Report Card on Managing for Results Comprehensive Plan

Department of Legislative Services
Office of Policy Analysis
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Report Card on Managing for Results Comprehensive Plan

Background

During the 2004 session of the General Assembly, SB 381/Chapter 452 amended Section 3-1002(e) of the State Finance and Procurement Article to require the Department of Budget and Management (DBM) to develop a statewide plan for Managing for Results (MFR) and provide annual reports on the State's progress. In February 2005, DBM submitted to the budget committees the State's first Comprehensive Plan for MFR. The plan focused on five broad policy areas and identified specific goals and measures for assessing progress toward those goals.

In January 2006, DBM submitted to the budget committees the State's first Managing for Results Annual Performance Report. The January 2006 performance report was incomplete. Results were only reported for selected measures, and trends were not presented for any of the measures. The only information in the report was a brief textual summary of the most recent outcome for the measure.

About This Document

To provide a more comprehensive and user friendly assessment of the State's performance on the measures identified in the statewide plan, the Department of Legislative Services (DLS) has compiled data summarizing the recent trends for each of the measures and where possible comparing Maryland's performance to national trends.

The DLS analysis sorts the performance measures into six policy areas (Health, Education, Environment, Commerce/Transportation, Fiscal Management, and Public and Child Safety). A summary page for each policy area lists the specific measures, indicates whether Maryland's performance over the last five years is about the same, improving, or worsening, and where possible, compares Maryland's performance to national data. A more detailed exploration of recent trends is provided for every measure for which national data are available and in cases where additional data puts the State's performance in context. Trends for every measure in the State plan are presented in an appendix.

In select instances, DLS has identified measures that were not included in the statewide plan but are nationally collected and speak to the wellbeing of Maryland residents or the quality of life in the State. Examples include the poverty rate and the percentage of residents who lack health insurance.

Trends in the Measures

Exhibit 1 summarizes the trends in the measures included in the State plan. For half (33) of the 66 measures, the State's performance has improved since 2001. The trend for 21 of the measures is static while 12 measures are moving in the wrong direction. All of the measures for education and fiscal management are static or moving in the right direction. Movement in the wrong direction was most common in the areas of health and environment.

Exhibit 1
Report Card on State Managing for Results Comprehensive Plan
Summary Across Policy Areas

Policy Area	Favorable Trend	Unfavorable Trend	Static Trend
Health	6	4	3
Education	11	0	6
Environment	5	3	1
Public Safety/Child Safety	4	2	6
Commerce/Transportation	7	3	3
Fiscal Management	0	0	2
Total	**33**	**12**	**21**
Percent of Total	50%	18%	32%

Critique of State Plan and Performance Report

The State plan is an important step in Maryland's progress in implementing a performance-based approach to planning and budgeting. The State's MFR program "emphasizes use of resources to achieve measurable results, accountability, efficiency, and continuous improvement in State government programs." The State Comprehensive Plan provides a singular, integrated statement of priorities and goals for the State, as well as a framework for measuring progress toward those goals. In other words, its attempts to answer the questions, "What do we want for our State?" and "How will we know if we are getting closer to getting what we want?"

Report Card on Managing for Results Comprehensive Plan

The State Comprehensive Plan articulates a broad-based, long-term view and establishes an accountability framework to measure progress toward the State's long-term goals. However, DLS has identified two critical impediments to achieving the goals set forth in the State plan:

- Integration of the State plan and performance measures into the budget and planning process. A recent study conducted by DBM found that MFR informs the budget process and is used to varying degrees as a management tool. DLS observes that the study also provided a number of indications that MFR has not been entirely embraced by fiscal and program managers. For example:

  - Only 55 percent of the agency MFR coordinators surveyed responded to the survey. This low response rate by the very people charged with implementing MFR suggests that program buy-in is low and that survey results may be skewed toward people who are supportive of MFR.

  - The majority of budget directors and DBM budget analysts surveyed reported that the budget process was influenced by the need to improve outcomes, the agency's most important outcomes, and changes in performance measures. However, a number of other factors were more frequently cited as influencing the budget process including statutory requirements, Governor's priorities, available revenues, changes in operating costs (agency chief financial officers/budget directors), and the ill defined category of strategic issues.

- Accountability – Developing a plan and putting it on a shelf will not result in success. Communicating the State's goals to the public and allowing the public to monitor the State's performance will engender an environment that focuses decision makers throughout State government on improving results. The state of Minnesota serves as a model for accountability with easy links to web pages devoted to its state plan "Minnesota Milestones." On the web site, the state's goals are clearly articulated, and trends in each performance measure are analyzed and compared to national data. Maryland's State plan is available on DBM's web site, and the web site for the Office of Governor Ehrlich highlighted the five pillars that were the highest priorities for the administration. However, neither web site presented trends in each of the performance measures identified in the State plan. The 2006 annual performance report that was submitted to the General Assembly covered only about half of the measures in the State plan and provided data for only a single year. **DLS recommends that the Executive Branch develop a more comprehensive annual report on progress toward the State's goals and make this information readily available to the public.**

Performance Measure Difficulties Hinder Accountability

Some of the performance measures included in the statewide plan are of limited value. Four factors account for the compromised effectiveness, and they can be divided into two categories: correctable and systemic. The correctable factors are (1) lack of normalization of count statistics; and (2) data reporting flaws. The systemic factors are (1) discontinuous trends due to regulatory changes; and (2) ambiguity about what is being measured.

On the lack of normalization of count statistics, the concern is that there is no normalization to account for increases in the base population. For instance, for the "Number of community college students who transfer to a public four-year campus" measure, a straight count of community college transfers that does not account for an increase in student population will show increases that may be nothing more than an increase in the population without an increase in the percent of community college students who transfer.

Data reporting flaws appear to be a global problem. Drawing on the MFR audits conducted by the Office of Legislative Audits from August 2001 to August 2004, the DBM MFR study concluded that it would not be possible to validate the accuracy of the reported performance measurement data using 74 percent of the data definitions reviewed. The process that DBM uses to report the data creates additional problems. For example, the Maryland Higher Education Commission sent DBM the data for the fiscal 2007 budget books from the two most recent years (2002 and 2003) for the "Number of teacher candidates prepared by Maryland colleges and universities" measure. DBM had a template with 2004 and 2005 actual data followed by 2006 and 2007 estimates for its MFR reporting and since the most recent data years were 2002 and 2003, DBM plugged this data into its MFR reports as the data from fiscal 2004 and 2005.

Regulatory changes appear to have some impact on performance measure trends. For "Number of remedial actions at all State Superfund sites that are completed," 240 cases from the hazardous waste program were shifted into the State Master List in 2005. A number of these cases required only paperwork closeouts instead of real on-site remediation and so the number is artificially inflated. In future years, there will be an increased number of remedial actions completed because of the remaining easier cases from the hazardous waste program shift.

Ambiguous measures stem from the possibility of interpreting performance measures in multiple ways. For the "Blue crab harvest projections in millions of pounds" measure, if crab stocks are healthy, then an increased harvest is a good thing. However, if crab stocks are not healthy, then an increasing harvest is a bad thing. Either way, the commercial livelihood is being measured and not the underlying health of the crab stock. "Traffic fatality rate" is another potentially ambiguous measure. Car manufacturers may be making safer cars which may be masking either an increasing number of accidents or higher morbidity.

Final Thoughts

The State's comprehensive MFR plan contains a combination of measures related to the quality of life in Maryland and measures that are specific to the performance of State government. As a result, it does not adequately address either the performance of State government or the quality of life in Maryland. While measuring the performance of specific State programs and strategies can be done through the MFR process at the agency level, the comprehensive plan for the State provides a unique opportunity for the executive to set forth a vision for the State and measure progress toward achieving that vision. The beginning of a new term provides the executive with the opportunity to revise the comprehensive plan and select meaningful indicators to measure progress toward the State's goals.

The next logical step for the comprehensive MFR plan and for the individual agency MFR submissions is to link each goal to the State programs that should help achieve the goal. Such a linkage will allow decision makers and program managers to identify the resources devoted to each activity and examine which programs and strategies are most effective in producing results.

Report Card on Managing for Results Comprehensive Plan
Policy Area: Health

Measure	What Is the Measure? (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Births to Teens	Births per 1,000 females 15-19 (Calendar 2004)	32		
Infant Mortality	Deaths per 1,000 live births (Calendar 2003)	8.1		
Immunizations	Children fully immunized at 24 months (Calendar 2004)	81%	↔	
Lead Poisoning	Children < age 6 with elevated lead blood levels (Fiscal 2004)	1,811		
Teen Smoking	Underage high school students who smoked whole cigarette (Fiscal 2002)	35%		
Cancer Mortality	Cancer deaths per 100,000 persons (Calendar 2003)	194.9		
Syphilis Rate	Primary/secondary syphilis per 100,000 population (Calendar 2004)	6.8		
Preventable Diseases	Cases of vaccine preventable diseases (mumps, measles, pertussis, Hepatitis A) (Calendar 2004)	268	↔	
Services to Disabled	Disabled individuals who obtained employment through rehabilitation program (Fiscal 2005)	3,005	↔	
Mental Health	Adults reporting that mental health services have allowed them to deal more effectively with daily problems (Fiscal 2005)	70%		

Report Card on Managing for Results Comprehensive Plan

Measure	What is the Measure? Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Developmentally Disabled	Developmentally disabled reporting satisfaction with physical well being, personal development, and self-determination	78% – 94%		
Substance Abuse Treatment	% of people discharged who stopped abuse during treatment	62%		
HIV Cases	New HIV cases (Calendar 2004)	2,013		

	Moving in Favorable Direction	6	1
	Moving in Unfavorable Direction	4	4
↔	Static	3	

Health Summary

About 25 percent or $7 billion of the State's fiscal 2007 operating budget is allocated to the Department of Health and Mental Hygiene. The statewide strategic plan tracks performance for 13 health-related measures. Recent trends for the measures are mixed with six improving, four worsening, and three remaining relatively static.

Maryland's performance lags the nation on four of the five measures where comparable national data are available. After accounting for differences in the racial composition of the population (*e.g.*, African Americans, who generally have less favorable health outcomes than whites, represent a larger share of the Maryland population than the national population), Maryland's outcomes are almost identical to the national outcomes. The most disturbing trends relate to infant mortality and syphilis. Maryland's syphilis rate was the second highest in the nation in 2004 and more than twice the national average. Maryland's infant mortality rate is also among the highest in the nation and increased in both 2003 and 2004. Efforts to combat infant mortality received a boost in fiscal 2007 with a new $2 million Babies Born Healthy Initiative.

Significant disparities in health outcomes exist among races both in Maryland and in the United States. Infant mortality, cancer mortality, and teen pregnancy are far more common among African Americans than whites. Similar disparities are found in many other health indicators that are not included in the statewide strategic plan. The fiscal 2007 budget includes more than $1.5 million to support the Office of Minority Health and Health Disparities and outreach to minorities concerning cancer and tobacco use awareness, education, prevention, and screening.

The State strategic plan fails to include one overarching measure of the health care, the percentage of residents with some form of health insurance. Researchers have linked health insurance coverage to better access to care, a stable medical home, and positive health outcomes. Maryland's rate of uninsured is below the national average and is well below the national rate for children. The high levels of insurance for children reflect Maryland's relatively generous income eligibility standards for the Maryland Children's Health Program (MCHP) and the prevalence of high income jobs that commonly include health benefits.

Almost Half of Health Measures Trending in Favorable Direction

	Number of Measures
Moving in Favorable Direction	6
Moving in Unfavorable Direction	4
Static	3

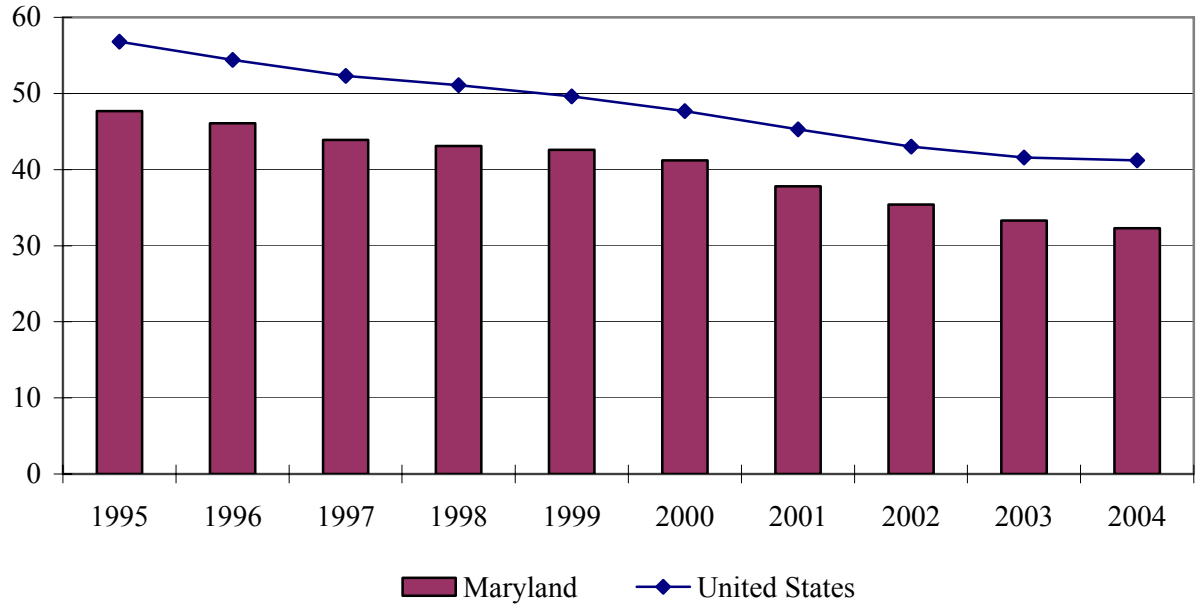
Births to Teens

- The rate of births to adolescents (ages 15 through 19) has declined steadily across the United States and in Maryland over the last decade.

- Within Maryland, there are significant racial disparities in the teen birth rate. Birth rates for Hispanic (77.5 per 1,000 females) and African American (49.9 lives births per 1,000 females) teens far exceed those for white teens (23.7 live births per 1,000 females).

- The fiscal 2007 budget includes $1.1 million linked directly to reducing the incidence of adolescent pregnancies. More than $40 million is budgeted for family planning and other pregnancy prevention activities.

Rate of Live Births to Females 15 through 19 Per 1,000 Females



Source: Office for Children

Infant Mortality Rate

- Maryland's infant mortality rate has far exceeded the national rate in each of the last 10 years and is among the highest in the nation.

- Demographics largely explain Maryland's poor performance compared to the nation. The African American infant mortality rate in the United States far exceeds the rate for whites, and African Americans represent a significant portion of the Maryland population.

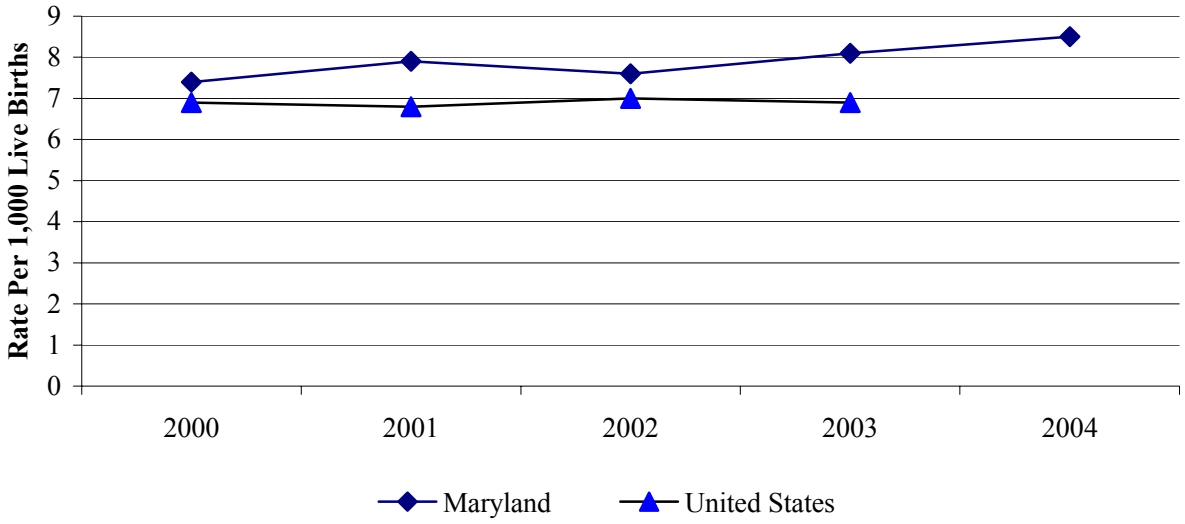
- Maryland's infant mortality rate for African Americans is more than double the rate for whites. Access to and utilization of pre-natal care may contribute to the disparity as 6.4 percent of African American women giving birth in 2004 received late or no prenatal care compared to 2.7 percent of white women and 7.2 percent of Hispanic women.

- Maryland's infant mortality rate for whites is slightly below the national average for whites. Calendar 2003 was the first time this decade that Maryland's African American infant mortality rate exceeded the national rate for African Americans.

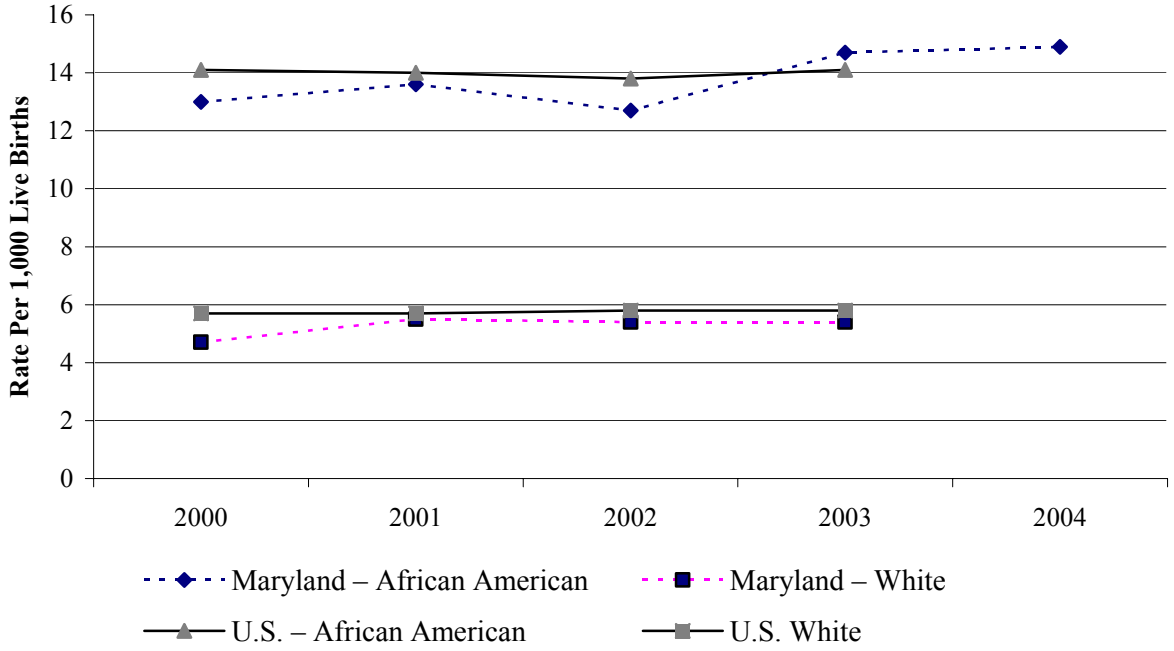
- The leading causes of death for white infants in recent years were congenital malformations, deformations, and chromosomal abnormalities while the leading causes of death for African American infants were disorders relating to short gestation and unspecified low birth weight.

- The fiscal 2007 budget includes $2 million for the new Babies Born Healthy Initiative. The funds will allow local health departments to provide prenatal care, preconception family planning, and postnatal care to 3,000 women and children.

Infant Mortality Rate Per 1,000 Live Births



Infant Mortality Rate by Race



Source: Office for Children

Immunizations

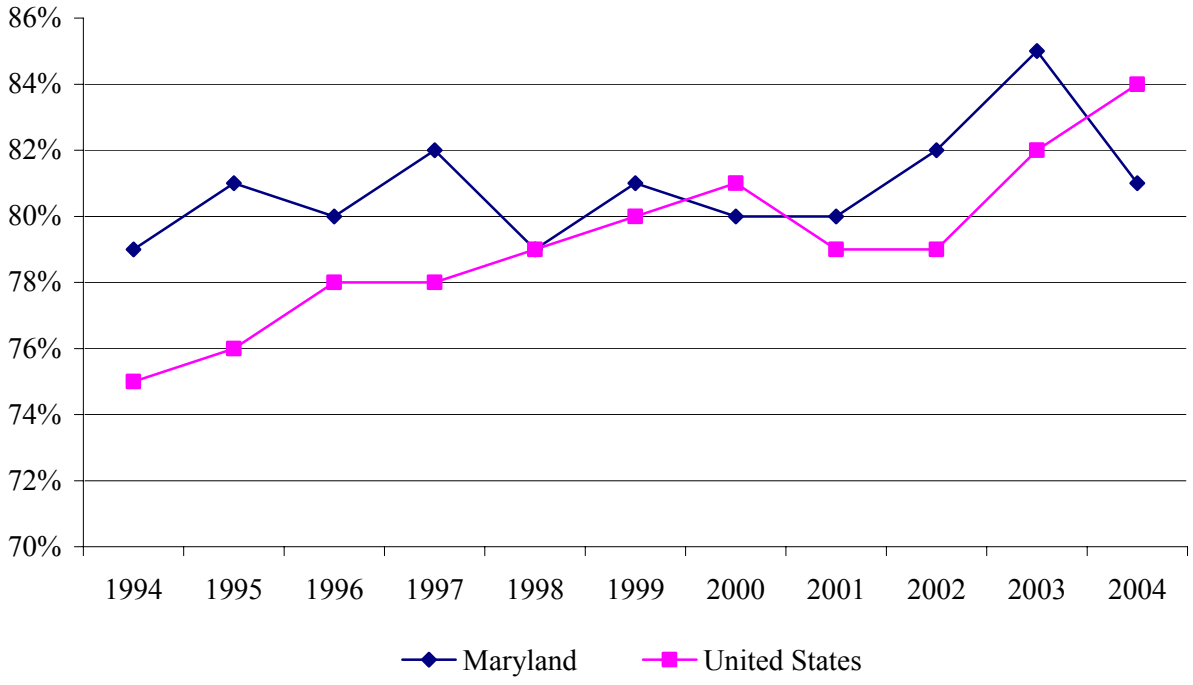
- The percentage of Maryland children fully immunized at age two consistently falls between 80 and 84 percent. Similar immunization rates are reported nationally.

- After exceeding the national average for three consecutive years, Maryland's immunization rate fell below the national average for 2004. The drop may in part reflect the data collection method, a national survey of randomly selected households.

- Maryland's improved immunization rates in the early 2000s coincided with the expansion of the Maryland Children's Health Program.

- Maryland will spend about $2.8 million in fiscal 2007 to provide immunizations through local health departments.

Percent of Children Fully Immunized by 24 Months



Source: Office for Children

Teen Smoking

- The number of Maryland high school students who smoked a whole cigarette declined from fiscal 2000 to 2002.

- Another source of data on cigarette use by adolescents is the Maryland Adolescent Survey, which is administered biennially by the Maryland State Department of Education. The survey is designed to parallel the National Institute on Drug Abuse's annual national survey "Monitoring the Future."

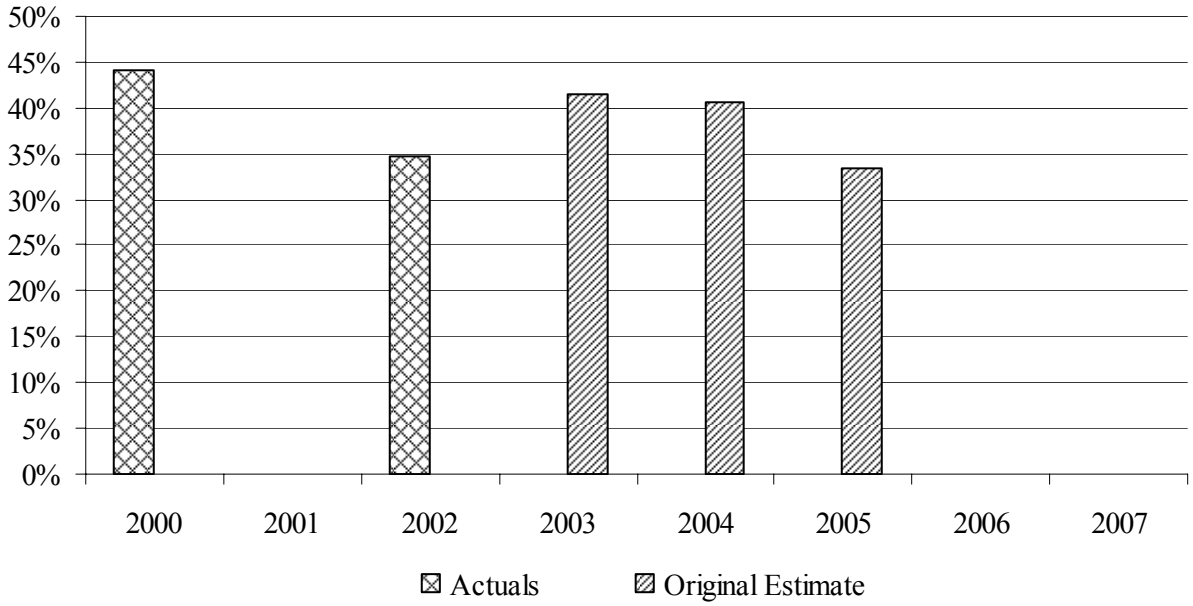
- 8th, 10th, and 12th grade students responding to the Maryland Adolescent Survey were less likely to report having used a cigarette within the last 30 days in the 2004 survey than in prior years. Unfortunately, more 6th grade students reported smoking a cigarette in the last 30 days in 2004 (1.5 percent) than in 2002 (1.3 percent).

- The decline in reported cigarette use in Maryland mirrors the national trend. However, Maryland students are less likely than students nationally to report smoking a cigarette.

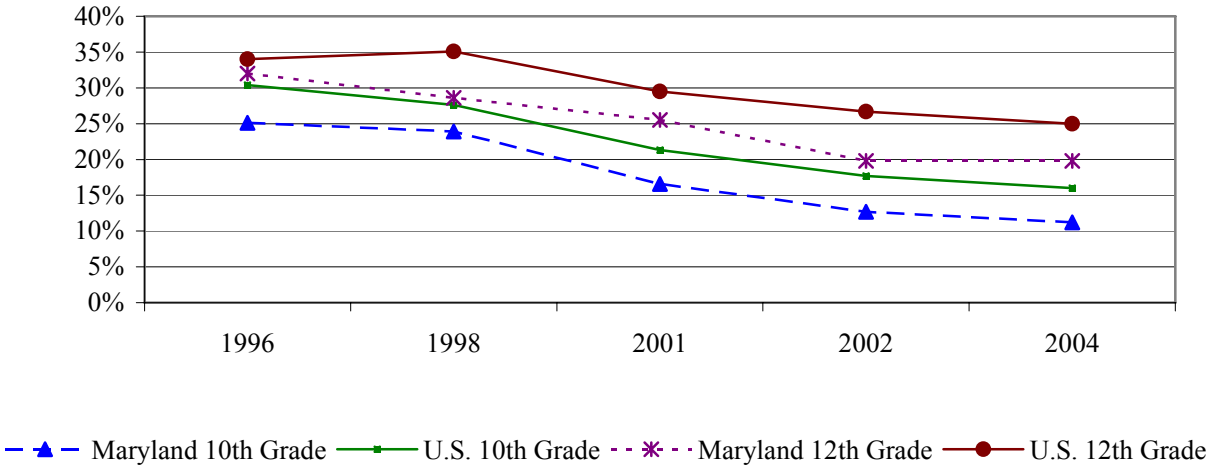
- 42 percent of 12th grade smokers in Maryland reported acquiring cigarettes in a store, and more than half of these students reported that they were not asked to show proof of age.

- The fiscal 2007 budget dedicates $18.7 million of Cigarette Restitution Funds to tobacco use prevention and cessation activities. From fiscal 2004 through 2006, the State spent almost $33 million on these activities.

Percent of Underage High School Students Who Smoked at Least One Whole Cigarette



Percent of Students Reporting Cigarette Use in the Last 30 Days



Source: Maryland Adolescent Survey and Maryland State Budget

Cancer Mortality

- Cancer is the second leading cause of death in Maryland behind diseases of the heart.

- Maryland's cancer mortality rate has declined rapidly since 1990. Almost 242 cancer-related deaths per 100,000 people were reported in 1990 compared to 195 in 2003.

- A similar but more modest decline is observed nationally with the number of cancer deaths per 100,000 falling from 215 in 1990 to 190 in 2003.

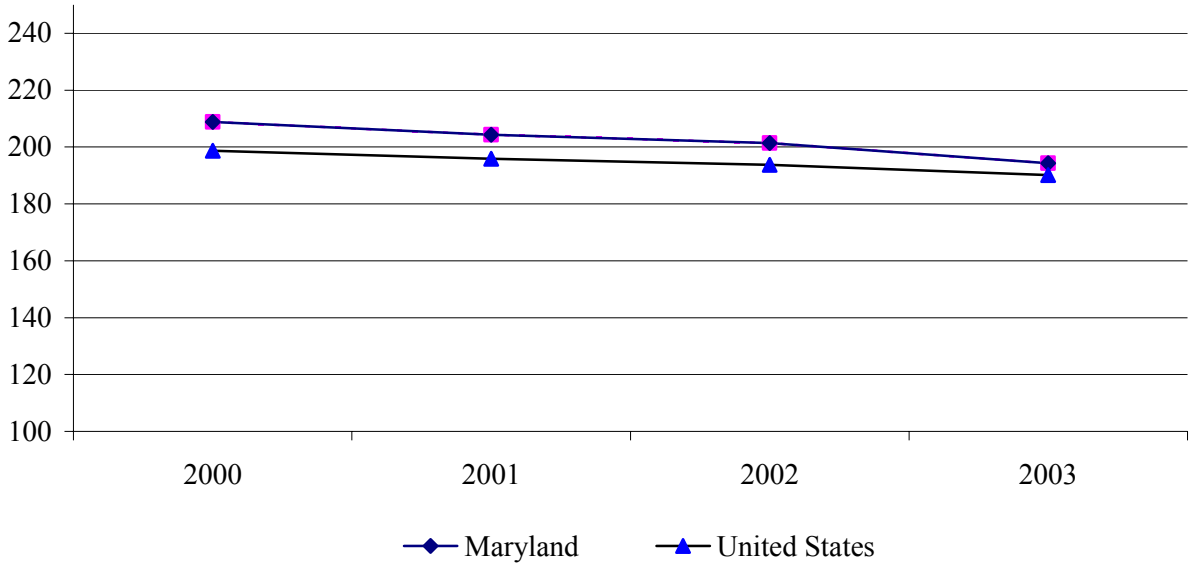
- Advances in treatment options for many forms of cancer are a significant contributor to the reduction in the mortality rate since 1990.

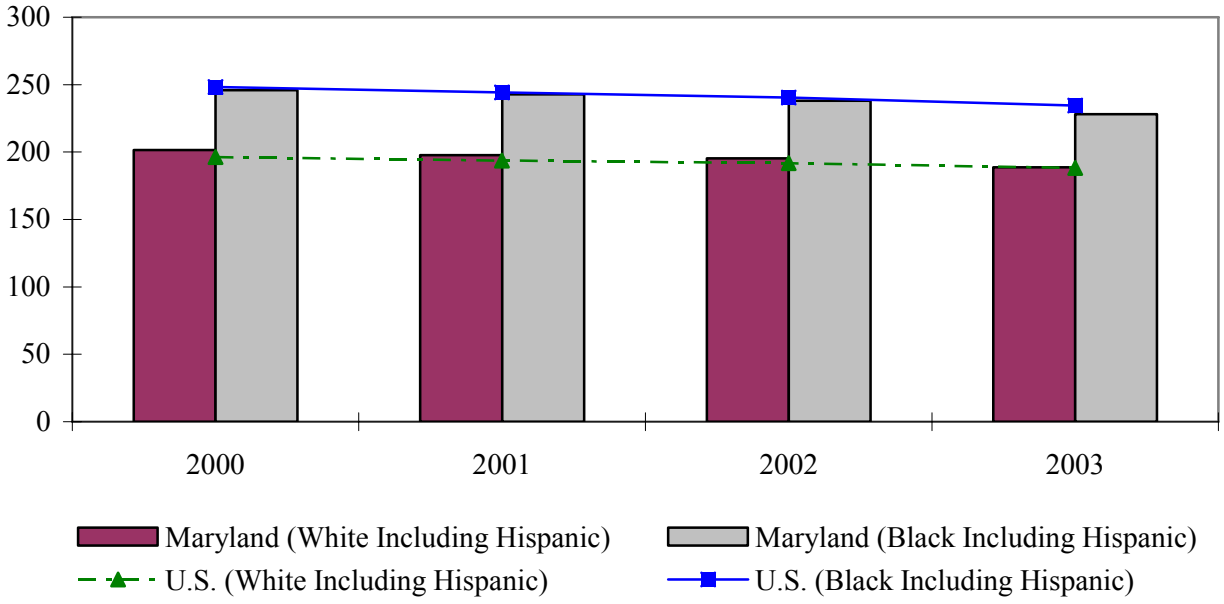
- While Maryland's cancer mortality rate is slightly higher than the national rate, the gap has closed substantially since 1990.

- Since 1998, the cancer mortality rate for blacks (including Hispanics) nationally has exceeded the rate for blacks in Maryland by a narrow margin. However, significant disparities remain between the mortality rate for blacks and whites in Maryland.

- Over the last seven years, Maryland has dedicated about $206 million from the Cigarette Restitution Fund to cancer education, prevention, treatment, and screening. In addition, the Department of Health and Mental Hygiene expanded Medicaid coverage for women with breast and cervical cancer in fiscal 2002.

Cancer Mortality Rate Per 100,000 Persons





Source: Centers for Disease Control and Prevention and the National Cancer Institute

Syphilis Rate

- Maryland's syphilis rate per 100,000 people was the second highest in the nation in 2004.

