

Safe Communities Foundation New Zealand



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Madison, Dane County, Wisconsin, USA

International Safe Community Application for Designation & Site Visit Report

1 October, 2009

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Overview - Application & Site Visit Report

Name of Community: Madison, Dane County, Wisconsin, USA

Date ISC Application Submitted: 10th August, 2009

Date of Site visit: 24/25 September, 2009

Certifying Centre: Safe Communities Foundation New Zealand (SCFNZ)

Primary Contact: Dr Carolyn Coggan, Director,
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Objective:

Review of application, supporting documents and conduct of site visit for Madison, Dane County, Wisconsin, based upon the criteria for designation as a member of the International Safe Community Network.

Application Review Process:

Activity 1: Appointment of Peer Review and Site Visit team:

- Dr Carolyn Coggan, Director, SCFNZ, New Zealand
- Tania Peters, National Program Manager, SCFNZ, New Zealand
- Donna Stein-Harris, National Safety Council, Chicago, United States of America
- Shelli Stephens Stidham, Director, Injury Prevention Centre of Greater Dallas, Dallas, United States of America
- Tess Benham, National Safety Council, Chicago, United States of America.

Activity 2: Preliminary review of all materials submitted and confirmation that the community is ready for a site visit.

Activity 3: Review of internet application summary. Minor changes required. Final version formatted for inclusion on Karolinska website www.phs.ki.se/scp and SCFNZ website www.safecommunities.org.nz

Activity 4: Review of application and supporting documents.

Preparation of review report and finalization of site visit activities.

Activity 5: Conduct of site visit and finalization of review report.

Activity 6: Advise WHO Collaborating Centre on Community Safe on outcome of review. Preparation for, and conduct of, designation ceremony.

Site Visit Agenda:

Session 1: Introductions, initial questions and response session between site visit review team and members from Safe Communities, Madison, Dane County.

Session 2: Presentations and discussions related to:
⇒ Local injury data
⇒ Stepping on Falls Prevention Class

Session 3: Visit/presentations and discussions related to:
⇒ Dudgeon Monroe Neighborhood Association flag minders
⇒ SAFE KIDS
⇒ QPR Suicide Prevention Gatekeeper Training

Session 4: Visit/presentations and discussions related to:
⇒ Walking/Biking School Bus
⇒ DeForest OWI Saturation Patrol
⇒ Briefing on partnerships with law enforcement
⇒ State of Wisconsin Injury Prevention Section

Session 5: Feedback from Site Visit Review Team
General Discussion.

Background:

Madison is the seat of Wisconsin state government. Dane County, Wisconsin is located in south central Wisconsin, approximately midway between Chicago, Illinois and the Twin Cities, Minnesota. It is the second to largest county with a population of 482,705 (2008 US census). In 2007, 89% identified as white persons, 22% were under 18 years of age and 9.5% were 65 years of age or older.

Safe Communities in Madison, Dane County is a nonprofit coalition of over 280 active organizations and individuals whose mission is *"to build partnerships with people and organizations to save lives, prevent injuries and make our community safer"*. After a Public Health Department assessment found much activity but little collaboration in the area of safety and injury prevention in Dane County, Safe Communities was launched during an exciting conference in December 1998. In 2009, Safe Communities Madison, Dane County will celebrate their 10th year of working together as a coalition.

The five leading causes of injury death in Dane County are motor vehicle crashes, poisoning, falls, firearms and suffocation. Falls are Dane County's number one cause of injury-related hospitalization. The rate of injury hospitalizations for falls and poisoning in Dane County (398 per 100,000 and 123 per 100,000 respectively) are slightly higher than the state averages (376 per 100,000 and 111 per 100,000).

The International Safe Community application and supporting documents for Madison, Dane County, was extremely comprehensive (144 pages in total) and contained 22 letters of support. These letters of support from a wide range of individuals representing their organizations were extremely positive and bode well for the future of Madison and Dane County Safe Communities. As the Mayor of Madison stated in his letter of support: *"Safe Communities of Madison and Dane County is an example of a highly effective public-private partnership that holds collaboration as a core value and has demonstrated measurable results"*. The appendices that accompanied the application were very impressive and provided a further insight into the work of the task forces and workgroups.

