



MAYOR'S OFFICE OF  
**OVERDOSE RESPONSE**

# **BALTIMORE CITY OPIOID RESTITUTION FUND ANNUAL REPORT FY25**



**BRANDON M. SCOTT**  
MAYOR



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# LETTER FROM THE MAYOR

Dear Neighbor,

I often say that there is not a person in Baltimore who has not felt the impact of the overdose crisis. Throughout my lifetime, our city has been losing too many lives to preventable overdoses. We have been forced to say goodbye to many of our family members, friends, loved ones, and neighbors too soon.

As your Mayor, tackling this crisis has been, and continues to be, one of my top priorities. That is why my administration, under the leadership of our City Solicitor, has fought to hold opioid manufacturers and distributors accountable for their roles in fueling this crisis in Baltimore. And it is why I issued an Executive Order to guide the use of the hard-earned funds obtained in these lawsuits and help ensure that they are used to make the greatest impact on communities most affected by the overdose crisis.

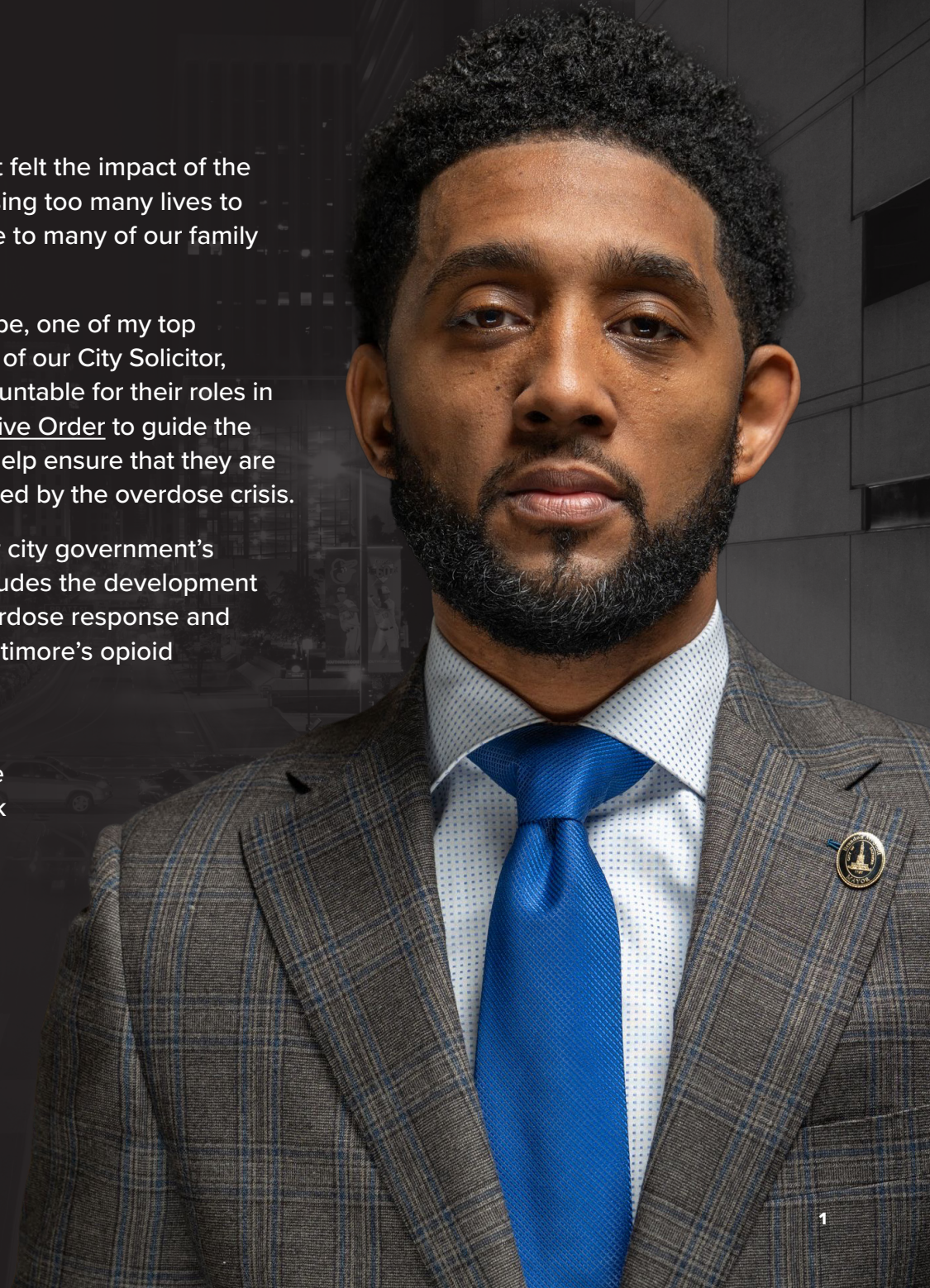
This report details the first year of progress and results of our city government's ongoing efforts to implement this Executive Order, which includes the development of a bold and evidence-based strategic plan for the city's overdose response and the standing up of a robust system for equitably investing Baltimore's opioid restitution funds back into our communities.

