



HOCKEY CANADA

TRACKING MALTREATMENT IN SANCTIONED HOCKEY

2024-25



SECTION 1

EXECUTIVE SUMMARY

INTRODUCTION

Hockey Canada recognizes that despite the positive outcomes that can be achieved through participating in the sport, maltreatment does occur in hockey. Hockey Canada continues to work with our Members to enhance our understanding of the frequency, type, and responses to maltreatment in hockey. This work continues to address maltreatment in tangible and meaningful ways, many of which are included in this report. It is critical to continue collecting, monitoring and publishing national data from sanctioned hockey programming, which will help build awareness and support various initiatives that facilitate safeguarding and culture change.

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.

To date, information about Hockey Canada's published reports on maltreatment includes:

- In December 2022 Hockey Canada and its Members published their first report of all incidents of verbal taunts, insults or intimidation based on discriminatory grounds which occurred during the 2021-22 season, under Playing Rule 11.4 – Discrimination.

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.

- 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), a fully independent group appointed to administer maltreatment complaints within Hockey Canada programming.
- In the 2023-24 season, Hockey Canada and its Members published a report including all tracked penalties and allegations of incidents related to Section 11 (Maltreatment) of the Hockey Canada Rulebook as well as information from OSIC. In addition, the ITP began publishing its own reports that are available on its website.

This report includes information from OSIC, the Canadian Centre for Ethics in Sport's (CCES) Canadian Safe Sport Program, and all tracked penalties and allegations of incidents related to Section 11 (Maltreatment) of the Hockey Canada Rulebook between July 1, 2024 and June 30, 2025. This report also includes an additional analysis of Playing Rule 11.4 data that was completed with external collaborator, Dr. Kevin Mongeon, Associate Professor at the University of Ottawa.

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)

Beginning in 2022, Hockey Canada appointed an Independent Third Party (ITP) to administer all maltreatment complaints within Hockey Canada's sanctioned programming within the scope of its Maltreatment Complaint Management Policy. The ITP completed its third year of operations and has published four quarterly activity reports and one annual activity report on the 2024-25 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. The ITP's reports are [available here](#). The ITP is subject to periodic independent reviews.

PROVINCIAL INDEPENDENT MECHANISMS

Some provincial and territorial governments are supporting their funded sport organizations and communities with mechanisms to address maltreatment, including the processing of maltreatment complaints. An example is the Je Porte Plainte system established by the government of Québec. No data from these mechanisms are available to be included in this report.

NATIONAL LEVEL COMPLAINT MECHANISMS

As a signatory to Abuse-Free Sport and OSIC, all complaints of maltreatment, including abuse, discrimination and harassment for Hockey Canada at the national level were directed to OSIC during the 2024-25 season from July 1, 2024 until April 1, 2025. Following this date, the CCES began implementing the [Canadian Safe Sport Program](#) (CSSP) – which became the new independent maltreatment complaint management system for national, federally funded sport organizations. This report includes information about all complaints of maltreatment, including abuse, discrimination and harassment for Hockey Canada directed to the CSSP from April 1, 2025 – June 30, 2025.

PLAYING RULE 11.4 (DISCRIMINATION)

Rule 11.4 prohibits taunts, insults, or intimidation based on discriminatory grounds including incidents witnessed and penalized by officials and reported allegations not witnessed by an official that require investigation. Under Rule 11.4, there were 2.89/1,000 players (or 1,494) penalties called during the 2024-25 season, up just over 12% from 2.57/1,000 players (or 1,291) in the 2023-24 season. In addition, there were 1.18/1000 players (or 611) reported allegations during the 2024-25 season, down roughly 7% from 1.27/1000 players (or 636) in the 2023-24 season. Similar to previous seasons, sex, sexual orientation and gender-based discriminatory slurs were the most common type of witnessed penalties resulting in suspensions and the most common type of unwitnessed allegations, while disability-based discriminatory slurs were the second most common type of witnessed infractions.

Multiple factors may have resulted in Playing Rule 11.4 incidents witnessed and penalized by officials increasing this season, and over time. Hockey Canada's Members have educated officials who have improved their understanding and implementation of all Rules in Section 11 of the Hockey Canada Rulebook.

SECTION 11 ADDITIONAL DATA

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 15.57 penalties called per 1000 players which is roughly a 10% increase from 14.20 penalties per 1000 players in the 2023-24 season. The most common penalties were 11.1(e) Unsportsmanlike Conduct, 11.2(e) Abusive Conduct, and 11.4 Discrimination, respectively.

FURTHER ANALYSIS

Through an external collaboration with Dr. Kevin Mongeon at the University of Ottawa, Section 5 of this report provides an analysis of Rule 11.4 penalties. This analysis includes commentary on national trends, contextual and organizational factors, re-offense data, discrimination type, and community level influences incorporating census data.

ONGOING COMMITMENT

Hockey Canada remains steadfast in our commitment to creating safer and more inclusive spaces for all participants in sanctioned hockey. This commitment is demonstrated by several initiatives, as further described in Section 6 of this report, that work to facilitate culture change through supporting improved inclusion and diversity, education and awareness, mental wellness of participants in sanctioned programming, and challenging unhealthy and unsafe behaviours.



SECTION 2

TRACKING MALTREATMENT IN SANCTIONED HOCKEY IN 2024-25

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 2024-25 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 2024-25 HOCKEY CANADA PLAYER DATA

MEMBER	PLAYERS
BC Hockey	44,945
Hockey Alberta	69,305
Hockey Saskatchewan	31,861
Hockey Manitoba	24,323
Hockey Northwestern Ontario	4,787
Ontario Hockey Federation	179,132
Hockey Eastern Ontario	21,953
Hockey Québec	88,395
Hockey New Brunswick	15,563
Hockey Nova Scotia	16,454
Hockey PEI	5,737
Hockey Newfoundland & Labrador	11,512
Hockey North	2,180
Total	516,147

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

NATIONAL LEVEL COMPLAINT MECHANISMS

3.1 ABUSE-FREE SPORT STATISTICAL REPORT FOR HOCKEY CANADA

ABOUT ABUSE-FREE SPORT:

Abuse-Free Sport was an independent program responsible for upholding and administering the Universal Code of Conduct to Prevent and Address Maltreatment in Sport (UCCMS). Abuse-Free Sport's mandate was 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) operated 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 until March 31, 2025. Following this date, OSIC continued to manage files that it had previously accepted until July 31, 2025.

Reporting period: July 1, 2024 to March 31, 2025

Complaints/Reports: Total number of complaints/reports received by the OSIC during the period of July 1, 2024 to March 31, 2025 relating to hockey: 16

Admissibility/Inadmissibility: 15 inadmissible and 1 admissible.

REASONS FOR INADMISSIBILITY:

- 53.33% (8/15): Respondent was not a participant under the authority of the signatory (Hockey Canada)
- 13.33% (2/15): Issue raised was unrelated to the Universal Code of Conduct to Prevent and Address Maltreatment in Sport (UCCMS)
- 6.67% (1/15): Matter preceded the Respondent's participant status; discretionary jurisdiction not exercised
- 6.67% (1/15): Case out of jurisdiction due to other reasons
- 20% (3/15): Case received during the abeyance period (February 1-March 31, 2025)
- A referral to an alternative reporting option was made by the OSIC in 80% (12/15) of the inadmissible cases.¹

ADMISSIBLE FILE 100% (1/1):

- Date of issuance: 2025-06-23
- Substantiated prohibited behaviour of discrimination and sexual maltreatment
- Restrictions in effect: suspension from programming for a 6-month period

¹ 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 because no duty to report existed and either i) the reporter was anonymous, or ii) the reporter expressed distrust in the alternate mechanism.

3.2 CANADIAN SAFE SPORT PROGRAM STATISTICAL REPORT FOR HOCKEY CANADA

As of April 1, 2025, the Canadian Safe Sport Program (CSSP) implemented by the Canadian Centre for Ethics in Sport, began receiving and responding to reports of prohibited behaviour under the UCCMS committed by individuals who are part of national, federally funded sport organizations. The reporting information below is regarding Hockey Canada from the period of April 1, 2025 – June 30, 2025.

Total number of reports to the CSSP: 3

Total number of reports not meeting criteria for CCES jurisdiction: 3 (100%)

- Reason: not CSSP participants

CATEGORIZATION OF REPORT TYPE:

- 1 (33%) Report related to Physical Maltreatment/UCCMS violation
- 1 (33%) Report information did not amount to a UCCMS violation
- 1 (33%) Report pertained to concerns unrelated to the UCCMS (e.g. team selection)

LEVEL OF SPORT:

- 3 (100%) club level

Referred reporting person to Hockey Canada ITP: 2 cases (66.7%)

Referred reporting person to other applicable reporting mechanism (e.g. League or Association): 1 (33%)



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](#).

During the 2024-25 season, consistently applied data collection strategies from Hockey Canada Members were implemented by leveraging the Hockey Canada Registry and additional methods to capture as much information as possible. 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 thus requiring investigation, and;
3. Rules 11.1(e), 11.2(f), 11.3(c), 11.5(c), and 11.5(e) penalties witnessed and called by officials.

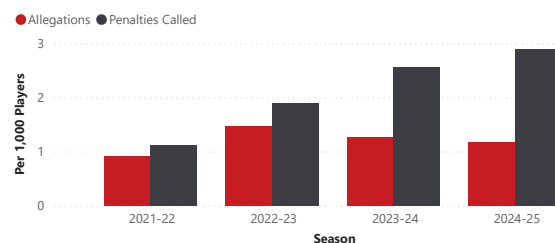
4.1 RULE 11.4

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 further investigation. 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



Multiple factors may have resulted in Playing Rule 11.4 penalties called by officials increasing this season, and over time. Hockey Canada's Members have taken meaningful steps to educate officials about Rule 11.4 since Section 11 of the Hockey Canada Rulebook was introduced prior to the 2021-22 season. Efforts to educate officials have resulted in officials improving their understanding of the discriminatory grounds included in Rule 11.4, strategies to implement the Rule, and discernment between penalizing individuals for Rule 11.4 and the other Rules in Section 11 of the Hockey Canada Rulebook. Ongoing work between Hockey Canada, its Members, and educators of officials will continue to support improvement in these areas.



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

SEASON	2021-22		2022-23		2023-24		2024-25	
MEMBER	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS
BC Hockey	55	1.36	97	2.30	95	2.19	99	2.20
Hockey Alberta	91	1.47	130	2.01	188	2.75	146	2.11
Hockey Saskatchewan	9	0.33	32	1.04	97	3.11	88	2.76
Hockey Manitoba	25	1.16	38	1.68	82	3.47	93	3.82
Hockey Northwestern Ontario	11	2.55	6	1.33	2	0.43	15	3.13
Ontario Hockey Federation	152	0.99	217	1.34	343	1.97	558	3.12
Hockey Eastern Ontario	71	3.43	94	4.46	131	6.11	116	5.28
Hockey Québec	51	0.65	218	2.60	243	2.81	230	2.60
Hockey New Brunswick	16	1.11	18	1.23	17	1.12	32	2.06
Hockey Nova Scotia	21	1.34	23	1.43	56	3.40	54	3.28
Hockey PEI	5	0.91	7	1.30	12	2.18	23	4.01
Hockey Newfoundland & Labrador	5	0.48	33	3.01	25	2.14	40	3.47
Hockey North	0	0.00	0	0.00	0	0.00	0	0.00
Total	512	1.13	913	1.90	1,291	2.57	1,494	2.89

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

Season ● 2021-22 ● 2022-23 ● 2023-24 ● 2024-25

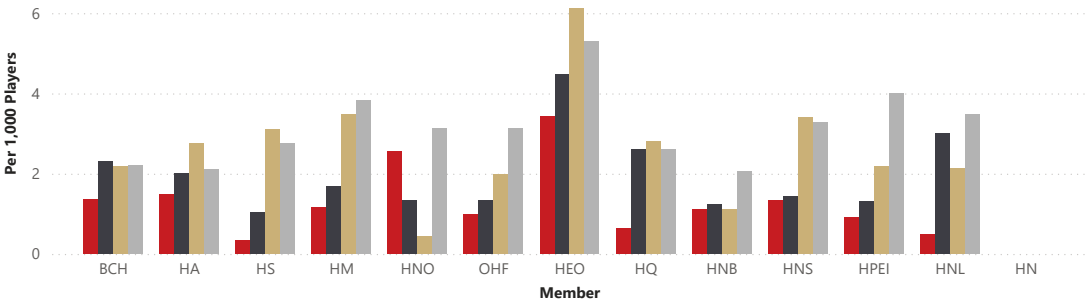
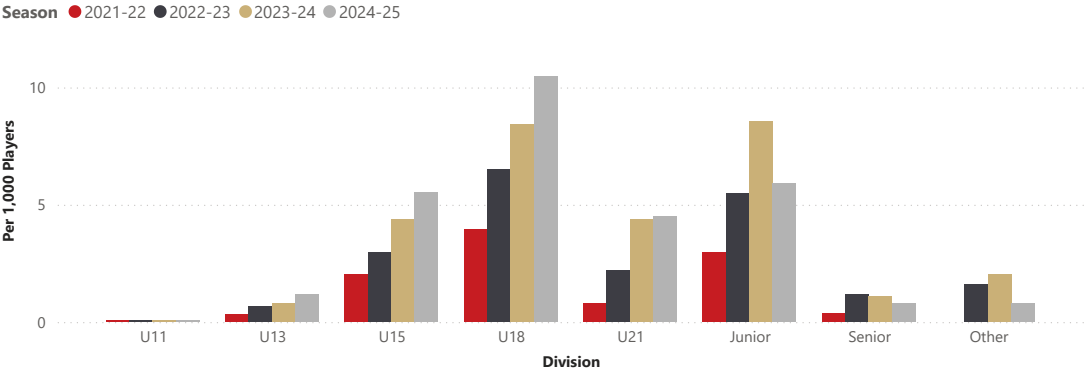


