

Manitoba
Commissioner of
**Teacher
Professional
Conduct**

2024/25 Annual Report

Land Acknowledgement

Our work is done throughout the province of Manitoba and therefore occurs in Treaty areas 1, 2, 3, 4, 5, 6, and 10, which are the ancestral lands of the Anishinaabeg, Anisininewuk, Ininiwak, Nehethowuk, Dakota Oyate, and Denesuline peoples, the homeland of the Red River Métis, and the ancestral lands of the Inuit. We acknowledge the harms caused by our collective colonial history and the continued impact on First Nations Peoples, the Métis, and Inuit today. We are dedicated to moving forward in all areas of our work in ways that honour truth and justice, and that exhibit a strong commitment to reconciliation. Teachers in Manitoba play a significant role in reconciliation, and we commit to upholding teacher professionalism as a way to create meaningful and lasting change in society.

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Note: As this is the inaugural report for the period ending March 31, 2025, the data presented reflects only the first three months of implementation. Due to the limited sample size and short reporting period, this report provides a foundational overview. The next annual report will provide greater detail, including data from this first report, as well as expanded analysis and breakdowns to better inform stakeholders, partners, and the public.

Commissioner's Letter to the Minister



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June 2025

The Honourable Tracy Schmidt
Minister, Manitoba Education and Early Childhood Learning
168 Legislative Building
450 Broadway
Winnipeg, MB R3C 0V8

Dear Minister Schmidt:

It is my honour to present the Annual Report from the office of the Commissioner of Teacher Professional Conduct for the fiscal year ending March 31, 2025. The report covers the period from January 6 to March 31, 2025, which is the time the Commissioner of Teacher Professional Conduct was active during the 2024/25 fiscal year.

The report has been prepared and submitted in accordance with section 8.4(1) of The Education Administration Act.

Sincerely,

Original signed by

Bobbi Taillefer
Commissioner
Teacher Professional Conduct

Message from the Commissioner



It is with great honour and humility that I provide this report as the inaugural Commissioner of Teacher Professional Conduct for the province of Manitoba as required under The Education Administration Act. This first report will cover the first three months of implementation: January 2025 to the end of the fiscal year, March 2025. Given the short reporting period and limited sample size, this initial report provides a high-level overview. My office is committed to transparency and will share more detailed data in future reports, once a larger volume of data is available to better inform stakeholders, partners, and the public. However, we are equally committed to protecting the privacy of individuals affected and have taken care to ensure that no identifying information is disclosed in this report.

The January 6, 2025, changes to The Education Administration Act brought forward by the Legislature included the new role of an Independent Commissioner, which is but one part of a full, accountable, and transparent process to modernize the regulation of teachers and provide the public with current information on the professional standing of teachers. The Commissioner has many responsibilities outlined in the legislation—primarily reception and disposition of complaints. It is a position that is supported by a professional and extremely knowledgeable staff team, including legal counsel.

As was promised by government, a full public registry of teachers was launched on January 6, 2025. It provides Manitobans with a complete list of current and former certified teachers and school clinicians working in Manitoba schools, their professional standing, and reports of any discipline, certificate suspension, or cancellations. In addition to the creation of the registry, a new process for submitting complaints has been initiated and implemented. This process allows employers, as well as members of the public, to submit valid and substantiated concerns regarding a teacher's professional conduct.

As part of the transitional process for addressing teacher conduct matters that were in progress at the time the above-noted changes to the Act came into force, I am advised by the department that ten disciplinary cases were concluded between the start of fiscal year 2024–25 (April 1, 2024) and the first day of operation of my office (January 6, 2025), of which nine led to changes in status reflected on the registry. As of June 30, 2025, sixteen cases remain to be addressed, and work is ongoing to do so. Processes are, therefore, in place to address all outstanding and current conduct matters. While the disciplinary process administered prior to the establishment of my office rests with the department and is separate from and not within the purview of the Commissioner, by making reference to it in this report it is my hope the public will have a sense of confidence that student safety drives our collective efforts and is of paramount concern.



As an educator with 39 years of experience in various roles, I have always been motivated to ensure that children's academic, social, and emotional success occurs in safe learning environments. I recognize the transformative power of education and the crucial role that Manitoba's more than 17,000 active teachers and school clinicians play in shaping the future of students, families, and communities. It should be reassuring for teachers that the government's amendments to The Education Administration Act have produced a robust, transparent, and accountable process that will uphold high standards for the entire profession. Additionally, the public should be reassured that all concerns that are submitted will be dealt with in a timely and fair manner, and will allow for issues to be addressed expeditiously.

