

Licensure Compliance Report

School Year
2021-2022 /
Fiscal Year 2022



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Staff Automated Report (STAR)

Important Dates

- **Snapshot Date:** October 1, 2021
- **System opened:** September 27, 2021
- **Due Date:** November 24, 2021
- **System closed:** December 28, 2021
- **Collection Finalized:** February 28, 2022
- **Data finalized and moved to database:** March 4, 2022.

Introduction

Minnesota public school districts and charter schools are required to complete the Staff Automated Report (STAR) each year ([MN Statutes, section 125B.07, subdivision 6](#)). The FY22 STAR report was completed by 549 districts.

PELSB uses the STAR system as a collection tool to collect data on licensed (instructional and non-instructional teachers, related service providers, and administrators) and non-licensed staff that are employed and/ or providing services to the reporting district or charter school. PELSB maintains and can share the licensed data while MDE maintains and can share the non-licensed data.

The FY22 STAR report had a snapshot date of October 1, 2021. This means that the staff and assignments reported were those employed and working as of October 1. Any staffing or assignment changes that occurred after October 1 are not included in the data.

Districts submit three reports: Licensed Employment, Licensed Assignment, and Non-Licensed Staff. The data collected is used to complete federal and state reports, assist in determination of funding, assists in policy and law developments, to complete data requests, and many other uses for both state agencies and the general public.

The STAR system generates a “Cert Code” by comparing the assignment reported to the licensure and permission data on the file for each reported file folder number. This Cert Code identifies if the person was working within their licensure area (identifies specific licensure type), in violation of their licensure area (identifies specific violation type), or on a permission (identifies specific permission type). The Cert Code data is used to generate the Licensure Compliance and Violation Reports. Since most violations are due to incorrect coding, STAR staff work with districts throughout and immediately following the reporting session to clear violations.

This report is created using the finalized data collected from STAR, but also contains a section on violations that have come into compliance or were identified as incorrect after the finalization of the data.

Notes on STAR System and Procedures

System updates: Staff were able to include two new elements to the system at the beginning of the fiscal year, assisting in decreasing the amount of overrides by almost 50%.

- IT was able to create a mapping tool allowing the STAR manager to match assignment codes with appropriate license codes.
- IT was able to build an edit into the system to identify what assignments should be certified as Special Education Multidisciplinary Team, removing the need to override these assignments.

Violation Clean-Up Phase: When the reporting session has ended the STAR manager completes the following steps before finalizing the data:

- Pull a list of all assignments in violation.
- Check each license against the assignment code report and grade level reported to determine if an incorrect assignment code is used. For example, reporting assignment code 301300 Computer Programming for a mathematics licensed teacher. If this was the case, then the STAR manager changes the code to 119990 Mathematics in Computer Programming. FY22 began the session with just over 2800 violations. After checking all licenses and reported codes, the violations were decreased to 1800.
- Email each district about each violations. Responses from districts could result in learning that the incorrect information was reported, the staff were terminated but the district forgot to delete their assignments, the districts needed to apply for a permission, amongst other cases, including that staff have been removed from positions due to licensure issues. After updating any mistakes submitted by the districts, the violations were down to just over 1200.
- The STAR manager then identifies those remaining that must be manually overridden. These are usually individuals reported with an assignment that requires multiple licenses (for example, Special Education Work Based Learning) or assignments that allow the teacher to work with a different grade level but the edit has not yet been built into STAR (for example, Science 5-8 license can teach 9th grade physical science). Once these are identified, the STAR manager completes the finalizing of the collection and then can perform the overrides. At the end of this step, the FY22 final violations were 409.
- The STAR manager then notifies IT that they can finalize the data by moving it to the database. At this point no data can be adjusted.

Pandemic Effects on STAR: Like everything else the pandemic has effected STAR and the data collected.

