



THE SECRETARY OF THE NAVY
WASHINGTON, D.C. 20350-1000

MEMORANDUM FOR CHIEF OF NAVAL OPERATIONS
COMMANDANT OF THE MARINE CORPS

SUBJECT: Naval Safety Strategy

A unified Naval Safety Strategy is critical to safety success in the Department of the Navy. Following extensive efforts by Flag and General Officers of the Navy and Marine Corps Safety Council and the USMC Executive Safety Board, my Deputy Assistant Secretary (Safety) has finalized the first such strategy. I hereby approve the attached Naval Safety Strategy. It will serve as a guideline for Department of the Navy initiatives supporting the Secretary of Defense Strategic Planning Guidance to reduce mishaps by 75% by the end of FY 2008.

The Strategy will become meaningful only when accompanied by executable action plans tailored to each Service. Therefore, I request that you provide me your Plan of Action and Milestones to achieve the goals and objectives of the Strategy. I would appreciate receiving them by March 31, 2006.

I'm looking forward to working with you as we collaboratively advocate for an organizational culture that inculcates risk management and maximizes the safety of our greatest asset – Marines, Sailors, and civilian personnel. Through our collective leadership we must build on this Safety Strategy, and chart a course for unprecedented mishap reduction results that both serve our people and increase our readiness. Thank you for your superb leadership as we forge ahead.

Donald C. Winter



Department of the Navy

NAVAL SAFETY STRATEGY

Naval Safety Strategy

Purpose

The Naval Safety Strategy provides overarching guidance for the Navy and Marine Corps to achieve safety excellence in support of mission accomplishment. This Strategy provides a unified framework and a catalyst from which Navy and Marine Corps elements will derive localized safety strategies and annual plan priorities.

Naval Safety Vision

“Mission First, Safety Always”

Safety and risk management principles are integrated into all that we plan and execute, both on and off duty. As a world-class organization, we seek to prevent mishaps. We shall achieve a mishap-free Navy and Marine Corps team by managing the risks inherent in our operations and by creating an environment in which our personnel accept no unnecessary risk.

Naval Safety Mission

Enhance Naval operational capabilities by preventing loss of resources due to mishaps through effective leadership, accountability, and imbedding safety and risk management principles into all we do, both on and off duty.

Context

The Naval Safety Vision supports Naval Power 21, a Naval vision jointly issued by Secretary of the Navy, Chief of Naval Operations, and Commandant of the Marine Corps in October 2002. The Naval Safety Vision is consistent with Service strategies represented in Sea Power 21 and Marine Corps Strategy 21. Naval Power 21 focuses on four fundamental qualities of Naval Forces: decisiveness, sustainability, responsiveness, and agility, with people as the heart of the team.

In May 2003 the Secretary of Defense challenged Military Department Secretaries to reduce mishaps by 50 percent from baseline FY02 to the end of FY05. The Secretary of the Navy established this goal for Department of the Navy in July 2003. Strategic Planning Guidance published in March 2004 directs further mishap reductions of a total of 75 percent from baseline FY02 to the end of FY08. Sea Enterprise, the Sea Power 21 resource enabler, was issued in 2001. It focuses on

balancing our naval priorities and delivering the right force, with the right level of readiness, at the right cost. It also challenges assumptions, encourages innovation, maximizes productivity, and drives execution to accomplish the mission.

Goals

The overarching objective is to enhance and sustain a culture of safety and risk management in the Department of the Navy (DON). Six specific goals to accomplish this overarching objective are stated below and are further detailed in the Action Plan enclosed with this document.

1. Enhance Naval readiness by sustaining and preserving the fighting force through the prevention of mishaps; reduce mishaps by 75% by end FY 2008 from the FY 2002 baseline.
2. Engage leadership at all levels to establish a positive organizational culture based on understanding that safety is a readiness and force multiplier.
3. Imbed safety and risk management principles into all levels of policy, operations, acquisition, training, and education.
4. Employ accountability mechanisms to foster a more vibrant safety climate centered on readiness, mission accomplishment and mishap prevention.
5. Leverage new technologies and best practices to support mishap prevention.
6. Link safety requirements to resources and prioritized safety initiatives based on their Return on Investment (ROI) and scope of impact.

Guiding Principles

- Our Sailors, Marines, and DON civilian employees are our most treasured resource. Without them, the most advanced ships, aircraft and weapons in the world are of no benefit to our nation.
- Naval war fighting capabilities are optimized by mishap prevention.
- All personnel are responsible and accountable for their actions.
- All levels of leadership are responsible and accountable for the safety climate of their organization.
- We eliminate future hazards by incorporating emerging safety technology and by engineering safety design early in systems acquisition, modernization, and life cycle extension programs.
- We will partner with other Military Departments, Federal agencies and the private sector to develop innovative safety initiatives and to optimize resources.
- Application of safety and risk management principles in planning and execution promotes optimum protection and preservation of resources.
- The integration of safety throughout DON is an all hands effort and not limited to safety and occupational health personnel.

Responsibilities

Responsibilities for developing and executing Naval Safety Strategy are:

- Deputy Assistant Secretary of the Navy (Safety), through the Assistant Secretary of the Navy (Installations and Environment), provides safety policy, oversight, and advocacy for the Secretary of the Navy and defines the Naval Safety Strategy.
- Assistant Secretary of the Navy (Research, Development, and Acquisition) provides acquisition policy and oversight that ensures safety is incorporated early and throughout the acquisition process.
- Chief of Naval Operations (CNO) and Commandant of the Marine Corps (CMC) provide active and essential advocacy to promote realization of the Naval Safety Strategy. Special Assistant for Safety to CNO and Director, Safety Division, Headquarters, US Marine Corps, advise CNO and CMC respectively on developing and executing follow-on plans to Naval Safety Strategy.
- Staff principals of the Secretary of the Navy, the Operational Navy, and Headquarters, Marine Corps staffs execute follow-on plans to the Naval Safety Strategy in accordance with their respective missions.
- Commander, Naval Safety Center, collects, analyzes and disseminates appropriate safety data and measures successful implementation of the Naval Safety Strategy, providing DON-wide warning when corrective action is required.
- Flag and General Officers comprising the Navy and Marine Corps Safety Council leadership and General Officers of the Executive Safety Board:
 - Provide direction to guide execution of the Naval Safety Strategy.
 - Endorse and forward Fleet feedback to refine and modify the Naval Safety Strategy.
- Commanders at all levels implement plans developed in concert with Naval Safety Strategy as directed by higher authority and in accordance with their respective missions.
- The Inspector General provides oversight and evaluation of the effectiveness and efficiency of safety programs.

Linkage to Resources

Naval Safety resource requirements, derived from the Naval Safety Strategy and follow-on plans, shall be quantified, supported, and be given high priority in the Planning, Programming, Budgeting, and Execution (PPBE) process from the perspective of mishap costs and mishap prevention ROI.

Plans of Action and Milestones

The Secretary of the Navy, Chief of Naval Operations, and Commandant of the Marine Corps will develop Plans of Action and Milestones to achieve the following goals and objectives of the Naval Safety Strategy:

Naval Safety Strategy Goals and Objectives

Goal 1: Enhance Naval readiness by sustaining and preserving the fighting force through the prevention of mishaps; reduce mishaps by 75% by end of FY 2008 from the FY2002 baseline.

Purpose: Our Sailors, Marines, and DON civilian employees are our most treasured resource. Without them the most advanced ships, aircraft and weapons in the world are of no benefit to our nation. Preventing mishaps optimizes Naval war fighting capabilities by preserving human and materiel assets. Preventive efforts must be defined, performance tracked, and goals established.

Accomplished in FY04 and FY05:

- From baseline FY02 until the end of FY05 Navy achieved a 23% average mishap rate reduction, and USMC achieved an average 35% mishap rate reduction in the top three Defense Safety Oversight Council (DSOC) metrics compared to an overall DoD reduction of 16%.
 - Navy reduced the Private Motor Vehicle (PMV) fatality rate by 21%, USMC by 29%, compared to overall DoD reduction of 17%
 - Navy reduced aviation Class A mishap rate by 23%, USMC by 47%, compared to overall DoD reduction of 10%
 - Navy reduced the civilian lost day rate by 25%, USMC by 29%, compared to overall DoD reduction of 20%
- Established DON safety goals and monthly reporting charts to SECNAV, CNO, and CMC
- CNO and CMC established a 50% mishap reduction plan of action and milestones for FY04 and FY05
- Analyzed information for highest payoff through a first-time, corporate collaboration of prioritized safety initiatives
- Completed chain-of-command drill down of civilian injury data to ensure commanding officers have accurate information
- Initiated analysis of 4th and final DSOC top level metric, military injury case rate, in order to target interventions

