

Local Government  
Boundary Commission  
For England  
Report No. 343

LOCAL GOVERNMENT BOUNDARY COMMISSION FOR ENGLAND

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To the Rt. Hon. William Whitelaw, CH, MC, MP  
Secretary of State for the Home Department

PROPOSALS FOR THE FUTURE ELECTORAL ARRANGEMENTS  
FOR THE BOROUGH OF TORBAY IN THE COUNTY OF DEVON

1. We, the Local Government Boundary Commission for England, having carried out our initial review of the electoral arrangements for the Borough of Torbay in accordance with the requirements of section 63 of, and Schedule 9 to, the Local Government Act 1972, present our proposals for the future electoral arrangements for that borough.
2. In accordance with the procedure laid down in Section 60(1) and (2) of the 1972 Act, notice was given on 23 April 1975 that we were to undertake this review. This was incorporated in a consultation letter addressed to the Torbay Borough Council, copies of which were circulated to the Devon County Council, the Member of Parliament for the constituency concerned and the headquarters of the main political parties. Copies were also sent to the editors of local newspapers circulating in the area and of the local government press. Notices inserted in the local press announced the start of the review and invited comments from members of the public and from interested bodies.
3. Torbay Borough Council were invited to prepare a draft scheme of representation for our consideration. In doing so, they were asked to observe the rules laid down in Schedule 11 to the Local Government Act 1972 and the guidelines which we set out in our Report No 6 about the proposed size of the council and the proposed number of councillors for each ward. They were also asked to take into account views expressed to them following their consultation with local interests. We therefore asked that they should publish details of their provisional proposals about a month before they submitted their draft scheme to us, thus allowing opportunity for local comment.

4. The Borough Council have passed a resolution under Section 7(4)(b) of the Local Government Act 1972, exercising an option for a system of elections by thirds.

5. On 29 October 1975 the Torbay Borough Council submitted their draft scheme of representation. The Council proposed to divide the area of the borough into 12 wards, each returning 3 councillors, to form a council of 36 members.

6. We considered the draft scheme together with two alternative schemes submitted by a local political party. We noted that one of the alternative schemes was potentially compatible with future county electoral arrangements, but we considered that the Borough Council's draft scheme showed greater respect for local ties and provided a reasonable basis for the future electoral arrangements for the borough in compliance with the rules laid down in Schedule 11 to the 1972 Act. We decided to adopt the Borough Council's draft scheme as our draft proposals.

7. On 8 June 1977 we issued our draft proposals and these were sent to all who had received our consultation letter or had commented on the Council's draft scheme. The Borough Council were asked to make these draft proposals and the accompanying map, which defined the proposed ward boundaries, available for inspection at their main offices. Representations on our draft proposals were invited from those to whom they were circulated and, by public notices, from other members of the public and interested bodies. We asked that comments should reach us by 5 August 1977.

8. Torbay Borough Council had no adverse comments on the draft proposals although they suggested that the proposed Hollicombe ward should be named Freston. The local political party which had submitted alternative schemes re-affirmed their original proposals. If their views did not prevail however they asked for alterations to the boundaries in the Commission's proposals between the proposed Shiphay and Cockington-with-Chelston wards and between the proposed Blatchcombe and Hollicombe wards.

9. In view of these comments we decided that we needed further information to enable us to reach a conclusion. Therefore in accordance with Section 65(2) of the 1972 Act and at our request, Mr D B F P Leigh was appointed an Assistant Commissioner. He was asked to hold a local meeting and to report to us.

10. The Assistant Commissioner held the meeting at Torquay on 16 November 1978 and visited the areas discussed. A copy of his report to us of the meeting is attached at Schedule 1.

11. In the light of the discussion at the meeting and of his inspection of those areas concerned the Assistant Commissioner recommended that our draft proposals should be adopted subject to boundary alterations between the following proposed wards: Shiphay and Cockington-with-Chelston; and Blatchcombe and Hollicombe. He also recommended changing the name of the proposed Hollicombe ward to Preston ward.

12. We reviewed our draft proposals in the light of the comments which we had received and of the Assistant Commissioner's report. We noted that the Assistant Commissioner had considered the relative merits of the Council's proposed 12-ward scheme, which we had adopted as our draft proposals, and of the alternative scheme based on 11 three-member wards, which we have received from a local political party, and that he had also taken account of a 12-ward scheme which the local political party had previously sent us. We concluded that we should accept his recommendations and, subject to the amendments referred to in his report, we decided to confirm our draft proposals as our final proposals.

13. Details of these final proposals are set out in Schedules 2 and 3 to this report and on the attached map. Schedule 2 gives the names of the wards and the number of councillors to be returned by each. A detailed description of the boundaries of the proposed wards, as defined on the map, is set out in Schedule 3.

PUBLICATION

14. In accordance with Section 60(5)(b) of the Local Government Act 1972, a copy of this report and a copy of the map are being sent to Torbay Borough Council and will be available for inspection at the Council's main offices. Copies of this report (without the map) are being sent to those who received the consultation letter and to those who made comments.

L.S.

Signed:

NICHOLAS MORRISON (CHAIRMAN)

JOHN M RANKIN (DEPUTY CHAIRMAN)

PHYLLIS BOWDEN

TYRRELL BROCKBANK

G E CHERRY

D P HARRISON

R R THORNTON

L B GRIMSHAW (Secretary)

26 April 1979

LOCAL GOVERNMENT BOUNDARY COMMISSION

FOR ENGLAND

REVIEW OF ELECTORAL ARRANGEMENTS

BOROUGH OF TORBAY

REPORT OF ASSISTANT COMMISSIONER

Assistant Commissioner:

Mr Derek Leigh

Date of Meeting:

16th November 1978

File No:

LSBC/7/11/10

1.1            On the 16th November 1978 I held a meeting at the Town Hall, Torquay to hear representations on the draft proposals published by the Local Government Boundary Commission for England for the electoral arrangements for the Borough of Torbay. On the same day I visited areas discussed at the meeting.

