



**BOARD OF TRUSTEES DRAFT MINUTES
December 16, 2025 * 7:00 PM * Court Room**

13600 Juneau Boulevard, Elm Grove, WI 53122

12/16/2025 - Minutes

1. Roll Call

President Koleski called the meeting to order at 7.02PM

Present: President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Also Present: Village Manager Harrigan, Asst Village Manager Sowl, Village Clerk Turner, IT Manager Hans, and Attorney de la Mora

2. Announcement of Closed Session

- A. Pursuant to Wis Stats. 19.85(1)(e) to deliberate or negotiate the purchasing of public properties, the investing of public funds, or conducting other specified public business, whenever competitive or bargaining reasons require a closed session, more specifically, to discuss the Request For Proposal (RFP) for Legal Services submissions and an update on the Fire Truck purchase.**

- B. Pursuant to Wis. Stats. 19.85(1)(g) to confer with legal counsel for the governmental body who is rendering oral or written advice concerning strategy to be adopted by the body with respect to litigation(s) in which it is or is likely to become involved, more specifically, to discuss Wilber vs. Village of Elm Grove,, Soo Line vs. Village of Elm Grove litigation, and to discuss the legal process and considerations in the enforceability of the Third Amendment to the Caroline Heights Developers Agreement.**

- C. Pursuant to Wis. Stats. 19.85(1)(e) to consider employment, promotion, compensation, or performance evaluation data of any public employee over which the governmental body has jurisdiction or exercises responsibility, more specifically regarding the performance review and compensation of the Village Manager.**

3. Pledge of Allegiance

4. Public Hearing

5. Public comments on any subject without any action, except possible referral to a governmental body or staff member

6. Approval of Agenda

Motion by Trustee Stuckert, seconded by Trustee Hillmann, to approve the agenda as presented.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

7. Approval of Minutes

A. Review and act on the November 25, 2025 Board of Trustee Draft Minutes.

Motion by Trustee Sayas, seconded by Trustee Castile, to approve the November 25, 2025 Board of Trustee minutes as amended.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

B. Review and act on the December 8, 2025, Board of Trustee Special Meeting Draft Minutes.

Motion by Trustee Schindler, seconded by Trustee Hillmann, to approve the December 8, 2025 Board of Trustee Special Meeting minutes as presented.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

8. Report of the Village President - James Koleski

A. Review and act on the Proclamation in Celebration of Arbor Day on April 25th, 2026.

Motion by Trustee Sayas, seconded by Trustee Castile, to adopt the Proclamation in Celebration of Arbor Day on April 25th, 2026.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

B. Discussion on Village financial update including borrowing.

President Koleski reviewed the summary of the 2026 expected debt issuance that will go forward in mid quarter two of 2026. The refinancing is not new debt but part of the bond offering. The net new debt will be in the region of \$13.8m that will go on the books in 2026.

Trustee Schindler noted the debt issuance is all for capital projects not general operations.

9. Report of Village Officers

A. Report of Fire Chief - Brian Naylor

1. Fire Chief's Report.

Trustee Schindler asked for clarification on the report of good intent of smoke. Chief Naylor stated the intention was good when a neighbor thought they could smell smoke.

President Koleski asked for an update on the structure fire on Pilgrim. Chief Naylor stated the police department put out a press release but do not have an official cause of fire.

B. Report of Police Chief - Jason Hennen

1. Review and act on Resolution 20251216A, Tribute to Detective Craig A. Mayer.

Motion by Trustee Sayas, seconded by Trustee Schindler, to adopt Resolution 20251216A, Tribute to Detective Craig A. Mayer.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

2. Chief of Police Reports

President Koleski stated the Police and Fire Commission are intervening for a detective position and asked for clarification on the spike in "open door window businesses" noted on the Police Chiefs report.

C. Report of EMS Director - Curt Waddell

1. EMS Reports

D. Report of Village Clerk - Crystal Turner**1. Review and act on the 2026-2027 Poll Worker and Special Voting Deputy Appointments.**

Motion by Trustee Hillmann, seconded by Trustee Sayas, to approve the 2026-2027 Poll Worker and Special Voting Deputy Appointments as presented.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

2. 2026 Board of Trustee Meeting Dates.

