



**HOCKEY CANADA**  
**TRACKING DISCRIMINATION**  
**IN HOCKEY** **RULE 11.4**

**2021-22**





# TRACKING DISCRIMINATION IN HOCKEY

## 2021-22



### OVERVIEW

Hockey Canada is committed to ensuring greater safety and inclusiveness 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 is permitted to fester, the consequences are catastrophic for the health and safety of those involved.

As part of Hockey Canada’s Action Plan to Improve Canada’s Game, the organization and its Members are working to identify, track, and report all instances of abuse, maltreatment, and harassment in hockey across the country. As a first step in this work, Hockey Canada Members have tracked and reported all incidents of verbal taunts, insults or intimidation based on discriminatory grounds which occurred during the 2021-22 season.

The following report presents nation-wide data, for all levels, including the source, category, and penalties for each instance of verbal discrimination under Hockey Canada Rule 11.4 –discrimination. As this is the first year of reporting, it does not present a comprehensive representation of discrimination in hockey, nor does it report on other incidents of maltreatment, harassment or abuse, such as sexual violence. With that in mind, the data contained in this report is a critically important first step in Hockey Canada’s ongoing efforts to better track, identify and respond to maltreatment in hockey.

Building on this work, Hockey Canada intends to progressively expand tracking and reporting efforts, with a view to publicly reporting on all instances of maltreatment, abuse and harassment by the 2023-24 Season.

Hockey Canada is also a full signatory to [Abuse-Free Sport](#), the national independent program to prevent and address maltreatment in sport in Canada. All complaints of abuse, discrimination and harassment at the national level will go directly to the [Office of the Sport Integrity Commissioner \(OSIC\)](#) and they will follow their own protocols on reporting.

As outlined within its [Action Plan](#), Hockey Canada wants to ensure that all serious maltreatment complaints are addressed, and has established an additional confidential reporting mechanism overseen by an [Independent Third Party \(ITP\)](#) to do so. Hockey Canada will receive anonymized reports from the Independent Third Party documenting the number of complaints received, categorizing complaints and reporting on other metrics such as response times and the time required to close complaints. This reporting protects the identity of all those involved while also allowing Hockey Canada to transparently release this data on an annual basis.





# MALTREATMENT IN HOCKEY

Maltreatment in sport is one of the most serious concerns in sport today. Maltreatment is a willful act and/or omission that results in or has the potential for physical or psychological harm. It can include the following forms; psychological, physical, sexual and neglect.

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 expect to play, practice, compete, work, volunteer, and interact in an environment free from maltreatment. Maltreatment can occur regardless of race, sex, gender identity, gender expression, sexual orientation, age, disability, religion, as well as other characteristics. 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. They may suffer from the impact of trauma, and efforts must be made to understand that impact and to avoid re-traumatization.

Hockey Canada recognizes that for all the good that the sport brings to individuals and communities, maltreatment does occur in hockey. In collaboration with its Members, Hockey Canada acknowledges that there is a need to gain a better understanding of the types of maltreatment permeating in our sport, and their related manifestations, in order to successfully position ourselves to collectively address these in a tangible way. An important step to this is the collection of national data across the sport to better understand and help inform decisions. Another important part of this is building awareness and engaging in dialogue, to help minimise the risk that participants consider certain behaviours normalized and part of the culture. By starting to name these manifestations of maltreatment, and enhancing dialogue around these, Hockey Canada and its Members hope to break down the wall of silence around these unacceptable behaviours.







# SECTION 11 HOCKEY CANADA RULEBOOK

Addressing the causes and consequences of maltreatment is a collective responsibility and requires the deliberate efforts of all participants and stakeholders in hockey. In response to this, in June 2021 Hockey Canada and its Members unanimously approved the adoption of Section 11- Maltreatment

in the Hockey Canada Rulebook. This important step forward included bringing all forms of on-ice maltreatment under one section of the rulebook and provided guidelines for escalating penalties based on the severity of the inappropriate behaviour from players and team officials.

## NATIONAL REPORTING MECHANISM

Hockey Canada and its Members also recognized the importance of increased understanding of the landscape of behaviour across the country and the ability to collectively gain a better comprehension of the specific manifestations of maltreatment under Section 11 of the Rulebook in order to better address and monitor occurrences over time, while developing long-term theories. To develop and implement effective solutions to address these instances of maltreatment, it was recognized that a better understanding nationally of what was happening was paramount.

Consequently, Hockey Canada and its Members also adopted a new national reporting system for incidents of maltreatment under Section 11 of the Rulebook. Recognizing the complexity of such a reporting system on a national basis, for the 2021-22 season the focus across the country was on reporting on a subset to Section 11, specifically Rule 11.4 – discrimination.

As part of its expressed commitment, Hockey Canada has released the following report that outlines the data that was collected nationally around playing Rule 11.4 – discrimination for the 2021-22 season.





# RELEASE OF RULE 11.4 DISCRIMINATION DATA

As part of our ongoing commitment to transparency, Hockey Canada is releasing data pertaining to Rule 11.4 - discrimination as reported by Members. 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;
- Disability

The following information **does not** reflect other incidents of maltreatment as defined in Section 11 of the Rulebook. Nor does it reflect off-ice incidences of maltreatment, sexual violence, or abuse, which are being handled starting in the 2022-23 season by both the [Office of the Sport Integrity Commissioner \(OSIC\)](#), or Hockey Canada's [Independent Third-Party Complaint Process](#).

