

**Meeting Agenda
Board of Ethics**

Wednesday, March 4, 2026 at 5:30 p.m.
Council Chambers, City Hall

- I. Introductions
- II. Approval of Minutes
 - A. Approval of Minutes from the 12/17/25 Board of Ethics Meeting
 - B. Approval of Findings of Fact with Respect to CO 25-283 - Issue of a City Councilor Taking and Circulating Nomination Papers on Behalf of Another Councilor
- III. New Business
- IV. Other Business
- V. Adjourn

Unless otherwise noted, all meetings are held at City Council Chambers, Bangor City Hall, 73 Harlow Street. After 4:30 p.m., members of the public are asked to use the side entrance of City Hall that faces the direction of Exchange and State streets.

In addition to Zoom, you can also watch most meetings via the City of Bangor's YouTube page.

Anyone who wishes to be heard on the application, offer public comment, evidence, or testimony must attend in person or via Zoom. To attend the meeting via Zoom, you may go to the calendar feature of the City's website at <https://www.bangormaine.gov/calendar>. From the calendar, click on the Board of Appeals meeting on February 4, 2026, and then click the link for the Zoom meeting. The link will be there on or before the date of the meeting.

The City Council has adopted a Public Comment Policy. Individuals who have appropriately pre-registered to give public comment via remote means will be given the opportunity to participate remotely. For more information on accessing City of Bangor's Public Meetings, Remote Public Comment Registration, and Remote Meeting Participation, please visit www.bangormaine.gov/video.

**Board of Ethics
Minutes**

For Meeting Held on December 17, 2025 at 5:35 p.m.

Members Present: Chair Shane Leonard, Michael Maberry, James McGee (Associate), and Stephen Brough (via Zoom).

Outside Counsel Present: Edward Gould, Esq.

- I. Introductions:
 - A. Chair Leonard opened the meeting.
 - B. Chair Leonard advised Associate Member McGee that he will participate in the meeting and vote in place of the absent member.

- II. Approval of Minutes:
 - A. November 19, 2025:
 1. Member Brough made a motion to approve the 11/19/25 meeting minutes.
 - a. Chair Leonard seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).

 - B. December 3, 2025:
 1. Member Brough made a motion to approve the 12/3/25 meeting minutes.
 - a. Chair Leonard seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).

- III. Approval of Advisory Opinion regarding CO 25-270 - Communications Between City Councilors Following the 5/7/25 City Council Budget Workshop.
 - A. Member Leonard made a motion to approve the Advisory Opinion as written.
 1. Member Brough seconded the motion.
 2. Roll call vote conducted:
 - a. Motion passed (4-0).

- IV. Unfinished Business. Requests for Advisory Opinions on City Council Referrals.
 - A. CO 25-282 City Councilor Wayne Mallar's Actions During the 8/14/25 Historic Preservation Commission Meeting – Second Meeting.
 1. Chair Leonard made a motion to table consideration of CO 25-282 until the Board receives the additional requested materials from the City.
 - a. Member Mayberry seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).

- B. CO 25-283 Issue of a City Councilor Taking and Circulating Nomination Papers on Behalf of Another Councilor – Second Meeting Continued.
 - 1. Chair Leonard advised that the Board did not receive any additional statements or records on the matter outside of the statements received by City Clerk Lisa Goodwin and former Councilor Cara Pelletier that are part of the record.
 - 2. Chair Leonard opened the public hearing.
 - A. Hillary Simmons spoke against the actions of former Councilor Tremble.
 - B. Former Councilor Dan Tremble spoke on his behalf.
 - C. Sonia Mallar spoke regarding procedural issues.
 - 3. Chair Leonard closed the public hearing.
 - 4. The Board deliberated on the matter.
 - 5. Member Brough made a motion that former Councilor Dan Tremble did not violate the standards of conduct expected of public officials under Code of Ethics § 33-10, Representing Third Party Interests Before City Agencies.
 - a. Member Mayberry seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).
 - 6. Member Mayberry made a motion that former Councilor Dan Tremble did not violate the standards of conduct expected of public officials under Code of Ethics § 3-1.1, Nonpartisanship.
 - a. Member McGee seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).
 - 7. Member Brough made a motion that former Councilor Dan Tremble did not violate the standards of conduct expected of public officials under Code of Ethics § 33-13, Political Activities.
 - a. Member Mayberry seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).
- V. Member Brough made a motion to incorporate and adopt the prior motions made by Chair Leonard and approved by the Board.
 - a. Member Mayberry seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).
- VI. New business.
 - A. Member McGee made a motion to ratify the motion made by Chair Leonard to table consideration of CO 25-282 until the Board receives the additional requested materials from the City.
 - a. Member Mayberry seconded the motion.
 - b. Roll call vote conducted:
 - i. Motion passed (4-0).

- VII. Other business
 - A. No other business
- VIII. Meeting Adjourned.

**CITY OF BANGOR BOARD OF ETHICS,
FINDINGS OF FACT AND CONCLUSIONS OF LAW
COUNCIL ORDER 25-283**

Referring the Issue of Taking and Circulating Nomination Papers on Behalf of Another

I. Background and Procedural Matters

On September 22, 2025, the Bangor City Council requested an advisory opinion from the City of Bangor Board of Ethics regarding whether Councilor Tremble violated provisions of the City of Bangor Code of Ethics by taking possession of official nomination papers for Councilor Pelletier's candidacy for the Bangor City Council and by personally circulating petitions and organizing others to do the same.

The Board of Ethics met on three occasions to consider the Council referral. On November 19, 2025, the Board (Members Shane Leonard (Chair), Michael Mayberry, Stephen Brough and John King (remotely) present) met and determined the following:

1. The Board requested voluntary statements from Councilor Tremble, Councilor Pelletier and City Clerk Lisa Goodwin;
2. The Board determined it did not need to review additional records from the City or any other public agency;
3. The Board noted no other pre-hearing issues or concerns;
4. The Board set the public hearing on the matter for December 3, 2025 at 5:30 p.m.; and
5. At the December 3 hearing, the Board voted to table the matter until December 17, 2025 because Member King attended by Zoom and did not have access to materials for the Board's consideration.

The Board met again on December 17, 2025 to consider the record before them (Members Shane Leonard (Chair), Michael Mayberry, James McGee and Stephen Brough (remotely), and make findings of fact and conclusions of law. Edward W. Gould, Esq. was present at all meetings to advise the Board.

II. Record

The following materials constitute the record:

1. Council Order 25-283;
2. City of Bangor Code of Ordinances § 9-22, Chapter 33, including, but not limited to §§ 33-10, 33-1.1 and 33-13 and the Board of Ethics Procedural Rules;
3. Voluntary statement from Councilor Pelletier. Councilor Pelletier stated that she did not believe Councilor Tremble violated the Code of Ethics. The Code

explicitly states that it does not prohibit City Councilors from participating in the political process as private citizens. It has been a long standing practice in Bangor of Councilors helping others gather signatures and turning in ballot petitions for other Councilors. In 2025 the Council adopted guidelines to clarify permissible political activities to include distributing signs or assisting materials in the same manner as any other resident and encouraging friends or relatives to vote for a particular candidate outside official meetings. She further noted her belief that, given the City Clerk's well-earned reputation for neutrality, if the Clerk's office had any concern about a Councilor picking up petitions for another candidate, they would have flagged the issue for review by the City Solicitor;

4. Voluntary statement from Clerk Goodwin. Clerk Goodwin stated that her office only retains paperwork for municipal elections for six months, so she could not comment on the number of times this has occurred previously. She did state that, in her thirteen years in Bangor it has not been uncommon for other persons to pick up petitions for candidates and City Councilors have done so on occasions in the past. At times Councilors have circulated petitions themselves; others have picked them up for the candidate to deliver to them for circulation. Candidates are not required to circulate their own petitions;
5. Public comment from Hillary Simmons, Bangor, Maine. Ms. Simmons stated that City Councilors are never off duty and picking up and distributing nomination petitions is a violation of the Code of Ethics. Failing to find a violation in this case would send a message that insiders have advantages and that ethics only matter when convenient;
6. Public comment from Councilor Dan Tremble. Councilor Tremble stated that he picked up nomination petitions from the City Clerk's office as a friend of Councilor Pelletier and in his capacity as a private citizen. Councilor Pelletier was out of town at the time and he agreed to pick up the petitions for her. He left petitions for signature at his business location, Fairmount Market and did not represent himself as a Councilor to any potential signers of the petition. Councilor Pelletier posted on her Facebook page that petitions could be signed at Fairmount Market.
7. Public comment from Sonja Mallar, Bangor, Maine. Ms. Mallar noted that everyone knows that Councilor Tremble was a City counselor at the time. She further felt a motion made by the Chair of the Board constituted a procedural irregularity.

III. Findings of Fact and Conclusions of Law

1. Councilor Tremble stated that, in picking up petitions for Councilor Pelletier and

leaving them at his business for patrons to sign, he acted as a private citizen and did not hold himself out as acting in any official capacity as a representative of the City of Bangor;

2. There is no evidence in this record that Councilor Tremble at any relevant time, either in obtaining nominating petitions or in making them available for signature, indicated that he was acting in any official capacity or that he was acting in any capacity other than as a private citizen;
3. Section 33-13 specifically permits City Councilors to participate in the political process in their private capacities;
4. Section 33-10 prohibits City Councilors from appearing before any City agency or represent any third party interest in any action, proceeding or litigation in which the City or one of its agencies is a party. Councilor Tremble's actions here were limited to picking up nomination petitions and leaving them at his business for signature. Neither action constitutes appearing in a matter where the City or one of its agencies is a party;
5. Section 33-1.1 requires City Councilors to act in a nonpartisan manner and refrain from active participation in a campaign whenever they are identified with or closely associated with, their roles as Bangor public officials. Public officials should take care to identify themselves as private individuals, explicitly separating their statements and actions from their office. The record contains no evidence that Councilor Tremble's actions were closely associated with his position as a City Councilor as opposed to a private individual.

IV. Conclusions and Decisions

1. Member Brough moved (Member Mayberry seconded) that the Board find that Councilor Tremble did not violate Section 33-10 of the Code of Ethics. Approved 4-0.
2. Member Mayberry moved (Member McGee seconded) that the Board find that Councilor Tremble did not violate Section 33-1.1 of the Code of Ethics. Approved 4-0.
3. Member Brough moved (Member Mayberry seconded) that the Board find that Councilor Tremble did not violate Section 33-13 of the Code of Ethics. Approved 4-0.