

# Maryland Opioid Restitution Fund Expenditure Report

## Fiscal Year 2025

*Released: November 1, 2025*

*Revised: November 3, 2025*

# Introduction

Maryland's Opioid Restitution Fund (ORF) was established in 2019 to receive all monies awarded to the State of Maryland through prescription opioid-related legal action. Pursuant to [State Finance and Procurement Article § 7–331](#)<sup>1</sup> (Chapter 537 of the Acts of 2019) and in accordance with § 2–1257 of the State Government Article, the Governor of Maryland is required to submit a report annually by November 1 for the preceding fiscal year summarizing all deposits into the ORF and the utilization of those funds.

Specifically, State Finance and Procurement Article § 7–331 requires that this report include:

- i. an accounting of total funds expended from the fund in the immediately preceding fiscal year, by:
  1. use;
  2. if applicable, jurisdiction; and
  3. budget program and subdivision;
- ii. the performance indicators and progress toward achieving the goals and objectives developed under item (1) of this subsection; and
- iii. the recommended appropriations from the Fund identified in accordance with item (2) of this subsection.

Maryland's Office of Overdose Response has prepared the report below on behalf of the Moore-Miller Administration to meet this requirement. Specifically, the report below details the following for the 2025 fiscal year:

- an overview of funds received through the ORF;
- an overview of funds allocated through the ORF at the local and state level; and
- an overview of relevant performance metrics associated with the use of ORF funds.

## Executive Summary

As of August 2025, Maryland has received payments from eight different settlements, including: Mallinckrodt, McKinsey & Company, Janssen (includes McKesson, Cencora, and Cardinal Health), Walmart, Walgreens, Allergan, Teva, and Publicis Health. Five of the eight settlements are part of the National Opioid Settlement; Mallinckrodt, McKinsey, and Publicis are not and have different allocation formulas and guiding principles. In 2024, Maryland reached a settlement agreement with Kroger, payments through which will begin in fiscal year 2026.

In 2025, Maryland reached settlement agreements with Purdue Pharma and the following distributors: Alvogen, Amneal, Apotex, Hikma, Mylan (now part of Viatris), Sun, and Zydus. Settlement award amounts and a payment schedule for these settlements are not available at this time. Under settlements with current payment schedules, Maryland will receive payments until fiscal year 2038. Some settlements use front-loaded payments, and the amount received will decrease each year.

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<sup>1</sup> <https://mgaleg.maryland.gov/mgawebsite/Laws/StatuteText?article=gsf&section=7-331>

In Maryland, 58 subdivisions agreed to drop their individual lawsuits and joined the state's settlement agreements. These subdivisions include: Allegany County, City of Cumberland, City of Frostburg, Anne Arundel County, City of Annapolis, Baltimore County, Calvert County, Caroline County, Carroll County, City of Westminster, Cecil County, Town of Charlestown, Town of Elkton, Town of Northeast, Town of Perryville, Charles County, Dorchester County, City of Cambridge, Town of Vienna, Frederick County, City of Frederick, Garrett County, Town of Grantsville, Town of Mountain Lake Park, Town of Oakland, Harford County, City of Aberdeen, Town of Bel Air, City of Havre de Grace, Howard County, Kent County, Montgomery County, City of Gaithersburg, City of Rockville, City of Takoma Park, Prince George's County, City of Bowie, City of College Park, Town of Cottage City, Town of Forrest Heights, City of Greenbelt, City of Hyattsville, City of Laurel, City of New Carrollton, Town of North Brentwood, City of Seat Pleasant, Town of Upper Marlboro, Queen Anne's County, Somerset County, St. Mary's County, Talbot County, Town of Easton, Washington County, City of Hagerstown, Wicomico County, City of Salisbury, Worcester County and Town of Berlin.

**Note:** While Baltimore City opted into Maryland's settlement with Walmart, it pursued independent litigation against all other parties. You can learn more about their opioid settlements [here](#).<sup>2</sup>

The State-Subdivision Agreements of 2022 and 2023 specify how funds will be shared between the state and all participating subdivisions. In Maryland, 70% of funds subject to this agreement are distributed at the local level. In addition to State Finance and Procurement Article § 7–331, the State-Subdivision Agreements also identify allowable uses for these funds as outlined in [Exhibit E](#) of the National Opioid Settlement.<sup>3</sup>

Summary of Funds Received and Distributed as of FY 2025	
Total Received by the State and Local Subdivisions	\$245,840,959.95
Total Expended by the State and Local Subdivisions	\$34,162,060.84
Total Allocated by the State for Future Spending	\$56,747,775
Total Future Expected to the State and Local Subdivisions	\$424,982,993.66

*\*Local subdivisions receive 70% of the settlement funds in Maryland. The state does not have a figure for allocations for future spending at the local subdivision level.*

<sup>2</sup> <https://health.baltimorecity.gov/substance-use/opioid-restitution-fund>

<sup>3</sup> <https://nationalopioidsettlement.com/wp-content/uploads/2023/02/TEVA-Exhibit-E.pdf>

## Funding Breakdown

There are four distinct funding streams for settlements in the National Opioid Settlement. Local subdivisions receive 70% of the total funds through two funding streams: Local Allocations (25%) and Targeted Abatement Grants (TAG) (45%). Local Allocation payments go directly from the settlement administrator, Brown Greer, PLC, to participating subdivisions. TAG funds are deposited into the state ORF account, and upon submission and approval of a Local Abatement Plan (LAP) demonstrating a plan for allowable spending that is compliant with the State-Subdivision Agreement, opioid settlements, and applicable law, those funds may be released by Maryland's Office of Overdose Response (MOOR) to the local subdivision. There are eight qualifying charter counties that are not required to submit a LAP due to an agreement made during the settlement process: Anne Arundel County, Baltimore City (only for the Walmart settlement), Baltimore County, Frederick County, Harford County, Howard County, Montgomery County, and Prince George's County.

At the state level, funds are split between the State Allocation (15%) and a State Discretionary Abatement Fund (15%). The State Allocation may be used for allowable expenditures at the state's discretion, while the State Discretionary Abatement Fund is required to be made available through competitive grants.

Apart from national settlements, McKinsey, Mallinckrodt, and Publicis payments that go to the state will fall in the State Allocation fund. Mallinckrodt (also known as "NOAT-II") also has local payment distributions to counties, which can be found [here](#).<sup>4</sup> Publicis does not have local subdivision payments.

**Note:** *The McKinsey settlement also involves local distributions, however, this settlement occurred outside of the state agreement with McKinsey. As such, the state is not involved in the administration of those funds, and those amounts are not included in the calculations above.*

## Funds Received

You can view the current projected payment schedule for the national settlement [here](#).<sup>5</sup> For the non-national opioid settlements, McKinsey has paid out its full settlement amount of \$12,084,129.00 as of fiscal year 2025, and Publicis paid out its one-time payment of \$7,239,389.04 in the 2024 fiscal year. Mallinckrodt has paid out the total settlement amount of \$2,200,943.11. Mallinckrodt also has local payment distributions to counties, which can be found [here](#).<sup>6</sup> These amounts are included in the local direct amounts in this report.

Based on current projections, a total of \$670,823,954.48 will be received by Maryland and its subdivisions over the next 18 years. Of this, \$160,093,417 will be distributed directly to local subdivisions, \$284,763,252.13 will be distributed to local subdivisions through TAG distributions, \$122,014,862.59 will be designated for the State Allocation, and \$100,490,400.97 will be designated for State Discretionary Abatement Fund grants.

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<sup>4</sup> <https://www.nationalopioidabatementtrust.com/>

<sup>5</sup> <https://www.nationalopioidofficialsettlement.com/Home/StateAllocationAmounts>

<sup>6</sup> <https://www.nationalopioidabatementtrust.com/>

As of the end of the 2025 fiscal year, the State of Maryland has received \$192,260,874.59. These funds were distributed as follows: \$97,015,609.83 was designated as TAG funds, \$37,960,873.19 was designated as State Discretionary Abatement Fund grants, and \$57,284,391.70 was designated for the State Allocation. Additionally, \$53,580,085.23 was sent directly from the settlement administrator to local subdivisions. Together, the total amount of ORF funding paid to Maryland was \$245,840,960.82.

MOOR is currently collaborating with the Maryland Department of Health (MDH) to develop a public dashboard to report ORF expenditures, as required by [Senate Bill \(SB\) 589 of 2025](#),<sup>7</sup> which will be made available at [StopOverdose.maryland.gov](https://stopoverdose.maryland.gov). Under the State-Subdivision Agreement, local subdivisions shall cooperate reasonably with the Maryland Attorney General's Office, the Secretary, and the Executive Director regarding the statewide coordination of planning, activities, expenditures, and reporting under the 2022 State-Subdivision Agreement, the 2023 State-Subdivision Agreement, and the National Settlement Agreements, including by providing contact information for persons responsible for the management and expenditure of funds received under opioids settlements. In addition, recipients of state discretionary abatement grant funds may be required to provide reporting to support public dashboard efforts.

## Use of ORF Funds

### Local Subdivisions Funds

Local subdivisions are required to report to MOOR on an annual basis on all ORF-related expenditures. The annual subdivision reporting template includes information on programs funded and how they align with allowable spending, funding expended for each program, which ORF funding source was used, and any associated performance metrics. MOOR has used these reports to collect the information below, which is inclusive only of reported spending but does not include any planned future spending.

Expenditures were reported with projects and their funding associated with an ORF Provision from § 7–331. Based on those selections, local subdivisions spent funds as outlined below.

### Local Direct Funds

Local Direct funds are distributed directly from the settlement administrator to local subdivisions. The payments occur on a calendar-year basis, and the schedule for payments can be found [here](#).<sup>8</sup> As of the end of fiscal year 2025 (FY25), \$53,580,085.23 of Local Direct funds have been received by participating subdivisions. Based on amounts from settlements that are currently finalized, an additional \$106,513,331.77 will be distributed by 2038, totaling \$160,093,417 in local direct funds.

According to local subdivision reporting submitted to MOOR, \$5,893,230.67 of local direct funds have been expended as of the end of fiscal year 2025. A table summary of allocated funds and expenditures can be found beginning on page 5, below.

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<sup>7</sup> <https://mgaleg.maryland.gov/2025RS/bills/sb/sb0589T.pdf>

<sup>8</sup> <https://www.nationalopioidofficialsettlement.com/Home/StateAllocationAmounts>

### Targeted Abatement Funds

Targeted Abatement Grant Funds are distributed to subdivisions by MOOR after a Local Abatement Plan has been submitted and approved. MOOR reviews Local Abatement Plans to ensure spending aligns with allowable uses. As noted above, Qualifying Charter Counties do not need to submit a Local Abatement Plan and are eligible to receive Targeted Abatement Funds within 30 days of their receipt in the Opioid Restitution Fund. As of the end of the 2025 fiscal year, 30 of the 58 participating subdivisions did not have an approved Local Abatement Plan.

Funding through the Targeted Abatement Fund is formula-based as specified by the State-Subdivision Agreement. The allocation percentages are the same for all settlements governed by the State-Subdivision Agreement, with the exception of the Walmart settlement, which includes Baltimore City in its calculations.

As of the end of the 2025 fiscal year, \$97,015,609.83 was deposited into the Opioid Restitution Fund for use as Targeted Abatement Fund grants. Based on amounts from settlements that are currently finalized, \$187,365,610.12 in additional payments will be made through 2038, totaling \$284,763,252.13.

Of the amount received by the end of fiscal year 2025, \$85,313,969 was distributed to subdivisions with a Local Abatement Plan and Qualifying Charter Counties. As of the end of the 2025 fiscal year, a total of \$11,701,640.83 in unaccessed TAG funds remain in the Opioid Restitution Fund due to the number of subdivisions that have yet to submit a Local Abatement Plan.

As permitted by the State-Subdivision Agreement, MOOR instituted a deadline for Local Abatement Plan submission for municipalities at the end of fiscal year 2026. If a Local Abatement Plan is not submitted by this deadline, the total of the municipality's TAG funds will be sent to their respective county. This will continue on an annual basis until a Local Abatement Plan is submitted and approved.

Local subdivisions have reported spending \$12,519,234.61 in TAG funds.

## **Summary of Spending at the Local Level**

### *Local Direct and Targeted Abatement Funds*

<b>Subdivision Distributions &amp; Expenditures through the 2025 Fiscal Year</b>				
<i>Subdivision</i>	<i>Local Direct Received</i>	<i>Local Direct Amount Spent</i>	<i>TAG Amount Received*</i>	<i>TAG Amount Spent</i>
Allegany County / City of Cumberland / City of Frostburg	\$1,033,705.43	\$ 86,730.09	\$1,873,488.22	\$ 221,482.89
Anne Arundel County	\$ 5,914,895.37	\$0	\$10,719,817.91	\$ 5,458,013.56
Baltimore City <i>*Only Walmart</i>	\$ 2,427,738.59	\$ 799,019.22	\$4,311,972.84	\$0

Subdivision Distributions & Expenditures through the 2025 Fiscal Year				
Subdivision	Local Direct Received	Local Direct Amount Spent	TAG Amount Received*	TAG Amount Spent
Baltimore County	\$ 10,542,849.35	\$ 662,355.35	\$19,107,593.68	\$ 3,621,743.43
Calvert County	\$ 1,038,784.22	\$0	\$0	\$0
Caroline County	\$ 362,799.41	\$0	\$657,516.21	\$0
Carroll County	\$ 1,786,238.20	\$ 264,270.24	\$3,237,308.95	\$ 922,888.61
Cecil County	\$ 2,016,745.85	\$0	\$3,655,299.28	\$0
Charles County	\$ 1,339,197.21	\$ 1,152,421.42	\$2,426,982.24	\$0
City of Aberdeen	\$ 56,365.22	\$0	\$0	\$0
City of Annapolis	\$ 210,342.51	\$ 72,022.86	\$0	\$0
City of Bowie	\$ 153,245.65	\$0	\$0	\$0
City of Cambridge	\$ 38,868.97	\$0	\$0	\$0
City of College Park	\$ 79,514.04	\$ 23,409.45	\$0	\$0
City of Cumberland	<i>Funds combined with Allegany County and the City of Frostburg</i>			
City of Frederick	\$ 246,951.78	\$0	\$0	\$0
City of Frostburg	<i>Funds combined with Allegany County and the City of Cumberland</i>			
City of Gaithersburg	\$ 174,705.73	\$ 51,080.92	\$0	\$0
City of Greenbelt	\$ 73,496.22	\$1,621.88	\$104,902.95	\$0
City of Hagerstown	\$ 184,296.50	\$0	\$0	\$0
City of Havre de Grace	\$ 55,677.13	\$0	\$0	\$0
City of Hyattsville	\$ 49,833.71	\$11,035.62	\$0	\$0
City of Laurel	\$ 75,918.72	\$0	\$0	\$0
City of New Carrollton	\$ 34,009.43	\$ 16,038.00	\$0	\$0
City of Rockville	\$ 192,626.66	\$ 30,853.00	\$348,979.77	\$0

Subdivision Distributions & Expenditures through the 2025 Fiscal Year				
<i>Subdivision</i>	<i>Local Direct Received</i>	<i>Local Direct Amount Spent</i>	<i>TAG Amount Received*</i>	<i>TAG Amount Spent</i>
City of Salisbury	\$ 143,911.04	\$ 75,070.68	\$260,766.88	\$0
City of Seat Pleasant	\$ 13,290.42	\$ 10,833.74	\$0	\$0
City of Takoma Park	\$ 51,911.92	\$0	\$0	\$0
City of Westminster	\$ 65,891.07	\$0	\$0	\$0
Dorchester County	\$ 237,015.45	\$0	\$336,945.30	\$0
Frederick County	\$ 2,134,098.53	\$0	\$3,867,736.78	\$ 1,985,705.20
Garrett County	\$ 227,516.63	\$ 2,373.76	\$419,355.23 (includes Town of Oakland payments)	\$0
Harford County	\$ 3,020,715.17	\$ 68,968.88	\$5,474,722.05	\$0
Howard County	\$ 2,346,705.26	\$ 26,539.68	\$4,252,756.62	\$0
Kent County	\$ 272,342.91	\$0	\$0	\$0
Montgomery County	\$ 6,274,918.98	\$ 2,086,175.60	\$11,371,496.69	\$0
Prince George's County	\$ 5,187,470.81	\$ 257,339.01	\$9,400,839.70	\$0
Queen Anne's County	\$ 476,603.31	\$0	\$0	\$0
Somerset County	\$ 248,202.71	\$0	\$352,978.41	\$0
St. Mary's County	\$ 931,744.76	\$ 4,903.12	\$1,688,569.95	\$ 154,638.46
Talbot County	\$ 285,217.27	\$0	\$516,925.26	\$ 131,162.46
Town of Bel Air	\$ 39,793.10	\$ 5,492.16	\$72,102.55	\$0
Town of Berlin	\$ 16,928.63	\$0	\$0	\$0
Town of Charlestown	\$ 3,534.04	\$0	\$0	\$0
Town of Cottage City	\$ 4,019.98	\$0	\$0	\$0
Town of Easton	\$ 70,332.06	\$0	\$0	\$0



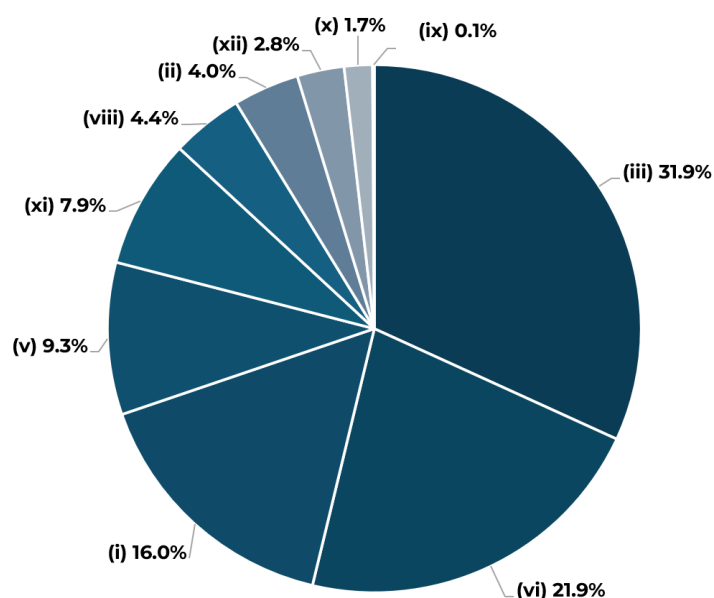
Subdivision Distributions & Expenditures through the 2025 Fiscal Year				
Subdivision	Local Direct Received	Local Direct Amount Spent	TAG Amount Received*	TAG Amount Spent
Town of Elkton	\$ 80,062.44	\$0	\$0	\$0
Town of Forrest Heights	\$ 6,859.37	\$ 6,859.37	\$0	\$0
Town of Grantsville	\$ 2,179.60	\$0	\$0	\$0
Town of Mtn. Lake Park	\$ 5,019.31	\$0	\$0	\$0
Town of North Brentwood	\$ 1,352.57	\$0	0	\$0
Town of Northeast	\$ 17,590.13	\$ 6,203.00	\$23,600.00	\$ 23,600.00
Town of Oakland	\$ 4,917.92	\$5,224.97	Deferred to Garrett County	\$0
Town of Perryville	\$ 19,469.15	\$0	\$0	\$0
Town of Upper Marlboro	\$ 2,068.30	\$0	\$0	\$0
Town of Vienna	\$ 711.43	N/A No report submitted	\$0	\$0
Washington County	\$ 1,734,992.24	\$0	\$0	\$0
Wicomico County	\$ 974,171.54	\$ 120,059.26	\$0	\$0
Worcester County	\$ 589,721.29	\$0	\$838,336.91	\$0
<b>TOTAL:</b>	<b>\$ 53,580,085.23</b>	<b>\$5,893,230</b>	<b>\$85,313,969</b>	<b>\$12,519,234</b>

\*A zero value indicates any of the following: A Local Abatement Plan was not submitted by the end of FY25, the plan requires edits before approval, or MOOR is awaiting accounts details in order to process payment.

Funds at the local level were spent as outlined below in accordance with allowable uses under § 7–331. ORF spending is additionally governed by [Exhibit E](#).

Local Spending of ORF Funds by Allowable Use as of the 2025 Fiscal Year	
Amount	Allowable Use
\$1,869,721.39	(i) Improving access to medications proven to prevent or reverse an overdose;
\$467,614.91	(ii) Supporting peer support specialists and screening, brief intervention, and referral to treatment services for hospitals, correctional facilities, and other high-risk populations
\$3,722,110.25	(iii) Increasing access to medications that support recovery from substance use disorders
\$1,088,566.07	(v) Expanding access to crisis beds and residential treatment services for adults and minors
\$2,553,009.40	(vi) Expanding and establishing safe stations, mobile crisis response systems, and crisis stabilization centers
\$509,809.15	(viii) Organizing primary and secondary school education campaigns to prevent opioid use, including for administrative expenses
\$12,500.00	(ix) Enforcing the laws regarding opioid prescriptions and sales, including for administrative expenses
\$199,291.38	(x) Research regarding and training for substance use treatment and overdose prevention, including for administrative expenses
\$924,864.73	(xi) Supporting and expanding other evidence-based interventions for overdose prevention and substance use treatment
\$332,464.75	(xii) Supporting community-based nonprofit recovery organizations that provide nonclinical substance use recovery support services in the State

**Figure 1. Local Spending of ORF Funds by Allowable Use as of FY 2025**



## State Discretionary Abatement Fund

As of the 2025 fiscal year, Maryland received \$37,960,873 through the Opioid Restitution Fund designated for use as State Discretionary Abatement Funds, which, as detailed above, is intended to be distributed through a competitive grant process. Based on currently finalized settlements, Maryland expects to receive an additional \$62,529,527.78 to this fund through 2038. In total, this fund will receive \$100,490,400.97.

In the 2025 fiscal year, \$1,331,260 in State Discretionary Abatement Funds were spent, with an additional \$12,239,78 to be spent in future years on currently issued grant awards. For fiscal year 2026, MOOR has made a budget request of \$10 million for future grant processes, and an additional \$300,000 was allocated through [Maryland House Bill \(HB\) 1131 of 2025](#) for grants for training paramedics on administering buprenorphine.<sup>9</sup>

### Maryland Department of Health Request for Applications

(FY 2025-2027: \$13,571,045)

On June 26, 2024, the Maryland Department of Health issued a [Request for Applications](#) for funding using available funds through the State Discretionary Abatement Fund.<sup>10</sup> Through this competitive funding opportunity, applicants were eligible to receive up to \$1 million to support programs and initiatives that meet the funding requirements of Exhibit E, the Opioid Restitution Fund, and the 2023 recommendations from the Opioid Restitution Fund Advisory Council (more information regarding the 2023 recommendations is provided below).

Through this opportunity, Maryland's Office of Overdose Response awarded a total of \$13,571,045 to 28 organizations. As of this report, \$1,331,260 has been expended through two quarters of active grant awards. The remaining \$12,239,785 is allocated for use through fiscal year 2027.

### HB 1131 EMS Buprenorphine Grants:

(FY 2026-2031: \$300,000)

HB 1131 of 2025 establishes a grant program to assist counties with offsetting the cost of training paramedics to administer buprenorphine after an overdose, with funding provided by the ORF. The bill also requires MOOR to convene and staff a workgroup to study access and utilization of buprenorphine in Maryland. The workgroup is required to produce a report by December 31, 2025.

## State Allocation (Including McKinsey, Publicis, and Mallinckrodt)

As of the 2025 fiscal year, Maryland received \$57,284,391.70 through the Opioid Restitution Fund designated for use as State Allocation funds, which are to be spent at the discretion of the state. Based on currently finalized settlements, Maryland expects to receive an additional \$64,730,470.89 to this fund through 2038, totaling \$122,014,862.59.

Past spending occurred with funds from the McKinsey settlement for a total of \$8,007,084.39. These funds were used to support the Examination and Treatment Act Grant Program, the Access to Recovery

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<sup>9</sup> <https://mgaleg.maryland.gov/2025RS/bills/hb/hb1131T.pdf>

<sup>10</sup> [https://emma.maryland.gov/page.aspx/en/bpm/process\\_manage\\_extranet/71741](https://emma.maryland.gov/page.aspx/en/bpm/process_manage_extranet/71741)

Emergency Gap Funds Grant Program, and the Data Informed Risk Mitigation Project. Please see our [reporting](#) for previous years for more information on past expenditures.<sup>11</sup>

A total of \$8,074,100.00 was allocated for spending from the state allocation in fiscal year 2025, and \$6,411,251.17 was spent. Funds that were allocated but unspent will be returned to the state allocation fund. This brings total state allocation spending through fiscal year 2025 to \$14,418,335.56. Additionally, Maryland enacted three new pieces of legislation during the 2025 session that resulted in appropriations from the State Allocation in fiscal year 2025.

#### SB 1099 Fiscal Summary for Naloxone Co-Located in AEDs

*(Allocated for FY25: \$74,100.00 | Spent as of FY25: \$0)*

SB 1099 expanded the Public Access Automated External Defibrillator (AED) Program to require that naloxone be co-located with each AED placed in a public building. The bill requires the EMS Board to develop and implement the program in collaboration with MDH, with funds from the ORF. Naloxone must be in place at required locations by October 10, 2027.

At the time of this writing, MOOR is working to establish memoranda of understanding with state agencies to implement the requirements of SB 1099, and no funds were expended in the 2025 fiscal year. MDH will purchase naloxone for this program in the 2026 fiscal year, and the associated expenditure will be included in next year's update to this report.

#### Budget Reconciliations and Financing Act – BHA Buprenorphine Initiative

*(Allocated for FY25: \$3,000,000.00 | Spent as of FY25: \$2,482,821.40)*

Maryland's Buprenorphine Initiative, which is overseen by the Behavioral Health Administration (BHA), is working to expand and maintain access to buprenorphine across the state for individuals ages 16 and older with opioid use disorder. Activities and services funded through this program include: targeted prescriber outreach, education, and technical assistance; anti-stigma campaigns; low-threshold buprenorphine access sites and buprenorphine provision through outpatient community providers; substance use treatment programs in behavioral health settings; training for medical staff in hospitals and detention centers; and training for EMT personnel along with their respective support staff.

#### Budget Reconciliations and Financing Act – Department of Public Safety and Correctional Services MOUD Support

*(Allocated for FY25: \$5,000,000.00 | Spent as of FY25: \$3,928,429.77)*

This funding provides support for medications for opioid use disorder (MOUD) to those who enter the Baltimore City Pre-Trial facility and those continuing MOUD upon entry into the Division of Correction facilities. Additionally, it supports the staffing needed to expand access to substance use disorder treatment and counseling services.

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<sup>11</sup> <https://stopoverdose.maryland.gov/orf/public-reports/>

## State Allocations for Future Fiscal Years

In addition to the expenditures outlined above, a total of \$34,507,990.00 has been allocated from the State Allocation for spending in future years for the programs below. Some of this spending was allocated through legislation, and some was made at the state's discretion.

### SB 1099 Fiscal Summary for Naloxone Co-Located in AEDs

(FY 2026–2029: \$490,189)

SB 1099 expanded the Public Access Automated External Defibrillator Program to require that naloxone be co-located with each AED placed in a public building. The bill requires the EMS Board to develop and implement the program in collaboration with MDH, with funds from the ORF. Naloxone must be in place at required locations by October 10, 2027. The funds support a program manager's salary and the purchase of naloxone and other supplies.

### Budget Reconciliations and Financing Act – BHA Buprenorphine Initiative

(FY 2026: \$2,430,383.00)

Maryland's Buprenorphine Initiative, which is overseen by the Behavioral Health Administration (BHA), is working to expand and maintain access to buprenorphine across the state for individuals ages 16 and older with opioid use disorder. Activities and services funded through this program include: targeted prescriber outreach, education, and technical assistance; anti-stigma campaigns; low-threshold buprenorphine access sites and buprenorphine provision through outpatient community providers; substance use treatment programs in behavioral health settings; training for medical staff in hospitals and detention centers; and training for EMT personnel along with their respective support staff.

### Budget Reconciliations and Financing Act – Department of Public Safety and Correctional Services MOUD Support

(FY 2026: \$5,000,000)

This funding provides support for medications for opioid use disorder (MOUD) to those who enter the Baltimore City Pre-Trial facility and those continuing MOUD upon entry into the Division of Correction facilities. Additionally, it supports the staffing needed to expand access to substance use disorder treatment and counseling services.

### SB 495 – Office of the Attorney General Opioids Enforcement Unit

(FY 2026–2029: \$6,000,000)

[SB 495 of 2025](#) altered the allowable uses of Maryland's Opioid Restitution Fund to include the provision of funds for the operating expenses and personnel costs for investigations, enforcement actions, and other activities conducted by the Opioids Enforcement Unit within the Office of the Attorney General (OAG).<sup>12</sup> OAG is also required to report annually, beginning October 1, 2025, on the status of activities of the Opioids Enforcement Unit.

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<sup>12</sup> [https://mgaleg.maryland.gov/2025RS/chapters\\_noln/Ch\\_701\\_sb0495T.pdf](https://mgaleg.maryland.gov/2025RS/chapters_noln/Ch_701_sb0495T.pdf)

Medicaid 1115 CMS Waiver for MOUD Pre-Release

(FY 2026–2027: \$9,442,432.00)

In January of 2025, CMS approved a Reentry Demonstration as a part of Maryland's HealthChoice Demonstration 1115 waiver. The demonstration provides a set of targeted Medical Assistance services up to 90 days prior to release for individuals with substance use disorder (SUD) and/or severe mental illness (SMI) in a Department of Public Safety and Correctional Services (DPSCS) operated facility. The targeted services are comprehensive case management for individuals with SUD and/or SMI, MOUD for SUD as clinically appropriate, with accompanying counseling, and the provision of all prescribed medications for 30 days upon release.

MOOR Staff Salaries – ORF Administration Support Positions

(FY 2026–2038: \$7,116,286.00)

As the Maryland state entity tasked with administratively managing the Opioid Restitution Fund, MOOR is tasked with offering grant opportunities, processing TAG payments, coordinating and reviewing local subdivision reporting, providing technical assistance to local subdivisions, supporting the Opioid Restitution Fund Advisory Council, and advising the state on best uses of the state allocation fund. In order to do this work effectively, 1.06% of the projected ORF funds to be paid to Maryland have been allocated to MOOR to hire two grants staff and a program manager to manage day-to-day ORF inquiries and support. This total comes to \$7,116,286.00.

Lt. Governor's Office Opioid Policy Advisor

(FY 2026–2038: \$1,844,900.00)

The Lt. Governor's Office is the primary entity in the Executive Office of the Governor that oversees the Opioid Restitution Fund and issues related to substance use and overdose. As such, MOOR reports directly to the Lt. Governor, who also serves as chair of the Maryland Overdose Response Advisory Council. To support these functions, \$1,844,900.00 was allocated to support a policy advisor position within the Lt. Governor's Office focused on substance use and overdose through the 2038 fiscal year.

Maryland Department of Labor RAMP Grant Program

(FY 2026–2028: \$2,000,000)

The Rural Advancement for Maryland Peers (RAMP) program seeks to alleviate the shortage of certified peers by competitively awarding grant funds to organizations that will offer the necessary training for peer recovery specialists to become certified in the State of Maryland. Priority will be given to applicants who serve residents in areas with significant behavioral health workforce shortages and those with a high prevalence of opioid-related overdose deaths. The target population for this grant is unemployed or underemployed individuals in rural parts of the state.

Opioid Settlement Dashboard SB 589

(FY 2026–2038: \$96,000)

[SB 589 of 2025](#) requires MOOR to develop and maintain an interactive dashboard on ORF spending and prescription opioid-related settlement information with the public, with funding provided by the ORF.<sup>13</sup> The dashboard is also required to include links to relevant state, county, or municipal websites that provide access to additional information on the use of settlement funds. MOOR is currently partnering with MDH to develop this dashboard, which is tentatively scheduled to be completed in December 2025. \$96,000 in ORF funds will be used to maintain this dashboard through the 2038 fiscal year.

Fiscal Mapping Contract

(FY 2026: \$87,800)

The funding landscape related to programs and services related to substance use and overdose in Maryland is complex, with multiple agencies receiving and administering funds from various federal and state sources. The purpose of this fiscal mapping project is to provide an assessment of the current funding landscape for Maryland and recommendations for improving coordination in funding to maximize all available resources, including opioid settlement funds.

