

Item 6 - Report on Planning Applications

Application Ref: NP/12/0542

Application Type	Full
Grid Ref:	SM76602859
Applicant	Mr Rob Cumine
Agent	Mr C Kimpton, CK Planning
Proposal	Conversion and single storey extension to vacant agricultural building to create a one bedroomed dwelling
Site Location	Danygarn, St Davids, Haverfordwest, Pembrokeshire, SA62 6PL
Case Officer	Julia Evans

Summary

This full application proposes the conversion and extension of a small agricultural outbuilding into a one-bedroomed open market dwelling. It is an identical submission to that which was refused under delegated powers in September of last year. The proposal has been carefully considered against all material considerations and the relevant national and local development plan policies. On balance the application is recommended for refusal for two reasons. The first is that the extension of the building is considered too large and an incongruous addition to the small and simplistic agricultural outbuilding and its setting. The second is that due to the limited accessibility of this open market dwelling to public transport it would be reliant on the private car, so the proposal is therefore contrary to national and local development plan policy. As such the application is recommended for refusal.

As the recommendation for refusal is contrary to the views of St David's City Council support of the proposal, the application is referred to the Development Management Committee for determination.

Consultee Response

St Davids City Council: Supporting

Dwr Cymru Welsh Water: No adverse comments

Ecologist - Pembrokeshire County Council: No objection - The survey work found no evidence of protected species, specifically bats, in the buildings and no use of the buildings was recorded. There was some activity in the surrounding area however the buildings presented few roosting opportunities. With the level of survey work it can be concluded that the buildings are not bat roosts and only offer limited potential for use.

MOD: No objection

PCC - Transportation & Environment: Conditional Consent

Item 6 - Report on Planning Applications

Public Response

The application has been advertised and neighbour notifications undertaken. Two letters have been received making the following comments:-

- The proposal has not been modified since the refusal of the previous application for the same scheme last this year.
- The extension is not proportionate to the host building and is not traditional in appearance;
- The large amount of glazing will result in overlooking of land and buildings not in the applicant's ownership;
- The proposed car parking space would block vehicular access to neighbouring land, and particularly cause difficulties for large and wide farm machinery;
- Parking provision should be on the opposite side of the building to that proposed;
- Objection is raised to the provision of new entrances in the existing hedgebank; and
- The conversion is not an appropriate location for such a change of use;

Policies considered

Please note that these policies can be viewed on the Policies page Pembrokehire Coast National Park website - <http://www.pembrokeshirecoast.org.uk/default.asp?PID=549>

LDP Policy 01 - National Park Purposes and Duty

LDP Policy 07 - Countryside

LDP Policy 08 - Special Qualities

LDP Policy 09 - Light Pollution

LDP Policy 11 - Protection of Biodiversity

LDP Policy 13 - Historic Landscapes Parks and Gardens

LDP Policy 15 - Conservation of the Pembrokehire Coast National Park

LDP Policy 29 - Sustainable Design

LDP Policy 30 - Amenity

LDP Policy 31 - Minimising Waste

LDP Policy 32 - Surface Water Drainage

LDP Policy 44 - Housing

LDP Policy 45 – Affordable housing

LDP Policy 52 - Sustainable Transport

LDP Policy 53 - Impacts on traffic

PPW5 Chapter 04 - Planning for Sustainability

PPW5 Chapter 05 - Conserving and Improving Natural Heritage and the Coast

PPW5 Chapter 06 - Conserving the Historic Environment

PPW5 Chapter 08 - Transport

Item 6 - Report on Planning Applications

PPW5 Chapter 09 - Housing

PPW5 Chapter 12 - Infrastructure and Services

PPW5 Chapter 13 - Minimising and Managing Environmental Risks and Pollution

SPG05 - Sustainable Design

SPG06 - Landscape

SPG08 - Affordable Housing

SPG12 - Parking

SPG13 - Archaeology

TAN 02 - Planning and Affordable Housing

TAN 05 - Nature Conservation and Planning

TAN 06 - Planning for Sustainable Rural Communities

TAN 12 - Design

TAN 18 - Transport

TAN 22 - Planning for Sustainable Buildings

Officer's Appraisal

Background

The site is located to the south of Dan-Y-Garn house, and is a single storey agricultural building currently used for residential storage. It is constructed of rubble stone under a corrugated tin and fibre cement roof with access onto the farmyard to its south. Between this outbuilding and Dan-Y-Garn is a mobile home, with a timber boarded fence bordering it to the east, and a hedgebank and stone wall to the west. A modern timber agricultural building lies beyond the shared access track to the south, whilst to the east are more agricultural buildings, both modern and traditional in design, belonging to Trelider Farm. The shared use track running in front of the outbuilding is also a public right of way. Vehicular access for all the buildings lies to the east of the farm complexes.

Constraints

The outbuilding lies in the open countryside, in an Historic Landscape. There is a Ministry of Defence Safeguarding constraint over the site, whilst two public footpaths join together in front of the southern elevation of the building.

Relevant Planning History

- NP12/0249 - Conversion and single storey extension to vacant agricultural building to create one-bedroomed dwelling - Refused 18th September 2012.

Item 6 - Report on Planning Applications

Current Proposal

This is a full application seeking the conversion and extension of an agricultural outbuilding to a one-bedroomed dwelling. It is an identical application to that which was refused under delegated powers in September 2012. The building would be re-roofed with a metal seamed finish, with the existing rubble stone walls repointed with lime mortar. The existing openings to the southern elevation of the building would be retained, plus a new window created, to allow it to be converted to a bedroom and bathroom. The existing mobile home would be removed and the outbuilding extended to the rear by a timber and green roofed single storey extension, measuring approximately 8.4m x 4.4m x 2.5m at its maximum dimensions. A glazed link would be provided between the outbuilding and extension, which itself would have full height glazing on the western elevation only. The extension would be used as a kitchen and lounge, with an externally accessed utility and cycle store being provided at its northern end.

