



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

---

**2023-24**





# SECTION 1

## EXECUTIVE SUMMARY

### INTRODUCTION

Hockey Canada recognizes that for all the good the sport brings to individuals and communities, maltreatment does occur in hockey. In collaboration with our Members, we need to gain a better understanding of the types of maltreatment present in hockey in order for the hockey community to address it 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.

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.

### METRICS

All incidents of maltreatment are tracked per 1,000 players to provide comparable metrics over time and participation differences between Hockey Canada's Members. This metric has been selected because it is the most reliable and scalable indicator of general population size for all individuals involved in Hockey Canada-sanctioned programming. More specifically, this means a given number of players in a specific jurisdiction of sanctioned programming has a similarly proportioned number of officials, coaches and other individuals who participate in sanctioned programming.

Hockey Canada and its Members are continuing 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 its first report of all incidents of verbal taunts, insults or intimidation based on discriminatory grounds which occurred during the 2021-22 season, under Rule 11.4 – Discrimination. For the 2022-23 season, the reporting was expanded to include data from two independent complaint management mechanisms; the Office of the Sport Integrity Commissioner (OSIC) and the Independent Third Party (ITP).

This report includes information from the Office of the Sport Integrity Commissioner and all tracked penalties and allegations of incidents related to Section 11 (Maltreatment) of the Hockey Canada Rulebook between July 1, 2023 and June 30, 2024.

### CONFIDENTIALITY

All data in this report, including information about complaints to independent mechanisms, penalties and unwitnessed allegations, are communicated publicly in an anonymous fashion and focus on the overall scope of maltreatment in sanctioned hockey rather than specific incidents of maltreatment behaviours.





## INDEPENDENT THIRD PARTY (ITP)

Hockey Canada has appointed an Independent Third Party (ITP) to administer all maltreatment complaints within Hockey Canada's sanctioned programming within the scope of its approved Maltreatment Complaint Management Policy. The ITP completed its second year of operations and will publish a detailed activity report on the 2023-24 season that includes information about: complaint management processes, complaint intake statistics, complaint acceptance, complaint process outcomes (sanctioning), complaint timelines, a year-over-year comparison of complaint data, and a summary of its operations.

## RULE 11.4

Rule 11.4 includes penalties witnessed and called by officials and reported allegations not witnessed by an official that require investigation. Under Rule 11.4, there were 2.6/1,000 players (or 1,291) penalties called during the 2023-24 season, up roughly 41% from 1.9/1,000 players (or 913) in the 2022-23 season. In addition, there were 1.3/1,000 players (or 636) reported allegations during the 2023-24 season, down roughly 11% from 1.5/1,000 players (or 711) in the 2022-23 season. Similar to previous seasons, sex, sexual orientation and gender-based discriminatory slurs were the most common type of witnessed penalties resulting in suspensions. Race-based discriminatory slurs were the second-most common type of reported alleged discrimination.

## SECTION 11 OF THE HOCKEY CANADA RULEBOOK

For the first time, all types of Section 11 (Maltreatment) penalties were tracked and reported on by all 13 of Hockey Canada's Members. These calls included and captured a total of 14.2 penalties called per 1,000 players. Because this was the first season with data from all Hockey Canada Members, this information serves as a baseline moving forward. The most common penalties were 11.1(e) Unsportsmanlike Conduct, 11.2(e) Abusive Conduct, and 11.3(c) Spitting.

## ONGOING COMMITMENT

Hockey Canada and its Members are committed to reporting on maltreatment in sanctioned hockey during the 2024-25 season and beyond to facilitate ongoing efforts to prevent and address maltreatment behaviours.

## ABUSE FREE SPORT (OSIC)

As a signatory to Abuse-Free Sport and the Office of the Sport Integrity Commissioner (OSIC), all complaints of maltreatment, including abuse, discrimination and harassment at the national level are directed to OSIC, which received 18 complaints relating to Ice Hockey from July 1, 2023 – June 30, 2024. Of those 18 complaints, 15 were deemed inadmissible and three were pending jurisdiction assessment at the close of their reporting period.





# SECTION 2

## TRACKING MALTREATMENT IN SANCTIONED HOCKEY IN 2023-24

### 2.1 DEFINING MALTREATMENT IN HOCKEY

Maltreatment is defined as 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, as well as 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.

### 2.2 HOCKEY CANADA SANCTIONED PROGRAMS

To contextualize the frequency of incidents of maltreatment in this report, Hockey Canada’s registration data for players in its sanctioned programs for the 2023-24 season is included in Figure 1.0. 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. **This data does not include participants in the Canadian Hockey League or all levels of adult recreational hockey.**

FIGURE 1.0 2023-24 HOCKEY CANADA PLAYER DATA

| MEMBER                         | PLAYERS |
|--------------------------------|---------|
| BC Hockey                      | 43,435  |
| Hockey Alberta                 | 68,241  |
| Hockey Saskatchewan            | 31,230  |
| Hockey Manitoba                | 23,637  |
| Hockey Northwestern Ontario    | 4,648   |
| Ontario Hockey Federation      | 173,761 |
| Hockey Eastern Ontario         | 21,428  |
| Hockey Québec                  | 86,505  |
| Hockey New Brunswick           | 15,245  |
| Hockey Nova Scotia             | 16,483  |
| Hockey PEI                     | 5,503   |
| Hockey Newfoundland & Labrador | 11,676  |
| Hockey North                   | 698     |
| TOTAL                          | 502,490 |

All incidents of maltreatment are tracked per 1,000 players to provide comparable metrics over time and between different jurisdictions within Hockey Canada sanctioned programming.





