

## **INTRODUCTION**

### **ORGANIZATION**

The governmental and administrative affairs of Pima County are directed by a five-member Board of Supervisors with each member elected from a designated district to serve a four-year term. The chairperson is selected by the Board from among its members. Other elected officials, often referred to as *constitutional officers*, are the Assessor, Clerk of the Superior Court, the Constables, County Attorney, Recorder, School Superintendent, Sheriff, and Treasurer. Presiding judges are appointed from elected members of the judicial bench.

### **REPORTING RELATIONSHIPS**

Because of Arizona's constitutional provisions and the requirements promulgated by Arizona Revised Statutes, the government of Pima County is organized to have a direct and indirect relationship with the Board of Supervisors. The Board of Supervisors has direct control over the County's general government functions; community services; indigent defense; medical, health, and welfare services; and public works functions. These broad functions include the County's internal governmental administrative/management activities; maintenance and construction of the County's sewerage and sanitation infrastructures; County streets, roads, and bridges which comprise the County's transportation infrastructure; natural resources, parks, community centers, recreational facilities and libraries (in cooperation with the city of Tucson); and numerous clinics. Indirect relationships are maintained with the elected officials.

### **BOARD OF SUPERVISORS**

The Pima County Board of Supervisors is responsible for establishing the policies of the County that provide direction for the various departments and for appointing a County Administrator. The Board has the legal authority and responsibility to establish spending limits and approve the budgets of all County departments, including those of the elected officials. The Board also sets the amount of taxes to be levied in the County.

The members of the Board of Supervisors also sit as the Board of Directors on other boards such as the Corrections Officer Retirement Board, Public Safety Retirement Board, Stadium District Board, Board of Deposit, Board of Health, and various Improvement Districts. The Board of Supervisors is also the statutory commission for the Tucson Airport Area Enterprise Zone and is the incorporator of the Pima County, Arizona Municipal Property Corporation.

### **COUNTY ADMINISTRATOR**

Pima County's chief appointed official is the County Administrator who serves at the pleasure of the Board of Supervisors. The County Administrator reports directly to the Board. With the exception of certain duties of elected officials' departments, the County Administrator has direct responsibility for the oversight and operation of all County government functions in the areas of County Administration, Community & Economic Development, Justice & Law Enforcement, Medical Services, and Public Works.

The County Administrator implements Board policy and has the responsibility for developing the annual County budget and submitting a recommended budget to the Board of Supervisors for their consideration. Subsequent to public hearings and Board approval, the County Administrator also compiles and publishes the Adopted Budget.

## **SERVICES PROVIDED**

Pima County offers a wide variety of governmental services that are organized into the following five functional areas:

### **COUNTY ADMINISTRATION**

County Administration primarily provides internal administrative and support services to County departments directly serving the public. The departments comprising this function include the Assessor, Board of Supervisors, Clerk of the Board, Communications (a subordinate department under Information Technology), County Administrator, Elections, Finance, Forensic Science Center, Human Resources, Information Technology, Non Departmental, Procurement, Recorder, Risk Management, and the Treasurer.

### **COMMUNITY & ECONOMIC DEVELOPMENT**

Community & Economic Development provides educational, cultural, social, and recreational programs to the public. The departments in this functional area are Community & Economic Development Administration; Community Development & Neighborhood Conservation; Community Resources; Community Services, Employment & Training; County Free Library; Economic Development & Tourism; School Superintendent; and the Stadium District.

### **JUSTICE & LAW ENFORCEMENT**

Justice & Law Enforcement provides public safety, felony and misdemeanor investigation, and prosecution services for victims, witnesses, and those needing fiduciary assistance. Services are also provided in the areas of indigent defense, civil representation, correctional housing, and juvenile detention. Judicial services include jury selection, adjudication of trials, sentencing, and probation supervision. The child support services include Title IV-D and non-Title IV-D administrative functions such as maintaining child support, spousal maintenance, and special paternity case information; processing court orders; preparing and serving wage assignments; and receiving and processing court ordered payments. The departments within this area are the Clerk of the Superior Court, Constables, County Attorney, Indigent Defense, Justice Court Ajo, Justice Court Green Valley, Justice Courts Tucson, Juvenile Court, Office of Court Appointed Counsel, Public Fiduciary, Sheriff, and Superior Court.

### **MEDICAL SERVICES**

Medical Services provides patient medical services, various public health and animal control services, and medical assistance to indigents. The component departments are Institutional Health, Pima Health System & Services, and Public Health. These departments comprise the major portion of the Pima County Integrated Health Care System (PCIHS), a diverse set of payer and provider operations for which the Department of Institutional Health serves as the administrative oversight structure.

### **PUBLIC WORKS**

Public Works provides construction, operations, and maintenance services related to the County infrastructure and related planning and environmental issues. The departments within this area are Capital Projects; Development Services; Environmental Quality; Facilities Management; Fleet Services; Graphic Services; Natural Resources, Parks, & Recreation; Public Works Administration; Regional Flood Control District; Solid Waste Management; Transportation; and Wastewater Management.

## **THE BUDGETARY PROCESS**

### **FUND COMPOSITION**

The County adopts budgets for all governmental and enterprise funds. The internal service funds: Communications, Fleet Services, Graphic Services, and Risk Management are described in the budget document, but are not included in the total amount budgeted. To do so would duplicate the revenues and expenditures of the internal service funds in the budget as a whole.

