

2024 UPDATE:

# ARE FLORIDIANS READY TO GO BACK TO SCHOOL?

*Not Without More Teachers...*

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August 2024

A Florida TaxWatch Briefing

Florida  
**TaxWatch**



## INTRODUCTION

As Florida school children were enjoying their summer vacation, school administrators were scrambling to find enough qualified teachers for the 2024-25 school year. Research suggests that, of all the school-related factors that contribute to a student's academic performance, teachers matter most. When it comes to student performance, teachers are estimated to have two to three times the effect of any other school-related factor, including leadership.<sup>1</sup>

Every spring, Florida TaxWatch invites the winning principals from its prestigious Principal Leadership Awards (PLA) program to a roundtable discussion about the best practices and most pressing issues in education. In recent years, principals have consistently pointed to attracting and retaining talent as a major challenge.

The wellbeing of Florida's K-12 education system should be a concern for all taxpayers. Comprising 43.9 percent of general revenue spending for Florida's FY2023-24 state budget, education is one of the biggest consumers of taxpayer dollars.<sup>2</sup> When effectively leveraged, education dollars make way for an enhanced workforce, higher earnings, and greater self-sufficiency—a teacher shortage hurts the prospects of such outcomes.

### HOW BAD IS FLORIDA'S TEACHER SHORTAGE?

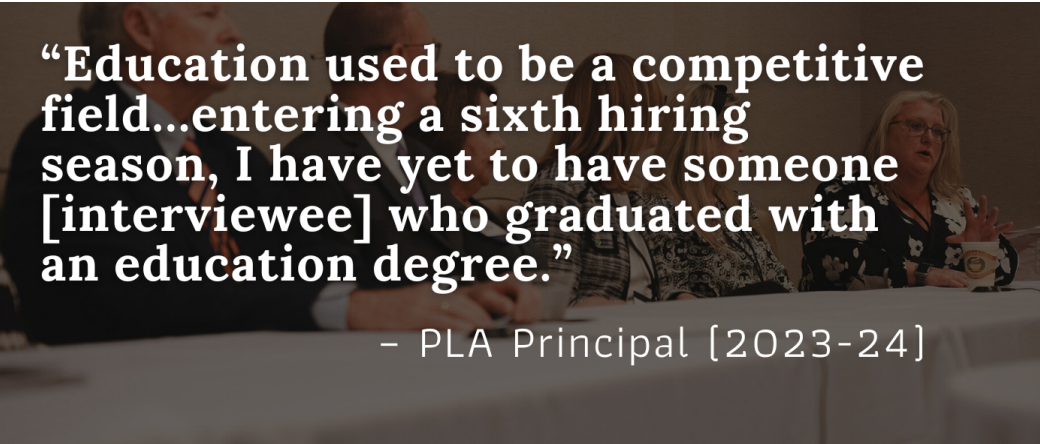
Each year, the Florida Department of Education (FLDOE) publishes the number of subject area vacancies reported at the start of the school year and projects subject area vacancies for the upcoming school year to help guide teacher recruitment efforts (Figure 1).<sup>3</sup> It is important to note that a subject area vacancy is not synonymous with a teacher vacancy, since one teacher may teach courses in more than one subject area:

1 Isaac M. Opper, "Teachers Matter: Understanding Teachers' Impact on Student Performance," RAND Corporation, retrieved from [https://www.rand.org/content/dam/rand/pubs/research\\_reports/RR4300/RR4312/RAND\\_RR4312.pdf](https://www.rand.org/content/dam/rand/pubs/research_reports/RR4300/RR4312/RAND_RR4312.pdf), July 11, 2024.

2 Florida TaxWatch, "The Taxpayer's Guide to Florida's FY2023-24 State Budget," July 2023.

3 Florida Department of Education, "Identification of High Demand Teacher Needs for 2024-25;" "Identification of High Demand Teacher Needs for 2023-24;" "Critical Teacher Shortage Areas, 2022-23;" "Critical Teacher Shortage Areas, 2021-22;" "Critical Teacher Shortage Areas, 2020-21;" "Critical Teacher Shortage Areas, 2019-20;" "Critical Teacher Shortage Areas, 2018-19;" and "Critical Teacher Shortage Areas, 2017-18." Note, older reports provide projections for the current school year and newer reports provide projections for the upcoming year, resulting in a gap of data for the 2023-24 school year.

