CITY OF WESTMINSTER				
PLANNING	Date	Classification		
APPLICATIONS SUB COMMITTEE	26 September 2017	For General Rele	ase	
Report of		Ward(s) involve	Ward(s) involved	
Director of Planning		Bayswater	Bayswater	
Subject of Report	97 Westbourne Park Villas, London, W2 5ED,			
Proposal	Use of part basement and ground floors as 1 x 2 bedroom maisonette (Class C3) and external alterations including creation of front lightwell with associated railings, staircase and new windows to front elevation and installation of raised terrace with associated railings and doors to rear elevation.			
Agent	Ms Donna Clarke			
On behalf of	Mr Roland Cowan			
Registered Number	17/05606/FULL	Date amended/	30 June 2017	
Date Application Received	23 June 2017	completed		
Historic Building Grade	Unlisted			
Conservation Area	Westbourne			

1. **RECOMMENDATION**

Grant conditional permission.

2. SUMMARY

The application site comprises the ground and basement floors of a mid-terrace property on the north side of Westbourne Park Villas. The property is unlisted, but is located within the Westbourne Conservation Area.

Planning permission is sought for the use of part of the basement floor and the ground floor as a two bedroom maisonette (Class C3) and external alterations, including creation of a front lightwell with associated railings, staircase and new windows and installation of a raised terrace with associated railings and doors to rear elevation.

Letters of concern have been received from the local amenity societies, primarily on the grounds of the loss of the existing retail unit.

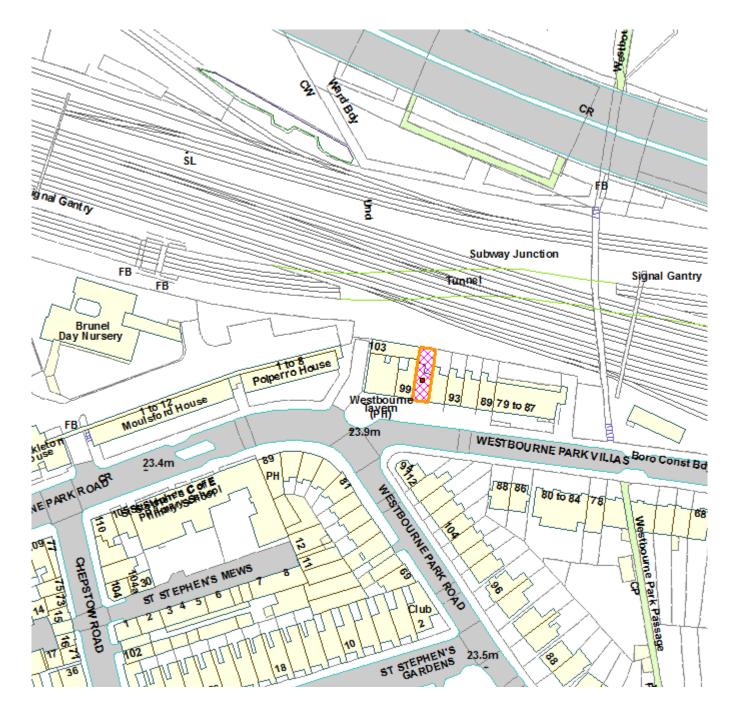
The key issues in the consideration of this application are:

- The impact of the proposals in land use terms;
- The impact of the proposals upon the amenity of neighbouring properties;
- The impact of the elevation changes upon the Westbourne Conservation Area.

The proposals are considered to accord with City Council policies in the City Plan (November 2016) and the Unitary Development Plan (UDP) (January 2007) in land use, design, amenity and highways terms. The application is therefore recommended for approval.

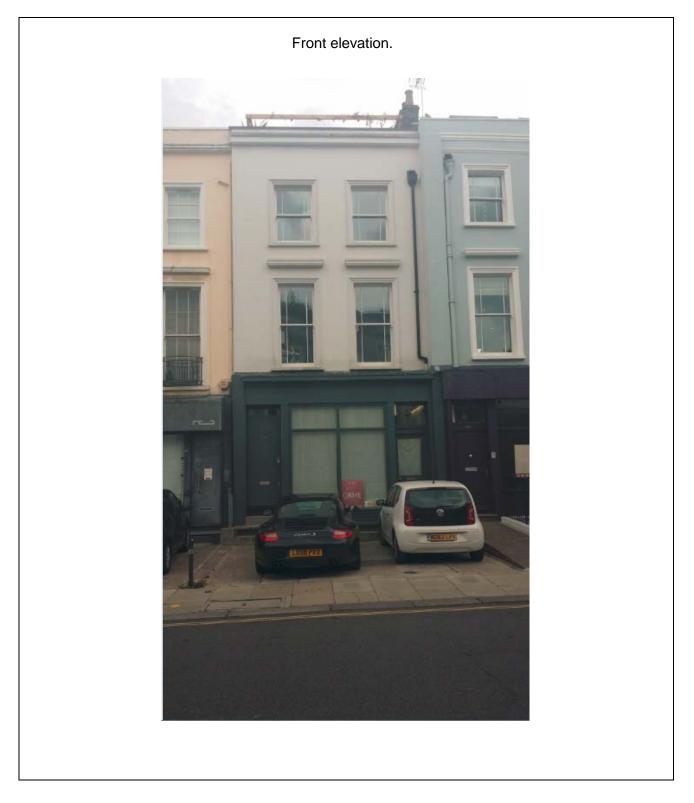
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3. LOCATION PLAN

