



**HOCKEY CANADA**  
**TRACKING MALTREATMENT**  
**IN SANCTIONED HOCKEY**

---

**2022-23**



# SECTION 1

# TRACKING MALTREATMENT IN SANCTIONED HOCKEY

## 2022-23



## 1.1 INTRODUCTION

Hockey Canada is committed to ensuring greater safety and inclusion in hockey by identifying and addressing systemic issues in and around Canada's game. Hockey can and should play a positive role in contributing to our communities, but when harmful behaviour takes place, the consequences are negative for the health and safety of those involved. As previously shared publicly, Hockey Canada and its Members are working to identify, track and report all instances of maltreatment, including abuse, discrimination and harassment in sanctioned hockey programs across the country. In December 2022, Hockey Canada and its Members [published a report](#) of all reported incidents related to Hockey Canada Playing Rule 11.4 (Rule 11.4) of verbal taunts, insults or intimidation based on discriminatory grounds which occurred during the 2021-22 season.

For the 2022-23 season, Hockey Canada is reporting on a broader scope of tracked maltreatment behaviours, including complaint intake data from the Independent Third Party (ITP) complaint management mechanism and the Office of the Sport Integrity Commissioner (OSIC). Additional data is included from the tracking of Rule 11.4 penalties and allegations from all 13 Members. Data is also included from a pilot project that tracked other types of Rule 11 penalties in specific Hockey Canada Member jurisdictions. With that in mind, the information contained in this report is an important step in Hockey Canada's ongoing efforts to better track, identify and respond to maltreatment in hockey.

### CONFIDENTIALITY

All data in this report, including information about complaints to independent mechanisms, penalties and unwitnessed allegations of penalties, are communicated publicly in an anonymous fashion to protect the identity of the individuals involved.

### INDEPENDENT COMPLAINT MANAGEMENT MECHANISMS

Hockey Canada is a signatory to Abuse-Free Sport, the national independent program to prevent and address maltreatment in sport in Canada. All complaints of maltreatment, including abuse, discrimination and harassment at the national level, are directed to the Office of the Sport Integrity Commissioner (OSIC).

In addition to becoming a signatory to Abuse Free Sport and gaining access to the services of OSIC during the 2022-23 season, Hockey Canada created a system where

complaints involving maltreatment allegations within a Member's sanctioned programs were directed to a confidential reporting mechanism overseen by an Independent Third Party (ITP). Hockey Canada receives anonymized reports from the ITP documenting the number of complaints received, and reporting on other metrics such as complaint type, complaint jurisdiction and the timing of complaints received throughout the hockey season. This reporting process protects the identity of all those involved.

### SUMMARY

The ITP received 1,872 complaints through its first year (July 1, 2022 – June 30, 2023), including matters reported from all 13 of Hockey Canada's Members, 187 of which were accepted and fully processed.

The OSIC received 25 complaints relating to Ice Hockey in its first year (June 20, 2022 – June 30, 2023), with 24 deemed inadmissible and 1 pending jurisdiction.

Under Rule 11.4, there were 913 calls made during the 2022-23 season, in addition to 711 reported allegations.

A number of factors may have influenced the increased number of Rule 11.4 penalties called by officials and reported allegations during the 2022-23 season, including but not limited to greater awareness around Section 11 of the Hockey Canada Rule Book due to promotional efforts made by Hockey Canada and its Members to educate and support officials, players and coaches, and improved reporting processes.

The pilot project that tracked other types of Rule 11 penalties included participation from 10 of Hockey Canada's Members, and captured 3,368 penalties called for other infractions of Section 11 in the Hockey Canada Rule Book.

Hockey Canada and its Members are committed to expanding reporting on maltreatment in sanctioned hockey during the 2023-24 season as well as working to prevent and address maltreatment behaviours in sanctioned hockey programming.

As Hockey Canada and its Members continue to build greater awareness and facilitate greater opportunities and trust for individuals to come forward, it is anticipated that there will be an increase in maltreatment incidences being reported on and off the ice.



## 1.2 DEFINING MALTREATMENT IN HOCKEY

Maltreatment is a willful act and/or omission that results in or has the potential for physical or psychological harm. It can include, but is not limited to psychological maltreatment, physical maltreatment, neglect and sexual maltreatment. It can also include bullying, harassment and discrimination. Maltreatment can take place between players, between individuals who have different levels of power and influence, and between other participants in sport communities.

Maltreatment is unacceptable and fundamentally incompatible with the core values that lie at the heart of hockey. All participants in hockey should be able to play, practice, compete, work, volunteer and interact in an environment free of maltreatment. Maltreatment can occur regardless of race, sex, gender identity, gender expression, sexual orientation, age, disability, religion or other characteristics protected under provincial and federal human rights legislation. Participants who have been impacted by maltreatment may experience a range of effects that can emerge at different times and that can profoundly affect their lives, including suffering from trauma, and efforts must be made to understand that impact and avoid re-traumatization.

Hockey Canada recognizes that for all the good the sport brings to individuals and communities, maltreatment does occur in hockey. In collaboration with its Members, Hockey Canada acknowledges there is a need to gain a better understanding of the types of maltreatment present in hockey in order for the hockey community to address maltreatment in tangible and meaningful ways.

An important step in the change process is the collection and publication of national data across the sport, which builds awareness and creates dialogue to help minimize the risk that participants normalize certain behaviours. By continuing to discuss maltreatment, Hockey Canada and its Members hope to break down the wall of silence around these unacceptable behaviours. To review Hockey Canada's Next Steps in addressing maltreatment, please see section 5.2 of this report.

## 1.3 HOCKEY CANADA SANCTIONED PROGRAMS

To contextualize the frequency of incidents of maltreatment in this report, Hockey Canada's registration data for players in its 2022-23 sanctioned programming is included below. Please note that players have many points of contact in the season, including training sessions, games, tournaments and associated activities that may be settings where maltreatment can occur.

**FIGURE 1.0** 2022-23 HOCKEY CANADA PLAYER REGISTRATIONS

MEMBER	PLAYERS
BC Hockey	42,149
Hockey Alberta	64,798
Hockey Saskatchewan	30,904
Hockey Manitoba	22,642
Hockey Northwestern Ontario	4,501
Ontario Hockey Federation	162,183
Hockey Eastern Ontario	21,053
Hockey Québec	83,892
Hockey New Brunswick	14,613
Hockey Nova Scotia	16,064
Hockey PEI	5,400
Hockey Newfoundland & Labrador	10,953
Hockey North	1,582
<b>TOTAL</b>	<b>480,680</b>

During the 2022-23 season, Hockey Canada had 550,137 registered players. Please note that Canadian Hockey League and adult recreation registered players are not included in Figure 1.0 and other data in this report.



## SECTION 2

# INDEPENDENT THIRD PARTY COMPLAINT MANAGEMENT

The Independent Third Party (ITP) provides individuals with access to an independent mechanism to address complaints of maltreatment about registered participants in Hockey Canada-sanctioned programs. This process is completed in a procedurally fair manner.

The jurisdiction of the ITP extends to all registered participants (players, coaches, bench staff, officials, board members, volunteers) involved in programming through a Hockey Canada Member (including those participating in local hockey associations) with the exception of the Canadian Hockey League (CHL), which are addressed through the processes managed by the Western Hockey League (WHL), Ontario Hockey League (OHL) and Quebec Major Junior Hockey League (QMJHL). The ITP also accepts historical complaints involving registered participants of Hockey Canada Members. Additional information on the ITP and its services can be [viewed here](#).

Hockey Canada received anonymized complaint data from the ITP which facilitated the summarization and analysis of the data included in this report. The ITP's complaint intake and management procedures are guided by Hockey Canada's [Maltreatment Complaint Management Policy](#). Once a complaint is submitted to the ITP, it is assessed according to the Maltreatment Complaint Management Policy. The data in this report represents information from all complaints received by the ITP between July 1, 2022 and June 30, 2023.

The data provided in this report does not include an assessment of the validity of allegations received pertaining to complaints submitted to the ITP. As indicated by the data in Figure 2.0, many complaints are assessed by the ITP and then redirected to other hockey organizations for review and, if appropriate, investigation which may lead to sanctioning.

