



**MINNESOTA**

PROFESSIONAL EDUCATOR  
LICENSING AND STANDARDS BOARD

# Licensure Compliance Report

**SCHOOL YEAR**

**2025-2026**



***The mission of the Professional Educator Licensing and Standards Board is to ensure that all Minnesota students have high quality educators in their schools.***

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# Definitions

**Administrators:** In Minnesota there are four administrative licenses: Superintendent, Principal, Director of Special Education, and Director of Community Education. Administrative licenses fall under the authority of the Board of School Administrators (BOSA) but are processed by the Professional Educator Licensing and Standards Board (PELSB).

**Assignment:** For the purposes of this report, an individual who is required to hold a Board-issued license when providing instruction, related service support, or acting as an administrator in a Minnesota public school district.

**Assignment Code:** The number given to each assignment, found in the *Assignment Licensure Table*, published online at [mn.gov/pelsb/districts/star](http://mn.gov/pelsb/districts/star).

**Assignment (LB):** Designated as the LB file in STARWES, each person required to hold a Board-issued license and providing instruction, related service support, or acting as an administrator effective October 1 of the reporting year should have a record in this file. A person may have an assignment record even if they are not on the reporting district's payroll.

**District:** For purposes of this report, the term district includes public school districts, charter schools, and other educational organizations that are required to fill open assignments with individuals holding a Board-issued license.

**Economic Development Region (EDR):** All counties in Minnesota have been assigned to one of 13 economic development regions. Constituent counties are geographically adjacent to one another. An EDR serves as a focus area for policy development.

**Employment (LA):** Designated as the LA file in STARWES, each person required to hold a Board-issued license who was on that district's payroll anytime between October 1 of the previous year and October 1 of the reporting year should have a record in this file.

**Minnesota Automated Reporting Student System (MARSS):** An individual student record system that serves as the Minnesota Department of Education's primary reporting system for student data. Districts required to report to MARSS must also submit to the Staff Automated Report (STAR).

**Non-Licensed (NA):** Designated as the NA file in STARWES, each person on the reporting district's payroll not required to hold a Board-issued license should have a record in this file.

**Related Services Providers:** An educator or provider who holds a license issued by PELSB consistent with Minnesota Statutes, section 122A.06, subdivision 2, and who meets the requirement for a license issued pursuant to parts 8710.6000 to 8710.6400. Includes Speech Language Pathologist, School Counselor, School Nurse, School Psychologist, and School Social Worker.

**Snapshot Date:** Used to document the status of licensed and non-licensed staff on a particular date, October 1 of each year. Since some districts have variable schedules, a district may use the week containing October 1 to provide the most accurate reflection of a person's assignment. The Snapshot Date is not the System Close Date, or when a district's submission is due.

**Staff Automated Report (STAR):** Annual report of licensed and non-licensed staff employed by public school districts.

**Staff Automated Report Web Edit System (STARWES):** Districts submit required staffing data through an Education Identity and Access Management (EDIAM) account.

**System Close Date, or Dure Date:** The date STARWES closes for collection. STARWES is open for a minimum of seven (7) weeks.

**System Open Date:** The date STARWES opens for collection. This date is on, or a few business days prior to October 1 each year.

**Teachers:** Means a classroom teacher, or other similar professional employee, required by law to hold a Board-issued license.

**Unduplicated Headcount:** An unduplicated number of individuals. Headcount totals never include individuals reported with a zero (0) file folder number.

**Violation Rate:** Referring to licensure compliance, this rate is calculated as total violations divided by total headcount of persons holding an assignment requiring a Board-issued license on the October 1 snapshot date.

**Workforce Data:** For the purposes of this report, workforce data is understood to be someone required to hold a Board-issued license reported with an assignment in a district's STAR submission.

## Acronyms

**ED:** U.S. Department of Education

**EDR:** Economic Development Region

**FTE:** Full-Time Equivalent

**MDE:** Minnesota Department of Education

**MNIT:** Minnesota IT Services

**PELSB:** Minnesota Professional Educators Licensing and Standards Board

**SOCAS:** Students of Color and American Indian Students

**STAR:** Staff Automated Report

**STARWES:** Staff Automated Report Web Edit System

**TOCAIT:** Teachers of Color and American Indian Teachers

## Introduction

All Minnesota districts required to submit to the Minnesota Automated Reporting Student System (MARSS) are also required to submit information about licensed and non-licensed staff. This annual submission is known as the Staff Automated Report (STAR).

Each year PELSB reviews assignment data to determine if each person holds the appropriate license for the assignment held. If an educator holds the appropriate license for their assignment, they are deemed to be compliant with state law. Licensure compliance is an essential part of the state's work to ensure all of Minnesota's students have high quality educators in their schools. For school year 2025-26 (SY25-26), the 534 districts collectively achieved a 99.65% compliance rate with licensure requirements.

## Legislative Mandate

Minnesota Statutes 2025, section 122A.18, subdivision 11 requires that the Professional Educator Licensing and Standards Board (PELSB) collect data on educators' employment and assignments from all school districts and charter schools. The report may include data on educators' demographics and licensure.

## Data Sources, Methods, Limitations

School districts, charter schools, and other educational organizations, collectively called “districts,” submitted data via the Staff Automated Report Web Edit System (STARWES). The SY25-26 STAR collection included submissions from 534 districts in Minnesota. Data collection began October 1, 2025, and closed on November 14, 2025. The snapshot date was October 1. There were two districts that did not submit data. This is the second consecutive year of no submission for one of those districts. As such, PELSB estimates a negligible difference from last year’s numbers.

Districts are responsible for ensuring their internal controls are sufficient to produce complete and accurate data for submission. All data is self-reported. There is no control comparison.

A STAR submission consists of three files: Employment (LA), Assignment (LB), and Non-Licensed (NA). Each person required to hold a Board-issued license, and providing instruction, related service support, or who is a licensed administrator effective October 1 of the reporting year should have a record in the Assignment (LB) file. Each Assignment record includes a code meant to reflect the work being completed by the license holder. Districts select assignment codes published by PELSB.<sup>1</sup> The subjective nature of determining assignment codes can lead to differences in interpretation that must be reconciled during the data clean up phase of STAR.<sup>2</sup>

The sheer volume of data entry completed by districts’ staff and PELSB’s Data and Compliance Specialist means that human error cannot be eliminated.

Assignments reported with a zero (0) file folder number are *not* included in unduplicated headcount data. However, zero (0) file folder number records are included with assignment counts and FTE data. PELSB publishes comparative data from previous school years on the [data dashboard](#), “Staff Automated Report Summary: Statewide Yearly Comparison” tab.

## SY25-26 STAR Timeline

**10/01/2025:** STARWES opens for collection.

**11/14/2025:** STARWES closes for collection.

**11/15/2025-02/28/2026:** PELSB’s Data and Compliance Specialist works with districts to clear as many as possible of the initial 2,399 assignments in violation (1,237 headcount).

**03/01/2026:** Manual overrides completed.

**03/02/2026:** Finalized data turned over to MNIT. As of this date 498 assignments remained in violation (260 headcount).

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<sup>1</sup> PELSB publishes, and annually updates, a *Licensure Assignment Table* and *Assignment Licensure Table*. Each table includes a list of allowable assignments per license held.

<sup>2</sup> For example, if a district reported assignment code 130310 Physical Science: Physics for a person holding a 9-12 Chemistry license then PELSB’s Data and Compliance Specialist corrected the assignment to 130320 Physical Science: Chemistry.

# Minnesota's Educator Workforce

In school year 2025-26 (SY25-26), 534 districts in Minnesota reported a total of 157,186 assignments held by 74,879 educators. Table 1 contains data as it appeared in PELSB's Educators database as of March 2, 2026. Critically, two districts did not submit data. However, since this is the second year of non-submission for one of those districts PELSB estimates a negligible difference in numbers from the previous year. *Each headcount is unduplicated; however, an individual may be included in more than one licensure category type.*

Table 1. SY2025-26 Educator Workforce Data by Licensure Category Type

Licensure Category Type	Number of Assignments	Full-Time Equivalency (FTE)	Unduplicated Headcount	Percentage of Total Unduplicated Headcount
All Teachers	145,025	62,977.72	64,990	86.79%
Related Service Providers	8,265	6,536.60	6,821	9.11%
Administrators	3,895	3,329.91	3,401	4.54%
<b>TOTAL</b>	<b>157,186<sup>3</sup></b>	<b>72,845.23<sup>4</sup></b>	<b>74,879</b>	<b>100.44%<sup>5</sup></b>

Assignments for teachers can be broken down into two subgroups: instructional and non-instructional (Table 2). Overall, all teachers hold 92.26% of total reported assignments. *Each headcount is unduplicated; however, a single individual could have held both an instructional and non-instructional assignment.*

Table 2. SY2025-26 Instructional to Non-Instructional Teaching Assignments, a Comparison

Type of Teaching Assignment	Number of Assignments	Total FTE	Unduplicated Headcount
Instructional	127,364	56,802.44	60,877
Non-Instructional	17,661	6,175.28	15,007
<b>TOTAL ALL TEACHERS' ASSIGNMENTS</b>	<b>145,025</b>	<b>62,977.72</b>	<b>64,990</b>

<sup>3</sup> Total includes one assignment with a zero file folder number.

<sup>4</sup> Total includes 1.0 FTE for assignment with a zero file folder number.

<sup>5</sup> This figure exceeds 100.00% because an individual can be included in more than one licensure category type.

White educators continue to outnumber Teachers of Color and American Indian Teachers (TOCAIT) in holding assignments in all three licensure categories (Table 3).

Table 3. SY2025-26 Educator Workforce Headcount by Race/ Ethnicity

Race/ Ethnicity	All Teachers	Related Service Providers	Administrators
<b>African American or Black<sup>6</sup></b>	1,192	118	170
<b>American Indian/ Alaskan Native</b>	218	24	15
<b>Asian</b>	1,671	148	71
<b>Hawai'ian Native/ Pacific Islander</b>	13	0	0
<b>Hispanic</b>	1,527	130	71
<b>Multiracial</b>	589	58	47
<b>Unknown</b>	3,686	427	76
<b>White</b>	56,094	5,916	2,951
<b>Teachers of Color and American Indian Teachers (TOCAIT) Unduplicated Headcount</b>	<b>5,210</b>	<b>478</b>	<b>374</b>
<b>TOTAL Unduplicated Headcount</b>	<b>64,990</b>	<b>6,821</b>	<b>3,401</b>

Minnesota has committed to ensuring all students have equitable access to effective and racially and ethnically diverse teachers who reflect the diversity of students.<sup>7</sup> In SY25-26, Students of Color and American Indian Students (SOCAIS) comprised 40.59% of all public-school enrollments in Minnesota.<sup>8</sup> In that same year, Teachers of Color and American Indian Teachers (TOCAIT) comprised 8.02% of the teacher workforce (Table 4).

<sup>6</sup> Changed from Black to African American or Black to be more consistent with other PELSB reporting.

<sup>7</sup> Increasing Percentage of Teachers of Color and American Indian Teachers in Minnesota, MINN. STAT. 120B.117 (2025)

<sup>8</sup> [Minnesota Report Card](#)

Table 4. SY2025-26 Educator Workforce by Licensure Category, White to TOCAIT, a Comparison

Race/ Ethnicity	All Teachers	Related Service Providers	Administrators
White	86.31%	86.73%	86.77%
Teachers of Color and American Indian Teachers (TOCAIT)	8.02%	7.01%	11.00%

## How is STAR Data Used?

STAR data is the primary source of data on Minnesota’s educator workforce. It is used by both state and federal agencies to identify educational needs, determine funding levels, and assess compliance with applicable laws. Users of STAR data include but are not limited to PELSB, national associations, the Minnesota Department of Education (MDE), and the U.S. Department of Education (ED).

## Implications of Incomplete, Inaccurate Data

Districts not submitting STAR data, or reporting inaccurate information, may miss out on special funds appropriated by Minnesota’s Legislature. Their staffing data is not available to the public. Federal reports are incomplete, possibly resulting in ineligibility for certain grant monies.

# Reviewing and Correcting Data

STAR is a set of activities, undertaken by district and PELSB staff, to review and whenever possible, correct data before it becomes available for public use.

## Reviewing STAR Data

There are two components of data review and correction. In the first, districts have the primary duty to review and validate data, assisted by PELSB upon request. In the second, PELSB has the primary duty to clear as many violations as possible, consulting districts when appropriate.

### Districts Validate STAR Data

Once all records are entered, districts run edits in each of the respective STAR sandboxes: Employment (LA), Assignment (LB), and Non-Licensed (NA).<sup>9</sup> The editing, or validating, process guarantees records meet basic system parameters.<sup>10</sup> This process also detects discrepancies between district-entered data and the information provided by the educator on their license application.<sup>11</sup> A district corrects records and reruns edits until all errors are cleared. Once all three sandboxes are free of validation errors, districts officially submit the three files.

### PELSB Clears Violations

The next level of review involves checking reported assignments against an educator's license(s) and permission(s) to determine compliance with licensure requirements. Any assignments outside of compliance parameters generate a violation. PELSB's Data and Compliance Specialist is responsible for reviewing each licensure violation. The Specialist consults the respective districts' STAR Coordinator with the goal of clearing as many violations as possible.

Once all possible violations have been cleared, the Specialist finalizes the collection including completing manual overrides of system errors. Once overrides are completed, PELSB's Specialist notifies the state of Minnesota's IT Services (MNIT) that STAR data is now available for public use.

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<sup>9</sup> Records review for non-licensed staff is specific to meeting basic system parameters. Non-licensed data is collected by PELSB and subsequently transferred to the Minnesota Department of Education (MDE).

<sup>10</sup> Example, if an Employment (LA) record indicates a person works full-time in the district, but there is no corresponding Assignment (LB) record, then a validation error is generated.

<sup>11</sup> Example, if a district enters a birthdate as May 3, 1992, but the educator indicated May 2, 1992, on their license application, a validation error occurs.

## STAR Violations Primer

Districts can exercise some latitude in reporting assignments. For instance, District A may report a single assignment for a person teaching second-grade. District B may report six assignments for their second-grade teacher (e.g. one assignment each for reading, math, science, etc.). If both teachers were working with an expired license, District A would have one (1) assignment in violation and District B would have six (6) assignments in violation.

This is why violation rate is a more illuminating comparison point than the number of unique assignments in violation.

## Licensure Compliance Rate

A total of 534 districts reported 157,186 assignments for 74,879 educators in SY25-26. The violation rate is calculated as total violations divided by total headcount. This year there was an unduplicated headcount of 260 educators in violation resulting in a violation rate of 0.35% (Table 5). In other words, in SY25-26, Minnesota’s public school districts, charter schools, and other educational organizations were 99.65% compliant with licensure requirements. As evidenced by Table 5, the compliance rate has been incredibly stable year over year.

*Table 5. STAR Violation and Compliance Rates, a Comparison of School Years SY2021-22 to SY2025-26*

School Year Ending	Unduplicated Headcount of Licensed Personnel	Unduplicated Headcount in Violation	Violation Rate	Compliance Rate
2026	74,879	260	0.35%	99.65%
2025	74,996	247	0.33%	99.67%
2024	75,867	431	0.57%	99.43%
2023	75,412	295	0.39%	99.61%
2022	74,881	409	0.55%	99.45%

## SY25-26 Observations

There are two observations PELSB wishes to share about the SY25-26 STAR collection.

### New Staff, Competing Deadlines

This year, 127 districts, or 23.78% of all districts reporting, needed an extension to submit their STAR submission beyond the deadline date. New staff in the STAR Coordinator role was cited by 42 of these districts as the reason for needing extra time. An additional 25 districts described scenarios where already limited staff were challenged to complete STAR simultaneously with audits, open enrollment, and payroll. This seems suggestive that in addition to the well-documented teacher shortage, districts are also increasingly navigating staffing challenges for administrative support positions.



PELSB notes that following up with overdue districts and providing supplementary support necessary to complete their statutorily required reporting obligations, impacted the agency's ability to help districts clear violations in a timely manner.

### Violations vs. Teacher Shortage Areas

Each year, PELSB identifies teacher licensure shortage areas, aggregated statewide and disaggregated by economic development region (EDR). Curious as to whether a relationship existed between shortage areas and violations, PELSB sorted violation data by EDR. The result? Three regions had no assignments in violation. In another three regions, there was no discernable pattern. Violations were dispersed across many licensure fields. In four regions the pattern of violations initially appeared to align with shortage areas. Yet, when PELSB performed a deeper dive into the data we discovered coincidence, not causation. In each of these four regions most violations were attributable to a failure to renew a license or permission.

### An Expression of Gratitude

PELSB wishes to thank all the district personnel who contribute to the annual Staff Automated Report (STAR).