## SECTION 3

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

### 3.1 ABUSE-FREE SPORT STATISTICAL REPORT

#### 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.

#### REPORTING PERIOD:

July 1, 2023 to June 30, 2024

#### COMPLAINTS/REPORTS:

Total number of complaints/reports received by the OSIC during the reporting period relating to hockey: 18

#### ADMISSIBILITY/INADMISSIBILITY:

15 inadmissible and three are pending jurisdiction determination as of June 30, 2024

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

73.3% (11/15): Respondent is not a participant under the authority of the signatory (Hockey Canada)

20% (3/15): Issue raised was unrelated to the Universal Code of Conduct to Prevent and Address Maltreatment in Sport (UCCMS)

6.67% (1/15): Case out of jurisdiction due to other reasons (unlikely to be relevant)

An alternative reporting option was identified by the OSIC in approximately 73.3% (11/15) and referral made in 53.3% (8/15) of the inadmissible cases.<sup>1</sup>

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

<sup>1</sup> Note that the existence of an alternate reporting option does not guarantee that 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 RULEBOOK

Section 11 of the Hockey Canada Rulebook 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 138-143 of the [Hockey Canada Rulebook](#) or view [this video](#).

During the 2023-24 season, improved data collection strategies from Hockey Canada Members were implemented by leveraging the Hockey Canada Registry and additional methods to capture more information than previously reported. Accordingly, this report includes three types of data related to Section 11 of the Hockey Canada Rulebook:

1. Rule 11.4 penalties witnessed and called by officials;
2. Rule 11.4 reported allegations not witnessed by an official requiring investigation, and;
3. Rules 11.1(e), 11.2(e), 11.2(f), 11.3(c), 11.5(c), and 11.5(e) penalties witnessed and called by officials.

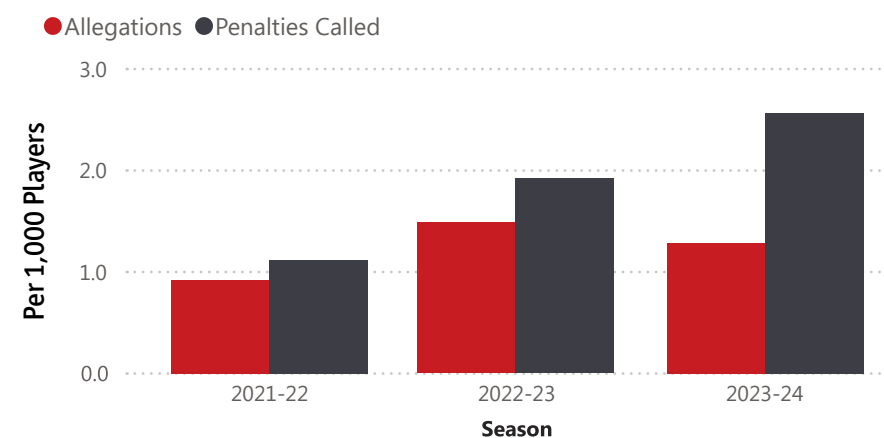
### 4.1 RULE 11.4

Rule 11.4 – Discrimination 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. Data in the remaining sections of this report include incidents of discrimination (11.4) and other types of maltreatment (11.1, 11.2, 11.3 and 11.5) that were observed in person and recorded through game incident reports which were then tracked in the Hockey Canada Registry, or allegations of incidents that were reported to on-ice officials, minor hockey associations or Hockey Canada Members for investigation and further processing.

**FIGURE 2.0** ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS AND UNWITNESSED ALLEGATIONS





## 4.2 RULE 11.4 PENALTIES CALLED BY OFFICIALS

FIGURE 3.0 ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY HOCKEY CANADA MEMBER

| MEMBER                         | 2021-22 SEASON |         |                   | 2022-23 SEASON |         |                   | 2023-24 SEASON |         |                   |
|--------------------------------|----------------|---------|-------------------|----------------|---------|-------------------|----------------|---------|-------------------|
|                                | PENALTIES      | PLAYERS | PER 1,000 PLAYERS | PENALTIES      | PLAYERS | PER 1,000 PLAYERS | PENALTIES      | PLAYERS | PER 1,000 PLAYERS |
| BC Hockey                      | 55             | 40,560  | 1.36              | 97             | 42,149  | 2.30              | 95             | 43,435  | 2.19              |
| Hockey Alberta                 | 91             | 61,819  | 1.47              | 130            | 64,798  | 2.01              | 188            | 68,241  | 2.75              |
| Hockey Saskatchewan            | 9              | 26,930  | 0.33              | 32             | 30,904  | 1.04              | 97             | 31,230  | 3.11              |
| Hockey Manitoba                | 25             | 21,473  | 1.16              | 38             | 22,642  | 1.68              | 82             | 23,637  | 3.47              |
| Hockey Northwestern Ontario    | 11             | 4,311   | 2.55              | 6              | 4,501   | 1.33              | 2              | 4,648   | 0.43              |
| Ontario Hockey Federation      | 152            | 153,451 | 0.99              | 217            | 162,183 | 1.34              | 343            | 173,761 | 1.97              |
| Hockey Eastern Ontario         | 71             | 20,679  | 3.43              | 94             | 21,053  | 4.46              | 131            | 21,428  | 6.11              |
| Hockey Québec                  | 51             | 78,875  | 0.65              | 218            | 83,892  | 2.60              | 243            | 86,505  | 2.81              |
| Hockey New Brunswick           | 16             | 14,364  | 1.11              | 18             | 14,613  | 1.23              | 17             | 15,245  | 1.12              |
| Hockey Nova Scotia             | 21             | 15,670  | 1.34              | 23             | 16,064  | 1.43              | 56             | 16,483  | 3.42              |
| Hockey PEI                     | 5              | 5,502   | 0.91              | 7              | 5,400   | 1.30              | 12             | 5,503   | 2.18              |
| Hockey Newfoundland & Labrador | 5              | 10,456  | 0.48              | 33             | 10,953  | 3.01              | 25             | 11,676  | 2.14              |
| Hockey North                   | 0              | 404     | 0.00              | 0              | 1,528   | 0.00              | 0              | 698     | 0.00              |
| TOTAL                          | 512            | 454,494 | 1.13              | 913            | 480,680 | 1.90              | 1,291          | 502,490 | 2.57              |

FIGURE 3.1 ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY HOCKEY CANADA MEMBER

