

**Bylaw No. 9537**

**The Code of Ethical Conduct for Members  
of City Council Bylaw, 2019**

# Bylaw No. 9537

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## BYLAW NO. 9537

### The Code of Ethical Conduct for Members of City Council Bylaw, 2019

Whereas section 66.1 of *The Cities Act*, SS 2002, c C-11.1, requires Council to:

- adopt a code of ethics that applies to all members of the Council;
- define in this code of ethics the standards and values that the Council expects members of Council to comply with in their dealings with each other, employees of the City, and the public; and
- include in this code of ethics the model code of ethics set out in *The Cities Regulations*, c C-11.1 Reg 1, and a process for dealing with contraventions of the code;

Whereas section 66.1 of *The Cities Act* permits Council to include:

- rules regarding the censure or suspension of a member of Council who has contravened the code of ethics;
- policies, rules and guidelines regarding a member of Council accepting gifts or other benefits in connection with that member's holding of office; and
- any other statements of ethics and standards determined to be appropriate by the Council;

Whereas the members of Council of the City of Saskatoon recognize that their actions affect the lives of all residents and property owners in the City and that fulfilling their obligations and discharging their duties responsibly requires a commitment to the highest ethical standards;

Whereas the members of Council recognize that the quality of the public administration and governance of the City, as well as its reputation and integrity, depend on their conduct as elected officials;

Whereas the establishment of a code of ethical conduct for members of Council reflects the City's corporate values of courage, integrity, respect, safety and trust and the principles of accountability and transparency;

Whereas the members of Council recognize their obligation to serve the community in a conscientious and diligent manner, recognizing that as leaders of the community they are held to a higher standard of behaviour and conduct;

Whereas ethics and integrity are at the core of public confidence in government and in the political process, and members of Council are expected to perform their duties of office and arrange their private affairs in a manner that promotes public confidence, avoids conflicts of interest, and avoids the improper use or the appearance of improper use of influence of their office;

Whereas public confidence requires members of Council to uphold both the letter and the spirit of the law, including policies adopted by Council;

Whereas a code of ethical conduct ensures that members of Council share a common understanding of acceptable conduct extending beyond the legislative provisions governing their conduct as set out in *The Cities Act*, *The Local Government Election Act, 2015*, *The Local Authority Freedom of Information and Protection of Privacy Act*, and the *Criminal Code*;

Whereas Council wishes to improve upon and replace the *Code of Conduct for Members of Saskatoon City Council* that it passed on March 12, 2012;

Now therefore, the Council of the City of Saskatoon enacts:

## PART I General

### Short Title

1. This Bylaw may be cited as *The Code of Ethical Conduct, 2019*.

### Purpose

2. The purpose of this Bylaw is to outline the basic ethical standards and values for members of Council. It is to be used to guide members respecting what their obligations are when fulfilling their duties and responsibilities as elected officials. It also describes a procedure for the investigation and enforcement of these standards and values.

### Definitions

3. (1) In this Bylaw,
  - (a) “**City**” means the City of Saskatoon;
  - (b) “**City Clerk**” means the person appointed as City Clerk pursuant to section 85 of *The Cities Act*;
  - (c) “**City Manager**” means the person appointed as the administrative head of the City of Saskatoon pursuant to section 84 of *The Cities Act*;

- (d) **“City Solicitor”** means the person appointed as the full-time city solicitor for the City of Saskatoon;
  - (e) **“Council”** means the council of the City of Saskatoon;
  - (f) **“day”** means a calendar day;
  - (g) **“family”** means the member’s spouse, partner, child or parent;
  - (h) **“in camera”** means in the absence of the public;
  - (i) **“Integrity Commissioner”** means the person or persons appointed by the City to fulfill the duties and responsibilities assigned to that office pursuant to this Bylaw;
  - (j) **“member”** means a member of Council, and includes the mayor and each councillor;
  - (k) **“staff”** means all staff of the City, whether full-time, part-time, contract, seasonal or volunteers.
- (2) Words and terms not defined in this Bylaw shall have the meanings they are given in *The Cities Act*.

### **Application**

4. (1) This Bylaw applies to all members.
- (2) In the event of a conflict between this Bylaw and another City bylaw or policy governing member conduct, this Bylaw governs.
- (3) This Bylaw does not apply to violations of sections 114-119 of *The Cities Act*.
- (4) This Bylaw does not apply to any acts, behaviour or alleged violations of this Bylaw that occurred prior to the date this Bylaw comes into force.

### **Interpretation**

5. (1) This Bylaw is to be interpreted in accordance with the applicable legislation, the common law, and the policies and bylaws of the City.
- (2) Neither the law nor this Bylaw is to be interpreted as exhaustive, and there will be occasions on which Council will find it necessary to adopt additional

rules of conduct in order to protect the public interest and to enhance the public confidence and trust in local government.

- (3) Information Notes in this Bylaw are inserted only as a reader's aid, do not in themselves form part of the Bylaw or the text to be interpreted, and have no legal effect.
- (4) Members must consider the Information Notes and any decisions, opinions or interpretive guidelines issued by the Integrity Commissioner in approaching their obligations under this Bylaw in good faith.

### **Periodic Review**

6. This Bylaw shall be reviewed in accordance with subsection 13(4) of *The Saskatoon Municipal Review Commission Bylaw, 2014*.

## **PART II Standards and Values**

7. Members must uphold the following standards and values set out in this Bylaw:
  - (a) honesty;
  - (b) objectivity;
  - (c) respect;
  - (d) transparency and accountability;
  - (e) confidentiality;
  - (f) leadership and the public interest; and
  - (g) responsibility.

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### **INFORMATION NOTE**

- [1] Generally speaking, a member's personal life and choices are not governed by this Bylaw. However, the nature of the work that members do is such that the line between the personal and the professional can be difficult to see. A member may be held accountable for conduct that, while possibly described as personal, would nonetheless undermine a reasonable person's confidence in City governance.
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## **Honesty**

8. Members shall be truthful and open in their roles as Council members and as members of the City of Saskatoon, the community they serve.

## **Objectivity**

9. Members shall make decisions carefully, fairly, and impartially.

## **Respect**

10. (1) Members shall treat every person, including other members of Council, City staff, and the public, with dignity, understanding, and respect.
- (2) Members shall not engage in discrimination, bullying, harassment, nor use derogatory language towards others, in their roles as members of Council.
- (3) Members shall:
  - (a) respect the rights of other people and groups;
  - (b) treat people with courtesy; and
  - (c) recognize the importance of the different roles others play in local government decision-making.

