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LAVONNE GRIFFIN-VALADE  
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CHERYL MYERS  
DEPUTY SECRETARY OF STATE  
AND TRIBAL LIAISON



ARCHIVES DIVISION

STEPHANIE CLARK  
DIRECTOR

800 SUMMER STREET NE  
SALEM, OR 97310  
503-373-0701

**PERMANENT ADMINISTRATIVE ORDER**

**LCDD 3-2024**

CHAPTER 660

LAND CONSERVATION AND DEVELOPMENT DEPARTMENT

**FILED**

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& LEGISLATIVE COUNSEL

FILING CAPTION: Employment Tables Update

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CONTACT: Casaria Taylor  
971-600-7699  
casaria.taylor@dlcd.oregon.gov

635 Capitol St.  
Ste. 150  
Salem, OR 97301

Filed By:  
Casaria Taylor  
Rules Coordinator

RULES:

660-038-0100, 660-038-0110, 660-038-0140

AMEND: 660-038-0100

RULE TITLE: Forecast Employment Growth Based on Population Growth

NOTICE FILED DATE: 05/31/2024

RULE SUMMARY: This rule change updates two tables referenced in the rule. The tables contain current numbers of employees in all urban growth boundaries within Oregon and projected regional employment growth rates for use in calculations related to local employment growth. Data contained in these tables is used to determine need for commercial and industrial land when cities use the "simplified method" for considering an urban growth boundary expansion.

RULE TEXT:

To forecast 14-year employment growth based on the PSU long term forecast of population growth, a city must:

- (1) Determine the forecast population of the city's UGB for the 14-year period from the year in which the UGB analysis was initiated based on the most recent forecast issued by the Portland State University Population Research Center.
- (2) Determine the current population of the UGB using the most recent population estimate issued by the Portland State University Population Research Center.
- (3) Determine the rate of population growth for the city over the 14-year period based on sections (1) and (2).
- (4) Using Table 3, determine the current number of "commercial" and "industrial" jobs in the UGB, based on the definitions in OAR 660-038-0010.
- (5) To forecast the number of new commercial and new industrial jobs anticipated to occur in the UGB for the 14-year planning period, the city must:
  - (a) Multiply the number of commercial jobs currently in the UGB determined in section (4) by the rate of population growth rate determined in section (3), and
  - (b) Multiply the number of industrial jobs currently in the UGB determined in section (4) by the rate of population growth determined in section (3).
- (6) To account for jobs that are likely to occur on land that is zoned for uses other than commercial or industrial (and

which therefore will not require buildable "employment land"), the city must reduce the forecast of new jobs determined in section (5) by 20 percent.

(7) The result is the number of new commercial and industrial jobs forecast for the 14-year planning period to be accommodated on employment lands in the UGB. The city must use this result or the result in OAR 660-038-0110 as a basis for determining land needs under OAR 660-038-0140.

STATUTORY/OTHER AUTHORITY: ORS 197A.305, ORS 197A.320, ORS 197.040, ORS 197.235

STATUTES/OTHER IMPLEMENTED: ORS 197A.300, ORS 197A.302, ORS 197A.305, ORS 197A.310, ORS 197A.312, ORS 197A.315, ORS 197A.320, ORS 197A.325

