

**COMMITTEE OF THE WHOLE MEETING AGENDA**

**Tuesday, July 22, 2025**

**Immediately following the Village Board Meeting, but not before 6:30 p.m.**

**Caledonia Village Hall - 5043 Chester Lane**

**Caledonia, WI 53402**

1. **Meeting called to order**
2. **Roll Call**
3. **Approval of Minutes:** Committee of the Whole – July 8, 2025
4. **Public Comment** - Provides a two-minute opportunity for citizens to voice opinions to the Committee of the Whole. The Committee of the Whole cannot respond as this may conflict with open meeting requirements.
5. **Committee Updates**
  - A. Plan Commission – Nancy Pierce
  - B. Parks and Recreation Advisory Committee – Holly McManus
  - C. Caledonia Utility District Commission – Lee Wishau
  - D. Visit Racine County – Fran Martin
  - E. Other Committees – Tom Weatherston
6. **New Business**
  - A. Crawford Park Master Plan Update and Budget Discussion
  - B. Utility Rate Increase Process Overview
  - C. Suggested items to be placed on a future meeting agenda (*with no action*)
7. **Continuing Business**
  - A. Review teleconference policy (*CoW 3/25/25, 4/8/25, 5/13*)
8. **Adjournment**

**Committee of the Whole Meeting  
June 24, 2025**

**1 - Order**

President Weatherston called the Committee of the Whole meeting to order at 7:09 p.m. at the Caledonia Village Hall.

**2 – Roll Call**

**PRESENT:** 6 – President Weatherston, Trustee McManus, Trustee Wishau, Trustee Stillman, Trustee Martin, and Trustee Pierce

**ABSENT:** 1 - Trustee Lambrecht

**STAFF:** Village Administrator Todd Willis, Village Attorney Elaine Ekes, Finance Director Wayne Krueger, Public Services Director Tony Bunkelman, Village Engineer Ryan Schmidt, Development Director Peter Wagner, Police Chief Chris Botsch, Fire Chief Walter Leininger, Deputy Clerk Norgie Metzinger, and Village Clerk Jennifer Bass

**3 – Approval of Minutes**

A **motion** was made by Trustee Martin to approve the June 10, 2025 Committee of the Whole meeting, seconded by Trustee Stillman. **Motion carried 6-0.**

**4 – Public Comment**

The following people appeared to speak before the Committee:  
None

**5 – Committee Updates**

- A. Plan Commission – Nancy Pierce
- B. Parks and Recreation Advisory Committee – Holly McManus
- C. Caledonia Utility District Commission – Lee Wishau
- D. Visit Racine County – Fran Martin
- E. Other Committees – Tom Weatherston

**6 – New Business**

- A. New Hire Announcements
  - Amanda Ardis, Human Resources Manager
  - Sara Gloeckler, Staff Accountant
  - Natalia Nery de Farias, Planner/Zoning Coordinator
  - Ali Alqayyim, Engineering Technician
- B. Operator License Application Review

The applicant appeared before the Committee and answered questions from the Trustees.

**A motion** was made by Trustee McManus to approve the license, seconded by Trustee Pierce. **Motion carried 6-0.**

C. Direct Sellers Permit Application Review

Applicant did not appear before the Committee.

**A motion** was made by Trustee McManus to deny the license, seconded by Trustee Stillman. **Motion carried 5-1.** Trustee Martin voted nay.

D. Review of Website Vendor Quotes

**A motion** was made by Trustee Pierce to recommend that the Village Board approve the selection of Munibit as the village website vendor, and Municode as the vendor to provide digitization of the municipal code, seconded by Trustee Wishau.

**Motion carried 6-0.**

E. Suggested items to be placed on a future meeting agenda (*with no action*)

1. Discussion of Direct Seller Application
2. Update on Code Enforcement

**7 – Continuing Business**

- A. Village 5-10 Year Vision (*CoW 1/9/24, CoW 1/23/24, CoW 2/13/24 postponed, CoW 2/27/24 postponed, CoW 3/12/24 directed staff to provide quote from UW Extension, 7-0, CoW 3/26/24 postpone until after the presentation by the SEWRPC), VB 6/25/24 SEWRPC presentation, update requested at CoW 5/27/25 and 6/10/25)*

**A motion** was made by Trustee Martin to table the item until the completion of the updated Comprehensive Plan, seconded by Trustee Pierce. **Motion carried 6-0.**

**8 – Adjournment**

President Weatherston adjourned the meeting at 7:44 p.m.

*Respectfully submitted:*

*Jennifer Bass*

*Village Clerk*







# MEMORANDUM

**DATE:** Wednesday, July 16, 2025

**TO:** Committee of the Whole

**FROM:** Anthony A. Bunkelman P.E.  
Public Services Director

**RE:** Sewer Rate Increase Overview



## BACKGROUND INFORMATION

At the July 8<sup>th</sup> Committee of the Whole Meeting, Trustee Martin asked that an overview of the Sewer Rate Increase be given to the Committee.

The current increase and proposed increases in the Sewer Rate are due to several factors. Those factors include restraints in the Intergovernmental Sewer Agreement, the transfer of Sanitary Sewer Capacity by the Village, Infiltration & Inflow from aging infrastructure, and more intensive rainfall events.

