

Planning Committee Date	4 October 23
Report to	Cambridge City Council Planning Committee
Lead Officer	Joint Director of Planning and Economic Development
Reference	23/01570/FUL
Site	4 Uphall Road
Ward / Parish	Romsey
Proposal	Single storey rear extension and change of use (C4 to Sui Generis - large HMO)
Applicant	Mrs S Goom
Presenting Officer	Rachel Brightwell
Reason Reported to Committee	Third party representations
Member Site Visit Date	N/A
Key Issues	<ol> <li>Residential Amenity impacts (Noise)</li> <li>Car parking and parking stress</li> </ol>
Recommendation	APPROVE subject to conditions

#### 1.0 **Executive Summary**

- 1.1 The application proposes a single storey rear extension and to change the use from Class 4 (HMO) to sui generis (large HMO).
- 1.2 The application is compliant with policy 48 of the Cambridge Local Plan (2018) and the principle of development is considered acceptable.
- 1.3 The proposal is for a single storey rear extension to accommodate an additional bedroom, internal works, changes to the fenestration on the front elevation and a bike store to the front. The proposed changes, with regards to design, are not considered to have any adverse impacts on the character of the site or surrounding area or cause residential amenity harm to neighbouring properties.
- 1.4 The proposed change of use will allow for an increase in maximum occupancy from 6 to 7 individuals, which is considered a marginal increase in the use of the property and so the proposed change of use to a large-scale House in Multiple Occupation (HMO) is not considered to have any adverse impact on the character of the area.
- 1.5 The proposed HMO meets the space standards set out in Policy 50 and provides a suitably sized internal amenity space and garden.
- 1.6 There are no highway safety concerns.
- 1.7 Officers recommend that the Planning Committee APPROVE the application.

#### 2.0 **Site Description and Context**

None-relevant	Х
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X indicates relevance

- 2.1 The existing site is a 6-bedroom, 6-person HMO situated on Uphall Road, within the Romsey Ward of Cambridge. Uphall Road is adjoined to Nuttings Road, which forms a small residential area, centred around a green space. Directly to the front of the property is a grassed area to the north, directly to the south is the rear gardens of No.28 Nuttings Road, to the west is neighbouring residential properties and to the east is Cambridge Airport.
- 2.2 Uphall Road is situated between Barnwell Road and Coldhams Lane. The site can be accessed by car via Coldhams Lane and there is a pedestrian/cycle access via Barnwell Road. On the south-east boundary of the site is Cambridge Airport. Barnwell East nature reserve is located to the north of the site situated behind the properties on the north side of Uphall Road.

2.3 The site is not located within a conservation area or the controlled parking zone.

### 3.0 The Proposal

- 3.1 Single storey rear extension and change of use (C4 to Sui Generis large HMO)
- 3.2 The proposed single storey rear extension will extend approximately 5m in length and will be approximately 3.3m in width. The proposal will have a dual pitched roof. The proposed materials are brick, tiles and UPVC windows to match the existing materials of the property.
- 3.3 The addition of the single storey rear extension will accommodate an additional bedroom to increase the occupancy of the HMO from 6 persons to 7 persons, changing the use to a large HMO. Internal works are proposed, these include the conversion of the existing living room into additional kitchen space and two ensuites which will serve the proposed bedroom and one of the existing ground floor bedrooms. On the first floor, the wall between the two front bedrooms in the original dwelling is to be relocated to increase the size of the existing smaller bedroom.
- 3.4 One of the first-floor windows on the front elevation is to be removed due to the internal reconfiguration of the bedroom and the two remaining window openings are to be enlarged.
- 3.5 An additional cycle store is proposed in the front garden which will provide storage for 3 cycles in addition to the cycle storage which is already in place.
- 3.6 The application has been amended to address concerns raised by the case officer regarding the proposed cycle storage. The site plan has been amended to move the cycle parking from the rear garden to the front garden.

