

ExplD: Civil Explosives Directive (Directive 2014/28/EU), explained

The Civil Explosives Directive requires explosives for civil uses to meet the essential safety requirements of Annex II, notified-body assessment, CE marking and a unique identification, while manufacturers, importers, distributors and every operator handling explosives must hold a licence or authorisation. It has applied since 20 April 2016, replacing Directive 93/15/EEC, and is unamended.

Reviewed 24 September 2026 by Conphora compliance team · Next review 12 March 2027 · Not legal advice

Key facts

Reference	Directive 2014/28/EU	Act type	Directive
In force	18 April 2014	Applies from	20 April 2016
Enforced by	National market surveillance authorities enforce the national laws transposing the directive with the powers of Regulation (EU) 2019/1020 (the directive still cites Articles 16 to 29 of Regulation (EC) No 765/2008, read as Regulation (EU) 2019/1020 since 16 July 2021), and the competent authorities named for transfers, licences and seizures apply the security chapter; in Denmark the directive is implemented by Justitsministeriet's executive order nr. 1251 of 29 October 2025 on explosives under the weapons and explosives act, permits to trade, store, transfer, acquire and use explosives are issued by the police (politidirektøren i Midt- og Vestjyllands Politi), which the order makes the supervisory authority for the permits it provides for (§ 13(4)), and Sikkerhedsstyrelsen, since January 2026 the Markedsovervågning department of Erhvervsstyrelsen, has controlled explosives for civil uses on behalf of Justitsministeriet since 1 August 2018.	CELEX	32014L0028

Key dates

26 February 2014	Directive 2014/28/EU adopted by the European Parliament and the Council as a recast of Directive 93/15/EEC aligned with the New Legislative Framework	title and signature block after Art. 55
18 April 2014	Entry into force, the twentieth day after publication in OJ L 96 of 29 March 2014; the delegation of power to update Annex I runs from this date	Art. 54 and Art. 47(2)
5 April 2015	The data-collection and record-keeping duties of the unique identification and traceability system of Directive 2008/43/EC (Article 3(6) and Articles 13 and 14) apply; the marking duties had applied since 5 April 2013	Art. 15(1)
19 April 2016	Deadline for Member States to adopt and publish the laws transposing the operative provisions listed in Article 52(1), including Articles 3 to 10, Articles 15 and 16, Articles 21 to 27, Articles 29 to 45, Articles 50 and 51 and Annexes III and IV	Art. 52(1)
20 April 2016	National measures apply; Article 1, points 1, 3 to 6 and 14 of Article 2, Articles 11, 12 and 13, Article 14(2), Articles 17 to 19, the Module D, E, F and G references in Article 20, Article 28(5), (8) and (9), Articles 46 to 49 and Annexes I, II, V and VI apply directly; Directive 93/15/EEC and Directive 2004/57/EC repealed; explosives conforming to Directive 93/15/EEC and placed on the market before this date may still be made available and certificates issued under it stay valid	Art. 51, Art. 52(1), Art. 53 and Art. 54
16 July 2021	Regulation (EU) 2019/1020 applies: it deletes Chapter III, Articles 15 to 29, of Regulation (EC) No 765/2008, of which Article 41 of the directive applies Articles 16 to 29 to explosives, and it lists Directive 2014/28/EU as point 47 of its Annex I	Art. 41; Art. 39, point (4), Art. 44 and Annex I, point 47

Obligations by role

Manufacturer (including brand owners and own-use manufacturers)

- Design and manufacture the explosive, whether you place it on the market or use it for your own purposes, in accordance with the Annex II essential safety requirements: minimal risk to life, health, property and the environment under normal foreseeable conditions, the performance characteristics you specify, safe disposal, the tested properties listed in Annex II part II (composition, stability, sensitiveness to impact and friction, purity, water and temperature resistance, safety features against untimely initiation, instructions and markings) and the special requirements for blasting explosives, cords and fuses, detonators and propellants. Art. 5(1) and Annex II
- Draw up the technical documentation, including an analysis and assessment of the risks, a general description, design and manufacturing drawings, the harmonised standards applied or the solutions adopted instead, design calculations and test reports, and have a notified body carry out EU-type examination (Module B) followed by Module C2, D, E or F, or conformity based on unit verification (Module G). Art. 5(2), Art. 20 and Annex III, Module B, point 3
- Draw up the technical documentation, including an analysis and assessment of the risks, a general description, design and manufacturing drawings, the harmonised standards applied or the solutions adopted instead, design calculations and test reports. Art. 5(2) and Annex III, Module B, point 3
- Have a notified body carry out EU-type examination (Module B) followed by Module C2, D, E or F, or conformity based on unit verification (Module G). Art. 5(2) and Art. 20
- Draw up the EU declaration of conformity per Annex IV once the procedure has demonstrated compliance, keep it continuously updated and translated into the languages the Member State requires, combine it with the declarations other Union acts require into a single declaration, and affix the CE marking followed by the identification number of the notified body involved in the production control phase. Art. 5(2), Art. 21, Art. 23(3) and Annex IV
- Draw up the EU declaration of conformity per Annex IV once the procedure has demonstrated compliance, keep it continuously updated and translated into the languages the Member State requires, and combine it with the declarations other Union acts require into a single declaration.
Art. 5(2), Art. 21 and Annex IV
- Affix the CE marking to the explosive, followed by the identification number of the notified body involved in the production control phase. Art. 5(2) and Art. 23(3)
- Keep the technical documentation and the EU declaration of conformity, together with the EU-type examination certificate and its additions, at the disposal of the national authorities for 10 years after the explosive was placed on the market. Art. 5(3) and Annex III, Module B, point 9
- Keep series production in conformity, taking account of changes in design or characteristics and in the harmonised standards or technical specifications by reference to which conformity is declared, and inform the notified body that holds the type certificate of any modification to the approved type that may affect conformity or the certificate's validity. Art. 5(4) and Annex III, Module B, point 7
- Keep series production in conformity, taking account of changes in design or characteristics and in the harmonised standards or technical specifications by reference to which conformity is declared. Art. 5(4)
- Inform the notified body that holds the EU-type examination certificate of any modification to the approved type that may affect conformity with the essential safety requirements or the validity of the certificate. Annex III, Module B, point 7
- Mark each explosive you place on the market with a unique identification under the Article 15 system, which under Directive 2008/43/EC means a human-readable part (manufacturer name, a two-letter Member State code, a three-digit manufacturing-site code attributed by the national authority, and your

product and logistical code) plus a barcode or matrix code, on the explosive and each smallest packaging unit; where the explosive is excluded from the system, mark it with a type, batch or serial number and your name, registered trade name or trade mark and a single postal contact address, or put that information on the packaging or an accompanying document. Art. 5(5) and Art. 15; Art. 3, Art. 4 and Annex

- Mark each explosive you place on the market, and each smallest packaging unit, with a unique identification under the Article 15 system: a human-readable part (manufacturer name, a two-letter Member State code, a three-digit manufacturing-site code attributed by the national authority, and your product and logistical code) plus a barcode or matrix code. Art. 5(5) and Art. 15; Art. 3, Art. 4 and Annex
- Where the explosive is excluded from the unique identification system, mark it with a type, batch or serial number and your name, registered trade name or trade mark and a single postal contact address, or put that information on the packaging or an accompanying document. Art. 5(5)(a) and (b)
- Supply instructions and safety information in a language easily understood by end-users as determined by the Member State, clear, understandable and intelligible, together with any labelling. Art. 5(6)
- If you consider or have reason to believe that an explosive you placed on the market does not conform, immediately bring it into conformity, withdraw or recall it, and where it presents a risk immediately inform the competent national authorities of the Member States where you made it available; on reasoned request provide all conformity information and documentation in a language the authority understands and cooperate on risk-elimination measures. Art. 5(7) and Art. 5(8)
- If you consider or have reason to believe that an explosive you placed on the market does not conform, immediately bring it into conformity, withdraw or recall it, and where it presents a risk immediately inform the competent national authorities of the Member States where you made it available. Art. 5(7)
- On a reasoned request from a competent national authority, provide all the information and documentation needed to demonstrate the conformity of the explosive, in a language that authority can easily understand, and cooperate with it on any action to eliminate the risks posed by explosives you placed on the market. Art. 5(8)