President Koleski asked how the zoom process is going for recording the meeting.

IT Manager Hans stated the village previously paid \$5800 for live streaming via Civic Plus and now found a cost savings to live stream through YouTube. The log into zoom will remain the same.

Trustee Schindler asked do recordings go to the YouTube page.

President Koleski stated there are several meetings the Board has requested the recordings to be retained for perpetuity.

Village Manager Harrigan stated staff will be working on reviewing the village requests, policies and retention schedule as the process is updated.

President Koleski asked if there will still be access on the website for viewing past recorded meetings. Village Manager Harrigan confirmed this will still be available.

E. Report of Village Manager - Thomas Harrigan**1. Review and act on rescinding the Proclamation for the August 9-10, 2025, Historic Flooding Event and Emergency.**

Motion by Trustee Stuckert, seconded by Trustee Sayas, to rescind the Proclamation for the August 9-10, 2025 Historic Flooding Event and Emergency.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

2. Review and act on the Waukesha County Department of Emergency Preparedness Joint Powers Agreement.

Motion by Trustee Hillmann, seconded by Trustee Schindler, to approve the Waukesha County Department of Emergency Preparedness Joint Powers Agreement.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

3. Review and act on the amendment to section 13.2 of the Village of Elm Grove Employee Personnel Policy Manual.

Village Manager Harrigan summarized the actions taken during the 2026 budget meetings to introduce the update to the employee personnel manual.

Motion by Trustee Olson, seconded by Trustee Hillmann, to approve the amendments to section 13.2 of the Village of Elm Grove Personnel Manual.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

F. Report of Village Attorney - Hector de la Mora

10. Report of Standing Committees

A. Plan Commission - President Koleski

1. 2025-12-01 Plan Commission DRAFT Minutes

President Koleski updated the board regarding the December 1, 2025, Plan Commission meeting. Reviewed plan of operation for two businesses at 890 Elm Grove.

The Plan Commission completed a detailed review of the integrated downtown master plan proposals. Received five submissions that met the requirements. Bringing back three for final interviews. Interviews will be Monday January 5th at 5pm Inviting Trustees to participate.

The storm water management plan was substantially completed, occupancy was granted, and payment will be made to Caroline Heights on January 6th 2026.

B. Library Board - Trustee Castile

1. 2025-11-17 Library Board DRAFT Minutes

Trustee Castile updated the Board that the Library Director, Sarah Muench's retirement will be Friday evening. The Library is starting a search to fill the children's program position.

2. Review and act on Resolution 20251216B, Honoring the Retirement of Library Director, Sarah Muench.

Motion by Trustee Stuckert, seconded by Trustee Sayas, to adopt the Resolution 20251216B, Honoring the Retirement of Library Director, Sarah Muench.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

C. Public Works - Trustee Schindler

1. 2025-12-08 Public Works Committee DRAFT Minutes

Trustee Schindler recapped the following:

The PWUC met on December 8. The committee was given an update on the rebidding of the contract for construction of the redesigned Underwood Creek Daylighting project. We are still on track to release the bid on January 6, with the return of bids and opening on January 27th.

The committee reviewed the materials for the December 10 Public Information Meeting on the Highland Drive pathway construction and found them well done and ready. The meeting has since occurred, was well attended, and included productive discussions among residents, Village staff, and KL's engineering team.

The committee then held a lengthy discussion on the Highland Drive pedestrian pathway, including matching the path grade to existing concrete driveways and abutting the path to driveway edges to reduce costs and preserve homeowners' driveways. The prospect of allowing native plantings in the right of way for environmental and stormwater benefits was also discussed. Both ideas require further study and will be revisited.

2. Review and possible action on Master Services Agreement with Ruekert-Mielke for professional engineering services.

Trustee Schindler recapped the following:

Next, since the committee had earlier determined that the Village was operating without a contract with Ruekert and Mielke for services that fall under the title of Village Engineer, a Master Services Agreement was drafted to clarify expectations and reimbursable rates for services. The initial draft was brought forward at our November meeting, and after thorough discussion the committee requested staff rework the document and incorporate comments and concerns raised by committee members. The final draft was brought back to our December meeting after being reviewed and approved by both Village staff and our Village Attorney. After discussion the committee voted unanimously to recommend to the Board of Trustees approval of the agreement. The agreement is in your packets. At this time, I'll open the floor for discussion and possible action on the Master Services Agreement between the Village of Elm Grove and Ruekert and Mielke for Professional Engineering Services.

President Koleski asked Andy Peterson to report on how invoices that fell through the cracks are to be addressed and the mediation process.

Petersen stated 406B was added to handle invoices that have been misplaced. Ruekert Mielke felt there was not a need to add further details on the mediation process.

Attorney de la Mora opined not having mediation and arbitration provisions do not stop the village from resorting to this process to resolve disputes. Does not feel it is essential but the board may desire to incorporate.

President Koleski asked is mediation a universally understood term. **Attorney de la Mora** confirmed in his realm it is.

Motion by Trustee Sayas, seconded by Trustee Olson, to approve the Master Services Agreement with Ruekert-Mielke for professional engineering services.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

3. Review and possible action on Task Order #1 with Ruekert-Mielke for professional engineering services.

Trustee Schindler recapped the following:

The committee then took up Task order No. 2025-01 identifying Mr. Andy Peterson as the Village engineer. Also in your packets are documents showing the suggested form of task orders, and the current hourly rates and reimbursable expenses schedules. The committee voted unanimously to approve the task order. At this time, I'll open the floor to discussion and possible action on task order #2025-01.

Motion by Trustee Stuckert, seconded by Trustee Hillmann, to approve the Task Order #1 with Ruekert-Mielke for professional engineering services.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Lastly, two Ruekert and Mielke engineers, Richard Paul Jr., and I met with residents during a site visit on December 9th at the Verdant Drive neighborhood regarding complaints of stormwater flooding. R&M will research potential solutions and report back in the near future.

D. Public Safety - Trustee Sayas

E. Legislative - Trustee Stuckert

F. Park and Recreation - Trustee Hillmann

Trustee Hillmann said the Recreation Committee attempted to meet but did not have a quorum. Committee members that did attend had the opportunity to meet the new Recreation Manager.

Trustee Sayas stated she is currently working with Town Bank to look at potentially sponsoring Oktoberfest and 4th of July.

President Koleski stated the Finance and Licensing Committee had a discussion on reviewing the 2025 Recreation budget performance. Suggested to invite Finance Director Lahey to the next Recreation meeting to set up 2026 and Recreation Manager Naughton for success in 2026.

G. Administrative and Personnel - Trustee Stuckert

1. 2025-12-04 Admin and Personnel Committee DRAFT Minutes

Trustee Stuckert stated the Admin and Personnel Committee met on December 4th. No action was taken from the closed session.

H. Finance and Licensing - President Koleski

1. 2025-11-25 Finance and Licensing Committee DRAFT Minutes

President Koleski reviewed financial projections through end of the year in the meeting held before the Board of Trustees. Went line item by line item to review each end of year budget.

EMS accounts receivable increased by \$7500. Committee has been monitoring this and do not want to lose the momentum in relationship to the collections.

Reviewed project summary. On January 12th, the Public Works Committee will close out the pathway costs for 2025.

2. 2025 Project Summary and November 2025 Financial Report.

11. Approval of Vouchers

A. Review and act on December 2025 Vouchers.

Motion by Trustee Castile, seconded by Trustee Sayas, to approve the December 2025 Vouchers as presented.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

President Koleski noted the Finance and Licensing Committee discussed Series A borrowing. Asked for further clarity of some line items on the property tax insert relating to the capital projects and administration. Review that the roads and pathways break out number is correct.

Trustee Sayas asked what put recreation at \$40,000 over? President Koleski stated the pool wages came in higher.

Trustee Castile said Finance Director Lahey mentioned changes in revenue impacted the budget.

Village Manager Harrigan stated the annual payment from the beer garden has just been received.

Board discussed how to incorporate a review of recreation expenditures and revenue during Rec meetings.

12. Matters for Possible Closed Session

A. Motion to convene in Closed Session pursuant to the following provisions:

1. **Wis. Stats. 19.85(1)(e) to deliberate or negotiate the purchasing of public properties, the investing of public funds, or conducting other specified public business, whenever competitive or bargaining reasons require a closed session, more specifically to discuss:**
 - a. **Request For Proposal (RFP) for Legal Services submissions.**
 - b. **Update on the purchase of the 2014 Pierce Fire Engine from the Village of Butler.**
2. **Wis. Stats. 19.85(1)(g) to confer with legal counsel for the governmental body who is rendering oral or written advice concerning strategy to be adopted by the body with respect to litigation(s) in which it is or is likely to become involved, more specifically to discuss:**
 - a. **Wilber vs. Village of Elm Grove**
 - b. **Soo Line vs. Village of Elm Grove**
 - c. **The Third Amendment to Caroline Heights Developers Agreement, more specifically, to discuss the legal process and considerations in the enforceability of the Third Amendment to the Caroline Heights Developers Agreement.**
3. **Wis. Stats 19.85(1)(c) to consider employment, promotion, compensation, or performance evaluation data of any public employee over which the governmental body has jurisdiction or exercises responsibility, more specifically to discuss:**
 - a. **Performance review and compensation of the Village Manager.**

Motion by Trustee Hillmann, seconded by Trustee Olson, to go into closed session to discuss the following:

1. **Request For Proposal (RFP) for Legal Services submissions.**
2. **Update on the purchase of the 2014 Pierce Fire Engine from the Village of Butler.**
3. **Wilber vs. Village of Elm Grove**
4. **Soo Line vs. Village of Elm Grove**
5. **The Third Amendment to Caroline Heights Developers Agreement, more specifically, to discuss the legal process and considerations in the enforceability of the Third Amendment to the Caroline Heights Developers Agreement.**
6. **Performance review and compensation of the Village Manager.**

Roll call vote:

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Nay: 0

B. Motion to reconvene into Open Session

Motion by Trustee Olson, seconded by Trustee Schindler, to reconvene into open session.

Roll call vote:

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Nay: 0

C. Discussion and possible action regarding items discussed in Closed Session**1. Discussion and possible action regarding the Request For Proposals for Legal Services.**

No action taken.

2. Discussion and possible action on the update to the purchase of the 2014 Pierce Fire Engine from the Village of Butler.

No action taken.

3. Discussion and possible action on the pending litigation of Wilber vs. Village of Elm Grove

Motion by Trustee Hillmann, seconded by Trustee Castile, to authorize legal action as recommended by legal counsel in state circuit court.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

4. Discussion and possible action on the pending litigation of Soo Line vs. Village of Elm Grove

No action taken.

5. Discussion and possible action on The Third Amendment to Caroline Heights Developers Agreement, more specifically, the legal process and considerations in the enforceability of the Third Amendment to the Caroline Heights Developers Agreement.

No action taken.

6. Discussion and possible action on the performance review and compensation of the Village Manager

Motion by Trustee Stuckert, seconded by Trustee Olson to approve annual bonuses for certain village employees as presented in closed session to the total amount of \$23,850.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Motion by Trustee Stuckert, seconded by Trustee Hillmann, to approve the Village Manager's wage increase to \$148,500 effective as of January 1st 2025.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

13. Other Business

14. Adjourn

Motion by Trustee Olson, seconded by Trustee Hillmann, to adjourn at 10.26PM.

Aye: (7) President Koleski, Trustee Olson, Trustee Schindler, Trustee Stuckert, Trustee Sayas, Trustee Castile, and Trustee Hillmann

Minutes respectfully submitted by: Crystal Turner, Village Clerk

Minutes approved on: