Introduction and Scope

Education is seen as an equalizer that can open a variety of doors and opportunities. This is apparent in the strong push for today’s young adults to receive a college degree in order to secure a high-quality job. However, while more and more pressure is put on students to successfully pass through institutions of higher education, little is being done to support education at early stages of an individual’s development. For this reason, the Bob Graham Center for Public Service at the University of Florida has recruited 45 scholars to investigate the topic of Early Childhood Education in 61 out of 67 Florida counties. These scholars have met with professionals in the field, conducted evaluations of current initiatives, and proposed solutions to better enhance this stage of education for our youth. As a cumulative analysis, this report synthesizes the scholar’s findings by bringing to light the most prominent issues identified in each county and presenting ways that we as a society can work to overcome them.

Background Information

Early Childhood Education (ECE), also sometimes referred to as nursery education, is aimed at creating a strong foundation in children from birth to age 5. Although education is typically associated with formal assessments and quantified knowledge, this stage of education includes much more. When we think of nurturing children, there are a multitude of factors that come to mind ranging from social, emotional, physical, and intellectual skills.

In the state of Florida, there are a variety of early learning initiatives. For families of young children in need of financial assistance, the School Readiness Program helps connect them with child care opportunities. The Voluntary Pre-Kindergarten (VPK) program was created by a
constitutional amendment in 2002 and implemented in 2005 with the goal of “…requiring prekindergarten access for all of Florida’s 4-year-olds.” With this amendment, Early Learning Coalitions in each county were transformed to be the integration point of different service partners. Currently, the Office of Learning, established in 2011 as part of the Florida Department of Education, and the Department of Children and Families work together to manage VPK centers. Other service providers include Early Head Start and Head Start who target children between birth and 3 and between 4 and 5 years, respectively, through a health and education model dependent on strong parental involvement.

According to the Children’s Movement of Florida, “the state’s kindergarten program - a program that serves more than 170,000 4 year olds – meets just 3 of 10 nationally recommended standards and ranks 39th among 41 states in per pupil funding.” Clearly, this performance is not acceptable. As we will discuss throughout this report, there is substantial progress needed to be made in order to better serve the children of our state and reach our common goal of “creating a generation of healthy, eager, and successful learners supported by well-informed parents, involved citizens and collaborative community partners.”

**Most commonly sited critical issues**

**Parental Obstacles**

For children in the state of Florida, their inability to access and take advantage of Early Childhood Education resources stems mainly from parental obstacles including substance abuse, poverty, and socioeconomic disadvantage. One of the main requirements for children to be able

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2 Ibid.
to receive subsidies from School Readiness programs is having parents who work at least 20 hours a week and earn at least 150% of the federal poverty level\textsuperscript{5}. However, in some areas like the North Central region of the state, slow job growth prevents families from meeting these high standards and they are left trying to satisfy both their economic needs and the needs of childcare. Even when job opportunities do present themselves, “many families experience what is known as the ‘cliff effect’ where they suddenly lose all their benefits when their income increases slightly and they become ineligible for state and federal subsidies.”\textsuperscript{6} These gaps in eligibility due to income variations are preventing children from having the equal opportunity to prepare for their future.

An interesting correlation is brought up within Escambia County where parents with lower than average per capita income and lower than average high school and college education backgrounds are less likely to be aware of the significant positive impact early childhood education can have on their child’s development. When parents see early learning centers as “daycares” or simply places where their child can be watched during work hours, they are not demanding the quality service and high standards that can set a child up for continued success later in life. This adds to the complacent acceptance of low-quality facilities we see prevalent in today’s society.

