

COUNTY OF MILWAUKEE
Inter-Office Communication

DATE: June 4, 2026

TO: Marcelia Nicholson-Bovell, Chairwoman, Milwaukee County Board of Supervisors

FROM: Liz Sumner, Milwaukee County Comptroller

SUBJECT: From the Milwaukee County Comptroller, reporting back on Adopted Budget Amendment 24—Countywide Transition to INFOR ERP feasibility study.

REQUEST

As requested in the 2026 Adopted Budget (File No. 25-668, Amendment 24), the Office of the Comptroller provides this report identifying the steps, timelines, and costs needed to transition departments not yet using INFOR ERP, as well as alternative integration options to consolidate non-INFOR systems for County reporting purposes.

POLICY

This report follows authorization from the 2026 Adopted Budget which directs the Comptroller to lead the Countywide INFOR transition planning and stakeholder engagement (SBP, MCDOT, MCTS, DHHS, RPS, and others as needed).

BACKGROUND

Representatives from the Comptroller’s Office convened representatives from all areas of the County that were determined to not currently be using the INFOR Enterprise Resource Planning Platform (ERP) to discuss the possibility of integration. These areas included DHHS, MCTS, RPS and SBP. Materials included the adopted budget amendment and an agenda focusing on potential INFOR integration, gaps, and external systems that do not interface with INFOR. The group also discussed providing certain Comptroller’s Office staff with access into non-INFOR systems. Approval would be initiated after the Office of the Comptroller submits official requests identifying the employees and access needed.

Milwaukee County has invested more than \$20 million in the multiyear transition to the INFOR Enterprise Resource Planning (ERP) system, a comprehensive modernization effort intended to replace aging financial, procurement, budgeting, and reporting tools with a unified, cloud-based platform. This investment reflects a strategic shift toward integrating core business functions including general ledger, accounts payable, procurement, project management, payroll interfaces, contract workflows, and grants management into a single countywide system of record that is designed to improve operational efficiency, strengthen internal controls, and support consistent financial reporting across all departments. By consolidating these functions into INFOR, the County aims to enhance data accuracy, reduce manual

reconciliations, eliminate cross-system inconsistencies, and enable more effective collaboration between all departments.

During the initial meeting, it was identified that two departments currently use separate systems for financial tracking. Milwaukee County Transit System (MCTS) implemented Microsoft Dynamics 365 in July of 2025 for finance, procurement, asset management, and maintenance at a cost of approximately \$3.5 million. In addition, Retirement Plan Services (RPS) entered into a 3-year agreement with SAGE ERP at a cost of \$50K in 2025.

It was also determined that DHHS subledger systems not in INFOR are either planned for sunset by mid-2026 or process payment activity through INFOR, allowing the County to capture cost and expense data.

The SHERPA budget tool was implemented in 2022 under the guidance of the Office of Strategy, Budget and Performance (SBP) and required an investment of \$1.76 million. Milwaukee County budget process requirements precluded INFOR integration at the time of implementation.

Departments vary in their familiarity and adoption of INFOR; several departments use INFOR daily and others rely on external or legacy systems (such as My Invoices, QuickBooks, Araize) without direct integrations driving the need for interface design, data migration planning, and process integrations. All these options come at a cost of time and money.

KEY FINDINGS

1. TRANSIT

Department Readiness & Interfaces

Transit operations remain functionally dependent on processes that do not fully align with native INFOR workflows. While Transit has some exposure to INFOR, this interaction primarily occurs through indirect integrations rather than end-to-end functionality within the system.

The Office of the Comptroller will continue working with Transit Finance during 2026 to expand and strengthen Transit's use of INFOR. Based on current operational design and system reliance, Transit's transition could be classified as low to moderate without major redesign.

Risks

Migrating MCTS from its newly implemented Microsoft Dynamics 365 system to INFOR would create significant financial, operational, and organizational risks. MCTS has just invested \$3.5 million in Dynamics, and switching now would mean writing off that investment and spending millions more to rebuild financial, maintenance, inventory, and procurement processes into INFOR. Because MCTS's workflows were customized specifically for transit operations, moving to INFOR could reduce functionality, slow down maintenance activities, and disrupt bus service if purchasing or work orders are delayed. Staff would have to relearn an entirely new system after adapting to Dynamics, potentially increasing errors, lowering productivity, and affecting morale. Taken together, these risks mean that migrating to INFOR could weaken

service reliability, increase costs for taxpayers, and place unnecessary strain on the workforce.