A single car parking space annotated for disabled use would be provided adjacent to the western elevation of the outbuilding. A new access gate would be provided through the existing hedgebank to provide access to the property. The existing shared access and turning spaces would be used by the proposal.

The application has been supported by the following information:-

- Existing and proposed photo montages;
- A protected species report;
- A Structural Report, which concludes that the outbuilding can be converted into a small dwelling without rebuilding being necessary;
- A transport questionnaire;
- A letter from the National Trust concerning covenants; and
- A Design and Access Statement, including an affordable housing statement.

Key Issues

The application raises the following planning matters:-

- Whether the application has addressed the previous reasons for refusal on application NP12/0249;
- Impact of the proposal on the special qualities of the National Park;
- Affordable housing;
- Sustainability matters;
- Highways and public rights of way matters;
- The water environment and drainage matters;
- Neighbouring amenity matters;
- Landscaping matters;
- Archaeology matters;
- Protected species matters; and
- Ministry of Defence site safeguarding matters.

Item 6 - Report on Planning Applications

Addressing the Reasons for Refusal on NP12/0249:

The current application is an identical submission to that refused under delegated powers in September 2012. The reasons for refusal have been summarised as follows:-

1. the host building is too small for conversion without significant extension and alteration, and is therefore not an appropriate building for conversion due to its small size; and
2. there is insufficient public transport provision to provide an alternative to the private car.

The current application is an identical submission to that refused under delegated powers. Consequently it has not addressed the reasons for refusal on NP12/0249, and these are therefore still pertinent to this resubmission, as discussed in the sections below.

The reason the previous application was determined under delegated powers was because although St David's City Council supported it they did not qualify their decision. With the current application they have again supported the application, but qualified their support by stating that in their view the proposed extension is proportionate to the host building, and would harmonise with the landscape.

Impact of the Proposal on the National Park:

The outbuilding lies in the open countryside amongst a mixed group of agricultural and residential buildings, some of which are converted outbuildings now used for holiday accommodation. The current application seeks the conversion of a small outbuilding to form a one-bedroomed open market dwelling. The outbuilding has a footprint of approximately 29.9 square metres. To allow it to function as a dwelling a contemporarily designed extension is proposed with a footprint of approximately 36.9 square metres. The applicant states that the proposed extension is "designed to be subservient in terms of scale and mass to the original outbuilding." Materials have been chosen to reflect the character of the surrounding barns and juxtapose the materials in the host building.

Policy 7 of the Pembrokeshire Coast National Park Local Development Plan allows the "conversion of appropriate buildings to a range of uses with affordable housing being given priority in residential conversions. Conversion must not result in unacceptable impacts upon the structure, form and character or setting of the building." Policies 8 and 15 seek to protect the pattern and diversity of the National Park, and ensure that development does not adversely affect its special qualities. The small size of the outbuilding necessitates its extension to allow it to be used as a dwelling: it would be too small otherwise. The proposed extension is larger than the size of the host outbuilding. The applicant has proposed a glazed link between the host building and the extension so as "express a clear distinction" between them. The size of the extension, its contemporary design and materials would form an incongruous addition to the traditional agricultural character of this small and simple outbuilding and its farmstead setting. As a result it is felt that the conversion has an unacceptably harmful impact on the host building and its

Item 6 - Report on Planning Applications

setting, and thereby on the special qualities of the National Park. This forms the first reason for refusal.

Affordable Housing:

As referred to above, Policy 7 of the Local Development Plan requires conversion schemes to prioritise affordable housing use over open-market residential use. Policy 45 seeks provision of a commuted sum on proposals for single residential units to help with the delivery of affordable housing. In considering the merits of such a proposal, a key consideration is whether the building is capable of conversion without the need for more than minor extension. In this case it is not, and the merits of this view have been discussed above. An assessment also has to be made as regards whether the application complies with the Policy requirements for affordable housing.

The agent has supported the application with a statement saying that his client "is willing to accept a condition of consent requiring a Financial Contribution payable towards local affordable housing needs, in accordance with the above SPG requirements. The floor area of the proposed conversion / extension is 46.38m square, thus requiring a financial contribution of 46.38 x £150.00 = £6,957."

In applying the requirements of Policy 7, accessibility to Centres is an important consideration. In this instance the dwelling would be located in an area that is not well served by public transport. The site is approximately 3km from the centre of St Davids, and 1.4km away from the nearest bus route, which is the Celtic Cruiser. In their assessment of the proposal's accessibility, the Development Plans Section ascertained that the proposal is over the Highways and Transportation Guidelines of a maximum of one kilometre to the nearest bus route. In addition there is no service during winter months. It was their view that the site is not considered to be accessible other than by car. Consequently the principle of converting the outbuilding to an open market residential dwelling as applied for is contrary to national and local development plan policy, and this forms a further reason for refusal.

Sustainable Design:

Both national and local Development Plan Policy requires sustainable design. Policy 29 of the Local Development Plan expects all proposals for development to demonstrate an integrated approach to design and construction, whilst Policy 32 requires sustainable drainage systems for the disposal of surface water. The dwelling will be insulated to levels beyond the minimum Building Regulation requirements, and will benefit from passive solar heating. The green roof of the extension will reduce surface water run-off, which would run into a new soakaway to the south of the building. A water butt would also be provided. Low water use appliances will be installed in the building. A permeable surface is proposed to the car parking space. The proposal is therefore considered acceptable in terms of its sustainable design.