Adverse Childhood Experiences, also referred to as ACEs, are another parental obstacle impacting early childhood development. There are three types of ACEs: abuse (physical, emotional, social), neglect (physical, emotional), and household dysfunction (mental illness, incarcerated relative, violent treatment of mother, substance abuse, divorce).\textsuperscript{7} Research shows

\textsuperscript{5} Wei Yan, “Columbia County Report.” Bob Graham Center for Public Service, Spring 2017. 
\textsuperscript{6} Narrelle Gilchrist, “Palm Beach County Report.” Bob Graham Center for Public Service, Spring 2017. 
\textsuperscript{7} Dr. Nancy Hardt, “How a doctor went from a free clinic to early education to make a community healthier (and how UF students can help),” Bob Graham Center for Public Service, Spring 2017.
that the increased occurrence of an ACE leads children in these environments to be more at-risk for a variety of factors. In regards to early childhood learning in Washington, Holmes, and Jackson counties, the high incarceration rate for parents means that children are “…being raised by grandparents who may have reduced resources, mobility, and attention available to provide for the child.”

Similarly, high instances of substance abuse are placing children in the unstable foster care system with some even being born addicted to pills and facing subsequent health issues. Within such hostile environments, “…parents do not prioritize education and instead focus on the bottom tiers of Maslow’s hierarchy, which include fundamentals like food, water, shelter and safety.”

The difference can be easily seen in the fact that babies from talkative and involved homes, usually not plagued with poverty, “hear over 30 million more words by the age of three than children who come from untalkative homes.”

Since the negative effects of ACEs can present themselves as early as kindergarten through both academics and behavioral habits, the earlier children are introduced to a positive learning environment, the greater chance there is to break the cycle of poverty and abuse.

As mentioned by both interviewees in the Orange County report, “parents are their children’s first teacher.” Thus an effective solution would be to adopt The Two Generation Approach where resources are given to both parents and children so that “a healthy relationship inside and outside of the home of the child…” can be fostered. In order to combat the impact of these various parental obstacles, parents and guardians must be willing to persevere through adversity and take an active role in the pursuit of their child’s education.

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Lack of Transportation

Starting from day 1 of the search for an early learning provider, not having an affordable and accessible means of transportation provides a hurdle for many. As explained by the Manatee County scholar, “…in order to enroll a child in an early learning program, the family must first go to the Early Learning Coalition to get a certificate of eligibility. The family must then take this certificate to the desired provider.” Looking at the Early Learning Coalition (ELC) Map (Appendix A), you can see that some counties are bundled together and there can be up to 7 counties sharing an ELC. This makes it difficult for families who are forced to travel to another county so they can receive information and forms. When working families are tasked with this responsibility, the burden of managing work while dealing with enrollment during normal business hours on the weekdays can be difficult. Sometimes parents will even refrain from enrolling their children in early learning programs if they know that it will be difficult to manage daily transportation along with their job responsibilities. Especially when programs are only in session for half days and parents are unable to leave work and pick up their children, there is no effective way to ensure that children are receiving education services without compromising a positive income flow. Fortunately, a new initiative called The Family Portal is working to overcome the burden of visiting office locations for information and enrollment by having the application process available online. For families with easy access to an internet connection, this will prove resourceful.

In a majority of the reports, the surveyed counties touched on the rural restrictions of different populations. Poor infrastructure in rural regions with limited or even non-existent

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public transportation systems forces families to sacrifice quality programs for convenience. Moreover, without proper transportation ability families in isolated rural areas are unable to engage in holistic education experiences. For example, in Alachua County there is an initiative titled “Reach out and Read” where pediatric care and parental encouragement of reading are supported\textsuperscript{15}. This initiative, although great in its mission, is concentrated in the densely populated areas of the county leaving those in the outskirts deprived of this out of the classroom resource.

Even though certain areas like Citrus County are able to supply transportation for its VPK programs during the academic year, another side to the transportation inefficiency is the lack of summer transportation. It has been determined that a child’s brain is 90\% developed by the time he/she reaches 5 years of age; therefore, time is critical for positive skill enhancement. “…Social skills, approaches to learning and potential brain connections…can also decrease if not constantly being used and applied” which is another reason why this transportation barrier must be overcome to prevent “missed opportunities for development.”\textsuperscript{16}

A potential solution to this issue of transportation shined through the Lee County report. While transportation is still an issue in the area, Lee County has proven successful in providing “…up to 1800 students…” the ability to utilize the K-12 bus system because of the integration between some of the Early Childhood Learning centers and the K-12 sector.\textsuperscript{17} By beginning to merge the two education providers and using the already solidified resources of the K-12 students, not only will there be an ease of access for families but also a more approachable system for those children who get left behind.

\textsuperscript{15} Lindsay Pearl, “Alachua County Report.” Bob Graham Center for Public Service, Spring 2017.
Other alternatives as proposed by the author of the Manatee County report include a ridesharing system and more effective use of public spaces. With ridesharing, parents can take turns as drivers to alleviate the disturbance of their work schedule. This system could function all year long so there are no negative impacts of summer leave. Moreover, creating innovative ways to maximize the use of community buildings “…such as churches, libraries and even museums” would also be beneficial to draw in more children and families and ensure children are not missing out on opportunities.  

*Lack of Funding*

While lack of funding was mentioned in almost every report, it was cited as a critical issue in 23 individual counties. According to the Children’s Movement of Florida, a mere 4% of Florida’s education budget and 1% of the state’s overall budget is allocated to programs for early childhood growth. In comparison, Florida spends $69,000 a year to incarcerate a juvenile but only $2,347 per year for a pre-k student.

In order to obtain a holistic view of the finances involved with early learning in Florida, it is important to recognize how federal, state, and local sources of funding are combined. Grants and programs like the Child Care Development Fund (which primarily funds School Readiness) and Temporary Assistance to Needy Families source a variety of initiatives. Most of the money is contracted and disbursed through the Office of Early Learning which oversees daily operations of facilities including quality expenditures, Early Learning Coalitions, Performance Funding, and data services.

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While Governor Rick Scott has taken a step in the right direction by recently proposing a budget of $1 billion in funding specifically for Florida’s Office of Early Learning for FY 2016 - 2017, this overall lack of funding has large consequences for all aspects of early childhood education. For example, few pre-k programs and large class sizes plague Volusia County because there are insufficient funds to devote to more facilities. As a result, children are not receiving the individualized attention and meaningful interactions they require and other children are put on a waitlist to secure a seat. The report for Okaloosa County also noted that “many child care centers lose money when they provide care for children under 2 because they are required to staff one adult for every four infants.” Here we see high costs isolating younger children from the diverse experiences within child learning centers.

A shocking logistical finding uncovered in Union County depicted the strict regulations associated with being a childhood education provider: Funding for a student is not distributed until attendance is confirmed which can take at least a month and ten days to process. Even though the provider does not receive funds until after a delay, he/she is still responsible for paying their employees before the coalition contributes its funds. The facilities without the luxury of financial reserves will not be able to function efficiently due to this rule.

Along the lines of regulation, the Head Start program, which gathers funding from the federal level, is further complicated by the county level officials who are charged with handing out the funds. Although strict regulation is aimed at properly utilizing funds, the reality is an inefficient system where “some parts of Heart Start, like teacher salaries, get less funding than

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they need while other parts, like faculty upgrades, are sometimes overfunded.”25 A simple and short-term solution to the lack of funds would be to have quality assessments to determine where the need lies so that the already available money is distributed appropriately.

Part of the funding problem can also be attributed to the decreased political interest in the state legislature. Best described by the author of the Orange County report, “Children are a group whose needs can often go unnoticed and it is difficult to fix a problem that cannot be seen.”26 The legislature does not recognize that “expanding early learning initiatives would provide benefits to society of roughly $8.60 for every $1 spent…”27 and thus does not prioritize funding for these programs. Unless VPK is legitimized, either through a shift from ‘voluntary’ to ‘mandatory’ or by recognizing the economic benefits of investing in ECE, the funding insufficiency cannot be overcome.

A long-term solution which has already proven successful in 8 counties throughout the state is a Children’s Services Council with independent taxing authority. To explain the intricacies of the council, I quote the Palm Beach County report at length:

Unlike many other Councils, the Children’s Services Council of Palm Beach County is dedicated specifically to early childhood education, funding services aimed at improving infant health, preventing abuse and neglect, providing quality childcare, and ensuring kindergarten readiness….The Council is a special-purpose independent district, created by ordinance and approved by voters, and has the power to levy an ad valorem tax on property owners in Palm Beach County….As of FY2017, the tax rate is 68 cents per $1,000 of taxable value. In other words, the owner of a $150,000 home with exemptions worth $50,000 will pay a tax of $68 per year to help fund the Children’s Services Council. Voters must renew the Council’s taxing authority periodically.28

Based on evidence from the Council’s success in Palm Beach County, the special taxing district allows for greater flexibility and resources for improving the quality of services. If every

26 Ibid.
county in the state of Florida was able to collaborate with a Children’s Services Council, increased funding could be possible at the local level.

Overall, the mindset behind early childhood education must change. The recent trend has been a “…society [that] overinvests in remedial skill investments in later ages and underinvests in the early years.”29 A simple realignment of values can help make drastic improvements in the lives of children across the state.

Teacher Retention and Attention

Simply put, “high quality early childhood educators are the key to quality programs for young children.”30 Unfortunately, the majority of counties in Florida are experiencing a shortage of teachers as a result of high turnover rates and difficulties in attracting new educators. The main reason behind this is the low wages they face which total just around $20,000 a year. The reality is that “college graduates are unlikely to choose to live below the poverty line to teach preschool, when they could teach children a year older in kindergarten for a salary twice as high.”31 Even those teachers who have received a bachelor’s degree merely see early learning programs as stepping stones and “use VPK systems as a way to bolster their resume” before moving on to elementary schools.32 The lack of regard given to early learning even by the educators serves as a roadblock preventing children from experiencing high quality interactions. Adding to the list of problems, when teachers leave these programs in pursuit of their own goals, a disruption occurs in the continuity of care for children. Just as children who shift between multiple foster care homes are considered at-risk for negative outcomes, children who are

constantly forced to adapt to new teaching environments face difficulties in their social and emotional development.

As mentioned above, the imagine of child care workers as “glorified babysitters” is a barrier that isolates potential new recruits.\textsuperscript{33} The position requires a multitude of tasks including emotional support, conflict management, safety securement, and, on top of that, executing vital lesson plans. The pressure and high responsibility is not met with the respect or professionalism it deserves which leaves many teachers demotivated and more likely to find other work.

Resulting from the insufficient supply of teachers, there are consequently limited seats available for students and “Florida’s gap between low income and upper income children” ... widens\textsuperscript{34}. The restricted number of providers also effects the teacher: student ratio by putting more stress on educators who find themselves responsible for a handful of students at a given time. All of these factors affecting the attraction and retention of teachers directly translate to the problem of low-quality teachers who end up filling these positions. As Nancy Hardt, community activist and physician in the Gainesville area, declares, “‘Daycares’ are short in supply so we cant close them unless they are dangerous.”\textsuperscript{35} This means that the individuals who take up this work are more likely to be uneducated and unaware of the significant role they play in a child’s early development.

To combat this cycle of inefficiency affecting teachers, a potential solution is to create a system of incentives and high standards for early learning workers. Currently, the state of Florida does not meet the quality standards in teacher degrees, teacher specialized training, or assistant

\textsuperscript{34} Megan Newsome, “Duval County Report.” Bob Graham Center for Public Service, Spring 2017.
\textsuperscript{35} Dr. Nancy Hardt, “How a doctor went from a free clinic to early education to make a community healthier (and how UF students can help),” Bob Graham Center for Public Service, Spring 2017
teacher degrees. By creating state mandated requirements for all providers and expanding programs like T.E.A.C.H, that give scholarships for certifications, more teachers will recognize the value of early learning and be better equipped to navigate the intricacies of the role. The current professional development system offered through the Office of Early Learning website states the need for knowledgeable adult learners in the field but does not have the industry structure or quality assessments to hold educators accountable. Incentives like compensation packages would also increase motivation and push educators to strive for the best quality service for their children.