### **BASIS OF PRESENTATION**

As in prior years, departments are budgeted on a cost center/account line item basis. Fiscal year 1998/99 was the first year the budget presentation included and emphasized the programmatic components of County services. Accordingly, the fiscal year 2005/06 budget shows the costs and funding associated with programs, regardless of the funding source.

### **BASIS OF BUDGETING**

The budgets of the governmental funds are presented on a modified accrual basis. The basis of the modified accrual methodology refers to how expenditures and revenues are projected and recognized. Under this methodology, revenues are recognized when they are measurable and available to finance current expenditures. Expenditures, on the other hand, are generally recognized when incurred. (Exceptions to this policy are principal and interest expenditures on general long term debt which are budgeted either when due, or in period 12 (June), if the due date falls early in the subsequent fiscal year.)

The budgets of the proprietary funds are presented using the accrual basis. Under this methodology, revenues are recognized when they are earned, and expenses are recognized when they are incurred.

Under the basis of budgeting for capital leases, the acquisition costs and corresponding proceeds of the capital lease agreement are recorded. Only the principal and interest payments applicable to the budget period are reflected in the budget document.

Note that under the requirements of the new Government Accounting Standards Board Statement No. 34 (GASB 34), Countywide audited financial statements are now produced on a full accrual basis. However, GASB 34 also requires that supplemental financial statements be produced that will serve as a crosswalk between the accounting basis of the audited financial statements and the budget.

### **BUDGETARY CONTROL**

The County's adopted budget serves as a legal operating plan for the fiscal year. While its primary function is to provide a planning and allocation tool, it also serves management by providing the basis for measuring performance during the year.

The adopted budget has two levels of budgetary constraints: 1) within the General Fund, expenditures may not legally exceed appropriations at the department level and 2) within each Special Revenue Fund department, Capital Projects, Debt Service, and the Enterprise Fund, expenditures may not legally exceed the level of the total funding source. It should be noted that while budget limitations are based upon expenditures, emphasis is given in the budget documents to Net Fund Impact (NFI) for governmental funds and Net Assets Impact (NAI) for proprietary funds. NFI and NAI show the difference between total revenues and total expenditures for the fiscal year, plus or minus net operating transfers and other financing sources, when appropriate.

These concepts provide a clearer picture of how dollars are allocated, rather than emphasizing expenditures alone. For example, it is possible that a department could remain within its expenditure budget while, at the same time, fail to generate its corresponding budgeted revenues. In such an instance, more dollars would be required to meet the departmental and/or programmatic objectives than noted solely by the spending ceilings granted by the Board of Supervisors.

To monitor compliance with these budgetary constraints, on a monthly basis, both revenue and expenditure projections are prepared by the departments and compiled by the Budget Division. Variances between these projections and the full year appropriations are reported to the County Administrator and the Board of Supervisors. These analyses provide not only a mechanism for monitoring performance, but also for adjusting (when necessary) departmental operating plans and resource utilization.

## **BUDGET AMENDMENTS**

While state statutes prohibit the County from exceeding the final adopted budget amount, the budget is still just a planning document, and as such remains sufficiently flexible to accommodate changes that may occur during the fiscal year.

There are two categories of change that may be required to the adopted budget: 1) those affecting line items within a single department and 2) those requiring a transfer between departments or funds. In the first instance, departments retain the authority to modify line item amounts within their own budgets, provided the total program budgeted amount remains unchanged. In the second instance, the County Administrator has the authority to evaluate departmental requests for changes between departments and make recommendations for approval to the Board of Supervisors. Should the County Administrator recommend the change to the Board of Supervisors, the recommendation will be considered at a regularly scheduled, open meeting of the Board.

## **BUDGET PREPARATION AND APPROVAL**

The budget of Pima County is comprised of two components: 1) departmental operating budgets and 2) the Capital Improvement Budget.

### Departmental Operating Budgets

All departments within each functional area, except those scheduled to develop zero base budgets, are required to prepare their next year's budget requests using a target-based budgeting approach. Under this approach, base budgets are developed wherein revenues are assumed to be identical with those of the prior year, unless new revenues are clearly identified. Additionally, expenditures are assumed identical to those of the prior year after adjusting for such items as: 1) Board of Supervisors' approved programs, 2) changes in employee benefits, 3) Internal Service Fund charges, 4) one-time expenses, 5) annualized cost of prior year positions, 6) annualized part-year costs associated with ongoing programs, and 7) annualized cost of prior year employee compensation.

In keeping with the target-based model, departments may also submit requests for supplemental funding, if they believe their base budget requests are too low to fund all programmatic needs. These supplemental requests must detail all needed support, including personal services, supplies and services, and capital. Supplemental requests must also identify the requested funding source. Additionally, supplemental requests must be prioritized for the department as a whole, and include an impact statement (should supplemental funding be denied) detailing the opportunity lost, mandate not met, measurement of services not provided, or outcome not achieved.

After these departmental budget requests are prepared, they are verified, corrected as necessary, and consolidated by the Budget Division for presentation to the County Administrator. The County Administrator then reviews and recommends base and supplemental requests to the Board of Supervisors (usually in the month of April or May). Following receipt and public discussion of this *Recommended Budget*, the Board of Supervisors, on or before the third Monday in July, adopts a *Tentative Budget* which sets a ceiling on expenditures that may be incurred for the County as a whole. A final step in the process is a public hearing and special Board meeting, where the *Final Budget* is adopted as required by Arizona Revised Statutes. Unless the budget process is accelerated, this special meeting is customarily held on the second Monday in August, for the adoption of the budget covering the fiscal year that began July 1.



