REVISOR

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# State of Minnesota

# HOUSE OF REPRESENTATIVES

NINETY-THIRD SESSION

H. F. No. 908

01/26/2023 Authored by Agbaje, Greenman, Berg, Frazier, Noor and others
The bill was read for the first time and referred to the Committee on Labor and Industry Finance and Policy
02/27/2023 Adoption of Report: Amended and re-referred to the Committee on Human Services Finance

1.1 A bill for an act

relating to nursing homes; establishing the Nursing Home Workforce Standards
Board; establishing duties for the board; requiring training for nursing home
workers; prohibiting retaliation against nursing home workers; providing for
enforcement; authorizing rulemaking; authorizing civil actions by nursing home
workers; amending Minnesota Statutes 2022, section 177.27, subdivisions 4, 7;
proposing coding for new law in Minnesota Statutes, chapter 181.

- BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:
- 1.9 Section 1. TITLE.

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- 1.10 Sections 181.211 to 181.217 shall be known as the "Minnesota Nursing Home Workforce
   1.11 Standards Board Act."
- Sec. 2. Minnesota Statutes 2022, section 177.27, subdivision 4, is amended to read:
  - Subd. 4. **Compliance orders.** The commissioner may issue an order requiring an employer to comply with sections 177.21 to 177.435, 181.02, 181.03, 181.031, 181.032, 181.101, 181.11, 181.13, 181.14, 181.145, 181.15, 181.172, paragraph (a) or (d), 181.214 to 181.217, 181.275, subdivision 2a, 181.722, 181.79, and 181.939 to 181.943, or with any rule promulgated under section 177.28, 181.213, or 181.215. The commissioner shall issue an order requiring an employer to comply with sections 177.41 to 177.435 if the violation is repeated. For purposes of this subdivision only, a violation is repeated if at any time during the two years that preceded the date of violation, the commissioner issued an order to the employer for violation of sections 177.41 to 177.435 and the order is final or the commissioner and the employer have entered into a settlement agreement that required the employer to pay back wages that were required by sections 177.41 to 177.435. The

department shall serve the order upon the employer or the employer's authorized

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representative in person or by certified mail at the employer's place of business. An employer who wishes to contest the order must file written notice of objection to the order with the commissioner within 15 calendar days after being served with the order. A contested case proceeding must then be held in accordance with sections 14.57 to 14.69. If, within 15 calendar days after being served with the order, the employer fails to file a written notice of objection with the commissioner, the order becomes a final order of the commissioner.

Sec. 3. Minnesota Statutes 2022, section 177.27, subdivision 7, is amended to read:

Subd. 7. Employer liability. If an employer is found by the commissioner to have violated a section identified in subdivision 4, or any rule adopted under section 177.28, 181.213, or 181.215, and the commissioner issues an order to comply, the commissioner shall order the employer to cease and desist from engaging in the violative practice and to take such affirmative steps that in the judgment of the commissioner will effectuate the purposes of the section or rule violated. The commissioner shall order the employer to pay to the aggrieved parties back pay, gratuities, and compensatory damages, less any amount actually paid to the employee by the employer, and for an additional equal amount as liquidated damages. Any employer who is found by the commissioner to have repeatedly or willfully violated a section or sections identified in subdivision 4 shall be subject to a civil penalty of up to \$1,000 for each violation for each employee. In determining the amount of a civil penalty under this subdivision, the appropriateness of such penalty to the size of the employer's business and the gravity of the violation shall be considered. In addition, the commissioner may order the employer to reimburse the department and the attorney general for all appropriate litigation and hearing costs expended in preparation for and in conducting the contested case proceeding, unless payment of costs would impose extreme financial hardship on the employer. If the employer is able to establish extreme financial hardship, then the commissioner may order the employer to pay a percentage of the total costs that will not cause extreme financial hardship. Costs include but are not limited to the costs of services rendered by the attorney general, private attorneys if engaged by the department, administrative law judges, court reporters, and expert witnesses as well as the cost of transcripts. Interest shall accrue on, and be added to, the unpaid balance of a commissioner's order from the date the order is signed by the commissioner until it is paid, at an annual rate provided in section 549.09, subdivision 1, paragraph (c). The commissioner may establish escrow accounts for purposes of distributing damages.