**Table 3: Current Employment (2022)**

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Adair Village	99	57	Condon	23	273
Adams	-c-	11	Coos Bay	1,234	8,444
Adrian	22	87	Coquille	575	1,349
Albany	6,256	18,059	Corvallis	4,093	26,858
Amity	102	226	Cottage Grove	698	2,959
Antelope	5	-c-	Cove	11	102
Arlington	-c-	121	Creswell	277	1,157
Ashland	1,408	8,431	Culver	73	165
Astoria	971	5,125	Dallas	771	4,201
Athena	38	163	Dayton	82	297
Aumsville	231	440	Dayville	-c-	31
Aurora	262	262	Depoe Bay	46	365
Baker City	929	3,558	Detroit	-c-	108
Bandon	257	1,437	Donald	469	32
Banks	248	334	Drain	131	240
Barlow	-c-	24	Dufur	27	145
Bay City	389	161	Dundee	338	384
Bend	11,136	47,090	Dunes City	36	50
Boardman	1,986	1,024	Eagle Point	204	1,381
Bonanza	15	109	Echo	-c-	-c-
Brookings	1,120	3,209	Elgin	-c-	212
Brownsville	130	199	Elkton	8	74
Burns	151	1,263	Enterprise	286	1,442
Butte Falls	9	85	Estacada	498	1,065
Canby	3,503	3,831	Eugene	18,960	74,849
Cannon Beach	102	1,591	Falls City	14	105
Canyon City	68	178	Florence	321	4,968
Canyonville	-c-	1,009	Fossil	-c-	144
Carlton	143	216	Garibaldi	123	234
Cascade Locks	144	180	Gaston	37	162
Cave Junction	-c-	801	Gates	-c-	12
Central Point	1,324	4,040	Gearhart	115	371
Chiloquin	-c-	265	Gervais	291	252
Clatskanie	197	605	Glendale	19	117
Coburg	1,048	1,172	Gold Beach	195	1,045
Columbia City	42	143	Gold Hill	105	252

Key: "-c-" denotes confidential data has been withheld by the Oregon Employment Department

Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 3: Current Employment (2022)**

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Granite	n/a	n/a	Long Creek	-c-	32
Grants Pass	3,551	19,709	Lostine	35	39
Grass Valley	-c-	-c-	Lowell	96	144
Haines	7	71	Lyons	371	110
Halfway	-c-	158	Madras	1,477	2,657
Halsey	104	112	Malin	111	129
Harrisburg	499	466	Manzanita	16	349
Helix	-c-	-c-	Maupin	47	225
Heppner	46	689	McMinnville	3,533	12,181
Hermiston	2,505	6,434	Medford	10,392	42,224
Hines	91	369	Merrill	45	142
Hood River	1,294	6,290	Metolius	13	78
Hubbard	1,241	254	Mill City	304	463
Huntington	10	39	Millersburg	1,965	518
Idanha	14	9	Milton-Freewater	553	1,304
Imbler	-c-	17	Mitchell	-c-	27
Independence	1,262	1,901	Molalla	1,352	1,687
lone	-c-	64	Monmouth	139	2,572
Irrigon	42	177	Monroe	25	195
Island City	244	857	Monument	-c-	29
Jacksonville	122	879	Moro	-c-	92
Jefferson	133	349	Mosier	4	66
John Day	286	1,076	Mt. Angel	435	942
Jordan Valley	9	67	Mt. Vernon	31	88
Joseph	87	254	Myrtle Creek	409	927
Junction City	589	2,516	Myrtle Point	108	445
Klamath Falls	3,245	14,947	Nehalem	14	225
La Grande	933	5,276	Newberg	3,050	7,114
La Pine	219	1,317	Newport	1,152	6,380
Lafayette	163	209	North Bend	592	3,563
Lakeside	27	159	North Plains	549	514
Lakeview	353	1,168	North Powder	17	77
Lebanon	1,841	5,313	Nyssa	352	523
Lexington	5	-c-	Oakland	30	192
Lincoln City	327	5,105	Oakridge	104	462
Lonerock	-c-	-c-	Ontario	1,545	6,522

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Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 3: Current Employment (2022)**