FIGURE 4.0 ANNUAL COMPARISON OF RULE 11.4 PENALTIES CALLED BY OFFICIALS BY DIVISION

SEASON	2021-22		2022-23		2023-24		2024-25	
DIVISION	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS
U11	2	0.01	9	0.04	15	0.07	16	0.07
U13	25	0.33	50	0.65	61	0.78	92	1.16
U15	141	2.03	218	2.95	328	4.39	391	5.53
U18	282	3.95	499	6.49	652	8.42	815	10.46
U21	8	0.79	14	2.22	30	4.39	33	4.48
Junior	49	2.95	98	5.49	165	8.54	118	5.92
Senior	5	0.38	18	1.18	17	1.11	12	0.81
Other	0	0.00	7	1.61	23	2.01	17	0.79
Total	512	1.13	913	1.90	1,291	2.57	1,494	2.89

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



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



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

Season ● 2021-22 ● 2022-23 ● 2023-24 ● 2024-25

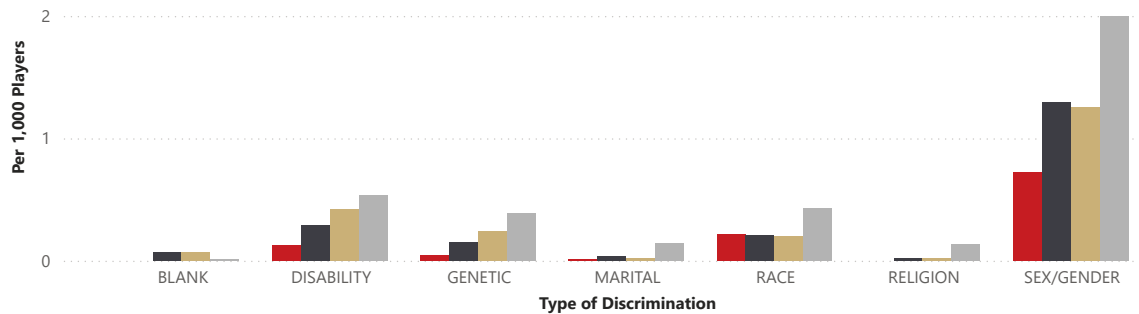
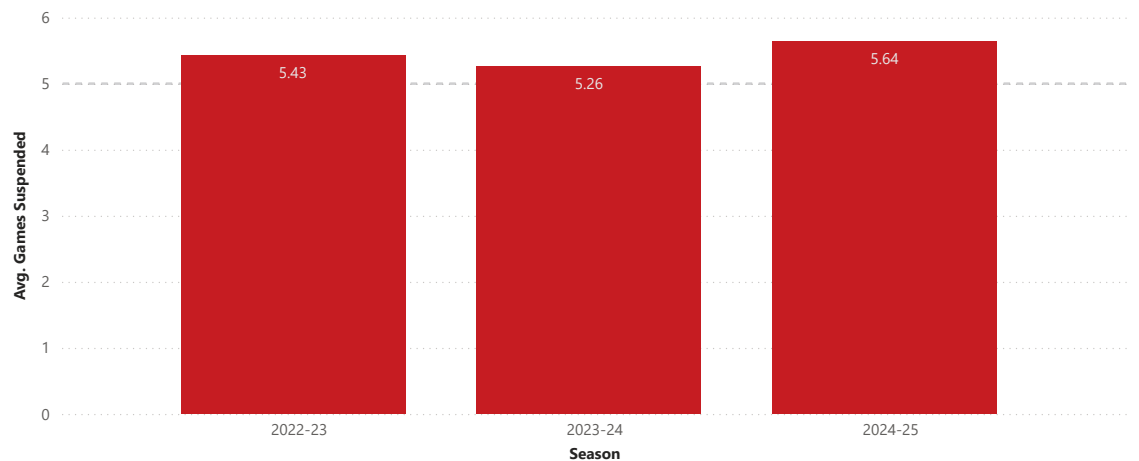


FIGURE 6.0 ANNUAL COMPARISON OF WITNESSED RULE 11.4 SUSPENSION DURATIONS



4.3 RULE 11.4 REPORTED UNWITNESSED ALLEGATIONS

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

SEASON	2021-22		2022-23		2023-24		2024-25	
MEMBER	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS	PENALTIES	PER 1,000 PLAYERS
BC Hockey	40	0.99	65	1.54	61	1.40	76	1.69
Hockey Alberta	104	1.68	195	3.01	146	2.14	119	1.72
Hockey Saskatchewan	12	0.45	72	2.33	66	2.11	67	2.10
Hockey Manitoba	41	1.91	39	1.72	55	2.33	153	6.29
Hockey Northwestern Ontario	3	0.70	4	0.89	5	1.08	15	3.13
Ontario Hockey Federation	139	0.91	165	1.02	166	0.96	40	0.22
Hockey Eastern Ontario	12	0.58	56	2.66	63	2.94	35	1.59
Hockey Québec	4	0.05	46	0.55	28	0.32	60	0.68
Hockey New Brunswick	13	0.91	22	1.51	22	1.44	11	0.71
Hockey Nova Scotia	19	1.21	26	1.62	17	1.03	16	0.97
Hockey PEI	21	3.82	0	0.00	0	0.00	4	0.70
Hockey Newfoundland & Labrador	7	0.67	21	1.92	7	0.60	15	1.30
Hockey North	0	0.00	0	0.00	0	0.00	0	0.00
Total	415	0.91	711	1.48	636	1.27	611	1.18