**Action Plan for the Graham Center**

The Graham Center Student Body can take two defining steps in order to help address the aforementioned problems. In regards to parental obstacles and teacher retention and attention, an awareness campaign sharing the research from the Civic Scholar reports could be useful in creating a cultural shift in the ignorance of early learning benefits. By helping each county recognize its individual needs, more individuals ranging from policy makers to parents can be a voice for the county’s children.

This new cultural appreciation of early childhood education will also have an indirect influence on the budget by helping the legislature recognize the need for its prioritization. The Graham Center Student Body can add to this momentum by serving as advocates for increased funding. Student lobbying via email and personal communication would be a means of reaching influential decision makers.

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Potential Solutions

Government & Funding
- Increase Lobbying for funds
- Lobby for a name change from “Voluntary” to “Mandatory” Pre-k
- Elect informed representatives
- Improve job and economic opportunities in each county through enhancing of infrastructure
- Create special taxing districts similar to that offered by Children’s Service Councils

Quality Improvement
- Require higher standards for teachers including a Bachelors Degree
- Standardize curriculum
- Utilize evidence based programs
- Conduct teacher assessments as a basis for incentives
- Follow the Achieve Salary Supplement Program to give monetary awards for training
- Increase pay for teachers
- Focus on Performance Funding for facilities where positive outcomes are rewarded
- Implement the Masters Teaching Program where all educators are trained by a single expert
- Track child progress to test effectiveness of programs
- Reform teacher certifications to include social and cognitive development
- Introduce LENA device to encourage meaningful teacher-student interactions
- Collaborate with state universities to create quality data systems
- Partner with other successful counties to trade ideas

Access
- Create an online application interface that is language friendly
- Integrate ECE with the K-12 system
- Create new convenient locations for facilities
- Create a payment plan for families
- Develop a free transportation system similar to K-12 public bus system
- Promote ride sharing
- Invest in public spaces like libraries and parks
- Create an inclusion specialist with functions similar to a consultant

Awareness
- Increase advertisements for community awareness and parental education
- Utilize high school volunteers
- Intermingle education and medicine services
- Have colleges promote research on ECE
- Educate incarcerated parents and family members
- Develop a public-private partnership to inform
- Target parental involvement with home based programs
- Encourage a practicum for graduate students
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Number of Surveyed Counties with Critical Issues: Northwest Region

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- Summer Slide
- Strict Oversight
- Lack of Meaningful Teacher Training...
- Decentralized Resources
- Lack of Mental Health Support
- Pressure on Assessments
- Lack of ESE staff
- Language Barrier
- Lack of Community Support
- Lack of Resources to Parents
- Lack of Research and Data...
- Lack of Seats
- Rural Barriers
- Lack of Healthcare Access/Use
- Lack of Facilities
- Short Hours
- Lack of Parental Involvement
- Lack of Content Regulation
- Cultural Stigma
- Low Teach Quality
- Teacher Retention and...
- Lack of Funds
- Lack of Transportation
- ACE

Number of Surveyed Counties with Critical Issues: North Central Region

- Insufficient Technology
- Summer Slide
- Strict Oversight
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- Decentralized Resources
- Lack of Mental Health Support
- Pressure on Assessments
- Lack of ESE staff
- Language Barrier
- Lack of Community Support
- Lack of Resources to Parents
- Lack of Research and Data...
- Lack of Seats
- Rural Barriers
- Lack of Healthcare Access/Use
- Lack of Facilities
- Short Hours
- Lack of Parental Involvement
- Lack of Content Regulation
- Cultural Stigma
- Low Teach Quality
- Teacher Retention and...
- Lack of Funds
- Lack of Transportation
- ACE
Number of Surveyed Counties with Critical Issues: Northeast Region

