



2023

BIENNIAL REPORT

SUPPLY & DEMAND OF TEACHERS IN MINNESOTA



For More Information

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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.

Assignment: When an individual is employed by a Minnesota public 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.

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.

Duplicated: The total number within a category, even when a single individual may be counted multiple times (i.e., number of licenses held by teachers in Minnesota).

License: Authorization granted by PELSB 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.

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.

Permissions: Authorization granted by PELSB to a licensed teacher, to teach outside of the field or grade span of their license (called an “Out-of-Field Permission”) or to teach in multiple licensure areas within an established innovated program (called an “innovative program permission”). Permissions are granted upon request by a public district, charter school, or other educational institution. An Out-of-Field Permission can be issued to any teacher holding a Tier 2, Tier 3, or Tier 4 License. An Innovative Program Permission can be issued to any teacher holding a Tier 3 or Tier 4 License.

Professional License: A license with unlimited renewals that is transferable to any school district, including a Tier 3 or Tier 4 License.¹

Tier 1 License: A one-year license that requires the individual to hold a bachelor’s degree² and the district to show that no “acceptable” teacher holding a Tier 2, Tier 3, or Tier 4 License applied for the position. 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, 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: The headcount of individuals within a category (i.e. the number of licensed teachers in Minnesota).



¹ The term “professional license” is defined in Minnesota Rules 8705.0200, subpart 7c.

² Individuals applying for a Career and Technical Education or Career Pathways license are not required to hold a bachelor’s degree.

Key Findings

Every two years, the Professional Educator Licensing and Standards Board (PELSB) provides information to the Minnesota Legislature about the supply and demand of licensed teacher in Minnesota public school districts and charter schools.

The 2023 Teacher Supply and Demand Report shows the ongoing trend of struggles to retain current educators and recruit new individuals to the profession. Despite this, the majority of teaching assignments in Minnesota's public schools and charter schools are filled by teachers who hold a Tier 3 or Tier 4 license.

1. Just over 38% 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. The same is true of all licensed teachers.
2. The majority of teachers holding a Tier 2 License have completed teacher preparation or are in the process of completing teacher preparation. (See Table 3)
3. Over 92% of all teaching assignments are filled by teachers who hold the appropriate professional license for that assignment. (See Table 2)
4. The demand for teachers is evenly distributed among economic development regions within the state. (See Table 5)
5. 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. (See Table 23)
6. Districts are reporting impacts from the teacher shortage. A majority of districts reported being "somewhat significantly" or "very significantly" impacted by the teacher shortage (84%) and substitute teacher shortage (89%). (See Tables 26 and 27)
7. Minnesota continues to lag significantly in the ability to hire and retain racially and ethnically diverse teachers even close to the proportion of students of color and Indigenous students in the state. Still, the overwhelming majority of teachers of color and Indigenous teachers in the state hold a professional license. (See Table 6)
8. While still disproportionately low compared to Minnesota's student population, the candidates completing teacher preparation in Minnesota are more diverse than Minnesota's existing teacher workforce. 11.14% of teacher candidates who completed teacher preparation in Minnesota are of color or Indigenous. (See Table 18) Furthermore, 17.14% of all enrolled teacher candidates are people of color or Indigenous people.
9. Nearly a third of new teachers leave teaching within the first five years in the profession. (See Table 30)
10. The licensure areas filled with the highest proportion of teachers holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission for their assignment remain consistent - special education (SPED) fields, language licensure areas, and career and technical fields.

Introduction

In Minnesota, a teacher providing instruction in a public school or charter school must hold a license aligned to the field and grade level taught.³ 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.⁴

Every two years, the Professional Educator Licensing and Standards Board provides information to the Minnesota Legislature about the supply and demand of licensed teachers in Minnesota public school districts and charter schools. Through licensure, assignment, and permission data, as well as surveys of Minnesota districts, charter schools, and teacher preparation providers, this report seeks to address the following questions:

- What is Minnesota’s supply of licensed teachers?
- What is Minnesota’s demand of teachers?
- Does the supply and demand differ by economic development region, licensure area, district type, or race/ethnicity of teachers?

The data in this report primarily reflects the landscape of supply and demand within the 2021-2022 school year. In some instances, where noted, earlier data is included to attempt to look at trends. Please note that obtaining long-term trends in most data categories is not

³ Minn. Stat. 120A.22, subdivision 10.

⁴ Minn. Stat. 122A.09, subdivision 4; Minn. Stat. 122A.091.

BACKGROUND ON TIERED LICENSURE

Following extensive legislative changes in 2017, a new [Tiered Licensure System](#) went into effect on July 1, 2018, which created four different tiered licenses for teachers in Minnesota. 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 teacher must have a job offer from a public school or charter school (the license is therefore tied to the district and the assignment held by the teacher).

possible as the state of Minnesota transitioned to a new licensing system (Tiered Licensure) on July 1, 2018, and all old licensure types were converted by July 1, 2019.

This report will first describe the methods used to gather the supply and demand data presented and the limitations and challenges with the current data sources, as well as establish defined terms, which will be used throughout. A summary of the overall landscape for teachers (Section 1) is provided, followed by data targeted at the supply (Section 2) and demand (Section 3).

* A Tier 3 license can also be issued without teacher preparation or licensure via portfolio process if the individual has held a Tier 2 license for three years.



Methods and Limitations

Data collected for this report comes from the following sources. Please note that specific limitations of each data source is also described below.

- **The Staff Automated Reporting System (STAR):** STAR houses licensure and employment data collected from school districts, including a reporting of licensed teachers and non-licensed staff and their assignments. Data, ultimately used to prepare the [Licensure Compliance Report](#), is collected in October of each academic year. Therefore, a significant amount of data used in this report was collected in October 2021. Limitations include:
 - STAR data is often considered a comprehensive overview for the full school year, but actually, it is only a snapshot of assignments held in October. Staffing changes, including additional licenses and permissions obtained later in the year, are not reflected in this data source.
 - Licensure areas in Minnesota are much more limited than assignments.⁵ The interconnection between licensure areas and assignments is further 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.
 - Licensure areas have drastically changed over the past fifty years in Minnesota. However, individuals who received a license prior to changes maintain the original license category.⁶ This creates much more complexity in which licensure areas may align to assignments, thus adding to the difficulty of identifying shortage areas.
 - STAR data is submitted by individual districts. With over 500 different public school districts and charter schools in Minnesota, the collection and reporting of data, despite efforts to standardize, are varied.

⁵ Please see the [2022-23 Licensure Assignment Table](#) to see which licensure areas may teach which assignments.

⁶ For example, the “Mild to Moderate Handicap” license was replaced by multiple licensure areas. The [2022-23 Licensure Assignment Table](#) addresses both legacy and current licensure categories.

- Some data through STAR must remain duplicated when analyzed with differing parameters. For example, when looking at district assignments, it is possible to provide a headcount of teachers who hold multiple assignments within a single district, but it is not possible to give preference to one district over another if they have teachers with assignments that cross districts.
- District assignments and the STAR system include non-instructional assignments that can be filled by non-licensed staff or licensed teachers. Further, some licensed teachers may fill non-instructional positions and some licensed administrators may fill appropriate instructional positions.
- **Educators Online:** Educators Online is the licensure system that stores data from individuals' licensure and renewal applications. Data was previously stored in licensing systems that lived on a mainframe through the Department of Education. Current data and legacy data is 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 reside 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.
 - Some of the tables included in this report include duplicated counts when analyzed with differing parameters. For example, when looking at licensure areas, it is not possible to give preference to one license over another when a single individual holds multiple licenses. This becomes more complex when an individual holds an administrative and a teaching license. In prior reports, these individuals have been removed from the unduplicated number. This report removes the administrative license or substitute license in the duplicated counts, but keeps the individual in the unduplicated headcount for teachers.
- Other sources and reports:
 - **The Tiered License and Permissions Report:** The Tiered License and Permissions Report is an annual report prepared by PELSB to review the state of licensure in Minnesota. Many tables provided in this Supply and Demand Report can be found in data collected in the [2022 Tiered License and Permissions Report](#). Limitations to this data include:

Multiple data sources are used to compile the data in this report. Data is based on district compliance reporting, licensure data, and multiple surveys.

