



Teacher Shortage Loan Forgiveness Program Annual Report

February 1, 2025

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About the Office of Higher Education

The Minnesota Office of Higher Education is a cabinet-level state agency providing students with financial aid programs and information to help them gain access to postsecondary education. The agency also serves as the state's clearinghouse for data, research and analysis on postsecondary enrollment, financial aid, finance and trends.

The Minnesota State Grant Program is the largest financial aid program administered by the Office of Higher Education, awarding more than \$224 million annually in need-based grants to Minnesota residents attending eligible colleges, universities and career schools in Minnesota. The agency oversees other state scholarship programs, tuition reciprocity programs, a student loan program, Minnesota's 529 College Savings Plan, licensing and early college awareness programs for youth.

About This Report

This is a legislative-mandated report. As requested by Minnesota Statutes, section 3.197, this report cost approximately \$2,047.36 to prepare, including staff time.

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Executive Summary

The Minnesota Teacher Shortage Student Loan Repayment Program provides student loan repayment assistance to eligible teachers providing classroom instruction in Minnesota. The purpose of the program is to encourage eligible teachers, particularly those who belong to a race or ethnicity underrepresented in the Minnesota teacher workforce, to teach in Minnesota. Highlights from the most recently completed application and awarding period include:

- 1,358 applications received from eligible teachers
- 474 eligible teachers received repayment awards averaging \$997.89 each

Introduction

The 2015 Minnesota Legislature enacted the Teacher Shortage Loan Forgiveness Program, effective August 1, 2015, [Minnesota Statutes 136A.1791](https://www.revisor.mn.gov/statutes/?id=136A.1791)¹. The program statutes have been amended several times since the program's initial enactment including:

- In 2023, the statute was amended to provide initial priority for awards to eligible applicants who belong to a racial or ethnic group underrepresented in the Minnesota teacher workforce. To the extent that funds are available, awards may be provided to eligible applicants who teach in a rural school district or teach in a license shortage area.
- In 2021, eligibility requirements based on License Shortage Area, location of teaching assignment (rural school district), and race or ethnicity of the applicant were amended. The name of the program was also amended from Teacher Shortage Loan Forgiveness Program to the Teacher Shortage Loan *Repayment* Program (TSLRP) to better align the program's name to its design.

In addition, the Minnesota Office of Higher Education (OHE) was tasked with establishing rules and administering the program. [Minnesota Administrative Rules](https://www.revisor.mn.gov/rules/?id=4830)² were adopted on Tuesday, February 28, 2017.

OHE is required to submit an annual report by February 1 to the chairs of the K-12 and higher education committees of the Legislature. The report must include (1) the number of individuals who received loan repayment, (2) the race or ethnicity of the teachers, (3) the licensure areas and school districts in which the teacher taught, (4) the average amount paid, and (5) any other summary data identified as outcome indicators.

Currently, 2023 TSLRP applications have been awarded and 2024 applications are in the process of review.

¹ <https://www.revisor.mn.gov/statutes/?id=136A.1791>

² <https://www.revisor.mn.gov/rules/?id=4830>

Financial Summary

[Minnesota Statutes 136A.1791 Subdivision 8³](#) established a fund for TSLRP, making appropriations to the fund “continuously available” for loan repayment awards:

Table 1. Teacher Shortage Loan Repayment Program Appropriation Summary

Fiscal Year	Appropriation	Administrative	Available Awards
2016/2017*	\$2,000,000.00	\$60,000.00	\$1,940,000.00
2016	\$200,000.00	\$6,000.00	\$194,000.00
2017	\$200,000.00	\$6,000.00	\$194,000.00
2018*	\$500,000.00	\$15,000.00	\$485,000.00
2018	\$200,000.00	\$6,000.00	\$194,000.00
2019	\$200,000.00	\$6,000.00	\$194,000.00
2020	\$200,000.00	\$6,000.00	\$194,000.00
2021	\$200,000.00	\$6,000.00	\$194,000.00
2022	\$200,000.00	\$6,000.00	\$194,000.00
2023	\$200,000.00	\$6,000.00	\$194,000.00
2024	\$1,000,000.00	\$30,000.00	\$970,000.00
2025	\$1,000,000.00	\$30,000.00	\$970,000.00
Total	\$6,100,000.00	\$183,000.00	\$5,917,000.00

Notes: Fiscal Years 2016, 2017 and 2018 included one-time appropriations in addition to regular appropriations. The one-time appropriations are indicated with an asterisk (*).