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Pendleton	1,709	6,671	Stayton	976	2,441
Philomath	578	1,151	Sublimity	22	563
Phoenix	256	945	Summerville	-c-	13
Pilot Rock	104	142	Sumpter	-c-	26
Port Orford	107	270	Sutherlin	829	1,436
Powers	-c-	104	Sweet Home	589	1,663
Prairie City	36	134	Talent	321	649
Prineville	1,918	4,094	Tangent	565	298
Rainier	504	414	The Dalles	1,404	7,004
Redmond	4,682	10,648	Tillamook	984	3,179
Reedsport	134	1,104	Toledo	637	607
Richland	20	51	Turner	310	285
Riddle	15	180	Ukiah	-c-	13
Rockaway Beach	35	330	Umatilla	1,328	1,363
Rogue River	262	659	Union	27	183
Roseburg	2,774	18,320	Unity	-c-	20
Rufus	16	51	Vale	244	677
Salem/Keizer	22,222	98,815	Veneta	130	762
Sandy	574	3,052	Vernonia	85	333
Scappoose	728	1,554	Waldport	35	435
Scio	85	318	Wallowa	23	102
Scotts Mills	11	52	Warrenton	911	2,895
Seaside	245	3,802	Wasco	18	23
Seneca	-c-	12	Waterloo	-c-	33
Shady Cove	46	330	Westfir	-c-	-c-
Shaniko	-c-	-c-	Weston	401	52
Sheridan	147	506	Wheeler	9	138
Siletz	-c-	331	Willamina	-c-	278
Silverton	855	2,903	Winston	84	843
Sisters	530	1,595	Woodburn	4,842	6,799
Sodaville	-c-	63	Yachats	-c-	463
Spray	-c-	31	Yamhill	48	191
Springfield	8,237	21,352	Yoncalla	57	121
St. Helens	825	4,053			
St. Paul	49	208			

Key: "-c-" denotes confidential data has been withheld by the Oregon Employment Department

Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 4: Projected Regional Long-Term Employment Growth Rates (2022 - 2032)**  
(OAR 660-038-0110)

<b>Region</b>	<b>Commercial</b>	<b>Industrial</b>
Central Oregon	11%	11%
Columbia Basin	8%	7%
Columbia Gorge	9%	10%
Eastern Six	6%	8%
Lane	10%	10%
Mid-Valley	9%	11%
Northwestern Oregon	10%	6%
Portland Tri-County	13%	11%
Rogue Valley	8%	9%
South Central	8%	9%
Southwestern Oregon	6%	5%

NOTE: This table provides the projected long-term regional growth rate for commercial and industrial jobs in each of the “regions” (Workforce Innovation and Opportunity Act Areas) for which OED forecasts long-term job growth (see OAR 660-038-0110).

*Data Source: Oregon Employment Department (2022)*

AMEND: 660-038-0110

RULE TITLE: Forecast Employment Growth Based on Oregon Employment Department Forecast

NOTICE FILED DATE: 05/31/2024

RULE SUMMARY: This rule change updates two tables referenced in the rule. The tables contain current numbers of employees in all urban growth boundaries within Oregon and projected regional employment growth rates for use in calculations related to local employment growth. Data contained in these tables is used to determine need for commercial and industrial land when cities use the "simplified method" for considering an urban growth boundary.

RULE TEXT:

As an alternative to the method provided in OAR 660-038-0100, to forecast 14-year employment growth based on the most recent long-term job forecast issued by the Oregon Employment Department (OED), a city must:

- (1) Determine the number of "commercial" and "industrial" jobs currently in the UGB as provided in Table 3.
- (2) Using Table 4, determine the long-term growth rates forecast by OED for commercial jobs and for industrial jobs in the OED region that includes the city. For purposes of this rule, "OED region" means Workforce Innovation and Opportunity Act (WIOA) Areas for which OED forecasts long-term job growth.
- (3) To forecast the number of new commercial and new industrial jobs anticipated to occur in the UGB for the 14-year planning period, the city must:
  - (a) Multiply the number of commercial jobs currently in the UGB determined in section (1) by the forecast rate of growth determined in section (2), and
  - (b) Multiply the number of industrial jobs currently in the UGB determined in section (1) by the forecast rate of growth determined in section (2).
- (4) To account for jobs that are likely to occur on land that is zoned for uses other than commercial or industrial (and which therefore will not require buildable "employment land"), the city must reduce the forecast of new commercial and industrial jobs determined in subsections (3)(a) and (3)(b) by 20 percent.
- (5) The result is the number of new commercial and industrial jobs forecast for the 14-year planning period to be accommodated on employment lands in the UGB. The city must use this result or the result in OAR 660-038-0100 as a basis for determining employment land needs under OAR 660-038-0140.