4 Florida Department of Education, "Identification of High Demand Teacher Needs for 2024-25;" 2024.



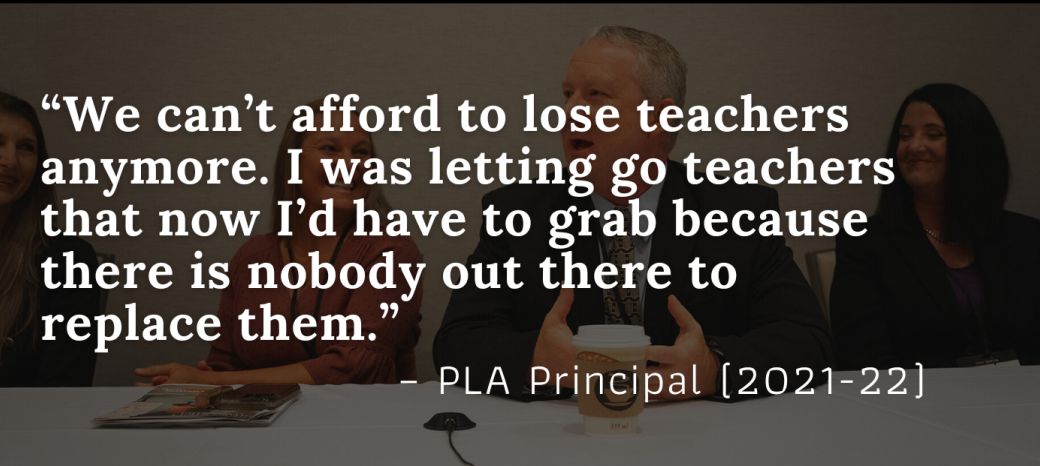
**“Education used to be a competitive field...entering a sixth hiring season, I have yet to have someone [interviewee] who graduated with an education degree.”**

– PLA Principal [2023-24]



**“There are so many more opportunities now without a college education that you can go out and make more than a starting teacher.”**

– PLA Principal [2022-23]