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

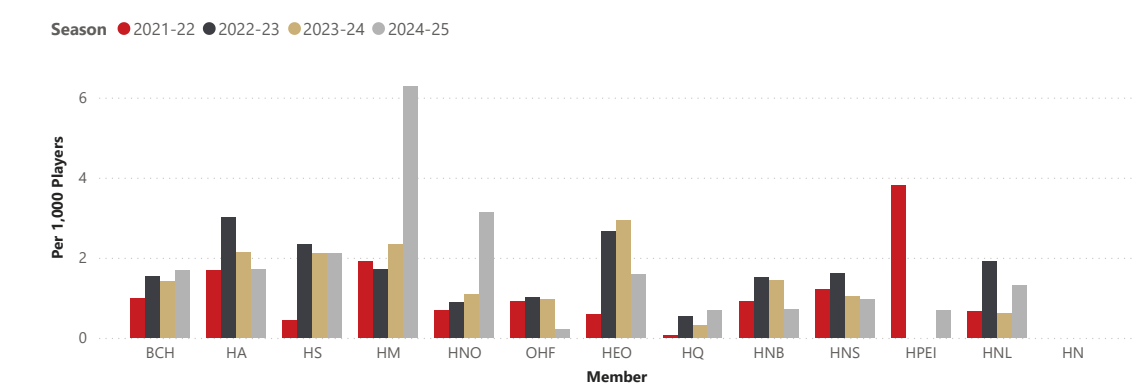


FIGURE 8.0 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY DIVISION

SEASON	2021-22		2022-23		2023-24		2024-25	
DIVISION	ALLEGATIONS	PER 1,000 PLAYERS	ALLEGATIONS	PER 1,000 PLAYERS	ALLEGATIONS	PER 1,000 PLAYERS	ALLEGATIONS	PER 1,000 PLAYERS
U11	15	0.08	15	0.07	14	0.06	26	0.12
U13	39	0.51	58	0.75	69	0.88	50	0.63
U15	86	1.24	198	2.68	148	1.98	133	1.88
U18	153	2.14	322	4.19	251	3.24	268	3.44
U21	7	0.69	5	0.79	4	0.58	6	0.81
Junior	23	1.38	48	2.69	40	2.07	50	2.51
Senior	0	0.00	6	0.39	9	0.59	8	0.54
Other	0	0.00	4	0.92	3	0.26	7	0.32
Unknown	92	0.00	55	0.00	98	0.00	63	0.00
Total	415	0.91	711	1.48	636	1.27	611	1.18