Table 2. Teacher Shortage Loan Repayment Program Award Summary

Fiscal Year	Awards
2017	\$707,743.32
2018	\$833,306.87
2019	\$1,017,869.24
2020	\$727,100.33
2021	\$266,000.00
2022	\$206,867.00
2023	\$174,518.95
2024	\$474,000.00
Total	\$ 4,407,405.71

Note: The program has \$1,509,594.29 in remaining funds as of Fiscal Year 2025.

³ <https://www.revisor.mn.gov/statutes/?id=136A.1791>

Applications and Awards

To date, nine application periods have been made available:

- 2016 Applications (2015-2016 teaching assignments): May 26, 2016 – June 30, 2016
- 2017 Applications (2016-2017 teaching assignments): May 20, 2017 – June 30, 2017
- 2018 Applications (2017-2018 teaching assignments): May 10, 2018 – June 30, 2018
- 2019 Applications (2018-2019 teaching assignments): June 11, 2019 – July 15, 2019
- 2020 Applications (2019-2020 teaching assignments): August 1, 2020 – September 30, 2020
- 2021 Applications (2020-2021 teaching assignments): August 2, 2021 - September 30, 2021
- 2022 Applications (2021-2022 teaching assignments): June 14, 2022 – August 31, 2022
- 2023 Applications (2022-2023 teaching assignments): July 10, 2023 – August 31, 2023
- 2024 Applications (2023-2024 teaching assignments): June 4, 2024 - August 31, 2024

Table 3 reflects TSLRP 2023 application and awards data.

Table 3. Teacher Shortage Loan Repayment Program 2023 Applications and Awards by Economic Development Region

Economic Development Region	Applications	Eligible Applications	Selected for Verification	Verification Completed	Awarded
Region 1 – Northwest	70	48	48	24	22
Region 2 – Headwaters	30	28	28	12	12
Region 3 – Arrowhead	154	129	129	53	53
Region 4 – West Central	101	80	80	33	32
Region 5 – North Central	88	75	75	32	32
Region 6E – Southwest Central	56	50	50	22	22
Region 6W – Upper MN Valley	29	25	25	12	11
Region 7E – East Central	50	40	40	22	22
Region 7W – Central	127	98	98	37	37
Region 8 – Southwest	63	52	52	20	20
Region 9 – South Central	175	133	132	51	51
Region 10 – Southeast	225	172	170	51	51
Region 11 – Twin Cities Area	598	428	279	111	109
Total	1770	1358	1206	478	474

The number of *verifications completed* is less than the number of *selected for verification* because some applicants submitted incomplete documentation or no documentation at all. Technology and data security requirements changed during the application period which required OHE to utilize a different method for collecting documentation from applicants that were selected for verification. This change in process likely led to many applicants not providing the requested documents and not progressing through the application process. In the 2024 application period, OHE used the same secure process, provided more detailed instructions, and saw a greater number of those selected for verification submitting the required documents.

The average award paid among 2023 award recipients was \$997.89.

Table 4 reflects data for the 2024 applications **still processing**:

Table 4. Teacher Shortage Loan Repayment Program 2024 Applications

Economic Development Region	Applications	Ineligible Applications	Eligible Applications	Applications Selected for Review	Review Documents Received
Region 1 – Northwest	11	3	8	8	5
Region 2 – Headwaters	26	2	24	24	13
Region 3 – Arrowhead	37	0	37	37	27
Region 4 – West Central	27	3	24	24	20
Region 5 – North Central	38	2	36	36	27
Region 6E – Southwest Central	24	1	23	23	14
Region 6W – Upper MN Valley	7	1	6	6	5
Region 7E – East Central	22	4	18	18	11
Region 7W – Central	30	4	26	26	18
Region 8 – Southwest	35	3	32	32	21
Region 9 – South Central	31	0	31	31	19
Region 10 – Southeast	44	4	40	40	26
Region 11 – Twin Cities Area	214	27	187	187	117
Unknown District or Private School	1	1	0	0	0
Total	547	55	492	492	323

