



Office of the Comptroller

Liz Sumner, Comptroller

DATE: September 8, 2025

TO: Supervisor Marcelia Nicholson, Chairwoman, County Board of Supervisors

FROM: Cynthia (C.J.) Pahl, Financial Services Director

SUBJECT: 2025 Fiscal Projection for Milwaukee County – (For Information Only)

2025 Year-end Fiscal Projection as of July 31, 2025

Wisconsin Statutes Section 59.255(2) and County Ordinance Section 56.02(2) require the Comptroller to provide a monthly update of the fiscal condition of the County. Based on prior year actuals, current year fiscal projections submitted by departments, and known projected actions, Milwaukee County's projected 2025 year-end fiscal status is a **surplus of \$6.2 million**. This projection is based on the most current reports from departments and best estimates of countywide expenditure and revenue impacts.

FISCAL YEAR 2025				
Period	Month	Projected Year End Position	Annual Projection	Change from Prior Projection
1	January	Deficit	(\$7.6 million)	N/A
2	February	Deficit	(\$3.7 million)	\$3.9 million
3	March	Surplus	\$0.4 million	\$4.1 million
4	April	Surplus	\$0.8 million	\$0.4 million
5	May	Deficit	(\$0.9 million)	(\$1.7 million)
6	June	Surplus	\$8.6 million	\$9.3 million
7	July	Surplus	\$6.2 million	(\$2.4 million)

Major changes to the fiscal status are:

- Combined Court Related Operations – surplus increase of \$0.2
- Milwaukee County Sheriff's Office – deficit decrease of \$1.4 million
- Community Reintegration Center – deficit increase of \$0.1 million
- MCDOT – Fleet Management Division – surplus increase of \$0.7 million
- Department of Health & Human Services – surplus increase of \$1.0 million
- Department of Parks – surplus of \$1.3 million
- Sales Tax – deficit decrease of \$4.4 million
- Property Tax – deficit of \$1.9 million

The table on the following page shows the fiscal status of each department. To better help demonstrate month-over-month changes, the table at the end of this report provides a summary of the fiscal information provided by departments for each month of the fiscal year.

Milwaukee County								
Annual Fiscal Report of Surplus/Deficit as of July 31, 2025 Period 7								
Agency	Description	2025 Projected Revenues	2025 Budgeted Revenues	Revenue Variance	2025 Projected Expenditures	2025 Budgeted Expenditures	Expenditure Variance	Surplus / (Deficit)
General Fund Departments								
100	County Board	-	-	-	1,211,296	1,211,296	-	-
103	Governmental Affairs	-	-	-	461,776	461,776	-	-
109	Office of Equity	(100,000)	(100,000)	-	1,871,425	1,871,425	-	-
110	County Executive	-	-	-	980,961	981,296	335	335
112	Personnel Review Board	-	-	-	238,048	291,972	53,924	53,924
113	Corporation Counsel	(266,500)	(294,184)	(27,684)	2,824,685	2,856,480	31,795	4,111
114	Human Resources	-	-	-	7,440,892	7,489,069	48,177	48,177
115	Dept of Administrative Services	(9,244,363)	(9,262,769)	(18,406)	44,836,735	44,855,141	18,406	-
118	Strategy, Budget, and Performance	-	-	-	5,971,944	6,096,927	124,983	124,983
200	Combined Court Related Operations	(13,648,134)	(13,410,920)	237,214	32,749,195	32,825,407	76,211	313,425
290	Courts - Pre-Trial Services	(579,581)	(579,581)	-	7,130,139	7,163,574	33,435	33,435
301	Election Commission	(167,000)	(45,750)	121,250	630,051	709,365	79,314	200,564
309	County Treasurer	(2,342,807)	(2,030,000)	312,807	1,039,157	1,021,239	(17,918)	294,889
327	County Clerk	(357,288)	(566,670)	(209,382)	1,391,410	1,580,389	188,979	(20,403)
340	Register of Deeds	(4,092,970)	(4,089,035)	3,935	1,491,327	1,491,327	-	3,935
370	Office of the Comptroller	(138,000)	(143,000)	(5,000)	6,433,402	6,438,402	5,000	-
400	Sheriff	(10,837,738)	(9,646,585)	1,191,153	73,139,570	66,430,979	(6,708,590)	(5,517,438)
430	Community Reintegration Center	(1,923,107)	(3,251,000)	(1,327,893)	69,515,938	67,460,206	(2,055,731)	(3,383,625)
450	District Attorney	(6,316,812)	(5,958,257)	358,555	15,736,556	15,356,933	(379,623)	(21,068)
480	Emergency Management	(3,590,153)	(3,503,266)	86,887	12,551,716	12,456,485	(95,231)	(8,343)
490	Medical Examiner	(3,748,681)	(3,748,681)	-	6,038,761	6,038,761	-	-
509	Transportation Services	(2,133,650)	(2,180,052)	(46,402)	2,347,158	2,645,927	298,768	252,366
510	DOT - Highway Maintenance	(27,674,075)	(27,674,075)	-	27,928,941	27,928,941	-	-
580	DOT - Admin Div	(8,386,494)	(8,386,494)	-	7,913,289	7,913,289	-	-
800	Department of Human Services	(138,605,026)	(137,288,711)	1,316,315	190,235,824	190,025,394	(210,430)	1,105,885
900	Department of Parks	(28,701,522)	(27,286,363)	1,415,159	54,031,893	53,960,893	(71,000)	1,344,159
950	Zoological Department	(20,405,666)	(21,932,797)	(1,527,131)	22,004,306	23,531,437	1,527,131	0
970	Milwaukee Public Museum	-	-	-	3,500,000	3,500,000	-	-
991	University Extension	(110,000)	(110,000)	-	532,133	532,133	-	-
Non-Departmentals								
190	Revenue Non-Departmental	(481,312,842)	(476,917,386)	4,395,456	-	-	-	4,395,456
1991	Property Tax	(296,754,927)	(298,624,927)	(1,870,000)	-	-	-	(1,870,000)
1992	Earnings on Investments	(19,500,000)	(13,234,544)	6,265,456	-	-	-	6,265,456
1996	0.5% Sales Tax	(104,475,811)	(104,475,811)	-	-	-	-	-
194	General Non-Departmental	(75,211,483)	(75,211,483)	-	118,896,979	124,993,630	6,096,651	6,096,651
1945	Contingency	-	-	-	-	5,096,651	5,096,651	5,096,651
1950	Fringe Benefits	(81,974,609)	(81,974,609)	-	191,567,257	192,567,257	1,000,000	1,000,000
1951	Fringe Benefits - 0.4% Sales Tax	(83,580,649)	(83,580,649)	-	57,801,000	57,801,000	-	-
1972	Wage/Benefit Supplemental	-	-	-	2,050,000	2,050,000	-	-
199	Parks Non-Departmental	-	-	-	2,541,688	2,541,688	-	-
Total General Fund		(839,893,891)	(833,617,059)	6,276,832	723,617,195	722,661,781	(955,414)	

Debt Service Reserve Activity and Projected 2025 Ending Balance	
2024 Yearend Surplus (FINAL)	\$ 8,867,443
2025 Starting Balance	\$ 137,764,151
<i>2025 Activity</i>	
2025 Budget Commitment	\$ (7,443,123)
File #23-808, #24-753, #24-763 Reinstate 2024 Tax Levy Funded Projects	\$ (10,064,310)
File #25-101 Unspent Bond Reallocation	\$ (1,104,211)
Correction re File #24-736	\$ 27,767
File #24-926 Reestablish SR Home Repair Program Funds	\$ (893,165)
File #25-300 Lapsed Project Funds to DSR	\$ 532,613
File #25-387 Lapsed Project Funds to Debt Service for Expenses	\$ (371,368)
2025 Projected Balance	\$ 118,448,354

Unallocated Contingency Fund	
2025 Adopted Balance	\$ 4,000,000
<i>County Board Approved Actions</i>	
File #25-101 Unspent Bond Reallocation	\$ 596,651
Current Available Balance	\$ 4,596,651

Allocated Contingency Fund	
2025 Adopted Balance	\$ 500,000
<i>Allocated Items</i>	
Potential Increases to State Juvenile Correction Rate	\$ 500,000
Current Available Balance	\$ 500,000

Committee Action

This is an informational report only.