Sec. 3. 2

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3.1	Sec. 4. [181.211] DEFINITIONS.
3.2	Subdivision 1. Application. The terms defined in this section apply to sections 181.211
3.3	<u>to 181.217.</u>
3.4	Subd. 2. <b>Board.</b> "Board" means the Minnesota Nursing Home Workforce Standards
3.5	Board established under section 181.212.
3.6	Subd. 3. Certified worker organization. "Certified worker organization" means a
3.7	worker organization that is certified by the board to conduct nursing home worker trainings
3.8	under section 181.214.
3.9	Subd. 4. Commissioner. "Commissioner" means the commissioner of labor and industry.
3.10	Subd. 5. Employer organization. "Employer organization" means:
3.11	(1) an organization that is exempt from federal income taxation under section 501(c)(6)
3.12	of the Internal Revenue Code and that represents nursing home employers; or
3.13	(2) an entity that employers, who together employ a majority of nursing home workers
3.14	in Minnesota, have selected as a representative.
3.15	Subd. 6. Nursing home. "Nursing home" means a nursing home licensed under chapter
3.16	144A, or a boarding care home licensed under sections 144.50 to 144.56.
3.17	Subd. 7. Nursing home employer. "Nursing home employer" means an employer of
3.18	nursing home workers.
3.19	Subd. 8. Nursing home worker. "Nursing home worker" means any worker who provides
3.20	services in a nursing home in Minnesota, including direct care staff, administrative staff,
3.21	and contractors.
3.22	Subd. 9. Worker organization. "Worker organization" means an organization that is
3.23	exempt from federal income taxation under section 501(c)(3), 501(c)(4), or 501(c)(5) of
3.24	the Internal Revenue Code, that is not interfered with or dominated by any nursing home
3.25	employer within the meaning of United States Code, title 29, section 158a(2), and that has
3.26	at least five years of demonstrated experience engaging with and advocating for nursing
3.27	home workers.

Sec. 4. 3

4.1	Sec. 5. [181.212] MINNESOTA NURSING HOME WORKFORCE STANDARDS
4.2	BOARD; ESTABLISHMENT.
4.3	Subdivision 1. Board established; membership. The Minnesota Nursing Home
4.4	Workforce Standards Board is created with the powers and duties established by law. The
4.5	board is composed of the following voting members:
4.6	(1) the commissioner of human services or a designee;
4.7	(2) the commissioner of health or a designee;
4.8	(3) the commissioner of labor and industry or a designee;
4.9	(4) three members who represent nursing home employers or employer organizations,
4.10	appointed by the governor in accordance with section 15.066; and
4.11	(5) three members who represent nursing home workers or worker organizations,
4.12	appointed by the governor in accordance with section 15.066.
4.13	Subd. 2. Terms; vacancies. (a) Board members appointed under subdivision 1, clause
4.14	(4) or (5), shall serve four-year terms following the initial staggered-lot determination. The
4.15	initial terms of members appointed under subdivision 1, clauses (4) and (5), shall be
4.16	determined by lot by the secretary of state and shall be as follows:
4.17	(1) one member appointed under each of subdivision 1, clauses (4) and (5), shall serve
4.18	a two-year term;
4.19	(2) one member appointed under each of subdivision 1, clauses (4) and (5), shall serve
4.20	a three-year term; and
4.21	(3) one member appointed under each of subdivision 1, clauses (4) and (5), shall serve
4.22	a four-year term.
4.23	(b) For members appointed under subdivision 1, clause (4) or (5), the governor shall fil
4.24	vacancies occurring prior to the expiration of a member's term by appointment for the
4.25	unexpired term. A member appointed under subdivision 1, clause (4) or (5), must not be
4.26	appointed to more than two consecutive terms.
4.27	Subd. 3. Chairperson. The board shall elect a member by majority vote to serve as its
4.28	chairperson and shall determine the term to be served by the chairperson.
4.29	Subd. 4. Staffing. The commissioner may employ an executive director for the board
4.30	and other personnel to carry out duties of the board under sections 181.211 to 181.217.