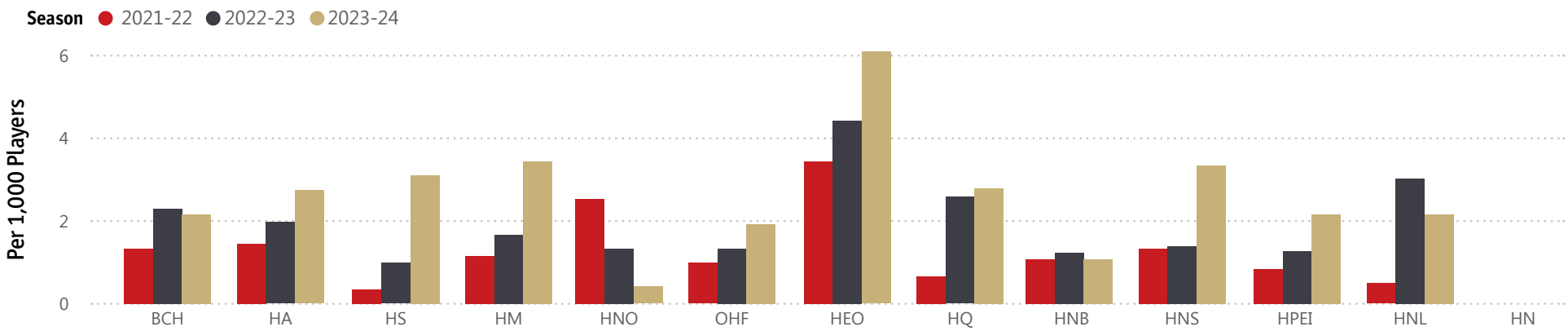
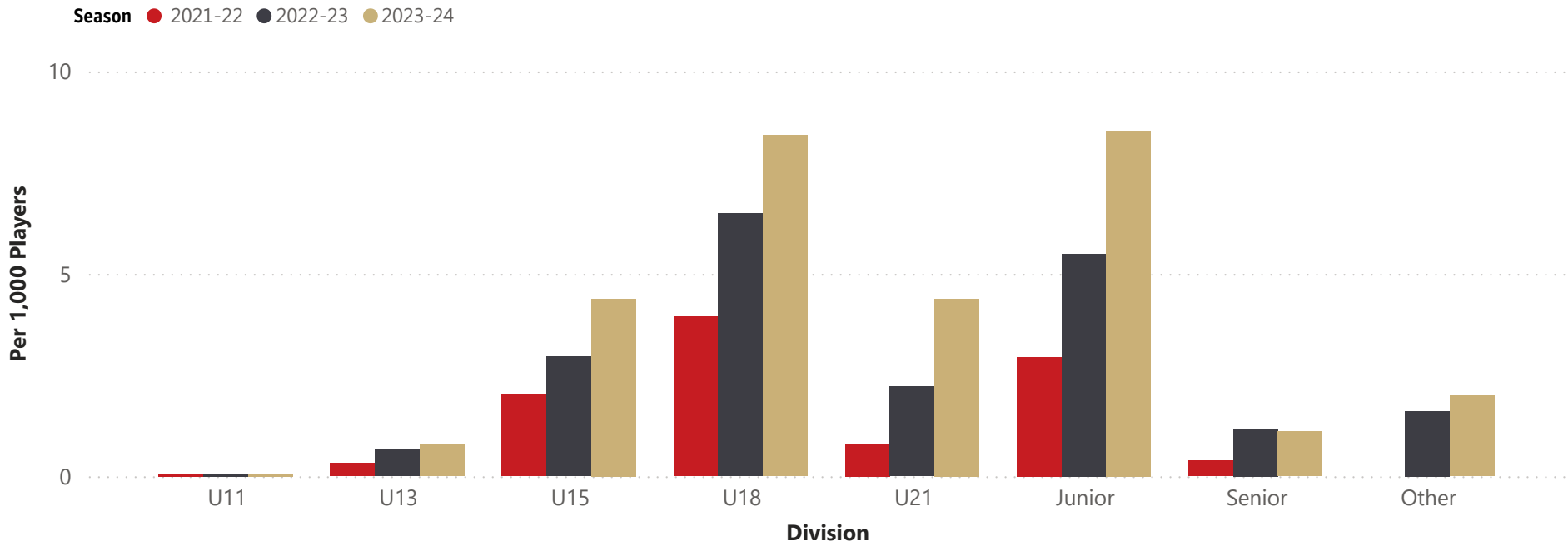




FIGURE 4.0 ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY PLAYING DIVISION

| DIVISION | 2021-22 SEASON |         |                   | 2022-23 SEASON |         |                   | 2023-24 SEASON |         |                   |
|----------|----------------|---------|-------------------|----------------|---------|-------------------|----------------|---------|-------------------|
|          | PENALTIES      | PLAYERS | PER 1,000 PLAYERS | PENALTIES      | PLAYERS | PER 1,000 PLAYERS | PENALTIES      | PLAYERS | PER 1,000 PLAYERS |
| U11      | 2              | 194,362 | 0.01              | 9              | 209,056 | 0.04              | 15             | 218,933 | 0.07              |
| U13      | 25             | 76,662  | 0.33              | 50             | 77,184  | 0.65              | 61             | 78,440  | 0.78              |
| U15      | 141            | 69,353  | 2.03              | 218            | 73,791  | 2.95              | 328            | 74,768  | 4.39              |
| U18      | 282            | 71,453  | 3.95              | 499            | 76,864  | 6.49              | 652            | 77,404  | 8.42              |
| U21      | 8              | 10,160  | 0.79              | 14             | 6,319   | 2.22              | 30             | 6,838   | 4.39              |
| Junior   | 49             | 16,612  | 2.95              | 98             | 17,839  | 5.49              | 165            | 19,327  | 8.54              |
| Senior   | 5              | 13,075  | 0.38              | 18             | 15,270  | 1.18              | 17             | 15,344  | 1.11              |
| Other    | 0              | 2,817   | 0.00              | 7              | 4,357   | 1.61              | 23             | 11,436  | 2.01              |
| TOTAL    | 512            | 454,494 | 1.13              | 913            | 480,680 | 1.90              | 1,291          | 502,490 | 2.57              |