Cynthia (CJ) Pahl, Financial Services Director
Office of the Comptroller

DESCRIPTION OF SIGNIFICANT SURPLUS AND DEFICIT PROJECTIONS FOR 2025

Personnel Review Board (Agency 112)

\$0.1 million surplus

The Personnel Review Board is projecting an expenditure surplus for 2025 in commodities and services largely due to savings in legal fees.

Office of Strategy, Budget, & Performance (Agency 118)

\$0.1 million surplus

Office of Strategy, Budget, & Performance is projecting an expenditure surplus for 2025 due to staff vacancies.

Combined Court Related Operations (Agency 200)

\$0.3 million surplus

Courts is projecting a revenue surplus for 2025 due to fines, forfeitures, and investment income expected to exceed budget. Courts is also projecting an expenditure surplus in commodities and services of \$0.2 million due largely to various fees coming in under budget. These surpluses offset a projected deficit in personnel services of \$0.1 million, for a net surplus of \$0.3 million.

Election Commission (Agency 301)

\$0.2 million surplus

The Election Commission is projecting a surplus in personnel due to salaries coming in slightly under budget and additional intergovernmental revenue.

County Treasurer (Agency 309)

\$0.3 million surplus

The Treasurer is projecting a revenue surplus of approximately \$0.3 million due to anticipated surplus in interest earned on properties sold.

Office of the Sheriff (Agency 400)

(\$5.5 million deficit)

SPECIAL NOTE: This estimate includes \$1.5 million in Expressway Patrol Aids that were approved in the 2025-2027 State Biennial Budget. For the fiscal year 2025-2026, \$18.0 million is provided and for the fiscal year 2026-2027, \$20.0 million is provided. The legislative intent was to provide Milwaukee County funding for expressway patrol which would supplant tax levy that could then be used towards funding the new public safety building. For 2025, the County Executive has put forth a proposal which would provide \$1.5 million of the expected \$9.0 million in revenue to the Office of the Sheriff and would provide the remaining \$7.5 million to the Investing in Justice: Courthouse Complex capital project budget (WC027604) for additional planning and design costs.

The Office of the Sheriff ended 2024 with a significant deficit due largely to unbudgeted overtime costs. For 2025, overtime costs are currently projected to exceed budget by approximately \$8.6 million and social security by \$0.5 million. The Sheriff is projecting a salary surplus of \$3.1 million, a revenue surplus of \$1.2 million, a commodities/services deficit of \$0.3 million, and a cross-charge deficit of \$0.4 million, resulting in a net projected deficit of \$5.5 million for 2025.

Community Reintegration Center (Agency 430)

(\$3.4 million deficit)

The Community Reintegration Center ended 2024 with a significant deficit due largely to unbudgeted overtime costs. For 2025, overtime costs are currently projected to exceed budget by approximately \$2.5 million and commodities/services are forecasted to be \$0.2 million over budget. Revenues are expected to be \$1.3 million under budget due to shortages in state sanction revenue and electronic monitoring revenue. These deficits are offset by salary surplus of \$0.6 million and interdepartmental revenue surplus of \$0.1 million, resulting in a net projected deficit of \$3.4 million for 2025.