Authorised representative

- Act under a written mandate that at least lets you keep the EU declaration of conformity and the technical documentation at the disposal of the national market surveillance authorities for 10 years after the explosive was placed on the market. Art. 6(2)(a)
- Act as authorised representative only under a written mandate from the manufacturer that sets out the tasks you perform. Art. 6(1) and Art. 6(2)
- Keep the EU declaration of conformity and the technical documentation at the disposal of the national market surveillance authorities for 10 years after the explosive was placed on the market. Art. 6(2)(a)
- On reasoned request, provide the competent national authority with all the information and documentation necessary to demonstrate the conformity of the explosive, and cooperate with the authorities on any action taken to eliminate the risks posed by the explosives covered by your mandate. Art. 6(2)(b) and Art. 6(2)(c)
- Do not take over the manufacturer's duty to design and manufacture to the essential safety requirements or to draw up the technical documentation; those cannot form part of the mandate, although the mandate may let you lodge the EU-type examination application and keep the certificate and documentation on the manufacturer's behalf. Art. 6(1) and Annex III, Module B, point 10
- For explosives outside the unique identification system, be able to identify to the market surveillance authorities the operators that supplied you and that you supplied for 10 years after the supply. Art. 10

Importer

- Place only compliant explosives on the market, and before doing so ensure that the manufacturer has carried out the appropriate Article 20 conformity assessment procedure, drawn up the technical documentation, affixed the CE marking, supplied the required documents and applied the unique identification or the identification and address markings; hold back an explosive you have reason to believe does not meet Annex II and, where it presents a risk, inform the manufacturer and the market surveillance authorities. Art. 7(1) and Art. 7(2)
- Indicate your name, registered trade name or registered trade mark and a postal contact address on the explosive or, where that is not possible, on its packaging or in an accompanying document, in a language easily understood by end-users and market surveillance authorities. Art. 7(3)
- Ensure the explosive is accompanied by instructions and safety information in a language easily understood by end-users as determined by the Member State concerned. Art. 7(4)
- Keep storage and transport conditions while the explosive is under your responsibility from jeopardising compliance with the Annex II essential safety requirements. Art. 7(5)
- If an explosive you placed on the market does not conform, immediately take corrective measures, withdraw or recall it, and where it presents a risk immediately inform the competent national authorities of the Member States concerned with details of the non-compliance and the corrective measures. Art. 7(6)
- Keep a copy of the EU declaration of conformity at the disposal of the market surveillance authorities for 10 years after the explosive was placed on the market, ensure the technical documentation can be made available on request, provide conformity information on reasoned request in a language the authority understands and cooperate on risk-elimination measures. Art. 7(7) and Art. 7(8)
- Keep a copy of the EU declaration of conformity at the disposal of the market surveillance authorities for 10 years after the explosive was placed on the market, and ensure the technical documentation can be made available to them on request. Art. 7(7)
- On a reasoned request from a competent national authority, provide all the information and documentation needed to demonstrate the conformity of the explosive, in a language that authority can easily understand, and cooperate with it on any action to eliminate the risks posed by explosives you placed on the market. Art. 7(8)
- Where the manufacturing site is outside the Union and the manufacturer is not established in the Union, contact a national authority of the Member State of import so that the site is attributed the three-digit code used in the unique identification; where the manufacturer is established in the Union, it is the manufacturer who must do so. If you place explosives on the market under your own name or trade mark, or modify an explosive already placed on the market in a way that may affect compliance, you carry the manufacturer's obligations under Article 5. Art. 9; Art. 3(5)
- Where the manufacturing site is outside the Union and the manufacturer is not established in the Union, contact a national authority of the Member State of import so that the site is attributed the three-digit code used in the unique identification. Art. 3(5)
- If you place explosives on the market under your own name or trade mark, or modify an explosive already placed on the market in a way that may affect compliance, you carry the manufacturer's obligations under Article 5. Art. 9

Distributor (wholesaler or retailer of explosives)

- Act with due care and, before making an explosive available, verify that it bears the CE marking, is accompanied by the required documents and by instructions and safety information in a language easily understood by end-users in the Member State where it is sold, and that the manufacturer and the importer have applied the unique identification or the identification and address markings; hold back an explosive you have reason to believe does not meet Annex II and, where it presents a risk, inform the manufacturer or importer and the market surveillance authorities. Art. 8(1) and Art. 8(2)
- Keep storage and transport conditions while the explosive is under your responsibility from jeopardising compliance with the Annex II essential safety requirements, and if you repackage explosives make sure the unique identification is affixed to the explosive and the smallest packaging unit. Art. 8(3); Art. 3(6)
- While an explosive is under your responsibility, keep its storage and transport conditions from jeopardising its compliance with the Annex II essential safety requirements. Art. 8(3)
- If you repackage explosives, make sure the unique identification is affixed to the explosive and to the smallest packaging unit. Art. 3(6)
- If an explosive you made available does not conform, make sure corrective measures are taken to bring it into conformity, withdraw or recall it, and where it presents a risk immediately inform the competent national authorities of the Member States concerned. Art. 8(4)
- On reasoned request, provide the information and documentation demonstrating conformity and cooperate on risk-elimination measures; for explosives outside the unique identification system, identify your suppliers and customers for 10 years. Art. 8(5) and Art. 10
- On a reasoned request from a competent national authority, provide all the information and documentation needed to demonstrate the conformity of the explosive, in a language that authority can easily understand, and cooperate with it on any action to eliminate the risks posed by explosives you made available. Art. 8(5)
- For explosives outside the unique identification system, be able to identify to the market surveillance authorities, for 10 years after the supply, every economic operator that supplied you and every economic operator you supplied. Art. 10
- If you sell under your own name or trade mark or modify an explosive in a way that may affect compliance, you take on the manufacturer's obligations under Article 5. Art. 9

Other economic operator (storage, use, transfer, import, export or trade of explosives)

- Hold a licence or authorisation entitling you to engage in the manufacture, storage, use, import, export, transfer or trade of explosives; employees of a licensed operator do not need their own, and a manufacturing licence is issued only after the Member State has checked that you can comply with the technical commitments you assume. Art. 16 and Art. 17
- Transfer explosives only after the consignee has obtained approval from the competent authority of its Member State and, for movements through another Member State, after you have notified and obtained the prior approval of the transit Member State; carry the approval document with the explosives to their destination, produce it on request and keep a copy as consignee. Art. 11(2), Art. 11(4) and Art. 11(8)
- Where a Member State requires special supervision, provide before the transfer the names and addresses of the operators, the number and quantity of explosives, their full description and identification including the UN number, the compliance information for explosives to be placed on the market, the means of transfer and itinerary, the expected dates and where necessary the points of entry and exit; where no special security requirements apply, the authority may instead grant a fixed-period approval. Art. 11(5) and Art. 11(6)
- Adhere to the uniform system for the unique identification and traceability of explosives: collect and store the data identifying each explosive, its location while in your possession and the identity of the operators, test and protect the data, keep it for 10 years after the transaction or, where the explosive was used or disposed of, 10 years after use or disposal even if you cease trading, and make it immediately available to the competent authorities. Art. 15(1) to Art. 15(3)
- Keep a record of all identifications of the explosives you hold with the type and the person to whose custody each was given, record the location of each explosive until it is transferred or used, name a person who can supply that information outside normal business hours, and forward on request all relevant transfer information to the authorities of the Member States of departure and transit.

Art. 11(7); Art. 13 and Art. 14

Penalties

Member States lay down the rules on penalties for infringements of their national transposing laws by economic operators and enforce them; the penalties must be effective, proportionate and dissuasive and may include criminal penalties for serious infringements. Market surveillance authorities evaluate explosives that present a risk to the health or safety of persons, property or the environment, require corrective action, withdrawal or recall within a reasonable period commensurate with the risk, inform the notified body, and if the operator fails to act prohibit or restrict the making available, withdraw or recall the explosive and notify the Commission and the other Member States; compliant explosives that still present a risk can be treated the same way, and the competent authorities may seize any explosive where there is sufficient evidence that it will be illicitly acquired, used or dealt in. Formal non-compliance, such as CE marking missing or wrongly affixed, the notified body's identification number missing, a missing or incorrect EU declaration of conformity, incomplete technical documentation or absent, false or incomplete identification and address information, must be ended and otherwise leads to restriction, prohibition, withdrawal or recall. In Denmark, executive order nr. 1251 of 29 October 2025 on explosives (Justitsministeriet, in force 1 November 2025) makes the directive and Directive 2008/43/EC apply in Denmark, limits permits to trade and market explosives to products meeting Articles 3 to 4, 5(1), 19 and 22 to 23 and Annexes II to IV of the directive and the 2008/43/EC marking rules, requires police permits to trade, store, transfer, acquire and use explosives, and punishes breaches of its sections 2 to 11 and of section 12(4), and breaches of the conditions attached to a permit, with a fine or imprisonment of up to 4 months, or up to 2 years under aggravating circumstances, with companies liable under chapter 5 of the criminal code. The order names only the police as supervisory authority for the permits it provides for (§ 13(4)), and the Danish product act (lov om produkter og markedsovervågning, consolidated as LBK nr. 22 of 8 January 2026) does not list Directive 2014/28/EU among the acts it covers, so the market surveillance of explosives for civil uses rests on the control authority's own published statement that it performs it on behalf of Justitsministeriet, not on a published delegating order. Sikkerhedsstyrelsen, since January 2026 the Markedsovervågning department of Erhvervsstyrelsen, controls explosives for civil uses on behalf of Justitsministeriet and can ask the police to investigate breaches.

Art. 50, Art. 18, Art. 42, Art. 44 and Art. 45; § 12, stk. 4, § 13, stk. 4, og § 15; § 2, stk. 1, og § 9, stk. 1

Checklist

- 1. Confirm the article is an explosive in UN Class 1 for civil use and not a pyrotechnic article under Directive 2013/29/EU, ammunition, an explosive for the armed forces or the police, or a precursor chemical (Article 1, Article 2 and Annex I).
- 2. Decide your role for each product, remembering that selling under your own name or trade mark, modifying an explosive or using explosives for your own purposes makes you the manufacturer (Article 2, point (9), and Article 9).
- 3. Obtain the licence or authorisation for manufacturing, storing, using, importing, exporting, transferring or trading explosives before you start; in Denmark the permits come from the police under executive order nr. 1251 of 2025 (Article 16 and Article 17).
- 4. Identify the harmonised standards for explosives published in the Official Journal and test the product against the Annex II essential safety requirements, including the group requirements for blasting explosives, cords and fuses, detonators or propellants (Article 19 and Annex II).
- 5. Compile the technical documentation with the risk analysis, drawings, standards applied, calculations and test reports, and apply to a single notified body for EU-type examination, then choose Module C2, D, E or F for production, or use unit verification (Article 20 and Annex III).
- 6. Draw up the Annex IV EU declaration of conformity, as a single declaration where other Union acts also apply, and keep it and the documentation for 10 years (Article 5(3) and Article 21).
- 7. Affix the CE marking with the notified body's identification number to the explosive, or to the packaging and documents where the explosive does not allow it, and to the accompanying documents for own-use, MEMU-delivered and in situ explosives (Article 23).
- 8. Apply the unique identification (site code, product code, barcode or matrix code) to each explosive and smallest packaging unit, or the type or serial number and your name and address where the system does not apply, and add instructions and safety information in the required language (Article 5(5), Article 5(6), Article 7(3) and Directive 2008/43/EC).
- 9. Set up the traceability records that keep each explosive's identification, custody and location for 10 years, the corrective-action and notification procedure, and the transfer approvals and accompanying document for every movement between Member States (Article 11, Article 15 and Article 5(7)).

Sources

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9. Bekendtgørelse nr. 231 af 29. januar 2026 om ændring af bekendtgørelse om eksplosivstoffer (Retsinformation) — <https://www.retsinformation.dk/eli/lta/2026/231>
10. Bekendtgørelse af lov om våben og eksplosivstoffer m.v., LBK nr. 1736 af 26. august 2021 (Retsinformation) — <https://www.retsinformation.dk/eli/lta/2021/1736>
11. Eksplosivstoffer til civil brug, vi fører kontrol (Sikkerhedsstyrelsen) — <https://www.sik.dk/erhverv/produkter/eksplosivstoffer-civil-brug/eksplosivstoffer-civil-brug-vi-foerer-kontrol>
12. Kontrol med udgangsstoffer til eksplosivstoffer (Sikkerhedsstyrelsen) — <https://www.sik.dk/erhverv/produkter/udgangsstoffer-eksplosivstoffer/kontrol-udgangsstoffer-eksplosivstoffer>
13. Sikkerhedsstyrelsen, en del af Erhvervsstyrelsen from January 2026 (Sikkerhedsstyrelsen) — <https://www.sik.dk/sikkerhedsstyrelsen-del-erhvervsstyrelsen>

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