

CITY OF OREM
CITY COUNCIL MEETING
56 North State Street Orem, Utah
July 28, 2026

3:30 P.M. WORK SESSION - CITY COUNCIL CONFERENCE ROOM

CONDUCTING	Mayor Karen McCandless
ELECTED OFFICIALS	Karen McCandless, Jeff Lambson, Jenn Gale, LaNae Millett ZOOM Quinn Mecham, Crystal Muhlestein, Chris Killpack
APPOINTED STAFF	Brenn Bybee, City Manager; Ryan Clark, Assistant City Manager; Keri Rugg, Deputy City Manager; Steve Earl, City Attorney; Reed Price, Public Utilities Director; Bryce Merrell, Community Services Executive Director; Brandon Nelson, Chief Finance Officer; Shaun Hirst, Assistant Fire Chief; BJ Robinson, Police Chief; Gary McGinn, Community Development Executive Director; Peter Wolfley, Civic Engagement Executive Director, PIO; Teresa McKitrick, City Recorder

NOTE: The referenced report and presentation documents for each discussion may be viewed at orem.gov/meetings under “City Council Presentations”

WORK SESSION ITEMS

Utah County Major Crimes (UCMC) Update Presentation *Presenter: BJ Robinson, Police Chief and Lt. Justin Gordon, UCMC Field Director*

Chief Robinson explained that the task force has operated for over two decades, with the City of Orem serving as its financial fiduciary for the majority of that time. The task force functions as a collaborative effort composed of 38 full-time detectives supplied by various local law enforcement agencies across Utah County alongside federal partners. Funding relies on state CCJJ grants, federal HIDTA (High Intensity Drug Trafficking Area) grants, and population-based assessments paid annually by participating cities. Beyond local staffing, the team incorporates two full-time members from the Utah National Guard Counterdrug Program to assist with background intelligence, suspect tracing, and case preparation.

The task force’s primary directive is to investigate and dismantle major Drug Trafficking Organizations (DTOs) and enhance gang enforcement. While their main target is high-level, cartel-related drug operations rather than small-scale local dealers, the team also serves as a vital resource for critical local incidents.

When a major crime occurs within a participating municipality, the task force operates as a "force multiplier." They can instantly deploy 38 highly trained detectives skilled in covert surveillance, intelligence gathering, and tracking suspects to support local police departments.

Chief Robinson highlighted the changing landscape of drug enforcement over his career, noting that the primary drug threat shifted from methamphetamine in the early 2000s, to heroin around 2017–2019, to fentanyl today. Field Director Gordon emphasized the scale of the current crisis, noting that fentanyl seizures year-to-date (from 2025 to present) total approximately 2 million to 2.5 million pills, which are frequently disguised as legitimate prescription medications.

While Field Director Gordon acknowledged that law enforcement cannot intercept all illicit drugs due to DTOs quickly replacing disrupted networks, the task force has achieved significant success. Notably, the team has already secured 30 federal indictments year-to-date. Chief Robinson noted this is a dramatic increase compared to a decade ago when obtaining double-digit federal indictments in a full calendar year was considered a major milestone. Federal prosecutions require meticulously documented evidence, underscoring the task force's operational rigor.

Addressing council inquiries about jurisdiction and staffing dynamics, the presenters clarified some points. 1) Jurisdictional Reach: Although focused on keeping drugs out of Utah County, the task force actively pursues suspects outside county lines whenever drug operations tie back into their jurisdiction. 2) Personnel Rotations: Individual agencies handle rotations differently, but Orem typically assigns officers to the task force for 3 to 5 years. This duration ensures detectives have sufficient time to master complex investigative skills before moving on or receiving promotions. 3) Orem's Staffing Contribution: Orem currently supplies one lieutenant (the director), two sergeants, and three full-time detectives to the task force.

Capital Construction Projects Presentation *Presenter: Taggart Bowen, City Engineer*

Mr. Bowen presented an interactive color-coded map of Orem's Capital Improvement Projects (CIP) to illustrate the extensive scope of active, upcoming, and completed infrastructure projects across the city. The project map organizes dozens of municipal initiatives by status and system type: active construction, projects completed within the current year; projects currently in the bidding or bid-review stage, upcoming designs being developed by the internal engineering staff, and major corridor and road-widening projects managed in partnership with MAG and UDOT. Project types are color-coded to distinguish utilities and maintenance, including yellow for microsurfacing, green for sewer, blue for waterlines, and purple for storm drains.

Mr. Bowen outlined the comprehensive lifecycle that every CIP undergoes before and during physical construction. The process begins with a pre-bid phase where engineering coordinates with requesting city departments to establish project scope, concept designs, and cost estimates. The city surveyor and design team then evaluate right-of-way impacts, acquire needed easements, consult stakeholders, and finalize technical plans and specifications. Once advertised online and awarded, pre-construction meetings are conducted, and a dedicated team of design

and construction engineers manages on-site inspections to enforce city standards, manage warranties, and verify the fulfillment of payment and performance bonds.

The presentation highlighted several visual updates on key infrastructure developments throughout Orem. These featured the multi-year reconstruction of 950 North, as well as corridor landscape improvements along Center Street and 12th West. Other highlighted projects included the ongoing construction of the Fire Training Facility on 1600 West, an HDPE storm drain line installation under canal pipes at 1000 East, speed table and ADA ramp concrete work on 16th South, and commercial storm drain work near 18th South and State Street. Updates were also provided on the 4th South and 4th West Pump Station and Well House, upcoming enhancements at Windsor Park, preliminary site work for a new police station fence, and the Center Street widening project between Geneva Road and Interstate 15.

Mr. McGinn and Mr. Bybee emphasized the significant financial and operational advantages of executing engineering, design, and project management in-house rather than outsourcing to external engineering firms. Mr. McGinn highlighted that Orem's in-house team operates with high agility, allowing the city to pivot priorities seamlessly without incurring costly contract change orders. Mr. Price and Mr. Bybee noted that internal management ensures close inter-departmental coordination, preventing situations where freshly paved roads are torn up for subsequent utility repairs. Mr. McGinn added that the city holds its own municipal developments to the exact same rigorous review and development standards required of private commercial developers. Councilmember Millett concluded by commending the engineering team for prioritizing long-term infrastructure maintenance alongside new facilities, ensuring taxpayer investments are protected over the long term.

General Plan Process Update Presentation *Presenter: Jared Hall, Planning Director and Gary McGinn, Community Development Executive Director*

Mr. McGinn opened by explaining that while the update process began well over a year prior with the Planning Commission, progress hit delays due to the inherent complexity of the task, member illnesses, and commission turnover. Now operating with a fully staffed Planning Commission containing several new members, staff recommended pivoting away from the previously attempted, highly iterative writing approach which proved difficult to execute. Instead, city staff will shift back to a traditional drafting model: staff will write the draft chapters based on established council priorities and present completed sections to both the Planning Commission and City Council for review, feedback, and refinement.

The proposed timeline outlines an ambitious schedule aiming for formal adoption early in the year. Staff will focus on drafting and filling in remaining chapters throughout August, September, and October. During this period, staff will provide preliminary status updates and share completed draft chapters with both the Planning Commission and City Council in September and October to ensure the document remains aligned with elected officials' expectations. A complete consolidated draft will be distributed to the Council, Planning Commission, key department directors, and legal staff at the beginning of November for an

extended review period through the holidays. Staff will incorporate feedback and edits during December, leading to formal public hearings and consideration for adoption by both bodies in January and February.

Mr. Hall reiterated three core guiding principles for the document, emphasizing that the General Plan must remain general, align with council-identified goals, and focus on high-level objectives rather than granular regulations. Rather than functioning as a binding regulatory or zoning ordinance, the General Plan serves as a broad framework. For instance, while the plan might establish street connectivity as an important goal for public safety, specific land-use rules belong in zone-specific municipal codes. The document will incorporate key council priorities established in prior goal-setting sessions, including safe and livable neighborhoods, a thriving business environment, and dependable infrastructure.

To keep the General Plan concise and readable detailed technical data, market metrics, and extensive tables will be moved to appendices. High-level elements such as transportation, economic development, and parks will reference separate, specialized master plans and studies rather than housing all underlying data within the General Plan itself. State law requires specific elements, including land use, moderate-income housing, and water conservation. Mr. Hall highlighted two key structural updates: combining the public facilities and parks/recreation chapters, and introducing a new short implementation chapter at the end. This implementation section will tier and prioritize actionable goals to help staff align future work programs with council directives.

