

# AIOWF



Association of International Olympic Winter Sports Federations

## Third Review of Governance of AIOWF International Federation Members

September 2020



A study by I Trust Sport commissioned by AIOWF

## Third Review of Governance of AIOWF IF Members

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## 1 Executive summary

### 1.1 Background

This document is the third review of governance of the seven members of the Association of International Olympic Winter Sports Federations ([AIOWF](#)), commissioned by AIOWF itself. The review adopted the same procedure as the Association of Summer Olympic International Federations (ASOIF), which acted with the oversight of the [Governance Taskforce](#) (GTF), publishing a [report](#) in June 2020.

Building on the previous reviews in 2017 and 2018, the evaluation for 2020 took the form of a self-assessment questionnaire with independent moderation of the responses. The questionnaire consisted of 50 measurable indicators covering five principles or sections: Transparency, Integrity, Democracy, Development and Control Mechanisms.

The questionnaire had been slightly revised for 2020 with the aim of ensuring it was up to date but also remained comparable to the earlier editions.

The seven questionnaires were distributed in early March. An original deadline in mid-April was extended due to the COVID-19 crisis and all seven responses were received before the end of May.

AIOWF and I Trust Sport, which was conducting the moderation exercise, acknowledging the unprecedented circumstances, subsequently agreed a policy to invite three AIOWF members to make further adjustments to aspects of their governance and then re-submit. The three IFs were informed of the process on 9 July and given a deadline for responding by mid-August. All three IFs accepted the invitation and responded on time.

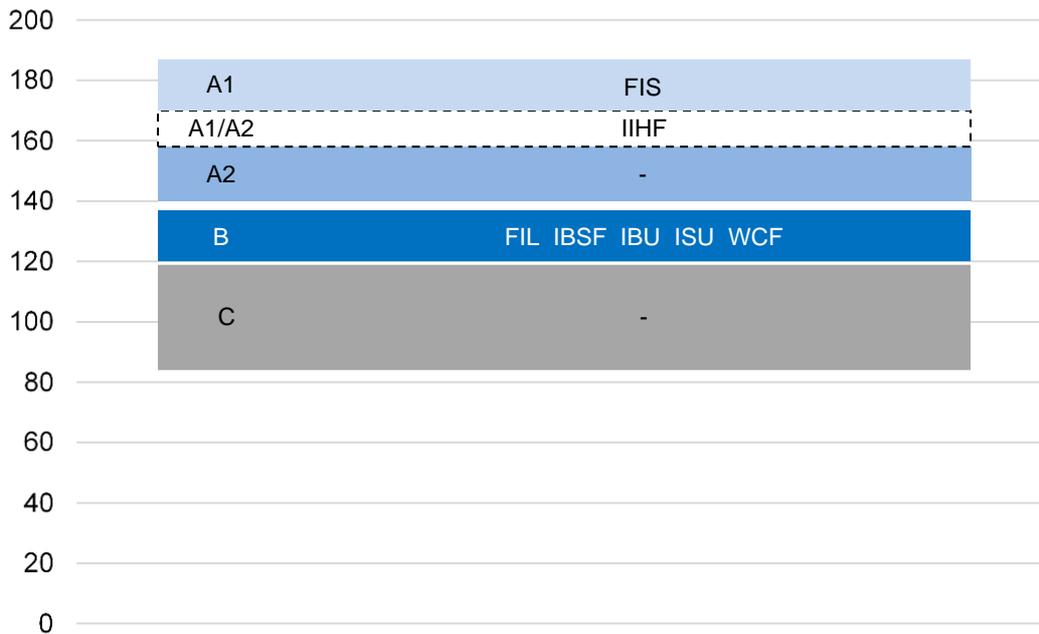
For six of the seven IFs the moderation process resulted in the score being marked down. However, the average mark-down was smaller than in the previous editions of the study.

Ahead of the third assessment, the ASOIF GTF set a target for the summer sports of a total score of at least 120 out of a theoretical maximum of 200. The target is included in this report for reference.

Co-operation from the winter IFs is much appreciated, particularly considering that all of the IFs have been responding to the COVID-19 crisis during the assessment period.

## 1.2 Headline findings

Grouping of AIOWF members by score (out of 200)



Note that IFs are listed in alphabetical order within group B, not in score order.

The moderated scores of the AIOWF members have been allocated into the same groups that were defined for the ASOIF review, which relates to an assessment carried out in February 2020. The winter federations cover a broad range in their scores.

### 1.2.1 Comparison with 2018 and with ASOIF study

The mean score for the AIOWF members was 140 out of a theoretical maximum of 200, compared to 109 in 2018. This equates to a large average increase in the total score of about 31.

While a portion of the uplift can be attributed to improved understanding of the assessment process by the participants, the scores suggest there have been meaningful improvements in the aspects of governance studied.

Among the winter sports there was no clear correlation between the overall score and the size of the increase from 2018 to 2020. The mean score for the ASOIF and AIOWF members was virtually identical.

There is no strong evidence of a winter or summer sport “template” in relation to governance – the higher and lower-scoring areas are broadly consistent across both ASOIF and AIOWF members.

## 1.2.2 Impact of the IF size on scores

Two multiple choice indicators were included to help categorise IFs by number of staff and annual revenue. Three of the AIOWF members had between 10 and 19 staff, three recorded 20 to 49 and one IF had staff numbers between 50 and 119. Regarding revenue, three IFs were in the group earning 4m to 8m CHF per year from 2016 to 2019 with the other four having revenue between 20m and 50m CHF.

Due to the small sample size, the AIOWF members were grouped together with the summer sports for analysis. There is an apparent correlation between IFs with more revenue and a higher overall moderated score. For example, the mean score for IFs with 4m to 8m CHF in annual revenue was about 130, compared to 149 for the grouping covering 20m to 50m CHF.

A similar pattern is evident when comparing IFs by staff numbers. The average score for IFs with 10 to 19 staff was 130, rising to 135 for those with 20 to 49 staff and 157 for IFs with staff levels between 50 and 119.

Despite the apparent correlation, there were exceptions across the summer and winter sports as some IFs with more limited resources 'over-performed' and a handful of larger IFs were towards the lower end of the scale.