1.2            A list showing the names and addresses of those attending the meeting and the interests they represented is attached.

THE COMMISSION'S DRAFT PROPOSALS

2.1 The Commission's draft proposals, which are described in detail in the memorandum accompanying their letter of the 8th June 1977 to the Borough Council, provide for the following 12 wards, each returning 3 councillors:

1. BLATCHCOMBE
2. COCKINGTON - WITH - CHELSTON
3. COVERDALE
4. ELLACOMBE
5. FURZEHAM - WITH - CHEURSTON
6. HOLLICOMBE
7. ST MARYCHURCH
8. ST MICHAELS - WITH - GOODRINGTON
9. ST PETERS - WITH - ST MARYS
10. SHIPHAY
11. TORMOHUN .
12. TORWOOD

The Council would consist of 36 councillors, the same number as at present.

## THE LABOUR PARTY'S REPRESENTATIONS

- 3.1 Mr. I.M. Clarke, Secretary, Torbay Labour Party, assisted by Mr J.E. Bennett, Torbay Labour Party and Mr P.W. Simmons, Devon Labour Party, made the following representations.

### HISTORY

- 3.2 In outlining the history of the electoral review since the Torbay Council were first requested in April 1975 to prepare a draft Scheme, Mr Clarke drew attention to the fact that the resultant 12 ward draft scheme adopted in October 1975, was based on the assumption that the Devon County Council would consist of 97 councillors. With a County Council of that size there would be 12 county electoral divisions in the Borough, corresponding to the 12 Borough wards. In October 1975 the Labour Party wrote to the Commission objecting to the 12 ward scheme as adopted by the Borough Council on the grounds that several boundaries were inadequate and did not preserve local ties. They submitted an alternative 12 ward scheme differing in a number of respects from that adopted by the Council. By February 1976 it became known that the Commission favoured a reduction in the size of the Devon County Council to not more than 35 councillors. Such a reduction would in all probability lead to a cut in the number of county electoral divisions in Torbay from 12 to 11. Torbay Council were asked by the Commission if they wished to modify their 12 ward draft scheme in order to secure compatibility between Borough wards and future County electoral divisions and in March 1976 they authorised the preparation of an 11 ward scheme.

The Town Clerk and Chief Executive Officer duly prepared an 11 ward scheme but in October 1976 the Borough Council rejected this in favour of the 12 ward scheme adopted in October 1975. The Torbay Labour Party thereupon wrote to the Commission re-affirming objection to the 12 ward scheme and asking that an 11 ward scheme, based on that rejected by the Borough Council but with a number of minor alterations, be adopted. When, in June 1977, the Commission's draft proposals were received, embodying the Borough Council's 12 ward scheme, the Torbay Labour Party wrote to the Commission, on 7th July 1977, requesting that the 11 ward scheme, as prepared by the Town Clerk, should be adopted or that if, contrary to expectation, there were to be 12 County electoral divisions in Torbay, the 12 ward scheme, but without the amendments to the boundaries between Shiphay and Cockington-with-Chelston and between Blatchcombe and Hollicombe wards, made by the Council to the officers' draft scheme, should be preferred. In any case a public hearing was called for.

Compatibility between district wards and  
County electoral divisions.

3.3

Mr Clarke said that it was generally recognised that if county electoral divisions could be formed from whole wards it made for better understanding of the electoral system by the electorate and assisted the political parties in setting up their local organisations and the Council in drawing up registers of electors and holding elections. These advantages had been pointed out by the Commission and by the Town Clerk. Schedule 11 to the Local Government Act, 1972 required the Commission to have regard to district ward boundaries when making proposals for county electoral divisions.

3.4 In 1978 the electorate of the County of Devon was 697805 of whom 87673 resided in Torbay. If Devon County Council had 85 councillors Torbay would be entitled to 10.7 of them. In practice 11 would be reasonable but 12 would not. The Commission's Report No.294 for the City of Plymouth, envisaging a City Council of 60 members elected by 20 wards was wholly consistent with the expected reduction in the number of Devon County Councillors to 85 and only if the number were to remain above 95 would Torbay be entitled to 12.

3.5 In the event of incompatibility extra cost would be incurred in the holding of elections and the task of the local political organisations would be made more difficult. The electors would be confused at election time by the different names and boundaries of wards and county electoral divisions and by having to go to different polling stations. While poll cards would be issued most of them would probably be lost. At other times it would be more difficult for electors to identify their Councillors.

Other criticisms of the Commission's draft proposals

3.6 The proposals, which were in almost total agreement with those submitted by the Borough Council, continued the present severance of many old communities. Moreover, the criteria for fixing boundaries set out in the Commission's letter of 23rd April 1975 had not been met.