**Expenditure Summary**

As outlined above, a cumulative total of \$192,260,874.59 in prescription opioid-related legal settlement funds has been deposited into the Opioid Restitution Fund as of the 2025 fiscal year. Of this, \$12,519,234.61 has been spent by local subdivisions through TAG funding, \$1,331,260.67 has been spent by the state through State Discretionary Abatement Fund grants, with an additional \$22,539,785 in future allocations, and \$14,418,335.56 has been spent by the state through the state allocation, with an additional \$34,507,990.00 allocated for future spending. Outside of the state fund, local subdivisions have spent \$5,893,230.67 of the prescription opioid settlement funds they receive directly from the settlement administrator.

ORF Funding Stream	Total Received (Through End of FY25)	Total Expended (Through End of FY25)	Total Allocated for Future Spending
TAG	\$97,015,609.83	\$12,519,234.61	N/A
State Allocation	\$57,284,391.70	\$14,418,335.56	\$34,507,990.00
State Discretionary Abatement	\$37,960,873.19	\$1,331,260	\$22,239,785.00
Local Direct	\$53,580,085.23	\$5,893,230.67	N/A
<b>TOTAL</b>	<b>\$245,840,959.95</b>	<b>\$34,162,060.84</b>	<b>\$56,747,775.00</b>

<sup>13</sup> <https://mgaleg.maryland.gov/2025RS/bills/sb/sb0589T.pdf>

## Performance Indicators

For performance indicators related to funding in past fiscal years, please refer to previous [ORF Expenditure Reports](#).<sup>14</sup>

### Subdivision Level Funds (TAG and Local Direct)

#### Local Direct Funds & Targeted Abatement Funds

As outlined above, \$86,272,913.22 in Targeted Abatement Funds were distributed to local participating subdivisions as of the 2025 fiscal year. Of this, local participating subdivisions have expended \$12,519,234.61 as of the 2025 fiscal year.

A total of \$53,580,085.23 in local direct funds was distributed to subdivisions in the 2025 fiscal year, and \$5,893,230.67 was reported as spent by subdivisions through the 2025 fiscal year.

Pursuant to the State-Subdivision Agreement, subdivisions party to the ORF are required to report on the expenditure of ORF funds and any associated performance measures. The performance measures provided below only relate to funds that have been expended as of the 2025 fiscal year.

Funded programs and their respective performance metrics vary widely, as allowable uses for ORF spending are expansive, and performance metrics are chosen by subdivisions. Provided below is a selection of commonly reported performance metrics reported by local subdivisions. These are not inclusive of all report metrics; more detailed reporting will be available upon completion of Maryland's Opioid Settlement Dashboard later this year.

Performance Metrics for Local Direct Funds & Targeted Abatement Funds in Fiscal Year 2025	
Performance Metric	Count
Number of people in detention settings who received MOUD (continuity or induction)	1,481
Number of peer engagements	4,215
Number of people who received transportation support to treatment and recovery services	733
Number of public naloxone dispensal devices placed or maintained (vending machine, newspaper box)	23
Number of doses of naloxone dispensed	14,124
Number of youth engaged in a prevention program or activity	7,507

<sup>14</sup> <https://stopoverdose.maryland.gov/orf/public-reports/>



Additionally, as outlined in the State-Subdivision Agreement, the state reserves the right to audit the use of settlement funds that have been distributed as direct payments to local participating subdivisions to ensure that they comply with the agreement.

## State Discretionary Abatement Funds

As of the time of this writing, grants awarded through the State Discretionary Abatement Fund are in their second quarter of funding. Performance indicators from these programs will be shared in subsequent reports when more programming has been completed and reported on.

## State Allocation

### SB 1099 Fiscal Summary for Naloxone Co-Located in AEDs

No performance metrics to report as the program has not expended funds yet.

### Budget Reconciliations and Financing Act – Buprenorphine Initiative

Performance metrics associated with spending under this program are not available at the time of this writing. They will be included in next year's update of this report and the public dashboard once available.

### Budget Reconciliations and Financing Act – Department of Public Safety and Correctional Services MOUD Support

DPSCS MOUD Support Performance Metrics in Fiscal Year 2025	
<i>Performance Metric</i>	<i>Count</i>
Prescriptions for medications for opioid use disorder filled	24,853
Individuals in treatment with medications for opioid use disorder	1,145
Average number of DPSCS employees available each month to provide counseling services at various locations	63
Individuals who agreed to counseling sessions	675
Counseling sessions with individuals on medications for opioid use disorder	3,907

## ORFAC Recommendations for State Spending

In 2022, Maryland established the Opioid Restitution Fund Advisory Council (ORFAC) through [HB 794](#) to provide recommendations regarding the use of prescription opioid-related settlement funds received through the Opioid Restitution Fund.<sup>15</sup> The mandate for the ORF Advisory Council was updated in 2024 through [SB 751](#).<sup>16</sup>

The ORF Advisory Council has six members appointed by the Governor and Secretary of Health and eight other members that are specified in statute. Members include individuals from the following organizations and agencies: Maryland's Office of Overdose Response, the Behavioral Health Administration, the Maryland Medicaid Administration, the Maryland Senate, the Maryland House of Delegates, the Maryland Municipal League, the Maryland Association of Counties, and the Office of the Maryland Attorney General. Appointed members include individuals directly impacted by overdose through personal experience and individuals involved in harm-reduction services and substance-use treatment.