Recipients

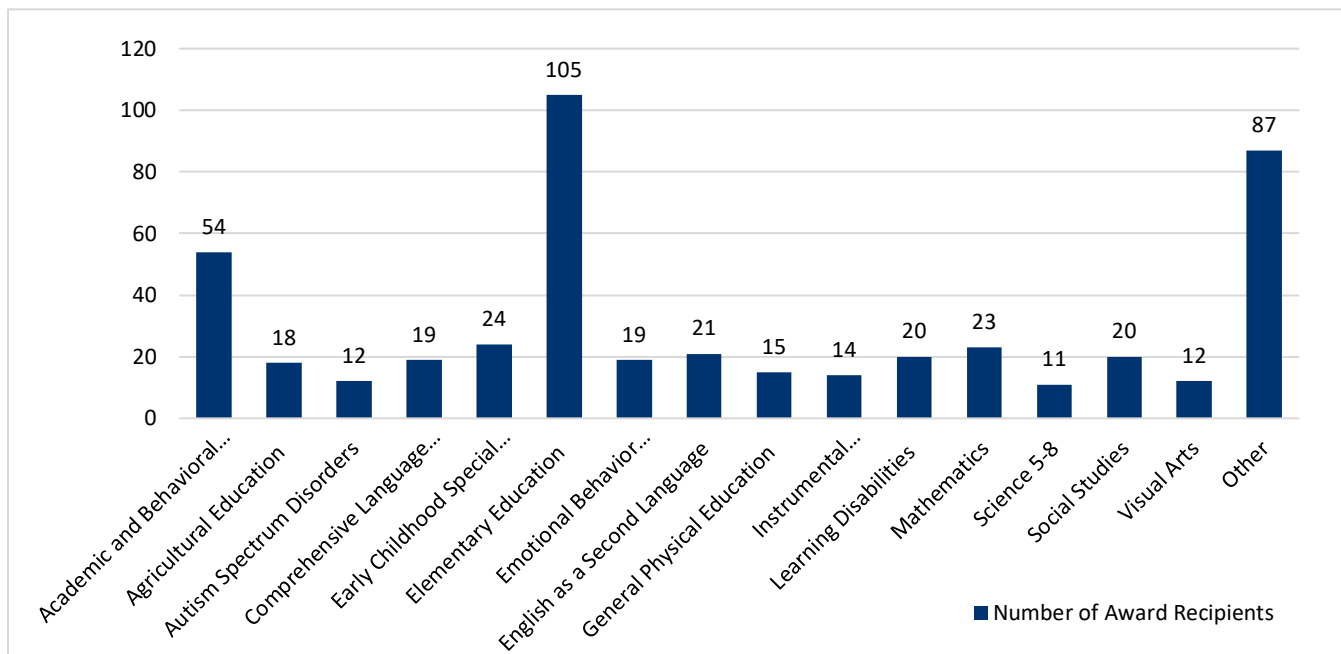
Table 5 reflects 2023 recipients by race/ethnicity.

Table 5. Teacher Shortage Loan Repayment Program 2023 recipients by Race/Ethnicity

Race/Ethnicity	Recipients
American Indian or Alaska Native	4
Asian	9
Black or African American	15
Hispanic or Latino	12
Native Hawaiian or Other Pacific Islander	2
White, Not Hispanic or Latino	429
Unknown	3
Total	474

Figure 6 reflects the licensure fields in which the 2023 recipients taught during the 2022-2023 academic year.

