

## CHAPTER VII

# Provisions on Safety Matters



## Section C

### ROAD SAFETY

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## A. Introduction

1. Road traffic crashes is one of the leading causes of death and serious injury to United Nations Security Management System (UNSMS) personnel.<sup>1 2</sup> Moreover, road traffic crashes involving UNSMS vehicles are not uncommon in the communities which are supported by UNSMS and its partner organizations.<sup>3 4</sup>
2. Poor road safety practices by UNSMS personnel are not only a danger to drivers, passengers and other road users, they also impede the ability of UNSMS organizations to deliver their programmes and can contribute to a challenging operating environment. Unsafe road-user behaviours can generate resentment within the local population towards the UNSMS organizations, potentially creating further security incidents such as harassment and intimidation of UNSMS personnel involved in road traffic crashes, as well as arrest and detention.

## B. Purpose

3. The purpose of this policy is to promote appropriate road safety behaviour of UNSMS personnel and the safe operation of UNSMS vehicles; to describe the roles and responsibilities of UNSMS actors in improving road safety awareness; to enhance compliance with requirements and provisions for road safety; and to ensure road safety management takes an integrated and cross-functional approach in all UNSMS organizations.
4. This policy supports the objective of the United Nations (UN) Road Safety Strategy, for all UNSMS organizations to commit to the reduction of road traffic crashes involving UNSMS personnel and UNSMS vehicles in a comprehensive and systemic manner.<sup>5</sup> The policy is in line with General Assembly resolutions on improving road safety and “The Second Decade of Action for Road Safety (2021-2030)”.<sup>6</sup> The policy supports the Sustainable Development Goals (SDG) to halve the number of deaths and injuries from road traffic crashes, improve road safety and provide access to safe and sustainable transport systems.<sup>7</sup>

## C. Applicability

5. The policy is applicable to all individuals covered by the UNSMS, as defined in Chapter III of the *Security Policy Manual* (SPM), “Applicability of the United Nations Security Management System”, and to all non-UNSMS passengers and drivers travelling in UNSMS vehicles. For the

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<sup>1</sup> A/74/464, Report of the Secretary-General on “Safety and security of humanitarian personnel and protection of UN personnel”, September 2019.

<sup>2</sup> UNSMS personnel is defined as personnel employed by UN system organizations, their spouses and other recognized dependents.

<sup>3</sup> The UNSMS comprises all UN system organizations (major organizational units of the Secretariat which have heads officially accountable to the Secretary-General, other bodies subsidiary or related to the UN, such as the UN Agencies, Funds and Programmes) and other international organizations that have signed a memorandum of understanding with the UN for the purposes of security.

<sup>4</sup> For the purpose of this policy, “UNSMS vehicle” means a wheeled, ground transport motor vehicle (either owned, leased or rented) operated by any UNSMS entity.

<sup>5</sup> [United Nations Road Safety Strategy \(2019\)](#)

<sup>6</sup> [The Second Decade of Action for Road Safety \(2021-2030\)](#)

<sup>7</sup> [The Sustainable Development Goals](#)

purpose of this policy, the term “UNSMS driver” applies to all drivers who operate UNSMS vehicles.

6. All UNSMS personnel are expected to exercise road safety awareness as well as cautious and respectful road safety behaviour when using roads and UN vehicles, including those rented for the use of UNSMS organizations. This includes but is not limited to compliance with local traffic regulations such as speed limits, maintaining a speed that is safe for the prevailing traffic and environmental conditions, and not driving distracted, impaired or intoxicated.<sup>8</sup> Wearing of safety belts by driver and all passengers is required, as well as wearing other protective equipment, e.g. helmet and clothing that is appropriate for the type of vehicle being operated.<sup>9</sup>