Upon completion of the ITP's initial complaint intake assessment, one of three outcomes occurs:

- 1 The complaint is accepted by the ITP and processed to completion as per Hockey Canada's [Maltreatment Complaint Management Policy](#). These complaints include the most severe allegations and meet the ITP's threshold for acceptance;
- 2 The complaint is redirected from the ITP to another organization, including Hockey Canada Members\* or the Office of the Sport Integrity Commissioner (OSIC), as examples;
- 3 The complaint is fully declined as the allegations included in the complaint do not constitute maltreatment.
  - a. Note, these complaints include but are not limited to: allegations of transfer/release requests, fee disputes, on-ice calls made by officials.

Complaints fully declined due to allegations that were not maltreatment-based are not included in this report.

*\*Complaints redirected to Hockey Canada Members are processed by the Member, a regional association, or a local hockey association according to the relevant policies and procedures of the organization.*



## 2.1 INDEPENDENT THIRD PARTY DATA

Hockey Canada has chosen to represent complaint intake, penalty and allegation data by providing the rate of maltreatment behaviour per 1,000 players. This allows for a comparison of maltreatment frequency over time and between different jurisdictions. Both temporal and regional tracking can be used to help address maltreatment behaviours moving forward. The average number of complaints submitted to the ITP was 4.7 complaints per 1,000 players\* during the 2022-23 season. Put differently, nearly one complaint was submitted for every 200 players throughout the season.

To better understand the severity of the complaints submitted in Hockey Canada-sanctioned programming, an assessment of the acceptance rates can be examined. This is because the ITP accepts the most severe complaints and redirects the remaining complaints to Hockey Canada Members.

**FIGURE 2.0** 2022-23 ITP COMPLAINT ACCEPTANCE RATES

COMPLAINT ACCEPTANCE	COMPLAINTS	%
Accepted	187	9.99%
Other	275	14.69%
Redirected to HC Member	1,410	75.32%
<b>TOTAL</b>	<b>1,872</b>	<b>100.0%</b>

\*The population of Hockey Quebec was removed from the average complaint rate per 1,000 players because Hockey Quebec uses the Sport'Aide mechanism that is supported and required by the Government of Quebec, instead of the ITP.

**FIGURE 3.0** 2022-23 TOTAL ITP COMPLAINTS BY TYPE

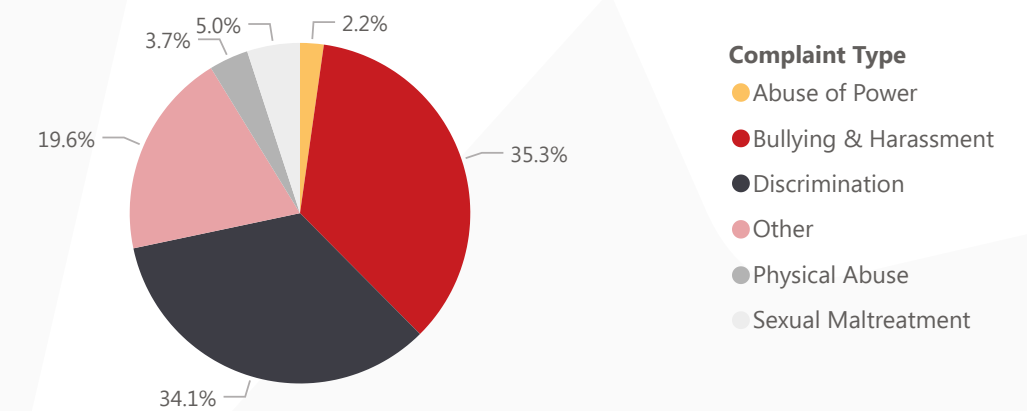


Figure 3.0 highlights the main categories of the 1,872 maltreatment complaints submitted to the ITP and indicates that bullying and harassment, as well as discrimination-based complaints, were the most common types received by the ITP. Additional complaint types reported to the ITP included physical abuse, abuse of power, sexual maltreatment and other.

**FIGURE 3.1** 2022-23 ACCEPTED ITP COMPLAINTS BY TYPE

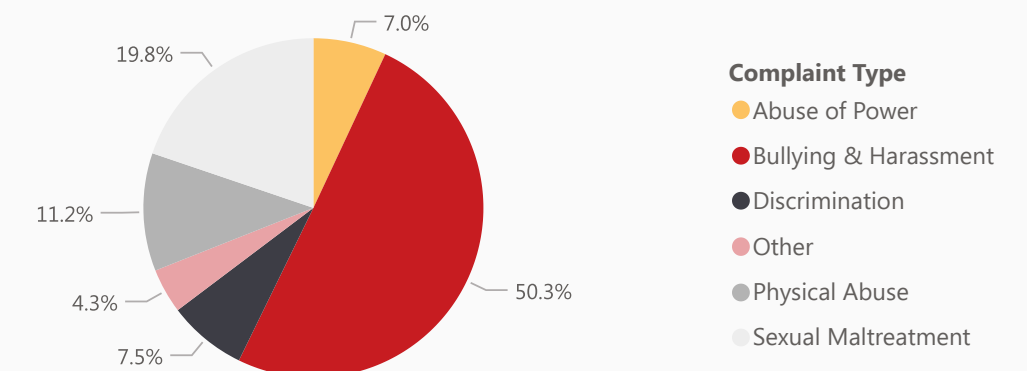


Figure 3.1 highlights the 187 complaints accepted by the ITP. These complaints represent the most severe matters reported through the ITP mechanism. More than half of the accepted complaints were bullying and harassment, while sexual maltreatment complaints were the second-most common type of accepted complaint. Physical abuse, discrimination and abuse of power were additional types of complaints accepted by the ITP.

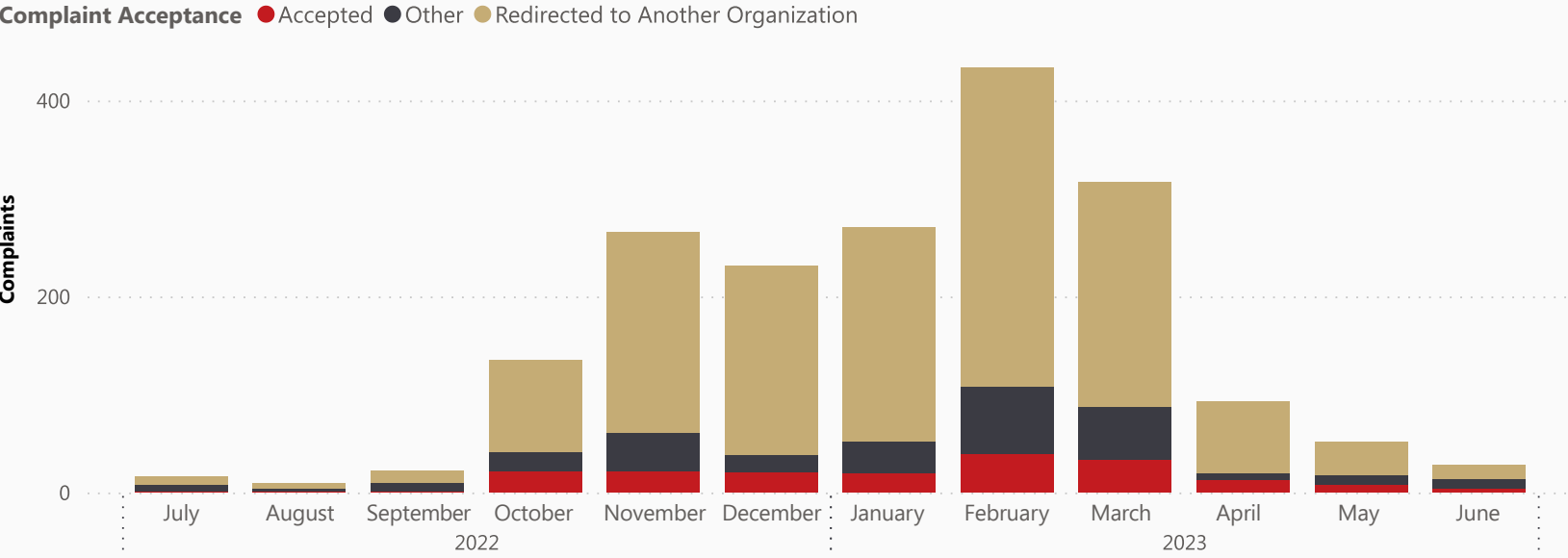


Sexual maltreatment means any pattern or a single incident, whether physical or psychological in nature, that is committed, threatened or attempted, and that has the potential to be harmful to a person’s sexual integrity. Sexual maltreatment can take place through any form or means of communication (e.g. online, social media, verbal, written, visual, hazing or through a third party). For a more detailed definition of sexual maltreatment, please review section 5.5 of the [Universal Code of Conduct to Prevent and Address Maltreatment in Sport](#).

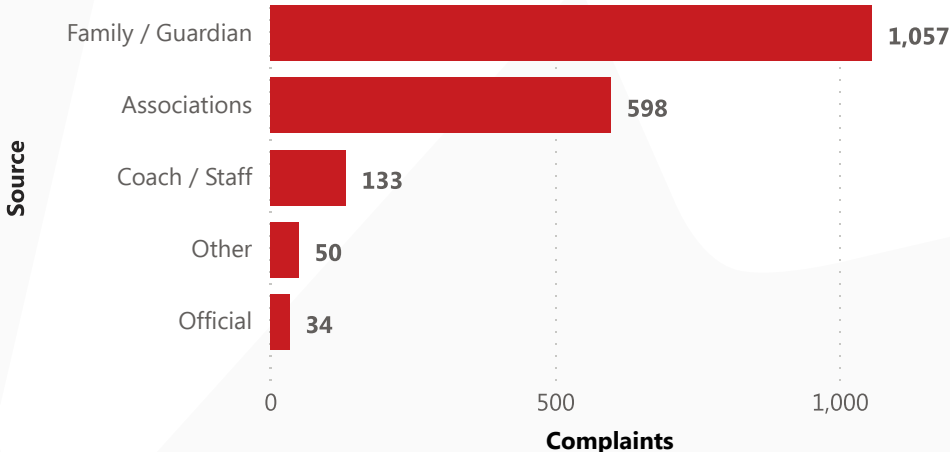
An important feature of the ITP is that it processes complaints of maltreatment that took place historically. For the purposes of this report, historical complaints are any complaints that include allegations prior to the 2022-23 season. That said, the majority of complaints received by the ITP were related to allegations that took place during the 2022-23 season, with roughly 1.3% of complaints received by the ITP being historical in nature.

The ITP’s complaint intake data can also be considered throughout the course of a calendar year and throughout the hockey season. The ITP was first established in July 2022 and had a low complaint intake volume until October when information about the ITP was more widely distributed and the hockey season was at its highest level of activity. Complaint intake volume continued to increase until its peak in February 2023 before the frequency of complaints decreased as the season ended in March 2023.

**FIGURE 4.0** 2022-23 ITP COMPLAINTS RECEIVED BY MONTH



**FIGURE 5.0** 2022-23 ITP COMPLAINTS BY SOURCE



Another way to understand complaints received by the ITP is to review who is reporting maltreatment allegations. Family/guardians were the most common types of complainants, followed by local hockey associations, and regional and provincial hockey associations. Notably, these associations were the most likely to report discrimination-type complaints, while family/guardians were the most likely to report all other types of complaints.





# SECTION 3

## ABUSE-FREE SPORT & OFFICE OF THE SPORT INTEGRITY COMMISSIONER OSIC

### 3.1 ABUSE-FREE SPORT STATISTICAL REPORT

#### REPORTING PERIOD: JUNE 20, 2022 TO JUNE 30, 2023

The information and statistics included in this section were provided with approval by the Office of the Sport Integrity commissioner (OSIC) on behalf of Abuse-Free Sport.

**Hockey Canada became a signatory of Abuse-Free Sport on October 27, 2022.**

#### COMPLAINTS/REPORTS:

Total number of complaints/reports received by the OSIC during the period of June 20, 2022 to June 30, 2023 relating to ice hockey: **25**

**ADMISSIBILITY/INADMISSIBILITY: 24 inadmissible and 1 is pending jurisdiction** determination as of June 30, 2023

#### REASONS FOR INADMISSIBILITY (one matter can have multiple reasons):

- **79% (19/24):** Respondent is not a participant under the authority of the signatory (Hockey Canada)
- **17% (4/24):** Issue raised was unrelated to the Universal Code of Conduct to Prevent and Address Maltreatment in Sport (UCCMS)
- **8% (2/24):** Report contained inadequate information to proceed and no method of contacting the reporter to obtain additional information

An alternative reporting option was identified by the OSIC in approximately 66.7% (16/24) and referral made in 62.5% (15/24) of the inadmissible cases.<sup>1</sup>

#### SPORT ENVIRONMENT ASSESSMENT:

The OSIC initiated an independent Sport Environment Assessment to address alleged systemic issues regarding forms of maltreatment, discrimination and other prohibited behaviour(s) in relation to Hockey Canada. This Assessment is conducted in three parts (preliminary review, engagement, implementation) and is currently in phase one (preliminary review). For further information regarding this Assessment, [click here](#).

#### ABOUT ABUSE-FREE SPORT:

Abuse-Free Sport is an independent program responsible for upholding and administering the Universal Code of Conduct to Prevent and Address Maltreatment in Sport (UCCMS). Abuse-Free Sport seeks to influence a positive shift in Canada's sport culture and to foster safe, inclusive and welcoming sport participation through a variety of prevention, response and engagement initiatives. The Office of the Sport Integrity Commissioner (OSIC) operates as an independent division of the Sport Dispute Resolution Centre of Canada (SDRCC) to administer the UCCMS as part of the Abuse-Free Sport program.

For a comprehensive overview of Abuse-Free Sport's first year of operations and statistics, [click here](#).

For more information about Abuse-Free Sport's services and resources, visit [abuse-free-sport.ca](http://abuse-free-sport.ca).

<sup>1</sup> Note that the existence of an alternate reporting option does not guarantee said option would assert jurisdiction. Instances where an alternate reporting option was identified but the case not referred were due to i) the reporter was anonymous, ii) the reporter expressed distrust in the alternate mechanism, or iii) the reporter did not consent to the referral.



# SECTION 4

## SECTION 11 OF THE HOCKEY CANADA RULE BOOK

Section 11 of the Hockey Canada Rule Book includes five rules (11.1 – 11.5) that are in place to address on-ice incidences of maltreatment during Hockey Canada-sanctioned programming. For more information about these rules, please review pages 133-138 of the [Hockey Canada Rule Book](#) or view [this video](#). As a first step towards understanding maltreatment in its sanctioned programming, Hockey Canada and its Members tracked and reported all incidents of verbal taunts, insults or intimidation based on discriminatory grounds (Rule 11.4) which occurred during the 2021-22 season and published this information in a [Discrimination Report](#) in December 2022.

During the 2022-23 season, improved data collection strategies from Hockey Canada Members were implemented by leveraging the Hockey Canada Registry and other strategies to capture more information than in the 2021-22 season. Accordingly, this report includes three types of data related to Section 11 of the Hockey Canada Rulebook: Rule 11.4 penalties witnessed and called by officials, Rule 11.4 reported allegations not witnessed by an official requiring investigation and piloted data from nine Hockey Canada Members and two Ontario Hockey Federation Member Partners for the remaining rules (11.1, 11.2, 11.3 and 11.5) in Section 11.

### 4.1 RULE 11.4

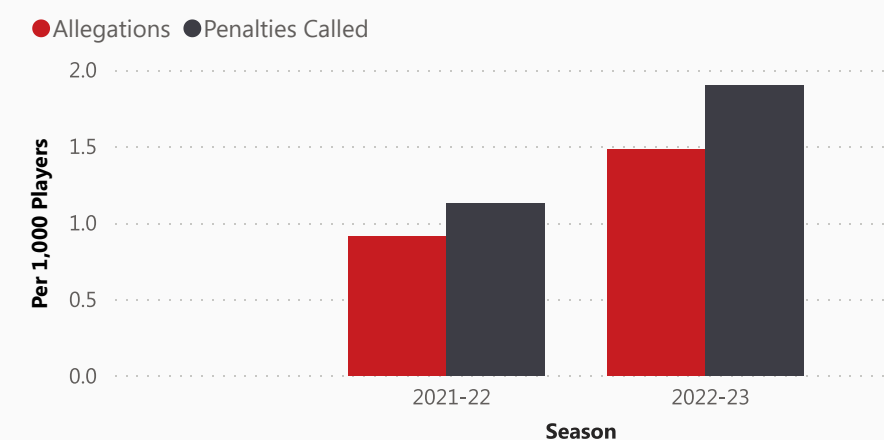
Rule 11.4 – Discrimination strictly relates to any player or team official who engages in verbal taunts, insults or intimidation based on discriminatory grounds. Discriminatory grounds include the following, without limitation:

- **Race, national or ethnic origin, skin colour or language spoken;**
- **Religion, faith or beliefs;**
- **Age;**
- **Sex, sexual orientation or gender identity/expression;**
- **Marital or familial status;**

- **Genetic characteristics; and,**
- **Disability.**

Rule 11.4 penalties are classified as a Gross Misconduct violation and result in an indefinite suspension pending a hearing (any suspension must be at least five games). Section 4.2 of this report includes data from penalties called by on ice officials that were observed in person and recorded through game incident reports, which were then tracked in the Hockey Canada Registry. All data in section 4.3 of this report represents unwitnessed Allegations of 11.4 infractions that were reported to on-ice officials, local hockey associations or Hockey Canada Members for investigation and further processes.

**FIGURE 6.0** ALLEGATIONS & PENALTIES CALLED PER 1,000 PLAYERS BY SEASON



When measured per 1,000 players, there were more Rule 11.4 penalties called and allegations in the 2022-23 season than the 2021-22 season.



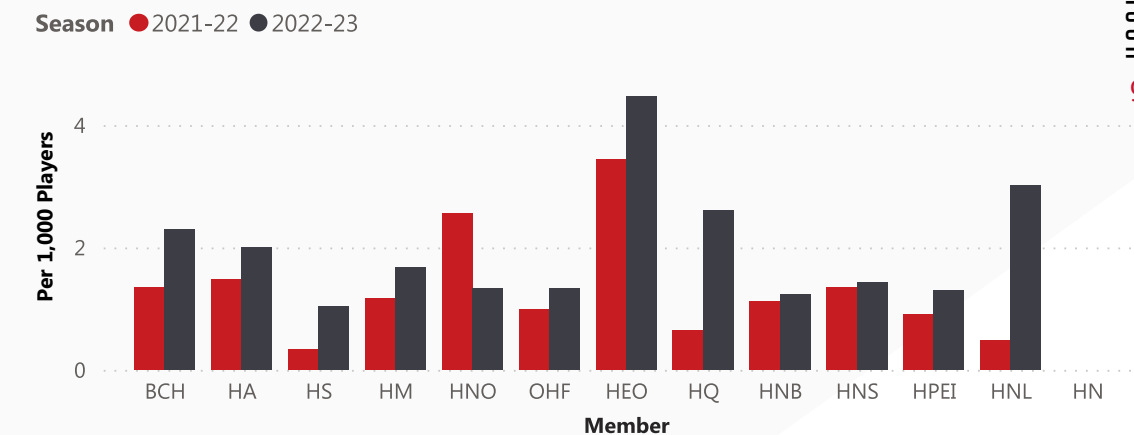
## 4.2 RULE 11.4 PENALTIES CALLED BY OFFICIALS

**FIGURE 7.0** 2021-22 AND 2022-23 PENALTIES CALLED BY HOCKEY CANADA MEMBER

2021-22 SEASON				2022-23 SEASON			
MEMBER	PENALTIES CALLED	PLAYERS	PER 1,000 PLAYERS	MEMBER	PENALTIES CALLED	PLAYERS	PER 1,000 PLAYERS
BC Hockey	55	40,560	1.36	BC Hockey	97	42,149	2.30
Hockey Alberta	91	61,819	1.47	Hockey Alberta	130	64,798	2.01
Hockey Saskatchewan	9	26,930	0.33	Hockey Saskatchewan	32	30,904	1.04
Hockey Manitoba	25	21,473	1.16	Hockey Manitoba	38	22,642	1.68
Hockey Northwestern Ontario	11	4,311	2.55	Hockey Northwestern Ontario	6	4,501	1.33
Ontario Hockey Federation	152	153,451	0.99	Ontario Hockey Federation	217	162,183	1.34
Hockey Eastern Ontario	71	20,679	3.43	Hockey Eastern Ontario	94	21,053	4.46
Hockey Québec	51	78,875	0.65	Hockey Québec	218	83,892	2.60
Hockey New Brunswick	16	14,364	1.11	Hockey New Brunswick	18	14,613	1.23
Hockey Nova Scotia	21	15,670	1.34	Hockey Nova Scotia	23	16,064	1.43
Hockey PEI	5	5,502	0.91	Hockey PEI	7	5,400	1.30
Hockey Newfoundland & Labrador	5	10,456	0.48	Hockey Newfoundland & Labrador	33	10,953	3.01
Hockey North	0	404	0.00	Hockey North	0	1,528	0.00
<b>TOTAL</b>	<b>512</b>	<b>454,494</b>	<b>1.13</b>	<b>TOTAL</b>	<b>913</b>	<b>480,680</b>	<b>1.90</b>

As shown in Figure 7.0, the average number of Rule 11.4 penalties called in 2021-22 was 1.13 per 1,000 players, while the average in 2022-23 was 1.90 per 1,000 players, representing an increase of roughly 68%. A number of factors may have influenced the increased number of Rule 11.4 penalties called by officials in the 2022-23 season, including but not limited to greater awareness around Section 11 of the Hockey Canada Rule Book due to promotional efforts ([Rule 11 Video](#)) made by Hockey Canada and its Members ([11.4 Maltreatment Awareness Day](#)) to educate and support officials, players and coaches, and improved reporting processes.

**FIGURE 7.1** 2021-22 AND 2022-23 PENALTIES CALLED BY HOCKEY CANADA MEMBER

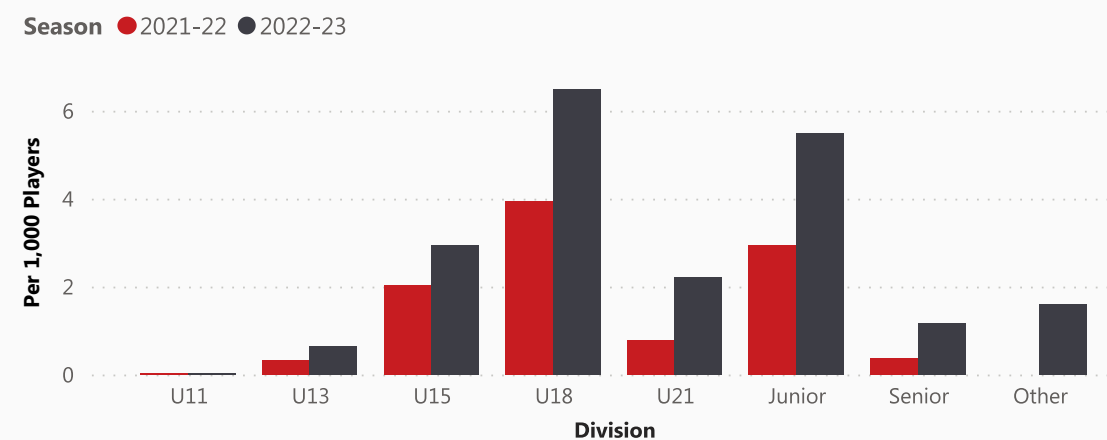




**FIGURE 8.0** PENALTIES CALLED BY DIVISION

2021-22 SEASON				2022-23 SEASON			
DIVISION	PENALTIES CALLED	PLAYERS	PER 1,000 PLAYERS	DIVISION	PENALTIES CALLED	PLAYERS	PER 1,000 PLAYERS
U11	2	194,362	0.01	U11	9	209,056	0.04
U13	25	76,662	0.33	U13	50	77,184	0.65
U15	141	69,353	2.03	U15	218	73,791	2.95
U18	282	71,453	3.95	U18	499	76,864	6.49
U21	8	10,160	0.79	U21	14	6,319	2.22
Junior	49	16,612	2.95	Junior	98	17,839	5.49
Senior	5	13,075	0.38	Senior	18	15,270	1.18
Other	0	2,817	0.00	Other	7	4,357	1.61
<b>TOTAL</b>	<b>512</b>	<b>454,494</b>	<b>1.13</b>	<b>TOTAL</b>	<b>913</b>	<b>480,680</b>	<b>1.90</b>