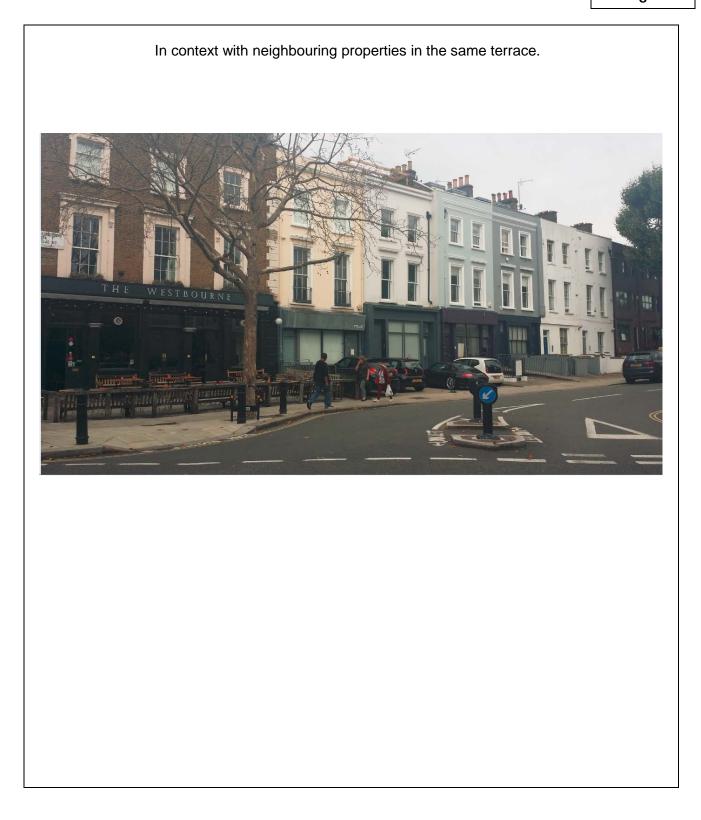


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4. PHOTOGRAPHS







5. CONSULTATIONS

SOUTH EAST BAYSWATER RESIDENTS ASSOCIATION:

Regret loss of retail unit as was very popular coffee shop/ restaurant use before lease was not renewed. Do not like front door of proposed unit. Do not consider design to be good enough for residential building in Westbourne Conservation Area. It is ok as entrance to shop unit but not residential entrance. Assume ventilation grille below shop window is being removed. Condition needed that railings at front are painted and maintained in black. What is the proposed use of the front forecourt. A condition must be imposed to prevent the use of the forecourt for parking by others. Forecourt could be made into an attractive garden. Cannot gain access to rear but assume proposal causes no nuisance to adjoining neighbours. Trust internal lighting meets all necessary standards and same applies for size of rooms and fire escape provisions. Cannot see facilities for storage of waste and recycling.

NOTTING HILL EAST NEIGHBOURHOOD FORUM/ WESTBOURNE NEIGHBOURHOOD ASSOCIATION:

Consider the application invalid as it omits to show land in the same ownership and has no Design and Access Statement. We regret the loss of yet another shop unit, but realise the commercial sense of making the change. We have concerns that the unit has no outside space, yet impinges on the privacy of others at the back.

HIGHWAYS PLANNING MANAGER: No objection subject to conditions.

ADJOINING OWNERS/OCCUPIERS: No. consulted: 11; No. responses: 0

ADVERTISEMENT/ SITE NOTICE: Yes.

6. BACKGROUND INFORMATION

6.1 The Application Site

The application site comprises the ground and basement floors of a mid-terrace property on the north side of Westbourne Park Villas. The property is unlisted, but is located within the Westbourne Conservation Area.

The lawful use of the unit is as a Class A3 restaurant; however, it has been vacant for more than three years. The property is close to, but not within the Westbourne Park Road Local Centre. It is located within the North West Westminster Special Policy Area (NWWSPA) as defined by the adopted Unitary Development Plan and the North Westminster Economic Development Area (NWEDA) as defined by the adopted City Plan.

The application property already comprises residential units on the upper floors. The ground and basement floors at No.99 and the rearmost rooms of No.97 at ground floor are in Class B1 office use and have been granted prior approval for conversion to residential accommodation. The applicant advises that this prior approval is in the process of being implemented, save for the room to the rear part of 97 Westbourne Park Villas at ground floor level. The basement at No.95 has also been granted prior approval for conversion from Class B1 office use to residential use and the ground floor, whilst it would appear to be vacant at present, it has a lawful use as a Class A1 retail unit.

