February 26, 2021

Proposed Rule Text

Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing

Due to the COVID-19 pandemic and in line with Oregon Health Authority guidelines, the hearings will be held virtually. Oregon OSHA offices remain closed to the public.

Virtual Public Hearings Scheduled for:

<table>
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<tr>
<th>Date</th>
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<tbody>
<tr>
<td>March 25, 2021</td>
<td>5:00 pm</td>
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<tr>
<td>March 26, 2021</td>
<td>10:00 am</td>
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<tr>
<td>March 30, 2021</td>
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Please register for Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing on March 25, 2021 5:00 PM PST at: https://attendee.gotowebinar.com/register/761313259425928718

Please register for Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing on March 26, 2021 10:00 AM PST at: https://attendee.gotowebinar.com/register/3243755428247551760

Please register for Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing - Spanish on March 30, 2021 5:00 PM PST at: https://attendee.gotowebinar.com/register/2197223768256108816

After registering for a webinar, you will receive a confirmation email containing information about joining the webinar. In order to ensure as many people as possible are able to testify, Oregon OSHA reserves the right to restrict testimony to no more than 5 minutes.

Rule Summary:

These rules are needed to protect vulnerable workers in employer-provided labor housing from the unique health risks created by the current COVID-19 public health
emergency, especially those who spend both their working and their off-work hours at the employer’s location. Oregon OSHA’s temporary rule: COVID-19 Public Health Emergency in Labor Housing and Agricultural Employment (OAR 437-001-0749) expired on October 24, 2020. On October 23, 2020, Governor Brown issued an Executive Order (20-58) extending employer-provided housing requirements (Section 2) of OAR 437-001-0749. As the Governor’s Executive Order is set to expire, the public health emergency remains a substantial concern in Oregon. As a result, it is necessary to extend the provisions from the Executive Order with a permanent rule. The unique exposures created in the labor housing environment, particularly in working situations requiring large numbers of workers, make these rules necessary to reduce risk to individual workers. Many workers face unique challenges in situations where housing is provided as part of the employment relationship. In consultation with stakeholders, Oregon OSHA modified some requirements from the temporary rule in the proposed rule given more information concerning COVID-19 transmission. It is expected that this rule will be repealed once it is no longer necessary to address the COVID-19 pandemic as it relates to employer-provided labor housing.

Please visit our web site osha.oregon.gov Click ‘Rules and laws’ in the Common resources column and view our proposed rules, or select other rule activity from this page.

When does this happen: Adoption tentatively will be in May 2021.

To get a copy: Our web site – osha.oregon.gov Rules and laws, then, Proposed rules Or call 503-947-7449

To comment: Department of Consumer and Business Services/Oregon OSHA PO BOX 14480 Salem OR 97309-0405 E-mail – tech.web@oregon.gov Fax – 503-947-7461

Comment period closes: April 16, 2021

Oregon OSHA contact: Gary Robertson, Central Office @ 971-283-1615 or email at Gary.L.Robertson@oregon.gov

State of Oregon Department of Consumer and Business Services Oregon OSHA 350 Winter St. NE Salem, OR 97301-3882

Note: In compliance with the Americans with Disabilities Act (ADA), this publication is available in alternative formats by calling 503-378-3272.
NOTICE OF PROPOSED RULEMAKING HEARING*
A Statement of Need and Fiscal Impact accompanies this form.

Department of Consumer and Business Services/Oregon OSHA
Agency and Division
OAR 437
Administrative Rules Chapter Number
Lisa Appel 350 Winter Street NE Salem OR 97301-3882
Rules Coordinator Address
503-947-7449 Telephone

RULE CAPTION

Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing

Virtual Public Hearings Scheduled for:

<table>
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<th>Hearing Date</th>
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<tr>
<td>March 25, 2021</td>
<td>5:00 pm</td>
<td>Oregon OSHA, Salem</td>
<td>Lisa Appel</td>
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<tr>
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*** This hearing will be conducted primarily in Spanish.***

Please register for Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing - Spanish on March 30, 2021 5:00 PM PST at:
https://attendee.gotowebinar.com/register/2197223768256108816

Auxiliary aids for persons with disabilities are available upon advance request.