- **Fiscal Year 20 letters:** Letters were sent via email to the Department of Education (MDE) and Board of School Administrators (BOSA) and emails were sent to districts about remaining violations, but the individual letters to the teachers did not occur. This continued in FY21 and FY22.
- **Fiscal Year 21 Dates:** The collection date was changed From October 1 to January 4. Please read more in the “FY22 Key Findings” section.
- **STAR Staff:** Staff have been effected both at PELSB and at the districts, causing the submission session to be much longer than normal.
 - **PELSB Staff** – While usually the staff managing the report during the submission time was one person fulltime and another person for about 5-10% of the time, during the pandemic was dropped to just one person. This caused a longer response time as there was one person to respond to emails, fix issues, provide training, help districts complete their report, and contact districts when they have not completed their submission.
 - **District Staff** – It is common for district Human Resources department to complete all state and federal reports. There has been a noticeable decrease in district staff each year, many districts are down to one staff completing all required reports as well as their normal HR duties.

FY22 Key Findings

Violations

Violation Rate

Less than one percent, 0.55% to be exact, of educators in Minnesota were working outside of their licensure area, with no license, or on an expired license.

When looking at the violation chart it is noted a large increase occurring in FY20. This is the year that PELSB began using the new STAR system to collect data. The system, while complete enough to collect data, is still missing elements that assisted in preventing incorrect data. Each year since PELSB has been able to add a missing element and have increased training to complete the report and assistance to districts during the reporting session. As can be seen, the violate rate is decreasing. This would be a combination of the work from STAR staff and the districts' understanding and efforts to have appropriately licensed staff.

Types of Violations

Approximately 85% of original violations are cleared during the clean-up phase and are mostly due to incorrect coding of assignment or grade levels.

Of the violations that remain once the data is finalized, between 50%-60% of the staff are working outside of their licensure content area or grade level. The next highest, just over 10%, are individuals working on an expired license. The lowest amount of violations are individuals with no license.

Out-of-Field Permissions (OFP)

While there was a small decrease in OFPs in FY22, there has still been an increase since FY20. This is likely a result of the pandemic and teacher shortage.

Innovative Program Permissions (IPP)

There was a small decrease in the IPPs in FY22. The IPP application process and policies were updated beginning FY22 school year. A few changes made are IPPs were no longer available to use for elementary courses (districts are directed to OFPs) and more defined differences between when an IPP is appropriate as opposed to an OFP.

Fiscal Year 21

FY21 STAR report was completed with a snapshot date of January 4, 2021 due to complications with the pandemic. It was discovered that some areas of STAR data were substantially different for FY21 as compare to the year previous and the year after. It was determined that this would be due to the additional months the districts were opened in FY21 as compare the other years.

When examining data from years when we collected both a Fall and Spring Report, it supported the theory that the additional months of operation before the snapshot date can have a substantial effect on the data.

Important Terminology

This report contains summary data specific to the number of assignments, total fulltime equivalency (FTE), and headcount of staff. Since individuals can be reported up to 40 assignments and across content areas, the following definitions are important:

- **Cert Codes:** Each assignment is assigned a cert code when the system compares the assignment reported to the licensure and permission data on file for the reported file folder number. There are a number of instances that are not able to be identified by the STAR system and require a manual override. Most times it is easy to do an override and identify the person as working within their licensure area. There are a couple which are currently unable to be separated by licensure type.
- **Headcount:** Unduplicated number of individual persons. Since individuals can hold administrative or teaching positions or could be working under both their license and a permission, they could be counted in multiple categorical areas, but the overall total will only count each individual once. Headcount totals never include individuals reported with a zero file folder number.
- **License Type or Cert Code:** Identifies either what tier or non-tiered licensure the individual holds. This section also includes Special Education Multidisciplinary Team and Manual Overrides which are identified by cert codes.
 - **Manual Override:** If a person is on the violation list accidentally when the STAR collection has been finalized but the data has not yet been moved to the database staff can do a manual override on the cert code. While most accidental violations are fixed before the data is finalized, there is a two day period before finalizing the collection and moving it into the database and if information from the district is received and the assignment or grade level code were incorrect, STAR staff can do a manual override.
 - **Special Education Multidisciplinary Team:** In situations where a district IEP team holds an appropriately licensed special education teacher for the categorical area of the student, the special education teacher can assign any of the IEP special education teachers to work with the student. Individuals identified with this cert code hold either a tier 1, tier 2, tier 3, or tier 4 license or a non-tiered license.
- **Number of Assignments:** One staff member can have up to 40 assignments reported. Unless otherwise noted, the assignments include administration, related services, instructional, and non-instructional assignments.
- **Percentage:** this percentage is based on the headcount numbers only. Each table will indicate which headcount is being used.
- **Permission for assignment:** A permission allows a teacher to hold an assignment that they are not licensed to teach. Both PELSB and BOSA are responsible for issuing permissions, which includes innovative program permissions (IPP), out-of-field permissions (OFP), and administrative waivers.
- **Total FTE:** One fulltime position can be filled by one or more individuals.
- **Violation Rate:** This is the percentage of violations at the time data was finalized.
- **Violations:** Includes individuals who were reported with a zero file folder number, individuals removed from the position during the reporting session, individuals working on an expired license, individuals who do not hold a license, and individuals who are working outside of the licensure content area, grade level, or assigned district (tier 1, tier 2, and permissions).

Resources

Information about the STAR report and Licensure Compliance tables can be located on the Staff Automated Reporting (STAR) website at <https://mn.gov/pelsb/districts/data-submissions/star/>.

- **STAR Manual** – The STAR Manual contains all directions on completing the report and code definitions. The manual also contains compliance data found in the FAQ section.
- **Assignment Licensure Table** – This document lists all STAR assignment codes, the name of the assignment, the licenses that can do this assignment, and a course description.
- **Licensure Assignment Table** – This document lists all licenses (current and legacy licenses), what assignments each license can do, and include additional information about the license.
- **STAR Training Sessions** – While the purpose of the STAR training sessions is to train district staff in completing the report, there are occasionally sessions that would be useful to other district staff or general public. These trainings are open to the public unless otherwise noted on the document. The document will contain the date, general description, and how to attend the training session (including registration information).
- Any questions specifically related to the STAR report or licensure compliance can be sent to star.pelsb@state.mn.us.

Statewide STAR Data

The following table contains data as it was when the report was finalized on February 28, 2022.

- **Percentage** is based on total headcount 74881.