6.2 Recent Relevant History

6.2.1 97 Westbourne Park Villas

14/09195/FULL

On 24 November 2014 planning permission was refused for the use of basement and ground floors as 1 x 2 bedroom maisonette (Class C3) and external alterations including creation of front lightwell with associated railings, staircase and new windows to front elevation and installation of raised terrace with associated railings and doors to rear elevation.

Reason:

The proposal would result in the loss of a non-A1 retail unit which would restrict valuable services for local users, would be detrimental to the viability, character and function of the parade and the other retail units in the nearby vicinity, including those in the Westbourne Park Road Local Centre, and in the absence of full and proper marketing to support the change of use would be contrary to the objectives of policies SS8 and SS9 of the adopted Unitary Development Plan (January 2007).

10/04389/FULL

On 14 October 2010, permission was granted for the retention of the use of the ground, basement and forecourt as a café/restaurant (Class A3).

6.2.2 99 Westbourne Park Villas

15/08704/P3JPA

On 10 November 2015 prior approval was granted for the use of existing offices (Class B1(a)) at lower ground and ground floor level at Nos.97 and 99 for residential (Class C3) purposes as two dwellings. Application for prior approval under Part 3 Schedule 2 Class 0 of the Town and Country Planning (General Permitted Development) (England) Order 2015.

16/01497/FULL

On 20 November 2016 permission was granted for alterations to windows and doors including the installation of Juliette balconies and creation of deck to the rear ground floor level. Increase in height of rear single storey extension.

6.2.3 Background History

A report relating to the approval of the Class A3 use provides the following detailed discussion of the previous history of the site.

Planning permission was granted on 28 November 1983 for the use as a patisserie and cafe. Given that cafes fell outside the Town and Country Planning (Use Classes) Order (1972) and a patisserie/ cafe would probably have been a mixed use, its lawful use would have been likely to have been outside any Classes and therefore been a Sui Generis use. The occupation of the ground floor as a hairdresser (as photographed on 18 April 1991) would therefore have been unlawful. According to the officer's report for the application to change the unit's use to an office (RN: 00/01198/FULL) the unit was vacant between 1997 and 2000. It is therefore possible that the unit was used under Class A1 for an uninterrupted period of more than ten years between 1983 and 1997. However, there is no evidence that this was the case and, given that planning permission was granted in 1983 for its use as a patisserie and cafe, it appears unlikely that this occurred.

Planning permission was granted on 11 May 2000 for the use of the ground floor and basement as an extension to the existing architects office at No. 99 Westbourne Park Villas and on 10 October 2000 (RN: 00/05065/FULL) for a rear extension at basement and ground floors for use as an extension to this office accommodation. It is understood through discussions with Mrs. Cowan from the architect's office at No. 99 Westbourne Park Villas who were due to occupy this floorspace that, although the rear extension has been occupied as an office (see RN: 00/05065/FULL), the occupation of the ground and basement floors as an office (RN: 00/01198) never took place. These floors were vacant whilst upgrading works took place between 2002 - 2006. The unit was then vacant for approximately a year and then re-occupied from 2007 onwards by Gusto, the most recent occupier.

7. THE PROPOSAL

Permission again is sought for the use of part of the basement and the ground floor as a two bedroom maisonette (Class C3) and external alterations, including creation of a front lightwell with associated railings, staircase and new windows and installation of a raised terrace with associated railings and doors to rear elevation.

The proposals and the supporting information have been submitted to seek to overcome the previously refused application detailed n Section 6.2.1 above.

8. DETAILED CONSIDERATIONS

8.1 Land Use

8.1.1 Loss of Retail Unit

Objections from the local amenity societies have been raised on the grounds of the loss of the existing retail unit; however, they both make clear that they understand the reasoning for the submission in terms of the long term vacancy of the unit and the

isolated location of the unit following the loss of neighbouring shop units over recent years.

The application site is located in the middle of a short parade of commercial units that stretches between Nos.89 - 101 Westbourne Park Villas. At ground floor level Nos.89 - 93 have been converted into residential units, No. 95 has a Class A1 retail shop use (albeit it is vacant), No.99 is in use as an architect's office (Class B1), and No.101 is a public house (Class A4). This short parade is not located within a designated shopping frontage. Nearby on Westbourne Park Road, however, is the Core Frontage of the Westbourne Park Road Local Centre. To the west of the application site are disparate short parades and other units that form the Non-Core Frontage of the Westbourne Park Road Local Centre.

Policy SS8 of the adopted Unitary Development Plan states that the loss of non-A1 retail uses, to residential, Class B1 or other uses which do not serve visiting members of the public, will only be permitted in isolated shop-type units. Policy SS9 of the UDP states that A) Permission will normally be granted for the change of use to residential or other appropriate use of a long term vacant shop type units, which is 1) on the periphery of a district or local centre; 2) on the periphery of a small parade or 3) an isolated shop-type unit. Part B of SS9 states that permission for the change of the use to residential, of a long term vacant isolated shop formerly in A1 use will only be granted in exceptional circumstances.

The first issue in assessing this proposal therefore relates to whether or not the unit constitutes an isolated unit. Given its siting adjacent to a Class A1 unit and one property away from the public house (Class A4), it is not considered to be an isolated unit. Furthermore, this parade in which this unit sits does not function as a stand-alone parade. Rather, its function is linked and subordinate to the Westbourne Park Road Local Centre, which is dispersed across a wider area than most.