This report provides data as reported by Members pertaining to two categories of incidents. Those with a (1) Gross Misconduct Penalty, as a result of an incident witnessed by an official, and (2) those stemming from an allegation of an incident reported to an official by a participant. As an important step forward in shared accountability, 2021-22 is the first season officials had a duty to report an alleged incident even if they did not witness it.

In minor, women's and senior hockey these penalties resulted in an indefinite suspension pending a hearing, with a minimum of a five (5) game suspension. Starting in the 2022-23 season, Junior hockey will also be subject to the same minimum five (5) game suspension.

It is important to note as this is the first year that data has been collected and reported by Members, capacity and readiness at the start of the season varied across the country. As with many undertakings of this complexity, education, awareness and discussion on processes were necessary in order to make improvements throughout the season. As a result, there were inconsistencies in the rule application at times. Learnings were collected throughout this process and are being built upon for subsequent years.



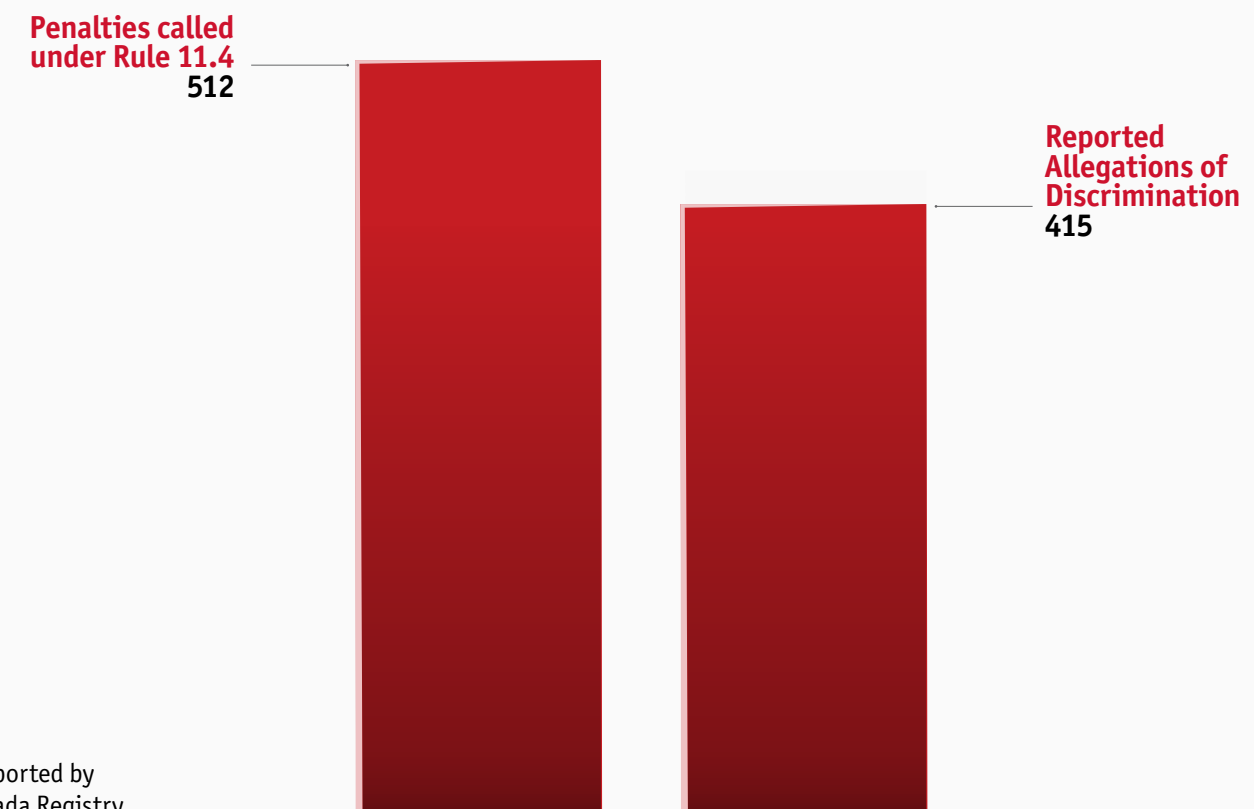


# RULE 11.4 DISCRIMINATION 2021-22 SEASON

In the 2021-22 Season there were 512 penalties called by officials under playing rule 11.4 – discrimination. During the course of the same season, there were 415 reported allegations brought forward based on playing rule 11.4 as outlined in Figure 1. Of these 415 allegations, 75 resulted in suspensions (see Figure 17 for greater breakdown of additional actions).

The following information has been divided into two sections based on penalties called on the ice by an official, and reported allegations brought forward that were not witnessed by an official.

