



September 2013

**FLORIDA LOTTERY  
OFFICE OF INSPECTOR GENERAL  
ANNUAL REPORT  
FISCAL YEAR 2012-13**

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**Andy Mompeller  
Inspector General**

RICK SCOTT  
*Governor*



CYNTHIA F. O'CONNELL  
*Secretary*

## FLORIDA LOTTERY

September 30, 2013

Cynthia O'Connell  
Florida Lottery Secretary  
250 Marriott Drive  
Tallahassee, Florida 32399

Dear Secretary O'Connell:

In accordance with Section 20.055(7), Florida Statutes, I am pleased to present the Annual Report for the Office of Inspector General (OIG). The report reflects the activities and accomplishments of the OIG for Fiscal Year 2012-13.

We remain committed to the goals of the Florida Lottery and to our work to provide a central point for coordination of and responsibility for activities that promote accountability, integrity, and efficiency.

Thank you for your continued support of our efforts.

Sincerely,

A handwritten signature in blue ink, appearing to read "A. Mompeller".

Andy Mompeller  
Inspector General

cc: David W. Martin, Florida Auditor General  
Melinda M. Miguel, Florida Chief Inspector General



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## Overview

In 1986, Florida voters authorized a lottery through a constitutional amendment, enacted by a two-to-one margin, which would use its proceeds to enhance public education in Florida. The Florida Legislature established the Florida Lottery with the mission of maximizing revenues for education to allow the people of Florida to benefit from significant additional monies while providing the best lottery games available. Over the history of the Florida Lottery, both goals have been accomplished. The mission of the Florida Lottery is to *maximize revenues in a manner consonant with the dignity of the state and the welfare of its citizens.*

The Office of Inspector General (OIG) provides support to the agency's mission through its function. Section 20.055, Florida Statutes, establishes an OIG in each state agency to provide a central point for coordination of and responsibility for activities that promote accountability, integrity and efficiency in government. Responsibilities of the OIG include:

- Provide direction for, supervise and coordinate audits, investigations and management reviews relating to the programs and operations of the agency;
- Conduct, supervise or coordinate other activities carried out or financed by the agency for the purpose of promoting economy and efficiency in the administration of, or preventing and detecting fraud and abuse in, its programs and operations;
- Keep the Lottery Secretary informed concerning fraud, abuses, and deficiencies relating to programs and operations administered or financed by the agency, recommend corrective action concerning fraud, abuses, and deficiencies, and report on the progress made in implementing corrective action;
- Review and evaluate internal controls necessary to ensure fiscal accountability of the agency;
- Assess the reliability and validity of the information provided by the agency on performance measures and standards and make recommendations for improvement, if necessary;

- Review, as appropriate, rules relating to the program and operations of the agency and make recommendations concerning their impact; and
- Ensure that an appropriate balance is maintained between audit, investigative, and other accountability activities.

### **OIG Mission and Goal**

The mission of the Florida Lottery OIG is to protect and promote public integrity and accountability within the Department through audits and investigations that detect fraud, waste and abuse, and administrative violations.

The goal of the OIG is to prevent and decrease the reoccurrence of such violations through employee awareness and cooperation while providing the Department with a timely, accurate, objective and useful work product that promotes confidence and provides transparency for the citizens of the State of Florida.

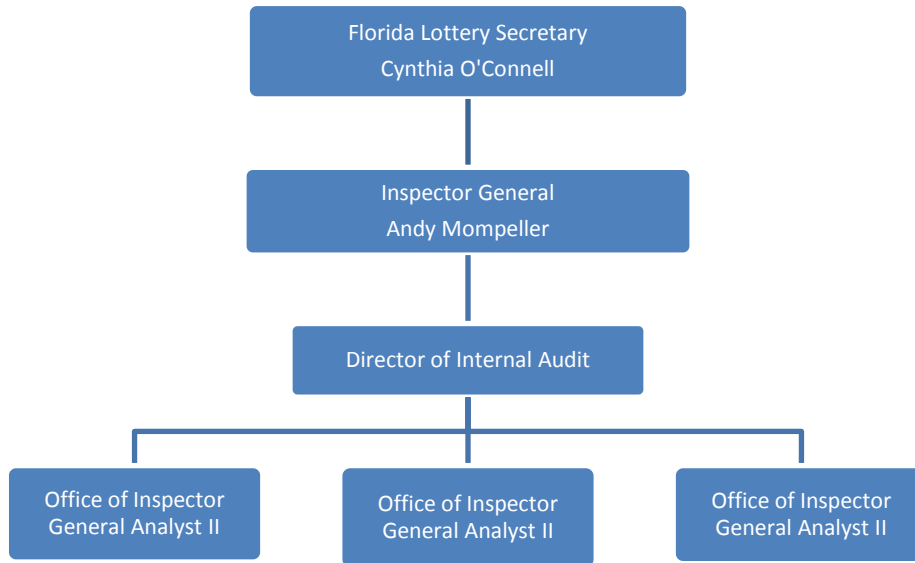
### **Summary of OIG Activities**

For Fiscal Year 2012-13, the OIG completed projects in the following areas:

- Audit Activities;
- Audit Follow-up Activities;
- Investigations;
- Complaint Processing;
- Other Oversight Activities, including:
  - External Audit Coordination;
  - Enterprise Projects; and
  - Internal Oversight Projects.

## Organizational Structure

The OIG has five professional positions, with four positions supervised by the Inspector General. Personnel collectively possess diverse professional and educational backgrounds that provide the office with the expertise to fulfill its statutory requirements.



## Staff Qualifications

In accordance with the *International Standards for the Professional Practice of Internal Auditing*, internal auditors must enhance their knowledge, skills and other competencies through continuing professional development. In addition, the OIG must meet minimum training standards as required by the Commission for Law Enforcement Accreditation, Inc. (CFA) in order to maintain accreditation. OIG personnel complete training each year to improve knowledge and skills in audits and investigations. The OIG staff remains committed to seeking professional excellence through continued training and development to ensure the highest quality of service to our customers.

Expertise within the OIG encompasses a variety of disciplines with personnel qualified in auditing, accounting, investigations, and information technology. Staff members continually seek to augment their professional credentials which further enhance their abilities and skill level through additional training.

The accomplishments of the staff in obtaining professional certifications represent significant time and effort by each staff member, reflecting positively on the individual as well as the Department. During Fiscal Year 2012-13, OIG staff held numerous professional certifications.

The table below details the types and number of certifications held by OIG staff.

<b>Professional Certifications</b>	<b>No.</b>
Certified Internal Auditor	1
Certified Information Systems Auditor	2
Certified Information Systems Security Professional	1
Certified Fraud Examiner	1
Certified Public Accountant	1
Certified Government Accounting Professional	1
Certified Inspector General	1
Certified Inspector General Investigator	1
Certified Inspector General Auditor	1
Certified Contract Manager	1
Notary Public	1

In addition to maintaining professional certifications, OIG personnel are active in professional organizations that support audits and investigations. This participation assists staff in maintaining a high level of proficiency in their profession and areas of certification.

OIG personnel are affiliated with the following professional organizations:

- The Association of Inspectors General (National and Local Chapters);
- The Institute of Internal Auditors (National and Local Chapters);
- ISACA (National and Local Chapters); and
- The Association of Certified Fraud Examiners.

## *Internal Audits*

During Fiscal Year 2012-13, the OIG completed four internal audits and six follow-up assignments on internal and external audits. There were two internal audits in progress at the close of the fiscal year.

Audits are conducted in accordance with the *International Standards for the Professional Practice of Internal Auditing*, as published by the Institute of Internal Auditors and the *Principles and Standards for Offices of Inspectors General*, published by the Association of Inspectors General.

There have been no significant recommendations described in previous annual reports for which corrective actions have not been implemented.

### **Completed Internal Audits**

#### *Advertising Contracts Deliverables, Report No. 10/11-45-A*

*Release Date: July 2012*

Our audit assessed the internal control system of the Lottery's Marketing Department, reviewed the deliverables and contract administration effectiveness of the Lottery's advertising contracts for the period July 2010 through December 2010 and selected actions through December 2011. We identified several opportunities to improve the efficiency and effectiveness for the Lottery's advertising contracts. Specifically, we found:

- The Marketing and Finance Department lacked written procedures for advertising invoice approval and reconciliation processes including a segregation of duties internal control weakness within the Finance Department;
- One of the Lottery's advertising vendors was not in full compliance with basic fiscal policies;
- The advertising agencies were not fully and timely providing the Lottery with post buy analysis reporting;
- Advertising agency advertising jobs were not timely closed out;
- The contract monitoring tool did not include monitoring for all contractual services; and
- The Hispanic Production Advertising lacked sufficient competitive bid support.



To address the deficiencies identified in our audit, we recommended that:

- Marketing and Finance Department management develop and implement written procedures for invoice approval and reconciliations.
- Our Lottery advertising vendor promptly pay vendors as stipulated in the contract agreement;
- Finance Department modify their audit tool to include estimates approval and for Finance staff to use a consistent application for proof of performance;
- Marketing management clarify contract language for the Lottery's date of acceptance in future renewals or amendments;
- Lottery advertising agencies close advertising jobs timely and supply job close dates;
- Marketing management monitor all contractual services related to advertising contracts;
- Finance and Marketing management develop and implement a process to communicate advertising contract basic fiscal policy compliance for contract monitoring purposes;
- Future production bids be more formalized and include a signed letter on company letterhead confirming the bid amount; and
- Production bids be obtained from unrelated companies except those specified in the Lottery vendor's request for proposal response.

Lottery and Ad Agency Management responded to the audit's findings and recommendations and provided intended corrective action plans.

**Procurement Management, Report No. 10/11-55-A**

*Release Date: November 2012*

Our audit reviewed the Lottery's Procurement Management process, for the period July 2011 through June 2012, to determine if the process was operating efficiently, effectively, and in compliance with applicable laws, rules, regulations, guidelines, and acceptable business practices. While our audit found the process was largely operating with a high-level of accountability, we determined that improvements in the solicitation process were needed.

Specifically, we found that overall the department was executing an effective procurement process when purchasing point-of-sale material; however, we noted the process resulted in repeated utilization of a single vendor. We recommended that the Director of Sales implement a more standardized process by which vendors are selected to receive solicitation e-mails for the purchase of point-of-sale materials. Management concurred with our finding and recommendation and provided intended corrective action.

**Retailer Contracting Audit, Report No. 13-1003**

*Release Date: March 2013*

Our audit assessed the adequacy of the processing and approval of retailer applications by Retailer Contracting. Our audit found that overall Retailer Contracting was adequately processing and approving retailer applications; however, three areas were noted where adherence to written procedures could improve the adequacy of the process or reduce costs for the department.

Specifically, we noted the following:

- Credit and criminal background checks were performed when not required by procedure;
- Lottery payment history was not reviewed for all retailers prior to approval of the retailer application; and
- Adequate screening for accuracy and completeness of documentation did not occur for all retailer application packages.

We recommended that Retailer Contracting Management ensure staff comply with written procedures regarding performance of credit and criminal background checks, review of Lottery payment history, and screening of retailer application packages. Retailer Contract Management concurred with the findings and recommendations and provided intended corrective actions.

**Claims Processing Audit, Report No. 13-1005**

*Release Date: June 2013*

Our audit assessed the Claims Processing internal control system. We found several instances where Claims Processing procedures were outdated, inaccurate or lacking. Our audit also disclosed instances where procedures were not followed.

We recommended that management update and correct existing policies and procedures and ensure staff follow the policies and procedures. Additionally, two opportunities for improved efficiency and effectiveness were identified. We recommended management consider implementing those opportunities. Claims processing concurred with the findings and recommendations and provided intended corrective actions.

## Audit Follow-up Activities

The *International Standards for the Professional Practice of Internal Auditing* requires the internal audit activity establish a follow-up process to monitor and ensure management actions have been effectively implemented. The follow-up activities for issued audits and management reviews conducted during Fiscal Year 2012-13 are detailed below.

ENGAGEMENT	AUDIT FOLLOW-UP STATUS
<p><b>Auditor General Financial Audit for the Fiscal Year Ended June 30, 2011</b> <i>Release Date: July 2012</i></p>	<p>In accordance with Section 20.055(5)(h), Florida Statutes, the OIG conducted a review of the department's progress on recommendations made in Auditor General Report No. 2012-083, issued in January 2012. Management had taken actions towards addressing all recommendations. A status of corrective actions was provided to the Secretary of the Lottery and the Legislative Auditing Committee.</p>
<p><b>OPPAGA Efficiency Review</b> <i>Release Date: July 2012</i></p>	<p>In accordance with Section 20.055(5)(h), Florida Statutes, the OIG conducted a review of the department's progress on recommendations made in OPPAGA Report No. 12-05, issued in February 2012. Management had taken actions towards addressing all of the recommendations. A status of corrective actions was provided to the Secretary of the Lottery and the Legislative Auditing Committee.</p>
<p><b>Orlando District Office</b> <i>Release Date: August 2012</i></p>	<p>An audit of the Orlando District Office was originally released in May 2010. The initial audit report contained five findings and associated recommendations related to district office functions. As a result of follow-up reviews, OIG staff found that management had taken corrective action to address all findings. No further follow-up is necessary.</p>
<p><b>Public Information</b> <i>Release Date: July 2012</i></p>	<p>An audit of the Public Affairs department was originally conducted in December 2010. The initial audit contained three findings and associated recommendations related to information on the Lottery's website, the customer service function, and the Customer Appreciation Program. In July 2012, we conducted the first follow-up assessment. We determined that management had sufficiently addressed two of the three recommendations. The remaining recommendation will continued to be tracked and reviewed for implementation.</p>