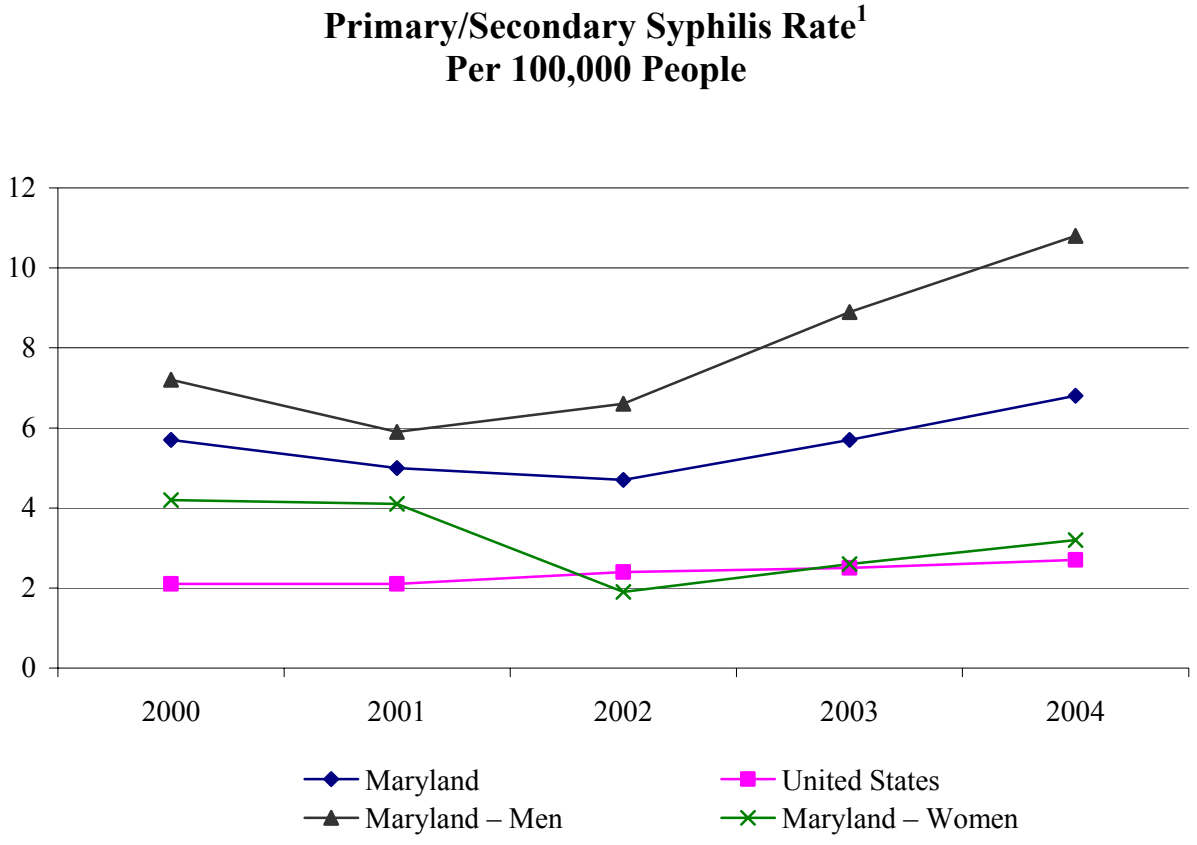
- In addition to its primary effects, syphilis presents public health concerns for its role in facilitating transmission of HIV. Syphilis also causes fetal death in 40 percent of pregnant women with the disease.

- Baltimore City accounted for 209 of Maryland's 380 reported cases of syphilis in 2004. The syphilis rate in Baltimore City rose from 24.3 people per 100,000 in population in 2003 to 33.2 per 100,000 in 2004.

- Infection rates for both men and women in Maryland far exceed the national rates.

- Recent increases in syphilis rates in Maryland and nationwide are driven by increased infection rates among men. These increases are associated with infection with HIV and high-risk sexual behavior, specifically among men who have sex with men.

- Actions are being taken to combat syphilis including testing for syphilis at the Baltimore City Booking and Intake Center and providing training to local health departments.



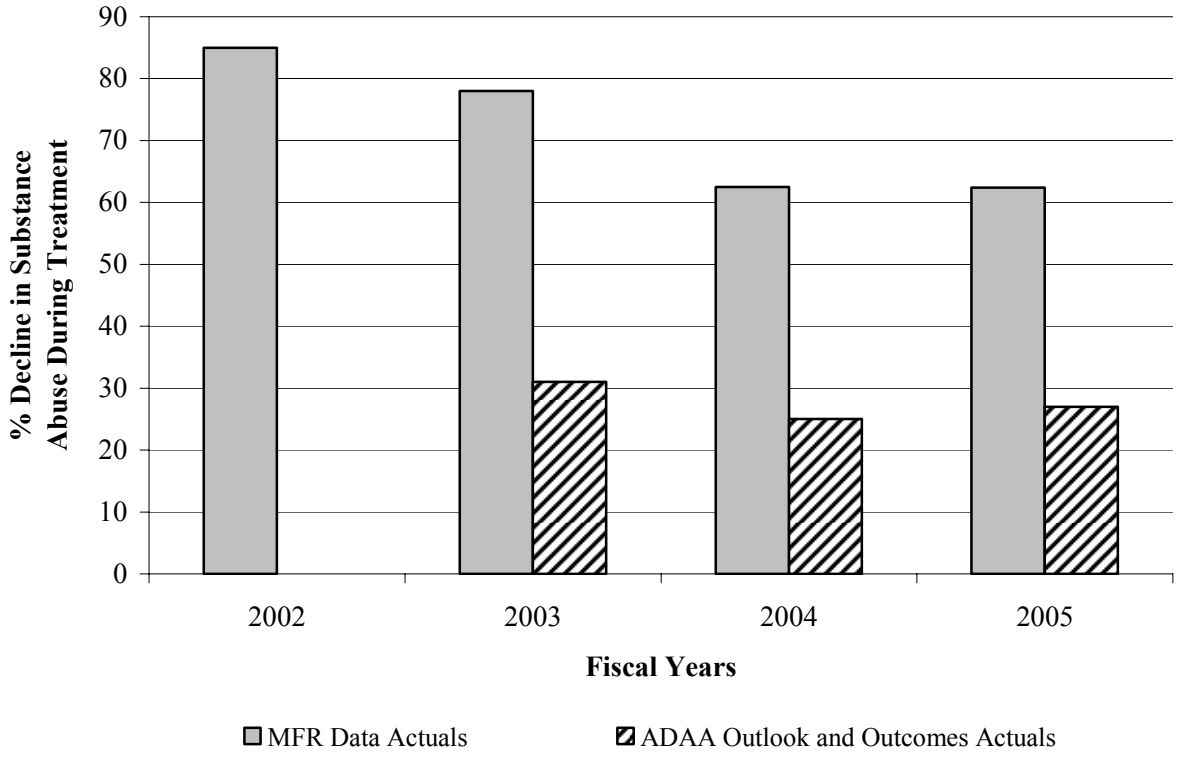
[1] There are three styles of syphilis. Primary refers to the appearance of symptoms while secondary syphilis refers to more serious symptoms that occur when primary syphilis goes untreated.

Source: Department of Health and Mental Hygiene; Centers for Disease Control and Prevention

Substance Abuse

- One key measure of the efficacy of substance abuse treatment is the extent of substance abuse by clients in treatment. This measure identifies those abusing substances at admission to treatment and those using at discharge.

Differing Measures of Substance Abuse During Additions Treatment



Source: Department of Health and Mental Hygiene

- However, as noted in the above exhibit, two very different outcomes are reported by the State for this same measure. In 2005, for example, the Managing for Results (MFR) measure reports a decline in substance abuse for those in treatment of just over 60 percent. For the same year, the Alcohol and Drug Abuse Administration (ADAA), in its Outlook and Outcomes annual report, notes a decline in substance abuse for those in treatment of 27 percent.

- The difference in the two figures is derived from the fact that the MFR data is based on clients who complete treatment, *i.e.*, are discharged from treatment with no additional treatment necessary or those who have completed the immediate level of care and have a referral to another treatment milieu (for example, moving from inpatient to outpatient care). In other words, the MFR data is based only on those who are considered to have successfully completed treatment, whereas the Outlook and Outcomes data measures outcomes for all those admitted to treatment. This translates to a much smaller number of clients (just over 16,000 for the MFR data compared to over 46,000 in the Outlook and Outcomes report).

- The broader Outlook and Outcomes measure is a better indicator of the efficacy of treatment.

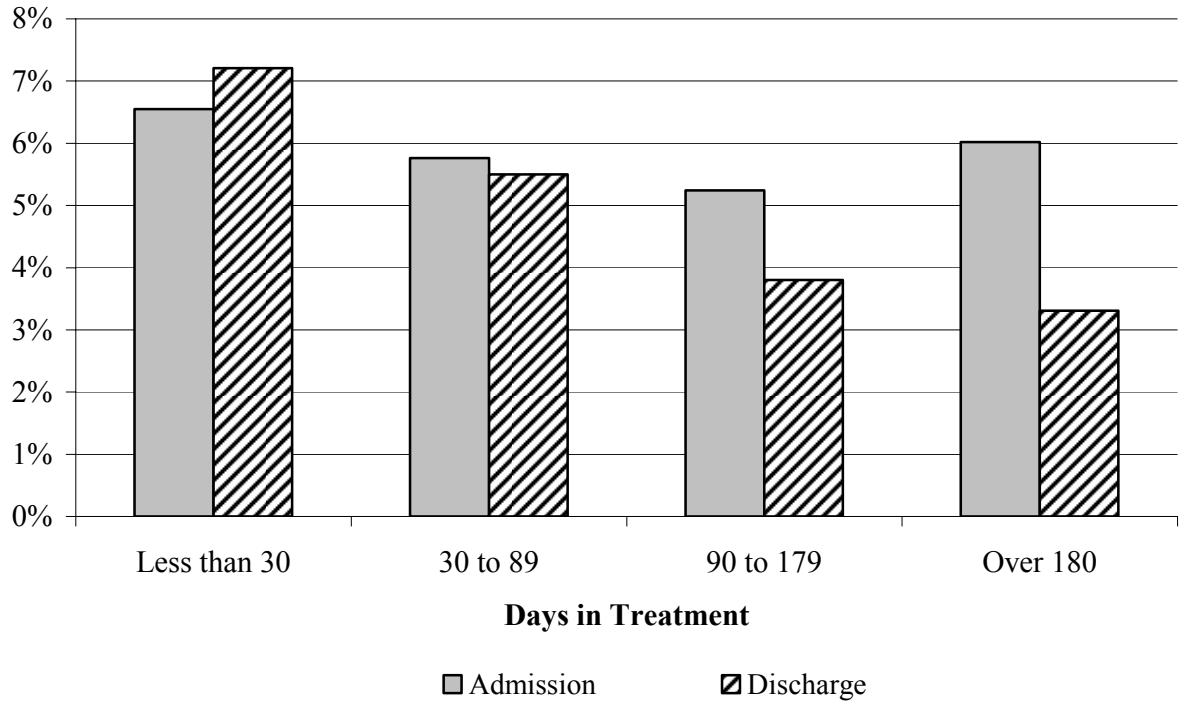
- Using the Outlook and Outcomes data also readily affords the opportunity to obtain a more detailed and valuable insight into this particular measure, something that is not readily possible for the comparable MFR measure. For example:

  - Even though in fiscal 2005, the number of clients using at admission, 68.3 percent, fell to only 49.9 percent at discharge, at discharge 64 percent of the clients in treatment either showed improvement in or achievement of individual treatment plan goals, 31 percent showed no improvement, and only 5 percent were considered worse.

  - Different treatment modalities show striking differences in terms of change in substance abuse at admission and discharge. Significant improvement is revealed for medium and high intensity residential treatment, and a worsening of substance abuse is shown for low intensity residential treatment.

  - A key part of treatment success in terms of substance abuse at admission and discharge is length of stay. As shown below, for fiscal 2005, clients who stay in treatment less than 30 days actually use at a higher rate at discharge than admission; the longer the stay in treatment, the greater the drop in substance abuse.

Percent of Patients Using Substances at Admission and at Discharge by Length of Stay



Source: Department of Health and Mental Hygiene

Health Insurance

- The State Plan does not include any measures concerning the percentage of Maryland residents with health insurance coverage.

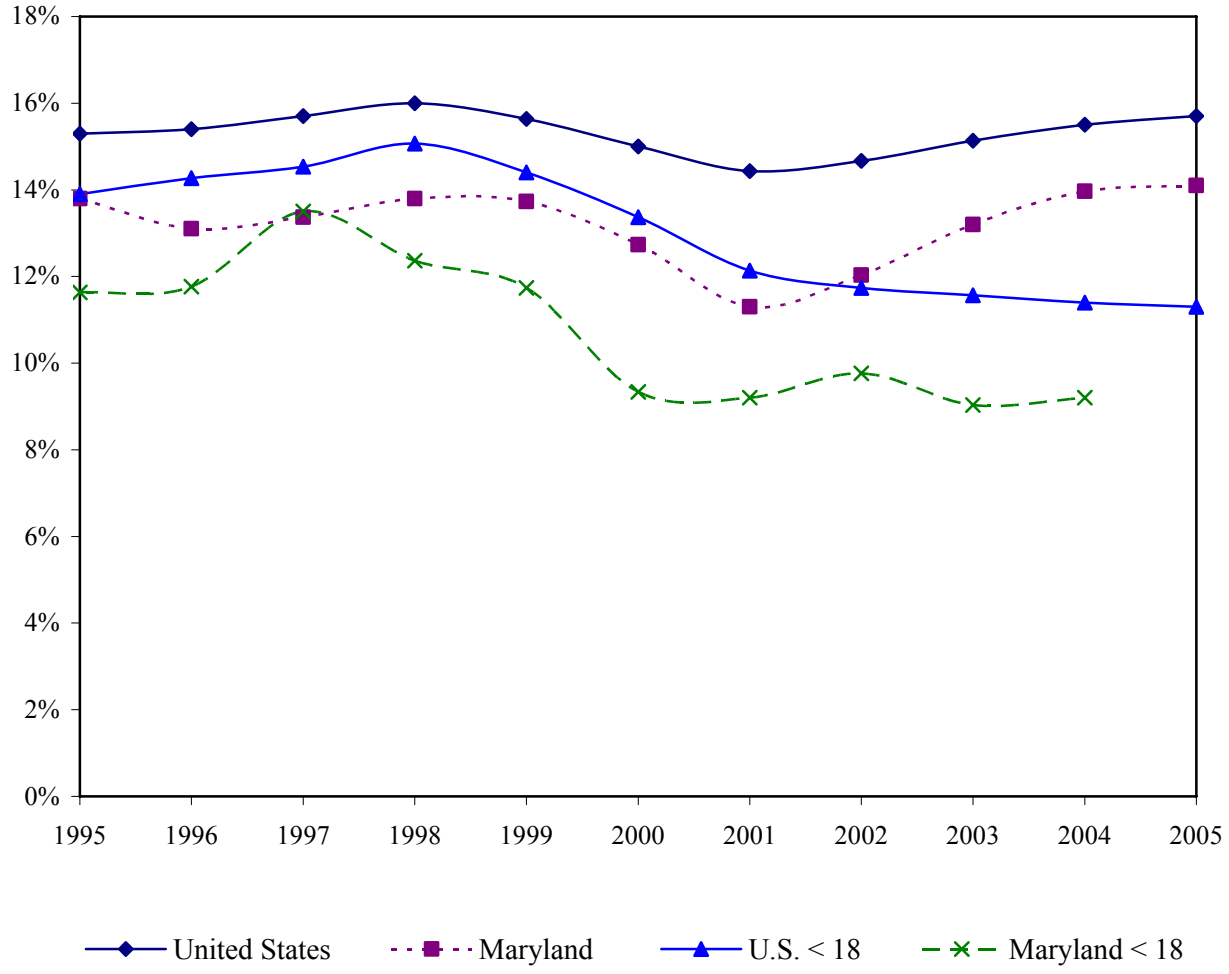
- Health insurance coverage is linked to health care access and ultimately to health outcomes.

- The rate of uninsured children in Maryland has dropped since the late 1990s due to the advent of the Maryland Children's Health Program which currently provides comprehensive coverage to more than 100,000 children with incomes at or below 300 percent of the federal poverty level.

- The Maryland Health Care Commission reports that adults ages 19 through 34 account for 41 percent of the non-elderly uninsured in Maryland. Adults ages 35 through 64 account for 40 percent of the uninsured.

- About half of Maryland's uninsured have family incomes at or below 200 percent of the federal poverty level (the poverty level for a family of four is $20,000). Almost a quarter of the uninsured have family incomes above 400 percent of the federal poverty level.

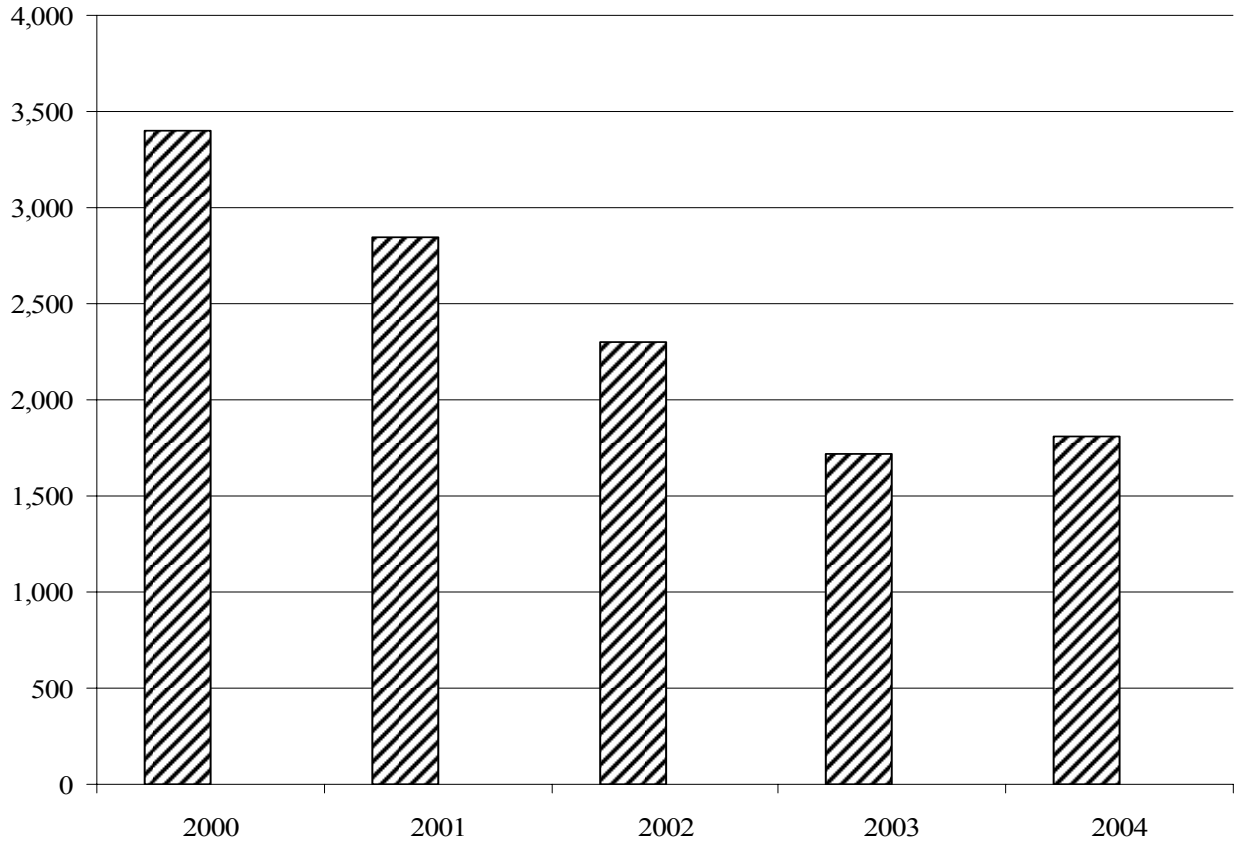
Health Insurance: Percent Uninsured (Three-year Average)



Source: Census Bureau

Appendix 1

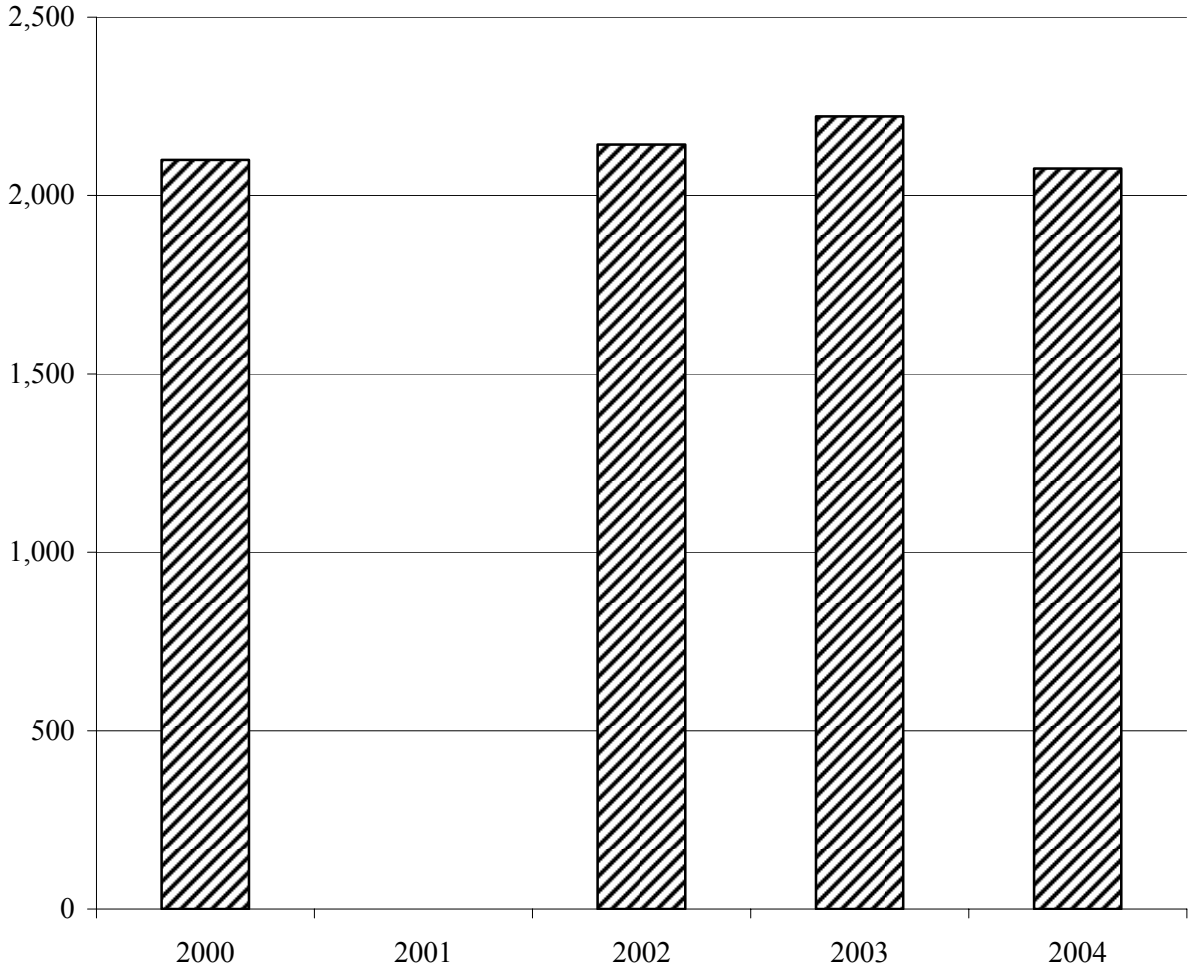
Number of Children Under Six Years of Age with Elevated Blood Lead Levels



Source: Department of Health and Mental Hygiene

Appendix 2

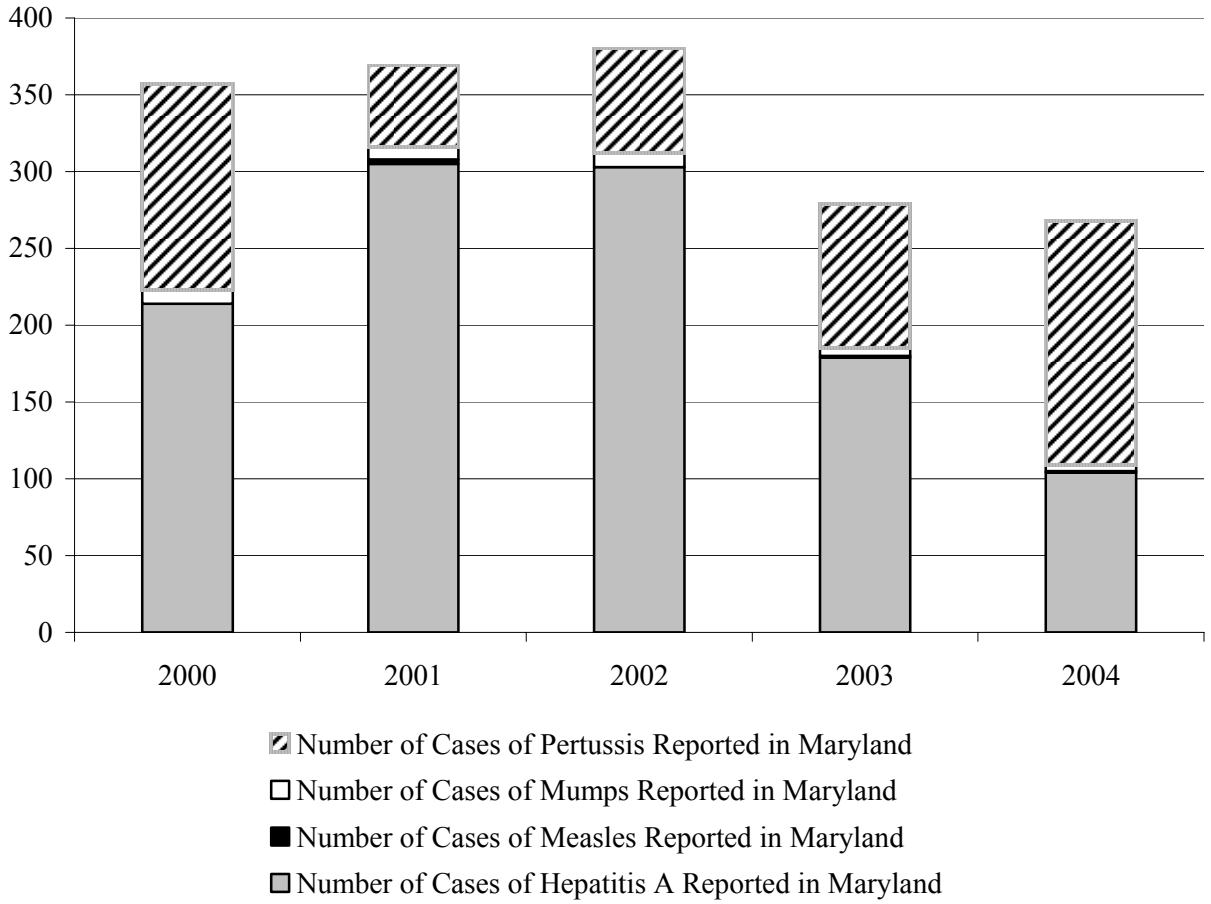
Number of New HIV Cases



Source: Department of Health and Mental Hygiene

Appendix 3

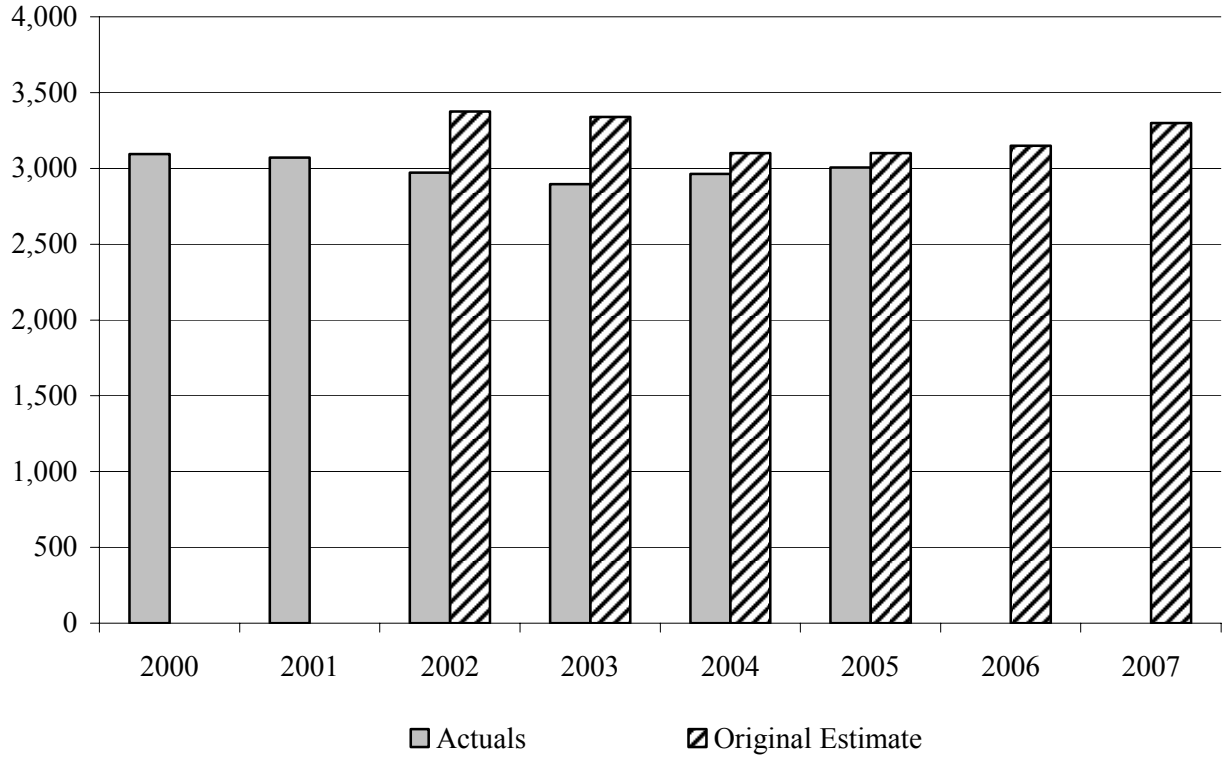
Reported Cases of Vaccine Preventable Diseases



Source: Department of Health and Mental Hygiene

Appendix 4

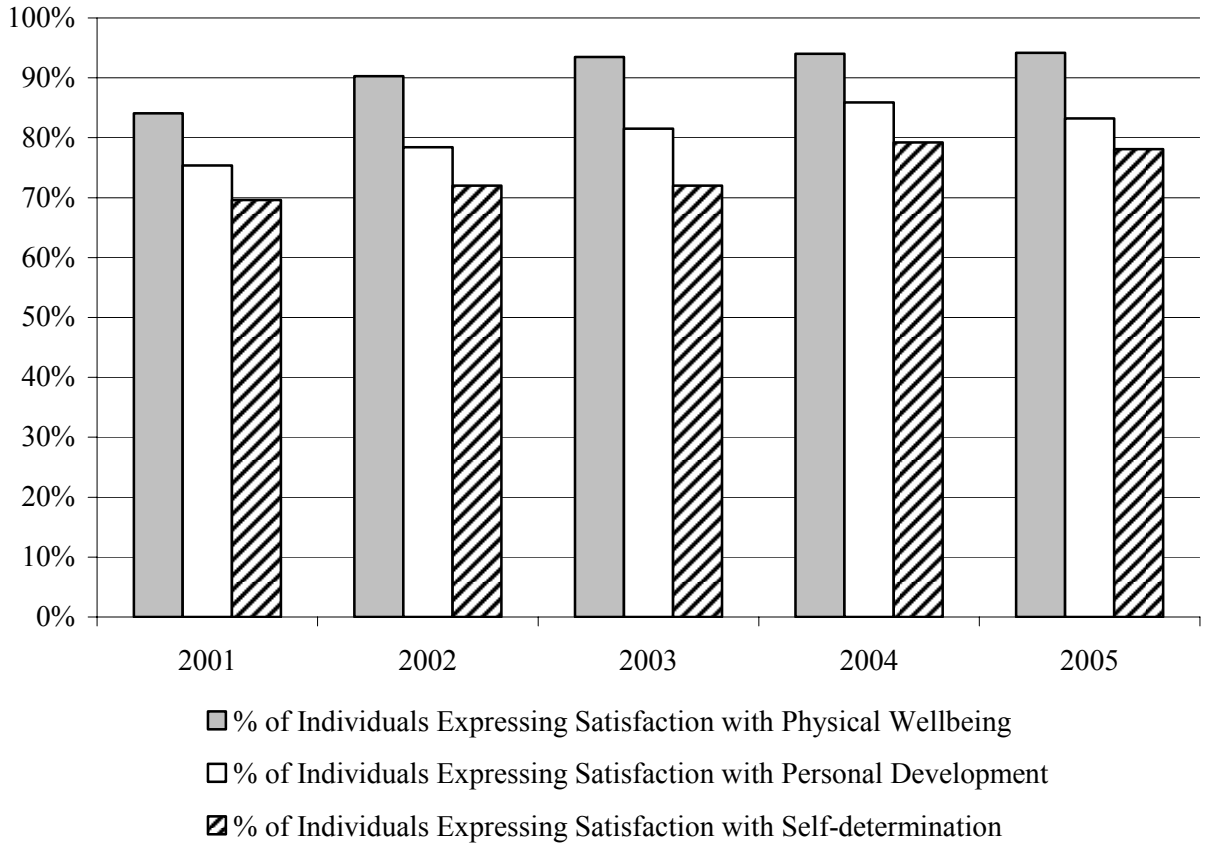
People with Disabilities Who Achieved Successful Employment Through Disability Rehabilitation Services



Source: Department of Health and Mental Hygiene

Appendix 5

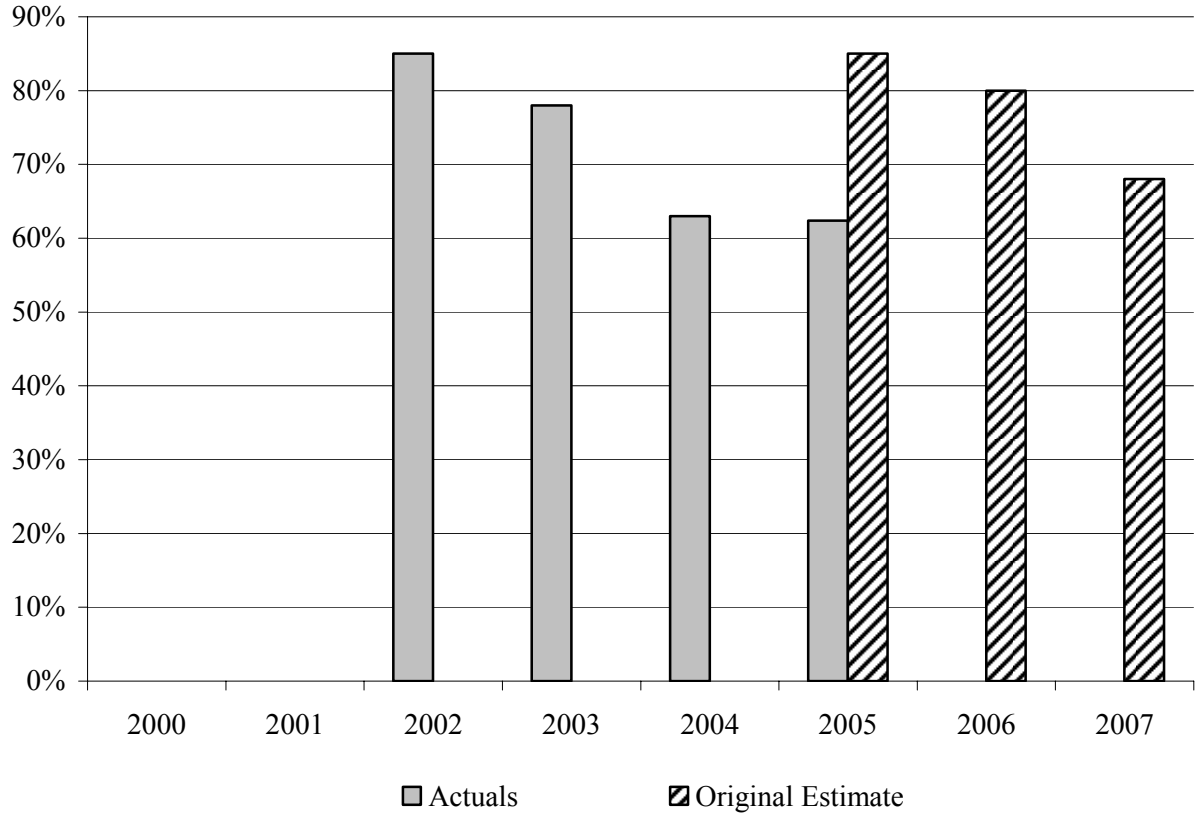
Satisfaction Levels of the Developmental Disabilities Administration Community Respondents



Source: Department of Health and Mental Hygiene

Appendix 6

Percent of Patients with Substance Abuse Decrease During Treatment



Source: Department of Health and Mental Hygiene

Report Card on Managing for Results Comprehensive Plan
Policy Area: Education

Measure	What Is the Measure? (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Enter School Ready to Learn	Children entering kindergarten rated as "fully ready," meaning students consistently demonstrate skills, behaviors, and abilities which are needed to meet kindergarten expectations successfully in seven developmental and curricular domains (Fiscal 2005)	58%		
3rd Grade Reading	3rd grade students scoring proficient or better at reading (Fiscal 2006)*	78%		
8th Grade Reading	8th grade students scoring proficient or better at reading (Fiscal 2006)*	67%		
10th Grade Reading	10th grade students scoring proficient or better at reading (Fiscal 2006)*	57%	↔	
3rd Grade Math	3rd grade students scoring proficient or better at math (Fiscal 2006)*	79%		
8th Grade Math	8th grade students scoring proficient or better at math (Fiscal 2006)*	55%		
Geometry	Students scoring proficient or better at geometry (Fiscal 2004)	48%		
High School Graduation Rate	The percentage of students who received a Maryland high school diploma during the reported school year. It is calculated by dividing the number of graduates by the sum of the dropouts for grades 9 through 12, respectively, in consecutive years, plus the number of graduates (Fiscal 2006)	85%	↔	
High School Drop Out Rate	Percent of children in grades 9 through 12 who drop out of school in an academic year (Fiscal 2005)	3.7%	↔	
AYP Reading	Percent of schools demonstrating Adequate Yearly Progress in reading (Fiscal 2005)	89%	↔	

Report Card on Managing for Results Comprehensive Plan

Measure	What is the Measure? Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
AYP Math	Percent of elementary schools demonstrating Adequate Yearly Progress in Math (Fiscal 2005)	90%	↔	
College Graduation Rate	Six year graduation rate of first-time, full-time students at Maryland public four-year colleges and universities (Fiscal 2005)	62%		
Bachelor's Degrees Awarded to Minorities	Percent of bachelor's degrees awarded to racial/ethnic minorities at public and private Maryland colleges and universities (Fiscal 2005)	33%		
Community College Transfers	Number of community college students who transfer to a Maryland public four-year campus (Fiscal 2005)	7,800		
Graduates in Teaching	Number of teacher candidates prepared by Maryland's public and private colleges and universities (Fiscal 2005)	2,319	↔	
Produce Knowledgeable and Skilled Teachers	Percent of teacher candidates from Maryland public and private higher educational institutions who pass Praxis II. The test measures general and subject-specific knowledge and teaching skills (Fiscal 2005)	96%		
Graduates in Nursing	Number of graduates in nursing from Maryland's public and private higher educational institutions (Fiscal 2005)	2,276		

* Maryland School Assessment

	Moving in Favorable Direction	11
	Moving in Unfavorable Direction	0
↔	Static	6

High School Graduation

Graduation Rates

- The No Child Left Behind Act (NCLB) requires the reporting of an on-time graduation rate as part of its accountability system. At this time, no state has data collection systems capable of calculating this rate for a graduating class because existing student record systems do not track each student cohort.