- Insufficient Technology
- Summer Slide
- Strict Oversight
- Lack of Meaningful Teacher...
- Decentralized Resources
- Lack of Mental Health Support
- Pressure on Assessments
- Lack of ESE staff
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- Lack of Community Support
- Lack of Resources to Parents
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- Lack of Facilities
- Short Hours
- Lack of Parental Involvement
- Lack of Content Regulation
- Cultural Stigma
- Low Teach Quality
- Teacher Retention and...
- Lack of Funds
- Lack of Transportation
- ACE

Number of Surveyed Counties with Critical Issues: Central West Region

- Insufficient Technology
- Summer Slide
- Strict Oversight
- Lack of Meaningful Teacher...
- Decentralized Resources
- Lack of Mental Health Support
- Pressure on Assessments
- Lack of ESE staff
- Language Barrier
- Lack of Community Support
- Lack of Resources to Parents
- Lack of Research and Data...
- Lack of Seats
- Rural Barriers
- Lack of Healthcare Access/Use
- Lack of Facilities
- Short Hours
- Lack of Parental Involvement
- Lack of Content Regulation
- Cultural Stigma
- Low Teach Quality
- Teacher Retention and...
- Lack of Funds
- Lack of Transportation
- ACE
Data Analysis

The Civic Scholars had the responsibility of identifying three critical issues and other important barriers in each respective county. With the freedom to define the difference between a critical issue and a barrier, there was significant overlap between the two. Based on the author’s understanding and categorization of the topics, the margin of error for the quantified frequency of problems should be acknowledged. This is why this report summarizes the top 4 findings without putting much weight on which is the first critical issue versus the fourth critical.

With 61 out of the 67 Florida counties researched in the reports, there is diverse representation from multiple population sizes and backgrounds. Important to note is the fact that
a handful of counties were bundled together with 7 reports investigating more than one county each. Because the format for these bundled reports were similar to those of the individual county reports, there may be overrepresentation in cases where one of the three critical issues was solely devoted to a specific county and not all in the bundle.

The list of potential solutions offered in this report is not a comprehensive list of all the ideas offered by the Civic Scholars. Instead, the solutions that are portrayed here represent the majority ideas with direct influence on changing the effectiveness of ECE.
List of Surveyed and Non-Surveyed Counties by Region

NORTHWEST (12 out of 12 counties surveyed)
Surveyed: Escambia, Santa Rosa, Okaloosa, Walton, Holmes, Washington, Bay, Gulf, Calhoun, Jackson, Liberty, Franklin

NORTH CENTRAL (16 out of 17 counties surveyed)
Not Surveyed: Bradford

NORTHEAST (5 out of 6 counties surveyed)
Surveyed: Baker, Clay, Duval, Nassau, Putnam
Not Surveyed: St. Johns

CENTRAL WEST (7 out of 10 counties surveyed)
Surveyed: Hernando, Pasco, Pinellas, Hillsborough, Manatee, Sarasota, Highlands
Not Surveyed: Polk, Hardee, Desoto

CENTRAL EAST (8 out of 8 counties surveyed)
Surveyed: Flagler, Volusia, Seminole, Lake, Sumter, Orange, Osceola, Brevard

SOUTHWEST (4 out of 5 counties surveyed)
Surveyed: Charlotte, Glades, Lee, Hendry
Not Surveyed: Collier

SOUTHEAST (5 out of 5 counties surveyed)
Surveyed: Indian River, Okeechobee, St. Lucie, Martin, Palm Beach

SOUTH (3 out of 3 counties surveyed)
Surveyed: Broward, Miami Dade, Monroe