Transport of ammunition
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Foreword

Ageing, unstable and excess ammunition stockpiles pose the dual hazards of illicit proliferation and accidental explosion, which have caused destabilization and humanitarian disaster in all regions of the world.

Crucial for adequate stockpile management is the identification of surpluses – that is, the portion of weapons and ammunition that does not constitute an operational need. When surpluses are not recognized, the entirety of the stockpile may continue to be seen as of operational value. Although not used, weapons and ammunition surpluses thus continue to fill warehouses and can thus pose a significant risk to safety and security.

Defective stockpile management has been assessed as the norm rather than the exception in many countries. Often it is not only surplus stocks that should be the focus of attention, but the lack of appropriate policy for stockpile management. Governments remain unaware of surpluses; their national stockpiles remain a risk to public safety; and diversion from warehouses feed into crime and armed violence.

In 2011, the United Nations developed the International Ammunition Technical Guidelines (IATG) to ensure that the United Nations as a whole consistently delivers high-quality advice and support in ammunition management. Many stakeholders, including international organizations, non-governmental entities and national authorities, use these guidelines.

The IATG, along with other conventional ammunition issues, are managed through the United Nations SaferGuard programme.

Taking into account the diversity in capacity of States, three levels of ascending comprehensiveness are offered in the IATG, referred to as “risk-reduction process levels” (RRPLs). These are indicated within each IATG as either LEVEL 1 (basic), LEVEL 2 (intermediate) or LEVEL 3 (advanced).

The aim of implementing partners should be to maintain stockpile management processes at RRPL 1 as a minimum. This will often reduce risk significantly. Ongoing and gradual improvements could then be made to the stockpile management infrastructure and processes as staff development improves and further resources become available. These additional actions would equate to RRPLs 2 and 3.

The RRPLs are determined by calculating a weighted score of questions about a particular ammunition stockpile. A checklist is available at: https://www.un.org/disarmament/un-saferguard/risk-reduction-process-levels/.

The IATG are reviewed on a regular basis to reflect developing ammunition stockpile management norms and practices, and to incorporate changes due to changing international regulations and requirements. The IATG are also available in multiple languages.

The latest version of each guideline, together with practical IATG implementation support tools, can be found at https://www.un.org/disarmament/un-saferguard/.
Introduction

The transport of dangerous goods (which includes ammunition and explosives) should be regulated in order to prevent, as far as possible, accidents to persons or property and damage to the environment, the means of transport employed or to other goods.

With different regulations in every country and applying to different modes of transport, the international movement of ammunition and explosives would be seriously impeded, if not made impossible and unsafe, without international agreements. As ammunition and explosives can also be subject to other kinds of constraints (i.e. safe storage requirements and environment protection factors), consistent agreements for their safe transport within and between States are essential.

In order to ensure consistency between various regulatory systems, the United Nations has developed mechanisms for the harmonization of hazard classification criteria\(^1\) during transport and safe transport conditions. These are accepted by other international agreements that relate to the transport of ammunition and explosives by road, rail, air or sea.

\(^{1}\) Refer to IATG 01.50 UN Explosive Hazard Classification System and Codes.
Transport of ammunition

1 Scope

This IATG introduces the extant international agreements and instruments for the safe transportation of conventional ammunition.

2 Normative references

The following referenced documents are indispensable for the application of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

A list of normative references is given in Annex A. Normative references are important documents to which reference is made in this guide and which form part of the provisions of this guide.

A further list of informative references is given at Annex B in the form of a bibliography, which lists additional documents that contain other useful information on the transport of conventional ammunition.

3 Terms and definitions

For the purposes of this guide the following terms and definitions, as well as the more comprehensive list given in IATG 01.40:2015(E) Terms, definitions and abbreviations, shall apply.

In all modules of the International Ammunition Technical Guidelines, the words 'shall', 'should', 'may' and 'can' are used to express provisions in accordance with their usage in ISO standards.

a) 'shall' indicates a requirement: It is used to indicate requirements strictly to be followed in order to conform to the document and from which no deviation is permitted.

b) 'should' indicates a recommendation: It is used to indicate that among several possibilities one is recommended as particularly suitable, without mentioning or excluding others, or that a certain course of action is preferred but not necessarily required, or that (in the negative form, 'should not') a certain possibility or course of action is deprecated but not prohibited.

c) 'may' indicates permission: It is used to indicate a course of action permissible within the limits of the document.

d) 'can' indicates possibility and capability: It is used for statements of possibility and capability, whether material, physical or casual.

4 General

Responsibility for the transport of dangerous goods issue within the UN system lies with the UN Economic Commission for Europe (UNECE) whose mandate includes the establishment of norms, standards and conventions to facilitate international cooperation on transportation within and outside the European region.

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2 www.unece.org.
UNECE is responsible for the Globally Harmonized System of Classification and Labelling of Chemicals (GHS). This is a single, globally harmonized system to address the classification of chemicals, labels, and safety data sheets during transportation; this includes military and civil explosives, which is explained more fully in IATG 01.50 UN Explosive Hazard Classification System and Codes.

4.1 UN Model Regulations

The United Nations Recommendations on the Transport of Dangerous Goods (referred to as UN Recommendations and sometimes as the ‘Orange Book’) have been developed by the United Nations Economic and Social Council's Committee of Experts on the Transport of Dangerous Goods in the light of technical progress, the advent of new substances and materials, the exigencies of modern transport systems and, above all, the requirement to ensure the safety of people, property and the environment. They are addressed to governments and international organisations concerned with the regulation of the transport of dangerous goods, including ammunition and explosives.

The UN Recommendations are presented in the form of the United Nations Recommendations on the Transport of Dangerous Goods Model Regulations (referred to as the UN Model Regulations). They aim at presenting a basic scheme of provisions that will allow uniform development of national and international regulations governing the various modes of transport; yet they remain flexible enough to accommodate any special requirements that might have to be met. It is expected that governments, intergovernmental organisations and other international organisations, when revising or developing regulations for which they are responsible, will conform to the principles laid down in the UN Model Regulations, thus contributing to worldwide harmonization in this field.

The structure, format and content of the UN Model Regulations should be followed to the greatest extent possible in order to create a more user-friendly approach, to facilitate the work of enforcement bodies and to reduce the administrative burden. Although only a recommendation, the UN Model Regulations were drafted in the mandatory sense (i.e., the word ‘shall’ is employed throughout the text rather than ‘should’) in order to facilitate direct use of the UN Model Regulations as a basis for national and international transport regulations.

The UN Model Regulations that relate to ammunition and explosives are structured as shown in Annex C.

The UN Model Regulations are a complementary document to the GHS and contain details of the symbols and hazard classifications required for the safe transport of ammunition and explosives. This hazard classification system is explained within IATG 01.50 UN Explosive Hazard Classification System and Codes, which is a normative reference to this IATG.

Ammunition and explosives should, therefore, be classified, labelled and marked during transportation in accordance with the requirements of IATG 01.50 UN Explosive Hazard Classification System and Codes.

Ammunition and explosives should be transported in accordance with the requirements of the United Nations Recommendations on the Transport of Dangerous Goods Model Regulations.

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6 The UN Model Regulations have been used as the basis for transport mode specific requirements, which are covered in this IATG under Clauses 5 to 8.
5  Transport of ammunition by road

Although the UN Model Regulations provide the basic framework for the safe transport of explosive by road, they are designed to be generic of transport mode and not specific to road transport. The European Agreement Concerning the International Carriage of Dangerous Goods by Road (ADR)\(^7\) was therefore developed by the UNECE, which is specifically designed to cover the transport of dangerous goods (including ammunition and explosives) by road. ADR closely follows the layout, structure, language and requirements of the UN Model Regulations.\(^8\)

The Agreement itself is short and simple. The key article is the second, which states that, apart from some excessively dangerous goods, other dangerous goods (including ammunition and explosives) may be carried internationally in road vehicles subject to compliance with:

a) the conditions laid down in ADR Annex A for the carriage of ammunition and explosives, in particular as regards their packaging and labelling; and

b) the conditions laid down in ADR Annex B, in particular as regards the construction, equipment and operation of the road vehicle carrying the ammunition and explosives.

Ammunition and explosives should therefore be transported by road in accordance with the requirements of the European Agreement Concerning the International Carriage of Dangerous Goods by Road.

6  Transport of ammunition by rail

The international agreement that regulates the safe transport of dangerous goods (including ammunition and explosives) by rail is the Convention for International Carriage by Rail (COTIF).\(^9\)

COTIF is managed through the Intergovernmental Organization for International Carriage by Rail (OTIF)\(^10\) whose principal objective is to develop the uniform systems of law that apply to the carriage of passengers and freight in international through traffic by rail. These systems of law have been in existence for decades and are known as the CIV\(^12\) and CIM\(^13\) Uniform Rules which are effectively contracts of carriage across state boundaries.

OTIF has further developed an International Ordinance on the Transport of Dangerous Goods by Rail (RID), (Appendix I to Annex B to the Convention for International Carriage by Rail).

