Policy

POL.COR.07.07
Code of Conduct for Members of Council and Local Boards

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Policy Statement

Policy direction for the behaviour of Members of Council in the performance of their duties and responsibilities as elected community representatives.

Purpose

Subsection 223.2(1) of the Municipal Act, 2001 authorizes a municipality to establish codes of conduct for Members of the council of the municipality and of local boards. Subsection 223.3(1) also authorizes a municipality to appoint an Integrity Commissioner who would be responsible for performing in an independent manner the functions assigned by Council with regard to the application of a Code of Conduct.

Subsection 223.2(1) of the Municipal Act, 2001 will require a municipality to establish codes of conduct for Members of the council of the municipality and of local boards. Subsection 223.3(1) also authorizes a municipality to appoint an Integrity Commissioner who is responsible for performing in an independent manner the functions assigned by Council with respect to the application of the code of conduct, the application of any procedures, rules and policies of the municipality and local boards governing the ethical behaviour of members of council and of local boards, the application of sections 5, 5.1 and 5.2 of the Municipal Conflict of Interest Act to members of council and of local boards, requests for advice by members of council and of local boards about obligations under the code of conduct, procedures, rules, policies or the Municipal Conflict of Interest Act and the provision of education information to members of council, members of local boards, the municipality and the public about the municipality’s codes of conduct for members of local council and members of local boards and about the Municipal Conflict of Interest Act.
Code of Conduct for Members of Council and Local Boards

Where a municipality has not appointed an Integrity Commissioner, subsection 223.3(1.1) of the Municipal Act requires it to make arrangements for all of the responsibilities set out in subsection 223.3(1) to be provided by the Commissioner of another municipality.

The Code of Conduct sets minimum standards for the behaviour of Council Members in carrying out their functions. It has been developed to assist Council to:

1. Understand the standards of conduct that are expected of them and the law that applies in relation to these standards;
2. Fulfill their duty to act honestly and exercise reasonable care and diligence; and
3. Act in a way that enhances public confidence in local government.

Application

This policy applies to Members of the Council of The Corporation of the Town of The Blue Mountains in the performance of their duties and responsibilities as elected community representatives, as well as Members of Town Committees and Local Boards.

Definitions

Municipality – means The Corporation of the Town of The Blue Mountains.

Members – means Members of Council, Town Committees and Local Boards of the Town of The Blue Mountains.

Committee - means any advisory or other committee, subcommittee or similar entity of which at least 50 per cent of the Members are also Members of one or more Councils or local boards.

Harassment - is defined in subsection 10(1) of the Ontario Human Rights Code as “engaging in a course of vexatious comment or conduct that is known or ought reasonably to be known to be unwelcome.”

Local Board - means a local board established or exercising any power under any Act with respect to the affairs or purposes of one or more municipalities but does not include The Blue Mountains Police Services Board or The Blue Mountains Public Library Board, a school board, a hospital board or a conservation authority.

Integrity Commissioner - The person(s) appointed by Town Council By-Law in accordance with Section 223.3 of the Municipal Act, 2001 and who is responsible for performing in an independent manner the functions assigned by the municipality with respect to the application of the Code of Conduct for Members of Council and Local Boards.
1. Statement of Principle

A written Code of Conduct helps to ensure that the Members of Council, Committees and Local Boards of the municipality share a common basis of acceptable conduct. These standards are designed to provide a reference guide and a supplement to the legislative parameters within which the Members must operate. These standards for Members exist to enhance public confidence that The Blue Mountain’s elected and appointed representatives will serve the public with integrity, justice and courtesy.

Members are responsible for making honest statements. No Member shall make a statement when they know that statement is false. No Member shall make a statement with the intent to mislead Council Members and the public.

The Town of The Blue Mountain’s Code of Conduct is a general standard that augments Provincial laws and municipal policies and by-laws that govern conduct. It is not intended to replace personal ethics.

This Code of Conduct is consistent with the existing statutes governing the conduct of Members. (i.e. the Municipal Act, 2001, the Municipal Conflict of Interest Act and the Municipal Freedom of Information and Protection of Privacy Act) The Criminal Code of Canada also governs the conduct of Members of Council. Members are expected to uphold the letter and spirit of the laws of Canada, Ontario and the laws and policies adopted by Council.

All Members to whom this Code of Conduct applies shall serve their constituents in a conscientious and diligent manner. No Member shall use the influence of office for any purpose other than the exercise of his or her official duties. Members shall seek to avoid conflicts of interest, both apparent and real. Members shall perform their duties and arrange their private affairs in a manner that promotes public confidence and will bear public scrutiny.

1. Gifts and Benefits

No Member shall accept a fee, advance, gift or personal benefit that is connected directly or indirectly to the performance of his or her duties of Office, unless permitted by law. Members shall make decisions based on impartial and objective assessment, free from the influence of gifts, favours, hospitality and entertainment.

Members shall decline any personal gift where the acceptance of such gift would imply a contractual agreement with or obligation to the donor. In particular, Members shall decline any gift, payment, hospitality or entertainment paid for by a person or persons seeking to do business with the Town or of anyone known to the Member to be lobbying a Member on behalf of such a person.

This section does not apply to tokens, mementoes, souvenirs, or such gifts or benefits up to
and including a value of $300.00 that are received as an incident of protocol or social obligation that normally accompanies the responsibilities of office. Tokens, mementoes, souvenirs or gifts with a value of greater than $300.00 shall be the property of the municipality.

This section does not apply to compensation authorized by law, services provided without compensation by persons volunteering their time, a political contribution otherwise reported by law, in the case of Members running for office or food, lodging, transportation and entertainment provided by provincial, regional and local governments or political subdivisions of them, by the federal government or by a foreign government within a foreign country, or by a conference, seminar or event organizer where the Member is either speaking or attending in an official capacity.

No Member shall seek or obtain by reason of his or her office any personal privilege or advantage with respect to Town services not otherwise available to the general public and not consequent to his or her official duties.

2. Confidentiality

All information, documentation or deliberation received, reviewed or taken in closed session of Council and its Committees and Local Boards are confidential.

Members shall not disclose or release by any means to any Member of the public either in verbal or written form any confidential information acquired by virtue of their office, except when required by law to do so. Where a matter has been discussed at a closed session meeting and the information remains confidential, no Member shall disclose the content of the matter or the substance of deliberations of the closed session meeting.

Members shall not permit any persons other than those who are entitled thereto to have access to information that is confidential.

Particular care should be exercised in ensuring confidentiality of the following types of information:

- Labour relations and personnel matters;
- Information about suppliers provided for evaluation which might be useful to other suppliers;
- Matters relating to the legal affairs of the Town of The Blue Mountains;
- Information that infringes on the rights of others (i.e. sources of complaints where the identity of the complainant was given in confidence);
- Items under litigation or negotiation;
- Price schedules in contract tender or Request for Proposal submissions if so specified;
- Information deemed to be “personal information” under the Municipal Freedom of Information and Protection of Privacy Act; and
- Statistical data required by law not to be released (e.g. certain census or
assessments data). This list is provided as an example and is not exclusive. It is recommended that requests for information be referred to the Office of the Clerk to be addressed as either an informal request for access to municipal records or as a formal request under the Municipal Freedom of Information and Protection of Privacy Act.

3. Use of Town Property

Subject to Section 5, no Member shall use for personal purposes any Town property, equipment, services, supplies or services of consequence other than for purposes connected with the discharge of Town duties or associated community activities of which Town Council has been advised.

No Member shall obtain financial gain from the use of Town developed intellectual property, computer programs, technological innovations or other patentable items, while an elected official or thereafter. All such property remains the exclusive property of the Town of The Blue Mountains.

No Member shall use information gained in the execution of his or her duties that is not available to the general public for any purposes other than his or her official duties.

4. Use of Town Technology Resources

The Town of The Blue Mountains licenses the use of computer software from a variety of vendors. The Town does not own the software or its documentation. Software is normally copyrighted, and no individual may copy or distribute the software unless expressly permitted to do so under the applicable licence.

5. Work of a Political/Personal Nature

Members shall comply with Town Policy POL.COR.18.01, Use of Corporate Resources for Election purposes and no Member shall use Town facilities, services or property for his or her re-election campaign. Further, no Member shall use the services of Town employees for his or her re-election campaign, during hours in which the employees are in the paid employment of the Town.

No Member shall use Town facilities, services or property for his or personal business gain.

No Member shall use the services of Town employees for his or her personal business during the hours in which the employees are in the paid employment of the Town.

6. Conduct at Meetings

Members shall conduct themselves with decorum at Council, Committee and Local
Board meetings in accordance with the provisions of the Town’s Procedural By-law.

Respect for deputations and for fellow Members and staff requires that all Members show courtesy and not distract from the business of Council, Committees and Local Boards during presentations and when other Members have the floor.

7. Representing the Town

Members shall make every effort to participate diligently in the activities of the Agencies, Committees and Local Boards to which they are appointed.

8. Respect for the Role of Staff

Members shall be respectful of the fact that staff work for the Town as a body corporate and are charged with making recommendations that reflect their professional expertise and corporate perspective. Members must not falsely or maliciously injure the processional reputation of staff. Members shall be respectful of the fact that staff carry out the directions of Council and administer the policies of the municipality, and are required to do so without any undue influence from any individual Member or group of Members of Council.

Where a Member has a concern about personnel matters, he or she should speak with the Mayor and/or Chief Administrative Officer about the concern or alternatively raise the issue with Council during an in camera session.

Members must not invite or pressure any Member of staff to engage in partisan political activity nor subject staff to discrimination or reprisal for refusing to engage in such activities.

9. Business Relations

No Member shall borrow money from any person who regularly does business with the Town unless such person represents an institution or company whose shares are publicly traded and who is regularly in the business of lending money.

No Member shall act as a paid agent before Council or any Committee or Local Board of Council or any Agency at which the Town is represented.

10. Expenses

Members shall comply with the provisions of the Town’s applicable policies relative to per diem payments and expenses governing reimbursement for attendance at conferences, seminars, training courses and workshops.

Members shall be reimbursed for their out-of-pocket expenses incurred in accordance
with approved Town policies while attending official functions and representing the Town in their official capacity.

**11. Encouragement of Respect for the Town and its By-Laws and Policies**

Members shall encourage public respect for the Town and its by-laws and policies. Members shall abide by the provisions of any policies adopted by Council, committees or local Boards which apply to the conduct of Members.

**13 Discrimination and Harassment**

Members have a duty to treat members of the public and one another with respect and without abuse, bullying or intimidation.

All persons shall be treated fairly in the workplace in an environment free of discrimination and of personal and sexual harassment. Members are not to engage in any course of conduct or make comments that would constitute workplace harassment.

Harassment may be defined as any behaviour by any person that is directed at or is offensive to another person on the grounds of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, age, handicap, sexual orientation, marital status, or family status and any other grounds under the provisions of the Ontario Human Rights Code.

Members are responsible for communications that may constitute harassment, whether in person, in writing, by public comment and on-line, including via social media.

**14 Advice**

Members seeking information about their responsibilities under this Code of Conduct are encouraged to request advice from the Integrity Commissioner appointed by Town Council.

A request by a Member for advice from the Integrity Commissioner under the Code of Conduct, any procedure, rule or policy of the municipality or of the local board, as the case may be, or for advice respecting their obligations under the *Municipal Conflict of Interest Act* shall be made in writing. If the Integrity Commissioner provides such advice, that advice shall be in writing.

Advice provided by the Integrity Commissioner to a Member may be released with the member’s written consent. If a member releases only a part of the advice provided to the member by the Commissioner, the Commissioner may release part or all of the advice provided to the Member without obtaining the Member’s consent.

**15. Respect for Code of Conduct**

Members should respect the process for complaints made under the Code of Conduct.
Members shall not act in reprisal or threaten reprisal against a person who makes a complaint or against a person who provides information to the Integrity Commissioner during an investigation.

Consequences of Non-Compliance

Where Council or a Local Board (as applicable) receives a report from the Integrity Commissioner that there has been a violation of the Code of Conduct by a Member of Council or Local Board, Council or the Local Board may impose either of the following penalties on the Member as permitted by the Municipal Act, 2001:

(a) a reprimand;
(b) a suspension of the remuneration paid to the Member in respect of his or her services as a Member of Council for a period up to 90 days.

Council or the Local Board as the case may be, may, on the basis of a recommendation from the Integrity Commissioner take any or all of the following actions and require that the Member:

(i) provide a written or verbal apology;
(ii) return property or make reimbursement of its value of money spent;
(iii) be removed from the Membership of a Committee; or
(iv) be removed as chair of a Committee.

References and Related Policies


- POL.COR.07.01 Accountability & Transparency;
- POL.COR.07.02 Sales & Other Disposition of Land;
- POL.COR.07.03 Provision of Notice & Manner of Giving Notice;
- POL.COR.07.04 Delegation by Council of Powers & Duties;
- POL.COR.07.05 Purchase of Goods & Services;
- POL.COR.07.06 Hiring of Employees;
- POL.COR.18.04 Protocol Policy for Complaints Related to Members of Council and Local Boards;
- Town of The Blue Mountains Strategic Plan.

Review Cycle

This policy will be reviewed in each term of Council by Council in conjunction with the Integrity Commissioner.
Appendix A - Protocol Policy for Complaints Related to Council Members and Local Boards

PART A - INFORMAL COMPLAINT PROCEDURE

Individuals are encouraged to use the Informal Complaint Procedure first to address behaviour or activity of a Member of Council, Local Committee or a Local Board (a “Member”) that they believe violates the Code of Conduct. With the consent of the complaining individual and the Member, the Integrity Commissioner may participate in this process. The parties are encouraged to take advantage of the Integrity Commissioner’s potential role as a mediator/conciliator of issues relating to a complaint.

Any individual who identifies or witnesses conduct by a Member that appears to contravene the Code of Conduct may address the conduct in the following manner:

a. advise the Member that the conduct appears to contravene the Code of Conduct;

b. Ask the Member to acknowledge and agree to stop the conduct;

c. document the incidents where the Member may have contravened the Code of Conduct including dates, times, locations, other persons present, and any other relevant information;

d. tell a relevant third party about the concerns regarding the Member’s actions;

e. tell the Member which parts of the Code of Conduct may have been contravened;

f. ask the Integrity Commissioner to help with an informal discussion of the complaint with the Member to resolve the issue;

g. if applicable:

(i) confirm to the Member that his or her response is satisfactory, or

(ii) advise the Member that his or her response is unsatisfactory;

h. consider the need to make a Formal Complaint Procedure as set out in Part B, or any other applicable legal process or complaint procedure.

The Informal Complaint Process is not a precondition to making a formal complaint as described in Part B.

PART B - FORMAL COMPLAINT PROCEDURE
Formal Complaints: Requests for Inquiry

1. Any individual may request an inquiry by the Integrity Commissioner into whether a Member has contravened the Code of Conduct by filing a formal complaint as follows:
   (a) all complaints shall be in writing on the prescribed form and shall be dated and signed by an identifiable individual;
   (b) the complaint must set out reasonable and probable grounds for the allegation that the Member has contravened the Code of Conduct and must be accompanied by a description of the evidence and/or documents that support of the allegation;

2. Council or a Local Board may request an inquiry by the Integrity Commissioner about whether a Member of Council or the Local Board as the case may be has contravened the Code of Conduct.

Filing of Complaint and Classification by Integrity Commissioner

2. The complaint shall be filed with the Clerk who shall forward the matter to the Integrity Commissioner to determine if the matter is, on its face, a complaint with respect to non-compliance with the Code of Conduct and not covered by other legislation or other Council procedures, policies or rules as set out in Section 3.

Complaints Outside of the Integrity Commissioner Jurisdiction Under the Code of Conduct

3. If the complaint, including the supporting material, is not, on its face, a complaint with respect to non-compliance with the Code of Conduct or the complaint relates to matters addressed by other legislation or complaint procedure under another Town policy or rule, the Integrity Commissioner shall advise the complainant in writing to follow the alternative procedure. In particular, and in the following circumstances the Integrity Commissioner is to advise as follows:

   **Criminal Code**
   
   (a) if the complaint alleges a criminal offence under the *Criminal Code*, the complainant shall be advised to take the complaint to the appropriate police service;
**Municipal Conflict of Interest Act**

(b) Where an elector or person demonstrably acting in the public interest applies in writing to the Integrity Commissioner for an inquiry to be carried out concerning an alleged contravention of section 5, 5.1 or 5.2 of the Municipal Conflict of Interest Act, the Integrity Commissioner shall proceed in accordance with section 223.4.1 of the Municipal Act (Effective March 1, 2019).

**Municipal Freedom of Information and Protection of Privacy Act**

(c) if the complaint is more appropriately addressed under the Municipal Freedom of Information and Protection of Privacy Act, the complainant shall be advised that the matter must be referred to the Clerk to deal with under access to information and privacy policies;  

**Parallel Proceedings for the Same Complaint**

(d) if the complaint is in relation to a matter which is subject to an outstanding complaint under another process such as a court proceeding related to the Municipal Conflict of Interest Act, a Human Rights complaint or similar process, or civil proceedings, the Integrity Commissioner may, in his/her discretion and in accordance with legislation, suspend any investigation pending the result of the other process; and  

**Outside Jurisdiction: Referrals and Reasons**

(e) if the complaint is, for any other reason, not within the jurisdiction of the Integrity Commissioner, the complainant shall be so advised and provided with any additional reasons and referrals as the Integrity Commissioner considers appropriate.

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**Periodic Reports to Council**

4. The Integrity Commissioner shall report annually to Council on the activities of the office.  
   In that report, the Integrity Commissioner shall report on all complaints received and their disposition, including complaints deemed not to be within the jurisdiction of the Integrity Commissioner.

**Refusal to Conduct Investigation**

5. Where the Integrity Commissioner concludes at the outset, or during an investigation that:

(a) a complaint is frivolous or vexatious.
(b) a complaint is not made in good faith, or
(c) there are no grounds or insufficient grounds for an investigation,

the Integrity Commissioner shall not be required to conduct an investigation and in the case of an ongoing investigation, shall terminate the investigation.

Opportunities for Resolution of Formal Complaints

6. Where the Integrity Commissioner believes that an opportunity to resolve the matter may be successfully pursued without a formal investigation, and both the complainant and the Member agree, an informal resolution of the complaint may be attempted with the assistance of the Integrity Commissioner.

Investigation

7. (1) The Integrity Commissioner will proceed as follows in conducting an inquiry pursuant to section 223.4 of the Municipal Act, and, where applicable, the Public Inquiries Act, 2009:

(a) provide the Member with an outline of the complaint with sufficient detail to allow the Member to understand the complaint against him or her;
(b) request that the Member provide a written response to the allegations to the Integrity Commissioner within ten (10) days;
(c) provide a copy of the Member’s response to the complainant with a request that any written reply be provided within ten (10) days; and

(d) provide the Member with advance notice of the findings and any sanctions or remedial actions to be recommended to Council.

(2) If necessary, after reviewing the submitted materials, the Integrity Commissioner may speak to any person, access and examine any other documents or electronic materials and may enter any municipal or Local Board work location relevant to the complaint for the purpose of investigation and potential resolution.

(3) The Integrity Commissioner may make interim reports to Council or the Local Board where necessary and as required to address any instances of interference, obstruction, delay or retaliation encountered during the formal complaint investigation.

(4) It is intended that all reports will be presented before Council within ninety (90) days of the filing date. Where due to relevant circumstances the report is not presented to
Council within 90 days the Integrity Commissioner shall address the reasons for the delay within the report.

(5) The Integrity Commissioner shall retain all records related to the complaint and investigation.

Reporting and Recommendations

9. (1) The Integrity Commissioner shall generally report to the complainant and the Member no later than ninety (90) days after the official receipt of the complaint. If the investigation process takes more than ninety (90) days, the Integrity Commissioner shall advise the parties of the date, if possible, that the report will be available.

(2) Where a Member has been found to have contravened the Code of Conduct, the Integrity Commissioner shall report to Council or the Local Board outlining the findings, the terms of any settlement and/or any recommended remedial action or sanction.

(3) Where the Integrity Commissioner finds that there are no grounds or jurisdiction to investigate a complaint, except in exceptional circumstances, the Integrity Commissioner shall not report to Council the result except as part of an annual or periodic report.

(4) The Integrity Commissioner may disclose such information as in the Commissioner’s opinion is necessary in the written reasons given by the Commissioner in relation to an inquiry into whether a Member has contravened the Code of Conduct.

(5) The Clerk shall provide a copy of the report to the complainant and the Member whose conduct has been investigated. The Member shall, subject to Subsection 9(5), have the right to address the report when it is considered by Council or the Local Board.

(6) If the report of the Integrity Commissioner recommends or Council considers whether to suspend the remuneration paid to the Member, the Member may take part in the discussion of the matter, including making submissions to council or the local board, as the case may be, and may attempt to influence the voting on any question in respect of the matter, whether before, during or after the meeting, however the Member is not permitted to vote on any question in respect of the matter. (Effective March 1, 2019)

Findings

10. If the Integrity Commissioner determines that:

   (a) there has been no contravention of the Code of Conduct, or
   
   (b) a contravention occurred but:
(i) the Member took all reasonable measures to prevent it,
(ii) it was trivial,
(iii) it was committed through inadvertence, or
(iv) it resulted from an error of judgment made in good faith.

the Integrity Commissioner may so state in the report and may make appropriate recommendations pursuant to the Municipal Act, 2001.

Report to Council

11. Upon receipt of a report from the Integrity Commissioner, the Clerk shall place the report on the next regular agenda of Council or the Local Board for consideration by Council or the Local Board.

Duty of Council

13. Council or the Local Board shall consider the Integrity Commissioner’s report at the meeting at which it is tabled.

Termination of Inquiry When Regular Election Begins

14.(1) If an inquiry has not been completed before nomination day for a regular election as set out in section 31 of the Municipal Elections Act, 1996, the Commissioner shall terminate the inquiry on that day.

(2) If an inquiry is terminated under subsection (1), the Commissioner shall not commence another inquiry in respect of the matter unless, within six weeks after voting day in a regular election, as set out in section 5 of the Municipal Elections Act, 1996, the person or entity who made the request or the member or former member whose conduct is concerned makes a written request to the Commissioner that the inquiry be commenced.

(3) The following rules apply during the period of time starting on nomination day for a regular election, as set out in section 31 of the Municipal Elections Act, 1996, and ending on voting day in a regular election, as set out in section 5 of that Act:

1. There shall be no requests for an inquiry about whether a Member has contravened the Code of Conduct.

2. The Commissioner shall not report to the municipality or local board about whether, in his or her opinion, a Member has contravened the Code of Conduct.
3. The municipality or local board shall not consider whether to impose the penalties referred to in the Code of Conduct.

Public Disclosure

15. (1) The Integrity Commissioner and every person acting under his or her instructions shall preserve secrecy with respect to all matters that come to his or her knowledge in the course of his or her duties under this Part.

(2) The Commissioner may disclose such information as in the Commissioner’s opinion is necessary and provided for in section 223.5 of the Municipal Act.

(2) The Integrity Commissioner shall retain all records related to the complaint and investigation.

(3) At the time of the Integrity Commissioner’s report to Council or the Local Board, the identity of the Member who is the subject of the complaint shall not be treated as confidential information.

(4) All reports from the Integrity Commissioner to Council or the Local Board will be made available to the public by the Clerk and on www.thebluemountains.ca.

Delegation

16. The Integrity Commissioner may delegate in writing to any person, other than a Member of Council or Local Board, any of the Integrity Commissioner’s powers and duties.
Code of Conduct — Formal Complaint Form

COMPLAINT OF

I, ___________________________________________________ (full name), of the (City, Town etc.) _____________________________________________ (municipality of residence) in the Province of Ontario.

STATE:

1. I have personal knowledge of the facts as set out in this complaint, because

____________________________________________________________________________

____________________________________________________________________________

(insert reasons e.g. I work for... I attended a meeting at which...I am a member of... etc.)

2. I have reasonable and probable grounds to believe that:

__________________________________________________________ (specify name of Member)

a member of the Council/Town Committee/ Local Board (circle applicable body) of the Town of Blue Mountains, has

contravened section(s) ______________________________________ (specify section(s)) of

the Code of Conduct of the Town of Blue Mountains.

3. The particulars of this complaint are:

(Set out the statements of fact in consecutively numbered paragraphs in the space below, with each paragraph being confined as far as possible to a particular statement of fact. If you require more space please attach to this form. If you wish to include exhibits to support this complaint, please refer to the exhibits as Exhibit A, B etc. and attach them to this complaint form.)

________________________
This complaint is made for the purpose of requesting that this matter be reviewed and/or investigated by
the Town of Blue Mountains appointed Integrity Commissioner and for no other purpose.

DATED this _______ of ________, 2______
(day) (month) (year)

_____________________________
Signature

_____________________________
Printed Name