MINNESOTA
PROFESSIONAL EDUCATOR
LICENSING AND STANDARDS BOARD

Board Meeting

9:30 am

November 13, 2026

Agenda

I. Call to Order

II. Approval of Board Meeting Agenda

III. Discipline Matters (Closed)

III. Consent Agenda

IV. Public Comment

V. Unfinished Business

- A. Increase Educators of Color and Indigenous Educators Committee Update
- B. R4863 Rulemaking Update

V. New Business

- A. Board-Adopted Performance Assessment
- B. 2026 Supply & Demand Report
- C. 2027 Legislative Priorities
- D. Board Elections

VI. Reports

VII. Adjourn

MINNESOTA
PROFESSIONAL EDUCATOR
LICENSING AND STANDARDS BOARD

Board is in Closed Session for Discipline Matters

- Call to Order
- Oral Arguments
- Discipline Matters
- Consent Agenda
- Public Comment
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- Adjourn

Discipline Report Out

Amy Aho, Chair

- Call to Order
- Oral Arguments
- Discipline Matters
- Consent Agenda
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Consent Agenda

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

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Public Comment

Call to Order
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Laura Mogelson

Legislative Liaison, MN Association of Colleges for Teacher Education (MACTE)

Call to Order
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Marcus Penny

Communications Director, Education Evolving

Call to Order
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KateLynne Snyder

Lobbyist, Education Minnesota

Call to Order
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Carl Ferkinhoff

Professor, Winona State University

Call to Order
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Chuck Handlon

Education Committee Chair, MN American Chemical Society

Call to Order
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Natalia Benjamin

Teacher, Rochester Public Schools

Call to Order
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Increase Educators of Color and Indigenous Educators Committee Update

Yelena Bailey, Executive Director

Increase Educators of Color and Indigenous Educators Committee Update

- Call to Order
- Oral Arguments
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Created in 2020 to help advance the Board's goal of increasing teachers of color and American Indian teachers.

- Over the past couple of years, work has slowed
- The committee's original duties have been taken up by the full Board
- Executive Committee proposes taking on the duties of the IEoCIE

Increase Educators of Color and Indigenous Educators Committee Update

- Call to Order
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Since last month's discussion, community partners have raised some important questions that should be addressed publicly, such as:

Q. What are the current duties of the IEoCIE and which of these duties will move to Executive Committee?

A. The duties of IEoCIE are:

a) Host regular meetings that facilitate community partner input on the obstacles and opportunities related to increasing educator diversity in Minnesota.
b) Help develop Board definitions and statements related to culturally responsive pedagogy, teacher diversity, and educational equity.
c) Research and recommend policies and strategies to the Board that would help increase the number of educators of color and Indigenous educators in Minnesota, including possible changes to state law and/or rules.
d) Build partnerships with other state agencies and organizations to collective work towards the Board goal of increasing educators of color and Indigenous educators.
e) Upon request, review Cultural Competency Trainings offered to Minnesota's educators.

All but "e" would be transferred to Executive Committee because "e" has been taken up by the Renewal Subcommittee.

Increase Educators of Color and Indigenous Educators Committee Update

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Q. Is there a method for members of the public to submit recommendations related to recruiting and retaining teachers of color and American Indian teachers?

A. Yes, members for the public may submit requests via email or make public comment at a Board meeting. Community members may submit any topics they propose for the Board agenda to the Executive Director or the Board Chair and these will be brought to the Executive Committee.

Q. Will the Board provide data on its efforts to recruit and retain teachers of color and American Indian teachers?

A. This is important data that is publicly available in our Data Center and the Board Metrics page (specifically under goal 1).

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R4863 Rulemaking Update

Steve Rollin, Rulemaking Attorney

R4863 Rulemaking Update

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The Board is proposing changes to the rule parts governing teacher licensure, renewal, and other legislative requirements. The proposed rules are about the following seven key topics:

- **Topic 1**. Implementing legislative mandates 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;
- **Topic 2**. Adopting legislative required components to the renewal requirement specific to American Indian history and culture;
- **Topic 3**. Streamlining certain components of the licensure via portfolio process;
- **Topic 4**. Defining "meaningful progress" for the purpose of determining whether a teacher on a Tier 2 license can renew;
- **Topic 5**. Early Childhood Education Licensure – adoption of national standards for teacher licensure;
- **Topic 6**. Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses; and,
- **Topic 7**. Computer Science licensure – providing teacher licensure stemming from a legislative mandate for more Computer Science in the schools.