RULEMAKING ACTION

Adopt: OAR 437-004-1115

ORS 654.025(2) and 656.726(4)
ORS 654.001 through 654.295
Stats. Implemented
RULEMAKING SUMMARY

INDIVIDUAL RULE SUMMARY (By rule number)
Provide a brief summary of the rule (if new adoption), or a brief summary of changes made to the rule (if amending)

OAR 437-004-1115

These rules are needed to protect vulnerable workers in employer-provided labor housing from the unique health risks created by the current COVID-19 public health emergency, especially those who spend both their working and their off-work hours at the employer’s location. Oregon OSHA’s temporary rule: COVID-19 Public Health Emergency in Labor Housing and Agricultural Employment (OAR 437-001-0749) expired on October 24, 2020. On October 23, 2020, Governor Brown issued an Executive Order (20-58) extending employer-provided housing requirements (Section 2) of OAR 437-001-0749. As the Governor’s Executive Order is set to expire, the public health emergency remains a substantial concern in Oregon. As a result, it is necessary to extend the provisions from the Executive Order with a permanent rule. The unique exposures created in the labor housing environment, particularly in working situations requiring large numbers of workers, make these rules necessary to reduce risk to individual workers. Many workers face unique challenges in situations where housing is provided as part of the employment relationship. In consultation with stakeholders, Oregon OSHA modified some requirements from the temporary rule in the proposed rule given more information concerning COVID-19 transmission. It is expected that this rule will be repealed once it is no longer necessary to address the COVID-19 pandemic as it relates to employer-provided labor housing.

Please visit our web site osha.oregon.gov Click ‘Rule changes’ in the Topics, rules, guidelines column and view our proposed rules; or, select other rule activity from the left vertical column on the Proposed Rules page.

The Agency requests public comment on whether other options should be considered for achieving the rule’s substantive goals while reducing the negative economic impact of the rule on business.

April 16, 2021
April 16, 2021
Last Day for Public Comment
Last day to submit written comments to the Rules Coordinator

Signature
Michael O. Wood
Printed name
2/26/2021
Date

*The Oregon Bulletin is published on the 1st of each month and updates the rule text found in the Oregon Administrative Rules Compilation. Notice forms must be submitted to the Administrative Rules Unit, Oregon State Archives, 800 Summer Street NE, Salem, Oregon 97310 by 5:00 pm on the 15th day of the preceding month unless this deadline falls on a Saturday, Sunday or legal holiday when Notice forms are accepted until 5:00pm on the preceding workday.
STATEMENT OF NEED AND FISCAL IMPACT
A Notice of Proposed Rulemaking Hearing or a Notice of Proposed Rulemaking accompanies this form.

In the Matter of:
Adopting: OAR 437-004-1115

Amending:
Repealing:

Rule Caption: Rules Addressing the COVID-19 Workplace Requirements for Employer-Provided Labor Housing

Statutory Authority: ORS 654.025(2) and 656.726(4)

Stats. Implemented: ORS 654.001 through 654.295; 654.412 through 654.423; 654.760 through 654.780

Need for the Rule(s):

These rules are needed to protect vulnerable workers in employer-provided labor housing from the unique health risks created by the current COVID-19 public health emergency, especially those who spend both their working and their off-work hours at the employer’s location. Oregon OSHA’s temporary rule: COVID-19 Public Health Emergency in Labor Housing and Agricultural Employment (OAR 437-001-0749) expired on October 24, 2020. On October 23, 2020, Governor Brown issued an Executive Order (20-58) extending employer-provided housing requirements (Section 2) of OAR 437-001-0749. As the Governor’s Executive Order is set to expire, the public health emergency remains a substantial concern in Oregon. As a result, it is necessary to extend the provisions from the Executive Order with a permanent rule. The unique exposures created in the labor housing environment, particularly in working situations requiring large numbers of workers, make these rules necessary to reduce risk to individual workers. Many workers face unique challenges in situations where housing is provided as part of the employment relationship. In consultation with stakeholders, Oregon OSHA modified some requirements from the temporary rule in the proposed rule given more information concerning COVID-19 transmission. It is expected that this rule will be repealed once it is no longer necessary to address the COVID-19 pandemic as it relates to employer-provided labor housing.

Documents Relied Upon, and where they are available:

Oregon Health Authority Guidance documents and outbreak tracking related to COVID-19 public health emergency, available from the Oregon Health Authority and at https://govstatus.egov.com/or-covid-19/.


37 comments received on the Petition to Amend 437-004-1120 Agricultural Labor Housing and Related Facilities in response to the COVID-19 temporary rule 437-001-0749 extended by Executive Order 20-58. Copies of correspondence are available upon request from Oregon OSHA.

Fiscal and Economic Impact:
Statement of Cost of Compliance:
1. Impact on state agencies, units of local government and the public (ORS 183.335(2)(b)(E)):

   All state agencies and local government units are affected by the rules in the sense that they are employers under the Oregon Safe Employment Act (OSEAct).

   This rule affects the agricultural community, as well all other labor housing that is not related to agriculture based on OAR 437-002-0142 Temporary Labor Camps. This rule out of Division 2 applies to General Industry, Construction, and Forest Activities and it requires employers to follow the Division 4 requirements (with a few specific exceptions) as they relate to labor camps.

2. Cost of compliance effect on small business (ORS 183.336):

   a. Estimate the number of small businesses and types of business and industries with small businesses subject to the rule:

      As of 2020, there are approximately 385 registered operators of employer-provided housing with Oregon OSHA.

   b. Projected reporting, recordkeeping and other administrative activities required for compliance, including costs of professional services:

      The projected reporting, recordkeeping and other administrative activities for the cost of compliance are identified in the fiscal impact statement below.

   c. Equipment, supplies, labor and increased administration required for compliance:

      The projected equipment, supplies, labor and increased administration for the cost of compliance are identified in the fiscal impact statement below.

Estimate of Fiscal Impact: OAR 437-004-1115 (COVID-19 Workplace Requirements for Employer-Provided Labor Housing))

Results:

Sections (1) and (2), which represent the scope and application, as well as rule definitions, do not introduce monetary considerations.

(3) Ventilation

Housing Operators with dedicated HVAC systems, and air purifiers:

- For fixed HVAC systems, yearly preventive maintenance based on a Spring and Fall preventative maintenance schedule for provided housing with fixed HVAC systems. For housing operators who do not have a dedicated employee to service HVAC system.
  - Annual preventive maintenance: $129.00 - $240.00
  - $69.00/hr for diagnostics plus parts & materials
- Air purifier with HEPA filter: $118.00 - $379.00 per unit with HEPA filter. (Amazon.com 2021)
  - The average annual cost to operate an air purifier is $36.00 per unit for 12 hours per day, and $60.00 per unit for 24 hours a day. (Oregon Electricity Rates & Consumption)
  - HEPA filter replacements: $24.00 - $75.00 dependent upon the type of filter purchased. Frequency of filter change is dependent upon the unit and manufacture recommendation. (Amazon.com, 2021)
- The average daily cost for bathroom exhaust fans put into continuous use:
Based on a 100-watt exhaust fan, being operated 24-hours a day at an Oregon average $0.10 kWh = $0.24 per day. The average running cost per year is $88.00. (pureventilation.com)