### 4.0 Relevant Site History

Reference	Description	Outcome
15/1360/FUL	Two storey side and single storey front extension and cycle shelter.	Permitted

### 5.0 Policy

### 5.1 National

National Planning Policy Framework 2023

National Planning Practice Guidance

National Design Guide 2021

Technical Housing Standards – Nationally Described Space Standard (2015)

Circular 11/95 (Conditions, Annex A)

# 5.2 Cambridge Local Plan 2018

Policy 1: The presumption in favour of sustainable development Policy 3: Spatial strategy for the location of residential development Policy 28: Sustainable design and construction, and water use Policy 29: Renewable and low carbon energy generation Policy 30: Energy-efficiency improvements in existing dwellings Policy 31: Integrated water management and the water cycle Policy 35: Human health and quality of life Policy 37: Cambridge Airport Public Safety Zone and Air Safeguarding Policy 48: Housing in multiple occupation Policy 50: Residential space standards Policy 55: Responding to context Policy 56: Creating successful places Policy 57: Designing new buildings Policy 58: Altering and extending existing buildings Policy 59: Designing landscape and the public realm

Policy 69: Protection of sites of biodiversity and geodiversity importance

Policy 80: Supporting sustainable access to development

Policy 81: Mitigating the transport impact of development

Policy 82: Parking management

# 5.3 Neighbourhood Plan

N/A

# 5.4 Supplementary Planning Documents

Biodiversity SPD – Adopted February 2022 Sustainable Design and Construction SPD – Adopted January 2020 Cambridgeshire Flood and Water SPD – Adopted November 2016 Cycle Parking Guide for New Residential Developments (2010)

# 5.5 Other Guidance

N/A

# 6.0 Consultations

# 6.1 County Highways Development Management – No Objection

6.2 Recommended case officer to consider the proposals impact on parking demands upon the surrounding streets.

# 6.3 Sustainable Drainage Officer – Object / No Objection

6.4 No objections, subject to conditions requiring the submission of a surface water drainage scheme and the details of foul water drainage works.

# 6.5 Environmental Health – No Objection

- 6.6 No objections or recommendations for conditions. The Environmental Health Officer has raised concern with the potential noise impact of the proposal due to the lack of internal amenity space, which may result in residents spilling into the garden. The Environmental Health Officer has advised that the case officer considers this in their decision.
- 6.7 Information has been provided on the requirements for HMOs in relation to fire fighting equipment, means of escape, fire doors, fire detection and alarms, emergency lighting, kitchen provisions and general licencing issues.

# 7.0 Third Party Representations

- 7.1 2 representations have been received.
- 7.2 Those in objection have raised the following issues:
  - Residential amenity impact (impacts on noise and disturbance)
  - Car parking and parking stress
- 7.3 The above representations are a summary of the comments that have been received. Full details of the representations are available on the Council's website.

### 8.0 Assessment

### 8.1 Planning Background

- 8.2 The application seeks to erect a single storey rear extension and change the use of the property from a Class C4 (HMO) to a sui generis (large HMO). The occupancy will increase from 6-persons (6-bedrooms) to 7persons (7-bedrooms).
- 8.3 In 2015 permission was granted for a two storey side extension, single storey front extension and cycle store to the front (15/1360/FUL). The property is currently used as 6-person HMO under Class C4. At present, three of the bedrooms have attached en-suite bathrooms and three share a bathroom on the first floor. In terms of communal internal amenity space

there is a kitchen, dining room and living room located to the rear of the property outlooking onto the rear garden.

# 8.4 Principle of Development

8.5 The application proposes a change of use to large house in multiple occupation (HMO). The plans show the property subdivided into 7 bedrooms and it would, subject to condition, serve a maximum occupancy of 7 persons. Policy 48 of the Cambridge Local Plan 2018 supports applications for the development of HMOs where they:

a. do not create an over-concentration of such a use in the local area, or cause harm to residential amenity or the surrounding area;

b. the building or site (including any outbuildings) is suitable for use as housing in multiple occupation, with provision made, for example, for appropriate refuse and recycling storage, cycle and car parking and drying areas;

c. will be accessible to sustainable modes of transport, shops and other local services.

