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**1982
ANNUAL REPORT**

Pursuant to 1977 Laws, ch 430, sec 28-
subd 2(9)

1982 ANNUAL REPORT

Minnesota Department of Economic Security
390 North Robert Street
St. Paul, Minnesota 55101

This report covers the period January 1 to December 31, 1982

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AFFIRMATIVE ACTION POLICY

It is the policy of the Minnesota Department of Economic Security to provide equal employment opportunities without regard to race, creed, color, sex, national origin, age, marital status, disability or handicap, reliance on public assistance, religion, or, in the state civil service, Vietnam-era veteran status, political opinions or affiliations.

The department is committed to the principles and policies of effective affirmative action and fully supports the statewide and departmental affirmative action efforts in all personnel and service activities relating to minorities, females, persons with disabilities, Vietnam-era veterans, and others seeking to do business with the department; i.e., applicants, claimants, employers, contractors, subcontractors, grantees, subgrantees and consultants.

The principles of equal employment opportunity and affirmative

action (EEO/AA) apply in all agency activities, including (but not limited to) recruitment, selection, assignment, training, promotion, compensation, fringe benefits, leaves of absence, discipline, performance evaluations, layoffs, terminations and services to clientele.

The department fully supports the nondiscriminatory provisions of all state and federal legislation, rules, regulations, guidelines and executive orders which form the legal basis for EEO/AA. The policies embodied in said legislation, rules, regulations, guidelines and executive orders shall apply in all agency personnel and service transactions affecting employees and the public. The department's clientele and the department shall comply with all nondiscriminatory policies of the Department of Labor, Department of Health and Human Services, Department of Education, Community Services Administration, and other relevant federal agencies.

Office of the Commissioner

The Year in Review

During 1982, the Commissioner's Office faced the challenge of charting the course of the department through a sea of turbulent economic realities. The major directions and emphases of the department included: financing the unemployment insurance programs, budget reduction management, administrative cost control, cost/benefit analysis and accommodating federal initiatives.

Financing the Unemployment Insurance Program — In the 1982 legislative session, a bill was passed which put the state unemployment insurance law in conformity with the federal law. The new law also made changes in three major areas: benefit eligibility, benefit payments and tax practices.

The department directed much attention toward studying the problems and alternatives associated with repaying Federal Unemployment Trust loans. The department also devoted considerable time to the preparation and passage of state UI legislation which makes the necessary adjustments in the areas of eligibility benefit payments and taxing policy.

Budget Reduction Management — During the past several years the department constantly was concerned with budget reductions at the state and federal levels. The level of funding has a direct effect on the type and scope of DES programs. Early in the year, the department developed best, moderate and worst scenarios. Projections were made on how DES programs would be affected under various funding levels. Direct services were given priority treatment. Administrative costs were studied and attempts were made to reduce these costs whenever possible. The projections also showed the number of employees that might be laid off. Because the level of funding was always

uncertain, plans had to be refined and updated regularly. Budget reduction management and planning was a major department activity in 1982.

Administrative Cost Control — Since the creation of this department, much attention has been given to the development of a system to control administrative costs. As a result, the department has developed the definitions and format which provide much of the information needed to assist in the management of the department's resources

Because of the limited resources at both the state and federal levels, the department faces severe limitations on administrative expenditures. The control and management of administrative costs are crucial to the success of the department.

The efforts in this area were directed toward improved service delivery, refined program administration and streamlined management.

Cost/Benefit Analysis — Sound management principles require that the department examine its administration and operations practices to find ways by which improvement in program performance and fiscal management may be achieved. While the availability of resources for public agencies to deliver programs is decreasing, the demand to account for the usage of those resources is increasing.

In justifying expenditures for programs, public agencies should submit to the rationale of performance-based assessment of program outcomes. What are the costs of the resources that go into the program? What is the value to society of the program outcomes? The department has developed a model for use in a performance-based cost/benefit analysis of certain programs. Considerable attention was given to studying the means of expanding this kind of

analysis to other programs.

Accommodating Federal Initiatives

1. **Refining the service delivery system** — The Federal Job Training Partnership Act (P.L. 97-300), to be implemented in 1983, requires significant changes in the present employment and training system. The roles of the governor, private sector and prime sponsors will change. Population requirements for service delivery areas will



Job-ready workers enroll in job-search clubs where they draw support from each other in their quests for interviews and employment. The clubs are low-cost and have high success rates.



sult in a significant realignment of the boundaries of service delivery areas.

These changes made imperative the development of administrative systems and service delivery alternatives that will meet the emerging needs of the 1980s. Consideration of the appropriate roles of the various levels of government, as well as that of other service providers, was begun in 1982.

2. **New Federalism** — In his 1982 State of the Union and Budget messages, President Reagan called for significant changes in the relationships between federal, state and local governments. New Federalism was the name given to the President's proposals to realign the fiscal and service-providing relationships between the various levels of government. Under New Federalism, states would have assumed full responsibility for administering and funding Food Stamps and Aid to Families with Dependent Children, while the federal government would have taken over the Medicaid program. In addition, the states would have assumed responsibility for more than 40 categorical and block grant programs previously funded by the federal government.

The department spent considerable time assessing the potential impact of the "New Federalism" and other federal initiatives on the programs of this department.

Labor Market Information

Funds from the Governor's Special Grant earmarked for 1982 Labor Market Information (LMI) activities were used for continued support of the department's LMI Center Network and

Dun & Bradstreet File on Business Establishments.

The Dun & Bradstreet File on Business Establishments was updated quarterly in 1982 for users. The automated file contains information on nearly 96,000 Minnesota businesses. The file was acquired primarily for use by job developers in locating potential employers of job-ready program participants. During 1982, the file also was used for CETA promotional purposes, especially for the Private Sector Initiative Program (Title VII).

Planners continued to utilize the detailed industrial employment data available in the Dun & Bradstreet Statistical Report.

Governor's Job Training Office

The Governor's Job Training Office (GJTO), formerly the Office of Statewide CETA Coordination, coordinates employment and training programs with related human resource and economic development programs through



An employer who appreciates the job program's assistance is Robert Hughes, president of Northgate Roll Arena. He said: "When our business was new, we needed to hire people before sales could justify it. Government job training subsidies helped.

staff activities, programs funded under grants administered by GJTO and the work of a number of councils.

In connection with this coordination effort, GJTO monitored the Governor's Statewide Youth Program, supplemental Vocational Education, the Governor's Discretionary Grants, Senior Employment and the Displaced Homemaker programs.

GJTO also gave technical assistance to CETA Prime Sponsors and other employment and training program operators. It provided staff support to the Governor's Council on Employment and Training, the CETA Prime Sponsor Directors Association and the department's Job Service/Unemployment Insurance Advisory Council.

Governor's Council on Employment and Training

During 1982, the Governor's Council on Employment and Training took an active role in planning the use of the Governor's Discretionary Grant funds and in the development of funded programs. The council originated and reviewed proposals related to youth, education linkages, private sector programs and special needs groups.

Council activities principally are conducted by standing committees whose areas of interest are:

1. The private sector,
2. CETA-Education linkages,
3. Youth employment programs, and
4. Special needs.

The four major responsibilities of the committees are to:

- A. Recommend program priorities and direction.
- B. Improve program performance standards.
- C. Identify legislative and adminis-

Office of the Commissioner

trative impediments to sound program effectiveness and operation.

- D. Recommend legislative and administrative initiatives needed to carry out effective programs.

Transition Projects

As established by the Governor's Council on Employment and Training, the Governor's Special Grant funds were subgranted to each of the ten CETA Prime Sponsors by a formula allocation. The overall focus of the use of these funds was on the private sector and preparation for transition to the Job Training Partnership Act. Programs were developed and implemented in the areas of CETA-Education Linkage, Special Needs population and Youth programs.

The Prime Sponsors utilized local community agencies in the planning and development of their projects. All projects were approved by the local Private Industry Councils.

Examples of projects funded are Job Clubs, Small Business Assistance Programs, the Displaced Homemaker Project and Special Youth programs.

The total distributed by formulas was \$950,000.

Displaced Homemaker Program

Since 1978, the Minnesota Displaced Homemaker Program (DHP) has helped over 2,500 people, primarily women, in their efforts to become emotionally and financially self-sufficient.

Displaced homemakers have spent a number of years caring for their families and being dependent on income other than their own wages. Now, because of death, divorce or other loss of family income, they must find paid employment in order to survive economically.

Competent and supportive staff have provided personal and career counseling, assessment and testing, workshops on life skills and pre-employment preparation, support groups, emergency assistance and referrals, job development and placement. These services are provided at a cost of \$628 per person.

Upon termination from the program, 71 percent of the participants are working and/or in school — 18 percent are doing both. Of those remaining, some are working with other agencies which might be CETA, Vocational Rehabilitation, a mental health agency, a chemical dependency treatment center or other helping group. Others have relocated in order to pursue their career goals.

The Minnesota Displaced Homemaker Program primarily is state-funded as a result of increased marriage license and



Sally Mortenson, attorney, Beltrami County Commissioner and member of Rural Minnesota CEP's Private Industry Council, is active in the planning and development of job training programs: "We must help disadvantaged people get off welfare, obtain a career-type job and start paying taxes."

dissolution filing fees authorized by the 1981 Minnesota State Legislature to assure continuation of services. Program operations are subcontracted with Working Opportunities for Women in the Twin Cities Metropolitan area, Project SOAR in Duluth, Homemakers in Transition in Mankato and Mainstay in Marshall. Those displaced homemakers who have not worked in many years are assisted in identifying and developing their skills, developing their self-confidence and learning job-seeking techniques.

During 1982, the department subcontracted with the Minnesota Coalition for Displaced Homemakers to produce a slide/tape presentation, "Spiral Effects", which is available to interested groups and organizations upon request.

The program's major goal is to make its services available to all displaced homemakers throughout the state, particularly in rural areas where few resources currently exist.

Vocational Education Program

The 10 CETA Prime Sponsors in Minnesota used \$1,389,000 to provide supplemental vocational education services to more than 1,400 Minnesotans in Fiscal 1982. This program is administered and monitored by the Governor's Job Training Office. Each Prime Sponsor determines how the funds will be used to meet the specific needs of its area. Joint planning is carried on with the Department of Education's Division of Vocational Technical Education, which has coordinated the program's activities.

The funds have been used to provide institutional training to unemployed, underemployed and economically disadvantaged individuals. Participants received training through public and private trade schools and community

colleges. Tuition, allowances, books, supplies and supportive services were provided.

Minnesota Occupational Information Coordinating Committee

The mission of the Minnesota Occupational Information Coordinating Committee (MOICC) is to develop an occupational information system utilizing existing programs and data banks. To attain its goal, the committee functions as a broker among information producers and user groups, including program and curricula planners and guidance staff.

During 1982, MOICC continued three projects initiated earlier:

- *Newsnet*, an occupational newsletter,
- MOICC Network Seminars, to enhance communication among users and producers, and
- Occupational Information System Development.

Newsnet is published bi-monthly and distributed to approximately 2,200 users and producers throughout Minnesota. A new feature, *Career Briefs*, which informs readers of trends in occupational fields, was started.

Three MOICC Network Seminars were conducted during the year. The seminars focused on available occupational information products and services, new developments and applications, and delivering occupation information via computer, slide tape and other media.

Work on developing the Minnesota Occupational Information System was continued during 1982. Future efforts will involve labor market staff and vocational education in determining labor supply and demand for use in program and curricula planning.



Department employees attended a farewell reception for former Commissioner Rolf Middleton, right, top photo, and Deputy Commissioner David Johnson, second from left, bottom photo, at the Central Office, St. Paul. At left is Barbara Beerhalter, who was named commissioner, Department of Economic Security, in November by newly elected Gov. Rudy Perpich.

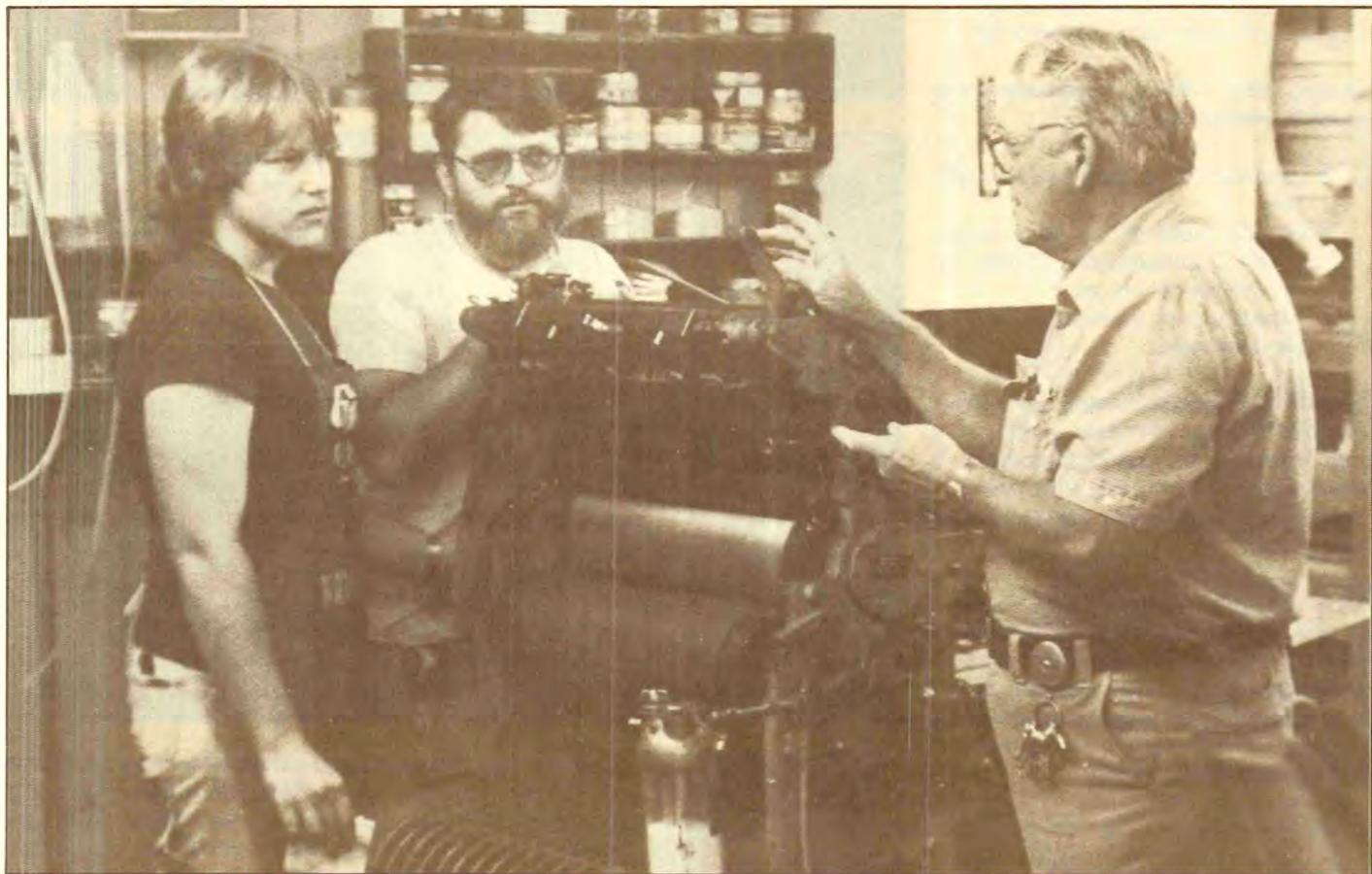
Office of the Commissioner

Three new projects also were conducted in 1982. MOICC funded a third-party evaluation of "VOCOMP", which is a career information system designed to serve the disabled. The Division of Vocational Rehabilitation conducted a field test on VOCOMP at two field offices. MOICC's evaluation report found that while VOCOMP was a sound system, it recommended that the division should assess its overall needs prior to adopting any career information system and that specific modifications should be made to VOCOMP to increase its usefulness for vocational rehabilitation.

The second project involved studying the feasibility of establishing an occupational information clearinghouse — a central point for all inquiries on occupational information. The study concluded that existing information centers and services appeared to meet user needs adequately, especially in light of diminishing support for labor market and occupational information programs.

A report on career information products and services for youth was prepared based on a sample survey of schools and youth-service agencies.

Survey findings regarding the unmet need for career information noted occupational outlook, apprenticeship and wage information as the greatest needs. Relative to the need for hard-copy material from the Minnesota Career Information System (MCIS), a majority of respondents stated they would be willing to purchase such printed materials. This report was provided to MCIS staff members who are studying plans to market career information publications to schools and youth-serving agencies.



CETA funds assisted with on-the-job training for apprentice printer Kevin Franken, left, during a summer job with the *Westbrook Sentinel* newspaper. Publishers Thomas and Ralph Merchant, shown here in the role of teachers,

said the program was a boon to small publishers like themselves — providing summer help at a price they could afford, while giving basic field training to a student.

Senior Community Service Employment Program

The Senior Community Service Employment Program (SCSEP), authorized by the Older Americans Act of 1978, completed its fifth year of operation. The objective of the program is "to foster and promote useful part-time employment opportunities in community service for unemployed low-income persons who are 55 years or older."

The department contracted with 14 agencies to operate the programs. Participants were placed in subsidized, part-time community service jobs in or near their home communities. Efforts were made to engage participants in activities which provided services to other seniors. In addition to employment, each participant received a physical examination and necessary support services.

In 1981, the program used \$1,076,000 to employ 210 persons. For Fiscal 1982, \$1,315,209 was made available to employ 212 persons.

CETA/Education Linkage

In 1982, CETA discretionary funds again were made available to encourage coordination between CETA Prime Sponsors and education agencies. The 1982 funding level was \$403,913. Use of the funds was planned jointly by the Departments of Economic Security and Education and the Governor's Council on Employment and Training.

Programs were developed for both statewide and local activities. Funds were allocated to continue the activities of the CETA-Education Linkage Unit in the Department of Education. This unit works closely with CETA Prime Sponsors, local education agencies and other organizations in the development of cooperative projects.



Phosy Phetsom Phou, a Laotian refugee, received job training to learn about the American workplace and soon after was placed as a machine operator for a plastics fabricator.

In addition, funds were made available to CETA Prime Sponsors to work cooperatively with local education agencies in providing services to clients. Included were activities such as career information, career assessment, counseling services and basic education to clients.

Office of Labor Relations

The Office of Labor Relations is working on a major revision of the department's Personnel Policy and Procedures Manual; during the last year several sections were issued. It also has been responsible for a classification study of positions throughout the department which is now in its final stages. The result will be equitable position classifications for various jobs in the department, especially where similar responsibilities exist.

Many grievances were heard during

1982. The Office of Labor Relations, together with the Minnesota Department of Employee Relations, was able to resolve all but two of those grievances before they reached arbitration. The office has also successfully resolved a number of equal opportunity and affirmative action issues.

Training programs are another responsibility of the Office of Labor Relations. It develops some and coordinates many other statewide programs for department employees. Most important for 1982 was an informational package the office prepared and made available to employees facing layoff.

The Employee Assistance Program also is run by the Office of Labor Relations. Under this program, employees are able to obtain confidential help for a variety of personal problems which interfere with their job performance.

Training and Community Services



Marion Skaff of rural Finlayson, with help from her children, harvests cauliflower for market. She also planted broccoli and cabbage on a two-acre plot at her family farm as part of a training project for vegetable growers.

The Training and Community Services Division administers four programs that address the needs of low-income and unemployed Minnesotans.

The programs are: Energy Assistance, Economic Opportunity, Greater Minnesota Job Training and Weatherization.

Energy Assistance Program

The Energy Assistance Program (EAP) Office administers the federal program which helps low-income households meet the rising cost of home energy. Although energy assistance programs have been funded since 1975, Fiscal 1982 was the first year for the federally funded Low-Income Home Energy Assistance Block Grant. This block grant allows states broad flexibility in designing programs to meet the energy needs of low-income residents. States may reprogram up to 15 percent of their base allocation to conservation activities and may transfer up to 10 percent to other block grants. Midyear funding in-

creases allowed Minnesota to exercise both options to the fullest in an effort to supply low-income households with long-term solutions to their energy problems.

The intent of Minnesota's Energy Assistance Program is to assist low-income households with their home heating payments by **reducing energy consumption** as well as costs. (See accompanying tables for 1982 fund distribution and client data.)

In 1982, over 104,000 eligible households received energy assistance in amounts which varied according to household size and income, fuel type and geographical zone. Minnesota's program is designed to provide households which have the lowest income and highest fuel costs with the greatest amount of assistance. The program pays only a portion of total heating costs, leaving some responsibility with each household.

Up to \$500 in conservation/repair as-

Fiscal 1982 EAP Fund Distribution

1. Energy Assistance	\$50.8 million
2. EAP Conservation/Repair	\$.8 million
3. Oil Furnace Retrofit	\$ 1.0 million
4. Reprogrammed/Transferred Funds:	
• EAP Weatherization/Repair (expanded the Department of Energy weatherization program)	\$14.0 million
• Alternative Energy Projects (funded 14 projects statewide)	\$ 1.0 million
• Energy Crisis Intervention Program (provided funds for Community Action Agencies to respond to energy-related crises)	\$ 1.0 million
5. Carry-In (made available for program start-up in October 1982 prior to arrival of fiscal 1983 federal funds)	\$ 5.7 million
Total	\$74.3 million



sistance was provided to households experiencing high energy consumption, an energy emergency or a potentially hazardous energy-related situation. Over 3,000 households were served by this special program last year.

Nearly 1,500 oil furnaces were retrofitted with new high efficiency burners during Project Retrofit '82 — a pilot conservation program utilizing advanced heating technology. The average reduction in fuel oil consumption is expected to be approximately 26 percent.

The federal block grant for energy assistance will continue for another two years. During this time, low-income households will be assisted with their home-heating energy payments and expanded energy conservation efforts will address the goal of self-sufficiency.

Office of Economic Opportunity

Block Grant Transition

In 1981, federal law abolished the federal Community Services Administration and consolidated previously categorical funds for community action programs into a single Community Services Block Grant. As a result of this consolidation, federal grants in Minnesota were cut by nearly two-thirds. The Office of Economic Opportunity administers the block grant and other grants for community action programs.

State Law

Minnesota Statutes 268.52-54 (1982) provides for the designation and recognition of community action agencies and the granting of funds for community action program activity. Originally established to describe the distribution of state funds, the Act has taken on greater significance since the demise of the federal anti-poverty agency and the repeal of federal regulations governing the operation of community action agencies. Amendments to the law in

1982 assure federal and state funds for community action program activity to the eleven Minnesota Indian Reservations and the Minnesota Migrant Council.

Community Action Agencies

Eighty-two of Minnesota's 87 counties currently have a designated community action agency (CAA). Each has an administering board made up of representatives of the private sector, elected officials and low-income residents. The board sets priorities, develops local strategies and establishes a range of services and activities designed to identify and eliminate the causes of poverty. CAAs maintain linkages with governmental units and other social services providers to ensure efficient and effective delivery of programs within the service area. A survey of CAA board memberships indicated that in January 1983, 213 low-income members or their representatives, 194 public officials and 143 members representing other community interests served on CAA boards in Minnesota.

CAAs also make use of the many and varied outreach methods developed

Fiscal 1982 EAP Client Data

Households Served:

- Heating assistance 104,253
- Conservation/repair assistance 3,190
- Oil furnace retrofit 1,450

Number of Households:

- With one or more elderly member(s) 36,938
- handicapped member(s) 14,157
- With young children 35,450
- Receiving AFDC¹ 20,665
- Receiving Food Stamps 23,285
- Receiving SSI² 5,847
- Receiving veteran's benefits 5,090
- Receiving General Assistance 2,336

Number of Households Heating with:

- Oil 39,664
 - Natural Gas 36,772
 - Electricity 6,677
 - Propane 15,146
 - Coal 121
 - Other 5,873
1. Aid to Families with Dependent Children
 2. Supplemental Security Income



A legislative briefing in March 1982 was held to discuss Balance of State-CETA training programs. Panel members included: Steve Perkins, BOS Private Industry Council; Bill Brumfield, Minnesota Prime Sponsors Directors' Assn.; and Janet Hagberg, Governor's Council on Employment and Training.

Training and Community Services

throughout the history of community action. Beyond the obvious benefit of linking the programs with the people they are intended to serve, outreach is necessary to encourage and enhance the participation by low-income people in the ongoing planning and evaluation process central to the community action model.

Range of Activities

Examples of community action programs currently being operated include: CETA, Summer Youth Employment, Retired Senior Volunteer Program (RSVP), Head Start, Foster Grandparents, Senior Companions, Day Care, Home Start, Early and Periodic Screening, Information and Referral, Day Care, Emergency Food Shelves, Economic Farm and Business Development Programs, Transportation, Judicare, Legal Aid, Weatherization, Fuel Assistance, Crisis Intervention, Alternative Energy/Economic Development.

Grantees reported they operated 38 programs, serving a total of 146,165 households in 1982. Grantees also reported operating 27 other programs that served 120,286 individuals in 1982.

Mobilization of Resources

The federal Community Services Block Grant (CSBG) allotment and Minnesota Economic Opportunity Grant make up a small percentage of funds administered by CSBG grantees. It is estimated that CAAs administered approximately \$85 million in programs in 1982 with \$1.5 million representing local public funds and \$2 million local private funds.

Block Grant Transfer Flexibility

An inter-department transfer of \$2 million from the Low-Income Home Energy Assistance Block Grant to the

Community Services Block Grant made 1982 funds available through 1983 for two special grant programs operated by the Office of Economic Opportunity.

One million dollars was earmarked for an "Energy Crisis Intervention Program" for which funds were allocated to CAAs, Indian reservations and the Minnesota Migrant Council on the basis of their low-income populations. The services included reconnecting shut-off utilities or providing fuel payments and purchases on behalf of recipients in life-threatening or hazardous-to-health situations. Other direct services were the repair of energy sources and the provision of emergency out-of-home shelter, food, clothing, blankets and temporary space heaters. Approximately 1,400 households are expected to benefit from the program.

A "Request for Proposals" was published for alternative energy projects to be funded with the second million dollars. The projects established alternative energy businesses which provide an economic return on investment and benefit low-income Minnesotans through energy savings and/or the creation of jobs. Grantees included community action agencies, Indian reservations, private businesses, housing and redevelopment authorities, nonprofit corporations and small businesses.

The technology represented by the projects included waste heat and methane recovery, superinsulated retrofits, insulated window coverings, biomass gasification, fiber fuel densification, ethanol production and geothermal heat recovery.

Surplus Commodity Distribution Program

The Office of Economic Opportunity coordinated the Surplus Commodity Distribution Program for Minnesota in March and October 1982. The program

provided U.S. Department of Agriculture surplus commodities to eligible persons as a supplement to their diet. In 1982, 5,002,380 pounds of butter and cheese were given out to 311,221 households. Funds for distributing the food came from the Community Services Block Grant, the state general fund and private foundations.

Greater Minnesota Job Training Programs

In 1982, the Balance of State CETA Office directly administered the Comprehensive Employment and Training Act (CETA) in 51 Minnesota counties designated by law as the Balance of State (BOS) area. During the year, Balance of State CETA was renamed the Greater Minnesota Job Training Program in order to more closely conform to the new federal employment and training initiative, the Job Training Partnership Act. In 1982, the Greater Minnesota Job Training Programs provided service to a total of 9,880 residents.

Thirteen Job Training offices, participating community action agencies, schools, and other local resources combined to extend services to those seeking full-time unsubsidized jobs. The range of services included counseling, job search, skills training, temporary work experience, on-the-job training and part-time jobs for school-age youth.

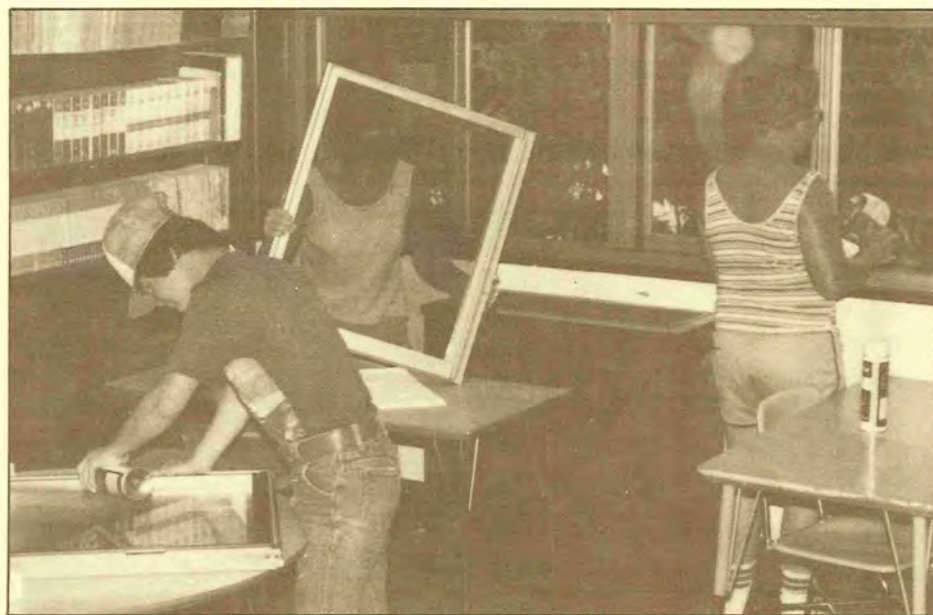
Eighty-eight percent of the participants who completed or terminated from the program either found a job or were otherwise positively terminated — returning to school, entering military service or becoming involved in some other positive outcome.

In preparation for the new Job Training Partnership Act, the Greater Minnesota Job Training Programs has worked to promote a closer working relationship between program services and private business.



Many volunteers were needed to prepare for the distribution of surplus dairy products in October 1982. Shown at a Ramsey County Action Program site in St. Paul with some of the principals involved in the program was Tom Williams, right, economic opportunity specialist, Office of Economic Opportunity, who directed the state's surplus food distribution.

Below: CETA financed jobs for youth in many Minnesota communities in the summer of 1982. Pictured performing some of the jobs in one rural community are young workers enrolled in the Summer Youth Program.



The Greater Minnesota Private Industry Council, comprising business and community leaders, focused on identifying training needs in the 51-county program area and developed projects specifically designed to stimulate economic development and needed jobs.

Among the projects funded by the Private Industry Council in 1982 were:

- Training for eligible owners of small businesses to assist them to succeed and expand.
- A series of workshops for area businesses on supervisory skills to promote job retention and employee development.
- Training and assistance for small farmers in establishing a profitable business in the production and marketing of specialized vegetables.
- Development of customized classroom and on-the-job training for women in nontraditional trades and occupations.
- Production and national marketing of a series of video tapes to be used by schools, job counselors and others as an aid to career planning.
- Special summer work experience for youth.
- Production of publications and bulletins such as *The Bottom Line* to aid and promote employment development in the private sector.

Training and Community Services

Greater Minnesota Job Training Programs

Serving those most in need

Greater Minnesota Job Training Programs provides services to those who need them most: people who are economically disadvantaged, members of minority groups and those who are receiving public assistance.

Providing job training to persons in 51 counties

October 1, 1981 — September 30, 1982

Region/County	Persons Served
Region 1	1,488
Kittson	108
Marshall	214
Norman	135
Pennington	343
Polk	422
Red Lake	125
Roseau	141
Region 6E	780
Kandiyohi	327
McLeod	160
Meeker	174
Renville	119
Region 6W	548
Big Stone	74
Chippewa	196
Lac Qui Parle	65
Swift	115
Yellow Medicine	98
Region 7E	1,226
Chisago	179
Isanti	219
Kanabec	289
Mille Lacs	243
Pine	296

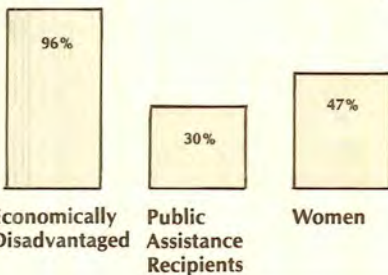
Region 7W	1,542
Benton	190
Sherburne	191
Stearns	878
Wright	283

Region 8	1,214
Cottonwood	97
Jackson	112
Lincoln	101
Lyon	252
Murray	119
Nobles	210
Pipestone	116
Redwood	125
Rock	82

Region 9	819
Brown	207
LeSueur	98
Martin	176
Nicollet	152
Sibley	93
Waseca	93

Region 10	2,263
Dodge	95
Fillmore	193
Freeborn	199
Goodhue	174
Houston	140
Mower	265
Olmsted	376
Rice	201
Steele	128
Wabasha	104
Winona	388

TOTAL	9,880
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Jacqueline Force serves lunch to a restaurant patron in Mora. She was training on the job as a waitress after completing the "Employment Opportunities for Women" program operated by the Mora Job Training Office. As a part of the program, Jacqueline's employer is reimbursed for one-half of her wages.



A budding young artist at work in a child care center sponsored by CETA.

Weatherization Program

The department has administered a weatherization program for low-income people since 1977, completing work on 66,055 homes through the end of 1982. Weatherization consists of caulking, weatherstripping, attic insulation, side wall insulation, basement insulation, glass repair, hot water tank insulation and storm window installation.

During calendar year 1982, 16,009 homes were weatherized at a cost of \$20.5 million. In all, 47,410 state residents benefited from the weatherization program including 7,108 elderly, 2,116 handicapped, 2,716 Blacks, 302 Hispanics, 1,245 Indians and 1,249 Asians. An additional \$1.5 million was spent on repair work, mostly roofs.



Weatherization Program crews work on mobile homes, blow insulation in attics, teach energy conservation measures and help prevent ice dam build-up on roofs.

Number of Homes Weatherized in 1982 by County

County	Homes Weatherized	County	Homes Weatherized
Aitkin	134	Meeker	125
Anoka	225	Mille Lacs	79
Becker	211	Morrison	213
Beltrami	190	Mower	205
Benton	177	Murray	79
Big Stone	49	Nicollet	76
Blue Earth	190	Nobles	102
Brown	161	Norman	92
Carlton	122	Olmsted	187
Carver	61	Otter Tail	271
Cass	156	Pennington	62
Chippewa	82	Pine	144
Chisago	51	Pipestone	94
Clay	264	Polk	251
Clearwater	77	Pope	79
Cook	18	Ramsey	1,339
Cottonwood	96	Red Lake	40
Crow Wing	229	Redwood	71
Dakota	166	Renville	125
Dodge	116	Rice	162
Douglas	148	Rock	64
Faribault	148	Roseau	77
Fillmore	187	St. Louis	1,146
Freeborn	129	Scott	109
Goodhue	98	Sherburne	132
Grant	77	Sibley	89
Hennepin	2,685	Stearns	478
Houston	150	Steele	65
Hubbard	58	Stevens	40
Isanti	89	Swift	71
Itasca	154	Todd	241
Jackson	80	Traverse	30
Kanabec	111	Wabasha	110
Kandiyohi	174	Wadena	168
Kittson	49	Waseca	113
Koochiching	153	Washington	139
Lac Qui Parle	114	Watonwan	64
Lake	46	Wilkin	42
Lake of the Woods	43	Winona	294
Le Sueur	140	Wright	175
Lincoln	72	Yellow Medicine	61
Lyon	129		
McLeod	139	Indian Reservations	238
Mahnomen	89		
Marshall	119		
Martin	111		
		TOTAL	16,009

Vocational Rehabilitation

The Division of Vocational Rehabilitation (DVR) provides services to increase employment opportunities and promote greater independence for people with physical or mental disabilities.

For more than 62 years, the State of Minnesota and the federal government have worked together to establish policies and provide funds to ensure the availability of those services to eligible individuals. As a result of this successful partnership, the division has rehabilitated more than 100,000 vocationally handicapped Minnesotans since its establishment as a state program in 1919. Many others have been able to increase their social and economic independence because of involvement in the DVR program.

Funding for the basic rehabilitation services of the DVR is a state/federal partnership. In accordance with a federal formula, funds are made available to the state. A minimum 20-percent state match is required.

During 1982, the state also provided funding for Long-term Sheltered Employment/Work Activity services and Centers for Independent Living and appropriations to allow further implementation of the 1980 Hearing Impaired Services Act.

Administratively, the Division of Vocational Rehabilitation has an organizational structure consisting of five sections: the Offices of Client Services, Consumer Relations, Disability Determinations, Program and Management Support and Rehabilitation Resources.

Client Services

Basic services to clients, the core of the Vocational Rehabilitation program, include counseling, guidance, training and placement. Medical or psychological and vocational evaluations are provided to determine the extent of the cli-

ents' handicaps as well as their physical, mental and vocational abilities and/or limitations.

DVR clients are served by 151 rehabilitation counselors in the division's field offices around the state. Most counselors have a master's degree in rehabilitation, education, psychology or other related fields.

During fiscal year 1982, the basic Client Services program served more than 30,000 individuals with disabilities. These people were referred to DVR by educational programs and social agencies and by physicians, lawyers and em-

ployers. The DVR counselors determine the applicants' eligibility for vocational rehabilitation services and consider each on an individual basis.

To be eligible, an applicant must have a medically documented disability which interferes with his or her ability to obtain or continue employment. In addition, there must be a reasonable expectation that rehabilitation will eventually lead to employment.

Each client accepted for services works with a counselor to develop an individualized written plan which takes into consideration the client's aptitudes,



Rehabilitation counselors Jan Norris, left, and Roberta Pisa confer about client programs at their DVR office in Roseville.



abilities and interests. The plan outlines the process and details the services and other integral components that will contribute toward achievement of the client's employment goal.

The Division of Vocational Rehabilitation follows a federal requirement that the most severely handicapped persons be given priority for vocational rehabilitation services. In 1982, severely disabled persons accounted for 52.4 percent of those served by Minnesota's Division of Vocational Rehabilitation.

The Client Services section administers two specialized programs in addition to



Jack Stoehr, DVR supervisor at Roseville, manages one of the more than 40 field offices located throughout the state.

the basic program. They are the Regional Service Centers for Hearing Impaired People, and the Workers' Compensation Services program.

In 1982, Regional Service Centers (RSC) for Hearing Impaired People were operating in Duluth, Fergus Falls, St. Cloud, the Twin Cities Metropolitan area and Mankato.

The centers offer interpreter referral, material and equipment "lending libraries" and a full range of vocational rehabilitation services.

Under provisions of Minnesota's 1980 Hearing Impaired Services Act, the Division of Vocational Rehabilitation is authorized to establish and administer the RSCs. Because the network of RSCs is a cooperative program with the Deaf Services Division of the Department of Public Welfare (DPW), hearing impaired children and adults are assured a central entry point to the full range of community services for which they may be eligible. Outreach workers from DPW provide assistance with welfare-related programs and training.

Through the Workers' Compensation Services program, DVR meets its responsibilities to serve workers injured on the job. Recent changes in the Workers' Compensation laws require that providers of rehabilitation services register with the Department of Labor and Industry as "Qualified Rehabilitation Consultants (QRC)". A referral to DVR after a certain time limit is mandatory under the new law and another provision assures the injured worker the right to choose DVR for rehabilitation services. The restructured Workers' Compensation Services Program prevents duplication of services and allows DVR to promptly and economically serve injured workers.

DVR has 21 counselors registered as QRCs. Six are full-time staff members in

the Metro Workers' Compensation office. The others serve injured workers as well as regular clients in DVR's field offices.

The Office of Client Services has formed a number of effective partnerships with the Minnesota Departments of Education, Public Welfare and Corrections to develop special vocational plans for clients who are served by these agencies. In addition, DVR counselors work with other job training or placement programs such as CETA, the AFL-CIO Human Resources Development Institute, and Projects With Industry to fully utilize available employment resources.

An innovative partnership with private industry involves Control Data and DVR in the "Homework" project.

In this project, a group of homebound DVR clients are tested for mathematical ability and an aptitude for electronics. Those chosen to participate are then trained as business application programmers on computer terminals installed in their homes.

Consumer Relations

The Office of Consumer Relations develops and maintains two-way communications between the DVR and its multiple, diverse constituencies. Providing the liaison to the Minnesota Legislature, U.S. Congress and other governmental agencies is an important function of this section. Public information functions for the DVR are also handled by the Office of Consumer Relations.

Other responsibilities include assuring that federal mandates on consumer involvement are implemented. The Consumer Relations staff also assists employers, clients and other agencies in meeting affirmative action and non-dis-

Vocational Rehabilitation

crimination requirements of Title V, in the 1973 Rehabilitation Act, as amended.

Disability Determinations

The Office of Disability Determinations, under an agreement with the Social Security Administration, makes determinations on applicants' eligibility for disability benefits. Disability Determinations examiners make these decisions based on medical information and according to the standards established by the Social Security Administration.

In fiscal 1982, determinations were made on 32,365 claims. Local Social Security offices were the primary sources of referrals. Medical eligibility for benefits was established for 11,524 individuals and, of this number, 1,774 were referred to Division of Vocational Rehabilitation counselors for further evaluation of their potential for rehabilitation. Another 13,733 persons were ruled ineligible for Social Security benefits and were informed about the services available through DVR.

When vocational rehabilitation services to a beneficiary result in the client's attainment of "substantial gainful activity" (defined as employment with earnings of \$300 or more per month) lasting for nine months, the Social Security Administration will reimburse DVR for the cost of rehabilitation services provided and Social Security disability benefits to the individual will be discontinued.

Program and Management Support

The Office of Program and Management Support meets the policy-making, informational, financial and planning needs of DVR.

It is organized into four units: Administrative and Financial Services, Manage-



At the DVR supervisors' conference on December 6, 1982, Assistant Commissioner Ed Opheim had his speech "signed" for the hearing impaired by Jamie Amaczi.

ment Support, Staff Training, and Program Planning and Development.

The Administrative and Financial Services unit is responsible for budgeting, grants management, financial control and audit, procurement and purchasing and office management.

The Management Support unit handles the agency's information services. It disseminates program and policy issuance, completes federal and state reports and planning documents, conducts research and analyzes agency programs and provides library services to the staff.

The Staff Training unit develops and implements annual training plans for new employees and current staff members.

The Program Planning and Development staff has overall planning responsibility for new program initiatives — and provides direction in the development of both new and existing DVR programs.

Rehabilitation Resources

The Office of Rehabilitation Resources works with Minnesota's various rehabilitation facilities and Centers for Independent Living to plan and develop ways to improve services to disabled persons. The rehabilitation facilities and Centers for Independent Living also receive financial and technical assistance through this office. To ensure compliance with state and federal program standards and regulations, rehabilitation resource staff members monitor the programs and services of the facilities and Centers for Independent Living.

Rehabilitation facilities are private, non-profit corporations offering a wide variety of services. Long-term Sheltered Workshops provide employment to individuals who are not ready for competitive employment. Work Activity Centers serve persons whose productivity is significantly below the sheltered employment level, but who can benefit from work experiences and social training.

Other services provided by these facilities include vocational evaluation, on-the-job training, work adjustment and skill training. The DVR's Office of Rehabilitation Resources provides direct grants to facilities from state appropriations. DVR counselors often purchase services for individual clients from facilities using the basic Client Services funds.

In Minnesota, three Centers for Independent Living help severely handicapped persons, who presently are not eligible for the regular VR program, live and function more independently in their homes and communities. The Centers' services include, but are not limited to, information and referral on housing, transportation and attendant care as well as peer counseling and advocacy. A combination of federal Independent Living grant money and state appropriations provides funding for the three centers which are located in Mar-

shall, Rochester and the Twin Cities Metro Area.

A majority of the board of directors and staff at each center are persons with disabilities who understand the problems and needs of those they serve.

Rehabilitation Pays

Vocational rehabilitation is a successful, time-tested human service program serving the needs of persons with disabilities. It is also a profitable investment of tax dollars. Rehabilitation means employment to DVR's clients who usually have little or no earnings when they enter the program. Most must depend upon benefits from various public assistance programs. Employment as a result of DVR's services reduces or eliminates that dependency — and the employed client becomes a taxpayer.

In less than three years, the annual costs of the vocational rehabilitation program are fully repaid as a result of fewer dollars spent on public assistance and more dollars paid in taxes. A comprehensive analysis of 4,934 persons rehabilitated by DVR in 1981 showed that the annual rate of return on the taxpayer's investment in the program was 34.8 percent. The analysis considered unemployment, mortality, retirement and dollar depreciation. It excluded the salary increases or bonuses that rehabilitated persons could expect to receive.

Despite uncertainty in the economic climate, the Division of Vocational Rehabilitation expects to maintain its record of effective services for people with disabilities, and its record of providing a favorable return on the taxpayer's investment.



A long-term client of DVR, Margaret Selbitschka has limited use of her left arm and leg due to a childhood accident. DVR training helped her secure full-time work as a records person for Reliable Automotive, Inc., St. Paul.



Twenty hearing-impaired young people had summer jobs at the Tettegouche State Park Youth Conservation Corps Camp through financing provided by Minnesota CETA. The Department of Natural Resources, which operates the YCC camp, faced budget cuts in 1982 and could not pay the wages to the young workers. Pictured above is Frank Turk, left, director of the camp, using sign language to communicate with the hearing-impaired workers.

Unemployment Insurance

The Unemployment Insurance (UI) program was established to pay benefits to people who are unemployed through no fault of their own and to maintain economic stability in Minnesota. Benefits are paid from a combination of taxes, reimbursements and voluntary contributions from employers. The program takes special care to assure that only eligible persons receive benefit payments and that all liable employers pay the taxes they owe.

The Unemployment Insurance program's activities are linked to local and national economic conditions. In normal economic conditions, taxes from employers accumulate to build a reserve for future benefit payments.

When the Minnesota economy is in a recession and reserves are exhausted by the claims of unemployed people, the program borrows from the Federal Trust Fund.

The Unemployment Insurance law recognizes that looking for work is a full-time job. Paying benefits frees recipients to look for work on a full-time basis. Part of the Unemployment Insurance program is the support and counseling of persons in their search for work. The Eligibility Review program interviews people receiving benefits and directs them in productive work-search activities.

The integrity of the system is protected

by making certain that all employers covered by the law pay their taxes, reimbursements or contributions and that only eligible persons receive benefit payments. This requires investigations of possible dishonest claims, checks on eligibility for benefits and audits of employer payrolls.

Tax rates are assigned, funds are collected and delinquent taxes are pursued through an audit and collections process. When claimants and their former employers disagree about the reasons for employment separation, an appeals process is available to resolve the differences.



The union hall at Aurora was the site for mass claims filing for 1,900 Erie Mining hourly and salaried workers. Giving instructions is Stan Bement, unemployment

compensation program specialist, in the Virginia Job Service office.



Benefit Payments in 1982

In addition to the regular program benefits paid in 1982, economic conditions resulted in an Extended Benefits program and a Federal Supplemental Compensation program for Minnesota claimants.

Extended Benefit program payments are shared by the state and federal governments with the federal government paying 50 percent of the program costs. However, government employers must pay 100 percent of Extended Benefit program costs for their former employees.

Federal Supplemental Compensation payments come entirely from federal revenues, not from state taxes on employers.

During the year, the annual average unemployment rate in Minnesota climbed to 7.8 percent (compared to 5.5 percent in 1981) resulting in increased UI activity. Under the regular program, a total of \$435.5 million was paid to 272,000 claimants, including federal employees.

In February, because the insured unemployment rate reached 4.04 percent, Minnesota "triggered on" to Extended Benefits. From February through May, \$30.2 million was paid to 35,000 claimants who had exhausted their regular benefits program. In September, Congress passed the Federal Supplemental Compensation Law (FSC) which provided additional payments to workers who had exhausted their rights to all other unemployment benefits. The FSC program provided \$33.8 million in benefits to more than 37,000 claimants from September through December.

Interstate and Combined Wage Claims

Claimants who move from one state to another are served by the Interstate and

Combined Wage units. During 1982, \$11,747,028 was paid by the Interstate Unit to 7,520 regular program claimants who filed claims in another state after working in Minnesota. In addition, Interstate claimants received \$2.5 million in benefits under the Extended Benefits and Federal Supplemental Compensation Programs.

Under the regular program, credits for claimants who worked in more than one state are combined to form their claim. Payments for this program totaled \$12,755,822 for 7,844 claimants. Another \$2.3 million in Extended Benefits and Federal Supplemental Benefits was paid to combined-wage claimants.

Special Federal Payments: Training Payments, WIN and TRA

The Unemployment Insurance division processed special federal payments for other Department of Economic Security programs.

The Training Payment unit processed allowances for 2,675 Comprehensive Employment and Training Act (CETA) enrollees in 1982, down from 2,825 in 1981. Payments totaled \$2,585,545, compared to \$4,415,364 the previous year. Transportation allowances were \$207,692. The reductions reflect the phase-out of the CETA program.

The reduction of federal funding for the Work Incentive Program (WIN) resulted in a drop in incentive and transportation allowances from \$909,484 in 1981 to \$38,172 in 1982.

Trade Readjustment Act (TRA) payments were made to 72 persons in 1982, reduced from 274 in 1981 because of congressional amendments to the Trade Act.

Benefit Eligibility

To be eligible for benefit payments in

1982, a worker must have worked at least 15 weeks for a minimum of \$50 per week in the 52 weeks immediately prior to the claim. In addition, the unemployment must not have resulted from any action that was the claimant's fault.

Eligibility Review Program (ERP)

The unemployment compensation program is designed to provide income which will enable a claimant to **search full-time for a new job**. The ERP helps focus a claimant's efforts on better ways to find suitable work and is one assurance that the purpose of unemployment payments is being met. Participation in this program is mandatory if persons selected for eligibility review are to continue receiving benefits. The program identifies claimants with certain employment characteristics. They are called in, and their efforts to seek work are reviewed. They are provided guidance and specific suggestions for finding employment. During 1982, the Area Office staff conducted 60,829 Eligibility Review program interviews. Data is not maintained on how many of the participants return to work.

Non-monetary Determinations

Local office claims adjudicators make the majority of non-monetary determinations affecting benefit eligibility. This critical area in the UI payment process requires a high degree of quality, accuracy and consistency. In 1982, the adjudicators made 165,928 non-monetary determinations and denied eligibility for 72,878 claims.

Employers and claimants are directly affected by the performance of the claims adjudicators. The non-monetary unit of the Central Office provided comprehensive evaluations of the local adjudicator's accuracy in making these critical decisions. This evaluation identified weaknesses in consistency and docu-

Unemployment Insurance

mentation. These identified deficiencies became focal points for additional employee training.

Tax Services

The number of Minnesota employers liable for UI payroll taxes increased by 332 in 1982 to 86,982. Of these, 83,990 paid unemployment insurance payroll taxes. An additional 2,992 employers made lump-sum payments to reimburse the fund for benefit payments made to former employees. Together, these employers paid \$234 million into the UI Trust Fund in 1982.

The tax rates and methods of determining liability were changed by the law in 1982. The resulting confusion among employers caused extra work for the tax accounting unit which made more than 10,000 adjustments because of retroactive rate and wage-base changes.

The Field Audit program had representatives in 19 cities to assist employers with UI tax issues. These auditors determined that employers were liable for UI taxes, audited employer records to verify tax reports, secured delinquent reports and collected delinquent taxes.

Field auditors collected \$991,000 for the UI fund through 4,096 audits in 1982. This amount is the result of several factors — new businesses being formed by people unaware of their UI tax obligation, unreported payroll taxes or misclassified employment, poor economic conditions, employer cash shortfalls and bankruptcy. The field auditors continue to inform employers of their tax obligations and to pursue cases of non-compliance.

They investigated 5,002 unemployment benefit claims seeking complete information from employers, checking on apparently inaccurate data on wages or misclassification of employment status by employers. The auditors



The job of the people in the Investigation Section of the Unemployment Insurance division is to detect fraud and other overpayments in unemployment benefits. Pictured is Jim Eichten, director of the section, reviewing some procedures with Mark Butala, section supervisor.

also conducted 10,508 employer liability investigations which resulted in an additional \$2,802,000 for the UI fund. Their work yielded 12,392 delinquent tax reports.

Computer-Assisted Audits

Audits were made of 55 large Minnesota employers with computer payroll records of 1982 wages totaling \$2 billion. The computer-assisted audit requires complex preparation, but the actual computer time needed to perform an audit is less than five minutes. The auditors verify accuracy and detect errors by checking printouts from employer computers.

An automated audit selection system was installed to evaluate data from completed audits to identify tax accounts with high probability of error.

These audits revealed errors in 20 percent of the cases selected and recovered an average of \$323 per adjusting audit.

Trust Fund

Because Minnesota experienced two recessions within a brief period of time, the unemployment fund had little opportunity to build reserves to pay benefits during the 1982 recession. Minnesota borrowed \$288 million from the Federal Trust Fund to pay benefits. This debt must be paid from future UI taxes on employers.

Tax Accounting Workload

Tax Accounting issued 23,000 tax liability determinations and sent 60,000 bills to employers. This was work added to 4,500 protests of tax liability and rate

decisions, 13,500 tax adjustments and routing/handling of 55,000 telephone calls and 250,000 items of correspondence.

Special Programs

Minnesota was selected to participate in the Federal Random Audit Program, a quality-control system based on statistical samples. Its goals are to determine the exact nature and probable cause of improper benefit payments and to determine the causes of and reliable estimates of rates of overpayment and underpayment errors. This information helps to evaluate the nationwide effectiveness of the UI system and its underlying principles. The evaluation should help improve program operations, re-

duce costs and build integrity in the benefit payment process.

Fraud Investigation

The UI staff worked to minimize errors in the payment process and to recover overpayments. Special units investigated fraud and instituted new programs to uncover fraud by employers. The law was changed to penalize any employer who conspires with employees to avoid tax liability or falsely claim benefits.

Overpayments to claimants of \$4.6 million were identified and \$3.2 million was returned to UI funds during 1982. Collection of the \$1.4 million difference is still being pursued. Fraud was estab-

lished in 2,024 of 17,798 instances of overpayment. Fifty-five cases of flagrant fraud were referred for prosecution.

The Internal Security program implemented new security procedures for the central and area offices to detect employee misconduct or failure to follow tax collection and benefit payment procedures. Department employees report cases of suspected wrongdoing to Internal Security for investigation. This reporting supplements the surprise audits of area offices and the periodic monitoring of selected UI tasks.

In 1982, the Internal Security unit discovered an embezzlement of \$36,000, a felony, and obtained the conviction of a former department employee.

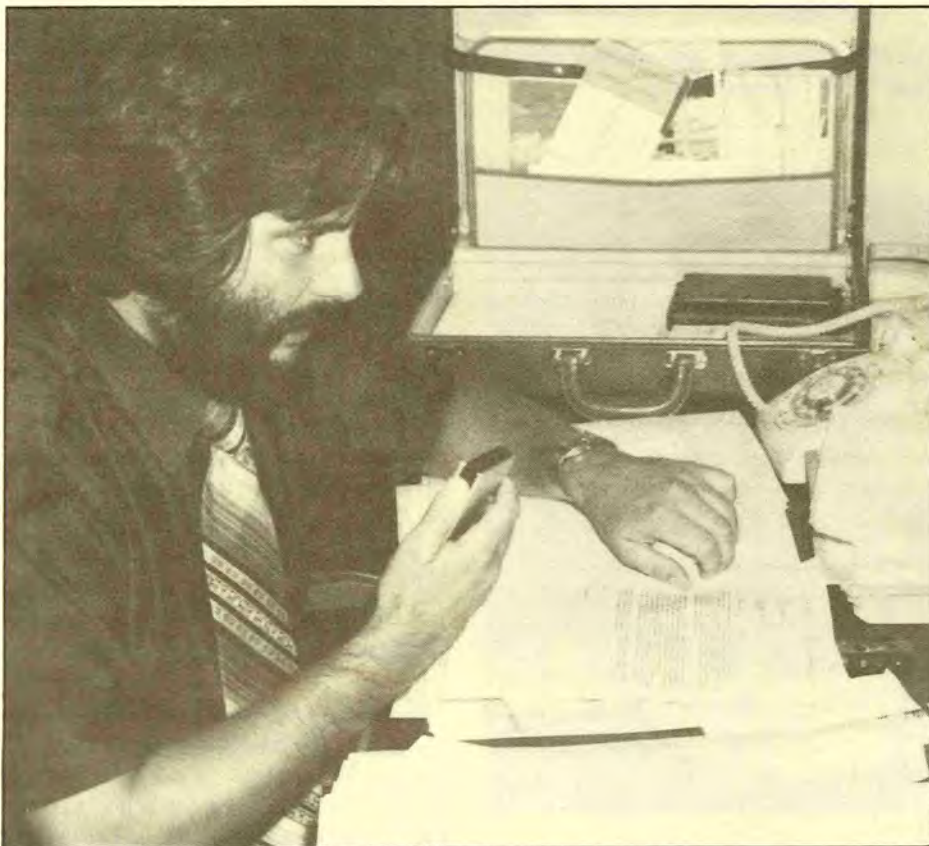
Appeals

Decisions in respect to either employer tax liability or claimant benefits can be appealed at two levels of authority within the Department of Economic Security and finally to the Minnesota Supreme Court.

The Appellate Unit, the first level authority, received 17,849 appeals in 1982 and issued decisions affecting 18,325 persons.

The Commissioner's Representatives, the higher level authority within the department, received 3,499 appeals and disposed of 3,365. This represented nearly a 25 percent increase in workload over 1981 when only 2,842 appeals were received and 2,859 decisions were issued.

The need for transcripts of testimony required the hiring of part-time word processor operators to work in the evenings and on weekends. An additional Commissioner's Representative was hired to hear appeals.



After gathering evidence, Field Investigator Ken Genz dictates a report in a possible fraud case.

Program and Management Support



Rudy Pinola, director of Research and Statistical Services, and staff member Cindy Curry prepare to distribute a published labor market study.

The Program and Management Support Division (PMS) is composed of eight offices organized to provide the support functions needed to operate the department's various programs. This support includes:

- Budgeting and payroll processing
- Invoice payments
- Auditing
- Personnel services
- Automated information processing
- Research and statistical services
- Procedures development and writing
- Legislative presentation coordination
- Space planning and maintenance
- Security
- Leasing
- Property inventory
- Mail and phone services
- Reproduction services
- Dissemination of information to the public



Ed Schulz, PMS Management Analysis, and Sandra Fletcher, Personnel Services, review department statistics prepared by PMS.

For the PMS Division, 1982 was a year of budget reductions and increased emphasis on financial control. PMS experienced staff cutbacks along with other divisions and supported the budget reduction efforts in the divisions through services provided by its offices. PMS emerged from 1982 a leaner but more efficient support division. By increasing the use of automated tools, improvements in productivity were achieved.

A look at each of the PMS offices follows.

Office of Financial Services

The Office of Financial Services is responsible for developing the financial portion of both the state and federal budgets for the department and for preparing the required state and federal financial reports. The office also oversees the Unemployment Insurance Trust Fund control accounts, makes



payments to clients and processes contracts, vendor invoices and the department's payroll.

During 1982, Financial Services was called upon to set up the payroll system and process the payments for the Work Relief Program on Minnesota's Iron Range which was funded by the Iron Range Resources and Rehabilitation Board. Starting in mid-July, this program had enrolled over 5,000 participants by the end of the year; the payroll amounted to nearly \$3 million. Also during 1982, Financial Services staff managed the department-wide implementation of a new method for employee time reporting as recommended by the state legislative auditor. This included developing new forms, training department staff and coordinating all procedures so there was no break in the payroll processing schedule at the time of the changeover.

1983 will be a very busy year for the Office of Financial Services due to the ending of the CETA program on September 30th and start-up responsibilities for the Job Training Partnership Act (JTPA) program which begins October 1st. A JTPA payment and reporting system which meets the needs of the various agencies involved must be developed before the program starts, and the final reports on CETA must be submitted by the end of the year. In addition, the responsibility for computer input of department payroll detail is being transferred from the Department of Finance to Financial Services. This will necessitate extensive staff training but the elimination of handling by another unit should minimize the chance for error and speed the process.

Office of Procedures Development

The Office of Procedures Development provides staff assistance to the assistant commissioner on a variety of activities

including preparation of fiscal notes, Legislative Advisory Commission requests and biennial budget presentations. The office also publishes two newsletters — one goes to managers and supervisors throughout the department; the other is for all employees of the Program and Management Support Division. The staff of the Procedures Development Office write agency-wide financial and administrative policy for publication in the department's Policy and Procedures Manual. They also develop and/or document the accompanying procedures. Editing services and special training are provided by the office upon request.

In 1982, the Office of Procedures Development published a comprehensive directory containing an overview of the services provided by each Program and Management Support office, as well as a list of contact names and phone numbers for use when those services are needed. The office also conducted training in the department's cost accounting system for field managers who were recently given responsibility for their own budgets.

Prospects for 1983 in Procedures Development include the acquisition of word-processing equipment which will enhance and speed up the publications process. A personnel policies manual, which has been a continuing project during the year, will be completed in 1983.

Research and Statistical Services Office

As the key producer of labor market information in the state, the Research and Statistical Services Office has responsibility for the following functions:

1. Administering statistical programs to produce current estimates of employment and unemployment for the state and sub-state areas,

and to monitor the activity of the Unemployment Insurance, Job Service and other programs administered by the Department of Economic Security.

2. Preparing forecasts and projections of economic activity, industry and occupational employment, targeted populations and cash flows of the Unemployment Insurance system.
3. Developing a variety of information on labor market and economic activity to meet the needs of manpower and training programs for planners and other user groups.

The Labor Market Information Network in Minnesota consists of four offices which provide public and private users with localized access to statewide and local data. The centers are located in St. Paul, St. Cloud, Duluth and New Ulm.

4. Conducting research on issues and problems faced by policy makers and administrators in formulating and evaluating manpower and income maintenance policies and programs.
5. Disseminating a variety of labor market information and the results of special studies using a combination of periodical and report systems.

In addition to the normal workload, the Research Office completed the following new projects in 1982 that had special significance:

1. Implemented the model to forecast nonagricultural wage and salary employment by major industry group for Minnesota and completed the design and testing of a model for forecasting cash

Program and Management Support

flows of the Unemployment Insurance system.

2. Developed comprehensive data and analysis on the special jobs program in Northeastern Minnesota that was jointly administered by the Department of Economic Security and the Iron Range Resources Rehabilitation Board. This analysis proved invaluable for evaluating the program and determining changes to make the program more effective.
3. Prepared data and analysis and developed recommendations on the delineation of Economic Development Regions and Service Delivery Areas for the state to meet requirements of the Job Training Partnership Act that Congress enacted in October 1982.
4. Made an assessment of the survival of new businesses in Minnesota from 1977 through 1980. The purpose of this project was to determine what proportion of new businesses, by type of industry and size of firm, that were established in 1977 survived each year and to examine their contribution to employment and payrolls over the study period.

New projects that the Research Office is undertaking in 1983 include: expanding the department's forecast capabilities, improving on the estimation of targeted populations, developing improved methodologies for estimating occupational supply and demand (including measures of shortages and surpluses), and conducting a major study on the changing structure of the Minnesota economy and how it has affected targeted groups and economic development policies and programs. As these studies are completed, the results will be made available in the form of reports and/or short monographs.

Office of Information Services

The Office of Information Services is charged with developing, maintaining and operating all computer systems operated by the department. In 1982, the emphasis was on continued service to the public through increased capability of the statewide On-Line Teleprocessing Network installed in 1981. During 1982, area offices had the capability of entering all Job Service Applicant and Job Order data through the network and all new information for Unemployment Insurance claims. A system to provide security for all Unemployment Insurance claims activity was put into place during the year. Changes to the operating systems were added during the year to provide better management reporting or to aid in advancing the in-

tegrity of the system through improved controls and audits.

Plans were announced to procure a larger computer for installation during 1983. This will give Information Services the capability to respond to the needs of all units in the department as they continue improving services to the public.

Office of Personnel Services

The Office of Personnel Services processes all the transactions necessary for the department's day-to-day personnel administration such as appointments, layoffs, leaves of absence, promotions, salary changes and transfers. It plays a major role in filling positions by assisting with development of job descrip-



The Office of Information Services operates the department's computer systems. Shown at one of the terminal stations is staff member Rhonda Johnson.

tions; announcing, conducting and scoring examinations; processing reclassification requests; preparing interview reports; and referring applicants. In addition, staff members interpret personnel policies and procedures for managers and supervisors and provide them with technical assistance.

Because of the department staff reductions in 1982, the Office of Personnel Services assumed an extremely heavy workload in determining options for and sending notices to employees facing layoff. It also provided advisory testing for other positions to employees in layoff status. In addition, the office expanded its services during 1982 to include attendance at managers' and supervisors' meetings as well as meetings with employees to explain the classification process and the technicalities of position descriptions. Staff members traveled throughout the state visiting field offices and attending local and district meetings to explain personnel policies and procedures and answer questions. The office increased its productivity in the face of staff reductions by adding automatic word processing capabilities.

A department-wide classification study which will result in equity among positions having similar responsibilities will be completed during 1983. The Office of Personnel Services is responsible for implementing the recommendations from that study. Another major project in 1983 will be to assess and plan for the staffing changes made necessary by recent legislation which ends the CETA program and creates the Job Training Partnership Act program.

Office of Audit Coordination

The Office of Audit Coordination is responsible for the development of responses to audit reports in which costs are questioned or disallowed or where administrative findings require divi-



Assistant Commissioner Mike Wold, Program and Management Support division, greeted members of his staff at a reception in honor of "PMS Staff Appreciation Day" held in July 1982. From left are: Joan Anderson and Bonnie Sawyer, Financial Services, and Anatalia Delao, Personnel Services.

sional response. It tracks responses to audits and audit appeals so that timeliness is ensured, and performs evaluations and operational audits requested by other units of the department. In addition, the office provides technical assistance to other divisions as requested to resolve costs questioned or disallowed in audit reports.

In 1982, the Office of Audit Coordination initiated an operational audit of the department's inventory controls and property management system. It also awarded the contract for a single audit of the department for federal Fiscal Years 1981 and 1982, to be completed in 1983, which will take the place of a series of individual program audits. This single audit will save the department substantial staff time and provide more meaningful results.

During 1983, Audit Coordination will advise the director of the department's Office of Management and Budget on audit issues and will assist in the devel-

opment of audit policy regarding the governor's responsibilities under the new Job Training Partnership Act. This latter project will include advice on desirable policies and on any procedures required for implementation.

Office of Management Analysis

The Office of Management Analysis develops and maintains the planning and budgeting activities of the Program and Management Support Division and conducts detailed management studies on many diverse activities as directed by the assistant commissioner. For the department, the Management Analysis staff coordinates both the development of the biennial budget and the preparation of the annual Program and Budget Plan, which is a major funding document for federally funded (Unemployment Insurance and Job Service) programs.

During 1982, Management Analysis assisted in the development of a long-

range computerization plan for the Office of Information Services and designed space plans and phone systems for many department offices in the buildings that comprise the Central Office. The staff also formulated budget reduction plans made necessary by cuts in both federal and state funding, and developed annual planning and budgeting systems for offices in the Program and Management Support Division.

Projects for 1983 include planning for a new division which will be responsible for the operation of all the department's field offices and for developing a common financial report for use by the management staff of all divisions.

Office of Administrative Services

In addition to having responsibility for the maintenance and operation of the headquarters building in St. Paul and the department's Minneapolis office, the Office of Administrative Services performs many functions vital to the operation of the department statewide. These include: security; space leasing; property inventory; central purchasing; word-processing equipment planning, installation and training; contract monitoring; remodeling; internal moving;

forms management and supply; mail services; duplicating; and travel coordination.

Despite a 20-percent reduction in staff due to budget cuts in 1982, Administrative Services managed a \$700,000 remodeling project at the Minneapolis office and coordinated numerous space moves. One of the largest involved bringing the St. Paul Job Service office into the headquarters building from rented quarters. This move will save the department \$85,000 annually.

Administrative Services is planning two large projects for 1983. One is the expansion of the Program and Management Support Division's word-processing capability into other divisions; this is expected to have a tremendous impact on productivity. The other project is the remodeling of a recently vacated area in the basement of the headquarters building to accommodate the mailroom and the duplicating unit. This move will allow updating of outmoded equipment and make additional office space available.

Public Information and Education

The Public Information and Education (PIE) section is responsible for the com-

munications needs of the department. In 1982, PIE developed and produced a variety of publications and training materials, handled department public relations and publicity and assisted the divisions of the department with specific communications projects.

Throughout the year, PIE published booklets, brochures, posters and other informative material on department programs. Staff members produced and distributed news releases about DES activities to all state media on a regular basis. Films on employment and training were made available for use throughout the state.

PIE introduced two new employee publications in 1982: *DESpatch*, a bi-weekly newsletter, and *Dimensions*, a monthly paper which provided extensive coverage of department happenings. In addition, the section published the *Balance Sheet*, a monthly newsletter for Balance of State CETA staff, Advisory Council members and county commissioners; *Job Training News*, a monthly newsletter to provide information on the programs of Prime Sponsors in Minnesota; and *The Bottom Line*, a business-oriented newsletter by the Greater Minnesota Private Industry Council.

The PIE staff produced the department's *Annual Report* to the Governor and also served as a central point for public inquiries about department programs and services.

During 1983, the PIE staff will devote much time to the Governor's Job Training Partnership Act (JTPA) and the Minnesota Emergency Employment Development Program (MEED). These new programs which the department will administer will result in thousands of new jobs for Minnesotans. PIE's role will be to develop informational material and to publicize these programs throughout the state.

Two new publications for Department of Economic Security employees were started in 1982.



Job Service



Job Service in Minnesota has been streamlining its placement activity. Despite a 15 percent reduction in staffing, and an economy that yielded a near-record low number of job openings, the agency reported filling 105,000 jobs, almost duplicating its previous year's performance of 110,400 placements. Job Service was able to do this because employees improved productivity and because the agency responded to newly identified needs in the employer community, which are explained in the sections which follow.



Most recently, Job Service's role has been simplified as Congress reassessed and restructured employment and training programs. Placement activity again has been emphasized and coordination with training programs has been clarified. At the same time, federal funding cutbacks have forced the reduction or elimination of activities which do not directly lead to placement of applicants in jobs.

The Job Service began as a "national labor exchange" during the Great Depression under the authority of the Wagner-Peyser Act of 1933. Initially, it operated a large-scale referral service for public works and work relief programs, but it also referred applicants to private sector jobs.

In the years since, Job Service was shaped by federal legislation which changed or added to its mission in response to current events. Accordingly, the "UI work test" was added by the Social Security Act of 1935; Job Service became the operating function of the War Manpower Commission in the 1940s; emphasis was placed on veterans' programs after the war and then on other categorical groups in the 1950s. The Manpower Training and Development Act of 1967 authorized a new training function for workers whose skills did not fit the expanding economy.

Better utilization of space was the result of remodeling of the Area Office in Duluth. Pictured in the refurbished quarters is Daniel Louhela, Job Service interviewer, and a 10-year veteran of state employment.

Summer Youth Program

Summer youth employment projects are an important function of Job Service. These include the Governor's Youth Program, Stay-in-School Project, Mini-offices and Job Squad and Youth Conservation Corps.

The Governor's Youth Program is a state-funded program which provides summer jobs. The employers are governmental units throughout the state and emphasis is placed on hiring disadvantaged youth. In part, the program is geared to youth who are at least 18 years old or high school graduates and enrolled in, or who plan to attend, a post-secondary school. In 1982, 4,451 youth earned a total of \$3,937,035 under this program.

Some of these youth are hired by Job Service to staff "Mini-offices" — employment offices which find part-time jobs for youth. Mini-offices are operated under the supervision of the Job Service staff. A variation of this theme is the Job Squad, which functions in a similar way but usually is located in the same town as its parent Job Service office. Together, these programs found 19,982 jobs for youth in 1982.

Among these specialty programs are the Youth Conservation Corps (YCC) and the federal Stay-in-School program. YCC is a summer jobs program for 140 youth who work for the Department of Natural Resources throughout the state. Approximately half of them live in residential camps and 20 of them who have hearing impairments are employed in a special facility at Tettegouche State Park.

The federal Stay-in-School program employed 60 youth in federal agencies during the summer. The youth earned money which enabled them to continue in school. In both these programs, referrals must come from the Job Service.

The IRRRB Emergency Works Program

The Iron Range Resources and Rehabilitation Board (IRRRB) employment program is an innovative, cooperative effort by the IRRRB and the Department of Economic Security to lessen the impact of mining and related industry closings in the taconite-bearing areas of the state and the resultant high unemployment.

Job Service

Beginning June 15, 1982, money from the Northeastern Minnesota Taconite Trust Fund was made available for an emergency jobs program. The program provided jobs for four weeks at \$3.50 an hour to persons who were unemployed as a result of iron mining industry closings and cutbacks. First priority for jobs was given to unemployed heads of households. The positions were public service jobs located in Northeastern Minnesota and were with political subdivisions such as cities, counties, school districts and state agencies. Job Service was responsible for developing openings and recruiting, certifying and referring persons to jobs.

In addition, the department prepared the payroll and issued checks to participants. The IRRRB maintained overall coordination of the program, reviewed proposed work projects and monitored program progress. During 1982, 6,958 individuals were employed in the emergency jobs program. They received a total of \$3,613,016 in wages.

Work Incentive (WIN)

In 1982, 4,363 persons from families receiving assistance under AFDC entered employment while participating in the Minnesota Work Incentive (WIN) program. An estimated \$17 million was

saved through the elimination or reduction of welfare grants to WIN participants who became employed and began to earn wages. Their participation in WIN also helped reduce costs for Medicare and Food Stamps. Income taxes paid by employed WIN participants boosted state and federal revenues.

An average wage of \$5.02 an hour was earned by WIN registrants entering employment. Of the registrants, 46 percent were male and 12 percent were from minority groups. When participating in training, registrants often received a combined expense and incen-



Following work experience gained from jobs located through the local Job Service office, Kathryn and Bill Bunger opened an auto repair business in Cambridge.

They have since used Job Service assistance in hiring workers.

tive allowance. Employers hiring WIN participants received financial incentives which included tax credits on wages paid and partial reimbursement for on-the-job training costs.

In 1982, the program budget was reduced 33 percent as a result of federal cuts. WIN operations continued in 26 counties that serve about 85 percent of the AFDC population. The program continues to be funded by federal (90 percent of total) and state (10 percent of total) funds.

WIN is operated jointly by Job Service and the Minnesota Department of Public Welfare (DPW). Counseling, referral to training and assistance in obtaining employment are provided by Job Service. Eligibility for the WIN program is determined by DPW, which also provides participants with support by defraying medical, child care and transportation expenses.

Employer Advisory Committees

Job Service Employer Committees in Minnesota are part of a national organization of employers who use the Job Service and are interested in its continued improvement. Minnesota had 10 local employer committees and a state-wide committee in 1982, involving more than 100 employers. Each committee is chaired by an employer who works closely with the local Job Service manager.

These committees examine Job Service operations and their effects on service to employers. They make suggestions for improvements and monitor implementation and results of those suggestions. They also sponsor public seminars and workshops on subjects such as unemployment insurance, workers' compensation, affirmative action, testing and effective interviewing.



Nancy Stoffel, acting manager of the Burnsville Job Service office, registers an applicant for Christmas employment at the Burnsville Shopping Center. The Job Service office provided this assistance at the center for several days prior to the start of the holiday shopping season.



Interviewers from the St. Paul Job Service office and others involved in hiring personnel for the newly reopened Hotel St. Paul go over a questionnaire developed by hotel management for screening applicants. A total of 2,215 persons applied for the 170 job openings.

Job Service



High school student Art Vesel works part-time for a florist. His job brings him experience, school credit and a wage.

By involving the employer community, Job Service is able to serve employers better and thus encourage them to place more job orders with the department. Ultimately, this results in more job opportunities for job applicants.

Targeted Jobs Tax Credit (TJTC) Program

The Targeted Jobs Tax Credit (TJTC) Program offers tax paying businesses incentives to make more and better jobs available to the disadvantaged and encourages retention of such workers for the first two years of their employment. It also provides a separate tax incentive for the employment of disadvantaged youth.

Job Service determines whether or not applicants are eligible for this program. In 1982, it issued determinations for 12,387 people in Minnesota. Tax credits were authorized on behalf of 5,607 people with a total federal tax savings potential to employers of \$248 million.

Originally established in 1978 to encourage employment of the chronically unemployed, TJTC was extensively revised in 1982 to focus on helping the hard-core disadvantaged and establish a "partnership" between Job Service and the private sector.

Veterans

Job Service placed 6,728 veterans in employment in 1982 and 304 of them were disabled. This is similar to the 1981 performance and reflects the agency's continued emphasis on service to veterans.

The federal Disabled Veterans Outreach Program funds 42 Job Service staff members who seek out disabled veterans so that they might receive special placement and employment-related services.

Veterans receive other special benefits: each area office has a staff person designated as a Veterans' Employment Representative who is responsible for giving applicants who are veterans first consideration for referral to new jobs listed with Job Service.

Testing

Job Service operates an extensive vocational testing service for applicants, employers and institutions. This service includes aptitude and proficiency tests and interest inventories.

In the course of vocational counseling and placement, in-house testing was given to 11,392 applicants during 1982. A new test — the United States Employment Service Interest Inventory — was

instituted in 1982 and guidelines were revised for the testing of handicapped applicants.

The Financial Release Agreement Program, under which the General Aptitude Test Battery (GATB) is provided to qualifying organizations, was expanded to 39 such groups. Agreements have been negotiated with rehabilitation and correctional institutions, secondary and vocational schools and other training and research organizations. Under this program, Job Service operates an on-going training and updating service so that GATB users may make best use of this valuable assessment tool.

Migrant Farm Workers

Job Service operates a special outreach program to serve the estimated 8,500 migrant farm workers who come to Minnesota each year. Bilingual counselors contact the farm workers at their place of residence or employment to offer the full range of Job Service assist-

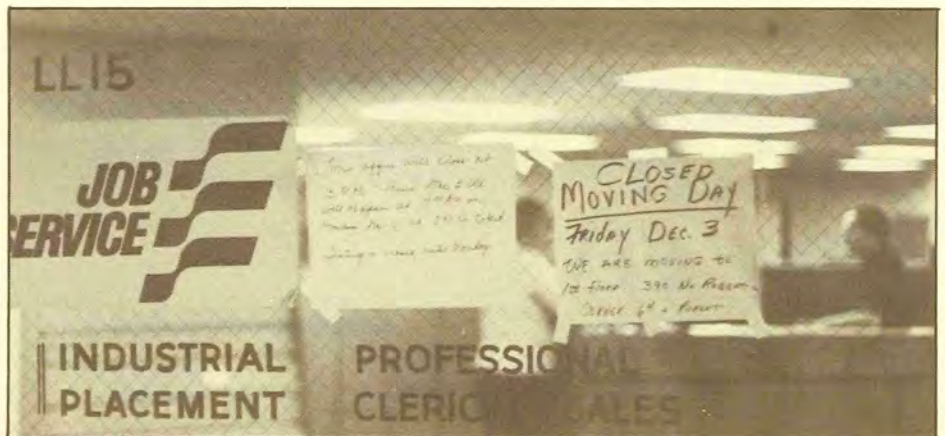
ance and to mediate problems between workers and employers. This includes providing translation services and locating subsequent employment for workers moving-on to other states.

In 1982, 2,277 migrants applied for services from Job Service. A total of 2,954 migrant job placements were made.

Alien Labor Certification

An employer may recruit, import and hire an alien only if no domestic worker is available for the job, and the wages, hours and working conditions of similarly employed domestic workers are not adversely affected.

In Minnesota these applications for labor certification are accepted by the Job Service, in compliance with federal regulations. Area offices received more than 300 requests in 1982, 200 of which were referred to the regional office of the U.S. Department of Labor in Chicago for final approval.



The St. Paul Job Service closed for a day on December 3, 1982, to move the two blocks from Metro Square to the first floor of 390 No. Robert. Dorothy Heinlen of the St. Paul Job Service carried two important items to the new quarters.

Addenda



1982 State Advisory Council

Charles E. Brown Honeywell, Inc. Minneapolis	Herb Larsen United Steelworkers Hibbing
Lawrence Binger Regional Management Corp. Bloomington	David Roe Minnesota AFL-CIO St. Paul
Winston Borden Minnesota Association of Commerce and Industry St. Paul	John R. Cullinan Minnesota DRIVE Minneapolis
Donald M. Friberg General Mills, Inc. Minneapolis	Nellie Stone Johnson General Public Minneapolis
Leonard Bienias Minneapolis Central Labor Union Minneapolis	Sue Rockne General Public Zumbrota
Dan Gustafson Minnesota AFL-CIO St. Paul	Dr. George Seltzer General Public Minneapolis
	Frank Jungas Cottonwood County Board of Commissioners Mountain Lake

1982 Vocational Rehabilitation Consumer Advisory Council

Gregg W. Asher Mankato	Alden Lind Duluth
John J. Barrett Executive Director, RISE, Inc. Spring Lake Park	Dr. Ann Schutt Mayo Clinic Rochester
Jerome H. Froehlig Minneapolis	J.R. Sudduth Minneapolis
John K. Kjellander Bloomington	Percy F. Tornow, Chair Superintendent of Schools Harmony

1982 Balance of State CETA Advisory Council

Members representing the public

Juan Moreno Crookston	Dave Freiborg Tyler
John Yates Crookston	John Flanigan Magnolia
Bennie J. Johnson Montevideo	Steve Perkins Pipestone
Thomas Johnson Milan	Calvin Schrupp Gaylord
Lillian Smith Granite Falls	Debbie Klossner New Ulm
Linda Schleif Bethel	Emery (Buck) Jackson Rochester
Roger Corbin Mora	

Members representing Regional Employment and Training Advisory Committees (each person listed is a chairperson of a RETAC)

Don Cavalier Crookston	Larry P. Johnson Foley
Pat Bonniwell Dassel	Ruth Ann Wefald Marshall
Morris Benson Dawson	Sylvester Priem Janesville
Andy Holzemer Onamia	Pete Connor Owatonna

Members representing state agencies

Don Allert Rochester	Burton Nypen Ortonville
Merle Kinvig St. Paul	Mike Mulrooney St. Paul
Jane Saunders Owatonna	Donald Gralnek St. Paul
Warren Macemon Hutchinson	

Department of Economic Security 1982 Expenditures

Job Service		
Personal Services	\$ 13,408,700.00	
Non-Personal Services	2,145,200.00	
Subgrant & Client Payments	717,600.00	
Total		\$ 16,271,500.00
Unemployment Insurance		
Personal Services	\$ 17,983,500.00	
Non-Personal Services	2,871,900.00	
Subgrant & Client Payments	426,539,100.00	
Total		\$447,394,500.00
Vocational Rehabilitation		
Personal Services	\$ 11,828,700.00	
Non-Personal Services	4,482,850.00	
Subgrant & Client Payments	15,473,100.00	
Total		\$ 31,784,650.00
Training & Community Services		
Personal Services	\$ 5,099,100.00	
Non-Personal Services	1,925,400.00	
Subgrant & Client Payments	83,681,600.00	
Total		\$ 90,706,100.00
Program & Management Support		
Personal Services	\$ 869,900.00	
Non-Personal Services	312,500.00	
Subgrant & Client Payments	2,875,000.00	
Total		\$ 4,057,400.00
Total Department		\$590,214,150.00

Minnesota Department
of Economic Security
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