FIGURE 4.1 ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY AGE DIVISION

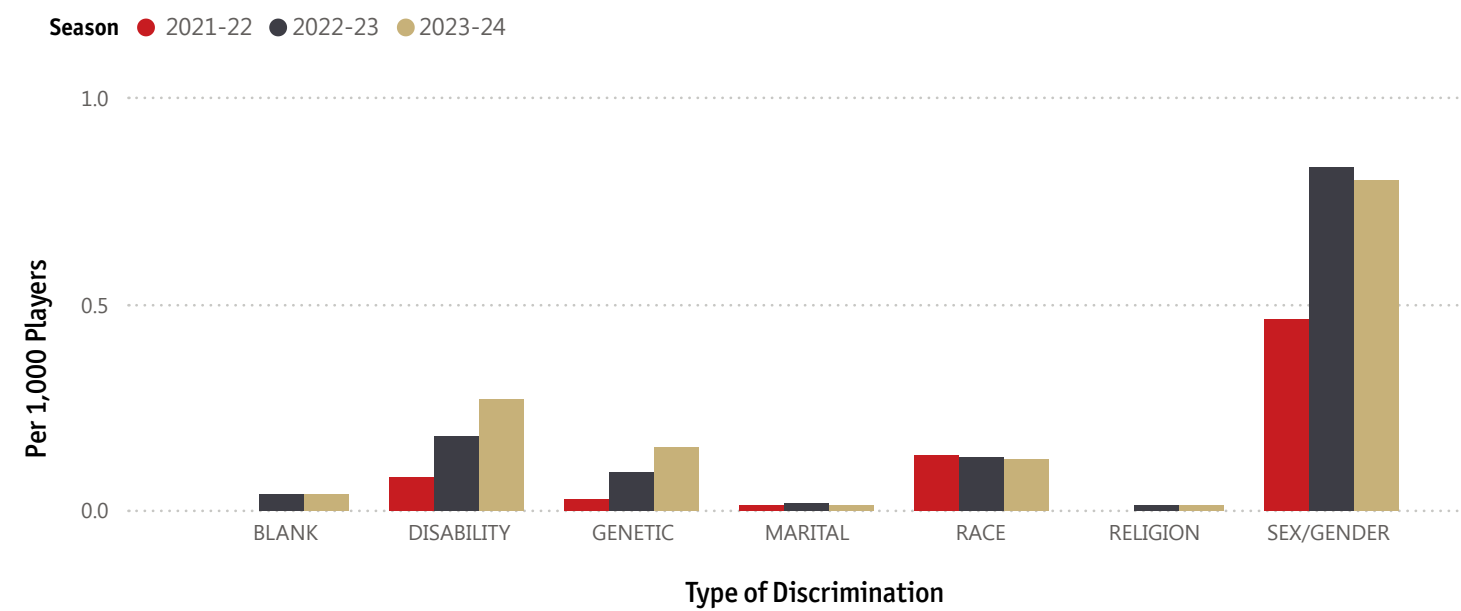


\*Note: This data does not include participants in the Canadian Hockey League or all levels of adult recreational hockey.

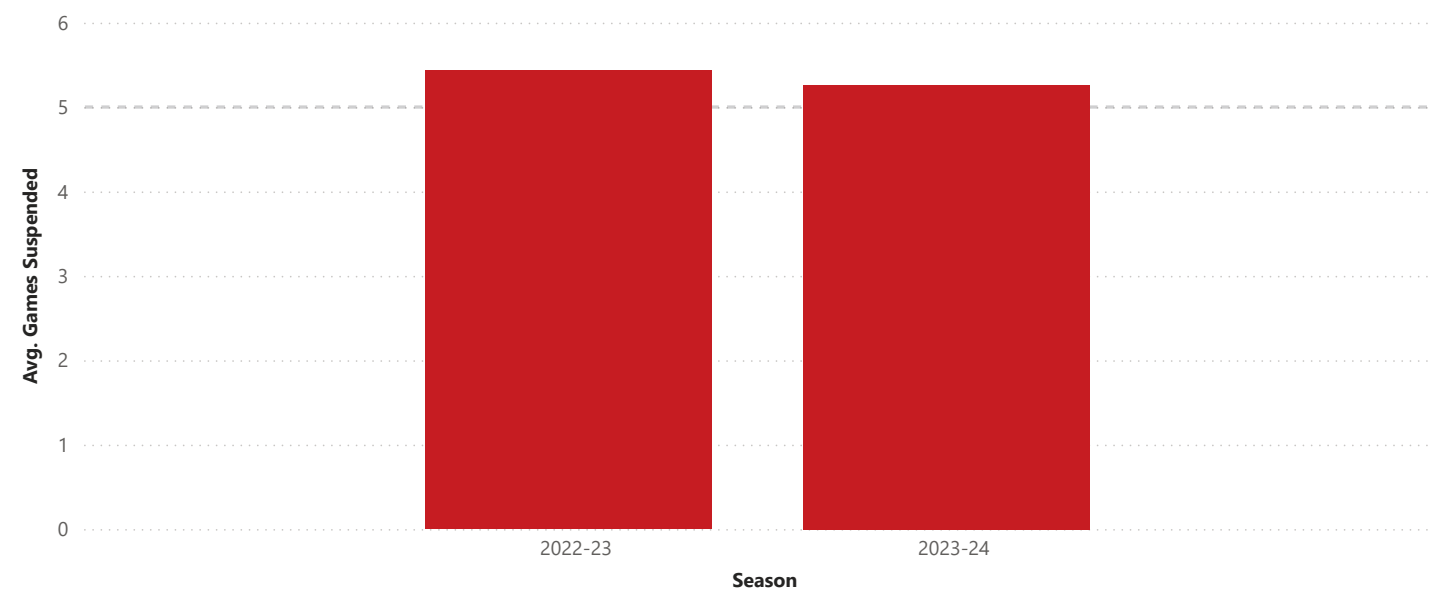




**FIGURE 5.0** ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY TYPE OF DISCRIMINATION



**FIGURE 6.0** WITNESSED RULE 11.4 SUSPENSION DURATIONS





# 4.3 RULE 11.4 REPORTED UNWITNESSED ALLEGATIONS

FIGURE 7.0 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY HOCKEY CANADA MEMBER

