



**Inspectorate
of Policing**

**Service d'inspection
des services policiers**

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October 1, 2025

Chair Christine Milks
Gananoque Police Service Board
340 Herbert St.
Gananoque, Ontario
K7G 1E9

Dear Chair Milks,

I am writing to you about an issue that has come to the attention of the Deputy Inspector General of Policing/Inspectorate of Policing regarding the appointment, by the Council of the Town of Gananoque, of Councillor David Osmond to the Gananoque Police Service Board. Based on the information available to us, the Inspectorate of Policing has concluded that Councillor Osmond's appointment may be invalid.

As you are aware, the Inspector General received a complaint regarding Mayor John Beddows on October 1, 2024. On December 5, 2024, the Deputy Inspector General directed Mayor Beddows to decline to exercise his powers or perform his duties as a member of the Board until further notice, pursuant to section 122 of the Community Safety and Policing Act (CSPA).

On March 4, 2025, the Council of the Town of Gananoque passed a resolution, appointing Councillor Osmond as an alternate member on the Board and thereby replace Mayor Beddows who was suspended from the board. We understand that Council relied on its own by-law authority which allows the appointment of council members to committees, boards and other bodies:

"BE IT RESOLVED THAT the Council of the Town of Gananoque pass By-law No. 2025-026, being a by-law to amend By-law No. 2022-124, a by-law to appoint Council members to committees of the Council, advisory panels, and other boards and bodies, to appoint Councillor David Osmond as an alternate."

As you may be aware, Part IV of the *Community Safety and Policing Act*, 2019 (CSPA) establishes several ways in which municipalities can provide policing. The Town of Gananoque has constituted a municipal board to have policing responsibility for the municipality, pursuant to section 22 of the CSPA. As prescribed by subsections 31(2) and 31(3) of the CSPA, a police service board shall be composed of five members unless a municipality expressly chooses to have a seven or nine -member board. The Town of Gananoque has a 5-member board. The composition of a five-member board is dictated by subsection 31(4):

Five-member boards

31 (4) A municipal board that is composed of five members shall consist of,

- (a) the head of the municipal council or, if the head chooses not to be or is ineligible to be a member of the board, another member of the municipal council appointed by resolution of the municipality;
- (b) one member of the municipal council appointed by resolution of the municipality;
- (c) one person appointed by resolution of the municipality, who is neither a member of the municipal council nor an employee of the municipality; and
- (d) two persons appointed by the Lieutenant Governor in Council.

The head of council is entitled to a seat on the police service board unless he or she chooses not to be or is ineligible. As the elected head of the municipality, Mayor Beddows holds a distinct position compared to the other appointed members of the board. The other municipally appointed board members may be removed and replaced by their appointing entities using the same resolution mechanism used to appoint them initially.

In accordance with subsection 33(4) of the CSPA, the following persons are not eligible to be members of a police service board:

1. A judge or justice of the peace.
2. A member of a police service, a special constable or a First Nation Officer.
3. Any person who practises criminal law as a defence counsel or as a prosecutor.
4. A director, officer or employee of a prescribed policing provider.
5. Any other prescribed persons

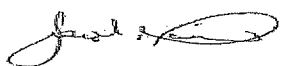
The suspension of Mayor Beddows from the Board does not make him ineligible to be a board member, as defined above. Mayor Beddows was directed to immediately decline to exercise his powers or perform his duties as a member of the Board until further notice, pursuant to section 122 of the CSPA

It is our position that Mayor Beddows remains a member of the board but is unable to exercise the powers or duties associated with that position. Section 31 of the CSPA specifies that the head of council is a designated member of the board unless they choose not to serve or are ineligible. If the head of council chooses not to serve or is ineligible, the municipality may appoint another member of council by resolution. However, the CSPA does not authorize council to the appoint a temporary or alternate member to act in the head's place in any other circumstance. Should the suspension of Mayor Beddows leave the Board without quorum, please notify the Inspector General. The Inspector General has the authority to appoint the number of persons necessary to constitute a quorum, who shall act in the place of the members who are unable to exercise their powers or perform their duties, pursuant to subsection 122(2) of the CSPA.

It is our recommendation that Councillor Osmond refrain from purporting to exercise any powers or perform any duties in the capacity of a board member, as he has not been duly appointed in accordance with the provision of the CSPA.

Should you have any follow-up inquiries regarding this correspondence, please reach out to your designated Inspectorate of Policing Advisor Graham Wight.

Sincerely,



Joseph Maiorano
Deputy Inspector General of Policing of Ontario

c: Penny Kelly, Clerk
Town of Gananoque

Rhonda Robeson,
Board Secretary

Morgan Terry Assistant
Director

Graham Wight
Police Services Advisor