Review of the Madison and Dane County Safe Communities website www.safercommunity.net also contained further relevant and useful information. The review team was particularly impressed with the comprehensive number of factsheets available, the ready made newsletter articles, the information on the BeSafe Annual Awards, and the comprehensiveness of the Madison, Dane County 'Safe Communities 2008 Annual Report'. The Director of SCFNZ found this website to be *"one of the best Safe Community website reviewed to date"*.

Both in the application and during the site visit, the time and effort that had gone into developing Safe Communities of Madison and Dane County was evident. The remainder of this report provides details related to both the application and site visit on how Safe Communities of Madison and Dane County met each of the six criteria for designation as an International Safe Community.

Criteria 1: To achieve criteria 1 safe communities must have an infrastructure based on partnership and collaborations, governed by a cross-sectional group that is responsible for safety promotion in the region:

For over a decade, Madison, Dane County Safe Communities has been the focus of active efforts to enhance collaboration and establish partnership models in the fields of unintentional and intentional injury prevention and this was well demonstrated during the applicant review and site visit. Safe Communities is a catalyst to make Madison and Dane County the safest American community. The establishment of the Safe Communities Strategy, brought together representatives from a broad range of statutory and community agencies to coordinate injury prevention initiatives. Safe Communities in Madison, Dane County is governed by a Board of Directors with guidance from specialized task forces and workgroups. As at 2008, over 280 organizations/individuals were active members.

As indicated in the application, Madison, Dane County Safe Communities has used these networks to develop an infrastructure grounded in partnership and collaboration across the areas of Traffic Safety (pages 11-13), Suicide Prevention (pages 13-14), Falls Prevention (pages 15-17), Injury Surveillance (page 17), School Safety (page 18), Safety for Children (pages 18-19), Safety for Elderly (pages 19-20), and Crime and Violence Prevention (pages 20-21). The site visit team was impressed that many of the organizations involved showed their active support by being represented at the site visit. As stated by one site visit reviewer *"what impressed me most about this city is the relationships and the extraordinarily good lines of communication that exist between key organizations"*.

As was evident from both the application and site visit, the taskforces and working groups draw together a range of organizations and individuals with an interest in safety enhancement in a partnership approach. The stakeholder reference group has been in operation for 10 years. Many are original members from when the coalition began. The reference group includes multiple sectors of the community with participation of more than 280 individuals and organizations including local government, law enforcement, healthcare, emergency response and fire protection, traffic safety, neighborhood associations, and the private sector. The Board of Directors, the structure of which is well demonstrated on page 10 and pages 53-59 of the application, provides governance to the model, with strong support provided by Executive Director, Cheryl Wittke. The Board of Directors meets on a quarterly basis and has, since 2001, included a balance of members from government, non-profit and private sectors.

There is excellent documentation of appropriate Task Forces and work groups and how they relate to the overall infrastructure of Safe Communities Madison, Dane County. They work well together as evidenced during the site visit and support each others efforts.

It is also pleasing to note the way that Madison, Dane County Safe Communities has also sought to build on key national organizational strategies and initiatives. This is an important aspect of the International Safe Communities model.

The review team was impressed with the way that the application, from pages 9-21 and in appendices pages 53-59 clearly demonstrated the structure, roles and strategic goals of the taskforce and working groups listing their history, the agencies involved, their roles, strategic goals and aims. The letters of support attached to the application provided further evidence of effective collaboration and alignment of relevant organizational goals and strategies. These sections of the application provided a very comprehensive summary that was further strengthened by information and activities at the site visit.