- 3.7           The proposed boundary between St. Marychurch Ward and Ellacombe Ward was admitted to be less than satisfactory in paragraph 5.2 of the Town Clerk's report to the Council (TC/33/75)
- 3.8           The proposed boundary between Shiphay Ward and Cockington-with-Chelston Ward, which ran along domestic hedgerows, was specifically rejected at the Inquiry held by Mr Lawrence Vernay in 1965 and was adversely commented upon in another report of the Town Clerk (TC/43/75). The proposed boundary resulted from a Conservative amendment which was carried despite damning evidence to the contrary.
- 3.9           The proposed boundary between Hollicombe Ward and Blatchcombe Ward was also the subject of a Conservative amendment to the Officers' Scheme. Mr Clarke adopted the criticism of this boundary in TC/43/75 to the effect that it divided not only part of Southfield Avenue and Shorton Road but also Lammas Lane, Winsu Road and Barcombe Road. The two changes which were brought about by Conservative amendments tended to worsen the balance of the electorates and referred to the only two wards which ever returned a majority of Labour Councillors during the life of the existing boundaries.
- 3.10          The Torbay Labour Party believed it had shown that there were fundamental flaws in the Commission's proposals. The boundaries were not easily identifiable, insufficient emphasis had been given to the preservation of local ties, avoidable inequalities in electorate had been allowed and the need for compatibility had not been met. In substitution for the

proposals  
Commission's two schemes were suggested, an 11 ward scheme  
and in the alternative a 12 ward solution to be implemented if  
the Commission were to decide that the Devon County Council  
should have 97 councillors.

Torbay Labour Party 11 Ward Scheme

4.1 Subject to one amendment, this scheme is the same as that  
described fully in the Town Clerk's report TC/39/76.  
It provides for the following 11 wards, each returning  
3 councillors.

1. BARTON
2. ST. MARYCHURCH
3. UPTON
4. TORWOOD
5. SHIPPEAY
6. COCKINGTON
7. OLDWAY
8. BLATCHCOMBE
9. ST MICHAELS-WITH-GOODRINGTON
10. FURZEHAM-WITH-CHURCHTON
11. ST PETER'S-WITH-ST MARY'S

The Council would consist of 33 councillors, a  
reduction of 3 on the present number.

4.2

The amendment to the Officers' scheme concerned the boundary between wards 8 and 9 (Blatchcombe and St Michaels-with-Goodrington). It was proposed that this should follow the old Paignton Urban District Council boundary between the then Primley and St. Michael's wards. The boundary would become, travelling eastwards:

Totnes Road, Waterleat Road, Kings Ash Road,  
line of stream to Great Park Lane, Old Widdicombe Road,  
Butts Hill Lane and thence to district boundary.

This change would transfer 412 electors from Blatchcombe to St Michaels-with-Goodrington. The electorates for the 11 wards would then be as follows:

	<u>1976</u>	<u>1980 (projected)</u>
1. BARTON	7986	8496
2. ST MARYCHURCH	8245	8385
3. UPTON	8522	9116
4. TORWOOD	7202	8512
5. SHIPHAY	7371	8953
6. COCKINGTON	7809	8230
7. OLDWAY	8594	9054
8. BLATCHCOMBE	8126	8888
9. ST MICHAELS-WITH- GOODRINGTON	7662	8577
10. FURZEHAM-WITH-CHURSTON	7585	8650
11. ST PETERS-WITH-ST MARYS	7832	9191

The scheme satisfied the requirements of the 1972 Local Government Act, 1972, boundaries were easily identifiable and several old communities e.g. Watcombe, Hele, Shiphey and St Michael's had been re-united.

5.1 Labour Party's 12 Ward Scheme

This scheme was submitted to the Commission by the Torbay Labour Party in their letter of the 28th October 1975. In a subsequent letter, dated 7th July 1977 they re-iterated their contention that, in view of their understanding that the Devon County Council would be reduced in size to no more than 85 members, an 11 ward scheme should be adopted. They added, however, that if they had misread the position and Torbay were to have 12 county councillors, they would support, at that stage, a return to the 12 ward scheme as proposed by the Town Clerk and Chief Executive Officer in his report TC/33/75. This had been amended by the Council in respect of the boundaries between Shiphay and Cockington-with-Chelston and between Blatchcombe and Hollicombe wards and submitted with these amendments to the Commission. It had been subsequently adopted by them as their draft proposals.

5.2 At the meeting Mr Clarke told me that the Torbay Labour Party would like their 12 ward scheme to be considered in the event of Torbay having 12 county electoral divisions, notwithstanding what was said in the letter of 7th July 1977. Their scheme preserved community ties but it was possible that in view of the later electoral projections some small changes might be required. The principle divisions were, they believed, still sound.

5.3

Mr Clarke said that he was not in a position to deal with the scheme in detail at the meeting owing principally to lack of the necessary statistical information. The Borough Council similarly informed me that they had not come prepared to enter into a discussion of all the implications of the 1975 scheme as they had understood that the Labour Party no longer asked for its adoption. In reply to my question no-one wished that the meeting should be adjourned to enable further representations to be made regarding the 1975 scheme.

## THE TORBAY BOROUGH COUNCIL'S REPRESENTATIONS

6.1 Mr D.P. Hudson, Town Clerk and Chief Executive Officer, Torbay Borough Council, said that in 1976 there had been much discussion about the future size of the Devon County Council and the possibility of a reduction in the number of county councillors for Torbay from 12 to 11. He had been instructed to prepare a revised scheme for the Borough based on 11 wards each represented by 3 members. His report (TC/39/76) was produced as a basis for discussion and while acknowledging, in paragraph 4.4, the problems caused by incompatibility, it also drew attention, in paragraphs 3.2 and 3.4, to some of the consequences of an 11 ward scheme. In such a scheme the Hollicombe Valley would be the centre point of the centre ward and it would be necessary to merge part of the existing Cockington-with-Chelston ward with part of the existing Hollicombe Ward. Historical differences between Torquay and Paignton and existing clear community interests at Preston, Livermead and Cockington would be extinguished. The salient feature of the 11 ward scheme was the substantial decimation of 10 of the 12 existing wards although the remaining 2 (Torwood and St Peter's-with-St Mary's) could remain substantially unaltered.