**FIGURE 1: 2021-22 DISCRIMINATION DATA**



All numbers in this report were reported by Members through the Hockey Canada Registry



# SECTION 1

## RULE 11.4 PENALTIES WITNESSED BY OFFICIALS

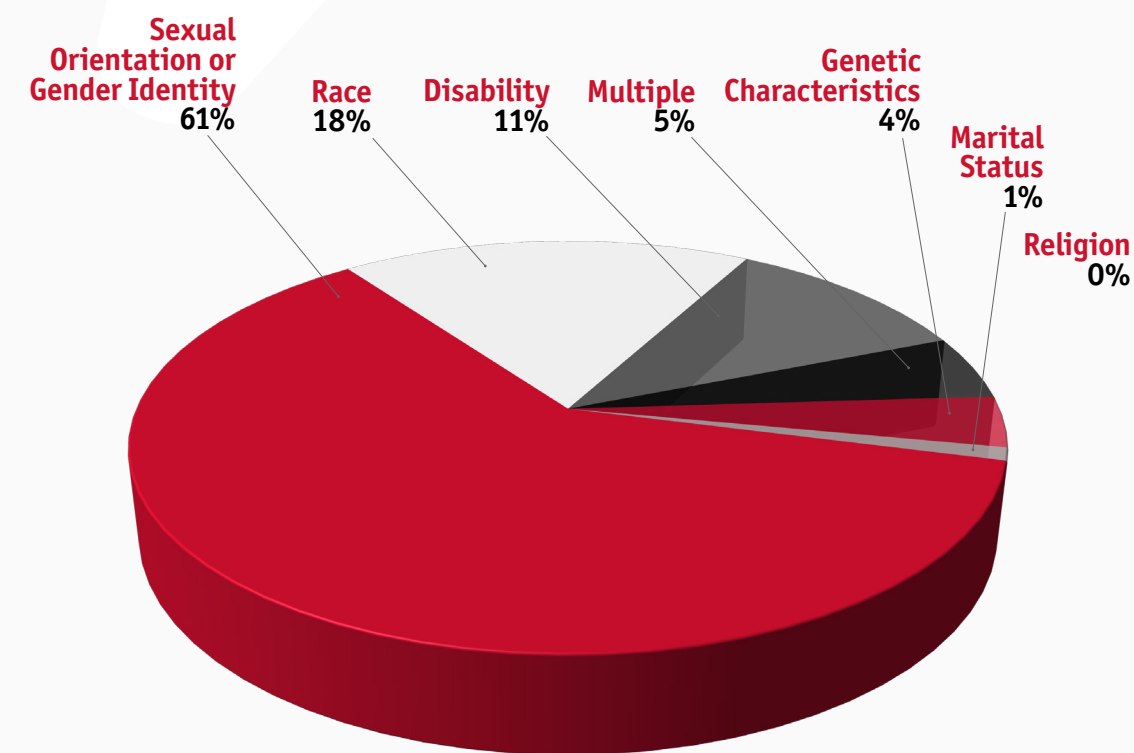
The following graphs summarise the Rule 11.4 penalties by Member (Figure 2) and by type (Figure 3).

**FIGURE 2: PENALTIES BY MEMBER**

MEMBER	INCIDENTS	PLAYERS	PER CAPITA
Hockey Eastern Ontario	71	23,009	0.31%
Hockey Northwestern Ontario	11	4,311	0.26%
Hockey Nova Scotia	21	16,585	0.13%
Hockey Alberta	91	72,024	0.13%
Hockey New Brunswick	16	14,720	0.11%
BC Hockey	55	55,542	0.10%
Hockey Manitoba	25	26,357	0.09%
Hockey PEI	5	5,570	0.09%
Ontario Hockey Federation	152	175,772	0.09%
Hockey Quebec	51	79,481	0.06%
Hockey Newfoundland & Labrador	5	10,873	0.05%
Hockey Saskatchewan	9	33,685	0.03%
Hockey North	0	1,826	0.00%
<b>TOTAL</b>	<b>512</b>	<b>519,755</b>	<b>0.10%</b>

Among the types of verbal taunts, insults or intimidation penalized under Rule 11.4, discrimination based on sexual orientation or gender identity was the most common, followed by race (Figure 3).

**FIGURE 3: TYPES OF DISCRIMINATION PENALIZED**







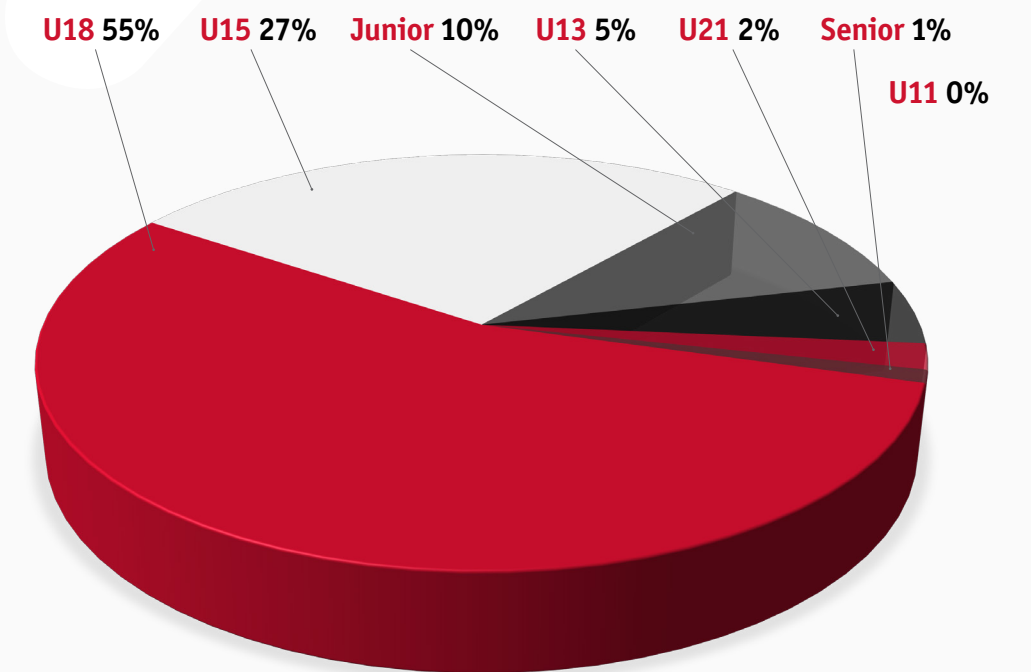
# SECTION 1 CONT.

