

STATE OF ALABAMA)
COUNTY OF BALDWIN)

**RESOLUTION #2026-081
OF THE
BALDWIN COUNTY COMMISSION**

**APPROVING THE BALDWIN COUNTY COMMISSION OPIOID SETTLEMENT
FUNDING PROGRAM.**

WHEREAS, on January 2, 2018, the Baldwin County Commission adopted Resolution No. 2018-040 approving the filing of a civil complaint against manufacturers and distributors of prescription opioids and authorizing the Chairman to execute an Engagement to Represent with the law firm Levin, Papantonio, Thomas, Mitchell, Rafferty & Proctor, P.A., to pursue civil remedies related to the opioid epidemic affecting Baldwin County; and

WHEREAS, on January 18, 2022, the Baldwin County Commission approved participation in the proposed settlement agreement with Endo in *State of Alabama vs. Purdue Pharma, L.P., et al.*, conditioned upon Baldwin County receiving the full amount of its settlement allocation as listed in Exhibit B of the Settlement Sign-On, and authorized the Chairman, staff, and County attorneys to execute all necessary documents; and

WHEREAS, on April 16, 2024, the Baldwin County Commission adopted Resolution No. 2024-111 authorizing Baldwin County to join the State of Alabama and other local governments as participants in current and future opioid settlements; and

WHEREAS, on July 16, 2024, the Baldwin County Commission adopted Resolution No. 2024-145 reaffirming Baldwin County's participation in current and future opioid settlements; and

WHEREAS, on August 5, 2025, the Baldwin County Commission approved the use of \$70,600.00 in opioid settlement funds for an Opioid Awareness Campaign through iHeart Media to support public education and prevention efforts; and

WHEREAS, on August 21, 2025, the Baldwin County Commission adopted Resolution No. 2025-172 authorizing Baldwin County to join the State of Alabama and other local governments as participants in current and future opioid settlements, further affirming the County's commitment to opioid abatement and remediation; and

WHEREAS, these actions collectively demonstrate Baldwin County's long-standing commitment to addressing the opioid crisis through litigation, settlement participation, public education, and responsible stewardship of opioid remediation funds; and

WHEREAS, Act 2023-384 established the Alabama Opioid Settlement Fund and outlines allowable uses of opioid remediation funds for evidence-based, forward-looking, and sustainable opioid abatement activities; and

WHEREAS, Baldwin County is committed to ensuring that all opioid settlement funds received by the County are allocated, administered, and monitored in a manner that is transparent, compliant, equitable, and aligned with the State's approved opioid abatement categories; and

WHEREAS, the Baldwin County Commission desires to establish a formal Opioid Settlement Funding Program to provide a structured process for eligible organizations to request funding for opioid abatement initiatives that benefit Baldwin County residents.

NOW, THEREFORE, BE IT RESOLVED BY THE BALDWIN COUNTY COMMISSION, that the Baldwin County Opioid Settlement Funding Program, a copy of which is attached including Exhibit A: Opioid Settlement Funding Guidelines, Exhibit B: Opioid Settlement Funding Application, and Exhibit C: Opioid Settlement Funding Process and incorporated herein by reference, is hereby **ADOPTED**.

IN WITNESS WHEREOF, the Baldwin County Commission has caused this Resolution to be executed in its name and on its behalf by its Chairman on the 5th day of May 2026.


James E. Ball, Chairman
Baldwin County Commission

ATTEST:


Roger H. Rendleman, County Administrator



Baldwin County Opioid Settlement Funding Eligibility and Program Standards

1. Funding Recipient General Eligibility Standards

To receive Opioid Settlement program funding consideration by Baldwin County Commission, prospective organizations must specialize in community based, social need intervention programs, and possess existing case management relationships within the local community. Further, organizations must demonstrate adherence to professional and ethical standards and possess the professional skill necessary to support Baldwin County residents in addressing cases of substance abuse addiction. Interested organizations must provide documentation demonstrating successful implementation of evidence-based intervention programs within Baldwin County, including measurable outcomes or evaluation summaries.

2. Funding Recipient Eligibility

Eligible applicants for Opioid Settlement Grants include non-profit organizations or governmental entities or divisions thereof that serve populations in Baldwin County. Non-profit organizations must have a 501(c)(3) classification that is in good standing with the Internal Revenue Service and current on required filings. Individuals and For-Profit entities are ineligible. Additional eligibility parameters include:

- Entities receiving funding through the county must be the same organization identified in an application. There shall be no pass-through contracts or payments made to individuals or consultants for the purpose of carrying out the program roles for which an entity requests funding.
- Entities must have engaged in provision of substance addiction intervention services to the public for no less than 12 months from the time of application, which corresponds to nationally recognized guidance for states, counties, and cities receiving opioid settlement funds. Organizations seeking funds through the County must provide documentation with their application verifying they possess equivalent experience.
- Applicants must certify that all services funded under this program will be delivered directly by the applying organization unless otherwise approved in writing by the County.

3. Acceptable Intervention Practices for Eligible Providers

In allocating the Baldwin County Commission's Opioid Settlement funds to address abatement and reduction of impacts from the opioid crisis, funded proposals addressing opioid misuse, addiction, and overdose, must align with one or more of three target focus areas, including prevention, treatment, and recovery. Additionally, participating providers

Baldwin County Opioid Settlement Funding Eligibility and Program Standards

must be trained in how to measure and document program outcomes; staff must be trained in monitoring and reporting outcomes.

Reflecting priorities described in the 2025 Annual Report of the Alabama Opioid Overdose and Addiction Council, intended impacts addressing the opioid crisis through prevention, treatment, and recovery programs correspond to the following core activities:

- Enhancing recovery infrastructure through expanded peer recovery services, such as supportive counseling and interventions;
- Building a skilled, supported, recovery support services workforce through enhancing provider training and professional development in addiction medicine, safe prescribing, and referral to approved crisis treatment facilities;
- Strengthening prevention and community education interventions, such as evidence-based prevention programs in schools, workplaces, and community settings.

The County will apply oversight and program monitoring to ensure accountability and responsible stewardship of funds by selected organizations pursuing these priority activities. Documented uses of program funds must facilitate transparent, quantifiable, and evidence-based outcomes. Funded intervention programs must provide documentation of achieving target outcomes within Baldwin County communities.

Programs must utilize evidence-based or evidence-informed models recognized by national, state, or peer-reviewed sources.

4. Eligible Activity Cost Centers for Target Intervention Programs

The Alabama Department of Mental Health offers resources to public agencies receiving opioid settlement funds concerning substance abuse intervention programs. Accepted focus areas of opioid-related intervention programs address community needs, and include:

Prevention and Education: Programs aimed at youth education, medical education for addiction treatment (e.g., via the Alabama Society of Addiction Medicine), and community outreach projects. Prevention strategies include:

- Interventions targeting youth and / or adults;
- Hosting public training sessions and education events;
- Distribution of training and education materials;
- Drug take-back and safe-disposal programs.

Baldwin County Opioid Settlement Funding Eligibility and Program Standards

Treatment Services: Funding for residential detox, co-occurring civil commitment beds, medication-assisted treatment (MAT), and pediatric or adolescent substance abuse treatment. Treatment strategies include:

- Provision of medical field-endorsed treatment services to youth and adults;
- Distribution of Narcan kits;
- Hosting public training events and sessions;

Recovery Support: Support for recovery housing, certified addiction counseling, and programs targeting families, specifically grandparents raising grandchildren due to opioid use. Recovery support strategies include:

- Hosting support groups and family counseling sessions;
- Hosting public awareness sessions and events;
- Distribution of Narcan kits.

Capital expenditures must be directly tied to opioid-related program delivery and must receive prior County approval.

5. Grant Compliance

The Baldwin County Commission assumes oversight in maintaining full compliance with conditions of the County's Opioid Settlement Agreement funding through the Alabama United Opioid Litigation Allocation Agreement. Full transparency and accountability must be demonstrated by the organizations which receive a pass-through of the County's settlement funds. Each must demonstrate the efficacy of their program's performance through documentation and transparent reporting of the evidence-based intervention outcomes achieved.

Recipients of funding must also create, collect, and retain for inspection by the County, its authorized agent, or any examiner with the State of Alabama Examiners of Public Accounts, all appropriate financial records, including original invoices, canceled checks, cash receipts and other supporting documents, as deemed necessary to validate receipt of funds from the County and for verification of the eligibility of intervention program expenditures. All such financial records and supporting documents will be retained and made available as requested by the County for a period of not less than three (3) years from termination or expiration of an award agreement.

Baldwin County Opioid Settlement Funding Eligibility and Program Standards

To assess fulfillment of target evidence-based performance outcomes by funded organizations, the County may utilize opioid settlement funds for administrative and performance monitoring as deemed necessary to verify a funded intervention program's conformance with eligible opioid addiction intervention activities. Such monitoring may include interdepartmental transfers to support staff time and rely upon services of qualified clinical or subject-matter reviewers designated by the County in the review of programmatic reports, and to validate an interventions' alignment with accepted, target opioid-related education, prevention, and treatment outcomes.

Failure to comply with reporting or documentation requirements may result in suspension or termination of funding.

6. Award Requirements

Organizations receiving a portion of the County's Opioid Settlement funds must agree to the following terms and conditions in consideration of the award of funds. Specific terms will be included in County-executed grant agreements:

- Grantee and Grantee's Representative signed below, certify by the execution of this agreement that no part of the funds awarded by the County pursuant to this agreement shall be passed through to another entity, consultant, or individual that is not specifically identified or described in the scope of the work of this agreement.

- Grantee and Grantee's Representative signed below, certify by execution of this agreement that no part of the funds awarded by the County pursuant to this agreement nor any part of the services, products, or any item or thing of value whatsoever purchased or acquired with said funds shall be paid to, used by, or used in any way whatsoever for the personal benefit of any member or employee of any government whatsoever or family member of any of them, including federal, state, county, and municipal and any agency or subsidiary of any such government; and further certify that neither the Grantee nor any of its officers, partners, owners, agents, representatives, employee, or parties in interest has in any way colluded, conspired, or connived with any member of the governing body or employee of the governing body, or any other public official or public employee, in any manner whatsoever, to secure or obtain this agreement and further certify that, except as expressly set out in the scope of work or services of this agreement, no promise or commitment of any nature whatsoever of anything of value and no benefit whatsoever has been made or communicated to any such governing body member or employee or official as inducement or consideration for this agreement.

Baldwin County Opioid Settlement Funding Eligibility and Program Standards

Grantee must notify the County, in writing, to describe any material changes to program staffing, scope, budget, or service delivery during the grant period.

7. Reporting

Recipients must document and report evidence-based impacts achieved through their utilization of settlement funds. Structured monitoring and reporting will be required.

For each award, recipients must submit two financial and performance reports during the twelve-month period of performance:

- Six-month interim report
- Ten-month report, which may support additional annual funding if requested.
Report summarizes results and certifies that grant funds were used as intended.

Reports must include documentation correlating to quantifiable metrics, which may include but are not limited to:

- Number of individuals directly or indirectly served;
- Services provided;
- Challenges and adjustments;
- Budget-to-actual expenditures;
- Description of direct/indirect benefits to County systems;
- Number of individuals receiving training, or attending public information sessions;
- Number of individuals receiving educational, program outreach materials.

8. Annual Renewal Review

Funded organizations may request renewal of intervention program funding, annually. Requests must be received at least two (2) months before the agreement end date.

County reviews of renewal requests will assess:

- Evidence-based program performance against scope of work;
- Compliance with reporting requirements;
- Expenditure alignment with approved budget.

Renewal of an annual funding agreement between the County and a recipient organization **is not guaranteed**, and will be based on program performance, compliance by the recipient as documented through required formal financial and performance reporting, achievement of target outcomes within local communities, and continued availability of Opioid Settlement program funding to the County.

ADDENDUM 1 TO EXHIBIT A

Fixed Administrative Allocation Methodology

Baldwin County Opioid Settlement Funding Program

1. Purpose

This Addendum establishes Baldwin County's **Fixed Administrative Allocation Methodology** for internal administrative and clinical review costs associated with the Baldwin County Opioid Settlement Funding Program. This methodology ensures consistent, transparent, and auditable administration of opioid settlement funds in accordance with Resolution 2026-081, the Alabama Opioid Settlement Fund (Act 2023-384), and applicable federal cost principles.

2. Authority and Compliance Basis

This methodology is authorized under:

- **Resolution 2026-081**, adopting the Baldwin County Opioid Settlement Funding Program
- **Act 2023-384**, establishing the Alabama Opioid Settlement Fund
- **2 CFR Part 200**, including:
 - §200.404 (Reasonable Costs)
 - §200.405 (Allocable Costs)
 - §200.412–415 (Classification of Costs)
 - §200.414(f) (De Minimis Rate)

Federal guidance permits the use of **reasonable, consistently applied allocation methodologies** for administrative and oversight costs. State guidance does not impose a cap on administrative costs but requires documentation, oversight, and monitoring.

3. Fixed Administrative Allocation Methodology

Baldwin County will apply a 15 percent de minimis indirect cost rate, consistent with 2 CFR 200.414(f), to recover allowable administrative and clinical review costs associated with oversight of each opioid settlement award. This rate is applied to the modified total direct costs (MTDC) of each award and does not reduce the organization's approved direct program funding.

This allocation methodology and certification simplifies and streamlines documentation as compared to strictly individual employee timekeeping for personnel performing intermittent administrative or clinical oversight functions.

Allocation Breakdown

- **7.5% – Grants Administration**

Covers program intake, eligibility review, scoring, award processing, compliance monitoring, reimbursement review, and state-required annual reporting.

- **7.5% – Clinical Review**

Covers clinical or subject-matter review of opioid-related classifications, validation of programmatic reports, and confirmation that funded activities align with opioid-related treatment, prevention, and recovery outcomes.

This function may be performed by the Coroner's Office or another qualified clinical reviewer designated by the County.

4. Written Justification for the Fixed Allocation

Baldwin County has determined that a fixed administrative allocation is the most efficient, transparent, and auditable method for capturing internal administrative and clinical review costs. This methodology:

- Ensures **consistent application** across all awards
- Reduces administrative burden for County staff
- Aligns with the **15% de minimis administrative cost standard** under 2 CFR Part 200
- Reflects the actual structure of program oversight shared between Grants Administration and a designated Clinical Reviewer
- Provides a predictable basis for budgeting and reporting
- Avoids the need for individual employee timekeeping when staff perform intermittent oversight activities

No federal or state guidance requires timekeeping when a **reasonable, documented allocation methodology** is used.

5. Allowable Costs Under the Allocation

Costs covered by the fixed allocation may include:

- Salaries and wages of personnel performing administrative or clinical review functions
- Fringe benefits (health, retirement, FICA, workers' comp, etc.)
- Costs associated with review, monitoring, reporting, and compliance
- Costs associated with clinical/technical validation of program activities

6. Documentation and Recordkeeping Requirements

To support the fixed allocation, the County will maintain:

- This Addendum and written justification
- A Commission-approved resolution adopting the methodology
- A description of duties performed under each allocation
- Quarterly calculations showing the 15% allocation applied to each award
- Clinical Review Certification Forms supporting the 7.5% clinical allocation
- Records retained for **five (5) years**

7. Clinical Review Certification Form

Baldwin County – Opioid Settlement Funding Program

(For 7.5% Clinical Review Allocation)

Awarded Organization: _____

Award Amount: _____

Quarter: _____

7.5% Clinical Review Allocation: _____

Section 1 — Checklist of Review Activities

The Clinical Reviewer affirms that the following activities were performed for this award period (check all that apply):

- ☐ Reviewed programmatic reports for alignment with opioid-related treatment, prevention, or recovery outcomes
- ☐ Validated opioid-related classifications or service descriptions
- ☐ Reviewed supporting documentation submitted by the funded organization
- ☐ Assessed whether expenditures align with approved opioid-related activities
- ☐ Identified any concerns requiring follow-up or clarification
- ☐ Confirmed compliance with the County's Eligibility & Program Standards

Section 2 — Documents / Materials Reviewed

(Reviewer **must** list all documents, reports, logs, or other materials examined)

1. _____
2. _____
3. _____
4. _____
5. _____

Section 3 — Certification and Record Retention

By signing below, I certify that:

1. I performed the clinical or subject-matter review activities necessary to validate opioid-related classifications, programmatic reports, or treatment/prevention/recovery activities funded under the Baldwin County Opioid Settlement Funding Program.
2. The activities reviewed fall within the “Administration, Monitoring, and Oversight” category permitted under the Alabama Opioid Settlement Fund.
3. I understand that **all documents reviewed or generated as part of this certification must be retained for a minimum of five (5) years**, and that:
 - Baldwin County,
 - the County’s authorized agents, and
 - the Alabama Examiners of Public Accounts

may request access to these documents for audit or compliance purposes at any time during the retention period.

4. I am entitled to the fixed **7.5% Clinical Review allocation** for the award listed above.

Reviewer Certification

Reviewer Name: _____

Title/Role: _____

Signature: _____

Date: _____

ADDENDUM 1 TO EXHIBIT B

Financial Documentation Requirements

Baldwin County Opioid Settlement Funding Program

FINANCIAL CAPACITY DOCUMENTATION — Required for All Applicants

Applicants must provide financial documentation appropriate to the size of their funding request, as outlined below:

Requests under \$25,000

- Most recent IRS Form 990 or year-end financial statement
- Current operating budget

Requests \$25,000 to \$100,000

- IRS Form 990
- Prior-year financial statements
- Program-specific budget narrative

Requests over \$100,000

- IRS Form 990
- Audited (or reviewed) financial statements – most recent three (3) years
- Summary of current cash position and revenue mix
- Description of financial controls and grant management processes

Applications that do not include the required financial documentation **will not move forward** for scoring or Commission consideration.

Baldwin County, Alabama – Opioid Settlement Funds
Non-profit Organization Intervention Program Funding Request

APPLICANT INFORMATION

Name of Requesting Organization: _____

Physical Address: _____

Federal EIN: _____

Organization Type (501(c)(3), etc.): _____

CONTACT INFORMATION

Contact Person: _____

Email Address: _____

Telephone: _____

GENERAL PROJECT DESCRIPTION

Brief description of the organization's program operations, stakeholders served, general outcomes expected through use of requested funds, and general qualifications to provide support services:

PROJECT COSTS

Requested Annual Funding Amount: _____

Budget table identifying projected annual allocations for staffing and operations (*include as attached Exhibit if additional space is necessary*):

Expense Category	Annual Cost
Assigned Personnel Position(s)	
Total Personnel	
Fringe Benefits	
Total Fringe Benefits	
Local Travel	
Programmatic Supplies	
TOTAL:	

EXPECTED BENEFIT TO PUBLIC HEALTH THROUGH GOVERNMENTAL SERVICES AND OPERATIONS PROVIDED WITHIN LOCAL COMMUNITIES

Summary description of expected program-attributable offsets, or reductions in demand upon County services and systems, such as jail bookings, medical emergency responses, DHR social interventions, law enforcement dispatches, etc.:

***NOTE:** Requests for Opioid Settlement funds will be reviewed by the County in advance of Commission consideration, with points assigned in accordance with the following parameters:

- Alignment with eligible opioid settlement use guidelines (up to 40 points)
- Demonstration of community needs to be addressed (up to 40 points)

- Described expected benefits to County systems and operations (up to 20 points).

Applications from qualified organizations must receive a minimum score of 70 points to be considered for funding.

ADDENDUM 1 TO EXHIBIT C

Funding Process

Baldwin County Opioid Settlement Funding Program

Step 1 — Application Intake

Follow Exhibit C intake requirements (complete application, EIN verification, eligible entity, required fields, budget table, benefits to County systems, etc.).

Step 2 — Eligibility Review

Confirm the organization meets all County eligibility standards (service area, mission alignment, required documentation, etc.).

If the application does not meet basic eligibility, it should be denied immediately. A standardized denial letter will be drafted for the County Administrator/Clerk Treasurer to sign.

Step 3 — Program Review

Regardless of the size of the request, every application should undergo a program review, unless financial capacity documentation is not received. The program review includes:

- Alignment with eligible uses (40 points)
- Demonstrated community need (40 points)
- Benefit to County systems (20 points)
- Minimum score of 70 to continue

If the program score is below 70, the request is denied and should not proceed to the Commission.

Step 4 — Financial Review

Because the County is responsible for stewardship, compliance, and evidence-based accountability, a financial review will be conducted in all cases, even small requests. This ensures:

- The organization has capacity to manage funds
- Financials are consistent with the budget they provided
- They can comply with reporting requirements
- They are not at risk of misuse or audit exceptions

However, we *will scale the depth* of the review based on the size of the request:

Financial Review Tiers

Tier 1 – Requests under \$25,000

- Basic financial capacity scan
- Review most recent IRS Form 990 or financial statement
- Check internal controls and standing

Tier 2 – Requests \$25,000–\$100,000

- Full review of financials
- Examination of budget-to-actual trends
- Verification of program cost structure

Tier 3 – Requests over \$100,000

- Comprehensive financial stability review
- Review revenue diversification, cash position, audit results
- Evaluate potential risk to County exposure if project fails

If the applicant does not pass the financial review, the request should be denied and a formal letter issued.

Step 5 — Combined Approval Criteria

A request should only advance if it meets both:

- Program score ≥ 70
- Passes required financial review (Tier 1–3)

If both are satisfied, then we will proceed with Commission consideration.

Step 6 — Commission Approval

Prepare a summarized approval packet for the Commission that mirrors Exhibit C's award-determination step:

- Recommended award amount

- Confirmation of available funds
 - Summary of scoring and financial review (no sensitive details)
-

Step 7 — Applicant Notification

- **Denials:** Standardized denial letter signed by County Administrator/Clerk Treasurer
 - **Approvals:** Standardized conditional award letter signed by County Administrator/Clerk Treasurer. After Commission approval - Award Agreement is prepared as in Exhibit C (scope, budget, reporting, compliance, records retention, eligible-use restrictions)
-

Step 8 — Post-Award Reporting Requirements

Recipients must follow six-month and ten-month reporting obligations, including metrics and budget-to-actual requirements.

Baldwin County Opioid Settlement Funding Process

1. Application Intake

- Receive completed application form.
- Confirm the following fields are complete:
 - Organization name and contact information
 - Federal EIN
 - Organization type (501(c)(3), governmental entity, etc.)
 - Program description and target population to be served
 - Requested funding amount
 - Budget table (3–5 line minimum)
 - Description of expected benefits to County systems
- Verify nonprofit status and good standing using EIN.
- Log application into tracking sheet.

2. Eligibility & Completeness Review

- Confirm program aligns with adopted *Eligibility and Program Standards*.
- Confirm organization provides services within Baldwin County.
- Ensure application is complete; request missing items if needed.

3. Scoring & Review

- Score application using the County's rubric:
 - Alignment with eligible uses – 40 points
 - Community need – 40 points
 - Benefit to County systems – 20 points
- Minimum score to be considered for funding: 70 points.
- Document scoring and reviewer notes in tracking sheet.

4. Award Determination

- Identify recommended award amount.
- Confirm availability of settlement funds.
- Prepare summary for Commission consideration.
- Once approved, proceed to award agreement.

5. Award Agreement Execution

- Insert award amount, term, and scope of work.
- Include required clauses:
 - Annual reporting obligation of the Commission

Baldwin County Opioid Settlement Funding Process

- Payment contingent on available funds and compliance
- Right to suspend payments for non-reporting or improper expenditures
- Attachment A must include:
 - Approved budget
 - Required documentation of services
 - Records retention requirement (for a period of not less than three (3) years from termination or expiration of an award agreement)
 - Statement that funds must be used exclusively for opioid-related interventions, within Baldwin County
- Obtain signatures from organization and Commission.

6. Disbursement of Funds

7. Program Performance and Financial Reports

- Six-month interim report & Ten-month report
- Must include:
 - Number of individuals served
 - Services provided
 - Challenges and adjustments
 - Budget-to-actual expenditures
- Description of direct/indirect benefits to County systems
- Number of individuals who received training, or attended public information sessions
- Number of individuals who received educational, program outreach materials.
 - Log receipt of each report in tracking sheet.
 - Follow up on missing or incomplete reports.

8. Annual Reporting (County Obligation)

- Compile quarterly data for state-required annual report.
- Confirm total funds received, interest earned, and expenditures.
- Coordinate with Finance for year-end reconciliation.
- Submit report in required format once state confirms deadline.

9. Annual Renewal Review

- Conduct review at least 3 months before agreement end date.
- Assess:
 - Performance against scope of work
 - Compliance with reporting
 - Expenditure alignment with approved budget
- **Renewal is not guaranteed**; based on performance, compliance, and available funds.