#### **D. Risk management**

7. The strategy of the UNSMS for managing risk from a variety of threat categories is prevention and mitigation.<sup>10</sup> Prevention entails actions intended to lower the likelihood of a road traffic incident occurring, such as driver and passenger regulations, training, vehicle telematics, maintenance, journey planning, and road safety-awareness programs. Mitigation measures are intended to lower the impact of road traffic incidents and include first aid training with basic life support for drivers as well as plans, communication of and preparations for post-crash response.
8. A conceptual road safety framework comprising of factors for managing risk and exposure resulting from road user behaviour. To effectively manage road safety risks, there is a need to use the safe-systems approach that sets out the requirements in five pillars: road safety management; safer vehicles; safer road users; post-crash response, and safer driving environments.
9. A safe-system approach to road safety is designed with human beings at its centre. It considers human fallibility and vulnerability and accepts that even the most conscientious person can make an inappropriate or incorrect decision while driving. The goal of a safe system is to ensure that these mistakes do not lead to a crash, but should a crash occur, that it is sufficiently controlled to not cause death or serious injury. This approach helps to identify potential effects of road safety measures on both exposure and risk.

#### **E. Roles and responsibilities for road safety**

10. The primary responsibility for the safety and security of the UNSMS rests with the Host Government.<sup>11</sup> In addition, all actors in the UNSMS have security and safety management responsibilities and accountability in line with the “Framework of Accountability”.<sup>12</sup> In cooperation and collaboration with relevant Host Government entities, UNSMS managers take road safety management decisions based on technical advice provided by UNSMS security professionals, integrated by fleet managers where necessary.

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<sup>8</sup> Apart from impairment through alcohol or drugs, there is also impairment from fatigue, or as a result of disabling injuries or illness. UNSMS personnel should not drive if a medical, physical or mental condition may affect their abilities.

<sup>9</sup> ST/AI/2010/6, “Driving and Road Safety”.

<sup>10</sup> The Structured Threat Assessment evaluates five categories: Armed Conflict, Terrorism, Crime, Civil Unrest and Hazards (such as earthquakes or floods).

<sup>11</sup> UNSMS Security Policy Manual, Chapter II, Section D, “Relations with Host Countries on Security Issues”.

<sup>12</sup> Ibid, Chapter II, Section A, “Framework of Accountability”.

11. The Department of Safety and Security (UNDSS) at the HQ-level coordinates implementation of the UN Road Safety Strategy. The Inter-Agency Security Management Network (IASMN) Working Group on Road Safety (RSWG) serves as a mechanism to enhance this coordination and to increase collaboration and alignment of road safety activities across the UN system.
12. With representation from multiple UNSMS organizations, the RSWG supports road safety activities through a coordinated and multi-disciplinary effort involving security, medical services, training, administration, programme and fleet management across the UNSMS. UNDSS and the RSWG endeavor to develop road safety guidelines that set out detailed requirements for the management of road safety risks, including reporting of road traffic crashes, fatalities, and serious injuries.

### **I. UNSMS organizations**

13. UNSMS organizations are responsible for ensuring compliance with the provisions of this policy and implementation of the strategy for each location where they operate. In accordance with guidelines set out in the “Framework of Accountability”, and under the auspices of the Duty of Care, they:
  - a. Are responsible for implementing road safety risk management measures.
  - b. Are responsible for conducting, in locations where they operate, road safety training and awareness campaigns on the rules and regulations for road safety for all UNSMS personnel and UNSMS drivers.
  - c. Shall establish adequate fleet management capacity, with regard for safety, to ensure its vehicles and parts are operationally serviceable, able to perform, and for the intended task.
  - d. Shall ensure that vehicles are properly maintained in roadworthy conditions, according to local legislation at minimum, if in existence, and while striving to adhere to UN environmental and road safety standards. Where local standards are lacking, international standards on road safety will apply.
  - e. Shall ensure that their drivers are competent for any vehicle they operate, have the applicable driving licence/s, and provide safe-driving training for its professional drivers and personnel authorized to drive UNSMS vehicles that reinforces the notions of safety first.<sup>13</sup>
  - f. Establish and maintain reporting mechanisms agreed by the IASMN, using the road traffic crash taxonomy.<sup>14</sup>
  - g. Ensure Standard Operating Procedures (SOP) are in place for response and immediate actions to take if there is a crash, with attention to potential security risks incurred, and increase responsiveness to post-crash emergencies.
  - h. Are encouraged to implement programs to recognize personnel who demonstrate safe road-user behaviours and offices that demonstrate a safety culture.
  - i. Shall enforce disciplinary measures where applicable.

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<sup>13</sup> This includes, where determined by the SRM process, training in defensive driving as well as Armored Vehicle driver training.

<sup>14</sup> The road traffic crash taxonomy was endorsed by the IASMN during its 32<sup>nd</sup> session in June 2020.

14. Organizations shall establish mechanisms to ensure that third party vendors and service providers that may be contracted to provide vehicles for the use of UNSMS personnel and/or drivers to the UNSMS organizations comply with appropriate standards set in the agreement with respective UNSMS entity and in line with this policy.

## **II. The Designated Official (DO)**

15. As chair of the Security Management Team (SMT), the DO is responsible for providing leadership in the area of road safety management by:
  - a. Implementing first-aid and medical response plans and preparations, including training and equipment, for their area of responsibility so that UNSMS personnel injured in a road traffic crash can receive adequate medical response as soon as possible in accordance with applicable post-crash response and medical guidelines.
  - b. Ensuring that post-crash response plans are in place and include medical referral pathways, Casualty Evacuation and Medical Evacuation procedures, and are contextualized for the designated area.<sup>15</sup>
  - c. Approving preventative and mitigation measures that reduce security as well as road safety risks, such as defensive driving and armoured vehicle driver training if identified within the Security Risk Management (SRM) process.<sup>16</sup>

## **III. The Chief Security Adviser (CSA), or most senior UN security professional**

16. The CSA, or most senior UN security professional, in consultation with the Security Cell and other qualified technical persons or bodies at the duty station, will appropriately advise the DO and the UN Country Team and SMT on aspects of road safety management; will support implementation of the arrangements detailed in road safety policies and procedures; and is also responsible for the following:
  - a. Ensures UNSMS personnel and drivers of UNSMS vehicles are briefed on local risk factors in road safety at their entry-on-duty, as part of the mandatory safety and security briefing, and at specific times during their service to the Organization.
  - b. Ensures UNSMS personnel are aware of local rules applying to road traffic and road signs, including customary habits in countries where proper legislation is not in place. In cases where there is no national or local speed limit, UNSMS personnel should maintain a speed that errs on the side of caution taking account of driving conditions and environment or in line with UN established speed limits.
  - c. Ensures that the Security Cell addresses road safety issues at country level, in support of the SMT, assists with the implementation of road safety measures, and that security plans incorporate the management of road traffic crashes.<sup>17</sup>
  - d. Initiates in all locations where they operate, dissemination of road safety information for UNSMS personnel, including the road safety policy and related guidelines.

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<sup>15</sup> Per UNSMS Security Policy Manual, Chapter IV, Section B (Security Planning).

<sup>16</sup> Per UNSMS Security Policy Manual, Chapter IV, Section A (Policy on Security Risk Management - SRM)

<sup>17</sup> Including assessment as part of the General Threat Assessment (GTA) of the SRM process and managing road safety related risks

- e. Ensures that SRM measures comply with the legislation of the country, or according to international standards on road safety, and that consideration is given to the safety of UNSMS personnel, beneficiaries, and vulnerable road users.
- f. Ensures that reporting of road-traffic crashes involving UNSMS personnel or vehicles is recorded in SSIRS.
- g. Supports with guidance on recommended driver-training, in consultation with the fleet manager, transportation or operations officer.
- h. Provides security support related to road safety related incidents, including liaising with Host Government to facilitate post-crash response, obtaining police reports, and in coordination with respective UNSMS organizations coordinate access to (local) stress counsellors.

#### **IV. The fleet manager, transportation or operations officer**

17. Transportation and fleet managers, as well as others involved or responsible for UNSMS vehicles and drivers, shall:

- a. Ensure that all organizations or missions that handle or carry dangerous goods, e.g. fuel, explosives, infectious substances, toxic or corrosive substances, etc., have a Transport Officer/Movement Control Officer appropriately trained and appointed as a Dangerous Goods Safety Adviser (DGSA) for the transportation of dangerous goods by road in accordance with the provisions of the 1957 Agreement concerning the International Carriage of Dangerous Goods by Road (ADR).<sup>18</sup>
- b. Ensure that, as a minimum, local rules concerning vehicle requirements, vehicle inspection, transport of dangerous goods, and road crew work are complied with. When such rules do not exist in the country of operation, or do not meet the standard safety level of related UN legal instruments, ensure that vehicles used and their operation, meet the technical regulations of the UN 1958 and 1998 Agreements.<sup>19 20</sup> Regular inspections will be conducted by the Fleet Manager, Chief Transportation, or other responsible official in line with the UN 1997 Agreement.<sup>21</sup>
- c. Ensure that UNSMS drivers are regularly reminded of their obligations with respect to the safe use and physical security of UNSMS vehicles.
- d. Ensure standard minimum requirements are met by UNSMS drivers for operating UNSMS vehicles, including medical clearance, background checks, and confirmation of relevant driving licence(s) and, where required, certifications for specialized vehicles that comply with the 1968 Convention on Road Traffic.<sup>22</sup> A physical UN driver's permit must be issued or, as an alternative, a note to file must be maintained by the senior UN official or designate stating that the UNSMS driver is authorized to drive a specific UNSMS

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<sup>18</sup> [1957 Agreement concerning the International Carriage of Dangerous Goods by Road](#)

<sup>19</sup> [Agreement concerning the Adoption of Harmonized Technical United Nations Regulations for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be Used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these United Nations Regulations, 1958.](#)

<sup>20</sup> [Agreement concerning the Establishing of Global Technical Regulations for Wheeled Vehicles, Equipment and Parts which can be fitted and/or be used on Wheeled Vehicles, 1998](#)

<sup>21</sup> [Agreement concerning the Adoption of Uniform Conditions for Periodical Technical Inspections of Wheeled Vehicles and the Reciprocal Recognition of such Inspections, 1997](#)

<sup>22</sup> [United Nations Convention on road traffic, 1968](#)

- vehicle, having met the required criteria (e.g. training, licence verification, medical certificates, etc.).
- e. Plan missions with respect to all aspects of road and driving environments while ensuring that the assignment of UNSMS drivers prevents fatigue and complies with driving times and rest periods recommended in the UN Agreement concerning the Work of Crews of Vehicles Engaged in International Road Transport (AETR).<sup>23</sup>
  - f. Ensure that any vehicle modifications are in line with SRM measures.
  - g. Establish reporting mechanisms for handling road incidents due to mechanical failure of the vehicle(s).

## **F. Requirements for UNSMS vehicles**

- 18. The UNSMS vehicles fleet will be updated as needed, with vehicle purchases meeting the technical regulations of the UN 1958 and 1998 Agreements.<sup>24 25</sup> Regular inspections will be conducted by the Fleet Manager, Chief Transport, or other responsible official in line with the manufacturer's recommendations and UN 1997 Agreement.<sup>26</sup>
- 19. Vehicles shall further follow the standards set out in the SRM process.<sup>27 28</sup> In addition to the requirements from the SRM process, all UNSMS vehicles must be equipped with properly functioning standard safety features, as defined in the 'Vehicle Inspection and Maintenance' section in the Security Operational Management Manual (SMOM).<sup>29</sup>
- 20. UNSMS vehicles shall be used for official purposes only, unless otherwise authorized by the respective organization.

## **G. Requirements for UNSMS drivers and passengers**

- 21. Roles and responsibilities for UNSMS drivers and personnel traveling in UNSMS vehicles are defined in the SMOM.

## **H. Post-crash response and incident reporting**

- 22. In the event of a UNSMS vehicle being involved in a road traffic crash and/or incident involving third parties, UNSMS drivers and personnel shall:

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<sup>23</sup> [Agreement concerning the Work of Crews of Vehicles Engaged in International Road Transport \(AETR\), 1970, articles 6-9,](#)

<sup>24</sup> [Agreement concerning the Adoption of Harmonized Technical United Nations Regulations for Wheeled Vehicles, Equipment and Parts which can be Fitted and/or be Used on Wheeled Vehicles and the Conditions for Reciprocal Recognition of Approvals Granted on the Basis of these United Nations Regulations, 1958.](#)

<sup>25</sup> [Agreement concerning the Establishing of Global Technical Regulations for Wheeled Vehicles, Equipment and Parts which can be fitted and/or be used on Wheeled Vehicles, 1998](#)

<sup>26</sup> [Convention on Road Traffic of 1949.pdf \(unece.org\)](#)

<sup>27</sup> Any safety issues related specifically to armoured vehicles will be dealt with in separate documents on armoured vehicles standards.

<sup>28</sup> As defined in the UNSMS Security Policy Manual, Chapter IV, Section A, "Policy on Security Risk Management" and SRM Manual.

<sup>29</sup> Vehicle Inspection and Maintenance, Guidelines and Standards for Road Safety Awareness.

- a. Stop the vehicle and support all affected parties, including by alerting the local assistance authorities (e.g. police and ambulance), and if trained and in a position to assist, act as first responders if professional paramedics are unavailable.
  - b. Remain at the accident scene until directed otherwise by UN Security or local authorities.
  - c. This does not apply if, for security risk management reasons, a different procedure has been put in place at a duty station.
23. UNSMS personnel (including troop and police contributors in mission settings) shall report all road traffic crashes (major and minor), or dangerous road conditions, involving UNSMS vehicles or UNSMS personnel to their relevant units (e.g. transportation or fleet manager, human resources, mission support or other dedicated offices as well as the local UNDSS office/focal point), with a description of the following details required for SSIRS recording, if known (format for reporting may vary in differing missions):
- a. **Incident Type**
    - i. Threat category- Hazard
    - ii. Incident category – Safety incident
    - iii. Description of incident
  - b. **When/where**
    - i. Date
    - ii. Time
    - iii. Country
    - iv. City
    - v. Additional location details
    - vi. Location type
  - c. **Details provided to UNDSS by**
    - i. Email
    - ii. First, middle and last name
    - iii. Agency
    - iv. Job Title
    - v. Phone
    - vi. Date Reported
  - d. **Related documents**
24. For the purpose of the above, all road safety briefings shall include information on reporting procedures, reporting lines, and other actions to be taken in case of road traffic crashes and other road incidents, e.g.:
- a. road traffic crashes with no involvement of third parties;
  - b. road traffic crashes with the involvement of third parties.
25. Additional information on post-crash response and reporting road traffic crashes is available in SMOM Guidelines – Road Safety Awareness for UNSMS Drivers.<sup>30</sup>

## I. Enforcement

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<sup>30</sup> Section N: Post-Crash Response and Section O: Reporting Road Traffic Crashes and Incidents.



26. Road traffic crashes involving UNSMS personnel in UNSMS organizations' vehicles (including crashes involving pedestrians, cyclists, and/or all other road users), as well as cases of loss or significant material damage to UNSMS vehicles, may be subject to an internal administrative fact-finding enquiry, independent of any investigation undertaken by the police or other local authorities.<sup>31</sup> UN security professionals/focal points, or UNDSS where such personnel are not available, are responsible for liaising with the police authorities in such cases.
27. In the event of any investigation finding that any occupant of a UNSMS vehicle failed to abide by the terms of this policy, the respective UNSMS organizations will determine the administrative and/or disciplinary proceedings.
28. UNSMS organizations are required to establish mechanisms to monitor compliance with this policy, further governing the safe use of vehicles under the UNSMS system, with attention to all aspects of a safe road transport system, including vehicles, roads, speed, road users, and the general road safety environment.
29. UNSMS organizations may have additional measures and procedures in accordance with their own internal road safety policies.

## **J. Final Provisions**

30. The current policy shall be read in conjunction with the UN Road Safety Strategy, UN agency-level policies and guidelines on road safety, road-safety related guidelines in the SMOM, and road-safety communiques, including those of UNDSS.
31. This policy is to be distributed to all UNSMS personnel.
32. This policy enters into force on 7 January 2022.

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<sup>31</sup> Where applicable, conducted by the local UNDSS office.