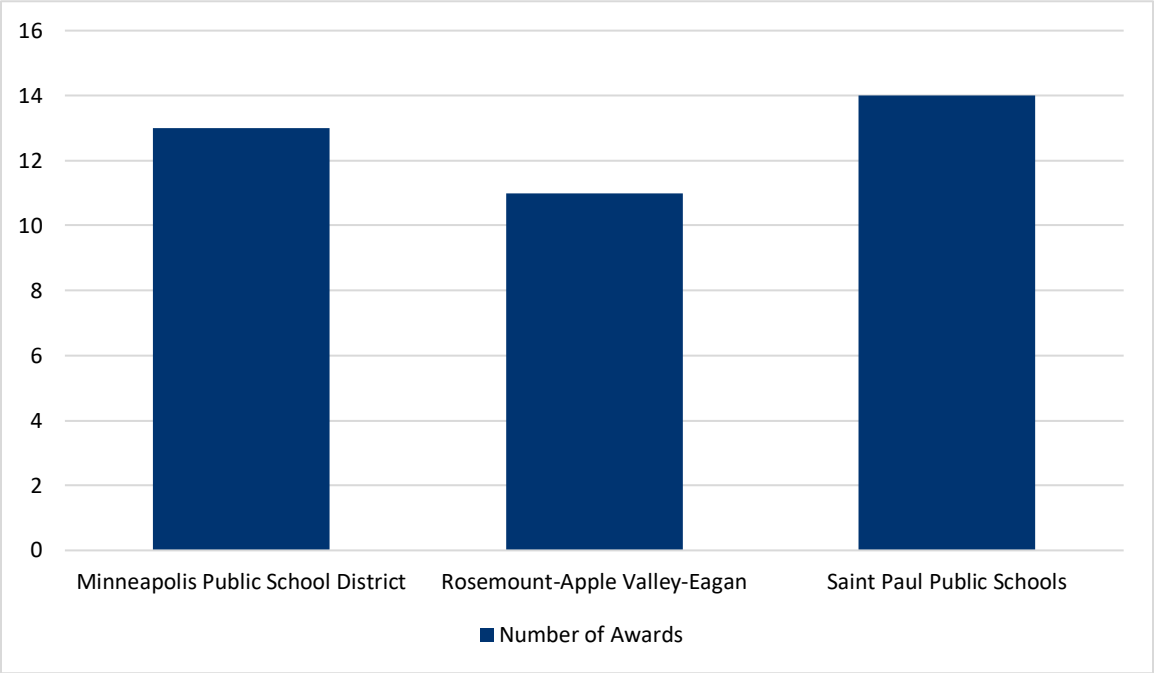
Figure 6. Teacher Shortage Loan Repayment Program 2023 Recipients by Licensure Fields



Note: The category of "Other" includes licensure fields with less than 10 recipients per field: Vocational Agricultural, English/Language Arts, Communication Arts/Literature, American Sign Language, Spanish, Health Education, Family and Consumer Sciences, Technology, Classroom Music, Vocal and Classroom Music, Life Science, Chemistry, Physics, Earth and Space Science, Business, Business Simulation Occupations, Teacher-Coord Work Based Learning, Pre-Primary, Early Childhood Education, Developmental/Adapted Physical Education, Blind or Visually Impaired, Developmental Disabilities, Manufacturing Careers, Transportation Careers.

Figure 7 reflects the school districts in which the 2023 recipients taught.

Figure 7. Teacher Shortage Loan Repayment Program 2023 Recipients by School Districts



Note: Data for other school districts has been suppressed (see appendices A and C)

Please refer to Appendix A regarding the school districts with less than ten award recipients.

Appendix A

2023 School Districts with Less Than 10 Award Recipients

A.C.G.C. Public School District	Chisago Lakes School District
Adrian Public School District	Cleveland Public School District
Albany Public School District	Cloquet Public School District
Albert Lea Public School District	Columbia Heights Public School District
Alden-Conger Public School District	Crookston Public School District
Alexandria Public School District	Crosby-Ironton Public School District
Annadale Public School District	Dassel-Cokato Public School District
Anoka-Hennepin Public School District	Deer River Public School District
Arcadia Charter School	Delano Public School District
Ashby Public School District	Duluth Public School
Austin Public School District	Eastern Carver County Public Schools
Battle Lake Public School District	Edina Public School District
Becker Public School District	Elk River Public School District
Belle Plaine Public School District	Esko Public School District
Bemidji Public School District	Fairmont Area School District
Bertha-Hewitt Public School District	Faribault Public School District
Big Lake Public School District	Farmington Public School District
Bird Island-Olivia-Lake Lillian Public School District	Fergus Falls Area Special Education Cooperative
Bloomington Public School District	Fergus Falls Public School District
Bloomington Public Schools	Fertile-Beltrami School District
Blue Earth Area School District	Fillmore Central
Braham Public School District	Fisher Public School District
Brainerd Public School District	Foley Public School District
Brandon-Evansville Public Schools	Forest Lake Public School District
Breckenridge Public School District	Fosston Public School District
Brooklyn Center Community Schools	Glencoe-Silver Lake School District
Browns Valley Public School District	Goodridge Public School District
Buffalo Lake-Hector-Stewart Public Schools	Grand Rapids Public School District
Burnsville-Eagan-Savage School District	Greenway Public School District
Bryon Public School District	Hancock Public School District
Caledonia Public School District	Hastings Public School District
Cambridge-Isanti Public School District	Hayfield Public School District
Canby Public School District	Henning Public School District
Cannon Falls Public School District	Herman-Norcross Community School
Cass Lake-Bena Public School District	Hermantown Community Schools
Cedar Mountain School District	Hibbing Public School District
Central Public School District	Hinkley-Finlayson School District
Hmong College Prep Academy	Minnewaska School District