## **Transparency and Accountability**

11. (1) Members shall endeavour to conduct and convey Council business and all their duties in an open and transparent manner, other than those discussions that are authorized to be dealt with in a confidential manner in a closed session, so that stakeholders can view the process and rationale used to reach decisions and the reasons for taking certain actions.
- (2) Members are responsible for the decisions they make including acts of commission and acts of omission.

## **Confidentiality**

12. (1) Members shall refrain from disclosing or releasing any confidential information acquired by virtue of their office except when required by law or authorized by Council to do so.

- (2) Members shall not take advantage of or obtain private benefit from information:
  - (a) obtained in the course of or as a result of their official duties or position; and
  - (b) not in the public domain.
- (3) Members shall comply with *The Local Authority Freedom of Information and Protection of Privacy Act* in their capacity as members of Council.

### **Leadership and the Public Interest**

13. (1) Members shall serve their constituents in a conscientious and diligent manner and act in the best interests of the City.
- (2) Members shall strive to build and inspire the public's trust and confidence in local government by focussing on issues important to the community and demonstrating leadership.
- (3) Members are expected to perform their duties in a manner that will bear close public scrutiny and shall not provide the potential or opportunity for personal benefit, wrongdoing or unethical conduct.

### **Responsibility**

14. (1) Members shall act responsibly and in accordance with the Acts of the Parliament of Canada and the Legislature of Saskatchewan, including *The Cities Act*.
- (2) Members shall disclose actual or potential conflicts of interest, either financial or otherwise relating to their responsibilities as members of Council, follow policies and procedures of the City, and exercise all conferred powers strictly for the purpose for which the powers have been conferred.
- (3) Each member is responsible to prevent potential and actual conflicts of interest.

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### **INFORMATION NOTE**

- [1] Subsection 4(3) provides that this Bylaw does not apply to violations of sections 114-119 of *The Cities Act*. These sections describe when a member has a conflict

of interest and how that conflict of interest must be disclosed and managed. Section 116 of the *Act* requires a public disclosure statement by a member within 30 days of being elected and annually thereafter. Under section 120 of the *Act*, a member is disqualified if they contravene section 116 or 117 of the *Act*. Under section 338 of the *Act*, contravention of the other sections of the *Act* could result in fines of up to \$10,000, imprisonment up to one year, or both.

- [2] Under the common law, a decision by a municipality may be voided if a fully informed member of the public could have a “reasonable apprehension” that a Council member is biased. Generally speaking, courts are very reluctant to say that it is reasonable to apprehend that a member is biased. A member may have a clear position on a matter before Council, so long as the member is amenable to persuasion, and the clear position does not arise from corruption (*Save Richmond Farmland Society v. Richmond (Township)* [1990] 3 S.C.R. 1213). At the same time, a member has an obligation under subsection 72(2) of *The Cities Act* to vote on matters put to a vote at the meeting unless they have grounds for abstention.
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### PART III Ethical Conduct

#### DIVISION I Good Governance, Roles and Duties

##### Transparent, Accountable and Good Governance

15. A member must in the discharge of their office:
- (a) act in the best interests of the City taking into account the interests of the City as a whole, and without regard to the member’s personal interests;
  - (b) consider all decisions and issues thoughtfully, consistently, impartially, and fairly by considering all relevant facts, opinions, and perspectives;
  - (c) bring to the attention of Council any matter that would promote the welfare or interest of the City;
  - (d) act competently and diligently; and
  - (e) attend Council meetings and vote on any matter brought to a Council meeting attended by the member unless the member must abstain under *The Cities Act*, another enactment or at law.

16. (1) A member must attend all training to be provided to members as directed by Council.
- (2) The training directed by Council will include a mandatory ethical conduct and conflict of interest course, presented by the Integrity Commissioner, to be held within one month of the first meeting of Council following the general election.

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## INFORMATION NOTE

- [1] Subsection 72(1) of *The Cities Act* requires that a member vote at any meeting attended by that member unless the member is required to abstain from voting. Clause 117(1)(c) of the Act requires a member to abstain from voting on a matter if they have a conflict of interest in that matter.
- [2] Section 75.1 of *The Procedures and Committees Bylaw, 2014* describes whether and how a member may vote if they miss some or all of a public hearing.
- [3] Clause 120(1)(c) of *The Cities Act* disqualifies a member from sitting on Council if the member misses all regular council meetings for three months in a row, unless Council authorizes that absence.

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## Statutory Obligations

17. A member must respect and comply with all obligations imposed on the member by statute or other legal enactment, and by the City's bylaws and policies, including, but not limited to:
  - (a) *The Cities Act*;
  - (b) *The Local Government Election Act, 2015*;
  - (c) *The Local Authority Freedom of Information and Protection of Privacy Act*;
  - (d) *Criminal Code*;
  - (e) *City Councillors' Travel and Training (C01-023)*;
  - (f) *City of Saskatoon Anti-Harassment Policy and Investigative Procedures for Members of City Council and Senior Administration (C01-025)*;

- (g) *Communications and Constituency Relations Allowance* (C01-027);
- (h) *Computer Acceptable Use* (A02-035) as an authorized user;
- (i) *Privacy and Confidentiality Policy* (A02-042) as an authorized individual.

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## INFORMATION NOTE

- [1] Numerous City bylaws and policies, and provincial enactments impose specific duties and obligations on members. A member has a legal obligation to fulfill those duties, and an ethical obligation to do so diligently and in good faith.
- [2] Section 65 of *The Cities Act* imposes general duties on members:

65 Councillors have the following duties:

- (a) to represent the public and to consider the well-being and interests of the city;
- (b) to participate in developing and evaluating the policies, services and programs of the city;
- (c) to participate in council meetings and council committee meetings and meetings of other bodies to which they are appointed by the council;
- (d) to ensure that administrative practices and procedures are in place to implement the decisions of council;
- (e) subject to the bylaws made pursuant to section 55.1, to keep in confidence matters discussed in private or to be discussed in private at a council or council committee meeting until discussed at a meeting held in public;
- (f) to maintain the financial integrity of the city;
- (g) to perform any other duty or function imposed on councillors by this or any other Act or by the council.