District Attorney (Agency 450)

(\$0.02 million deficit)

SPECIAL NOTE: This estimate does not include revenues appropriated in the 2025-2027 State Biennial Budget that provides that Milwaukee County may now retain 100% of fine and forfeiture revenues from violations of state traffic laws, but requires these revenues be deposited into a segregated account from which moneys may only be used for purposes related to the operation of the district attorney's office. As estimates will be provided as they become available.

MCDOT – Transportation Services (Agency 509)

\$0.3 million surplus

The MCDOT – Transportation Services Division is projecting a surplus in salary and overtime of \$0.3 million, as well as \$0.1 million surplus in other areas. The salary savings result in a reduction of unbillable hours for a revenue deficit of \$0.2 million, which is offset by surplus in licensing and permit revenue of \$0.1 million. The net result is a surplus of \$0.3 million.

MCDOT – Fleet Management (Agency 530)

\$0.8 million surplus

The MCDOT – Fleet Management Division is projecting a surplus of \$0.1 million in operating costs which is driven by a revenue surplus for charges for services, offset by a deficit in in personnel services. Additionally, the Comptroller is assuming that at least \$0.7 million is recovered by the General Fund in 2025 for inventory funds to offset the 2024 deficit, resulting in a net surplus of \$0.8 million. (Had this funding been recovered in 2024, the overall 2024 surplus would have been higher by the same amount, with the additional amount going into the Debt Service Reserve in 2024.)

MCDOT – Transit (Agency 560)

Breakeven

SPECIAL NOTE: This estimate assumes that \$19.9 million in 2024 revenues received in 2025 are deposited into the Debt Service Reserve as recommended by the County Executive. Had this funding been received in 2024, the overall 2024 surplus would have been higher by the same amount, with the additional amount going into the Debt Service Reserve in 2024.

On June 8, 2025, the MCDOT administration submitted the May 2025 fiscal report showing a breakeven for the MCDOT - Transit Division, which is the period this report is based on. Shortly after the June 8, 2025 submission of the May 2025 report, MTS officials publicly announced a

\$10.9 million deficit operating deficit. The Office of the Comptroller continues to review estimates provided by MTS financial officials. Based off the data provided to the County by MTS, the assumptions driving the deficit are all reasonable and the deficit is now projected to be \$9.2 million (this is through period 06 – June). The largest drivers are wages (overtime), fringe benefits, fuel and parts, paratransit services, and passenger revenue.

MTS officials continue to work to offset the deficit by reducing overtime, renegotiating or cancelling contracts, freezing non-essential spending, and working closely with TransDev to reduce expenses. Based on conversations with the Office of Strategy, Budget, and Performance, unallocated ARPA or Coronavirus Response and Relief Supplemental Appropriations (CRRSA) funding will be used in 2025 so that the MCDOT - Transit Division ends in a breakeven position. The Comptroller's Office will continue to meet with MTS finance officials over the ensuing months and provide regular updates.

While using additional ARPA or CRRSA funding in 2025 mitigates a potential negative impact on the County's bottom line, if the changes that the MTS officials implement in the short-term are not sustainable, additional expenditure authority will be required within the 2026 budget, which increases the amount of funding needed in 2026. It is also possible that the County may utilize a majority of the remaining ARPA and CRRSA funds by the end of 2026, moving the projected fiscal cliff into 2027.

MCDOT – Director's Office (Agency 580)

Breakeven

The MCDOT – Director's Office is projecting a breakeven, which does not account for approximately \$0.9 million that should be recovered by the General Fund in 2025 to offset the 2024 revenue deficit. (Had this funding been recovered in 2024, the overall 2024 surplus would have been higher by the same amount, with the additional amount going into the Debt Service Reserve in 2024.)

Department of Health and Human Services (Agency 800)

\$1.1 million surplus

SPECIAL NOTE: This estimate accounts for the reduction in the statutory daily rate for housing juvenile offenders approved in the 2025-2027 State Biennial Budget. For the fiscal year 2025-2026, the rate drops from \$1,268 to \$501, increasing to a rate of \$758 in fiscal year 2026-2027.

The Department of Health and Human Services (DHHS) is projecting a net surplus of \$1.1 million. The Aging and Disability Services Division is projecting a surplus attributable to federal match revenue and other expenditure savings. The Child Support Services Division surplus is due to surplus in state funding. Housing is projecting a surplus due to ARPA revenue and Children, Youth and Family Services is now projecting a surplus due to a lower ADP (reduced to 20) and lower JCI rates.

Department of Parks, Recreation, and Culture (Agency 900)

\$1.3 million surplus

The Department of Parks, Recreation, and Culture is estimating a 2025 surplus of \$1.3 million. This surplus is largely due to a \$1.4 million revenue surplus driven by golf-related revenues. The

Department is projecting a deficit of \$0.1 million in commodities/services, which results in a net surplus of \$1.3 million.

Non-Departmental Expenditures and Revenues

Appropriation for Contingency (Org 1945)

\$5.1 million surplus

The contingency fund's balance, if unused, falls to the bottom line at the end of the fiscal year and is available to offset any potential issues. As of the date of this report, the contingency fund has an unallocated balance of \$4,596,651 and an allocated balance of \$500,000.

Fringe Benefits (Org 1950)

\$1.0 million surplus

The Comptroller's Office monitors weekly spending on healthcare and pharmacy claims. Year-to-date payments for healthcare continue to trend negatively, with 2025 now exceeding 2024 by over 23%, commercial pharmacy claims are exceeding 2024 claims by over 21%, and retiree pharmacy claims by over 16%. Assuming rebates continue to earn at the year-to-date average, rebates should provide a surplus of approximately \$7.0 million, of which roughly \$4.0 million is the result of final rebates from the previous carrier (OptumRx). The surplus being projected is due to anticipated surplus in employee retirement contributions. Additional surplus may be available if the turnover of ERS employees is slower than originally anticipated resulting in a smaller contribution to the WRS.

Property Taxes (Org 1991)

(\$1.9 million deficit)

Froedtert Memorial Lutheran Hospital initiated a tax dispute with the City of Wauwatosa and the two parties recently entered into a settlement agreement. The total settlement is \$10.0 million of which the County's share is approximately \$1.9 million.

Investment Earnings (Org 1992)

\$6.3 million surplus

Investment earnings in 2024 were well above budget due to high short-term investment yields. Those high yields have been shrinking since September 2024 and will likely impact the County's short-term earnings. However, long-term yields are up, increasing long-term earnings. Assuming short-term and long-term yields continue to hold steady results in a surplus of roughly \$6.3 million.

Sales Tax (Org 1996/Org 1951)

Breakeven

Sales tax collections in 2025 have been somewhat volatile, with large month-over-month swings when comparing 2024 and 2025. However, with over half of the year's collections received, year-to-date the County is on average up 4.7% over last year. If that trend continues through the end of the year, the County will realize a surplus of around \$2.4 million, of which \$1.7 million would be available to offset the bottom line. The Comptroller's Office will continue to monitor sales tax and update projections as additional months of sales tax collections are received.