Item 6 - Report on Planning Applications

Highways and Public Rights of Way Matters:

Policies 52 and 53 of the Local Development Plan refer to the traffic impacts of proposed development. The proposal utilises the shared access track to gain access to the public highway, and shows one disabled space adjacent to the western elevation of the existing building. The application has been supported with a Transport Statement that states that the proposal will result in an estimated 4 to 8 private car movements per day, 2 to 4 pedestrian movements, 2 to 4 bicycle movements, and a maximum of one commercial movement per week to the site.

Responses from the publicity procedures have raised concern that the provision of the car parking space on the western elevation of the building will make it very difficult for farm machinery to use the existing track. The block plan shows the gap between the car parking space and the neighbouring farm building to the south to be a minimum of 5.5m. The Highways Authority at the County Council were consulted on the application and have raised no objection to the proposal. They considered that suitable parking and turning is proposed for this one-bedroomed unit, and only required one condition: ie that the proposed car parking space should be constructed before the development is brought into use. Notwithstanding the comments of the neighbours and the obvious pinch-point that this proposal results in, the expert opinion of the Highways Authority is that the proposal is acceptable. Although the concerns of the neighbours are noted, it would be difficult to defend a reason for refusal that is contrary to expert opinion.

The proposal also abuts two public rights of way, with them converging to the south of the existing building. The Authority's Public Rights of Way Section has been consulted and they have raised no objection to the proposed development subject to informatives being attached to any permission requiring that they are not obstructed, that the safety of users is ensured, and that they are not altered or damaged in any way.

The Water Environment and Drainage Matters:

Policy 32 of the Local Development Plan requires development to incorporate sustainable drainage systems for the disposal of water on site. The application proposes surface water drainage to new soakaway to the south of the site, with foul water going to an existing septic tank. The Environment Agency does not comment on applications for single dwellings, but the comments of Welsh Water have sought. It recommends that the applicant contacts the Environment Agency about use of a septic tank. This requirement could be dealt with as an informative if permission was to be granted.

Neighbouring Amenity Matters:

Policy 30 of the Local Development Plan refers to amenity in a general sense seeking to avoid incompatible development and significant adverse impact upon the amenity enjoyed by neighbouring properties. An objection has been received that the proposal will overlook land not in the applicant's control. The closest residential property to the proposal is Dan-Y-Garn, which abuts the site to the north. The proposed extension would be closest to this house,

Item 6 - Report on Planning Applications

and has been designed so as to have blank gable end facing it. This, plus the single storey nature of the proposal and the distances to Dan-Y-Garn and other residential properties in the area, means that it is not considered to have a significantly detrimental impact in terms of overlooking and overshadowing neighbours.

Landscaping Matters:

The site lies within a small grouping of houses (including holiday cottages), and farm buildings and their associated yards. The surrounding land is predominantly agricultural grazing, with grass and hedgebanks dividing the fields. The existing outbuilding lies to the south of an enclosed area of garden on which there is currently located a mobile home. The application proposes the retention of the existing grass bank to the west of the site. To the east is a timber fence, which is an alien feature in the complex. If permission were to be recommended then a conditional requirement could be imposed to more sensitively landscape the site.

Archaeology Matters:

Policy 8 of the Local Development Plan seeks to protect the special qualities of the National Park, including amongst other things, the protection and enhancement where possible of the historic landscape. Policy 13 refers to the presence of Historic Landscapes as a designation on the Proposals Maps, and the supporting text of this Policy requires consultation with Dyfed Archaeological Trust where development occurs in these designations. At the time of writing the report no consultation response had been received from Dyfed Archaeology.

Protected Species Matters:

Policy 8 of the Local Development Plan seeks to protect the special qualities of the National Park, including amongst other things, the restoration and enhancement of the National Park's ecosystems. Policy 11 states that development that would disturb or otherwise harm protected species of their habitats will only be permitted where the effects can be acceptably minimised or mitigated. The current application was submitted with a protected species report which has been considered by the County Council's Ecologist. The report showed no evidence of bats using the existing building. However, if the scheme was to be permitted, it is recommended that the woodshed / store building should be used to provide opportunities for bat roosts, and that any external lighting should be minimised.

Ministry of Defence Site Safeguarding Matters:

The site lies within a constraint area requiring consultation with the Ministry of Defence in order to safeguard their sites and operations. They have raised no objection to the proposal nor suggested any conditions.

Item 6 - Report on Planning Applications

Conclusion

The application proposes the conversion and extension of a small outbuilding into a one-bedroomed open market dwelling. The proposal has been carefully considered against all material considerations and the relevant national and local development plan policies. On balance the application is recommended for refusal two reasons. The first is that the extension of the building is considered too large and incongruous and at odds with the small and simplistic agricultural outbuilding and its setting and the special qualities of the National Park. The second is due to the limited accessibility of this open market dwelling that the proposal is contrary to Policy 7 of the Local Development Plan. As such the application is recommended for refusal.

Recommendation

Refuse.

Reasons

1. Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that the conversion of appropriate buildings to a range of uses, with affordable housing being given priority in residential conversions, should not result in unacceptable impacts upon the structure, form, character or setting of the building. Policies 8 and 15 of the Local Development Plan seek to protect the pattern and diversity of the qualities and special character of the National Park by not permitting development that causes significant visual intrusion, and that which fails to harmonise with the landscape and incorporate important traditional features. The proposed conversion of this small agricultural outbuilding requires an extension that is larger than the host building. The host building is considered to be too small for conversion to a dwelling without significant extension and alteration, and is therefore not an appropriate building for conversion due to its small size. In addition, due to the size, design and use of materials, the extension is considered to be an incongruous and harmful addition detrimental to the simplistic agricultural character and form of the host building, its surrounding farmstead setting, and the special qualities of the National Park. The proposal is therefore considered contrary to adopted development plan policy.
2. Policy 7 of the Pembrokeshire Coast National Park Local Development Plan states that the conversion of appropriate buildings to a range of uses should prioritise affordable housing in residential conversions: accessibility to the Centres will be an important consideration. There is insufficient public transport provision to provide an alternative to the private car for the proposed open market dwelling. This lack of accessibility and the resulting reliance on the private car means that the proposal is contrary to adopted development plan policy.

