

Technical Advice Note (TAN) on Housing Mix

The District Council has produced this Technical Advice Notes (TAN) to provide technical advice to developers and decision-makers. This is not an adopted policy document and should not be read as such. TAN may be updated from time to time to reflect changing circumstances or to update in light of best practice.

This note explains the guidelines that will be used to assess the ratio of housing mix in development proposals.

1.0 Introduction

1.1 The Maldon District Corporate Plan was adopted on the 12th December 2024

1.2 Our five priorities are centred on supporting our communities, growing our economy, investing in our district, protecting our environment, and delivering good quality services

1.3 Our Corporate Plan notes within the challenges that:

“The district needs more homes to meet the demand of our growing population and government targets, including affordable homes and temporary housing,

In the current housing market, an average priced house (374k) will cost 11.1 times the average wage in the district, and

The district also needs to have sufficient commercial land. All development in the district needs to balance protection of our countryside and natural environment, support regeneration and enable new houses to be well designed, whilst being carbon and energy efficient.”

1.4 Our Corporate Plan also highlights the delivery well designed housing and healthy places.

1.5 The delivery of mixed and balanced communities is a key element of good planning and helps to promote healthy and safe communities. The provision of a choice of new homes, including well-integrated affordable homes is integral to this.

2.0 Weight to be given to Policies

2.1 In December 2024, the Government published a National Planning Policy Framework and other planning system updates. The response included a new way to calculate housing needs and provided Local Housing Need figures (Standard Method). It also introduced a revised National Planning Policy Framework (NPPF) and updated sections of the Planning Practice Guidance.

- 2.2 The Government's new Local Housing Needs Figures significantly increased Maldon District's Housing Need. The result is that the Council is not able to demonstrate a five-year housing land supply of deliverable sites.
- 2.3 In those circumstances, the 'presumption in favour of sustainable development' set out in paragraph 11 of the NPPF applies to planning applications for new homes. This is often referred to as the 'tilted balance'.
- 2.4 The tilted balance does not ensure automatic permission or replace the decision-makers duty to check first whether planning permission should be granted according to the Development Plan as a whole unless other significant factors suggest otherwise. A key factor to consider is the National Planning Policy Framework (NPPF) and whether the tilted balance applies under Paragraph 11(d).
- 2.5 While the policies in the Development Plan relating to housing land supply are technically out-of-date, Paragraph 11(d) ii of the NPPF is clear that in assessing application for new homes, it is important to assess whether any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to:
- key policies for directing development to sustainable locations,
 - making effective use of land,
 - securing well-designed places, and
 - providing affordable homes, individually or in combination
- 2.6 While the housing supply policies set out in the Maldon District Local Development Plan are currently out-of-date, the other policies are still given full weight as forming part of the approved development plan. In relation to planning applications for new homes, it is very important to apply the policies of the NPPF and the Maldon District Local Development Plan relating to the four criteria set out in Paragraph 11 (d) ii of the NPPF.

3.0 Policy H2 of the Maldon District Local Development Plan

- 3.1 The Maldon District Local Development Plan (LDP) was approved in July 2017 and forms part of the Development Plan for Maldon district. Policy H2 in the LDP relates to securing an appropriate housing mix.
- 3.2 To ensure the delivery of mixed and balanced communities, and respond appropriately to local housing need, Policy H2 of the LDP sets standards for the housing mix in developments within the authority. It takes a broadly qualitative approach, identifying the need for a housing mix tailored to local need without specifying in policy what the exact mix should be:

“All developments will be expected to provide a suitable mix and range of housing in terms of size, type and tenure to reflect local housing need and demand in both the market and affordable sector, particularly the need for an ageing population.” (Policy H2)

- 3.3 Policy H2 was underpinned by a Strategic Housing Market Area Assessment (SHMAA) that was completed in 2012 and updated in 2014. The data in these documents goes back to a 2008 SHMAA so for planning decision making purposes is considered out of date.

4.0 Local Housing Needs Assessment Update 2025

[Maldon District Local Housing Needs Assessment Update September 2025 | Maldon District Council](#)

- 4.1 Since the approval in 2017 of the LDP, there have been various iterations of both the National Planning Policy Framework (NPPF) and the Housing Market Assessment (now known as the Local Housing Needs Assessment LHNA), with the latest published version of the NPPF being December 2024. The Council had a LHNA completed in 2021 as part of the now aborted work connected with Bradwell B Nuclear Power Station and it was felt appropriate in 2025 to update that document in the context of the review of the LDP.
- 4.2 The current version of the Local Housing Needs Assessment was produced in September 2025. On the 14th October 2025 the LHNA was presented to Members of the Planning Policy Working Group (PPWG). All evidence for the review is presented to Working Group prior to publication on the Council’s website. This 2025 version of the LHNA provides the most up-to-date evidence concerning housing mix for the District and is a material consideration in planning decision making.
- 4.3 The Local Housing Needs Assessment 2025 in Chapter 9 considers the appropriate mix of housing across Maldon District as a whole, with a particular focus on the sizes of homes required in different tenure groups. These are set out in table 1 below.

Table 1: Local Housing Needs Assessment 2025 - suggested housing mix

	Market	Affordable Owned	Affordable Rent
1 bed	5% - 10%	15% - 20%	25% - 30%
2 bed	30% - 35%	40% - 45%	30% - 35%
3 bed	35% - 40%	30% - 35%	25% - 30%

4 bed	20% - 25%	5% - 10%	10% - 15%
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4.4 The LHNA 2025 does not set out that this housing mix should be applied prescriptively on every development scheme. Instead, housing mix recommendations should be adapted to the context and size of a given scheme. It states at paragraphs 9.60 and 9.61 of the document.

“Some variation in housing delivery would be expected in different parts of the District, while total delivery district-wide should match the breakdown provided above. Site location and area character are also relevant considerations as to the appropriate mix of market housing on individual development sites. A flatted scheme in Central Maldon, for example, would not be expected to deliver many, or indeed any, 4+ bedroom homes. Conversely, a smaller proportion of small homes may be appropriate in a less accessible location.

Larger schemes and strategic sites should be expected to match the recommended housing mix more closely, because they are likely to make up a more significant contribution to Maldon’s overall housing delivery. By contrast, small sites should not be expected to deliver a wide mix of housing in line with the percentages shown above.”

5.0 Implementation of Policy H2

5.1 When considering mix of new homes in the determination of planning applications and, in order to reflect the latest need identified in the 2025 LHNA, the max and min percentages could be applied to sites over major housing schemes of 10 or more homes as set out in table 2. This would ensure a suitable housing mix is provided across the District over time, which prioritises smaller properties in order to help address affordability issues.

Table 2 - Suggested housing mix based on the LHNA 2025

	1 bed	2 bed	3 bed	4+ beds
Market	10%	35%	35%	20%

Small sites:

5.2 Small sites are sites of 1 to 9 homes (gross) or less that 0.5 ha. These sites are below the policy threshold for affordable homes. Given the often-constrained nature of these sites, and the mathematical difficulty in delivering a precise mix, the latest LHNA will be used to influence a mix, but a precise mix will be difficult to achieve.

Major sites:

5.3 Major sites are sites defined as 10 or more homes (gross) or 0.5 ha or more, or 1,000 sq metres or more. These sites will be required to provide affordable

homes; the mix of affordable homes should generally reflect the overall mix of the site to help ensure the site is 'tenure blind'. This means that you should not be able to distinguish between the affordable housing and the market housing. However, the precise mix will be informed by the latest need figures provided by the Council's housing team. In relation to the implementation of Policy H2, major sites will fall into 2 categories – 10 up to 50 homes and 50 homes and above.

Major sites – 10 up to 50 homes

- 5.4 Whilst the above table 2 applies to housing schemes of 10 up to 50 homes, this type of smaller scale major development may not be able to facilitate the precise housing mix, and it may not be of character with the surrounding area to apply it. Therefore, the Council could be flexible in negotiating proposals on sites of up to 50 homes based on local context and area characteristics.

Major sites above 50 homes

- 5.5 Above 50 homes the Council would expect Table 2 to be adhered to in any proposal coming forward

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