Teachers hold a critical place in society, shaping not only academic success but also the values and character of future generations. Their work extends far beyond the classroom, influencing the strength and resilience of our communities. It is important that all Manitobans have trust and confidence in our education system and know that Manitoba students are being served, in a safe environment, by qualified, competent and professional teachers.

In my role as Commissioner, I am dedicated to maintaining high standards of teacher professionalism, to honour the importance of their work and to reinforce the public's confidence in our educators and school systems. Together, let us ensure that the teaching profession remains a beacon of trust, respect, and excellence—and that Manitoba students receive a world-class education in a safe and flourishing environment.

Respectfully,
Bobbi Taillefer

About the Commissioner of Teacher Professional Conduct

In January 2025, Manitoba implemented a new teacher certification and professional conduct framework in alignment with changes to [The Education Administration Act](#), marking a significant advancement in safeguarding the public interest and ensuring accountability in the education sector. This framework establishes a transparent, fair, and independent process for addressing professional misconduct among certified teachers and school clinicians.

The Education Administration Act comes into force in phases. The sections of the Act that allow for the appointment of the Commissioner and enable them to address matters of teacher misconduct came into force on January 6, 2025. On September 2, 2025, the sections of the Act that enable the Commissioner to address matters of teacher competence and fitness to practise will come into force.

The Education Administration Act establishes the Commissioner of Teacher Professional Conduct as an independent authority responsible for overseeing investigations and disciplinary processes. The Commissioner operates in accordance with the Act and the [Commissioner's Rules of Practice and Procedure](#), ensuring consistency and due process in all matters.

Another key feature of the legislative framework is the [online public registry](#) operated by Manitoba Education and Early Childhood Learning, which provides real-time access to the certification status of all Manitoba teachers and school clinicians. It also discloses case facts and final outcomes of the Commissioner's conduct investigations, reinforcing transparency and public trust.

What is misconduct?

Teaching is a regulated profession in Manitoba. Teachers hold certificates issued by Manitoba Education and Early Childhood Learning that authorize them to teach in Kindergarten to Grade 12 public, funded independent, institutional, and First Nations schools in Manitoba.

School clinicians (e.g., social workers, speech-language pathologists, occupational therapists) also hold certificates issued by Manitoba Education and Early Childhood Learning and are considered certified Manitoba teachers, with minor exceptions.

Teacher professional misconduct is broadly defined as conduct that makes someone unsuitable to continue to be a teacher. Misconduct includes, but is not limited to, sexual or physical abuse of a pupil or child, emotional harm to children, any act prohibited under section 163.1 of the Criminal Code (Canada) (child pornography), and other conduct that undermines the integrity of the teaching profession—whether inside or outside the classroom.

There are several ways that a matter involving teacher conduct could come to the Commissioner's attention:

Employer reporting

As of January 6, 2025, all employers of certified teachers—including public and independent schools, First Nations education authorities, institutional schools, and adult learning centres—are legally required to report to the Commissioner without delay if a teacher

- is charged with or convicted of an offence involving child abuse
- is suspended, dismissed, or otherwise disciplined for professional misconduct
- resigns under circumstances where reporting the resignation is in the public interest

In addition to the mandatory reporting outlined above, employers may be aware of other professional misconduct matters, which can be brought to the Commissioner's attention through a discretionary complaint.

Teacher self-reports

Teachers are required to self-report without delay if they have been charged or convicted of an offence relating to the sexual or physical abuse of a child.

Public complaints

Any person—including members of the public—can make a complaint to the Commissioner that alleges professional misconduct by a teacher.

Commissioner-initiated investigations

The Commissioner can also initiate their own investigation if a matter of concern comes to their attention by other means.

The Complaint Management Process

Preliminary review

Once a report or complaint is submitted to the Commissioner of Teacher Professional Conduct, the Commissioner acknowledges receipt of the report or complaint and begins their preliminary review. Following the preliminary review, the Commissioner can decide to take no further action, conduct an investigation, and/or defer action pending the outcome of another process.

Suspension

At any time after the Commissioner receives a complaint or report, or initiates an investigation, and while the outcome of proceedings is pending, the Commissioner may order the suspension of the teaching certificate of the investigated teacher if they consider it necessary to protect pupils from exposure to harm.

Investigation

When the Commissioner initiates an investigation, formal notice is given to the investigated teacher, the person who made the complaint or report, and the teacher's employer. The Education Administration Act gives the Commissioner additional powers during an investigation, such as the power to compel witnesses to give evidence and the power to require disclosure of relevant documents.

At the end of the investigation, after the teacher has reviewed the investigation's findings and has had a chance to respond, the Commissioner makes a decision about next steps. The Commissioner can decide to take no further action or to resolve the matter by either consent resolution agreement or by ordering a hearing.

Consent resolution agreement

A consent resolution agreement is an agreed-upon document signed by both the Commissioner and the teacher that outlines the facts of the matter and consequences. A



consent resolution agreement is a public document. A copy is provided to the person who made the complaint or report, and it is posted on the teacher registry.

A consent resolution agreement can be entered into at any time during the complaint management process.

Hearing panel

If there is no consent resolution agreement after an investigation, the Commissioner must refer the matter to a hearing panel. A hearing panel is made up of three members: one teacher, one public representative, and one person nominated by the Manitoba School Boards Association. The public representative is the chair of the panel. The Commissioner establishes the panel from a roster of 12 appointees, listed in the final section of this report. The Commissioner's Rules of Practice and Procedure go into detail on the process the panel must follow—for example, regarding documentary evidence, cross-examination, expert witnesses, and other procedural matters.

After hearing a case, the panel makes a finding. The panel can either dismiss the matter, determine that the teacher is guilty of professional misconduct, or determine that the teacher does not have the capacity to carry out the professional responsibilities of a teacher due to a disability. The panel can also make an order that sets consequences for the teacher.

The panel's decision and reasons are then shared with the Commissioner, the teacher, the person who made the complaint or report, and the Director of Certification in the Department of Education and Early Childhood Learning, and the decision is published online in the registry.

Publication

Consent resolution agreements, hearing panel decisions, and any suspensions, cancellations, limitations, or conditions placed on a teacher's certificate will be posted on [Manitoba Education and Early Childhood Learning's teacher discipline registry](#).

Appeal process

Hearing panel decisions can be appealed to the Court of King's Bench. The court has the power to make a new finding or order—that is, to override the decision of the hearing panel, both in terms of whether the teacher is found guilty of misconduct and what the appropriate consequence should be. The court also has the ability to refer the matter back to the panel for further consideration.

The ability to appeal hearing decisions is anticipated to provide an additional layer of protection and fairness for teachers, while maintaining a transparent and accountable process.

Summary: 2024/25 in Review

The following summary reflects the first three months of implementation of Manitoba's new professional conduct framework (January – March 2025). The 2025/26 annual report will include greater detail, including data from this first report, for a total of 15 months of data, as well as expanded analysis and breakdowns to better inform stakeholders, partners, and the public.

In addition, consent resolution agreements, hearing panel decisions, and any suspensions, cancellations, limitations, or conditions placed on a teacher's certificate will be posted on Manitoba Education and Early Childhood Learning's teacher and school clinician discipline registry throughout the year, as required by The Education Administration Act.

Subject to considerations regarding sample size, data reliability, and confidentiality of persons harmed by a teacher's misconduct, it is anticipated that future annual reports will include analysis regarding elements such as the following:

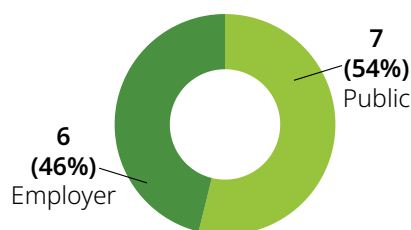
- Source of complaints and reports
- Investigations ordered
- Interim suspensions issued
- Consent resolution agreements reached
- Hearing decisions issued
- Certificates cancelled
- Certificates suspended
- Reprimands issued
- Conditions or limitations on certificates
- Complaints and reports about individuals who are not certified Manitoba teachers (outside of Commissioner's jurisdiction)
- Complaints and reports determined to be about matters other than professional misconduct or incompetence (outside of Commissioner's jurisdiction)
- Complaints and reports determined to be frivolous, vexatious, trivial, or an abuse of process
- Complaints and reports determined to have been made in bad faith or filed for an improper purpose or motive
- Nature of misconduct/incompetence
- Type of certification held
- Orders preventing public disclosure

Complaints and reports received

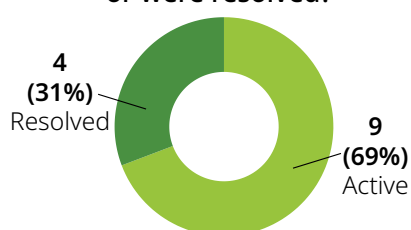
During this initial three-month period, Manitoba's Commissioner of Teacher Professional Conduct received a total of 13 complaints and reports related to teacher misconduct. The Commissioner was not yet empowered to adjudicate matters related to teacher and clinician competence during this period. These were initiated almost evenly by members of the public (7 matters) and by employers (6 matters). There were no instances of teachers self-reporting or Commissioner-initiated investigations during this time.

The legislation allows the Commissioner to prevent the disclosure of information that would cause hardship to a person who was harmed by the investigated teacher or if it is otherwise not in the public interest. No matters resulted in orders preventing public disclosure of information on the registry during this period.

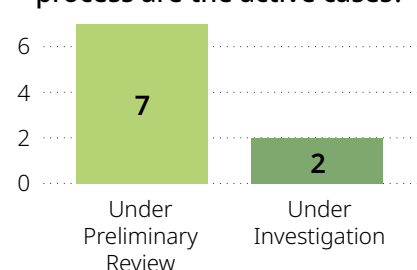
Who initiated the cases?



How many cases are active or were resolved?



In which phase of the disciplinary process are the active cases?



Status as of March 31, 2025

Of the 13 cases, nine remained active at the time of reporting, while four were resolved.

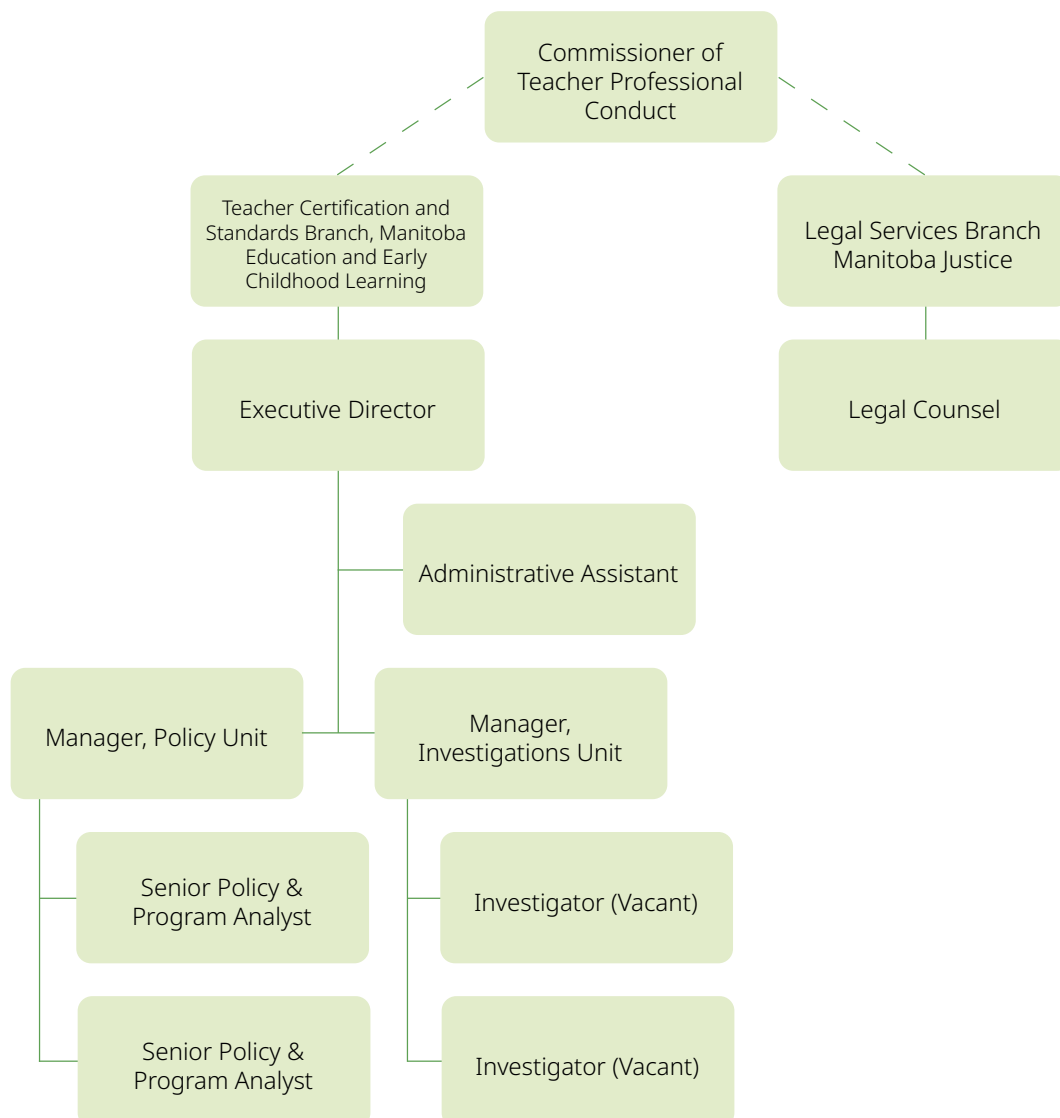
All four cases that were resolved during this period ended with no further action being taken after a preliminary review. In each of those four cases, no further action was taken because the matter was not within the jurisdiction of the Commissioner or a panel (per section 8.12[1][a] of The Education Administration Act), and there was no reasonable prospect the complaint or report would result in an adverse finding by a panel (per section 8.12[1][d] of the Act). All complaints and reports are retained on file and may be taken into consideration in the event of a future complaint or report.

Among the nine active cases, the majority (7) were still under preliminary review as of March 31, 2025, with two having progressed to the investigation phase. No cases had yet resulted in a consent resolution agreement, been referred to a hearing panel, or been appealed to the courts, indicating that most matters were still in the early stages of the process. No matters resulted in an interim suspension being issued during this time frame.

Commissioner's Office – Administrative Support Functions

The Teacher Certification and Standards Branch is responsible for providing the administrative support necessary for the Commissioner to carry out their mandate under The Education Administration Act. The Act provides the Commissioner with the authority to delegate administrative aspects of their statutory responsibility to staff within the Branch.

The Commissioner is also supported by Manitoba Justice legal counsel.



Hearing Panel Members

Manitoba's new teacher conduct framework relies on a panel of teachers, representatives of teacher employers nominated by the Manitoba School Boards Association, and members of the public to conduct hearings, make findings, and issue disciplinary orders.

As of March 31, 2025, the hearing panel included the following members:

Vinh Huynh

(Manitoba Teachers' Society representative) is the principal of Gordon Bell High School. He has worked in the Winnipeg School Division for over 30 years. He has received numerous awards including the Queen Elizabeth II Diamond Jubilee Award. Mr. Huynh received his Master of Arts in leadership from Trinity Western University in 2001 and received his Bachelor of Education from the University of Manitoba in 1993.

Jesse Thomaschewski

(Manitoba Teachers' Society representative) is the principal at Elm Creek School. Previously, he held various vice-principal and guidance counsellor positions at St. Laurent School, Carman Collegiate, Roland School, and Hutterian Colony School. Mr. Thomaschewski is the president of Manitoba Educators for Inclusion. He also served as the equity social justice chair for the Prairie Rose School Division. Mr. Thomaschewski has a Master of Education from Brandon University, a Post Baccalaureate Diploma in education, a Bachelor of Education, and a Bachelor of Arts from the University of Winnipeg.

Nicole Lavallee

(Manitoba Teachers' Society representative) is the vice-president of collective bargaining for the Pembina Trails Teachers' Association and a Grade 5 French Immersion teacher at École Viscount Alexander. Ms. Lavallee is a member of the Manitoba Teachers' Society Indigenous Voice and Action Standing Committee and the Winnipeg School Division Aboriginal Academic Achievement Committee. She has a Bachelor of Education and a Bachelor of Arts from the University of Manitoba.

Kevin Sterner

(Independent Schools representative) is the vice-principal of academics and a teacher at St. Paul's High School. He served as a member of the test development committee for the Province of Manitoba. Mr. Sterner has a Bachelor of Education, a Bachelor of Science, and a Certificate of Religious Education from the University of Manitoba.

Morgan Whiteway

(Manitoba School Boards Association representative) is the director of labour relations and human resources for the Manitoba School Boards Association. Previously, he served as the labour relations and human resources consultant for the same organization. Mr. Whiteway is a board member and past co-chair for Ducks Unlimited Canada. He also served as a board member and chair of the personnel committee for the Manitoba Community Services Council, as well as a former board member for the Lake of the Woods District Property Owners Association. Mr. Whiteway has a Bachelor of Commerce (Honours) from the University of Manitoba.

Charles Cochrane

(Manitoba School Boards Association representative) is the executive director of the Manitoba First Nations Education Resource Centre. He served on the Aboriginal Education Advisory Committee at Red River College Polytechnic, as well as on the Aboriginal Self-Government Joint Program Partnership Board with Red River College Polytechnic and the University of Winnipeg. Mr. Cochrane has a Master of Arts in education (leadership and management) from Royal Roads University, a Master Certificate in Project Management from the University of Winnipeg, and a Bachelor of Education from Brandon University.

Elizabeth Mitchell

(Manitoba School Boards Association representative) is the senior labour relations consultant for the Manitoba School Boards Association and serves as the lead spokesperson for provincial teacher collective bargaining. She holds a Bachelor of Arts from the University of Winnipeg and a Juris Doctor from the University of Manitoba. Prior to joining the Manitoba School Boards Association, she practised labour and employment law at Taylor McCaffrey LLP. Ms. Mitchell has also served as a member of the board of Manitoba Theatre for Young People, including on the human resources and governance committees.

Alison Bourrier

(Manitoba School Boards Association representative) is a labour relations consultant for the Manitoba School Boards Association. Prior to that, she was employed in various progressive roles in labour relations and human resources with the Winnipeg Regional Health Authority and Shared Health Manitoba. Ms. Bourrier is a chartered professional in human resources (CPHR), with 20 years of experience in labour relations and human resource management, and represents school divisions throughout Manitoba as lead spokesperson during collective bargaining, interest arbitrations, and other labour relations and human resource matters. She currently sits on the board of the Residential Tenancies Commission. Ms. Bourrier has a Diploma in Human Resources Management and a Certificate in Management from the University of Winnipeg.

Gavin Bruce Strang

(public representative) is a professor in the Department of History at Brandon University. During his time at Brandon University, Dr. Strang has also served as the Dean of Arts, acting Dean of Graduate Studies, acting Associate Vice-President (Research), as well as chair of the Business Administration and Philosophy departments. He is a member of the board of directors of the Alternative Dispute Resolution Institute of Manitoba and former president of the Brandon University Faculty Association. Dr. Strang has a Doctor of Philosophy in history from McMaster University, a Master of Arts in history from McMaster University, and a Bachelor of Arts (Honours) in history from the University of Winnipeg. He is also a fellow of the Royal Historical Society.

Raven-Dominique Gobeil

(public representative) is the in-house attorney for the First Nations Family Advocate Office. Previously, she was an associate lawyer at Cochrane Saxberg and an articling student at the Child Protection Law Office. Ms. Gobeil sits on the Indigenous Category Application Review Committee and TRAT Committee at the University of Manitoba, as well as the Equity Committee of the Law Society of Manitoba. She also serves as a board member for the West Central Women's Resource Centre. Ms. Gobeil has a Juris Doctor and a Bachelor of Arts from the University of Manitoba, and completed the Legal Studies for Native People program from the University of Saskatchewan.

Erin Bockstael

(public representative) is a francophone Manitoban and the manager of family and community programs with the Women's Health Clinic. Ms. Bockstael is vice-president of the Collège Louis Riel Parent Council and was a founding board member and secretary of *Parents contre le racisme*. She served on the executive of Local 204 of the Canadian Union of Public Employees and as a member of the Canadian Union of Public Employees National Health and Safety Committee. Ms. Bockstael is pursuing a Master of Adult Education, concentration in adult education and health, from St. Francis Xavier University and has a Certificate in Human Resources Management from Red River College Polytechnic, along with a Bachelor of Science (agronomy) and Bachelor of Arts (sociology) from the University of Manitoba.

Gord Schumacher

(public representative) is the executive director of the Manitoba Association of Chiefs of Police. Previously, he served as a senior legal consultant specializing in combatting organized crime and money laundering, was the executive director of criminal property forfeiture for the Province of Manitoba, and held various roles with the Winnipeg Police Service. Mr. Schumacher is a member of the Canadian Association of Chiefs of Police, a board member of the Manitoba Association of Chiefs of Police, and a board member of the Western Chiefs of Police Association Executives. His long career in justice includes serving on various international, national, and provincial boards and committees, such as the Law Society of Manitoba, Europol Financial Intelligence, and the Canadian Association of Chiefs of Police Organized Crime and Law Amendments Committee. Mr. Schumacher began his undergraduate degree at the University of Manitoba and has a Juris Doctor from Queen's University.