Oregon
Tina Kotek, Governor

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August 13, 2026

To: Land Conservation and Development Commission

From: Brenda Ortigoza Bateman, Ph.D., Director
Leila Aman, Community Services Division Manager
Leigh McIlvaine, Economic Development Specialist

Subject: **Agenda Item 8, August 27-28, 2026, LCDC Meeting**

Annual Division 38 Employment Tables Rulemaking

I. Agenda Item Summary

This agenda item is an annual rule update. Action by the Land Conservation and Development Commission (LCDC or commission) is needed to maintain current local employment figures and regional job growth forecasts. These forecasts are found in Oregon Administrative Rules (OAR) 660-038, also known as the Simplified Urban Growth Boundary (UGB) Method.

a. Purpose

LCDC adopts updated employment figures and regional job growth forecasts for the Simplified Urban Growth Boundary amendment process; provides direction on continued rule maintenance.

b. Objective

The commission amends OAR 660-038-0100, OAR 660-038-0110, and OAR 660-038-0140 employment tables with updated employment data.

For further information about this report, please contact Leigh McIlvaine, Economic Development Specialist, at 971-701-1041 or leigh.mcilvaine@dlcd.oregon.gov.

II. Background

In 2013, the Oregon Legislature approved legislation that added an optional, simplified process that Oregon's cities may use to amend their UGBs. This legislation is now codified in Oregon Revised Statute (ORS) Chapter 197A. The Legislature also made changes and improvements to the method that cities outside the Portland Metro region can use to determine the location of lands to be added to a UGB to satisfy a city's identified land need. In December 2015, LCDC adopted rules implementing what is known as the Simplified UGB process.

The Simplified UGB amendment process relies on regular updates of employment tables that are used to determine land need based on local employment figures. The commission updates the tables when the Oregon Employment Department (OED) calculates and provides the department with new numbers of employees in UGBs or adjusts the long-term regional growth forecast. DLCD staff prepare the employment tables amendment for the commission annually.

The Secretary of State notice for the recommended rule update is included in Attachment A. Attachment B includes tables 3 and 4 reflecting the required and updated data. Table 3 contains figures consisting of current total employment numbers within each city's UGB. Table 4 provides OED's most recent long-term growth forecast for commercial and industrial jobs in each of the economic regions. These regions are federally defined areas where OED forecasts long-term job growth. OED provided these data to DLCD in spring of 2026.

a. Proposed Changes

The current version of Table 3 contains data provided by OED for 2023 and was adopted by the commission in June 2025. The revised Table 3 contains updated 2024 figures for employees in UGBs. The revised Table 4 provides an updated employment growth forecast for 2024-2034. OED makes employment data available one year after the end of the calendar year.

b. Summary of Considerations and Constraints

The only risk of not adopting this update is that the rule will not contain the most up-to-date local economic information. Recent information shows a moderate slowing of forecasted employment growth, compared to the prior year's forecast.

III. Future Rule Maintenance

To date, no local government has used the Simplified UGB Method to complete a UGB expansion. Long range planning for residential development has changed significantly since LCDC adopted the Simplified UGB Method in 2013. Recent housing legislation requires local governments to use the Oregon Housing Needs Analysis methodology to determine residential land demand. Although a city may continue to use the Simplified UGB Method to expand its urban growth boundary for employment lands, it would not be able to use this method to expand its urban growth boundary for housing without being subject to legal challenge.

Despite this context, the department has remained committed to keeping the rule current with updated employment data, while the simplified UGB Method remains in statute.

IV. Recommended Action

The department recommends adoption of the proposed amendments to OAR 660-038 (the Simplified UGB amendment process) as shown in Attachment A. These changes consist of substituting the new, updated numbers in Tables 3 and 4 in Attachment B for the existing numbers.

Suggested motion: "I move to adopt amendments to OAR 660-038 and the amendment to Tables 3 and 4 that is referenced in the rules as recommended by the department and explained in the staff report."

Alternate motion: "I move to adopt amendments to OAR 660-038 and the amendment to Tables 3 and 4 that is referenced in the rules as recommended by the department with the following changes: [itemize or cite changes to the department recommendation]."

V. Attachments

a. Secretary of State Notice of Proposed Rulemaking

b. Tables 3 and 4 — Revised 2024 Employment Data and Forecast

NOTICE OF PROPOSED RULEMAKING

CHAPTER 660
LAND CONSERVATION AND DEVELOPMENT DEPARTMENT

FILING CAPTION: Employment Tables Rulemaking Update

LAST DAY AND TIME TO OFFER COMMENT TO AGENCY: 08/28/2026 8:30 AM

HEARING(S):
DATE: 08/28/2026
TIME: 8:00 AM
OFFICER: LCDC

IN-PERSON HEARING DETAILS
ADDRESS: DLCD Salem Office, 635 Capitol St. NE Ste. 150, Salem, OR 97301
SPECIAL INSTRUCTIONS:
To sign up to give verbal public comment, please visit: https://www.oregon.gov/LCD/Commission/Pages/Public-Comment.aspx

REMOTE HEARING DETAILS
MEETING URL: https://zoom.us/j/92567623485?pwd=e4AW09PYMFMUh5K0e52EZtnYRzyqY5.1
PHONE NUMBER: 1-669-444-9171
CONFERENCE ID: 92567623485
SPECIAL INSTRUCTIONS:
Passcode: 733129
To sign up to give verbal public comment, please visit: https://www.oregon.gov/LCD/Commission/Pages/Public-Comment.aspx.

NEED FOR THE RULE(S):
This rule change is needed to update existing Tables 3 and 4 figures with new existing employment figures so that cities can use the most recently available data when calculating employment land needs and potential expansion of the city's urban growth boundary (UGB).

DOCUMENTS RELIED UPON, AND WHERE THEY ARE AVAILABLE:
Revised Table 3: Employment figures, and revised Table 4: Projected Regional Long-term Employment Growth Rates, are received from the Oregon Employment Department and attached to the rules.

STATEMENT IDENTIFYING HOW ADOPTION OF RULE(S) WILL AFFECT RACIAL EQUITY IN THIS STATE:
Amendment of the rule to include the most recently available employment figures will have neither a positive nor negative impact on racial equity in the state. Employment tables in this rule describe the number employees by industry sector and location but lack demographic characteristics of occupants of jobs in local areas. As such, we expect the amended rule to continue to support communities in their efforts to provide adequate land for economic opportunities with a minimal but equal effect on the

ability of people of all races to access quality employment.

FISCAL AND ECONOMIC IMPACT:
This rule will have positive fiscal and economic impacts for cities because it will allow cities to use the most recent employment numbers to calculate land needs for a potential urban growth boundary (UGB) expansion under the "simplified" UGB method.

COST OF COMPLIANCE:
(1) Identify any state agencies, units of local government, and members of the public likely to be economically affected by the rule(s). (2) Effect on Small Businesses: (a) Estimate the number and type of small businesses subject to the rule(s); (b) Describe the expected reporting, recordkeeping and administrative activities and cost required to comply with the rule(s); (c) Estimate the cost of professional services, equipment supplies, labor and increased administration required to comply with the rule(s).
Local governments may have positive impacts from this rule in terms of calibration of employment land availability with employment land needs resulting from expected employment growth.

No small businesses are subject to this rule. Since small businesses are not subject to this rule, they will not incur any additional costs to comply with the rule.

DESCRIBE HOW SMALL BUSINESSES WERE INVOLVED IN THE DEVELOPMENT OF THESE RULE(S):
Small businesses were not involved in the development of this rule because small businesses are not subject to this rule.

WAS AN ADMINISTRATIVE RULE ADVISORY COMMITTEE CONSULTED? NO IF NOT, WHY NOT?The department exercised no rulemaking discretion - this rule amendment updates Tables in several rules contained within OAR 660-038 to reflect more recent numbers of employees in each urban growth boundary in the state.

HOUSING IMPACT STATEMENT:
OAR 660-038 provides a process for estimating employment land need under the “Simplified Urban Growth Boundary (UGB) Method.” 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 calculation 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.

Since the rule amendments involve planning for economic development and development of commercial and industrial lands, there is no impact on housing costs associated with the amendment.

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RULES PROPOSED:
660-038-0100, 660-038-0110, 660-038-0140

AMEND: 660-038-0100
RULE TITLE: Forecast Employment Growth Based on Population Growth
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 197.040, ORS 197.235, ORS 197A.285, ORS 197A.305
STATUTES/OTHER IMPLEMENTED: ORS 197A.300, ORS 197A.302, ORS 197A.305, ORS 197A.310, ORS 197A.312, ORS 197A.315, ORS 197A.325, ORS 197A.285

AMEND: 660-038-0110
RULE TITLE: Forecast Employment Growth Based on Oregon Employment Department Forecast
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:

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 197.235, ORS 197A.284, ORS 197A.305
STATUTES/OTHER IMPLEMENTED: ORS 197A.285, ORS 197A.300, ORS 197A.302, ORS 197A.305, ORS 197A.310, ORS 197A.312, ORS 197A.315, ORS 197A.325

AMEND: 660-038-0140
RULE TITLE: Translate Job Forecast to Employment Land Need
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 197.235, ORS 197A.285, ORS 197A.305
STATUTES/OTHER IMPLEMENTED: ORS 197A.315, ORS 197A.320, ORS 197A.325, ORS 197A.300, ORS 197A.302, ORS 197A.305, ORS 197A.310, ORS 197A.312

Table 3: Current Employment (2024)

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Adair Village	105	59	Condon	54	282
Adams	4	10	Coos Bay	2,652	7,309
Adrian	24	69	Coquille	687	1,313
Albany	9,209	14,821	Corvallis	7,463	25,120
Amity	142	218	Cottage Grove	1,509	2,132
Antelope	-c-	-c-	Cove	19	96
Arlington	-c-	133	Creswell	607	929
Ashland	2,842	6,812	Culver	103	156
Astoria	1,627	4,793	Dallas	1,445	3,662
Athena	60	136	Dayton	75	273
Aumsville	382	437	Dayville	-c-	33
Aurora	215	404	Depoe Bay	86	337
Baker City	1,809	2,775	Detroit	19	42
Bandon	542	1,245	Donald	614	27
Banks	255	316	Drain	205	160
Barlow	-c-	26	Dufur	83	165
Bay City	-c-	158	Dundee	350	307
Bend	19,581	42,235	Dunes City	-c-	45
Boardman	2,182	1,241	Eagle Point	573	988
Bonanza	23	103	Echo	28	-c-
Brookings	1,697	2,564	Elgin	355	176
Brownsville	196	148	Elkton	6	71
Burns	349	1,040	Enterprise	529	1,348
Butte Falls	31	83	Estacada	931	1,002
Canby	4,175	3,325	Eugene	30,399	64,439
Cannon Beach	305	1,406	Falls City	21	124
Canyon City	96	188	Florence	1,132	3,849
Canyonville	224	920	Fossil	25	147
Carlton	214	247	Garibaldi	119	192
Cascade Locks	177	184	Gaston	31	160
Cave Junction	440	606	Gates	-c-	11
Central Point	2,087	3,323	Gearhart	143	367
Chiloquin	94	298	Gervais	316	279
Clatskanie	295	537	Glendale	43	94
Coburg	1,213	826	Gold Beach	428	813
Columbia City	42	129	Gold Hill	144	188

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 2024

Table 3: Current Employment (2024)

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Granite	-c-	-c-	Long Creek	13	26
Grants Pass	6,845	18,393	Lostine	39	47
Grass Valley	12	4	Lowell	111	218
Haines	10	65	Lyons	370	105
Halfway	43	141	Madras	2,002	2,149
Halsey	110	89	Malin	95	106
Harrisburg	517	407	Manzanita	113	226
Helix	2	-c-	Maupin	40	169
Heppner	167	617	McMinnville	5,991	10,002
Hermiston	4,224	5,716	Medford	19,155	35,514
Hines	237	278	Merrill	147	114
Hood River	2,387	5,377	Metolius	45	245
Hubbard	806	166	Mill City	351	385
Huntington	6	27	Millersburg	2,484	321
Idanha	-c-	-c-	Milton-Freewater	812	1,087
Imbler	-c-	6	Mitchell	24	-c-
Independence	1,326	1,427	Molalla	1,648	1,276
Ione	56	54	Monmouth	296	2,460
Irrigon	93	197	Monroe	41	172
Island City	661	342	Monument	43	29
Jacksonville	194	805	Moro	-c-	97
Jefferson	165	302	Mosier	-c-	52
John Day	636	876	Mt. Angel	542	942
Jordan Valley	28	46	Mt. Vernon	31	54
Joseph	205	256	Myrtle Creek	751	646
Junction City	1,358	1,699	Myrtle Point	283	339
Klamath Falls	5,761	12,727	Nehalem	35	208
La Grande	1,883	4,659	Newberg	3,944	7,171
La Pine	591	988	Newport	2,322	5,711
Lafayette	124	921	North Bend	1,241	3,074
Lakeside	79	93	North Plains	702	496
Lakeview	575	982	North Powder	26	73
Lebanon	2,839	4,531	Nyssa	503	443
Lexington	14	11	Oakland	50	203
Lincoln City	1,407	4,273	Oakridge	190	418
Lonerock	-c-	-c-	Ontario	3,589	4,967

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 2024

Table 3: Current Employment (2024)

City	Industrial Employment	Commercial Employment	City	Industrial Employment	Commercial Employment
Paisley	21	59	Stanfield	138	197
Pendleton	2,760	6,091	Stayton	1,460	1,937
Philomath	541	1,081	Sublimity	252	353
Phoenix	807	844	Summerville	-c-	17
Pilot Rock	143	119	Sumpter	10	13
Port Orford	143	224	Sutherlin	1,134	1,257
Powers	48	91	Sweet Home	1,076	1,362
Prairie City	93	132	Talent	410	544
Prineville	2,553	3,776	Tangent	929	281
Rainier	655	288	The Dalles	3,037	5,920
Redmond	7,784	9,127	Tillamook	1,690	2,474
Reedsport	381	888	Toledo	732	497
Richland	49	17	Turner	474	264
Riddle	64	166	Ukiah	66	27
Rockaway Beach	101	307	Umatilla	1,598	1,859
Rogue River	409	557	Union	79	179
Roseburg	6,072	15,325	Unity	9	21
Rufus	14	30	Vale	339	753
Salem/Keizer	34,522	91,984	Veneta	339	614
Sandy	1,749	2,305	Vernonia	137	275
Scappoose	1,040	1,151	Waldport	240	313
Scio	79	274	Wallowa	51	114
Scotts Mills	12	46	Warrenton	2,290	1,690
Seaside	824	3,221	Wasco	21	30
Seneca	-c-	9	Waterloo	-c-	-c-
Shady Cove	133	262	Westfir	-c-	-c-
Shaniko	-c-	-c-	Weston	359	64
Sheridan	212	774	Wheeler	20	112
Siletz	33	380	Willamina	-c-	226
Silverton	1,318	2,680	Winston	257	741
Sisters	1,036	1,497	Woodburn	7,381	4,693
Sodaville	-c-	65	Yachats	43	511
Spray	-c-	29	Yamhill	72	193
Springfield	12,739	21,410	Yoncalla	70	113
St. Helens	1,528	3,555			
St. Paul	68	203			

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 2024

Table 4: Projected Regional Long-Term Employment Growth Rates (2024 - 2034) (OAR 660-038-0110)

Region	Commercial	Industrial
Central Oregon	7%	7%
Columbia Basin	7%	4%
Columbia Gorge	6%	4%
Eastern Six	5%	4%
Lane	6%	6%
Mid-Valley	6%	6%
Northwestern Oregon	6%	3%
Portland Tri-County	8%	6%
Rogue Valley	6%	4%
South Central	5%	5%
Southwestern Oregon	6%	2%

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 (2024)