The following table and graph outline the Rule 11.4 penalties by age division, with the most common age division receiving suspensions being U18, which accounted for 55% of all Rule 11.4 penalties (Figures 4 and 5).

**FIGURE 4: PENALTIES BY AGE DIVISION**

DIVISIONS	INCIDENTS	PLAYERS	PER CAPITA
U18	282	71,453	0.39%
Junior	49	16,612	0.29%
U15	141	69,353	0.20%
U21	8	10,160	0.08%
Senior	5	13,075	0.04%
U13	25	76,662	0.03%
U11	2	71,104	0.00%
U9	0	64,895	0.00%
U7	0	58,363	0.00%
Other	0	68,078	0.00%
<b>TOTAL</b>	<b>512</b>	<b>519,755</b>	<b>0.10%</b>

**FIGURE 5: PENALTIES BY AGE DIVISION**





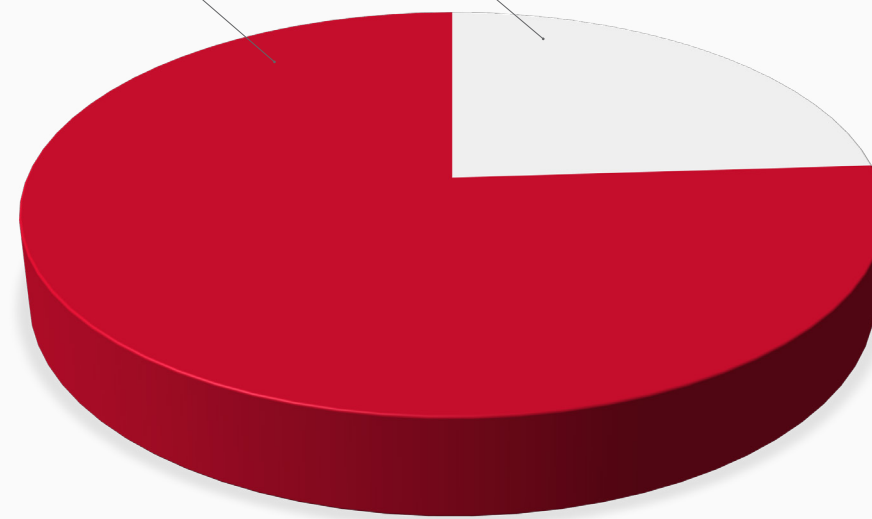


# SECTION 1 CONT.

The following graph outlines the number of Rule 11.4 penalties by type of hockey as defined by the Members within the Hockey Canada Registry. 76% of the Rule 11.4 penalties occurred within the Competitive Level (Figure 6).

**FIGURE 6: PENALTIES BY TYPE**

Competitive 76%      Recreational 24%



The following chart outlines the Rule 11.4 penalties awarded based on gender. 99% of the Rule 11.4 penalties calls were assessed against males (Figure 8).

The following chart illustrates what role the participant held when receiving the Rule 11.4 penalty - discrimination. 96% of the individuals who received a Rule 11.4 penalty were players (Figure 7).

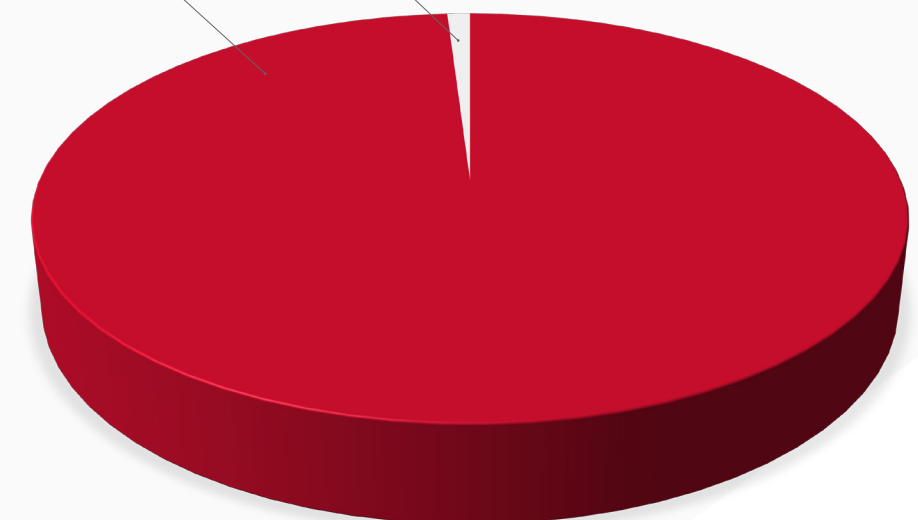
**FIGURE 7: PENALTIES BY PARTICIPANT ROLE**

Players 96%      Coaches & Bench Staff 4%



**FIGURE 8: PENALTIES BY GENDER**

Male 99%      Female 1%      Prefer not to say 0%      Self Described 0%  
Not Provided 0%







# SECTION 2

## RULE 11.4 REPORTED ALLEGATIONS NOT WITNESSED BY AN OFFICIAL AND REQUIRING INVESTIGATION

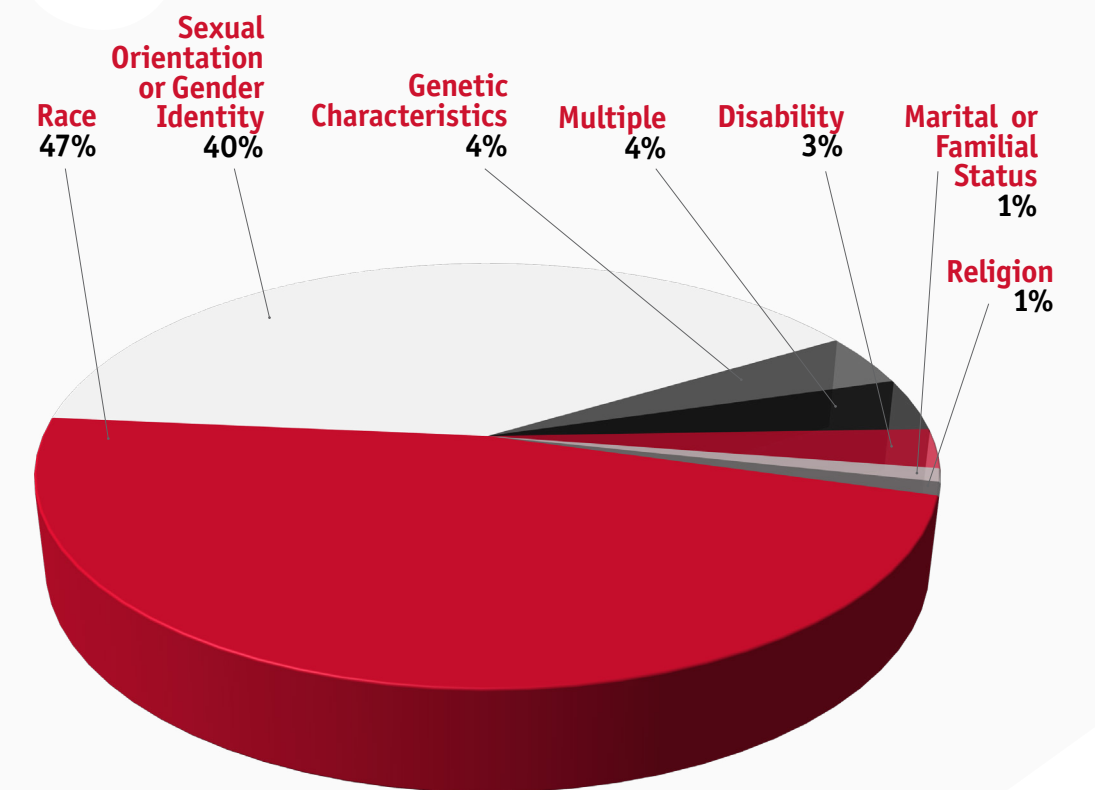
The following graphs outline the 415 allegations of discriminatory slurs that were not witnessed by an official. The data is sorted by Member (Figure 9) and by type (Figure 10). It is important to note that an allegation may involve more than one individual.

Among the types of allegations reported, discrimination based on race, was the most common, followed by sexual orientation or gender identity (Figure 10).

**FIGURE 9: ALLEGATIONS BY MEMBER**

MEMBER	INCIDENTS	PLAYERS	PER CAPITA
Hockey PEI	21	5,570	0.38%
Hockey Manitoba	41	26,357	0.16%
Hockey Alberta	104	72,024	0.14%
Hockey Nova Scotia	19	16,585	0.11%
Hockey New Brunswick	13	14,720	0.09%
Ontario Hockey Federation	139	175,772	0.08%
BC Hockey	40	55,542	0.07%
Hockey Northwestern Ontario	3	4,311	0.07%
Hockey Newfoundland & Labrador	7	10,873	0.06%
Hockey Eastern Ontario	12	23,009	0.05%
Hockey Saskatchewan	12	33,685	0.04%
Hockey Quebec	4	79,481	0.01%
Hockey North	0	1,826	0.00%
<b>TOTAL</b>	<b>415</b>	<b>519,755</b>	<b>0.08%</b>