STATUTORY/OTHER AUTHORITY: ORS 197.040, ORS 197A.305, ORS 197A.320, ORS 197.235

STATUTES/OTHER IMPLEMENTED: ORS 197A.300, ORS 197A.302, ORS 197A.305, ORS 197A.310, ORS 197A.312, ORS 197A.315, ORS 197A.320, ORS 197A.325

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Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022



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Richland	20	51	Turner	310	285
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Scio	85	318	Wallowa	23	102
Scotts Mills	11	52	Warrenton	911	2,895
Seaside	245	3,802	Wasco	18	23
Seneca	-c-	12	Waterloo	-c-	33
Shady Cove	46	330	Westfir	-c-	-c-
Shaniko	-c-	-c-	Weston	401	52
Sheridan	147	506	Wheeler	9	138
Siletz	-c-	331	Willamina	-c-	278
Silverton	855	2,903	Winston	84	843
Sisters	530	1,595	Woodburn	4,842	6,799
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Spray	-c-	31	Yamhill	48	191
Springfield	8,237	21,352	Yoncalla	57	121
St. Helens	825	4,053			
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Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 4: Projected Regional Long-Term Employment Growth Rates (2022 - 2032)**  
(OAR 660-038-0110)

<b>Region</b>	<b>Commercial</b>	<b>Industrial</b>
Central Oregon	11%	11%
Columbia Basin	8%	7%
Columbia Gorge	9%	10%
Eastern Six	6%	8%
Lane	10%	10%
Mid-Valley	9%	11%
Northwestern Oregon	10%	6%
Portland Tri-County	13%	11%
Rogue Valley	8%	9%
South Central	8%	9%
Southwestern Oregon	6%	5%

NOTE: This table provides the projected long-term regional growth rate for commercial and industrial jobs in each of the “regions” (Workforce Innovation and Opportunity Act Areas) for which OED forecasts long-term job growth (see OAR 660-038-0110).

*Data Source: Oregon Employment Department (2022)*

AMEND: 660-038-0140

RULE TITLE: Translate Job Forecast to Employment Land Need

NOTICE FILED DATE: 05/31/2024

RULE SUMMARY: This rule change updates two tables referenced in the rule. The tables contain current numbers of employees in all urban growth boundaries within Oregon and projected regional employment growth rates for use in calculations related to local employment growth. Data contained in these tables is used to determine need for commercial and industrial land when cities use the "simplified method" for considering an urban growth boundary expansion.

RULE TEXT:

(1) Determine the current density (jobs per acre) of developed commercial land, as follows:

(a) Based on the determination from OAR 660-038-0120, for all lots and parcels zoned for commercial uses, identify the area (acreage) of "developed" lots and parcels, and the developed portion (acreage) of "partially vacant" lots and parcels. The sum of these equals the total area of "developed commercial land" for purposes of this rule.

(b) Determine current number of commercial jobs in the UGB from Table 3.

(c) Subtract 20 percent from (b) to account for current commercial jobs that occur on land not zoned commercial or industrial.

(d) Divide the number of jobs determined in subsection (c) by the amount of developed commercial land determined in subsection (a). The result is the current density of commercial uses (jobs per acre) on commercial land in the UGB.

(2) Determine the current density (jobs per acre) for developed industrial land in the UGB, as follows:

(a) Based on the determination in OAR 660-038-0120, for all lots and parcels zoned for industrial uses, identify the area (acreage) of "developed" lots and parcels, and the developed portion (acreage) of "partially vacant" lots and parcels. The sum of these equals the total area of "developed industrial land" for purposes of this rule.