During the discussion, council members expressed support for the streamlined drafting strategy. McGinn emphasized that staff's primary duty is to ensure the council understands the broad, long-term policy impacts of the plan, preventing unforeseen consequences down the road while producing a clear, accessible guide for residents and developers.

Detached Accessory Dwelling Unit (ADU) Update Presentation *Presenter: Jared Hall, Planning Director and Gary McGinn, Community Development Executive Director*

Mr. Hall and Mr. McGinn presented a detailed review of Orem's draft Detached Accessory Dwelling Unit (DADU) ordinance. The city is working under a state-mandated deadline requiring the adoption of a compliant DADU ordinance by October 1, 2026.

The mandate applies strictly to single-family residential properties measuring at least 11,000 square feet. To avoid confusion, the city is updating its terminology by changing "accessory apartments" to "accessory dwelling units" (ADUs) to align with standard state code language. The new ordinance consolidates both internal and detached unit regulations into a single section of municipal code. Orem currently tracks approximately 859 licensed internal ADUs. Single-family home developments frequently incorporate basement entrances or convertible designs, with about 25% of new single-family building permits including plans for an ADU.

There are standardized rules across internal & detached ADUs. Only one ADU of any type is permitted per primary single-family dwellings. ADUs remain barred in R5 and PRD

zones and cannot be attached to non-conforming single-family residences in commercial zones. Owner occupancy is strictly required in the main home. Owners must hold a rental dwelling license, and utility meters must remain in the property owner's name. Units must meet all health, fire, and building codes. RVs, mobile homes, and trailers cannot serve as ADUs because they lack permanent foundations and direct utility hookups. Short-term rental regulations are handled separately under existing codes and are deliberately omitted from this proposal to ensure deadline compliance.

In Orem, roughly 5,800 single-family lots meet or exceed the 11,000-square-foot threshold. Proposed rules for these properties include: 1) Size Caps Based on Lot Area: 11,000 to 13,000 sq ft lots have max DADU size of 850 sq ft, 13,000 to 15,000 sq ft lots have max DADU size of 1,000 sq ft, 15,000+ sq ft lots have max DADU size of 1,200 sq ft and Absolute Cap: DADUs cannot exceed 50% of the primary dwelling's main footprint, with a minimum size of 200 sq ft. 2) Height & Architectural Limitations: Heights are capped at 20 feet for pitched roofs and 14 feet for flat roofs. Exterior balconies are banned, and lofts are capped at 20% of the interior space to prevent secret second-story additions. 3) Location & Setbacks: DADUs must be situated in the side or rear yard. Setbacks are drafted at 10 feet from interior property lines, 25 feet from public or private streets, and 10 feet from the primary house. Conversions of existing legal accessory structures are permitted if they meet required setbacks. 4) Parking Placement: On-site parking must be provided outside the front setback and main driveway. State preemption prohibits the city from banning tandem parking for ADUs.

During the review, Councilmember Millett raised concerns regarding neighborhood privacy, building bulk, and property rights. The council agreed on several technical adjustments to be refined by staff before final adoption: 1) To prevent homeowners from placing tall structures on neighboring property lines, staff will draft a tiered height-to-distance model. This approach will scale allowable DADU height based on its distance from property lines. 2) Current rules requiring 20 feet between a DADU and an adjacent home could unintentionally restrict a neighboring property owner's future ability to expand their house. Staff will reframe setback rules around the neighbor's zone setback line rather than their current building footprint. 3) Mr. McGinn noted that DADU utility hookups could tempt property owners to bring in dirt fill to adjust sewer flow elevations. Staff will insert explicit language prohibiting grade alterations or fill for DADU construction. 4) Staff will research DADU absorption rates in neighboring cities like Provo to give the council a realistic estimate of expected construction volume.

The City Council plans to hold at least one additional work session to review these refined draft revisions before taking a final vote at the second City Council meeting in September, ensuring full compliance ahead of the state's October 1 deadline.

Mr. McGinn closed with a quick update on public notice expansions for municipal zoning items. He reported that increasing the noticing radius from 1,000 feet to 2,000 feet roughly doubles the mailing cost per project. Because the total cost remains under \$1,000 per project and staff processing time increases by less than an hour.