**FIGURE 10: TYPES OF DISCRIMINATION REPORTED**







# SECTION 2 CONT.

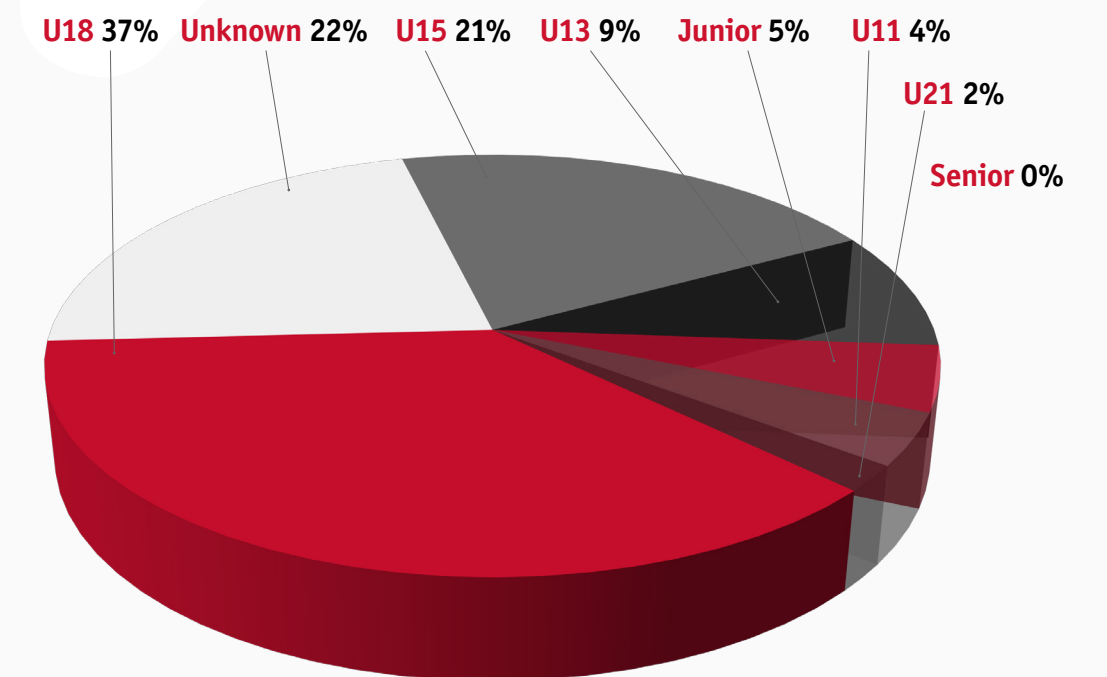
The following table and graph outline the 415 allegations of discriminatory verbal taunts, insults or intimidation by age division with the most common

age division against whom allegations were reported being U18 (Figures 11 and 12).

**FIGURE 11: ALLEGATIONS BY AGE DIVISION**

DIVISIONS	INCIDENTS	PLAYERS	PER CAPITA
U18	153	71,453	0.21%
Junior	23	16,612	0.14%
U15	86	69,353	0.12%
U21	7	10,160	0.07%
U13	39	76,662	0.05%
U11	15	71,104	0.02%
Senior	0	13,075	0.00%
Other	0	68,078	0.00%
U7	0	58,363	0.00%
U9	0	64,895	0.00%
Division Not Reported	92		
<b>TOTAL</b>	<b>415</b>	<b>519,755</b>	<b>0.08%</b>

**FIGURE 12: ALLEGATIONS BY AGE DIVISION**



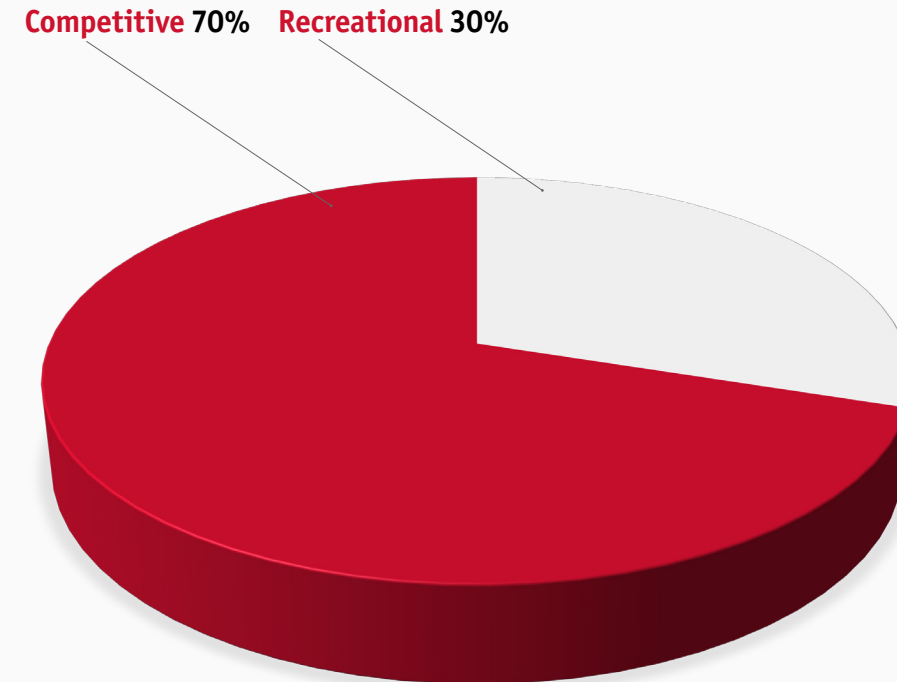




## SECTION 2 CONT.

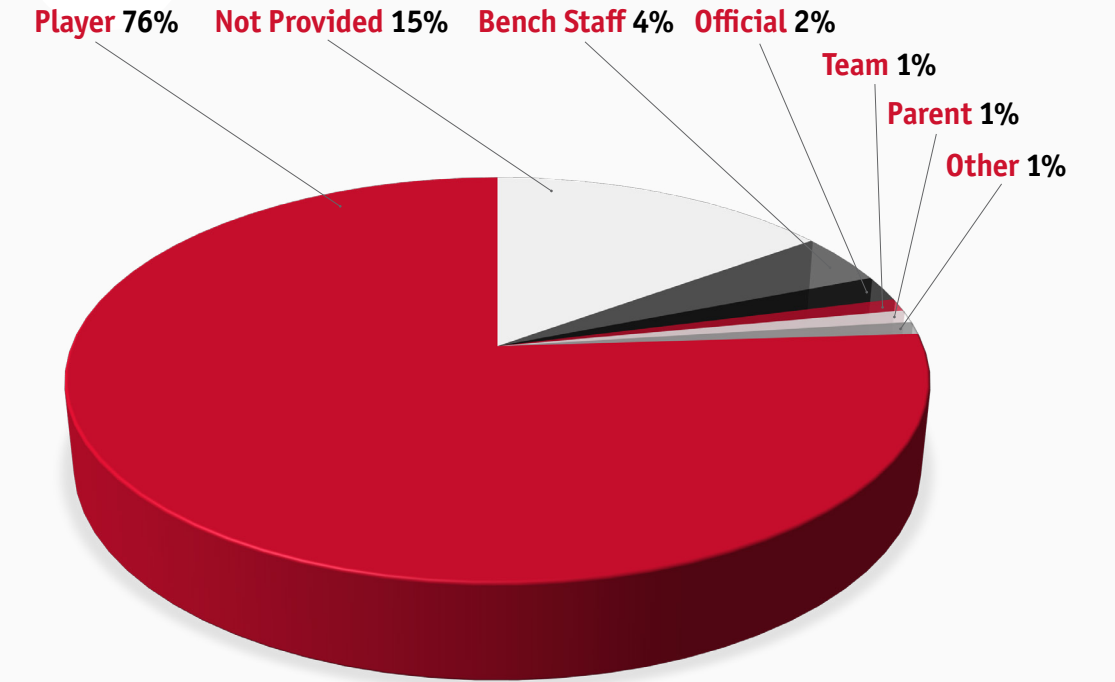
The following graph outlines the number of reported allegations by type of hockey as defined by the Members in the Hockey Canada Registry (Figure 13).

**FIGURE 13: ALLEGATIONS BY TYPE**



The following chart displays the role of the respondent based on the reported allegation. 76% of the alleged verbal taunts, insults or intimidation were reported to have been uttered by players (Figure 14).

**FIGURE 14: ALLEGATIONS BY PARTICIPANT ROLE**







## SECTION 2 CONT.

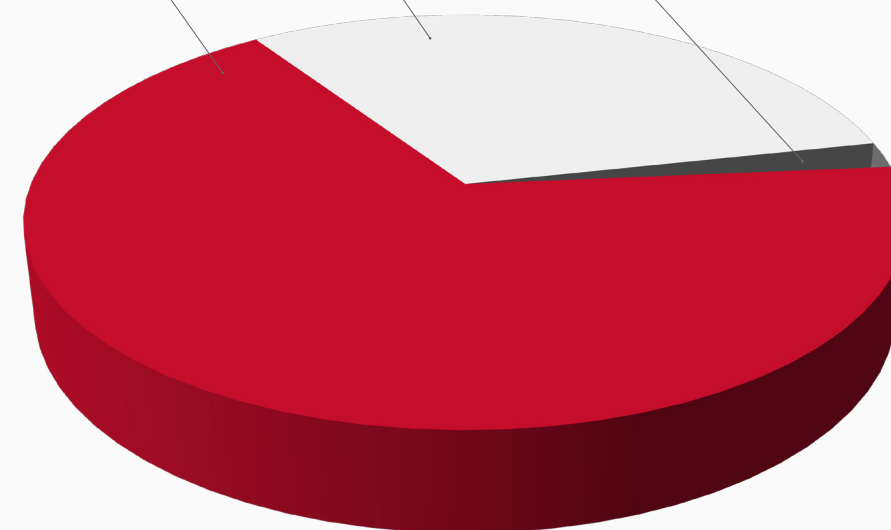
The following chart outlines the reported allegations by gender. 67% of the reported allegations were reported against males, and 2% against females. In 31% of the reports, the gender was not specified (Figure 15).

Allegations of discriminatory slurs that are not heard by the Officials are not penalized during the game but must be submitted to the appropriate Member or League delegate. The majority of those submissions are made by

the Officials (Figure 16), who are advised of the alleged slur by a participant. When such an allegation is made, the Official must report the identity of the individual(s) who is alleged to have made the slur to an appropriate member of each team's bench staff. The Official must also complete a Game Incident Report including full details, which is submitted to the appropriate Member or League delegate for action.

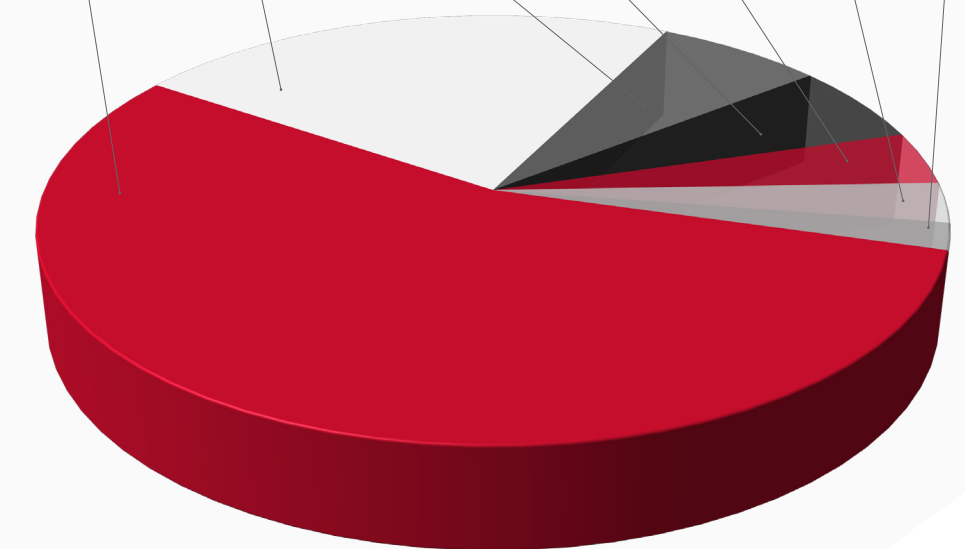
**FIGURE 15: ALLEGATIONS BY GENDER**

Male 67%   Not Provided 31%   Female 2%   Self Described 0%  
Prefer Not to Say 0%