Holdingsford Public School District	Montevideo Public School District
Houston Public School District	Monticello Public School District
Howard Lake-Waverly-Winsted	Moorhead Area Public School District
Hutchinson Public School District	Moose Lake Public School District
Intermediate School District 287	Mora Public Schools
Intermediate School District 917	Mounds View Public School District
International Falls School District	Mountain Iron-Buhl School District
Jackson County Central School District	Nashwauk-Keewatin School District
Janesville-Waldorf-Pemberton Public School District	New City School D
Jordan Public School District	New London-Spicer School District
Kasson-Mantorville School District	New Prague Area Schools
Kato Public Charter School	New York Mills Public School District
Kenyon-Wanamingo School District	North Branch Area Public Schools
Kerkhoven-Murdock Sunburg	North St. Paul-Maplewood Oakdale Public School District
Kimball Public School District	Northeast Metro
Kingsland Public School District	Northern Lights Academy Cooperative
Lake Crystal-Wellcome Memorial	Northland Community School
Lake of the Woods School District	NRHEG School District
Lake Superior Public School District	Onamia Public School District
Lakeville Area Schools	Ortonville Public Schools
Lanesboro Public School District	Osakis Public School District
Laporte Public School District	Osseo Public School District
Lewiston-Altura Public School District	Park Rapids Public School District
Litchfield Public School District	Parkers Prairie Public School District
Little Falls Public School District	Pequot Lakes Public Schools
Littlefork-Big Falls School District	Pierz Public School District
Long Prairie-Grey Eagle School District	Pillager Public School District
MACCRAY School District	Pine City Public School District
Madelia Public School District	Pine Island Public School District
Mankato Public School District	Pipestone Area School District
Maple River School District	Princeton Public School District
Marshall County Central Schools	Prior Lake-Savage Area Schools
Marshall Public School District	Proctor Public School District
Martin County West School District	Red Lake Falls Public School District
Meeker and Wright Special Education	Red Lake Public School District
Melrose Public School District	Red Wing Public School District
Milaca Public School District	Redwood Area School District
Milroy Public School District	Renville County West School District
Minnesota Valley Education District	Richfield Public School District
Minnetonka Public School District	Robbinsdale Public School District
Rochester Public School District	Ubah Academy

Rock Ridge Public Schools	United South-Central School District
Rocori Public School District	Upsala Public School District
Roseau Public School District	Venture Academy
Roseville Public School District	Wabasso Public School District
Round Lake-Brewster Public Schools	Waconia Public School District
RTR Public Schools	Walker-Hackensack-Akeley School District
Sartell-St. Stephen School District	Warren-Alvarado-Oslo School District
Sauk Centre Public Schools	Warroad Public School District
Sauk Rapids-Rice Public Schools	Waseca Public School District
Shakopee Public School District	Waterville-Elysian-Morristown Public School District
Sleepy Eye Public School District	Waubun-Ogema-White Earth Schools
South Washington County Schools	Wayzata Public School District
Spero Academy	West St. Paul-Mendota Heights-Eagan
Spring Grove School District	Westonka Public School District
Springfield Public School District	Wheaton Area Public School District
St. Charles Public School District	White Bear Lake School District
St. Cloud Public School District	Willmar Public School District
St. Louis County School District	Willow River Public Schools
St. Louis Park Public School District	Windom Public School District
St. Michael-Albertville School District	Win-E-Mac School District
St. Peter Public School District	Winona Area Public School District
SW/WC Service Cooperative	Worthington Public School District
Thief River Falls School District	Wrenshall Public School District
Trek North High School	Wright Technical Center
Tri-City United School District	Yellow Medicine East
TRIO Wolf Creek Distance Learning	Zumbrota-Mazeppa School District
Triton School District	