As specified by HB 794, by November 1 of each year, the Advisory Council must provide recommendations to the Governor and Secretary of Health regarding the allocations of money from the Opioid Restitution Fund. In addition to adhering to the allowable uses of the Opioid Restitution Fund, the Advisory Council's recommendations must also consider the following criteria:

1. the number of people per capita with a substance use disorder in a jurisdiction;
2. disparities in access to care in a jurisdiction that may preclude persons;
3. the number of overdose deaths per capita in a jurisdiction;
4. the programs, services, supports, or other resources currently available to individuals with substance use disorders in a jurisdiction; and
5. disparities in access to care and health outcomes in a jurisdiction.

The ORF Advisory Council delivered its third set of [recommendations](#) in October 2025.<sup>17</sup> These recommendations apply to any funds that will be distributed on a discretionary basis by the state through the ORF. Namely, this includes funds from the McKinsey and Publicis settlements as well as the State Discretionary Fund and the State Allocation associated with the national opioid settlement.

## Recommended Appropriations

[State Finance and Procurement Article § 7–331](#) (Chapter 537 of the Acts of 2019) and in accordance with § 2–1257 of the State Government Article also requires “recommended appropriations from the Fund identified in accordance with item (2) of this subsection” as a part of this report.

Maryland's Office of Overdose Response is currently conducting a fiscal mapping project that will provide an assessment of the current funding landscape for SUD in Maryland, as well as recommendations for improving coordination in funding to maximize all available resources, including the Opioid Restitution

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<sup>15</sup> [https://mgaleg.maryland.gov/2022RS/chapters\\_noln/Ch\\_270\\_hb0794E.pdf](https://mgaleg.maryland.gov/2022RS/chapters_noln/Ch_270_hb0794E.pdf)

<sup>16</sup> [https://mgaleg.maryland.gov/2024RS/chapters\\_noln/Ch\\_851\\_sb0751T.pdf](https://mgaleg.maryland.gov/2024RS/chapters_noln/Ch_851_sb0751T.pdf)

<sup>17</sup> <https://stopoverdose.maryland.gov/orf/advisorycouncil/>

Fund. Upon completion of this project, MOOR will use the outcome of this process to identify any gaps in resources and compile recommendations for strategic appropriations of the ORF.

Additionally, many settlements have front-loaded payment schedules, where a majority of funds are distributed in the first few years of payments. Therefore, in order to have approximately similar amounts of money accessible for spending over the entire 18-year settlement term, MOOR acknowledges that entities receiving ORF funds may opt to carry a balance of ORF funds from year to year. Spending the entirety of ORF funds available each year will prematurely deplete the fund and impact the ability to fund sustainable programs.

## APPENDIX A: Opioid Restitution Fund Allowable Uses

The General Assembly created the Opioid Restitution Fund (ORF) to receive and hold:

“All revenues received by the state from any source resulting, directly or indirectly, from any judgment against, or settlement with, opioid manufacturers, opioid research associations, or any other person in the opioid industry relating to any claims made or prosecuted by the state to recover damages for violations of state law; and the interest earnings of the fund.”<sup>18</sup>

Section 7-331 limits expenditures from the ORF to certain types of opioid abatement-related uses approved by the Maryland General Assembly, which ordinarily must be evidence-based. Under Section 7-331, funds from the ORF may generally be expended for the following:

1. **Naloxone Access:** Improving access to naloxone medications proven to prevent or reverse an overdose.
2. **Peer Support and Referrals:** Supporting peer support specialists and screening, brief intervention, and referral to treatment services for hospitals, correctional facilities, and other high-risk populations.
3. **Access to Medication:** Increasing access to medications that support recovery from substance use disorders.
4. **Heroin Coordinator Expansion:** Expanding the heroin coordinator program, including administrative expenses.
5. **Crisis Bed/Residential Expansion:** Expanding access to crisis beds and residential treatment services.
6. **Safe Stations, Mobile Crisis, Crisis Stabilization:** Expanding and establishing safe stations, mobile crisis response systems, and crisis stabilization centers.
7. **Crisis Hotline:** Supporting the behavioral health crisis hotline.
8. **School Education:** Organizing primary and secondary school education campaigns to prevent opioid use, including administrative expenses.
9. **Enforcement:** Enforcing the laws regarding opioid prescriptions and sales, including administrative expenses.
10. **Research:** Researching and training for substance use treatment and overdose prevention, including administrative expenses.

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<sup>18</sup> <https://mgaleg.maryland.gov/mgaweb/Laws/StatuteText?article=gsf&section=7-331&enactments=false>

11. **Other Evidence-Based Treatment:** Supporting and expanding other evidence-based interventions for overdose prevention and substance use treatment.
12. **Pilot Programs:** Evidence-informed substance use disorder prevention, treatment, recovery, or harm reduction pilot programs or demonstration studies that are not evidence-based if the Opioid Restitution Fund Advisory Council, established under § 7.5–902 of the Health General Article:
  - a. Determines that emerging evidence supports the distribution of money for the pilot program or that there is a reasonable basis for funding the demonstration study, with the expectation of creating an evidence-based program.
  - b. Approves the use of money for the pilot program or demonstration study.
13. **Evaluations:** Evaluations of the effectiveness and outcomes reporting for substance use disorder abatement infrastructure, programs, services, supports, and resources for which money from the fund was used, including evaluations of the impact on access to harm reduction services or treatment for substance use disorders and the reduction in drug-related mortality.

In addition, Section 7-331 provides that ORF funds must be spent in accordance with the requirements of certain judgments or settlements that condition the State's or a subdivision's use of funds, including State-Subdivision Agreements reached by the Attorney General with one or more subdivisions.

Section 7-331 was updated in legislative session 2025, and will expand allowable uses of the ORF to include opioid abatement as outlined in [Exhibit E](#) from the National Opioid Settlement beginning in the 2026 fiscal year.