Item 6 - Report on Planning Applications

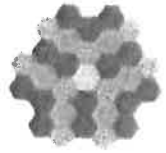
Additional Material

Decision Drawings

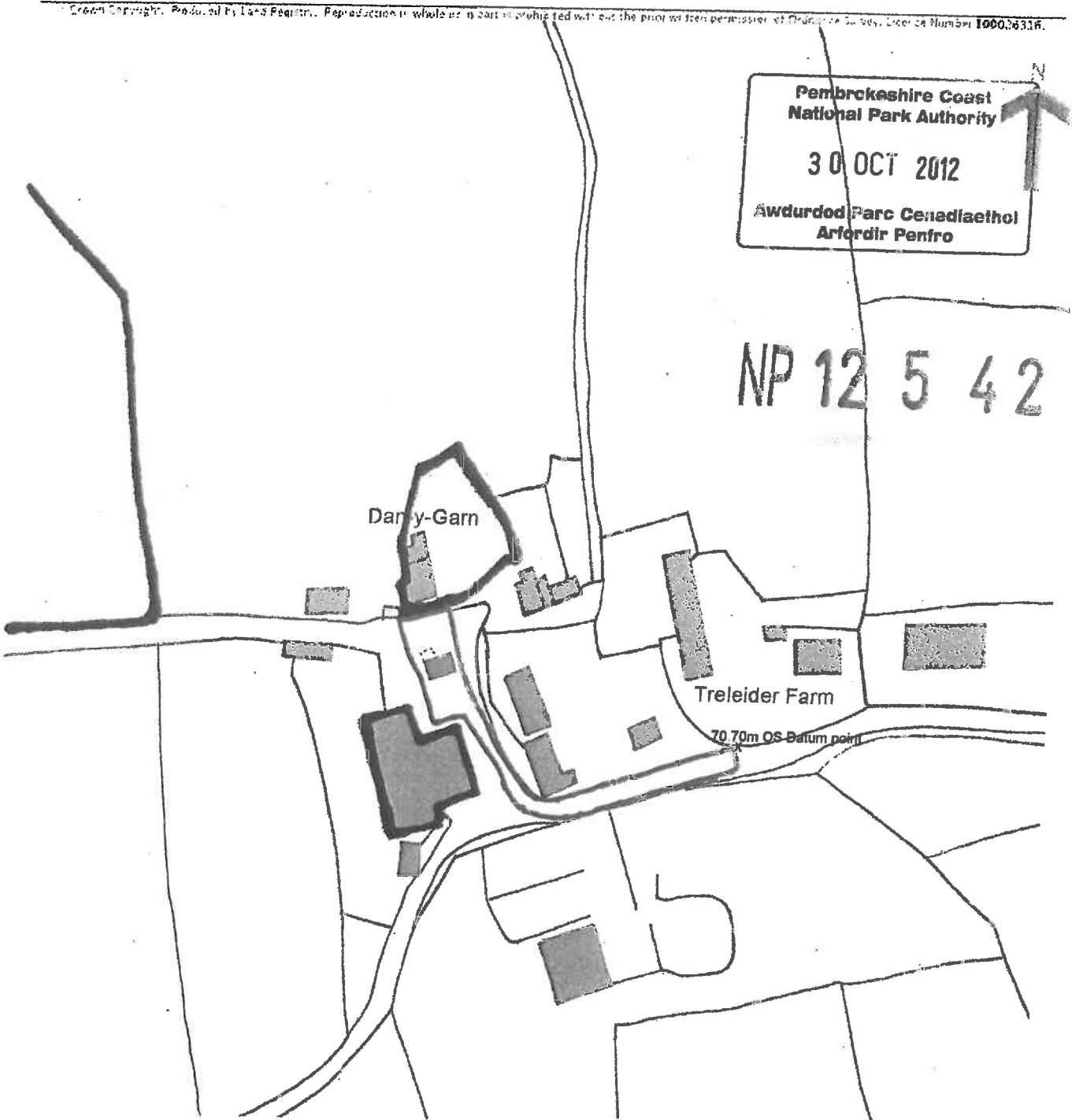
- SO1 (received 30th October 2012);
- SO2 (received 30th October 2012);
- SO3 (received 30th October 2012);
- PO1 (received 30th October 2012);
- PO2 (received 30th October 2012); and
- PO3 (received 30th October 2012).

Land Registry Current title plan

Title number CYM14669
Ordnance Survey map reference SM7628NE
Scale 1:1250
Administrative area PEMBROKESHIRE / SIR
BENFRO



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**Pembrokeshire Coast
National Park Authority**
30 OCT 2012
**Awdurdod Parc Cenedlaethol
Arfordir Penfro**

NP 12 5 42

Dany-garn

Treleider Farm

70.70m OS Datum point

Revised Date

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**Chris Kimpton
BA(HONS) MRTPI**