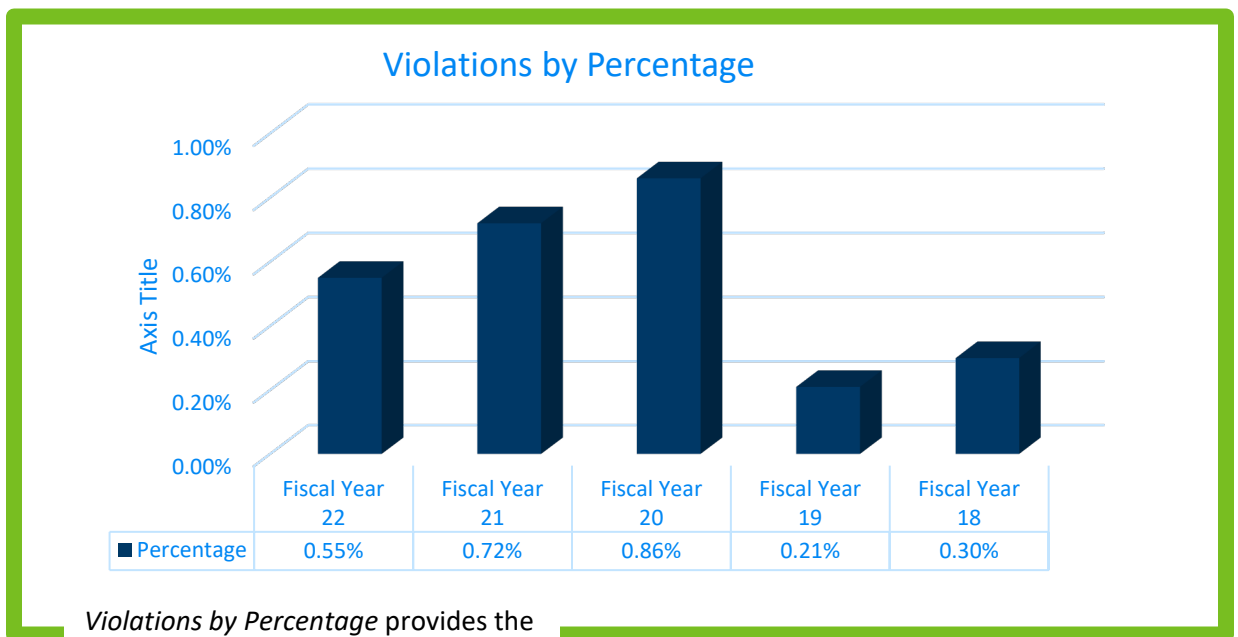
Category	Number of Assignments	Total FTE	Headcount	Percentage
Totals	170345	72012.12	74881	100.00%
• Teachers (all)	158751	62825.67	65558	87.55%
○ Teachers – Instructional assignments	143787	57350.22	61873	82.63%
○ Teacher – Non-Instructional assignments	14964	5475.45	12994	17.35%
• Related Service Providers	7836	6010.23	6344	8.47%
• Administrators	3758	3176.22	3258	4.35%
Violations	895	290.01	409	0.55%
• Teachers (all)	878	275.88	396	0.53%
○ Teachers – Instructional assignments	850	264.58	385	0.51%
○ Teacher – Non-Instructional assignments	28	11.3	23	0.03%
• Related Services	15	12.63	11	0.01%
• Administrators	2	1.5	2	0.003%
License type or Cert Code	163164	69788.28	72971	97.45%
• Tier 1	1525	592.09	657	0.88%
• Tier 2	5359	2159.84	2334	3.12%
• Tier 3	17558	7788.84	8106	10.83%
• Tier 4	134378	55853.73	58589	78.24%
• Long-term substitute allowance	3	3.0	3	0.004%
• Non-tier License	134	102.88	113	0.15%
• Administrative license	3778	3191.72	3271	4.37%
• Manual Override	1	0.17	1	0.001%
• Special Education Multidisciplinary Team	428	96.01	214	0.29%
Permission for assignment	6286	1933.83	2490	3.33%
• Innovative Program Permission	1066	248.64	332	0.44%
• Out-of-Field Permission	5215	1682.12	2162	2.89%
• Administrative Waiver	5	3.07	4	0.01%

Violation Rate

Fiscal Year	Headcount	Headcount in Violation	Violation Rate
2022	74881	409	0.55%
2021	74716	540	0.72%
2020	74210	644	0.86%
2019	73581	168	0.23%
2018	73581	152	0.21%

Data across the Years

The charts and tables found in this section provide information across a number of years. Please note, Fiscal Year 21 the snapshot date was January 4 (as opposed to the normal October 1) due to the pandemic. It has been discovered that the later reporting date does affect that data collected when comparing to other years.



Licenses and Permissions Comparison Table

This table provides a picture of what licenses and permissions have been used over the last three years (beginning with the first full year under tiered licensure).

Category	FY22	FY21	FY20
Tier 1	657	596	627
Tier 2	2334	2032	2024
Tier 3	8106	6129	3696
Tier 4	58589	60601	62799
Long-term substitute allowance	3	3	8
Non-tier License	113	105	128
Administrative license	3271	3267	3236
Innovative Program Permission	332	340	369
Out-of-Field Permission	2162	2192	1735
Administrative Waiver	4	7	11
Manual Override	1	0	7
Special Education Multidisciplinary Team	214	169	176

District Data

Minnesota Public school districts and charter schools are required to complete the STAR report if they report students through the MDE MARSS report.

When a district employs licensed staff, but all assignments occur outside of the district, the district may choose not to complete STAR. Only the district that receives services reports the assignment.

Additional information about districts can be found on the Minnesota Department of Education website at <https://public.education.mn.gov/MDEAnalytics/Summary.jsp> or <https://public.education.mn.gov/MdeOrgView/>.

Overall District Data

Districts in Minnesota	Number of Districts	Percentage
Total districts	567	100%
Total districts that complete the STAR Report	549	96.83%

Reporting Districts by Fiscal Year

FY22 Percentage is based on total districts that complete the STAR report 549.

District Type	FY22 Percentage	FY22	FY21	FY20	FY19	FY18
01 – Independent Districts and Schools	59.20%	325	326	327	327	327
03 – Special Districts and Schools	0.36%	2	2	2	2	2
06 – Intermediate Districts and Schools	0.73%	4	4	4	4	4
07 – Charter Schools	32.42%	178	173	168	164	164
50 – Miscellaneous Cooperatives	0.55%	3	3	3	3	3
51 – Vocational Cooperatives	0.36%	2	2	2	2	2
52 – Special Education Cooperatives	2.91%	16	15	15	15	14
61 – Education Districts	2.19%	12	12	12	12	11
70 – State Operated Schools	0.36%	2	2	2	2	2
83 – Service Cooperative	0.91%	5	5	5	5	5
Total Number of Districts Reporting	100%	549	544	540	536	534

District Assignments

Notes for *District Assignments* table:

- **District Percentage:** Overall Total percentage is based on the overall total headcount of each district type and shows the total percentage staff based on how many are in that specific district type.
- **Statewide Percentage:**
 - Overall Total percentage is based on the overall total headcount of all staff 74881.
 - The percentage for teacher and related services is based on the overall total headcount of teacher and related services 71765.
 - The percentage for administrators is based on the overall total headcount of administrators 3258.

District Type	Category	Number of Assignments	Total FTE	Headcount	District Type Percentage	Statewide Percentage
01 – Independent Districts and Schools	Overall Total	146208	60978.03	63592	100%	84.92%
	Teacher/ Related Services licensed	137821	56698.31	59569	93.67%	83.01%
	Teacher/ Related Services permissions (OFF/ IPP)	4728	1420.51	1850	2.91%	2.58%
	Teacher and Related Services Violation	548	148.71	230	0.36%	0.32%
	Administrative Licensed	3103	2704.43	2775	4.36%	85.17%
	Administrative permissions	7	5.07	6	0.01%	0.18%
	Administrative Violation	1	1	1	0.002%	0.03%
03- Special Districts and Schools	Overall Total	7493	3483.55	3647	100%	4.87%
	Teacher/ Related Services licensed	7004	3229.74	3418	93.72%	4.76%
	Teacher/ Related Services permissions (OFF/ IPP)	217	56.44	79	2.17%	0.11%
	Teacher and Related Services Violation	124	53.97	64	1.75%	0.09%
	Administrative Licensed	148	143.40	144	3.95%	4.42%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%
06 – Intermediate Districts and Schools	Overall Total	1989	849.4	938	100%	1.25%
	Teacher/ Related Services licensed	1657	709.66	802	85.5%	1.12%
	Teacher/ Related Services permissions (OFF/ IPP)	199	73.42	84	8.96%	0.12%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	133	66.32	67	7.14%	2.06%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%