FIGURE 8.1 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY DIVISION

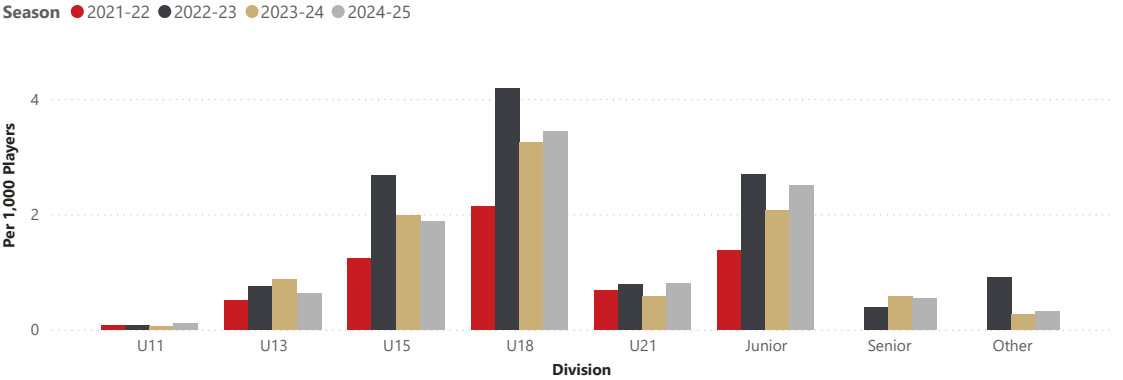


FIGURE 9.0 ANNUAL COMPARISON OF RULE 11.4 UNWITNESSED ALLEGATIONS BY TYPE OF DISCRIMINATION

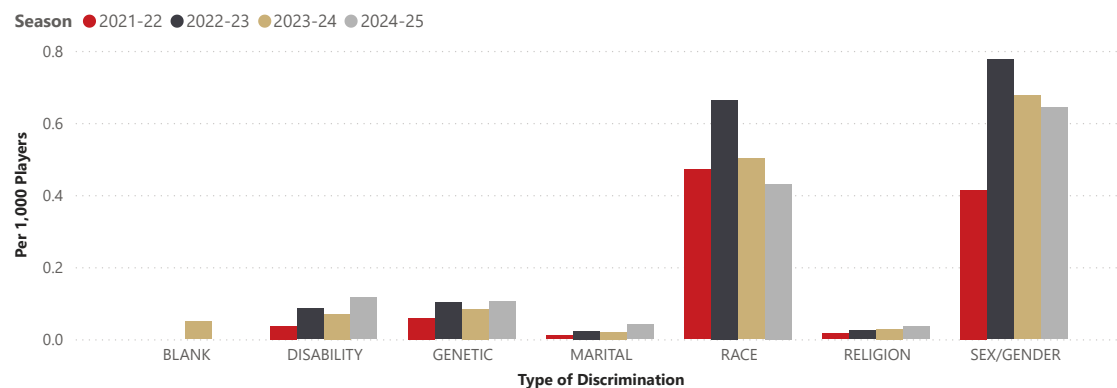
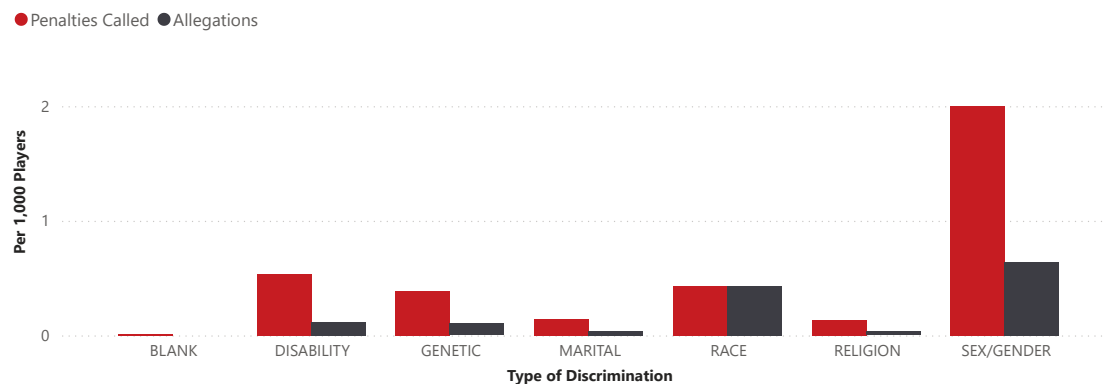


FIGURE 10.0 2024-25 RULE 11.4 PENALTIES CALLED BY OFFICIALS AND UNWITNESSED ALLEGATIONS REPORTED BY DISCRIMINATION TYPE



4.4 SECTION 11 ADDITIONAL DATA

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	Discrimination
11.5 (c)	Match	Physical Harassment of Officials
11.5 (e)	Game Misconduct	Physical Harassment of Officials



