-third of the area of Scotland. Having regard to geographical considerations we determined to recommend that three constituencies should be allocated to the Region.
- (c) The electorate of Orkney and Zetland constituency had risen from 26,082 in 1973 to 28,307 in 1978 and was 29,449 in 1980. Because of the continuing increase in the electorate due to oil-related developments, and because of special geographical considerations, no change in the constituency boundary was considered necessary. A change in name to Orkney and Shetland was, however, felt desirable to correspond with the names of the islands areas.
- (d) The electorate of the Western Isles constituency had fallen from 23,328 in 1973 to 22,709 in 1978 and to 22,566 in 1979 but in 1980 rose slightly to 22,791. As the 1978 electorate was very small and expected growth was well below the national average, unlike the expected growth in Orkney and Shetland, we felt that there was a case for combining the Western Isles constituency with a part of Highland Region for electoral purposes, notwithstanding the special geographical considerations and the fact that this would, exceptionally, involve crossing the boundary of Highland Region.
- (e) Within the overall entitlement to three constituencies for the Region we considered that:
 - (i) Because of the special geographical considerations which apply in the area, Caithness District and Sutherland District (including the Kincardine area in the present Ross and Cromarty constituency) should continue to form one constituency notwithstanding the small electorate of some 30,100;
 - (ii) Ross and Cromarty District (1978 electorate almost 31,100) should be combined with Lochaber District (1978 electorate some 13,950) and the mainland part of Skye and Lochalsh District (1978 electorate some 1600) to form one constituency called Ross and Nevis. The remainder of Skye and Lochalsh District would be combined with the Western Isles to form a Western Isles and Skye constituency.
 - (iii) Inverness District (1978 electorate almost 39,300) should be combined with Badenoch and Strathspey District (1978 electorate almost 7,400) and Nairn District (1978 electorate some 7,050) to form one constituency.

As regards the proposed Ross and Nevis constituency the inclusion of the mainland part of Skye and Lochalsh District was felt desirable as a connecting landward link between Ross and Cromarty District and Lochaber District. We recognised that the proposed constituency would be very large geographically (although with an electorate about 6,750 below the electoral quota) but, given our proposals for the Region as a whole, we were unable at that stage to devise a more acceptable alternative having regard to the Rules.

101. We concluded therefore that:

- (a) No alteration should be made in the boundary of the existing Orkney and Zetland county constituency comprising Orkney Islands Area and Shetland Islands Area with a total 1978 electorate of some 28,300, but that the name should be changed to Orkney and Shetland county constituency.
- (b) Highland Region, together with the Western Isles Islands Area, should be divided into four county constituencies as follows:
 - (1) *Caithness and Sutherland* comprising Caithness District and Sutherland District with a total electorate in 1978 of 30,100;
 - (2) *Inverness* comprising Badenoch and Strathspey District, Inverness District and Nairn District, with a total electorate in 1978 of 53,700;
 - (3) *Ross and Nevis* comprising Lochaber District, Ross and Cromarty District and regional electoral division 23 in Skye and Lochalsh District with a total electorate in 1978 of 46,900; and

- (4) *Western Isles and Skye* comprising the Western Isles Islands Area and regional electoral divisions 24 and 25 in Skye and Lochalsh District with a total electorate in 1978 of 28,500.

We published our provisional recommendations for Highland Region and the islands areas on 18th June 1980.

102. We received a total of more than 40 representations, including several petitions, on our proposals. Highland Regional Council suggested four county constituencies, namely (1) Caithness and Sutherland (as in our proposals), (2) Ross, Skye and the Aird comprising Ross and Cromarty District, Skye and Lochalsh District, and EDs 31, 32, 33, 41, 41A and 42 in Inverness District (electorate 53,100), (3) Central Highlands comprising Badenoch and Strathspey District, Lochaber District, Nairn District and the remainder of Inverness District, i.e. EDs 34 to 39, 39A and 40 (electorate 52,600) and (4) Western Isles comprising the Islands Area only (electorate 22,700). Inverness District Council supported the Commission's proposals for that District and opposed the counter-proposal of Highland Regional Council to split the District. Lochaber District Council represented that the proposed *Ross and Nevis* constituency would be impracticable having regard to the special geographical features of the area and, in particular, the existing lines of communication. The Council suggested instead a constituency comprising Lochaber, Badenoch and Strathspey, and Skye and Lochalsh Districts (electorate less than 29,000). Nairn District Council supported the inclusion of the District with Inverness and Badenoch and Strathspey Districts in a Highland Region constituency but suggested that the name of the constituency should include Nairn. Ross and Cromarty District Council represented that Skye should be added to the existing Ross and Cromarty constituency to form a Ross and Cromarty and Skye constituency (electorate 34,800). Sutherland District Council supported representations made to them by the electors of Kincardine parish who wished to remain in the existing Ross and Cromarty constituency and not to be transferred to *Caithness and Sutherland*. The Western Isles Islands Council and Skye and Lochalsh District Council, the latter supported by Portree Community Council, objected to the proposal to combine Skye and the Western Isles to form a constituency on the grounds that there are no economic, social or geographical links between the two areas. No representations were received from Orkney and Shetland Islands Councils or from Badenoch and Strathspey District Council.

103. The Rt. Hon. Hamish Gray, M.P. (Member for Ross and Cromarty) expressed the view that the *Ross and Nevis* constituency would be a ghastly mistake and offered to present alternative proposals at a local inquiry. Mr. John J. MacKay, M.P. (Member for Argyll) indicated that his constituents reluctantly accepted that it was logical for Lochaber District to be in one constituency and that they therefore accepted that they must leave the Argyll constituency. They were very concerned, however, about *Ross and Nevis* and suggested that Lochaber should be joined with Inverness instead of with Ross and Cromarty, as communications were on a Fort William to Inverness axis. If no satisfactory solution could be found encompassing his constituents in a reasonably sited constituency with good communications and common interests, at least the part of the present Argyll constituency from Kinlochleven to Duror should be left as it is. Inverness Conservative Association represented initially that Skye should continue to be part of a mainland constituency; that the Skye and Lochalsh/Lochaber district boundary presents a formidable barrier to communications; that while the proposed *Inverness* constituency is a vast improvement on the present Inverness constituency this is to the detriment of the neighbouring districts; and that it should be named Inverness and Nairn. Moray and Nairn Conservative and Unionist Association wished to retain the existing Moray and Nairn constituency. Inverness Constituency Labour Party accepted with reluctance the splitting of the Inverness constituency. Inverness Constituency Liberal Association enclosed a petition with some 650 signatures objecting to the addition of Skye to the Western Isles constituency and of Lochaber District to Ross and Cromarty constituency. They also objected to Highland Regional Council's counter-proposals because they split the former burgh of Inverness. In the Association's view it was best to leave the present constituencies in the Region and Western Isles as they stand but, if some adjustment was essential, they suggested the addition of Nairn District and the Strathspey regional electoral division (2,200 electors) to Ross and Cromarty constituency (electorate 43,000), an Inverness constituency (electorate 65,500) and a Western Isles constituency (electorate 22,700). Ross and Cromarty Liberal Association objected to *Ross and Nevis* on the grounds that the difficulties of communication would deny the electorate effective representation. Inverness Constituency Association of the Scottish National Party objected to the break-up of the present Inverness constituency by detaching Lochaber and Skye and adding Nairn in their place, and they supported Highland Regional Council's counter-proposals

for the Inverness area. Representations were also received from eight community councils, one local organisation and three individuals (one of whom enclosed a petition with about 130 signatures) objecting to *Ross and Nevis*; from one community council which did not wish the boundary of the present Inverness constituency to be changed; from Moray and Nairn Executive of the National Farmers' Union who objected to the inclusion of Nairn with Inverness and preferred the *status quo*; and from two residents of Dunvegan who did not wish Skye and Lochalsh to be joined to the Western Isles constituency.

104. The Sheriff Principal of Grampian, Highland and Islands was unable to act as assistant Commissioner in this case and you appointed Mr. W. D. Prosser, Q.C., to hold a local inquiry. Following the publication of 1st May 1981 of the notice that the Inquiry would open on 8th June a number of further representations were received. Mr. Robert MacLennan, M.P. (Member for Caithness and Sutherland) indicated that he did not support the proposal of Sutherland District Council that Kincardine parish should be excluded from *Caithness and Sutherland* and that he considered the balance of convenience lay with the Commission's proposals. Ross and Cromarty Conservative Association, on behalf of the Argyll, Caithness and Sutherland, Inverness, Moray and Nairn, Ross and Cromarty, and Western Isles Conservative Associations, proposed that the present Western Isles constituency should remain unchanged, leaving Skye with the mainland and thus maintaining the integrity of Highland Region. They suggested four constituencies for the Region, namely (1) Caithness and Sutherland (2) Ross and Cromarty comprising that District and ED 23 in Skye and Lochalsh District (electorate 32,900); (3) Inverness West and Lochaber comprising EDs 31 to 33, 41, 41A and 42 and DW 7 in Inverness District, Lochaber District and EDs 24 and 25 in Skye and Lochalsh (electorate 36,800); and (4) Inverness East and Nairn comprising EDs 35 to 39, 39A and 40 and DW 8 in Inverness District, Nairn District and Badenoch and Strathspey District (electorate 36,900). They submitted for consideration, if their four constituency scheme was unacceptable, an alternative scheme for three constituencies, namely (1) Caithness and Sutherland; (2) Ross, Cromarty and Skye comprising those Districts and EDs 41 and 41A and 42 in Inverness District (electorate 44,200); and (3) Inverness and Nairn comprising Badenoch and Strathspey, Lochaber and Nairn Districts and the remainder of Inverness District (electorate 62,100). As in the case of the earlier representations a copy of these representations was forwarded to the assistant Commissioner. At the Inquiry a petition signed by more than 70 residents of the Small Isles (including some from Canna and Rhum), and one signed by more than 70 residents of Lochaber District, were submitted to the assistant Commissioner.

105. At the Inquiry evidence was given, or statements were made, on behalf of Highland Regional Council, Inverness District Council, Skye and Lochalsh District Council, Lochaber District Council, Western Isles Islands Council, Mr. Hamish Gray, M.P., Mr. Alexander Pollock, M.P. (Member for Moray and Nairn) and the local Conservative and Unionist Association, the Conservative Associations of Argyll, Caithness and Sutherland, Inverness, Ross and Cromarty and Western Isles, Invernesshire Constituency Labour Party, Ross and Cromarty Liberal Association, Mr. Russell Johnston, M.P. (Member for Inverness) and the Constituency Liberal Association, Ross and Cromarty Association of the Scottish National Party and Moray and Nairn branch of the National Farmers' Union. In his report the assistant Commissioner explained that in addition to oral statements or evidence, certain written representations were received from the above and from other persons and bodies who did not make further representations by appearing at the Inquiry. The assistant Commissioner took these into account along with the oral material.

106. In his report the assistant Commissioner stated that he was satisfied that the small Kincardine area in Sutherland District which lies in the present Ross and Cromarty constituency should not be separated from the rest of Sutherland District but should, as in our proposals, be included with the rest of Sutherland District in *Caithness and Sutherland*.

107. After summarising the principal alternative proposals for the remaining areas, as outlined in paragraphs 102 and 103 above, the assistant Commissioner discussed the main considerations which, in his view, would determine solutions in the light of the Rules, namely regional and district boundaries, ties and affinity, practicability and the electoral quota and numbers.

108. As regards regional boundaries it did not appear to the assistant Commissioner that there was any real (far less overriding) force, upon the evidence and submissions, in an argument for keeping to these boundaries if a "cross-border" solution could resolve other difficulties. Thus if the Skye/Western Isles solution met other requirements of affinity and practicability, or resolved the problem over the quota; or if "hiving-off" Skye resulted in other constituencies becoming

practicable, he should not recommend giving the regional boundary priority. Similarly, if relieving any Inverness constituency of Nairn (or Nairn and Strathspey, or indeed the whole of Badenoch and Strathspey) were to "cut some knot", and if those areas could in other terms be acceptably taken into a cross-border constituency, he should regard it as appropriate to consider such a solution without hesitating unduly over the regional boundary. He considered that the general problem of devising a satisfactory pattern of constituencies in the area as so intractable that he would regard Rules 5 and 6 as warranting this approach. Similarly, in regard to district boundaries, he considered it quite likely that some departure from district boundaries might be desirable in terms of the Rules.

109. So far as ties and affinity were concerned there was strong evidence, which the assistant Commissioner accepted, of an absence of such ties between Skye and the Western Isles, and between Lochaber District and Ross and Cromarty District. On the other hand, there was evidence of the presence of such ties between Skye and either Ross or Lochaber; between Nairn (and indeed the whole of Badenoch and Strathspey) and either Morayshire or Inverness; between the Airds area (extending to EDs 41, 41A and 42 in Inverness District) and either Ross or Inverness; and between the people of the former burgh of Inverness on either side of the river. A split of Lochaber District, removing the areas in the present Argyll constituency, did not appear to have broad support, although Mr. MacKay, M.P. (Member for Argyll), had objected on these lines against *Ross and Nevis*. While these aspects of local community feeling were plainly important the assistant Commissioner did not find it easy to decide what weight they should receive if other considerations ran against them. Overall he came to the view that in landward areas the absence of ties would not be a determinative reason for rejecting a proposal which, in terms of practicability and otherwise, appeared good; and that the presence of ties will be unlikely to rule out a particular separation if the proposal otherwise made sense. In each case, a readjustment of thinking could be hoped for as a result of the scheme's evident practicability; and even where a split of district was involved the assistant Commissioner regarded the question of practicability as the crucial one. In relation to the old burgh, as opposed to landward areas, he had greater misgivings as regards the question of ties and community feeling. He was not satisfied that analogies with split city constituencies, or even split districts where town and landward areas are both divided, were helpful. The "split" proposals which were suggested to him did not merely divide the old burgh so as to produce two "mixed" halves to the District. Each part would be linked with other more or less remote parts of the Region. Quite apart from any question of practicability or logic, he considered that the objections to such a split on these social or community grounds had some force, and he said he would find it difficult to recommend such a scheme, for these reasons, if any practicable alternative were available.

110. As to practicability, the evidence before the assistant Commissioner showed that the difficulties of a far-flung constituency with poor communications are substantial, affecting not only the initial finding of a willing candidate and the conduct of a campaign, but the general availability of a Member to his constituents and the running of the party organisation. Quite apart from the objections based on lack of affinity, the evidence on both *Ross and Nevis* and *Western Isles and Skye* revealed a virtually uncontested belief that these proposed constituencies would each be unworkable or intolerably difficult. As regards *Western Isles and Skye* the evidence stressed the very limited communication routes between the two parts of the constituency and within the Western Isles. The difficulties were borne out in other evidence, and the assistant Commissioner saw no good ground for rejecting this evidence. He accordingly came to the view that *Western Isles and Skye* would be either unworkable or so close to it as to render it an unacceptable solution. As regards *Ross and Nevis* the evidence was equally unanimous and forcible and he came to the same view on that proposed constituency.

111. The assistant Commissioner went on to comment on practicability in relation to other possible constituencies based on Ross and Cromarty District and Inverness District. As regards the former the evidence was to the effect that the problems are already substantial with the existing Ross and Cromarty constituency, but in terms of practicability the addition of Skye would be manageable (as the addition of Lochaber District would not) and that, having regard to its more "central" position, the landward part of Inverness District to the west of the Great Glen could also be managed, making little real difference to the difficulties. The assistant Commissioner regarded that assessment as reasonable. As regards Inverness District there was some difference of evidence since Mr. Russell Johnston, M.P. (Member for Inverness) regarded the present constituency as workable, while others saw it (even without adding Nairn and other areas) as

"an impossible constituency to organise". It appeared to the assistant Commissioner that the present constituency (retaining Skye) would reach the "unworkable" stage if there were added the parts of Highland Region in the present Moray and Nairn constituency with or without the part of Lochaber District in the present Argyll constituency. However, if Skye were removed its replacement by Nairn would in practical terms (although not numerically) lessen the difficulties materially and produce a constituency which would be, in the words of one witness, "just tolerable". With a large concentration of electorate in or fairly close to the former burgh of Inverness a numerically greater electorate could be workable.

112. So far as the electoral quota and numbers are concerned it did not appear to the assistant Commissioner that the evidence or statements that he had received could greatly add to the Commission's basis of judgement in trying to adhere to the quota. He took the view that any major departure from the quota to a lower figure must be justified by unacceptable or quite strongly undesirable features in any solution which could stick more closely to the quota. Accordingly if two practicable constituencies could be devised for Highland Region (in addition to *Caithness and Sutherland*) they should, in his view, be adopted without recourse to other solutions. These other solutions might produce a greater degree of numerical parity within Highland Region and the islands areas but they would increase the number of constituencies there and thus the number of constituencies with an electorate far below the quota. To try to hold to the quota where one can was not, in his view, merely to play a "numbers game": the quota represented a fundamental equity and a departure from it, as he read the Rules, required justification in the specific case, without consequential reductions elsewhere to produce a local parity at this lower level. Moreover, he did not understand the evidence to suggest that the small electorates in *Caithness and Sutherland* or in the Western Isles, were seen as unfair or unacceptable when contrasted with a much bigger electorate in an Inverness-based constituency. If anything, the view was that the addition of the Skye electorate to the Western Isles electorate was a rather trivial improvement of the serious discrepancy, and that the size of the mainland constituencies should depend on their manageability. Equally, an over-large electorate in Inverness-shire appeared acceptable provided it was workable.

113. The assistant Commissioner then proceeded to make a comparison of the proposed alternatives to our provisional recommendations. He regarded both *Western Isles and Skye* and *Ross and Nevis* as unacceptable in terms of practicability. Even if this view were too pessimistic he saw each as so doubtfully workable that the absence of affinity was not over-ridden by the proposal making practical sense. Since no area other than Skye was put forward as workable with the Outer Isles he concluded that the Western Isles should remain as a separate constituency, despite its very small electorate. He was reinforced in this view by the facts that, even with Skye, the constituency would have been far off the quota, and that Skye could in his view be absorbed into (and indeed would improve, in quota terms) a mainland constituency. As regards *Ross and Nevis* he considered that, even if he was wrong in seeing it as impracticable, its defects in terms of difficulty and absence of affinity rendered it seriously inferior to other proposals.

114. One group of alternative proposals preserved the present Inverness constituency, with or without extending it to take in Nairn, etc. The assistant Commissioner considered that the present constituency (1978 electorate over 62,000) is perhaps just practicable. Upon the evidence Nairn and Strathspey might acceptably remain in a Moray and Nairn constituency but he did not know whether that was practicable in Grampian terms. In any event he considered that Skye could more acceptably be joined with Ross and Cromarty District, improving both the practicalities in the Inverness constituency and the relationship to quota in both constituencies. He therefore rejected the proposal for the *status quo* which had been supported by the Liberal Association. He regarded the suggestion, made by Inverness District Council at the Inquiry, that the present Inverness constituency should be extended to take in Nairn, etc. (total electorate over 74,000) as producing an unworkably large constituency geographically and numerically.

115. Another suggested solution involved one constituency consisting of Skye and Lochalsh District, Ross and Cromarty District and the Airds (electorate about 44,500) and another consisting of the rest of Inverness District together with Badenoch and Strathspey District, Lochaber District and Nairn District (electorate about 61,900). The assistant Commissioner regarded the proposal to expand Ross and Cromarty District by taking in Skye and Lochalsh District and the Airds in Inverness District (EDs 41, 41A and 42) as giving a workable constituency; and in terms of affinity an acceptable one. To split Inverness District might be considered undesirable and, even without the Airds area, the linking of Skye and Lochalsh with Ross and Cromarty would give an appreciable

improvement in approximating to the quota. The more positive reason for transferring that part of Inverness District lay in the abiding need to limit the electorate of the Inverness-based constituency. Without that transfer the assistant Commissioner said he would regard that constituency as dangerously close to unworkability as well as undesirably in excess of quota. He doubted the wisdom of splitting Lochaber District by a cross-border constituency, although the numerical and geographical advantages were quite material. If Nairn and Strathspey could not remain in a Moray and Nairn constituency, he therefore saw the transfer of the Airds as acceptable and justified. If that transfer was effected he regarded the Inverness, Nairn, Badenoch and Strathspey and Lochaber constituency as workable. Although its electorate of almost 61,900 would be undesirably high it would be better located than the electorate of the present constituency and could, in his view, be adequately represented. That being so, he regarded the excess above the quota as justified by the Rules. He suggested, however, that a materially preferable result would be the retention of Inverness District as a whole, with a cross-border constituency leaving Nairn and Strathspey in a Moray and Nairn constituency. He could not, however, advise whether this pressure in favour of such a cross-border constituency was enough to alter dispositions in Grampian Region, but the reduced Inverness electorate (some 58,700) was really what would be best for the rest of Highland Region.

116. The final group of solutions made a more radical split in Inverness District by splitting Inverness town (whether with an extra constituency or not). If an extra seat were provided, Ross and Cromarty District would be enlarged only by adding ED 23 of Skye and Lochalsh District; an Inverness West and Lochaber constituency would consist of Skye and Lochalsh District, Lochaber District and all parts of Inverness District west of the Great Glen and the River Ness; and an Inverness East and Nairn constituency would consist of the remainder of Inverness District (to the east of the river and thus including most of the town of Inverness) together with both Nairn District and Badenoch and Strathspey District. This solution would achieve three mainland seats in addition to *Caithness and Sutherland*, of a size comparable with that constituency, but each far below the electoral quota. However, since the assistant Commissioner regarded the solution referred to in paragraph 115 above as practicable and acceptable, even without a "hidden" extra seat in the cross-border constituency, he did not regard the creation of an extra seat as appropriate. In addition to his view that one was not forced to create an extra seat, he regarded the proposal as undesirable. As indicated in paragraph 109 above, this proposal would not merely divide the former burgh so as to produce two "mixed" halves to the District, but each part would be linked with other more or less remote parts of the Region, notably the western part of the town, along with the Airds, being joined to Lochaber and Fort William. If an "extra seat" scheme had produced a truly "natural" breakdown of the area the assistant Commissioner would have regarded it as a serious contender since even the workable scheme referred to in paragraph 115 above has undesirable features. But the extra-seat version, in addition to its implicit rejection of the quota for the whole Region, produced in his view an unnatural breakdown in social and community terms. He therefore saw it as unacceptable, given a workable alternative.

117. The proposal by Highland Regional Council for a two-seat scheme, which also split Inverness town, involved the creation of one constituency, "Ross, Skye and the Airds" comprising not only Ross and Cromarty District and Skye Lochalsh District plus the Airds (EDs 41, 41A and 42) but also the town EDs 31, 32 and 33; and a "Central Highlands" constituency comprising Lochaber, Badenoch and Strathspey, and Nairn Districts and the remaining (easterly) regional electoral divisions of Inverness District. This scheme was numerically attractive since it gave two very equal constituencies which conformed to the electoral quota. However, the evidence as to the difficulty of the present Ross and Cromarty constituency suggested to the assistant Commissioner that the limit of reasonable practicability had been reached when Skye and the three landward Airds regional electoral divisions are added, without the western part of the former Inverness burgh. Equally, despite the high electorate of the Inverness-based constituency (almost 61,900) it appeared to him that it would be more manageable (and more socially coherent) than might at first sight appear. If anything more were to be hived off from it, the old Moray and Nairn constituency areas made more sense than part of the former Inverness burgh. The assistant Commissioner's misgivings as to splitting the former burgh so as to link one part of it with a far-flung Ross and Skye constituency, and the other part with Lochaber District, were substantial. Weighing the numerical advantages of this proposal against the scheme described in paragraph 115 above, he came fairly firmly to the view that the latter scheme, with its high but relatively concentrated population, is a more realistic, and likely to be a more acceptable, solution.

118. The assistant Commissioner concluded his report by recommending as follows:

- (A) If practicable in terms of Grampian constituencies, that those parts of Highland Region presently in Moray and Nairn constituency remain in a cross-border constituency along with parts of Grampian Region;
- (B) That unless positively desirable in terms of Strathclyde constituencies, those parts of Highland Region presently in Argyll constituency be included with the rest of Lochaber District in a constituency which does not cross the regional boundary into Strathclyde;
- (C) That the Commission's provisional recommendation for a county constituency of *Caithness and Sutherland* comprising Caithness District and Sutherland District, with a total electorate in 1978 of 30,100, be maintained;
- (D) That the Commission's remaining recommendations in respect of Highland Region and the Western Isles Islands Area be not maintained, but be replaced with recommendations as follows:
 - (1) That the Western Isles Islands Area be constituted a single county constituency with a total electorate in 1978 of 22,709.
 - (2) That Highland Region be divided into three county constituencies as follows:
 - (a) Caithness and Sutherland, as at "C" above;
 - (b) Ross, Cromarty and Skye, comprising the Districts of Ross and Cromarty and Skye and Lochalsh, together with EDs 41, 41A and 42 in Inverness District, with a total electorate in 1978 of 44,486; provided however that if recommendation "A" above receives effect, the said three regional electoral divisions in Inverness District be not included, and the third constituency comprise only Ross and Cromarty and Skye and Lochalsh Districts with a total electorate in 1978 of 38,677.
 - (c) Inverness, Nairn and Lochaber, comprising Inverness District (except EDs 41, 41A and 42) together with Nairn District, Badenoch and Strathspey District and Lochaber District, with a total electorate in 1978 of 61,877; provided that if recommendation "A" above receives effect, the said three divisions be included also in this constituency (and the whole of Nairn District, together with the part of Badenoch and Strathspey District in the present Moray and Nairn Constituency, excluded therefrom) with a total electorate in 1978 of 58,720.

119. In view of recommendation "A" we considered the assistant Commissioner's report at the same time as we considered the report of the assistant Commissioner (Mr. W. D. Cullen, Q.C.) who held the Inquiry a week earlier into our proposals for Grampian Region. In his report Mr. Cullen regarded the case for the retention of the present Moray and Nairn constituency as being so heavily dependent upon the case for the retention of the present Banff constituency (which he was unable to accept) that the case for Moray and Nairn constituency failed also; and we accepted this finding. While we accepted Mr. Prosser's view (paragraph 115) that a cross-border constituency leaving Nairn and Strathspey in Moray and Nairn would be materially preferable from the point of view of retaining the whole of Inverness District in one constituency, we did not consider that this was sufficient justification for altering the disposition of constituencies in Grampian Region. We therefore decided to reject his recommendation for the retention of a cross-border constituency involving Grampian and Highland Regions. As regards recommendation "B" we were satisfied that the part of Highland Region in the present Argyll constituency should be included with the rest of Lochaber District in a Highland Region constituency. We noted recommendation "C" to maintain our provisional recommendations for *Caithness and Sutherland*. For the reason given by the assistant Commissioner in his report we decided to accept recommendation "D" but in the case of 2 (b) and (c) on the basis that recommendation "A" did not receive effect.

120. On 18th May 1982 we published our revised recommendations for three county constituencies in parts of Highland Region and the Western Isles as follows:

- (1) *Inverness, Nairn and Lochaber* comprising regional electoral divisions 31 to 39, 39A and 40 in Inverness District, Badenoch and Strathspey District, Lochaber District and Nairn District, with a total electorate in 1978 of 61,900.
- (2) *Ross, Cromarty and Skye* comprising Ross and Cromarty District, Skye and Lochalsh District and regional electoral divisions 41, 41A and 42 in Inverness District with a total electorate in 1978 of 44,500.

(3) *Western Isles* comprising the Western Isles Islands Area with a 1978 electorate of 22,700.

No alterations were made in the name or contents of the proposed *Caithness and Sutherland* county constituency with a 1978 electorate of 30,100, or of the proposed *Orkney and Shetland* county constituency with a 1978 electorate of 28,300.

121. We received about 20 representations on our revised recommendations. Many, including those from Highland Regional Council, Inverness and Lochaber District Councils, Mr. Alexander Pollock, M.P., and several local political associations, repeated earlier representations and counter-proposals. Several representations, including those from the regional councillor for ED 41A (Charleston) in the former burgh of Inverness, the district councillor for the Kinmylies ward in that division (who enclosed a petition signed by more than 500 electors) and community councils in the area, objected strongly to the inclusion of ED 41A in *Ross, Cromarty and Skye*. A few others objected to the inclusion of EDs 41, 41A and 42 (in Inverness District) in that constituency. In their representations Mr. Pollock, Moray and Nairn Conservative and Unionist Association and a few individuals asked that the retention of the present Moray and Nairn or Banff constituencies, or the case for an additional seat in Highland Region, should be reconsidered in the light of the Commission's revised recommendations for an additional seat in Strathclyde Region. The Western Isles Islands Council noted with satisfaction the revised recommendations that Skye should not be linked with the Western Isles. No further representations were received from Skye and Lochalsh District Council but Portree Community Council objected to any change of constituencies as they affect Skye.

122. We examined these representations carefully but concluded that they did not raise any new points which would justify a departure from the assistant Commissioner's findings and from our revised recommendations. As in the case of Grampian Region, it did not seem to us that the allocation of an additional seat in Strathclyde Region constituted a valid reason for reconsidering the case for the retention of Moray and Nairn constituency or for an additional seat in Highland Region. As regards the former the assistant Commissioner had recommended that, if practicable in terms of the constituencies in Grampian Region, the Moray and Nairn constituency should be retained, but we had rejected this recommendation having regard to the disposition of constituencies in Grampian Region. As regards the latter the assistant Commissioner had concluded that the creation of an extra seat in Highland Region was neither necessary nor appropriate and we had accepted his conclusion. As regards the objections to the inclusion of EDs 41, 41A and 42 in *Ross, Cromarty and Skye* the assistant Commissioner had recognised that the removal of these areas, particularly ED 41A, from Inverness District might be undesirable but the principal reason was to limit the electorate of the Inverness-based constituency which would be almost 61,900. The 1978 electorate of EDs 41, 41A and 42 was some 5,800, and the 1982 electorate of ED 41A alone was some 2,300.

123. On 31st August 1982 we informed those who had made representations, and other interested parties, that having considered the representations made against the revised recommendations, the Commission had decided that they should not make any alterations to those recommendations. Further representations about the division of Inverness District were received from Inverness District Council, supported by Mr. Russell Johnston, M.P., and from a community council in the Beaulieu area. In addition, Skye Branch of the Labour Party represented that Skye should be joined with the Western Isles constituency. We gave due consideration to these further representations but we decided to adhere to our revised recommendations.

124. We accordingly recommend the adoption of our revised recommendations for three county constituencies in Highland Region as follows:

	1978 Electorate
Caithness and Sutherland C.C.	30,100
Inverness, Nairn and Lochaber C.C.	61,900
Ross, Cromarty and Skye C.C.	44,500

125. We also recommend the adoption of our proposals for two county constituencies in the islands areas as follows:

	1978 Electorate
Orkney and Shetland C.C.	28,300
Western Isles C.C.	22,700

LOTHIAN REGION

126. The Region comprises seven whole constituencies and parts of three others as follows:

- (i) Six of the existing seven Edinburgh burgh constituencies are within the City of Edinburgh District, as is the greater part (almost four-fifths) of the remaining constituency (Edinburgh East). The electorates in 1978, 1980 and 1982 were as follows:

	1978	1980	1982
Edinburgh Central	38,510	37,451	37,425
Edinburgh East (part)	44,832	44,640	44,997
Edinburgh Leith	37,869	36,997	36,881
Edinburgh North	46,097	45,190	45,306
Edinburgh Pentlands	59,384	59,249	59,941
Edinburgh South	58,645	59,815	60,585
Edinburgh West	54,967	56,100	57,398

The electorate of the remaining part of Edinburgh East in East Lothian District was 13,209 in 1978, 13,081 in 1980 and 13,059 in 1982.

- (ii) The major part (almost three-quarters) of Berwick and East Lothian county constituency which is situated in East Lothian District, the remaining quarter being in Borders Region. The electorate of the part in Lothian Region was 43,722 in 1978, 44,791 in 1980 and 46,194 in 1982.
- (iii) Virtually the whole of Midlothian county constituency which comprises Midlothian District (almost 59,300 electors, i.e. 60% of the total electorate) and parts of the other three districts in the Region: West Lothian District (some 23,900 electors), the City of Edinburgh District (almost 11,800 electors) and East Lothian District (almost 3,300 electors). A small part (almost 900 electors) is situated in Ettrick and Lauderdale District in Borders Region. The electorate of the part of the constituency in Lothian Region was 98,257 in 1978, 102,444 in 1980 and 104,342 in 1982.
- (iv) The major part (more than 85%) of West Lothian county constituency which comprises about two-thirds of West Lothian District (some 66,000 electors) and part of the City of Edinburgh District (about 7,200 electors). The remainder is situated in Falkirk District in Central Region. The electorate of the part of the constituency in Lothian Region was 73,235 in 1978, 77,180 in 1980 and 79,968 in 1982.

127. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 568,727, on which theoretical entitlement is statutorily based, entitles the Region to 10.6 constituencies.
- (b) There are no special geographical considerations which would justify the inclusion in any constituency of a part of any other region.
- (c) Although there is no statutory requirement to take forecast changes in electorate into account we noted that some growth in the electorate was expected in the period up to 1983. However, if 11 seats were allocated to the Region, which would include several city seats, the average 1978 electorate (about 51,700) would be about 1,850 below the electoral quota. That apart, not all theoretical entitlements could be rounded up, given our conclusion at that initial stage that the total number of seats in Scotland should remain at 71. Although the Region's theoretical entitlement was nearer 11 than 10, for the reasons given above we concluded that only 10 seats should be allocated.
- (d) A complete revision of the existing constituency boundaries in the City of Edinburgh District was considered necessary because the electorates of some constituencies were well below the electoral quota and were falling, while others were well above the quota and were rising. In recent years (1977-80) the total electorate of the District had remained virtually static at almost 360,000 but the theoretical entitlement had fallen from 6.75 in 1977 to 6.62 in 1980. For these reasons we felt that the City of Edinburgh District should lose a constituency which could then be used to ease the situation in West Lothian District whose electorate was almost 90,000 in 1978 and exceeded 95,000 in 1980. This would leave six constituencies in the City with electorates which, for city constituencies, would not be much in excess of the electoral quota. The loss of one constituency in the City of Edinburgh District necessitated a completely fresh start in preparing proposals for grouping the 31

regional electoral divisions in the District, probably into six constituencies each comprising five regional electoral divisions and leaving one to be allocated elsewhere.

- (e) In West Lothian District the electorate had increased by about 15% between 1973 and 1978 when it was almost 90,000 and was likely to increase further because of the expected development of Livingston New Town. The division of the District into two new constituencies therefore seemed justified, one based on Linlithgow and the other based on Livingston, with the addition of one regional electoral division from the City of Edinburgh District (ED 9, most of which was formerly in West Lothian county) divided between the two constituencies.
- (f) The 1978 electorates of East Lothian District (60,200) and Midlothian District (59,300) certainly were sufficient to justify the creation of a self-contained constituency for each District.

128. On 29th April 1980 we published our provisional recommendations for six burgh constituencies and four county constituencies in Lothian Region as follows:

- (i) *Edinburgh Central* burgh constituency comprising regional electoral divisions 20, 21 and 27 to 29 in the City of Edinburgh District with a total electorate in 1978 of 57,400.
- (ii) *Edinburgh East* burgh constituency comprising regional electoral divisions 22, 23, 30, 31 and 39 in the City of Edinburgh District with a total electorate in 1978 of 57,500.
- (iii) *Edinburgh Leith* burgh constituency comprising regional electoral divisions 12 to 14, 17 and 18 in the City of Edinburgh District with a total electorate in 1978 of 57,400.
- (iv) *Edinburgh South* burgh constituency comprising regional electoral divisions 33, 34 and 36 to 38 in the City of Edinburgh District with a total electorate in 1978 of 60,200.
- (v) *Edinburgh Pentlands* burgh constituency comprising regional electoral divisions 10, 24, 25, 32 and 35 in the City of Edinburgh District with a total electorate in 1978 of 58,400.
- (vi) *Edinburgh West* burgh constituency comprising regional electoral divisions 11, 15, 16, 19 and 26 in the City of Edinburgh District with a total electorate in 1978 of 57,700.
- (vii) *East Lothian* county constituency comprising East Lothian District with a total electorate in 1978 of 60,200.
- (viii) *Midlothian* county constituency comprising Midlothian District with a total electorate in 1978 of 59,300.
- (ix) *Linlithgow* county constituency comprising district ward 1 in the City of Edinburgh District and regional electoral divisions 1 to 4 in West Lothian District, with a total electorate in 1978 of 54,500.
- (x) *Livingston* county constituency comprising district ward 2 in the City of Edinburgh District and regional electoral divisions 5 to 8 in West Lothian District, with a total electorate in 1978 of 46,200.

129. All four District Councils in the Region, Mr. John Home Robertson, M.P. (Member for Berwick and East Lothian), Berwick and East Lothian Labour Party and Midlothian Constituency Labour Party approved the provisional recommendations either wholly or as they affected their particular area. West Lothian District Council suggested, however, that *Linlithgow* should be renamed "West Lothian", as did Lothian Regional Council. Almost 60 objections were received initially, about 20 relating to *Edinburgh Central* and about two dozen to *Edinburgh Leith*. Of the remainder, some related to *Linlithgow* or *Livingston* or to both, a few related to other constituencies in Edinburgh and one to *East Lothian*. The principal objectors to *Edinburgh Central* were Lothian Regional Council, four Constituency Labour Parties in Edinburgh (Central, North, Pentlands and West), two Constituency Associations of the Scottish National Party (Central and North) and about a dozen local organisations. Objections to *Edinburgh Leith* were received from Leith Conservative and Unionist Association, Leith Liberals, Leith Council of Churches, Leith Community Association, a few other local organisations and several individuals including three local ministers. South Edinburgh Constituency Labour Party and two individuals objected to *Edinburgh South* and one individual to *Edinburgh West*. Edinburgh Liberals suggested a re-arrangement of Edinburgh constituencies based on district wards and the minimum of change needed to maintain reasonable parity of electorates. Objections to *Linlithgow* and/or *Livingston* were received from Midlothian Liberal Association, Midlothian Constituency Association of the Scottish National Party, West Lothian Constituency Labour Party and a local branch, and an elector from Livingston. Berwick and East Lothian Conservative and Unionist Association objected to *East Lothian*.

130. At our request you agreed to appoint Sheriff Principal F. W. F. O'Brien, Q.C., Sheriff Principal of Lothian and Borders, to hold a local inquiry into our proposals. Following the publication on 28th March 1981 of the notice that the Inquiry would open on 29th April more than a dozen further representations were received, principally from the following. Lothian Regional Council submitted details of the grounds of their objection to the exclusion of ED 26 (Moat/Stenhouse) from *Edinburgh Central* and of their counter-proposal for its inclusion in that constituency and for the transfer of ED 20 (Murrayfield/Dean) to *Edinburgh West*. Objections to the same effect were received from or on behalf of Chesser and Gorgie/Dalry Community Councils and from Gorgie Community Centre. A letter was received on behalf of six Conservative Associations in Edinburgh (Central, East, North, Pentlands, South and West) and Midlothian and West Lothian Conservative Associations intimating their full support for the Commission's recommendations insofar as they affected their constituencies. Three district councillors supported the Commission's proposals for *Edinburgh Central* and other Edinburgh constituencies, and a petition signed by about 50 residents of ED 20 supported its inclusion in *Edinburgh Central*. East Edinburgh Constituency Labour Party supported the Commission's proposal for *Edinburgh East* but objected to *Edinburgh Central*. On behalf of Edinburgh Liberals, Councillor Donald Gorrie submitted direct to the assistant Commissioner revised proposals for the formation of constituencies based on district wards.

131. The Inquiry was held in the Dean of Guild Court, City Chambers, Edinburgh on 29th and 30th April and on 1st and 4th May 1981. Edinburgh Central Labour Party and 10 local organisations were jointly represented by Counsel, as were the eight Conservative Associations, referred to above, on whose behalf a detailed submission was presented to the assistant Commissioner in the course of the Inquiry. Evidence was given by about 20 witnesses, including Mr. Robin Cook, M.P. (Member for Edinburgh Central), and statements were made by a further dozen persons representing various interests. The assistant Commissioner stated at the beginning of his report that there had been no opposition to the Commission's basic strategy of allocating two constituencies to West Lothian at the expense of the loss of one constituency in Edinburgh, i.e. Edinburgh North. Opposition to the Commission's proposals arose at two main points where the consequential reallocation of existing constituencies within the City of Edinburgh aroused local feeling, i.e. ED 26 (Moat/Stenhouse), involving also ED 20 (Murrayfield/Dean), and ED 23 (Links/Craigentinny). The assistant Commissioner dealt first with the objections under those two heads, and then with a third group of miscellaneous objections relating to ED 32 (Merchiston/Morningside) and ED 36 (Braidburn/Fairmilehead); *Linlithgow* and *Livingston*; *East Lothian*; and alternative names for *Edinburgh Central* and *Linlithgow*.

132. As regards ED 26 (Moat/Stenhouse) and ED 20 (Murrayfield/Dean) the Commission's provisional recommendations placed the electors of Moat/Stenhouse (of whom about three-quarters are in the present Edinburgh Pentlands constituency, and one quarter in the present Edinburgh Central constituency) in a realigned *Edinburgh West*. The assistant Commissioner heard evidence or statements from the majority of those who objected to or approved of the Commission's proposals. The objectors' case was, briefly, that there is a strong community of interest between Stenhouse (which was to be included in *Edinburgh West*) and Dalry (which was to be included in *Edinburgh Central*). Various witnesses spoke to the community spirit which had developed in these areas. Mr. Robin Cook, M.P., made the point that the area of the Gorgie/Dalry Community Council, which had been fixed in accordance with the wishes of the local residents, would be split between the new *Edinburgh Central* and *Edinburgh West*. As a result the community council would have to raise problems with two Members of Parliament instead of one, a necessity which he thought would be a greater disadvantage than an advantage. Conversely, it was said that there was no real connection between Moat/Stenhouse and the other communities in West Edinburgh. The assistant Commissioner commented that the evidence lent strong support to this contention. The main railway line running west from Haymarket Station, which had attracted industrial rather than residential development on either side of it, seemed to create an effective division between the bulk of the residents north and south. It was hardly surprising that in a shopping survey carried out on behalf of the objectors, only 1% of the shoppers canvassed in Gorgie Road lived in the Murrayfield/Dean area. The point was made on behalf of the Conservative Associations that section 2(2) of the 1958 Act expects the Commission, so far as they reasonably can, to take account of local ties, but not of the absence of any local ties, and that it would not do, therefore, to look only at the effect of the railway line. The assistant Commissioner was clear, however, that there are strong community ties between Gorgie/Dalry and Moat/Stenhouse which it would be better not to break if it could be avoided. He found the representations to this effect

to be impressive, coming as they did not only from two political parties, but from a variety of community associations, private individuals and a parish church. An attempt was made to minimise the community spirit of Gorgie/Dalry and Moat/Stenhouse by pointing to the predominance of privately-owned housing in the former and council housing in the latter, but he considered this to be misleading. The privately-owned housing is practically all tenant-occupied, and he observed that in this context any significance in the outward difference between the tenements in Gorgie and the council houses in Stenhouse escaped him. He considered carefully the evidence of those who supported the proposals, including three district councillors. Some claimed an affinity between Murrayfield and Central Edinburgh, while others were more concerned to disown any affinity with Blackhall or Corstorphine. There had been little opposition from the residents of Murrayfield/Dean to being included in the extended part of *Edinburgh Central*. On the other hand, since much of the Murrayfield/Dean area was part of Edinburgh West until 1974 it was not likely that there would be a strong antipathy among the electors in reverting to that constituency. It was not disputed that much of the proposed northern boundary of the constituency in the Murrayfield/Dean area passing between Murrayfield and Ravelston golf courses and along the centre of Craigleith Road, would be an artificial one. In the assistant Commissioner's view there was certainly no comparison between that boundary and the physical reality of the railway which separates Moat/Stenhouse from Corstorphine. Weighing the evidence as best he could, he was in no doubt that there are local ties between the residents of Moat/Stenhouse and those of Gorgie and Dalry, and that it would be unfortunate if these had to be broken. The alternative of including Murrayfield/Dean in *Edinburgh West* seemed to him to be preferable, and he recommended that the Commission give serious consideration to it.

133. As regards ED 23 (Links/Craighentenny) the objections related to the transfer of a small part south of Leith Links, which consists substantially of the Links ward, from the present Edinburgh Leith constituency to *Edinburgh East*. One of the witnesses referred to a petition signed by more than 1,000 local people and the assistant Commissioner was impressed by the sincerity of all who gave evidence or made statements. He commented that if ever there was a case of local ties being broken by a proposed boundary change and of local residents being genuinely upset by it, this was it. The problem was how to avoid breaking the community ties without producing a numerical imbalance between *Edinburgh Leith* and its neighbouring constituencies. One solution, suggested by Leith Community Association, was a series of transfers of regional electoral divisions, beginning with the transfer of ED 12 (Pilton/Muirhouse) to *Edinburgh West* and replacing it in *Edinburgh Leith* with ED 24 (Links/Craighentenny). Edinburgh Liberals proposed a similar solution, but based on district wards. The assistant Commissioner, however, had misgivings about a "round-the-clock" exercise of this kind, whether based on regional electoral divisions or on district wards, and he thought it would be liable to create more problems than it would solve. If there was to be no "round-the-clock" movement of divisions or wards the choice lay between retaining DW 29 (Links), with a 1978 electorate of about 5,600, in Edinburgh Leith which would bring the electorate up to about 63,000, or adhering to the provisional recommendations. The effect upon *Edinburgh East* seemed to the assistant Commissioner to be of little consequence since it would not bring the electorate much below the electoral quota of 53,649. On the other hand, the electorate of *Edinburgh Leith* would rise to nearly 10,000 above the quota, although the figure should possibly be reduced to take account of the decline in population in Leith between 1978 and 1980 and the continuing decline since then. The assistant Commissioner recognised, however, that the retention of the Links ward in *Edinburgh Leith* at the expense of *Edinburgh East* would produce a degree of under-representation in *Edinburgh Leith*. The assistant Commissioner found the problem a difficult one. Finding none of the proposed solutions satisfactory, he did not feel justified in recommending a solution. He accordingly left it to the Commission to take note of the strength of feeling shown by the objectors and to consider seriously whether the lesser of two evils might not be to leave the Links ward in *Edinburgh Leith*, even if this meant a degree of under-representation and splitting a regional electoral division, in preference to following the unwelcome course of breaking local ties in a community as old as Leith.

134. As regards ED 32 (Merchiston/Morningside) and ED 36 (Braidburn/Fairmilehead) objections to the inclusion of ED 36 in *Edinburgh South* were received from South Edinburgh Constituency Labour Party and from two individuals. They contended that ED 36 should be in *Edinburgh Pentlands* and that ED 32 should be in *Edinburgh South*, and pointed to the odd shape produced by including ED 32 in *Edinburgh Pentlands* and to the lack of any real connection between ED 32 and the Colinton/Bonaly section of *Edinburgh Pentlands*. It was argued that most

of Braidburn/Fairmilehead is in the present Pentlands constituency, and that Fairmilehead itself extends into the Pentland Hills. The numerical effect of exchanging ED 32 (electorate about 12,200) for ED 36 (electorate 12,800) would be minimal, and the assistant Commissioner recommended that the objectors' proposal be accepted.

135. As regards *Linlithgow* and *Livingston* the provisional recommendations involved incorporating DW 1 in the City of Edinburgh District with four regional electoral divisions in West Lothian District to form *Linlithgow*, and incorporating DW 2 with the remaining four regional electoral divisions in West Lothian District to form *Livingston*. Midlothian Constituency Association of the Scottish National Party lodged written objections to the splitting of a regional electoral division between the two constituencies. An elector from Livingston wrote to take exception to DW 2 being part of *Livingston* instead of remaining in Edinburgh. The Chairman of Dedridge and Murieston Labour Party wrote similarly to say that Kirkliston and Ratho should be split between the two adjacent Edinburgh constituencies. In written representations Midlothian Constituency Liberal Association expressed the view that all of the Queensferry and Kirkliston areas should be included in *Linlithgow*. In evidence at the Inquiry their Chairman pointed out that South Queensferry and Kirkliston were represented by the same regional councillor, and he suggested that they should come within *Linlithgow*, while Pumpherston, Broxburn and Uphall should be with Livingston. The Chairman of Midlothian Constituency Labour Party supported the proposal for these three towns to be with Livingston. On the other hand West Lothian Constituency Labour Party in written representations preferred that Broxburn and Uphall should be included in *Linlithgow*. This proposal produced an electorate, on 1978 figures, of nearly 61,000 for *Linlithgow*, and just under 40,000 for *Livingston*, but reference was made to the likely increase in the population of Livingston in the next 10 years. The assistant Commissioner did not feel able to support the proposals of West Lothian Constituency Labour Party. He could think of no real affinity between Queensferry and Livingston, and to transfer Broxburn to Linlithgow would produce an unacceptable electoral imbalance. Taking account of all the objections as best he could he was not persuaded that the Commission's provisional recommendations called for reconsideration in regard to *Linlithgow* and *Livingston*.

136. As regards *East Lothian* the assistant Commissioner referred to representations which were made at the Inquiry that the Traprain area of East Lothian (ED 49) should be included in an East Borders constituency. These representations were dealt with in his report on the Inquiry which he held into the proposals for Borders Region, and he made no further comment on them.

137. Turning to constituency names, a few suggestions were made at the Inquiry for renaming *Edinburgh Central* as "St. Andrew" or "St. Andrews". The assistant Commissioner pointed out that at least three-quarters of the electorate in the present Edinburgh Central constituency would remain in the new constituency and he thought that it made sense to retain the present name. In the case of the objections to the name "Linlithgow" the assistant Commissioner took the view that since the present West Lothian constituency is to be divided into two new constituencies there was merit in avoiding the continued use of "West Lothian" to describe the different constituency.

138. Shortly after the Inquiry ended two additional representations were received, one on behalf of Edinburgh Central Labour Party and the community associations in the constituency, and one from an individual who put forward alternative proposals for six seats in Edinburgh. A copy of each submission was forwarded to the assistant Commissioner.

139. On consideration of the assistant Commissioner's report we decided to accept his suggestions regarding ED 20 (Murrayfield/Dean), ED 26 (Moat/Stenhouse), DW 29 (Links), and ED 32 (Merchiston/Morningside) and ED 36 (Braidburn/Fairmilehead). In the case of Moat/Stenhouse the weight of evidence at the Inquiry from community councils and other non-political bodies appeared to indicate that there was much to be said for the suggested exchange, i.e. putting that area, instead of Murrayfield/Dean, in *Edinburgh Central*. In the case of the Links ward the significance of the community ties between that ward and the rest of Leith, which had persuaded the assistant Commissioner that there was a case for attaching the ward to *Edinburgh Leith* rather than to *Edinburgh East*, weighed heavily with us. At the same time we recognised that the electorate of *Edinburgh Leith* would become almost 63,000 while that of *Edinburgh East* would become 52,000 but we felt that this was acceptable. In the case of EDs 32 and 36 we accepted that it would be anomalous to include ED 36 which contains Fairmilehead and Swanston, situated at the foot of the Pentlands, in *Edinburgh South* and that it should be exchanged for ED 32 and included in *Edinburgh Pentlands*. We noted that the change in the electorate of each

constituency would be minimal. We also accepted the assistant Commissioner's findings for no change in relation to *Linlithgow* (including the name) and *Livingston* and in the name of *Edinburgh Central*.

140. On 16th March 1982 we published our revised recommendations for the six burgh constituencies in the City of Edinburgh District as follows:

- (1) *Edinburgh Central* comprising EDs 21, 26, 27, 28, 29 with a total electorate in 1978 of 56,600.
- (2) *Edinburgh East* comprising EDs 22, 30, 31, 39 and DW 30 with a total electorate in 1978 of 52,000.*
- (3) *Edinburgh Leith* comprising EDs 12, 13, 14, 17, 18 and DW 29 with a total electorate in 1978 of 62,900.
- (4) *Edinburgh South* comprising EDs 32, 33, 34, 37, 38 with a total electorate in 1978 of 60,800.
- (5) *Edinburgh Pentlands* comprising EDs 10, 24, 25, 35, 36 with a total electorate in 1978 of 57,800.*
- (6) *Edinburgh West* comprising EDs 11, 15, 16, 19, 20 with a total electorate in 1978 of 58,500.

No alterations were made to the boundaries or names of the proposed *East Lothian*, *Linlithgow*, *Livingston* or *Midlothian* constituencies.

141. Several representations in favour of the revised recommendations were received, notably from Lothian Regional Council, Edinburgh Central Labour Party and the community associations in that area. The inclusion of the Links ward in *Edinburgh Leith* was welcomed by Leith Liberals, Lothian Liberals, Edinburgh Area of the Social Democratic Party, and Leith Community Association who, however, noted that the retention of ED 12 (Pilton/Muirhouse) gave rise to a larger than average electorate. On the other hand, Dr. Gavin Strang, M.P. (Member for Edinburgh East) and East Edinburgh Constituency Labour Party considered it to be a mistake to transfer the Links ward because of the electoral imbalance caused. They thought it best to retain the present boundary between Edinburgh East and Edinburgh Leith although this would split a district ward. Failing that, if the Links ward were transferred to *Edinburgh Leith*, *Edinburgh East* should gain DW 59 (Inch) from *Edinburgh South*, providing an Edinburgh East constituency with an electorate of 58,000 and Edinburgh South with an electorate of 54,500. Objections to the inclusion of ED 20 (Murrayfield/Dean) in *Edinburgh West* instead of in *Edinburgh Central* were received from, among others, the City of Edinburgh District Council, Mr. Alex Fletcher, M.P. (Member for Edinburgh North), three district councillors, Lothian Conservative Associations, Lothian Liberals, Edinburgh North Constituency Association of the Scottish National Party and about 70 individuals, mainly residents in the Murrayfield/Dean area. Many of these objections referred to the affinity of the Dean area with the New Town which was to be included in *Edinburgh Central*. Most of the objectors preferred the provisional recommendations. A few opposed the inclusion of DW 24 (Dean) in *Edinburgh West* but accepted the inclusion of DW 23 (Murrayfield) in that constituency. None of the objectors sought a further local inquiry at that stage. West Lothian Constituency Labour Party repeated their opposition to the name of *Linlithgow* constituency.

142. We considered these objections and decided that as regards *Edinburgh Leith* we could not accept the suggestion to retain the present boundary between Edinburgh East and Edinburgh Leith since this would split a district ward. The alternative suggestion that DW 59 (Inch) should be transferred from *Edinburgh South* to *Edinburgh East* to improve parity was not supported in other representations and we decided to reject it also. We decided to adhere to the name of "Linlithgow". We concluded, however, that in the light of the objections there was a case for modifying the revised recommendations for *Edinburgh Central* and *Edinburgh West*. We decided to include DW 24 (Dean) in *Edinburgh Central* and DW 36 (Stenhouse) in *Edinburgh West*. Under the modified proposals which were published on 3rd June 1982 the two constituencies were constituted as follows:

- (1) *Edinburgh Central* comprising EDs 21, 27, 28 and 29 (all as in the provisional and revised recommendations) and DW 24 (Dean) and DW 35 (Moat) with a total electorate in 1978 of 56,600; and

- (2) *Edinburgh West* comprising EDs 11, 15, 16 and 19 (all as in the provisional and revised recommendations) and DW 23 (Murrayfield) and DW 36 (Stenhouse) with a total electorate in 1978 of 58,500.

143. A total of almost 70 objections was received, the majority relating to the separation of DW 36 (Stenhouse) from DW 35 (Moat) and from Gorgie and Dalry, and to its inclusion in *Edinburgh West*. The principal objectors in this category were Lothian Regional Council, Mr. Robin Cook, M.P., several Constituency Labour Parties in the City, one regional councillor and two district councillors in the area, and several community councils and other local organisations in the area. Most of the remaining objections related to the separation of DW 23 (Murrayfield) from DW 24 (Dean) and to its inclusion in *Edinburgh West*. The principal objectors in this category were the City of Edinburgh District Council, Mr. Alex Fletcher, M.P., Lothian Conservative Associations and three district councillors. In addition more than 30 individuals objected to the inclusion of DW 23 (Murrayfield) or DW 36 (Stenhouse), or both, in *Edinburgh West*. Few objections concerned the inclusion of DW 24 (Dean) in *Edinburgh Central*. On the other hand, a few representations welcomed this move while only one body supported the division of ED 20 between *Edinburgh Central* and *Edinburgh West*. Several objectors demanded a further local inquiry. In view of the new issues raised by the modifications to our revised proposals for these two constituencies and the objections against the modified proposals, we agreed that a further inquiry should be held to provide an opportunity for further discussion of the local issues.

144. You appointed Mr. D. A. O. Edward, C.M.G., Q.C., to hold the further Inquiry into the modified recommendations for *Edinburgh Central* and *Edinburgh West*. There were made available to the assistant Commissioner the whole written representations made to the Commission in respect of the provisional, revised and modified recommendations for the constituencies in question; the transcript of the Inquiry held by Sheriff Principal O'Brien, Q.C., into the provisional recommendations; and his report on that Inquiry. Following the publication on 27th September 1982 of the notice that the Inquiry would open on 18th October, further representations were received from Edinburgh North Conservative Association, two other organisations and about a dozen individuals. A petition signed by about 900 residents of DW 36 (Stenhouse) was received requesting the inclusion of that ward in the same constituency as Moat and Gorgie/Dalry. These representations, too, were forwarded to the assistant Commissioner. The Inquiry was held in the Dean of Guild Court, City Chambers, Edinburgh on 18th and 19th October 1982. Edinburgh Central Labour Party and local community councils and associations were again represented by Counsel, as were Lothian Conservative Associations and the City of Edinburgh District Council. Also represented at the Inquiry were Lothian Liberals, Edinburgh Central and Edinburgh North Constituency Associations of the Scottish National Party, Edinburgh Area of the Social Democratic Party and West End Residents' Association. Evidence was given by more than 20 witnesses including Mr. Robin Cook, M.P., and Mr. Alex. Fletcher, M.P. In addition, statements were made by five individuals.

145. At the beginning of his report the assistant Commissioner referred to a representation from a resident of Cramond Brig whose house lies in DW 1 (Queensferry) in the City of Edinburgh District which our provisional recommendations place in *Linlithgow*. The resident contended that Cramond Brig should be in *Edinburgh West*. The assistant Commissioner pointed out that in order to achieve this within the scope of the principles adopted by the Commission, it would be necessary to transfer DW 1 to *Edinburgh West* which would in turn re-open a number of consequential questions as to the allocation of regional electoral divisions in the western part of the City of Edinburgh District and in West Lothian District. In his opinion these questions did not fall within his remit, but he understood that they were discussed at the earlier Inquiry and he did not feel able, on the basis of the written representations alone, to assess the merits or consequences of the proposals. He therefore drew the letter to our attention but did not feel able to comment further or to make any recommendation.

146. In his report the assistant Commissioner referred to the provisional recommendations as Scheme I, the revised recommendations as Scheme II, and the modified recommendations as Scheme III. Taking the modified recommendations as a base, he identified two further possibilities. In the first, referred to as Scheme IVA, *Central* would include the whole of ED 26 and DW 24 (Dean), while *West* would include DW 23 (Murrayfield). In the second, referred to as Scheme IVB, *Central* would include the whole of ED 20 and DW 35 (Moat) while *West* would include DW 36 (Stenhouse).

* These figures were subsequently altered to 52,200 and 57,700, respectively.

147. For the purposes of his report the assistant Commissioner took two points as having already been established: firstly, almost all of the existing Central constituency would form part of the new Central constituency; and, secondly, substantial parts of the existing North constituency would be transferred to three adjacent peripheral constituencies, *East*, *Leith* and *West*. What remained of North was essentially two squares, one based on Princes Street (ED 21 (New Town/Stockbridge)), the other based on Shandwick Place and West Maitland Street (part of ED 20). In broad terms the problem was stated by the assistant Commissioner as follows:

- (a) should the basis of the new "Central" constituency be a combination of existing Central and the two remaining squares of existing North?, or
- (b) should the dismemberment of North be completed by transferring the western square to *West* and the eastern square to *Central* which would thus continue its linear development along the lines of communication south of the main railway line?

148. It became apparent to him that "it is impossible to find a solution to the present problem which will produce no anomalies and will give universal satisfaction. There is bound to be some dissatisfaction, particularly if one seeks to analyse the problem in terms of community ties". For these reasons it seemed to him that the problem could only be solved on a broad basis. If possible, EDs must be used as the building blocks with a presumption against further sub-division. The assistant Commissioner gave three further arguments for adhering to EDs as the building blocks:

- (i) Nearly all political parties organise themselves on the basis of EDs;
- (ii) It is more practical, from the point of view of communication between Members of Parliament and local councillors, that constituencies should be made up from EDs; and
- (iii) While variations in population may always require some redrawing of local government boundaries, adherence to EDs as the building blocks for parliamentary constituencies is, on the whole, more likely to produce long-term stability.

On the evidence the assistant Commissioner attached particular importance to the third consideration. Many of those who spoke at the Inquiry, particularly those with no strong party affiliation, complained of the uncertainty and confusion produced by the repeated changes in electoral arrangements during the past decade, and called for some stability. Given the basis of the work of the Local Government Boundary Commission, which started by establishing satisfactory boundaries for regional electoral divisions, such stability was, in his opinion, unlikely to be achieved if too great attention was paid to highly-localised community ties, however important these may be in other circumstances.

149. Before considering the alternative Schemes the assistant Commissioner made two further general points. First, in whatever way the new "Central" constituency was put together it was important to see that it could be organised in such a way that the problems of the elderly and disabled in getting to polling stations, Member's surgeries, political meetings, etc. were kept to a minimum. Second, there was the question of the name "Central". In a written submission to the Commission, Mr. Alex. Fletcher, M.P., had suggested that Edinburgh's uniqueness calls for a name like "City", "Capital" or "St. Andrew". Submissions to the same effect had been made at the first Inquiry to the assistant Commissioner who rejected them, as did the Commission. Mr. Fletcher developed the point in evidence at the second Inquiry. In essence, his point was that central Edinburgh is for Scotland what Westminster and the City of London are for England, and its importance should be reflected in the name of its constituency. Having considered the suggested alternatives the assistant Commissioner came to the conclusion that it is better to adhere to "Central" provided that its use is not allowed to prejudice the question whether the new constituency is to be regarded as a wholly new entity or an enlargement of the existing "Central" constituency.

150. Turning to the alternative Schemes, the assistant Commissioner identified two difficulties created by Scheme I. First, ED 26 (Moat/Stenhouse), nearly all of which is in the present Pentlands constituency, would be forced to find a new home in *West*. Second, a substantial area of ED 20 (Murrayfield/Dean) in the present *West* constituency would be brought into *Central*. These difficulties were, however, inevitable if EDs are used as building blocks and if any of ED 20, which runs up to Queensferry Street, is to be included in *Central*. Although Scheme I involved the breaking of ties with the existing *West* constituency for the electors in DW 23 (Murrayfield), estimated at almost 3,900 on 1981 figures, there was minimal opposition to the Scheme from those electors. On the other hand, the opponents of the Scheme claimed that there are effectively no local ties between ED 20 to the north of the main railway line and ED 27 (Dalry/Shandon) and

ED 28 (Haymarket/Tollcross) to the south, and that the local ties between ED 20 and ED 21 (New Town/Stockbridge) are far less strong than those between EDs 26 and 27. The assistant Commissioner had no hesitation in accepting the evidence of the strong local ties between EDs 26 and 27, and the strong arguments on grounds of community interest for putting them together in the same constituency. He also accepted that, from the point of view of community ties, the main railway line is a physical and psychological barrier, and that if a Western Approach Road is built this barrier will be reinforced. While ED 26 does not therefore form a "natural" part of *Edinburgh West*, in the assistant Commissioner's view it is too large in area and population to be ignored in constituency organisation and arrangements, and transport links with the rest of the new constituency do exist. In terms of electorate there had been a reduction of 1,200 between 1978 and 1982 in *Central* and an increase of 3,400 in *West* under Scheme I. While developments in *West* were likely to carry the electorate above the 1982 figure of 61,100 the assistant Commissioner did not think that it could be said that it would quickly rise to a level well above the average for Scotland. He thought that the electorate of *Central* might still decline, but not to a level below the electoral quota.

151. Under Scheme II ED 26 (Moat/Stenhouse) is transferred to *Central* and ED 20 (Murrayfield/Dean) is transferred to *West*. The assistant Commissioner described the effect as continuing the linear development of the existing Central constituency so that it would extend some 4½ miles from Abbeyhill at the east to Saughton Prison at the west. ED 21 (New Town/Stockbridge) would be the only part of the new "Central" constituency north of Princes Street, Shandwick Place, West Maitland Street and the main railway line. The new "West" constituency would then cover the whole northwest quadrant of the City with the exception of Muirhouse, Pilton and Granton. The assistant Commissioner described the arguments in favour of Scheme II as follows. On any view, the existing Central constituency would remain virtually intact as part of the new "Central" constituency. North on the other hand would be dismembered. It would be logical to continue the linear development of Edinburgh Central along well-served lines of communication so as to include communities which already have strong ties with those at the western end of the existing constituency. However it was clear from the written representations, and from the evidence led before the assistant Commissioner, that Scheme II would aggravate the "inconveniences" attendant upon the dismemberment of the present North constituency and "break local ties" which, although comparatively recent, are nonetheless real. The assistant Commissioner remarked that there could be no serious dispute that section 2(2) of the 1958 Act, however interpreted, is brought into play (see paragraph 132 above). He felt that some of the evidence about the breaking of local ties was exaggerated, and that the evidence of close community ties between Moat/Stenhouse and Gorgie/Dalry showed that human behaviour is not greatly influenced by the boundaries of urban constituencies (most of the former area being in the present Pentlands constituency, while the latter area is in the present Central constituency). There were, however, some ties between ED 20 and ED 21 that are relevant to the constituency organisation. In this respect there was no direct parallel with ED 26 (Moat/Stenhouse) whose Pentland constituency affiliations were bound to be broken whichever Scheme was adopted. Apart from considerations of party political organisation there were other aspects of community interest between parts of EDs 20 and 21 which would be relevant to the work of a Member of Parliament and the interests of his constituents. The assistant Commissioner gave examples of these. In his view the "local ties" between EDs 20 and 21 are sufficiently strong to constitute a legitimate and significant ground of objection to Scheme II. The future trends in electorates under that Scheme were likely to be of the same order as under Scheme I. Under Scheme II on 1982 figures the difference between the electorate of *Central* (55,500) and *West* (51,800) would be 6,300 compared with the difference of 4,900 under Scheme I. Insofar as there is a risk that the electorate of *West* will rise to a level well above the average, this risk was slightly greater under Scheme II than under Scheme I.

152. Under Scheme III, DWs 24 (Dean) and 35 (Moat) are in *Central*, and DWs 23 (Murrayfield) and 36 (Stenhouse) are in *West*. The effect is to group together in *Central* all of the existing Central constituency with the exception of a small area of DW 28 (Lochend) and all that remains to be allocated of the existing North constituency with the exception of the area of "Coates/Donaldson" lying between Palmerston Place and Roseburn. *West* would take the "Coates/Donaldson" area from the present North constituency and all of Stenhouse from the present Pentlands constituency. *Central* would take the south-western sector of Moat from the present Pentlands constituency. The assistant Commissioner identified the principal objections to Scheme III as being (i) that DW 36 (Stenhouse) would be severed both from its existing constituency

(Pentlands) and from Moat, Gorgie and Dalry with which it has the closest community ties and (ii) that the Coates/Donaldson area would be severed from its existing ties with the area east of Palmerston Place. The assistant Commissioner described DW 36 as a large rectangle consisting of a series of relatively homogeneous housing estates, with clearly defined boundaries, and differing from most other district wards in that it is a single recognisable community with its own community council. To that extent it could be severed from adjoining areas without gross inconvenience but, insofar as the main railway line constitutes a significant physical and psychological barrier, Stenhouse does not form a natural part of the Edinburgh West constituency. He considered that, placed on its own as a detached portion of *West*, it would be incongruous. The problem of the Coates/Donaldson area was different in that it consisted of at least three separately definable units but the assistant Commissioner thought that, taken as a whole, the area is probably more "Central" than "West". The disparity between the electorates of the two constituencies under Scheme III is the same as under Scheme II on 1978 figures, i.e. 1,900, and approximately the same on 1982 figures, i.e. 6,100; and future trends were thought unlikely to be significantly different.

153. Under Scheme IVA, ED 26 (Moat/Stenhouse) and DW 24 (Dean) are in *Central* while under Scheme IVB, ED 20 (Murrayfield/Dean) and DW 35 (Moat) are in *Central*. The argument for adopting either of these schemes was that under Schemes I, II and III, *West* would have a larger electorate than *Central*, and the gap was likely to widen in future. The assistant Commissioner reported that the Inquiry disclosed no more enthusiasm for Scheme IVA or IVB than for Scheme III.

154. The assistant Commissioner then turned to his conclusions and recommendations. He recommended first that the Commission should abandon Scheme III which produced a lopsided constituency with few compensating advantages. It also split two EDs which he saw as a major disadvantage. Scheme IVB, i.e. Scheme I with Moat going to *Central*, was just as unsatisfactory as Scheme III from the point of view of electors in Stenhouse. Scheme IVA was only marginally less unpopular at the Inquiry and appeared to the assistant Commissioner finally to be rejected by Edinburgh Central Labour Party and other objectors in a further submission made on their behalf shortly after the Inquiry ended. The evidence at the Inquiry suggested that *West* would not grow as fast in future as it grew between 1978 and 1982, and that the population of *Central* was likely to stabilise or go down only very slowly. He therefore concluded that population trends did not justify the adoption of Scheme IVA or Scheme IVB. In these circumstances one was left with a straight choice between Scheme I and Scheme II. In the assistant Commissioner's opinion there were two crucial points to be kept in view in approaching the problem. First, the present redistribution involves the major step of reducing the number of Edinburgh constituencies from seven to six, with consequent disruption of existing constituency ties. From now on there would be only one "Central" constituency and five peripheral constituencies. Second, this is the first review of parliamentary boundaries since the review of local government boundaries in the light of the 1973 Act and the latter review aimed to group recognisable communities in the regional electoral divisions. Although, in the case of Edinburgh, these might be somewhat crude as building blocks, the boundaries do at least represent some sort of community boundary. Bearing these two points in mind he suggested that the first step was to see whether there is any objective criterion by which the area of "Central Edinburgh" can be identified. In his opinion such a criterion is provided by the map of "Central Area Parking Controls" which was produced at the Inquiry. From the point of view of human behaviour and activity this was a map of Central Edinburgh. "The Central Area" so defined includes ED 21 (New Town/Stockbridge) and ED 29 (St. Giles/Holyrood), the majority of ED 28 (Haymarket/Tollcross) and the south-eastern quadrant of ED 20 (Murrayfield/Dean). ED 27 (Dalry/Shandon) does not fall within this "central area", far less ED 26 (Moat/Stenhouse). In the assistant Commissioner's words, he found it "impossible to conceive of an objective criterion by which any reasonable person could categorise Moat/Stenhouse as 'Central'".

155. If EDs were to be taken as the minimum-size building blocks, then it followed that EDs 20, 21, 28 and 29 are the obvious candidates for inclusion in the new *Central* constituency. There was no dispute that ED 27 (Dalry/Shandon) should also be in that constituency and, in the assistant Commissioner's opinion, the loop of the Gorgie-Newcraighall railway line (the western boundary of ED 27) is a clear and firm boundary for the future. He therefore thought that Scheme I is the nearest to what an objective observer would define as "Central Edinburgh" given the constraints imposed by the boundaries with *Leith*, *East* and *South* and the use of EDs as building blocks. He was reinforced in this conclusion by the following considerations:

- (i) Scheme I is the scheme arrived at independently by the Commission without reference to the views and pressures of interest groups;
- (ii) Under Scheme I there are good lines of communication from all parts of the constituency towards the centre. This should make it easier to organise surgeries, political meetings, etc., and minimises the inconvenience to the elderly and disabled;
- (iii) Scheme I keeps together the majority of existing *Central* and a substantial part of existing *North*;
- (iv) Although ED 20 (Murrayfield/Dean) appears to stretch fairly far into the new *West* constituency, there was no dispute that ED 16 (Blackhall/Telford) should be in *West*, and the western area of DW 23 (Murrayfield) is largely open space or developed at low density; the shape of the constituency is therefore not as incongruous as it looks;
- (v) Scheme I produces, on 1978 figures, almost complete parity between *West* and *Central* and, on 1982 figures, the lowest differential between the electorates;
- (vi) A *Central* constituency with a 1982 electorate of 56,200 (the highest electorate on Schemes I, II and III) is unlikely to fall below the electoral quota; Scheme I therefore offers the best prospect of long-term stability for the new constituency.

156. As regards the arguments in favour of Scheme II there was a strong argument for the view that the existing *Central* constituency should be allowed to continue its linear development to the west. Ultimately, however, that argument looked more to the past than to the future. The existing *Central* constituency had grown in that way because of the progressive depopulation of the Old Town and immediately adjacent areas, but the assistant Commissioner could not see any inherent logic in carrying further this expansion to the west at the cost of losing the opportunity to create a new constituency, which would be "central" in truth as well as in name and would have reasonably stable and intelligible boundaries for the future.

157. The fact that under Scheme I Moat/Stenhouse would be cut off, both from Pentlands with which it has the strongest constituency ties, and from Gorgie/Dalry with which it has the strongest community ties, worried the assistant Commissioner considerably—particularly since he was driven to a different conclusion from Sheriff Principal O'Brien on the same issue. He therefore visited the area in order to form his own impression of it. He came to the conclusion, as indicated above, that the loop of the Gorgie-Newcraighall railway line does, in this area, mark a reasonably clear dividing line between the "centre" and the "west" which is capable of being adhered to in future redistributions. He also formed the impression that Moat/Stenhouse, although not a natural part of the existing *West* constituency, is far too large an area to be ignored in the organisation and management of a new constituency. It would, after all, have about 20% of the electorate, and the evidence showed that there is a strong community spirit which would surely assert itself if the interests of the electors in Moat/Stenhouse were being overlooked by the Member of Parliament or by constituency associations. In every respect he thought that it is far better to keep Moat and Stenhouse together than to split them, as under Schemes III and IVB. Finally, if ED 20 is one of the natural building blocks of *Central*, the inclusion of Moat/Stenhouse in *West* decreases the isolation of Saughtonhall which is part of the catchment area of Balgreen Primary School and has a direct link under the railway bridge. Looking at the matter from the point of view of *West*, the inclusion of Moat/Stenhouse would increase the burden of constituency organisation and management, but no more so than would the inclusion of the whole of Murrayfield/Dean.

158. For all these reasons the assistant Commissioner recommended that the Commission should revert to their provisional recommendations (Scheme I) which place ED 20 (Murrayfield/Dean) in *Central* and ED 26 (Moat/Stenhouse) in *West*. If that was felt to be impossible, he suggested that the least unsatisfactory alternative seemed to be Scheme IVA which places DW 24 (Dean) and ED 26 in *Central*, and DW 23 (Murrayfield) in *West*.

159. On consideration of the assistant Commissioner's report we were impressed by the thoroughness of the Inquiry and of his report which focussed on considerations which were not dealt with in the report of the first Inquiry. (The earlier Inquiry and report had, of course, dealt with the provisional recommendations for Lothian Region as a whole, and not simply with two constituencies in Edinburgh). We accepted his recommendation, for the reasons he gave, that we should abandon Scheme III which, as he suggested, had seemed attractive as a compromise between Schemes I and II but which aroused opposition from many quarters and attracted very little support. We accepted his conclusion that population trends did not justify the adoption of Scheme IVA or Scheme IVB, and noted that each of these Schemes split a regional electoral

division. We accepted his view that Scheme IVB is just as unsatisfactory as Scheme III from the point of view of the electors of Stenhouse and should not be adopted. We considered very carefully the arguments for and against Scheme I and Scheme II. As the assistant Commissioner recalled, we had initially arrived at Scheme I independently without reference to the views and pressures of interest groups. On the other hand we had adopted Scheme II following our consideration of the report of the earlier Inquiry. However, as we indicate above, Mr. Edward's report, concentrating as it did on two Edinburgh constituencies, focussed on considerations which had not been brought out in the earlier report, e.g. the degree of support for the provisional recommendations and the strength of opposition to the counter-proposals. We were impressed by the arguments which Mr. Edward found in favour of our provisional recommendations (Scheme I) and we decided, on balance, to accept his recommendation that we revert to our provisional recommendations. We do not consider it necessary to comment on each of the arguments he adduced nor, in view of our decision, to comment further on Scheme IVA. We were unable to agree to the inclusion of the Cramond Brig area in *Edinburgh West* instead of in *Linlithgow* because this would involve either splitting DW 1 or transferring the whole ward to *Edinburgh West* which, as the assistant Commissioner pointed out (paragraph 145 above) would reopen the question of the allocation of ED 9 in relation to West Lothian District on which we had reached a decision following the first Inquiry.

160. On 9th November 1982 we accordingly published a notice stating that, having considered the assistant Commissioner's report, we had decided to readopt our provisional recommendations for *Edinburgh Central* and *Edinburgh West* as follows:

- (1) *Edinburgh Central* comprising EDs 20, 21, 27, 28 and 29 with a total electorate in 1978 of 57,400;
- (2) *Edinburgh West* comprising EDs 11, 15, 16, 19 and 26 with a total electorate in 1978 of 57,700.

161. We received several representations which supported this decision—from the City of Edinburgh District Council, Lothian Conservative Association, the district councillor for Murrayfield ward and a few individuals. Lothian Regional Council resolved to note the position. More than 20 objections were received against the inclusion of Moat/Stenhouse in *West* and of Murrayfield/Dean in *Central*—from Central Edinburgh Labour Party, supported by Mr. Robin Cook, M.P., West Edinburgh and Pentlands Constituency Labour Parties, Moat/Stenhouse Labour Party, Edinburgh Central Constituency Association of the Scottish National Party, the regional councillor for ED 26 (Moat/Stenhouse), Chesser and Gorgie/Dalry Community Councils, one local organisation and about a dozen individuals. The resident of Cramond Brig repeated his request for the Cramond Brig area to be included in *Edinburgh West*, and was supported by Lord James Douglas-Hamilton, M.P. (Member for Edinburgh West). Revised proposals for constituencies in Edinburgh were received from an individual elector who had submitted alternative proposals at an earlier stage.

162. Central Edinburgh Labour Party submitted a detailed statement of their objections which sought to refute many of the arguments on which the assistant Commissioner had based his recommendation in favour of Scheme I. The statement also repeated the argument that Moat/Stenhouse should be in *Edinburgh Central* because of the powerful ties between it and the rest of the community of Gorgie/Dalry, and that there is no community of interest to justify placing Moat/Stenhouse in *Edinburgh West*. The statement concluded by submitting that the report of the assistant Commissioner did not fairly reflect the balance of the argument advanced at the Inquiry or the weight of local feeling, and asked us to adopt our revised recommendations or, failing that, to adopt Scheme IVA which would avoid the forced and artificial link between Moat/Stenhouse and Corstorphine, in defiance of its natural community ties with Central Edinburgh. Mr. Robin Cook, M.P., indicated that he fully concurred with the arguments expressed by Central Edinburgh Labour Party. He suggested that the sole explanation for the inclusion of Moat/Stenhouse in *Edinburgh West* was that the placing of Moat/Stenhouse is viewed only as the corollary of what was deemed appropriate for Murrayfield/Dean; that the evidence for affinity between the latter area and Central Edinburgh turned on the lesser part of ED 20 between Donaldson and Queensferry Street; and that little evidence had been produced to demonstrate that the remainder of Murrayfield/Dean has community ties with Central Edinburgh. He therefore submitted that both the rules for redistribution and natural justice support the compelling case for placing Moat/Stenhouse in *Edinburgh Central*. He urged us to do so by adopting either our

revised proposals or Scheme IVA. Detailed statements were also submitted by Moat/Stenhouse Labour Party and Chesser Community Council.

163. We examined these objections carefully. Like the assistant Commissioner, we do not dispute the evidence of the strong local ties between Moat/Stenhouse and Gorgie/Dalry. He had pointed, however, to other considerations which led him to recommend Scheme I rather than Scheme II. These included the local ties between parts of Murrayfield/Dean and the New Town; the absence of any inherent logic, in the context of the present redistribution, of continuing the linear development of the existing Central constituency to the west; and the considerations referred to in paragraph 155 above. We had been impressed by these considerations and had decided, on balance, to accept his recommendations. We concluded that the objections did not justify a departure from the assistant Commissioner's findings. We rejected the suggestion that the report of the assistant Commissioner did not fairly reflect the balance of the argument. We likewise rejected the suggestion made by Mr. Robin Cook, M.P., and summarised in the preceding paragraph. For the reasons already explained, we were unable to agree to the inclusion of the Cramond Brig area in *Edinburgh West*; and we felt that it would be inappropriate to re-open at this stage consideration of all the proposed constituencies in Edinburgh in the light of the revised proposals from the individual elector. On 14th January 1983 we informed the interested parties that, having considered the representations against the decision to readopt our provisional recommendations for *Edinburgh Central* and *Edinburgh West*, we had decided to adhere to that decision.

164. We accordingly recommend the adoption of our proposals for six burgh constituencies and four county constituencies in Lothian Region as follows:

	1978 Electorate
Edinburgh Central B.C.	57,400
Edinburgh East B.C.	52,200
Edinburgh Leith B.C.	62,900
Edinburgh Pentlands B.C.	57,700
Edinburgh South B.C.	60,800
Edinburgh West B.C.	57,700
East Lothian C.C.	60,200
Midlothian C.C.	59,300
Linlithgow C.C.	54,500
Livingston C.C.	46,200

STRATHCLYDE REGION

165. The Region comprises a total of 33 constituencies and parts of two others, one in Central Region (part of West Stirlingshire county constituency) and one in Highland Region (part of Argyll county constituency). We considered the Region as a whole in formulating our provisional recommendations but for the purpose of considering the representations made on our proposals, and of holding the subsequent local inquiries, we divided the Region into three parts, namely (i) the City of Glasgow District, (ii) the former counties of Dunbarton, Lanark and part of Stirling and (iii) the former counties of Argyll, Ayr and Renfrew. The second group consists of 10 districts: Beardsen and Milngavie, Clydebank, Clydesdale, Cumbernauld and Kilsyth, Dunbarton, East Kilbride, Hamilton, Monklands, Motherwell and Strathkelvin. The third group consists of eight districts: Argyll and Bute, Cumnock and Doon Valley, Cunninghame, Eastwood, Inverclyde, Kilmarnock and Loudoun, Kyle and Carrick, and Renfrew. For convenience we deal with the Region in these three parts throughout this chapter.

Existing constituencies

(i) City of Glasgow District

166. The District comprises 14 virtually whole constituencies (except for less than 200 electors in the Rutherglen constituency) and part (almost one quarter) of one other (Bothwell). The electorates in 1978, 1981 and 1982 were as follows:

Existing Constituency	1978 Electorate	1981 Electorate	1982 Electorate
Glasgow Cathcart B.C.	49,279	48,454	47,669
Glasgow Central B.C.	20,412	17,995	17,348
Glasgow Craigton B.C.	44,691	44,871	44,764
Glasgow Garscadden B.C.	53,158	52,152	51,172
Glasgow Govan B.C.	26,941	24,284	23,980
Glasgow Hillhead B.C.	40,211	39,821	40,086
Glasgow Kelvingrove B.C.	35,541	32,315	32,064
Glasgow Maryhill B.C.	50,959	51,870	51,486
Glasgow Pollok B.C.	59,367	60,328	60,203
Glasgow Provan B.C.	54,467	51,240	49,764
Glasgow Queen's Park B.C.	35,942	34,270	33,760
Glasgow Shettleston B.C.	32,649	31,550	31,103
Glasgow Springburn B.C.	43,606	40,876	40,970
Bothwell C.C. (part)	14,034	14,705	14,927
Rutherglen C.C. (part)	49,272	50,883	51,309
	<u>610,529</u>	<u>595,614</u>	<u>590,605</u>

Leaving aside the part of Bothwell constituency, the range of electorates was as follows:

	1978	1981	1982
below 20,000	—	1	1
20,001 to 30,000	2	1	1
30,001 to 40,000	3	4	3
40,001 to 50,000	5	3	5
50,001 to 60,000	4	4	3
over 60,000	—	1	1

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

167. This part of the Region comprises nine constituencies and parts of three others. The existing constituencies had the following electorates in 1978, 1981 and 1982 and comprise the following districts or parts of districts:

Existing constituency	1978	1981	1982	District
Central Dunbartonshire C.C.	49,954	49,618	50,120	Bearsden and Milngavie (part); Clydebank; Dumbarton (part).
East Dunbartonshire C.C.	70,969	77,797	78,562	Bearsden and Milngavie (part); Cumbernauld and Kilsyth (part); Strathkelvin (part).
West Dunbartonshire C.C.	54,997	56,538	57,050	Dumbarton (part).
Coatbridge and Airdrie B.C.	60,380	62,419	62,921	Monklands (part).
East Kilbride C.C.	73,804	75,734	76,208	East Kilbride (part); Hamilton (part).
Hamilton C.C.	51,919	53,201	53,352	Hamilton (part); Motherwell (part; nil electorate).
Lanark C.C.	51,179	53,078	53,420	Clydesdale; East Kilbride (part); Hamilton (part); Motherwell (part).
North Lanarkshire C.C.	56,263	59,624	60,795	Motherwell (part); Monklands (part); Strathkelvin (part).

Existing constituency	1978	1981	1982	District
Motherwell and Wishaw B.C.	51,077	51,462	51,512	Motherwell (part).
Bothwell C.C. (part outwith City of Glasgow District)	47,482	49,246	49,309	Hamilton (part); Monklands (part); Motherwell (part).
Rutherglen C.C. (part outwith City of Glasgow District)	179	184	170	East Kilbride (part).
West Stirlingshire C.C. (part outwith Central Region)	15,710	16,599	16,958	Bearsden and Milngavie (part); Cumbernauld and Kilsyth (part); Strathkelvin (part).
	<u>583,913</u>	<u>605,500</u>	<u>610,377</u>	

(iii) *Former counties of Argyll, Ayr and Renfrew*

168. This part of the Region comprises nine constituencies and part of one other. The existing constituencies had the following electorates in 1978, 1981 and 1982 and comprise the following districts or parts of districts:

Existing constituency	1978	1981	1982	District
Ayr C.C.	54,805	56,011	56,435	Kyle and Carrick (part).
Bute and North Ayrshire C.C.	50,351	50,905	51,275	Argyll and Bute (part); Cunningham (part).
Central Ayrshire C.C.	67,008	70,291	71,024	Cunningham (part); Kyle and Carrick (part).
Kilmarnock C.C.	60,894	62,131	62,289	Kilmarnock and Loudoun; Cunningham (part; nil electorate).
South Ayrshire C.C.	51,413	51,688	52,209	Cumnock and Doon Valley; Kyle and Carrick (part).
East Renfrewshire C.C.	63,896	67,157	67,615	Eastwood; Renfrew (part).
West Renfrewshire C.C.	76,256	82,831	83,945	Inverclyde (part); Renfrew (part).
Greenock and Port Glasgow B.C.	61,661	61,782	61,790	Inverclyde (part).
Paisley B.C.	64,452	64,190	64,140	Renfrew (part).
Argyll C.C. (part outwith Highland Region)	40,876	41,649	42,106	Argyll and Bute (part).
	<u>591,612</u>	<u>608,635</u>	<u>612,828</u>	

Provisional recommendations

169. In making our provisional recommendations for Strathclyde Region as a whole we had in mind the following considerations:

- The 1978 electorate of 1,786,054, on which theoretical entitlement is statutorily based, would entitle the Region to a total of 33.29 seats: 11.38 seats in Glasgow and 21.91 seats in the rest of the Region. We decided to recommend that the Region should comprise 32 constituencies, instead of 33 constituencies and parts of two others as at present, for the reasons explained in sub-paragraphs (b)–(f) below.
- There are no special geographical considerations which make it desirable that any constituency in the Region should include part of another region.

- (c) While the electorate of the Region increased by 0.5% from 1973 to 1978, the theoretical entitlement fell from 34.5 in 1973 to 33.29 in 1978. The 1981 electorate of 1,809,749 produced a theoretical entitlement of 33.07 seats. On the basis of the 1978 figure of 1,786,054, the average electorate for 32 seats in the Region would be 55,814. While this figure is above the national average of 53,649 it is lower than the average electorate in each of the other regions containing major urban centres, on the basis of the Commission's provisional recommendations, i.e. Lothian 56,872, Grampian 57,060 and Tayside 59,075. Although there is no statutory requirement to take current changes in electorate into account, the percentage growth in the electorate of the Region as a whole since 1978 was less than half the corresponding Scottish figure and, as indicated below, the electorate of the City of Glasgow District had continued to decline.
- (d) The electorate of the City of Glasgow District fell by 8% from 1973 to 1978 when it was 610,529 and the theoretical entitlement fell from 12.77 to 11.38 seats. The 1981 electorate fell to 595,614 producing a theoretical entitlement of 10.88 seats.
- (e) The electorate of the rest of the Region increased from 1,175,525 (21.91 seats) in 1978 to 1,214,135 (22.19 seats) in 1981.
- (f) Not all theoretical entitlements could be rounded up, given our conclusion at that initial stage that the number of seats in Scotland should remain at 71. Having regard to subparagraphs (c), (d) and (e) above, these factors led us to allocate 32 constituencies to the Region: 10 in the City of Glasgow District; 11 in the former counties of Dunbarton, Lanark and part of Stirling; and 11 in the former counties of Argyll, Ayr and Renfrew.

(i) *City of Glasgow District*

170. In making our provisional recommendations for the City of Glasgow District we had in mind the following considerations:

- (a) As already indicated, the District comprises 14 virtually whole constituencies and part of one other.
- (b) Eight of the present constituencies in the District are to the north of the River Clyde, five are to the south of the river and one (Rutherglen) straddles the river. The part of the present Bothwell constituency within the District boundary lies north of the river.
- (c) The total electorate of the District was approximately 610,500 in 1978 (theoretical entitlement 11.38 seats) and had fallen to approximately 595,600 in 1981 with a theoretical entitlement of 10.88 seats. Given that decline in the electorate, and the expectation that it would continue at about the same rate (i.e. about 5,000 a year) we considered that an allocation of 10 seats would be appropriate. On that basis the 1978 average electorate for the District (61,050), while high in relation to the 1978 electoral quota of 53,649, was comparable with the electorates of some proposed city constituencies in other regions. In 1981 the average electorate would fall to 59,560 and, as indicated above, it was expected to continue to fall in the foreseeable future.
- (d) An allocation of 11 seats to the City of Glasgow District would produce an average electorate in 1978 of 55,000 which, while closer to the electoral quota, would be well below the average electorate of proposed constituencies in other City Districts (58,100 in Edinburgh, 59,400 in Aberdeen and 64,000 in Dundee). The average electorate for the District in 1981 on the basis of 11 seats would be approximately 54,150 i.e. slightly below the 1981 electoral quota of 54,725. Moreover, an allocation of 11 seats would mean (a) the loss of a seat elsewhere in Strathclyde Region or in another region or (b) an increase in the total number of seats in Scotland to 72. As regards (a), we had provisionally determined that the number of seats allocated to Strathclyde Region (excluding the City of Glasgow District) should be 22, and that the total number of seats allocated to the other regions and the islands areas should be 39, and at that stage we saw no justification for altering these figures. As regards (b), the creation of an additional seat in Scotland was not considered at that stage to be justified, as already explained in Chapter 2.
- (e) There are no special geographical considerations which would justify the inclusion in any of the proposed 10 constituencies of a part of any other district in the Region.
- (f) A complete revision of the existing constituency boundaries was inevitable in view of the reduction in the number of constituencies within the District to 10. The fact that the 10 proposed constituencies would cover the 33 new regional electoral divisions in the District with electorates ranging from 15,000 to 21,000 meant that a number of constituencies

would have to comprise whole EDs and district wards of other EDs in order to reach the appropriate size of electorate for a parliamentary constituency. In this connection it was necessary that one proposed constituency should straddle the river. The proposed Central constituency was considered the most appropriate as the river is not a major physical barrier in that area.

- (g) As regards constituency names we felt that as each of the 10 proposed constituencies would cover a larger area than each of the present 14 constituencies it might not be acceptable to the various local interests to retain present names. Compass-point names were therefore adopted provisionally except for the inner constituencies of Central and Kelvin, and for Bellahouston which would be more extensive than the present Govan constituency.

171. We provisionally determined to recommend that the City of Glasgow District should be divided into 10 burgh constituencies as follows:

Glasgow North West comprising regional electoral divisions 9, 10 and 11, and district ward 7, with a total electorate in 1978 of 63,500;

Glasgow Kelvin comprising regional electoral divisions 13 and 16, and district wards 8 and 17, with a total electorate in 1978 of 56,200;

Glasgow North comprising regional electoral divisions 14, 15 and 18 with a total electorate in 1978 of 56,400;

Glasgow Central comprising regional electoral divisions 19 and 21, and district wards 18 and 52, with a total electorate in 1978 of 55,200;

Glasgow East comprising regional electoral divisions 20, 22 and 23, and district ward 35, with a total electorate in 1978 of 64,000;

Glasgow North East comprising regional divisions 24, 25 and 27, and district ward 36, with a total electorate in 1978 of 66,200;

Glasgow Bellahouston comprising regional electoral divisions 28, 30 and 33, and district ward 51, with a total electorate in 1978 of 63,700;

Glasgow South West comprising regional electoral divisions 29, 31 and 32, and district ward 55, with a total electorate in 1978 of 63,800;

Glasgow South comprising regional electoral divisions 35 and 37, and district wards 56 and 61, with a total electorate in 1978 of 56,800;

Glasgow South East comprising regional electoral divisions 38, 40 and 41, and district ward 62, with a total electorate in 1978 of 64,700.

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

172. In making our provisional recommendations for this part of Strathclyde Region we had in mind the following considerations:

- (a) As indicated above, this part of the Region comprises nine constituencies and parts of three others, and we decided to allocate 11 constituencies.
- (b) The Districts of Dunbarton and East Kilbride, with 1978 electorates of about 55,900 and 60,100, respectively, were regarded as each justifying a single constituency;
- (c) Motherwell District, with a 1978 electorate of about 108,000, could be conveniently divided into two constituencies each with an electorate near the electoral quota.
- (d) Hamilton and Monklands Districts, with 1978 electorates of about 77,400 and 77,450, respectively, were too large to form one constituency each and too small to form two constituencies each. In the case of Hamilton one regional electoral division (ED 65) was associated with Clydesdale District whose electorate (less than 49,800) was too small to form a constituency. In the case of Monklands one regional electoral division (ED 50) in Cumbernauld and Kilsyth District was associated with EDs 54 and 56 to form a Monklands East constituency.
- (e) Of the four remaining districts, Strathkelvin (1978 electorate 56,787) would justify a constituency on its own, but with Clydebank (40,208) and Bearsden and Milngavie (28,285) to the west too large to be taken together to form a constituency, and Cumbernauld and Kilsyth (39,005) to the east apparently too small, it was felt necessary to form three constituencies, one consisting of Clydebank District and part of Bearsden and Milngavie District, one consisting of the rest of the latter District and part of Strathkelvin District,

and one consisting of the rest of Strathkelvin District and part of Cumbernauld and Kilsyth District.

173. We provisionally determined to recommend that the former counties of Dunbarton, Lanark and Stirling (part) should be divided into five burgh constituencies and six county constituencies as follows:

Burgh constituencies

Monklands West comprising regional electoral divisions 52, 53 and 55 in Monklands District with a total electorate in 1978 of 46,400;

Monklands East comprising regional electoral divisions 54 and 56 in Monklands District and regional electoral division 50 in Cumbernauld and Kilsyth District, with a total electorate in 1978 of 44,200;

Motherwell West comprising regional electoral divisions 57, 61 and 62 in Motherwell District with a total electorate in 1978 of 54,600;

Motherwell East comprising regional electoral divisions 58, 59 and 60 in Motherwell District with a total electorate in 1978 of 53,400;

Hamilton comprising regional electoral divisions 63, 64 and 66 in Hamilton District with a total electorate in 1978 of 59,800.

County Constituencies

Dumbarton comprising Dumbarton District with a total electorate in 1978 of 55,900;

Clydebank and Milngavie comprising Clydebank District and district wards 1, 2, 3 and 4 in Bearsden and Milngavie District, with a total electorate in 1978 of 51,700;

Strathkelvin and Bearsden comprising regional electoral divisions 46 and 47 in Strathkelvin District, and regional electoral division 45 and district ward 5 in Bearsden and Milngavie District, with a total electorate in 1978 of 54,100;

Cumbernauld comprising regional electoral divisions 49 and 51 in Cumbernauld and Kilsyth District and regional electoral division 48 in Strathkelvin District, with a total electorate in 1978 of 45,400;

East Kilbride comprising East Kilbride District with a total electorate in 1978 of 60,100;

Clydesdale comprising Clydesdale District and regional electoral division 65 in Hamilton District, with a total electorate in 1978 of 58,400.

(iii) *Former counties of Argyll, Ayr and Renfrew*

174. In making our provisional recommendations for this part of Strathclyde Region we had in mind the following considerations:

- (a) As indicated above, this part of the Region comprises nine constituencies and part of one other, and we decided to allocate 11 constituencies.
- (b) Argyll and Bute District and Kilmarnock and Loudoun District, with 1978 electorates of about 47,100 and 60,900, respectively, were each considered suitable to form a single constituency, in the former case because of geographical considerations despite the small electorate.
- (c) Cunninghame District (1978 electorate about 98,400) could be conveniently divided into two constituencies, of which one would allow for growth in the electorate of Irvine New Town.
- (d) Eastwood District (1978 electorate about 39,400) was too small to form a single constituency and it was considered appropriate to associate a contiguous part of Renfrew District (ED 79) to form a constituency. Inverclyde District (1978 electorate some 75,400) was too large for one constituency and it was considered appropriate to associate a part (ED 84) with contiguous areas in Renfrew District. The rest of Renfrew District could then be conveniently divided into two Paisley constituencies.
- (e) Kyle and Carrick District (1978 electorate 85,460) and Cumnock and Doon Valley District (1978 electorate some 33,500) have a combined electorate (119,000) of the right size for two constituencies. The two Districts have a total of seven electoral divisions—five in Kyle and Carrick and two in Cumnock and Doon Valley—which did not lend themselves to an equal division for the purpose of forming two constituencies. In this particular case we

considered it necessary in the interests of parity to divide an electoral division (ED 99), three district wards being associated with one constituency, and the remaining two district wards with another.

175. We provisionally determined to recommend that the former counties of Argyll, Ayr and Renfrew should be divided into two burgh constituencies and nine county constituencies as follows:

Burgh Constituencies

Paisley North comprising regional electoral divisions 75, 78 and 81 in Renfrew District with a total electorate in 1978 of 48,800;

Paisley South comprising regional electoral divisions 76, 77 and 80 in Renfrew District with a total electorate in 1978 of 52,200.

County Constituencies

Argyll and Bute comprising Argyll and Bute District with a total electorate in 1978 of 47,100;

Eastwood comprising Eastwood District and regional electoral division 79 in Renfrew District, with a total electorate in 1978 of 56,600;

Renfrew comprising regional electoral divisions 82 and 83 in Renfrew District and regional electoral division 84 in Inverclyde District, with a total electorate in 1978 of 52,000;

Inverclyde comprising regional electoral divisions 85, 86 and 87 in Inverclyde District with a total electorate in 1978 of 56,100;

Cunninghame South comprising regional electoral divisions 88, 89 and 90 in Cunninghame District with a total electorate in 1978 of 46,000;

Cunninghame North comprising regional electoral divisions 91, 92 and 93 in Cunninghame District with a total electorate in 1978 of 52,400;

Kilmarnock and Loudoun comprising Kilmarnock and Loudoun District with a total electorate in 1978 of 60,900;

Ayr comprising regional electoral divisions 97, 98 and 100 and district wards 11, 12 and 13 in Kyle and Carrick District with a total electorate in 1978 of 62,700;

Carrick and Doon Valley comprising Cumnock and Doon Valley District, and regional electoral division 101 and district wards 14 and 15 in Kyle and Carrick District, with a total electorate in 1978 of 56,300.

176. On 16th June 1981 we published our provisional recommendations for a total of 32 constituencies in Strathclyde Region as a whole, 10 in the City of Glasgow District and 22 in the rest of the Region.

Representations on the provisional recommendations

(i) *City of Glasgow District*

177. Initially more than 90 objections were received. Strathclyde Regional Council, the City of Glasgow District Council, several of the City's Members of Parliament, the Scottish Council of the Labour Party and about 10 Constituency Labour Parties, Greater Glasgow Liberal Council, Glasgow District Association of the Scottish National Party, among others, represented that Glasgow should have 11 constituencies, each consisting of three regional electoral divisions. The District Council and the District Association of the Scottish National Party submitted detailed proposals on this basis. On the other hand, Strathclyde Conservative Association and the Social Democratic Party agreed that the allocation of only 10 seats was justified, as did North Aberdeen Liberal Association in their representations which suggested also that Strathclyde Region as a whole should have only 31 constituencies. Objections about specific aspects of the proposals were received from two local Conservative Associations, several Constituency Labour Parties, four Constituency Associations of the Scottish National Party, two regional councillors, about a dozen community councils, a dozen other organisations and more than 30 individuals, and from some of those who also objected to the allocation of 10 seats. These objections related mainly to the division of the Hutchesontown/Gorbals area between *Central* and *Bellahouston* (more than 30 objections), the division of Castlemilk between *South* and *South East*, the division of Hillington/Govan/Bellahouston between *Bellahouston* and *South West* and the composition of *East*, *North East* and *North*. In addition there was widespread objection to the use of compass-point names

for all but three of the Glasgow constituencies, and the retention of names such as Cathcart, Garscadden, Govan, Maryhill and Rutherglen was strongly advocated.

178. The Sheriff Principal of Glasgow and Strathkelvin was unable to act as assistant Commissioner and you appointed Mr. W. D. Prosser, Q.C., to hold a local inquiry into our proposals. Following the publication on 19th January 1982 of the notice that the Inquiry would open on 22nd February 1982 more than 20 further representations were received, including representations from the following: the Scottish Council of the Labour Party, the City of Glasgow District Council (who submitted details of their alternative, secondary proposals for 10 constituencies in the City) Strathclyde Regional Labour Party, two Members of Parliament, half a dozen Constituency Labour Parties and a few community organisations in the city. All these representations were duly forwarded to the assistant Commissioner. A number of further representations were submitted at the Inquiry and thereafter, and these were taken into account by him.

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

179. Bearsden and Milgavie District Council decided not to put forward any alternative scheme for the two constituencies in their area. Motherwell District Council, Motherwell District Association of the Scottish National Party and the Social Democratic Party approved the proposals for the Motherwell area. More than 40 objections were received. Strathclyde Regional Council represented that insufficient weighting had been given to rural areas such as South Lanarkshire. Clydesdale District Council preferred the *status quo* and objected to the removal of the Newmains area (in Motherwell District) from *Clydesdale* and to the inclusion in that constituency of Larkhall from Hamilton District. Cumbernauld and Kilsyth District Council, Cumbernauld Development Corporation, Strathclyde Conservative Association, local branches of all the political parties and other local interests objected to the division of the New Town by the inclusion of ED 50 (Cumbernauld South) in *Monklands East* and suggested that Cumbernauld and Kilsyth District should form a constituency. The District Council and others went on to suggest that *Monklands East* should comprise EDs 54, 55 and 56, and *Monklands West* should comprise ED 48 (in Strathkelvin District) and EDs 52 and 53. Monklands District Council objected to the division of Airdrie and Coatbridge and suggested alternative proposals, as did Coatbridge and Airdrie Labour Party and the Social Democratic Party. Strathkelvin District Council and others including three local branches of the Labour Party, two local branches of the Scottish National Party and Kirkintilloch Community Council objected to the division of Strathkelvin District which they considered should form a constituency on its own. Dr. Jeremy Bray, M.P. (Member for Motherwell), the local branches of the Labour Party and Liberal Party and a community council (the last three supported by petitions with between 100 and 150 signatures) objected to the division of Motherwell District into East and West constituencies and suggested instead North and South constituencies. Strathclyde Conservative Association put forward an alternative scheme for all but four of the proposed constituencies in this part of the Region. Blantyre Branch of the Labour Party represented that Blantyre should remain in the East Kilbride constituency. Hamilton Constituency Labour Party, the local branch of the Scottish National Party and the community council represented that the Larkhall area should be included in *Hamilton* instead of in *Clydesdale*. Lenzie Community Council, Millersneuk Residents Association and a local resident (who enclosed two petitions with nearly 200 signatures) objected to the inclusion of the South Lenzie area in ED 48 in *Cumbernauld* and wished the area to be included with the rest of Lenzie in *Strathkelvin and Bearsden*.

180. The Sheriff Principal of South Strathclyde, whose sheriffdom covers most of this part of the Region, was unable to act as assistant Commissioner and you appointed Mr. J. T. Cameron, Q.C., to hold a local inquiry into our proposals. Following the publication on 6th January 1982 of the notice that the Inquiry would open on 8th February 1982 a few further representations were received. These were from Mr. George Robertson, M.P. (Member for Hamilton) and a regional councillor, both of whom sought the retention of Larkhall in *Hamilton*, and from three local branches of the Labour Party who objected to various aspects of the proposals. In addition, North Aberdeen Liberal Association asked that their earlier letter (referred to in paragraph 177 above) which contained alternative proposals for this part of the Region, should be drawn to the attention of the assistant Commissioner. Copies of these further representations were forwarded to the assistant Commissioner. About half a dozen objections were handed in at the Inquiry and these were taken into account by him.

(iii) *Former counties of Argyll, Ayr and Renfrew*

181. Argyll and Bute District Council, Eastwood District Council, Argyll Constituency Labour Party and Central Ayrshire Constituency Labour Party supported the proposals for their particular areas. Initially more than 25 objections were received. Strathclyde Regional Council considered that insufficient weighting had been given to rural areas such as Argyll and South Ayrshire. Mr. Allen Adams, M.P. (Member for Paisley) and Paisley Constituency Labour Party objected to the division of Paisley, and the latter suggested alternative proposals for the Paisley, Renfrew and Eastwood constituencies, as did Paisley Co-operative Party. Paisley Constituency Association of the Scottish National Party also objected to the proposed division of Paisley and enclosed a petition with more than 600 signatures. Mr. Norman Buchan, M.P. (Member for West Renfrewshire) supported the proposals made by the Constituency Labour Party for two seats in Paisley and for a Renfrew constituency, renamed Gryffe, which would keep together Linwood, Elderslie and Johnstone. The Rt. Hon. Dr. Dickson Mabon, M.P. (Member for Greenock and Port Glasgow) objected to the Commission's decision to adhere to old county boundaries which have no relevance to local government. Strathclyde Conservative Association submitted alternative proposals for six constituencies and alternative names for a further three constituencies in this part of the Region. Stevenston Branch of the Bute and North Ayrshire Conservative and Unionist Association objected to the inclusion of Stevenston in *Cunninghame South* and suggested its inclusion in *Cunninghame North*, i.e. to be in the same constituency as Ardrossan and Saltcoats. Representations to this effect were also received from Bute and North Ayrshire Constituency Labour Party, Bute and North Ayrshire and Stevenston Constituency Associations of the Scottish National Party and Stevenston Community Council. Ayr Constituency Labour Party, Kincaidston and District Community Association (supported by a petition with about 850 signatures) and three local residents objected to Kincaidston being separated from Ayr and included in *Cumnock and Doon Valley*; and a similar representation relating to Annbank and Mossblown area was received from the community council for that area. Greenock and Port Glasgow Constituency Labour Party objected to the separation of Greenock from Port Glasgow under our proposals. Cumnock and Doon Valley District Council, Mr. George Foulkes, M.P. (Member for South Ayrshire) and South Ayrshire Constituency Labour Party represented strongly that the existing constituency name of South Ayrshire should be used instead of Cumnock and Doon Valley. South Ayrshire Constituency Association of the Scottish National Party, for their part, objected on principle to the changes in the boundary of the existing South Ayrshire constituency. The Social Democratic Party suggested that *Renfrew* should be renamed "Erskine".

182. The Sheriff Principal of North Strathclyde, whose sheriffdom covers most of this part of the Region, was unable to act as assistant Commissioner and you appointed Mr. D. A. O. Edward, C.M.G., Q.C., to hold a local inquiry. Following the publication on 2nd February 1982 of the notice that the Inquiry would open on 8th March 1982, three further representations were received. Mr. J. J. MacKay, M.P. (Member for Argyll) on his own behalf, and on behalf of Argyll Conservative and Unionist Association, accepted the logic of equating *Argyll* with Argyll and Bute District. Mr. Adam Fergusson (Member of the European Parliament for West Strathclyde) supported a suggested amendment to the proposals to keep Greenock and Port Glasgow in the same constituency. Kincaidston and District Community Association submitted a further written statement for the attention of the assistant Commissioner. In addition, North Aberdeen Liberal Association asked that their earlier letter, already referred to above, which contained alternative proposals for this part of the Region, should be brought to the attention of the assistant Commissioner. Copies of these representations were forwarded to him.

Local inquiries

(i) *City of Glasgow District*

183. The Inquiry was held by the assistant Commissioner, Mr. W. D. Prosser, Q.C., in the Lesser City Hall, Glasgow, on 22nd, 23rd, 24th and 25th February 1982. Submissions or statements were made, or evidence was given, by more than 20 persons or bodies including the following: Strathclyde Regional Council, the City of Glasgow District Council (represented by Counsel), Mr. Donald Dewar, M.P. (Member for Glasgow Garscadden), the Rt. Hon. Bruce Millan, M.P., (Member for Glasgow Craigton), Mr. John Maxton, M.P. (Member for Glasgow Cathcart), Mr. David Marshall, M.P. (Member for Glasgow Shettleston), Mr. Robert McTaggart, M.P. (Member for Glasgow Central), the late Mr. Frank McElhone, M.P. (Member for Glasgow Queen's Park),

the Scottish Council of the Labour Party, Strathclyde and Glasgow Labour Party (represented by Counsel), Cathcart, Craigton and Hillhead Constituency Labour Parties, Strathclyde Conservative Association, the Scottish National Party, Castlemilk Branch of the Scottish National Party, Hutchesontown Tenants Association, and Save the Name of Govan Group. Evidence relating to Gorbals/Hutchesontown was given by 18 individuals. In his report the assistant Commissioner explained that in addition to oral submissions, statements and evidence, certain written representations were received from the above and from other persons and bodies who did not make further representations by appearing at the Inquiry. He took these into account along with the oral material.

184. At the beginning of his report, the assistant Commissioner stated that certain procedural matters should be noted. These were as follows:

- (a) Prior to the Inquiry there were suggestions that he should delay the Inquiry pending the Hillhead Parliamentary by-election. He did not do so; the matter was not raised again at the Inquiry; and he did not consider that this potential problem had any significance.
- (b) Suggestions had been made that a single Inquiry for the whole of Strathclyde Region was appropriate, if the contentions that the Region should have 33 seats rather than 32 were to be properly considered. There had, however, been no suggestion, so far as he was aware, that the "extra" seat was appropriate in any part of the Region other than the City of Glasgow District; nor any suggestion that the need for an extra seat in Glasgow should be met by reducing the number of seats in the rest of the Region. Such an extra seat would thus necessarily be "found" either by (a) reducing the number of seats proposed for Scotland outside Strathclyde or (b) increasing the number of seats proposed for Scotland as a whole. Upon the issue of whether Glasgow should have an eleventh seat, and equally upon the question as to which of these two means of providing it might be adopted, he could see no advantage that would have accrued from having a single Strathclyde Inquiry; and he felt at no disadvantage through the remainder of Strathclyde having been dealt with separately. He added that the limitations upon his ability to resolve the "extra seat" question derived naturally and obviously from the scope of his remit; and that any issue between Glasgow (or Strathclyde) and other parts of Scotland or Great Britain was beyond his remit as he understood it.
- (c) Various parties represented that there had been inadequate time, between publication of the Commission's proposals and the holding of the Inquiry, for parties to consider those proposals and formulate their views upon them. He drew this to the Commission's attention; but having regard to the representations made at the Inquiry upon the main issues, he was not persuaded that any substantive difference would have resulted from a longer period for preparation. Indeed, he was impressed by the quality of the representations and the care that had been given to their preparation.
- (d) He was told that the maps put out for public use were inadequate, in particular in relation to the identification of district wards by their numbers. He did not attempt to investigate this matter further but drew it to the Commission's attention as perhaps requiring attention on a future occasion.

185. At the Inquiry fundamental questions relating to the interpretation of the Rules were raised by the main parties and commented on by the assistant Commissioner, and consideration was given to a number of alternative schemes based on 10 or 11 seats. In view of the importance of the legal and other considerations advanced on either side, and the assistant Commissioner's comments on these, we reproduce in full the relevant paragraphs of his report (paragraphs 6-9) and his recommendations (paragraph 20) below.

"6. *Legal considerations.* The Commission's function, under section 2 of the House of Commons (Redistribution of Seats) Act 1949, is to submit reports showing the constituencies into which they recommend that Scotland should be divided in order to give effect to the rules set out in the Second Schedule of that Act. This duty is modified by section 2(2) of the House of Commons (Redistribution of Seats) Act 1958, which provides that it "shall not be the duty of a Boundary Commission, in discharging their functions under the said section 2, to aim at giving full effect in all circumstances to the rules set out in the Second Schedule"; but this relaxation of the duty to give effect to those rules is in my view to be read with, and limited in scope to, the specific relaxation which section 2(2) of the 1958 Act proceeds to define. It was not suggested before me that the passage I have quoted from section 2(2) gave any wider

right to depart from the rules; and that section, upon the basis of the submissions to me, is I think to be read as only warranting such departures as result from the Commission taking "account, so far as they reasonably can, of the inconveniences attendant on alterations of constituencies other than alterations made for the purposes of Rule 4 of those rules, and of any local ties which would be broken by such alterations". This relaxation may be in point when one comes to specific boundaries under either a ten-seat or an eleven-seat scheme; but it was not contended that it had a bearing upon fixing the number of seats for Glasgow in present circumstances—nor do I consider (upon the limited meaning which I think it has) that it can do so. For the purpose of fixing the number of seats, therefore, the rules in Schedule 2 of the 1949 Act (as amended and to be applied in terms of section 3 and paragraph 2 of the Schedule of the 1958 Act, and further amended in terms of the Local Government (Scotland) Act 1973) are the provisions, and the only provisions, to which the Commission has to give effect. The contention for eleven seats is to the effect that these rules do not permit the ten-seat recommendation, having regard to the Commission's own figures whereby, applying the quota of 53,649, Strathclyde Region would be "entitled" to 33.29 seats, and the City of Glasgow district to 11.38. The main elements in those rules, upon which argument turned, were as follows:

- (a) "Electoral quota". It was emphasised that prior to the 1958 amendment of Rule 7 there was a single quota for all constituencies in Great Britain whereas, since that amendment, this parity was not a provision, or indeed an aim, of the rules. Whatever the reasons for abandoning a relationship between the quotas for the different parts of Great Britain, it had been abandoned. The Commission's consideration of relative percentages was therefore said to be contrary to Parliament's abolition of any relationship under the rules.
- (b) "Electorate". It was emphasised that Rule 7 (as amended) defines the "electorate", which is used in computing the quota, at a specified date. While the Commission had of course used the appropriate date in computing the Scottish quota of 53,649, their consideration of current and future figures and estimates for the electorate (with consequential changes in the discrepancy between Glasgow's "entitlement" and a given number of seats) was said to be contrary to Parliament's provision for a specific date for identification of the "electorate" under the rules.
- (c) Rule 5. It was emphasised that the primary provision of Rule 5 was that "The electorate of any constituency shall be as near the electoral quota as is practicable having regard to the foregoing rules"; and that this provision was not qualified by any right or duty, in giving effect to the rules, to go above the quota in any given constituency with the purpose of compensating for the fact that in some other constituency one had gone below the quota. Departures from the quota were expressly provided for under Rule 6 (geographical considerations), but that rule did not alter Rule 5 in a constituency which itself had no geographical considerations rendering departure desirable. Moreover, departures from the quota (tending but not necessarily, towards smaller and thus more numerous seats) were implicit in Rule 4(b), and legitimate, since Rule 5 was expressly modified by the reference to foregoing rules. Again, however, there was no provision which would enable one, in giving effect to the rules, to make a compensating departure in other constituencies to balance such authorised departures under Rule 4(b). Indeed, Rule 5 allowed Rule 4(b) itself to be departed from to avoid excessive disparities between any electorate and the quota (as well as between neighbouring electorates). The Commission's "compensatory factor" referred to in their Statement of Reasons, paragraph 7(f), therefore had no justification in the rules. Although the logical need for a compensatory factor, given a predetermined total of 71 seats, is I think plain, the absence of provision for such a compensatory factor, coupled with the requirement (subject to authorised departures) to abide by the quota, was, as I understand, seen as indicating that there was and could be no predetermination of a total number.
- (d) Rule 1: the 71 seats. It was emphasised that the provision for Scotland of "Not less than 71" constituencies afforded no implication that there should be only 71; rather the contrary, since the possibility of more was envisaged, and in Wales, with an identically worded provision, an increase above the stated minimum had occurred. Since there was a minimum only, this provision did not inhibit an increase if, upon a correct application of the succeeding rules, a figure higher than 71 were to result.
- (e) Rule 1: the Great Britain provision. It was emphasised that this provision, that the number of constituencies in Great Britain shall be "Not substantially greater or less than 613", was

the only one limiting numbers of constituencies; apart from it, the number of seats would be merely a resultant figure, flowing from application of the quota and permitted departures. The contentions of the various parties as to the application of this provision differed. One argument went so far as to assert that the provision could have no effect, since the abolition of the single quota for Great Britain. A less extreme contention was to the effect that this provision obliged each Commission to have regard to the proposals of the others, so that together they could avoid exceeding the joint total (i.e., such figure as was regarded as the limit of the phrase "Not substantially greater . . . than 613"). I did not however understand any party contending for eleven seats to concede that, even at this stage, and applying the Great Britain limit on numbers, the Commission for Scotland could apply such criteria as they have in fact applied (in particular, the comparison of the Scottish quota with the English quota, or the reference to projected population figures).

- (f) Rule 7: dividing by the existing number of constituencies. It was pointed out that if in the past an increase in the number of seats had been permitted (as had occurred in England, but not in Scotland) the use of the increased figure as the divisor in computing the quota would tend to make that figure the minimum one rather than the statutory figure under Rule 1. This, coupled with Rules 4 and 6, would produce an inevitable tendency towards increase; and if the tendency were given rein in England but not in Scotland, there was in effect a difference of construction of the rules by the two Commissions. That could not be right.
- (g) The Commission did not expressly invoke Rule 1 and the Great Britain "ceiling" as their reason for holding the Scottish total to 71. If it were the reason, it would require to be so invoked. Assuming that it was therefore not the reason, there was no reason, and application of the other rules made a figure of eleven for Glasgow inevitable.

7. *Legal considerations in support of the Commission's proposal.* Considerable emphasis was laid upon the flexibility of the rules and their references to practicability: the rules did not put the Commission in a strait-jacket, and the reasons advanced by the Commission were reasons of practicability. These justified looking to the number of seats envisaged for England and the relationship between quotas. They also justified a compensating factor, or practical quota, whereby seats with no geographical specialty (and in particular the city seats) would have a higher electorate than the statutory quota. As I understood the contention, this practical quota, designed to produce an average electorate in Scotland which would equal the statutory quota, was related to Rule 1 and an implicit requirement of equity as between Scotland and other parts of Great Britain. It was not, however, asserted that one had reached the Great Britain ceiling figure or that one extra seat in Scotland would break that limit.

8. *Discretionary considerations.* In addition to those arguments turning upon interpretation of the rules, parties contended that it would be wrong for the Commission, even if it had the discretionary power, to restrict Glasgow to 10 seats. In particular, it was contended:

- (a) that a 72nd seat for Scotland was reasonable, representing only a 1.4% increase above the minimum, when compared with the increases previously made, or now proposed, in England, which showed greater increases;
- (b) that the Rule 1 ceiling could not reasonably be said to have been reached, since 630 odd seats for Great Britain was only a small percentage above 613, and thus not "substantially greater" than that figure;
- (c) that the pressure for an increase in Scottish seats flowed from the new local authority boundaries and the Commission's decision not normally to cross regional boundaries: it was unsurprising if adherence to wholly new boundaries led to a slightly different number of constituencies in certain areas and in Scotland as a whole; and it was not reasonable to deprive the largest Region of a seat in order to compensate for the consequences of this rigidity elsewhere; nor was it reasonable to reach final decisions elsewhere and then treat the reduction in Strathclyde as necessary, without reviewing the proposals elsewhere;
- (d) that the fact that other cities had high electorates was not an indication that Glasgow should do so: those high electorates resulted, like certain low electorates, from an application of Rule 4(b) and the impossibility of getting nearer to the quota without breaching that rule. That did not arise in Glasgow; and
- (e) that the "compensation" approach, whereby urban seats had electorates well above the quota in order to balance small electorates under Rule 6, entailed a wrong and inequitable

discrepancy: it meant that areas of urban deprivation, where there were the greatest problems and the greatest needs for representation, were treated as having least need.

Against this, it was contended that historically the urban areas always had had electorates in excess of the quota; that a ten-seat allocation for Glasgow resulted in an equitable equivalence with the other cities of Edinburgh, Dundee and Aberdeen (unless they too were to receive an increased allocation); that it was not inequitable to have larger electorates in cities where, despite social problems, the problem of representation was less than in those areas recognised as special under Rule 6; and that on the wider issue of Scotland's relationship to England, equity was rightly seen by the Commission as requiring that the favourable treatment of Scotland, in terms of its relatively lower quota, should not be increased.

9. While I have some hesitation in obtruding any view of my own upon matters which as indicated above I recognise as essentially for the Commission, I have thought it right to state briefly my conclusions in the light of the submissions made at the Inquiry and outlined above. My conclusions are these:

- (i) Apart from Rule 1, there is no basis in the rules for departing from the quota in order to compensate for the effects of Rule 6: to do so would be to depart from quota in favour of average (or total number) as the criterion under the rules.
- (ii) Apart from Rule 1, there is no basis in the rules for departing from the quota in Strathclyde Region or Glasgow District in order to compensate for the effects of applying Rule 4(b) *elsewhere* in Scotland; and there is no need to depart from the quota, in order to apply that rule *within* Strathclyde or Glasgow, to such an extent as to have ten rather than eleven seats in the City of Glasgow District.
- (iii) Rule 1, and in particular the requirement that the number of seats in Great Britain shall be "Not substantially greater . . . than 613" is effective to confer on the Commission a right and duty to consider whether any increase above 71, resulting from applying the succeeding rules, would, when taken with proposals elsewhere in Great Britain, breach that requirement.
- (iv) Under Rule 1, if a "cut-back" were required from the figure produced by applying the other rules, in order to keep below the overall limit on numbers, it would be competent for the Commission to have regard to any consideration of reason or equity in deciding whether Scotland or England should bear the cut-back; and if Scotland, whether one area rather than another should do so, and whether departures from quota or departures from Rule 4(b), or a combination, were appropriate.
- (v) It is not possible for me, within my remit, to weigh the considerations of reason and equity referred to at (iv) above, involving as they do an assessment of matters not before me. The submissions made to me, however, did not in my view provide any support for a view that a major departure from the quota in Glasgow, entailing ten seats rather than eleven, could be regarded as equitable unless the alternatives all involve substantial inroads upon the equitable treatment of other areas or Great Britain as a whole.

Within its limits, the Inquiry would lead to the conclusion that there should be eleven seats in the City of Glasgow District, in order to achieve within the boundaries of that District (and indeed Strathclyde Region) the closest practicable approximation to the quota of 53,649 for each constituency without breaching Rule 4(b). Any such conclusion is, however, necessarily subject to revision by the overriding application of Rule 1; and in any event the Commission may consider this conclusion unsound, upon the differing view of the other rules or section 2 of the 1958 Act. I therefore turn to specific questions as to boundaries on both an eleven-seat and a ten-seat basis."

* * * * *

"20. *Recommendations* My recommendations are as follows:

- (A) Unless the Commission has concluded that Rule 1 requires a restriction of Scottish seats to a total of 71, in order to comply with the limit upon constituencies in Great Britain to a total not substantially greater than 613, I recommend that the draft proposals be replaced by a proposal for eleven constituencies, under the names and comprising the electoral divisions set out in the following table:

	Name	Electoral Divisions	Electorate 1979
A.	Glasgow Garscadden	9, 10, 11	52,498
B.	" Hillhead	12, 13, 17	55,914
C.	" Maryhill	14, 15, 16	56,601
D.	" Springburn	18, 19, 20	59,985
E.	" Central	21, 34, 35	55,771
F.	" Shettleston	22, 23, 26	52,893
G.	" Provan	24, 25, 27	57,056
H.	" Govan	28, 29, 30	55,778
I.	" Pollok	31, 32, 33	53,486
J.	" Cathcart	36, 37, 39	52,492
K.	" Rutherglen	38, 40, 41	57,427

(B) If the Commission has concluded that Rule 1 requires a restriction of Scottish seats to a total of 71 in order to comply with that limit upon constituencies in Great Britain, I recommend:

- (1) that if possible, having regard to the whole relevant considerations, a seat be "saved" elsewhere in Scotland, by crossing regional boundaries or otherwise, in order to permit the creation of eleven constituencies in the City of Glasgow District; and if that be possible, that the said eleven constituencies be as set out at A above; and
- (2) that if it is not possible, having regard to all such considerations, so to save a seat elsewhere in Scotland and permit eleven constituencies to be created in the City of Glasgow District, the draft proposals for ten constituencies be so re-named and altered as to take the form set out in the following table:

	Name	Electoral Divisions and District Wards	Electorate 1979
A.	Glasgow Garscadden	ED 9, 10, 11 DW 7	63,282
B.	" Kelvin	ED 13, 16 DW 8, 17	56,028
C.	" North	ED 14, 15, 18	56,332
D.	" Central	ED 19, 21, 34 DW 18	63,621
E.	" Shettleston	ED 22, 23, 26 DW 24	63,925
F.	" Provan	ED 24, 25, 27 DW 23	66,208
G.	" Govan	ED 28, 29, 30	55,778
H.	" Pollock	ED 31, 32, 33 DW 55	63,265
I.	" Cathcart	ED 35, 37 DW 56, 61	56,768
J.	" Rutherglen	ED 38, 40, 41 DW 62	64,694"

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

186. The Inquiry was held by the assistant Commissioner, Mr. J. T. Cameron, Q.C., in the Burgh Court Hall, Glasgow on 8th, 9th and 10th February 1982. In his report the assistant Commissioner recorded that the first matter raised at the Inquiry was a general one, affecting not only the constituencies in the districts with which the Inquiry was concerned, but the whole of Strathclyde Region. On behalf of Strathclyde Regional Council it was submitted that in order to secure adequate representation for each of the regions of Scotland, Strathclyde Region should have 33 seats, instead of 32 as proposed by the Commission. It was submitted that by restricting the number of seats to 32, the Commission had contradicted their own reasoning and their own figures as set out in the Statement of Reasons for their provisional recommendations. Even on the Commission's own figures, the electorate of Strathclyde Region imperatively required an extra seat in addition to those proposed by the Commission. The 1978 electorate figures gave the Region a theoretical entitlement to 33.29 seats. Even if account was taken of the reduction in electorate shown in provisional figures available for 1982, the entitlement was 32.9 seats. The Council

contended that the Commission should not equate that with 32 rather than 33 seats. The result was shown by comparing the average electorate for the proposed 32 Strathclyde constituencies (55,814) with the electoral quota (53,649). In the Council's view this was a very substantial excess. The Commission had maintained that the average electorate in Strathclyde Region was lower than the average electorate in the other regions containing major urban centres but, the Council claimed, that was too simplistic an argument because account must be taken of the whole size of the populations involved. One extra seat would give Strathclyde Region an average electorate of 54,121, still well above the electoral quota, while an extra seat in Grampian, Tayside or Lothian Regions would give an average electorate in any of those Regions well below the electoral quota. That illustrated the extent of the deprivation which Strathclyde electors would suffer in respect of their parliamentary representation. It was stressed that the Council's representation was a non-party submission and that the sole purpose was to maintain adequate representation for all the citizens. For that reason the Council had chosen not to submit detailed proposals with regard to groupings of seats.

187. The Regional Council's submission was strongly supported by representations on behalf of the Labour Party and also received support from a considerable number of other persons who appeared at the Inquiry. The Labour Party urged that there should be 72 seats in Scotland and, in common with all the objectors who supported this particular submission maintained that there was no basis for the Commission's view that Scotland was over-represented. It was particularly stressed that since it appeared that extra seats would be created in England, there was no substantial reason for refusing to create an extra seat or seats in Scotland. Strathclyde Conservative Association, on the other hand, submitted a statement supporting the Commission's proposal that there should be 71 seats in Scotland and suggested that in view of the difference between the electoral quota in Scotland and in England, an increase in the number of seats in Scotland could not be accepted. On this whole question, since the views arrived at by the Commission appeared to the assistant Commissioner to have been reached on the basis of a general consideration of the whole position of Scotland, he did not feel it would be appropriate to express any view upon this matter. He therefore merely reported the submissions made for the full consideration of the Commission.

188. It was also suggested on behalf of the Labour Party that a further Inquiry should be held to consider constituencies in Strathclyde Region as a whole, and the assistant Commissioner undertook to communicate that proposal to the Commission.

189. In considering the detailed proposals, it was clear to the assistant Commissioner at an early stage in the Inquiry that there was no real dispute on two points, namely that Dumbarton District and East Kilbride District should each form one constituency; and that it would be desirable to take Motherwell District to form two constituencies, and to take that as a starting point for the arrangement of the constituencies in the rest of the area. The major problem arising was how constituencies should be formed from the other districts falling within the area with which the Inquiry was concerned, given that Clydebank District and Bearsden and Milngavie District are too large to be taken together to form a constituency, while Cumbernauld and Kilsyth District appears to be too small to form a constituency on its own.

190. The assistant Commissioner referred to a scheme put forward by Strathclyde Conservative Association, covering the whole group of districts between Dumbarton and East Kilbride Districts, which did not accept that Motherwell District should form two constituencies. Leaving aside *Dumbarton, East Kilbride, Clydebank and Milngavie* and *Strathkelvin and Bearsden* (with which they agreed apart from changing the name of *Clydebank and Milngavie* to Kilpatrick) the Association proposed constituencies (with 1979 electorates) as follows:

- (1) Cumbernauld and Kilsyth: Cumbernauld and Kilsyth District and DWs 11 and 15 from ED 48 in Strathkelvin District (electorate 48,652).
- (2) Airdrie: EDs 54 and 55 with DWs 19 and 20 from ED 56 in Monklands District and DWs 18 and 20 from ED 60 in Motherwell District (electorate 47,158).
- (3) Coatbridge: EDs 52 and 53 with DWs 17 and 18 from ED 56 in Monklands District and DWs 12, 13 and 14 from ED 48 in Strathkelvin District (electorate 49,865).
- (4) North Lanarkshire: EDs 61 and 62 and DWs 17 and 19 from ED 60 in Motherwell District and DWs 16 and 17 from ED 66 in Hamilton District (electorate 52,739).
- (5) Motherwell and Wishaw: EDs 57, 58 and 59 in Motherwell District and DW 16 from ED 60, also in Motherwell District (electorate 56,658).

(6) Hamilton: EDs 63 and 64 with DWs 12, 13, 14, 18, 19 and 20 in Hamilton District (electorate 63,036).

(7) Lanark: Clydesdale District and DWs 11 and 15 from ED 65 in Hamilton District (electorate 48,442).

191. In the assistant Commissioner's opinion this scheme could readily be dismissed as impracticable. In the first place it sacrificed the advantage of maintaining the integrity of Motherwell District by forming two constituencies from that District. It was clear from evidence given in the course of the Inquiry that if the integrity of districts and regional electoral divisions is maintained communication between elected representatives at different Government levels is much easier. To keep districts intact is therefore not merely a matter of administrative tidiness but contributes significantly in securing the proper conduct of local and national government affairs. Evidence to that effect was given by Dr. Jeremy Bray, M.P., in particular. Further, having departed from the principle of maintaining the integrity of districts, the Association's scheme did so in a wholesale fashion. The scheme was supported by evidence from a number of witnesses speaking to details of its local effects, and the extent to which it conformed to local feelings and local ties. Looking at the scheme as a whole, however, the assistant Commissioner did not think that there was any overall case made out for such extensive departures from district boundaries. The proposals were opposed in their application to Monklands by Monklands District Council. On the whole matter the assistant Commissioner recommended that the Association's scheme should not be further considered.

192. In the assistant Commissioner's view the most significant question at the Inquiry was whether it would be possible to set up constituencies so as to avoid dividing Cumbernauld and Kilsyth District. From the evidence given at the Inquiry it was clear that it would be desirable to avoid making that division, and the real question was whether it is practicable to do so while producing constituencies of a reasonable size. A number of alternative means of doing so were suggested, but all of them involved the creation of a constituency consisting of Coatbridge with ED 48 (Chryston and Kelvin Valley) in Strathkelvin District, or a part of it.

193. It was argued with great force on behalf of various Cumbernauld interests that the New Town should not be divided. The Commission's proposed dividing line runs along an urban motorway and would place the bulk of the town centre of Cumbernauld in *Monklands East*. There was no connection at all between Cumbernauld and any part of Monklands except that for certain limited hospital services people went from Cumbernauld to Monklands. There were, however, alternative facilities in Glasgow and in Falkirk which were equally available for residents in Cumbernauld. There were no adequate public transport facilities connecting Airdrie and Cumbernauld and the towns were separated by a wide tract of relatively unpopulated agricultural land. There was no educational contact between Cumbernauld and Monklands. Hamilton was the headquarters of education for Monklands while Dumbarton was that for Cumbernauld. Fire brigades and police were separately provided. As far as shopping was concerned, both Coatbridge and Airdrie had good shopping centres and no worthwhile estimate of the attraction of Cumbernauld could be made without a detailed survey of shopping patterns. It was further maintained by some of those who opposed the division of Cumbernauld that there is a considerable community of interests between the Airdrie and Coatbridge area and at least the southern district wards of ED 48. It was accepted that there was some anomaly in the position of Lenzie, particularly South Lenzie, but Chryston, Stepps, Moodiesburn, Gartcosh and other places in the vicinity had a considerable degree of kinship in respect of employment with the Monklands area. On the other hand, in the course of the case for Monklands District Council, it was urged that ED 50 (Cumbernauld South) is largely an agricultural area, very similar to ED 54 (Airdrie East) to the south, and that at least the great bulk of ED 50 has no particular ties with Cumbernauld.

194. As against these arguments, it was strongly urged, by North Lanark Constituency Association of the Scottish National Party and others, that the division of Strathkelvin District between two or three constituencies was extremely undesirable. It was, however, conceded by some of the witnesses who came from Strathkelvin District that there is some sense of community at least between the southern part of ED 48 and the Coatbridge/Airdrie area.

195. The assistant Commissioner considered the particular section of the Strathclyde Conservative Association scheme which would maintain the integrity of Cumbernauld but it did not appear to him to be workable in the sense of producing reasonably equal constituencies, if taken

apart from the remainder of the scheme. Accordingly, even that limited section of the scheme was not, in his view, acceptable. He also considered the scheme for constituencies in Monklands and Cumbernauld put forward by Coatbridge and Airdrie Constituency Labour Party. This scheme, however, involved the creation of a constituency consisting of EDs 49 and 51 from Cumbernauld and Kilsyth District and ED 48 from Strathkelvin District (as in the Commission's proposals). The scheme did not therefore avoid the division of Cumbernauld New Town, and he could see no advantage in it.

196. The only arrangement put forward which would avoid the division of Cumbernauld and which might be acceptable was that proposed by Cumbernauld and Kilsyth District Council and a number of others including East Dunbartonshire Constituency Labour Party. That proposal was as follows:

- (1) Cumbernauld and Kilsyth Constituency comprising EDs 49, 50 and 51.
- (2) Monklands East comprising EDs 54, 55 and 56.
- (3) Monklands West comprising EDs 48, 52 and 53.

197. The assistant Commissioner commented that there are two obvious disadvantages to this proposal. The major one is the very small size of the Cumbernauld and Kilsyth constituency. On any calculations suggested to the Inquiry the electorate would not exceed about 41,000 using 1979 figures. The second disadvantage was that the Monklands West constituency would include not only the southern part of ED 48, including Stepps, Chryston and Moodiesburn, but also the northern part including Milton of Campsie. The inclusion of the southern part of ED 48 would not be unacceptable because there was evidence that there were traditional links between Stepps and Chryston and Coatbridge. However a constituency stretching from Coatbridge to Milton of Campsie would not be satisfactory. There would be little in common between the extreme north and the south of such a constituency and there would be difficulties of communication within it. He thought that this latter objection was perhaps less fundamental because it could be palliated by dividing ED 48 and placing DWs 12, 13 and 14 in the Monklands West constituency and DWs 11 and 15 in Cumbernauld and Kilsyth. That would produce constituencies which would be not unreasonable geographically and would also increase the size of the Cumbernauld and Kilsyth constituency to an acceptable level. It would, however, remove about 8,000 of the electorate of Monklands West leaving that constituency very small. In the assistant Commissioner's view therefore the position was that in order to achieve the desirable objective of creating a constituency from Cumbernauld and Kilsyth District, it had to be accepted that one of the resulting constituencies would be very much below the electoral quota. In view of the size of the discrepancy, he did not feel that he could positively recommend that that should be done. He emphasised, however, that he was very impressed with the evidence pointing to the desirability of keeping Cumbernauld as a single constituency. He therefore recommended that the Commission should at least seriously consider whether this might be regarded as an exceptional case in which a very small constituency could be accepted. A constituency made up of EDs 49, 50 and 51 would be likely to grow in size and the discrepancy in size might therefore be only a temporary one.

198. On the assumption that the Commission's proposals were substantially adhered to, Monklands District Council proposed that *Monklands East* and *Monklands West* should be divided in a different way from that suggested by the Commission. Two alternative suggestions were made, but both had the purpose of making, so far as possible, a division between Airdrie and Coatbridge. There was evidence to the effect that these two towns, although they have formed a single constituency and are part of a single District, retain a sense of separate identity. Further, some of the villages within the District are particularly connected with Coatbridge rather than with Airdrie, or vice versa, and transport and travel patterns correspond to this traditional association. It was further suggested that the Commission's proposals involve the division of existing communities as evidenced by, for example, school catchment areas. It was argued that it would be confusing for the electorate in Coatbridge and Airdrie if the constituencies were arranged as proposed by the Commission because it might be expected that a division would have been made between the two towns, but in fact the proposed constituency boundary did not follow any logical line which could be understood by the ordinary elector. These arguments appeared to the assistant Commissioner to have considerable weight, especially as put forward by the local authority. Unfortunately, however, it was not clear that either of the alternative forms in which the District Council's proposals were put forward really achieved the object or objects which were sought. In one, the division was made in such a way that Monklands West constituency would include not only Coatbridge but a very substantial part of the town of Airdrie, the dividing line being drawn

in or close to the shopping centre of Airdrie. The other suggestion appeared to divide Coatbridge from Airdrie in a satisfactory way but attached to Coatbridge the villages of Calderbank, Chapelhall and Salsburgh, all of which were said to have traditional and transport links with Airdrie. In all the circumstances he was not convinced that the rearrangement proposed by the District Council had any material advantage over that proposed by the Commission.

199. The assistant Commissioner mentioned that a very strong plea was put forward at the Inquiry to the effect that DW 15 in ED 48 of Strathkelvin District would be inappropriately placed whether it were attached to Cumbernauld as the Commission propose, or attached to *Monklands West* as other interests suggested. District ward 15 includes South Lenzie and Waterside which are really outlying suburbs of Kirkintilloch, to which all their natural links and ties go. He thought that it could be accepted that there is an anomaly, particularly in the position of Millersneuk and South Lenzie. However, he could see no way in which that anomaly could be cured except by a readjustment of the district ward boundaries.

200. A further question raised at the Inquiry was the division of Bearsden and Milngavie District. The Commission proposed a *Clydebank and Milngavie* constituency, consisting of Clydebank District together with DWs 1, 2, 3, and 4 from ED 44 in Bearsden and Milngavie District with an electorate of 51,000. On the Commission's arrangement, DW 5 in Bearsden and Milngavie District would join EDs 46 and 47 in Strathkelvin District and ED 45 in Bearsden and Milngavie District to give a Strathkelvin and Bearsden constituency with an electorate of 53,400. The Bearsden, Kirkintilloch and Milngavie Branches of the Scottish National Party suggested that DW 5 should remain with the rest of ED 44 and be joined to *Clydebank and Milngavie*. That rearrangement would appear to increase the electorate of that constituency to about 54,000 and to reduce the electorate of the adjoining *Strathkelvin and Bearsden* constituency to 50,400. The assistant Commissioner found this counter-proposal somewhat difficult to assess because he was not entirely clear why in this instance the Commission had thought it was desirable to depart from regional electoral divisions and to follow district ward boundaries. But the reason was probably that much of DW 5 could be regarded as belonging to Bearsden rather than to Milngavie, and that it would be appropriate that that part of the area should go with the rest of Bearsden. It was urged by Strathclyde Conservative Association that DW 5 is an integral part of Bearsden. The maps produced showed that at least on its western side DW 5 is divided from Milngavie and attached fairly closely to Bearsden. However, although that difference was clear at the western side of the ward, it was far from clear at the eastern side in the vicinity of Kilmardinny House. At that point there appeared to be a continuous corridor of urban development connecting Bearsden and Milngavie. The district ward boundary was drawn in such a way as to include in DW 5 areas which might well be regarded as integrally connected with Milngavie. There was some evidence concerning patterns of travel and travel routes within Bearsden and Milngavie, but he did not think that any clear pattern or conclusion emerged from it. In view of the general principle that regard should be paid to local electoral boundaries, he thought that there was considerable force in the suggestion that DW 5 should go with the rest of ED 44. The change would not materially affect the balance of electorates in the various constituencies. He put it, however, that he may have overlooked some factor which weighed with the Commission in making the original proposal. He therefore recommended only that the Commission should reconsider the placing of DW 5.

201. As regards Motherwell District it was very strongly urged that the division of the District into two constituencies should be made on an entirely different line from that proposed by the Commission which involves the creation of a *Motherwell West* and a *Motherwell East* constituency, the former comprising EDs 57, 61 and 62, the latter EDs 58, 59 and 60. The alternative proposal put forward by Dr Jeremy Bray, M.P. (Member for Motherwell) was to make a Motherwell South constituency from EDs 57, 58 and 59 and a Motherwell North constituency from EDs 60, 61 and 62. This proposal would give a South constituency with an electorate of 52,500 and a North constituency with an electorate of 55,500, as compared with the constituencies proposed by the Commission which would have electorates of 54,600 and 53,400. The Commission's proposals therefore produce a more equal division of electorate, but the assistant Commissioner felt that the difference is not so substantial as to be significant if other factors favour the alternative proposal. It was argued that the Commission's proposal had the effect of dividing the old burgh of Motherwell and Wishaw and therefore splitting an area which is connected by strong natural ties, whereas the alternative proposals followed reasonable natural divisions among communities. Reference was made in particular to two features. In the first place it was pointed out that school

catchment areas would be very much divided by the Commission's proposal and that, in the context of an old burgh such as Motherwell and Wishaw, these areas were important as indications of community ties. In the second place it was pointed out that the Commission's line of division passes right through one of the most important industrial features of the area, the Ravenscraig Steel Works. In the assistant Commissioner's view there was very considerable force in the proposal to divide Motherwell in accordance with the alternative suggested. It was true that Motherwell District Council apparently approved the Commission's proposals but, even allowing for that factor, he attached very considerable weight to the submissions made by Dr Bray. The assistant Commissioner therefore recommended that the Commission should reconsider the division of Motherwell District in accordance with this alternative proposal.

202. The last question raised at the Inquiry concerned the arrangement of constituencies in Clydesdale and Hamilton Districts. The Commission proposed a Hamilton constituency comprising EDs 63, 64 and 66 in Hamilton District (electorate 59,800) and a Clydesdale constituency comprising Clydesdale District together with ED 65 (Larkhall and Stonehouse) from Hamilton District (electorate 58,400). The objection, which was urged with great force by Mr. George Robertson, M.P. (Member for Hamilton) and by Hamilton Constituency Labour Party was that Larkhall, which forms the bulk of the electorate in ED 65, is naturally connected with Hamilton by all the patterns of work and education, and has nothing in common with the rural areas of Clydesdale District to the south. The assistant Commissioner considered that the evidence in support of this submission was very strong; unfortunately, however, the submissions that were made in support of this alternative proposal had no real answer to the problems of arithmetic. The electorate of ED 65 is in the region of 17,450, and simply to transfer that electorate from *Clydesdale* into *Hamilton* would create two adjacent constituencies of very unbalanced electorates quite widely diverging from the electoral quota. The assistant Commissioner said that it was extremely difficult to see how a reasonable balance could be achieved even by the use of district wards, because doing so would involve dividing Larkhall between two constituencies. In all the circumstances, despite the evidence of traditional connection between Larkhall and Hamilton, he recommended that the Commission's proposal should be adhered to. Referring to the proposal by Clydesdale District Council that the *status quo* should be maintained by attaching DW 16 (Newmains) from Motherwell District to *Clydesdale*, he pointed out that the obvious objection to this proposal is that it takes away from Motherwell District. He did not think that any advantage was put forward which would outweigh that disadvantage.

203. As regards the suggestion made by Strathclyde Conservative Association that *Clydebank and Milngavie* should be named "Kilpatrick", the assistant Commissioner agreed that "Kilpatrick" would appear to be an appropriate geographical description, but the name *Clydebank and Milngavie* would, he thought, convey more clearly and immediately the extent of the constituency. Accordingly he did not recommend any change in the name.

204. In conclusion the assistant Commissioner commented that the area dealt with at the Inquiry posed particular difficulties, and that no set of proposals would be likely to meet all the problems which arise.

(iii) *Former counties of Argyll, Ayr and Renfrew*

205. The Inquiry was held by the assistant Commissioner, Mr. D. A. O. Edward, C.M.G., Q.C., in the Burgh Court Hall, Glasgow on 8th and 9th March 1982. At the Inquiry evidence was given, or statements were made, by or on behalf of the following: Strathclyde Regional Council, Cumnock and Doon Valley District Council, Mr. Allen Adams, M.P. (Member for Paisley), Mr. Norman Buchan, M.P. (Member for West Renfrewshire), Mr. David Lambie, M.P. (Member for Central Ayrshire), Mr. John Maxton, M.P. (Member for Glasgow Cathcart), Mr. Allan Stewart, M.P. (Member for East Renfrewshire), Strathclyde Conservative Association (jointly with the 10 Conservative and Unionist Associations for the areas affected), the Labour Party (Scottish Council), Ayr, Bute and North Ayrshire, Paisley, Saltcoats and West Renfrewshire Constituency Labour Parties, Stevenston Branch of the Scottish National Party, and Stevenston Community Council. Argyll and Bute District Council, Ayr and Central Ayrshire Constituency Labour Parties and Bute and North Ayrshire Constituency Association of the Scottish National Party were represented at the Inquiry but made no further submissions.

206. At the beginning of the Inquiry Mr. Maxton, supported by Mr. Adams and Mr. Buchan, raised a question as to the procedure adopted. Their complaint was that since three separate

Inquiries, with three different assistant Commissioners, had been arranged to deal with the proposed constituencies in Strathclyde Region, there was no proper opportunity to discuss the question whether there should be 32 or 33 constituencies in the Region as a whole. In a statement read on behalf of Strathclyde Regional Council, which was supported by Mr. Maxton, Mr. Adams and Mr. Buchan, it was argued that the Region is entitled to 33 seats, whether one works on the 1978 quota of 33.29, the (theoretical) 1981 quota of 33.07, or the 1982 quota of 32.89. Restricting Strathclyde to 32 seats was unjust and produced an unacceptably high average electorate for the seats in the Region (55,814) compared with the electoral quota for Scotland (53,649). If an additional seat were allocated to Strathclyde the average electorate (54,121) would still be above the electoral quota. The Council's statement did not specify whether the extra seat for Strathclyde would be found by reallocation of seats elsewhere in Scotland, or by increasing the total number of Scottish seats to 72. Mr. Maxton, supported by Mr. Adams and Mr. Buchan, made it clear that they proposed an increase of Scottish seats to 72, and did not propose any reduction in the number of seats elsewhere in Scotland. They also said that they wished the extra seat in Strathclyde Region to be allocated to Glasgow. Finally they submitted that, if their proposal could not be accepted immediately, a further Inquiry should be held to discuss the whole question. It was pointed out on behalf of Strathclyde Conservative Association that, insofar as the total number of seats was a proper matter for any Inquiry, those proposals could not affect this Inquiry, since it was not suggested that there should be an additional seat in the area concerned, nor was it suggested that the allocation of an additional seat in Strathclyde Region would affect the boundaries of the constituencies in that area. In the event, apart from a representation made by Paisley Constituency Labour Party, no representations were made in writing or orally which affected any other part of Strathclyde Region or which depended in any way on the number of seats allocated to the Region as a whole. The representation by Paisley CLP was equally not dependent on the number of seats allocated to the Region. In these circumstances the assistant Commissioner considered that it was unnecessary, and it would not be appropriate, for him to make any recommendations on this issue.

207. The assistant Commissioner then dealt in his report with the objections and representations made with regard to the boundaries of the 11 constituencies proposed by the Commission in the eight districts in this part of the Region.

208. The only objection to *Argyll and Bute*, from Strathclyde Conservative Association, was withdrawn in the course of the Inquiry and the assistant Commissioner recommended that the Commission adhere to their provisional recommendation that the District should form a constituency.

209. The only representation relating to *Kilmarnock and Loudoun*, from Kilmarnock Constituency Labour Party, did not specify any grounds of objection. Both Strathclyde Conservative Association and the Social Democratic Party supported the Commission's proposal in their written representations. No evidence or oral representations were made in the course of the Inquiry about this proposed constituency, the boundary of which corresponds with the boundary of Kilmarnock and Loudoun District. In these circumstances the assistant Commissioner recommended that the Commission adhere to their provisional recommendation.

210. As regards *Eastwood*, Eastwood District Council, Strathclyde Conservative Association and the Social Democratic Party supported the Commission's provisional recommendation which adds ED 79 (Barrhead) in Renfrew District to Eastwood District to form a constituency. At the Inquiry Mr. Allan Stewart, M.P. (Member for East Renfrewshire) regretted the loss of Elderslie and Ralston from the existing constituency but said that the proposed boundaries of the new constituency made sense. The assistant Commissioner referred to a proposal made by Paisley Constituency Labour Party that, as part of a rearrangement of seats in the Paisley area, Eastwood District should be combined with the landward areas of East Kilbride District to form a new seat, but no indication was given of the precise extent of these "landward" areas of East Kilbride District, and it was conceded that no such proposal had been made to the Inquiry dealing with East Kilbride. The assistant Commissioner came to the conclusion that the proposals of Paisley Constituency Labour Party were not practicable and he recommended that the Commission adhere to their provisional recommendation as regards the boundaries of *Eastwood*.

211. The boundaries of *Cunninghame North*, *Cunninghame South*, *Ayr* and *Carrick and Doon Valley* were considered together. The proposed allocation of electorate among the four constituencies seemed to the assistant Commissioner to be anomalous since the greatest disparity was between

the two predominantly urban constituencies, namely *Ayr* (1978 electorate 62,700) and *Cunninghame South* (1978 electorate 46,000), and the second highest electorate was in *Carrick and Doon Valley* (1978 electorate 56,300) where geographical considerations would warrant an electorate below the electoral quota. In order to reduce the size of *Ayr*, Ayr Constituency Labour Party suggested that part of ED 100 (DWs 16, 17 and 18, and part of DW 20) should be transferred to *Cunninghame South*, and that DW 14 of ED 99 (Annbank, Mossblown and St. Quivox), together with the polling district of Kincaidston (part of DW 15) be allocated to *Ayr*. As the assistant Commissioner understood the proposal from the written representations (no evidence having been led in support of them at the Inquiry), *Ayr* and *Carrick and Doon Valley* would otherwise remain as proposed by the Commission. These proposals, without further modification, were said to produce the following electorates on 1978 figures: *Cunninghame North* (52,400), *Cunninghame South* (60,000), *Ayr* (54,200) and *Carrick and Doon Valley* (51,800). It was obvious that *Cunninghame South* would then be too large to allow for any increase in Irvine New Town, but this situation could be alleviated by adopting the proposal, which received strong support, to transfer Stevenston from *Cunninghame South* to *Cunninghame North*. This proposal would involve a transfer of 8,000 electors, producing the following electorates: *Cunninghame North* (60,400), *Cunninghame South* (52,000), *Ayr* (54,200) and *Carrick and Doon Valley* (51,800). These figures showed that, however the boundaries are adjusted, one of the four constituencies would almost certainly have an electorate in excess of 60,000 and that, in order to cure the anomalies, there would have to be a substantial departure from district boundaries with several splits of regional electoral divisions. It therefore seemed to the assistant Commissioner that the first question to be decided as a matter of principle was whether, for this review at least, *Cunninghame District* should be treated separately from *Kyle and Carrick* and *Cumnock and Doon Valley Districts* in spite of the anomalies which this produces. All the written representations and oral evidence from *Cunninghame District* supported the Commission's provisional recommendation that that District should be kept separate, and divided into two constituencies. There was also uncontradicted evidence, led by Strathclyde Conservative Association, to the effect that the electorate of ED 100 (North Kyle) look south towards *Ayr* rather than north towards Irvine, both for services and in terms of community affiliations, and that they would not wish to be detached from *Ayr*. Finally, while it was impossible to avoid splitting *Kyle and Carrick District*, there was a clear advantage in not splitting it further. In these circumstances the assistant Commissioner came to the conclusion that the Commission's provisional recommendations be adhered to, and he recommended accordingly.

212. He pointed out that, on that basis, two subsidiary questions arose, namely whether Stevenston should be in *Cunninghame North* or *Cunninghame South*, and whether Annbank, Mossblown and St. Quivox and/or Kincaidston should be transferred to *Ayr* from *Carrick and Doon Valley*. The assistant Commissioner accepted that in many respects the electors of Stevenston (essentially DWs 14 and 15 of ED 90) feel themselves to be, and are treated as being, part of a single community consisting of Ardrossan, Saltcoats and Stevenston. There was evidence the other way, emphasising the links between Stevenston on the one hand and Kilwinning and/or Irvine on the other but, on balance, he was prepared to accept that the links with Ardrossan and Saltcoats are stronger and would justify putting the three towns in the same constituency if possible. Nevertheless, the transfer of some 8,000 electors from *Cunninghame South* to *Cunninghame North* would reduce the electorate of *Cunninghame South* far too far below the electoral quota to be acceptable. Equally, bearing in mind that *Cunninghame North* includes two inhabited islands and has quite a large landward area, geographical considerations justify limiting its size rather than substantially increasing it. Accordingly, the assistant Commissioner recommended that the Commission's provisional recommendations for *Cunninghame South* and *Cunninghame North* be adhered to.

213. Notwithstanding his recommendation that the Commission adhere to their provisional recommendations for these four constituencies, the assistant Commissioner felt it necessary to recommend also that their boundaries be kept under review together with those of *Kilmarnock and Loudoun*. He recalled that the small size of *Cunninghame South* (1978 electorate 46,000) was justified by the expectation of growth in Irvine New Town, and he pointed out that if substantial growth did not materialise, and/or if there was significant growth in *Ayr* and/or in *Kilmarnock and Loudoun* (1978 electorates 62,700 and 60,900, respectively) it would be essential in the interests of parity to redraw the boundaries. There was also a suggestion that the population of *Cunninghame North* (1978 electorate 52,400) was now declining, although the figures for 1978 and 1979 showed a slight increase. If such a decline was established, and there was a substantial increase in the population of Irvine, it might be necessary to reconsider the position of Stevenston, particularly

since it does not form part of the New Town development area. In connection with that recommendation he drew attention to a point made by Strathclyde Conservative Association, i.e. the regional electoral divisions in Strathclyde Region are much larger in terms of electorate than those elsewhere in Scotland (17,000 to 20,000 compared with 11,000 to 13,000 in Lothian and 8,000 elsewhere). In Strathclyde, therefore, adherence to regional electoral divisions as a basis for forming parliamentary constituencies offers little flexibility and it might therefore be necessary, as part of any future review, to consider whether it is practicable in the former county of Ayr to keep the boundaries of parliamentary constituencies as far as possible coterminous with those of local government districts. He added that this had already proved to be impracticable in the former county of Renfrew.

214. The boundaries of *Paisley North*, *Paisley South*, *Renfrew* and *Inverclyde* were also considered together by the assistant Commissioner in his report. The Commission's approach had been criticised in two principal respects, namely the placing of Greenock and Port Glasgow in different constituencies, and the division of the town of Paisley between two constituencies using an east-to-west dividing line.

215. As regards Greenock and Port Glasgow, Strathclyde Conservative Association proposed that they be kept together in a constituency consisting of DWs 2, 3, 4 and 5 in ED 84, EDs 85 and 86, and DWs 16 and 17 in ED 87. Greenock and Port Glasgow Constituency Labour Party were not so specific in their written representations, and did not give evidence at the Inquiry, but the assistant Commissioner's impression was that their proposals would be the same. No one else objected in writing or orally at the Inquiry to the Commission's provisional recommendation. In particular, West Renfrewshire Constituency Labour Party accepted it, as did the Social Democratic Party. The assistant Commissioner recalled that Greenock and Port Glasgow had been part of the same constituency only since 1974 and that, at the Inquiry held in 1966 during the last review, there was fairly strong objection to the combination of the two towns in the same constituency. Nevertheless, there was strong evidence before him that the two towns are now growing together; that they have the same problems of urban decay, decline in traditional industries and unemployment; and that the problems of both can best be treated together. By contrast, Gourock and the Clyde coast to the south, which would be in the same constituency as Greenock under the Commission's provisional recommendation, are quite different in character and have a more natural affinity with the landward area. In his opinion, whatever may have been the position in the past there were now sound practical reasons for putting Greenock and Port Glasgow in the same constituency. If two adjacent communities sharing the same problems could have the same Member of Parliament that was an advantage. Greenock and Port Glasgow are both within the same District (Inverclyde) which, because of the size of the electorate (some 75,400 in 1978) had to be divided between two constituencies in any case. There were, however, two difficulties. One was that the boundaries of a Greenock and Port Glasgow constituency would have to be defined, both at the east and at the west, by reference to district wards rather than electoral divisions. He did not think that this administrative disadvantage could be held to outweigh the practical advantage of keeping Greenock and Port Glasgow together. The other difficulty was that a Greenock and Port Glasgow constituency would have a high electorate, probably in round terms about 60,200 in 1978. In all the circumstances the assistant Commissioner recommended that the Commission should depart from their provisional recommendation and adopt the counter-proposal which keeps Greenock and Port Glasgow together in a single burgh constituency. The electorate appeared to be static, was not inordinately high and the consequential redistribution would not necessarily have the effect of producing an inordinately low electorate in any other constituency. He suggested, however, that if the Commission were to find evidence, not available to him, of a risk that the electorate of the proposed constituency would rise very substantially before the next review, it would be safer to adhere to the provisional recommendation. He added that the combined electorate of the proposed *Greenock and Port Glasgow* constituency could not be further reduced without destroying the purpose of keeping the two towns together.

216. As regards Paisley three different proposals were put forward:

- (1) That Paisley should be kept together as a single constituency consisting of EDs 75, 76, 77 and 78 with the exception or DW 20 (Ralston). This proposal was favoured by Paisley Constituency Labour Party, supported by Mr. Adams, M.P. (Member for Paisley) and, less specifically, by Paisley Co-operative Party and Paisley Constituency Association of the Scottish National Party.

- (2) That the greater part of Paisley should be kept together in a "Paisley" constituency consisting of EDs 75, 76 and 77; that ED 78 (Abercorn) should be combined with ED 81 (Renfrew) and ED 83 (Bargarran) to form a "Renfrew" constituency; and that ED 80 (Johnstone) should be combined with ED 82 (Gryffe) and ED 84 (Port Glasgow/Kilmacolm) to form a "West Renfrew" or "Gryffe" constituency. This proposal was favoured by West Renfrewshire Constituency Labour Party, supported by Mr. Buchan, M.P. (Member for West Renfrewshire) who also spoke for the Labour Party (Scottish Council).

- (3) That Paisley should be divided by a north-south dividing line; that EDs 75, 76 and 80 should form "Paisley West"; that EDs 77, 78 and 81 should form "Paisley East"; and that EDs 82 and 83 should be combined with part of Inverclyde District to form "West Renfrewshire". This proposal was favoured by Strathclyde Conservative Association and is to be read together with their proposal (which the assistant Commissioner recommended) in relation to Greenock and Port Glasgow.

There were no other proposals for departure from the Commission's provisional recommendation, although the Social Democratic Party said that it was "initially disturbed by the proposal to divide the town of Paisley between two constituencies, each also including other areas".

217. In the assistant Commissioner's opinion proposal (1) could not be recommended. Whatever might be the advantages of keeping Paisley together as a single constituency the electorate would be something in the region of 67,000 unless DW 20 was excluded. Mr. Adams spoke to a sharp decline in the population of ED 75 (Craigielea) but not on a scale sufficient to make a really material difference. The proposal that DW 20 should be allocated to *Eastwood* could not be recommended because DW 20 is not contiguous with the boundaries of that proposed constituency and would thus be an isolated "island" surrounded by other constituencies.

218. Proposals (2) and (3) started from the common premise that the River Cart forms a natural north-to-south division, and the proponents of both proposals were united in their disapproval of the Commission's east-to-west dividing line. Both these proposals would put ED 78 (Paisley Abercorn) and ED 81 (Renfrew) in the same constituency. The difference between them lay in the allocation of the adjoining electoral divisions. Proposal (2) keeps as much as possible of Paisley in the same constituency, while proposal (3) favours a complete east-west split. The assistant Commissioner pointed out that the Commission also put EDs 78 and 81 in the same constituency (*Paisley North*) and the evidence satisfied him that there is a natural connection, including some community links, between these two divisions. It seemed to him that the natural combination of EDs 78 and 81 should be taken as the starting point, and then an assessment made of the respective merits of the alternative proposals.

219. Those who favoured proposal (2), which would add ED 83 (Bargarran) to EDs 78 and 81, argued that there are natural links between the developing communities on the south side of the Clyde (particularly Erskine) and Renfrew. Their "Renfrew" constituency had a 1979 electorate of 46,900 and a 1982 of 50,400, compared with an estimated 1978 electorate of 45,400. As the 1982 figure showed, there had been substantial growth mainly in ED 83, and although the 1982 electorate (50,400) would still be low, it would allow for further growth in the developing communities. The advocates of proposal (2) accepted that the western part of ED 83 has very little connection with Renfrew, and looks rather to Paisley or Johnstone, but they argued that EDs 80 (Johnstone) and 82 (Gryffe) have a natural centre in Johnstone and should be kept together in the same constituency. Those who advocated proposal (3) argued that there is a fairly marked physical separation between ED 77 (Paisley Central) on the east and EDs 75 (Paisley Craigielea) and 76 (Paisley Gleniffer) on the west. They argued that there are strong links between Johnstone (ED 80) and Paisley which justified putting EDs 75, 76 and 80 together in a single constituency. They also argued that the links between ED 77 (Paisley Central) and ED 78 (Paisley Abercorn) are just as strong as any links between ED 81 (Renfrew) and ED 83 (Bargarran).

220. The arguments in favour of proposals (2) and (3) convinced the assistant Commissioner that the Commission's provisional recommendation was not really satisfactory. In particular, there was very little to justify putting ED 80 (Johnstone) together with EDs 76 and 77 to form a constituency. The communication and other links between Johnstone and Paisley were links with ED 75 rather than with ED 76. He was also convinced that there are strong arguments for keeping as much as possible of Paisley together as a single constituency, and that there is a much greater community of interest between EDs 75, 76 and 77 than there is between EDs 77, 78 and 81, or between EDs 75, 76 and 80. If EDs 75, 76 and 77 were kept together to form a "Paisley"

constituency, then it followed (a) that ED 83 must be put together with EDs 78 and 81, and (b) that EDs 80 and 82 must be put together with the landward area of Inverclyde District. The assistant Commissioner recognised that this is not a perfect solution, but it is broadly in line with the pattern of population and communications and he recommended it as the best solution available. His recommendation for the four constituencies in the former county of Renfrew was therefore a combination of proposals (2) and (3) as follows:

- (1) Burgh constituency of "Greenock and Port Glasgow", consisting of EDs 84 (part), 85, 86 and 87 (part): electorate 60,200 (1978); 60,259 (1980); 60,117 (1982).
- (2) Burgh constituency of "Paisley", consisting of EDs 75, 76 and 77: electorate 50,000 (1978); 51,100 (1979); 51,400 (1982).
- (3) County constituency of "Renfrew", consisting of EDs 78, 81 and 83: electorate 45,400 (1978); 46,900 (1979); 50,400 (1982).
- (4) County constituency of "West Renfrewshire", consisting of EDs 80, 82, 84 (part) and 87 (part): electorate 54,000 (1978); 54,727 (1979/80); 55,821 (1982).

221. If proposal (2) were to be adopted *in toto* (i.e. separating Greenock and Port Glasgow as proposed by the Commission), the result would be as follows:

- (1) Burgh constituency of "Paisley" (EDs 75, 76, 77): electorate 50,000 (1978); 51,100 (1979); 51,400 (1982).
- (2) County constituency of "Renfrew East" (EDs 78, 81 and 83): electorate 45,400 (1978); 46,900 (1979); 50,400 (1982).
- (3) County constituency of "Renfrew West" (EDs 80, 82 and 84): electorate 58,100 (1978); 59,000 (1979/80); 60,100 (1982).
- (4) County constituency of "Inverclyde" (EDs 85, 86 and 87): electorate 56,100 (1978); 56,000 (1980); 56,200 (1982).

This would not, in his opinion, be a satisfactory solution because the electorate of "Renfrew West", which has the greatest land area, would be above 60,000 on 1982 figures. The solution recommended in paragraph 220 assigned the highest electorate to a burgh constituency ("Greenock and Port Glasgow").

222. Proposal (3) adopted *in toto* would produce the following result:

- (1) County constituency of "Paisley West" (EDs 75, 76 and 80): electorate 55,000 (1978); 56,220 (1979); 56,100 (1982).
- (2) Burgh constituency of "Paisley East" (EDs 77, 78 and 81): electorate 46,000 (1978); 47,800 (1979); 48,400 (1982).
- (3) Burgh constituency of "Greenock and Port Glasgow" (EDs 84 part, 85, 86 and 87 part): electorate 60,200 (1978); 60,259 (1980); 60,117 (1982).
- (4) County constituency of "West Renfrewshire" (EDs 82, 83, 84 part and 87 part): electorate 48,400 (1978); 48,779 (1979/80); 53,117 (1982).

In the assistant Commissioner's opinion this would again be less satisfactory than the solution recommended in paragraph 220 since it would assign the lowest electorate to the burgh constituency of "Paisley East" where there seemed to be the least scope for, or prospect of, growth.

223. The assistant Commissioner suggested that in all the circumstances the solution recommended in paragraph 220 really had to be adopted as a "package" if serious anomalies were to be avoided while retaining, as far as possible, the existing constituencies of Greenock and Port Glasgow and Paisley.

224. The assistant Commissioner then dealt in his report with the objections which had been made to constituency names proposed in two areas. First, there were particularly strong objections right across the political spectrum to "Carrick and Doon Valley", and a preference on the part of Strathclyde Conservative Association for the retention of the names "North Ayrshire" (Cunninghame North), "Central Ayrshire" (Cunninghame South), and "South Ayrshire" (Carrick and Doon Valley). Second, there were strong objections across the political spectrum to the use of the name "Renfrew" for a constituency which did not include the town of Renfrew, and a preference on the part of Strathclyde Conservative Association for the retention of "East Renfrewshire" (Eastwood) and "West Renfrewshire" (Renfrew or variants). There was subdued enthusiasm on the part of Mr. Buchan, M.P., and West Renfrewshire Constituency Labour Party for "Gryffe" as the name for the "West Renfrew" constituency, however constituted.

225. The strongest and most convincing objection to "Carrick and Doon Valley" was made on behalf of Cumnock and Doon Valley District Council who pointed out that the name suggested is historically inept and geographically inaccurate. Kyle and Carrick District Council, on the other hand, made no submissions, written or oral, on the matter. In the assistant Commissioner's opinion, the choice of name for the "Carrick and Doon Valley" constituency depended on whether the Commission feel it essential, as a matter of principle, to depart altogether from the old shire name. It was ironical that many of them had survived because District Councils had been able to keep them alive, while "Ayrshire" had disappeared in favour of the names of its historical sub-divisions simply because of its size and population. There was no doubt, on the basis of the written and oral submissions, that "South Ayrshire" is the most straightforward, the most accurate and most acceptable name for the constituency. Further, if, as he had suggested above, the boundaries of *Cunninghame North* and *South* were to be reviewed again in the comparatively near future, there was something to be said for adopting names which do not imply the same degree of long-term commitment to district boundaries. However, there was a substantial body of support (including Mr. David Lambie, M.P. (Member for Central Ayrshire)) for "Cunninghame North" and "Cunninghame South", and it was only in relation to "South Ayrshire" that there was support right across the political spectrum, including Mr. George Foulkes, M.P. (Member for South Ayrshire). Unless the Commission felt it essential to depart altogether from the old shire names, he recommended retention of the name "South Ayrshire", whether or not the constituencies to the north were called "North Ayrshire" and "Central Ayrshire". If the Commission found it impossible to accept this recommendation, then the name which would be historically and geographically most accurate would be "Carrick and East Kyle". This was his own idea but it did avoid confusion with "Kyle and Carrick", the name of the District Council. It did not, of course, include any part of the name "Cumnock and Doon Valley". In order to do that, and at the same time be geographically accurate, it would be necessary to adopt "Carrick, Cumnock and Doon Valley" which he considered to be pedantic and clumsy. If it was felt that none of these ideas was acceptable, then he could find no satisfactory alternative to "Carrick and Doon Valley".

226. The argument for retaining shire names was also raised by Strathclyde Conservative Association in relation to Renfrewshire. It was argued that *Eastwood* should be called "East Renfrewshire" and the landward constituency to the west (however constituted) "West Renfrewshire". Mr. Allan Stewart, M.P. (Member for East Renfrewshire) pointed out that a substantial body of electors in the proposed *Eastwood* constituency do not live in Eastwood District. Adoption of the name "Renfrewshire" would also avoid having a constituency named "Renfrew" which did not include the town of Renfrew. Unlike the situation in South Ayrshire, there was no strong body of support for retaining the name "Renfrewshire". Only ED 79 (Barrhead) in *Eastwood* is not in Eastwood District and the assistant Commissioner thought that the name "East Renfrewshire" for this constituency would probably be more confusing than helpful. He therefore recommended that the name "Eastwood" be adhered to.

227. The assistant Commissioner went on to suggest that if his recommendation for the remaining four constituencies in the former county of Renfrew was accepted, then the most appropriate names would be: "Greenock and Port Glasgow", "Paisley" (EDs 75, 76 and 77) "Renfrew East" (EDs 78, 81 and 83), and "Renfrew West and Inverclyde" or "Inverclyde and Renfrew West" (EDs 80, 82, 84 part and 87 part). If the Commission preferred its own provisional recommendation, then the only change he recommended was that the constituency consisting of EDs 82, 83 and 84 be called "Renfrew West", since it did not include the town of Renfrew. It seemed to him that the alternative suggestion, "Gryffe", was unsatisfactory since it would mean little to those who are not familiar with the area.

Consideration of the assistant Commissioners' reports

228. We considered the assistant Commissioners' reports on all three Inquiries together. We deal first with the question whether 32 or 33 seats should be allocated to the Region, and whether there should be 71 or 72 seats in Scotland. We then deal with the assistant Commissioners' recommendations for the particular areas with which the Inquiries were concerned.

The Number of constituencies

229. We noted that the recommendations of the assistant Commissioners who conducted the Inquiries into the proposed constituencies in Strathclyde Region for the areas outwith the City of Glasgow District did not involve an increase in the number of seats in those areas beyond the

number proposed in our provisional recommendations, i.e. 11 seats in the former counties of Dunbarton, Lanark and part of Stirling, and 11 seats in the former counties of Argyll, Ayr and Renfrew, making a total of 22 seats in the rest of Strathclyde Region. We noted also that the question whether 32 or 33 seats should be allocated to the Region as a whole was raised at the Inquiry which each of them conducted, but each considered that it would not be appropriate to express a view on this issue.

230. In his report on the proposed constituencies in the City of Glasgow District the assistant Commissioner dealt first with the question of how many constituencies there should be. He then considered the appropriate boundaries upon either a 10-seat or an 11-seat basis and the names of the constituencies. Finally in paragraph 20 of his report he set out his recommendations which are reproduced in paragraph 185 of this report. We examined the legal considerations which were advanced on either side, which turned upon the interpretation of the Rules and of section 2(2) of the 1958 Act (paragraphs 6 and 7 of his report), and the discretionary considerations which were raised (paragraph 8). The assistant Commissioner hesitated in putting forward his own views on these matters which, he recognised, are essentially for the Commission, but he stated briefly his conclusions (paragraph 9). One of these was that the submissions made to him did not provide any support for the view that a major departure from the electoral quota in Glasgow, entailing 10 seats rather than 11, could be regarded as equitable unless the alternatives all involved substantial inroads upon the equitable treatment of other areas or Great Britain as a whole. Subject to any overriding application of Rule 1 (as to the total number of seats in Great Britain not greatly exceeding 613) his overall conclusion was that there should be 11 seats in the City of Glasgow District in order to achieve within the District (and indeed within Strathclyde Region) the closest practicable approximation to the electoral quota of 53,649 for each constituency without breaking Rule 4(b) which requires regard to be had to local authority boundaries.

231. In his evaluation of the proposals for 10 or 11 seats it appeared to the assistant Commissioner that no satisfactory solution had been discovered if there were to be 10 seats, but that a relatively satisfactory solution was available if there were to be 11 seats. Under the Commission's 10-seat proposal the *Glasgow North* constituency, consisting of EDs 14, 15 and 18, would be very unsatisfactory since it would lack either social unity or even practical cohesion in terms of movement within the constituency. Moreover the allocation of EDs 18, 19 and 20 to three different constituencies was said to fragment a coherent community in the Springburn area which ought to be the basis of a constituency. No satisfactory solution to these problems had emerged. The District Council's 10-seat scheme did not appear to him to provide a satisfactory alternative. While the District Council's 11-seat scheme was, in his view, probably less successful than the Commission's 10-seat scheme in regard to the proposed Hillhead and Central constituencies compared with the Commission's *Kelvin* and *Central* constituencies, these relative disadvantages did not appear to him to be established as major defects. They flowed in part from the need to produce constituencies which approximate more closely to the electoral quota. More significantly, in the District Council's 11-seat scheme the proposed Maryhill and Springburn constituencies removed the unsatisfactory *North* seat proposed by the Commission, without creating a different unacceptable seat in its place.

232. The assistant Commissioner's recommendations (which are set out in full in paragraph 185 above) were accordingly:

- (A) Unless the Commission had concluded that Rule 1 requires a restriction of Scottish seats to a total of 71, in order to comply with the limit upon constituencies in Great Britain to a total not substantially greater than 613, he recommended the adoption of the District Council's 11-seat scheme.
- (B) If the Commission had concluded that Rule 1 requires a restriction of Scottish seats to a total of 71 in order to comply with that limit upon constituencies in Great Britain, he recommended:
 - (i) that if possible, having regard to the whole relevant considerations, a seat be "saved" elsewhere in Scotland, by crossing regional boundaries or otherwise, in order to permit the creation of 11 constituencies in the City of Glasgow District; and if that be possible, that the said 11 constituencies be as set out in the table in section A in paragraph 20 of his report; and
 - (ii) that if it is not possible, having regard to all such considerations, so to save a seat elsewhere in Scotland and permit 11 constituencies to be created in the City of Glasgow District, the Commission's proposals for 10 constituencies be re-named and altered as in the form set out in the table in section B in paragraph 20 of his report.

233. For the reasons given in Chapter 2 we had determined that for the purpose of formulating our provisional recommendations the number of constituencies in Scotland should remain at 71, and we indicated that we could not justify recommending an increase beyond 71 in the number of seats. We formulated our proposals on this basis, and not because we had concluded that the Rules required a restriction of Scottish seats to a total of 71 in order to comply with the limit upon constituencies in Great Britain to a total not substantially greater than 613.

234. We were impressed by the assistant Commissioner's argument that there should be 11 seats in the City of Glasgow District in order to achieve within the boundaries of the District (and indeed of Strathclyde Region) the closest practicable approximation to the electoral quota for each constituency without breaking Rule 4(b). Moreover, in relation to Strathclyde Region as a whole, we were impressed by the argument that it was unreasonable to reduce the Region's entitlement for seats to less than the nearest whole number below the theoretical entitlement. In the case of Strathclyde Region our original proposed allocation of 32 seats meant that the Region's allocation was reduced below the whole number in the theoretical entitlement. This did not occur in the allocation for any other region. In all the circumstances we accepted that a valid case had been made out for 11 seats in Glasgow instead of 10, and thus for 33 seats in Strathclyde Region instead of 32. We recognised that the average resultant electorate in the City of Glasgow District (55,500) would be below the average electorate of the proposed constituencies in other City Districts, but this was a result of the application of one of the primary Rules (Rule 4(b)) which requires us, so far as practicable, to have regard to the boundaries of local authority areas. Although a departure from the strict application of Rule 5 in the case of urban constituencies might in some instances be justified under Rule 6 in respect that the size, shape and accessibility of an urban constituency might warrant an electorate well above quota, we did not feel that this outweighed the other arguments in favour of 11 seats for Glasgow at the present time.

235. As the assistant Commissioner recognised, the allocation of 11 seats to Glasgow (and 33 to the Region) raised the question whether an additional seat would need to be created for Scotland, making a total of 72 instead of 71, or whether a seat might be "saved" elsewhere in Scotland. We considered this question in the light of our provisional recommendations for the other regions and of the reports of the assistant Commissioners on those recommendations. We were satisfied that a seat could not be saved elsewhere in Scotland without an unacceptable reduction in representation in Parliament for the region losing the seat.

(i) *City of Glasgow District*

236. The assistant Commissioner considered the various 11-seat schemes in paragraph 18 of his report which we set out in full below.

"18. Turning to eleven-seat schemes, one is not faced with the problem that one very unsatisfactory constituency has to be accepted, as one is if a ten-seat scheme is essential to the equitable allocation of seats in Scotland and Great Britain. If an eleven-seat scheme is considered appropriate or possible as the Glasgow element in that overall allocation, this particular disadvantage, of having to settle for such an unsatisfactory seat, is not in my view present. The District Council's eleven-seat scheme is in my view probably less successful than the Commission's ten-seat scheme in its provision for DW 18 (Anderston) and the resulting balance of its Hillhead and Central constituencies, compared with the Commission's *Kelvin* and *Central* constituencies. However, these relative disadvantages did not appear to me to be established as major defects; and like the placing of DW 7 (Scotstoun) in Hillhead rather than in Garscadden, they flow in part from the need, upon this hypothesis, to produce constituencies which approximate more closely to the electoral quota. More significantly, the Maryhill and Springburn constituencies, in this eleven-seat scheme, remove the unsatisfactory *North* seat proposed by the Commission, without creating a different unacceptable seat in its place. The constituencies proposed for Provan, Shettleston and Rutherglen on the eastern side of the city are satisfactory, as are those at Govan and Pollok to the west, as discussed above in the context of the ten-seat proposals. There remains the question of Cathcart. As I have indicated, I found the evidence in favour of a single constituency for Castlemilk impressive. In general, it might be thought that a major housing estate, like many former independent burghs, could quite satisfactorily be divided into two constituencies even if the division did not correspond with any clear social division. The need for a constituency to coincide with a 'community' can no doubt be overstated. I was however satisfied, by the evidence and statements of those who spoke upon this issue, that in the context of Castlemilk a constituency boundary would not

be a mere paper line, irrelevant to its identity and the effective improvement of conditions in the area. As with the witnesses from Gorbals/Hutchesontown, and in comparable degree, it appeared to me that the constituency has provided a focus for community spirit and effort which cannot be split or duplicated without a significant loss. As a desirable end, therefore, I was satisfied that ED 39 (both wards) and DW 63 (Glenwood) should be together in a single constituency. The question remains whether any means to that end is available, which does not create elsewhere constituencies which are even less satisfactory than a division of Castlemilk into two. I have reluctantly reached the view that there is no such solution before me, and none that I can devise upon the basis of the material provided at the Inquiry. The Cathcart CLP proposal, as I have outlined at paragraph 11(b)(i) above, was subjected to criticism of its consequential constituency comprising EDs 26, 38 and 41; and I am satisfied that such a constituency, sweeping round on the south of the river from Toryglen through Rutherglen and Cambuslang, and then running north of the river as far as Baillieston and the Edinburgh road, is not an acceptable proposition. Yet if this "remnant" constituency is ruled out, and its northerly areas are to be included in an East or Shettleston constituency (as seems necessary), there appears to be no satisfactory South-East or Rutherglen constituency, of appropriate size, which does not run westwards into Castlemilk's Glenwood area (DW 63). One suggested variant of this appears to be that comprised in the District's ten-seat scheme, which stops short of Glenwood, but takes in (with EDs 41 and 38) not only DW 64 (Fernhill) in the south but also DW 59 (Toryglen) and indeed DW 52 (Hutchesontown). Other "ripple" effects are of course present in all schemes; but I have been forced to conclude that Castlemilk cannot be in a single constituency without an unworkable effect to the east and north. I have considered using district ward boundaries, even in an eleven-seat scheme, as a possible means of keeping Castlemilk in one constituency, but can devise no scheme on that basis which avoids very big (and in my view unacceptable) discrepancies in size in adjacent constituencies. The SNP alternative (like Cathcart CLP's) in putting EDs 39 and 40 together, but linking them with ED 38, produces a comparably unattractive constituency to the east, and splits ED 23 from ED 22, which breaks a clear and accepted basic unit in the East or Shettleston constituency. In these circumstances, I conclude that Castlemilk must be split; and while the evidence varied, I think that the District Council's eleven-seat proposal (despite its westward extension through DW 56 (Newlands) into DW 55 (Pollokshaws)) provides an acceptable successor to the existing Cathcart constituency, while leaving DW 63 (Glenwood) with DW 64 (Fernhill) in the Rutherglen constituency. I am conscious that these proposals fail to achieve an important and desirable end; and that they unite areas which are not unitary. But they are in my view the best that can be done; and these defects appear to me to be much less in degree than the defects of those proposed constituencies which I have described as unacceptable (or such as the Commission's North constituency). I thus regard the District's eleven-seat proposal as free of any really unsatisfactory constituency, and as coming as close as is practicable to the objectives of the 1949 Rules and the 1958 Act."

237. We noted the assistant Commissioner's conclusion that, despite shortcomings in a few areas, the District Council's 11-seat scheme has no really unsatisfactory constituency, and comes as close as is practicable to the objectives of the Rules and the 1958 Act. We noted also that he had considered using district ward boundaries, particularly as a possible means of keeping Castlemilk in one constituency, but he was unable to devise a scheme on that basis which would avoid very large discrepancies in the size of adjacent constituencies. We decided to accept his recommendation for 11 constituencies as set out in recommendation A in paragraph 20 of his report, including the local names he proposed. We regarded it as unfortunate that the proposed *Hillhead* constituency would extend to the City centre but we could see no way of avoiding this. We noted that the 1978 electorates of the 11 proposed constituencies range from 52,600 to 60,000 compared with the electoral quota of 53,649, and compared with 55,200 to 66,200 under our 10-seat scheme.

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

238. As the assistant Commissioner recommended, we considered the case for creating a constituency from Cumbernauld and Kilsyth District despite the small electorate. Having weighed the evidence, and bearing in mind that the electorate had increased by 5,000 to 44,000 in 1982 and that some additional growth in the New Town is likely, we accepted that the District should form a separate constituency. We also accepted the consequential restructuring of *Monklands East* and *Monklands West*, the latter to include ED 48 from Strathkelvin District. We were impressed by the force in the proposal to divide Motherwell District into a Motherwell North and a

Motherwell South constituency instead of a Motherwell East and a Motherwell West constituency and decided to accept that proposal. As regards DW 5 in Bearsden and Milngavie District we agreed to adhere to the general principle to have regard to electoral division boundaries and thus to place DW 5 with the rest of ED 44 in *Clydebank and Milngavie*. Finally we accepted the assistant Commissioner's recommendations in favour of making no change in our provisional recommendations for the four remaining constituencies in this part of the Region (*Dumbarton, Clydesdale, East Kilbride and Hamilton*) and in the name of *Clydebank and Milngavie*.

(iii) *Former counties of Argyll, Ayr and Renfrew*

239. We noted, and accepted, the assistant Commissioner's recommendation that we should (a) adhere to our provisional recommendations for *Argyll & Bute, Eastwood, Ayr, Carrick and Doon Valley, Cunninghame North, Cunninghame South* and *Kilmarnock and Loudoun* and (b) keep under review the boundaries of the last five of those constituencies because of uncertainty about growth in the electorate of Irvine New Town (in *Cunninghame South*), *Ayr* and/or *Kilmarnock and Loudoun*, and a decline in the electorate in *Cunninghame North*. As regards (b), section 2(3) of the 1949 Act empowers the Commission to submit reports from time to time with respect to the area comprised in any particular constituency or constituencies in Scotland. We were unable to accept the assistant Commissioner's view that his preferred solution for the four constituencies in the former county of Renfrew (paragraph 220 above) has to be adopted as a "package". For the reasons he gave (paragraph 215 above) we accepted his recommendation for a burgh constituency of *Greenock and Port Glasgow* comprising EDs 85 and 86 and parts of EDs 84 and 87 in Inverclyde District with a 1978 electorate of 60,200. In this connection we have not found any evidence of a risk, to which he referred, that the electorate of that constituency will rise substantially before the next review. As indicated in Appendix D, the estimated 1982 electorate of the proposed constituency was only 100 higher than the 1978 figure, and we do not foresee substantial growth in the area in the next decade. Under our provisional recommendations the proposed *Renfrew* constituency consisted of EDs 82 and 83 in Renfrew District and ED 84 in Inverclyde District. Although we now agreed to parts of ED 84 in Port Glasgow being associated with Greenock we saw no good reason for departing from the proposed association of EDs 82 and 83 with the remaining landward parts of ED 84 (and of ED 87) to form a "West Renfrew and Inverclyde" constituency. In our view this was preferable to joining ED 80 (Johnstone), which has strong communications and other links with Paisley, with ED 82 and parts of EDs 84 and 87. As regards Paisley we noted that proposals (2) and (3) put EDs 78 and 81 in the same constituency, as did our provisional recommendations, and the evidence at the Inquiry satisfied the assistant Commissioner that there is a natural connection, including some community links, between them. We accept that the River Cart forms a natural north-to-south division of Paisley but we did not regard that as a major factor in determining how Paisley should be divided, as divided it must be. We accordingly decided to adhere to our provisional recommendations for *Paisley North* and *Paisley South*.

240. As regards constituency names we decided to adhere to the principle we had adopted of departing altogether from the old shire or county names in favour of the names of the new districts. However, in the interests of geographical accuracy, we decided to re-name *Carrick and Doon Valley* as *Carrick, Cumnock and Doon Valley* which, notwithstanding the assistant Commissioner's view, we do not consider unduly pedantic and clumsy. We accepted the assistant Commissioner's recommendation that the name "Eastwood" should be adhered to.

Revised recommendations

241. Following our consideration of the assistant Commissioners' reports we saw no need for a further Inquiry covering the Region as a whole. On 18th May 1982 we published revised recommendations for 11 burgh constituencies in the City of Glasgow District and for 10 of the 22 constituencies in the rest of the Region, including one change of name, as follows:

City of Glasgow District

Glasgow Garscadden comprising regional electoral divisions 9, 10 and 11 (1978 electorate 52,700).

Glasgow Hillhead comprising regional electoral divisions 12, 13 and 17 (56,100).

Glasgow Maryhill comprising regional electoral divisions 14, 15 and 16 (56,700).

Glasgow Springburn comprising regional electoral divisions 18, 19 and 20 (60,000).

Glasgow Central comprising regional electoral divisions 21, 34 and 35 (55,700).
Glasgow Shettleston comprising regional electoral divisions 22, 23 and 26 (52,900).
Glasgow Provan comprising regional electoral divisions 24, 25 and 27 (57,100).
Glasgow Govan comprising regional electoral divisions 28, 29 and 30 (55,800).
Glasgow Pollok comprising regional electoral divisions 31, 32 and 33 (53,500).
Glasgow Cathcart comprising regional electoral divisions 36, 37 and 39 (52,600).
Glasgow Rutherglen comprising regional electoral divisions 38, 40 and 41 (57,400).

Rest of the Region

Greenock and Port Glasgow burgh constituency comprising regional electoral divisions 85 and 86 and district wards 2, 3, 4 and 5 (in regional electoral division 84) and district wards 16 and 17 (in regional electoral division 87) all in Inverclyde District (1978 electorate 60,200).
Monklands West burgh constituency comprising regional electoral divisions 52 and 53 in Monklands District and regional electoral division 48 in Strathkelvin District (49,300).
Monklands East burgh constituency comprising regional electoral divisions 54, 55 and 56 in Monklands District (47,600).
Motherwell South burgh constituency comprising regional electoral divisions 57, 58 and 59 in Motherwell District (52,500).
Motherwell North burgh constituency comprising regional electoral divisions 60, 61 and 62 in Motherwell District (55,500).
Clydebank and Milngavie county constituency comprising Clydebank District and regional electoral division 44 in Bearsden and Milngavie District (54,100).
Strathkelvin and Bearsden county constituency comprising regional electoral division 45 in Bearsden and Milngavie District and regional electoral divisions 46 and 47 in Strathkelvin District (51,700).
Cumbernauld and Kilsyth county constituency comprising Cumbernauld and Kilsyth District (39,000).
Renfrew West and Inverclyde county constituency comprising regional electoral divisions 82 and 83 in Renfrew District, district ward 1 (in regional electoral division 84) and district wards 18, 19 and 20 (in regional electoral division 87) in Inverclyde District (48,400).
**Carrick, Cumnock and Doon Valley* county constituency comprising Cumnock and Doon Valley District, regional electoral division 101 in Kyle and Carrick District, and district wards 14 and 15 (in regional electoral division 99) in Kyle and Carrick District (56,300).

Representations on revised recommendations

(i) City of Glasgow District

242. About 20 representations supporting the revised recommendations were received, principally from Strathclyde Regional Council, several of the City's Members of Parliament, and a few Constituency Labour Parties. More than 60 objections were received, from the Scottish Conservative Party, Strathclyde Conservative Association and more than 20 other local Conservative Associations, the Scottish Liberal Party, a few district councillors, two community councils and about 20 individuals. Most of the objections were against the increase in the number of seats to 11; some suggested that any extra seat in Scotland should be allocated to Grampian, Highland, or Tayside Regions. No alternative scheme for 11 seats was proposed but some of the objections related to specific constituencies, e.g. *Hillhead*, *Maryhill* and *Pollok*. There were very few requests for a further local inquiry.

243. We examined the objections but concluded that they did not justify a departure from our revised recommendations for 11 constituencies in the District, and that a further local inquiry was not necessary.

(ii) Former counties of Dunbarton, Lanark and part of Stirling

244. The revised recommendations for this part of the Region were approved by Strathclyde Regional Council, Strathclyde Conservative Association (apart from three constituencies) and,

* Change of name only.

as regards their particular areas, by Dr. Jeremy Bray, M.P., and Motherwell Constituency Labour Party; the Rt. Hon. John Smith, M.P. (Member for North Lanarkshire) and the regional councillor for ED 48 in Strathkelvin District; Cumbernauld and Kilsyth District Council; and Kirkintilloch Branch of the Scottish National Party (as regards DW 5 (Kilmardinny)). Strathclyde Conservative Association, Bearsden and Milngavie District Council, two district councillors, Burnbrae Residents' Association (in DW 2) and some 350 individual residents of Bearsden objected to the inclusion of DW 5 (Kilmardinny) in *Clydebank and Milngavie* and preferred the original proposal to include the ward in *Strathkelvin and Bearsden*. Monklands, Motherwell and Strathkelvin District Councils repeated their earlier representations. Strathkelvin District Council, several local political organisations and others including Lenzie Community Council, Lenzie Action Group (who enclosed a petition with more than 2,100 signatures) and more than 150 residents of the Lenzie area (one of whom enclosed a petition with more than 350 signatures) objected to the exclusion of DW 15 from *Strathkelvin and Bearsden* and to its inclusion in *Monklands West*; and some requested a further local inquiry. Strathclyde Conservative Association and others, including Hamilton Constituency Labour Party, repeated their earlier objections to *Clydesdale* and *Hamilton*, and were supported by a dozen individual objectors. Bothwell and North Lanarkshire Constituency Labour Parties, Bothwell Constituency Association of the Scottish National Party and Bellshill Community Council objected to the north/south division of Motherwell District.

245. On consideration of the objections relating to DW 5 (Kilmardinny) in Bearsden and Milngavie District we decided, because of the strong community of interest of Kilmardinny with the rest of Bearsden, to restore DW 5 to *Strathkelvin and Bearsden*. This increases the 1978 electorate by about 2,400 to 54,100. As regards the South Lenzie area we examined the possibility of detaching the proposed DW 15 (estimated 1980 electorate some 3,200) from the rest of ED 48 and including it with the rest of Lenzie in *Strathkelvin and Bearsden*. The South Lenzie area is in the present North Lanarkshire constituency while the rest of Lenzie is in the present East Dunbartonshire constituency, which also includes Kirkintilloch. We recognise the strength of local feeling for the whole of Lenzie to be in the same constituency. However, there are two factors which have to be taken into account. The first is that the removal of DW 15 to *Strathkelvin and Bearsden* would reduce by at least 3,000 the electorate of the revised *Monklands West* constituency which is already more than 4,300 below the electoral quota on 1978 figures. The second is that the removal of DW 15 would isolate the proposed DW 11, which would not itself adjoin Monklands District, from *Monklands West*; and this is clearly unacceptable. In this connection we considered the possibility of adding DW 11 to the adjacent *Cumbernauld and Kilsyth* constituency. While this would improve the size of that constituency it would reduce the electorate of *Monklands West* by a further 4,000, and would involve the division of ED 48 into parts of three constituencies which is undesirable. In all the circumstances we concluded regretfully that we could not recommend the inclusion of the South Lenzie area in *Strathkelvin and Bearsden*. We mentioned in paragraph 199 above that the assistant Commissioner could see no way in which the anomaly of South Lenzie being divided from the rest of Lenzie could be cured except by readjustment of the district ward boundaries. We understand that the ward boundaries in Strathkelvin District are to be adjusted following a review by the Local Government Boundary Commission for Scotland and that the references above are to proposed wards, but it seems to us that, in any case, a readjustment of the boundaries of regional electoral divisions is required to remedy the situation of South Lenzie. Lenzie Action Group suggested as a solution the transfer of South Lenzie from ED 48 to ED 46 which we propose should form part of the *Strathkelvin and Bearsden* constituency. The present boundaries of EDs 46 and 48 were fixed in the Strathclyde Region (Electoral Arrangements) Order 1979 which you made following the review by the Local Government Boundary Commission of electoral arrangements for the Region. The question of a further review of the boundaries of EDs 46 and 48 is one for that Commission. As to the requests for a further local inquiry we were satisfied that the Inquiry held in March 1982 dealt adequately with the question of South Lenzie and we accordingly concluded that a further inquiry was not justified. The objections relating to the proposed constituencies in the rest of this part of the Region repeated earlier objections which we had already considered fully and we decided to make no change in our proposals for those constituencies. On 10th September 1982 we informed all those who had made representations, and other interested parties, that we had decided to modify our revised recommendations for *Clydebank and Milngavie* and *Strathkelvin and Bearsden* to restore DW 5 to the latter constituency (as in our provisional recommendations), but to make no other alterations and not to hold a further inquiry. On 14th September 1982 we published a notice announcing the modification of our revised recommendations for this part of the Region as follows:

Clydebank and Milngavie county constituency comprising Clydebank District and DWs 1, 2, 3 and 4 in Bearsden and Milngavie District (1978 electorate 51,700).

Strathkelvin and Bearsden county constituency comprising EDs 46 and 47 in Strathkelvin District and ED 45 and DW 5 in Bearsden and Milngavie District (1978 electorate 54,100).

(iii) *Former counties of Argyll, Ayr and Renfrew*

246. The revised recommendations for this part of the Region, which proposed a *Greenock and Port Glasgow* constituency and a *Renfrew West and Inverclyde* constituency, were approved by Strathclyde Regional Council, Dr. Dickson Mabon, M.P., Strathclyde Conservative Association and two local associations, and a dozen individuals. More than 30 objections were received. Of these more than 20 related to *Greenock and Port Glasgow* and *Renfrew West and Inverclyde*. They included objections from Inverclyde Liberal Association (who enclosed a petition with more than 900 signatures), Inverclyde Liberal Club, Paisley Constituency Labour Party, two community councils (one in Greenock and one in Port Glasgow), several local councillors and a dozen individuals. The main grounds of objection were the breaking of community ties by the division of the western part of Greenock between the two constituencies, and the large disparity in electorate between them. Most preferred the original proposals which keep the whole of Greenock in one constituency and associate it with Gourock instead of with Port Glasgow. Some objected to the proposed names, and a few requested a further local inquiry. As regards Paisley, Mr. Allen Adams, M.P., and Paisley Constituency Labour Party repeated their earlier objections to the division of the town, and two local Conservative Associations preferred an east/west division. Bute and North Ayrshire Constituency Labour Party repeated the objection to the exclusion of Stevenston from *Cunninghame North*. Cumnock and Doon Valley District Council, Mr. George Foulkes, M.P., and others continued to press for the name "Ayrshire" in one or more of the new constituencies in the area of the former county.

247. In our consideration of the objections relating to *Greenock and Port Glasgow* we noted the concern expressed about the exclusion of the western part of Greenock from the constituency but we took the view that the inclusion of the area would result in too large an electorate. We did not see any need for a further local inquiry. As regards Paisley our reasons for not accepting the assistant Commissioner's "package" for the area were explained in paragraph 239 above and we saw no reason to depart from that view. The other objections dealt with matters which we had already fully considered. In all the circumstances we decided to adhere to our revised recommendations for this part of the Region and not to hold a further local inquiry. On 10th September 1982 we informed all those who had made representations, and other interested parties, of these decisions.

Further representations

(i) *City of Glasgow District*

248. The Scottish Conservative Party regretted the Commission's decision about Strathclyde Region in general, in view of the widespread objection to the revised recommendations. The City of Glasgow District Conservative Association expressed their complete dissatisfaction with the decision particularly in view of the declining electorate in Glasgow, and drew attention to the shape and size of the *Hillhead* constituency under the revised proposals. A few individual objections were also received. In our consideration of these representations we noted that the theoretical entitlement for Glasgow based on 1982 figures was 10.87, i.e. still nearer 11 seats than 10, and that the average for 11 seats (53,690) is much nearer the notional 1982 electoral quota of 54,353 than the average for 10 seats (59,060). Furthermore, the theoretical entitlement of the Region as a whole on 1982 figures, based on the notional electoral quota for 72 seats, is 33.37. We noted the criticisms of the proposed *Hillhead* constituency but did not regard these as a fatal flaw in our proposals for the District as a whole. In all the circumstances we decided to adhere to the revised recommendations.

(ii) *Former counties of Dunbarton, Lanark and part of Stirling*

249. Monklands District Council expressed dissatisfaction that the modification to the revised recommendations did not include the changes they had proposed for *Monklands East* and *Monklands West*. Central Dunbartonshire Constituency Labour Party accepted the proposal to revert to the inclusion of DW 5 (Kilmardinny) in *Strathkelvin and Bearsden* as being in the best

interests of the community. On the other hand, North Lanarkshire Constituency Labour Party and the Bearsden and Kirkintilloch branches of the Scottish National Party preferred the revised proposals which placed DW 5 with the rest of ED 44 in *Clydebank and Milngavie*. They pointed out that the modified proposals split ED 44, produce an unsatisfactory boundary for a parliamentary constituency and, on 1982 figures, result in a disparity of almost 9,500 compared with a disparity of 3,000 under the revised recommendations. Strathkelvin District Council repeated once again their original recommendation for the inclusion of the District in one constituency, and were supported by two community councils. Local branches of the Labour Party, Scottish National Party and Social Democratic Party, Lenzie Community Council and Lenzie Action Group repeated their strong objections to the inclusion of South Lenzie in *Monklands West*, and were supported by about a dozen individuals. Many requested a further local inquiry and this request was supported by Mr. Gordon Wilson, M.P., in his capacity as Chairman of the Scottish National Party. The leaders of the Liberal Party and the Social Democratic Party, Mr. Norman Hogg, M.P. (Member for East Dunbartonshire) and the Rt. Hon. John Smith, M.P., forwarded to us copies of letters they had received from the Lenzie Action Group objecting to the proposals and requesting a further inquiry. Mr. Smith indicated that he did not support the Group's request. We examined all these representations but concluded that they did not justify a departure from our revised (or modified) recommendations or the holding of a further local inquiry.

(iii) *Former counties of Argyll, Ayr and Renfrew*

250. The East and West Renfrewshire Conservative Associations welcomed the revised proposals. No objections were received at that stage.

Final recommendations

251. We recommend the adoption of our proposals for a total of 33 constituencies in Strathclyde Region: 11 burgh constituencies in the City of Glasgow District and 22 constituencies in the remainder of the Region as follows:

CITY OF GLASGOW DISTRICT

	Estimated 1978 Electorate
Glasgow Cathcart	52,600
Glasgow Central	55,700
Glasgow Garscadden	52,700
Glasgow Govan	55,800
Glasgow Hillhead	56,100
Glasgow Maryhill	56,700
Glasgow Pollok	53,500
Glasgow Provan	57,100
Glasgow Rutherglen	57,400
Glasgow Shettleston	52,900
Glasgow Springburn	60,000

REST OF THE REGION

Burgh Constituencies

Greenock and Port Glasgow	60,200
Hamilton	59,800
Monklands East	47,600
Monklands West	49,300
Motherwell North	55,500
Motherwell South	52,500
Paisley North	48,800
Paisley South	52,200

County Constituencies

Argyll and Bute	47,100
Ayr	62,700
Carrick, Cumnock and Doon Valley	56,300
Clydebank and Milngavie	51,700

	Estimated 1978 Electorate
Clydesdale	58,400
Cumbernauld and Kilsyth	39,000
Cunninghame North	52,400
Cunninghame South	46,000
Dumbarton	55,900
Eastwood	56,600
East Kilbride	60,100
Kilmarnock and Loudoun	60,900
Renfrew West and Inverclyde	48,400
Strathkelvin and Bearsden	54,100

TAYSIDE REGION

252. The Region comprises four constituencies and parts of two others as follows:

- (i) Dundee East burgh constituency which is situated wholly within the City of Dundee District. The electorate was 64,952 in 1978, 64,648 in 1980 and 64,683 in 1982.
- (ii) Dundee West burgh constituency which is also situated wholly within the City of Dundee District. The electorate was 64,743 in 1978, 64,183 in 1980 and 63,749 in 1982.
- (iii) South Angus county constituency which is divided among the three districts in the Region, with more than four-fifths of the electorate (some 47,500) in Angus District, some 9,400 in the City of Dundee District and almost 400 in Perth and Kinross District. The electorate was 57,357 in 1978, 58,251 in 1980 and 59,436 in 1982.
- (iv) Perth and East Perthshire county constituency which is virtually all situated in Perth and Kinross District, but with a small part (about 2,100 electors in 1978) in the City of Dundee District. The electorate was 62,617 in 1978, 62,845 in 1980 and 64,100 in 1982.
- (v) Part of Kinross and West Perthshire county constituency which is situated in Perth and Kinross District, the remaining one-third of the electorate being in Central Region. The electorate of the part in Tayside Region was 26,202 in 1978, 26,431 in 1980 and 27,283 in 1982.
- (vi) Part of North Angus and Mearns county constituency which is situated in Angus District, the other half of the electorate being in Grampian Region. The electorate of the part in Tayside Region was 19,505 in 1978, 20,361 in 1980 and 20,431 in 1982.

253. In making our provisional recommendations for the Region we had in mind the following considerations:

- (a) The 1978 electorate of 295,376, on which theoretical entitlement is statutorily based, entitles the Region to 5.51 constituencies. The theoretical entitlement had fallen to 5.46 seats by 1980. We decided to recommend that the Region should be allocated five constituencies.
- (b) There are no special geographical considerations which make it desirable that any constituency in the Region should include part of another region.
- (c) Although there is no statutory requirement to take forecast changes in electorate into account there was not expected to be any substantial growth in the electorate in the period up to 1983.
- (d) We saw no reason to make a radical change in the division of Dundee into two constituencies on an east/west basis.
- (e) We were aware of the extent of the area of the remainder of the Region and of the possible problem of communications, particularly in the proposed North Tayside constituency, but the existing Kinross and West Perthshire constituency is already very large in area. Given our resolve not to cross regional boundaries we saw no way of avoiding the formation of one geographically large constituency, i.e. North Tayside which, with an electorate of 51,500, would take some account of geographical considerations.

254. On 29th April 1980 we published our provisional recommendations for two burgh constituencies and three county constituencies in Tayside Region as follows:

- (1) *Dundee East* burgh constituency comprising regional electoral divisions 11 to 20 in the City of Dundee District with a total electorate in 1978 of 63,500.
- (2) *Dundee West* burgh constituency comprising regional electoral divisions 21 to 30 in the City of Dundee District with a total electorate in 1978 of 64,500.
- (3) *Angus East* county constituency comprising regional electoral divisions 1 to 4, 6, 9 and 10 in Angus District and regional electoral divisions 31 and 32 in the City of Dundee District, with a total electorate in 1978 of 59,200.
- (4) *North Tayside* county constituency comprising regional electoral divisions 5, 7 and 8 in Angus District and regional electoral divisions 38 to 40, 43 and 44 in Perth and Kinross District, with a total electorate in 1978 of 51,500.
- (5) *Perth and Kinross* county constituency comprising regional electoral divisions 33 to 37, 41, 42, 45 and 46 in Perth and Kinross District with a total electorate in 1978 of 56,700.

255. Initially more than a dozen objections were received against our proposals. Tayside Regional Council objected on the grounds that the proposals gave too much weight to achieving electoral parity and insufficient weight to maintaining community links and interests; expressed concern at the three proposed county constituencies, particularly *North Tayside*; and opposed the proposed east/west division of Dundee and suggested instead a north/south division which would more adequately fulfil the criteria of parity and community interests. This last proposal, for a north/south division of Dundee, was supported in a joint submission from Dundee East and Dundee West Conservative Associations, but was opposed by Dundee East Liberal Association which supported our proposals for the City. No representations were received from any of the three District Councils in the Region. The City of Aberdeen District Council, as part of their proposals for seven constituencies in the North East, suggested that the part of Angus District in the present North Angus and Mearns constituency should be added to Kincardine and Deeside District in Grampian Region to form a constituency named Esk and Dee. A similar proposal for a constituency straddling the regional boundary was put forward by North Angus and Mearns Liberal Association. The Rt. Hon. Alick Buchanan-Smith, M.P. (Member for North Angus and Mearns) represented at that stage that it is not essential for the Commission to adhere to regional boundaries but only to have regard to them, and that the Commission's proposals did not properly reflect community identities and common links, e.g. by placing the Edzell area in *North Tayside*. Three local Conservative Associations objected to the inclusion in *Angus East* of district ward 43 (Gowrie) in the City of Dundee District and proposed its inclusion instead in *Perth and Kinross*; one Association proposed the inclusion of district ward 15 (Eastern Glens) in Angus District in *Angus East* instead of in *North Tayside*; and the local branch of one Association proposed that, because of its links with Crieff, Fowls Wester should be included in *Perth and Kinross* instead of in *North Tayside*. Mr. Gordon Wilson, M.P. (Member for Dundee East) objected to the transfer of the Barnhill ward in the present Dundee East constituency to *Angus East*. South Angus Constituency Association of the Scottish National Party submitted a petition with more than 100 signatures asking for a local inquiry to be held into the proposals for the Region. Perth and East Perthshire Liberal Association objected to *North Tayside* on the grounds that it would be unmanageable because of its size, it had no natural centre, it cut across local government boundaries and had no relation to communication patterns. Kirriemuir Community Council objected to the proposed changes in Angus District. One individual objected to any change in the existing constituency boundaries.

256. The Sheriff Principal of Tayside, Central and Fife, was unable for personal reasons to act as assistant Commissioner in this case and you appointed Mr. J. T. Cameron, Q.C., to hold a local inquiry. Following the publication on 10th April 1981 of the notice that the Inquiry would open on 18th May about a dozen further representations were received. Tayside Regional Council supported the representations made by local Conservative Associations that DW 43 (Gowrie) should be included in *Perth and Kinross*, and DW 15 (Eastern Glens) should be included in *Angus East*. The former proposal was also supported by Invergowrie and Kingoodie Community Council but it was opposed by Lundie, Muirhead and Birkhill Community Council and by an individual. The latter proposal was supported by Mr. Buchanan-Smith, Inveresk Community Council and the minister at Glenesk. In a detailed submission, which related also to Grampian Region, Mr. Buchanan-Smith questioned the basis of the Commission's proposals for the two Regions which he claimed would result in under-representation of the North East. He also advocated the provision of one more seat for Tayside and Grampian Regions taken together. South Angus Constituency Labour Party indicated their support for the Commission's proposals for *Angus East* and *North*

Tayside. South Angus Constituency Association of the Scottish National Party submitted details of their objections to *North Tayside* and of their counter-proposals for five seats in the Region, namely Angus East, Central Tayside, West Tayside, Dundee East (to include Monifieth) and Dundee West. The Association's suggested transfer of Monifieth to Dundee East was supported by Dundee East Liberal Association but was opposed by Mr. Peter Fraser, Q.C., M.P. (Member for South Angus) mainly because it would increase the electorate of *Dundee East* to about 70,000. A petition signed by 14 residents of Fowlis Wester objected to the inclusion of the area in *North Tayside*. As in the case of the earlier representations, a copy of these further representations was forwarded to the assistant Commissioner and they were taken into account by him.

257. At the Inquiry, which was held in the Sheriff Court, Dundee on 18th and 19th May 1981, seven different proposals were put forward for alterations to the Commission's provisional recommendations. These were summarised by the assistant Commissioner in his report as follows:

- (i) That the part of Angus District in the existing North Angus and Mearns constituency should be taken out of *North Tayside* and should be combined with part of Kincardine and Deeside District to form a constituency straddling the boundary between Tayside and Grampian Regions, additional to the constituencies proposed by the Commission. This proposal was put forward by the City of Aberdeen District Council and was supported by Mr. Buchanan-Smith and North Angus and Mearns Liberal Association. It was opposed by Tayside Regional Council and by the Montrose Branch of the Scottish National Party.
- (ii) That Perthshire and the City of Perth should be divided along boundaries running north and south, approximating to the boundaries of the existing Perth and East Perthshire constituency. This would involve departing from the Commission's *North Tayside* constituency. This proposal was supported by South Angus Constituency Association of the Scottish National Party, the Montrose Branch of that Party and by Perth and East Perthshire Liberal Association.
- (iii) That the village of Fowlis Wester should be transferred from *North Tayside* to *Perth and Kinross*. This proposal was supported by the Fowlis Wester and Gilmerton Branch of Perth and East Perthshire Conservative Association, Kinross and West Perthshire Conservative and Unionist Association and by the petition already referred to.
- (iv) That DW 15 (Eastern Glens) in Angus District should be transferred from *North Tayside* to *Angus East*. This proposal was supported by Mr. Buchanan-Smith, North Angus and Mearns Conservative and Unionist Association, South Angus Conservative and Unionist Association, Tayside Regional Council, Inveresk Community Council and by the Rev. W. C. Brown, minister at Glenesk.
- (v) That DW 43 (Gowrie) in the City of Dundee District should be transferred from *Angus East* to *Perth and Kinross*. This proposal was supported by Perth and East Perthshire Conservative and Unionist Association, North Angus and Mearns Conservative and Unionist Association, and South Angus Conservative and Unionist Association, Tayside Regional Council and Invergowrie and Kingoodie Community Council. It was opposed by Mr. D. Clayhills Henderson and, in a letter received after the Inquiry, by Lundie, Muirhead and Birkhill Community Council.
- (vi) That the City of Dundee should be divided into a Dundee North and a Dundee South constituency, instead of remaining divided into a *Dundee East* and a *Dundee West* constituency. This proposal was supported by Tayside Regional Council and by Dundee East and Dundee West Conservative Associations. It was opposed by Dundee East Liberal Association and Dundee Labour Party.
- (vii) That the Barnhill ward in the City of Dundee District should be included in *Dundee East* and that Monifieth should be transferred from *Angus East* to *Dundee East*. This proposal was supported by Mr. Gordon Wilson, M.P., South Angus Constituency Association of the Scottish National Party and by Dundee East Liberal Association. It was opposed by Mr. Peter Fraser, Q.C., M.P., Dundee Labour Party and South Angus Labour Party.

258. The assistant Commissioner identified two basic reasons for the first proposal. Firstly, the City of Aberdeen District Council considered that the City (1978 electorate 158,913) should contain three seats, having regard to population, area and other relevant considerations. In order to achieve three seats of a proper size it would be necessary to add part of Kincardine and Deeside

District (1978 electorate 28,465) to the City of Aberdeen District. If that were done the remainder of Kincardine and Deeside District would be too small to form a constituency on its own, but it could appropriately be joined with part of Angus District (1978 electorate 67,060). Secondly, the proponents of this scheme considered that the North East of Scotland as a whole, as represented by Grampian and Tayside Regions, would be under-represented under the Commission's proposals. On a strict application of the electoral quota the two Regions together would be entitled to 11.89 seats but under the Commission's proposals they would have only 11 seats. It would therefore be fairer, they claimed, to allow 12 seats between the two Regions and, in order to achieve that, it would be acceptable to have a constituency straddling the regional boundary. The point was made that all the constituencies proposed by the Commission in Grampian Region, and all but one in Tayside Region, would exceed the electoral quota and that the two Dundee constituencies, and one in Aberdeen, would have electorates in excess of 60,000. The assistant Commissioner noted, however, that this under-representation was not found solely in Grampian and Tayside Regions but also in Lothian Region where 10 seats were being allocated against a theoretical entitlement of 10.6, and in Strathclyde Region where the provisional recommendations allocated 32 seats against a theoretical entitlement of 33.29. It was also reasonably clear, the assistant Commissioner stated, that this situation resulted from a need to "over-represent" the more sparsely populated regions in order, among other reasons, to avoid having constituencies of an unmanageable size. He was not inclined to regard as material the fact that the degree of under-representation, expressed as a percentage of the theoretical entitlement, would be greater in the case of Tayside, i.e. 90.74%, than in the case of Strathclyde Region i.e. 96.12% (based on 32 seats). The assistant Commissioner pointed out in his report that if the proposal were given effect, readjustment would be required in all the constituencies in the Region apart from the two Dundee seats. The electorates of the four constituencies suggested in one of the schemes put forward would be about 47,000 for the new Kincardine/Angus seat, 60,800 for the new seat based on the rest of Angus District and regional electoral divisions 31 and 32 in the City of Dundee District, and an average of about 43,500 for the two constituencies formed out of Perth and Kinross District. He found it difficult to see any other arrangement which would not similarly produce one or more constituencies well below the electoral quota. In all the circumstances, on the submissions made to him, the assistant Commissioner was unable to recommend acceptance of the proposal for an additional seat straddling the regional boundary.

259. As regards the second proposal the assistant Commissioner recognised that there was a great deal of force in the criticisms of *North Tayside* made in the submissions of South Angus Constituency Association of the Scottish National Party and others at the Inquiry. The question, however, remained whether any reasonable alternative could be found. The precise details of this proposal had not been worked out but it appeared to the assistant Commissioner to have three basic elements i.e. (i) an Angus or Angus East constituency, including Forfar; (ii) the inclusion of Monifieth and Murroes in a Dundee East constituency and an adjustment of the boundaries between Dundee East and Dundee West; and (iii) the division of the rest of the Region into two constituencies, the dividing line between them following approximately the boundary between the existing Perth and East Perthshire, and Kinross and West Perthshire constituencies, but adjusted so as to divide the City of Perth between the two constituencies. While this proposal had advantages from the point of view of communications within constituencies, the assistant Commissioner saw two disadvantages in it. Firstly, it involved the division of the City of Perth which would almost certainly give rise to objections on the ground of disturbance of local ties. Secondly, the addition of Monifieth to the Dundee constituencies would increase the size of those constituencies which, even on the Commission's proposals, are already above the electoral quota. He found it impossible to see how the electorates of the two Dundee seats would each be about 64,000 (as was suggested at the Inquiry) without the removal of some other part of the District to another constituency, and there was no other part of the District which appeared obviously appropriate for such a transfer. Furthermore, he was unable to see how an allocation could be made in terms of regional electoral divisions which would produce reasonably balanced constituencies of appropriate size. In particular, if an Angus East constituency were set up as suggested in the proposal, it seemed inevitable that at least one of the Perthshire constituencies must be small. An elaborate scheme using district wards might be necessary but even on that basis it was by no means obvious that a satisfactory result could be achieved. In all the circumstances the assistant Commissioner was unable to recommend that this proposal should be accepted.

260. As regards proposal (iii) the assistant Commissioner recognised the desirability of making a minor adjustment to the boundary between *North Tayside* and *Perth and Kinross* to include the

200 electors in the village of Fowlis Wester in the latter constituency instead of the former. Unfortunately there does not appear to be a convenient way of giving effect to the proposal. He pointed out in his report that Fowlis Wester forms part of district ward 22 (Almond Valley) in Perth and Kinross District and includes a number of villages with a total electorate in 1978 of some 3,000. Transfer of the whole ward would reduce *North Tayside* to 48,500 electors and would increase *Perth and Kinross* to nearly 60,000 electors. In any event it was not necessarily obvious that the arguments which apply to Fowlis Wester would apply with equal force to other villages in the ward such as Methven and Almondbank. The assistant Commissioner suggested that the answer to the problem might well lie in an adjustment of the boundary between regional electoral division 41 and regional electoral division 43 which contains district ward 22. He did not therefore recommend that this proposal should be given effect.

261. Proposals (iv) and (v) were considered together by the assistant Commissioner in his report. As regards the first of these a substantial amount of impressive evidence was led to show that DW 15 (Eastern Glens) in Angus District has very strong links with the area of Brechin and Montrose, and effectively no links or ties with the remainder of *North Tayside*. The ward (1978 electorate 1,175) comprises Edzell and the sparsely populated glens running north westward from there. It was strongly felt locally that the area should be linked with *Angus East*. Communications with the rest of *North Tayside* would be very poor and the area is particularly remote from any centre from which constituency affairs might be administered. In the assistant Commissioner's view the effect of removing the 1,175 electors from *North Tayside* would not be material, but removal of the area, which is substantial, from *North Tayside* would significantly alleviate the geographical problems of that constituency. He recommended that proposal (iv) should be accepted. As regards proposal (v) there was also substantial evidence to show that DW 43 (Gowrie) in the City of Dundee District has much stronger links with the area to the west, towards Perth, than with the remainder of *Angus East*. Before local government reorganisation the village of Invergowrie, within the ward, was part of Perthshire. The assistant Commissioner noted that while many residents work in Dundee there are other links, particularly in connection with agricultural business, with Perth and the Carse of Gowrie, and cultural and recreational links with Perth and Perthshire. Ward 43 (1978 electorate 3,315) would be very much at the end of *Angus East* and have little or no connection with Arbroath or Montrose. The proposal was supported by Invergowrie and Kingoodie Community Council but was opposed by Lundie, Muirhead and Birkhill Community Council on the ground that the transfer of the ward would cause a division between the villages of Muirhead and Birkhill which, although in different wards, are very closely connected. The assistant Commissioner pointed out that *Angus East* surrounds the City of Dundee on its landward side; that it is a long distance from Brechin or Montrose to Invergowrie; and that the centre of gravity of the constituency is bound to lie in the east. In his view the Gowrie area might well be regarded as merely an appendage to *Angus East* and it could be said to fit more naturally into *Perth and Kinross*. The assistant Commissioner recommended, although less positively, that proposal (v) should also be accepted.

262. As regards proposal (vi) for a Dundee North constituency and a Dundee South constituency the assistant Commissioner recalled that the existing division into a Dundee East constituency and a Dundee West constituency, which the Commission had recommended should continue, had obtained since 1950 when the former two-member constituency was divided into its present form. The grounds on which this proposal were advanced were, broadly, that the existing boundary is tortuous, confusing and difficult to follow; it divides communities and does not correspond to any reasonable social grouping; and it would be more convenient to divide Dundee into a North constituency and a South constituency following a comprehensible line which did not divide communities to the same extent. It was not suggested at the Inquiry that this change would bring either constituency significantly closer to the electoral quota or fit in better with local government areas. Detailed evidence was led in support of the proposal and was considered by the assistant Commissioner who also made a close inspection of the present boundary and of that proposed by Tayside Regional Council. He acknowledged that the existing boundary is not simple, straightforward or easy to follow and that the criticisms of it have considerable force. However, there was no evidence to indicate that when the boundary was originally drawn in 1950 there was any objection to it, nor that any material inconvenience had arisen from it for the purposes of parliamentary representation or electoral organisation. As regards the boundary proposed by Tayside Regional Council the assistant Commissioner considered it to be definitely superior to the existing boundary from the point of view of clarity and simplicity, even if it did not entirely avoid the difficulties of achieving a clear boundary line in a city. In support of the Regional

Council's proposals it was submitted at the Inquiry that their proposed boundary corresponds to the division between the City of Dundee as it existed up to 1939 and to the new development and growth which have taken place since then. The only major exception to this pattern is the area in the vicinity of Downfield which was significantly developed earlier, but that is an area with its own special character. It was therefore suggested that there was more socially in common between the new areas which would form the North constituency than between those areas and the South constituency. The North constituency would, to a large extent, consist of modern local authority housing and in that sense might be said to have a uniform social character, but it appeared questionable to the assistant Commissioner whether this is sufficient reason for proposing a boundary change. There was considerable discussion at the Inquiry as to whether the Regional Council's proposed boundary would fit in with, or would cut across, areas which could be regarded as identifiable communities within the city. Such communities might be reflected in school catchment areas and community council areas but the assistant Commissioner found it difficult to draw any clear conclusions from this evidence. For both these purposes sections of the Kingsway, a major dual carriageway, have been taken as boundaries and in so far as the Regional Council's proposed boundary follows the Kingsway it largely corresponds with the boundaries of school catchment areas and community council areas. Where, however, the boundary departs from the Kingsway it does not appear to correspond particularly well with other divisions. Some attempts were made in evidence to rely on patterns of shopping and transport, the distribution of public and private housing, and of medical, dental and banking services, as indicating that the Regional Council's proposed boundary correspond to a real division between communities of a social or economic kind. Submissions were also made to the effect that the business community of Dundee was located in the proposed South constituency and that it was desirable that the business community should look to a single Member as their representative. However, since at least one industrial estate and a major factory would be in the North constituency, the assistant Commissioner did not consider that this point had any particular force. Looking at the evidence as a whole he respectfully suggested that no compelling reason emerged for making the alteration proposed by Tayside Regional Council. There would be a considerable improvement in clarity of the boundary line but that would be achieved at the cost of disturbing existing constituencies and creating two long and narrow constituencies in the city. The remainder of the evidence did not give rise to any strong reason in support of the proposal and he recommended that it should not be accepted. He also suggested that before considering the proposal the Commission should consider how far a proposal to alter existing constituencies in this way, and on the grounds set out above, conforms to the scheme of the House of Commons (Redistribution of Seats) Acts 1949 and 1958.

263. The final proposal, to include the Barnhill ward in *Dundee East*, was put forward on the ground that it was wrong that a part of the City of Dundee which depends for its local services upon that District should be included in *Angus East*. The assistant Commissioner felt that there was force in this point, but to include Monifieth in Dundee would seriously distort the balance of electorates in the constituencies, and the proposal met with substantial opposition. He did not recommend acceptance. At the end of his report the assistant Commissioner recalled that there was substantial criticism of *North Tayside*. A number of parties had indicated a preference for retaining the present North Angus and Mearns constituency. South Angus Constituency Association of the Scottish National Party pointed out that the Commission's proposals divide the village of Friockheim. However, no particular alteration which would solve that problem was proposed. In conclusion the assistant Commissioner recommended that proposals (iv) and (v) should be accepted and that in other respects the Commission's proposals should be adhered to.

264. In view of the counter-proposal for an additional constituency which would straddle the boundary between Tayside and Grampian Regions, we considered the assistant Commissioner's report at the same time as we considered the report of the assistant Commissioner (Mr. W. D. Cullen, Q.C.) who held the Inquiry a fortnight later into our proposals for Grampian Region. For the reasons explained in paragraph 258 above, Mr. Cameron was unable to recommend acceptance of the proposal in respect of Tayside Region. In his report Mr. Cullen, for the reasons explained in paragraph 81 above, concluded that in respect of Grampian Region there are not factors of sufficient weight to make it desirable to depart from the boundary between Grampian and Tayside Regions. It is the case that the Rules do not prohibit the formation of a constituency partly in one region and partly in another, and that they simply require that "regard shall be had to the boundaries of local authority areas". As already explained in Chapter 2, however, we had resolved at the outset of the review that regional boundaries should not be crossed except in the most exceptional circumstances where special geographical considerations made this desirable; and, as

explained in paragraph 253 above, in our view there are no such special geographical considerations in Tayside Region (or, for that matter, in Grampian Region). Given that position, the question of an additional seat based on the entitlement of the two regions taken together does not really fall to be pursued. However we noted, and accepted, Mr. Cameron's conclusion that if the proposal were given effect, any rearrangement of constituencies would be unsatisfactory from the point of view of achieving a reasonable electoral balance within the Region. For all these reasons we decided to reject the proposal for a "cross-border" constituency.

265. We also decided to reject the second proposal for the reasons given by the assistant Commissioner and referred to in paragraph 259, i.e. the unacceptability of the division of the City of Perth and the electoral imbalance resulting from any rearrangement of constituencies under the proposal. We accepted the desirability of Fowlis Wester being included in *Perth and Kinross* rather than in *North Tayside*, but agreed with the assistant Commissioner's conclusion that there is no convenient way of achieving this. We commend for consideration by the Local Government Boundary Commission at the appropriate stage his suggestion that the solution to the problem may lie in an adjustment of the boundary between the regional electoral divisions concerned. We decided to accept proposals (iv) and (v) for the reasons given by the assistant Commissioner. We noted that the net effect would be to reduce slightly the electorate of *North Tayside* from 51,500 to some 50,300, and that of *Angus East* from 59,200 to about 57,100, and to increase that of *Perth and Kinross* from 56,700 to some 60,000. As the assistant Commissioner suggested, we considered the proposal for a radical revision of the two Dundee constituencies on a north/south basis in the light of the evidence available to us. Having done so, we came to the same conclusion as the assistant Commissioner, i.e. that there is no compelling reason for making the alteration proposed by Tayside Regional Council. As regards the proposal to include the Monifieth area in *Dundee East*, as the assistant Commissioner commented, this would seriously distort the balance of electorates and we accordingly rejected the proposal. Finally, we wish to point out that the greater part of the village of Friockheim is in regional electoral division 9 and the remainder (Friockheim Mains) is in regional electoral division 2, both of which are in the proposed *Angus East* constituency and will therefore not be divided for purposes of parliamentary representation.

266. On 18th May 1982 we published our revised recommendations for the three county constituencies in Tayside Region as follows:

- (1) *Angus East* comprising regional electoral divisions 1 to 4, 6, 9 and 10 and district ward 15 in Angus District, and regional electoral division 31 and district ward 44 in the City of Dundee District, with a total electorate in 1978 of 57,100.
- (2) *North Tayside* comprising regional electoral divisions 5 and 8, and district wards 13 and 14 in Angus District, and regional electoral divisions 38, 39, 40, 43 and 44 in Perth and Kinross District, with a total electorate in 1978 of 50,300.
- (3) *Perth and Kinross* comprising regional electoral divisions 33 to 37, 41, 42, 45 and 46 in Perth and Kinross District and district ward 43 in the City of Dundee District, with a total electorate in 1978 of 60,000.

No alteration was made in the boundaries of *Dundee East* and *Dundee West*.

267. We received about a dozen representations on our revised recommendations, most of which repeated earlier representations for North and South constituencies in Dundee, for 12 seats instead of 11 for Grampian/Tayside Regions and against the proposed *North Tayside* constituency. Tayside Regional Council and Dundee East and Dundee West Conservative Associations made further detailed submissions. The Regional Council submitted that the considerations which applied in 1950 in choosing a boundary between the two halves of Dundee no longer apply, and that in terms of community ties, local government divisions, natural or man-made geography, or electoral parity, their proposed boundary is in each instance either as good as or markedly better than the Commission's proposal. They urged us to reconsider the assistant Commissioner's recommendation. The submission from the local Conservative Associations in Dundee was to similar effect. Mr. Buchanan-Smith and North Angus and Mearns Liberal Association asked that the case for an additional seat for the North East be reconsidered in the light of the Commission's revised recommendations for an additional seat in Strathclyde Region. Fowlis Wester and Gilmerton Conservative Association and Kirriemuir Community Council repeated their earlier representations. Perth City East and Scone Branch of the Scottish National Party suggested that Scone should be included in *Perth and Kinross* and Invergowrie included in *North Tayside*. Aberlemno Community Council, Forfar, protested about adverse effects which the new local

government boundaries have had on the concept of a community spirit in a small rural community of 300 electors. Mr. Gordon Wilson, M.P., intimated that he now accepted the decision of the Commission in respect of *Dundee East*.

268. We examined these representations carefully but came to the conclusion that they did not raise points which constituted sufficient grounds for altering our revised recommendations. In the case of the two Dundee constituencies we noted that most of the points made had been fully discussed at the Inquiry and we decided to adhere to the view that they did not constitute a compelling reason for making a radical revision on a north/south basis. As regards the proposal for an extra seat for Grampian/Tayside Regions it did not seem to us that the allocation of an extra seat in Strathclyde Region was a valid reason for reconsidering that proposal which, as the assistant Commissioner pointed out, would produce one or more constituencies well below the electoral quota.

269. On 31st August 1982 we informed all interested parties that, having considered the representations made against the revised recommendations, we had decided not to make any alterations to those recommendations. No further representations were received. **We accordingly recommend** the adoption of our provisional recommendations for two burgh constituencies in Dundee and of our revised recommendations for three county constituencies in the remainder of Tayside Region as follows:

	1978 Electorate
Dundee East B.C.	63,500
Dundee West B.C.	64,500
Angus East C.C.	57,100
North Tayside C.C.	50,300
Perth and Kinross C.C.	60,000

THE EFFECTS OF THE RECOMMENDATIONS

The total number of constituencies

270. We explained in Chapter Two that at the outset of the review we had determined that for the purpose of formulating our provisional recommendations the number of constituencies in Scotland should remain at 71. We maintained this view until we considered the report of the assistant Commissioner on the Inquiry into our provisional recommendations for the City of Glasgow District. As explained in Chapter Three, his overall conclusion, subject to any overriding application of Rule 1, was that there should be 11 seats in the City of Glasgow District in order to achieve within the District (and indeed within Strathclyde Region) the closest practicable approximation to the electoral quota for each constituency without breaking Rule 4 (b) which requires regard to be had to local authority boundaries. We went on to explain that, having agreed to an allocation of 11 seats in order to accord more closely with the Rules, we considered whether a seat might be "saved" elsewhere in Scotland. We were satisfied that this could not be done without an unacceptable reduction in representation in Parliament for the region losing the seat, and that we should therefore recommend that the total number of seats in Scotland should be increased from 71 to 72.

271. While the principal considerations which led us to recommend an increase of one seat in Scotland arose out of the report on the Glasgow Inquiry, the following considerations added some weight to this general conclusion. Firstly, the number of Scottish seats expressed as a percentage of that in England has fallen from 14.0% in 1954 (when there were 506 seats in England) to 13.9% in 1965 (when there were 511 seats) and to 13.8% in 1975 (when there were 516 seats, as now). On the basis of the number of seats now recommended for England (523) and 71 seats for Scotland the percentage in 1978 would be 13.6%. On the basis of the 72 seats which we recommend for Scotland and the 523 seats recommended for England, the percentage would rise to 13.8%, i.e. as it was in 1975 and closer to the situation in 1954 and 1965. Secondly, the electorate in England increased by some 5,350,000 from 1954 to 1978 and the recommended increase in the number of seats is 17. This means that over this period the allocation of an extra seat is associated with an increase in electorate of some 300,000. In Scotland over the same period, however, the electorate increased by some 400,000 and yet no additional seat has been formed. In our view these figures provide further justification for 72 seats in Scotland which represents an increase of less than 1.5% in the number of Scottish seats, compared with an increase of well over 3% in England since 1954. We note also that an increase of two in the number of seats in Wales to 38 has been recommended and this represents an increase of more than 5%.

272. In the course of the review we were urged to allocate an extra seat to Grampian Region because of the increase of some 23,000 in the electorate which had occurred between 1978 and 1982. While we accept that the Region is a growth area we took the view that it would be quite wrong to increase the allocation of seats to Grampian Region on the basis of 1982 figures, particularly as the allocation of seats for all other regions in Scotland was based on 1978 figures. The latter figures had been adhered to in considering whether the provisional recommendations for any other region should be revised to provide a higher number of seats. However, as we noted in Chapter Three (paragraph 239), we intend to keep under review the proposed boundaries of five constituencies in the former county of Ayr because of uncertainty about growth in the electorate. For the same reason we intend to keep under review the proposed boundaries of the *Aberdeen North*, *Aberdeen South* and *Gordon* constituencies.

273. In his report on the Inquiry into our provisional recommendations for the City of Glasgow District, the assistant Commissioner referred to various legal considerations, and to detailed submissions made to him at the Inquiry on the construction of the Rules. He also stated his own conclusions in the light of those submissions. We have referred to these in paragraph 230. When we published our revised proposals we stated that we did not necessarily accept all the views which

the assistant Commissioner had expressed on the interpretation of the Rules. Since then, judgements have been issued by the courts in England on these matters. The Rules are contained in a United Kingdom statute, and in the light of these judicial opinions we do not feel that there is any need for us to make further comment upon the assistant Commissioner's conclusions on these matters.

274. Rule 1 limits the total number of seats in Great Britain to not substantially greater or less than 613. As a result of the second periodical review the number of seats in England was increased to 516 and the total number of seats for Great Britain to 623. The recommendations in the 1969 reports of the Scottish, English and Welsh Commissions were approved by Parliament which must have accepted that the total of 623 seats for Great Britain was not substantially greater than 613. If our recommendations for 72 seats and the recommendations of the English and Welsh Boundary Commissions for 523 and 38 seats, respectively, are accepted the total number of seats for Great Britain will be 633. We are satisfied that this figure is not substantially greater than 613 but, given the built-in tendency under the present Rules for the number of English constituencies to rise, the question of the permissible number of seats is likely to arise at future reviews. This problem was referred to in relation to England in paragraph 68 of the Second Periodical Report of the English Commission in 1969 (Cmnd. 4084). If Rule 1 remains in its present form and the number of constituencies continues to rise, a stage may be reached when the view is taken that the total number of seats for Great Britain is substantially greater than 613. In these circumstances, Parliament may wish to consider whether Rule 1 should remain in its present terms or whether some amendment of it should be made. The problem facing each Commission is also made more difficult because of the absence in the Acts of guidance as to what the relationship should be between the number of seats for Scotland, England and Wales, apart from specifying the minimum number in Scotland and Wales. The 1958 Act introduced separate electoral quotas for each part of the United Kingdom but there is still no indication as to what the relationship should be between the number of seats for Scotland, England and Wales. It is not for us to make recommendations for the purpose of resolving the problems which we have mentioned in this Chapter. However, we have thought it proper to draw attention to them in this report so that Parliament may be aware of the difficulties for future reviews which application of the Rules in their present form would entail.

The recommended constituencies

275. The contents and electorates of the 72 constituencies which we have recommended are set out in Appendix D.

(a) Contents

276. Ten constituencies (*Argyll and Bute*, *Banff and Buchan*, *Cumberland and Kilsyth*, *Dumbarton*, *East Kilbride*, *East Lothian*, *Kilmarnock and Loudoun*, *Midlothian*, *Moray* and *North East Fife*) consist of a complete district, and one constituency (*Western Isles*) consists of a complete islands area. Three constituencies (*Caithness and Sutherland*, *Roxburgh and Berwickshire*, and *Tweeddale, Ettrick and Lauderdale*) each consist of two complete districts, and one (*Orkney and Shetland*) consists of two complete islands areas. Two complete districts (*Cunninghame and Motherwell*) are divided into two constituencies each. Thirty-three constituencies consist of part of one district only, and 16 consist of one district and part of another, or parts of two districts. Two constituencies (*Galloway and Upper Nithsdale* and *Ross, Cromarty and Skye*) consist of two districts and part of one other, and one (*Clackmannan*) consists of one district and parts of two others. One constituency (*Inverness, Nairn and Lochaber*) consists of three districts and part of one other.

(b) Size of electorates

277. Table 3 below compares the electoral size of existing constituencies in 1978 and 1982 with the size of our recommended constituencies in those years.

TABLE 3

Numbers of Present and Proposed Constituencies by Percentage Variation from Electoral Quota, 1978 and 1982

Variation from Electoral Quota	1978			1982		
	Electorate	Present Number of Seats	Proposed Number of Seats	Electorate	Present Number of Seats	Proposed Number of Seats
<i>Above</i>						
Over 30%		5 ⁽¹⁾	0		6	0
20.1% to 30%	Max 69,744	9	1 ⁽²⁾	Max 71,653	7	0
10.1% to 20%	Max 64,379	15	14	Max 66,142	17	16
0.1% to 10%	Max 59,014	11	23	Max 60,630	9	18
Electoral Quota	53,649			55,118		
<i>Below</i>						
0.1% to 10%	Min 48,284	10	18	Min 49,606	11	26
10.1% to 20%	Min 42,919	5	10	Min 44,094	5	6
20.1% to 30%	Min 37,554	6	2 ⁽³⁾	Min 38,583	4	2 ⁽³⁾
Over 30%		10	4 ⁽⁴⁾		12	4 ⁽⁴⁾
Total Number of Seats		71	72		71	72

Notes: (1) Midlothian C.C., West Lothian C.C., West Renfrewshire C.C., East Kilbride C.C. and East Dunbartonshire C.C.

(2) Dundee West B.C.

(3) Roxburgh and Berwickshire C.C. and Cumbernauld and Kilsyth C.C.

(4) Tweeddale, Ettrick and Lauderdale C.C., Caithness and Sutherland C.C., Orkney and Shetland C.C. and Western Isles C.C.

The Table shows that 41 (57%) of our recommended constituencies are within 10% of the electoral quota of 53,649, and a further 24 (33%) are within 20% of the quota. The corresponding figures for the existing constituencies are 21 (30%) and 20 (28%). Our proposals, if accepted, eliminate five large constituencies with 1978 electorates in excess of 70,000 and many of the small constituencies with electorates less than 37,000. Table 4 below gives various measures of variation showing how the spread of constituency electorate sizes is reduced under our recommendations. Appendices E and G set out the electorates of the recommended and the existing constituencies in 1978 electorate size order.

TABLE 4

Measures of Variation in Electorates in Present and Proposed Constituencies, 1978 and 1982

Measure	Based on 1978 Electorates			Based on 1982 Electorates		
	Present 71 Seats	Proposed 72 Seats	Percentage Reduction	Present 71 Seats	Proposed 72 Seats	Percentage Reduction
Average electorate	53,649	52,904	1.4	55,118	54,353	1.4
Range in size of electorate	78,741	41,800	46.9	87,921	42,700	51.4
Range, excluding 5 lowest	66,504	22,700	65.9	74,166	19,200	74.1
Standard deviation	14,188	7,868	44.5	15,821	7,907	50.0
Coefficient of variation	0.264	0.149	43.8	0.287	0.145	49.3

278. This concludes the report of our third periodical review of parliamentary constituency boundaries in Scotland. In terms of the 1949 Act, as amended, our next periodical report must be submitted not less than 10 or more than 15 years from the date of the submission of this report. We mentioned earlier that we would keep under review the boundaries of certain constituencies in Strathclyde Region and Grampian Region because of uncertainty of growth (or decline) in electorates. In this connection we intend to keep under review the boundaries of constituencies

in other areas where there may be evidence in future of a significant increase or decrease in electorates which would justify making recommendations before the next review takes place in 10 to 15 years' time. In addition, we understand that a number of reviews of administrative boundaries of local authority areas are being undertaken at present by the Local Government Boundary Commission for Scotland. Before the date of the next periodical report we shall, as necessary, make recommendations to you under section 2(3) of the 1949 Act in the light of any significant changes in the size of electorates in certain areas and of alterations of local authority boundaries.

279. We have received valuable assistance and advice from Mr. W. Baird who, as Registrar General for Scotland, served as an assessor to the Commission until 3rd August 1978, and from his successors as Registrar General, Mr. V. C. Stewart until 12th April 1982 and Dr. C. M. Glennie. We have also had a great deal of help and guidance from Major G. R. Cronchey, Royal Engineers, who, as Regional Controller for Ordnance Survey in Scotland, represented the Director General of Ordnance Survey as an assessor to the Commission until 14th December 1979, and from his successor as Regional Controller, Major G. P. G. Robinson, Royal Engineers. Mr. J. Borthwick served as our Secretary until 16th May 1980, and we are most grateful to him for all his work. The main burden, however, has fallen upon his successor, Mr. A. Simmen, and we wish to record our appreciation for his services. His assistance and advice have been of the greatest value to us, and he has discharged all his heavy duties with great cheerfulness and competence. We are also grateful to our Assistant Secretary, Mr. E. J. S. Hartley, and the staff of the Commission, for all that they have done for us.

DONALD M. ROSS
(Deputy Chairman)

GORDON C. CAMERON
A. A. L. EVANS

A. SIMMEN
Secretary

E. J. S. HARTLEY
Assistant Secretary

18th February 1983

Rules for Redistribution of Seats

(Second Schedule to the House of Commons (Redistribution of Seats) Act, 1949,
as amended)

1. The number of constituencies in the several parts of the United Kingdom set out in the first column of the following table shall be as stated respectively in the second column of that table—

<i>Part of the United Kingdom</i>	<i>Number of Constituencies</i>
Great Britain	Not substantially greater or less than 613
Scotland	Not less than 71
Wales	Not less than 35
Northern Ireland	Not greater than 18 or less than 16

2. Every constituency shall return a single member.

3. There shall continue to be a constituency which shall include the whole of the City of London and the name of which shall refer to the City of London.

4. (1) So far as is practicable having regard to the foregoing rules—

(a) in England and Wales—

(i) no county or any part thereof shall be included in a constituency which includes the whole or part of any other county or the whole or part of a London borough;

(ii) (Repealed by Local Government Act 1972)

(iii) no London borough or any part thereof shall be included in a constituency which includes the whole or part of any other London borough;

(iv) (Repealed by Local Government Act 1972)

(b) in Scotland, regard shall be had to the boundaries of local authority areas;

(c) in Northern Ireland, no ward shall be included partly in one constituency and partly in another.

(2) In paragraph (1) of this rule the following expressions have the following meanings, that is to say:
“area” and “local authority” have the same meaning as in the Local Government (Scotland) Act 1973.

“county” means an administrative county.

5. The electorate of any constituency shall be as near the electoral quota as is practicable having regard to the foregoing rules; and a Boundary Commission may depart from the strict application of the last foregoing rule if it appears to them that a departure is desirable to avoid an excessive disparity between the electorate of any constituency and the electoral quota, or between the electorate thereof and that of neighbouring constituencies in the part of the United Kingdom with which they are concerned.

6. A Boundary Commission may depart from the strict application of the last two foregoing rules if special geographical considerations, including in particular, the size, shape and accessibility of a constituency, appear to them to render a departure desirable.

7. In the application of these rules to each of the several parts of the United Kingdom for which there is a Boundary Commission—

(a) the expression “electoral quota” means a number obtained by dividing the electorate for that part of the United Kingdom by the number of constituencies in it existing on the enumeration date;

(b) the expression “electorate” means—

(i) in relation to a constituency, the number of persons whose names appear on the register of parliamentary electors in force on the enumeration date under the Representation of the People Acts for the constituency;

(ii) in relation to the part of the United Kingdom, the aggregate electorate as hereinbefore defined of all the constituencies therein;

(c) the expression “enumeration date” means, in relation to any report of a Boundary Commission under this Act, the date on which the notice with respect to that report is published in accordance with section two of this Act.

House of Commons (Redistribution of Seats) Act 1958, Section 2(2)

It shall not be the duty of a Boundary Commission, in discharging their functions under the said section two, to aim at giving full effect in all circumstances to the rules set out in the Second Schedule to the principal Act, but they shall take account, so far as they reasonably can, of the inconveniences attendant on alterations of constituencies other than alterations made for the purpose of rule 4 of those rules, and of any local ties which would be broken by such alterations; and references in that section to giving effect to those rules shall be construed accordingly.

Orders in Council made since 1970 Altering Constituency Boundaries in Scotland

<i>Statutory Instrument</i>	<i>Constituencies affected</i>
S.I. 1973 No. 764	Central Fife; Kirkcaldy
S.I. 1973 No. 765	East Renfrewshire; Paisley
S.I. 1973 No. 766	Midlothian; Edinburgh East
S.I. 1973 No. 767	North Lanarkshire; Coatbridge and Airdrie
S.I. 1973 No. 768	South Angus; Dundee West
S.I. 1973 No. 769	West Aberdeenshire; North Angus and Mearns; Aberdeen North; Aberdeen South
S.I. 1973 No. 770	West Stirlingshire; Stirling, Falkirk and Grangemouth

TEXT OF THE COMMISSION'S EXPLANATORY MEMORANDUM

The Review of Parliamentary Constituencies

PART ONE: THE BOUNDARY COMMISSIONS

1. Each of the four Parliamentary Boundary Commissions (for Scotland, England, Wales and Northern Ireland) are required by law¹ to keep under review the parliamentary constituencies in their part of the United Kingdom and, periodically, to conduct a general review. The Speaker of the House of Commons is the chairman of each of the four Commissions; the Scottish Commission also has a deputy chairman who is a judge of the Court of Session appointed by the Lord President of the Court of Session; there are two other members of the Scottish Commission appointed by the Secretary of State for Scotland after consultation with the leaders of the political parties in Scotland represented in Parliament.

2. The Scottish Commission's final recommendations must be made in a report submitted to the Secretary of State between 10 and 15 years from the date of the report on their last general review. Since that was submitted in April 1969,² the next report must be made between April 1979 and April 1984.

PART TWO: PROCEDURE FOR REVIEW

A. Provisional Recommendations

3. The Commission first determines on a provisional recommendation, usually for a group of constituencies forming a region.

(a) Advertisement

4. The law requires the Commission to publish a notice of their provisional recommendations in newspapers circulating in the areas affected. The notice has to specify a place in the constituency where details of the recommendations may be inspected. Such changes are always illustrated by maps in order to ensure that the public may be fully aware of the proposals.

(b) Objections and Representations

5. The notice also states that representations may be made to the Commission within one month of its publication. That is the period prescribed by law but, wherever possible, the Commission grant a reasonable extension of that period to assist local authorities or others who wish to make representations to do so.

(c) Inquiry

6. The Commission is bound to hold a local inquiry if representations objecting to the proposed constituency are received from an interested local authority (that is the council of a region, islands area or district for the area lying wholly or partly in the affected constituency) or a body of 100 or more parliamentary electors for such constituency.

7. The inquiry is conducted by an assistant Commissioner appointed by the Secretary of State at the request of the Commission. No statutory procedure is prescribed for the conduct of the local inquiry. The purpose is—

to get to know local opinions,
to hear criticisms of the provisional recommendations,
to receive counter-proposals, and to enable everyone who wishes to comment on these or on the Commission's proposals to do so.

The Commission are not represented at the inquiry, although a member of the secretariat may be present as an observer. Those who wish to express their views may do so in person, or through a representative, even though they may not have filed written representations.

8. The assistant Commissioner makes his report direct to the Commission; besides commenting on the various objections received he is fully at liberty to suggest amendments or alterations to the Commission's proposals—or even the substitution of completely different proposals if they appear to him to command wider acceptance than the original proposals.

B. Final Recommendations

9. The Commission then consider the assistant Commissioner's Report and the matters discussed at the inquiry, together with any other relevant information, when formulating their final recommendations.

¹The House of Commons (Redistribution of Seats) Acts 1949 and 1958.

²Second Periodical Report (Cmnd. 4085), Printed by HM Stationery Office.

If, in the event the Commission decide to alter the provisional recommendations the revised proposals are published in local newspapers and made available for public inspection. If there has been a local inquiry, a copy of the assistant Commissioner's report is also made available with the documents for public inspection, and those who took part in the inquiry each receive a copy of the report. Representations about these further proposals may then be made within a one-month period. The Commission are not obliged to hold a further inquiry in respect of a constituency, but they may do so if they consider it necessary to obtain more information or local opinion on certain matters. If the Commission decide to modify their revised recommendations before finally submitting them to the Secretary of State the fresh proposals will be published and representations invited again, but no further inquiry will be held at that stage.

C. Order in Council

10. The Secretary of State is under a duty to lay the Commission's report of their review before Parliament. If the report recommends alterations it must be accompanied by a draft Order in Council giving effect to the proposals. But if the Secretary of State decides to modify the recommendation he must lay a statement of the reasons for the modifications in the draft Order, for consideration with the report. The order must be approved by both Houses of Parliament and, if approved, takes effect at the next general election.

PART THREE: RULES FOR REDISTRIBUTION OF SEATS

A. The Rules

11. In formulating recommendations for constituencies, the Commission are required to observe the rules for redistribution of seats.³ These are reproduced (as amended by subsequent legislation) in the Appendix.* So far as is practicable, a recommended constituency must have regard to local government areas. Constituencies must be as near the average electorate⁴ as is practicable, but the Commission have a discretion to depart from this rule particularly where there are special geographical considerations such as the size, shape and accessibility of a constituency. The exercise of this discretion has the consequential effect that some constituencies must have electorates greater than the average.

B. The Commission's Practice

12. The Commission hope to be able to avoid making recommendations for constituencies which would cross regional boundaries. Where possible the Commission's aim is to propose constituencies which lie wholly within one district or comprise whole districts, but it is clear that the electorates of many of the districts are not of the right size to facilitate the achievement of this result.

13. The Commission have accordingly decided to adhere to the regional electoral division basis, or exceptionally the district ward basis, for forming constituencies in the cases where districts must be divided. The local government electoral areas in question are those brought into operation following the Local Government Boundary Commission's initial reviews of local government electoral arrangements under the Local Government (Scotland) Act 1973. It appears that any division of the basic local government electoral area between constituencies is likely to break local ties, disrupt political party organisation and be confusing to the electorate.

14. The Commission are not obliged to give full effect to the rules in all circumstances.⁵ They are directed to take account, so far as they reasonably can, of the inconveniences attendant on alterations of constituencies and of any local ties which would be broken by such alterations. However, where the electorate of an existing constituency is well above, or below, average, one of the primary objectives of the review is to substitute a constituency with a near-average electorate. Furthermore, local government reorganisation has radically changed the pattern of existing constituencies in relation to local government areas, and the duty of the Commission is to reflect those changes when recommending constituencies. Inevitably therefore, many constituencies must be altered because of these factors and because of the "ripple" effect the alteration of a constituency has on neighbouring constituencies.

C. Naming and Designation

15. The Commission's recommendations for each constituency must include the name by which it should be known and whether it should be a county constituency or a burgh constituency.⁶ This decision affects

the expenses allowable at elections, which differ according to the classification of a constituency as a burgh or county constituency. The Commission consider that where constituencies are composed predominantly of urban areas they will normally be designated as burgh constituencies. However, where constituencies contain more than a token rural electorate they will normally be designated as county constituencies.

D. Other Considerations

16. The Commission may be asked to take account of special considerations which affect an area and which, according to those who make the request, justify more favourable representation than that of other parts. The Acts make no provision for special representation on these grounds. For example, they do not specify that forecast changes in electorate shall be taken into account. However, the Commission do have regard to perceptible trends in the electorate which would quickly produce constituencies well above or well below the average size electorate for Scotland when deciding between alternative schemes.

PART FOUR: TIMING OF REVIEWS

17. The period required for the Scottish Commission's review is dictated partly by the size of the task and partly by the statutory procedures which are intended to allow full expression of opinions about the proposals at various stages. The constituencies, if approved by both Houses of Parliament, come into operation at the general election which next follows the making of the Order in Council providing the new constituencies.

PART FIVE: INTERIM REVIEWS

18. The Commissions may also conduct other reviews between their general reviews. These interim reviews have in the past reflected changes in local government boundaries and are intended to produce compatible constituency and local government boundaries.

PART SIX: GENERAL

19. The Scottish Commission will follow the established practice of publishing provisional recommendations without prior consultation with local authorities and other interests. The Commission consider that they should take the initiative in preparing provisional recommendations from all the information available to them. In this way they are not influenced by any particular viewpoint. These provisional proposals are then subjected to full public debate. Any other course appears to suffer from the following disadvantages—

- (a) The possible omission from the consultations of groups of people who wished to express their views; and,
- (b) bearing in mind the time required for the review as a whole, the risk of unavoidable delay on the part of those consulted.

³Schedule 2 of the Act of 1949.

⁴For the purpose of the current general review this is 53,649 i.e. the total electorate for 1978 (3,809,091) divided by the existing number (71) of Scottish seats (see Rule 7 of the Redistribution Rules). The average electorates for England, Wales and Northern Ireland in 1978 figures are 66,434, 57,362 and 86,142 respectively.

⁵Section 2(2) of the Act of 1958.

⁶Section 3(1) of the Act of 1949.

*The rules are reproduced as Appendix A to this report.

Schedule of Recommendations

1. BORDERS REGION

County constituency of Roxburgh and Berwickshire

1978 Electorate: 41,800

1982 Electorate: 42,100

Contents: (1) Roxburgh District;
(2) Berwickshire District.*County constituency of Tweeddale, Ettrick and Lauderdale*

1978 Electorate: 36,300

1982 Electorate: 37,300

Contents: (1) Tweeddale District;
(2) Ettrick and Lauderdale District.

2. CENTRAL REGION

County constituency of Clackmannan

1978 Electorate: 47,200

1982 Electorate: 48,000

Contents: (1) Clackmannan District;
(2) Regional electoral division 13 (Carseland) in Stirling District;
(3) Regional electoral division 29 (Kinnaird) in Falkirk District.**County constituency of Falkirk East*

1978 Electorate: 51,700

1982 Electorate: 52,300

Contents: Regional electoral divisions 19 (Bainsford), 22 (Dundas), 23 (Kalantyre), 24 (Sealock),
25 (Carriden), 26 (Kinneil), 32 (Braes), 33 (Laurmont), 34 (Avonside) in Falkirk District.*County constituency of Falkirk West*

1978 Electorate: 47,600

1982 Electorate: 50,000

Contents: Regional electoral divisions 17 (Callendar), 18 (Grahamsdyke), 20 (Glenfuir), 21
(Carmuir), 27 (Herbertshire), 28 (Tryst), 30 (Carronglen), 31 (Bonnybridge) in Falkirk
District.*County constituency of Stirling*

1978 Electorate: 52,900

1982 Electorate: 56,100

Contents: Regional electoral divisions 7 (Wallace), 8 (Castle), 9 (Viewforth), 10 (St. Ninians), 11
(Queensland), 12 (Strathendrick), 14 (Bannockburn), 15 (Airthrey), 16 (Dounebraes)
in Stirling District.

3. DUMFRIES AND GALLOWAY REGION

County constituency of Dumfries

1978 Electorate: 54,800

1982 Electorate: 57,600

Contents: (1) Annandale and Eskdale District;
(2) Regional electoral divisions 17 (Locharbriggs), 18 (Tinwald Downs), 19 (Lochar),
21 (St. Marys), 22 (Noblehill), 23 (St. Michaels), 24 (Rotchell), 25 (Palmerston),
26 (Lochside), 27 (Maryholm) in Nithsdale District.*County constituency of Galloway and Upper Nithsdale*

1978 Electorate: 50,600

1982 Electorate: 51,900

Contents: (1) Stewartry District;
(2) Wigtown District;
(3) Regional electoral divisions 14 (Kirkconnel), 15 (Sanquhar and Queensberry), 16
(Mid Nithsdale), 20 (Mabie) in Nithsdale District.

4. FIFE REGION

County constituency of Central Fife

1978 Electorate: 51,100

1982 Electorate: 54,400

Contents: Regional electoral divisions 10 (Denbeath/Aberhill), 11 (Mountfleurie/Methilhill/Methil North), 12 (Leven), 13 (Kennoway/Windygates), 14 (Leslie/Markinch Star), 15 (Auchmuty/Woodside), 16 (Pitteuchar/Stenton/Balgonie), 17 (South Parks/Rimbleton), 18 (Southwood/Caskieberran) in Kirkcaldy District.

County constituency of Dunfermline East

1978 Electorate: 48,000

1982 Electorate: 49,700

Contents: (1) Regional electoral division 19 (Auchterderran/Kinglassie) in Kirkcaldy District; (2) Regional electoral divisions 31 (Kelty/Lumphinnans), 32 (Ballingry/Lochore), 33 (Lochgelly), 34 (Aberdour/Dalgety Bay/North Queensferry), 35 (Inverkeithing/Rosyth), 36 (Cowdenbeath/Gray Park), 37 (Hill of Beath/Crossgates/Cowdenbeath), 45 (Dunfermline/Rosyth) in Dunfermline District.

County constituency of Dunfermline West

1978 Electorate: 47,200

1982 Electorate: 49,100

Contents: Regional electoral divisions 29 (Kincardine/Culross), 30 (Torryburn/Oakley), 38 (Dunfermline/Halbeath Kingseat), 39 (Dunfermline/Milesmark), 40 (Dunfermline/Crossford), 41 (Dunfermline/Limekilns), 42 (Dunfermline/Garvock), 43 (Dunfermline/Woodmill), 44 (Dunfermline/Aberdour Road) in Dunfermline District.

County constituency of Kirkcaldy

1978 Electorate: 52,200

1982 Electorate: 53,300

Contents: Regional electoral divisions 1 (Burntisland/Kinghorn), 2 (Auchtertool/Linktown/Inveriel), 3 (Bennoch/Chapel/Cluny), 4 (Dunnikier), 5 (Bennoch/Dunearn), 6 (Hayfield/Kirkcaldy Central), 7 (Smeaton/Sinclairtown), 8 (Gallatown/Dysart/Coaltown of Wemyss/Thornton), 9 (Buckhaven/East Wemyss) in Kirkcaldy District.

County constituency of North East Fife

1978 Electorate: 47,700

1982 Electorate: 50,600

Contents: North East Fife District.

Note: The Fife Region (Electoral Arrangements) Order 1977 (S.I. 1977 No. 1983) designated the regional electoral divisions in the Region by number only. The names given above indicate the contents.

5. GRAMPIAN REGION

Burgh constituency of Aberdeen North

1978 Electorate: 62,900

1982 Electorate: 63,700

Contents: Regional electoral divisions 25 (Woodside), 26 (St. Machar), 27 (Northfield East), 28 (Northfield West), 29 (Kittybrewster), 30 (Seaton), 31 (Mastrick), 32 (Ashgrove), 33 (Summerfield), 48 (Brimmond) in the City of Aberdeen District.

Burgh constituency of Aberdeen South

1978 Electorate: 55,900

1982 Electorate: 57,300

Contents: Regional electoral divisions 34 (Rosemount), 35 (Rubislaw), 36 (St. Clements), 37 (St. Nicholas), 38 (Hazlehead), 39 (Holburn), 40 (Ferryhill), 41 (Torry), 45 (Nigg) in the City of Aberdeen District.

County constituency of Banff and Buchan

1978 Electorate: 56,900

1982 Electorate: 60,300

Contents: Banff and Buchan District.

County constituency of Gordon

1978 Electorate: 54,500

1982 Electorate: 64,200

Contents: (1) Gordon District; (2) Regional electoral divisions 47 (West Don) and 49 (East Don) in the City of Aberdeen District.

County constituency of Kincardine and Deeside

1978 Electorate: 55,700

1982 Electorate: 59,300

Contents: (1) Kincardine and Deeside District; (2) Regional electoral divisions 42 (Craigton), 43 (Auchinyell), 44 (Kincorth), 46 (Peterculter) in the City of Aberdeen District.

County constituency of Moray

1978 Electorate: 56,500

1982 Electorate: 60,600

Contents: Moray District.

6. HIGHLAND REGION

County constituency of Caithness and Sutherland

1978 Electorate: 30,100

1982 Electorate: 31,000

Contents: (1) Caithness District; (2) Sutherland District.

County constituency of Inverness, Nairn and Lochaber

1978 Electorate: 61,900

1982 Electorate: 64,000

Contents: (1) Regional electoral divisions 31 (Merkinch), 32 (Dalneigh-Muirtown), 33 (Ballifeary and Columba), 34 (Ness Central), 35 (Crown-Raigmore), 36 (Old Edinburgh), 37 (Drummond), 38 (Hilton), 39 (Ardersier, Petty and Culloden), 39A (Inverness East), 40 (Strathdearn, Strathnairn and Loch Ness East) in Inverness District; (2) Badenoch and Strathspey District; (3) Lochaber District; (4) Nairn District.

County constituency of Ross, Cromarty and Skye

1978 Electorate: 44,500

1982 Electorate: 48,000

Contents: (1) Ross and Cromarty District; (2) Skye and Lochalsh District; (3) Regional electoral divisions 41 (Aird South), 41A (Charleston), 42 (Aird North) in Inverness District.

7. LoTHIAN REGION

Burgh constituency of Edinburgh Central

1978 Electorate: 57,400

1982 Electorate: 56,200

Contents: Regional electoral divisions 20 (Murrayfield/Dean), 21 (New Town/Stockbridge), 27 (Dalry/Shandon), 28 (Haymarket/Tollcross), 29 (St. Giles/Holyrood) in the City of Edinburgh District.

Burgh constituency of Edinburgh East

1978 Electorate: 52,200

1982 Electorate: 51,900

Contents: (1) Regional electoral divisions 22 (Calton/Lochend), 30 (Willowbrae/Mountcastle), 31 (Portobello/Milton), 39 (Niddrie/Craigmillar) in the City of Edinburgh District; (2) District ward 30 (Craigentinny) in the City of Edinburgh District.

Burgh constituency of Edinburgh Leith

1978 Electorate: 62,900

1982 Electorate: 60,800

Contents: (1) Regional electoral divisions 12 (Pilton/Muirhouse), 13 (Granton/Trinity), 14 (Newhaven/Fort), 17 (Broughton/Inverleith), 18 (Lorne/Harbour) in the City of Edinburgh District;
(2) District ward 29 (Links) in the City of Edinburgh District.

Burgh constituency of Edinburgh Pentlands

1978 Electorate: 57,700

1982 Electorate: 59,600

Contents: Regional electoral divisions 10 (Balerno/Baberton), 24 (Hailes), 25 (Sighthill/Longstone), 35 (Colinton/Firrhill), 36 (Braidburn/Fairmilehead) in the City of Edinburgh District.

Burgh constituency of Edinburgh South

1978 Electorate: 60,800

1982 Electorate: 62,500

Contents: Regional electoral divisions 32 (Merchiston/Morningside), 33 (Sciennes/Marchmont), 34 (Prestonfield/Mayfield), 37 (Alnwickhill/Kaimes), 38 (Inch/Gilmerton) in the City of Edinburgh District.

Burgh constituency of Edinburgh West

1978 Electorate: 57,700

1982 Electorate: 61,100

Contents: Regional electoral divisions 11 (Cramond/Parkgrove), 15 (Corstorphine North), 16 (Telford/Blackhall), 19 (Corstorphine South), 26 (Moat/Stenhouse) in the City of Edinburgh District.

County constituency of East Lothian

1978 Electorate: 60,200

1982 Electorate: 62,600

Contents: East Lothian District.

County constituency of Linlithgow

1978 Electorate: 54,500

1982 Electorate: 58,100

Contents: (1) Regional electoral divisions 1 (Linlithgow), 2 (Bathgate West/Armadale), 3 (Bathgate East/Blackburn), 4 (Whitburn) in West Lothian District;
(2) District ward 1 (Queensferry) in the City of Edinburgh District.

County constituency of Livingston

1978 Electorate: 46,200

1982 Electorate: 52,600

Contents: (1) Regional electoral divisions 5 (Livingston (North)), 6 (Livingston (South)), 7 (Broxburn), 8 (Calders) in West Lothian District;
(2) District ward 2 (Kirkliston) in the City of Edinburgh District.

County constituency of Midlothian

1978 Electorate: 59,300

1982 Electorate: 60,700

Contents: Midlothian District.

8. STRATHCLYDE REGION

Burgh constituency of Glasgow Cathcart

1978 Electorate: 52,600

1982 Electorate: 52,000

Contents: Regional electoral divisions 36 (Pollokshaws/Newlands), 37 (King's Park/Aitkenhead), 39 (Linn Park/Castlemilk) in the City of Glasgow District.

Burgh constituency of Glasgow Central

1978 Electorate: 55,700

1982 Electorate: 52,200

Contents: Regional electoral divisions 21 (Central/Calton), 34 (Kingston/Hutchesontown), 35 (Queen's Park/Crosshill) in the City of Glasgow District.

Burgh constituency of Glasgow Garscadden

1978 Electorate: 52,700

1982 Electorate: 52,000

Contents: Regional electoral divisions 9 (Drumry/Summerhill), 10 (Blairdardie/Knightscliffe), 11 (Yoker/Knightswood) in the City of Glasgow District.

Burgh constituency of Glasgow Govan

1978 Electorate: 55,800

1982 Electorate: 52,300

Contents: Regional electoral divisions 28 (Drumoyne/Govan), 29 (Penilee/Cardonald), 30 (Mosspark/Bellahouston) in the City of Glasgow District.

Burgh constituency of Glasgow Hillhead

1978 Electorate: 56,100

1982 Electorate: 57,600

Contents: Regional electoral divisions 12 (Scotstoun/Broomhill), 13 (Kelvindale/Kelvinside), 17 (Partick/Anderston) in the City of Glasgow District.

Burgh constituency of Glasgow Maryhill

1978 Electorate: 56,700

1982 Electorate: 52,400

Contents: Regional electoral divisions 14 (Summerston/Maryhill), 15 (Milton/Ruchill), 16 (North Kelvin/Woodlands) in the City of Glasgow District.

Burgh constituency of Glasgow Pollok

1978 Electorate: 53,500

1982 Electorate: 54,500

Contents: Regional electoral divisions 31 (Pollok/Cowglen), 32 (South Nitshill/Arden), 33 (Pollokshields/Shawlands) in the City of Glasgow District.

Burgh constituency of Glasgow Provan

1978 Electorate: 57,100

1982 Electorate: 49,600

Contents: Regional electoral divisions 24 (Lethamhill/Riddrie), 25 (Queenslie/Barlanark), 27 (Gartloch/Easterhouse) in the City of Glasgow District.

Burgh constituency of Glasgow Rutherglen

1978 Electorate: 57,400

1982 Electorate: 60,400

Contents: Regional electoral divisions 38 (Toryglen/Rutherglen), 40 (Glenwood/Fernhill), 41 (Cambuslang/Halfway) in the City of Glasgow District.

Burgh constituency of Glasgow Shettleston

1978 Electorate: 52,900

1982 Electorate: 52,700

Contents: Regional electoral divisions 22 (Belvidere/Carntyne), 23 (Parkhead/Shettleston), 26 (Mount Vernon/Baillieston) in the City of Glasgow District.

Burgh constituency of Glasgow Springburn

1978 Electorate: 60,000

1982 Electorate: 54,900

Contents: Regional electoral divisions 18 (Springburn/Robroyston), 19 (Keppochhill/Cowlairs), 20 (Alexandra Park/Dennistoun) in the City of Glasgow District.

Burgh constituency of Greenock and Port Glasgow

1978 Electorate: 60,200

1982 Electorate: 60,300

Contents: (1) Regional electoral divisions 85 (Cartsdyke) and 86 (Greenock South West) in Inverclyde District;
(2) District wards 2 (Port Glasgow East), 3 (Port Glasgow South), 4 (Clune Brae), 5 (Port Glasgow West), 16 (Greenock West Central), 17 (Greenock West End) in Inverclyde District.

Burgh constituency of Hamilton

1978 Electorate: 59,800

1982 Electorate: 62,100

Contents: Regional electoral divisions 63 (Hamilton East), 64 (Hamilton West), 66 (Hamilton North) in Hamilton District.

Burgh constituency of Monklands East

1978 Electorate: 47,600

1982 Electorate: 49,900

Contents: Regional electoral divisions 54 (Airdrie East), 55 (Airdrie South and West), 56 (Chapelhall and Salsburgh) in Monklands District.

Burgh constituency of Monklands West

1978 Electorate: 49,300

1982 Electorate: 51,000

Contents: (1) Regional electoral divisions 52 (Coatbridge North) and 53 (Coatbridge South) in Monklands District;
(2) Regional electoral division 48 (Chryston and Kelvin Valley) in Strathkelvin District.

Burgh constituency of Motherwell North

1978 Electorate: 55,500

1982 Electorate: 57,200

Contents: Regional electoral divisions 60 (Fortissat), 61 (Bellshill and Tannochside), 62 (Clydesdale) in Motherwell District.

Burgh constituency of Motherwell South

1978 Electorate: 52,500

1982 Electorate: 53,300

Contents: Regional electoral divisions 57 (Dalziel), 58 (Wishaw), 59 (Clydevale) in Motherwell District.

Burgh constituency of Paisley North

1978 Electorate: 48,800

1982 Electorate: 50,900

Contents: Regional electoral divisions 75 (Paisley Craigielea), 78 (Paisley Abercorn), 81 (Renfrew) in Renfrew District.

Burgh constituency of Paisley South

1978 Electorate: 52,200

1982 Electorate: 53,500

Contents: Regional electoral divisions 76 (Paisley Gleniffer), 77 (Paisley Central), 80 (Johnstone) in Renfrew District.

County constituency of Argyll and Bute

1978 Electorate: 47,100

1982 Electorate: 48,100

Contents: Argyll and Bute District.

County constituency of Ayr

1978 Electorate: 62,700

1982 Electorate: 65,500

Contents: (1) Regional electoral divisions 97 (Ayr North), 98 (Ayr South), 100 (North Kyle) in Kyle and Carrick District;
(2) District wards 11 (St. Cuthberts), 12 (St. Nicholas), 13 (Kingcase) in Kyle and Carrick District.

County constituency of Carrick, Cumnock and Doon Valley

1978 Electorate: 56,300

1982 Electorate: 56,700

Contents: (1) Cumnock and Doon Valley District;
(2) Regional electoral division 101 (Carrick) in Kyle and Carrick District;
(3) District wards 14 (Annbank, Mossblown and St. Quivox) and 15 (Coylton and Kincaidston) in Kyle and Carrick District.

County constituency of Clydebank and Milngavie

1978 Electorate: 51,700

1982 Electorate: 51,400

Contents: (1) Clydebank District;
(2) District wards 1 (Barloch), 2 (Keystone), 3 (Craigdhu), 4 (Clober) in Bearsden and Milngavie District.

County constituency of Clydesdale

1978 Electorate: 58,400

1982 Electorate: 60,600

Contents: (1) Clydesdale District;
(2) Regional electoral division 65 (Larkhall and Stonehouse) in Hamilton District

County constituency of Cumbernauld and Kilsyth

1978 Electorate: 39,000

1982 Electorate: 44,000

Contents: Cumbernauld and Kilsyth District.

County constituency of Cunninghame North

1978 Electorate: 52,400

1982 Electorate: 53,900

Contents: Regional electoral divisions 91 (Garnock Valley), 92 (Saltcoats and Ardrossan), 93 (Arran, Largs and West Kilbride) in Cunninghame District.

County constituency of Cunninghame South

1978 Electorate: 46,000

1982 Electorate: 48,900

Contents: Regional electoral divisions 88 (Irvine Central), 89 (Irvine South), 90 (Kilwinning and Stevenston) in Cunninghame District.

County constituency of Dumbarton

1978 Electorate: 55,900

1982 Electorate: 58,000

Contents: Dumbarton District.

County constituency of Eastwood

1978 Electorate: 56,600

1982 Electorate: 59,500

Contents: (1) Eastwood District;
(2) Regional electoral division 79 (Barrhead) in Renfrew District.

County constituency of East Kilbride

1978 Electorate: 60,100

1982 Electorate: 62,000

Contents: East Kilbride District.

County constituency of Kilmarnock and Loudoun

1978 Electorate: 60,900

1982 Electorate: 62,300

Contents: Kilmarnock and Loudoun District.

County constituency of Renfrew West and Inverclyde

1978 Electorate: 48,400

1982 Electorate: 53,300

Contents: (1) Regional electoral divisions 82 (Gryffe) and 83 (Bargarran) in Renfrew District;
(2) District wards 1 (Kilmacolm), 18 (Cardwell Bay), 19 (Gourock), 20 (Firth) in Inverclyde District.

County constituency of Strathkelvin and Bearsden

1978 Electorate: 54,100

1982 Electorate: 60,800

Contents: (1) Regional electoral divisions 46 (Kirkintilloch) and 47 (Bishopbriggs) in Strathkelvin District;
(2) Regional electoral division 45 (Bearsden) in Bearsden and Milngavie District;

- (3) District ward 5 (Kilmardinny) in Bearsden and Milngavie District.

Note: The Strathclyde Region (Electoral Arrangements) Order 1979 (S.I. 1979 No. 673) designated the regional electoral divisions in the City of Glasgow District by number only. The names used above are those of the wards as designated in the City of Glasgow District (Electoral Arrangements) Order 1980 (S.I. 1980 No. 620) which make up those regional electoral divisions.

9. TAYSIDE REGION

Burgh constituency of Dundee East

1978 Electorate: 63,500

1982 Electorate: 63,200

Contents: Regional electoral divisions 11 (Wellgate/Baxter Park), 12 (Craigiebank), 13 (West Ferry/Broughty Ferry), 14 (Balgillo/Eastern), 15 (Douglas/Drumgeith), 16 (Whitfield/Longhaugh) 17 (Fintry), 18 (Caird/Midhill), 19 (Cleington/Maryfield) 20 (Coldside/Hilltown) in the City of Dundee District.

Burgh constituency of Dundee West

1978 Electorate: 64,500

1982 Electorate: 63,600

Contents: Regional electoral divisions 21 (Central/Riverside), 22 (Dudhope/Logie), 23 (Law/Ancrum), 24 (Menzieshill/Ninewells), 25 (Gourdie/Pitalpin), 26 (Lochee), 27 (Rockwell/Fairmuir), 28 (Trottick/Gillburn), 29 (Downfield/St Mary's), 30 (Ardler/Blackshade) in the City of Dundee District.

County constituency of Angus East

1978 Electorate: 57,100

1982 Electorate: 59,700

Contents: (1) Regional electoral divisions 1 (Aberbrothock), 2 (Arbroath Elliot), 3 (Arbroath St Vigean), 4 (Carnoustie), 6 (Montrose Northesk), 9 (Montrose Lunan), 10 (Brechtin) in Angus District;

(2) District ward 15 (Eastern Glens) in Angus District;

(3) Regional electoral division 31 (Monifieth) in the City of Dundee District;

(4) District ward 44 (Sidlaw) in the City of Dundee District.

County constituency of North Tayside

1978 Electorate: 50,300

1982 Electorate: 52,000

Contents: (1) Regional electoral divisions 5 (Forfar East and Dunnichen) and 8 (Forfar West and Strathmore) in Angus District;

(2) District wards 13 (Kirriemuir) and 14 (Western Glens) in Angus District;

(3) Regional electoral divisions 38 (Atholl, Breadalbane and Rannoch), 39 (Strathardle), 40 (Strathisla), 43 (Strathgry), 44 (St Martins) in Perth and Kinross District.

County constituency of Perth and Kinross

1978 Electorate: 60,000

1982 Electorate: 61,200

Contents: (1) Regional electoral divisions 33 (Inveralmond), 34 (Moncreiffe), 35 (St Johnstoun), 36 (Viewlands), 37 (Letham), 41 (Strathearn), 42 (Tullibardine), 45 (Gowrie), 46 (Kinross) in Perth and Kinross District;

(2) District ward 43 (Gowrie) in the City of Dundee District.

10. ISLANDS AREAS

County constituency of Orkney and Shetland

1978 Electorate: 28,300

1982 Electorate: 30,200

Contents: (1) Orkney Islands Area;

(2) Shetland Islands Area.

County constituency of Western Isles

1978 Electorate: 22,700

1982 Electorate: 22,800

Contents: Western Isles Islands Area.

Recommended Constituencies in 1978 Electorate Size Order (1982 Electorate in Brackets)

<i>Constituency</i>	<i>Electorate</i>	
Dundee West B.C.	64,500	(63,600)
Dundee East B.C.	63,500	(63,200)
Aberdeen North B.C.	62,900	(63,700)
Edinburgh Leith B.C.	62,900	(60,800)
Ayr C.C.	62,700	(65,500)
Inverness, Nairn and Lochaber C.C.	61,900	(64,000)
Kilmarnock and Loudoun C.C.	60,900	(62,300)
Edinburgh South B.C.	60,800	(62,500)
East Lothian C.C.	60,200	(62,600)
Greenock and Port Glasgow B.C.	60,200	(60,300)
East Kilbride C.C.	60,100	(62,000)
Glasgow Springburn B.C.	60,000	(54,900)
Perth and Kinross C.C.	60,000	(61,200)
Hamilton B.C.	59,800	(62,100)
Midlothian C.C.	59,300	(60,700)
Clydesdale C.C.	58,400	(60,600)
Edinburgh Pentlands B.C.	57,700	(59,600)
Edinburgh West B.C.	57,700	(61,100)
Edinburgh Central B.C.	57,400	(56,200)
Glasgow Rutherglen B.C.	57,400	(60,400)
Angus East C.C.	57,100	(59,700)
Glasgow Provan B.C.	57,100	(49,600)
Banff and Buchan C.C.	56,900	(60,300)
Glasgow Maryhill B.C.	56,700	(52,400)
Eastwood C.C.	56,600	(59,500)
Moray C.C.	56,500	(60,600)
Carrick, Cumnock and Doon Valley C.C.	56,300	(56,700)
Glasgow Hillhead B.C.	56,100	(57,600)
Aberdeen South B.C.	55,900	(57,300)
Dumbarton C.C.	55,900	(58,000)
Glasgow Govan B.C.	55,800	(52,300)
Glasgow Central B.C.	55,700	(52,200)
Kincardine and Deeside C.C.	55,700	(59,300)
Motherwell North B.C.	55,500	(57,200)
Dumfries C.C.	54,800	(57,600)
Gordon C.C.	54,500	(64,200)
Linlithgow C.C.	54,500	(58,100)
Strathkelvin and Bearsden C.C.	54,100	(60,800)
Electoral Quota (1978)		53,649
Glasgow Pollok B.C.	53,500	(54,500)
Glasgow Shettleston B.C.	52,900	(52,700)
Stirling C.C.	52,900	(56,100)
Glasgow Garscadden B.C.	52,700	(52,000)
Glasgow Cathcart B.C.	52,600	(52,000)
Motherwell South B.C.	52,500	(53,300)
Cunninghame North C.C.	52,400	(53,900)
Edinburgh East B.C.	52,200	(51,900)
Kirkcaldy C.C.	52,200	(53,300)
Paisley South B.C.	52,200	(53,500)
Clydebank and Milngavie C.C.	51,700	(51,400)
Falkirk East C.C.	51,700	(52,300)
Central Fife C.C.	51,100	(54,400)
Galloway and Upper Nithsdale C.C.	50,600	(51,900)
North Tayside C.C.	50,300	(52,000)

<i>Constituency</i>	<i>Electorate</i>	
Monklands West B.C.	49,300	(51,000)
Paisley North B.C.	48,800	(50,900)
Renfrew West and Inverclyde C.C.	48,400	(53,300)
Dunfermline East C.C.	48,000	(49,700)
North East Fife C.C.	47,700	(50,600)
Falkirk West C.C.	47,600	(50,000)
Monklands East B.C.	47,600	(49,900)
Clackmannan C.C.	47,200	(48,000)
Dunfermline West C.C.	47,200	(49,100)
Argyll and Bute C.C.	47,100	(48,100)
Livingston C.C.	46,200	(52,600)
Cunninghame South C.C.	46,000	(48,900)
Ross, Cromarty and Skye C.C.	44,500	(48,000)
Roxburgh and Berwickshire C.C.	41,800	(42,100)
Cumbernauld and Kilsyth C.C.	39,000	(44,000)
Tweeddale, Ettrick and Lauderdale C.C.	36,300	(37,300)
Caithness and Sutherland C.C.	30,100	(31,000)
Orkney and Shetland C.C.	28,300	(30,200)
Western Isles C.C.	22,700	(22,800)

Electorates in 1975, 1978 and 1982 of Existing Constituencies

Parliamentary Constituencies	Parliamentary Electors		
	1975	1978	1982
SCOTLAND	3,733,232	3,809,091	3,913,385
County constituencies	2,235,181	2,342,661	2,464,558
Burgh constituencies	1,498,051	1,466,430	1,448,827
ABERDEENSHIRE			
County constituencies	105,891	119,526	133,986
East Aberdeenshire	48,866	53,683	58,191
West Aberdeenshire	57,025	65,843	75,795
Burgh constituencies	134,237	131,265	132,272
Aberdeen North	66,105	65,596	65,585
Aberdeen South	68,132	65,669	66,687
ANGUS AND KINCARDINE			
County constituencies	92,226	99,377	105,521
North Angus and Mearns	38,418	42,020	46,085
South Angus	53,808	57,357	59,436
Burgh constituencies	128,265	129,695	128,432
Dundee East	64,004	64,952	64,683
Dundee West	64,261	64,743	63,749
ARGYLL			
County constituency			
Argyll	42,484	43,380	44,635
AYRSHIRE AND BUTE			
County constituencies	275,533	284,471	293,232
Ayr	52,436	54,805	56,435
Bute and North Ayrshire	49,751	50,351	51,275
Central Ayrshire	60,586	67,008	71,024
Kilmarnock	60,957	60,894	62,289
South Ayrshire	51,803	51,413	52,209
BANFFSHIRE			
County constituency			
Banff	32,470	33,176	33,283
BERWICKSHIRE AND EAST LoTHIAN			
County constituency			
Berwick and East Lothian	58,309	61,048	63,655
CAITHNESS AND SUTHERLAND			
County constituency			
Caithness and Sutherland	29,444	29,598	30,499
DUMFRIESSHIRE			
County constituency			
Dumfries	62,728	64,251	67,183
DUNBARTONSHIRE			
County constituencies	166,930	175,920	185,732
Central Dunbartonshire	49,701	49,954	50,120
East Dunbartonshire	64,192	70,969	78,562
West Dunbartonshire	53,037	54,997	57,050

Parliamentary Constituencies	Parliamentary Electors		
	1975	1978	1982
FIFE			
<i>County constituencies</i>	238,855	246,243	257,081
Central Fife	58,931	61,646	64,930
Dunfermline	61,494	64,265	68,002
East Fife	57,431	58,856	61,805
Kirkcaldy	60,999	61,476	62,344
INVERNESS-SHIRE AND ROSS AND CROMARTY			
<i>County constituencies</i>	112,198	118,119	123,198
Inverness	59,429	62,207	65,456
Ross and Cromarty	30,134	33,203	34,912
Western Isles	22,635	22,709	22,830
KIRKCUDBRIGHT AND WIGTOWN			
<i>County constituency</i>			
Galloway	40,263	41,121	42,347
LANARKSHIRE			
<i>County constituencies</i>	332,082	344,132	359,490
Bothwell	59,865	61,516	64,236
East Kilbride	68,034	73,804	76,208
Hamilton	50,640	51,919	53,352
Lanark	49,503	51,179	53,420
Northern Lanarkshire	55,089	56,263	60,795
Rutherglen	48,951	49,451	51,479
<i>Burgh constituencies</i>	688,942	658,680	638,802
Coatbridge and Airdrie	60,634	60,380	62,921
Motherwell and Wishaw	51,660	51,077	51,512
Glasgow, Cathcart	50,265	49,279	47,669
Central	23,637	20,412	17,348
Craigton	44,517	44,691	44,764
Garscadden	54,375	53,158	51,172
Govan	30,829	26,941	23,980
Hillhead	41,899	40,211	40,086
Kelvingrove	41,327	35,541	32,064
Maryhill	51,414	50,959	51,486
Pollok	59,900	59,367	60,203
Provan	55,742	54,467	49,764
Queen's Park	38,652	35,942	33,760
Shettleston	37,005	32,649	31,103
Springburn	47,086	43,606	40,970
MIDLOTHIAN			
<i>County constituency</i>			
Midlothian	91,009	99,153	105,269
<i>Burgh constituencies</i>	353,189	353,513	355,592
Edinburgh, Central	40,438	38,510	37,425
East	58,341	58,041	58,056
Leith	39,108	37,869	36,881
North	47,315	46,097	45,306
Pentlands	57,880	59,384	59,941
South	56,616	58,645	60,585
West	53,491	54,967	57,398
MORAY AND NAIRNSHIRE			
<i>County constituency</i>			
Moray and Nairn	42,771	44,843	49,789

Parliamentary Constituencies	Parliamentary Electors		
	1975	1978	1982
ORKNEY AND ZETLAND			
<i>County constituency</i>			
Orkney and Zetland	26,849	28,307	30,145
PERTHSHIRE AND KINROSS-SHIRE			
<i>County constituencies</i>	96,169	101,299	105,012
Kinross and West Perthshire	36,514	38,682	40,912
Perth and East Perthshire	59,655	62,617	64,100
RENFREWSHIRE			
<i>County constituencies</i>	131,909	140,152	151,560
East Renfrewshire	62,846	63,896	67,615
West Renfrewshire	69,063	76,256	83,945
<i>Burgh constituencies</i>	128,751	126,113	125,930
Greenock and Port Glasgow	62,703	61,661	61,790
Paisley	66,048	64,452	64,140
ROXBURGH, SELKIRK AND PEEBLES			
<i>County constituency</i>			
Roxburgh, Selkirk and Peebles	58,441	59,843	61,056
STIRLINGSHIRE AND CLACKMANNANSHIRE			
<i>County constituencies</i>	118,812	124,055	130,256
Clackmannan and East Stirlingshire	64,814	66,907	69,572
West Stirlingshire	53,998	57,148	60,684
<i>Burgh constituency</i>			
Stirling, Falkirk and Grangemouth	64,667	67,164	67,799
WEST LOTHIAN			
<i>County constituency</i>			
West Lothian	79,808	84,647	91,629

**Existing Constituencies in 1978 Electorate Size Order
(1982 Electorate in Brackets)**

<i>Constituency</i>	<i>Electorate</i>
Midlothian C.C.	99,153 (105,269)
West Lothian C.C.	84,647 (91,629)
West Renfrewshire C.C.	76,256 (83,945)
East Kilbride C.C.	73,804 (76,208)
East Dunbartonshire C.C.	70,969 (78,562)
Stirling, Falkirk and Grangemouth B.C.	67,164 (67,799)
Central Ayrshire C.C.	67,008 (71,024)
Clackmannan and East Stirlingshire C.C.	66,907 (69,572)
West Aberdeenshire C.C.	65,843 (75,795)
Aberdeen South B.C.	65,669 (66,687)
Aberdeen North B.C.	65,596 (65,585)
Dundee East B.C.	64,952 (64,683)
Dundee West B.C.	64,743 (63,749)
Paisley B.C.	64,452 (64,140)
Dunfermline C.C.	64,265 (68,002)
Dumfries C.C.	64,251 (67,183)
East Renfrewshire C.C.	63,896 (67,615)
Perth and East Perthshire C.C.	62,617 (64,100)
Inverness C.C.	62,207 (65,456)
Greenock and Port Glasgow B.C.	61,661 (61,790)
Central Fife C. C.	61,646 (64,930)
Bothwell C.C.	61,516 (64,236)
Kirkcaldy C.C.	61,476 (62,344)
Berwick and East Lothian C.C.	61,048 (63,655)
Kilmarnock C.C.	60,894 (62,289)
Coatbridge and Airdrie B.C.	60,380 (62,921)
Roxburgh, Selkirk and Peebles C.C.	59,843 (61,056)
Edinburgh Pentlands B.C.	59,384 (59,941)
Glasgow Pollok B.C.	59,367 (60,203)
East Fife C.C.	58,856 (61,805)
Edinburgh South B.C.	58,645 (60,585)
Edinburgh East B.C.	58,041 (58,056)
South Angus C.C.	57,357 (59,436)
West Stirlingshire C.C.	57,148 (60,684)
North Lanarkshire C.C.	56,263 (60,795)
West Dunbartonshire C.C.	54,997 (57,050)
Edinburgh West B.C.	54,967 (57,398)
Ayr C.C.	54,805 (56,435)
Glasgow Provan B.C.	54,467 (49,764)
East Aberdeenshire C.C.	53,683 (58,191)
Electoral Quota (1978)	53,649
Glasgow Garscadden B.C.	53,158 (51,172)
Hamilton C.C.	51,919 (53,352)
South Ayrshire C.C.	51,413 (52,209)
Lanark C.C.	51,179 (53,420)
Motherwell and Wishaw B.C.	51,077 (51,512)
Glasgow Maryhill B.C.	50,959 (51,486)
Bute and North Ayrshire C.C.	50,351 (51,275)
Central Dunbartonshire C.C.	49,954 (50,120)

Constituency	Electorate	
Rutherglen C.C.	49,451	(51,479)
Glasgow Cathcart B.C.	49,279	(47,669)
Edinburgh North B.C.	46,097	(45,306)
Moray and Nairn C.C.	44,843	(49,789)
Glasgow Craigton B.C.	44,691	(44,764)
Glasgow Springburn B.C.	43,606	(40,970)
Argyll C.C.	43,380	(44,635)
North Angus and Mearns C.C.	42,020	(46,085)
Galloway C.C.	41,121	(42,347)
Glasgow Hillhead B.C.	40,211	(40,086)
Kinross and West Perthshire C.C.	38,682	(40,912)
Edinburgh Central B.C.	38,510	(37,425)
Edinburgh Leith B.C.	37,869	(36,881)
Glasgow Queen's Park B.C.	35,942	(33,760)
Glasgow Kelvingrove B.C.	35,541	(32,064)
Ross and Cromarty C.C.	33,203	(34,912)
Banff C.C.	33,176	(33,283)
Glasgow Shettleston B.C.	32,649	(31,103)
Caithness and Sutherland C.C.	29,598	(30,499)
Orkney and Zetland C.C.	28,307	(30,145)
Glasgow Govan B.C.	26,941	(23,980)
Western Isles C.C.	22,709	(22,830)
Glasgow Central B.C.	20,412	(17,348)

Electoralates in 1975, 1978 and 1982 by Region, Islands Area and District

Region/Islands Area/District	Parliamentary Electors		
	1975	1978	1982
SCOTLAND	3,733,232	3,809,091	3,913,385
BORDERS REGION	75,836	78,065	79,444
Berwickshire	13,573	14,218	14,396
Ettrick and Lauderdale	24,451	25,358	26,083
Roxburgh	27,157	27,548	27,740
Tweeddale	10,655	10,941	11,225
CENTRAL REGION	190,881	199,401	206,387
Clackmannan	33,300	34,787	35,978
Falkirk	101,542	105,672	108,935
Stirling	56,039	58,942	61,474
DUMFRIES AND GALLOWAY REGION	102,991	105,372	109,530
Annandale and Eskdale	25,237	25,886	27,273
Nithsdale	39,500	40,502	42,132
Stewartry	16,751	17,174	17,749
Wigtown	21,503	21,810	22,376
FIFE REGION	238,855	246,243	257,081
Dunfermline	86,284	88,998	92,703
Kirkcaldy	105,705	109,504	113,737
North East Fife	46,866	47,741	50,641
GRAMPIAN REGION	326,796	342,359	365,432
Aberdeen City	157,587	158,913	165,493
Banff and Buchan	53,877	56,858	60,320
Gordon	35,301	41,620	47,323
Kincardine and Deeside	25,502	28,465	31,668
Moray	54,529	56,503	60,628
HIGHLAND REGION	129,691	136,478	142,948
Badenoch and Strathspey	7,238	7,390	7,546
Caithness	20,916	19,777	20,433
Inverness	37,118	39,278	42,038
Lochaber	13,474	13,961	14,172
Nairn	6,473	7,057	7,562
Ross and Cromarty	28,056	31,072	32,648
Skye and Lochalsh	7,398	7,605	7,948
Sutherland	9,018	10,338	10,601
LOTHIAN REGION	554,407	568,727	586,096
Edinburgh City	357,472	359,262	364,026
East Lothian	58,370	60,203	62,593
Midlothian	56,413	59,288	60,663
West Lothian	82,152	89,974	98,814
STRATHCLYDE REGION	1,778,618	1,786,054	1,813,810
Argyll and Bute	46,466	47,063	48,146
Bearsden and Milngavie	26,788	28,285	30,400
Clydebank	40,525	40,208	39,570
Clydesdale	39,416	40,767	42,815
Cumbernauld and Kilsyth	33,837	39,005	43,996
Cumnock and Doon Valley	33,824	33,521	34,003
Cunninghame	92,230	98,409	102,752

Region/Islands Area/District	Parliamentary Electors		
	1975	1978	1982
Dumbarton	53,888	55,921	57,971
East Kilbride	54,173	60,073	62,042
Eastwood	38,369	39,403	41,510
Glasgow City	638,726	610,529	590,605
Hamilton	75,344	77,415	79,890
Inverclyde	75,744	75,408	76,376
Kilmarnock and Loudoun	60,957	60,894	62,289
Kyle and Carrick	82,173	85,460	88,148
Monklands	74,379	77,447	80,328
Motherwell	111,762	108,005	110,512
Renfrew	146,547	151,454	159,604
Strathkelvin	53,470	56,787	62,853
TAYSIDE REGION	285,673	295,376	299,682
Angus	63,581	67,060	69,694
Dundee City	138,697	141,201	140,295
Perth and Kinross	83,395	87,115	89,693
ISLANDS AREAS			
Orkney	13,297	13,916	14,310
Shetland	13,552	14,391	15,835
Western Isles	22,635	22,709	22,830

COMMAND 8794

THIRD PERIODICAL REPORT OF THE
BOUNDARY COMMISSION FOR SCOTLAND

VOLUME 1

CORRECTION

Please replace page 127 with the following:

Index of Recommended Parliamentary Constituencies

<i>Name of Constituency</i>	<i>Page</i>	<i>Name of Constituency</i>	<i>Page</i>
ABERDEEN NORTH B.C.	110	GLASGOW PROVAN B.C.	113
ABERDEEN SOUTH B.C.	110	GLASGOW RUTHERGLEN B.C.	113
ANGUS EAST C.C.	116	GLASGOW SHETTLESTON B.C.	113
ARGYLL AND BUTE C.C.	114	GLASGOW SPRINGBURN B.C.	113
AYR C.C.	114	GORDON C.C.	111
		GREENOCK AND PORT GLASGOW B.C.	113
BANFF AND BUCHAN C.C.	110	HAMILTON B.C.	114
CAITHNESS AND SUTHERLAND C.C.	111	INVERNESS, NAIRN AND LOCHABER C.C.	111
CARRICK, CUMNOCK AND DOON VALLEY C.C.	114		
CENTRAL FIFE C.C.	110	KILMARNOCK AND LOUDOUN C.C.	115
CLACKMANNAN C.C.	109	KINCARDINE AND DEESIDE C.C.	111
CLYDEBANK AND MILNGAVIE C.C.	115	KIRKCALDY C.C.	110
CLYDESDALE C.C.	115		
CUMBERNAULD AND KILSYTH C.C.	115	LINLITHGOW C.C.	112
CUNNINGHAME NORTH C.C.	115	LIVINGSTON C.C.	112
CUNNINGHAME SOUTH C.C.	115		
DUMBARTON C.C.	115	MIDLOTHIAN C.C.	112
DUMFRIES C.C.	109	MONKLANDS EAST B.C.	114
DUNDEE EAST B.C.	116	MONKLANDS WEST B.C.	114
DUNDEE WEST B.C.	116	MORAY C.C.	111
DUNFERMLINE EAST C.C.	110	MOTHERWELL NORTH B.C.	114
DUNFERMLINE WEST C.C.	110	MOTHERWELL SOUTH B.C.	114
EASTWOOD C.C.	115	NORTH EAST FIFE C.C.	110
EAST KILBRIDE C.C.	115	NORTH TAYSIDE C.C.	116
EAST LOTHIAN C.C.	112		
EDINBURGH CENTRAL B.C.	111	ORKNEY AND SHETLAND C.C.	116
EDINBURGH EAST B.C.	111		
EDINBURGH LEITH B.C.	112	PAISLEY NORTH B.C.	114
EDINBURGH PENTLANDS B.C.	112	PAISLEY SOUTH B.C.	114
EDINBURGH SOUTH B.C.	112	PERTH AND KINROSS C.C.	116
EDINBURGH WEST B.C.	112		
		RENFREW WEST AND INVERCLYDE C.C.	115
FALKIRK EAST C.C.	109	ROSS, CROMARTY AND SKYE C.C.	111
FALKIRK WEST C.C.	109	ROXBURGH AND BERWICKSHIRE C.C.	109
GALLOWAY AND UPPER NITHSDALE C.C.	109	STIRLING C.C.	109
GLASGOW CATHCART B.C.	112	STRATHKELVIN AND BEARSDEN C.C.	115
GLASGOW CENTRAL B.C.	112		
GLASGOW GARSCADDEN B.C.	113	TWEEDDALE, ETTRICK AND LAUDERDALE C.C.	109
GLASGOW GOVAN B.C.	113		
GLASGOW HILLHEAD B.C.	113		
GLASGOW MARYHILL B.C.	113	WESTERN ISLES C.C.	116
GLASGOW POLLOK B.C.	113		

EDINBURGH: HER MAJESTY'S STATIONERY OFFICE
FEBRUARY 1983