

LEGISLATIVE PERFORMANCE AUDIT AND OVERSIGHT COMMITTEE MINUTES

August 27, 2024

The Legislative Performance Audit and Oversight Committee met on Tuesday, August 27, 2024 at 10:00 AM in the LOB Room 212.

Members in attendance were as follows:

Rep. Gerald Griffin
Rep. Lucy Weber
Rep. Keith Erf
Rep. Mary Jane Wallner
Sen. Cindy Rosenwald, Chair
Sen. Rebecca Whitley
Sen. Howard Pearl
Sen. Timothy Lang

The meeting was called to order by Senator Rosenwald at 10:00 AM.

VOTE ON ACCEPTANCE OF THE APRIL 29, 2024 MEETING MINUTES:

On a motion by Senator Lang, seconded by Representative Griffin, that the minutes of the April 29, 2024 meeting be accepted. **MOTION ADOPTED.**

STATUS OF ONGOING PERFORMANCE AUDITS:

Christine Young, Director of Audits, and Jay Henry, Supervisor of Performance Audits, provided the Committee with updates of ongoing performance audits:

- NH Commission for Human Rights – The Commission received a draft copy of the audit report on April 9th, and met with the LBA in May to discuss the report. Changes were made to the draft following new information received, and a new draft was sent to the Commission in June. A July 15th deadline has been set for auditee responses. Auditors were informed that the Commission’s executive director would not be returning to work until late August at the earliest due to an emergency. The audit is on pause until responses are received from the Commission.
- State Oversight of Special Education – The audit is currently halfway through fieldwork, and the audit team is drafting observations for completed portions of the work. Five observations have been sent to the department, and another set of observations is expected to be drafted by late September. The report is estimated to have over fifty observations, and a full draft is not expected to be completed until early 2025, at the earliest.

- Education Freedom Account Program – The scope statement has been drafted and was presented by Paige Lorenz, Performance Audit Manager, for your consideration and approval. Paige Lorenz reviewed the scope statement with the Committee. The audit period is for State fiscal years 2022-2024 but may go beyond this if needed to meet audit objectives. A report is expected to be presented to the Fiscal Committee in spring 2025.

Scope limitations were discussed. The Committee expressed their concerns and asked if the LBA is unable to comply with statute, given the limitations set in place by the Department of Education. Paige Lorenz stated the auditors will move forward with the audit plan and request what is needed for the audit. The Department will inform the LBA as to what information is and isn't available for audit.

On a motion by Senator Lang, seconded by Representative Weber, the scope statement of the Education Freedom Accounts Program was proposed for approval. **MOTION ADOPTED.**

- Interplay between the DHHS Division of Children, Youth, and Families and the Bureau of Children's Behavioral Health when placing children out of state – An entrance conference was scheduled with the DHHS for July 31st, and shortly thereafter the auditors identified a federal lawsuit against the Governor and several DHHS officials. While the lawsuit relates to foster care placements - and not the juveniles placed in Tennessee - there could be some overlap. The LBA and DHHS believe that the audit and lawsuit could interfere with one another. As a result, the entrance conference was cancelled.

On a motion by Senator Lang, seconded by Senator Pearl, the topic Interplay between the DHHS Division of Children, Youth, and Families and the Bureau of Children's Behavioral Health when placing children out of state was suspended. **MOTION ADOPTED.**

- The Doorway Program – This audit is anticipated to begin in the next month or so, once staff is available. Representative Weber expressed a desire to see a scope statement before the end of the year.

SUSPENDED, TABLED, AND POTENTIAL AUDIT TOPICS:

No changes were made with regards to the following audit topics:

- DHHS Bureau of Elderly and Adult Services – will remain suspended
- DHHS Bureau of Developmental Services – remained on the list of potential audit topics.
- DHHS Contract Management – remained on the list of potential audit topics.

DATE OF NEXT MEETING AND ADJOURNMENT:

Next meeting is tentatively scheduled for the first week of December. Senator Rosenwald adjourned the meeting at 10:48 AM.