AGENDA REVIEW & PREVIEW OF UPCOMING AGENDA ITEMS

ADJOURN TO REGULAR SESSION

6:00 P.M. REGULAR SESSION - COUNCIL CHAMBERS

CONDUCTING	Mayor Karen McCandless
ELECTED OFFICIALS	Karen McCandless, Jeff Lambson, Jenn Gale, LaNae Millett ZOOM Quinn Mecham, Crystal Muhlestein, Chris Killpack
APPOINTED STAFF	Brenn Bybee, City Manager; Ryan Clark, Assistant City Manager; Keri Rugg, Deputy City Manager; Steve Earl, City Attorney; Reed Price, Public Utilities Director; Bryce Merrell, Community Services Executive Director; Brandon Nelson, Chief Finance Officer; Shaun Hirst, Assistant Fire Chief; BJ Robinson, Police Chief; Gary McGinn, Community Development Executive Director; Peter Wolfley, Civic Engagement Executive Director, PIO; Teresa McKittrick, City Recorder

CALL TO ORDER

INVOCATION / INSPIRATIONAL THOUGHT – Mark McOmber

PLEDGE OF ALLEGIANCE / FLAG CEREMONY – Kim McOmber

MAYOR’S REPORT/ ITEMS REFERRED BY COUNCIL

National Night Out Presentation *Presenter: Blake Fenn, Lieutenant and Kamryn Wilson, Behavioral Health Specialist*

Ms. Wilson and Lt. Fenn presented a preview and formal invitation to the Mayor and City Council for Orem’s upcoming National Night Out event. Held nationwide on the first Tuesday in August, the initiative aims to strengthen police-community relations by bringing local residents and law enforcement together in a fun, positive environment. The event is scheduled for Tuesday, August 4th, from 5:00 p.m. to 8:00 p.m. at City Center Park.

The presentation highlighted an extensive lineup of interactive activities and demonstrations planned for the public. Highlights include SWAT vehicles, fingerprinting stations, drunk goggles, a K9 team demonstration, car crushing, face painting, food trucks, and a static display of a Blackhawk helicopter. Popular attractions like the dunk tank will also return.

The event boasts broad regional support, attracting several outside public safety and educational partners—including Utah Highway Safety, Utah Valley University, Brigham Young

University, Utah Transit Authority, the Utah National Guard, and the Utah Department of Commerce—along with roughly 25 to 26 community partner booths. Many partners plan to offer interactive experiences and giveaways, including a Nintendo gaming contest. In response to a request from Councilmember Millett regarding outreach to school counselors and youth who might feel intimidated by law enforcement, Ms. Wilson confirmed that Wasatch Behavioral Health will attend, host a booth, and invite their clinical staff to help build comfortable, positive connections between officers and local youth.

PERSONAL APPEARANCES

Opened at 6:10 PM

Kris Hammond advocated for protecting personal property rights and building neighborhood unity over creating restrictive municipal regulations. She refutes claims linking short-term rentals to declining school enrollment or housing shortages, identifying broader demographic trends and affordability as the primary drivers, and suggests accessory units as a vital financial solution for families and seniors. Ultimately, she urges local governments to focus on constitutional protections rather than overregulation, cautioning against false neighborhood reports that create division instead of community bridges.

Rennie Reeves expressed gratitude for the newly installed crosswalk in the area. Miss Reeves noted that after bringing safety concerns about crossing 2000 South to the council a year prior, the new crosswalk has made a significant difference, with drivers now stopping for pedestrians and neighbors feeling much safer.

Keith Walker expressed concern over neighborhood deterioration caused by unenforced city codes and unmaintained rental properties. He cited examples of street paving crews having to pave around long-abandoned vehicles, alongside a concentration of illegal room rentals, sober living facilities, and severe parking congestion in his six-block area. Urging stricter oversight, he called on the council to hold profit-driven landlords accountable for neglected duplexes and fourplexes and to exercise caution with future housing policies to protect Orem's residential character.

Katie Brooks urged the City Council to consider the practical benefits of short-term rentals, sharing how local Airbnbs allowed her family to stay in Orem and keep her three children in their regular schools during a seven-month evacuation caused by severe home mold contamination. Beyond emergency housing for displaced residents, Ms. Brooks highlighted that Airbnbs provide essential ADA accommodations and foster cultural diversity within the community.

