



CITY OF TEA TREE GULLY

REPRESENTATION REPORT

(SECTION 12(12) OF THE LOCAL GOVERNMENT ACT 1999)

APRIL 2025

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1. Introduction

Section 12(3) of the *Local Government Act 1999* (the Act) indicates that Council must undertake a “representation review” to determine whether the community will benefit from an alteration to Council’s composition and/or ward structure.

Section 12(4) of the Act states: *“A review may relate to a specific aspect of the composition of the council, or of the wards of the council, or may relate to those matters generally – but a council must ensure that all aspects of the composition of the council, and the issue of the division, or potential division, of the area of the council into wards, are comprehensively reviewed under this section at least once in each relevant period that is prescribed by the regulations”.*

Representation reviews are generally undertaken every eight (8) years, and the Minister for Local Government has specified that the City of Tea Tree Gully is required to undertake and complete a review during the period October 2024 – October 2025. The review outcome must be published in the Government Gazette by the 1st January 2026, and any changes will come into effect at the next Local Government elections in November 2026.

This report has been prepared in accordance with the requirements of Sections 12(5) and 12(6) of the Act. It sets out the elector representation proposal that Council believes should be carried into effect at the next Local Government elections; provides information pertaining to matters relevant to the composition and structure of Council; and presents an analysis of how Council’s proposal relates to the relevant provisions and principles prescribed under Sections 26(1)(c) and 33 of the Act.

The key issues that need to be addressed during the review include:

- the number of elected members of Council that are required to provide fair and adequate representation to the community;
- the division of the Council area into wards, or alternatively the abolition of wards; and
- if applicable, the preferred future ward structure, the level of ward representation and the name/title of any proposed future wards.

Whilst the proposal presented herein reflects the current position of the Council, no final decision will be made in respect to Council’s future composition and/or structure until consideration has been given to any and all public submissions which may be received during the prescribed public consultation stage.

2. Background

The City of Tea Tree Gully covers approximately 95.2km²; and had an estimated resident population of 103,685 as at the 30th June 2023. According to Electoral Commission SA, there were 74,756 eligible electors within the Council area as at the 31st January 2025, this equating to an elector ratio (i.e. the average number of electors represented by a councillor) of 1:6,230.

The Council area is currently divided into six (6) wards, as described hereinafter and depicted on Map 1. All of the wards are represented by two (2) ward councillors, and the Mayor is the thirteenth and principal member of Council. This arrangement formally came into effect at the Local Government elections in November 2018.

- Pedare Ward:** Comprising the part suburbs of Greenwith and Salisbury East, and portion of the suburb of Golden Grove.
- Drumminor Ward:** Comprising the suburbs of Modbury North, Redwood Park and Ridgehaven.
- Hillcott Ward:** Comprising the suburbs/part suburbs of Gulfview Heights, Modbury Heights and Wynn Vale, and portion of the suburb of Golden Grove.
- Balmoral Ward:** Comprising the suburbs/part suburbs of Gilles Plains, Holden Hill, Modbury, St Agnes and Valley View, and portion of the suburb of Hope Valley.
- Steventon Ward:** Comprising the suburbs/part suburbs of Banksia Park, Fairview Park, Gould Creek, Houghton, Surrey Downs, Tea Tree Gully, Upper Hermitage, Vista and Yatala Vale, and portion of the suburb of Golden Grove.
- Water Gully Ward:** Comprising the suburbs/part suburbs of Dernancourt, Highbury and Paracombe, and portion of the suburb of Hope Valley.

