

COMMITTEE OF THE WHOLE MEETING AGENDA
Tuesday, November 11, 2025 at 6:00 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 – October 28, 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. Discussion on “Committee Updates” Section of the Committee of the Whole Agenda – Intent and Content
 - B. Policy on Public Comment Section on Meeting Agendas
 - C. Discussion on Dark Skies Ordinances
 - D. Suggested items to be placed on a future meeting agenda (*with no action*)
7. **Continuing Business**
 - A. Comprehensive Plan Stakeholder Exercise – Committee of the Whole members will participate in a word-cloud exercise and a structured discussion of the Village’s strengths, weaknesses, opportunities, and threats (SWOT) serving as a key step in assessing current conditions and identify community priorities.
 - B. Discussion on a policy for non-disclosure agreements
8. **Adjournment**

**Committee of the Whole Meeting
October 28, 2025**

1 - Order

President Weatherston called the Committee of the Whole meeting to order at 6:00 p.m. at the Caledonia Village Hall.

2 – Roll Call

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

EXCUSED: 1 – Trustee Lambrecht

STAFF: Village Administrator Todd Willis, Village Attorney Elaine Ekes, Finance Director Wayne Krueger, Human Resources Manager Amanda Ardis, Public Works Director Anthony Bunkelman, Village Engineer Ryan Schmidt, Development Director Peter Wagner, Planner Natalia Nery de Farias, Police Chief Christopher Botsch, Fire Chief Walter Leininger, Deputy Clerk Brittany Kickland, and Village Clerk Jennifer Bass

3 – Approval of Minutes

A **motion** was made by Trustee Pierce to approve the October 14, 2025 Committee of the Whole meeting, seconded by Trustee Martin. **Motion carried 7-0.**

4 – Public Comment

The following people appeared to speak before the Committee:

1. Prescott Balch, 7337 Foley Rd – Comments on the Plan Commission and a development agreement in TID 6
2. Paula Pintar, 7348 Botting Rd – Comments on the Plan Commission and a development agreement in TID 6

5 – Committee Updates

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

6 – New Business

- A. **Overview of the upcoming Comprehensive Plan update** – Byran Walter, Southeastern Regional Planning Commission (SEWRPC)
- B. **Comprehensive Plan Stakeholder Exercise** – Committee of the Whole members will participate in a word-cloud exercise and a structured discussion of the Village's strengths, weaknesses, opportunities, and threats (SWOT) serving as a key step in assessing current conditions and identify community priorities.

Motion by Trustee Martin to lay the item over until the next meeting, seconded by Trustee Pierce.

Motion carried 6-0.

C. Resolution 2025-XXX – Approving and Authorizing the Village of Caledonia to Enter Into an Agreement with Paramedic Billing Services, Inc.

Motion by Trustee McManus to recommend approval to the Village Board, seconded by Trustee Pierce.

Motion carried 6-0.

D. Ordinance 2025-XX – To Amend Title 7, Chapter 15, Section 2, Related to Tax Exempt Reports and Fees

Motion by Trustee Pierce to recommend approval to the Village Board, seconded by Trustee Martin.

Motion carried 7-0.

E. Ordinance 2025-XX – To Create Title 5, Chapter, 3 Section 3: Regulation of the Sale, Application, and Use of Coal Tar and High-PAH Sealant Products

Motion by Trustee McManus to recommend approval to the Village Board subject to review by the Village Attorney, seconded by Trustee Stillman.

Motion carried 6-0.

F. Discussion on Electronic Communications Record Retentions

Staff provided a summary of record retention laws and answered questions from Committee members.

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

1. Dark Skies Ordinance
2. Discussion on “Committee Updates” Section of the Committee of the Whole Agenda – Intent and Content
3. Policy on Public Comment on Meeting Agendas

7 – Adjournment

President Weatherston adjourned the meeting at 6:53p.m.

Respectfully submitted:

Jennifer Bass

Village Clerk

MEMORANDUM

Date: November 11, 2025

To: Committee of the Whole

From: Todd Willis
Village Administrator

Re: Discussion on Non-Disclosure Agreements



Overview

- During the October 28, 2025, Committee of the Whole meeting, Trustee Martin asked that staff draft a policy related to Non-Disclosure Agreement (NDA) use in the Village.

Review

- Past discussions related to NDA use in the Village determined that there was no knowledge from staff or legal, that an NDA had ever been entered into by Village staff or any Village officials. Further discussions with the Village Attorney explained that any NDA proposed to be entered into by Village staff or officials would require Village Board approval as any such agreement would be outside of the scope of individual authority of such positions. The Village Attorney questioned whether for that reason a policy is even needed because any such request for an NDA would be forwarded to the Board, as only the Board would have the authority to authorize or enter into such an agreement.
- Based on Wisconsin's Public Records Law **Wis. Stat 19.35 (Attachment 1)**, most records in the possession of the Village would be subject to disclosure under the Public Records Laws, and any record that would be deemed as confidential, such as proprietary information, personally identifiable information or restrict disclosure are described within the statute. If the Committee of the Whole feels strongly that the Village needs to put a policy in place that prohibits or sets forth criteria for the future use of a non-disclosure agreement, it would be better suited as an Ordinance of the Village to require Village Board approval prior to entering into such an agreement. Consideration will need to be given to impacts on employment related matters. If we were to proceed with such an ordinance, the Village Attorney recommends that the Village's employment counsel be consulted about possible implications.

Recommendation

- ***Village staff recommends the Committee of the Whole review the current Wisconsin State Statute Sec. 19.35 and determine whether an Ordinance requiring Village Board approval is needed.***

Attachment 1

19.35 Access to records; fees.

(1) RIGHT TO INSPECTION.

- (a) Except as otherwise provided by law, any requester has a right to inspect any record. Substantive common law principles construing the right to inspect, copy or receive copies of records shall remain in effect. The exemptions to the requirement of a governmental body to meet in open session under s. [19.85](#) are indicative of public policy, but may be used as grounds for denying public access to a record only if the authority or legal custodian under s. [19.33](#) makes a specific demonstration that there is a need to restrict public access at the time that the request to inspect or copy the record is made.
- (am) In addition to any right under par. (a), any requester who is an individual or person authorized by the individual has a right to inspect any personally identifiable information pertaining to the individual in a record containing personally identifiable information that is maintained by an authority and to make or receive a copy of any such information. The right to inspect or copy information in a record under this paragraph does not apply to any of the following:
1. Any record containing personally identifiable information that is collected or maintained in connection with a complaint, investigation or other circumstances that may lead to an enforcement action, administrative proceeding, arbitration proceeding or court proceeding, or any such record that is collected or maintained in connection with such an action or proceeding.
 2. Any record containing personally identifiable information that, if disclosed, would do any of the following:
 - a. Endanger an individual's life or safety.
 - b. Identify a confidential informant.
 - c. Endanger the security, including the security of the population or staff, of any state prison under s. [302.01](#), jail, as defined in s. [165.85 \(2\) \(bg\)](#), juvenile correctional facility, as defined in s. [938.02 \(10p\)](#), secured residential care center for children and youth, as defined in s. [938.02 \(15g\)](#), mental health institute, as defined in s. [51.01 \(12\)](#), center for the developmentally disabled, as defined in s. [51.01 \(3\)](#), or facility, specified under s. [980.065](#), for the institutional care of sexually violent persons.
 - d. Compromise the rehabilitation of a person in the custody of the department of corrections or detained in a jail or facility identified in subd. [2. c.](#)
 - 2m. The actual address, as defined in s. [165.68 \(1\) \(b\)](#), of a participant in the program established in s. [165.68](#).
 3. Any record that is part of a records series, as defined in s. [19.62 \(7\)](#), that is not indexed, arranged or automated in a way that the record can be retrieved by the authority maintaining the records series by use of an individual's name, address or other identifier.
- (b) Except as otherwise provided by law, any requester has a right to inspect a record and to make or receive a copy of a record. If a requester appears personally to request a copy of a record that permits copying, the authority having custody of the record may, at its option, permit the requester to copy the record or provide the requester with a copy substantially as readable as the original.
- (c) Except as otherwise provided by law, any requester has a right to receive from an authority having custody of a record which is in the form of a comprehensible audio recording a copy of the recording substantially as audible as the original. The authority may instead provide a transcript of the recording to the requester if he or she requests.
- (d) Except as otherwise provided by law, any requester has a right to receive from an authority having custody of a record which is in the form of a video recording a copy of the recording substantially as good as the original.
- (e) Except as otherwise provided by law, any requester has a right to receive from an authority having custody of a record which is not in a readily comprehensible form a copy of the information contained in the record assembled and reduced to written form on paper.
- (em) If an authority receives a request to inspect or copy a record that is in handwritten form or a record that is in the form of a voice recording which the authority is required to withhold or from which the authority is required to delete information under s. [19.36 \(8\) \(b\)](#) because the handwriting or the recorded voice would identify an informant, the authority shall provide to the requester, upon his or her request, a transcript of the record or the information contained in the record if the record or information is otherwise subject to public inspection and copying under this subsection.

- (f) Notwithstanding par. (b) and except as otherwise provided by law, any requester has a right to inspect any record not specified in pars. (c) to (e) the form of which does not permit copying. If a requester requests permission to photograph the record, the authority having custody of the record may permit the requester to photograph the record. If a requester requests that a photograph of the record be provided, the authority shall provide a good quality photograph of the record.
- (g) Paragraphs (a) to (c), (e) and (f) do not apply to a record which has been or will be promptly published with copies offered for sale or distribution.
- (h) A request under pars. (a) to (f) is deemed sufficient if it reasonably describes the requested record or the information requested. However, a request for a record without a reasonable limitation as to subject matter or length of time represented by the record does not constitute a sufficient request. A request may be made orally, but a request must be in writing before an action to enforce the request is commenced under s. 19.37.
- (i) Except as authorized under this paragraph, no request under pars. (a) and (b) to (f) may be refused because the person making the request is unwilling to be identified or to state the purpose of the request. Except as authorized under this paragraph, no request under pars. (a) to (f) may be refused because the request is received by mail, unless prepayment of a fee is required under sub. (3) (f). A requester may be required to show acceptable identification whenever the requested record is kept at a private residence or whenever security reasons or federal law or regulations so require.
- (j) Notwithstanding pars. (a) to (f), a requester shall comply with any regulations or restrictions upon access to or use of information which are specifically prescribed by law.
- (k) Notwithstanding pars. (a), (am), (b) and (f), a legal custodian may impose reasonable restrictions on the manner of access to an original record if the record is irreplaceable or easily damaged.
- (L) Except as necessary to comply with pars. (c) to (e) or s. 19.36 (6), this subsection does not require an authority to create a new record by extracting information from existing records and compiling the information in a new format.