Ammunition and explosives should therefore be transported by rail in accordance with the requirements of the International Ordinance on the Transport of Dangerous Goods by Rail (RID).

7  Transport of ammunition by air

Dangerous goods, which include ammunition and explosives, are carried regularly and routinely by air. To ensure they do not put an aircraft and its occupants at risk there are extant international

\(^7\) European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR), ECE/TRANS/225 (Vol 1 and II), New York and Geneva. 01 January 2013.
\(^8\) ADR is also consistent with the structure of RID (see Clause 6) and of the IMDG Code (see Clause 8).
\(^10\) www.otif.org
\(^11\) 48 states are members of OTIF (as at 30 September 2014). All the European States, (including the Baltic States, Russian Federation and Ukraine), three Near Eastern States (Iraq, Iran and Syria) and three North African States (Algeria, Morocco and Tunisia). Jordan is an associate member.
\(^12\) Uniform Rules concerning the Contract for Carriage of Passengers and Luggage by Rail.
\(^13\) Uniform Rules concerning the Contract for Carriage of Goods by Rail.
standards, which each State, under the provisions of the Chicago Convention,\textsuperscript{14} \textsuperscript{15} should introduce into national legislation. This system ensures governmental control over the carriage of dangerous goods by air and gives world-wide harmonization of safety standards.

Annex 18 of the Chicago Convention deals with the safe transport of dangerous goods by air. In general it sets down broad principles, but one of the Standards requires that dangerous goods be carried in accordance with the Technical Instructions for the Safe Transport of Dangerous Goods by Air\textsuperscript{16} (referred to as the ‘Technical Instructions’). States are required by Annex 18 to have inspection and enforcement procedures to ensure that dangerous goods are being carried in compliance with the requirements.

The ‘Technical Instructions’ are managed by the International Civil Aviation Organization (ICAO) and contain a very comprehensive set of requirements; among other things they provide for the classification of dangerous goods and have a list of them. The list identifies those goods that are:

\begin{enumerate}
\item[a)] forbidden under any circumstances;
\item[b)] forbidden on both passenger and cargo aircraft in normal circumstances but could be carried in exceptional circumstances subject to exemption by the States concerned;
\item[c)] forbidden on passenger aircraft but permitted on cargo aircraft in normal circumstances; and
\item[d)] permitted on both passenger and cargo aircraft in normal circumstances.
\end{enumerate}

The ‘Technical Instructions’ require that all dangerous goods be packaged and, in general, restrict the quantity per package according to the degree of hazard and the type of aircraft (i.e. passenger or cargo) to be used. There is generally no restriction on the number of packages per aircraft.

The ‘Technical Instructions’ stipulate the packing type and methods to be used, including the detailed specifications for the packaging and the stringent testing regime they must successfully complete before they can be used. There are requirements for the markings and labels for packages and the documentation for consignments.

In the ‘Technical Instructions’ there is a requirement that every package of dangerous goods is inspected externally by the operator before carriage to ensure it is in a fit state and appears to comply with all the relevant requirements. Packages are subject to:

\begin{enumerate}
\item[a)] loading restrictions;
\item[b)] segregation of those containing incompatible dangerous goods; and
\item[c)] restraining methods to prevent movement in flight.
\end{enumerate}

Aircraft operators should be aware of what dangerous goods have been loaded on their aircraft; in the event of an aircraft accident the ‘Technical Instructions’ require that they shall, as soon as possible, inform the State in which the accident occurred of what was on board and where it was located. However, it is possible that, depending on the circumstances and place of an accident, this information may not be available instantly.


\textsuperscript{15} There are currently 190 signatories to the Chicago Convention.

\textsuperscript{16} ICAO Technical Instructions for the Safe Movement of Dangerous Goods by Air. (Doc 9284). (Available through www.icao.int)
The ‘Technical Instructions’ also require that operators shall report to the relevant authority accidents and incidents involving dangerous goods. States in turn should have procedures in place to investigate such occurrences.

The ‘Technical Instructions’ contain training requirements, which should apply to everyone involved in consigning, handling and carrying dangerous goods, cargo and passenger baggage. These include the need for refresher training at two-year intervals and the keeping of training records. There are specific responsibilities for shippers and operators. Consignment shippers shall ensure staff preparing consignments of dangerous goods receive training or that another organisation with trained staff is used. Aircraft operators shall ensure their own staff and those of their handling agents are trained. Training programmes for operators should be subject to approval by the State of the operator.

