TO: Reed Polakowski, Minnesota Legislative Reference Library  
FROM: Keeya Steel, University of Minnesota Office of Government and Community Relations  
DATE: January 15, 2016  
RE: Mandated Report: Minnesota P-20 Education Partnership  

Enclosed are two copies of the mandated report, Minnesota P-20 Education Partnership, pursuant to 2015 Minnesota Law Chapter 127A Section 70, submitted on behalf of University of Minnesota President Eric W. Kaler, Chair of the Minnesota P-20 Education Partnership.

This report may also be found online: http://govrelations.umn.edu/mandated-reports.html.

If you have any specific questions regarding the contents of this report, please contact the Office of Government and Community Relations at 612-626-9234.

cc: Governor Mark Dayton  
Representative Sondra Erikson, House Education Innovation Policy Chair  
Representative Carlos Mariani, House Education Innovation Policy Ranking Minority Member  
Senator Charles Wiger, Senate Education Chair  
Senator Sean Nienow, Senate Education Ranking Minority Member
Minnesota P-20 Education Partnership
Report to the Legislature
2016
Minnesota P-20 Education Partnership

2016 Report to the Legislature

As required by Minnesota Statutes, section 127A.70

Submitted by:
Dr. Eric W. Kaler
President, University of Minnesota
Chair, Minnesota P-20 Education Partnership

The report was prepared by staff in the Office of the President at the University of Minnesota with assistance from staff from the Minnesota Department of Education, the Minnesota Office of Higher Education, the Minnesota State Colleges and Universities, and the University of Minnesota’s College of Education and Human Development. Special acknowledgement is granted to Pakou Yang, System Director of P-20 and College Readiness for the Minnesota State Colleges and Universities, who drafted the section on the Higher Learning Commission.

Cost of Report Preparation
The total cost for the University of Minnesota to prepare this report was approximately $200, with most costs involving staff time to prepare the written report.

Estimated costs are provided in accordance with Minnesota Statutes 2011, section 3.197, which requires that at the beginning of a report to the Legislature, the cost of preparing the report must be provided.
Minnesota P-20 Education Partnership

2016 Report to the Legislature

Purpose

In 2009, legislation was enacted to formally codify the Minnesota P-20 Education Partnership (formerly called the Minnesota P-16 Education Partnership). The purpose of the Partnership is to “create a seamless system of education that maximizes achievements of all students, from early childhood through elementary, secondary, and postsecondary education, while promoting the efficient use of financial and human resources” (Minn. Stat. § 127A.70). The P-20 Partnership is jointly led by the commissioner of education, the chancellor of the Minnesota State Colleges and Universities, and the president of the University of Minnesota. The chair of the partnership rotates every two years between the commissioner and the higher education leaders. Dr. Eric Kaler, president of the University of Minnesota, became the chair of the P-20 Partnership in the summer of 2015 and will serve through Fiscal Year 2017.

The Partnership is required to submit an annual report to the governor and legislative leaders that summarizes the Partnership’s progress in meeting its goals and that identifies the need for any draft legislation that might be needed to further its goals. Legislation passed in 2014 directed the Partnership to provide recommendations to the governor and the legislature in several areas related to career pathways and technical education (Appendix A). The 2015 report to the Legislature communicated the recommendations that were developed in response to the 2014 legislation.

2015-16 Summary of P-20 Work

2015 Legislative Recommendations

The 2015 P-20 Partnership Legislative Report focused on recommendations in five areas that stemmed from 2014 legislation. Five working groups were charged to develop recommendations in the following areas: (1) Realign the governance and administrative structures of early education, kindergarten through grade 12, and postsecondary systems in Minnesota; (2) Identify changes to revise a P-20 education system premised on students’ individual career and college readiness plans and goals; (3) Organize and implement a framework of foundational skills and career pathways; (4) Examine possibilities for redesigning teacher and school administrator licensure requirements, and make recommendations to the Board of Teaching and the Board of School Administrators, respectively, to create specialized licenses, credentials and other endorsement forms to increase students’ participation in language immersion programs, world language instruction, career development opportunities, work-based learning, early college courses and careers, career and technical education programs, Montessori schools, and project and place-based learning, among other career and college-ready opportunities, consistent with the possibilities for redesigning educators' licenses, examine how to restructure staff development and training opportunities; and (5) Recommend to the Department of Education, the Department of Employment and Economic Development, and postsecondary institutions and systems how best to create a mobile, Web-based hub for
students and their families that centralizes existing resources on careers and employment trends and the educational pathways required to attain such careers and employment.

2015-16 Focus Areas

The P-20 Partnership underwent a leadership transition in the past year, with President Eric Kaler of the University of Minnesota assuming the chair role. The Partnership has met once during FY2016 and focused discussion on the following three areas: (1) 2015 legislation setting a goal for postsecondary education attainment for Minnesota residents; (2) Concurrent enrollment standards being enforced by the Higher Learning Commission; and (3) Future of the P-20 Partnership.

1. Higher Education Attainment Goal

The 2015 Minnesota Legislature approved legislation identifying a goal for postsecondary attainment for Minnesota residents (Appendix A). The legislation states, “The number of Minnesota residents ages 25 to 44 years, who hold postsecondary degrees or certificates, should be increased to at least 70 percent by 2025.”

Currently, Minnesota is second in the nation with 49 percent of Minnesotans age 25 and older having an associate degree or higher. However, the rates vary widely by race and ethnicity, with the majority of students of color enrolled in 2-year colleges. The initial discussions of the Partnership have focused on the levers of improving the attainment percentage, noting particularly that improvements must be made comprehensively across all higher education systems. Specific levers identified as potential areas of improvement include best-fit postsecondary enrollment, college readiness preparation, and retention/graduation rates.

The P-20 Partnership has identified the postsecondary attainment goal as the primary work plan item for 2015-16, with the goal of: (a) informing the annual report on progress towards meeting or exceeding the goals by the Office of Higher Education, which is required to submit the first report by October 15, 2016; and (b) providing recommendations for funding and/or policy changes to the governor and the legislature for consideration at future legislative sessions.

2. Higher Learning Commission

Overview of PSEO and Concurrent Enrollment

Minnesota postsecondary institutions and local school districts have a long history of active partnership to provide postsecondary education options for high school students who are college and/or program ready. Many partnerships have offered what are known as dual credit opportunities, which include any situation where a high school student earns both college credit and high school credit for the same course. In Minnesota, these dual credit options include Advanced Placement, International Baccalaureate, postsecondary enrollment options (PSEO), and concurrent enrollment.

Traditional PSEO has provided the opportunity for individual students to earn dual credit by taking college courses taught by a college/university faculty on the college/university campus or online. Concurrent enrollment, sometimes referred to as college in the schools, is another pathway that provides opportunities for students to earn dual credit by enrolling in college
courses on a high school campus or online. Through a contractual agreement between the postsecondary institution and the school district, these courses are taught by qualified and trained, high school teachers who deliver the college curriculum and are mentored by college faculty.

In recent years, legislation has been passed that has increased access to both PSEO and concurrent enrollment programs, which has contributed to dramatic growth of both in the past decade. According to the 2014 Minnesota Department of Education *Rigorous Course-Taking Report*, 24,731 public school students participated in concurrent enrollment programs across the state of Minnesota, representing a 23 percent increase in participation since 2009\(^1\). In 2014, 78 percent of the participation in PSEO and concurrent enrollment was through concurrent enrollment programming at the high schools. School districts and students alike tout the benefits of concurrent enrollment, allowing access to rigorous college courses in the supportive setting of the high school campus and eliminating the need for transportation to a college campus. Currently, 32 public postsecondary institutions and three private institutions in Minnesota offer concurrent enrollment programs at approximately 282 school districts and ten charter schools.

**Accreditation of Concurrent Enrollment Programs and Postsecondary Institutions**

The National Alliance of Concurrent Enrollment Partnerships (NACEP)\(^2\) is a non-profit organization that provides accreditation of concurrent enrollment programs offered by postsecondary institutions. Institutional-level accreditation of postsecondary institutions in Minnesota is provided by the Higher Learning Commission (HLC)\(^3\), which is an independent corporation that was founded in 1895. As one of six regional institutional accreditors in the United States, HLC provides accreditation of degree-granting educational institutions in 19 states in the north central region.

NACEP Accreditation Standards and HLC Accreditation Criteria cover areas such as teacher credentials and preparation, rigor of courses and curricular standards, expectations for student learning and learning outcomes, access to learning resources, and monitoring and oversight. NACEP accreditation also requires program evaluation and student surveys to monitor transferability of credits earned through concurrent enrollment. These accrediting bodies expect that concurrent enrollment courses offered in high schools are the same courses offered on the sponsoring postsecondary institution’s campus and that students in the high schools are held to the same academic standards as students enrolled in the same courses on the college campus. Twelve concurrent enrollment programs in Minnesota are currently accredited by NACEP. In 2015, legislation passed requiring all postsecondary institutions offering concurrent enrollment to obtain program accreditation from NACEP by 2020-2021.


Background of HLC Minimum Faculty Qualifications

For a summary of the HLC decisions regarding minimum faculty qualifications, see Appendix B.

The HLC Criteria for Accreditation and the Assumed Practices define the quality standards that all member postsecondary institutions must satisfy to achieve and maintain HLC accreditation. After a multi-year review process, HLC approved new Criteria for Accreditation and Assumed Practices in 2013. These criterion required a host of different elements of institutions, including that the institution provides high quality education and that all instructors are appropriately qualified, including those in dual credit, contractual, and consortial programs. In 2012-2013, the Higher Learning Commission also conducted a national study on dual enrollment programs and state policy practices, including a focus specifically on concurrent enrollment⁴.

HLC approved clarifications to Assumed Practices in June 2015 to elevate academic quality by ensuring the qualifications of faculty members who deliver college content. These qualifications focused on credentials with the requirement of instructors possessing an academic degree relevant to what they are teaching and at least one level above the level at which they teach, except in programs for terminal degrees or when equivalent experience is established. In terminal degree programs, faculty members possess the same level of degree. If a faculty member holds a master’s degree or higher in a discipline or subfield other than that in which he or she is teaching, that faculty member should have completed a minimum of 18 graduate credit hours in the discipline or subfield in which they teach. In addition, the HLC expects that postsecondary institutions assure that “the faculty members teaching dual credit courses hold the same minimal qualifications as the faculty teaching on its own campus” (p. 4)⁵.

HLC had originally set an implementation date of September 1, 2017 in which institutions would be evaluated against the revised Assumed Practices in their reaffirmation reviews. However, the HLC recently resolved to allow for concurrent enrollment programs to apply for an extension that, if approved, could move the implementation date to 2022.

Implications for Minnesota Concurrent Enrollment Programs

Both secondary and postsecondary institutions have identified the following possible implications for concurrent enrollment programs in Minnesota as a result of the recently clarified HLC faculty qualification guidelines:

- Significant challenge to credential concurrent enrollment instructors within the identified timeline without an extension.
- Reduced offerings of concurrent enrollment courses due to a lack of concurrent enrollment instructors meeting the faculty qualifications required.
- Reduced offerings of concurrent enrollment courses due to a lack of incentive and financial resources for concurrent enrollment instructors to attain additional credentials.

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In an effort to address possible adverse effects on concurrent enrollment programming, the following options have been considered by secondary and postsecondary partners:

- Access to discipline-specific, graduate-level coursework and programs delivered in formats that allow for working professionals to complete in a timely manner.
- Innovative approaches for concurrent enrollment instructors to demonstrate graduate-level content expertise in the discipline field.
- Use of tested experience to demonstrate equivalent academic credentials.
- Financial support for universities to develop discipline-specific, graduate-level coursework to meet the needs of concurrent enrollment instructors.
- Financial support and incentives for concurrent enrollment instructors who currently may not meet the requirements to enroll in additional graduate coursework.

At the P-20 Partnerships meeting held in December 2015, the membership discussed the recent clarifications in HLC’s minimum faculty qualifications and its implications on Minnesota concurrent enrollment programs. Chancellor Steven Rosenstone of the Minnesota State Colleges and Universities (MnSCU) system provided a summary of the action steps that MnSCU is currently taking to address faculty qualifications. Chancellor Rosenstone provided the following information:

- Minnesota State Colleges and Universities are committed to ensuring that concurrent enrollment opportunities for high school students continue and grow. MnSCU values their concurrent enrollment partnerships and is committed to working collaboratively with their secondary partners to meet the faculty qualifications set by HLC.
- Across MnSCU institutions, there has been a 65 percent increase in student participation in PSEO and concurrent enrollment since 2005. Concurrent enrollment headcount drove most of this growth, doubling from 10,534 in 2005 to 20,801 students in 2014.
- The MnSCU system plans to submit an application for an extension on behalf of all MnSCU colleges and universities. MnSCU believes this extended timeline will allow them to work with their secondary partners to meet the HLC’s faculty qualifications. Even if the extension is granted, there is still a great sense of urgency. The identified work involved in transitioning such an expansive state-wide program to meet the new requirements involves significant planning and time to fully implement.
- MnSCU is developing a system-wide response to support concurrent enrollment instructors. They have work underway to address the following:
  - Establish the scope and areas of credentialing needs of concurrent enrollment instructors by conducting a review of the current credentials of all current concurrent enrollment instructors.
  - Work with MnSCU universities and graduate faculty to offer opportunities for discipline-specific, graduate-level coursework that will be available in formats that will meet the needs of working professionals across the state (online, cohorts, summer, etc.).
  - Explore other avenues that would enable concurrent instructors to demonstrate graduate-level expertise in the discipline.
  - Identify options for CTE concurrent enrollment instructors to meet faculty requirements specific to their industry field.
  - Develop policies and procedures for identifying when tested experience is applicable to determining faculty qualifications.
• Continue to work collaboratively with Minnesota Department of Education, the Governor’s office, and state legislature to identify resources needed to support concurrent enrollment instructors and concurrent enrollment programs.
• Overall, MnSCU is committed to supporting concurrent enrollment programs for Minnesota students, families, and communities.

The primary impact for the University of Minnesota Twin Cities (UMTC) is for the concurrent enrollment program called College in the Schools (CIS) in the College of Continuing Education (CCE). CIS uses U of M faculty to train high school teachers to offer U of M courses in their high schools. The courses have been approved through the usual university process and carry U of M degree credit. U of M faculty interview, select and prepare teachers, who are appointed as Teaching Specialists in CCE. CIS insists that the courses are offered under the same conditions as at the U of M (e.g., texts, assessments, class size, etc.) Nearly 140 Minnesota schools participate and 41 UMTC courses are offered. CIS programs are also offered through the University of Minnesota Crookston and the University of Minnesota Duluth.

There is one alternative which the UMTC CIS program is pursuing in partnership with their participating schools. HLC policy allows the institution to use “tested experience” as an equivalent to the academic credentials. CIS provides substantial training to their high school teachers, many of whom have taught the CIS course for many years, and it is possible that this training will suffice for some or all of the qualifications. Many teachers have gained significant knowledge in other ways as well, but again, the “tested” requirement holds.

The P-20 Partnership expressed the need for postsecondary and secondary institutions to partner in finding solutions for addressing faculty qualifications for concurrent enrollment. As there is a compelling state interest in ensuring that concurrent enrollment remains a viable and growing option for Minnesota students and families, especially given the shifting state demographics, the need for skilled workers within our workforce, and the current opportunity gaps in our education systems, Minnesota’s education leaders and policy makers will need to work collaboratively to address this issue.

