

## United National Financial Regulations – Expanded Analysis for UNHCR

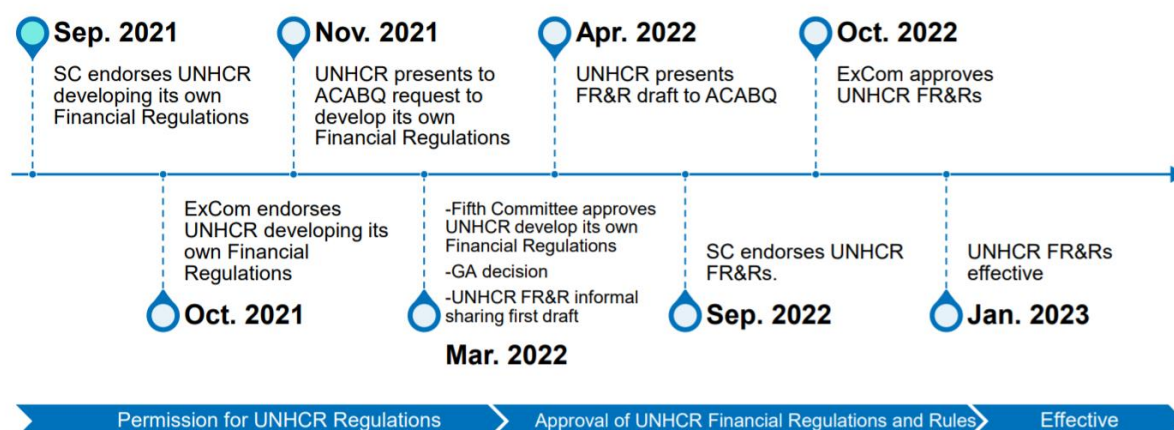
UNHCR has proposed to initiate a process to obtain authority from the United Nations General Assembly for UNHCR to have its own financial regulations specifically applicable to the organization, similar to that of other United Nations entities.

UNHCR currently uses the United Nations Financial Regulations. The below matrix replicates those Regulations as the foundation of the future UNHCR Financial Regulations, and sets out sample language which could be used for future UNHCR Financial Regulations, with comments on why/how the UN Financial Regulation could be modified.

The sample language below is non-binding, non-consulted language, to be used as a launching pad to discussions. For the most part, the sample text reflects:

1. The UN Financial Regulations with no changes, or with only changing the “UN” for “UNHCR”, the “Secretary General” for “Executive Director” and the “General Assembly” for “Executive Committee.”
2. The UN Financial Regulation has been changed moderately to reflect UNHCR processes which differ from the UN’s processes based on the Regular Budget financed by assessed contributions.
3. New regulations have been added based on review of the Financial Regulations of other UN entities.
4. The UN Financial Regulations which do not apply to UNHCR whatsoever have been deleted.

## Timeline



UNITED NATIONS REGULATIONS	UNHCR REGULATIONS – SAMPLE TEXT	COMMENTS
Article I – General Provisions	Article I – General Provisions	
Regulation 1.1. These Regulations shall govern the financial administration of the United Nations, including the International Court of Justice.	Regulation 1.1. These Financial Regulations shall govern the financial administration of the Office of the High Commissioner for Refugees (hereafter referred to as UNHCR).	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 1.2. The financial period shall consist of a calendar year, except for peacekeeping operations with special accounts, for which the financial period shall be one year, from 1 July to 30 June.	Regulation 1.2. The financial period shall consist of a calendar year.	<i>Adjusted to remove Peacekeeping reference which does not apply to UNHCR.</i>
Regulation 1.3. The budget period for the proposed programme budget shall consist of two consecutive calendar years, the first of which shall be an even year, except for peacekeeping operations with special accounts, for which the budget period shall be one year, from 1 July to 30 June.	Regulation 1.3. For the purpose of allocating financial resources against the Programme Budget, the budget period shall be agreed with the Executive Committee.	<i>Adjust to reflect budget period agreed by ExCom in Oct 2020, using language from UNHCR Financial Rule 2.2.</i>
Regulation 1.4. These Regulations shall become effective on 1 July 2013. They may be amended only by the General Assembly.	Regulation 1.4. These Regulations shall become effective on 1 January 2023. They may be amended only by the Executive Committee.	<i>Adjusted to reflect UNHCR terms.</i>
NEW	Regulation 1.5. The High Commissioner shall be fully responsible and accountable to the Executive Committee for the financial management of the UNHCR. The High Commissioner may delegate authority for such financial management.	<i>Consistent with other UN entities, regulation on accountability added.</i>
Article II - Budgets	Article II – Resource Planning and Financial Authorizations	<i>Consistent with other UN entities, retitled</i>

Green: Little to no change    Yellow: Changed moderately or requires discussion    Blue: New regulation    Red: Not applicable or duplicative so deleted