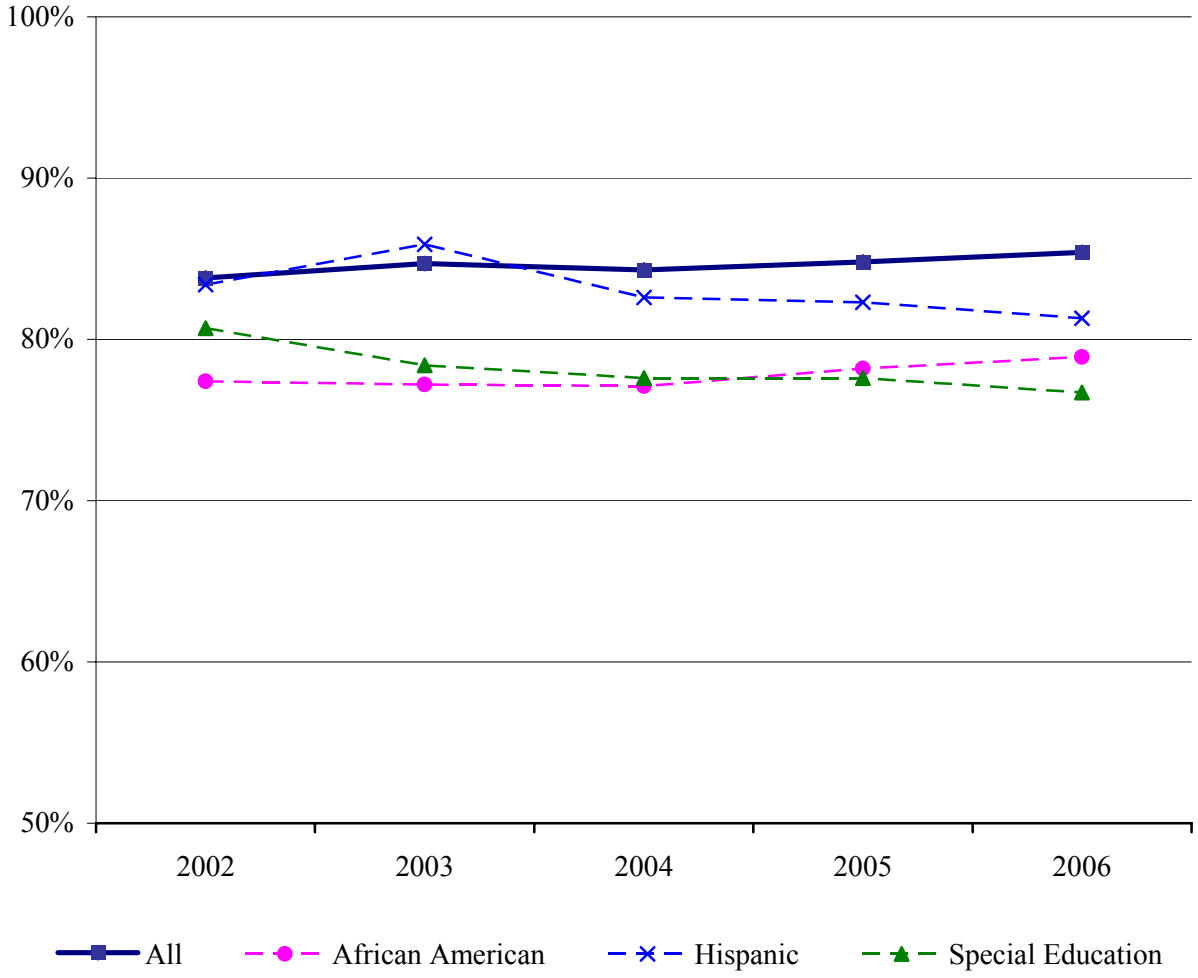
- In August 2006, the U.S. Department of Education (USDE) published a two-volume report analyzing different methods of computing high school graduation rates. Until a uniform calculation method is possible, USDE recommended as an interim measure that states compute a graduation rate based on the Average Freshman Graduation Rate (AFGR). The rate is calculated by dividing the number of on-time graduates by the estimated number of ninth graders in that cohort, defined as the mean of the number of eighth through tenth grade students in the cohort.

- Maryland is one of two states that permitted its student record data to be used in the study to calculate graduation rates using several proposed indicators. Using the AFGR method, Maryland's graduation rate in 2002 was 79.7 percent and in 2003 was 79.2 percent (the latest years published). The comparable national graduation rates were 5 to 7 percentage points lower (72.6 percent in 2002 and 73.9 percent in 2003). (nces.ed.gov/pubs2006/dropout/tables)

- Graduation rates computed by the Maryland State Department of Education (MSDE) for the same years were higher than those published by USDE (83.8 percent in 2002 and 84.7 percent in 2003).

- Since 2002, the graduation rate for Maryland students has changed little and stands at 85.4 percent in 2006. While the rate for most subgroups has improved, the rates for Hispanics and special education students have declined slightly between 2002 and 2006.

Graduation Rate – Grade 12



Source: Maryland State Department of Education

Maryland School Assessments

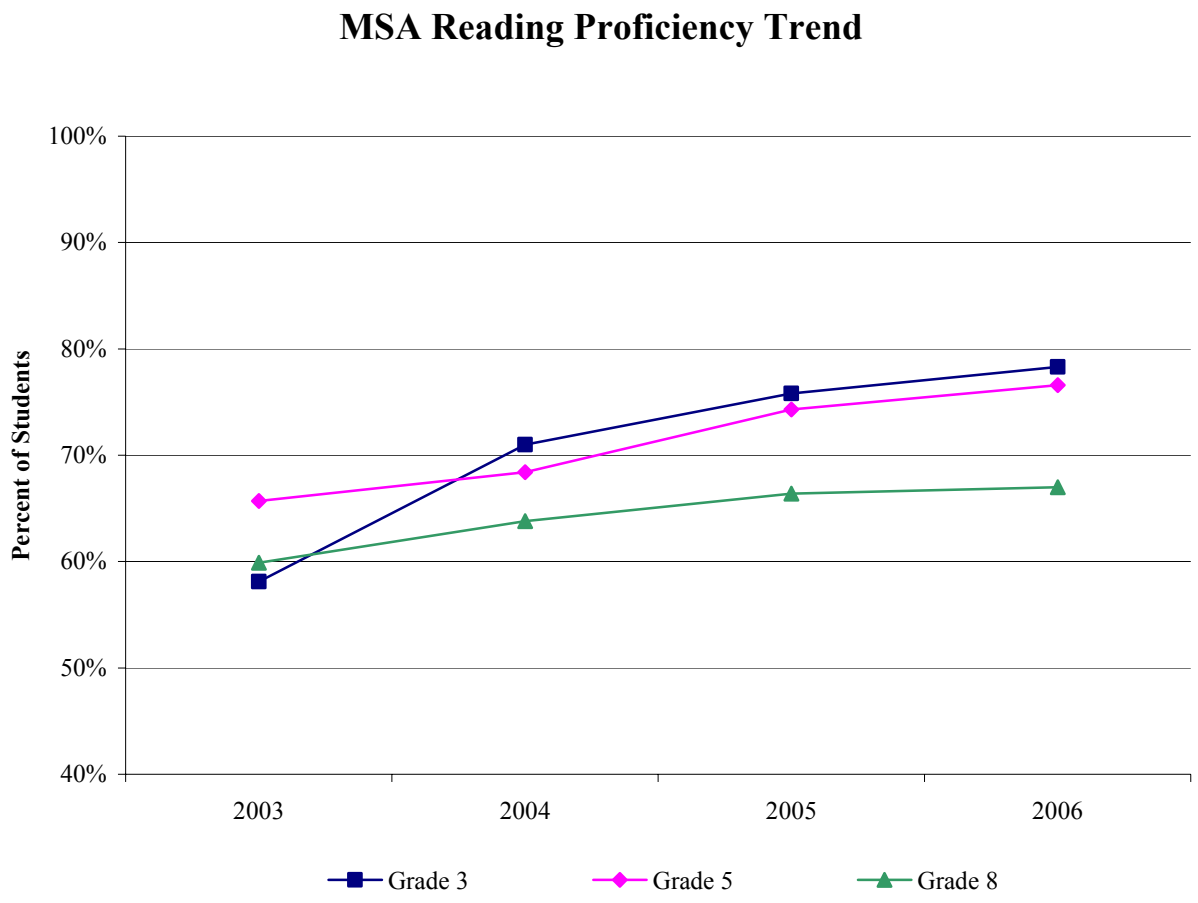
- In 2006, reading and math scores continued to improve overall for students tested in grades three through eight, continuing the upward trend since the tests were first given in 2003. The biggest jump has occurred in third graders' reading proficiency rates, which have improved 20.2 percentage points, from 58.1 percent in 2003 to 78.3 percent in 2006.

- Overall, proficiency rates in the higher grades lag behind those in the lower grades, with the grade-level gap especially pronounced in math performance. In 2006, the difference between eighth and third grade math proficiency rates is 24.1 percentage points.

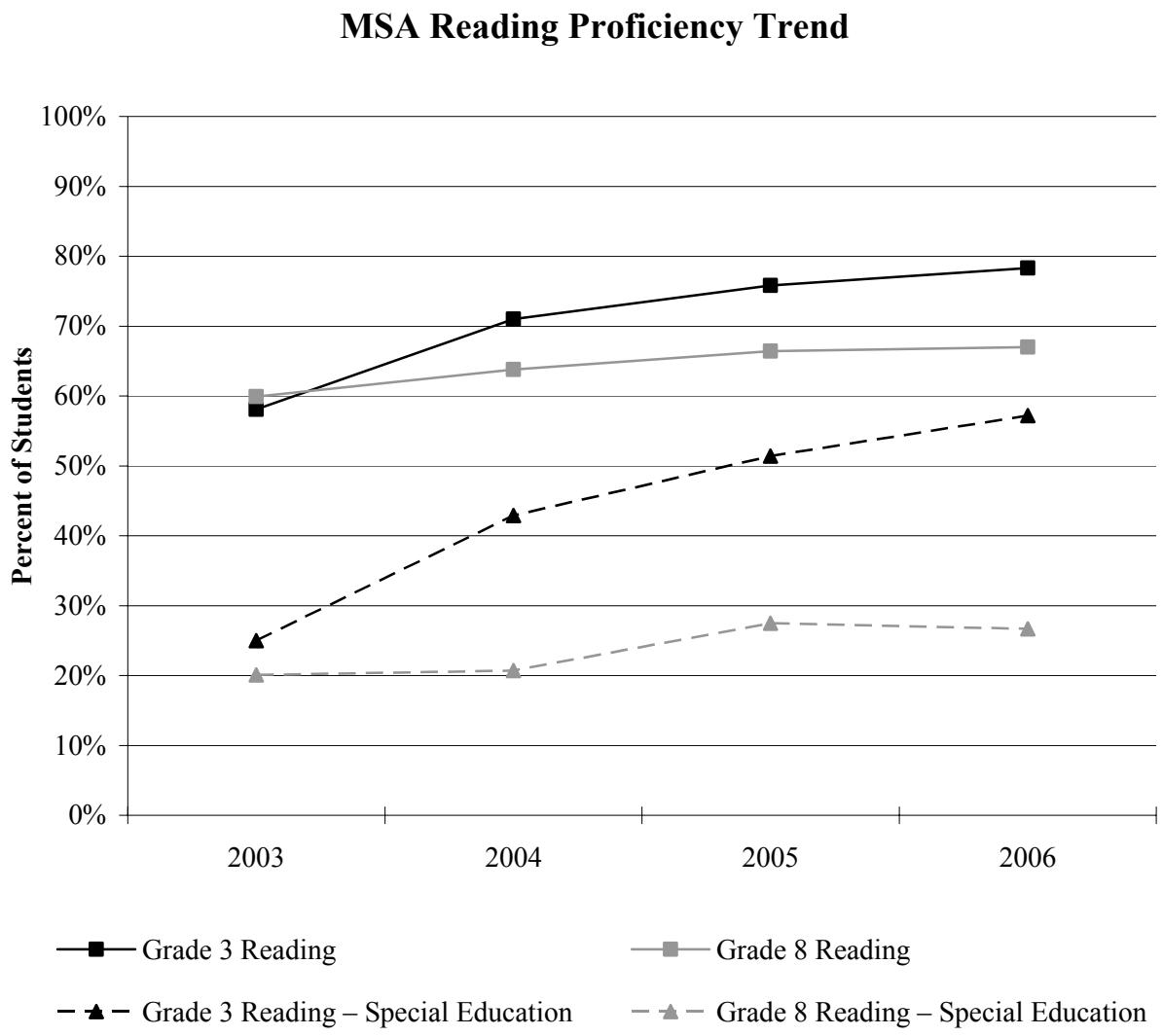
- While the proficiency gap between grades has narrowed slightly in math since 2003, the difference in reading proficiency has grown. In 2003, slightly fewer third graders than eighth graders were proficient in reading, contrasting with eighth graders' lagging behind third graders by 11.3 percentage points in 2006.

- When proficiency rates are disaggregated, several subgroups, most notably special education students, lag behind the overall performance level in all grades tested. The largest difference appears for eighth graders, whose 26.7 percent reading proficiency rate is 40.3 percentage points below the overall rate for eighth graders. The biggest gains in special education students' proficiency since 2003 have occurred in third grade reading results, which have increased by 32.2 percentage points.

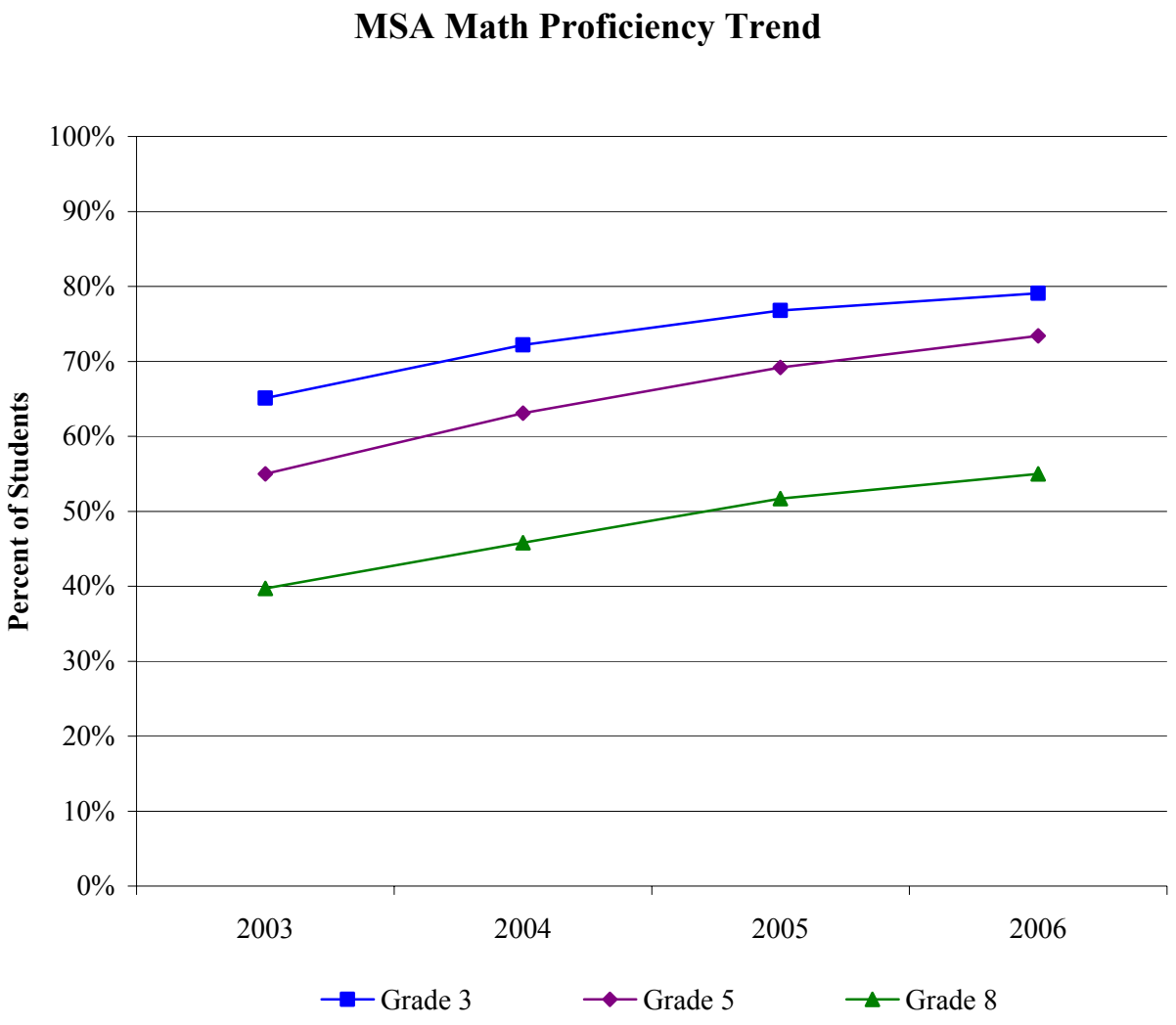
- On a national level, the National Assessment of Educational Progress (NAEP) measures reading and math proficiency for fourth and eighth graders. NAEP is of limited value, however, due to the small number of students assessed in each state every other year and the lack of a national curriculum tied to the content areas tested. The results for Maryland students in 2005 were comparable to the national average with a range of 30 to 38 percent of students demonstrating proficiency. NAEP results were much lower (20 to 49 percentage points) than proficiency rates measured by MSDE on state assessments. The biggest improvement in Maryland students' NAEP performance was a 7-percentage point increase in fourth grade students' math proficiency from 2003 to 2005.



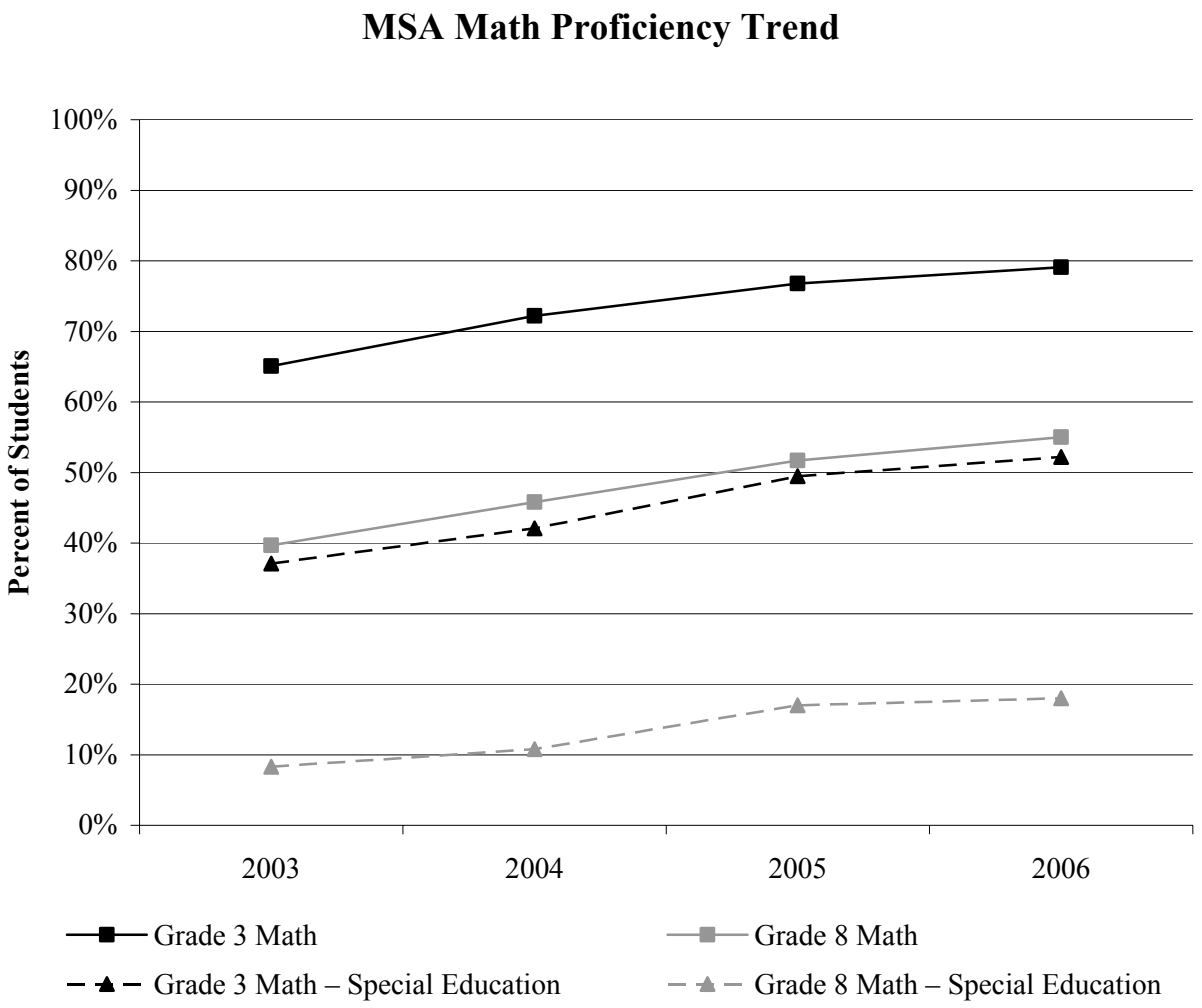
Source: Maryland State Department of Education



Source: Maryland State Department of Education



Source: Maryland State Department of Education



Source: Maryland State Department of Education

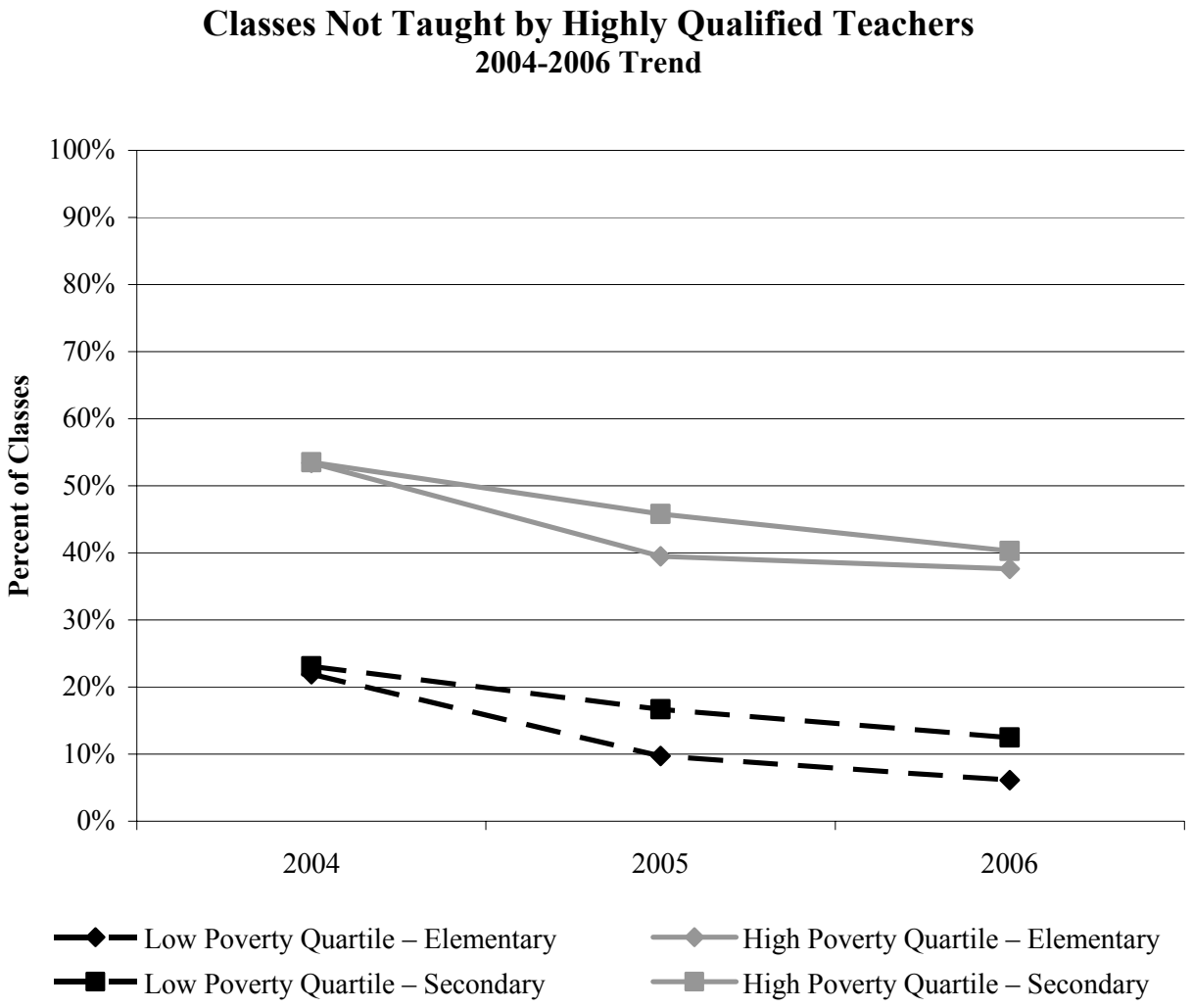
Highly Qualified Teachers

- NCLB requires that by the end of the 2005-2006 school year, 100 percent of teachers in core academic subjects be "highly qualified." No state has met this requirement yet, and in the fall of 2005, the USDE gave states making a good faith effort another year to achieve the goal. In May 2006, Maryland was one of nine states to have its Revised State Plan accepted by USDE without revision.

- To meet the "highly qualified teacher standard," teachers must have a bachelor's degree and full state certification, as well as to demonstrate content knowledge in the core academic subjects that they teach. In Maryland, new teachers must either pass content tests, or complete academic coursework in each core academic subject taught. Veteran teachers also have the option of demonstrating competency in other ways through Maryland's High Objective Uniform State Standard of Evaluation (HOUSSE).

- In 2006, 20.6 percent of classes in the State were not taught by "highly qualified" teachers, an improvement from 33.1 percent in 2004. Rates among counties vary widely, with more than half of the classes in Baltimore City and more than a third in Prince George's County not taught by "highly qualified" teachers. At the other end of the spectrum, only 2.8 percent of classes in Allegany County were not taught by "highly qualified" teachers. While the overall rate improved in 22 counties from 2005 to 2006, the percentage of classes not taught by "highly qualified" teachers increased in Somerset and Wicomico counties.

- A higher percentage of classes not taught by "highly qualified" teachers persist overall at the secondary level and in the high-poverty quartile at both the secondary and elementary levels. In high-poverty secondary school classrooms, 40.3 percent of classes are not taught by "highly qualified" teachers. The biggest gap between income groups is at the elementary level, where 37.6 percent of classes in the high-poverty quartile are not taught by "highly qualified" teachers, contrasting with just 6.1 percent of low-poverty classrooms.



Source: Maryland State Department of Education

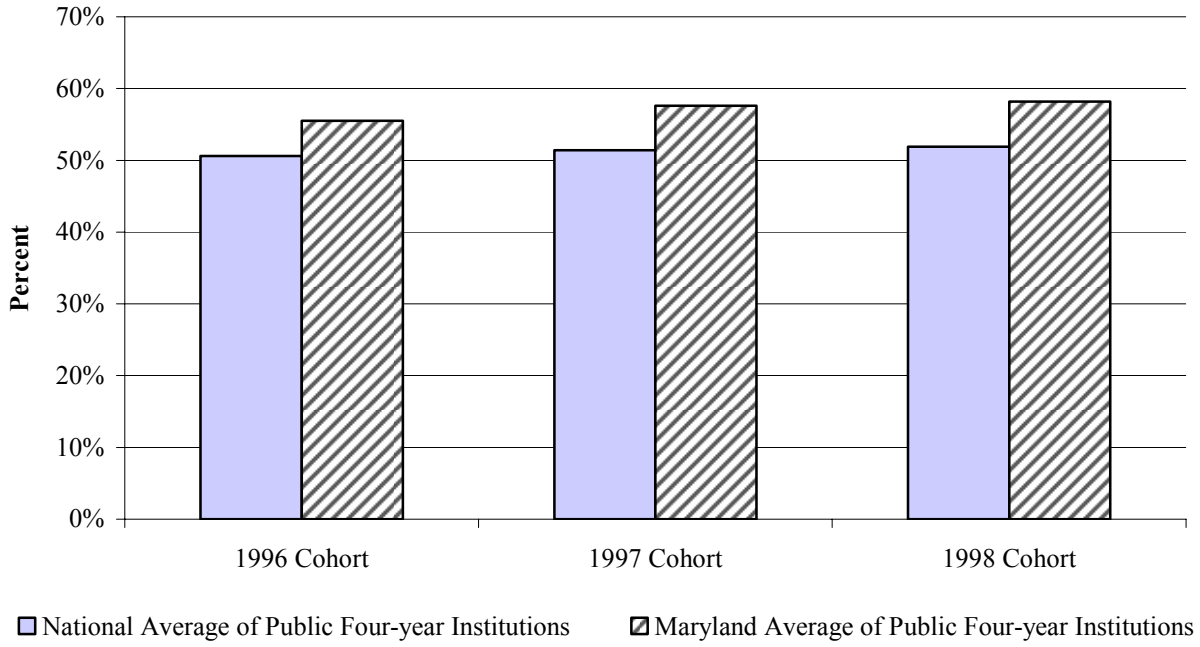
College Graduation Rate

- Maryland consistently outperforms the national average for six-year graduation rates at four-year public higher education institutions. Maryland exceeds the national average by at least five percentage points, and the graduation rate is consistently increasing at a faster rate than is the national average.

- National graduation rate data is reported as the percent of students who graduate within six years from the same institution at which they started. The national and Maryland data in the graph reflect this methodology.

- Maryland, however, has the capability of tracking students who might transfer and graduate from a different public institution. Maryland's six-year graduation rate using this measurement is 62 percent.

Comparison of Six-year Graduation Rates
Maryland vs. National



Source: Maryland Higher Education Commission

Report Card on Managing for Results Comprehensive Plan
Policy Area: Environment/Natural Resources

Measure	What Is the Measure? (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Submerged Aquatic	Acres of submerged aquatic vegetation (Fiscal 2004)	44,640		
Blue Crabs	Blue crab harvest projections in millions of pounds (Fiscal 2005)	33.0		
Oysters	Bushels of oysters harvested (Fiscal 2005)	58,000		
Nitrogen Load in Chesapeake Bay	Nitrogen load to the Chesapeake Bay in millions of pounds – estimated (Fiscal 2005)	49.4		
Impaired Watersheds Awaiting Total Maximum Daily Load	Watersheds on Part/Category 5 of the list of impaired waters impaired by nutrients; meaning a total maximum daily load for nutrients has not been set (Fiscal 2005)	97		
Safe Drinking Water	Marylanders served by public water systems in significant compliance with all rules adopted as of 2002 (Fiscal 2005)	89%		
Air Quality	Days the one-hour ozone standard was exceeded reported as three-year average (Fiscal 2005)	15		
Acres of Contaminated Industrial Sites Restored to Productive Use	Acres of property in the voluntary clean up program completed and a "No Further Requirements" determination or a certificate of completion issued (Fiscal 2005)	302	↔	

Measure	**What Is the Measure? (Most Recent Data Point)**	**Maryland Outcome**	**Maryland Trend**	**Better/Worse Than National Avg.**
Remediation at Superfund Sites	Remedial actions at all State Superfund sites that are completed (Fiscal 2005)	182		
	Moving in Favorable Direction		5	
	Moving in Unfavorable Direction		3	
↔	Static		1	

Environment/Natural Resources Summary

The fiscal 2007 operating budget contains more than $320 million for the Department of Agriculture, the Department of Natural Resources, and the Department of the Environment. Another $632 million in general obligation debt and pay-as-you-go funding is authorized for capital projects related to the environment and natural resources. The statewide strategic plan tracks performance for nine environment/natural resources related measures. Recent trends for the measures are mixed with five improving, three worsening, and one remaining relatively static.

Measuring performance in the environmental policy area is fraught with complexity. In contrast to many other policy areas, it is difficult to pinpoint one or even a handful of measures that provide definitive information on the health of the bay or the quality of the air. Disputes over how to interpret available data are common place. Many of the measures can only be placed in context by examining trends over extended periods of time.