District Type	Category	Number of Assignments	Total FTE	Headcount	District Type Percentage	Statewide Percentage
07 – Charter Schools	Overall Total	12399	5667.08	6017	100%	8.04%
	Teacher/ Related Services licensed	11308	5276.88	5665	94.15%	7.89%
	Teacher/ Related Services permissions (OFP/ IPP)	874	305.97	374	6.22%	0.52%
	Teacher and Related Services Violation	217	84.23	115	1.91%	0.16%
	Administrative Licensed	247	172.64	193	3.21%	5.92%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	1	0.5	1	0.02%	0.03%
50 – Miscellaneous Cooperatives	Overall Total	124	37.32	71	100%	0.10%
	Teacher/ Related Services licensed	103	29.45	65	91.55%	0.09%
	Teacher/ Related Services permissions (OFP/ IPP)	17	3.94	7	9.86%	0.01%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	4	3.93	4	5.63%	0.12%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%
51 – Vocational Cooperatives	Overall Total	31	25.49	26	100%	0.04%
	Teacher/ Related Services licensed	25	20.49	21	80.65%	0.03%
	Teacher/ Related Services permissions (OFP/ IPP)	2	2	2	6.45%	0.003%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	4	3	3	12.90%	0.12%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%
52 – Special Education Cooperatives	Overall Total	477	276.26	334	100%	0.45%
	Teacher/ Related Services licensed	396	224.00	276	82.63%	0.38%
	Teacher/ Related Services permissions (OFP/ IPP)	39	18.51	21	6.29%	0.03%
	Teacher and Related Services Violation	4	1.6	2	0.60%	0.003%
	Administrative Licensed	38	32.15	37	11.08%	1.14%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%

District Type	Category	Number of Assignments	Total FTE	Headcount	District Type Percentage	Statewide Percentage
61 – Education Districts	Overall Total	808	301.97	386	100%	0.52%
	Teacher/ Related Services licensed	607	240.02	326	84.46%	0.45%
	Teacher/ Related Services permissions (OFP/ IPP)	156	38.18	58	15.03%	0.08%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	45	23.77	30	7.77%	0.92%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%
70 – State Operated Schools	Overall Total	185	76.2	78	100%	0.10%
	Teacher/ Related Services licensed	173	67.48	70	89.74%	0.10%
	Teacher/ Related Services permissions (OFP/ IPP)	4	0.72	2	2.56%	0.003%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	8	8	8	10.26%	0.25%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%
83 – Service Cooperative	Overall Total	383	143.68	183	100%	0.24%
	Teacher/ Related Services licensed	321	122.60	161	87.98%	0.22%
	Teacher/ Related Services permissions (OFP/ IPP)	43	9.07	11	6.01%	0.02%
	Teacher and Related Services Violation	0	0	0	0%	0%
	Administrative Licensed	19	12.01	14	7.65%	0.43%
	Administrative permissions	0	0	0	0%	0%
	Administrative Violation	0	0	0	0%	0%

Final 2021-2022 Violation Data

Notes for *Final 2021-2022 Violation Data* table:

- This data includes updates to the violations as communicated from the districts between February 28, 2022 and April 1, 2022.
- This table includes violations for Teachers, Related Services, and Administrators.
- Violations percentage is based on overall total headcount 74880.
- Cleared and not cleared percentage based on overall violation headcount 409.
- The cleared data includes 2 zero file folder numbers that were identified and should have been reported as non-licensed because they were not working in a licensed position.
- The Not Cleared No License headcount does not include individuals with a zero file folder number.

Category	Assignment	FTE	Headcount	Percentage
Violations as of 2-28-22	895	290.01	409	0.55%
Cleared	112	46.71	58	14.18%
• Individual received Out-of-Field Permission	24	6.87	11	2.69%
• Staff reported as terminated but assignment wasn't deleted	15	6.9	7	1.71%
• The incorrect assignment or grade code was reported	11	5.76	9	2.2%
• Individual has received the appropriate license	40	16.76	19	4.65%
• Individual received an Innovative Program Permission	4	0.48	1	0.02%
• Individual renewed their educator license	10	6.83	7	1.71%
• Individual should have been reported on the non-licensed report	6	1.95	3	0.73%
• System glitch caused violation, record should have been overridden	2	1.16	2	0.49%
Not cleared	783	243.3	353	86.31%
• Holds expired license	110	45.28	58	14.18%
• Holds wrong license	492	131.87	224	54.77%
• Assignment is outside of license grade level	58	17.69	35	8.56%
• Individual no longer in assignment	49	20.86	31	7.58%
• Individual does not hold an education license	74	27.6	13	3.18%