<p>Regulation 2.1. The proposed programme budget for each budget period shall be prepared by the Secretary-General.</p>	<p>Regulation 2.1. The proposed programme budget for each budget period shall be prepared by the High Commissioner.</p>	<p><i>Adjusted to reflect UNHCR terms.</i></p>
<p>Regulation 2.2. The proposed programme budget shall cover income and expenditures for the budget period to which it relates and shall be presented in United States dollars.</p>	<p>Regulation 2.2. The proposed programme budget shall cover expenditures for the budget period to which it relates and shall be presented in United States dollars.</p>	<p><i>Adjusted to remove "income" as budget is needs-based.</i></p>
<p>Regulation 2.3. The proposed programme budget shall be divided into parts, sections and programmes. Programme narratives shall set out subprogrammes, outputs, objectives and accomplishments expected during the biennium. The proposed programme budget shall be preceded by a statement explaining the main changes made in the content of the programme and the volume of resources allocated to it in relation to the previous biennium. The proposed programme budget shall be accompanied by such information, annexes and explanatory statements as may be requested by or on behalf of the General Assembly and such further annexes or statements as the Secretary-General may deem necessary and useful.</p>	<p>Regulation 2.3. The proposed programme budget shall be presented along several dimensions: budget components, cost categories and UNHCR's global results framework. The proposed programme budget shall be accompanied by such information, annexes and explanatory statements as may be requested by or on behalf of the Executive Committee and such further annexes or statements as the High Commissioner may deem necessary and useful.</p>	<p><i>Adjusted for UNHCR programme budget structure and process.</i></p>
<p>Regulation 2.4. The Secretary-General shall, in the second year of a budget period, submit his or her proposed programme budget for the following budget period to the General Assembly at its regular session. This proposed programme budget shall be transmitted to all Member States at least five weeks prior to the opening of that session.</p>	<p>Regulation 2.4. The High Commissioner shall submit for approval his or her proposed programme budget for the following budget period to the Executive Committee at its annual plenary session. This proposed programme budget shall be transmitted to all Member States at least five weeks prior to the opening of that session.</p>	<p><i>Adjusted for neutrality of budget period agreed by ExCom in Oct 2020 and UNHCR terms.</i></p>

<p>Regulation 2.5. The Secretary-General shall, at least 12 weeks prior to the opening of the regular session of the General Assembly in the second year of a budget period, submit his or her proposed programme budget for the following budget period to the Advisory Committee for examination.</p>	<p>Regulation 2.5. The High Commissioner shall, at least eight (8) weeks prior to the opening of the annual plenary session of the Executive Committee, submit his or her proposed programme budget for the following budget period to the Advisory Committee.</p>	<p><i>Adjusted for neutrality of budget period agreed by ExCom in Oct 2020 and UNHCR terms.</i></p>
<p>Regulation 2.6. The Advisory Committee shall prepare a report to the General Assembly on the programme budget proposed by the Secretary-General. This report shall be transmitted to all Member States at the same time as the proposed programme budget. The report, or an addendum to it, shall contain the recommendations of the Advisory Committee concerning the statement of the Secretary-General on the programme budget implications of the recommendations of the Committee for Programme and Coordination.</p>	<p>Regulation 2.6. The Advisory Committee shall prepare a report to the Executive Committee on the programme budget proposed by the High Commissioner. This report shall be transmitted to all Member States at the same time as the proposed programme budget.as soon as it is available.</p>	<p><i>Adjusted to reflect UNHCR terms and process.</i></p>
<p>Regulation 2.7. The General Assembly shall, in the second year of a budget period, adopt the programme budget for the following budget period after consideration of the proposed programme budget and the report of the Advisory Committee thereon by the Administrative and Budgetary Committee of the Assembly.</p>	<p>Regulation 2.7. The Executive Committee shall approve the programme budget for the following budget period after consideration of the proposed programme budget and the report of the Advisory Committee.</p>	<p><i>Adjusted for neutrality of budget period agreed by ExCom in Oct 2020 and UNHCR terms. However consider if it could be deleted as concept embedded in 2.4 and 2.5.</i></p>
<p>Regulation 2.8. Supplementary programme budget proposals may be submitted by the Secretary-General whenever necessary.</p>	<p>Regulation 2.8. The High Commissioner may, in the case of new needs that cannot be met fully from the programme budget, approve supplementary budgets to be funded through special appeals to donors. Such adjustments are reported to each subsequent meeting of the Standing Committee for consideration.</p>	<p><i>Adjusted to reflect UNHCR process using language from UNHCR Financial Rule 7.4.</i></p>
<p>Regulation 2.9. The Secretary-General shall prepare supplementary programme budget proposals in a form consistent with the approved</p>	<p>Deleted</p>	<p><i>The UNHCR supplementary budget process is covered in Reg 2.8.</i></p>

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programme budget and shall submit such proposals to the General Assembly. The Advisory Committee shall review the supplementary proposals and report thereon.		
Regulation 2.10. No council, commission or other competent body shall take a decision involving either a change in the programme budget approved by the General Assembly or the possible requirement of expenditure unless it has received and taken account of a report of the Secretary-General on the programme budget implications of the proposal.	Regulation 2.9. No council, commission, committee or other competent body shall take a decision involving either a change in the programme budget approved by the Executive Committee.	<i>Adjusted to reflect UNHCR terms and process.</i>
NEW	Regulation 2.10. In compliance with Article 20 of the UNHCR Statute, the High Commissioner shall prepare and submit to the Secretary General the resource requirements to be borne by the regular budget of the United Nations in respect to the relevant portion of administrative expenditures for the functioning of UNHCR, specifically covering key posts and a lump-sum grant for the relevant planning period.	<i>Added to reflect process for the regular budget allotment UNCHR received from the UN.</i>
NEW	Regulation 2.11. The UNHCR requirements to be funded from regular budget of the United Nations shall be prepared and considered in accordance with the relevant UN resolutions and guidelines approved by the General Assembly.	<i>Added to reflect process for the regular budget allotment UNCHR received from the UN.</i>
NEW	Regulation 2.12. Supplementary proposals to amend the UN Regular Budget allotment to UNHCR may be submitted, whenever necessary, by the High Commissioner.	<i>Added to reflect process for the regular budget allotment UNCHR received from the UN.</i>