6.2 It was therefore not surprising that the Council rejected the 11 ward scheme for the following four reasons. First, it produced very extensive changes in the existing ward boundaries which dated from 1966. Secondly, a 36 member Council was not large for Torbay and should not be reduced. Thirdly, the old and strong community ties should be respected and the separate identities of the three towns, Torquay, Paignton and Brixham preserved. Fourthly, these considerations

outweighed the administrative difficulties caused by incompatibility. The total additional costs arising from this source were estimated not to exceed £14000. As regards the electorate, Mr Hudson pointed out that poll cards were issued and he did not think that a very high proportion of these were lost. Every attempt would be made to keep the same names for County electoral divisions and Borough Wards and it was hoped that not more than 3 need be different. Similarly, it was intended to minimise changes in polling stations for County Council elections should there be only 11 electoral divisions.

## OTHER REPRESENTATIONS

- 7.1            Mr R.G. Braybrocke, Agent for Torbay Conservative Party, referred to the introduction of the 12 ward system in 1966. He considered that the difficulties caused by incompatibility between boundaries of borough wards and County electoral divisions could be overcome and were in any case not as great as had been suggested. The petition signed by 4000 electors living in the Paignton area indicated the strength of feeling in favour of the 12 ward system and the retention of a separate Hollicombe Ward, which should be re-named Preston Ward.
- 7.2            Mr L.S.W. Howard, Torbay Conservative Party (Shiphay Ward member), said that the proposed boundary between the Shiphay and Cockington-with-Chelston wards followed the pre-1966 boundary line. It reflected a community of interest, and was in agreement with the postal address and old parish associations.
- 7.3            Mr. D.G. Danerell, Torbay Conservative Party (Leader of Council and Ellacombe Ward member) drew attention to the difference in character between the three towns of Torquay, Paignton and Brixham. Each had a different role within Torbay and wished to preserve its own identity and its community ties, which were strong. On the matter of incompatibility he felt that since local government re-organisation it had become difficult for the electorate to understand which of the powers formerly exercised by the County Borough were now the responsibility of the County Council. Having different boundaries for borough and county elections

would emphasise the distinction between the two local authorities and might help to clarify the division of functions. He supported the proposed boundaries between Ellacombe and St Marychurch wards and between Coverdale and St Michaels-with-Goodrington wards because they recognised community of interest.

7.4

Mr. J.E. Bennett, Torbay Labour Party said that he was formerly a Paignton Urban District Councillor for the Trimley Ward. His wife had for some years represented that authority's St Michaels Ward. He was born in Torquay but had lived for many years in Paignton. He did not agree that the differences between the three towns of Torquay, Paignton and Brixham were as great as they had been in the past. Changes and movement of population since 1966, when the present boundaries were established, had modified the traditional concept of Torquay as being purely a wealthy holiday resort and Brixham a fishing port. He drew attention to the community of interest between St.Michael's and Coverdale both as regards the type of houses and the fact that a high proportion of the residents were employed locally. The residents of Goodrington, on the other hand, were to a large extent, retired people.

## ASSESSMENT

### COMPATIBILITY

3.1 In considering the relative advantages of a 12 ward scheme and an 11 ward scheme for the Borough of Torbay it is relevant to consider the future size of the Devon County Council. This has not yet been decided but the information provided at the meeting suggests that there is a probability of a reduction in its membership from 98 to about 85 councillors. This would imply a corresponding reduction in the number of County electoral divisions in Torbay from 12 to 11. It is on this assumption that it is argued by the Labour Party that the Borough Wards should be similarly reduced from 12 to 11 so as to preserve compatibility of boundaries.

3.2 It is desirable that boundaries between district wards and County electoral divisions should be compatible. Compatibility simplifies voting arrangements for the electorate, makes for administrative convenience and, in this case, somewhat reduces the cost of holding elections. It is observed, however, that neither the County Council nor the Borough Council objects to a 12 ward scheme on these grounds. A further objection to incompatibility advanced by the Labour Party is that the task of the local party organisations is thereby made more difficult. While this may be so, neither the Conservative nor the Liberal Party takes the point.

8.3 Mr Panerell made the interesting suggestion that incompatibility had the advantage of pointing up the division of functions between the County and Borough Councils. This can be achieved in other and perhaps better ways and would not appear to outweigh the attendant disadvantages.

8.4 Although compatibility is desirable it would be overstating the case to say that it is essential. Other factors may be of equal or greater importance in determining what are the appropriate electoral arrangements for the Borough.

LABOUR PARTY'S 11 WARD SCHEME

- 9.1 This follows the Officers' 11 ward scheme which was rejected by the Council in October 1976, subject to the minor amendment to the boundary between Blatchcombe and St. Michael's-with-Goodrington Wards described in paragraph 4.2 above.
- 9.2 Since it provides for 3 councillors to be elected for each ward, one result of its introduction would be a reduction in the size of the Council from 36 to 33. While this would not be of crucial importance, the present number of members does not appear excessive having regard to the size and population of the Borough and I do not think that a reduction to 33 members would be an advantage.
- 9.3 One important feature of the scheme <sup>is</sup> that the Hollicombe Valley would be at the centre of the Cockington (No.6) Ward. This valley has been long looked upon as a significant natural feature dividing and preserving the identity of Torquay and Paignton and indeed it remains so today although the new Preston County Primary School, whose catchment area extends into Preston as well as Broadpark and Livermead does, to a degree, lessen its importance. Furthermore, I am satisfied that the adoption of the 11 ward scheme would interfere substantially with existing community ties in this part of the Borough. It is an indication of the strength of feeling on this point that a petition ~~was~~ presented, signed by some 4000 electors of the Hollicombe Ward, supporting the Council's 12 ward proposals and

expressing the desire of the signatories to retain their ward identity. It was put to me that a petition organised by the local councillors should be treated with a certain amount of reserve. Even so, the petition is an expression of opinion on the part of the electorate which cannot, in my opinion, safely be overlooked.