I am proud to share this work with you today. And although I recognize that the progress described in this report is just the beginning, I am confident that when all of us continue to work together, we will overcome the decades-long overdose crisis and build a city where each and every one of us can thrive.

In service,



Brandon M. Scott  
Mayor





# EXECUTIVE SUMMARY

The overdose crisis has had a devastating impact on Baltimore City, claiming lives, disrupting families, and reducing the quality of life. In 2023 and 2024, Baltimore City had the highest overdose death rate of any large city in the United States. Since 2014, more than 8,800 people have lost their lives to overdose.

In 2018, Baltimore City joined the State of Maryland and jurisdictions around the country in suing companies that were responsible for the devastating wave of addiction and overdose. In 2022, the City declined to join global settlements and opted to continue making the case against several companies on its own. As a result, the City has reached settlements and awards to date totaling \$579.9 million.

On August 29, 2024, Mayor Brandon M. Scott issued an [Executive Order](#), “Administration of Baltimore City Opioid Restitution Funds,” to provide a framework for the use of the opioid restitution funds. Since the Executive Order was issued, Baltimore City has established the foundation, strategy and rigorous systems for administering and monitoring the funds.

In Fiscal Year 2025 (FY25), key milestones were accomplished. The City:

- Launched the Baltimore City Mayor’s Office of Overdose Response (BCMOOR)
- Conducted a comprehensive Needs Assessment
- Released a citywide Overdose Response Strategic Plan
- Selected, swore in, and began convening members of the inaugural Restitution Advisory Board
- Executed the first grant from the Opioid Restitution Fund

In Fiscal Year 2025, which runs from July 1, 2024 to June 30, 2025, a total of four City Agencies—the Baltimore City Health Department (BCHD), BCMOOR, the Mayor’s Office of Recovery Programs (MORP), and the Law Department—received funds through a supplemental appropriation that was approved in March of 2025.

This report is the first annual report on the use of the Opioid Restitution Fund, as required in the August 2024 Executive Order. It covers activities in Fiscal Year 2025, a period of planning and building for the administration of this landmark funding opportunity.





## BACKGROUND

The overdose crisis claims lives, disrupts families, and reduces quality of life across Baltimore City. In 2023, Baltimore City had the highest overdose death rate of any large city in the United States with 1,043 people experiencing fatal overdoses.<sup>1</sup>

As a result of lawsuits brought against companies that were responsible for fueling Baltimore’s overdose crisis, to date, the City has obtained \$579.9 million in funds from its independent litigation, with certain cases still pending.

On August 29, 2024, Mayor Brandon M. Scott issued an [Executive Order](#), “Administration of Baltimore City Opioid Restitution Funds,” to establish a dedicated Fund for settlement proceeds and provide a framework for the use of the funds. This framework, described in greater detail below, includes a request for proposals process and funding recommendations provided to the Mayor for community grants from Baltimore City residents who sit on the Restitution Advisory Board, as well as the standard annual budget justification process City agencies participate in to receive funding.

This first annual report, one of the requirements outlined in the Executive Order, covers Fiscal Year 2025 (FY25) (July 1, 2024, to June 30, 2025). It details the use of FY25 Supplemental Budget ORF funding that was enacted on March 7, 2025, during this period. As detailed in the finalized [Transparency Plan](#), this annual report ensures transparency by sharing information related to opioid restitution funds financials, the decision-making process, and the impacts of investments.

