Transparency in Stakeholder Engagement: A Tool to Help Demonstrate How Stakeholders Informed the State ESSA Plan

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The Council of Chief State School Officers (CCSSO) is a nonpartisan, nationwide, nonprofit organization of public officials who head departments of elementary and secondary education in the states, the District of Columbia, the Department of Defense Education Activity, and five U.S. extra-state jurisdictions. CCSSO provides leadership, advocacy, and technical assistance on major educational issues. The Council seeks member consensus on major educational issues and expresses their views to civic and professional organizations, federal agencies, Congress, and the public.

Transparency in Stakeholder Engagement:
A Tool to Help Demonstrate How Stakeholders Informed the State ESSA Plan

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Transparency in Stakeholder Engagement:  
A Tool to Help Demonstrate How Stakeholders Informed the State ESSA Plan

Stakeholder engagement is a critical component of the Every Student Succeeds Act (ESSA). Under the law, states are required to engage specific stakeholders as they develop the consolidated state plan to submit to the U.S. Department of Education. But states should not only engage with their stakeholders because it’s required under the law – meaningful engagement is a best practice to ensure states create plans that will meet the needs of all children, especially those who have been traditionally underrepresented, underserved or historically marginalized.

In 2017, CCSSO published Developing a Comprehensive State Plan pursuant to the Every Student Succeeds Act: A Tool for Structuring Your Plan to provide guidance to states on how they might write their consolidated state plan under ESSA. CCSSO updated this tool in March 2017 to reflect changes made when Congress took action under the Congressional Review Act (CRA) to repeal the U.S. Department of Education’s ESSA State Plans and Accountability regulations. As a result of this action, states were no longer required to provide as much detail on the steps they took to engage stakeholders in the submitted consolidated state plan. Still, CCSSO strongly encourages states to continue to include this information in the state plan, and in supplementary materials, to ensure all stakeholders clearly understand the process states used to meet the law’s requirements and can see how their feedback was incorporated into the submitted plan. To assist states in this effort, CCSSO has developed Transparency in Stakeholder Engagement: A Tool to Help Demonstrate How Stakeholders Informed the State ESSA Plan.

This tool builds on the strategies and best practices provided in CCSSO’s prior stakeholder engagement resources, including Let’s Get This Conversation Started, Let’s Keep This Conversation Going and Making Sense of it All: How to Incorporate Stakeholder Feedback into Your State’s ESSA Plan.

With this new tool, states have the opportunity to revisit the Stakeholder Engagement Checklist originally published in Let’s Get This Conversation Started and ensure the submitted ESSA plan clearly articulates how stakeholders informed the development of the plan and will continue to be engaged during implementation of the plan. In addition to the checklist, we have identified promising practices for how states can detail their engagement and outreach efforts in the submitted ESSA plan as well as examples from state plans submitted in spring 2017.

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1 See Appendix A for the requirement to engage stakeholders in the Every Student Succeeds Act.
As your team sits down to write or finalize its state ESSA plan, use the Stakeholder Engagement Checklist originally published in *Let’s Get This Conversation Started* to make sure you effectively address stakeholder engagement throughout the plan. This checklist below has been updated to better support states in the writing of the plan, and includes the following elements:

- **Engagement Strategy**: An overview of the 10 stakeholder engagement strategies identified in *Let’s Get This Conversation Started*.
- **Strategy Considerations for the ESSA Plan**: Key questions to consider when addressing each of the 10 strategies in your ESSA plan, and
- **Evidence in the Plan**: A place to reference the evidence of each strategy within your state ESSA plan.

Before you get started, define what you mean by “stakeholder.” In the *Meaningful Local Engagement Under ESSA: A Handbook for LEA and School Leaders*, a joint publication of CCSSO and Partners for Each and Every Child, we define stakeholder engagement as follows:

- In the context of education policy and decision-making, *stakeholders* are community members who are involved and invested in districts, schools, programs, and outcomes for students. Stakeholders include students, families, educators, leaders, and the many partners who support them.
- *Engagement* is the process of communicating to, learning from, and partnering with stakeholders that acknowledges the unique needs and strengths of the stakeholders involved.
- We believe that stakeholder engagement should be *meaningful*: it should be inclusive, clear, effective and ongoing in order to best support educational equity and excellence.