Most of the performance measures in the statewide Managing for Results (MFR) are not readily comparable to national data as they focus on Maryland specific issues related to the Chesapeake Bay or measure the raw number of activities such as the number of remedial actions at all State superfund sites that are completed. In a number of cases, the measures the State collects do not provide meaningful data or are difficult to interpret. For example, the number of impaired watersheds for which the maximum daily load for nutrients has not been set is a good measure of administrative progress but provides no information on water quality or the health of the bay. The measure of days that the one-hour ozone standard was exceeded is no longer the focus of the federal government which now concentrates on the eight-hour ozone standard. Outcome-oriented measures concerning oyster and blue crab harvests are influenced both by the health of the bay and the level of effort expended in their capture making it difficult to draw conclusions from annual results.

The bottom line is that modest improvement is found in the majority of the MFR measures concerning the environment and natural resources, but there is little compelling evidence that air and water quality have changed in any notable way over the last five years.

More Than Half of the Measures Are Trending in a Favorable Direction

	Number of Measures
Moving in Favorable Direction	5
Moving in Unfavorable Direction	3
Static	1

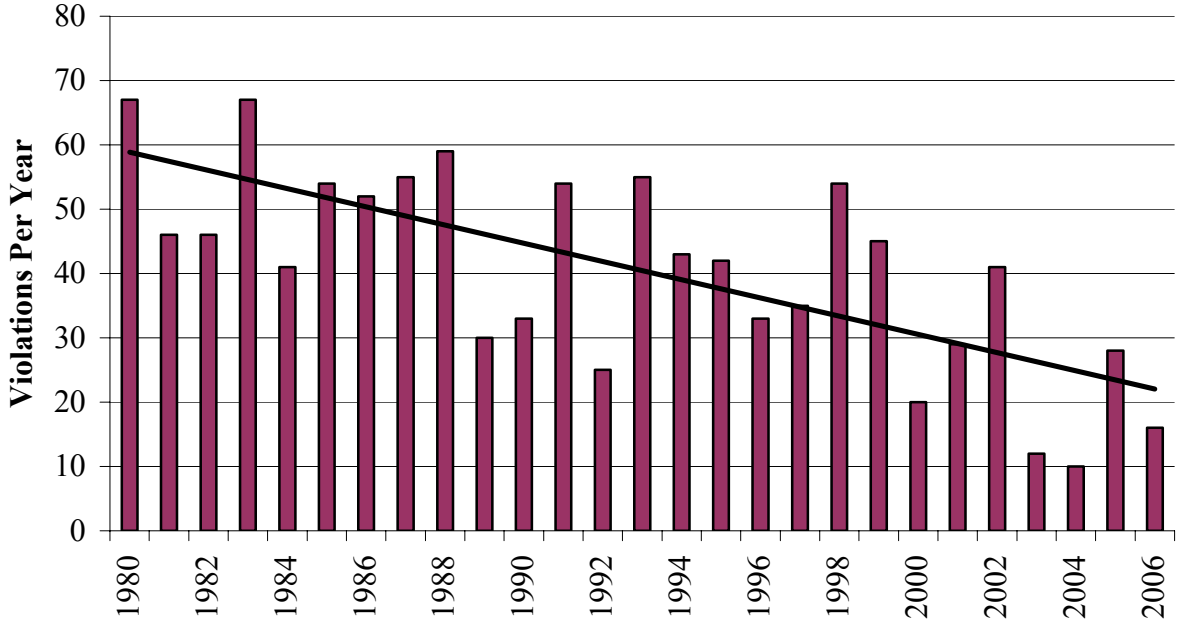
Air Quality

- Air quality measures for ozone come in one-hour and eight-hour ozone standards. The eight-hour standard is 80 parts per billion (ppb), which is lower than the one-hour standard of 120 ppb; this means that the eight-hour standard is more difficult to meet. In addition, the eight-hour standard is averaged over a longer time period, which allows for a measure of health impacts to sensitive populations such as the elderly, young, and those with impaired respiratory systems.

- Maryland's statewide MFR plan reports the one-hour ozone standard. However, the one-hour ozone standard was withdrawn by the U.S. Environmental Protection Agency in fiscal 2006.

- The eight-hour ozone standard was used for the fiscal 2006 actual MFR, however, and it reflects a drop from 28 violation days in fiscal 2005 to 16 in fiscal 2006. This drop continues a downward trend experienced since 1980.

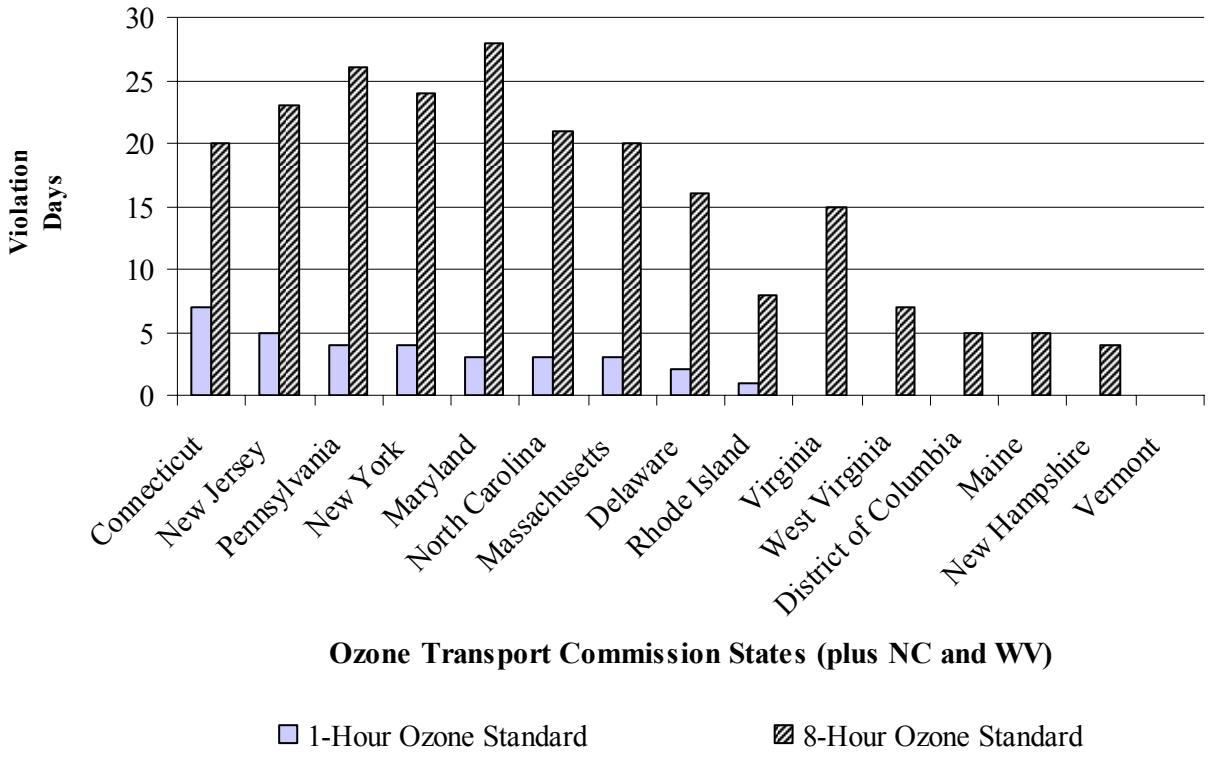
Maryland Eight-hour Ozone Standard Violation Days Per Year
Calendar 1980-2006



Source: Maryland Department of the Environment

- Fiscal 2005 data from the members of the Ozone Transport Commission (13 member states) and the non-member states of North Carolina and West Virginia indicate that Maryland had the highest number of eight-hour ozone violation days and was tied with North Carolina and Massachusetts for fourth highest number of one-hour ozone violation days.

One- and Eight-hour Ozone Standard Violation Days
Calendar 2005



Source: Maryland Department of the Environment

- Maryland is adversely affected by air transport, which helps to explain its high relative rank compared to other mid-Atlantic states in the Ozone Transport Commission. Types of air transport are as follows: high pressure systems called Bermuda highs form off the East Coast, which brings hot humid wind and associated pollutants from the southeast; an air system called the low-level jet brings ozone overnight from North Carolina and Virginia; and there is also circulatory transport from nearby states.

- The ozone season extends from May 1 through September; therefore, since Maryland reports only data through August in its MFR, the actual number of violations for the one-hour and eight-hour ozone standards may differ in a particular year from the reported MFR measure. For instance, the MFR measure for the fiscal 2005 eight-hour ozone standard violations was 15 (data reported through August 1, 2005), while the actual number of violations through the end of the season was 28. Data for the entire ozone season eventually is captured in the MFR data reported for the following fiscal year.

Blue Crabs

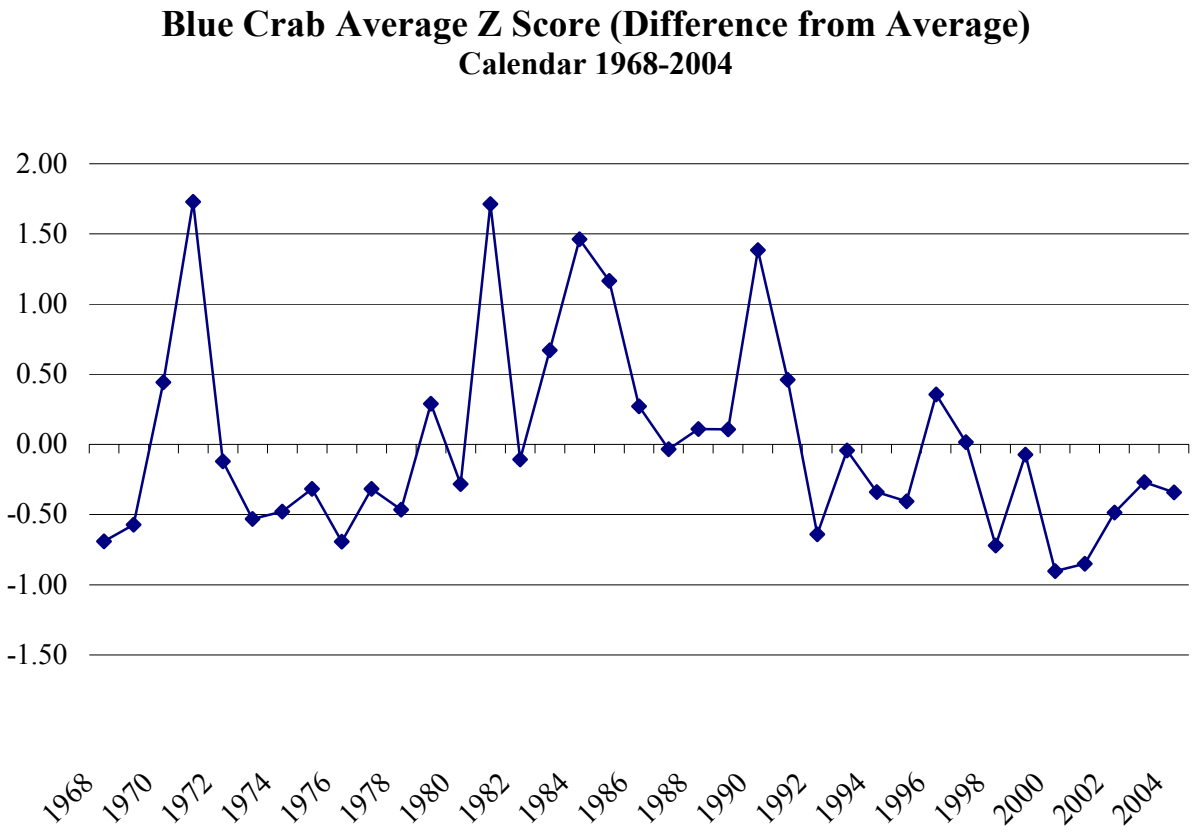
- The number of blue crabs harvested has declined in recent years. However, blue crab harvest projections are an indicator of harvesting level of effort which is an economic indicator and not a measure of blue crab abundance.

- Blue crab abundance is addressed in the Chesapeake Bay 2005 Health and Restoration Assessment. The measure used is the blue crab mature female index, which is a measure of spawning stock abundance via four surveys conducted by Maryland and Virginia. The four surveys are as follows: Virginia trawl survey (conducted 1968 through present), Calvert Cliffs pot survey (1968 through present), Maryland trawl survey (1977 through present), and Bay-wide winter dredge survey (1989 through present). Since the surveys measure different units (crabs per square meter, catch per tow, catch per pot), the statistical z-score was used to combine the different units. Negative numbers indicate lower than the historical average number of female blue crabs.

- Blue crab abundance as measured by the statistical z-score has exceeded the historical average only once in the last 10 years and thus is still below the historical average level of measurements observed since 1968.

- A new Chesapeake Bay Stock Assessment Committee advisory report will recommend that the z-score method be discontinued in favor of using the Bay-wide winter dredge survey. The winter dredge survey is the only survey that covers blue crab abundance throughout the bay during the blue crab's winter torpor. Despite the shift to using solely the winter dredge survey, the measure of blue crab abundance is not expected to change.

- Blue crab restoration is primarily a matter of research about the blue crab population and is divided into work by two agencies. The Department of Natural Resources has a Blue Crab Analysis and Monitoring program that monitors the blue crab fishery and determines harvest thresholds. Between fiscal 2001 and 2006, the Department of Natural Resources' blue crab program spent $2,933,993, 90 percent of which came from commercial fishing licenses, which includes commercial crab harvesting licenses.



Source: Chesapeake Bay Program, Chesapeake Bay 2005 Health and Restoration Assessment

- The Center of Marine Biotechnology has a crab program in which it raises and then tracks the crabs after they are released to better understand blue crab ecology. The center's blue crab program began in 2000 and has been funded with general funds, federal funds (Chesapeake Bay Office of the National Oceanic and Atmospheric Administration), and private funds (Phillips Seafood Inc.). Additionally, the Maryland Watermen's Association has provided assistance, and several states have become involved in the formation of the Blue Crab Advanced Research Consortium: Virginia (Virginia Institute of Marine Sciences), North Carolina (North Carolina State University), and Mississippi (University of Southern Mississippi).

Impaired Watersheds Awaiting Total Maximum Daily Load

- Maryland is voluntarily engaged in a tributary strategy policy to meet requirements of the Chesapeake 2000 Agreement for improving the nutrient component of Chesapeake Bay water quality.

- The tributary strategies are a way to allocate responsibility for nutrient reductions to the 10 tributary basins in Maryland. Each tributary basin in turn comprises a number of "8-digit" watersheds. Each of these "8-digit" watersheds is undergoing a determination for exactly how much it is allowed to release to the bay each day; this amount is called a Total Maximum Daily Load (TMDL).

- The Maryland Department of the Environment measures the number of "8-digit" watersheds impaired by nutrients that have had a TMDL developed. It has been successful at reducing from 134 to 97 the number of "8-digit" watersheds impaired by nutrients that require a TMDL. However, the performance measure is misleading because on the surface the decreasing number of watersheds impaired by nutrients appears to be an indicator of improving water quality when in fact what is being measured are the number of nutrient-impaired 8-digit watersheds that still need TMDLs.

- To date no "8-digit" watersheds impaired by nutrients have been delisted. In effect, the regulatory apparatus is in place, but there has been no water quality improvement; all "8-digit" watersheds still are contributing greater nutrient concentrations to the bay than is allowed for by their TMDLs.

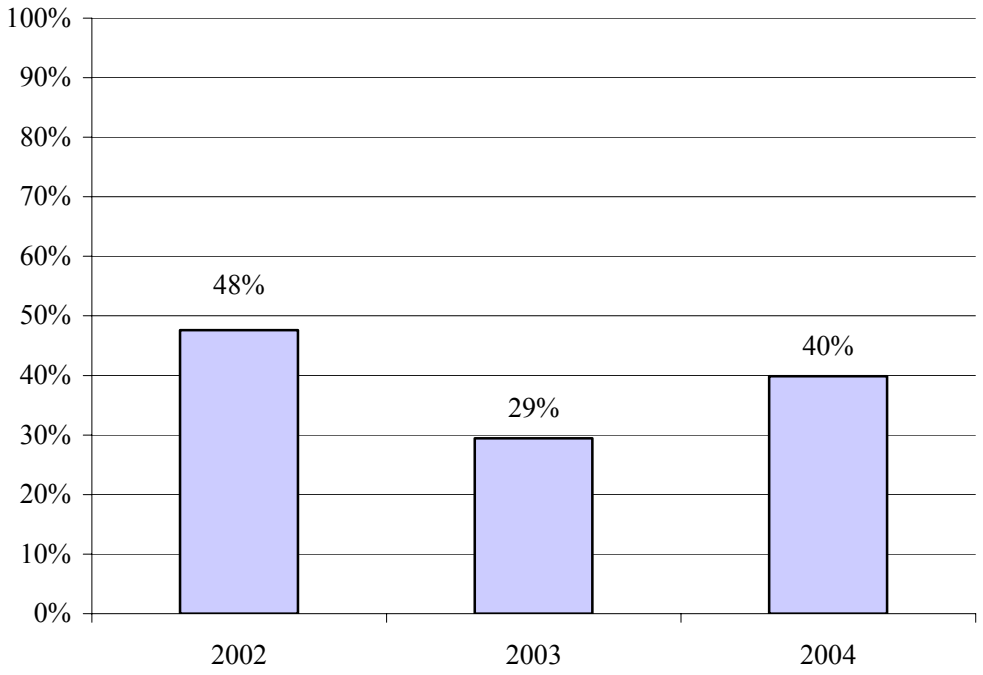
- An appropriate measure would be to show how many "8-digit" watersheds are impaired by nutrients; how many still require a TMDL; and how many have been delisted.

Submerged Aquatic Vegetation

- Maryland measures the acres of submerged aquatic vegetation (SAV), which is important for two reasons. Submerged aquatic vegetation is important for habitat and resource uses: it is the most important habitat in the bay for juvenile fish and crabs, it is an important food source for waterfowl, it slows down erosion, and it uses nutrients and therefore takes them out of the water. Submerged aquatic vegetation is also important because it is very tightly coupled to water quality and therefore is a concrete and highly visible measure of how bay restoration is progressing.

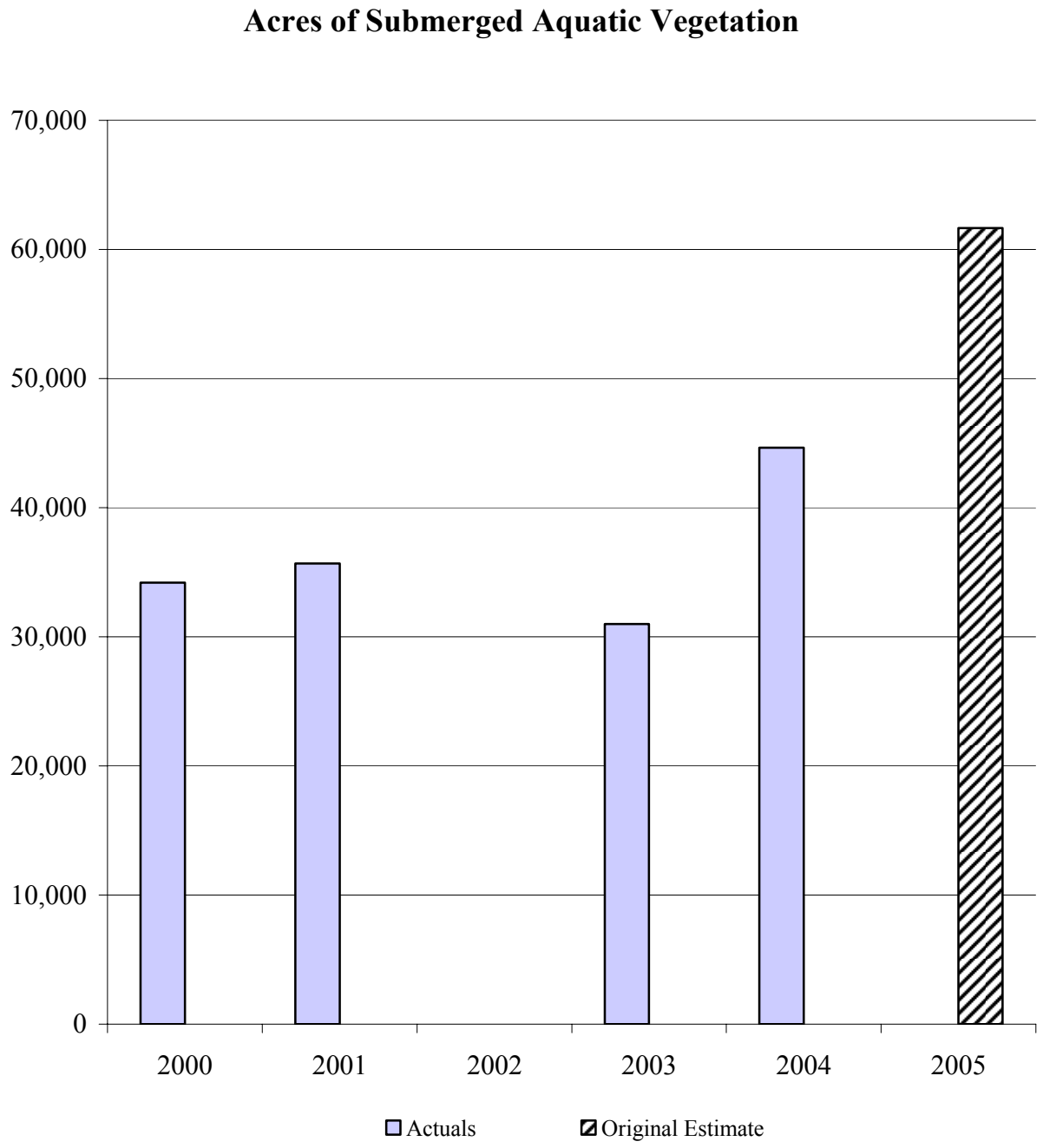
- The bay-wide SAV restoration goal is 185,000 acres. Maryland is responsible for restoring approximately 110,000 acres of SAV. In fiscal 2004, Maryland had restored approximately 44,000 acres of SAV, which was 40 percent of its goal.

Percent of SAV Restoration Goal Achieved
Upper Bay and Middle Bay (Maryland)
Calendar 2002-2004



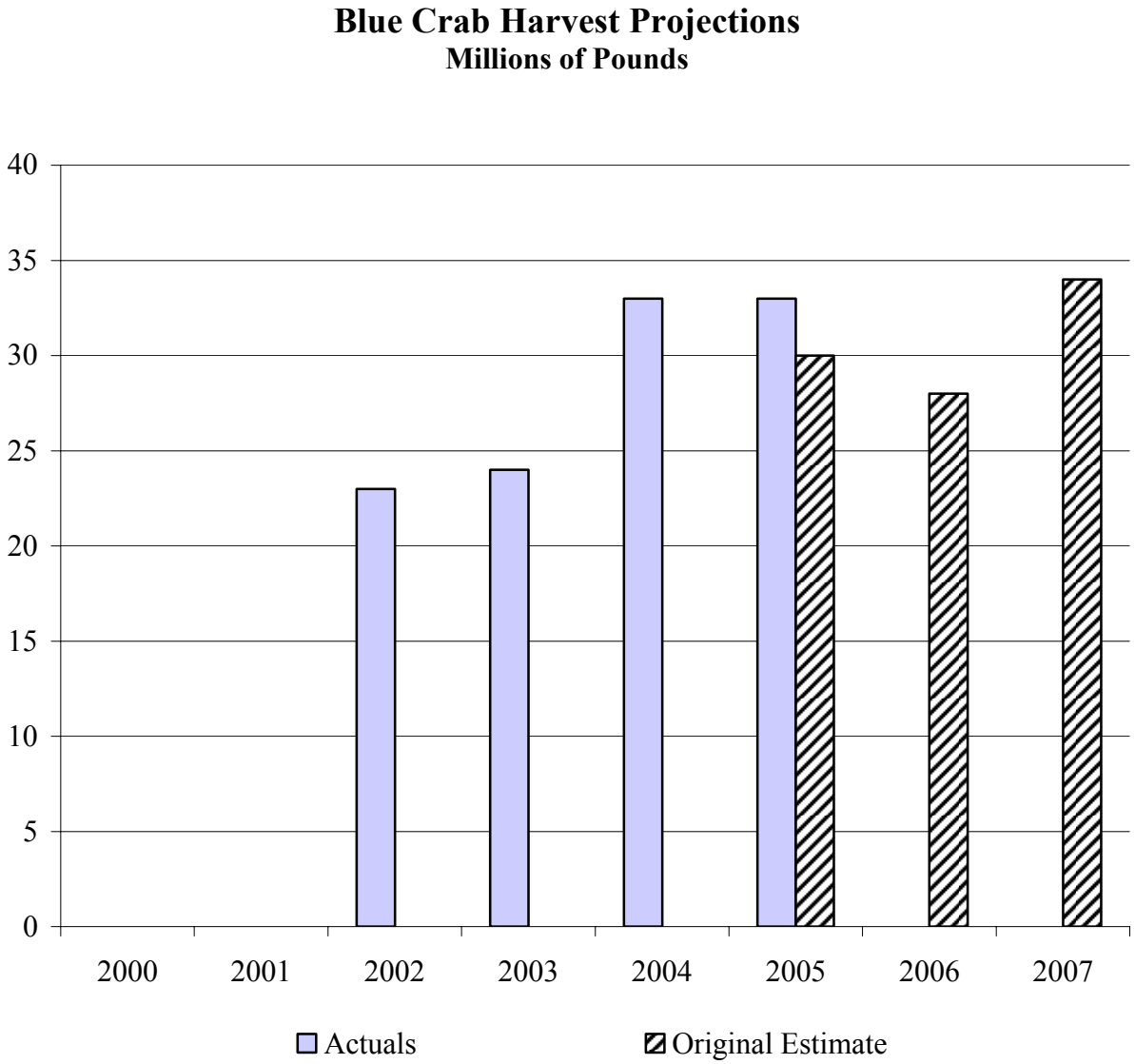
Source: Chesapeake Bay Program, Chesapeake Bay 2005 Health and Restoration Assessment

Appendix 1



Source: Department of Natural Resources

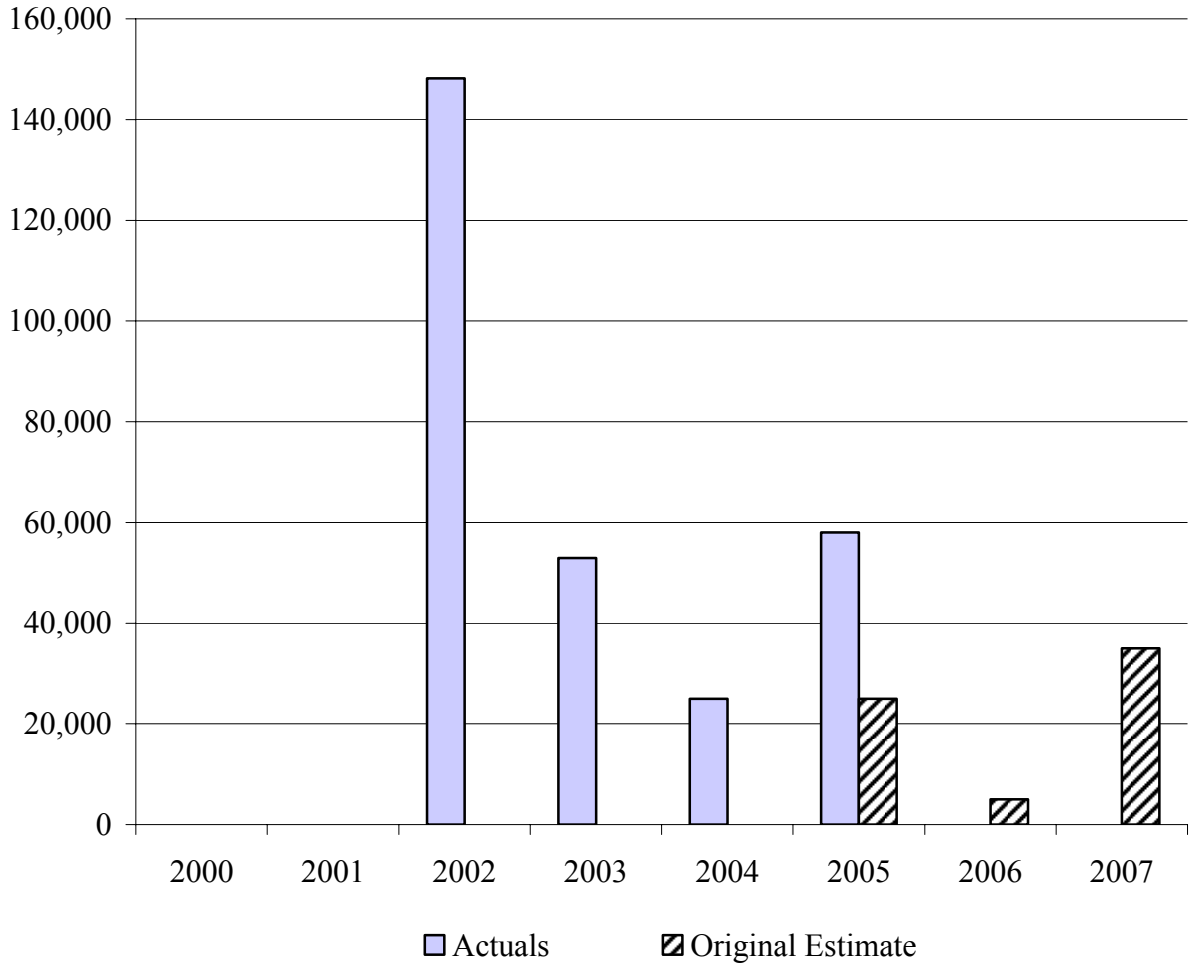
Appendix 2



Source: Department of Natural Resources

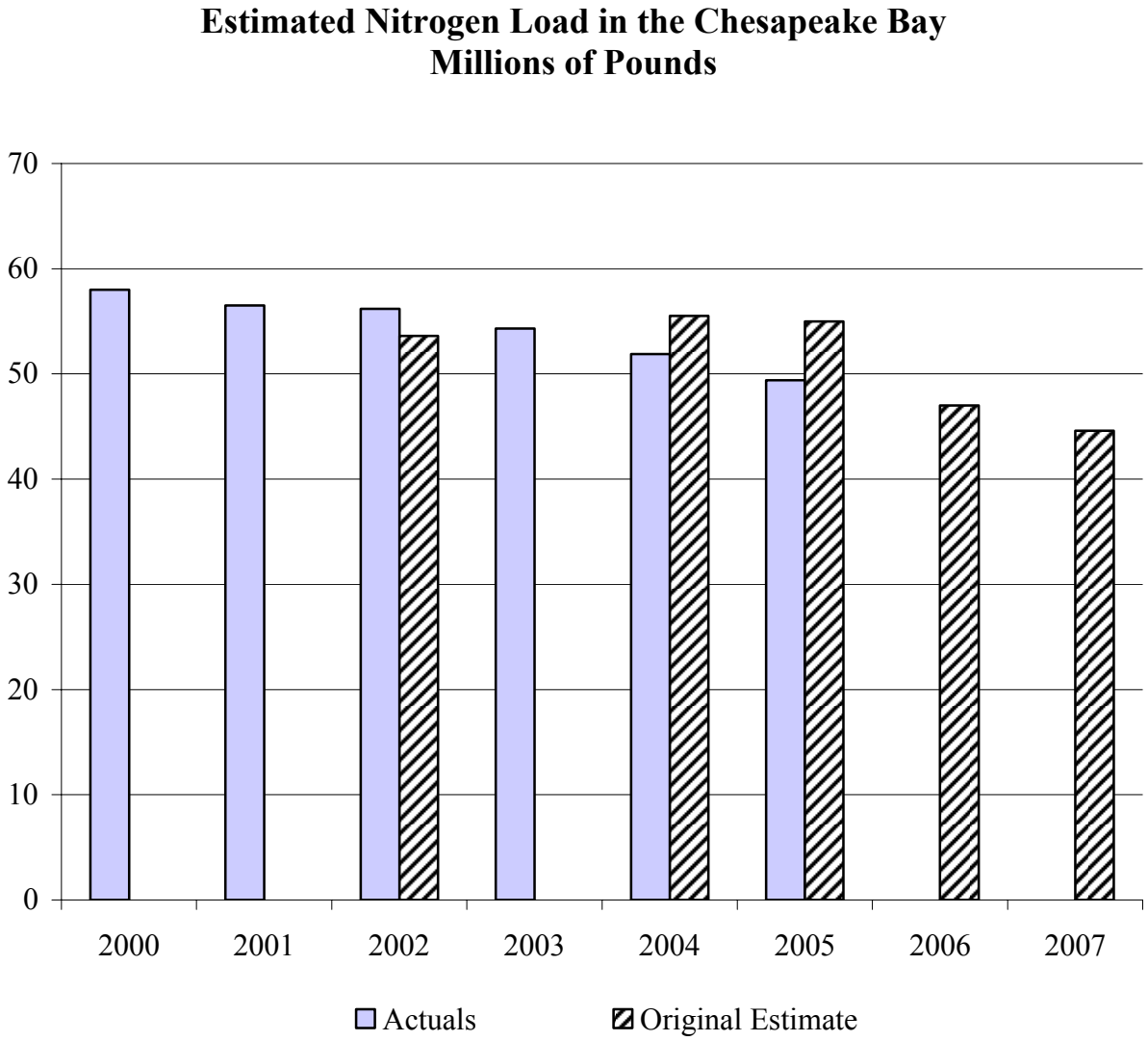
Appendix 3

Number of Bushels of Oysters Harvested



Source: Department of Natural Resources

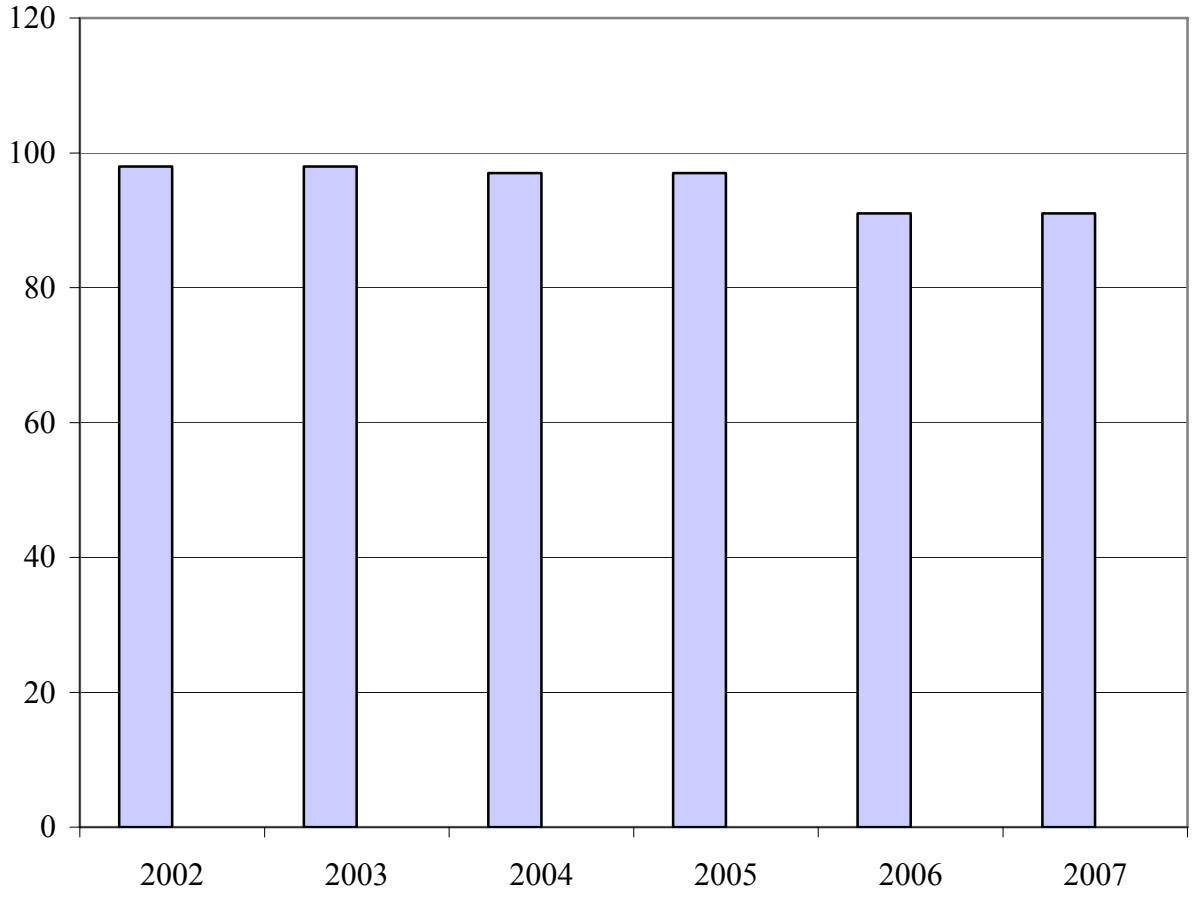
Appendix 4



Source: Fiscal 2003 through 2007 Governor's Budget Books

Appendix 5

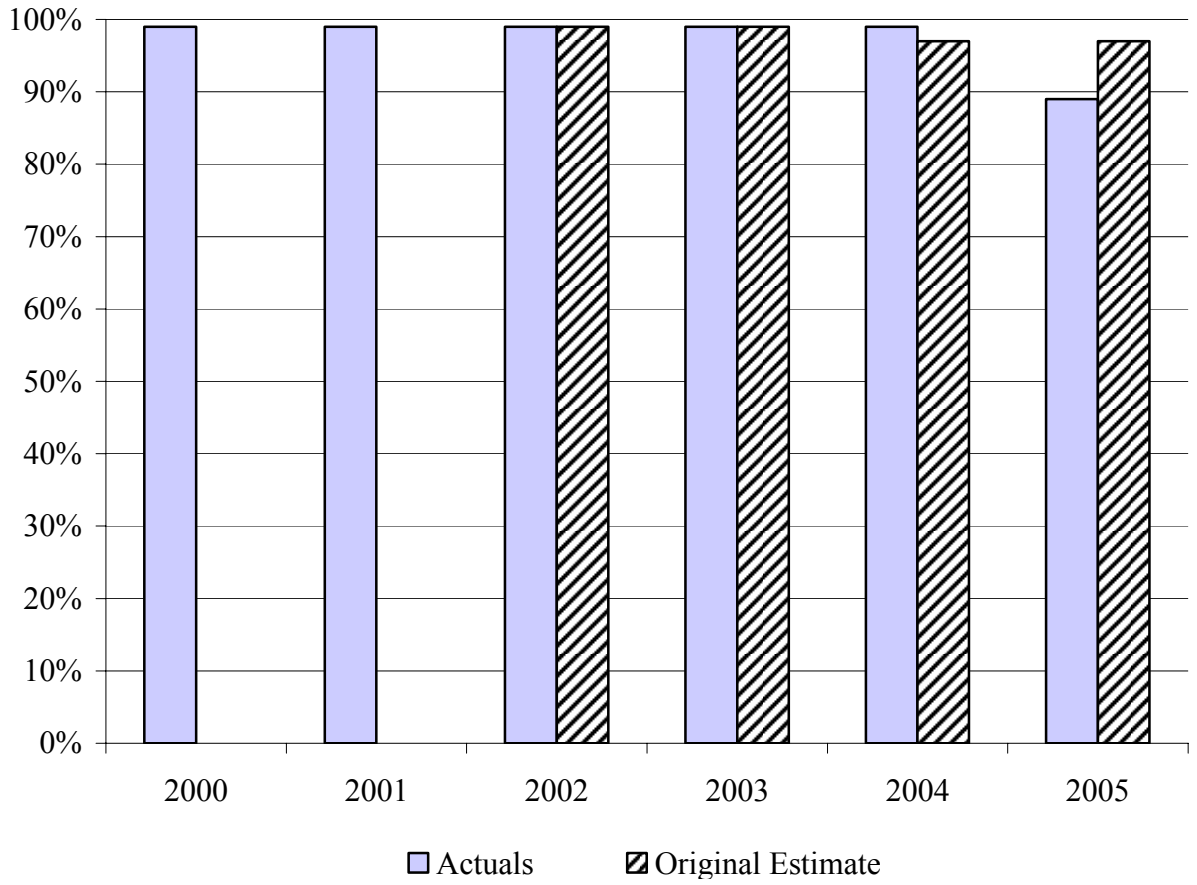
Watersheds on Part/Category 5 of the List of Impaired Waters Impaired by Nutrients



Source: Maryland Department of the Environment

Appendix 6

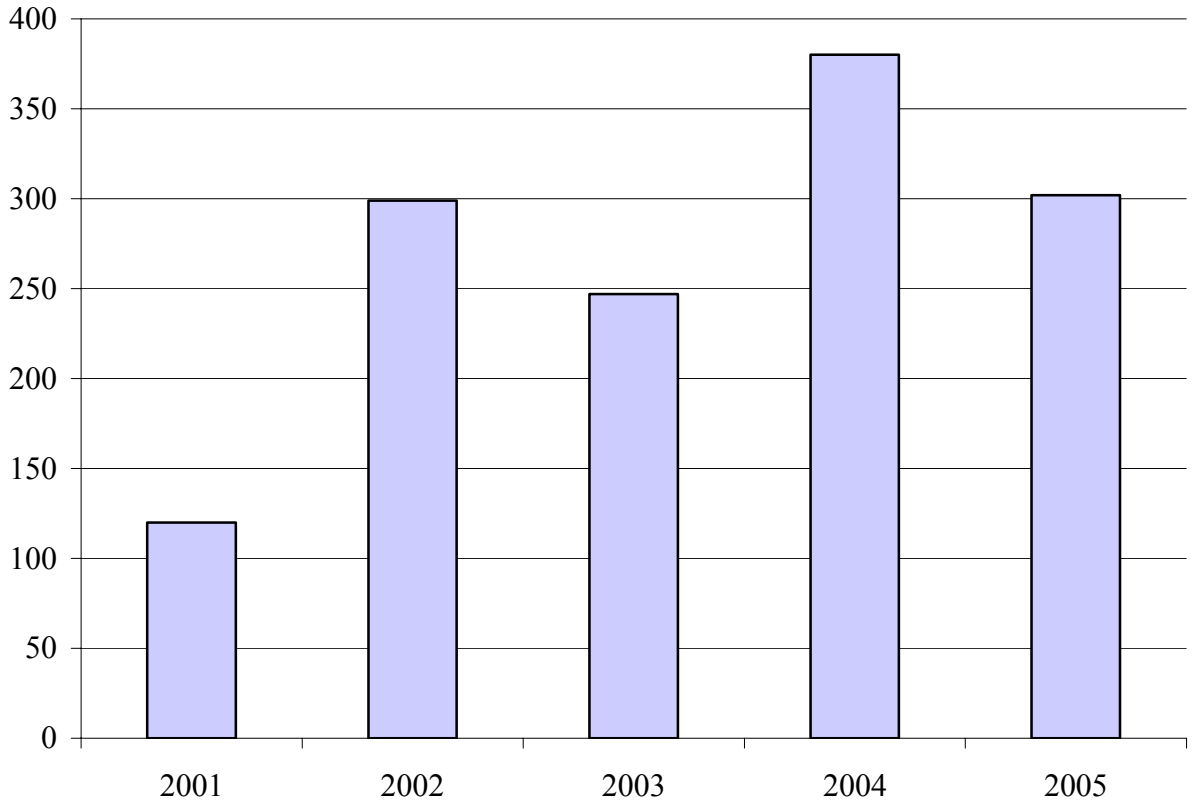
Percent of Marylanders Served by Public Water Systems in Significant Compliance with All Rules Adopted as of 1995



Source: Maryland Department of the Environment

Appendix 7

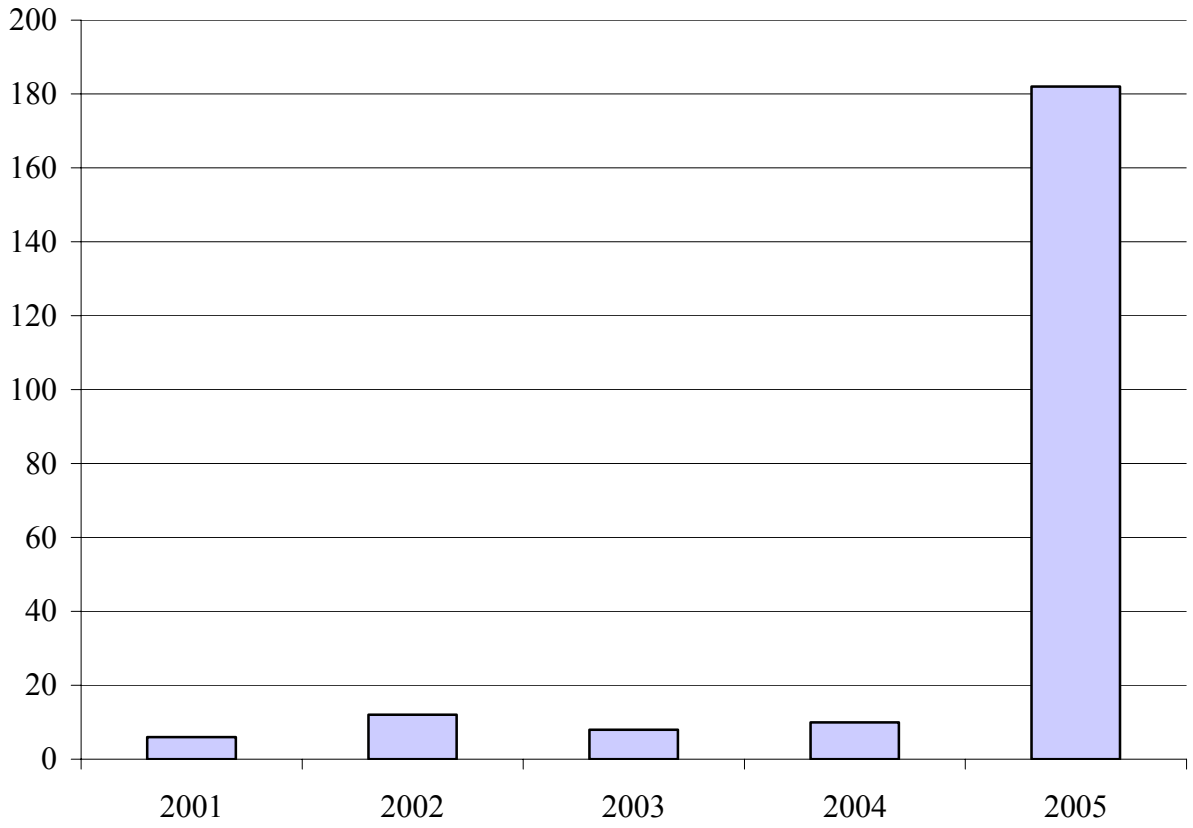
Acres of Property in Voluntary Clean Up Program with a Certificate of Completion Issued or No Further Requirements Determination Issued



Source: Maryland Department of the Environment

Appendix 8

Number of Remedial Actions at All State Superfund Sites That Are Completed



Source: Maryland Department of the Environment

Report Card on Managing for Results Comprehensive Plan
Policy Area: Commerce/Transportation

Measure	What Is the Measure? (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Employment	Percent change in Maryland employment from 2001 average (Calendar 2006)	5.0%		
Personal Income	Percent change in Maryland's per capita personal income (Calendar 2005)	5.4%		
Film, Television, and Other Production Activities	Estimated direct expenditures – $ in millions (Fiscal 2003)	$49.9		
Job Training	Percent of DLLR's adult program enrollees who enter employment (Fiscal 2005)	86.1%		
Port Cargo*	Total tonnage in thousands of general cargo (Fiscal 2005)	8,136		↔
BWI Passengers	Annual growth in passengers (Calendar 2005)	-2.9%		
Road Quality	Roadway mileage with acceptable ride quality (Calendar 2004)	82.0%	↔	
Bridge Quality	% of bridges along the State portion of the National Highway System that will allow all legally loaded vehicles to safely traverse (Calendar 2004)	100.0%	↔	
Transit Ridership	Total boardings in millions for bus and rail transit; no WMATA (Fiscal 2005)	91.6		↔

Report Card on Managing for Results Comprehensive Plan

Measure	**What is the Measure? Most Recent Data Point)**	**Maryland Outcome**	**Maryland Trend**	**Better/Worse Than National Avg.**
Transportation Infrastructure	$ in millions of system preservation funding in *Consolidated Transportation Program* (Fiscal 2004)	$694		n/a
Homeownership	% of households that own home (Calendar 2005)	71.2%	↔	
Land Preservation	Total acres enrolled in agricultural preservation districts (Fiscal 2005)	410,865		
Restoring and Preserving Historic Properties	Value of rehabilitation expenditures ($ in millions) approved for the State Rehabilitation Tax Credit for restoration and preservation of historic properties (Fiscal 2005)	$44.5		

	Moving in Favorable Direction	7
	Moving in Unfavorable Direction	3
↔	Static	3

* Comparison to nation is based on changes in regional market share.

DLLR: Department of Labor, Licensing, and Regulation
WMATA: Washington Metropolitan Area Transit Authority

Commerce and Transportation Summary

The statewide strategic plan tracks performance for 13 commerce and transportation related measures. Recent trends (since fiscal 2001) for the measures are generally favorable with seven of the measures improving and only three declining. Maryland's performance exceeds the nation for four of the six measures for which comparable data are available.

Measures of the State's economy are all moving in the right direction with steady growth in jobs and personal income reported. Notably absent from the economic measures are indicators of unemployment and poverty. Adding these measures to the statewide plan would offer a more comprehensive view of whether all Maryland residents are benefiting from the growth in jobs and personal incomes. As demonstrated in this chapter, both measures have remained relatively static over the last five years.

Trends for transportation indicators are also generally favorable with the airport and the port generally increasing their activity. With respect to regional market share, the port has held its position since fiscal 2001 while the airport has lost ground to Dulles over the last two years. The quality of Maryland's bridges and roads remains high but has changed little since 2001 while transit ridership has actually been in decline. Surprisingly, no measures concerning one of the most frequently lamented challenges to Maryland's transportation system, congestion, are included in the statewide Managing for Results. As discussed further in this section, nationally reported data indicate that commute times in Maryland are among the worst in the nation, and data compiled by the State Highway Administration suggest congestion is worsening.

Some of the specific measures evaluate the level of effort rather than outcomes. For example, the amount of spending on transportation infrastructure does not indicate the degree to which system preservation needs are met. Similarly, the dollar value of rehabilitation expenditures provides little indication of the public benefits from this spending. Given the limitations of these measures, consideration to removing them from the statewide plan or replacing them with a more meaningful yardstick is warranted.

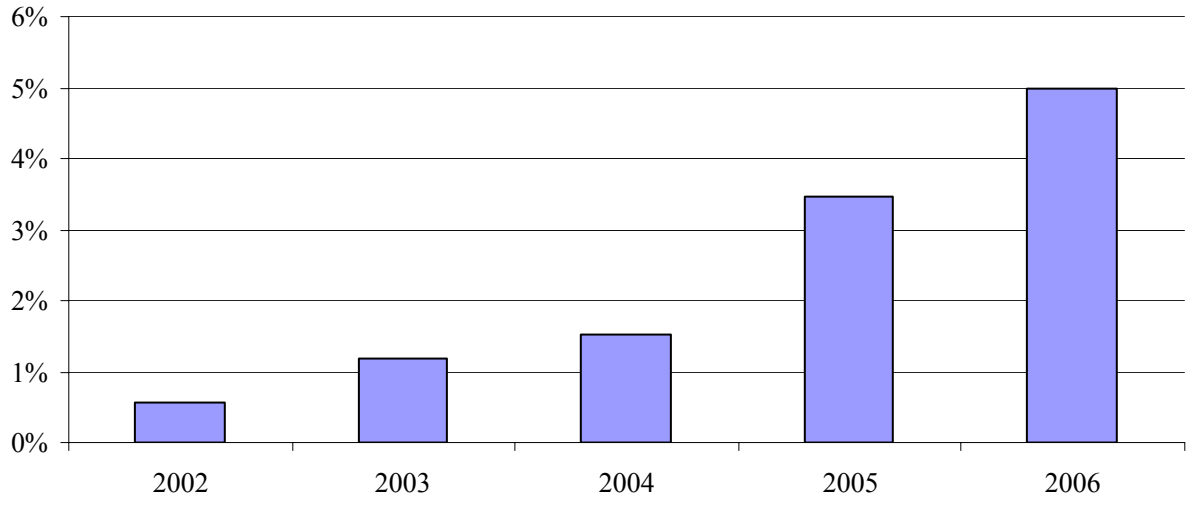
Most Commerce/Transportation Measures Improving

	Number of Measures
Moving in Favorable Direction	7
Moving in Unfavorable Direction	3
Static	3

Employment Level

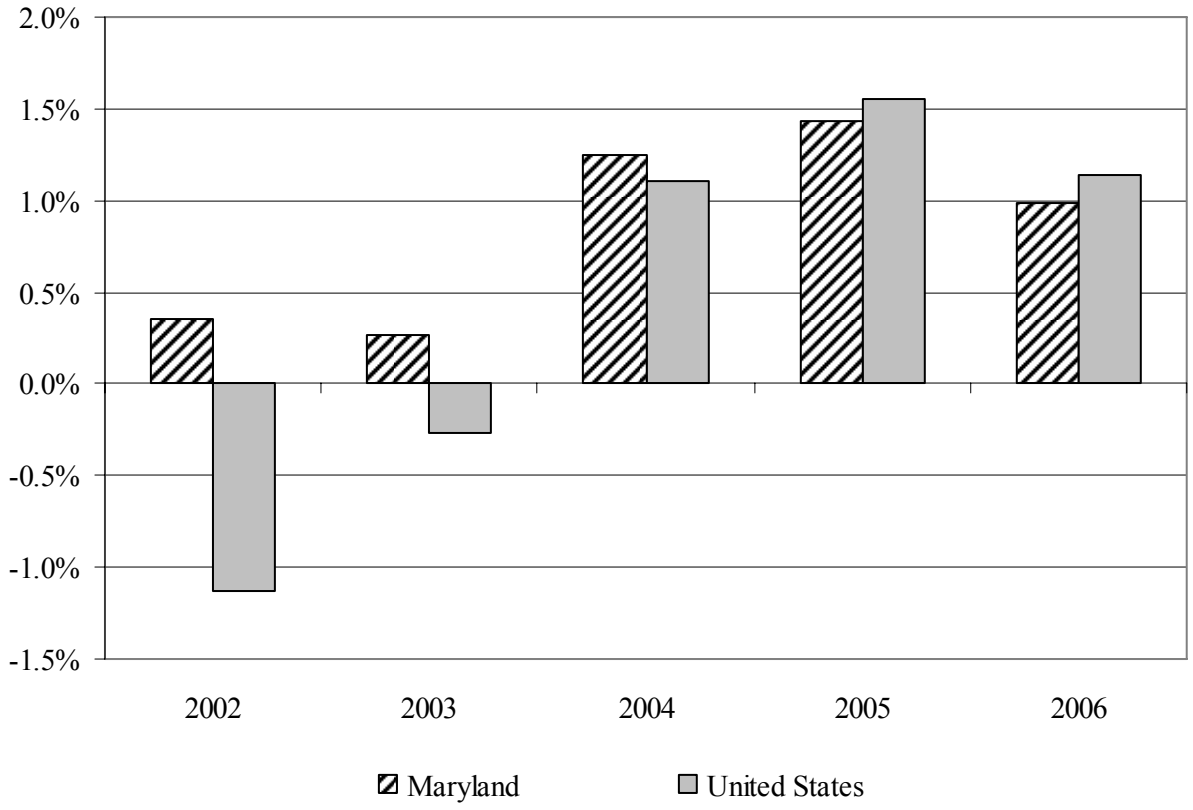
- According to the data collected by the Department of Labor, the average total non-farm, seasonally adjusted employment for Maryland in 2006 is 2,579,000. Nationally, the level of employment is 134,985,000.
- The percent change in Maryland's average employment from 2001 is 4.35 percent. The national average employment level grew 2.39 percent in the same time frame. Maryland's unemployment rate was below the national average throughout the 2001-2005 time period.
- The growth and relative stability in Maryland's workforce may in part be spurred by the State's economic reliance on the high growth technology sector and on the growth in federal homeland security and defense spending.
- In 1990, Congress created a process known as Base Realignment and Closure (BRAC) to address an excess capacity of military facilities. Maryland may gain a minimum of approximately 15,837 and possibly many more new military and civilian jobs as a result of the BRAC recommendations.

Percent Change in Maryland Employment Since 2001
Calendar 2002-2006



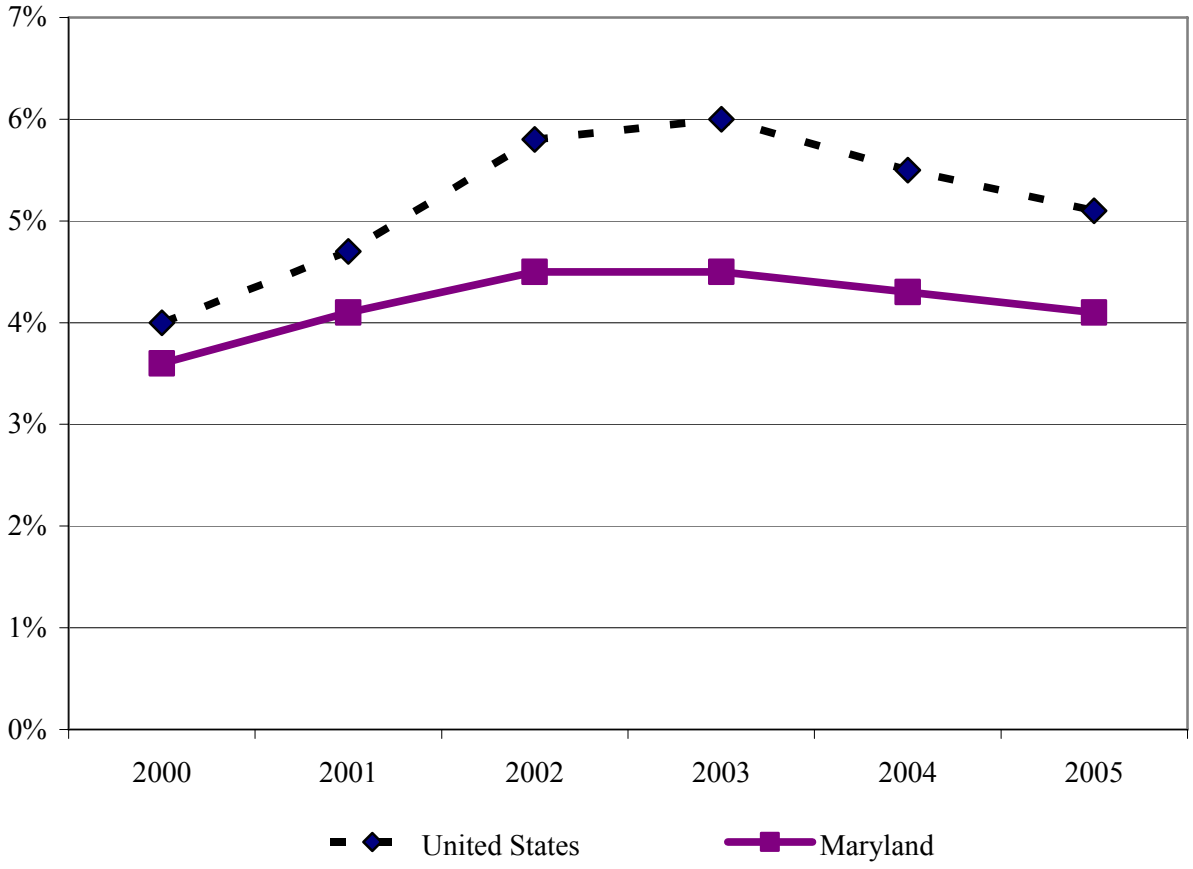
Source: United States Department of Labor

Employment Growth
Maryland v. United States
Growth Compared to Prior Years
Calendar 2002-2006



Source: United States Department of Labor

Unemployment Rate
Maryland v. United States
Not Seasonally Adjusted
Calendar 2000-2005



Source: United States Department of Labor

Per Capita Personal Income

- The growth in Maryland's per capita personal income consistently outpaces the national average. In fiscal 2005, Maryland's per capita personal income grew 5.4 percent compared with 4.6 percent growth nationally.

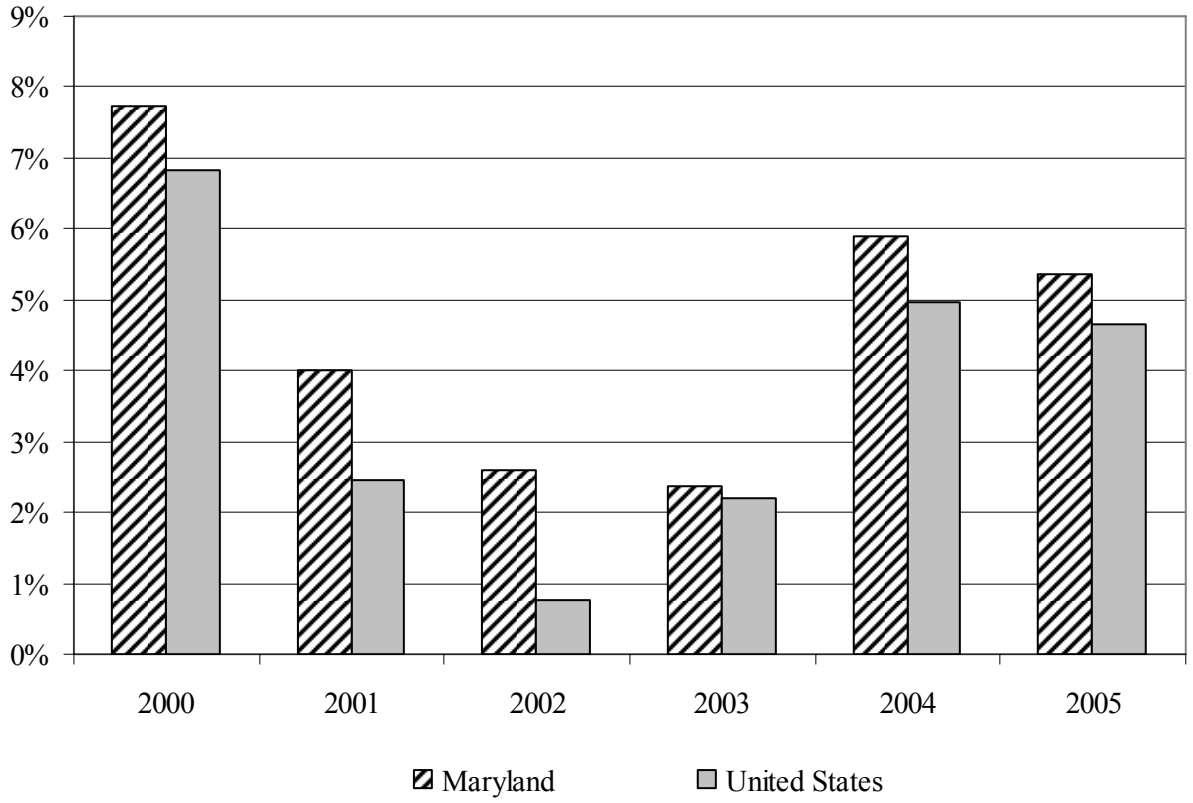
- Maryland ranks fourth in per capita income ($41,760), behind Connecticut ($47,819), Massachusetts ($44,289), and New Jersey ($43,771). Additionally, Maryland claims one of the country's wealthiest counties: Howard County. Louisiana reports the lowest per capita income at $24,820.

- The makeup of the workforce is a significant contributor to the State's income level. Maryland ranks second among U.S. states in the percentage of the population 25 and older with a graduate or professional degree (13.4 percent). Additionally, a higher percentage of the State's population is of prime workforce age (25-44) compared with the nation as a whole.

- According to the Department of Business and Economic Development, Maryland ranks first among the states in the percentage of professional and technical workers (24.9 percent) in the workforce.

- Maryland has the second highest concentration of doctoral scientists and engineers among the states. The State ranks second in employed PhD scientists and engineers per 100,000 employed workers, with a first place ranking for PhD scientists and fourth for PhD engineers.

Per Capita Income Growth
Maryland v. United States
Calendar 2000-2005



Source: United States Department of Labor; Bureau of Labor Statistics

Job Training

- In fiscal 2004, 85.1 percent of enrollees in the Department of Labor, Licensing, and Regulation (DLLR) employment programs entered employment, compared with a national average of 76.7 percent. This places Maryland thirteenth among all states.

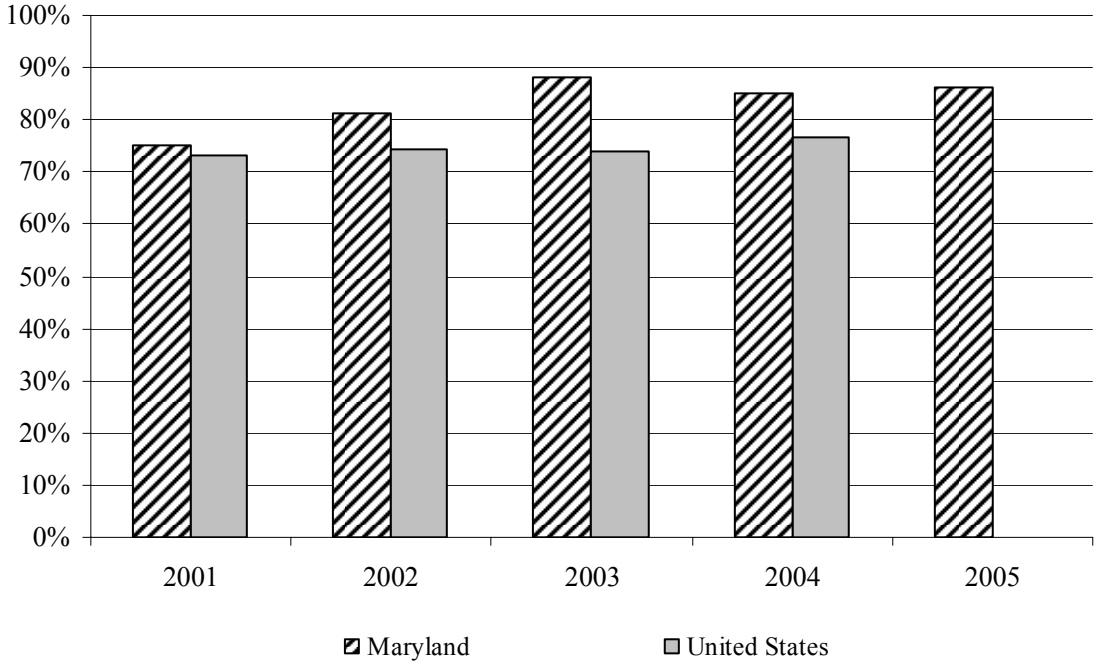
- Maryland ranks fifth and seventh in the percentage of older youth enrollees (ages 19-21) entering employment and younger youth enrollees (ages 14-18) entering employment respectively. Almost 10,000 people are served each year.

- Employers participating in the DLLR program rank the State first in the nation for satisfaction. Similarly, employees rank the State second in satisfaction, behind only Michigan. Maryland earned $100,000 in incentives based on its performance in 2004.

- Because of Maryland's performance, the federal government has negotiated new Workforce Investment Act performance levels for the State in the next performance year. Additionally, some of the definitions have changed; therefore, comparative analysis between years may be difficult. However, there will be no monetary sanctions, or incentives for the first few years of implementation.

- Maryland's success with these employment programs suggests expansion may be warranted. Since all current program applicants are served, expansion might entail outreach or the opening of one-stop job centers.

Entered Employment Rate for DLLR and United States Adult Program
Fiscal 2000-2005



Source: Department of Labor, Licensing, and Regulation

Port Cargo

- The total amount of cargo moving through the port's public terminals – the Maryland Port Administration's (MPA) terminals – topped 8 million tons for the first time in 2005.

- General cargo includes containers, Roll-on/Roll-off (RoRo), automobiles, forest products, and breakbulk.[1] General cargo comprises more than 25 percent of total activity at the port and accounts for the majority of cargo at MPA public terminals. Baltimore's private terminals handle bulk cargoes, which account for the balance.

- Baltimore is best known as the nation's pre-eminent handler of RoRo cargo (quote from Journal of Commerce, August 21, 2006). It is also the nation's second largest handler of automotive exports and imports as well as forest products. Recently announced contracts will also bring additional autos and paper products to the port.

- The Port of Baltimore is poised for future success. It is currently undertaking a dredging project to create a 50-foot deep berth and, unlike many other East Coast ports, Baltimore has unused capacity and room to grow. The addition of access channels leading to a new 50-foot deep berth and the acquisition of super post-Panamax cranes will cost about $100 million but will allow the next generation of increasingly larger ships to do business at the port.

- Total foreign cargo at the Port of Baltimore totaled 32.4 million tons in 2005, the highest total in 24 years, according to the U.S. Census Bureau's Foreign Trade Division. Total foreign cargo in 2005 was valued at $35.8 billion, up from $31.2 billion in 2004.

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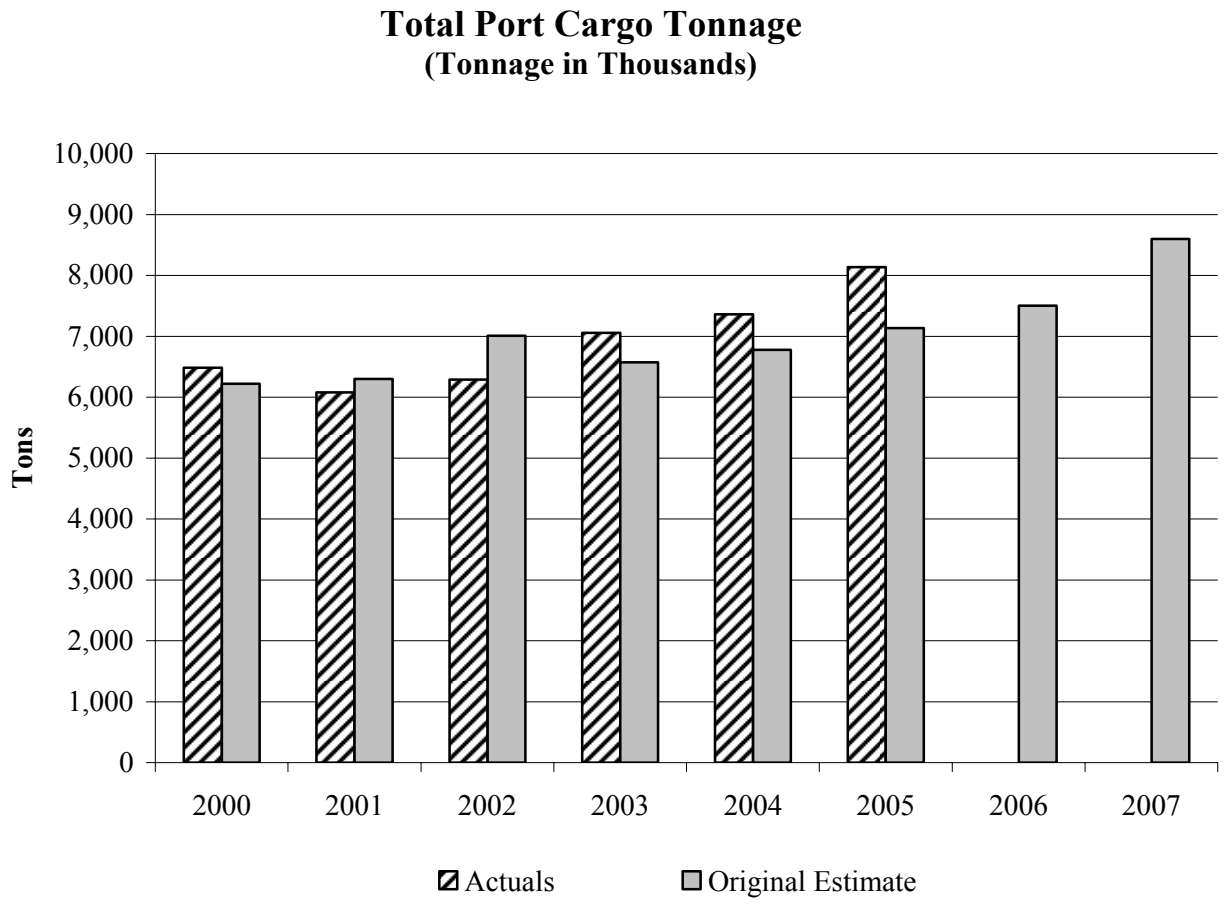
[1] RoRo includes trucks, tractors, agricultural machinery, construction equipment, trailers, boats, planes, and railroad equipment. Baltimore's RoRo tonnage is compared to other East Coast ports (Miami to Maine) to determine market share.

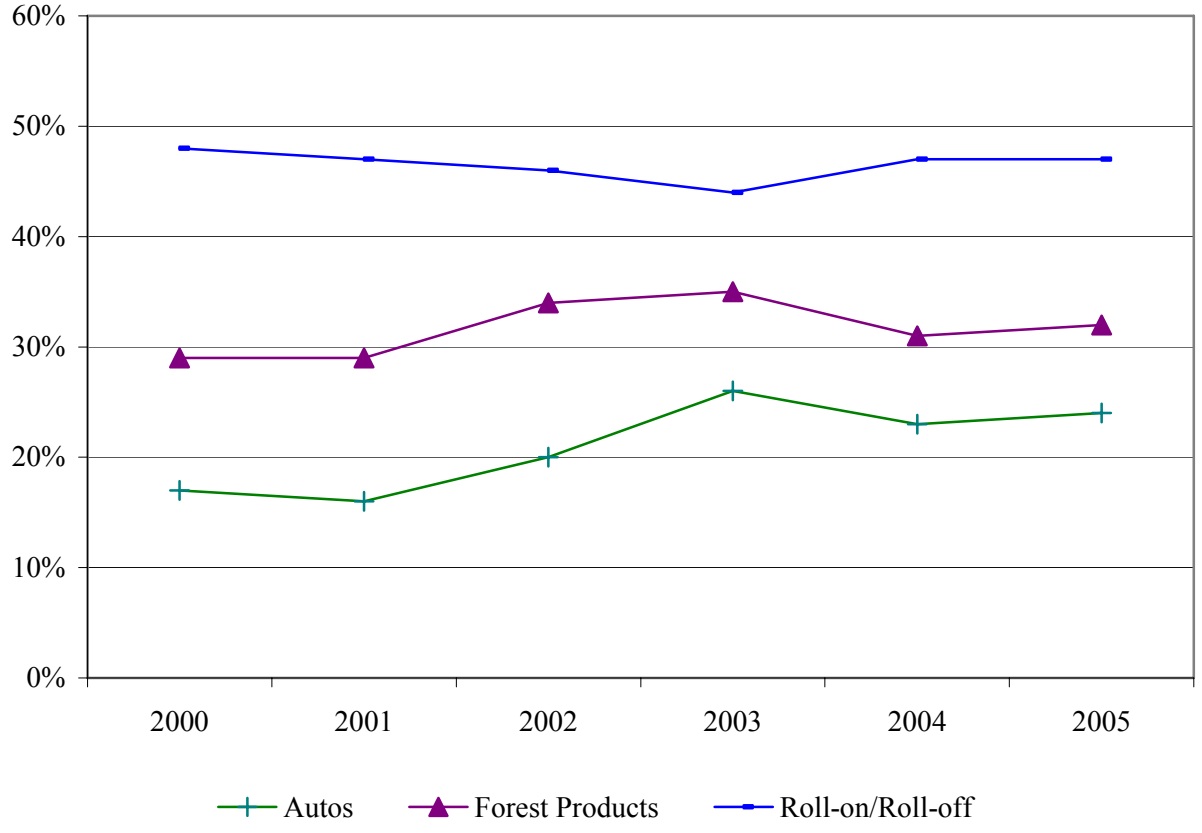
The port's automobile cargoes include passenger automobiles and light trucks (less than five tons). The port's automobile tonnage is compared to other East Coast ports (Miami to Maine) to determine market share. (Although military privately owned vehicles move through the port, they are not included in these figures; they account for about another 2.5 percent of the auto tonnage.)

The port's forest products commodities consist of pulp, paper, lumber, and logs. Cargo is measured in short tons (2,000 lbs.). Performance is compared to other U.S. North Atlantic ports (north of and including Norfolk) to determine market share.



Source: Maryland Department of Transportation

Port of Baltimore Market Share



Source: Maryland Department of Transportation

Baltimore/Washington International Thurgood Marshall Airport Growth

- Baltimore/Washington International Thurgood Marshall Airport's (BWI) passenger growth rate is not reflective of the national rate, since its growth is affected by more than just the airline industry as a whole and travel demand. Other factors affecting BWI's growth include intense regional competition and the dominance at BWI of Southwest, a low fare carrier.

- The terrorist attacks of September 11, 2001, had a profound impact on the airline industry. This was true of BWI as well. After double digit growth in 2000, passenger volume grew slightly in 2001 and then dropped sharply in 2002. In 2003 and 2004, passenger volume grew moderately, although at a slower pace than nationally. Nationally, in 2005, passenger volume continued to grow, while BWI witnessed a decrease, due to stiff competition from Dulles.

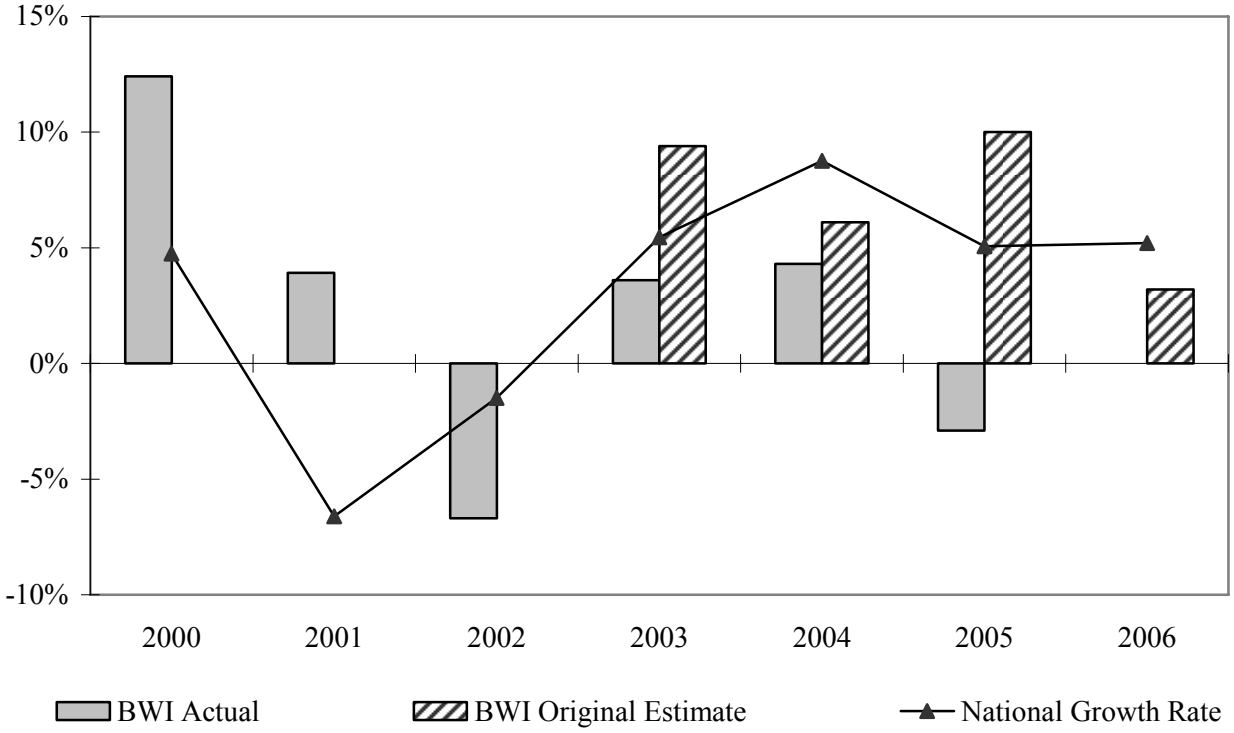
- Total passengers at BWI in 2005 were 19.7 million, down from 20.3 million passengers in 2004 – a 2.9 percent decrease.

- Although the airline industry as a whole surpassed the pre-9/11 passenger totals in July 2004, BWI has not yet achieved this feat, likely due to the increased competition from Dulles, which has drawn passengers away from BWI. If current trends continue, BWI will likely reach pre-9/11 levels in calendar 2006.

- BWI is in the unique position of having an overlapping customer base with two other major airports, Reagan National and Dulles, as well as regional competition from Philadelphia's airport. From 2001 through 2002, BWI dominated Reagan and Dulles in Washington area market share, due to the continued growth of BWI's dominant carrier, Southwest. BWI's market share during this time has been between 35 and 40 percent, with Reagan and Dulles splitting the remaining passengers (with Dulles taking the majority of the remaining passengers).

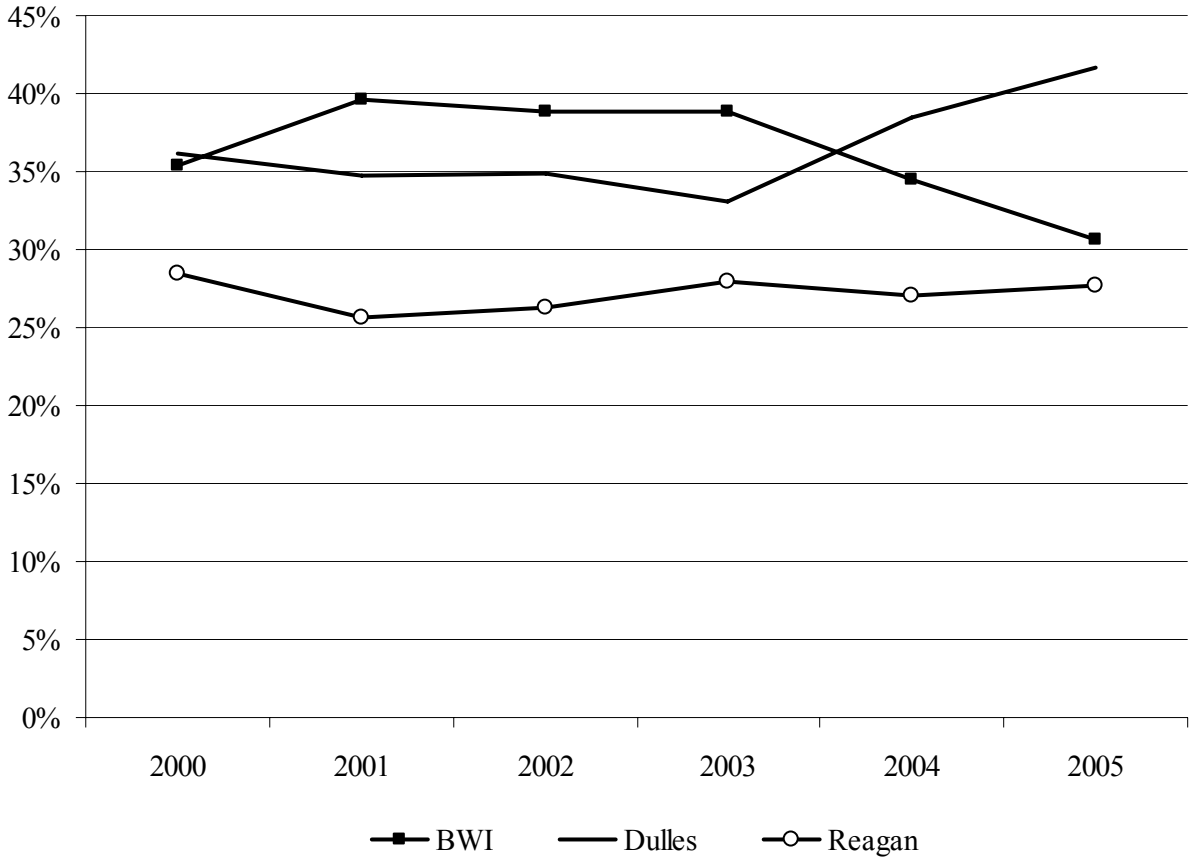
- Increased competition from Dulles in 2004, coupled with financial instability in the airline industry, allowed Dulles to regain its status as the dominant airline in the Washington region. This status was further enforced by the entry of Independence Air, a low-fare carrier at Dulles, which created a sharp drop in BWI's market share and passenger totals in 2005. BWI is expected to regain many of these passengers in 2006, following the recent bankruptcy of Independence Air.

BWI Airport Passenger Growth Rate
Calendar 2000-2006



Source: Maryland Department of Transportation

Washington Area Airports Market Share

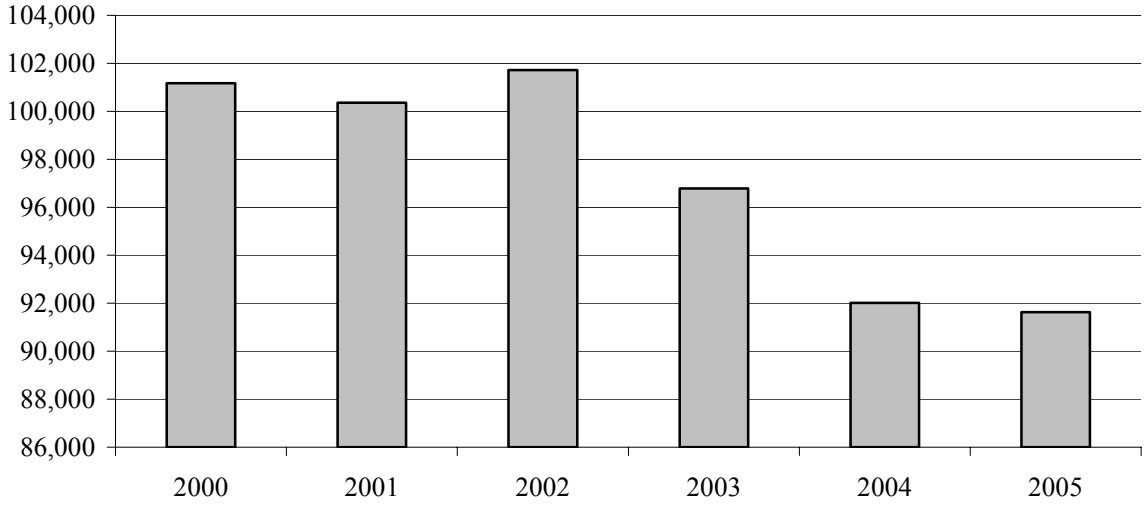


Source: Maryland Department of Transportation

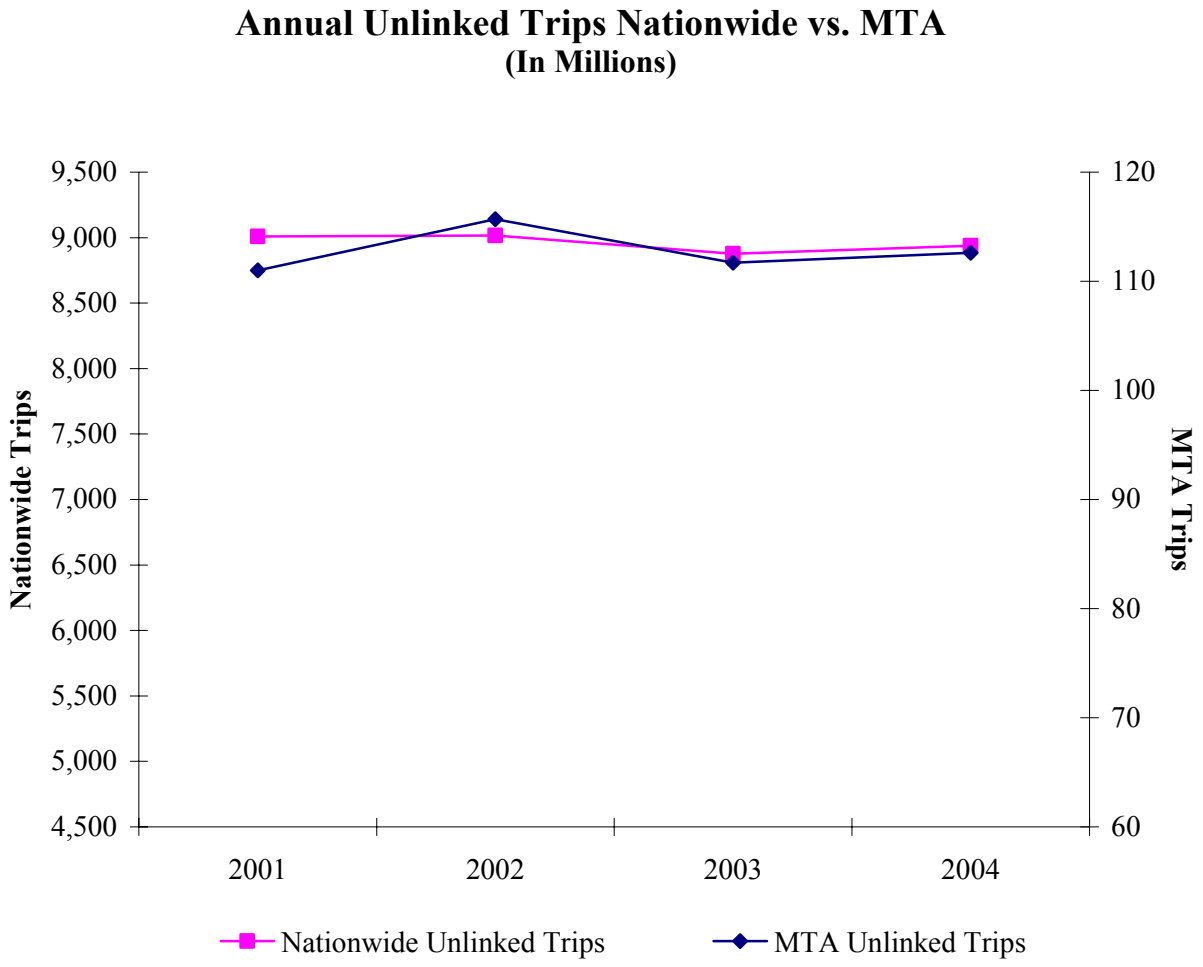
Transit Ridership (Maryland Transit Administration Only)

- Transit ridership peaked in 2002 and has declined in each subsequent year.
- From 2001 through 2006, contracted transit services (Maryland Rail Commuter, Commuter Bus, and Paratransit) have increased dramatically while bus, Metro (Baltimore), and light rail services have decreased.
- Ridership declined for two major reasons. First, the light rail double tracking began in fiscal 2004 which resulted in a decrease of light rail ridership. Second, fares were increased 18 to 23 percent beginning in fiscal 2004.
- The National Transit Database compiles transit ridership information from across the country. Maryland Transit Administration (MTA) ridership, as shown in the National Transit Database, has tracked the general national trend in ridership from calendar 2001 to 2004. Of note is the increase in MTA ridership from 2001 to 2002, which was greater than the national trend.

Total Ridership for Bus and Rail Transit
(In Thousands)



Source: Maryland Department of Transportation



Source: National Transit Database

Homeownership Rates

- Since 2000, Maryland's homeownership rate has averaged 71 percent. This compares to a national average of 68 percent during the same time.

- Urban areas of the State have the farthest distance to cover in terms of homeownership. In urban areas, homeowners account for 57 percent of the households, whereas in all other areas (suburban, exurban, and rural), homeowners make up 82 to 84 percent of the households.

- Although Maryland outperforms the national average in terms of homeownership, housing affordability has become a serious challenge in the State. About one-third of Maryland households cannot afford to purchase starter homes. This proportion is the same in every type of geographic area – urban, suburban, exurban, and rural.

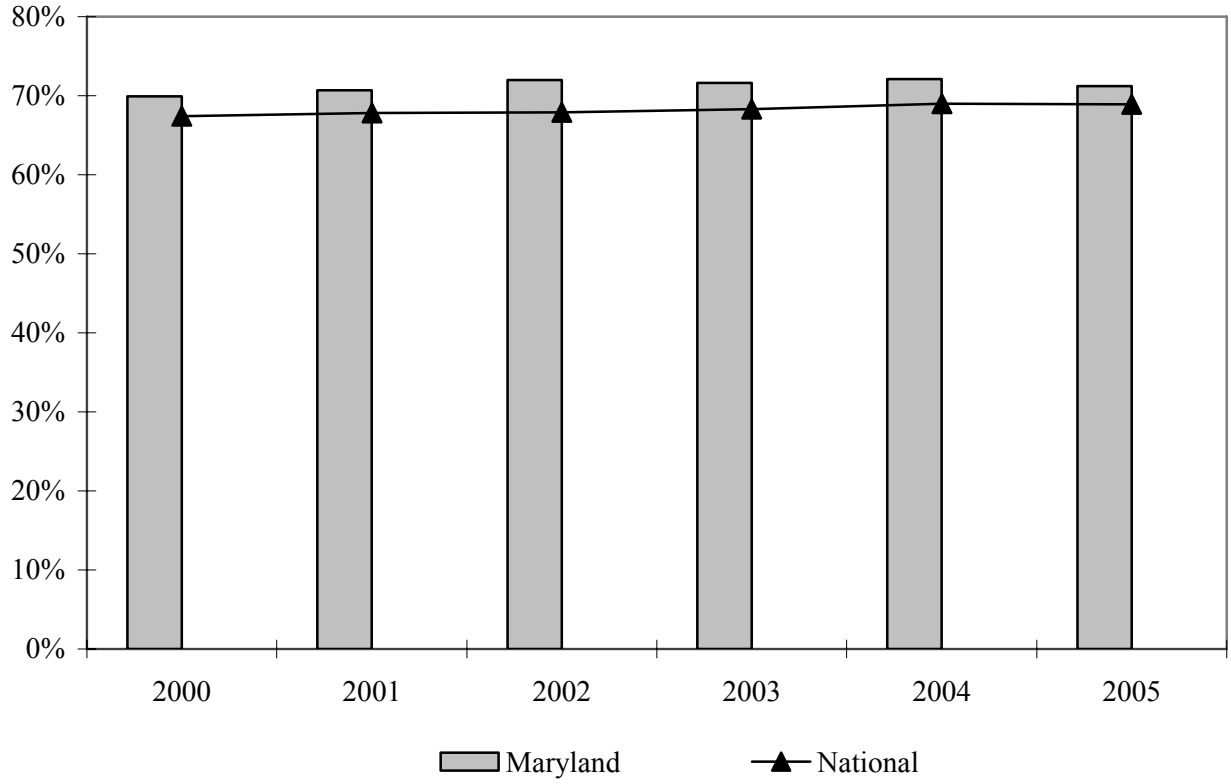
  - Starter home prices are considered to be 85 percent of the area median price, and a family's mortgage meets the affordability criteria if the payment does not exceed 25 percent of the family's monthly income. Note that some households do not reach the affordability threshold despite being homeowners because their mortgages are substantially less than the market price of their homes. As a result, if they are repeat homebuyers, they face the same challenge as first-time buyers.

- Through the Department of Housing and Community Development (DHCD), the State targets homeownership support to those with incomes below 60 percent of the median in their area.

  - DHCD's homeownership programs received $7.6 million in the fiscal 2007 capital budget and $2.2 million in the operating budget. The agency's primary resources to promote homeownership are from bonds it issues; as of June 2005, there was $1.3 billion in outstanding bond activity in residential revenue and single-family program bonds.

- Much of the homeownership assistance supported by State appropriations is used for down payment assistance. DHCD reports that this is a more effective way to help homebuyers than helping to further lower their mortgage interest rate, for example.

Homeownership Rates
Calendar 2000-2005



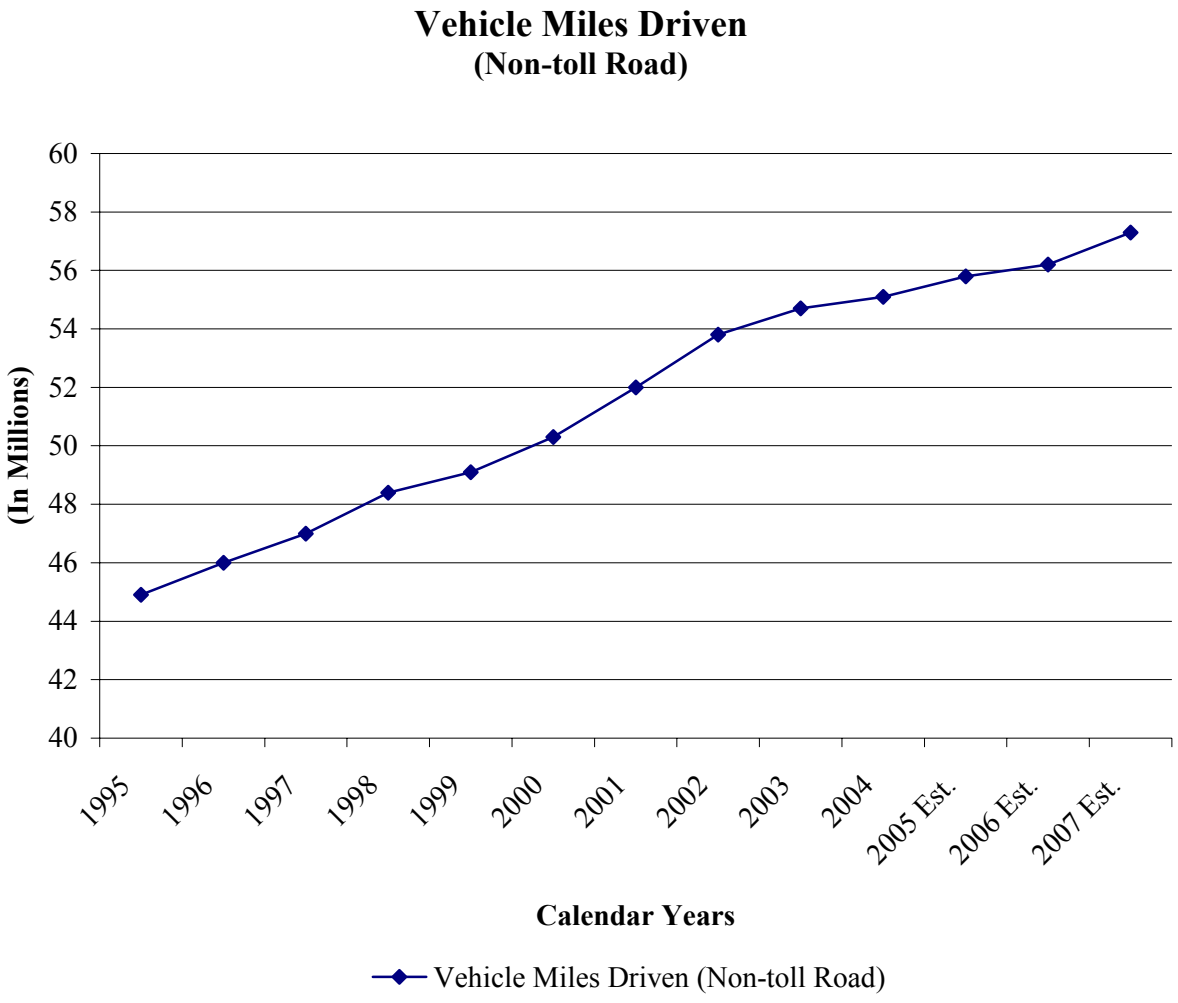
Source: Department of Housing and Community Development

Traffic Congestion

- Traffic congestion is a significant issue for Maryland residents. Based upon data collected by the United States Census Department, Maryland had the second longest commute time of 30.8 minutes out of all 50 states. The average commute time in the United States was 25.1 minutes.

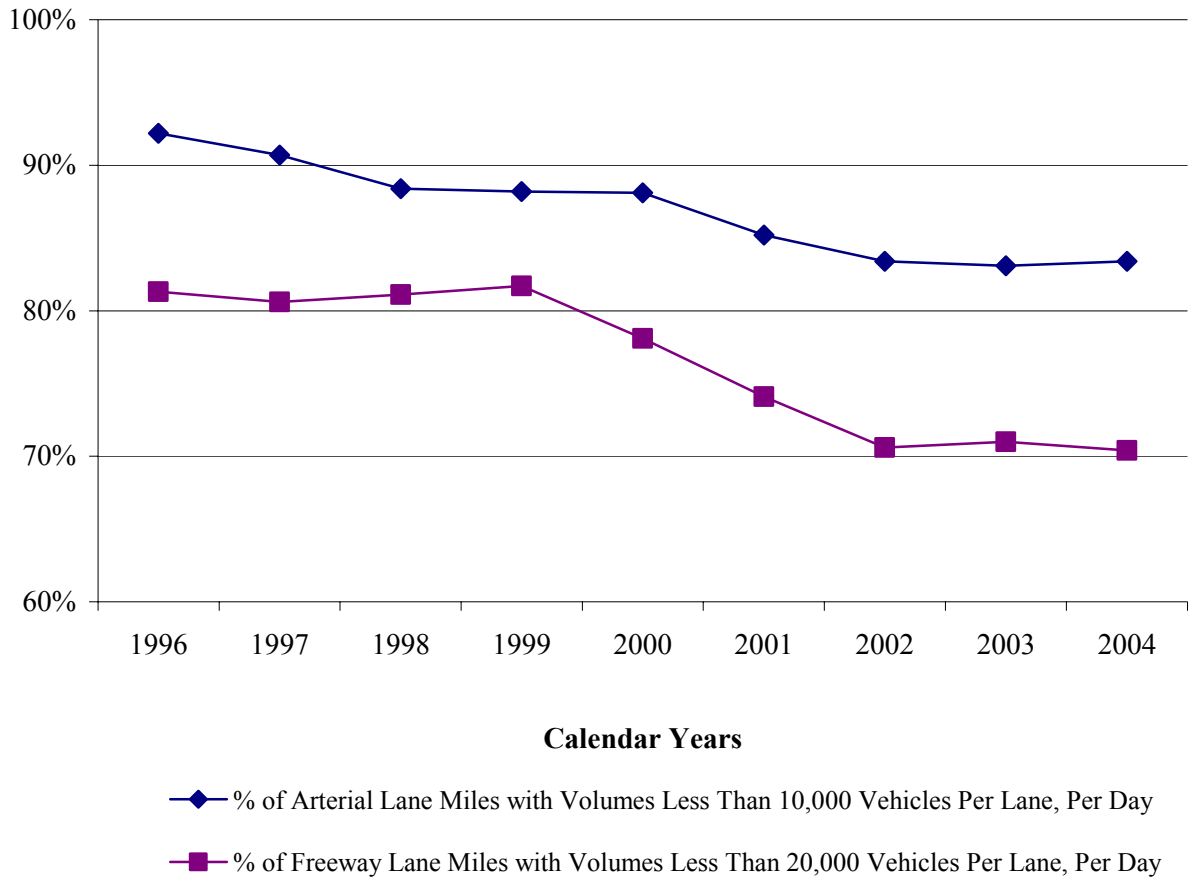
- Traffic congestion as measured by the State Highway Administration (SHA) has increased as the number of vehicle miles driven has increased. SHA has undertaken several highway expansion projects that have been completed and optimized traffic timing on traffic signals to reduce congestion.

- While vehicle miles traveled has increased, the use of transit services in Baltimore City has decreased when looking at transit boardings for services in Baltimore City.