Given the sites location directly opposite the Core Frontage properties of the Westbourne Park Road Local Centre, the applicant argues that it could be considered that the application site is on the periphery of the Local Centre. Therefore in support of the proposals, the applicant has submitted a marketing report demonstrating that the site has been vacant on a long-term basis despite active marketing.

Paragraph 7.103 of the UDP states that 'the periphery' means the end unit in a consecutive row or group'. As the property is opposite the local centre the unit is not considered to be on the periphery.

The assessment of the application therefore relies solely on the long-term vacancy of the unit.

The marketing report is produced by Orme Retail, who are an active retail agent in the Westbourne area. It sets out the extensive efforts which have been made to find an occupier for the unit over the period September 2014 up until June 2017 (over 32 months). Marketing has included national and local advertising, agent boards in the window of the premises, email campaigns etc. Despite all these efforts no willing retail occupier has been found.

The marketing report also examines the current property market in the area and vacancy levels. It concludes that No.97 is an unattractive prospect for potential occupiers due primarily to its location divorced from other retail units, with poor footfall levels, as well as its size and layout, with limited ground floor space. The lack of proper full height ventilation extraction also makes the unit unattractive to potential Class A3 restaurant occupiers.

The report concludes that it is unlikely that further marketing will generate new interest in the unit and that current economic uncertainty means that the market is unlikely to improve in the foreseeable future.

Given the extensive efforts to market the unit, as required by Policy SS9, and as this is now an isolated unit within what is otherwise a dead retail frontage, except for the public house, it is considered that the loss of the retail unit, whilst regrettable, has now been justified and is acceptable in land use terms.

8.1.2 Proposed Residential Use

The principle of the creation of a residential unit is supported by Policies S14 of the City Plan and the H3 of the UDP.

Policy 3.5 of the London Plan, Policy S29 of the City Plan and Policy ENV13 of the UDP seek to ensure a satisfactory standard of accommodation for future occupiers.

Policy 3.5 requires that two bedroom units over two floors have a minimum gross internal area of 83m2. The proposed unit would have an internal floor area of approximately 96m2 and as such is compliant with this policy. The light reaching the bedrooms at basement level would be limited; however, given that the ground floor is dual aspect and that this arrangement is common across the City, it is considered that planning permission could not be reasonably withheld on this basis.

Environmental Health comment that the means of escape may not be sufficient; however, as this will be dealt with at a later stage by Building Regulations, most likely by amendments to the internal layout of the residential unit, which would not require further planning permission, permission could not reasonably be withheld on this basis of these concerns.

The proposed residential unit is therefore considered to be acceptable in land use terms.

8.2 Townscape and Design

It is considered that the proposed alterations to the front and rear elevations would maintain the appearance of the existing building and would preserve the character and appearance of the Westbourne Conservation Area. The alterations proposed are consistent with the detailed design of the existing building and therefore design concerns raised by the South East Bayswater Residents Association cannot be supported. The proposed alterations would be in accordance with policies S25 and S28 in the City Plan and policies DES1, DES5 and DES9 in the Unitary Development Plan.

8.3 Residential Amenity

Policy S29 of the City Plan and ENV13 of the UDP relate to protecting amenities, daylight and sunlight, and environmental quality. Policy ENV 13 (D) states that the City Council will resist proposals which result in a material loss of daylight or sunlight, particularly to existing dwellings and educational buildings. Policy ENV 13 (E) goes on to state that developments should not result in a significant increase in sense of enclosure, overlooking, or cause unacceptable overshadowing, particularly on gardens, public open space or on adjoining buildings, whether in residential or public use.

An objection has been received from the local amenity society on the grounds that the proposals may impinge on the privacy of properties to the rear.

A narrow raised ground floor balcony is proposed to the rear of the new residential unit, accessed from the sliding doors of the kitchen. Raised terraces have the potential to affect the privacy of neighbouring occupiers; however, in this instance it would overlook gardens which currently serve the office at No.99. Furthermore, it would be adjacent to an existing raised terrace at No.95 and as such would not materially increase the degree of overlooking into any of the neighbouring properties' gardens.

The proposed alterations to the front lightwell would have no impact on the amenities of neighbouring occupiers.

The proposal is accordingly considered acceptable with regard to Policy S29 in the City Plan and Policy ENV13 in the Unitary Development Plan.

8.4 Transportation/ Parking

The proposed residential unit would provide both off-street car parking on the front forecourt and secure cycle parking storage internally within the unit. These are to be secured by condition and as such the proposal would comply with Policies TRANS10 and TRANS23 of the adopted UDP.

8.5 Economic Considerations

No economic considerations are applicable for a development of this size

8.6 Access

The residential unit would not have level access from the street or the off-street car parking space on the forecourt. Whilst this is regrettable, given that the proposals are for the conversion of the existing building, rather than for the redevelopment, and as the proposal would create a single private dwelling, it is not considered that permission could reasonably be withheld on this ground..

