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Professional Educator Licensing and Standards Board

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<https://www.mn.gov/pelsb>

AT A GLANCE

Oversight of teacher standards, licensure renewals, and ethics for more than 114,000 licensed educators in the state, nearly 84,000 of whom are actively teaching in Minnesota classrooms.

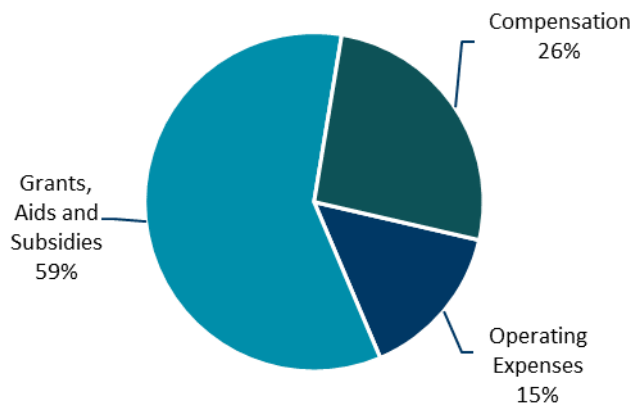
- Oversight and daily support for 38 teacher preparation program providers
- 6-10 reviews of Minnesota teacher preparation providers conducted annually
- Ongoing Program Review of nearly 670 licensure area programs
- Around 200 teacher conduct investigations reviewed annually
- Issuance and renewal of 48,000 educator licenses annually

PURPOSE

The mission of the Professional Educator Licensing and Standards Board (PELSB) is to ensure all Minnesota students have high quality educators in their schools who are equipped to deliver effective instruction and meet the instructional needs of all learners. PELSB is an executive branch agency governed by an independent board, with members appointed by the Governor and confirmed by the Senate. The agency’s operational duties are overseen and managed by an Executive Director. The agency provides leadership in teacher education, establishes and maintains licensure standards and renewal requirements, accredits teacher preparation providers and licensure programs, establishes and enforces the Code of Ethics for Minnesota teachers, administers between 10-17 million dollars in grant funds, administers alternative pathways to licensure programs, and advances legislation and rulemaking efforts to better support Minnesota’s teachers and students.

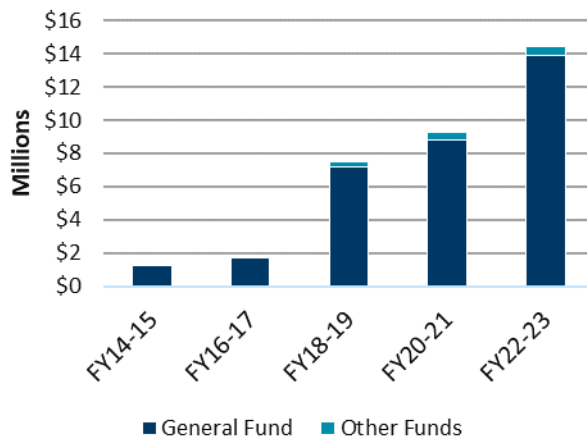
BUDGET

**Spending by Category
FY 2023 Actual**



Source: Budget Planning & Analysis System (BPAS)

Historical Spending



Source: Consolidated Fund Statement

The majority of the board’s funding is spent to retain 28 FTE positions to conduct the oversight of teacher licensure and renewal, teacher preparation, alternative pathways, data and compliance, policy work, and teacher ethics. PELSB receives an annual appropriation from the legislature, and a special appropriation for licensure via portfolio expenses. All licensing fees for teachers other than those pursuing licensure by portfolio are paid to the

general fund. A significant portion of operating costs come from paying reviewers for program, portfolio, and grant review. Another major cost is updating and fixing IT systems. Other operating expenses include professional contractors, work-related travel expenses for board members and staff, and a monthly stipend for 13 board members.

STRATEGIES

Teacher Licensure & Renewal

PELSB's mission is to ensure all Minnesota students have high quality educators in their schools. One of the primary ways this mission is fulfilled is through licensure and renewal practices. PELSB's strategies here are two-fold. First, we strive to increase efficiency so we can quickly and thoroughly license Minnesota's educators. This process involves reaching out to higher education and alternative providers to obtain recommendations, working with the BCA on background checks, working with districts on tier 1 and 2 licenses, and working re-licensure committees on renewal requirements.

Second, we engage in legislative advocacy and rulemaking to develop licensure and renewal requirements for teachers that encompass the everchanging needs of Minnesota's students. The steady growth in processed licenses and permissions reflects our success in this area, despite having limited staff to meet our statutory deadline of issuing licenses within 30 days of receiving an application.