8.6 Parts a, b and c of the policy above will be addressed within the following sections of this report.

### 8.7 Design, Layout, Scale and Landscaping

- 8.8 Policies 55, 56, 58 and 59 seek to ensure that development responds appropriately to its context, is of a high quality, reflects or successfully contrasts with existing building forms and materials and includes appropriate landscaping and boundary treatment.
- 8.9 The proposed single storey rear extension will extend approximately 5m in length and will be approximately 3.3m in width. The proposal will have a dual pitch roof that is approximately 2.5m in height at the eaves and 3.5m in height at the ridge. The proposed single storey rear extension is considered to be of a modest scale and design and would read as a subservient addition to the original property. The proposed materials are to match the existing brick, tiles and UPVC windows, therefore the proposal is not considered to appear out of character with the existing property.
- 8.10 The proposed removal of a window and enlargement of two windows at the first-floor level on the front elevation is not considered to cause harm to the appearance of the property or the surrounding area.
- 8.11 The existing property is in use as a 6-bedroom HMO serving 6 persons. The application proposes an increase in the number of bedrooms at the property from 6 to 7, to allow for one extra tenant, through the addition of the proposed single storey extension. The increase in maximum occupancy from 6 to 7 individuals is considered a marginal increase in the

use of the property and so the proposed change of use to a large-scale HMO is not considered to have any adverse impact on the character of the area and is therefore compliant with policies 55, 56 and 58 of the local plan.

- 8.12 A condition will be added to any permission granted, restricting the maximum occupancy of the HMO proposed to 7 persons.
- 8.13 Policy 48 part a) states that proposals for large scale HMOs will be supported where the development will not result in an over-concentration of such a use in the local area.
- 8.14 There is no record of any large HMOs located on Uphall Road or Nuttings Road. For this reason, it is not considered that there is an overconcentration of large HMOs in the area, and so the conversion of an existing small-scale HMO to a large-scale HMO as proposed is not considered to give rise to any adverse impacts on the character of the area. The development is therefore considered compliant with Policy 48 part a) of the Local Plan (2018).
- 8.15 To the front of the property a cycle store is proposed, there are two existing cycle stores located within the front garden, given the size of the front garden an additional cycle storage unit is not considered to result in adverse impacts on the character of the site and is considered appropriate within the street scene.
- 8.16 The application site is situated on Uphall Road and is within an area with good public transport connections and ample active travel arrangements, for this reason the development is considered to be situated within a sustainable location, and so the application is compliant with Policy 48(c) of the Local Plan (2018).
- 8.17 Overall, the proposed development is considered to be in keeping with the character of the immediate context and is acceptable. The proposal is compliant with Cambridge Local Plan (2018) Policies 48(a), 48(c), 55, 56, 58 and 59 and the NPPF (2021).

### 8.18 Trees

- 8.19 Policy 59 and 71 seeks to preserve, protect and enhance existing trees and hedges that have amenity value and contribute to the quality and character of the area and provide sufficient space for trees and other vegetation to mature. Para. 131 of the NPPF seeks for existing trees to be retained wherever possible.
- 8.20 The prosed single storey rear extension may result in the loss of hedges at the boundary with No.2. The trees that would be affected by the proposal do not provide a significant amenity value as perceived from the public realm.

8.21 Subject to conditions as appropriate, the proposal would accord with policies 59 and 71 of the Local Plan.

# 8.22 Water Management and Flood Risk

- 8.23 Policies 31 and 32 of the Local Plan require developments to have appropriate sustainable foul and surface water drainage systems and minimise flood risk. Paras. 159 169 of the NPPF are relevant.
- 8.24 The Council's Sustainable Drainage Engineer has advised that conditions should be added requiring a surface water drainage scheme and details of the foul water to be submitted and approved by the LPA. The proposed single storey extension will utilise the existing drainage connections to the host dwelling and the scheme will allow for minor changes to the existing garden. Therefore, it is considered unnecessary to request surface or foul water drainage schemes in this case.
- 8.25 The applicants have suitably addressed the issues of water management and flood risk, and subject to conditions the proposal is in accordance with Local Plan policies 31 and 32 and NPPF advice.

# 8.26 Highway Safety and Transport Impacts

- 8.27 Policy 80 supports developments where access via walking, cycling and public transport are prioritised and is accessible for all. Policy 81 states that developments will only be permitted where they do not have an unacceptable transport impact.
- 8.28 Para. 111 of the NPPF advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 8.29 The Highway Authority have no objections to the proposal.
- 8.30 Access to the site would remain the same as the existing access arrangements. There are no concerns on highway safety stemming from the proposed access arrangements.
- 8.31 There is a minimal amount of construction work required in order to complete the proposed development. The works would include minor internal re-arrangements in addition to the erection of the proposed outbuilding (cycle store). For this reason, the construction impacts of the proposals are considered to be of a minor nature and would not lead to adverse impacts on the safe operations of the public highway.
- 8.32 The proposal accords with the objectives of policy 80 and 81 of the Local Plan and is compliant with NPPF advice.

# 8.33 Cycle and Car Parking Provision

#### 8.34 Cycle Parking

- 8.35 The Cambridge Local Plan (2018) supports development which encourages and prioritises sustainable transport, such as walking, cycling and public transport. Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with the cycle parking standards as set out within appendix L which for residential development states that one cycle space should be provided per bedroom for dwellings of up to 3 bedrooms. These spaces should be located in a purpose-built area at the front of each dwelling and be at least as convenient as car parking provision. To support the encourage sustainable transport, the provision for cargo and electric bikes should be provided on a proportionate basis.
- 8.36 The application proposes an additional cycle storage unit to the front of the property as well as the retaining the existing cycle storage to the front. In total there will be provision to securely store 8 cycles to the front of the property.
- 8.37 Specific details of the storage of bicycles have not been provided but this can be dealt with via condition.
- 8.38 The provision of bicycles is deemed acceptable and in line with the requirements of policy 82 and Appendix L of the Cambridge Local Plan, subject to conditions.
- 8.39 Car parking
- 8.40 Policy 82 of the Cambridge Local Plan (2018) requires new developments to comply with, and not exceed, the maximum car parking standards as set out within appendix L. Outside of the Controlled Parking Zone the maximum standard is no more than 1.5 spaces per dwelling for up to 2 bedrooms and no less than a mean of 0.5 spaces per dwelling up to a maximum of 2 spaces per dwelling for 3 or more bedrooms. Inside the Controlled Parking Zone the maximum standard is no more than and and is no more than one space per dwelling for any dwelling size. Car-free and car-capped development is supported provided the site is within an easily walkable and cyclable distance to a District Centre or the City Centre, has high public transport accessibility and the car-free status cab be realistically enforced by planning obligations and/or on-street controls. The Council strongly supports contributions to and provision for car clubs at new developments to help reduce the need for private car parking.
- 8.41 The application proposes no off-street car parking spaces. Uphall Road is in close proximity to public transport links to the city centre and the area is equipped for active travel arrangements. For these reasons, the site is considered to be situated within a sustainable location and therefore is not deemed car dependant.

- 8.42 Concerns have been raised from the Highways Officer and third party representations that the increase in occupancy of the property from 6 persons to 7 persons will increase the demand for on-street car parking on Uphall Road and Nuttings Road.
- 8.43 When considering that the proposal seeks to increase the occupancy by 1 person, the proposal is not considered to have a significant impact on the demand in parking. Furthermore, when considering the sustainable location of the site due to its close proximity to public transport links and active travel arrangements, providing access to local shops and the city centre, it is not deemed to be a car dependant location. Therefore, the proposed increase in occupancy is not considered to cause a significant demand in parking on the surrounding streets.
- 8.44 Subject to conditions, the proposal is considered to accord with policy 82 of the Local Plan and the Greater Cambridge Sustainable Design and Construction SPD.

### 8.45 Amenity

- 8.46 Policy 35, 50, 52, 53 and 58 seek to preserve the amenity of neighbouring and / or future occupiers in terms of noise and disturbance, overshadowing, overlooking or overbearing and through providing high quality internal and external spaces.
- 8.47 Neighbouring Properties
- 8.48 The principal dwelling to be impacted by the proposed single storey rear extension is No.2 Uphall Road.
- 8.49 The proposed rear extension will extend approximately 5m in length and will be approximately 2.6m in height at the boundary with No.2. When considering the scale and massing of the proposed extension it is not considered to have a significant overbearing impact.
- 8.50 The proposal may result in the loss of some morning light to the ground floor windows of No.2 due to the orientation of the site. The pitched roof is considered to alleviate some of this loss of light. Furthermore, when considering, that a similar extension could be erected at the boundary under permitted development rights, the proposal is not deemed to cause a significantly harmful loss of light to warrant refusal.
- 8.51 The proposed windows outlook onto the rear garden therefore the proposal will not harmfully overlook No.2.
- 8.52 The proposed fenestration changes on the front elevation are to enlarge existing openings, therefore will not cause harmful overlooking onto the street scene.
- 8.53 Future Occupants

- 8.54 Policy 50 of the Cambridge Local Plan (2018) requires all new residential units to meet or exceed the Government's Technical Housing Standards Nationally Described Space Standards (2015). While there is no standard for specifically for HMOs, these standards can be used as a guide to assess the amenity provided for HMO residents in accordance with policy 48.
- 8.55 The gross internal floor space measurements for units in this application are shown in the table below:

Bedroom	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m <sup>2</sup> )	Proposed size of bedroom	Difference in size
1	1	1	7.5	13.4	+5.9
2	1	1	7.5	16.1	+8.6
3	1	1	7.5	15	+7.5
4	1	1	7.5	8.6	+1.1
5	1	1	7.5	11.8	+4.3
6	1	1	7.5	11.5	+4
7 (proposed rear extension)	1	1	7.5	12.4	+4.9

Unit	Number of occupie rs	Number of bed spaces (persons)	Number of storeys	Policy Size requirement (m <sup>2</sup> ) [single dwellinghouse]	Proposed size of unit	Difference in size
HMO	7	7	3	136.5	157	+20.5

- 8.56 All the bedrooms exceed the space standards.
- 8.57 Third party representations and the Environmental Health Officer have raised concern that the proposal has limited shared internal amenity space due to the loss of the existing living room. There are concerns that this would increase the use of the garden as a communal space, which will cause noise and disturbance for the neighbouring occupiers.
- 8.58 The proposed kitchen area is sufficient in size to meet the provisions required by licencing and the living space can suitably accommodate 7 persons to sit at the table. When considering the proposed communal space, the size of the bedrooms (which exceed space standards) and that the proposal seeks to increase the occupancy by only 1 person, the proposal therefore is not considered to significantly increase noise from the garden.
- 8.59 Garden Size

- 8.60 The rear garden will be approximately 177sqm, this is deemed to be suitable for accommodating table/chairs for maximum occupancy, circulation space and space to hang washing. The proposal therefore is compliant with policy 48 of the Local Plan.
- 8.61 Construction and Environmental Impacts
- 8.62 Policy 35 guards against developments leading to significant adverse impacts on health and quality of life from noise and disturbance. Noise and disturbance during construction would be minimized through conditions restricting construction hours and collection hours to protect the amenity of future occupiers. These conditions are considered reasonable and necessary to impose.
- 8.63 Summary
- 8.64 The development is considered suitable for use as a large HMO, subject to conditions regarding bins and cycle stores, and so is compliant with policy 48 (b) of the local plan.
- 8.65 The proposed single storey rear extension is not considered to cause significant residential amenity harm to No.2 Uphall Road.
- 8.66 The proposal adequately respects the amenity of its neighbours and of future occupants and is considered that it is compliant with Cambridge Local Plan (2018) policies 35, 48(b) and 58.

# 8.67 Other Matters

- 8.68 Bins
- 8.69 Policy 57 requires refuse and recycling to be successfully integrated into proposals.
- 8.70 The garden to the front of the property is considered to be adequate to store the required number of bins for the proposed HMO. Whilst no plans identifying the design of the proposed bin store have been provided, it would be suitable to secure the designs via a condition. A condition will be added to any permission granted requiring the submission of details identifying the proposed design of the bin store, to include roof top planters and be situated to the front of the property.

# 8.71 Planning Balance

8.72 Planning decisions must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (section 70(2) of the Town and Country Planning Act 1990 and section 38[6] of the Planning and Compulsory Purchase Act 2004).