ENGAGEMENT	AUDIT FOLLOW-UP STATUS
<p><b>Continuity of Operations Plan</b> Release Date: July 2012</p>	<p>An audit of the Continuity of Operations Plan (COOP) was originally conducted in March 2009. The initial audit contained four findings and associated recommendations related to the adequacy of the agency's COOP. As a result of follow-up reviews, OIG staff found that management had taken corrective action to address all findings. No further follow-up is necessary.</p>
<p><b>Americans with Disabilities Act Program</b> Release Date: November 2012</p>	<p>An audit of the Americans with Disabilities Act (ADA) Program was originally released in August 2008. The initial audit report contained four findings and associated recommendations related to the ADA Program. As a result of follow-up reviews, OIG staff found that management had taken corrective action to address all findings. No further follow-up is necessary.</p>

### Internal Audits in Progress

Two internal audits were still in progress as of June 30, 2013.

#### Fortune System Audit, Assignment No. 13-1006

The Fortune System processes prize payments for tickets submitted to Lottery Headquarters and assists with payments for tickets presented at district offices. The Fortune System is under the management of the Chief Financial Officer.

The objective of this audit is to determine if the Fortune system is operating in compliance with applicable policies, procedures and regulations, whether an adequate internal control system is in place to minimize risks and safeguard the integrity of the Florida Lottery, and to identify opportunities for improved efficiency, effectiveness or economy of operations in the Fortune system.

#### Tallahassee District Office Audit, Assignment No. 13-1008

Significant portions of the Lottery's assets are in the care, custody and control of the nine district offices. Each district office operates a warehouse which includes receiving, storing, and distributing promotional and retail merchandise, point of sale advertising, and other advertising items as needed to support the Lottery retailers located in the districts. Additionally, each

district office is the operations point for Lottery Sales Representatives, whose duties are to service retailers located in the district. Each district office functions as a lottery retailer and claims redemption center which includes selling instant and on-line tickets and redeeming winning tickets with a value of up to \$1,000,000 for Powerball and Mega Millions tickets and up to \$250,000 for all other tickets.

The objective of this audit will be to ensure that the Tallahassee District Office is operating in compliance with the direction of Lottery management (e.g., policies and procedures) and whether internal controls exist that provide for the safeguarding of the assets and integrity of the Lottery.

## *Investigations*

In addition to audit activities, Section 20.055, Florida Statutes, details investigative duties of the OIG. The OIG shall initiate, conduct, supervise and coordinate investigations designed to detect, deter, prevent and eradicate fraud, waste, mismanagement, misconduct and other abuses. In line with this, the OIG is required to:

- Receive complaints and coordinate all activities of the agency as required by the Whistle-blower's Act, pursuant to Section 112.3187-112.31895, Florida Statutes;
- Receive and consider the complaints which do not meet the criteria for an investigation under the Whistle-blower's Act and conduct, supervise, or coordinate such inquiries, investigations, or reviews as appropriate; and
- Report expeditiously to the Department of Law Enforcement or other law enforcement agencies, as appropriate, whenever the inspector general has reasonable grounds to believe there has been a violation of criminal law.

During Fiscal Year 2012-13, the OIG completed 1 internal investigation, processed 112 complaints and conducted activities related to maintaining the Commission for Law Enforcement Accreditation.

### **Internal Investigations**

#### *Misuse of Lottery Promotional Items, OIG Assignment No. 13-4001*

The OIG conducted an investigation based on an allegation that a Lottery employee misused Lottery promotional items. The allegation was supported.

### **Complaint Processing**

The OIG received and processed 112 complaints during the fiscal year. OIG staff responded to all complainants as needed. Of the total complaints received, OIG staff directly handled 42 complaints and 70 were processed and then referred to Lottery management.

## Commission for Law Enforcement Accreditation

The OIG received accreditation in 2010 by the Commission for Law Enforcement Accreditation, Inc. (CFA). OIG staff regularly conduct activities to ensure ongoing compliance with accreditation requirements. Activities relating to this effort include:

- Conducting annual reviews to ensure continued compliance with the standards and the Investigations Manual. This includes a full review of all complaints and investigations and supporting documentation;
- Providing assistance to other agencies with their accreditation process. On several occasions, OIG staff provided assistance (guidance and relevant materials) to other agencies to support them in their accreditation efforts;
- Attending Accreditation Managers meetings to discuss current and future issues regarding accreditation requirements;
- Revising the OIG Investigations Manual to comply with changes in CFA standards;
- Conducting an annual inspection and inventory of the evidence room;
- Ensuring annual independence attestations are submitted and annual training requirements for CFA standards are met for OIG staff; and
- Completing the CFA Annual Report.

## *Other Oversight Activities*

The OIG participates in other activities, such as external audit coordination, Enterprise Projects, projects with other agencies and internal oversight projects.

### **External Audit Coordination**

Section 20.055, Florida Statutes, requires the OIG to ensure effective coordination and cooperation between the Auditor General, federal auditors, and other governmental bodies with a view toward avoiding duplication.

The OIG is the primary liaison with external audit entities and is responsible for coordinating and facilitating responses to audits or reviews by those entities. The inspector general shall provide a written response to the agency head on the status of corrective actions taken. Each year, external auditors perform annual financial audits of the Florida Lottery.<sup>1</sup> These audits include the expression of an opinion on the adequacy of internal controls and recommendations to enhance the earning capability and efficiency of Florida Lottery operations.<sup>2</sup>

During Fiscal Year 2012-13, the three external audits were published. Additionally, there were three external audits in progress at the close of the fiscal year.

### *OPPAGA Annual Efficiency Review Report No. 13-02*

*Release Date: January 2013*

As directed by the Legislature, OPPAGA examined the Lottery and assessed options to enhance earning capability and improve its efficiency. The review found that Lottery's operating expense rate continued to meet legislative performance standards. Additionally, the review found that while several additional game and product distribution options were available to increase transfers to education, some of the options may represent expended gambling and some could affect revenues from the gaming compact between the State of Florida and the Seminole Tribe of Florida. OPPAGA recommended the Lottery conduct an annual recruitment cost-benefit analysis in order to gain an overall perspective on the effectiveness and return on investment of its retailer recruitment methods.

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<sup>1</sup> The State of Florida Auditor General currently fulfills this audit requirement.

<sup>2</sup> Section 24.123, Florida Statutes



**Financial Statement Audit, Auditor General Report No. 2013-089**

*Release Date: January 2013*

The Auditor General conducted an examination of the Lottery's basic financial statements as of and for the fiscal years ended June 30, 2012, and 2011, and an examination of the effectiveness of the Lottery's internal control over financial reporting. The Auditor General concluded that:

- The financial statements prepared by the Department of the Lottery (Lottery) present fairly, in all material respects, the financial position of the Lottery as of June 30, 2012, and 2011, and the changes in the financial position and cash flows thereof for the years then ended in conformity with accounting principles generally accepted in the United States of America.
- Lottery management maintained, in all material respects, effective internal control over financial reporting.
- The results of tests disclosed no instances of noncompliance or other matters that are required to be reported under Government Auditing Standards; however, the Auditor General did note three additional matters relating to information technology controls, minority retailer participation, and marketing and research support funds.

**Quality Assessment Review, Auditor General Report No. 2013-060**

*Released: December 2012*

Once every three years the Auditor General performs a Quality Assessment Review of each agency's Office of Inspector General. This review evaluates the extent of each OIG's compliance with applicable professional auditing standards. During the year, the Auditor General performed a Quality Assessment Review on the operation of the Department's OIG internal audit activity.

The Auditor General concluded that the quality assurance program, related to the OIG's internal audit activity, was adequately designed and complied with during the review period July 2011 through June 2012 to provide reasonable assurance of conformance with applicable professional auditing standards. Also, the OIG generally complied with those provisions of Section 20.055, Florida Statutes, governing the operation of State agencies' Offices of Inspectors General internal audit activities.

## External Audits in Progress

In accordance with 20.055(2), Florida Statutes, staff of the OIG continue to serve as the audit liaison between the Florida Lottery and external auditors. As of June 30, 2013, three external audits were still in progress.

### *Department of Financial Services Contract and Grant Review, OIG Assignment No. 13-5007*

Pursuant to Section 17.03, Florida Statutes, DFS initiated a review of selected Lottery contract agreements and related contract management activities.

