

THE 2025 SUPPLY & DEMAND OF TEACHERS IN MINNESOTA

A Biennial Report



MINNESOTA

PROFESSIONAL EDUCATOR
LICENSING AND STANDARDS BOARD



For More Information

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Report Cost

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Definitions

Active license: When a teacher, who holds a Tier 3 or Tier 4 License, is currently filling an assignment. The following license types are not included in this definition: substitute, administrative, supervisor, or director. The following assignments are not included in this definition: non-instructional assignments, including administrative positions, coaches, or paraprofessionals.

American Indian Language, History, and Culture (AILHC) License: The AILHC license is unique from other teaching licenses administered by PELS. To receive an AILHC license, the educator must obtain a resolution or letter of support from a Tribal Nation. This license is issued as either a Tier 3 or Tier 4 license. The AILHC license has previously been referred to as the Eminence Credential.

Assignment: When an individual is employed by a Minnesota public school district or charter school and is working in an instructional position. The following assignments are not included or considered in this report: non-instructional positions, including administrative positions, coaches, or paraprofessionals.

Cross-Curricular Delivery Permission: A cross-curricular delivery permission (CCDP) allows a teacher, who holds a Tier 3 or Tier 4 license, to teach in multiple fields within an established innovative program¹.

Demand: For the purposes of this report, demand is defined as a teaching assignment unfilled or filled with a teacher holding a Tier 1 license, Tier 2 license, or out-of-field permission for the assignment.

District: For purposes of this report, the term district includes public school districts, charter schools, and other educational institutions that are required to fill open assignments with licensed teachers.

Economic Development Region (EDR): All counties in Minnesota have been assigned to one of 13 economic development regions. Constituent counties are geographically adjacent to one another. An EDR serves as a focus area for policy development.

Legacy License: A legacy license is a license that is no longer issued. For example, the state used to issue a license in History. Now, teachers are licensed in Social Studies. A teacher holding a legacy licensure field can still renew and use the license.

License: Authorization granted by PELS to teach in a public-school district or charter school. Only licenses that allow an individual to serve as a Teacher of Record as a classroom teacher, itinerant teacher, or related services school professional are included. The following license types are not included in this definition: substitute, administrative, supervisor, and director. All tiers are included.

Licensure Field: A licensure field, licensure area, or subject area means the content area in which the teacher is authorized and licensed to teach².

¹[Minn. R. 8710.0321](#). Note: Beginning in the 2023-24 school year, the Innovative Program Permission was replaced by the Cross-Curricular Delivery Permission, which authorizes a teacher who holds a Tier 3 or Tier 4 license, to teach multiple fields to a group of students.

² [Minn. Stat. 122A.06, subdivision 5](#).

Other Educational Institution: These include intermediate districts and schools, vocational cooperatives, special education cooperatives, state operated schools, regional service cooperatives, miscellaneous cooperatives, and education districts.

Out-of-Field Permission: An out-of-field permission (OFP) allows a teacher, who holds a Tier 2, Tier 3, or Tier 4 license, to teach in an assignment outside the scope or field of the license held.

Professional License: A license with unlimited renewals that is transferable to any school district, including a Tier 3 or Tier 4 license³.

Tier 1 License: A one-year license that requires the individual to hold a bachelor’s degree, or be eligible for the BA exemption, and the district to show that no acceptable teacher holding a Tier 2, Tier 3, or Tier 4 license applied for the position.⁴ The license is limited to the district verifying the need and has limited renewals.

Tier 2 License: A two-year license that requires the individual to have either a master’s degree in the content area, enrollment in teacher preparation, or two of five criteria aligned to the content and pedagogical knowledge and skills. The license requires a job offer from a Minnesota public school district, charter school, or other educational institution. The license is limited to the district offering the job and has limited renewals.

Unduplicated Headcount: The headcount of individuals within a category that are only counted once.

Acronyms

AILHC License: American Indian Language, History, and Culture License

CTE: Career and Technical Education

EDR: Economic Development Region

FTE: Full-Time Equivalency

IDEA: Individuals with Disabilities Education Act

MDE: Minnesota Department of Education

OHE: Minnesota Office of Higher Education

PELSB: Minnesota Professional Educator Licensing and Standards Board

SOCAS: Students of Color and American Indian Students

³ The term Professional License is defined in [Minnesota Rules 8705.0200, subpart 7c](#).

⁴ Individuals applying for a Career and Technical Education or Career Pathways license, visual or performing arts license, or a world language license are not required to hold a bachelor’s degree when they meet the bachelor exemption requirements.

STAR: Staff Automated Report

STARWES: Staff Automated Report Web Edit System

TOCAIT: Teachers of Color and American Indian Teachers

Executive Summary

Minnesota Statute 122A.091 requires the Professional Educator Licensing and Standards Board (PELSB) to provide information to the Minnesota Legislature about the supply and demand of licensed teachers in Minnesota public school districts and charter schools every two years.

The *2025 Teacher Supply and Demand Report* shows the ongoing trend of retention issues. Despite this, most teaching assignments in Minnesota's public schools and charter schools are filled by teachers who hold a Tier 3 or Tier 4 license.

Key Findings

- Candidates completing teacher preparation in Minnesota are more diverse than Minnesota's existing teacher workforce. Teacher candidates of color or American Indian candidates comprised 15.79% candidates who completed teacher preparation in Minnesota ([Table 23](#)).
- Despite increases in the number of Teachers of Color and American Indian Teachers, Minnesota's teacher workforce does not proportionally reflect the diversity of the student population ([Table 11](#)).
- Nearly a third of new teachers leave teaching within the first five years in the profession ([Table 42](#)).
- Charter schools are much more likely than public schools to fill a position with a teacher holding a Tier 1 or Tier 2 license than public school districts ([Table 28](#)).
- The demand for teachers is evenly distributed among economic development regions within the state ([Table 27](#)).
- Over 36% of Minnesota's teachers who hold a Tier 3 or Tier 4 License are currently not teaching in a public-school classroom or charter school classroom (comparing data from [Table 1](#) and [Table 4](#)).
- Districts' perception of the teacher shortage has not significantly changed since the *2023 Supply and Demand Report* ([District Survey, pages 43-51](#)).
- Just under 90% of all teaching assignments are filled by teachers who hold the appropriate full professional license for that assignment ([Table 5](#)).
- The licensure areas filled with the highest number of teachers or proportion of teachers holding a Tier 1 or Tier 2 license, or Out-of-Field Permission (OFP) for their assignment remain consistent - special education (SPED) fields, language licensure areas, and career and technical fields ([Table 25](#) and [Table 26](#)).

Introduction

In Minnesota, a teacher providing instruction in a public school or charter school must hold a license aligned to the field and grade levels taught. The Professional Educator Licensing and Standards Board (PELSB) is responsible for issuing licenses and for collecting and reporting data on the number of licensed teachers in Minnesota as well as their assignments.

Minnesota Statute 122A.091 requires that PELSB provide information to the Minnesota Legislature about the supply and demand of licensed teachers in Minnesota public school districts and charter schools every two years. Through licensure, assignment, and permissions data, as well as surveys of Minnesota districts, charter schools, and teacher preparation providers, PELSB sought to answer the following questions:

1. What is Minnesota's supply of licensed teachers?
2. What is Minnesota's demand of teachers?
3. Does the supply and demand differ by economic development region, licensure area, district type, or race/ ethnicity of teachers?

Data Sources, Methods, Limitations

The data in this report primarily reflects the landscape of supply and demand within the 2023-2024 and 2024-2025 school years. Data collected for this report came from multiple sources. Specific limitations of each data source are noted below.

Data Sources

The Staff Automated Reporting System (STAR)

The Staff Automated Report Web Edit System (STARWES) is the database used to collect staffing data from school districts across Minnesota. In alignment with PELSB's mission to ensure students are served by high-quality educators, the Board uses this report to determine whether students are being taught by educators holding the appropriate license for their teaching assignment. The annual reporting session opens October 1 and is completed by the end of November. The report includes the following data:

- **Employment:** Designated as the LA file in STARWES, each person required to hold a PELSB-issued license who was on that district's payroll anytime between October 1 of the previous year and October 1 of the reporting year will have a record in this file.
- **Assignment:** Designated as the LB file in STARWES, each person holding a PELSB-issued license and providing instruction, related service support, or who is a licensed administrator effective October 1 of the *reporting* year will have a record in this file. A person may have an assignment record even if they are not on the reporting district's payroll.
- **Non-Licensed:** Designated as the NA file in STARWES, each person on the reporting district's payroll effective October 1 of the reporting year and not required to hold a PELSB-issued license will have a record in this file.

STAR Limitations

Data Variability. STAR is an annual snapshot of educator assignments effective October 1 of the reporting year. Assignments beginning before or ending after October 1 are not included. STAR does not provide live data. Nor does it account for changes in hiring or teaching assignments for the spring term.

Some assignments are completed on an as needed basis. For instance, Early Childhood screening may not occur each week. The licensed screener may be contracted for just 30 hours annually. In these cases, districts are advised to calculate what the assignment would be each week if they had to work each week. This reporting practice allows state agencies to know the number of people providing such services. This only includes non-instructional assignments. Instructional assignments are only reported as they occur in October of the reporting year.

Another limitation is variability in reporting on non-licensed staff. Only non-licensed staff directly employed by the district are reported. Districts frequently contract with other entities for the services of Occupational Therapists and or Physical Therapists. Which means these individuals are less likely to be reported in STAR. Terminations are not reported for non-licensed staff, so if a paraprofessional leaves, they are not reported. Finally, non-licensed staff have a unique identifier that is determined by the district and does not stay with the staff each year or across districts. This makes tracking a unique individual non-licensed staff person difficult.

Changes to Licensure and Assignment. The interconnection between licensure areas and assignments is complicated by the fact that multiple licensure areas may be allowed to teach a single assignment. This makes it more difficult to pinpoint shortage areas in those licensure fields. Additionally, licensure areas have drastically changed over the past fifty years in Minnesota. This creates complexity in which licensure areas may align to assignments, thus adding to the difficulty of identifying shortage areas.

Reporting Issues. In 2023, the state's legislature passed a law requiring districts to report to PELSB data from the year prior to the reporting year on new hires, departures, and the cause for departures.⁵ This means that the 2023-2024 report includes data on all staff required to hold a PELSB-issued license employed in the reporting district from October 1, 2022, to October 1, 2023. Previously, districts only reported those who were either on the previous year's report and left, who were returning staff from the previous year, or who were new hires. It had not been possible for districts to report someone with both a new hired status and a termination status. While this new report allows us to know how many educators enter and leave each year, since employment is not attached to assignment, PELSB can only speculate as to the individual's role based on their license, instructional staff, non-instructional staff, administrative staff, or related service staff. Due to this limitation, employment and termination statuses will be the only staffing data that will include administrative positions.

In 2024-2025 there were five districts, two traditional public districts and three charter schools, that did not submit to STAR. Based on 2023-2024 reporting, PELSB estimates this resulted in an undercount of approximately 2,000 licensed staff. This undercount impacts all 2024-2025 assignment and working information.

⁵ Minnesota Statutes 122A.40, subdivision 3 and Minnesota Statutes 122A.41, subdivision 16.

Educators Online

Educators Online is the licensure system that stores data from individuals' licensure and renewal applications. Current data and legacy data are designed to synchronize so that data of all individuals licensed, and the data collected from their applications can be pulled from a single source. Limitations of this source include:

- Licensure data comes from an individual's application. Self-reported or undeclared demographic information may differ from that reported by the district through STAR.
- PELSB processes administrative licenses. The data for these licenses resides in the same data tables as teacher licenses. While utilizing precise definitions and filtering out for data analysis is possible, differences occur when an individual holds both an administrative and teaching license and an administrative assignment.
- Short-call substitute licenses are part of licensure data. Individuals who hold both a tiered license and a substitute license are filtered out of the substitute teacher data. This can provide some discrepancies in licensing and assignments when an individual holds a tiered license and a substitute license.

District Survey

The PELSB data team created the 2025 District Survey to not only provide information on the district's view of the supply and demand of teachers within their communities, but also to assist with determination on what data can be collected through the survey in the future. The survey contained the following sections:

- District Information – basic information about the person completing the report for communication purposes. Notably, the data team chose to remove questions for data already collected through STAR.
- Teacher Recruitment – this section examined internal and external recruitment practices of districts to help determine if there are recruitment practices that are ineffective based on geographical location, size of the district, district type, etc. For example, are there recruitment practices that work well with charter schools, but not with traditional districts? Are there internal recruitment practices that work well in smaller districts as compared to larger districts?
- Substitute Teachers – PELSB was interested in knowing what districts have done and has worked already. How do districts use substitute teachers? Are there certain areas where substitute teachers are difficult to fill due to a grade level or a content area?
- Hiring Practices – PELSB wanted to understand what steps districts have taken to fill shortage areas or to increase their Teachers of Color and American Indian Teachers (TOCAIT).
- Teacher Retention – PELSB was interested in learning what districts identify as their most successful retention practices. Along with that, PELSB wanted to know where districts have stumbled and grown in their practices.
- Teachers Outgoing – Why are teachers leaving districts? How often do districts have to fill positions, whether temporary due to a leave of absence or permanent due to a resignation?
- Looking Forward – Districts predicted anticipated changes for the next five years. Are districts expecting increases or decreases in student population?
- PELSB is Listening – Besides collecting district data on important topics, PELSB intends the District Survey to be a communication tool for districts. Throughout the next year the District Survey will be further revisions will build upon the changes already implemented in the 2025 District Survey, through PELSB partnering with districts to implement changes and practices to transform the survey into a platform for districts to make their voices heard. As the District Survey is revised over the next year, we ask that

districts keep in mind: what data is available for districts to share? Where is the District Survey causing unintended difficulties? What are questions that still need to be asked?

- Optional Section – This section had two purposes: to assist in determining where increased communication from PELSB is needed, and to determine districts knowledge of operational and policy level changes that have occurred over the last seven years.

Minnesota Report Card

The Minnesota Department of Education (MDE) maintains student data. Student data from the [Minnesota Report Card](#) is included in this report.

Teacher Preparation Summary Data

All Board-approved teacher preparation programs, or Units, are required to collect and submit data on teacher candidate demographics and performance outcomes. These annual submissions are compiled, analyzed, and published as the *Data Summary Report* (DSR). Data encompasses the various stages of the teacher preparation journey from enrollment to program completion. Units also provided data about their alumni who had been issued a license in Minnesota, and secured employment in Minnesota schools.

PELSB Data Dashboard

PELSB's [Minnesota Educator Workforce Dashboard](#) provides a wealth of data about educators: teachers, school counselors, school nurses, speech language pathologists, school social workers, and school psychologists. The dashboard has been organized into three main areas: Educator Preparation and Pathways, Tiered Licensure and Permissions, and Educator Workforce.

- **Educator Preparation and Pathways** provides data on the pathways to licensure and preparation programs.
- **Tiered Licensure and Permissions** provides data on who holds an active educator license in Minnesota, regardless of whether the educator is working.
- **Educator Workforce** provides data on educators who are working in MN public schools, as provided by the Staff Automated Report (STAR).

Data that is available in the PELSB Data Dashboard will be summarized and linked in this report. Data that is not readily available through the dashboard will be included in tables.

Supply and Demand Methods

Select tables in this report synthesize data from multiple sources. PELSB has used this approach to facilitate readers' interpretation and analysis. One example, Table 3 includes information from STAR, legacy licensure systems, and Educators Online. At times, certain data overrides other data sources. For instance, race and or ethnicity data from a license holder's application overrides that of race and or ethnicity reported by districts. Additionally, some data comes from the STAR snapshot in October of the reporting year, while other data comes from licensure data throughout the academic year.

PELSB ensures that standardized definitions are used in data collection and sorting. PELSB runs face validity and sampling checks for accuracy of data. However, with multiple data sources, multiple data collection tools and agencies, and the movement of this data over an academic year, the numbers remain extremely inconsistent both between reporting years when attempting to look at trends, and within a single reporting year.

PELSB continues to work with Minnesota IT Services (MNIT) to standardize data collection and reporting. Understanding the supply and demand of teachers is necessary to support policy decisions around workforce needs, development, and targeted strategies for growth, and accurate and meaningful data is integral to this analysis.



Minnesota Teacher Workforce Overview

This section offers a snapshot of the teacher workforce during the 2023-2024 school year. Data included in this section will include licensure and assignment data. The licensure data is disaggregated by licensure tier level and permission type. The assignment data is disaggregated by certification code of the assignment, identifying the compliance of the assignment and how that compliance was determined. Both licensure and assignment data will include demographic data such as age and race/ethnicity.