(4) Masks, Face Coverings, and Face Shields

- Estimated unit costs for cloth face coverings, surgical face masks, and face shields when provided to the public or visitors:
  - Cloth face covering: $2.00/unit (Amazon.com, 2021)
  - Surgical face mask: $0.51/unit (Amazon.com, 2021)
  - Face shield: $1.19/unit (Amazon.com, 2021)
- To account for double masking, if selected by employees, the costs above will be doubled on individual basis to the extend that such duplicative masking occurs.
- Using first-line supervisor of farming, fishing, and forestry workers (farm supervisor) wage: $15.52/hr (10th percentile); $25.13/hr (50th percentile); $36.04/hr (90th percentile).
  - Using 50th percentile of farm supervisor wage: $25.13/hr x 135% (soft cost estimate) = $33.93/hr (complete wage at 50th percentile)
- Using farmworkers and laborers, crop, nursery, and greenhouse (farmworker) wage: $12.04/hr (10th percentile); $13.25/hr (50th percentile); $17.28/hr (90th percentile).
  - Using 50th percentile of farmworker wage: $13.25/hr x 135% (soft cost estimate) = $17.89/hr (complete wage at 50th percentile)
- Labor provided a suggestion to use heavy and tractor-trailer truck drivers as another wage variable: $17.21/hr (10th percentile); $23.41/hr (50th percentile); $31.62/hr (90th percentile).
  - Using 50th percentile of heavy and tractor-trailer truck driver wage:
    - $23.41/hr x 135% (soft cost estimate) = $31.60/hr (complete wage at 50th percentile)
    - $31.60/hr x 4hr = $126.40/daily physical distancing monitor costs
    - $31.60/hr x 0.25-0.5hr = $7.90-$15.80/transportion information discussion

(5) Physical distancing monitor

- Estimate 4 hours of daily time for worker to perform physical distancing monitor function. Estimate 15-30 minutes of administrative time for each worker to participate in discussion regarding transportation requirements.
  - Using 50th percentile of farmworker wage: $13.25/hr x 135% (soft cost estimate) = $17.89/hr (complete wage at 50th percentile)
  - $17.89/hr x 4hr = $71.56/daily physical distancing monitor costs [however, this assumes that the distancing monitor is not performing any other work, which is not the intent of this provision].
  - $17.89/hr x 0.25-0.5hr = $4.47-$8.95/transporation information discussion per worker
- Labor provided a suggestion to use heavy and tractor-trailer truck drivers as another wage variable: $17.21/hr (10th percentile); $23.41/hr (50th percentile); $31.62/hr (90th percentile).
  - Using 50th percentile of heavy and tractor-trailer truck driver wage: $23.41/hr x 135% (soft cost estimate) = $31.60/hr (complete wage at 50th percentile)
  - $31.60/hr x 4hr = $126.40/daily physical distancing monitor costs
  - $31.60/hr x 0.25-0.5hr = $7.90-$15.80/transporation information discussion

(6) Physical Distancing Measures

- Estimate between 30 minutes (0.5 hr) to 2 hours of administrative time to reconfigure each labor housing unit noting that the displacement of workers via physical distancing requirements is not known and is expected to vary location by location. Estimate 15-30 minutes (0.25-0.5hr) of administrative time for each farm supervisor to participate in discussion regarding transportation requirements.
  - Using 50th percentile of farm supervisor wage: $25.13/hr x 135% (soft cost estimate) = $33.93/hr (complete wage at 50th percentile)
  - $33.93/hr x 0.5-2hr = $16.97-$67.86/housing unit to reconfigure
  - $33.93/hr x 8-16hr = $271.44-$542.88/initial response plan development
  - $33.93/hr x 0.25-0.5hr = $8.48-$16.97/transporation information discussion
• The decreased capacity may result in decreased employment.

(7) Cleaning and Sanitation

• Disinfectant wipes (Clorox): $4.21/75-count canister (Homedepot.com, 2021)
• Disinfectant spray/liquid: $3.87/32 fluid ounce bottle (Homedepot.com, 2021)
• Using janitors and cleaners wage (except maids and housekeeping cleaners) wage: $12.08/hr (10th percentile); $14.66/hr (50th percentile); $20.69/hr (90th percentile)
  o Using 50th percentile of janitors and cleaners wage: $14.66/hr x 135% (soft cost estimate) = $19.79/hr (complete wage at 50th percentile)
• Estimated 2 janitor worker for 8 hours to fulfill housing cleaning and field sanitation requirements
• $19.79/hr x 8hrs x 2 janitors= $316.64/day of operation to fulfill sanitation requirements.

(8) COVID-19 Response Plan

• Estimate 8-16 hours of administrative time to develop COVID-19 response plan.
  o Using 50th percentile of farm supervisor wage: $25.13/hr x 135% (soft cost estimate) = $33.93/hr (complete wage at 50th percentile)
  o $33.93/hr x 8-16/hr = $271.44-$542.88/initial response plan development
  o Labor provided a suggestion to use heavy and tractor-trailer truck drivers as another wage variable: $17.21/hr (10th percentile); $23.41/hr (50th percentile); $31.62/hr (90th percentile).
    o Using 50th percentile of heavy and tractor-trailer truck driver wage: $23.41/hr x 135% (soft cost estimate) = $31.60/hr (complete wage at 50th percentile)
    o $31.60/hr x 8-16/hr = $252.96-$505.60/initial response plan development

• State of Oregon travel per-diem for food and loading, ranges using Department of Administration Services for lodging $96.00 - $182.00 per night. Food ranges from breakfast and lunch the range is $13.75 to 17.75 and dinner is $27.50 - $35.50 per day. (DAS Per Diem Rates, 2021).

(9) Non-Employer-provided transportation for labor housing

• Estimate between 15-30 minutes of administrative time to talk with employee about disease prevention measures when commuting.
  o Using first-line supervisor of farming, fishing, and forestry workers (farm supervisor) wage: $15.52/hr (10th percentile); $25.13/hr (50th percentile); $36.04/hr (90th percentile).
    o Using 50th percentile of farm supervisor wage: $25.13/hr x 135% (soft cost estimate) = $33.93/hr (complete wage at 50th percentile)
  o Labor provided a suggestion to use heavy and tractor-trailer truck drivers as another wage variable: $17.21/hr (10th percentile); $23.41/hr (50th percentile); $31.62/hr (90th percentile).
    o Using 50th percentile of heavy and tractor-trailer truck driver wage: $23.41/hr x 135% (soft cost estimate) = $31.60/hr (complete wage at 50th percentile)
    o $31.60/hr x 4hr = $126.40/daily physical distancing monitor costs
    o $31.60/hr x 0.25-0.5hr = $7.90-$15.80/transportation information discussion

Employer provided information and data indicates:

• 65% of Oregon Farm Bureau survey responders indicated that they were not able to house the typical (non-pandemic) number of employees on the farm due to COVID-19 restrictions.
• Limiting bunk beds and incorporating distancing reduces the bed capacity by 10 "spaces," on average. Housing providers indicated that they would lose between 40-50% of this housing capacity if full use of bunk beds is not allowed during COVID-19 pandemic.
• H-2A program participants indicated via Oregon Farm Bureau Survey that bed restrictions will prevent them from hiring employees thus impacting their ability to successfully harvest. The amount of impact on employee hiring varied by establishment size.
• Farmers are concerned about it being "very expensive for them to purchase PPE for every occupant of their housing..." and indicated it would cost between $500-$1000 to provide a single mask to each
occupant, while five Farm Bureau Survey respondents indicated that the cost would be between $1000-$2000, and four respondents indicated that it would cost over $2000.

- According to Farm Bureau Survey “sanitation costs” are the biggest concern. Eight survey respondents indicated it would cost between $500-$1000/week to implement cleaning requirements as currently drafted, eight farmers answered that it would cost more than $1000/week.

- General statements from Farm Bureau Survey:
  - $45,000 to for additional cleaning, vehicle usage, and employee labor
  - $30,000 was spent by one employer to add additional hand wash stations, portable bathrooms, and implement all-day cleaning. Free food was also provided to reduce crowding and encourage distancing which cost between $10,000-$20,000. ***This information was collected from the Farm Bureau Survey relating to the cost of the temporary rule. The costs provided are an aggregate of several requirements that are no longer in the proposal. This information is provided as reference but should be recognized that it does not represent the requirement of the current proposal.
    - Estimated $400/week for 8 weeks of harvest is a total of $3200 in additional costs for paying employees for sanitizing duty.
    - Housing unit remodel costs estimated between $30,000 to $35,000 to implement cleaning of camps and field porta-potties or roughly $1000/week.
    - Employer provided data indicates that it will cost $45,000 to account for additional cleaning, vehicle usage, and employee labor. ***This information was collected from the Farm Bureau Survey relating to the cost of the temporary rule. The costs provided are an aggregate of several requirements that are no longer in the proposal. This information is provided as reference but should be recognized that it does not represent the requirement of the current proposal.

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How were small businesses involved in the development of this rule?

Small businesses and others were involved in the development of this rule insofar as their representatives were represented on the COVID-19 Employer Provided Labor Housing Rulemaking Committee and other Oregon OSHA stakeholder groups. Additionally, Oregon OSHA received comments on the "Petition to Amend 437-004-1120 Agricultural Labor Housing and Related Facilities in response to the COVID-19 temporary rule 437-001-0749 extended by Executive Order 20-58" through February 24, 2021; comments received by Oregon OSHA included feedback from small businesses on this subject matter.

Administrative Rule Advisory Committee consulted?

Yes, Oregon OSHA hosted a COVID-19 Employer Provided Labor Housing Rulemaking committee on this topic and discussed the rule and fiscal impact by means of three meetings in February 2021. Oregon OSHA presented a draft Fiscal Impact Statement that was voted upon by the committee and approved by the majority. In addition, previous to this engagement, the General Workplace RAC for Infectious Disease Rulemaking for "Rules Addressing the COVID-19 Public Health Emergency in All Oregon Workplaces" worked on this topic from November 2020 to January 2021 as a part of their general discussion. More specifically, this included engagement through a Labor Housing Sub-committee to enable discussion solely focused on this topic separate from the General Workplace.
If not, why?:

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<td>Michael D. Wood</td>
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Administrative Rules Unit, Archives Division, Secretary of State, 800 Summer Street NE, Salem, Oregon 97310. ARC 925-2007
HOUSING COST IMPACT STATEMENT

FOR ESTIMATING THE EFFECT OF A PROPOSED RULE OR ORDINANCE ON THE COST OF DEVELOPING A *TYPICAL 1,200 SQ FT DETACHED SINGLE FAMILY DWELLING ON A 6,000 SQ FT PARCEL OF LAND. (ORS 183.534) FOR ADMINISTRATIVE RULES

ADDRESS: 350 Winter Street NE CITY/STATE: Salem OR 97301-3882 PHONE: 503-947-7449 TEMPORARY: EFFECTIVE DATE: May 2021

BELOW PLEASE PROVIDE A DESCRIPTION OF THE ESTIMATED SAVINGS OR ADDITIONAL COSTS THAT WILL RESULT FROM THIS PROPOSED CHANGE.

PROVIDE A BRIEF EXPLANATION OF HOW THE COST OR SAVINGS ESTIMATE WAS DETERMINED.

IDENTIFY HOW CHANGE IMPACTS COSTS IN CATEGORIES SPECIFIED

Description of proposed change: (Please attach any draft or permanent rule or ordinance)
See attached Notice of Proposed Rulermaking Hearing.

Description of the need for, and objectives of the rule:
See attached Notice of Proposed Rulermaking Hearing.

List of rules adopted or amended:
ADOPT: OAR 437-004-1115

Materials and labor costs increase or savings:
None.

Estimated administrative construction or other costs increase or savings:
None.

Land costs increase or savings:
Oregon OSHA does not foresee any effect on land costs.

Other costs increase or savings:
Oregon OSHA does not foresee any additional costs.

*Typical-Single story 3 bedrooms, 1 1/2 bathrooms, attached garage (calculated separately) on land with good soil conditions with no unusual geological hazards.

PREPARERS NAME: Lisa Appel
EMAIL ADDRESS: Lisa.Appel@oregon.gov