Teacher Preparation and Alternative Pathways to Licensure

As the agency responsible for accrediting teacher preparation institutions in the state, PELSB sets the standards for accreditation and conducts regular unit (institution) and program (licensure area) reviews. These visits require PELSB to train and maintain a regular body of peer reviewers, develop and update guidance documents, as well as plan and facilitate the actual accreditation reviews.

Minnesota is one of a handful of states with a licensure-via-portfolio pathway, a performance-based way to meet state standards and obtain professional licensure. PELSB contracts with a vendor to create and maintain an online platform for this pathway. Additionally, staff meet with school districts and educators to guide them through the process of using this pathway. Because licensure-via-portfolio recently underwent an overhaul, staff are also in the process of creating new guidance documents that cover dozens of licensure standard rules.

Policy Work

In alignment with our mission, PELSB engages in a significant amount of policy work. As an executive branch agency that is not a cabinet level agency, PELSB has the flexibility to work with various state legislators on passing bills that support Minnesota's teachers. Additionally, our agency has broad rulemaking authority and regularly engages in rulemaking projects that set standards for teacher preparation and licensure. In fact, PELSB has been a national leader in setting standards for the teaching profession that reflect current and emerging student needs. We have presented nationally on our most recent rulemaking project, which includes updating the Standards of Effective Practice.

Ethics

The Board conducts investigations into teacher conduct, enforcing the established Code of Ethics for Minnesota teachers. While changes in licensure requirements and the teacher shortage have resulted in an increase in certain incidents, PELSB works closely with districts and stakeholders to increase understanding of teacher ethics in an effort to reduce the number of cases.

Grants

When PELSB was first created it did not administer any grants. Over the last 6 years, PELSB has been allocated several grant programs. Most recently, PELSB was given the Paid Student Teaching Stipend Pilot to administer, increasing the amount of state funds we administer through grants to nearly \$17 million. Beyond dispersing funds, these grants require financial tracking and monitoring, as well as programmatic work to assess outcomes and create legislative reports.

RESULTS

Measure name	Measure type	Measure data source	Historical Trends	Most Recent Data 2023-2024 (FY24)
Preparation Providers Reviewed	Quantity	Data collected from staff on number approved units.	The number of providers has grown to 38, including traditional, alternative pathway, transfer pathway providers. Data: 7 (FY22), 6 (FY23)	9
Preparation Programs Reviewed	Quantity and quality	Data collected from staff on number approved programs.	The overall number of programs has decreased to 667 due to consolidating baccalaureate and post baccalaureate programs, combining nonconventional and conventional models, closing down program models, and regular program. However, the review work has grown due to changes in administrative law and state statute. Data: 420 (FY22), 350 (FY23)	300
Portfolios Reviewed	Quantity	Data collected from staff on number of portfolios submitted and sent out for review. Note: Staff process a greater number of eligibility applications than reviews.	The number of reviews has increased due to more staff, outreach, and a new online platform. Data: 7 (FY22), 59 (FY23)	115

Measure name	Measure type	Measure data source	Historical Trends	Most Recent Data 2023-2024 (FY24)
Permissions Granted	Quantity	Data collected from staff on number of applications processed by staff.	Demand for permissions has increased in response to teacher shortages. This requires additional customer service and licensing support. Data: 3,500 (FY22), 4,059 (FY23)	4,407
Licenses Issued	Quantity	Data from online licensing system.	This has increased to meet demand/student needs. Data: 7,000 (FY22), 14,070 (FY23)	15,831
Licenses Renewed	Quantity	Data from online licensing system.	We have seen an increase in renewals over time, with a more moderate change this past fiscal year. Data: 19,000 (FY22), 26,467 (FY23)	20,017
Ethics Cases Reviewed	Quantity	Data collected from staff on number of cases and applications reviewed.	This has remained fairly consistent. Traditionally around 200 cases are open each year. 146 cases had board action in the time period between 7/1/2022-7/1/2024. Data: 260 (FY22), 158 licensee files opened, and 599 apps reviewed (FY23)	217 licensee files opened + 567 apps reviewed
Rulemaking Projects (both in progress and completed)	Result – Standards revised over time	Data collected from staff on open and completed rulemaking projects.	Rulemaking has remained fairly consistent in response to legislative changes and adjustments in line with changes to academic standards, as well as industry best practices. Data: 2 (FY22), 4 (FY23)	2
Board & Committee Meetings Held	Quantity	Data collected on public meetings held.	Board work has remained consistent to address ongoing policy issues. Data: 78 (FY22), 74 (FY23)	76

Measure name	Measure type	Measure data source	Historical Trends	Most Recent Data 2023-2024 (FY24)
Grant Funds Administered	Quantity	Data on legislative appropriations.	Grant funds allocated to PELSB have increased in response to educators' needs. Data: \$3,883,880 (FY22), \$3,876,120 (FY23)	\$9,635,000

The current authority and responsibilities of the Professional Educator Licensing and Standards Board are delineated primarily in Minnesota Statutes §122A.05 – §122A.09, §122A.18, §214, and Minnesota Rules, Chapters 8700, 8705 and 8710.

Prof Educator Licensing and Standards Board

Agency Expenditure Overview

(Dollars in Thousands)

	Actual FY22	Actual FY23	Actual FY24	Estimate FY25	Forecast Base		Governor's Recommendation	
					FY26	FY27	FY26	FY27
<u>Expenditures by Fund</u>								
1000 - General	5,728	8,140	13,261	18,068	14,981	14,981	5,111	5,184
2000 - Restrict Misc Special Revenue	274	251	314	314	305	305	305	305
3015 - ARP-State Fiscal Recovery	11	40						
Total	6,013	8,431	13,575	18,382	15,286	15,286	5,416	5,489
Biennial Change				17,514		(1,385)		(21,052)
Biennial % Change				121		(4)		(66)
Governor's Change from Base								(19,667)
Governor's % Change from Base								(64)

Expenditures by Program

Prof Educator Licensing Std Bd	6,013	8,431	13,575	18,382	15,286	15,286	5,416	5,489
Total	6,013	8,431	13,575	18,382	15,286	15,286	5,416	5,489

Expenditures by Category

Compensation	2,110	2,156	2,578	3,268	3,049	3,034	2,911	2,966
Operating Expenses	1,052	1,310	1,446	5,360	1,612	1,627	1,585	1,603
Grants, Aids and Subsidies	2,851	4,960	9,536	9,734	10,605	10,605	900	900
Other Financial Transaction	0	5	14	20	20	20	20	20
Total	6,013	8,431	13,575	18,382	15,286	15,286	5,416	5,489

Full-Time Equivalents

	21.70	22.25	23.19	28.23	25.23	24.23	23.63	22.63
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Prof Educator Licensing and Standards Board

Agency Financing by Fund

(Dollars in Thousands)

	Actual FY22	Actual FY23	Actual FY24	Estimate FY25	Forecast Base		Governor's Recommendation	
					FY26	FY27	FY26	FY27
1000 - General								
Balance Forward In		1,394	0	668				
Direct Appropriation	7,046	7,085	13,929	24,436	14,981	14,981	5,111	5,184
Transfers In				50				
Transfers Out		330		7,086				
Cancellations		9	0					
Balance Forward Out	1,318		668					
Expenditures	5,728	8,140	13,261	18,068	14,981	14,981	5,111	5,184
Biennial Change in Expenditures				17,462		(1,367)		(21,034)
Biennial % Change in Expenditures				126		(4)		(67)
Governor's Change from Base								(19,667)
Governor's % Change from Base								(66)
Full-Time Equivalents	21.53	21.67	23.11	28.23	25.23	24.23	23.63	22.63

2000 - Restrict Misc Special Revenue

Balance Forward In	101	133	166	171	162	162	162	162
Receipts	291	283	320	305	305	305	305	305
Transfers In			34	34	25	25	25	25
Transfers Out			34	34	25	25	25	25
Balance Forward Out	118	166	172	162	162	162	162	162
Expenditures	274	251	314	314	305	305	305	305
Biennial Change in Expenditures				103		(18)		(18)
Biennial % Change in Expenditures				20		(3)		(3)
Governor's Change from Base								0
Governor's % Change from Base								0
Full-Time Equivalents			0.07					

3015 - ARP-State Fiscal Recovery

Balance Forward In		133						
Direct Appropriation	144							
Cancellations		94						
Balance Forward Out	133							
Expenditures	11	40						
Biennial Change in Expenditures				(50)		0		0

Prof Educator Licensing and Standards Board

Agency Financing by Fund

(Dollars in Thousands)

	Actual	Actual	Actual	Estimate	Forecast Base		Governor's Recommendation	
	FY22	FY23	FY24	FY25	FY26	FY27	FY26	FY27
Biennial % Change in Expenditures				(100)				
Governor's Change from Base								0
Governor's % Change from Base								
Full-Time Equivalents	0.17	0.58	0.01					