For ISC to be sustainable, funding is important. The review team considers that the approach adopted by Madison, Dane County is appropriate in terms of having diversified funding sources. The list of sponsorships, grants and gifts received over the last 10 years is clearly outlined on page 23 of the application. Appropriate strategies to ensure sustainability are appropriately covered on page 22 of the application. The launch in 2007 of the Municipal Partner program is to be commended. At the site visit further information related to funding was adequately covered.

The application meets the indicators for criteria one. The review team considered that the Madison, Dane County Safe Communities is to be congratulated on the way that it promotes the principles of the World Health Organization Collaborating Centre on Community Safety Promotion Safe Community model through partnership with other government agencies, non-government service providers, residents, and the business community. From both reviewing the application and especially during the site visit it was evident that the Madison, Dane County Safe Communities initiative is community owned. The reference group has been effective in seeking the support of non-traditional organizations to partner and build mutual agreement to work together to improve safety.



Site Visit review team at Neighborhood Pedestrian Flagger Program

Criteria 2: Safe communities must have long-term sustainable programs covering both genders and all ages, environments and situations.

The application and site visit comprehensively demonstrated the wide range of injury prevention and community safety initiatives underway in Madison, Dane County with 17 initiatives listed under the 2009 Safe Communities Strategy At-A Glance summary (page 24). Pages 25-32 of the application presented a small selection of programs drawn from the much larger array of initiatives operating in Madison, Dane County. These summaries provide a clear rationale for the program; activities undertaken and impacts achieved. In addition, around 40 programs are listed in the community profile covering all age groups, home, traffic, occupational, school, sports, and leisure environments. They also have programs to address violence and suicide prevention. It was also acknowledged during the site visit that Madison, Dane County has a wide range of community safety programs in place and that only selective information on programs was highlighted in the application.

Safe Communities in Madison, Dane County is to be commended on its use of local injury surveillance data to establish coalition priorities. The documentation of appropriate data and analysis of injury risks in the community and how the data was used to inform prevention projects is complete. As outlined in their application, top causes of injury and injury related death in Dane County are traffic crashes, falls among older adults, unintentional injuries among children and suicide. Of particular note is the extensive use by Safe Communities taskforces of research to identify best practices to reduce injuries in Madison, Dane County. The Madison, Dane County 2009 Safe Communities Strategy At-A Glance indicated the following priority areas:

Falls Prevention

- Public Education Campaigns
- Community Exercise Classes
- Service coordination via United Way 2-1-1
- Health Care Provide Education

Traffic Safety

- Pedestrian Flags
- Neighborhood Safe Walking Routes
- Slow Down Campaigns
- Stop on Red Campaigns
- Television Public Service Announcements
- Alive at 25 Defensive Driving Courses
- Is Everybody Buckled Up



Car set checks clinics

Child Injuries

- Safe Routes to School and Walk Our Children to School Week
- Safety Sunday at Madison Children's Museum

Suicide Prevention

- QPR Gatekeeper training with HOPES
- Suicide Prevention Summit
- Public education campaign

It was acknowledged that the community has demonstrated a variety of long-term sustainable programs including falls prevention, school safety, pedestrian safety, suicide prevention, and that the community actively reaches out to multiple organizations to partner on injury prevention initiatives that address all ages. However, it was suggested during the site visit that firearm safety and alcohol related issues be a focal point of new initiatives. This is particularly important with the University of Wisconsin campus situated in the middle of Madison. It was also suggested that successful programs, for example, the pedestrian flagger program be written up to be shared with other International Safe Communities worldwide.

This criteria has been met. The review team appreciated that this section of the application was only a selection of initiatives occurring in injury prevention in Madison, Dane County and were very impressed with the extensive coverage of many more initiatives contained in the appendices and also in the 2008 Annual Report. Site visit members were particularly impressed by the presentations related to falls prevention and suicide prevention. Both demonstrated effective collaboration using a continuous improvement approach to building safe communities. The Madison, Dane County Safe Community is to be applauded for its 10-year commitment to injury reduction and safety promotion for its residents. They are an example of long-term sustainability through coalition building with a long-term vision.