Sen. Cindy Rosenwald, Chair

**STATE OF NEW HAMPSHIRE
OFFICE OF LEGISLATIVE BUDGET ASSISTANT, AUDIT DIVISION**

**PROPOSED PERFORMANCE AUDIT SCOPE
THE DOORWAY PROGRAM**

In May 2024, the Fiscal Committee of the General Court approved a joint Legislative Performance Audit and Oversight Committee request to conduct a performance audit of the Doorway Program. The purpose of this audit is to evaluate the effectiveness of the program. We held an entrance conference to discuss the audit with the Department of Health and Human Services (DHHS) in September 2024.

BACKGROUND

The Doorway Program was established in January 2019 following approval of initial agreements by Governor and Council in October 2018. Approval was given to develop, implement, and operationalize a statewide network of regional hubs for opioid use disorder treatment and recovery services. The Doorway Program's purpose is to function as a single point of entry (i.e., a doorway) into a system to help those with an opioid use disorder (OUD) or other substance use disorder (SUD). Each doorway is contracted by the DHHS to provide treatment, support, and resources for prevention and awareness. Each doorway is located so that no resident is more than a sixty-minute drive away.

Core Services

The Doorway Program's core services include:

- screening and evaluation;
- treatments such as medication assisted treatment, which combines medication with counseling and behavioral therapies;
- preventative measures such as naloxone distribution, and
- long-term recovery support services.

In addition, the program also assists with access to recovery housing, workforce opportunities, and training and education.

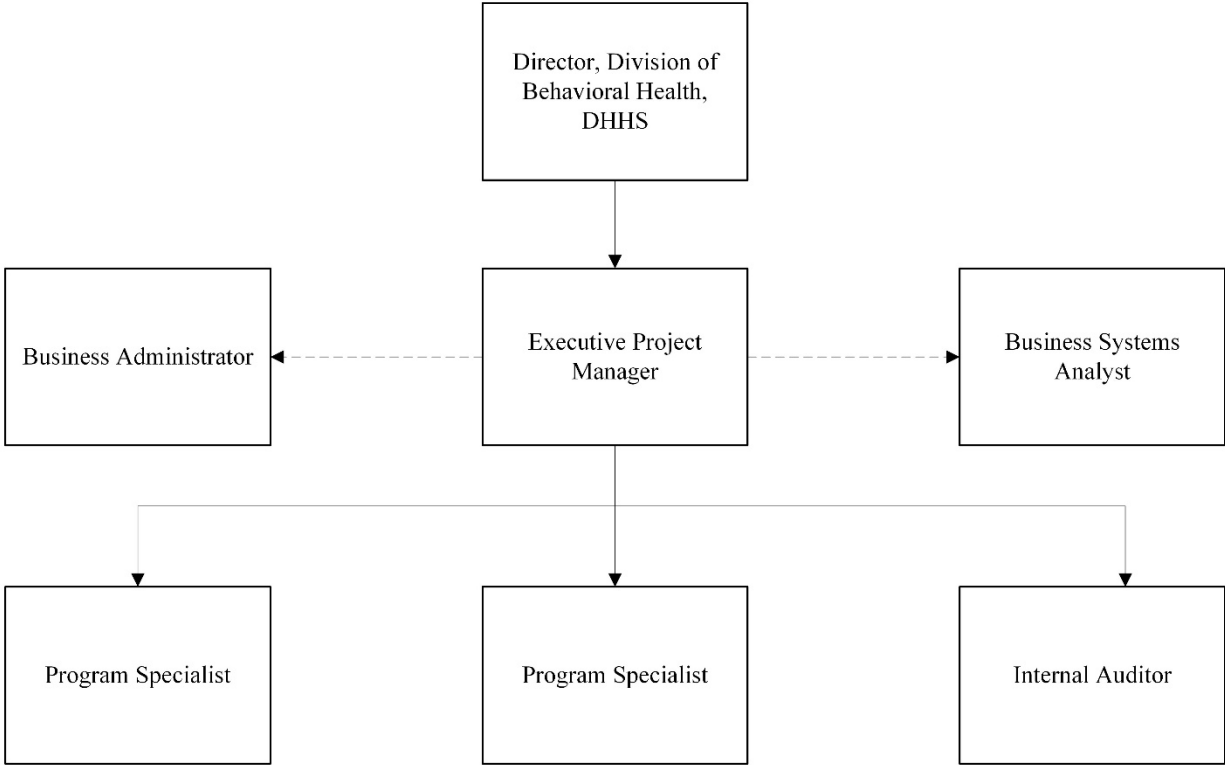
Structure and Locations

As of September 2024, Doorway Program staff consisted of six positions: an Executive Project Manager, two Program Specialists, a Business Systems Analyst, a Business Administrator, and a vacant Internal Auditor position. See Figure 1 for the staffing structure of the program.

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

Figure 1

**Doorway Program Organizational Chart,
September 2024**



Source: LBA analysis of Doorway Program staffing structure documents.

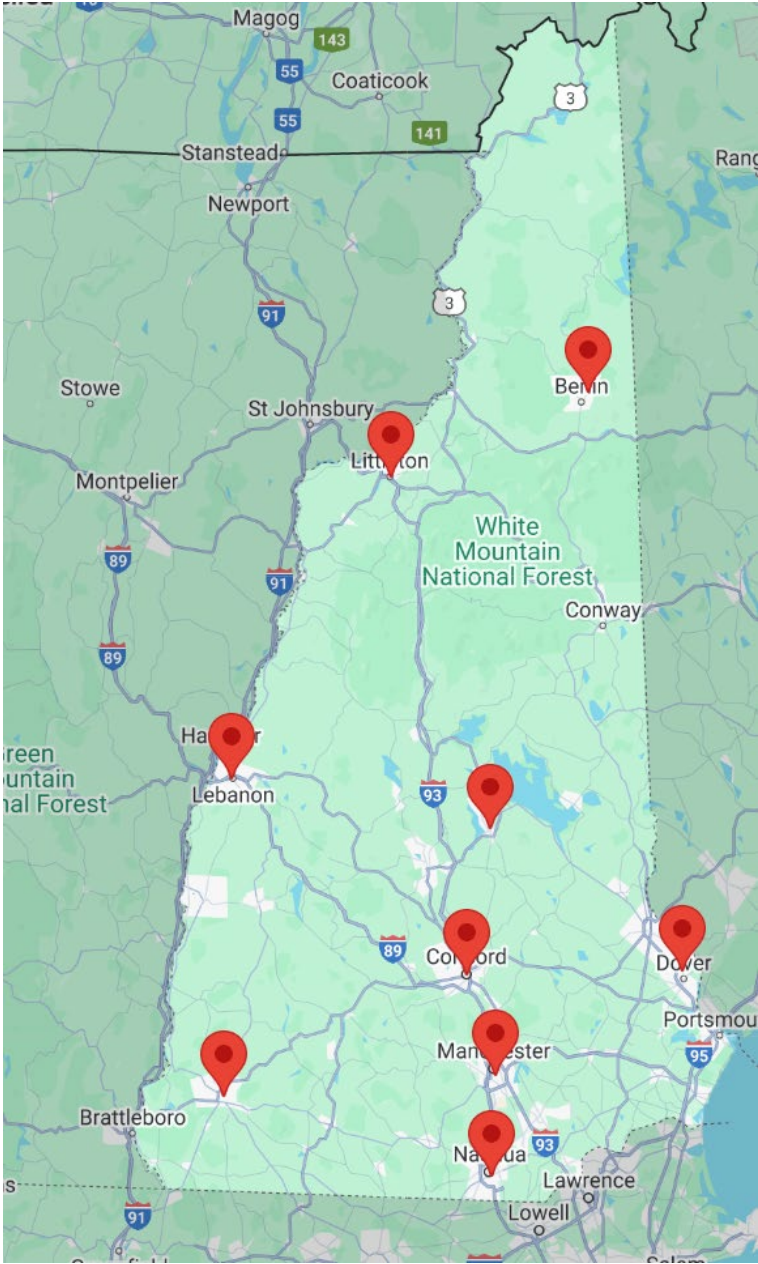
There are nine doorways located across the State in: Berlin, Concord, Dover, Keene, Laconia, Lebanon, Littleton, Manchester, and Nashua. See Figure 2 for a map of all doorway locations. The program utilizes a hub-and-spoke model for access and delivery of OUD treatment. Each hub, or doorway, is a regional hospital situated to ensure that no resident is more than a sixty-minute drive away. The program generally operates in-person weekdays from 8AM to 5PM, with 24/7 support offered by dialing 2-1-1, with some services available over the phone after hours. Beyond this, there is one extended doorway, located in greater Manchester, that offers 24/7 in-person services.

The Director of DHHS’s Division of Behavioral Health reported the Doorway Program is funded purely by federal moneys. Each site is reimbursed for costs, submitting monthly invoices based on costs incurred.

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

Figure 2

**Doorway Locations,
September 2024**



Source: LBA analysis of the Doorway Program website.

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

Role Of The Federal Substance Abuse And Mental Health Services Administration

The Doorway Program receives its funding from the State Opioid Response grant, which are discretionary funds from the federal Center for Substance Abuse Treatment (CSAT) under the Substance Abuse and Mental Health Services Administration (SAMHSA). The purpose of the grant is to address escalating opioid use, OUD, and opioid-related overdoses across the nation. Eligibility for the grant is limited to single State agencies and territories. SAMHSA requires that recipients of the grant implement effective prevention, harm reduction, recovery support services, in addition to treatment services.

Data collection and reporting by federal grant recipients is mandated by the 2010 Government Performance and Results (GRPA) Modernization Act. To comply with GPRA, the Doorway Program utilizes the CSAT GPRA data collection tool – known as “the GPRA Interview” – to gather information on those seeking services at the points of intake, three- or six-months following intake, and at discharge. The data is used by SAMHSA to report to the United States Congress on program effectiveness.

Revenues and Expenditures

Table 1 shows Doorway Program revenues and expenditures for SFYs 2022-2024. During the three-year period, the program received \$76,005,571 in federal funds and spent \$76,005,571.

Table 1

**Program Revenues and Expenditures,
State Fiscal Years 2022-2024**

Revenues	State Fiscal Year			Total
	2022	2023	2024	
Federal Funds	\$27,828,094	\$23,546,980	\$24,630,497	\$76,005,571
Total Revenues	\$27,828,094	\$23,546,980	\$24,630,497	\$76,005,571
Expenditures				
Grants for Public Assistance	\$18,353,732	\$19,131,345	\$21,190,358	\$58,675,435
Contracts for Program Services	7,111,233	701,855	958,835	8,771,923
Interagency Transfers	1,276,709	293,078	332,642	1,902,429
Temporary Full Time Positions	407,270	353,308	405,754	1,166,332
Benefits	230,116	233,807	272,791	736,714
Other Expenditures	449,034	2,833,587	1,470,117	4,752,738
Total Expenditures	\$27,828,094	\$23,546,980	\$24,630,497	\$76,005,571

Source: LBA analysis of NH First Statements of Appropriation.

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

Program Metrics

Metrics are gathered on a monthly basis by program staff and are publicly available on the program’s website. Table 2 below represents a summary of relevant metrics for SFYs 2022 and 2023. Naloxone kits distributed, individuals served, the number of individuals seen, and new client calls increased over this span of time. The number of client evaluations and treatment referrals decreased.

Table 2

**Summary of Doorway Activity,
State Fiscal Years 2022-2023**

Program Metrics	State Fiscal Year		Percent Change
	2022	2023	
Naloxone Kits Distributed	19,393	26,820	38.3
Individuals Served	10,076	11,298	12.1
Individuals Seen	4,155	4,595	10.6
New Client Calls	7,390	7,649	3.5
Client Evaluations	2,969	2,894	(2.5)
Treatment Referrals	4,096	3,833	(6.4)

Source: LBA analysis of Doorway Program metrics.