The first factor is the Racine Area Intergovernmental Sanitary Sewer Service, Revenue Sharing, Cooperation and Settlement Agreement April 25, 2002 (Sewer Agreement). This is contractual document for the Village's Sewer Treatment Capacity at the Racine Wastewater Treatment Plant. The Sewer Agreement outlines 4 conveyance capacity allocations and 8 treatment capacity allocations. All 12 of the allocations are subject to the 80%, 90% and 95% triggers. When a Sanitary Sewer Service Recipient (SSR) hits these triggers, various things can happen.

At 80%, a Notice of Utilization is sent and shall be acknowledged. There is an Option to engage in a joint planning project to determine if allocation will be exceeded and determine what actions are necessary to eliminate the possibility of an exceedance.

At 90%, a Notice of Utilization is sent and shall be acknowledged. Sewer extensions tributary to the facility (connection point) with capacity allocations in question shall not be permitted until the SSR party can demonstrate that the Sewer Extension will not exceed the SSR parties' allocation for flow and loadings. Potential for I & I testing.

At 95%, a Notice of Utilization is sent and shall be acknowledged. No Sewer Extensions tributary to the facility (connection point) with capacity allocations in question. No customer connections until the SSR party can demonstrate that the customer connection will not exceed the SSR parties' allocation for flow and loadings.

Exceedance (100% or more), Notice of Exceedance is sent and shall be acknowledged. No Sewer Extensions and No Customer Connections tributary to the facility (connection point) with capacity allocations in question.

Each year the Racine Wastewater Utility sends out an Annual Notice of Allocated Capacity Usage letter. The past seven years results are provided below.



<b>2024</b>	<b>% of Utilization</b>	<b># of Days</b>	<b>SSR Maximum</b>
Average Daily TKN	80%	N/A	82.3%
Peak Monthly Flow	80%	52	92.6%
<b>2023</b>			
Peak Daily Flow	80%	1	82.5%
Peak Hourly Flow	90%	12	94.8%
Riverbend LS POE	97.2%	2/27/2023	
Central LS POE	100.7%	2/27/2023	
Peak Monthly Flow	95%	39	106.8%
Peak Monthly Flow	80%	59	106.8%
Average Daily TKN	80%		88.7%
Peak Monthly TKN	95%	14	98.2%
<b>2022</b>			
Peak Daily Flow	95%	1	111%
Peak Daily Flow	90%	2	111%
Peak Hourly Flow	95%	2	101%
Riverbend LS POE	101%	9/11/2022	
Central LS POE	108%	9/11/2022	
Riverbend LS POE	101%	9/12/2022	
Central LS POE	110%	9/12/2022	
Riverbend LS POE	92%	12/15/2022	
Peak Monthly Flow	90%	2	91%
Peak Monthly Flow	80%	28	91%
<b>2021</b>			
Average Daily TKN	80%		83%
<b>2020</b>			
Peak Daily Flow	95%	5	125%
Peak Daily Flow	90%	6	125%
Peak Daily Flow	80%	7	125%
Peak Hourly Flow	95%	6	110%
Peak Hourly Flow	90%	6	110%
Peak Hourly Flow	80%	7	110%
Riverbend LS POE	83%	4/29/2020	
Riverbend LS POE	96%	4/30/2020	
Riverbend LS POE	108%	5/17/2020	
Central LS POE	105%	5/17/2020	
Riverbend LS POE	109%	5/18/2020	
Central LS POE	104%	5/18/2020	
Riverbend LS POE	86%	5/19/2020	
Riverbend LS POE	106%	7/9/2020	
Central LS POE	106%	7/9/2020	
Riverbend LS POE	106%	7/10/2020	
Central LS POE	113%	7/10/2020	
Riverbend LS POE	114%	8/10/2020	



<b>2020 (cont.)</b>	<b>% of Utilization</b>	<b># of Days</b>	<b>SSR Maximum</b>
Central LS POE	116%	8/10/2020	
Riverbend LS POE	93%	8/11/2020	
Central LS POE	108%	8/11/2020	
Peak Monthly Flow	95%	12	109%
Peak Monthly Flow	90%	15	109%
Peak Monthly Flow	80%	30	109%
<b>2019</b>	<b>% of Utilization</b>	<b># of Days</b>	<b>SSR Maximum</b>
Average Daily Flow	80%		87.2%
Riverbend LS POE	84.8%	5/9/2019	
Riverbend LS POE	83.8%	9/13/2019	
Riverbend LS POE	80.9%	10/2/2019	
Riverbend LS POE	86.1%	10/27/2019	
Peak Monthly Flow	80%	51	93.7%
Average Daily TKN	80%		87.1%
<b>2018</b>			
Central LS POE	81.3%	10/6/2018	

The majority of the utilization issues revolve around Point of Entry (POE) Peak Hour limits. At the same time each of the POE issues revolve around a heavy storm event or a snow melt runoff event. Due to these events and exceedances, the Utility is required to prepare, submit, present, and report annually to the Racine Wastewater Commission the Caledonia Sanitary Sewer Mitigation Plan. Anyone who would like to see the Caledonia Sanitary Sewer Mitigation Plan can contact me to set up a time to review.

The next factor is the transfer of Sanitary Sewer Capacity. As part of the Foxconn Project Negotiations, the Village of Caledonia entered into a Memorandum of Understanding (MOU) between Racine County, the Village of Caledonia & the Village of Mount Pleasant.

