CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-4
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CJCSI 4360.01E
19 May 2026

EXPLOSIVES SAFETY AND MUNITIONS RISK MANAGEMENT FOR OPERATIONS PLANNING, TRAINING, AND EXECUTION

References:
See Enclosure D

1. Purpose. This instruction:

a. Establishes explosives safety and munitions risk management (ESMRM) procedures to mitigate potential risks, hazards, and consequences associated with Department of War (DoW) munitions operations.

b. Clarifies the development, staffing, approval process requirements, and framework for managing deviations from explosives safety standards and conducting Munitions Risk Management Assessments (MRMAs) in support of operations planning, training, and execution.

c. Clarifies Geographic Combatant Command (GCC) and Military Service roles and responsibilities, munitions-related risk decision, and delegation authorities. Outlines Military Service responsibilities to obtain Explosives Safety Site Plans (ESSPs) in accordance with (IAW) reference (d). Outlines responsibilities to analyze munitions-related risk and obtain munitions-related risk decisions when safety requirements of reference (d) cannot be met.

d. Clarifies DoW Component roles in the coordination of munitions-related risk decision making with multinational partners when DoW munitions are involved.

e. Clarifies the reporting and approval process for ESSP submission, deviations, and MRMAs throughout planning and execution for enduring operating locations, contingency basing outside the United States, in support of operations, training, and execution.

2. Superseded/Cancelled. Chairman of the Joint Chiefs of Staff (CJCS) Instruction 4360.01D, August 2023, "Explosives Safety and Munitions Risk Management for Joint Operations Planning, Training, and Execution" is hereby superseded.

3. Applicability

a. This instruction applies to the Joint Staff, Military Services, defense agencies, Combatant Commands (CCMD), and their components (sub-unified commands, joint task forces (JTFs), and Service component commands (SCCs)), hereafter referred to collectively as the "DoW Components."

b. This instruction applies to:

(1) Aerial and seaports of debarkation and embarkation (A/SPOD and A/SPOE) and en route infrastructure facilities (non-DoW controlled) that are used to support GCC operations and exercises.

(2) Contingency basing outside the United States, to include initial, temporary, or semi-permanent locations as specified in reference (g).

(3) Enduring locations outside the United States specified in the Enduring Location Master List IAW reference (d).

(4) Operating and exercise locations outside the United States.

(5) DoW operations, activities, installations, and facilities, when participating in or supporting multinational or coalition operations or exercises in which DoW personnel or property could be endangered by known host-nation (HN) or off-installation ammunition and explosives (AE) hazards.

(6) Any location utilized by DoW to perform munitions functions where personnel and infrastructure are potentially encumbered regardless of any civil or non-DoW risk approval (i.e., U.S. Coast Guard (USCG) or HN).

(7) When DoW-owned A/SPOD and A/SPOE within the United States and its territories are not available or cannot be utilized, non–DoW-owned or -controlled ports where personnel and infrastructure are potentially encumbered by DoW munitions operations may be utilized with appropriate notifications and risk acceptance.

(8) Locations where HN data cannot be produced, but there is cause to believe DoW personnel and resources may be at risk from HN munitions and other explosive hazards.

(9) Locations under the control of DoW Components where DoW munitions are handled, assembled, tested, staged, and stored; or where DoW personnel and resources are exposed to HN munitions and other explosives hazards and the requirements of reference (d) cannot be met.

c. This instruction does not apply to:

(1) DoW installations within the United States. The Military Services will continue to use their established Military Service chain of command to complete all ESMRM-related requirements and inform DoD Explosives Safety Board (DDESB) and applicable CCMDs.

(2) Munitions responses (e.g., environmental restoration) to munitions and explosives of concern (MEC) or material potentially presenting an explosives hazard (MPPEH). DoW policy and explosives safety requirements for munitions responses that involve intentional physical contact with MEC and MPPEH, ground-disturbing activities, or other intrusive activities in areas known or suspected to contain MEC or MPPEH are specified in references (b), (c), and (f).

4. Policy

a. To sustain and project United States military power, commanders balance explosives safety risks with operational requirements. Commanders can better provide credible deterrence when they have observable access to secure and safe munitions storage in forward deployed operating sites and depots. These munitions are a critical element of United States lethality. Failing deterrence, the Joint Force Commander must have a steady supply of munitions across the theater to sustain high intensity combat operations. However, military operations involving DoW munitions and other explosives or munitions (e.g., foreign munitions) pose risks to personnel, facilities, equipment, and military operations. History and experience have demonstrated that a catastrophic incident involving explosives or munitions, regardless of origin, has the potential to significantly disrupt and adversely impact military operations.

b. This instruction requires DoW Components to integrate ESMRM into the planning, training, and execution processes IAW reference (f).

c. Where there are conflicts between this instruction and reference (d), reference (d) takes precedence.

d. Enclosure A specifies roles and responsibilities for integrating ESMRM into each phase of military planning, training, and execution. It also outlines risk decision processes when explosives safety requirements of reference (d) cannot be met.

e. Enclosure B defines ESMRM, outlines its application, and explains requirements associated with multinational operations and military construction (MILCON). It specifies ESMRM ESSP development and submittal processes for DDESB review and approval for locations that can be sited, IAW reference (d).

f. Enclosure C outlines the MRMA process for assessing munitions-related risk, for locations that cannot meet the applicable explosives safety requirements in reference (d).

g. Deviations that do not require a GCC risk decision will be managed IAW the Military Service's explosives safety requirements.

h. Risk decision authority for locations in which a single, unrelated fatality or injury to personnel within inhabited building distance (IBD) or hazardous fragment distance is assessed shall not be delegated below the general officer/ flag officer (GO/FO) level.

5. Definitions. See Glossary.

6. Summary of Changes. This document has been extensively rewritten and differs markedly from CJCSI 4360.01D. It should be read in its entirety to ensure users understand all applicable changes. Major changes include:

a. The Military Services serve as the risk decision authority for deviations from explosives safety standards at enduring locations outside the United States except when GCC-directed operations or operations plan (OPLAN) support exceeds Service explosives safety limits.

b. At locations used to support GCC-directed operations, exercises, and training that require deviation from explosives safety standards, the GCC will serve as the risk decision authority.

c. Clarifies that, for locations in which two or more GCC authorities overlap in either assigned forces or mission, the GCC that owns the area of responsibility (AOR) (or delegated risk decision authority) will be responsible for the risk decision.

7. Releasability. UNRESTRICTED. This directive is approved for public release; distribution is unlimited on the Non-classified Internet Protocol Router Network. DoW Components (to include the CCMDs) and other Federal agencies may obtain copies of this directive through the Internet from the CJCS Directives Electronic Library at <https://dod365.sharepoint-mil.us/sites/JS-Matrix-DEL/SitePages/Home.aspx>. Joint Staff activities may also obtain access via the SECRET Internet Protocol Router Network directives Electronic Library web sites.

8. Effective Date. This INSTRUCTION is effective upon signature.

For the Chairman of the Joint Chiefs of Staff:

PAUL C. SPEDERO, Jr., RADM, USN
Vice Director, Joint Staff

Enclosures:
- A – Roles and Responsibilities
- B – Explosives Safety and Munitions Risk Management Purpose and Application
- C – Explosives Safety and Munitions Risk Management Munitions Risk Management Assessment Process
- D – References

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ENCLOSURE A

ROLES AND RESPONSIBILITIES

1. Background. This enclosure defines roles and responsibilities for DoW Components to manage, implement, and maintain explosives safety risk authorities and ESMRM tenants at all levels of command.

2. All DoW Components

a. Integrate Explosives Safety Management (ESM) and the ESMRM approach into each phase of military planning, training, operations, and exercises informing risk decisions requirements pursuant to authorities, IAW reference (l).

b. Develop and maintain ESSPs IAW Military Service processes for operating locations that can be sited IAW reference (d).

c. Apply the MRMA process or alternative processes (e.g., Military Service ESMRM processes) for operating locations that do not meet the applicable DoW explosives safety requirements or DoW Component authorities specified in reference (d), or as required to support a Hybrid Safety Submission (HSS) IAW reference (e).

d. Use the lead Service's risk management requirements to determine the hazard severity and probability of the potential consequences.

e. Provide the completed MRMA documentation to the GCC and DDESB, through the appropriate Service component and joint channels, IAW reference (f). Request access and then upload completed MRMAs, supporting data, and risk decision documentation into the DoW's ESMRM repository site. Request access through DDESB.

f. Comply with multinational operations requirements IAW Enclosure B.

g. Comply with MILCON requirements IAW Enclosure B.

(1) DoW Component commanders are not required to obtain Secretarial Exemption or Certification, as required by reference (d), for construction activities performed in support of contingency basing outside the United States (see reference (g)) that violate explosives safety criteria of reference (d) and do not exceed the established MILCON low-cost threshold.

(2) GCCs, SCCs, and Military Services will publish, or integrate into existing ESMRM policy, the risk decision levels and approval process for construction projects falling under these criteria.

(3) These criteria are not applicable to enduring locations as defined by reference (d).

h. Request the advice of the DoW Office of the General Counsel to ensure the command complies with applicable international agreements, IAW reference (h).

i. Establish scheduling guidelines, provide appropriate resources, and assign responsibilities to facilitate effective execution of the ESMRM process.

j. Review and provide recommendations to the appropriate risk decision authority on munitions risk management decisions when the applicable explosives safety requirements of reference (d) cannot be met.

k. Implement MRMA risk reduction recommendations, to the maximum extent possible, for all operating locations and logistics nodes. Mitigate munitions risks to personnel, property, and the environment, while optimizing operational capabilities and readiness.

l. Assign and track implementation of risk reduction mitigating strategy responsibilities to specific organizations, as necessary.

m. Maintain awareness of deviations from the explosives safety requirements of reference (d). Take action to mitigate or eliminate deviations.

n. Validate existing munitions-related risk decision documents during the operational planning process.

o. When risk decision authority is delegated:

(1) Delegate risk decision authority in writing.

(2) Review and take appropriate action on MRMAs submitted for locations within the theater of operations when the applicable explosives safety requirements of reference (d) cannot be met or as required for siting IAW reference (e).

(3) Provide copies of risk decisions and supporting MRMAs and HSSs to the appropriate GCC, its respective Service Component, and affected FCC and Service.

(4) Maintain or have access to all supporting MRMA documentation for assigned AOR or functional responsibility.

p. Ensure explosives safety lessons learned are submitted to the Joint Lessons Learned Information System IAW reference (i).

q. Notify affected HN government officials and, when applicable, multinational partners, as directed by the GCC, of the potential consequences. When possible, obtain their signature on a risk acknowledgement document. Submit acknowledgement documents and/or notification details as part of the risk decision package.

r. Coordinate communications with HN government officials with the Department of State (DOS) or by other approved processes as covered under international agreements and status of forces agreements (SOFAs) as appropriate to the host/partner nations.

s. Coordinate with United States civil authorities (USCG and local officials) in advance of and throughout the risk analysis and risk decision process at non-DoW controlled SPOD/Es within the United States. Civil authority concurrence is required to be documented and submitted as part of any decision to utilize a non–DoW-controlled port within the United States.

t. Review waivers from explosives safety standards for applicability and currency at intervals not to exceed 2 years IAW reference (d). Waivers can be used at non-DoW controlled operating locations.

u. Review exemptions from explosives safety standards for applicability and currency at intervals not to exceed 5 years IAW reference (d). Exemptions cannot be used at non-DoW controlled operating locations.

3. Department of Defense Explosives Safety Board

a. Provide ESMRM support, advice, and assistance in munitions-related risk assessments.

b. Serve as the principal coordination agency for this instruction on behalf of the Joint Staff.

c. Provide subject-matter expertise during review and validation of OPLANs and concept plans (CONPLANs) in coordination with the GCC, component commander's supporting Service explosives safety organization, as requested.

d. Provide ESMRM training, implementation training, and assistance with the implementation of this instruction as requested.

e. Maintain the DoW ESMRM repository, to include risk decision documents provided by the DoW Components.

4. Joint Staff

a. Assist CCMDs and Military Services in resolving ESMRM issues.

b. Ensure, as appropriate, information requirements necessary to support ESMRM for operation planning are added to the Intelligence Task List for all current applicable OPLANs and CONPLANs.

c. Serve as the office of primary responsibility for this instruction, in coordination with the DDESB.

d. Ensure DoW publications with explosives safety equities incorporate ESMRM process and associated requirements.

5. Geographic Combatant Commanders

a. Publish GCC-specific supplemental ESMRM policy. Guidance will include a process for notifying U.S., HN, coalition, or multinational force leadership of potential explosives risks from DoW munitions to respective HN, coalition, or multinational force personnel or assets IAW Enclosure B. Guidance will also include a process for addressing contingency location MILCON, IAW Enclosure B.

b. GCCs may delegate the risk decision authority, in writing, to GO/FOs, Service component commanders, subordinate commanders, or staff to make munitions-related risk decisions.

c. At no time will the risk decision authority for locations in which a single, unrelated fatality or injury to personnel within IBD or hazardous fragment distance is assessed shall not be delegated below the GO/FO level.

d. The GCC with combatant command (command authority) within an established AOR assumes primary responsibility for explosives safety risk

decisions when forces, missions, or areas of operation of multiple GCCs meet. A coordinated approach with the affected GCCs will ensure comprehensive safety across operational boundaries.

e. At munitions operating locations, assign a lead service to develop and submit ESSPs, through the Military Service's administrative chain of command for sites meeting the explosives safety criteria of reference (d) to DDESB for approval.

f. For munitions operating locations not assigned a lead Service, assign SCCs to develop and submit deviations from explosives safety standards through their operational chain of command to the designated risk decision authority.

g. When operations or OPLAN support require the lead Service to exceed explosives safety standards, coordinate with assigned lead Service and serve as the risk decision authority.

h. Provide specific guidance on risk mitigation management for DoW munitions at operational, training, and exercise locations.

i. Develop and maintain a list of OPLAN/CONPLAN specified operating, exercise, and training locations and logistics nodes where munitions are—or are forecasted to be—present within the AOR.

j. Develop a program to ensure that SCCs are conducting MRMAs as required that meet GCC requirements at locations within GCC AOR.

k. Incorporate periodic reviews of existing MRMAs as specified in paragraph 3 of Enclosure C. Specifically, review munitions-related risk decision documents for theater prioritized logistics nodes and operating sites, when the applicable explosives safety requirements of reference (d) cannot be met.

l. Assess DoW munitions-related risks IAW Enclosure C or assign Service component subordinate commanders to conduct MRMAs at munitions operating locations not assigned to a lead Service.