**FIGURE 8.1** 2021-22 AND 2022-23 PENALTIES CALLED BY DIVISION

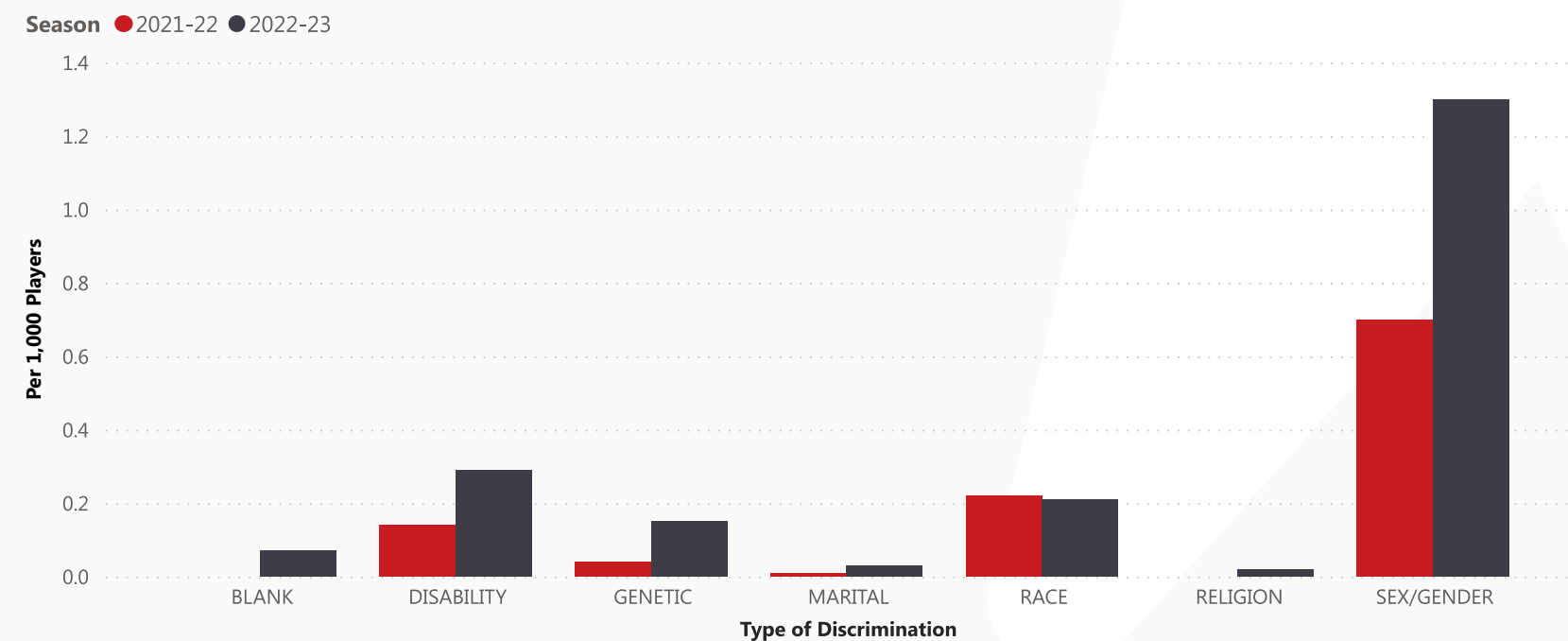


When considering Rule 11.4 penalties called by playing division, over the past two years the U18 and Junior divisions have the highest rates of penalties per 1,000 players.

*Note: Canadian Hockey League data is not included in this report.*



**FIGURE 9.0** 2021-22 AND 2022-23 PENALTIES CALLED BY TYPE OF DISCRIMINATION



The type of discrimination resulting in Rule 11.4 penalties called in the 2022-23 season was similar in breakdown to the 2021-22 season, with sexual orientation/gender identity as the most common type of discrimination. Of the Rule 11.4 penalties called, a minimal number were levied against girls/women. Further,

the vast majority of Rule 11.4 penalties called were against players and a low percentage were called against coaches.

Uniformly across all divisions, sexual orientation/gender identity discriminatory slurs were the most common reasons for Rule 11.4 penalties called.

**FIGURE 10.0** 2022-23 AVERAGE GAMES SUSPENDED BY DIVISION

DIVISION	AVG. GAMES SUSPENDED
U11	6.13
U13	5.23
U15	5.46
U18	5.47
U21	6.21
Junior	5.12
Senior	5.28
Other	5.00
<b>TOTAL</b>	<b>5.43</b>

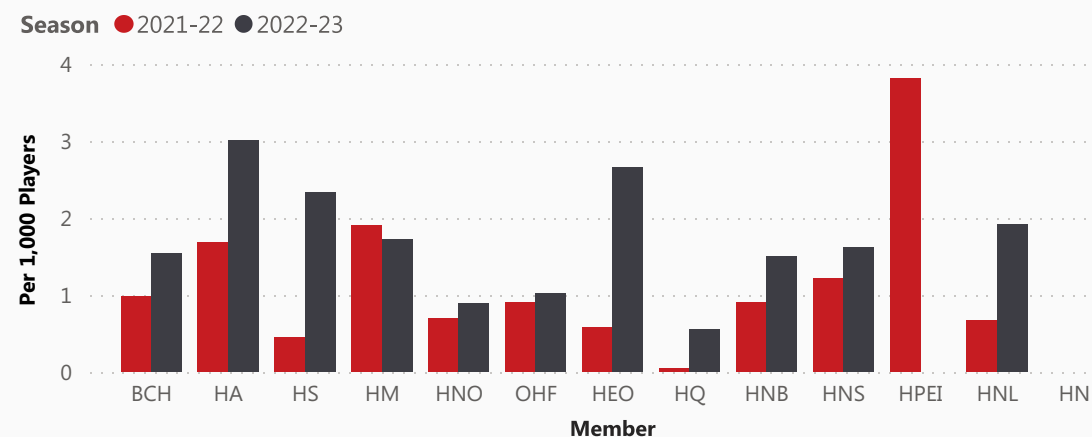
When comparing average Rule 11.4 penalties called suspension lengths for different divisions, the average suspension length meets the requirement of a five-game minimum suspension duration in all divisions.

## 4.3 RULE 11.4 REPORTED UNWITNESSED ALLEGATIONS

**FIGURE 11.0** 2021-22 AND 2022-23 ALLEGATIONS BY HOCKEY CANADA MEMBER

MEMBER	2021-22 SEASON			MEMBER	2022-23 SEASON		
	ALLEGATIONS	PLAYERS	PER 1,000 PLAYERS		ALLEGATIONS	PLAYERS	PER 1,000 PLAYERS
BC Hockey	40	40,560	0.99	BC Hockey	65	42,149	1.54
Hockey Alberta	104	61,819	1.68	Hockey Alberta	195	64,798	3.01
Hockey Saskatchewan	12	26,930	0.45	Hockey Saskatchewan	72	30,904	2.33
Hockey Manitoba	41	21,473	1.91	Hockey Manitoba	39	22,642	1.72
Hockey Northwestern Ontario	3	4,311	0.70	Hockey Northwestern Ontario	4	4,501	0.89
Ontario Hockey Federation	139	153,451	0.91	Ontario Hockey Federation	165	162,183	1.02
Hockey Eastern Ontario	12	20,679	0.58	Hockey Eastern Ontario	56	21,053	2.66
Hockey Québec	4	78,875	0.05	Hockey Québec	46	83,892	0.55
Hockey New Brunswick	13	14,364	0.91	Hockey New Brunswick	22	14,613	1.51
Hockey Nova Scotia	19	15,670	1.21	Hockey Nova Scotia	26	16,064	1.62
Hockey PEI	21	5,502	3.82	Hockey PEI	0	5,400	0.00
Hockey Newfoundland & Labrador	7	10,456	0.67	Hockey Newfoundland & Labrador	21	10,953	1.92
Hockey North	0	404	0.00	Hockey North	0	1,582	0.00
<b>TOTAL</b>	<b>415</b>	<b>454,494</b>	<b>0.91</b>	<b>TOTAL</b>	<b>711</b>	<b>480,680</b>	<b>1.48</b>

