

COMMITTEE OF THE WHOLE MEETING AGENDA

Tuesday, August 26, 2025

Immediately following the Village Board Meeting, but not before 6:15 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 – August 12, 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. Ordinance Sec. 3-3-7 Destruction of Records
 - B. Ordinance under Title 7, Chapter 2 Related to Fermented Malt Beverages and Intoxicating Liquor, specifically Sections 5 – License Fees, 7 – Qualifications of Applicants and Premises, 20 – Premises, and 33 – Operator’s License Fees
 - C. Village of Wind Point 4 Mile Road Utility and Road Rehabilitation Project
 - D. 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, 7/22, 8/12 postponed*)
8. **Adjournment**

**Committee of the Whole Meeting
August 12, 2025**

1 - Order

President Weatherston called the Committee of the Whole meeting to order at 6:59 p.m. at the Caledonia Village Hall.

2 – Roll Call

PRESENT: 7 – President Weatherston, Trustee McManus, Trustee Stillman, Trustee Martin, Trustee Pierce, Trustee Lambrecht, and Trustee Wishau

EXCUSED: 0 – None

STAFF: Village Administrator Todd Willis, Village Attorney Elaine Ekes, Finance Director Wayne Krueger, Human Resources Manager Amanda Ardis, Public Services Director Tony Bunkelman, Village Engineer Ryan Schmidt, Development Director Peter Wagner, Fire Chief Walter Leininger, and Village Clerk Jennifer Bass

3 – Approval of Minutes

A motion was made by Trustee Pierce to approve the July 22, 2025 Committee of the Whole meeting, seconded by Trustee Lambrecht. **Motion carried 7-0.**

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. Operator License Application Review – Rahul Singh

The applicant appeared before the Committee.

A motion was made by Trustee Pierce to approve the license, seconded by Trustee Martin. **Motion carried 6-1. Trustee McManus abstained.**

B. Discussion on Standardization of Minimum Setbacks

Staff directed to review options for minimum setbacks to include miscellaneous items not specifically addressed in the code, such as swing sets.

C. A Resolution Approving a Revision of the Village of Caledonia Wage Scale

A **motion** was made by Trustee McManus to recommend approval to the Village Board, seconded by Trustee Pierce. **Motion carried 7-0.**

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

1. Discussion on Dark Lighting
2. Discussion on a volunteer “Beautification Committee”

7 – Continuing Business

A. Review teleconference policy (*CoW 3/25/25, 4/8/25, 5/13, 7/22 postponed*)

A **motion** was made by Trustee Stillman to lay the item over until the next meeting, seconded by Trustee Martin. **Motion carried 5-2. Trustee McManus and President Weatherston voted nay.**

8 – Adjournment

President Weatherston adjourned the meeting at 7:28 p.m.

*Respectfully submitted:
Jennifer Bass
Village Clerk*

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

**AN ORDINANCE TO REPEAL AND REPLACE TITLE 3, CHAPTER 3, SECTION 7
RELATED TO DESTRUCTION OF RECORDS**

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

1. That Section 3-3-7 of the code of ordinances for the Village of Caledonia “Destruction of Records” be, and hereby is, repealed and replaced to read as follows:

SEC. 3-3-7 RETENTION OF PUBLIC RECORDS

- (a) General Records Schedule Adopted. The Village of Caledonia hereby adopts, by reference, the Wisconsin Municipal Records Schedule (hereinafter, “Records Schedule”), pertaining to the retention and destruction of public records, and approved by the State of Wisconsin Public Records Board (hereinafter, “Records Board”) on August 27, 2018. A copy of the Records Schedule will be kept on file in the Village Clerk’s office located at 5043 Chester Lane, Caledonia, WI 53402 and made available for public viewing during regular business hours.
- (b) Other Records. In the event the Village creates a record not contemplated by the Records Schedule, the Village may, subject to the Records Board’s prior approval, either adopt an applicable records retention schedule set forth by the Records Board, if available, or create its own retention schedule pertaining to the record.
- (c) Repeal. All ordinances, or portions thereof, and resolutions, or portions thereof, in conflict with any portion of the Records Schedule are hereby repealed. Any approved Village retention schedule, or portion thereof, for any record not contemplated by the Records Schedule shall remain in full force and effect.
- (d) Effective Date. This ordinance, upon adoption and after publication as required by law, shall take effect on September ____, 2025.

Adopted by the Village Board of the Village of Caledonia, Racine County, Wisconsin, this ____ day of September, 2024.

VILLAGE OF CALEDONIA

By: _____
Thomas Weatherston
Village President

Attest: _____
Jennifer Bass
Village Clerk

Notification of General Records Schedule Adoption

General Records Schedule Title: Local Unit General Records Schedules Date: 8/12/2025

Instructions: Complete page 1 of form then mail signed original and 2 copies to:

State Archivist, Wisconsin Historical Society (WHS), 816 State St., Madison, WI 53706.

- Do not opt out of a record series because your agency does not create or use these types of records. Signing the form does not obligate an agency to create records. It only requires that records be retained in accordance with the retention time periods and dispositions if such records exist. See the Introduction to General Records Schedules for more information.
- Attach a brief narrative explaining your rationale for opting out of each record series. When a separate schedule is prepared, identify that the record series is in lieu of the general schedule and cross reference the specific series.

NOTE: Destruction or transfer of records is not permitted until this form is signed by the WHS and the Public Records Board.

Wisconsin Government Unit: Village of Caledonia
Mailing Address: 5043 Chester Lane, Caledonia, WI 53402

This is to notify the Wisconsin Historical Society and the Public Records Board that the agency named above has reviewed the general records schedule and taken the following action (check appropriate box):

- ☒ Opt In: We adopt the entire schedule. (Available for University of Wisconsin [UW] System and Local Units of Government)
- ☐ Opt In With Revisions: We opt (out of), (in to), (circle one) the following record series. (Available for UW System and Local Units of Government) List the specific retention schedule numbers and titles:

- ☐ Opt Out: We opt out of the general records schedule (in whole), (in part), (circle one). (Available for State Agencies)
(All applicable records disposition must cease until separate retention schedules are developed and approved by the Public Records Board.) List the specific retention schedule numbers and titles:

Designated Authority Representative Signature	Date Signed
Records Officer or Records Custodian Signature	Date Signed

The Public Records Board and Wisconsin Historical Society acknowledge your Notification of Adoption. You are hereby authorized to retain, transfer, and dispose of records as indicated on the schedule.

State Archivist Signature	Date Signed
PRB Executive Secretary Signature	Date Signed

MEMORANDUM

To: Attorney Elaine Ekes
From: Attorney Tyler Helsel
Date: January 11, 2018
RE: Record Retention and Open Records

BACKGROUND

Per Wis. Stat. § 19.81(1), “the public is entitled to the fullest and most complete information regarding the affairs of government as is compatible with the conduct of governmental business.” Per this policy, “[e]ach and every officer of the state, or of any county, town, city, village, school district, or other municipality or district, is the legal custodian of and shall safely keep and preserve all property and things received.” See § 19.21(1). A record is defined as “any material on which written, drawn, printed, spoken, visual, or electromagnetic information or electronically generated or stored data is recorded or preserved, regardless of physical form or characteristics, that has been created or is being kept by an authority.” See Wis. Stat. § 19.32(2). Municipal records created by municipalities/their officers and agents shall be retained by that municipality according to this policy.

To assist municipalities in record retention, the State provides a guideline for the time requirement for record retention. Since 1980, the Wisconsin Public Records Board (PRB) has published the Wisconsin Municipal Records Schedule (WMRS) manual. See *General Records Schedule, Wisconsin Municipal and Related Records*, Public Records Board, August 27, 2018, <http://publicrecordsboard.wi.gov/docview.asp?docid=28661&locid=165>. The manual lists the types of records maintained by municipalities, the length of time they may be retained, and the records the Wisconsin Historical Society (WHS) will preserve per Wis. Stat. § 19.21(4)(a) (stating “[p]rior to the destruction at least 60 days' notice in writing of such destruction shall be given the historical society which shall preserve any such records it determines to be of historical interest. The historical society may, upon application, waive such notice”). The manual was last updated in August of 2018. Although municipalities are not required to adhere to the manual, if they create their own schedule, a municipality must submit their record retention schedule to the PRB for approval if any of their schedule reduces record retention below the minimum seven (7) years set out in Wis. Stat. § 19.21(4)(b).

The Village of Caledonia retains records per Title 3, Chapter 3 of the Code of Ordinances. See *Village of Caledonia, Title 3, Ch. 3*, <https://caledonia-wi.gov/sites/default/files/Title3Chapter3.pdf>. Specifically, sections 3-3-7 to 3-3-9 govern record retention, destruction, and preservation. The Village’s retention schedule set out in 3-3-7 varies from 60 days to seven years—it does not currently match the recommendations in the WMRS manual, and the Village has not adopted the WMRS at this time.

WMRS

The PRB recently updated the WMRS manual in August 2018. WMRS is a general record retention schedule that may be used by Wisconsin municipalities. The manual, which was first created in 1980, and has been a guideline created with a purpose of streamlining retention information. Andrew Baraniak, *New Records Schedule Approved for Municipalities*, THE MUNICIPALITY, January 2019, at pgs. 24-25. The update's largest change is the addition of a new column illustrating which records the WHS requires notification before destruction and which records the WHS waives the right to notification. *Id.*, see also *WMRS guidelines*. Another large change is allowing municipalities to adopt the WMRS entirely, as opposed to creating an entire ordinance listing records and their retention timelines that match the WMRS manual. *Id.* A model ordinance for adopting WMRS is below and was drafted by the League of Wisconsin Municipalities. *Id.*

GOOD UNTIL 2028

The WMRS is not mandatory. *Id.* A municipality has authority to create its own schedule per Wis. Stat. § 19.21(4) (subsection (a) states “[a]ny city council, village board or town board may provide by ordinance for the destruction of obsolete public records”, subsection (b) states “[t]he period of time any town, city or village public record is kept before destruction shall be as prescribed by ordinance unless a specific period of time is provided by statute”). However, if a municipality intends to use its own schedule, it “must submit that schedule for approval to the PRB before adopting it as an ordinance.” *WMRS Guidelines*, pgs. 3-4. Per PRB, non-WMRS schedules are reviewed quarterly. *See Submitting Record Retention Schedules For Approval*, Wisconsin Public Records Board, <http://publicrecordsboard.wi.gov/category.asp?linkcatid=3592&linkid=1527&locid=165>. Records are submitted to PRB by completing Retention Disposition Authorization and sent to the PRB Executive Secretary in Madison. *Id.* The Records Management Committee will hold a meeting to review the schedule. *Id.* It is recommended that the applicant appear at the meeting, however it is not mandatory. *Id.* After the meeting, the applicant will have 2-3 weeks to work out issues with schedule and return the application back to the PRB. *Id.* The completed record schedules are then submitted to the board's quarterly meeting for final approval. *Id.*

Title 3, Chapter 3, Village of Caledonia Code

Generally, the retention time for records in the Village is seven years. *See* sec. 3-3-7. Utility records related to water stubs, receipts of current billings and customers' ledgers may be shortened to 2 years per sec. 3-3-7(b). Police records other than investigating records are retained for 120 days per sec. 3-3-7(b)(10). Police dispatch tapes are kept for 30 days, and tapes covering incidences are kept for 7 years. *See* sec. 3-3-8. Municipal court records are retained per Supreme Court Rule 72. The WMRS does not contemplate police records, police tapes, or municipal court records.

Below is a chart illustrating the differences in the Village's record retention schedule set out in Title 3, Chapter 3 and the WMRS. Village record retention timelines that match the WMRS are not listed in the chart.

<u>Record</u>	<u>Caledonia Time</u>	<u>WMRS Time</u>
Bank statements, deposit books, slips, and stubs	7 years	1 year from creation
Licenses	7 years	3 years from creation
Permit applications	7 years	5 years from creation
Payroll	7 years	4 years
Requisitions	7 years	1 year
Purchase orders	7 years	1 year
Utility contracts	7 years	6 years from creation
Excavation permits	7 years	Permanent
Inspection records	7 years	Permanent
Contracts	7 years	6 years
Correspondence and communications	7 years	6 years for executive, 1 year for general staff
Oaths of office	7 years	5 years
Committees	7 years	3 years for monthly reports
Election notices and proofs of publication	7 years	1 year
Resolutions and petitions	7 years	Permanent
Police records other than investigation records	120 days for records 30 days for dispatch tapes for non-incidents 7 years for significant incidences	Not included in WMRS
Municipal court records	6 years from final judgment	Not included in WMRS

Model Ordinance for Adopting WMRS

(Drafted by League Attorneys)

The [governing body] of the [municipality], Wisconsin, do ordain as follows:

Section ____ - Retention of Public Records

- (a) General Records Schedule Adopted. The [Village/City] hereby adopts, by references, the Wisconsin Municipal Records Schedule (hereinafter, "Records Schedule"), pertaining to the retention and destruction of public records, and approved by the State of Wisconsin Public Records Board (hereinafter, "Records Board") on August 27, 2018. A copy of the Records Schedule will be kept on file in the [Village/City] Clerk's office located at [address] and made available for public viewing during [viewing days/hours].
- (b) Other Records. In the event the [Village/City] creates a record not contemplated by the Records Schedule, the [Village/City] may, subject to the Records Board's prior approval, either adopt an applicable records retention schedule set forth by the Records Board, if available, or create its own retention schedule pertaining to the record.
- (c) Repeal. All ordinances, or portions thereof, and resolutions, or portions thereof, in conflict with any portion of the Records Schedule are hereby repealed. Any approved [Village/City] retention schedule, or portion thereof, for any record not contemplated by the Records Schedule shall remain in full force and effect.
- (d) Effective Date. This ordinance is effective as of _____, 20__.

Baraniak, at pg. 25.


Other resources:

Wisconsin Open Meetings Law Compliance Guide, March 2018,
<https://www.doj.state.wi.us/sites/default/files/office-open-government/Resources/2018%20OML%20Compliance%20Guide.pdf>.

MEMORANDUM

Date: August 26, 2025

To: Committee of the Whole

From: Jennifer Bass 
Village Clerk/Treasurer



Re: Title 7, Chapter 2 Amendment – Temporary Extension of Licensed Premises

Under the current Title 7 ordinances, Special Event Permits (Chapter 20) may only be issued to an establishment that has a liquor license issued under Chapter 2. Chapter 20 states that Special Events must take place within the Premise Description of the liquor license issued under Chapter 2. Chapter 2 also states that a Premise Description may not include the entirety of the parking lot of the establishment, but may include corridors no wider than 10 feet, to allow for travel between the building and outdoor spaces that are included under the premise description, such as a patio or deck, and to accommodate curbside pickup orders during the Covid-19 pandemic.

We recently received an application for a Special Event under Chapter 20 that requested the entire parking lot be used for their event. A Special Event Permit had been erroneously approved for this charity event in the past. However, staff feels that events like this are a benefit to the Village and the surrounding community, and have come up with a solution to temporarily allow events like this to be lawfully permitted under Village Ordinance.

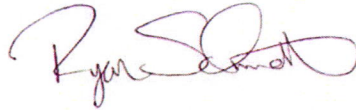
The primary change to Title 7, Chapter 2 is the addition of a Temporary Extension of Licensed Premises. This extension must be applied for with the Clerk's office and approved by the Village Board. Other changes include updating the definition of Premise Description, and removing all specific license fees which will instead be approved every year in the Fee Schedule and approved with the annual budget.

MEMORANDUM

Date: August 20, 2025

To: Committee of the Whole
Village Board

From: Ryan Schmidt, P.E.
Village Engineer



Re: Village of Wind Point 4 Mile Road Utility and Road Rehabilitation Project

BACKGROUND INFORMATION

The Village of Wind Point has been in the process of designing a project to replace the water main and subsequently, rehabilitating the roadway, along a stretch of 4 Mile Road beginning at Main Street and terminating at Lighthouse Drive. This is one phase of a larger project that will include full watermain loop replacement from the wholesale meter at 3 Mile Road to the one on 4 Mile Road and along Lighthouse Drive. Director Bunkelman provided a report to the Utility District to get approval for replacing the Village's portion of main up and wholesale meter pit which includes 1,125' of 12" watermain and other sanitary sewer repairs as part of this project. The Director's memorandum is attached here as Exhibit A for details on the Utility District information which includes 5 conditions that were recommended for approval.

The Village of Caledonia and a small portion of its residents (approximately 19) will be directly impacted by this project. The Village owns Right-of-Way along the north half of 4 Mile Road beginning at Main Street up to Birch Creek Lane (dual jurisdiction). An image has been included with this report to clarify the boundary. The east lot line of the residential property of 214 Birch Creek Lane is the point at which Village Right-of-Way ends and the Village of Wind Point begins in whole. The road will be pulverized and a new 4" asphalt road will be placed upon the pulverized material with the cross section of the road matching that of the existing CTH G portion to the east. It will also include the direct replacement of 3 property owner driveways and culverts due to the impacts of the roadway and roadside ditch construction.

The project is proposed for late Fall, early Winter construction for the Utilities and a 2026 pavement replacement. This report is meant to provide an informational update to the Board and prepare them for the project. Ultimately, the Village will be responsible and need to account for the cost of those improvements to the road and the Utilities as required. The Village Board will need to determine how this cost is accounted for in the 2026 budget. At the time of this report, the costs are not yet known for sure.

MEMORANDUM

DATE: Wednesday, March 26, 2025

TO: Caledonia Utility District

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



RE: Wind Point Watermain Project – 4 Mile Road – Village of Wind Point

BACKGROUND INFORMATION

Scott Rewolinski of the Village of Wind Point reached out on March 13th to inform the Village of Caledonia & the Caledonia Utility District that Wind Point is proposing to replace the Wind Point watermain on 4 Mile Road from the 4 Mile Road Wholesale Meter Pit to Lighthouse Drive. In addition to the watermain replacement, they are looking to reconstruct 4 Mile Road from Lighthouse Drive to North Main Street. This project is proposed to be bid in late 2025, early 2026.

This is the first of several watermain replacement projects that Wind Point is looking to perform to improve the reliability of their system. Wind Point is ultimately proposing to replace the watermain on 4 Mile Road, Lighthouse Drive, and 3 Mile Road. This multi-year project will effectively replace the watermain loop between the Wholesale Meter Pits that serve all of Wind Point.

The reasons that Rewolinski reached out are the following:

- (1) He asked if the Caledonia Utility District would be interested in replacing the Caledonia watermain from North Main Street to the Wholesale Meter Pit, including the Wholesale Meter Pit. This 12" Cast Iron watermain and concrete meter pit was initially installed in 1966 and is beyond its useful service life (50 years). The watermain at Birch Creek Road is also potentially affected by this project. The 6" Cast Iron watermain that serves Birch Creek Lane was also installed in 1966. Due to the pavement condition of Birch Creek Lane, it would only be recommended to replace the watermain to the first water valve to get out of the 4 Mile Road pavement replacement area.

Recommend replacing approximately 1,125' of 12" watermain, 52' of 6" watermain, and the concrete meter pit.

- (2) With the road reconstruction portion of the project, the Caledonia Utility District will need to adjust the sanitary sewer manholes along 4 Mile Road to the new grades. There are approximately 24 sanitary sewer manholes that will need to be adjusted depending on the final cross section that Wind Point selects. The Caledonia Utility District performed the Wind Point Sanitary Sewer Rehabilitation Project in 2019, which replaced, grouted and lined portions of the sanitary sewer main. The sanitary sewer should be in good shape, but it is recommended that the approximate 7,166' of sanitary sewer main affected by this project be

televised to ensure that there are no problems that have arisen since the 2019 rehab project. There are also 51 sanitary sewer laterals (40 Wind Point customers, 19 long side 21 short side & 11 Caledonia customers all short side) off the gravity sanitary sewer along 4 Mile Road. It is also recommended that the condition of the laterals be reviewed and potentially replaced to the Right of Way line with a cleanout as part of this project.

Recommend adjusting the approximately 24 sanitary sewer manholes, televise approximately 7,166' of sanitary sewer main, and review the condition/material of the sanitary sewer laterals to determine if they need to be replaced.

- (3) The portion of 4 Mile Road from North Main Street to the Village Border (approximately 915') has dual jurisdiction. The North side is the Village of Caledonia, and the South side is the Village of Wind Point. If this portion of the project is performed the Village of Wind Point will require a cost share.

Defer to the Village Board to determine how to handle the 915' of dual jurisdiction on 4 Mile Road.

Attached is the preliminary existing conditions survey that Caledonia has been asked to review to identify all the infrastructure is shown, the potential cross section that Wind Point has yet to vote on, the 1966 watermain and wholesale meter pit asbuilts, and a sample water meter pit.

RECOMMENDATION

Move to direct Caledonia Utility District staff to work with the Village of Wind Point on the 4 Mile Road Watermain Replacement & Road Reconstruction for the following:

- 1. Replace the 1966 12" Cast Iron Watermain, the 1966 6" Cast Iron Watermain (within the 4 Mile Road Pavement for Birch Creek Lane), Water laterals & Hydrants from North Main Street to the Wholesale Meter Pit (approximately 1,125' 12" watermain, 52' of 6" watermain, 12 1-1/4" laterals and 3 hydrants)**
- 2. Replace the 1966 Wholesale Meter Pit**
- 3. Televise approximately 7,166' of Sanitary Sewer**
- 4. Determine if the 51 Sanitary Sewer laterals need to be replaced.**
- 5. Adjust the 24 Sanitary Sewer Manholes as necessary.**

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**

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.¹
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

¹ 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).⁵ 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.

Participant means a person attending a meeting as a member of a board, committee, or commission, or staff. 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.

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.

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.

**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