## 1.2.3 Key findings on specific governance issues

- Six of the seven winter sport IFs published at least one set of full, audited accounts - an increase from three in 2018. In the case of the ASOIF IFs, 25 out of 31 members had published audited accounts by February 2020
- Two winter IFs had an Executive Board that was at least 25% composed by women. New quota rules are being put in place by two of the other sports which should have the effect of improving the gender balance. The general pattern of many IFs having only one or two women on their board was the same across winter and summer sports
- Four out of the seven IFs had some type of term limit in place for elected officials. This is an increase of two from 2018 and is consistent with a trend across both winter and summer sports
- Four out of the seven IFs have at least one athlete representative on the Executive Board or equivalent. All of the IFs have Athletes' Commissions
- There was only a slight increase in scores relating to environmental responsibility work. Just two IFs demonstrated that they have implemented a policy and measures on environmental responsibility. As for the ASOIF members, the rate of progress in this area may not be at the speed which society will expect
- Five IFs had an Ethics Committee with a majority of independent representation in place, which can propose sanctions – an increase since 2018
- As in 2018, most IFs did not meet the criteria of holding regular open tenders for major commercial and procurement contracts. However, it is understood that for small organisations there may only be a handful of occasions when a full tender process is appropriate
- On the topic of managing the potential risk of competition law/anti-trust legislation, four of the seven IFs could demonstrate relevant recent activity, such as amending rules and procedures relating to athlete eligibility and/or event sanctioning
- All of the winter federations either had a safeguarding policy in place consistent with IOC Guidelines or at least linked to IOC materials. One IF was already actively implementing their policy. This is a lower proportion than among the ASOIF members

- Four IFs had a confidential reporting mechanism in place for whistleblowers with evidence of action taken, which represents an advance since 2018
- The level of transparency regarding development expenditure has increased since 2018. Six of the seven AIOWF members provided a breakdown of financial figures
- A right of appeal to the Court of Arbitration for Sport was included in the rules of all IFs. Most sports have had experience of at least one case. There is no observable difference between the winter and summer sports in this regard
- Due to the COVID-19 crisis, AIOWF members understandably took decisions to postpone General Assemblies/Congresses that had originally been scheduled to take place in the summer months. Postponements in themselves did not affect the scoring but it is possible in some cases that extra information was not yet available during the period of the assessment which would otherwise have been ready

### 1.3 Evolution of this study

This third review of IF governance has benefitted considerably from the incremental changes made based on experience and the lessons learned from the first and second editions. The range of indicators has been carefully adjusted and wording has been amended to increase clarity. In addition, IFs have dedicated more resources to responding with each iteration and the understanding of the process has improved.

Nonetheless, the study has limitations, which should be acknowledged. As for the previous editions, the questionnaire was restricted to 50 scoring questions to make the task of completion manageable. In a study which is designed as “one size fits all”, there are inevitably also a few indicators which are more relevant to some IFs than others. The scoring system for the questionnaire is partially subjective and the results represent a snapshot in time – May or August 2020. Finally, the decision that was taken to offer a second opportunity to three of the participating IFs to submit information benefits them and potentially disadvantages the other four but is believed to be justified in the circumstances.

### 1.4 Concluding comments

The analysis of the governance of the AIOWF members shows substantial progress by all of the sports since 2018, which is to be commended, but there are significant differences between the strongest performers and the weakest.

Important steps forward include the publication of audited financial accounts by more of the winter sports, more formalised and independent ethics committees, a trend towards the adoption of term limits for elected officials, and increased transparency of development expenditure.

Analysis of other notable topics, such as gender balance on the Executive Board, safeguarding work and action on environmental sustainability, suggests that progress has been relatively limited since 2018 but there are projects now underway which should lead to further improvements soon.

Dealing with the enormous disruption caused by the COVID-19 crisis, including the need to postpone Congresses, has rightly been the priority of the IFs in recent months. It is to be hoped that work to improve governance will be acknowledged as an important and necessary component of the recovery process for all sport, which will help IFs be more sustainable and

resilient, reaching the high standards that the public and sports community have the right to expect.

## **1.5 Next steps**

Each AIOWF IF is receiving their full results alongside this report. The ASOIF GTF plans to continue with the governance assessment project. A pilot study on organisational culture within IFs is planned and there will be another iteration of the assessment exercise in due course.

## 2 Background

The Association of International Olympic Winter Sports Federations ([AIOWF](#)) commissioned a third review of International Federation (IF) governance for 2020, adopting the same procedure and questionnaire as the Association of Summer Olympic International Federations (ASOIF), which acted with the oversight of the [Governance Taskforce](#) (GTF). This followed previous studies, also adopting the same process, in 2017 and 2018.

Starting in March 2020, the current state of governance of the seven IF members of AIOWF was evaluated using a self-assessment [questionnaire](#)<sup>1</sup>. The questionnaire was identical to the one developed for the ASOIF project and was re-used with ASOIF's approval.

Sports governance consultancy [I Trust Sport](#) provided support, reviewing the responses to self-assessment questionnaires, moderating scores where needed, and producing this report.

The questionnaire consisted of 50 fairly objective and measurable indicators covering five principles or sections: Transparency, Integrity, Democracy, Development and Control Mechanisms.

Ahead of the third assessment, the ASOIF GTF set a target for the full member summer sports of a total score of at least 120 out of a theoretical maximum of 200. The target was not discussed separately by AIOWF but is included in this report for reference.

## 3 Methodology

The self-assessment questionnaires were distributed by e-mail on 4 and 5 March 2020 with a deadline for response of 15 April. IFs were asked to determine a score for each question and to provide explanatory evidence, such as a hyperlink to a relevant page or document on the website. In some cases, supplementary documents were provided on a confidential basis.

To aid IFs and to avoid unnecessary duplication of work, the questionnaires that were distributed incorporated both the responses of the IF to the indicators in 2018 and the moderated scores and comments.

Four of the seven questionnaires were completed and returned before or close to the deadline. Due to the global COVID-19 crisis, it was understandable that some IFs needed more time – all of the sports had to deal with event cancellations and/or Congress postponements. The remaining questionnaires were submitted in the following month with the last one received on 25 May.

Once received, the questionnaire responses were independently moderated.

Acknowledging the unprecedented circumstances, AIOWF and I Trust Sport subsequently agreed a policy to invite three AIOWF members to make further adjustments to aspects of their governance and then re-submit. The three IFs were the Fédération Internationale de Luge de Course (FIL), the International Bobsleigh and Skeleton Federation (IBSF) and the International Ice Hockey Federation (IIHF). They were informed of the process on 9 July and

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<sup>1</sup> ASOIF Governance Taskforce – International Federation Self-Assessment Questionnaire (2019): [http://www.asoif.com/sites/default/files/download/third\\_if\\_governance\\_self-assessment\\_questionnaire\\_2019-2020.pdf](http://www.asoif.com/sites/default/files/download/third_if_governance_self-assessment_questionnaire_2019-2020.pdf)

given a deadline for responding by mid-August. All three IFs accepted the invitation and responded on time.

The three updated questionnaires were then moderated for a second time. Only the scores from the second moderation process are used in this report.

### **3.1 Scoring**

The scoring system implemented was the same as for the previous projects. Each of the 50 indicators in the questionnaire incorporated a separate definition for scores on a scale from 0 to 4. The scores in each case were designed to assess the level of fulfilment of the indicator by the IF, as follows:

- 0 – Not fulfilled at all
- 1 – Partially fulfilled
- 2 – Fulfilled
- 3 - Well-fulfilled according to published rules/procedures
- 4 – Totally fulfilled in a state of the art way

IFs were asked to provide evidence to justify their scores.

The intention of the scoring is that 3 or 4 on any indicator equates to a “good” performance. 2 signifies that the IF reaches an adequate level. The implication of a score of 0 or 1 is that there is more work to be done, although decisions on which areas of governance to prioritise will vary from one IF to another.

### **3.2 Changes to the questionnaire**

The first edition of the questionnaire in 2016-17 served its purpose in differentiating between standards of governance among IFs and in highlighting both good and poor practices. However, it was essentially a pilot study. The questionnaire lacked clarity in places and there were differences in the interpretations of a few indicators by the respondents. Inconsistencies were dealt with as far as possible in the moderation process.

For 2017-18, the GTF took the opportunity to amend the questionnaire based on the experience of the first assessment and on feedback received.

Ahead of the 2019-20 assessment, the questionnaire was again updated to take account of priority governance topics and improve clarity. An important objective was to limit the number of substantive changes to ensure that a degree of comparison would be possible between years, and to reduce the need for IFs to repeat work.

Two of the 50 questions were replaced and one more was substantially amended. There was slight re-numbering as a consequence. Elsewhere, the wording of some indicators and of scoring definitions was edited in response to feedback. Notably, several indicators regarding compliance with the Olympic Movement Code on the Prevention of the Manipulation of Competitions and other aspects of integrity were amended following input from the IOC. It is believed that the net outcome of the amendments to the questionnaire was neutral - neither more stringent nor more lenient overall.

Details of the changes to the questionnaire are available in the 2020 edition of the [ASOIF study](#)<sup>2</sup>, section 21, pages 48 to 50.

### 3.3 Independent moderation

As for the previous editions, AIOWF appointed sports governance consultancy I Trust Sport to support the project. I Trust Sport’s task was to review the questionnaire responses; to moderate the scores to ensure as much consistency as possible; and to produce analysis for this report.

Scores were checked against the defined criteria in the questionnaire for each indicator for all seven AIOWF member responses between mid-April and 29 May 2020. For the three IFs which re-submitted, a second moderation process took place between 17 and 24 August. Evidence provided by IFs was also checked (such as references to clauses in the Constitution or specific web pages) and, where evidence was absent or incomplete, additional information was researched from IF websites. Supplementary documents provided on a confidential basis were taken into account as appropriate. Follow-up questions were sent to several IFs.

When necessary, scores were adjusted up or down to reflect the independent assessment of the moderator, based on the evidence available. The aim was to be consistent and fair.

During the course of the ASOIF project, a number of policy guidelines were applied regarding the scoring of specific indicators to make the scoring as fair as possible. The same guidelines were applied to the AIOWF member questionnaires for consistency. An explanation of the guidelines is provided in the ASOIF study, section 22, pages 51 to 54.

### 3.4 Outcomes of moderation

**Table 1 – Changes in scores after moderation for AIOWF members**

	Self-assessed score	Moderated score
Mean for total*	150	140
Median for total	142	134
Mean per indicator	3	2.8
Maximum increase	+7 (moderated score is above self-assessed)	
Maximum decrease	-26 (moderated score is below self-assessed)	
Mean markdown	-11	
Median markdown	-8	

(\*) Note on mean and median:

The mean is the sum of the figures divided by the number of figures (so divided by seven to calculate a mean score for each IF). The median is the mid-point when a set of numbers are listed from smallest to largest (so the 4th largest if seven IF scores are being considered). The median is less impacted by an unusually high or low number in the series. Both mean and median are used in this report.

<sup>2</sup> ASOIF Governance Taskforce – Third Review of International Federation Governance (June 2020): [https://www.asoif.com/sites/default/files/download/asoif\\_third\\_review\\_of\\_if\\_governance\\_fv-0616.pdf](https://www.asoif.com/sites/default/files/download/asoif_third_review_of_if_governance_fv-0616.pdf)

The total moderated scores of six of the seven IFs were lower than the self-assessed scores and one IF was marked up. As multiple staff may have completed different sections of the questionnaire, it is understandable that there was variation in the approach to writing answers, which the moderation process attempted to address. The fact that quite a number of the scores were moderated down should not be interpreted as a criticism of the work of the IFs in completing the questionnaire. As has been acknowledged previously, the scoring is not a scientific process.

The mean and median changes to scores in the moderation process of -11 and -8 were notably smaller than the corresponding figures of -20 and -19 in 2018. Three of the seven IFs had a moderated score that was no more than eight above or below the self-assessed score.

Overall, the responses were of a good quality and demonstrated an improved understanding of the assessment process. Quite a number of additional documents were also supplied.

It is possible that a few scores have been adversely affected in the moderation process due to a misunderstanding of responses to specific indicators, or because the IF did not provide evidence which they had available. However, as this is the third iteration of the questionnaire and all of the responses and moderated comments from 2018 were provided to the IFs, the risk of misunderstandings should be reduced. In addition, three of the seven IFs had an opportunity to update their initial responses to the 2020 questionnaire.

Due to the scoring method adopted for the questionnaire, percentage calculations are potentially misleading and should not be used.

Note that all of the analysis which follows from paragraph 4 onwards is based on moderated scores, not self-assessed scores.

### **3.5 Allowing for margin of error**

The scoring system gave the analysis a degree of objectivity. However, in many cases there was room for debate.

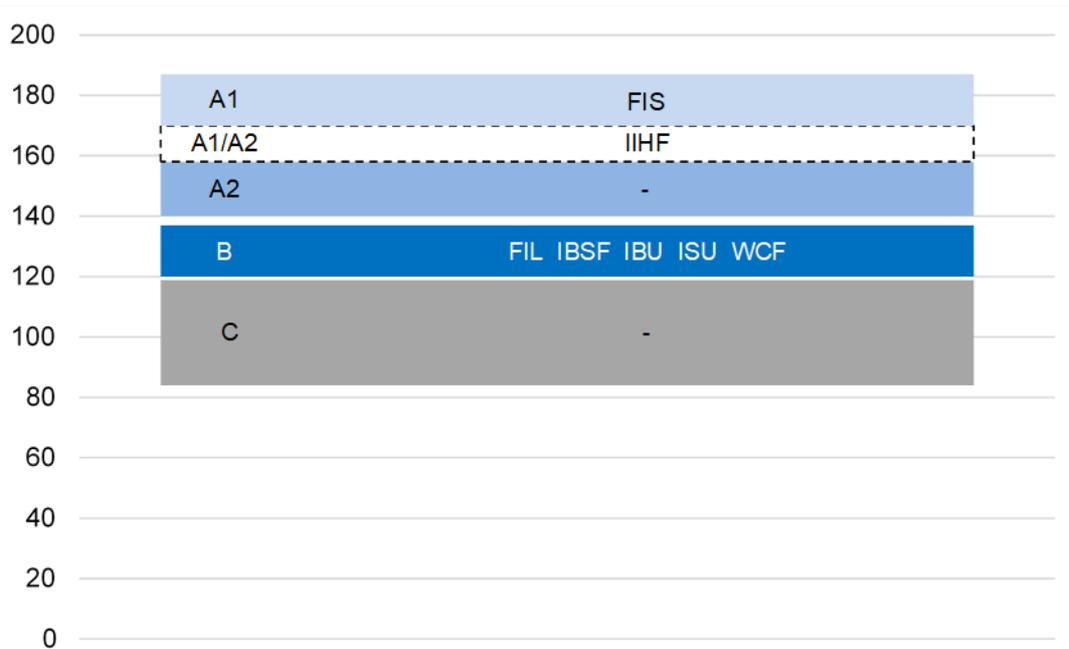
On the basis that some judgements could be debatable, each IF total score should be understood to have a margin of error from -5 to +5. A margin of error from -7 to +7 was adopted for the previous editions. The choice of a narrower band this time reflects the improved understanding of the process by IFs and the full responses which most provided. It is also consistent with the 2019-20 ASOIF study.

## 4 Headline findings

### 4.1 Grouping of IFs by overall moderated score

The total moderated scores of the seven winter IFs varied considerably. They are depicted below in groups with the same score boundaries as were identified in this year's ASOIF study.

**Figure 1 - Grouping of AIOWF members by score<sup>3</sup>**



Note that IFs are identified in alphabetical order in group B, not in score order.

<sup>3</sup> Key to AIOWF members: FIL - Fédération Internationale de Luge de Course, FIS - Fédération Internationale de Ski, IBSF - International Bobsleigh and Skeleton Federation, IBU - International Biathlon Union, IIHF - International Ice Hockey Federation, ISU - International Skating Union, WCF - World Curling Federation

**Table 2 - Grouping AIOWF members by score**

<b>Group</b>	<b>Total moderated score range (group boundaries taken from ASOIF study)</b>	<b>AIOWF Members</b>
A1	170 to 187	FIS
A1/A2	159 to 169	IIHF
A2	140 to 158	-
B	120 to 137	FIL IBSF IBU ISU WCF
C	84 to 119	-

Note that IFs are identified in alphabetical order within group B, not in score order.

The threshold for the top group, A1 was set at 170 for the ASOIF study as there was a gap with no summer sports within a few marks below that score. Only seven out of 38 IFs in total reached this level. A score of 175 represents an average of 3.5 out of 4 for all 50 indicators.

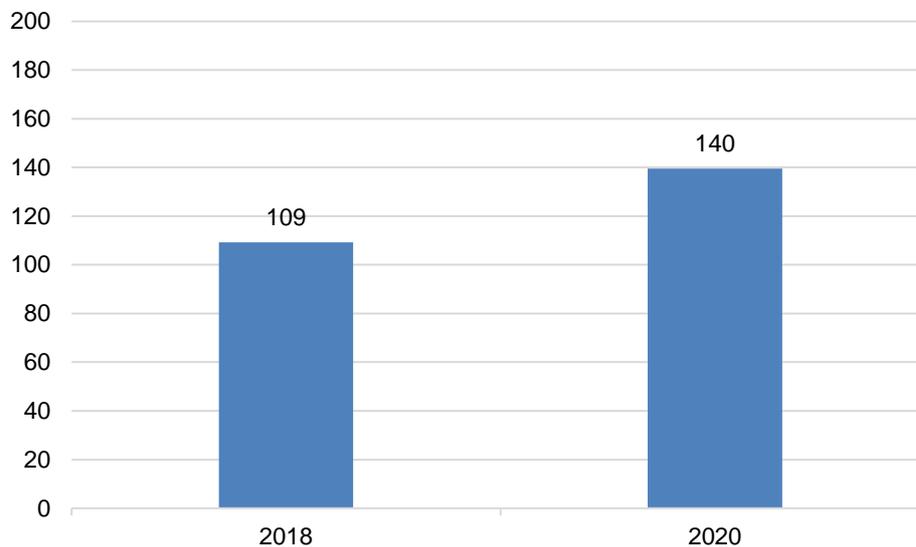
The score of one of the AIOWF members was in the margin between the A1 and A2 groups and has therefore been designated A1/A2.

The A2 band for the ASOIF members started at 140 and ranged up to 158. None of the AIOWF members fell between these scores.

Group B, incorporating five of the AIOWF members, covers from 120, the target threshold set by the GTF for full members of ASOIF, to 137. None of the AIOWF members was below this score.

## 5 Comparison with previous study in 2018

**Figure 2 - Comparison of AIOWF members' mean scores 2018 and 2020**



**Table 3 - comparison of AIOWF members' mean scores 2018 and 2020**

	<b>2018</b>	<b>2020</b>
Mean score of AIOWF members	109	140

The mean score across the seven winter IFs was 140, up from 109 in 2018. This equates to a large average increase in the total score of about 31. There was virtually no difference in the mean scores between the ASOIF and AIOWF members in the 2020 studies.

AIOWF score increases since 2018 ranged from 13 to 61. Three IFs achieved a gain of 13 to 20 points, three others went up by 30 to 35 and there was one outlier, increasing by 61.

There was no particular correlation between the overall score and the size of the increase for each IF since 2018.

While a portion of the uplift can be attributed to improved understanding of the assessment process by the participants, the scores suggest there have been meaningful improvements in the aspects of governance studied.

Since the first assessment in 2017 the average score for winter sports has increased by about 47 points from 93 to 140.

## 6 Categorising IFs by resources

The 2019-20 edition of the questionnaire again incorporated two multiple-choice indicators intended to help categorise IFs by numbers of staff (under 10, 11-19, 20-49, 50-119 or over 119) and by revenue (average of less than 2m CHF per year from 2016-2019, 2m-4m, 4m-8m, 8m-20m, 20m-50m or over 50m).

Analysis using these categories can help identify potential patterns between scale and score in the assessment exercise.

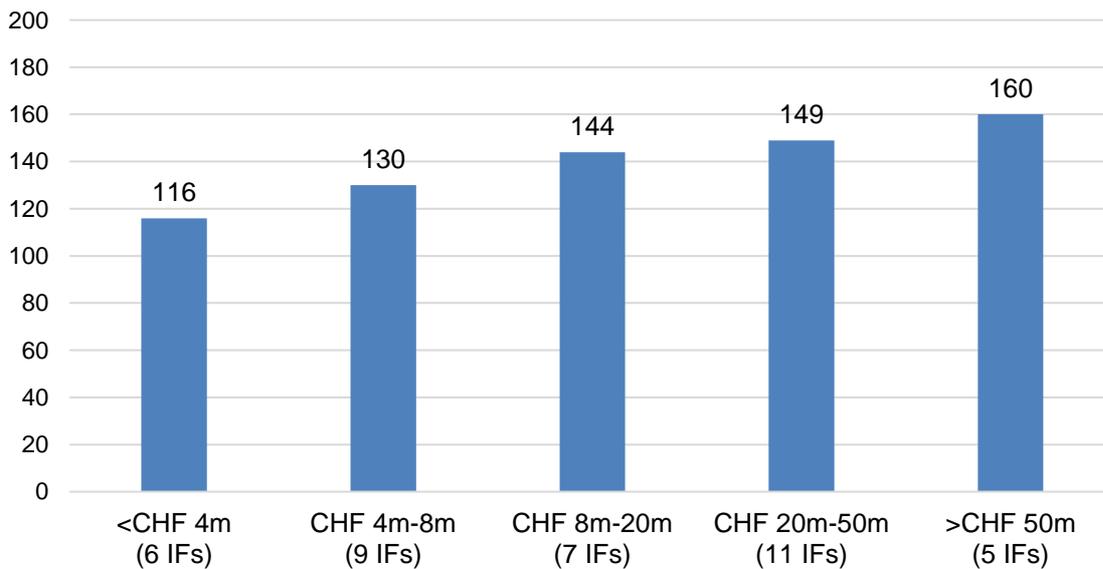
### 6.1 Analysis of IF scores by revenue group