Section 66 of *The Cities Act* imposes additional general duties on the mayor:

66(1) In addition to performing the duties of a councillor, a mayor has the following duties:

- (a) to preside when in attendance at a council meeting, unless this Act or another Act or a bylaw of council provides that another councillor is to preside;
- (b) to perform any other duty imposed on a mayor by this or any other Act or by bylaw or resolution.

(2) The mayor is a member of all council committees and all bodies established by council pursuant to this Act, unless the council provides otherwise.

- [3] Clause 120(1)(d) of *The Cities Act* disqualifies a member from sitting on Council if the member is convicted of certain offences under the *Criminal Code*.
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## DIVISION II Privacy

### Confidential Information

18. (1) In this section, “**confidential information**” means information that may be considered in camera by Council or Council Committees pursuant to *The Cities Act* and falls within the exemptions in Part III of *The Local Authority Freedom of Information and Protection of Privacy Act*.
- (2) A member must protect confidential information. This includes the following duties:
- (a) a member must not disclose confidential information, including to City staff, or to persons outside the City, except as authorized by Council;
  - (b) a member must not use confidential information with the intention to cause harm or detriment to Council, the City or any other person or body;
  - (c) a member must protect confidential information from inadvertent disclosure, including by compliance with the *Privacy and Confidentiality* and *Computer Acceptable Use* policies;
  - (d) a member must use confidential information only for the purpose for which it is intended to be used;
  - (e) a member must take reasonable care to prevent the examination of confidential information by unauthorized individuals; and
  - (f) a member must not take personal advantage of, or use for their own benefit, corporate or financial opportunities learned about through confidential information.
19. (1) A member who is appointed to the board of another organization, including a controlled corporation and a business improvement district, in their role as a member may report all information from that board to the Governance and Priorities Committee and Council.

- (2) If the information mentioned in subsection (1) is reasonably considered confidential by the board, the information shall be reported in camera to the Governance and Priorities Committee and Council.
20. A member must access and use information at the City only in the normal course of their duties.
21. A member must retain records and other information in accordance with best practices, and must respond in good faith to all requests for information made pursuant to *The Local Authority Freedom of Information and Protection of Privacy Act*.

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## INFORMATION NOTE

- [1] Section 65(e) of *The Cities Act* requires members “to keep in confidence matters discussed in private or to be discussed in private at a council or council committee meeting until discussed at a meeting in public,” subject to *The Procedures and Committees Bylaw, 2014*.
- [2] The City’s *Privacy and Confidentiality Policy* and related procedures apply to all personal, third party and other confidential information in the custody or under the control of the City. As set out in section 17, a member’s failure to comply with that policy also constitutes a breach of this Bylaw.
- [3] Confidential information includes, but is not limited to:
- (a) solicitor/client privilege;
  - (b) information that, if released, could harm the economic, financial, or other interests of the City;
  - (c) labour/personnel matters;
  - (d) negotiations;
  - (e) information from other governments;
  - (f) personal information;
  - (g) third party information;
  - (h) proposed policies or draft bylaws or resolutions and matters that have not been discussed or released publicly; and
  - (i) investigative or law enforcement matters.

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## Personal Information

22. (1) In this section, “**personal information**” means personal information about an identifiable individual that is recorded in any form, as further specified in section 23 of *The Local Authority Freedom of Information and Protection of Privacy Act*.

- (2) When dealing with personal information, a member must comply with *The Local Authority Freedom of Information and Protection of Privacy Act* and the *Privacy and Confidentiality* policy. All reasonable and necessary measures must be taken to ensure that the personal or private information of individuals is protected.

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## INFORMATION NOTE

- [1] Subject to exceptions, “**personal information**” is defined in section 23 of *The Local Authority Freedom of Information and Protection of Privacy Act* to mean “personal information about an identifiable individual that is recorded in any form, and includes:
- (a) information that relates to the race, creed, religion, colour, sex, sexual orientation, family status or marital status, disability, age, nationality, ancestry or place of origin of the individual;
  - (b) information that relates to the education or the criminal or employment history of the individual or information relating to financial transactions in which the individual has been involved;
  - (c) information that relates to health care that has been received by the individual or to the health history of the individual;
  - (d) any identifying number, symbol or other particular assigned to the individual;
  - (e) the home or business address, home or business telephone number, fingerprints or blood type of the individual;
  - (f) the personal opinions or views of the individual except where they are about another individual;
  - (g) correspondence sent to a local authority by the individual that is implicitly or explicitly of a private or confidential nature, and replies to the correspondence that would reveal the content of the original correspondence, except where the correspondence contains the views or opinions of the individual with respect to another individual;
  - (h) the views or opinions of another individual with respect to the individual;
  - (i) information that was obtained on a tax return or gathered for the purpose of collecting a tax;
  - (j) information that describes an individual’s finances, assets, liabilities, net worth, bank balance, financial history or activities or credit worthiness; or
  - (k) the name of the individual where:
    - (i) it appears with other personal information that relates to the individual; or
    - (ii) the disclosure of the name itself would reveal personal information about the individual.”
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DIVISION III  
**Respectful Conduct**

**Respectful Conduct of Members and Harassment**

23. (1) A member must treat the public, other members, and City staff appropriately and without abuse, bullying or intimidation and participate in maintaining a work environment free from discrimination and harassment.
- (2) A member must comply with the *City of Saskatoon Anti-Harassment Policy and Investigative Procedures for Members of City Council and Senior Administration*.

**Conduct for Council and Committee Meetings**

24. Members will exercise their authority to make decisions in a manner that demonstrates fairness, respect for differences, and an intention to work together for the common good and in the public interest.
25. Members will prepare for meetings by reviewing materials in advance, if possible, and will be respectful and attentive to, and ask informed questions of, the public and City staff providing information at a Council or Council Committee meeting. Members will not provide information contained in records or documents at a meeting unless those records or documents have been provided to all of Council in advance.
26. Members will make all reasonable efforts to attend all Council and Council Committee meetings, as well as meetings of any other body the member is appointed to on behalf of Council. If a member cannot attend a Council or Council Committee meeting, the member will make all reasonable efforts to notify the chair of the meeting of the reason for their absence and may authorize the chair to announce the reasons for the member's absence at the meeting.
27. Members who act as chair of a meeting will, at the start and throughout the meeting, set expectations for appropriate decorum and conduct for all in attendance.