Sec. 5. 4

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Subd. 5. Compensation. Compe	ensation of board mer	nbers is governed b	by section
<u>15.0575.</u>			
Subd. 6. Application of other la	Meetings of the	board are subject to	o chapter 13D.
The board is subject to chapter 13.	The board shall comp	ly with section 15.0	0597.
Subd. 7. <b>Voting.</b> The affirmative	e vote of five board m	nembers is required	for the board
o take any action, including actions	s necessary to establis	sh minimum nursin	g home
employment standards under section	n 181.213.		
Subd. 8. Hearings and investiga	tions. To carry out its	duties, the board sh	nall hold public
nearings on, and conduct investigation	ns into, working cond	itions in the nursing	home industry
in accordance with section 181.213.	<u>.</u>		
Subd. 9. Department support.	The commissioner sh	all provide staff su	pport to the
poard. The support includes profess	ional, legal, technical	, and clerical staff	necessary to
perform rulemaking and other duties	s assigned to the boar	d. The commission	er shall supply
necessary office space and supplies	to assist the board in	its duties.	
Sec. 6. [181.213] DUTIES OF T	HE ROARD: MININ	MIIM NIIDSING	номе
EMPLOYMENT STANDARDS.	III DOMO, MIMI	YOU NORSING	HOME
Subdivision 1. Authority to est	ablish minimum nuı	rsing home emplor	vment
standards. (a) The board must adopt			
standards that are reasonably necess			
of nursing home workers, to ensure			
and fully informed of their rights und			
the purposes of sections 181.211 to			
include, as appropriate, standards or	n compensation, work	cing hours, and oth	er working
conditions for nursing home worker	rs. Any standards esta	ablished by the boar	rd under this
section must be at least as protective	e of or beneficial to m	ursing home worke	rs as any other
applicable statute or rule or any stand	dard previously establ	ished by the board.	In establishing
standards under this section, the boa	ard may establish stat	ewide standards, st	andards that
apply to specific nursing home occu	pations, standards th	at apply to specific	geographic
areas within the state, or any combi	nation thereof.		

(b) The board must adopt rules establishing initial standards for wages and working hours for nursing home workers no later than August 1, 2024. The board may use the authority in section 14.389 to adopt rules under this paragraph. The board shall consult with

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- (c) To the extent that any minimum standards that the board finds are reasonably necessary and appropriate to protect the health and welfare of nursing home workers fall within the jurisdiction of chapter 182, the board shall not adopt rules establishing the standards but shall instead recommend the occupational health and safety standards to the commissioner. The commissioner shall adopt nursing home health and safety standards under section 182.655 as recommended by the board, unless the commissioner determines that the recommended standard is outside the statutory authority of the commissioner, presents enforceability challenges, is infeasible to implement, or is otherwise unlawful and issues a written explanation of this determination.
- Subd. 2. Investigation of market conditions. The board must investigate market conditions and the existing wages, benefits, and working conditions of nursing home workers for specific geographic areas of the state and specific nursing home occupations. Based on this information, the board must seek to adopt minimum nursing home employment standards that meet or exceed existing industry conditions for a majority of nursing home workers in the relevant geographic area and nursing home occupation. The board must consider the following types of information in making determinations that employment standards are reasonably necessary to protect the health and welfare of nursing home workers:
- (1) wage rate and benefit data collected by or submitted to the board for nursing home workers in the relevant geographic area and nursing home occupations;
- (2) statements showing wage rates and benefits paid to nursing home workers in the relevant geographic area and nursing home occupations;
  - (3) signed collective bargaining agreements applicable to nursing home workers in the relevant geographic area and nursing home occupations;
- (4) testimony and information from current and former nursing home workers, worker organizations, nursing home employers, and employer organizations;
  - (5) local minimum nursing home employment standards;
- 6.29 (6) information submitted by or obtained from state and local government entities; and
- 6.30 (7) any other information pertinent to establishing minimum nursing home employment standards.
- 6.32 Subd. 3. **Review of standards.** At least once every two years, the board shall:

Sec. 6. 6

	(1) conduct a full review of the adequacy of the minimum nursing home employment
st	andards previously established by the board; and
	(2) following that review, adopt new rules, amend or repeal existing rules, or make
re	commendations to adopt new rules or amend or repeal existing rules for minimum nursing
10	ome employment standards using the expedited rulemaking process in section 14.389, as
ľ	propriate to meet the purposes of sections 181.211 to 181.217.
	Subd. 4. Conflict. (a) In the event of a conflict between a standard established by the
bo	pard in rule and a rule adopted by another state agency, the rule adopted by the board shall
ŗ	oply to nursing home workers and nursing home employers.
	(b) Notwithstanding paragraph (a), in the event of a conflict between a standard
es	tablished by the board in rule and a rule adopted by another state agency, the rule adopted
by	the other state agency shall apply to nursing home workers and nursing home employers
if	the rule adopted by the other state agency is adopted after the board's standard and the
u	le adopted by the other state agency is more protective or beneficial than the board's
st	andard.
	(c) Notwithstanding paragraph (a), if the commissioner of health determines that a
st	andard established by the board in rule or recommended by the board conflicts with
·e	quirements in federal regulations for nursing home certification or with state statutes or
u	les governing licensure of nursing homes, the federal regulations or state nursing home
i	censure statutes or rules shall take precedence, and the conflicting board standard or rule
sh	all not apply to nursing home workers or nursing home employers.
	Subd. 5. Effect on other agreements. Nothing in sections 181.211 to 181.217 shall be
cc	onstrued to:
	(1) limit the rights of parties to a collective bargaining agreement to bargain and agree
W	ith respect to nursing home employment standards; or
	(2) diminish the obligation of a nursing home employer to comply with any contract,
cc	ollective bargaining agreement, or employment benefit program or plan that meets or
	ceeds, and does not conflict with, the minimum standards and requirements in sections
ex	deceds, and does not commet with, the minimum standards and requirements in sections

organizations that it finds are qualified to provide training to nursing home workers according

Sec. 7. 7

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and safety.

