



---

# MEMORANDUM

---

Date: November 17, 2025

To: The Honorable Chair and Members  
Pima County Board of Supervisors

From: Jan Leshet   
County Administrator

Re: **Pima County Strategic Plan 2025 - 2028**

## Background

The County Administrator's Office has worked closely with the Board of Supervisors, Department Directors, and Elected Officials to develop Pima County's first Strategic Plan. This collaborative process included:

- A presentation to the Board on March 18, 2025, outlining the proposed planning process
- A progress update on June 3, 2025
- Ongoing engagement with department leadership throughout
- A Board retreat on August 27, 2025, to align priorities and opportunities for the next three years

The resulting plan is structured around four core pillars that reflect the Board's priorities and the County's commitment to service excellence. These pillars build upon the strategic framework used in recent budget cycles and provide a more mature foundation for long-term direction.

## Strategic Plan vs. Action Plan

This Strategic Plan is a high-level framework that articulates the County's vision, values, and strategic direction. It is intentionally aspirational and does not include specific metrics or annual goals. Implementation will occur through an annual action planning process. Action plans will:

- Be developed by departments during the annual budget cycle
- Translate strategic goals into specific, measurable actions
- Include resource needs and performance metrics
- Be reviewed and refined annually based on outcomes and community feedback

This two-tiered approach ensures that strategy guides operations while allowing flexibility and responsiveness in execution. This includes the development of an annual action plan which references the plan's pillars, goals, strategies and tactics under the umbrella of the BOS's priorities for every department and office. County Administration will provide guidance and support to departments in developing these action plans, ensuring alignment with the strategic plan.

## Recommendation

I recommend that the Board of Supervisors adopt the Pima County Strategic Plan 2025–2028, at the December 2, 2025, Board of Supervisors meeting.

## Attachment

c: Carmine DeBonis, Jr., Deputy County Administrator  
Steve Holmes, Deputy County Administrator