- Teachers may change tiers throughout an academic year. A teacher may move to a higher tiered license when completing requirements mid-year. For example, a teacher who holds a tiered license may pass a licensure exam required for a higher tier in January. In data provided through STAR, this teacher would appear in the lower tier. In data provided through licensure tables, they would appear only in the higher tier.
- **The Licensure Compliance Report:** The [Licensure Compliance Report](#) is a report prepared by PELSB that provides data on the number of teachers who are not appropriately licensed for their assignment. This report comes from the STAR system, but includes months of “clean-up” of data with districts. This process includes correcting reporting errors to assignment and licensure areas and bringing individuals without the appropriate permission or license into compliance.
- **Survey Data:**
 - School Staff Shortage Survey (often referred to as the “District Survey”): The Minnesota Department of Education and PELSB survey districts each year on staffing shortages.
 - MNSPIRE Survey: The MNSPIRE survey offered every teacher with an unexpired Minnesota teaching license the opportunity to provide valuable data and insight to help shape policy and practice with the hope of retaining committed and effective teachers throughout the state. Survey responses were collected from December 2021 through January 2022.
- **Minnesota Report Card:** Minnesota Department of Education maintains student data. Student data from the [Minnesota Report Card](#) is included in this report.

For effective data analysis regarding the supply and demand of teachers, often a single table utilizes data coming from multiple sources. For example, Table 3 includes information from STAR, legacy licensure systems, and Educators Online, with some data in the table overriding other data sources (i.e. using the race or ethnicity provided in an application over the district’s report of that individual’s race or ethnicity). Additionally, some data comes from the snapshot in October 2021, 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 MN.IT in an effort 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.



Section 1: Minnesota Teacher Workforce Overview

This section offers a snap shot of the teacher workforce during the 2021-2022 school year, including the total number of teachers and assignments in Minnesota. The data is disaggregated into licensure tier and permission type as well as by race and ethnicity. Throughout, this report highlights the challenges in presenting accurate race and ethnicity data across licensure tiers.

Additionally, this section explores data as disaggregated by economic development region, including the percentage of teachers of color and Indigenous teachers in comparison to the percentage of students of color and Indigenous students in those regions.⁷

This data shows the great discrepancy in Minnesota's teacher workforce, as there is a significantly lower percentage of teachers of color and Indigenous teachers than students of color and Indigenous students in each economic development region. Further, this section shows the percentage of teachers on each licensure tier within each economic development region, showing how the use of teachers holding different tiers remains relatively consistent across the state.

⁷ A map of Minnesota's economic development regions is available at <https://apps.deed.state.mn.us/assets/lmi/areamap/edr.shtml>.

Table 1: Number of Licensed Teachers and Licenses

	Teachers*	Licenses
Professional: Tier 3 and Tier 4 licenses	108,444	192,250
Tier 1 and Tier 2 licenses	4,416	5,481
Total	112,860	197,731

Source of Total Licensed Teachers: [2022 Tiered License and Permission Report](#) (Table 1)
 Source of Total Licenses: Educators Online: [2022 Tiered License and Permission Report](#) (Table 5)
 *This number also includes licensed related services providers.
 This data is a snapshot, meaning it reflects licenses held as of spring 2022.

Table 1 shows the number of teachers who held an unexpired tiered license, as well as the number of different licenses held during the 2021-22 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.

At the end of the 2021-22 school year, there were approximately 113,000 teachers and related services providers licensed in Minnesota. These teachers held nearly 200,000 field-specific licenses.

Notably, a little more than 38% of teachers who hold a license were not active in a Minnesota school district or charter school. Many of these individuals may continue to work in the field of education; for example, as teacher leaders, administrators, or teachers in private schools. PELSB does not maintain data on how many of

these teachers have left the profession. This decrease from the previous Supply and Demand Report (51%), is due to the decrease in teachers holding an unexpired Tier 3 and 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.

Of the 108,444 teachers who hold a professional license to teach in Minnesota, 66,695 teachers served in a Minnesota school district or charter school during the 2021-22 school year, including in instructional and non-instructional positions.

Table 2: Assignments and Teachers Holding a Tier 1 License, Tier 2 License, or Permission for the Assignment

	Total Assignments	Unduplicated Teachers Holding an Assignment
Assignments filled by a Teacher on any Tiered License	158,820	69,686
Assignments filled by a Teacher on a Tier 1, Tier 2, OFP, or IPP (Percentage)	13,165 (8.29%)	5,485 (7.87%)
Tier 1 license	1,525	657
Tier 2 license	5,359	2,334
OFP	5,215	2,162
IPP	1,066	332

Table 2 provides a snapshot of licensure data and assignment data as of October 2021, as reported in STAR.⁸ The table shows the total scope of assignments (duplicated with many teachers holding multiple assignments) as well as the unduplicated number of teachers holding assignments. The table shows the relatively low use of teachers holding a Tier 1 License, Tier 2 License, Out-of-Field Permission or Innovative Program Permission.

Later this report will show disaggregated data to identify teacher shortages by licensure area, economic development region, and race and ethnicity, as well as district surveys that highlight administrator concerns over teacher shortages. However, this table shows the overall use of teachers holding a Tier 1 License, Tier 2 License, Out-of-Field Permission or Innovative Program Permission for their assignment remains low at 7.87%, a small increase from the 2021 Teacher Supply and Demand Report.

⁸ This data was reported in the [2021-2022 Licensure Compliance Report](#).

Pathway to a Tier 2 License

There are several ways for an individual to be qualified for a Tier 2 License, such as by holding a master’s degree aligned to the assignment, being enrolled in a board-approved teacher preparation program aligned to the assignment, completing a state-approved teacher preparation program, or meeting two of four qualifications aligned to the assignment (eight upper-division credits, training in field-specific methods, passing scores on content and pedagogy examinations, and two or more years of teaching experience).

Table 3: Pathway to Tier 2 License

	Total	Master’s Degree	Enrolled in Teacher Preparation	Completed Teacher Preparation	Two of the following			
					8 Credits	2 Years Teaching Experience	Field Specific Methods	Passed Exams
Total Teachers	2,741 (99.99%)	316 (11.53%)	815 (29.73%)	835 (30.46%)	775 (28.27%)			

The primary use of the Tier 2 License is “completed teacher preparation” with 30.46% of Tier 2 Licenses issued under these this qualification. These teachers are not issued a Tier 3 License because they have either not passed tests, completed a teacher preparation program in another state with less than 12 weeks of student teaching, or completed a teacher preparation program but are unable to receive an official recommendation from the provider. Another 29.73% of teachers received a Tier 2 License through “enrollment in teacher preparation” which aligns with previous licensure types such as the nonrenewable, limited license, and provisional license.

The most direct pathway to move individuals from a Tier 2 license to a professional Tier 3 license is to remove the teacher licensure exams or reconsider passing scores.

Nearly 60% of teachers who hold a Tier 2 license have completed teacher preparation or are enrolled in teacher preparation.

Pathway to a Professional License

There are several pathways to a Tier 3 license. Table 4 shows the number of teachers who are actively teaching, disaggregated by the pathway to licensure that they have completed. Most of Minnesota’s teachers received teacher preparation from a board-approved Minnesota teacher preparation program. The second highest number of teachers to obtain a professional license did so by completing state-approved teacher preparation programs outside of Minnesota. The portfolio pathway continues to be a viable option to licensure for individuals who have training and experience aligned to standards for the profession of teaching, but do not wish to complete a teacher preparation program. Finally, a small number of teachers obtained a professional license based on 3 years of experience teaching with a Tier 2 license. It is worth noting that this pathway has only been applicable for two years.

Table 4: Pathways to Professional Licensure

Pathways to Professional Licensure	November 2022
Licensure via Portfolio	1,754
Tier 2 to Tier 3 based on three years on a Tier 2 license	99
Minnesota Teacher Preparation Program	40,950
Out-of-State Teacher Prep Program	11,489
Other	444

Please note: Some of the teachers included in this table now hold a Tier 4 license.