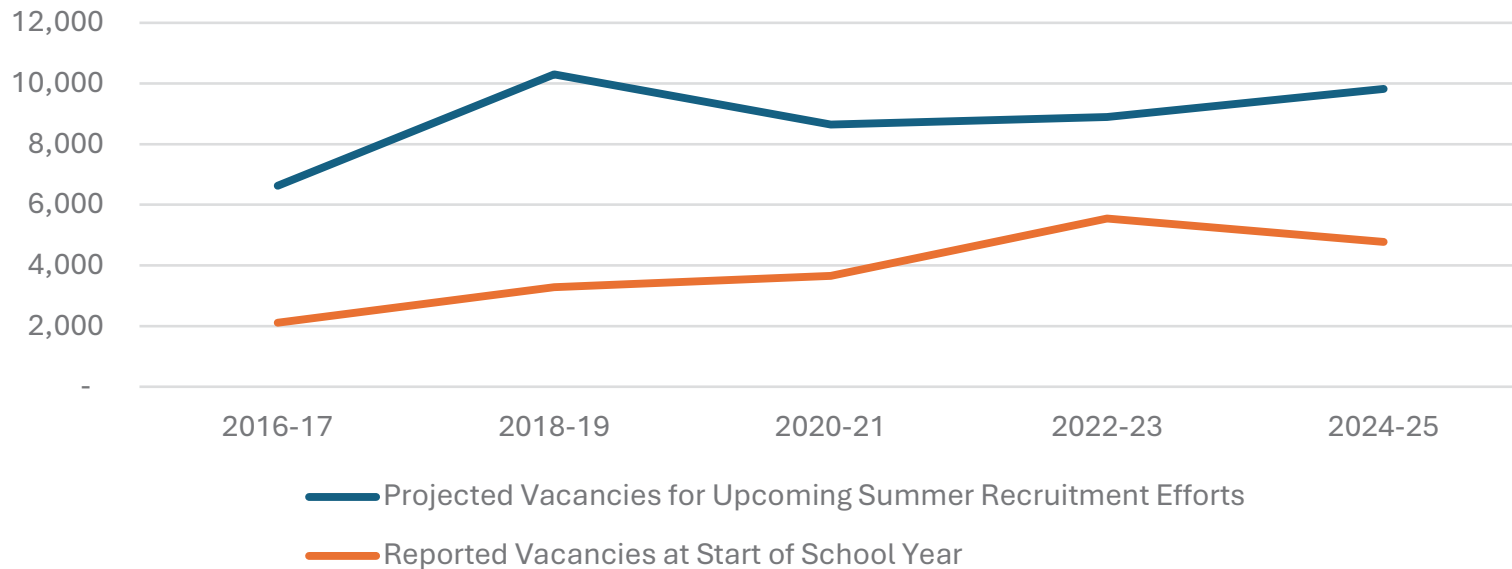


**“We can't afford to lose teachers anymore. I was letting go teachers that now I'd have to grab because there is nobody out there to replace them.”**

– PLA Principal [2021-22]

**FIGURE 1.**

Though Reported Vacancy Rates Remain Relatively High,  
the Number of Vacancies Declined for the First Time Since 2018-19



Source: Florida Department of Education, “Identification of High Demand Teacher Needs for 2024-25.”  
Figure produced by Florida TaxWatch using multiple years of the report.

The 2023-24 school year saw a 13 percent decline in reported vacancies for the first time in four years;<sup>5</sup> however, reported vacancies are still more than double the reported vacancies from 2016-17. Projected vacancies also remain high compared to 2016-17,<sup>6</sup> suggesting a growing number of positions or turnover. Nationally, Florida is in the third quartile with more vacancies per 10,000 students than most other states.<sup>7</sup>

Florida’s teacher shortage is considered most severe in subject areas “where substantial proportions of teachers who are not certified in the appropriate

field are being hired to teach such courses, where significant vacancies exist and where postsecondary institutions do not produce enough graduates to meet the needs of Florida’s K-12 student population.”<sup>8</sup> An “out-of-field” teacher is a teacher who does not have the appropriate certification for the subject area in which they are teaching. Statewide, one-in-ten courses during the 2022-23 school year lacked a teacher with certifications appropriate to their field.<sup>9</sup> Compared to other states, Florida is in the fourth quartile for its large number of underqualified teachers.<sup>10</sup>

5 Florida Department of Education, “Identification of High Demand Teacher Needs for 2024-25” and “Identification of High Demand Teacher Needs for 2023-24.” Note, calculations are based on these sources: (5547 - 4776)/5547. Other sources, however, provide different numbers. See, Florida Department of Education, “Florida Teacher Vacancies Drop Nearly 10% Year-Over-Year,” retrieved from <https://www.fldoe.org/newsroom/latest-news/florida-teacher-vacancies-drop-nearly-10-year-over-year.html>.

6 Florida Department of Education, “Identification of High Demand Teacher Needs for 2024-25.” 2024. The report includes two numbers for projected vacancies, 9,287 and 10,303. The first number is smaller including only certification for Reading and ESOL, not certification and endorsement.

7 Nguyen, T. D., Lam, C. B., & Bruno, P. (2022). Is there a national teacher shortage? A systematic examination of reports of teacher shortages in the United States. (EdWorkingPaper: 22-631). Annenberg Institute at Brown University. Updated numbers can be found at “Teacher Shortages in the United States,” retrieved from <https://www.teachershortages.com/>, accessed on June 14, 2024. Nationwide, there are at least 55,000 vacant positions and 270,000 underqualified positions.

8 Florida Department of Education, “Identification of Critical Teacher Shortage Areas for 2022-23.”

9 Supra, see footnote 5.

10 Supra, see footnote 7.



Schools in greatest need of effective teachers often hold a higher share of courses taught by out-of-field teachers. In Florida, about 15 percent of the courses offered at F-ranked schools and high-priority D-ranked schools are taught by an out-of-field teacher.<sup>11</sup> For comparison, only 6.48 percent of courses at A-ranked schools are taught by out-of-field teachers.<sup>12</sup> If out-of-field teachers are less effective than properly certified teachers, their overrepresentation at

As required by Florida law, the State Board of Education identifies high demand teaching areas each year (Table 1). When reviewing these subject areas, it is important to remember that multiple subject area vacancies can be covered by the same teacher, such as filling the need for a biology course and chemistry course with one science teacher. For the 2024-25 school year, the following were ranked at the top of the list of high demand teaching areas:

**“For half a century, teacher quality has been recognized as the single in-school factor that has the greatest impact on student achievement. Studies on teacher quality have consistently demonstrated that an effective teacher produces additional student learning gains compared to an average teacher.”<sup>13</sup>**

1. Exceptional Student Education (ESE);
2. English;
3. Science-General;
4. Math;
5. Science-Physical;
6. English for Speakers of Other Languages (ESOL); and
7. Science-Earth and Space

**TABLE 1.**

**Florida Courses Taught by Teachers Not Certified in the Appropriate Field (2022-23)**

Certification Area	Number of Certifications	Total Number of Courses	Number of Courses Taught by Teacher Not Certified in Appropriate Field	Percentage of Courses Taught by Teacher Not Certified in Appropriate Field	Projected Vacancies (2024-25)
<b>All Certification Areas</b>	<b>466,233</b>	<b>570,833</b>	<b>59,134</b>	<b>10.36%</b>	<b>9,827</b>
ESE	45,543	58,670	9,224	15.72%	2,541
English	18,660	32,957	5,932	18.00%	588
Science-General	5,819	11,581	1,433	12.37%	394
Math	17,069	31,937	3,486	10.92%	570
Science-Physical	2,918	3,236	544	16.81%	115
ESOL	85,227	3,260	660	20.25%	837
Science-Earth and Space	1,735	3,681	517	14.05%	57

Source: Florida Department of Education, “Identification of Critical Teacher Shortage Areas 2024-25.”  
Multiple courses can be taught, and multiple certifications held, by the same teacher.

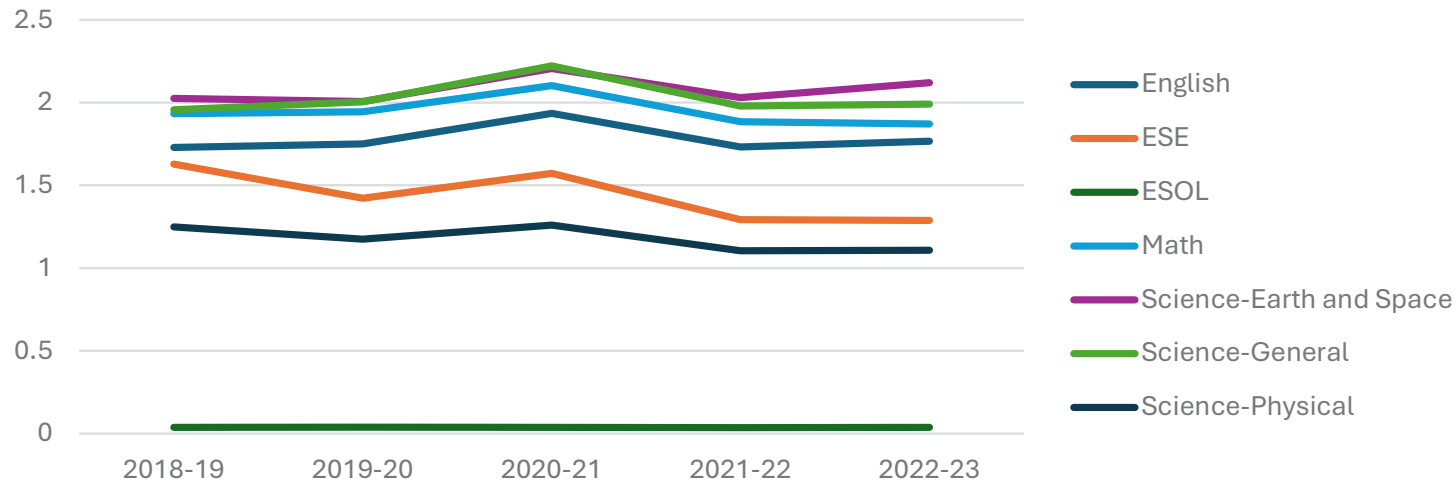
<sup>11</sup> Supra, see footnote 4.

<sup>12</sup> Ibid.

<sup>13</sup> RMC Research Corporation, “Florida Teacher Preparation Programs,” January 2022.

FIGURE 2.