m. Direct the analysis of munitions-related risks IAW Enclosure C at designated A/SPOD and A/SPOE, logistics nodes, and munitions operating locations.

n. Provide MRMAs and approved risk decisions of A/SPOD and A/SPOE, within the AOR, to U.S. Transportation Command (USTRANSCOM) and the DDESB.

o. Seek Joint Staff Directorate for Intelligence, J-2 assistance when strategic A/SPOD and A/SPOE infrastructure information is not available to support conducting MRMA execution.

p. Assign, as necessary, lead Service responsibilities at contingency basing locations and for GCC-directed exercise locations.

q. Coordinate with FCCs operating in their AOR on ESMRM matters.

r. Conduct annual in-person classified Explosives Safety Round Table events with SCCs, Service explosives safety centers, external subject-matter experts (SMEs), and DDESB participation to facilitate ESMRM-related OPLAN discussions and share best practices and lessons learned.

s. Utilize the ESMRM repository, located on the DDESB web site (reference (o)) to maintain a consolidated list of deviations from safety standards.

t. Serve as the risk decision authority for deviations from explosives safety standards at:

(1) Enduring locations, in coordination with the lead Service, when GCC (or the delegated risk decision authority) directed operations or OPLAN support requirements exceed explosives safety standards. The final risk decision and supporting documentation will be provided to the lead Military Service.

(2) Contingency basing locations outside the United States as defined in reference (g). At these locations, the lead Service will conduct the MRMA and submit the deviation request to the GCC (or the delegated risk decision authority) for the risk decision. The signed risk decision will be provided to the lead Military Service.

(3) Locations used to support GCC- or Component-directed exercises. The GCC (or delegated risk decision authority) will make the risk determination.

(4) Locations used to support GCC- or Component-directed operations (i.e., use of commercial A/SPOD and A/SPOE). The GCC (or delegated risk decision authority) will make the risk determination.

6. Functional Combatant Commanders

a. Comply with lead Service explosives safety requirements when operating at locations with an assigned lead Service.

b. Request GCC support in designating a lead Service to conduct ESMRM functions at locations not assigned a lead Service.

c. Support requests for assistance to conduct MRMAs. Whenever possible, combine MRMAs with existing assessments to minimize duplication of effort.

d. USTRANSCOM, as the Joint Deployment and Distribution Coordinator, will maintain or have access to a repository of ESMRM information related to individual port studies for exercise and operation planning, as well as utilization of the USTRANSCOM Joint Distribution Process Analysis Center as a source for A/S port study information.

7. Military Services

a. Serve as the risk decision authority for deviations from explosives safety standards at enduring locations outside the United States IAW reference (d), unless the requirement for the deviation meets the criteria listed in the GCCs paragraph 5.t. above.

b. Provide the applicable GCC copies of approved deviations from explosives safety standards conducted within a GCC's AOR per Enclosure C of this instruction.

8. Service Component Commanders

a. Publish supplemental ESMRM policy based on GCC and Military Service ESMRM guidance. SCC policy guidance should include:

(1) Military Service-specific explosives safety authorities (e.g., deviations, or managing operations involving limited quantities in Hazard Class Division (HCD) of 1.4 or 1.3 munitions).

(2) The process for notifying U.S., HN, coalition, or multinational force leadership of potential explosives risks from DoW munitions to respective HN, coalition, or multinational force personnel or assets IAW Enclosure B.

b. When the applicable explosives safety requirements of reference (d) cannot be met, assist lead Service in assessing munitions-related risks IAW Enclosures C as required.

c. Review all explosives safety deviations and MRMAs (approved and not approved) IAW Service guidance and explosives safety requirements of reference (d).

d. Ensure associated explosives safety deviations and MRMAs documents for their respective AOR are uploaded to the DoW ESMRM repository site and provide respective CCMD a copy of associated documentation.

9. Lead Service

a. Implement explosives safety and ESMRM tenets into master planning, real estate, and infrastructure management. The lead Service role is critical for ESMRM due to the significant consequences to DoW personnel and property—when potentially endangered by DoW munitions and known HN or off-installation munitions hazards—that can occur when risks are not addressed during planning or if identified risk mitigation measures are not implemented and maintained throughout mission execution.

b. At enduring locations outside the United States, manage ESMRM-related responsibilities and function in accordance with Service specific and DoW explosives safety policy and, when necessary, make munitions-related risk decision when the requirements of reference (d) cannot be met.

c. When GCC-directed operations, OPLANs, or contingency plans exceed approved explosives safety standards, the lead Service will conduct a MRMA and submit the assessment results to the GCC's delegated risk authority for a risk decision.

10. Responsible Contingency Basing Commander

a. Communicate DoW munitions-related infrastructure support requirements and any explosives safety concerns to the GCC or assigned lead Service as appropriate.

b. At contingency bases outside the United States, utilize Service's administrative chain of command to submit ESSPs for review and approval IAW reference (d). When the requirements of reference (d) cannot be met and a deviation from explosives safety standards is required, submit MRMA documentation to the GCC or delegated risk decision authority.

c. Identify and resolve, when possible, DoW munitions storage requirements and potential encroachment concerns during exercises and operational mission execution. Communicate unresolved explosives safety and encroachment issues

through base operating support-integrator, if present, to lead Service, or to GCC, as appropriate.

d. Deconflict all tenant (e.g., United States and multinational forces) munitions operations requirements to ensure adherence to existing approvals and conditions. If existing approvals and assessment conditions cannot be met due to operationally required changes, then conduct a MRMA, obtain a risk-decision, and, if necessary, submit HSS IAW reference (d).

e. Integrate approved ESSPs and approved deviations into base master plans and monitor compliance with those terms and conditions.

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ENCLOSURE B

EXPLOSIVES SAFETY AND MUNITIONS RISK MANAGEMENT
PURPOSE AND APPLICATION

1. Background. ESMRM is a process within the DoW Explosives Safety Management Program. This program integrates and applies ESM tenets and requirements into DoW planning, decision making, and day-to-day operations. ESMRM, as defined by reference (a), is a systematic approach that integrates risk analysis into operational planning, military training exercises, and contingency operations with the goal of identifying potentially adverse consequences associated with munitions operations and risk reduction alternatives and providing risk acceptance criteria for senior officials to make the risk decision.

a. ESMRM is designed to:

(1) Manage the potential risks associated with DoW munitions and other encumbering explosives or munitions (e.g., foreign munitions).

(2) Provide the minimum requirements for protection against loss of life, serious injury, and damage to property or the environment while enabling mission execution.

2. Applicability

a. ESMRM is a DoW priority and should be applied throughout all phases of military planning, training, and operations to provide the commander with the information required to make an informed risk decision. Commanders should always seek to gain an approved ESSP for munitions storage, operating, and en route infrastructure locations IAW applicable explosives safety requirements of reference (d). This applies to DoW Component locations that can meet the explosives safety requirements of reference (d) without deviations for ESSP approval or for locations with deviations to be approved as part of an HSS.

b. All locations where military munitions are present or forecasted to be present must have an approved ESSP or an approved deviation from explosives safety standards in accordance with reference (d) and applicable Military Service policy.

c. Meeting explosives safety requirements to gain an approved ESSP is preferred; however, there are situations when gaining an approved ESSP is not

practicable due to time constraints, or when munitions are planned for use at non–DoW-owned or -controlled operating locations such as commercial A/SPOD and A/SPOE, exercise, or contingency operating locations.

