Global Fund Grants to Mali
Irregularities under HIV Round 4 Grant
GF-OIG-14-015  6 October 2014
Investigation of Global Fund Grants to the Republic of Mali

Irregularities under HIV Round 4 Grant (MAL-405-G02-H)  
(Case №: 172/2009)  
GF-OIG-14-015  
Categories – Collusion / Fraud / Mismanagement Issues  

Non-compliant expenditures - US$ 2,210,113  
Proposed recoveries - to be determined  

Report published: 6 October 2014
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1. Background and Scope

The Global Fund has made commitments to the Republic of Mali under 12 grants and through seven Principal Recipients. Between 2003 and 30 June 2010, when the investigation field work started, disbursements totaled US$ 71.8 million. Up to 30 June 2014, Mali has received US$ 156.2 million in total funding from the Global Fund.

This investigation covered the largest grant to Mali (MAL-405-G02-H) of US$ 45.2 million. The Haut Conseil National de Lutte contre le Sida (HCNLS) was the Principal Recipient for the grant which was active between July 2005 and June 2010. The grant targeted the expansion of integrated prevention and care networks for HIV/AIDS and sexually transmitted infections in the capital and different regions of Mali. Since 2011, HCNLS no longer serves as a Principal Recipient of the Global Fund although it does currently serve as sub-recipient of other Global Fund grants.¹

Prior to this investigation, the Office of the Inspector General (OIG) investigated two malaria and two tuberculosis grants managed by the Ministry of Health of Mali and identified serious fraudulent practices.² Subsequently, the OIG initiated this investigation into HIV grant MAL-405-G02-H, focusing mainly on expenditure incurred at HCNLS, and its three sub-recipients: Arcad Sida; Comité Sectoriel de Lutte Contre le Sida (CSLS); and Groupe Pivot Santé Population (Groupe Pivot); as well as their respective sub sub-recipients. Arcad Sida and CSLS still serve as sub-recipients of Global Fund grants.³

HCNLS and a number of its sub-recipients and sub sub-recipients are also members of the Global Fund’s Country Coordinating Mechanism⁴ in Mali.

In 2012, security issues resulting from tensions between the OIG and government officials forced the OIG to interrupt in-country work. Subsequent political unrest in the country halted the OIG investigation completely. This impacted both the scope and the following investigation deliverables:

- activities under two HIV grants to HCNLS and Groupe Pivot with a combined total of US$ 8.1 million (as of 30 June 2010) were not reviewed;⁵
- confirmation of expenditures with third party vendors, verification that goods and services had been delivered, and bank statement reconciliations could not take place for all transactions;
- the degree of knowledge of the irregularities by the grant recipient staff (key individuals) could not be fully investigated; and

¹ Under a ‘zero cash’ policy and with United Nations Development Programme (UNDP) as the Principal Recipient
² http://www.theglobalfund.org/documents/oig/OIG_InvestigationMali01June2011WithBoardCoverNoteREDACTED_Report_en
³ Under a ‘zero cash’ policy and with UNDP as the Principal Recipient
⁴ This country-level multi-stakeholder partnership is responsible for developing and submitting grant proposals to the Global Fund based on priority needs at the national level. After grant approval, they oversee progress during implementation.
⁵ Grants MAL-809-G07-H to Groupe Pivot and MAL-809-G08-H to HCNLS
• additional red flags identified for transactions under the grant MAL-405-G02-H included in this report could not be fully investigated and have not been included in the non-compliant amount.

In October 2013, the Office of the Auditor General of Mali published its 2012 annual report, which summarized the audit of expenditures of HCNLS and its three sub-recipients under grants MAL-405-G02-H and MAL-809-G08-H. This audit identified irregularities totaling US$ 305,618 in relation to expenditures of the sub-recipients and sub sub-recipients:

• expenditures of Arcad Sida: US$ 223,704;
• expenditures of CSLS: US$ 8,405; and
• expenditures of Groupe Pivot: US$ 73,509.

The Office of the Auditor General referred the irregularities to the General Prosecutor (le Procureur de la République). The Office of the Auditor General declined the OIG’s request to share the individual audit reports stating that due to the legal and regulatory framework in Mali, wider communication of such reports is not permitted.

In early 2014, in compliance with grant closure requirements and after consultation with the OIG, the Secretariat commissioned an external audit of expenditures under three grants incurred by HCNLS, Groupe Pivot, their sub-recipients and sub sub-recipients.6 The audit findings on all of the grants documented significant internal control weaknesses, including non-compliance with procedures to ensure competitive procurements. Similar to the OIG investigation findings, the external audit findings identified numerous instances of collusive bidding, i.e. different vendor quotations prepared by the same party (similarities and the absence of relevant elements in vendor quotations) and inconsistency of dates in procurement documents suggesting their probable fabrication. The audit identified such transactions as non-compliant expenditures. The Secretariat is taking action in response to the audit findings and recommendations.

6 The audit covered the period between 1 July 2009 and 30 June 2010 under grant MAL-405-G02-H and between 2010 and 2012 under grant MAL-809-G08-H (both grants to HCNLS), as well as the period between 2010 and 2011 under grant MAL-809-G07-H to Groupe Pivot.
2. Executive Summary

The OIG findings

The investigation found irregularities in 357 procurement transactions by the Principal Recipient, HCNLS, its sub-recipients, and sub sub-recipients during the lifetime of the grant between 2005 and 2010. These transactions totaled US$ 2,210,113 and are considered to be non-compliant expenditures.8

Specifically, the procurement irregularities identified were:

- 347 transactions between 2005 and 2010 totaling US$ 2,207,055 indicated collusion between vendors in the preparation of quotations submitted to the Principal Recipient, its sub-recipients or sub sub-recipients. Staff of the recipients, did not ensure the integrity of the procurement processes, notably ensuring the transparency of the process. It is reasonable to expect that such collusions would have been known, in part or in full by staff members of HCNLS, its sub-recipients and sub sub-recipients.

- For ten transactions between 2006 and 2008 totaling US$ 3,058, grant recipient staff inappropriately used vendor invoice templates to generate supporting documentation for expenditure charged to the grant. In a number of cases, the vendors in question confirmed to the OIG that their templates had been misused.

Whilst the investigation process was obstructed and delayed by operational and security issues, the OIG bases its findings on the ‘preponderance of evidence’ in line with OIG methodology set out in Annex A of this report.

Prior to 2011 when “High-Level Independent Review Panel on Fiduciary Controls and Oversight Mechanisms of the Global Fund to Fight, Aids, Tuberculosis and Malaria” made its recommendations to improve the oversight of grant management, the OIG recognizes that a weaker control environment existed in Mali. Nevertheless, despite the actions taken since 2010 by the Secretariat, the OIG has concerns regarding the oversight capacity of the current Country Coordinating Mechanism in so far that its composition has not changed significantly since 2009, and still comprises members of HCNLS and its sub-recipients.

Actions taken by the Secretariat

In 2010, in response to the OIG’s preliminary findings, the Secretariat undertook a series of corrective and preventive risk management actions with respect to all grants in Mali. This involved the reduction of grant activities to essential services, the subsequent replacement of the Principal Recipients for some grants (including of HCNLS and Groupe Pivot), the recruitment of specialist support for the Country Coordinating Mechanism, the independent selection of international external auditors, and the implementation of additional safeguard policy measures. This involved:

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7 According to the average exchange rate between 1 January 2005 and 31 December 2009 (479.312 West African Francs (CFA)/US$) based on the Oanda database (www.oanda.com)
8 The OIG did not undertake an analysis of the potential overpricing of these procurements or verify proper delivery of goods and services.
• the reassessment of the procurement strategy for some of the Principal Recipients, e.g. increased consideration of the use of procurement agents and the pooled procurement mechanism (PPM);\(^9\)

• requesting the Principal Recipients to establish and maintain lists of authorized vendors approved by the Global Fund’s Country Team;

• a “zero cash” policy at sub-recipient level; and

• the use of bank transfers or cross check for vendor payment instead of cash.

**Agreed actions**

In addition to these comprehensive measures, the Secretariat has agreed to the following additional actions:

• The OIG supports Secretariat action to recover from all parties responsible, expenditures of Global Fund grant funds which were not made in compliance with the terms of the program grant agreement.

• The Secretariat will implement further risk-mitigating measures with respect to the program oversight arrangements by the Country Coordinating Mechanism: e.g., the implementation of a Fiscal Agent to review principal and sub-recipient transactions, and strengthening financial controls to ensure bank account statements contain sufficient payment recipient details and the Local Fund Agent has direct access to bank account statements.

• The Country Team will suggest that the representation of various parties is improved within the Country Coordinating Mechanism, and a strong conflict of interest policy is put in place by the Country Coordinating Mechanism in order to mitigate the respective risks.

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\(^9\) Through the PPM, the Principal Recipients can procure core health products through the PPM prequalified procurement services agents.
3. Findings and Agreed Actions

3.1. Procurement Irregularities

The OIG reviewed procurement documents available in the premises of HCNLS, Arcad Sida, CSLS and Groupe Pivot, for procurements undertaken by these entities and their sub-sub-recipients. For each procurement procedure reviewed, the OIG specifically examined:

- the quotations submitted by each vendor (*facture proforma*);
- the invoice eventually submitted by the winning bidder (*facture*); and
- the bid analysis report prepared by the sub-recipient (*procès-verbal d’analyse des prix*).

The investigation identified irregularities for 347 procurement transactions, between 2005 and 2010, totaling US$ 2,207,055 and undertaken by HCNLS or its recipients. The quotations submitted by different vendors for procurements showed strong similarities in format and content. Some vendors confirmed that the quotations submitted in their name were not genuine. The total number and value of transactions with irregularities allowing the OIG to conclude on their improper nature are as follows (see Annex C for details as well as Annex B, Section 1, for relevant examples):

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>HCNLS</td>
<td>4</td>
<td>26,893</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>135</td>
<td>1,147,494</td>
</tr>
<tr>
<td>CSLS</td>
<td>73</td>
<td>596,769</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>135</td>
<td>435,899</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>347</strong></td>
<td><strong>2,207,055</strong></td>
</tr>
</tbody>
</table>

Table 1 – Transactions subject to procurement irregularities

The OIG found that the quotations linked to these transactions were not prepared independently and that vendors had colluded in their preparation. Considering that such irregularities were a wide spread concern for the whole grant, the OIG finds that a number of officials and/or staff members of HCNLS, Arcad Sida, CSLS, Groupe Pivot or their sub-sub-recipients, would have been aware, in part or in full, of the bid similarities and collusions. As a result, they did not ensure transparent procurement processes.

HCNLS, as well as the Country Coordinating Mechanism in Mali (which also answered the OIG’s request for comments on this investigation on behalf of HCNLS and its sub-recipients), in their responses to the OIG, stated that the similarities in the quotations of different vendors were not a sufficient indication of non-existence of vendors, collusion or misappropriation. HCNLS and the Country Coordinating Mechanism stated that the similarities could be explained by vendors in Mali using the services of editors who write standard invoices and quotations. These editors use the same templates or the same invoicing software and some vendors purchase pre-printed templates. HCNLS and the
Country Coordinating Mechanism asserted that several vendors from the area could have used the same editor services. HCNLS stated that this is common practice in Mali.

Collusion between vendors was nevertheless evident in the strong similarities that existed in the customized parts of the quotations that should have been filled out by each vendor for each particular procurement (e.g. vendor details, product descriptions, prices, etc.), rather than similarities in the standard parts. Such similarities were observed in a large number of transactions and in different goods or services categories rather than in isolated cases. According to OIG standards, this constitutes significant evidence of vendor collusion. The similarities identified included in particular:

- identical spelling mistakes;
- identical format in fonts and tables;
- identical description of proposed goods and/or services; and
- equal or almost equal prices.

(See Annex B, Section 1, for examples).

HCNLS and the Country Coordinating Mechanism stated that only by checking the vendors, could doubts be raised about their existence. The OIG contacted the vendors (particularly those that had lost) when they could be located and visited during the OIG in-country missions. The vendors confirmed that quotations bearing their name were not genuine (see Annex B, Section 1, for details).

Through the Country Coordinating Mechanism, HCNLS and its sub-recipients provided specific responses for a number of individual procurement transactions that the OIG found to be non-compliant. HCNLS submitted minutes prepared by notaries in relation to interviews with various (winning) vendors, who had received payment for these transactions. In contrast with the statements made to the OIG investigators, the vendors stated to the notary that their quotations were genuine (they had provided goods or services), that they did not know their competitors (the vendors who had lost the tender) and that it was possible to have similar quotations because they could have all used the same editor services (e.g. “public secretariats” or internet cafés). With one exception; the notary did not interview any of the losing vendors for the above procurements.

The OIG cannot accept the outcomes of subsequent vendor interviews organized by the procurement entity (e.g. HCNLS or its sub-recipients). In such scenarios, the vendors may be conflicted when asked to provide statements, which may not favor the procurement entity. In such cases, the OIG will make conclusions based on the primary evidence gathered.

**Agreed Action 1:** The Secretariat will seek to recover, from all parties responsible, expenditures of Global Fund grant funds which were not made in compliance with the terms of the program grant agreement, in accordance with the applicable legal rights and obligations, based on its determination of legal breach of the program grant agreement and associated determination of recoverability. The Secretariat will ensure such entities are held accountable for their grant management practices.

**Agreed Action 2:** The Country Team will put in place external Fiscal Agents to review transactions and verify the legitimacy of all bidders and suppliers involved in procurement by the principal and sub-recipients, should this mechanism be necessary to
mitigate mismanagement and fraud in addition to other measures already in place. The Country Team will seek that the Fiscal Agents are contracted directly by the Global Fund and not by the Principal Recipient, to maintain utmost independence.

Agreed Action 3: The Country Team will request that, whenever possible, the principal and sub-recipient authorize the banks to send their bank statements either to the Global Fund or to its authorized agents (e.g. the Local Fund Agent) directly from the banks, to support the financial review of progress update and disbursement reports (PUDRs) and working papers.

Agreed Action 4: The Country Team will request the principal and sub-recipients, which process payments, to negotiate with their banks to ensure, whenever possible, that bank account statements provide sufficient details to identify recipients of each payment or cash withdrawal.

3.2. Fabrication of Invoices

The OIG found that, for ten transactions between 2006 and 2008, totaling US$ 3,058, a number of officials and/or staff members of Arcad SIDA, CSLS or their sub-sub-recipients were involved in the fabrication of vendor invoice templates or rubber stamps and the subsequent submission of fabricated invoices charged to the grant. In a number of cases, the vendors confirmed to the OIG that their templates had been misused.

The total number and value of such transactions were as follows (see Annex D for details as well as Annex B, Section 2, for relevant examples):

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcad Sida</td>
<td>4</td>
<td>375</td>
</tr>
<tr>
<td>CSLS</td>
<td>6</td>
<td>2,683</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>10</strong></td>
<td><strong>3,058</strong></td>
</tr>
</tbody>
</table>

Table 2 – Transactions subject to fabrication of invoices

During its review of procurement documentation, the OIG found invoice templates with preprinted vendor letterhead (in a number of cases, also pre-stamped with a rubber stamp). In one case, the template (on the letterhead of the vendor Somayaf) must have been used to prepare an invoice serving as the supporting documentation for expenditure of CSLS (see Annex B, Section 2, for details).

Following the review of the other transactions of Arcad Sida, CSLS and of their sub-sub-recipients, the OIG identified other invoices charged to the grant that were fabricated, as confirmed by the vendors, which stated that they did not issue these invoices and/or that their signatures had been falsified.

For instance, when shown a number of prenumbered invoice templates by the OIG, staff at Hotel Embedjele confirmed that they had disappeared from the hotel records and had not been issued as valid invoices. This confirmed that, contrary to what could be observed from some or all of the invoices shown by the OIG, the hotel practically never provided its...
rooms at the rate indicated on some of them, and never failed to charge the tourist tax. The OIG also observed that, on some of the invoices, the name of the client had been erased. Vendor Mamadou Sanogo confirmed that his signature and the content in the invoices demonstrated by the OIG had been falsified. (See Annex B, Section 2, for details). See Section 3.1 regarding the responses of HCNLS and the Country Coordinating Mechanism to the OIG.