### The Ratio of Courses to Subject Area Certifications is About 2:1 for Science-Earth and Space and Science-General



Source: Florida Department of Education, “Identification of High Demand Teacher Needs for 2024-25.”

Figure produced by Florida TaxWatch using multiple years of the report.

The subject area with the highest percentage of courses taught by an out-of-field teacher is ESOL. The number of ESOL certifications is inflated compared to total number of courses because every teacher responsible for the instruction of an English Language Learner (ELL) in Florida is required to have an ESOL certification. Teachers with ESOL certifications can often be found teaching other subjects. Out of the core subject areas, English has the greatest percentage of courses (18.0 percent) taught by an out-of-field teacher, amounting to 5,932 courses.

For the high demand subject areas, the ratio of the number of courses to certified teachers has remained mostly consistent over the past five years (Figure 2). Science-Earth and Space and Science-General have the greatest demand on supply, with roughly two courses for every certified teacher.

### WHY DOES FLORIDA HAVE A TEACHER SHORTAGE?

There are a number of reasons for Florida’s teacher shortage. First, the teaching profession is declining in popularity. About 270,000 teachers are anticipated to leave the occupation each year from 2016-2026 (Figure 3). More than half the exits are projected to result from career changes.

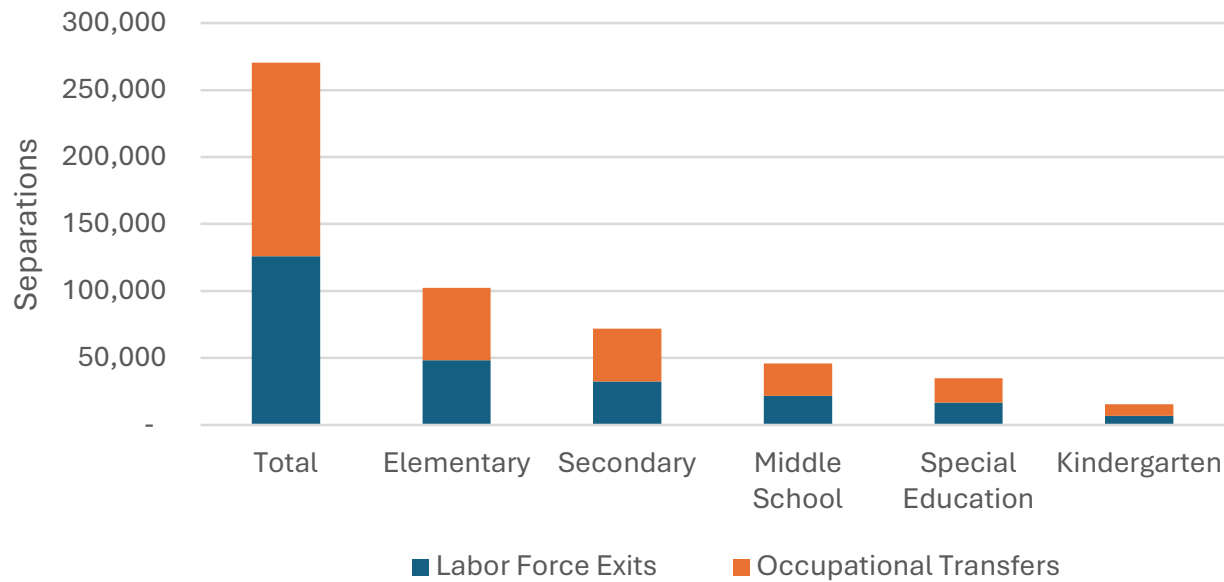
Current teachers exiting the field is just part of the problem—there are fewer people entering the profession to replace them. Although the overall number and percentage of Americans with a college degree have increased over the past few decades, the number and percentage of new college graduates with a bachelor’s degree in education have decreased. In 1970-71, 21 percent (more than 176,000) of the bachelor’s degrees conferred by American colleges and universities were in Education, making it the most popular field for undergraduates. In 2019-20, four percent (more than 85,000) of the bachelor’s degrees conferred by American colleges and universities were in Education.<sup>14</sup> This decline in popularity is particularly acute among women. In 1970-71, more than one-third (36 percent) of all bachelor’s degrees conferred to women were in Education. In 2019-20, only six percent of undergraduate degrees awarded to women were in Education.<sup>15</sup>

14 Katharine Schaeffer, “A Dwindling Number of New U.S. College Graduates Have a Degree in Education,” Pew Research Center, September 27, 2022, retrieved from <https://www.pewresearch.org/short-reads/2022/09/27/a-dwindling-number-of-new-u-s-college-graduates-have-a-degree-in-education/>, July 11, 2024.

15 Ibid.

FIGURE 3.

Nationwide, About 270,000 Teachers are Expected to Leave the Profession Each Year from 2016-2026.



Source: U.S. Bureau of Labor Statistics, “Projections for teachers: How many are leaving the Occupation?” October 2018.

Second, the declining popularity is in part due to the nature of the job—teaching is stressful. In 2024, the RAND Corporation conducted a survey to compare the rate of stress among teachers to similar working adults.<sup>16</sup> The survey suggests 59 percent of teachers incur frequent job-related stress and 60 percent are experiencing burnout. Meanwhile, only 33 percent of similar working adults report frequent job-related stress and burnout.<sup>17</sup>

Third, the pay for teachers is low. Compared to other professions requiring a bachelor’s degree, teachers receive a relatively low salary. During the 2022-23 school year, Florida had an average teaching salary of \$53,098.<sup>18</sup> Florida’s average teacher pay was 32 percent less than the median pay received by those with a bachelor’s degree in 2023 (\$77,636).<sup>19</sup> Furthermore, when adjusted

for inflation, teachers are actually earning less than they were ten years ago; Florida’s average annual teaching salary fell by 15.7 percent between the 2009-10 school year and 2021-22 school year.<sup>20</sup> Based on data from the 2022-23 school year, Florida ranks 50th nationwide in teacher pay.<sup>21</sup> On average, Florida teachers earn 24 percent less than the national average (\$69,544).

Fourth, the cost of living in Florida is high. The shortage of affordable housing; skyrocketing costs of insurance and health care; increased property taxes; coupled with inflation, combine to make Florida an expensive state in which to live. Due to differences in state affordability<sup>22</sup> and tax burdens (Florida has no personal income tax), Florida’s average teacher salary remains relatively low compared to other large states (Table 2). Texas, Pennsylvania,

<sup>16</sup> “Similar working adults” are individuals between ages 18 and 64 with a bachelor’s degree and working at least 35 hours per week.

<sup>17</sup> RAND Corporation, *Teacher Well-Being and Intentions to Leave in 2024*, June 2024.

<sup>18</sup> National Education Association, *2024 Reports EDUCATOR PAY IN AMERICA*, April 2024.

<sup>19</sup> U.S. Bureau of Labor Statistics, “Education pays, 2023,” April 2024. Weekly pay was multiplied by 52 weeks to create an annualized, comparable amount (\$). Percent difference was calculated by subtracting Florida’s average salary from the annualized median pay of professionals with a bachelor’s degree, and then dividing the difference by the annualized median pay:  $(77636 - 53098) / 77636$

<sup>20</sup> National Center of Education Statistics, “Table 211.20. Estimated average annual salary of teachers in public elementary and secondary schools, by state: Selected years, 1969-70 through 2021-22,” August 2022.

<sup>21</sup> *Supra*, footnote 18

<sup>22</sup> Considers daily expenses and housing costs.

and Illinois are more affordable than Florida and have a greater average salary for teachers, even after taxes. The take home pay for teachers in these states is 13 percent to 30 percent greater than take-home pay for teachers in Florida. California and New York also provide teachers with greater take-home pay but rank significantly low in affordability (50 and 45, respectively), suggesting the higher pay may afford similar lifestyles to lower paid teachers in other states.

Finally, in today’s political climate, education is becoming more weaponized as policymakers wrest more control over curriculum from the teachers and allow parents a greater toehold in shaping their children’s education. Recent policies limiting which books can and cannot be read, which subjects can and cannot be taught, how issues regarding identity and culture are addressed, among others, are creating a much more politically charged learning environment. This is causing many teachers to consider leaving the profession.

**TABLE 2.**

**When Differences in Tax Burden and Affordability are Considered, Florida’s Teacher Pay Remains Relatively Low Compared to Similar States.**

State	Average Salary	Bi-Monthly Take-Home Pay (After State and Federal Taxes)	Percent Difference of Take-Home Pay Compared to Florida	Affordability Ranking
Florida	\$53,098	\$1,856	-	39
California	\$95,160	\$2,844	53%	50
Texas	\$60,716	\$2,102	13%	28
New York	\$92,696	\$2,848	53%	45
Pennsylvania	\$74,476	\$2,410	30%	26
Illinois	\$73,916	\$2,342	26%	34

Source: National Education Association, Rankings of the States 2023 and Estimates of School Statistics 2024, April 2024; and U.S. News and World Report, Best States 2024. Bi-monthly take home pay was calculated using Smartasset. The percent difference is calculated by subtracting each state’s take home pay by Florida’s take home pay, and then dividing the quotient by Florida’s take home pay. The affordability ranking is based on cost of living and housing affordability.



## WHAT ACTIONS HAVE STATE POLICYMAKERS TAKEN TO ADDRESS THE ISSUE?

**INCREASING TEACHER PAY**—In 2020, the state of Florida established a dedicated, recurring funding source for teacher pay increases called the Teacher Salary Increase Allocation. In its first year, the Teacher Salary Increase Allocation received \$500 million. In the most recent budget (FY 2024-25), the Teacher Salary Increase Allocation is \$1.25 billion.<sup>23</sup> During the 2023-24 school year, Florida’s average starting teacher pay was more than \$48,000, which surpasses the national average starting teacher salary (\$44,530) and ranks as the highest average starting salary in the southeast.<sup>24</sup> The state’s overall average teaching salary, however, ranks low nationally. The Executive Office of the Governor suggests Florida’s average teacher salary is more than \$54,000,<sup>25</sup> which would be 22 percent less than the national average teacher salary (\$69,544).<sup>26</sup>

**ALLEVIATING COST OF LIVING BY SUPPORTING HOMEOWNERSHIP**—Among 50 critical professions, educators are eligible participants in the Florida Hometown Heroes Housing Program. Launched in June 2022, the program helps first-time, income-qualified homebuyers by assisting with down payments and closing costs. The assistance is a loan—not a gift—but the loan has zero percent interest and does not need to be paid until mortgage payments are complete. Additionally, the program offers loans to help lower first mortgage rates.

**FACILITATING ALTERNATIVE PATHWAYS TO BECOMING A LICENSED TEACHER**—Nationally, a growing percentage of individuals completing teacher preparation programs do so through alternative means, such as accelerated programs for individuals who already have a bachelor’s degree. In 2012-13, 15.2 percent of professionals who completed a teacher preparation program did so with an alternative pathway.<sup>27</sup> In 2020-21, the percentage increased to 23.6 percent.<sup>28</sup>

In 2022, Florida enabled military veterans to qualify for a five-year, non-renewable temporary educator certification if they served at least 48 months of active-duty and earned at least 60 college credits. For the first time, no bachelor’s degree is required. While this may help ease teacher vacancies, lowering educational requirements may influence the quality of education received by students and increase the number of courses taught by out-of-field teachers.<sup>29</sup>

In 2023, Florida established the Teacher Apprenticeship Program,<sup>30</sup> which authorizes apprenticeships for individuals with an associate degree seeking a teaching license. The apprentices work with a mentor teacher for two years and, upon completion of the two years, are eligible to apply for a professional certificate. To fund the program, the state created the Grow Your Own Teacher grant program, which received \$5 million in its first year.<sup>31</sup>

<sup>23</sup> Florida Executive Office of the Governor, Governor Ron DeSantis Commits Record Increases to Teacher Pay, June 10, 2024.

<sup>24</sup> Ibid.

<sup>25</sup> Ibid.

<sup>26</sup> National Education Association, 2024 Reports EDUCATOR PAY IN AMERICA, April 2024. Florida TaxWatch calculated the percent change:  $(54,000 - 69,544) \div 69,544$ .

<sup>27</sup> National Center for Education Statistics, Digest of Education Statistics: 2023, Table 209.02, January 2024.

<sup>28</sup> Ibid.

<sup>29</sup> The Florida Senate, “BILL ANALYSIS AND FISCAL IMPACT STATEMENT CS/SB 896,” February 2022.