Criteria 3 – Programs that target high-risk groups and environments

The review team was impressed with the section for criteria 3, 'programs that target high-risk groups and environments'. The introduction succinctly gave an indication of the way the high risk populations, particularly for traffic safety were identified. The four priority areas identified under this criteria were:

- **Traffic Safety**
- **Child Safety**
- **Falls Prevention**
- **Suicide Prevention.**

For traffic safety (pages 33-39), Safe Communities Madison, Dane County identified the following as target audiences and/or environments: young drivers, African-American and Latino communities; motor cycle safety; older adult pedestrian safety and safety belt initiatives (rural and tween). Strong rationale utilizing relevant data and research to identify best practice was evident for each high risk group/environment identified in the traffic safety section. For example in terms of the rural safety belt initiative, observational studies showed a 4% increase in seat belt use among young drivers and an 8% increase among passengers. Extrapolation of this data from estimates provided by NHTSA suggests that two deaths and 38 serious injuries could have been prevented in Dane County in 2006 alone. The review team also noted the positive traffic safety evaluation reports (pages 114-129) appended to the application.

For child safety, two awareness raising events were identified, however while good process measures were identified in the application, the impact of holding one-off events in terms of reducing child injury rates is questionable. The falls prevention task force activities are appropriately geared toward community-dwelling older adults most at risk of falling. The task force has developed direct referral of older adults at risk of a fall to their primary care physician and to community based social workers for home safety assessment and for other falls prevention services.



Site Visit review team at Stepping On Falls Prevention Program

Evaluation findings from the falls prevention symposiums were positive (page 138). The review team was pleased to note that the Falls Prevention network for Dane County older adults has been promoted by the CDC as a national model. For Suicide Prevention the high risks groups identified are older adults, youth and middle aged males. Safe Communities Madison, Dane County is to be commended for addressing this important, but often neglected issue. They are also to be commended for adopting the evidence-based QPR (Question, Persuade, Refer) suicide prevention intervention which gives laypeople the skills to identify when someone is at risk for suicide and what steps to take to convince them to seek help. Evaluation findings from the Suicide Prevention Summary (pages 139-141) demonstrate that information presented to the community was useful and applicable to their own work environments.

This criteria has been met. Overall, the review team was pleased to note the evidence of interagency collaboration occurring to address high-risk groups and environments. However, while the application provides a good description of the programs targeting high risk and vulnerable groups, as well as good collaboration among partners, some of the programs described appeared to lack sound, scientific evidence as to effectiveness. At the site visit reviewers discussed how literature reviews of best practices/evidence-based programs in peer-reviewed scientific journals can be used as a basis for selecting prevention programs. A discussion on how gender impacts on areas of injury risk in Madison, Dane County and how this is incorporated into program planning was also explored during the site visit.

Criteria 4 - Documentation of the frequency and causes of injuries

Safe Communities in Madison, Dane County have sourced and documented relevant data to inform the development of their projects. The active participation of the local Public Health department has been essential to this. In the appendices to this application, a very comprehensive data report on the extent, causes, cost and high-risk groups for injuries (intentional and unintentional) in Dane County was provided (pages 88-112). This is an excellent resource for the Board of Directors and Taskforces associated with this Safe Community. The documentation of appropriate data and analysis of injury risks in the community and how the data was used to inform prevention projects is complete.

As previously stated, the five leading causes of injury death in Dane County are motor vehicle crashes, poisoning, falls, firearms and suffocation. Falls are Dane County's number one cause of injury-related hospitalization. The rate of injury hospitalizations for falls and poisoning in Dane County (398 per 100,000 and 123 per 100,000 respectively) are slightly higher than the state averages (376 per 100,000 and 111 per 100,000). It is also important to acknowledge that both unintentional injury and suicide death in Dane County are above the national goals (17.5 per 100,000 and 6 per 100,000, respectively) and that the rates have increased during the period 2002-2006 (page 90).

This criteria has been met. Overall, the review team were impressed that, in this application, data informed the establishment of priorities and also allowed Safe Communities to be responsive to new and emerging situations (for example, poisoning). This is very commendable.