Source: Maryland Department of Transportation

Percent of Roadways without Congestion

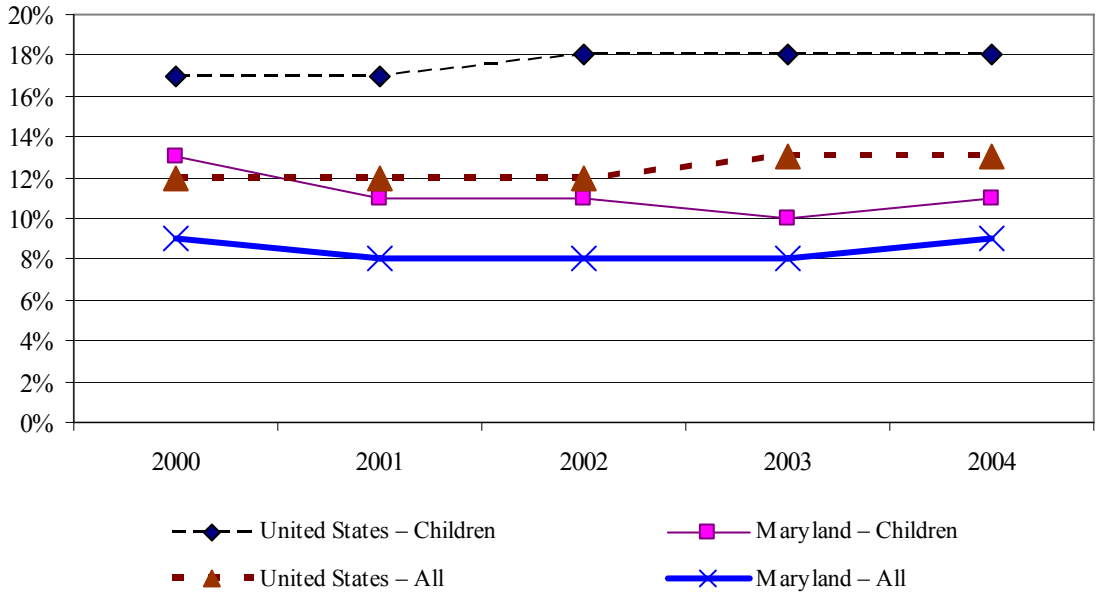


Source: Maryland Department of Transportation

Poverty

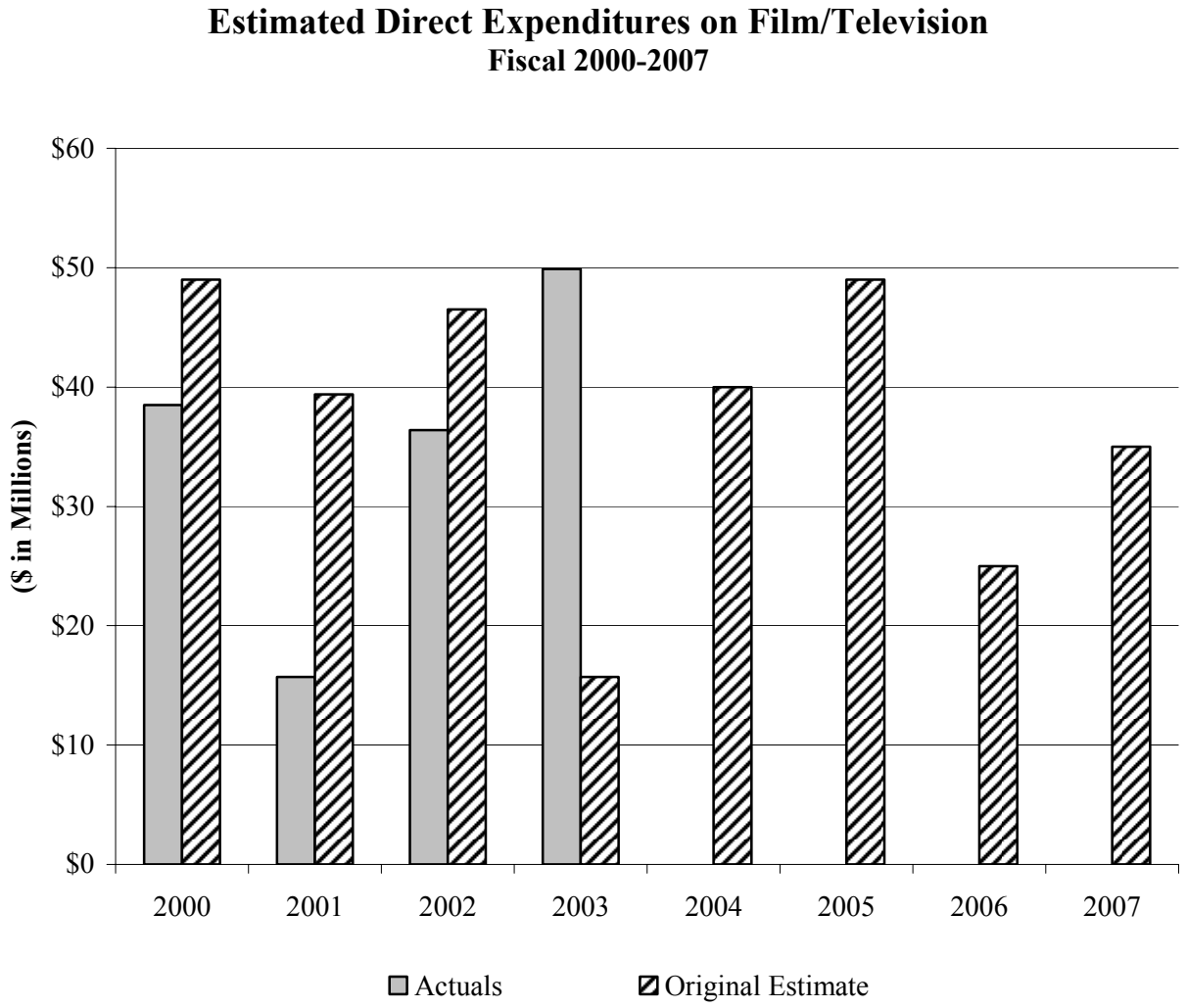
- Over the past five years, both Maryland's poverty rate and its child poverty rate have been lower than the national average.
- Maryland's rate of children living in poverty declined between 2000 and 2003. The 2004 rate is slightly higher than the three preceding years but is still below the 2000 rate.
- From January 2000 through July 2006, the Temporary Cash Assistance (TCA) caseload declined from 77,340 to 51,920. Analyses of welfare leavers indicate some growth in earnings after departure from the TCA rolls, but the income levels of most welfare leavers remain below the poverty level.
- Maryland's Refundable State Earned Income Tax Credit provides significant financial assistance to low-income working families. The value of the refundable portion of the credit is currently about $89 million per year.

Poverty Trends: Children and All Residents
Calendar 2000-2004



Source: Census Bureau, *Current Population Survey*

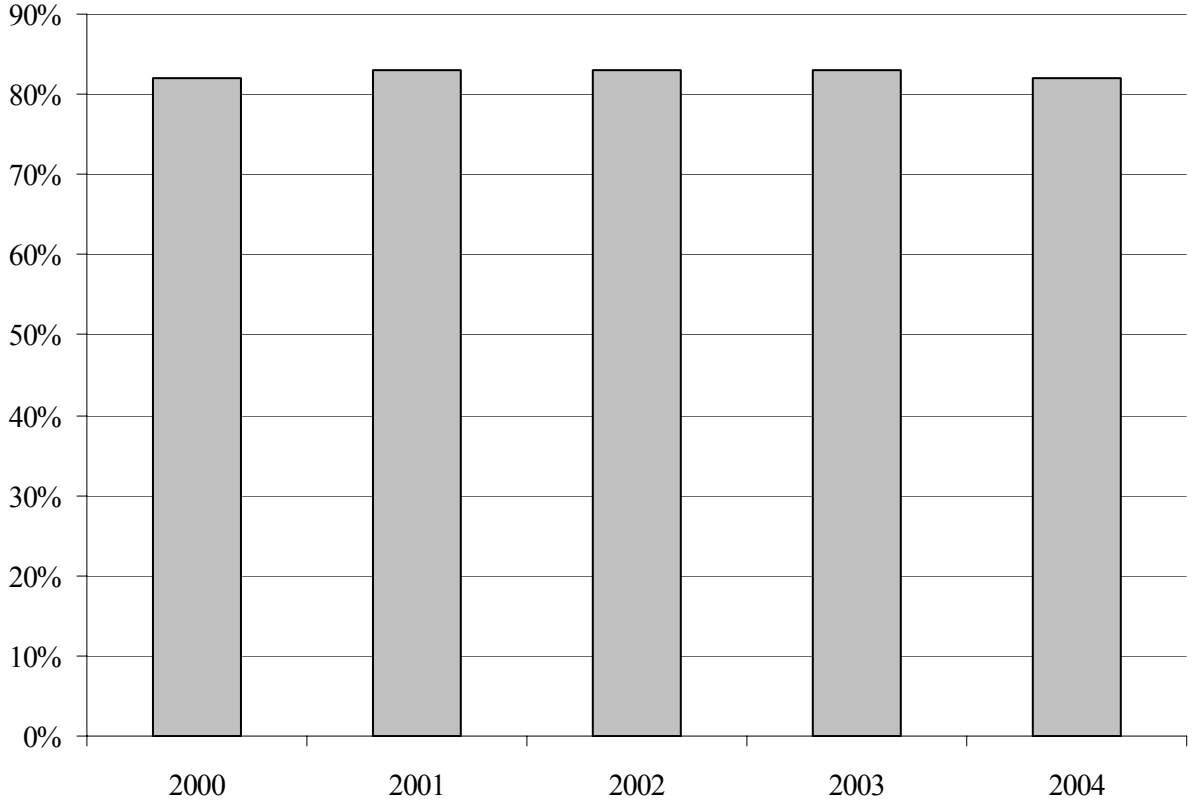
Appendix 1



Source: Department of Business and Economic Development

Appendix 2

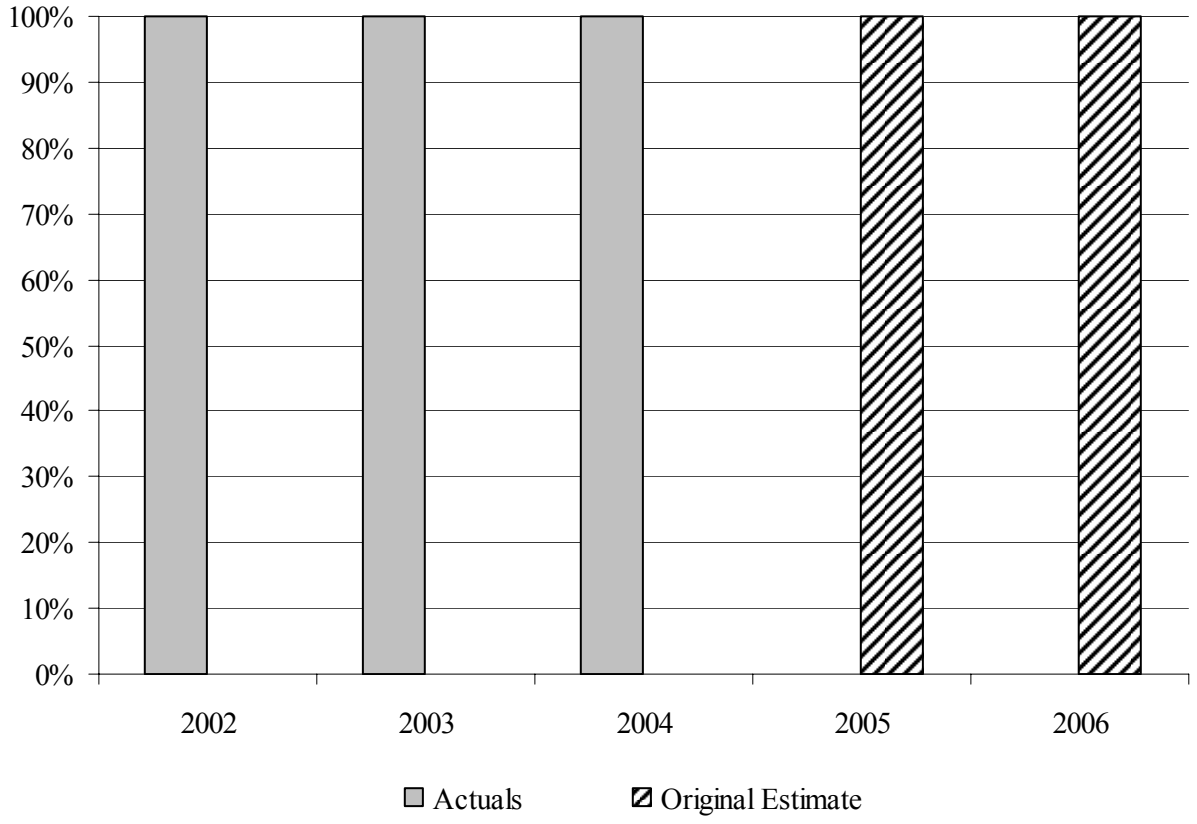
Road Mileage with Acceptable Ride Quality
Fiscal 2000-2007



Source: Maryland Department of Transportation

Appendix 3

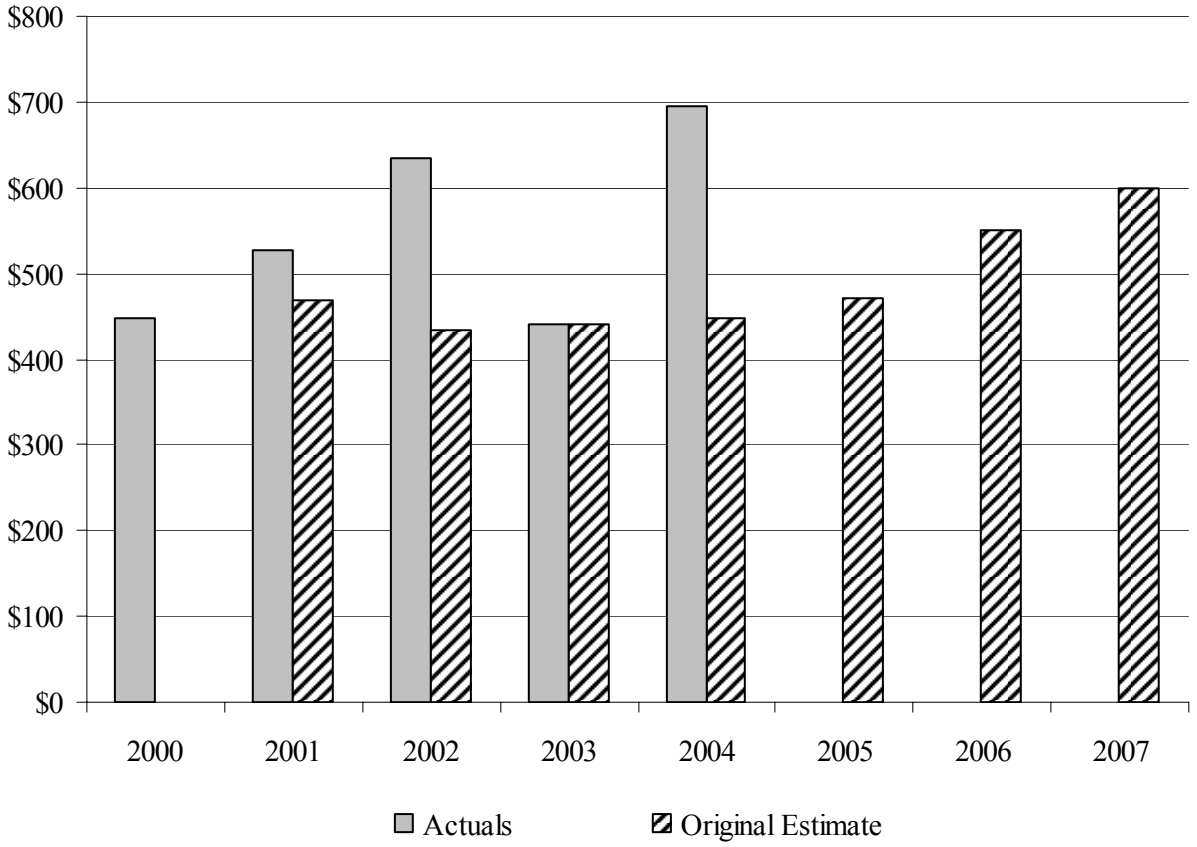
% State Highway Administration Bridges That Will Allow Legally Loaded Vehicles to Traverse
Fiscal 2002-2006



Source: Maryland Department of Transportation

Appendix 4

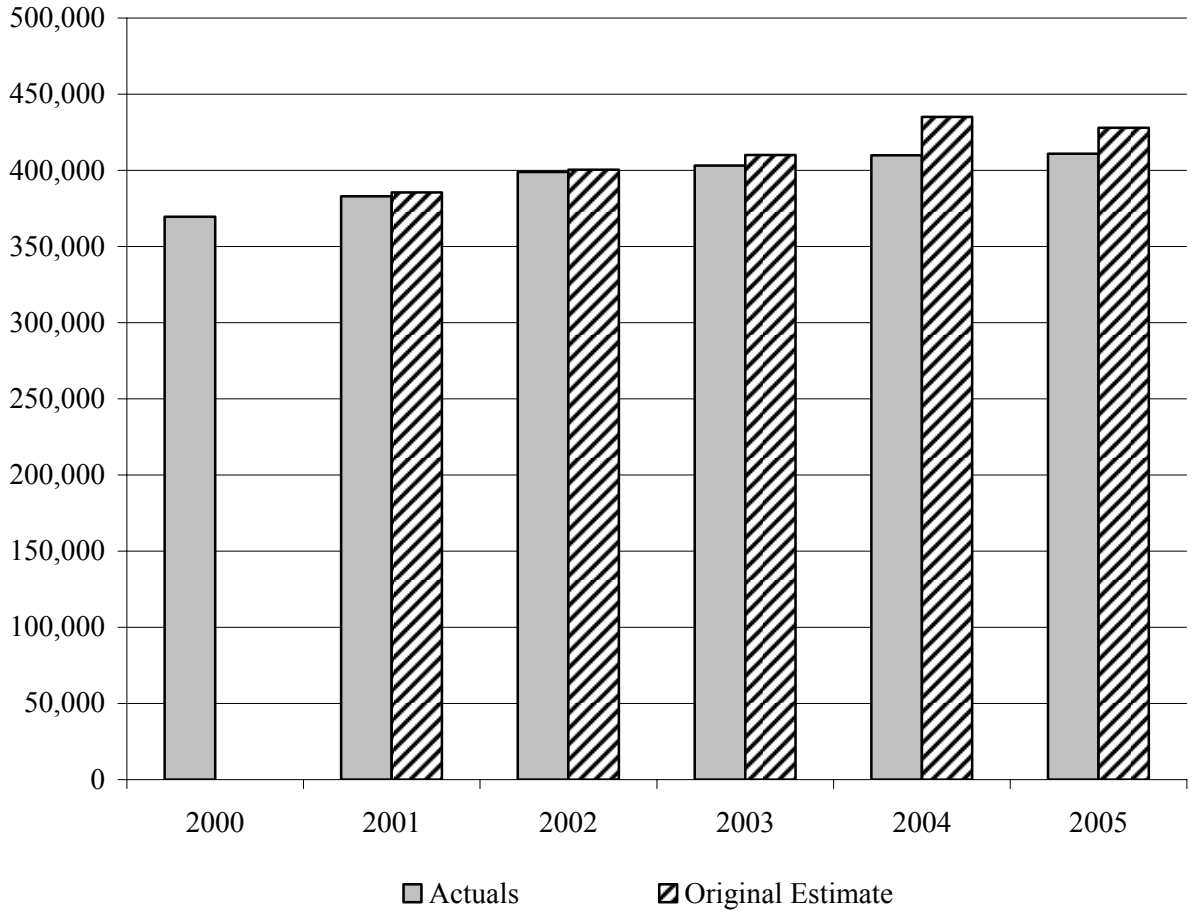
MDOT System Preservation Funding Levels
Fiscal 2000-2007



Source: Maryland Department of Transportation

Appendix 5

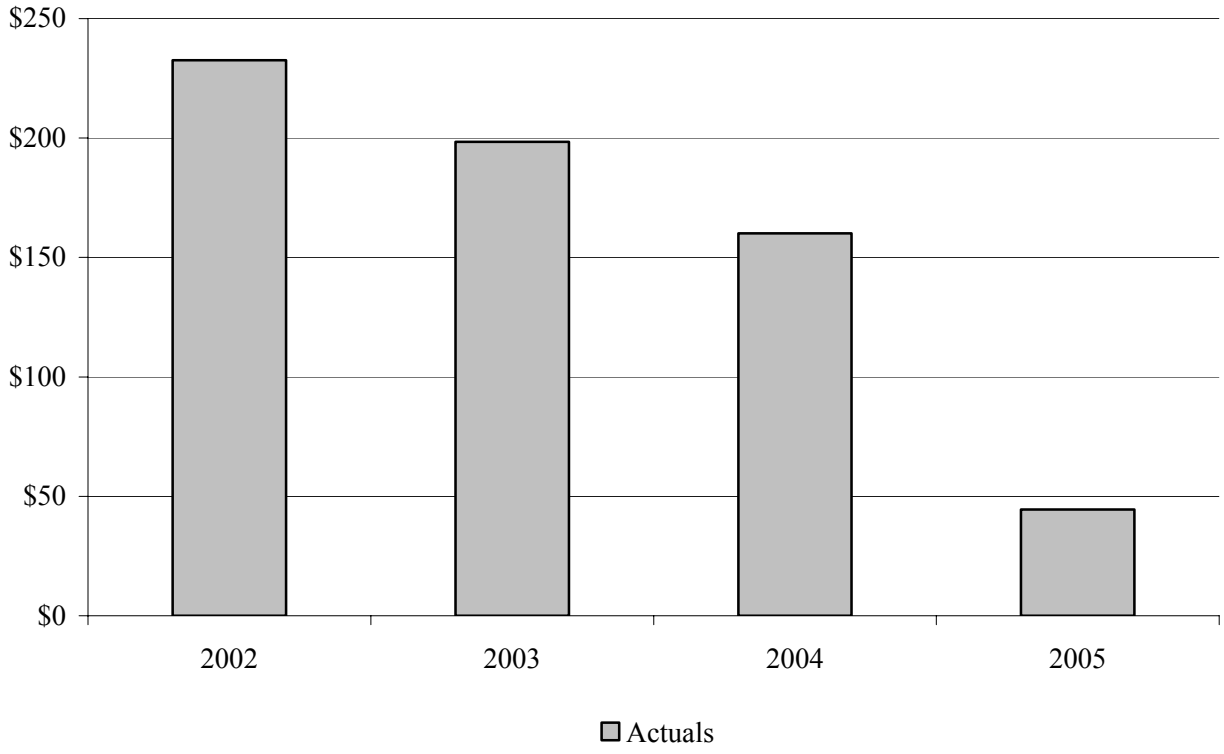
Total Acres Enrolled in Agricultural Preservation Districts
Fiscal 2000-2007



Source: Maryland State Budget

Appendix 6

Expenditures Approved for Rehabilitation Tax Credit
($ in Millions)



Source: Department of Housing and Community Development

Report Card on State Managing for Results Comprehensive Plan Policy Area: Public Safety/Child Safety

Measure	What Is the Measure (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Traffic Fatalities	Traffic fatality rate per 100 million miles traveled (Calendar 2004)	1.17		
Firearm Homicides	Firearm Homicides per 100,000 population (Calendar 2004)	6.5	↔	
Adult Recidivism	Percent of offenders returned to the Department of Public Safety and Correctional Services supervision for a new offense within one year of their release from the Department of Correction (DOC) – all releases (Fiscal 2004)	23%	↔	
Prison Escapes	Number of inmates who escape from DOC facilities, Patuxent Institution, and Division of Pretrial Detention and Services facilities (Fiscal 2005)	5		
Walk-offs	Total number of inmates who walk off from DOC minimum security settings, prerelease, or alternative confinement settings (in aggregate)	165		
Substance Abuse Treatment for Offenders	Percent of Proactive Community Supervision cases closed where the offender had satisfactorily completed substance abuse treatment programs (Fiscal 2005)	38%		
Youth Violent Crimes	Violent arrest rate of youths between 15 and 17 years of age per 100,000 children	884	↔	

Report Card on State Managing for Results Comprehensive Plan

Measure	What Is the Measure? (Most Recent Data Point)	Maryland Outcome	Maryland Trend	Better/Worse Than National Avg.
Youth Recidivism	Percent of youth re-adjudicated or reconvicted within one year of release (Fiscal 2004)	25%	↔	
Youth Alcohol Use	The percent of 12th grade public school children who report using alcohol within the last 30 days (Fiscal 2004)	44.1%		
Youth Heroin Use	The percent of 10th grade public school children who report using heroin within the last 30 days (Fiscal 2004)	1.1%	↔	
Accidental Deaths	The rate of injury-related deaths due to accidents to children and youth between 0 and 19 years of age per 100,000 children (Calendar 2004)	11.0	↔	
Child Maltreatment	Percent of children with recurrence of maltreatment within six months of a first occurrence (Fiscal 2005)	8%	↔	
Child Support Collections	Percent of current support owed that is paid (Fiscal 2005)	62%		

	Moving in Favorable Direction	4
	Moving in Unfavorable Direction	2
↔	Static	7

Public Safety/Child Safety Summary

The statewide strategic plan tracks performance for 13 public safety/child safety measures. Little change in the State's performance since 2001 is reported for the majority of the measures (7). Outcomes for two measures (inmate escapes and inmate walk-offs) were worse in 2005 than in 2001 while improved performance was reported for four measures. Maryland's performance compares favorably to the nation for four of the seven measures for which comparable data are available.

Three of the measures focus on the core government functions of incarcerating criminals and protecting children from abuse and neglect. None of these measures are moving in a favorable direction. Inmate escapes and walk-offs have increased since 2001, and the number of children experiencing a recurrence of maltreatment within six months of State intervention remains unchanged at 8 percent. While the growth in inmate escapes and walk-offs coupled with the recent surge in violence within the State's correctional facilities is alarming, the actual numbers remain minimal with five escapes and 165 walk-offs occurring in fiscal 2005.

Many of the remaining public safety/child safety measures focus on the behavior of adults and adolescents (adolescent alcohol and heroin usage, firearm homicides, youth violent crimes, etc.). Changes in performance in these areas are impacted by a range of factors many of which are beyond the direct control of State government. For the most part, little change in these outcomes is noted since 2001.

Adolescent behavior as measured by heroin and alcohol use, the violent crime arrest rate, and recidivism is relatively unchanged since 2001. The only favorable trend is a slight decline in alcohol usage by 12th graders. While none of the indicators are moving in an unfavorable direction, adolescents in Maryland are more likely than their peers across the nation to report heroin usage and experience an arrest for a violent crime.

About one-quarter of adults and adolescents will re-enter the correctional or juvenile justice system within a year of their release. Over the last four years, the State has sought to improve recidivism rates for adults through the Reentry Enforcement Services Targeting Addiction, Rehabilitation, and Treatment (RESTART) and adolescents in the custody of the Department of Juvenile Services by bolstering mental health screening and services and educational programming. The fiscal 2007 budget contains $4.1 million for pilot RESTART sites and $5.6 million to enhance educational and mental health services provided by the Department of Juvenile Services. If these investments are successful, lower recidivism rates should be reported over the next few years.

Public Safety/Child Safety Measures Generally Static

	Number of Measures
Moving in Favorable Direction	4
Moving in Unfavorable Direction	2
Static	7

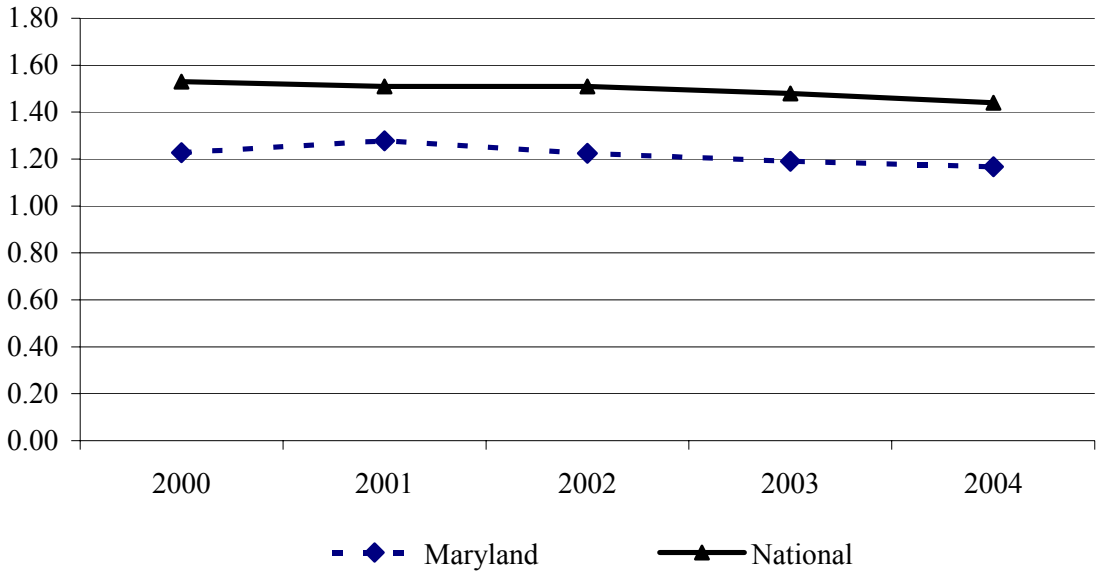
Traffic Fatality Rate

- The traffic fatality rate is the number of collision-related deaths per 100 million miles traveled. A death is considered a fatality related to a collision if the injured person dies within 90 days of the accident. The number of vehicle miles traveled annually on Maryland roads is calculated by the State Highway Administration.

- Maryland's traffic fatality rate has fallen approximately 8.6 percent from 2001 to 2004. This compares favorably to the national decline in fatalities of 4 percent in that same time frame.

- One factor contributing to Maryland's results is seatbelt usage. It was estimated that 88 percent of motorists in Maryland wore seatbelts, compared to 80 percent nationwide. The states with the highest fatality rates, Wyoming and Mississippi, have only secondary seatbelt enforcement laws.

Traffic Fatality Rate Per 100 Million Miles Traveled
Calendar 2000-2004



Source: National Highway Traffic Safety Administration

Firearm Homicide Rate

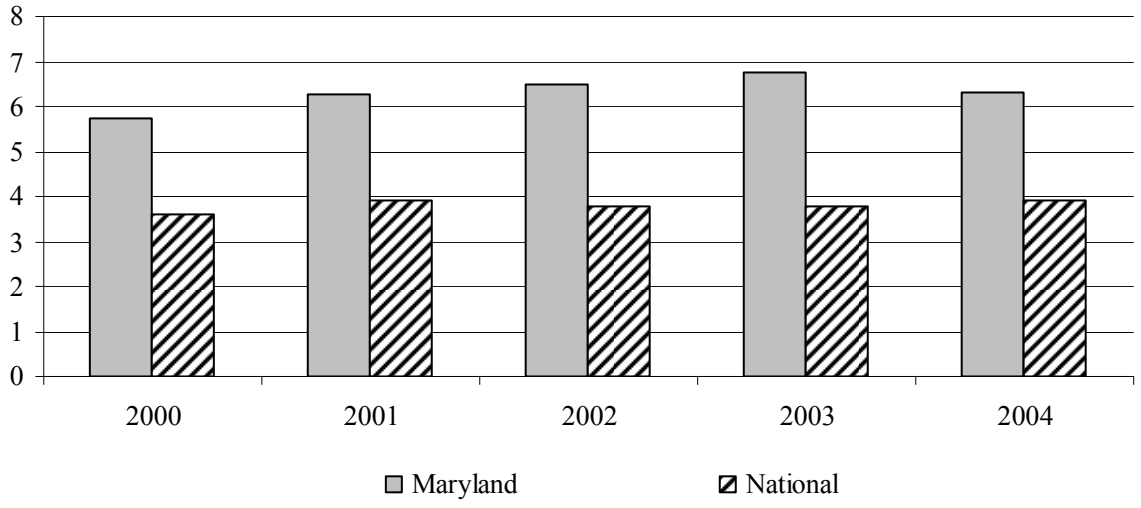
- Approximately 75 percent of all homicides in Maryland are committed using firearms (420 in calendar 2005). The second most common weapon is the knife, used in about 11 percent of homicides (65 in calendar 2005).

- According to the Federal Bureau of Investigation's 2004 *Uniform Crime Report*, Maryland ranks second in the nation for firearm homicide rate after only Louisiana. The other states in the top five are Pennsylvania, California, and Arizona.

- Of all murders in Maryland in 2005, the majority of the victims were African American (76.8 percent). Over half of the victims were between 18 and 29 years of age.

- Maryland is among the more urbanized states in the country. The states with the lowest homicide rates are in general considered rural states, such as Maine, North Dakota, Utah, and Wyoming.

Firearm Homicide Rate Per 100,000
Calendar 2000-2004



Source: *Uniform Crime Report*

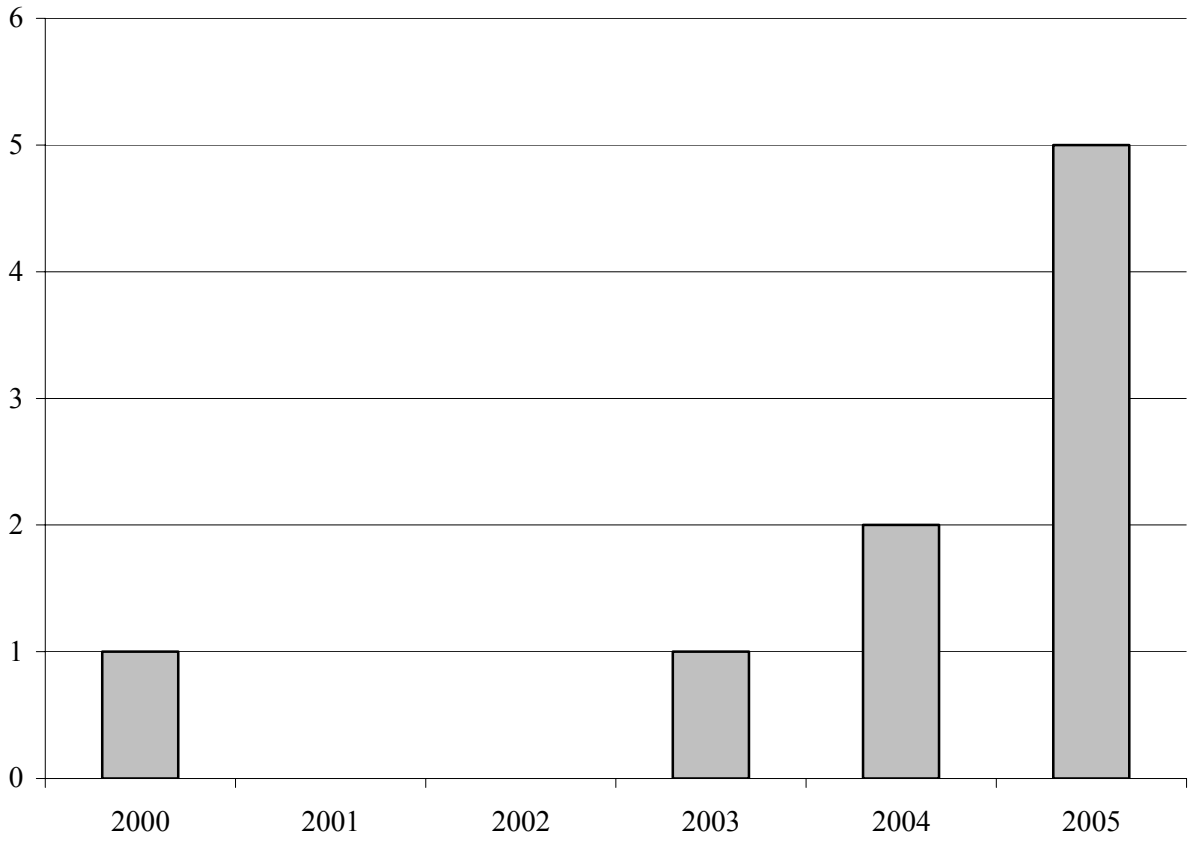
Escapes from Maryland Division of Correction Facilities, the Patuxent Institution, and the Division of Pretrial and Detention Services

- Escapes are unauthorized inmate departures from within the secure perimeter of any administrative, maximum, medium, or minimum security level facility and all inmate departures (regardless of security classification) while being escorted or transported in restraints.

- There have been no inmate escapes from the Patuxent Institution since 2000. However, inmate escapes within the Division of Correction (DOC) and Division of Pretrial and Detention Services have been steadily increasing since fiscal 2002. The majority of escapes occur in minimum or pre-release facilities, and the majority of escapees were male.

- In fiscal 2005, inmate escapes were at their highest with a total of five inmate escapes. Four of the five escapes occurred from facilities in Baltimore City; the other was from a facility located in Sykesville. Two of the five escapes were from minimum security institutions, one from the Baltimore Pre-Release Unit, and the other two escapes were from the Baltimore Central Booking and Intake Center within the Division of Pretrial and Detention Services.

Escapes from DOC Facilities, Patuxent Institution, and the Division of Pretrial Detention and Services
Fiscal 2000-2007



Source: Department of Public Safety and Correctional Services

Walk-offs from Minimum Security, Pre-release, and Alternative Confinement Settings

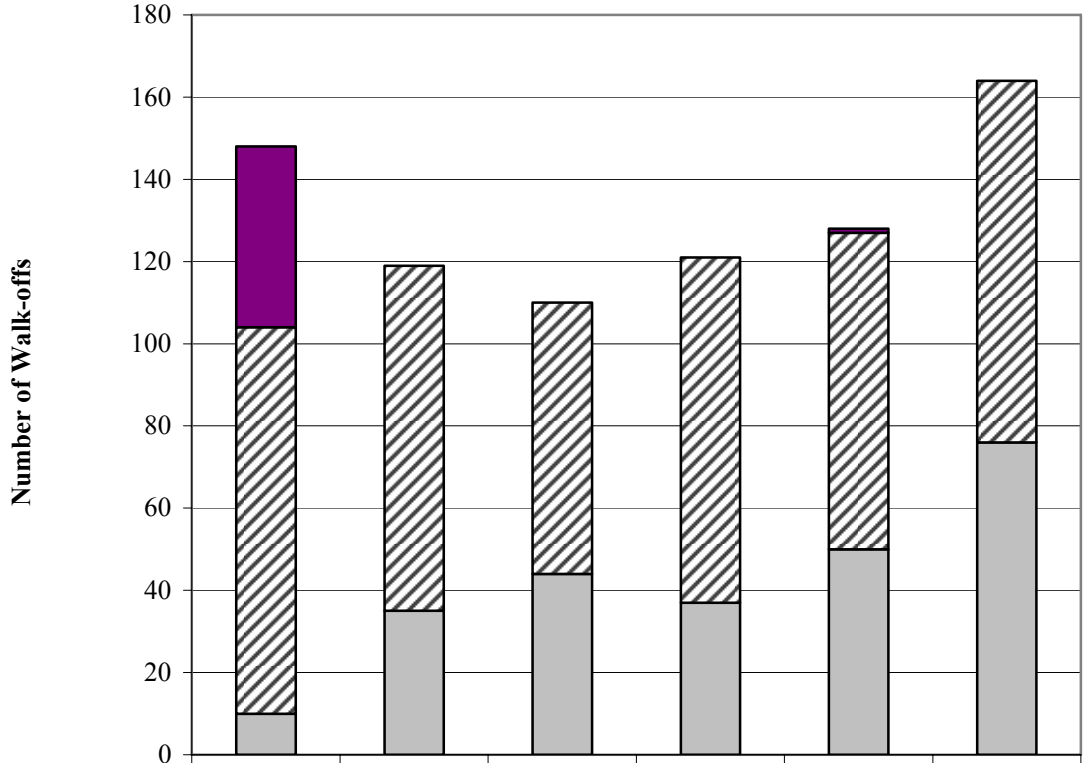
- Walk-offs are unauthorized inmate departures from pre-release security level facilities and include inmates classified as minimum or pre-release security who depart while in the community, without restraints, with or without supervision.