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to this section. The board shall by r	ule establish certificat	tion criteria that a we	orker_
organization must meet in order to l	be certified and provi	de a process for rene	ewal of
certification upon the board's review	w of the worker organ	ization's compliance	with this
section. In adopting rules to establis	h certification criteria	under this subdivisi	on, the board
may use the authority in section 14.3	889. The criteria must	ensure that a worker	organization,
if certified, is able to provide:			
(1) effective, interactive training	g on the information re	equired by this section	on; and
(2) follow-up written materials a	and responses to inqu	iries from nursing ho	ome workers
in the languages in which nursing h	ome workers are prof	icient.	
Subd. 2. Curriculum. (a) The b	oard shall establish re	quirements for the c	urriculum for
the nursing home worker training rec	quired by this section.	A curriculum must at	least provide
the following information to nursing	g home workers:		
(1) the applicable compensation,	working hours, and w	orking conditions in	the minimum
standards or local minimum standar	rds established by the	board;	
(2) the antiretaliation protection	s established in section	n 181.216;	
(3) information on how to enfor	ce sections 181.211 to	o 181.217 and on ho	w to report
violations of sections 181.211 to 181	1.217 or of standards e	stablished by the boa	ard, including
contact information for the Departn	nent of Labor and Ind	ustry, the board, and	any local
enforcement agencies, and information	tion on the remedies a	vailable for violatio	ns;
(4) the purposes and functions o	f the board and inform	nation on upcoming	hearings,
investigations, or other opportunities	s for nursing home wo	rkers to become invo	olved in board
proceedings;			
(5) other rights, duties, and oblig	gations under sections	s 181.211 to 181.217	<u>':</u>
(6) any updates or changes to th	e information provide	ed according to claus	ses (1) to (5)
since the most recent training session	on;		
(7) any other information the bo	ard deems appropriat	e to facilitate compli	iance with
sections 181.211 to 181.217; and			
(8) information on labor standard	ls in other applicable l	ocal, state, and feder	al laws, rules,

public hearing to solicit input on the requirements. 8.32

and ordinances regarding nursing home working conditions or nursing home worker health

(b) Before establishing initial curriculum requirements, the board must hold at least one

8 Sec. 7.

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Subd. 3. Topics covered in train	ning session. A certi	fied worker organiz	ration is not
required to cover all of the topics lis	ted in subdivision 2	in a single training	session. A
curriculum used by a certified worke	er organization may	provide instruction	on each topic
listed in subdivision 2 over the cours	se of up to three train	ning sessions.	
Subd. 4. <b>Annual review of curr</b>	iculum requiremen	<b>ts</b> . The board must	review the
adequacy of its curriculum requirem			
as appropriate to meet the purposes of	-		
review of the curriculum requiremen			
solicit input on the requirements.	,	•	
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Subd. 5. <b>Duties of certified wor</b>	ker organizations.	A certified worker of	organization:
(1) must use a curriculum for its	training sessions tha	t meets requiremen	ts established
by the board;			
(2) must provide trainings that ar	re interactive and con	nducted in the langu	uages in which
the attending nursing home workers	are proficient;		
(3) must, at the end of each train:	ing session, provide	attending nursing h	ome workers
with follow-up written or electronic			
in order to fully inform nursing home	•		
181.211 to 181.217;			
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(4) must make itself reasonably a	-	to inquiries from nu	arsing home
workers during and after training ses	ssions; and		
(5) may conduct surveys of nursing	ng home workers who	o attend a training se	ession to assess
the effectiveness of the training sess	ion and industry con	npliance with section	ons 181.211 to
181.217 and other applicable laws, r	ules, and ordinances	governing nursing	home working
conditions or worker health and safe	ety.		
Subd. 6. Nursing home employe	er duties regarding	training. (a) A nur	rsing home
employer must ensure that every six	months each of its r	nursing home worke	ers completes
one hour of training that meets the re-	quirements of this se	ction and is provide	d by a certified
worker organization. The nursing ho	ome employer must o	certify its compliand	ce with this
subdivision to the board. A nursing h	ome employer may,	but is not required to	o, host training
sessions on the premises of the nursi	ing home.		

(b) If requested by a certified worker organization, a nursing home employer must, after

a training session provided by the certified worker organization, provide the certified worker

organization with the names and contact information of the nursing home workers who

Sec. 7. 9

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attended the training session, unless a nursing home worker opts out according to paragraph (c).

(c) A nursing home worker may opt out of having the worker's nursing home employer provide the worker's name and contact information to a certified worker organization that provided a training session attended by the worker by submitting a written statement to that effect to the nursing home employer.

Subd. 7. Compensation. A nursing home employer must compensate its nursing home workers at their regular hourly rate of wages and benefits for each hour of training completed as required by this section and reimburse any travel expenses if the training sessions are not held on the premises of the nursing home.

### Sec. 8. [181.215] REQUIRED NOTICES.

- Subdivision 1. **Provision of notice.** (a) Nursing home employers must provide notices informing nursing home workers of the rights and obligations provided under sections 181.211 to 181.217 of applicable minimum nursing home employment standards and local minimum standards and that for assistance and information, nursing home workers should contact the Department of Labor and Industry. A nursing home employer must provide notice using the same means that the nursing home employer uses to provide other work-related notices to nursing home workers. Provision of notice must be at least as conspicuous as:
- (1) posting a copy of the notice at each work site where nursing home workers work and where the notice may be readily seen and reviewed by all nursing home workers working at the site; or
- (2) providing a paper or electronic copy of the notice to all nursing home workers and applicants for employment as a nursing home worker.
- (b) The notice required by this subdivision must include text provided by the board that informs nursing home workers that they may request the notice to be provided in a particular language. The nursing home employer must provide the notice in the language requested by the nursing home worker. The board must assist nursing home employers in translating the notice in the languages requested by their nursing home workers.
- 10.30 Subd. 2. **Minimum content and posting requirements.** The board must adopt rules 10.31 under section 14.389 specifying the minimum content and posting requirements for the notices required in subdivision 1. The board must make available to nursing home employers 10.32

Sec. 8. 10

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11.1	a template or sample notice that satisfies the requirements of this section and rules adopted
11.2	under this section.

## Sec. 9. [181.216] RETALIATION PROHIBITED.

- (a) A nursing home employer shall not discharge, discipline, penalize, interfere with, threaten, restrain, coerce, or otherwise retaliate or discriminate against a nursing home worker because the person has exercised or attempted to exercise rights protected under this act, including but not limited to:
- (1) exercising any right afforded to the nursing home worker under sections 181.211 to 11.8 181.217; 11.9
- (2) participating in any process or proceeding under sections 181.211 to 181.217, 11.10 including but not limited to board hearings, board or department investigations, or other 11.11 related proceedings; 11.12
- (3) attending or participating in the training required by section 181.214; 11.13
- (4) informing another employer that a nursing home worker has engaged in activities 11.14 11.15 protected under sections 181.211 to 181.217; or
- (5) reporting or threatening to report the actual or suspected citizenship or immigration 11.16 status of a nursing home worker, former nursing home worker, or family member of a 11.17 nursing home worker to a federal, state, or local agency for exercising or attempting to 11.18 11.19 exercise any right protected under this act.
- 11.20 (b) A nursing home worker found to have experienced retaliation in violation of this section shall be entitled to reinstatement to the worker's previous position, wages, benefits, 11.21 11.22 hours, and other conditions of employment.

#### Sec. 10. [181.217] ENFORCEMENT.

Subdivision 1. Minimum nursing home employment standards. Except as provided in section 181.213, subdivision 4, paragraph (b) or (c), the minimum wages, maximum hours of work, and other working conditions established by the board in rule as minimum nursing home employment standards shall be the minimum wages, maximum hours of work, and standard conditions of labor for nursing home workers or a subgroup of nursing home workers as a matter of state law. Except as provided in section 181.213, subdivision 4, paragraph (b) or (c), it shall be unlawful for a nursing home employer to employ a nursing home worker for lower wages or for longer hours than those established as the minimum

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#### Sec. 11. INITIAL APPOINTMENTS.

The governor shall make initial appointments to the Minnesota Nursing Home Workforce 12.32 Standards Board under Minnesota Statutes, section 181.212, no later than August 1, 2023. 12.33

Sec. 11. 12

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13.1 **EFFECTIVE DATE.** This section is effective the day following final enactment.

Sec. 11. 13