9.4

A further notable result of the 11 ward proposal is that, of the 12 existing wards, only two would have their boundaries left unchanged. The existing ward boundaries, which are largely preserved in the 12 ward scheme proposed by the Borough Council and adopted in the Commission's draft proposals, were chosen, after careful examination, in 1966. They are well established and do not appear to have proved unsatisfactory to the electorate. The wholesale alterations of ward boundaries which would flow from the adoption of the 11 ward scheme would therefore, in my view, be highly undesirable.

9.5

Equality of representation was not an issue much in dispute at the meeting. It is nonetheless of first importance in considering the merits of the proposals. In the present case there is little to choose numerically between the 11 and 12 ward schemes, which are both satisfactory in this respect.

9.6

Although certain advantages, notably compatibility between county electoral divisions and borough wards, can be correctly claimed for the Labour Party's 11 ward scheme I am of the opinion that they are outweighed by the disadvantages outlined above, in particular the effect on the Hollicombe area and the widespread changes in ward boundaries which it would entail. I do not, therefore, recommend its adoption.

9.7

Should this recommendation not be accepted I would draw attention to the desirability of providing a further opportunity for the consideration of the 11 ward scheme in detail by the public as well as by the Borough Council and the local political organisations.

THE COMMISSION'S DRAFT PROPOSALS

ST. MARYCHURCH AND ELLACOMBE WARDS

10.1

The drawing of the boundary between these wards presents considerable difficulty. Some adjustment of the existing boundary is imperative if a tolerable degree of equality of representation is to be achieved. This has been done by transferring the Torbay Park area, which is of recent construction, from St. Marychurch Ward to Ellacombe Ward. On the latest projection available this will result in a 1980 electorate of 7541 in St. Marychurch and 7723 in Ellacombe, the entitlements being 3.00 and 3.08 respectively. These are most satisfactory. On the debit side it must be recognised that in the view of some of those qualified to judge damage is done to present community ties in the Babbacombe area.

No simple alternative has been suggested to me which would produce an acceptable result numerically without entailing consequential alterations to the boundaries of other wards and I am prepared to accept that in the circumstances the boundary proposed by the Commission is a practical compromise which should be adopted.

SHIPHAY AND COCKINGTON-WITH- CHELSTON WARDS

10.2           The boundary between these two wards has the effect of re-instating a pre - 1966 Torquay Council boundary line. It follows, as to part of its length, a somewhat irregular course along the rear boundaries of private houses.

10.3           While it is permissible to use fences, walls and hedges as boundaries, these are amongst the lowest, in order of preference, of the features deemed suitable for this purpose. It was said by Mr Howard that the line preserves community ties and old parish associations. I do not disregard this but consider that, in the circumstances, it is an insufficient justification for creating so poor a boundary. What appears to be a greatly superior alternative is readily available in the form originally proposed in the Officers' draft scheme, which is reproduced in the following paragraph

10.4

SHIPHAY

Starting at Moles Cross on the borough boundary and running eastwards along the northern boundary of the Cockington-with-Chelston Ward, thence north-eastwards and south-eastwards along the northwest boundary of the Tormohun Ward, thence north-eastwards and north-westwards along the western boundary of the St. Marychurch Ward to the borough boundary at Barton Cross, thence generally south-westwards along the borough boundary to the starting point.

COCKINGTON-WITH-CHELSTON

Starting at a point on the Livermead Sands at the southern extremity of the Formohun Ward, and running generally northwards along the western boundary of the aforementioned ward to Shiphay Lane, thence westwards along Shiphay Lane, Shiphay Avenue and Marldon Road to Moles Lane and continuing westwards along Moles Lane to the borough boundary, thence generally southwards and south-westwards along the borough boundary to Cockington Road, thence along Cockington Road to the north-western corner of enclosure No.1220 as shown on the Ordnance Survey Plan SK.8863, published 1953, thence south-eastwards along the western boundary of the said enclosure to the former borough constituency and urban district boundary, thence generally eastwards along the said former borough constituency and urban district boundary to the point where the former borough constituency boundary joins the former borough and urban district boundaries, thence generally south-eastwards along the said former borough and urban district boundary to Hollicombe Beach, thence north-eastwards along the borough boundary to the starting point.

10.5

The numerical effect of substituting this boundary for that in the Commission's proposals would be, according to the figures supplied to me by the Borough Council, as follows:

	<u>Electorate</u>	
	<u>1978</u>	<u>1980</u>
Shiphay	7145	7524
Cockington-with-Chelston	7544	7747

These figures are acceptable from the point of view of equality of representation.

10.6

I recommend that the boundary between the Shiphay and Cockington-with-Chelston Wards be amended to correspond with that described in paragraph 10.4 above.

HOLLICOMBE AND BLATCHCOMBE WARDS

10.7           The boundary between the Hollicombe and Blatchcombe Wards, as it appears in the Commission's proposals, divides part of Southfield Avenue and Shorton Road and in addition Lammas Lane, Winsu Road and Barcombe Road.

10.8           The boundary originally suggested in the Officers' draft scheme followed Southfield Avenue from its junction with Marlton Road to its junction with Shorton Road. There can be little doubt that this would provide a clear and easily identifiable line and in my view its adoption would improve the Commission's proposals. The resulting ward boundaries would be as shown in the following paragraph.