3. Future of the P-20 Partnership

Two recent meetings have included discussions on the structure and effectiveness of the P-20 Partnership. The general consensus among the membership is that the partnership does provide an important venue for information sharing and relationship development, but that the bulk of the actual work in this area happens on an ad hoc basis on specific issues. Members acknowledge that the Partnership has been a catalyst in greater collaboration between stakeholders all along the education spectrum. An important component of the partnership recognized by the membership is the fact that legislators serve as full members, thereby ensuring direct connection between policymakers and stakeholder organizations. The partnership will continue to examine the structure of the coalition to evaluate the most effective organizational model.
Appendices

Appendix A: Legislation

Appendix B: Higher Learning Commission: Summary of Minimum Faculty Qualifications Issue

Appendix C: Partnership Members
135A.012 HIGHER EDUCATION ATTAINMENT GOAL.

Subdivision 1. Purpose. This section sets a goal for postsecondary education attainment for Minnesota residents.

Subd. 2. Postsecondary credentials. The number of Minnesota residents ages 25 to 44 years who hold postsecondary degrees or certificates should be increased to at least 70 percent by 2025.

Subd. 3. Rights not created. The attainment goal in this section is not to the exclusion of any other goals and does not confer a right or create a claim for any person.

Subd. 4. Data development and analyses. The Office of Higher Education shall work with the state demographer's office to measure progress towards the attainment of the goal specified in subdivision 2. The United States Census Bureau data shall be used to calculate the number of individuals in the state who hold a postsecondary degree. The Office of Higher Education, demographer's office, and the Department of Employment and Economic Development shall develop a methodology to estimate the number of individuals that hold a certificate awarded by a postsecondary institution as their highest educational credential using data available at the time that the analysis is completed.

Subd. 5. Reporting. (a) Beginning in 2016 and every year thereafter, the Office of Higher Education, in collaboration with the state demographer's office, shall, by October 15, report to the chairs and ranking minority members of the legislative committees with primary jurisdiction over higher education policy and finance on the progress towards meeting or exceeding the goal of this section. (b) Meeting and maintaining the goal of 70 percent of Minnesota residents ages 25 to 44 years holding a postsecondary degree or certificate will likely be difficult without achieving attainment rates that are comparable across all race and ethnicity groups. The Office of Higher Education shall utilize benchmarks of 30 percent or higher and 50 percent or higher to report progress by race and ethnicity groups toward meeting the educational attainment rate goal of 70 percent.
Higher Learning Commission: Summary of Minimum Faculty Qualifications Issue

The Higher Learning Commission (HLC) Criteria for Accreditation and the Assumed Practices define the quality standards that all member postsecondary institutions must satisfy to achieve and maintain HLC accreditation. In 2010-2011, HLC began developing new Criteria for Accreditation and Assumed Practices, which were approved in 2013. Faculty qualifications are addressed in Criterion Three, specifically Core Component 3.C, subcomponents 3.C.1., 3.C.2., and 3.C.4. Assumed Practice B.2.a. and B.2.b. also address faculty qualifications.6

Criterion Three. Teaching and Learning: Quality, Resources, and Support

The institution provides high quality education, wherever and however its offerings are delivered.

Core Component 3.C. The institution has the faculty and staff needed for effective, high-quality programs and student services.

3.C.1. The institution has sufficient numbers and continuity of faculty members to carry out both the classroom and the non-classroom roles of faculty, including oversight of the curriculum and expectations for student performance; establishment of academic credentials for instructional staff; involvement in assessment of student learning.

3.C.2. All instructors are appropriately qualified, including those in dual credit, contractual, and consortial programs.

3.C.4. The institution has processes and resources for assuring that instructors are current in their disciplines and adept in their teaching roles; it supports their professional development.

In 2012-2013, the Higher Learning Commission conducted a national study on dual enrollment programs and state policy practices, including a focus specifically on concurrent enrollment7. This study confirmed similar findings from other research studies of the benefits for participants in dual enrollment programs including higher high school graduation rates, lower need for remediation courses after matriculation to college, more college credits earned by high school graduation, higher rates of fulltime enrollment into college, and higher rates of completing a college credential. At the same time the study also questioned the quality of dual enrollment programs like concurrent enrollment noting a continuum in practice of institutions adhering to teacher credentialing requirements, assuring the quality of the student learning, assuring access...


Appendix B

to collegiate-level academic and student support resources, and having a robust evaluation plan to promote continuous improvement in such partnerships.

In June 2015, HLC approved clarifications to Assumed Practice B.2. The HLC Guidelines for Institutions and Peer Reviews published on October 1, 2015 stated that Assumed Practice B.2. was revised “to elevate academic quality by ensuring that faculty members who deliver college content are appropriately qualified to do so and to clarify HLC’s expectations. Also, the revisions to Assumed Practice B.2. reflected longstanding HLC expectations that had appeared in various written forms in previous years. Through this revision process, HLC supports its mission of assuring and advancing the quality of higher learning” (p. 1).

Assumed Practice B. Teaching and Learning: Quality, Resources, and Support [Revised as written for the September 1, 2017 effective date.]

B.2. Faculty Roles and Qualifications

a. Qualified faculty members are identified primarily by credentials, but other factors, including but not limited to equivalent experience, may be considered by the institution in determining whether a faculty member is qualified. Instructors (excluding for this requirement teaching assistants enrolled in a graduate program and supervised by faculty) possess an academic degree relevant to what they are teaching and at least one level above the level at which they teach, except in programs for terminal degrees or when equivalent experience is established. In terminal degree programs, faculty members possess the same level of degree. When faculty members are employed based on equivalent experience, the institution defines a minimum threshold of experience and an evaluation process that is used in the appointment process. Faculty teaching general education courses, or other non-occupational courses, hold a master’s degree or higher in the discipline or subfield. If a faculty member holds a master’s degree or higher in a discipline or subfield other than that in which he or she is teaching, that faculty member should have completed a minimum of 18 graduate credit hours in the discipline or subfield in which they teach.

b. Instructors teaching in graduate programs should hold the terminal degree determined by the discipline and have a record of research, scholarship or achievement appropriate for the graduate program.

The Higher Learning Commission expects that postsecondary institutions assure that “the faculty members teaching dual credit courses hold the same minimal qualifications as the faculty teaching on its own campus” (p. 4). These requirements include the following minimum qualifications:

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• Faculty teaching in undergraduate programs should hold a degree at least one level above that of the program in which they are teaching. Those faculty members teaching general education courses, or other non-occupational courses (i.e., courses not designed to prepare people directly for a career), hold a master’s degree or higher in the discipline or subfield. If a faculty member holds a master’s degree or higher in a discipline or subfield other than that in which he or she is teaching, that faculty member should have completed a minimum of 18 graduate credit hours in the discipline or subfield in which they teach.

• Faculty teaching in career and technical education college-level certificate and associate’s degree programs should hold a bachelor’s degree in the field and/or a combination of education, training and tested experience.

HLC had originally set an implementation date of September 1, 2017 in which institutions would be evaluated against the revised Assumed Practices in their reaffirmation reviews. In November 2015, HLC Board of Trustees resolved to provide an opportunity for institutions with concurrent enrollment programs to apply for an extension that would allow for up to an additional five years (to 2022) by which to meet the HLC’s faculty qualifications standards. As of the publication of this report, the information about the extension had not yet been published.

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### Minnesota P-20 Education Partnership 2015-16 Members

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<th>Organization</th>
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<tr>
<td>Education Minnesota</td>
<td>Denise Specht</td>
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<td>Mentoring Partnership of MN (MPM)</td>
<td>Mai-Anh Kapanke</td>
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<td>MN Association for the Education of Young Children/</td>
<td>Kathleen O’Donnell</td>
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<td>MN School-Age Care Alliance (MnAEYC-MnSACA)</td>
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<td>MN Association of Charter Schools (MACS)</td>
<td>Eugene Piccolo</td>
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<td>MN Association of Colleges for Teacher Education (MACTE)</td>
<td>Kathleen Foord</td>
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<td>MN Association of School Administrators (MASA)</td>
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<td>MN Business Partnership (MBP)</td>
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<td>MN Elementary School Principals Association (MESPA)</td>
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<td>MN Minority Education Partnership, Inc. (MMEP)</td>
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<td>University of Minnesota</td>
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