**Pima County**

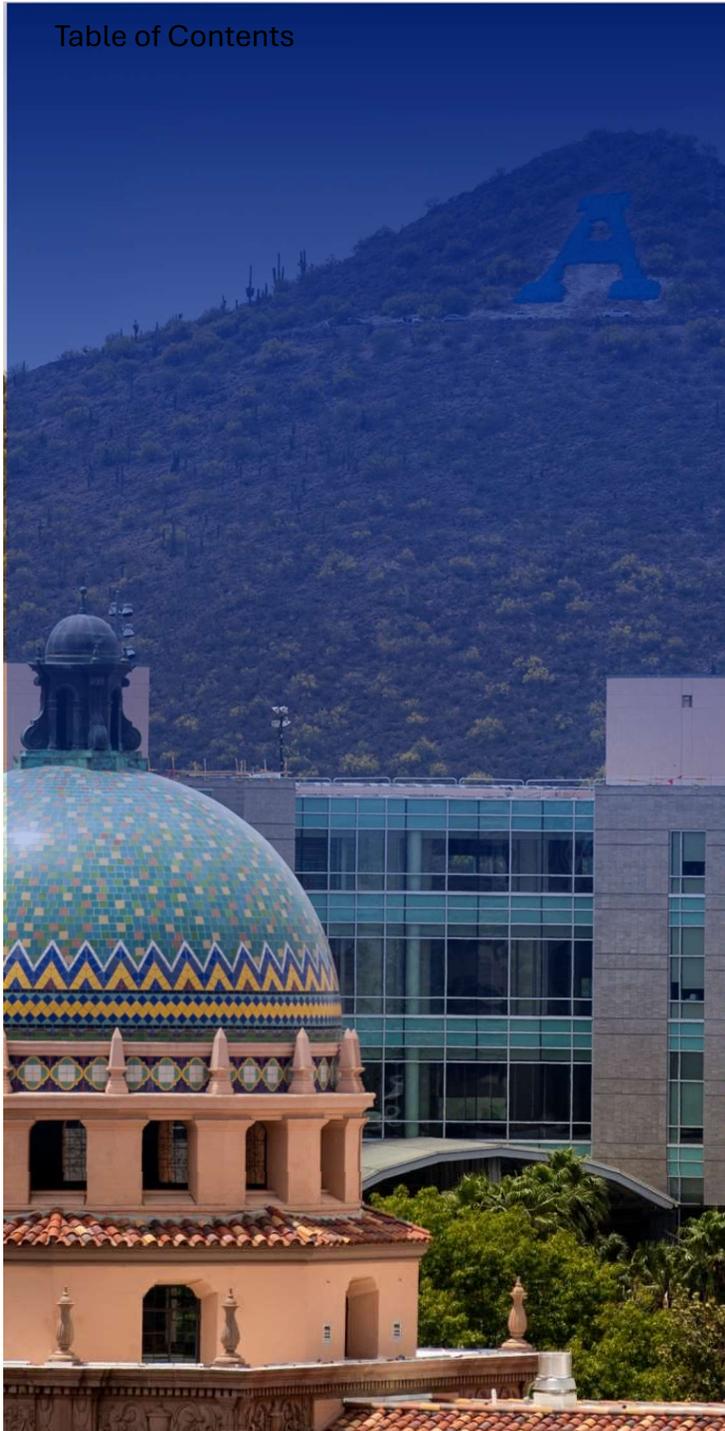
# **Strategic Plan**

**2025 – 2028**



**PIMA COUNTY**

Table of Contents



## Table of Contents

Acknowledgements

Vision of Pima County

We ARE Pima County

Executive Summary

Board of Supervisors Governance and Priorities

Opportunities and Challenges

Strategic Plan: County Administration Execution

Next Steps: Action Plans

Resources

## Acknowledgements



### Supervisor Rex Scott

District 1 Board Chair  
[520-724-2738](tel:520-724-2738)  
[pima.gov/District1](http://pima.gov/District1)



### Supervisor Dr. Matt Heinz

District 2  
[520-724-2702](tel:520-724-2702)  
[pima.gov/District2](http://pima.gov/District2)



### Supervisor Jennifer Allen

District 3  
[520-724-8051](tel:520-724-8051)  
[pima.gov/District3](http://pima.gov/District3)



### Supervisor Steve Christy

District 4  
[520-724-8094](tel:520-724-8094)  
[pima.gov/District4](http://pima.gov/District4)

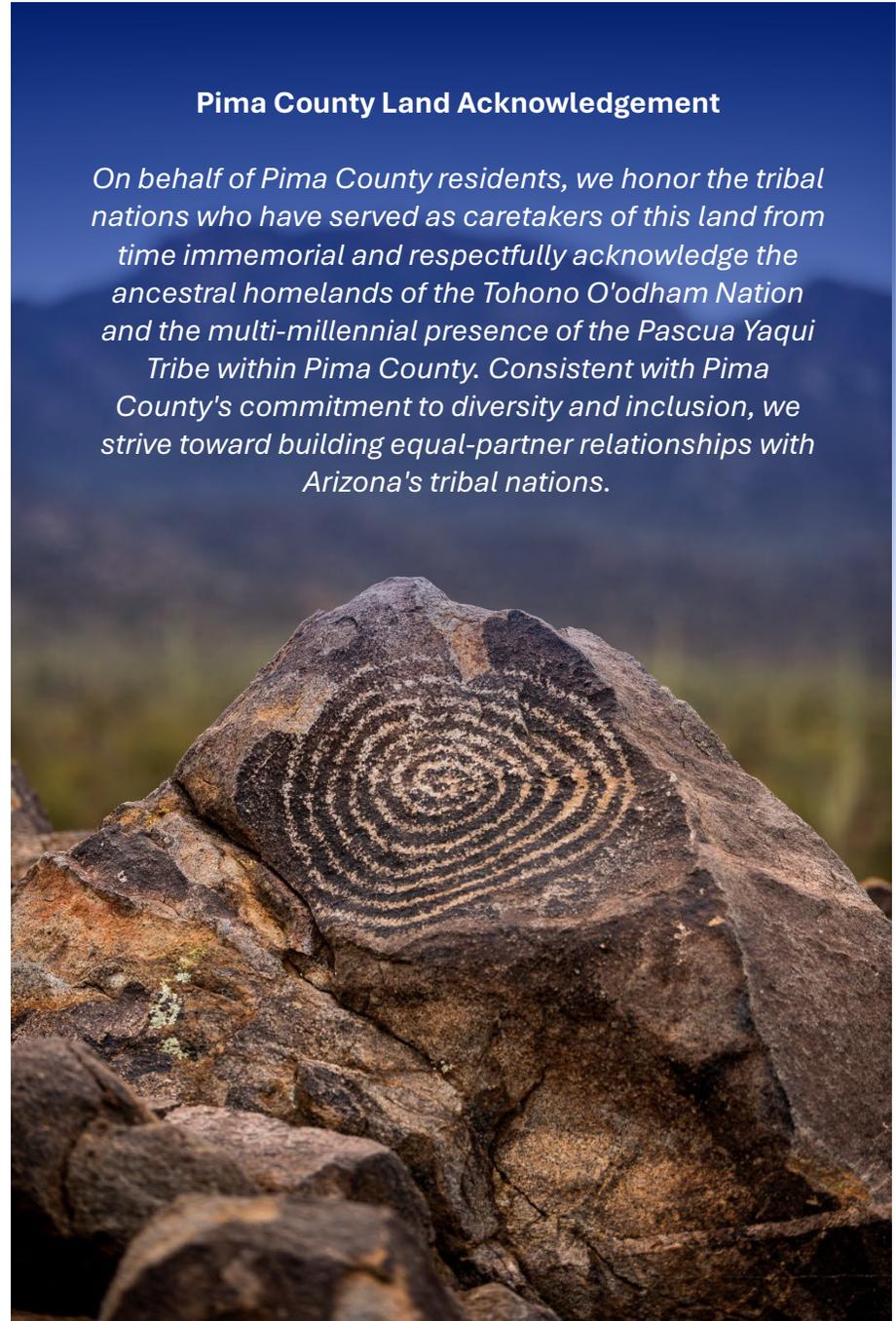


### Supervisor Andrés Cano

District 5  
[\(520\) 724-8126](tel:520-724-8126)  
[pima.gov/District5](http://pima.gov/District5)

### Pima County Land Acknowledgement

*On behalf of Pima County residents, we honor the tribal nations who have served as caretakers of this land from time immemorial and respectfully acknowledge the ancestral homelands of the Tohono O'odham Nation and the multi-millennial presence of the Pascua Yaqui Tribe within Pima County. Consistent with Pima County's commitment to diversity and inclusion, we strive toward building equal-partner relationships with Arizona's tribal nations.*



## **OUR VISION**

**Committed to serving residents  
and fostering a thriving community.**

## **OUR MISSION**

Creating a prosperous community through  
sound stewardship and innovative practices,  
making a difference in quality of life for all.

## **OUR VALUES**

Accountable | Respectful | Ethical

*These values are the foundation of our work and are  
reflected in every goal, strategy, and service we deliver.*



## We ARE Pima County

*Pima County is a region of rich history, cultural and ecological diversity, located in the heart of the Sonoran Desert in southern Arizona. With an area of about **9,200 square miles** and a population of over **1 million residents**, it is the second-most populous county in Arizona, with much of the population centered around the vibrant City of Tucson. Pima County plays a critical role in shaping the state's economic, environmental, and cultural future.*

### Cultural Heritage and Tribal Nations

As one of North America's longest continuously inhabited regions, Pima County honors a rich tapestry of Native American, Spanish, Mexican, and American western histories. The ancestral homelands of the Tohono O'odham Nation and the multi-millennial presence of the Pascua Yaqui Tribe are integral to the region's identity. The County is committed to building equal-partner relationships with Arizona's tribal nations, consistent with its values of accountability, respect, and ethical governance.

### Ecological Crossroads

Pima County lies at a unique ecological intersection where the neo-tropics meet the Rocky Mountains and the Sonoran Desert. This convergence creates a remarkable range of biodiversity, including more than 400 bird species and a wide variety of plant and animal life. Elevations range from 1,200 feet in the desert valleys to over 9,000 feet atop Mount Lemmon, offering a diverse array of ecosystems—from cactus forests to alpine woodlands.

The County's strategic vision **to foster a thriving community through sound stewardship and innovative practices** guides its efforts to enhance quality of life, protect natural and cultural resources, and ensure a prosperous future for all residents.

### Stewardship, Sustainability, and Innovation

Pima County is nationally recognized for its leadership in environmental and cultural stewardship and sustainable development. The Sonoran Desert Conservation Plan, adopted in 2001, shows the County's commitment to balancing growth with the protection of natural and cultural resources. Through innovative policies such as the Prosperity Initiative and Pima Prospers, the County is addressing generational poverty, promoting equitable economic opportunity, and investing in infrastructure that supports long-term resilience and sustainability.

### A Destination of Distinction

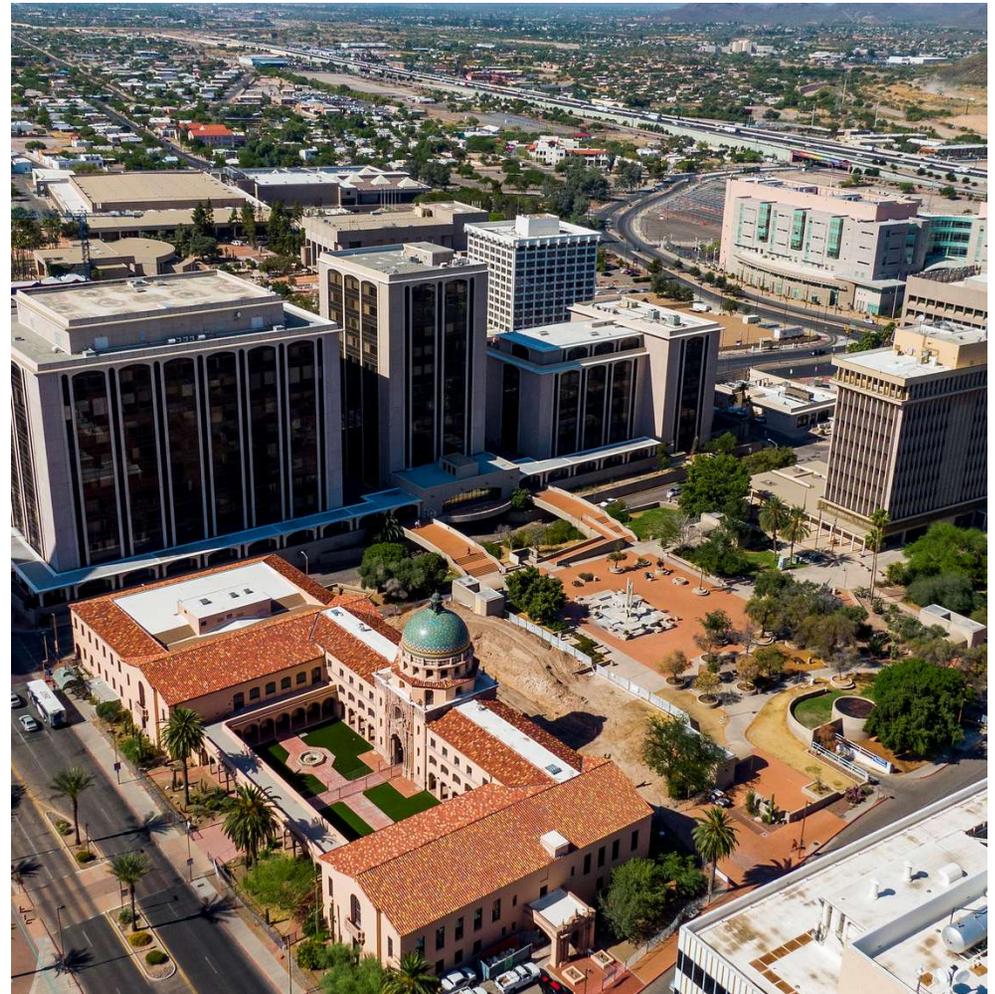
From world-class attractions and historic landmarks to vibrant arts and cultural institutions, Pima County offers a unique blend of natural beauty and cultural vitality.

