

Board Meeting

9:30 am

December 12, 2025

Agenda

- I. Call to Order
- II. Approval of Board Meeting Agenda
- III. Oral Arguments
- IV. Discipline Matters (Closed)
- IV. Consent Agenda
- V. Public Comment
- VI. Unfinished Business
 - A. Streamlining Licensure
 - B. Executive Director Evaluation

- C. 2026 Legislative Priorities
- D. R4863 Rulemaking Update
- VI. New Business
 - A. Literacy Update
 - B. Supply & Demand and Tiered Licensure & Permissions Reports
- VII. Reports
- VIII. Adjourn

Call to Order

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Board is in Closed Session for Discipline Matters

Call to Order

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Discipline Report Out

Dr. Lucy Payne, Chair

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Please refer to pages 3 and 4 of the Board meeting agenda.

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Matt Shaver

Senior Policy Director, EdAllies

Call to Order

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Streamlining Licensure

Ad Hoc Committee

Streamlining Licensure

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Data and Information Reviewed

- Recommendations from staff based on licensing data
- Science Teacher Data from PELSB staff
- OFP, tiers 1 & 2 data and experiences
- Standards and Rules Conversations – May and August
- Feedback from districts and teacher prep
- Board and partner conversations including board retreat 2025

Streamlining Licensure

Guiding Philosophy

Call to Order

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- There is a need to streamline the number of licenses, which includes content knowledge and scope.
- There is a need for flexibility based on a broader knowledge base, teachers prepared to meet current and emerging needs of students.
- While the needs of districts (staffing, student needs, flexibility) are a factor, these overlap with students' needs for trained, highly qualified teachers. Changes to the licensure structure and teacher prep address both.
- The Board should create only needed/required licenses and let districts work with teachers on going PD.
 - Don't create programs that aren't required, EPPs might not have the resources to create programs that potential to be low enrolled. Add depth through PD / renewal / rule updates to existing licenses.
 - Using renewal and micro credentials to grow depth of knowledge
 - K-6 endorsement areas can be address in the micro credential space and through rule updates to elementary license
- The emphasis of teacher qualifications is on pedagogy – this is what makes a great teacher.
- Content knowledge is important, but changes in technology have shifted the way teachers and students access content knowledge.

Streamlining Licensure

Call to Order

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Specific Licensure Recommendations:

Ethnic Studies K-6 Endorsement & Computer Science K-6 Endorsement

The committee recommends the Board does not create these K-6 endorsements because the content can be taught by licensed elementary teachers. They do recommend that standards related to these content areas be included in future revisions of the elementary education licensure rules.

Arts Licensure

The committee recommends merging licenses to create a general music license. The committee does not recommend the creation of a media arts license. However, the committee recommends that the media arts standards be integrated into existing licenses eligible to teach media arts classes.

Science Licensure

The committee recommends fewer licenses and a simplified scope (e.g. 5-12 licenses) but is open to the recommendations of the newly created Science Licensure Working Group. Additionally, the committee recommends changes to current policy to help science teachers gain general license.

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Executive Director Evaluation

Brandee Shoemaker, Executive Committee Member

Call to Order

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2026 Legislative Priorities

Dr. Yelena Bailey, Executive Director

2026 Legislative Priorities

Call to Order

REMOVING BARRIERS TO LICENSURE:

- Join the Interstate Teacher Mobility Compact
- Allow enrollment in a state-approved program with equivalent student teaching for tier 2 license

Oral Arguments

Discipline Matters

MEET THE NEEDS OF MN STUDENTS:

- Support the creation of an Education Advisory Group to address AI, High School Redesign, and other future needs
- Update mental health renewal requirement ("mental illness")
- Support efforts to enhance ethics processes that protect students

Consent Agenda

Public Comment

Unfinished Business

OPERATIONAL EXCELLENCE:

- Transfer responsibility to administer the paraprofessional credential to MDE
- IT fund extension
- Revise testing accommodations in 122A.185

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R4863 Rulemaking Update

Steve Rollin, Rulemaking Attorney

Unfinished Business

Background:

Rule 4863 proposes changes to teacher licensure, license renewal, and other legislative requirements. The possible changes include:

- implementing legislative changes that expand the exemption from a bachelor's degree requirement for licensure to include teachers seeking licensure in World Language & Culture, and the Visual or Performing Arts;
- Adopting required components to the renewal requirement specific to American Indian history and culture;
- Streamlining certain components of the licensure via portfolio process;
- Defining "meaningful progress," for the purpose of determining whether a teacher on a Tier 2 license can renew; and,
- Early Childhood Education, Ethnic Studies, and Computer Science licensure.

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Board Subcommittee Recommendations

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In May, the Board Chair assigned three board members to review comments. The subcommittee met three times in July and recommends the following changes to the proposed rule:

Bachelor of Arts (BA) Exemption

- None.

American Indian History & Culture Renewal Requirement

- None

Portfolio Streamlining

- Remove Ag Ed, Business, FACS, Work-Based Learning, and Accommodation Specialist from the requirement for a CTE core skills portfolio, as they are not required to have the CTE Core (only the “career” fields require CTE Core).

Meaningful Progress Licensure

- Change the definition of meaningful progress changed to reflect differing requirements in teaching programs:
- Remove statements in the rule “as defined by the provider”, which limits the definition of meaningful progress.

Unfinished Business

Board Subcommittee Recommendations (continued)

Call to Order

Early Childhood Education Licensure

- Allow variances for cooperating teacher qualifications for working in clinical experience with new ECE teachers.

Oral Arguments

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Ethnic Studies Licensure

- Change ethnic studies license from a preK-12 to a grade 5-12 license.
- Change ethnic studies license to a K-6 elementary level endorsement for ethnic studies.
- Add ethnic studies endorsement for social studies teachers grades 5-12.
- Add in the equivalent of social studies reading standards.

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Unfinished Business

Computer Science Licensure

- Change computer science license from a preK-12 to a grade 5-12 license.
- Change computer science license to a K-6 elementary level endorsement for Computer Science.
- Add in the equivalent of Math reading standards.

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The subcommittee's discussion and more information are available on the PELSB website at [R4863 Rulemaking](#).

Additional Issues

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Additional Issues arose after adjournment of the subcommittee. PELSB staff recommend:

- that the requirement of demonstrating the social studies scope & sequence strands be removed.
- under the ethnic studies, computer science and early childhood education licenses, that a candidate for additional licensure demonstrate they have met the standards for effective practice.
- the definition of meaningful progress should apply to candidates with an out-of-field permission (and not just Tier 2 candidates).

PELSB is working with MDE to clarify OFP policies in line with IDEA.

Adding OFPs to meaningful progress may help with this.

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Literacy Update

Dr. Lucy Payne, Board Chair

Literacy Update

Call to Order

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Background:

In 2022 Minnesota was selected to be part of cohort 2 for the Hunt Institutes Path Forward Program. The mission of the team is, “Teaching children to read – collectively engaging in evidence-based tier one instruction that teaches 80% of children to reach reading proficiency.”

Reading Rubric Development:

MACTE, teacher educators in literacy, and PELSB have been collaborating on a Reading Rubric for continuous improvement. This rubric is designed to complement the literacy work at the program level done with the Literacy Audit. PELSB Staff are working on implementation at the unit level.

Literacy Lab Site Visit:

On October 21st, representatives from PELSB and MDE traveled to Moorhead, MN to visit elementary schools and see Minnesota State Moorhead Early Literacy Fellows in action. The Early Literacy Fellows program marries the theory and research taught in teacher prep classrooms with the practicalities of teaching an *actual* child to read.



Supply & Demand and Tiered Licensure & Permissions Reports

Kat Anthony-Wigle, Data & Policy Specialist

Call to Order

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Supply & Demand Key Findings

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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: 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%

Supply & Demand Key Findings

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Key Findings: 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 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%

Supply & Demand Key Findings

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Key Findings: Nearly a third of new teachers leave teaching within the first five years in the profession.

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								

Supply & Demand Key Findings

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Key Findings: 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: 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%

Supply & Demand Key Findings

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Key Findings: The demand for teachers is evenly distributed among economic development regions within the state.

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%
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%

Supply & Demand Key Findings

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Key Findings: 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.

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 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%

Supply & Demand Key Findings

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Key Findings: Just under 90% of all teaching assignments are filled by teachers who hold the appropriate full professional license for that assignment.

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%

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%

Supply & Demand Key Findings

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Key Findings: 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: 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
Early Childhood Special Education (ECSE)	367
Autism Spectrum Disorders (ASD)	361
Mathematics	360
Physical Education	325
Learning Disabilities (LD)	306

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%

Supply & Demand Interesting Finding

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Interesting finding: When calculating the teacher attrition (new teachers in their first five years), I wondered how many teachers who start on a Tier 1 and Tier 2 not only returned, but moved to a full, professional license.

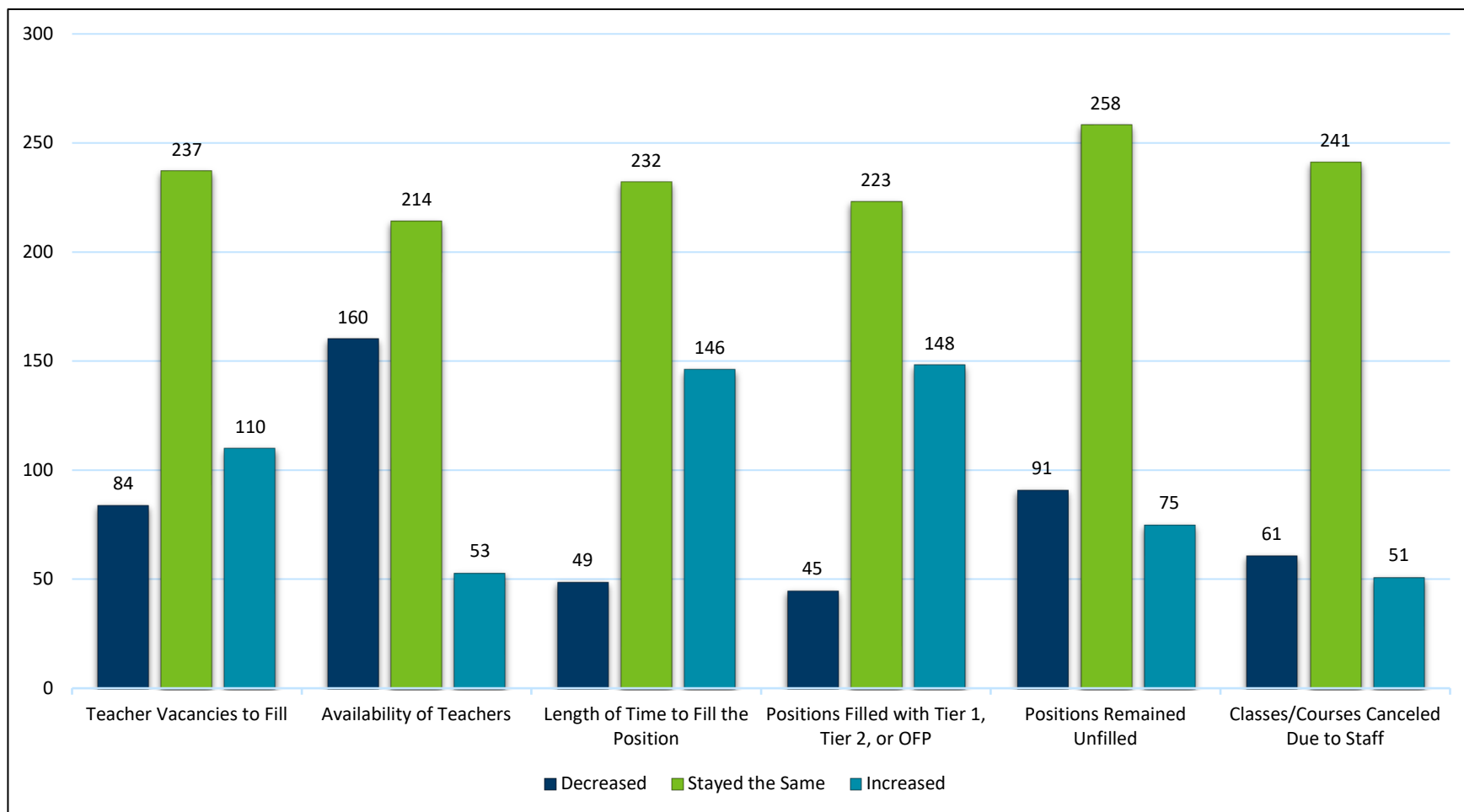
***Legislative changes in 2023 may have impacted this data. We estimate 850-1000 Tier 2 teachers moved to a Tier 3/Tier 4 when testing was removed.**

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		

Supply & Demand District Survey

Comparison of School Year 2023-2024 to School Year 2024-2025



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Supply & Demand Educator Retention

Call to Order

In the 2024-2025 school year there were 72,958 educators working with a full professional license.

Oral Arguments

Out of the nearly 73,000 educators reported as working this past school year:

Discipline Matters

- Over 77% (56,586) were reported with an assignment in 2020-2021
- Almost 75% (54,531) were reported as working in a similar assignment role in 2020-2021
- 1,215 educators previously held a Tier 1 or Tier 2 license in 2020-2021
- 63% (46,009) were reported as working in the same EDR in 2020-2021
- Almost 63% (45,927) were reported as working in the same district in 2020-2021
- Just under 55% (40,125) were reported as working in the same school in 2020-2021

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Legislative

Increase Teachers of Color and Indigenous Educators

Standards and Rules

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Staff Reports

Dr. Yelena Bailey, Executive Director

Staff Reports

	Work Group/Community Partner Meeting	Focus Area	Board/Staff Lead	Date
Call to Order	NEEC Ad Hoc Committee	Licensure Policy	Yelena Bailey	11/24/2025
Discipline Matters	CEEDAR	Policy for Special Education	Michelle Sandler	12/4/2025
Consent Agenda	NASDTEC Central Region	State updates	Yelena Bailey, Erin Doan	12/10/2025
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Chair Report

Dr. Lucy Payne, Chair

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The meeting is adjourned.

Upcoming Meetings:
January 23, 2025

Please visit <https://mn.gov/pelsb/board/meetings/> for more information.