8.7 Other UDP/ Westminster Policy Considerations

Waste and recycling storage facilities are shown within the kitchen area at ground floor level. For this sized unit the facilities are proposed to be acceptable and will require the future occupier to place waste and recycling on the highway on collection day, as per the existing arrangement for other residential properties in this area.

8.8 London Plan

This application does not raise any strategic issues.

8.9 National Policy/ Guidance Considerations

The City Plan and UDP policies referred to in the consideration of this application are considered to be consistent with the NPPF unless stated otherwise.

8.10 Planning Obligations

Planning obligations are not relevant in the determination of this application.

The total estimated CIL is £26,049.30 of which £6,069.96 corresponds to Mayoral CIL and £19,979.34 corresponds to Westminster CIL.

8.11 Environmental Impact Assessment

The proposed development is of insufficient scale to require an Environmental Impact Assessment. Where relevant, the environmental impact of the development has been assessed in earlier sections of this report.

8.12 Other Issues

Notting Hill East Neighbourhood Forum originally commented that the application submission did not show land in the same ownership and that the application was not submitted with a Design and Access Statement. A revised site location plan was submitted to address the amenity societies concerns and all the elements of a Design and Access Statement have been submitted as part of the initially submitted Planning Statement.

Environmental Health have commented that the basement windows may be easily accessed by intruders using the staircase. This application has not required consultation with the 'Designing Out Crime Advisor'; however, it is not considered that permission cannot be withheld on this basis as the provision of windows within a front lightwell is typical of many lightwells across the City.

9. BACKGROUND PAPERS

- 1. Application form
- 2. Response from Notting Hill East Neighbourhood Forum, dated 14 July 2017.
- 3. Letter from South East Bayswater Residents Association 23 July 2017.
- 4. Response from the Highways Planning Manager dated 21 July 2017.
- 5. Response from Environmental Health dated 24 August 2017.

(Please note: All the application drawings and other relevant documents and Background

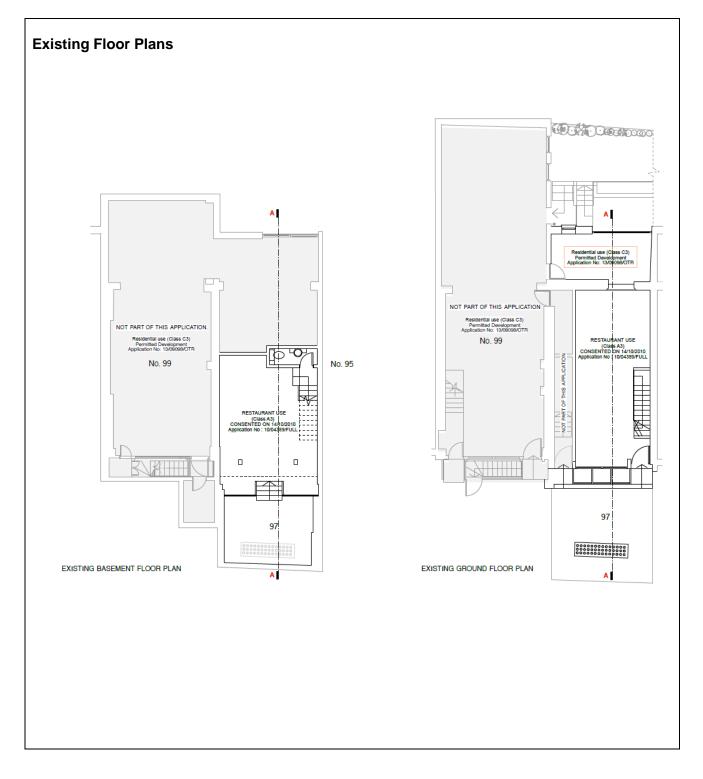
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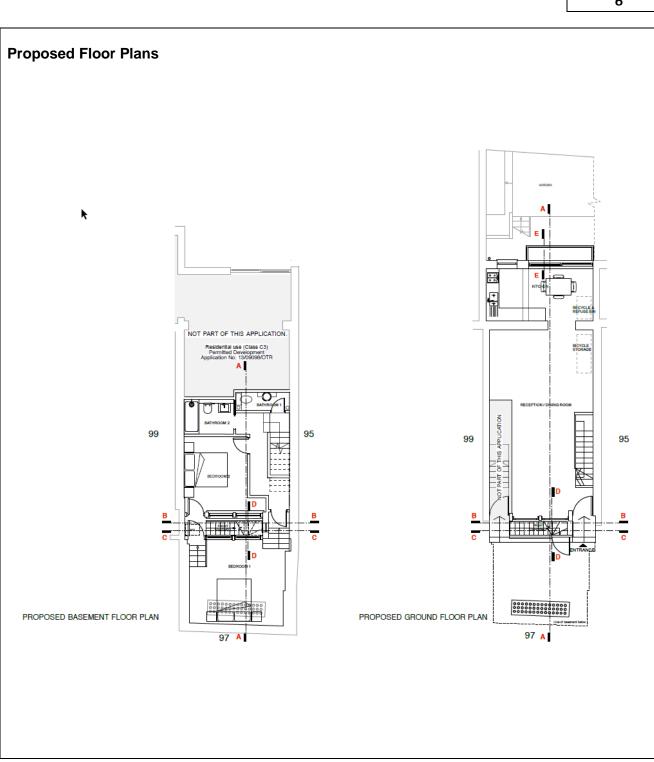
Papers are available to view on the Council's website)