**Table 4 - Categorising IFs by average annual revenue (AIOWF and ASOIF combined)**

Average annual revenue 2016-19	No. of AIOWF IFs	No. of ASOIF IFs	Mean score
<4m CHF	-	6	116
4m - 8m CHF	3	6	130
8m - 20m CHF	-	7	144
20m - 50m CHF	4	7	149
>50m CHF	-	5	160

Among the winter sport federations, three recorded average revenue between 4m and 8m CHF each year from 2016 to 2019. The other four were all in the category from 20m to 50m CHF annually. The number of ASOIF members in each category is shown for comparison.

**Figure 3 - Mean score by revenue group (AIOWF and ASOIF members combined)**



An analysis of average scores by revenue group shows evidence of a correlation between higher revenue and a higher overall moderated score. However, some caution is needed in drawing conclusions as the sample sizes are fairly small.

As noted above, the seven AIOWF members all fall within the 4m-8m and 20m-50m CHF groups.

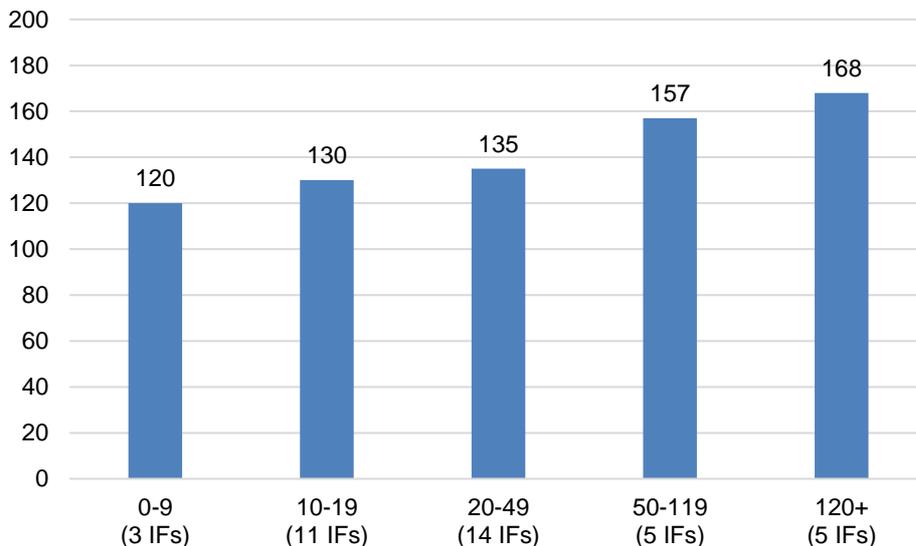
## 6.2 Analysis of IF score by number of staff

**Table 5 - Categorising IFs by average staff (AIOWF and ASOIF combined)**

Average annual revenue 2016-20	No. of AIOWF IFs	No. of ASOIF IFs	Mean score
0-9	-	3	120
10-19	3	8	130
20-49	3	11	135
50-119	1	4	157
120+	-	5	168

Based on the questionnaire responses, there were three of the AIOWF members with 10 to 19 staff, three between 20 and 50, and one in the range from 50 to 119 staff. It can be seen that the winter sports fall in the middle when the winter and summer sports are compared – there were no winter sports with fewer than 10 staff, nor were there any with over 120.

**Figure 4 - Mean score by staff group (AIOWF and ASOIF combined)**



As was the case when analysing by revenue, there are signs of correlation between organisations with greater staff resources and a higher overall moderated score.

The AIOWF members fall within the 10-19, 20-49 and 50-119 groups. Some of the sample sizes are again small.

The average score for IFs with 10 to 19 staff was 130, rising to 135 for those with 20 to 49 staff and 157 for IFs with staff levels between 50 and 119.

There is a marked difference in the average moderated score between IFs with fewer than 50 staff – around 131 (28 IFs) – compared to an average of about 163 for 10 IFs that have 50 or more staff.

## 7 Section-by-section analysis

**Table 6 - Scores by section 2020 for AIOWF members**

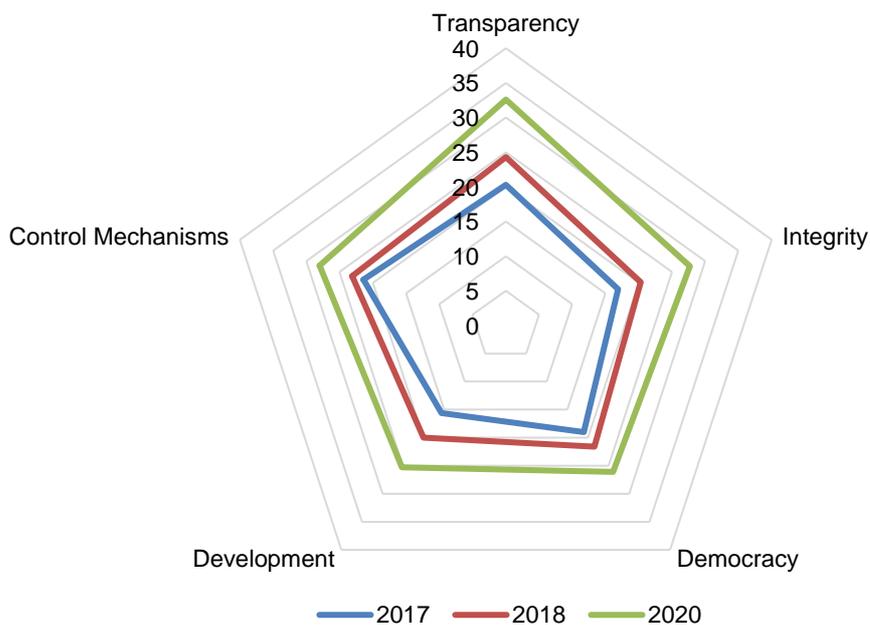
Section	Min	Max	Mean
Transparency	29	38	32.6
Integrity	23	35	27.7
Democracy	22	31	26.1
Development	15	35	25.3
Control Mechanisms	23	37	28.0

Section scores are out of a maximum of 40 in each case.