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1. The City’s Strategic Plan and Goals are benchmarked to 2023 data.



# SECTION 1: FINANCIAL SUMMARY OF THE ORF TRUST

Mayor Scott’s Executive Order directed the City to establish a dedicated Trust to sustain the Opioid Restitution Fund (ORF) for 15 years and provided terms for the administration of the Trust and use of interest earned from the Trust.

As of June 30, 2025, the City’s awards and settlements total \$579,894,977. Totals from each settlement can be found in **Table 1**. The City received payments totaling \$206,473,094.37 and is awaiting additional payments from Teva in July 2025 and Walgreens by the end of the calendar year 2025. \$156,345,431.05 was allocated to litigation fees and expenses and was automatically deducted from payments before they were sent to the City.

**Table 1: Baltimore Settlement Totals as of June 30, 2025**

COMPANY	SETTLEMENT AMOUNT
Teva	\$80,000,000
Walgreens	\$80,000,000
Cardinal Health	\$152,500,000
Johnson & Johnson	\$25,000,000
Allergan	\$45,000,000
CVS	\$45,000,000
McKesson + Cencora (Trial + Abatement)	\$152,394,977*

*\*In June 2025, a Maryland Circuit Court Judge overturned an initial award of \$266 million in damages and reduced the amount to \$52 million in damages plus \$100 million in abatement funds). The City accepted this reduction in August 2025. McKesson has appealed this decision. The City will not receive funds until appeals are complete.*

## Fiscal Year 2025 Budget

As outlined in the Executive Order, ORF allocations for City agencies will be made during the regular budgeting process. The Opioid Restitution Fund was established during the middle of FY25, so a supplemental appropriation for the use of the Opioid Restitution Fund for immediate priorities was submitted. These immediate uses included establishing necessary staffing for oversight and management, issuing grants to named programs, and bolstering Baltimore City’s public health infrastructure. This supplemental appropriation totaling \$14,643,000 in earmarks was approved by the Baltimore City Council on March 7, 2025. Of this, \$526,152 has been spent. Totals of approved and expended funding for FY25 (as of June 30, 2025) are outlined in **Table 2** below.



**Table 2: FY25 Supplemental Approvals and Expenditures**

AGENCY & ACTIVITY	BUDGET	EXPENDED*	PERCENT EXPENDED
<b>Baltimore City Health Department:</b> During the announcement of the Executive Order the Mayor also committed \$20 million to support the sustainability and expansion of the City’s existing public health infrastructure.			
Planning costs for a replacement facility for the Westside clinic.	\$500,000	\$0	0%
Staffing and support costs for opioid response and recovery strategies.	\$2,000,000	\$140,489	6.5%
<b>Mayor’s Office of Recovery Programs</b>			
Additional positions to oversee grants awarded through the ORF	\$270,000	\$138,852	51.4%
Partial grant funding for programs named in settlement agreements	\$10,000,000	\$167,790	1.7%
<b>Mayorality (Baltimore City Mayor’s Office of Overdose Response)</b>			
Total	\$1,773,000	\$214,378.87	12.1%
Positions to provide direction and guidance regarding the City’s opioid response (salaries and personnel costs)		\$158,295.53	
Indirect costs /general operations		\$10,907	
RAB support and stipends		\$45,175.98	
<b>Department of Law</b>			
Funding to create two additional positions to oversee contract agreements with grant organizations.	\$100,000	\$0	\$0

*\*The City’s Department of Finance has classified the Opioid Restitution Fund as part of the Special Purpose Fund, which automatically carries forward any unspent funds from one fiscal year into the next.*



# SECTION 2: ADMINISTRATION & EXECUTION OF THE MAYOR’S EXECUTIVE ORDER

Mayor Scott’s Executive Order directed BCMOOR to develop and oversee a citywide overdose response strategy and designated MORP to provide grant management and oversight for awards issued from the Fund. Other provisions in the August 2024 Order include the composition and role of the Restitution Advisory Board (RAB), public reporting requirements, the duration and eligible uses of the Fund, and parameters for how funding decisions will be made.

Figure 1: Opioid Restitution Fund Decision-Making Process



## Baltimore City Mayor’s Office of Overdose Response

On February 12, 2025, Mayor Scott announced the hiring of Baltimore City’s Executive Director of Overdose Response to lead BCMOOR, which was newly established to coordinate the City’s response to the overdose crisis and oversee the City’s use of the ORF. In FY25, two Opioid Restitution Program Managers were hired as additional staff to support the office’s work. BCMOOR’s mission is to build a Baltimore City where people with behavioral health needs are supported, services are person-centered and the highest quality, and systems meet and respond to the community’s needs.



**MAYOR’S OFFICE OF  
OVERDOSE  
RESPONSE**

## Baltimore City Overdose Response Needs Assessment and Strategic Plan

Mayor Scott’s Executive Order directed the City to prepare an Overdose Response Strategic Plan, informed by a comprehensive citywide Needs Assessment, to guide the use of the ORF and the overdose response in Baltimore. BCHD led preparation of the [Needs Assessment](#), and BCMOOR led development of the [draft Strategic Plan for 2025–2027](#)—both of which Mayor Scott released on July 2, 2025.

In September 2024, BCHD began working on the Needs Assessment in conjunction with BCMOOR and Behavioral Health System Baltimore (BHSB) to understand data trends and perspectives from community members and key leaders. The needs assessment process included both quantitative and qualitative components. Quantitative data included publicly available data, internal data, and 217 responses from the public through an online Community Input Form. The Needs Assessment made five cross-cutting recommendations:

1. Address the worsening *inequities* in the City’s overdose crisis.
2. Dismantle silos and improve *connections* throughout systems of care.
3. Confront systems, policies, and practices that perpetuate *stigma* to reduce barriers to care.
4. Increase *access* to low-barrier services for substance use disorders across all neighborhoods.
5. Improve the *quality* of substance use services across the City.

These recommendations led to the foundation of the [draft Strategic Plan for 2025–2027](#) which lays out a roadmap addressing Baltimore’s overdose crisis. The draft Strategic Plan lays out 13 strategies and numerous associated activities for advancing these priorities, including through the use of the ORF, as part of an overarching goal of reducing fatal overdoses in Baltimore City