### Stakeholder Engagement Checklist

<table>
<thead>
<tr>
<th>Engagement Strategy</th>
<th>Strategy Considerations for the ESSA Plan</th>
<th>Evidence in the Plan</th>
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<tbody>
<tr>
<td><strong>Part I: Getting Started</strong></td>
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<tr>
<td>1. Clarify your goals.</td>
<td>▪ Did you clearly articulate the goals for stakeholder engagement in your plan?</td>
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<td></td>
<td>▪ How did you show that your state’s education vision drove your approach to stakeholder engagement?</td>
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<td></td>
<td>▪ What information did you include to show that stakeholders knew why they were being engaged?</td>
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<td></td>
<td>▪ Did you describe how you identified the key communities who were engaged and whether they were reached throughout the process?</td>
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<td></td>
<td>▪ Did you describe the process the SEA used to ensure that input was reviewed and included in the submitted plan?</td>
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<td>to identify and engage with your stakeholders.</td>
<td>▪ How did you describe how and why you created different, accessible materials for different stakeholder groups aligned to their interests, needs and expertise?</td>
<td>▪ Did you describe how you considered possible barriers to engagement and designed an array of vehicles and tools to minimize roadblocks for different stakeholder groups to be engaged in the plan development?</td>
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<td></td>
<td>▪ How did you describe how you made sure materials were translated into multiple languages?</td>
<td>▪ Did you show how you scheduled community meetings or focus groups in diverse geographic locations and locations that are easy for your stakeholders to attend?</td>
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<tr>
<td></td>
<td>▪ Did you explain how advocacy or community organizations provided input on materials or other outreach strategies?</td>
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</tbody>
</table>
| 5. Identify your best ambassadors. | • Did you show that community meetings or focus groups were held at times when stakeholders would be able to attend?  
• Did you show how you made sure meetings, surveys and other materials were accessible for all participants, including individuals with disabilities and non-English speakers?  
• Did you describe how you identified parents, educators, community members or others to serve as ambassadors for some stakeholder groups?  
• Did you explain how stakeholder groups representing traditionally under-represented communities assisted as ambassadors throughout the process?  
• Did you describe the process you used to ensure information gathered by ambassadors was considered during plan development? |
| --- | --- |
| 6. Ask for input before decisions are made, and use it. | • Did you explain how you worked with stakeholders before the plan was drafted or decisions were made?  
• Did you explain how the roles and responsibilities of advisory committees or working groups of stakeholders to provide input throughout the process?  
• Did you document key decisions that were made based on stakeholder input?  
• Did you describe the feedback loops you used to keep stakeholders engaged throughout the process? |
| 7. Keep your materials simple and brief. | • Did you explain how you created materials to help your stakeholders hold conversations with their peers?  
• Did you explain or show how you built visuals, graphics and/or videos into your materials and presentations?  
• Did you demonstrate how you solicited feedback from stakeholder organizations to check for clarity and cultural relevance on your materials? |
| Part III: Sustaining Engagement | 8. Communicate early and often. | • Did you share the timeline you created and made publicly available to ensure stakeholders were aware of the process and when decisions would be made? |
| | | • Did you show how you created multiple vehicles to provide updates to stakeholders throughout the planning process? |
| | | • Did you explain how you worked with stakeholders to gauge the effectiveness of your outreach strategy throughout the process and how you will do so during implementation? |
| | 9. Keep your team informed. | • Did you explain how you communicated internally among SEA staff to gather stakeholder input and incorporate it into the plan? |
| | | • Did you explain how the SEA staff worked together collaboratively to inform the plan? |
| | 10. Turn these new connections into long-term relationships. | • Did you explain how stakeholders will continue to be involved after the plan is submitted to the U.S. Department of Education and as the state begins implementing it? |
| | | • Did you describe how the state will support local schools and districts to engage stakeholders in developing and implementing local plans? |
Promising Practices and State Examples

Just as every state ESSA plan will look different, there are multiple ways to clearly illustrate how stakeholders informed your state’s final ESSA plan. Therefore, we anticipate every state will take a different approach to describing stakeholder engagement. The following section provides five promising practices you can consider to address each stakeholder engagement strategy in the checklist above.

In addition, we have highlighted a few examples of these promising practices from the state ESSA plans submitted in spring 2017.

No. 1: Provide an overview
Use the introduction or add a separate consultation section in the plan to establish an overview and high-level summary of your state’s approach to engaging stakeholders throughout the development of the plan and how you will continue to engage stakeholders during implementation.

<table>
<thead>
<tr>
<th>Key Considerations</th>
<th>State Examples</th>
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</table>
| In the introduction, overview or another beginning section of your plan, consider addressing the following questions: | **Colorado**: Colorado’s submitted ESSA plan dedicated more than 15 pages to stakeholder engagement. In Section 2, the state outlined how they engaged stakeholders in multiple ways, summarized the feedback the state received and from which stakeholders, and explained how the state responded to the feedback.  
**Illinois**: Illinois used its introduction to provide an overview of its state vision and mission as well as a specific section on collaboration within the introduction to emphasize the importance of engaging stakeholders.  
**New Mexico**: New Mexico provided a detailed narrative of its effort to engage stakeholders in Section 2 of its plan. This section included |
| Describe how you engaged stakeholders:                                            |                                                               |
| • Did you establish advisory committees or working groups? How frequently did they meet? |                                                               |
| • Did you provide clear information to stakeholders about the areas or topics in which you needed input? |                                                               |
| • Did you host community meetings or listening tours?                             |                                                               |
| • Did you conduct a survey?                                                       |                                                               |
| • How did you make sure all stakeholders were represented?                        |                                                               |
Show **how many different stakeholder groups you engaged:**
- Did you reach out to all stakeholders listed in the ESSA statute?
- How did you go above and beyond the list of stakeholders required under the law?
- How many individuals did you engage overall, and how many stakeholder groups, such as students, parents, teachers, teachers’ union representatives, district leaders, tribal leaders, principals, community-based organizations, civil rights leaders, etc. did you engage?
- Did you reach people from every region?
- Did you reach people who represent traditionally underrepresented, underserved or historically marginalized groups?
  - Did you reach parents and families of color, such as African Americans, Latinos, Asian Americans and Native Americans?
  - Did you reach parents of English learners, or non-English speaking parents and families?
  - Did you reach parents of students with disabilities?
  - Did you reach out to liaisons who work with students experiencing homelessness?
  - Did you reach out to representatives of students in transition, such as those in foster care, students in the juvenile justice system and those enrolled in alternative education programs?

Describe **how you offered multiple opportunities for stakeholders to offer input:**
- What methods did you use to collect input?
- How were meetings and materials made accessible ahead of time, especially to working families, individuals with disabilities and non-English speakers?
- How did you target outreach to traditionally underrepresented, underserved or historically marginalized populations?

lists of stakeholders, examples of stakeholder input that was included in the plan, and a summary of the state’s consultation with American Indian tribes.

**North Dakota:** In the overview section at the beginning of the plan, North Dakota demonstrates how it prioritizes stakeholder engagement by describing the formation of the State ESSA Planning Committee and the North Dakota ESSA Tribal Consultation.

**Oregon:** Oregon opened its ESSA plan with a letter from the state chief explaining how stakeholder engagement led the development of its shared statewide vision and how the ESSA plan is aligned with that vision. The letter also summarizes the common themes heard from stakeholders throughout the state’s engagement efforts that serve as a foundation for the state’s ESSA plan.
How did you organize information by topic or focus area to make it easier for stakeholders to find and understand?

No. 2: Reference Stakeholder Engagement in the Text of the Plan

Across all sections of the ESSA plan, reference how stakeholders informed key decisions to demonstrate the impact of stakeholder input throughout the plan. When possible, be specific about which stakeholders informed this decision.

