

GLOBAL FUND OBSERVER (GFO), an independent newsletter about the Global Fund provided by Aidspace to over 8,000 subscribers in 170 countries.

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1. NEWS: Board Cancels Round 11 and Introduces Tough New Rules for Grant Renewals

The Global Fund Board has cancelled Round 11 in light of the Global Fund's financial difficulties. This difficult decision was made at a stressful two-day Board meeting in Accra, Ghana, that ended yesterday evening, 22 November.

The original decision to launch Round 11 in August 2011 was made at a Board meeting in December 2010. At its meeting in May 2011, the Board did not make any changes to its plans for Round 11, having been told by the Secretariat that sufficient funding (an estimated \$1.6 billion) would be available for that round. But the estimate of funds available for Round 11 declined to \$0.8 billion in September 2011, and then to a negative amount this month. The decline was caused primarily by some donors changing their minds regarding their so-called pledges, and other donors saying that they would delay payment of their pledges.

The Global Fund has long had a policy that the financing of Phase 2 renewals of existing grants has a higher priority than the financing of new grants. As a result, the Board concluded that almost all of the \$8.2 billion in revenues that is now projected to arrive by the end of 2013 will be needed for renewals, leaving no money for Round 11.

The next replenishment period will be 2014–2016. Given that there is no money for Round 11, the next opportunity for countries to apply for new grants will be during the 2014–2016 period. They will be able to do so using a new funding model that is called for in the Fund's new Strategy 2012–2016, also approved at this Board meeting.

Some countries have existing grants that will reach the end of Phase 2 well before 2014. Many of those countries have been hoping to be approved for Round 11 grants. Because that will not be possible now, the Board has agreed to put in place a Transitional Funding Mechanism that will provide for continuation of essential prevention, treatment and/or care services by current grantees. Details of this mechanism will likely be announced in the coming weeks.

However, even with the cancellation of Round 11, the Global Fund did not have enough money to pay for the Transitional Funding Mechanism, and for some Round 10 grants, unless further savings could be found. (The Fund stopped signing Round 10 grant agreements about a week ago because of its financial problems.)

The Board decided to find some of the required savings in the following ways:

- The one-year Grace Period provision for changes in country income classification will be rescinded. (See [explanation](#) in GFO 80.)
- The “counterpart financing” and “focus of proposal” requirements that already apply to new grants will also apply to Phase 2 renewals. (See [description](#) in GFO 146.)
- Instead of Phase 2 financial commitments being made in two tranches (i.e., the first two years, and then the third year), they will be made one year at a time (“1+1+1”).

But even more money had to be freed up. The Board discussed two options for this. One was to say that all eligibility rules that apply to new proposals would also apply to Phase 2 renewals. The other was to say that countries are not eligible for Phase 2 renewal of their current grants if they are Group of 20 (G-20) upper-middle-income countries “with less than an extreme disease burden.” Following a difficult discussion, the Board chose the second option. This means, for example, that Argentina, Brazil, China, Mexico and Russian Federation will not be eligible for Phase 2 renewal. (South Africa is a G-20 country, but it has an “extreme” disease burden, so it will be allowed through.)

China is, by far, the country that will suffer most from this decision, because China had been expecting to be eligible for some \$880 million in grant renewals.

Now that the above measures have been agreed, the Fund will temporarily be able to resume signing Round 10 grant agreements. However, because the signing of new grant agreements can only be done when the required funds have been received by the Global Fund from its donors, and because Phase 2 renewals take priority over new grants, it is always possible that the signing of Round 10 agreements will be put on hold again. It all depends on whether donors deliver their 2011 pledges during 2011, and whether at least some of them deliver their 2012 pledges earlier rather than later in 2012.

The Global Fund Board's decisions concerning Round 11 are contained in the decisions point document for the Accra meeting, which is due to be posted at www.theglobalfund.org/en/board/meetings/twentyfifth.

2. NEWS: Main Decisions Made at Board Meeting

On 20–21 November 2011, the Global Fund Board held its 25th meeting in Accra, Ghana. GFO was present, with observer status. The main decisions made at the meeting, in chronological order, were as follows. *(For precise wording of what the Board agreed, see the decision points document that is due to be posted at www.theglobalfund.org/en/board/meetings/twentyfifth. Background documentation will also, in time, be posted by the Global Fund at the same location.)*

Strategy 2012–2016. The Board approved a new Strategy which establishes the general direction of the Global Fund for the next five years. Unlike previous strategies, the new Strategy includes some goals and targets. Further details are provided in Article 3 below. *[See Decision Point 5.]*

Consolidated Transformation Plan. The Board approved a Consolidated Transformation Plan (CTP) that will serve as a roadmap for the Global Fund over the next 18 months. The CTP, which contains 31 projects and 162 deliverables, is based on input from a variety of sources, including the report of the High-Level Panel, and the Global Fund Strategic Plan 2012–2016 (also adopted at this meeting). Further details are provided in Article 4 below. *[See Decision Point 6.]*

Governance reform. The Board approved a charter for each of the three new standing committees of the Board: the Strategy, Investment and Impact Committee; the Finance and Operational Performance Committee; and the Audit and Ethics Committee. (The “old” standing committees had terms of reference; the Global Fund decided to use the term “charter” instead.) The Board also approved terms of reference for the new Board Coordinating Group; operating procedures for the Board and its committees; and revisions to the Bylaws (required to reflect the changes in Board structure). This completes Phase 1 of governance reform. Phase 2 will focus on, among other things, Board composition and the role of the non-voting seats. *[See Decision Point 7.]*

TERG replenishment. The Board extended the terms of five current members of the Technical Evaluation Reference Group (TERG) until the completion of the process to recruit and select new TERG members as required under the TERG TORs. This is a housekeeping matter, designed to give the new Strategy, Investment, and Impact Committee time to undertake the recruitment and selection process. *[See Decision Point 8.]*

Evaluation Strategy 2012–2016. The Board approved a five-year Evaluation Strategy. The Strategy is built around three types of evaluations: (1) programme reviews to assess performance, efficiency and quality; (2) thematic evaluations to assess the success of key initiatives; and (3) impact evaluations at country and global levels. *[See Decision Point 9.]*

Corporate performance framework. The Board tasked the Secretariat with revising the Key Performance Indicator (KPI) Framework to reflect a recently commissioned independent review, the High-Level Panel recommendations and the Global Fund Strategy 2012–2016 (adopted at this meeting). *[See Decision Point 10.]*

TRP membership. The Board authorised the Chair and Vice-Chairs of the Technical Review Panel (TRP) to fill vacancies on the TRP (for permanent and alternate members) from amongst members of the TRP Support Group. Previously, the Board made such appointments itself. The Board will continue to appoint the members of the TRP Support Group. The Board also authorised the Chair and Vice-Chairs of the TRP to add members, as required, for a given round of proposals. Such members will be selected from amongst

alternate members of the TRP and, where necessary, former TRP members. [See Decision Point 11.]

Voluntary Dispute Resolution Process. The Board approved a process to provide principal recipients with a non-binding alternative to arbitration to resolve disputes related to OIG final audit and investigation reports. [See Decision Point 12.]

Human resources (HR) strategy. The Board approved what it called a Medium-Term Human Resources Strategy. The strategy consists of five “pillars”: (1) strengthen the institutional environment for managing human resources; (2) develop the people management skills of line managers; (3) establish a comprehensive policy framework; (4) strengthen HR services; and (5) provide strong HR support to the implementation of the Consolidated Transformation Plan. [See Decision Point 13.]

Committee leadership. The Board appointed Todd Summers (Private Foundations delegation) and Shaun Mellors (Communities) as Chair and Vice-Chair of the Strategy, Investment and Impact Committee; Viorel Soltan (Eastern Europe and Central Asia) and John Monahan (USA) as Chair and Vice-Chair of the Finance and Operational Performance Committee; Brian Brink (Private Sector), Claude Rubinowicz (France) and Karlo Boras (Developing Country NGOs) to serve as members of the Audit and Ethics Committee, with Brian Brink also serving as Vice-Chair. The remaining four seats on this committee (one of them also to serve as Chair) are reserved for independent members, to be filled later. All will serve for two-year terms. [See Decision Point 14.]

2012 operating budget. The Board approved a 2012 budget of \$369.9 million. Of this amount, \$17.8 million represents additional costs due to the decline in the value of the U.S. dollar. Without that adjustment, the proposed budget is \$19.0 million (or 6%) higher than the 2011 budget. The OIG portion of the budget goes from \$19.8 million in 2011 to \$28.0 million in 2012, an increase of 41%. The OIG budget includes a \$3 million contingency, which the OIG will have to get approval to use. The LFA budget is up \$10.3 million (14%). [See Decision Point 15.]

Round 11, and grant renewals. Described in Article 1, above. [See Decision Point 16.]

Executive session deliberations. In the course of the Board meeting, the Board spent several hours in executive session, during which only voting Board members and alternates were present. All those present signed confidentiality agreements. No announcement was subsequently made about what transpired during those sessions. (No formal decisions were made, because if they had been made, the full Board meeting would have been informed.)

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3. NEWS: Consolidated Transformation Plan Adopted

Plan reflects the High-Level Panel recommendations and the Fund's new five-year Strategy

Plan includes 31 projects and 162 deliverables

At its meeting in Accra, Ghana, on 21-22 November 2011, the Global Fund Board approved a Consolidated Transformation Plan (CTP). The plan provides a detailed roadmap concerning changes that the Global Fund will introduce in the next 18 months.

The CTP was put together using input from a variety of sources, including the Global Fund Strategy 2012–2016 (also adopted at the Accra meeting); the report of the High-Level Panel; the Fund's own Comprehensive Reform Plan; and recommendations from the Global Fund's Office of the Inspector General (OIG) from its many audits and investigations.

The CTP consists of six "transformation areas," 31 projects and 162 deliverables. The six transformation areas are as follows: (1) resource allocation, investment, results measurement and evaluation; (2) risk management; (3) grant management; (4) Secretariat organisation; (5) governance; and (6) resource mobilisation. Table 1 provides a list of the 31 projects.

Table 1: CTP projects, by transformation area

| Transformation area | Projects |
|--|--|
| Resource allocation, investment, results measurement and evaluation
(six projects) | Early launch of elements of a 2-stage application approach through Round 11 (incl. NSA and HSFP) |
| | Design and roll out two stage application/approval model |
| | Improve and link financial reporting framework to Fund services, investments |
| | Improve results reporting, strengthen data management systems, focus on quality |
| | Focus performance-based funding on outcomes, impact to improve strategic investments |
| | Improved value for money in strategic investment decisions |
| Risk management
(four projects) | Corporate Risk Management Framework |
| | Operational Risk Management Framework |
| | Country Segmentation Matrix and application of differentiated safeguards |
| | Define Responsibilities of External Auditors |
| Grant management
(10 projects) | Improved Grant Management - Processes |
| | Improved Grant Management - Organization and Structure |
| | Develop codes of conduct for Global Fund stakeholders |
| | Establish protocols and methods of work between Secretariat and OIG |
| | Refine the scope and improve the timeliness of OIG reports |
| | Strengthen information provision to the Board on audit and investigations |
| | Redefine the relationship with the UNDP |
| | Enhancing partnerships work to improve grant implementation and mitigate risk |
| | Workforce Alignment |
| | Leverage the Investments in LFAs |
| Secretariat organisation
(six projects) | Human Resource Review |
| | Reinforce the Executive Management Team |
| | Implement The Global Fund Consolidated Transformation Plan |
| | Develop implementation plan for the Global Fund 2012-2016 Strategy |
| | Create a cohesive corporate culture |
| | IT Unit Reorganization |

| Transformation area | Projects |
|---|--|
| Governance
(four projects) | Identify the Role of the Board |
| | Refining the role and structure of core advisory functions, assessing Board composition and strengthening implementer engagement in the governance framework |
| | Define an appropriate Committee structure and membership framework to strengthen committee participation and performance |
| | Improve Board and Committee self-governance, strategic leadership on risk-interdependencies, and administrative management |
| Resource mobilisation
(one project) | Review of Replenishment Mechanism |

Each project has between one and 13 deliverables. For example, the “Improved grant management – organization and structure” project, in the “Grant management” area, has eight deliverables, as follows:

1. Updated TORs of Country Team members
2. Updated decision-making framework for fund portfolio managers (FPMs) and country teams
3. Framework for rotation and professional development
4. Definition of the accountability of country team members and performance expectations
5. Additional country team approach (CTA) countries identified and required staff assigned
6. CTA expansion based on risk factors and resource requirements
7. Tailored scope of work for LFAs for expanded CTA portfolio
8. Increase of number of countries managed under CTA

The plan documents tabled at the Board meeting consist of two parts: (1) a 17-page narrative description of the plan; and (2) an attachment which outlines the plan matrix in table format. The matrix is organised by High-Level Panel recommendation, which allows the reader to see how the CTP responds to the recommendations of the Panel. The matrix shows who is leading each project, and what the due date is for each deliverable.

The matrix also lists the objectives for each project. For example, the objective for the “Operational risk management framework,” project in the “Risk management” area, reads as follows: “Develop an operational risk management framework that will provide FPMs and Country Teams with the tools to address operational risk management in a consistent manner and empower them to make the necessary decisions to facilitate grant management.”

The matrix does not list activities per se, but the activities can be derived from the list of deliverables. In fact, some of the deliverables read like activities (for example, “Establish a Board Coordinating Group with defined roles and responsibilities”). The narrative description of the CTP includes many activities, but they are not listed in any organised way.

Many of the activities listed in the CTP are already underway or have already been announced. Some activities are more specific than others. The following are examples of some of the more specific activities included in the CTP:

- Hire a Chief Risk Officer
- Design a new funding application process

- Introduce a new data quality assessment tool
- Develop standard operating procedures for the oversight of operational risk
- Revise the guidelines for sub-recipient audits
- Develop an automated process for disbursements
- Develop a code of conduct for principal recipients
- Develop a new definition of “country ownership”
- Revise in-country communications protocols
- Develop terms of reference for the new Board committees

The narrative description of the CTP describes the outcomes of many of the activities listed in the plan but, like the activities themselves, these are not listed in any organised way. An example of an outcome described in the report is the following:

“Transforming operational risk management will aim to reduce the risk of fraud and inefficiencies in Global Fund grants, and promote the strategic use of Global Fund resources to manage risks more effectively. It will also provide strong assurance that investments in the Global Fund are used for their intended purposes.”

The Global Fund has developed a governance structure to manage implementation of the CTP. The governance structure includes the following elements:

- a Transformation Steering Group, made up of the Executive Management Team of the Secretariat, the Inspector General, and the Board Chair or Vice-Chair, which will be responsible for “steering overall implementation of the CTP”;
- the Deputy Executive Director, supported by a Senior Transformation Advisor, who will coordinate overall implementation of the CTP; and
- a Program Management Office, led by the Senior Transformation Advisor, whose main roles will include monitoring and reporting, identifying and managing risks to the implementation of the CTP, and coordinating human resources and communications related to the CTP.

In addition, each project in the CTP will have a manager.

The Global Fund estimates that the cost of implementing the CTP will be \$20 million in non-staff expenses, and 75 full-time-equivalent staff (both Secretariat and OIG). The staff costs will be covered by de-prioritising activities that are not central to the CTP and re-deploying existing staff.

An internal communications plan has been developed. The Global Fund said that external communications related to the CTP will “fall within the broader Global Fund communications strategy.”

There is still work to be done on the CTP, such as the development of outcome indicators, baselines and targets. The Global Fund said that a review of the CTP will be conducted after the first full year of implementation.

Both the narrative description of the CTP, and the matrix referred to in this article, should be available shortly at www.theglobalfund.org/en/board/meetings/twentyfifth. Look for “GF/B25/4” and “GF/B25/4 Attachment 1.”

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4. NEWS: Global Fund Strategy 2012–2016 Adopted

Strategy contains five strategic objectives and 14 strategic actions

The Global Fund Board has adopted a new Strategy which sets the direction for the organisation for the next five years.

Unlike previous strategies, the Strategy 2012–2016 contains goals and targets. There are two goals, as follows: (1) 10 million lives saved over 2012–2016; and (2) 140–180 million new infections prevented over 2012–2016. The targets, to be achieved by 2016, are described in Table 1.

Table 1: Strategy 2012-2016 Targets

| Disease | Target |
|----------|---|
| HIV/AIDS | 7.3 million people on antiretrovirals (by 2016) |
| TB | 4.6 million DOTS treatments (annually) |
| | 21 million DOTS treatments (between 2012–2016) |
| Malaria | 90 million LLINs distributed (annually) |
| | 390 million LLINs distributed (between 2012–2016) |

DOTS = Directly observed treatments (short course)
LLIN = Long-lasting insecticide-treated bed nets

Note: Both the goals and the targets refer to programmes supported by the Global Fund (and not to the share of these programmes financed by the Global Fund alone).

Development of the Strategy began at the beginning of 2011 and included widespread consultations with stakeholders. It was developed on a parallel track with other major planning initiatives, include the Comprehensive Reform Plan, the Governance Reform Initiative and the Consolidated Transformation Plan.

The Strategy contains five Strategic Objectives and 14 Strategic Actions, as shown in Table 2.

Each of the strategic actions is described in the Strategy Document. Many of these actions are reflected in the Consolidated Transformation Plan adopted at the Board meeting in Accra. (See Article 2 above.)

The Strategy also contains two “Strategic Enablers” which the Global Fund says are necessary for the Strategy to deliver results: (1) enhance partnerships; and (2) transform to improve global governance, operations and fiduciary controls.

The new Strategy, Investment and Impact Committee (SIIC) will oversee implementation of the Strategy.

Table 2: Strategy 2012-2016 Objectives and Actions

| Strategic Objectives | Strategic Actions |
|---|--|
| 1. Invest more strategically. | 1.1 Focus on the highest-impact countries, interventions and populations while keeping the Global Fund global. |
| | 1.2 Fund based on national strategies and through national systems. |
| | 1.3 Maximize the impact of Global Fund investments on strengthening health systems. |
| | 1.4 Maximize the impact of Global Fund investments on improving the health of mothers and children. |
| 2. Evolve the funding model. | 2.1 Replace the rounds system with a more flexible and effective model. |
| | 2.2 Facilitate the strategic refocusing of existing investments. |
| 3. Actively support grant implementation success. | 3.1 Actively manage grants based on impact, value for money and risk. |
| | 3.2 Enhance the quality and efficiency of grant implementation. |
| | 3.3 Make partnerships work to improve grant implementation. |
| 4. Promote and protect human rights. | 4.1 Integrate human rights considerations throughout the grant cycle. |
| | 4.2 Increase investments in programs that address human rights-related barriers to access. |
| | 4.3 Ensure that the Global Fund does not support programs that infringe human rights. |
| 5. Sustain the gains, mobilise resources. | 5.1 Increase the sustainability of Global Fund-supported programs. |
| | 5.2 Attract additional funding from current and new sources. |

The Global Fund Strategy 2012–2016 should be available shortly at www.theglobalfund.org/en/board/meetings/twentyfifth. Look for GF/B25/7.

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5. NEWS: Sharp Drop in Rate of Converting Donor Pledges to Contributions, Kazatchkine says

E.D. Report to the Board covers a wide range of topics

The rate of conversion of donor pledges to contributions has been falling for some time. Between 2001 and 2008, the conversion rate was over 100%, with some donors actually paying more than the amount pledged. The rate fell to 87% in 2009 and to 79% in 2010.

This information was contained in the Report of the Executive Director presented to the Global Fund Board at its meeting in Accra. The E.D., Michel Kazatchkine, said that “these results highlight the pressing need for the Global Fund to review its existing replenishment mechanism as part of the transformation process.”

In his report, Kazatchkine said that by the end of October 2011, about \$1.9 billion has been disbursed, against a 2011 target of \$3.1 billion. The Global Fund projects that disbursements at year end will total \$2.8 billion. Kazatchkine said that “the lower than anticipated disbursement figure is in large part attributable to the increased attention being paid to fiduciary issues.” For example, Kazatchkine said, in six countries that have accounted for around 40% of the gap between forecast and actual disbursements in 2011, reasons for

delays included concerns raised by the Global Fund's Office of the Inspector General (OIG) that had not been addressed and the need to extend LFA verification periods.

Kazatchkine reported that the grant portfolio continues to perform strongly, with nearly 80% of grants rated B1 (adequate) or higher at the time of last disbursement. A slightly higher proportion of grants has received B2 (inadequate) or C (unacceptable) ratings in 2011 (compared to 2010) because of increased focus on fiduciary matters.

Kazatchkine said that "as the Fund transforms, one of its most difficult challenges will be to strike an appropriate balance between ensuring sound fiduciary oversight and moving funds to where they are needed in a timely manner without placing an undue administrative burden on implementing countries."

Kazatchkine said that by early November, 36 of 113 Round 10 grants have been signed, of which 70% are single-stream-of-funding (SSF) agreements.

Kazatchkine said that he and John Parsons, the Inspector General, have developed a joint protocol, setting out the principles that will govern the Secretariat-OIG relationship and the working methods they will follow.

According to the E.D. report, the Global Fund will now play a far more active role in managing grants to ensure that programmes are implemented successfully. This means that the Fund will focus strongly on risk management across the portfolio, work to mobilize partners more effectively around implementation challenges and ensure that value for money is optimised at all stages of the grant cycle.

Kazatchkine said that the Secretariat has completed the development of an operational risk management matrix that enables categorisation of countries according to four factors: risk, burden of disease, volume (the measure of Global Fund resources in a country) and workload. Kazatchkine said that use of the country team approach (CTA) in the Global Fund Secretariat now covers 33 countries, representing 60% of the portfolio under management (up from 13 countries and coverage of 35% a year ago). He added that staff have been assigned to senior positions for the 15 countries assessed as highest risk.

Other information contained in the E.D.'s report included the following:

- By the end of October 2011, the Global Fund had disbursed a cumulative \$14.7 billion through more than 900 grants in 150 countries, of which around 500 grants were active.
- Of the 77 grants approved for Phase 2 in 2011, 59% received a "GO" and 36% a "Conditional GO," The number of Conditional GOs is significantly lower than in 2010. This year, four grants have received a "No GO," compared to just two in the preceding two years.
- An evaluation report has been issued on the Fund's gender equality and SOGI strategies and is available on the Global Fund website. [When we went to press, we were not able to find the evaluation report on the website.]
- New TORs and operational guidelines have been developed for the Executive Management Team.
- 13 countries have participated in the initiative of the Global Fund, UNAIDS and UNICEF to re-programme more than \$80 million for the scale-up of prevention of mother-to-child transmission programmes.

- 79% of recommended Round 10 proposals included private sector co-investments.

The Report of the Executive Director should be available shortly at www.theglobalfund.org/en/board/meetings/twentyfifth. See GF/B25/2.

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END OF NEWSLETTER
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This is an issue of the *GLOBAL FUND OBSERVER (GFO)* Newsletter.

We welcome suggestions for topics we could cover in *GFO*. If you have a suggestion, please send it to the Editor of *GFO* (see contact information below).

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