Figure 3 shows the breakdown of the 8,640 clients seen by the Doorway Program during SFYs 2022-2023 according to treatment or support type needed. Approximately half of the clients seen (49.8 percent) were for opioid-related issues, alcohol issues were second at 27.0 percent, and all other issues accounted for 23.2 percent of the totals.

Earlier Program Evaluation

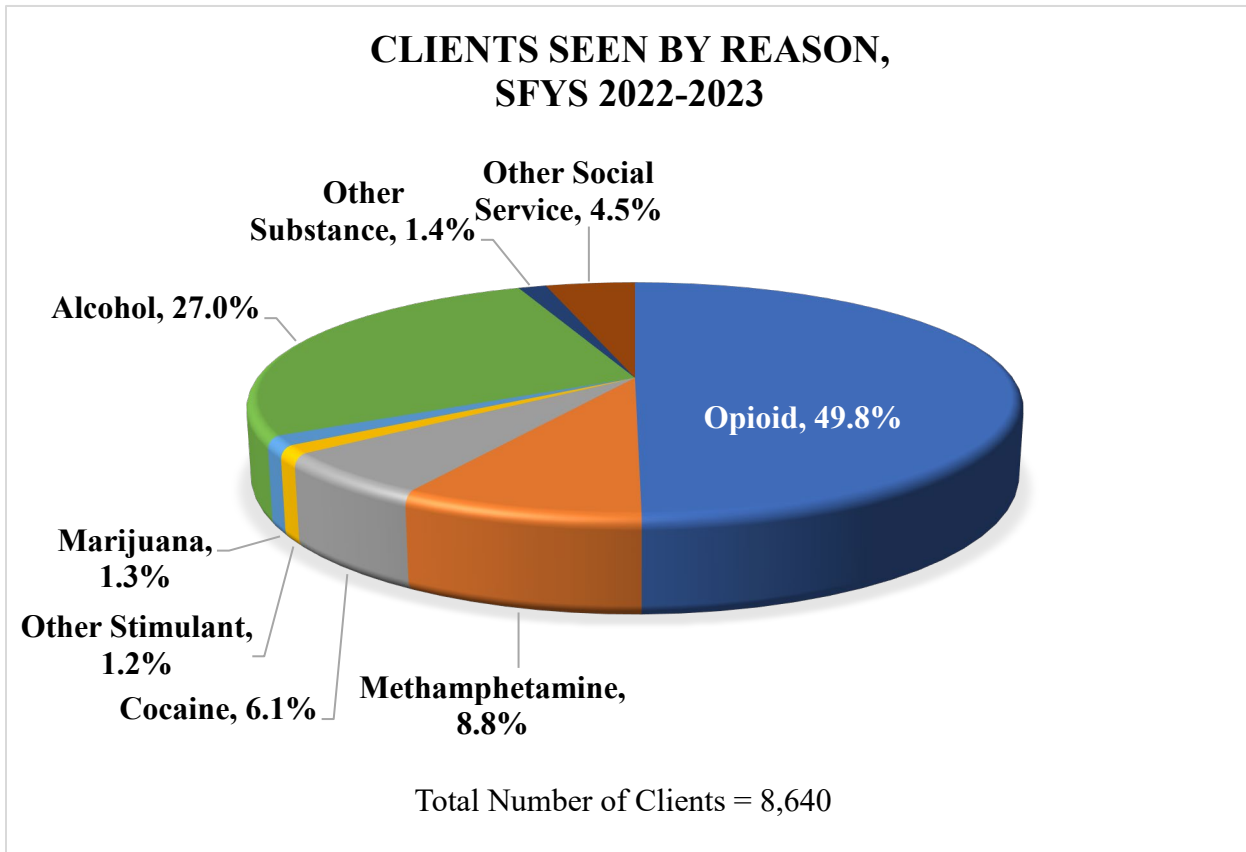
In September 2023, the Pacific Health Policy Group was contracted to conduct a program evaluation of the Doorway Program using data primarily from calendar year 2022. The report recommended improvements in the areas of system of care, quality monitoring, and financing and sustainability. Key recommendations included:

1. Standardize doorway model of care.
2. Define and align State priorities, initiatives, and incentivize collaboration.
3. Develop monitoring and performance improvement framework.
4. Standardize data collection and establish benchmarks.
5. Enhance third party revenue, including Medicaid.
6. Clarify Medicaid managed care organization obligations.
7. Centralize management of flexible needs fund.