Risk Areas & Impact of Migration for Transit



Fiscal Impacts

To compare staying on Microsoft Dynamics with moving into INFOR, we look at the cost of each option over the next decade and convert those future costs into what they are worth today. This is a standard budgeting approach that recognizes that money spent later is not as costly as money spent right now.

The analysis indicates that staying with Dynamics would be more financially stable, while moving to INFOR would create higher long-term costs.

Dynamics is already in place and functioning, so its future expenses are predictable and routine. By contrast, shifting to INFOR would require a large, multi-year implementation effort, new training, rebuilding integrations, and managing disruptions while both systems operate in parallel. Even after adjusting for timing, these added steps make the total long-term cost of an INFOR migration significantly higher.

In short, the fiscal impact of converting to INFOR is not positive and could cost Milwaukee County taxpayers millions of dollars. Remaining on Dynamics avoids major new spending while delivering the same ongoing operating costs.

2. DHHS

Department Readiness & Interfaces

DHHS operates within INFOR for many core financial, contracting and soon-to-be grant related activities, but still depends on two major external systems, SCRIPTS (Service Care Registry & Integrated Payment Tracking System) and Netsmart - myAvatar NX and Provider Connect NX system for clinical, billing, and provider payment processes. The primary purpose of the Netsmart application is to serve as an Electronic Health Record (EHR) and case management solution, which manages authorizations and claims. Payments are managed through INFOR.

SCRIPTS, which supports behavioral health and client tracking functions, is planned to sunset by mid-2026. The Netsmart - myAvatar NX and Provider Connect NX system remains the system of record for clinical documentation and payment processing, but its dependence on external payment files means DHHS would need coordinated redesigned work with INFOR if the Netsmart - myAvatar NX and Provider Connect NX system was to be integrated into INFOR.

DHHS already engages extensively with INFOR for accounting, job costing, purchasing, vendor creation, and reporting workflows. DHHS is actively participating in INFOR transitions and expanding interaction with INFOR based project structures.

Risks

DHHS continues to rely on both SCRIPTS and Netsmart - myAvatar NX and Provider Connect NX system for core clinical, billing, and provider payment functions, even though many of the department’s financial and contracting processes already operate within INFOR. SCRIPTS, which supports behavioral health and client tracking functions, is scheduled to sunset in 2026, with processing moving into INFOR. Netsmart - myAvatar NX and Provider Connect NX system, meanwhile, remains tightly linked to clinical documentation and produces AP payment files that flow into INFOR for contractor reimbursement, making data consistency and interface integrity central to DHHS operations. Because both systems process protected health information (PHI) under the Health Insurance Portability and Accountability Act (HIPAA), as well as sensitive personally identifiable information (PII), the risks associated with data migration, interface redesign, and compliance exposure are significantly higher than in nonclinical departments. DHHS also manages large, complex grant portfolios, and any disruption in SCRIPTS or Netsmart - myAvatar NX and Provider Connect NX system workflows could impact federal reporting, reimbursement timelines, and audit readiness. While DHHS already conducts substantial operational activity in INFOR, its transition from SCRIPTS and dependency on Netsmart - myAvatar NX and Provider Connect NX system interfaces positions the department at moderate readiness, with data and compliance risk emerging as the most critical concern.



3. PENSION

Department Readiness & Interfaces

The Employees’ Retirement System is functionally dependent on processes that do not directly map to INFOR; however, RPS staff are familiar with some INFOR processes. Currently, the Pension system’s financials are not in INFOR, instead they are managed in SAGE ERP, and conversion would require some interface and process rebuild to switch over. Pension processes operate under separate statutory authority, reducing alignment with County ERP standards. Independent fiduciary oversight significantly impacts readiness levels

and limits the applicability of typical INFOR workflows. The County anticipates a future migration but acknowledges gaps in current capability and resources. Transition would create a substantial governance and fiduciary risk unique to the Pension system as it operates and reports independently from County operational control.

Risks

The Pension Board produces its own independent financials subject to State of Wisconsin oversight. Misalignment between INFOR’s chart of accounts, reporting cycles, and the Pension’s statutory reporting requirements could lead to:

- Audit concerns
- Reconciliation issues
- Delays in ACFR related pension schedules

If the Pension system transitions to INFOR without strong controls and governance changes, there is a risk of:

- Perceived loss of independence
- System constraints limiting Pension specific reporting
- Need for a specialized workload for the Milwaukee County Comptroller and IMSD teams to support a specialized financial domain.

Because the Pension Board has authority to administer pensions, it would need to authorize any migration of Pension operations to INFOR. This would come at significant costs for conversion.

Risks of Converting Pension ERP to Infor



4. SHERPA BUDGETING TOOL

Department Readiness & Interfaces

The SHERPA budgeting tool was implemented in 2022 when it was realized that the INFOR ERP system could not accommodate the specific Milwaukee County budget process, and it was decided that a 3rd party vendor was needed to accomplish these goals. Milwaukee County budgets are prepared in SHERPA Government Solutions and then imported, monitored, and maintained in the INFOR financial system. Departments already use SHERPA annually; processes are standardized. Interfaces to INFOR are well-established, with SHERPA output feeding to the County’s general ledger and financial reporting environment with manual assistance.

Risks

Increasing fiscal pressure (levy targets, penalties for adding positions) increases reliance on accurate SHERPA modeling and raises risks if departments lack adequate staff support for a transition into INFOR. SHERPA is not the County's financial system; any budget created in SHERPA must load correctly into INFOR. Errors in data mapping, versioning, or chart of accounts alignment could lead to misstatements. This risk is implied in multiple documents noting that SHERPA inputs are "imported and maintained" once inside INFOR. Centralization increases compliance requirements where errors or omissions directly impact the completeness of County budget submissions. SHERPA relies heavily on departmental data entry. Any inaccuracies in personnel counts, cross charges, fringe methodology, or revenue projections will flow downstream into the County's financial plan and levy targets.



RECOMMENDATION

Milwaukee County's current landscape includes major disconnected enterprise systems:

1. INFOR (Countywide ERP backbone)
2. Microsoft Dynamics 365 (MCTS – implemented 2025)
3. SAGE ERP (Pension Board – implemented 2025)
4. SHERPA (Budget development tool)
5. Avatar & SCRIPTS (DHHS clinical/billing systems; one sunsetting in 2026)

Based on the initial meeting, subsequent messages and research, migrating all departments into INFOR ERP is **not feasible**, particularly given MCTS' new Dynamics deployment, the Pension Board's recent SAGE ERP deployment and independent fiduciary requirements, and DHHS's statutory and clinical system constraints. Further research is needed to evaluate alternative solutions.

Alternative Solutions Exist

Consolidation software may provide a practical alternative for Milwaukee County because it allows financial data from multiple ERP and legacy systems to be combined for reporting, budgeting, forecasting, and analysis without replacing each underlying system. These consolidation platforms include vendors such as OneStream, Anaplan, Planful, Workiva, and Oracle Financial Consolidation and Close Cloud. A consolidation platform offers a unified financial consolidation without the organizational upheaval of a full ERP overhaul.

As with every new project or idea there are pros and cons:

PROS & CONS

PROS	CONS
<ul style="list-style-type: none">✓ Lower risk and cost – Avoids a risky, expensive ERP overhaul while still modernizing financial reporting.✓ Rapid deployment – Delivers value in months, not years, accelerating consolidation and analytics improvements✓ Maintains organizational flexibility – Departments keep the tools that work for them while Finance a unified data layer✓ Consistent enterprise reporting – Centralized analytics enable standardized reporting.	<ul style="list-style-type: none">✗ Integration effort required – Success depends on strong, well-maintained data connectors systems.✗ Possible data delays – Not always real-time; consolidation and refresh cycles may still run in batches✗ Source data issues remain – Centralizing data doesn't fix inconsistent or inaccurate input in local systems✗ Additional platform cost – Adds a new solution to stack rather than simplifying the technology

As mentioned previously, this approach avoids risky, expensive ERP overhaul while still modernizing financial reporting. This approach also delivers the overall goal in months, not years, accelerating consolidation and analytics improvements. Departments keep the tools that work for them while the Comptroller's office gains a unified, reliable data layer for its fiscal oversight and increased standardized reporting, and easier compliance.