John Brooks urged the City Council to regulate short-term rentals based on property capacity and actual neighborhood impacts rather than blanket restrictions, noting that the Airbnbs near his home operate without issue. He also asked the city for an update regarding an unused, dry canal running through his backyard that has become overgrown with weeds and debris.

Mayor Karen McCandless addressed the resident's inquiry regarding the dry canal running behind Palisade Drive, explaining that the canal company decided to stop running water through it and still owns the property. She noted that the canal borders both Orem and Provo and directed the resident to consult with Mr. McGinn, who has further details on an active study evaluating potential options for the out-of-service waterway.

Judy Christensen advocated for local policy changes regarding immigration enforcement, asking the council to pass a formal resolution prohibiting municipal resources, staff, and facilities from being used for federal enforcement. Citing the personal impact on her friends and family, she urged the city to issue written directives ordering local police to cease all collaboration and information sharing with ICE to help foster community safety and unity.

Carolea Wolfley urged the city not to change its short-term rental rules, arguing that existing permit holders should be grandfathered in rather than having their plans disrupted. She highlighted how short-term rentals provide vital financial support during life transitions while serving as essential temporary housing for guests, asking the city to honor its existing commitments despite a few bad apples.

Councilmember Millett asked Mr. Earl if the City has issued short-term rental licenses? City Attorney Earl clarified that the City of Orem has never issued specific short-term rental licenses. He explained that while the city does issue general residential rental dwelling licenses—primarily intended for long-term rentals—these could potentially encompass those who have done short-term rentals as well.

Ethan Stauffer opposed the use of Flock AI surveillance cameras, warning that the mass tracking of license plates and vehicle features without a warrant severely breaches civil privacy. Highlighting documented nationwide abuses of the database, the speaker detailed how local police departments often run Flock searches on behalf of federal ICE officials for immigration enforcement. Cautioning that Flock's interconnected network allows third-party agencies to track residents across municipal borders, the resident urged local leaders to protect community privacy and refuse collaboration with ICE.

Closed at 6:34 PM

CONSENT ITEMS

Meeting Minutes Approval - July 14, 2026

APPOINTMENT - Events Advisory Commission - July 14, 2026

Ms. Millett moved to approve the consent items, **seconded** by Ms. Gale. Those voting yes: Karen McCandless, Chris Killpack, Crystal Muhlestein, Jeff Lambson, Jenn Gale, LaNae Millett and Quinn Meham. The motion **passed**.

SCHEDULED ITEMS

PUBLIC HEARING - ORDINANCE - Amending Article 22-5-3(A) and the Zoning Map of the City of Orem by changing the zone of the property located generally at 1875 South Geneva Road from OS-5 (Open Space) to PRD (Planned Residential Development); and to amend the concept plan found in Appendix KK “Site Plan - Farm Haven” to include the subject property and amend the project layout. *Presenter: Jared Hall, Planning Director*

Mr. Hall presented a two-part land-use request concerning a 2.9-acre parcel currently zoned Open Space 5 (OS-5). The applicants—who own and operate the adjacent Autism Academy—requested to rezone the property to Planned Residential Development (PRD) and merge it into the existing "Farm Haven" concept plan to form a new PRD development called "Westerly Way." Mr. Hall recalled that after the item was previously continued in May to address traffic flow, the applicant updated the concept plan to incorporate a direct public right-of-way connection to Geneva Road, which UDOT has officially reviewed and approved for full turn movements. Aligning with the General Plan's low-density residential southwest designation, the updated concept features 40 single-story twin-home units with basements, three-bedroom layouts, two-car garages, two-car driveways, and an overall parking ratio of 2.7 spaces per unit. Mr. Hall clarified that approving the zone change and concept plan does not grant building permits, as the project will still require subsequent site plan and subdivision approvals through the Planning Commission.

Responding to council questions regarding local connections, Hall noted that the internal public roads enhance neighborhood circulation by connecting to 850 West, 2000 South, and the adjacent Whitestone Estates subdivision to the east. Addressing inquiries about the development's relationship with the Autism Academy, applicant Craig Brady clarified that while the project shares ownership and access, the homes will be sold on the open market to the public rather than reserved exclusively for academy clients. He also clarified that there is only one road connection leading east into Whitestone Estates, as the second proposed stub is a dead end.