- Although the number of inmate walk-offs in fiscal 2003 was 19 percent less than the fiscal 2000 level, it was at this point that the number of inmate walk-offs began to rise from its 2002 low of 110 total walk-offs. More recently, the total number of walk-offs in fiscal 2005 was 17 more than the fiscal 2000 base comparison of 148, even though the Managing for Results objective is to maintain walk-off rates at least 10 percent below the fiscal 2000 levels.

- Consistently since fiscal 2000, the majority of all walk-offs occur within pre-release and alternative confinement facilities. In fiscal 2003 and 2004, 90 percent of all walk-offs occurred within the Baltimore City and Jessup/Baltimore Metro regions. That figure dropped to 80 percent in fiscal 2005, while the Hagerstown and Eastern regions increased. These figures are consistent with the distribution of the prison population.

- A possible reason for the increase in inmate walk-offs since fiscal 2002 is, first, the overall increase in the prison population. An additional reason is that the disciplinary action that comes as a consequence of walking-off is not being seen as enough of a deterrent to inmates. In Baltimore City, for example, the average punishment for an escaped inmate is 30 to 60 days added to the end of the inmate's sentence or additional days of segregation. This may not be enough of a threat to keep inmates from walking-off and, therefore, has possibly contributed to the rise in the number of successful walk-offs.

Inmate Walk-offs by Security Setting
Fiscal 2000-2007



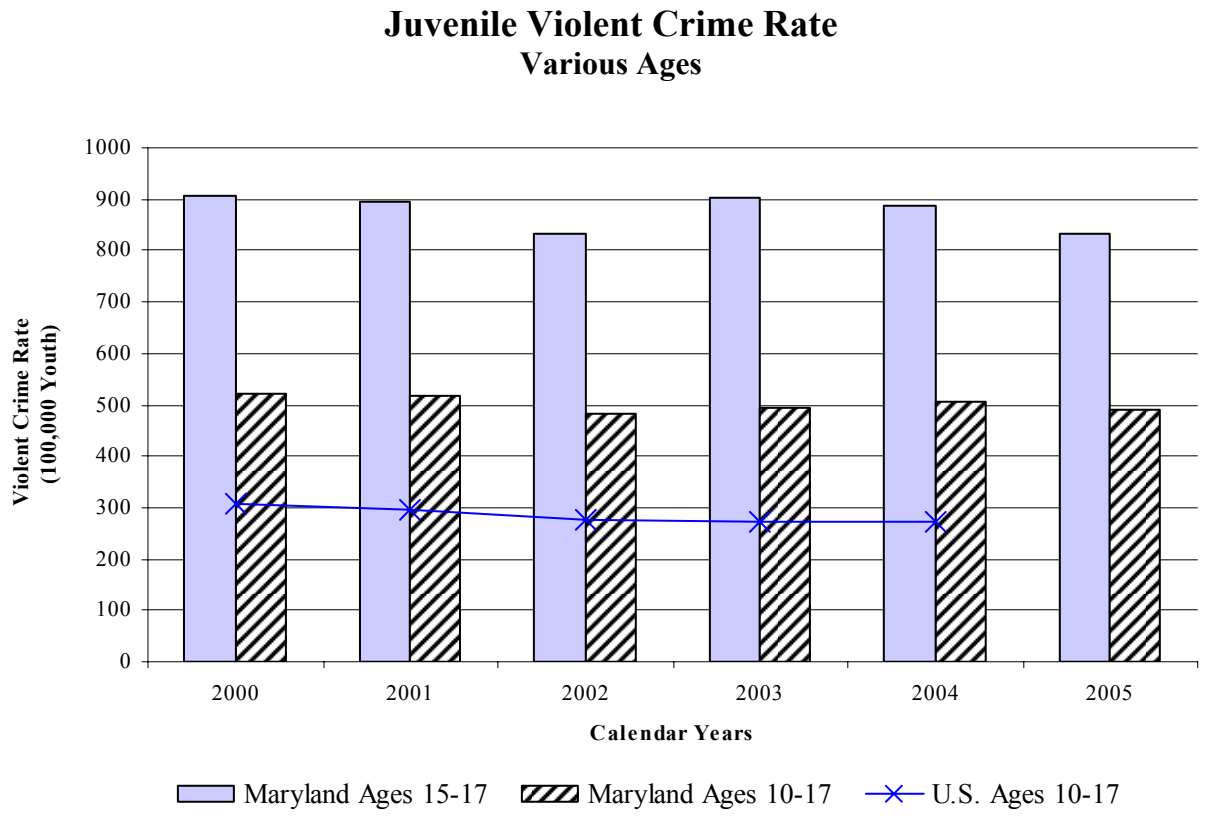
	FY 00	FY 01	FY 02	FY 03	FY 04	FY 05
Unidentified Walk-offs	44	0	0	0	1	0
Pre-release/Community	94	84	66	84	77	88
Minimum Security	10	35	44	37	50	76

Source: Department of Public Safety and Correctional Services

Juvenile Violent Crime Rate

- One common measure used to frame concerns about public safety is the violent crime rate. Violent crimes are identified as murder, manslaughter, rape, robbery, and felonious assault. In each case, a violent crime involves an element of personal confrontation between the perpetrator and victim. Maryland data is drawn from the annual *Uniform Crime Report* compiled by the Maryland State Police as well as U.S. Census population data.

- Maryland's Managing for Results (MFR) data provides the violent crime rate for youths aged 15-17. The Department of Legislative Services (DLS) typically provides the data for youths aged 10-17, the format also most often utilized at the national level. However, as noted, DLS has calculated the violent crime rate for ages 15-17.



Sources: Maryland State Police; U.S. Census Bureau; Office of Juvenile Justice Delinquency Prevention

- Although the MFR and DLS data for ages 15-17 are similar, there is some slight difference in two of the five common years shown – 2000 and 2003. However, the post-2001 trend is the same – a drop in violent crime rates between 2001 and 2002 followed by an increase between 2002 and 2003 and a subsequent drop. The available data in 2005 indicates a continuance of the downward trend.

- Interestingly, using age 10-17 data, the trend is similar to that for ages 15-17 until 2004, when the violent crime rate continues to increase, before falling in 2005.

- Caution must be used when comparing national and State data. National juvenile data is essentially a compilation of local data and reflects local attributes (for example, local policing standards, reporting standards, and policing priorities). Thus, while direct comparison of actual rates is of limited value, it is nevertheless interesting to look at broad data trends.

- As shown above, compared with the more widely used national data showing violent crime rates for ages 10-17, at the national level there has not been the same recent upward trend as in Maryland.

- No longitudinal national data for ages 15-17 is readily available, so no trend analysis for this age group can be performed.

- Although the juvenile violent crime rate has shown a relatively consistent relationship to the workload of the Department of Juvenile Services, it is not a good measure of the efficacy of the department's programs. Recidivism rates, also used in the State MFR Comprehensive Plan, are a better measure of those programs.

Youth Alcohol Use

- 12th grade Maryland public school students report using alcohol within the last 30 days less frequently than their peers across the country, and their usage appears to be declining.

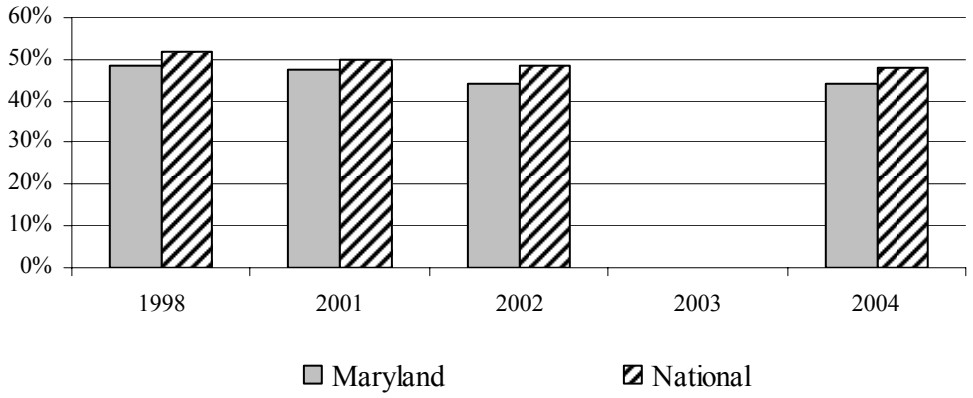
- Almost 50 percent of 12th graders in Maryland public schools reported using alcohol within the last 30 days in 1998 compared to 44 percent in 2004. Reported alcohol use by 8th and 10th graders in Maryland has also declined since 1998.

- 12th graders across the country have also reported a decline in alcohol usage since 1998, but they consistently report higher levels of usage than 12th graders in Maryland.

- Binge drinking appears common among Maryland 12th graders with 29 percent reporting they drank five or more servings on at least one occasion in the last 30 days.

- Female 12th graders were more likely than male 12th graders to report alcohol use with more than half of all female respondents reporting use in 2004 compared to about 45 percent of males.

Percent of 12th Grade Public School Children Who Report Alcohol Use within 30 Days
Calendar 1998 and 2001-2004



Source: Maryland State Department of Education

Youth Heroin Use

- Surveys indicate that about 1 percent of 10th grade public school students in Maryland used heroin within the last 30 days in 2004. Surveys conducted in 2001 and 2002 produced similar results.

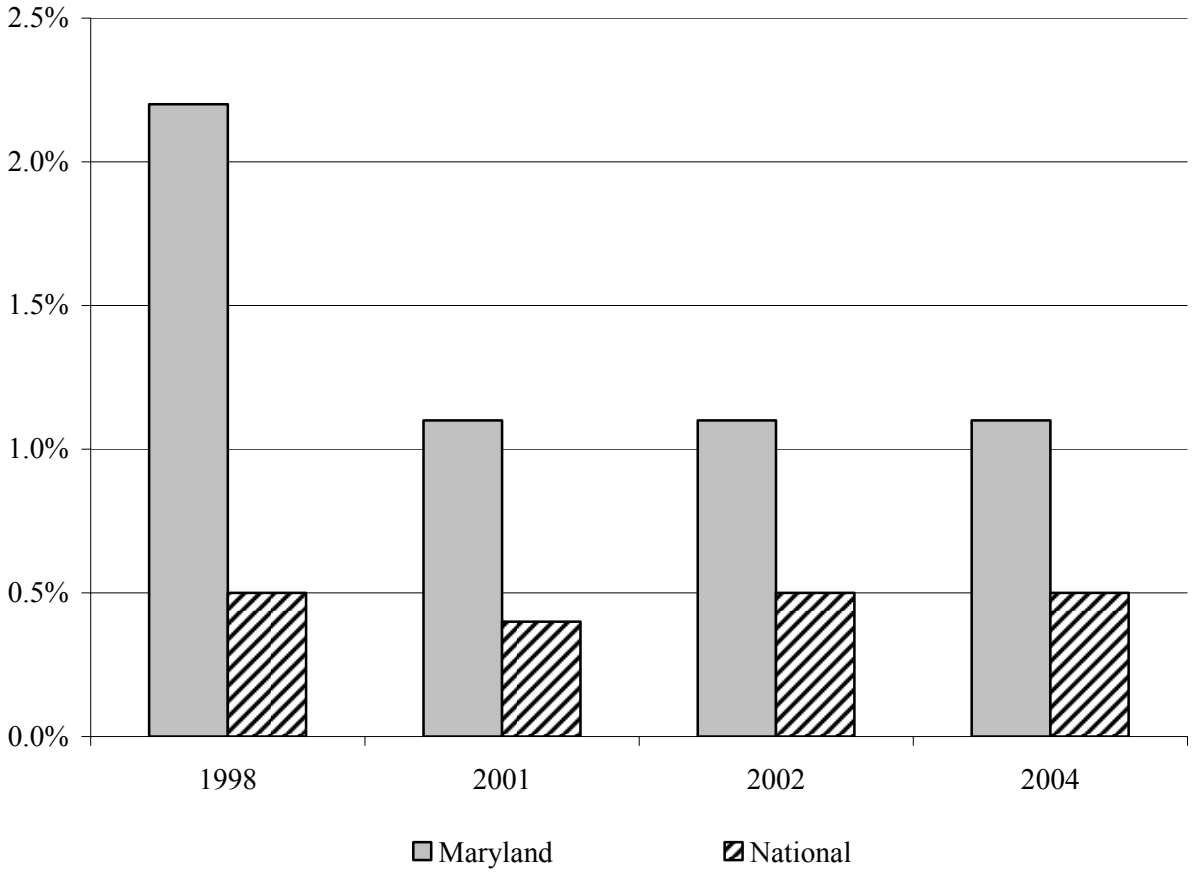
- Maryland students consistently report higher levels of heroin use than their peers across the county. In 2004, about 0.5 percent of students nationally reported heroin use compared to 1.1 percent in Maryland.

- Heroin usage as reported in the survey is down from a high of more than 2 percent in 1998. Similar declines in drug usage by 10th graders from 1998 to 2004 are reported for most forms of drugs, including crack, other forms of cocaine, designer drugs (*e.g.,* ecstasy), and marijuana. Marijuana remains the most commonly used drug other than alcohol with 31.4 percent of 10th graders reporting use within the last 30 days.

- Despite the favorable trends in drug usage, one in five 10th graders reported using at least one drug other than alcohol and tobacco within the last 30 days in 2004. This is down from more than one in four 10th graders in 1998.

- While 10th graders report using heroin less than in the past, they may simply be delaying usage until they are older. 12th grade public school students, responding to the same survey questions, reported an increase in heroin use from 1998 (1.1 percent) to 2004 (1.5 percent). Reported use of crack and other forms of cocaine by 12th graders remained relatively constant over the same period. Overall reported use of drugs other than alcohol and tobacco by Maryland 12th graders within the last 30 days declined slightly from 28.1 percent in 1998 to 26 percent in 2004.

Percent of 10th Grade Public School Children Who Report Heroin Usage within Last 30 Days
Calendar 1998, 2001, 2002, and 2004



Source: Maryland State Department of Education

Accidental Deaths to Children and Youth Aged 0-19

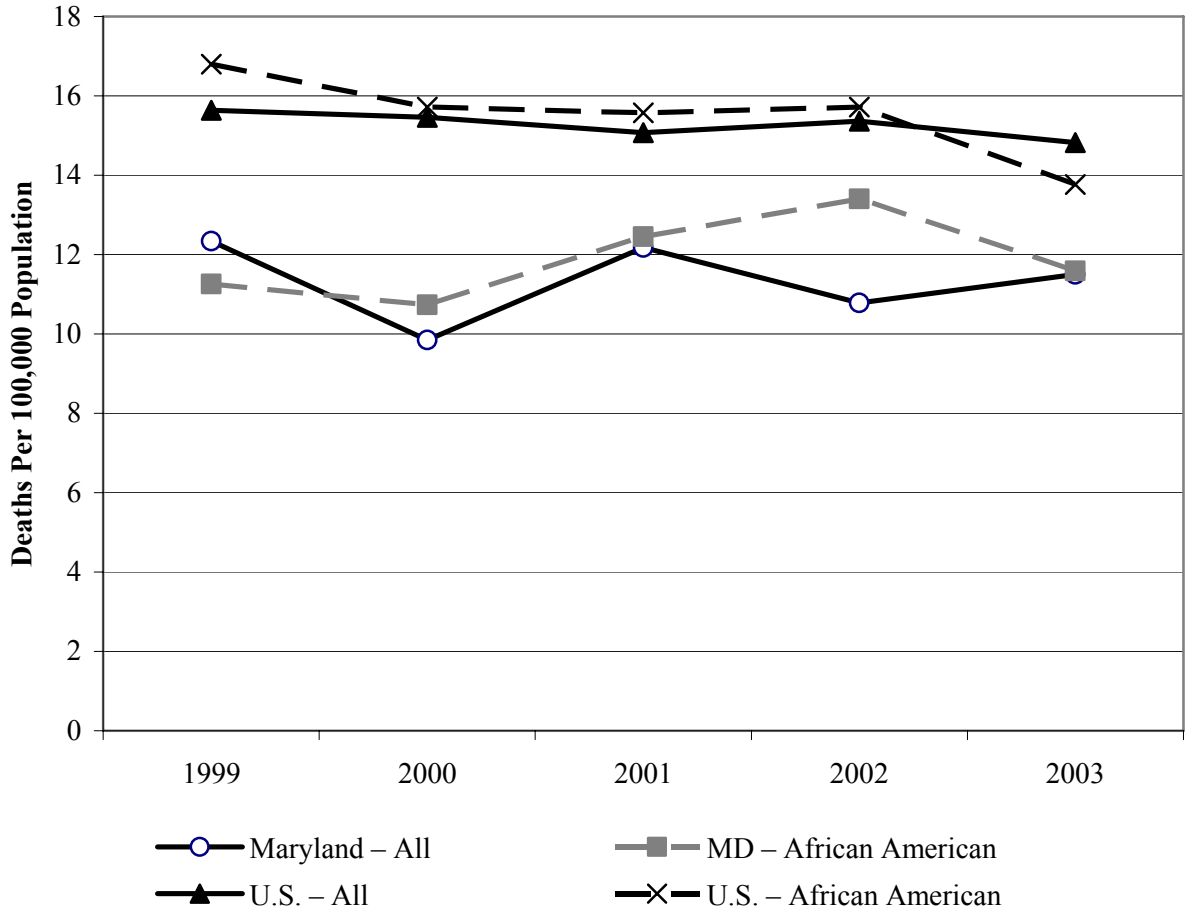
- From calendar 1999 to 2003, the rate of accidental deaths to children in Maryland, both for the population as a whole and for African American children, has been lower than the rate for the United States as a whole and the U.S. rates for African American children.

- In both Maryland and for the United States, motor vehicle accidents are the number one cause of accidental death for children aged 0-19. However, at both the State and national level, for children less than age 1, suffocation is the leading cause of accidental death followed by motor vehicle accidents.

- Rates of accidental death for African American children were higher than rates for all children at the national level in all but the most recent year for which data is available. Maryland's experience is somewhat mixed in this regard with the rate of accidental death for African American children lower than that of the population as a whole in one year, higher in two years, and approximately equal in two years.

- In Maryland, from calendar 1999 to 2003, there were more than nine times as many accidental deaths to children for the population as a whole due to motor vehicle accidents than due to the second leading cause (drowning). For African American children, there were almost five times as many accidental deaths due to motor vehicle accidents than due to the second leading cause (fire/burns).

Accidental Deaths to Children Aged 0-19
Calendar 1999-2003



Source: Maryland Vital Statistics; Centers for Disease Control and Prevention

Current Child Support Paid

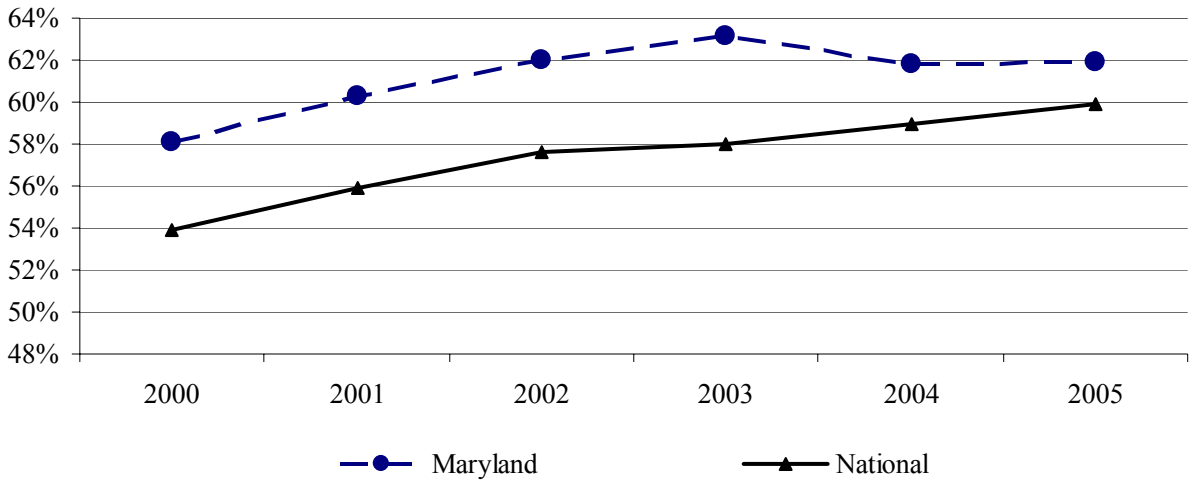
- For the past five years, Maryland's percent of current child support paid has been slightly above 60 percent, and this rate has consistently been a few percentage points above the national rate.

- The Department of Human Resources' (DHR) Child Support Enforcement Administration (CSEA) has an annual goal of improving the amount of child support collected by 1 percent above the previous year, and CSEA's long-term goal is to be collecting 80 percent of current child support.

- In fiscal 2007, DHR expects to achieve an annual goal of collecting 64 percent of current child support.

- Beginning in fiscal 2007, the Prince George's County child support enforcement office will commence an in-sourcing initiative, in the amount of $2.2 million, to provide a stable long-term workforce to function as child support workers to supplement nonprivatized child support operations, which could result in increased child support collections.

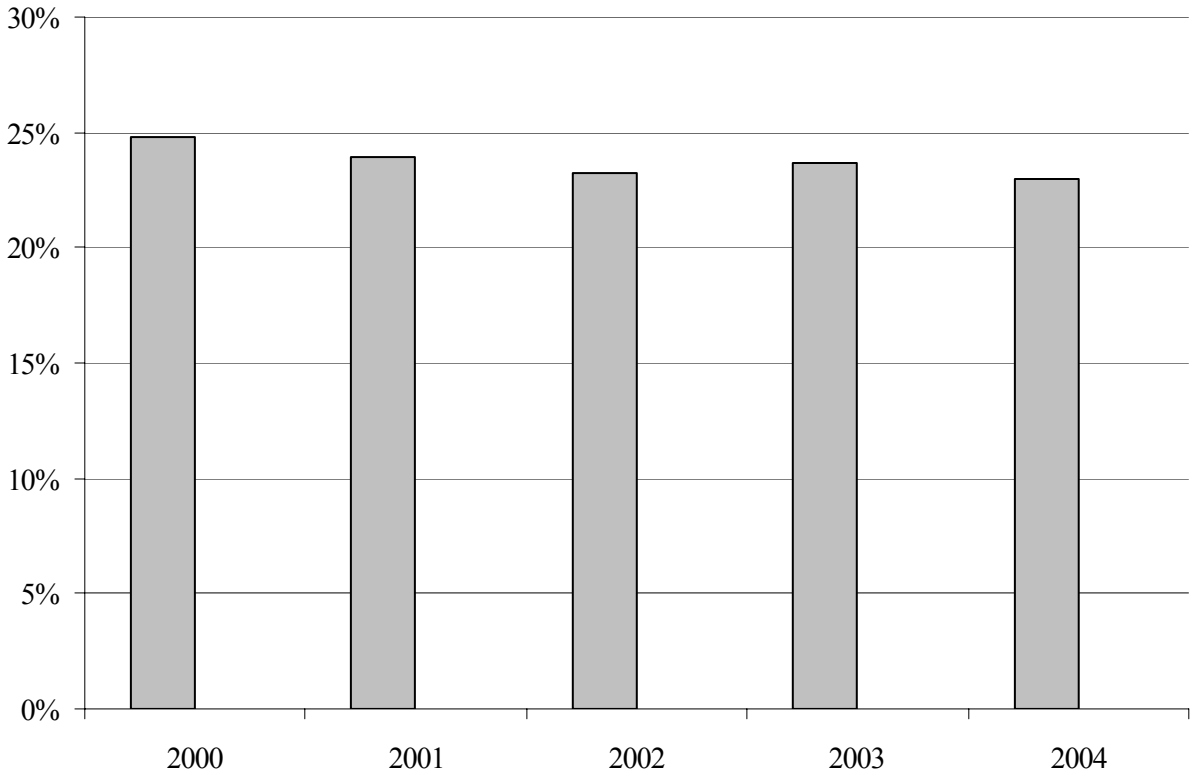
Percent of Current Child Support Paid
Calendar 2000-2005



Source: Department of Human Resources

Appendix 1

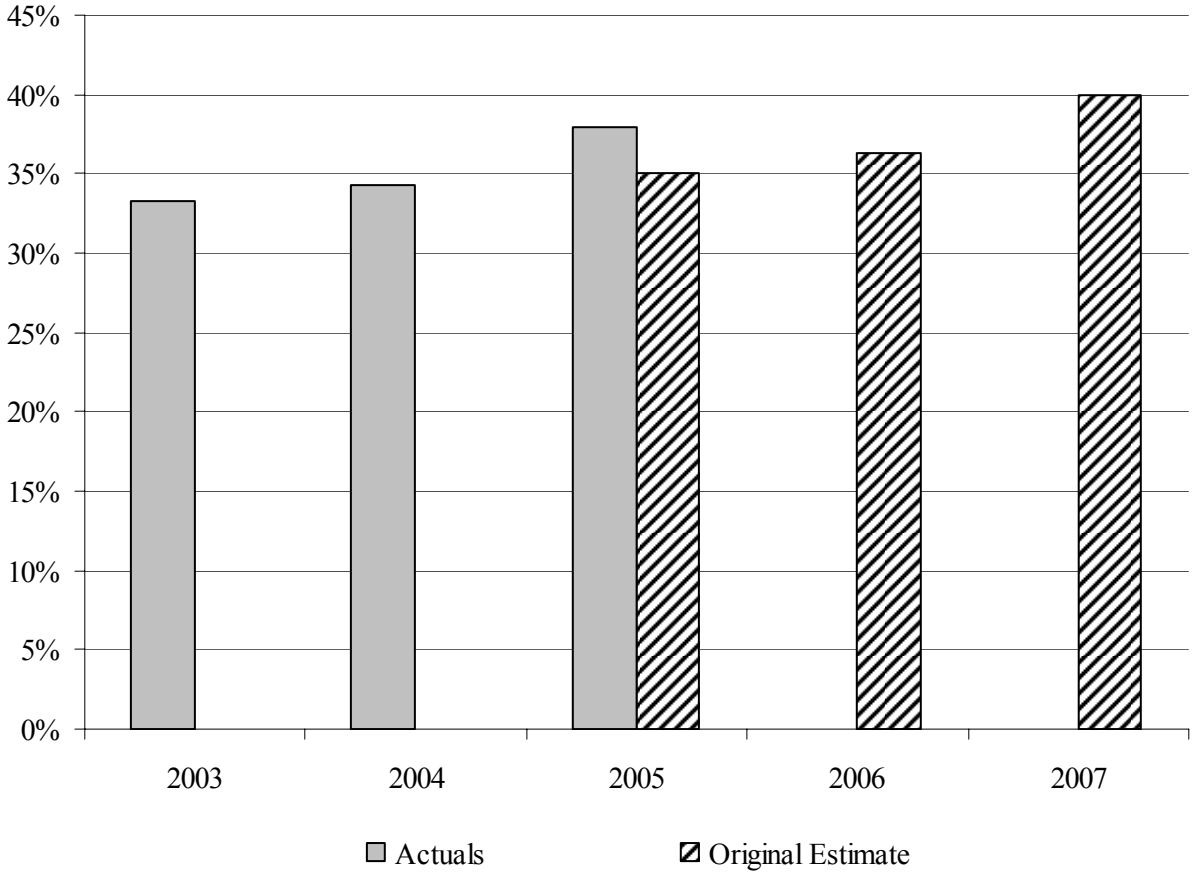
Percent of Offenders Returned to the Department of Public Safety and Correctional Services Supervision within One Year of Release from DOC
Fiscal 2000-2004



Source: Maryland State Budget

Appendix 2

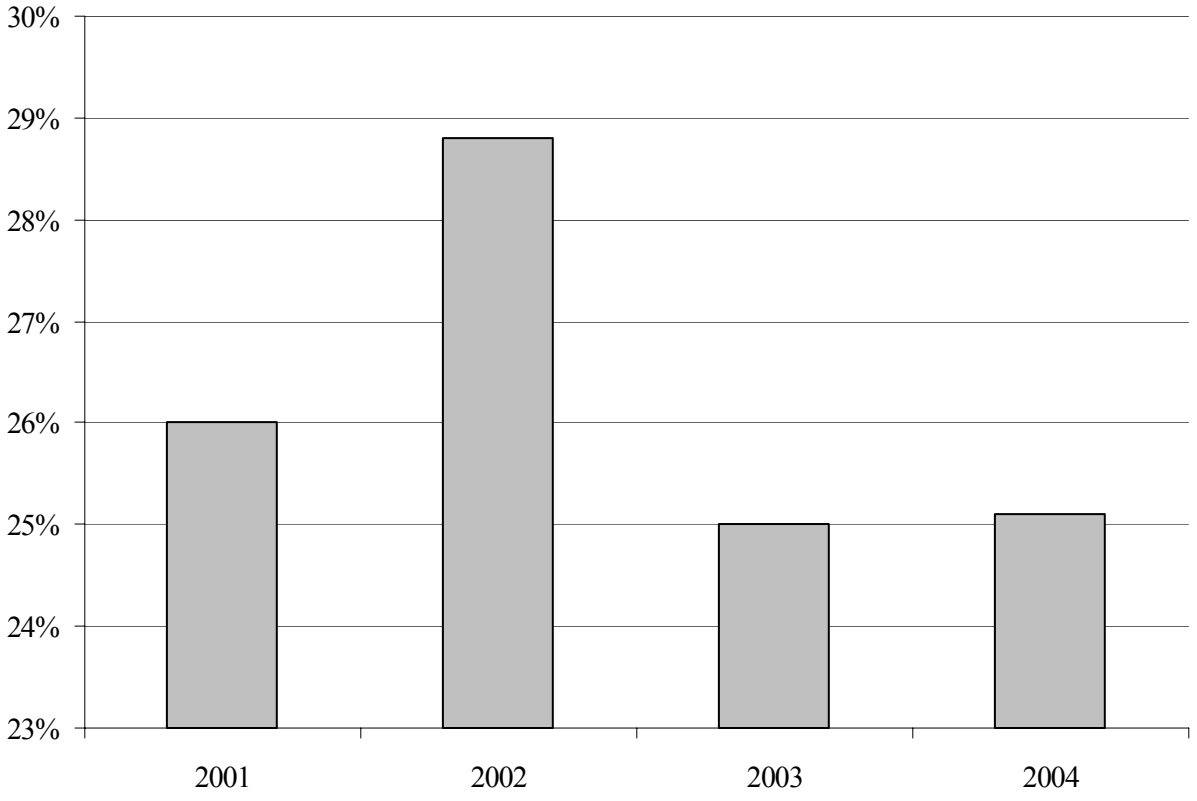
Proactive Community Cases Closed Where Offender Satisfactorily Completed Substance Abuse Treatment Programs
Fiscal 2003-2007



Source: Maryland State Budget

Appendix 3

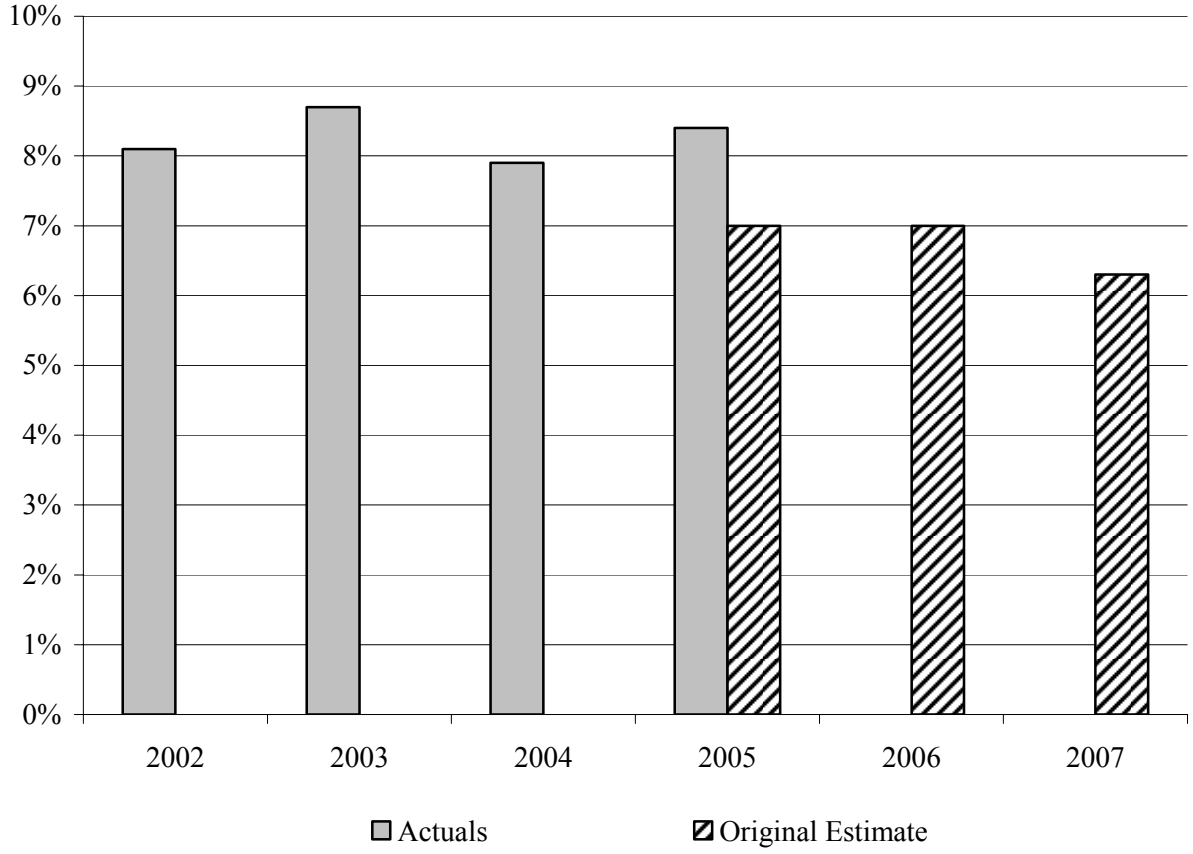
Juvenile Recidivism: Percent of Youth Readjudicated within One Year of Release
Fiscal 2001-2004



Source: Maryland State Budget

Appendix 4

Percent of Children with Recurrence of Maltreatment within Six Months of First Occurrence
Fiscal 2002-2007



Source: Maryland State Budget