## Executive Summary

Pima County stands at a pivotal moment—one shaped by its deep cultural roots, diverse communities, and a shared commitment to building a thriving, inclusive, and sustainable future. This Strategic Plan serves as a guiding framework for the County’s long-term direction, aligning the Board of Supervisors’ priorities with the County Administrator’s operational strategies to ensure that every action we take reflects our shared values and vision.

This Strategic Plan is not a static document—it is a living framework that will evolve through continuous feedback, performance measurement, and community engagement. It outlines high-level goals and strategies, while future department-level action plans will translate these into specific, measurable activities. These action plans will be developed in coordination with the County Administrator during the annual budget process and will include key performance indicators to track progress and ensure accountability.

***By aligning our strategic vision with operational execution, this plan empowers County departments, partners, and the community to work collaboratively toward a shared future—one that honors our past, addresses today’s challenges, and embraces the opportunities ahead.***



## Strategic Planning Process

The strategic plan document provides a high-level, long-term vision while a separate more detailed action plan outlines the specific short-term steps needed to execute that strategy. County administration led a series of activities to define our vision, mission, and values, presented to the Board of Supervisors and the public in June of 2025. Concurrently, department leadership updated the strategic framework used in the last two county budget cycles to broaden and encompass all areas of services. This broadening allows the framework to be a multi-year approach that allows individual departments to respond differently within the framework to meet specific outcomes.

This updated strategic framework served as a starting point for the Board of Supervisors' retreat in August. Within that retreat, the board performed a SWOT analysis (strengths, weaknesses, opportunities and threats) that has been simplified into opportunities and challenges within the county. The board provided individual priorities for the community. After significant review, these priorities have been consolidated and aligned with the strategic framework so that the administrator can bridge the gap between board governance and operational execution.

This is Pima County's first strategic plan. This strategic plan will be paired with an annual action planning process, a shorter-term, operational exercise that brings the strategy to life. As we implement, we will have opportunities to involve the public and review reporting outcomes. Feedback will allow us to refine and adjust our strategic and action plans in future years.

## Implementation and Accountability

The strategic plan is the foundation for a performance-driven culture across Pima County government. Implementation will occur through:

- **Department Action Plans:** Each department will develop annual action plans aligned with the strategic pillars and goals.
- **Budget Integration:** Action plans will be incorporated into the County's budget process to ensure resources support strategic priorities.
- **Performance Metrics:** Key indicators will be tracked and reported annually to measure progress and inform decision-making.
- **Public Engagement:** Community input will be sought to refine and evolve the plan over time.



## Strategic Pillars

Pima County's strategic plan is built around four core pillars that reflect the Board of Supervisors' priorities and the County's commitment to excellence. County services delivered are organized within the pillars and represent both aspirational goals and clear continuity of our strategic direction.

*Each pillar includes specific goals, strategies, and tactics that represent the breadth, depth and diversity of services provided for our community.*

### Public Service: Putting People First

- Ensure stability and excellence in government
- Deliver high-quality, innovative operations
- Align budgeting and staffing with strategic goals



### Quality of Life: Building a Prosperous and Healthy Community

- Strengthen public safety through holistic approaches
- Foster generational prosperity
- Enhance community health and well-being



### Infrastructure & Growth: Planning for Tomorrow

- Build and maintain forward-thinking infrastructure
- Drive economic growth to meet workforce and housing demands
- Promote sustainable development practices



### Sustainability & Conservation: Protecting What Matters

- Balance land conservation with responsible growth
- Strengthen regional sustainability and climate resilience
- Implement climate action and environmental stewardship strategies



# Board of Supervisors' Priorities



## 1. Public Service

### *Ensure Stability and Excellence in Government*

- Transition to a budgeting model aligned with Board priorities.
- Review and update financial policies to support long-term funding strategies, including the use of bonds.
- Optimize departmental structures through strategic use of class & compensation studies, vacancy policies, and other tools.