Public Hearing open at 6:46 PM

Pamela Moose requested clarification regarding the scope of the Westerly Way development. Applicant Craig Brady explained that while the neighborhood is intentionally designed as an autism-friendly, neurodiverse-focused community to foster inclusion and community pride, the homes will be open to the general public in full compliance with fair housing laws rather than restricted exclusively to individuals with an official autism diagnosis.

Keith Walker addressed the City Council to express strong support for the applicant's autism-focused project, recalling their dismay when the proposal was denied by the Planning Commission nearly two years ago over traffic concerns. Noting that surrounding developments are now moving forward with connected roads anyway, the speaker praised the project's mission and voiced gratitude that it has returned for council approval.

Marion Baxter supported the inclusive, mixed-stage housing developments, drawing on her 36 years in Wildwood Hollow to highlight how diverse neighborhoods enrich the community. Praising Orem's tradition of welcoming varied home styles and life stages, she commended the city's transparency and voiced appreciation for proposals that foster safe, integrated, and healthy neighborhoods.

Public Hearing closed at 6:52 PM

Mayor McCandless reminded everyone that the item was previously discussed in May when the city encouraged the applicant to revise their plans to include a connection to Geneva Road. Councilmembers Lambson, Millett, Jenn Gale, and Mecham all offered enthusiastic praise and gratitude toward the applicant for their meaningful work with individuals with autism and for their willingness to adapt the proposal. Councilmember Lambson thanked the applicant for listening to neighbor concerns and developing a beautiful revised plan, while Councilmember Millett highlighted how hard the planning process can be, noting that adding the access point onto Geneva Road created a positive outcome for all surrounding neighborhoods. Councilmember Gale expressed her delight at seeing the project return to the agenda, and Councilmember Mecham voiced his appreciation for the applicant's flexibility. Mayor McCandless concluded the discussion by stating how eager she was to vote in favor of the development, praising it as a wonderful project for the community before asking for a formal council motion.

Ms. Millett moved to amend Article 22-5-3(A) and the Zoning Map of the City of Orem by changing the zone of the property located generally at 1875 South Geneva Road from OS-5 (Open Space) to PRD (Planned Residential Development); and to amend the concept plan found in Appendix KK "Site Plan - Farm Haven" to include the subject property and amend the project layout, **seconded** by Ms. Gale. Those voting yes: Karen McCandless, Chris Killpack, Crystal Muhlestein, Jeff Lambson, Jenn Gale, LaNae Millett and Quinn Mecham. The motion **passed**.

CITY MANAGER INFORMATION ITEMS

City Manager Bybee reported that attendance at the recent Aloha Fest was a huge success, rivaling major city gatherings like Lights On and Taste of Orem. Councilmember Millett commended Mayor McCandless for speaking and braving the sun at the event, while Councilmember Lambson highlighted the evening crowd's excitement over a surprise performance by *American Idol* winner Iam Tongi. Looking ahead, Mr. Bybee reminded the Mayor and council about the upcoming World Folk Fest, where a dedicated tent would be set up near the outdoor stage for council members to receive small gifts and take photos with visiting representatives from nine participating countries.

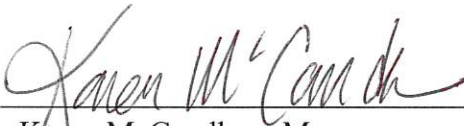
ADJOURN TO A CLOSED SESSION IN SUMMIT CONFERENCE ROOM

To discuss pending or reasonably imminent litigation; the character or professional competence of an individual; or the purchase or lease of real property

Ms. Millett moved to adjourn to a closed session in the Summit conference room to discuss pending or reasonably imminent litigation; the character or professional competence of an individual; or the purchase or lease of real property, **seconded** by Mr. Lambson. Those voting yes: Karen McCandless, Chris Killpack, Crystal Muhlestein, Jeff Lambson, Jenn Gale, LaNae Millett and Quinn Mecham. The motion **passed**.

(These minutes were created with the help of AI)

PASSED and APPROVED on this 8th day of September 2026.



Karen McCandless, Mayor

ATTEST:



Teresa McKittrick, City Recorder



COUNCIL MEMBERS

Mayor Karen McCandless
Chris Killpack
Crystal Muhlestein
Jeff Lambson
Jenn Gale
LaNae Millett
Quinn Mecham

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