OBJECTIVE 1.1: Focus on private motor vehicle and recreation off-duty mishaps as key areas with the greatest losses of personnel due to mishaps.
OBJECTIVE 1.2: Focus on key areas causing the highest lost work time rates.
OBJECTIVE 1.3: Provide periodic situation reports to flag leadership with timely performance data to aid in setting goals and tracking mishap prevention and reduction progress.
OBJECTIVE 1.4: Perform continual in-depth analysis of data. Identify specific problem areas and mishap leading indicators and distribute the information accordingly.
OBJECTIVE 1.5: Establish baselines, develop performance metrics and conduct analysis to support and measure the effectiveness of Navy and Marine Corps safety initiatives (e.g. ROI, mishap reduction metrics).
OBJECTIVE 1.6: Manage military lost work time and civilian injury case management in coordination with DoD efforts.
OBJECTIVE 1.7: Identify, research, and fund new initiatives for mishap prevention with the highest ROI that will contribute to achieving the 75% mishap reduction goals.

Goal 2: Engage leadership at all levels to establish a positive organizational culture based on understanding that safety is a readiness and force multiplier.

Purpose: Senior leaders drive transformation and create cultures of continuous improvement. Leadership levels of support and attention to safety program management significantly impact the safety climate in any unit, activity or command and will, over time, build a positive organizational culture. Evaluating the safety climate throughout DON can provide a key indicator of readiness posture, as it influences the protection of mission assets.

Accomplished in FY04 and FY05:

- Established Navy and Marine Corps Safety Council and convened semi-annual meetings
- Held semi-annual Marine Corps Executive Safety Board meetings
- Under Secretary and other Naval personnel active participants in Defense Safety Oversight Council
- Mishap reduction included in SECNAV/CNO/CMC Objectives for 2004 and in DoD Strategic Planning Guidance through FY08
- Expanded development and implementation for on-line climate assessments and safety cultural workshops

OBJECTIVE 2.1: Set the tone, through policy and demonstrated behavior, that safety, mishap prevention, and operational risk management are valued parts of the organizational culture to enhance readiness.
OBJECTIVE 2.2: Ensure cultural workshops are available to all Navy and Marine Corps activities.
OBJECTIVE 2.3: Ensure on-line command safety climate assessment surveys are available to all Navy and Marine Corps activities.
OBJECTIVE 2.4: Ensure aviation, shore, ground, and afloat on-site safety surveys are available to all Navy and Marine Corps activities.
OBJECTIVE 2.5: Engage Navy and Marine Corps Flag/General Officers through Navy & Marine Corps Safety Council, Marine Corps Executive Safety Board, Navy Echelon II Commands, and Marine Corps Major Commands to guide future direction of Naval safety.
OBJECTIVE 2.6: Develop policy to measure and track DON safety climate and its contribution to overall readiness and report results.
OBJECTIVE 2.7: Assist SECNAV, CNO, and CMC in the development of safety policies and policy interpretation, as needed.

Goal 3: Imbed safety and risk management principles into all levels of policy, operations, acquisition, training and education.

Purpose: Preserving assets through diligent application of safety and risk management principles enhances operational readiness and mission capabilities. Safety and risk management principles must be promoted in acquisition and used in all evolutions and operations by military and civilian personnel on and off duty, on and off base.

Accomplished in FY04 and FY05:

- Updated operational risk management policy
- Implemented and refined Fleet-wide Aviation ORM Fundamentals Campaign

OBJECTIVE 3.1: Institutionalize Operational Risk Management as an integral decision-making tool for workplace, operational, and off-duty activities.

OBJECTIVE 3.2: Review and revise safety directives to ensure risk management principles are included as appropriate.

OBJECTIVE 3.3: Ensure safety and risk management principles, responsibilities, and safety culture are embedded throughout the training continuum for every service member and civilian employee.

OBJECTIVE 3.4: Revise and implement system safety directives to provide for application of risk management in system life-cycle management.

OBJECTIVE 3.5: More closely align Naval safety in acquisition processes with Joint Capabilities Integration and Development System (JCIDS).

Goal 4: Employ accountability mechanisms to foster a more vibrant safety climate centered on readiness, mission accomplishment and mishap prevention

Purpose: From the highest level of leadership down to the field and deck plates, accountability for safety must be mandated by policy, expectation, and core values. Safety standards must be supported by strong, clear consequences.