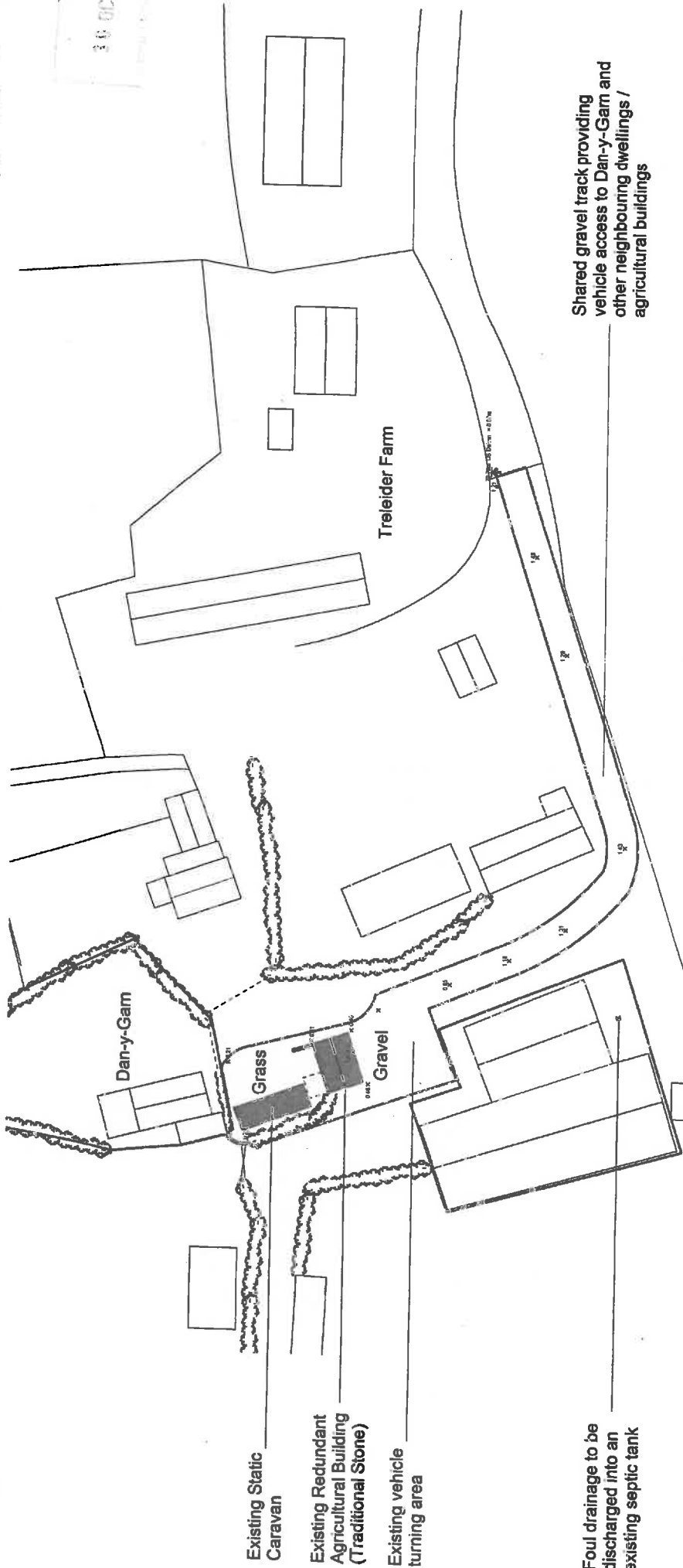
**Chartered
Town Planner**

01348 872352
0769 614 3152

Client: **Mr. Robert Cumine**
Proposed Conversion and Single Storey Extension to Redundant Agricultural Building (Traditional Stone) to Create One-Bedroom Dwelling
Job: **Location Plan**
Scale: 1:1250 Drawn By: RC Date: April 12

Job No: Drawing No: Rev:
S01

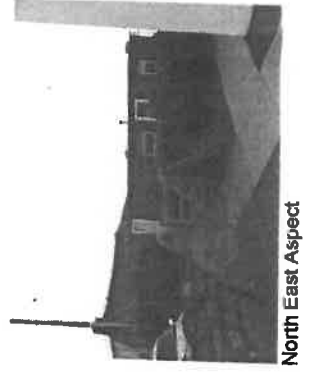
NP 12 5 42



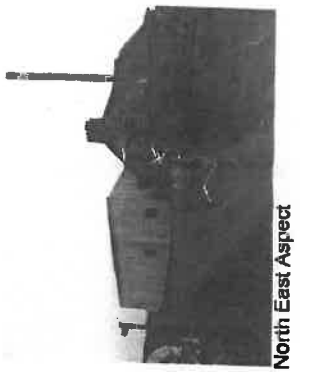
- Existing Static Caravan
- Existing Redundant Agricultural Building (Traditional Stone)
- Existing vehicle turning area
- Foul drainage to be discharged into an existing septic tank

Shared gravel track providing vehicle access to Dan-y-Gam and other neighbouring dwellings / agricultural buildings

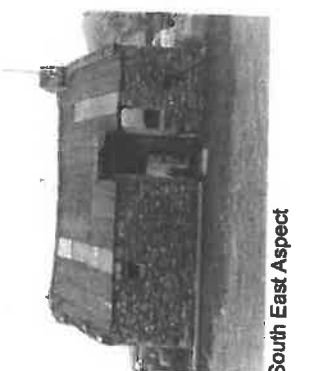
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 07855 814 3152
 Mr Robert O'Minne
 Proposed Conversion and
 Single Storey Extension
 to the Existing Agricultural
 Building (Traditional Stone) to
 Create One-Bedroom Dwelling
 Existing Site Plan
 Scale 1:500
 Date April 12