(b) Determine current number of industrial jobs in the UGB from Table 3.

(c) Subtract 20 percent from the determination in subsection (b) to account for current industrial jobs that occur on land not zoned commercial or industrial.

(d) Divide the number of jobs determined in subsection (c) by the amount of developed industrial land determined in subsection (a). The result is the current density of industrial uses (jobs per acre) on industrial land in the UGB.

(3) To account for redevelopment and the anticipated long term increase in efficiency of employment land, the city must:

(a) Multiply the result of section (1) for commercial uses, and section (2) for industrial uses, by the applicable factors in paragraphs (A) or (B) of this subsection:

(A) For cities with a UGB population less than 10,000, the factor shall be a range from one to three percent for commercial, and one-half of a percent for industrial.

(B) For cities with a UGB population equal to or greater than 10,000 the factor shall be a range of three to five percent for commercial and one percent for industrial.

(b) Add the result from subsection (a) to the result in section (1) for commercial uses, and to the result in section (2) for industrial uses. This is the anticipated density of commercial and industrial land (jobs per acre) in the UGB.

(4) Divide the number of commercial and industrial jobs forecast in OAR 660-038-0100 and 660-038-0110 by the applicable results in section (3) to determine the net new land need for commercial and industrial uses over the planning period.

(5) The city must increase the results of section (4) by 15 percent to convert net land need to gross land need in consideration of land need for streets, roads and other public facilities due to employment land growth over the planning period.

STATUTORY/OTHER AUTHORITY: ORS 197.040, ORS 197A.305, ORS 197A.320, ORS 197.235

STATUTES/OTHER IMPLEMENTED: ORS 197A.315, ORS 197A.320, ORS 197A.325, ORS 197A.300, ORS 197A.302,



**Table 3: Current Employment (2022)**

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Brookings	1,120	3,209	Elgin	-c-	212
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Butte Falls	9	85	Estacada	498	1,065
Canby	3,503	3,831	Eugene	18,960	74,849
Cannon Beach	102	1,591	Falls City	14	105
Canyon City	68	178	Florence	321	4,968
Canyonville	-c-	1,009	Fossil	-c-	144
Carlton	143	216	Garibaldi	123	234
Cascade Locks	144	180	Gaston	37	162
Cave Junction	-c-	801	Gates	-c-	12
Central Point	1,324	4,040	Gearhart	115	371
Chiloquin	-c-	265	Gervais	291	252
Clatskanie	197	605	Glendale	19	117
Coburg	1,048	1,172	Gold Beach	195	1,045
Columbia City	42	143	Gold Hill	105	252

Key: "-c-" denotes confidential data has been withheld by the Oregon Employment Department

Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 3: Current Employment (2022)**

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Granite	n/a	n/a	Long Creek	-c-	32
Grants Pass	3,551	19,709	Lostine	35	39
Grass Valley	-c-	-c-	Lowell	96	144
Haines	7	71	Lyons	371	110
Halfway	-c-	158	Madras	1,477	2,657
Halsey	104	112	Malin	111	129
Harrisburg	499	466	Manzanita	16	349
Helix	-c-	-c-	Maupin	47	225
Heppner	46	689	McMinnville	3,533	12,181
Hermiston	2,505	6,434	Medford	10,392	42,224
Hines	91	369	Merrill	45	142
Hood River	1,294	6,290	Metolius	13	78
Hubbard	1,241	254	Mill City	304	463
Huntington	10	39	Millersburg	1,965	518
Idanha	14	9	Milton-Freewater	553	1,304
Imbler	-c-	17	Mitchell	-c-	27
Independence	1,262	1,901	Molalla	1,352	1,687
lone	-c-	64	Monmouth	139	2,572
Irrigon	42	177	Monroe	25	195
Island City	244	857	Monument	-c-	29
Jacksonville	122	879	Moro	-c-	92
Jefferson	133	349	Mosier	4	66
John Day	286	1,076	Mt. Angel	435	942
Jordan Valley	9	67	Mt. Vernon	31	88
Joseph	87	254	Myrtle Creek	409	927
Junction City	589	2,516	Myrtle Point	108	445
Klamath Falls	3,245	14,947	Nehalem	14	225
La Grande	933	5,276	Newberg	3,050	7,114
La Pine	219	1,317	Newport	1,152	6,380
Lafayette	163	209	North Bend	592	3,563
Lakeside	27	159	North Plains	549	514
Lakeview	353	1,168	North Powder	17	77
Lebanon	1,841	5,313	Nyssa	352	523
Lexington	5	-c-	Oakland	30	192
Lincoln City	327	5,105	Oakridge	104	462
Lonerock	-c-	-c-	Ontario	1,545	6,522