3.3. Additional Red Flags – Vendors with Identical Phone and PO Box Numbers

During its review of procurement documents, the OIG noted numerous instances where phone numbers or post office (PO) box numbers indicated on invoices and quotations submitted by different vendors were identical. This is an indicator or a red flag of relationships between these vendors and therefore of potential collusion. This would normally have been verified on the ground by the OIG, however, operational and security issues encountered by the OIG team affected the scope of the investigation. See Section 3.4 for further details.

In total, the investigation identified 264 transactions for payments to vendors submitting quotations and/or invoices, which displayed the same phone numbers as other vendors. The total number and value of such transactions were as follows (see Annex E for details as well as Annex B, Section 3, for relevant examples):

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcad Sida</td>
<td>104</td>
<td>131,937</td>
</tr>
<tr>
<td>CSLS</td>
<td>54</td>
<td>99,178</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>106</td>
<td>92,885</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>264</strong></td>
<td><strong>324,000</strong></td>
</tr>
</tbody>
</table>

Table 3 – Transactions related to vendors with identical phone numbers

In total, 21 transactions were identified for payments to vendors who submitted quotations and/or invoices showing the same PO box numbers as other vendors. The total number and value of such transactions were as follows (see Annex F for details as well as Annex B, Section 4, for relevant examples):

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcad Sida</td>
<td>9</td>
<td>23,337</td>
</tr>
<tr>
<td>CSLS</td>
<td>10</td>
<td>3,214</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>2</td>
<td>384</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>21</strong></td>
<td><strong>26,935</strong></td>
</tr>
</tbody>
</table>

10 Besides the invoices for these transactions, the same phone or PO box numbers also appeared in various quotes submitted by the vendors (either to the same or another entity).

11 Id.
HCNLS, in its response to the OIG, stated that various vendors at the same address (e.g. at the same shopping center, or members of the same family undertaking different activities: renovation works, catering, etc.) could have identical phone or PO box numbers, and that this is not an indication of fraud. HCNLS stated that in Mali small vendors may share phone numbers and PO boxes, and that the same individual may undertake different activities in the name of different vendors while having the same phone or PO box number. The Country Coordinating Mechanism also stated in its response that it confirmed HCNLS statements. HCNLS and the Country Coordinating Mechanism (on behalf of HCNLS and its sub-recipients) provided explanations regarding the same phone numbers used by a number of vendors. The OIG subsequently cleared a number of these red flags and has summarized the remaining red flag transactions in Table 3 above.

3.4. Limitations and Difficulties Encountered

The operational and security issues encountered by the OIG team affected the scope and timelines of the investigation. Following public statements by the former President of Mali criticizing the OIG investigation, national authorities ceased cooperating and exchanging data with the OIG. HCNLS stated that this position was not taken against the investigation and its legitimacy, but rather against the discourteous methods used by the OIG team at the time.

During in-country missions, and after sharing the preliminary findings with the national authorities, the OIG team received threats from certain parties and were advised by the national prosecutor with whom they had been collaborating, that it was unsafe to remain in the country. The subsequent political unrest, including a coup in March 2012, also resulted in security risks and therefore impeded the investigation.

Due to these limitations, the OIG team has not been able to:

- complete the operational verification of the numerous red flags and inconsistencies raised by the paper records;
- contact and visit all relevant local vendors in order to verify their existence, confirm invoice amounts and detect further cases of collusive bidding and/or overpricing;
- review local registries of commerce and verify that vendors are companies in good standing;
- verify the delivery of equipment purchased at the regional level; and
- extend the investigation scope to review activities financed through other grants.

Obtaining additional explanations from the grant recipients and vendors involved to determine the full extent of the irregularities was not possible. Neither was it possible to establish the identity of the recipient staff who participated in, or condoned, such
wrongdoings. The activities financed through grants MAL-809-G07-H to *Groupe Pivot* and MAL-809-G08-H to HCNLS could also not be included in the scope.

Staff members of HCNLS and a number of its recipients are also members of the Country Coordinating Mechanism in Mali. This may have an adverse impact on the oversight function of the Country Coordinating Mechanism.

**Agreed Action 5:** *The Country Team will suggest that the representation of various parties is improved within the Country Coordinating Mechanism, considering that its composition has not changed significantly since 2009, and it is mostly comprised of former principal and sub-recipients. Therefore, a strong conflict of interest policy should be put in place by the Country Coordinating Mechanism in order to mitigate the respective risks.*

**Agreed Action 6:** *The Country Team will suggest that the Country Coordinating Mechanism should ameliorate its oversight capacity in order to ensure that activities are implemented as planned, by providing strategic direction to the Principal Recipients, ensuring policies and procedures are respected and following up on key recommendations.*

### 3.5. Due Process

The OIG communicated its findings to both the Principal Recipient and the Country Coordinating Mechanism in Mali and took their responses into account while finalizing this report.

The Principal Recipient, HCNLS, in its response, expressed the opinion that the OIG had followed due process in as far as recipients had been able to provide comments on the findings of this report; however, HCNLS regretted that recipient entities had not been asked to provide responses and justifications during the course of the actual investigation. HCNLS stated that the OIG had not followed due process in an investigation that had spanned a number of years and had involved limited communication with country counterparts. In this regard, the OIG wishes to highlight that its investigation process was obstructed and delayed by operational and security issues mentioned above. The OIG limited its findings to those it could nevertheless make based on the ‘preponderance of evidence’ in these challenging circumstances.

HCNLS also stated that the preliminary allegations made by the OIG since 2010 and related articles in the international press were excessive, compared to the findings included in this report which they feel has resulted in a loss of credibility of grant implementers in Mali. HCNLS stated that the findings in this report are in contrast with favorable results from other audits and programmatic assessments.

Nevertheless, the OIG emphasizes the significance of the findings in this report and supports the risk management actions taken by the Secretariat. The OIG considers these actions as be measured and proportional to the knowledge of the findings relating to programs funded in Mali, the leads and the red flags available to the Global Fund at the time these decisions were taken.
4. Conclusion

Based on the preponderance of evidence\textsuperscript{12}, the OIG concludes that HCNLS did not comply with the Standard Terms and Conditions (STC) of the program grant agreements.\textsuperscript{13} The investigation identified non-compliant expenditures totaling US$ 2,210,113. Based on the findings in this report and in accordance with the program grant agreements for grant MAL-405-G02-H, the ultimate accountability for the use of grant funds remains with the Principal Recipient, HCNLS.

The OIG found that the root cause of the irregularities outlined in this report were due to the weak control environment in which grant recipients operated.

\textsuperscript{12} Reasonable conclusions supported by adequate evidence

\textsuperscript{13} Specifically Articles 10.b.(3), 17.a.(1) and 27 of the agreement signed for Phase 1, and Articles 9, 18.a, 18.c and 21 of the agreement signed for Phase 2 of the grant
5. Table of Agreed Actions

The Secretariat has been undertaking a series of corrective and preventive risk management actions for the Mali portfolio. On the basis of its findings, the OIG proposed a number of additional actions that were agreed and have been partially completed by the Secretariat, as set out below:

<table>
<thead>
<tr>
<th>No.</th>
<th>Category</th>
<th>Agreed action</th>
<th>Due date/ Secretariat’s comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Fraud/ Collusion/ Mismanagement</td>
<td>The Secretariat will seek to recover, from all parties responsible, expenditures of Global Fund grant funds which were not made in compliance with the terms of the program grant agreement, in accordance with the applicable legal rights and obligations, based on its determination of legal breach of the program grant agreement and associated determination of recoverability. The Secretariat will ensure such entities are held accountable for their grant management practices.</td>
<td>3 months following the publication of the report</td>
</tr>
<tr>
<td>2.</td>
<td>Fraud/ Collusion/ Mismanagement</td>
<td>The Country Team will put in place external Fiscal Agents to review transactions and verify the legitimacy of all bidders and suppliers involved in procurement by the principal and sub-recipients, should this mechanism be necessary to mitigate mismanagement and fraud in addition to other measures already in place. The Country Team will seek that the Fiscal Agents are contracted directly by the Global Fund and not by the Principal Recipient, to maintain utmost independence.</td>
<td>1 month following the identification of the relevant risks by the Secretariat</td>
</tr>
<tr>
<td>3.</td>
<td>Fraud/ Mismanagement</td>
<td>The Country Team will request that, whenever possible, the principal and sub-recipients authorize the banks to send their bank statements either to the Global Fund or to its authorized agents (e.g. the Local Fund Agent) directly from the banks, to support the financial review of PUDRs and working papers.</td>
<td>31 December 2014</td>
</tr>
<tr>
<td>4.</td>
<td>Fraud/ Mismanagement</td>
<td>The Country Team will request the principal and sub-recipients, which process payments, to negotiate with their banks to ensure, whenever possible, that bank account statements provide sufficient details to identify recipients of each payment or cash withdrawal.</td>
<td>31 December 2014</td>
</tr>
<tr>
<td>5.</td>
<td>Fraud/ Collusion/ Mismanagement</td>
<td>The Country Team will suggest that the representation of various parties is improved within the Country Coordinating Mechanism, considering that its composition has not changed significantly since 2009, and it is mostly comprised of former principal and sub-recipients. Therefore, a strong conflict of interest policy should be put in place by the Country Coordinating Mechanism in order to mitigate the respective risks.</td>
<td>31 December 2014</td>
</tr>
<tr>
<td>6.</td>
<td>Fraud/ Collusion/ Mismanagement</td>
<td>The Country Team will suggest that the Country Coordinating Mechanism should ameliorate its oversight capacity in order to ensure that activities are implemented as planned, by providing strategic direction to the Principal Recipients, ensuring policies and procedures are respected and following up on key recommendations.</td>
<td>31 December 2014</td>
</tr>
</tbody>
</table>
Annex A The OIG Methodology

The OIG Investigations

The Investigations Unit of the OIG is responsible for conducting investigations of alleged fraud, abuse, misappropriation, corruption and mismanagement (collectively, “fraud and abuse”) within Global Fund financed programs and by Principal Recipients and Sub-Recipients, collectively “grant implementers”, Country Coordinating Mechanisms and Local Fund Agents, as well as suppliers and service providers.14

While the Global Fund does not typically have a direct relationship with the recipients’ suppliers, the scope of OIG’s work15 encompasses the activities of those suppliers with regard to the provision of goods and services. The authority required to fulfill this mandate includes access to suppliers’ documents and officials.16 The OIG relies on the cooperation of these suppliers to properly discharge its mandate.17

The OIG collected and scanned procurement and other documents, and retrieved computer hard drives from the offices of the HCNLS and its three Sub-Recipients. The OIG was assisted by an external firm and, together, reviewed the propriety of expenditures and procurement processes, and analyzed computer hard drives. As part of this investigation, the OIG fielded four missions to Mali between 2010 and 2012.

The OIG’s investigations aim to: (i) identify the specific nature and extent of fraud and abuse affecting Global Fund grants, (ii) identify the entities and individuals responsible for such wrongdoings, (iii) determine the amount of grant funds that may be compromised by fraud and abuse, and (iv), place the Organization in the best position to obtain recoveries through identification of the location or uses to which the misused funds have been put.

The OIG conducts administrative, not criminal, investigations. Its findings are based on facts and related analysis, which may include drawing reasonable inferences based upon established facts. Findings are established by a preponderance of credible and substantive evidence. All available evidence is considered by the OIG, including inculpatory and exculpatory information.18

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16 Ibid., § 17.1 and 17.2.
The OIG finds, assesses and reports on facts. On that basis, it makes determination on the compliance of expenditures with the grant agreements and details risk-prioritized Agreed Actions.

Such Agreed Actions may notably include identification of expenses deemed non-compliant for considerations of recovery, recommended administrative action related to grant management and recommendations for action under the Code of Conduct for Suppliers\(^\text{19}\) or the Code of Conduct for Recipients of Global Fund Resources\(^\text{20}\) (the “Codes”), as appropriate. The OIG does not determine how the Secretariat will address these determinations and recommendations. Nor does it make judicial decisions or issue sanctions.\(^\text{21}\)

Agreed Actions are agreed with the Secretariat to identify, mitigate and manage risks to the Global Fund and its recipients’ activities. The OIG defers to the Secretariat and, where appropriate, the recipients, their suppliers and/or the concerned national law enforcement agencies, for action upon the findings in its reports.

The OIG is an administrative body with no law enforcement powers. It cannot issue subpoenas or initiate criminal prosecutions. As a result, its ability to obtain information is limited to the rights to it under the grant agreements agreed to with recipients by the Global Fund, including the terms of its Codes, and on the willingness of witnesses and other interested parties to voluntarily provide information.

The OIG also provides the Global Fund Board with an analysis of lessons learned for the purpose of understanding and mitigating identified risks to the grant portfolio related to fraud and abuse.

Finally, the OIG may make referrals to national authorities for prosecution of any crimes or other violations of national laws, and supports such authorities as necessary throughout the process, as appropriate.

Applicable Concepts of Fraud and Abuse

The OIG bases its investigations on the contractual commitments undertaken by recipients and suppliers. It does so under the mandate set forth in its Charter to undertake investigations of allegations of fraud and abuse in Global Fund supported programs.

As such, it relies on the definitions of wrongdoing set out in the applicable grant agreements with the Global Fund and the contracts entered into by the recipients with other implementing entities in the course of program implementation.

\(^{19}\) See fn. 17, supra.


Note: Every grant is subject to the STC of the Program Grant Agreement signed for that grant. The above Code of Conduct may or may not apply to the grant.

\(^{21}\) Charter of the Office of the Inspector General (19 March 2013) § 8.1
Such agreements with Sub-Recipients must notably include pass-through access rights and commitments to comply with the Codes. The Codes clarify the way in which recipients are expected to abide by the values of transparency, accountability and integrity which are critical to the success of funded programs. Specifically, the Code of Conduct for Recipients prohibits recipients from engaging in corruption, which includes the payment of bribes and kickbacks in relation to procurement activities.22

The Codes notably provide the following and other definitions of the relevant concepts of wrongdoings: 23

- “Anti-competitive practice” means any agreement, decision or practice which has as its object or effect the restriction or distortion of competition in any market.

- “Collusive practice” means an arrangement between two or more persons or entities designed to achieve an improper purpose, including influencing improperly the actions of another person or entity.

- “Conflict of Interest”: A conflict of interest arises when a Recipient or Recipient Representative participates in any particular Global Fund matter that may have a direct and predictable effect on a financial or other interest held by: (a) the Recipient; (b) the Recipient Representative; or (c) any person or institution associated with the Recipient or Recipient Representative by contractual, financial, agency, employment or personal relationship. For instance, conflicts of interest may exist when a Recipient or Recipient Representative has a financial or other interest that could affect the conduct of its duties and responsibilities to manage Global Fund Resources. A conflict of interest may also exist if a Recipient or Recipient Representative’s financial or other interest compromises or undermines the trust that Global Fund Resources are managed and utilized in a manner that is transparent, fair, honest and accountable.

- “Corrupt practice” means the offering, promising, giving, receiving or soliciting, directly or indirectly, of anything of value or any other advantage to influence improperly the actions of another person or entity.

- “Fraudulent practice” means any act or omission, including a misrepresentation that knowingly or recklessly misleads, or attempts to mislead, a person or entity to obtain a financial or other benefit or to avoid an obligation.

- “Misappropriation” is the intentional misuse or misdirection of money or property for purposes that are inconsistent with the authorized and intended purpose of the money or assets, including for the benefit of the individual, entity or person they favor, either directly or indirectly.

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Determination of Compliance

The OIG presents factual findings which identify compliance issues by the recipients with the terms of the Global Fund’s Standard Terms and Conditions (STC) of the Program Grant Agreement. Such compliance issues may have links to the expenditure of grant funds by recipients, which then raises the issue of the eligibility of these expenses for funding by the Global Fund. Such non-compliance is based on the provisions of the STC.24 The OIG does not aim to conclude on the appropriateness of seeking refunds from recipients, or other sanctions on the basis of the provisions of the Program Grant Agreement.

Various provisions of the STC provide guidance on whether a program expense is eligible for funding by the Global Fund. It is worth noting that the terms described in this section are to apply to Sub-Recipients as well as Principal Recipients.25

At a very fundamental level, it is the Principal Recipient’s responsibility “to ensure that all Grant funds are prudently managed and shall take all necessary action to ensure that Grant funds are used solely for Program purposes and consistent with the terms of this Agreement”.26

In practice, this entails abiding by the activities and budgetary ceilings proposed in the Requests for Disbursement, which in turn must correspond to the Summary Budget(s) attached to Annex A of the Program Grant Agreement. While this is one reason for expenses to be ineligible, expending grant funds in breach of other provisions of the Program Grant Agreement also results in a determination of non-compliance.

Even when the expenses are made in line with approved budgets and work plans, and properly accounted for in the program’s books and records, such expenses must be the result of processes and business practices which are fair and transparent.

The STC specifically require that the Principal Recipient ensures that: (i) contracts are awarded on a transparent and competitive basis, […] and (iv) that the Principal Recipient and its representatives and agents do not engage in any corrupt practices as described in Article 21(b) of the STC in relation to such procurement.27

The STCs explicitly forbid engagement in corruption or any other related or illegal acts when managing Grant Funds:

“The Principal Recipient shall not, and shall ensure that no Sub-Recipient or person affiliated with the Principal Recipient or any Sub-Recipient […] participate(s) in any other practice that is or could be construed as an illegal or corrupt practice in the Host Country.”28

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24 Note: The STC are revised from time to time. Every grant is subject to the STC of the Program Grant Agreement signed for that grant.
25 Standard Terms and Conditions (2012.09) at Art. 14(b):
http://www.theglobalfund.org/documents/core/grants/Core_StandardTermsAndConditions_Agreement_en
26 Id. at Art. 9(a) and Art 18(f)
27 Id. at Art. 18(a)
28 Id., at Art. 21 (b).
Amongst prohibited practices is the rule that the Principal Recipient shall not and shall ensure that no person affiliated with the Principal Recipient “engage(s) in a scheme or arrangement between two or more bidders, with or without the knowledge of the Principal Recipient or the Sub-Recipient, designed to establish bid prices at artificial, non-competitive levels.”

The Global Fund’s Code of Conduct for Suppliers and Code of Conduct for Recipients further provide for additional principles by which recipients and contractors must abide, as well as remedies in case of breaches of said fundamental principles of equity, integrity and good management. The Codes also provide useful definitions of prohibited conducts.

The Codes are integrated into the STC through Article 21(d) under which the Principal Recipient is obligated to ensure that the Global Fund’s Code of Conduct for Suppliers is communicated to all bidders and suppliers. It explicitly states that the Global Fund may refuse to fund any contract with suppliers found not to be in compliance with the Code of Conduct for Suppliers. Similarly, Article 21(e) provides for communication of the Code of Conduct for Recipients to all Sub-Recipients, as well as mandatory application through the Sub-Recipient agreements.

Principal Recipients are contractually liable to the Global Fund for the use of all grant funds, including expenses made by Sub-Recipients and contractors. The factual findings made by the OIG following its investigation and summarized through this report can be linked to the prohibited conducts or other matters incompatible with the terms of the Program Grant Agreements.

Reimbursements or Sanctions

The Secretariat of the Global Fund is subsequently tasked with determining what management actions or contractual remedies will be taken in response to those findings. Such remedies may notably include the recovery of funds compromised by contractual breaches. Article 27 of the STC stipulates that the Global Fund may require the Principal Recipient “to immediately refund to the Global Fund any disbursement of the Grant funds in the currency in which it was disbursed [in cases where] there has been a breach by the Principal Recipient of any provision of this (sic) Agreement [...] or the Principal Recipient has made a material misrepresentation with respect to any matter related to this Agreement.”

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29 Id. at Art. 21(b)
31 Standard Terms and Conditions (2012.09) at Art. 21(d)
32 Id. at Art. 21(e)
33 Id. at Art. 14
34 Id. at Art. 27(b) and (d)
According to Article 21(d), “in the event of non-compliance with the Code of Conduct, to be determined by the Global Fund in its sole discretion, the Global Fund reserves the right not to fund the contract between the Principal Recipient and the Supplier or seek the refund of the Grant funds in the event the payment has already been made to the Supplier.”

Furthermore, the UNIDROIT principles (2010), the principles of law governing the grant agreement, in their article 7.4.1, provide for the right of the Global Fund to seek damages from the Principal Recipient in case non-performance, in addition to any other remedies the Global Fund may be entitled to.

Additional sanctions, including with respect to Suppliers, may be determined pursuant to the Sanction Procedure of the Global Fund, for breaches to the Codes.

35 Id.
Annex B Exhibits

This Annex demonstrates examples of the main types of irregularities and other red flags identified in this report:

Section 3.1 – Procurement Irregularities

1.1. Sodipropha SARL

On 26 November 2007, Sodipropha Sarl offered a bid to CSLS to provide them with 9,000 bottles of baby milk for CFA 22,560,000.36 Two days later, Centrale d’Achat des Generiques and Sogepharm offered competing bids for CFA 23,550,000 and CFA 23,250,000, respectively. Winning tender was awarded to Sodipropha Sarl on 21 January 2008, and the vendor issued its invoice on 23 January 2008:

The three bids to CSLS, however, are almost identical. Moreover, the bids from Centrale d’Achat des Generiques and Sogepharm are exactly identical, indicating that the same person authored them:

1.2. Modibo Coulibal

The invoices and quotes of Modibo Coulibal and Aminata Kone, both bidders to a Sub Sub-Recipient (SSR) of Arcad Sida, share the same general appearance, formatting, fonts and wording:

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36 West African Francs (CFA)
1.3. ASL Mali

The invoices and quotes of ASL Mali and PME Assistance, both bidders to *Arcad Sida* or its SSR, share the same general appearance, formatting, fonts and wording:
1.4. Société Niangado et Frères

The OIG contacted the vendor Société Niangado et Frères, on the letterhead of which a quote was considered by the staff of Groupe Pivot for a procurement worth CFA 8,250,000, in which another vendor Compagnie Malienne des Textiles S.A. was selected. Société Niangado et Frères confirmed to the OIG in writing that the quote on its letterhead had been fabricated:

![Image of a written notice from Société Niangado et Frères]

1.5. Amadou Ly

The OIG contacted the vendor Amadou Ly, on the letterhead of which an invoice for CFA 479,000 for delivery of office supplies was paid, as well as a quote for procurement of milk was considered by the staff of a SSR of CSLS (another vendor Société Madala Kouma Frere et Fils was awarded the contract worth CFA 18,587,634 in this procurement). Amadou Ly stated to the OIG that it sells fridges and freezers and does not deliver products indicated in the above invoice and quote on its letterhead:
Both, the invoice and the quote, showed strong similarities with quotes submitted by other bidders for these procurements.

Section 3.2 – Fabrication of Invoices
The OIG found scanned copies of blank vendor invoice templates with preprinted vendor letterhead (in a number of cases, also prestamped with a rubber stamp). At least in one case such template must have been used to prepare an invoice serving as supporting documentation for expenditure of CSLS:
Further, the OIG identified other invoices that were fabricated and about which the vendors confirmed that they did not issue them and/or their signatures in those had been falsified. These invoices were charged to the grant by Arcad Sida, CSLS, and/or their SSRs.

For instance, Hotel Embedjele confirmed that a number of prenumbered invoice templates demonstrated by the OIG had disappeared from the hotel records and had not been issued as valid invoices. It confirmed that in contrary to what could be observed from some or all of the invoices demonstrated by the OIG, the hotel practically never provided its rooms for CFA 25,000, and never provided the rooms without payment of tourist tax. The OIG also observed that on some of the invoices the name of the client had been erased.

Vendor Mamadou Sanogo confirmed that his signature and the content in the invoices demonstrated by the OIG had been falsified.
Section 3.3 – Additional Red Flags – Vendors with Identical Phone and PO Box Numbers

The OIG noted numerous instances where phone numbers indicated on invoices and quotes submitted by different vendors were identical.

For instance, on 15 April 2007, Entreprise Fanta Yala Sidibe (EFYS) submitted a quote to a SSR of Groupe Pivot for construction works in eight different project centers, amounting in total to CFA 4,566,000. The next day, another vendor Somo Travaux offered the exact same services for a total price of CFA 4,844,700. The winning bid was subsequently placed on 25 April 2007 by a third company, Staff Universel.

It appeared from the quotes submitted by Somo Travaux and Entreprise Fanta Yala Sidibe (EFYS) that these two companies shared the same phone number 6481223:
# SOMO TRAVAUX
TOUT POUR LE BATIMENT

# FACTURE PROFORMA
RIDEV / RENOVATION DES CENTRES D'ECOUTE DE BAMAKO
Travaux a faire : Cepissage, Maçonnerie, Menuiserie, Electricula, Aménagement

<table>
<thead>
<tr>
<th>QUANTITE</th>
<th>DESIGNATIONS</th>
<th>P. U.</th>
<th>MONTANT</th>
</tr>
</thead>
<tbody>
<tr>
<td>D1</td>
<td>Centre de manœuvre</td>
<td>725.000</td>
<td>725.000 F</td>
</tr>
<tr>
<td>D2</td>
<td>Centre de Silos</td>
<td>465.000</td>
<td>465.000 F</td>
</tr>
<tr>
<td>D3</td>
<td>Centre deабвиюге</td>
<td>110.000</td>
<td>110.000 F</td>
</tr>
<tr>
<td>D4</td>
<td>Centre de banques</td>
<td>488.000</td>
<td>488.000 F</td>
</tr>
<tr>
<td>D5</td>
<td>Centre de banques</td>
<td>320.000</td>
<td>320.000 F</td>
</tr>
<tr>
<td>D6</td>
<td>Centre de prises</td>
<td>775.000</td>
<td>775.000 F</td>
</tr>
<tr>
<td>D7</td>
<td>Centre de bureaux</td>
<td>800.000</td>
<td>800.000 F</td>
</tr>
</tbody>
</table>

TOTAL : 4.304.700

Arrêté cette facture proforma a la somme de Quatre millions cinq cent quatre mille sept cent francs CFA.

Entreprise : FANTA YALA SIDIBE
Diouf, 15 Avril 2007

# DEVIS ESTIMATIF : RIDEV
REHABILITATION ET DE RENOVATION DE CENTRES

<table>
<thead>
<tr>
<th>Désignations</th>
<th>Qté</th>
<th>P. U.</th>
<th>Montant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sikoro : Electrification,</td>
<td>64</td>
<td>525.000</td>
<td>327.000 F</td>
</tr>
<tr>
<td>Cepissage et Peinture</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TAMAKO : Peinture, menuiserie</td>
<td>81</td>
<td>565.000</td>
<td>565.000 F</td>
</tr>
<tr>
<td>LOUMBARA : Maçonnerie, peinture</td>
<td>61</td>
<td>450.000</td>
<td>450.000 F</td>
</tr>
<tr>
<td>Aboubacougo : Peinture, menuiserie &amp; Electrification</td>
<td>81</td>
<td>586.000</td>
<td>586.000 F</td>
</tr>
<tr>
<td>Simbujou : Peinture et Emaillage</td>
<td>61</td>
<td>313.000</td>
<td>313.000 F</td>
</tr>
<tr>
<td>Viziaiga : Peinture et Electrification</td>
<td>61</td>
<td>313.000</td>
<td>313.000 F</td>
</tr>
<tr>
<td>Aminni : Peinture, Maçonnerie &amp; Cepissage</td>
<td>31</td>
<td>589.000</td>
<td>589.000 F</td>
</tr>
<tr>
<td>Assaboucoug : Electrification, menuiserie et emaillage</td>
<td>61</td>
<td>784.000</td>
<td>784.000 F</td>
</tr>
</tbody>
</table>

TOTAL : 4.566.000

traité ce presentation devis estimaif a la somme de quatre millions cinq cent soixante-six mille francs CFA (4.566.000 F) CFA.
The OIG noted numerous instances where PO box numbers indicated on invoices and quotes submitted by different vendors were identical.

For instance, the PO box number 2475 appeared in invoices and/or quotes submitted by at least 12 different vendors. Documents submitted by four of these vendors are shown below (examples illustrated below relate to expenditure of Groupe Pivot and the SSRs of CSLS and Groupe Pivot):
### Annex C Transactions Subject to Procurement Irregularities

**Total values:**

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>HCNLS</td>
<td>4</td>
<td>26,893</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>135</td>
<td>1,147,494</td>
</tr>
<tr>
<td>CSLS</td>
<td>73</td>
<td>596,769</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>135</td>
<td>435,899</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>347</strong></td>
<td><strong>2,207,055</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Invoice date</th>
<th>Vendor</th>
<th>Goods or services to be delivered</th>
<th>Invoice amount, CFA</th>
<th>Invoice amount, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>HCNLS</td>
<td>7-Oct-08</td>
<td>Nietaga INFORMATIQUE</td>
<td>computer supplies</td>
<td>750,000</td>
<td>1,565</td>
</tr>
<tr>
<td>HCNLS</td>
<td>14-Nov-08</td>
<td>STE CHERIF.SARL</td>
<td>computer supplies</td>
<td>1,010,000</td>
<td>2,107</td>
</tr>
<tr>
<td>HCNLS</td>
<td>15-Dec-08</td>
<td>STE CHERIF.SARL</td>
<td>computer supplies</td>
<td>8,550,000</td>
<td>17,838</td>
</tr>
<tr>
<td>HCNLS</td>
<td>5-Jan-09</td>
<td>Nietaga INFORMATIQUE</td>
<td>computer supplies</td>
<td>2,580,000</td>
<td>5,383</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>26-Sep-05</td>
<td>BIO SIM SARL</td>
<td>medical supplies</td>
<td>3,650,000</td>
<td>7,615</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>3-Oct-05</td>
<td>Paul Marie KONE</td>
<td>school supplies</td>
<td>7,374,750</td>
<td>15,386</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>15-Oct-05</td>
<td>Youssouf Tounkara</td>
<td>school supplies</td>
<td>15,560,300</td>
<td>32,464</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>17-Oct-05</td>
<td>Paul Marie KONE</td>
<td>school supplies</td>
<td>7,466,500</td>
<td>15,578</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>24-Oct-05</td>
<td>Sadem Medical DISTRIBUTION</td>
<td>medical supplies</td>
<td>1,090,000</td>
<td>2,274</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>29-Oct-05</td>
<td>Sahel Vert MOPTI</td>
<td>clothes</td>
<td>1,000,000</td>
<td>2,086</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>31-Oct-05</td>
<td>Youssouf Tounkara</td>
<td>clothes for children</td>
<td>22,804,000</td>
<td>47,577</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>8-Nov-05</td>
<td>Boutique LE. PACHA</td>
<td>clothes for children</td>
<td>4,300,000</td>
<td>8,971</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>11-Nov-05</td>
<td>Youssouf Tounkara</td>
<td>books and stationery</td>
<td>2,856,200</td>
<td>5,959</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>19-Nov-05</td>
<td>Youssouf Tounkara</td>
<td>school supplies</td>
<td>2,152,000</td>
<td>4,490</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>21-Nov-05</td>
<td>Youssouf Tounkara</td>
<td>school supplies</td>
<td>3,185,500</td>
<td>6,646</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>28-Nov-05</td>
<td>Pharmacie Officine Tiabou</td>
<td>cleaning supplies</td>
<td>520,000</td>
<td>1,085</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>9-Dec-05</td>
<td>Moulaye SOUNKORO</td>
<td>rice</td>
<td>1,400,000</td>
<td>2,921</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>13-Dec-05</td>
<td>Imprimerie Graphic MALI SUD</td>
<td>office supplies</td>
<td>375,000</td>
<td>782</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>30-Dec-05</td>
<td>Kouma PLUS</td>
<td>medical supplies</td>
<td>520,000</td>
<td>1,085</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>9-Jan-06</td>
<td>ETS. Boubacar SIDIBE DIT BABE</td>
<td>clothes for children</td>
<td>1,750,000</td>
<td>3,651</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>12-Jan-06</td>
<td>ETS. Boubacar SIDIBE DIT BABE</td>
<td>clothes for children</td>
<td>630,000</td>
<td>1,314</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>20-Jan-06</td>
<td>Gabriel Traore</td>
<td>clothes</td>
<td>6,838,000</td>
<td>14,266</td>
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<tr>
<td>Arcad Sida</td>
<td>20-Jan-06</td>
<td>Youssouf Tounkara</td>
<td>clothes for children</td>
<td>18,988,000</td>
<td>39,615</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>3-Mar-06</td>
<td>Mamadou TOURE DIT BABOU</td>
<td>rice and cereal</td>
<td>3,900,000</td>
<td>8,137</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>10-Mar-06</td>
<td>Association KENEYATON</td>
<td>breakfast/lunch break</td>
<td>1,206,000</td>
<td>2,516</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>17-Mar-06</td>
<td>CGAM</td>
<td>construction work</td>
<td>2,497,016</td>
<td>5,210</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>22-Mar-06</td>
<td>Pharmacie Officine Tiabou</td>
<td>cleaning supplies</td>
<td>520,000</td>
<td>1,085</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>27-Mar-06</td>
<td>Mariko ALASSANE</td>
<td>medical supplies</td>
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<td>sugar, milk and soap</td>
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<td>La Papeterie Du MARCHE Chez Diaby</td>
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<td>19-Jan-10</td>
<td>Ets Balla TIGANA et Freres</td>
<td>sugar, milk and soap</td>
<td>168,450</td>
<td>351</td>
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<td>Modibo COULIBALY</td>
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<td>Ets Balla TIGANA et Freres</td>
<td>rice</td>
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<td>K.TOURE DIT P.N'DIAYE</td>
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<td>2-Feb-10</td>
<td>Souleymane KONE</td>
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<td>Marietou DIARRA</td>
<td>food</td>
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<td>15-Feb-10</td>
<td>Mme Aoua OUATTARA</td>
<td>food</td>
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<td>1,034</td>
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<td>Arcad Sida</td>
<td>6-May-10</td>
<td>Mariam COULIBALY.2</td>
<td>rice and cereals</td>
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<td>1,074</td>
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<td>Arcad Sida</td>
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<td>TOTAL SOUDANAISE</td>
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<td>Arcad Sida</td>
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<td>TOTAL SOUDANAISE</td>
<td>gas</td>
<td>319,790</td>
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<td>La Papeterie Du MARCHE Chez Diaby</td>
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<td>Gaoussou COULIBALY</td>
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<td>breakfast and lunch breaks</td>
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<td>breakfast and lunch breaks</td>
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<td>gas</td>
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<td>milk</td>
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<td>car supplies</td>
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<td>T-shirts</td>
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<td>Sodipropha SARL</td>
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<td>Kaoulili COULIBALY</td>
<td>office supplies</td>
<td>283,250</td>
<td>591</td>
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<tr>
<td>Groupe Pivot</td>
<td>29-Mar-08</td>
<td>Convention Des Jeunes Pour Le Developement.1</td>
<td>room rental</td>
<td>60,000</td>
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</tr>
<tr>
<td>Groupe Pivot</td>
<td>29-Mar-08</td>
<td>Restaurant DUNIYA</td>
<td>breakfast and lunch breaks</td>
<td>204,000</td>
<td>426</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>31-Mar-08</td>
<td>Association Nous VIH SIDA Et LES AMIS ANVSNA</td>
<td>breakfast, lunch and dinner breaks</td>
<td>435,000</td>
<td>908</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>4-Apr-08</td>
<td>Ibrahim ALMOUCTAR</td>
<td>rice, milk and sugar</td>
<td>3,000,000</td>
<td>6,259</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>14-Apr-08</td>
<td>Mahamadou KARAKON</td>
<td>rice, sugar and soap</td>
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</tr>
<tr>
<td>Groupe Pivot</td>
<td>17-Apr-08</td>
<td>Moctar.CISSE</td>
<td>rice, soap, milk and sugar</td>
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<td>8,345</td>
</tr>
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<td>Groupe Pivot</td>
<td>28-Aug-08</td>
<td>Abdoul Kader TOURE</td>
<td>breakfast/lunch break</td>
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<td>3,755</td>
</tr>
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<td>Groupe Pivot</td>
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<td>S.G.I.TT. SARL</td>
<td>computer supplies</td>
<td>295,000</td>
<td>615</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>12-Nov-08</td>
<td>Etablissement Hamidou Coulibaly</td>
<td>school supplies</td>
<td>1,213,250</td>
<td>2,531</td>
</tr>
<tr>
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<td>1-Dec-08</td>
<td>ETS.B.SIDIBE DIT BABE</td>
<td>clothes for children</td>
<td>1,040,000</td>
<td>2,170</td>
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<td>Groupe Pivot</td>
<td>1-Dec-08</td>
<td>Yaya SOUMOUNTERA</td>
<td>milk</td>
<td>1,168,960</td>
<td>2,439</td>
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<td>Groupe Pivot</td>
<td>17-Dec-08</td>
<td>Boubacar COULIBALY</td>
<td>rice</td>
<td>8,926,500</td>
<td>18,624</td>
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<tr>
<td>Groupe Pivot</td>
<td>23-Dec-08</td>
<td>Moctar.CISSE</td>
<td>rice, soap, milk and sugar</td>
<td>4,000,000</td>
<td>8,345</td>
</tr>
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<td>Groupe Pivot</td>
<td>24-Dec-08</td>
<td>Boutique et Textil</td>
<td>soap and sugar</td>
<td>620,000</td>
<td>1,294</td>
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<td>Groupe Pivot</td>
<td>24-Dec-08</td>
<td>Sidiki TRAORE</td>
<td>rice</td>
<td>3,060,000</td>
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<td>Groupe Pivot</td>
<td>25-Dec-08</td>
<td>Ibrahim ALMOUCTAR</td>
<td>rice and sugar</td>
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<td>SODIAF</td>
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<td>Fanta DIALLO</td>
<td>food</td>
<td>102,000</td>
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<td>4-Feb-09</td>
<td>Nouveau SOLEIL</td>
<td>computer supplies</td>
<td>2,800,000</td>
<td>5,842</td>
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<td>Samba YERENANKORE</td>
<td>office supplies</td>
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<td>Commerce General Chez Aliou TRAORE.1</td>
<td>office supplies</td>
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<td>Invoice amount, US$</td>
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<td>Mariam TRAORE RESTO PLUS</td>
<td>breakfast break</td>
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<td>Maya BOUTIQUE</td>
<td>school supplies</td>
<td>2,250,000</td>
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<td>Groupe Pivot</td>
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<td>Maya BOUTIQUE</td>
<td>school supplies</td>
<td>2,250,000</td>
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<tr>
<td>Groupe Pivot</td>
<td>3-Apr-09</td>
<td>La Plume Yacouba SOUMARE</td>
<td>food</td>
<td>114,000</td>
<td>238</td>
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<td>Groupe Pivot</td>
<td>10-Apr-09</td>
<td>Restaurant Buvette Paradis MULTISERVICES</td>
<td>breakfast and lunch breaks</td>
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<td>Groupe Pivot</td>
<td>8-May-09</td>
<td>Restaurant Du Sahel TOMBOUCTOU</td>
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<td>1,878</td>
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<td>Restaurant Alma TOMBOUCTOU</td>
<td>breakfast/lunch break</td>
<td>900,000</td>
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<td>14-May-09</td>
<td>Maya BOUTIQUE</td>
<td>school supplies</td>
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<td>Restaurant DUNIYA</td>
<td>breakfast and lunch breaks</td>
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<td>394</td>
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<td>Inna SIDIDJE</td>
<td>breakfast and lunch breaks</td>
<td>573,580</td>
<td>1,197</td>
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<td>14-Sep-09</td>
<td>Samba YERENANKORE</td>
<td>sugar, tea, soap</td>
<td>431,600</td>
<td>900</td>
</tr>
<tr>
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<td>12-Oct-09</td>
<td>Etablissement Hamidou Coulibaly</td>
<td>rice, soap, milk and sugar; school supplies; clothes for children</td>
<td>10,550,250</td>
<td>22,011</td>
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<td>Groupe Pivot</td>
<td>19-Oct-09</td>
<td>ETS.S.TIMBINE</td>
<td>car supplies</td>
<td>891,644</td>
<td>1,860</td>
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<td>19-Oct-09</td>
<td>ETS.S.TIMBINE</td>
<td>car supplies</td>
<td>800,415</td>
<td>1,670</td>
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<td>23-Oct-09</td>
<td>SODIAF</td>
<td>office supplies</td>
<td>26,200</td>
<td>55</td>
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<td>28-Oct-09</td>
<td>Mahamane MAIGA</td>
<td>school supplies</td>
<td>615,200</td>
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<td>30-Oct-09</td>
<td>Ibrahim ALMOUCTAR</td>
<td>rice, soap and sugar</td>
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<td>7,302</td>
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<td>Groupe Pivot</td>
<td>12-Nov-09</td>
<td>La Plume Yacouba SOUMARE</td>
<td>food</td>
<td>594,627</td>
<td>1,241</td>
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<tr>
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<td>16-Nov-09</td>
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<td>office supplies</td>
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<td>20-Dec-09</td>
<td>Restaurant Bien Manger.1</td>
<td>breakfast and lunch breaks</td>
<td>864,000</td>
<td>1,803</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>no date</td>
<td>Youssouf Sangare Menuisier</td>
<td>learning materials</td>
<td>110,000</td>
<td>229</td>
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Annex D  Transactions Subject to Fabrication of Invoices

Total values:

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Number of transactions</th>
<th>Total value, US$</th>
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</thead>
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<td>Arcad Sida</td>
<td>4</td>
<td>375</td>
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<tr>
<td>CSLS</td>
<td>6</td>
<td>2,683</td>
</tr>
<tr>
<td>Total</td>
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<td>3,058</td>
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<table>
<thead>
<tr>
<th>Recipient</th>
<th>Invoice date</th>
<th>Vendor</th>
<th>Goods or services to be delivered</th>
<th>Invoice amount, CFA</th>
<th>Invoice amount, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcad Sida</td>
<td>6-Nov-07</td>
<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>50,000</td>
<td>104</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>6-Nov-07</td>
<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>50,000</td>
<td>104</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>6-Nov-07</td>
<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>50,000</td>
<td>104</td>
</tr>
<tr>
<td>Arcad Sida</td>
<td>6-Nov-07</td>
<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>30,000</td>
<td>63</td>
</tr>
<tr>
<td>CSLS</td>
<td>20-Jul-06</td>
<td>Mamadou Sanogo Commercant</td>
<td>ink</td>
<td>450,000</td>
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<td>28-Sep-06</td>
<td>Mamadou Sanogo Commercant</td>
<td>ink</td>
<td>325,000</td>
<td>678</td>
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<td>CSLS</td>
<td>15-May-07</td>
<td>Mamadou Sanogo Commercant</td>
<td>office supplies</td>
<td>155,875</td>
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<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>127,500</td>
<td>266</td>
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<td>CSLS</td>
<td>26-Aug-07</td>
<td>Hotel AMBEDJELE</td>
<td>hotel room rental</td>
<td>127,500</td>
<td>266</td>
</tr>
<tr>
<td>CSLS</td>
<td>25-Jan-08</td>
<td>Somayaf</td>
<td>gasoline</td>
<td>100,000</td>
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Annex E  Transactions Related to Vendors with Identical Phone Numbers

<table>
<thead>
<tr>
<th>Recipient</th>
<th>Recipient Repeating phone numbers37</th>
<th>Vendor</th>
<th>Invoice amount, CFA</th>
<th>Invoice amount, US$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Groupe Pivot</td>
<td>222661</td>
<td>Papeterie La Kabaroise</td>
<td>16,500</td>
<td>34</td>
</tr>
<tr>
<td>Groupe Pivot</td>
<td>222661</td>
<td>Resto La bonne Cuisine</td>
<td>540,000</td>
<td>1,127</td>
</tr>
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<td>Groupe Pivot</td>
<td>2202156</td>
<td>ETS Diaby</td>
<td>105,000</td>
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<td>Arcad Sida</td>
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<td>Cite des enfants</td>
<td>3,272,500</td>
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<td>2204011</td>
<td>Restaurant MARCO.1</td>
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<td>Resto macro</td>
<td>2,100,000</td>
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<td>Groupe Pivot</td>
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<td>Bouhacar Sacko</td>
<td>50,000</td>
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<td>Groupe Pivot</td>
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<td>Le Soir de Bamako</td>
<td>75,000</td>
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<td>Groupe Pivot</td>
<td>2204538</td>
<td>Nouvel Horizon</td>
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<td>Arcad Sida</td>
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<td>Commerce Etoile du Monde</td>
<td>372,400</td>
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<tr>
<td>Arcad Sida</td>
<td>2214244</td>
<td>Mr Adama Traore</td>
<td>721,250</td>
<td>1,505</td>
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<tr>
<td>Arcad Sida</td>
<td>2214244</td>
<td>Mr Adama Traore</td>
<td>207,765</td>
<td>433</td>
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<tr>
<td>Arcad Sida</td>
<td>2214244</td>
<td>Mr Adama Traore</td>
<td>850</td>
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<td>Groupe Pivot</td>
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<td>Sodisad SARL</td>
<td>182,000</td>
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<td>Groupe Pivot</td>
<td>2219035</td>
<td>Mamadou Sacko</td>
<td>113,000</td>
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<td>CSLS</td>
<td>2220057</td>
<td>Papeterie et quincaillerie et divers Issa Samake2</td>
<td>93,000</td>
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<td>Arcad Sida</td>
<td>2220571</td>
<td>Afrique communication</td>
<td>46,000</td>
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<td>Nouveau soleil SARL</td>
<td>1,042,500</td>
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<td>CSLS</td>
<td>2222417</td>
<td>Bourama doumbia</td>
<td>198,550</td>
<td>414</td>
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<td>Arcad Sida</td>
<td>2224120</td>
<td>Karamako Toure DIT Papa Ndiaye</td>
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<td>Arcad Sida</td>
<td>2224120</td>
<td>Karamako Toure DIT Papa Ndiaye</td>
<td>1,200,000</td>
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<td>CSLS</td>
<td>2224283</td>
<td>Bemba Keita</td>
<td>280,000</td>
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<td>Dembele Fafa et Freres</td>
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<td>Arcad Sida</td>
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<td>Emad ETS Mahamady Dembele</td>
<td>740,000</td>
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<td>2225564</td>
<td>Enda Tiers Monde</td>
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<td>Modik Entreprise</td>
<td>863,370</td>
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37 Besides the invoices in the above list, the listed phone numbers also appeared in various quotes submitted by the vendors listed above.
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<thead>
<tr>
<th>Recipient</th>
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<th>Invoice amount, US$</th>
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<td>Kally Coulibaly</td>
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<td>CSLS</td>
<td>2229919</td>
<td>Bouba Camara</td>
<td>54,000</td>
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<td>CSLS</td>
<td>2229919</td>
<td>SE GE CO SARL</td>
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<td>510,000</td>
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<td>Sorry dit Ibrahima Sonko</td>
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<td>CSLS</td>
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<td>Baba Diarra</td>
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<tr>
<td>Groupe Pivot</td>
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Annex F  Transactions Related to Vendors with Identical PO Box Numbers

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38 Besides the invoices in the above list, the listed PO box numbers also appeared in various quotes submitted by the vendors listed above.