North East Aspect



North East Aspect

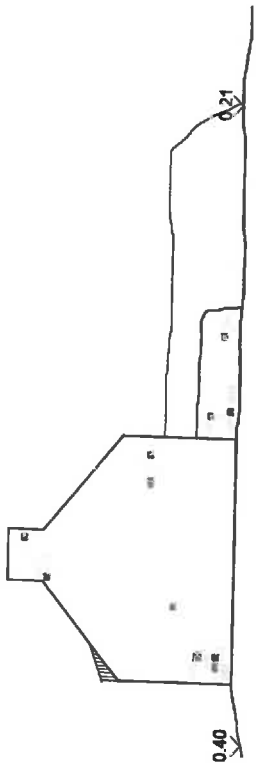


South East Aspect

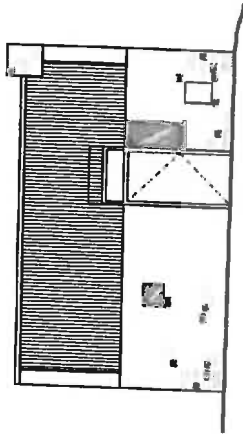


West Aspect

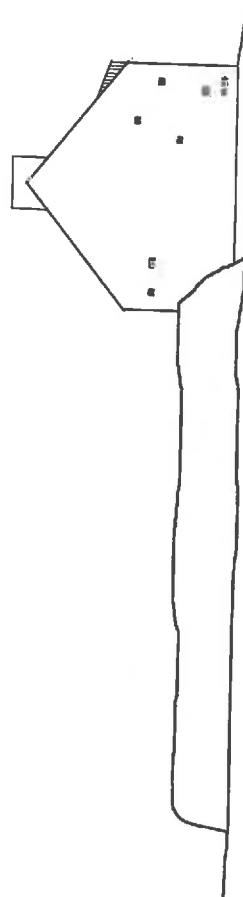
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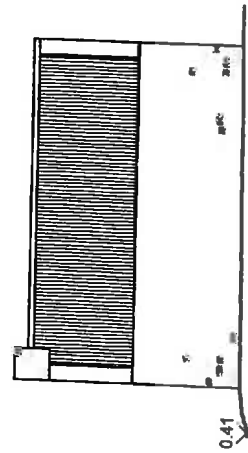
North East Elevation



South East Elevation

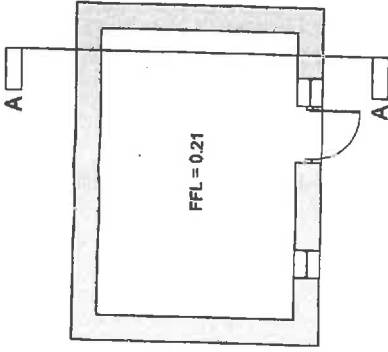


South West Elevation

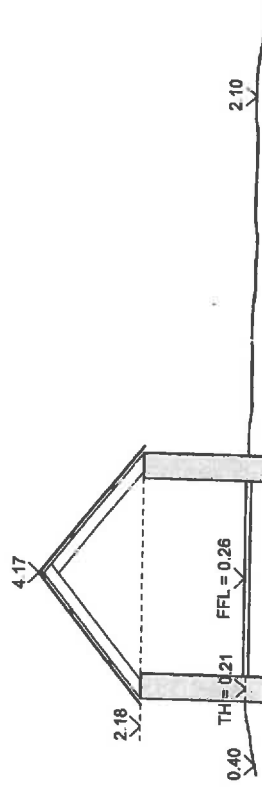


North West Elevation

Existing Floor Plan



Existing Section A-A



NP 12 5 42

30 DEC 2012

5 MAY 5 12

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Client: Mr Robert Cummins
 Proposed Conversion and
 Single Storey Extension
 to Rectangular Agricultural
 Building (Traditional Stone) to
 Create One Bedroom Dwelling
 Existing Building

Scale: 1:100 Date: April 12

30 DEC 2012

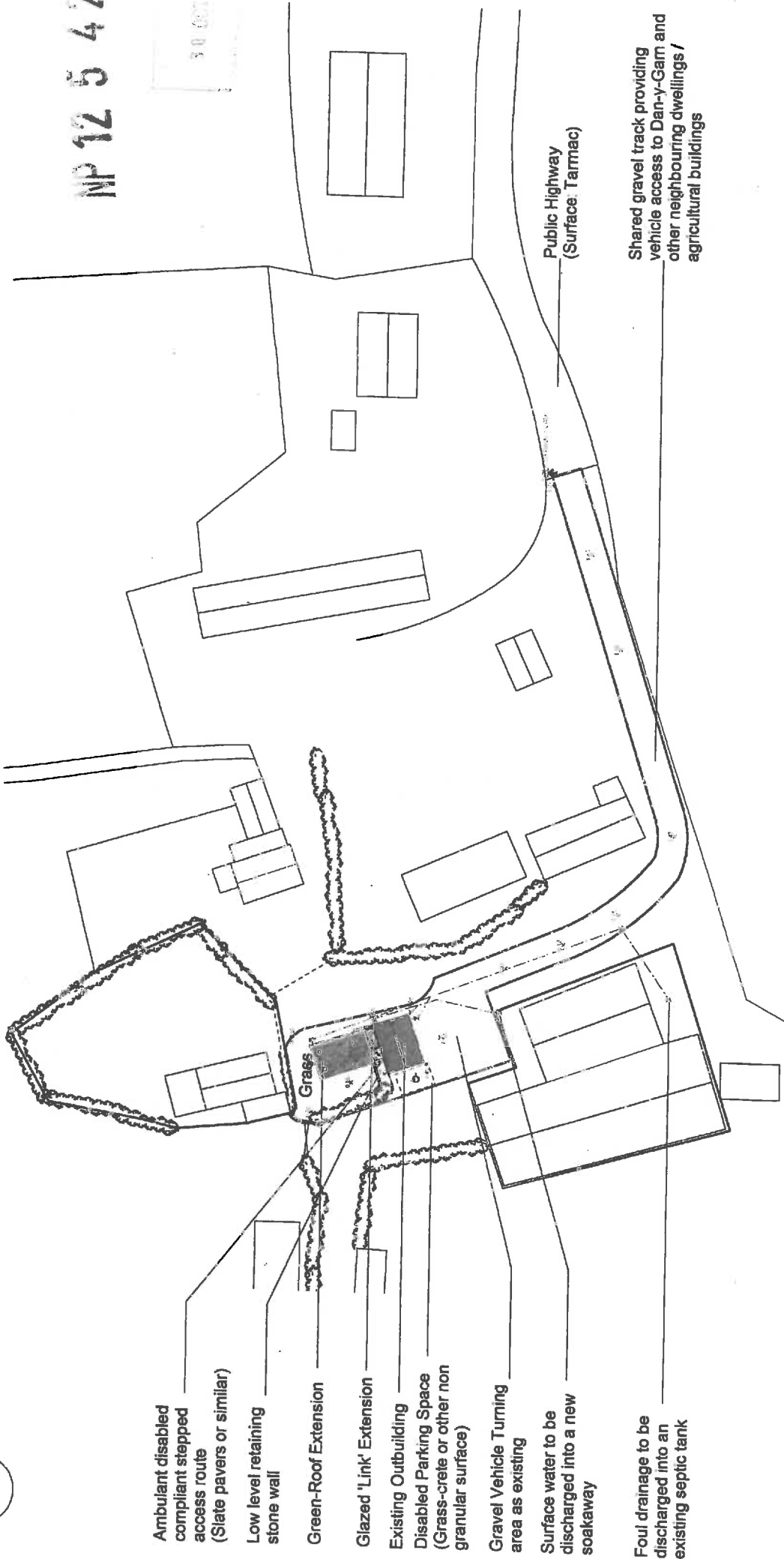
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Sheet No: S03