**Table 7 - Comparison of mean scores by section from 2017 to 2020 for AIOWF members**

Section	Mean score		
	2017	2018	2020
Transparency	20.3	24.3	32.6
Integrity	16.9	20.3	27.7
Democracy	19.0	21.6	26.1
Development	15.6	20.0	25.3
Control Mechanisms	21.4	23.1	28.0

**Figure 5 - Comparison of mean scores by section from 2017 to 2020 for AIOWF members**



As in 2017 and 2018, the Transparency section recorded the highest average score among the IFs studied. This is also consistent with the ASOIF members. The lowest average was in the Development section, where the improvement since 2018 was slightly smaller than for the Integrity section. In the previous edition the average scores for Development and Integrity had been similar. The larger increase for Integrity results partly from changes to the composition of the section, with two of the indicators being replaced.

It can be seen that there are sizeable differences between IFs in the section scores with a range from 15 to 35 for Development and 23 to 37 out of 40 for Control Mechanisms.

It is possible to compare mean scores by section for each of the three editions of the study for the seven IFs. Considerable caution is needed in interpreting these numbers, however, as the changes to individual indicators from 2017 to 2020 limit the value of direct comparisons between sections given that there are only 10 indicators in each.

The increase in the Transparency average score is about 12 over the three-year period. Mean scores for the other sections have gone up between 6 and 11.

It is recognised that some improvements in Transparency may be implemented by IF staff directly while more fundamental changes, for example to election rules (covered in the Democracy section) or the Code of Ethics (relevant to Integrity and Control Mechanisms), may require Congress/General Assembly approval, which makes the process more difficult to achieve.

In general, there is evidence of improvements across most aspects of governance studied in the questionnaire.

When comparing the ASOIF and AIOWF scores section by section, the differences are small and it would probably be misleading to try to draw specific conclusions.

## 8 Transparency section

**Table 8 - Mean Transparency section scores by indicator**

Indicator	Topic	Mean score
2.1	Statutes, rules and regulations	3.86
2.2	Explanation of organisational structure including staff, elected officials, committee structures and other relevant decision-making groups	4.00
2.3	Vision, mission, values and strategic objectives	2.86
2.4	A list of all national member federations with basic information for each	3.14
2.5	Details of elected officials with biographical info	3.57
2.6	Annual activity report, including institutional information, and main events reports	2.86
2.7	Annual financial reports following external audit	3.14
2.8	Allowances and financial benefits of elected officials and senior executives	2.57
2.9	General Assembly agenda with relevant documents (before) and minutes (after) with procedure for members to add items to agenda	3.43
2.10	A summary of reports/decisions taken during Executive Board and Commission meetings and all other important decisions of IF	3.14

Transparency was the top-scoring section among the five parts of the questionnaire with a significant increase in the average score from just over 24 in 2018 to almost 33 in 2020. Three of the five indicators in the whole study with a mean score over 3.5 out of 4 were in the Transparency section.

The highest average scores were for indicators 2.1 and 2.2, about the statutes, rules and regulations of IFs and their organisational structures. There is now far more information available in this area than in previous years, including an organisational chart in most cases.

Six of the seven winter sport IFs published at least one set of full, audited accounts (indicator 2.7) - an increase from three in 2018. For comparison, 25 out of 31 ASOIF members had published audited accounts at the time of the review in February 2020.

The lowest scoring indicator was 2.8 on the allowances and financial benefits of officials and senior executives but there has been a gradual increase in the amount of information available, for example on policies for travel expenses for officials.

There was also an improvement in the amount of information made available about Executive Board members with six out of seven IFs now publishing biographies (indicator 2.5).

Regarding indicator 2.9, relating to publication of General Assembly papers, six of the IFs had published at least one set of General Assembly minutes and other documents.

Two of the IFs studied were close to the maximum in this section, scoring 37 and 38 out of 40.

## 9 Integrity section

**Table 9 - Mean Integrity section scores by indicator**

Indicator	Topic	Mean
3.1	Has a unit or officer in charge of ensuring that the IF abides by the IOC Code of Ethics and/or the IF's own Code of Ethics	3.00
3.2	Has a unit or officer in charge of ensuring that the IF abides by the WADA World Anti-Doping Code	3.43
3.3	Complies with the Olympic Movement Code on the Prevention of the Manipulation of Competitions	2.86
3.4	Has a programme or policies designed at ensuring that the IF member associations function in accordance with all recognised ethical codes and principles	2.57
3.5	Establish confidential reporting mechanisms for "whistle blowers" with protection scheme for individuals coming forward	2.43
3.6	Provide for appropriate investigation of threats to sport integrity (competition manipulation, gambling-related or other)	3.14
3.7	Make public all decisions of disciplinary bodies and related sanctions, as well as pending cases where applicable	3.43
3.8	Appropriate gender balance in Executive Board or equivalent	2.00
3.9	Programmes or policies in place regarding safeguarding from harassment and abuse (new)	2.29
3.10	Compliant with applicable laws regarding data protection (such as GDPR) and takes measures to ensure IT security (new)	2.57

An indicator on anti-doping activity (3.2) produced the joint highest average score in the Integrity section, as in 2018. Three of the seven sports have out-sourced anti-doping work to the International Testing Agency and one is in the process of establishing an independent integrity unit which will have responsibility.

One area of improvement was in the publication of disciplinary decisions (3.7). All IFs published information about sanctions. Three out of seven have published full, reasoned decisions, for example for anti-doping cases.

Two IFs had at least 25% female representation on their Executive Board or equivalent (indicator 3.8). New quota rules are being put in place by two of the other sports which should have the effect of improving the gender balance at board level. The general pattern of many IFs having only one or two women on their board was the same across summer and winter sports.

Four IFs scored 3 or 4 for indicator 3.5, implying that they had a confidential reporting mechanism in place for whistleblowers with evidence of action taken. This represents an advance since 2018.

The Integrity section had more changes since 2018 than the other parts of the questionnaire. Two new indicators were added (3.9 and 3.10), one regarding policies and programmes to safeguard people in the sport from harassment and abuse, and another on compliance with applicable laws on data protection plus measures to ensure IT security. One of the previous

indicators from the integrity section was cut from the questionnaire and another was moved to the Development section (see paragraph 11 below).

On the subject of safeguarding, all seven winter federations had a policy in place consistent with IOC Guidelines, or at least a link to IOC materials. One IF was already actively implementing their policy. This is a lower proportion than among the ASOIF members.

Regarding data protection and IT security, the picture was also mixed. Six out of seven IFs had a relevant policy in place and three had gone further, for example conducting risk assessments and providing training to staff.