Appendix B

2024 Minnesota Statutes

136A.1791 TEACHER SHORTAGE LOAN REPAYMENT PROGRAM

Subdivision 1. **Definitions.**

- (a) The terms used in this section have the meanings given them in this subdivision.
- (b) "Qualified educational loan" means a government, commercial, or foundation loan for actual costs paid for tuition and reasonable educational and living expenses related to a teacher's preparation or further education, only if the further education will result in the teacher decreasing the gap in a new shortage area.
- (c) "School district" means an independent school district, special school district, intermediate district, education district, special education cooperative, service cooperative, a cooperative center for vocational education, or a charter school located in Minnesota.
- (d) "Teacher" means an individual holding a teaching license issued by the Professional Educator Licensing and Standards Board who is employed by a school district to provide classroom instruction.
- (e) "Commissioner" means the commissioner of the Office of Higher Education unless indicated otherwise.
- (f) "License shortage area" has the meaning given in section 136A.1275, subdivision 1 (<https://www.revisor.mn.gov/statutes/cite/136A.1275#stat.136A.1275.1>), paragraph (b).
- (g) "Racial or ethnic group underrepresented in the teacher workforce" means a racial or ethnic group for which the aggregate percentage of Minnesota teachers of that racial or ethnic group is lower than the aggregate percentage of Minnesota kindergarten through grade 12 students of that racial or ethnic group.
- (h) "Rural school district" means a school district with fewer than 30 resident pupil units under section 126C.05, subdivision 6 (<https://www.revisor.mn.gov/statutes/cite/126C.05#stat.126C.05.6>), per square mile.

Subd. 2. **Program established; administration.**

The commissioner shall establish and administer a teacher shortage loan repayment program.

Subd. 3. [Repealed by amendment, 1Sp2021 c 2 art 2 s 15
(<https://www.revisor.mn.gov/laws/2021/1/2/#laws.2.15.0>).

Subd. 3a. **Eligibility.**

To be eligible for a disbursement under this section, a teacher must belong to a racial or ethnic group underrepresented in the Minnesota teacher workforce. To the extent that funds are available, eligibility extends to teachers who teach in a rural school district or teach in a license shortage area.

Subd. 4. **Application for loan repayment.**

Each applicant for loan repayment, according to rules adopted by the commissioner, shall:

- (1) apply for teacher shortage loan repayment and promptly submit any additional information required by the commissioner; and
- (2) submit to the commissioner a completed affidavit, prescribed by the commissioner, affirming the teacher is teaching in: (i) a license shortage area; or (ii) a rural school district.

Subd. 5. **Amount of loan repayment.**

- (a) To the extent funding is available, the annual amount of teacher shortage loan repayment for an approved applicant shall not exceed \$1,000 or the cumulative balance of the applicant's qualified educational loans, including principal and interest, whichever amount is less.
- (b) Recipients must secure their own qualified educational loans. Teachers who graduate from an approved teacher preparation program or teachers who add a licensure field, consistent with the teacher shortage requirements of this section, are eligible to apply for the loan repayment program.
- (c) No teacher shall receive more than five annual awards.

Subd. 6. Disbursement.

- (a) The commissioner must make annual disbursements directly to the participant of the amount for which a participant is eligible, for each year that a participant is eligible.
- (b) Within 60 days of the disbursement date, the participant must provide the commissioner with verification that the full amount of loan repayment disbursement has been applied toward the designated loans. A participant that previously received funds under this section but has not provided the commissioner with such verification is not eligible to receive additional funds.

Subd. 7. Penalties.

- (a) A teacher who submits a false or misleading application or other false or misleading information to the commissioner may:
 - (1) have his or her teaching license suspended or revoked under section 122A.20 (<https://www.revisor.mn.gov/statutes/cite/122A.20>);
 - (2) be disciplined by the teacher's employing school district; or
 - (3) be required by the commissioner to repay the total amount of the loan repayment he or she received under this program, plus interest at a rate established under section 270C.40 (<https://www.revisor.mn.gov/statutes/cite/270C.40>).
- (b) The commissioner must deposit any repayments received under paragraph (a) in the fund established in subdivision 8.

Subd. 8. Account established.

A teacher shortage loan repayment account is created in the special revenue fund for depositing money appropriated to or received by the commissioner for the program. Money deposited in the account is appropriated to the commissioner, does not cancel, and is continuously available for loan repayment under this section.

Subd. 9. Annual reporting.

By February 1 of each year, the commissioner must report to the chairs of the kindergarten through grade 12 and higher education committees of the legislature on the number of individuals who received loan repayment under this section, the race or ethnicity of the teachers participating in the program, the licensure areas and school districts in which the teachers taught, the average amount paid to a teacher participating in the program, and other summary data identified by the commissioner as outcome indicators.

Subd. 10. Rulemaking.

The commissioner shall adopt rules under chapter 14 to administer this section.