### *Deliver High Quality, Innovative Operations*

- Foster innovation in service delivery to improve operational efficiency and outcomes.
- Collaborate with non-profits and external agencies to adapt to a shifting grant funding landscape and enhance community support.



## 3. Infrastructure & Growth

### *Build and Maintain Forward-Thinking Infrastructure*

- Invest in transformative infrastructure projects that position the region for future success (e.g., high-speed rail to Mexico).
- Prioritize infrastructure that supports economic vitality, connectivity, and sustainability.

### *Foster Generational Prosperity*

- Support families and communities through education, literacy programs, and neighborhood reinvestment.
- Leverage the Prosperity Initiative Policy to reduce poverty, raise wages, and build generational wealth.

## 2. Quality of Life

### *Strengthen Public Safety through Holistic Approaches*

- Invest in regional wellness initiatives that reduce reliance on the jail and justice systems.
- Promote prevention and intervention strategies that address root causes of crime and instability.

### *Foster Generational Prosperity*

- Support families and communities through education, literacy programs, and neighborhood reinvestment.
- Leverage the Prosperity Initiative Policy to reduce poverty, raise wages, and build generational wealth.

### *Enhance Community Health and Well-Being*

- Expand access to health services, with a focus on underserved and vulnerable populations.
- Promote equitable health outcomes through community-based partnerships and outreach.



## 4. Conservation & Sustainability

### *Balance Land Conservation with Sustainable Development*

- Advance environmental stewardship through policies that support both conservation and responsible growth.
- Protect natural resources while accommodating community needs.

### *Strengthen Regional Sustainability and Climate Resilience*

- Enhance the region's capacity to adapt to climate change through coordinated, forward-looking strategies.
- Promote resilience in infrastructure, ecosystems, and communities.



## Opportunities

- 1. Regional Collaboration & Integration**  
*Leverage partnerships with municipalities, tribal nations, and regional bodies (like PAG) to expand programs and reduce service duplication.*
- 2. Workforce & Economic Development**  
*Focus on job creation, wage growth, and targeted workforce development in at-risk communities.*
- 3. Education & Training Partnerships**  
*Strengthen ties with K-12, PCC, UA, and JTED to align education with workforce needs.*
- 4. Technology & Innovation**  
*Use digital tools to improve access to services like rental assistance and health enrollment.*
- 5. Spanish-Language & Bilingual Outreach**  
*Expand award-winning Spanish communications to better serve diverse communities.*
- 6. Sustainability & Water Management**  
*Promote reclaimed water use and zoning incentives to address climate and resource challenges.*
- 7. Health Equity & Community Health Workers (CWH)**  
*Continue investing in CHWs, especially in rural areas, to improve health access and outcomes.*
- 8. Priority-Based Budgeting & Strategic Planning**  
*Align funding with strategic goals through tools like the Economic Development Strategic Plan.*
- 9. Prosperity Initiative Expansion**  
*Integrate more jurisdictions into programs focused on housing, early education, and wage support.*
- 10. University & Research Collaboration**  
*Partner with the University of Arizona to drive innovation and evidence-based policy.*

## Challenges

- 1. Economic Inequality & Low Wages**  
*Persistent poverty and limited access to high-wage jobs remain major barriers.*
- 2. Unstable State & Federal Funding**  
*Cost shifts, policy changes, and delayed reimbursements threaten financial stability.*
- 3. Climate Change & Environmental Pressures**  
*Desert-specific environmental challenges and regulatory rollbacks hinder resilience efforts.*
- 4. Housing Affordability Crisis**  
*Investor-driven displacement, weak tenant protections, and impacts of rising costs are impacting affordability.*
- 5. Immigration Policy Impacts**  
*Enforcement actions may affect labor markets, homelessness, and child welfare systems.*
- 6. Erosion of Public Trust & Civic Engagement**  
*Misinformation, media fragmentation, and voter apathy reduce community participation.*
- 7. Internal Communication & Departmental Silos**  
*Gaps in responsiveness and collaboration if not addressed hinder service delivery.*
- 8. Under-Resourced Rural Communities**  
*Rural areas like Ajo and Three Points face persistent service and infrastructure gaps.*
- 9. Limited Budget & Workforce Development Capacity**  
*Resource constraints limit the County's ability to scale effective service programs.*
- 10. Health & Social Safety Net Cuts**  
*Reductions in Medicaid, SNAP, and nonprofit funding increase community vulnerability.*

# Board Policies, Initiatives & Plans

## How they relate to the Strategic Plan

The following is a list of many of the actions already taken by the board that align with this strategic plan organized by the core pillars. These guide staff and set the stage for living and working in Pima County.

### Public Service: Putting People First

Pima county is committed to smart budgeting for a stronger future by aligning our budget with what matters most to our community. We are also exploring long-term funding tools, like bonds, to ensure financial stability. We are improving services to be modern and efficient by embracing innovations and working closely with nonprofits and community partners to meet changing needs.

- **Stability & Excellence:** Pima County Strategic Plan
- **Human Resources / Employer of Choice:** Class & Compensation 2009 [Policy](#) & 2023 [Study](#), Vacant Positions [Policy](#), Pima County [Merit System](#)
- **Fiscal Responsibility Policies:** State Cost Shifts [Policy](#), General Fund-Balance [Policy](#),

### Quality of Life: Building a Prosperous and Health Community

Pima County is seeking a new approach to public safety, investing in wellness and prevention – not just jails for safer, healthier communities. We are creating opportunities for every generation through education, literacy, and neighborhood reinvestment so that families thrive and build pathways to prosperity for future generations.

- **Safe Community:** Pima County Emergency Operations [Plan](#), Wildfire Mitigation [Plan](#), Multi-Jurisdictional Hazard Mitigation [2022 Plan](#), Inmate Navigation, Enrollment, Support and Treatment (INVEST) [Program](#)
- **Healthy Community:** Community Health Needs Assessment (CHNA) [2024 Plan](#), Community Health Improvement [2022-24 Plan](#)
- **Prosperous Community:** Prosperity [Initiative](#), Early Education [PEEPS](#), Closing the Gap in Affordable Housing [Policy](#), 2025-28 Workforce [Plan](#), HUD Consolidated [Plan](#), Emergency Eviction Legal Services ([EELS](#))
- **Well-Being:** Healthy Pima Indicators [Site](#), Parks & Recreation [Master Plan](#), Public Art [Program](#)

### Infrastructure & Growth: Planning for Tomorrow

From roads to rail, Pima County is seeking bold and innovative infrastructure projects that move our growing region forward. We are also focused on the growth of jobs, housing and the regional economy through coordination with our regional partners on workforce development planning, housing needs and climate-ready infrastructure.

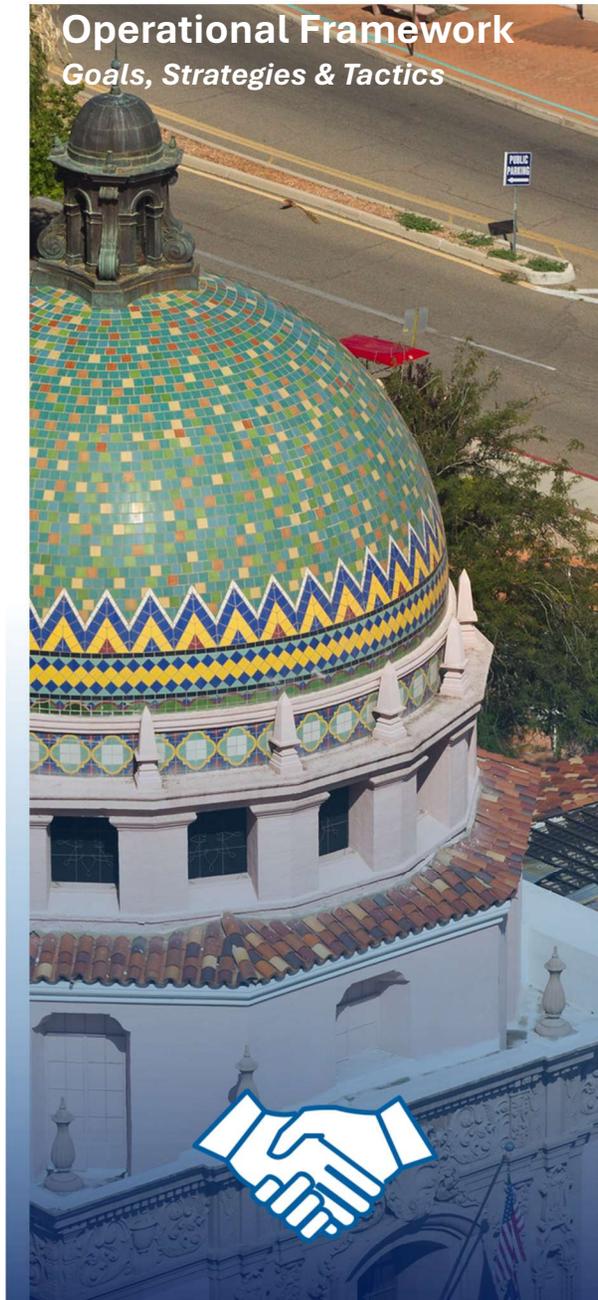
- **Infrastructure:** Integrated Infrastructure 2027-36 and 2025 CIP [Plan](#), Road Repair & Preservation [Program](#), Floodplain Management 2025 [Plan](#), Connect Pima Action [Plan](#), Pima IT Lifecycle [Plan](#), Pay-As-You-Go (PAYGO) [Policy](#)
- **Responsible Growth:** Pima Prospers 2025 [Plan](#), Economic Development [2023-26 Plan](#), Due Diligence for Economic Development [Policy](#), Riparian Habitat Mitigation [Plan](#),

### Conservation & Sustainability: Protecting What Matters

We are committed to protecting our natural and cultural resources while supporting thoughtful development that meets community needs. We also building a more resilient region – ready to adapt to climate change and protect our environment for future generations.

- **Conservation:** Sonoran Desert Conservation [Plan](#), Multi-Species Conservation [Plan](#), Conservation Land System [2025 Update](#), Cultural Resources [Policy](#), Floodprone Land Acquisition [Program](#),
- **Sustainability:** Climate Resolution [2017-39](#), Pima CAN, Ambient Air Monitoring 2024 [Plan](#),

# Strategic Plan Pillar 1: Public Service – Putting People First



**Operational Framework**  
*Goals, Strategies & Tactics*

## 1.1 Goal: Plan for Stability and Excellence

### 1.1.1 Strategy: Align with Strategic Plan

- 1.1.1.1 Tactic: Assign Resources to Yearly Action Plan
- 1.1.1.2 Tactic: Achieve Department Operations Plan Objectives

### 1.1.2 Strategy: Budget for Expected Economic Conditions

- 1.1.2.1 Tactic: Align Budget using Economic Indicators
- 1.1.2.2 Tactic: Implement Fiscal Stewardship and Cost Recovery Opportunities

## 1.2 Goal: Provide Quality Operations

### 1.2.1 Strategy: Improve Services by Innovation

- 1.2.1.1 Tactic: Expand Avenues for Transparency and Optimization
- 1.2.1.2 Tactic: Provide Outstanding Department Services

### 1.2.1 Strategy: Invest in Our Workforce

- 1.2.2.1 Tactic: Provide Career Path and Growth Opportunities
- 1.2.2.2 Tactic: Implement Employee and Industrial Safety Programs
- 1.2.2.3 Tactic: Improve Workplace for Recruitment and Retention
- 1.2.2.4 Tactic: Provide County Job Opportunities with Training and Apprenticeship

# Strategic Plan Pillar 2: Quality of Life - Building a Prosperous & Healthy Community



## Operational Framework Goals, Strategies & Tactics

### 2.1 Goal: Enhance Safety & Crisis Systems

#### 2.1.1 Strategy: Address Public Safety

2.1.1.1 Tactic: Invest in Proactive Programs to Improve Community Safety

2.1.1.2 Tactic: Improve Collaboration Between Safety and Justice Systems

2.1.1.3 Tactic: Inform and Invest in Strategies to Decrease Recidivism through Collaboration

#### 2.1.2 Strategy: Enhance Health Services

2.1.2.1 Tactic: Mitigate Public Emergencies for a Healthy Community

2.1.2.2 Tactic: Invest in Initiatives to Prevent/ Treat Substance Involvement

2.1.2.3 Tactic: Improve Content and Quality of Treatment of at-Risk Populations

#### 2.1.3 Strategy: Expand Solutions for at-Risk and Homeless Individuals & Families

2.1.3.1 Tactic: Invest in Programs for at-Risk and Homeless Individuals & Families

2.1.3.2 Tactic: Monitor, Track & Mitigate Community Homeless Trends

2.1.3.3 Tactic: Optimize Delivery Models based on Emerging Trends

### 2.2 Goal: Create Generational Prosperity

#### 2.2.1 Strategy: Improve Housing Opportunities and Neighborhood Quality

2.2.1.1 Tactic: Increase the Supply and Diversity of Housing

2.2.1.2 Tactic: Improve Housing Stability

2.2.1.3 Tactic: Prioritize Investments in High Poverty Neighborhoods

#### 2.2.2 Strategy: Provide Skills and Education for Quality Jobs

2.2.2.1 Tactic: Invest in Early and Post Secondary Education

2.2.2.2 Tactic: Provide Workforce Development Services

2.2.2.3 Tactic: Provide Supportive Services for Job Seekers

#### 2.2.3 Strategy: Improve Well-Being

2.2.3.1 Tactic: Provide Services to Reduce Costs related to Household Necessities

2.2.3.2 Tactic: Promote Literacy, Health & Wellness, and Data Access for a Healthy Community

2.2.3.3 Tactic: Improve Access to Affordable Health Insurance and Family Planning

2.2.3.4 Tactic: Provide Cultural, Regional Attractions, Amenities and Recreational Programs

# Strategic Plan Pillar 3: Infrastructure & Growth: Planning for Tomorrow

## Operational Framework Goals, Strategies & Tactics



### 3.1 Goal: Construct & Maintain Infrastructure

#### 3.1.1 Strategy: Invest in Innovative & Critical Infrastructure Systems

- 3.1.1.1 Tactic: Update the Integrated Infrastructure Plan (IIP) and Fund the Capital Improvement Program via Innovative Sources (PAYGO)
- 3.1.1.2 Tactic: Invest in and Report on Critical Infrastructure Systems

#### 3.1.2 Strategy: Implement Best Practices for Asset Management

- 3.1.2.1 Tactic: Upgrade Existing Assets to Current Standards
- 3.1.2.2 Tactic: Plan for and Deploy Asset Lifecycle Replacement Plans

#### 3.1.3 Strategy: Invest in Facilities, Parks & Public Lands

- 3.1.3.1 Tactic: Develop Deferred Maintenance Plans and Funding Sources
- 3.1.3.2 Tactic: Manage Projects via Best Practices

