Officer Safety and Wellness (OSW) Group Meeting Summary

Creating a Culture of Safety and Leadership

September 20, 2012

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Overview of the Officer Safety and Wellness Group

THE U.S. DEPARTMENT OF JUSTICE'S OFFICE OF COMMUNITY ORIENTED POLICING SERVICES (COPS OFFICE) AND BUREAU OF JUSTICE ASSISTANCE (BJA) ESTABLISHED THE OSW GROUP TO PROVIDE A NATIONAL FORUM FOR CONVERSATIONS ABOUT HOW TO REDUCE DEATHS AND INJURIES OF LAW ENFORCEMENT OFFICERS. WHILE THE NUMBER OF OFFICERS KILLED IN THE LINE OF DUTY DECREASED IN 2012, POLICING CONTINUES TO FACE IMPORTANT ISSUES IN ENSURING OFFICER SAFETY AND WELLNESS.

Comprised of representatives from law enforcement agencies and associations, federal agencies, and the research community, the purpose of the OSW Group is to bring law enforcement thought leaders, criminal justice practitioners, and other colleagues together to share their broad perspectives on improving officer safety and wellness. Participants contribute information and ideas with the goal of enhancing subject-related products, tools, resources, and services available to the field. In addition, the group encourages the nation's law enforcement agencies to adopt cultures of safety and wellness.

During the initial kick-off meeting held in July 2011, the OSW Group identified the 16 focus areas that would guide future meetings as well as the overall mission of the group (see sidebar). The following 16 areas were further defined and prioritized in the subsequent September 2011 meeting, also considered the first official meeting, after which the COPS Office produced a summary report (see Fiedler 2011):

1. Injuries and death due to gunfire
2. Premeditated and unprovoked ambush situations
3. Rifle/long-gun threats/assault weapons
4. Education and training
5. Leadership and safety practices
6. Emergency vehicle operation and safety
7. Physical health (e.g., fatigue, alcohol, weight, and nutrition)
8. Psychological health
9. Foot pursuit safety
10. Task force operations (federal and local)
11. Offenders (behavior during incident and history)
12. Court security
13. Deployment strategies and communications technologies
14. Maintaining good health
15. Equipment
16. Former military in law enforcement

All meeting summary reports as well as information about future meeting topics are available on the COPS Office OSW Group web page: www.cops.usdoj.gov/Default.asp?Item=2603.

The OSW Group Mission

The OSW Group will contribute to the improvement of officer safety and wellness in the United States by convening a forum for thoughtful, proactive discussion and debate around relevant programs and policies within the law enforcement field. Information and insight gained and shared will help enhance programs, policies, and initiatives related to officer safety and wellness.

The OSW Group Goals

- To create an opportunity and environment for law enforcement organizations and researchers to collaborate on improving officer safety and wellness

- To bring law enforcement organizations and researchers together quarterly to share knowledge and information about officer safety and wellness initiatives

- To disseminate information and best practices to the field through the government and law enforcement organizational communications mechanisms

Introduction

On September 20, 2012, the OSW Group convened its fifth meeting to discuss how leadership can create a culture of safety and what that culture means (to view the agenda, see Appendix A). Jane Ardern, manager of education and information services at WorkSafe, Inc., put forth one of the best definitions for organizational safety as one that "work[s] to protect people from job-related hazards and empower[s] them to advocate for the right to a safe and healthy workplace" (2011). Ardern defines a culture of safety as one that has "an organizational atmosphere where safety and health is understood and to be, and is accepted as, a high priority" (2012). Arden also identifies attitudes, environment, and systems as necessary factors to establish a culture of safety.

Creating a Safety Culture

Organizations with a good safety culture have a number of factors in place:

- Commitment exists at all levels.
- Safety and health are treated as an investment not a cost.
- Safety and health is part of continuous improvement.
- Training and information is provided for everyone.
- A system for workplace analysis and hazard prevention and control is in place.
- The environment in which people work is blame free.
- The organization celebrates successes.

Source: Ardern 2012

With this definition in mind, the OSW Group examined creating a culture of safety in police organizations from three perspectives: leadership, risk management, and safety research. Regarding the first, if attitudes, environments, and systems are important to create a culture of safety, then leadership, which influences all three, becomes the pinnacle of creating that culture. Leadership at all levels in a police organization must make both consistent messaging and modeling safety practices an agency's number one priority. Private, public, and labor union practices described in this report (see "Best Practices from the Private Sector" on page 6) have demonstrated that leadership skills such as these have reduced the number of officer injuries and fatalities.

During the September meeting, the OSW Group heard how effective leadership can create a culture of safety from Mark Brien, safety manager, and Greg Melton, feeder driver and safety committee from the United Parcel Services (UPS); Daniel Alexander, chief of police of the Boca Raton (Florida) Police Department; David Rohrer, chief of police of the Fairfax County (Virginia) Police Department; and Robert Cherry, detective of the Baltimore (Maryland) Police Department and president of the Baltimore Fraternal Order of Police.

Regarding the second perspective, risk management, police executives should proactively collect and analyze data regarding safety issues and form effective solutions to reduce officer injuries and fatalities. While some local governments provide agencies with risk management assistance, law enforcement should consider incorporating a risk management unit directly within agencies, thus enabling them to monitor and update policies, training, and practices to ensure safety protocols are understood and operational. Malcolm Sparrow, Ph.D., professor at the Malcolm Weiner Center for Social Policy, Harvard University, presented several models for agencies to consider when assessing harm reduction and risk management. These models provide effective approaches in identifying and analyzing the most relevant problems to reduce or eliminate the harms creating unsafe conditions.

For the third perspective, Adriane Quigley, captain of the Arlington Count (Virginia) Police Department, and Alexander Eastman, lieutenant and deputy medical director of the Dallas (Texas) Police Department, briefed the OSW Group on their experiences and knowledge of creating a culture of safety based on past research studies. Captain Quigley presented statistics that she collected on police officer injuries, and

Dr. Eastman discussed practical changes agencies can make now to create a culture of safety. Captain Quigley and
Dr. Eastman are also working with the International Association of Chiefs of Police (IACP) and BJA in officer safety and wellness research.

Consistent with the OSW Group's mission, the group dedicated the latter half of the day to obtaining participants' recommendations based upon their skills, knowledge, and expertise for developing a culture of safety by asking them to answer the following questions in terms of organizational leadership, policy, training, and best practices and programs:

- **Leadership:** What is the role of the chief executive and the management team, of employee organizations, and of individual employees in developing a culture of safety?

- **Policy:** What policies should guide law enforcement in creating a culture of safety?

- **Training:** What type of training is needed?

- **Practice/Programs:** What specific practices or programs should departments have to help create a safety culture? What mechanisms do departments need to identify, to develop, and to establish responses to safety issues?

The following sections of this report provide a summary of the September 2012 meeting and describe the areas the OSW Group believes are important to creating a culture of safety in law enforcement agencies, based on the presentations and participants' discussions regarding leadership, policy, training, and practice and programs.

Initial remarks

Bernard K. Melekian, then director of the COPS Office, Denise O'Donnell, director of BJA, and Craig Floyd, chief executive officer of the National Law Enforcement Officer Memorial Fund (NLEOMF), welcomed the OSW Group to the September 2012 meeting and expressed appreciation for the group's work.

Mr. Melekian and Director O'Donnell shared their belief that the OSW Group has contributed to an increased awareness of officer safety issues over the past year, and Mr. Floyd stated that the mid-year NLEOMF report reveals that 53 officers were killed in the first half of 2012, a 56% reduction compared with the 94 officers killed within the same time frame in 2011 and the lowest number of officer deaths in 52 years (NLEOMF 2012). Director O'Donnell also challenged the group to look at private sector approaches to creating a culture of safety because that sector has researched and invested in mitigating injury and fatality risks. The law enforcement field could benefit from the private sector's lessons and approaches in safety strategies and risk management.

After the initial remarks, Bascom "Dit" Talley, the OSW Group facilitator, asked participants to think about what creating a culture of safety means. He then asked participants to introduce themselves and respond to one of two questions: In developing a culture of safety, what is the most important aspect, or what is its greatest impediment? Table 1 lists a summary of the participants' responses.