NP 12 5 42

30 OCT 2012



- Ambulant disabled compliant stepped access route (Slate pavers or similar)
- Low level retaining stone wall
- Green-Roof Extension
- Glazed 'Link' Extension
- Existing Outbuilding
- Disabled Parking Space (Grass-crete or other non granular surface)
- Gravel Vehicle Turning area as existing
- Surface water to be discharged into a new soakaway
- Foul drainage to be discharged into an existing septic tank

Public Highway (Surface Tarmac)

Shared gravel track providing vehicle access to Dan-y-Garn and other neighbouring dwellings / agricultural buildings

✓ Heights shown in red indicate existing levels

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Client: Mr Robert Cumine
Proposed Conversion and Single Storey Extension to the Agricultural Buildings (The Old Farm) to Create One-Bedroom Dwelling
Proposed Site Plan

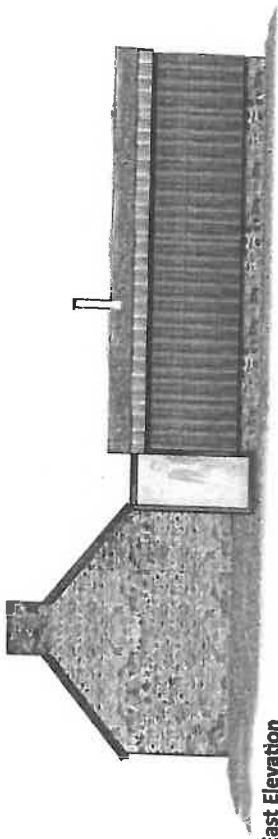
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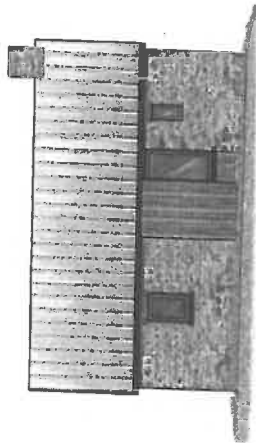
Checked by: []

Plot No: P01

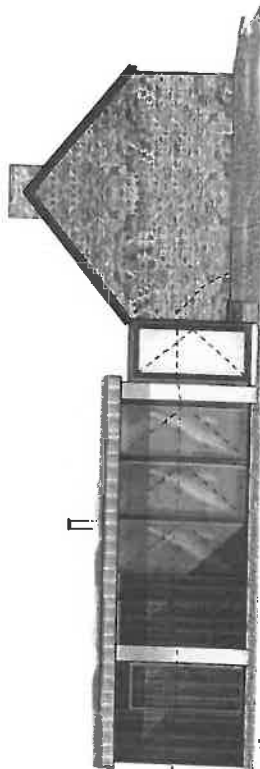
Proposed Elevations



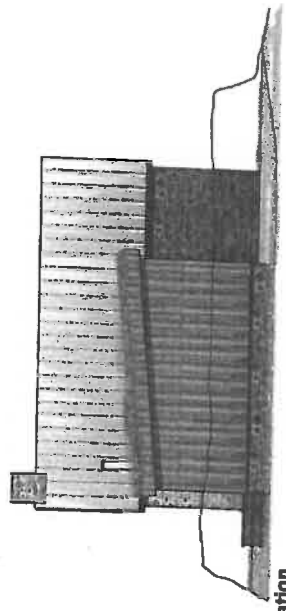
North East Elevation



South East Elevation



South West Elevation



North West Elevation

Proposed Materials and External Finishes

The proposed extension is designed to be subservient in terms of scale and mass to the original outbuilding. This design objective ensures the existing approaching vista of the building is not affected as a result of the scheme

Vertical Timber boarding reflects the character of the surrounding agricultural barns adjacent to the site and also provides a material juxtaposition to the heavy weight stone construction of the original outbuilding

Lightweight Glazed 'Link' designed to express a clear distinction between the original outbuilding and the modern extension

Metal Standing Seam Roof provides a contemporary yet sympathetic alternative to the existing traditional agricultural corrugated roof

Sliding timber shutter provides additional privacy for the dwelling's bedroom, whilst emulating the character of the original stable door opening

Stone outbuilding to be re-pointed with a lime mortar

The contemporary extension takes advantage of being able to incorporate a glazed south facing wall to maximise passive solar gain as part of the energy efficiency strategy

Private Courtyard Garden

Green Biodiversity Roof incorporated to:

- mimic the natural surrounding landscape
- increase the biodiversity of the site by planting appropriate native plant species
- reduce surface water run-off
- provide a contemporary juxtaposition to the metal standing seam roof of the original building

NP 12 5 4 2

30 OCT 2012

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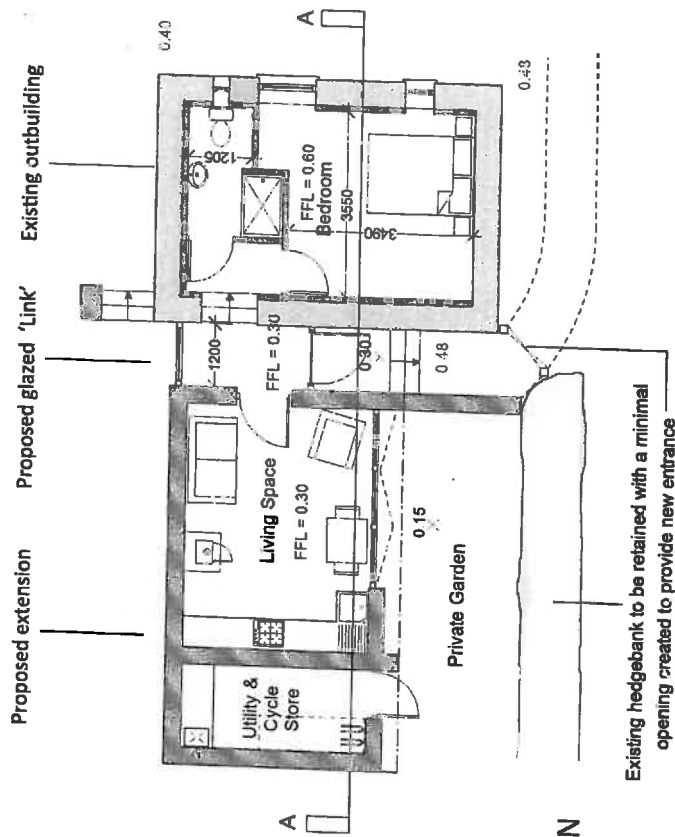
NOTE: THESE DRAWINGS AND EXHIBITS FORM PART OF THE CONSULTATION DOCUMENTATION AND ARE NOT VALID FOR CONSTRUCTION UNLESS THEY ARE APPROVED BY THE LOCAL AUTHORITY IN CONNECTION WITH THE APPLICATION.

Client: Mr Robert Cumine
 Proposed Conversion and Single Storey Extension in Traditional Agricultural Building (Traditional Stone) to Create One-Bedroom Dwelling
 Drawing: Proposed Elevations
 Date: 11/09/12
 Drawn by: RC
 Date: April 12

Proposed Floor Plan

Proposed Section A-A

NP 12 5 4 2



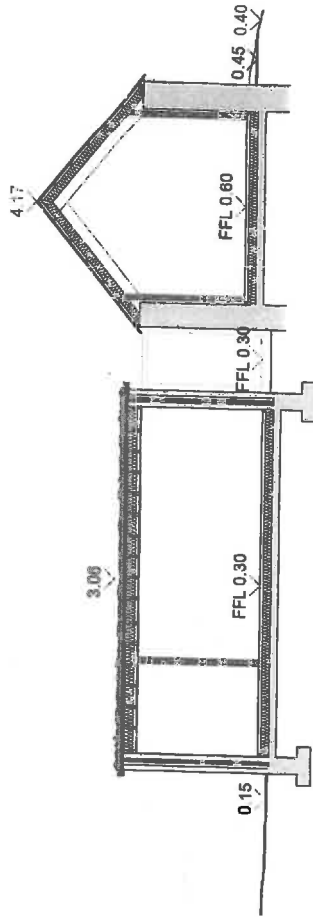
Existing hedgebank to be retained with a minimal opening created to provide new entrance

Plan Key:

Existing wall construction

New wall construction

Heights shown in red indicate existing levels

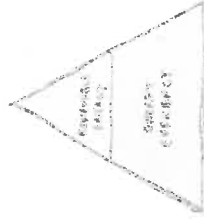


Design Stage Energy Efficiency Statement

Energy efficiency is a core design principle for the proposed new dwelling. By considering energy efficiency at the early stages of the project enables a holistic energy strategy to be incorporated. The design adopts the 'Energy hierarchy' strategy that promotes efficiency through excellent levels of insulation and air-tightness to achieve a building envelope that performs beyond minimum thermal standards. By incorporating these passive thermal measures reduces the dwelling's dependence on fossil fuel intensive energy sources, and ensures any future renewable energy installations work at their optimum efficiency.

In addition to the above, the design considers orientation and internal spatial planning in relation to the building's environmental and climatic context. Openings and glazed areas have been designed to maximise passive solar gain and reduce infiltration from the prevailing wind.

30 OCT 2012



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Mr Robert Cumine
Proposed Conversion and Snow Store Extension
In Redundant Agricultural Building
Create One-Bedroom Dwelling
Proposed Floor Plan & Sections

Scale 1:100 Date: 12/05/12

21 x 54 = 1624
11 x 19 = 209
64 x 34 = 2176
40 50