10.9

HOLLICOMBE

Starting at the southernmost point of the Cockington-with-Chelston Ward at Hollicombe Beach and running generally in a north-westerly and westerly direction along the southern boundary of the aforementioned ward to the borough boundary, thence southwards along the said boundary to Marlton Road, thence south-eastwards along Marlton Road to Southfields Avenue, thence generally south-eastwards and eastwards along Southfields Avenue to Shorton Road, thence southwards along Shorton Road to Oldway Road, thence north-eastwards along Oldway Road to Higher Polsham Road, thence eastwards along Higher Polsham Road to Torquay Road and continuing eastwards across Torquay Road and along Lower Polsham Road to Esplanade Road, thence north-eastwards and eastwards along Esplanade Road to the northern extremity of Eastern Esplanade and continuing eastwards across

Eastern Esplanade to Paignton Sands, thence northwards along the borough boundary to the starting point.

BLATCHCOMBE

Starting at the south-western extremity of the Coverdale Ward continue generally northwards, north-eastwards and northwards along the western boundary of the aforementioned ward, thence generally northwards and north-westwards along the boundary of Hollicombe Ward to the borough boundary, thence generally south-westwards, southwards and south-eastwards along the aforementioned boundary to the junction of the northern boundary between enclosure No.7286 and 9284 as shown on the Ordnance Survey Plan SX.8757, published 1954, thence eastwards along the northern boundary of enclosure 9284 as shown on Ordnance Survey Plan SX.8757, continue eastwards along the northern boundary of enclosure 9286 on Ordnance Survey Plan SX.8857 to the north-west corner of White Pock Cottage, thence eastwards along the northern boundary of the said cottage to Brixham Road, thence north-north-westwards along Brixham Road to the starting point.

10.10

According to the information supplied to me by the Borough Council, the numerical result of this amendment would be as follows:

	<u>Electorate</u>	
	<u>1978</u>	<u>1980</u>
Hollicombe	7769	7814
Blatchcombe	7357	7588

These figures provide a satisfactory degree of equality of representation.

10.11

I recommend that the boundary between the Hollicombe and Blatchcombe Wards be amended to correspond with that shown in paragraph 10.9 above.

RE-NAMING OF HOLLIcombe WARD

10.12           The petition signed by some 4000 residents of the Paignton area which was sent to the Commission in December 1976 asked that Hollicombe Ward should be re-named Preston Ward. Hollicombe was said by the local councillors who organised the petition to be part only of what is known locally as Preston, a long established area having strong community interests and associations.

10.13           Those present at the meeting supported such a change of name and from what was said to me and from my inspection of the area I have come to the conclusion that Preston would be not only a more popular but also a more appropriate name for the Ward.

I recommend that Hollicombe Ward be re-named Preston Ward.

LABOUR PARTY'S 12 WARD SCHEME

11.1 The Torbay Labour Party ask that this scheme should be adopted in the event of the number of county electoral divisions for the Borough of Torbay remaining at 12, the present number. In the light of what was said at the meeting and in the view of the Labour Party itself, this is an unlikely contingency.

The final decision on this matter may, however, not be known before the electoral arrangements for Torbay are determined. The information given me at the meeting, which, for the reasons mentioned in paragraph 5.3 above was necessarily incomplete, does not persuade me that this scheme is to be preferred to the Commission's proposals if amended in relation to the Shiphay/Cockington-with-Chelston and Hollicombe(Preston)/Blatchcombe boundaries. The effect of these two amendments would be substantially to align the Commission's proposals with those of the officers' 12 ward scheme, originally propounded in the report TC/33/75.

11.2

I regard this <sup>(TC/33/75)</sup> as a conscientious and objective attempt to overcome the problems inherent in any division of the Borough into 12 wards having regard to the criteria of equality of representation, the preservation of community ties and easily identifiable boundaries.

SUMMARY OF RECOMMENDATIONS

12. I recommend that the Commission's draft proposals be adopted as the final proposals for the electoral arrangements in the Borough of Torbay, subject to the following amendments:

- (i) Hollicombe Ward be re-named Preston Ward
  
- (ii) The boundary between Cockington-with-Chelston Ward and Shiphay Ward be re-drawn as indicated in paragraph 10.4 of this report
  
- (iii) The boundary between Preston Ward and Blatchcombe Ward be re-drawn as indicated in paragraph 10.9 of this report.

Signed

Steve Leigh

Dated

20 Dec<sup>r</sup> 1978

LOCAL GOVERNMENT BOUNDARY COMMISSION

TORBAY INQUIRY

Thursday, 16th November, 1978

<u>NAME</u>	<u>ADDRESS</u>	<u>REPRESENTING</u>
Councillor L.S.W. Howard	Little Sutherland, Sutherland Road, Torquay.	Torbay Conservative Party (Shiphay Ward Member)
Councillor M. Golden	93 Green Park Road, Paignton.	Torbay Conservative Party (Blatchcombe Ward Member)
Councillor J. Farrell	Meadcourt, Meadfoot Sea Road, Torquay.	Torbay Conservative Party (Torwood Ward Member)
Mr. R.G. Braybrooke	Parkmount, Meadfoot Road, Torquay.	Agent for Torbay Conservative Party
Mr. I.M. Clarke	12 Marlton Avenue, Paignton.	Secretary, Torbay Labour Party
Mr. R.W. Simmons	Bristol	Devon County Labour Party
Mr. J.E. Bennett	4 Grange Avenue, Paignton.	Torbay Labour Party
Sue White	Herald Express Newspaper, 23 Fleet Street, Torquay.	Herald Express Reporter
Irene Leonard	Western Morning News, 58 The Terrace, Torquay.	Western Morning News Reporter
Mr. D.P. Hudson	Town Clerk & Chief Executive Officer	Torbay Borough Council
Mr. R.W.D. Tuck	Town Clerk's Department	Torbay Borough Council
Mr. M.R. Bond	Town Clerk's Department	Torbay Borough Council
Mr. G. Marlton	Planning Department	Torbay Borough Council