| MEMBER                         | 2021-22 SEASON |         |                   | 2022-23 SEASON |         |                   | 2023-24 SEASON |         |                   |
|--------------------------------|----------------|---------|-------------------|----------------|---------|-------------------|----------------|---------|-------------------|
|                                | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS |
| BC Hockey                      | 40             | 40,560  | 0.99              | 65             | 42,149  | 1.54              | 61             | 43,435  | 1.40              |
| Hockey Alberta                 | 104            | 61,819  | 1.68              | 195            | 64,798  | 3.01              | 146            | 68,241  | 2.14              |
| Hockey Saskatchewan            | 12             | 26,930  | 0.45              | 72             | 30,904  | 2.33              | 66             | 31,230  | 2.11              |
| Hockey Manitoba                | 41             | 21,473  | 1.91              | 39             | 22,642  | 1.72              | 55             | 23,637  | 2.33              |
| Hockey Northwestern Ontario    | 3              | 4,311   | 0.70              | 4              | 4,501   | 0.89              | 5              | 4,648   | 1.08              |
| Ontario Hockey Federation      | 139            | 153,451 | 0.91              | 165            | 162,183 | 1.02              | 166            | 173,761 | 0.96              |
| Hockey Eastern Ontario         | 12             | 20,679  | 0.58              | 56             | 21,053  | 2.66              | 63             | 21,428  | 2.94              |
| Hockey Québec                  | 4              | 78,875  | 0.05              | 46             | 83,892  | 0.55              | 28             | 86,505  | 0.32              |
| Hockey New Brunswick           | 13             | 14,364  | 0.91              | 22             | 14,613  | 1.51              | 22             | 15,245  | 1.44              |
| Hockey Nova Scotia             | 19             | 15,670  | 1.21              | 26             | 16,064  | 1.62              | 17             | 16,483  | 1.03              |
| Hockey PEI                     | 21             | 5,502   | 3.82              | 0              | 5,400   | 0.00              | 0              | 5,503   | 0.00              |
| Hockey Newfoundland & Labrador | 7              | 10,456  | 0.67              | 21             | 10,953  | 1.92              | 7              | 11,676  | 0.60              |
| Hockey North                   | 0              | 404     | 0.00              | 0              | 1,528   | 0.00              | 0              | 698     | 0.00              |
| TOTAL                          | 415            | 454,494 | 0.91              | 711            | 480,680 | 1.48              | 636            | 502,490 | 1.27              |

FIGURE 7.1 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY HOCKEY CANADA MEMBER

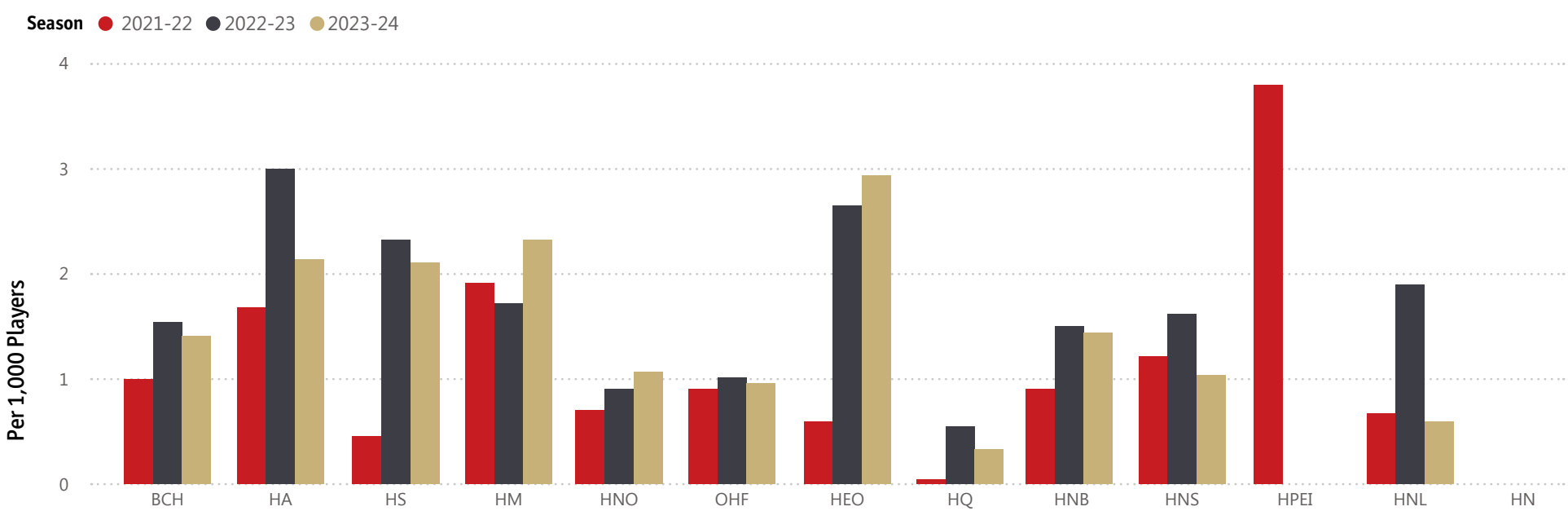






FIGURE 8.0 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY DIVISION

| DIVISION | 2021-22 SEASON |         |                   | 2022-23 SEASON |         |                   | 2023-24 SEASON |         |                   |
|----------|----------------|---------|-------------------|----------------|---------|-------------------|----------------|---------|-------------------|
|          | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS | ALLEGATIONS    | PLAYERS | PER 1,000 PLAYERS |
| U11      | 15             | 194,362 | 0.08              | 15             | 209,056 | 0.07              | 14             | 218,933 | 0.06              |
| U13      | 39             | 76,662  | 0.51              | 58             | 77,184  | 0.75              | 69             | 78,440  | 0.88              |
| U15      | 86             | 69,353  | 1.24              | 198            | 73,791  | 2.68              | 148            | 74,768  | 1.98              |
| U18      | 153            | 71,453  | 2.14              | 322            | 76,864  | 4.19              | 251            | 77,404  | 3.24              |
| U21      | 7              | 10,160  | 0.69              | 5              | 6,319   | 0.79              | 4              | 6,838   | 0.58              |
| Junior   | 23             | 16,612  | 1.38              | 48             | 17,839  | 2.69              | 40             | 19,327  | 2.07              |
| Senior   | 0              | 13,075  | 0.00              | 6              | 15,270  | 0.39              | 9              | 15,344  | 0.59              |
| Other    | 0              | 2,817   | 0.00              | 4              | 4,357   | 0.92              | 3              | 11,436  | 0.26              |
| Unknown  | 92             | 0       | 0.00              | 55             | 0       | 0.00              | 98             | 0       | 0.00              |
| TOTAL    | 415            | 454,494 | 0.91              | 711            | 480,680 | 1.48              | 636            | 502,490 | 1.27              |