Site Visit review team viewing Walking School Bus Program

Criteria 5 – Evaluation measures to assess the programs, processes and the effects of change

This criteria has been met. The review team was pleased to note the importance that the application placed on taking an evidence-based approach to the undertaking of appropriate accountability and evaluation processes and noted the large number of programs that have been evaluated and mentioned or included throughout the application and appendices (pages 113-144). This is particularly evident in the Traffic Safety and Falls Prevention taskforce activities which have made extensive use of data and have evaluation activities embedded into their programs. Additionally, since 2002, Safe Communities Dane County has been awarded three NHTSA national demonstration projects and was partner in another. The rural Safety Belt, Tween Safety Restraint and Older Adult Pedestrian Safety initiatives and project all demonstrate the capacity of Safe Communities Dane County to deliver effective programs and to conduct rigorous evaluation.

In the Madison, Dane County Safe Communities 2008 Annual Report it is estimated that since they began working collaboratively as a coalition in 1999, Safe Communities partners have directly improved the personal safety of over 30,000 people in Dane County. Selected evaluation findings summarized in the application include:

- Increased safety belt use among young drivers by 4% in targeted school and faith communities.
- Built a falls prevention network for Dane County older adults, and trained 120 health care providers to deliver evidence-based falls prevention treatments.
- Educated 500 people on how to help someone they know survive a suicidal crisis
- Reduced reported speeding by 79% as a result of the 'slow down yard sign' campaign.
- Improved yield-to-pedestrian rate at hard-to-cross intersections by 89% through the pedestrian flag and pedestrian zone program.
- Provided over \$120,000 in grants to law enforcement, schools and neighborhoods for local safety efforts.
- Taught 1,000 pre-kindergarten children to be safe at MSCR's Safety Town and Safety Sunday at Madison Children's Museum.

Even though the application provided a good description of evaluation measures used for some of the programs, there was weak or inadequate evaluation for other programs. This issue was discussed during the site visit. Overall the review team was extremely impressed with the 'continuous improvement model' adopted by Safe Communities Madison, Dane County. Due to the wealth of data available on many of the initiatives it is suggested that developing a series of evidence-based case studies for wider dissemination could potentially be a valuable tool improving awareness of the benefits of Safe Communities regionally, nationally and internationally.

Criteria 6 – Ongoing participation in national and international safe communities networks.

This criteria has been met. Madison, Dane County Safe Communities have documented the regional and national networks that they are part of and they have regular contact with Safe Communities America. A strength of this application has been the development and dissemination of best practices as part of national demonstration projects. A further strength of Madison, Dane County Safe Communities is the comprehensive and user-friendly information that is included on their website. This is an important resource for sharing information among the wider Safe Communities network.

Madison, Dane County representatives have also attended two regional Safe Community conferences as well as national injury prevention conferences. In the application they also commit to sending a representative to participate in at least one International Safe Community initiative outside of their own country within three years of achieving the criteria for designation. Of pleasing note to the reviews is the consideration being given to hosting an International Safe Communities Conference. Details of how to apply can be found at www.phs.ki.se/ccp/who_conferences.en.htm

The community has expanded their reach, regionally within the State of Wisconsin. Madison, Dane County has made a commitment to share best practices and new approaches with other communities in Wisconsin and the U.S. For example, as stated in the application: *“We expanded our Slow Down campaign in 2009 to include 24 additional counties. As we receive many requests from other communities for campaign signs and as our sponsor is interested in broadening the scope of their support beyond one county, this was a win-win situation”*. Many communities wish to start the Safe Communities journey but are unsure if they have the skills and resources to begin. Often all that is required is to speak to others that are well on their way on the Safe Communities journey. Copies of the Dane County annual reports are likely to be particularly helpful for emerging communities.

Another opportunity that was discussed at the site visit was the Wisconsin State law that requires each Wisconsin county to convene a traffic safety commission (p 11). This could provide a potential advocacy opportunity to encourage replication in other U.S. states through other Safe Community coalitions.