SCHEDULE 2

TORBAY BOROUGH COUNCIL : NAMES OF PROPOSED WARDS  
AND NUMBER OF COUNCILLORS

<u>NAME OF WARD</u>	<u>NO. OF COUNCILLORS</u>
Blatchcombe	3
Cockington-with-Chelston	3
Coverdale	3
Ellacombe	3
Furzeham-with-Churston	3
Preston	3
St Marychurch	3
St Michael's-with-Goodrington	3
St Peter's-with-St Mary's	3
Shiphay	3
Tormohun	3
Torwood	3

## BOROUGH OF TORBAY DESCRIPTION OF PROPOSED WARD BOUNDARIES

Note: Where the boundary is described as following a road, railway, river, canal or similar feature, it should be deemed to follow the centre line of the feature unless otherwise stated.

## ST MARYCHURCH WARD

Commencing at a point where Dacombe Hill meets the northwestern boundary of the Borough, thence generally northeastwards along said boundary and eastwards along northern boundary of the district to the Low Water Mark, thence generally southwards along said water mark to the northernmost point of Long Quarry, thence southwestwards in a straight line through National Grid reference SX 9334865097 to the southeastern boundary of the precast concrete works, thence continuing southwestwards along said boundary and the southeastern boundary of No 214 Babbacombe Road, crossing Babbacombe Road to Perinville Road, thence southwestwards and northwestwards along said road to Reddenhill Road, thence southwestwards along said road to Warbro Road, thence northwestwards along said road and Westhill Road to Teignmouth Road, thence northeastwards along said road to Fore Street, thence northwestwards along said street, Barton Hill Road and Kingskerswell Road to a point opposite Dacombe Hill, thence northwestwards in a straight line to the point of commencement.

## TORWOOD WARD

Commencing at a point where Factory Row meets Union Street, thence southeastwards along said street to Market Street, thence northeastwards along said street to Potters Hill, thence northeastwards along said hill to Pembroke Road, thence southwards along said road to Warberry Road West, thence generally southwards and northeastwards along said road and Rosehill Road to the unnamed road between Rosehill Road and Grange Road, thence generally eastwards along said unnamed road and Grange Road to a point opposite the western boundary of Warberry Copse (Pleasure Ground), thence northeastwards to and along said boundary to Windsor Road, thence southeastwards along said road to the footpath between Windsor Road and Perinville Road, thence northeastwards along said footpath to the southern boundary of St Marychurch Ward,

thence northeastwards along said southern boundary and generally northwards along the eastern boundary of said ward to the northern boundary of the Borough, thence eastwards along said boundary, southwards along the eastern boundary of the Borough and southwestwards along the southeastern boundary of the Borough to the Low Water Mark, thence generally northwards along said water mark to a point being the prolongation southeastwards of Belgrave Road, thence northeastwards along said prolongation to Shedden Hill Road, thence generally northeastwards along said road and St Luke's Road to Factory Row, thence eastwards and northwards along said row to the point of commencement.

#### ELLACOMBE WARD

Commencing at a point where Chatto Road meets the western boundary of St Marychurch Ward, thence generally southeastwards along said boundary to the northwestern boundary of Torwood Ward, thence generally southwestwards along said boundary to the road known as Castle Circus, thence northeastwards along said road and generally northwards along St Marychurch Road to Shirburn Road, thence generally northwestwards along said road to Chatto Road, thence northeastwards along said road to the point of commencement.

#### TORMOHUN WARD

Commencing at a point where Teignmouth Road meets the western boundary of St Marychurch Ward, thence southeastwards along said boundary to the western boundary of Ellacombe Ward, thence generally southwards along said boundary to the western boundary of Torwood Ward, thence generally southwards along said boundary to a point being the prolongation southeastwards of Rathmore Road, thence northwestwards along said prolongation to the unnamed road leading to Hennapyn Road, thence generally westwards along said unnamed road to the railway, thence northwards along said railway to a point being the prolongation southeastwards of the northern boundary of No 42 Innerbrook Road, thence northwestwards along said prolongation and said boundary to the

rear boundaries of Nos 8-28 Pilmuir Avenue, thence southwestwards along said boundaries and the southeastern boundary of the unnamed wood to the rear of Nos 30 and 32 Pilmuir Avenue to the rear boundaries of Nos 7-41 Mallock Road, thence generally northwestwards along said boundaries and the rear boundaries of Nos 1-24 Blindwylle Road to the southern boundary of Parcel No 0949 on OS 1:2500 Plan SX 9064 Edition of 1953, thence northwestwards along said boundary and the western boundary of Parcel No 0361 to the southern boundary of the property known as The Rainbow, thence northeastwards along the western boundary of said property and northwestwards along the western boundary of Shiphay Plantation to the northern boundary of said plantation, thence eastwards along said boundary to the western boundary of the property known as The Rainbow, thence northwards along said boundary to Shiphay Lane, thence eastwards along said lane to Newton Road, thence northwards along said road to Old Woods Hill, thence eastwards along said Hill to Barton Road, thence generally northeastwards along said road to Hele Road, thence generally southeastwards along said road to Teignmouth Road, thence northeastwards along said road to the point of commencement.