FIGURE 8.1 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY DIVISION

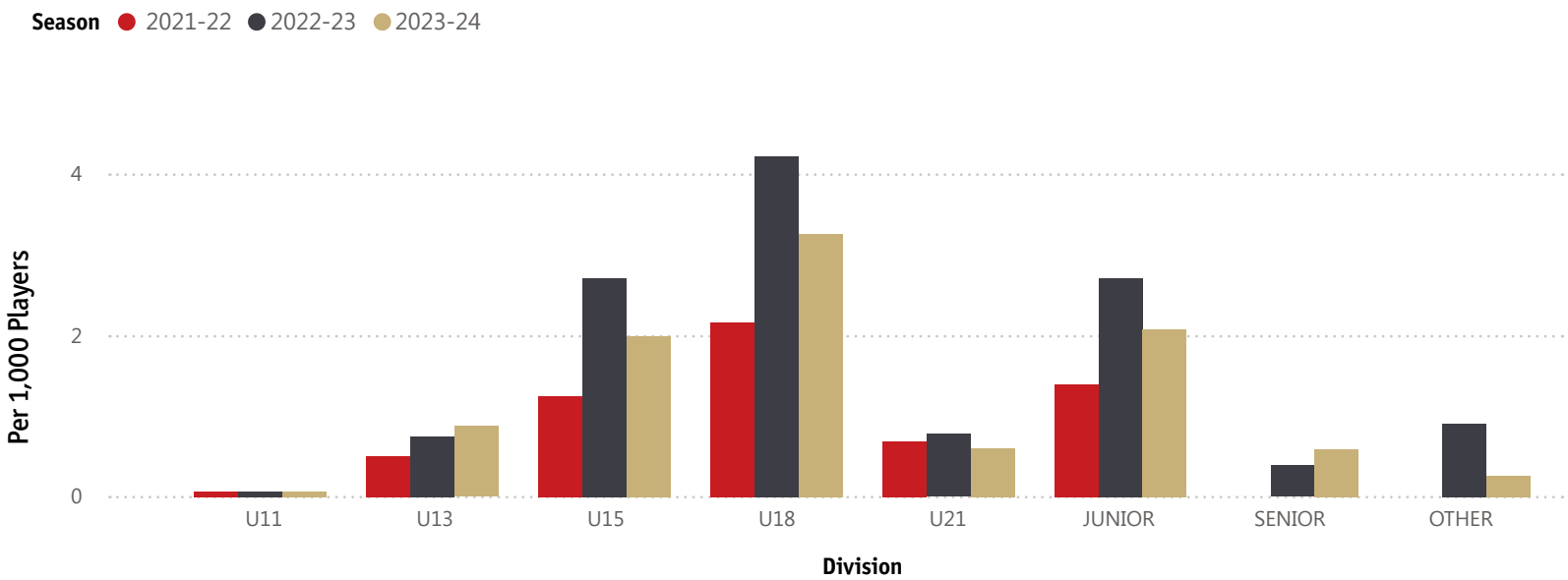






FIGURE 9.0 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY TYPE OF DISCRIMINATION