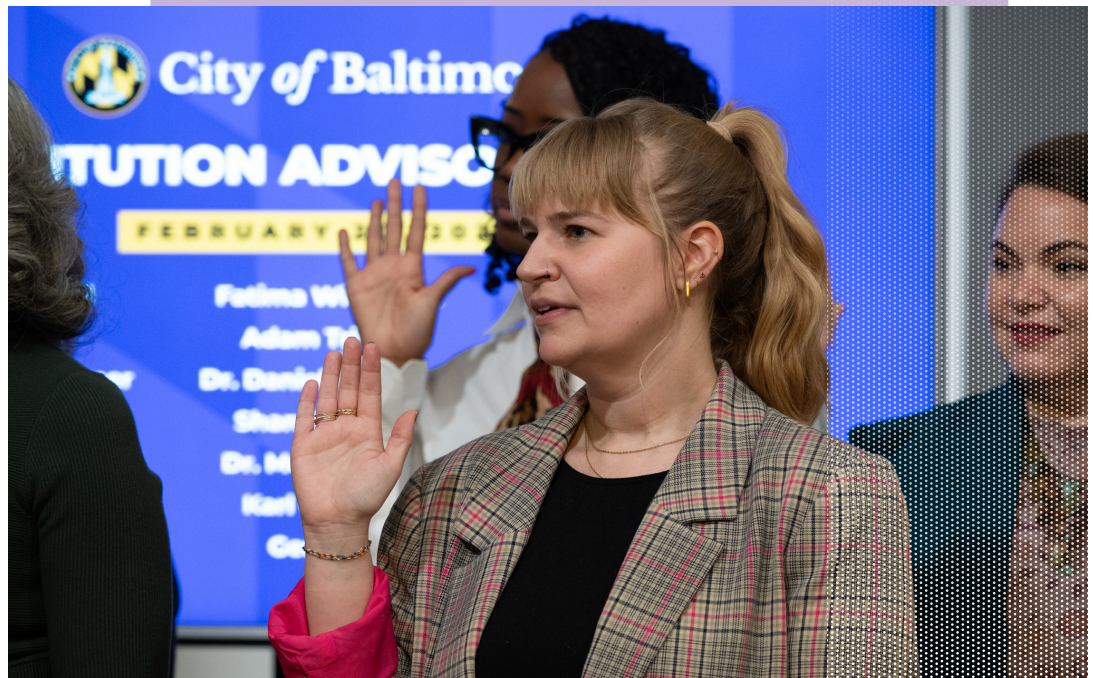


## Restitution Advisory Board

Mayor Scott's Executive Order established a Restitution Advisory Board of Baltimore residents to help guide the City's use of restitution funds.

The Restitution Advisory Board was to be comprised of Baltimore residents with a wide range of expertise on the overdose crisis, including people with living and lived experience, service providers, public health practitioners, and city and state officials. Restitution Advisory Board Members serve one-year terms and are eligible to reapply to serve up to three consecutive terms. More than 180 residents applied to serve on the Restitution Advisory Board.

On February 20, 2025, Mayor Scott swore in the Restitution Advisory Board. In FY2025, the Board held four monthly meetings and two ad hoc meetings. At these meetings, the Restitution Advisory Board developed processes for reviewing the Transparency and Accountability Plan and the Community Engagement Plan, received briefings on the Overdose Response Needs Assessment and Strategic Plan, and received regular updates about the status of litigation with opioid manufacturers and distributors and the citywide overdose response. The agendas and minutes from these meetings can be found on the [Restitution Advisory Board Meeting Records section](#) of the Opioid Restitution Fund webpage.





## Mayor’s Office of Recovery Programs

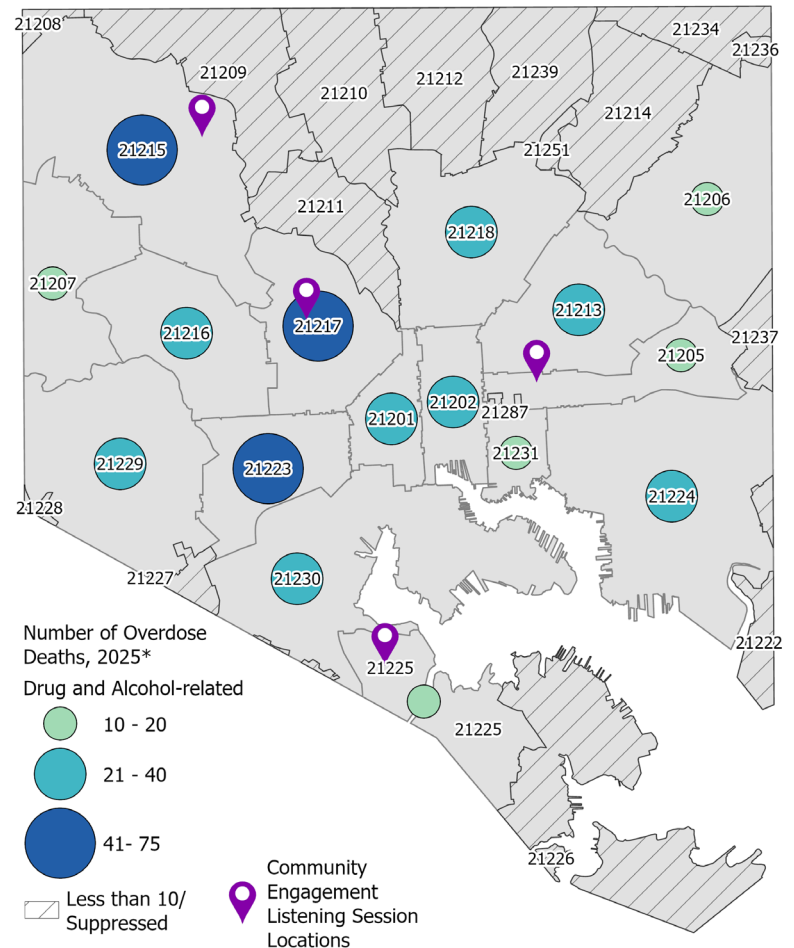
MORP was established in 2021 and is responsible for administering all aspects of the American Rescue Plan Act (ARPA), which provided \$641 million to the City of Baltimore through the State and Local Fiscal Recovery Fund in response to the COVID-19 public health emergency and its negative economic impacts. Based on this history of strong management and oversight of funds, the Mayor’s Executive Order outlines MORP to coordinate fiscal management and oversight over all opioid restitution fund grantees and programs approved by the Mayor. In February 2025, MORP hired a full-time project manager to support the administration of the ORF and a contracted accountant started in May 2025 to ensure appropriate financial oversight.