Teacher Data by Economic Development Region

Table 5: Percentage of Teachers by Tier and Economic Development Region (EDR)

Region	Description	Total Number	Percent on Tier 1	Percent on Tier 2	Percent on Tier 3	Percent on Tier 4	Percent on All Tiers
1	Northwest	1,291	1.55%	4.26%	10.92%	83.27%	100.00%
2	Headwaters	1,425	0.84%	4.21%	12.07%	82.88%	100.00%
3	Arrowhead	4,033	0.52%	2.58%	10.66%	86.24%	100.00%
4	West Central	3,311	0.94%	3.05%	11.54%	84.48%	100.00%
5	North Central	2,540	0.79%	2.87%	9.80%	86.54%	100.00%
6E	Southwest Central	1,505	1.20%	3.65%	12.36%	82.79%	100.00%
6W	Upper Minnesota Valley	720	1.25%	4.58%	10.83%	83.33%	100.00%
7E	East Central	2,171	1.11%	2.44%	9.35%	87.10%	100.00%
7W	Central	6,779	0.58%	1.96%	10.83%	86.64%	100.00%
8	Southwest	2,219	1.26%	4.24%	12.84%	81.66%	100.00%
9	South Central	3,377	0.80%	2.37%	13.06%	83.77%	100.00%
10	Southeast	7,418	0.58%	2.94%	11.80%	84.69%	100.00%
11	7-County Twin Cities	44,544	0.88%	3.53%	11.79%	83.80%	100.00%
	Total	81,333	0.84%	3.24%	11.59%	84.33%	100.00%

Table 5 shows the total number of teachers with an assignment within each economic development region in the state. The table shows the percent of teachers within that region on each tier. Use of teachers holding different licensure types remain relatively consistent across economic development regions. This data will be separated in the [Section 2: Supply](#) and [Section 3: Demand](#) for further analysis

Race and Ethnicity Data

The following tables provide data on the race and ethnicity of Minnesota’s teachers. Table 3 provides data on the race and ethnicity of teachers who held a teaching license or permission as of June 30, 2022. Table 6 provides this data as a percentage of the total within each license or permission category.

Table 6: Teachers Holding a Tiered License or Permission, By Race and Ethnicity

Race/Ethnicity	Teachers	Tier 1	Tier 2	Tier 3	Tier 4	OFPs	IPPs
American Indian or Alaskan Native	773 (100.00%)	23 (2.98%)	45 (5.82%)	117 (15.14%)	588 (76.07%)	22	1
Asian	1,685 (100.00%)	83 (4.93%)	161 (9.55%)	354 (21.01%)	1,087 (64.51%)	59	3
Black, Not of Hispanic Origin	1,451 (100.00%)	115 (7.93%)	259 (17.85%)	313 (21.57%)	764 (52.65%)	44	5
Hawaiian/Pacific Islander	63 (100.00%)	4 (6.35%)	9 (14.29%)	14 (22.22%)	36 (57.14%)	4	0
Hispanic	1,664 (100.00%)	72 (4.33%)	249 (14.96%)	387 (23.26%)	956 (57.45%)	78	8
Multiple Categories	1,025 (100.00%)	20 (1.95%)	81 (7.90%)	162 (15.80%)	762 (74.34%)	22	5
White, Not of Hispanic Origin	95,420 (100.00%)	714 (0.75%)	2,338 (2.45%)	11,936 (12.51%)	80,432 (84.29%)	2,702	456
No Race/Ethnicity Provided	10,779 (100.00%)	112 (1.04%)	131 (1.22%)	1,295 (12.01%)	9,241 (85.73%)	84	15
Total BIPOC Teachers	6,661 (100.00%)	317 (4.76%)	804 (12.07%)	1,347 (20.22%)	4,193 (62.95%)	229	22
Total Teachers	112,860 (100.00%)	1,143 (1.01%)	3,273 (2.90%)	14,578 (12.92%)	93,866 (83.17%)	3,015	456
Note: A teacher who holds an out-of-field permission or innovative permission must also hold a license.							

The percentages in Table 7 refer to the percent of teachers within that licensure tier within each race or ethnicity category. For example, 2.01% of all Tier 1 Licenses are held by American Indian or Alaskan Native teachers.⁹

Table 7: Percent of Teachers Holding a Tiered License, By Race and Ethnicity

Race/Ethnicity	Percent of Tier 1	Percent of Tier 2	Percent of Tier 3	Percent of Tier 4	Percent of All Licenses
American Indian or Alaskan Native	2.01%	1.37%	0.80%	0.63%	0.68%
Asian	7.26%	4.92%	2.43%	1.16%	1.49%
Black, Not of Hispanic Origin	10.06%	7.91%	2.15%	0.81%	1.29%
Hawaiian/Pacific Islander	0.35%	0.27%	0.10%	0.04%	0.06%
Hispanic	6.30%	7.61%	2.65%	1.02%	1.47%
Multiple Categories	1.75%	2.47%	1.11%	0.81%	0.91%
White, Not of Hispanic Origin	62.47%	71.43%	81.88%	85.69%	84.55%
No Race/Ethnicity Provided	9.80%	4.00%	8.88%	9.84%	9.55%
Total BIPOC Teachers	27.73%	24.56%	9.24%	4.47%	5.90%
Total Teachers	100%	100%	100%	100%	100%

In all race/ethnicity categories other than white, there remain more individuals holding a Tier 1 and 2 license, by percentage, than a Tier 3 and Tier 4 license. Part of this is due to the overall low number of teachers in these race/ethnicity categories, but also speaks to the need to provide teacher preparation pathways to move individuals up the tiers as a central way to increase professionally licensed teachers of color and Indigenous teachers in Minnesota.¹⁰

⁹ See [2022 Tiered License and Permission Report](#) for additional data.

¹⁰ PELSB collects race/ethnicity data through the Staff Automated Reporting (STAR) system and on license applications. Reporting race/ethnicity on license applications is optional, and PELSB does not collect race/ethnicity data until a district, charter school, or other educational institution reports individuals' race or ethnicity through the STAR system.

Pathway to a Tier 2 License

As mentioned earlier, there are several ways for an individual to be qualified for a Tier 2 License. Table 8 shows the qualifications that led to the issuance of a Tier 2 License, disaggregated by race and ethnicity of the teachers. Notably, there are 245 teachers of color and Indigenous teachers who are unable to obtain a Tier 3 license because they: (a) have not passed applicable licensure exams, (b) completed a teacher preparation program in another state with less than 12 weeks of student teaching, or (c) completed a teacher preparation program but are unable to receive an official recommendation from the provider.

Table 8: Pathway to Tier 2 License, Disaggregated by Race/Ethnicity

Race/Ethnicity	Total	Master's Degree	Enrolled in Teacher Preparation	Completed Teacher Preparation	Two of the following			
					8 Credits	2 Years Teaching Experience	Field Specific Methods	Passed Exams
American Indian or Alaskan Native	21 (100%)	3 (14.29%)	5 (23.81%)	7 (33.33%)	6 (28.57%)			
Asian	133 (100%)	20 (15.04%)	28 (21.05%)	50 (37.59%)	35 (26.32%)			
Black, Not of Hispanic Origin	208 (100%)	21 (10.10%)	56 (26.92%)	75 (36.06%)	56 (26.92%)			
Hawaiian/Pacific Islander	6 (100%)	0 (0.00%)	1 (16.67%)	2 (33.33%)	3 (50.00%)			
Hispanic	230 (100.01%)	20 (8.70%)	48 (20.87%)	87 (37.83%)	75 (32.61%)			
Multiple Categories	68 (100%)	7 (10.29%)	27 (39.71%)	24 (35.29%)	10 (14.71%)			
White, Not of Hispanic Origin	1,880 (100%)	212 (11.28%)	595 (31.65%)	543 (28.88%)	530 (28.19%)			
No Race/Ethnicity Provided	195 (100%)	33 (16.92%)	55 (28.21%)	47 (24.10%)	60 (30.77%)			
Total BIPOC Teachers	666 (100%)	71 (10.66%)	165 (24.77%)	245 (36.79%)	185 (27.78%)			
Total Teachers	2,741 (99.99%)	316 (11.53%)	815 (29.73%)	835 (30.46%)	775 (28.27%)			