## 10 Democracy section

**Table 10 - Mean Democracy section scores by indicator**

Indicator	Topic	Mean score
4.1	Election of the President and a majority of members of all executive bodies	3.29
4.2	Clear policies to ensure election candidates can campaign on balanced footing including opportunity for candidates to present their vision/programmes	2.29
4.3	Election process with secret ballot under a clear procedure/regulation	3.14
4.4	Make public all open positions for elections and non-staff appointments including the process for candidates and full details of the roles, job descriptions, application deadlines and assessment	2.43
4.5	Establishment and publication of eligibility rules for candidates for election together with due diligence assessment	2.43
4.6	Term limits for elected officials	1.29
4.7	Provide for the representation of key stakeholders (e.g. "active" athletes as defined in the Olympic Charter) in governing bodies	2.71
4.8	Conflict of interest policy identifying actual, potential and perceived conflicts with exclusion of members with an actual conflict from decision-making	2.71
4.9	Governing bodies meet regularly	3.29
4.10	Ensuring equal opportunities for members to participate in the General Assembly	2.57

All seven IFs had rules in their Constitution or Statutes regarding the election process (indicator 4.1). In most cases, the President is elected by all of the members of the IF, as are the majority of the Executive Board or equivalent.

The joint highest scoring indicator (4.9) related to the frequency of General Assemblies and Executive Board meetings, plus associated information. As with the summer sports, there is a mix between annual and biennial General Assemblies (some of which are due to be held as virtual meetings for the first time). All of the IFs either publish meeting calendars or at least information about when meetings generally take place, such as alongside a major championship.

Four out of seven IFs had some type of term limit in place, scoring 2 or more for indicator 4.6. This is an increase of two from 2018 and is consistent with a trend across both winter and summer sports towards the adoption of term limits. Nevertheless, it was the lowest-scoring indicator in the section.

Four of the seven IFs have at least one athlete representative on the Executive Board or equivalent (indicator 4.7). All of the IFs have Athletes' Commissions.

Among the AIOWF members only two scored more than 2 for 4.2, meaning that they had detailed campaigning rules in place for candidates for election.

Due to the COVID-19 crisis, AIOWF members understandably took decisions to postpone Congresses and General Assemblies that had originally been scheduled in the summer months of 2020. Although these decisions did not directly affect the scoring in the Democracy section, it is possible in some cases that extra information was not yet available during the period of the assessment which would otherwise have been ready in preparation for the meetings.

## 11 Development section

**Table 11 - Mean Development section scores by indicator**

Indicator	Topic	Mean score
5.1	Clear policy in place to determine transparent allocation of resources in declared development objectives	3.14
5.2	Information published on redistribution activity for main stakeholders, including financial figures	3.57
5.3	Monitoring/audit process of the use of distributed funds	1.86
5.4	Respect principles of sustainable development and regard for the environment	2.29
5.5	Existence of social responsibility policy and participation programmes targeting hard to reach areas	1.71
5.6	Education programmes (topics other than integrity) and assistance to coaches, judges, referees and athletes	3.14
5.7	Put in place integrity awareness/education programmes	2.00
5.8	Legacy programmes to assist communities in which events are hosted	2.14
5.9	Anti-discrimination policies on racial, religious or sexual orientation	2.29
5.10	IF dedicates appropriate resources to the Paralympic/disability discipline(s) in the sport	3.14

The Development section was the lowest scoring section overall, albeit by a narrow margin.

As in 2018, IFs scored well for their provision of education programmes for coaches, judges, referees and athletes (indicator 5.6), which seemed to be well-established in most cases.

This time, however the highest average score was for indicator 5.2 on redistribution activity. Six of the seven AIOWF members scored 3 or 4, providing financial figures in relation to development funding or programmes.

There was only a slight increase in scores relating to environmental responsibility work (5.4). Just two IFs scored more than 2, demonstrating that they have implemented a policy and measures on environmental responsibility. In a similar way as for the ASOIF members, the rate of progress in this area may not be at the speed which society will expect.

In a change from 2018, the lowest scoring indicator of the section was 5.5, regarding social responsibility programmes to target hard to reach areas. Four of the seven IFs scored no more than 1, meaning that they did not have a designated policy and programme in place. It is acknowledged that there are particular challenges for winter sports in trying to reach beyond their traditional audiences and markets.

Indicator 5.7 on the existence of integrity education programmes was included in the Integrity section for 2018 but was moved to Development for 2020 due to two new indicators being added to the Integrity section. Anti-doping education activity was fairly prevalent, cited by four of the seven IFs.

## 12 Control mechanisms section

**Table 12 - Mean Control Mechanisms section scores by indicator**

Indicator	Topic	Mean score
6.1	Establish an internal ethics committee with independent representation	2.86
6.2	Establish an audit committee that is independent from the decision-making body	2.57
6.3	Adopt accounting control mechanisms and external financial audit	3.29
6.4	Adopt policies and processes for internal control	2.71
6.5	Adopt policies and procedures which comply with competition law/anti-trust legislation in eligibility of athletes and sanctioning of events	2.71
6.6	Observe open tenders for major commercial and procurement contracts (other than events)	1.86
6.7	Decisions can be challenged through internal appeal mechanisms on the basis of clear rules	2.57
6.8	Due diligence and effective risk management in bidding requirements, presentation, assessment and allocation of main events	2.71
6.9	Awarding of main events follows an open and transparent process	2.71
6.10	Internal decisions can be appealed with final recourse to the Court of Arbitration for Sport	4.00

A right of appeal to the Court of Arbitration for Sport (6.10) was included in the rules of all IFs which were reviewed. Most sports have had experience of at least one case. There is no observable difference between the winter and summer sports in this regard.

Scores for indicator 6.1 on the topic of Ethics Committees showed evidence of improvement since 2018. Five IFs scored at least 3, meaning that they had an Ethics Committee with a majority of independent representation in place, which can propose sanctions.

As in 2018, there were only limited examples of open tendering for contracts offered by IFs. Four IFs scored no more than 1, meaning that they did not meet the criteria of holding “regular open tenders for major commercial and procurement contracts”. It is understood that for small organisations there may only be a handful of occasions when a full tender process is appropriate.

The scoring definition for indicator 6.3 was changed for 2020, offering extra credit for use of International Financial Reporting Standards (IFRS) or Generally Accepted Accounting Principles (GAAP) as accounting standards. Two of the seven IFs used national GAAP for the country in which they are based. It is understood that the IFRS may be disproportionate to organisations the size of the AIOWF members. As for the ASOIF members, the IFs based in Switzerland generally did not conduct audits according to GAAP.

Indicator 6.5 on compliance with competition law/anti-trust legislation had been significantly revised since 2018. Four of the seven IFs could demonstrate relevant recent activity, such as amending rules and procedures relating to athlete eligibility and/or event sanctioning, earning a score of 3 or 4.