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| To integrate stakeholder input throughout the text of the plan, consider:          | **Illinois**: Illinois noted throughout the ESSA plan – directly in the text and in footnotes – where stakeholders had provided input, or where additional stakeholder input would be necessary. For example, on page 86 of the submitted plan, the state describes how diverse stakeholders informed the selection of a minimum n size.  
**New Mexico**: New Mexico includes references to stakeholders directly in the text across all sections of the plan, and includes the word “stakeholder” on virtually every page of their plan. For example, on page 103 of the final submitted plan, the state writes, “The PED’s actions are in direct response to feedback heard from stakeholders across the state, and formalized by Teach Plus, a group of teacher policy fellows.”  
**North Dakota**: Throughout its plan, North Dakota references the “State ESSA Committee” and, if relevant, a subcommittee of that full committee to show how the decisions made in the ESSA plan were made by consensus with stakeholders. For example, in the first section of the final submitted plan on Long-Term Goals, the state writes, “The State ESSA Planning Committee recommended that the state retain its current 90% graduation goal and its primary growth criteria for determining sufficient graduation rate achievement.” The |
state also is transparent in the plan on who served on this committee and how often it met.

**Delaware:** In each section of its plan Delaware clearly outlines which decisions were made based on the feedback from stakeholders. The points are highlighted with the phrase, “Based on stakeholder feedback, DDOE will...” For example, in Section 4 of the final submitted plan, the state writes, “Based on this stakeholder feedback, the DDOE will consider all schools when identifying CSI schools.”

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### No. 3: Use the Appendix

The appendix of your state ESSA plan is an effective way to provide more detail on how you engaged stakeholders and incorporated their feedback into the final plan. While it may be time-consuming to include this level of detail in your state plan, it is a good way to be fully transparent with all stakeholders about how their input directly informed the plan.

**Key Considerations**

In the appendix, consider including the following:

<table>
<thead>
<tr>
<th></th>
<th>State Examples</th>
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<tbody>
<tr>
<td></td>
<td><strong>Connecticut:</strong> Connecticut effectively used the appendices to provide more detailed information, such as lists of stakeholder groups, use of social media to engage stakeholders, complete survey results and results by demographic and complete focus group results.</td>
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<tr>
<td></td>
<td><strong>Michigan:</strong> Michigan used Appendix E of its plan to detail its stakeholder engagement activities throughout the development of the plan, including a comprehensive explanation of its consultation with American Indian tribes.</td>
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<td></td>
<td><strong>Nevada:</strong> In Appendix D of its plan, Nevada listed each recommendation it received from its ESSA Work Groups and the decision the ESSA Advisory Group made to each of these recommendations.</td>
</tr>
</tbody>
</table>

- The list of meetings, webinars, surveys, and other opportunities to offer feedback, as well as an indication of how many people responded to or attended each one.
- The list of advisory committees or working groups and how often they met.
- A summary or list of all feedback and comments you gathered, including the original source, how it was gathered, and how the state responded to the feedback.
- More detailed information on the stakeholder groups you reached, such as disaggregated data by race/ethnicity on parents who were consulted.
New Jersey: New Jersey created a Stakeholder Feedback Index in Appendix B that represents the feedback the department received from stakeholders through email, meetings hosted by the Department, meetings hosted by community groups, focus groups, webinars and online surveys.

North Dakota: North Dakota used the appendices of its plan effectively to include more detailed information and evidence to show its extensive stakeholder engagement and how stakeholders influenced the submitted plan. Appendices A-E provide more information on stakeholder engagement, including list of ESSA Planning Committee and Subcommittee members, meeting minutes and the state’s communications plan and timeline.

Tennessee: Tennessee used its appendices to provide more detail on its efforts to engage stakeholders, including lists of members of advisory committees and working groups; dates, locations and methods of outreach; and summary data on feedback they heard through town hall meetings.

### No. 4: Use Tables, Charts or Graphics

Some information, especially dense information related to numbers and processes, might be better conveyed through a chart or graphic. Consider how you can use these directly in the text of your plan to demonstrate how stakeholders influenced the work.