Milwaukee County														
Cumulative Summary of Monthly Departmental Projections for 2025														
Agency	Description	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Aug-25	Sep-25	Oct-25	Nov-25	Dec-25	FINAL
General Fund Departments														
100	County Board	-	-	-	-	-	-	-						
103	Governmental Affairs	-	-	-	-	42,591	-	-						
109	Office of Equity	-	-	18,205	13,338	62,122	16,549	-						
110	County Executive	-	-	-	-	-	335	335						
112	Personnel Review Board	63,491	(5,292)	51,473	53,440	54,235	55,027	53,924						
113	Corporation Counsel	-	-	31,992	619	4,111	4,111	4,111						
114	Human Resources	-	-	-	-	-	-	48,177						
115	Dept of Administrative Services	-	-	-	-	-	-	-						
118	Strategy, Budget, and Performance	-	-	54,083	54,080	140,649	133,429	124,983						
200	Combined Court Related Operations	63,773	(52,949)	10,412	96,262	116,394	227,944	313,425						
290	Courts - Pre-Trial Services	(11,327)	(14,622)	(14,622)	(12,692)	(16,642)	(10,585)	33,435						
301	Election Commission	112,892	112,892	89,655	133,624	173,303	137,739	200,564						
309	County Treasurer	500	-	-	260,062	294,794	294,889	294,889						
327	County Clerk	(114,421)	20,560	8,329	15,668	(27,495)	(44,377)	(20,403)						
340	Register of Deeds	77	-	867	1,188	1,412	(442)	3,935						
370	Office of the Comptroller	-	-	-	-	-	-	-						
400	Sheriff	(6,809,720)	(6,869,802)	(7,097,142)	(7,123,839)	(6,952,531)	(7,024,011)	(5,517,438)						
430	Community Reintegration Center	(3,655,199)	(3,853,075)	(3,453,592)	(3,453,592)	(3,309,592)	(3,257,194)	(3,383,625)						
450	District Attorney	-	-	-	(28,607)	(10,984)	(22,419)	(21,068)						
480	Emergency Management	-	-	206	228	13,993	(27,719)	(8,343)						
490	Medical Examiner	-	-	-	-	-	-	-						
509	Transportation Services	748	23,413	25,546	132,686	256,012	218,791	252,366						
510	DOT - Highway Maintenance	-	-	-	-	-	-	-						
580	DOT - Admin Div	-	-	-	-	-	-	-						
800	Department of Human Services	(44,919)	21,212	133,323	172,457	96,630	4,750,791	1,105,885						
900	Department of Parks	-	-	-	-	-	-	1,344,159						
950	Zoological Department	-	-	-	-	-	-	-						
970	Milwaukee Public Museum	-	-	-	-	-	-	-						
991	University Extension	-	-	-	-	-	-	-						
Non-Departmentals														
190	Revenue Non-Departmental	1,396,634	2,016,100	4,277,354	4,277,354	4,461,998	6,265,456	4,395,456						
1991	Property Taxes	-	-	-	-	-	-	(1,870,000)						
1992	Earnings on Investments	4,900,000	4,900,000	4,900,000	4,900,000	6,265,456	6,265,456	6,265,456						
1996	Sales Tax	(3,503,366)	(2,621,681)	(622,646)	(622,646)	(1,803,458)	-	-						
194	General Non-Departmental	1,385,205	4,592,910	6,136,954	6,136,954	3,546,536	6,096,651	6,096,651						
1945	Contingency	5,096,651	5,096,651	5,096,651	5,096,651	5,096,651	5,096,651	5,096,651						
1950	Fringe Benefits	-	2,500,000	2,500,000	2,500,000	1,000,000	1,000,000	1,000,000						
1951	Fringe Benefits - 0.4% Sales Tax	(3,711,446)	(3,003,741)	(1,459,697)	(1,459,697)	(2,550,115)	-	-						
1972	Wage/Benefit Supplemental	-	-	-	-	-	-	-						
199	Parks Non-Departmental	-	-	-	-	-	-	-						
Other Funds														
116	Information Management Services	-	-	-	-	-	-	-						
117	Risk Management	-	-	-	17,028	3,639	-	22,836						
504	DOT - Airport Division	-	-	-	-	-	-	-						
530	DOT - Fleet Management	-	80,040	88,040	NR	NR	790,476	812,514						
560	DOT - Transit/Paratransit System	-	-	-	-	-	-	-						
550	DAS - Utility	-	-	-	-	-	-	-						
630	Behavioral Health Division	-	(239,625)	(4,555,166)	(6,028,874)	(8,022,918)	(8,034,454)	(9,991,258)						
996	Debt Retirement and Interest	-	-	-	-	-	-	-						
10024	COVID Expendable Funds	-	-	-	-	-	-	-						
120	Capital Improvements	-	-	-	-	-	-	-						

NR=No Report