Therefore ammunition and explosives should be transported by air in accordance with:

a) Annex 18 to the Convention on International Civil Aviation, The Safe Transport of Dangerous Goods by Air. (Fourth Edition). IACO. 17 November 2011; and


The International Air Transport Association (IATA) has produced a ‘field manual’ version of the ICAO ‘Technical Instructions’. The IATA Dangerous Goods Regulations\(^{17}\) (DGR) present the requirements for shipping dangerous goods by air in a user friendly, easy to interpret format. It also includes additional information that can assist shippers in making sure their consignments are in compliance and will be accepted quickly and easily by the airlines. Finally, since IATA member airlines are somewhat stricter in their requirements than the ICAO Technical Instructions, the DGR specifies more precisely how to prepare a shipment. The DGR should, therefore, also be consulted prior to transporting ammunition on an IATA member airline.

8 Transport of ammunition by sea

The carriage of dangerous goods (including ammunition and explosives) at sea falls under the remit of the International Convention for the Safety of Life at Sea (SOLAS).\(^{18\text{–}19}\) Chapter VII, Part A of SOLAS concerns the carriage of dangerous goods.

Chapter VII, Part A covers the carriage of dangerous goods in packaged form. It includes provisions for the classification, packing, marking, labelling, documentation and stowage of dangerous goods. States parties to the convention are required to issue instructions at the national level. Chapter VII makes mandatory use of the International Maritime Dangerous Goods Code (IMDG),\(^{20\text{–}21}\) developed by the International Maritime Organization,\(^{22}\) which is constantly updated to accommodate new dangerous goods and to supplement or revise existing provisions.

Ammunition and explosives should be transported by sea in accordance with:

a) Part A to Chapter VII of the International Convention for the Safety of Life at Sea (SOLAS); and


\(^{19}\) There are currently 159 signatories to SOLAS.


\(^{21}\) IMDG is based on the contents of the United Nations Recommendations on the Transport of Dangerous Goods (see Clause 4.1).

\(^{22}\) www.imo.org
9 Security during transport (LEVEL 1)

9.1 General security requirements (logistic movement)

Ammunition should only be transported in locked and sealed containers. The locks of such containers should be in accordance with the requirements of the European Standard EN12320:2001, Building hardware – Padlocks and padlock fittings – Requirements and test methods.23

Shipments shall be checked upon receipt and, where possible during transit, to ensure that seals are intact. If there are indications of theft, tampering or damage an immediate stock check shall take place to determine whether a loss has occurred.

Ammunition boxes or crates should be secured and also sealed prior to loading into the containers.

9.1.1. Road transport

Road transport may be conducted by marked or unmarked military vehicles, (sometimes even armoured vehicles), or civilian transport.

If civilian contractors are used to move ammunition by road, then procedures for authorization, security, monitoring and inspection of both the movements and the contractors themselves should be in place beforehand. They should be equipped with specific protection measures, (e.g. alarm systems on vehicles or electronic tracers in boxes), monitored by the police, or guarded by military or security forces, depending on the type and quantity of ammunition transported and the respective risk assessment.

Transport routes should generally be planned in advance and information concerning these routes should be treated as classified. Procedures for regular traffic between the same two locations should be varied and reviewed regularly.24

A general security principle is that ammunition and weapons should be transported separately during vehicle moves.

9.1.2. Rail transport

End-opening containers25 shall be placed door to door during rail shipments. Barriers on rail cars should be used to protect side-opening containers and deter their opening.

9.1.3. Air transport

Air transport can be conducted by transport agents. These are individuals or organisations, such as cargo companies or air freight agencies, who assume primary responsibility for facilitating, managing or organising the transport of ammunition from the point of dispatch to their final destination. They may use leased or chartered freighter aircraft with hired aircrews. Such agents should obtain the necessary over-flight authorisation for the countries over which the goods will be transported. Detailed flight and routing plans should be charted and overseen to ensure adherence and security.

23 Although this standard is aimed at building security, the section on lock types is equally valid for container security.

24 Strategies for clandestine movement of ammunition may be developed, but guidance on such strategies falls outside the scope of this IATG.

25 As opposed to side opening containers which have doors or protective sheeting along their length.
End-opening containers shall be placed door to door during air shipments. Where possible, containers of non-sensitive items should be placed on either side of side-opening ammunition containers to protect them and deter their opening during transit.

Ammunition should not be shipped on aircraft that do not offer a direct flight to the destination airport in order to reduce the possibility of the ammunition container(s) being offloaded en-route in error or by criminal design. Refuelling stops only may be permitted.

Ammunition should not be shipped using airlines that have been named in previous UN Sanctions Committee monitoring group reports.

9.1.4. Sea transport

End-opening containers shall be placed door to door during sea shipments. Containers of non-sensitive items should be placed on either side of side-opening ammunition containers to protect them and deter their opening during transit.