<table>
<thead>
<tr>
<th>Key Considerations</th>
<th>State Examples</th>
</tr>
</thead>
<tbody>
<tr>
<td>The following provides a few ideas for how you can incorporate more tables, charts and graphics throughout the plan:</td>
<td><strong>Colorado</strong>: Colorado effectively used charts and graphics throughout the plan to demonstrate key points around stakeholder engagement,</td>
</tr>
<tr>
<td>• Use a graphic or infographic to depict your state’s approach to stakeholder engagement.</td>
<td></td>
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</tbody>
</table>
• Use a chart or graphic to show the state’s timeline for stakeholder engagement throughout the development of the plan.
• Use a table at the beginning of each section in the ESSA plan to summarize the relevant feedback you received for that section, how it was gathered and how it was used in the final plan.
• Consider customizing the State ESSA Plan Checklist above to include as a table in your ESSA plan to demonstrate where stakeholders can easily find references to their impact on the state plan.

 including the timeline for engaging stakeholders and developing the state plan, an overview of the advisory committees, membership on committees, and a comprehensive breakdown of the public comments the state received. One example is Figure 8 in the final ESSA plan that shows the Hub and Spoke Committee structure in Colorado.

**New Mexico:** New Mexico included an infographic, among other charts and graphics in its plan, to easily summarize its outreach and engagement activities with stakeholders.

**North Dakota:** North Dakota used graphics in the text of its ESSA plan to better depict its approach to stakeholder engagement and how the conversations with stakeholders led to decisions in the plan. One example was a graphic to show its approach to stakeholder engagement, including the use of an advisory committee and Tribal consultation.
Oregon: Oregon uses graphics and a comprehensive table to better explain its approach to stakeholder engagement. The graphic easily shows how the state engaged stakeholders on its state plan and its overall vision for achieving equity for all students. Another example is Table 1.1 in the state plan, which outlines all of the state’s specific outreach, including the name of the stakeholder group, the date of outreach and type of outreach.

<table>
<thead>
<tr>
<th>Group</th>
<th>Date &amp; Outreach</th>
<th>Example Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>December 2016, January 2017</td>
<td>Deputy Superintendent’s Advisory Council</td>
<td>content areas and disciplines, Deputy Superintendent’s Advisory Council.</td>
</tr>
<tr>
<td>October 2016</td>
<td>Principal and Teacher Leader Conference (CORA)</td>
<td>This 25-member council represents elementary and secondary teacher leaders from across the state that convenes quarterly to advise the Deputy Superintendent of Public Instruction and serving as critical thought partners.</td>
</tr>
<tr>
<td>January 2017</td>
<td>Licensed Staff Communication, Salem-Keizer School District</td>
<td></td>
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</tbody>
</table>

Tennessee: In its Consultation and Stakeholder Engagement section, Tennessee used graphics, callout boxes, word clouds and other visuals to highlight their efforts to engage stakeholders as well as the feedback they received.

No. 5: Create Easy-to-Understand Materials to Supplement the Plan
Separate from the state ESSA plan, create a summary document, presentation, video, or other materials that are easy for stakeholders to review and see how their feedback influenced the final plan. You can reference these materials in the submitted ESSA plan and also make them available in an appendix, on the state website or in your regular communications with stakeholders.

Key Considerations
When creating materials to supplement your state plan, consider the following:
- **Length:** Summary materials should only focus on 3-4 topics that are most important to stakeholders.

State Examples
Connecticut: Connecticut shared a fact sheet to summarize the major components of the state’s ESSA plan. The overview is organized by Title program so stakeholders can easily find the information they want.
- **Customization**: Create multiple documents on different topics, and/or customize documents for different stakeholder groups, depending on their priorities. For example, the priorities of parents may be different than the priorities voiced by state legislators.

- **Accessibility**: Make sure these materials can be accessed by all stakeholders, including individuals with disabilities and non-English speakers, and be sure to consider multiple methods for disseminating materials so they are accessible to all individuals.

- **Format**: Format the materials so they clearly demonstrate how stakeholder input was used in the development of the ESSA plan. Here is one example of a format to consider:
  - What is our state’s theory of action?
  - Briefly summarize how the state engaged stakeholders
  - Outline 3 topic areas that will be covered, and for each topic area, describe:
    - What does the law say?
    - What did stakeholders tell us?
    - What did we decide to do? *(Note: In this section, be clear and transparent if stakeholder engagement was considered but not incorporated into the plan, and why.)*

**District of Columbia**: D.C. published a summary of the stakeholder input it received as well as their responses to feedback in a detailed summary.

**Illinois**: Illinois has created several materials to supplement the state plan, including a helpful Reader’s Guides, developed in coordination with partner organizations. The state also created a one-pager and video posted on state’s ESSA webpage to help better communicate with stakeholders about the ESSA plan. The state references some of these materials and its detailed listening tour reports in the final submitted ESSA plan.

**Louisiana**: Louisiana developed draft frameworks throughout the development of its plan – ESSA Draft Framework 1.0 and ESSA Draft Framework 2.0 – to provide an outline of the plan and a summary of the conversation and feedback received on the plan.

**Massachusetts**: Massachusetts published an executive summary, in English and Spanish, to describe the major pieces of the ESSA plan.

**New Mexico**: New Mexico created supplementary materials to communicate with stakeholders throughout the process of writing the ESSA plan, including a summary of stakeholder input they received and the state’s response to each piece of feedback. All of the materials are posted on the state’s ESSA webpage. New Mexico also referenced its New Mexico Rising Together summary of stakeholder input in the text of its final submitted ESSA plan.

**Oregon**: Oregon created a robust webpage to keep stakeholders informed throughout the process of developing its ESSA plan. The site includes FAQs and details on the advisory committees and working groups.
Tennessee: Tennessee created an overview of key changes made to its plan between December and April when drafts were released for comment. In addition, the state shared an infographic to summarize what it heard from stakeholders about ESSA. The infographic was included in Appendix A of the state’s ESSA plan.

No. 6: Show How Stakeholders Will Continue to Be Engaged
ESSA provides an opportunity to create long-term relationships with stakeholders. In the text of the ESSA plan, states can be clear about how they plan to keep stakeholders engaged throughout the process of implementation and on the continuous improvement of the ESSA plan in future years.

<table>
<thead>
<tr>
<th>Key Considerations</th>
<th>State Examples</th>
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<tbody>
<tr>
<td>• Did you explain how stakeholders will continue to be involved after the plan is submitted to the U.S. Department of Education and as you work through the approval process?</td>
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</tr>
<tr>
<td>• Did you describe the structures or processes that will remain in place to engage stakeholders during implementation?</td>
<td><strong>North Dakota</strong>: In the overview section at the beginning of the plan, North Dakota explains how it will continue to engage stakeholders during implementation through its established ESSA Planning Committee and the Tribal Consultation meetings.</td>
</tr>
<tr>
<td>• Did you address how the state will support local schools and districts to engage stakeholders in developing and implementing local plans?</td>
<td><strong>Michigan</strong>: In Appendix E of its plan, Michigan outlines how it will engage stakeholders throughout implementation. The state plans to create Implementation Teams and has funding from philanthropic foundations to support community engagement in the future.</td>
</tr>
<tr>
<td>• Did you describe how stakeholders can remain engaged in continuously improving the plan in the future?</td>
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</table>
Appendix A: Stakeholder Engagement in the Law

The Every Student Succeeds Act (ESSA) requires states to develop plans in “timely and meaningful consultation” with specific stakeholders. Here is the exact language in Section 1111(a)(1)(A) 1111(a)(1)(B) of the law:

In general.--For any State desiring to receive a grant under this part, the State educational agency shall file with the Secretary a plan that is

a) developed by the State educational agency with timely and meaningful consultation with the Governor, members of the State legislature and State board of education (if the State has a State board of education), local educational agencies (including those located in rural areas), representatives of Indian tribes located in the State, teachers, principals, other school leaders, charter school leaders (if the State has charter schools), specialized instructional support personnel, paraprofessionals, administrators, other staff, and parents; and