3. Purpose of the Explosives Safety and Munitions Risk Management Process

a. Includes conducting and documenting a comprehensive assessment of current and planned potential explosion sites (PES) through the ESSP process.

(1) PES include facilities or logistics operations involving DoW munitions, regardless of location, and non-DoW munitions when located on a DoW installation or when encumbering DoW personnel or property.

(2) Effective ESSPs consist of evaluating PES and exposures with respect to the applicable exposure requirements of reference (d) and DoW Component exposure requirements.

b. Incorporates mission criticality, operational, economic, and security considerations. It also considers applicable environmental and legal criteria to meet international agreements and DoW Component policies, goals, and mission objectives.

4. Explosives Safety Site Plan Required Submittal Scope

a. DoW Components will submit ESSP submissions through appropriate channels for final review and approval for:

(1) New construction of DoW munitions facilities and HN munitions facilities that pose a munitions-related risk to DoW personnel and property.

(2) New construction of facilities within an Explosives Safety Quantity-Distance (ESQD) arc.

(3) DoW PES modifications, change of mission, or change of operations that increase the explosives hazards (e.g., personnel exposures, net explosives weight (NEW), change in hazard division, nature of operation) associated with the facility.

(4) Change of use in an exposure that requires the application of reference (b) ESQD criteria for the first time or the application of more stringent reference (d) exposure criteria.

b. Submit ESSP for all enduring locations in support of future operations, training, contingency, and exercise locations IAW reference (d).

5. Process. ESMRM begins during the planning process with commanders determining DoW-titled AE or DoW personnel and property are required to support operations. The plan is then assessed to determine if requirements of reference (d) can be met at the identified location.

a. Locations that can meet reference (d) requirements will be formally documented as an ESSP and submitted for approval, as specified in reference (d).

b. Locations that cannot meet reference (d) requirements will have a MRMA conducted to support the responsible commander's informed explosives safety risk-decision. The MRMA process—or alternative process (e.g., Military Service explosives safety risk management process)—identifies risks posed and recommended actions to mitigate risks. The MRMA process is contained in Enclosure C. MRMAs are risk assessments without risk decisions for planning analysis and to be submitted for risk decisions. Additionally, MRMAs may be used to support:

(1) Explosives risk decisions for deviations, IAW reference (d), as part of a DoW Component's ESSP submittal as an HSS. See Enclosure C for further information.

(2) Explosives risk decisions for deviations, IAW reference (d), where an ESSP cannot be submitted. Examples include commercially owned A/SPOD and A/SPOE and overseas locations not under DoW control. See Enclosure C for further information.

c. ESMRM requires continuous collection and documentation of lessons learned and mitigation strategies for training, exercises, and operations for review, to inform future risk reduction strategies to meet evolved operational requirements. Enclosure C sets the framework for conducting MRMAs when compliance with reference (d) is unknown or not expected to be feasible given operational requirements and constraints.

d. Integrate ESMRM into multinational operations when DoW munitions are involved. For example, use North Atlantic Treaty Organization (NATO) ESMRM Standardization Agreement, as implemented in reference (j), for NATO specific planning, training, and operations.

e. Communicate ESMRM risk decisions to multinational partners.

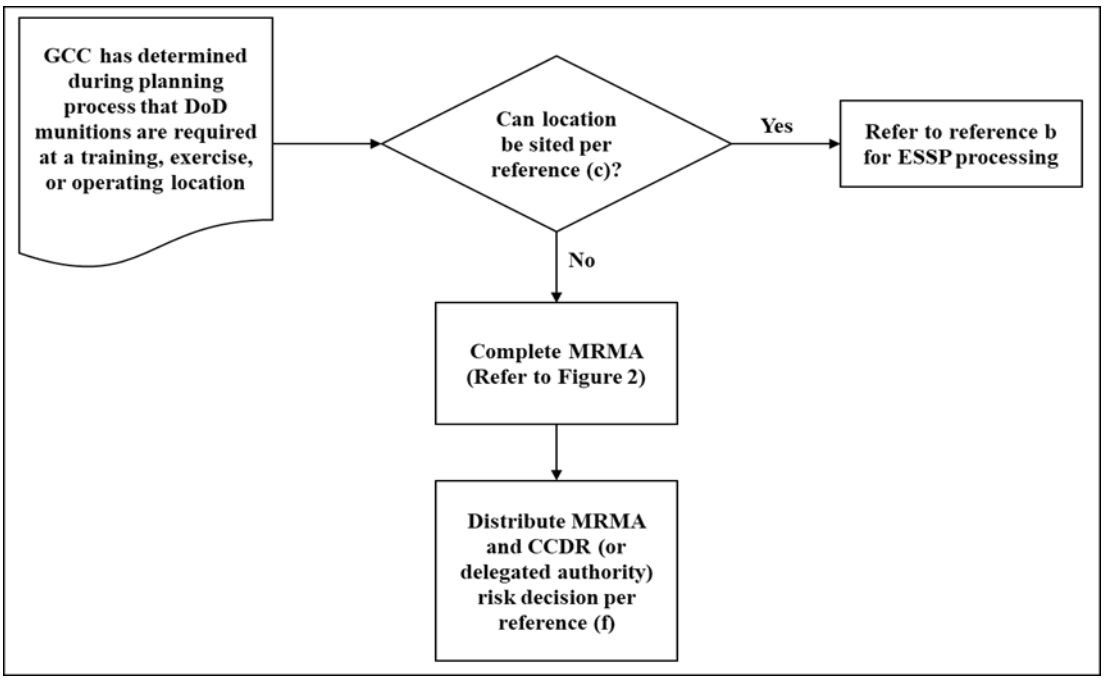

Figure 1. ESSP Planning Process Decision Matrix

f. When DoW military munitions or munitions-related operations that do not meet the applicable requirements of reference (d) may affect coalition, HN, or multinational partners, the risk decision authority will inform the affected partners of the potential consequences and, if possible, obtain their signatures on a risk acknowledgment document. This acknowledgment should be submitted as part of the risk decision package.

7. Military Construction. When a MILCON (to include HN- and multinational force-funded) project is required and does not meet the applicable explosives safety requirements of reference (d), or requires Secretarial Exemption or Certification, the following will occur prior to construction:

a. The lead Service will conduct a MRMA to identify the potential risks associated with the construction project. If possible, identify alternative locations for construction, or projects that comply with the applicable requirements of reference (d). Develop risk reduction recommendations for the planned construction.

b. The lead Service will develop a statement of compelling operational necessity for the project based on mission requirements and risks.

c. The lead Service will submit the MILCON project, risk assessment, and statement of operational necessity through the appropriate MILCON Service processes, to the GCC.

d. The responsible Military Service Secretary or their delegate will review the MILCON project and approve or disapprove IAW established Service processes.

8. Deviations. A risk decision supported by a MRMA or Military Service's ERM process will be accomplished when strategic or compelling operational requirements necessitate deviation from currently established site plans that meet the explosives safety requirements of reference (d) or as required for siting IAW reference (e). GCCs and/or Military Services, or their delegated risk decision authority, will accept the risk IAW paragraph 2 of Enclosure A.