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT PLEASE CONTACT THE PRESENTING OFFICER: OLIVER GIBSON BY EMAIL AT ogibson@westminster.gov.uk

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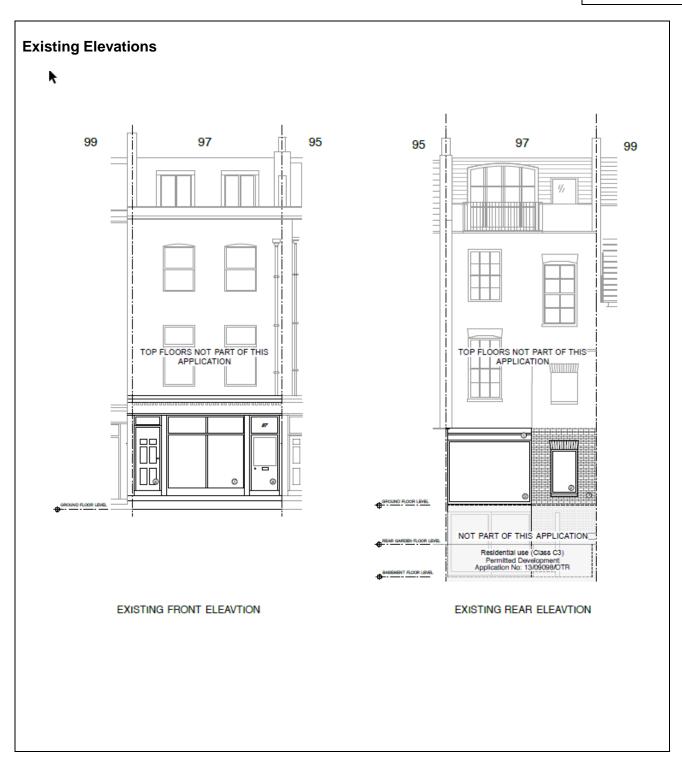
10. KEY DRAWINGS