#### SHIPHAY WARD

Commencing at a point where the western boundary of the Borough meets the western boundary of St Marychurch Ward, thence southeastwards and southwestwards along said boundary to the northern boundary of Tormohun Ward, thence generally westwards along said boundary and continuing westwards along Shiphay Lane to Shiphay Avenue, thence westwards along said avenue and Marlton Road to Moles Lane, thence generally northwestwards along said lane to the western boundary of the Borough, thence generally northeastwards along said boundary to the point of commencement.

**COCKINGTON-WITH-CHELSTON WARD**

Commencing at a point where the western boundary of the Borough meets the southern boundary of Shiphay Ward, thence generally eastwards along said ward boundary to the western boundary of Tormohun Ward, thence generally southwards along said boundary to the western boundary of Torwood Ward, being Low Water, thence generally southwestwards along said boundary to a point due east of NG reference SX 8978465207 being on the southern boundary of the Gasholder Station, thence due west to said reference and northwestward along said southern boundary to Torquay Road, thence northeastward along said road to the southwestern boundary of the Gasholder Station, thence generally northwestward along said boundary to Cockington Lane, thence generally northwards to the stream known as Hollicombe Lake, thence northwestwards along said stream to Cockington Road, thence southwestwards along said road to the western boundary of the Borough, thence generally northwards along said boundary to the point of commencement.

**PRESTON WARD**

Commencing at a point where the western boundary of the Borough meets the southern boundary of Cockington-with-Chelston Ward, thence generally southeastwards along said ward boundary to the western boundary of Torwood Ward, being Low Water, thence southwards along said boundary to a point being the prolongation eastwards of Esplanade Road, thence westwards along said prolongation and southwestwards along said road to Lower Polsham Road, thence generally westwards along said road and Higher Polsham Road to Southfield

Road, thence southwestwards along said road to Shorton Road, thence northwards along said road to Southfield Avenue, thence southwestwards and generally northwestwards along said avenue to Marlton Road, thence northwestwards along said road to the western boundary of the Borough, thence generally northwards along said boundary to the point of commencement.

#### BLATCHCOMBE WARD

Commencing at a point where the western boundary of the Borough meets the southern boundary of Preston Ward, thence generally southeastwards and southwards along said <sup>ward</sup> boundary and Southfield Road to Colley End Road, thence southwestwards along said road to King's Ash Road, thence southwards along said road and generally southeastwards along Brixham Road to a point opposite the northern boundary of White Rock Cottages, thence westwards along the said boundary, the northern boundary of Parcel No 0086 as shown on Ordnance Survey 1:2500 Plan SX 88-8957 Edition of 1969 and the northern boundary of Parcel No 9284 as shown on Ordnance Survey 1:2500 Plan SX 8757 Edition of 1954 to the western boundary of the Borough, thence generally northwards along said boundary to the point of commencement.

#### COVERDALE WARD

Commencing at a point where the eastern boundary of Blatchcombe Ward meets the southern boundary of Preston Ward, thence eastwards along said southern boundary to the western boundary of Torwood Ward, being Low Water, thence generally southwards along said boundary to a point being the prolongation/<sup>southeastwards</sup> of Tanners Road, thence northwestwards along said prolongation and said road to the railway, thence northwestwards along said railway to Sands Road, thence generally southwestwards along said road, Elmsleigh Road, St Michael's Road and Hayes Road to Totnes Road, thence generally westwards along said road to the eastern boundary of Blatchcombe Ward, thence northwards and northeastwards along said boundary to the point of commencement.

## ST MICHAELS-WITH-GOODRINGTON WARD

Commencing at a point where the eastern boundary of Blatchcombe Ward meets the southern boundary of Coverdale Ward, thence generally eastwards along said southern boundary to the western boundary of Torwood Ward, being Low Water, thence southwards along said boundary to a point due east of NG reference SX 8952457595, thence due west to said grid reference, thence southeastwards along the Promenade to NG reference SX 8956657490, thence due southwest to the former ward boundary, thence southwards and westwards following said ward boundary to the rear boundary of No 24 North Rocks Road, thence westwards to and along said boundary and the rear boundaries of Nos 25-37 North Rocks Road, crossing Dartmouth Road to the southeastern boundary of the property known as Bardwell, thence southwestwards along said southeastern boundary, crossing Hookhills Road to the southern boundaries of the properties known as Rockwoods and Walsham Cottage, thence generally westwards along said boundaries to Brixham Road, thence northwestwards along said road and the eastern boundary of Blatchcombe Ward to the point of commencement.

## FURZEHAM-WITH-CHURSTON WARD

Commencing at a point where the western boundary of the Borough meets the southern boundary of Blatchcombe Ward, thence generally eastwards along said ward boundary and the southern boundary of St Michaels-with-Goodrington Ward to the western boundary of Torwood Ward, being Low Water, thence generally eastwards along said boundary to the road known as The Quay, thence southwestwards along said road, Middle Street and Market Street to New Road, thence southwestwards along said road to Laywell Road, thence southeastwards along said road to Summer Lane, thence southwards and southeastwards along said lane to Milton Street, thence southwestwards along said street and Kingswear Road to a point opposite the western boundary of the property known as Greenhaven, thence southeastwards to the southern boundary of the District, thence southwestwards along said boundary and generally northwestwards along the western boundary of the Borough to the point of commencement.

## ST PETERS-WITH-ST MARYS WARD

Commencing at a point where the southern boundary of the Borough meets the southeastern boundary of Furzeham-with-Churston Ward, thence generally north-eastwards along said ward boundary to the western boundary of Torwood Ward, being Low Water, thence generally eastwards and southwards along said boundary to the southern boundary of the Borough, thence westwards along said boundary to the point of commencement.