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)

Region	Description	Total Number of TOCIT	Percent of Total TOCIT within the EDR	Total Number of SOCIS ¹¹	Percent of Total SOCIS within the EDR
1	Northwest	15	1.44%	2,492	18.36%
2	Headwaters	51	4.41%	5,872	41.76%
3	Arrowhead	99	3.10%	7,437	17.65%
4	West Central	53	2.01%	6,674	18.87%
5	North Central	34	1.73%	3,945	15.40%
6E	Southwest Central	13	1.10%	4,859	30.13%
6W	Upper Minnesota Valley	13	2.22%	1,497	20.58%
7E	East Central	22	1.33%	3,382	13.39%
7W	Central	111	2.10%	16,533	20.74%
8	Southwest	37	2.16%	7,226	34.46%
9	South Central	66	2.59%	8,060	23.69%
10	Southeast	137	2.41%	22,670	29.35%
11	7-County Twin Cities	3,189	9.68%	230,622	48.13%
TOTAL		3,840¹²	6.24%	321,269	36.91%

Table 9 compares the proportion of teachers of color and Indigenous teachers (TOCIT) with the proportion of students of color and Indigenous students (SOCIS) by economic development region. In every economic development region, the percent of teachers of color and Indigenous teachers is 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 Indigenous

populations. Recent data showing a decrease in individuals of color holding a Tier 4 license provides evidence that recruitment and preparation strategies are not sufficient, and that a change in school climate, administrative policies, hiring practices, and colleague implicit bias training are also needed.

¹¹ Data from the Minnesota Department of Education.

¹² Note: a teacher may be counted in multiple districts and potentially multiple economic development regions.



Section 2: 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 a permission. 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 teaching assignment their license was issued for. Furthermore, 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. Additionally, this section notes the percentage of districts that did not use teachers holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission in the 2021-2022 academic year.

Further, this section explores data on the employment status of current teachers in 2020-2021 and 2021-2022 academic years, showing the number of teachers returning to a particular district, entering a particular district for the first time, or returning from a leave.

Given the fact that a large portion of Minnesota's teachers have completed teacher preparation in Minnesota, this section also provides enrollment and completion numbers from teacher preparation licensure programs in Minnesota, disaggregated by licensure area. This provides a snap shot 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 Indigenous teachers.

Table 10: Licensure Areas with Lowest Number of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions

Licensure Area	Number of Tier 1, Tier 2, and OFP
Driver and Traffic Safety	6
Somali	7
American Indian Language and Culture	10
French	11
Classical Languages	12
German	13
Chinese	17
Physical and Health Disabilities	22

Table 11: Licensure Areas with Lowest Proportion of Tier 1 Licenses, Tier 2 Licenses, or Out-of-Field Permissions¹³

Licensure Area	Number of Tier 1, Tier 2, and OFP	Percent of Total on a Tier 1, Tier 2, or OFP
Driver and Traffic Safety	6	0.80%
Reading	41	0.88%
Computer, Keyboard, and Related Technology	9	1.71%
French	11	1.92%
Elementary Education	1,181	2.26%
Early Childhood Education	271	2.43%
Communication Arts	350	2.96%
Life Science	118	2.97%

Table 10 shows the licensure areas with the fewest number of teachers that hold a Tier 1 License, Tier 2 License, or Out-of-Field Permission for their assignment.^[1] Table 11 shows the assignment areas taught by the lowest proportion of teachers holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission by raw number. The column titled “Percent of Total Tier 1, Tier 2, or OFP” shows the same information but as a proportion of licenses within that field.

¹³ This table only includes licensure areas with 25 teachers or more.

^[1] Many licensure areas cannot be included here because they are no longer active (i.e. “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 specific to their field (i.e. Social Work) 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.

Overall, Table 11 reflects the licensure assignment areas that are least likely to be filled by an individual holding a Tier 1 License, Tier 2 License or Out-of-Field Permission. Certain areas listed here may reflect a robust teaching workforce within the licensure area (i.e. 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 (i.e. Developmental Disabilities).



Table 12: Professional License by Economic Development Region (EDR)

Region	Description	Total Number of Teachers	Percent on Tier 3	Percent on Tier 4
1	Northwest	1,291	10.92%	83.27%
2	Headwaters	1,425	12.07%	82.88%
3	Arrowhead	4,033	10.66%	86.24%
4	West Central	3,311	11.54%	84.48%
5	North Central	2,540	9.80%	86.54%
6E	Southwest Central	1,505	12.36%	82.79%
6W	Upper Minnesota Valley	720	10.83%	83.33%
7E	East Central	2,171	9.35%	87.10%
7W	Central	6,779	10.83%	86.64%
8	Southwest	2,219	12.84%	81.66%
9	South Central	3,377	13.06%	83.77%
10	Southeast	7,418	11.80%	84.69%
11	7-County Twin Cities	44,544	11.79%	83.80%
	Total	81,333	11.59%	84.33%

Table 12 shows the percent 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. Tier 3 licensure percentages increased from previous Supply and Demand Reports, based on the new tiered licensure structure, but should remain steady after five years of tiered licensure in Minnesota.



Table 13: District Use of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission

	No Tier 1	No Tier 2	No Tier 1 or Tier 2	No Out-of-Field Permission
Total	49.28%	17.21%	12.50%	13.41%

Table 13 shows the percent of districts that did not use a teacher holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission to fill an assignment in the 2021-2022 academic year. Though use of teachers not holding a professional license or teaching outside of their

licensure field remains a need throughout the state (see [Section 3: Demand](#)), nearly half of districts in Minnesota did not hire a teacher holding a Tier 1 License in 2021-2022 academic year.

Table 14: Districts with Highest Percentage of Teachers Holding a Tier 4 License

District or Charter	Percent on Tier 4	Total Teachers
Littlefork-Big Falls School District	100.00%	24
Sourcewell	100.00%	31
Wadena-Deer Creek School District	100.00%	85
Bluesky Charter School	98.25%	57
Kasson-Mantorville School District	97.56%	123
Infinity: Minnesota Digital Academy	97.56%	41
Win-e-Mac School District	97.30%	37
Ulen-Hitterdal Public School District	96.67%	30

Table 14 shows the districts with the highest percent of teachers holding a Tier 4 License, of districts with more than 20 teachers. Of the eight districts, charters, or educational institutions

with the highest percentage of teachers holding a Tier 4 License, five are public school districts, one is a regional special education cooperative, and two are charter schools.

Table 15: Employment Status for Teachers with Assignment

Employment Status	18-19	19-20	20-21	21-22
Returning	53,076	53,547	54,237	51,720
Newly Licensed Minnesota Program Completer	2,294	1,964	2,359	2,472
Program Completer From Another State	221	274	199	257
Return from Break in Service	1,349	564	531	622
Transfer from a Different Public School in Minnesota	2,560	3,030	3,210	4,222
Transfer from Another State or Non-Public School	739	608	555	867
Leave of Absence ¹⁴	158	101	276	382
Total	60,397	60,103	61,367	60,542

Table 15 shows the reason, as indicated by the district, a teacher was employed in the last two academic years. The vast majority of teachers in each academic year continue to be returning teachers, with additional thousands merely

transferring positions within public schools or charter schools. The number of newly licensed teachers who completed teacher preparation in Minnesota remains around 4% of the active teachers

Over 90% of assignments are filled with teachers returning to their district or moving from another public school district.

¹⁴ Categories include travel, professional growth, parental leave, illness, travel, extended leave, and employed but no assignment.

Teacher Preparation & Candidate Data

Table 16 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. The table also shows the number of licensure programs that are offered as baccalaureate programs as well as post-baccalaureate programs, and the number of candidates enrolled in an initial licensure program.