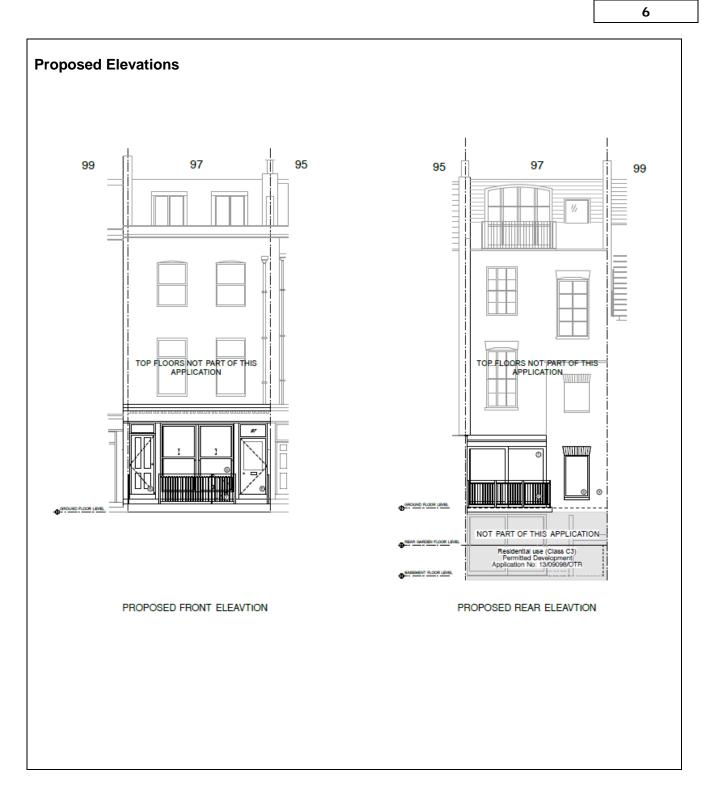


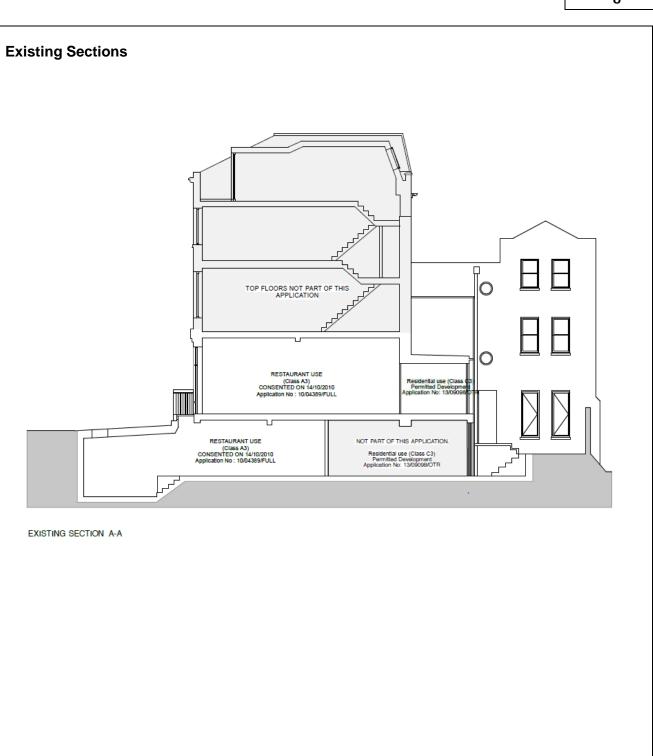


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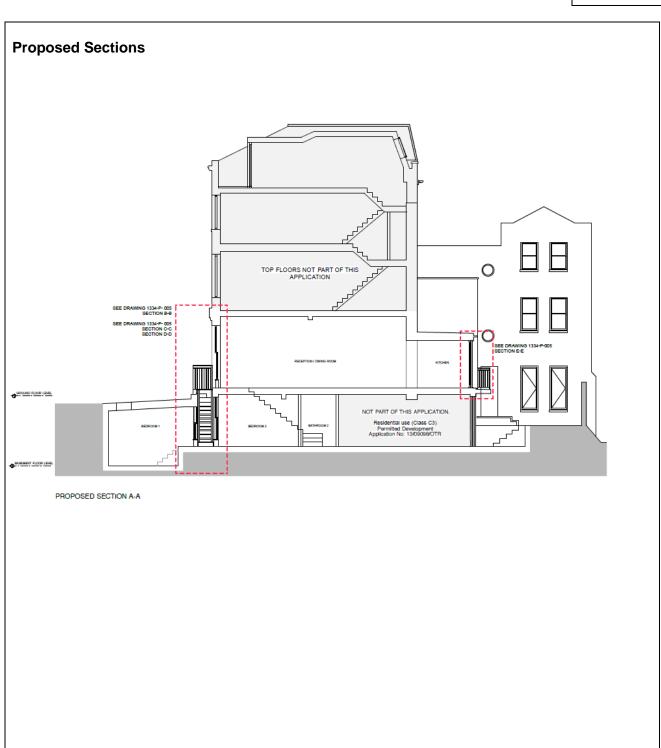
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DRAFT DECISION LETTER

Address: 97 Westbourne Park Villas, London, W2 5ED,

- **Proposal:** Use of part basement and ground floors as 1x2 bedroom maisonette (Class C3) and external alterations including creation of front lightwell with associated railings, staircase and new windows to front elevation and installation of raised terrace with associated railings and doors to rear elevation.
- Plan Nos:
 1334- Location Plan; 1334-EX: 001; 002; 003; 1334-P:001; 002; 003; 004; 005;

 Planning Statement including Appendices 1-5.

Case Officer: Kimberley Davies Direct Tel. No. 020 7641 5939

Recommended Condition(s) and Reason(s) or Reason(s) for Refusal:

1 The development hereby permitted shall be carried out in accordance with the drawings and other documents listed on this decision letter, and any drawings approved subsequently by the City Council as local planning authority pursuant to any conditions on this decision letter.

Reason:

For the avoidance of doubt and in the interests of proper planning.

- 2 Except for piling, excavation and demolition work, you must carry out any building work which can be heard at the boundary of the site only:
 - o between 08.00 and 18.00 Monday to Friday;
 - o between 08.00 and 13.00 on Saturday; and
 - o not at all on Sundays, bank holidays and public holidays.

You must carry out piling, excavation and demolition work only:

- o between 08.00 and 18.00 Monday to Friday; and
- o not at all on Saturdays, Sundays, bank holidays and public holidays.

Noisy work must not take place outside these hours unless otherwise agreed through a Control of Pollution Act 1974 section 61 prior consent in special circumstances (for example, to meet police traffic restrictions, in an emergency or in the interests of public safety). (C11AB)

Reason:

To protect the environment of neighbouring occupiers. This is as set out in S29 and S32 of Westminster's City Plan (November 2016) and ENV 6 of our Unitary Development Plan that we adopted in January 2007. (R11AC)

3 All new work to the outside of the building must match existing original work in terms of the choice of materials, method of construction and finished appearance. This applies unless differences are shown on the drawings we have approved or are required by conditions to this permission. (C26AA)

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Westbourne Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

4 The railings to the front and rear elevations must be painted black and be retained in that colour thereafter.

Reason:

To make sure that the appearance of the building is suitable and that it contributes to the character and appearance of this part of the Westbourne Conservation Area. This is as set out in S25 and S28 of Westminster's City Plan (November 2016) and DES 1 and DES 5 or DES 6 or both and paras 10.108 to 10.128 of our Unitary Development Plan that we adopted in January 2007. (R26BE)

5 You must provide the waste store shown on drawing 1334-P-001 before anyone moves into the property. You must clearly mark it and make it available at all times to everyone using the flat. You must store waste inside the property and only put it outside just before it is going to be collected. You must not use the waste store for any other purpose. (C14DC)

Reason:

To protect the environment and provide suitable storage for waste as set out in S44 of Westminster's City Plan (November 2016) and ENV 12 of our Unitary Development Plan that we adopted in January 2007. (R14BD)

6 You must provide each cycle parking space shown on the approved drawings prior to occupation. Thereafter the cycle spaces must be retained and the space used for no other purpose without the prior written consent of the local planning authority.