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Regulation 2.11. Where, in the opinion of the Secretary-General, a proposed expenditure cannot be made from existing appropriation, it shall not be incurred until the General Assembly has made the necessary appropriation unless the Secretary-General certifies that the expenditure can be made under the provisions of the Assembly resolution relating to unforeseen and extraordinary expenses.	Deleted	<i>Not applicable to UNHCR as we have the supplementary budget process.</i>
Regulation 2.12. Budgets for peacekeeping operations setting out objectives, expected accomplishments and outputs shall be prepared by the Secretary-General for consideration and approval by the General Assembly.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>
Regulation 2.13. The Secretary-General shall submit twice a year to the General Assembly for informational purposes a table summarizing the budgetary requirements of each peacekeeping operation for the budget period from 1 July to 30 June, including a breakdown of expenditure by major line item and the aggregate total resource requirement.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>
Regulation 2.14. The programme budget proposals of the International Court of Justice shall be prepared by the Court in consultation with the Secretary-General. The programme budget proposals shall be submitted to the General Assembly by the Secretary-General, together with such observations as he or she may deem desirable.	Deleted	<i>ICJ reference does not apply to UNHCR</i>
Article III – Contributions and other income	Article III – Contributions and other income	



<p>Regulation 3.1. Appropriations, subject to the adjustments effected in accordance with the provisions of regulation 3.2, shall be financed by contributions from Member States, according to the scale of assessments determined by the General Assembly. Pending the receipt of such contributions, the appropriations may be financed from the Working Capital Fund.</p>	<p>Deleted</p>	<p><i>Not applicable to UNHCR as it relates to the scale of assessed contributions.</i></p>
<p>Regulation 3.2. For each of the two years of a budget period, the contributions of Member States shall be assessed on the basis of half of the appropriations approved by the General Assembly for that budget period, except that adjustments shall be made to the assessments in respect of:</p> <ul style="list-style-type: none"> <li>(a) Supplementary appropriations for which contributions have not previously been assessed on Member States;</li> <li>(b) Half of the estimated amounts under the categories of revenue defined in regulation 3.3 for the budget period for which credits have not previously been taken into account and any adjustments in estimated amounts under these categories of revenue previously taken into account;</li> <li>(c) Contributions resulting from the assessment of new Member States under the provisions of regulation 3.8;</li> <li>(d) Any balance of the appropriations surrendered under regulations 5.3 and 5.4;</li> <li>(e) Half of the Member States' credits in the Tax Equalization Fund for the budget period estimated to be not required to meet charges for tax refunds during the calendar year and any adjustments in the estimated credits previously taken into account.</li> </ul>	<p>Deleted</p>	<p><i>Not applicable to UNHCR as it relates to assessed contributions.</i></p>

<p>Regulation 3.3. Member States' assessments shall be offset in accordance with regulation 3.2 by net revenue from the following revenue categories:</p> <ul style="list-style-type: none"> <li>(a) Revenue-producing activities;</li> <li>(b) Investment revenue;</li> <li>(c) Services rendered;</li> <li>(d) Contributions from new Member States in accordance with regulation 3.8 and non-member States in accordance with regulation 3.9;</li> <li>(e) Other/miscellaneous revenue, including revenue from rental of office premises, and unspecified contributions in accordance with regulation 3.14;</li> <li>(f) Any other revenue attributable to Member States. Requests for payment of assessed contributions</li> </ul>	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>
<p>Regulation 3.4. After the General Assembly has adopted or revised the programme budget and determined the amount of the Working Capital Fund, the Secretary-General shall:</p> <ul style="list-style-type: none"> <li>(a) Transmit the relevant documents to Member States;</li> <li>(b) Inform them of their commitments in respect of annual contributions and advances to the Working Capital Fund;</li> <li>(c) Request them to remit their contributions and advances.</li> </ul>	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>



Regulation 3.5. Contributions and advances shall be considered as due and payable in full within 30 days of the receipt of the communication of the Secretary-General referred to in regulation 3.4 or on the first day of the calendar year to which they relate, whichever is later. As of 1 January of the following calendar year, the unpaid balance of such contributions and advances shall be considered to be one year in arrears.	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>
Regulation 3.6. Payments made by a Member State shall be credited first to the Working Capital Fund and then to the contributions due in the order in which the Member State was assessed.	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>
Regulation 3.7. The Secretary-General shall submit to the General Assembly at each regular session a report on the collection of contributions and advances to the Working Capital Fund.	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>
Regulation 3.8. New Member States shall be required to make a contribution for the year in which they become Member States and to provide their proportion of the total advances to the Working Capital Fund at rates to be determined by the General Assembly.	Deleted	<i>Not applicable to UNHCR as it relates to assessed contributions.</i>