**FIGURE 16: ALLEGATIONS BY PARTICIPANT ROLE**

Official 55%   Anonymous 23%   Parent 7%   Coach/Bench Staff 6%   Player 4%   Employee 3%   Other 2%



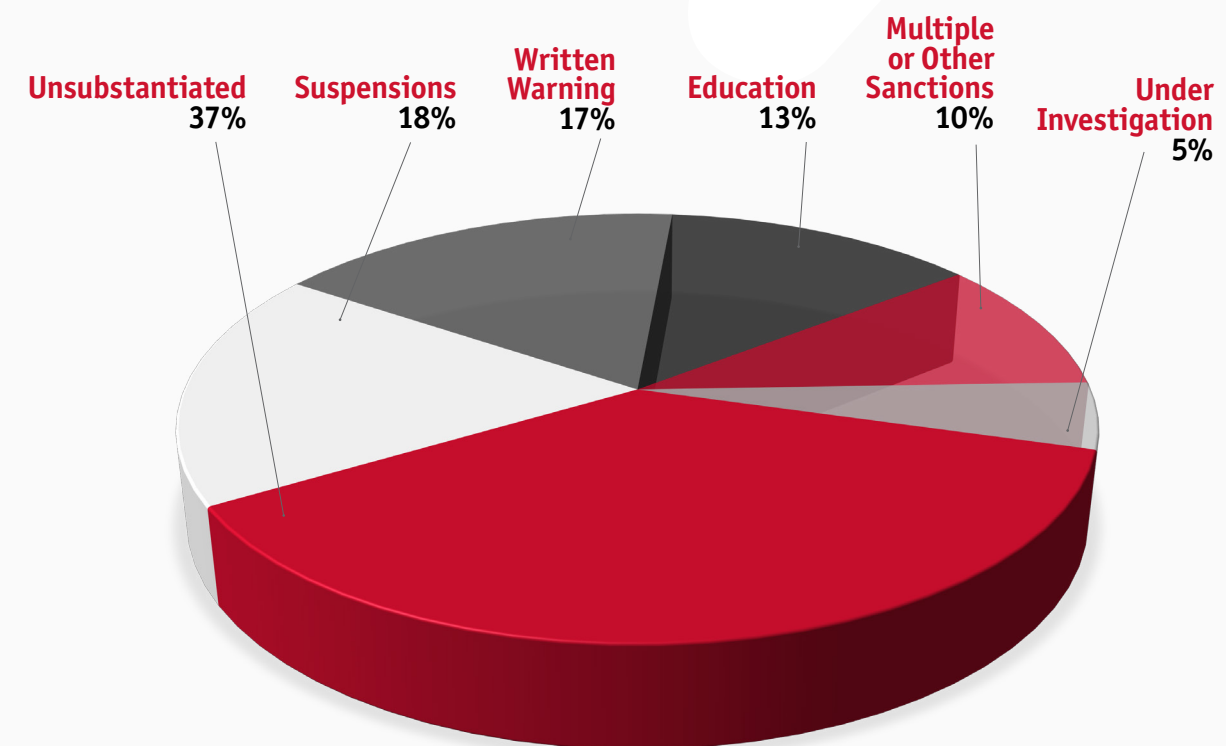




## SECTION 2 CONT.

The following chart outlines the outcome of the reported allegations (Figure 17).

**FIGURE 17:** REPORTED ALLEGATIONS-OUTCOMES







## NEXT STEPS

The collection and reporting of data related to Rule 11.4 – discrimination is an important first step in improving Hockey Canada’s ability to identify and address maltreatment in and around the sport of hockey. As a first step, the data presented will serve as an important benchmark in Hockey Canada’s ongoing Action Plan to address systemic issues and end toxic behaviour in the sport.

Building on this work, Hockey Canada and its Members are working to build upon the data collected to date in order to facilitate trend analyses, and more broadly identify issues related to maltreatment. Importantly, Hockey Canada has committed to progressively expand this reporting and tracking system to capture all instances of maltreatment, abuse and harassment in hockey.

At the conclusion of the 2022-23 season, Hockey Canada will report its second year of data around Rule 11.4 – discrimination as well as partial data on the other subsets of Section 11 of the Rulebook that it is piloting with a group of its Members.

For the 2023-24 season, all instances of maltreatment, abuse and harassment will be tracked and reported by all Members across the country. This information will be reported publicly as part of Hockey Canada’s annual Social Responsibility and Impact Report.

To meet this commitment, Hockey Canada is working with Members to build upon resourcing and enhance our ability to use common approaches in hockey across the country when addressing incidences of maltreatment.

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.

## CONCLUSION

Through its ongoing commitment to creating safe, welcoming and positive environments within all of its programs, activities, events, and teams, at all times, both on and off the ice, Hockey Canada and its Members recognize the inherent importance of data collection in this area.

Hockey Canada commits to continuing to make national reports on maltreatment publicly available and accessible on an annual basis as part of its overall sport safety framework.







CANADA

WORK TOGETHER  
WIN TOGETHER



CANADA