Additionally, this section analyzes data disaggregated by economic development region, including the percentage of Teachers of Color and American Indian Teachers (TOCAIT) in comparison to the percentage of Students of Color and American Indian Students (SOCAIS) in those regions.⁶

Finally, this data reflects the state's progress towards the legislatively named goal of increasing the percentage of TOCAIT in the state by 2% each year to have a teaching workforce that more closely reflects the state's increasingly diverse student population and to ensure all students have equitable access to effective and diverse teachers by 2040.⁷ This goal was set during the 2023 session to have an educator workforce that reflects the racial and ethnic diversity of Minnesota's students.

⁶ A map of Minnesota's economic development regions is available at <https://apps.deed.state.mn.us/assets/lmi/areamap/edr.shtml>.

⁷ Minnesota Statutes 120B.117, subdivision 2.

Tiered Licensure and Permissions

The “Tiered Licensure and Permissions” section of the [Minnesota Educator Workforce Dashboard](#) provides basic teacher and related services licensure information in two fashions: one is the “Current Teacher Licensure and Permissions Live Data” which provides daily updated information on non-expired licenses and permissions and the other is the “Licensure and Permissions Yearly Data” which provides a picture of what tiered licensure was on June 30 of the identified year.

The “Current Teacher Licensure and Permissions Live Data” is updated twice a day Monday through Friday and provides an overall view of teacher and related services licenses as well as licensure fields, permissions, and demographics of those teachers. Licenses not included in this data at this time are administrator licenses, life licenses, and substitute licenses.

The “Licensure and Permissions Yearly Data” is a summary of what licensure looked like each year. Any data for years prior to 2024 has been taken from previous reports. The data for 2024 included only teacher and related services and did not include administrator licenses, life licenses, or substitute licenses. In 2025 data substitute licenses were included. This data is updated each year and includes overall tiered licensure and permissions information, individual licensure and permissions field information, and educator demographics based on June 30 of the year listed.

BACKGROUND ON TIERED LICENSURE

Following extensive legislative changes in 2017, a new [Tiered Licensure System](#) went into effect on July 1, 2018. Four licensure tiers were created. Notably, a teacher must complete teacher preparation or the licensure via portfolio process to be eligible for a Tier 3 or Tier 4 License. To receive a Tier 1 or Tier 2 License, a person must have a job offer from a public school or charter school. Effectively, the license is tied to the requesting district for the specific assignment held by the teacher.

Table 1: Number of Non-Expired Licenses as of June 30, 2025

Licensure Level	Unduplicated Headcount of Teachers/Related Service Providers	Number of Licenses Held
Full, Professional: Tier 3 and Tier 4 Licenses	106,001	170,285
Tier 1 and Tier 2 Licenses	4,322	4,769
Total Licenses	110,254	175,054

Table 1 shows the number of teachers who held an unexpired tiered license, as well as the number of different licenses held during the 2024-2025 school year. While a teacher can hold more than one field-specific license at a time (for example, a Tier 4 license in health and a Tier 4 license physical education), a teacher cannot hold multiple licenses in different tiers.

According to the “Tiered Licensure and Permissions Yearly Data” found under the “Tiered Licensure and Permissions” on the [Minnesota Educator Workforce Dashboard](#) , on June 30, 2025, there were a total of 110,254 teachers and related service providers holding 174,054 field specific licenses. This represents an extremely

minimal increase from 2023-2024 of only four individuals (110,250) and a decrease of just over 4,000 individuals from 2022-2023 (114,312).

Notably, over 36% of individuals holding a Tier 3 or Tier 4 teacher or related services license were not active in a teacher or related service position in a Minnesota school district or charter school. Many of these individuals may continue to work in the field of education. Some examples include teacher leaders, administrators, or teachers in private schools. PELSB does not maintain data on how many of these teachers have fully left the profession. This decrease since the *2023 Supply and Demand Report* (38%) is due to fewer teachers holding a non-expired Tier 3 and or Tier 4 license, not an increase in teachers returning to the profession. It remains true that if a small percentage of these individuals returned to active teaching, they could fill all the positions currently held by individuals holding a Tier 1 or Tier 2 license.

Further analysis of the data disaggregated by economic development region, district type, and licensure area is provided below to more accurately indicate where shortages may be more pronounced. For example, if all the teachers holding a professional license but not actively assigned to a Minnesota public district, charter school, or other educational institution hold an elementary license, shortages in other licensure areas will remain pronounced.

Licensure Data by Economic Development Regions

Table 2 shows the percentage of teachers holding a professional license within each economic development region. While there are large differences in the raw number of teachers teaching across economic development regions of Minnesota, there is very little variation in the proportion of those teachers holding a Tier 3 or Tier 4 license. Since the last *Supply and Demand Report* the percentage of all tier level teachers has decreased equally across the board. Tier 4 teachers across the regions are approximately 76% and Tier 3 teachers across the regions are approximately 13%. Overall, most regions have an overall percentage of professional licensed teachers at 89%-91%.

Table 2: Professional License by Economic Development Region⁸

Economic Development Region	Unduplicated Headcount	Percent on Tier 3	Percent on Tier 4	Total Percent Professional Licenses
01: Northwest	1,103	10.61%	78.51%	89.12%
02: Headwaters	1,182	12.94%	76.73%	89.68%
03: Arrowhead	3,258	11.39%	80.45%	91.84%
04: West Central	2,806	14.08%	77.73%	91.80%
05: North Central	2,084	12.67%	77.88%	90.55%
06E: Southwest Central	1,257	13.60%	77.25%	90.85%
06W: Upper Minnesota Valley	600	15.17%	73.83%	89.00%
07E: East Central	1,837	13.50%	76.27%	89.77%
07W: Central	5,669	12.01%	79.45%	91.46%
08: Southwest	1,837	13.28%	73.33%	86.61%
09: South Central	2,576	15.99%	75.70%	91.69%
10: Southeast	4,759	12.71%	77.71%	90.42%
11: 7-County Twin Cities	36,350	14.52%	76.12%	90.64%

Substitute Licenses

A part of the Supply and Demand Report requirement is to study the shortage of substitute teachers. The 2025 report will start to examine substitute teacher information more fully, starting with Table 3 which shows the number of non-expired substitute licenses that were active for the 2024-2025 school year.

Table 3: Number of Substitute Licenses as of June 30, 2025

Substitute License	Headcount
Short-Call Substitute License	18,645
CTE/Career Pathways – Short-Call Substitute License	113
Pilot Program – Short-Call Substitute	563
Lifetime Short-Call Substitute License	7,058

⁸ Table 12 in the 2023 Supply and Demand Report.

A short-term substitute is an individual who fills a teacher of record absence or a vacancy for up to 20 consecutive days. Individuals that can serve as a short-term substitute are those who hold a non-expired Tier 1, Tier 2, Tier 3, or Tier 4 license, hold a short-call substitute license, or a lifetime short-call substitute license. This means that all 110,254 individuals who held a tiered license plus the 26,379 individuals listed in Table 2 were appropriately licensed for short-term substitution.

A long-term substitute is an individual who fills a teacher of record absence or a vacancy for more than 20 consecutive days and is teacher of record. Individuals that serve as a long-term substitute must hold the appropriate tiered license (in field and grade level of assignment) or a permission for the assignment. There are two exceptions:

1. An individual holding a Lifetime Substitute license who previously held the appropriate field and grade level of the assignment can fill a long-term substitute position.
2. An emergency extension can be granted to a person holding a Short-Call Substitute license to work beyond the 20 consecutive days *if* the individual has submitted a completed application for the license of the assignment. In essence, the individual would be allowed to continue working during the processing period of the license.

Pages 48 and 49 under the “Demand” section of this report summarizes the district view of obtaining substitute teachers.

Changes Across Tiers

The data found on the [Minnesota Educator Workforce Dashboard](#) under the “Tiered Licensure and Permissions” category shows us that while individuals holding a Tier 1 license continue to increase, this number has decreased each year since school year 2021-2022. Similarly, individuals holding a Tier 2 license increased each year until school year 2023-2024. In 2023, the requirement that educators who completed a Minnesota teacher preparation program or licensure via portfolio pass the Minnesota Teacher Licensure Examination (MTLE) was removed. This allowed nearly 1,000 educators, a significant portion of which were educators of color or American Indian, to obtain a Tier 3 license. Additionally, eligibility requirements for a Tier 2 license were modified to align with the intention that Tier 2 licenses be issued to individuals with advanced expertise in the licensure area as evidenced by a master’s degree or higher or be enrolled in teacher preparation. As a result of these changes, the last two years have seen a decrease in individuals issued a Tier 2 license.

The same data shows that while individuals holding a Tier 3 license continue to increase, the number has been decreasing since school year 2022-2023. Similarly, the number of individuals holding a Tier 4 license continues to decrease each year; however, that decrease has slowed. In fact, the 2024-2025 school year has been the lowest decrease in Tier 4 licenses with only a loss of 71 individuals. This decrease can be partially attributed to the fact that nearly 30% of individuals holding a Tier 4 license are near retirement age.

Assignment Data

Assignment data is collected through the Staff Automated Report (STAR). Once the district has submitted their information, the STAR system assigns a certification code to each assignment to help identify whether the staff person is in compliance with Minnesota licensure laws and rules. Compliance is defined as holding the appropriate license or permission for the teaching assignment and scope. This includes all tiered licenses and permissions. Where shown, the out-of-compliance rate signifies the percentage of teachers with a license who were working outside of their approved licensure area and scope. Because this is a snapshot report, teachers

may have entered compliance after the reporting date. Table 4 provides a snapshot of 2024-2025 Assignment report.

Table 4: 2024-2025 Assignments and Compliance

Compliance Level	Teachers		Related Service Providers	
	Headcount	Out-of-Compliance Rate	Headcount	Out-of-Compliance Rate
Holds Tier 1 license	1,402	2.17%	0	0%
Holds Tier 2 license	1,706	2.64%	122	1.83%
Holds Tier 3 license	8,920	13.80%	1,682	25.22%
Holds Tier 4 license	49,886	77.16%	4,841	72.60%
Holds Out-of-Field Permission	3,143	4.86%	17	0.25%
Holds Cross-Curricular Delivery Permission	303	0.47%	0	0%
Out-of-Compliance	237	0.37%	6	0.09%

Teachers

Tables 5 and 6 provide a snapshot of licensure data and assignment data for school years 2023-2024 and 2024-2025, as reported in STAR, for teachers. The tables show the total scope of assignments (duplicated with many teachers holding multiple assignments) as well as the unduplicated number of teachers holding assignments.

During both school years, around 10% of teaching assignments were filled by teachers holding a Tier 1 license, Tier 2 license, or a permission. This data shows an increase in use from the 2023 Supply and Demand Report of 8.29% of assignments filled by teacher on a Tier 1 or Tier 2 license or a permission and 7.87% unduplicated headcount of individuals filling these positions.

Table 5: 2023-2024 Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment⁹

Certification Code	School Year	Number of Assignments		Number of Teachers	
		Count	Percentage	Count	Percentage
All teacher assignments	2023-2024	153,958	100%	65,690	100%
Assignments filled by Tier 1, Tier 2, or OFP	2023-2024	14,788	9.61%	6,340	9.65%
Tier 1 license	2023-2024	2,909	1.89%	1,297	1.97%
Tier 2 license	2023-2024	4,474	2.91%	2,025	3.08%
OFP	2023-2024	6,405	4.16%	2,779	4.23%
CCDP	2023-2024	1,000	0.65%	314	0.48%

⁹ Table 2 in the 2023 Supply and Demand Report

Table 6: 2024-2025 Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment¹⁰

Certification Code	School Year	Number of Assignments		Number of Educators	
		Count	Percentage	Count	Percentage
All teacher assignments	2024-2025	147,918	100%	65,195	100%
Assignments filled by Tier 1, Tier 2, or OFP	2024-2025	15,116	10.22%	6,670	10.23%
Tier 1 license	2024-2025	2,978	2.01%	1,429	2.19%
Tier 2 license	2024-2025	3,691	2.50%	1,727	2.65%
OFP	2024-2025	7,509	5.08%	3,292	5.05%
CCDP	2024-2025	938	0.63%	303	0.46%

Although five districts did not complete the STAR report (causing approximately 2,000 less staff to be reported), it is important to note that the number of assignments filled by individuals on a Tier 1, Tier 2, or OFP increased.

Related Services

Tables 7 and 8 provide a snapshot of licensure data and assignment data for school years 2023-2024 and 2024-2025, as reported in STAR for related service providers. The tables show the total scope of assignments (duplicated with many educators holding multiple assignments) as well as the unduplicated number of educators holding assignments.

None of the related service licensure fields qualify as a Tier 1 license because they require either proof of completion of a program or a license from another Minnesota Board (for example, a school nurse must hold a Minnesota Board of Nursing license).

Three of the related service licenses do qualify for a Tier 2 license.

- School Counselor – must hold a master’s degree in counseling or hold a bachelor’s degree and be enrolled in an accredited school counselor program with at least 24 semester credits in school-counseling-specific coursework or content.
- School Psychologist – provide evidence of completion of a school psychology program not accredited by the National Association of School Psychologists (NASP) and not hold a National Certified School Psychologist (NCSP) or provide evidence of a master’s degree in a school psychology program and two or more years of preparation in the licensure program as a school psychologist as well as enrollment in a school psychologist program.
- Speech-Language Pathologist – hold a bachelor’s degree in Communication Disorders or Speech-Language-Hearing Sciences or hold a speech-language pathologist assistant certificate and a bachelor’s degree.

Related Service positions normally do not qualify for OFPs, but there may be some exceptions that could be made through the Discretionary Variance request process. This process allows the PELSB Board to allow a district or applicant to meet a requirement in a manner other than specified in rule or to waive a requirement when the application of the requirement would result in undue hardship.

¹⁰ Five districts did not submit their STAR report in 2024-2025 which has resulted in lower numbers than expected.

Table 7: 2023-2024 Related Service Assignments and Teachers Holding a Tier 2 License or OFP for the Assignment

Certification Code	School Year	Number of Assignments		Number of Teachers	
		Count	Percentage	Count	Percentage
All related service assignments	2023-2024	8,063	100%	6,614	100%
Assignments filled by Tier 2 or OFP	2023-2024	172	2.13%	114	1.72%
Tier 2 license	2023-2024	161	2.00%	104	1.57%
OFP	2023-2024	11	0.14%	10	0.15%

Table 8: 2024-2025 Related Service Assignments and Teachers Holding a Tier 2 License or OFP for the Assignment

Certification Code	School Year	Number of Assignments		Number of Educators	
		Count	Percentage	Count	Percentage
All related service assignments	2024-2025	8,076	100%	6,668	100%
Assignments filled by Tier 2 or OFP	2024-2025	195	2.41%	139	2.08%
Tier 2 license	2024-2025	168	2.08%	122	1.83%
OFP	2024-2025	27	0.33%	17	0.25%

Although we do see an increase in Tier 2 and OFPs for related service assignments, it is important to note that these are difficult to receive. The increases in Tier 2 and OFPs for related service assignments are consistent with the increase in the overall assignment and headcount.

Pathway to a Professional License

There are several pathways to a full, professional license (Tier 3 or Tier 4 license). Definitions of the pathways can be found in [Appendix C](#). Table 9 provides a summary of the pathways of the 110,254 individuals holding a non-expired license on June 30, 2025, and the 68,627 individuals who were reported on STAR. This data is saved in a PELSB database as a Recommending Institution Number (storing of this data began at the end of 2008). This is based on how the person was recommended for licensure, whether it was a state-approved teacher preparation program, an alternative program, a portfolio, or other ways. It is possible for one person to have multiple pathways if they hold multiple licensure fields. For example, a person may have obtained their Emotional Behavior Disorders license through a Minnesota Approved Program – higher education based and then later obtained their Work Based Learning license via portfolio. In this case, the person would be counted under both categories.

Table 9: Pathways to Full Professional License (non-expired as of June 30, 2025) ¹¹

Pathway to Licensure	Unduplicated Headcount holds License	Unduplicated Headcount reported on STAR
Prior to Digital Storage	50,510	31,967
Minnesota Approved Program – Institution of Higher Education	45,470	31,196
Out of State Preparation Program	15,942	10,197
Licensure via Portfolio	1,793	1,397
Out of Country Preparation Program	1,150	661
Alternative Program	1,105	969
Licensure via Exam	551	457
Tier 2 to Tier 3 Pathway	391	333
AILHC License	46	17
National Board Certification	2	2

Teacher Race and Ethnicity Data

The following tables provide data on the race and ethnicity of Minnesota educators. Table 10 provides the number of teachers by race/ethnicity at each tier level and permission. Table 11 provides the percentage of teachers in each race/ethnicity category who hold a specific tiered license. Table 12 provides the percentage of teachers at each tier level by race/ethnicity.