## Community Engagement and Advocacy

To obtain Baltimore City residents’ feedback on the draft Strategic Plan, BCMOOR convened four community engagement listening sessions in neighborhoods disproportionately impacted by the overdose crisis—Cherry Hill, Penn North, Park Heights, and East Baltimore—and published an online community input form. Feedback obtained during these community listening sessions and through the community input form will inform a finalized version of the Strategic Plan that will be released in FY26.

In addition, to ensure that the public could readily access information about the use of the ORF, Mayor Scott’s Executive Order also called for the City to release a Transparency and Accountability Plan. BCMOOR prepared a draft of this plan, which was released on December 17, 2024 and open for public comment until March 15, 2025. The [Transparency and Accountability Plan](#) was finalized and adopted on July 30, 2025. It includes expectations for information the City should include as part of its annual reporting on the use of the ORF.

Figure 2: Overdose Crisis Locations and Community Engagement Listening Sessions



\* Preliminary data for 2025 as of 2/9/2026. Source: Maryland Department of Health Overdose Dashboard. Only deaths that occurred in Baltimore City are included. The manner of death for included deaths are unintentional or undetermined. ZIP codes with less than 10 fatal overdose are suppressed. Created on 4/7/2026. Prepared by: Baltimore City Health Department. BALTIMORE CITY HEALTH DEPARTMENT



Mayor Scott's Executive Order also called for the City to release a Community Engagement Plan to help ensure that Baltimore City residents, including residents with substance use disorder, have regular opportunities to provide input on the use of the ORF and the citywide overdose response. BCMOOR prepared a draft of the Community Engagement Plan. It was released and available for public comment from December 17, 2024 to March 15, 2025. Public feedback was incorporated into an updated version of the [Community Engagement Plan](#). The finalized Community Engagement Plan was approved by the Restitution Advisory Board on July 30, 2025.





## **SECTION 3: FUNDING HIGHLIGHTS**

### **Baltimore City Health Department**

Following the Mayor's announcement of the Executive Order and allocation of \$20 million of City ORF to the health department, BCHD established an internal workgroup with representatives from across the agency to assess current provision of services, identify opportunities for the funds that strengthen core public health functions and to create a new division to address substance use disorder and the overdose crisis in Baltimore City. The use of funds will rely on existing prevention, harm reduction, treatment, and social needs efforts provided by BCHD.

Priorities for BCHD's ORF spending in FY25 included supporting the development of the Needs Assessment and creating key positions to support the new division. In FY25, five new positions were created to support the new division.

### **Department of Law**

The Department of Law's Division of Affirmative Litigation, which has overseen the City's litigation against opioid manufacturers and distributors, was allocated \$100,000 to add two attorney positions. These two positions are dedicated to continued opioid litigation, as well as litigation addressing other threats to public health and safety in Baltimore. In addition, these positions will assist in recouping opioid restitution funds not utilized pursuant to grant agreements as necessary.

### **Grant Awards to Programs Named in Settlements**

Of the \$579.9 million in awarded funds, \$87 million was required to be distributed to 22 programs. These decisions for the 22 named programs were made by the City and defendants during settlement negotiations and ultimately approved by a judge. The City is required by the terms of the settlements to distribute the agreed amounts to these programs. In FY25, \$10,000,000 was appropriated to MORP for grants to the named programs.

BCMOOR and MORP established a rigorous process to ensure that grant funding is spent appropriately. First, named programs submitted concept notes to propose activities for their grants. These concept notes were reviewed by BCMOOR, MORP and the Health Department. BCMOOR then conducted site visits to all 22 named programs to discuss concept notes, organizational activities and priorities and alignment with Baltimore City's overdose response activities. BCMOOR and MORP then developed application materials for the named programs.