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**INFORMATION NOTE**

- [1] Clause 65(e) of *The Cities Act* requires members “to participate in council meetings and council committee meetings and meetings of other bodies to which they are appointed by the council”.

- [2] Clause 120(1)(c) of *The Cities Act* disqualifies a member from sitting on Council if the member misses all regular council meetings for three months in a row, unless Council authorizes that absence.
- [3] *The Procedures and Committees Bylaw, 2014* governs procedure in Council and Council Committee meetings. The conduct of members in Council meetings is described in section 36, and the conduct of members in Council Committee is described in section 107.
- 

### **Council-Staff Protocol**

28. A member must obtain all necessary information about the operations and administration of the City from the City Manager using processes established by the City Manager.
29. A member will respect the role of City staff to provide neutral and objective information without undue influence and interference.
30. A member must not request City staff to undertake personal or private work on behalf of the member, or accept such work from City staff.
31. A member must not demand City staff to engage in partisan or political activities at any level of government, or subject any City staff to reprisal for a refusal to engage in such activities. A member must not subject any City staff to reprisal for any engagement in partisan or political activities, at any level of government, which is done in their personal capacity.
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### **INFORMATION NOTE**

- [1] The rule against asking City staff to undertake personal or private work on behalf of a member does not prohibit a member from asking their staff to perform personal tasks that are connected to the member's discharge of their office. This would include, for example, asking staff to make appointments and to manage the member's calendar.
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### **Communications with Public & Media Relations**

32. Without limiting the ability of a member to hold a position on an issue and respectfully express their opinions, members will:

- (a) ensure their communications accurately reflect the facts of Council's decisions;
  - (b) ensure that all communications are accurate and not issue any communication that the member knows, or ought to have known, to be false;
  - (c) ensure that all communications issued by, or on behalf of the member, including social media, are respectful and do not discriminate, harass, defame, or demonstrate disrespect toward any person; and
  - (d) not issue any communications that mislead Council or the public about any matter.
33. No member may engage in negotiations or make representations or commitments on behalf of the City unless authorized to do so by Council, but may advocate for the City's interests to any level of government or non-governmental body as opportunities arise.
34. If a member becomes aware of or receives an inquiry that is a ward-specific constituency issue relating to another member's ward, the member will refer the matter to the other member or request that the person contact the other member or the Mayor.

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#### **INFORMATION NOTE**

- [1] Members should not use social media as a platform to treat members of the public, one another, or City staff disrespectfully. Members should not engage in or encourage abusive, bullying or intimidating speech. These types of interactions on social media misplace the focus of the interaction on attacking individuals rather than engaging in constructive discussion or debate.
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DIVISION IV  
**Property**

**Gifts and Benefits**

35. In this Division, “**gift or personal benefit**” means an item or service of value that is received by a member for their personal use. It includes money, gift cards, tickets to events, clothing, jewelry, pens, discounts/rebates on personal purchases, entertainment, participation in sport and recreation activities, and invitations to social functions. Gift or personal benefit does not include:
- (a) food or beverages consumed at receptions, meetings, sporting events, or other similar activities; and
  - (b) campaign contributions received by a member in compliance with *The Campaign Disclosure and Spending Limits Bylaw, 2006*.
36. A gift or personal benefit provided to a member’s family or the member’s staff that, to the member’s knowledge, is connected directly or indirectly to the performance of the member’s duties is deemed to be a gift or personal benefit to that member.
37. A member must not accept a gift or personal benefit that is connected directly or indirectly with the performance of their duties unless permitted by the exceptions listed in section 38.
38. A member may receive a gift or personal benefit if it is:
- (a) compensation authorized by law, including compensation for serving on external bodies as a Council-approved City representative;
  - (b) received as a normal or necessary incident to fulfilling the member’s duties;
  - (c) received as an incident of protocol or social obligation;
  - (d) a person’s volunteer time or activities provided to further the interests of the City or the member’s ward;
  - (e) a suitable memento of a function honouring the member;
  - (f) 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;

- (g) reimbursement of expenses associated with travel to and attendance at a conference or other event where the member is speaking or attending in an official capacity; or
  - (h) tickets to meals, banquets, receptions, sporting events, or similar activities if:
    - (i) attendance serves a legitimate purpose associated with the member's duties;
    - (ii) the person extending the invitation or a representative of the inviting organization is in attendance; and
    - (iii) the value is reasonable and the invitations infrequent.
39. A member must, as soon as practicable, return to the donor any gift or personal benefit that does not comply with this Bylaw, along with an explanation as to why the gift or personal benefit cannot be accepted.
40. (1) In the case of exceptions listed in subsections 38(b), (c), (d), (f), (g), and (h), if the value of the gift or personal benefit exceeds \$100 or if the total value of gifts or personal benefits received from one source during the calendar year exceeds \$100, the member shall include the information required by subsection (2) on the disclosure statement.
- (2) For each gift or personal benefit that must be disclosed pursuant to subsection (1), either individually or as part of a cumulative total, the disclosure statement shall indicate:
- (a) the nature of the gift or personal benefit, by description, photograph, or both;
  - (b) the estimated value of the gift or personal benefit;
  - (c) the source of the gift or personal benefit; and
  - (d) the circumstances under which the gift or personal benefit was given or received.
41. A member must file an annual disclosure statement with the City Clerk outlining the information described in section 40 or stating that there is nothing to disclose.
42. Disclosure statements pursuant to section 41 will be a matter of public record in the prescribed format determined by the City Clerk.
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## **INFORMATION NOTE**