Table 10: Teachers Holding a Tiered License or Permission, By Race and Ethnicity¹²

Race/Ethnicity	Headcount	Tier 1	Tier 2	Tier 3	Tier 4	OFPs	CCPDs
American Indian or Alaskan Native	373	10	11	93	261	20	1
Asian	2546	127	140	645	1642	193	8
Black or African American	1988	260	184	607	946	95	4
Native Hawaiian or Other Pacific Islander	24	2	3	11	9	0	0
Hispanic or Latino	2288	154	129	770	1244	135	4
Two or More Races	1028	40	42	266	681	47	5
White or Caucasian	91253	1294	1484	14261	74284	3562	412
No Race/Ethnicity Provided	10754	234	241	2029	8261	496	22
Total Unduplicated Headcount	110254	2121	2234	18682	87328	4548	456
Teachers of Color/American Indian Teachers (TOCAIT)	8247	593	509	2392	4783	490	22

¹¹ Table 4 in 2023 Supply and Demand Report.

¹² Table 6 in the 2023 Supply and Demand Report.

Table 11: Tier Level Percentage by Race and Ethnicity ¹³

Race/Ethnicity	Total Percent	Tier 1	Tier 2	Tier 3	Tier 4
American Indian or Alaskan Native	100%	2.68%	2.95%	24.93%	69.97%
Asian	100%	4.99%	5.50%	25.33%	64.49%
Black or African American	100%	13.08%	9.26%	30.53%	47.59%
Native Hawaiian or Other Pacific Islander	100%	8.33%	12.50%	45.83%	37.50%
Hispanic or Latino	100%	6.73%	5.64%	33.65%	54.37%
Two or More Races	100%	3.89%	4.09%	25.88%	66.25%
White or Caucasian	100%	1.42%	1.63%	15.63%	81.40%
No Race/Ethnicity Provided	100%	2.18%	2.24%	18.87%	76.82%
Total Unduplicated Headcount	100%	1.92%	2.03%	16.94%	79.21%
Teachers of Color/American Indian Teachers (TOCAIT)	100%	7.19%	6.17%	29.00%	58.00%

Table 12: Percent of Teachers Holding a Tiered License by Race and Ethnicity¹⁴

Race/Ethnicity	Tier 1	Tier 2	Tier 3	Tier 4	Percent of All Licenses
American Indian or Alaskan Native	0.47%	0.49%	0.50%	0.30%	0.34%
Asian	5.99%	6.27%	3.45%	1.88%	2.31%
Black or African American	12.26%	8.24%	3.25%	1.08%	1.80%
Native Hawaiian or Other Pacific Islander	0.09%	0.13%	0.06%	0.01%	0.02%
Hispanic or Latino	7.26%	5.77%	4.12%	1.42%	2.08%
Two or More Races	1.89%	1.88%	1.42%	0.78%	0.93%
White or Caucasian	61.01%	66.43%	76.34%	85.06%	82.77%
No Race/Ethnicity Provided	11.03%	10.79%	10.86%	9.46%	9.75%
Total Unduplicated Headcount	100%	100%	100%	100%	100%
Teachers of Color/American Indian Teachers (TOCAIT)	27.96%	22.78%	12.80%	5.48%	7.48%

¹³ Table 6 in the 2023 Supply and Demand Report.

¹⁴ Table 7 in the 2023 Supply and Demand Report.

Teachers' and Students' Race and Ethnicity by Economic Development Region

Table 13 compares the proportion of TOCAIT with the proportion of SOCAIS by economic development region. In every economic development region, the percent of TOCAIT continues to be far lower than that of their student populations. This remains evidence of the need to revisit policies around recruitment, preparation, and retention specifically addressing populations of color and American Indian populations.

Table 13: 2024-2025 Race and Ethnicity Comparison of Teachers and Students by EDR¹⁵

Economic Development Region	Total Number of Teachers	Total Number of TOCAIT	Percent of TOCAIT	Total Number of Students Enrolled	Total Number of SOCAIS	Percentage of SOCAIS
01: Northwest	1,097	24	2.19%	13,400	2,599	19.40%
02: Headwaters	1,177	65	5.52%	14,040	6,194	44.12%
03: Arrowhead	3,250	96	2.95%	41,247	7,630	18.50%
04: West Central	2,799	85	3.04%	35,723	7,468	20.91%
05: North Central	2,076	36	1.73%	25,315	4,251	16.79%
06E: Southwest Central	1,257	28	2.23%	15,675	5,029	32.08%
06W: Upper Minnesota Valley	598	13	2.17%	7,274	1,768	24.31%
07E: East Central	1,833	26	1.42%	25,068	3,871	15.44%
07W: Central	5,632	151	2.68%	80,482	19,372	24.07%
08: Southwest	1,832	58	3.17%	21,414	7,917	36.97%
09: South Central	2,572	81	3.15%	33,513	8,681	25.90%
10: Southeast	4,739	134	2.83%	75,880	24,092	31.75%
11: 7-County Twin Cities	36,031	3,997	11.09%	487,151	249,327	51.18%
Statewide	64,665	4,788	7.40%	876,182	348,199	39.74%

Table 14 shows that across all EDRs Minnesota SOCAIS have increased since the last *Supply and Demand Report*. TOCAIT have also increased except in three areas. EDR 03 and EDR 06W have both decreased the percentage of TOCAIT while EDR 05 has remained the same. Statewide, TOCAIT has increased by just over 1%.

¹⁵ Table 9 in the 2023 Supply and Demand Report.

Table 14: Comparison of Teachers and Students for 2021-2022 to 2024-2025

Economic Development Region	2021-2022 Percent of TOCAIT	2024-2025 Percent of TOCAIT	2021-2022 Percentage of SOCAIS	2024-2025 Percentage of SOCAIS
01: Northwest	1.44%	2.19%	18.36%	19.40%
02: Headwaters	4.41%	5.52%	41.76%	44.12%
03: Arrowhead	3.10%	(2.95%)	17.65%	18.50%
04: West Central	2.01%	3.04%	18.87%	20.91%
05: North Central	1.73%	1.73%	15.40%	16.79%
06E: Southwest Central	1.10%	2.23%	30.13%	32.08%
06W: Upper Minnesota Valley	2.22%	(2.17%)	20.58%	24.31%
07E: East Central	1.33%	1.42%	13.39%	15.44%
07W: Central	2.10%	2.68%	20.74%	24.07%
08: Southwest	2.16%	3.17%	34.46%	36.97%
09: South Central	2.59%	3.15%	23.69%	25.90%
10: Southeast	2.41%	2.83%	29.35%	31.75%
11: 7-County Twin Cities	9.68%	11.09%	48.13%	51.18%
Statewide	6.24%	7.40%	36.91%	39.74%



Supply

This section analyzes the supply of teachers in Minnesota. When considering supply, this report analyzes the number of licensed teachers who hold a professional license for an assignment in contrast with other licensed teachers, Tier 1 and Tier 2 license holders, or teachers working in an assignment area with an out-of-field permission (OFP). The reason for this methodology is that supply relies on factors like renewability and portability. While Tier 1 and Tier 2 license holders are teachers who serve an important purpose in Minnesota schools, their licenses are limited to the specific district and the teaching assignment for which their license was issued. These licenses have a finite number of renewals. As such, they do not offer a permanent solution to the need for more teachers.

The data in this section also looks at the supply of Tier 3 and Tier 4 teachers by economic development regions and highlights specific districts that use the highest number of professionally licensed teachers. Further, this section explores data on the employment status of teachers, showing the number of teachers returning to a particular district, entering a particular district for the first time, or returning from a leave.

This section also provides the most recently collected enrollment and completion numbers from teacher preparation licensure programs in Minnesota, disaggregated by licensure area. This provides a snapshot of future supply and demand considerations.

Finally, this section looks at the use of three key grants that are provided to teacher preparation candidates or teacher preparation providers to increase the number of teachers in shortage areas, including increasing Teachers of Color and American Indian Teachers (TOCAIT).

Tier 1 Licenses, Tier 2 Licenses, and Out-of-Field Permissions

One of the ways we think about the educator workforce supply is through the lens of shortages. In other words, identifying shortages helps us see the gaps in supply. Minnesota defines a shortage area as licensure fields and economic development regions reported by PELSB as experiencing a teacher shortage and economic development regions where the aggregated percentage of TOCAIT is lower than the aggregated percentage of Students of Color and American Indian students (SOCAIS)¹⁶. This is further defined regarding the Teacher Shortage grants for the Office of Higher Education as licensure fields being only in the following areas: English as a Second Language, Early Childhood, Special Education, Career and Technical Education, STEAM (science, technology, engineering, arts, and math), and World Languages¹⁷.

Shortage areas are calculated by comparing the total FTE in the licensure field assignments to the total FTE of assignments filled by a teacher on a Tier 1 license, Tier 2 license, OFP, CCDP, or out of licensure compliance (assignment in violation). If the overall percentage of assignments filled by a teacher on a Tier 1 license, Tier 2 license, OFP, CCDP, or out of licensure compliance is greater than 5%, then the licensure field is considered a shortage area. This is not because Tier 1 licenses, Tier 2 licenses, and OFPs are out of compliance, but rather that these are district-based licenses and permissions with a limited number of renewals. As such, they do not offer a permanent solution to a teaching assignment need.

This section examines both the licensure fields and assignment categories that have the lowest and highest number of Tier 1 licenses, Tier 2 licenses, and OFPs. Licensure and assignment categories include current licenses, a license that a new teacher could obtain or receive an OFP, and legacy licenses, a license that is no longer offered by PELSB for newly licensed teachers but teachers who were previously issued a legacy license can continue to renew and work on. Since licenses and permissions are processed throughout the year, examining the number of Tier 1 licenses, Tier 2 licenses, and OFPs by licensure area provides a more comprehensive picture of the year since a requirement for a Tier 1 license, Tier 2 license, and permission is a job offer. [Appendix D](#) provides a chart of all PELSB licenses and what categories they fall into as well as if the license is current or legacy.

Tiered Licensure Fields with Fewest Tier 1, Tier 2, and Out-of-Field Permissions

Table 15 provides a list of the licensure fields with the least number of Tier 1 licenses, Tier 2 licenses, and OFPs. Included in the table are the amount of Tier 3 licenses and Tier 4 licenses. The total number provides context as to whether these are high demand areas with low numbers of professionally licensed teachers, or lower demand areas with small numbers of teachers across all tiers and permission levels. Most of the world language licensure areas listed fall into the latter category, but demand is increasing as more schools embrace heritage language programs.

¹⁶ [Minnesota Statutes 122A.06](#)

¹⁷ [Minnesota Statutes 136A.1275](#)

Table 15: Licensure Areas with Lowest Number of Tier 1 Licenses, Tier 2 Licenses, and Out-of-Field Permissions¹⁸

Licensure Field	Tier 1	Tier 2	Tier 3	Tier 4	Out-of-Field Permission
060106 World Language: Greek	1	0	0	4	0
060208 World Language: French	3	4	31	462	2
060214 World Language: Japanese	0	1	5	26	0
060218 World Language: Russian	0	0	1	27	1
060222 World Language: Dakota	1	1	0	0	0
060301 Bilingual Education	1	1	13	128	0
190490 Oral/ Aural Deaf Education	0	1	4	84	0
300400 Creative Design Careers	1	0	0	5	0
940710 School Social Worker	0	0	871	1544	1

Table 16 reflects the licensure assignment areas that are least likely to be filled by an individual holding a Tier 1 license, Tier 2 license, or OFP. Certain areas listed here may reflect a robust teaching workforce within the licensure area (e.g. Social Studies or Elementary). Other areas may be listed because of the difficulty in finding someone with the necessary knowledge and skills to fill the assignment without teacher preparation (e.g. Developmental Disabilities). Yet others may be listed due to lack of interest or requirement for these areas.

Table 16: Licensure Areas with Lowest Proportion of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions¹⁹

Licensure Area	Number of Tier 1, Tier 2, and OFP	Proportion of Tier 1, Tier 2, and OFP
Driver and Traffic Safety	5	0.71%
Pre-Primary	24	0.85%
Oral/Aural Deaf Education	1	1.12%
Reading	43	1.23%
Bilingual Education	2	1.40%
Elementary Education	814	1.78%
World Language: French	9	1.79%
Social Studies	213	2.16%
World Language: German	9	2.69%
World Language: Japanese	1	3.13%
World Language: Spanish	79	3.39%
World Language: Russian	1	3.45%

¹⁸ Table 10 in 2023 Supply and Demand Report. Many licensure areas cannot be included here because they are no longer active (e.g. History is not a Social Studies license). Tier 1, Tier 2, and Out-of-Field Permissions are only granted under current licensure areas. Additionally, related service licensure areas are often tied to other statutory requirements to their field (e.g. Social Work, Nurse) and these licensure areas have different qualifications and ability to receive Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions. These tables remove inactive licensure areas and related services licenses.

¹⁹ Table 11 in the 2023 Supply and Demand Report. This table only includes licensure areas with 25 teachers or more.

Assignment Fields with the Fewest Tier 1, Tier 2, and Out-of-Field Permissions

Table 17 reflects the licensure assignment areas that are least likely to be filled by an individual holding a Tier 1 license, Tier 2 license, or OFP. Certain areas listed here may reflect a robust teaching workforce within the licensure area (e.g. Social Studies or Elementary). Other areas may be listed because of the difficulty in finding someone with the necessary knowledge and skills to fill the assignment without teacher preparation (e.g. Oral/Aural Deaf Education). Other areas may be listed due to the lack of graduation requirements, academic standards requirements, or student interests.

Table 17: Teacher Assignment Categories with the Lowest Percentage of Tier 1 Licenses, Tier 2 Licenses, and Out-of-Field Permissions

Assignment Category	Tier 1	Tier 2	Tier 3	Tier 4	Permission	Percentage on T1, T2, or Permission
Special Education: Oral/Aural Deaf Education	0	0	3	37	1	2.33%
Elementary Education	192	219	3,060	15,177	183	3.15%
Reading	3	0	23	389	17	4.59%
World Language and Culture: French	3	4	7	115	1	6.15%
Driver and Traffic Safety	0	0	2	43	3	6.25%
Social Studies	17	40	556	2873	183	6.54%

Of all the assignment categories that could be filled by a teacher working on a Tier 1, Tier 2, or OFP, the following four categories did not have any. These areas listed could be a reflection of a robust teaching workforce within the content area or a lack of assignments.

1. Bilingual/ Bicultural Education
2. Special Education: Deaf/ Blind
3. World Language and Culture: Japanese
4. World Language and Culture: Norwegian

Table 18 shows the percent of districts that did not use a teacher holding a Tier 1 license, Tier 2 license, or OFP to fill an assignment in school year 2024-2025. Unfortunately, when comparing to Table 19 showing the data from the 2023 Supply and Demand Report we see that there has been a significant increase in the usage of Tier 1 and Tier 2 teachers and a slight increase in the use of teachers working on an OFP.

Table 18: Districts Not Using Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions²⁰

Category	No Tier 1 Licenses	No Tier 2 Licenses	No Tier 1 or Tier 2 Licenses	No OFP	No CCDP	No Tier 1, Tier 2, or Permissions
Number of Districts	155	122	49	79	445	15
Percentage of 535 districts	28.97%	22.80%	9.16%	14.76%	83.17%	2.80%

²⁰ Table 13 in the 2023 Supply and Demand Report.

Table 19: Districts Not Using Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions from the 2023 Supply and Demand Report

	No Tier 1	No Tier 2	No Tier 1 or Tier 2	No OFP
Total	49.28%	17.21%	12.50%	13.41%

Table 20 shows the districts with the highest percent of teachers holding a Tier 4 license for districts with more than 20 teachers. Of the nine districts, charters, or educational institutions with the highest percentage of teachers holding a Tier 4 License, five are public school districts, two are regional special education cooperatives, one is a miscellaneous cooperative, and one is a charter school. 2609-01 Win-E-Mac School District, 6080-50 Infinity: Minnesota Digital Academy, 4082-07 BlueSky Charter School, and 0924-83 Sourcewell are repeats from the highest percentage of Tier 4 teachers on the 2023 Supply and Demand Report.

Of the 535 districts that submitted to STAR in 2024-2025, 85 districts had 19 or fewer teachers reported. Sixty-six of these districts are charter schools, 8 are public school districts, and 11 are other educational institutions. Of those, 11 districts had 90% or higher Tier 4 teachers.²¹

Table 20: Districts with Highest Percentage of Tier 4 Teachers²²

District	Percentage on Tier 4	Total Teachers
0927-83 Region 3 – Northeast Service Cooperative	100%	32
0924-83 Sourcewell	97.78%	45
6080-50 Infinity: Minnesota Digital Academy	97.30%	37
2609-01 Win-E-Mac School District	94.29%	35
4082-07 BlueSky Charter School	92.21%	77
0577-01 Willow River Public School District	90.38%	52
0834-01 Stillwater Area Public Schools	90.37%	592
0487-01 Upsala Public School District	90.24%	41
2859-01 Glencoe-Silver Lake School District	90.09%	111

Employment and Termination Status

The 2023-2024 STAR collection required a change in reported licensed employment.²³ The 2023 legislation added an annual requirement for districts to submit all new hires and all staff who left each year to PELSB, including the reason for the hire or leaving. Instead of asking districts to submit a separate report, PELSB adjusted the Staff Automated Report Web Edit System (STARWES) to allow districts to submit all new staff and

²¹ One public school district, five charter schools, and five other educational institutions.

²² Table 14 in the 2023 Supply and Demand Report.

²³ Minnesota Statutes 2024, section 122A.40, subdivision 3(b) states that a school district must annually report to the Professional Educator Licensing and Standards Board: (1) all new teacher hires and terminations, including layoffs, and (2) the reasons for all teacher resignations and requested leaves of absence.

all staff who left during the entire year. This means that all staff hired or leaving between October 1 of the previous year and October 1 of the current year are reported on the employment report. Previously only staff employed on October 1 of the reporting year and the ones who have left that were reported the previous year were reported. As a result of this change, a few employment status positions were added: transferred from a non-licensed position to a licensed position, long term substitute position, and missed reporting employment on previous submission. Adding these additional employment statuses allowed districts to provide a clearer picture of the staff hired throughout the school year. There was another employment status, employed for less than a year, which is used for individuals who were hired after October 1 and terminated or resigned before the beginning of the next school year. Since these individuals are also reported with a termination status, they have not been included in the employment status data.

Table 21 provides a picture of staff employment as reported by the district. The majority of staff in each academic year continue to return to the district, with additional thousands merely transferring positions within public schools or charter schools. The number of newly licensed teachers hired who completed teacher preparation in Minnesota is just under 4%. The status of transferred from a non-licensed to licensed position allows us to be able to see a picture of the retention of staff while moving within the districts.

The changes to employment reporting impact the data shown in Table 21. The new reporting requirement includes all staff and does not provide PELSB with a way to distinguish between administrator, teachers, related service providers, or non-licensed staff. As a result, the data in Table 21 for 2023-2024 and 2024-2025 and going forth will include all licensed educators whether they are a teacher, related service provider, or administrator.

Table 21: Employment Status²⁴

Employment Status	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025
Returning	54,237	51,720	50,486	63,108	62,217
Newly Licensed, MN Program Completer	2,359	2,472	2,646	2,760	2,778
Newly Licensed, From Another State	199	257	395	370	408
Returned from Break in Service	531	622	512	563	543
Transferred from a MN public School District	3,210	4,222	5,189	5,045	4,722
Transferred from out of state or a non-public school	555	867	889	767	791
Transferred from a Non-licensed to Licensed Position	Not collected	Not collected	Not collected	455	574
Missed Reporting Employment on Previous Submission	Not collected	Not collected	Not collected	1,200	1,554

²⁴ Table 15 in the 2023 Supply and Demand Report.

Employment Status	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025
Long term Substitute Position	Not collected	Not collected	300	238	258
Total	61,367	60,542	60,363	74,506	73,845

Teacher Preparation and Candidate Data

Table 22 is one indicator of the future supply of teachers in Minnesota. This table shows the number of teacher preparation programs in Minnesota, as well as the total number of licensure candidates enrolled in these programs (see column labeled Total Enrolled Candidates, which includes the total number of teacher candidates enrolled in an initial and additional licensure program). Candidates enrolled in multiple programs are counted for each program in which they are enrolled. Additional data regarding teacher preparation programs can be found on the [Minnesota Educator Workforce Dashboard](#) by click on “Teacher Preparation Programs Yearly Report” under “Educator Preparation and Licensure Pathways.”

Table 22: 2023-2024 Teacher Preparation Enrollment Counts²⁵

License Program	Initial Programs	Additional Programs	Initial Enrolled Candidates	Total Enrolled Candidates
Adult Basic Education	4	3	8	11
Agriculture Education	6	4	32	32
Bilingual Bicultural	0	3	0	11
Business Education	6	3	25	26
Communication Arts and Literature	29	16	454	474
Communication Arts and Literature: Middle Level	0	14	63	63
Computer, Keyboarding, and Related Technology Applications	0	4	0	8
CTE: Communications Technology Careers	3	2	0	0
CTE: Construction Careers	3	3	0	15
CTE: Manufacturing Careers	3	3	0	2
CTE: Transportation Careers	3	3	0	2
Dance	4	3	1	1
Dance and Theatre Arts	3	2	0	0
Driver and Traffic Safety	3	2	4	22
Early Childhood	14	9	504	682
Elementary Education	30	14	3,674	3,743
English as a Second Language	15	14	160	266
Family and Consumer Science	4	2	26	26
Health Education	11	12	94	258
K-8 World Language and Culture	0	6	0	17

²⁵ Table 16 in the 2023 Supply and Demand Report.

Library Media Specialist	4	4	24	92
Mathematics	26	14	298	312
Mathematics: Middle Level	0	16	0	116
Music: Instrumental and Classroom Music	22	12	189	199
Music: Vocal and Classroom Music	23	13	175	186
Parent and Family Education	4	3	5	76
Physical Education	16	13	281	354
Preprimary	0	8	0	86
Reading	0	8	0	130
Science: Chemistry	23	14	38	138
Science: Earth and Space Science	8	4	27	28
Science: General Science (Science 5-8)	14	12	26	56
Science: General Science: Middle Level (Science 5-8)	0	13	0	74
Science: Life Sciences	24	15	128	145
Science: Physics	19	13	28	38
Social Studies	27	15	661	690
Social Studies: Middle Level	0	15	0	77
Special Education Developmental Adapted Physical Education	0	7	0	122
Special Education: Academic and Behavioral Strategist	18	18	969	1,315
Special Education: Autism Spectrum Disorders	9	10	62	221
Special Education: Deaf or Hard of Hearing	4	3	10	13
Special Education: Developmental Disabilities	7	7	41	111
Special Education: Early Childhood	7	6	86	195
Special Education: Emotional Behavioral Disorders	8	10	48	137
Special Education: Learning Disabilities	8	8	73	145
Special Education: Physical and Health Disabilities	4	2	6	6
Teacher/Coordinator of Work Based Learning	0	6	0	143
Technology	3	2	26	40
Theater Arts	5	4	12	13
Visual Arts	20	10	205	213
World Languages and Cultures (K-12)	19	12	99	125
Total	463	419	8,562	11,255

Enrollment numbers are helpful to consider the future supply of teachers prepared in Minnesota.

Policymakers can use information in this table regarding the supply of Minnesota-prepared teachers in comparison to data in the following section regarding licensure areas in greatest demand of teachers. There remain multiple licensure areas where no teacher preparation program exists. Notably among these are American Sign Language and Blind or Visual Impaired preparation programs.

Table 23 provides information on teacher preparation enrollees, program completers, those who received a professional license, and those who were hired within their licensure content by race/ethnicity. White candidates continue to be the highest percent in all categories. The total of TOCAIT is nearly 20% for enrolled in a licensure program but only 13% for hired.

The following areas in 2024-2025 had the highest FTE of teachers on a Tier 1, Tier 2, or Permission.

Licensure Area	Number of Teachers holding Tier 1, Tier 2, or Permission	Enrolled in a Teacher Preparation Program
Academic and Behavioral Strategist	726	1315
Elementary Education	594	3743
Emotional Behavior Disorders	449	137
Learning Disabilities	427	145
Autism Spectrum Disorders	376	221

Table 23: Candidates in Teacher Preparation Programs in Minnesota, by Race and Ethnicity²⁶

Race/Ethnicity	Enrolled in Licensure Program		Program Completers		Received Tier 3 or Tier 4 License		Hired within Licensure Content	
	Headcount	Percent	Headcount	Percent	Headcount	Percent	Headcount	Percent
African American or Black	576	6.02%	153	5.30%	104	4.23%	69	3.64%
American Indian or Alaskan Native	94	0.98%	14	0.48%	14	0.57%	12	0.63%
Asian	356	3.72%	105	3.64%	93	3.79%	72	3.80%
Hawai'ian Native or Pacific Islander	11	0.11%	1	0.03%	1	0.04%	0	0%
Hispanic	467	4.88%	117	4.05%	96	3.91%	65	3.43%
Multiracial	356	3.72%	71	2.46%	58	2.36%	34	1.79%
Undeclared	285	2.98%	90	3.12%	77	3.14%	40	2.11%
White	7,485	78.21%	2,346	81.23%	2,029	82.61%	1,609	84.91%
Total Unduplicated	9,570	100%	2,888	100%	2,456	100%	1,895	100%
TOCAIT Total	1,767	18.46%	456	15.79%	354	14.41%	249	13.14%

²⁶ Tables 17 and 18 in the 2023 Supply and Demand Report.

Teacher Grants

Table 24 reflects grant programs that form part of the State’s strategy to increase TOCAIT. Starting in 2025, the Minnesota Department of Education will publish an annual report on these programs pursuant to Minnesota Statutes 122B.117.

Table 24: Teacher Recruitment & Teacher Candidate Grants²⁷

Grant	Fiscal Year 2024 Funding	Fiscal Year 2025 Funding	FY24 Individuals Impacted
Grow Your Own Grant – Student Pathway	\$6.4 million	\$25 million	750
Concurrent Enrollment Intro to Teaching Grant	\$500k	\$500k	262 (76 TOCAIT)
Collaborative Urban and Greater Minnesota Educators of Color (CUGMEC) Grant	\$5.3 million	\$5.3 million	830
Underrepresented Student Teacher Grant	\$1.9 million	\$1.9 million	131
Grow Your Own Grant – Adult Pathway	\$6.4 million	\$25 million	276 (222 TOCAIT)
Minnesota American Indian Teacher Training Program	\$2.2 million	\$600k	38



²⁷ Table 19 in the 2023 Supply and Demand Report.

Demand

This section looks at demand for teachers in Minnesota, specifically by licensure area, district type and region, as well as the retention of licensed teachers. For purposes of this report, demand is defined as a teaching assignment unfilled or filled with a teacher holding a Tier 1 license, Tier 2 license, or permission for the assignment. State and federal formulas for evaluating teacher shortage areas for grants and scholarships include the percentage of full-time equivalency (FTE) of a licensure area that is being taught by an individual not holding a professional license or teaching outside of their licensure field. In Minnesota, these assignments include those held by teachers with Tier 1 and Tier 2 licenses, OFPs, Cross-Curricular Delivery Permission (CCDP), and teachers who are out-of-compliance for their assignment. While some districts may choose to hire a Tier 2 teacher over a teacher holding a professional license for their assignment, a formal procedure is necessary when thinking of demand of teachers to target policy changes to increase supply of professionally licensed teachers.

For the purposes of analyzing demand, this section looks at licensure areas with the highest number and highest proportion of teachers who hold a Tier 1 license, Tier 2 license, or OFP for their assignment. The licensure areas containing the highest number of teachers holding a Tier 1 license, Tier 2 license, or OFP continue to be special education licensure fields. The assignment areas filled by the highest percentage, 50% or higher, of teachers holding a Tier 1 license, Tier 2 license, OFP, or CCDP are World Languages and Cultures, and Career and Technical Education assignment areas.

Further, this section identifies trends by economic development region, as well as by district type. Notably, the use of teachers holding a Tier 1 or Tier 2 license is relatively even across the state. Further, as mentioned elsewhere in this report, charter schools have a much higher proportion of teachers holding a Tier 1 license, Tier 2 license, or remain out-of-compliance for their assignment. District-level data will also confirm this as most districts with the highest use of Tier 1 teachers and Tier 2 teachers as a percentage of the teachers employed in the district are charter schools.

In addition to raw numbers, this section includes district survey data, showing district perception of the teacher shortage, the substitute teacher shortage, and licensure areas that are particularly hard to fill or went unfilled in the 2024-2025 academic year.

Finally, teacher retention data is provided in this section, first looking at the cohorts of new teachers over the last five years and the retention of those teachers in each subsequent year. This is followed by the reason teachers did not return to their teacher assignment in 2024-2025 as identified in a district's STAR submission.

Table 25: Licensure Areas with Largest Number of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission²⁸

Licensure Area	Number of Tier 1, Tier 2, and OFP
Academic and Behavioral Strategist (ABS)	1,698
Elementary Education	814
English as a Second Language	444
Emotional Behavior Disorders (EBD)	438
Communication Arts/Literature	403

²⁸ Table 20 in the 2023 Supply and Demand Report.

Licensure Area	Number of Tier 1, Tier 2, and OFP
Early Childhood Special Education (ECSE)	367
Autism Spectrum Disorders (ASD)	361
Mathematics	360
Physical Education	325
Learning Disabilities (LD)	306

The number of Tier 1 licenses, Tier 2 licenses, and OFPs needed for a licensure area are almost entirely a factor of the number of positions in the state. The top licensure areas in Table 25 shows where the most licensed teachers are needed, as well as the number of teachers not holding a professional license or teaching outside of their licensure field for these areas. This is important to review, as even with high numbers of licensure programs and candidates enrolled in these licensure areas, there are still significant numbers of positions filled with not fully prepared teachers.

In 2023, PELSB worked with state policymakers to create the Heritage Language Pathway Program. This program supports educators seeking licensure via portfolio in many of the language areas listed in Table 26.

Table 26 shows licensure areas with a high percentage of teachers working with a Tier 1 license, Tier 2 license, or OFP as compared to the total number of teachers holding that license.

Table 26: Licensure Areas with Highest Percentage of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission²⁹

Assignment Area	Unduplicated Headcount	Headcount on Tier 1, Tier 2, or Permission	Percentage
World Language and Cultures: Hebrew	3	3	100.00%
World Language and Cultures: Korean	2	2	100.00%
World Language and Cultures: Somali	6	6	100.00%
World Language and Cultures: Hmong	40	34	85.00%
Career and Technical Education (CTE): Transportation Careers	103	78	75.73%
World Language and Cultures: Arabic	26	19	73.08%
Career and Technical Education (CTE): Service Occupations Careers	48	32	66.67%
World Language and Cultures: Karen	5	3	60.00%
Career and Technical Education (CTE): Medical Careers	100	59	59.00%
Career and Technical Education (CTE): Construction Careers	173	100	57.80%
Career and Technical Education (CTE): Manufacturing Careers	121	64	52.89%
World Language and Cultures: Greek	2	1	50.00%

²⁹ Table 21 in the 2023 Supply and Demand Report.

It is important to note that in the 2023-2024 school year Tier 1 Special Education licensure fields began to be limited to a total of three in a lifetime per individual, in order to bring Minnesota licensure laws into compliance with federal Individuals with Disabilities Education Act (IDEA) laws. This may result in the percentage of Tier 1 Special Education licenses decreasing but could result in increased OFPs for Special Education areas.

Tier 1 Licenses, Tier 2 Licenses, and Out-of-Field Permissions by Economic Development Region

Table 27 shows the proportion of teachers within each economic development region that held a Tier 1 license, Tier 2 license, or OFP during the 2024-2025 academic year. Additionally, it shows the proportion of teachers within each economic development region that remained out of compliance for their assignment.

As with the percentage of teachers holding a professional license, the use of teachers holding a Tier 1 or Tier 2 license remains consistent across economic development regions. As a measure of demand, this indicates an even spread of shortages across the state. The *2023 Supply and Demand Report* indicated that economic development regions outside of the 7-county metro area used a higher percentage of permissions than the metro area. The 2024-2025 data shows that while EDRs outside of the metro area still use slightly higher number of permissions, the difference has decreased. This indicates that while there are still geographical areas with a higher shortage of teachers, the shortage needs are starting to even out across the state.

Teachers out of compliance with their assignment remain significantly low overall; in fact, the violation rate in 2024-2025 is the lowest since the state adopted the tiered licensure system. The proportion of teachers out of compliance for their assignment also remains consistent across economic development region.

Table 27: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out-of-Field Permission, or Out-of-Compliance by Economic Development Region³⁰

Economic Development Region	Total Number of Teachers	Percent on Tier 1	Percent on Tier 2	Percent on OFP	Percent out of Compliance
01: Northwest	1,103	3.35%	3.08%	6.80%	1.18%
02: Headwaters	1,182	2.45%	2.79%	5.92%	0.34%
03: Arrowhead	3,258	1.17%	2.33%	5.49%	0.80%
04: West Central	2,806	1.96%	2.10%	5.77%	0.50%
05: North Central	2,084	1.54%	2.11%	6.19%	0.19%
06E: Southwest Central	1,257	2.39%	1.91%	6.21%	0.56%
06W: Upper Minnesota Valley	600	3.50%	1.83%	5.33%	0.67%
07E: East Central	1,837	2.72%	2.01%	5.82%	0.87%
07W: Central	5,669	1.92%	2.12%	4.71%	0.39%
08: Southwest	1,837	3.81%	3.76%	7.68%	0.05%
09: South Central	2,576	1.98%	1.90%	4.97%	0.39%

³⁰ Table 22 in the 2023 Supply and Demand Report.

Economic Development Region	Total Number of Teachers	Percent on Tier 1	Percent on Tier 2	Percent on OFP	Percent out of Compliance
10: Southeast	4,759	2.19%	2.48%	5.88%	0.55%
11: 7-County Twin Cities	36,350	2.21%	2.89%	4.17%	0.25%

Usage of Tier 1 Licenses, Tier 2 Licenses, and Out-of-Field Permissions Across District Types

Minnesota public districts are sorted into three different types: public school districts, charter schools, and other educational institutions.³¹

As Table 28 shows, public school districts have over 58,000 teachers, charter schools follow with just under 6,000 teachers, and other educational institutions have less than 1,000 teachers.

Table 28: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out-of-Field Permission, or Out-of-Compliance by District Type³²

District Types	Total Number of Teachers	Percent on Tier 1	Percent on Tier 2	Percent on OFP	Percent Out-of-Compliance
Public School Districts	58,589	1.46%	2.08%	4.57%	0.31%
Charter Schools	5,906	9.24%	7.91%	7.03%	0.93%
Other Educational Institutions	925	3.46%	5.62%	7.78%	0.11%
Total	65,420	2.19%	2.66%	4.84%	0.36%

While the proportion of teachers holding a Tier 1 license, Tier 2 license, or OFP within economic development regions are relatively consistent, charter schools use a much higher percentage of teachers holding a Tier 1 or Tier 2 license than public school districts and other educational institutions. Charter schools and other educational institutions also use a higher percentage of permissions, but this difference is not as pronounced as the use of Tier 1 and Tier 2 teachers.

Teachers out of compliance with their assignment remain significantly low overall. No district type had a significant number of teachers who remained out of compliance for their assignment. However, charter schools were nearly three times more likely than public districts, as a proportion of their total teachers, to have a teacher out of compliance for their assignment.

Districts with the Highest Proportion of Tier 1 Licenses or Tier 2 Licenses

Tables 29 and 30 show the public school districts, charter schools, or other educational institutions with the highest proportion of teachers holding a Tier 1 or a Tier 2 license out of the total teachers they have in their district. The district type with the highest proportion of teachers holding a Tier 1 license or Tier 2 license was charter schools.

³¹ These types are further categorized within types: public school district includes Independent Districts and Schools (01), Special Districts and Schools (03), and Intermediate Districts and Schools (06); other educational institution includes Miscellaneous Cooperatives (50), Vocational Cooperatives (51), Special Education Cooperatives (52), Education Districts (61), State Operated Schools (70), and Service Cooperatives (83); charter school solely includes charter schools (07).

Resource: [MDE-ORG Organization Types](#)

³² Table 23 in the 2023 Supply and Demand Report.

Table 29: Districts with the Highest Proportion of Teachers Holding a Tier 1 License³³

District	Tier 1 Teachers	Percentage
4301-07 Surad Academy	7	63.64%
4270-07 STEAM Academy Charter School	3	60.00%
4282-07 Innovation Science and Technology Academy Charter School	4	57.14%
4267-07 Horizon Science Academy Twin Cities	5	50.00%
4112-07 Saint Paul Conservatory for Performing Artists	18	43.90%
4255-07 Skyline Math and Science Academy	3	37.50%
4068-07 Excell Academy Charter	13	36.11%
4271-07 Aurora Waasakone Community of Learners Charter School	5	35.71%
4224-07 Star of the North Academy Charter School	10	35.71%
4295-07 Bultum Academy Charter School	7	35.00%
4238-07 Rochester Beacon Academy	4	30.77%

Table 30: Districts with the Highest Proportion of Teachers Holding a Tier 2 License³⁴

District	Tier 2 Teachers	Percentage
6099-52 Up North Learning Center	3	42.86%
4054-07 La Crescent Montessori & STEM School	3	33.33%
4152-07 Twin Cities German Immersion Charter School	12	27.27%
6095-52 Austin Albert Lea Area Special Education Cooperative (AALASEC)	3	27.27%
4066-07 Kato Public Charter School	2	25.00%
4263-07 Progeny Academy Charter School	2	25.00%
4265-07 Minnesota Wildflower Montessori School	1	25.00%
4289-07 Oak Hill Montessori Community School	5	25.00%
4254-07 Marine Area Community School	3	23.08%
4131-07 Metro Schools Charter	11	22.00%

³³ Table 24 in 2023 Supply and Demand Report.

³⁴ Table 25 in 2023 Supply and Demand Report.

District Survey

PELSB conducts a district-level survey to compile data from school districts on hiring, recruitment practices, and the impact of the teacher shortage. This year, the district survey was distributed and collected in September 2025 to approximately 560 districts. Despite the extremely busy time for district staff who complete such surveys, there were 418 districts (74%) who completed the survey. The responses represent a variety of district types, such as traditional school districts, charter schools, cooperatives, and tribally controlled schools.

Hiring from Within: District Use of Internal Recruitment Practices

Table 31 provides a picture of the different internal recruitment programs districts use to either assist non-licensed individuals in obtaining a teacher license or currently licensed teachers in adding a new licensure field to their current license. Many districts indicated that while they may not have official programs, schools within their districts participate in state programs that support teacher recruitment and licensure. These programs include:

- Special education pipeline grants
- Grants that focus on recruiting for a particular licensure area, or support teacher candidates of color and American Indian teacher candidates
- Grants that support non-licensed staff obtaining a bachelor's degree and teacher licensure with guaranteed employment

Table 31: Internal Recruitment Programs Used by Districts³⁵

Recruitment Practice	Description	Percentage Districts Indicate Use
Grow Your Own Grant Programs	Provides scholarships and/or stipends to school district employees or community members affiliated with the district to pursue an initial teacher license. Grant funds may also be used to establish innovative GYO programs across one of five licensure pathways.	49.88%
Residency Programs	A program offered in partnership with a designated school partner that provides a year-long clinical experience integrating learning opportunities and student teaching.	9.31%
Apprenticeship Programs	An innovative teacher pathway for individuals to become certified teachers, combining on-the-job learning with a journey worker and related instruction.	12.41%
Licensure via Portfolio	A performance-based licensure pathway that allows a candidate to provide evidence of meeting state teacher licensure standards in order to obtain licensure.	52.27%
Tier 2 to Tier 3 Pathways	A licensure pathway that allows an individual working on a Tier 2 license for three years to obtain a Tier 3 license.	65.39%

³⁵ While districts reported and included out-of-field permissions (OFPs) as a recruitment practice or tool, it is important to note that because OFPs are granted only to already licensed teachers to fill open assignments, OFPs are not a teacher recruitment method.

Recruitment Practice	Description	Percentage Districts Indicate Use
Heritage Language Program	A licensure via portfolio pathway that allows individuals with a familial connection to a community's language and culture, who is proficient in that language, to obtain a language teaching license.	6.44%
American Indian Educator Pathway	This pathway allows an individual who has received a resolution from a Tribal Nation to teach American Indian Language, History, or Culture.	8.83%
Assistance in Obtaining Finances	A recruitment practice in which the district assists an individual in locating and obtaining financial support to pursue either their initial license or to add an additional licensure field to their existing license. This can also be used to move from a Tier 1 or Tier 2 to a Tier 3 or Tier 4.	26.73%

District Internal Recruitment Initiatives

In addition to established external recruitment practices, districts reported implementing several internal initiatives designed to strengthen the educator workforce and provide sustained support for both new and existing staff. These included:

- **Teachers of Color (TOC) Mentorship Program:** This program creates intentional pathways to attract and retain diverse educators by offering mentorship, professional networks, and resources that affirm teachers' experiences. It has been instrumental in broadening representation in classrooms and supporting retention.
- **New Teacher Workshop (NTW):** An annual onboarding program that introduces new hires to a district's culture, expectations, and resources, ensuring they are well-prepared to succeed from the start.
- **New Teacher Mentorship Program:** This program provides ongoing guidance, structured support, and professional development opportunities for new teachers. Pairing new hires with experienced mentors helps teachers build confidence and foster long-term growth.
- **Partnership with Black Men Teach:** This collaboration supports the recruitment and retention of Black male educators by creating intentional pathways into the teaching profession and ensuring they are well-supported once in our schools.

"Together, these internal initiatives not only expand our recruitment pipeline but also strengthen retention by providing a comprehensive support system. They demonstrate our district's commitment to building a workforce that reflects and serves our diverse student population while fostering professional growth and success."

-Quote from a metro area public school district

In addition to reporting on recruitment practices, PELSB asked districts to report on the effectiveness of said practices. Table 32 provides a percentage of the districts indicating the effectiveness of their internal recruitment practices.

Table 32: Districts' Evaluation of the Effectiveness of Internal Recruitment Programs and Practices

Recruitment Practice	None or little effect	Some effect	Very effective
American Indian Educator Pathway	2.86%	4.30%	0.24%
Apprenticeship Programs	1.67%	4.77%	3.34%
Assistance in Obtaining Finances	4.06%	13.13%	6.68%
Grow Your Own Programs	5.73%	28.16%	13.84%
Heritage Language Program	1.67%	2.63%	1.19%
Licensure via Portfolio	11.69%	26.01%	8.59%
Residency Programs	1.67%	3.34%	2.63%
Tier 2 to Tier 3 Pathways	5.01%	37.47%	19.33%
Other practices not listed	1.67%	2.15%	2.15%

Of the districts reporting the use of internal recruitment practices, 311 of those districts had less than 25 staff participation in the last two years. Only 25 districts had more than 25 individuals participate in their internal recruitment practices.

While most districts indicated that they did not have an incentive for staff to use the internal recruitment practices, many of the ones who did offer incentives indicated the incentives were salary increases or lane changes once licensure has been obtained or financial support while pursuing the licensure field. One district indicated that they have begun allowing lane changes for individuals who complete a portfolio and receive a license in that field. Normally, lane changes are based on number of college credits received above degree.

One district stated that as a rural school district they have one of the highest salaries in their region, but they still have trouble hiring teachers because "Districts are forced to bid against each other which is driving up costs."

Hiring from Outside: District Use of External Recruitment Practices

Table 33 provides a list of commonly used recruitment tools or practices to hire staff from outside of a district. Along with these, districts also listed other practices such as partnering with organizations that are specific to student population (i.e. deaf education organizations or BIE websites), partnering with local employment services or agencies, partnering with neighboring districts by using digital tools (such as Zoom) to share teaching staff, and even acts as simple as handing out flyers in common areas.

Table 33: Districts Use of External Recruitment Practices

External Recruitment Practice or Tool	Number of Districts Reported Using
District website	409
MNSchoolJobs.org	394
Indeed	275
LinkedIn	25
Glassdoor	16
Career Builder	11
Zip Recruiter	28
Minnesota Council of Non-Profits	22

External Recruitment Practice or Tool	Number of Districts Reported Using
Career Services with local colleges/ universities	285
Local newspaper, print or online	227
National newspaper, print or online	7
Social media platforms	374
In-person job fairs	174
Online recruiting events/job fairs	158
Tabling at community events, festivals, and fairs	143
Encourage pre-service teachers to apply	311
Recruit family and community members	345
Recruit volunteers	240
Word of mouth	407
Staff recommendations	397
Recruit from out-of-state, but within United States	94
Recruit international teachers	64

When asked to identify the most effective external recruitment tool or practice they used, the top five identified were:

1. Word of mouth – 210 districts
2. Minnesota School Jobs Board – 187 districts
3. School website – 142 districts
4. Employment website companies such as LinkedIn, Indeed, and Frontline – 95 districts
5. Staff recruiting or recommendations – 76 districts

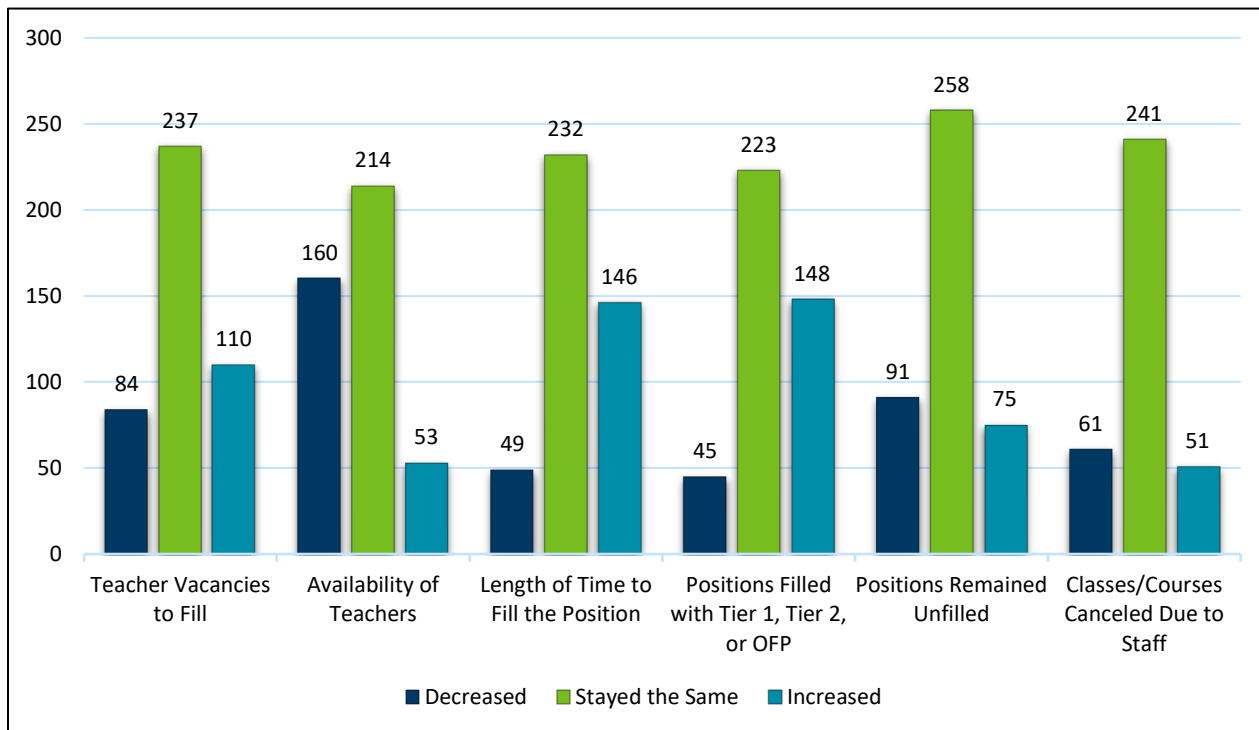
When asked to identify the least effective external recruitment tool or practice they used, the top five identified were:

1. Job Fairs/Career Fairs, both in-person and online – 71 districts
2. Employment website companies such as LinkedIn, Indeed, and Frontline – 69 districts
3. Local Newspaper or Media, both print and online – 55 districts
4. Career Services with local colleges or universities – 14 districts
5. Minnesota School Jobs Board – 13 districts

Two districts stated nothing has been successful for them and five districts stated that everything they have tried has been successful to some degree.

Comparing 2023-2024 and 2024-2025 School Years

Figure 1: Comparison of School Year 2023-2024 to School Year 2024-2025



According to district responses, the unfilled vacancies, availability of teachers, length of time to fill a position, positions remaining unfilled, classes or courses that had to be canceled, and positions filled by a Tier 1 license, Tier 2 license, or OFP have mostly stayed the same from the 2023-2024 school year to the 2024-2025 school year. Districts reported the greatest increases in the length of time to fill a position and number of positions filled by a teacher holding a Tier 1 license, Tier 2 license, or OFP. The largest decrease reported was the availability of teachers.

For the areas that have decreased, 20% of districts were not sure what may have caused the decrease. Other responses identified were:

- Decrease in student populations – 13%
- District practices have increased teacher retention – 17%
- District recruitment changes – 12%
- Increase in funding – 2%
- Decrease in funding – 23%

Additional reasons for the decrease fall into these themes:

- Retirement
- Salary
- Current political state and social view of educators discouraging people from profession
- Legislation limits causing teachers to feel unsafe in classroom
- Economical changes

- Fewer individuals entering the profession
- Fewer people seeing the profession as worth the financial investment
- Smaller districts, charter schools, and rural districts cannot compete with salary and benefits of larger districts
- Lack of respect for those in profession
- Fewer teachers coming out of colleges
- Amount of time or work expected from teachers
- Hired international teachers
- Fewer licensure programs being offered, more difficult for teachers to obtain licensure in certain areas
- Geographical location
- Teacher burnout
- Cost of benefits
- People are staying in their jobs due to lack of opportunities
- Districts were able to assist teachers in obtaining full, professional licenses

For the areas that have increased 9% of district were not able to identify a cause. Other responses identified were:

- Increased student population – 7%
- Teacher retirement – 23%
- Teachers leaving the profession for other opportunities – 42%
- Teachers leaving for other educational opportunities – 31%
- Increase in funding – 1%
- Decrease in funding – 21%

Additional reasons for the increase fall into these themes:

- Improved pay scale
- Inability to offer fair wages
- Districts devoted the time and attention needed to create a culture that retains staff
- Student and family behaviors
- Mental health
- Strong relationships built during pre-service field experiences
- State of the labor market
- Licensure options for teachers who did not complete a state-approved preparation program
- Posting requirements for positions for Tier 1 license and OFPs
- Increase in applicants
- SPED Pipeline Program
- Fewer individuals receiving license in high need areas (math, science, or Special Education)
- Lack of respect for the profession
- Fewer people seeing the profession as worth the financial investment
- Political attack on education

Unfilled Positions or Canceled Courses

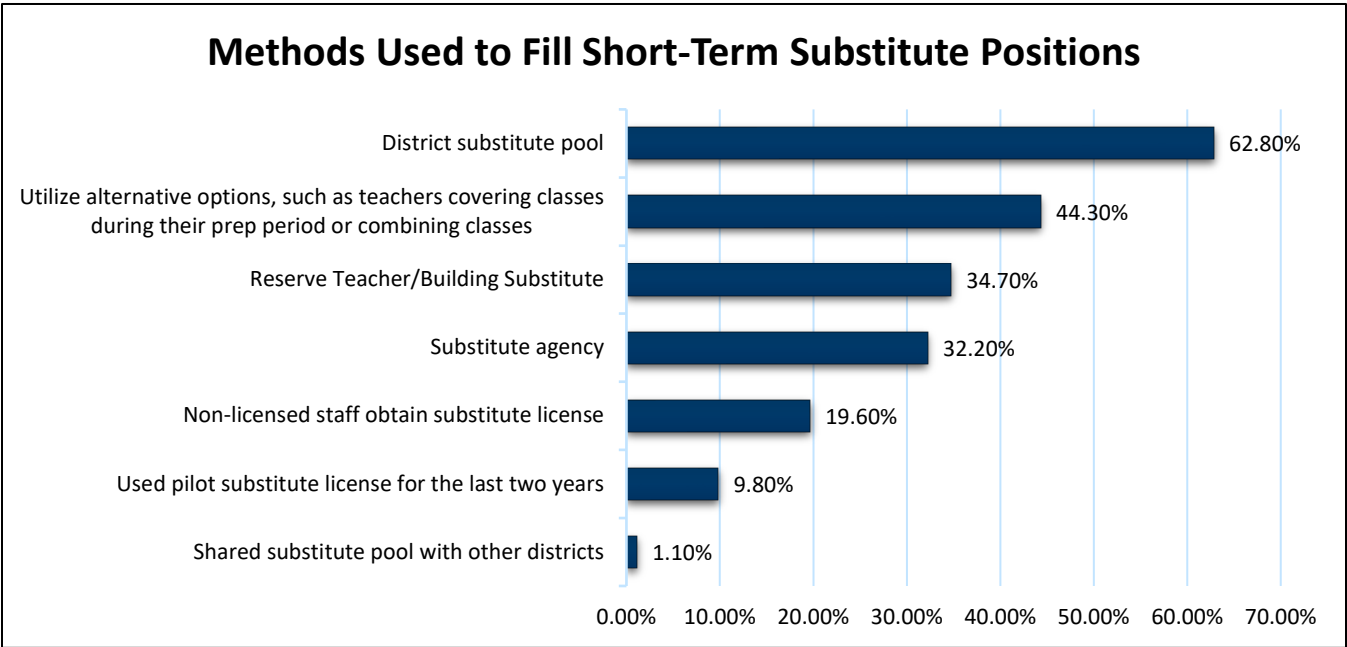
When discussing unfilled positions or canceled courses, many districts stated that with the use of Tier 1 licenses, Tier 2 licenses, and OFPs they were able to fill every position. Other districts explained that they had to adjust class sizes and teacher schedules to fill every position or class. In all, there were 25 licensure areas listed. Table 34 lists the licensure areas of the unfilled positions or canceled courses.

Table 34: Licensure Areas of Unfilled Positions or Canceled Courses

Licensure Fields	Number of Districts Identified
Special Education – all fields	124
Related Services – all fields	49
Science – all fields	33
Career and Technical Education – all fields	26
Mathematics	25

Short-Term Substitute Teachers

Figure 2: The Most Common Practices Districts Identified for Filling Short-Term Substitute Positions



Over 60% of districts report using a district substitute pool to fill short term substitute positions. Nearly 45% of districts continue to have difficulty finding short term substitute teachers and fill these by having teachers cover a class on their prep hour or combining classes for the day.

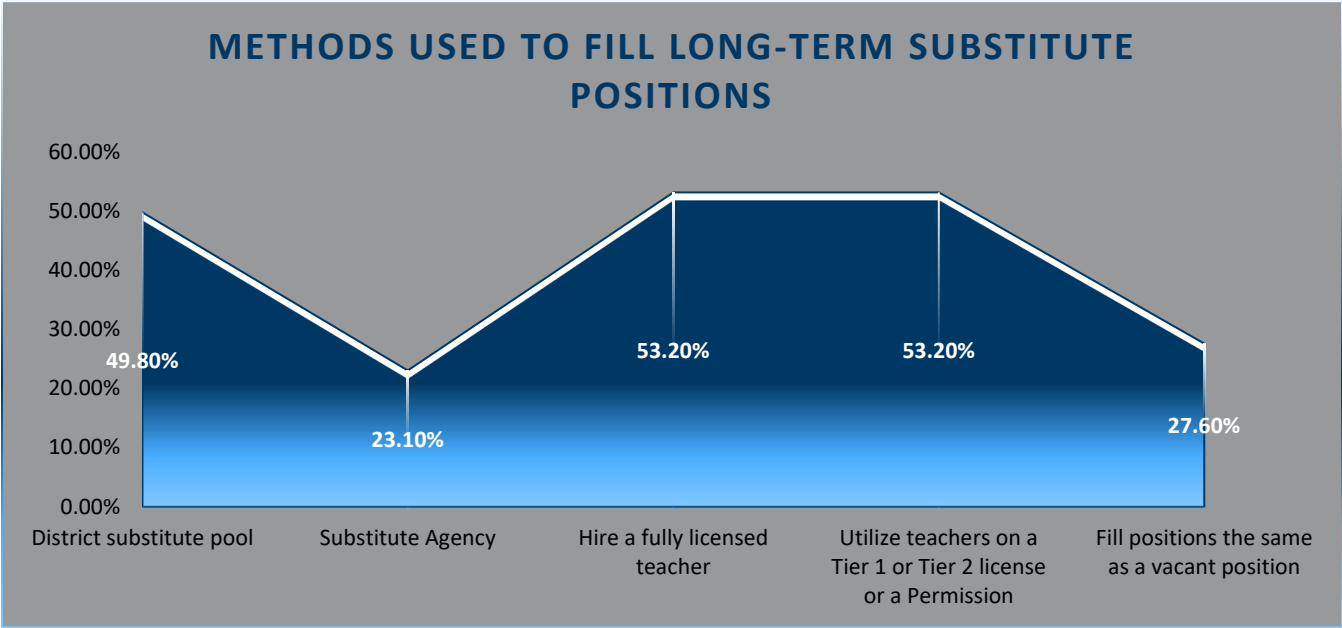
On the survey, almost 50% of districts reported that the content or subject field of a class makes it difficult to fill substitute positions. These districts identify that substitutes may often prefer a specific grade level or content, or prefer not to sub in a specific area, such as Special Education. Assignments that are less than a full day are very hard to fill, and the districts end up either combining classes, having teachers cover during their prep hour, or having to pay a substitute for a full day even if they only worked part of the day. Some districts also indicated

that it is harder to fill certain days, like Mondays and Fridays or days adjacent to a holiday. Rural schools appear to have a large difficulty due to the lack of available substitutes.

When asked to compare how short-term substitutes have changed from the 2023-2024 school year to the 2024-2025 school year the districts’ there was a definite increase in the need of short-term substitutes and a significant increase in the number of districts that had to fill short term positions with a teacher on their prep hour or by combining classes. One district shared a concern that they felt their teachers were going to burn out and they would lose reliable teachers due to these circumstances.

Long-Term Substitute Positions

Figure 3: The Most Common Practices Districts Identified for Filling Long-Term Substitute Positions



When districts need a long-term substitute teacher, they either hire a fully licensed teacher or a teacher on a Tier 1 license, Tier 2 license, or an OFP. Many districts report as much difficulty in filling a long-term substitute position as they have in filling a vacancy and must resort to alternative practices such as hiring retired teachers, rotating short-term substitutes until the regular classroom teacher returns, or rely heavily on internal substitute coverage. A few districts stated on their survey that they “just pray” to find a long-term substitute for a position.

The unique difficulty of long-term substitute positions is that the teacher is taking over as the teacher of record for that class and therefore must be appropriately licensed. This can be difficult when trying to cover a position which is already difficult to fill, such as special education, science, or mathematics. Between the 2023-2024 and 2024-2025 school years there was an increase in districts’ need of hiring long-term substitutes with a slight increase in the number of long-term substitutes needed. This has led to an increase in utilizing Tier 1 licenses, Tier 2 licenses, and OFPs for these positions. While most districts felt their ability to fill these positions has not changed, there is a slight decrease in the districts that feel they are able to fill these positions.

District Expectations for the Next Five Years

Over the next five years districts are almost evenly dispersed in expecting their student enrollment to decrease, stay the same, and increase. Districts are overwhelmingly expecting their retirement rate to stay the same or increase. Districts expect the number of teachers to leave the profession to stay the same or increase. Districts expect the number of individuals entering the teaching profession to either stay the same or decrease. An overwhelming number of districts are expecting the need for substitute teachers to substantially increase over the next five years.

Educators Leaving Positions

When examining why teachers leave a position, we will study two parts: those who are on a leave of absence and those who have left the district.

Leaves of Absence

Data on leaves of absence are important because, while temporary, they represent vacancies that a district must fill, increasing their need for long-term substitute teachers. A leave of absence could be one year or multiple years. This distinction could affect the ability of the district to fill a position.

Table 35 shows that there was a slight increase in Leaves of Absence from 2023-2024 to 2024-2025 with illness being the biggest change as well as employees who don't have assignments at the time of reporting.

Table 35: Number of Leaves of Absence Reported on STAR³⁶

Leave of Absence	2023-2024		2024-2025	
	Headcount	Percent	Headcount	Percent
Maternity/Paternity/Adoption	358	21.27%	357	20.45%
Illness	171	10.16%	226	12.94%
Personal Obligations/Other	602	35.77%	549	31.44%
Travel	4	0.24%	9	0.52%
Professional Growth	83	4.93%	97	5.56%
Military Service	12	0.71%	11	0.63%
Extend Leave/Alternative Career Exploration/Sabbatical	421	25.01%	426	24.40%
Employed but has no assignment at time of reporting	32	1.90%	71	4.07%
Total staff on leave of absence	1,683	100%	1,746	100%

³⁶ Table 31 on 2023 Supply and Demand Report.

Terminations, Resignations, and Transfers

It is important to remember that in 2024-2025 there were five districts that did not submit to STAR, resulting in an estimated 2,000 fewer educators included in data.

These numbers appear much larger than the numbers from the *2023 Supply and Demand Report* because of the change in employment reporting that began in 2023-2024 requiring districts to report all individuals who were employed by the district. Notably, 2022-2023 was not included due to this change in reporting causing what looks like drastic number increases. This change allows us to understand more fully why educators are leaving their positions and the true numbers. Table 36 provides a list of the reasons districts reported staff as terminated, resigned, or transferred.

Table 36: Reasons for Leaving a District as Reported on STAR³⁷

Leave of Absence	2023-2024		2024-2025	
	Headcount	Percent	Headcount	Percent
Intra-district transfer from licensed position to non-licensed position	105	1.20%	93	1.21%
Staff Reduction	336	3.85%	385	5.01%
Personal Reasons	2,487	28.47%	2,401	31.26%
Retirement	1,315	15.05%	1,235	16.08%
Death	39	0.45%	31	0.40%
Educator in another district	1,876	21.47%	1,299	16.91%
Education in another state or outside of United States	182	2.08%	156	2.03%
Other Educational Occupation	155	1.77%	153	1.99%
Not offered reemployment for reasons other than staff reduction	655	7.50%	736	9.58%
Long-Term Substitute position ended	198	2.27%	182	2.37%
Unknown/ Other	1,389	15.90%	1,009	13.14%
Total staff leaving licensed position or district	8,737	100%	7,680	100%

This data is difficult to draw conclusions from, as more than 44% of data points are “unknown” or “personal reasons” which do not offer significant information regarding why individuals may not remain in the profession.

³⁷ Table 31 on 2023 Supply and Demand Report.

Teacher Retention

In the 2024-2025 school year there were 72,958 educators working with a full professional license (this does not include those with a Tier 1 license or Tier 2 license). These educators include classroom teachers, related service providers, and administrators. As a state, we define retention as whether or not an educator has remained in the public education profession in Minnesota after a 5-year period. Additionally, retention looks at retention rates at both the district and the school level.

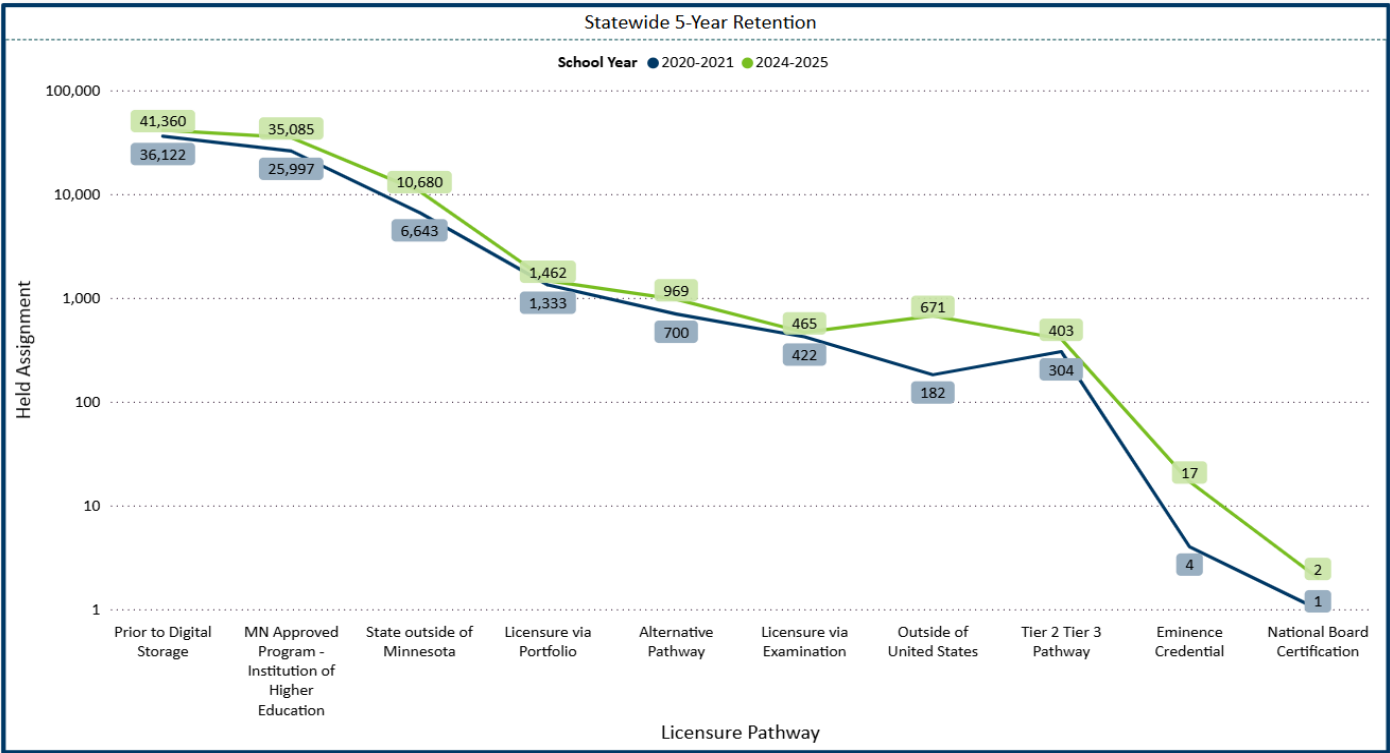
As a state, Minnesota defines retention as whether or not an educator has remained in the public education profession in Minnesota after a 5-year period.

To determine the retention rate for educators working during the 2024-2025 school year, PELSB's data team pulled from data reported on these individuals during the 2020-2021 school year. Out of the nearly 73,000 educators reported as working this past school year:

- 56,586 educators, over 77%, were reported with an assignment in 2020-2021 (Table 35)
 - 1,215 educators held a Tier 1 or Tier 2 license in 2020-2021 and held a Tier 3 or Tier 4 license in 2024-2025
- 46,009 educators, 63%, were reported in the same EDR in 2020-2021 (Table 36)
- 45,927 educators, just under 63%, were reported in the same district in 2020-2021 (Table 37)
- 40,125 educators, just under 55%, were reported in the same school in 2020-2021 (Table 38)
- 54,531 educators, just under 75%, were reported in a similar assignment role in 2020-2021 (Table 39)
 - 82% of those educators in a similar assignment role were in instructional areas in both school years

Teacher Retention and Licensure Pathways

Figure 4: Statewide Teacher Retention Comparing 2020-2021 to 2024-2025 with Licensure Pathways



In addition to identifying retention rates, PELSB is able to disaggregate by teacher licensure pathway. It is worth noting that an educator may hold multiple licenses and that those licenses may have been obtained through multiple pathways. For example, a teacher who obtained their initial license through a Minnesota-approved higher education program, may have obtained an additional license through portfolio. As a result, they will be counted in both pathways.

Data: Further Context

The largest number of teachers in the available data on teacher retention are recorded as “prior to digital storage.” Licensure pathway data was not stored until late 2009. Alternative teacher preparation providers and licensure via portfolio were rare prior to 2009. These pathways became more prevalent after 2009 following legislative changes. It can be inferred that many of the educators recorded as “prior to digital storage” were recommended by in-state or out-of-state higher education teacher preparation programs.

Tables and figures throughout this section show that the most recorded licensure pathway is “prior to digital storage,” however, it is likely that many of these educators were recommended for licensure by in-state or out-of-state higher education teacher preparation programs.

The second most-utilized licensure pathway is the “Minnesota Approved Program – Institution of Higher Education.” These are state-approved programs that are housed at a college or university and may include alternative programs, residency programs, or traditional programs. The third most-utilized pathway is out-of-state teacher preparation. Despite this, we have seen an uptick in the use of innovative pathways, such as alternative teacher preparation, portfolio, residencies, and apprenticeships. We anticipate future reports will provide valuable insight regarding how pathway type relates to

retention.

Details of Teacher Retention

In examining teacher retention, it is not only important to know who remains in education, but who also remains in the same district, school, and assignment category. Many teachers may leave the classroom but remain in education in a non-instructional position.

Table 37 through Table 41 breaks down the numbers by the licensure pathway based on the educator's current licensure records for statewide, economic development region, district, school, and assignment role type.

Table 37: Statewide Teacher Retention with Licensure Pathway

Specific Licensure Pathway	Assignment Held in 2020-2021	Assignment Held in 2024-2025
Prior to Digital Storage	36,122	41,360
State-Approved Program - Institution of Higher Education	25,997	35,085
State outside of Minnesota	6,643	10,680
Licensure via Portfolio	1,333	1,462
Licensure via Examination	422	465
Alternative Pathway	700	969
Tier 2 Tier 3 Pathway	304	403
Outside of United States	182	671
AILHC License	4	17
National Board Certification	1	2
Unduplicated Headcount - All pathways	56,586	72,958

Table 38: Teacher Retention by Economic Development Region with Licensure Pathway

Specific Licensure Pathway	Assignment Held in 2020-2021	Assignment Held in 2024-2025
Prior to Digital Storage	32,074	41,360
State-Approved Program - Institution of Higher Education	18,900	35,085
State outside of Minnesota	4,664	10,680
Licensure via Portfolio	1,108	1,462
Licensure via Examination	315	465
Alternative Pathway	524	969
Tier 2 Tier 3 Pathway	201	403
Outside of United States	108	671
AILHC License	3	17
National Board Certification	1	2
Unduplicated Headcount - All pathways	46,009	72,958

Table 39: Teacher Retention by District with Licensure Pathway

Specific Licensure Pathway	Assignment Held in 2020-2021	Assignment Held in 2024-2025
Prior to Digital Storage	32,015	41,360
State-Approved Program - Institution of Higher Education	19,200	35,085
State outside of Minnesota	4,649	10,680
Licensure via Portfolio	1,107	1,462
Licensure via Examination	317	465
Alternative Pathway	523	969
Tier 2 Tier 3 Pathway	201	403
Outside of United States	109	671
AILHC License	3	17
National Board Certification	1	2
Unduplicated Headcount - All pathways	45,927	72,958

Table 40: Teacher Retention by School with Licensure Pathway

Specific Licensure Pathway	Assignment Held in 2020-2021	Assignment Held in 2024-2025
Prior to Digital Storage	26,950	41,360
State-Approved Program - Institution of Higher Education	14,981	35,085
State outside of Minnesota	3,734	10,680
Licensure via Portfolio	850	1,462
Licensure via Examination	284	465
Alternative Pathway	432	969
Tier 2 Tier 3 Pathway	176	403
Outside of United States	90	671
AILHC License	3	17
National Board Certification	1	2
Unduplicated Headcount - All pathways	40,125	72,958

Table 41: Teacher Retention by Assignment Category with Licensure Pathway

Specific Licensure Pathway	Teacher – Instructional Assignment	Teacher – Non-instructional Assignment	Related Service Assignment	Building Sub or Reserve Teacher	Administrative Assignment
Prior to Digital Storage	28,409	2,324	2,255	15	1,890
State-Approved Program - Institution of Higher Education	19,836	1,393	1,594	10	1,561
State outside of Minnesota	4,841	294	1,013	3	142
Licensure via Portfolio	1,109	77	1	1	34
Licensure via Examination	404	30	0	0	5
Alternative Pathway	601	49	7	0	14
Tier 2 Tier 3 Pathway	292	15	0	0	0
Outside of United States	168	6	1	0	0
AILHC License	4	0	0	0	0
National Board Certification	1	0	0	0	0
Unduplicated Headcount - All pathways	44,810	3,100	4,484	23	2,114

Teacher Attrition by Cohort

Table 42 provides a picture of full, professional licensed teachers reported as newly licensed and the retention rate in the first five years of teaching.

Table 42: Teacher Attrition by Cohort³⁸

Cohort Year	Newly Licensed Teachers	Returned in 21-22		Returned in 22-23		Returned in 23-24		Returned in 24-25	
		Teachers	Difference	Teachers	Difference	Teachers	Difference	Teachers	Difference
20-21	1,696	1,464	(13.68%)	1,420	(16.27%)	1,298	(23.47%)	1,202	(29.13%)
21-22	1,838			1,514	(17.63%)	1,398	(23.94%)	1,268	(31.01%)
22-23	1,960					1,684	(14.08%)	1,534	(21.73%)
23-24	1,754							1,465	(16.48%)
24-25	1,738								

Nearly a third of new teachers leave teaching within the first five years in the profession, with the 21-22 cohort reaching that percentage by the third year. Retention of these teachers could fill all positions currently filled by individuals holding a Tier 1 or a Tier 2 license. The table also shows a concerning downward trend in first year teachers in Minnesota. A decrease in new teachers combined with the attrition rate exacerbates demand for teachers.

Tier 1 License and Tier 2 License Advancing to Full, Professional License

A new section added to this report is an examination of Tier 1 and Tier 2 licensed teachers who were not only retained but moved to a Tier 3 or Tier 4 license. Table 43 shows that while not all Tier 1 or Tier 2 teachers continue to become full, professionally licensed educators, there are a percentage that do.

Table 43: Tier 1 or Tier 2 Licensed Teachers that Returned with a Tier 3 or Tier 4 License

Year	Tier 1 or Tier 2	Tier 3 or Tier 4 in 21-22		Tier 3 or Tier 4 in 22-23		Tier 3 or Tier 4 in 23-24		Tier 3 or Tier 4 in 24-25	
		Teachers	Percent	Teachers	Percent	Teachers	Percent	Teachers	Percent
20-21	2,557	364	14.24%	409	16.00%	394	15.41%	196	7.67%
21-22	2,919			484	16.58%	642	22.00%	303	10.38%
22-23	3,585					929	25.91%	537	14.98%
23-24	3,330							641	19.25%
24-25	3,170								

³⁸ Table 30 on 2023 Supply and Demand Report.

Table 44 shows the overall percentage of Tier 1 and Tier 2 teachers that became full, professionally licensed teachers. It is important to remember that because STAR is collected annually in the fall, this does not reflect individuals who obtain a Tier 1 or Tier 2 license after October 1. However, 2020-2021 and 2021-2022 data shows that within a five-year period nearly 50% of Tier 1 and Tier 2 teachers reported with an assignment return as a full, professionally licensed teacher.

Table 44: Overall Percentage of Tier 1 or Tier 2 Licensed Teachers from Table 41 Who Became Fully Licensed Teachers

Year	Total on Tier 1 or Tier 2	Tier 3 or Tier 4 in 2024-2025	Overall Percentage
2020-2021	2,557	1,363	53.30%
2021-2022	2,919	1,429	48.96%
2022-2023	3,585	1,466	40.89%
2023-2024	3,330	641	19.25%
2024-2025	3,170		

Conclusions

Most teachers continue to hold a Tier 3 or Tier 4 full professional license but an increase in percentages of teaching assignments filled by teachers holding a Tier 1 license, Tier 2 license, or out-of-field permission (OFP) reflects the continued need for teachers across the state. To address the teacher shortage, state agencies and policymakers will need to focus on support in the three areas where the demand of teachers is highest with the lowest supply. These three areas remain the same areas addressed in the *2023 Teacher Supply and Demand Report*.

The first area in need of more teachers is within special education licensure fields. While multiple licensure fields have teacher shortages, both the high number of underfilled positions and low supply of professionally licensed teachers in special education fields highlights this as a necessary target. This is particularly significant in special education, where the lack of teachers with a full professional license puts the state at risk of violating IDEA.

Second, the high proportion of teachers holding a Tier 1 license, Tier 2 license, or OFP within charter schools highlights the need to focus on these district types when considering how to increase supply of professionally licensed teachers working in charter schools. There are likely many reasons for the high proportion of teachers with a Tier 1 license, Tier 2 license, or OFP in charter schools, but anecdotally we often hear that there is a need for more innovative pathways. Support for pathways like teacher apprenticeships, residencies, alternative teacher preparation programs, and licensure via portfolio may address this need. Having multiple pathways equips districts with standards-based tools to recruit more teachers into the profession.

Finally, the number and percentage of Teachers of Color and American Indian teachers (TOCAIT) remains significantly lower than that of Students of Color and American Indian students (SOCAIS) in the state. The lack of TOCAIT is often noted as a key element to a dramatic and persistent achievement gap between SOCAIS and white students in Minnesota. [MNSPIRE](#), a survey of licensed teachers published by PELSB in 2022, shows that negative perceptions of the profession and unsupportive school climates lead to teachers leaving the profession. Policy objectives that support the increased recruitment, preparation, and retention of these teachers could have a significant increase in the supply of TOCAIT throughout Minnesota.

Acknowledgments

PELSB would like to express gratitude to all involved in providing data for this report, including Teacher Preparation Programs, Minnesota Public School and Charter School districts, and our partners at the Minnesota Department of Education, amongst others. PELSB's Data and Compliance Team is grateful for the district staff across the state who completed the Supply and Demand Survey. The responses gathered were helpful not only for this report but will also be used in revising future iterations of the survey.

Appendix A: Crosswalk of 2023 and 2025 Supply & Demand Report Tables

Table 45: Crosswalk of Tables Between 2023 and 2025 Reports

2023 Supply & Demand Report Table	2025 Supply & Demand Report Table
Table 1: Number of Licensed Teachers and Licenses	Table 1: Number of non-expired Licenses as of June 30, 2025
Table 2: Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment	Table 5: 2023-2024 Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment Table 6: 2024-2025 Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment
Table 3: Pathway to Tier 2 License	NA
Table 4: Pathways to Professional Licensure	Table 9: Pathways to Full Professional License (non-expired as of June 30, 2025)
Table 5: Percentage of Teachers by Tier and Economic Development Region (EDR)	Table 2: Professional License by Economic Development Region
Table 6: Teachers Holding a Tiered License or Permission, By Race and Ethnicity	Table 10: Teachers Holding a Tiered License or Permission, By Race and Ethnicity Table 110: Tier Level Percentage by Race/Ethnicity
Table 7: Percent of Teachers Holding a Tiered License, By Race and Ethnicity	Table 12: Percent of Teachers Holding a Tiered License by Race/Ethnicity Table 27: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out-of-Field Permission, or Out of Compliance by Economic Development Region
Table 8: Pathway to Tier 2 License, Disaggregated by Race/Ethnicity	NA
Table 9: Proportion of Teachers of Color and Indigenous Teachers (TOCIT) Compared to Students of Color and Indigenous Students (SOCIS) by Economic Development Region (EDR)	Table 13: 2024-2025 Race/Ethnicity Comparison of Teachers and Students by EDR
Table 10: Licensure Areas with Lowest Number of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions	Table 15: Licensure Areas with Lowest Number Tier 1, Tier 2, and Out-of-Field Permissions

2023 Supply & Demand Report Table	2025 Supply & Demand Report Table
Table 11: Licensure Areas with Lowest Proportion of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions	Table 16: Licensure Areas with Lowest Proportion of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions
Table 12: Professional License by Economic Development Region (EDR)	Table 2: Professional License by Economic Development Region
Table 13: District Use of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission	Table 18: Districts Not Using Tier 1, Tier 2, or Permissions
Table 14: Districts with Highest Percentage of Teachers Holding a Tier 4 License	Table 20: Districts with Highest Percentage of Tier 4 Teachers
Table 15: Employment Status for Teachers with Assignment	Table 21: Employment Status
Table 16: Teacher Preparation Programs and Candidate Enrollment (2020-2021)	Table 22: 2023-2024 Teacher Preparation Enrollment Counts
Table 17: Candidates Enrolled in Teacher Preparation Programs in Minnesota, by Race/Ethnicity	Table 23: Candidates in Teacher Preparation Programs in Minnesota, by Race/ Ethnicity
Table 18: Completers of Minnesota Teacher Preparation Programs, by Race/Ethnicity	Table 23: Candidates in Teacher Preparation Programs in Minnesota, by Race/ Ethnicity
Table 19: Teacher Preparation Candidate Grants	Table 24: Teacher Recruitment & Teacher Candidate Grants
Table 20: Licensure Areas with Largest Number of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission	Table 25: Licensure Areas with Largest Number of Teachers Holding a Tier 1, Tier 2, or Permission
Table 21: Licensure Areas with Highest Proportion of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission	Table 26: Licensure Areas with Highest Percentage of Teachers Holding a Tier 1, Tier 2, or Permission
Table 22: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out of Field Permissions or Out of Compliance for their assignment by Economic Development Region (EDR)	Table 27: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out-of-Field Permission, or Out of Compliance by Economic Development Region
Table 23: Percent of Teachers Holding a Tier 1 License, Tier 2 License, Out of Field Permission or Out of Compliance for Their Assignment by District Type	Table 28: Percent of Teachers holding a Tier 1 License, Tier 2 License, Out-of-Field Permission, or Out of Compliance by District Type
Table 24: Districts or Charter Schools with Highest Proportion of Teachers Holding a Tier 1 License	<i>Table 29: Districts with the Highest Proportion of Teachers Holding a Tier 1 License</i>
Table 25: Districts or Charter Schools with Highest Proportion of Teachers Holding a Tier 2 License	Table 30: Districts with the Highest Proportion of Teachers Holding a Tier 2 License

2023 Supply & Demand Report Table	2025 Supply & Demand Report Table
Table 26: District Perception of a Shortage of Teachers	NA
Table 27: District Perception of a Shortage in the Availability of Substitute Teachers	NA
Table 28: District Ability to Fill Open Positions in the 2022-2023 Academic Year	NA
Table 29: District Survey: What contributes to the teacher shortage?	NA
Table 30: Teacher Attrition by Cohort	Table 41: Teacher Attrition by Cohort
Table 31: Number and Percent of Teachers Leaving a Position, by Reason	Table 36: Reasons for Leaving a District as Reported on STAR
Table 32: MNSPIRE Survey: What challenges do you face that could lead you to leave the teaching profession?	NA – The MNSPIRE Survey was a one-time survey and will not be collected annually
Table 33: MNSPIRE Survey: What issues influenced you to leave teaching in a public or charter school?	NA – The MNSPIRE Survey was a one-time survey and will not be collected annually
Table 34: MNSPIRE Survey: Which of the following best describes your immediate professional plans?	NA – The MNSPIRE Survey was a one-time survey and will not be collected annually
Table 35: MNSPIRE Survey: Why are you not currently teaching in a public or charter school in Minnesota?	NA – The MNSPIRE Survey was a one-time survey and will not be collected annually
Table 36: Student Teacher Grants in Shortage Areas (FY 2022), Awards by Institution	NA – The Minnesota Office of Higher Education can provide this data
Table 37: Underrepresented Student Teacher Grants (FY 2022), Awards by Institution	NA - The Minnesota Office of Higher Education can provide this data
Table 38: 2021-22 TEACH Award Grant Volume, by School	NA - The Minnesota Office of Higher Education can provide this data
Table 39: CUGMEC Grant Awards (Fiscal Years 2021-23)	NA - The Minnesota Department of Education can provide this data
Table 40: Teacher Mentorship and Retention of Effective Teachers Grant (Fiscal Years 2021-23)	NA - The Minnesota Department of Education can provide this data

Appendix B: District Supply and Demand Survey Questions

The following questions were included in the survey.

1. Does your district use internal recruitment practices to assist non-licensed staff or Tier 1 and Tier 2 teachers to obtain full licensure or to assist Tier 3 and Tier 4 teachers to obtain additional licensure?
2. If your district uses internal recruitment practices that are not listed in the previous question, please describe them.
3. How effective have the internal recruitment practices been?
4. For the last two years, how many staff have participated in the internal recruitment practices for your district?
5. If your district uses internal recruitment programs, what incentives has the district used?
6. What external recruitment practices does your district use?
7. If you have external recruitment practices that are not listed in the previous question, please list them.
8. Please identify the three external recruitment practices that have been the most effective for your district.
9. Taking into consideration all the internal and external recruitment practices, what is one or two your district has done that was not successful for your district.
10. How do the following rate when comparing school year 2023-2024 to school year 2024-2025?
11. For the previous question, areas that you identified as decreased, what do you believe may have contributed to this decrease? Check all that apply.
12. For the previous question, areas that you identified as increased, what do you believe may have contributed to this increase? Check all that apply.
13. Please list the types and number of positions that have remained unfilled or courses that have been canceled. An unfilled position is one that has been canceled, remains open, is filled only with short term subs. For the purposes of this question, if a position is filled with a long-term substitute, an individual on a tier 1 or tier 2 license, or a person on a permission, it is considered a filled position.
14. When advertising open positions does the district make aware to applicants a willingness to hire individuals who may need a Tier 1, Tier 2, or permission for the position?
15. How does your district fill short term substitute positions? Check all that apply.
16. What makes a short-term substitute position hard to fill? Check all that apply
17. If you checked any items as hard to fill for short term substitute positions, please provide us with additional information. For example, it is harder to fill sub positions that are only two hours, or it is harder to fill a position at our alternative program or it is harder to fill a kindergarten position.
18. Describe your districts use of short-term substitutes comparing school year 2023-2024 to school year 2024-2025.
19. What is the estimated headcount of the total short-term substitutes that your district used for school year 24-25?
20. How does your district fill long term substitute positions? Check all that apply.
21. Does your district have a policy that establishes time limit thresholds for long-term substitutes? For example, a long-term sub fills placements of at least 21 days, but no more than 60 days. Any placement more than that established threshold is considered an employee. If your district has a policy establishing time limit thresholds, please explain the policies.

22. What are the top three content areas that are hardest to fill long term substitute positions?
23. Describe your districts use of long-term substitutes comparing school year 2023-2024 to school year 2024-2025.
24. What is the estimated headcount of the total long-term substitutes that your district used for school year 24-25?
25. Does your district hire individuals who hold a Tier 1 license, a Tier 2 license, a teacher in need of an OFP?
26. If, on the last question, you checked "yes, but only in certain licensure areas", please list those licensure areas.
27. What affirmative steps has your district taken to hire teachers in shortage licensure areas?
28. The State of Minnesota has set a goal that by 2024 teacher workforce diversity will match that of the student population. What affirmative steps has your district taken to increase the diversity of the applicant pool for licensed teacher positions?
29. What is the most frequently cited reasons for declining a job offer? If you do not have access to this data, write unknown.
30. For instances when your district has had to rescind a job offer, what is the most frequent reason why?
31. How do the following educator group retention rate when comparing school year 2023-2024 to school year 2024-2025? (Tier 3 and Tier 4 teachers retained, Tier 1 and Tier 2 teachers retained, and Substitute teachers retained)
32. In your opinion, for the educator groups that have increased, what is contributing to this?
33. In your opinion, for the educator groups that have decreased, what is contributing to this?
34. How much advanced notice is required for retirements?
35. How much advanced notice is required for leave of absence requests?
36. How much advanced notice is required for resignations requests?
37. How much advanced notice is typically given for terminations?
38. When comparing the reason for teachers leaving in school year 2023-2024 to school year 2024-2025, how do each rate.
39. For the reasons for teachers leaving that decreased, what do you think has caused this decrease?
40. For the reasons for teachers leaving that increased, what do you think has caused this increase?
41. If your district receives reasons for why a teacher is leaving the district, what are the most common reasons?
42. Over the next five years, how do you expect the following to change? (student enrollment, teacher retirements, teachers leaving the profession, teachers entering the profession, need for substitute teachers)
43. Thinking over the next five years, which licensure areas will be the highest need for your district.
44. If you checked Arts as one of the top five licensure areas your district will need, please identify the specific area.
45. If you checked Career and Technical Education as one of the top five licensure areas your district will need, please identify the specific area.
46. If you checked Science as one of the top five licensure areas your district will need, please identify the specific area.
47. If you checked Special Education as one of the top five licensure areas your district will need, please identify the specific area.

48. If you checked World Languages as one of the top five licensure areas your district will need, please enter up to three world language areas.
49. If you checked Related Services as one of the top five licensure areas your district will need, please identify the specific area.
50. Would it be possible for the following data to be provided in future surveys?
51. PELSB intends to make this survey a yearly collection. Would you be willing to be a member of a workgroup to assist in improving the district survey content and procedures?
52. In your own words, what does the PELSB, the public, and the Minnesota legislature need to know about your district's experiences with filling positions for licensed teachers?

Appendix C: Pathways to Licensure

When a full, professional license (Tier 3 or Tier 4) is processed the recommending institution is recorded on the educator's license file. In most cases this is the college or university verifying that a person has completed an approved licensure program. However, with the multiple pathways to licensure, there are many other recommending codes that are not tied to a college or university. These have been separated into the following Pathway Categories:

Alternative Pathways: These include out-of-state alternative programs, alternative higher education programs prior to 2009, and Minnesota Approved Alternative Programs. These can be found on the Minnesota Educator Workforce Dashboard under "Educator Preparation and Licensure Pathways" by clicking on "Teacher Preparation Programs Yearly Report".

American Indian Language, History, and Culture (AILHC) License: This pathway is supported by [Minnesota Statutes 124D.75 Licenses for American Indian Language and Culture](#). This pathway requires a resolution or letter of support signed by an American Indian tribal government. A person receiving a license via this pathway will always be either a Tier 3 or Tier 4. Previously known as the Eminence Credential.

MN Approved Program – Institution of Higher Education: These programs that are connected to an institution of higher education that have been approved by the PELSB board as a licensure program. At this point, this can include traditional programs, residency programs, mentorship programs, or alternative programs if they are run by an institution of higher education.

Licensure via Examination: Currently the only licenses in Minnesota that can be received via an examination are grade 9-12 science licenses. [Minnesota Rules 8710.4770 Teacher of Science Endorsement Licensure by Examination](#) explains that a person holding a grade 9-12 or 7-12 science license in chemistry, earth and space, life, or physics who has completed three years of teaching in science can take and pass the content exam to add another science licensure area.

Licensure via Portfolio: These are individuals who were recommended for licensure via the portfolio program. These would include programs such as a Language Heritage Program.

National Board Certification: These are individuals who have been certified by the [National Board for Professional Teaching Standards](#).

Outside of United States: These would be individuals who qualified for a Minnesota license because they had completed a program and received a license in a country outside of the United States.

Prior to Digital Storage: Licensing began to collect and store licensure pathways data in late fall, early winter of 2009. Prior to this the recommendation for licensure was not stored in an educator's file digitally.

State Outside of Minnesota: These are individuals who were recommended for licensure by a teacher preparation program outside of Minnesota.

Tier 2 Tier 3 Pathway: These are individuals who have at least three years of experience teaching as the teacher of record aligned to the licensure are sought under a Tier 2 license.

Appendix D: Licensure Categories

The licenses listed in this table are only those that were active for 2024-2025, meaning at least one person held a non-expired license.

Teacher Shortage is based on assignment codes, then converted to the licensure category area based on the license the teacher holds. Adult Basic Education does not qualify for teacher shortage since any license can teach this and is not required to be content specific. American Indian Studies does not qualify for teacher shortage since these assignments require a license received via the American Indian Educators Pathway, meaning the licenses are not eligible for Tier 1 and Tier 2 nor can a permission receive an OFP in this area.

Table 46: Licensure Categories

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Career and Technical Education/Career Pathways	Agriculture	010100 Agricultural Education	010000 Vocational Agriculture 010500 Horticulture or Specialty Crops
Career and Technical Education/Career Pathways	Business and Marketing	140050 Business	040000 Distributive Education 040800 Marketing Occupations 040804 Model Store 140120 Banking and Finance 140500 Business Simulation Occupations 140710 Administrative Support Occupations 140715 Legal Secretarial Occupations 140730 General Secretarial/Clerical Occupation with Shorthand 140731 General Secretarial/Clerical Occupation without Shorthand
Career and Technical Education/Career Pathways	Service Occupations	092602 Cosmetology 092603 Law Enforcement/Criminal Justice	092602 Cosmetology (vocational license) 070002 Public Affairs/Community Service Occupations 090214 Fashion/Apparel/Textile Occupations 092902 Foods Occupations 300400 Creative Design Careers 300500 Early Childhood Careers 300600 Hospitality Services Careers

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Career and Technical Education/Career Pathways	Family and Consumer Sciences	090100 Family and Consumer Sciences	090101 Consumer and Homemaking Occupations 090112 Consumer and Homemaking/Family Life 090121 Family Life Education 090201 Child Care/Guidance and Education Occupations 090204 Housing Occupations
Career and Technical Education/Career Pathways	Health Services	300300 Medical Careers	070300 Health Care Careers 070303 Nursing Assisting 070907 Emergency Medical Technician
Career and Technical Education/Career Pathways	Support Roles	199900 Career Accommodation Specialist	000670 Support Service Facilitator 000710 Vocational Evaluator 000790 Supplemental Support/Technical Tutor 001050 Employment Placement Specialist
Career and Technical Education/Career Pathways	Trade and Industry – Communication Technologies	300000 Communications Technology Career	171300 Drafting Occupations 171500 Electronics Occupations 171510 Broadcast/Media Occupations 171515 Communications/Media Occupations 171900 Graphic Arts
Career and Technical Education/Career Pathways	Trade and Industry – Construction	300100 Construction Careers	171000 Construction Occupations 171016 Construction Occupations/Finishing Trades 171020 Construction Occupations/Planning and Management
Career and Technical Education/Career Pathways	Trade and Industry – Manufacturing	300200 Manufacturing Careers	171720 Principles of Technology 172300 Metal/Material Processing Occupations 172302 Machine Shop Operations 172306 Welding Occupations

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Career and Technical Education/Career Pathways	Trade and Industry – Transportation	300700 Transportation Careers	170301 Auto Body Repair Occupations 170302 Auto Mechanics 170303 Vehicle Services Occupations 170308 Parts Sales and Services Occupations 170400 Aviation Occupations 173100 Small Engine Mechanics 173101 Recreational Vehicle Repair
Career and Technical Education/Career Pathways	Work-Based Learning	160000 Teacher Coordinator Work Based Learning	000740 Teacher-Coordinator Work Experience Disadvantaged/Handicapped 000745 Teacher-Coordinator Work Experience Disadvantaged 000750 Teacher-Coordinator Work Experience Handicapped 019090 Teacher-Coordinator Agriculture Co-Op Program/Nonfarm 049090 Teacher-Coordinator Marketing Occupation Co-Op Program 079090 Teacher-Coordinator Health Occupations Co-Op Program 079091 Teacher-Coordinator Public Affairs/Community Service 099090 Teacher-Coordinator Service Occupations Co-Op Program 149090 Teacher-Coordinator Business Occupation Co-Op Program 179090 Teacher-Coordinator Trade and Industrial Co-Op Programs
Content Area	Adult Basic Education (ABE)	180400 Adult Basic Education Any educator license	no legacy licenses

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Content Area	Business (non-CTE)	140050 Business	140000 Business (Non-Vocational) 140100 Accounting and Data Processing 140300 Clerical Office Occupations 140700 Business Education - Secretarial 142300 Business Education-Basic and Economics 149992 Business Education (Except Shorthand) 149995 Business Education (Except Bookkeeping)
Content Area	Communication Arts and Literature	050100 Communication Arts/Literature	050000 English/Language Arts 050403 Journalism 050500 Speech 050575 Speech and Theatre Arts
Content Area	Computer Education	149999 Teachers of Computer, Keyboarding, and Related Technology Applications	149996 Computer Science 149997 Keyboarding for Computer Applications
Content Area	Driver's Education	210000 Driver and Traffic Safety	No legacy licenses
Content Area	Family and Consumer Sciences	090100 Family and Consumer Sciences	090000 Home Economics
Content Area	Health Education	080100 Health	080088 Health and Physical Education
Content Area	Industrial Arts/Technology	100100 Technology	100000 Industrial Arts
Content Areas	Library Media Specialist	941000 Library Media Specialist	940400 Librarian
Content Area	Mathematics	110000 Mathematics	No legacy licenses
Content Area	Sciences	130200 Life Science 130301 Chemistry 130302 Physics 130400 Earth and Space Science 130600 Science 5-8 (Full License) 130601 Science 5-8 (Endorsement)	130000 Sciences -All- 130099 Jr High Science 130100 General Science *See Jr Hi Science 130300 Physical Sciences (Physics and Chemistry) 130500 Science 5-9
Content Area	Physical Education	080300 Physical Education	080088 Health and Physical Education

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Content Area	Reading	050195 Reading Leader 050196 Reading	050197 Elementary Remedial Reading 050198 Secondary Remedial Reading 050199 Secondary Developmental Reading
Content Area	Social Studies	150000 Social Studies	150600 Economics 150700 Geography 150800 History 150810 History-Humanities 151000 Political Science 151100 Psychology 151200 Sociology
Arts	Dance	050800 Dance 050700 Dance and Theatre	No legacy licenses
Arts	Music	120400 Vocal and Classroom Music 120500 Instrumental and Classroom Music	120000 Music 120100 Classroom Music 120401 Vocal Music 120501 Band 120502 Orchestra
Arts	Theatre	050600 Theatre 050700 Dance and Theatre	050575 Speech and Theatre Arts
Arts	Visual Arts	020000 Visual Arts	020103 Art-Humanities
Elementary and Early Childhood	Early Childhood Education	180105 Pre-Primary 180150 Early Childhood Education 180401 Parent and Family Education	180102 Pre-Kindergarten 180402 Family Education/Early Childhood Educator 180103 Pre-Kindergarten and Kindergarten
Elementary and Early Childhood	Elementary Education	180100 Elementary Education	180103 Pre-Kindergarten and Kindergarten
Language and Culture	American Indian Studies	150120 Dakota Language 150121 Dakota History and Culture 150130 Ojibwe Language 150131 Ojibwe History and Culture 150140 American Indian Language 150141 American Indian History and Culture	150110 American Indian Language and Culture
Language and Culture	Bilingual Education	060301 Bilingual Education	No legacy licenses

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Language and Culture	English Language Learners	060206 English as a Second Language	No legacy licenses
Language and Culture	World Languages	060105 Latin 060106 Greek 060200 American Sign Language 060201 Arabic 060203 Chinese 060208 French 060209 German 060212 Hebrew 060213 Italian 060214 Japanese 060215 Norwegian 060218 Russian 060219 Spanish 060220 Swedish 060221 Ojibwa 060222 Dakota 060225 Swahili 060400 Hmong 060401 Korean 060402 Somali 060403 Karen 060404 Hindi 060405 Amharic 060406 Tigrinya	No legacy licenses
Related Services	Speech-Language Pathologist	190106 Speech Language Pathologist (SLP)	No legacy licenses
Related Services	School Guidance Counselor	940310 School Counselor	940300 Secondary Guidance and Counseling 940301 Middle School Guidance and Counseling 940302 Elementary Guidance and Counseling
Related Services	School Psychologist	940600 School Psychologist	940500 School Psychologist I
Related Services	School Social Worker	940710 School Social Worker	940700 School Social Worker I 940701 School Social Worker II
Related Services	School Nurse	940800 School Nurse	No legacy licenses
Special Education	Early Childhood Special Education	190500 Early Childhood Special Education (ECSE)	No legacy license

Licensure Category	Subcategory	Current License Codes and Names	Legacy License Codes and Names
Special Education	Special Education	190200 Emotional Behavior Disorders (EBD) 190201 Learning Disabilities (LD) 190202 Autism Spectrum Disorders (ASD) 190302 Developmental/Adaptive Physical Education (DAPE) 190310 Physical and Health Disabilities (PHD) 190490 Oral/Aural Deaf Education 190497 Deaf or Hard of Hearing (DHH) 190498 Blind or Visually Impaired (BVI) 199800 Developmental Disabilities 199810 Academic and Behavioral Strategist (ABS)	190300 Physically Handicapped 199801 Mild to Moderate Mentally Handicapped 199802 Moderate to Severe Mentally Handicapped 199803 Mildly Handicapped