As with any major initiative there are risks. Success would depend on strong, well-maintained data connectors between systems. Data may not always be available in real time, and consolidation or refresh cycles may run in batches. Also, centralizing data doesn't fix inconsistent or inaccurate inputs in local systems. The County would be adding a new solution to the stack rather than simplifying the technology footprint.

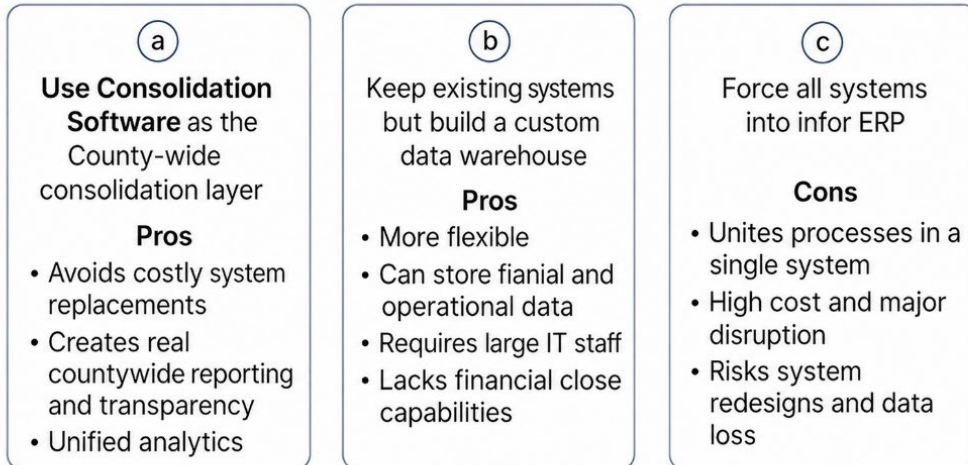
Milwaukee County evaluated options with DAS-IMSD to better connect its currently separate financial and operational systems. Three practical paths were identified. The first, and the option supported by DAS-IMSD, is to implement a centralized reporting platform that sits on top of existing systems. This approach allows departments to continue using their current software while creating a single, consistent view of data across the County in real time. It improves transparency and decision-making, respects the unique needs of different agencies, and avoids the cost and disruption of replacing major systems. However, it would require additional planning for ongoing support and increased software costs.

The second option is to build a custom data warehouse that combines information from multiple systems into one location. While this provides flexibility and full control over how data is structured and used, it requires significant technical staffing and ongoing maintenance

additions before DAS-IMSD could fully support this option. It also does not automatically provide tools for financial reporting or closing processes.

The third option is to move all departments onto a single system (INFOR ERP). Although this option would standardize operations, it would be highly disruptive, expensive, risky, and difficult to implement, particularly for agencies with unique requirements or recent technology investments. For these reasons, DAS-IMSD does not support this approach.

Consolidation Options



Final Recommendation

Fully investigate the adoption of a central consolidation, reporting, and planning platform to unify all disconnected financial and operational systems without forcing system replacements.

A consolidation platform offers a practical, low risk alternative: Instead of forcing all departments into a single ERP, a consolidation platform would create a unified reporting, budgeting, and analytics layer that integrates data from multiple systems without requiring system replacement.

Consolidation software systems are specifically designed for situations where an entity has multiple ERPs, inconsistent chart of accounts between them, disconnected budget tools, statutory reporting constraints, and external agencies with independent systems (e.g., MCTS, Pension Board). Although there are additional costs involved, this approach avoids high risk migrations, while solving the County's system fragmentation issue.

Why this becomes a viable option:

- It meets the needs of the County's desire to manage all financial systems under one platform.
- It respects each department's legal, operational, and technical constraints.
- It provides true enterprise-wide financial visibility.
- It avoids the massive costs and risks of ERP migrations.

- It supports ACFR, grants, budget modeling, capital projects, and departmental reporting in a single environment.
- It is achievable within a realistic 24-month implementation window.

FISCAL EFFECT

The report is Informational only and there is no fiscal impact.

APPROVED BY:



Liz Sumner, Milwaukee County Comptroller

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ALIGNMENT TO STRATEGIC PLAN

Describe how the item aligns to the objectives in the strategic plan:

3B: Enhance the County’s fiscal health and sustainability