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

- 8. Enhance State Opioid Response and Medicaid transportation.
- 9. Enhance access and utilization of DHHS respite services.
- 10. Enhance Medicaid authorities and multi-payer approaches.
- 11. Explore alternative delivery system models.

Figure 3



Source: LBA analysis of Doorway Program metrics.

AUDIT SCOPE

We will design the audit to answer the following question: **Did the Division of Behavioral Health effectively monitor the provision of the Doorway Program during State fiscal years 2022 through 2024?**

Our objectives will be to 1) determine the number of citizens directly participating in the program, 2) determine how long it takes for them to access services, and 3) evaluate the Division’s contract management and monitoring functions as they pertain to the Doorway Program. To address these objectives, we plan to:

**PROPOSED PERFORMANCE AUDIT SCOPE
DOORWAY PROGRAM**

- review relevant federal and State laws and rules;
- review contracts, policies, and procedures;
- identify and review evaluations of similar programs in other states;
- interview program management and staff;
- interview selected program providers and obtain perspectives from stakeholders;
- review program evaluations and required federal reports;
- determine program data reliability and analyze program statistics; and
- identify and compare Doorway Program practices to program monitoring, evaluation, and compliance best practices.

The audit period will be State fiscal years 2022 through 2024 (July 1, 2021 through June 30, 2024). We will examine managerial program controls and other relevant matters outside the audit period when they affect program operations during and after the audit period.

We anticipate completing this audit and presenting the final report to the Fiscal Committee in calendar year 2025.



MICHAEL W. KANE, MPA
Legislative Budget Assistant
(603) 271-3161

CHRISTOPHER M. SHEA, MPA
Deputy Legislative Budget Assistant
(603) 271-3161

State of New Hampshire

OFFICE OF LEGISLATIVE BUDGET ASSISTANT
State House, Room 102
Concord, New Hampshire 03301

CHRISTINE L. YOUNG, CPA
Director, Audit Division
(603) 271-2785

November 15, 2024

Legislative Performance Audit and Oversight Committee
The Honorable Cindy Rosenwald, Chair
State House
Concord, New Hampshire 03301

Dear Senator Rosenwald and Members of the Committee,

I am pleased to announce the National Conference of State Legislatures, through its National Legislative Program Evaluation Society, has awarded the LBA Audit Division with a 2024 Certificate of Impact for its 2021 performance audit of the Liquor Commission, Division of Enforcement and Licensing. This topic was initiated by the Legislative Performance Audit and Oversight Committee and provided the Liquor Commission with 47 observations and corresponding recommendations covering management, licensing, direct shipping, examinations, and enforcement functions.

For the award, the Audit Division was able to document: 1) interest by the Legislature and the public; 2) changes in statute made by the Legislature; and 3) improvements made by the Liquor Commission's Division of Enforcement and Licensing, including updates to rules, policies, and procedures. Besides being presented at a Fiscal Committee meeting, the report was also presented at a special joint meeting of the House Commerce and Consumer Affairs Committee and House Executive Departments and Administration Committee.

Significant LBA contributors to this report included Andrea Provost, Jonah Fjeldsted, Steven Grady, Jay Henry, and Stephen Smith. Not only does the award recognize the hard work of LBA auditors, but it also acknowledges actions taken by the Liquor Commission and the Legislature in response to the report's findings and conclusions, which demonstrates impact.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael Kane".

Michael Kane
Legislative Budget Assistant

Enclosure



NATIONAL CONFERENCE OF STATE LEGISLATURES

NATIONAL LEGISLATIVE PROGRAM EVALUATION SOCIETY

2024 Certificate of Impact

Presented to

New Hampshire Office of Legislative Budget Assistant, Audit Division

in recognition for its report that had significant impact on public policy

Liquor Commission - Division of Enforcement and Licensing

Darin R. Underwood, NLPES Chair