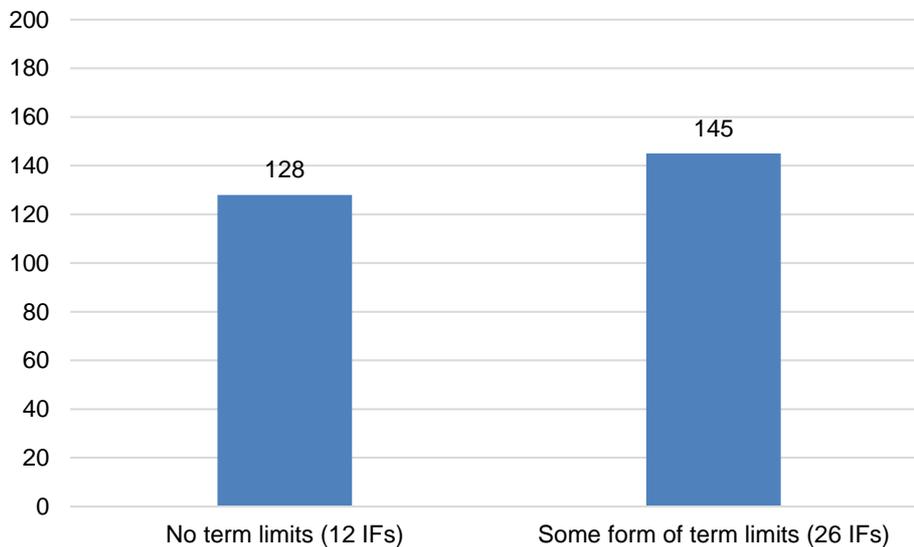
### 13 Other analysis

#### 13.1 Higher scores for IFs with term limits

**Table 13 - Comparison of mean score with and without term limits**

Term limits in place	No. of IFs (AIOWF)	No. of IFs (ASOIF)	Mean score
No	3	9	128
Some form of term limits	4	22	145

**Figure 6 - Mean score for IFs with and without term limits (AIOWF and ASOIF combined)**



**Table 14 - Mean score by section with and without term limits (AIOWF and ASOIF)**

	Mean score	Transparency	Integrity	Democracy	Development	Control mechanisms
No term limits (12 IFs)	127.6	31.4	25.0	23.3	24.1	23.8
Some form of term limits (26 IFs)	145.2	33.1	27.7	28.7	27.1	28.5

Among the AIOWF members, four out of seven IFs had at least some kind of term limit in place for the president, although precise rules vary. A comparison of IFs with no term limits (which scored 0 for indicator 4.6) to those with some type of limit in place suggested significant differences.

On average, an IF with a term limit in place reached the A2 group with a mean score of about 145. By contrast, IFs without term limits were in the middle of Group B (around 128 points). The mean scores for each separate section were also significantly higher among the IFs which have a term limit in place. Across the 16 ASOIF and AIOWF IFs in groups A1 and A2 (an overall score of 140 or more), only three did not have term limits of any description.

The sample size of seven for the AIOWF study is believed to be too small to draw reliable conclusions on its own.

In recent years, term limits have been introduced by several IFs as one component of a set of governance reforms, which may partly explain the sizeable difference in scores between those with and without term limits.

## **13.2 Background section**

The Background section of the questionnaire included an open-ended question about governance priorities and dedicated resources. Encouragingly, all of the AIOWF members cited recent, ongoing or planned governance projects. Four of the AIOWF members referred to a specific governance working group which they have in place and cited governance as a responsibility of senior members of staff.

Two of the seven IFs have separate legal entities which are wholly owned by the IF and dedicated to marketing, one fewer than in 2018.

## 14 Evolution of the study

This third review of IF governance has benefitted considerably from the incremental changes made based on experience and the lessons learned from the first and second editions. The range of indicators has been carefully adjusted and wording has been amended to increase clarity. In addition, IFs have dedicated more resources to responding with each iteration and the understanding of the process has improved.

Nonetheless, the study has limitations, which should be acknowledged. As for the previous editions, the questionnaire was restricted to 50 scoring questions to make the task of completion manageable. Consequently, some important topics are not covered, such as the composition of the Executive Board and the balance of powers between different governing bodies. This is one of the inevitable trade-offs in most audit or assessment exercises.

In a study which is designed as “one size fits all”, there are naturally also a few indicators which are more relevant to some IFs than others.

The scoring system for the questionnaire is partly subjective, which explains the need to accept a margin of error, despite the fact that the responses were more detailed than for the previous editions and showed a greater understanding of the information being sought.

Across the IFs, the results suggest a high level of correlation between the size of the IF, as measured by staff numbers and revenue, and the overall assessment score. While there are exceptions both towards the higher and the lower end, it seems that organisational capacity is a key determinant of the governance score.

In addition, the results represent a snapshot in time, although governance is inherently an ongoing process.

Three of the AIOWF members were given a second opportunity to do additional work and re-submit the questionnaire. This has potentially put the other four winter sports at a comparative disadvantage. However, the decision to offer a second chance to some of the IFs is believed to be justified given the timing of the assessment during the COVID-19 crisis.

Finally, it is important to state that an analysis of documents, procedures and structures does not take account of behaviour and organisational culture.

## 15 Conclusion

The analysis of the governance of the AIOWF members shows substantial progress by all of the sports, which is to be commended, but there are significant differences between the strongest performers and the weakest.

One of the winter sports reached the A1 group as defined for the ASOIF members, another was in between the A1 and A2 groups while the remaining five were in the B group, above the threshold of 120 set by the GTF as a target for the ASOIF members.

Collectively, the AIOWF IF scores were about the same on average as the ASOIF members.

Important steps forward include the publication of audited financial accounts by more of the winter sports, more formalised and independent ethics committees, a trend towards the adoption of term limits for elected officials, and also increasing transparency regarding development expenditure.

On other notable topics, such as gender balance on the Executive Board, safeguarding work and action on environmental sustainability, progress has been relatively modest since 2018 but there are projects now underway which should lead to further improvements soon.

The study has shown that there is a correlation between higher scores in the assessment and IFs with greater resources in terms of staff and financial revenue but several IFs with fewer than 20 staff proved that it is possible to reach high standards with more limited resources. There have also been examples of larger IFs that did not perform so well.

Dealing with the enormous disruption caused by the COVID-19 crisis, including the need to postpone Congresses and General Assemblies, has rightly been the priority of the IFs in recent months. It is to be hoped that work to improve governance will be acknowledged as an important and necessary component of the recovery process for all sport, which will help IFs be more sustainable and resilient, reaching the high standards that the public and sports community have the right to expect.

## **16 Next steps**

Each AIOWF IF is receiving their full results alongside this report. The ASOIF Governance Taskforce plans to continue with the governance assessment project. A pilot study on organisational culture within IFs is planned and there will be another iteration of the assessment exercise in due course.

## 17 Appendix

### 17.1 International Federations included in the study

Fédération Internationale de Luge de Course (FIL)  
Fédération Internationale de Ski (FIS)  
International Bobsleigh and Skeleton Federation (IBSF)  
International Biathlon Union (IBU)  
International Ice Hockey Federation (IIHF)  
International Skating Union (ISU)  
World Curling Federation (WCF)

### 17.2 Credits and acknowledgements

Rowland Jack and Guntur Dwiarmein from [I Trust Sport](#) reviewed the questionnaire responses, moderated the scores and produced analysis for this report.

Our sincere thanks go to the seven International Federations that worked hard to complete the governance questionnaire in particularly difficult circumstances. Without their support this report would not have been possible.

We are grateful to Sarah Lewis, Secretary General of AIOWF and of FIS for her support and assistance.

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