- 8.73 Third party representations have raised concern regarding the proposal impact on noise and disturbance to neighbouring occupiers due to the increase in occupancy and loss of shared internal amenity space. Officers consider that the proposed internal amenity space is sufficient in size to accommodate the requirements of licencing for large HMOs. Furthermore, all the bedrooms exceed space standards which reduces the reliance on shared spaces. Overall, it is considered that the increase in 1 person will not exacerbate the use of the garden by future occupiers.
- 8.74 Third party representations have also raised concern regarding the proposals impact on the demand in car parking in the surrounding streets. When considering that the proposal seeks to increase the occupancy by 1 person and the sustainable location of the site the proposal is not considered to have a significant impact on the demand in parking.
- 8.75 The proposed development is not considered to adversely affect the amenity of neighbouring occupiers.
- 8.76 The proposed development is appropriate for its location and is in keeping with the character of the immediate context while creating a good quality living environment for future occupiers.
- 8.77 The development will positively contribute to the supply of residential accommodation available to the public within Cambridge.
- 8.78 Having taken into account the provisions of the development plan, NPPF and NPPG guidance, the views of statutory consultees and wider stakeholders, as well as all other material planning considerations, the proposed development is recommended for approval.

### 9.0 Recommendation

### 9.1 **Approve** subject to:

-The planning conditions as set out below with minor amendments to the conditions as drafted delegated to officers.

# 10.0 Planning Conditions

1 – Time Limit

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2- Drawings

The development hereby permitted shall be carried out in accordance with the approved plans as listed on this decision notice.

Reason: In the interests of good planning, for the avoidance of doubt and to facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990.

#### 3 – Bikes and Bins

The permitted use shall not be commenced, until details of facilities for the covered, secure parking of cycles at the front of the property and secure storage of bins for use in connection with the development have been submitted to and approved in writing by the Local Planning Authority. The details shall include the means of enclosure, materials, type and layout of the cycle and bin store. A cycle store proposed with a flat / mono-pitch roof shall include plans providing for a green roof. Any green roof shall be planted / seeded with a predominant mix of wildflowers which shall contain no more than a maximum of 25% sedum planted on a sub-base being no less than 80 millimetres thick. The bin store, cycle store and green roofs as appropriate shall be provided and planted in full in accordance with the approved details prior to occupation or commencement of use and shall be retained as such.

Reason: To ensure appropriate provision for the secure storage of bicycles, to encourage biodiversity and slow surface water run-off (Cambridge Local Plan 2018 policies 31 and 82).

#### 4 - HMO Management Plan - Noise

The development, hereby permitted, shall not be occupied, or the use commenced, until a management plan has been submitted to and approved in writing by the Local Planning Authority. The management plan shall include provisions relating to:

a) management of the property and how any management issues will be addressed

b) external display of contact information for on-site management issues and emergencies for members of the public

c) provision for refuse, cycle and car parking and drying areas etc.

d) details of guidance for tenants regarding acceptable standards of behaviour/use of the premises with a particular emphasis on noise prevention and attenuation.

The development shall thereafter be managed in accordance with the approved plan.

Reason: In order to ensure the occupation of the site is well managed and does not give rise to significant amenity issues for nearby residents (Cambridge Local Plan 2018 policies 35 and 48).

5 – HMO Communal Areas

The internal communal areas as shown on the approved drawings shall be provided prior to occupation of the building for the proposed use and retained for communal uses and used for no other purpose(s).

Reason: To ensure adequate internal communal space is provided for future occupants (Cambridge Local Plan 2018 policies 48 and 50).

6 – HMO Max Occupancy

The application site shall have no more than 7 people residing within it at any one time.

Reason: A more intensive use would need to be reassessed in interests of the amenity of neighbouring properties. (Cambridge Local Plan 2018 policies 56 and 48).

7 – Noise construction hours

No construction or demolition work shall be carried out and no plant or power operated machinery operated other than between the following hours: 0800 hours and 1800 hours on Monday to Friday, 0800 hours and 1300 hours on Saturday and at no time on Sundays, Bank or Public Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.

Reason: To protect the amenity of the adjoining properties. (Cambridge Local Plan 2018 policy 35).

Background Papers:

The following list contains links to the documents on the Council's website and / or an indication as to where hard copies can be inspected.

Cambridge Local Plan 2018

Cambridge Local Plan SPDs