



NORTHERN TERRITORY
**PLANNING
COMMISSION**

CONSULTATION SUMMARY REPORT

Infill development and subdivision in Zone LR (Low Density Residential)



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Introduction

As part of the Government's review of restrictions on lots in low-density areas, the Minister for Lands, Planning and Environment, The Hon. Joshua Burgoyne MLA (the Minister), requested the Northern Territory Planning Commission (the Commission) undertake consultation to explore potential ways to support infill development in Zone LR (Low Density Residential) through the planning system.

In response, the Commission undertook a program of consultation to provide opportunities for community and industry stakeholders to share their views on infill development in the Territory and to inform the consideration of potential planning system responses.

This consultation was guided by the following key questions which appeared in the Discussion Paper 'Infill development and subdivision in Zone LR (Low Density Residential)':

1. How do stakeholders feel about the possibility of infill development in the Northern Territory (Territory/NT)?
2. What types of homes do stakeholders think are suited to Zone LR?
3. How could we make infill development work in the Territory?
4. Are there other policies or design standards that could make infill development a good option in local areas?

Online engagement tools were used through the consultation to elicit feedback from the community and other stakeholders. This report draws on that feedback and data received to provide an understanding of the opportunities and challenges associated with infill development. The insights collected through this process form a foundation to guide consideration of possible future directions for infill development in the Territory.

Engagement Approach

The Commission's consultation with stakeholders and the broader community opened on 25 November and closed on 19 December 2025. The consultation was announced by the Minister via a press release and was supported throughout by the Department of Lands, Planning and Environment (the Department).

This section provides detail on the stakeholders engaged and the approaches used.

Stakeholders

Infill development can have implications for a range of stakeholders, including property owners, residents, industry, and Territory agencies and local government authorities responsible for planning, infrastructure, and service delivery. It can also influence neighbourhood character and shape opportunities for housing and development.

Engaging a broad range of stakeholders helps ensure that potential benefits, challenges, and concerns are fully understood, supporting informed decisions about how infill development could be implemented in the Territory.

Identified stakeholders for this project included:

- the community across the Territory
- peak industry organisations
- community-interest and advocacy groups, including disability and multicultural organisations
- NT government agencies, local councils, and service providers
- individuals and organisations who had previously expressed interest in planning or participated in Commission consultation processes.

Methodology

A central element of the consultation was a Discussion Paper that outlined the rationale for considering infill development in the Territory and where it could potentially occur. The paper also described possible planning controls that could enable infill development, to support informed participation in the consultation and to test preferences for different options, including:

- allowing dwelling groups and multiple dwellings on a single block
- a new dwelling density of 1 house per 450 m²
- ensuring lots have sufficient buildable area, e.g. a minimum building envelope of 120 m²
- new minimum lot size of 450 m²
- new minimum lot frontage of 12 metres

- subdivision with a continuous street frontage of 6.5 m to allow for on-street parking
- allowing battleaxe lots.

The Commission encouraged feedback on these ideas, as well as inviting other suggestions to support infill development and subdivision in Zone LR.

The Discussion Paper also included key questions that guided the consultation, as outlined in the introduction. These questions were presented as call-out boxes and have been used to structure the presentation of feedback later in this report.

The Discussion Paper was made available digitally via the Commission's website, the NT Government Have Your Say platform and directly emailed to stakeholders. Printed copies were also distributed to local government offices and electorate offices in Darwin, Alice Springs, and Katherine.

Email and Social Media Outreach

Over **200 tailored emails** were sent to stakeholders at the start of the consultation, introducing opportunities to participate and linking to the Have Your Say platform. Reminder emails were sent in the final week of consultation.

Consultation opportunities were also promoted via the Department's Facebook and LinkedIn profiles. The **nine posts** were displayed more than 250,000 times and generated **590 interactions**. Interactions included reactions, comments and 'click-throughs' to the Have Your Say page (see Figure 1 for example social media post).

To help gauge effectiveness of the engagement approach, survey respondents on the Have Your Say page were asked to identify how they heard about the consultation, more than one response could be selected. Word of mouth was the largest single source at 31% of respondents, with Facebook and industry newsletters at 27% each, and other sources making up the remainder.



Figure 1: Sample social media post

Digital Engagement and Metrics

The NT Government Have Your Say platform served as the primary point of contact for information and feedback. Interactive tools included:

- ‘Quick Polls’ to rapidly gauge sentiment on single topics
- a 20-question survey covering infill types, planning control options, neighbourhood character, preferred locations, and factors influencing uptake
- ‘Quick Notes’ for short free-text responses
- options to submit full written submissions.

Organic Feedback

In addition to the structured engagement methods, informal and organic conversations also took place throughout the consultation period between stakeholders, Commission members and Department staff. These interactions occurred through day-to-day discussions with community members, industry representatives, and other stakeholders and provided valuable contextual insights.

Interactions included several conversations between Department staff and Council and Electorate Office staff when hand delivering discussion papers, as well as Commission members having incidental conversations across their own networks.

While not captured through formal survey or submission processes, this feedback helped deepen understanding of community sentiment and highlighted practical considerations and lived experiences relevant to infill development in the Territory.

Metrics

Figure 2 (below) shows how stakeholders engaged and responded.



Figure 2: Infographic - consultation metrics

Consultation Feedback

Across all engagement channels, 161 formal responses were received¹. While this captures only a portion of possible community and industry stakeholders, the responses provide a useful snapshot of views and highlight key themes across the community and industry. It is recognised that other perspectives not captured through this engagement process may also exist.

Participants in the consultation included a mix of stakeholders. Industry, government, and community group sectors provided most of the written responses (68%). These stakeholders, representative of their large member base(s), provide valuable insights into the perspectives of industry and groups they represent.

Individual members of the public comprise only 32% of the written submissions, however were highly engaged through online tools, providing all the responses to the survey and quick polls.

The overall number of submissions and responses provided by community members are acknowledged as not being statistically representative of the NT population, they do however provide a snapshot of the general community, with respondents identifying a mix of age ranges (Figure 3) and gender (Figure 4).

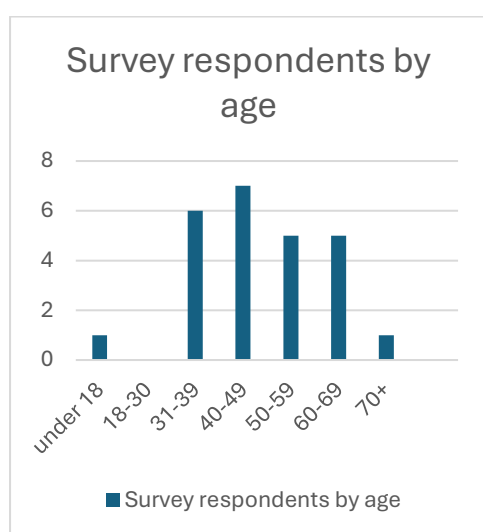


Figure 3: Survey respondents by age
(25 responses)

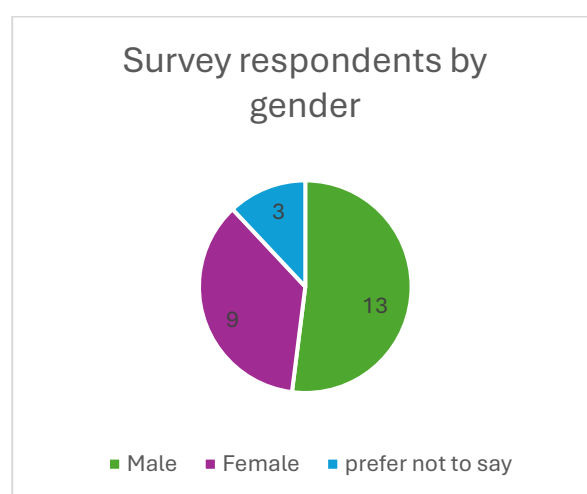


Figure 4: Survey respondents by gender
(25 responses)

¹ Comprising 28 written submissions and Quick Notes, 25 survey completions and 108 Quick Poll responses (across 2 polls). It is noted that a single participant was not limited on any single feedback pathway - they may have provided a written submission as well as completing a survey and responding to both quick polls.

Of the 19 survey respondents who identified their location/suburb, 6 were from Darwin inner suburbs, 4 from Darwin mid suburbs and 6 from Darwin's northern suburbs. There was also one Palmerston, and 2 Alice Springs residents identifying their suburb in survey responses. While the responses represent a geographically diverse cross-section of the NT, the overall participation was notably weighted toward Darwin suburbs.

All feedback received, through all sources, has been analysed to address the key questions identified in the Discussion Paper and inform the consultation outcomes. Feedback not specific to the key consultation questions is provided at the end of this discussion.

Question One: How do stakeholders feel about the possibility of infill development in the Territory?

A majority of respondents across all modes of feedback supported the concept of infill development, albeit conditionally for the most part. Many respondents identified concerns relating to infill development, while some stakeholders were uncertain how they felt, with this group including those that provided feedback without taking a clear position.

For reporting purposes across all channels, it is difficult to provide a single definitive statistic of the support or otherwise for the concept of infill. However, it is helpful to examine each mode of response individually to gain a more in-depth understanding of the range and distribution of views.

The online tools provided a reasonably concise gauge of stakeholder sentiment, asking directly: *"How do you feel about the possibility of infill development in existing low density suburbs in the NT?"*.

There were 97 responses to the question through the survey and a quick poll, of which:

- 50 were positive,
- 16 were mixed/uncertain, and
- 31 were concerned.

The 28 written responses have been analysed and broadly categorised as below. It should be noted however that even when indicated as expressing conditional support, the extent of support and conditions across those individual submissions varied considerably.

Of the 28 written submissions received:

- 4 expressed clear support,
- 14 expressed conditional support,
- 7 were not supportive, and

- 3 provided comment without expressing a clear position.

Comment providing a level of support, whether outright or conditionally, for the possibility of infill development in the Territory were received from the following industry, peak bodies and local government authorities, often emphasising the need for careful evidenced-based planning and consultation to ensure successful implementation.

- Engineers Australia Northern Division
- Housing Industry Association (HIA)
- Master Builders Northern Territory
- Planning Institute Australia - Northern Territory (PIA NT)
- Property Council of Australia – Northern Territory Division (PCA NT)
- Urban Development Institute of Australia – Northern Territory
- NT Shelter
- Northern Territory Council of Social Service (NTCOSS)
- COTA NT
- Australian Association of Gerontology
- Alice Springs Town Council
- City of Darwin
- City of Palmerston
- Local Government Association of the Northern Territory (LGANT).

Representative quotes supporting infill

Quote 1: “PIA NT supports reforms that improve housing choice, enable more efficient use of existing infrastructure, and respond to changing demographics across the Territory. We recognise that current controls in Zone LR, particularly minimum lot sizes and restrictions on dwelling numbers, can unintentionally limit appropriate infill opportunities in well serviced urban areas.”

Quote 2: “The Property Council NT supports reforms that enable greater housing choice and well-managed infill in Zone LR, including permitting more than one dwelling per block and reducing barriers to subdivision where supported by infrastructure capacity and appropriate design controls.”

Quote 3: “Infill development presents a significant opportunity to deliver more diverse, affordable, and sustainable housing across the Northern Territory. Councils are committed to working in partnership with the NTG to ensure that infill is strategically planned, supported by appropriate infrastructure, and aligned with community needs and aspirations.

Strengthening early consultation with councils, prior to sites being identified will improve transparency, and coordinate infrastructure planning and investment.” (LGANT)

Quote 4: “I would like to see 1 and 2-bedroom houses on small blocks that are not subject to body corporate fees. A focus should be on houses specifically designed to allow retirees to downsize and have a small yard but not put themselves in a position where they would be financially worse off if they downgraded.” (Public Submission – name withheld)

As noted above, many of the stakeholders that supported the idea of infill development, both through the online tools and written submissions, included emphasis that any reforms to facilitate infill development must be:

- well-designed
- infrastructure-led
- climate-responsive
- protective of amenity
- support social and affordable housing
- evidence-based, and
- developed with stakeholders.

Organic feedback also indicated a level of support for the concept of infill, with that feedback often noted as being conditional upon ensuring existing infrastructure can handle any additional load.

Responses and submissions advocating for further investigations or suggesting policies and design standards to support any future changes to enable infill development and submission in Zone LR are discussed later in this report under ‘*Question Four: Do you think there are other policies or design standards that could make infill development a good option in your local area?*’.

Benefits of infill development

The survey and a quick poll asked respondents to identify the benefits of infill development most important to them. Of the 108 responses to the survey and quick poll, there were 57 people that provided responses to this question (Figure 5); respondents could select multiple options from the provided list of benefits.

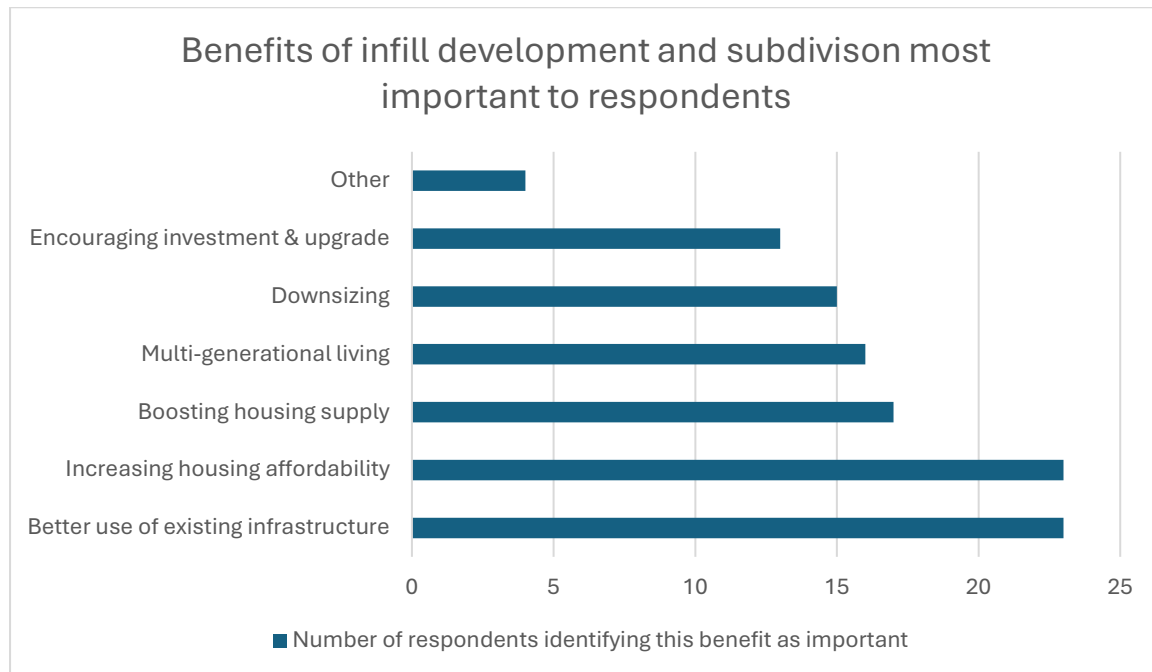


Figure 5: Benefits of infill development identified as most important to respondents
(57 total respondents via survey and quick poll - multiple selections allowed)

The benefits valued by respondents to this specific question were also reflected in free-text comments made throughout surveys as well as in the written submissions and in organic feedback. Additional benefits emerging from those responses, include:

- easing interstate workforce recruitment by reducing rental cost pressures
- supporting individual and first-time investors rather than large corporations
- an approach that can complement, rather than replace, traditional low-density land release
- contributing to housing supply and choice without expanding urban footprints.

Concerns and opposition to infill development

The portion of the total stakeholder group that expressed clear concern or opposition to the possibility of infill development in the Territory highlighted potential impacts on neighbourhood character, amenity, and existing planning intent.

Key themes included:

- the role of Low Density Residential (LR) zones in protecting suburban character, generous setbacks, landscaped open space, and residential amenity.

- concerns that infill development could fundamentally and irreversibly alter the character of Darwin's established suburbs, replacing tropical gardens and elevated homes with more intensive development patterns.
- the importance of larger lot sizes and established character as a key reason residents choose existing neighbourhoods.
- increased dwelling numbers are likely to result in higher traffic volumes, greater parking demand, increased waste and servicing needs, and pressure on local roads and public infrastructure.
- infrastructure capability to accommodate additional dwellings.

In addition to those expressing opposition or concern via online feedback, comment expressing clear opposition to the possibility of infill development in the Territory from a local government council and community group perspective were:

- Litchfield Council
- PPlan: The Planning Action Network

Litchfield Council opposed infill development within that municipality, maintaining that it conflicts with Litchfield's identity as a rural lifestyle municipality, which prioritises open space, amenity, and low-density living, particularly given the availability of sufficient land for development. It requested to not be included in these changes if they were to progress.

Representative quotes expressing concern or opposition to infill

Quote 1: "Zone LR plays a critical role in protecting the suburban character and liveability of established neighbourhoods across the Territory. PPlan is concerned that the approach outlined in the Discussion Paper appears to prioritise development acceleration over these objectives" (PPlan Inc)

Quote 2: "As presented, it would fundamentally change the character of Darwin's established suburbs, including those zoned Low Density Residential, in ways that cannot be reversed once implemented." (Public Submission – name withheld)

Quote 3: While infill is often framed as environmentally sustainable due to reduced urban sprawl, it does lead to the loss of mature trees, private gardens, and permeable surfaces that support biodiversity, urban cooling, and stormwater absorption.

The cumulative removal of green space can intensify urban heat island effects, reduce airflow, increase the use of air conditioning and increase local flood risk, undermining broader environmental objectives” (Public Submission – name withheld)

Quote 4: Infill in the traditional sense should again focus on identifying appropriate areas for higher densities (zone LMR, MR and HR) close to public services and amenities, and preserve areas of larger lots for housing diversity.” (Public Submission – name withheld)

Question Two: What type of homes do you think are suited to Zone LR?

Infill development can take many forms and cater to a variety of household sizes and people’s needs ranging from free-standing homes on smaller lots, attached homes, duplexes, granny flats, row and terrace housing, and low- to medium-rise housing.

The survey asked participants: “*What type of homes do you think are suited to Zone LR?*”. Checkboxes were used to help respondents indicate the range of housing options they considered appropriate, multiple responses could be selected (Table 1).

*Table 1: Types of homes survey respondents thought suited to Zone LR
(Percentage of the respondent group selecting this option is indicated (25 respondents to this survey question- multiple selections allowed))*

	Percentage of respondent group selecting this option
Single dwellings	92.3%
Granny flats	80.8%
Duplexes (attached/detached)	61.5%
Low-rise multiple dwellings	30.8%
Terrace housing	23.1%

Despite the ability to select multiple responses, eight (30.8%) respondents only selected “single dwelling” and/or “granny flats” with no additional housing typologies. This indicates that a subset of respondents considers that housing typologies in Zone LR should not change from what is currently allowed.

Notwithstanding this, options such as duplexes (61.5% of respondents) and low-rise multiple dwellings (30.8% of respondents) received strong support, indicating a degree of community acceptance of gentle densification.

Survey participants were also asked, using a free text field, if they would support having more than one primary dwelling on a single lot in their own neighbourhood and why they have that view. Responses were recorded from 23 of the 25 survey participants (Figure 6).

- **Full supporters (30%)** emphasise the benefits of increasing housing choice and affordability, making better use of large lots, and adding dwellings in areas already serviced by infrastructure.
- **Conditional supporters (44%)** agree in principle but wanted safeguards - such as limits based on lot size, protection of neighbourhood character, adequate parking, privacy, landscaping, and assurance that infrastructure can cope.
- **Opponents (26%)** are concerned about losing low-density character, increased traffic and parking pressure, infrastructure strain, and erosion of the Territory lifestyle, preferring to keep larger yards and more space between neighbours.

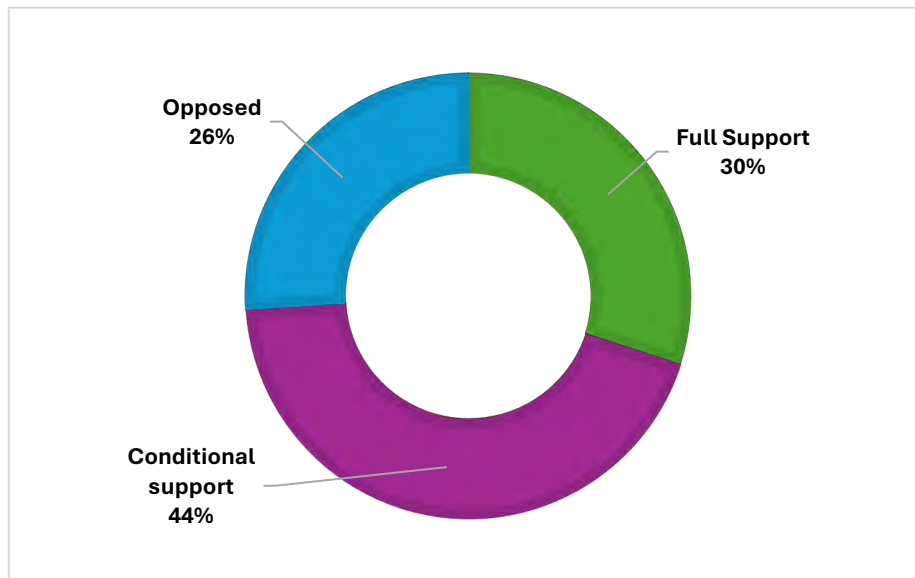


Figure 6: Survey participants response to densification in their neighbourhood – analysed level of support based on 23 survey responses

At another question, survey participants were asked if planning controls should allow multiple dwellings on a single lot in Zone LR. The results indicate that survey participants valued the use of design standards to control the outcome of multiple dwellings in Zone LR (Figure 7).

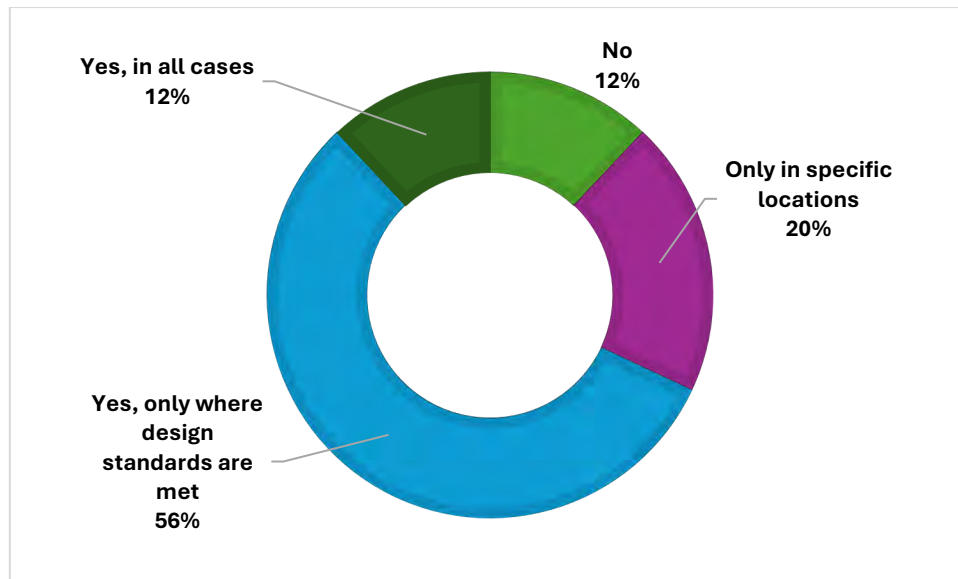


Figure 7: Survey participants response to whether planning controls should allow multiple dwellings in Zone LR.

Question Three: How could we make infill development work in the NT?

Stakeholder feedback indicates that infill development and subdivision could be successful in the NT. Much of the support for infill was conditional, highlighting that a better understanding of policy and design safeguards and frameworks are needed to support further consideration of a specific planning response. Across all submission formats, several consistent themes emerged:

1. Evidence and Place-based planning
 - Some stakeholders favoured location-specific planning, and alignment with Area Plans.
 - Allowing for staged implementation, with monitoring and review before broader rollout.
 - Infill should be focused around activity centres, major transport corridors, and areas with existing infrastructure capacity.
2. Infrastructure capacity and servicing
 - There is strong concern about overloading existing infrastructure (power, water, sewer, roads, drainage).
 - Stakeholders emphasised the need for clear evidence of infrastructure capacity, cumulative impacts, upgrade triggers, and developer contributions, supported by place-based analysis, before enabling higher-density development.
 - Some Government agencies highlighted the need to review Area Plans and headworks to ensure community facilities (particularly schools) and services can support increased density, noting that population growth may place

additional pressure on community infrastructure and require coordinated planning and investment.

3. Design, amenity, and environmental

- Good design is essential, including privacy, landscaping, shade, airflow, and community amenity.
- Environmental risks such as flooding, runoff, mosquito breeding, and urban heat must be managed through design and green infrastructure.
- Some submissions suggested any increased density should be concentrated, not scattered randomly through low-density suburbs.

4. Governance, engagement, and transparency

- Councils and industry stressed the importance of ongoing engagement, collaborative decision-making, and transparent communication.
- Recommendations included the development of Memorandums of Understanding with councils to guide collaborative consultation and decision-making for the advancement of the infill project.
- There were calls for the publishing of spatial plans and site information to provide clarity on proposed infill locations to enable meaningful feedback.
- Providing regular, transparent updates on planning reform commitments and progress.

5. Cost, resourcing, and operational impacts

- Local governments warn that infill may shift maintenance, upgrade, and operational costs onto councils without additional funding.
- Increased density may also create traffic, parking, and road maintenance pressures, and require more resourcing for planning teams.

Preferred areas for infill

The survey also asked “are there specific areas or neighbourhoods where you think infill development would (would not) be suitable? Why?” A range of responses were received. Responses highlighting areas considered suitable for infill development included:

- around activity centres, on major thoroughfares, potential Transit Orientated Design sites.
- older neighbourhoods where block sizes are large.
- suburbs or streets surrounding infrastructure such as schools, shopping centres, transport routes and the outskirts of the Central Business District.

Responses highlighting areas not considered suitable for infill development included:

- traffic constrained areas, where infrastructure upgrades are difficult, and that lead to social isolation (car reliance).
- areas subject to existing constraints such as flooding, noise exposure etc
- existing neighbourhoods with smaller lots and smaller roads
- areas where the existing character is distinctive, and highly valued areas without sufficient open space.

Note: While this question focused on suitability for infill, feedback received indicated that local character and existing neighbourhood qualities also influence perceptions of where infill is appropriate.

Question Four: Do you think there are other policies or design standards that could make infill development a good option in your local area?

The Discussion Paper described possible planning controls that could enable infill development, to support informed participation in the consultation and to test preferences for different options, including:

- allowing dwelling groups and multiple dwellings on a single block
- a new dwelling density of 1 house per 450 m²
- ensuring lots have sufficient buildable area, e.g., a minimum building envelope of 120 m²
- new minimum lot size of 450 m²
- new minimum lot frontage of 12 metres
- subdivision with a continuous street frontage of 6.5 m to allow for on-street parking
- allowing battleaxe lots.

Written submissions highlighted several areas where policies and design standards could improve the suitability of infill development, particularly around lot size, parking, liveability, climate responsiveness, and accessibility. Survey responses also emphasised the importance of landscaping, privacy, and noise reduction.

Lot size

The Discussion Paper proposed a new dwelling density of one house per 450 m² and a minimum lot size of 450 m² to facilitate infill. ²

The survey asked whether respondents supported reducing the minimum lot size in Zone LR from 800 m² to 450 m², the results were:

- 16 (64%) respondents were in support
- 7 (28%) were opposed and
- 2 (8%) were unsure.

Five of the seven respondents opposed the reduced minimum lot size indicated that no reduced lot size would be acceptable to them, while two made suggestions of 750 m² of easement-free area and 600 m².

Industry stakeholders generally supported reducing minimum lot sizes, with some suggesting that 450 m² did not go far enough. Specifically, two industry peak bodies (HIA and PCA NT) recommended 400 m², with HIA suggesting that this reduction could significantly increase the number of properties suitable for infill development.

One public submitter highlighted that reducing the minimum lot size to 450 m² for infill in established Zone LR areas could create lots smaller than typical greenfield lots (which have an average of 600 m²) and comparable to Zone LMR, which may not suit older suburbs characterised by larger lots.

It was further suggested that new subdivisions generally produce lots between 300–600 m², meaning that reducing minimum lot sizes in established areas could reduce housing diversity, as few larger lots would be created, and existing larger lots may gradually be lost.

Battleaxe lots

Currently the NT Planning Scheme does not allow battle-axe lots in subdivisions within Zone LR. Submissions received indicated support for the inclusion of battleaxe lots, particularly as it can allow flexibility in lot design to encourage the retention of existing housing stock while allowing the rear yard to be developed. For example, 84% of survey respondents indicated they are supportive of battleaxe arrangements.

² Currently, the minimum lot size for subdivision in Zone LR (Low Density Residential) in existing suburbs is 800 m². For new LR zoned greenfield development in the NT, the lot size average is to be 600 m², with no lot smaller than 450 m².

Thirty-eight percent of this support was qualified with the need for clear design standards to ensure quality outcomes.

Street frontages

The Discussion Paper suggested that design controls could include:

- a new minimum lot frontage of 12 metres.
- subdivision requirements where a continuous street frontage of 6.5 metres is needed to provide space for on-street parking.

One industry group (HIA) questioned whether a continuous street frontage of 6.5 metres is necessary, noting that the Australian Standard minimum length of a car parking space is 5.4 metres.

In contrast, Engineers Australia considered the proposed 12 metre minimum frontage and 6.5 metre continuous frontage helpful but noted they may be insufficient on streets with higher parking demand.

Access, parking, and street function

Stakeholders identified concerns about increased traffic and parking demand in areas not designed for higher density. Suggestions to address these issues included:

- limiting driveway crossovers to preserve pedestrian safety and street trees.
- requiring consolidated access for multi-dwellings on small lots.
- conducting local parking analyses and traffic impact assessments for clusters of infill approvals.
- ensuring waste trucks and emergency vehicles can manoeuvre safely.
- publishing model diagrams for battleaxe lots, detailing driveway width/gradient, drainage, turning heads, fire appliance access, and bin collection solutions.

Protecting amenity and neighbourhood character

To protect amenity and maintain neighbourhood character, PIA NT and other stakeholders support the use of development standards to manage impacts and ensure desired outcomes, including:

- building height and scale
- setbacks and privacy to reduce overlooking
- provision of private open space
- landscaping and tree retention
- on-site and on-street parking.

Stakeholders also called for clear assessment criteria to support consistent decision-making while allowing flexible design solutions. Some submissions suggested pattern books or pre-approved design templates to streamline approvals, reduce costs, and support neighbourhood character.

Liveability and climate-responsive design

Challenges associated with small lots include close setbacks, vegetation removal, large hardstand areas, reduced cross-ventilation, and heat island effects.

Recommendations from Engineers Australia to mitigate these impacts include:

- Landscape cooling: Canopy coverage $\geq 25\text{--}30\%$, drought-tolerant plants, and rainwater irrigation.
- Building orientation: Capture breezes and provide cross-ventilation in living areas and bedrooms.
- Shading and roofs: Deep eaves, low-heat roofs, ventilated roof spaces, and encouragement of solar PV.
- Site coverage: Limit building footprint to $\leq 50\text{--}55\%$ to maintain outdoor space, ventilation, and tree canopy.
- Ventilation corridors: Retain or increase side setbacks to protect breeze paths and avoid continuous built forms on narrow frontages.

Other feedback

Housing affordability

Affordability was identified as a priority across all feedback mechanisms. Thirty-eight percent of respondents to the survey and Quick Poll identified housing affordability as one of the most important potential benefits of infill development and subdivision.

However, NT Shelter raised concerns that the infill mechanisms identified in the Discussion Paper may not directly support the growth of social, affordable, and other non-market housing.

To address these concerns, NT Shelter suggested the following measures:

- Embed social and affordable housing objectives in infill provisions, including higher yield on publicly owned land.
- Support low-rise infill in existing suburbs (duplexes, townhouses, dual occupancy, small multi-dwellings) as “density done well” in low-density areas.
- Prevent net loss of lower-cost housing by requiring redevelopment to replace existing affordable dwellings for comparable income groups.
- Enable higher-yield, low-rise replacement of aging public housing (duplexes, townhouses) to improve diversity, support cultural needs, and remain financially feasible.

NTCOSS provided formal support for the suggestions raised by NT Shelter.

Enabling Infrastructure

Infrastructure capacity emerged as a central consideration throughout the consultation, with both community and industry stakeholders emphasising that infill development and subdivision should only occur in areas where essential services can reliably support increased demand. Stakeholders consistently indicated that their support for infill is contingent on ensuring existing networks are not placed under undue pressure.

Feedback from Power and Water Corporation (PWC) underscored the challenges associated with intensifying development in older suburbs, where much of the electricity, water and sewer infrastructure is nearing the end of its design life and is often undersized by contemporary standards. PWC noted that while networks were originally built with capacity for growth, actual usage has exceeded expectations, leaving very limited ability to accommodate additional load without significant upgrades. Examples of required upgrades include extending high- and low-voltage lines, replacing poles that lack structural capacity for larger conductors, and resolving space constraints in road reserves that can complicate new installations.

Additional constraints were identified in suburbs where sewerage infrastructure is located in easements on private land. Increased densification may limit access for maintenance, with relocation to road reserves presenting technical, spatial and cost challenges.

Across all feedback sources, there was strong agreement on the need for early engagement with service authorities to identify infrastructure constraints and to prioritise locations where infill is feasible without substantial investment. PWC recommended proactively securing agreements on the use of road reserves and ensuring suitable easements and utility corridors are incorporated into subdivision design to accommodate future maintenance needs.

Overall, the consultation highlighted that enabling infill development requires close attention to coordinated planning with utilities, and processes that ensure the cost of infrastructure upgrades, where required, are understood.

Conclusion

This report outlines the consultation activities undertaken as part of the project and summarises stakeholders' views on the opportunities and challenges of infill development, providing a foundation to guide consideration of potential future directions in the Territory.

A total of 161 individual responses were received across all available engagement channels. While this represents only a portion of potential stakeholders, the feedback provides a useful snapshot of views and key themes across the community and industry.

Feedback reflects a range of views, with conditional support emerging as the most common position in written submissions and broadly positive sentiment in online responses, although concern and objections were expressed across both channels. Most respondents recognised infill development as a positive concept, highlighting its potential to increase housing choice and diversity, optimise the use of existing infrastructure, support multigenerational living, minimise urban sprawl, and encourage investment.

The conditional support recognised that any specific proposal to enable infill in the Territory will need to reflect planning principles, known constraints and respond to local concerns.

Those who expressed concerns or objections highlighted potential impacts on neighbourhood character, infrastructure, amenity, and existing planning objectives.

Overall, the feedback received through the consultation process highlights both the opportunities and sensitivities associated with enabling infill development in the Territory and provides a level of guidance for consideration in the development of future planning pathways to enable infill development and subdivision in Zone LR.

Appendix 1: Survey and Quick Poll questions

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

Survey - Share your thoughts

This survey expands upon the questions posed in the Discussion paper.

Most questions throughout the survey are optional - answer all the questions, or only those that are important to you.

Data collected will be used to assist the Planning Commission in developing a report for the Minister.

If you would like to receive updates about outcomes and next steps, you will need to provide your name and email address at the end of the survey. This is not compulsory but will allow us to communicate with you as this conversation continues.

Privacy and collection notice

The Northern Territory Planning Commission (The Commission) collects the personal information you provide on this form, and in other materials you submit as part of consultation on Infill development and subdivision in the NT.

Please be aware that the information you provide in this form, except for your name and contact details, may be made publicly available as part of reporting on the consultation.

The Commission complies with the Information Privacy Principles under the Information Act 2002 and will only use or disclose your personal information where it is reasonably necessary for consultation, statistical analysis, record keeping, or as required by law.

You may request access to your personal information, or further information about how it may be used, by contacting the Northern Territory Planning Commission.

How do you feel about the possibility of infill development in existing low density suburbs in the NT?

(Choose any one option)

- ☐ Positive
- ☐ Mixed / Uncertain
- ☐ Concerned
- ☐ Neutral

Do you believe your community would benefit from increased housing choice and diversity?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Unsure

Answer this question only if you have not chosen No for Do you believe your community would benefit from increased housing choice and diversity?

Which potential benefits of infill development are most important to you?

(Choose all that apply)

- ☐ Other (please specify)
- ☐ Boosting housing supply
- ☐ Increasing housing affordability
- ☐ Helping people downsize
- ☐ Encouraging investment and upgrade of housing stock
- ☐ Supporting multigenerational living
- ☐ Better use of existing infrastructure

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

Types of infill development

What types of homes do you think are suitable for Zone LR (Low Density Residential)?

(Choose all that apply)

- ☐ Other (please specify)
- ☐ Single dwellings
- ☐ Duplexes (attached or detached)
- ☐ Granny flats / Dwelling-independents
- ☐ Terrace / Row housing
- ☐ Low-rise multiple dwellings

If more than one primary dwelling was allowed on a single lot, would you support this in your neighbourhood? Why or why not?

Options for changes to planning controls

No specific proposals are being made at this time, but we want to start the conversation about how infill development and subdivision might or might not work in the Territory.

Would you support reducing the minimum lot size in Zone LR (Low Density Residential) from 800m² to 450m²?

(Choose any one option)

- ☐ Yes
- ☐ No
- ☐ Unsure

Answer this question only if you have chosen No for Would you support reducing the minimum lot size in Zone LR (Low Density Residential) from 800m² to 450m²?

Is there a reduced lot size that you would support?

(Choose any one option)

- ☐ Yes
- ☐ No

Answer this question only if you have chosen Yes for Is there a reduced lot size that you would support? If

yes, what size?

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

Should planning controls allow multiple dwellings on a single lot in Zone LR (Low Density Residential)?

(Choose any one option)

- ☐ Yes, in all cases
- ☐ Yes, but only where design standards are met
- ☐ Only in specific locations
- ☐ No

Current planning controls require a street frontage of between 13m and 20m depending on the size of the lot. Should minimum lot frontage requirements be reduced for smaller lots?

(Choose any one option)

- ☐ Yes, in all cases
- ☐ Yes, wherever feasible
- ☐ Unsure
- ☐ No

Do you support 'battle-axe lots' in infill subdivisions in Zone LR?

(Choose any one option)

- ☐ Other (please specify)
- ☐ Yes, where feasible
- ☐ Yes, but only with strict design controls
- ☐ No, they are not appropriate for Zone LR

Current planning controls require a rectangle building envelope (the space within a lot that you can build on). Do you support changing controls to use a minimum area, without specifying the shape, to provide more flexibility for irregular shaped lots?

(Choose any one option)

- ☐ Other (please specify)
- ☐ Yes, in all cases
- ☐ Yes, wherever feasible
- ☐ Unsure
- ☐ No

Neighbourhood character and amenity

It is important that infill development respects valued features of a neighbourhood and landscape character of the area and does not have unreasonable negative impacts on neighbouring properties.

How important is it to you that planning controls for infill development in your area protect:

Questions	Very important	Neutral	Not so important
Access to natural light and breeze			
On-street parking availability			
Landscaping and open space			
Neighbourhood character			

What concerns, if any, do you have about infill development in your area?

(Choose all that apply)

- ☐ Other (please specify)
- ☐ Increased traffic
- ☐ Parking issues
- ☐ Loss of character
- ☐ Overdevelopment
- ☐ Noise or overshadowing
- ☐ Infrastructure capacity

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

Are there particular design standards or policies you think should be required to ensure good quality infill development?

Location and Suitability

Are there specific areas or neighbourhoods where you think infill development **would** be suitable? Why?

Are there specific areas or neighbourhoods where you think infill development **would not** be suitable? Why?

For land owners

Optional section for those who own property in Zone LR

If you own a property in Zone LR, would you consider building an additional dwelling on your lot if the planning controls allowed it?

(Choose any one option)

- ☐ Yes
- ☐ Maybe
- ☐ No

If you own a property in Zone LR, would you consider subdividing your lot if planning controls were changed?

(Choose any one option)

- ☐ Yes
- ☐ Maybe
- ☐ No

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

What factors would influence your decision?

(Choose all that apply)

- ☐ Other (please specify)
- ☐ Family and/or lifestyle needs
- ☐ Cost
- ☐ Potential value / return
- ☐ Planning controls and process
- ☐ Neighbourhood impacts
- ☐ Infrastructure constraints

About you

Please tell us a little about yourself.

How did you hear about this consultation?

(Choose all that apply)

- ☐ Other (please specify)
- ☐ Facebook
- ☐ LinkedIn
- ☐ Community Group
- ☐ Industry newsletter or similar
- ☐ Word of mouth
- ☐ Radio

Your suburb

Your gender

(Choose any one option)

- ☐ Male
- ☐ Female
- ☐ Other
- ☐ Prefer not to say

Your age group

(Choose any one option)

- ☐ Under 18
- ☐ 18-30
- ☐ 31-39
- ☐ 40-49
- ☐ 50-59
- ☐ 60-69
- ☐ 70+

Infill Development and Subdivision across the Territory

Have Your Say Northern Territory

Keep informed

If you would like to be kept informed of the next steps about consultation and infill development, please make sure you include your name and email address.

Your name

Your email address



How do you feel about the possibility of infill development in the NT?

- ☐ Positive
- ☐ Mixed / Uncertain
- ☐ Concerned
- ☐ Neutral

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Which potential benefit of infill development is most important to you?

- ☐ Supporting multigenerational living
- ☐ Helping people downsize
- ☐ Boosting housing supply
- ☐ Better use of existing infrastructure
- ☐ Encouraging investment and upgrade of housing stock
- ☐ Increasing housing affordability

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