The review team considered that the Madison, Dane County activities could be strengthened by involvement with national injury and violence prevention organizations (State and Territorial Injury Prevention Directors Association, Society for the Advancement of Violence and Injury Research). Additionally, they suggest that there are good resources within the state that could be accessed for assistance in determining evidence-based programs and evaluation (Injury Prevention Program at the Wisconsin Department of Health Services/<http://dhs.wisconsin.gov/health/injuryprevention>, and the Injury Research Center at the Medical College of Wisconsin/<http://www.mcw.edu/injuryresearchcenter.htm>).

The review team recognized that the international profile of Madison, Dane County Safe Communities will need to be strengthened. With Madison's 10 year history, it would be beneficial to the International Safe Communities Network to learn more about Madison's successful coalition. It was recommended during the site visit that their successes and challenges be documented (i.e., the alcohol-related injuries campaign that was not successful) so others could learn from them. Another way to strengthen Madison's international profile would be to submit regular news items to the Safe Communities Monthly Newsletter. This could be in the form of brief reports on initiatives and activities or could highlight when important reports are completed such as the Annual Report.

Conclusion

The City of Madison and Dane County have an extensive history of collaborative safety promotion and injury prevention initiatives. The stakeholder reference group has been in operation for 10 years and has involved the participation of more than 280 individuals and organizations including local government, law enforcement, healthcare, emergency response and fire protection, traffic safety, neighborhood associations and the private sector. The community actively reaches out to multiple organizations to partner on injury prevention initiatives that address all ages and has demonstrated a variety of long-term sustainable programs including falls prevention, school safety, pedestrian safety, suicide prevention, etc. Madison, Dane County also has a number of programs to address vulnerable groups and high risk environments. The documentation of appropriate data and analysis of injury risks in the community and how the data was used to inform prevention projects is complete. Additionally, a wide range of evaluation activities have been conducted on their programs. Madison, Dane County conducts on-going assessments to make improvements or modifications based on their findings. The community has expanded their reach regionally within the State of Wisconsin and has made a commitment to share best practices and new approaches with other communities in the U.S. They have also made a commitment to strengthen their participation in International Safe Communities networks.

Overall, this is a strong application, worthy of International Safe Communities designation. The Madison, Dane County Safe Community should be applauded for its 10-year commitment to injury reduction and safety promotion for its residents. They are an example of long-term sustainability through coalition building with a long-term vision.

The Madison, Dane County Safe Communities coalition is an excellent example of divergent groups coming together for a common purpose. Their 10-year record of accomplishment speaks to their unified vision that the safety of the residents of Madison is their overriding focus. This was articulated and demonstrated everywhere the site reviewers went - a neighborhood group that has developed a flagger program that helps pedestrians cross busy streets safely, a suicide prevention training session, the Walking School Bus managed by parents to make sure neighborhood children get back and forth to school safely, a "Stepping On" falls prevention class for older adults, the SafeKids group, a county police taskforce to

reduce alcohol-related injuries, and the task group and steering committee members at two separate events.

It is also important to recognize good leadership. Madison, Dane County has been fortunate to have an Executive Director that has been with them from the beginning. Her unique abilities to facilitate their activities, keep them focused, provide good fiscal planning, and maintain an excellent working relationship with all their unique community partners should be noted.

Following the review of the Madison, Dane County application and the results of the site visit, the Safe Communities Foundation New Zealand, in its capacity as a Certifying Centre of the WHO Collaborating Centre on Community Safety Promotion, found that the Madison, Dane County achieved the criteria to be designated as an International Safe Community by the WHO Collaborating Centre in Karolinska Institute, Stockholm, Sweden. The designation ceremony will take place on 13 October 2009 in Dane County, Wisconsin and will be officiated by Donna Stein-Harris (National Safety Council, ISC Affiliate Support Centre, Safe Communities America) on behalf of Dr Carolyn Coggan, Director Safe Communities Foundation New Zealand.