<sup>30</sup> §1012.555(1), Fla. Stat. (2023).

<sup>31</sup> Florida Executive Office of the Governor, “Governor Ron DeSantis Awards \$5 Million to Strengthen Florida’s Teacher Pipeline,” December 13, 2023.

## LOOKING AHEAD: HOW CAN STATE POLICYMAKERS FURTHER ALLEVIATE THE TEACHER SHORTAGE?

Teacher shortages compromise the delivery of high quality, effective education to Florida students. Finding, interviewing, hiring and onboarding new teachers takes time and money. If the vacancy occurs during the school year, the remaining teachers may be required to pick up the slack and take on new responsibilities. These new responsibilities can fuel stress and burnout, which not only could lead to the departure of additional teachers but could also dissuade prospective teachers from joining the field of education altogether.

The demand for teachers is expected to continue to grow. Florida Commerce projects the state will employ 9.7 percent more teachers by 2031, amounting to 242,836 teaching positions. This growth paired with labor force exits (64,756) and occupational transfers (80,323) will result in more than 166,000 job openings throughout the decade.<sup>32</sup> To satisfy the needs of today and tomorrow, Florida policymakers should consider how best to produce a steady talent pipeline that returns graduates to the classroom as teachers.

As previously discussed, the teacher shortage is largely driven by low pay. From the 2016-17 school year to 2023-24 school year, the number of reported vacancies roughly doubled.<sup>33</sup> Overlapping with this timeframe, Florida's average teacher salary (as constant dollars) dropped by 15.7 percent in last decade.<sup>34</sup> Although Florida's current administration has made historic funding increases for teacher salaries, investing more than \$4 billion since 2019,<sup>35</sup> the funding increases failed to bring the average teacher salary to a level competitive with other states, let alone other professions that require a bachelor's degree.

Florida policymakers should consider further increasing teacher salaries to rival its top competitors: Georgia and Texas. Reviewing data from July 2020 through June 2023, nearly 6,000 educational service professionals left Florida for employment in one of the two states. During this time, Georgia gained a net of 855 educational service professionals from Florida and Texas gained a net 627.<sup>36</sup> Based on data from the 2022-23 school year, average teacher salary in Georgia is \$64,461 and in Texas is \$60,716.<sup>37</sup>

Florida should turn to Texas as a model. Texas has one of the smallest vacancies per 10,000 students, suggesting its success in attracting teachers is not limited to Florida teachers.<sup>38</sup> Like Florida, Texas does not have a state income tax and holds a middling rank for affordability compared to other states—the amount of dollars given to Texan teachers would have a similar impact for Florida teachers. Another leading factor in teacher attrition is mental health burdens.<sup>39</sup> While most actions to support teacher mental health need to come from schools or districts directly, state policymakers could invest money into programs that support teacher mentorship, bolster support staffing (i.e., paraprofessionals and substitutes), or provide financial assistance for mental health resources. Closely tied to the low pay is the difficulty Florida teachers have in finding affordable housing near where they work. Florida TaxWatch recommends policymakers implement incentives such as tax credits to developers as a way to encourage the construction of affordable housing for Florida teachers and other critical workers.

32 Florida Commerce, Jobs by Occupation, retrieved from <https://www.floridajobs.org/workforce-statistics/data-center/statistical-programs/employment-projections>, accessed on June 13, 2024.

33 Supra, see footnote 5.

34 Supra, see footnote 20.

35 Florida Executive Office of the Governor, "Governor Ron DeSantis Commits Record Increases to Teacher Pay," June 10, 2024.

36 U.S. Census Bureau, Job-to-Job Flows from 50 States to Educational Services in Florida by Year/Quarter, data retrieved July 10, 2024.

37 Supra, see footnote 22.

38 Supra, see footnote 7.

39 Supra, see footnote 16.

## ABOUT FLORIDA TAXWATCH

As an independent, nonpartisan, nonprofit taxpayer research institute and government watchdog, it is the mission of Florida TaxWatch to provide the taxpayers of Florida and public officials with high quality, independent research and analysis of issues related to state and local government taxation, expenditures, policies, and programs. Florida TaxWatch works to improve the productivity and accountability of Florida government. Its research recommends productivity enhancements and explains the statewide impact of fiscal and economic policies and practices on citizens and businesses.

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