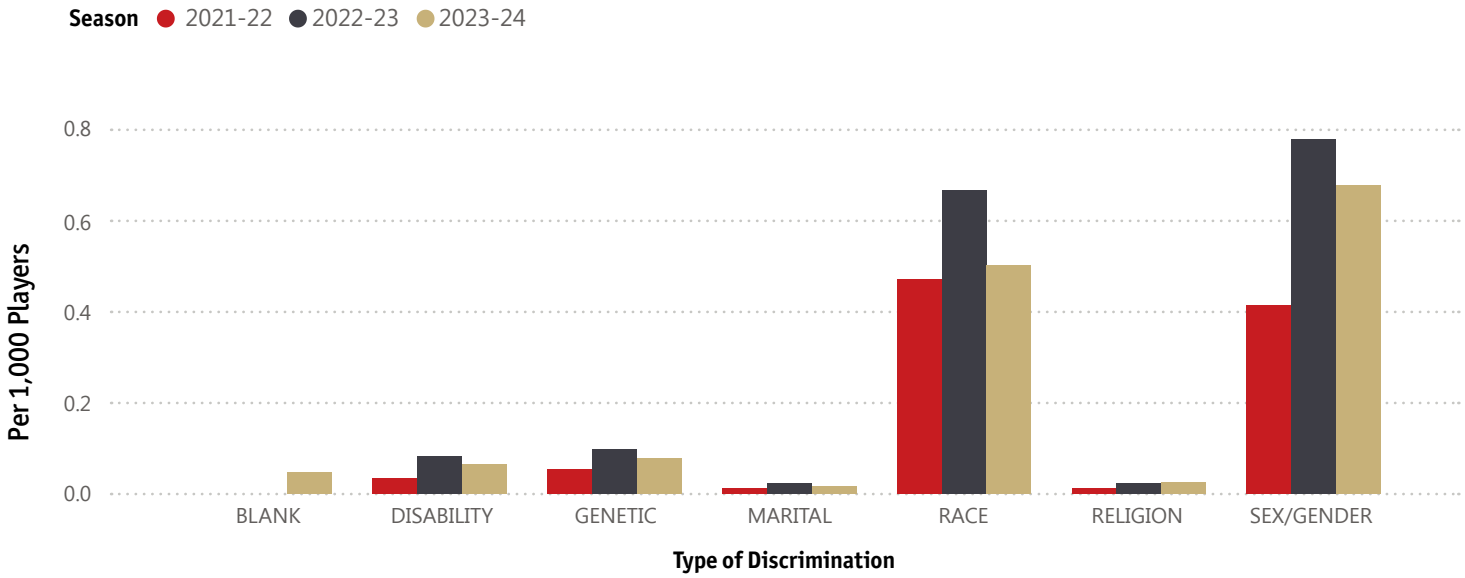
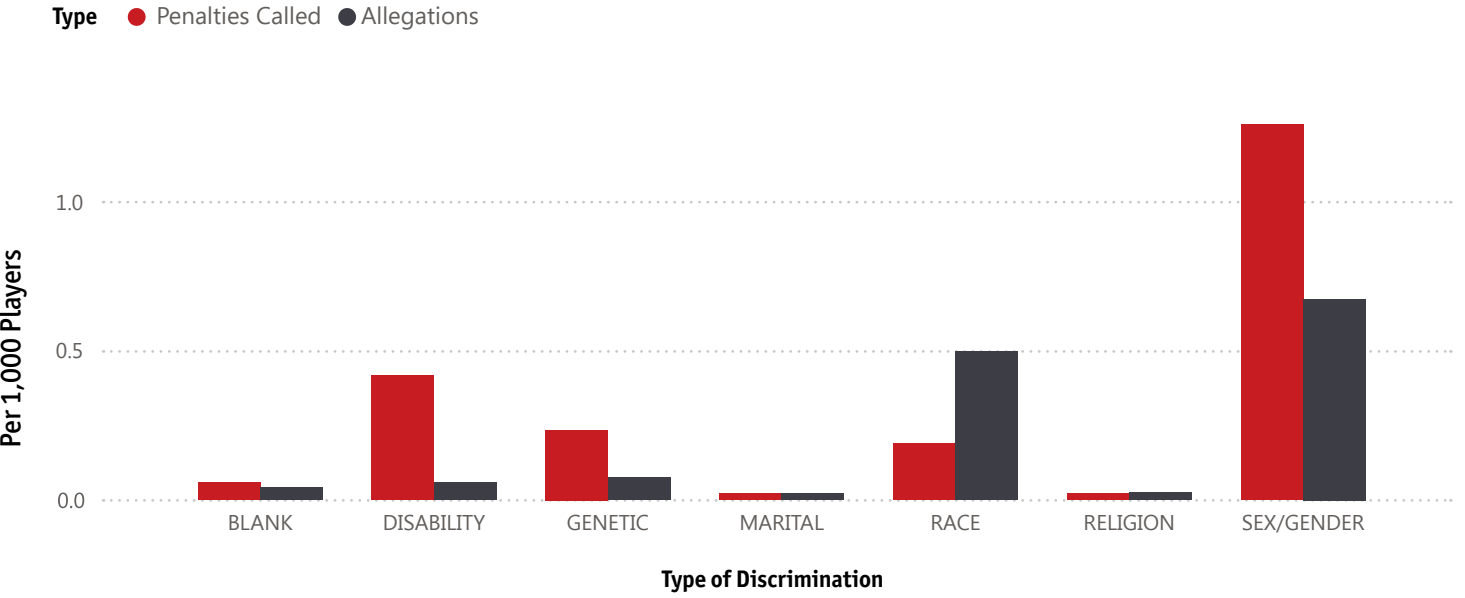


FIGURE 10.0 RULE 11.4 PENALTIES CALLED, AND UNWITNESSED ALLEGATIONS REPORTED BY DISCRIMINATION TYPE IN 2023-24





# 4.4 SECTION 11 ADDITIONAL DATA

For the first time, all 13 Hockey Canada Members tracked and reported on all penalties outlined in Section 11 of the [Hockey Canada Rulebook](#).

**FIGURE 11.0** SUMMARY OF SECTION 11 MALTREATMENT PENALTIES AND SUSPENSIONS

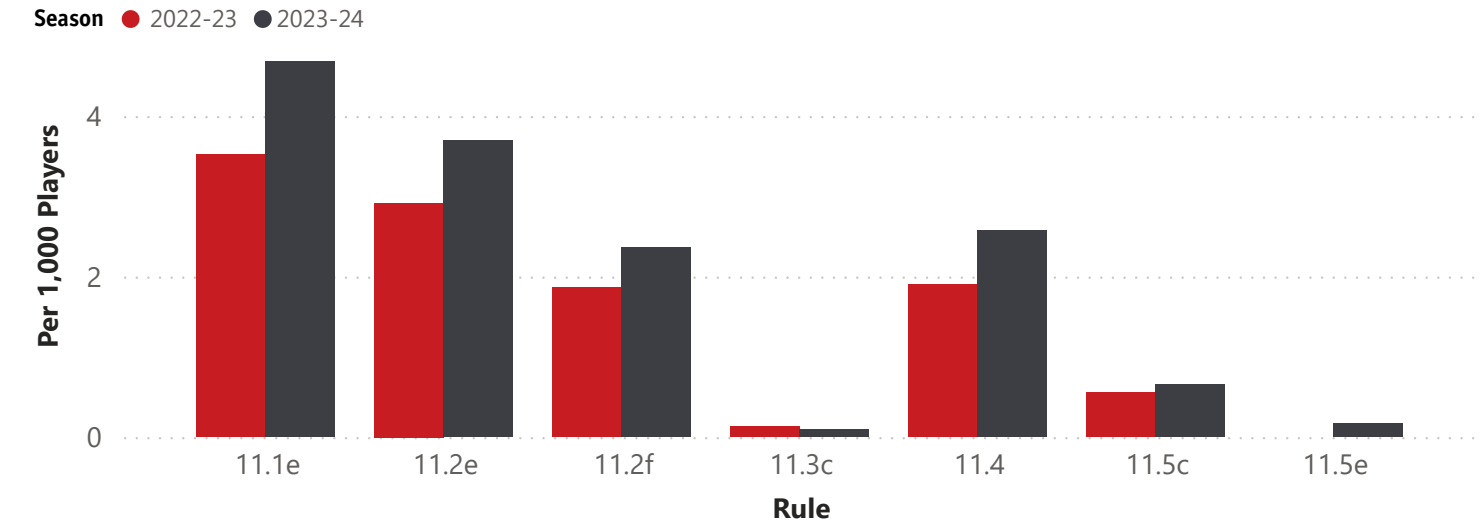
| RULE #   | TYPE             | PENALTY                           |
|----------|------------------|-----------------------------------|
| 11.1 (e) | Game Misconduct  | Unsportsmanlike Conduct           |
| 11.2 (e) | Game Misconduct  | Abusive Behaviour                 |
| 11.2 (f) | Gross Misconduct | Abusive Behaviour                 |
| 11.3 (c) | Match            | Spitting                          |
| 11.4     | Gross Misconduct | Discimination                     |
| 11.5 (c) | Match            | Physical Harrassment of Officials |
| 11.5 (e) | Game Misconduct  | Physical Harrassment of Officials |