Prior to the voyage the consignor of the ammunition should liaise with the master of the vessel to agree the most appropriate location(s) for ammunition containers on the vessel stow plan.

Ammunition should not be shipped on vessels that do not offer a direct voyage to the destination port in order to reduce the possibility of the ammunition container(s) being offloaded en-route in error or by criminal design.

Ammunition should not be shipped using vessels that have been named in previous UN Sanctions Committee monitoring group reports.

9.2 Documentation

Each transport movement of ammunition should be accompanied by cargo documentation/freight papers. Hand-over/take-over protocols requiring signatures upon receipt should also be in place.

9.3 Emergency procedures

Ammunition and related weapons should always be transported in separate vehicles. Only in exceptional circumstances may they be transported together. In the case of an accident, standardised contingency plans should be at hand that include:

a) advice for traffic control and safety regulation;
b) instructions for immediate first aid; and
c) notification procedures for contacting the appropriate authorities, (including how to gain access to ammunition specialists, Explosive Ordnance Disposal (EOD) support, medical and fire prevention personnel).
Annex A
(normative)
References

The following normative documents contain provisions, which, through reference in this text, constitute provisions of this part of the guide. For dated references, subsequent amendments to, or revisions of, any of these publications do not apply. However, parties to agreements based on this part of the guide are encouraged to investigate the possibility of applying the most recent editions of the normative documents indicated below. For undated references, the latest edition of the normative document referred to applies. Members of ISO maintain registers of currently valid ISO or EN:

b) European Agreement concerning the International Carriage of Dangerous Goods by Road (ADR), ECE/TRANS/225 (Vol 1 and II), New York and Geneva. 01 January 2013;
c) European Standard EN12320:2001, Building hardware – Padlocks and padlock fittings – Requirements and test methods;
d) IATG 01.50:2015 UN Explosive Hazard Classification System and Codes. UN ODA. 2015;
e) ICAO Technical Instructions for the Safe Movement of Dangerous Goods by Air. (Doc 9284). ICAO;
f) International Convention for the Safety of Life at Sea,(SOLAS), Chapter VII – Carriage of Dangerous Goods. IMO. 1974;
h) International Ordinance on the Transport of Dangerous Goods by Rail (RID), (Appendix I to the International Agreement on Rail Freight Transport). OTIF; and

The latest version/edition of these references should be used. The UN Office for Disarmament Affairs (UN ODA) holds copies of all references used in this guide. A register of the latest version/edition of the International Ammunition Technical Guidelines is maintained by UN ODA, and can be read on the IATG website: www.un.org/disarmament/un-safeguard/. National authorities, employers and other interested bodies and organisations should obtain copies before commencing conventional ammunition stockpile management programmes.

26 Where copyright permits.
Annex B
(informative)
References

The following informative documents contain provisions, which should also be consulted to provide further background information to the contents of this guide:

a) *Handbook of Best Practices on Conventional Ammunition*, Chapter 3. Decision 6/08. OSCE. 2008; and


The latest version/edition of these references should be used. The UN Office for Disarmament Affairs (UN ODA) holds copies of all references27 used in this guide. A register of the latest version/edition of the International Ammunition Technical Guidelines is maintained by UN ODA, and can be read on the IATG website: www.un.org/disarmament/un-safeguard/. National authorities, employers and other interested bodies and organisations should obtain copies before commencing conventional ammunition stockpile management programmes.

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27 Where copyright permits.
Annex C  
(informative)  
Structure of UN Model Regulations

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Table C.1: Structure of UN Model Regulations

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28 Only those regulations relating to ammunition and explosives are contained within this structural summary.

29 A list of ammunition and explosives has been extracted from this document and is included at Annex C to IATG 01.50 UN Explosive Hazard Classification System and Codes.
Amendment record

Management of IATG amendments

The IATG guidelines are subject to formal review on a five-yearly basis, however this does not preclude amendments being made within these five-year periods for reasons of operational safety and efficiency or for editorial purposes.

As amendments are made to this IATG they will be given a number, and the date and general details of the amendment shown in the table below. The amendment will also be shown on the cover page of the IATG by the inclusion under the edition date of the phrase 'incorporating amendment number(s) 1 etc.'

As the formal reviews of each IATG are completed new editions may be issued. Amendments up to the date of the new edition will be incorporated into the new edition and the amendment record table cleared. Recording of amendments will then start again until a further review is carried out.

The most recently amended, and thus extant, IATG will be the versions that are posted on the UN SaferGuard IATG website at www.un.org/disarmament/un-saferguard/.

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