### *Auditor General, Financial Statement and Operational Audit, OIG Assignment No. 13-000-5009*

As directed by the Legislative Auditing Committee, the Auditor General initiated an audit of the Lottery's basic financial statements and operations of the Department for the fiscal year ending June 30, 2013.

### *OPPAGA Operational Efficiency Review, OIG Assignment No. 13-000-5010*

At the direction of the Legislature, the Office of Program Policy Analysis and Government Accountability initiated a review of the Florida Lottery to identify options to enhance the earning capability of the lottery and improve the efficiency of department operations, as required in s. 24.123, Florida Statutes.

## Enterprise Projects

To gain efficiencies of working together, the Chief Inspector General and Agency Inspectors General conducted an Enterprise Risk Assessment and developed an Enterprise Project Plan for Fiscal Year 2012-13.

### *Background Screening, OIG Assignment No. 13-8001*

Due to the potential risks and opportunities for cost savings to the enterprise, the Background Screening topic was included as a project in the plan. The project scope is limited to those background screenings where the payment of the screening is the responsibility of the State of Florida. Both initial and renewal background screenings are currently being examined. The primary objective of this project is to identify opportunities for improved efficiencies and economies related to the background screening process and use of Livescan devices. A team consisting of staff from various Offices of Inspectors General is conducting this project.

## Internal Oversight Projects

### *Risk Assessment, Annual Audit Plan and Annual Report*

In accordance with Section 20.055, Florida Statutes, the OIG develops long-term and annual audit plans, based on the findings of a comprehensive annual risk assessment. The annual audit plan was approved by the agency head and submitted to the Office of the Chief Inspector General and the Auditor General. The OIG is also responsible for preparing an Annual Report summarizing the activities of the office during the immediately preceding fiscal year.

### *Performance Measures, Report No. 13-6005*

*Release Date: September 2012*

The OIG conducts an annual review of the agency's Performance Measures as required by Section 20.055, Florida Statutes. The OIG assessed the reliability and validity of the five performance measures provided to the Legislature and found them to be reliable and valid in all material respects.

**Internal Quality Assurance Review, Report No. 13-5006**

*Release Date: July 2012*

The Florida Lottery Office of Inspector General is required by *The International Standards for the Professional Practice of Internal Auditing* (Standards) to have a quality assurance and improvement program. The results of self-assessment served as a guide to further enhance compliance with the *Standards* and prepared the office for the external assessment conducted by the Office of the Auditor General during Fiscal Year 2012-13.

The self-assessment results indicated the internal audit structure and procedures provided reasonable assurance of complying with applicable standards, state law, and internal policies and procedures. Additionally, it identified three opportunities for improvement related to the audit charter, limiting audit scope to best focus on areas of higher risk, and incorporating periodic internal quality assurance reviews. Internal audit management agreed with the recommendations and provided intended corrective action plans.

**Assessment of the Lottery's Internal Control Structure (COSO Review), Report No. 13-6006**

*Release Date: November 2012*

At the request of the Auditor General, the OIG identified and documented relevant controls related to the June 30, 2010 Lottery Financial Statements. As part of the review, an assessment was conducted to evaluate the control environment using a COSO-based approach. Based on the audit work performed, the Florida Lottery appeared to have an effective internal control system for financial reporting.

**Banking Services Agreement Management Review, Report No. 13-1001**

*Release Date: November 2012*

At the request of the Lottery Secretary, the OIG conducted a review of the Banking Services agreement. No significant issues were noted as a result of this review.

*Orlando District Office Management Review, Report No. 13-1007*

*Release Date: March 2013*

At the request of Lottery management, we conducted a management review of the Orlando District Office. The purpose of the review was to assess the management climate of the District Office. We found that overall job satisfaction was high and that staff members felt that the work expectations were clear and understandable. However, we noted 3 issues (morale, support, and pay) that were possibly impacting the staff members at the District Office. We noted seven opportunities for improvement in the areas of communication, staffing, product support items, vehicle maintenance, and use of electronic data tools.

*Lottery Draw Studio*

The facility where Lottery drawings are conducted requires a dual-control environment necessitating Division of Security staff and audit staff be present during any required maintenance and other activities. OIG staff fulfills this role as needed.

*Other Ongoing Oversight*

OIG staff proactively monitors certain Lottery activities and reviews patterns to determine if additional action is warranted.

***Florida Lottery Office of Inspector General***

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