Reason:

To provide cycle parking spaces for people using the development as set out in Policy 6.9 (Table 6.3) of the London Plan 2015.

7 The car parking on the front forecourt must be permanently retained for use by occupiers of the flat hereby approved for the parking of their vehicles and shall not be used by any other persons or for any other purpose.

Reason:

To provide parking spaces for people living in the residential part of the development as set out in STRA 25 and TRANS 23 of our Unitary Development Plan that we adopted in January 2007. (R22BB)

Informative(s):

- 1 In dealing with this application the City Council has implemented the requirement in the National Planning Policy Framework to work with the applicant in a positive and proactive way. We have made available detailed advice in the form of our statutory policies in Westminster's City Plan (November 2016), Unitary Development Plan, Supplementary Planning documents, planning briefs and other informal written guidance, as well as offering a full pre application advice service, in order to ensure that applicant has been given every opportunity to submit an application which is likely to be considered favourably. In addition, where appropriate, further guidance was offered to the applicant at the validation stage.
- 2 You will need to re-apply for planning permission if another authority or council department asks you to make changes that will affect the outside appearance of the building or the purpose it is used for. (I23AA)
- 3 Under the Highways Act 1980 you must get a licence from us before you put skips or scaffolding on the road or pavement. It is an offence to break the conditions of that licence. You may also have to send us a programme of work so that we can tell your neighbours the likely timing of building activities. For more advice, please phone our Highways Licensing Team on 020 7641 2560. (I35AA)
- 4 When carrying out building work you must do all you can to reduce noise emission and take suitable steps to prevent nuisance from dust and smoke. Please speak to our Environmental Health Service to make sure that you meet all requirements before you draw up the contracts for demolition and building work.

Your main contractor should also speak to our Environmental Health Service before starting work. They can do this formally by applying to the following address for consent to work on construction sites under Section 61 of the Control of Pollution Act 1974.

24 Hour Noise Team Environmental Health Service Westminster City Hall 64 Victoria Street London SW1E 6QP

Phone: 020 7641 2000

Our Environmental Health Service may change the hours of working we have set out in this permission if your work is particularly noisy. Deliveries to and from the site should not take place outside the permitted hours unless you have our written approval. (I50AA)

5 You are encouraged to join the nationally recognised Considerate Constructors Scheme. This

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commits those sites registered with the Scheme to be considerate and good neighbours, as well as clean, respectful, safe, environmentally conscious, responsible and accountable. For more information please contact the Considerate Constructors Scheme directly on 0800 783 1423, siteenquiries@ccscheme.org.uk or visit www.ccscheme.org.uk.

- 6 The sound insulation in each new unit of a residential conversion should meet the standards set out in the current Building Regulations Part E and associated approved documents. Please contact our District Surveyors' Services if you need more advice. (Phone 020 7641 7240 or 020 7641 7230). (I58AA)
- 7 The Council considers that the amount of daylight into and the view that is likely from the bedroom windows in the flat would not be enough for the use of these rooms as main living areas. (You are recommended to refer to the Housing Health and Safety Rating System Housing Act 2004 guidance to obtain full details about the requirement for natural lighting and reasonable view.) The proposals have been accepted because the flat as a whole has enough main rooms with adequate daylight and reasonable views, and on the basis that the flat will be used as a single self-contained unit by one household. If any occupier in the future was to consider using the flat in a different way for example, with those rooms referred to above (as having limited daylight and views) being used as living rooms or as living/bedrooms e.g. for staff accommodation, the flat is likely to be considered for action under the Housing Act 2004 by our Residential Environmental Health team; in those circumstances, that team would have the power to require works to improve daylight to the affected rooms or alternatively, where this is not practicable, to prohibit their use.
- 8 The development for which planning permission has been granted has been identified as potentially liable for payment of both the Mayor of London and Westminster City Council's Community Infrastructure Levy (CIL). Further details on both Community Infrastructure Levies, including reliefs that may be available, can be found on the council's website at: *www.westminster.gov.uk/cil*

Responsibility to pay the levy runs with the ownership of the land, unless another party has assumed liability. If you have not already you must submit an <u>Assumption of Liability Form</u> <u>immediately</u>. On receipt of this notice a CIL Liability Notice setting out the estimated CIL charges will be issued by the council as soon as practicable, to the landowner or the party that has assumed liability, with a copy to the planning applicant. You must also notify the Council before commencing development using a <u>Commencement Form</u>

CIL forms are available from the planning on the planning portal: http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil

Forms can be submitted to CIL@Westminster.gov.uk

Payment of the CIL charge is mandatory and there are strong enforcement powers and penalties for failure to pay, including Stop Notices, surcharges, late payment interest and prison terms.