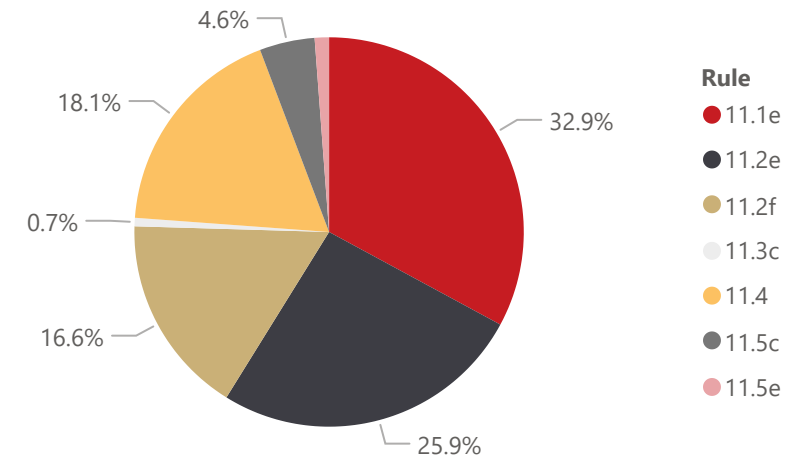




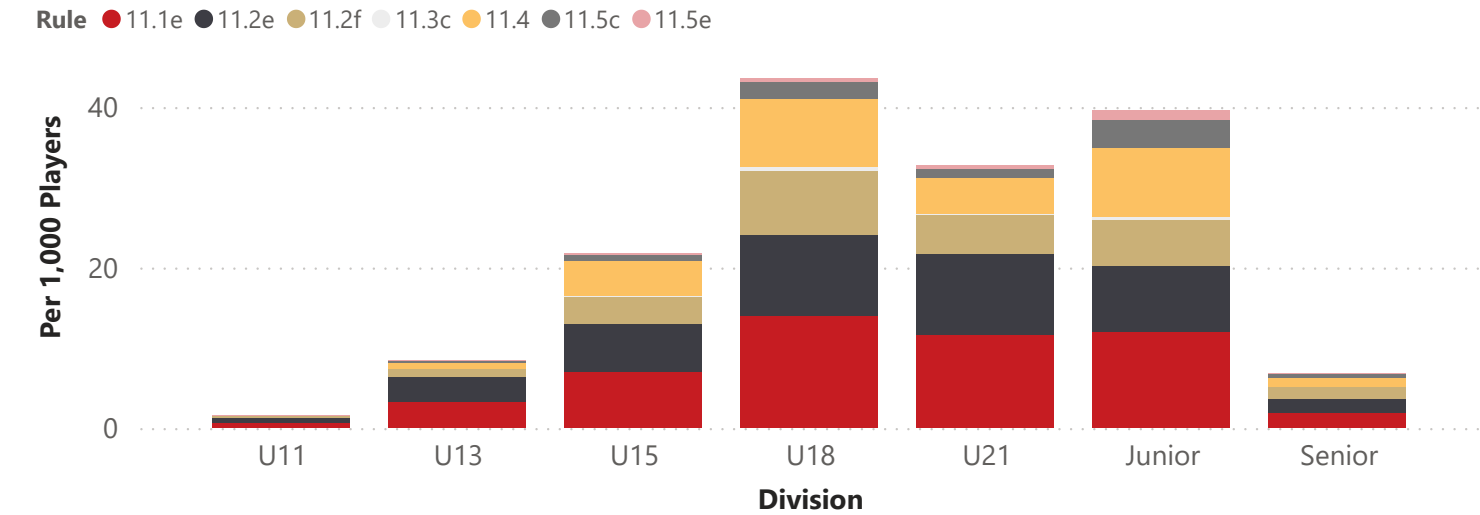
**FIGURE 12.0** ANNUAL COMPARISON OF SECTION 11 PENALTIES CALLED BY OFFICIALS BY RULE



**FIGURE 13.0** 2023-24 SECTION 11 PENALTIES CALLED BY OFFICIALS BY RULE



**FIGURE 14.0** 2023-24 SECTION 11 PENALTIES CALLED BY OFFICIALS BY DIVISION





## SECTION 5 CONCLUSION

Hockey Canada and our Members recognize the importance of tracking all occurrences of maltreatment in sanctioned hockey. We expect that reports such as this one will enhance our ability to target the behaviours we unequivocally want to remove from hockey, while investing in ways to create safe and inclusive spaces for all participants.

We will continue to develop, distribute and educate participants, parents, administrators and volunteers about policies, templates and tools that have been developed to support Members and minor hockey associations, including policy templates for behavioural expectations and complaint management processes.

The annual Tracking Maltreatment in Sanctioned Hockey Report is one of several initiatives that Hockey Canada is working towards to prevent and address maltreatment behaviours each year, and in parallel with initiatives such as our Equity, Diversity and Inclusion Path Forward and the Beyond the Boards Summit, we will remain steadfast in our commitment to creating safer and more inclusive spaces for all participants in sanctioned hockey.