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ENCLOSURE C

EXPLOSIVES SAFETY AND MUNITIONS RISK MANAGEMENT
MUNITIONS RISK MANAGEMENT ASSESSMENT PROCESS

1. Background. This enclosure establishes the MRMA methodology and framework to standardize a repeatable 24-month process for assessing munitions-related risks. It also establishes criteria for accepting munitions-related risks and consequences at the appropriate level of command for a MRMA risk decision and criteria for a MRMA maintenance and update frequency. DoW Components may use alternative processes (e.g., Military Service ERM processes) for assessing munitions-related risks. Whatever assessment process is used, it must include an analysis of the potential numbers of fatalities, injuries, infrastructure damage, and risks to mission. A MRMA is designed to:

a. Identify munitions-related risks to DoW-controlled, HN, coalition, or multinational forces personnel and resources from DoW or HN munitions and munitions-related operations when deviating from requirements.

b. Communicate explosives mishap probability and/or likelihood with consequence severity that quantifies the extent of explosives-related risks. Highlight the exposures and mission survivability to determine the applicable risk decision authority level that can approve a deviation. Management of risks is a critical component of ESMRM, particularly when risks cannot be mitigated or eliminated.

c. Provide commanders clear explosives risk-decision options based on risk management, testing, and scientific analysis of munitions-related risks and consequences.

2. Munitions Risk Management Assessment Methodology. The methodology employs a multi-faceted approach to assess risk within the MRMA framework. Initially, pre-existing data relevant to the location is collected. Concurrent with familiarization of applicable DoW and DoW component issuances, site surveys are conducted utilizing a risk-based tool, direct observation, personnel interviews, and real-time data capture. Subsequently, all gathered data—including pre-survey information, on-site findings, and regulatory guidance—are synthesized and analyzed. This comprehensive analysis culminates in the development of a holistic risk picture articulating identified risks, potential impacts, and contributing factors inherent to the location of the MRMA.

3. Munitions Risk Management Assessment Process Framework and Objectives. Figure 2 illustrates the MRMA maintenance and update steps. The MRMA process should be implemented and continued throughout all military planning, training, and execution cycles to support informed risk decision-making when the operating location does not meet the explosives safety requirements of reference (d), or as required for an HSS IAW reference (e). The MRMA process provides the information necessary to make informed risk decisions, balancing potential risks, and consequences with operational requirements.

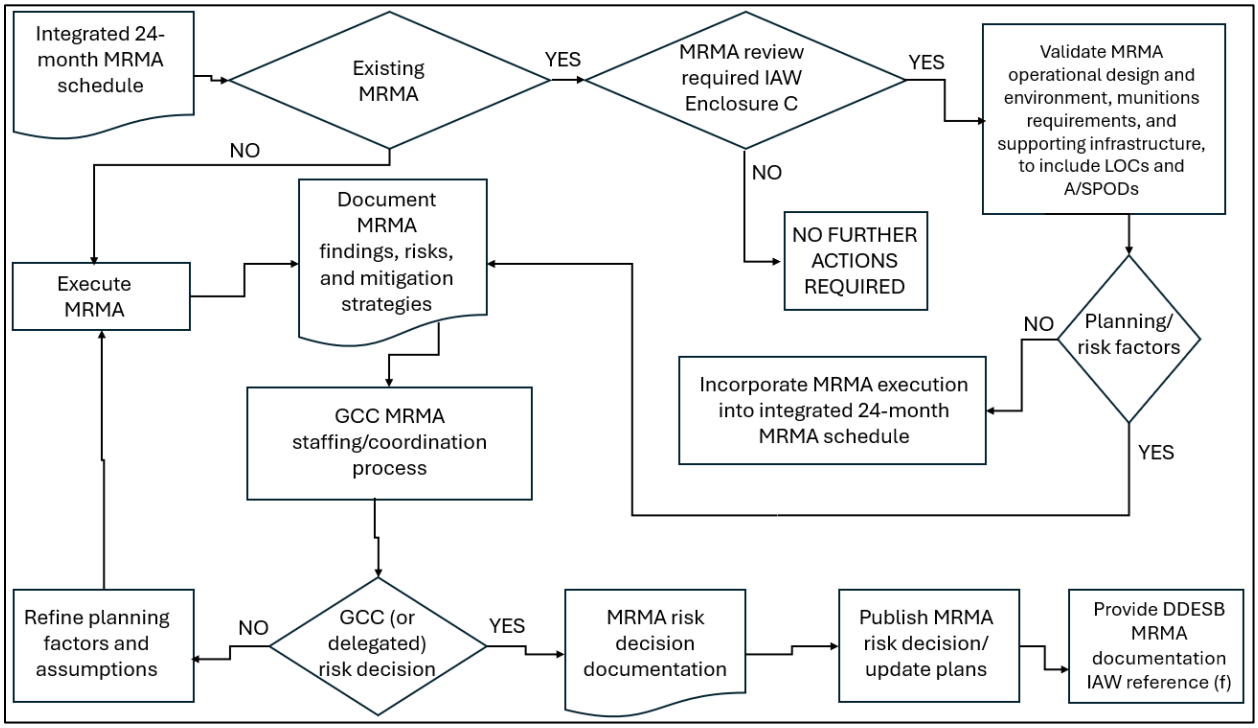

Figure 2. MRMA Maintenance and Update Frequency

a. Specific Objectives During All Steps

(1) Identification of all locations where DoW munitions exist or are forecasted to exist, and identification of all locations when DoW personnel and property are endangered by known HN or off-installation hazards.

(2) Application of the MRMA process throughout the Integrated 24-month MRMA Schedule, as outlined IAW the MRMA Integrated Schedule Development (see Figures 2 and 3).

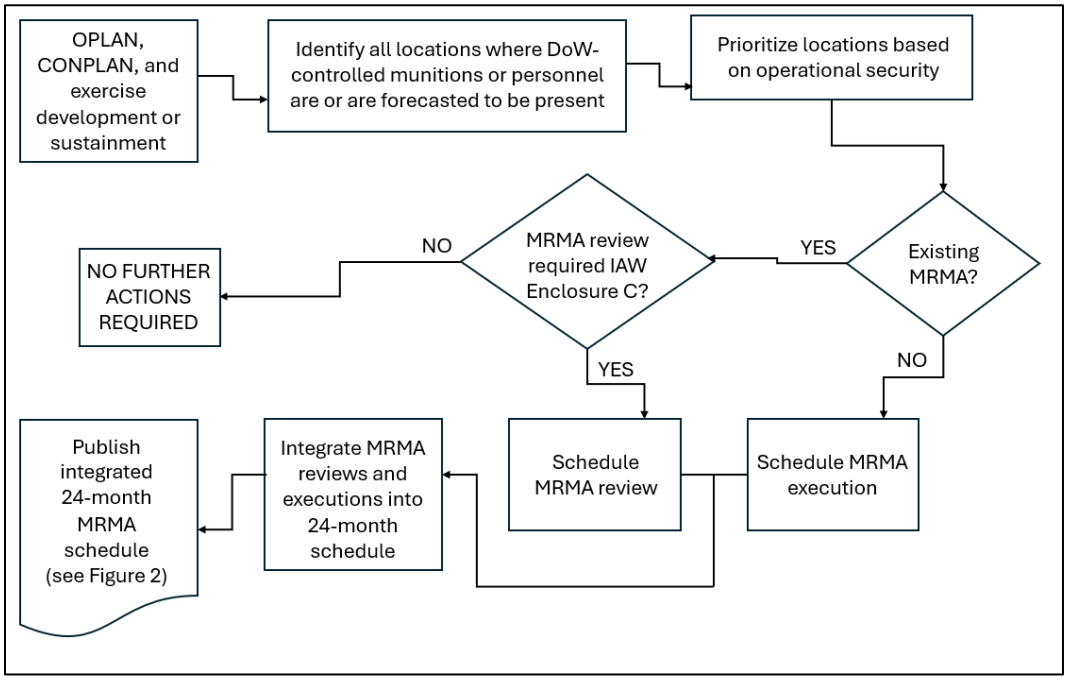

Figure 3. ESMRM Integrated Schedule Development

(3) Completion of a MRMA or review of existing MRMA documentation for identified locations.

(4) Documentation of a MRMA and associated GCC risk decision.

b. Additional Objectives During Planning

(1) Review and application of ESMRM lessons learned and mitigation strategies used during previous training, exercises, and execution.

(2) Incorporation of MRMA documentation, derived from the Joint Operational Planning Process, in OPLAN or CONPLAN Annex D, Logistics.

(3) Update of applicable OPLAN or CONPLAN.

c. Additional Objectives During Training, Exercises, and Operations

(1) Implementation of MRMA-specified risk reduction strategies.

(2) Collection and documentation of ESMRM lessons learned and mitigation strategies from the training and exercise evolutions.

(3) Continuous evaluation of mission, planning factors, and operating environments that may alter the MRMA variables and increase risk to and from munitions. Reassess munitions risk as warranted and inform or update leadership as applicable.

(4) Documentation of ESMRM lessons learned.

4. Munitions Risk Management Assessment Requirements

a. Analyze munitions-related mishap probability and/or likelihood to and from DoW operations.

b. Identify methodology used in the development of the MRMA

c. Analyze the potential consequences of a munitions-related incident at a PES, to include an estimate of:

(1) Number of personnel exposed, potential fatalities, and potential injuries.

(2) Combat assets and associated infrastructure exposed.

(3) Operational impact and cost of lost combat assets and potential infrastructure damage.

(4) All A/SPOD A/SPOE infrastructure/facilities, equipment, and estimates of cargo encumbered by explosives arcs in the MRMA analysis will be identified and included in risk acceptance documentations.

d. Include site-specific risk reduction recommendations to mitigate identified risks.

e. Identify munitions-related mishap probability or likelihood and potential consequences to determine the risk level. The team lead will determine the risk level by using the lead Military Service's operational risk management requirements or reference (k).

f. Be submitted to appropriate level of appropriate risk-decision authority for a MRMA risk decision. Risk decision authority for locations in which a single, unrelated fatality or injury to personnel within IBD or hazardous fragment distance is assessed shall not be delegated below GO/FO level.

g. Be forwarded to the designated risk-decision authority as a single package, including the qualitative and quantitative measures used to identify the hazard severity.

5. Munitions Risk Management Assessment Process. Figure 4 illustrates the 10 steps in a MRMA.

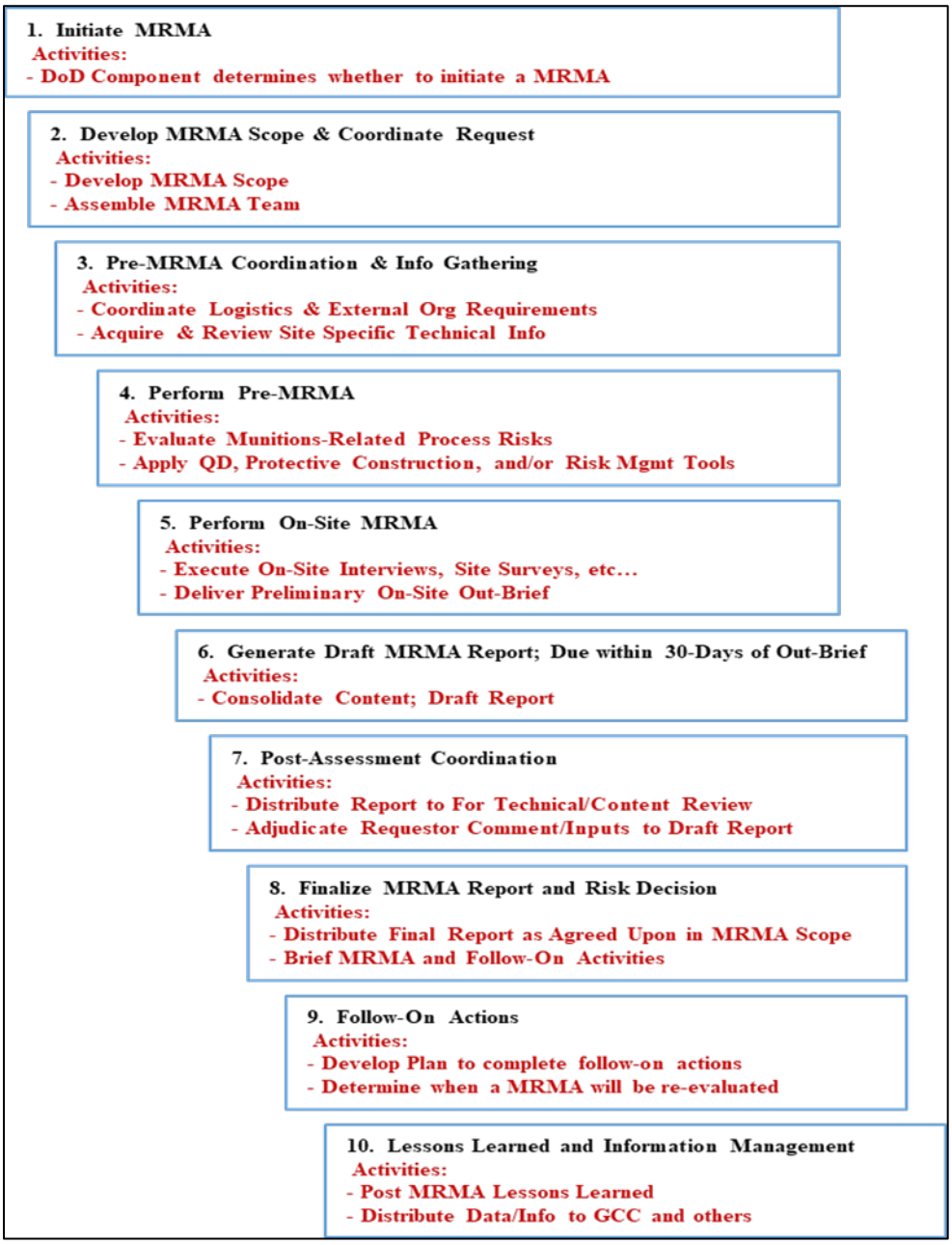

Figure 4. MRMA Process Flow

a. Step 1: Initiate MRMA

(1) Once the requirement to complete a MRMA is identified, DoW Components with responsibility over the required location will either conduct and/or complete the MRMA, task completion of the MRMA to a subordinate element, or request support for MRMA completion via their operational chain of command. Once assigned, MRMAs will be completed IAW the following:

(2) When control measures effect HN/commercial A/SPOD locations, the GCC or, if delegated, Service Components will coordinate the MRMA with the applicable FCC prior to approval or completion of the MRMA.

b. Step 2: Develop MRMA Scope and Coordinate Request

(1) Content. The MRMA's scope will include, at a minimum:

(a) Assessment location and associated logistical nodes (A/SPOD and A/SPOE).

(b) Assessment approach and methodology, including tier and type of risk-based tool used.

(c) Assignment of tasks to personnel that will complete MRMA.

(d) Timelines (planning, on-site assessment through deliverables).

(e) Contributing products.

(f) Planned distribution of final products.

(2) Modifications

(a) A MRMA's scope may require modification to assess and develop a comprehensive final report.

(b) Modifications to the scope will be documented for complete understanding and will become part of the report.

(c) The requestor and assessment team lead must both agree to each modification. Either party can initiate a modification.

(3) MRMA Team Composition. The MRMA team lead will assemble a team based on the type of assessment requested, scope, and location. Team members may include representatives from:

(a) DDESB.

(b) Service safety center.

(c) USTRANSCOM components.

(d) Supporting engineering command (e.g., Naval Facilities Engineering Command (NAVFAC), throughput assessors and engineers, and U.S. Army Corps of Engineers (USACE)).

(e) GCC Joint Munitions Officer/explosives safety managers or designated representatives.

(f) FCC Joint Munitions Officer/explosives safety managers or designated representatives.

(g) Service components SMEs.

(h) Installation support organizations (e.g., explosives safety managers, safety and occupational health, logistics management specialists, installation master planners, planning elements, quality assurance specialists - ammunition surveillance), and the organization responsible for determining and executing the operational requirement.

c. Step 3: Pre-MRMA Coordination and Information Gathering. Arrange to conduct an effective MRMA. Activities may include:

(1) Pre–site survey travel to the assessment location.

(2) Acquisition and review of site-specific technical information. Site-specific technical information may include:

(a) Approved ESSPs for identified or adjacent sites.

(b) Prior MRMAs, existing deviations, and munitions-related risk decision documents for identified or adjacent sites.

(c) OPLAN details and supporting information. Concept of operations for exercise or other military operations (e.g., timelines of AE operations, types of operations, explosives limits (HCD and NEWs)).

(d) Maps and overhead imagery.

(e) Supporting infrastructure (e.g., barricade details, lightning protection system details) relating to DoW munitions locations and munitions processes.

(f) SOFAs.

(g) International and technical agreements.

(h) HN munitions and munitions process information.

(i) Local HN logistic node laws and regulations.

(j) Allied ammunition storage and transport publications.

(k) HN explosives safety laws, limitations, and regulations.

(l) Exposures (e.g., population density, vehicles, infrastructure).

(m) Coordination with external organizations.

(3) Coordination with external organizations (as required):

(a) GCC.

(b) Sub-unified commands

(c) Service components.

(d) FCC (to include appropriate components).

(e) Joint Staff Directorate for Intelligence, J-2; Directorate for Operations, J-3; Directorate for Logistics, J-4; Directorate for Strategy, Plans, and Policy, J-5; and Directorate for Joint Force Development, J-7.

(f) DDESB.

(g) Service safety centers (i.e., U.S. Army Technical Center for Explosives Safety, Naval Ordnance Safety and Security Activity, Air Force Safety Center, and Marine Corps Systems Command).

(h) Supporting engineering activity (e.g., NAVFAC, USACE, Surface Deployment and Distribution Command).

(i) DOS.

(j) Military Attaché.

(k) Defense Intelligence Agency.

(l) National Geospatial-Intelligence Agency.

(m) Service component expeditionary support team.

(n) HN support.

d. Step 4: Perform Pre-MRMA. Analyze data and materials compiled within Step 3. Assess the risks associated with DoW munitions and munitions-related operations. Identify information gaps that require resolution prior to and during an on-site assessment, if required.

e. Step 5: Perform On-Site MRMA (as required). The MRMA team assesses each phase of DoW munitions operations and munitions-related operations as a single system with respect to the mission, vulnerabilities, and hazards to and from the munitions operations based on the potential consequences associated with an explosives incident. This assessment includes when DoW personnel and property are endangered by known HN or off-installation hazards.

(1) Assess scoped locations, A/SPOD and A/SPOE, and supporting infrastructure to identify the consequences and risks to and from DoW munitions and munitions-related operations, assigned missions, environment, and surrounding community. Consider the following, as applicable:

(a) Reception, staging, onward movement, and integration elements and associated support equipment requirements.

(b) Supporting A/SPOD and A/SPOE.

(c) Surface transportation routes of ingress and egress (e.g., rail, road, or bridges) used for munitions transport. Road assessment should include width and weight assessment based on the type of vehicles used.

(d) Clear zones around unloading and loading points.

(e) Ability to access the unloading and loading points.

(f) Containerized munitions on and off-load support equipment (e.g., cranes, handling equipment).

(g) Supporting munitions-enabling infrastructure (e.g., operating facilities, storage pads/facilities, in-transit holding areas).

(h) Ability to throughput multiple missions at a single location.

(i) Tactical assembly areas and large gun siting and checkout areas.

(j) Emergency response capabilities, equipment, and timelines.

(k) Location and information about potential exposures, such as shopping centers, hospitals, schools, apartment complexes, and houses.

(l) Location of potential threats to and from local community and/or host nation industrial operations that manufacture or store energetic materials (e.g. liquefied natural gas, bulk fuel, fertilizers).

(m) Utility locations (e.g., gas pipes, power stations, electrical lines, critical communication nodes both above and below ground).

(n) Commercial operations.

(o) Lightning protection and warning systems.

(p) Develop risk management measures for the MRMA risk decision authority to consider.

(2) Re-assess risks IAW Step 4. Aim to mitigate or eliminate identified risks.

(3) If applicable, generate and deliver preliminary on-site out brief to the appropriate U.S. commander. Place emphasis on the preliminary nature of information pending draft report coordination and finalization.

f. Step 6: Generate Draft MRMA. MRMA may include:

(1) Executive summary, as applicable, which shows the recommended decision and risk-reducing actions detailed in the report.

(2) MRMA's purpose.

(3) Scope of assessment (with signatures and modifications).

(4) MRMA's methodology.

(5) Explosives safety technical information (e.g., site plans, deviations, exposures).

(6) Identification of DoW munitions operations and munitions-related operations.

(7) Infrastructure analysis based on risk to and from DoW munitions, other explosives, and munitions-related operations.

(8) Overall risks to and from DoW munitions operations and munitions-related operations.

(9) Recommendations for mitigating munitions-related risks.

(10) Proposed organizations/units responsible for implementing and supporting risk-reduction actions.

(11) Potential length of time MRMA risk decision document is expected to be active.

g. Step 7: Post-Assessment Coordination. A MRMA team lead is responsible for ensuring coordination execution and report accuracy.

(1) Coordination timeline and finalization of a MRMA report will vary based on the number of locations and number of PESs and exposure relationships.

(2) For planning purposes, it generally takes up to 6 months for MRMA report finalization.

h. Step 8: Finalize MRMA and Risk Decision

(1) Final Brief. As applicable, the MRMA team will develop and coordinate final brief in conjunction with developing the report. MRMA team lead and members will provide final brief.

(2) Final Report. The MRMA team lead will provide the final report to the requestor and, as applicable, also during final brief, and subsequently distribute report to DDESB and applicable organizations.

(3) Completed MRMAs must be distributed to affected GCCs, FCCs, and Services.

(4) Follow-On Actions. Outline all tasks or objectives that need to be completed post MRMA, as required.

i. Step 9: Follow-On Actions

(1) As required, develop a plan to complete any follow-on actions with milestones with actionable efforts to ensure the tasks are completed.

(2) Strategic, operational, and tactical environments are dynamic and fluid. MRMAs should be updated to reflect changes in the operating environment and mission scope. A MRMA will be reevaluated as specified below:

(a) A MRMA that supports explosives safety deviations (e.g., waivers or exemptions as defined in reference (d)) will be updated IAW the timelines specified in reference (d).

(b) A MRMA that supports strategic, contingency, or exercise locations that are not under DoW control (e.g., commercial seaports and airfields) will utilize the waiver process and must be validated every 24 months.

(c) A MRMA that supports a strategic, enduring, contingency, or exercise location under DoW control (e.g., military seaports and airfields) can use the waiver or exemption process but must be validated every 24 months for waivers, and every 5 years for exemptions, when the deviation is required to support either temporary operational requirements or corrective actions.

j. Step 10: Lessons Learned and Information Management

(1) The DoW Component conducting the MRMA will designate a person or organization that will capture lessons learned from the assessment team and

requesting organization IAW reference (i). Inputs should focus on improving MRMA processes (e.g., coordination, scoping, logistics, data gathering, information management).

(2) The risk decision authority will distribute the MRMA information and the risk management decisions to GCC planners for integration into plans, training exercises, and operational documents and down the operational chain for awareness and implementation.

6. Risk Decisions. MRMAs and risk decisions—to include ones that support HSSs—will be reviewed or updated after the risk decision authority changes, including those delegated by the risk decision authority, or when conditions and/or risks considered during a MRMA have changed. These reviews will be documented. Specifically, MRMA risk decisions will be reviewed or updated when:

a. GCC has undergone a change of command. The commander will be informed of each MRMA and risk decision affecting the GCC upon assuming command. MRMAs and risk decisions will be updated if necessary and risk decisions will be assumed or cancelled by the incoming commander.

b. Changes to any GCC's delegated authority (GO/FOs, Service component commanders, subordinate commanders, or staff) will be informed of each MRMA and risk decision approved by their predecessor upon assuming delegation of risk decision authority. MRMAs and risk decisions will be updated if necessary, and risk decisions will be assumed or cancelled by the incoming delegate. Changes have occurred to OPLANs or CONPLANs that impact conditions considered during the MRMA.

c. The risk associated with DoW munitions at a specific location, or that was considered in the MRMA, that affects personnel, equipment, or infrastructure (e.g., HCD, NEW) has changed.

d. DoW Components may elect to require a more frequent MRMA review or reevaluation of risk decisions based on administrative or operational considerations.

(1) A MRMA that supports explosives safety deviations, (e.g., waivers or exemptions as defined in reference (d)) will be updated IAW the timelines specified in reference (d).

(2) A MRMA that supports strategic, contingency, or exercise locations that are not under DoW control (e.g., commercial seaports and airfields) will be validated every 24 months.

(3) A MRMA that supports a strategic, enduring, contingency, or exercise location under DoW control (e.g., military seaports and airfields) will be validated every 24 months for waivers, and every 5 years for exemptions, when the deviation is required to support either temporary operational requirements or corrective actions.

ENCLOSURE D

REFERENCES

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c. *Unified Command Plan*, change 2, 23 May 2025

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e. DoDI 6055.16 Change 3, 31 August 2018, "Explosives Safety Management Program"

f. DoDI 3000.12 Change 1, 8 May 2017, "Management of U.S. Global Defense Posture"

g. DoDD 5100.01 Change 1, 17 September 2020, "Functions of the Department of Defense and Its Major Components"

h. DoDD 6055.09E Change 3, 26 June 2019, "Explosives Safety Management (ESM)"

i. DoDD 3000.10, 27 August 2021, "Contingency Basing Outside the United States"

j. DoDD 5530.3 Change 1, 17 January 2025, "International Agreements"

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l. Allied Logistics Publication-16, "Explosives Safety and Munitions Risk Management (ESMRM) in NATO Planning, Training, and Operations"

m. MIL-STD-882D, "Department of Defense Standard Practice: System Safety"

n. DoDI 6055.07 Change 2, 11 June 2019, "Mishap Notification, Investigation, Reporting, and Record Keeping"

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OTHER SUPPORTING DOCUMENTATION

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11. DoDD 4270.5 Change 1, 31 August 2018, "Military Construction"

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18. JP 3-0, 18 July 2022, *Joint Campaigns and Operations*

19. JP 3-10, 6 August 2021, *Joint Security Operations in Theater*

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GLOSSARY

PART I – ABBREVIATIONS AND ACRONYMS

AOR	area of responsibility
A/SPOD	aerial and seaports of debarkation
A/SPOE	aerial and seaports of embarkation
BOS-I	base operating support-integrator*
CCDR	Combatant Commander
CCMD	Combatant Command
CONPLAN	concept plan
DDESB	Department of Defense Explosives Safety Board
DoW	Department of War
ESM	Explosives Safety Management*
ESMRM	Explosives Safety and Munitions Risk Management*
ESQD	explosives safety quantity-distance
ESSP	Explosives Safety Site Plan*
FCC	Functional Combatant Commander
GCC	Geographic Combatant Commander
GO/FO	general officer/flag officer
HN	host nation
HSS	Hybrid Safety Submission
IAW	in accordance with
JTF	Joint Task Force
LOC	line of communication
MEC	munitions and explosives of concern
MILCON	military construction
MPPEH	material potentially presenting an explosive hazard
MRMA	Munitions Risk Management Assessment
NATO	North Atlantic Treaty Organization
NAVFAC	Naval Facilities Engineering Command

NEW	Net Explosives Weight
OPLAN	operational plan
PES	potential explosion site
USACE	U.S. Army Corp of Engineers
USTRANSCOM	U.S. Transportation Command

PART II – DEFINITIONS

Base Operating Support-Integrator. The Base Operating Support-Integrator (BOS-I) is a sub-function of the lead Service. The BOS-I is responsible for planning and synchronizing the efficient application of resources and contracting to facilitate unity of effort in the coordination of sustainment functions at designated contingency locations (CLs). When multiple Service components share a common base of operations, a Geographic Combatant Commander may designate a Service component or joint task force as the BOS-I at each CL, in accordance with title 10, U.S. Code, section 172. Also called BOS-I.

explosives safety management. The application of policies, regulations, procedures, standards, engineering, and resources that define a risk management process designed to: sustain operational capabilities and readiness; be cost effective; and protect people, property, and the environment from—and prevent accidents, injuries, and other adverse consequences that may be caused by—DoW military munitions or other encumbering explosives or munitions. Also called ESM.

Explosives Safety and Munitions Risk Management. A systematic approach that integrates risk analysis into operational planning, military training exercises, and contingency operations with the goal of identifying potentially adverse consequences associated with munitions operations and risk reduction alternatives and providing risk acceptance criteria for senior officials to make risk decisions. Also called ESMRM.

Explosives Safety Site Plan. A site plan to create a condition where operational capability and readiness, people, property, and the environment are protected from the unacceptable effects or risks of potential mishaps involving DoW military munitions or other encumbering explosives or munitions. Also called ESSP.

lead Service. The lead Service has primary responsibility for the programming and execution of common-user items, logistics functions, and/or Service support. A Combatant Commander may choose to assign specific common-user logistics functions—to include both planning and execution—to a lead Service in accordance with title 10, U.S. Code, section 172.

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