The MOU was done to have the Village of Caledonia (i) avoid paying for its share of water main infrastructure required for the Foxconn expansion (+/- \$27,000,000), (ii) amend the Sanitary Sewer Agreement with the Village of Mount Pleasant to allow Caledonia to have 12 MGD Peak Flow conveyance capacity in the TID #5 Interceptor Sewer (International Drive) thus relieving the existing bottleneck in the system in Mount Pleasant paying its pro-rata share of the improvement +/- \$26,600,000, (iii) the Village of Caledonia paying \$4,000,000 to the Village of Mount Pleasant to satisfy its obligation from the previous Mount Pleasant Interceptor System and (iv) have the Village of Caledonia transfer 1MGD of sewer capacity to Mount Pleasant.

The 1 MGD capacity transfer was approved by the Racine Wastewater Commission on July 31, 2018. All capacity transfers are performed by using the Standard Transfer Unit that is in the Sewer Agreement.

The Transfer of the Sewer Capacity is a big factor in the issues that the Village has. Overall, 18 of the 29 sewer utilizations, being over the 80% trigger would not have occurred had the Village maintained its original capacity. Of the 14 utilizations over the 95% trigger, 2 of them would not have occurred, 1 of them would have still been above the 90% trigger, 2 of them would have been above the 90%



trigger, and 8 of them would have been above the 80% trigger. Of the 6 utilizations above the 90% trigger (but less than the 95% trigger) none of them would have occurred. Of the 9 utilizations above the 80% trigger again none of them would have occurred.

The next factor is Infiltration and Inflow (I & I). The POE and Peak Hour exceedances are reviewed to find the peaking factor of the sewershed. Based on the average flow from 2023 through 2025 for both the Riverbend & Central Lift Stations the average Peaking Factors for the various heavy rain events are 5.84 in the Riverbend Sewershed and 5.72 in the Central Sewershed. These peaking factors are higher than the Wisconsin DNR and the 10 States Standards. Based on Population an acceptable Peaking Factor would be approximately 3.0 to 3.5. When peaking factors are greater than 3:1, Wet Weather Flow Equalization shall be considered. Hence why the Hoods Creek Attenuation Basin was constructed and expanded, and the Central Attenuation Basin is being designed. The Hoods Creek Attenuation Basin Expansion Project completed in 2023 cost \$11,832,000. The Central Attenuation Basin is proposed to start construction in 2026 with an estimated cost of \$25,000,000.

In addition to Wet Weather Flow Equalization, the Utility is actively looking to reduce I & I in our collection system. The Utility has televising records for all of its collection system and will be looking to restart the 5-year televising process in 2026. Televising the system will identify areas that have issues, such as leaking joints, cracked pipes, offset joints, leaking manholes, heavy running laterals, etc. A maintenance plan can be created from this data and specific infrastructure maintenance work can be done to the areas that would correct the most I & I. This approach to I & I only addresses the Public Side of the Sanitary Sewer.

There also is significant I & I that can come from the Private Side. On the horizon, in a continuing effort to combat I & I, the Utility is looking to propose a Sanitary Sewer Lateral Televising Ordinance. This Ordinance is proposing to have sanitary sewer laterals televised at 1 of 3 times. 1. Upon Sale of a Home, an owner would need to hire from a group of selected contractors that are certified to televise and report pipe condition. Defects leading to I & I would need to be repaired prior to the sale of the home. 2. When the Utility Performs a Project, When the Utility replaces Sanitary Sewer main and laterals within the Right of Way, the laterals could be televised from the Right of Way back to the home. Defects leading to I & I would be reported to the owner and potential provisions in the contract could be made to correct the private property defects or note them to the owner to correct. 3. After a backup has occurred and the line is cleared. When backups occur, the owner is responsible for getting the line cleared. Once cleared the Utility comes in to televise the lateral. The defects can be viewed and documented so that an enforcement letter can be sent, if necessary to correct the defects.

Regarding aging infrastructure, the Utility has Sanitary Sewer that dates back to 1956. By decades the Utility has the following percentage of infrastructure

1950's	1960's	1970's	1980's	1990's	2000's	2010's	2020's
24,489	223,717	130,489	92,443	167,854	146,146	115,900	13,883
2.7%	24.5%	14.3%	10.1%	18.3%	16%	12.7%	1.5%

With approximately 41% of the infrastructure being at or beyond its useful service life there will need to be some initiative in the future to replace or maintain this aged infrastructure.

Last but not least the sewer rate increase is somewhat due to the more intensive rainfalls that the area has experienced. The more intensive rainfalls are when there is a significant rainfall in a short period of time (i.e. 1" in 15 minutes) causes significant overwhelming of the sanitary sewer, causes sewer backups and causes POE exceedances.



All of the factors discussed above have an effect on the Sewer Rate. The Utility has attempted to keep the Sewer Rate as reasonable as possible for as long as it could. Unfortunately, with these factors, in addition to rising costs and inflation, the Sewer Rate needed to change. It is unfortunate that all of these factors hit around the same time.

The ultimate goal would be to obtain additional Sanitary Sewer Capacity. Our Average Day flow is starting to get close to the 80% trigger (78.3% in 2024). There are a few possibilities to obtain additional capacity which we are exploring. Those possibilities are Wastewater Treatment Plant Expansion, Purchase Capacity from another SSR, or Review the current Treatment Plant for updated processes in an attempt to re-rate the Treatment Plant. All of those possibilities are being reviewed and/or have been reviewed in some capacity.

A Wastewater Treatment Plant Expansion is significant years away, the other SSR parties either will not transfer sewer capacity or have outlandish requests for the value of sewer capacity and the proposal of re-rating the existing treatment plant could come at a significant price or run into opposition from the DNR.

The Utility has made several operational changes within its infrastructure by the addition of set points and alarms in the SCADA system. These changes have allowed the Utility to better utilize the Attenuation Basin and in extreme situations utilize inline storage to avoid exceedances as much as possible. At this time, we have made all the changes that can be made without additional infrastructure.



CALEDONIA

CALEDONIA			2024			2023			2022			2021			2020								
	7/31/2018	Prior to 7/31/2018	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13						
Average Day Flow	5.13	6.13	4.017	78.3%	65.5%	3.782	73.7%	61.7%	3.292	64.2%	53.7%	2.717	53.0%	44.3%	4.022	78.4%	65.6%						
Peak Day Flow	18.32	23.1	6.452	92.6%	77.5%	15.12	82.5%	65.5%	20.417	111.4%	88.4%	5.203	28.4%	22.5%	22.856	124.8%	98.9%						
Peak Monthly Flow	6.97	8.33				7.444	106.8%	89.4%	6.347	91.1%	76.2%	5.264	75.5%	63.2%	7.612	109.2%	91.4%						
Peak Hourly Flow	24.716	31.41				23.442	94.8%	74.6%	25.043	101.3%	79.7%	8.546	34.6%	27.2%	27.108	109.7%	86.3%						
Riverbend LS POE	10.542	14.2				10.247	97.2%	72.2%							11.996	113.8%	84.5%						
Central LS POE	13.074	16.11				13.166	100.7%	81.7%							15.106	115.5%	93.8%						
Highway V LS POE	1.1	1.1													0.054	4.9%	4.9%						
Average Daily BOD	5716	6593	2951	51.6%	44.8%	3216	56.3%	48.8%	2766	48.4%	42.0%	3039	53.2%	46.1%	2305	40.3%	35.0%						
Peak Monthly BOD	6859	7912	3558	51.9%	45.0%	3675	53.6%	46.4%	3114	45.4%	39.4%	3444	50.2%	43.5%	2977	43.4%	37.6%						
Average Daily TSS	7054	8137	3067	43.5%	37.7%	3853	54.6%	47.4%	2851	40.4%	35.0%	2918	41.4%	35.9%	2287	32.4%	28.1%						
Peak Monthly TSS	9241	10660	4059	43.9%	38.1%	5096	55.1%	47.8%	3657	39.6%	34.3%	3543	38.3%	33.2%	3378	36.6%	31.7%						
Average Daily P	170	196	85	50.0%	43.4%	90	52.9%	45.9%	84	49.4%	42.9%	90	52.9%	45.9%	86	50.6%	43.9%						
Peak Monthly P	218	251	99	45.4%	39.4%	103	47.2%	41.0%	93	42.7%	37.1%	103	47.2%	41.0%	98	45.0%	39.0%						
Average Daily TKN	901	1036	741	82.2%	71.5%	800	88.8%	77.2%	718	79.7%	69.3%	745	82.7%	71.9%	659	73.1%	63.6%						
Peak Monthly TKN	1208	1389	901	74.6%	64.9%	1186	98.2%	85.4%	871	72.1%	62.7%	861	71.3%	62.0%	787	65.1%	56.7%						
			2019			2018			2017			2016			2015								
	7/31/2018	Prior to 7/31/2018	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13	Actual	5.13	6.13						
Average Day Flow	5.13	6.13	4.472	87.2%	73.0%	4.136	80.6%	67.5%	3.53	68.8%	57.6%	3.105	60.5%	50.7%	3.187	62.1%	52.0%						
Peak Day Flow	18.32	23.1	13.28	72.5%	57.5%	17.307	94.5%	74.9%	14.2	77.5%	61.5%	5.701	81.8%	68.4%	4.727	67.8%	56.7%						
Peak Monthly Flow	6.97	8.33	6.529	93.7%	78.4%	6.374	91.4%	76.5%	7.63	109.5%	91.6%												
Peak Hourly Flow	24.716	31.41	18.7	75.7%	59.5%	24.491	99.1%	78.0%	20.279	82.0%	64.6%	6.361	60.3%	44.8%	9.258	87.8%	65.2%						
Riverbend LS POE	10.542	14.2	9.077	86.1%	63.9%	11.353	107.7%	80.0%	8.739	82.9%	61.5%												
Central LS POE	13.074	16.11	9.884	75.6%	61.4%	13.104	100.2%	81.3%	11.54	88.3%	71.6%	6.457	49.4%	40.1%	11.354	86.8%	70.5%						
Highway V LS POE	1.1	1.1	0.05	4.5%	4.5%	0.034	3.1%	3.1%	0.032	2.9%	2.9%	0	0.0%	0.0%	0	0.0%	0.0%						
Average Daily BOD	5716	6593	2944	51.5%	44.7%	3400	59.5%	51.6%	2747	48.1%	41.7%	2504	43.8%	38.0%	2613	45.7%	39.6%						
Peak Monthly BOD	6859	7912	3504	51.1%	44.3%	3835	55.9%	48.5%	3678	53.6%	46.5%	3527	51.4%	44.6%	3165	46.1%	40.0%						
Average Daily TSS	7054	8137	2841	40.3%	34.9%	3509	49.7%	43.1%	2968	42.1%	36.5%	2809	39.8%	34.5%	2802	39.7%	34.4%						
Peak Monthly TSS	9241	10660	3659	39.6%	34.3%	4309	46.6%	40.4%	4903	53.1%	46.0%	4659	50.4%	43.7%	3817	41.3%	35.8%						
Average Daily P	170	196	92	54.1%	46.9%	96	56.5%	49.0%	93	54.7%	47.4%	85	50.0%	43.4%	84	49.4%	42.9%						
Peak Monthly P	218	251	104	47.7%	41.4%	105	48.2%	41.8%	110	50.5%	43.8%	109	50.0%	43.4%	96	44.0%	38.2%						
Average Daily TKN	901	1036	785	87.1%	75.8%	765	84.9%	73.8%	664	73.7%	64.1%	666	73.9%	64.3%	698	77.5%	67.4%						
Peak Monthly TKN	1208	1389	861	71.3%	62.0%	828	68.5%	59.6%	765	63.3%	55.1%	807	66.8%	58.1%	781	64.7%	56.2%						