Prof Educator Licensing and Standards Board

Agency Change Summary

(Dollars in Thousands)

	FY25	FY26	FY27	Biennium 2026-27
Direct				
Fund: 1000 - General				
FY2025 Appropriations	24,436	24,436	24,436	48,872
Base Adjustments				
All Other One-Time Appropriations		(7,693)	(7,693)	(15,386)
One-Time IT Appropriations		(2,767)	(2,767)	(5,534)
Current Law Base Change		1,000	1,000	2,000
Minnesota Paid Leave Allocation		5	5	10
Forecast Base	24,436	14,981	14,981	29,962
Change Items				
Operating Adjustment		70	143	213
Transfer Teacher Mentorship and Retention Grants to Minnesota Department of Education		(4,500)	(4,500)	(9,000)
Transfer Collaborative Urban and Greater Minnesota Educators of Color Grant		(5,440)	(5,440)	(10,880)
Total Governor's Recommendations	24,436	5,111	5,184	10,295
Dedicated				
Fund: 2000 - Restrict Misc Special Revenue				
Planned Spending	314	305	305	610
Forecast Base	314	305	305	610
Total Governor's Recommendations	314	305	305	610
Revenue Change Summary				
Dedicated				
Fund: 2000 - Restrict Misc Special Revenue				
Forecast Revenues	305	305	305	610
Total Governor's Recommendations	305	305	305	610
Non-Dedicated				
Fund: 1000 - General				
Forecast Revenues	2,200	2,200	2,200	4,400
Total Governor's Recommendations	2,200	2,200	2,200	4,400

Professional Educator Licensing and Standards Board

FY 2026-27 Biennial Budget Change Item

Change Item Title: Operating Adjustment

Fiscal Impact (\$000s)	FY 2026	FY 2027	FY 2028	FY 2029
General Fund				
Expenditures	70	143	143	143
Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	70	143	143	143
FTEs	0	0	0	0

Recommendation:

The Governor recommends additional funding of \$70,000 in FY 2026 and \$143,000 in each subsequent year from the general fund to help address operating cost increases at the Professional Educator Licensing and Standards Board.

Rationale/Background:

The cost of operations rises each year due to increases in employer-paid health care contributions, FICA and Medicare, along with other salary and compensation-related costs. Other operating costs, like rent and lease, fuel and utilities, and IT and legal services also grow. This cost growth puts pressure on agency operating budgets that remain flat year to year.

Agencies face challenging decisions to manage these rising costs within existing budgets, while maintaining the services Minnesotans expect. From year to year, agencies find ways to become more efficient with existing resources. For FY 2026-27, agencies will need to continue to find additional efficiencies and leverage management tools to help address budget pressures. Holding open vacancies in certain programs or delaying hiring in other programs are examples of ways agencies manage through constrained operating budgets. Such decisions are difficult and must be weighed against a program’s ability to conduct business with less staffing and its impact to service delivery.

This recommendation provides additional resources to help address these cost pressures and pay for agency operations.

Proposal:

The Governor recommends increasing agency operating budgets to support current services. For the Professional Educator Licensing and Standards Board, this funding will help cover expected growth in employee compensation and insurance, and other operating costs.

Dollars in Thousands

Net Impact by Fund	FY 26	FY 27	FY 26-27	FY 28	FY 29	FY 28-29
General Fund	70	143	213	143	143	285
Total All Funds	70	143	213	143	143	285

Fund	Component Description	FY 26	FY 27	FY 26-27	FY 28	FY 29	FY 28-29
GF	Compensation	70	143	213	143	143	285

Results:

This recommendation is intended to help the Professional Educator Licensing and Standards Board address rising cost pressures and mitigate impacts to current levels of service and information to the public.

Professional Educator Licensing and Standards Board

FY 2026-27 Biennial Budget Change Item

Change Item Title: Transfer Teacher Mentorship and Retention Grants to Minnesota Department of Education

Fiscal Impact (\$000s)	FY 2026	FY 2027	FY 2028	FY 2029
General Fund				
Expenditures (MDE)	4,500	4,500	4,500	4,500
Expenditures (PELSB)	(4,500)	(4,500)	(4,500)	(4,500)
Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	0	0	0	0
MDE FTEs	0.8	0.8	0.8	0.8
PELSB FTEs	(0.8)	(0.8)	(0.8)	(0.8)

Recommendation:

The Governor proposes transferring administration of the Teacher Mentorship and Retention of Effective Teachers grant program at the Professional Educator Licensing and Standards Board (PELSB) to the Minnesota Department of Education (MDE) and any modifications to the program. The proposal increases grant administration in order to provide capacity to manage the program. The program will be administered by MDE, and the transfer is cost neutral.

Rationale/Background:

Mentoring and induction supports for new teachers are vital components of effective professional development that significantly enhance teacher retention and student outcomes. By pairing novice educators with experienced mentors, schools provide essential guidance, fostering a sense of belonging and boosting confidence during the challenging transition into the classroom. This support system allows new teachers to navigate common obstacles, share best practices, and develop their pedagogical skills in a collaborative environment. Furthermore, comprehensive induction programs that include orientation activities as well as training on school culture, curriculum, and assessment tools equip new teachers with the resources they need to succeed from day one. Ultimately, investing in mentoring and induction not only improves teacher effectiveness but also creates a positive school climate that benefits both educators and students alike.

The Professional Educator Licensing and Standards Board (PELSB) began administering the Teacher Mentorship and Retention of Effective Teachers Grant in 2019. This grant program is governed by Minnesota Statute 122A.70. For Fiscal Year (FY) 2025, PELSB was allocated \$3,500,000, of which the Board was authorized to retain up to three percent of the appropriation to monitor and administer grant funds. The base funding for FY 2026 and later is \$4,500,000, of which at least \$3,500,000 each fiscal year must be used for grants to develop and expand mentoring, induction, and retention programs designed for teachers of color and American Indian teachers. In FY 2023, over 75 grant applicants requested over \$5,500,000 in funds. PELSB awarded \$3,943,267.34 in grant funding to 46 grantees, including schools, districts, groups of school districts, and coalitions of teachers. Funds were used by grantees in the following ways:

- Provide stipends to mentor teachers;
- Support induction programs for teachers during their first years of teaching;
- Support affinity groups specifically for educators and staff of color (licensed and non-licensed);

- Provide financial supports for teachers of color to add an additional licensure field to their license or complete graduate coursework (towards their first master’s degree).

MDE formalized induction and mentoring supports in 2022 using federal COVID-relief funds. Funds were used to support a position at the MDE to develop a state induction framework and to support districts and charters in piloting the framework. During school year 2022-2023, educational and community partners were engaged in framework development. In addition, statewide induction training and technical assistance were offered in partnership with the New Teacher Center. Work continued in school year 2023-2024 as the framework was piloted in over 15 Minnesota districts and charter schools and as continued statewide supports were offered to support local induction programs. The pilot program included funds for stipends for mentors as well as training and technical assistance for pilot participants. MDE’s work creating an induction framework, piloting the framework, revising the framework based on pilot results, and administering the statewide induction program funded in the 2023 Legislative session makes MDE better suited to administer all induction grants in future and to support grantees.

Proposal:

The proposal would have Minnesota Department of Education (MDE) administer the Teacher Mentorship and Retention of Effective Teachers grant program currently at PELSB, established in Minnesota Statute 122A.70.

Ongoing funds would be used for competitive grants for additional, differentiated supports for new teachers of color, new American Indian teachers, and new teachers in shortage areas. This use of funds will continue the Teacher Mentorship and Retention of Effective Teachers grant program currently at PELSB, established in Minnesota Statute 122A.70. A school district or group of school districts, a school or coalition of schools, or a coalition of teachers would be eligible to apply for a grant. A higher education institution or nonprofit organization may partner with a grant applicant but would not be eligible as a sole applicant for grant funds. Funds could be used for stipends for mentors, affinity groups, programs for induction, professional development focused on closing achievement gaps, and tuition for graduate coursework for teachers of color and American Indian teachers. The current allocation of \$4,500,000 per fiscal year for the Teacher Mentorship and Retention of Effective Teachers grant program would continue, but would be appropriated to Minnesota Department of Education. There would be a required minimum for the program grants under this use of funds. Grants would continue to be made annually under this proposal. The reporting requirement would change from an annual report to a biannual report under this proposal to align with the statutory requirement that grant recipients “may use grant funds on implementing activities over a period of time up to 24 months.”

MDE would administer the program with the current 3% administrative set aside from the appropriation. 0.8 FTE would be reduced at PELSB and a corresponding 0.8 FTE would be increased at MDE.

Dollars in Thousands

The amounts in the table below include \$4,500,000 from the induction and mentoring program that would transfer from PELSB to MDE as part of this proposal.

Fund	Component Description	FY 25	FY 26	FY 27	FY 25-27	FY 28	FY 29	FY 28-29
1000	(MDE) Competitive Grants for Teachers of Color and Shortage Areas		4,365	4,365	8,730	4,365	4,365	8,730
1000	(MDE) Grant Administration		135	135	270	135	135	270
1000	(PELSB) Competitive Grants for Teachers of Color and Shortage Areas		(4,365)	(4,365)	(8,730)	(4,365)	(4,365)	(8,730)
1000	(PELSB) Grant Administration		(135)	(135)	(270)	(135)	(135)	(270)
	Total		0	0	0	0	0	0

Impact on Children and Families:

The program supported by this proposal is dedicated to increasing the retention and effectiveness of new teachers of color and new American Indian teachers, so that all Minnesota students have equitable access to a stable, diverse, qualified, and thriving educator workforce.

Equity and Inclusion:

The goal of this proposal is to reduce or eliminate inequities for people of color, American Indians, and students with disabilities. Research has demonstrated that a more diverse educator workforce benefits all students, especially traditionally underserved students. Teachers of color boost the academic performance of students of color. Students of color also experience social-emotional and nonacademic benefits of having teachers of color, such as fewer unexcused absences and lower likelihoods of chronic absenteeism and suspension. All students report having positive perceptions of their teachers of color, including feeling cared for and academically challenged. (Learning Policy Institute Research Brief, April 2018)

The Teacher Mentorship and Retention of Effective Teachers is a significant educator workforce grant program that was prioritized by the community-lead Increase Teachers of Color Act (ITCA).

Tribal Consultation:

Does this proposal have a substantial direct effect on one or more of the Minnesota Tribal governments?

- Yes
- No

Results:

The overall goal of the program is increased retention and effectiveness of new teachers of color, new American Indian teachers, and new teachers in shortage areas. This will be achieved through the implementation of multiple induction program components including mentoring, affinity groups, orientation programs and other training for new teachers, networking, and training for mentors. The intended outcome would be increased teacher retention rates for new teachers during their first four years of teaching.

Current MDE grants started in Spring 2024, so no results are unavailable at this time.

Measure	Measure type	Measure data source	Most recent data	Projected change
New teacher retention	Result	PELSB STAR data	Not currently available	Positive impact
Program participant and mentor satisfaction	Quality	Participant survey	N/A	80% satisfied or extremely satisfied overall and with program activities
Number of new teachers supported	Quantity	Participant information	N/A	95% of first-year teachers participate

Part B: Use of Evidence

The New Teacher Center (NTC) and MDE initiated a pilot teacher induction and mentoring program in 24 Minnesota schools during the 2023-2024 school year. A total of 138 teachers and 70 mentors participated in the program, designed to support local education agencies (LEAs), service cooperatives, and program leaders in developing and retaining high-quality educators, specifically educators of color. NTC and MDE spent the prior year developing a comprehensive teacher induction and mentoring framework to enhance the capacity of Minnesota Service Cooperatives (MSC), LEAs, and school leaders in establishing effective induction and mentoring programs. A report summarizes key findings from the pilot, which will be made publicly available once finalized by NTC.

A primary objective of the pilot was to ensure that programmatic support for mentors was timely, relevant, and beneficial for their practice. Based on more than 300 anonymous survey responses from 13 sessions, mentors rated their likelihood to recommend the session to a colleague 8.1 out of 10. Seventy percent of mentors indicated feeling “quite confident” or “extremely confident” in implementing key takeaways or strategies discussed during sessions (n=305). Qualitative feedback highlighted the value of networking with other mentors, sharing problems of practice, and learning about transformative social-emotional learning (SEL), bias traps, and NTC’s high-leverage tools.

New teachers’ desire to stay at their current schools or leave for another school was significantly influenced by the principal’s support of and involvement with mentoring. 98 percent of teachers expressed a desire to continue teaching, with 27 percent indicating a desire to switch schools.

Are you planning to conduct a formal qualitative or quantitative program evaluation related to this proposal? Indicate what kind(s) of evaluation you will be conducting. Select all that apply.

- No formal evaluation planned at this time
- Not yet determined
- Needs Assessment
- Process or Implementation Evaluation
- Summative Impact Evaluation (Randomized Control Trial (RCT) or Quasi-Experimental Design)
- Summative Evaluation other than an Impact Evaluation
- Other (please describe or link):

Part C: Evidence-Based Practices

These sources collectively provide strong evidence supporting the effectiveness of teacher mentoring and induction programs in enhancing teacher retention, professional growth, and overall student achievement.

Evidence-based practice:	Source:
This review highlights how comprehensive induction and mentoring programs significantly improve teacher retention and effectiveness.	Ingersoll, R. M., & Strong, M. (2011). "The Impact of Induction and Mentoring Programs for Beginning Teachers: A Critical Review of the Research."
The authors found that effective mentoring reduces teacher turnover, which leads to more stable educational environments.	Smith, T. M., & Ingersoll, R. M. (2004). "What are the Effects of Induction and Mentoring on New Teacher Turnover?"
This report discusses the critical role of mentoring in teacher retention and improving teaching quality, supporting new teachers through structured programs.	Darling-Hammond, L. (2003). "Keeping Good Teachers: Why It Matters, What Leaders Can Do."
Hattie’s synthesis indicates that teacher feedback and support systems, including mentoring, have a significant impact on student achievement.	Hattie, J. (2009). "Visible Learning: A Synthesis of Over 800 Meta-Analyses Relating to Achievement."

Evidence-based practice:	Source:
This study shows that mentoring can enhance the professional learning of both new and experienced teachers.	Wang, J., & Odell, S. J. (2002). "Mentor Teacher and New Teacher Learning: A Study of the Effectiveness of Teacher Mentoring."
The review highlights the positive effects of mentoring on new teachers' instructional practices and retention rates.	Boe, E. E., & Cook, L. H. (2006). "Induction and Mentoring of New Teachers: A Review of the Literature."
This research illustrates how mentoring relationships contribute to a sense of belonging, which is crucial for teacher retention.	Johnson, S. M., & Kardos, S. M. (2002). "Keeping New Teachers: A Sense of Belonging."

Statutory Change(s):

122A.70 TEACHER MENTORSHIP AND RETENTION OF EFFECTIVE TEACHERS.

Professional Educator Licensing and Standards Board

FY 2026-27 Biennial Budget Change Item

Change Item Title: Transfer Collaborative Urban and Greater Minnesota Educators of Color Grant

Fiscal Impact (\$000s)	FY 2026	FY 2027	FY 2028	FY 2029
General Fund				
MDE Expenditures	5,440	5,440	5,440	5,440
MDE Revenues	0	0	0	0
PELSB Expenditures	(5,440)	(5,440)	(5,440)	(5,440)
PELSB Revenues	0	0	0	0
Other Funds				
Expenditures	0	0	0	0
Revenues	0	0	0	0
Net Fiscal Impact = (Expenditures – Revenues)	0	0	0	0
MDE FTEs	0.8	0.8	0.8	0.8
PELSB FTEs	(0.8)	(0.8)	(0.8)	(0.8)

Recommendation:

The Governor recommends that the Collaborative Urban and Greater Minnesota Educators of Color (CUGMEC) grant be moved from the Professional Educator Licensing and Standards Board (PELSB) to the Minnesota Department of Education (MDE). Along with changing the agency responsible for implementing the grant, additional policy revisions are recommended, including an increase in the administrative set-aside to provide programmatic support and financial oversight of the program. This is a cost-neutral proposal.

Rationale/Background:

The CUGMEC grant is a program that has existed in various forms since 1997. In 2019, it was moved to PELSB for administration, and lawmakers explicitly stated that grants must be awarded to increase the number of teacher candidates of color and American Indian candidates.

In fiscal year (FY) 2024 and FY 2025, there were 26 total grants awarded to colleges and universities with board-approved teacher preparation programs. In recent history, grantees have not had any trouble spending their grant dollars in support of teacher candidates of color. Funding for this grant has ranged from \$750,000 to a little over \$1,000,000 in the recent past, but the 2023 legislative session increased the allocation to \$5,440,000 for both FY 2024 and FY 2025.

With the establishment of the Educator Workforce and Development Center at MDE, MDE is well-positioned to administer the CUGMEC grant. While PELSB has administered the grant since 2019, CUGMEC was originally housed with MDE, and MDE has a more robust infrastructure to provide the technical assistance and financial oversight required of a grant program.

In 2021, the Office of the Legislative Auditor (OLA) conducted a study on the CUGMEC program run by PELSB. An evaluation report summary is available on the OLA website. In response to the OLA findings, the Coalition to Increase Teachers of Color and American Indian Teachers in Minnesota advocated for several policy changes to provide the “clear focus” that the OLA found to be lacking in the program at that time. The Coalition, through the Increase Teachers of Color Act (ITCA), was successful in passing new language guiding CUGMEC in 2023.

While the statute language in place today resolved several items that the OLA found, the unintended consequences of the new language created several administrative hurdles that are not in service of the program’s goal to increase the number of teachers of color and American Indian teachers in Minnesota. The policy revisions in this proposal are designed to preserve the recommendations from the OLA report while streamlining the language in the law and reducing implementation barriers for grant applicants, grantees, and the agency administering the grant. By moving the grant from PELSB to MDE, the grant process will be standardized and transparent for grant applicants, meeting several OLA recommendations.

Proposal:

First, the proposal will change the agency responsible for administering the CUGMEC grant from PELSB to MDE. The transfer from PELSB to MDE will be cost neutral.

Second, language in the statute will be streamlined to reduce barriers for agency staff and for grant applicants while preserving the integrity of the program. For example, original language required the agency administering the grant and the grantee higher education institution to run a complicated process and formula to determine the maximum award for teacher candidates. The grantees are better situated to know the financial needs of the teacher candidates than the state agency and establishing a cap for awards preserves the original intent to make funding available across multiple teacher candidates. Another change offered relates to geographic distribution of grant awards. The original language requires the agency administering the grant to run complicated formulas based on economic development regions and current shortages of teachers of color. The intent is to ensure the entire state has access to this program, which we feel can be accomplished with language requiring balanced distribution between the twin cities metro area and greater Minnesota. Finally, some changes to the statute merely eliminated language that is already standard procedure for making grant awards.

0.8 FTE will transfer from PELSB to MDE. As part of transferring the grant from PELSB to MDE, the agencies are committed to transferring staff who lead the program at PELSB to MDE to assist with continuity. The proposal does not modify the administrative set-aside. Any unused funds from the administrative set-aside will be made available to grantees.

Dollars in Thousands

Net Impact by Fund	FY 25	FY 26	FY 27	FY 25-27	FY 28	FY 29	FY 28-29
General Fund		0	0	0	0	0	0
Total All Funds		0	0	0	0	0	0

Fund	Component Description	FY 25	FY 26	FY 27	FY 25-27	FY 28	FY 29	FY 28-29
1000	(MDE) Grants		5,340	5,340	10,680	5,340	5,340	10,680
1000	(MDE) Grant Admin		100	100	200	100	100	200
1000	(PELSB) Grants		(5,340)	(5,340)	(10,680)	(5,340)	(5,340)	(10,680)
1000	(PELSB) Grant Admin		(100)	(100)	(200)	(100)	(100)	(200)
	Total	0	0	0	0	0	0	0

Impact on Children and Families:

The CUGMEC grant is dedicated to increasing the number of teachers of color and American Indian teachers in Minnesota so that all students have equitable access to a diverse, qualified and thriving educator workforce.

Equity and Inclusion:

A growing body of research demonstrates that teachers of color provide benefits to all students, especially to students of color. Teachers of color boost the academic performance of students of color. Students of color also experience social-emotional and nonacademic benefits of having teachers of color, such as fewer unexcused absences and lower likelihoods of chronic absenteeism and suspension. All students report having positive perceptions of their teachers of color, including feeling cared for and academically challenged. (Learning Policy Institute Research Brief, April 2018)

Tribal Consultation:

Does this proposal have a substantial direct effect on one or more of the Minnesota Tribal governments?

- Yes
- No

Results:

The overall goal of the CUGMEC grant is to increase the number of teachers of color and American Indian teachers in Minnesota, ultimately so that all students have equitable access to a diverse, qualified and thriving educator workforce. CUGMEC directly contributes to recruiting college students of color to enter teacher preparation, to make progress towards a teaching licensure, and ultimately to complete the licensure program with a degree and license.

The results table below describes a few of the several data points MDE will collect from grantees and will publish in an annual report.

Annual program reports would include numeric data and responses from grantees pertaining to their administration of the grant, the participation rates of teacher candidates, and teacher candidate matriculation to licensure completion. Narrative responses would include grantee successes and challenges with grant administration, designed to provide each other and the state with information for continuous improvement.

Measure	Measure type	Measure data source	Most recent data	Projected change
Total numbers of candidates: <ul style="list-style-type: none"> • enrolled in institution • supported by grant funds • admitted to licensure program • completed licensure program 	Quantity	MDE Collected Data	In the fall of 2021, 126 candidates provided scholarships at 25% of full-time undergraduate tuition costs. In the spring of 2022, 108 candidates provided scholarships to cover approximately 30% of tuition costs.	MDE would like to see consistent numbers of enrolled candidates of color who are <i>retained</i> in the program and who ultimately <i>complete</i> the licensure program.

Statutory Change(s):

Minnesota Statutes 2024, section 122A.635