Table 16: Teacher Preparation Programs and Candidate Enrollment (2020-2021)

Teacher Preparation Program	Baccalaureate programs	Post Baccalaureate Programs	Initial Licensure Candidates	Total Enrolled Candidates
Adult Basic Education	1	1	14	17
Agriculture Education	3	2	35*	35*
Bilingual Bicultural	1	0	n/a	20
Business Education	1	2	22	30
Communication Arts and Literature	28	14	528	577*
Communication Arts and Literature: Middle Level	18	7	n/a	84
Computer, Keyboarding, and Related Technology Applications	1	3	0	Low n
CTE: Communications Technology Careers	0	1	0	Low n
CTE: Construction Careers	1	2	0	14
CTE: Manufacturing Careers	1	2	0	13
CTE: Transportation Careers	1	2	0	Low n
Dance	1	2	Low n*	Low n*
Dance and Theatre Arts	1	1	Low n*	Low n*
Driver and Traffic Safety	0	1	n/a	Low n
Early Childhood	12	4	473*	540*
Elementary Education	28	15	4,679	4,768*
English as a Second Language	13	13	243	540*
Family and Consumer Science	1	1	22	22
Health Education	16	6	128	310
K-8 World Language and Culture (All)	12	3	n/a	13
Library Media Specialist	0	4	17	41
Mathematics	26	15	329	347
Mathematics: Middle Level	19	6	n/a	160*
Music: Instrumental and Classroom	21	7	206*	233*
Music: Vocal and Classroom	22	7	166*	185*
Parent and Family Education	1	2	21	41

Teacher Preparation Program	Baccalaureate programs	Post Baccalaureate Programs	Initial Licensure Candidates	Total Enrolled Candidates
Physical Education	17	8	281	396
Preprimary	10	2	n/a	134
Reading	1	11	n/a	250*
Science: Chemistry	21	14	71	87
Science: Earth and Space Science	6	7	20*	23*
Science: General Science (Science 5-8)	18	9	92*	189*
Science: General Science: Middle Level (Science 5-8)	17	6	n/a	62*
Science: Life Sciences	23	15	196	232
Science: Physics	16	12	28*	40*
Social Studies	26	13	756	797
Social Studies: Middle Level	16	4	n/a	58
SPED: Academic and Behavioral Strategist	14	13	1092	1251*
SPED: Autism Spectrum Disorders	1	19	109*	279*
SPED: Deaf or Hard of Hearing	0	1	15	15
SPED: Developmental Adapted Physical Education	6	2	n/a	101
SPED: Developmental Disabilities	2	11	74*	112*
SPED: Early Childhood	2	5	66*	154*
SPED: Emotional Behavioral Disorders	1	17	126*	252*
SPED: Learning Disabilities	1	16	68*	220*
SPED: Physical and Health Disabilities	0	1	0	18
Teacher/Coordinator of Work Based Learning	3	4	n/a	149*
Technology	1	0	28	41
Theater Arts	0	1	Low n*	Low n*
Visual Arts	16	6	198*	202*
World Languages and Cultures (K-12)	34	17	125	162
TOTAL	481	338	10,193	12,895

* UM Twin Cities did not report number enrolled due to low n.

N/A is used for endorsement programs, which are only available to individuals already holding a professional license or who are completing an initial licensure program in addition to the endorsement program.

Table 17: Candidates Enrolled in Teacher Preparation Programs in Minnesota, by Race/Ethnicity

Race/Ethnicity	Candidates Enrolled in Minnesota Teacher Preparation Programs	
	Number	Percentage
White	9,964	79.74%
African American or Black	842	6.74%
Hispanic/Latinx	485	3.88%
Asian	407	3.26%
Multiracial	344	2.75%
American Indian or Alaska Native	59	0.47%
Hawaiian or Pacific Islander	14	0.11%
BIPOC Candidates	2,142	17.14%
Total Unduplicated Candidates	12,495	100.00%

Table 18: Completers of Minnesota Teacher Preparation Programs, by Race/Ethnicity

Race/Ethnicity	Program Completers from Minnesota Teacher Preparation Programs	
	Number	Percentage
White	2,938	86.62%
African American or Black	83	2.45%
Hispanic/Latinx	91	2.68%
Asian	82	2.42%
Multiracial	57	1.68%
American Indian or Alaska Native	20	0.59%
+Hawaiian or Pacific Islander	2	0.06%
BIPOC Candidates	378	11.14%
Total Unduplicated Candidates	3,392	100.00%

Enrollment numbers are helpful to consider 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. It is notable that with the addition of the Academic and Behavioral Strategist license, a cross-categorical special education license, there has been a steep decrease of undergraduate disability specific licensure programs, including in the high needs areas of Emotional Behavioral Disorders and Learning Disabilities.

Additionally, 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.

The following areas have a notably high demand for more professionally licensed teachers.

Area	Number of Teachers Holding a Tier 1 or Tier 2 License or Out-of-Field Permission	Enrolled in a Teacher Preparation Program in
Academic and Behavioral Strategist	1,112	970
Autism Spectrum Disorder	364	223
Emotional and Behavioral Disorders	508	244
Blind and Visually Impaired	24	0
American Sign Language	33	0

Table 19: Teacher Preparation Candidate Grants

Grant	Providers Received	Amount Allocated	Candidates Impacted
Student Teachers Grant in Shortage Areas (FY2022)	14	\$485,104	72
Underrepresented Student Teacher Grant (FY2022)	21	\$946,726	140
Federal TEACH Grant (2021-22 Award Year)	19	\$817,499	298
Collaborative Urban and Greater Minnesota Educators of Color (CUGMEC) Grant (FY 2022)	10	\$970,000	327

One effort to increase the supply of teachers is through state and federal grants. Table 18 shows how grants for teacher candidates were distributed in 2021-2022 academic year. Included in Table 18 are four grants providing funds to candidates to complete teacher preparation and the number of candidates impacted by those grants.¹⁵



¹⁵ See Appendices A – D for the grant award information disaggregated by provider. Additionally, Appendix E contains information about the Teacher Mentorship Grant, which is state funding to develop and expand teacher mentorship and retention programs in Minnesota.



Section 3: 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, Out-of-Field Permissions, Innovative Program Permissions, 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 in order 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 Out-of-Field Permission for their assignment. The licensure areas filled with the highest proportion of teachers holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission for their assignment remain consistent - special education fields, language licensure areas (exacerbated by the lack of teacher preparation programs in Minnesota), and career and technical fields.

Further, this section identifies trends by economic development region, as well as district type. Notably, the use of teachers holding a Tier 1 and 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, the majority of 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 2021-2022 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 2021-2022 as identified by the district in the STAR report.



Table 20: Licensure Areas with Largest Number of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission

Licensure Area	Number of Tier 1, Tier 2, and OFP
Elementary Education	1,181
Academic and Behavioral Strategist	1,112
Career and Technical Education	562
Emotional Behavior Disorders	508
Autism Spectrum Disorders	364
Mathematics	362
Communications Arts and Literature	350
English as a Second Language	333
Learning Disabilities	305
Physical Education	274
5-8 Science	271
Early Childhood	271
Early Childhood Special Education	260
Social Studies	247
Developmental Disabilities	193

Table 21: Licensure Areas with Highest Proportion of Teachers Holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission

Licensure Area	Number of Tier 1, Tier 2, and OFP	Percent of Total on a Tier 1, Tier 2, or OFP
Hmong	39	100.00%
Career and Technical Education Fields	562	49.38%
American Sign Language	33	48.53%
Academic and Behavioral Strategist	1,112	24.78%
Classical Languages	12	19.35%
Family and Consumer Science	152	18.45%
Technology	48	17.14%
Agricultural Education	66	16.22%
Blind and Visually Impaired	24	11.72%

Note: This table only includes data from districts with more than 25 teachers in the district

The raw number of Tier 1, Tier 2, and permissions needed for a licensure area are almost entirely a factor of the number of positions in the state. The top licensure areas in Table 20 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 particular 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.