Precipitation	
2015	32.22
2016	35.55
2017	38.54
2018	46.27
2019	48.74
2020	40.52
2021	24.05
2022	33.36
2023	34.33
2024	43.39



<b>Riverbend</b>	MGD	GPM	Average Flow GPM	Peaking Factor
2/27/2023	10.247	7116	1200	5.9
9/11/2022	10.647	7394	1200	6.2
9/12/2022	10.647	7394	1200	6.2
12/15/2022	9.699	6735	1200	5.6
4/29/2020	8.716	6053	1200	5.0
4/30/2020	10.171	7063	1200	5.9
5/17/2020	11.42	7931	1200	6.6
5/18/2020	11.513	7995	1200	6.7
5/19/2020	9.061	6292	1200	5.2
7/9/2020	11.16	7750	1200	6.5
7/10/2020	11.161	7751	1200	6.5
8/10/2020	11.996	8331	1200	6.9
8/11/2020	9.801	6806	1200	5.7
5/9/2019	8.939	6208	1200	5.2
9/13/2019	8.836	6136	1200	5.1
10/2/2019	8.525	5920	1200	4.9
10/27/2019	9.077	6303	1200	5.3
				99.3
			Peaking Factor	5.84

<b>Central</b>	MGD	GPM	Average Flow GPM	Peaking Factor
2/27/2023	13.166	9143	1700	5.4
9/11/2022	14.120	9805	1700	5.8
9/12/2022	14.381	9987	1700	5.9
5/17/2020	13.713	9523	1700	5.6
5/18/2020	13.644	9475	1700	5.6
7/9/2020	13.871	9633	1700	5.7
7/10/2020	14.798	10276	1700	6.0
8/10/2020	15.106	10490	1700	6.2
8/11/2020	14.081	9778	1700	5.8
10/6/2018	13.104	9100	1700	5.4
				57.2
			Peaking Factor	5.72



# MEMORANDUM

Date: May 13, 2025

To: Committee of the Whole

From: Todd Willis  
Village Administrator



**Re: Review of Village of Caledonia Teleconference  
and Videoconference Policy for the Board of Trustees and Village Committees  
and Village Commissions**

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## **Previously Reported Background**

1. At the April 8, 2025, Committee of the Whole meeting, staff was requested to review the current *"Teleconference and Videoconference Policy for the Board of Trustees and Village Committees and Village Commissions"* (i.e. Teleconference Policy), based on recent use of the policy at both a Village Board meeting and Planning Commission meeting. The current policy was adopted in January 2022 by the Village Board with Resolution 2021-93 (**Attachment 1**). There was some discussion by members of the Board of Trustees that they had thought the policy had been rescinded following the end of the COVID-19 pandemic.<sup>1</sup>
2. Village staff reviewed all Resolutions adopted following the adoption of Resolution 2021-93 and could find no record of any action repealing the current policy.

## **Review of Teleconference / Videoconference Policy**

3. The stated purpose of the policy is to provide alternatives to in-person meetings when attendance is not feasible. This alternative can be used by the Village's outside counsel or consultants or to allow for the necessary functions of Village government to function (i.e. quorum). Anytime this policy is being used in relation to use for Village meetings, meeting instructions and information on how it may be accessed by the public need to be included on any notice.
4. Videoconferencing appears to be the only method for members of the Board of Trustees, Village Committees, and Village Commissions to be allowed to participate in the meeting. It is required that the camera be on to participate and be

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<sup>1</sup> Initially with the onset of the pandemic, the Village President issued a Proclamation of Emergency and the Village Board subsequently ratified the Proclamation. This Proclamation included provisions that authorized virtual meetings via zoom type platforms and telephone conferences. Eventually the Village Board terminated the emergency powers via the Proclamation and adopted the more formal policy that is the subject of this memo.



counted towards the quorum. Once the camera is turned off, it is treated as if the member has left the meeting. If the camera is on, and the member is not visible in the video feed, they may not participate in the meeting or be considered as part of the quorum.

5. The request and approval for attendance related to this policy needs to be approved in advance by the Village President, or designee (reference Resolution 2019-24). This does not include the Police and Fire Commission or the Board of Appeals, with both of those needing to be approved by the respected head of each Committee.
6. Any use of this policy for virtual attendance, and use by the public, needs to meet Wisconsin Open Meeting Laws (Wis. Stat. Ch. 19 & Village Ord. § 2-3-8).
7. Closed session shall only use this policy when an in-person meeting is impossible.

#### **Assessment of the Teleconference Policy**

8. It appears that the policy was created to provide alternatives to in-person meetings but without any specific difference given to each area it tried to address. It uses Teleconferencing and Videoconferencing interchangeably even though the specific use by any member of the Board of Trustees, Village Committees, and Village Commissions for public meetings has various implications on the members' ability to participate or even be considered a part of the meeting.
9. The policy seems to be more heavily favored towards allowing the public and various village consultants the ability to attend meetings without coming in-person (i.e. Open meeting laws, posting and notice, conduct of participants).

#### **Recommendations**

10. Update the policy to create a more concise delineation between the various types of uses (i.e. Teleconference and Videoconference vs. Elected and Appointed members vs. Use by the public to attend Village meetings).
11. Potentially update the policy to remove options for videoconferencing public meetings that the Village does not currently have the capability to preform until a later date.
12. Update the policy to identify and clearly explain:
  1. When it is acceptable for using teleconferencing? (i.e. vacations vs. medical)
  2. Is there a limit to how many times in a row an individual can use teleconferencing option?



3. Are there specific types of items that should be excluded from being voted on by use of teleconferencing? (i.e. financial decisions, policy decisions, etc.)
4. Other areas of consideration deemed appropriate by the Board of Trustees

### **Newly Reported**

13. **Attachment 2** is a draft of the updated policy for conducting various meeting types of the Board of Trustees, Committees, Commissions, and the Board of Appeals. The goal of the policy is to specifically explain the types of public meetings the Village may conduct.
14. **Attachment 3** is a draft of an Ordinance related to the Board of Trustees, Committees, Commissions, and the Board of Appeals absences and participation by Teleconferencing and Videoconferencing. The goal of the Ordinance is to address a member(s) of the local governing body's ability to participate in Village related meetings when attendance is not possible.
15. Upon review of the policy, the Committee of the Whole finds the draft *Teleconference and Videoconference Policy for Meetings of the Board of Trustees and Village Committees and Village Commissions* and draft *Ordinance to Amend Title 2, Chapter 3, Section 9* acceptable as is or as amended by members a suggested motion has been provided by staff.

### **Suggested motions:**

- a) To update the Village Teleconference and Videoconference Policy for Meetings of the Board of Trustees and Village Committees and Village Commissions.
- b) To Amend Title 2, Chapter 3, Section 9 of the Village of Caledonia Code of Ordinances related to Quorum; Board of Trustees Absences and Participation by adding Teleconferencing and Videoconferencing.



**VILLAGE OF CALEDONIA**  
**TELECONFERENCE AND VIDEOCONFERENCE POLICY**  
**FOR MEETINGS OF THE BOARD OF TRUSTEES AND VILLAGE COMMITTEES AND VILLAGE COMMISSIONS**

**Section 1. Purpose.**

The Village of Caledonia has a general meeting policy that all meetings shall be In-person. However, circumstances may arise that require ~~the Village of Caledonia Board of Trustees, Village Committees, Village Commissions, and Village Board of Appeals (or members of such bodies) to meet via~~ Teleconference, or Videoconference ~~or a hybrid of In-person and Tele/Video conference~~. The purpose of this policy is to provide alternatives to In-person Meetings when a tele/video conference ~~or hybrid~~ meeting would allow staff ~~or board members~~ to attend meetings ~~virtually~~ when ~~in-in~~ person attendance is impractical or impossible for the individual.

**Section 2. Definitions.**

*In-person Meeting* means a meeting with all Participants in the same location.

*Participant* means a person attending a meeting as a member of a board, committee, or commission, or staff. ~~a member of the public~~. Meetings for this definition include In-person Meetings, Teleconferences, and Videoconferences.

*Teleconference* means a conference with Participants in different locations linked by telephonic devices.

*Videoconference* means a conference with Participants in different locations linked by video or other electronic devices.

**Section 3. Teleconference and Videoconference Procedure.**

Circumstances occasionally may make attendance of In-person Meetings impractical or impossible for certain individuals. This policy may be utilized as an accessibility factor for outside counsel and consultants to limit their travel time and expenses or due to limited travel, limited person-to-person contact, or environmental or individual health concerns. The Village Board of Trustees, Village Committees, Village Commissions, and Village Board of Appeals (or a member of such body) may want to, or may be required to, hold Teleconference or Videoconference meetings to perform the necessary functions of the Village government. If a meeting is to be conducted by Teleconferences, and/or Videoconferences, the Village Clerk shall include on any written notice of such meeting instructions and information on how the meeting may be accessed by the public. The Board of Trustees, Committees and Commissions may conduct public meetings in the following format:

- a) In-Person – all members and the public attend in the same physical location. This is the preferred format for optimal communication.
- b) Virtual – all board and committee members and the public attend via Teleconference or Videoconference without a meeting at a physical location.
- ~~—Hybrid – simultaneously held in person and virtually~~



~~All members participating by Videoconferences shall only count toward quorum and be allowed to participate in the meeting if their camera is on. If a member's camera is off, it shall be treated as if they have physically left the meeting. If the camera is off due to technical difficulties, this member shall not count towards quorum and cannot participate in the meeting if the camera continues to be off. If the member is not visible in the video feed,~~

~~this member shall not count towards quorum and cannot participate in the meeting. As part of the hybrid meeting, all members participating in person are required to remain in their designated areas and shall speak directly into their microphones. This will allow people to hear the meeting virtually and on the recording.~~

#### **Section 4. Authority to approve Teleconference or Videoconference meetings.**

The scheduling of meetings of the Board of Trustees, Village Committees, Village Commissions (except for the Police and Fire Commission, Board of Review and the Village Zoning Board of Appeals) ~~or attendance of a member of such a body~~ via Teleconference or Videoconference shall be approved in advance by the Village President, or designee. (Resolution No. 2019-24).<sup>5</sup> The scheduling of meetings of the Police and Fire Commission ~~or attendance of a member of said body~~ via Teleconference or Videoconference shall be approved in advance by the President of the Police and Fire Commission. The scheduling of meetings of the Zoning Board of Appeals ~~or attendance of a member of said body~~ via Teleconference or Videoconference shall be approved in advance by the Chairperson of the Zoning Board of Appeals. The scheduling of meetings of the Board of Review via Teleconference or Videoconference shall be approved in advance by the Chairperson of the Board of Review.

#### **Section 5. Open meetings and public records laws.**

All Teleconferences and Videoconferences are open to the public and shall comply with Wisconsin Open Meetings Laws. *See* Wis. Stat. Ch. 19. *See also* Village Ordinance § 2-3-8. Further, all Teleconferences and Videoconferences that create records as defined by Village Ordinance § 3-3-l(c) shall comply with Wisconsin Public Records Laws regarding public records. *See* Wis. Stat. Ch. 19. *See also* Village of Caledonia Code of Ordinances Title 3, Chapter 3.

#### **Section 6. Posting and Notice.**

Teleconferences and Videoconferences shall be posted in accordance with Village Ordinance § 2-3-6 and 2-3-7. All notices of Teleconference and Videoconference meetings shall include any access numbers and passwords, as well as any Videoconference applications or websites utilized for the meeting.

#### **Section 7. Conduct by Participants.**

Participants shall be respectful to other Participants in attendance during any Teleconferences or Videoconferences, including not speaking over one-another, not using foul or profane language or images, and muting any surrounding sound that may interfere with the meeting. The chair of the body holding the meeting shall have authority to disconnect any Participant whose conduct violates this policy to maintain order and decorum at the meeting.

#### **Section 8. Closed Sessions.**

Closed sessions shall only use Teleconferences and Videoconferences by the Participants when an In-person Meeting is impossible. The Village Administrator shall ensure that Teleconferences and Videoconferences are private and that only Participants that are invited to the closed session



are in attendance. Participants shall ensure that they are in a private location where other persons cannot hear or participate in the closed session meeting. Participants shall further ensure that all documents received and reviewed, and any notes created prior to or during the closed session, remain private and are not disclosed to other persons not in the closed session. The Clerk shall include these warnings in the notice for a Teleconference and Videoconference closed session.

**VILLAGE OF CALEDONIA**  
**TELECONFERENCE AND VIDEOCONFERENCE POLICY**  
**FOR MEETINGS OF THE BOARD OF TRUSTEES AND VILLAGE COMMITTEES AND VILLAGE**  
**COMMISSIONS**

**Section 1. Purpose.**

The Village of Caledonia has a general meeting policy that all meetings shall be In-person. However, circumstances may arise that require Teleconference or Videoconference . The purpose of this policy is to provide alternatives to In-person Meetings when a tele/video conference meeting would allow staff to attend meetings when in-person attendance is impractical or impossible for the individual.

**Section 2. Definitions.**

*In-person Meeting* means a meeting with all Participants in the same location.

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*Teleconference* means a conference with Participants in different locations linked by telephonic devices.

*Videoconference* means a conference with Participants in different locations linked by video or other electronic devices.

**Section 3. Teleconference and Videoconference Procedure.**

Circumstances occasionally may make attendance of In-person Meetings impractical or impossible for certain individuals. This policy may be utilized as an accessibility factor for outside counsel and consultants to limit their travel time and expenses or due to limited travel, limited person-to-person contact, or environmental or individual health concerns. The Village Board of Trustees, Village Committees, Village Commissions, and Village Board of Appeals (or a member of such body) may want to, or may be required to, hold Teleconference or Videoconference meetings to perform the necessary functions of the Village government. If a meeting is to be conducted by Teleconferences, and/or Videoconferences, the Village Clerk shall include on any written notice of such meeting instructions and information on how the meeting may be accessed by the public. The Board of Trustees, Committees and Commissions may conduct public meetings in the following format:

- a) In-Person – all members and the public attend in the same physical location. This is the preferred format for optimal communication.
- b) Virtual – all board and committee members and the public attend via Teleconference or Videoconference without a meeting at a physical location.



#### **Section 4. Authority to approve Teleconference or Videoconference meetings.**

The scheduling of meetings of the Board of Trustees, Village Committees, Village Commissions (except for the Police and Fire Commission, Board of Review and the Village Zoning Board of Appeals) via Teleconference or Videoconference shall be approved in advance by the Village President, or designee. (Resolution No. 2019-24). The scheduling of meetings of the Police and Fire Commission via Teleconference or Videoconference shall be approved in advance by the President of the Police and Fire Commission. The scheduling of meetings of the Zoning Board of Appeals via Teleconference or Videoconference shall be approved in advance by the Chairperson of the Zoning Board of Appeals. The scheduling of meetings of the Board of Review via Teleconference or Videoconference shall be approved in advance by the Chairperson of the Board of Review.

#### **Section 5. Open meetings and public records laws.**

All Teleconferences and Videoconferences are open to the public and shall comply with Wisconsin Open Meetings Laws. *See Wis. Stat. Ch. 19. See also Village Ordinance § 2-3-8.* Further, all Teleconferences and Videoconferences that create records as defined by Village Ordinance § 3-3-l(c) shall comply with Wisconsin Public Records Laws regarding public records. *See Wis. Stat. Ch. 19. See also Village of Caledonia Code of Ordinances Title 3, Chapter 3.*

#### **Section 6. Posting and Notice.**

Teleconferences and Videoconferences shall be posted in accordance with Village Ordinance § 2-3-6 and 2-3-7. All notices of Teleconference and Videoconference meetings shall include any access numbers and passwords, as well as any Videoconference applications or websites utilized for the meeting.

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Participants shall be respectful to other Participants in attendance during any Teleconferences or Videoconferences, including not speaking over one-another, not using foul or profane language or images, and muting any surrounding sound that may interfere with the meeting. The chair of the body holding the meeting shall have authority to disconnect any Participant whose conduct violates this policy to maintain order and decorum at the meeting.

#### **Section 8. Closed Sessions.**

Closed sessions shall only use Teleconferences and Videoconferences by the Participants when an In-person Meeting is impossible. The Village Administrator shall ensure that Teleconferences and Videoconferences are private and that only Participants that are invited to the closed session

are in attendance. Participants shall ensure that they are in a private location where other persons cannot hear or participate in the closed session meeting. Participants shall further ensure that all documents received and reviewed, and any notes created prior to or during the closed session, remain private and are not disclosed to other persons not in the closed session. The Clerk shall include these warnings in the notice for a Teleconference and Videoconference closed session.



**ORDINANCE NO. 2025-XX  
VILLAGE OF CALEDONIA**

**AN ORDINANCE TO AMEND SECTION 2-3-9- RELATED TO QUORUM; VILLAGE  
BOARDMEMBER ABSENCE AND PARTICIPATION BY TELECONFERENCING  
AND VIDEOCONFERENCING**

The Village Board of the Village of Caledonia, Racine County, do ordain as follows:

1. That Section 2-3-9 of the Code of Ordinances for the Village of Caledonia entitled “Quorum” be, and hereby is, amended to read as follows:

**“SEC. 2-3-9 QUORUM; VILLAGE BOARD MEMBER ABSENCE, PARTICIPATION  
BY TELECONFERENCING AND VIDEOCONFERENCING MEANS.**

- (a) **Quorum.** Four (4) Trustees shall constitute a quorum, but a lesser number may adjourn if a majority is not present.
- (b) **Village Board Member Absence; Participation by Teleconferencing and Videoconferencing.**
  - (1) Village Board members are expected to attend meetings in person.
  - (2) Any member who is unable to be physically present at an in-person meeting of the Village Board may notify the Village President no later than five p.m. on the Wednesday prior to the meeting that he or she intends to participate in a meeting by teleconferencing or videoconferencing means unless advance notice is impractical due to an emergency. The Village President may use their discretion to allow or disallow such attendance. If the Village President receives the member’s request in a timely manner, and allows such attendance, the Village Clerk shall attempt to facilitate the request by contacting the member in a manner during the Village Board meeting that allows the member to participate in the proceedings. The member shall be entitled to participate and vote to the fullest extent possible and shall count toward a quorum; however, if the member is appearing by audio or telephonic means only, the member shall not be entitled to participate or vote on any matter that is quasi-judicial or any matter that requires the visual assessment of physical evidence or exhibits that have not been previously reviewed by the member.
  - (3) No member shall utilize the participation methods referenced in subsection (2) of this section for two or more meetings consecutively unless either of the following apply: (a) the member demonstrates, in writing, good cause, as determined in the Village President’s sole discretion; or, if the Village President is the member requesting, the [Vice President consider instead

“most senior member”] of the Village Board sole discretion; or(b) if a state of emergency has been proclaimed by a federal, state, or local authority.

- (4) In case of adverse weather or an emergency, the Village President may declare that any Village Board meeting shall be held virtually and not at a physical location, with 24 hours’ notice and reasonable virtual access to the public provided.”

2. That this ordinance shall take effect upon adoption and publication as required by law.

Adopted by the Village Board of the Village of Caledonia, Racine County, Wisconsin, this \_\_\_ day of August, 2025.

**VILLAGE OF CALEDONIA**

By: \_\_\_\_\_  
Thomas Weatherston  
Village President

Attest: \_\_\_\_\_  
Jennifer Bass  
Village Clerk