R4863 Rulemaking Update

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Discussion

PELSB received around 300 comments. The vast majority of the comments objected to the proposed ethnics studies teaching license. While most objections did not include a reason, those that did were based on the misconception that the standards impose political bias on teachers and directly decide what K-12 students are taught.

PELSB staff categorized the comments and prepared draft responses for the Board to review. The Board must discuss the responses this month and vote on them at the December meeting.

Topic 1. Implementing legislative mandates 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 (Sec. 122A.181 MN Statutes)

Summary of Comment(s): No comments

PELSB Response: In the SONAR, PELSB stated the need and reasonableness of this topic.

Topic 2. Adopting legislative required components to the renewal requirement specific to American Indian history and culture (MN Statutes – Section 122A.187, Subdivision 7)

Summary of Comment(s): One commenter noted that much educational support for American Indian studies and content is being produced and wants to connect some of these pathways to the right educational entities. The commenter asked for asynchronous, free trainings to meet these requirements. MDE trainings have been intermittently inaccessible - creating requirements without resources stretches the capacity of schools beyond what is reasonable, and undermines the educational purpose of these laws.

PELSB Response: PELSB sought input from the 11 Tribal Nations and the Tribal Nations Education Committee to create a resource list. Some Tribal Nations are planning to offer land-based learning experiences. The resource list will be posted on our website and sent out to school districts.

This requirement is in statute. The rule simply provides parameters for implementation. As with all renewal training requirements, the cost and modality are up to local control. We will continue to share feedback with MDE on how their free offerings can improve.

Topic 3. Streamlining certain components of the licensure via portfolio process

Summary of Comment(s): Any streamlining to this process is helpful. Combining these three areas of review will help the process go more smoothly for teachers.

PELSB Response: This comment reflects the need for this rule change.

Topic 4. Defining "meaningful progress" for the purpose of determining whether a teacher on a Tier 2 license can renew

Summary of Comment(s): Two commentors shared concern regarding the number of standards and credits required for meaningful progress. Allowing providers, those closest to the candidate, the ability to determine whether or not candidates are making meaningful progress toward completion is the reasonable approach not benchmarking progress arbitrarily.

PELSB Response: This proposed definition of meaningful progress came from recommendations from the two professional organizations that represent all 38 of Minnesota's teacher preparation providers. Their recommendation is based on enrollment and completion rate data.

Topic 5. Early Childhood Education Licensure – adoption of national standards for teacher licensure

Summary of Comment(s): No comments

PELSB Response: In the SONAR, PELSB stated the need and reasonableness of Early Childhood Education teacher licensure change to national standards.

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

Support for the Standards

The Need for These Standards: Seven commenters said that the Ethnic Studies licensure aligns with the intent of the Minnesota legislature when they passed the "Ethnic Studies for All" bill in 2023. The Ethnic Studies licensure will help districts expand access to high-quality courses for all Minnesota students. Ethnic Studies are subjects that teach and celebrate our country's great diversity. The proposed rules were drafted after engagement with a broad group of stakeholders, including subject matter experts and K-12 teachers.

One commenter noted that we all should respect for all the ethnic groups that have immigrated here and we all should know the history of the Indigenous people.

PELSB Response: The proposed new license will help ensure that Ethnic Studies teachers are ready to teach a stand-alone course.

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

Misconception: Ethnic standards will pose a financial burden to teachers.

Summary of Comment(s): One commenter shared concern about cost to candidates, programs and school districts.

PELSB Response: The proposed standards reflect a baseline of understanding teachers of ethnic studies believe their colleagues need for licensure. The standards include reading-specific knowledge pursuant to statute. There is no cost to implement these standards. They are simply standards for licensure. Any associated costs would be for teacher preparation or portfolio, but these are optional avenues and only impact teachers who chose to be licensed in this area.

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

Misconception: The ethnic studies standards promote discriminatory stances on specific historical events and/or people groups.

Summary of Comment(s): Eight commenters shared concerns that these standards will be “weaponized” against specific people groups.

PELSB Response: The proposed standards are based on disciplinary concepts taught at universities across the country. Additionally, they have been reviewed and revised by dozens of educators representing different backgrounds and beliefs, as well as Board members. The final draft included here does not include references to any specific belief systems, political ideologies, or geopolitical events. Rather, the standards reflect a baseline of understanding teachers of ethnic studies believe their colleagues need for licensure. Standard A (8) also states teachers must "understand the history and plurality of the disciplines and pedagogies of ethnic studies," versus one specific way of teaching ethnic studies.

Note: *The Board should discuss whether or not to adopt recommended revisions by these commentors. If revisions are made, the response should include that.*

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

Misconception: The ethnic studies endorsement for social studies teachers is unnecessary because the content is covered in social studies.

Summary of Comment(s): Two commenters shared that the Social Studies license is all that is needed in today's K-12 system.

PELSB Response: Dozens of social studies teachers, including one on the Board who oversees a social studies teacher preparation program, were involved in differentiating the two areas when drafting the standards.

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

- **Misconception: Ethnic studies licensure requires specific political beliefs.**
- **Summary of Comment(s):** 14 commenters shared concern that the Ethnic Studies proposed rules only allow for one version of history and society.
- **PELSB Response:** The proposed standards do not require any specific political beliefs or activism. Furthermore, the standards are merely a set of knowledge teachers need for licensure. It does not dictate what they teach or believe.

Topic 6: Ethnic Studies licensure – providing teacher licensure stemming from a legislative mandate for schools to offer Ethnic Studies courses (Sec. 120B.251 MN Statutes)

Misconception: The ethnics studies teacher licensure standards are K-12 student academic standards.

Summary of Comment(s): 28 commenters shared concerns that these standards will directly decide what students are taught. Teachers should focus on math and reading instead.

PELSB Response: The proposed standards are not K-12 academic standards. MDE has jurisdiction over what is taught in schools. As such, they have no direct impact on school districts. These standards are simply a baseline of knowledge for adults who want to be licensed in ethnic studies. Furthermore, there is national research that shows ethnic studies has a positive impact on academic performance.

Topic 7. Computer Science licensure – providing teacher licensure stemming from a legislative mandate for more Computer Science in the schools (Minn. Stat. 120B.241 (2023))

Summary of Comment(s): No comments

PELSB Response: In the SONAR, PELSB stated the need and reasonableness of Computer Science teacher licensure based on national standards.

Miscellaneous Items in the Proposed Rule

Misconception: PELSB should post all information on its webpage. Mentoring is not a district-teacher partnership.

Summary of Comment(s): One commenter objected that PELSB is not submitting all information on its website; additionally, district inadequacies on mentorship could slow certain teacher licensing.

PELSB Response: The teacher preparation provider receives notice on the status of approval individually from PELSB on all matters of concern. The notices are in the Board minutes as well.

Comments Outside of the Rule

Misconception: Comments outside the scope of the proposed rules need to be addressed as part of the rule comments.

Summary of Comments: One Tribal Nation commenter noted that PELSB seeks to make school districts able to decide who is proficient in languages, history & culture and that infringes on our Sovereignty. Minnesota Statute 10.65 states that matters impacting Tribal Nations must have Tribal Consultation and requests a Government-to-Government consultation.

PELSB Response: This belongs in the "Comments Outside of the Scope of the Rule" section" because it refers to how the Tier 1 World Languages License is issued. PELSB has contacted the commenter to schedule a meeting.

R4863 Rulemaking Update

- Call to Order
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A copy of the proposed rules is available on the Board's website at https://mn.gov/pelsb/assets/RD4863%20-%202Sept26_tcm1113-766966.pdf .

PELSB published its Dual Notice of Intent to Adopt the Rule in the *State Register* on September 28, 2026. The Dual Notice triggered a 30-day pre-hearing comment period, which ended on November 2, 2026. Most of the 293 comments requested a hearing, which is now scheduled for January 8, 2027, with the Court of Administrative Hearings.

R4863 Rulemaking Update

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Portion of JCRC proposed changes

8710.4810 TEACHERS OF ETHNIC STUDIES.

Subpart 1. Scope of practice. A teacher of ethnic studies is authorized to provide to students in grades 5 through 12 instruction in the interdisciplinary study of race, ethnicity, and Indigeneity, including the connection of race to the stratification of other groups, including stratification based on the classes protected under section 363A.13.

Subp. 6. Subject matter standards. A candidate for licensure as a teacher of ethnic studies must demonstrate the knowledge and skills in items A to D.

A. Content knowledge. The teacher must:

(1) analyze social and human relationships with the natural world through Indigenous, precolonial, decolonial, and postcolonial lenses;

(2) understand how Indigeneity, race, gender, and other markers of identity, including classes protected under section 363A.13, are constructed and how these structures are maintained through power and language;

(4) understand how counternarratives serve to deconstruct dominant narratives that reproduce the status quo, power, and oppression, and how to evaluate all narratives against historical and factual evidence, including:

(e) ideological, institutional, interpersonal, and internalized forms of oppression, including oppression directed at classes protected under section 363A.13; and

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Board-Adopted Performance Assessment

Erin Doan, Director of Educator Preparation & Pathways

Two Assessment Options – Different Approaches

Summary of the memorandum's descriptions and provider feedback

CPAST
Collaborative performance assessment

- **21 rubric areas**
- **Midterm and final reviews**
- **Candidate + teacher + supervisor**
- **No candidate assessment fee**
- **Research-supported reliability**
- **Evaluator calibration needed**

edTPA Redesign
Structured performance assessment

- **12 rubrics**
- **Two assessment tasks**
- **Candidate-submitted evidence**
- **Candidate registration/scoring fees**
- **Greater flexibility in submissions**
- **Questions about score interpretation**

Board Discussion – Choices & Timing

November discussion is intended to inform formal action in December

Option A

Adopt CPAST as the sole board-adopted teacher performance assessment

Option B

Adopt edTPA Essentials as the sole board-adopted teacher performance assessment

Option C

Allow EPPs to choose CPAST or edTPA Essentials to meet the board requirement

Implementation considerations

Set an effective date for statewide compliance and allow providers time to adjust workflows, supervisor training, and candidate expectations.

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2026 Supply & Demand Report

Dani Thomas, Director of Data & Policy

Kat Anthony-Wigle, Data Specialist

Agenda

- Overview of Supply & Demand Power BI Dashboard
- Key Findings from the 2026 Report
- Dashboard Demonstration
- Conclusions & Next Steps

Supply & Demand: Transition to Power BI dashboard

Why Transition to Power BI?

Transparency & accountability

Make educator workforce data more accessible to the public.

Accessibility & Understanding

Present complex data through clear, interactive visualizations.

Deeper Data Exploration

Explore workforce trends by region, licensure area, and other characteristics.


Key
Findings

Key Supply Findings

- There are currently around **110,000** licensed teachers in Minnesota, but only **68%** of those teachers were reported as working in a Minnesota public school last year.
- The overwhelming majority of Minnesota's teachers hold a full professional license
- Approximately **90%** of all teaching assignments are filled by teachers who hold the appropriate full professional license for that assignment.
- Candidates completing teacher preparation in Minnesota are more diverse than Minnesota's existing teacher workforce. Teacher candidates of color or American Indian candidates comprised **16.5%** candidates who completed teacher preparation in Minnesota.
- Districts report the Special Education Teacher Pathway Program as the most utilized and effective ways to support non-licensed staff pursuing full licensure. Licensure via portfolio is reported as the second most effective way.
- Across the state, **79%** of educators entering employment in 2020-2021 remained employed after 5 years teaching in Minnesota, with 78% in the Twin Cities Metro. Same-school retention was higher in Greater Minnesota (59% versus 54%).

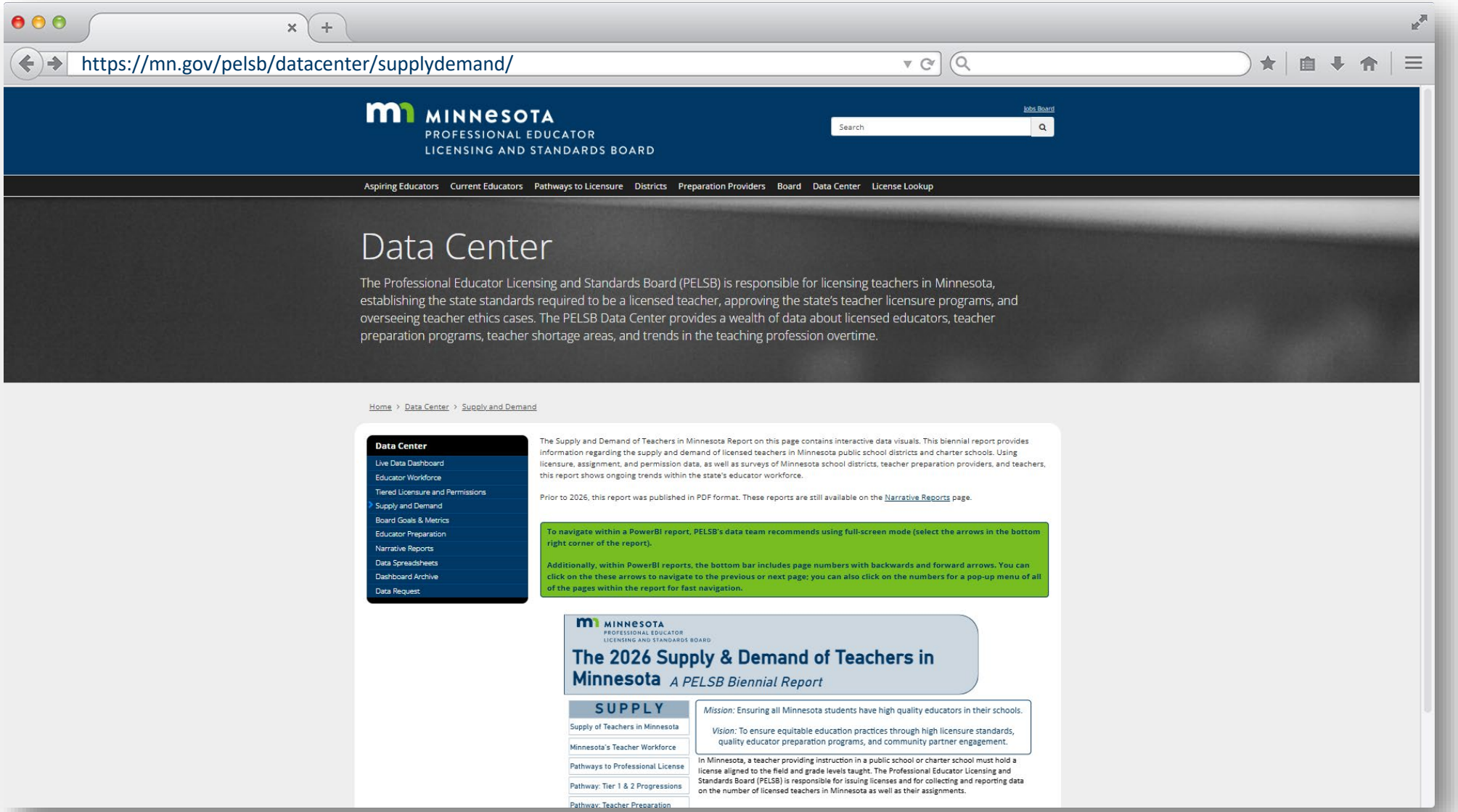
Source: 2026 Supply & Demand Dashboard – Key Report Findings

Key Demand Findings

- **36%** of Minnesota's teachers who hold a Tier 3 or Tier 4 License are not currently teaching in a public school classroom.
- 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.
- Nearly a third **(32%)** of new teachers leave teaching within the first five years in the profession.
- The demand for teachers remained steady across economic development regions within the state from 2024-2025 to 2025-2026.
- The licensure areas filled with the highest percentage of teachers or proportion of teachers holding a Tier 1 or Tier 2 license, or Out-of-Field Permission (OFP) for their assignment continue to include career and technical fields, special education, languages & the arts, early childhood, and core subjects such as science and math.

Dashboard Demo

[Supply and Demand Report / Professional Educator Licensing and Standards Board (PELSB)]



Dashboard Demonstration: Licensed vs. Working Educators

KEY FINDING

Approximately 35% of Tier 3 and Tier 4 licensed educators were not working in Minnesota public schools.

What can we learn by exploring the data further?

- How do employment patterns differ by license tier?
- Are there differences across racial and ethnic groups?
- How have these patterns changed between 2024–2025 and 2025–2026?

Source: 2026 Supply & Demand Dashboard — Minnesota's Teacher Workforce, Figure 1

Dashboard Demonstration: Teacher Preparation & Diversity

KEY FINDING

16.5% of candidates completing Minnesota teacher preparation programs were Teachers of Color or American Indian candidates.

What can we learn by exploring the data further?

- How does the diversity of teacher preparation candidates compare with the existing workforce?
- How does candidate diversity vary across racial and ethnic groups?
- How can we explore enrollment and completion across preparation programs?

Source: 2026 Supply & Demand Dashboard — Pathways to a Professional License, Figure 6 and Table 2

Dashboard Demonstration: Teacher Shortages by Geography

KEY FINDING

Teacher demand remained relatively steady across Minnesota's economic development regions from 2024–2025 to 2025–2026.

What can we learn by exploring the data further?

- How do staffing patterns differ by geographic region?
- Which district types rely most heavily on Tier 1, Tier 2, and special permissions?
- Which licensure areas experience the greatest staffing challenges?

Source: 2026 Supply & Demand Dashboard — Shortage Areas: Location, Table 7

Conclusions



Conclusions & Looking Heading

Teacher shortages are complex and multifaceted

Minnesota's challenges extend beyond licensure and preparation to recruitment, employment, and retention.

Expanding pathways into teaching remains important.

Alternative pathways, teacher preparation, and targeted recruitment can help strengthen the educator pipeline.

Retention requires sustained attention.

Compensation, working conditions, school climate, and professional support influence teachers' decisions to stay.

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2027 Legislative Priorities

Legislative Committee

2027 Legislative Priorities

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Meeting the Needs of Students & Schools

- Innovative licensure pathways for special education OFP holders
- Case load limits and/or protected prep time for special education teachers
- Grant the Board authority to withhold OFPs and Tier 1 licenses for failure to report ethics violations and repeat STAR violations
- Support for policies to better support neurodivergent students

Operational Excellence

- IT Fee to fund new system + maintenance
- Make licensure via portfolio a self-funded program
- Allow some survey data to be private to improve data accuracy
- Revise TMOC language to one vendor

2027 Legislative Priorities

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Elevating the Profession

- Support SEP-based professional development for Journey Workers

Revisions

- Support the creation of an Education Advisory Group to address ~~AI, High School Redesign, and other~~ future needs (2026)
- Increase licensure fee ~~from $57 to $85 and add a nominal fee~~ to support IT costs (2021)
- ~~Support BOSA taking on licensing duties (2024)~~
- ~~BOSA funding to support processing of administrative licenses by BOSA (2025)~~
- Streamline PELSB and BOSA operations by reducing redundancies and unfunded work

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Board Elections

Yelena Bailey, Executive Director

Board Elections

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During the December board meeting, elections for the Board Chair, Vice Chair, and Executive Committee will be held. Board members will be asked to use a Microsoft form to vote. PELSB staff will pre-populate the form with names after nominations are made.

Board members are asked to make nominations at the May meeting.

Steps for voting:

1. **First, board members will vote for the Chair.**
2. **After, board members will vote for Vice Chair.**
3. **Finally, board members will vote for the Executive Committee.**

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Committee Reports

Executive

Licensing

Teacher Preparation

Legislative

Standards & Rules

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Staff Reports

Dr. Yelena Bailey, Executive Director

Staff Reports

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Work Group/Community Partner Meeting	Focus Area	Board/Staff Lead	Date
Joyce Community of Practice/MDE/OHE	Workforce Planning	Erin Doan	10/13, 11/10
MEA	Licensure Policy	Amy Aho & Yelena Bailey	10/15
MinnState Transfer Pathways	Preparation Pathways	Erin Doan	10/15
MDE	SEPs	Yelena Bailey & Erin Doan	10/21
TeachMN	Recruitment	Erin Doan	10/21
MACTE Conference	Educator Preparation	Erin Doan, Michelle Sandler, Shelby Chollett, Melissa Miller	10/22
NE EPPs	National Educator Competencies	Yelena Bailey	10/29
MN Principal Advisory Group	Licensure Policy	Debby Odell & Yelena Bailey	11/5
Ethics Legislative Work Group	Educator Ethics	Yelena Bailey & Maria Zaloker	11/10

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Chair Report

Amy Aho, Chair

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The meeting is adjourned.

Upcoming Meetings:

December 11, 2026

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

MINNESOTA
PROFESSIONAL EDUCATOR
LICENSING AND STANDARDS BOARD