Accomplished in FY04 and FY05:

- Increased and gave visibility to leadership accountability when weak safety climate was identified as mishap causal factor
- VCNO published message requiring chain-of-command briefing of fatalities; USMC had instituted this requirement previously.
- SECNAV, CNO, and CMC held 3rd and 4th annual DON Safety Excellence Awards ceremonies.
- 1st and 2nd annual Navy League presentations of Admiral Vern Clark and General Jim Jones Safety Awards

OBJECTIVE 4.1: Strengthen safety-related directives and standards to increase oversight, enforcement, and accountability.
OBJECTIVE 4.2: Promote command and workforce participation in OSHA's (Occupational Safety and Health Administration) Voluntary Protection Program (VPP), a safety management system.
OBJECTIVE 4.3: Ensure annual military and civilian performance evaluations noticeably address safety performance.
OBJECTIVE 4.4: Promote a partnership between HRO and safety offices to ensure that civilian worker's compensation claims are managed effectively.
OBJECTIVE 4.5: Establish policy at the base and regional levels to ensure accountability for the enforcement of safety regulations, such as traffic safety.
OBJECTIVE 4.6: Recognize safety achievement through awards.
OBJECTIVE .7: Ensure the IG inspection processes effectively identify hazard recognition and hazard correction shortfalls.



Goal 5: Leverage new technologies and best practices to support mishap prevention.

Purpose: Use of emerging technologies could prevent mishaps. Advances in operational hardware, information technology and human systems integration must be identified and brought into the force. Customers of safety information must be afforded service comparable to that available in the private sector. Web-based information, rapid response to information requests, and easy accessibility to hazard and mishap data enables leadership to target and focus mishap prevention efforts.

Accomplished in FY04 and FY05:

- Funded Military Flight Operations Quality Assurance (MFOQA) across the Fiscal Year Defense Plan and began demonstrations
- Improved the Web-Enabled Safety System (WESS) to enhance reporting and data analysis tools
- Facilitated the development of a new chain-of-command drilldown capability on a DoD web-based lost workday civilian employee database
- Funded continued aviation safety research and data analysis at Naval Postgraduate School
- Evaluated and identified ESAMS as the sole installation safety management software tool for WESS compatibility. ESAMS has numerous data collection and tracking applications to be used when conducting analysis (mishap, inspections, training and medical requirements)

OBJECTIVE 5.1: Ensure the Web-enabled Safety System (WESS) fully supports Commander and Commanding Officer data retrieval needs and reporting requirements capabilities.
OBJECTIVE 5.2: Achieve 100 per cent reporting of mishaps and hazards.
OBJECTIVE 5.3: Accelerate the research and development of technology that can be used to assist in identifying and combating identified human-factors causes.
OBJECTIVE 5.4: Apply technological advances, such as the Military Flight Operations Quality Assurance (MFOQA) process, Integrated Maintenance Diagnostics/Health and Usage Monitoring System (IMD/HUMS), Operational Risk Management Assessment System (ORMAS), Coherent Analytical Computing Environment (CACE), and Computer-assisted Performance Assessment System (CAPAS), to improve aviation operational safety.
OBJECTIVE 5.5: Evaluate and apply technological advances to improve ground tactical vehicle (recorders) and afloat operational safety (automated bridge technology/Surface Operational Quality Assurance (SOQA) safety).
OBJECTIVE 5.6: Connect information systems in a comprehensive manner through Defense Safety Enterprise System (e.g. military injury databases).
OBJECTIVE 5.7: Evaluate and develop methodology to evaluate/report operational safety readiness (SORTS, DRRS, ORMAS).
OBJECTIVE 5.8: Plan procurement and implementation of a Safety and Occupational Health Management tools that include WESS and other safety data systems for DON-wide availability.
OBJECTIVE 5.9: Continue to expand the safety research initiatives, and look to explore other safety related research efforts, with the Naval Postgraduate School, other Navy and Marine Corps Commands, federal agencies and the private sector.
OBJECTIVE 5.10: Collect and maintain a web-based data bank of Job Hazard Analysis (JHA) results as a resource for safety professionals.
OBJECTIVE 5.11: Identify and disseminate safety best practices gained from other federal agencies and the private sector.

Goal 6: Link safety requirements to resources and prioritize safety initiatives based on their Return on Investment (ROI) and scope of impact on operational efficiency and effectiveness; leverage our Safety professionals to ensure effectiveness.

Purpose: Safety requirements and the associated costs for training, equipment, manning, administrative support, etc. are ineludible expenses linked to our mission. World-class organizations allocate a specific percentage of their operating costs to the support of safety. We must design clear and specific funding schemes at both the enterprise (TYCOM) and corporate (CFFC) levels. Funds expended on safety initiatives should be linked to a measurable Return on Investment, be it increased readiness, reduced mishap rates, increased morale, improved retention, etc. There is no accurate figure currently available on how much DON is spending on safety. To justify future safety expenditures, requirements must be linked to the safety benefit. Identifying corporate/ enterprise level funding sponsors will improve our ability to identify safety program costs. In order to carry out requirements effectively we must attract, develop and retain a vibrant, effective safety and occupational health professional cadre and promote their capabilities. We must integrate safety professionals into the organization to optimize their contribution to mission success. Critical to success is viewing safety professionals as integral team members when planning and executing organizational actions, projects and missions.