All grant applications were required to be aligned with the City’s approved uses to address overdose and substance use disorder. These include primary prevention, treatment, recovery, harm reduction, and social determinants of health that redress or prevent other harm caused by the opioid epidemic. Grant application materials were shared with all named programs.

During FY25, MORP and BCMOOR reviewed application materials from several grantees, which will be approved in FY26. Grants are reviewed for alignment with best practices and City strategies and geographic coverage to ensure an appropriate mix of interventions to address the epidemic. As of June 30, 2025, one named program, Charm City Care Connection, finalized a signed grant agreement with the City.

**Table 3: Programs/Organizations and Their Corresponding Funding Allocations**

#	PROGRAM/ORGANIZATION NAME	ALLOCATED SETTLEMENT AMOUNT	SETTLEMENT
1	Baltimore Safe Haven	\$3,000,000	Cardinal Health
2	B-CORE	\$10,000,000	Walgreens
3	Bmore POWER	\$2,000,000	Teva Pharmaceuticals
4	Charm City Care Connection	\$5,000,000	Allergan
5	From Prison Cells to PhD	\$1,000,000	CVS
6	Healing City Baltimore	\$5,000,000	CVS
7	Helping Up Mission	\$5,000,000	Cardinal Health
8	HOPE Safe Haven	\$3,000,000	Cardinal Health
9	Law Enforcement Assisted Di-version (LEAD)	\$5,000,000	CVS
10	Marian House	\$1,000,000	Cardinal Health
11	Maryland Coalition of Families	\$1,000,000	Walgreens
12	Maryland Peer Advisory Council	\$2,000,000	Walgreens
13	More Than a Shop	\$2,000,000	Cardinal Health
14	On Our Own Maryland	\$1,000,000	Walgreens
15	Peer Navigators	\$5,000,000	Allergan
16	Penn North Recovery	\$3,000,000	Teva Pharmaceuticals



#	PROGRAM/ORGANIZATION NAME	ALLOCATED SETTLEMENT AMOUNT	SETTLEMENT
17	Roberta’s House	\$1,000,000	CVS
18	Tuerk House	\$5,000,000	Cardinal Health
19	Turnaround Tuesday	\$1,000,000	Cardinal Health
20	We Our Us	\$1,000,000	Walgreens
21	24/7 Outreach	\$15,000,000	Walgreens
22	988 Marketing and Outreach	\$10,000,000	(Walgreens-\$5M; Teva Pharmaceuticals-\$5M)
<b>TOTAL</b>		<b>\$87,000,000</b>	

### Charm City Care Connection Opioid Restitution Fund Program: \$5 Million Over 2 Years

Charm City Care Connection is a harm reduction organization that operates a drop-in center at 1214 N. Wolfe Street and conducts street-based outreach near the drop-in center in the Dundalk/Highlandtown area. Charm City Care Connection was named to receive \$5 million in a settlement between the City and Allergan Finance, LLC.

A grant agreement was signed between the City (acting through MORP) and Charm City Care Connection and received final Board of Estimates approval on April 2, 2025. MORP confirmed that Charm City Care Connection is a business in good standing with the State of Maryland prior to the finalization of the grant agreement. The grant agreement is for \$5 million through June 30, 2027. Charm City Care Connection received \$371,162 from this grant agreement in FY25.

With the opioid restitution funding Charm City Care Connection receives through its grant agreement, it will strengthen and expand its current drop-in center services, which include safer drug use supplies, wound care and hygiene supplies, food, laundry, showers, a clothing closet, therapeutic and educational activities (including support groups), and case management services. Charm City Care Connection will also develop its outreach services in West Baltimore.

Charm City Care Connection’s scope of work under its grant agreement is consistent with Baltimore City’s preliminary Overdose Response Strategic Plan. Specifically, Charm City Care Connection will help carry out:

- **Activity 1c:** Increase availability of low-barrier mobile harm reduction and treatment services, specifically in geographic areas that are disproportionately affected by overdose but may not have the necessary number of services to meet the need; and
- **Activity 7a:** Increase availability of low-barrier mobile harm reduction and treatment services, specifically in geographic areas that are disproportionately affected by overdose but may not have the necessary number of services to meet the need; and



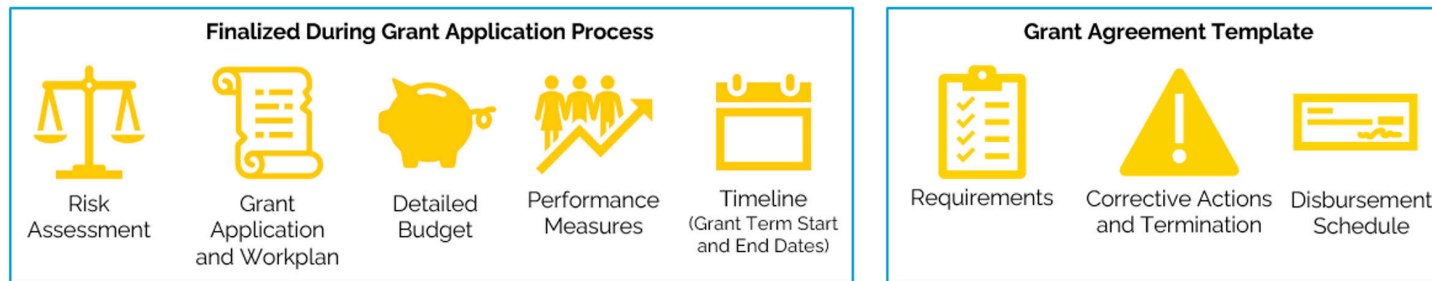
For the period from the beginning of its grant on April 2, 2025 through the end of FY25 on June 30, 2025, Charm City Care Connection reported on the following performance measures pursuant to its grant agreement with the City:

- **1,232 average unique participants per month** served in its funded program(s) (including case management)
- **5,795 encounters in its funded program(s)**
- **75% of clients in need of substance use treatment** were successfully connected to substance use treatment (42 clients successfully connected of 56 clients seeking substance use treatment)

## SECTION 4: MONITORING AND OVERSIGHT OF GRANTS

During FY25, BCMOOR and MORP worked to establish strong systems for programmatic, financial and administrative monitoring of grants. The City developed an ORF grantee standard grant agreement template and ORF grant financial policies and procedures that ensure adherence to best practices in grants management. The stages of the grant application and agreement development process are laid out in **Figure 2**.

Figure 2: Grant Application and Agreement Development Process for ORF Grantees



MORP worked with external consultants to develop a risk assessment process that ensures strong and appropriate fiscal and administrative oversight for grants based on several organization risk factors such as current funding levels, cash on hand, existence of financial policies and procedures, and previous audits.

BCMOOR and MORP held orientations for named programs in February 2025 to review the granting process and June 2025 to review financial policies and procedures for grantees.

During FY25, BCMOOR and MORP also established standard performance measures that are included in grantee agreements, as well as reporting templates for grantees to ensure standardized reporting across programs. Information collected from this reporting will contribute to achieving the City's Transparency and Accountability Plan and will be inputs to the ORF dashboard that will be released in FY26. These standard performance measures were developed by the Johns Hopkins Bloomberg School of Public Health, in partnership with the global public health organization Vital Strategies and representatives from the Centers for Disease Control and Prevention, to assist jurisdictions with establishing indicators to monitor opioid settlement spending. The full list of Baltimore City's standard performance measures can be found on MORP's [website](#).



## **SECTION 5: NEXT STEPS**

In the year since the Executive Order was signed, Baltimore City has laid the foundation for responsible administration of opioid restitution funds. In FY26, Baltimore City will continue to build upon this foundation to tackle the overdose crisis, including through implementation of the Overdose Response Strategic Plan in partnership between City agencies and community-based organizations.

### **What to expect in FY26:**

1. The City will continue finalizing grant agreements with the 22 programs named to receive funding in settlements.
2. The RAB will develop and implement a process for collecting, reviewing, and funding proposals for community grants consistent with the Mayor's August 29, 2024 Executive Order.
3. Ongoing rigorous monitoring and oversight of the opioid restitution funds.
4. Regular reporting through a soon to be launched public dashboard.

In summary, through this process, the City is committed to continued investment in efforts that save lives and ensure that each and every resident of Baltimore City can thrive.



**City of Baltimore**