Table 1. Important aspects of and impediments to creating a culture of safety

Most Important Aspects	Greatest Impediments
- Demonstrating leadership at all levels (e.g., modeling behavior and ensuring consistent safety practices) - Supervising to reinforce safety is practiced every day - Empowering supervisors to hold officers accountable to performing a high standard of safety - Holding oneself, at the officer level, accountable for consistent safety practices - Collaborating with unions to endorse and place officer safety as the number one priority - Sharing lessons learned internally and externally to enhance safety practices - Starting safety practices training with academy recruits immediately - Mandating ongoing safety education and training on equipment operations and in tactical maneuvers - Taking full advantage of technology (e.g., encouraging officers to wear body armor due to technical advances in developing lighter weight vest materials) - Making safety a high priority through consistent messaging and practices	- Lacking organizational or bargaining unit leadership - Overcoming current law enforcement culture that traditionally resists change - Holding every rank accountable for safety - Underfunding as an obstacle to training - Lacking ongoing analysis for the purpose of understanding safety issues (e.g., collecting and analyzing data and debriefing incidents to improve safety in the future) - Believing that injuries and deaths are the risks of policing instead of thinking that constant safety practices can reduce or eliminate them - Not ensuring chiefs and elected and appointed officials are committed to a culture of law enforcement safety before taking office - Providing inconsistent field training - Understanding the process of cultural change and that it takes time to establish it as a standard of operation - Lacking trust between command staff and officers to create cultural change effectively - Managing competing interests and priorities in terms of keeping officer safety training and messaging priorities

Best Practices from the Private Sector

Mark Brien, Safety Manager, and Greg Melton, Burtonsville Feeder Driver and Safety Committee Member, United Parcel Services

The private sector makes investing in systems improvement a priority because these private companies understand it affects their financial solvency and employee satisfaction. Successful companies such as the United Parcel Service (UPS) consistently analyze their work processes and systems to achieve a higher rate of performance that increases their position in the marketplace. These companies also view employee satisfaction and safety as important markers for gaging success. To ensure a quality work environment, the private sector provides employees with training opportunities, ensures employee and equipment safety, and establishes high employee morale and support as a means of retaining its workforce. This investment is an ongoing commitment to creating and supporting a culture of safety and shows employees it is a top priority for the organization.

UPS knows safety education and training is paramount in its business of lifting, moving, driving, and flying packages around the world. According to Jayaram and colleagues (2012), UPS moves 15.6 million packages a day, which is equivalent to 6% of the United States' daily Gross Domestic Product. UPS has "1,800 operating facilities, approximately 100,000 vehicles (including more than 2,000 alternative-fuel vehicles), and more than 230 UPS-owned and 294-chartered airplanes" (Jayaram et al. 2012). There are 400,000 employees and 7 million daily UPS customers. Due to the nature of UPS's work, minimizing and eliminating the chances of injuries and fatalities are high priorities.

Mark Brien, a UPS safety manager, and Greg Melton, a UPS feeder driver and safety committee member in Burtonsville, Maryland, gave a presentation to the OSW Group on their organization's comprehensive health and safety practices. In 1995, due to inordinately high rates of injury cases claimed in the State of Maine, legislative reforms restricting worker's benefits put pressure on insurance companies to almost stop offering workers compensation insurance (Jayaram et al. 2012). In response to this crisis, UPS developed the Comprehensive Health and Safety Process (CHSP), which Brien described as an "all-encompassing system to prevent and eliminate injuries and auto accidents through development of workplace health and safety processes that is employee led, with strong management commitment." CHSP is considered a process instead of a program "because unlike programs that tend to start and stop, a process tends to evolve" (Jayaram et al. 2012).

When first establishing the principles of how CHSP would operate, UPS created a pyramid to reflect its view of the most effective way to create a culture of safety within the organization (see figure 1 on page 7). Some organizations believe that beginning with training employees on safety procedures and then following the training with implementing supporting structures for safety (e.g., hazard prevention and control, worksite analysis, management commitment, and employee involvement) will result in employees personally valuing safety as their number one priority and, therefore, they will practice the safety measures. UPS, however, inverted the pyramid, believing that creating cultural change begins with the employees first believing safety is important and a priority they each should practice.

UPS has established 3,600 CHSP committees around the world, each co-chaired by a manager and non-management employee. As leaders for the UPS safety process, these committees meet monthly. They obtain information on injuries and loss from UPS's insurance company and UPS worksite data, and through their analysis of that data, they develop an annual plan for addressing workplace safety issues (McMackin 2012).

CHSP also includes outcome measurements built into it that clearly show UPS has achieved impressive results. For example, one outcome measurement, reduction in accident frequency, has declined by half in the number of vehicular accidents, regardless of severity, over the past eight years (see figure 2 on page 7).

Figure 1. UPS Comprehensive Health and Safety Process (CHSP)

Safety education and training

Hazard prevention and control

Worksite analysis

Management commitment and employee involvement

Personal value

Source: Jayaram et al. 2012

Figure 2. Annual accident frequency at UPS

Year	Number of vehicular accidents per 100,000
2003	18.2
2004	17.8
2005	17.0
2006	15.3
2007	15.1
2008	13.3
2009	10.9
2010	10.3
2011	9.3
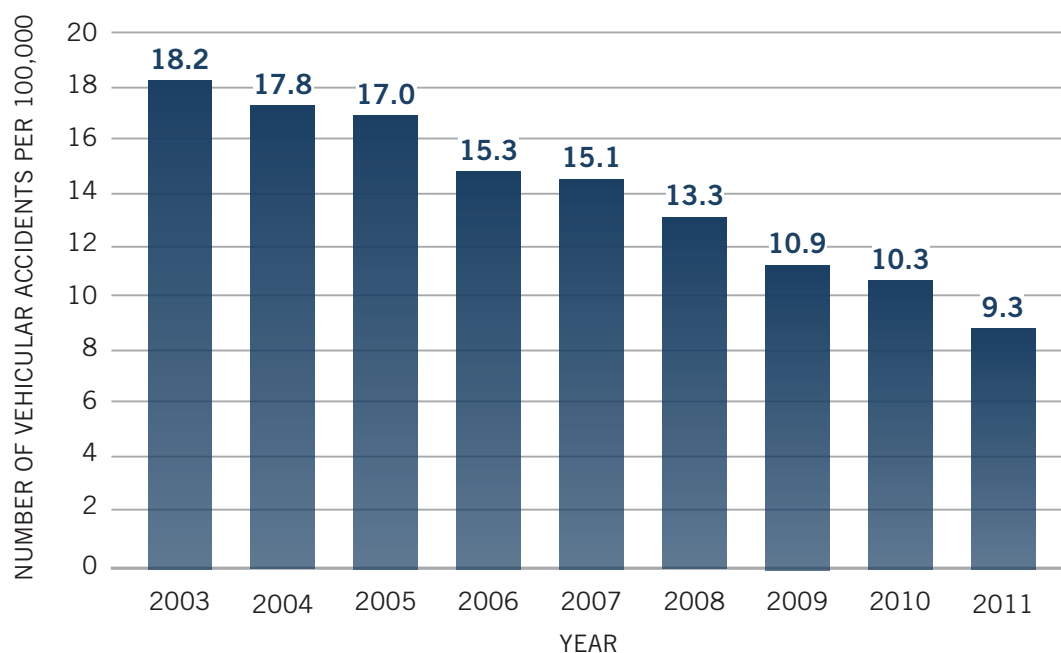
Source: Brien and Melton 2012

In addition to the CHSP committees, UPS engages in a wide variety of other activities to reinforce its commitment to safety and wellness. For example, UPS conveys a safety education topic to all employees each month, for example, at staff meetings and via online messages. According to Brien, another important part of UPS's culture of safety includes recognizing drivers who have gone 25 years without an accident through the Circle of Honor award, which more than 5,842 employees have received. Because UPS values employees' efforts to practice safety at all times, those employees who choose to not embrace safety practices are consequently discharged from UPS employment.

Brien believes CHSP is an appropriate model for law enforcement and can be easily replicated, helping law enforcement agencies to address safety issues, reduce accidents, and make safety an agency-wide priority. The motivation and values UPS employees place on taking individual responsibility for following safety measures demonstrates the effectiveness of this model.

Law enforcement can also make use of CHSP's many integral parts that ensure organizations' commitment to safety, such as education, daily messaging, and employee recognition. Ultimately, leadership must make these strategies important agency-wide, leading employees by example and supporting fellow workers to be safe.

Selecting a Risk Management Model

Malcolm Sparrow, Professor, Practice of Public Management Program in Criminal Justice Policy and Management, Malcolm Wiener Center for Social Policy, Harvard University

Building upon the previous presentation by UPS, Professor Malcolm Sparrow gave a presentation titled "Practical Dilemmas and Design Choices in Risk Management," which discussed different types of models that law enforcement leadership could apply when dealing with harm reduction and risk management in their agencies. In Malcolm Sparrow's (2008) most recent book, *The Character of Harms: Operational Challenges in Control*, he urges the regulatory community (e.g., the risk management group) to "pick important problems and fix them." While that sounds simple, Sparrow (2008) also acknowledges that

> organizing around carefully selected and important pieces of a risk—rather than around traditional programmatic or functional tasks, or around core-high-volume operational processes—is extraordinarily hard to do. Even if they manage to do it once for something special, many organizations have no place for such conduct within their routine operations.