<p>Regulation 3.9. States which are not Members of the United Nations but which become parties to the Statute of the International Court of Justice or treaty bodies financed from United Nations appropriations shall contribute to the expenses of such bodies at rates to be determined by the General Assembly. States which are not Members of the United Nations but which participate in organs or conferences financed from United Nations appropriations shall contribute to the expenses of such organs or conferences at rates to be determined by the General Assembly, unless the Assembly decides with respect to any such State to exempt it from the requirement of so contributing. Such contributions shall be treated in accordance with regulation 3.3.</p>	<p>Deleted</p>	<p><i>Not applicable to UNHCR as it relates to the International Court of Justice or treaty bodies.</i></p>
<p>Regulation 3.10. Annual contributions and advances to the Working Capital Fund shall be assessed and paid in United States dollars.</p>	<p>Deleted</p>	<p><i>Not applicable to UNHCR as it relates to assessed contributions.</i></p>
<p>Regulation 3.11. Except as otherwise specified by the General Assembly, the appropriations for peacekeeping operations shall be financed by contributions from Member States according to the scale of assessments approved by the Assembly, as modified by any related system of adjustments approved by the Assembly. The payment of assessed contributions for peacekeeping operations shall also be governed by regulation 3.5. Contributions and advances for peacekeeping operations shall be assessed and paid in United States dollars.</p>	<p>Deleted</p>	<p><i>Peacekeeping reference does not apply to UNHCR</i></p>

	Regulation 3.12. Voluntary contributions, whether or not in cash, may be accepted by the Secretary-General provided that the purposes for which the contributions are made are consistent with the policies, aims and activities of the Organization and provided further that the acceptance of voluntary contributions that directly or indirectly involve additional financial liability for the Organization shall require the consent of the appropriate authority.	Regulation 3.1. Voluntary contributions, whether or not in cash, may be accepted by the High Commissioner to fund the activities of the programme budget. The acceptance of voluntary contributions that directly or indirectly involve additional financial liability for the Organization shall require the consent of the appropriate authority.	<i>Adjusted to reflect UNHCR terms and process.</i>
	Regulation 3.13. Moneys accepted for purposes specified by the donor shall be treated as trust funds or special accounts under regulations 4.13 and 4.14.	Regulation 3.2. Moneys accepted for purposes specified by the donor, which do not relate to the activities in the programme budget, shall be treated as trust funds or special accounts under regulation 4.4 and 4.5.	<i>No change.</i>
	Regulation 3.14. Moneys accepted in respect of which no purpose is specified shall be treated as other/miscellaneous revenue.	Regulation 3.3. When the purpose of a contribution is not restricted or otherwise designated by the donor, the High Commissioner shall determine how the contribution will be used.	<i>Adjust to reflect UNHCR terms, using language from UNHCR Financial Rule 3.2.</i>
NEW		Regulation 3.4. Miscellaneous, interest and investment income shall be credited to the Annual Programme Fund.	<i>Consistent with other UN entities, defining where non-contribution income is attributed.</i>
	Article IV – Custody of funds	Article IV – Custody of funds	
	Regulation 4.1. There shall be established a general fund for the purpose of accounting for the programme budget undertakings of the Organization. The contributions paid by Member States under regulation 3.1, the revenue categories under regulation 3.3 and any advances made from the Working Capital Fund shall be available to fund expenditure of the General Fund.	Regulation 4.1. There shall be established an Annual Programme Fund for the purpose of funding the programme budget of the Organization. Voluntary contributions, other sources of income and any advances made from the Working Capital Fund shall be available to fund the Annual Programme Fund.	<i>Adjusted to reflect UNHCR terms and process.</i>

Yellow	<p>Regulation 4.2. There shall be established a working capital fund in an amount and for purposes to be determined from time to time by the General Assembly. The source of moneys of the Working Capital Fund shall be advances from Member States, and those advances, made in accordance with the scale of assessments as determined by the Assembly for the apportionment of the expenses of the United Nations, shall be carried to the credit of Member States that have made such advances.</p>	<p>Regulation 4.2. To ensure liquidity, there shall be established a Working Capital Fund in an amount and for purposes to be determined from time to time by the Executive Committee. The source of moneys of the Working Capital Fund shall be advances from Member States, voluntary contributions, or appropriations from the Annual Programme Fund as approved by the Executive Committee.</p>	<p><i>Adjusted to reflect UNHCR terms and process.</i></p>
Green	<p>Regulation 4.3. Advances made from the Working Capital Fund to finance budgetary appropriations shall be reimbursed to the Fund as soon as receipts from contributions are available for that purpose.</p>	<p>Regulation 4.3. Advances made from the Working Capital Fund to finance the Annual Programme Fund shall be reimbursed to the Fund as soon as receipts from contributions are available for that purpose.</p>	<p><i>Adjusted to reflect UNHCR terms and process.</i></p>
Red	<p>Regulation 4.4. Except when such advances are recoverable from some other source, advances made from the Working Capital Fund for unforeseen and extraordinary expenses or other authorized purposes shall be reimbursed through the submission of supplementary programme budget proposals.</p>	<p>Deleted</p>	<p><i>Not applicable. This is a UN-specific process.</i></p>

<p>Regulation 4.5. There shall be established a peacekeeping reserve fund as a cash flow mechanism to ensure the rapid response of the Organization during the start-up phase of new peacekeeping operations and the expansion of existing peacekeeping operations and to meet unforeseen and extraordinary expenses and capital requirements (outlays) related to peacekeeping. The level of the fund and the means by which it shall be financed by Member States shall be determined by the General Assembly.</p>	<p>Deleted</p>	<p><i>Peacekeeping reference does not apply to UNHCR</i></p>
<p>Regulation 4.6. If a decision of the Security Council relating to the start-up or expansion phase of peacekeeping operations results in the need to meet expenses and capital requirements, the Secretary-General is authorized, with the prior concurrence of the Advisory Committee and subject to regulation 4.8, to enter into commitments not to exceed the balance of the Peacekeeping Reserve Fund, and not to exceed \$100 million per decision of the Security Council. The cumulative total of outstanding commitment authority in respect of the start-up or expansion phase of peacekeeping operations is not to exceed the total level of the Peacekeeping Reserve Fund at any one time; however, the appropriation by the General Assembly of any outstanding commitments shall automatically restore this commitment authority to the extent of the amount appropriated.</p>	<p>Deleted</p>	<p><i>Peacekeeping reference does not apply to UNHCR</i></p>

Regulation 4.7. Advances made from the Peacekeeping Reserve Fund shall be reimbursed as soon as receipts from contributions are available for those purposes.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>
Regulation 4.8. If a decision of the Security Council results in the need for the Secretary-General to enter into commitments for the start-up or expansion phase of peacekeeping operations in an amount exceeding \$100 million per decision of the Security Council or exceeding the total level of the Peacekeeping Reserve Fund, the matter shall be brought to the General Assembly as soon as possible for a decision on commitment authority and assessment.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>
Regulation 4.9. The Secretary-General and the Advisory Committee shall report to the General Assembly on any exercise of a commitment authority given under regulation 4.6, together with the circumstances relating thereto, in the context of the next report submitted to the Assembly on the financing of the relevant peacekeeping operation.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>

<p>Regulation 4.10. There shall be established a tax equalization fund to which the staff assessment deductions from those staff salaries financed from assessed contributions shall be credited. Within the Tax Equalization Fund, revenue shall be recorded as credits to Member States and divided among them in accordance with the proportions approved by the General Assembly for the relevant rates of assessment. All credits shall pertain to a specific year and shall be calculated in accordance with the rates of assessment approved for that same year; prior-period adjustments shall also observe this principle.</p>	<p>Deleted</p>	<p><i>UNHCR does not have assessed contributions/tax equalization</i></p>
<p>Regulation 4.11. Tax Equalization Fund revenue shall be used to refund staff members for income taxes levied by Member States in respect of their United Nations remuneration. Commitments shall be established against the Tax Equalization Fund to cover the estimated liabilities in respect of the refunds made to staff members of those income taxes. If a Member State's credit in the Tax Equalization Fund is insufficient for this purpose, the shortfall shall be added to and recovered from assessed contributions due from that Member State in the subsequent financial period. Where income tax is levied on staff financed from sources of funds that do not contribute to the Tax Equalization Fund, the additional costs for tax reimbursement shall be borne by those sources of funds.</p>	<p>Deleted</p>	<p><i>UNHCR does not have assessed contributions/tax equalization</i></p>



Regulation 4.12. In accordance with regulation 3.2, any balance on a Member State's tax equalization account after the commitments referred to in regulation 4.11 have been satisfied shall be credited against the assessed contributions due from that Member State the following year.	Deleted	<i>UNHCR does not have assessed contributions/tax equalization</i>
Regulation 4.13. Trust funds and reserve and special accounts may be established by the Secretary-General and shall be reported to the Advisory Committee.	Regulation 4.4. Trust funds, reserves and special accounts may be established by the High Commissioner and shall be reported to the Executive Committee.	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 4.14. The purpose and limits of each trust fund and reserve and special account shall be clearly defined by the appropriate authority. Unless otherwise provided by the General Assembly, such funds and accounts shall be administered in accordance with the present Regulations.	Regulation 4.5. The purpose and limits of each trust fund, reserve and special accounts shall be clearly defined by the High Commissioner and shall be administered in accordance with the present Regulations.	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 4.15. The Secretary-General shall designate the bank or banks in which the funds of the Organization shall be kept.	Regulation 4.6. The High Commissioner shall designate the bank or banks in which the funds of the Organization shall be kept.	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 4.16. The Secretary-General may make investments of moneys of the Organization not needed for immediate requirements, having regard to the particular requirements as to the liquidity of funds.	Regulation 4.7. The High Commissioner may make investments of moneys of the Organization not needed for immediate requirements, having regard to the particular requirements as to the liquidity of funds.	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 4.17. Revenue derived from investments shall be credited as provided in the rules relating to each fund or account.	Regulation 4.8. Revenue derived from investments shall be credited as provided in the rules relating to each fund or account.	<i>No change.</i>

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Regulation 4.18. Revenue derived from investments of the Working Capital Fund shall be credited as investment revenue of the General Fund.	Regulation 4.9. Revenue derived from investments of the Working Capital Fund shall be credited as investment revenue of the Annual Programme Fund.	<i>Adjusted to reflect UNHCR terms.</i>
Article V – Utilization of funds	Article V – Utilization of funds	
Regulation 5.1. The appropriations voted by the General Assembly shall constitute an authorization to the Secretary-General to incur commitments and make payments for the purposes for which the appropriations were voted and up to the amounts so voted.	Regulation 5.1. The programme budget approved by the Executive Committee shall constitute an authorization to the High Commissioner to incur commitments and make payments, for the intended purposes and up to the amounts so approved.	<i>Adjusted to reflect UNHCR terms and process.</i>
Regulation 5.2. Appropriations shall be available for commitment during the budget period to which they relate.	Regulation 5.2. Appropriations shall be available for commitment during the budget period to which they relate.	<i>No change.</i>
Regulation 5.3. Appropriations shall remain available for 12 months following the end of the budget period to which they relate to the extent that they are required to discharge commitments in respect of goods supplied and services rendered in the budget period and to liquidate any other outstanding legal obligation of the budget period. The balance of the appropriations shall be surrendered.	Regulation 5.3. Appropriations shall remain available for 12 months following the end of the budget period to which they relate to the extent that they are required to discharge commitments in respect of goods supplied and services rendered in the budget period and to liquidate any other outstanding legal obligation of the budget period. The balance of the appropriations shall be surrendered.	<i>This regulation is under review for potential removal as it relates to the surrendering of unliquidated obligations for the Regular Budget, whereas UNHCR is financed by voluntary contributions.</i>
Regulation 5.4. At the end of the 12-month period provided in regulation 5.3 above, the then remaining balance of any appropriations retained will be surrendered. Where a commitment remains valid at the end of the 12-month period, it shall be cancelled and funded from the current appropriations.	Regulation 5.4. At the end of the 12-month period provided in regulation 5.3 above, the then remaining balance of any appropriations retained will be surrendered. Where a commitment remains valid at the end of the 12-month period, it shall be cancelled and funded from the current appropriations.	<i>This regulation is under review for potential removal as it relates to the surrendering of unliquidated obligations for the Regular Budget, whereas UNHCR is financed by voluntary contributions.</i>

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<p>Regulation 5.5. Appropriations required in respect of commitments to Governments for troops, formed police units, logistical support and other goods supplied and services rendered to peacekeeping operations shall be retained beyond the 12-month period provided for in regulation 5.3 if the requisite claims are not received or processed during the period to which the appropriations relate. Those appropriations shall remain valid for an additional period of four years following the end of the 12-month period provided in regulation 5.3. At the end of the additional four-year period the remaining balance of any appropriations retained will be surrendered. Where a commitment remains valid at the end of the additional four years it shall be cancelled and funded from current appropriations.</p>	<p>Deleted</p>	<p><i>Peacekeeping reference does not apply to UNHCR</i></p>
<p>Regulation 5.6. No transfer between appropriation sections may be made without authorization by the General Assembly.</p>	<p>Deleted</p>	<p><i>UNHCR does not have appropriation sections</i></p>
<p>Regulation 5.7. The Secretary-General may enter into commitments for future budget periods, provided that such commitments: (a) Are for activities which have been approved by the General Assembly and are expected to continue beyond the end of the current budget period; or (b) Are authorized by specific decisions of the Assembly.</p>	<p>Regulation 5.5. The High Commissioner may enter into commitments for future budget periods, provided that such commitments: (a) Are for activities which have been approved by the Executive Committee and are expected to continue beyond the end of the current budget period; or (b) Are authorized by specific decisions of the Executive Committee.</p>	<p><i>Adjusted to reflect UNHCR terms.</i></p>

<p>Regulation 5.8. The Secretary-General shall:</p> <p>(a) Establish detailed financial rules and procedures in order to ensure effective and efficient financial management and the exercise of economy;</p> <p>(b) Cause all payments to be made on the basis of supporting documents which ensure that the services or goods have been received;</p> <p>(c) Designate the officers who may receive money or assets, enter into commitments and make disbursements on behalf of the Organization;</p> <p>(d) Maintain a system of internal controls designed to provide reasonable assurance regarding the reliability of financial reporting and assurance that the Organization's resources and assets are safeguarded in accordance with the regulatory framework, in order to meet the aims and objectives of the Organization.</p>	<p>Regulation 5.6. The High Commissioner shall:</p> <p>(a) Establish detailed financial rules and procedures in order to ensure effective and efficient financial management and the exercise of economy;</p> <p>(b) Cause all payments to be made on the basis of supporting documents which ensure that the amounts are due for services or goods received or to be received;</p> <p>(c) Designate the officers who may receive money or assets, enter into commitments and make disbursements on behalf of the Organization;</p> <p>(d) Maintain a system of internal controls designed to provide reasonable assurance regarding the reliability of financial reporting and assurance that the Organization's resources and assets are safeguarded in accordance with the regulatory framework, in order to meet the aims and objectives of the Organization.</p>	<p><i>Adjusted to reflect UNHCR terms and processes.</i></p>
<p>NEW</p>	<p>Regulation 5.7. The High Commissioner shall establish and maintain a system of internal control designed to provide reasonable assurance that organizational aims and objectives can be met, whilst safeguarding resources and assets of UNHCR. The system of internal control shall incorporate an ongoing process to identify and prioritize the risks to the achievement of UNHCR's aims and objectives, evaluate the likelihood and impact of those risks being realized, and to manage them efficiently, effectively and economically.</p>	<p><i>Consistent with other UN entities, added section on internal controls.</i></p>

Regulation 5.9. Commitments for current or future budget periods shall be incurred only after allotments or other appropriate authorizations have been issued under the authority of the Secretary-General.	Deleted	<i>Covered by Regulations 5.1 and 5.3</i>
Regulation 5.10. Member States that contribute troops and formed police to peacekeeping operations shall be reimbursed at rates approved by the General Assembly. Member States shall also be reimbursed for contingent-owned equipment at rates approved by the Assembly.	Deleted	<i>Peacekeeping reference does not apply to UNHCR</i>
Regulation 5.11. The Secretary-General may make such ex gratia payments as are deemed to be necessary in the interest of the Organization, provided that a statement of such payments shall be submitted to the Board of Auditors with the financial statements.	Regulation 5.8. The High Commissioner may make such ex gratia payments as are deemed to be necessary in the interest of the Organization, provided that a statement of such payments shall be submitted to the Board of Auditors with the financial statements.	<i>Adjusted to reflect UNHCR terms.</i>
Regulation 5.12. Procurement functions include all actions necessary for the acquisition, by purchase or lease, of property, including products and real property, and of services, including works. The following general principles shall be given due consideration when exercising the procurement functions of the United Nations: (a) Best value for money; (b) Fairness, integrity and transparency; (c) Effective international competition; (d) The interest of the United Nations.	Regulation 5.9. Procurement functions include all actions necessary for the acquisition, by purchase or lease, of property, including products and real property, and of services, including works. The following general principles shall be given due consideration when exercising the procurement functions of the UNHCR: (a) Best value for money; (b) Fairness, integrity and transparency; (c) Effective international competition; (d) The interest of UNHCR.	<i>Adjusted to reflect UNHCR terms.</i>

<p>Regulation 5.13. Tenders for goods and services shall be invited by advertisement, except where the Secretary-General deems that, in the interests of the Organization, a departure from this regulation is desirable.</p>	<p>Regulation 5.10. Tenders for goods and services shall be invited by advertisement, except where the High Commissioner deems that, in the interests of the Organization, a departure from this regulation is desirable.</p>	<p><i>Adjusted to reflect UNHCR terms.</i></p>
<p>Regulation 5.14. Following the liquidation of a peacekeeping operation, equipment and other property shall be disposed of in accordance with the Financial Regulations and Rules and in the manner indicated below:</p> <p>(a) Equipment in good condition that conforms to established standardization or is considered compatible with existing equipment will be redeployed to other peacekeeping operations or will be placed in reserve to form start-up kits for use by future missions;</p> <p>(b) Equipment not required for current or future peacekeeping operations may be redeployed to other United Nations activities funded from assessed contributions, provided that there is a demonstrated need for the equipment;</p> <p>(c) Equipment not required for current or future peacekeeping operations or other United Nations activities funded from assessed contributions but which may be useful for the operations of other United Nations agencies, international organizations or non-governmental organizations will be sold to such agencies or organizations;</p> <p>(d) Any equipment or property not required or which it is not feasible to dispose of in accordance with subparagraphs (a), (b) or (c) above or which is in poor condition will be subject to commercial disposal in accordance with the procedures applicable to other United Nations equipment or</p>	<p>Deleted</p>	<p><i>Peacekeeping reference does not apply to UNHCR.</i></p>

property;

(e) Any assets which have been installed in a country and which, if dismantled, would set back the rehabilitation of that country shall be provided to the duly recognized Government of that country in return for compensation in a form to be agreed by the Organization and the Government. This refers in particular to airfield installations and equipment, buildings, bridges and mineclearing equipment. Where such assets cannot be disposed of in this manner or otherwise, they will be contributed free of charge to the Government of the country concerned. Such contributions require the prior approval of the General Assembly. A report on the final disposition of assets for each liquidated peacekeeping operation shall be submitted to the General Assembly.

SAMPLE



<p>Regulation 5.15. The Office of Internal Oversight Services shall conduct independent internal audits in accordance with regulation 5.8 (d) and in conformity with generally accepted auditing standards. Internal auditors shall review, evaluate and report on the use of financial resources and on the effectiveness, adequacy and application of internal financial control systems, procedures and other relevant internal controls. Internal audits shall also include the following elements:  (a) Compliance of financial transactions with General Assembly resolutions, approved programmes and other legislative mandates, with regulations and rules and related administrative instructions and with the approved recommendations of external oversight bodies;  (b) Economy, efficiency and effectiveness of financial, physical and human resources management and utilization and of programme delivery, including by examining the structure of the Organization and its responsiveness to the requirements of programmes and legislative mandates and by conducting management audits.</p>	<p>Regulation 5.11. The Office of Internal Oversight Services shall conduct independent internal audits in accordance with regulation 5.8 (d) and in conformity with generally accepted auditing standards. Internal auditors shall review, evaluate and report on the use of financial resources and on the effectiveness, adequacy and application of internal financial control systems, procedures and other relevant internal controls. Internal audits shall also include the following elements:  (a) Compliance of financial transactions with General Assembly resolutions, approved programmes and other legislative mandates, with regulations and rules and related administrative instructions and with the approved recommendations of external oversight bodies;  (b) Economy, efficiency and effectiveness of financial, physical and human resources management and utilization and of programme delivery, including by examining the structure of the Organization and its responsiveness to the requirements of programmes and legislative mandates and by conducting management audits.</p>	<p><i>No change</i></p>
<p>Article VI - Accounting</p>	<p>Article VI - Accounting</p>	
<p>Regulation 6.1. The financial statements shall be prepared annually in United States dollars in accordance with the present Regulations and Rules, decisions of the appropriate legislative bodies and the International Public Sector Accounting Standards.</p>	<p>Regulation 6.1. The financial statements shall be prepared annually in United States dollars in accordance with the present Regulations and Rules, decisions of the appropriate legislative bodies and the International Public Sector Accounting Standards.</p>	<p><i>No change.</i></p>
<p>Regulation 6.2. The Secretary-General shall transmit the annual financial statements to the Board of Auditors following certification and no</p>	<p>Regulation 6.2. The High Commissioner shall transmit the annual financial statements to the Board of Auditors following certification and no</p>	<p><i>Adjusted to reflect UNHCR terms.</i></p>

later than three months following the end of the relevant financial period.	later than three months following the end of the relevant financial period.	
Regulation 6.3. Appropriate separate accounts shall be maintained for all trust funds and reserve and special accounts.	Regulation 6.3. Appropriate separate accounts shall be maintained for all trust funds, reserves and special accounts.	<i>No change.</i>
Regulation 6.4. The accounts of the Organization shall be presented in United States dollars. Accounting records may, however, be kept in such currency or currencies as the Secretary-General may deem necessary.	Regulation 6.4. The accounts of the Organization shall be presented in United States dollars. Accounting records may, however, be kept in such currency or currencies as the High Commissioner may deem necessary.	<i>No change.</i>
Regulation 6.5. The Secretary-General may, after full investigation, authorize the writing-off of losses of assets, including cash, inventories and property, plant and equipment, provided that a statement of all such amounts written off shall be submitted to the Board of Auditors with the annual financial statements submitted in accordance with regulation 6.1.	Regulation 6.5. The High Commissioner may, after full investigation, authorize the writing-off of losses of assets, including cash, inventories and property, plant and equipment, provided that a statement of all such amounts written off shall be submitted to the Board of Auditors with the annual financial statements submitted in accordance with regulation 6.1.	<i>Adjusted to reflect UNHCR terms.</i>

Article VII – External Audit		
Regulation 7.1. The General Assembly shall appoint a board of auditors to perform an annual audit of the accounts of the United Nations. This board shall consist of three members, each of whom shall be the Auditor-General (or officer holding the equivalent title) of a Member State.	Regulation 7.1. The accounts of UNHCR shall be subject to external audit performed by the Board of Auditors in accordance with the provisions of Article VII of the United Nations Financial Regulations.	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.2. The members of the Board of Auditors shall be elected by the General Assembly for a non-renewable term of office of six years' duration. The term of office shall commence on 1 July and expire on 30 June six years subsequent thereto. The term of office of one of the members shall expire every other year. Consequently, the Assembly shall elect every two years a member to take office from 1 July of the following year.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.3. If a member of the Board of Auditors ceases to hold office as Auditor-General (or equivalent title) in his or her own country, the member's tenure of office shall thereupon be terminated and he or she shall be succeeded as a member of the Board by his or her successor as Auditor-General. A Board member may not otherwise be removed during his or her tenure of office except by the General Assembly.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.4. The audit shall be conducted in conformity with generally accepted common auditing standards and, subject to any special directions of the General Assembly, in accordance with the additional terms of reference set out in the annex to the present Regulations.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>

Green: Note for external audit, the two regulations are new however they link back to the UN Regulations, ensuring them to be identical.

Regulation 7.5. The Board of Auditors may make observations with respect to the efficiency of the financial procedures, the accounting system, the internal financial controls and, in general, the administration and management of the Organization.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.6. The Board of Auditors shall be completely independent and solely responsible for the conduct of the audit.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.7. The Advisory Committee may request the Board of Auditors to perform certain specific examinations and issue separate reports on the results.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.8. The Board of Auditors shall, subject to the concurrence of the Advisory Committee, allocate and rotate the audit work among the members of the Board.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.9. The Secretary-General shall provide the Board of Auditors with the facilities it may require in the performance of the audit.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>
Regulation 7.10. For the purpose of making a local or special examination or of effecting economies in the audit cost, the Board of Auditors may engage the services of any national Auditor-General (or officer holding the equivalent title) or commercial public auditors of known repute or any other person or firm which, in the opinion of the Board, is technically qualified.	Deleted	<i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i>

Green: Note for external audit, the two regulations are new however they link back to the UN Regulations, ensuring them to be identical.

<p>Regulation 7.11. The Board of Auditors shall issue a report on the audit of the financial statements and relevant schedules relating to the accounts for the financial period, which shall include such information as the Board deems necessary with regard to matters referred to in regulation 7.5 and in the additional terms of reference.</p>	<p>Deleted</p>	<p><i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i></p>
<p>Regulation 7.12. The reports of the Board of Auditors shall be transmitted to the General Assembly through the Advisory Committee, together with the audited financial statements, in accordance with any directions given by the Assembly. The Advisory Committee shall examine the financial statements and the audit reports and shall forward them to the Assembly with such comments as it deems appropriate.</p>	<p>Regulation 7.2. The report of the Board of Auditors together with the comments thereon of the Advisory Committee shall be transmitted to the members of the Executive Committee. In submitting the above, the High Commissioner shall comment on the auditors' substantive observations and on their follow-up.</p>	<p><i>New 7.1 and 7.2 replace entire section 7.1-7.12. Language similar to UNICEF and UNDP who also use UNBOA for audit and cross reference to Article VII of the UN Fin Regs.</i></p>

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