Table 21 shows the percentage of teachers holding a Tier 1 License, Tier 2 License, or Out-of-Field Permission as compared to the total number of teachers holding that particular license. Many of these licensure areas do not have corresponding teacher preparation programs available in Minnesota (American Sign Language, and Blind/Visual Impaired) or have very few programs; while other licensure areas often utilize content experts in the field instead of individuals trained in the pedagogy of instruction (CTE and agricultural education). It is notable that the fairly new cross-categorical special education licensure field of Academic and Behavioral Strategist is present both as a total number and as a proportion of those with the license.

The following areas, with a high proportion of teachers holding a Tier 1 or Tier 2 License or Out-of-Field Permission have no corresponding teacher preparation program:

- Blind and Visually Impaired
- American Sign Language



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)

Region	Description	Total Number on All Tiers	Percent on Tier 1	Percent on Tier 2	OFP Percent of Total Teachers on Tiers	Percent Out of Compliance
1	Northwest	1,045	2.01%	4.40%	3.92%	0.19%
2	Headwaters	1,113	0.99%	3.59%	4.04%	0.09%
3	Arrowhead	3,166	0.66%	2.50%	3.35%	0.85%
4	West Central	2,628	1.10%	3.58%	2.02%	0.49%
5	North Central	1,954	0.77%	3.02%	2.97%	0.56%
6E	Southwest Central	1,180	1.27%	3.64%	4.75%	0.34%
6W	Upper Minnesota Valley	578	1.56%	4.50%	4.15%	0.87%
7E	East Central	1,641	1.34%	2.44%	4.39%	0.67%
7W	Central	5,267	0.72%	2.09%	2.35%	0.36%
8	Southwest	1,710	1.81%	4.27%	4.33%	0.12%
9	South Central	2,528	1.07%	2.53%	3.16%	0.67%
10	Southeast	5,679	0.70%	3.08%	3.77%	0.16%
11	7-County Twin Cities	33,150	1.06%	3.89%	2.28%	0.45%
	Total	6,1639	1.02%	3.47%	2.76%	0.44%

Table 22 shows the proportion of teachers within each economic development region that held a Tier 1, Tier 2, and Out-of-Field Permission during the 2021-2022 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 and Tier 2 License remains consistent across economic development regions. As a measure of demand, this indicates an even spread of shortages across the state. Economic development regions outside of the 7-county metro area do use a higher percentage of Out-of-Field Permissions than the metro area indicating a greater reliance on teachers utilizing an out-of-field permission for a portion of their total assignments. While the larger

districts may be able to hire a single individual for each science content area, for example, small districts in greater Minnesota may utilize a single teacher licensed in one science discipline to teach multiple areas.

Teachers out of compliance with their assignment remain significantly low overall. Just under 800 violations were initially reported as non-compliant, with over half being resolved with the district in the months following the submission of the STAR report. The proportion of teachers out of compliance for their assignment also remains consistent across 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

District Type	Description	Total Number on Tiers	Percent on Tier 1	Percent on Tier 2	OFPS as Percent of Teachers	Out of Compliance
01/03	Public School District	55,239	0.56%	2.60%	2.44%	0.36%
07	Charter School	5,148	5.40%	11.87%	4.74%	1.40%
All Others	Other Educational Institution	1,252	3.43%	7.43%	8.71%	0.08%
	Total	61,639	1.02%	3.47%	2.76%	0.44%

While the proportion of teachers holding a Tier 1 License, Tier 2 License, or permission within economic development regions are relatively consistent, it is clear that charter schools use a much higher percentage of teachers holding a Tier 1 and Tier 2 License than public school districts and other educational institutions. Charter schools also have a much higher percentage of their total teachers on a Tier 3 License than other district types. Again, a teacher is only eligible for a Tier 4 License after the teacher has taught in a Minnesota public school or charter school for three years, is not on an improvement plan, completed a teacher preparation program, and passed their basic skills exam.

Charter schools and other educational institutions also use a higher percentage of Out-of-Field Permissions (licensed teachers teaching outside of the licensure area), 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 four times more likely than public districts, as a proportion of their total teachers, to have a teacher out of compliance for their assignment.

Table 24: Districts or Charter Schools with Highest Proportion of Teachers Holding a Tier 1 License

District	Percent on T1	Total Teachers in the District
Technical Academies of Minnesota	23.81%	21
Midway Star Academy	20.69%	29
Sejong Academy of Minnesota	20.51%	39
Innovation Science & Tech Academy	20%	10
Kato Public Charter School	20%	10
Success Academy	20%	25
Skyline Math & Science Academy	19.53%	31
KIPP Minnesota Charter School	19.32%	88
International Spanish Language Academy	18.52%	27

Tables 24 and 25 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

Table 25: Districts or Charter Schools with Highest Proportion of Teachers Holding a Tier 2 License¹⁶

District	Percent on T2	Total Teachers in the District
St. Paul Conservatory Performing Art	43.48%	46
Cornerstone Montessori Elementary	36.36%	11
El Colegio Charter School	35.71%	14
Friendship Academy of the Arts	35.29%	17
Midway Star Academy	34.48%	29
Twin Cities German Immersion Charter	33.33%	60
New Century School	32.35%	34
Prodeo Academy	31.65%	79
Minnesota Math & Science Academy	31.11%	45
Oak Hill Montessori Community	30%	10
Metro Schools Charter	29.55%	44

proportion of teachers holding a Tier 1 License (Table 24) and Tier 2 License (Table 25) was charter schools, with the highest percentage in both tables including no districts or other educational institutions.

¹⁶ Tables 24 and 25 include only districts with more than 10 total teachers in the district.

District Survey Responses

Table 26: District Perception of a Shortage of Teachers

How significantly has the issue of teacher shortage affected your district?	Type	Total	Very Insignificant	Insignificant	Neutral	Significant	Very Significant
	Total	285	17	3	25	146	94
	Rural	190	14	2	14	94	66
	Suburban	61	3	0	10	34	14
	Urban	34	0	1	1	18	14
How do you view the availability of teachers compared to five years ago?	Type	Total	Significantly More	Somewhat More	About the Same	Somewhat Fewer	Significantly Fewer
	Total	285	1	1	4	43	236
	Rural	190	1	0	1	20	168
	Suburban	61	0	0	2	16	43
	Urban	34	0	1	1	7	25

District surveys remain an important element of the discussion regarding supply and demand of teachers. Table 26 shows how districts perceive the teacher shortage and availability of teachers.¹⁷ The data is disaggregated into community type.

The survey data provides information to support data from licensing. If a district, for example, receives a single application from a teacher holding a Tier 4 License for an open position that data will not appear in conversations regarding demand for teachers. However, the district may find concerns in not having a wide pool of qualified applicants to find the best fit for their students and would note this concern in the survey results presented here.

With a response rate of approximately 53%, the vast majority of districts are significantly or very significantly impacted by the teacher shortage (84%) and believe the availability of teachers is “somewhat fewer” or “significantly fewer” than five years ago (98%). These numbers are significantly higher than the 2021 Teacher Supply and Demand Report. When separated out by community type, rural and urban areas

¹⁷ Of the 535 public school districts and charter schools, 283 responded to the fully to survey request.

share a similar perception of the shortage and availability of teachers, with suburban districts indicating slightly less concern.

Table 27: District Perception of a Shortage in the Availability of Substitute Teachers

How significantly has the issue of substitute teacher shortage affected your district?	Type	Total	Very Insignificant	Insignificant	Neutral	Significant	Very Significant
	Total	285	12	2	16	80	175
	Rural	190	10	1	6	50	124
	Suburban	61	2	1	8	20	30
	Urban	34	0	0	3	10	21
How do you view the availability of substitute teachers compared to five years ago?	Type	Total	Significantly More	Somewhat More	About	Somewhat Fewer	Significantly Fewer
	Total	285	1	2	15	37	230
	Rural	190	1	1	5	24	159
	Suburban	61	0	0	8	7	46
	Urban	34	0	1	2	6	25

Table 27 shows how districts perceive the substitute teacher shortage and availability of substitute teachers. The data is disaggregated into community type.

In Minnesota, a short-call substitute can replace a teacher of record or fill a vacant assignment for no more than 15 consecutive days. Any individual holding a tiered license may work as a short-call substitute. A long-term substitute can replace a teacher of record or fill a vacant assignment for more than 15 consecutive days. A long-term substitute can only be filled by individuals licensed for that assignment. When addressing supply and demand of “substitutes,” the data refers to short-call substitutes.

With a response rate of approximately 53%, the vast majority of districts are significantly or very significantly impacted by the shortage of substitutes (89%) and believe the availability of substitute teachers is somewhat or significantly fewer than five years ago (94%). This is a small increase from the 2021 Teacher Supply and Demand Report. Across all community types, districts are reporting that there is a shortage of substitutes.

Table 28: District Ability to Fill Open Positions in the 2022-2023 Academic Year

Did you have teaching positions that were difficult to fill in 2022-2023?	District Type	# of Districts Reporting Yes	# of Districts Reporting No
	Total	271	14
	Rural	183	7
	Suburban	58	3
	Urban	30	4
Did you have teacher positions that were budgeted for in 2022-2023, but were not filled due to lack of qualified applicants?	District Type	# of Districts Reporting Yes	# of Districts Reporting No
	Total	207	78
	Rural	138	52
	Suburban	47	14
	Urban	22	12

Table 28 uses data reported by districts on whether they have difficulty filling open positions. It is worth noting that over half of all public school districts and charter schools did not respond fully. The data comes from a joint Minnesota Department of Education and PELS survey completed July 2022. The data is disaggregated by community type.

The majority of districts reported difficulty filling teaching positions during the last academic year. Additionally, and of greatest concern in conversations regarding supply and demand of teachers, is the nearly 73% of districts indicating a position not filled. This increase

from previous reports is likely due in large part to the timing of the survey (July instead of October of the academic year).

Districts also provided the licensure areas most difficult to fill, and the three areas identified most were all in special education fields: Autism Spectrum Disorder, Emotional Behavioral Disorder, and Learning Disabilities. The districts identified the licensure areas with unfilled positions, and the three areas identified most were “special education” (which may reference Academic and Behavioral Strategist cross-categorical licensure or a variety of disability-specific licensure areas), and two related service licensure areas: Speech Language Pathologists and School Psychologists.

Table 29: District Survey: What contributes to the teacher shortage?

What contributes to the teacher shortage?	Total	Rural	Suburban	Urban
Too few applicants in candidate pools	261	173	57	33
Lower wages/benefits than surrounding school districts	118	66	33	21
Unable to compete with wages/benefits offered by local employers	193	132	35	28
Licensure Requirements	131	93	24	16
Geographic Location	94	86	6	4
Negative public perception of teaching and education in general	164	113	32	21
Student Loans	27	15	9	5
Other	33	20	8	7
Total Responses	286	191	62	35

The joint Minnesota Department of Education and PELSB survey of districts in July of 2022 included questions beyond the questions previously asked in Teacher Supply and Demand Reports. This table shows the district perspective on what issues are most contributing to the teacher shortage. The top three reasons include too few applicants, unable to compete with wages of other employers, and negative perception of the profession. The results are consistent across community type, with the rural districts and charter schools seeing slightly less concern with lower wages of surrounding districts and slightly more concern with negative perception of the profession

Teacher Retention

Table 30: Teacher Attrition by Cohort

Cohort Year	First-Year Teachers	Return to Teaching				
		17-18	18-19	19-20	20-21	21-22
17-18	2135		1847 (-13.49%)	1702 (-20.28%)	1604 (-24.87%)	1491 (-30.16%)
18-19	2190			1891 (-13.65%)	1595 (-27.17%)	1503 (-31.37%)
19-20	1980				1766 (-10.81%)	1636 (-17.37%)
20-21	1696					1464 (-13.68%)
21-22	1838					

Table 30 shows the retention rate of teachers in the first five years of teaching. Nearly a third of new teachers leave teaching within the first five years in the profession, the 18-19 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 (column 2). A decrease in new teachers combined with the attrition rate exacerbates demand for teachers.



Table 31: Number and Percent of Teachers Leaving a Position, by Reason

Reason Leaving	2019-20		2020-21		2021-22	
	Number	Percent	Number	Percent	Number	Percent
Educator in Another District	724	31.07%	654	29.91%	828	35.88%
Personal Reasons	608	26.09%	479	21.91%	474	20.54%
Unknown	405	17.38%	416	19.03%	376	16.29%
Not Offered Reemployment For Reason Other Than Staff Reduction	339	14.55%	326	14.91%	245	10.62%
Staff Reduction	122	5.23%	143	6.54%	213	9.23%
Retirement	63	2.70%	95	4.36%	93	4.03%
Long Term Substitute	27	1.16%	36	1.65%	34	1.47%
Educator Outside Minnesota	25	1.07%	18	0.82%	20	0.87%
Other Educational Occupation	11	0.48%	13	0.59%	19	0.82%
Licensed to Non-licensed Position	6	0.26%	6	0.27%	6	0.26%
Total	2,330	99.99%	2,186	99.99%	2,308	100.01%

Source: The Staff Automated Reporting System (STAR)

Note: This data includes all license types and permissions.

Table 31 identifies the reason teachers, who were reported in the prior year (2020-21), are no longer reported in their report for this academic year (2021-22). This data is difficult to draw too many conclusions from, as more than 36% of data points are “unknown” or “personal reasons” which do not offer significant information regarding why individuals may not remain in the profession.

Beyond these data points, this table helps identify how additional data could be collected to provide a more accurate and detailed picture of teacher attrition.

There is no data on why more than 36% of teachers left a position.

MNSPIRE Survey

In the 2021-2022 academic year, PELSB completed their first teacher survey, MNSPIRE. More than 14,000 teachers with an unexpired Minnesota teaching license completed the survey. This data serves as a baseline for future surveys to look at trends in why teachers remain in the profession and what moves them out of the profession. This is necessary data when considering the cause and possible solutions to addressing teacher supply and demand in Minnesota.

Early takeaways from this first survey include the high percentage of currently active teachers not planning to teach in the next year (19%) and the high percentage of teachers impacted by a negative perception of the profession and a challenging school climate, primarily focused on unsupportive administration.

Table 32: MNSPIRE Survey: What challenges do you face that could lead you to leave the teaching profession?

Challenges	Percent of Response
Public view of profession	55%
Parents	53%
-Negative interactions with parents	77%
-Disengaged parents	38%
-Overly engaged parents	21%
School climate	52%
-Unsupportive administration	74%
-Negative climate	44%
N = 10,516	

Table 33: MNSPIRE Survey: What issues influenced you to leave teaching in a public or charter school?

Issues	Percent of Response
School climate	30%
-Unsupportive administration	71%
-Negative climate	70%
Lack of academic freedom	16%
Economic reasons	16%
-Low pay	62%
-Higher pay in another field	55%
-Out-of-pocket expenses	37%
N = 3,972	

Table 34: MNSPIRE Survey: Which of the following best describes your immediate professional plans?

Plans	Percent of Response
Continue teaching	81%
Continue working in education but leave teaching	9%
Leave education entirely	10%
N = 10,479	

Table 35: MNSPIRE Survey: Why are you not currently teaching in a public or charter school in Minnesota?

Plans	Percent of Response
Working in a private school	26%
Change in career	25%
Retired	21%
N = 3,939	





Conclusions

Though challenges with consistent and accurate data makes it difficult to identify and fully analyze specific trends and come to detailed conclusions regarding the supply and demand of teachers, broad themes can still be assessed through the data provided.

The trend toward less supply of teachers and more demand from districts, specifically within targeted licensure fields, continues. These trends are not unique to economic development regions around the state.

The vast majority of teachers continue to hold a Tier 3 or Tier 4 “professional license” but an increase in teachers holding a Tier 1 and Tier 2 license reflects the growing need of districts to find teachers not fully qualified for their assignment.

While broad discussions around teacher shortages are important, policy that is more effective should target the three areas where the demand of teachers is highest with the lowest supply. These three areas remain the same areas addressed in the 2021 Teacher Supply and Demand Report. It is clear that the creation of tiered licensure has not resolved the teacher shortage concerns in Minnesota. To impact the following three areas, a dedicated focus on preparation pathways and support for those pathways will be needed.

The first area in need of more teachers is within special education licensure fields. While multiple licensure fields have teacher shortages (heritage language programs such as Hmong and Somali language and career and technical education programs were highlighted earlier in this report), both the high number of positions and low supply in special education fields highlights this as a necessary target. Adding to this

concern, recent changes to the Academic and Behavioral Strategist licensure area within special education has resulted in fewer disability-specific teacher preparation programs being offered throughout the state.

Second, the high proportion of teachers holding a Tier 1 or Tier 2 License 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 this high proportion of teachers holding a Tier 1 or Tier 2 License teaching in charter schools and a deeper investigation of these reasons could support not only the increased supply, but also meaningful pathways toward professional licensure. Changes made to becoming a teacher preparation provider in 2017 would allow charter schools and other organizations to support alternative and nonconventional pathways to move these individuals up the tiers through meeting the standards for the profession.

Third, teachers of color and Indigenous teachers remain in short supply in Minnesota. The percentage of teachers of color and Indigenous teachers remains significantly lower than the students of color and Indigenous students in the state. The lack of teachers of color is often noted as a key element to a dramatic and persistent achievement gap between SOCIS and white students in Minnesota. MNSPIRE, the survey of licensed teachers, shows that negative perceptions of the profession and unsupportive school climate lead to teachers leaving the profession. Policy objectives that support the increased recruitment, preparation, and support for these teachers to ultimately obtain a professional license could have a significant increase in the supply of teachers of color and Indigenous teachers in Minnesota.

Finally, a complete and accurate analysis of the supply and demand of teachers in Minnesota needs more robust and reliable data. Improvements have been made in all the areas addressed in the 2021 Teacher Supply and Demand Report, but more work can still be done in the following areas:

- the race and ethnicity of teachers and teacher candidates,
- the reason teachers leave the classroom, and
- the impact of state and federal grants.

With improved data sources and expanded information, policymakers can fully assess both the impact of policies and funding, and know where to target future policy changes and funding opportunities to ensure an effective educator is in every Minnesota classroom.

Supply and Demand Focus Areas:

- Increase supply of professionally licensed special education teachers
- Increase supply of professionally licensed teacher in charter schools
- Increase teachers of color and Indigenous teachers

Appendix A: Student Teacher Grants in Shortage Areas



Table 36: Student Teacher Grants in Shortage Areas (FY 2022), Awards by Institution

Institution Name	Total # of Awards	Total Amount Awarded
Augsburg University	1	*
Bemidji State University	3	*
College of St. Scholastica	2	*
Minnesota State University, Mankato	1	*
Southwest Minnesota State University	9	*
St. Cloud State University	10	\$54,817
St. Mary's University of Minnesota	1	*
St. Olaf College	2	*
University of Minnesota, Crookston	1	*
University of Minnesota, Duluth	4	*
University of Minnesota, Morris	1	*
University of Minnesota, Twin Cities	30	\$214,232
University of St. Thomas	5	*
Winona State University	2	*
Total	72	\$485,104
Data as of 11/30/2022		
*Data suppressed due to number of awards under 10		

Appendix B: Underrepresented Student Teacher Grants



Table 37: Underrepresented Student Teacher Grants (FY 2022), Awards by Institution

Institution Name	Total # of Awards	Total Amount Awarded
Augsburg University	16	\$113,230
Bemidji State University	2	*
Bethel University	2	*
College of St. Benedict	1	*
Crown College	4	*
Gustavus Adolphus College	1	*
Hamline University	7	*
Metropolitan State University	12	\$90,000
Minnesota State University, Mankato	1	*
Minnesota State University, Moorhead	1	*
North Central University	2	*
Southwest Minnesota State University	1	*
St. Cloud State University	7	*
St. Mary's University of Minnesota	1	*
St. Olaf College	3	*
University of Minnesota, Duluth	1	*
University of Minnesota, Morris	2	*
University of Minnesota, Twin Cities	37	\$263,601
University of Northwestern, St. Paul	2	*
University of St. Thomas	34	\$214,945
Winona State University	3	*
Total	140	\$946,726
Data as of 11/30/2022		
*Data suppressed due to number of awards under 10		

Appendix C: TEACH Grants

Table 38: 2021-22 TEACH Award Grant Volume, by School

School Name	School Type	YTD Recipients	YTD Disbursements
Augsburg University	Private-Nonprofit	15	\$38,726.00
Bemidji State University	Public	9	\$20,269.00
College of St. Benedict	Private-Nonprofit	4	\$15,088.00
St. Catherine University	Private-Nonprofit	3	\$10,373.00
Concordia College – Moorhead	Private-Nonprofit	6	\$15,925.00
Concordia University – St. Paul	Private-Nonprofit	19	\$58,081.00
Gustavus Adolphus College	Private-Nonprofit	3	\$11,316.00
Hamline University	Private-Nonprofit	11	\$20,286.00
Minnesota State University, Mankato	Public	33	\$83,937.00
Minnesota State University, Moorhead	Public	20	\$49,515.00
Southwest Minnesota State University	Public	33	\$75,183.00
St. Cloud State University	Public	27	\$67,622.00
University of Minnesota, Duluth	Public	2	\$5,658.00
University of Minnesota, Morris	Public	1	\$3,772.00
Winona State University	Public	37	\$114,104.00
University of Minnesota, Twin Cities	Public	15	\$56,580.00
Bethel University	Private-Nonprofit	45	\$133,857.00
Metropolitan State University	Public	2	\$4,714.00
Walden University	Proprietary	13	\$32,493.00
Total		298	\$817,499
Award Year Cumulative Activity through Quarter ending (6/30/2022)			
Data Source: Common Origination and Disbursement (COD) System			
Data as of July 1, 2022			

Appendix D: Collaborative Urban Greater Minnesota Educators of Color (CUGMEC) Grant Awards

Table 39: CUGMEC Grant Awards (Fiscal Years 2021-23)

Institution Name	FY 21 Awards	FY 22 Awards	FY 23 Awards
Augsburg University	\$120,000.00	\$80,000.00	\$120,000.00
Concordia University, Saint Paul	\$100,000.00	\$60,000.00	\$100,000.00
Hamline University	\$125,000.00	\$100,000.00	\$120,000.00
Metropolitan State University	\$288,000.00	\$290,000.00	\$350,000.00
Minnesota State University, Mankato	\$140,000.00	\$55,000.00	\$70,000.00
Regents of the University of Minnesota	\$56,000.00	\$35,000.00	\$80,000.00
Saint Cloud State University	-	\$160,000.00	\$60,000.00
Saint Mary's University	\$85,000.00	\$85,000.00	-
Southwest Minnesota State University	-	\$10,000.00	-
University of Saint Thomas	\$56,000.00	\$95,000.00	\$70,000.00
Total	\$970,000	\$970,000	\$970,000
Institutional data as of 11/14/2022			

Appendix E: Teacher Mentorship Grant Awards

Table 40: Teacher Mentorship and Retention of Effective Teachers Grant (Fiscal Years 2021-23)

Fiscal Year	Providers Received	Amount Allocated	Candidates Impacted
FY 2021	25	\$750,000	1,587
FY 2022	37	\$1,923,924.88	3,327
FY 2023	46	\$3,935,207.12	6,286

During the 2019 legislative session, the Minnesota Legislature designated PELSB as the administrator of a grant to support efforts for teacher mentorship and retention of effective teachers.

PELSB makes this state funding available to develop or expand teacher mentorship and retention programs under Minn. Stat. §122A.70, especially those serving teachers of color and American Indian teachers.

Eligible applicants are:

- School districts;
- Groups of school districts;
- Coalitions of districts, teachers, and teacher education institutions; or
- Coalitions of schools, teachers, or non-licensed educators.



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