Accomplished in FY04 and FY05:

- Safety participated in PPBE for first time at DON level with funding resulting for several initiatives
- First DON consolidated prioritization of safety initiatives and funding
- Completed in-depth Business Case Analysis on the cranial as a model for a method to show return on investment for safety issues
- DASN(S) named Safety Civilian Community leader
- Established Safety Civilian Community Planning Board
- First civilian community to complete SkillsNet® identification and 5 Vector Model; completed Marine Corps Civilian Workforce Development Application
- Completed safety civilian community Business Plan and Communications Plan
- Marine Corps and Navy personnel attended the Army Safety Intern Training Program to evaluate future use
- Provided focus to the military and civilian safety community

OBJECTIVE 6.1: Issue policy guidance that identifies safety funding sponsors at the Echelon 2 and 3 leadership levels.
OBJECTIVE 6.2: Develop and require training for safety personnel to become proficient in the Planning, Programming, Budgeting, and Execution process.
OBJECTIVE 6.3: Develop business case analysis guidance for linking expenditures to benefits.
OBJECTIVE 6.4: Embed safety in the budget process at both the Enterprise and corporate levels, ensuring cost of prevention and cost of mishaps are identified.
OBJECTIVE 6.5: Promote installation and military construction projects that will improve the safety of personnel living and working places.
Objective 6.6. Integrate safety professionals into the organization to optimize their contribution to improve the effectiveness of the DON-wide safety program.
OBJECTIVE 6.7: Evaluate and develop training, recruitment and retention programs to enhance the overall professionalism of DON safety and occupational health personnel.
OBJECTIVE 6.8: Ensure leadership has the resources required to effect changes to shortfalls identified during cultural workshops, safety surveys and on-line command climate assessment surveys.
OBJECTIVE 6.9: Mandate and resource traffic safety and off-duty safety programs under installation safety offices.

Appendix A

References Used to Develop Naval Safety Strategy

- Barnett, Thomas, briefing to DON Senior Executive Seminar on The Pentagon's New Map, 13 April 2005
- Cebrowski, Arthur K, VADM (Ret.) various briefings on "Transforming Defense"
- CJCSI 3170.10D Joint Capabilities Integration and Development System
- Defense Acquisition Guidebook – Section 6.2.5
- Department of the Navy Safety Task Force Final Report, prepared by Deputy Assistant Secretary of the Navy (Safety) for the Secretary of the Navy, April 29, 2003
- Department of the Navy (available on Navy and Marine Corps websites):
- Naval Power 21...A Naval Vision
 - Marine Corps Strategy 21
 - Sea Power 21 Transformation, which includes Sea Strike, Sea Shield, and Sea Basing
 - Sea Enterprise, the Sea Power 21 resource enabler (NAVADMIN 341/05)
 - SECNAV, Assistant Secretaries of the Navy, CNO, and CMC organizational information and speeches
- Deputy Assistant Secretary of the Navy (Safety) Vision and Mission Statement
- OSD Memo of 01 Sept 2005 on DoD Military Injury Working Group.
- Plans of Action and Milestones, 50-percent Mishap Reduction, Naval Safety Center, Apr 04
- Plan of Action and Milestones, 50-percent Mishap Reduction, U.S. Marine Corps, Apr 04
- Private sector and other Federal Agency organizations (Alcoa at www.alcoa.com, DuPont at www.dupont.com and Department of Energy at www.doe.gov)
- Safety Campaign Plan 2003, U.S. Marine Corps
- Secretary of Defense memorandum: Reducing Preventable Accidents, May 19, 2003
- Secretary of the Navy message, R151652Z Jul 03: Reducing Mishaps
- Secretary of the Navy message, R 132315Z Nov 03: SECNAV Safety Policy
- Safety Strategic Plan, U.S. Army
- Strategic Plan, Dept of Navy Explosives and Weapons Systems Safety Program, May 1997
- Strategic Plan, Naval Safety Center 2002-2005
- Strategic Plan, NAVOSH
- Strategic Planning Guidance (DoD), March 2004
- Strategic Safety Plan, USMC