When designing a risk management program, analyzing the situation carefully to refine and define the problem(s) to address is important. Approaching risk analysis as one complex, interconnected system is too overwhelming and unrealistic. The challenge with any analysis is filtering out the areas to examine that are too broad or unrealistic. For example, financial limitations would impede an agency's ability to implement solutions, such as purchasing the latest technology, to reduce harms or risks. Also, changes too great in scope, such as removing all guns from the street so officers do not get shot, incapacitate any efforts put forth by an agency. Therefore, the goal is to be able to target risks and harms effectively to affect the problems and to identify the appropriate solutions that will improve officer safety.

Dictionary.com defines harm as a "physical injury or mental damage" or "moral injury," and it defines risk as "exposure to the chance of injury or loss; a hazard or dangerous chance." Sometimes, however, harms or risks fall into special categories in which they either appear only in particular contexts or, just the opposite, occur across multiple agencies.

Types of harms or risks that occur in particular contexts include the following:

- **High-level harms** (e.g., terrorism) transcend the scope of existing control systems (e.g., policies and procedures).
- **Slow-acting harms** involve natural, biological, or physiological threats; unfortunately, because these harms are slow acting, the time intervals between determining causes, implementing interventions, and analyzing outcomes may take several decades.

Unfortunately, risk management's control systems cannot effectively address these types of harms. For example, certain policies and procedures make conflict to some degree with the core purposes or culture of law enforcement. To be more specific, in a vehicle pursuit, a policy might deem that the sergeant or officer call off a chase if the risk may be too high; however, an officer may not want to stop because the goal is to catch perpetrators no matter what.

Types of harms or risks that almost all agencies experience include the following:

- **Invisible harms occur** when there are low rates of reporting when the bulk of the problem is invisible, and when the scope of the problem is uncertain.
- **Harms involving conscious opponents** becomes a dynamic game in which each side seeks to outsmart the other to take control of the situation and determine how to resolve the harm.
- **Catastrophic harms** involve calamities but of very low frequency or probability, such as tornadoes and floods.
- **Harms in equilibrium** involve forces working to preserve the status quo and to counteract change, which some may perceive as small disturbances, trouble, or chaos.
- **Performance-enhancing risks** are improper or unlawful even though they enhance core aspects of an agency mission.

The conversation of the OSW Group meeting focused particularly on the last type of risk and how sometimes an agency positively reinforces risk-taking behavior either by idolizing the risk taker, even though he or she could have gotten hurt, or by not holding the risk taker accountable, even though the risk violated policies and procedures.

For example, an officer tracking a violent, high-profile crime suspect becomes engaged in an active shooter situation and takes the opportunity to apprehend the shooter in such a way that endangers the officer's life and violates policy or procedure. The agency then acknowledges this "act of bravery" through an award, and the press gives accolades to the officer's heroic actions in capturing the suspect. The fact that the officer took undue safety risks and violated policy or procedure is overlooked.

Thus a cultural value forms that this is acceptable behavior even though it violates all safety principles. Officers see that high-risk behavior gets rewarded even if it could lead to an officer fatality, and subsequently they engage in high-risk, unsafe police practices. This cultural norm disrupts an agency's efforts to create a culture of safety and makes managing risks difficult.

When risk taking enhances a performance, officers naturally pressure themselves to push closer and closer to the "edge" of risk taking until they push too far and the risk becomes a disaster. Agencies should not wait until this point before discouraging risk-taking behavior.

When conducting risk analysis and management, agencies must be aware of the informal and unsafe norms that officer actions can form. High numbers indicate not only the unsafe or risk-taking behaviors employed by officers but also the policies and procedures followed and how the agency reinforces them.

As part of his presentation, Sparrow introduced five models that can aid an agency in risk management. Depending upon how an agency defines, divides, distributes, and carries out the work of controlling harms (i.e., reducing or eliminating harms) will determine the best model for conducting analysis:
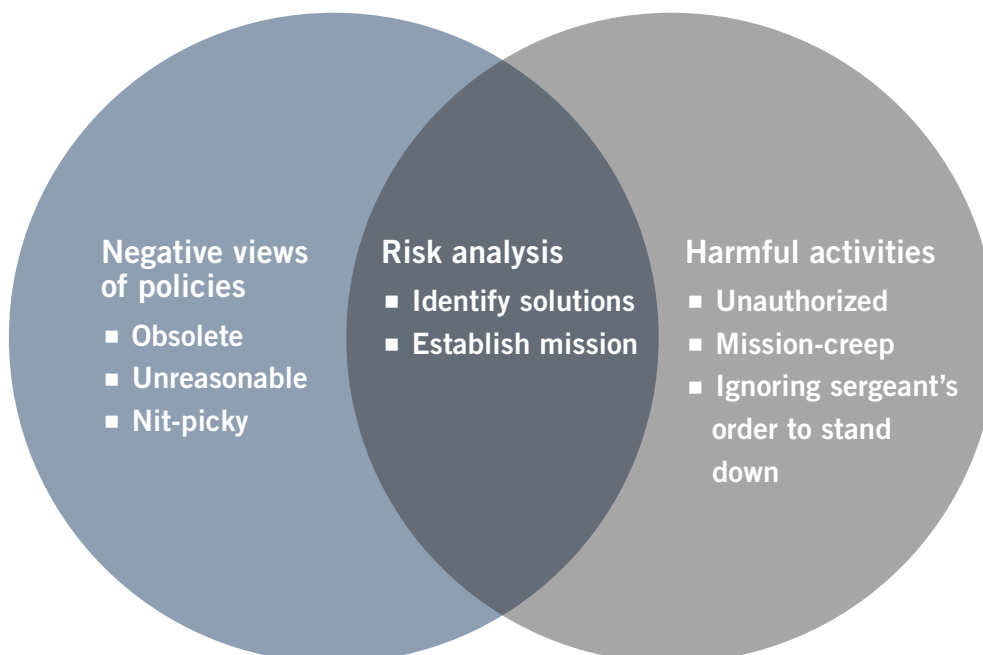
Model 1. Establishing the Mission

The first model provides a straightforward method for managing risks by identifying the parameters of an agency's risks or harms. Once achieved, agencies can then perform comprehensive risk analysis to identify solutions and establish a mission for reducing future harms and risks.

For example, as figure 3 demonstrates, employees who take risks that lead to injury or death may be engaging in illegal or harmful activities. Risk management's mission is to focus on both possibilities, not just one or the other, by examining past incidents or tracking trends of consistent behavior that resulted in injuries or deaths. Such comprehensive risk analysis leads to policies and parameters that establish acceptable behavior and that help ensure employee safety.

Although Sparrow originally developed this model for the Occupational Safety and Health Administration (OSHA), law enforcement can easily use the adapted version (see figure 3). Officers who view policies as obsolete, unreasonable, or nit-picky may violate them by engaging in harmful activities that could lead to an accident, such as running lights and sirens because an officer believes a call for service is critical, even after the sergeant has told the officer to stand down.

By working with the private sector, Sparrow learned that agencies must look at all possible causes; otherwise, they risk missing factors that may have contributed to previous injuries or loss of life. For example, Sparrow learned from an OSHA employee that 10% of the organization's injuries and deaths involved a violation of a rule or policy. If this percentage is average across other organizations, then a harm reduction strategy that relies on policy enforcement alone would leave 90% of injuries unanalyzed and unaddressed and create lost opportunities to further employee safety.

Figure 3. Establishing the mission

Negative views of policies
- Obsolete
- Unreasonable
- Nit-picky

Risk analysis
- Identify solutions
- Establish mission

Harmful activities
- Unauthorized
- Mission-creep
- Ignoring sergeant's order to stand down

Source: Adapted from Sparrow 2012

Model 2. Applying Opposite Perspectives in Solving Problems

Opposing ways of thinking provide an opportunity for discussion, enabling agencies to look at situations from different perspectives and discover various ways to resolve the problems creating harms or risks. The chosen perspective will define how the agency will resolve those problems. When solving problems, understanding both sides, or perspectives, of the situation helps to identify the best responses.

To help demonstrate how different perspectives could lead to different or combined solutions, Sparrow presented table 2 to the OSW Group. In this figure, the opposite of disease is health and wellness. While one perspective may choose to focus on treating the disease itself, another may choose to prevent it through wellness programs. However, a discussion between these two perspectives could lead to a combined solution that would help address the issue both proactively and reactively.

This same approach can also benefit law enforcement. For example, after analyzing highway accidents, a law enforcement agency may suggest two different solutions: enforcement or prevention. With the first, an agency could attempt to reduce or eliminate vehicle crashes by enforcing the laws related to the contributing factors (e.g., speeding or seat belt use). With the second, agencies could focus on promoting highway safety or prevention through educational campaigns, driver training, and engineering changes. Each agency must decide for itself how much emphasis it will place on such solutions. For example, if an agency believes it already has an effective, evidence-based prevention campaign, then perhaps that agency will decide to place more emphasis on enforcement.