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

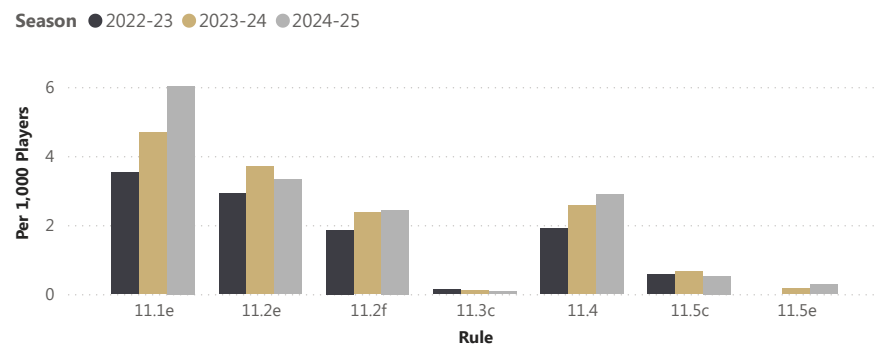


FIGURE 13.0 2024-25 SECTION 11 PENALTIES CALLED BY OFFICIALS BY RULE

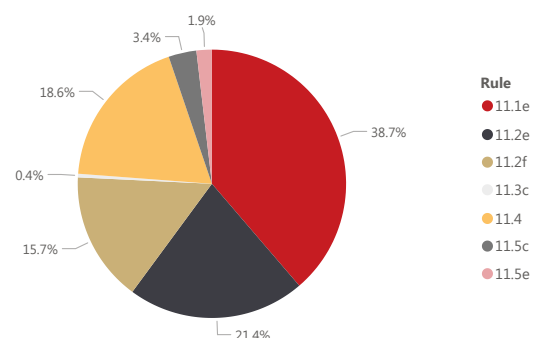
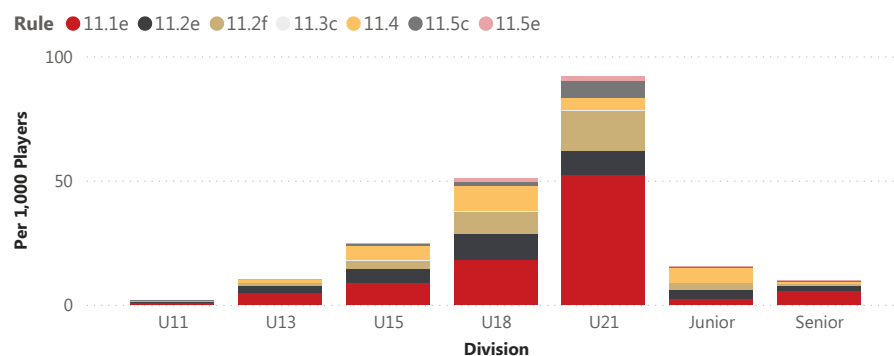


FIGURE 14.0 2024-25 SECTION 11 PENALTIES CALLED BY OFFICIALS BY DIVISION



SECTION 5

ANALYSIS OF 11.4 INCIDENTS

Analysis Completed by Dr. Kevin Mongeon, Associate Professor at the University of Ottawa

NATIONAL MALTREATMENT TRENDS

National tracking data reveal a clear upward trend in reported maltreatment incidents across all categories (Rules 11.1–11.5). In 2024–25 the overall suspension rate for Section 11 infractions reached 15.6 per 1,000 players, a 10 percent increase from 14.2 per 1,000 the previous year. Rule 11.4 (Discrimination) penalties followed the same pattern: 512 in 2021–22 (1.13 per 1,000), 913 in 2022–23 (1.90 per 1,000), 1,291 in 2023–24 (2.57 per 1,000), and 1,494 in 2024–25 (2.89 per 1,000). Growth in the per-1,000 rate decelerated each year: +68.1% in 2022–23, +35.3% in 2023–24, and +12.4% in 2024–25. This early-cycle growth is consistent with policy adoption dynamics, where mandatory reporting captures latent incidents as officials, administrators, and participants align practices with new standards. Accordingly, the data reflect improved detection and compliance, not a sudden deterioration in player behaviour.

CONTEXTUAL FACTORS

Age division and competition level are strongly associated with variation in maltreatment suspension rates. Multilevel estimates indicate that, relative to the U13 baseline, U15 teams experience a six fold increase and U18 teams roughly a twelve fold increase in Rule 11.4 suspensions per registered player. Competitive categories show similar gradients: lower competitive programs record about 1.5 times, and competitive or highly competitive programs about two times, the suspension rate observed in recreational programming. These patterns should not be interpreted as evidence that competition itself causes maltreatment—the aggregated rates reported here are calculated per registered player and do not adjust for the number of games played; higher rates may therefore reflect the increased amount of time spent in programming rather than intrinsic effects of competitive intensity.

ORGANIZATIONAL FACTORS

Geographic and organizational variation across regions also emerged. After accounting for age, competition level, league type, and season, roughly 37 percent of the remaining variance in discrimination suspensions lies at the regional tier and 28 percent at the association tier, but variance at the provincial/territorial Member tier widens to 35 percent. In practical terms, enforcement is converging at local levels, yet sizable differences persist between provincial/territorial/regional Members—evidence of partial compliance between policy directives and their implementation at the provincial/territorial/regional tier. These findings underscore the need for targeted capacity building where Member uptake lags and demonstrate that adoption driven reporting surges can mask substantial organizational heterogeneity.

DETERRENCE THROUGH SUSPENSIONS

Repeat-offense patterns indicate a duration effect. In the 2022–23, 2023–24, and 2024–25 seasons, fewer than 2% of Rule 11.4 (discrimination) suspensions were followed by a second 11.4 in the same season. For Rule 11.2 (abusive behaviour), the within-season repeat share was higher, approximately 6% in 2022–23 and 2023–24 and 3% in 2024–25. Rule 11.4 imposes an indefinite suspension pending hearing with a minimum five-game sanction; Rule 11.2 typically mandates one or two games. The lower re-offense rate under Rule 11.4 is consistent with stronger deterrence from longer suspensions. Overall, most sanctioned players did not reoffend within the same season and repeat rates have trended downward over time.

DISCRIMINATION TYPE—DETAILED FINDINGS

Rule 11.4 prohibits verbal taunts, insults, or intimidation based on race, national or ethnic origin, religion, age, sex, sexual orientation, gender identity or expression, marital or familial status, genetic characteristics, or disability. Across recent seasons, sex, sexual orientation, and gender-related remarks constitute just over half of determinations, while race and ethnicity account for roughly one-sixth. Historically, a notable share of incidents were logged through post-game allegations, with race-related language ranking second among reported (unwitnessed) allegations yet third among on-ice penalties. In 2024–25, on-ice 11.4 penalties increased while post-game allegations declined, a pattern that may reflect a shift in detection rather than a change in underlying misconduct; even so, allegations continue to capture a meaningful minority of cases that officials do not detect in real time.

Age division analysis indicates that discriminatory slur rates rise with player age, but the magnitude of that rise differs by discrimination type. Multilevel modeling shows that gender related suspensions at the U18 level occur roughly six times the U13 rate, while race/ethnicity based suspensions increase by about eight to nine times over the same interval—the steepest proportional growth among the discrimination types examined. Although gender related slurs remain numerically dominant, race/ethnicity based incidents exhibit faster age related escalation, a pattern that will warrant continued monitoring as more data become available.

COMMUNITY LEVEL INFLUENCES AND PREDICTORS

Economic modeling that incorporated census based community variables shows clear contextual patterns in Rule 11.4 suspension rates. After controlling for age division, competition level, league type, and season, associations located in areas where one ethno-racial group constitutes the majority recorded noticeably higher discrimination rates. Community socioeconomic variables were also significant. Higher median household income correlated with lower discrimination rates, and communities with an older population profile showed additional reductions in predicted incidents, suggesting that factors associated with economic resources and demographic composition align with maltreatment prevalence.

These findings are correlational and identify where discrimination is more or less likely to be recorded, not why it occurs. They nonetheless reinforce that Rule 11.4 incidents reflect broader social conditions—demographic diversity, economic standing, and urban-rural context—rather than issues unique to hockey alone. However, sport related factors may provide a context or influence, positively or negatively, for their occurrence. Effective prevention can consider both sport specific measures and community level engagement to address attitudes that originate inside or outside the rink.



SECTION 6

CONCLUSION AND ONGOING COMMITMENTS

Hockey Canada and its Members recognize the importance of tracking, identifying and addressing maltreatment incidents in sanctioned hockey. Given the volume of data that has been tracked, Hockey Canada through external collaborations is committed to further analysis of maltreatment data to help inform ongoing and future initiatives that can support safeguarding and culture change.

Hockey Canada and its Members will continue to develop, distribute and educate participants, parents, administrators and volunteers about policies, templates and tools that have been created to support Members and minor hockey associations, including policy templates for codes of conduct, screening processes and complaint management processes. Further, Hockey Canada is committed to facilitating appropriate responses to maltreatment incidents by supporting its Members and the Independent Third Party (ITP) complaint system in adjusting to any new provincial and territorial government led maltreatment complaint mechanisms.

Current initiatives by Hockey Canada, its Members, and external collaborators, including researchers, encompass various projects aimed at transforming attitudes, behaviours and systems. Culture change is required in hockey and there are many initiatives that are ongoing designed to changing the culture of hockey within Canada. In addition to Sport Integrity driven initiatives that target the prevention and response to maltreatment through complaint management, some areas of specific work include:

- Hockey Canada recently took the Responsible Coaching Movement pledge to further demonstrate its commitment to safeguarding sport environments. The pledge is taken to support the safety and protection of our athletes and coaches while providing coaches with the tools and training necessary to model ethical behaviour.

- Advancing, reporting, and updating Hockey Canada's initiatives related to inclusion, accessibility, and maintaining a healthy hockey culture;
- Piloting approaches rooted in restorative principles to address maltreatment incidents;
- Using research and evaluation in the assessment of high-performance programs in the hockey ecosystem to determine where the culture and its manifested behaviours both enhance and provide obstacles to creating a healthier, productive environment;
- In collaboration with subject matter experts, developing targeted education programs that are hockey focused and role specific (e.g., coach, official, parent/guardian, players, rostered staff) and progressive in nature that are focused on the deep rooted cultural issues within Canadian hockey;
- Promoting awareness and championing culture change through various initiatives such as the Beyond the Boards Summit, hosted by Hockey Canada.
- Approval of updated Screening and Compliance Policies at the national level and at the Member level.

Hockey Canada remains steadfast in our commitment to creating safer and more inclusive spaces for every participant in sanctioned hockey, and will continue to work with stakeholders at all levels of the game to advance a healthier hockey for all Canadians.