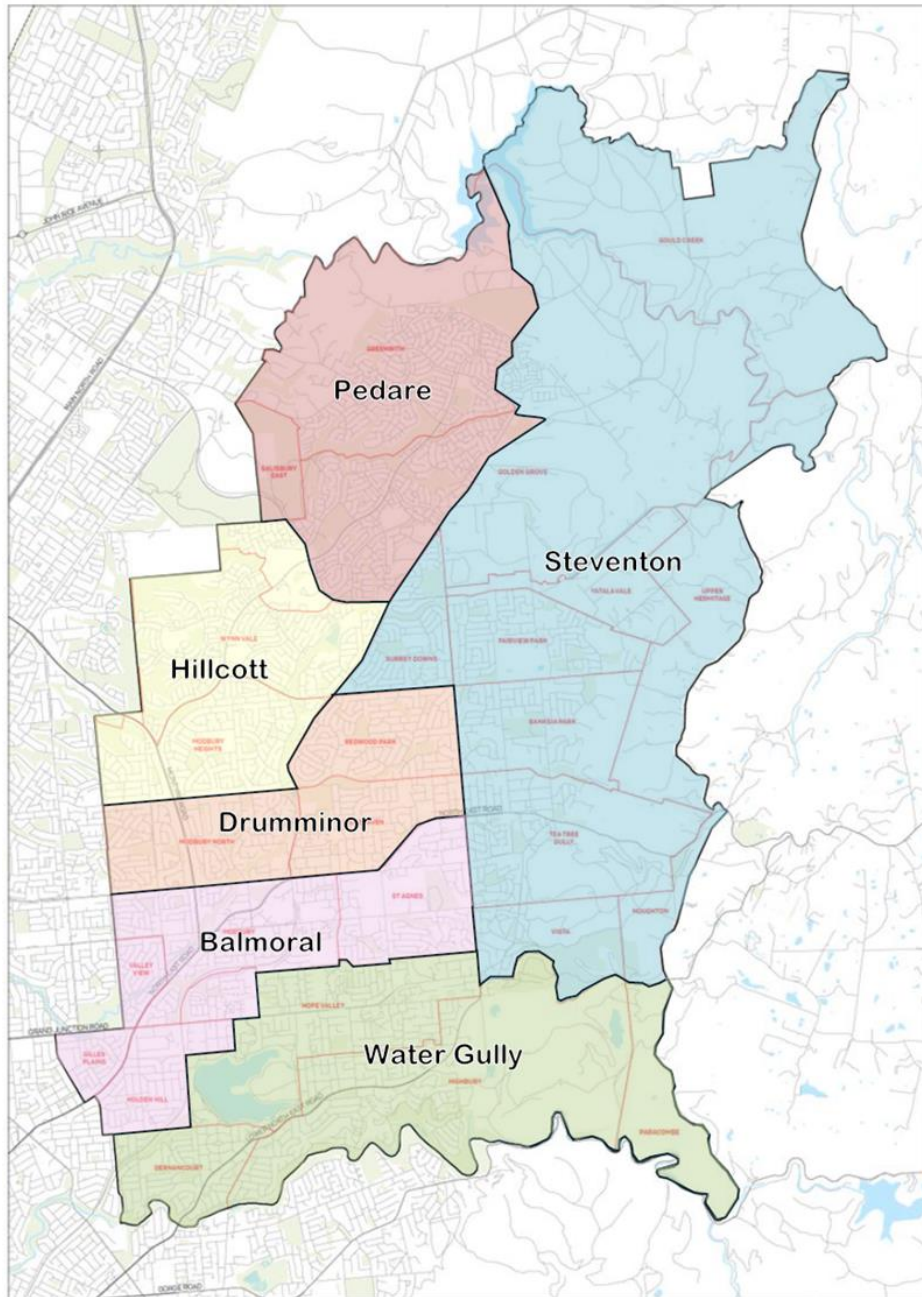
Table 1: Current Ward Structure - Elector Representation by Ward

Ward	Councillors	Electors	Ratio	% Variance
Pedare	2	13,280	1:6,640	+ 6.59
Drumminor	2	11,382	1:5,691	- 8.65
Hillcott	2	11,765	1:5,883	- 5.57
Balmoral	2	12,135	1:6,068	- 2.60
Steventon	2	13,283	1:6,642	+ 6.61
Water Gully	2	12,911	1:6,456	+ 3.63
Total	12	74,756		
Average			1:6,230	

Source: Electoral Commission SA (31 January 2025)



Map 1: Current Ward Structure



Whilst the elector ratios in each of the existing wards still lie within the specified quota tolerance limits (refer 5.5 Quota, page 15), the elector ratio in the existing Drumminor Ward is tending towards the specified -10% quota tolerance limit. This being the case, Council considered it necessary to review the existing ward structure.

Council commenced its review on the 29th October 2024 with an initial briefing of the elected members on matters relevant to the review. Key issues of discussion included:

- the “member cap” specified under Section 11A of the Act;
- the continued division of the Council area into wards, as opposed to the abolition of wards;

- the number of elected members required to provide adequate and fair representation;
- the provisions of Sections 26(1)(c) and 33 of the Act, in particular the requirement to avoid over-representation in comparison with councils of a similar size and type; and
- the anticipated population growth over coming years, and the likely impacts thereof upon elector representation across the Council area.

Further Council workshops were conducted on the 4th February 2025 and the 4th March 2025. These workshops afforded the elected members the opportunity to consider Discussions Papers which provided additional relevant information and a range of potential future ward structure options.

On the 25th March 2025 Council identified its preferred future ward structure.

Subsequently, on the 8th April 2025, Council resolved to initiate the public consultation stage of the review process in order to obtain community feedback on the proposed future composition and ward structure.



3. Proposal

Having duly considered all relevant provisions of the Act and considerable information pertaining to the primary issues relevant to the review, Council proposes the following in respect to its future composition and structure.

- The principal member of Council will be a Mayor elected by the community (as per the requirements of Section 51 of the Act).
- The future elected body of Council will comprise the Mayor and twelve (12) ward councillors.
- The Council area will continue to be divided into six (6) wards, as per the current ward structure (refer Map 1, page 3), with each ward being represented by two (2) ward councillors.
- The wards will continue to be named/titled Pedare, Drumminor, Hillcott, Balmoral, Steventon and Water Gully.



4. Proposal Rationale

4.1 Composition

Section 51 of the Act stipulates that the principal member of Council must be elected by the electors of the Council area as a representative of the area as a whole or appointed (by the Governor under circumstances prescribed under Section 10 of the Act); and is to be called mayor.

The Act no longer affords any alternative.

Section 52(1) of the Act specifies that all members of Council, other than the principal member, shall have the title of councillor.

Section 52(2) states that a councillor will (depending on how the council is constituted):

- be elected by the electors of the Council area, as a representative of the area as a whole (whether or not the area is divided into wards); or
- if the area is divided into wards, be elected by the electors of a particular ward, as a representative of the ward.

4.2 Wards/No Wards

The City of Tea Tree Gully has been divided into six (6) wards for at least thirty (30) years, albeit in slightly different ward configurations.

Council is aware that only two (2) of the nineteen (19) metropolitan councils (i.e. the Towns of Gawler and Walkerville) have no wards, whilst thirty-five (35) of the forty-nine (49) regional councils have abolished wards.

Council acknowledges that the "no ward" alternative could befit the smaller of the metropolitan councils; affords electors the opportunity to vote for all of the vacant positions on Council; automatically absorbs fluctuations in elector numbers; allows for the most supported candidates from across the Council area to be elected; and supposedly enables the elected members to be free of parochial ward attitudes. Notwithstanding this, Council is concerned that the "no ward" alternative:

- does not guarantee direct representation of all communities within the Council area;
- may make it easier for single interest candidates and/or groups to gain support (than does the existing ward based system);
- has the potential to make the task of contesting "council-wide" elections difficult and excessive; and
- has the potential to increase the cost of conducting elections and supplementary elections, given that under the "no ward" structure all contested elections must be conducted on a "council-wide" basis.

On the other hand, Council believes that a ward structure:

- guarantees a level of direct representation of all areas and communities within the Council area;
- ensures local interests and/or issues are not overlooked in favour of the bigger "city-wide" picture; and
- provides recognizable lines of communication with Council through the ward councillors.

It is also considered that ward councillors can have empathy for, and an affiliation with, the constituents and communities within their ward; and ward councillors deliberate and make decisions on the basis of achieving the best outcome for their ward and the whole of the Council area (as would be the role of an area councillor under the "no ward" alternative).

As for the proposal to retain the existing ward structure, Council favours this structure because it:

- comprises six (6) relatively compact wards which provide the electors/residents located therein with fervent and direct representation.
- is relatively simple in configuration;
- should be known and accepted by the local community;
- exhibits ward elector ratios which lay within the specified quota tolerance limits;
- has a consistent level of representation (i.e. two councillors) across all of the wards;
- will provide sufficient opportunities for aspiring candidates to Council (and the individual wards);
- will provide a level of ward representation which will ensure continued representation within a ward under circumstances whereby a ward councillor is absent or unavailable;
- should maintain reasonable and manageable workloads for the ward councillors; and
- will provide the same level of ward representation to that which has been provided to, and experienced by, the local community over many years.

Further, the existing/proposed wards were formally established in November 2018 and, as such, have developed identities as individual "communities of interest". This situation will be preserved.

Given the aforementioned, Council supports the on-going division of the Council area into wards, and proposes to retain a ward structure which is based on the structure that has served the local community well for the past three or more decades.

4.3 Number of Councillors

Council has comprised a Mayor and twelve (12) councillors since at least 1995.

Section 11A of the Act specifies that a council must not be comprised of more than thirteen (13) members, including the Mayor. However, the Act also allows Council to seek an “exemption certificate” from the Electoral Commissioner if it desires to retain more than the specified maximum number of elected members.

The Council proposal to retain a total of thirteen (13) elected members is in keeping with the requirement and intent of the Act.

When determining its preferred future composition, Council also gave consideration to the following.

- Section 12(6)(a)(i) of the Act specifically required Council to examine the question of whether the number of members should be reduced. The Act is silent on the issue of a potential increase in the number of elected members.
- Whilst ward councillors are elected to provide representation of (and assistance to) the electors within their wards, they also act in the best interest of the whole community within the Council area. This includes approximately 29,000 or more residents who are not enrolled to vote but have the same day-to-day concerns and issues which confront the eligible electors throughout the Council area. As the demands and needs of the whole of the local community directly impact upon the workloads of the elected members, the greater the number of elected members the greater the lines of communication between Council and the community, and the greater the likelihood that the elected members will be capable of providing an adequate service to the local community.
- It is anticipated that the population of the Council area will continue to grow in the foreseeable future as a consequence of the development of broadacre land, urban infill and redevelopment opportunities (refer 5.2 Population and Demographic Trends, page 11). Whilst it is difficult to quantify the future population growth with any certainty at this time, the anticipated increase in the population of the Council area over the next eight years (i.e. the next scheduled representation review) will likely result in greater elector numbers, higher elector ratios and greater demands being placed upon the elected members (both individually and as a collective body). Maintaining the number of elected members at this time will afford Council the opportunity to re-assess its composition in the future.
- There must be sufficient elected members to manage the day-to-day affairs of Council; provide adequate and readily available lines of communication between Council and the community; and ensure that the potential for diversity in the elected member's skill sets, experience and backgrounds is maintained.
- The City of Tea Tree Gully is a culturally diverse community with approximately 25% of the residents having been born overseas. This community blend creates unique and varied challenges which can serve to increase the demands that are placed upon the elected members.

Council believes that it is important to reach a balance between adhering to the intent of the Act (in regard to the future number of elected members) and providing fair and adequate representation to, and of, the local community. Ultimately, Council has formed the opinion that the proposed future composition of thirteen (13) elected members will meet both objectives at this time.

Another consideration was the fact that Council already has the third highest elector ratio of all councils within the state. This being the case, the resultant challenges and demands placed upon the elected members can be significant. These demands will likely increase over time as a consequence of the anticipated future population growth, and the reduction in the number of elected members at this time would likely only exacerbate this situation..

Finally, Council desires to maintain the quality and level of representation that has long been experienced and expected by the local community. As such, Council has adopted a precautionary position in respect to its elector representation arrangements at this time, opting to evaluate (over the coming years) the impacts of the imminent population growth upon the ability of the elected members to provide adequate and fair representation. This evaluation will be on-going and will likely be an important consideration during the next scheduled representation review.



5. Legislative Requirements

The provisions of Sections 26(1)(c) and 33 of the Act require Council consider, as far as practicable, the following when developing a proposal that relates to its composition and structure.

Section 26(1)(c) requires that, when considering a reform proposal, Council should have regard to a list of principles, the most relevant being the following.

- Proposed changes should, wherever practicable, benefit ratepayers.
- A council should reflect communities of interest of an economic, recreational, social, regional or other kind, and be consistent with community structures, values, expectations and aspirations.
- Residents should receive adequate and fair representation within the local government system, while over-representation in comparison with councils of a similar size and type should be avoided (at least in the longer term).

Section 33(1) requires that, in the formulation of a proposal that relates to the boundaries of a ward or wards, the review must also take into account, as far as practicable:

- the desirability of reflecting communities of interest of an economic, social, regional or other kind;
- the population of the area, and of each ward affected or envisaged by the proposal;
- the topography of the area, and of each ward affected or envisaged by the proposal;
- the feasibility of communication between electors affected by the proposal and their elected representatives;
- the nature of substantial demographic changes that may occur in the foreseeable future; and
- the need to ensure adequate and fair representation while at the same time avoiding over-representation in comparison to other councils of a similar size and type (at least in the longer term).

Finally, Section 33(2) of the Act requires that a proposal which relates to the formation or alteration of wards of a council must observe the principle that the number of electors represented by a councillor must not, as at the relevant date (assuming that the proposal was in operation), vary from the ward quota by more than 10 per cent.

Council's comments, as they relate to the relevant provisions of Sections 26 and 33 of the Act, are as follows.

5.1 Communities of Interest

The Act speaks of the desirability of reflecting communities of interest of an economic, social, regional or other kind.

"Communities of interest" have previously been defined "as aspects of the physical, economic and social systems which are central to the interactions of communities in their living environment", and are generally identified by considering factors relevant thereto, including neighbourhood communities; history and heritage communities; sporting facilities; community support services; recreation and leisure communities; retail and shopping centres; work communities; industrial and economic development clusters; and environmental and geographic interests.

The Council area covers only 95.2 km² and incorporates twenty-seven (27) suburbs (or part suburbs), all of which could conceivably constitute a "community of interest".

Council is keen to ensure that, where possible, identified "communities of interest" are maintained in their entirety within the bounds of a ward, taking into account the features of the landscape and the distribution of the electors. In order to achieve this, Council generally seeks (where possible) to maintain entire suburbs within a ward.

The current ward structure has existed for over seven years. Whilst a number of suburbs are divided between wards, the current ward structure is known to the community and the wards have developed into individual "communities of interest" which are determined by their long-established boundaries and the communities therein.

Given the aforementioned, Council considers that the retention of the existing ward structure, as proposed, will serve to maintain the perceived/existing communities of interest.

5.2 Population and Demographic Trends

Further residential development and urban renewal (and therefore population growth) is expected across the Council area in the future.

The following information provides some insight into the demographic trends that have occurred over recent years, and the extent of the anticipated future population increase. This information has been taken into account by Council when determining its preferred future ward structure.

Data sourced from Electoral Commission SA indicates that the number of electors within the Council area increased steadily over the period 2010 – 2020 (i.e. +2,436 electors or +3.43%). From Mat 2020 to June 2024 the number of electors increased by a further 1,402 or 1.91%.

The Department of Planning, Transport and Infrastructure document "Local Area (SA2 and LGA), Population Projections for South Australia, 2021 – 2041" (published March 2024) indicates that the population of the Council area is anticipated (medium series) to increase by 11,508 people or 11.3% (i.e. 102,042 to 113,550) during the period 2021 – 2041.

Australian Bureau of Statistics "Quick Stats" indicate that the estimated population of the Council area increased by 365 people or 0.38% over the period 2001 – 2011, and then increased by 5,707 people of 6.0% between 2011 and 2021.

Data provided by the Australian Bureau of Statistics (refer 3218.0 Regional Population Growth, Australia) indicates that the estimated population of the Council area was generally static during the period 2001 – 2016; increased steadily during the period 2016 – 2023; and overall increased by 4,564 people or 4.6% over the cited twenty-two year period (i.e. 99,121 to 103,685).

According to the City of Tea Tree Gully “community profile”, the estimated resident population of the Council area increased by 2,851 people or 2.89% (i.e. 99,153 to 102,044) during the period 2016 – 2021.

Preliminary advice from Council staff has revealed the following.

- The current Golden Grove Code Amendment could, if approved, realise an additional 900 dwelling opportunities over the next ten (10) years.
- The current Highbury Code Amendment could, if approved, realise an additional 40 dwellings at 10-20 Halls Road, Highbury.
- Council’s REMPLAN population forecasts anticipate population growth of over 3,700 (approximately 3.58%) during the period 2026 – 2036 (noting that the next representation review will likely be scheduled for 2032). It is expected that the largest increase in population will occur population growth will occur in the “Central East” area, followed by the “Southern”, “Holden Hill”, “Modbury Precinct” and “Modbury North” areas.
- Higher levels of residential infill development are occurring in the southern portion of the Council area (i.e. the Holden Hill, Modbury North and Modbury areas).

The Greater Adelaide Regional Plan identifies future urban growth areas within the City of Tea Tree Gully. These include:

- Modbury (regional centre) - higher density infill development;
- North East Road corridor - to provide a variety of housing choices;
- Modbury Heights and Para Hills - redevelopment at higher densities;
- Golden Grove (activity centre) - higher density housing choices around the shopping centre;
- Golden Grove (regeneration areas) - to provide alternative forms of housing choice; and
- Golden Grove - greenfield development.

Whilst future population growth is generally anticipated across the Council area, the impacts thereof upon the current/proposed ward structure are difficult to quantify at this time. Notwithstanding this, the expected higher density residential infill development in and about the Modbury North area should serve to maintain the elector numbers within the Drumminor Ward within the specified quota tolerance limits for the foreseeable future.

5.3 Topography

The City of Tea Tree Gully is 95.2 km² in area and is nestled in the undulating foothills of the Mount Lofty Ranges (with a westerly facing and height up to 450 metres above sea level). The Council area primarily comprises urban development (i.e. a mix of high and low density residential development, light industrial areas and commercial businesses); and is characterized by its green, leafy streets, parks, and open spaces, with a topography that includes a sizable gully and freshwater springs.

It is considered that the existing/proposed future ward structure is a relatively simple and efficient division of the Council area which, in the main, befits and accommodates the existing pattern of development and topographical features of the Council area. The current six-ward structure, or similar ward structures thereto, have existed within the Council area for over three decades, with little impact upon the elected member's ability to attend to the requirements of their position and/or the demands of the community.

Council believes that the topography of the Council area should have little or no physical impact upon the proposed future ward structure, and/or the ability of the elected members to afford the level and standard of representation that has long been provided to the local community.

5.4 Adequate and Fair Representation

Council must provide adequate and fair representation and generally adhere to the democratic principle of "one person, one vote, one value". In addition, there needs to be sufficient elected members to:

- manage and guide the affairs of Council;
- lead and form the core of the Council committees;
- share the demands placed upon them by their constituents;
- provide adequate lines of communication between the community and Council;
- achieve the desired diversity in member's skill sets, experience and backgrounds; and
- ensure a range of viewpoints that spurs innovation and creativity in Council planning and decision-making.

Council is aware that the intent of the Act is clear in regard to the size of councils. Section 11A of the Act specifies that a council must not comprise more than thirteen (13) members, including the now required elected mayor.

It should also be noted that Section 12(6)(a)(i) of the Act specifically requires Council to examine the question of whether the number of members should be reduced.

In addition, Sections 26(1)(c) and 33(1) of the Act seek to ensure adequate and fair representation while at the same time avoiding over-representation in comparison to other councils of a similar size and type (at least in the longer term). However, such a comparison is not necessarily a straightforward exercise, as no two councils are identical in terms of their size (elector numbers and/or area), character, population, topography or communities of interest

Table 2 provides the level of representation, elector numbers, elector ratios (i.e. the average number of electors represented by a councillor), and the size/area of the metropolitan councils. The data indicates that the City of Tea Tree Gully has a comparatively low number of elected members and, as such, has a relatively high elector ratio in comparison to the ratios exhibited by some of the larger (in terms of elector numbers) metropolitan councils.

Table 2: Elector representation – Metropolitan councils

Council	Councillors	Electors	Elector Ratio
Walkerville (1.34 km ²)	8	5,841	1: 743
Prospect (7.81 km ²)	8	15,217	1:1,902
Gawler (41.10km ²)	10	20,667	1:2,067
Norwood Payneham & St Peters (15.1 km ²)	13	26,079	1:2,006
Unley (14.29 km ²)	12	28,048	1:2,337
Holdfast Bay (13.72 km ²)	12	28,835	1:2,403
Adelaide Hills (795.1 km ²)	12	30,886	1:2,574
Burnside (27.53 km ²)	12	32,508	1:2,709
West Torrens (37.07 km ²)	14	43,290	1:3,092
Adelaide (15.57 km ²)	9	30,587	1:3,399
Campbelltown (24.35 km ²)	10	37,336	1:3,734
Mitcham (75.55 km ²)	12	49,896	1:4,158
Playford (344.9 km ²)	15	73,966	1:4,931
Port Adelaide/Enfield (97.0 km ²)	17	90,918	1:5,348
Charles Sturt (52.14 km ²)	16	91,087	1:5,693
Marion (55.5km ²)	12	68,627	1:5,719
Tea Tree Gully (95.2 km²)	12	74,756	1:6,230
Salisbury (158.1 km ²)	14	98,609	1:7,044
Onkaparinga (518.4 km ²)	12	134,557	1:11,213

Source: Electoral Commission SA (31 January 2025)
* City of Adelaide also comprises two (2) "area councillors".

The retention of twelve (12) councillors will be in accord with the provisions and intent of the Section 11A of the Act; compares favourably with the representation arrangements of the other metropolitan councils; and will continue to provide a level of representation which the local community has experienced over the past thirty or more years.

5.5 Quota

Ward quota is the number of electors within a ward divided by the number of ward councillors, whereas the "elector ratio" for the Council area is the total number of electors divided by the number of councillors (i.e. the Mayor is excluded).

Given the aforementioned, any potential future ward structure must incorporate wards wherein the distribution of electors is equitable, either in terms of numbers (if the wards have equal representation) or elector ratio. Under the latter circumstance, the elector ratio within each ward must be within 10% of the average elector ratio for the Council area. The Act only allows for the 10% quota tolerance limit to be exceeded in the short term if demographic changes predicted by a Federal or State government agency indicate that the ward quota will not be exceeded at the time of the next periodic Local Government election.

As indicated in Table 1 (refer 3. Proposal, page 3), the elector ratios in each of the proposed wards lie well within the specified quota tolerance limits.

5.6 Feasibility of Communication

Council believes that the Mayor and twelve ward councillors will continue to provide adequate lines of communication between Council and the community, taking into consideration the anticipated future growth in elector numbers; the relatively small size of the Council area and the proposed wards; the nature and density of the urban development within the Council area; the continual advancements being made in regard to telecommunications and information technology; and the fact that Council has operated effectively over the past thirty years with the same level of representation as is now proposed.

6. Current Public Consultation

In accordance with Section 12(7) of the Act, interested persons are invited to make a written submission to Council in respect to this report, and more specifically the composition and structure that Council proposes to retain at the date of the next Local Government elections in November 2026.

Submissions can be made as follows, and will be accepted until 5.00pm on Tuesday 20th May 2025.

- Via Council's Website (Have Your Say Tea Tree Gully): haveyoursay.cttg.sa.gov.au.
- Written submission delivered or posted to the Chief Executive Officer, 571 Montague Road, Modbury 5092.
- Emailed to community.engagement@cttg.sa.gov.au.

Further information regarding the elector representation review can be obtained on Council's website or by contacting Deana Taglierini, Coordinator Governance, on telephone 83977444 or email governance@cttg.sa.gov.au.