When agencies apply this model, operational reality requires attention to both sides of an issue; however, only the risk management group can determine whether to split the attention 50/50 or to give greater emphasis to one or the other side.

Table 2. Using opposite views to solve problems

Perspective A	Perspective B
corruption	integrity
crime	public safety
pollution	environmental stewardship
ignorance	education
disease	health/wellness
highway accidents	highway safety
poverty	economic prosperity
discrimination	equal opportunity

Model 3. Identifying Levels of Harms

In this model, an agency does not organize most risk control work around risk-concentric harms as described in Model 1; instead, an agency tries to resolve problems and eliminate risks by analyzing agency functions, processes, and structures. To achieve this, agencies identify harms according to their level of severity. As the hierarchy descends from the highest to the lowest level, the focus narrows to smaller, more specific harms (see table 3).

Broad, level-one harms might be addressed nationally or internationally. For example, law enforcement may examine officer safety in terms of national statistics on officer deaths and injuries. Law enforcement may also focus on general theories that may compete at this level to define the risk or harm, such as establishing and maintaining leadership and developing and enforcing policies and procedures.

The next level, considered high within the hierarchy, looks at specific harms that have escalated to a crisis. These types of problems are usually politically visible, and failure to control the crisis could be embarrassing to the law enforcement agency that should take action to reduce or eliminate the problem. For example, when officer brutality is taped and viewed on national television, the law enforcement agency should take immediate action to address the officer's behavior and community concerns.

Table 3. Levels at which to define or address harms

Level	Objective	Comments
1. Highest	Broad categories of harm, addressed at the level of nations	▪ Macro-level analyses ▪ "General theories" complete at this level ▪ Lower level texture not visible from here
2. High	Specific harms that have escalated to crisis proportions	▪ Problem politically visible and urgent ▪ Failure to control would be embarrassing ▪ Combination sufficient to produce action
3. Medium	Anything in between	▪ Small enough to be optional ▪ Large enough to require organizational systems ▪ Many agencies lack any apparatus for this
4. Low	Problems small enough that highly motivated individuals or teams can address	▪ Preserve self-motivated volunteers ▪ Represent departures from normal practice ▪ Heralded as "innovations"
5. Lowest	On specific incident, report, or case	▪ Handled through routine processes ▪ Unit of work is how workload is measured ▪ Harm not a collection of lower level harms

Source: Sparrow 2012

Level-three harms are the median of the high and low harms. They may be small enough that addressing them may be optional or large enough that developing organizational systems may be required. Typically, agencies focus on functions and processes to resolve these problems. For example, an agency may need to address an incident by updating a policy and procedure and also require additional officer training.

Low, level-four harms are small enough for highly motivated individuals or teams who have volunteered to work on the problem to address them. The solution typically departs from normal practices and is innovative in resolving the problem. For example, while inspecting their arsenal of weapons, some officers discover some of the weapons might be unsafe. As a result, these officers take the initiative to develop a new system for checking weapons for safety risks, and they also discover this innovative system can be used for other types of safety inspections.

Located at the bottom of the hierarchy, level-five harms are defined as narrow or single-problem specific. Law enforcement agencies typically resolve these types of problems through routine processes or establishing a workload measurement to assure compliance to reduce or eliminate the harm. For example, an agency may remind its officers at roll call to continue practicing particular safety measures as a result of an incident in which an officer got hurt.

Assessing and resolving harms through a hierarchal approach offers a systematical approach based on agency functions, processes, and structures to resolve problems. This model is a straightforward approach to risk management and problem solving.
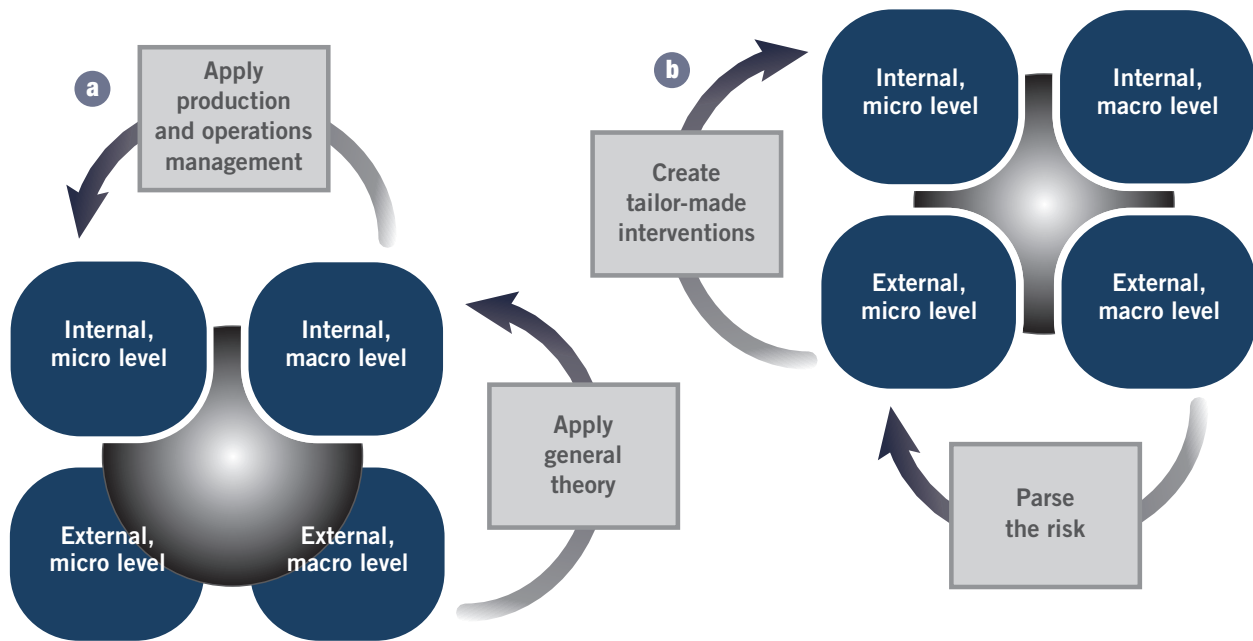
Model 4. Approaching Harms through Operational Theory

When using the theory of operations, agencies can approach external harms or risks one of two ways. One approach would be to apply general theories (i.e., widespread concepts or philosophies)(see figure 4a). For example, with officer vehicle crashes (i.e., external, macro level), an agency could examine police culture toward and research on seat belt safety and analyze how these theories affect the agency (i.e., internal, macro level). In this case, national data shows that wearing seatbelts can save officers from injury or death. Then, through operations management, the agency could use this complied information (i.e., internal, macro level) to establish policies and accountability measures to ensure the agency's officers wear seatbelts (i.e., internal, micro level).

The second approach would be to parse the risk (see figure 4b). For this example, examining vehicle crashes (i.e., external, macro level) begins with analyzing them (i.e., parse the risk) according to type (i.e., external, micro level). Based on national data, vehicle crashes can occur while driving under emergency conditions, in early morning hours, or when officers are backing their vehicles. Analyzing these specific circumstances might then help produce a series of tailored-made solutions for the agency to implement (i.e., internal, micro level).

Likewise, when examining a violent crime (i.e., external, macro level), an agency could analyze the crime (i.e., parse the risk) into individual categories such as rapes, assaults, or robberies (i.e., external, micro level). The agency could then further analyze each of those crimes in terms of specific locations, times, or suspects.

Figure 4. Applying operational theory to address harms

Source: Adapted from Sparrow 2012

Model 5. Approaching Harms through Responsibility Identification

The fifth model presents four methods for risk management to identify who is responsible for risk identification, analysis and design, and implementation (see table 4 on page 15).

Method 1 represents a top down approach in which the police chief is the regulator. The chief identifies a risk, such as too many officers responding to the same call, and delegates to his or her direct reports to analyze and design a plan to address the risk, which the delegates will report back to the chief for final approval. The outcome ends with new or improved policies, procedures, or training, which are then prescribed (i.e., mandated) to agency personnel.

In Method 2, the regulators would identify the risk, and they could conduct the analysis if the delegated staff doesn't. An example for using this method would be if an agency determined that significant increase in officers shot and seriously injured was due to officers not wearing body armor. A committee would convene to analyze why officers are not wearing their bullet-proof vests, and the analysis would reveal reasons such as they are too hot and, for some, do not fit appropriately. The committee would then develop a three-point strategy:

▪ Develop and distribute a training bulletin on the virtues of wearing a bullet-proof vest.

▪ Develop a zero tolerance for not wearing vests.

▪ Bring bullet-proof vest vendors into the agency to evaluate vest fits.

Table 4. Responsibility for risk identification, analysis and design, and implementation

Risk management	Method 1: Top-down regulated	Method 2: Committee regulated	Method 3: Self-regulated	Method 4: Industry regulated
Regulators	Chiefs of police	A committee of chiefs, command staff, management, supervisors, or officers	Any internal police department personnel, committee, division, unit, etc.	Police associations (e.g., unions, police monitors, city attorney, or city risk management)
Regulators' responsibilities	▪ Risk identification	▪ Risk identification ▪ Analysis and design	▪ Risk Identification	▪ Risk identification ▪ Analysis and design ▪ Implementation
Delegated staff	Police executive staff and their respective chains of command	Appointed or voluntary members from police department	Police department committee, unit, division, etc.	Regulated industry members (e.g., union attorneys)
Delegated staff's responsibility	▪ Analysis and design ▪ Implementation	▪ Analysis and design ▪ Implementation	▪ Risk identification ▪ Analysis and design ▪ Implementation	▪ Risk identification ▪ Analysis and design ▪ Implementation
Police departments' strategies	Rule-based: ▪ Prescriptive ▪ Command and control ▪ One size fits all	Autonomous behavior-based: ▪ Principles ▪ Performance ▪ Responsive	System-based: ▪ Approval ▪ Periodic audits ▪ Detection and verification	Rule-based: ▪ Performances ▪ Principles ▪ Detection and verification ▪ Command and control ▪ One size fits all
Police departments' mechanisms for monitoring strategies	▪ Directives ▪ Policies ▪ Procedures	▪ Training ▪ Performance evaluations ▪ Code of ethics	▪ Auditing teams ▪ Weekly, monthly, quarterly, annual reporting to superiors	▪ Contracts ▪ Policies ▪ Procedures ▪ Standards ▪ Performance evaluations ▪ Audits

Enforcing this safety and risk mitigation solution requires motivating officers so that they place self-value on wearing the vest (even when the weather is hot or the vest is uncomfortable). Wearing under armor should also appear on the officer's annual performance evaluation to ensure compliance. Last, wearing armor not only saves one's own life but also enhances fellow officers' safety by enabling officers to provide backup in a shootout.

Method 3 is one of self-regulation where the chiefs oversee the agency through various approval requirements, audits, and verification processes, but it is the responsibility of the officers in the agency to identify and analyze the risks and, based on their findings, design and implement the solutions upon command approval.

For example, if officers working in the evidence room realize there is no process for determining how long evidence has been in storage and when evidence can be safely destroyed, the obvious risk is that evidentiary property may be accidently destroyed before a case has gone to trial. There is significant liability and responsibility for managing the property room and keeping evidence stored safely. As such, these officers could then identify a more efficient and effective method of cataloging evidence, which would include the initial dates of storage and scheduled dates for destroying property. Risk mitigation would then involve periodic audits, detection, and verification that evidence is properly stored and tracked, such as through auditing teams or the commander of the property room at a scheduled time (e.g., monthly, quarterly, or annually).

In Method 4, police associations may identify the risk, conduct the analysis, and develop and implement risk mitigation plans. Associations that have an interest in the safety and well-being of officers include unions, police monitors, city attorneys, or city risk management groups. An example of industry-regulated risk management is a police union identifying increased officer injuries because of lack of fitness. The union would then negotiate during the annual contracting period for officer shift time to include physical fitness training. If successfully negotiated, the unions would monitor the agency for contract compliance.

Creating a Culture of Safety

Chiefs of Police Perspectives

Deal and Kennedy (1982) define organizational culture in its simplest form as "how things are done around here," a statement often heard in the work environment. Based on a complex set of norms and values that may have developed over many years in an organization, it is not unusual to find a culture that continues to implement the same administrative and tactical policies and procedures because "that's how they've been done." However, because chief executive officers set organizational direction and priorities, they play a significant role in changing culture. As such, two police chiefs who implemented effective safety programs shared with the OSW Group how they developed cultures of safety within their agencies:

Current safety and wellness practices

Daniel Alexander, Chief of Police, Boca Raton (Florida) Police Department

Located in Palm Beach County, Boca Raton is a city of about 85,000 people, and its police department (BRPD) has 198 sworn and 97 non-sworn personnel. For Chief Alexander, who was appointed in July 2006, officer safety has been a top priority from the start.

At the OSW Group meeting, Chief Alexander talked about the BRPD's current safety and wellness practices and its policies, emphasizing the importance of measurement, which is a key component of monitoring successful safety practices.

BRPD's current safety practices include five components:

1. **Fitness evaluation to ensure physical condition for duty.** Officers participate in an annual fitness evaluation that includes measuring the percentage of body fat, absolute strength, muscular endurance, aerobic power, and flexibility. There is an established reasonable qualification level for each of these areas. Officers that fail to meet the qualifications are provided training and retesting until they meet the requirements.

2. **Fitness maintenance to support physical health.** The department allows officers to use three hours of work time per week to exercise and can utilize the department's gym facilities in two locations in the city.

3. **Mandatory wearing of body armor to decrease fatalities through gunfire.** BRPD has a policy that requires uniformed officers to wear their vests.

4. **Employee assistance for transitioning veterans to community policing.** This program ensures officer privacy and requires the following:

   a. Any employee assigned to active military service for a period longer than six months shall, upon returning to the department:

      i. Meet with his/her division commander who shall make available the provisions of this directive to the returning member, to include the Employee Assistance Program (EAP) and the Chaplain Program.

      ii. Be assigned to a field training officer (FTO) for a minimum of three working days to reacquaint the employee to his/her job function.

      iii. Include within the reintegration process a thorough review of all changes and additions to policy and procedures as documented in PowerDMS.

   a. The FTO shall, upon determining that the employee is sufficiently retrained, forward a letter through the chain of command to the division commander, releasing the member to his/her assigned duties.

4. **Vehicle driving practices to increase driver safety**. BRPD has adopted the "Below 100" principles, which are the result of a national program that challenges law enforcement to reduce the number of officer driving deaths to less than 100 annually; the last time driving deaths were less than 100 was in 1944. Examples of "Below 100" principles that BRPD has emphasized include officers watching their speed and wearing their seat belts. Furthermore, BRPD has established policies and procedures for phones and other technology devices while vehicles are in motion. For example, the department has made Bluetooth devices available to employees while driving, and when their cars reach a designated speed, their computer screen goes blank. BRPD also offers a $1,200 cash bonus for no at-fault crashes.

Alexander believes safety and wellness are important parts of ensuring world class police service is provided to the community. According to him, highly competent people who master the intellectual, physical, emotional, and spiritual dimensions of their being are in the best position to be effective police officers. With this in mind, when an agency is looking to create a culture of safety, Alexander recommends it consider the following:

▪ Wellness and safety are critical to pursuing an agency's vision and achieving its mission of public safety because, without them, the officer is unable to be out in the street, supporting his or her fellow officers and protecting the community.

▪ Embody, emphasize, and reemphasize safety principles on a consistent basis, such as those "Below 100" identified:

– Exercise to stay fit to perform duties more effectively and to reduce or eliminate injuries.

– Eat right not only for maintaining appropriate weight for heart health and eliminating diabetes but also for energy.

– Rest and sleeping well at night aid in weight reduction, improved alertness, better reaction times, and stress reduction.

– Slow down while driving to reduce the risk of car crashes, injuries, and fatalities.

– Buckle up the seat belt to improve the chances of not being injured or killed in a car accident.

– Wear armor.

▪ Ensure training and employee development programs address all competencies related to wellness and safety.

▪ Avoid fatigue while on duty by getting enough rest, sleep, and exercise as well as proper nutrition.

▪ If something matters, measure it because understanding what progress is being made, what is or is not working, and how to improve all aspects of safety practices based on data is important.

Cultural change intensified after officer deaths

David Rohrer, Chief of Police, Fairfax County (Virginia) Police Department

FCPD serves a community of 1.1 million people in a suburban county of Washington, D.C. that is 395 square miles. The department has 1359 sworn and 345 non-sworn employees (FCPD 2010).

Chief Rohrer shared with the OSW Group how the agency's commitment to developing a culture of safety intensified following an at-fault officer-involved vehicle crash in 2008 that resulted in a civilian fatality. In response to this incident, the department developed a special training program, but just as this training started, an FCPD officer died in a helicopter rescue training exercise. After this event, Rohrer suspended all training exercises, pending a review and revision of all relevant policies and procedures. Afterward, as a result of that revision, the command staff underwent a training session on safety and legal liability so that they could direct officers in future situations, using the new policies and procedures.

After the success of these training exercises, a criminal justice academy evolved as the training facility for the Fairfax County Police Department, Sheriff's Office, and Fire Marshal's Office as well as the police departments for the towns of Herndon and Vienna, Virginia. In March 2009, the Fairfax County Criminal Justice Academy contracted two experienced academic researchers to review the training curriculum for safety issues and offer recommendations for improvement beyond traffic-related incidents.

After FCPD reviewed its policies and procedures and researchers reviewed the criminal justice academy's training curriculum, the department enhanced its Safety Officer Program in 2009 by adding a full-time safety supervisor to oversee the part-time safety officers who were already trained to respond to situations requiring their special expertise. The supervisor began regularly disseminating information throughout the department about various concerns to heighten safety awareness and practices.

"The FCPD's Safety Officer Program is committed to the safety and wellness for all members of the agency. The goal is to ensure a culture of safety by providing the necessary guidance and support to help mitigate risk and prevent accidents from occurring."

— Fairfax County
Police Department

During the OSW Group meeting, Rohrer also stressed that a culture of safety is about preventing not only deaths but also injuries. He believes the law enforcement profession accepts the notion that risk of injury is a part of the job, and that attitude gets in the way of officers taking appropriate steps to prevent them. Rohrer places the responsibility for safety on everyone in the department and expects senior officers to be positive mentors for younger officers.

Furthermore, certain training activities create opportunities for injury, yet many academies continue practices that do not add value to the training experience. For example, Rohrer argued that exposing officers to the shock of an Electronic Control Weapon adds nothing to the lesson of deploying one and thus needlessly puts officers at risk for being injured. Consequently, FCPD stopped practices such as this several years ago.

In addition, Rohrer believes police departments do not reinforce positive behavior and good safety practices through rewards. If departments rewarded officers for behaviors that demonstrated safety, such as wearing a seat belt, the department's culture would eventually change to one in which safety became a priority.

The County Division of Risk Management tracked the success of FCPD's Safety Officer Program and discovered a 29% reduction from 2009 to 2010 in the number of workers' compensation claims. In addition, vehicle collision claims dropped 18% over the same period. The total number of safety-related claims in FY 2010 decreased 23.7% from FY 2009. The department has maintained these numbers at a favorable level since 2009 (John Kapinos, pers. comm.).

In 2011, FCPD reinforced developing a culture of safety by implementing the following safety initiatives:

- **Traffic enforcement:** Enhanced policy and procedures around stationary speed enforcement following concerns about the safety of officers stepping into traffic lanes to stop vehicles
- **Rewards for safety practices:** Established a departmental safety award to recognize employees who made contributions to safe practices
- **Equipment safety:** Suspended the usage of one type of department-issued holster after the Criminal Justice Academy staff became aware of safety concerns and procured and issued a different, safer holster after reviewing the options available

- **Seat belts:** Developed and administered a campaign spearheaded by the Traffic Division to encourage officers to wear seat belts after two spot-check surveys revealed that 20% of officers were driving unbuckled
- **After-action reports:** Formalized after-action reports from safety officers on scenes or exercises and established a log to report safety concerns, which supervisors then followed up on for further actions to increase safety
- **Specialty safety units:** Implemented upgraded safety procedures by various specialty units

These changes in safety practices are a direct result of leadership and demonstrate how making safety the number one priority can create cultural change. Rohrer has demonstrated the leadership required to change culture through a commitment of resources and has reinforced the department's safety expectations during his day-to-day work at the department.

Research Perspectives

Examining officers' injuries in 16 agencies

Adrienne Quigley, Captain, Arlington County (Virginia) Police Department, and Fellow, International Association for Chiefs of Police

Captain Quigley recently completed a fellowship with the International Association of Chiefs of Police (IACP), working on its SafeShield initiative funded by the Bureau of Justice Assistance. The initiative is dedicated to identifying problems and threats impacting officer safety and then finding solutions through policies, training, equipment, and uniforms. Quickley's work examined law enforcement officers' injuries in 16 agencies.

Quigley shared with the OSW Group the following statistics that she collected on police officer injuries during her research for the SafeShield initiative:

> ## Examples of Injury Prevention
>
> In Missouri, one department had a lot of ankle sprains, so the chief bought all the officers boots that support their ankles, and that mitigated all the injuries.
>
> In New Jersey, officers sustained injuries during foot pursuits, so the chief changed the foot pursuit policy and immediately saw a reduction in these types of injuries and in workers compensation claims.
>
> *– Captain Adrienne Quigley*

- Based on established incidence rates, law enforcement officers sustain approximately 106,950 injuries per year, and of those injuries, only 15,000–16,000 are attributable to assault (U.S. Department of Labor 2011).
- An inactive law enforcement officer is 6.6 times more likely to develop coronary heart disease (Collingwood et al. 2011).
- Twenty percent of the average law enforcement agency's workforce is responsible for 80% of the costs (Collingwood et al. 2011).
- The average cost of an in-service heart attack is between $400,000 and $700,000 (Smith and Tooker 2005).
- For every $1 invested in a fitness and wellness program, the return ranges from $2 to $5 in cost savings in worker's compensation (Tooker and Cashwell 2008).

Based on Quigley's research, OSW Group participants made the following recommendations for developing a culture of safety:

- Make injury mitigation a priority because being proactive translates to cost savings in terms of reduced workers' compensation claims and time off for injuries.
- Adopt and enforce policies that keep officers safe (e.g., policies that address foot pursuits, wearing seat belts, and fatigue).

- Provide officers with equipment and training (e.g., underarmor and proper procedures for foot pursuits) to reduce injuries.
- Recognize that a true culture of safety extends off duty because officers that practice safe driving, engage in exercise, and apply safety measures to all their personal activities demonstrate a value of safety that will carry over to their work.
- Identify potential pitfalls and work to eliminate them.

Quigley concluded that agencies that proactively address ways to lessen or eliminate the number of injuries will create a healthier organization, minimize risk of injuries, and reduce the costs for injured officers.

> "One of the biggest problems in making policing safer is that we have very little information on how officers are injured. We know how they get killed, and we have rough estimates that 110,000 are hurt in a typical year, but we don't have a good, detailed handle on the types and circumstances of those injuries."
>
> — Dr. Alexander Eastman

Practical changes agencies can make now

Dr. Alexander Eastman, Lieutenant and Deputy Medical Director, Dallas (Texas) Police Department; Attending Surgeon, Parkland Memorial Hospital; and Assistant Professor of Surgery, University of Texas Southwestern Medical Center

Dr. Eastman followed up Quigley's presentation by discussing practical changes agencies can make now to create a culture of safety. He has been working on officer safety issues in his department and nationally for several years and has observed that the police need to focus much more on the issue of officer safety and wellness. Agencies should invest in collecting and analyzing data regarding officer deaths and injuries; otherwise, agencies cannot understand and work toward problem solving the underlying issues.

Eastman also stated that the vocabulary law enforcement uses when describing incidents can sometimes downplay situations. For example, a motor vehicle crash is technically not an accident when, in reality, the driver disregarded a safety standard, thus electing to place him or herself and other drivers in danger, for example, by driving too fast for conditions, following too close, or not wearing a seat belt. Thus, accidents should be called collisions or crashes. Police should also consider exploring and implementing short-term strategies to prevent injuries and deaths due to vehicle crashes, such as installing detectors in police cars that send a signal to the steering wheel to lock until seat belts are engaged.

When considering other strategies to prevent injuries and deaths, Eastman describes how police can learn from other industries. Hospitals, for example, have made significant improvements in their safety protocols. For example, at 8:00 a.m. every day, the entire leadership meets for what they call a safety huddle. Every safety issue identified in the previous 24 hours is written on a whiteboard, and within a 72-hour period, the leadership addresses each issue. The safety huddle concept can be easily adapted to law enforcement agencies. All units should have this process in place, meet frequently, and focus on both identifying and resolving safety issues.

In conclusion, Eastman believes that agencies should proactively address safety concerns by collecting and analyzing data, changing agency vocabulary on safety violations, and adopting strategies from the private sector. These methods require little expense and could be implemented quickly in the short term. In the long term, agencies that practice this approach to safety convey it is the agency's number one priority and will change the culture to one in which this behavior part of the job and not something that will eventually go away.

Street-Level Officer and Fraternal Order of Police Perspectives

Robert Cherry, Detective, Baltimore (Maryland) Police Department, and President, Baltimore City Fraternal Order of Police

Finding and investing in ways to keep officers safe on the street should be of paramount interest to an agency. Those organizations that make reinforcing safe practices a daily priority provide a means for protecting officers in harm's way. A culture of safety includes effectively training officers for action on the street by teaching them not only why they should wear a seat belt but also how best to engage in a foot pursuit, approach a parked car or group of people, or participate in protective tactical operations. Debriefing every situation when safety was compromised and determining strategies to stop the same mistakes from being repeated through updated policies and procedures, new practices, and continuous training are critical methods in creating a culture of safety.

> ### Lesson Learned
>
> On May 19, 2006, two officers responded to a domestic disturbance. One officer who was speeding crashed into the other and killed him.
>
> To see the scene of the accident, and then to meet with the injured officer, the widow, and the kids…. There was no need for the officer to drive 70 mph when responding to the scene.
>
> Afterward, I learned the officer who sped had been in a number of accidents, but command wanted to keep him on the street, and the union wanted to defend the officer.
>
> I looked at myself; I realized I hadn't been wearing my seat belt either. Sometimes you don't think about the rules to stay safe. But the desire to change needs to come from the front lines. Ever since 2006, I remind officers about the one who needlessly died in that crash.
>
> *— Detective Cherry*

Furthermore, street officers must review the safety directives they have to practice and must ensure their fellow officers practice them as well. However, in the grand scheme of creating a culture of safety, officers at all levels must practice safety principals and make sure their fellow officers take safe measures while policing.

Being both a veteran street officer and union president, Detective Robert Cherry also shared his perspective on developing a culture of safety with the OSW Group. Cherry, a 20-year veteran for the Baltimore Police Department (BPD), was elected president in October 2008 of the Baltimore City Fraternal Order of Police (FOP), Lodge 3, which represents 5,000 active and retired officers. He also served the FOP four years prior as the first and second vice-present.

Cherry discussed how the FOP has partnered with the BPD to help create a culture of safety and provided two successful examples. First, Cherry, in his role as FOP president, worked with BPD's management to ensure the vehicles that officers drive are safe through closer vehicle inspection and regular maintenance, an avenue not often considered in safety discussions. Second, the FOP worked on legislation such as the "Move Over" law to minimize the potential for officer injury and death while performing a vehicle stop at the side of the roadway.

According to Cherry, police need a unified safety message to help change the culture in law enforcement, and this unified, effective message should be embraced by all police unions throughout the country. Furthermore, not only is the messaging important but also who is sending it. To help stress the importance of who delivers the message, Cherry referred to an op-ed piece Cass Sunstein (2012; emphasis added) wrote for the *New York Times*:

> People tend to dismiss information that would falsify their convictions. But they may reconsider if the information comes from a source they cannot dismiss. *People are most likely to find a source credible if they closely identify with it or begin in essential agreement with it.* In such cases, their reaction is not, "how predictable and uninformative that someone like that would think something so evil and foolish," but instead, "if someone like that disagrees with me, maybe I had better rethink."

> Our initial convictions are more apt to be shaken if it's not easy to dismiss the source as biased, confused, self-interested or simply mistaken. This is one reason that seemingly irrelevant characteristics, like appearance, or taste in food and drink, can have a big impact on credibility. Such characteristics can suggest that the validators are in fact surprising—that they are "like" the people to whom they are speaking.

Discussion and Action Agenda

A key mission and goal of the OSW Group is to share information and provide recommendations to the field that can help improve officer safety and wellness. To facilitate this, the OSW Group broke into four smaller groups, each to discuss specific questions about developing a culture of safety in the areas of leadership, policy, training, and practice/programs (see the introduction on page 3):

Leadership

What is the role of the chief executive and the management team in developing a culture of safety?

- The chief and management team should create an environment where people are recognized / singled out for good safety practices. This can be as simple as awarding pins for several years of safe driving.

- They should set the standard and lead by example: e.g., the chief should wear vest when in uniform. Work to inspire a shared vision of safety throughout the organization.

- They should be aware of the danger of rewarding unsafe behavior: i.e., a heroic action that really was dangerous and could have gone terribly wrong, such as the misuse of a weapon.

- They should seek and explore novel ideas and policies from all levels in and external to the organization. Maintain a balance of institutional knowledge and outside thinking to create safety policies and establish a culture of safety.

- They should show city leaders the cost benefits of a safety committee. In Montgomery County, the chief has to present to the county executive what the agency is doing to reduce injuries and the costs of reducing injuries.

- They should establish and support a safety committee that has the authority to review practices and make policy recommendations. They should also ensure the appropriate policies are developed and followed.

- Pursue the authority to reinvest savings from safety initiatives into additional safety programs.

- They should set up systems for sharing model policies, such what as IACP has done. The systems and processes for creating a safety culture seem to be missing in policing.

- They should keep honest reporting and getting "honest" data at the heart of a safety culture to inform a balanced risk approach. Ensure the organization learns from mistakes.

What is the role of employee organizations in developing a culture of safety?

- Unions and management should work together to pursue a common goal of promoting officer safety. Unions should consider issuing unified statements with management on safety issues.

- There needs to be trust among management, unions, and individual employees.

- Unions should carefully evaluate their role in promoting safe practices.

- Unions should seek a balance between protecting the officer and ensuring officers follow safe procedures.

- First-line supervisors are generally union members; their role in ensuring safe practices is critical, and they should have the necessary authority to enforce policy.

- Unions should work with management to implement disciplinary practices that focus on behavioral change rather than punishment.

- Unions should encourage officers to report safety issues to the department.

What is the role of individual employees in developing a culture of safety?

- Officers must set examples for others and encourage peers to follow best safety practices.

- They must take personal responsibility for their safety and wellness.

- They should actively participate in debriefings and use the opportunity to learn and teach others.
- They should report safety issues to the organization.

Policy

What policies should guide law enforcement in creating a culture of safety?

- Departments should establish debriefing policies, procedures, and standards to ensure the organization learns from and shares its experiences.
- Policies should be developed with the input and involvement of officers.
- Policies on seat belts and protective vests should be clear and observed.
- The IACP model policies are a good resource for agencies developing or updating a policy.
- Vehicle pursuits, foot pursuits, and dispatching to officer assist calls require clear policy. Policies should also be established on health and fitness.
- Policy should take in to account that policing is a high-risk job.

Training

What type of training is needed?

- Agencies need to offer simulation training; sophisticated training programs on vehicle operations and shooting situations are available and should be used.
- Supervisors and field training officers must reinforce the training that officers receive in the academy and through in-service programs.
- A training program should be developed that helps officers give and receive criticism. This would help officers deal with peers that fail to follow safety practices.
- Training programs should be based on an analysis of injury patterns from the training environment to the field.
- Departments should consider assigning driver trainers to officers that have been involved with vehicle crashes to provide coaching on safe driving techniques.
- Departments should evaluate special unit training (SWAT, Mounted, Motorcycle, etc.) to minimize injuries and ensure training is appropriate for the job.
- Departments should teach officers to ask questions; it's okay for them to ask why something is being done so they can learn the lesson and keep others honest. Reporting an issue is their duty, so they need to have a complete understanding of the issue.
- Debriefing plans and peer review enable officers and agencies to learn from mistakes and make the process of learning honest for the development of policy and practice. Without debriefing plans, how do we manage discoverable information? Without peer review, how do we review lessons learned without consequences?
- Analytical processes are important for debriefing, as having and displaying data help make the point. For example, workers' compensation information should relevant data for analysis. Management should think in terms of cost benefit analysis when developing a culture of safety perspective.

Practice/Programs

What specific practices or programs should departments have to help create a safety culture? What mechanisms do departments need to identify, to develop, and to establish responses to safety issues?

- Departments need to establish and support safety committees, a safety officer program, and a risk management program.

- They need to create a safety campaign with consistent messages.

- They should take advantage of roll call time to emphasize safety issues.

- A collision review board is needed to closely examine the circumstances that contributed to the crash and develop recommendations for prevention.

- Departments should create an environment that permits introspective assessments of programs, practices, and incidents.

- Checklists have been used effectively in aviation and medicine; they should be used in policing as well.

- The best way to learn is from mistakes and by realizing what may have happened.

- Departments should visit the fire service website, www.firefighterclosecalls.com, to see how the fire service collects information, analyzes data, and reports on events where mistakes occurred to learn from those situations. The fire service collects information confidentially to prevent any punitive repercussions to the reporting firefighter.

Conclusion

Creating a culture of safety and wellness is a challenging and long-term endeavor for law enforcement agencies. It requires an understanding of the full range of issues involved in officer deaths, injuries, and illnesses. A continuous process of analysis must be established that allows a department to look at a single event, such as an officer-involved shooting or vehicle crash, and a class of events, such as training injuries, so it can map out a course of action for minimizing the impact of the problem. Although a department must start somewhere and must establish priorities, a culture of safety and wellness requires that a department consider and pursue all avenues.

During the September 2012 OSW Group meeting, Malcolm Sparrow offered several models to guide an organizations' effort toward implementing a culture of safety and wellness. Chief David Rohrer and Dan Alexander also provided good examples of police executives who have made a commitment to safety and have made steady and impressive progress in reducing the number of officer injuries and deaths by reviewing and implementing policies and procedures that enhance officer safety. Detective Bob Cherry, an accomplished union leader, understands the importance of officers embracing safe practices and working with management as a team to reduce deaths and injuries. Finally, Dr. Alexander Eastman and Captain Adrienne Quigley made strong arguments for the importance of research and using a data-driven approach to guide decision making in this area. Based on these presentations, the OSW Group has included recommendations within this report that can help agencies that desire to create a culture of safety and wellness.

Appendix A: OSW Group Meeting Agenda

U.S. Department of Justice
Office of Justice Programs
810 Seventh Street NW
Washington, DC
Thursday, September 20, 2012

8:30 – 8:45 a.m.	**Participant Arrival**
8:45 – 9:05 a.m.	**Welcome**

by Bernard K. Melekian, then Director, Office of Community Oriented Policing Services

by Denise O'Donnell, J.D., Director, Bureau of Justice Assistance

by Craig Floyd, Chairman and Chief Executive Officer, National Law Enforcement Officers Memorial Fund

Meeting Purpose

Presenter: Darrel Stephens, Executive Director, Major Cities Chiefs Association

9:05 – 9:45 a.m.	**Introduction of Participants**

Facilitator: Bascom "Dit" Talley, Faculty Coordinator, Johns Hopkins University

Participant comments on safety culture regarding:

- Most important aspect of developing a culture of safety
- Greatest impediment to developing a culture of safety

9:45 – 10:00 a.m.	**United Parcel Services: Creating a Culture of Safety**

Presenters: Mark Brien, Safety Manager, and Greg Melton, Burtonsville Feeder Driver and Safety Committee Member

10:00 – 11:45 a.m.	**Adopting a Risk-Based Approach to Officer Safety**

Presenter: Malcolm Sparrow, Professor of Practice of Public Management

Program in Criminal Justice Policy and Management, Malcolm Wiener Center for Social Policy, Harvard University

11:45 a.m. – 12:30 p.m.	**Lunch** (box lunch provided but paid for by participants)
12:30 – 1:15 p.m.	**Developing a Culture of Safety: Chiefs of Police Perspectives**
	Presenter: Chief David Rohrer, Fairfax County (Virginia) Police Department
	Presenter: Chief Daniel Alexander, Boca Raton (Florida) Police Department
1:15 – 2:00 p.m.	**Developing a Culture of Safety: IACP and BJA Study**
	Presenter: Dr. Alexander Eastman, Dallas (Texas) Police Department
	Presenter: Captain Adrienne Quigley, Arlington County (Virginia) Police Department
2:00 – 2:25 p.m.	**Developing a Culture of Safety: Perspective from the Street**
	Presenter: Detective Robert Cherry, Baltimore (Maryland) Police Department, and President of the Fraternal Order of Police
2:25 – 2:35 p.m.	**Break**
2:35 – 3:55 p.m.	**Developing a Culture of Safety: Discussion and Action Agenda**

Participants will address the following issues in the context of vehicle operation, risk management and training:

- **Leadership:** What is the role of the chief executive and the management team, of employee organizations, and of individual employees in developing a culture of safety?

- **Policy:** What policies should guide law enforcement in creating a culture of safety?

- **Training:** What type of training is needed?

- **Practice/programs:** What specific practices or programs should departments have to help create a safety culture? What mechanisms do departments need to identify, to develop, and to establish responses to safety issues?

Facilitator: Bascom "Dit" Talley, Faculty Coordinator, Johns Hopkins University

3:55 – 4:00 p.m.	**Closing Comments**
	by Darrel Stephens, Executive Director, Major City Chiefs Association
4:00 p.m.	**Adjourn**

Appendix B: OSW Group Meeting Attendees

Joseph Akers
Executive Director
National Association of Black Law Enforcement
  Officers

Daniel C. Alexander
Chief of Police
Boca Raton (FL) Police Department

Mark Brien
Safety Manager
United Parcel Services

Patrick A. Burke
Assistant Chief of Police
Metropolitan (DC) Police Department

Pamela J. Cammarata
Associate Deputy Director
Bureau of Justice Assistance

Brett Chapman, Ph.D.
Social Science Analyst
National Institute of Justice

Robert Cherry
Detective
Baltimore (MD) Police Department
& President
Baltimore City Fraternal Order
  of Police, Lodge 3

Nancy C. Demme
Captain
Training and Education Division
Montgomery County (MD)
  Police Department

Alexander L. Eastman, M.D.
Lieutenant and Deputy Medical Director
Dallas (TX) Police Department

Joshua A. Ederheimer
Principal Deputy Director
Office of Community Oriented
  Policing Services

Craig W. Floyd
Chairman and Chief Executive Officer
National Law Enforcement Officers
  Memorial Fund

Craig Fraser, Ph.D.
Director
Management Services
Police Executive Research Forum

Alan Goldberg
Commander (retired)
Montgomery County (VA) Police

Dave Goldberg
Lieutenant
Assistant Commander of Special
  Operations Division
Fairfax County (VA) Police Department

Rachel Hedge
Director of Government Affairs
National Association of Police Organizations

Dennis Hyater
Program Manager
Commission on Accreditation for Law
  Enforcement Agencies

Nola Joyce
Chief Administrative Officer
Philadelphia (PA) Police Department

Matthew Klein
Commander
Metropolitan (DC) Police Department

David Klinger, Ph.D.
Associate Professor
University of Missouri at St. Louis

Albert Liebno
Deputy Director
Training and Certification
Maryland Police and Correctional
  Training Commissions

Ron Malega, Ph.D.
Statistician
Prosecution and Adjudication
  Statistics Unit
Bureau of Justice Statistics

Leonard Matarese
  Director
  Research and Project Development
  International City/County
    Management Association

Bernard K. Melekian
  Director
  Office of Community Oriented
    Policing Services

Greg Melton
  Feeder Driver and Safety Committee Member
  United Parcel Services

Dan Merkle
  Chief Executive Officer
  Lexipol

Michael Miller
  Detective
  Metropolitan (DC) Police Department

Brian Montgomery
  Physical Scientist
  National Institute of Justice

Denise O'Donnell, J.D.
  Director
  Bureau of Justice Assistance

Mark Person
  Commander
  Training and Education Division
  Prince George's County (MD)
    Police Department

Terrence Pierce
  Captain
  Director of Policy and Planning Division and
    Employee Health
    and Wellness Division
  Montgomery County (MD)
    Police Department

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About BJA

The Bureau of Justice Assistance's (BJA) mission is to provide leadership and services in grant administration and criminal justice policy development to support local, state, and tribal justice strategies to achieve safer communities.

BJA has four primary components: the Policy Office, Programs Office, Planning Office, and Public Safety Officers' Benefits Program Office. The Policy Office provides national leadership in criminal justice policy, training, and technical assistance to further the administration of justice. It also acts as a liaison to national organizations that partner with BJA to drive policy and help disseminate information on promising practices. The Programs Office coordinates and administers state and local grant programs and acts as BJA's direct line of communication to state, local, territorial, and tribal governments by providing assistance and coordinating resources. The Planning Office coordinates the planning, communications, and budget formulation and execution; provides overall BJA-wide coordination; and supports streamlining efforts. The Public Safety Officers' Benefits Program Office provides death and education benefits to survivors of fallen law enforcement officers, firefighters, and other first responders and disability benefits to officers catastrophically injured in the line of duty.

BJA's overall goals are to (1) reduce and prevent crime, violence, and drug abuse and (2) improve the functioning of the criminal justice system. To achieve these goals, BJA programs emphasize enhanced coordination and cooperation of federal, state, and local efforts. BJA's objectives in support of these goals are to:

- Encourage the development and implementation of comprehensive strategies to reduce and prevent crime and violence

- Encourage the active participation of community organizations and citizens in efforts to prevent crime, drug abuse, and violence

- Provide training and technical assistance in support of efforts to prevent crime, drug abuse, and violence at the national, state, and local levels

- Reduce the availability of illegal weapons and develop strategies to address violence in our communities

- Enhance the capacity of law enforcement agencies to reduce crime

- Improve the effectiveness and efficiency of all aspects of the adjudication process, including indigent defense services

- Assist states in freeing prison space for serious and violent offenders through the design and implementation of effective correctional options for nonviolent offenders

- Enhance the ability of criminal justice agencies to access and use new information technologies

- Encourage and support evaluation of the effectiveness of funded programs and dissemination of program results

About the COPS Office

The Office of Community Oriented Policing Services (COPS Office) is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territory, and tribal law enforcement agencies through information and grant resources.

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

- Since 1994, the COPS Office has invested more than $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.

- To date, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.

- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

- To date, the COPS Office has distributed more than 8.57 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.