



## **DIVISION OF INSPECTOR GENERAL**

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**CLERK OF THE CIRCUIT COURT AND COMPTROLLER  
PINELLAS COUNTY, FLORIDA**

# **FOLLOW-UP AUDIT OF PINELLAS COUNTY'S COMPLIANCE WITH THE FAMILY MEDICAL LEAVE ACT (FMLA)**



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**DECEMBER 4, 2014**  
**REPORT NO. 2014-37**



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December 4, 2014

The Honorable Chairman and Members of the Board of County Commissioners

We have conducted a Follow-Up Audit of Pinellas County's Compliance with the Family Medical Leave Act (FMLA). The objectives of our review were to determine the implementation status of our previous recommendations.

Of the 3 recommendations contained in the audit report, we determined that 3 have been implemented. The status of each recommendation is presented in this follow-up review.

We appreciate the cooperation shown by the staff of Human Resources during the course of this review.

Respectfully Submitted,

Hector Collazo Jr.  
Inspector General/Chief Audit Executive

Approved:

Ken Burke, CPA\*  
Clerk of the Circuit Court and Comptroller  
Ex Officio County Auditor

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# INTRODUCTION

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## ***Scope and Methodology***

We conducted a follow-up audit of the Pinellas County's Compliance with the Family Medical Leave Act (FMLA). The purpose of our follow-up review is to determine the status of previous recommendations for improvement.

The purpose of the original audit was to:

- Determine if there is reasonable assurance that departments are in compliance with the County's FMLA policy.
- Determine if the payroll procedures are efficient and effective for designating Family and Medical Leave.

To determine the current status of our previous recommendations, we surveyed and/or interviewed management to determine the actual actions taken to implement recommendations for improvement. We performed limited testing to verify the process of the recommendations for improvement.

Our follow-up audit was conducted in accordance with the *International Standards for the Professional Practice of Internal Auditing* and the *Principles and Standards for Offices of Inspector General*, and, accordingly, included such tests of records and other auditing procedures, as we considered necessary in the circumstances. Our follow-up testing was performed during the month of October 2014. The original audit period was January 1, 2010 through December 30, 2012. However, transactions and processes reviewed were not limited by the audit period.

## ***Overall Conclusion***

Of the 3 recommendations in the report, we determined that 3 were implemented. We commend management for implementation of our recommendations.

# Status

OFI NO	PREVIOUS RECOMMENDATION	IMPLEMENTATION STATUS				
		Implemented	Acceptable Alternative	Partially Implemented	Not Implemented	No Longer Applicable
1	<b><i>Human Resources Has Not Established Adequate Processes To Monitor And Report Compliance With FMLA Leave Requirements.</i></b>					
	Implement appropriate processes for the oversight of County FMLA reporting, including the establishment of report objectives, in order to be able to monitor FMLA reporting compliance, generate usage trends, and recommend analysis/corrective action.	✓				
2	<b><i>The Limited FMLA Historical Employee Data Was Not Adequate To Perform Compliance Testing For The 2011 And 2012 Two Year Time Period.</i></b>					
	A. Implement appropriate processes for the oversight of County FMLA reporting, including the establishment of report objectives in order to be able to monitor FMLA reporting compliance, generate usage trends, and recommend analysis/corrective action. B. Consider outsourcing the FMLA process to a contractor. The Tax Collector Office is using a contractor (Standard Insurance Company) to administrate their FMLA process. The reporting capability of the Standard's application would meet many of the Clerk and BCC oversight reporting needs.	✓				



## Background

The Family and Medical Leave Act of 1993 (FMLA) provides that eligible employees are entitled to unpaid leave with guarantees of job security and employee benefits' continuation. This is not a separate leave program, but is integrated with other County leave policies. The FMLA regulations provide for job-protected leave, but the County, as the employer, provides benefits to pay for some of the leave.