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Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022

**Table 3: Current Employment (2022)**

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Paisley	-c-	71	Stanfield	49	268
Pendleton	1,709	6,671	Stayton	976	2,441
Philomath	578	1,151	Sublimity	22	563
Phoenix	256	945	Summerville	-c-	13
Pilot Rock	104	142	Sumpter	-c-	26
Port Orford	107	270	Sutherlin	829	1,436
Powers	-c-	104	Sweet Home	589	1,663
Prairie City	36	134	Talent	321	649
Prineville	1,918	4,094	Tangent	565	298
Rainier	504	414	The Dalles	1,404	7,004
Redmond	4,682	10,648	Tillamook	984	3,179
Reedsport	134	1,104	Toledo	637	607
Richland	20	51	Turner	310	285
Riddle	15	180	Ukiah	-c-	13
Rockaway Beach	35	330	Umatilla	1,328	1,363
Rogue River	262	659	Union	27	183
Roseburg	2,774	18,320	Unity	-c-	20
Rufus	16	51	Vale	244	677
Salem/Keizer	22,222	98,815	Veneta	130	762
Sandy	574	3,052	Vernonia	85	333
Scappoose	728	1,554	Waldport	35	435
Scio	85	318	Wallowa	23	102
Scotts Mills	11	52	Warrenton	911	2,895
Seaside	245	3,802	Wasco	18	23
Seneca	-c-	12	Waterloo	-c-	33
Shady Cove	46	330	Westfir	-c-	-c-
Shaniko	-c-	-c-	Weston	401	52
Sheridan	147	506	Wheeler	9	138
Siletz	-c-	331	Willamina	-c-	278
Silverton	855	2,903	Winston	84	843
Sisters	530	1,595	Woodburn	4,842	6,799
Sodaville	-c-	63	Yachats	-c-	463
Spray	-c-	31	Yamhill	48	191
Springfield	8,237	21,352	Yoncalla	57	121
St. Helens	825	4,053			
St. Paul	49	208			

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Source: Oregon Employment Department, data for covered employment inside Urban Growth Boundaries in 2022



**Table 4: Projected Regional Long-Term Employment Growth Rates (2022 - 2032)**  
(OAR 660-038-0110)

<b>Region</b>	<b>Commercial</b>	<b>Industrial</b>
Central Oregon	11%	11%
Columbia Basin	8%	7%
Columbia Gorge	9%	10%
Eastern Six	6%	8%
Lane	10%	10%
Mid-Valley	9%	11%
Northwestern Oregon	10%	6%
Portland Tri-County	13%	11%
Rogue Valley	8%	9%
South Central	8%	9%
Southwestern Oregon	6%	5%

NOTE: This table provides the projected long-term regional growth rate for commercial and industrial jobs in each of the “regions” (Workforce Innovation and Opportunity Act Areas) for which OED forecasts long-term job growth (see OAR 660-038-0110).

*Data Source: Oregon Employment Department (2022)*