



mosaic

opioid recovery partnership

Mosaic Municipal Training and Technical Assistance

April 2026 Webinar Resource: *Practical Approaches for Municipal Decision-Making Structures and Pooled Funding Strategies*

Breaking Down Silos: Why Opioid Abatement Demands New Kind of Partnerships

explored how local leaders are reshaping internal roles and decision-making structures to guide the use of opioid abatement funds.

Municipalities often choose to collaborate through pooled funding structures to reduce administrative burdens, leverage shared expertise, and support larger-scale or more comprehensive programming that may not be feasible on their own. These partnerships can also help centralize staffing and improve coordination of opioid abatement efforts across regions.

This webinar resource provides additional practical information related to [intermunicipal governance and agreements](#), [funding structures](#), [budgeting](#), [cash flow](#), [invoicing](#), [reporting](#), and [staffing for program implementation](#). These are important planning and partnership elements to consider.

Sample Municipal Governance Structure and Scope for Intermunicipal Agreements

The MA Attorney General's Office and the MA Department of Public Health, Bureau of Substance Addiction Services encourage municipalities to enter into formalized agreements to pool resources. As discussed during the webinar, a sample Opioid Abatement Collaborative (OAC) governance structure may include the following elements:

Intermunicipal Agreement (IMA): Participating municipalities execute an IMA that defines the terms of participation including roles, responsibilities, decision-making processes, and financial obligations.



Existing Public Health Excellence (PHE) collaboratives may amend their current IMAs to include an OAC program through a simple amendment.

Host Municipality: One municipality is designated as the host and is authorized to administer the collaborative. This includes fiscal management, contracting, and oversight responsibilities, in accordance with the IMA.

- **Administrative Fee:** The IMA should establish an administrative fee for the host municipality to cover fiscal and program administration costs. The fee should be reasonable, proportionate to responsibilities, and approved by all participating municipalities. It may be structured as a percentage of the budget, a fixed amount, or based on actual costs.

Decision-Making Authority: The advisory board, which includes one representative from each municipality, is responsible for reviewing and approving the OAC's annual program priorities and budget, consistent with the procedures outlined in the IMA.

Funding Framework: Participating municipalities commit, through the IMA, to contribute financially to the collaborative on an annual basis to support agreed-upon programming.

Administrative and Reporting Authority: The host municipality is responsible for financial administration, including cost allocation among members and compliance with applicable reporting requirements for the collaborative.

Funding Structures for Opioid-Related Abatement Work

Municipalities entering into OACs may consider different funding structures to hold and administer the funds. For example:

Stabilization Funds

- Monies are appropriated annually by the city council or town meeting.
- This structure may be established by a warrant article.

Special Revenue Funds

- Funds may be deposited without further appropriation by the legislative body, allowing municipalities to avoid annual appropriation and enabling more flexible and timely use of opioid abatement dollars. Funds may be expended at the direction of the chief executive officer or their designee, provided that such expenditure is consistent with applicable requirements. This structure may be established by a warrant article.
- Each municipality in the OAC may establish its own special revenue fund.
 - This approach is useful when a municipality wants to pool a portion of its funds, but not the full amount.
 - The host municipality may want to maintain two separate opioid-related special revenue funds if only a portion of its funds are pooled.
 - A **host-specific opioid abatement account** for its own funds.
 - A **regional special revenue fund** used solely for pooled regional funds.



Budgeting and Cash Flow Practices for Host Municipalities

Collaborating municipalities will need to decide how funds are approved for use, how cash will be managed, and how invoices will be issued.

Budget Approval: The annual OAC program budget is reviewed and approved by participating municipalities through the advisory board or another process defined in the IMA, prior to the expenditure of funds.

Cash Flow Approach: The IMA defines how OAC expenses are funded and reimbursed. Common approaches include:

- **Upfront Contributions:** Municipalities provide funding in advance (in full or in part), allowing the host municipality to draw from pooled funds as expenses are incurred.
- **Periodic Invoicing:** The host municipality invoices participating municipalities at regular intervals for actual costs, which may require the host municipality to temporarily front expenses.
- **Hybrid Approach:** A combination of upfront contributions and periodic invoicing to balance cash flow and cost reconciliation.

Invoicing: Participating municipalities should agree on a standardized invoicing template. Invoices should reflect all approved OAC program costs and may include:

Personnel Costs	Salary and fringe benefits for staff supporting the OAC
Program Expenses	Direct costs associated with implementing OAC initiatives (e.g., contracts, services, supplies, training, or equipment)
Administrative Costs	The approved administrative fee or documented administrative expenses of the host municipality
Other Approved Costs	Any additional expenses authorized in the OAC budget and consistent with the IMA

- **Payment of Invoices:** Participating municipalities remit payment to the host municipality upon receipt of invoices and in accordance with the terms of the IMA. Payment terms may vary based on the funding structure. For example:
 - **Stabilization Funds:** Payment of invoices is subject to appropriation or approval by the legislative body, as required by law.
 - **Special Revenue Accounts:** Invoices may be paid directly, consistent with applicable requirements.

Reporting Requirements

Municipal partners will need to report on expenditures. Common approaches include:

- The host municipality reports on:
 - Its own opioid abatement expenditures, and
 - Regional expenditures.
- Member municipalities report separately on their own opioid abatement expenditures.



Because fourth-quarter invoices are paid after the close of the fiscal year (early July), the host municipality's financial records may temporarily reflect expenditures before corresponding intermunicipal revenue is received. This is standard practice in municipal accounting.

Staffing for Program Implementation

To support effective program implementation, it is common practice to fund a program manager with experience in substance use disorders and program and project management. A job description approved by all participating municipalities prior to recruitment and hiring is a best practice. Sample job description elements are below.



Job description templates are available. Email muniTTA@rizema.org to learn more.

Program and Project Management:

- Coordinate and oversee implementation of OAC-funded initiatives across participating municipalities
- Develop and manage work plans, timelines, and deliverables
- Monitor program performance, track expenditures, and ensure alignment with the approved budget
- Prepare reports to support advisory board oversight and required state reporting

Community Needs Assessment:

- Conduct opioid-related community surveys to assess local needs
- Facilitate stakeholder engagement, including focus groups and community input sessions

Get Technical Assistance

For additional information or to request training and technical assistance (TTA), please visit [Mosaic's Municipal TTA website](#). For additional resources related to opioid abatement and intermunicipal collaboration, please visit [here](#).



Funded by MA Department of Public Health, Bureau of Substance Addiction Services and Powered by RIZE