### 3.2 Goal: Promote Economic Growth

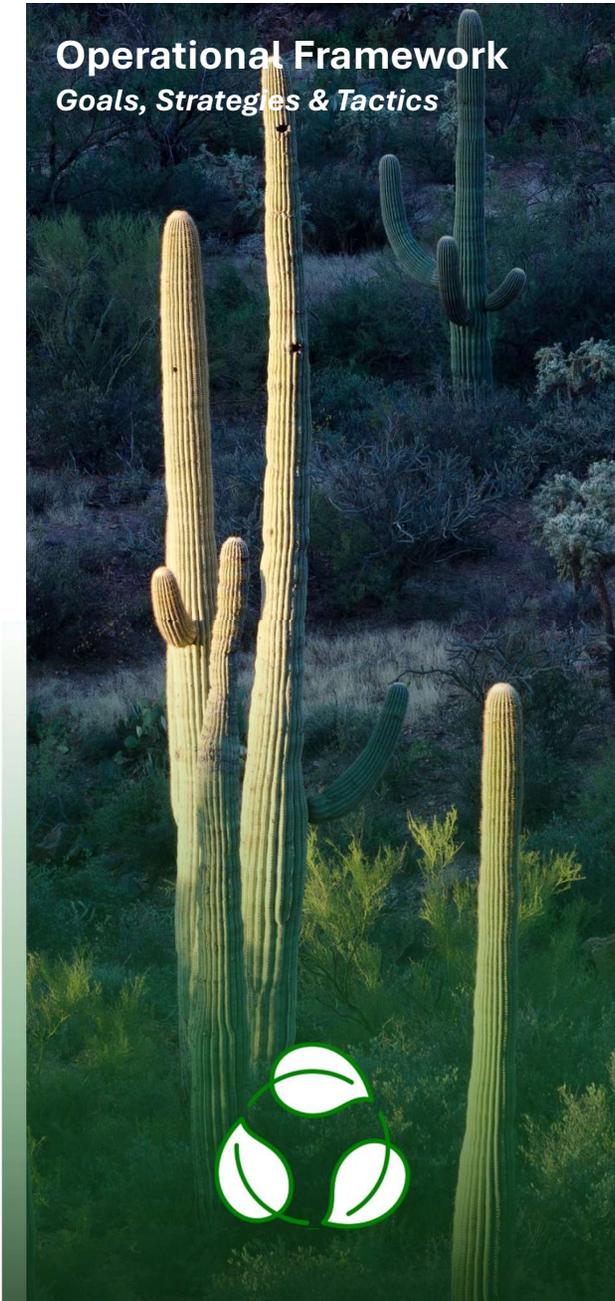
#### 3.2.1 Strategy: Attract, Retain and Expand Priority Businesses

- 3.2.1.1 Tactic: Identify Priority Business Sectors for Investment
- 3.2.1.2 Tactic: Collaborate Regionally to Support Employment Generation
- 3.2.1.3 Tactic: Assist in Regional Business Expansion and Retention

#### 3.2.2 Strategy: Oversee Sustainable Development Practices

- 3.2.2.1 Tactic: Implement Land-Use and Permitting Policies
- 3.2.2.2 Tactic: Enforce Ordinances Related to Development
- 3.2.2.3 Tactic: Incentivize Sustainable & Culturally Responsive Development

# Strategic Plan Pillar 4: Conservation & Sustainability: Protecting What Matters



## Operational Framework Goals, Strategies & Tactics

### 4.1 Goal: Balance Land Conservation and Development

#### 4.1.1 Strategy: Update Comprehensive Plan and Policies

- 4.1.1.1 Tactic: Increase Housing Affordability via Land-use Policies and Best Review Practices
- 4.1.1.2 Tactic: Increase Policy Protections for High Value Cultural & Land Resources
- 4.1.1.3 Tactic: Implement Controls for Sustainable Development

#### 4.1.2 Strategy: Strengthen Land & Resource Conservation Stewardship

- 4.1.2.1 Tactic: Invest in Conservation and Riparian Land Acquisitions
- 4.1.2.2 Tactic: Invest in Responsible Cultural, Land and Resource Management
- 4.1.2.3 Tactic: Promote and Support Development Outside of Sensitive Lands

### 4.2 Goal: Enhance Sustainability and Climate Resiliency

#### 4.2.1 Strategy: Partner for Regional Environmental Resiliency

##### Opportunities

- 4.2.1.1 Tactic: Leverage External Funds to Achieve Conservation Goals or Projects
- 4.2.1.2 Tactic: Report Regionally on Pollution Reduction Investment Impacts
- 4.2.1.3 Tactic: Inform and Educate on the Benefits of a Healthy, Sustainable Environment

#### 4.2.2 Strategy: Partner for Regional Environmental Resiliency

##### Opportunities

- 4.2.2.1 Tactic: Fund Climate Action Plan Related Activities
- 4.2.2.2 Tactic: Monitor and Report on Yearly Action Goals
- 4.2.2.3 Tactic: Invest in Resource Generation, Renewal and Recovery Efforts