FMLA provides that eligible employees are entitled to unpaid leave of up to 12 weeks per calendar year of scheduled leave with guarantees of job security and employee benefits' continuation during the leave for:

- Serious health conditions
- Maternity, birth, and bonding
- Placement of child for adoption or foster care
- Qualifying exigency

FMLA is designed to help employees balance their work and family responsibilities by allowing them to take reasonable unpaid leave for certain family and medical reasons. Effective January 16, 2009, updates to the FMLA regulations to implement new military family leave entitlements were enacted under the National Defense Authorization Act for Fiscal Year 2008.

On June 28, 2007, the *Department of Labor's Employment Standards Administration FMLA Regulations: A Report on the Department of Labor's Request for Information; Proposed Rule (29 CFR Part 825)* noted the following observations.

- There is a broad consensus that FMLA is good for workers and their families, is in the public's best interest, and is a good workplace policy. There are differing views on whether every provision of the law is being administered in accordance with the statute and its congressional intent.
- It is evident from the comments that FMLA has produced some unanticipated consequences in the workplace for both employees and employers. Comments consistently stated that FMLA is generally working well, at least with respect to leave related to the birth or adoption of a child or for indisputably "serious" health conditions.
- Responses to the observations substantiate that many employees and employers are not having noteworthy FMLA-related problems. However, employees often expressed a desire for a greater leave entitlement, while employers voiced concern about their ability to manage business operations and attendance control issues, particularly when unscheduled, intermittent leave is needed for chronic health conditions. Indeed, the overwhelming majority of comments submitted in response to the Request for Information addressed three primary topics:

- 1) Gratitude from employees who have used family and medical leave and descriptions of how it allowed them to balance their work and family care

**Follow-Up Audit of Pinellas County's Compliance With The Family Medical Leave Act (FMLA)**

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- responsibilities, particularly when they had their own serious health condition or were needed to care for a family member.
- 2) A desire for expanded benefits (e.g., to provide more time off, to provide paid benefits, and to cover additional family members).
  - 3) Frustration by employers about difficulties in maintaining necessary staffing levels and controlling attendance problems in their workplaces as a result of one particular issue, unscheduled, intermittent leave used by employees who have chronic health conditions. Many employees offered powerful testimonials about the important role FMLA has played in allowing them to continue working while addressing their own medical needs or family care giving responsibilities.

Another area that generated significant comments is the current medical certification process. The Department of Labor recognizes that communication about medical conditions is essential to the smooth functioning of FMLA in workplaces. However, none of the parties involved with the medical certification process (employers, employees, and health care providers) are happy with the current system. Employees are concerned about the time and cost of visits to health care providers to obtain medical certifications, and the potential for invasion of their privacy.

Employers, especially when it comes to intermittent leave use, seek predictability in attendance, and are frustrated with medical certifications that do not provide meaningful guidance. Health care providers complain they cannot predict how many times a flare-up of a particular condition will occur.

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# STATUS OF RECOMMENDATIONS

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This section reports our follow-up on actions taken by management on the Recommendations for Improvement in our original audit of the Pinellas County's Compliance with the Family Medical Leave Act (FMLA). The recommendations contained herein are those of the original audit, followed by the current status of the recommendations.

## ***1. Human Resources Has Not Established Adequate Processes To Monitor And Report Compliance With FMLA Leave Requirements.***

Human Resources (HR) does not have the reports and/or the processes in place to adequately monitor, report, and recommend corrective action that may be required for the County FMLA process. In an Inspector General discussion with HR Senior Management, management stated that they do not believe that it is their role (responsibility) to monitor the County's FMLA activity and reporting compliance of the Board of County Commissioners (BCC) and Clerk of the Circuit Court and Comptroller (Clerk) employees. HR Senior Management stated that they consider FMLA compliance the responsibility of the departmental managers who oversee the OPUS time card approval process established for the HR OPUS application. HR Senior Management did agree that their role is to ensure departmental managers are provided necessary training and tools to administer FMLA in accordance with County policy and Federal law.

HR stated that no documentation exists, which shows that the Clerk and BCC (through the County Administrator) accepted or were informed of the intended FMLA monitoring role.

The availability for OPUS reports monitoring FMLA is not adequate.

- A. HR does not have a standard OPUS system report that HR or management can run that would allow the selection of all employees in a Clerk and/or BCC department as a whole. HR management did state that an OBIEE (OPUS Business Intelligence Enterprise Edition) custom report that would allow selection of employees at different structures was being developed and would be available the first part of 2013. Currently, the information contained in the HR OPUS database cannot be accessed to permit adequate monitoring by HR or the Clerk and BCC departments.
- B. The OPUS system does have a standard report that can provide FMLA information related to an individual employee to the manager who has authority over the employee's time card. HR sent a notice out to the County in June 2011, through the OPUS website, of the availability of this FMLA Hours Used Report. In addition, HR included the availability of the report in the Management Training Classes later that year. However, the knowledge of the availability of this report appears limited, and no monitoring procedures were developed that support the use of this report.



The County's Legacy payroll system was converted over to the OPUS Oracle's Time & Labor module at the beginning of 2011. The Oracle Time & Labor payroll system did not contain a FMLA specific product available to support FMLA tracking and reporting. The OPUS HR and Payroll staff, in conjunction with the County's OPUS implementation consultants, incorporated the necessary FMLA approval process into manager self-service leave slip approvals. A report for tracking FMLA utilization at the employee specific level was also created. However, at the time of this audit, Human Resources did not have the ability to produce FMLA reports or produce summary level data on FMLA time reported on a department or workgroup wide basis by the Clerk and BCC departments.

Human Resources have put into place an adequate monitoring and compliance process at the employee use level. However, as noted above, there is no department wide reporting capabilities at this time that adequately monitor processes for the County to check reporting compliance, report usage trends, and recommend analysis/corrective actions. Since January 2011 to date, reports are not available to monitor FMLA usage in total for the County.

HR should have assurance that the ability and processes are in place to retrieve FMLA data from OPUS and report the information to department management, division heads, and appointing authorities. If monitoring responsibility was not assumed by HR, it is their responsibility to assure the monitoring was delegated and accepted by departmental management.

**We recommended** Human Resources' management:

Implement appropriate processes for the oversight of County FMLA reporting, including the establishment of report objectives, in order to be able to monitor FMLA reporting compliance, generate usage trends, and recommend analysis/corrective action.

**Status:**

**Implemented.** Human Resources (HR) has contracted with Standard Insurance to provide FMLA absence management service for all Appointing Authorities effective January 1, 2014. The service provides for processing, approval, reporting, and reports that can be used by department management. HR monitors the performance of the contractor.

## ***2. The Limited FMLA Historical Employee Data Was Not Adequate To Perform Compliance Testing For The 2011 And 2012 Two Year Period.***

Human Resources did not maintain enterprise wide FMLA data for Fiscal Years 2011 and 2012 in order for the Inspector General (IG) to perform countywide testing for compliance with FMLA requirements. The original scope of the audit was to review the FMLA processes and test compliance for Fiscal Years 2010, 2011, and 2012, using data analysis to select test items from a selected number of BCC and Clerk departments.

We were only able to obtain data for Fiscal Year 2010 (Pre-OPUS system). This would not provide us with a proper sample for compliance testing at the County department level for adherence to federal FMLA standards and Pinellas County policies. The data for Fiscal Years 2011 and 2012 is not available from the HR OPUS reports.

Fiscal Year 2010 is three years old and is prior to the implementation of the current FMLA OPUS process. For Fiscal Years 2011 and 2012, the FMLA approval process has changed in the BCC and Clerk departments.

For Fiscal Year 2010, IG was able to obtain the FMLA usage information by pay period down to the employee level. A sample was selected for ten departments and related employees that used FMLA hours. However, for Fiscal Year 2010, there is no document that lists management's responsibilities for the FMLA process for that time frame. However, IG was able to obtain from HR the management responsibility list for OPUS related to the approval process for leave slips and time cards for Fiscal Years 2011 and 2012, but the list may not relate to 2010 responsibilities.

The current review and approval of the County FMLA process, starting in Fiscal Year 2011, is controlled through the OPUS leave slip and time card payroll approval process. The County has several documents that support the FMLA County processes [i.e., County FMLA Handbook, Supervisor's Guide to FMLA Compliance & Employee's Serious Health Condition (FMLA) Form] that adequately explain the procedures.

The Inspector General review of the FMLA data for one year, Fiscal Year 2010, noted that the BCC and Clerk departments had 944 employees using a total of 106,666 hours of FMLA leave for that year. These employees represented 38% of the BCC and Clerk departments' employees. A recap of FMLA usage determined by the IG analysis is listed on the next page.

**Status of Recommendations**  
**Follow – Up Audit of Family and Medical Leave Act (FMLA)**

**FMLA Fiscal Year 2010 Usage Chart**

Authority	Department Name	Number of Employees in Dept	Number of Employees using FMLA	Number of FMLA Hours Used	Percent of FMLA Users for County	Percent of Dept Employees Using FMLA	Percent of FMLA Hours for County	Average FMLA Hours Per Dept User
BC	Airport	58	20	2,465	2%	34%	2%	123
BC	Animal Services	46	19	2,475	2%	41%	2%	130
BC	Building & Development Review Service	68	20	3,302	2%	29%	3%	165
BC	County Administrator	7	2	69	0%	29%	0%	35
BC	Community Development	26	13	1,101	1%	50%	1%	85
BC	Communications	25	6	470	1%	24%	0%	78
BC	Convention & Visitors Bureau	31	7	700	1%	23%	1%	100
BC	Economic Development	14	3	424	0%	21%	0%	141
BC	Emergency Management	11	4	307	0%	36%	0%	77
BC	Fleet Management	31	21	2,863	2%	68%	3%	136
BC	Health & Human Services	84	38	2,621	4%	45%	2%	69
BC	Justice & Consumer Services	23	3	493	0%	13%	0%	164
BC	Management and Budget	10	0	-	0%	0%	0%	0
BC	Parks & Conservation Resources	185	103	6,836	11%	56%	6%	66
BC	Planning	27	6	560	1%	22%	1%	93
BC	911 Emergency Communications	75	30	3,327	3%	40%	3%	111
BC	EMS & Fire	44	17	1,668	2%	39%	2%	98
BC	Public Works	139	26	2,473	3%	19%	2%	95
BC	Purchasing	15	5	488	1%	33%	0%	98
BC	Public Works Operations	193	82	11,671	9%	42%	11%	142
BC	Real Estate Management	129	48	6,419	5%	37%	6%	134
BC	Risk Management	12	3	1,676	0%	25%	2%	559
BC	UTIL-Customer Service	155	0		0%	0%	0%	0
BC	UTIL-Solid Waste/GMD	216	123	17,945	13%	57%	17%	146
BC	UTIL-Water Treatment	112	42	4,190	4%	38%	4%	100

**Status of Recommendations**  
**Follow – Up Audit of Family and Medical Leave Act (FMLA)**

Authority	Department Name	Number of Employees in Dept	Number of Employees using FMLA	Number of FMLA Hours Used	Percent of FMLA Users for County	Percent of Dept Employees Using FMLA	Percent of FMLA Hours for County	Average FMLA Hours Per Dept User
BT	Business Technology Services	133	32	2,726	3%	24%	3%	85
CA	County Attorney	33	8	1,463	1%	24%	1%	183
CC	CC-Finance & Administration	98	37	3,992	4%	38%	4%	108
CC	CC-Civil/Probate	115	59	5,230	6%	51%	5%	89
CC	CC-Criminal/Jury	165	79	9,495	8%	48%	9%	120
CC	CC-Branches/Recording	83	41	4,105	4%	49%	4%	100
CC	CC-Court Admin/Call Center/Record	83	34	4,380	4%	41%	4%	129
CM	County Commissioners	14	1	110	0%	7%	0%	110
HR	Human Rights	10	2	36	0%	20%	0%	18
PB	Human Resources	32	7	396	1%	22%	0%	57
LB	Construction Licensing Board	10	3	189	0%	30%	0%	63
	<b>TOTAL</b>	<b>2,512</b>	<b>944</b>	<b>106,666</b>	<b>100%</b>	<b>38%</b>	<b>100%</b>	<b>113</b>

Highlighting relates to figures discussed in details below

Authority

- BC-Board of County Commissioners Departments
- CA-County Attorney Office
- CC-Clerk Departments
- CM-County Commissioners Office
- HR-Human Rights Office
- PB-Human Resources Office
- LB-Construction Licensing Board



**Status of Recommendations**  
**Follow – Up Audit of Family and Medical Leave Act (FMLA)**

Based on the data analysis for Fiscal Year 2010, there are indicators that *there have been errors in reporting FMLA usage by county employees.*

- A. 43 employees had more than 480 hours of FMLA leave (maximum allowable by law) with two employees having reported over 1380 hours.

Number Of Employees	Number of Hours Over The 480 Maximum
2	Over 900 Hours
5	600 to 699 Hours
20	500 to 599 Hours
16	481 to 499 Hours

- B. FMLA payroll adjustments indicate that some managers are not properly monitoring the FMLA report process for their employees. For example:

- 1) Five employees had negative FMLA balances.
- 2) Three employees adjusted their hours reducing their FMLA usage at or just below the 480 hours allowable maximum.
- 3) Two employees still had over 480 hours of FMLA leave.

- C. The following table shows that seven departments had from 48% - 68% of their employees reporting FMLA leave, which was 10% - 30% above the countywide average of 38%. The above average percent may indicate department reporting issues.

Department Name	Number of Employees in Dept	Number of Employees Using FMLA	Number of FMLA Hours Used	Percent of FMLA Users for County	Percent of Dept Employees Using FMLA	Percent of FMLA Hours for County	Average FMLA Hours Per Dept User
Community Development	26	13	1,101	1%	50%	1%	85
Fleet Management	31	21	2,863	2%	68%	3%	136
Parks & Conservation Resources	185	103	6,836	11%	56%	6%	66
UTIL-Solid Waste/GMD	216	123	17,945	13%	57%	17%	146
CC-Civil/Probate	115	59	5,230	6%	51%	5%	89
CC-Criminal/Jury	165	79	9,495	8%	48%	9%	120
CC-Branches/Recording	83	41	4,105	4%	49%	4%	100
<b>TOTAL</b>		<b>439</b>	<b>47,575</b>				

- D. The table above in Paragraph C. shows: The 439 employees for the seven departments represented only approximately 17% of the total Clerk and BCC employees, but their 47,575 of FMLA hours represented about 45% of the total FMLA hours used. Again, the above average percent may indicate department reporting issues.

**Status of Recommendations**  
**Follow – Up Audit of Family and Medical Leave Act (FMLA)**

E. Risk Management has 3 employees with a total of 1,676 hours of FMLA leave; 559 hours per employee or an average of 159 hours over the 480 FMLA maximum.

Department Name	Number of Employees in Dept	Number of Employees Using FMLA	Number of FMLA Hours Used	Percent of FMLA Users for County	Percent of Dept Employees Using FMLA	Percent of FMLA Hours for County	Average FMLA Hours Per Dept User
Risk Management	12	3	1,676	0%	25%	2%	559

F. Utilities Customer Services has 155 employees with no FMLA leave reported (see table below). With a countywide average of 38% reporting FMLA how can Utilities Customer Services have no employees reporting FMLA?

Department Name	Number of Employees in Dept	Number of Employees Using FMLA	Number of FMLA Hours Used	Percent of FMLA Users for County	Percent of Dept Employees Using FMLA	Percent of FMLA Hours for County	Average FMLA Hours Per Dept User
UTIL-Customer Service	155	0		0%	0%	0%	0

*The Inspector General concludes that the summary data and analyses discussed above should be generated on a regular basis for management's review.*

There are inherent internal control issues in the current OPUS HR application for Fiscal Years 2011 and 2012 that could cause reporting errors of FMLA usage.

- A. The OPUS application has no system interface between the information input on the employees' leave slips and the information contained on their time cards. The information input into "Absence Management" (which is the location for leave slips) is only as good and accurate as the employee inputting the data and the supervisor approving the transaction. HR Senior Managers stated that prior to OPUS the same possibility existed because FMLA leave was requested and approved on a leave slip, and then the employee separately entered time on a time card for supervisor approval.
- B. The OPUS application can cause inaccurate reporting of FMLA for absence leave requests that extend over a weekend. The absence dashboard counts Saturday and Sunday into the absence calendar. Management and supervisors need to be aware of this issue and ensure that leave slip requests are entered appropriately.

The leave slip in "Absence Management" does not contain an end date for the leave request. The absence dashboard will continue to count the days indefinitely. The leave slip issue will not impact the time cards, but will result in inaccurate absence dashboard information for the department managers. HR Senior Managers stated that the OBIEE



(Customer Reports) data repository will permit reporting of time actually used as FMLA across an organization.

The OPUS HR application was put into production in January 2011 without the adequate ability to retrieve data about FMLA usage. HR Management stated that FMLA compliance is not a specific feature contained in Oracle HR and Payroll. HR and Payroll staff were advised by the OPUS implementation management team that this need, along with many others, would not be available until OBIEE was fully operational.

Because of the lack of useable FMLA data from HR's OPUS application, we were not able to test compliance, evaluate procedures, assure internal controls are present and operational, and report to management any areas that corrective action may be needed. The two objectives established for the audit could only be partly concluded on because of the lack of data.

Data from the OPUS application for FMLA reporting should be available to County departments and the Inspector General's office to be able to perform data analysis, usage trend analysis, department review, and compliance testing down to the staff level. In addition, Sec.106 Investigative Authority of the FMLA Act states:

“(b) OBLIGATION TO KEEP AND PRESERVE RECORDS. Any employer shall make, keep, and preserve records pertaining to compliance with this title in accordance with section 11(c) of the Fair Labor Standards Act of 1938 (29 U.S.C. 211 (c)) and in accordance with regulations issued by the Secretary.”

The Fair Labor Standards Act of 1938, as Amended, Sec. 211(c) Records states:

“Every employer subject to any provision of this chapter or of any order issued under this chapter shall make, keep, and preserve such records of the persons employed by him and of the wages, hours, and other conditions and practices of employment maintained by him, and shall preserve such records for such periods of time, and shall make such reports there from to the Administrator as he shall prescribe by regulation or order as necessary or appropriate for the enforcement of the provisions of this chapter or the regulations or orders there under.”

We could not confirm the extent of FMLA data being maintained by the OPUS application, but HR Management stated that the information is contained in the OPUS database.

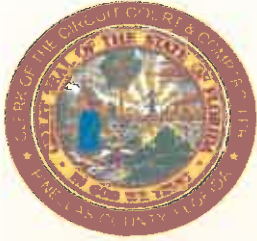
**We recommended** Human Resources' Management:

- A. Implement appropriate processes for the oversight of County FMLA reporting, including the establishment of report objectives in order to be able to monitor FMLA reporting compliance, generate usage trends, and recommend analysis/corrective action.

- B. Consider outsourcing the FMLA process to a contractor. The Tax Collector Office is using a contractor (Standard Insurance Company) to administrate their FMLA process. The reporting capability of the Standard's application would meet many of the Clerk and BCC oversight reporting needs.

**Status:**

**A & B. Implemented.** Standard assumes compliance activities under the contract that previously were the direct responsibility of County management. Human Resources (HR) Management stated reporting is available to HR staff to capture results for the full United Personal System, individual Appointing Authorities, and departments within an Appointing Authority.



# DIVISION OF INSPECTOR GENERAL

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