- [1] Under this Bylaw, a member may not accept a gift or personal benefit that is connected directly or indirectly with the performance of their duties unless it falls within one of the exceptions listed in section 38. If a gift or personal benefit is permitted as an exception, the member must consider whether it must be disclosed pursuant to section 40.
- [2] This Bylaw requires members to determine when a gift or personal benefit is for personal use, such that it falls within this Bylaw. Members must also determine when a gift or personal benefit is connected with the performance of their duties as a member, such that it may not be solicited or accepted unless an exception applies under section 38, and whether the gift or personal benefit must be disclosed. In answering these questions members should start with the assumption that any item included in the definition of a gift or personal benefit (e.g., a ticket to an event) is for personal use and is connected with the performance of their duties as a member. An item should be viewed as for personal use if it provides a benefit to the member beyond the performance of the member's duties. An item should be viewed as connected to the member's performance of their duties unless it is provided by someone like a family member, an old friend (i.e., someone unconnected to the member's role), or a date. When in doubt, the member should seek advice from the Integrity Commissioner.
- [3] An example of a gift that is an "incident of protocol or social obligation" would be a gift provided to thank the member for speaking at an event or conference. A gift received as a normal or necessary incident to the member's responsibilities as a ward representative would include a modest gift of thanks or acknowledgement from a constituent.
- [4] The purpose of disclosing gifts and personal benefits is to permit transparency. It is not to create an undue burden on a member. For that reason, a member ought to disclose the value of a gift or personal benefit if it is known or readily ascertainable, but does not need to ask City staff to search to discover the value. A description or photograph of the item is sufficient in that instance. In addition, when a member is invited to attend an event where food and beverages are served, the member needs to disclose their attendance at the event, but does not need to itemize the food and beverages consumed.
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## **Support for Charities**

43. (1) A member may lend their support to and encourage community donations to registered charitable, not-for-profit and other community-based groups, as long as monies raised through fundraising efforts go directly to the groups or volunteers or chapters acting as local organizers of the group.

- (2) A member shall not directly manage or control any monies received relating to community or charitable organization fundraising, unless the member is an employee of the community or charitable organization.
- (3) A member shall not communicate with, solicit or accept support in any form from an individual, group or corporation with any planning, conversion or demolition variance application or procurement proposal pending before Council.
- (4) Nothing in this section affects the entitlement of a member to:
  - (a) urge constituents, businesses or other groups to support community events put on by others in the City to advance the needs of a charitable organization;
  - (b) play an advisory ex officio, honorary, board director or membership role in any charitable or non-profit organization that holds community events in the City; or
  - (c) collaborate with the City and its agencies, boards or commissions to hold community events.

### **Councillor Expenses**

44. With respect to expenses, a member must comply with the *Communications and Constituency Relations Allowance and City Councillors' Travel and Training* policies.

### **Appropriate Use of City Assets and Services**

45. A member must not use, or permit the use of, City land, facilities, equipment, supplies, services, staff or other resources for activities other than the business of the City.
46. A member may use City assets that are generally available to the public on the same terms and conditions offered to the public, including complying with booking procedures and paying applicable fees.
47. A member may use communication facilities, such as computers, telephones, email, and mobile devices, provided by the City for personal use provided that such use is not offensive or inappropriate, or would not cause harm to any person.

48. A member will comply with all information security procedures applicable to City staff and will not take any actions that may compromise the integrity or security of the City's information systems.
49. A member must not attempt to obtain financial gain from any of the City's intellectual property, and acknowledges that the City's intellectual property is owned by the municipal corporation.
50. A member will maintain their constituency and City records in accordance with City policies and applicable laws.
51. Immediately prior to the end of their term of office, members will return City assets, including City records, to the City Manager.

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#### **INFORMATION NOTE**

- [1] As set out in section 17, a member's failure to comply with the City's *Computer Acceptable Use* policy also constitutes a breach of this Bylaw. The policy provides that "authorized users are expected to practice good judgment and to demonstrate a sense of responsibility and consideration of others, when using the City's network and services. All work undertaken shall be performed in an ethical and lawful manner, demonstrating integrity and professionalism by all users."
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### **DIVISION V Influence**

#### **Improper Use of Influence**

52. A member must only use the influence of their office for the exercise of their official duties.
53. A member must not use, or attempt to use, their office for the purpose of intimidating, influencing, threatening, coercing, or directing City staff.
54. A member must be independent and impartial, and must not provide preferential treatment to any person or organization except as warranted by the ordinary and lawful discharge of the member's duties.
55. A member must not use the prospect of future employment by a person or entity, or other future economic opportunities, to detrimentally affect the performance of their duties to the City.

56. A member should avoid carrying out their duties in any manner that may reasonably be perceived as being in conflict with any future endeavour that may be undertaken by the member.
57. If serving as a reference or recommending an individual for employment with the City, a member must comply with the City's hiring practices and must not use their role as an elected official to unfairly influence any hiring decisions.
58. A member must not contact or attempt in any way to influence any member of a quasi-judicial body before which the City may be a party regarding a matter before that body.
59. INTENTIONALLY LEFT BLANK

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### INFORMATION NOTE

- [1] Section 117.2 of *The Cities Act* prohibits the improper use of influence: "A member of council shall not use his or her office to seek to influence a decision made by another person to further the member of council's private interests or the private interests of a closely connected person."
  - [2] Examples of obtaining an improper personal advantage include using one's status as a member to influence the decision of another person to the private advantage of oneself, or one's family, staff members, friends or associates, business or otherwise. Also prohibited is persuading someone to do something (or not to do something) because the member will provide some future benefit in return.
  - [3] Members routinely provide preferential treatment to some people in the sense that they, and Council, provide benefits to some that are not received by everyone. A person who, for example, receives a cancellation of tax arrears pursuant to section 244 of *The Cities Act* has received such a benefit. A member may provide assistance to a constituent who has a problem on a City-related matter, which benefits that constituent. So long as those preferences arise through the ordinary and lawful discharge of the member's duties, they are ethically permitted. A member may not, however, provide preferential treatment on a basis that falls outside the discharge of their duties as a member. That would include, for example, providing preferential treatment based on a personal relationship, on the promise or prospect of a present or future advantage being provided to the member (such as a campaign contribution) or on other grounds that relate to the member's personal interest or circumstances, rather than the member's official role and duties.
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## Employment of Relatives

60. (1) A member shall not attempt to influence any City staff to hire or promote the member's relative.
- (2) A member shall not make any decision or participate in the process to hire, transfer, promote, demote, discipline or terminate the member's relative.
- (3) A member shall not attempt to use a relationship with the member's relative for the member's personal benefit or gain.

## DIVISION VI Elections

61. In this Division:
  - (a) **"campaign period"** means the period commencing the first of June immediately preceding a general election;
  - (b) **"City resources"** includes City-owned, City-supplied or City-paid cell phones, smart phones, computers, other electronic devices, phone number, email address, website, business cards, official photograph, facilities, equipment, supplies, services, staff time, and the City crest;
  - (c) **"election campaign"** means all activities related to the re-election of a member and not to their duties under *The Cities Act* as a member;
  - (d) **"election day"** means election day as defined in *The Local Government Election Act, 2015*;
  - (e) **"fundraising event"** means a fundraising event as defined in *The Campaign Disclosure and Spending Limits Bylaw, 2006*;
  - (f) **"nomination day"** means nomination day as defined in *The Local Government Election Act, 2015*.
62. A member must comply with *The Local Government Election Act, 2015* and *The Campaign Disclosure and Spending Limits Bylaw, 2006* in undertaking election campaign activities and fundraising.
63. This Bylaw continues to apply to a member throughout the campaign period and any unpaid leave of absence pursuant to section 81.

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## INFORMATION NOTE

- [1] Section 3.1 of the *Communications and Constituency Relations Allowance* policy prohibits use of the allowance for the purpose of raising election funds. The section further provides that in the year of a civic election, the allowance cannot be used from September 1 through October 31 and no goods or services purchased by a member with the allowance may be used from September 1 through October 31. This would include items such as a website annual domain registration or billboard signage.
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## Communications

64. Public events and advertising or media paid for through City budgets allocated for Council use or public events organized or sponsored by members using any City budgets or assets must be completed by September 1 and not scheduled until October 31 in a general election year.
65. A member must not issue City-funded ward newsletters or City-funded mass email distributions between nomination day and election day.
66. A member must not use City postage or other resources for mass mailings of any kind between nomination day and election day.
67. A member must not place ward information updates in community newsletters between nomination day and election day.
68. A member must not use any City communications facilities or services for their campaign; this includes the use of media addresses, email addresses and distribution lists, the City's photo library, website development, writing or print material services.
69. No member will refer to themselves in election campaign advertisements as "Councillor X" or "Mayor Y".
70. (1) A member may only use the City's website, social media, email and phone number for official duties.
- (2) A member will maintain separate websites, social media, email and phone number for all campaign activities and communications. These accounts shall include, where possible, a disclaimer that they are not City-funded, nor do they reflect City policy during a campaign period. Account names should not include the member's current position title, where possible (for example, Jane Smith is preferable to Councillor Jane Smith).

- (3) Website and email distribution lists that are used for official duties may not be used for campaign activities and communications.
- (4) Links are not allowed on City websites or external websites paid for by the City to a member's campaign website at any point in time during a term of office. This does not prevent the Returning Officer from providing links to campaign websites for all candidates on the Elections website.

### **City Staff**

71. No member shall use the services of City staff for election campaign related purposes during hours in which those City staff receive any compensation from the City.
72. City staff shall not identify themselves as City staff while working on an election campaign.
73. A member must not seek individual advice from City staff regarding election rules and processes, or regarding their obligations as candidates, including any obligations as candidates that may apply while the member holds office. Nothing restricts a member from receiving information available to all candidates for an election.

### **Other City Resources**

74. City resources must not be used by a member or staff for election campaigns or for a fundraising event at any point during a term of office.
75. Under no circumstances should member's offices be used to engage in election campaign related activities.
76. City data must not be used by members for election campaigns or fundraising events unless those data sources are publicly available and all fees associated with the use of the data have been paid for by the election campaign funds.
77. Any election campaign related activities that occur in City Hall or any civic facility must take place in a location that is normally available for rental to the public and that has been arranged through the normal rental process.

## City Functions

78. (1) A member who is nominated to run for re-election must not participate in any City-sponsored events requiring them to perform official ceremonial duties between nomination day and election day.
- (2) A member who is nominated to run for re-election must not wear the Mayor's Chain of Office at any event between nomination day and election day.
79. A member must not use their office to gain an unfair advantage over other candidates, or to provide an unfair advantage for a candidate.

## Other Elections

80. A member must not use City resources to promote or oppose the candidacy of any person to elected office in any municipal, provincial or federal campaign.
81. (1) A member may choose to take an unpaid leave of absence to run for elected office of another government.
- (2) During a period of leave under subsection (1), the member:
- (a) shall not receive any confidential agendas, communications or documents from the City;
  - (b) shall receive copies of all public information;
  - (c) shall not be required to return their City resources, but will not use them for any non-civic purpose; and
  - (d) shall not be reimbursed for any mileage or telephone or similar expenses.

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## INFORMATION NOTE

- [1] Clause 120(1)(c) of *The Cities Act* disqualifies a member from sitting on Council if the member misses all regular council meetings for three months in a row, unless Council authorizes that absence.
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PART IV  
**Integrity Commissioner**

**Appointment of Integrity Commissioner**

82. (1) Council shall appoint an Integrity Commissioner or Integrity Commissioners to undertake the duties and responsibilities assigned to that office pursuant to this Bylaw:
- (a) for a specified period of time;
  - (b) on an ad hoc basis; or
  - (c) jointly with another municipality or municipalities.
- (2) The appointment of an Integrity Commissioner may be made, suspended, or revoked only if the majority of Council vote to do so.
- (3) Council shall not dismiss an Integrity Commissioner except for cause.

**Interim or Ad Hoc Appointment**

83. (1) This section is applicable in the following circumstances:
- (a) if the City has not yet entered into a contract for the appointment of an Integrity Commissioner for a specified term;
  - (b) in the interim period between the expiry of the appointment of one Integrity Commissioner and the appointment of a new Integrity Commissioner;
  - (c) if the appointed Integrity Commissioner is unable or unwilling to act;  
or
  - (d) if the City appoints an Integrity Commissioner on an ad hoc basis.
- (2) In the circumstances described in subsection (1):
- (a) formal written complaints of a violation of this Bylaw shall be submitted jointly to the City Solicitor and the City Clerk;
  - (b) upon receipt of a formal complaint, the City Solicitor and City Clerk shall consider the following in determining whether the complaint shall be investigated:

- (i) whether the complaint falls within the jurisdiction of this Bylaw;
  - (ii) whether there are sufficient grounds for an investigation;
  - (iii) whether the complaint is frivolous, vexatious or not made in good faith, and
- (c) if the City Solicitor and the City Clerk determine that a complaint shall be investigated, they shall appoint an Integrity Commissioner to carry out the duties in this Bylaw including investigating and determining if the member has violated the Bylaw and reporting and making recommendations to Council on appropriate censure, sanctions or corrective actions, if applicable.

### **Duties and Responsibilities**

84. The Integrity Commissioner shall:

- (a) if requested, provide oral advice and written advance rulings and recommendations to members on questions of compliance with this Bylaw;
- (b) if requested, provide Council with specific and general advice on this Bylaw and issues of compliance with this Bylaw;
- (c) prepare written materials for distribution to, and use by, members regarding the role of the Integrity Commissioner and the ethical obligations and responsibilities of members under this Bylaw;
- (d) prepare written materials and content for the City's website for distribution to, and use by, the public, to aid in their understanding of the role of the Integrity Commissioner and the ethical obligations and responsibilities of members under this Bylaw;
- (e) deliver educational programs to members and staff regarding the role of the Integrity Commissioner and the ethical obligations and responsibilities of members under this Bylaw;
- (f) provide advice and recommendations to Council regarding amendments to this Bylaw;
- (g) subject to section 83, receive and assess all written complaints to determine if there is jurisdiction to investigate, sufficient grounds for an investigation, opportunity for settlement or if the complaint is frivolous and vexatious;

- (h) investigate and conduct inquiries as to violations of this Bylaw;
- (i) determine and report to the Governance and Priorities Committee and Council as to whether a member has violated this Bylaw;
- (j) make recommendations on whether to censure the member, impose sanctions or require corrective actions if there is a violation; and
- (k) publish an annual report on the work of the Integrity Commissioner including examples in general terms of advice and advance rulings rendered and complaints received and disposed of.

### **Reliance on Integrity Commissioner's Advance Ruling**

85. (1) If an Integrity Commissioner is currently appointed, a member may request that the Integrity Commissioner provide a written advance ruling and a recommendation on questions of compliance with this Bylaw.
- (2) The Integrity Commissioner may make any inquiries they consider appropriate to provide the member with a written ruling and recommendations.
- (3) If the conduct of a member is being investigated in a matter that was the subject of a written advance ruling or recommendations by the Integrity Commissioner, the member may rely on and the Integrity Commissioner is bound by the ruling or recommendations by the Integrity Commissioner if:
- (a) the member disclosed all known specific facts to the Integrity Commissioner at the time of the request and those facts remain unchanged;
  - (b) the member requested an advance ruling prior to taking any action; and
  - (c) the member followed the advance ruling or recommendations.
- (4) The City shall appoint a different, ad hoc Integrity Commissioner to deal with a specific complaint in the following circumstances:
- (a) if a complaint is received with respect to an issue that the member has received an advance ruling or recommendations from the appointed Integrity Commissioner;

- (b) the appointed Integrity Commissioner is not bound by the advance ruling or recommendations as the conditions in subsection (3) have not been met; and
  - (c) the appointed Integrity Commissioner would not be able to fairly deal with the complaint because of the information already provided by the member.
- (5) If the conduct of a member is being investigated in a matter that was the subject of oral advice by the Integrity Commissioner, the member may not rely on and the Integrity Commissioner is not bound by the oral advice by the Integrity Commissioner.

## PART V Complaints

### Informal Complaint

86. Any person who has identified or witnessed conduct by a member that the person believes is in contravention of this Bylaw may advise the member that the conduct violates the Bylaw and encourage the member to stop.

### Formal Request for Investigation

87. (1) Subject to section 83, any person may request an investigation to determine if a member has violated this Bylaw by submitting a complaint to the Integrity Commissioner in the form in Schedule "A" or in any other form approved by the Integrity Commissioner.
- (2) The complaint must:
- (a) be in writing;
  - (b) be dated and signed by an identifiable person; and
  - (c) set out all of the grounds and information related to the violation including the date, time and location of the alleged violation, the name of the accused member, an explanation as to which provision of the Bylaw has been violated, and any evidence in support of the allegation including the names and statements of any witnesses.

- (3) The Integrity Commissioner may investigate a complaint that does not comply with subsections (1) and (2) if, in the Integrity Commissioner's opinion, the circumstances warrant.
- (4) An investigation of a complaint received on or after August 1 in a general election year shall be deferred and kept confidential until after the first meeting of Council following the general election.

### **Initial Complaint Classification**

88. (1) Given the broad nature of the obligations in this Bylaw and the potential for overlap with other legislative and common law requirements, complaints shall be directed, if possible, to another process or forum if another process or forum would be more appropriate for addressing the complaint.
- (2) On receipt of a complaint pursuant to section 87, the Integrity Commissioner, or the City Solicitor and City Clerk in the circumstances of subsection 83(1), shall make an initial determination if the complaint is, on its face, a complaint with respect to non-compliance with this Bylaw.
- (3) If a complaint is not, on its face, a complaint with respect to non-compliance with this Bylaw, or if a complaint would be more appropriately addressed through another process, the Integrity Commissioner, or the City Solicitor and City Clerk in the circumstances of subsection 83(1), shall advise the complainant in writing as follows:
- (a) if the complaint is an allegation of a criminal nature consistent with the *Criminal Code*, the complainant shall be advised that they must pursue the allegation with the appropriate police service;
  - (b) if the complaint is with respect to non-compliance with *The Cities Act*, including sections 114 through 119 of *The Cities Act*, the complainant shall be advised that they must pursue the allegation pursuant to *The Cities Act*;
  - (c) if the complaint is with respect to non-compliance with a more specific Council policy or bylaw with a separate complaint procedure, the complainant shall be advised that they must pursue the allegation under that procedure;
  - (d) if the complaint is with respect to a matter that is subject to an outstanding complaint under another process such as a court proceeding, a Human Rights complaint or similar process, the investigation may be suspended pending the result of the other process;

- (e) in other cases, the complainant shall be advised that the matter, or part of the matter, is not within the jurisdiction of the Integrity Commissioner to investigate, with any additional reasons and referrals that are appropriate.

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## INFORMATION NOTE

- [1] If a complaint is with respect to a conflict of interest, it would be a complaint “with respect to non-compliance with...sections 114 through 119 of *The Cities Act*”. As such, the complaint would be outside the Integrity Commissioner’s jurisdiction under subsection 4(3) and clause 88(3)(b). The allegation of conflict of interest would have to be pursued pursuant to *The Cities Act*.
- [2] Pursuant to subsection 114.1(1) of *The Cities Act*, a member “has a conflict of interest if the member makes a decision or participates in making a decision in the execution of his or her office and at the same time knows or ought reasonably to know that in the making of the decision there is the opportunity to further his or her private interests or the private interests of a closely connected person.” “Closely connected person” is defined in clause 114(a). Subsection 114.1(2) clarifies that a financial interest as described in subsection 115(1) is always a conflict of interest.
- [3] Section 117 of *The Cities Act* describes what is required of a member who is in a conflict of interest. This includes declaring the conflict of interest, abstaining from voting on the matter, not attempting to influence the discussion or voting on the matter and, in many cases, leaving the room during discussion and voting on the matter. Any declaration of a conflict of interest and any abstention or withdrawal must be recorded in the minutes of the meeting pursuant to subsection 117(5).
- [4] If a member does not comply with the requirements of section 117, the member is disqualified from Council and is not eligible to be nominated or elected in any municipality for 12 years, pursuant to section 120 of *The Cities Act*. Subsection 121(1) of the Act provides that a member who is disqualified must resign immediately.
- [5] If a member does not resign as required, subsection 121(2) provides that an elector (as defined in *The Local Government Election Act, 2015*) may apply to the Court of Queen’s Bench for:
  - (a) an order determining whether the member was never qualified to be or has ceased to be qualified to remain a member of council; or
  - (b) an order declaring the member to be disqualified from council.
- [6] An elector must make the application within three years of the date of alleged disqualification (subsection 121(4)) and:

- (a) file an affidavit showing reasonable grounds for believing that the member never was or has ceased to be qualified as a member of council; and
- (b) pay into court the sum of \$500 as security for costs (subsection 121(3)).

[7] Before making such an application, an elector may wish to get independent legal advice on whether the alleged conflict of interest is a conflict of interest as defined in *The Cities Act*.

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### **Frivolous Complaints**

89. Subject to section 83, if the Integrity Commissioner is of the opinion that a complaint is frivolous, vexatious or not made in good faith, or that there are no grounds or insufficient grounds for an investigation, an investigation shall not be conducted or if an investigation has begun, it shall be terminated.

### **Investigation**

90. (1) If a complaint is not directed to another process or forum pursuant to section 88 or rejected pursuant to section 89, the Integrity Commissioner shall investigate the complaint and may attempt to settle the complaint.
- (2) The Integrity Commissioner shall:
- (a) serve the complaint and supporting material on the member whose conduct is in question with a request that a written response to the allegation by way of affidavit or otherwise be filed within 10 business days; and
  - (b) serve a copy of the response provided upon the complainant with a request for a written reply within 10 business days.
- (3) If necessary, the Integrity Commissioner may:
- (a) speak to anyone relevant to the complaint; and
  - (b) access any records relevant to the complaint, except a record that:
    - (i) contains information that is subject to solicitor-client privilege;
    - (ii) was prepared by or for legal counsel for the City in relation to a matter involving the provision of advice or other services by legal counsel; or

- (iii) contains correspondence between legal counsel for the City and any other person in relation to a matter involving the provision of advice or other services by legal counsel.
- (4) The Integrity Commissioner shall not issue a report finding a violation of this Bylaw on the part of any member unless the member has had reasonable notice of the basis for the proposed finding and any recommended censure, sanctions or corrective actions and an opportunity either in person or in writing to comment on the proposed finding and any recommended censure, sanctions or corrective actions.

### **Investigation Report**

- 91.
- (1) The Integrity Commissioner shall report to the complainant and the member no later than 90 days after receipt of the complaint.
  - (2) Subject to subsection (3), if the Integrity Commissioner determines that this Bylaw has been violated and the complaint is substantiated in whole or in part, the Integrity Commissioner shall report to Council the findings and the terms of settlement, recommended censure, sanctions or corrective actions.
  - (3) The report mentioned in subsection (2) will first be considered in camera by the Governance and Priorities Committee.
  - (4) If the complaint is dismissed, other than in exceptional circumstances, the Integrity Commissioner shall not report to Council except as part of an annual or periodic report.
  - (5) Any recommended censure, sanctions or corrective actions must be permitted in law and shall be designed to ensure that the inappropriate conduct does not continue.
  - (6) If the Integrity Commissioner determines that this Bylaw has been violated although the member took all reasonable measures to prevent it, or that a violation occurred that was trivial or committed through inadvertence or an error of judgement made in good faith, the Integrity Commissioner shall so state in the report and may recommend that no censure, sanctions or corrective actions be imposed.

## **Council Review**

92. (1) Council shall consider and respond to an investigation report from the Integrity Commissioner no more than 90 days after the report is first considered by the Governance and Priorities Committee.
- (2) Upon receipt of an investigation report from the Integrity Commissioner Council may, in circumstances where the Integrity Commissioner has determined that this Bylaw has been violated, impose the censure, sanctions and corrective actions recommended by the Integrity Commissioner or any other censure, sanctions and corrective actions allowed by law.
- (3) Possible censure, sanctions or corrective actions may include the following:
  - (a) a letter of reprimand addressed to the member;
  - (b) requesting the member to issue a letter of apology;
  - (c) publishing a letter of reprimand or request for apology and the member's response;
  - (d) requiring the member to attend training;
  - (e) suspending or removing the member from Council committees or other bodies;
  - (f) suspending or removing the member from a position of chairperson of a Council committee.

## **Reprisals and Obstruction**

93. (1) No person shall obstruct the Integrity Commissioner in the carrying out of the Integrity Commissioner's duties or responsibilities.
- (2) No person shall threaten or undertake any active reprisal against a person initiating an inquiry or complaint under this Bylaw, or against a person who provides information to the Integrity Commissioner in the context of an investigation.
- (3) No person shall destroy documents or erase electronic communications related to a matter under investigation under this Bylaw or refuse to respond to the Integrity Commissioner when questioned regarding an investigation.



## Schedule "A"

### Complaint Form

I hereby request that the Integrity Commissioner for the City of Saskatoon conduct an investigation into whether or not the following member(s) of Council has (have) contravened *The Code of Ethical Conduct, 2019*.

I have reasonable and probable grounds to believe that the above member(s) has (have) contravened *The Code of Ethical Conduct, 2019* by reason of the following:

Please insert, date, time and location:

Include a listing of the specific provisions of the Bylaw that have been violated:

Include an explanation as to the violation:

Include particulars and names of all persons involved, and of all witnesses, and information as to how they can be reached:

Attach additional pages as needed.

Attached are copies of documents and records relevant to the requested inquiry.

Date:

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(signature of complainant)

Name:

Address:

Telephone:

Cell:

E-mail: