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MICHAEL KAPLAN
DEPUTY SECRETARY OF STATE

ARCHIVES DIVISION
STEPHANIE CLARK
DIRECTOR

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

NOTICE OF PROPOSED RULEMAKING

INCLUDING STATEMENT OF NEED & FISCAL IMPACT

CHAPTER 589
HIGHER EDUCATION COORDINATING COMMISSION
OFFICE OF COMMUNITY COLLEGES AND WORKFORCE DEVELOPMENT

FILED: 10/19/2026 4:42 PM
ARCHIVES DIVISION SECRETARY OF STATE

FILING CAPTION: Updates to Community College Funding Distribution

LAST DAY AND TIME TO OFFER COMMENT TO AGENCY: 11/24/2026 5:00 PM
The Agency requests public comment on whether other options should be considered for achieving the rule's substantive goals while reducing negative economic impact of the rule on business.

CONTACT:
Guthrie Stafford
971-273-9222
guthrie.stafford@hecc.oregon.gov
3225 25th Street SE
Salem, OR 97302

Filed By:
Guthrie Stafford
Rules Coordinator

HEARING(S)
Auxiliary aids for persons with disabilities are available upon advance request. Notify the contact listed above.

DATE: 11/17/2026
TIME: 10:30 AM - 10:55 AM
OFFICER: Guthrie Stafford

REMOTE HEARING DETAILS
MEETING URL: Click here to join the meeting
PHONE NUMBER: 1-503-446-4951
SPECIAL INSTRUCTIONS:
Phone Conference ID: 461 829 265#
Meeting ID: 240 849 591 456 7
Passcode: RJ2Vk9BK

NEED FOR THE RULE(S):

The rule action is needed to address workgroup findings resulting from SB 1552 (2024). The HECC was required to convene a workgroup to study evidence-based corequisite student support models. The workgroup recommended that

Oregon community colleges implement said models and incentivize them through the CCSF distribution model.

DOCUMENTS RELIED UPON, AND WHERE THEY ARE AVAILABLE:

October 2024 presentation to Oregon Full Higher Education Coordinating Commission on developmental education; Agenda item 8.1a.

STATEMENT IDENTIFYING HOW ADOPTION OF RULE(S) WILL AFFECT RACIAL EQUITY IN THIS STATE:

Based on data compiled by the HECC Office of Analytics and Strategy, most students who begin traditionally designed developmental coursework do not graduate or transfer. The effects are disproportionately felt by older students, rural students, and students who identify as Black/African American, Native American/Alaska Native, and women. Corequisite student support models for gateway college courses were recommended to be implemented by the SB 1552 (2024) workgroup as a way to improve learner outcomes for students in need of developmental education. Incentivizing these supports, by funding them through the CCSF and no longer funding traditional developmental coursework that has resulted in barriers and a lack of credentials, is intended to improve learner outcomes. Especially for those most affected.

FISCAL AND ECONOMIC IMPACT:

There will likely be cost to the community colleges associated with developing Corequisite student support models. However, that cost may not be incremental to general, periodic curricular redesign efforts. The rule does not require the development of these models but incentivizes their offering. To the extent that community colleges develop corequisite remediation courses, Oregon's seventeen community colleges and community college students participating in corequisite support models may be affected by these rules. To the extent that community colleges continue prerequisite support models, those courses will no longer be funded through the Community College Support Fund under the proposed rules.

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).

(1) None.
(2) (a) Small businesses are not impacted by this rule amendment. This rule only applies to Oregon community colleges.
(b) Small businesses are not impacted by this rule amendment.
(c) Small businesses are not impacted by this rule amendment.

DESCRIBE HOW SMALL BUSINESSES WERE INVOLVED IN THE DEVELOPMENT OF THESE RULE(S):

Small businesses were not involved in the development of these rule amendments. These rules only apply to Oregon community colleges.

WAS AN ADMINISTRATIVE RULE ADVISORY COMMITTEE CONSULTED? NO IF NOT, WHY NOT?

No, but the changes to the CCSF distribution model were discussed and recommended by an advisory workgroup. The workgroup consisted of community college representatives.