Appendix C

Minnesota Office of Higher Education Data Suppression Policy for Student Information

Purpose

The purpose of this policy is to ensure the protection of private data on students when releasing summary data about our institutions and students.

Increased attention to education has led to an expansion in the amount of information on students and institutions reported by the Minnesota Office of Higher Education (OHE). Such reports offer a challenge of meeting reporting requirements while also meeting legal requirements to protect each student's personally identifiable information (Family Educational Rights and Privacy Act [FERPA]) (20 U.S.C. § 1232g; 34 CFR Part 99). Recognizing this, subgroup disaggregation of the data may not be published if the results would yield personally identifiable information about an individual student (or if the number of students in a category is insufficient to yield statistically reliable information). States are required to define a minimum number of students in a reporting group or subgroup required to publish results consistent with the protection of personally identifiable information (34 CFR § 200.7).

Scope

This policy applies to all public reports generated by employees, agents, or contractors of OHE.

Policy

OHE may release summary data, including aggregate student counts for all groups including those of less than 10. However, OHE may not release any other information regarding the group depending on the sensitive nature of the data.

Other information is defined as information that, alone or in combination, is linked or linkable to a specific student that would allow a reasonable person in the school (institution) community, who does not have personal knowledge of the relevant circumstances, to identify the student with reasonable certainty. Other information may include, but is not limited to: gender or sex, gender identity, race/ethnicity, Tribal affiliation, disability, citizenship, income and wages, expected contributions, cumulative debt, and birth date or birthplace information. Other information also includes aid awarded for the following programs, including but not limited to: Postsecondary Child Care Grants, Minnesota Indian Scholarship Program, MN Reconnect, Public Safety Officer Survivor Grant, Teacher Candidate Grants, Grants for Students with Intellectual and Developmental Disabilities, and State Grant.

OHE may suppress other information for aggregate student counts of less than 10 for the following reasons:

- the information could identify an individual, or
- the report will be released to an audience that includes recipients other than individuals to whom OHE may disclose personally identifiable information pursuant to federal or state law.

In addition to suppressing small cells, OHE may:

- Recode categories with values of 95 to 100 percent to greater than or equal to 95 percent (≥ 95 percent), and
- Recode categories with values of 0 to 5 percent to less than or equal to 5 percent (≤ 5 percent).

Unforeseen circumstances, such as a pandemic or natural disaster, may affect the integrity of annually collected data. OHE will consider and decide upon potentially adjusted reporting and suppression strategies in such extraordinary times.

Individuals and organizations to which OHE discloses information will be directed that its re-disclosure to anyone who is not authorized to receive that information under state and/or federal law is prohibited. Disclosure of data by the Minnesota Office of Higher Education is subject to Minnesota Government Data Practices Act (MGDPA, Minnesota Statutes Chapter 13) and the Family Educational Rights and Privacy Act (34 CFR Part 99.31).

Additionally, any use of education records by another state agency, its employees, agents, or contractors is subject to and shall be consistent with applicable provisions of the Family Educational Rights and Privacy Act (FERPA) and the Minnesota Government Data Practices Act (MGDPA) including, but not limited to, FERPA regulations at 34 C.F.R. § 99.32 through 99.35, regarding recordkeeping, re-disclosure, and destruction of education records.

Definitions

- Personally identifiable information (PII): Data that identifies the individual. For the purposes of education records, PII is defined by federal law as information that includes, but is not limited to a student's name; the name of the student's parent or other family members; the address of the student or student's family; a personal identifier, such as the student's social security number, student number, or biometric record; other indirect identifiers, such as the student's date of birth, place of birth, and mother's maiden name; other information that, alone or in combination, is linked or linkable to a specific student that would allow a reasonable person in the school (institution) community, who does not have personal knowledge of the relevant circumstances, to identify the student with reasonable certainty; and information requested by a person who the educational agency or institution reasonably believes knows the identity of the student to whom the education record relates.
- Summary Data: Statistical records and reports aggregated from data on individuals in a way that individuals are not identified and from which neither their identities nor any other characteristic that could uniquely identify an individual is ascertainable.

Classification of Information

Pursuant to Minnesota Statutes 2020, section 13.02, subdivision 12 and Minnesota Statutes 2020, section 136A.162, data on students collected and used by the Minnesota Office of Higher Education are private data on individuals, including data on applicants for financial assistance collected and used by the Minnesota Office of Higher Education for student financial aid programs administered by that office.



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2025