**FIGURE 11.1** 2021-22 AND 2022-23 ALLEGATIONS BY HOCKEY CANADA MEMBER



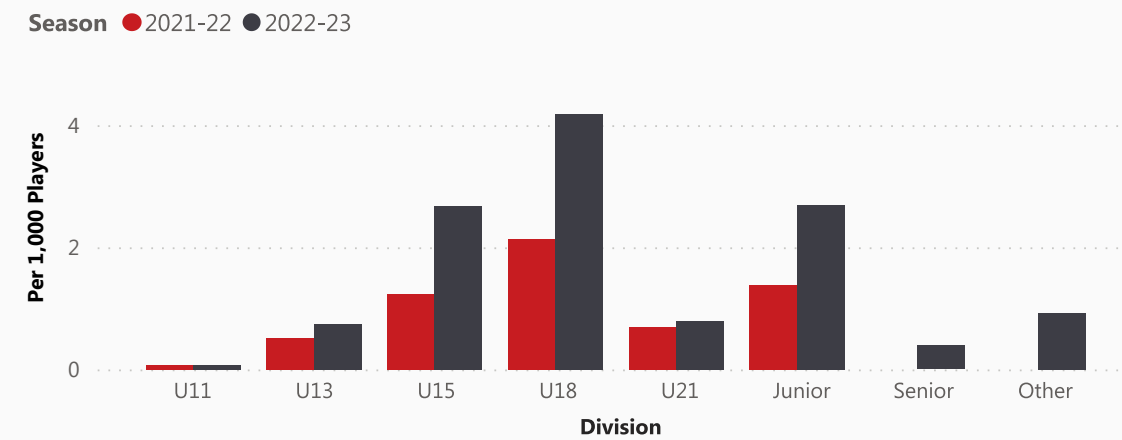
For all Hockey Canada Members, there was an increase in the number of Rule 11.4 reported allegations in the 2022-23 season when compared with the 2021-22 season. The average number of Rule 11.4 allegations was 1.48 per 1,000 players in 2022-23 and 0.91 per 1,000 players in 2021-22, an increase of roughly 63%. A number of factors may have influenced the increased number of Rule 11.4 allegations called by officials in the 2022-23 season, including but not limited to greater awareness around Section 11 of the Hockey Canada Rule Book due to promotional efforts ([Rule 11 Video](#)) made by Hockey Canada and its Members ([11.4 Maltreatment Awareness Day](#)) to educate and support officials, players and coaches, and improved reporting processes.



**FIGURE 12.0** 2021-22 AND 2022-23 ALLEGATIONS BY DIVISION

2021-22 SEASON				2022-23 SEASON			
DIVISION	ALLEGATIONS	PLAYERS	PER 1,000 PLAYERS	DIVISION	ALLEGATIONS	PLAYERS	PER 1,000 PLAYERS
U11	15	194,362	0.08	U11	15	209,056	0.07
U13	39	76,662	0.51	U13	58	77,184	0.75
U15	86	69,353	1.24	U15	198	73,791	2.68
U18	153	71,453	2.14	U18	322	76,864	4.19
U21	7	10,160	0.69	U21	5	6,319	0.79
Junior	23	16,612	1.38	Junior	48	17,839	2.69
Senior	0	13,075	0.00	Senior	6	15,270	0.39
Other	0	2,817	0.00	Other	4	4,357	0.92
Unknown	92	0	0.00	Unknown	55	0	0.00
<b>TOTAL</b>	<b>415</b>	<b>454,494</b>	<b>0.91</b>	<b>TOTAL</b>	<b>711</b>	<b>480,680</b>	<b>1.48</b>

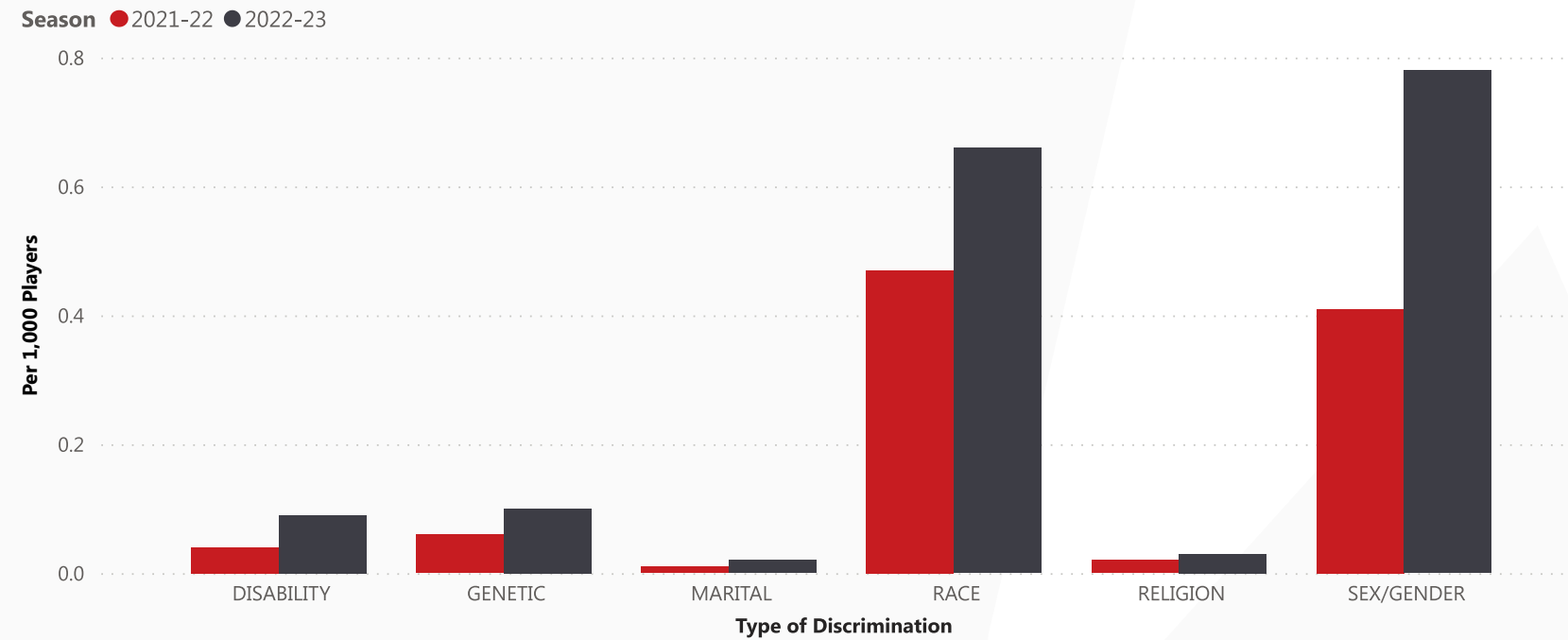
**FIGURE 12.1** 2021-22 AND 2022-23 ALLEGATIONS BY DIVISION



When compared with 2021-22 data, most divisions had higher amounts of Rule 11.4 allegations in the 2022-23 season.



**FIGURE 13.0** 2021-22 AND 2022-23 ALLEGATIONS BY TYPE OF DISCRIMINATION

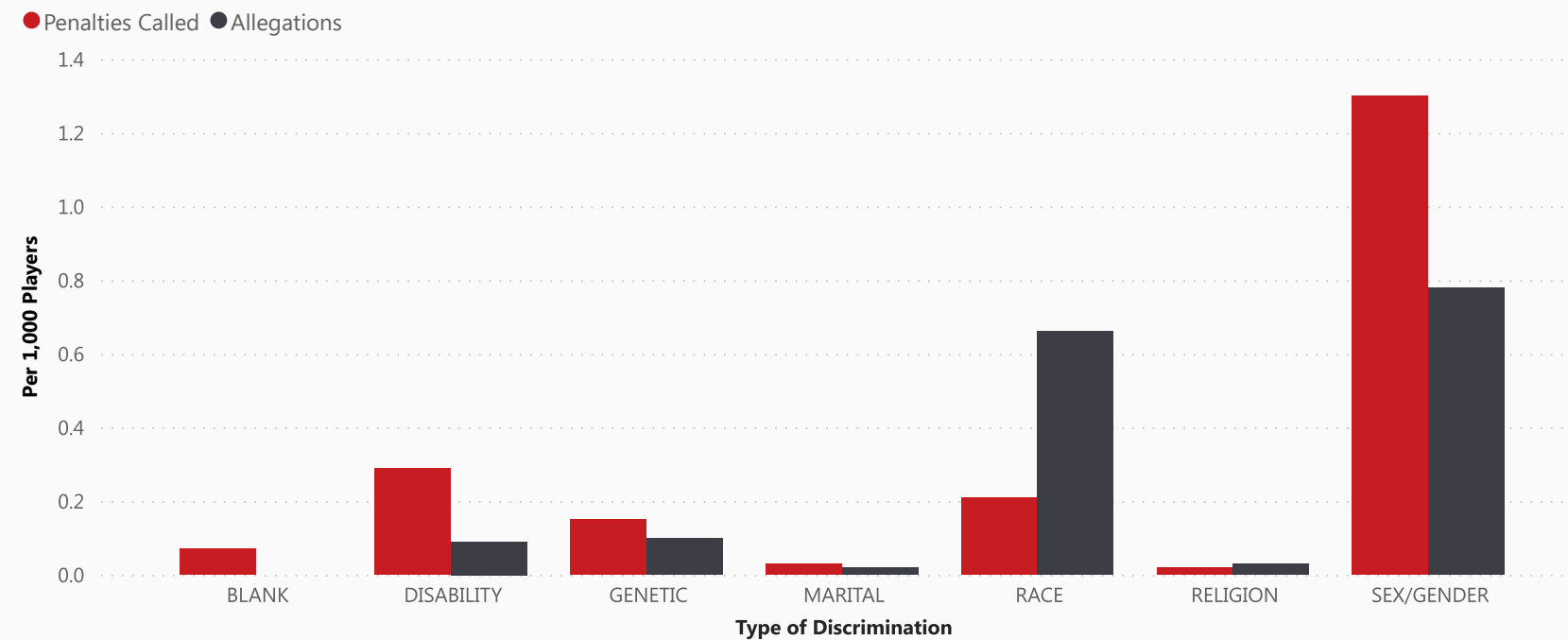


The type of discrimination resulting in Rule 11.4 allegations that was most common in both seasons was sexual orientation/gender identity. The next most common type of discrimination was race.

Sexual orientation/gender identity was the most common type of discrimination

allegations in 2022-23, though race-based allegations were more common than sexual orientation/gender identity allegations for the U11, U13 and U15 divisions. Race-based discrimination reported allegations were more common than race-based Rule 11.4 penalties called. This is shown in Figure 14.0, below.

**FIGURE 14.0** 2022-23 COMPARISON OF PENALTIES CALLED AND ALLEGATIONS REPORTED BY TYPE OF DISCRIMINATION





## 4.4 SECTION 11 PILOT PROJECT

Multiple Hockey Canada Members and the Ontario Hockey Federation (OHF) Member Partners undertook a pilot project in the 2022-23 season and implemented their own individualized tracking processes for infractions of the remaining rules in Section 11 of the Hockey Canada Rule Book. This included tracking Rules 11.1 (e), 11.2 (e), 11.2 (f), 11.3 (c) and 11.5 (c). Hockey Canada Members (and their affiliates) that participated in this pilot project included:

- BC Hockey
- Hockey Alberta
- Hockey Saskatchewan
- Hockey Northwestern Ontario
- Hockey Eastern Ontario
- Hockey Quebec
- Hockey New Brunswick
- Hockey Nova Scotia
- Hockey Newfoundland and Labrador
- Ontario Hockey Federation
  - o Northern Ontario Hockey Association
  - o Ontario Women’s Hockey Association

These organizations as a group represent roughly 68% of Hockey Canada’s total registration for the 2022-23 season. All data in this section are based on the information provided to Hockey Canada through various reporting mechanisms used by each of the organizations listed above.

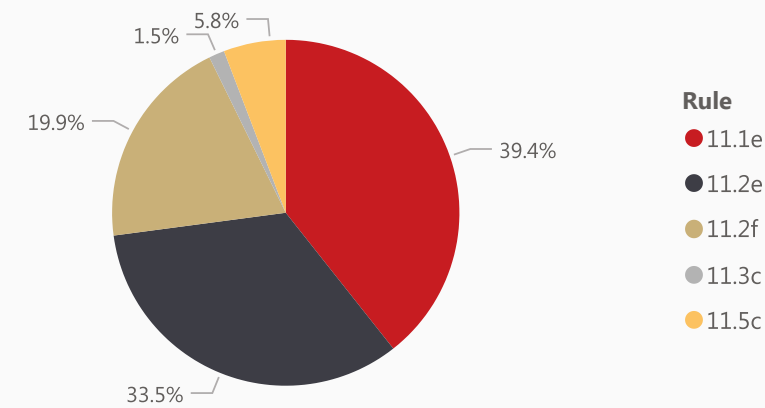
The penalties tracked in the pilot project are based on the following rules outlined in Section 11 of the [Hockey Canada Rule Book](#).

**FIGURE 15.0** SUMMARY OF SECTION 11: MALTREATMENT PENALTIES AND SUSPENSIONS

RULE #	TYPE	PENALTY
11.1 (e)	Game Misconduct	Unsportsmanlike Conduct
11.2 (e)	Game Misconduct	Disrespectful and Abusive Behavior
11.2 (f)	Gross Misconduct	Disrespectful and Abusive Behavior
11.3 (c)	Match	Spitting
11.4	Gross Misconduct	Discrimination
11.5 (c)	Match	Physical Harassment of Officials

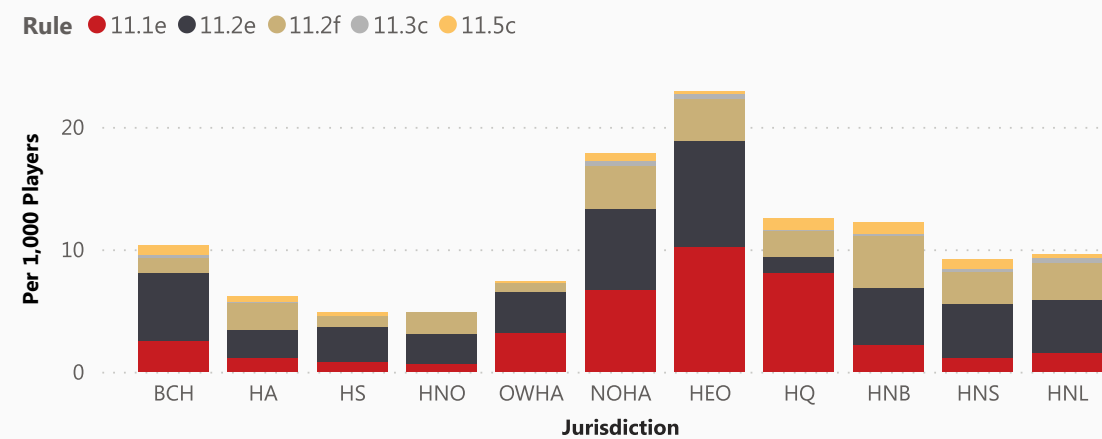
## 4.5 SECTION 11 PILOT PROJECT DATA

**FIGURE 16.0** 2022-23 SECTION 11 PENALTIES BY RULE



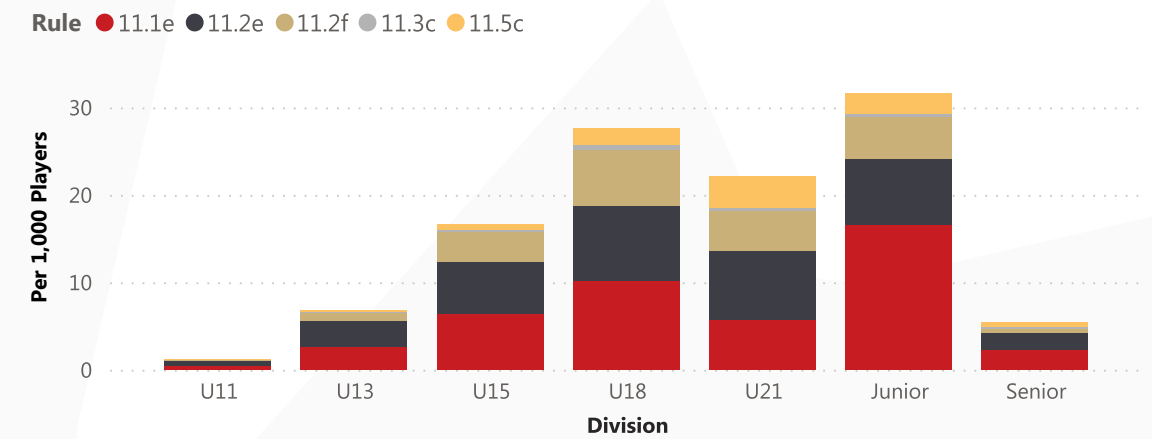
In 2022-23, participating Hockey Canada Members and OHF Member Partners reported a total of 3,368 Section 11 penalties called, other than Rule 11.4 penalties. As indicated by Figure 16.0, the most frequent penalties from the Section 11 pilot data were 11.1 (e) and 11.2 (e), followed by 11.2 (f), 11.5 (c) and 11.3 (c).

**FIGURE 17.0** 2022-23 SECTION 11 PENALTIES BY JURISDICTION AND RULE



The average amount of Section 11 penalties (other than Rule 11.4) in the pilot project was 10.25 penalties per 1,000 players among all Hockey Canada Members and OHF Member Partners.

**FIGURE 18.0** 2022-23 SECTION 11 PENALTIES BY DIVISION AND RULE



The volume of Section 11 penalties (non-Rule 11.4) were highest in the U18 and Junior divisions. Canadian Hockey League data is not included in this report.





## SECTION 5

# SUMMARY OF FINDINGS & NEXT STEPS

### 5.1 SUMMARY OF FINDINGS

To summarize broadly, Hockey Canada received multiple sources of data relating to maltreatment in its sanctioned programming in the 2022-23 season. These alleged incidents and penalties were reported from a population of 480,680 registered players and other registered participants (coaches, officials, bench staff). The alleged incidents and penalties were reported through two independent mechanisms (OSIC and ITP), through Hockey Canada Members, their use of the Hockey Canada Registry (HCR) and the Section 11 data tracking pilot project.

The first year of data from the ITP highlighted that a higher volume of complaints were submitted during the hockey season than the off-season. Also, there were several types of maltreatment reflected by the ITP's complaint intake assessment process. Further, the ITP accepted 187 of the 1,872 complaints it received. This means nearly one complaint was submitted for every 200 players in Hockey Canada-sanctioned programs. Complaints submitted to the ITP must reach a threshold of severity to be accepted while complaints not accepted are redirected to Hockey Canada Members. Bullying, harassment and discrimination were the most frequently received complaint types by the ITP.

The OSIC received 25 complaints relating to ice hockey in the period between June 20, 2022 and June 30, 2023. Of those complaints, 24 were inadmissible (on grounds as noted within Section 3 of this report) and one was pending jurisdiction determination as of June 30, 2023. Hockey Canada is also undergoing a Sport Environment Assessment through the OSIC.

In the 2021-22 season across all Hockey Canada-sanctioned programs, there were 1.13 Rule 11.4 penalties called per 1,000 players, while during the 2022-23 season there were 1.90 Rule 11.4 penalties called per 1,000 players, an increase of roughly 68%. Additionally, for reported unwitnessed allegations of a Rule 11.4 infraction, the 2021-22 season averaged 0.91 allegations per 1,000 players, while the 2022-23

season averaged 1.48 allegations per 1,000 players, an increase of roughly 63%. A number of factors may have influenced the increased number of Rule 11.4 penalties called by officials and allegations in the 2022-23 season, including but not limited to greater awareness around Section 11 of the Hockey Canada Rule Book due to promotional efforts (Rule 11 Video) made by Hockey Canada and its Members (11.4 Maltreatment Awareness Day) to educate and support officials, players and coaches, and improved reporting processes.

For the Section 11 pilot project, participating Hockey Canada Members and OHF Member Partners reported 10.25 Section 11 non-Rule 11.4 penalties called per 1,000 players. The most commonly called penalties were 11.1 (e) and 11.2 (e).

Hockey Canada is optimistic this report represents a step towards accurately reporting the prevalence of maltreatment in its sanctioned programming.

### 5.2 NEXT STEPS

The mechanisms used to track maltreatment are newly developed and have been recently refined. Tracking systems throughout the hockey ecosystem will continue to improve, which will improve the accuracy of reporting over time. The independent complaint management mechanisms and Hockey Canada Members need to be prepared to adapt to any changing structures to address maltreatment that may be implemented by [their respective provincial governments](#). Further, the needs of the hockey community may also change and hockey organizations need to be ready to adapt and support required changes through strong systems to prevent and address maltreatment.



There are several initiatives Hockey Canada is working towards in the 2023-24 season and beyond to prevent and address maltreatment behaviours in its sanctioned programming, including:

1. In June 2022, Hockey Canada approved a Gender Expression and Equity policy that has been implemented to provide its Members with guidance about including individuals in hockey who have diverse gender expressions and identities. Further, this policy is accompanied by an implementation strategy that includes training opportunities for Members and grassroots leaders, and resource development and sharing. Throughout the 2023-24 season, these actions will be implemented with Hockey Canada Members to work towards creating safer and more inclusive spaces for all participants – including gender-diverse individuals. Links for these initiatives are here:

- [Gender Expression and Identity Policy](#)
- [Gender Expression and Identity Policy FAQ](#)
- [Resources related to Gender Expression and Identity](#)
- [Dressing Room Policy](#)
- [Dressing Room Policy FAQ](#)
- [Dressing Room Policy Implementation Guide](#)

2. Hockey Canada will implement a pilot project version of an Innovation Exchange with its Members. This will be a platform and collaborative space where individuals and organizations can share, exchange and showcase innovative ideas, practices, technologies and solutions, and serve as a hub for connecting innovators, fostering collaboration and facilitating the transfer of knowledge and expertise across Members. The Hockey Canada Innovation Exchange will disseminate best practices, case studies, success stories and lessons learned from various internal and external sources.

3. To continue momentum moving forward to prevent and address maltreatment and other cultural issues in hockey, Hockey Canada recently hosted the inaugural Beyond the Boards Summit, the first in a series of sessions to make positive changes to the culture of hockey.

4. Hockey Canada [recently published](#) its Equity, Diversity and Inclusion (EDI) Path Forward. The EDI Path Forward highlights people, customer community and brand as priorities in this area. In addition to the Commitment to Action statement, the EDI Path Forward includes guiding questions that led this important work, and 13 objectives that will be addressed in the next two years.

5. Hockey Canada will continue to develop, distribute and educate community members about policies, templates and tools that have been developed to support its Members and local hockey associations. One example of this support includes policy templates for behavioural expectations (codes of conduct) and complaint management processes.

6. Hockey Canada Members are committed to tracking all penalties of Rule 11 infractions in the 2023-24 season.

7. Hockey Canada is committed to providing financial resources to support the Independent Third Party (ITP) complaint management mechanism and maintaining signatory status with the Office of the Sport Integrity Commissioner (OSIC).

8. Additional operational and complaint tracking infrastructure has been developed by the ITP. As an example, its website launched recently at [SportComplaints.ca](#).

9. An evaluation process is in development and will be implemented for the ITP to ensure the mechanism is meeting the needs of Hockey Canada Members and their communities, as well as having the capacity to adapt to any new provincial government-led complaint management initiatives.

10. The release of the Hockey Canada Sport Safety Framework that serves as the guiding plan for the organization's sport safety activities and includes its holistic vision of sport safety. The Framework will outline the organizational principles for safe hockey environments while addressing six key areas of focus: maltreatment, gender expression and identity, injury prevention and mental wellbeing, competition manipulation, antidoping and ethics.