NOTE: Additional PDF filed with this filing is attached to this document. You may view the attachment filingAttachment.pdf from the Attachments panel. Alternately, you may view the attachment at the following link: https://secure.sos.state.or.us/oard/viewFilingAttachment.action?filingRsn=63690

RULES PROPOSED:
589-002-0110, 589-002-0120

AMEND: 589-002-0110

RULE SUMMARY: This rule contains definitions relevant to the community college support fund distribution formula. A new definition for 'corequisite' is being added.

CHANGES TO RULE:

589-002-0110
Definitions ¶

The following definitions apply to OAR 589-002-0100 through 589-002-0130.¶
(1) "Adult" is any student who is 25 years or older as of July 1 in a given academic year.¶
(2) "Annual Growth Factor (AGF)" is one-half of the Biennial Growth Management Component.¶
(3) "Base Payment" is an allocation made through the Community College Distribution Model which provides funding for basic community college district operations that are essential and do not vary in direct proportion to the districts' Full-Time Equivalent (FTE) student enrollment. The base allocation increases stability and predictability of funding for individual colleges.¶
(4) "Biennial Growth Management Component" is the percent change, from one biennium to the next, of the total number of FTE for all community college districts that could be included in the funding formula without reducing resources available per FTE. The biennial growth management component is determined by the amount of total public resources available for the current biennium compared to the prior biennium and the estimated increased cost of FTE.¶
(5) "Career and Technical Education (CTE)" is any student for whom a plurality of their completed coursework in the given academic year takes place in Activity (ACTI) codes 210, 211, 220, 230 or 363.¶
(6) "Community College Distribution Model" is the formula by which funds are distributed pursuant to OAR 589-002-120 (6).¶
(7) "Community College Support Fund (CCSF)" includes funding appropriated by the Legislature from the state's General Fund for the benefit of the community colleges to support various educational programs. This includes the set aside programs and funding distributed through the Community College Distribution Model. ¶
(8) "Completions" is the number of students who have earned a HECC approved credential during the given academic year. This includes commission approved applied baccalaureate degrees, Bachelor of Science: Nursing degrees, associate degrees, career pathways certificates of completion, noncredit training certificates, and less than one-year certificates and two-year certificates.¶
(9) "Corequisite" means a course or requirement related to mathematics or writing that a student must take or satisfy at the same time that the student is taking or satisfying another course or requirement in mathematics or writing that is required for a program of study or a degree¶
(10) "Contracted Out-of-District (COD) Reimbursable FTE" means full-time equivalent students that are not residents in the community college district that they are attending and for which the community college district has a contract to provide educational services with an entity in the geographic area from which the student resides. COD reimbursable FTE must meet all other requirements for reimbursable FTE. The community college district must have a contract in place with the Department of Community Colleges and Workforce Development in order to receive reimbursement.¶
(10~~9~~1) "Equalized Funding" means equal public resource support per funded FTE, regardless of community college district, and exclusive of the base. Equalization is measured by dividing Total Public Resources, exclusive of the base, by funded FTE.¶
(11~~0~~2) "Federal Pell Grant" is a grant awarded by the United States Department of Education to eligible students at American institutions of higher education largely on the basis of financial need.¶
(12~~1~~3) "FTE Cap" is the maximum number of Community College Distribution Model reimbursable FTE per community college district, which may be included in the funding formula calculation. The FTE cap is determined by applying the annual growth factor and may be adjusted by the preliminary FTE cap as described in Section 14.¶
(13~~2~~4) "Full-Time Equivalent (FTE) student" for the purpose of receiving state reimbursement, means a student who carries 510 clock hours over three terms of instruction for all terms including a fall 12-week term. All colleges with an 11-week fall term will have their fall term clock hours increased to the equivalent 12-week hours for the purpose of calculating reimbursable FTE.¶
(14~~3~~5) "Fundable FTE" is the number of full-time equivalent students that are at or below each community college

district's FTE Cap. Fundable FTE is the lesser of either the Community College Distribution Model reimbursable FTE or the FTE cap. This number is used in the three-year weighted average calculation that determines a community college district's funded FTE as described in Section 11 of this rule.¶
(15~~6~~) "Funded FTE" is the community college district's number of full-time equivalent students used in the formula to distribute the Community College Distribution Model funding for each community college district. This number is buffered to prevent significant changes in a community college district's funding due to variability in student enrollment. It is calculated using a three-year weighted average of fundable FTE with the first year prior to current fundable FTE weighted at 40%, second year prior to current fundable FTE weighted at 30%, and third year prior to current fundable FTE weighted at 30%.¶
(16~~7~~) "Gateway Course" is defined as any student who has earned credit in a college-level English, writing, or math course during the given academic year.¶
(17~~8~~) "Growth Management" means the application of the Growth Management Component in combination with each community college district's FTE cap.¶
(18~~9~~) "Headcount" is the total count of students attending any community college in a given academic year, regardless of number or type of courses they are enrolled in.~~-~~¶
(~~19~~20) "Higher Education Coordinating Commission's Biennial Quality Growth Factor" is a policy lever that allows the number of FTE that will be counted for funding purposes to be above or below the Biennial Growth Management Component.¶
(20~~1~~) "Low Income" is any student who has received either a Federal Pell Grant or Oregon Opportunity Grant at any Oregon Community College.¶
(21~~2~~) "Non-Credit" is any student who has completed a certain amount of adult education and/or non-credit workforce training during the given academic year. This includes students who have earned 6 contact hours or more in courses coded in activity code 363 and students who have earned 12 contact hours or more in courses in activity codes 310, 320, 330, and 340.¶
(22~~3~~) "Oregon Opportunity Grant (OOG)" is a grant awarded by the Higher Education Coordinating Commission to eligible Oregon resident students pursuant to ORS 348.205.¶
(23~~4~~) "Preliminary FTE Cap" is a tool that allows a community college district to recover fundable FTE within one year, if the district's Community College Distribution Model reimbursable FTE is less than the FTE cap. There are two preliminary FTE caps. The first is based on the FTE cap from one year prior and the second is based on the prior year's fundable FTE. The annual growth factor (as defined in Section 19 below) is applied to each. The current year's FTE cap is the greater of these two numbers.¶
(24~~5~~) "Prioritized Populations" include any students who are low income, adult, in CTE programs or from an underrepresented racial/ethnic group.¶
(25~~6~~) "Property tax revenues" means the amount determined by the Department of Revenue to be imposed on local property following the application of limits imposed by sections 11(b)(1) through 11(b)(3), Article XI, of the Oregon Constitution, and those limits imposed by legislation. This amount becomes the basis for operation of the funding formula without regard to uncollectible taxes, or taxes collected from previous years. Taxes levied or imposed by a community college district to provide a public library system shall be excluded from the definition of property taxes in this rule. Property tax revenues raised through voter approval of any local option or capital construction levy are not to be included as a resource to be distributed through the Community College Distribution Model.¶
(26~~7~~) "Reimbursable FTE" means full-time equivalent students that are eligible, as described in OAR 589-002-0110 Sections (2) through (5) of this rule, for state funding through the Community College Distribution Model, before the application of the Annual Growth Factor (AGF).~~-~~¶
(27~~8~~) "Student Success Funding" is funding based on a student's progression towards, or completion of, a degree, certificate, or credential.¶
(28~~9~~) "Student Support Funding" is funding based on the number and type of students who are from one or more prioritized populations.¶
(~~29~~30) "Total Biennial Growth Management Component" is the sum of the Biennial Growth Management Component and the Higher Education Coordinating Commission's Biennial Quality Growth Factor.¶
(30~~1~~) "Total Funded FTE" is the sum of all community college districts' funded FTE for a fiscal year.¶
(31~~2~~) "Total Public Resources (TPR)" include 100% of the next year's imposed property tax revenue and the portion of the General Fund appropriation from the legislature available for distribution through the Community College Distribution Model. TPR does not include tuition and fees paid by students.¶
(32~~3~~) "Total Reimbursable FTE" means full-time equivalent students that are eligible for state reimbursement. These students must receive instruction from community college districts through either a contracted out-of district (COD) agreement described in OAR 589-002-0600, an agreement to provide services to state penitentiary or correctional institution inmates described in OAR 589-002-0700, or are Community College Distribution Model reimbursable FTE, described in Sections (2) through (5) and Section (8) of this rule.¶

(3~~3~~4) "Underrepresented Racial/Ethnic Group" is any student who identifies as a member of one or more of the following groups:~~-~~Asian American/Asian, Black/African American, Latino/a/x/Hispanic, Multiracial, Native American/Alaskan Native or Native Hawaiian/Pacific Islander.
Statutory/Other Authority: ORS 350.075, ORS 341.015, ORS 341.022, ORS 341.317, ORS 341.440, ORS 341.626, ORS 341.665, ORS 341.484
Statutes/Other Implemented: ORS 341.626

AMEND: 589-002-0120

RULE SUMMARY: This rule outlines the purposes and functioning of the distribution of state funds to Oregon community colleges. This rule amendment alters which types courses below the lower-division level are eligible for state funding.

CHANGES TO RULE:

589-002-0120
Community College Funding Distribution
(1) Funding for the Community College Distribution Model shall be distributed, subject to funding availability, in eight payments as follows:¶
(a) For the first year of the biennium, July 15, August 15, October 15, January 15, and April 15;¶
(b) For the second year of the biennium, August 15, October 15, and January 15;¶
(c) The July 15 payment of the first year of the biennium shall be calculated using the previous biennium's Community College Support Fund level.¶
(d) Should any of the dates set forth above occur on a weekend or recognized holiday, payment shall be made on the next available business day.¶
(e) All payments, made before actual property taxes imposed by each district are certified by the Oregon Department of Revenue, shall be based on the department's best estimate of quarterly entitlement using property tax revenue projections. Payments shall be recalculated each year as actual property tax revenues become available from the Oregon Department of Revenue and any adjustments will be made in the final payment(s) of the fiscal year.¶
(f) Any student support and student success funding distributions made under subsection 5(d) shall occur in quarterly payments, each consisting of one quarter of the annual allocation of student support and student success funding. Such payments shall occur in January, April, August, and October of every year and, when made in the same month as regular Community College Distribution Model payments, shall occur at the same time.¶
(2) Community college districts shall be required to submit enrollment reports in the format specified by the commissioner, including numbers of clock hours realized for all coursework, in a term-end enrollment report by the Friday of the sixth week following the close of each term. If reports are outstanding at the time of the quarterly payments, payment to the district(s) not reporting may be delayed at the discretion of the commissioner.¶
(a) All payments, made before actual Full-Time Equivalent (FTE) student enrollment data are available shall be based on the HECC's best estimate of quarterly entitlement using student enrollment data from previous years.¶
(b) Payments shall be recalculated each year as FTE student enrollment data become available and any adjustments will be made in the fiscal year.¶
(3) Reimbursement through the Community College Distribution Model shall be made for career technical education, upper-division collegiate, lower-division collegiate, ~~developmental~~corequisite education and other courses approved by the Commission in accordance with OAR 589-006-0100 through 589-006-0400. State reimbursement is not available for hobby ~~and~~courses as defined in 589-006-0050, recreational courses as defined in 589-006-0~~400.~~050, or for courses in writing or mathematics that are prerequisite to college-level coursework that are not adult basic education courses. ¶
(4) Residents of the State of Oregon and the states of Idaho, Washington, Nevada, and California shall be counted as part of each community college district's Community College Distribution Model reimbursable FTE, but only for those students who take part in coursework offered within Oregon's boundaries unless otherwise specified in the FTE Guidelines document published by CCWD.¶
(5) State funding for general community college operations is appropriated by the legislature on a biennial basis to the CCSF. The amount of state funds available for distribution from the CCSF for certain categorial programs (also known as "set asides") shall be calculated based on the following:¶
(a) Corrections. Funds to support educational services provided to adults in custody (AICs) of state penitentiary and correctional institutions by community college districts shall be subtracted from the amount appropriated for the CCSF before the Community College Distribution Model is calculated. The amount available for services provided to AICs shall be equal to the funding amount in the preceding biennium, except as adjusted to reflect the same percentage increase or decrease realized in the overall CCSF appropriation or otherwise determined in consultation with community colleges and Department of Corrections. The distribution method of funding for individual state penitentiary and correction institution programs provided by community college districts will be determined in consultation between the agency, the community colleges, and the Department of Corrections.¶
(b) Contracts Out of District (COD). Funds to support COD programs described in OAR 589-002-0600 shall be subtracted from the amount allocated to the CCSF before the Community College Distribution Model is calculated.¶

(A) A community college district providing contracted out-of-district services will receive an allocation equal to the college's number of reimbursable COD FTE multiplied by the statewide average of non-base Community College Distribution Model funds per total funded FTE. The average funds per total funded FTE is based on the same year COD services are provided.¶
(B) The allocation is distributed after the reimbursable COD FTE has been reported to CCWD for the full academic year. An adjustment to the allocation may be made if the final audited FTE is significantly different than the COD FTE from which the allocation was made.¶
(C) To be eligible for a COD allocation, each participating community college district must:¶
(i) Provide the department with a copy of the agreement between the community college district and the local participating entity by October 1 of each service year.¶
(ii) Enter into a contract with the department by January 1 of the service year for a COD allocation payment.¶
(iii) Follow all requirements found in OAR 589-002-0600.¶
(c) Distance Learning. Funds to support targeted investments such as distributed learning shall be subtracted from the amount allocated to the CCSF before the Community College Distribution Model is calculated. The amount available for these investments shall be equal to the funding amount in the preceding biennium, except as adjusted to reflect the same percentage change to the current biennium's total CCSF appropriation.¶
(d) Student Support and Student Success Funding. Beginning with the 2024-25 academic year, funds shall also be distributed on the basis of prioritized populations in the case of student support and progression and completion metrics in the case of student success. The amounts distributed through this section shall be removed from the total CCSF prior to the calculation of the Community College Distribution Model distributions under subsection (6) of this rule.¶
(A) The amount of funding available for distribution for Student Support and Student Success under this subsection shall be as follows:¶
(i) For fiscal year (FY) 2025-$12.5 million.¶
(ii) For FY 2026-$21 million.¶
(iii) For FY 2027-$29 million.¶
(iv) For FY 2028-$33 million.¶
(v) For FY 2029-$37 million.¶
(vi) For all subsequent biennia, the amount distributed shall be equal to 10% of the CCSF with half distributed in each year of the biennium.¶
(B) Funds under this subsection shall be distributed with 60% allocated to student support and 40% allocated to student success during fiscal years 2025 through 2027. Thereafter, half of the funding shall be distributed for student support and half for student success.¶
(C) In both cases, calculations shall use a three-year weighted average with the first year prior to current weighted at 40%, second year prior to current weighted at 30%, and third year prior to current weighted at 30%. All payments, made before actual student support or student success data are available shall be based on the HECC's best estimate using relevant data from previous years.¶
(D) Student support funding shall be distributed on the basis of the relative weighted total headcount of students from the following categories as defined in OAR 589-002-110:¶
(i) Low income students¶
(ii) Adult students¶
(iii) Students from Underrepresented Racial/Ethnic groups¶
(iv) CTE/Workforce students¶
(v) Any students who are in two categories shall receive a 20% bonus, students in three categories shall receive a 30% bonus, and students in all four categories shall receive a 40% bonus.¶
(E) Student success funding shall be distributed on the basis of relative weighted total progression and completion metrics as defined below or in OAR 589-002-110:¶
(i) The number of students who for the first time have earned at least 15 but less than 30 credits weighted at 10%.¶
(ii) The number of students who for the first time have earned 30 or more credits weighted at 10%.¶
(iii) The number of students who have, for the first time, earned credit for and completed a gateway course in a given academic year weighted at 10%. Only one gateway course shall count per student in a given academic year.¶
(iv) The number of students who, for the first time, have met the defined contact hour thresholds for noncredit courses as defined in OAR 589-002-110 weighted at 10%.¶
(v)-The total number of completions in a given academic year, with each student limited to a single completion in a given academic year weighted at 100%. Completions by students from the prioritized populations defined in OAR 589-002-110 shall receive a 50% bonus, meaning they are weighted at 150%.¶
(F) A technical review of this subsection, limited to identifying unintended consequences and validating data, shall occur during FY 2027. A full review of the Community College Distribution Model with related set asides shall occur every five years starting with FY 2030.¶

(e) Funds remaining in the CCSF after all distributions made in the subsections above as well as the strategic fund described in OAR 589-002-0130 shall be distributed through the Community College Distribution Model as described in section 6 of this rule.¶
(f) State general fund and local property taxes for territories annexed or formed effective June 1, 1996 or later shall not be included in the funding formula for the first three years of service. Additionally, the FTE generated in newly annexed territories shall not impact the funding formula during the first three years of service. Beginning in the fourth year, funding will be distributed through the formula as outlined in this rule.¶
(6) Distribution of funds to community college districts through the Community College Distribution Model shall be based on the following factors:¶
(a) Base Payment: For the 2022-23 fiscal year, each community college district shall receive a base payment of $1,011 for each Weighted Reimbursable FTE up to 1,100 and half that same amount for unrealized enrollments between actual Weighted Reimbursable FTE and 1,100 FTE. Each year thereafter, the base payment will be adjusted by the amount of the annual seasonally unadjusted CPI-U that includes the Portland metro area as published and defined by the US Bureau of Labor Statistics and selected by the HECC. The base payment for each community college district will be adjusted according to the size of the district. Community college district size for purposes of this adjustment will be determined each year by the FTE set forth in section (8)(b) of this rule. The base payment adjustments shall be:¶
(A) 0-750 FTE 1.3513;¶
(B) 751-1,250 FTE 1.2784;¶
(C) 1,251-1,750 FTE 1.2062;¶
(D) 1,751-2,250 FTE 1.1347;¶
(E) 2,251-2,750 FTE 1.0641;¶
(F) 2,751-3,250 FTE 1.0108;¶
(G) 3,251-3,750 FTE 1.0081;¶
(H) 3,751-4,250 FTE 1.0054;¶
(I) 4,251-4,999 FTE 1.0027;¶
(J) 5,000 or more FTE 1.000.¶
(b) Equalized Funding: The Community College Distribution Model is designed to distribute funding based on each community college district's FTE.¶
(A) The equalized amount per FTE is determined by dividing Total Public Resources (TPR) - excluding base payments, contracted out-of-district payments, and any other payments directed by the Commission or the legislature - by funded FTE. The department shall make the calculation based on submission of FTE reports by community college districts and in accordance with established FTE principles.¶
(B) To determine the number of funded FTE for each community college district, a three-year weighted average of fundable FTE for each community college district will be used with the first year prior to current fundable FTE weighted at 40%, second year prior to current fundable FTE weighted at 30%, and third year prior to current fundable FTE weighted at 30%.¶
(c) A Biennial Growth Management Component is added to the calculation of each community college district's funded FTE. The purpose of the Biennial Growth Management Component is to manage the level of total public resource available per FTE within the total public resources available. The Growth Management Component shall only apply to reimbursable FTE at or above 1,101.¶
(A) The methodology for calculating the base year and subsequent biennial growth management component is displayed in Table 1 "Community College Distribution Model Growth Management Calculation Tables."¶
(B) The calculations that will implement the Growth Management Component in the Community College Distribution Model are available in Table 2 "Formula Calculation of Fundable FTE by Community College District."¶
(C) The Commission has authority, on a biennial basis, to set the "quality growth factor" that may increase or decrease the number of FTE that will be counted for funding purposes above or below the Biennial Growth Management Component. The Commission will consider the following principles as guidelines for setting the "quality growth factor":¶
(i) Balance the desire to support growth beyond that which is funded through the funding formula Community College Distribution Model with the desire to enhance quality by increasing the level of funding provided on a per-student FTE basis.¶
(ii) The TPR per FTE should not erode by more than 5% on an annual basis.¶
(iii) Where current TPR per FTE is determined to be insufficient to support the "quality of education" desired, a growth factor could be established that would increase the TPR per FTE.¶
(iv) If revenue is significantly reduced during a biennium, the Commission may reduce the "quality growth factor."
Statutory/Other Authority: ORS 341.015, ORS 341.022, ORS 341.317, ORS 341.440, ORS 341.626, ORS 341.665, ORS 350.075, ORS 341.484, ORS 341.492

Statutes/Other Implemented: ORS 341.626

RULE ATTACHMENTS MAY NOT SHOW CHANGES. PLEASE CONTACT AGENCY REGARDING CHANGES.

NOTE: Attachments referenced are attached to this document. You may view the attachment 589-002-0120.pdf from the Attachments panel. Alternately, you may view the attachments at the following link: https://secure.sos.state.or.us/oard/viewAttachment.action?ruleVrsnRsn=340846